



## Report to the Plan Commission

August 17, 2009

**Legistar I.D. #15586**  
**1300 Linden Drive**  
**Demolition and Conditional Use**

Report Prepared By:  
Heather Stouder, AICP  
Planning Division Staff

**Requested Action:** Approval of the demolition of two buildings and a conditional use request for the construction of an addition to the University of Wisconsin-Madison Human Ecology Building including a daycare facility in the R5 (General Residence) District.

**Applicable Regulations & Standards:** Section 28.12(12) provides the guidelines and regulations for the approval of demolition requests. Section 28.12(11) provides the guidelines and regulations for the approval of conditional uses. Colleges and universities and university buildings over three stories in this area are conditional uses in the R5 (General Residence) District per Section 28.08(6)(c)3. Daycare facilities are conditional uses in the R5 District per Section 28.08(2)(c)4

**Summary Recommendation:** The Planning Division recommends that the Plan Commission find that the conditional use standards can be met and **approve** the conditional use request subject to input at the public hearing and conditions from reviewing agencies.

### Background Information

**Applicant:** Gary Brown; UW-Madison Facilities Planning & Mgmt; 610 Walnut St.; Madison

**Project Contact:** Angela Pakes-Ahlman; UW-Madison Facilities Planning & Mgmt; 610 Walnut St.; Madison

**Property Owner:** Board of Regents of the University of Wisconsin System

**Proposal:** The UW-Madison proposes the renovation of an existing 76,000 square foot Human Ecology Building and the demolition of two buildings west of it to accommodate a new 97,040 square foot addition.

**Site Location:** 1300 Linden Drive is located east of the northern terminus of Henry Mall near the center of a 17.5-acre parcel bounded by Linden Drive on the south, Observatory Drive on the north, Babcock Drive on the west, and Charter Street on the east; Aldermanic District 8 (Eagon); Madison Metropolitan School District. The project site is defined by the applicant as a 3.6 acre site bounded by Agricultural Hall to the west, Observatory Hill to the north, Van Hise Hall to the east, and Linden Drive to the south.

**Existing Conditions:** The existing Human Ecology Building, originally constructed in 1912 with a 1951 addition, is a four-story limestone and brick building, 76,145 gross square feet in size, and is eligible for listing on the National Register of Historic Places. The two buildings proposed for demolition lie between the Human Ecology Building and Agricultural Hall to the west. The Preschool Laboratory, located at 1440 Linden Drive, was constructed in 1956 as a two-story structure approximately 6,900 gross square feet in size. The Human Development and Family Studies (HDFS) House, at 1430 Linden Drive was constructed in 1940 as a two-story structure, and is approximately 5,400 gross square feet in size. This building is also eligible for listing on the National Register of Historic Places.

**Surrounding Land Use and Zoning:** The area surrounding the property is zoned R5 (General Residence District), similar to much of the UW-Madison Campus, and consists of University buildings varying widely in age, size, and design.

**North:** Washburn Observatory, constructed in 1878, lies to the north of the proposed addition in the Observatory Hill Historic District. The Observatory Hill Native American Mound Historic District lies just west of the Observatory, northwest of the project site.

**East:** Van Hise Hall, constructed in 1965, is currently the tallest building in the City of Madison.

**South:** Across Linden Drive, the following collection of academic buildings between Henry Mall and Charter Street: Stovall Building (1951); Nutritional Sciences Building (1930); Middleton Building (1965); Bradley Memorial Building (1918); Medical Sciences Center and additions (1920s-1950s).

**West:** Agricultural Hall, constructed in 1903, lies within approximately 75 feet to the west of the proposed addition in the Henry Mall Historic District, and was added to the National Register of Historic Places in 1985.

**Adopted Land Use Plan:** The Comprehensive Plan (2006) recommends Campus Uses for the site. The UW-Madison Master Plan (2005) recommends Campus Uses and buildings flexible and durable enough to last a century.

