

## MEMORANDUM

**To:** Travis Myren, Director, Dane County Department of Administration  
Todd Violante, Planner, Dane County Department of Planning and Development  
Nurses' Dorm Ad Hoc Committee

**From:** Melissa Huggins, AICP

**Re:** Dane County Nurses' Dormitory – Recommendations

**Date:** January 4<sup>th</sup>, 2013

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### Project Overview

In July, 2012 Dane County contracted with Urban Assets to help determine the future of the Nurses' Dormitory, which is located adjacent to the Dane County Department of Human Services (DCDHS), the former Lake View Sanatorium in Lake View Hill Park on Northport Drive. The dormitory, a three-story 20,000 square foot building, was built in 1934 and housed the doctors and nurses that served the patients at the Lake View Sanatorium.

Over the years, the future of the Nurses' Dormitory has been the subject of much discussion and analysis among a variety of stakeholders including adjacent neighborhood residents, the Lake View Hill Park Neighborhood Association, the Friends of Lake Hill View Park, and Dane County staff and leadership. The building, which has been vacant for a number of years, is in poor and deteriorating condition. The County does not have a use for the building, but at the request of the various stakeholders had allowed the opportunity to explore if there were a viable reuse of the building. The goal of this project is to finalize that process and make a recommendation to County as to the appropriate next steps.

The purpose of Urban Assets' scope of services was to gather together and analyze the range of information and knowledge available through a review of adopted planning documents, results from neighborhood meetings and surveys, interviews with key stake holders, a tour of the building, and consultation with developers and real estate professionals on the market and financial feasibility for reuse of the building.

### Process

#### Consensus Building

Given the significance of the building to the history of the site and the interest it had generated, an Ad Hoc Committee was convened to oversee the process and guide the development of the recommended next steps. The Ad Hoc Committee included the following members:

- Cindy Crane, Northside Planning Council
- Annette Eisman, neighbor
- Laura Huttner, DCDHS
- Lisa Pearson, Friends of Lake Hill View Park
- Jim Powell, neighbor
- Maria Powell, neighbor
- Melissa Sargent, Dane County Supervisor
- Lorie Walker, Lakeview Hill Park Neighborhood Association
- Anita Weier, District Alder

The Ad Hoc Committee met a total of three times over the course of the summer and fall. Meeting agendas and notes of the meetings one and two are included in the appendix. The agenda for meeting number three was a review of this draft memorandum.

### **Document Review**

Lake View Hill Park, the neighborhood, and the dormitory has been the subject of a number of planning processes ranging from neighborhood plans down to neighborhood surveys and meetings focused specifically on the Nurses' Dormitory. Urban Assets reviewed the following results and plans:

1. Nurses' Dormitory – Neighborhood Survey Results, 2012<sup>1</sup>
2. Nurses' Dormitory – Neighborhood Meeting Results, 2012<sup>2</sup>
3. *Lake View Hill Park Historic Landscape Evaluation*, Quinn Evans, 2011
4. *Dane County Human Services Lake View Campus Study*, Dorschner Associates, 2009
5. *Lake View Hill Park Master Plan*, Ken Saiki Design, 2009
6. *Northport-Warner Park-Sherman Neighborhood Plan*, City of Madison Planning Department, 2009
7. *North Side Market Analysis and Summary Report*, R.A. Smith, 2008
8. *Certified Appraisal for Dane County Department of Administration*, Tenny Albert, 2001

### **Interviews**

Urban Assets also interviewed key stakeholders, planning staff, and real estate professionals in order to determine their perspective and recommendations. The following individuals were interviewed:

1. Sue Gleason, Friends of Lake View Hill Park
2. Brenda Williams, Quinn Evans
3. Anita Weier, District Alder
4. Melissa Sargent, County Supervisor
5. City of Madison Planning Staff (Matt Tucker, Tim Parks, Heather Strouder)
6. Darren Marsh, Director, Dane County Parks Department
7. Jason Tish, Madison Trust for Historic Preservation
8. Ted Matcom, Gorman & Company
9. Matt Meier, Alexander Company
10. Deb Ersland, Key Commercial Real Estate

### **Research Results**

#### **Condition of the Property**

There is no question that the current, and declining, condition of the property has a significant impact on the possibilities for its reuse. While the building is considered structurally sound (save for some leaks in the roof), there are a number of expensive improvements that would need to be addressed. Based on the *Dane County Human Services Lakeview Campus Study*, the following improvements would be required for reuse:

1. Complete rewiring of the electrical system
2. Retrofit HVAC system that would fit within the floor to floor heights
3. Two new gas fired hot water boilers
4. Complete re-plumbing of the building

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<sup>1</sup> Small survey sample

<sup>2</sup> Low attendance

5. 44 additional parking stalls for commercial office
6. Additional parking stalls for residential uses (to be determined)

In addition, given ADA requirements, an elevator would likely need to be added, depending on the use.

