



Report to the Plan Commission

December 19, 2011

Legistar I.D. #24822
800 Langdon Street
Conditional Use Alteration

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

Requested Action: Approval of a major alteration to an existing conditional use to allow the renovation and expansion of the Memorial Union at 800 Langdon Street, including improvements to the north and west sides of Union Terrace and renovation of the adjacent shoreline.

Applicable Regulations & Standards: Section 28.08(6)(c) identifies colleges and universities, and buildings at colleges and universities over three stories in height in the area bounded by the Village of Shorewood Hills on the west, Lake Mendota on the north, Lake Street on the east and a boundary on the south formed by University Avenue extending to its intersection with Campus Drive and following Campus Drive to its intersection with the Village of Shorewood Hills at University Bay Drive as conditional uses in the R6 General Residence District. Section 28.04(19) provides the standards for waterfront development. Section 28.12(11) provides the guidelines and regulations for the approval of conditional uses.

Summary Recommendation: The Planning Division recommends that the Plan Commission find the conditional use standards met and **approve** a major alteration to an existing conditional use for the Memorial Union at 800 Langdon Street, 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 of Wisconsin–Madison and Wisconsin Union are requesting conditional use approval to commence the first phase of the renovation and expansion of Memorial Union beginning in August 2012. The first phase of the project is proposed to include the construction of a new lobby and lounge for the Wisconsin Union Theater, new theater rehearsal space and an enlarged Play Circle Theater, the construction of fifth floor connector wings on the main Union building, and reconstruction of the connector connecting the western wing containing the Union Theater to the main Union building. The first phase will also include the construction of new mechanical space in the basement of the Union, improvements to the northern and western edges of the Union Terrace, and renovation of the Lake Mendota shoreline. Completion of the first phase projects is anticipated in July 2014. A second phase of Memorial Union renovation and expansion projects, including the replacement of the University's Lot 1 parking lot with proposed Alumni Park, is anticipated to commence after the first phase is complete, with completion of the second phase anticipated in 2017.

Parcel Location & Zoning: The Memorial Union occupies approximately the western half of an approximately 6-acre parcel generally bounded by Lake Mendota, N. Park Street, Langdon Street and N. Lake Street; Aldermanic District 8 (Resnick); Madison Metropolitan School District. The rest of the parcel includes Red Gym, Parking Lot 1, and the Pyle Center. [The Wisconsin Alumni Association/ Below Alumni Center at 630-650 N. Lake Street is located on a separate parcel on the same block.] The entire block is zoned R6 (General Residence District).

Surrounding Land Use and Zoning:

North: Lake Mendota;

South: State Historical Society, Library Mall, Memorial Library, zoned R6 (General Residence District);

West: Helen C. White Hall and Parking Lot 6, Science Hall, zoned R5 (General Residence District);

East: Multi-family residences, lodging houses and fraternal organizations located east of Red Gym, Pyle Center, etc. across N. Lake Street, zoned R6.

Adopted Land Use Plan: The Comprehensive Plan identifies the subject site and surrounding properties as part of the University of Wisconsin–Madison Campus. The Campus land use designation recognizes the “wide diversity of uses associated with the primary education mission” of institutions such as the UW.

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

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

Metro Transit operates daily transit service along N. Park Street through the Observatory Drive intersection. Frequency of Route 80 varies between once every 6 minutes to once every 45 minutes, depending on the time of day and date of the year. Bus stop ID#0095 is on the east side of Park Street north of Langdon Street, currently adjacent the west entranceway of the Memorial Union.

Metro also operates weekday and/or evening transit service along Langdon Street through the N. Park Street intersection. Frequency of Route 85 alternates between once every 10 minutes or once every 20 minutes year-round on weekdays, depending on the date of the year. Frequency of Routes 81 and 82 range from once every 15 minutes to once every 30 minutes respectively, evenings when campus is in session. Bus stop #0088 is on the north side of Langdon Street east of N. Park Street, currently just west of the grand staircase entranceway of the Memorial Union.

