

JAMES A. GRAASKAMP COLLECTION OF TEACHING MATERIALS

X. COMMUNITY INVOLVEMENT - CITY, STATE, AND NATION

B. Graaskamp's Participation in the Convocation
Center Debate

1. Background Information

- b. Excerpts from U.W. Study conducted by
Flad and Associates, January, 1986

University of Wisconsin Foundation

702 Langdon Street
Madison, Wisconsin 53706
Telephone: 608-263-4545

January 23, 1986

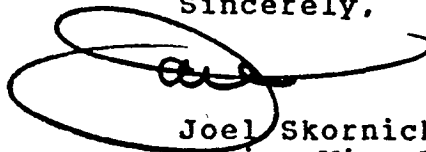
Ald. Ann Monks
Madison Common Council
210 Monona Avenue
Madison, WI 53710

Dear Ann:

Attached is a copy of the Convocation Center Study completed recently for the University of Wisconsin Foundation. This study was conducted by Flad & Associates at the request of the Foundation and reviews existing facilities and analyzes potential new sites for a convocation facility.

Since we have limited copies of the study, we would appreciate your sharing this copy with your colleagues. Please call on us if we can be of assistance.

Sincerely,

A handwritten signature in black ink, appearing to read "Joel Skornicka", is written over a circular stamp or mark.

Joel Skornicka
Senior Vice President

JS:cd

Enclosure

Convocation Center Study

University of Wisconsin • Madison

**Flad & Associates
Ellerbe Associates
Coopers & Lybrand
Barton • Aschman Associates**

January, 1986

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EXECUTIVE SUMMARY

The University of Wisconsin-Madison Convocation Center concept addresses the need for a major sports and convening facility that is primarily for University use, but is also available for community events. In August, 1985, following a period of discussion and controversy about the development of a Convocation Center, a consultant team consisting of Flad & Associates, Ellerbe Associates, Coopers and Lybrand, and Barton-Aschman Associates were retained to execute this study.

It was the task of the four consultants to objectify the issues related to the development of a Convocation Center for the University of Wisconsin-Madison. The consultants were not asked to justify the need for such a Center, but rather to determine how best the existing and proposed program of events of the University and the wider community might be housed in such a facility.

The work was to be completed in time to be incorporated in the University of Wisconsin's 1986 Alumni Fund Drive.

The consultants were given two principal sequential tasks from which others evolved:

- (1) Review Existing Facilities - the University of Wisconsin Field House, Camp Randall Stadium, and the Dane County Coliseum;
- (2) Survey and Analyze Potential Sites for a New Facility

Task (1) - Summary and Conclusion

Prior to the retention of the consultant team, preliminary design work had been undertaken by the University's Department of Planning and Construction on the possible development of an Intercollegiate Athletic Center in conjunction with the Field House and Camp Randall--the most likely choices among the three facilities. The early presumption was that the preliminary design work by Department of Planning and Construction had been unfruitful. However, an objective opinion from outside the University was deemed necessary. In fact, the consultants determined that there are no cost-effective solutions for the expansion of facilities at any of these three sites. (See pages 10 through 13.)

Task (2) - Summary and Conclusion

Given architectural program information from the University, the consultants prepared a footprint for the Center. If built today this facility as programmed would cost approximately \$28 to \$35 million. Using this footprint, eighteen sites within or at the boundaries of the campus were reviewed. All sites were subject to evaluation based on five priority factors--construction feasibility, legal issues, acquisition cost, land use compatibility and accessibility. Four sites were given detailed scrutiny, and were evaluated on these and two additional factors - aesthetics and economic impact.

RECOMMENDATION

Analysis of all seven factors suggested that, if all parcels can be assembled, the 600

block of West Dayton Street (Site C), combined with a portion of lands to the south which were purchased by the University of Wisconsin Foundation, would make the best overall site for the Convocation Center.

Specifically the opportunity exists on this site to develop a facility which:

- (1) Serves the University's students by proximity to their residences.
- (2) Serves the Athletic Department by proximity to existing offices and support facilities.
- (3) Is compatible with other land uses in the area including the Southeast Recreational Facility, recreational open space, adjacent light industrial uses, and nearby commercial areas.
- (4) Allows for the largest amount of compatible development to occur on the bulk of the Railroad Corridor site owned by the University of Wisconsin Foundation and on other adjacent parcels.
- (5) Has the potential for access from arterial systems both north and south of the railroad tracks.
- (6) Provides an opportunity for the development of new parking while offering a large amount of existing parking space.

- (7) Provides opportunities for an architecturally strong solution which are in scale with a diverse neighborhood.
- (8) Is accessible by existing transit and potential future light rail service.

There is also the combination of all of these factors which effects the best opportunity to accomplish four important objectives: to reconnect the Triangle, long an urban island, back to the fabric of the city; to improve the appearance and function of the southeast corner of the campus; to close one part of the open seam of the city's west Rail Corridor; and to provide a model for future development of Rail Corridor lands in the City of Madison.

ALTERNATIVE OPTIONS

While the Dayton Street site (Site C) is the first choice, any of the other three sites could also be utilized. The rationale for selecting Site C suggests that the site on the corner of Regent and Murray Streets (Site D), would be a second choice which could also bring substantial benefits to the University and to the City, but perhaps at greater social costs to existing residents of the Triangle. It should also be stated that those sites near the Natatorium (and particularly the site west of the building-Site A) represent an opportunity to develop a facility that, because of its location would likely be completely devoted to University use. The relative economies of the existence of nearby surface parking may outweigh other problems of accessibility and the disadvantages of reduced added economic impact and greater impediments to construction.

