



PREPARED FOR THE PLAN COMMISSION

Project Address: 201 South Dickinson Street
Application Type: Demolition
Legistar File ID #: [35640](#)
Prepared By: Heather Stouder, AICP, Planning Division
Report Includes Comments from other City Agencies, as noted

Summary

Applicant/Owner: Bill Napier; DOA/Div. of Facilities Development; 101 E. Wilson St., 7th Floor; Madison, WI, 53707

Project Contact: Ellsworth Brown; Wisconsin Historical Society; 816 State St.; Madison, WI 53706

Requested Action: Approval of demolition of a warehouse building for construction of a State Archive Preservation Facility, which is a permitted use in the Traditional Employment (TE) District.

Proposal Summary: The applicant proposes to demolish the existing 180,000 Central Services Building and surrounding pavement and fuel tanks for construction of a 188,733 square foot State Archive Preservation Facility and related site improvements.

Applicable Regulations & Standards: This proposal is subject to the standards for demolitions (MGO Sec. 28.185).

Review Required By: Plan Commission (PC)

Summary Recommendation: The Planning Division recommends that the Plan Commission find that the demolition standards can be met and **approve** the request at 201 South Dickinson Street. This recommendation is subject to input at the public hearing and the conditions recommended by the Planning Division and other reviewing agencies.

Background Information

Parcel Location: The property spans Dickinson Street and Thornton Avenue just northwest of East Wilson Street; Aldermanic District 6 (Rummel); Madison Metropolitan School District.

Existing Conditions and Land Use: The 5-acre property currently accommodates the two-story State Fleet Services building, which is actually a collection of joined masonry buildings constructed between 1895 and 1942. The site is primarily accessed from Dickinson Street on the southwest side, with very limited access from Thornton Avenue on the northeast side of the property.

Surrounding Land Use and Zoning:

Northeast: Across the Yahara River to the northeast, single- and two-family homes in the TR-C4 and TR-V1 Districts, and multi-family apartment building in the TR-U2 District.

Southeast: Across the Capital City Trail to the southeast, single- and two-family homes in the TR-V1 District, and a multi-family apartment building in the PD District

Southwest: Across South Dickinson Street to the southwest, one-story contractor's building and office space in the TE District.

Northwest: Contractor's buildings in the TE District and a three-story multi-family apartment building in the PD District.

Adopted Land Use Plan: The Comprehensive Plan (2006) recommends medium density residential uses for this area. The East Rail Corridor Plan (2004) includes this site within the “Yahara River District”, where it is recommended that most non-residential uses be replaced over time with residential redevelopment at up to four stories. The Marquette Schenk Atwood Neighborhood Plan (1994) recommended medium-high density residential land use.

Zoning Summary: The property is in the Traditional Employment (TE) District, where the proposed publicly owned archival facility is a permitted use.

Requirements	Required	Proposed
Lot Area (sq. ft.)	6,000 sq. ft.	222,156 sq. ft.
Lot Width	50'	270'±
Front Yard Setback	0	adequate (Thornton)
Side Yard Setback	5'	66' - RS 52' - LS
Rear Yard Setback	20'	Adequate
Maximum Lot Coverage	85%	TBD, adequate
Minimum Building Height	22' at building cornice	22'+
Maximum Building Height	5 stories / 68'	59' ±

Site Design	Required	Proposed
Number Parking Stalls	1 per 2 employees	33
Accessible Stalls	Yes, TBD	4
Loading	2 – 10'x50'	Yes
Number Bike Parking Stalls	1 per 2 employees	6
Landscaping	Yes	Yes
Lighting	Yes	Yes
Building Forms	Yes	Yes

Other Critical Zoning Items: Barrier Free (ILHR 69), Utility Easements

Environmental Corridor Status: The subject site is not located in a mapped environmental corridor.

Public Utilities and Services: This property is served by a full range of urban services, including several Metro Transit Routes running along East Washington Avenue and Williamson Street.

Project Description

The applicant proposes to demolish a two-story 180,000 square foot warehouse building and remove associated pavement, fuel tanks, and other site infrastructure for the construction of a new 188,733 square foot State Archive Preservation Facility.

Land Use - Within the multi-level facility, approximately two thirds of the space will be utilized for climate-controlled storage of items from the Wisconsin Historical Society and Wisconsin Veteran’s Museum, and one-third would be utilized for offices and the processing of items in storage. In the northeastern corner of the property, near the Yahara River is a Native American ceremonial circle. Native American artifacts kept in the storage facility can be utilized in this area for ceremonial events. The building would have approximately 17-20 full-time equivalent employees, and would be open from 8:00 am to 5:00 pm each weekday, with the option to extend hours as needed.

