



Project Name & Address: 101 N Hamilton Street, Draper Brothers Block

Application Type(s): Certificate of Appropriateness for exterior alterations to a Designated Madison Landmark

Legistar File ID # [66291](#)

Prepared By: Heather Bailey, Preservation Planner, Planning Division

Date Prepared: July 20, 2021

Summary

Project Applicant/Contact: Emily Mader-Kiley, Angus-Young

Requested Action: The Applicant is requesting that the Landmarks Commission approve a Certificate of Appropriateness for repainting the brick exterior, creating new window openings, filling a window opening with brick, replacing 2nd floor windows on the front façade, replacing side doors, installing a limestone base along the E Mifflin Street façade, and adding a panel signage board.

Background Information

Parcel Location/Information: The subject site is a Designated Madison Landmark

Relevant State Statute Section:

Wisc SS 62.23(7)(em)2m. In the repair or replacement of a property that is designated as a historic landmark or included within a historic district or neighborhood conservation district under this paragraph, a city shall allow an owner to use materials that are similar in design, color, scale, architectural appearance, and other visual qualities.

Relevant Ordinance Sections:

- 41.18 STANDARDS FOR GRANTING A CERTIFICATE OF APPROPRIATENESS.** A certificate of appropriateness shall be granted only if the proposed project complies with this chapter, including all of the following standards that apply.
- (1) New construction or exterior alteration. The Landmarks Commission shall approve a certificate of appropriateness for exterior alteration or construction only if:
 - (a) In the case of exterior alteration to a designated landmark, the proposed work would meet the Secretary of the Interior’s Standards for Rehabilitation.
 - (b) In the case of exterior alteration or construction of a structure on a landmark site, the proposed work would meet the Secretary of the Interior’s Standards for Rehabilitation.
 - (c) In the case of exterior alteration or construction on any property located in a historic district, the proposed exterior alteration or construction meets the adopted standards and guidelines for that district.
 - (d) In the case of any exterior alteration or construction for which a certificate of appropriateness is required, the proposed work will not frustrate the public interest expressed in this ordinance for protecting, promoting, conserving, and using the City’s historic resources.

Secretary of the Interior's Standards for Rehabilitation

1. A property shall be used for its historic purpose or be placed in a new use that requires minimal change to the defining characteristics of the building and its site and environment.
2. The historic character of a property shall be retained and preserved. The removal of historic materials or alteration of features and spaces that characterize a property shall be avoided.
3. Each property shall be recognized as a physical record of its time, place, and use. Changes that create a false sense of historical development, such as adding conjectural features or architectural elements from other buildings, shall not be undertaken.
4. Most properties change over time; those changes that have acquired historic significance in their own right shall be retained and preserved.
5. Distinctive features, finishes, and construction techniques or examples of craftsmanship that characterize a historic property shall be preserved.
6. Deteriorated historic features shall be repaired rather than replaced. Where the severity of deterioration requires replacement of a distinctive feature, the new feature shall match the old in design, color, texture, and other visual qualities and, where possible, materials. Replacement of missing features shall be substantiated by documentary, physical, or pictorial evidence.
7. Chemical or physical treatments, such as sandblasting, that cause damage to historic materials shall not be used. The surface cleaning of structures, if appropriate, shall be undertaken using the gentlest means possible.
8. Significant archeological resources affected by a project shall be protected and preserved. If such resources must be disturbed, mitigation measures shall be undertaken.
9. New additions, exterior alterations, or related new construction shall not destroy historic materials that characterize the property. The new work shall be differentiated from the old and shall be compatible with the massing, size, scale, and architectural features to protect the historic integrity of the property and its environment.
10. New additions and adjacent or related new construction shall be undertaken in such a manner that if removed in the future, the essential form and integrity of the historic property and its environment would be unimpaired.

