
Regarding: 100 Block State Street Development - Proposed Demolition of Designated Landmark at 120 West Mifflin Street (Schubert Building), Exterior Alteration to Landmark at 125 State Street (Castle & Doyle Building), and Proposed New Development Adjacent to Landmarks. 4th Ald. Dist. (Legistar #24480)

Date: January 27, 2012
Prepared By: Amy Scanlon, Preservation Planner

General Information:

The Applicant is proposing a development project that involves 6 existing buildings on a portion of the 100 Block of State Street with frontages on State Street, North Fairchild Street and West Mifflin Streets. The proposed project includes approximately 38,000 square feet of commercial space and a private open space and affects the existing buildings as follows:

- 120 West Mifflin Street (Schubert Building), proposed demolition of a landmark building and construction of new building.
- 122-124 West Mifflin Street (Fairchild Building), proposed demolition and construction of open space.
- 127-129 State Street (Vallender Building), proposed demolition and construction of new building.
- 125 State Street (Castle & Doyle Building), proposed preservation and alteration of a landmark building.
- 121-123 State Street (Buell Building), proposed demolition and construction of new building utilizing the existing State Street façade.
- 117-119 State Street (Haswell Building), proposed demolition and construction of new building.

The project represents a specific redevelopment proposal and the recommendations contained within this report were formulated in that context. In other words, it is Staff's understanding that no individual component of the overall project will occur except as part of the larger proposal. The Landmarks Commission is being asked to take the following specific actions involving the noted ordinance provisions:

- A.** Approval of a Certificate of Appropriateness for the proposed exterior alterations to the designated landmark known as the Castle and Doyle Building located at 125 State Street [MGO 33.19(5)(b)4].
- B.** Approval of a Certificate of Appropriateness for the demolition of the designated landmark known as the Schubert Building located at 120 West Mifflin Street [MGO 33.19(5)(c)3].
- C.** Make a recommendation to the Plan Commission and Urban Design Commission for the new construction adjacent to landmarks [MGO 28.04(3)(n)].
- D.** Make a recommendation to the Plan Commission regarding the historic value of the properties proposed for demolition [MGO 28.12(12)(d)].

Relevant sections of the Ordinances pertaining to each of these required actions are included in separate sections below followed by Staff comments and recommendations.

Background Information:

Demolition notices for the affected properties were reviewed at the Landmarks Commission meeting of October 17, 2011. At that meeting, a motion was made to "...report to the Plan Commission that the Landmarks Commission has great concern over the demolition of two landmark buildings and several other buildings that contribute to the historic nature of State Street and that the Landmarks Commission has great concern about the entire proposal." There was further discussion that the Commission would provide additional comments when the development proposal was before the Commission for review.

Steve Cover, Director of the Department of Planning and Community and Economic Development, authored a letter to the Applicant explaining the views of the Department as they relate to the proposed development. The letter dated November 11, 2011, was written before the proposed development plans were modified to retain the designated landmark known as the Castle and Doyle Building. The letter is attached to this report.

The Applicants provided an informational presentation to a joint meeting of the Urban Design and Landmarks Commissions on November 14, 2011. Since this presentation, the proposal has been modified to retain the designated landmark known as the Castle and Doyle Building in its entirety with exterior alterations. Minutes from this meeting are attached to this report.

The existing buildings on the development site were toured by several members of the Landmarks Commission, Plan Commission and Urban Design Commission, Planning Division Staff, and members of the public on January 23, 24 and 25, 2012. Staff was compelled to observe the conditions of the buildings before finalizing the comments and recommendations contained in this staff report.

A. Relevant Ordinance Sections for EXTERIOR ALTERATIONS TO LANDMARK (125 STATE ST):

33.19(5)(b) Regulation of Construction, Reconstruction and Exterior Alteration

4. Upon filing of any application with the Landmarks Commission, the Landmarks Commission shall determine:
 - a. Whether, in the case of a designated landmark or landmark site, the proposed work would detrimentally change, destroy or adversely affect any exterior architectural feature of the improvement upon which said work is to be done; and
 - b. Whether, in the case of the construction of a new improvement upon a landmark site, the exterior of such improvement would adversely affect or not harmonize with the external appearance of other neighboring improvements on such site;

Staff Comments and Recommendations regarding EXTERIOR ALTERATIONS TO LANDMARK (125 STATE ST):

From the submission documents, Staff understands that the exterior alterations proposed for the building include, but may not be limited to, the following:

- Repair existing terra cotta façade in situ.
- Existing brick masonry and marble cladding located near grade shall be removed and new granite material shall be installed.
- Historic windows on the State Street façade shall be repaired and refurbished.
- Double hung wood windows throughout the building shall be restored.

- Replacement windows shall be removed and more historically accurate windows will be installed.
- Insulated glass will be installed where appropriate.
- New interior or exterior storm windows will be installed.
- Two existing exterior doors on the State Street façade shall be refurbished and reinstalled.
- Brick masonry on the North Fairchild Street façade shall be repaired. The repair will include the replacement of individually damaged brick, repointing, removal of coatings, and face pinning where required.
- Existing steel fire escape shall be removed.
- The second floor door opening related to the fire escape will be removed and restored to a historically appropriate window opening.
- Staff understands that two existing windows are proposed to be changed to doors on the North Fairchild Street elevation.

Staff believes that the standards for granting a Certificate of Appropriateness for the exterior alterations to the landmark building may be met and recommends that the Landmarks Commission approve the Certificate of Appropriateness for the exterior alterations to 125 State Street with the following items to be approved by Staff, or the Landmarks Commission if determined necessary by Staff:

1. Exterior alterations that differ from or are in addition to those included above.
2. A more detailed scope of the exterior restoration work.
3. All existing terra cotta tiles shall be restored in situ. Should any tiles need to be removed from the façade for restoration work, the request for removal must be approved by Staff prior to performing the work. The replacement of terra cotta tiles is not part of the proposal and approval for replacement is not being considered.
4. Samples of the proposed granite material.
5. Additional information on the scope of work proposed for the first floor display window and the central window of the second floor.
6. Further explanation of the proposed installation of insulated glass.
7. A window replacement plan including locations and replacement window product information.
8. Two existing windows on the Fairchild Street elevation are proposed to be changed to doors. Additional information about this scope of work shall be provided. The elevation drawings are not shown consistently in the submission. The existing masonry opening width is retained in some views and has been widened in other views. Staff would prefer that the widths of the existing masonry openings and related arches be retained. If retaining the width is not possible, the Applicants shall provide a more detailed drawing showing the proposed alterations. Staff is concerned that any new brick arches shall relate to the width of the new openings in a historically appropriate way.
9. More information about the brick restoration work. Staff is most concerned about the appearance of the replacement brick; the mortar mix, color, texture, and pointing style; quantity and location of replacements required; location of area(s) requiring pinning; and method proposed for removal of coatings.
10. There is a change in the plane of the exterior wall in a portion of the Fairchild Street elevation that is not accurately shown in the submission documents. The Applicant shall provide drawings that accurately depict the final appearance of this elevation and the treatment of the window located in the area.

B. Relevant Landmarks Ordinance Sections for DEMOLITION of designated landmark (120 W. MIFFLIN):

33.19(5)(c)3 Standards In determining whether to issue a Certificate of Appropriateness for any demolition, the Landmarks Commission shall consider and may give decisive weight to any or all of the following:

- a. Whether the building or structure is of such architectural or historic significance that its demolition would be detrimental to the public interest and contrary to the general welfare of the people of the City and the State;
- b. Whether the building or structure, although not itself a landmark building, contributes to the distinctive architectural or historic character of the District as a whole and therefore should be preserved for the benefit of the people of the City and the State;
- c. Whether demolition of the subject property would be contrary to the purpose and intent of this chapter as set forth in Sec. 33.19 and to the objectives of the historic preservation plan for the applicable district as duly adopted by the Common Council; (section is included below)
- d. Whether the building or structure is of such old and unusual or uncommon design, texture and/or material that it could not be reproduced or be reproduced only with great difficulty and/or expense;
- e. Whether retention of the building or structure would promote the general welfare of the people of the City and the State by encouraging study of American history, architecture and design or by developing an understanding of American culture and heritage;
- f. Whether the building or structure is in such a deteriorated condition that it is not structurally or economically feasible to preserve or restore it, provided that any hardship or difficulty claimed by the owner which is self-created or which is the result of any failure to maintain the property in good repair cannot qualify as a basis for the issuance of a Certificate of Appropriateness;
- g. Whether any new structure proposed to be constructed or change in use proposed to be made is compatible with the buildings and environment of the district in which the subject property is located.

33.19 (1) Purpose and Intent It is hereby declared a matter of public policy that the protection, enhancement, perpetuation and use of improvements of special character or special historical interest or value is a public necessity and is required in the interest of health, prosperity, safety and welfare of the people. The purpose of this section is to:

- (a) Effect and accomplish the protection, enhancement and perpetuation of such improvements and of districts which represent or reflect elements of the City's cultural, social, economic, political and architectural history.
- (b) Safeguard the City's historic and cultural heritage, as embodied and reflected in such landmarks and historic districts.
- (c) Stabilize and improve property values.
- (d) Foster civic pride in the beauty and noble accomplishments of the past.
- (e) Protect and enhance the City's attractions to residents, tourists and visitors, and serve as a support and stimulus to business and industry.
- (f) Strengthen the economy of the City.
- (g) Promote the use of historic districts and landmarks for the education, pleasure and welfare of the people of the City.

