



PREPARED FOR THE PLAN COMMISSION

Project Address: 202-212 S. Baldwin Street (6th Alder District, Alder Rummel)

Application Type: Demolition Permit

Legistar File ID # [83270](#)

Prepared By: Chris Wells, Planning Division
Report Includes Comments from other City Agencies, as noted

Reviewed By: Kevin Firchow, AICP, Principal Planner

Summary

Applicant & Contact: Mike Sturm; City of Madison Parks Division; 210 Martin Luther King, Jr. Boulevard; Madison, WI 53703

Property Owner: City of Madison Parks Division, Eric Knepp – Parks Superintendent; 210 Martin Luther King, Jr. Boulevard; Madison, WI 53703

Requested Action: The applicant requests approval of a demolition permit to raze three existing commercial buildings at 202-212 S. Baldwin Street.

Proposal Summary: The applicant proposes to demolish three of the four commercial buildings at the northwest corner of S. Baldwin Street and E Wilson Street. This same request was approved by the Plan Commission back in October of 2020 but since the demolition permits have not been pulled by the applicant in the subsequent three plus years, the 2020 approval has expired.

Applicable Regulations & Standards: This proposal is subject to the standards for Demolition and Removal Permits [MGO §28.185(7)].

Review Required by: Plan Commission

Summary Recommendation: The Planning Division recommends that the Plan Commission find that the standards for demolition permits are met and **approve** the demolition permit request to raze three existing commercial buildings at 202-212 S. Baldwin Street. This recommendation is subject to input at the public hearing and the conditions recommended by the reviewing agencies.

Background Information

Parcel Location: The buildings proposed for demolition sit on two separate parcels (202 S. Baldwin Street and 214 S. Baldwin Street) which are separated by a roughly 66-foot-wide parcel (1210 E. Wilson Street). (See the following section for a diagram showing the boundaries of these three parcels) The three parcels are all located to the west of the intersection of S. Baldwin Street and E. Wilson Street. The 214 S. Baldwin Street parcel is 28,848 feet (0.66 acres) in size, triangular-shaped, and immediately abuts the intersection, while the 45,290-square-foot (1.04-acre) 202 S. Baldwin Street parcel is rectilinearly shaped and located further to the west, adjacent to the railroad tracks. The sites fall within Alder District 6 (Ald. Rummel) and within the Madison Metropolitan School District.

Existing Conditions and Land Use: The 202 and 214 S. Baldwin Street sites are both zoned Traditional Employment (TE) District while the central parcel (at 1210 E. Wilson Street) is zoned Parks and Recreation (PR) District. The two Baldwin sites are almost entirely paved while the E. Wilson parcel is almost entirely grass.

The more easterly parcel, generally addressed as 214 S. Baldwin Street, is developed with three commercial structures - two of which are proposed to be razed. The first, addressed at 210 S. Baldwin Street, is a roughly 2,500-square-foot, office/storage building constructed of concrete masonry block and timber. It is estimated to have been constructed in the 1930's and is proposed to be demolished. The second, also proposed to be demolished, is a roughly 1,000-square-foot, single-story, office building addressed at 212 S. Baldwin Street. It is also constructed of a combination of concrete masonry block and timber. The year of construction is estimated to be roughly 1908. The third building on the site, located along the E. Wilson Street frontage, is addressed as 214-222 S. Baldwin Street. It is believed to have been constructed in the 1930's and is not proposed for demolition.

The more westerly parcel, generally addressed as 202 S. Baldwin Street, has a single building - an 18,700-square-foot, mini storage building which is addressed as 202-208 S. Baldwin Street and is proposed for demolition. According to submitted materials, it is a pre-manufactured steel and timber building in the Trachte style. The year of original construction is believed to be in the mid 1950's. It is uninsulated and has no sanitary sewer service.

