

PLANNING DIVISION STAFF REPORT

January 3, 2014



PREPARED FOR THE PLAN COMMISSION

Project Address: 800 Langdon Street
Application Type: Conditional Use Alteration
Legistar File ID # [32279](#)
Prepared By: Timothy M. Parks, Planning Division
Report includes comments from other City agencies, as noted.

Summary

Applicant & Property Owner: University of Wisconsin–Madison, c/o Gary Brown, University Facility Planning & Management; 610 Walnut Street; Madison.

Requested Action: Approval of a major alteration to an approved conditional use to allow construction of the second phase of renovations to the Memorial Union and the construction of Alumni Park at 800 Langdon Street.

Proposal Summary: The University of Wisconsin–Madison is requesting approval to commence the second phase of the renovation and expansion of the Memorial Union and conversion of the University’s Parking Lot 1 into Alumni Park, which will include a centralized subterranean service facility for the Union and adjacent Red Gym, Pyle Center and Below Alumni Center. The second phase of the Union renovation and expansion and Alumni Park projects will commence in June 2014, with completion anticipated in September 2017.

Applicable Regulations & Standards: Section 28.097(2)(c) limits individual development within any five-year period for any property in the CI-Campus Institutional zoning district without an approved master plan to 4,000 square feet of gross floor area unless approved as a conditional use. Section 28.183 of the Zoning Code provides the process and standards for the approval of conditional use permits.

Review Required By: Plan Commission.

Summary Recommendation: The Planning Division recommends that the Plan Commission find the standards met and **approve** a major alteration to an approved conditional use for 800 Langdon Street subject to input at the public hearing and the conditions from reviewing agencies beginning on page 4 of this report.

Background Information

Parcel Location and Existing Conditions: The Memorial Union and UW Parking Lot 1 occupy the western half of an approximately 6-acre parcel generally bounded by Lake Mendota, N. Park Street, Langdon Street and N. Lake Street; Aldermanic District 8 (Resnick); Madison Metropolitan School District. The rest of the parcel includes the Red Gym and the Pyle Center. [The Wisconsin Alumni Association/ Below Alumni Center at 630-650 N. Lake Street is located on a separate parcel on the same block.] The entire block is zoned CI (Campus Institutional District).

Surrounding Land Use and Zoning:

North: Lake Mendota;

South: State Historical Society, Library Mall, Memorial Library, zoned CI (Campus Institutional District);

West: Helen C. White Hall and Parking Lot 6, Science Hall, zoned CI;

East: Multi-family residences, lodging houses and fraternal organizations located east of Red Gym, Pyle Center, etc. across N. Lake Street, zoned DR-2 (Downtown Residential 2 District).

Adopted Land Use Plans: The Comprehensive Plan recommends the subject site and surrounding University properties in the City of Madison for Campus development.

The Downtown Plan includes the subject site and other nearby University properties generally west of N. Lake Street in the Campus Neighborhood/ District. Recommendations for this district are limited, but the Downtown Plan emphasizes that development on the eastern end of the University campus continue to improve its interface with the rest of Downtown along and near its borders while making a clear and coordinated transition to campus (from Objective 4.13). Building heights up to 8 stories are recommended on the Maximum Building Heights Map for the 700- and 800-blocks of Langdon Street, including the Memorial Union/ Alumni Park site.

Zoning Summary: The property is zoned CI (Campus-Institutional District). Planning and Zoning staff have reviewed the proposed addition and determined that it can comply with the CI district bulk requirements.

Other Critical Zoning Items	
Yes:	Utility Easements
No:	Urban Design, Wellhead Protection, Barrier Free, Floodplain, Landmarks, Waterfront Development
<i>Prepared by: Planning and Zoning staff</i>	

Environmental Corridor Status: The northernmost edge of the subject parcel extending from west of the Wisconsin Alumni Association property west across N. Park Street and including portions of the Union Terrace and proposed Alumni Park are located within a mapped environmental corridor, as depicted on corridor Map E8.

Public Utilities and Services: The site is served by a full range of urban services, including seven-day Metro Transit service.

Previous Approval

On December 19, 2011, the Plan Commission approved a major alteration to an existing conditional use to allow the renovation and expansion of the Memorial Union at 800 Langdon Street, including improvements to the north and west sides of Union Terrace and renovation of the adjacent shoreline.

Project Description

The University of Wisconsin–Madison is requesting approval of a major alteration to the conditional use that governs the Memorial Union and the 6-acre parcel it shares with the Red Gym, Pyle Center and Parking Lot 1 to allow commencement of the second phase of the renovation and expansion of the Memorial Union at 800 Langdon Street.

