



## Report to the Plan Commission

April 9, 2012

**Legistar I.D. #25650**

**McClain Center-Camp Randall Stadium Addition**

**1430-1440 Monroe St. & 1525 Engineering Dr.**

**PUD Rezoning & Amendment**

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

**Requested Action:** Approval of a request to rezone 1430-1440 Monroe Street and 1525 Engineering Drive from R5 (General Residence District), Planned Unit Development-Specific Implementation Plan (PUD-SIP) and PUD-SIP to Amended Planned Unit Development-General Development Plan-Specific Implementation Plan (PUD-GDP-SIP) to allow construction of an addition to Camp Randall Stadium and access/ landscaping improvements north of stadium, remodel the McClain Center, and approve the Badgerville event area.

**Applicable Regulations & Standards:** Section 28.12(10) provides the process for zoning map amendments; Section 28.07(6) of the Zoning Ordinance provides the requirements and framework for Planned Unit Developments.

**Summary Recommendation:** The Planning Division recommends that the Plan Commission recommend **approval** of Zoning Map Amendment ID 3592 & 3593, rezoning 1430-1440 Monroe Street and 1525 Engineering Drive from R5, PUD-SIP and PUD-SIP to Amended PUD-GDP-SIP, 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 of an enlarged Planned Unit Development zoning district for Camp Randall Stadium to facilitate construction of an addition to the north end of the stadium that will include a new scoreboard, a proposed 3-story expansion of the Fetzer Academic Center, remodeling of the McClain Center, upgrades to Engineering Drive, creation of a multi-purpose outdoor plaza between Lot 17 Parking Ramp and Engineering Hall, and improvements along Badger Way, a pedestrian/ bicycle path that will extend along the north side of the stadium. Construction of elements of the renovation and expansion project have commenced, with the overall project scheduled for completion in January 2014.

The University is also seeking approval of a non-accessory area for events taking place within Camp Randall Stadium limited to the sale of food and beverages to the public, and including the offering of live or amplified music. “Badgerville” is proposed to operate for 2½ hours preceding Badger home football games.

**Parcel Location:** The proposed PUD zoning district is an approximately 28.6-acre parcel located on the north side of Monroe Street and Regent Street and the east side of N. Breese Terrace; Aldermanic District 5 (Bidar-Sielaff); Madison Metropolitan School District.

**Existing Conditions:** The subject site is developed with Camp Randall Stadium, the McClain Center and Fetzer Center student athlete facilities, an outdoor practice field, Lot 17 parking ramp and surface lot, and Lots 18 and 19 surface lots at the southeastern and southwestern corners of the stadium, respectively. The site is currently zoned R5 (General Residence District) and two separate PUD-SIP

zoning districts, one for the stadium and student athlete facilities, and the other for the practice field and parking facilities.

**Land Use and Zoning Surrounding Proposed PUD District:**

North: UW Engineering Centers Building and Mechanical Engineering Building, zoned PUD-SIP; Materials Science & Engineering Building and Engineering Research Building, zoned R5 (General Residence District);

South: UW Police Department, UW Credit Union, Air Force ROTC, the Stadium Bar and Fire Station 4, all located across Monroe Street north of Regent Street and zoned C3 (Highway Commercial District);

West: Single-family residences across N. Breese Terrace north of Summit Street, zoned R2 (Single-Family Residence District); single- and multi-family residences across N. Breese Terrace between Summit and Regent streets, zoned R5;

East: Engineering Hall and Camp Randall Memorial Park, zoned R5.

**Adopted Land Use Plan:** The Comprehensive Plan generally identifies proposed PUD zoning district and other University properties east of N. Breese Terrace and generally north of Monroe Street as part of the University of Wisconsin Campus. The Campus designation is primarily intended to apply to the University of Wisconsin–Madison, Edgewood and Madison College campuses and recognizes the “wide diversity of uses associated with the primary education mission” of those campuses, including athletic facilities like Camp Randall Stadium and associated facilities like the McClain and Fetzer centers. Properties west of proposed PUD zoning district are recommended for Medium-Density Residential uses along N. Breese Terrace and Low-Density Residential uses recommended further to the west, while properties to the south are primarily recommended for Neighborhood Mixed-Use development along Monroe and Regent streets, with Low-Density Residential uses recommended further to the south.