Building Placement and Massing – The proposed building is approximately 300 feet long, 145 feet wide, and 59 feet tall at its peak. Placed on the northeastern two-thirds of the site, the building has ample setbacks on all sides; approximately 120 feet from the northeast property line closest to the Yahara River, over 300 feet from Dickinson Street, approximately 70 feet from the southeast property line, and nearly 60 feet from the northwest property line.

The applicant notes that the use may expand in the future to cover more of the western portion of the site. So long as the same use is expanded, this would be a permitted use in the Traditional Employment District.

Access and Parking – As proposed, the site will be accessed from both Dickinson Street and Thornton Avenue, similar to the access points provided today. Utility and loading vehicles would access the site from Dickinson Street, where a driveway leads to a loading area on the northwest side of the building. Staff and visitors driving to the site would access the Thornton Avenue cul-de-sac from Williamson Street to drive into the site, where there are 8 surface stalls for visitors and 25 stalls for employees along the southeast side of the building.

Visitors would enter the building on the northeast side near the Yahara River, and staff would enter the building along the southeast side. The two vehicular entrances to the site are connected with a driveway running along the west side of the building, which provides fire safety access. If the building is expanded to the southwest at some point in the future, this driveway will likely be eliminated.

Six bicycle parking stalls are located near the staff entrance, but there are no bicycle stalls shown on the site plan in the area of the visitor entrance.

Building Exterior and Landscaping – The building is primarily clad in two colors of brick, with metal panel accents and a standing-seam metal roof. Due to the use of the interior, windows are limited on the building. The highest proportion of windows is on the east side, oriented to the Yahara River. The west side facing Dickinson Street and the south side facing the Capital City Trail have limited openings as well. The north side of the building has no windows.

The proposal would result in a significant increase in pervious area on the site, with a reduction from the current 92% coverage to 23% coverage. The impervious area may increase in the future with an expansion or other further development of the site, but in any case, presents opportunities for improved stormwater management close to the Yahara River. The landscape plan includes several new trees on all sides of the building, significant plantings in the area of the Native American ceremonial space, and structured landscaped planters along Dickinson Street and along the south side of the building near the main entrance. Groundcover includes sod, native seed mixes, and shredded bark mulch. The submitted plans did not include a detailed landscape schedule, but staff is confident that landscape requirements in the zoning code are likely exceeded with the proposal.

Project Analysis and Conclusion

As proposed, the demolition and new building it will be a vast aesthetic improvement to this property, which is highly visible from the Capital City Trail, Yahara River, and Dickinson Street. Neither the Landmarks Commission nor the Historic Preservation Planner had any comments relating to the demolition of the existing buildings on the site.

While the proposal is not consistent with the long term recommendations in the Comprehensive Plan for a transition to medium-density residential uses in the future, it involves no rezoning of property and does not represent a significant land use change for the site. The placement of the building on the eastern portion of the property could allow for a variety of future options for the western portion of the property. The most likely option is an expansion of the proposed building as a permitted use. However, if this is not deemed to be necessary in the

future, staff would support the creation of a new lot oriented to Dickinson Street, and a rezoning of this new lot for development with uses consistent with long-term plan recommendations for this area.

The site will be easily accessible by bicycle and Metro Transit routes running along Williamson Street and East Washington Avenue. Staff from various agencies would have preferred that the applicant utilize Dickinson Street, rather than Thornton Avenue, for primary automobile access to the site, so as to allow for the future closure of this portion of Thornton Avenue to automobiles to eliminate bicycle and pedestrian conflicts. However, the archive preservation facility is a permitted use within the Traditional Employment district, and will generate very little traffic on Thornton Avenue. In this case, staff believes that the access from Thornton will function acceptably due to the low number of employees and anticipated visitors, but encourages the applicant to utilize Dickinson Street to access any future expansion that involves and increase in the expected automobile traffic.

Staff believes that the demolition standards can be met, and look forward to the repurposing of this important Yahara River site for continued public use, and the significant aesthetic improvements associated with the proposal.

Recommendation

Planning Division Recommendation (Contact Heather Stouder, 266-5974)

The Planning Division recommends that the Plan Commission find that the demolition standards can be met and **approve** the requested demolition at 201 South Dickinson Street. This recommendation is subject to input at the public hearing and the conditions recommended by the Planning Division and other reviewing agencies.

