



Project Name & Address: U.S. Post Office and Federal Courthouse/Madison Municipal Building (MMB)
215 Martin Luther King, Jr. Boulevard

Application Type(s): Certificate of Appropriateness for demolition of a part of a landmark (PUBLIC HEARING)

Certificate of Appropriateness for exterior alteration of a landmark and landmark site

Legistar File ID # [42479](#)

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Date Prepared: April 26, 2016

Background Information

Project Applicant/Contact: Bryan Cooper, City Engineering Division

Parcel Location/Information: The landmark site is located on Martin Luther King Jr Blvd and is bounded by E Doty, S Pinckney and E Wilson Streets. The entirety of Block 88 was designated a landmark site.

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.
- (2) Demolition or Removal. In determining whether to approve a certificate of appropriateness for any demolition or removal of any landmark or structure within a historic district, the Landmarks Commission shall consider all of the following, and may give decisive weight to any or all of the following:
 - (a) Whether the structure is of such architectural or historic significance that its demolition or removal would be detrimental to the public interest and contrary to the general welfare of the people of the City and the State.
 - (b) Whether a landmark's designation has been rescinded.

- (c) Whether the structure, although not itself a landmark structure, contributes to the distinctive architectural or historic character of the historic district as a whole and therefore should be preserved for the benefit of the people of the City and the State.
- (d) Whether demolition or removal of the subject property would be contrary to the policy and purpose of this ordinance and/or to the objectives of the historic preservation plan for the applicable historic district as duly adopted by the Common Council.
- (e) Whether the structure is of such old and unusual or uncommon design, method of construction, or material that it could not be reproduced or be reproduced only with great difficulty and/or expense.
- (f) Whether retention of the structure would promote the general welfare of the people of the City and the State by encouraging study of American history, architecture and design or by developing an understanding of American culture and heritage.
- (g) The condition of the property, provided that any deterioration of the property which is self-created or which is the result of a failure to maintain the property as required by this chapter cannot qualify as a basis for the issuance of a certificate of appropriateness for demolition or removal.
- (h) Whether any new structure proposed to be constructed or change in use proposed to be made is compatible with the historic resources of the historic district in which the subject property is located, or if outside a historic district, compatible with the mass and scale of buildings within two hundred (200) feet of the boundary of the landmark site.

41.01 POLICY AND PURPOSE. The Common Council recognizes that the City of Madison contains buildings, structures, signs, features, improvements, sites, and areas that have significant architectural, archaeological, anthropological, historical, and cultural value. The Common Council further recognizes that these historic resources represent the City's unique heritage, contribute to the health, prosperity, safety and welfare of the City's residents, and serve as a source of great interest to the City's residents and visitors. Therefore, the Common Council hereby finds that it is in the public interest to identify, protect, preserve, promote, conserve and use historic resources within the City. The purpose of this chapter is therefore to:

- (1) Accomplish the identification, protection, promotion, preservation, conservation and use of the City's historic resources, as embodied and reflected in the city's historic districts and landmarks.
- (2) Ensure that the City's growth sensitively incorporates the City's historic resources.
- (3) Enhance the visual and aesthetic character of the City by ensuring that new design and construction, when it happens, complements the City's historic resources.
- (4) Provide a framework for appropriate reinvestment in the City's landmarks and historic districts that ensures new design and construction, when it happens, complements the City's historic resources and conforms to the standards of the historic district.
- (5) Safeguard the City's historic resources and investment in them by establishing an obligation to maintain them, and encouraging the vigorous enforcement of this ordinance.
- (6) Recognize that the city's historic resources are economic assets that can attract residents and visitors, create jobs, stabilize and improve property values, and stimulate business and industry.
- (7) Foster civic pride in the beauty and noble accomplishments of the past.
- (8) Promote the use of and investment in historic districts and landmarks for the education, pleasure and welfare of the people of the City.
- (9) Provide a clear regulatory framework for implementing, balancing, and accomplishing the public policy announced in this chapter.