Surrounding Land Use and Zoning:

Northwest: Railroad tracks zoned Parks and Recreation (PR) District, beyond which is the skateboard park in McPike Park (zoned PR) and an industrial warehouse building zoned Traditional Employment (TE) District;

Northeast: Across S Baldwin Street is an 18-unit apartment building, an office building, and a single-family residence, all zoned Neighborhood Mixed-Use (NMX) District; and single-family residences, zoned Traditional Residential-Consistent 4 (TR-C4) District;

Southeast: Across E Wilson Street are two 10-unit apartment buildings zoned Traditional Residential-Urban 1 (TR-U1) District; commercial buildings in the NMX District; and single family-residences zoned TR-C4 and PD (Planned Development) District; and

Southwest: McPike Park, zoned PR.

Adopted Land Use Plans: The [Comprehensive Plan](#) (2018), the [Central Park Master Plan](#) (2011), and the [East Rail Corridor Plan](#) (2004) all recommend park uses for the subject properties, as described later in this report. Older plans provide different land use recommendations for the subject sites.

Zoning Summary: The property is zoned Traditional Employment (TE) District.

Requirements	Required	Proposed
Lot Area (sq. ft.)	6,000 sq. ft.	111,315 sq. ft.
Lot Width	50'	More than 50'
Front Yard Setback	0' or 5'	None
Side Yard Setback: Other cases	None unless needed for access	None
Rear Yard Setback: For corner lots, where all abutting property is in a nonresidential zoning district	The required rear yard setback shall be the same as the required side yard setback	Adequate
Maximum Lot Coverage	85%	Less than 85%
Minimum Building Height: TOD	2 stories/ 22' measured to building cornice	1 story building to remain
Maximum Building Height	5 stories/ 68'	1 story building to remain
Lot Area (sq. ft.)	6,000 sq. ft.	111,315 sq. ft.
Other Critical Zoning Items:	Yes: Utility Easements; TOD Overlay No: Urban Design; Historic District; Floodplain; Adjacent to a Park; Barrier Free (ILHR 69); Wetlands; Wellhead Protection District	

Tables Prepared by Jenny Kirchgatter, Assistant Zoning Administrator

Environmental Corridor Status: The property is not located in a mapped environmental corridor.

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

Related Approvals

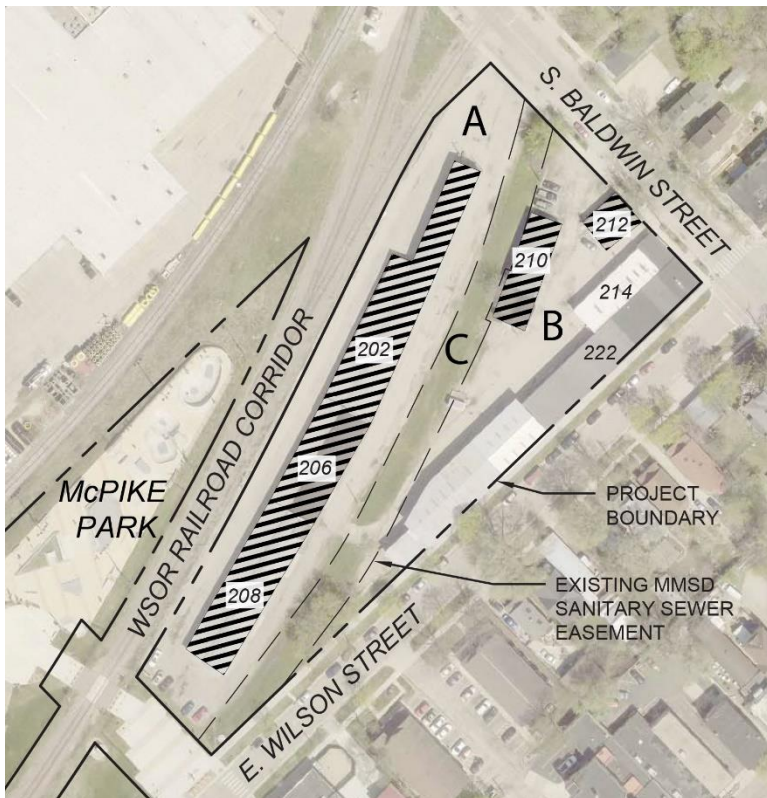
On October 19, 2020, the Plan Commission approved a demolition permit request to raze three existing commercial buildings in order to expand McPike Park at 202-212 S. Baldwin Street. (Legistar File [62095](#)) However, given that over three years has passed without the applicant pulling the actual demolition permit, this approval has expired.

