



Report to the Plan Commission

November 22, 2010

Legistar I.D. #20141

601 W. Dayton St./ 105 East Campus Mall

PUD Amendment

Report Prepared By:

Timothy M. Parks, Planner

Planning Division

Requested Action: Approval of a request to rezone 601 W. Dayton Street/ 105 East Campus Mall from Planned Unit Development-Specific Implementation Plan (PUD-SIP) to Amended Planned Unit Development-General Development Plan-Specific Implementation Plan (PUD-GDP-SIP) to allow construction of an addition to the Kohl Center/ Nicholas-Johnson Pavilion to include an ice arena, athletic offices and locker room facilities.

Applicable Regulations & Standards: Section 28.07(6) of the Zoning Ordinance provides the requirements and framework for Planned Unit Developments; Section 28.12(9) provides the process for zoning map amendments.

Summary Recommendation: The Planning Division recommends that the Plan Commission recommend **approval** of Zoning Map Amendment ID 3502 & 3503, amending the Kohl Center PUD-GDP-SIP at 601 W. Dayton Street/ 105 East Campus Mall, to the Common Council subject to input at the public hearing and the conditions from reviewing agencies beginning on page 5 of this report.

Background Information

Applicant & Property Owner: University of Wisconsin–Madison, c/o Gary Brown, University Facility Planning & Management; 614 Walnut Street; Madison.

Proposal: The University is requesting approval to construct a 102,800 gross square-foot addition to the Kohl Center/ Nicholas-Johnson Pavilion to include an ice arena, athletic offices and locker room facilities. The addition includes an enclosed overhead walkway connecting the new facility to the Southeast Recreational Facility (SERF) located at the northwestern corner of the PUD at the corner of W. Dayton Street and East Campus Mall. Construction of the new facility will commence in May 2011, with completion scheduled for December 2013.

Parcel Location: The Kohl Center Planned Unit Development encompasses a 12.5-acre site that generally extends along the south side of W. Dayton Street between N. Frances Street and East Campus Mall (formerly N. Murray Street). The site of the proposed addition will occupy approximately 3.8 acres closer to East Campus Mall; Aldermanic District 4 (Verveer); Madison Metropolitan School District.

Existing Conditions: The Kohl Center primarily occupies the eastern half of the site adjacent to N. Frances Street; Nicholas-Johnson Pavilion extends off the western wall of the Kohl Center along the southern property line, while SERF is located at the northwestern corner of the site. The remainder of the site is developed with a surface parking lot west of Nicholas-Johnson Pavilion and a large grass lawn north of the Kohl Center and east of SERF.

Surrounding Land Use and Zoning:

North: Future Gordon Commons, zoned PUD-SIP;

South: Wisconsin Southern Railroad; City Station retail-office development, zoned PUD-SIP;

West: (New) Ogg Residence Hall, zoned PUD-SIP; Madison Gas & Electric substation, zoned M1 (Limited Manufacturing District);

East: Kohl Center, zoned PUD-SIP; Madison Metropolitan School District Doyle Administration Building, zoned HIS-L/ C (Locally Designated Landmark/ Conservancy District).

Adopted Land Use Plan: The Comprehensive Plan generally identifies the subject site and surrounding properties to the north, west and immediate east as part of the University of Wisconsin Campus. The Campus designation is primarily intended to apply to the University of Wisconsin–Madison and Madison College campuses, and recognizes the “wide diversity of uses associated with the primary education mission” of those campuses. Non-University properties south and east of the site including the City Station development to the south are included in the City Station Downtown Mixed-Use Sub-District.

Environmental Corridor Status: This property is not located within a mapped environmental corridor.

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

Zoning Summary: The site will be zoned Amended PUD-SIP. The project will be reviewed in the following sections.

Other Critical Zoning Items	
Yes:	Utility Easements, Barrier Free
No:	Urban Design, Landmarks, Floodplain, Wellhead Protection, Waterfront Development
<i>Prepared by: Pat Anderson, Asst. Zoning Administrator</i>	

Previous Approvals

On March 5, 1996, the Common Council approved a request to rezone properties generally addressed as 601-715 W. Dayton Street from C (Conservancy District) and M1 (Limited Manufacturing District) to PUD-GDP-SIP to allow construction of the University of Wisconsin–Madison’s 17,230-seat Kohl Center multi-purpose sports arena.