Secretary of the Interior's Standards for Rehabilitation

1. A property will be used as it was historically or be given a new use that requires minimal change to its distinctive materials, features, spaces, and spatial relationships.
2. The historic character of a property will be retained and preserved. The removal of distinctive materials or alteration of features, spaces, and spatial relationships that characterize a property will be avoided.
3. Each property will 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 elements from other historic properties, will not be undertaken.
4. Changes to a property that have acquired historic significance in their own right will be retained and preserved.
5. Distinctive materials, features, finishes, and construction techniques or examples of craftsmanship that characterize a property will be preserved.
6. Deteriorated historic features will be repaired rather than replaced. Where the severity of deterioration requires replacement of a distinctive feature, the new feature will match the old in design, color, texture, and, where possible, materials. Replacement of missing features will be substantiated by documentary and physical evidence.
7. Chemical or physical treatments, if appropriate, will be undertaken using the gentlest means possible. Treatments that cause damage to historic materials will not be used.
8. Archeological resources will be protected and preserved in place. If such resources must be disturbed, mitigation measures will be undertaken.
9. New additions, exterior alterations, or related new construction will not destroy historic materials, features, and spatial relationships that characterize the property. The new work will be differentiated from the old and will be compatible with the historic materials, features, size, scale and proportion, and massing to protect the integrity of the property and its environment.
10. New additions and adjacent or related new construction will 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

Requests related to this property came before the Landmarks Commission on August 17, 2015 and received Certificates of Appropriateness and an advisory recommendation at that time. The approval for the demolition of the annex was contingent on having all land use approvals for the adjacent development in place. The request to remove the condition making the approval contingent on the adjacent property's land use approvals was placed on the agenda for October 26, 2015 and the item was referred. At the October 2015 meeting, the Commission was informed that the restoration and rehabilitation of the Municipal Building would be reviewed by the Landmarks Commission in 2016.

The current proposal requests Certificates of Appropriateness for the demolition of the existing annex and the exterior alterations related to the restoration and rehabilitation of the Municipal Building. A land division is not being requested at this time.

The property was designated a landmark on October 15, 2002 based on its architectural significance as a civic/institutional building in the Neo-Classical Revival style. The property is also listed on the National Register and the State Historic Preservation Office has reviewed schematic design documents which have guided the design approach to this point. The City is currently preparing SHPO compliance review documents for an upcoming meeting.

Certificate of Appropriateness for Demolition

A brief discussion of the demolition standards 41.18(2) follows:

- a. The annex addition does not provide any architectural or historic significance and its demolition would not be detrimental to the public interest and contrary to the general welfare of the people of the City and the State.
- b. Not applicable
- c. Not applicable
- d. The removal of the annex is consistent with the policy and purpose of the ordinance and will allow for the continued use of the landmark building.
- e. The annex addition is not of such old and unusual or uncommon design, method of construction, or material that it could not be reproduced or be reproduced only with great difficulty and/or expense. The existing building does not meet the intent of this standard.
- f. The annex addition does not provide any architectural or historic significance and its demolition would not promote the general welfare of the people of the City and the State by encouraging study of American history, architecture and design or by developing an understanding of American culture and heritage.
- g. The Applicant is not claiming poor condition as the reason for demolition.
- h. The proposed addition that will be built where the annex currently exists is compatible with the adjacent landmark building through its use of materials and proportional openings and other features.

Certificate of Appropriateness for exterior alteration

The Municipal Building restoration and rehabilitation project will meet the Secretary of Interior's Standards in the following ways: The building will continue to be used as the Municipal Building and distinctive materials, features, spaces, and spatial relationships will be retained and preserved; The full exterior masonry restoration will repair deteriorated features and replace the feature only where the deterioration is severe; The existing historic windows will be repaired and the inappropriate replacement windows will be replaced with new windows to replicate the old; The exterior will be cleaned as part of the restoration project and historic materials will not be damaged during cleaning; The proposed addition is being clad in zinc panels and have window openings that relate to the proportion and appearance of the original windows; The addition design is differentiated from the old; The placement of the addition allows the majority of the historic building to be visible and if removed, the essential form and integrity of the historic property and its environment would be unimpaired.

Recommendation

Certificate of Appropriateness for demolition

Staff believes that the standards for granting a Certificate of Appropriateness for demolition are met and recommends that the Landmarks Commission approve the Certificate of Appropriateness.

Certificate of Appropriateness for exterior alteration

Staff believes that the standards for granting a Certificate of Appropriateness for the exterior alterations are met and recommends that the Landmarks Commission approve the Certificate of Appropriateness.