Zoning Summary: Existing R6 (General Residence District) zoning:

Requirements	Required	Proposed
Lot Area	6,000 sq. ft.	259,968 sq. ft.
Lot Width	50'	Existing, adequate
Usable open space	N/A	---
Front Yard	0'	Adequate
Side Yards	0'	Adequate
Rear Yard	10'	Existing, adequate
Building Height	3 stories, ex. UW bldgs. w/ cond.	5 stories above grade
No. Parking Stalls	N/A (Central Area)	Existing parking will be removed
Other Critical Zoning Items		

Requirements		Required	Proposed
Yes:	Utility Easements, Barrier Free, Waterfront Development		
No:	Landmark, Urban Design, Adjacent to Park, Wellhead Protection, Floodplain		
Prepared by: Pat Anderson, Asst. Zoning Administrator			

Project Review, Analysis & Conclusion

The University of Wisconsin–Madison and Wisconsin Union are embarking on a major renovation and expansion of the iconic Memorial Union located at 800 Langdon Street, which will occur in two phases spanning a five-year period beginning next year. The application currently before the Plan Commission requests approval of a major alteration to the existing conditional use that governs the Memorial Union and the 6-acre parcel it shares with the Red Gym, Pyle Center and Parking Lot 1, which will allow the first phase of the project to proceed in August 2012. A synopsis of the first phase follows. The application materials also include an overview of the second phase of the Memorial Union project, which will require subsequent zoning approvals before construction of that phase can commence. The application materials indicate that completion of the first phase of the project is anticipated in July 2014, after which time, the second phase would commence depending on the availability of funding for the project. Completion of the overall Memorial Union project is scheduled in 2017. An exhibit depicting the approximate boundaries of the two phases of the Union project is included in the Plan Commission materials for this request.

The application indicates that the Memorial Union currently contains approximately 224,500 square feet of gross floor area on six floors, including the basement. The original building was constructed between 1926 and 1928, with the western wing housing the Wisconsin Union Theater added in 1938. A northward expansion of the east wing was added in 1957, with other smaller additions constructed subsequently.

The first phase of the project will include the renovation of approximately 99,100 gross square feet of the existing building and the construction of additions to the Union that will total 31,971 square feet of new floor area. The primary focus of the first phase will be on the western side of the building complex and will include the construction of a new lobby and lounge for the Wisconsin Union Theater, a new theater rehearsal space and an enlarged Play Circle Theater, the remodeling and expansion of various basement spaces housing the Hoofers outdoor recreation program, and reconstruction of the connector linking the western wing containing the Union Theater to the main Union building. East and west connector wings will also be added on the fifth floor of the main Union building. The proposed additions will be clad in materials consistent with the existing building and will include stone, glass and precast concrete. The proposed improvements to the western wing of the building complex will include changes to the northern and western edges of the Memorial Union Terrace. The setback between the Union and Lake Mendota following the first phase projects will not be less than the minimal setback that currently exists.

The proposed Union Theater addition along the north side of the building complex facing Lake Mendota has been a subject of some controversy in recent months, which recently resulted in a reduction of the proposed theater lobby by approximately 35 percent from the original proposal. University staff indicates that the recent design change is not reflected in all of the plans included in the materials for the conditional use alteration. City staff will work with the University to ensure the final plans for the first phase project reflect the new, smaller lobby.

The first phase will also include an underground mechanical addition and the redesign of the entry plaza located at the southwestern corner of the building adjacent to the corner of N. Park and Langdon streets, which is intended to improve access to the Union Theater and provide a formal waiting area for the passengers of the regional buses that serve the Union. The new plaza will include a considerable number of bike parking stalls and a small outdoor seating area.

Lastly, the first phase of the Union project will include reconstruction of the Lake Mendota shoreline from N. Park Street to N. Lake Street. The shoreline project proposes to stabilize and reconfigure the shoreline following the City-approved dock line on record through this area, and includes the removal of the existing concrete pier that projects out into Lake Mendota and filling of the indentation that has long existed just to the east of the Union where a boathouse was once located. The shoreline component also calls for the construction of a new permanent pier structure north of Red Gym and a seasonal pier connected to the permanent pier north of the Below Alumni Center. The proposed dock structures in the lake are not in the Plan Commission's jurisdiction, though the City requests a copy of the Wisconsin Department of Natural Resources permits that will be issued to the University for the shoreline reconstruction project.