On February 19, 1996, the Plan Commission approved a conditional use for an accessory off-site parking lot at 630 W. Mifflin Street to serve the Kohl Center *and* approved a demolition permit for several buildings located in the 800-block of W. Dayton Street to create recreational space related to the Kohl Center project.

Project Review

The University of Wisconsin–Madison is requesting approval of a major alteration to the approved PUD-SIP for the Kohl Center/ Nicholas-Johnson Pavilion complex generally located on the south side of W. Dayton Street between N. Frances Street and East Campus Mall (formerly N. Murray Street) to allow construction of a 102,800 gross square-foot addition off the western wall of the Nicholas-Johnson Pavilion. The proposed addition, which will be named La Bahn Arena, will be constructed on an

approximately 3.8-acre section of the 12.5-acre overall Kohl Center property on land currently developed with a 101-stall University parking lot (Lot 88).

Plans for La Bahn Arena include a 2,400-seat ice arena that will serve as a practice facility for the men's and women's hockey teams and the competition arena for the women's hockey team. In addition to the 92-foot wide and 200-foot long ice surface, the facility will include a locker room for visiting hockey teams, and new locker rooms, offices, lounges, and equipment and training facilities for the men's and women's hockey programs on a lower level to be located below the grade of the pedestrian plaza that extends along the north wall of Nicholas-Johnson Pavilion. The new athletic facilities will be connected to the Kohl Center through a subterranean connection, which will require remodeling of approximately 5,400 square feet of team facilities in the Kohl Center.

The first floor of the new arena will feature a concourse that encircles the bench-style seating that will surround the ice surface on three sides, as well as restrooms and a small concession stand. Entrances to the arena will be provided at the northwestern and northeastern corners. The University indicated in meetings with City staff that the portion of the concourse along the northern wall of the addition may be open during Kohl Center events to allow patrons walking to the Kohl Center to see the arena surface as well as athletics-related displays that will be posted along the inside wall of the concourse. The north wall of the concourse will also have a substantial amount of vision glass to allow visibility into the new arena from the pedestrian plaza that will extend between the new addition and SERF. The second floor of the arena will include locker facilities, offices, lounges, and training rooms for the men's and women's swimming teams, as well as a press box. The remainder of the second floor will be open to the arena below. An enclosed skywalk connection from La Bahn to the pool facilities in SERF will be located at the northwestern corner of the second floor.

Architecturally, proposed La Bahn Arena will be visually similar to the Kohl Center and Nicholas-Johnson Pavilion complex. The exterior will be clad in two-toned gray precast concrete wall panels to be located above a cast in place concrete wall base and will be accented through use of two different metal wall panel systems. Entrances to the new arena will feature red doors similar to those on the Kohl Center. The University has incorporated an approximately 15-foot tall "Motion W" along the southern façade facing the railroad and City Station development to the south to provide visual interest along that wall, which coincides with a number of service and mechanical functions for the Kohl Center.

The existing parking lot that will be removed to accommodate the proposed hockey-swimming facility currently provides accessible parking for Kohl Center events. The University proposes to replace a portion of this accessible parking in a new lot to be constructed along the southern and eastern walls of SERF that will include 38-45 stalls. Primary access to the new lot will be provided from a 24-foot wide driveway at W. Dayton Street, with a secondary access to be provided for the lot during Kohl Center events by a 12-foot wide driveway that will connect into the pedestrian plaza extending between SERF, Nicholas-Johnson Pavilion and the proposed addition. The University proposes to use a combination of UW Police and Kohl Center event staff to provide traffic control to ensure that vehicles accessing the proposed lot from East Campus Mall do not conflict with the flow of pedestrians accessing the Kohl Center from the west from off-site parking facilities located along Regent Street to the south via East Campus Mall. Additional accessible parking will be provided for the Kohl Center complex in Lot 91 east of N. Frances Street. Loading for the proposed addition will be provided by the existing Kohl Center loading facilities, which are located at the southwestern corner of the Kohl Center and accessible by a service drive that parallels East Campus Mall and will remain following construction of the new arena.

Analysis & Conclusion

The Joint Southeast Campus Area Committee reviewed the La Bahn Arena project on November 15, 2010 and recommended approval to the Plan Commission and Common Council. In making its recommendation, the JSCAC recommended a condition that the University not allow more than 18,000 sold admissions for events occurring concurrently at the Kohl Center and La Bahn Arena. The Planning Division has included this recommendation in its recommended conditions of approval. At the meeting, University staff indicated that they did not object to this proposed condition.

The Urban Design Commission reviewed the project on October 20, 2010 and recommended final approval (see attached report). In making its recommendation to the Plan Commission, the Commission recommended that the University study the southwest façade of the new arena to relieve its blank appearance.

The proposed 102,800 square-foot addition to the Kohl Center and Nicholas-Johnson Pavilion to provide a new ice arena and team facilities for the University's hockey programs and team facilities for the swimming programs represents a significant expansion of the University athletic program's presence in the East Campus area. The new facility, named after donors Charles and Mary Ann La Bahn, will consolidate a number of athletic programs currently spread between athletic, practice and competition facilities located at the Kohl Center complex, at Camp Randall Stadium/ McClain Athletic Facility, Dane County Coliseum, and Eagle's Nest Ice Arena in Verona, and will provide a more intimate competition arena for the women's hockey program.

The Planning Division believes that La Bahn Arena is generally well designed and that the proposed amendment to the Kohl Center Planned Unit Development is both consistent with the recommendations for the subject site in the Comprehensive Plan and the criteria for approval of planned unit developments. In particular, staff believes that the northern façade of the new facility, which will include a substantial amount of vision glass in an effort to engage passersby, will enliven the pedestrian plaza west of the Kohl Center and south of SERF, which is fairly stark at the present time. However, staff concurs with the Urban Design Commission's assessment of the "blank appearance" of the southwestern portion of the new arena, which will be highly visible from the south including from the heavily traveled Southwest Bike Path, and encourages the University to further develop the architecture of this portion of the new arena to make it more appealing and engaging. Planning staff will work with the University prior to final approval and recording of the PUD to explore opportunities to further articulate the western and southern facades of the new arena.

Staff Recommendations, Conditions of Approval & General Ordinance Requirements

Major/Non-Standard Conditions are shaded

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

The Planning Division recommends that the Plan Commission forward Zoning Map Amendment ID 3502 & 3503, amending the Kohl Center PUD-GDP-SIP at 601 W. Dayton Street/ 105 East Campus Mall, to the Common Council with a recommendation of **approval** subject to input at the public hearing, the following Planning Division conditions and the conditions from reviewing agencies:

1. Per the condition recommended by the Joint Southeast Campus Area Committee, the University not allow more than 18,000 sold admissions for events occurring concurrently at the Kohl Center and the proposed Hockey-Swimming Facility.
2. Prior to final staff approval and recording of the Amended PUD-GDP-SIP, clarify the plans and letter of intent to specify the number of parking stalls to be provided in the new parking lot located adjacent to SERF (the letter states 41 stalls will be provided; the plan set notes 38 stalls with the potential for up to 45).
3. That the University explore further development of the western and southern facades of proposed La Bahn Arena to include greater articulation of those facades prior to final staff approval and recording of the Amended PUD-GDP-SIP to address concerns about the current form of those facades expressed by the Urban Design Commission and Planning Division.
4. That the University work with the Planning Division to update the zoning text for the Kohl Center Planned Unit Development prior to final staff approval and recording of the Amended PUD-GDP-SIP.

The following conditions have been submitted by reviewing agencies:

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

5. The developer shall enter into an agreement with the City to relocate the existing public storm sewer. The relocation requires the developer to convey a new 15-foot public storm sewer easement. Please provide a sketch and legal description of the easement to Eric Pederson (266-4056 or epederson@cityofmadison.com).
6. The short University owned sanitary sewer main located between proposed SAN MH-6 and the existing SAN MH will need to be abandoned if the sewer is installed at the proposed grades. The new sewer is higher than the existing sewer that runs below the SERF Building.
7. The construction of this building will require removal and replacement of sidewalk, curb and gutter and possibly other parts of the City's infrastructure. The applicant shall enter into a City / Developer agreement for the improvements required for this development. The applicant shall be required to provide deposits to cover City labor and materials and surety to cover the cost of construction. The applicant shall meet with the City Engineer to schedule the development of the plans and the agreement. The City Engineer will not sign off on this project without the agreement executed by the developer. The developer shall sign the Developer's Acknowledgement prior to the City Engineer signing off on this project.
8. The approval of this planned unit 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.

9. If applicable, the applicant shall provide the City Engineer with the proposed soil retention system to accommodate the restoration. The soil retention system must be stamped by a Professional Engineer. The City Engineer may reject or require modifications to the retention system.
10. All work in the public right of way shall be performed by a City-licensed contractor.
11. 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.
12. 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.
13. 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.
14. The applicant shall submit, prior to plan signoff, a digital CAD file (single file) to the Engineering Program Specialist in the Engineering Division (Lori Zenchenko). The digital CAD file shall be to scale and represent final construction. The single CAD file submittal can be either AutoCAD (dwg) Version 2001 or older, MicroStation (dgn) Version J or older, or Universal (dxf) format and contain only the following data, each on a separate layer name/level number: building footprints; internal walkway areas; internal site parking areas; other miscellaneous impervious areas lot lines; lot/ plat lines, dimensions and labels; right-of-way lines; street names, stormwater management facilities and; detail drawings associated with stormwater management facilities (including if applicable planting plans).
15. 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).
16. The applicant shall obtain a Street Excavation permit for the installation of utilities required to serve this project. The applicant shall pay the permit fee, inspection fee and street degradation fee as applicable and shall comply with all the conditions of the permit.
17. All outstanding Madison Metropolitan Sewerage District (MMSD) and City of Madison sanitary sewer connection charges 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.

18. 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)

19. As this is adding a major new building to the Kohl Center complex, the Plan Commission should consider requiring the University to update its Kohl Center Transportation Management Plan (TMP).
20. The applicant and City will need to review the parking plan with the City's Parking Utility, in accordance with the overall University Campus Master Plan, on a campus-wide basis. Parking for events at the new facility at the Kohl Center, shall follow the Kohl Center event parking management policies and agreements with the City of Madison. The University should not schedule events in both venues at the same time or overlaying conflicting times. Please contact William Knobeloch or Bill Putman, Parking Utility at 266-4761 if you have questions regarding the above items.
21. As this is a State of Wisconsin project, the applicant should note on the plan sheet or submit a letter to the Traffic Engineering Division stating "The parking stalls are designed according to State of Wisconsin parking design standards and approved by the State of Wisconsin."
22. The applicant should relocate the bike racks out of the sidewalk area along W. Dayton Street to maintain a 8- to 10-foot walkway in front of the Kohl Center and SERF Buildings.
23. When the applicant submits final 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 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, vehicle routes, dimensions of radii, aisles, driveways, stalls including the 2-foot overhang, and a scaled drawing at 1" = 20'.
24. The applicant shall modify the driveway approach according to the design criteria for a "Class 3" driveway with public sidewalk through the approach in accordance to Madison General Ordinance Section 10.08(4). The applicant shall post a deposit for existing conduits under the proposed approach area.
25. When site plans are submitted for approval, the developer shall provide recorded copies of the joint driveway ingress/egress and easements.
26. A "Stop" sign shall be installed at a height of 7 feet at all driveway approaches behind the property line and noted on the plan. All directional/regulatory signage and pavement markings on the site shall be shown and noted on the plan.
27. The University shall post a deposit and reimburse the City for all costs associated with any modifications to traffic signals, street lighting, signing and pavement marking, and conduit and handholes, including labor, engineering and materials for both temporary and permanent installations.
28. Public signing and marking related to the development may be required by the City Traffic Engineer for which the developer shall be financially responsible.

Zoning Administrator (Contact Pat Anderson, 266-5978)
This agency did not submit comments for this request.

Parks Division (Contact Kay Rutledge, 266-4714)
This agency did not submit comments for this request.

Fire Department (Contact Bill Sullivan, 261-9658)

29. The Madison Fire Department does not object to this proposal provided the project complies with all applicable fire codes and ordinances. MFD is currently working with the University and their design team to ensure the needs of both parties are effectively met.

City Assessor's Office (Contact Maureen Richards, 266-4845)
This agency did not submit comments for this request.

Water Utility (Contact Dennis Cawley, 261-9243)

30. The contractor shall coordinate the installation of the new water service lateral with the Madison Water Utility.

Metro Transit (Contact Tim Sobota, 261-4289)
This agency did not submit comments for this request.