

PLANNING DIVISION STAFF REPORT

FEBRUARY 8, 2017 URBAN DESIGN COMMISSION

FEBRUARY 20, 2017 PLAN COMMISSION



Project Address: 715 W. Dayton Street

Application Type: Amended Planned Development (PD) District–Specific Implementation Plan and Demolition Permit

Legistar File ID # [45529](#)

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; 30 N. Mills Street; Madison.

Project Contact: Walter S. Johnson, Workshop Architects, Inc.; 201 E. Pittsburgh Avenue, Suite 301; Milwaukee.

Requested Actions: Approval of a demolition permit and an alteration to the Planned Development (Specific Implementation Plan) for Kohl Center/LaBahn Arena/Southeast Recreational Facility on the University of Wisconsin-Madison campus to allow demolition and reconstruction of the Southeast Recreational Facility at 715 W. Dayton Street.

Proposal Summary: The University of Wisconsin–Madison is requesting approval to reconstruct the Southeast Recreational Facility at 715 W. Dayton Street following demolition of the existing building. The new facility will include 248,275 gross square feet of floor area, including competition swimming and diving pools. Construction of the proposed development will commence in October 2017, with completion anticipated in November 2019.

Applicable Regulations & Standards: Section 28.185 provides the process and standards for the approval of demolition and removal permits. The approval process and standards for the Planned Development district is outlined in Section 28.098 of the Zoning Code. Specifically, Section 28.098(6), entitled “Alterations to a Planned Development District” provides the following options for reviewing any alteration to a PD district (excerpt) (emphasis added):

- a) Minor alterations may be approved the Director of Planning and Community and Economic Development or designee following consideration by the alderperson of the district if the requested alterations are consistent with the concept approved by the Common Council. If the alderperson of the district and the Director of Planning and Community and Economic Development do not agree that a request for minor alteration should be approved, then the request for minor alteration shall be decided by the Plan Commission after payment of the applicable fee in Section 28.206, MGO.
- b) Major alterations may be approved by the Plan Commission if the requested alterations are consistent with the concept approved by the Common Council.**
- c) Major alterations that represent a substantial departure from the concept approved by the Common Council may be approved only after all of the procedures in Sec. 28.098(5) have been satisfied.

Review Required By: Urban Design Commission and Plan Commission.

Summary Recommendation: The Planning Division recommends that the Plan Commission find the standards met and **approve** a demolition permit and PD(SIP) alteration to allow the existing Southeast Recreational Facility at 715 W. Dayton Street on the University of Wisconsin-Madison campus to be demolished and a new recreational facility to be constructed following a recommendation by the Urban Design Commission, and subject to input at the public hearing and the conditions from reviewing agencies beginning on page 5 of this report.

Background Information

Parcel Location: The Kohl Center/Southeast Recreational Facility (SERF)/La Bahn Arena Planned Development encompasses a 12.5-acre overall site that generally extends along the south side of W. Dayton Street between N. Frances Street and East Campus Mall (formerly N. Murray Street). SERF occupies approximately 2.65 acres located in the northwestern corner of the PD district at the southeastern corner of East Campus Mall and W. Dayton Street; Aldermanic District 4 (Verveer); Madison Metropolitan School District.

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

Surrounding Land Use and Zoning:

North: Gordon Commons, zoned CI (Campus-Institutional District);

South: Wisconsin Southern Railroad, zoned CI; City Station retail-office development, zoned PD;

West: Ogg Residence Hall and a Madison Gas & Electric substation, zoned CI;

East: Kohl Center, zoned PD; Madison Metropolitan School District Doyle Administration Building, zoned HIS-L/ UMX (Locally Designated Landmark/ Urban Mixed-Use District).

Adopted Land Use Plan: The Comprehensive Plan and Downtown 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 of the Comprehensive Plan and are recommended for predominantly employment uses in the Downtown Plan.

Zoning Summary: The property is zoned PD. The project will be reviewed in the following sections.

| Other Critical Zoning Items | |
|---|---|
| Yes: | Urban Design (PD zoning), Utility Easements, Barrier Free |
| No: | Floodplain, Wellhead Protection, Waterfront Development, Landmark |
| <i>Prepared by: Jenny Kirchgatter, Asst. Zoning Administrator</i> | |

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, including seven-day Metro Transit service on W. Dayton Street, N. Park Street, University Avenue, and W. Johnson Street.