The site itself also poses some challenges. Access to the building from either Northport Drive or through the Lake View Hill neighborhood is problematic. The 2001 appraisal suggested that city traffic engineering, at that time, would be supportive of a right in right out on Northport Drive. Recent conversations with planning staff were not as positive. In addition, the neighborhood is currently working with the County to discourage access through the neighborhood to both the DCDHS as well as the Lake View Hill Park parking lot, so it is very unlikely they would support access to the building.

According to the *2009 Northport-Warner Park-Sherman Neighborhood Plan*, the entire property's land use designation is conservancy, something the Friends of Lake View Hill Park worked hard for in 2007. The new zoning map, which went into effect on January 1, 2013, reflects this use<sup>3</sup>. Conservancy under the newly adopted zoning code, however, is much stricter. Based on the zoning code, the only permitted use would be the construction of a gathering area and shelter. All other uses would either require the approval of the Planning Director, approval through a conditional use process, or a full rezoning as a Planned Development.

### **Document Review**

A full summary of the document review is included in the appendix. A number of key themes, however, emerged which bear mentioning here:

1. Preserve and maintain the Lake View Hills Park and conservancy lands with expanded accessibility.
2. Recognize and preserve the history of the Lake View Hill Park including the Lake View Sanatorium, the Native American presence, and its role in other historical and cultural events (i.e., site of John Muir's final visit to Wisconsin).
3. Preservation of the Nurses' Dormitory is not as important as the preservation of the Lake View Hill Park and the historical significance of the use of the property, especially the sanatorium.
4. The housing market could support residential development on this site, although the neighborhood would not.

### **Interviews**

In addition to residential uses, many different potential uses emerged from interviews as well the small 2012 neighborhood survey and meeting, including a business incubator, a museum, a ped/bike oriented hostel, and artists' lofts. While these suggestions raised interesting possibilities, they each lacked two key elements – a champion willing to lead the project and the prospect of financial feasibility, based on the history of similar projects and current market conditions.

The initial scope of services had included engaging local developers in a tour of the building. Two developers, Ted Matcom (Gorman & Company) and Matt Meier (Alexander Company) were invited to tour the building but declined. In both of their opinions, the renovation of the building was not financially feasible primarily because it is too small to take advantage of the various tax credit programs (historic and new market). Both of these programs require a great deal of effort on the part of the developer and therefore only very large projects are considered. The renovation of the building would also require significant subsidy from the County adding additional risk. The neighborhood antipathy, if not opposition to, a residential use is also a major obstacle to attracting developer interest.

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<sup>3</sup> At the third meeting, Ad Hoc Committee members raised the concern that the property was in fact divided between Conservancy and Campus/Institutional. The newly adopted zoning map clearly indicates that the entire property is zoned Conservancy.

The developer's sentiments as well as the issues regarding the site limitations were echoed by Deb Erslund from Key Commercial Real Estate, who has extensive experience in redevelopment. She also felt that, in the short term, none of the suggested uses were financially feasible. Taking a longer view (25 plus years), should the County ever decide it no longer wished to remain (an unlikely scenario given the recent improvements to the DCDHS building) Ms. Erslund believes the stricter conservancy zoning would make reuse and redevelopment of the site extremely difficult if not impossible.

### Research Summary Matrix

The following table outlines the various reuse options as well as the positive and negative issues associated with each use.