**Environmental Corridor Status:** This property is not located within a mapped environmental corridor.

**Public Utilities and Services:** This property is served by a full range of urban services.

**Zoning Summary:**

Requirements	Required	Proposed
Lot Area	6,000 sq. ft.	157,000 sq. ft.
Lot width	50'	adequate
Front yard	0'	adequate
Side yards	0'	adequate
Rear yard	0'	adequate
Floor area ratio	3.0	Less than 3.0 of total site
Building height	*	4 stories

Site Design		
No. Parking stalls	Universities – 1 stall per each 2 employees	43
Accessible stalls	2	2 <i>(See comment No. 11, p.6)</i>
Loading	2 – 10' x 35'	1 <i>(See comment No. 14, p.7)</i>
No. Bike Parking Stalls	5	52 / 5 moped <i>(See comment No. 10, p.6)</i>
Landscaping	As shown	Adequate
Lighting	N/A	N/A <i>(See comment No.9, p.6)</i>

Other Critical Zoning Items	
Urban Design	No
Flood Plain	No
Utility Easements	No
Waterfront Development	No
Adjacent to Park	No
Barrier Free (ILHR 69)	Yes

## **Description of Proposal**

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The subject property is located in the heart of the UW Campus on the north side of Linden Drive between Babcock Drive and Charter Street. The University is proposing the demolition of two relatively small buildings at 1430 and 1440 Linden Drive to the west in order to make way for a significant four-story, 97,000 square foot addition to the Human Ecology Building. Along with the addition, renovations to the existing Human Ecology Building are proposed. Since university buildings and daycare facilities require a conditional use in the R5 District, both the demolition requests and the conditional use proposal are before the Plan Commission for review.

### Existing Conditions

The site has three existing buildings on a relatively steep north to south grade, taking vehicle and pedestrian access off of Linden Drive. The largest among them is the Human Ecology Building, on the east side of the project site, which would remain and undergo remodeling. At 76,145 square feet, this five-story structure was built in 1912, and is eligible for listing on the National Register of Historic Places. A steep access driveway leads from Linden Drive to a small surface parking lot on the west side of the building, which would be removed and replaced by the proposed addition.

The Preschool Laboratory, located at 1440 Linden Drive, is a 6,900 square foot, two-story structure recently housing a university daycare facility. The Human Development and Family Studies House, located at 1430 Linden Drive, is a small structure built in 1940. Currently eligible for listing on the National Register of Historic Places by the Wisconsin Historical Society, the structure is available for purchase at the price of \$1.00 plus relocation costs, but at the time of this writing has no offer or potential receiving site. The existing access drive branches off to provide access to three buildings as well as Agricultural Hall to the west.

### Site Plan

The proposed addition would fill a space between two historic structures (Agricultural Hall to the west and the existing Human Ecology Building to the east) with a contemporary addition similar in bulk and mass to those on either side. This would be accompanied by the removal of two smaller buildings and the removal and rebuilding of the shared access drive, which leads to the underground parking area proposed under the new addition. A main staircase is proposed leading from the access drive to a new main entrance, located between the existing building and the addition. Parking for 52 bicycles is proposed on the western front of the building, and its placement would allow it to easily serve Agricultural Hall as well.

Landscaping for the site includes the preservation of many existing trees, over thirty new trees, and a wide array of shrubs and perennial grasses and groundcovers. An active landscape associated with a proposed preschool is proposed on the western side of the new addition, adjacent to Agricultural Hall. This fenced-in area includes perennial plantings, raised vegetable gardens, a boardwalk, and play areas accented with materials such as cob, willow, sand, and mulch.