**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 PUD-GDP-SIP, which will be reviewed in the following sections.

Other Critical Zoning Items	
Yes:	Utility Easements, Barrier Free, Wellhead Protection (Zones A & B, WP 27)
No:	Urban Design, Landmarks, Floodplain, Waterfront Development
Prepared by: Pat Anderson, Asst. Zoning Administrator	

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**Previous Approvals**

On December 2, 1998, the Common Council approved a request by the University to rezone various properties addressed along Engineering Drive from R5 (General Residence District) to PUD-GDP-SIP to allow demolition of 11 buildings and construction of the Engineering Centers Building and 800-stall Lot 17 parking ramp. Those two projects were recorded as separate specific implementation plans.

On January 8, 2002, the Common Council approved a request to rezone 1440 Monroe Street from R5 to PUD-GDP-SIP to allow the renovation and expansion of Camp Randall Stadium.

## **Project Review**

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The University of Wisconsin–Madison is requesting approval of a request to rezone 28.6 acres of land generally located north of Monroe and Regent streets and east of N. Breese Terrace from R5 (General Residence District) and two separate PUD-SIP districts to Amended PUD-GDP-SIP. The request to join the PUD-SIP zoning districts for the stadium and student athlete facilities and the Lot 17 parking facilities and adjacent practice field was suggested by Planning staff to allow all of the uses centered around Camp Randall Stadium to be governed by one Planned Unit Development zoning district.

The enlarged PUD zoning will facilitate construction of an addition to the north end of the stadium that will include a new scoreboard, a proposed three-story expansion of the Fetzer Academic Center, remodeling of the McClain Center, upgrades to Engineering Drive, creation of an outdoor plaza between the Lot 17 parking ramp and western walls of Engineering Hall, and landscape improvements along the newly named Badger Way pedestrian/ bicycle path, which extends along the north side of the stadium from the Camp Randall Arch west to N. Breese Terrace.

The proposed renovation of the McClain Center will include replacement of the existing roof, reconstruction of the north wall of the building and roof to deflect snow, rain and ice from spilling onto the adjacent pedestrian corridor as currently occurs, and the construction of a new football locker room facility that will include training and equipment facilities, and multi-media instructional space. The expansion of the Fetzer Academic Center will be housed in a three-story, approximately 32,000 square-foot addition at the northeastern corner of Camp Randall Stadium, and will include offices, study rooms and spaces, an auditorium, workrooms, a computer lab, library, and strength, conditioning, and training facilities for student athletes. The University indicates that the McClain and Fetzer projects are part of the creation of an “Athletic Village” for the Athletic Department at Camp Randall Stadium.

The project will occur in three phases, with renovations to Camp Randall Stadium to provide a new football team access tunnel into the stadium and replacement of the turf within Camp Randall Stadium in the first phase, which recently commenced. Renovation to the interior and exterior of the McClain Center will occur in the second phase beginning this July, with completion scheduled for December 2012. Construction of the addition to the Fetzer Center, the new stadium scoreboard and other remodeling in the stadium will occur in the third phase, which is also scheduled to begin this July and be completed in January 2014.

The landscaping improvements included with the project will also commence this summer. Components of this aspect of the project include removal of the surface parking lot portion of Lot 17, which is located between the 800-stall parking ramp and the western walls of Engineering Hall. The University proposes to create an outdoor plaza and lawn to be located between the existing eastern parking ramp access drive and an existing service drive for Engineering Hall, which will remain. The proposed plaza and lawn will be bounded on the north by Engineering Drive, a University drive that extends west from N. Randall Avenue, and by Badger Way, an existing pedestrian and bicycle path that extends between N. Breese Terrace and the Camp Randall Arch across the north side of the stadium and McClain Center. As part of the proposed planned unit development, this path will receive new paving, landscaping, lighting, and signage. The western end of the Badger Way path will also be widened at N. Breese Terrace to provide additional room for pedestrians on football game days. The University indicates that

the outdoor practice field located north of the stadium between N. Breese Terrace and Lot 17 will also be reconstructed as part of the project.

The University is also seeking approval of a non-accessory area for events taking place at Camp Randall Stadium that is being referred to as Badgerville. The event area will be located on the outdoor practice field west of the Lot 17 parking ramp and adjacent to N. Breese Terrace. The concept was used for two Badger home football games in the 2011 season, and the application requests to expand the event to other home games in coming seasons. The event area will be open to the public and will include the sale of food, beer and non-alcoholic beverages, and various entertainment programs for approximately 2½ hours preceding home games. The letter of intent indicates that alcohol sales will end 30 minutes before kickoff, and that the entire event area will close 15 minutes before kickoff. A layout used for one of the 2011 Badgerville events is included in the application materials for reference.