Use	Positive	Negative
Nonprofit office	<ol style="list-style-type: none"> <li>1. Reuses building</li> <li>2. Serves community</li> <li>3. Depending on user, speaks to cultural history</li> <li>4. Permitted use with Planning Director's approval</li> <li>5. Neighborhood support if low traffic volume</li> </ol>	<ol style="list-style-type: none"> <li>1. Inadequate parking</li> <li>2. Building access</li> <li>3. Financial feasibility</li> <li>4. Project too small to justify tax credit process</li> <li>5. Plenty commercial office available</li> <li>6. Banks not financing commercial office</li> </ol>
Business Incubator	<ol style="list-style-type: none"> <li>1. Reuses building</li> <li>2. Economic development for North Side</li> </ol>	<ol style="list-style-type: none"> <li>1. Inadequate parking</li> <li>2. Building access</li> <li>3. Financial feasibility</li> <li>4. Project too small to justify tax credit process</li> <li>5. Conditional use</li> <li>6. Plenty commercial office available</li> <li>7. Banks not financing commercial office</li> </ol>
Artists' lofts	<ol style="list-style-type: none"> <li>1. Reuses building</li> </ol>	<ol style="list-style-type: none"> <li>1. Inadequate parking</li> <li>2. Building access</li> <li>3. Financial feasibility</li> <li>4. Project too small to justify tax credit process</li> <li>5. Conditional use</li> </ol>
Residential/rental	<ol style="list-style-type: none"> <li>1. Reuses building</li> <li>2. Market demand (seniors, empty nesters)</li> </ol>	<ol style="list-style-type: none"> <li>1. Inadequate parking</li> <li>2. Building access</li> <li>3. Neighborhood concerns</li> <li>4. Financial feasibility</li> <li>5. Project too small to justify tax credit process</li> <li>6. Rezone property Planned Development</li> <li>7. No political support</li> </ol>
Residential/condo	<ol style="list-style-type: none"> <li>1. Reuses building</li> <li>2. Market demand (seniors, empty nesters)</li> </ol>	<ol style="list-style-type: none"> <li>1. Inadequate parking</li> <li>2. Building access</li> <li>3. Neighborhood concerns</li> <li>4. Financial feasibility</li> <li>5. Project too small to justify tax credit process</li> <li>6. Rezone property Planned Development</li> <li>7. Banks not financing condos</li> <li>8. No political support</li> </ol>
Ped/bike oriented hostel	<ol style="list-style-type: none"> <li>1. Reuses building</li> <li>2. Low traffic volume</li> </ol>	<ol style="list-style-type: none"> <li>1. Financial feasibility</li> <li>2. Project too small to justify tax credit process</li> <li>3. Rezone property to Planned Development</li> </ol>
Museum	<ol style="list-style-type: none"> <li>1. Reuses building</li> <li>2. Permitted use with Planning Director's approval</li> <li>3. Political support</li> </ol>	<ol style="list-style-type: none"> <li>1. Inadequate parking</li> <li>2. Building access</li> <li>3. Fundraising challenges</li> </ol>
Gathering area & structures <sup>4</sup>	<ol style="list-style-type: none"> <li>1. Permitted use</li> <li>2. Use included in LVHP Master Plan</li> <li>3. County Parks Department support</li> <li>4. Role for FLVHP</li> </ol>	<ol style="list-style-type: none"> <li>1. Loss of contributing historic building</li> <li>2. Potential parking shortage weekdays</li> <li>3. Neighborhood concerns</li> <li>4. County budget constraints</li> </ol>

<sup>4</sup> LVHPMP p. 33

## Recommendation

Throughout the Ad Hoc Committee meetings as well as the interviews with key stakeholders there was clearly a nostalgia surrounding the Nurses' Dormitory and a hope that a solution could be found for the building. Much of this nostalgia was tied to the idea that an historic structure would be lost. There was also a sense, however, that the building was **part** of the bigger story of Lake View Hill Park, both its history as a sanatorium, home to Native Americans, the site of John Muir's last visit to Wisconsin, and its current use as a park. Both the past and the present uses are tied directly into the story of healing and the importance of the natural environment. This raises the question as to whether the loss of the Nurses' Dormitory would have a major impact on the history or the future of Lake View Hill Park as a place of healing or might actually create additional opportunities to tell the history and for the community's access and enjoyment of the park.

At the second Ad Hoc Committee meeting on October 30<sup>th</sup>, the committee members developed three principles for decision making to guide the future of the Nurses' Dormitory. First, the solution should be a shared community asset that is available to the public, creates an opportunity to educate, and has a positive impact on the neighborhood and the community. Second, the solution should contribute to the conservation of the natural and historical landscape and its role in the story of healing. And third, the solution should be financially feasible.

Given the results of the research, and within the context of these decision making principles, Urban Assets recommends the following:

1. While the Nurses' Dormitory is a contributing factor to the historic designation of the former sanatorium and the Lake View Hill Park, it is not a determining factor. There are many elements within the park that will continue to tell the story of the property and the proper reuse of the site will facilitate that story.
2. Due to the current condition of the building and the lack of a feasible reuse within a reasonable time frame, the Nurses' Dormitory should be demolished.
3. Based on the Conservancy zoning, the only permitted use for the site, beyond allowing it to return to its natural state, is as a gathering area or park shelter. *The 2009 Lake View Hill Park Master Plan* recommends the development of additional gathering areas and structures (LVHPMP p.33)<sup>5</sup> within the park which would allow opportunities for environmental education and historical-cultural resource interpretation.

While the plan recommends the fountain as a potential site for a gathering area, the demolition of the Nurses' Dorm creates an additional opportunity for creating a gathering space that incorporates both the natural environment **and** the history of the park's built environment. Indeed, the plan identifies the site of the Nurses' Dorm as an appropriate location for historical-cultural resource interpretation (LVHPMA p.25). The creation of a gathering space that incorporates elements of the original building within a natural setting will provide a space for the education and enjoyment of the community.