The second phase of the Memorial Union renovation project call for additional interior remodeling and a construction of new underground mechanical and service spaces at the southeast corner of the building at Langdon Street, which will include site accessibility improvements. The second phase will also include the conversion of the University's Lot 1 parking lot into Alumni Park, a greenspace proposed to extend between the Union and Red Gym and Lake Mendota and Library Mall. As part of the park project, an underground service facility for loading and deliveries will be constructed beneath Alumni Park to serve the Union, Pyle Center, Red Gym and the Below Alumni Center. The second phase will also consist of improvements to the central and east portions of the Union Terrace to improve the outdoor performance stage setting and improve accessibility for people with disabilities.

A more detailed summary of the Memorial Union renovation and expansion is included in the letter of intent submitted with the conditional use application. [Note: The letter of intent references a General Development Plan for the overall project. This reference was intended is to provide a master plan for the overall project, not a request to rezone the property to Planned Unit Development zoning.]

Memorial Union is listed on the National Register of Historic Buildings as a contributing building in the Bascom Hill Historic District while the adjacent Red Gym is both a landmark building on the National Register of Historic Buildings and a designated City landmark. As a result, the plans for the first phase of the project have been reviewed by the Wisconsin Historical Society and informally by the City's Preservation Planner, Amy Scanlon.

In reviewing the proposed conditional use alteration for the renovation and expansion project for the Memorial Union, the Planning Division believes that the conditional use standards can be met. The plans for the first phase of the project will result in the modernization of one of the City's most beloved and important community facilities in a fashion that honors the architectural significance of the building. Staff believes that the proposed modifications to the Lake Mendota shoreline included in the first phase will result in a better open space than what currently exists. Staff also generally supports the completion of the renovation of the Union interior and the conceptual conversion of Parking Lot 1 into Alumni Park and the associated service improvements proposed, though additional, more detailed information on those elements of the project will be needed as part of the subsequent land use approvals that will be required prior to construction.

The first phase of the Memorial Union project was also reviewed by the Joint Southeast Campus Area Committee on November 21, 2011, which recommended approval to the Plan Commission.

Recommendations and Proposed Conditions of Approval

Major/Non-Standard Conditions are shaded

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

The Planning Division believes that the Plan Commission can find the standards for conditional uses met and **approve** a major alteration for the conditional use for Memorial Union at 800 Langdon Street, subject to input at the public hearing, the following Planning Division condition(s) and the conditions from reviewing agencies:

1. That the project plans be revised for final Planning Division approval prior to the commencement of construction to reflect the final design of the Union Theater addition approved by the UW Board of Regents.

The following conditions have been submitted by reviewing agencies:

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

2. A Maintenance Agreement and/or Encroachment Agreement shall be required for private encroachments within N. Park Street right of way including, but not limited to, the Memorial Union building, shed, decks and various stairs, retaining walls and landscaping amenities.
3. It appears that the right of way on the plans does not coincide with the city right of way records. The plans reflect the right of way jogging and following the building, which appears to be incorrect.
4. Provide a copy of the Wisconsin Department of Natural Resources permits for the proposed work.
5. Verify the location of the existing public storm sewer. City records show the storm sewer draining from Langdon Street north through the existing easterly parking lot towards the lake. Verify the public storm sewer easement for the existing 24-inch storm sewer that drains from Langdon through the existing easterly parking lot to the lake. If no easement exists the University shall dedicate a new public storm sewer easement or provide plans that show an alternate long term solution for the storm sewer.
6. The University shall televise the existing storm sewer that discharges at the extension of N. Park Street and the existing easterly parking lot prior to the construction of the improvements and after the construction of the improvements. Any damage to the public storm sewer shall be the responsibility of the University to repair.
7. On Sheet C-106 the sanitary sewer on the Langdon Street side of the Union is crossing a steam duct with 0.10' of separation. The 6-inch lateral is proposed to be installed at 2% slope. Suggested alternative would be to install an 8-inch lateral at 0.5% to increase the vertical separation from the steam duct. Consider utilizing pipe supports at the steam duct crossing to avoid breaks in the lateral pipe (see the City of Madison Standard Specifications for Public Works Construction, Standard Detail Drawing 5.8.1).

