



Report to the Plan Commission

May 2, 2011

Legistar I.D. #22218
201 W. Mifflin Street
Conditional Use

Report Prepared By:
Timothy M. Parks, Planner
Planning Division

Requested Action: Approval of a conditional use for the construction of an addition and a major alteration to the exterior face of a building in the C4 Central Commercial District to allow the renovation and expansion of the Madison Central Library at 201 W. Mifflin Street.

Applicable Regulations & Standards: Section 28.09(5)(d) identifies new construction of a building, an addition to an existing building, or a major alteration to the exterior face of an existing building as a conditional use in C4 zoning. Section 28.12(11) provides the guidelines and regulations for the approval of conditional uses.

Summary Recommendation: The Planning Division recommends that the Plan Commission find the conditional use standards met and **approve** a conditional use to allow the renovation and expansion of the Madison Central Library at 201 W. Mifflin Street, subject to input at the public hearing and the conditions from reviewing agencies beginning on page 4 of this report.

Background Information

Applicant & Property Owner: City of Madison; Jeanne Hoffman, representative

Agent: Gene Post & Doug Hursh, Potter Lawson, Inc.; 15 Ellis Potter Court; Madison

Proposal: The City is proposing a significant renovation and expansion of the Central Library that will include the construction of a partial floor above the current three-story building, the addition of a second public entrance, and a host of interior and exterior improvements to the 1965 building. Construction of the project is scheduled to begin in November 2011 once fundraising has been completed, with completion scheduled by December 2012.

Parcel Location: An approximately 0.81-acre parcel located at the southwesterly corner of W. Mifflin and N. Fairchild streets; Aldermanic District 4 (Verveer); Madison Metropolitan School District.

Existing Conditions: Central Library, zoned C4 (Central Commercial District).

Surrounding Land Use and Zoning: The Central Library is located across W. Mifflin Street from the southerly façade of the Overture Center, with an AT&T switchgear facility and the federal courthouse located west of the site in C2 (General Commercial District) zoning. The southerly wall of the library adjoins the 10-story Network 222 office building and parking structure in C2 and C4 zoning. Properties east of the site across N. Fairchild Street are developed with a variety of one- and two-story commercial buildings, with the 10-story Hovde Building located further to the south at the corner of W. Washington Avenue.

Adopted Land Use Plan: The Comprehensive Plan includes the Central Library property and Overture Center to the north in the "State Street District" Downtown Mixed-Use Sub-District, which recommends a mix of government and institutional uses, cultural and arts facilities, higher-density housing, and office, service, dining, and entertainment, uses in two- to four-story buildings. Properties to the south

and west of the library are located in the “Downtown Core” Mixed-Use Sub-District. Development in this sub-district is recommended to include mixed-use buildings containing a mix of office, service, dining, entertainment, etc. uses on the lower floors and residential uses on upper floors as well as government, cultural and institutional uses, lodging and structured parking.

Environmental Corridor Status: The subject site is not located in a mapped environmental corridor but is shown as public land on the corridor map.

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

Zoning Summary: Existing C4 (Central Commercial District) zoning:

Requirements		Required	Proposed
Lot Area		N/A	35,112 sq. ft.
Lot Width		50'	Adequate existing
Front Yard		0'	0'
Side Yards		0' for non-residential buildings	0'
Rear Yard		0'	0'
Floor Area Ratio		3.0	Approx 2.74
Building Height		8-story maximum	4 stories
No. Parking Stalls		0 (Central Area)	0
Accessible Stalls		0	0
Loading		N/A	1
No. Bike Parking Stalls		1 per 10 automobile stalls*	4 in the building 48 in the adjacent rights of way
Other Critical Zoning Items			
Yes:	Urban Design, Utility Easements, Barrier Free		
No:	Floodplain, Wellhead Protection		
Prepared by: Tim Parks, Planning Division			

Project Review, Analysis & Conclusion

The City is embarking on a major project to remake the Central Library, which will include a complete renovation and modernization of the original library built in 1965 as well as the construction of a fourth floor addition on a portion of the existing building's roof. The library occupies a 0.81-acre property that extends along the south side of W. Mifflin Street from N. Henry Street on the west to N. Fairchild Street on the east. The site is zoned C4 (Central Commercial District), which identifies the new construction of a building, an addition to an existing building, or a major alteration to the exterior face of a building as a conditional use requiring Plan Commission approval. Such projects also require approval by the Urban Design Commission.

Approximately 11 feet of grade change is present from east to west along W. Mifflin Street. The existing building stands two stories tall at N. Fairchild Street, with a lower level that is exposed along the N. Henry Street side. The lone public entrance to the library is located at the northeasterly corner of the building facing N. Fairchild Street beyond a raised plaza located at the W. Mifflin-N. Fairchild corner. A

book return is located along the W. Mifflin Street façade. Loading and trash storage occurs on the lower level of the building along the N. Henry Street facade.