### Proposed Building

The proposed Human Ecology Building, including the addition, includes over 173,200 square feet of space for a mix of academic and office uses for 1,206 occupants, including 221 employees. Underground parking for 43 automobiles is proposed, some of which would be reserved for pick-up and drop-off related to the new preschool facility. The four-story structure would be fully accessible and integrated with the existing Human Ecology Building on all levels, with a new main entry proposed where they intersect. On the western portion of the building, a new preschool with a capacity for 118 children is proposed (it is noted that the operating maximum for the facility will likely be 88 children in order to maximize the quality of care). The childcare facility steps down to two stories, providing more of a visual separation between Agricultural Hall and the Human Ecology Building.

Exterior materials include brick, stone, glass, metal panel, and precast concrete, with window openings consistent with the rhythm of the existing building. The color palette shown on colored elevations is consistent with elements of the existing building. A large green roof element is proposed above the two-story preschool, and two smaller green roof elements are proposed on the same level on north and south sides of the intersection between the existing building and the addition for a total of over 3,000 square feet of planted area. The University intends to seek LEED Silver certification for the new addition.

## **Evaluation and Conclusion**

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### Consistency with Adopted Plans

The proposal is consistent with both the Comprehensive Plan and the UW-Madison Master Plan, which recommend Campus Uses and buildings flexible and durable enough to last a century.

### Site Plan and Building Review

*Historical Sensitivity*-The site and building plans present quite a significant change to this historical part of the UW Campus. The proposed demolition/removal of the HDFS House at 1430 Linden Drive, remodeling of the Human Ecology Building, and the placement of a significant addition adjacent to two historic districts have been very carefully reviewed by the Wisconsin Historical Society, as well as the City of Madison Landmarks Commission. Both the HDFS House and the Human Ecology Building are eligible for listing on the National Register of Historic Places. While changes to a building eligible for this listing does not require approval by the Landmarks Commission, the applicant voluntarily presented the proposal at their August 10, 2009 meeting, requesting an advisory recommendation to the Plan Commission. After much discussion, a motion was made to advise the Plan Commission that the Landmarks Commission does not object to the demolition or relocation of the HDFS House, or the new addition to the Human Ecology Building. The Landmarks Commission requested that the applicant do two things:

1. Continue to look for ways to move the HDFS House to another location, and;
2. Provide to the Plan Commission a copy of the Mitigation Plan developed with the Wisconsin Historical Society.

University efforts to find an entity interested in purchasing the building for \$1.00 plus relocation fees have proven to be unsuccessful, although until August 31, 2009, any qualified bidder can make a written commitment to move the building by February 2010. Planning Division staff acknowledge that while there is still a chance for the relocation of the house, it is more likely that it will be carefully deconstructed pending approval of the demolition request. In a July 13, 2009 letter to the Wisconsin Historical Society (attached), preservation architect Chris Quagliana noted many materials suitable for reuse, including flooring, doors and windows, fixtures, cabinets, and stone elements.

The University submitted a copy of the mitigation plan as requested, along with a status update for each action item (attached). The mitigation plan demonstrates ways in which the University intends to memorialize the HDFS House and the existing Human Ecology Building, mitigate any negative effects on Agricultural Hall and the Henry Mall Historic District related to the new addition, and work more closely with the Wisconsin Historical Society on a comprehensive analysis of buildings on the UW Campus that may be eligible for listing on the National Register.

*Parking*- Parking and transportation demand management at the University involve a campus-wide strategy, rather than parking needs being addressed within each facility. With ample opportunities for transit, bicycling, and walking, the 43 automobile stalls and 52 bicycle stalls proposed should adequately serve the facility. The applicant should note on final plans the vehicle stalls to be reserved for use by the preschool facility for drop-off and pick up. Also, while the applicant has noted the

inclusion of 5 moped stalls, they were not found to be designated on submitted plans. As long as it does not result in a decrease in the number of bicycle stalls, staff suggests that incorporating more than 5 moped stalls would be acceptable on final plans submitted for staff review.