PROJECT OVERVIEW

A TWOFOLD PROGRAM: INSTITUTIONAL AND COMMUNITY USES

The University of Wisconsin - Madison Convocation Center exists today as a concept which responds to two significant prerequisites for improvement and expansion of the overall capabilities of both the University and the community. On the one hand is the need to improve and expand the school's athletic and convening facilities - for basketball, hockey, graduation, registration, lectures, and other large-scale events. On the other hand is the need to provide a space within the community for events which might attract as many as 15,500 people; such as the WIAA basketball tournament, a major trade exhibit, or large-scale entertainment attractions. This twofold purpose is the fundamental rationale behind the architectural programming for the Convocation Center.

To date, the program exists in expanded outline form, largely through the efforts of the University's Department of Planning and Construction. The consultants on this study, using their experience with this building type, have added detail to the programming in an effort to elaborate and specify the concept in order to give realistic form to the Center. In general, the following types of uses for the building have been anticipated in the preparation of this study:

Possible Institutional Uses: Intercollegiate Sports - basketball, hockey, wrestling, gymnastics, volleyball, fencing, and special tennis events; Graduation Ceremonies; Registration; Seminars; and Lectures.

CONCLUSIONS

Summary of the Tasks

It was the task of the four consultants who executed this study to objectify the issues related to the development of a Convocation Center for the University of Wisconsin-Madison. The consultants were not asked to justify the need for such a Center, but rather to determine how best the existing and proposed program of events of the University and the wider community might be housed in such a facility.

In doing this work the first task was to review existing facilities--Camp Randall Stadium, the Field House and the Dane County Coliseum. It was determined that without expenditures equivalent to or greater than costs of a new facility, none of these buildings offered outstanding opportunities for a Center.

The next task was to select a site for a new building. Site selection for such a complex facility required a preliminary study of feasibility. The task here was to isolate the factors that affect feasibility--the five priority factors including: construction feasibility, legal considerations, acquisition cost, land use compatibility, and accessibility, and the two additional factors of economic development and aesthetics. Each of the sites was evaluated by studying these factors. Although Site C recorded the best score among the four most promising sites there was no obvious winner based on the feasibility matrix.

SITE SELECTION RATIONALE

Ultimately all factors of feasibility become proportional to the objectives that might be realized as a result of such a project, and the means of attaining those objectives are measured by the value of the objectives. Additionally, factors can combine to create a synergy that is greater than the simple sum of high scores versus low scores. For example, one may assume, based on the involvement of community leaders in this study, that the development of a Convocation Center which is primarily a University facility but which is also programmed for wider community use is a desirable objective. One may also assume that certain planning and design objectives, such as broadening the tax base, improving the design of edge areas, and closing gaps in the city's fabric, might be attained in this process because of the additional development that could be spurred by a Center which is open^e to wider community use. If one accepts these objectives and assumptions, it is fair to conclude that a Convocation Center near the southeast corner of the campus is one potentially desirable means to attain these objectives.

Other more specific conclusions can be drawn based upon this set of objectives. To shift the focus of activity north of the Rail Corridor while taking advantage of the Foundation's purchase of the Rail Corridor site, the preliminary planning for Site C represents a combination of University and privately owned lands and part of Site D. On the Dayton Street Site (Site C), many linking opportunities exist without significant traffic or architectural impact on those living in the Triangle. Of course, depending on the character of development that goes onto the Railroad Corridor Site, one should note that the further growth of the University may be limited by this decision.

If one hypothesizes the development of the Convocation Center on the Railroad Corridor Site (Site D), one can see the significant opportunity of relinking the Triangle to the neighborhood and campus to the north via the additional development generated by the Center. There are also certain long term advantages which may accrue to the University as a result of this "leapfrog approach" since it significantly extends the University's institutional limits of development. On the other hand, that advantage may be lessened in the eyes of the community during peak periods of use of the Center when the traffic impact on the Triangle would be most felt. It is also possible that the scale of the Center would be incompatible with development at the north edge of the Triangle.

Access to the Sites C and D is equally good. The exception in both instances is peak evening rush hour (4:00-5:00) when event patrons ideally would not be entering or exiting the Center. Existing parking opportunities are essentially equivalent. However, the funding of new parking may be dependent upon the amount of development that can be created on the Railroad Corridor Site since a parking ramp could be partially funded through tax incremental financing. This proposition gives Site C an advantage over Site D because there will be a greater increment created by the larger area available for development.

Given the objectives outlined and a combination of factors, overall, Site C satisfies more of the objectives than does Site D. Site C is the recommended site, with the following qualification described below.

It is obviously imperative for the University or the Foundation to purchase those

parcels on Site C which it does not currently own. Provided that the University, the Foundation, and the City of Madison can work together to assemble those parcels necessary to complete Site C, the opportunity for joint planning and marketing of the area is substantial. If those parcels cannot be assembled, the effort would logically shift to secure approvals for the Center on the Railroad Corridor (Site D).

UNIVERSITY OF WISCONSIN FOUNDATION ROLE

The continuing role of the University of Wisconsin Foundation is desirable since their record of community service and development is strong. Every effort should be made to secure the Foundation's continuing participation in the future of the Railroad Corridor. Developers will be attracted to the Railroad Corridor Site (Site D) regardless of the location of the Convocation Center. However, the character and quality of development will be significantly enhanced if the Foundation remains in the process. Conceived as a part of the redevelopment of this important part of the University and the City, the Convocation Center project represents an outstanding opportunity to establish a model for a public/private partnership process of a type that will be needed to secure the successful redevelopment of the entire west Railroad Corridor.