Previous Approvals

On July 23, 1981, the Common Council approved a request to rezone land generally addressed as 715 W. Dayton Street from C (Conservancy District) and M1 (Limited Manufacturing District) to PUD-GDP-SIP (Planned Unit Development-General Development Plan-Specific Implementation Plan) [1966 Zoning Code] to allow construction of the Southeast Recreational Facility by the University of Wisconsin–Madison.

On March 5, 1996, the Common Council approved a request to rezone properties generally addressed as 601-715 W. Dayton Street from C and M1 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.

On April 17, 2001, the Common Council approved a request to amend the PUD-GDP-SIP for SERF to allow construction of an addition to its western wall.

On November 30, 2010, the Common Council approved a request to amend the PUD-GDP-SIP for 601 W. Dayton Street/ 105 East Campus Mall to allow construction of the La Bahn Arena addition to the Kohl Center/ Nicholas-Johnson Pavilion complex.

Project Description

The University of Wisconsin–Madison is requesting approval of a demolition permit and Specific Implementation Plan alteration for the Kohl Center/Southeast Recreational Facility (SERF)/La Bahn Arena complex generally located on the south side of W. Dayton Street between N. Frances Street and East Campus Mall to allow the existing 191,254 square-foot SERF fitness and indoor recreation center at 715 W. Dayton Street to be demolished and reconstructed as a 248,275 gross square-foot facility. The replacement SERF will be approximately 30% larger in floor area than the existing SERF, which was constructed in 1982 and expanded in 2001. Despite the increased floor area of the new facility, the building will occupy approximately the same portion of the 2.65-acre site at the southeastern corner of W. Dayton Street and East Campus Mall. An existing parking lot behind SERF, University Lot 87, will be rebuilt with the project and will provide 43 permit parking stalls after completion. This lot will continue to serve as an accessible parking lot for events at the Kohl Center.

The new SERF will include fitness and indoor recreation spaces for use primarily by campus users, many of whom reside in nearby University dormitories in the East Campus area. The new facility will also include a 50-meter competition swimming pool and diving well for the University’s swimming and diving programs (see Level 1, page 22). A fixed seating area and open viewing platform for the natatorium are proposed on Level 2 (page 23). In all, the new facility will include three full floors of fitness and recreation space as well as additional facilities on two mezzanine levels proposed above the second and third floors (see pages 24 and 26). The main entrance to the new facility will be located at the northwestern corner of Level 2, with a second entrance into the natatorium on Level 1 at the northeastern corner. Both entrances will be at the grade of W. Dayton Street, owing to the grades present along the northern edge of the site, which fall from west to east. An enclosed pedestrian bridge to connect the new SERF to La Bahn Arena is proposed along the south wall at the Level 2 mezzanine, which is best depicted on pages 17 and 19.

The new building will stand approximately 72 feet in height to the top of the parapet when measured at the northwestern corner of the building, with greater height as the building proceeds east down the hill along W. Dayton Street (approximately 89 feet tall at the northeastern corner). The letter of intent indicates that the exterior of the building will primarily be clad with a combination of concrete and metal panels with the exception of the northern façade, which will feature a prominent glass curtain wall that will wrap the west and east corners.

Analysis and Conclusion

As noted in the 'Summary' section of this report, this project is subject to the standards for demolition permits, and is being reviewed by the Plan Commission per Section 28.098(6)(b) for PD alterations consistent with the concept approved by the Common Council following a recommendation by the Urban Design Commission on the design objectives for the Planned Development zoning district. The Planning Division believes that the Plan Commission can find that the proposal to demolish the existing Southeast Recreational Facility and construct a new, moderately larger SERF meets the standards of approval for demolition permits and Planned Development alterations.

The Planning Division believes that the new SERF is generally a well-designed building that can meet the design standards for the PD district. However, staff recommends that the Urban Design Commission and Plan Commission explore with the University ways to further articulate the lower 40 feet of the eastern façade, which faces towards the greenspace between the front of the Kohl Center and W. Dayton Street. A similar concern was raised by the Urban Design Commission during the November 9, 2016 information presentation for the project, "that the building doesn't relate to the great lawn in front of the Kohl Center – it only relates to itself. Not sure what the solution to that might be."