Staff Comments and Recommendations regarding DEMOLITION of designated landmark (120 W. MIFFLIN):

The nomination form for the Schubert Building located at 120 West Mifflin Street is attached to this report.

Staff evaluated the proposal for 120 West Mifflin against the demolition standards cited above and includes comments on each standard as follows:

- a. Staff believes that this structure, being a designated landmark, is of such architectural and historic significance that the demolition would be detrimental to the public interest. The Common Council determined that this building met the landmark criteria and designated the building a landmark on February 26, 2008. Landmark designations are only given to the most culturally valuable sites in the City. The loss of a landmark building is detrimental to the cultural and social history and to the way that cultural resources are valued in the City.
- b. Not applicable.
- c. Staff believes the demolition of this landmark building would be contrary to the purpose and intent of the Ordinance. While all of the criteria could be listed here, Staff notes the importance of (a), (b), (d) and (g).

It is important to note that many and maybe all of the goals of the proposal as outlined in the Letter of Intent could be achieved with equal success using a preservation approach including preserving the existing built and historical context, creating exciting retail and office spaces, improving the efficiency and quality of buildings, and providing annual income for the Overture Center.

- d. Staff believes that the landmark building is of unusual or uncommon design, texture and material. The Schubert Building was designated a landmark under Ordinance criterion 3 for architectural significance which means it was found to be an architectural type specimen, inherently valuable for the study of a period or style. While the building may be able to be replicated in part, it could only be accomplished at considerable expense, difficulty, and with the loss of authenticity.
- e. Staff believes that retention of this landmark building would promote the general welfare of the people of the City by developing an understanding of Madison and American culture and heritage. The worth of a landmark building is a combination of architectural, civic and cultural values.
- f. The Letter of Intent notes that there are structural, mechanical, and electrical system conditions in each building that would need to be remedied or upgraded. Staff agrees that the landmark building has some noted condition issues. It is common for old buildings to have such issues and to possess varying degrees of structural deficiencies. However, in the case of a landmark building, Staff feels that these issues need to be considered in the context of the building and feels that the building is not in such deteriorated condition that it is structurally or economically infeasible to preserve or restore it. The Ordinance clearly states that the result of failure to maintain the property in good repair cannot qualify as the basis for the issuance of a Certificate of Appropriateness for demolition.

After touring the building, Staff feels that many of the structural issues (floor framing) that may exist are the result of deferred maintenance over time and/or improper maintenance. In addition, Staff believes the need to repair the first floor does not appear to be adequate justification to demolish the entire landmark building.

- g. Staff believes that the specific style and form of the proposed new structure (that would include the site of the landmark building) is not compatible with other buildings on the block or on adjacent blocks with the possible exception of the Overture Center. While subjective, Staff believes that the curvilinear form of the building that pulls away from Fairchild Street and is largely oriented toward a private open space is not appropriate in this context. While buildings of contemporary styles can be compatible in historic contexts, the proposed massing and composition is self-referential and does not complement the existing context. In Staff's opinion, the architectural design of the proposed new structure and proposed open space does not merit the loss of the architectural specimen of the landmark building.

The design of a new "civic and cultural arts node" (as named in the Letter of Intent) that calls for the demolition of an existing cultural resource seems antithetical to the larger goals of creating a stronger sense of place. A "civic and cultural arts node" connotes the perpetuation of the importance of cultural resources instead of the destruction of them.

In addition to the criteria of the Ordinance, the Landmarks Commission should be aware that the Letter of Intent suggests that the landmark building may be moved instead of demolished. Staff believes the condition of the landmark building is restorable and should be incorporated into the development proposal in its current location.

The decision to demolish a designated landmark building is poignantly irreparable. Each decision to approve or not approve a demolition must consider the unique situation of each case when applying the demolition standards found in the Landmarks Ordinance. Weighing all aspects of this request, staff believes that the standards for granting a Certificate of Appropriateness for the demolition of the landmark building are not met and recommends that the Landmarks Commission not approve the Certificate of Appropriateness for demolition.

C. Relevant Ordinance Sections for NEW DEVELOPMENT ADJACENT TO LANDMARKS:

The Landmarks Ordinance does not address development adjacent to Landmarks. The relevant Zoning Code section states:

28.04(3) Scope of Regulations

- (n) Any development on a zoning lot adjoining a landmark or landmark site for which Plan Commission or Urban Design Commission review is required shall be reviewed by the Landmark Commission to determine whether the proposed development is so large or visually intrusive as to adversely affect the historic character and integrity of the adjoining landmark or landmark site. Landmark Commission review shall be advisory to the Plan Commission and the Urban Design Commission.

Staff Comments regarding NEW DEVELOPMENT ADJACENT TO LANDMARKS:

Staff evaluated the proposal for new development adjacent to landmarks against the Zoning Code standard cited above and includes comments related to each adjacent building below.

Because recommendations contained in this report are done in the context of the overall development proposal which includes the demolition of the Schubert Building, development adjacent to that landmark is not addressed in this section.

127-129 State Street and 121-123 State Street are adjacent to the Castle and Doyle Building.

127-129 State Street (Vallender Building)

The proposal includes the demolition of this existing building (adjacent to the landmark Castle and Doyle Building) and the construction of a new building that generally replicates the style of the one being demolished. Staff does not feel that the new building will be so large or visually intrusive as to adversely affect the historic character and integrity of the adjoining landmark.

As an aside, the treatment of the parapet of the new flat-iron building to the west is unresolved as it interacts with the Castle and Doyle Building (see drawing 02 on sheet A201 and the rendering on the previous sheet). The resolution of the parapet design in this area shall be submitted to Staff for review.

Staff does not feel that the new building at 127-129 State Street will be so large or visually intrusive as to adversely affect the historic character and integrity of the adjoining landmark.

121-123 State Street (Buell Building)

The proposal includes the retention of the façade of the building, the demolition of the remainder of the building, and the construction of a new building. While “façade-ism” is an unfavorable preservation practice, Staff does not feel that a new building structure behind the existing facade will be so large or visually intrusive as to adversely affect the historic character and integrity of the adjoining landmark along the State Street elevation.

However, on the Fairchild Street façade, Staff feels that the new building is visually intrusive to the Castle and Doyle Building. As the proposed building emerges above the existing facade and beyond the historic treatment at the corner, the design and building form becomes visually intrusive and adversely affects the adjoining landmark. While buildings of contemporary styles can be compatible in historic contexts, the proposed massing, form, and style is self-referential and does not complement the existing context. More specifically, the wall of the proposed new building abuts the Castle and Doyle building at an angle instead of running parallel at the North Fairchild Street front property line. This coupled with the design of the new building creates a jarring composition that negatively affects the adjoining landmark.

As an aside, there is a discrepancy shown in the drawings where the proposed new building on the east side attaches to the Castle and Doyle Building (see drawing 02 on sheet A201 of the submission documents). The Applicant shall provide accurate drawings for this area.

Staff does not feel that a new building structure behind the existing facade at 121-123 State Street will be so large or visually intrusive as to adversely affect the historic character and integrity of the adjoining landmark along the State Street elevation; however, on the Fairchild Street façade, Staff feels that the new building is visually intrusive to the Castle and Doyle Building.

The Landmarks Commission should make a recommendation to the Plan Commission and Urban Design Commission that explains the findings of the Commission regarding the affect of the proposed development adjacent to landmarks.

D. Relevant Ordinance Section for determination of HISTORIC VALUE OF PROPERTIES PROPOSED FOR DEMOLITION

The Landmarks Ordinance does not address the determination of the historic value of properties proposed for demolition. The relevant Zoning Code section states:

28.12(12) Approval of Demolition (Razing, Wrecking) and Removal

- (d) The Plan Commission shall consider the report of the City's historic preservation planner regarding the historic value of the property as well as any report submitted by the Landmarks Commission.

Staff Comments regarding the determination of HISTORIC VALUE OF PROPERTIES PROPOSED FOR DEMOLITION

The historic information contained below was compiled using the City preservation files and information from the National Register Historic District Nomination that was prepared by Elizabeth Miller in June of 1995. Although the nomination did not proceed, it did provide a description of buildings on this block. Original sources are largely unknown.

117-119 State Street (Haswell Building)

Constructed in 1916-1917, the original character of the exterior of the Haswell Building has been largely lost to renovations in the 1990s; however, the interior of the first floor and mezzanine exist as originally constructed. The design has also been attributed to the architectural firm of Law, Law and Potter (akin to the present day Potter Lawson). More research would be necessary to determine the level of historic integrity. The building was considered a non-contributing structure in the potential National Register Historic District nomination.

121-123 State Street (Buell Building)

Constructed in 1912, the Buell Building currently retains the original character of the exterior. While not noted in the City preservation files or in the submission materials, the Craftsman style commercial building has been attributed to the architectural firm of Law, Law and Potter (akin to the present day Potter Lawson). The use of the Craftsman style for a commercial building may prove to be unusual in Madison. More historic research would be necessary to determine the level of historic integrity. The Buell Building was considered a contributing structure in the potential National Register Historic District nomination.