4. Working collaboratively, the County, the Friends of Lake Hill View Park, and neighborhood residents should develop a clear plan for the site's reuse within the context of the park's history, current use, existing plans, and opportunities for their implementation. The hiring of a professional consultant to guide this process is highly recommended.

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<sup>5</sup> Not including, however, **covered** shelters (LVHPMP p. 35).

5. Future reuse of the site should address the storm water management issues including restoration of the historic watercourse to the south to accommodate roof drainage from the DCDHS building (LVHPMP p. 30) as well as other issues related to the drainage of the parking area.
6. The DCDHS should relinquish management of the property to Public Works to coordinate the demolition of the building followed by the Parks Department to coordinate the planning and future reuse of the site.
7. The County should carefully deconstruct the building in order to preserve key architectural and historical elements that could be used in the future reuse of the site to help depict the historical-cultural interpretation.

### **Next Steps**

The memorandum will be submitted to the County for review by staff and the appropriate County commissions. Should County staff be authorized to proceed, the Department of Public Works will issue a Request for Proposals for the deconstruction and demolition of the Nurses' Dormitory. Urban Assets strongly recommends that a consultant be engaged to lead a collaborative planning and design process for the potential reuse of the former Nurses' Dorm site.

## Appendix

**Nurses Dorm Ad-Hoc Advisory Committee**  
**Meeting Agenda**  
4:30 – 6 PM, Thursday, August 30<sup>th</sup>  
Dane County Department of Human Service, Room GR22

1. Introductions
2. Review & discuss the scope of services
3. Review & discuss the document review summary
4. Committee members' perspectives, concerns, & priorities
5. Next steps

## Notes

### Attendees

- Lorie Walker
- Annette Eisman
- Jon Becker
- Jim Powell
- Maria Powell
- Anita Weier
- Melissa Sargent
- Cindy Crane
- Laura Huttner
- Lisa Pearson

### Perspectives, Concerns, & Priorities

1. No housing. Concerned about traffic, especially county employees and others cutting through the neighborhood
2. Building should be preserved and renovated for housing. Important to preserve and be a steward for the building
3. Could be a retreat center.
4. Generally support preserving the building, but not necessary if could reuse brick. Important to recognize environmental history of the site – John Muir.
5. Too isolated for housing, parking issues. Would like to preserve building for museum. Is this something nursing community could take leadership on?
6. No housing, especially with direct access to Northport. Demolish and return to parkland. Any shelter would be a magnet for problems.
7. Role as green/environmental center, given Lake View Hill Park, Cherokee Marsh, Troy Gardens.
8. Concern that retreat center not financially feasible.
9. Housing does not fit into natural conservancy uses
10. County has funding in budget for asbestos remediation and demolition. Might be willing to provide land to developer as land lease (\$1 for 99 years). County not interested in participating financially in a project.
11. Building should meet the needs of County and Lake View Hill Park, but County has no need for building. Parking an issue. Safety concerns with regards to building's deterioration.

12. Possible to keep part of building (façade) as nod to history?
13. Public art or other didactic display?
14. Entire site is part of healing history of the park and campus. Removal will impact cultural landscape.
15. Architectural studios or art incubator space.
16. Amphitheatre for smaller venues than Warner Park? Attractive for astronomers? Possible to provide park facilities?
17. Housing not appropriate. If reuse building, focus on healing aspect of the campus (food, art, dance)

**Nurses Dorm Ad-Hoc Advisory Committee**  
**Meeting Agenda**  
4:30 – 6 PM, Tuesday, October 30<sup>th</sup>  
Dane County Department of Human Services, Room GR22

1. Review of process to date
2. Develop principles for decision making
3. Review and discussion research summary matrix
4. Determine next steps

## Notes

### Attendees

- Annette Eisman
- Jim Powell
- Maria Powell
- Melissa Sargent
- Laura Huttner
- Lisa Pearson

### Principles for Decision Making

- Available to be used by the public
- Shares the story of the entire property not just the dorm
- Neighborhood acceptability
- Long term effects on the community/pros & cons
- Funding
- In line with conservancy (ecological)
- Healing focus
- Access to community/everyone
- No housing/this has been discussed and debated for years; preservation of sanatorium building and putting into conservancy was to ensure no housing
- Conservancy/further conservancy of park/fits in with/compliments/healing aspect of nature; quiet nature of park
- Compatibility with surrounding uses of neighborhood and within site
- Historic and cultural impacts of the campus
- Educational, environmental and recreational potential
- Historic ties
- Fiscal feasibility