The proposed elevations show limited window openings at Levels 2 and 3 as the facade proceeds south away from W. Dayton Street, and no window openings at ground level adjacent to the walkway and drive that parallel that wall. While a fenestrated panel between the window columns on Levels 2 and 3 adds some visual interest to the middle portion of the eastern façade, that interest does not continue down to grade adjacent to a heavily trafficked area during events at the adjacent arenas. Staff strongly encourages the incorporation of additional window openings along that wall if possible, especially closer to grade, and that more be done to break up what is otherwise proposed as a long and sterile wall at the pedestrian level. Staff also recommends that metal accent panels be explored to replace the wood-like accent panels shown on portions of the west-facing wall planes and undersides of overhangs (see page 28), which staff feels would be more consistent with rest of the building design. A red-colored panel may be a more appropriate solution if it is felt that a contrasting exterior treatment is needed for this portion of the building.

The Landmarks Commission informally reviewed the demolition of the existing SERF at its November 7, 2016 meeting and voted unanimously to convey to the Plan Commission that the building has no known historic value.

In addition, the Joint Southeast Campus Area Committee voted unanimously at its January 23, 2017 meeting to recommend approval of the project to the Urban Design Commission and 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 demolition permit and PD(SIP) alteration to allow the existing Southeast Recreational Facility at 715 W. Dayton Street on the University of Wisconsin-Madison campus to be demolished and a new recreational facility to be constructed following a recommendation by the Urban Design Commission and subject to input at the public hearing, the following Planning Division condition(s) and the conditions from reviewing agencies:

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

1. The line weight/ exposure of the floorplans (pages 21-26 of the submittal) shall be adjusted with the final plans to show all of the proposed features on each level uniformly. [Some of the features are ghosted as though they are existing.]
2. That the University explore further articulation of the lower 40 feet of the eastern facade of the proposed Southeast Recreational Facility prior to final staff approval and recording of the Amended PD-SIP. Staff recommends that additional window openings and wall fenestration be provided on that facade, particularly adjacent to the pedestrian walkway and drive that parallel the eastern façade.
3. That the wood-like accent panels shown on portions of the west-facing walls and the undersides of overhangs be eliminated in favor of metal accent panel more consistent with the rest of the building design.
4. Submit an overall site plan for the Planned Development with the final plans for this project that includes the proposed SERF building and existing Kohl Center, Nicholas-Johnson Pavilion and Plaza, and La Bahn Arena buildings, including the overhead pedestrian bridge connecting SERF and La Bahn Arena.
5. Revise the final elevations to include the approved building materials and colors, and include a roof plan in the final plan sets recorded for this project.
6. This Amended PD-SIP shall be subject to the existing approved zoning text for Kohl Center, SERF and LaBahn Arena.

The following conditions have been submitted by reviewing agencies:

City Engineering Division (Contact Tim Troester, 267-1995)

7. The lateral connecting to Dayton Street (8-inch diameter) needs to connect to a manhole if it is 8-inch in diameter or larger. Current plan has a proposed 8-inch lateral connecting to the City Sewer in W. Dayton Street.
8. There is a currently a University of Wisconsin (UW)-owned 18-inch diameter cast iron sewer built in 1914 located below the SERF and it is unclear the architect's/ UW's intent for this pipe.

9. The City sewer on W. Dayton Street has capacity limitations. The applicant shall provide projected wastewater flow calculations for the proposed SERF building. The City would prefer that the wastewater flow from the SERF be discharged to the 18-inch diameter sewer draining toward N. Park Street.
10. This project is not subject to traditional stormwater requirements as it is being done by the Department of Administration and is governed by the Wisconsin Department of Natural Resources for erosion control and stormwater management.
11. Prior to approval, the owner or owner's representative shall obtain a permit to plug each existing sanitary sewer 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.
12. All outstanding Madison Metropolitan Sewerage District (MMSD) charges are due and payable prior to City Engineering Division sign-off, unless otherwise collected with a Developer's/ Subdivision Contract. Contact Mark Moder (261-9250) to obtain the final MMSD billing a minimum of two (2) working days prior to requesting City Engineering signoff.
13. 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.
14. This site appears to disturb over one (1) acre of land and requires a permit from the Wisconsin Department of Natural Resources (WDNR) for stormwater management and erosion control. The City of Madison has been required by the WDNR to continue to review projects for compliance with NR-216 and NR-151 but a separate permit submittal is now required to the WDNR for this work as well. The City of Madison cannot issue our permit until concurrence is obtained from the WDNR via their Notice of Intent Permit (NOI) or Water Resources Application for Project Permits (WRAPP) permit process. Contact Eric Rortvedt at 273-5612 of the WDNR to discuss this requirement.
15. The applicant's utility contractor shall obtain a connection permit and excavation permit prior to commencing the storm sewer construction.
16. The approval of this zoning approval 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.
17. 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.
18. The applicant shall replace all sidewalk and curb and gutter that abuts the property that is damaged by the construction, or any sidewalk and curb and gutter, which 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.

19. All work in the public right of way shall be performed by a City-licensed contractor.
20. All damage to the pavement on W. Dayton Street adjacent to this development shall be restored in accordance with the City's Pavement Patching Criteria.
21. The applicant shall construct sidewalk to a plan approved by the City. The contractor shall obtain permit to excavate in the right of way.
22. Based on historical documents (WDNR records: BRRS #0313001498 and #0313000687, Sanborn maps, or businesses listed in City Directories), the property may contain residual contaminated soil. If contaminated soil is encountered as part of this redevelopment, all WDNR and DSPS regulations must be followed for proper handling and disposal.

City Engineering Division–Mapping Section (Contact Jeff Quamme, 266-4097)

23. There are two locations of roof / canopy overhangs that protrude into the right of way of East Campus Mall at the northwest and southwest corners of the proposed building. City Engineering will support vacating the right of way and dedication of a sidewalk easement over the appropriate vacated areas. The vacation requires Common Council approval. A previous street vacation, Document No. 3514205, exists for the existing facility and the additional vacation with the retention of a sidewalk easement will include a limited area and have no impact on pedestrian movements. The East Campus mall is maintained by the University. Securing appropriate property rights over public right of way shall be required.
24. The area well and bike racks shown encroaching into the East Campus Mall right-of-way will require an encroachment agreement with the City of Madison. Contact the City of Madison Office of Real Estate Services for coordination of the agreement.
25. The Permanent Limited Easement for Parcel 4 of Document No. 2726337 shall be released by a document drafted by the City of Madison Office of Real Estate Services. Coordinate the release and required documents with Jeff Quamme of Engineering Mapping. (jrquamme@cityofmadison.com or 266-4097)
26. The Public Sidewalk Easement per Document No. 3340343 at the northwesterly corner of the site shall be released by document drafted by the City of Madison Office of Real Estate Services. Coordinate the release and required documents with Jeff Quamme of Engineering Mapping. (jrquamme@cityofmadison.com or 266-4097). The bus pull-out area is being moved to the west eliminating the need for this easement.
27. The bus pull-out is being moved to the west adjacent to the Ogg Hall Residence Hall site. The detail shall show the existing W. Dayton Street right of way and the 5-foot Public Street Easement per Document No. 2836422 to determine if additional easement area is required by Engineering staff due to the proposed bus pull-out area. If additional easement area is determined necessary, the easement document shall be drafted by the City of Madison Office of Real Estate Services. Coordinate any required documents with Jeff Quamme of Engineering Mapping. (jrquamme@cityofmadison.com or 266-4097)
28. The City of Madison and UW Board of Regents executed an agreement in 2005 assigning the maintenance of many of the improvements within East Campus Mall to the University of Wisconsin (UW). Those improvements that are disturbed are the responsibility of the UW to replace/restore. East Campus Mall is a public right of way; therefore any work within the right of way will require a permit from the City of Madison.

29. The site plan shall reflect a proper street address of the property as reflected by official City of Madison Assessor's and Engineering Division records. The 715 W. Dayton Street address will be retired with the demolition of the SERF building. The address of the new (facility#0026) SERF2 building is 797 W. Dayton Street (approved with Liz Fredricks on May 20, 2016).

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

30. The applicant shall submit one contiguous plan for approval. The plan drawing shall be scaled to 1" = 20' and include the following, when applicable: existing and proposed property lines; parcel addresses; all easements; pavement markings; signing; building placement; items in the terrace such as signs, street light poles, hydrants; surface types such as asphalt, concrete, grass, sidewalk; driveway approaches, including those adjacent to and across street from the project lot location; parking stall dimensions, including two (2) feet of vehicle overhang; drive aisle dimensions; semitrailer movement and vehicle routes; dimensions of radii; and percent of slope.

31. 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.

32. 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.

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

Zoning Administrator (Contact Jenny Kirchgatter, 266-4429)

34. MGO Section 28.185(7)(a)5. requires that if a demolition or removal permit is approved, it shall not be issued until the reuse and recycling plan is approved by the Recycling Coordinator, Mr. Bryan Johnson (608-266-4682). Section 28.185(10): Every person who is required to submit a reuse and recycling plan pursuant to Section 28.185 (7)(a)5 shall submit documents showing compliance with the plan within 60 days of completion of demolition. A demolition or removal permit is valid for one (1) year from the date of the Plan Commission.

35. Submit an overall site plan exhibit for the Zoning lot including the proposed SERF building and existing Kohl Center, Nicholas-Johnson Pavilion and Plaza and La Bahn Arena buildings.

36. Provide a parking lot and site information block including the numbers of vehicle parking stalls, moped stalls, and bicycle stalls.

37. Submit a bike rack detail.

38. Submit the landscape plan and landscape worksheet stamped by the registered landscape architect. Per Section 28.142(3) Landscape Plan and Design Standards, landscape plans for zoning lots greater than 10,000 square feet in size must be prepared by a registered landscape architect.

39. Provide a landscape island within the row of parking adjacent the proposed SERF building. A planting island shall be located at least every twelve (12) contiguous stalls with no break or alternatively, landscaped strips at least seven (7) feet wide between parking bays.
40. Exterior lighting provided shall be in accordance with MGO Section 10.085. Provide an exterior lighting plan and fixture cut sheets with the final plan submittal.
41. Per Section 28.186(4)(b), the property owner or operator is required to bring the property into compliance with all elements of the approved site plans by the date established by the Zoning Administrator as part of the site and building plan approval. Work with Zoning staff to establish a final site compliance date.

Fire Department (Contact Bill Sullivan, 261-9658)

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

Water Utility (Contact Adam Wiederhoeft, 266-9121)

42. The hydrant proposed to be relocated near the northeast corner of the facility shall be removed, salvaged and returned to Madison Water Utility. The replacement hydrant shall be furnished, owned and maintained by the University, as the hydrant is connected to the private University Water System.

43. The Madison Water Utility shall be notified to remove any Water Utility water meters at least two working days prior to demolition. Contact the Water Utility Meter Department at (608) 266-4765 to schedule the meter removal appointment.

44. A Water Meter Application Form and fees must be submitted before connecting to the existing water lateral. Provide at least two (2) working days notice between the application submittal and the scheduled lateral connection/extension. Application materials are available on the Water Utility's Plumbers & Contractors website (<http://www.cityofmadison.com/water/plumberscontractors>), otherwise they may be obtained from the Water Utility Main Office at 119 E. Olin Avenue. A licensed plumber signature is required on all water service applications. For new or replacement services, the property owner or authorized agent is also required to sign the application. If you have questions regarding water service applications, please contact Madison Water Utility at (608) 266-4646.

45. The site plan drawings shall be revised to correctly show all existing public water facilities in the project area. Madison Water Utility will be required to sign off on the Land Use/Site Plan Application prior to the issuance of building permits for the development.

Metro Transit (Contact Tim Sobota, 261-4289)

46. Metro Transit opposes the proposed bus drop-off stop zone, shown west of the East Campus Mall pedestrian crossing - as the alternative for the proposed elimination of the City's existing Bus Stop ID #0073.

47. The applicant shall maintain the existing City bus stop zone location east of the East Campus Mall pedestrian crossing, with vehicles to stop curbside either in their current orientation (at the west end of the parcel) or at the opposite end of the parcel (on the south side of W. Dayton Street, just west of the N. Lake Street intersection). [See attachment "715wds_site_METRO.pdf"]

48. The applicant shall install and coordinate the maintenance for a new passenger waiting shelter with seating amenity, and a trash receptacle, in the landscape plan adjacent the curbside bus stop zone at either end of the parcel west of the N. Lake Street intersection. The applicant shall include the location of these transit amenities on the final documents filed with their permit application so that Metro Transit may review and approve the design.

49. Metro Transit operates daily transit service (excluding Holidays) along West Dayton Street through the East Campus Mall pedestrian intersection. Bus stop ID #0073 is adjacent the proposed project site along the south side of Wet Dayton Street, with the bus stop zone encompassing the area from the existing bus stop sign pole and concrete boarding pad surface west back towards the East Campus Mall pedestrian crossing (existing cutout lane area).

50. The applicant may construct the proposed bus drop-off zone west of the East Campus Mall pedestrian crossing if approved by the appropriate City agencies should the applicant determine it would benefit paratransit or other accessible shuttle type vehicles that serve passengers in this area of the campus.

Parks Division (Contact Janet Schmidt, 261-9688)

51. All street tree planting locations and trees species within the right of way shall be determined by City Forestry. Please submit a site plan (in PDF format) to Brian Meiller – bmeiller@cityofmadison.com or 266-4816. Tree planting specifications can be found in Section 209 of City of Madison Standard Specifications for Public Works Construction.