Project Description

The applicant requests approval of a demolition permit to raze the three of the four commercial structures on the parcels generally addressed as 202 and 214 S. Baldwin Street sites.

The more easterly parcel, generally addressed as 214 S. Baldwin Street (labeled as “B” in the image below), has three commercial structures - two of which are proposed to be razed. The first, addressed at 210 S. Baldwin Street, is a roughly 2,500-square-foot office/storage building constructed of concrete masonry block and timber. The year of construction is estimated to be in the mid 1930’s. Submitted photos of all structures proposed for demolition are available for viewing [here](#). For the structure at 210 S. Baldwin Street, the photos appear to show a dated building with signs of interior weather damage, though Planning Division staff have not inspected or toured any of these buildings. In submitted materials the applicant notes that *“the building has limited potential for adaptive reuse for park purposes given its configuration and condition.”*

Image 1 – Proposed Demolitions



The three parcels which make up the subject site: (A) the 202 S Baldwin Street parcel; (B) the 214 S Baldwin Street parcel; and (C) the 1210 E Wilson Street parcel.

The other building proposed for demolition is a roughly 1,000-square-foot, single-story, office building addressed at 212 S. Baldwin Street. It is also constructed of a combination of concrete masonry block and timber. The year of construction is estimated to be roughly 1908. While submitted photos appear to show a dated building with a weathered exterior and interior in average shape, in submitted materials the applicant notes that *“the building has limited potential for adaptive reuse for park purposes given its configuration and condition.”*

Please note that the most southerly building on the lot, addressed as 214-222 S. Baldwin Street, and running the length of the E. Wilson Street frontage, is not proposed for demolition. Rather, the Parks Division plans to further evaluate its potential for reuse as a park amenity.

The more westerly parcel, generally addressed as 202 S. Baldwin Street (labeled as “A” in the image above), has a single building - an 18,700-square-foot, mini storage building which is addressed as 202-208 S. Baldwin Street and is proposed for demolition. According to submitted materials, it is a pre-manufactured steel and timber building in the Trachte style. The year of original construction is believed to be in the mid 1950’s. It is uninsulated and has no sanitary sewer service. The applicant has indicated that an adaptive reuse of the structure is limited due to its location at a low point on the site. The threat of damage due to flooding is difficult to improve given that the site does not drain well due the fact that the existing storm sewer pipes, located beneath the two adjacent streets, both lie at a higher elevation than that of the site. The applicant has noted that they are open to working with private parties interested in relocating all or portions of the building to another, non-City-owned, site.

The applicant has also noted in their submitted materials that the other reason why the 202-208 S. Baldwin Street building needs to be razed is the fact that in exchange for approval to construct a pedestrian crossing over the Wisconsin Southern Railroad (WSOR) railroad tracks at S. Few Street, the Wisconsin Department of Transportation (WisDOT) is requiring the City to grant a new, wider, permanent easement along the tracks as they pass through the park. Relatedly, Wisconsin Department of Transportation (WisDOT) is also requiring the City to construct a permanent safety fence along the length of the easement and since the 202-208 building falls within this area, it must therefore be removed.

Analysis and Conclusion

This proposal is subject to the standards for Demolition and Removal Permits [MGO §28.185(7)].

Conformance with Adopted Plans

The [Comprehensive Plan](#) (2018) recommends Park (P) uses for the subject properties.

The [Central Park Master Plan](#) (2011) specifically recommends the subject parcels for parks and open space. Adopted in the 2011, the Plan specifically recommended the parcel be acquired and incorporated into the park. In reference to the subject parcel, on Page V it states, *“Not only is acquisition of this parcel crucial for the park itself, but also the [adopted plan design] designates this area as the site for a future light rail stop and alternative transportation hub. [...] Given the value and relative scarcity of green space in the Central Isthmus, the Task Force strongly recommends minimizing the size of any parking facility that might accompany a future light rail station.”* The rail stop referenced would have been served by a high-speed passenger rail line between Madison and Milwaukee whose creation was under discussion during the formation of this Plan. While such a transportation system is highly unlikely at present time, the applicant points out that the subject property will still incorporate transportation-related elements such as a multi-modal path (roughly following the rail road tracks), and bicycle infrastructure such as a bicycle sharing station, bicycle repair station and bicycle parking.

The [East Rail Corridor Plan](#) (2004) recommends the subject parcels for parks and open space - specifically that it become part of the *Baldwin-Ingersoll Urban Square* – a large urban square (park) which would comprise the entire two-block area between Baldwin Street and Ingersoll Street, from Railroad Street to East Wilson Street.

Older plans such as the [Marquette Neighborhood Center Master Plan](#) (2000) and [Marquette-Schenk-Atwood Neighborhood Plan](#) (1994) provide other recommendations though these are considered less contemporary than the aforementioned plans.

Demolition Permit Standards

At its October 5, 2021 meeting, the Common Council adopted Ordinance 21-00065 (ID [67074](#)) to revise the standards and process for demolition and removal permits in Section 28.185 of the Zoning Code to remove consideration of proposed future use as a factor in approving demolition requests. In order to approve a demolition request under the revised standards, the Plan Commission shall consider the seven approval standards in §28.185(9)(c) M.G.O. when making a determination regarding demolition requests. The factors include a finding that the proposed demolition or removal is consistent with the statement of purpose of the demolition permits section and with the health, prosperity, safety, and welfare of the City of Madison.

The Planning Division believes that the standards for Demolition Permits can be found met and provides the following comments regarding standards 1 and 4.

Standard 1 states that *“the applicant has included information related to any efforts to relocate the building, including but not limited to assessing the costs of relocation, the impact of relocation on city terrace trees, and the structural soundness of the building.”* In communications with Staff, the applicant noted the following about the structures:

“In early 2020, the Parks Division investigated options to relocate or salvage the structures identified for removal as part of the McPike Park expansion. Several factors were considered during the evaluations, including structural condition, suitability for relocation, demonstrated need for the structure at another park location, cost, and consistency with the adopted park master plans.

The storage structure at 202 -208 S. Baldwin Street was built in a series of additions in the 1950s. The building is comprised of pre-manufactured, modular metal sections separated by masonry block dividing walls. The masonry walls and foundation slabs exhibit substantial cracking and displacement. The differential settling of the slab has caused the steel framework to warp where it connects to the masonry dividing walls, raising concerns with the building’s structural integrity. Parks determined that relocating the building to a new site was cost-prohibitive due to the extensive structural work likely necessary to meet current building codes. Per the original Plan Commission approval, Parks listed the structure as available for salvage or relocation for one year. During this period, Parks received one inquiry regarding salvageable materials. Parks worked with a local contractor to remove interior panels from the building to renovate an existing Trachte building on Regent Street. No further inquiries have been received to date.

The structure at 212 S. Baldwin is a single-story office building with cmu and timber construction. The date of construction is unknown, and the overall condition is poor, with non-functioning heating, electrical, and plumbing systems. Given its configuration and condition, Parks determined the building had limited potential for adaptive reuse for park purposes, given the cost of relocation and renovation. Parks advertised the structure for relocation and salvage on the demolition listserv, and no inquiries have been received to date.

The structure at 210 S. Baldwin Street is a single-story office/storage building with signs of foundational settling and wall displacement. The office portion has also been badly damaged through break-ins and has non-functioning heating, electrical, and plumbing systems. Given the cost of relocation and renovation, Parks determined the building had limited potential for adaptive reuse for park purposes. Parks advertised the structure for relocation and salvage on the demolition listserv, and no inquiries have been received to date.

Parks recently received a request from the Madison Fire Dept to use the above buildings for training prior to demolition. Parks anticipates approving the request pending the Plan Commission's review of the proposed removals."

Staff also makes note of Standard 4, *"That the Plan Commission has received and considered the report of the City's Historic Preservation Planner regarding the historic value of the property as well as any report that may be submitted by the Landmarks Commission."* At its January 8, 2024 meeting, the Landmarks Commission recommended to the Plan Commission that the building at 202-208 S Baldwin Street *"has historic value related to the vernacular context of Madison's built environment. As Trachte buildings are a rare remaining resource, the Landmarks Commission recommends that the applicant explore salvage and relocation of the existing structures, with photographic documentation of the site and structure prior to demolition."* Regarding the buildings at 210 S Baldwin Street and 212 S Baldwin Street, the Commission recommended that they *"have historic value related to the vernacular context of Madison's built environment, but the buildings themselves are not architecturally or historically significant."*

Planning Division staff believe all other standards of approval can be found met or are not applicable to this request.

Conclusion

The Planning Division believes that the proposed demolitions can be found to meet the demolition standards of approval. Staff recognize the age, condition, and location of the three buildings and the net effect that these factors have on limiting any adaptive reuse. Staff do note that the applicant has been exploring an adaptive reuse of the fourth building on the site (214-222 S. Baldwin Street) and remains willing to work with private parties to explore relocation of any of the three structures off site. Lastly, Staff note the recommendation made by the Landmarks Commission and the incorporation of their findings into this staff report (and associated condition of approval).

Public Input

At the time of report writing, staff is unaware of any comments from the public.

Recommendation

Planning Division Recommendation (Contact Chris Wells, (608) 261-9135)

The Planning Division recommends that the Plan Commission find that the standards for demolition permits are met and **approve** the demolition permit request to raze three existing commercial buildings at 202-212 S. Baldwin Street. This recommendation is subject to input at the public hearing and the following conditions recommended by the reviewing agencies:

Recommended Conditions of Approval Major/Non-Standard Conditions are Shaded

Planning Division (Contact Chris Wells, (608) 261-9135)

1. Per the recommendation of the Landmarks Commission, the applicants shall explore salvage and relocation of the existing structures as part of their recycling plan, with photographic documentation of the site and structure prior to demolition.

Engineering Division (Main Office) (Contact Brenda Stanley, (608) 261-9127)

2. The property is an open contaminant site with the WDNR (BRRTS #02-13-578063 SANDS PROPERTIES). Submit a digital copy of the site investigation report to Brynn Bemis (608.267.1986, bbemis@cityofmadison.com). Submit proof of coordination with the WDNR to remediate the site and address residual contaminant concerns associated with the proposed site plan (e.g. vapor mitigation, dewatering).
3. Submit, prior to plan sign-off but after all revisions have been completed, digital PDF files to the Engineering Division. Email PDF file transmissions are preferred to: bstanley@cityofmadison.com (East) or ttroester@cityofmadison.com (West).
4. Obtain a permanent sewer plug permit for each existing sanitary sewer lateral serving a property that is not to be reused and a temporary sewer plug permit for each sewer lateral that is to be reused by the development. The procedures and fee schedule is available online at <http://www.cityofmadison.com/engineering/permits.cfm>. (MGO CH 35.02(14))
5. Prior to approval, this project shall comply with Chapter 37 of the Madison General Ordinances regarding erosion control and stormwater management.

Traffic Engineering (Contact Sean Malloy, (608) 266-5987)

6. All existing driveway approaches on which are to be abandoned shall be removed and replaced with curb and gutter and noted on the plan.

Zoning Administrator (Contact Jenny Kirchgatter, (608) 266-4429)

7. Section 28.185(9)(b) requires that every applicant for a demolition or removal approval that requires approval by the Plan Commission is required to get a Reuse and Recycling Plan approved by the City Recycling Coordinator, Bryan Johnson at streets@cityofmadison.com prior to receiving a raze permit. Every person who is required to submit a reuse and recycling plan pursuant to Section 28.185(9)(b) shall submit documents showing compliance with the plan within sixty (60) days of completion of demolition. A demolition or removal permit is valid for two (2) years from the date of the Plan Commission approval.
8. Reuse of the existing building at 214-222 S Baldwin St may require further review and approval.

Fire Department (Contact Matt Hamilton, (608) 266-4457)

9. Please consider allowing Madison Fire Dept. to conduct training sequences prior to demolition. Contact MFD Training Division to discuss possibilities: Division Chief Jeff Larson at jtlarson@cityofmadison.com or (608) 266-5946.

Forestry Division (Contact Brad Hofmann, (608) 267-4908)

10. An existing inventory of street trees located within the right of way shall be included on the site, demo, utility, landscape, grading, fire aerial apparatus and street tree plan sets. The inventory shall include the following: location, size (diameter at 4 1/2 feet), and species of existing street trees. The inventory should also note if a street tree is proposed to be removed and the reason for removal.

11. All proposed street tree removals within the right of way shall be reviewed by City Forestry before the Plan Commission meeting. Street tree removals require approval and a tree removal permit issued by City Forestry. Any street tree removals requested after the development plan is approved by the Plan Commission or the Board of Public Works and City Forestry will require a minimum of a 72-hour review period which shall include the notification of the Alderperson within who's district is affected by the street tree removal(s) prior to a tree removal permit being issued. Add as a note on the street tree plan set.
12. Contractor shall take precautions during construction to not disfigure, scar, or impair the health of any street tree. Contractor shall operate equipment in a manner as to not damage the branches of the street tree(s). This may require using smaller equipment and loading and unloading materials in a designated space away from trees on the construction site. Any damage or injury to existing street trees (either above or below ground) shall be reported immediately to City Forestry at (608) 266-4816. Penalties and remediation shall be required. Add as a note on the site, grading, utility, demolition, and street tree plan set.
13. As defined by the Section 107.13 of City of Madison Standard Specifications for Public Works Construction: No excavation is permitted within 5 feet of the trunk of the street tree or when cutting roots over 3 inches in diameter. If excavation is necessary, the Contractor shall contact Madison City Forestry at (608) 266-4816 prior to excavation. City of Madison Forestry personnel shall assess the impact to the tree and to its root system prior to work commencing. Tree protection specifications can be found on the following website: <https://www.cityofmadison.com/business/pw/specs.cfm> Add as a note on the site, grading, utility, demolition and street tree plan sets.
14. Section 107.13(g) of City of Madison Standard Specifications for Public Works Construction (website: <https://www.cityofmadison.com/business/pw/specs.cfm>) addresses soil compaction near street trees and shall be followed by Contractor. The storage of parked vehicles, construction equipment, building materials, refuse, excavated spoils or dumping of poisonous materials on or around trees and roots within five (5) feet of the tree or within the protection zone is prohibited. Add as a note on both the site and street tree plan sets.
15. On this project, street tree protection zone fencing is required. The fencing shall be erected before the demolition, grading or construction begins. The fence shall include the entire width of terrace and, extend at least 5 feet on both sides of the outside edge of the tree trunk. Do not remove the fencing to allow for deliveries or equipment access through the tree protection zone. Add as a note on both the site and street tree plan sets.
16. Street tree pruning shall be coordinated with City Forestry at a minimum of two weeks prior to the start of construction for this project. Contact City Forestry at (608)266-4816. All pruning shall follow the American National Standards Institute (ANSI) A300 - Part 1 Standards for pruning. Add as a note on both the site and street plan sets.

Water Utility (Contact Jeff Belshaw, (608) 261-9835)

17. The Madison Water Utility shall be notified to remove the water meter at least two working days prior to demolition. Contact the Water Utility Meter Department at (608) 266-4765 to schedule the meter removal appointment.

The following agencies have reviewed the request and recommended no conditions of approval:

Parks Division; Engineering – Mapping; Assessor’s Office; Parking; and Metro