



# **Downtown Historic Preservation Plan**

**February, 1998**

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# Introduction

Downtown Madison is at the crossroads. After a period when most retail enterprises left the Square for the outskirts, new major redevelopment projects are in the offing that will add vitality to the Capitol Square. The Convention Center will provide the impetus for new businesses to be created and existing ones to be invigorated. The opportunities for our community to help to shape the downtown have never been greater.

Downtown Madison is a special place. From its founding and platting by James Doty, the center of the city has held special significance for the people of Madison and Wisconsin. The original platting of the city set in motion an urban form and building style that continues to affect the feeling and function of downtown 160 years later. The Capitol View Preservation Ordinance has influenced development of the center city in more ways than we may realize. The city's location between the lakes has provided a setting of unparalleled scenic beauty and opportunity.

Further, Madison has largely escaped the two most significant public actions that have shaped city after city in this country – large-scale urban renewal and the construction of highways through the heart of the city. As a result, unlike many other capital cities in this country, Madison retains a human scale and a connection with its past that is quite remarkable. This sense of place, of a unique environment that should be nurtured and worked with rather than ignored, is part of the impetus for this plan.

At the same time, Madison is not a museum. It is a modern city with challenges, opportunities, and pressures. Reconciling the needs of a modern society with a 19th century form is not easy. There are going to be conflicts relating to traffic and parking requirements, configuring space to meet modern office needs, and the simple fact that as an area becomes more popular, demand on the real estate market to intensify uses will also increase. Cities must be able to evolve and respond to current forces in order to remain dynamic vital places to live, work, and experience. Without that ability, cities become irrelevant.

Likewise, not every old building can or should be saved. Time, obsolescence, and neglect can do irreparable damage to a building, making it impractical to rehabilitate and return to useful life.

The challenge facing downtown as we move toward the future is to define exactly what the downtown's character and nature should be. One alternative would be to preserve the Capitol View Preservation Ordinance and not much else. Another would be to seek to protect and preserve as much of the built environment as possible irrespective of the effect it might have on the vitality of the central core of the city. The alternative the Task Force has chosen is to examine those elements that enhance the livability and vitality of the downtown while at the same time creating an atmosphere where new construction that enhances the essential beauty and character will be encouraged.

There is a tension between preservation and redevelopment of properties in downtown Madison. Conflicts often arise when a property owner proposes to redevelop a piece of property, which prompts efforts to preserve the property for historical reasons. Often the owner was not aware of the historical issues beforehand. A principal goal of this report is to inventory historically significant buildings or areas so as to eliminate late-arising surprises and to inform property owners where redevelopment is likely to raise preservation concerns. Conversely, the task force also intends to define portions of downtown where an owner can purchase property for redevelopment with confidence that there are no historic preservation issues incidental to the property.

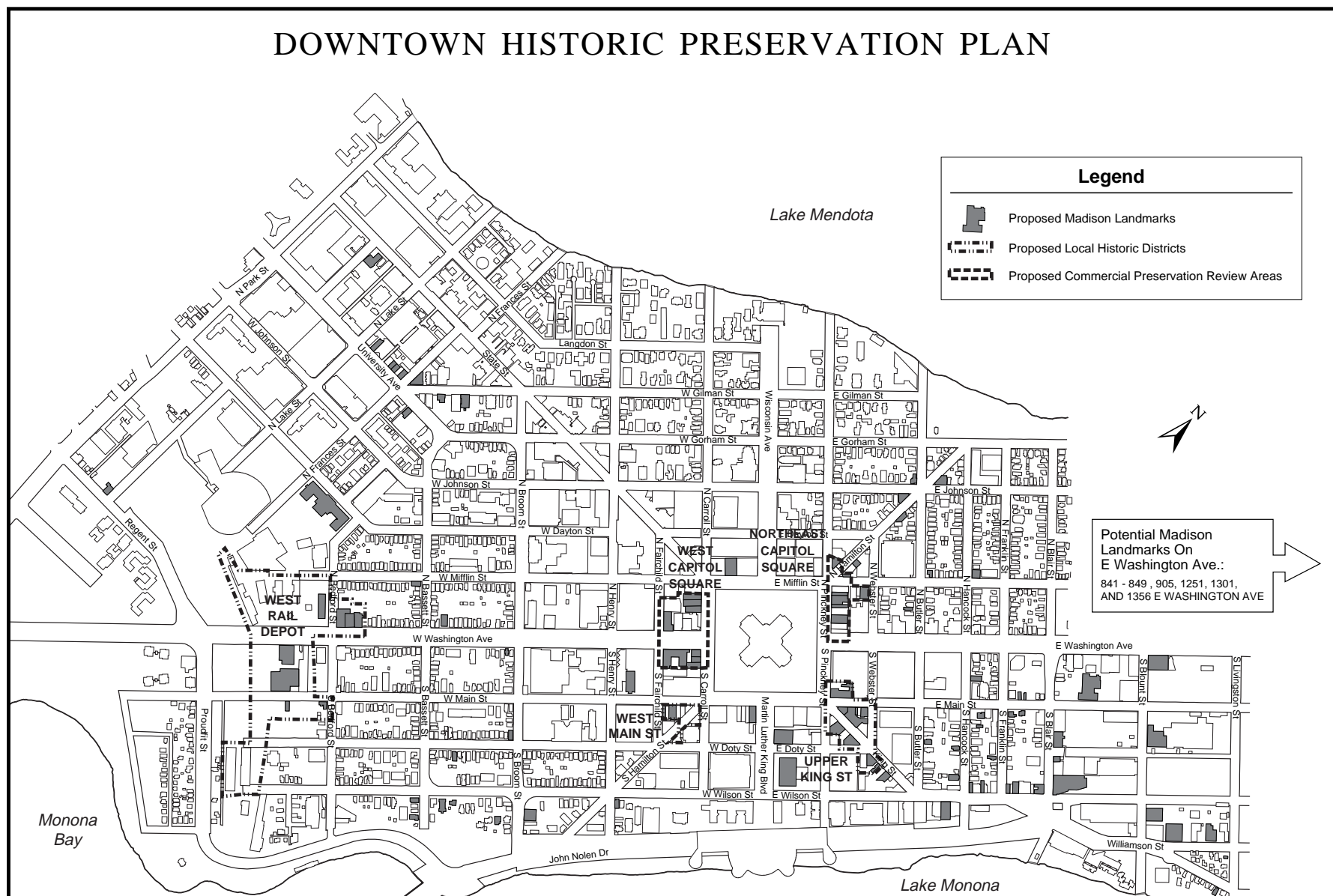
The tension between preservation and redevelopment in downtown Madison has been characterized by some as a “battle,” and structures the argument as an “either/or” proposition. Putting developers in one “camp” and preservationists in another “camp” provides little opportunity for the establishment of common ground. There are good new buildings and bad old ones, renovations that are sensitive and alterations that have essentially destroyed the character and feel of an important older building, developers who design their projects to be an integral part of a larger context and those that claim to support vitality but whose projects do little to enhance the livability of the city. It is hoped that this plan will help the citizens of Madison reach a common ground in its vision for the downtown.

## Summary of Recommendations

The Downtown Historic Preservation Task Force recognizes that change must occur. Some of the buildings highlighted in this publication will no doubt fall to the wrecking ball in the future, perhaps due to the awkward shapes of spaces that do not answer modern office needs, due the economies of building larger buildings, or due to poor maintenance over the years. But it is the hope of the members of the Task Force that most residents agree with them – that the retention of the older buildings in Madison that make it a unique place adds to the attractiveness and vitality of the central city. And, finally, that those elements of older buildings that make them so attractive to modern eyes be used in new construction, not only to blend the old with the new, but to create a more beautiful, vibrant and livable city. The Downtown Historic Preservation Task Force recommends that two small areas in the downtown be designated Commercial Preservation Review Areas; that three small areas be designated as local Historic Districts; that three older residential neighborhoods be designated as Neighborhood Conservation Areas; that 75 individual buildings be designated as Madison Landmarks; that the Urban Design Commission update its guidelines for State Street; that the Urban Design Commission consider adding the University Avenue/Gilman Street area to Urban Design District #6 and that the Landmarks Commission consider updating its guidelines for the Third Lake Ridge Historic District. The Task Force also recommends some general policies for enhancing the viability of the downtown.

Please note that descriptions of the architectural and/or historical significance of each area and building are located in the separate document entitled *The Historic Resources of Downtown Madison*.

# DOWNTOWN HISTORIC PRESERVATION PLAN





## Commercial Preservation Review Areas

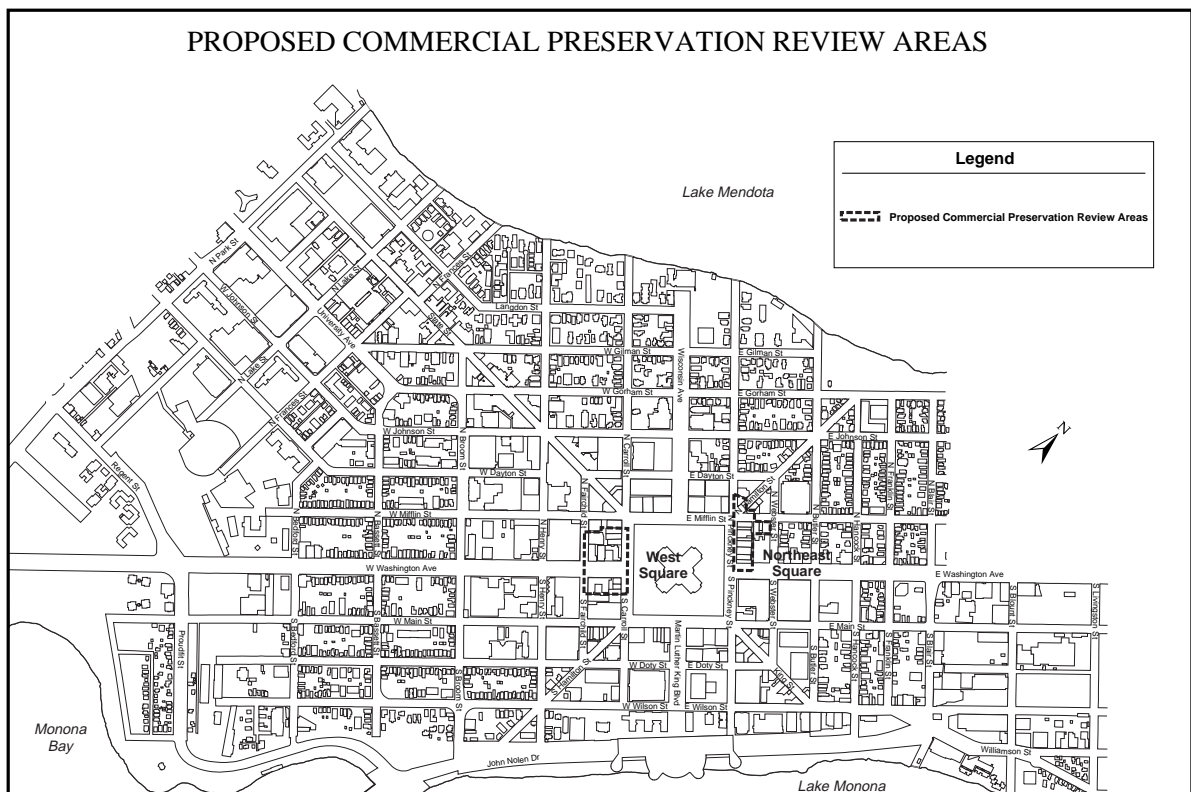
The Task Force recommends the creation of two “Commercial Preservation Review Areas.” In such areas the Task Force proposes that major alterations and new construction projects that require Plan Commission and/or Urban Design Commission approval be submitted to the Landmarks Commission for an advisory opinion. The Task Force believes that these two sections of the downtown retain a significant collection of older buildings with a scale and urban texture that add greatly to the pedestrian and aesthetic interest of the downtown area, but are not cohesive enough to warrant stricter controls, such as historic district designation.



These two areas are (See Map 2):

- ◆ the Northeast Square, and
- ◆ the West Square.