Analysis and Conclusion

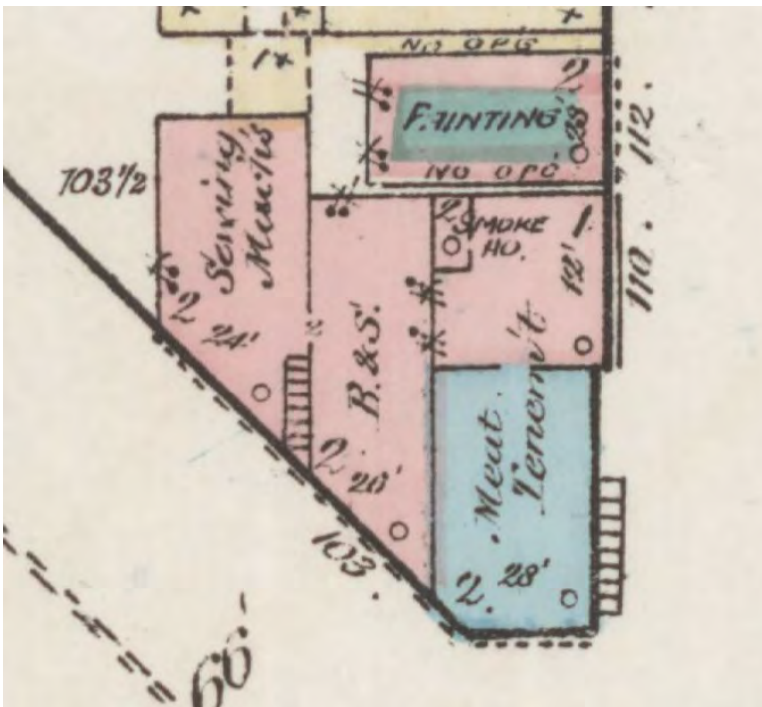
The applicant is requesting a Certificate of Appropriateness for exterior alterations, including repainting the already painted masonry exterior, creating new window openings on the Mifflin St façade, filling a window opening with brick, replacing nonhistoric 2nd floor windows on the front façade, repairing a remaining historic window on the 2nd floor, replacing nonhistoric side doors, installing a limestone base along the E Mifflin Street façade, removing an existing patio at the front corner of the building and replacing it with a ground-level planter and new entrance stairs, and adding a panel signage board.

The existing structure that fronts onto Hamilton Street is one of the oldest structures on the Capitol Square. It was constructed in 1867 as a butcher shop. It was constructed by the Draper family to replace a previous meat market that had burned down. It is unclear from the historical record if the brick wing that fronts onto E Mifflin was constructed at the same time, but the 1867 news article on the construction of the new stone meat market discusses construction of a new building at the Draper's old shop that would be constructed of Milwaukee brick. The stone building is fronted in finely tooled Madison sandstone on its front façade and then clad in rubble sandstone on the side. It does not come right up to Mifflin St, which is its side elevation. Instead there was once a wood staircase that led to the apartments that were on the second floor. This is an unusual configuration and the brick wing on the back was constructed to have a street frontage onto Mifflin, coming up to the sidewalk. The brick building (originally addressed as 110 E Mifflin) appears to have originally operated as a smokehouse to support the meat market, but later housed separate businesses (including a glass shop and women's clothing store). These two buildings, which internally connected, operated separately. The E Mifflin side of the stone

building functioned as the side and not a street façade, whereas the E Mifflin frontage for 110 E Mifflin operated as a storefront.



M.J. Hoven Meat Market, ca. 1899, WHS 11037



1899 Sanborn Map

Over time the wood stair become enclosed, then storage space was constructed under it, then the enclosed stair served as an area for additional signage before it was finally removed.



Hartmeyer Meat Market, 15 October 1974, WHS 48724

Both of the buildings involved in this proposal have undergone changes over time. The current proposal should be addressed as three separate scopes of work: replacement of the nonhistoric deck on the front of the structure, alterations for the side of the stone building, and alterations for the front of the brick building. The removal of the nonhistoric deck on the front and construction of new entrance stairs would essentially return this area to its historic appearance. The proposal to install a short planter has the potential to introduce a tripping hazard for pedestrians and staff has recommended increasing the wall height for the planter.