*Building Design-* On the interior, the proposed addition is very well integrated with the existing Human Ecology Building. While the exterior design differs significantly, this type of juxtaposition in architectural styles is not uncommon on the UW Campus. The extension of the color palette and rhythm of openings from the existing building in the new addition helps to integrate the two. The addition includes many innovative, modern features. In particular, its green roof elements should provide a strong example for other University and public buildings to emulate and improve on in the future.

### Conclusion

In conclusion, the Planning Division believes that the proposed addition to the UW Human Ecology Building is a positive contribution to the central campus. The preschool component of the building provides a very convenient opportunity for University faculty and staff, and offers a very attractive outdoor play area. The contemporary design of the new addition will certainly look much different than the buildings on either side of it, but this condition is true throughout the UW Campus, including this area. The University has worked diligently with the Wisconsin Historical Society to address and mitigate the many historically sensitive issues related to the placement of the proposed addition adjacent to historic districts and buildings. Staff believes that if a demolition is approved, great care will be taken to memorialize the existing conditions and past function of the HDFS House, and that its components will be reused to the maximum extent possible.

Staff believes that conditional use standards can be met with this request, and recommends that the Plan Commission **approve** it subject to input at the public hearing and the following conditions from reviewing agencies.

## **Recommendations and Proposed Conditions of Approval**

Major/Non-Standard Conditions are shaded

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

The Planning Division recommends that the Plan Commission find that the conditional use standards can be met and **approve** the conditional use request subject to input at the public hearing and the following conditions:

#### **Planning Division** (Contact Heather Stouder, 266-5974)

1. The applicant will submit final plans with a clear designation of automobile parking stalls reserved for the preschool facility, as well as the location of moped stalls. Final plans may show greater than five moped stalls, as long as this does not result in a decrease in the number of bicycle stalls.

#### ***The following conditions have been submitted by reviewing agencies:***

#### **City Engineering Division** (Contact Janet Dailey, 261-9688)

2. The applicant shall demonstrate compliance with Section 37.07 and 37.08 of the Madison General Ordinances regarding permissible soil loss rates. The erosion control plan shall include Universal Soil Loss Equation (USLE) computations for the construction period. Measures shall be implemented in order to maintain a soil loss rate below 7.5-tons per acre per year.
3. The City of Madison is an approved agent of the Department of Commerce. This proposal contains a commercial building and as such, the City of Madison is authorized to review infiltration, stormwater management, and erosion control on behalf of the Department of Commerce. No separate submittal to Commerce or the WDNR is required.

4. Prior to approval, this project shall comply with Chapter 37 of the Madison General Ordinances regarding stormwater management. Specifically, this development is required to:
  - a) Detain the 2 & 10-year storm events
  - b) Control 40% TSS (20 micron particle) off of new paved surfaces
  - c) Complete an erosion control plan and complete weekly self-inspection of the erosion control practices and post these inspections to the City of Madison website – as required by Chapter 37 of the Madison General Ordinances
5. The Applicant shall submit, prior to plan sign-off, a digital CAD file (single file) to the Engineering Program Specialist in the Engineering Division (Lori Zenchenko). The digital CAD file shall be to scale and represent final construction. The single CAD file submittal can be either AutoCAD (dwg) Version 2001 or older, MicroStation (dgn) Version J or older, or Universal (dxf) format and contain only the following data, each on a separate layer name/level number:

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 planting plans).
6. 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.
    - a) SLAMM DAT files.
    - b) RECARGA files.
    - c) TR-55/HYDROCAD/Etc...
    - d) Sediment loading calculations

If calculations are done by hand or are not available electronically the hand copies or printed output shall be scanned to a PDF file and provided.

7. The site plan shall be revised to show all existing public sanitary sewer facilities in the project area as well as the size, invert elevation, and alignment of the proposed service.