Map 2



## Neighborhood Conservation Areas

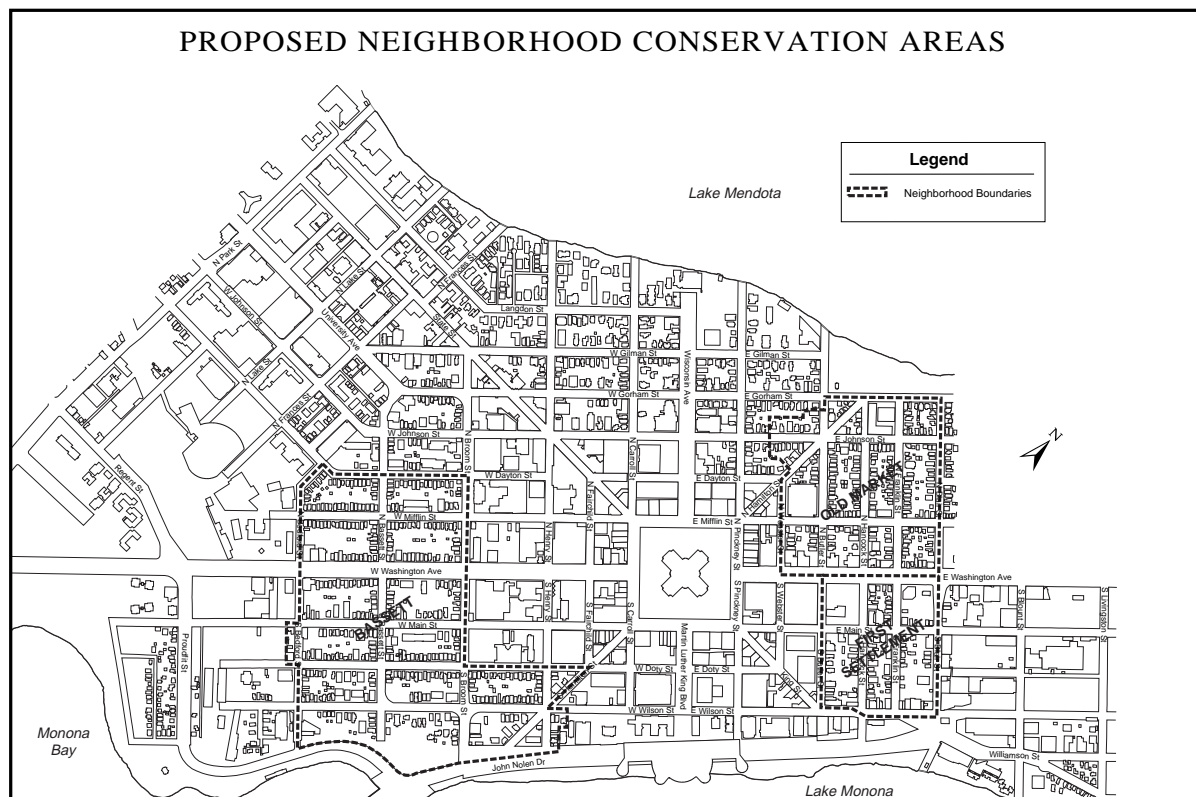
The Task Force also proposes making each of the following areas “Neighborhood Conservation Areas” (See Map 3):

- ◆ the Bassett neighborhood,
- ◆ the First Settlement neighborhood, and
- ◆ the Old Market Place neighborhood.

In these “Neighborhood Conservation Areas,” the residential use, identity and character of the neighborhood would be preserved, rather than emphasizing the physical historic fabric, as historic district designation would do. This would be accomplished by the Department of Planning and Development staff working with neighborhood property owners to assess the important design issues and make recommendations for ways to enhance the urban character of their neighborhood. For example, the recommendations might include repeating a dominant roof pattern in new construction, but would not add regulations about demolishing the older buildings on the site. No Landmarks Commission review is proposed for the Neighborhood Conservation Areas.



Map 3



## Local Historic District Designations

The Task Force recommends that the Landmarks Commission consider creating three new Historic Districts, to be regulated by the Landmarks Commission (for information about the effects of historic district designation, please see “Madison Landmarks Commission” in Appendix I).



These three small areas retain a significant collection of older buildings that create cohesive districts united by history. Protecting the aesthetics and heritage of these areas will benefit not only citizens, but property owners alike. We have already witnessed revivals of the West Rail Depot and the King Street area that have used the historical value of the older buildings to their advantage. Historic district designation would help protect the significant investments that have already occurred in these areas.

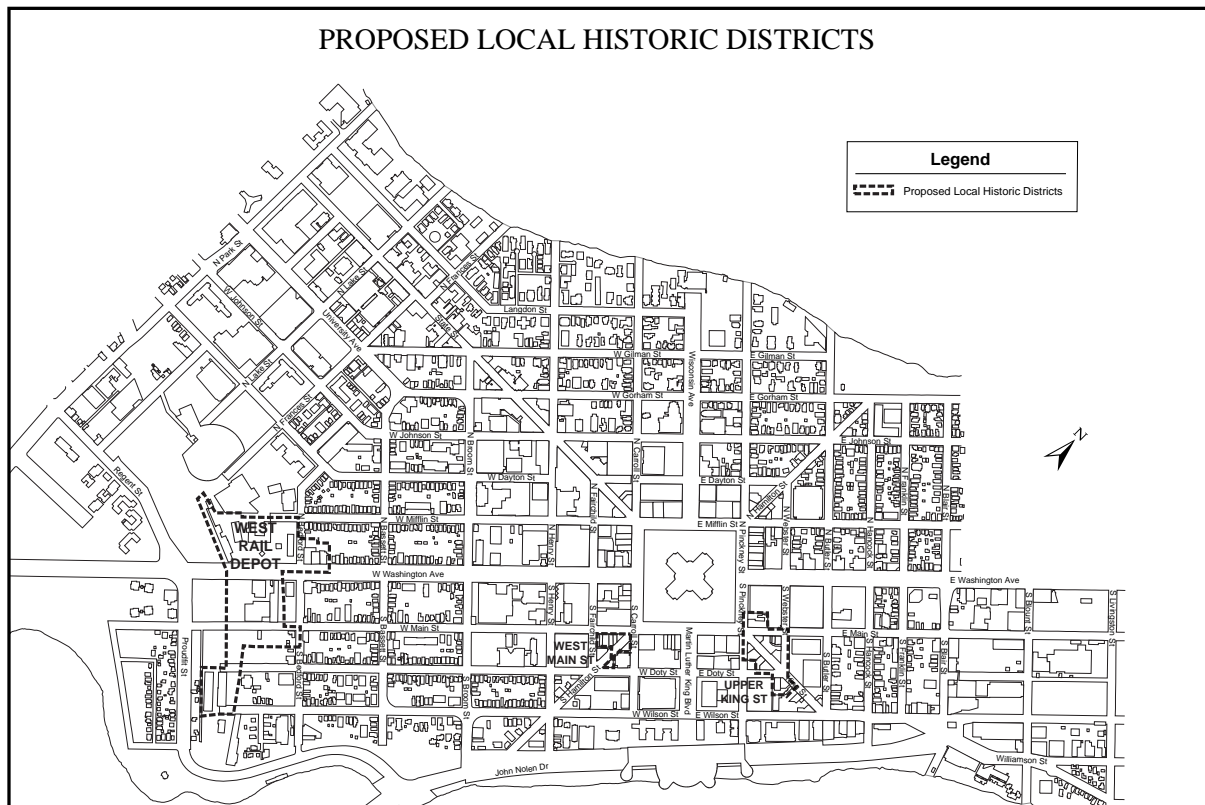


Historic district designations are made by the Common Council. After an area is designated as an historic district, the Landmarks Commission reviews permits for exterior alterations, demolitions and new construction. For each historic district, property owners and residents would define the criteria for alterations and new construction that the Landmarks Commission would use to review projects. Generally speaking, the criteria for commercial areas would probably be less strict than for residential areas in recognition of the changing uses that occur in commercial buildings. The Landmarks Commission has the authority to approve or deny a project if it does not meet the criteria for protecting the history and aesthetics of the area. Such decisions can be appealed to the Common Council.

The three proposed historic districts are (See Map 4 for boundaries of these areas):

- ◆ West Main Street,
- ◆ the West Rail Depot area, and
- ◆ the upper King Street area.

## Map 4



### Individual Historic Sites

For all individual properties of historical significance not included in areas proposed for designations as historic districts by the Landmarks Commission, the Task Force recommends that the property owners be advised of the benefits of National Register of Historic Places listing and that the Landmarks Commission consider landmarking these buildings.

Once a building is designated a Landmark, all permits for exterior work, demolition permits and new construction permits on the parcel must be approved by the Landmarks Commission as being compatible with the historic character of the landmark. Decisions by the Landmarks Commission can be appealed to the Common Council. Many people believe that once a site is designated, it can never be altered or destroyed. This is not true; rather, Landmark designation allows the citizens of Madison to have a voice in what happens to a part of their heritage (for more information on Landmarking historic buildings, please see Appendix I).

The buildings identified by the Task Force as eligible for landmark designation and/or National Register of Historic Places listing that are outside of proposed commercial preservation areas and historic districts are:



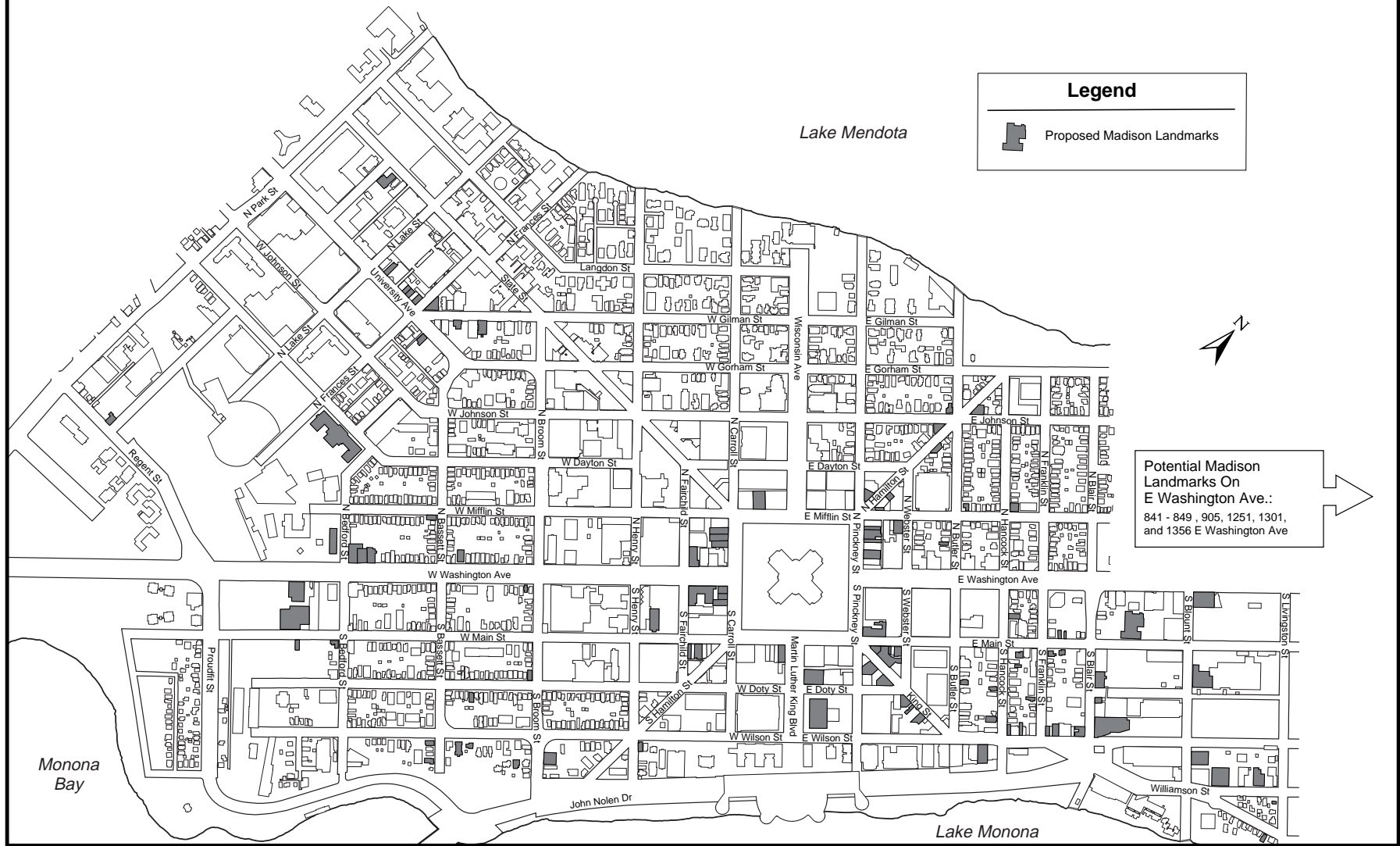
Reis Grocery/Mifflin Street Co-op at 32 North Bassett Street  
Kroncke House at 302 South Bassett Street  
Stacy Apartments at 312-320 South Bassett Street  
Brader House at 120 South Broom Street  
Carman-Lamp House at 18-20 North Butler Street  
Dodge House at 103 North Butler Street  
Simon House at 119 South Butler Street  
Washington Public School at 545 West Dayton Street  
Reilly House and Flat at 437-439 West Doty Street  
Eleanor Apartments at 405 North Frances Street  
Thompson House at 101 South Franklin Street  
Gotterdam House at 132 South Franklin Street  
Stratford Apartment Building at 433 West Gilman Street  
Victoria Apartments at 445 West Gilman Street  
Towne Building at 113 North Hamilton Street  
Wayne Apartments at 213 North Hamilton Street  
Hamilton Apartments at 222 North Hamilton Street  
Rinder Grocery at 301 North Hamilton Street  
Sumner Apartments at 17 South Hancock Street  
Curtis House at 111 South Hancock Street  
Festner House at 126 South Hancock Street  
Klueter Apartments at 144 - 146 South Hancock Street  
Perry House at 152 East Johnson Street  
Frautschi Building, 219 King Street  
Wood House at 407 East Main Street  
Nelson House at 504 East Main Street  
Boley House at 511 East Main Street  
House at 512 East Main Street  
State of Wisconsin Heating and Power Plant at 624 East Main Street  
Bank of Wisconsin at 1 West Main Street (excluding drive-up bank at rear)  
St. Raphael's R. C. Church at 216 West Main Street  
Beavers Insurance Company Building at 119 Martin Luther King Boulevard  
Old Post Office at 215 Martin Luther King Boulevard (excluding loading  
dock at rear)  
Swedish Lutheran Gloria Dei Church at 402 East Mifflin Street  
Mendota Block/Baron Brothers Department Store at 12 West Mifflin Street  
DiSalvo Grocery at 802 Regent Street  
University Presbyterian Church at 731 State Street  
American Ice Cream Company Building at 525 University Avenue  
Olwell Building at 602 University Avenue  
Bewick Building at 604-606 University Avenue  
Petersen Building at 610 University Avenue  
Luther Memorial Chapel at 626 University Avenue  
J. I. Case Thresher Machine Co. at 701 East Washington Avenue  
McGlashan Wholesale Bakery at 841-849 East Washington Avenue  
Klueter Building Company Fireproof Warehouse at 905 East Washington Ave.

Gisholt Machine Company, Offices at 1251 East Washington Avenue and  
Factory at 1301 East Washington Avenue  
Fuller and Johnson Manufacturing Company Offices at 1356 East  
Washington Avenue  
Baldwin House at 405 West Washington Avenue  
Holstein Friesian Building at 448 West Washington Avenue  
Madison Saddlery Building, 313-317 East Wilson Street  
Isberner Building at 402 East Wilson Street  
Conradi Drug Store at 408 East Wilson Street  
Schlotthauer's Lake City House Hotel at 502 East Wilson Street  
Klueter Grocery and Feed Store at 508 East Wilson Street  
Sayle Flats at 153 West Wilson Street  
Doty School at 351 West Wilson Street  
Siebecker House at 409 West Wilson Street  
George House at 437 West Wilson Street  
Dowling Apartments at 445-447 West Wilson Street



### Map 5

## PROPOSED LANDMARK DESIGNATIONS



## **Update of Urban Design Guidelines for State Street**

The Task Force recommends that City staff assist the Urban Design Commission in identifying the historic character of the State Street area so that criteria for preserving that character can be included in the Urban Design Commission's guidelines for reviewing new development and major alterations in the district.



Major changes on State Street are already subject to Urban Design Commission review. Many of State Street's buildings are historically significant also. Rather than layering another design review by making the area an historic district, the Task Force recommends that the Urban Design Commission, in its reviews, consider more closely the historical character of the buildings and the area.

## **Urban Design District for the University Avenue/Gilman Street area**

The University Avenue/West Gilman Street area should be considered for designation as an amendment to Urban Design District #6, as is currently being studied by the Urban Design Commission. This area contains several historic and older buildings that form a town/gown transition between the University of Wisconsin and the commercial and residential neighborhoods beyond.



## **Third Lake Ridge Historic District**

The Task Force recommends that the Landmarks Commission reconsider its criteria for the review of alterations to commercial and industrial properties in the Third Lake Ridge historic district, making them more specific and detailed. The Third Lake Ridge criteria were developed in 1978. The criteria for industrially zoned property deals only with height and not with important elements, such as building materials, retention of historic features, etc. In the commercially zoned areas, only the front facades are reviewed. Since there are many residential properties commercially zoned, alterations could occur to the sides and rear which are not historically compatible with the residences nearby. The Marquette Neighborhood Plan also recommends revising the criteria.



## **Non-designated Areas**

The Task Force recommends that City policy make it clear that major alterations and new construction in areas of the downtown outside of Historic Districts or Commercial Preservation Review Districts will not be reviewed with regard to historic preservation issues except for buildings that have been identified by this report as being properties of historical significance and properties adjacent thereto.



## General Recommendations

- ◆ All the triangular blocks around the Square should present a low- to mid-scale profile at the square corners to preserve vistas and light. New development on these blocks should consider setbacks and design to avoid creating canyons that would encircle or surround the square. A continuous facade of eight to ten story buildings around the square would destroy its historic character. Higher rise construction on these triangular blocks should occur away from the corners facing the square. Because of Madison's unusual street plan, the corner blocks contain unusual triangular buildings, called "flat iron blocks." Most of these triangular buildings are visual landmarks, such as the old Commercial State Bank (102 State Street), the Suhr Bank building (102 King Street) and the Lamb Block (105 West Main Street), as well as being historic sites. They add a strong sense of history and character to the square. In addition, because of the smaller size of those blocks, many of the older buildings on the blocks still remain. This recommendation reiterates the recommendations of the *Downtown 2000* plan.
- 
- ◆ Interblock linkages, such as the arcade in the King Street Arcade (107-113 King Street), should be encouraged, to develop pedestrian access while maintaining the scale and appearance of the Square.
- 
- ◆ Incorporate sensitivity to historic preservation issues in on-going cross-training efforts in the City's Building, Planning and Zoning departments.
  - ◆ Amend the ordinance that contains the check-list of criteria that the Plan Commission and Urban Design Commission must consider in their review of proposed projects to include historic preservation-related criteria. This will ensure that historic preservation is considered without creating additional regulatory hoops for developers to jump through.
  - ◆ Several of the smaller historic buildings on and near the square are at a significant disadvantage for reuse because of the lack of parking on or near those properties. The City should develop ways to encourage sharing of new parking facilities by downtown businesses.
  - ◆ The publication entitled *Landmarks and Historic Districts in Madison: A Guide for Property Owners* should be updated and reprinted.

## Overall Effect of Recommendations

Probably the greatest concern of those reading this plan is the worry that there will be more regulation on the downtown, causing greater difficulties for the use of older buildings and new construction in an area already more difficult to develop

than outlying property. The Downtown Historic Preservation Task Force was keenly aware of this concern and has made recommendations that would impose as little additional regulation as possible while still protecting our valuable historic and architectural heritage.

Currently, major alterations and new construction of a certain scale in the downtown are reviewed and approved by the Plan Commission. In many areas, the Urban Design Commission also reviews major alterations and new construction – its review, in most cases, is advisory to the Plan Commission. In the proposed commercial preservation review areas, Landmarks Commission review would be coordinated with and in addition to Urban Design Commission review and would also be advisory to the Plan Commission. In the proposed historic districts, Landmarks Commission review would be in addition to Urban Design and Plan Commission reviews and the Landmarks Commission would have approval authority. Outside of the proposed historic districts and commercial preservation review areas, only those projects that would affect properties that are potential Madison Landmarks would be subject to Landmarks Commission review, which would be advisory to the Plan Commission prior to actual Landmark designation and with approval authority of the Landmarks Commission after designation.

While there are 1,872 parcels in the downtown study area, the Task Force recommends Landmarks Commission review for 19 not previously designated parcels in the two proposed Commercial Preservation Review Areas, consideration of historic designation for another 35 not previously designated parcels in the three proposed Historic Districts, and consideration of landmark designation for 60 individual historic sites outside of the commercial preservation review areas and the proposed historic districts. This means that the Task Force is proposing some type of Landmarks Commission review for only 114 parcels, or 6% of the total number of parcels in the downtown.

# Methodology

## The Charge to the Task Force

In December 1994, the Mayor and the City Council created the Downtown Historic Preservation Task Force and appointed nine citizen members, all people actively involved in the downtown. The Mayor and Council asked the Task Force to do three things:

- ◆ identify historic buildings and districts in the downtown;
- ◆ identify ways to enhance the preservation of buildings that are important parts of Madison's heritage and identity; and
- ◆ help resolve the difficult conflicts that occur between preservation and new development in such a way as to encourage investment in the downtown while preserving significant buildings and areas.

## Participants

The members of the Downtown Historic Preservation Task Force were:

- ◆ Allen Arntsen, Chair, an attorney at the law firm of Foley & Lardner. He also serves as President of the Schenk-Atwood Revitalization Assn. and the Barrymore Theater and is a former vice-chair of the City Plan Commission and Chair of the Madison Development Corp.
- ◆ R. Richard Wagner, Vice-Chair, who holds a Ph.D. in American History, is the owner of a Landmark residence in the Third Lake Ridge historic district, and is a member and former chair of the Landmarks Commission.
- ◆ Chuck Bauer, co-founder and co-owner of The Soap Opera at 319 State Street. He is a member of the State Street Merchants Assn. and chairperson of the Madison Landmarks Commission.
- ◆ Judy Karofsky, former Mayor of the City of Middleton, teaches in the learning center at the UW Business School and is a private consultant in real estate research and investment analysis. She lives in the Mansion Hill historic district.
- ◆ Alder Michael Verveer, who has represented the Fourth Aldermanic district (the downtown area) on the Common Council since April, 1995. He is legislative aide for the Wisconsin State Assembly and lives in the Bassett neighborhood.
- ◆ Michael Mathews, the director of economic development for MG&E. He is also vice president and general manager of Central Wisconsin Development Corp. He has served on many city and civic organizations and is a board member of Downtown Madison, Inc.
- ◆ Richard Bernstein, President of the Madison Trust for Historic Preservation. He is a compliance historian with the State Historical Society and lives in the Marquette Bungalows historic district.

- ◆ Richard Zillman, a native Madisonian who runs an advertising and design firm in a downtown historic building designed by Stephen Shipman, and lives in the Third Lake Ridge historic district in a house designed by Frank Riley. He is active in community and arts organizations and is a past chair of Downtown Madison, Inc.
- ◆ Nancy Christy, co-owner of the Kennedy Manor Restaurant and the Wilson Street Grill in downtown Madison. She also owns a restaurant consulting business.