Construction of the first phase began in 2012 and is scheduled for completion later this year. The first phase calls for the renovation of approximately 99,000 square feet of the existing six-story, 224,500 gross square-foot Union and the construction of 31,971 square feet of new floor area, including the construction of a new lobby and lounge for the Wisconsin Union Theater, a new theater rehearsal space and an enlarged Play Circle Theater, the remodeling and expansion of various basement spaces housing the Hoofers outdoor recreation program, and an underground mechanical addition and the redesign of the entry plaza located at the southwestern corner of the building adjacent to the corner of N. Park and Langdon streets to improve access to the Union Theater.

The first phase also included reconstruction of the Lake Mendota shoreline from N. Park Street to N. Lake Street to stabilize and reconfigure the shoreline to follow the City-approved dock line, and the construction of new permanent and seasonal pier structures north of Red Gym and Below Alumni Center.

The second phase of the project calls for completion of the interior remodeling of the Memorial Union and the conversion of the University's Lot 1 parking lot into Alumni Park, a greenspace proposed to extend from Lake Mendota and Langdon Street between the Union and Red Gym that will serve as the northern terminus of East Campus Mall and Library Mall. As part of the Alumni park project, an underground service facility for loading and deliveries will be constructed at the southeastern corner of the Union beneath the greenspace, which will also serve the Pyle Center, Red Gym and Below Alumni Center. Access to the proposed underground service facility will be provided from a single driveway from Langdon Street adjacent to Red Gym, which will extend down to a turntable to turn larger delivery and service vehicles. The second phase will also consist of improvements to the central and east portions of the Union Terrace to improve the outdoor performance stage setting and improve accessibility for people with disabilities. Exterior alterations and additions will be clad in materials consistent with the existing Union building.

Analysis & Conclusion

Memorial Union was constructed between 1926 and 1928, with the western wing housing the Wisconsin Union Theater added in 1938. A northward expansion of the east wing was added in 1957, with other smaller additions constructed subsequently. It is listed on the National Register of Historic Buildings as a contributing building in the Bascom Hill Historic District, while the adjacent Red Gym is both a landmark building on the National Register of Historic Buildings and a designated City landmark. As a result, the plans for the second phase of the project and Alumni Park have been reviewed by the Wisconsin Historical Society and by the Landmarks Commission, which granted a Certificate of Appropriateness on October 14, 2013 subject to the conditions contained in the Preservation Planner's staff report (see attached reports).

In reviewing the proposed conditional use alteration for the second phase of the renovation and expansion project for Memorial Union and the proposed conversion of Parking Lot 1 into Alumni Park, the Planning Division believes that the conditional use standards can be met. The project continues the modernization of one of the City's most important community facilities in a fashion that honors the architectural significance of the building. The project also replaces an existing parking lot with an attractive open space that completes the East Campus Mall/ Library Mall open space corridor and creates more cohesion between the Memorial Union and Red Gym.

The second phase of the Memorial Union project and Alumni Park were reviewed by the Joint Southeast Campus Area Committee on December 9, 2013, which recommended approval to the Plan Commission.

Recommendation

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

The Planning Division recommends that the Plan Commission find the standards met and **approve** a major alteration to an approved conditional use for 800 Langdon Street subject to input at the public hearing, compliance with the Landmarks Commission conditions of approval, and the following conditions:

Recommended Conditions of Approval: Major/Non-Standard Conditions are Shaded

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

1. Verify the existence of a public storm sewer easement for the existing 24-inch storm sewer that drains from Langdon Street through the existing easterly parking lot to the lake. If the easement exists coordinate the release of the public easement rights with the Office of Real Estate Services.
 2. The applicant shall work with City Engineering to design and build a revised storm sewer system to reroute the existing storm sewer to Langdon Street and eventually to the Lake Street storm sewer system.
 3. The applicant shall note that Langdon Street terraces shall be restored with pavers and pedestrian lighting. Revise plans accordingly. Provide detailed engineering drawings of all the improvements in the right of way for review and approval by the City prior to the sign off of the site plans.
 4. The City sewer being connected to in Langdon Street is lined sanitary sewer (Vitrified Clay Pipe with WDPE Liner inside of it). If City sewer is to be connected on City main and not a manhole, connection shall be made utilizing a tapping sleeve.
 5. The applicant's contractor shall take out a Permit to Excavate in the Right of Way for modifications to the City owned infrastructure. Provide detailed plans on all work for review and approval as part of the permit process. The permit must be approved prior to approval of the zoning application. The permit will require a surety to cover the work in the right of way or copy of the bond that covers the work in the right of way. The applicant shall agree to not release the performance bond until the City has approved the infrastructure modifications in the right of way.
 6. The City Engineering Division will not approve the zoning application for Phase 2 of the Memorial Union project until the requirements for Phase 1 have been satisfied. This includes completion of the required Developer's Agreement or Permit to Excavate in the Right of Way for the infrastructure improvements and the Maintenance Agreement for Park Street Right of Way. Contact Janet Dailey at 261-9688 for more information.
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7. The approval of this development does not include the approval of the changes to roadways, sidewalks or utilities. The applicant shall obtain separate approval by the Board of Public Works and the Common Council for the restoration of the public right of way including any changes requested by developer. The City Engineer shall complete the final plans for the restoration with input from the developer. The curb location, grades, tree locations, tree species, lighting modifications and other items required to facilitate the development or restore the right of way shall be reviewed by the City Engineer, City Traffic Engineer, and City Forester.
 8. 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.