127-129 State Street (Vallender Building)

Constructed in 1867 (although some records note a date of 1857), the Vallender Building has historic interest. Unfortunately, due to the visible exterior envelope condition issues it appears that it is not feasible to warrant restoration of the building. The building was considered a contributing structure in the potential National Register Historic District nomination.

Staff does not oppose the demolition and related new construction as shown in the submission documents.

122-124 West Mifflin Street (Fairchild Building)

The Fairchild Building was designed by Philip Homer in the Neo-Classical Revival style that was made popular by the Columbian Exposition and was constructed in 1925 for the Paul E. Stark Company. The building was one of the first attempts of any Madison realtor to dignify and make permanent his business by the erection of a fine building designed exclusively as a real estate office. The Neo-Classical Revival style conveyed permanence and stateliness. Philip Homer

was the architect and vice president of Capitol Construction Company, a design build firm specializing in residential construction that was founded by prominent real estate developer Paul E. Stark. By 1921, Homer had become the architect for the Stark Land Company, another Paul E. Stark creation. This company would become one of Madison's biggest developers of residential suburbs in the 1920s including the Nakoma National Register Historic District. Homer was also the architect for the Terrace Home Apartments and the Rennebohm Drug Store. More historic research should be conducted to determine the level of historic integrity, but Staff believes this building is probably worthy of landmark designation. The Fairchild Building was considered a contributing structure in the potential National Register Historic District.

Staff believes that the Fairchild Building has historic value and is structurally sound and therefore recommends that it not be demolished.

120 West Mifflin Street (Schubert Building)

The historic value of this building is discussed in great detail in another section of the report as it was designated a local landmark by the Common Council in February of 2008. The Schubert Building was considered a contributing structure in the potential National Register Historic District nomination.

As stated earlier in this report, the Schubert Building is a designated landmark and Staff does not believe that it meets the demolition criteria and therefore recommends that it not be demolished.

The Preservation Planner will prepare a report for the Plan Commission that will contain the information above. The Landmarks Commission is invited make a recommendation to the Plan Commission that explains the findings of the Commission regarding the historic value of the buildings affected by the proposed development.

Recommendation Summary:

The project represents a unified redevelopment proposal and the recommendations contained within this report were formulated in that context. The Staff recommendations found in this report are summarized as follows:

- A.** Approval of a Certificate of Appropriateness for the proposed exterior alterations to the designated landmark known as the Castle and Doyle Building located at 125 State Street [MGO 33.19(5)(b)4].

Weighing all aspects of this request, staff believes that the standards for granting a Certificate of Appropriateness for the exterior alterations to the landmark building may be met and recommends that the Landmarks Commission approve the Certificate of Appropriateness for the exterior alterations to 125 State Street with the following items to be approved by Staff, or the Landmarks Commission if determined necessary by Staff.

- B.** Approval of a Certificate of Appropriateness for the demolition of the designated landmark known as the Schubert Building located at 120 West Mifflin Street [MGO 33.19(5)(c)3].

The decision to demolish a designated landmark building is poignantly irreparable. Each decision to approve or not approve a demolition must consider the unique situation of each case when applying the demolition standards found in the Landmarks Ordinance. Weighing all aspects of this request, staff believes that the standards for granting a Certificate of Appropriateness for the demolition of the landmark building are not met and recommends that the Landmarks Commission not approve the Certificate of Appropriateness for demolition.

- C.** Make a recommendation to the Plan Commission and Urban Design Commission for the new construction adjacent to landmarks [MGO 28.04(3)(n)].

Staff does not feel that the new building at 127-129 State Street will be so large or visually intrusive as to adversely affect the historic character and integrity of the adjoining landmark.

Staff does not feel that a new building structure behind the existing facade at 121-123 State Street will be so large or visually intrusive as to adversely affect the historic character and integrity of the adjoining landmark along the State Street elevation; however, on the Fairchild Street façade, Staff feels that the new building is visually intrusive to the Castle and Doyle Building.

The Landmarks Commission should make a recommendation to the Plan Commission and Urban Design Commission that explains the findings of the Commission regarding the affect of the proposed development adjacent to landmarks.

- D.** Make a recommendation to the Plan Commission regarding the historic value of the properties proposed for demolition [MGO 28.12(12)(d)].

Staff does not oppose the demolition and related new construction as shown in the submission documents.

Staff believes that the Fairchild Building has historic value and is structurally sound and therefore recommends that it not be demolished.

As stated earlier in this report, the Schubert Building is a designated landmark and Staff does not believe that it meets the demolition criteria and therefore recommends that it not be demolished.

The Preservation Planner will prepare a report for the Plan Commission that will contain the information above. The Landmarks Commission is invited make a recommendation to the Plan Commission that explains the findings of the Commission regarding the historic value of the buildings affected by the proposed development.



Department of Planning & Community & Economic Development

Steven R. Cover, Director

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Madison, Wisconsin 53701-2985
FAX 608 267-8739
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November 10, 2011

Mr. George Austin
President, AVA Civic Enterprises, Inc.
2316 Chamberlain Avenue
Madison, WI 53726

RE: Proposal for the 100 Block of State Street

Dear Mr. Austin:

The purpose for this letter is to provide you with some initial comments on the concept plans you have recently presented regarding the redevelopment of six properties in the 100 block of State Street. Although no formal submittal has been made, due to the significant amount of public dialog that has already occurred, I wanted to provide you with our initial thoughts. Staff from my department recently met with Eric Lawson and Doug Hursh from your team and reviewed the proposal and the required steps in the development review process.

Based on that meeting, we understand that the project involves completely demolishing the buildings at 117-119, 121-123, 125 State Street, and rebuilding their State Street facades. The project also involves demolishing the building at 127-129 State Street and building a new structure in a style reminiscent of the original building. The project further involves demolishing the buildings at 120 and 122 West Mifflin Street. A new 2-4 story commercial building is proposed behind the State Street facades oriented towards a proposed private open space at the corner of West Mifflin and Fairchild Streets.

As you are aware, the buildings at 125 State Street (the Castle and Doyle Building) and 120 West Mifflin Street (the Schubert Building) are City of Madison historic landmarks. Buildings are designated as landmarks because their architectural/cultural contributions to the community are unique and should be preserved. Demolition of landmark buildings is something that the City takes very seriously and should only be considered in rare instances for truly extraordinary projects. In the case of 125 State Street, the deconstruction and reassembly of one building wall is not considered preservation as the entire building is designated as a landmark. However, there may be opportunities to adaptively reuse a more significant portion of that structure in a new project. Additionally, staff believes that there is also an opportunity to use all or a portion of the Shubert building at 120 West Mifflin Street as part of the larger project. The Department does not support the demolition of these landmark properties, and strongly suggests exploring ways to incorporate both buildings into the project.

Mr. George Austin
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The building at 122 West Mifflin Street, although not presently a landmark, is a classic limestone structure that staff believe is clearly eligible and worthy to be designated as such. The building appears to be in good condition and does not seem to be a candidate for demolition. It also holds the corner well and relates to the limestone façade of the historic Yost-Kessenich Building that was incorporated into the Overture Project. The Department does not support the demolition of this building.

In addition to the historic preservation issues, staff has a number of design-related concerns. Any new construction, addition, or major alteration in the C4 (Central Commercial District) shall conform to the Urban Design Guidelines for Downtown Madison. According to these Guidelines:

“While new buildings and major additions should possess their own character, design solutions that are obtrusive and present extreme contrasts with adjacent structures should be avoided. By respecting the proportion of window openings and doors of existing buildings, new structures and major additions will possess an appearance of ‘belonging’ rather than ‘intruding.’”

Our staff feels that the site plan, and the massing, scale, rhythm, and proportions of the proposed development disrupts the existing urban fabric along both its West Mifflin Street and Fairchild Street frontages. The structure’s design that is pulled away from the corner disrupts the pattern created by the surrounding buildings. Creating a private plaza at the corner also diminishes the sense of enclosure that is created by buildings that are close to, and oriented towards, the sidewalk.

The Urban Design Guidelines for downtown Madison and the C4 zoning recognize the special design challenges presented by the diagonal streets approaching the Capitol Square. These guidelines and the zoning on the property establish a four-story limitation for buildings along State Street but allow taller structures, up to eight-stories in the right angle portions of the blocks (i.e. the Fairchild/Mifflin Street corner) where no building is currently proposed. From a design perspective, if the desire is to create an open space for an outdoor eating area for a restaurant on the block, this could be achieved while still holding the corner of Fairchild and Mifflin Streets with the existing building. The guidelines recommend that new buildings should respect the existing scale, rhythm and proportions along State Street Mall.

Finally, the project is inconsistent with several recommendations in the draft Downtown Plan (scheduled to be introduced to the Common Council on November 15), such as:

- Establish building setback and/or build-to lines requirements that reflect the character of the areas in which the property is located...as a general rule...buildings in mixed use or non-residential areas should be setback between 0 and 10 feet from the front property lines (rec. 45);
- Preserve and rehabilitate significant older structures, including flat-iron buildings (in the State Street District) (rec. 65);
- Preserve and restore landmark buildings (rec. 161);
- Preserve triangle blocks and associated flatiron buildings and ensure that new development on parcels with acute angles follow that building form. (rec. 175).