The people who received minutes and agendas and who were kept informed of the task force activities included:

All Alderpersons

George Austin, Director, Department of Planning and Development

Tony Badame, President, State Street Business Association

Carol Crossan, member, Capitol Neighborhoods

Bettina Diaz-Herrera, representative, League of Women Voters

Deborah Jackson-Klein, representative, Bassett Neighborhood

Downtown Madison, Incorporated

Greater Madison Chamber of Commerce

Sharon McCabe, City Assessor's Office

Madison Trust for Historic Preservation

Leigh Mollenhoff, representative, Historic Madison, Inc. of Wisconsin

Anne Monks, Office of the Mayor

Brad Murphy, Director, Planning Unit

Katherine Naherny, Department of Planning and Development

Old Market Place Neighborhood Association

Bert Stitt, President, Capitol Neighborhoods

Gary Tipler, representative, Capitol Neighborhoods

Division of Historic Preservation, State Historical Society of Wisconsin

The task force was staffed by Katherine Rankin, Preservation Planner, and Elizabeth Miller, Preservation Consultant. Other staff who contributed to the development of the plan include Linda Grubb, Neighborhood Preservation Supervisor; Sharon McCabe, Commercial Appraiser; Archie Nicolette, Planner II; Mark Olinger, Principal Planner; Joel Peterson, Economic Development Manager; Jerry Tucker, Tax Increment Financing Coordinator; and Peggy Yessa, Economic Development Technician.

## **What the Task Force Did**

The Task Force met weekly from the first week in February 1995, until the second week in October 1995. The Task Force reviewed slide presentations on the history of Madison, the development of historic preservation in the city, architectural styles, the National Register of Historic Places, and the Madison Landmark Commission program. City staff and other interested persons spoke about recent conflicts between historic preservation and new development in the downtown. The speakers included Randall Alexander, Barry Gore, Craig Hungerford, Bob Keller, Todd McGrath, Tom Neujahr, David Phillips, Gene Rankin, Jim Sewell, and Gary Tipler.

The Task Force reviewed the following plans, which had been prepared for areas within the study area: *Downtown 2000*, the *Marquette-Schenk-Atwood Neighborhood Plan*, the *Tenney-Lapham/Old Market Place Neighborhood Plan*, and the *First Settlement Plan* (see Appendix III for a discussion of the preservation recommendations of these plans).

Members then took walking tours of the Capitol Square, and the Bassett, First Settlement and Old Market Place neighborhoods and gave preliminary ratings to each potentially historic building. Those that were clearly eligible for Madison Landmark designation, or that clearly contributed to the historic character of the downtown, were rated A. Those that had contextual value in their scale and/or texture and that should be replaced only in context and with a good and compatible design were rated B. Those that were not particularly interesting were rated C.

## **Development of Recommendations**

These preliminary ratings were mapped, and the Task Force looked at the map and identified areas where properties with A ratings were concentrated. The Task Force then came up with recommendations for each area, discussing each individually (see following chapters for these specific recommendations).

## **Development of the Final Plan**

Staff then prepared a draft Downtown Historic Preservation Plan. The Task Force reviewed the draft, and revisions were made according to their comments. Copies of the revised draft Plan were mailed to the groups and individuals on the Task Force's mailing list, along with potentially affected property owners. A notice was placed in the newspapers and additional copies were mailed out to those who requested copies. Presentations on the draft Downtown Historic Preservation Plan were given to the following groups:

- Downtown Madison, Inc.
- Old Market Place Neighborhood Association
- First Settlement Committee of the Capitol Neighborhoods Association
- Downtown Owners Group of the Madison Apartment Association
- Women in Real Estate Development
- Madison Trust for Historic Preservation
- State Street Business Owners Association
- Landmarks Commission
- Plan Commission
- Urban Design Commission
- Economic Development Commission

After the Task Force held a public hearing on the draft Plan, staff and task force members gathered all the comments received and Task Force members reviewed the comments. The final Downtown Historic Preservation Plan was then prepared and submitted to the Common Council for adoption as part of the city's master plan, with advice from the Economic Development, Landmarks, Urban Design and Plan Commissions.

# Specific Recommendations

## Capitol Square

### I. Northeast Square Recommendations

- A. Designate this area a Commercial Preservation Review Area, wherein the Landmarks Commission will review all major alterations and new construction of the same scale that triggers Urban Design Commission review (please see “Appendix I: The Urban Design Commission” for a description of the types of projects reviewed by the Commission). The Landmarks Commission review should be coordinated with and in addition to Urban Design Commission review, and should be advisory to the Plan Commission. In addition, the Task Force recommends that all projects of a scale that warrants only staff review also be reviewed by the City Historic Preservation Planner in addition to Urban Design staff.



- B. The Landmarks Commission should consider the following criteria in their review:
1. The facades of these buildings should be retained.
  2. There should be pedestrian interest on the first floor.
  3. First floor storefronts should respect the architectural character of the building, with texture and architectural detailing.
  4. New construction/alterations should compliment the massing and scale of the existing historic buildings.

### II. West Square Recommendations

- A. Designate this area a Commercial Preservation Review Area, wherein the Landmarks Commission will review all major alterations and new construction of the same scale that triggers Urban Design Commission review. The Landmarks Commission review should be coordinated with and in addition to Urban Design Commission review, and should be advisory to the Plan Commission. In addition, the Task Force recommends that all projects of a scale that warrants only staff review also be reviewed by the City Historic Preservation Planner in addition to Urban Design staff. Most of the buildings in this area are identified by this plan as being eligible to be designated as Madison Landmarks. Once they are designated, the



“Commercial Preservation Review Area” will become redundant and should be retracted.

B. The Landmarks Commission should consider the following criteria in their review:

1. The architectural character of the facades of these buildings should be respected, and the volumes of Grace Episcopal Church, the Lorraine Hotel and the Hovde Building should be preserved.
2. There should be pedestrian interest on the first floor.
3. First floor storefronts should respect the architectural character of the building, with texture and architectural detailing.
4. New construction/alterations should compliment the massing and scale of the existing historic buildings.

### **III. West Main Street Recommendations**

A. The potential West Main Street Historic District should be made a Madison Landmark District. It is currently being nominated to the National Register of Historic Places to enable current or future owners to take advantage of tax credits for rehabilitation.



As a first step, the Task Force recommends that neighborhood property owners and residents set up a committee to develop, with the assistance of the City’s Historic Preservation Planner, criteria for the review of alterations and new construction.

### **IV. King Street Recommendations**

A. The core of the King Street area should be made a Madison Landmark District. The core is composed of the 100-block of King Street (both sides of the street), 203 and 211 King Street, the 100-block of East Main Street (all of the 100-odd side, and the Tenney Building across the street at 110 East Main), the Fess Hotel (123 East Doty Street), and the 100-block of South Pinckney Street.



As a first step, the Task Force recommends that neighborhood property owners and residents set up a committee of interested property owners to develop, with the assistance of the City’s Historic Preservation Planner, criteria for the review of alterations and new construction.

- B. The Simeon Mills Historic District should be re-evaluated to determine whether the whole of the core proposed in the recommendation above could be included in the National Register district.
- C. The Landmarks Commission should consider the following criteria in its review:
  - 1. The facades of these buildings should be retained.
  - 2. There should be pedestrian interest on the first floor.
  - 3. First floor storefronts should respect the architectural character of the building, with texture and architectural detailing.
  - 4. New construction/alterations should conform to the massing and scale of the existing historic buildings.
  - 5. The restoration of the first floor facade of the Dick Building (121 King Street) should be encouraged.

#### **V. Individual historic sites in the Capitol Square area**

For the following sites, the owners should be advised on the benefits of National Register listing and the Madison Landmarks Commission should consider landmarking them.

Towne Building at 113 North Hamilton Street  
Frautschi Building at 219 King Street  
Bank of Wisconsin at 1 West Main Street (excluding drive-up bank at rear)  
Beavers Insurance Co. Building at 119 Martin Luther King, Jr. Boulevard  
Old Post Office at 215 Martin Luther King, Jr. Blvd. (excluding loading dock)  
Mendota Block/Baron Brothers Department. Store at 12 West Mifflin Street  
Madison Saddlery Building at 313-317 East Wilson Street



## **Downtown West**

### **I. University Avenue/West Gilman Street Recommendations**

- A. The University Avenue/West Gilman Street area should be considered for designation as part of the University Avenue Urban Design District #6, the east end of which currently ends at Farley Street on Madison's west side.



- B. The Urban Design Commission should consider the following criteria in their review:
1. The volume, scale, and mass of these buildings should be retained.
  2. There should be pedestrian interest on the first floor.
  3. First floor storefronts should respect the architectural character of the building, with texture and architectural detailing. Storefronts should not be blocked up.
  4. The street scape should be retained and respected; the regular rhythm of storefronts should be preserved.
  5. The combined commercial/residential nature of these buildings should be retained.
  6. New construction/alterations should conform to the massing, scale, use and pedestrian interest of the existing historic buildings, and should have architectural details aimed at creating pedestrian interest.
- C. For the following sites, the owners should be advised on the benefits of National Register listing and the Madison Landmarks Commission should consider landmarking them.

Eleanor Apartments at 405 North Frances Street  
Stratford Apartments at 433 West Gilman Street  
Victoria Apartments at 445 West Gilman Street  
American Ice Cream Co. at 525 University Avenue  
Olwell Building at 602 University Avenue  
Bewick Building at 604-606 University Avenue  
Petersen Building at 610 University Avenue  
Luther Memorial Church at 626 University Avenue

## **II. State Street Recommendation**

- A. The historic character of State Street should be identified so that additional criteria for preserving that character can be included in the Urban Design Commission's guidelines for reviewing new development and major alterations in the district.



## **III. West Rail Depot Recommendations**

- A. The West Rail Depot area should be made a Madison Landmark District. The industrial/commercial appearance of this area, with its vertically-massed buildings, should be preserved.



As a first step, the Task Force recommends that a group of property owners and residents set up a committee to develop, with the assistance of the City's Historic Preservation Planner, criteria for the review of alterations and new construction.

## **IV. Bassett Neighborhood Recommendations**

- A. The residential section of the Bassett neighborhood should be designated a Neighborhood Conservation Area. The staff of the Department of Planning and Development should work with the Capitol Neighborhoods in its upcoming master planning implementation process to identify the essential neighborhood character and develop ways to protect it. The following elements are of particular concern:



1. The historic front porch rails and balustrades should be repaired and maintained wherever possible. Where this is not possible, at a minimum, new porches should be painted.
2. Vinyl and aluminum siding should match the gauge of the original wood siding, and should not obliterate door, window or other decorative trim. No other type of new siding should be permitted.
3. Historic materials should be preserved as much as possible.
4. New owner-occupied development should be encouraged.
5. Zero-lot-line projects should not be permitted.

- B. For the following sites, the owners should be advised on the benefits of National Register listing and the Madison Landmarks Commission should consider landmarking them.

Reis Grocery/Mifflin Street Co-op at 32 North Bassett Street  
Kroncke House at 302 South Bassett Street  
Stacy Apartments at 312 - 320 South Bassett Street  
Brader House at 120 South Broom Street  
Reilly House and Flat at 437 - 439 West Doty Street  
St. Raphael's R. C. Church at 216 West Main Street  
Baldwin House at 405 West Washington Avenue  
Holstein Friesian Building at 448 West Washington Avenue  
Sayle Flats at 153 West Wilson Street  
Doty School at 351 West Wilson Street  
Siebecker House at 409 West Wilson Street  
George House at 437 West Wilson Street  
Dowling Apartments at 445 - 447 West Wilson Street

**V. Individual historic sites in the Downtown West area**

For the following sites, the owners should be advised on the benefits of National Register listing and the Madison Landmarks Commission should consider landmarking them.

Washington Public School at 545 West Dayton Street  
DiSalvo's Grocery at 802 Regent Street  
University Presbyterian Church at 731 State Street

## **Downtown East**

### **I. Machinery Row/Williamson Street Recommendations**

- A. The Landmarks Commission should reconsider its guidelines for the commercial and industrial properties in the Third Lake Ridge district, and make them more specific and detailed.
- B. For the following sites, the owners should be advised on the benefits of National Register listing.



100 South Blount Street  
301 South Blount Street  
624 East Main Street  
602 Railroad Street  
714 - 722 Williamson Street  
744 Williamson Street  
751 - 753 Williamson Street  
731 Jenifer Street  
739 Jenifer Street  
745 Jenifer Street  
748 Jenifer Street

- C. For the following site, the owner should be advised on the benefits of National Register listing and the Madison Landmarks Commission should consider landmarking it.

