



May 5, 2021

City of Madison  
Urban Design Commission  
215 Martin Luther King Jr Blvd, Suite 017  
Madison, WI 53701

Re: Dane County Jail Consolidation, South Tower Addition & Public Safety Building Renovation  
115 W. Doty Street, Madison, WI

Dear Commission Members:

Please accept this Letter of Intent, Application and attachments as our formal request for a major alteration to an existing Planned Development for the Dane County Jail Consolidation, South Tower Addition and Public Safety Building Renovation for Dane County Public Works.

This application is to amend the existing PD (GDP/SIP) that was approved April 7, 1992 and stated that any future expansion of the facility shall require review and approval of the SIP and a public hearing. The original approval planned that the future expansion for additional housing would be located on top of the PSB. After review of the existing structure, it was determined that expansion would not be structurally feasible. Therefore, the County is moving forward with an adjacent addition to keep the Jail downtown as originally approved.

**Zoning**

The project site is located in a Planned Development District (PD) zoning district (Zoning 28.098).

**Legal Description**

Lots 1 through 6 and Lots 9 through 14, Block 71, Original Plat of the City of Madison. These lots are in the process of being combined into a single property under a new CSM that would include the Dane County Courthouse.

**Certified Survey Map**

A new CSM for this site has been completed to include the Dane County Courthouse, Public Safety Building, and the South Tower Addition and is attached.

**Design Team**

Owner:	Dane County Department of Administration 210 MLK Jr Blvd, Room 425 Madison, WI 53703 (608) 266-4519	Agency:	Dane County Sheriff's Office 115 W. Doty Street Madison, WI 53703
PM/Engineer:	Chris Harp Mead & Hunt, Inc. 2440 Deming Way Middleton, WI 53562 (608) 443-0443	Structural Engineer:	Robert Guinn HDR, Inc. 30 W. Monroe, Suite 700 Chicago, IL 60603
Architect:	Jan Horsfall Potter Lawson, Inc. 749 University Avenue, Suite 300 Madison, WI 53705 (608) 274-2741	Civil:	Brionne Bischke OTIE, Inc. 1033 N. Mayfair Road, Suite 200 Milwaukee, WI 53226

### **Staff and Neighborhood Input**

The Design Team has worked with the City Staff on several meetings, including two UDC Informational presentations on October 30, 2019 and December 11, 2019.

The Design Team has met with Alder Verveer on October 22, 2019 and April 7, 2021, has given a presentation to the Bassett Neighborhood Association on November 11, 2019 and April 12, 2021, as well as a Capital Neighborhood "Postcard" Public meeting on December 10, 2019.

### **Project Overview**

The current Jail System is located within the City-County Building, the Public Safety Building, and the Ferris Center. The Dane County Jail Consolidation plans provide a facility that will combine all inmates into one building to reduce the total number of beds, improve inmate and staff security, provide appropriate medical and mental health housing and services, provide additional program, educational and recreation spaces, greatly reduce solitary confinement, provide visitation, provide multi-purpose space to meet the spiritual needs of the inmates, and provide a downtown location next to the Courthouse and close to public transportation. The Sheriff's Office is continuing to develop effective jail diversion programs that offset jail population growth.

The site for the south tower addition currently accommodates a surface parking lot, a loading dock and two vehicular ramps, one that accesses the Dane County Courthouse garage to the southwest, and another that accesses the lower level garage of the Public Safety Building (PSB). The loading dock serves the Public Safety Building and is located on the upper level of the surface parking lot. The footprint of the South Tower Addition will extend over the ramps, requiring the ramps to be removed and reconfigured. The South Tower site includes frontage on West Wilson Street, and is adjacent to privately owned properties at the corner of W. Wilson Street and S. Carroll Street. The project includes about 280,000 GSF of jail housing and associated program space.

The design of the site reflects both the buildings location in downtown Madison and its mission as a secure Jail facility. The W. Wilson Street façade recognizes the dignity of the adjacent courthouse, the importance for discretion with regards to the secure vehicular ramp, and the desire to be an active presence in vibrant downtown Madison. The utilitarian functions of the loading and waste collection docks will reside behind closed doors, the garage doors are recessed away from the sidewalk to provide better visibility and safety for truck movements. The resulting scale of the building in this pedestrian zone is appropriate for the nature of the street. Building utilities and facilities services are to occur at a new level, Sub-Basement 2, which is accessed from a single parking garage access ramp. Building utility services will enter from W. Wilson Street. Two enclosed interior docks from W. Wilson Street will be provided. One dock will be used for loading of material and bulk foodservice. Both loading docks are designed for dock level delivery. The raised loading floor will have dock levelers which adjust for various sized vans, trucks or semi-trailers. The larger truck bay is 60' deep to allow for semi-tractor trailer deliveries to be conducted internally with the garage doors closed. A separate dock will be used for waste and recycling collection. A raised platform will be provided to allow access to the compactor's hoppers. Given the extreme temperature swings that Madison experiences, both heating and ventilation will be included in the dock.