8. The University shall meet with City Engineering, City Traffic Engineering and Metro Transit to discuss the right of way improvements on Langdon and N. Park Street. The University may need to enter into a maintenance agreement for non-standard improvements in the right of way.
9. 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.
10. The approval of this conditional use 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
11. The applicant shall replace all sidewalk and curb and gutter that abuts the property, which is damaged by the construction or any sidewalk and curb and gutter that the City Engineer determines needs to be replaced because it is not at a desirable grade regardless of whether the condition existed prior to beginning construction.
12. The applicant shall obtain a privilege in streets agreement for any encroachments inside the public right of way. The approval of this development does not constitute or guarantee approval of the encroachments
13. All work in the public right of way shall be performed by a City-licensed contractor.
14. All street tree locations and tree species within the right of way shall be reviewed and approved by City Forestry. Please submit a tree planting plan (in PDF format) to Dean Kahl, of the City Parks Division - dkahl@cityofmadison.com or 266-4816. Approval and permitting of any tree removal or replacement shall be obtained from the City Forester and/or the Board of Public Works prior to the final approval of the site plan.
15. All damage to the pavement on N. Park Street and Langdon Street adjacent to this development shall be restored in accordance with the City's Pavement Patching Criteria.
16. The applicant shall submit, prior to plan sign-off, digital CAD files to the Land Records Coordinator in the Engineering Division. (Lori Zenchenko) lzenchenko@cityofmadison.com. The digital copies shall be drawn to scale and represent final construction including: building footprints, internal walkway areas, internal site parking areas, lot lines/ numbers/ dimensions, street names, and other miscellaneous impervious areas. All other levels (contours, elevations, etc) are not to be included with this file submittal. E-mail file transmissions are preferred. The digital CAD file shall be to scale and represent final construction. Any changes or additions to the location of the building, sidewalks, parking/pavement during construction will require a new CAD file. The single CAD file submittal can

be either AutoCAD (dwg) Version 2001 or older, MicroStation (dgn) Version J or older, or Universal (dxf) format. Please include the site address in this transmittal.

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

17. The University shall work with the City on the design and plans for Langdon Street for such things as sidewalk, terrace, and on-street parking, with a plan to be reviewed and approved by the City.
18. The University shall maintain the current width or preferably widen the sidewalk along the north side of Langdon Street. A narrower sidewalk in this area cannot support the amount of activity and pedestrian traffic flow using these facilities.
19. The University shall maintain the current bus loading and on-street parking conditions on Langdon Street.
20. The University shall determine the location of the mid-block pedestrian crossing and work with City Traffic Engineering to move any facilities attributed to the crossing.
21. The University shall work with City Planning and City Traffic Engineering to coordinate any plans for a pedestrian-bike connection along the lake front to James Madison Park.

22. The Developer 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.

23. Public signing and marking related to the development may be required by the City Traffic Engineer for which the developer shall be financially responsible.

Metro Transit (Contact Tim Sobota, 261-4289)

24. The applicant makes limited reference in the documents submitted for review regarding the existing bus stop locations served by Metro Transit vehicles on both Park Street and Langdon Street, adjacent the project site. Absent any information to the contrary, the applicant shall maintain these bus stop locations upon project completion.
25. The applicant shall install and coordinate the maintenance for a new passenger waiting shelter with seating amenity on the east side of Park Street, north of Langdon Street. The bus shelter should be installed just south of the intersection with Observatory Drive.
26. The applicant shall install and coordinate the maintenance for a new passenger waiting shelter with seating amenity on the north side of Langdon Street, west of Park Street. The bus shelter should be installed a sufficient distance east of the intersection such that a stopped bus could depart the stop and proceed into the left turn lane onto southbound Park Street.
27. The applicant shall include the location of these passenger amenities on the final documents filed with their permit application so that Metro Transit may review and approve the design.

Zoning Administrator (Contact Pat Anderson, 266-5978)

This agency did not submit conditions of approval for this request.

Parks Division (Contact Kay Rutledge, 266-4714)

This agency did not submit conditions of approval for this request.

Fire Department (Contact Bill Sullivan, 261-9658)

Note: The design of Alumni Park will need to incorporate fire access to the Memorial Union as well as the Red Gym. Further comments may be forthcoming as the design of Phase 2 evolves.

Water Utility (Contact Dennis Cawley, 261-9243)

This agency submitted a response with no conditions of approval for this request.

General area in which to fit bus shelter

**Bus stop zone
#0088:
North side of
Langdon Street,
mid-block east of
Park Street**

**General areas in
which to fit bus
shelter**