State of Wisconsin Heating and Power Plant at 624 East Main Street

### **II. First Settlement Neighborhood Recommendations**

- A. The neighborhood should be designated a “Neighborhood Conservation Area,” wherein the existing residential character of the core of the neighborhood will be preserved and encroachment by incompatible uses will be prevented.



As a first step, the Task Force recommends that a group of property owners and residents set up a committee, with the assistance of the City’s Historic Preservation Planner, to identify the essential neighborhood character and develop ways to protect it.

- B. For the following sites, the owners should be advised on the benefits of National Register listing and the Madison Landmarks Commission should consider landmarking them.

Simon House at 119 South Butler Street  
Thompson House at 101 South Franklin Street  
Gotterdam House at 132 South Franklin Street  
Sumner Apartments at 17 South Hancock Street  
Curtis House at 111 South Hancock Street  
Festner House at 126 South Hancock Street  
Klueter Apartments at 144 - 146 South Hancock Street  
Wood House at 407 East Main Street  
Nelson House at 504 East Main Street  
Boley House at 511 East Main Street  
House at 512 East Main Street

- C. The following sites are already listed on the National Register as part of the East Wilson Street historic district. The Madison Landmarks Commission should consider landmarking them.

Isberner Building at 402 East Wilson Street  
Conradi Drug Store at 408 East Wilson Street  
Schlotthauer's Lake City House Hotel at 502 East Wilson Street  
Klueter Grocery and Feed Store at 508 East Wilson Street

### **III. Old Market Place Neighborhood Recommendations**

- A. Designate the area a "Neighborhood Conservation Area," wherein the existing residential character of the core of the neighborhood would be preserved and encroachment by incompatible uses will be prevented. Note that the Old Market Place neighborhood does continue east of Blair Street.



As a first step, the Task Force recommends that the Old Market Place Neighborhood Association set up a committee of property owners and residents, to identify with the assistance of the City's Historic Preservation Planner, the essential neighborhood character and develop ways to protect it.

- B. For the following sites, the owners should be advised on the benefits of National Register listing and the Madison Landmarks Commission should consider landmarking them.

Carman-Lamp House at 18 - 20 North Butler Street  
Dodge House at 103 North Butler Street  
Wayne Apartments at 213 North Hamilton Street  
Hamilton Apartments at 222 North Hamilton Street  
Rinder Grocery at 301 North Hamilton Street  
Perry House at 152 East Johnson Street  
Swedish Lutheran Gloria Dei Church at 402 East Mifflin Street

#### IV. East Washington Avenue

For the following sites, the owners should be advised on the benefits of National Register listing and the Madison Landmarks Commission should consider landmarking them.



Breese Stevens Field at 917 East Mifflin Street (already designated as a Madison Landmark, but not listed on the National Register)

J. I. Case Thresher Machine Co. at 701 East Washington Avenue

McGlashan Wholesale Bakery at 841-849 East Washington Avenue

Klueter Building Co. Fireproof Warehouse at 905 East Washington Avenue

Gisholt Machine Co., Offices and Factory at 1251 and 1301 East Washington Avenue

Fuller and Johnson Manufacturing Co. Offices at 1356 East Washington Avenue

## **Downtown North**

### **I. Mansion Hill Recommendations**

Because Mansion Hill has been the scene of intensive preservation activity for the past two decades, the Task Force did not identify any outstanding problems in Mansion Hill that need correction or study at this time.

# Implementation Plan

## **Projects proposed for 1998**

Designate the First Settlement Neighborhood a Neighborhood Conservation Area (first step: property owners and neighborhood residents begin process to identify essential neighborhood character and ways to protect it) – Capitol Neighborhoods Association, Department of Planning and Development (DPD)

Designate Northeast Square a commercial preservation review area – Landmarks Commission, Urban Design Commission, Plan Commission, Common Council

Designate West Square area as a commercial preservation review area – Landmarks Commission, Urban Design Commission, Plan Commission, Common Council

Incorporate sensitivity to historic preservation issues in on-going cross-training efforts – DPD

Establish in-house procedure for preservation planner to review Urban Design projects that are approved by staff for commercial preservation areas – DPD

## **Projects proposed for 1999**

Designate the residential section of the Bassett Neighborhood as a neighborhood conservation area (first step: property owners and neighborhood residents begin process to identify essential neighborhood character and ways to protect it) – Capitol Neighborhoods Association, DPD

Designate the Old Market Place Neighborhood a Neighborhood Conservation Area (first step: property owners and neighborhood residents begin process to identify essential neighborhood character and ways to protect it) – Old Market Place Neighborhood Association, DPD

Consider landmarking identified individual properties in the downtown (first step: prioritize designations) – Landmarks Commission

Consider adding the University Avenue/West Gilman Street area to Urban Design District #6 – Urban Design Commission, Plan Commission, Common Council

Amend the ordinance that contains the check-list of criteria used by Plan Commission and Urban Design Commission to include historic preservation – DPD, Plan Commission, Urban Design Commission, Common Council

Reexamine Simeon Mills National Register historic district to consider adding more properties – DPD

Develop ways to encourage interblock linkages – DPD, Plan Commission



## **Projects Proposed for 2000**

Consider updating the criteria for review of Urban Design projects for State Street to include historic character – Urban Design Commission

Reconsider criteria for the review of alterations and new construction in the Third Lake Ridge historic district (first step: neighborhood property owners and residents set up committee to develop criteria for the review of alterations and new construction) – Marquette Neighborhood Assn., Landmarks Commission and Common Council

Designate West Main Street area as an historic district (first step: neighborhood property owners and residents set up committee to develop criteria for the review of alterations and new construction) – Capitol Neighborhoods Association, DPD, Landmarks Commission and Common Council

Designate Upper King Street as an historic district (first step: neighborhood property owners and residents set up committee to develop criteria for the review of alterations and new construction) – Capitol Neighborhoods Association, DPD, Landmarks Commission and Common Council

Designate the West Rail Depot area as an historic district (first step: neighborhood property owners and residents set up committee to develop criteria for the review of alterations and new construction) – Capitol Neighborhoods Association, Landmarks Commission and Common Council

Develop ways to encourage sharing of new parking facilities by downtown businesses – DPD

# Appendix I: Resources for Historic Preservation

## The Madison Landmarks Commission

The catalyst for the modern historic preservation movement in Madison was the demolition in 1970 of the Abel Dunning House, a mid-nineteenth century sandstone Greek Revival farmhouse. A large corporation made an offer on the property, contingent upon the demolition of the house. When a group of citizens expressed concern for the fate of the house, the realtor offered to sell the house to them if they could meet the corporate buyer's price. Despite a valiant effort, the group raised only a fraction of the purchase price, and the house was torn down. A few months later, it was replaced by a Burger King.

The loss of this beautiful and historic building garnered much publicity when New York Times architecture critic Ada Louise Huxtable wrote about it in an article called, "Good-bye History, Hello Hamburger." The City decided to consider ways to protect such historic buildings. The result was the adoption of the Landmarks Ordinance in 1971. This ordinance, since refined, created the Madison Landmarks Commission. The Landmarks Commission was authorized to designate Madison Landmarks, approve exterior alterations of Landmarks and delay demolition of an historic building for up to one year. The ordinance also enabled the Common Council to designate historic districts, which would then be subject to the same reviews as Landmarks. In 1980, the Common Council strengthened the ordinance by giving the Landmarks Commission the power to deny demolitions.

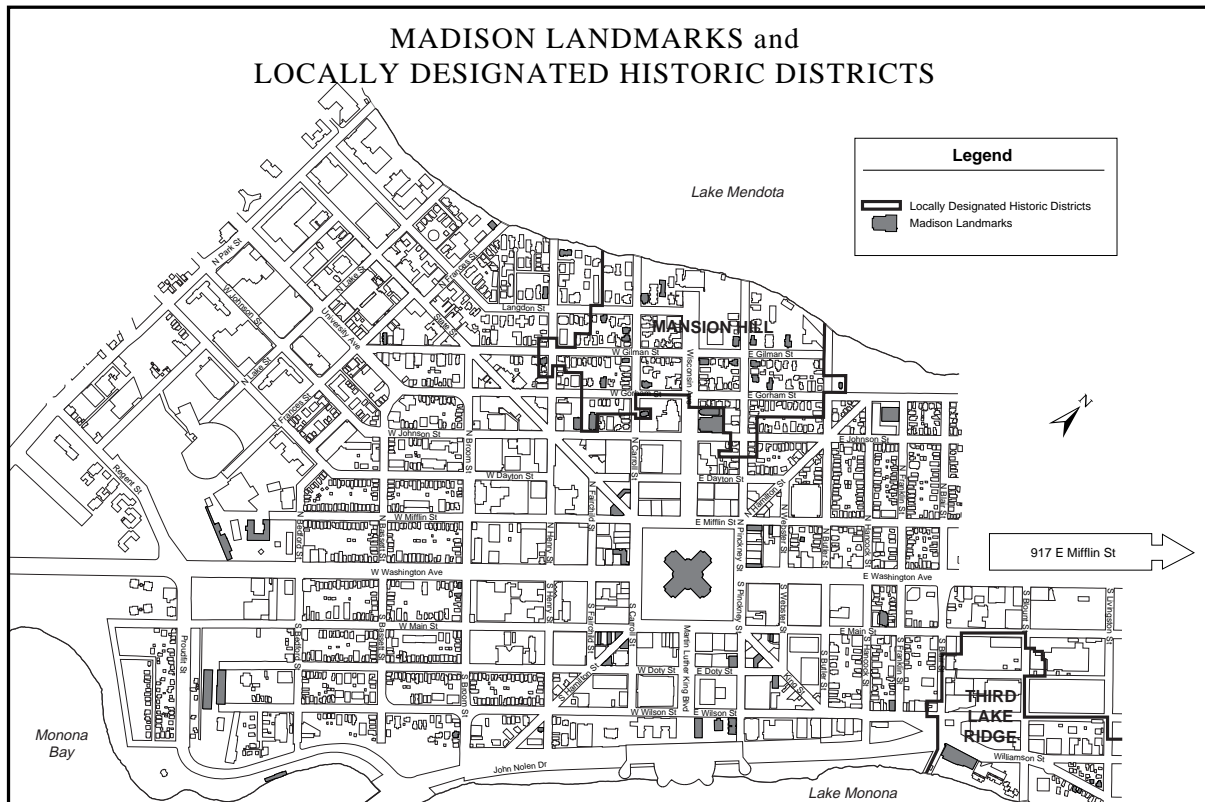
As of October, 1996 the Landmarks Commission has designated 136 Landmarks, 66 of them in the area under study for the Downtown Historic Preservation Plan. The Landmarks Commission also has designated four local historic districts, two of them (Mansion Hill and the Third Lake Ridge) completely or partially in the downtown study area (See Map 7 on next page). According to Chapter 33.01 of the Madison Ordinances:

a landmark or landmark site designation may be placed on any site, natural or improved, including any building, improvement or structure located thereon, or any area of particular historic, architectural or cultural significance to the City of Madison, such as historic structures or sites which:

1. Exemplify or reflect the broad cultural, political, economic or social history of the nation, state or community;
2. Are identified with historic personages or with important events in national, state or local history;
3. Embody the distinguishing characteristics of an architectural type specimen, inherently valuable for a study of a period, style, method of construction, or of indigenous materials or craftsmanship; or

- Are representative of the notable work of a master builder, designer or architect whose individual genius influenced his age.

**Map 6**



In its first few years, the Landmarks Commission was very active beyond fulfilling its duties as outlined in the ordinance. In 1973, the Landmarks Commission undertook the first architectural survey of Madison, identifying and photographing approximately 1,800 structures. The Landmarks Commission also encouraged the founding of Historic Madison, Incorporated in 1973. Historic Madison supports preservation through public education programs and lobbying efforts. Historic Madison supports Madison-area historical research through a journal, newsletter, oral history program, walking tours and special events, such as the annual Alternate Parade of Homes, showcasing renovated older houses.