## **Analysis & Conclusion**

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The Planning Division believes that the planned unit development criteria can be met and supports the proposed consolidation of various University facilities related to Camp Randall Stadium into a single, cohesive Planned Unit Development zoning district that will include the stadium and outdoor practice field, renovated and expanded McClain and Fetzer centers, and Lot 17 parking ramp, as well as the proposed creation of a plaza between Lot 17 and Engineering Hall and the upgrades to Badger Way along the north walls of the stadium and student athlete facilities. Staff believes that the proposed building and landscaping projects are well designed overall, and feels that the proposed development of an “athletic village” at the Camp Randall complex will add vitality to this portion of the campus.

The Urban Design Commission reviewed the proposed Planned Unit Development zoning district plans on March 7, 2012 and recommended initial approval of the project (see attached report). Final approval of the project will be considered by the Urban Design Commission on April 4, 2012; the report of that meeting will be provided to the Plan Commission once it is available.

Staff notes that the University has been working closely with the Regent Neighborhood Association and Ald. Shiva Bidar-Sielaff regarding the proposed building and landscaping projects and the proposed Badgerville football pregame event area. The neighborhood association passed a resolution with four conditions of approval that they requested the Plan Commission include with the conditions for the proposed PUD zoning district. Included in the resolution are conditions intended to limit impacts on the neighborhood from construction traffic and noise, and the noise from activities occurring on the practice field adjacent to N. Breese Terrace. Also included in the materials are minutes of a March 1, 2012 meeting between the University, Alder, and neighborhood where certain operational agreements about the practice field and Badgerville event area appear to have been reached. Staff is appreciative of the work done to this point in drafting the agreed-to operational and management conditions.

Staff believes that the use of the outdoor practice field as the Badgerville event area is generally appropriate. Prior to final approval and recording of the proposed Planned Unit Development zoning district, staff will work with the University to finalize the management plan, reflecting the agreed-to conditions related to the operation for Badgerville events. Similar plans have historically been required as part of the conditional use approvals for the beer gardens along Regent Street and serve as good operational blueprints for those establishments. Staff have recommended a small number of modifications to some of the conditions, intended to help with Zoning staff's enforcement of them. These are included in the Recommendations section of the report.

The Joint West Campus Area Committee reviewed the proposed development on February 29, 2012 and recommended approval of the project with conditions (see attached report).

## **Staff Recommendations, Conditions of Approval & General Ordinance Requirements**

Major/Non-Standard Conditions are shaded

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

The Planning Division recommends that the Plan Commission forward Zoning Map Amendment ID 3592 & 3593, rezoning 1430-1440 Monroe Street and 1525 Engineering Drive from R5, PUD-SIP and PUD-SIP to Amended PUD-GDP-SIP, with a recommendation of **approval** subject to input at the public hearing, the following Planning Division conditions and the conditions from reviewing agencies:

1. That a "Badgerville Management Plan" is submitted for staff approval prior to sign-off and recording of this PUD-GDP-SIP. Badgerville shall be operated in accordance with this plan. **This plan shall include the agreed-to operating conditions between the University (UW) and the Regent Neighborhood Association (RNA) Leadership as listed in the following documents.**

- March 1, 2012 meeting summary entitled "Student Athlete Performance Center - North Practice Field/Badgerville Meeting with Regent Neighborhood Association Leadership" (*3/1 Meeting Summary*)
- "What will UW Athletics do regarding RNA Sound Concerns at Badgerville?" (*Sound Concern Follow Up*)

**Additionally, the following recommended modifications to the aforementioned conditions shall be included in the Management Plan:**

- 1a. In the *3/1 Meeting Summary*, revise the second bullet point in the "Set-Up" and "Tear Down" sections to state (revised text underlined) "No vendor/contractor parking on Breese Terrace related to Badgerville."
- 1b. In the *3/1 Meeting Summary*, revise the fifth bullet point in the "Sound" section to state: "Also prior to the season, a demonstration with a Decibel meter will be performed showing that the setup complies with the City's noise ordinance. This demonstration shall be arranged by UW Athletics and attended by a representative from UW Athletics, RNA, and the City of Madison Zoning Office."
- 1c. Repeat the amendment in 1b to the fourth bullet point in the *Sound Concern Follow U*, where that operating condition is repeated.
- 1d. In the *3/1 Meeting Summary*, remove the first bullet under "Alcohol" as city Zoning staff will not be able to effectively enforce such a condition. In the alternative, this condition could remain with further information provided on how this condition will be enforced.

2. The Regent Street Neighborhood Association has requested four additional conditions in a March 28, 2012 resolution. (The original comments are included in the attached "Resolution of the Board of the Regent Neighborhood Association Regarding the University of Wisconsin Student Athletic Performance Center.") Staff recommends approval of those conditions with the following underlined modifications, as noted below:
  - 2a. All construction vehicles shall enter the site from Engineering Drive. No construction vehicles shall be allowed on N. Breese Terrace, except during the construction of the retaining wall at the south end of the practice field. This condition shall also be approved by City Traffic Engineering;
  - 2b. Construction on weekends shall not occur except during the hours of 9:00 AM and 5:30 PM;
  - 2c. Light and noise resulting after the completion of this proposed project shall comply with the City of Madison Noise and Lighting Ordinances. (2c is intended replace the original condition #3 recommended by the RNA Board which stated, "No additional noise shall be generated, and no additional light shall be directed toward the neighborhood after completion of the project, and;)
  - 2d. Amplified sound on the north practice field and in the new multi-purpose open space between the Lot 17 parking ramp and Engineering Hall shall meet City of Madison Noise Ordinances.

The following conditions have been submitted by reviewing agencies:

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

3. City Engineering requests a copy of the WDNR approval of the NR-151 WRAPP approval for stormwater management and erosion control.
4. The Applicant shall have their contractor take out a Permit to Excavate in the Right of Way for the work required on Randall and Dayton for the proposed utility construction. The Applicant's contractor shall take out this permit prior to approval of the PUD and shall provide a copy of the performance bond as required by the DOA.
5. All work in the public right-of-way shall be performed by a City licensed contractor (MGO 16.23(9)(c)5) and MGO 23.01).
6. The Applicant shall submit, prior to plan sign-off, 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:
  - a) Building Footprints
  - b) Internal Walkway Areas
  - c) Internal Site Parking Areas
  - d) Other Misc. Impervious Areas (i.e. gravel, crushed stone, bituminous/asphalt, concrete, etc.)
  - e) Right-of-Way lines (public and private)
  - f) All Underlying Lot lines or parcel lines if unplatted

- g) Lot numbers or the words "unplatted"
- h) Lot/Plat dimensions
- i) Street names

All other levels (contours, elevations, etc) are not to be included with this file submittal.

NOTE: Email file transmissions preferred [addressing@cityofmadison.com](mailto:addressing@cityofmadison.com) . Include the site address in the subject line of this transmittal. Any changes or additions to the location of the building, sidewalks, parking/pavement during construction will require a new CAD file (POLICY and MGO 37.09(2) & 37.05(4)).

- 7. All outstanding Madison Metropolitan Sewerage District (MMSD) and City of Madison sanitary sewer connection charges are due and payable prior Engineering sign-off, unless otherwise collected with a Developer's / Subdivision Contract. Contact Janet Dailey (608-261-9688) to obtain the final MMSD billing a minimum of two (2) working days prior to requesting City Engineering signoff (MGO 16.23(9)(d)(4)).
- 8. 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 (POLICY).

**Traffic Engineering Division** (Contact Bryan Walker, 267-8754)

9. The University shall include in the zoning text that no truck access for operations of the facility will be taken on or off N. Breese Terrace.
- 10. This is a State of Wisconsin project; the applicant could note on the plan sheet or submit a letter to the Traffic Engineering Division that states: "The parking stalls design is according to State of Wisconsin parking design standards and approved by the State of Wisconsin."
  - 11. 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.
  - 12. 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)

13. Provide fire apparatus access as required by IFC 503 2009 edition, MGO 34.503, as follows:

- a.) Autoturn is not an acceptable alternative.
- b.) Provide code compliant exiting from the Northeast corner of the practice field to accommodate Badgerville.
- c.) Establish code compliant building separations between Camp Randall addition and McClain Center.

14. Verify size requirements of water mains to meet required fire flow rates.

**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)

15. Lands in this application are included in Wellhead Protection District WP-27. All proposed land uses in this district shall be reviewed by the Madison Water Utility General Manager or his/her designee in accordance with MGO Sections 13.22 and 28.107.
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16. All wells located on this property shall be abandoned if no valid well operation permit has been obtained from the Madison Water Utility.

**Metro Transit** (Contact Tim Sobota, 261-4289)

This agency did not submit comments for this request.