In a previous meeting I have requested the floor plans of the existing buildings and elevations of the ground floor with notations noting the bearing walls within the structures. I would also like to know what other alternative design solutions you identified and evaluated which led you to arrive at the

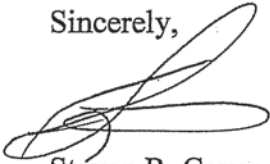
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proposed alternative. At this point, we are not convinced that you cannot utilize the existing buildings on the block to achieve a desirable project.

In conclusion, staff does not support the project in its current iteration. I strongly encourage you to reconsider your approach. We would be happy to discuss this project as the design evolves to arrive at a project that achieves your goals while addressing the concerns outlined in this letter.

If you have any questions or would like to discuss this project further, please let me know.

Sincerely,



Steven R. Cover, *AICP*, Director
Department of Planning and Community and Economic Development

c: Mayor Paul. R. Soglin
Anne Monks, Assistant to the Mayor



City of Madison

Attachment #2
City of Madison
Madison, WI 53703
www.cityofmadison.com

Meeting Minutes - Approved LANDMARKS COMMISSION

Monday, November 14, 2011

5:00 PM

215 Martin Luther King, Jr. Blvd.
Room 260 (Madison Municipal Building)

This is a joint meeting with the Urban Design Commission. If either body fails to achieve quorum, the other may proceed with their agenda.

CALL TO ORDER / ROLL CALL

Present: 5 -

Ald. Marsha A. Rummel; David W.J. McLean; Stuart Levitan; Robin M. Taylor and Erica Fox Gehrig

Excused: 2 -

Michael J. Rosenblum and Christina Slattery

PUBLIC COMMENT

DISCLOSURES AND RECUSALS

SPECIAL ITEM OF BUSINESS

1. [24481](#) 100 Block State Street: 117-119, 121-123, 125, 127-129 State Street; 120, 122 West Mifflin Street. 4th Ald. Dist.

The Landmarks Commission Received an Informational Presentation

BUSINESS BY MEMBERS

ADJOURNMENT

The meeting was Adjourned at 6:54 p.m. by unanimous consent.

AGENDA # 1

City of Madison, Wisconsin

REPORT OF: LANDMARKS COMMISSION	PRESENTED: November 14, 2011
TITLE: 100 Block State Street: 117-119, 121-123, 125, 127-129 State Street; 120, 122 West Mifflin Street. 4 th Ald. Dist. (24481)	REFERRED:
	REREFERRED:
	REPORTED BACK:
AUTHOR: Amy Scanlon, Secretary	ADOPTED:
	POF:
DATED: November 14, 2011	ID NUMBER:

Members present were: Marsha Rummel, David McLean, Stuart Levitan, Robin Taylor and Eric Fox Gehrig.

SUMMARY:

At its meeting of November 14, 2011, the Landmarks Commission **RECEIVED AN INFORMATIONAL PRESENTATION** for the 100 Block of State Street. Appearing on behalf of the project were Eric Lawson and Doug Hursh, representing Potter Lawson, Inc; and George Austin, representing the Block 100 Foundation. Registered and speaking in support were Steve Fix, Gus Paras. Registered and speaking in opposition were Jason Tish, representing the Madison Trust for Historic Preservation; Joe Lusson, Rosemary Lee, Donna Hellenbrand, and Carolyn Freiwald. Registered in opposition but not wishing to speak was Larry Lester. Registered as neither in support nor opposition were John Caputo, Daniel L. Milsted and Maria Milsted. Lawson and Hursh presented plans for the 100 Block of State Street. Mr. Lawson explained the process of the design team to date. He explained that a public meeting was held with the Capitol Neighborhoods and City Planning staff. The project contains 3 goals: Maintain the character of State Street, to transform Fairchild Street across from the Overture Center, and to support the community. Net proceeds would benefit the Overture Center and increase the tax base, as well as add jobs to the downtown area. This project will pursue LEED certification, and will enhance the visual image for residents and visitors to the City of Madison, and create a hierarchical node for the emerging cultural arts in the city. He described the six properties that would be affected by this development:

- 127-129 State Street, constructed in 1867.
- 125 State Street, two-story building originally Firehouse No. 2, now the Castle & Doyle building originally constructed 1921-1922.
- 121-123 State Street, 3-story building, C.E. Buell building dating to 1912, currently apartments.
- 117-119 State Street, tallest on the block at 4-stories, constructed in 1916 and remodeled in 1959. The façade was transformed in 1994 to what you see today.
- 120 West Mifflin Street is the Andrew Schubert building constructed in 1908.
- 122 West Mifflin Street is a 2-story building constructed in 1925.

Lawson continued with the zoning restrictions for the area; the proposed project meets the height, mass and density requirements and will require a conditional use permit, as well as meet the Urban Design District and Landmarks guidelines. Lawson further described the uses for the buildings and their orientations. The concept as the buildings are removed and reconstructed is that the floor levels along State Street start to line up for

accessibility into the retail spaces. Hursh detailed building materials and how those will be incorporated into the new construction.

Jason Tish, representing the Madison Trust for Historic Preservation spoke in opposition to the project. He cited that this proposal entails a full on demolition of six buildings, two of which are landmarks. Portions of the State Street façade materials would be salvaged from three of the facades, on Mifflin Street one designated landmark building and another two-story building in good condition would simply go away. It would completely reconstruct the flatiron building with all new materials. This is not maintaining the architectural and historical character of the block. This is a blatant violation of City policies. These buildings contribute a great deal to our sense of place and our sense of identity. These buildings are all in good condition and are economically viable. Discussions of green or sustainable aspects to this project are false; consider the energy it takes to demolish six buildings, the additional debris transported in diesel trucks to the landfill, the energy it takes to extract, refine and manufacture materials for new construction, the energy it actually takes to construct the new buildings; a green roof LEED certification and sustainable materials is simply a green wash with this project. \$10 Million could go a long way, perhaps all the way, in restoring and rehabilitating the buildings under this proposal. In terms of jobs, rehabilitation and restoration projects create more jobs per million dollars of investment than does new construction.

Steve Fix spoke in support of the project. He sees it as a benefit to downtown Madison. He stated Fairchild Street now is ugly, the fire escape is not aesthetic at all. All the recommendations in the Downtown Plan need to be weighed to make a decision.

Joe Lusson, downtown homeowner and member of the Tenney Lapham Neighborhood Association spoke in opposition. This plan is wasteful, unnecessary and divisive. This plan disrespects the architecture and history that makes Madison unique. The building owners have money so it appears imagination is what they lack. It is not acceptable to tear down landmark buildings to replace them with brand new buildings with new materials that look vaguely similar. If you want to make a glass fantasy land, please do it somewhere other than on one of Madison's most historic and iconic blocks. If you want to tear down buildings please be sure they are not of historic value that the people of Madison and Common Council have said is too valuable to be lost. I hope we are less enamored with the LEED certification which is a joke. If the fire escape you own is rusty, paint it; if there are garbage bags stored on them, ask your tenants to remove them. Please go back to the drawing board and make sure your plans include restoring these wonderful buildings rather than demolishing them.

Gus Paras spoke in support of the project as a building owner who sees his building as not worth saving. The walls are leaning in and the foundation is not in good condition. He will not spend any more money to fix up this building.

Rosemary Lee spoke in opposition as a downtown resident. This development will not complement the historical or architectural aspects of our most iconic block. Landmark buildings must not be sacrificed for new glass and metal buildings. Saving what they can is not good enough. Façade-ectomies are not historic preservation. To deconstruct and then reconstruct these great façades are not thoughtful stewardship of these buildings. The Castle & Doyle tiles are irreplaceable; no one left today can duplicate those. There are too many unanswered questions about the fate of the small business people who are the spine of our downtown economy. Will Mr. Frautschi make them whole for their financial losses due to this construction? Just because Mr. Frautschi gave us Overture and is very affluent does not give him the privilege or the right to destroy our most iconic block and rebuild it to what he thinks it should be.

Carolyn Freiwald spoke to the penchant for developers and other esteemed members of our community who contribute a lot to Madison buy a lot of property and try to bypass City rules and regulations that are supposed

to guide our development and help our City grow in a way that's planned. It is shocking to think about demolishing two landmark buildings and six other historic buildings that form a coherent block that tells the story of our history from 1867 until the 1920s and represents about every type of architecture. In order for us to understand and know our history we need to have something that represents that; something you can see, go into and feel. You don't demolish buildings for views.

Donna Hellenbrand spoke in opposition, making note of the thought of some to just tear down buildings that are not in ideal shape. As the owner of a 1925 home, she sought to rehab it rather than tear it down and start over. Most buildings can be saved and are structurally sound. It's a bad idea to just get rid of them. As a walking tour guide of State Street, people come from around the world (to understand and appreciate the character). They get excited to look at the buildings and learn their history.

Questions and comments from the two Commissions were as follows:

- (Rummel) What is the problem you are trying to solve?
 - It's not so much a problem we're trying to solve but an opportunity we're trying to capitalize on. This block as developed in such a way as to have significant civic structures and investment, which creates a different situation than any of the other blocks. The Block 100 Foundation see the opportunity to strengthen the block. To preserve the architectural character of State Street while creating a vibrant new use along Fairchild Street, in the sponsors' views, will do something very special.