The Landmarks Commission hired a full-time staff person in 1974. In 1976, the Commission reviewed *A City in the Four Lakes Country: A Preservation Handbook for Madison, Wisconsin*. This handbook was prepared by the Commission staff and published by the National Endowment for the Arts. The handbook included priorities for landmarking and a list of recommendations for future actions. Five districts and 67 individual sites were identified for landmarking. Two of the five districts (University Heights and Third Lake Ridge) have been designated, as have 19 of the individual sites. It should be noted that many of the other individual sites given priority in the handbook have been designated as part of the University Heights, Third Lake Ridge or Mansion Hill districts.

The handbook included the following recommendations:

- ◆ encourage preservationists to address economic concerns and help identify economic incentives for preservation, rather than appealing on the basis of architectural excellence or historic significance alone;
- ◆ prepare and deliver several slide presentations targeted for general and specific audiences;
- ◆ encourage the Madison Trust for Historic Preservation (see description below) to secure facade easements, which protect the exteriors of historic structures;
- ◆ sponsor a series of how-to seminars on historically-sensitive rehabilitation, perhaps as a joint venture with the Madison Trust and Historic Madison;
- ◆ compile information about preservative rehabilitation techniques and make it readily available to the public, perhaps illustrated with a demonstration project; and
- ◆ promote adaptive use, perhaps through tax incremental financing districts, where tax increments collected for private improvements fund public improvements in the district, or through property tax relief.

### **Effects of Listing as a Madison Landmark**

The major effect of having a property listed as a Madison Landmark or included in a locally designated Historic District is that a property owner must submit plans for exterior alterations, new construction and demolitions to the Landmarks Commission. The Landmarks Commission meets twice a month to review plans and has the authority by ordinance to either approve the work, delay the work pending further discussions with the owner, or deny the project. Any decision by the Landmarks Commission regarding building or demolition permits can be appealed to the Common Council, which may overturn the Landmarks Commission on a two-thirds vote, provided certain hardship criteria are met.

Many people are under the impression that once a property is designated a Landmark, it can never be altered or demolished. This is not true – the Landmarks Commission reviews and approves many applications for exterior alterations, including large additions, provided they are in keeping with the historic character of the property and/or district. The Landmarks Commission has also permitted buildings in historic districts to be demolished, usually due to the high costs associated with rehabilitation or repair.

Buildings that contribute to the historic character of a locally designated historic district or that are Madison Landmarks are eligible to take advantage of the state Historic Building Code. The Historic Building Code provides for certain variances to the normal building codes, which are generally written for new construction and don't always deal well with the older building components of historic structures.

The city assessor has stated that historic designation does not affect the value of a commercial property as computed for assessment purposes.

### **Designation Process for Landmarks and Historic Districts**

In order for a site to be designated as a Landmark, someone must prepare a landmark nomination describing the building and its historic and/or architectural significance. The nomination form is then reviewed by the Landmarks Commission. If the Landmarks Commission determines that the form has been properly filled out, it proceeds to hold a public hearing. There is a thirty-day period during which various City agencies, the Alderperson, the property owner and all owners within 200 feet of the property are notified of the nomination. After a public hearing is held, the Landmarks Commission officially decides whether or not to designate the building as a Madison Landmark (note: as of December, 1997, the Common Council designates landmarks, upon recommendation of the Landmarks Commission). Once a building is designated as a Madison Landmark, the City, as funds permit, installs a plaque on or near the building explaining its historic significance.

The process to designate an area as an historic district is more complicated. City staff meets with a representative group of property owners within the proposed district to develop the criteria that the Landmarks Commission will use for the review of alterations and new construction in the area. Each historic district has its own set of criteria developed by property owners and residents of the area to be designated. After the neighborhood agrees in general with the criteria, the Landmarks Commission reviews them and then the City Attorney writes them in ordinance form. The Commission then holds a public hearing regarding the proposed designation. The Plan Commission also reviews the proposal. It is then sent on to the Common Council, which also holds a public hearing and then decides whether or not to adopt the ordinance creating the new historic district.

## Historic Preservation Activities of the City of Madison

Apart from the work of the Landmarks Commission, the City of Madison has carried out a variety of preservation activities. The City has funded a full-time staff Historic Preservation Planner since 1976. The City has been awarded a series of grants annually to conduct an intensive survey of Madison's historic resources. The survey was begun in 1982, and completed in 1995. Over 5,000 sites have been documented. The City has also dedicated funds and staff time to bricks-and-mortar efforts to preserve buildings. These activities include:

- ◆ coordinating the moving and funding the rehabilitation of the Gates of Heaven Synagogue, now in James Madison Park (1971-1979);
- ◆ purchasing the Capitol Theater and adjacent Montgomery Ward and Yost's Department Store buildings and adapting them for use as a Civic Center (1978-1995);
- ◆ selling City-owned historic properties to citizens who would develop the properties in a manner sympathetic with their historic character, such as the City Market and Fire Station #4;
- ◆ renovating the Brittingham Boat House (1979), and
- ◆ restoring the Hoover Boathouse (1995).

## **The Role of Citizens**

Local citizens have been the driving force in the historic preservation movement in Madison since the beginning. Citizens tried to save the Abel Dunning House in 1970, an effort which failed but which brought about the adoption of the Madison Landmarks Ordinance. When another historic structure, the Gates of Heaven Synagogue (1863), faced demolition later the same year, citizens mobilized again. This time, the effort was successful. Some \$30,000 was raised. The City obtained a matching federal historic preservation grant, and the synagogue was moved to James Madison Park in 1971.

In 1974, under the leadership of Doris Weidemann, the Madison Trust for Historic Preservation was founded. At first, the purpose of the Trust was to protect historic buildings threatened with demolition by either finding a preservation-minded buyer or by buying and reselling properties through the Trust's revolving fund. Initially, the Trust was successful in this effort, but was unable to sustain the revolving fund. The Trust subsequently developed into a preservation advocacy group, although it is still authorized to hold property and facade easements. One of the Trust's most visible efforts is the annual presentation of preservation awards; the group also sponsors Madison Landmark nominations each year.

## The Urban Design Commission

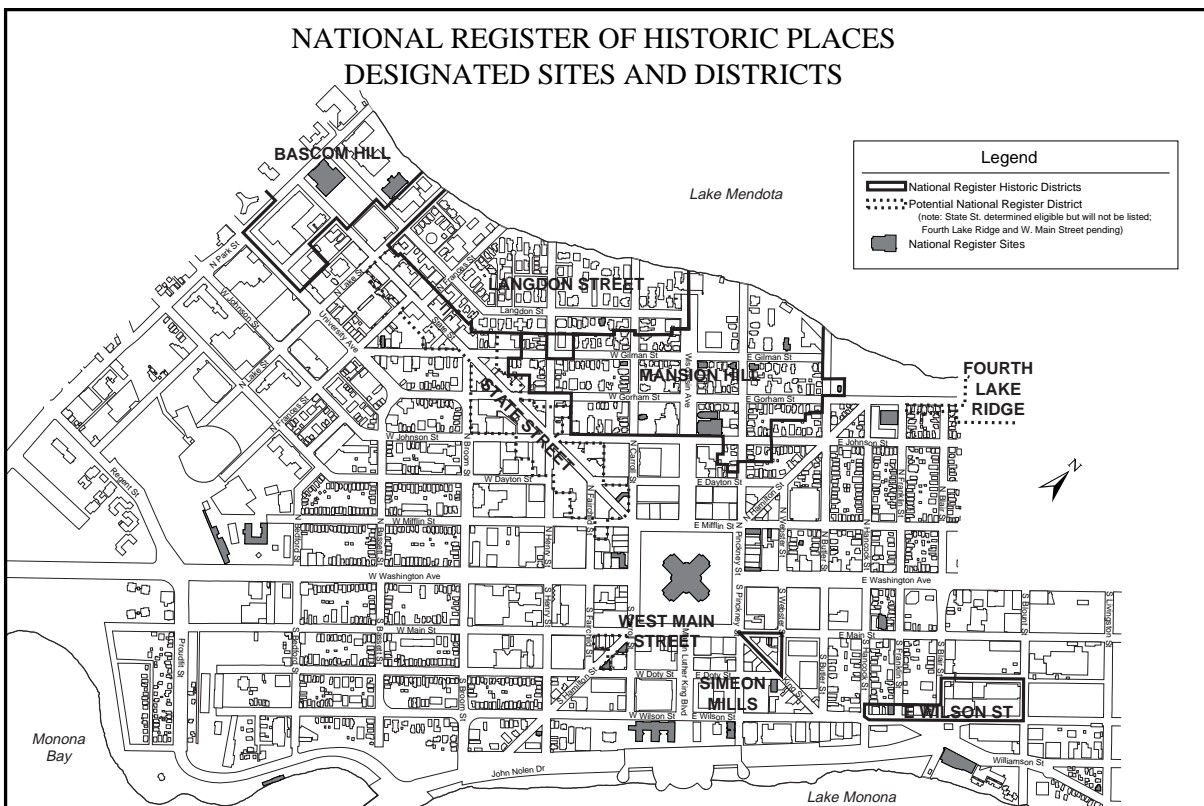
The Urban Design Commission (UDC) was established in 1974. It is a citizens board, advisory to the Plan Commission, whose purpose is to assure the highest quality of design for both public and private projects within the city, in order to protect property values and foster civic pride. The UDC reviews the following types of projects: new construction in all four Urban Design Districts; public buildings and public spaces; variances to the Street Graphics Ordinance; new construction, addition to or remodeling of a retail use, hotel or motel exceeding 50,000 square feet; new construction or major exterior remodeling in the C-4 district; and any Planned Unit Development (PUD), Planned Community Development (PCD) and Planned Residential Development (PRD).

As stated above, the UDC reviews new construction and major exterior remodeling projects in the C-4 district. The C-4 district encompasses a strip one block wide on either side of State Street, from the Capitol Square to Lake Street; the Capitol Square itself, and one block in each direction; and the area southeast of the Square between South Carroll and King Streets to the railroad right-of-way just north of John Nolen Drive. To help developers, property owners and designers through the design review process, the UDC produced *Guidelines for Downtown Madison*, which discusses general design considerations for the downtown, and then addresses specifics for new construction, restoration, rehabilitation and remodeling. In addition to UDC review of the C-4 district, part of Urban Design District 4 is in the downtown study area. This district, known as the Airport-Downtown Corridor, runs along both sides of East Washington Avenue to First Street, then northwest on First Street to East Johnson Street and out to the airport.



Some individual business- and home-owners in the downtown study area have listed their properties on the National Register of Historic Places, and many more have rehabilitated or restored their properties out of their own pockets, especially in the First Settlement and Old Market neighborhoods. There are currently 33 sites in the downtown study area that have been individually listed on the National Register of Historic Places, as well as three National Register-listed historic districts (the Langdon Street historic district, the East Wilson St. historic district and the Simeon Mills historic district – See Map 7). One site is listed as a National Historic Landmark – the University Armory and Gymnasium (the Old Red Gym).

## Map 7



The major effect of being listed on the National Register is that owners can take advantage of tax credits for rehabilitation. A number of developers and property owners in Madison have participated in the federal Investment Tax Credit program, which gives property owners credits against their income tax for the preservation-minded rehabilitation of their income-producing historic buildings. This program has helped finance 40 projects in Madison, three-fourths of which have occurred in the downtown study area. These downtown projects represent a total investment of about \$13.7 million between 1981 and 1997 and have significantly enhanced the vitality and beauty of the downtown.

In recent years the tax benefit has been in the form of a 20% federal income tax credit for rehabilitation projects that cost more than the value of the building, as computed for income tax purposes. Owners are also able to receive a 5% state tax credit for the same projects. The State Historical Society must certify that the work is compatible with the historic character of the building. For more information, contact Brian McCormick at the State Historical Society of Wisconsin, 264-6491.

Another tax relief program provides a 25% state tax credit for the rehabilitation of owner-occupied residences that either contribute to a National Register-listed historic district, or that are individually eligible for, or already listed on, the National Register. No owner-occupied residential properties in the downtown study area have yet been rehabilitated through this program, although other areas, such as University Heights, have benefitted greatly from it. In order to qualify, a property owner must spend over \$10,000 on eligible activities. These activities include exterior restorations, structural work, electrical, mechanical, plumbing, and heating and air conditioning projects. The work must be certified by the State Historical Society as being compatible with the historic character of the house. For more information, call James Sewell, at the State Historical Society of Wisconsin, 264-6490.

