



PREPARED FOR THE URBAN DESIGN COMMISSION

Project Address: 115 W. Doty Street

Application Type: Planned Development (PD), Dane County Jail Consolidation – Informational Presentation

Legistar File ID #: [73953](#)

Prepared By: Jessica Vaughn, AICP, UDC Secretary

Background Information

Applicant | Contact: Dane County Dept. of Administration | Todd Draper, Dane County Dept. of Public Works | Jan Horsfall, Potter Lawson, Inc.

Project Description: The applicant is providing an Informational Presentation regarding the construction of a new building addition to allow for the consolidation and remodeling of the Dane County Jail and Public Safety Building.

Project Schedule:

- The UDC received and Informational Presentation on October 30, 2019 and December 11, 2019 (Legistar File ID [57747](#)).

Approval Standards: The UDC will be an **advisory body** on the Planned Development request. For Planned Developments the Urban Design Commission is required to provide a recommendation to the Plan Commission with specific findings on the design objectives listed in Zoning Code sections [28.098\(1\)](#), Statement of Purpose, and (2), Standards for Approval (PD Standards Attached).

For public projects, the UDC will also be an **approving body** on the proposed building, pursuant to MGO Section [33.24\(4\)\(d\)](#), *“The UDC shall approve plans for all buildings proposed to be built or expanded in the City by the State of Wisconsin, the University of Wisconsin, the City of Madison, Dane County, the Federal Government or any other local governmental entity which has the power to levy taxes on property located within the City.”*

Adopted Plans: In addition, the project site is located in the Downtown Plan (the “Plan”) planning area within the Downtown Core neighborhood. As noted in the Plan, maximum building heights for the project site are recommended for up to ten stories with first floor, floor-to-floor heights of 14-18 feet and upper stories 10-14 feet. While overall building heights and floor-to-floor heights were not provided in the application materials, the proposed building at six stories, generally appears to be in compliance with the Plan recommendations.

Summary of Design Considerations

Planning Division staff requests that the UDC provides feedback based on the standards for Planned Developments and Public Buildings, including the design considerations noted below and those items noted by the Commission as part of the most recent Informational Presentation.

- **Building Design.** The building design is simplistic in nature with minimal articulation and ornamentation, barring the variations in fenestrations. Staff requests UDC provide feedback on the overall building design as it relates to context and creating a cohesive building expression between existing and proposed, positive termination at the top of the building, massing and proportions, as well as an enhanced design at the street level. As noted in the Commission’s previous Informational Presentation comments, consideration should be given to:

- Incorporating landscape plantings to help soften blank wall expanses along the street level, as well as
 - Re-evaluation of the appropriateness in the size and scale of columns, and
 - The treatment of the space between the courthouse and proposed addition.
- **Building Materials and Composition.** The building material palette is primarily comprised of terracotta panel, which will have a combination of smooth and textured finishes, metal panels, as well as masonry at the ground level. Staff requests UDC provide feedback on the overall building material palette, including as it relates to the rhythm and articulation (vertical and horizontal building elements), and material transitions.
 - **Long Views.** This building is in a highly prominent location with the building's "lake" side having considerable visibility from the south. Staff again asks the UDC to consider composition as it relates to such "long views" and requests the UDC provide feedback on how building will be perceived from longer distances, including comments on composition elements such as "random" window pattern.
 - **Wilson Street Orientation.** As noted in previous reports, Staff continues to have concerns regarding activation and orientation towards Wilson Street, which largely comprised of service doors. Staff requests feedback on elements that can improve how the ground floor elevation addresses the street.

Summary of UDC Informational Presentation Comments

As a reference, the Commission's comments from the December 11, 2019, Informational Presentation are provided below:

- What is the alley between the new development and the courthouse?
 - It's a ramp down access to underground parking and access to mechanical equipment, it's not meant for pedestrians.
- The windows on the existing courthouse will be looking into the new building?
 - Yes, but what's on the perimeter of the building is a chase with the cells backing up to the chase.
- On the gap between the courthouse and this building along Wilson, I wouldn't want to see repeated what you have between the CCB and the courthouse on Doty Street, which is like a chain link fence to keep people from cutting through. It should be a design barrier vs. a chain link fence.
- I really like the façade but I'm struggling with the mass and its position on the streetscape. It's building right up to the property line with the second floor and up, and are you requesting any sort of condition or variance? You made a decision to not bring the first floor all the way down, why is this building all the way up to the property line but nothing else on the block is?
 - I believe it's allowed as far as zoning, and there are several buildings within blocks of this building where they are right up to the property line and come right down to the sidewalk. That first floor is set up about 14-feet and there's a potential for that to raise up a bit more as we look at the depth of the structure.
- I like it. My theory is that Madison will go from a group of beige buildings to a group of beige and terra cotta buildings. It's so top heavy with these little columns, like they're little pins almost. It needs a heavier base, please explore.
- I don't mind the mass sitting on the pins, except for is it just concrete? It feels like it wants to be a little more refined, special form work or a finish, or if it's just dark. Maybe it would go away if it was black. I like the rest of it.
 - You have to look at the street level too, as a pedestrian they feel very heavy already.
- I think there's a way to make it a little more refined.
- I appreciate the long views you did and different perspectives around this area since it is so high profile, especially coming in on John Nolen Drive. Otherwise same comments, I like the design but wonder when

you come back if it would be worth seeing at night. How much light will be coming off the internal lighting and how that will look?