The PSB sub-basement contains parking for 55 vehicles in a card access-controlled secure parking area limited to specified court/law enforcement functions. Parking will not be provided for general staff or visitors who will be directed to the available nearby parking facilities.

The design provides a clear circulation strategy by physically separating primary entries for the public, staff, building services, and secure inmate movement. The existing Vehicular Sallyport will remain, with an entry from W. Doty Street and exit to S. Carroll Street. The use of the Vehicular Sallyport will be restricted to arrestees and processing, removing the transport function from this area and locating this function at the sub-basement level. On S. Carroll Street, a new public entry will be provided for individuals reporting for outstanding warrants, inmates being released, and public drop-off to Jail.

Public access for Inmate Visitation, Initial Appearance Court, Jail Diversion, and the Dane County Sheriff's Office will remain at the PSB's primary historically identified public entry at the existing W. Doty Street lobby. The W. Doty Street façade will be modified to add a new entrance door for the Huber Work Release Entry/Change-over/Exit. By providing a separate entry for inmates going to and from work and appointments outside of the Jail, the design alleviates congestion in the main lobby and provides an opportunity to improve the important public facing functions of the PSB lobby.

The additional floors will consist of housing for males and females, including orientation, Huber Work Release, minimum, medium, maximum, transitional classification, medical, mental health, as well as youthful inmate housing. No portion of the building will exceed the 187.2 foot (City datum) height restriction except for the elevator over-run.

The roof will utilize a green and blue roof system to provide storm water management for the new addition.

Fire Department access around the building will be from the city streets. A Fire Command Center will be provided at the first floor off of W. Doty Street.

The exterior building design provides a unique approach to a jail structure within an urban setting. One of the driving factors of the design is to provide an increase in the amount of daylight that is provided for the residents. Because of this, the façade is a balance between glass curtainwall and opaque terracotta panels. The vertical panels of glass and terracotta are broken up with horizontal metal bands that express every other floor slab. The seemingly random pattern of glazing, vertical terracotta panels and mechanical louvers provides the flexibility to allow each floor layout to be different if required by the internal spatial functions. The composition of the panels create strong solid corners while the center of the building becomes more open with more transparency. The larger glass openings in the middle of the volume responds to the interior spatial organization of the common areas at the center of the building floors.

The terracotta panels provide a long lasting durable exterior façade for this civic building. The natural red clay panels will also provide color and texture, adding interest to the city block and city skyline as well as relating back to the existing Public Safety Building's red brick. The lower level of the building is clad with a medium warm gray brick, this serves to create a more durable exterior finish, provides a smaller scale texture, and helps to accentuate the recess of the base of the building. The metal at the horizontal bands, louvers and window framing will be a dark charcoal gray, this ties back to the dark window mullions on the Public Safety building and provides a strong contrast with the red clay colored terracotta panels. The terracotta panels will have a smooth and ribbed texture to create a subtle variation.

### **Exterior Lighting**

Building lighting will meet City of Madison Ordinances and the Urban Design District guidelines. The concrete columns along West Wilson Street will be washed with light, and soffit down lighting will be provided at the recessed base of the building to light the ramps, loading aprons and pedestrian entrances.

### **Screening**

New mechanical areas on the existing PSB roof will be screened by a louver screen wall similar to the existing louvers on the PSB. The loading dock and service doors along W. Wilson Street are set back from the sidewalk to provide separation from pedestrian traffic.

### **Sustainability**

The project will extend the life of the existing building by renovating and reusing the Public Safety Building. The addition of the south tower will create a more dense urban use and utilize the existing surface parking lot in downtown Madison. The existing building will be fitted with updated mechanical equipment to improve occupant comfort and increase energy efficiency. The new Jail will focus on providing a better interior environment with an increase in daylight to all residents by increasing the amount of glass on the building façade. The terracotta panels were chosen because of their low life cycle cost and long-term durability with minimal maintenance. To reduce stormwater runoff the project will incorporate a green and blue roof system.

### **Construction Schedule**

Construction is expected to commence in April 2022 with the completion of the South Tower project anticipated to be June 2024 with the completion of the renovation of the PSB anticipated to be September 2025.

**Approvals Requested**

Approvals requested are for the Alteration to an Existing Approved Development.

With your recommendations and approval, we look forward to providing Dane County and the Sheriff's Office with a new and renovated facility that is safe and secure for staff, volunteers, inmates, visitors, as well as the community.

Regards,

A handwritten signature in black ink, appearing to read "J. Horsfall". The signature is fluid and cursive, with a large loop at the beginning.

Jan D Horsfall, AIA  
Potter Lawson, Inc.

**Attachments**

- Zoning Text
- Storm Water Management Plan Hydrology Concept Report
- Revised CSM for Property