I assume you looked at the floor plans of the existing buildings and tried to determine what could you do for Fairchild Street. Did you do those iterative kind of steps you could share with us so our committees can understand how you bypassed internal remodeling and repurposing the back of the buildings.

When we file our applications we'll have additional materials for you to review. The opportunity to repurpose the backs of the buildings in a way that would create a sense of vibrancy that plays off the three civic buildings became the key issue. Thinking of how to do that in relation to how much work the buildings needed, the opportunity to create something to attract people as a destination was the real reason for the strategy. The idea of creating a complementary side to Fairchild and Mifflin corner was thought to be very important. In doing that strategies to how much of the buildings could be saved, at what point in there a break point where that investment may not provide a return, those all played a role in the proposal you see before you.

Did you do any market studies for new offices, small businesses, are you seeing a need you are filling as far as this new building?

The buildings you're seeing here are essentially the same footprint. Ground floor spaces will remain retail and restaurant. The 2nd, 3rd and 4th floors would be all office environment with no residential. The existing apartments are middle-range and not handicapped accessible. The desire of the sponsor is to make them into office spaces. These spaces are unique being on upper floors with a pedestrian walkway beneath. It will have physical accessibility and new HVAC in the heart of our downtown.

Have you done market research or are you just assuming?

We have not spent money on market research and frankly I don't think it's needed.

- Having architecture that's expressive of modern materials and techniques is a necessity. The landmark structures as well as the 122 West Mifflin are special, unique pieces of architecture that should remain. The Frank Riley stone building very much has a dialogue with the Yost building. That opportunity should be studied. The concept of eroding the urban/street edge to create the outdoor space is one thing I wonder if it has been studied by the City regarding West Mifflin; making that edge of the block a public street and narrowing that to create an opportunity for outdoor dining while not eroding the street edge. (O'Kroley)

- Central to the concept is the idea of the open space and the node it creates and the ability to represent the emerging cultural arts district. Studying that building and have it relate to the Yost building has not been done because of the central desire for that separate node to be created.
- (Fox-Gehrig) Why? Why replace that building with a brand new building of the same size and essentially the same use? Why not retain a restoration/preservation architect who could look at reusing those buildings as they exist.
 - In regards to the Schubert building, the opportunity to connect that frontage to a front door on North Fairchild and State Street presents itself. In so doing it creates a unified front along Fairchild at the corner of Fairchild/Mifflin Streets and our sponsors thought that was very important. In trying to use that building in trying to line it up, the floor heights don't line up in particular, and to utilize the building separately as retail space, we questioned the viability of leaving the building exactly as it is and thought the connection to the broader floor plan on the first floor would be a better long-term use.

And why is it not currently being used as a retail space?

There isn't a lot of demand for it. We haven't had any people contact us to rent it and it is in need of significant repair.

- Recreating the façade with new material is something that unfortunately for your development, the buildings are special and just recreating them after you've torn them down has a certain Disney quality that we try to avoid. It would be nice to see construction done in an appropriate place where you don't have landmark buildings that could be modern construction with modern materials. I wonder if the Historic Museum would have pictures of 120 Mifflin that people could look at. If you could talk about the LEED versus deconstruction; the cost to haul off materials and demolish the buildings, and the value of the LEED versus the cost of demolition. (Slayton)
 - The reason for LEED is to make energy conscious decisions for the reconstruction. Reusing materials that are there but putting them into energy efficient systems. Paying the premium to get a better mechanical system now, which saves money in the long run and that money can go back to Overture.
- I would think that if you're proposing to raze these buildings, the first thing I would do is research, "is it really as bad as we think?" If you raze them, how do you rebuild? To rebuild these buildings as facsimiles seems like a lost opportunity. It's faux design. As I understand it this is what your client wants. I assume the decision to rebuild this as facsimiles was something your sponsor wanted, is that correct? (Barnett)
 - The important part we thought is to maintain the character of State Street. I don't think you could say all of them is representative of the original historic structure. The general desire was to have buildings that maintain that character and not remove that from the fabric of the City.

You're referring to character of style as opposed to character of rhythm and scale and massing. One can design a building that keeps that massing and rhythm but is built in the 20th Century as opposed to the 19th Century. These are meant to look like 19 and early 20th Century buildings. Is this something you wanted to do or the sponsor wanted to do?

It's a vision for what collectively we felt the downtown, this development, would be used for. You've traveled, you've done research, etc. I understand that when a building has reached a difficult point maybe it is easier to take it down. Projects become easier with a clean slate, not richer in terms of their value and meaning to the city. Did you look at other historical precedents of projects that are similar to this that worked well and didn't work well? When you arrived at this design, can you describe some of the other general concepts that you came up with.

- We have not done extensive research on other projects outside the City of Madison. Regarding other architectural styles...

Not architectural styles, the footprint, the rhythm, concept of where the open space goes, whether it's a solid block.

- Like I said earlier one of the central concepts was to create this node for the emerging cultural arts district. The idea of a garden space and the removal of 121 has always been what we've talked about because it's at the intersection of the Library, Overture, future museum complex. There's a greater opportunity here than to maintain 122 West Mifflin Street.

To a certain extent the desire was to keep State Street; retail, commercial uses above and changing the housing to office. Create something new on Fairchild Street and as those two concepts intersected the constructability issues and issues in terms of the nature of the construction, old vs. new, tying it together in a reasonable way, creating an economically feasible project collided and I think it's fair to say that the solution we ended up with that you see tonight is farther than we intended to go but felt that what we were trying to achieve justified that approach. We haven't filed an application yet so we're going to take all this into consideration.

I assume at some point if requested, I know people are living there but I assume we'll have access to those spaces, to take a look at them, for Landmarks and Urban Design Commission.

- (McLean) I'm curious how you arrived at the square footage.
 - From a gross square footage standpoint, we are at 40,950 square feet. That is exactly 8,618 square feet less than what's on the block right now. A lot of the removal is at the corner building, a bit less than 9,000 square feet of removal.

As far as tenant space, what do they pay out for residential versus commercial?

It's all apartments but for 117-119, they have two office floors on the top.

Rental per square foot?

I don't have those figures. It's a combination of having efficient floor plates. The apartments rent for about \$750/month. The rent on office space would be greater than that in terms of square footage, as well as a maintenance responsibility. Looking for an efficient use that can allow the net operating income to not be encumbered by a lot of operating costs so the bottom line can be as large as it can, and go to support Overture Center in the future.

The removal of existing rental space to provide new rental space, the amount of energy and resources going into that, the buildings are already owned by the foundation that is going to benefit, the income would already be there, I'm curious to how much you'd gain. Have you studied that, have you looked at it or was it not even a thought about using the existing spaces to support the Overture, as opposed to creating new to do the same.

The short answer is yes. We will have that when we file the applications.

- I appreciated your packet because I like to look at pictures of old buildings, and one that really struck me was the Vallender building (127), was once three-stories and I wonder if you looked at restoring that additional story, from what I've learned that architectural style is really rare and unique and probably under-appreciated because of the paint job. I will want to see that you've studied the existing building and rehabbing them before I can even think about demolition. It struck me that the spaces between 117, 119 and 121-2, could you look at creating some connection between the two streets there, opening a pathway? Maybe there are some ways to fix the façade on Fairchild that gets a more attractive full street. I really want you to look at what you can do with what you have. You have some incredible, beautiful buildings that should not be torn down. It seems like a lot of money that you could do other things with. (Rummel)
- (Fox-Gehrig) Your first goal to maintain the character of State Street. In order to do that I think the best thing is to restore the buildings that are there. Your sponsors, having invested a significant amount of money into the emerging cultural arts district, I think there's a great opportunity here to have new building, new library, potential new historical society/veteran's museum, and this excellent little jewel of a historic block restored in the middle. That makes a really nice story of the City of Madison. The second goal would be to transform Fairchild Street. You want a restaurant, I think a great opportunity there is the Silver Dollar, why not tie that to the Fairchild building that we also call the Stark building.

Gigantic windows on the first floor right across the street from the Overture, what a great place for a restaurant. It seems like a great opportunity to use what's there. What about a green roof on the top of the existing building. Wouldn't all the people at the Overture like to look down at the green roof across the street? Restore the backs of those buildings and consider that they are a part of the fabric of our City. The third goal, support the community, I wonder if when these buildings started to get purchase in the last five years, at a significantly higher sum than their assessed value, was that their intention at the beginning of purchasing that this would help the Overture or was that not an issue?

The primary purpose in the acquisition of properties was to be able to maintain the scale on the block and that improvements could be made along Fairchild Street. The decision of whether to support Overture Center or some other public charity had not been made yet.