- I like the skinny legs.
- Could you address the staff comment about the Capitol Height Limit?
 - We are just below it. The elevator overrides will extend into the heights, which is allowed per the conditional use, but there is no equipment on that rooftop that will extend into that.

ATTACHMENT
PD Zoning Statement of Purpose and Standards

28.098 (1) Statement of Purpose.

The Planned Development (PD) District is established to provide a voluntary regulatory framework as a means to facilitate the unique development of land in an integrated and innovative fashion, to allow for flexibility in site design, and to encourage development that is sensitive to environmental, cultural, and economic considerations, and that features high-quality architecture and building materials. In addition, the Planned Development District is intended to achieve one or more of the following objectives:

- (a) Promotion of green building technologies, low-impact development techniques for stormwater management, and other innovative measures that encourage sustainable development.
- (b) Promotion of integrated land uses allowing for a mixture of residential, commercial, and public facilities along corridors and in transitional areas, with enhanced pedestrian, bicycle and transit connections and amenities.
- (c) Preservation and enhancement of important environmental features through careful and sensitive placement of buildings and facilities.
- (d) Preservation of historic buildings, structures, or landscape features through adaptive reuse of public or private preservation of land.
- (e) Provision of more adequate, usable, and suitably located open space, recreational amenities, and other public facilities than would otherwise be provided under conventional land development techniques.
- (f) Facilitation of high-quality development that is consistent with the goals, objectives, policies, and recommendations of the Comprehensive Plan and adopted neighborhood, corridor or special area plans.

28.098(2) Approval Standards for Project

The standards for approval of a zoning map amendment to the PD District, or any major alteration to an approved General Development Plan, are as follows:

- (a) The applicant shall demonstrate that no other base zoning district can be used to achieve a substantially similar pattern of development. Planned developments shall not be allowed simply for the purpose of increasing overall density or allowing development that otherwise could not be approved unless the development also meets one or more of the objectives of (1) above. Conditions under which planned development may be appropriate include:
 - 1. Site conditions such as steep topography or other unusual physical features; or
 - 2. Redevelopment of an existing area or use of an infill site that could not be reasonably developed under base zoning district requirements.
- (b) The PD District plan shall facilitate the development or redevelopment goals of the Comprehensive Plan and of adopted neighborhood, corridor or special area plans.
- (c) The PD District plan shall not adversely affect the economic health of the City or the area of the City where the development is proposed. The City shall be able to provide municipal services to the property where the planned development is proposed without a significant increase of the cost of providing those services or economic impact on municipal utilities serving that area.
- (d) The PD District plan shall not create traffic or parking demands disproportionate to the facilities and improvements designed to meet those demands. A traffic demand management plan may be required as a way to resolve traffic and parking concerns. The Plan shall include measurable goals, strategies, and actions to

encourage travelers to use alternatives to driving alone, especially at congested times of day. Strategies and actions may include, but are not limited to, carpools and vanpools; public and private transit; promotion of bicycling, walking and other non-motorized travel; flexible work schedules and parking management programs to substantially reduce automobile trips.

- (e) The PD District plan shall coordinate architectural styles and building forms to achieve greater compatibility with surrounding land uses and create an environment of sustained aesthetic desirability compatible with the existing or intended character of the area and the statement of purpose of the PD District.
- (f) The PD District plan shall include open space suitable to the type and character of development proposed, including for projects with residential components, a mix of structured and natural spaces for use by residents and visitors. Areas for stormwater management, parking, or in the public right of way shall not be used to satisfy this requirement.
- (g) The PD district shall include suitable assurances that each phase could be completed in a manner that would not result in an adverse effect upon the community as a result of termination at that point.
- (h) When applying the above standards to an application for height in excess of that allowed in Section 28.071(2)(a) Downtown Height Map, except as provided for in Section 28.071(2)(a)1. and Section 28.071(2)(b), the Plan Commission shall consider the recommendations in adopted plans and no application for excess height shall be granted by the Plan Commission unless it finds that all of the following conditions are present:
 - 1. The excess height is compatible with the existing or planned (if the recommendations in the Downtown Plan call for changes) character of the surrounding area, including but not limited to the scale, mass, rhythm, and setbacks of buildings and relationships to street frontages and public spaces.
 - 2. The excess height allows for a demonstrated higher quality building than could be achieved without the additional stories.
 - 3. The scale, massing and design of new buildings complement and positively contribute to the setting of any landmark buildings within or adjacent to the project and create a pleasing visual relationship with them.
 - 4. For projects proposed in priority viewsheds and other views and vistas identified on the Views and Vistas Map in the City of Madison Downtown Plan, there are no negative impacts on the viewshed as demonstrated by viewshed studies prepared by the applicant.
- (i) When applying the above standards to an application to reduce or eliminate setbacks required by Section 28.071(2)(c) Downtown Stepback Map, the Plan Commission shall consider the recommendations in adopted plans, including the downtown plan. No application to reduce or eliminate setbacks may be granted unless it finds that all of the following conditions are present:
 - 1. The lot is a corner parcel.
 - 2. The lot is not part of a larger assemblage of properties.
 - 3. The entire lot is vacant or improved with only a surface parking lot.
 - 4. No principal buildings on the lot have been demolished or removed since the effective date of this ordinance.