## **Consensus**

1. Shared Community Asset
  - Available to be used by Public (2)
  - Show story of entire property not just dorm; educational and recreational potential (3)
  - Neighborhood acceptability/compatibility (2)
  - Long term effects on community; pros & cons (1)
2. Importance of Conserving Natural and Historical Landscape
  - Historic and cultural impact of campus (1)
  - No housing; has been discussed and debated for years. Putting into conservancy was to ensure this (1)
  - Conservancy furthers conservancy of park; fits with and compliments healing aspect of nature; quiet nature of park (1)
  - In line with conservancy (ecological); healing focus – the land (1)
3. Funding/Financial Feasibility (3)



## Memorandum

**TO:** Nurses Dorm Ad-Hoc Advisory Committee

**FROM:** Quinn Heneghan, Project Coordinator

**RE:** Summary Document Review

**DATE:** August 27, 2012

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### Purpose

The purpose of this memo is to summarize common themes and key findings as related to the potential redevelopment and/ or reuse of the Dane County Nurses' Dormitory. It includes background information about the dormitory building, site, and adjacent properties, as well as information about the Northport Warner Park (NWP) neighborhood. Additionally, a timeline is provided indicating relevant events as they relate to the dormitory building, site, and adjacent properties over the last twenty years.

The following documents were reviewed and analyzed during the preparation of this memo:

9. Neighborhood Survey Results, 2012
10. Neighborhood Meeting Results, 2012
11. *Lake View Hill Park Historic Landscape Evaluation*, Quinn Evans, 2011
12. *Dane County Human Services Lake View Campus Study*, Dorschner Associates, 2009
13. *Lake View Hill Park Master Plan*, Ken Saiki Design, 2009
14. *Northport-Warner Park-Sherman Neighborhood Plan*, City of Madison Planning Department, 2009
15. *North Side Market Analysis and Summary Report*, R.A. Smith, 2008
16. *Certified Appraisal for Dane County Department of Administration*, Tenny Albert, 2001

### Background

#### Neighborhood

The Northport Warner Park (NWP) neighborhood is located in the northeast section of the City of Madison and boasts several major assets including Lake Mendota, Warner Park and Beach, Cherokee Marsh, and Lake View Hill Park and Conservancy. In addition, the neighborhood includes four elementary schools, two middle schools, one high school and five different neighborhood and community centers. The Dane County Regional Airport (DCRA) is to the east of the neighborhood and Oscar Mayer is to the south. DCRA, Oscar Mayer, Covance and MATC are the largest employers in the area.

The composition of dwellings in the NWP neighborhood tend toward entry level single family homes, multi-family apartment complexes, and condominiums of varying sizes. The various housing opportunities within the

neighborhood have fostered diversity among its residents. With the exception of upper end housing in the Cherokee Marsh and Maple Bluff areas, the NWP neighborhood falls within the lower to middle tier of the housing market. Available land for development is scattered and somewhat limited by the DCRA to the east and marshes and park space to the north. The *Northside Market Analysis (2008)* indicated that the neighborhood has affordable housing and increased residential rental possibilities, perhaps due to a high number of foreclosures in the area. The most recent residential construction has been targeted toward older adults, empty nesters and renters.

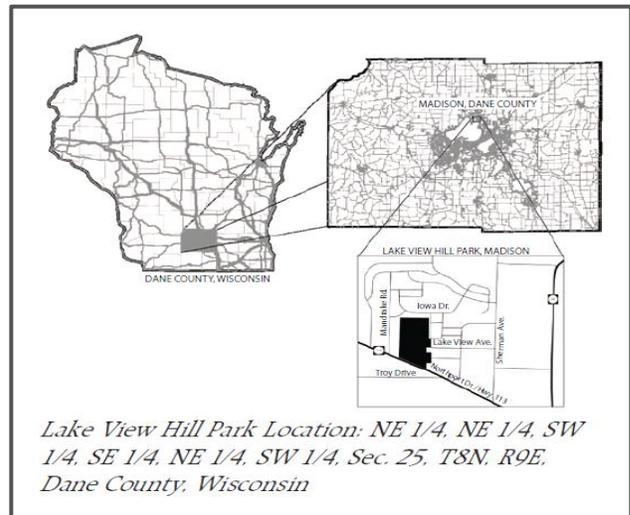
There are limited retail opportunities for customers in the area with most businesses considered 'service commercial'. The greatest commercial leakage is in the following categories: grocery; food and drinking establishments; general merchandise; clothing; furniture and home furnishings. The North Side is considered to be good for construction and manufacturing. As of 2008, 2,000,000 square feet of office space was available for rental with 1,000,000 square feet in development. Most office space in the area is designated as Class B.

The *Northport-Warner Park-Sherman Neighborhood Plan (2009)* states the recommendation to increase the number of local businesses and amenities to better serve its residents and attract newcomers, thereby, increasing the variety of housing choices available. Additionally, the plan calls for increased walkability and connectivity to neighborhood serving places, employment and community centers, business districts, and school and recreational lands.