For the side of the stone building the proposal is to introduce additional window openings, repair a remaining historic window, replace a nonhistoric entry door, introduce a new sign band across the entire length of the façade and continue the decorative band from the front façade. Staff has recommended that the applicant continue the window pattern from the front façade with single-width windows on the upper floor and the proposed double width windows on the first floor. Staff has also recommend not continuing the decorative belt band from the front façade across to this façade. The front façade is decorative and the side of the building does not have ornamentation. A simple flat board to continue the line or no belt band would be more appropriate. For a new sign panel, staff has recommended that be limited to just above the entrance on that façade and not span the length of the façade.

For the brick building, while there have been significant alterations over time, we have the evidence that there were single width windows on both the first and second floors. There are no historic photos older than the 1947 photo, so we must rely upon the forensic evidence on the building itself. Rather than introducing a new double-width window at the street level, staff has recommended a window that is of the same proportions as the existing. Staff agrees with the proposal to brick in the first floor window that currently does not go to a functional interior space, but this window opening can remain on the façade as evidence of the past location of the window. There is currently a parged area that was historically used as a large signage area. The current proposal is to extend that parging across the rest of the already painted brick as removal of the existing parging is likely to be highly damaging to the historic brick underneath. As the existing brick would remain as evidence of the historic building material on the upper floor, this approach would return the façade to more of a storefront

appearance. The introduction of a sign band and decorative beltband should read as new and again rehabilitate this façade to being a storefront façade again. The new door and windows would be period appropriate for the structure.

For both of the signage bands, staff is recommending they be painted rather than an unfinished wood appearance in order to make the signage band be period appropriate. For the length of the entire building on E Mifflin, the applicant proposes to introduce a base course applied over the existing historic masonry in order to protect the historic materials from seasonal salt spray.

The applicant wanted the Landmarks Commission to review their original proposal for appropriateness and has not incorporated staff recommendations. Staff comments on the plans are included in the packet.

A discussion of the relevant standards follows:

Secretary of the Interior's Standards for Rehabilitation

1. The new use of the building requires additional window openings and providing areas for tenant signage. For the brick building, introducing those window openings would largely be incorporating previous window opening patterns on the façade. We do not know what types of signage areas would have been on the structure other than the large paved area, which would not have been original. What they are recommending is period appropriate. For the side of the stone building, the character defining features are largely on the front of the structure and that should continue to be the pattern. Adapting the side of the structure to serve a new use is less problematic of an evolution, but should follow the window size patterns found on the front façade and not extend decorative front façade elements onto this secondary elevation of the structure. The front deck is not historic and the removal in order to accommodate the new office use is not removing historic features.
2. The project will be removing some historic masonry in order to introduce new window openings, but is largely preserving the existing structure. The applicant is proposing introduction of a base panel to protect the historic walls from seasonal salt applications on the sidewalk. All historic buildings downtown are suffering deterioration in this area due to sidewalk salt in the winter. The new base course is minimally decorative and will serve to protect the building.
3. The alterations to the brick façade will read as new and not introduce a false sense of history. The proposal to extend the decorative details from the front of the stone building onto the side would alter this area to read like a storefront area rather than the side of the building. While alterations to accommodate new and ongoing uses should be allowable, this needs to be done sensitively and not add conjectural decorative features.
4. The deck on the front of the property has not achieved significance in its own right and the paved area on the brick building likewise is not a historically significant alteration that must be preserved in its current dimensions.
5. There are minimal decorative features on the side of the stone building or the front of the brick building. The distinctive features on those facades are the widths of the window openings. The pattern of single-width openings on the brick building and on the second floor of the side of the stone building should be maintained.
6. The only area of deterioration being addressed is the failing masonry at the base of the building. The base panel proposed will cover over the failed masonry and provide protection from salt spray in the future.
7. The proposal to expand the paved area on the brick building rather than remove the existing paving, which would require destructive physical treatments meets the requirements of this standard.
8. No known significant archaeological resources will be impacted by this proposal.
9. The current proposal contains window sizes that are incompatible with the second story of the stone building and the first floor of the brick building. The overall style of the windows appears to be period appropriate and replicates the style of the remaining historic window. Extending decorative details from

the street façade onto the unornamented side of the stone building would be at odds with the architectural features of the stone building.