- In this case there's an obligation to talk about a larger context in terms of urban design. How in Madison do public facilities or major buildings like Overture relate to their surroundings and open space. What things actually work in town? I think we need a broader discussion of how Madison's achieves solutions there as we're considering this proposed project. Those would be part of a context discussion that would be helpful for urban design. Marsha's discussion about potential walkway through the block, which in a way your restaurant is doing, it seemed in the plain view there was a remnant alley in that block and I wondered if that had actually gone through at any point. Does the use of that kind of a space and how the façades work is something I'd be interested in seeing. I would urge you to think broader than just these blocks for that discussion. (Wagner)
- (Levitan) Your comment that you will save as much stone from the Castle & Doyle building as you can raises in my mind that you might not be able to save it all. Is that correct?
 - The Castle & Doyle building doesn't have stone, it has terra cotta façade. What I said was we were taking tiles off the building and putting them back up.

How exactly will you go about that and what precedent do you have to make us comfortable that that will work?

 - I don't have any personally. We're working with Jacob Arndt; one of the things they said to us was working around trying to save that façade and leave it up could damage some of the tiles and it would be safe to take them off. When they looked at it they were satisfied they'd be able to take them off and put them on again.
- (Levitan) Mr. Paras stated that the Schubert building said that if the building stays closed with no heat it will be falling down. What steps have you taken and what steps are you taking to maintain and preserve 120 West Mifflin?
 - Care has been taken to maintain it. We've added structural reinforcement in the basement to keep it from falling in on itself. There are no HVAC leaks and it's monitored on a regular basis by the property manager.

In terms of it falling in on itself, when the Common Council and Landmarks Commission considered the landmark status for 120 West Mifflin, Marty Rifken in opposing the landmark designation submitted an engineering report which as I read it did not say the building was in danger of falling down. Did I misread that report?

- I don't know if you misread something or not, all I know is we'll have that information as part of the submittal.

And when you talk about office space, what class?

- It will have Class A amenities but Class B space because it doesn't include underground parking.

And have you projected, since the economics of this are critical, have you projected what the assessments and the rents will be when you're all done?

- Regarding assessments, since we're not asking for any public assistance or TIF we haven't focused on the value afterwards. It will be on the tax roll and taxes will be paid. That's an assessor's decision based on income and cash flow of the property, I assume it will be at least the \$3.842 Million that it's assessed at today.

But less than the \$7.5 Million it was purchased for?

- It may be.

Looking at the garden perspective, Mr. Hursh referred to this as outdoor dining for the restaurant. Where is the public access and where is the private access?

- It's in a series of terraces to make up the 3.5-foot variation in height. There is an opportunity to have a larger area for tables if the restaurant desires to have outdoor seating. If not, that would be eliminated and become garden space.

So where those people are walking is all private space?

- That's correct.

You use the phrase "we're going to submit in order to make this timetable." Have you changed that timetable, are you entertaining changing that timetable?

- We're looking at submitting on January 4th, which is the preliminary schedule for next year's meetings. Capitol Neighborhoods expressed concern about filing over the holidays so we will wait.

We appreciate that. I am going to require a tour, that will be necessary.

- (Barnett) Can you talk a little bit about the decision to make the open space "non-activated" versus activated. It's an interesting composition of terraces and different landscape materials but it's not a people place or a space where you can have an outdoor performance. It's fairly controlled.
 - I would say it's an activated space because it's a front door to the restaurant at that location. It will have tables outside the restaurant. We want the space to feel and look attractive. As you come around the corner it's an "aha" moment. We also don't feel that as a public space that was appropriate. It is private property and will remain as so. It's designed in a way to be walked by, but the corner to the restaurant, possibly some testimonial to the architecture of the block could be included.
- Do I infer correctly that this plan goes back to the original days of the Overture Center? (Levitan)
 - Not the original days, since 2006 when Overture was completed.
- How is the space going to be controlled because it seems pretty public to me. (Harrington)
 - It's a very small space and a good half of it will be the platform where the seating is outside of the restaurant. The elevation change will be a cue. It's not a flat space and won't have benches. The planting scheme a is very horizontal pattern to Fairchild will be planted densely so there is no lawn for sitting.

What percent to that space would be able to have tables and chairs?

- Just this upper area would make room for a few tables. Again it's up to that restaurateur. Otherwise we'll turn it into garden space.

It seems like the space, being across from Overture Center, you're only using a small portion that might use the restaurant, the idea of activating the space and have some public events would make a lot of sense and really make this an art spot rather than a planted area. And given the state of the State these days, how sure are we that the State Historical Museum building is going to get built, and what if it doesn't? Does it matter?

- It doesn't matter if it's part of this. Ideally it would be but the State has not said if they are going to build it or not.

It seems like everything you're saying is the reason why you want this open space is because of these three buildings, that they are important.

- (Levitan) In 2007 when the Council voted unanimously to make the Schubert building a designated landmark, it knew that Marty Rifken wanted to tear it down and do a development there. The Council fervently rejected the plan of tearing that down and doing a new development. Knowing that, was there any point where you thought about approaching this project from the standpoint that the Schubert building doesn't get demolished?

- I think I answered that on an earlier question. In part it's a function of a building concept, and they proceeded to given what's there and create a new edge to Fairchild Street, one issue buildings on another issue. It led the project to a solution that calls for more construction, new construction than we originally envisioned necessarily undertaking. But faced with the choices we had and the outcomes, we're representing what we feel is the best choice. And based on the feedback we've gotten we'll continue to look at it before we file.

The Chair asked Austin if he had any comments in response to the Department's letters. He replied that the project team and sponsors are in possession of the Department's comments, they will be reviewed carefully as they think through the next month in terms of applying for land use approvals for this block. They will continue to work closely with the neighborhood.

ACTION:

Since this was an **INFORMATIONAL PRESENTATION** no formal action was taken by the Commission.

City of Madison Landmarks Commission
LANDMARKS AND LANDMARK SITES NOMINATION FORM (1)

Name of Building or Site

Common Name: Badger Office Supplies

Historic Name: Schubert Building /
Silver Dollar Saloon and Restaurant

Location

Street Address: 120 W. Mifflin St.

Aldermanic District: District 4 (Mike
Verveer)

Classification

Type of Property: Commercial

Zoning District: C4

Present Use: Commercial

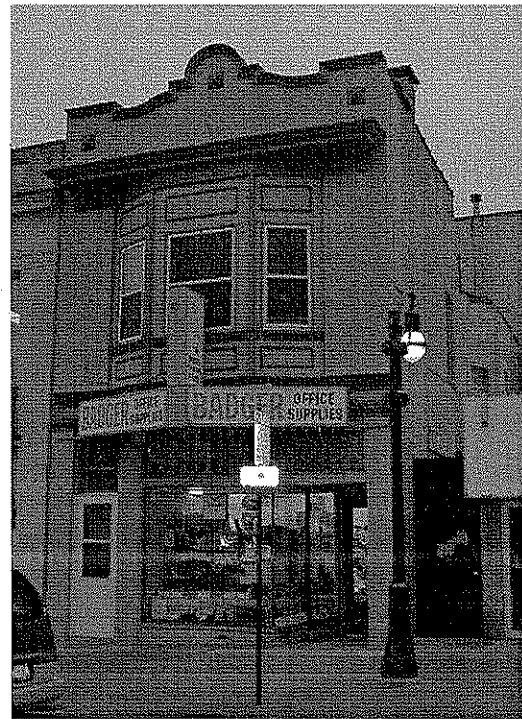


Fig. 1: The Schubert building 1/2006.

Current Owner of Property (available at City Assessor's Office)

Name(s): Central Focus LLC

Street Address: PO Box 2077
Madison, WI 53701-0000

Legal Description (available at City Assessor's Office or online at cityofmadison.org)

Parcel Number: 070923101102

Legal Description: ORIGINAL PLAT. NE 19 1/2 FT OF SW 59 FT OF SE 8 FT OF
LOT 2 & NE 19 1/2 FT OF S W 59 FT OF LOT 3. Block 76.

Condition of Property

Physical Condition: Good

Altered or Unaltered: Minimal alteration

Moved or Original Site: Original

Wall Construction: Brick

City of Madison
LANDMARKS AND LANDMARK SITES NOMINATION FORM (2)

Historical Data

Original Owner: Andrew Schubert

Original Use: Restaurant

Architect: Ferdinand Kronenberg

Builder: Unknown

Architectural Style: Queen Anne

Date of Construction: 1908

Indigenous Materials Used: Unknown

List of Bibliographical References Used***City and State Archives:***

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Form Prepared By:

Name and Title: Carolyn Freiwald
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Telephone Number: 251-2547
Date Form Was Prepared: October 31, 2006

Landmarks Commission

LANDMARKS AND LANDMARK SITES NOMINATION FORM (3)

Present and Original Physical Construction and Appearance

The Schubert building at 122 W. Mifflin Street is a brick commercial building constructed in the Queen Anne style in 1908 by Ferdinand Kronenberg. It originally housed Andrew Schubert's Silver Dollar Saloon and Restaurant, which closed as Madison implemented prohibition in 1917 in advance of national legislation. Its appearance has remained largely the same since Badger Office Supply opened in 1941, operating there for 55 years. The business moved in 2006 and the building is now vacant.

Exterior

The two-story store and apartment has 8-inch thick brick walls and is 29 feet high. It is situated on a triangular block of two and three story historic buildings that represent the full spectrum of early architectural styles in Madison. The adjacent two-story Fairchild building façade matches the Schubert building's main design elements, although in different architectural styles. To the east, two one story buildings have formed a break in the block for at least six decades. Two 19th century buildings connect the Mifflin block to the 100 block of State Street.