## Property

Situated on a hillside, the Nurses' Dorm is located on a four acre parcel of lightly wooded land in the Northport-Warner Park Neighborhood of Madison. It is part of a larger 44.8 acre site encompassing the Dane County Department of Health Services (DCDHS), the dorm, and Lake View Hill Park. The park is bordered by Northport Drive on the south with adjacent connectivity to the Lake View Hill Neighborhood in four locations. The property is currently zoned Conservancy. John Muir is thought to have spent his last day in Wisconsin on the hill that is now makes up the park.

The main building of Lake View Sanatorium, currently housing DCDHS, was constructed in 1929-1930. The \$475,000 sanatorium opened its doors in 1930 with 105 beds and state-of-the-art facilities including open-air porches for patient convalescence. Lake View Sanatorium was built in central Dane County to consolidate tuberculosis patients from other areas with a purposeful location on a high hill to take advantage of fresh breezes based on an open air treatment philosophy. The emphasis on fresh air and sunshine meant that the building site, design, and surrounding landscape were considered vital factors in the recovery of patients.



The Dormitory for Help, or Nurses' Dormitory, was built in 1934 to house staff working at the Lake View Sanatorium. (Prior to that time, staff was housed in the main Sanatorium, decreasing bed space for patients.) The three-story, 20,000 square foot, brick building operated as a dormitory until 1966 when the main Sanatorium was closed and the DCDHS moved its offices into that space. The dorm was renovated in 1976 as additional office space for DCDHS; however, its use as offices declined between the mid 1980's and 1990's. According to the *Lake View Hill Park Historical Landscape Evaluation (2011)*, during the mid 1980's, "a movement was begun with the goal of determining a



better use for the property. A report was prepared that presented a plan for developing the property into a residential subdivision. Public concern regarding the development led to the formation of a citizens group that campaigned to protect the property from development." The proposal was dismissed, however, and the County and the citizens group began working together to determine long-term plans for the site. By 1995, the dormitory was only used for file storage and has been vacant for the last eight to ten years.

Maintenance to the dorm has been extremely minimal in recent years. It has remained unheated since 2006 and much of the plumbing has been removed and sold. A recent fix to the roof will soon need attention, and water run-off and erosion are an issue on the east side of the structure. The building has no elevator nor does it have a boiler. Additionally, the building does not have designated parking, with access to the property by way of a service entrance, or from the main DCDHS parking lot accessible from Northport Drive. DCDHS currently employs 150 staff with approximately 220 people using the main building and adjacent grounds, including parking lots. The Lake Hill View Park parking lot is also used for DCDHS visitor parking.



The *Dane County Human Services Lake View Campus Study*, completed in 2009, estimated options of renovating the dorm at about \$3,000,000 with mothballing the dorm estimated at \$40,000, and demolition with abatement estimated at \$300,000. Dane County has budgeted funds for demolition of the building in the current fiscal year.

The Friends of Lake View Hill Park, Inc., established in 2006, has sought a partner to develop the dorm for a use that is compatible with the surrounding neighborhood, park and current use. Recently, two non-profit organizations have expressed interest in re-developing the property for offices: Wisconsin Coalition Against domestic Violence (WCADV)

and Wisconsin Coalition Against Sexual Assault (WCASA). Forward Community Investments has toured the property and is possibly interested in working with the above organizations or other partners for its reuse.

## Timeline

- 1991 – A developer proposes condo-type of development on portion of Lake View Hill Park.
- 1991 - The northern 22.5 acres of the site were designated as the Lake View Woods Nature Conservancy to preserve one of the last hilltops in Madison from development;
- 1993 - *The Dane County Parks and Open Space Plan* was amended in 1993 to include the southern portion of the Lake View property as an urban green space;
- 1993 - The 46 acre Lake View Sanatorium property was listed in the National Register of Historic Places for its significance with regard to the treatment of tuberculosis in Dane County. Four structures are listed as contributing properties on the National Register due to their relevance to the main function of the Sanatorium including the Nurses' Dormitory (Dormitory for Help), Original Power House (West portion of the Boiler House), Water Tower, and Water Utility Building.
- 1999 - A vegetative and habitat assessment was conducted for the Lake View Woods Conservancy and test plots were established by Dane County and Applied Ecological Services, Inc;
- 1999 - A Phase I Environmental Audit of a portion of the property prepared by Philip H. Salkin of Archeological Consulting and Services, Inc. produced a report with land use history of the site;
- 2003-2004 - Applied Ecological Services, Inc. prepared restoration and management plans for the conservancy and the Esch property;
- 2004 - The Dane County Board amended the 2001-2005 Parks and Open Space Plan to include Lake View Hill as a recreation park in 2004;
- 2005 - Lake View Hill was placed under the jurisdiction of the Dane County Parks Commission;
- 2005 - The Esch family donated 2.34 acres property to the Dane County Parks Commission as an addition to Lake View Hills Park.
- 2006 - Lake View Hills Park was formally established by the Dane County Board of Supervisors as a permanent conservancy;
- 2006 - Friends of Lake View Hill Park, Inc. was formed as a non-profit organization dedicated to the preservation of the park resources;
- 2007 - Portions of the property that were previously zoned R-1 were rezoned so that the entire parcel is now zoned as a conservancy;
- 2008 - *Historical, Archeological and Geological Feature Inventory* was prepared for the park by Great Lakes