10. The essential form of the buildings would largely be retained in this proposal. The removal of the historic masonry could not be reversed, however those alterations are proposed for a secondary elevation on the stone building, and introduction of a new window on an already parged area of the brick building. The extension of the parking across the rest of the first floor area of the brick building will cover the historic brick and would be difficult to remove in the future, but the essential form of the structure would remain the same.

Recommendation

Staff believes the standards for granting a Certificate of Appropriateness could be met and recommends that the Landmarks Commission provide detailed feedback to the applicant and refer the item to a future meeting so that the applicant can update the proposal to meet the Secretary of the Interior's Standards.

Bailey, Heather

From: Bailey, Heather
Sent: Thursday, July 01, 2021 2:33 PM
To: 'Emily Mader-Kiley'
Cc: Greg
Subject: RE: 71003 Hamilton Landmarks Submission
Attachments: HB comments on concept design.pdf

I spent some time looking through the plans and we also did a staff review to hash out possibilities. I'm attaching our comments on the draft in the hopes this will strengthen your proposal.

I would recommend thinking of the stone building (which I'm calling the Butcher Building) and the brick building (Smokehouse) as separate buildings. They represent different periods of development and tell different stories.

Butcher Building

We have a pattern of smaller/narrow windows on the upper story and wider windows down below. I recommend windows that are of a similar proportion as the historic window for the upper story rather than the double-wide windows. For the first floor area, the windows you're proposing are period appropriate for mid-19th century storefronts, so those seem fine. The important aspect will be aligning them with the narrower windows up above. If you are going to install a sign band on the Mifflin side of the building, it should be limited to being above the entry and not span across the length of that façade. I do not recommend continuing the cornice-style belt band across this façade from the front. Having that terminate on the front helps strengthen the case that the Mifflin side is a secondary façade. It also helps to separate what is the historic primary façade and what is the proposed rehabilitation of this secondary façade. I would recommend a simple flat band on the Mifflin façade.

I've also put a note on the former deck area out front. As proposed, I suspect that this will be a trip hazard. There are a lot of other ways to go about reworking that section, but I had suggested maybe a taller planter.

Smokehouse

Since we don't know what this looked like historically, I think that there's some latitude, and you're not proposing a restoration and are instead rehabilitating the façade. For the sign band, it should match the trim rather than appear to be unfinished wood. The new storefront window should match the proportion of the other three window openings on this façade (so, it needs to be smaller). As this is stylistically and historically a separate building, the pattern of windows should match on this façade rather than trying to tie the new window into the adaptation of the secondary façade of the Butcher building.



Heather L. Bailey, Ph.D. *(she/her)*
Preservation Planner
Neighborhood Planning, Preservation + Design Section

Department of Planning + Community + Economic Development
Planning Division
215 Martin Luther King, Jr. Blvd.; Suite 017
PO Box 2985
Madison WI 53701-2985
Email: hbailey@cityofmadison.com Phone: 608.266.6552

From: Emily Mader-Kiley <E.Mader-Kiley@angusyoung.com>
Sent: Wednesday, June 30, 2021 12:09 PM
To: Bailey, Heather <HBailey@cityofmadison.com>

Cc: Greg <gregthomas@tfcollc.com>

Subject: 71003 Hamilton Landmarks Submission

Caution: This email was sent from an external source. Avoid unknown links and attachments.

Hi Heather,

I just wanted to send over our Landmarks package before we get ready to submit the final. We still need to get the window information in there, but other than that I think we have everything. Let me know if we are on the same page based on our last meeting and if you have any other thoughts or comments.

Thanks!

EMILY MADER-KILEY

Assoc. AIA
Architecture

O | 608.756.2326 // C | 608.852.7380
angusyoung.com // janesville | madison



