



Project Name & Address: 1450 Monroe Street
Application Type(s): Certificate of Appropriateness for exterior alterations on a landmark site
Legistar File ID # [55151](#)
Prepared By: Heather Bailey, Preservation Planner, Planning Division
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Summary

Project Applicant/Contact: Gary Brown – UW Madison
Requested Action: The Applicant is requesting that the Landmarks Commission approve a Certificate of Appropriateness for exterior alterations to develop a hardscape plaza and rehabilitate the façade of the Field House.

Background Information

Parcel Location/Information: The landmark site is located at 1450 Monroe Street.

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 site work improvements and rehabilitation of the exterior of the building. The Field House was designated as a City Landmark in 2009 with the consent of the University of Wisconsin. However, per current state statute, university properties are only subject to local zoning and a local historic designation does not fall under that category. Therefore the proposed work does not require a Certificate of Appropriateness. The property is zoned Planned Development, and the work is considered a minor amendment to the Planned Development District. As such, the Landmarks Commission can provide an advisory opinion to the Director of Planning and Community and Economic Development (Director) regarding any design concerns. For the purposes of guiding the discussion, staff is analyzing the proposal utilizing the standard criteria for a designated landmark.

The UW Field House is a Renaissance Revival gymnasium constructed in 1929, and its design aligned with the 1908 Laird and Cret master plan for the UW campus. Designed by State Architect, Arthur Peabody, it is one of the last buildings in Madison faced with Madison Sandstone. As both a community and university gather place, it has hosted many events over the years. The landmark designation is for both its architectural significance and its historic and cultural significance.

As uses and needs of the university have changed, there have been modifications to the building and particularly to the site. The current proposal is to rehabilitate the landscape to be more in keeping with the original design and intent of the Field House site and also rehabilitate the building for more active use of the structure.

Site Work

The current site is largely covered in asphalt. The current proposal is to create textured and decorative hardscape with stepped seating area, while rehabilitating the historic stairs and wing walls. There is a historic concrete retaining wall on the southeast border of the property, which is failing. After discussions with the Wisconsin Historical Society (who reviews this project as the State Historic Preservation Office, or SHPO), the plan is to preserve the wall by burying it in place and constructing a new retaining wall in front of it. The proposed changes preserve the character defining features and return the use of the space to pedestrian-related activities rather than vehicular access.

The proposal will retain, but further define and soften the parking area on the southwest corner of the property, and include a new signage area in addition to landscaping.

Building Work

The University of Wisconsin completed a Historic Structures Report in November 2018 to identify a schedule of preservation needs to rehabilitate the building for new and ongoing uses. The building is in need of cleaning, and the proposal is for SOI-compliant cleaning methods which will increase the longevity of the building materials. They have identified areas in need of repointing on all sides of the building (and shown in the plans), and will use SOI-compliant methods for removal of mortar and replacement with mortar to match the historic mortar composition, profile, and color. As part of the masonry project, they will also repair any cracks in the stone and replace missing elements. There is the possibility of repair or replacement of damaged terra cotta elements in this current phase, depending on budget parameters. They will also add lights to match the existing.

The most significant changes to the exterior will be the replacement of non-historic doors with more period-appropriate doors and the door frames will be stripped, repaired, and repainted. In terms of the windows, the proposal is to rehabilitate the north-facing wood windows, but to replace all other windows. While the wood windows show signs of deterioration, the applicant's main concern is thermal performance. As the large windows cover much of the building, they cause significant heat transfer. At some point in the past, the university painted the windows black to mitigate the light and heat impacts to the interior. The current proposal is to replicate the existing windows with aluminum framed windows and double-paned glass. The wood window frames will be repaired and repainted.

A discussion of the relevant ordinance section of Chapter 41.18 follows:

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) The proposed work meets the Secretary of the Interior's Standards for Rehabilitation.
 - (b) N/A
 - (c) N/A
 - (d) While this is a designated city landmark, due to this being a university property, the Certificate of Appropriateness is ultimately advisory in nature.

Secretary of the Interior's Standards for Rehabilitation

1. The proposed rehabilitation work will increase the use of the site in a way that returns the use of the building and the site to its historic uses.
2. The proposal is to largely retain the historic character of the property. The key challenge is the removal of most of the historic windows. However, the use of the site has been significantly hampered due to the thermal issues of the windows. The replacement will allow the windows to return to their historic look while addressing the thermal difficulties that have limited the use of the building.
3. The plaza work is returning a more pedestrian-oriented use to the site. The design is sensitive to the character of the historic building, but is also recognizably new in its materials and configuration so as to not create a false sense of historic development.
4. Of the proposed changes, the ca. 1930s retaining wall is significant, but the proposal is to retain it in place allow the site to have limited disturbance.
5. The proposal will preserve most of the exterior of the building and incorporate the rehabilitation of the historic steps and wing wall. With the Historic Structures Report, the university has the plan for future preservation work on the building that will allow it to be preserved.
6. The window and door frames will be preserved as will the north-facing windows. While the other wood windows are deteriorated, the larger reason for replacing them is their thermal performance, which has hampered use of the building. The new windows will be aluminum instead of wood, but will otherwise replicate the historic windows.
7. The surface cleaning of the building will include SOI-compliant cleaning methods to remove soiling while not damaging the character-defining Madison sandstone.
8. It is unlikely that the work will affect significant archaeological resources, the encapsulation of the historic retaining wall will essentially create an archaeological resource. The wall is failing, but in burying it and reinforcing the location with a new retaining wall located in front of it, this will keep the soils of the site in place and retain the poured concrete retaining wall.
9. The exterior alterations to the building will retain the character of the building. The site work will preserve character-defining features while mitigating later changes to the site, which have detracted from the historic character of the property. The rehabilitation of the site incorporates historic elements and the new elements are differentiate from the old in a way that enhances rather than detracts from the historic and architectural character of the property.
10. N/A

Recommendation

Staff recommends that the Landmarks Commission provide the advisory opinion to the Director that the design meets the intent and conditions for alterations to a City Landmark with the following condition:

- Replacement windows should feature low-E glass in order to better replicate the historic character of the original windows.