Plans for the renovated and expanded library call for a four-story/ five-level facility including the addition a partial floor on the current roof. A second public entrance will be added along the W. Mifflin Street façade at the same level as the existing exposed lower level along N. Henry Street. On this level, which is labeled on the plans as the ground floor, the area adjacent to the new entrance will include a public lobby, program room, book return and access to the first floor above and new public areas in the existing basement of the building. The easterly half of the basement level will include a children/ youth area, a staff room and a compact shelving area, while the westerly half of this level will be used primarily for mechanical and maintenance spaces and an enclosed loading area/ garage to be located at the northwesterly corner in the same location as the existing loading area. In addition to the new entrance, lobby and program room, space will be provided on the western half of the ground floor level for staff lockers, technical services and mechanical facilities; the easterly half of this level will be open to below. A light well will be installed along the easterly façade of the library to allow natural light into the public spaces on the two lower levels.

At the first full floor at N. Fairchild Street (the current first floor), the plans call for a new entrance to be constructed over the existing entrance plaza, which will bring the library entrance closer to the corner of W. Mifflin and N. Fairchild streets. Most of the first floor will feature an open floorplan except along the southerly wall, where conference rooms, library support spaces and restrooms will be located. A similar open floorplan is proposed on the second floor, where additional space will be gained by cantilevering the building over the new entrance below.

The proposed third floor addition will primarily be constructed on the eastern half of the current roof, with a narrower wing proposed to extend west towards N. Henry Street along the southerly wall shared with the adjacent office building and parking structure. A mechanical penthouse will be built above a portion of the new southwesterly wing adjacent to the parking structure next door. The new floor will contain administrative office space for the library and two meeting rooms. A passive green roof will be constructed adjacent to portions of the northerly and westerly walls of the new floor, with a roof deck proposed adjacent to the northwestern corner of the addition. The remainder of the existing building's roof will be unchanged.

The exterior of the library will change dramatically with the project, with all three street-facing walls of the building to be reconstructed to incorporate substantial new window openings, including two- and three- story glass curtainwalls. Much of the current two-toned brick veneer of the existing building will be preserved except where the new and larger openings are proposed. The proposed building additions will primarily consist of horizontal zinc panels and prominent glass curtainwalls, giving the overall structure a very clean, modern architectural aesthetic. The letter of intent for the project indicates that the project is pursuing LEED Silver status.

The existing library is largely built to the W. Mifflin and N. Fairchild street property lines, while a 15-foot setback exists along the N. Henry Street side. The plans for the renovated library largely maintain the three street walls in their current locations but call for the proposed addition to extend into the W. Mifflin Street right of way at the northeastern corner of the building in the area of the Fairchild entrance. Landscaping on the library site will be limited to a new planter to be built adjacent to the corner of N. Henry and W. Mifflin streets. A separate City project scheduled to occur later this year will reconstruct the N. Fairchild, W. Mifflin and N. Henry streetscapes adjacent to the library. The streetscaping plans will include new sidewalks with bump-outs at both corners and the installation of a number of bike racks

along W. Mifflin and N. Henry streets, pedestrian-level lighting and new streets trees (along W. Mifflin Street).

The Planning Division believes that the proposed renovation and expansion of the 1965 Central Library can substantially meet the standards for approval for conditional uses. The project will result in a striking, modern reuse of the existing library facility that will bring new energy to the site and this section of the Outer/ Capitol Loop. The architecture of the renovated and expanded library should also compliment the diverse architecture of the buildings along N. Fairchild Street, including the Overture Center located just to the north.

The Urban Design Commission reviewed the Central Library plans on April 6, 2011 and granted final approval (see attached report).

Recommendations and Proposed Conditions of Approval

Major/Non-Standard Conditions are shaded

Planning Division Recommendation (Contact Timothy M. Parks, 261-9632)

The Planning Division recommends that the Plan Commission find the conditional use standards met and **approve** a conditional use to allow the renovation and expansion of the Madison Central Library at 201 W. Mifflin Street, subject to input at the public hearing and the conditions from reviewing agencies:

City Engineering Division (Contact Janet Dailey, 261-9688)

1. The applicant shall coordinate right of way construction with City Outer Loop Reconstruction, Project No. 53W1132, which shall construct all improvements within the right of way adjacent to the property. It is anticipated that the street reconstruction will take place in the summer of 2012 and the building renovations will be completed in early 2013. If for reasons the street project is delayed due to the timing of the development improvements, the work will be scheduled and completed in the spring of 2013.
 2. Roof drains shall be shown on the plan set and shall be connected to the public storm sewer system and not discharged to the surface.
 3. The applicant shall obtain a privilege in streets agreement for any encroachments inside the public right of way. The approval of this conditional use does not constitute or guarantee approval of the encroachments.
 4. Bike racks in the right of way shall conform with the City Traffic Engineers specified bike racks. If the Applicant desires a different type of bike rack, the racks shall be maintained by the property owner.
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5. The applicant shall provide the City Engineer with a survey indicating the grade of the existing sidewalk and street. The applicant shall hire a Professional Engineer to set the grade of the building entrances adjacent to the public right of way. The applicant shall provide the City Engineer the proposed grade of the building entrances. The City Engineer shall approve the grade of the entrances prior to signing off on this development.