Other effects of listing on the National Register are that sometimes grants are available for restoration activities (the last time grants were available, however, was 1980). In addition, when a National Register property is proposed for demolition, the City must notify the State Historical Society and give it 30 days in which to document the structure, if they wish, prior to demolition. There are no restrictions on what a property owner can do with the building, provided they do not wish to use the tax credits.

## **City-Operated Programs that can be used to Rehabilitate Older Properties**

The City operates two programs that can be used to rehabilitate older properties – the Madison Capital Revolving Fund and Tax Increment Financing. Both programs are administered by the City’s Community and Economic Development Unit.

### **Madison Capital Revolving Fund**

The Madison Capital Revolving Fund (MCRF) provides below market loans to housing, commercial and blight elimination projects that are located within the target area. The target area encompasses all of the downtown study area, as well as much of the near west, south, east and north sides of Madison. The amount of the loan must fall between \$50,000 and \$250,000. Interest rates and payback terms are flexible. In 1994, the total MCRF budget was \$500,000. The MCRF has three objectives:

1. Encouraging the expansion of new and existing businesses that create jobs for unemployed and underemployed people.
2. Preserving and expanding the housing supply within the target area, including market rate housing and affordable housing for low- and moderate-income households.
3. Redeveloping blighted and underutilized properties for uses consistent with a strategy for neighborhood and downtown revitalization.

To qualify for an MCRF loan, a project must meet one or more of the above objectives, must be financially sound, and must comply with the state energy code, with local and state accessibility regulations and with equal opportunity and fair housing regulations.

In 1994, the MCRF budget was supplemented with \$400,000 in federal HOME funds. The HOME program was created under the National Affordable Housing Act of 1990. Its goals are to upgrade existing housing, and to create new affordable housing. Projects funded through HOME must meet the following eligibility requirements:

1. Ninety percent of the housing units must be occupied by persons whose income is less than 60 percent of the median income for Dane County, and
2. Twenty percent of the units must be made available to persons whose income does not exceed 50 percent of the median income for Dane County, and
3. Tenant income must be certified annually.

Recent projects that have been funded in part through the MCRF include renovating the building that houses the L'Etoile Restaurant at 25 North Pinckney Street, the YWCA at 101 East Mifflin Street, the American Exchange Bank on North Pinckney Street, and Monty's Blue Plate Diner at 2089 Atwood Avenue.

### **Tax Increment Financing**

Tax Increment Financing (TIF) is a municipal tool whereby the City of Madison can improve its tax base while eliminating blighted areas, rehabilitating areas that are declining in value and promoting industrial development. The financing tool insures that all overlying taxing bodies share the cost of promoting development as well as sharing in the proceeds from new development. Each TIF district has its own Base Value. This value is the total equalized value of all the property in the district as determined by the State of Wisconsin. This Base Value remains constant throughout the life of a district. Each year the value is redetermined in the district to determine the current value. The difference between the Base and Current Values is called the Value Increment. It is from this Value Increment that the amount of tax increment revenue is collected for that particular year and subsequent years. The City of Madison has seven years from the date the district was created to incur project costs. The maximum life of a district is either sixteen years after the last project cost has been incurred or when sufficient tax increment has been collected to pay the Cities' investment in the district. The maximum life of a district is twenty three years.

The City of Madison has created 23 tax increment districts of which seven were created to promote housing efforts in the Central City, seven to promote industrial development on the periphery of the City and nine for mixed use housing, office and commercial development. More than half of the increased value in the districts has occurred in the downtown.

Developments receiving city assistance must meet the planning objectives for the districts and must meet one or more of the following planning objectives:

The development supports the central business district by increasing the number and diversity of central area residents by increasing and varying the housing stock; by providing short-term shopping, business and residential parking; by promoting and strengthening business opportunities; by concentrating major commercial-office development in the central business district; or by consolidating and redeveloping under utilized properties in and near the central area.

The development supports the revitalization of the Isthmus Area Neighborhood by stimulating rehabilitation of existing housing; by encouraging neighborhood balance between the residents' need for housing, employment, transportation, goods and services, schools, parks and other urban amenities; by increasing the supply of low and middle income housing, or promoting a variety of home ownership alternatives and housing choices within the neighborhood; or by not

disrupting neighborhoods with high income housing in low and moderate income neighborhoods.

The development supports economic development by increasing and varying the local job base; by supporting further development of industrial parks, thus attracting new industries and by providing suitable locations for expansion and relocation of existing industries; and by providing financial and technical assistance to new and existing small businesses, particularly cooperatives, worker -owned and other locally-owned businesses.

Tax Increment Financing has been used to construct and repair streets, install or upgrade water distribution systems, build storm water detention ponds, install street scape improvements such as lighting and seating, build parking facilities and assist private development through public/private “gap” financial assistance. Gap financing is participation by the City when all other sources of financial avenues have been explored and utilized.

Tax Increment Funds have assisted the AT&T Center, the Block 89 development, several historic rehabilitation projects such as the Hooley Opera House, the Cleveland Lunch, the Curtis Mansion, the former McManus Law Office building and condominium projects located on South Hancock Street and South Franklin Street. TIF has also been a valuable tool to promote industrial development on the far east side such as the W.T. Rogers development at Femrite Drive and Vondron Road. Over \$250,000,000 of value has been added to the base values in the TIF districts in Madison.

## Appendix II: The Effect of Land Use Controls on Older Buildings

Two types of land use controls often affect older buildings: the Zoning Ordinances and the Building Code.

### The Zoning Ordinances

The general purposes of zoning ordinances are to guard public health and safety, and to protect residential and commercial areas from incompatible and nuisance uses. While zoning regulations usually fulfill these purposes, they also have the effect of promoting the “highest and best use.” This concept, first expressed by regional economist Johann von Thunen, is that land use is economically determined in the marketplace by the ability of user groups to pay rent for the land. Ernest Burgess applied this idea to urban areas in the “Concentric Circle Theory,” finding that the core of a city is the most intensely used space and therefore, that land is the most valuable in the city. Zoning regulations generally are set up in accordance with this theory, prescribing the greatest levels of density in the central areas of cities, which is where the oldest buildings are located. The highest levels of density generally translate into the greatest economic profits, sometimes real, sometimes expected, for property owners. Zoning ordinances do this through height and setback restrictions, limits in lot area coverage and floor area ratios, and off-street parking requirements. Older buildings seldom meet the maximum density allowed on a parcel, and so zoning regulations give a property owner an incentive to expand or demolish existing buildings. Down zoning, which might protect historic buildings, usually is not politically feasible, and sometimes is not legally defensible.

In the downtown study area, most of the land is zoned for high density commercial and residential uses. Zoning categories represented range from C-1 through C-4 (commercial), and include the most intense residential classes (R-4 through R-6). In addition, there are several parcels zoned for Planned Unit Developments (PUDs), which allow even greater density than is permitted outright in the most intensely-developed zoning categories. It should be noted that properties in the downtown study area are exempt from off-street parking requirements, which helps protect buildings from demolition for parking lots.

In the C-2 through C-4 districts, a wide range of commercial and office uses are permitted. There is no limitation on the size of establishments in these districts, except that in the least dense (C-2) district, any retail use or any hotel or motel exceeding 50,000 square feet must be approved as a conditional use. Any major alteration to this type of use, as well as any new construction of this type/size, must be approved by the Urban Design Commission (described below) in the C-4 commercial districts. The general density restrictions in the C-2 and C-3 districts are a floor area ratio not to exceed 4.0 (or 5.0 on a parcel adjacent to the C-4 district), and rear yard setbacks of at least ten feet for one-story buildings, and 30 feet for buildings greater than one-story. Side- and front-yard setbacks are required only

when the parcel is adjacent to a residential zone, or abuts an alley. For buildings that incorporate residential units, usable open space of not less than 160 feet for each bedroom in each dwelling unit is required. There appear to be no height limitations beyond those prescribed by the floor area ratio in either the C-2 or C-3 district.

In the C-4 district, which runs along and adjacent to State Street and the Capitol Square, there are a variety of height restrictions. Those properties fronting on State Street must be between two and four stories in height, and those fronting on, or adjacent to, the Capitol Square must be between three and ten stories. Buildings erected on the remaining parcels in the C-4 district may not exceed eight stories. In addition, a rear yard of ten feet is specified, although it may be waived by the Zoning Board of Appeals. For buildings with dwelling units, there must be 100 feet of usable open space per dwelling unit. For those buildings with dwelling, lodging or sleeping units that have windows facing interior lot lines, usable open space required increases to 160 feet per unit. Finally, the Urban Design Commission reviews all new construction and major exterior remodeling that takes place in the C-4 district.

The residential districts generally are more restrictive than the commercial districts. In the R-4 district, there must be no less than 2,000 square feet of lot area per dwelling unit, a figure which increases 500 square feet per bedroom for units with more than two bedrooms. This requirement is increased for lots with less than 6,000 square feet of area, or lots that are less than 50 feet wide. This could have a negative impact on older neighborhoods, where lots tend to be small, but may be waived by the Zoning Board of Appeals with the support of the City Traffic Engineer and the Director of Planning and Development. In the R-4 district, buildings generally are limited to 2-1/2 stories or 35 feet in height, with a front setback of 25 feet, rear yard of 35 feet, and side yards totaling 12 feet for one-story buildings and 15 feet for two-story buildings. An exception to the height limitation which benefits older buildings is that attic space in buildings erected before 1975 may be altered. Another provision which benefits historic buildings is that some non-residential uses are allowed in designated landmarks as conditional uses if approved by the Landmarks and Plan Commissions.

In the R-5 district, there must be 700 square feet of lot area for each efficiency unit, and 1,000 square feet of lot area for each one-bedroom unit, with an additional 300 square feet required for each additional bedroom per unit. No building or structure may exceed three stories or 40 feet in height. The front setback must be at least 20 feet, the side yard is the same as in R-4 except for three-story buildings, which must have side yards totaling 20 feet in width. The rear yard must be 30 feet deep. As a protection for Landmarks, anyone wishing to develop a parcel adjacent to a Landmark, Landmark site or historic district designated by the Landmarks Commission, and located in an R-5 or R-6 district, whether the intended use is permitted or conditional, must obtain a conditional use permit from the Plan Commission.

In the R-6 district, buildings up to four stories are allowed, but the floor area ratio must be less than 2.0 and lot area coverage may not exceed 40 percent. By conditional use, buildings over four stories are permitted. Buildings up to four stories must have a ten-foot front setback, side yards totalling five feet, and a rear yard either 40 feet deep, or 45 percent of the building height, whichever is greater. In addition, there must be at least 70 square feet of usable open space per each lodging room, efficiency or bedroom in each building.

To summarize, the following zoning regulations make it more difficult to rehabilitate older buildings: the high level of density permitted in most districts in the downtown study area encourages demolition of older properties; the usable open space and lot area requirements prevent the residential reuse of some properties, such as those with large footprints or that are set on small lots. The following regulations encourage rehabilitation and adaptive use of historic buildings: permitting limited retail use in Landmarks located in residential districts, with Landmarks Commission approval; and permitting the alteration of attic spaces in pre-1975 houses, located in residential districts, that exceed the height limitations. In addition, UDC review of new construction and major exterior remodeling in the C-4 and Urban Design districts can encourage designs that are compatible with historic and potentially historic properties; and the exemption of the downtown from off-street parking requirements offers some protection to older properties from demolition for parking lots.

## **The Building Code**

Building code regulations promote public safety, and come into play when a property has deteriorated such that the City has issued a repair or maintenance order. Occasionally, building code regulations have a negative impact on the appearance of an historic building. Provisions regarding guard-rails (or balustrades), hand-rails and exits most often come into conflict with the preservation goal of saving the historic fabric of a building. For example, on one- and two-family dwellings, guard-rails must be 36 inches high. On dwellings for three or more families, the guard-rails must be 48 inches high. If the height required is taller than the existing balustrade, a new one must be installed. Reproducing the historical balustrade can be prohibitively expensive. Hand-rail regulations may require the installation of one where there was none previously. For example, in the case of a broad stair, an extra hand-rail up the middle may be required. For stairs that rise between low walls, a hand-rail on top of each wall may be required. Exiting provisions may require the cutting of a second exit in multi-family dwellings, and of one or more additional exits in commercial buildings. If a window is used as an additional exit, the opening may be altered in size or shape. Another requirement which can affect windows is the fire wall provision, which mandates that where the wall of a building is set on the lot-line, the windows in that wall must either have wire glass, or be blocked up.