**Traffic Engineering Division** (Contact John Leach, 267-8755)

8. When the applicant submits final plans for approval, the applicant shall show the following: items in the terrace as existing (e.g., signs and street light poles), type of surfaces, existing property lines, addresses, one contiguous plan (showing all easements, all pavement markings, building placement, and stalls), and a scaled drawing at 1" = 20'.

**Zoning Administrator** (Contact Pat Anderson, 266-5978)

9. Lighting is not required. However, if it is provided, it must comply with City of Madison General Ordinances Section 10.085 outdoor lighting standards (See parking lot packet). Lighting will be limited to .10 watts per square foot.
10. Provide adequate bicycle and scooter parking. Bike parking shall comply with City of Madison General Ordinances Section 28.11. Provide five bike parking stalls in a safe and convenient location on an impervious surface to be shown on the final plan. NOTE: A bike parking stall is two feet by six feet with a five-foot access area.
11. Meet all applicable State accessible requirements, including but not limited to:

- a) Provide a minimum of two accessible stalls striped per State requirements in the parking garages with one van accessible stall striped per State requirements in the surface lot. A minimum of one of the surface stalls shall be a van accessible stall 8' wide with an 8' striped out area adjacent.
  - b) Show signage at the head of the stalls. Accessible signs shall be a minimum of 60" between the bottom of the sign and the ground.
  - c) Show the accessible path from the stalls to the building. The stalls shall be as near the accessible entrance as possible. Show ramps, curbs, or wheel stops where required.
12. Signage approvals are not granted by the Plan Commission. Signage must be reviewed for compliance with Chapter 31 Sign Codes of the Madison General Ordinances and Chapter 33 Urban Design District ordinances. Signage permits are issued by the Zoning Section of the Department of Planning and Community and Economic Development.
13. Provide a reuse/recycling plan, to be reviewed and approved by the City's Recycling Coordinator, Mr. George Dreckmann, prior to demolition permit being issued. Section 28.12(12)(e) of the Madison General Ordinance requires the submittal of documentation demonstrating compliance with the approved reuse and recycling plan. Please note, the owner must submit documentation of recycling and reuse within 60 days of completion of demolition.
14. Parking and Loading shall comply with City of Madison General Ordinances Section 28.11(4). Provide two (2) 10' x 35' loading areas with 14' vertical clearance to be shown on the plan. The loading area shall be exclusive of drive aisle and maneuvering space. Meet with zoning staff to discuss options.

**Fire Department** (Contact Scott Strassburg, 261-9843)

15. Provide fire apparatus access as required by Comm 62.0509 and MGO 34.19, as follows:
- a) The site plans shall clearly identify the location of all fire lanes.
  - b) Provide an aerial apparatus access fire lane that is at least 26-feet wide, with the near edge of the fire lane within 30-feet of the structure, and parallel to one entire side of the structure, if any part of the building is over 30 feet in height.
  - c) Provide a fire lane that extends to within 150-feet of all exterior portions of the structure, or it can be extended to within 250-feet if the building is fully sprinklered.
  - d) A dead-end fire lane that is longer than 150-feet shall terminate in a turnaround. Provide an approved turnaround (cul-de-sac, 45 degree wye, 90 degree tee) at the end of a fire lane that is more than 150-feet in length.
  - e) Per IFC 503.3 Show approved "fire lane, no parking" signs posted on the site plan. A max of 150- feet on center. Signs must be visual and easily read from any location on the fire lane. Fire lanes 20-27 feet wide will be posted as fire lane on both sides, 28-35 feet wide shall be posted fire lane on the appropriate side only.
  - f) Fire lanes shall be constructed of concrete or asphalt only, and designed to support a minimum load of 80,000 lbs.

**Water Utility** (Contact Dennis Cawley, 261-9243)

16. This property is not in a Wellhead Protection District, but wells located on this property shall be abandoned if no valid well operation permit has been obtained from the Madison Water Utility.

**Metro Transit** (Contact Tim Sobota, 261-4289)

This agency did not submit a response for this request.