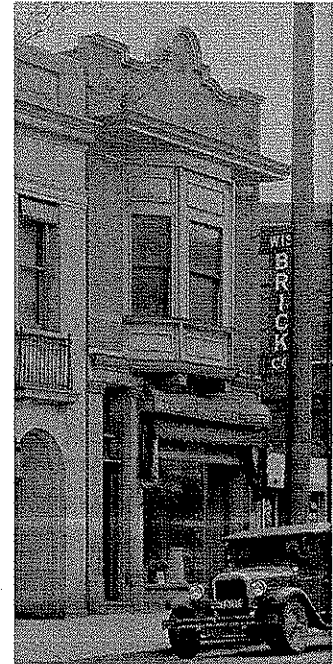


Fig. 2: McVicar, 1929.

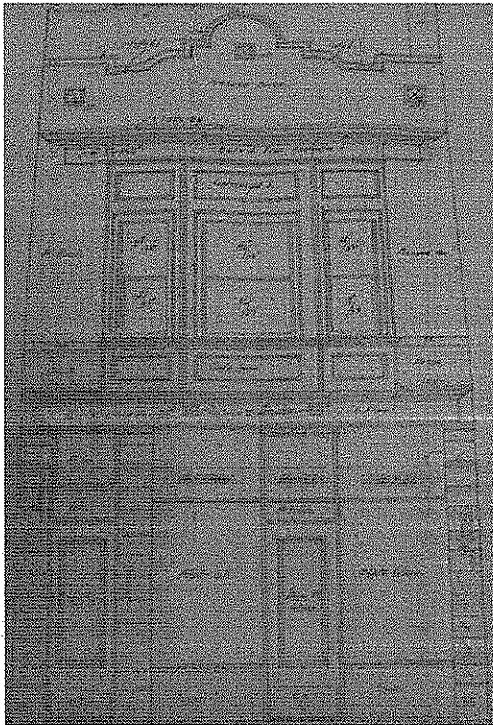


Fig. 3: Kronenberg exterior plans.

The architectural plans may show a different vision than the one actually implemented during construction. The plan in figure 3 shows a centrally placed front door, though the overall design

The roof outline is formed by a Flemish gable, and three simple ornamental plaques decorate the building's front face. Both the pediment and the plaques reflect the tendency in Queen Anne residential designs, where the style popularized, to decorate all available surfaces. The most notable element is the bay window on the second floor, with panels both above and below double-hung sash windows. Bay windows are one of the most obvious elements of the Queen Anne style that could be used on commercial buildings. It allowed expanded space for small buildings visually if not in actual square footage. One row of larger bricks forms a variation in texture on the building's face that aligns with the bottom of the upper window panes. A false eave overhangs the bay windows and friezes repeat the pattern, separating the first and second floors. The north side of the building has inverted bay second story windows that face the Capitol, and a single window with an ornamental arched brick lintel. The chimney has a corniced cap, as seen in Frederick Kronenberg's plans in figure 3.

still retains the asymmetry characteristic of the Queen Anne style. Close examination of the mosaic tile design suggests that one pattern formed the bar area and another the dining area. The entryway is not clearly demarcated. However, a photo from 1929 (see figure 2) shows the same storefront layout that exists today. If the storefront is indeed unchanged, it is the oldest intact Queen Anne commercial storefront in Madison. If modified, the essential element – the transom window – remains undisturbed.

Queen Anne buildings typically incorporate design elements from other styles. The trim on the bay window and cornice are in a Progressive non-historical design much like that seen on Progressive houses of the same period. Two simple brackets provide support for the window, and an Arts and Crafts-inspired transom window decorates the entire storefront. The Schubert building also includes Classical design elements. The door to the second story is framed by two stone pilasters that imitate Tuscan columns. The capital and base project slightly from the wall and offset the brick building material. Another pilaster frames the wood-paneled first floor entryway, and the design is repeated next to the door. The limestone foundation is visible along the base of the building, though it is largely obscured by the modern sidewalk.

The first floor storefront window lies beneath a handsome leaded three-paneled glass transom. Glass transoms were very popular at the turn of the century, marketed as a way to increase natural light levels as well as draw attention to storefront displays. With the advent of electricity, many transoms were covered or removed and very few remain in Madison buildings.



Fig. 4: the transom window at 120 W. Mifflin in 2006.

The Schubert transom window is unique among remaining transom windows. The closest comparison can be made with Arts and Crafts style windows at 546 W. Washington. Currently home to the Electric Earth Cafe, the windows have a simple two-color design of pale white and clear glass repeated across the storefront (see appendix). The building to the east also has striking Arts and Crafts transom windows with panes of clear glass that form an arch above display windows. However, neither the elaborate color scheme and ornate design of the transom nor the building style are similar to the Schubert building. More common are prism glass transoms, yet these, too, are found only infrequently. A survey of Atwood, Johnson, Lakeside, Monroe, Regent, State, University, Washington, Wilson, and Williamson neighborhoods found very few extant prism glass windows, such the recently restored Neuhauser Pharmacy at 1875 Monroe Street, the Castle and Doyle building, Irish Pub (317 State), and Art Gecko (507 State)

on State Street, and possibly 845 E. Johnson. A survey of Historical Society records on Madison commercial buildings also failed to locate buildings with visible transom glass. Most transom windows now have been remodeled or replaced with boards or clear glass. The Schubert window is the only surviving transom window of its kind in Madison.

The ornate design incorporates curving floral patterns with the stylization of the Arts and Crafts movement. An abstract fleur-de-lis motif is repeated vertically; elegant black and creamy white segmented stems grow from the main flower to form a second larger blossom with dark green arches that return to the bottom of the panel. The main design is repeated six times on each side panel, connected by half arches to a variation on the same theme in the central panel. The horizontal continuity across the storefront is intensified by a band of opaque orange and milk white glass connecting the bottom fleur-de-lis. It brightens the mottled green background and contrasts with black and clear panes of the upper flower design. The sinuousness of the design owes its grace to the French Art Nouveau style, which was used only sparingly in the United States and almost never in Madison.

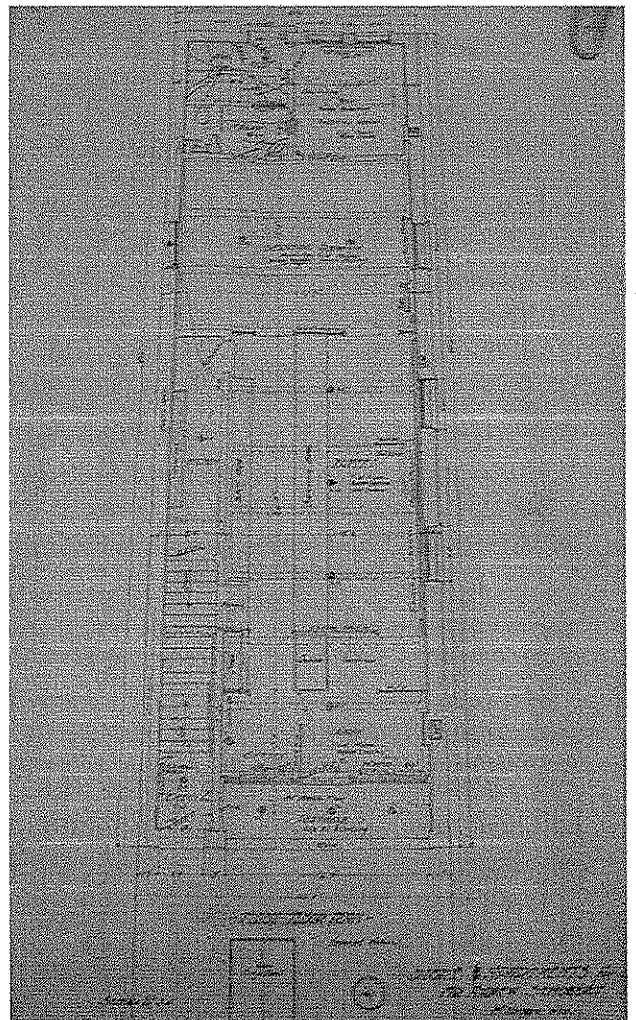
It is difficult to identify the maker of the transom window as they were rarely signed. Many Madison businesses ordered basic designs from catalogs, choosing color schemes for machine cut glass made in Chicago. Since Schubert conceived of the 'silver dollar' theme for his restaurant in a Chicago barber shop with similar decoration, this scenario is plausible. The transom remains intact and shows no visible breakage or warping. It is partially covered on the exterior by the Badger Office Supply sign and with a large and antiquated heating unit inside.

The most visible alteration is the Badger Office Supply sign, which was attached to the exterior of the front facade decades ago (see photo on previous page). Other materials new to the building are those that receive the most wear; second floor windows have been replaced and a screen door added to the second floor entryway.

Interior

The interior floor plan of the first floor appears to remain relatively unaltered. The most notable element is the mosaic tile floor, which remains intact though in need of repair. The pattern drew from the name of the restaurant, reputedly incorporating actual silver dollars into its design. The silver coins are long gone, but the original floor remains after nearly 100 years. Also extant is a patterned window in the stairwell to the second floor. It imitates casement style windows popular in Victorian homes. Its condition is difficult to assess as it is now painted.