Accessibility regulations can also affect historic buildings. Wisconsin has its own code for ensuring accessibility for persons with disabilities, with provisions similar



to those in the Americans With Disabilities Act (ADA). Wisconsin's code has been in place for at least ten years. When a property owner plans to remodel a building such that at least 50 percent of the physical structure is involved, the owner must comply with state accessibility requirements, regardless of historic status. On the exterior, a ramp or a lift to allow wheelchairs to enter a door not at grade, and the widening of doors to accommodate wheelchairs, are typical. There are no specific regulations regarding the location of the ramp or lift, but it should be as close as possible to parking. If parking stalls are provided, a certain percentage must be sized and reserved for the disabled. On the interior, accessibility regulations can require the installation of special bathroom facilities, and for buildings with more than 20,000 square feet of total floor area, the addition of an elevator. On January 1, 1995, it is expected that regulations governing commercial properties will be revised to match the ADA's provisions, which are more restrictive than those of the State.

## Appendix III: Preservation Recommendations from Current Planning Efforts

As part of its work the Task Force reviewed the four major plans for areas in or adjacent to the downtown that have been completed recently. The first of these was *Downtown 2000*, completed in 1989. The *Marquette-Schenk-Atwood Neighborhood Plan* was completed in April 1994. The *Tenney-Lapham/Old Market Place Neighborhood Plan* was finished in June 1995. The *First Settlement Neighborhood Plan* was completed in July 1995. All of these plans show a keen awareness of preservation issues, and include some historic preservation strategies to meet their goals. It should also be noted that planning is currently going on in the Bassett neighborhood.

### Downtown 2000

The *Downtown 2000* study area was bounded on the east by Blount Street, and on the west by Park and Proudfit Streets. The Downtown Historic Preservation Task Force studied all of this area. The *Downtown 2000* plan contains four goals. For three of these goals, historic preservation strategies are suggested. The first of these goals is: “to improve the image of downtown Madison as a unique place to live, work, shop, dine and enjoy entertainment.”

One of the strategies the plan recommends to achieve this goal is

- ◆ to protect and preserve the architectural and historic qualities that make the central area a special place by encouraging the City to institute a loan or grant program for exterior renovations of older commercial buildings.

*Downtown 2000* also recommends that

- ◆ State Street and the 100-block of West Main Street be listed on the National Register as historic districts. These strategies might also help achieve another of the goals of *Downtown 2000*: “to establish downtown Madison as a state and regional tourist and convention center.”

The third goal is “to provide a variety of housing choices to attract a diverse resident population back to the central area.” The preservation-related strategies for achieving this goal, as spelled out in the plan, are

- ◆ to rehabilitate buildings of historic interest (while selectively clearing non-historic or architecturally insignificant housing);
- ◆ by setting up a grant or loan fund to provide financial incentives for exterior renovation of older residential buildings;
- ◆ by using tax incremental financing and redevelopment districts; and

- ◆ by encouraging local district designation to protect historic resources and promote compatible new development.

## **Marquette-Schenk-Atwood Neighborhood Plan**

The *Marquette-Schenk-Atwood (M-S-A) Neighborhood Plan* covers the area bounded on the north by East Washington Avenue, on the south by Lake Monona, on the east by Division Street, and on the west by South Blair Street. The Downtown Historic Preservation Task Force only looked at part of the M-S-A study area: the mixed use area between South Blair and South Livingston Streets, and the East Washington Avenue corridor. The M-S-A plan identified 11 major issues, and came up with recommendations for land use and economic development, housing, community services and facilities, community safety, parks and open space, and youth. Preservation strategies for the areas that the Downtown Historic Preservation Task Force also studied are found in the land use and economic development recommendations. The M-S-A plan recommends that

- ◆ the criteria for exterior alterations and new construction in the Third Lake Ridge Historic District be reviewed, and updated if needed; and
- ◆ that new and rehabilitated buildings on Williamson Street between Blair and Brearly Streets reflect the character, aesthetics and scale of the surrounding historic buildings. Machinery Row is singled out for adaptive use into neighborhood retail and commercial space.

The plan also recommends increasing business development and job opportunities along and just south of East Washington Avenue, and recommends preparing a comprehensive land use plan for that area.

## **Tenney-Lapham-Old Market Place Neighborhood Plan**

The study area for *Tenney-Lapham/Old Market Place (T-L-O-M-P) Neighborhood Plan* was bounded by East Washington Avenue on the south, Fordem Avenue on the east, Lake Mendota on the north and North Blair Street on the west. The Downtown Historic Preservation Task Force studied only the western end of this area. The T-L-O-M-P plan identified 12 major issues, the first of which was to “preserve the central city architectural history.” The plan makes recommendations for community services, the East Johnson business district, housing, parks and open space, redevelopment, public infrastructure and transportation. Historic preservation-related recommendations in the T-L-O-M-P plan include:

- ◆ preserving and upgrading historic residential and commercial structures as valuable community assets;
- ◆ identifying areas in which a significant number of historic structures exist, establish those areas as local historic districts and encourage the preservation of structures in those districts;

- ◆ nominate eligible properties in the neighborhood to the National Register of Historic Places;
- ◆ support National Register nominations for properties in the neighborhood that are currently in process;
- ◆ nominate eligible properties as Madison Landmarks; and
- ◆ develop and distribute a printed walking tour guide of the neighborhood's historic resources.

## **First Settlement Neighborhood Plan**

The *First Settlement Neighborhood Plan* study area was bounded by East Washington Avenue on the north, Lake Monona on the south, South Blount Street on the east, and South Pinckney Street on the west. The Downtown Historic Preservation Task Force also studied this entire area. The First Settlement plan cites eleven goals, one of which is: "preserving the historic character of the First Settlement neighborhood as the oldest commercial and residential district in Madison." Preservation-related recommendations include:

- ◆ having the City of Madison establish a building improvement program focused on commercial and residential rehabilitation, historic preservation, storefront and facade improvements, and landscape improvements;
- ◆ encouraging historic preservation-sensitive facade and storefront improvements for the buildings along the north side of East Wilson Street in the East Wilson Street National Register Historic District, in such a way as to establish a stronger pedestrian character for East Wilson Street;
- ◆ establishing design guidelines for building rehabilitation and facade improvements in the East Wilson Street Historic District;
- ◆ providing street scape improvements with appropriate historic character (such as street lights) in the Main/King Streets commercial district;
- ◆ interpretive signage in the Franklin/Hancock Streets residential area to educate residents and visitors about the neighborhood's historic significance;
- ◆ architectural design controls for the East Wilson Street Historic District to ensure compatibility with the district's historic character;
- ◆ adherence to the *Residential Architectural Design Guidelines for the Capitol and Old Market Place Neighborhoods*, produced by Howard, Needles, Tammen and Bergendorf in 1985, in the Franklin/Hancock Streets area;
- ◆ designation of that area as a Madison Landmark District;

- ◆ the adaptive use of the Reynolds and Ela buildings in a redevelopment project involving the 700-even block of Williamson Street, the design to complement the historic character of the Third Lake Ridge Historic District; and
- ◆ the adaptive use of Machinery Row as a specialty retail, office and residential mixed-use project.

One site-specific recommendation conflicts with the recommendations of the Downtown Historic Preservation Task Force:

- ◆ The *First Settlement Neighborhood Plan* recommends redevelopment of the buildings from 211 through 223 King Street, and on East Wilson Street from just west of King Street east to South Hancock Streets. The Downtown Historic Preservation Task Force proposes designating the buildings at 219 King Street and 313-317 East Wilson Street as Madison Landmarks.

## **Bassett Neighborhood Master Plan**

The *Bassett Neighborhood Master Plan* was adopted in January of 1997, after the task force had completed most of its work. However, during the planning processes, both groups communicated regularly with each other, so that the plans would be coordinated. The *Bassett Neighborhood Master Plan* covers the area bounded by Lake Monona on the south, South Pinckney Street on the east, the north side of Washington Avenue on the north and the west side of Proudfit Street on the west. Preservation is a major component of the Bassett plan, not only of the historic buildings, but also of the historic and urban character of the area.

Preservation-related recommendations of the *Bassett Neighborhood Master Plan* include:

- ◆ Preservation of the downtown historic character in the Capitol Square area.
- ◆ Detailed design guidelines for infill construction.
- ◆ Support the goals of the Downtown Historic Preservation Plan.
- ◆ Encourage adaptive reuse of the historic warehouse structures.
- ◆ Preserve and enhance West Washington Avenue, including the area between City Station and Bedford Street.
- ◆ Preserve the historic character of West Main Street between Proudfit and South Bedford Street.
- ◆ Adaptive reuse of the historic Tobacco Warehouses.
- ◆ Preserve and enhance St. Raphael's Cathedral as an important historic landmark and focal point.
- ◆ Preserve South Pinckney Street historic character on Block 89.
- ◆ Rehabilitate Brittingham Boathouse.

## Appendix IV: List of Buildings Reviewed by the Task Force Considered Ineligible for Landmark Status

The Task Force reviewed the following buildings, all of which are located outside of proposed Commercial Preservation Review Areas and Historic Districts, but found them unlikely to be individually eligible for Madison Landmark status.

Newman House at 212 North Broom Street  
Behrend House at 318 North Broom Street  
Alford House at 16 North Butler Street  
Albee House at 21 North Butler Street  
Olson House and Apartment at 27 North Butler Street  
Kindschi House and Flat at 126 North Butler Street  
Teckmeyer House and Flat at 141 North Butler Street  
Heilmann House at 127 South Butler Street  
141 South Butler Street  
Williams House at 403 West Doty Street  
Hessman House at 426 West Doty Street  
Strehlow House at 15 North Franklin Street  
Comeford House at 17-19 North Franklin Street  
Reiche House at 101 North Franklin Street  
Baker House at 111 North Franklin Street  
Hess House at 19 South Franklin Street  
111 North Hamilton Street  
Goldenberger House at 127-29 North Hamilton Street  
Paine House at 203 North Hamilton Street  
Jack House at 210 North Hamilton Street  
Rinder Grocery at 301 North Hamilton Street  
Bethel Norwegian Lutheran Church at 302 North Hamilton Street  
Steinle House at 321 North Hamilton Street  
Bjornson House at 216 South Hamilton Street  
Our Savior Norwegian Lutheran Church at 1 South Hancock Street  
115 South Hancock Street  
Angeline Hopkins House at 420 North Lake Street  
522 East Main Street  
524 East Main Street  
Cohn Shoe Store at 7 West Main Street  
Gamm Jewelry Company Store at 9 West Main Street  
Coppernall Building at 11 West Main Street  
Slightam House at 418 West Main Street  
Statz House at 223 East Mifflin Street  
McCann Apartments at 310 East Mifflin Street  
Weaver Building at 516 East Mifflin Street  
O'Keefe Store at 401 West Mifflin Street  
Metz House at 427 West Mifflin Street  
704 University Avenue

Rosen-Kleinheinz Building at 720 University Avenue  
Kleinheinz Building at 732 University Avenue  
Capital City Tire at 202-06 East Washington Avenue  
Capital Times Newspaper Plant at 302 East Washington Avenue  
409 East Washington Avenue  
J. I. Case Thresher Machine Company at 701 East Washington Avenue  
Madison Fireproof Warehouse Company at 825 East Washington Avenue  
Savidusky's Incorporated at 829 East Washington Avenue  
Keeley Wholesale Confectionery at 949 East Washington Avenue  
City Realty/National Biscuit Company Distribution Depot at 1001 East  
Washington Avenue  
Burgess Laboratories at 1019 East Washington Avenue  
Northwest Ordinance Company at 1225 East Washington Avenue  
Albrecht Dairy Equipment Manufacturing Building at 1444 East Washington  
Avenue  
Sayle House at 149 West Wilson Street  
O'Brien House at 322 West Wilson Street  
Elisha Burdick House at 415 West Wilson Street