Archeological Research Center, Inc.;

- 2008-2009 - 2010-2011 Lake View Hill Park Historic Landscape Plan initiated and completed;
- 2010 - Work began on implementing signs to improve way finding and interpretation, as recommended by the master plan;
- 2012 - Dane County to pursue steps to demolish the dorm unless Friends of Lake View Hill or other interested parties are able to find a successful partner(s) to develop or renovate the property.

## Key Findings and Common Themes

**Preserve and maintain Lake View Hills Park (LVHP) and conservancy lands with expanded accessibility.** The Dorm Response Survey Results and Open Meeting Results indicate that the participants had this as their main priority. (Most participants frequented the park and have lived in the neighborhood for over 15 years.) This is further supported by the *Lake View Hill Park Master Plan* (LVHPMP) and *Northport-Warner Park-Sherman Neighborhood Plan* (NWPSNP). The LVHPMP, in particular, recommends that LVHP continue to explore greater connectivity to adjacent land uses at the neighborhood scale as it corresponds to existing patterns of use. Both of the plans propose a connection from Warner Park and the south neighborhoods to the park via a pedestrian bridge or other form of safe pedestrian access across Northport Drive. Additionally, the LVHPMP proposes additional trail connections from the park to Longview Street and Esch Lane.

**Recognize and preserve the history of the Lake View Sanatorium: the building, the patients, the grounds.** The main idea being to make sure that the *history* of the entire site is honored and celebrated with signage, paths, and, possibly, a visitor center.

4. Several concerns were raised by attendees at the Oct. 27th neighborhood meeting.											
Please rank the following concerns with 1 for MOST CONCERN and 9 for LEAST CONCERN.											
	answered question									skipped question	
	1	2	3	4	5	6	7	8	9	Rating	Response
										Average	Count
Zoning issues? Conservancy now and don't want to lose/jeopardize that	42.4% (14)	12.1% (4)	9.1% (3)	9.1% (3)	6.1% (2)	6.1% (2)	3.0% (1)	9.1% (3)	3.0% (1)	1.24	33
Residential use would mean too much traffic increase	18.5% (5)	18.5% (5)	11.1% (3)	0.0% (0)	11.1% (3)	11.1% (3)	18.5% (5)	7.4% (2)	3.7% (1)	1.3	27
No expansion to the current structure – height, etc.	0.0% (0)	16.7% (5)	20.0% (6)	13.3% (4)	6.7% (2)	13.3% (4)	13.3% (4)	13.3% (4)	3.3% (1)	1.27	30
Northport is already nothing but housing	9.7% (3)	9.7% (3)	9.7% (3)	19.4% (6)	6.5% (2)	6.5% (2)	9.7% (3)	16.1% (5)	12.9% (4)	2.03	31
Neighborhood and county would lose control of property	12.9% (4)	16.1% (5)	9.7% (3)	9.7% (3)	16.1% (5)	12.9% (4)	3.2% (1)	6.5% (2)	12.9% (4)	2.03	31
Parking capacity issues	6.5% (2)	3.2% (1)	19.4% (6)	6.5% (2)	22.6% (7)	25.8% (8)	6.5% (2)	9.7% (3)	0.0% (0)	1	31
Don't demolish the building	20.6% (7)	11.8% (4)	5.9% (2)	5.9% (2)	8.8% (3)	0.0% (0)	8.8% (3)	2.9% (1)	35.3% (12)	3.82	34
Time of day/night/weekend of reuse	0.0% (0)	0.0% (0)	12.5% (4)	25.0% (8)	3.1% (1)	9.4% (3)	18.8% (6)	18.8% (6)	12.5% (4)	2	32
Stormwater management issues	2.9% (1)	14.7% (5)	11.8% (4)	11.8% (4)	11.8% (4)	14.7% (5)	8.8% (3)	11.8% (4)	11.8% (4)	1.94	34

**Preservation of the Nurses' Dormitory is not as important as the preservation LVHP and the historical significance of the Lake View Hill Sanatorium.** Dorm Response Survey Results and Open Meeting Results indicate a mixed reaction to the preservation of the structure. As indicated on the chart above, most attendees at the public meeting felt that preservation of the park's conservancy status was the greatest concern, followed by traffic issues should the building become residential, and the desire that the structure not be demolished.