9. The applicant shall replace all sidewalk and curb and gutter abutting the property, which is damaged by the construction, or any sidewalk and curb and gutter that the City Engineer determines needs to be replaced because it is not at a desirable grade regardless of whether the condition existed prior to beginning construction.
10. All work in the public right of way shall be performed by a City-licensed contractor.
11. 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 - 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.
12. All damage to the pavement on Langdon Street adjacent to this development shall be restored in accordance with the City's Pavement Patching Criteria.
13. The applicant shall show stormwater "overflow" paths that will safely route runoff when the storm sewer is at capacity.
14. 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.
15. The applicant shall submit, prior to plan sign-off, digital CAD files to the Land Records Coordinator in the City 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. E-mail 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.
16. 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).
17. The applicant's utility contractor shall obtain a connection permit and excavation permit prior to commencing the storm sewer construction.
18. All outstanding Madison Metropolitan Sewerage District (MMSD) are due and payable prior City Engineering Division sign-off, unless otherwise collected with a Developer's / Subdivision Contract. Contact Janet Dailey (261-9688) to obtain the final MMSD billing a minimum of 2 working days prior to requesting City Engineering Division signoff.

19. 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.
20. Prior to approval, the owner shall obtain a permit to plug each existing sanitary sewer and/ or storm sewer lateral that serves a building that is proposed for demolition. Prior to approval, the owner or owner's representative shall obtain a permit to plug each existing lateral that serves a building which is proposed for demolition. For each lateral to be plugged, the owner shall complete a sewer lateral plugging application and pay the applicable permit fees. Note: New plugging procedures and permit fees are in effect as of January 1, 2013.

Traffic Engineering Division (Contact Eric Halvorson, 266-6527)

21. The developer is required to pay the Parking Utility \$16 per day per space (Sundays and City Holidays excepted) for any metered parking spaces taken out of service temporarily due to construction. The developer is required to pay the Parking Utility \$39,550.00 for each on street metered parking space that is removed from service permanently due to the development.

22. When the applicant shall submit plans for approval, the applicant shall show the following: items in the terrace as existing (e.g., signs and street light poles), type of surfaces, existing and proposed property lines, addresses, one contiguous plan (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, semitrailer movements and vehicle routes, dimensions of radii, aisles, driveways, stalls including the 2 feet overhang, and a scaled drawing at 1" = 20'. Contact Traffic Engineering staff if you have questions.

23. The developer shall post a security deposit prior to the start of development. In the event that modifications need to be made to any City-owned and/or maintained traffic signals, street lighting, signing, pavement marking and conduit/handholes, the developer shall reimburse the City for all associated costs, including engineering, labor and materials for both temporary and permanent installations.

24. The City Traffic Engineer may require public signing and marking related to the development; the developer shall be financially responsible for such signing and marking.

25. All parking facility design shall conform to the standards in MGO Section 10.08(6).

Zoning Administrator (Contact Pat Anderson, 266-5978)

This agency did not provide comments for this request.

Fire Department (Contact Bill Sullivan, 261-9658)

26. Provide fire apparatus access to the rear exterior of 800 Langdon Street and 716 Langdon Street.

Water Utility (Contact Dennis Cawley, 261-9243)

27. Note: All operating private wells shall be identified and permitted and any unused private wells shall be abandoned by the Madison Water Utility in accordance with MGO Section 13.21.

Parks Division (Contact Kay Rutledge, 266-4714)

This agency did not provide comments for this request.

Metro Transit (Contact Tim Sobota, 261-4289)

This agency did not provide comments for this request.