6. All work in the public right of way shall be performed by a City-licensed contractor.
7. All street tree locations and tree species within the right of way shall be reviewed and approved by City Forestry. Please submit a tree planting plan in PDF format to Dean Kahl, of the City Parks Department - dkahl@cityofmadison.com or 266-4816. Approval and permitting of any tree removal or replacement shall be obtained from the City Forester and/or the Board of Public Works prior to the approval of the site plan.
8. The applicant shall demonstrate compliance with Section 37.07 and 37.08 of the Madison General Ordinances regarding permissible soil loss rates. The erosion control plan shall include Universal Soil Loss Equation (USLE) computations for the construction period. Measures shall be implemented in order to maintain a soil loss rate below 7.5-tons per acre per year.
9. For commercial sites less than 1 acre in disturbance, the City of Madison is an approved agent for the Department of Commerce and Department of Natural Resources. As this project is on a site with disturbance area less than one acre and contains a commercial building, the City of Madison is authorized to review infiltration, stormwater management, and erosion control on behalf of the Department of Commerce. No separate submittal to Commerce or the WDNR is required.
10. Prior to approval, this project shall comply with Chapter 37 of the Madison General Ordinances regarding stormwater management. Specifically, this development is required to complete an erosion control plan and complete weekly self-inspection of the erosion control practices and post these inspections to the City of Madison website as required by Chapter 37 of the Madison General Ordinances.
11. The applicant shall submit, prior to plan sign-off, digital CAD files to the Land Records Coordinator in the Engineering Division. (Lori Zenchenko) lzenchenko@cityofmadison.com. The digital copies shall be drawn to scale and represent final construction including: building footprints, internal walkway areas, internal site parking areas, lot lines/ numbers/ dimensions, street names, and other miscellaneous impervious areas. All other levels (contours, elevations, etc) are not to be included with this file submittal. Email file transmissions are preferred. The digital CAD file shall be to scale and represent final construction. Any changes or additions to the location of the building, sidewalks, parking/pavement during construction will require a new CAD file. The single CAD file submittal can be either AutoCAD (dwg) Version 2001 or older, MicroStation (dgn) Version J or older, or Universal (dxf) format. Please include the site address in this transmittal.
12. The applicant shall submit, prior to plan sign-off, digital PDF files to the City Engineering Division. The digital copies shall be to scale, shall have a scale bar on the plan set, and shall contain the following items: building footprints; internal walkway areas; internal site parking areas; lot lines and right-of-way lines; street names, stormwater management facilities and; detail drawings associated with stormwater management facilities (including if applicable planting plans).
13. The applicant's utility contractor shall obtain a connection permit and excavation permit prior to commencing the storm sewer construction.
14. The site plan shall be revised to show all existing public sanitary sewer facilities in the project area as well as the size, invert elevation, and alignment of the proposed service.

Traffic Engineering Division (Contact John Leach, 267-8755)

15. When the applicant submits final plans of one contiguous plan for approval, the applicant shall show the following on a scaled drawing at 1" = 20': items in the terrace as existing (e.g., signs and street light poles), type of surfaces, existing property lines, addresses, showing all easements, all pavement markings, building placement, and stalls, adjacent driveway approaches to lots on either side and across the street, signage, percent of slope, vehicle routes, dimensions of radii, aisles, driveways, stalls including the 2 feet overhang.
16. Public signing and marking related to the development may be required by the City Traffic Engineer for which the developer shall be financially responsible.
17. A "Stop" sign shall be installed at a height of 7 feet at the all driveway approaches. All signs at the approaches shall be installed behind the property line. All directional/regulatory signage and pavement markings on the site shall be shown and noted on the plan.

Zoning Administrator (Contact Pat Anderson, 266-5978)

This agency did not submit comments for this request.

Parks Division (Contact Tom Maglio, 266-4711)

This agency did not submit comments for this request.

Fire Department (Contact Scott Strassburg, 261-9843)

The Madison Fire Department does not object to this proposal provided the project complies with all applicable fire codes and ordinances.

Water Utility (Contact Dennis Cawley, 261-9243)

This agency submitted a response with no conditions of approval for this request.

Metro Transit (Contact Tim Sobota, 261-4289)

This agency did not submit comments for this request.

Police Department (Contact Frank Chandler, 266-4238)

This agency did not submit comments for this request.