If renovated, participants chose the following uses for the space:

- Non-profit offices
- Museum or interpretive center
- Artist/music studios
- Wisconsin Historical Society storage
- Business incubator
- Condos/apartments

Online Survey/ Question #2: Due to this unique location in a park and proximity to a residential neighborhood, economically feasible and acceptable uses are limited. What uses would you support for the Lake View Nurse's Dorm?				
	answered question			37
	skipped question			2
	Yes	No	Maybe	Response Count
Mixed use-office and residential	34.3% (12)	42.9% (15)	22.9% (8)	35
Business incubator	51.4% (18)	31.4% (11)	17.1% (6)	35
Non-profit offices	75.0% (27)	16.7% (6)	8.3% (3)	36
High end condos – high density	15.2% (5)	78.8% (26)	6.1% (2)	33
High end condos – low density	29.0% (9)	58.1% (18)	12.9% (4)	31
Apartments – high density	6.3% (2)	93.8% (30)	0.0% (0)	32
Apartment – low density	21.2% (7)	63.6% (21)	15.2% (5)	33
Museum/interpretive center	61.8% (21)	11.8% (4)	26.5% (9)	34
Faith-based organization	32.3% (10)	61.3% (19)	6.5% (2)	31
Elderly housing/senior apartments (low density)	45.7% (16)	42.9% (15)	11.4% (4)	35
Artist/Music studios	61.8% (21)	20.6% (7)	17.6% (6)	34
Day spa	31.3% (10)	46.9% (15)	21.9% (7)	32
Design office space ,architects, etc.	48.6% (17)	37.1% (13)	14.3% (5)	35
Storage	31.3% (10)	46.9% (15)	21.9% (7)	32
Historical society storage facility	60.6% (20)	24.2% (8)	15.2% (5)	33
Green co-housing	20.6% (7)	50.0% (17)	29.4% (10)	34

If the dorm is not renovated, most participants chose to integrate the property back into the park and conservancy without a shelter, although, second choice was to integrate the property back into the park and conservancy *with* shelter facilities. Both the *Dane County Human Services Lake View Campus Study* and the *2001 Appraisal of the Property* indicate that the cost of renovation or demolition to the structure is significant.

**The current housing market would support residential development at the building site.** As indicated in the NWPSNP, the LVHPMP, the *Northside Market Analysis and Market Summary Report of 2008*, and the *2001 Appraisal of the Property*, this site could support residential development. The neighborhood survey, however, indicate that residential is not a preferred use. In the appraisal, city traffic engineering indicated they would support a right in/right out drive way on Northport Drive, which could provide access to the property without disrupting the adjacent neighborhood.

Online Dorm Survey/Question 6: If the building cannot be renovated for reuse and is demolished, what alternatives would you prefer for the property?			
	answered question		36
	skipped question		3
	Response	Response	
	Percent	Count	
Integrate into park and build shelter facilities	0.444	16	
Integrate into park but with no shelter	0.528	19	
Sell property	0.083	3	
Other	0.028	1	
Other (please specify)			3
plenty of shelters nearby, such as Sunfield and Warner parks.			
Do not Demolish			
this is a loss of a valuable cultural resource and not acceptable.			

Open Meeting Responses 10/27/2011																
Options	1	2	3	4	5	6	7	8	9	10	11	12	13	14	15	Summary
Mixed use – for example, not limited to:	1				1					1				1	1	5
Business incubator	1	1														2
Some residential		1								1						2
Non-profit offices				1										1		3
Turn back to park and build a shelter with bathrooms and fireplace			1	1	1		1	1	1		1	1				8
High end condos – high density																
High end condos – low density ?							1									1
Apartment building – high density																
Apartment building – low density?		1			1											2
Museum/interpretive center – perhaps nonprofit or nurses association				1	1								1			3
Faith-based organization				1												1
Elderly housing/senior apartments (low density)										1	1		1	1		4
artist/Music studios	1	1	1	1	1	1	1	1	1		1			1		10
Spa																
Design office space – architects, etc.						1				1			1	1	1	5
Storage									1							1
Historical society storage facility					1											1
Green co-housing (i.e. Troy Gardens example)																
Basic open park space, no shelter, etc.					1							1				2
ISSUES or absolute NO's																
Zoning issues? Conservancy now and don't want to lose/jeopardize that	1															1
Residential would mean too much traffic increase	1															1
Traffic concerns												1				1
Parking capacity											1	1	1			3
Apartments		1					1	1	1		1	1	1	1		8
Housing			1	1	1											3
Republican or tea party					1											1
Don't demolish the building										1						1