Fig. 5: Kronenberg interior plans.



City of Madison Landmarks Commission
LANDMARKS AND LANDMARK SITES NOMINATION FORM (4)

Significance of Nominated Property and Conformance to Designation Criteria

Summary

The Schubert building is being nominated as a City of Madison Landmark under criterion 3 of section 33.01(4) of the City of Madison Code of Ordinances as architecturally significant as a good and representative example of a small Queen Anne commercial building with a large bay window. It is one of the only remaining Queen Anne commercial buildings to retain its original storefront. The leaded glass transom is a rare surviving example of decorative windows on commercial storefronts and is unique in Madison. The building will be discussed in the context of the Queen Anne style in Madison, as well as its place in the State Street historic commercial district. The businesses at 120 W. Mifflin also illustrate important events in Madison's history, some of which will be highlighted here.

Architectural History

The designer of the Schubert building, architect Ferdinand Kronenberg (1877-1944), was a German immigrant whose work spanned nearly five decades in Madison. Much of his legacy survives, and includes a range of styles, including Queen Anne, Art Deco, Craftsmen, and Neoclassical Revival. He built different types of buildings as well as varied styles, including hospitals (St. Mary's), schools (Emerson School at 2421 E. Johnson), hotels (the Cardinal Hotel on E. Wilson St.), churches (St. James Church), and businesses such as the Weber block (218 State Street) and the Gill-Joyce funeral home.

Kronenberg's most interesting buildings were his commercial designs. In the later 19th and early 20th century, Queen Anne architectural details were being added to commercial buildings in downtown Madison. In addition to the Schubert building, Kronenberg's contribution to this style includes the Boelsing building (1907) at 126 State St. and the Standard building (1909) at 208 State St. Another notable contribution includes the Carroll block (18 N. Carroll), where he may have worked when he designed the Schubert building.

Queen Anne design

The Queen Anne style typifies Victorian homes and drew inspiration originally from an architecture style common in England centuries earlier. The concentration of Queen Anne style commercial and residential buildings downtown, especially near State Street, reflects Madison's economic prosperity and growth near the turn of the century. Architects often added progressive styles into their Queen Anne designs, influenced by Classical or Prairie School ideas. The buildings usually combined a variety of textures and materials in their exteriors and most often incorporated bay windows into the design. Commercial buildings often had a residential quality, but most had flat roofs, first floor storefront windows, bay windows on the upper floors, and a strong cornice that usually had neoclassical trim. The Schubert building has each of these qualities and is an excellent example of the style.

The Schubert building is part of a concentration of Queen Anne design in the State Street area with many similar design elements. The 1905 Lamb building (114 State) has a rounded corner turret and two-story bay windows, along with a leaded glass transom of medieval design. The 1907 Boelsing building (126 State) and the 1907 Schumacher building (214 State) have bay

windows with classic style columns flanking them on either side. Other notable Queen Anne buildings include the 1902 Schmitz building (419 State), the 1899 Gay building (302 State), and several Queen Anne style residences. Several comparable styles exist farther afield; the 1907 McCarthy building at 2134 Atwood Avenue probably also has an original storefront, as well as bay windows on its side and front facades. The 1907 Olwell building at 602 University Avenue also has a bay-windowed façade, but is three stories in height.

Historic Context

The Schubert building originally was constructed to house a restaurant in 1908. Restaurants in Madison usually were not stand-alone ventures, but also housed other enterprises such as hotels or candy shops. Germans also ran most saloons, which were popular – though not long-lived – enterprises downtown. The Silver Dollar received a liquor license in 1909 and proprietor Andrew Schubert adjusted the name of his business to the Silver Dollar Saloon and Restaurant to reflect the new addition. It quickly became popular with students, traveling businessmen, actors, and politicians. It was reputed to be one of the finest in the state, with silver dollars inlaid in tables, the bar, and across the floor.

Saloons were popular business ventures; by the turn of the century, Madison had one saloon for every 38 adult males. They also created enormous controversy. Groups like the Women's Temperance Union had attempted to reduce both the number of saloons and their influence since the 1870s. 'Blue laws' established in 1859 were but temporarily enforced in Madison, and saloons conducted brisk business on Sundays. However, the Silver Dollar was not Schubert's first tavern; his former business with father-in-law Frank Fleckenstein closed when all saloons were eliminated in the vicinity of the University. And that building became Oscar Rennebohm's first drugstore, the Badger Pharmacy. By 1908, the temperance movement had lobbied successfully to double liquor license fees, and Madison had four dry districts where no liquor could be sold. Schubert opened his business just after the University dry district was enlarged and 16 of Madison's 99 saloons closed.

By 1913, Madison again had nearly 100 saloons and the city council had a pro-tavern track record. However, temperance sentiment in the country was growing, and in Madison, lobbies once restricted to church groups now included progressives and business leaders. By 1914, the Silver Dollar Buffet was managed by Robert and Leo E. Daggett, who lived in the upstairs apartment. A former machinist and foreman at the King and Walker Co. and a longtime Madison resident, Robert Daggett's run as a saloon operator was short-lived. By 1916, 87% of US counties imposed prohibition and a state law was passed limiting the number of saloons in cities. In 1916, the Madison common council followed a State of Wisconsin law limiting the number of saloons. The city had 1/3 the number operating during the 1800s. By 1917, the Silver Dollar Buffet was closed. The rest of Madison's 64 saloons closed at midnight, June 30th, 1917.

The Schubert building storefront remained vacant until 1919, when Andrew H. Schubert attempted to revive business selling soft drinks. He then retired and sold the building to I.E. Caldwell, who purchased the building in 1922 for religious purposes. The building next housed Bester Bros. Music Store (1925), the Heibel Coffee Shop (1927), the Wisconsin Brick Co. (1931), and Thelma's Beauty Shop (1939), but the longest-lived tenant is Badger Office Supplies, Inc. Badger Office Supplies first opened in 1941, and remained for more than 65 years as the first floor tenant, before relocating to the Capitol Square in 2006.

"Andy" Schubert Made Silver Dollar Idea Pay Off in Famed Buffet Here

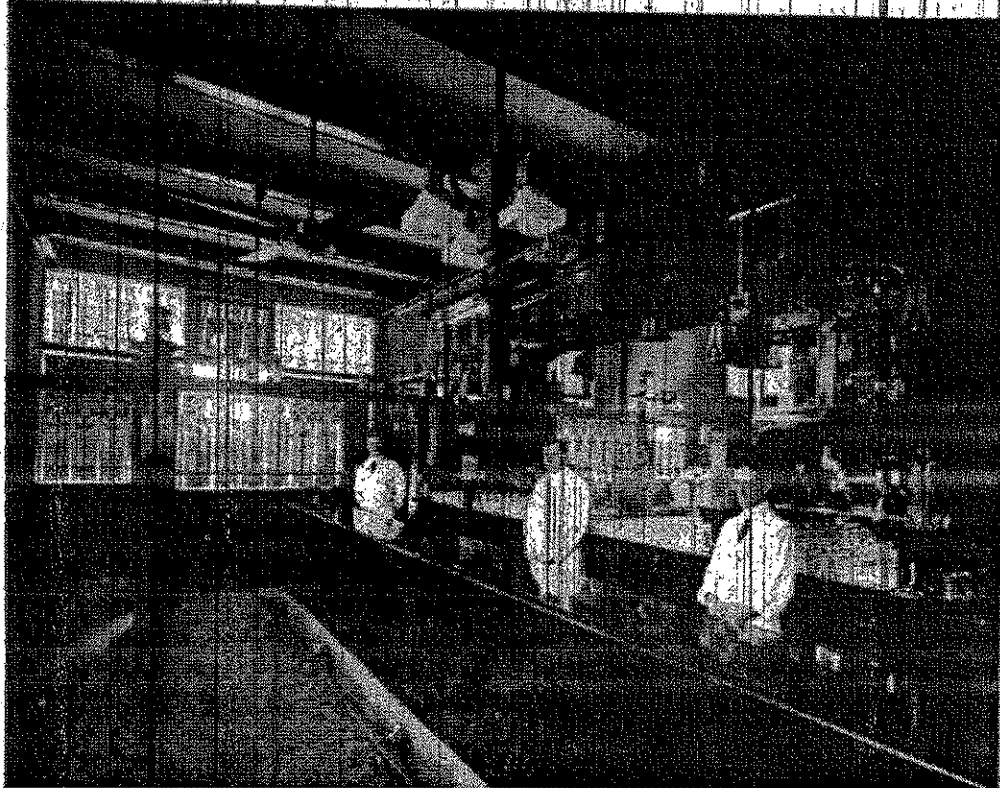


Fig. 6: Early photo of the Silver Dollar's interior, printed in the Wisconsin State Journal, 8/4/46. Bartenders included Leo and Frank Daggett, "Bud" Beyler and Frank Faringer.

Both Badger Office Supply and the Silver Dollar share a legacy as two of Madison's longest-lived businesses. The Silver Dollar was revived again when prohibition ended, this time in its current location in the Mifflin Street Arcade, and has been in business ever since.

Appendix

Transom windows at 546 W. Washington:



1903 design catalog fleur-de-lis pattern choices:

