

PLANNING DIVISION STAFF REPORT

March 23, 2020



PREPARED FOR THE PLAN COMMISSION

Project Address: 601 W Dayton Street
Application Type: PD(SIP) Alteration
Legistar File ID # [59931](#)
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 and Aaron Williams, University Facility Planning & Management; 30 N. Mills Street; Madison.

Contact Person: Ian Griffiths, Berners-Schober Associates, Inc.; 310 Pine Street; Green Bay.

Requested Action: Approval of an alteration to an approved Planned Development–Specific Implementation Plan to allow construction of an addition to the Kohl Center at 601 W Dayton Street.

Note: The application materials reference submittal of the addition project as a major alteration to the Planned Development zoning district that includes the Kohl Center. However, at the request of Ald. Mike Verveer, the application was instead processed as a Plan Commission-level alteration; a zoning map amendment ordinance for the project was withdrawn.

Proposal Summary: The University of Wisconsin–Madison is requesting approval to construct a three-story, 38,000 square-foot addition at the southwestern corner of the Kohl Center. The addition will contain additional space for strength and conditioning, sports medicine, administrative offices, and academic space for the Athletic Department. The addition project also contemplates renovation of approximately 35,000 square feet of space within the existing footprint to expand locker rooms, media rooms, club rooms, and kitchens. Construction of the addition will commence in October 2020, with completion scheduled by March 2023.

Applicable Regulations & Standards: 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” that decisions about alterations to a Planned Development District shall be made to the Director of Planning and Community and Economic Development to determine if the request constitutes a major or minor alteration. The Director may refer any request for alteration to the Urban Design Commission for an advisory recommendation. Alterations shall only be approved as specified below (**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 City 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 proposed alteration to the Kohl Center/LaBahn Arena/Southeast Recreational Facility Specific Implementation Plan for 601 W Dayton Street consistent with the plans approved by the Common Council and **approve** the request subject to input at the public hearing and the conditions from the Urban Design Commission and reviewing agencies beginning on page 4 of this report.

Background Information

Parcel Location: The Kohl Center/Southeast Recreational Facility (SERF)/LaBahn Arena Planned Development District 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); 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 LaBahn 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–Madison Campus. The Comprehensive Plan includes the site and campus in the Special Institutional district, while the City Station development to the south is recommended for Employment. The Downtown Plan designates the UW campus in 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 are recommended in the Downtown Plan for predominantly employment uses.

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 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.

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 LaBahn Arena addition to the Kohl Center/ Nicholas-Johnson Pavilion complex.

On February 20, 2017, the Plan Commission approved 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.

Project Description

The University of Wisconsin–Madison is requesting approval of an alteration to the Specific Implementation Plan for the Kohl Center/LaBahn Arena/Southeast Recreational Facility complex to construct a three-story, 38,000 square-foot addition to the Kohl Center at 601 W Dayton Street. The complex covers 12.5 acres of land bounded by W Dayton Street on the north, N Frances Street on the east, the Wisconsin & Southern Railroad on the south, and East Campus Mall on the west.

The addition will be constructed at the southwestern corner of the arena above the existing loading zone, which will remain. Access to the loading zone will continue to be provided by a private service lane that extends along the southern and western sides of the complex from a driveway from East Campus Mall south of W Dayton Street. Above the loading area, the three-story addition will include additional space for the Athletic Department for strength and conditioning, sports medicine, administrative offices, and academic space. The addition project also

contemplates renovation of approximately 35,000 square feet of space within the existing footprint of the arena to expand locker rooms, media rooms, club rooms, and kitchens. The proposed addition will be constructed with a combination of precast concrete panels similar to the exterior of the existing arena and prominent curtain walls on the southern and western facades. The letter of intent indicates that the addition and interior renovation will be constructed while the arena remains in operation, with completion planned for March 2023.

Analysis & Conclusion

As noted in the 'Summary' section of this report, this project is being reviewed by the Plan Commission per Section 28.098(6)(b) for Planned Development 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 meets the standards of approval for Planned Development alterations. Staff believes that the proposed addition at the southwestern corner of the Kohl Center is well designed and will meet the design standards for the PD district. The perviousness of the proposed addition, which features a prominent three-story glass curtain wall, will greatly activate a portion of the overall complex currently predominated by large, interrupted expanses of precast walls extending from the current southwest corner of the Kohl Center across the rear walls of the Nicholas Johnson Pavilion and LaBahn Arena. While the southern walls of the complex are not readily visible from the nearest public streets surrounding the 12.5-acre site – Regent Street and W Washington Avenue – those facades are visible from the heavily traveled Southwest Commuter Path, and from existing and planned development south of the Wisconsin & Southern Railroad corridor, including office buildings in the City Station development, and a Hilton Garden Inn currently under construction on the south side of the Southwest Path at East Campus Mall (780 Regent Street).

The Urban Design Commission reviewed the proposed Kohl Center addition at March 11, 2020 meeting and recommended **final** approval with no conditions.

In addition, the Joint Campus Area Committee voted unanimously at its January 29, 2020 meeting to recommend approval of the project to the Plan Commission.

Recommendation

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

The Planning Division recommends that the Plan Commission find the proposed alteration to the Kohl Center/LaBahn Arena/Southeast Recreational Facility Specific Implementation Plan for 601 W Dayton Street consistent with the plans approved by the Common Council and **approve** the request subject to input at the public hearing and the conditions from the Urban Design Commission and the following conditions:

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

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

1. Based on WDNR records (BRRTS #02-13-000875 and #03-13-000687, #02-13-001626) and Sanborn maps, 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.

2. It appears that the new addition will have an at grade entrance. Modify the utility plans to show how this area will be served with storm sewer and protected against flooding.
3. 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.
4. Revise plan to show the location of all rain gutter down spout discharge locations.
5. Provide additional detail how the enclosed depression(s) created by the parking entrance(s) to the below building parking area(s) is/are served for drainage purposes. The building must be protected from receiving runoff up through the 100-year design storm that is current in MGO Chapter 37. If the enclosed depression(s) is/are to be served by a gravity system provide calculations stamped by a Wisconsin P.E. that show inlet and pipe capacities meet this requirement. If the enclosed depression(s) is/are to be served by a pump system provide pump sizing calculations stamped by a Wisconsin P.E. or licensed Plumber that show this requirement has been met.
6. This site is under the jurisdiction of the WDNR for permit compliance for erosion control and stormwater management. It should be noted that this project falls in the area subject to increased erosion control enforcement as authorized by the fact that it is in a TMDL zone and therefore will be regulated to meet a higher standard.
7. Submit, prior to plan sign-off but after all revisions have been completed, a digital CAD file (single file) to the Engineering Division that is to scale and represents final construction with any private storm and sanitary sewer utilities.
8. Submit, prior to plan sign-off but after all revisions have been completed, digital PDF files to the Engineering Division. Email PDF file transmissions are preferred to: bstanley@cityofmadison.com (East) or ttroester@cityofmadison.com (West).

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

This agency reviewed the request and has recommended no conditions of approval.

Traffic Engineering Division (Contact Sean Malloy, 266-5987)

This agency reviewed the request and has recommended no conditions of approval.

Zoning Administrator (Contact Jenny Kirchgatter, 266-4429)

This agency reviewed the request and has recommended no conditions of approval.

Fire Department (Contact Bill Sullivan, 261-9658)

9. 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, 261-9121)

This agency reviewed the request and has recommended no conditions of approval.

Parks Division (Contact Sarah Lerner, 261-4281)

This agency reviewed the request and has recommended no conditions of approval.

City Forestry Section (Brad Hofmann, 267-4908)

This agency reviewed the request and has recommended no conditions of approval.

Metro Transit (Contact Tim Sobota, 261-4289)

This agency reviewed the request and has recommended no conditions of approval.