Recommended Conditions of Approval

Major/Non-Standard Conditions are Shaded

Planning Division (Contact Heather Stouder, 266-5974)

1. In final plans submitted for staff review, the applicant is encouraged to incorporate a small amount of bicycle parking near the visitor entrance.
2. Final plans submitted for staff review shall include a landscape schedule including species and planting size.

City Engineering Division (Contact Janet Schmidt, 261-9688)

3. There is public water main noted to be removed on the demolition plan. Coordinate any public water main removal or modifications with the City of Madison Water Utility. Also confirm the configuration of the existing water main facilities near the easterly corner of the property at the end of the S Thornton Ave cul de sac with Water Utility Engineering staff. The plan set differs some from the City of Madison facilities mapping as to the configuration in that area.
4. Coordinate and obtain necessary permits/right of entry for any demolition work to be completed or any access within the right of way during demolition within the Railroad Street and E Wilson Street right of ways with the City of Madison and with Union Pacific Railroad.
5. The proposed new building will cross an underlying platted lot line. Current fire code and City enforcement requires the underlying platted lot line be dissolved by Certified Survey Map (CSM) prior to issuance of a

building permit for new construction. A CSM and required supporting information shall be prepared and submitted to the City of Madison Planning Department. The CSM shall be approved by the City and recorded with the Dane County Register of Deeds prior to issuance of a building permit for new construction.

6. Some railroad track spurs serving this property shown on the plans have been removed. Update the plan to reflect current conditions.
7. The addresses of 202 S Thornton Ave and 201 S Dickinson St will be retired with the demolition of the building. The new proposed building is assigned an address of 204 S Thornton Ave.
8. The City of Madison does not have jurisdiction over the required erosion control and stormwater management permitting as this project is under the jurisdiction of the State of Wisconsin. The Applicant shall supply copies of all approved Erosion and Stormwater permits to the City prior to approval of this project.
9. The site plan shall reflect a proper street address of the property as reflected by official City of Madison Assessor's and Engineering Division records.
10. Submit a PDF of all floor plans to lzenchenko@cityofmadison.com so that a preliminary interior addressing plan can be developed. If there are any changes pertaining to the location of a unit, the deletion or addition of a unit, or to the location of the entrance into any unit, (before, during, or after construction) the addresses may need to be changed. The interior address plan is subject to the review and approval of the Fire Marshal.
11. The Applicant shall close all abandoned driveways by replacing the curb in front of the driveways and restoring the terrace with grass (POLICY).
12. All work in the public right-of-way shall be performed by a City licensed contractor (MGO 16.23(9)(c)5) and MGO 23.01).
13. All damage to the pavement on Dickinson Street and Thornton Avenue, adjacent to this development shall be restored in accordance with the City of Madison's Pavement Patching Criteria. For additional information please see the following link: <http://www.cityofmadison.com/engineering/patchingCriteria.cfm> (POLICY).
14. The applicant shall submit, prior to plan sign-off, digital PDF files to the Engineering Division (Jeff Benedict or Tim Troester). The digital copies shall be to scale, and shall have a scale bar on the plan set (POLICY and MGO 37.09(2)).

PDF submittals shall contain the following information:
 - a) Building footprints
 - b) Internal walkway areas
 - c) Internal site parking areas
 - d) Lot lines and right-of-way lines
 - e) Street names
 - f) Stormwater Management Facilities
 - g) Detail drawings associated with Stormwater Management Facilities (including if applicable planting plans)
15. The applicant shall obtain all necessary sewer connection permits and sewer plugging permits prior to any utility work (MGO 10.05(6)) and MGO 35.02(4)(c)(2)). This permit application is available on line at <http://www.cityofmadison.com/engineering/permits.cfm>.
16. Prior to approval, the owner or owner's representative shall obtain a permit to plug each existing sanitary sewer lateral that serves a building which is proposed for demolition. For each lateral to be plugged the owner shall complete a sewer lateral plugging application and pay the applicable permit fees. NOTE: As of

January 1, 2013 new plugging procedures and permit fees go into effect. The new procedures and revised fee schedule is available on line at <http://www.cityofmadison.com/engineering/permits.cfm> (MGO CH 35.02(14)).

17. All outstanding Madison Metropolitan Sewerage District (MMSD) are due and payable prior Engineering sign-off, unless otherwise collected with a Developer's / Subdivision Contract. Contact Janet Schmidt (608-261-9688) to obtain the final MMSD billing a minimum of two (2) working days prior to requesting City Engineering signoff. (MGO 16.23(9)(d)(4)).

Traffic Engineering (Contact Eric Halvorson, 266-6527)

18. The applicant shall submit one contiguous plan showing proposed conditions and one contiguous plan showing existing conditions for approval. The plan drawings shall be scaled to 1" = 20' and include the following, when applicable: existing and proposed property lines; parcel addresses; all easements; pavement markings; signing; building placement; items in the terrace such as signs, street light poles, hydrants; surface types such as asphalt, concrete, grass, sidewalk; driveway approaches, including those adjacent to and across street from the project lot location; parking stall dimensions, including two (2) feet of vehicle overhang; drive aisle dimensions; semitrailer movement and vehicle routes; dimensions of radii; and percent of slope.
19. The City Traffic Engineer may require public signing and marking related to the development; the Developer shall be financially responsible for such signing and marking.
20. All parking facility design shall conform to MGO standards, as set in section 10.08(6).

Parks Division (Contact Kay Rutledge, 266-4714)

21. All proposed street tree removals within the right of way shall be reviewed by City Forestry. Please submit an existing inventory of trees (location, species, & DBH) and a tree removal plan (in PDF format) to Dean Kahl – dkahl@cityofmadison.com or 266-4816. Approval and permitting of street tree removals shall be obtained from the City Forester and/or the Board of Public Works prior to the approval of the site plan.
22. Additional street trees are needed for this project. All street tree planting locations and trees species with the right of way shall be reviewed by City Forestry. Please submit a site plan (in PDF format) to Dean Kahl – dkahl@cityofmadison.com or 266-4816. Approval and permitting of tree planting shall be obtained from the City Forester and/or the Board of Public Works prior to the approval of the site plan. Tree planting specifications can be found in section 209 of City of Madison Standard Specifications for Public Works Construction - <http://www.cityofmadison.com/business/pw/documents/StdSpecs/2013/Part2.pdf>.
23. Existing street trees shall be protected. Please include the following note on the site plan: Contractor shall install tree protection fencing in the area between the curb and sidewalk and extend it at least 5 feet from both sides of the tree along the length of the terrace. No excavation is permitted within 5 feet of the outside edge of a tree trunk. If excavation within 5 feet of any tree is necessary, contractor shall contact City Forestry (266-4816) prior to excavation to assess the impact to the tree and root system. Tree pruning shall be coordinated with City Forestry. Tree protection specifications can be found in section 107.13 of City of Madison Standard Specifications for Public Works Construction - <http://www.cityofmadison.com/business/pw/documents/StdSpecs/2013/Part1.pdf>.
24. Please reference ID# 14154 when contacting Parks about this project.

Fire Department (Contact Bill Sullivan, 261-9658)

25. The Madison Fire Department does not object to this proposal provided the project complies with all applicable fire codes and ordinances.
26. Please consider allowing Madison Fire Department to conduct training sequences prior to demolition. Contact MFD Training Division to discuss possibilities: Lt. Scott Bavery (608) 576-0600.

Water Utility (Contact Dennis Cawley, 266-4651)

27. The Madison Water Utility shall be notified to remove the water meter prior to demolition.
28. This property is not in a wellhead protection district. All wells located on this property shall be abandoned if no valid well operation permit has been obtained from the Madison Water Utility.

Zoning Administrator (Contact Pat Anderson, 266-5978)

29. Sec. 28.185 (7)(a)5 requires that if a demolition or removal permit is approved, it shall not be issued until the reuse and recycling plan is approved by the Recycling Coordinator, Mr. George Dreckmann. (608-267-2626).
30. Sec. 28.185 (10) Every person who is required to submit a reuse and recycling plan pursuant to Sec. 28.185(7)(a)5 shall submit documents showing compliance with the plan within sixty (60) days of completion of demolition.
31. Sec. 28.185 (9)(a) A demolition or removal permit is valid for one (1) year from the date of the Plan Commission approval.
32. Clearly show the required two 10' x 35' loading spaces on the final plans.
33. Provide a detail of the bicycle rack. Call out and dimension required stalls on the final plan.
34. Provide setback dimensions for building on final site plan.
35. Pursuant to Sec. 28.142: Landscape Plan and Design Standards: Landscape plans for zoning lots greater than ten thousand (10,000) square feet in size must be prepared by a registered landscape architect and meet all landscaping and screening requirements on final plans.
36. Provide lot coverage calculation with final plan set. Note *lot coverage* definition per sec 28.211.
37. Provide overall height of structure on final plans.