



Project Addresses: 1410-1550 and 1415 Engineering Drive and 1509-1513 University Avenue

Application Type: CI Zoning District Master Plan Amendment

Legistar File ID # [81315](#)

Prepared By: Timothy M. Parks, Planning Division
Report includes comments from other City agencies, as noted

Summary

Applicant: Aaron Williams, University of Wisconsin-Madison; 21 N Park Street, #6101; Madison.

Contact Person: Bob Barr, Continuum Architects + Planners; 751 N Jefferson Street, Suite 200; Milwaukee.

Property Owner: The Board of Regents of the University of Wisconsin System; 1220 Linden Drive; Madison.

Requested Action: Amending Section 28.022-00289 of the Madison General Ordinances to amend the Campus-Institutional (CI) District Master Plan for the University of Wisconsin-Madison Campus for the portion of the campus generally addressed as 1410-1550 and 1415 Engineering Drive and 1509-1513 University Avenue, to include specific plans for the College of Engineering.

Proposal Summary: The University of Wisconsin-Madison is requesting approval of a major alteration to the approved CI District Master Plan for the University of Wisconsin-Madison Campus to allow a 385,000 square-foot facility for the College of Engineering to be constructed on the portion of the campus generally addressed as 1410-1550 and 1415 Engineering Drive and 1509-1513 University Avenue.

The approved master plan includes two projects for the College of Engineering on the portion of the Campus west of N Randall Avenue and south of Campus Drive and W Johnson Street, S-01 and S-02. The proposed amendment seeks to consolidate the two project sites to create a single project site for the new Engineering facility. The proposed project is shown in the amendment materials as "S-01/02, Engineering Drive 1410 – Replacement"; per the materials, the proposed building may be up to eight (8) stories tall. Demolition of the existing College of Engineering building at 1410 Engineering Drive is called for as a 'Phase 2 Removal' on page 178 of the adopted 2017/2019 Campus Master Plan for the University.

The application materials do not include a timeline for when the project will commence or be completed.

Applicable Regulations & Standards: The purpose, uses, master plan process, and uses in the CI (Campus-Institutional District) are outlined in Section 28.097 of the Zoning Code.

Review Required By: Plan Commission and Common Council.

Summary Recommendation: The Planning Division recommends that the Plan Commission find the applicable standards are met and forward the amendment to the Campus-Institutional (CI) District Master Plan for the University of Wisconsin-Madison Campus to the Common Council with a recommendation of **approval** to allow a 385,000 square-foot facility for the College of Engineering to be constructed on the portion of the campus generally addressed as 1410-1550 and 1415 Engineering Drive and 1509-1513 University Avenue. Approval of the plan amendment shall be 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 area of the amendment comprises the northern 13.9 acres of an approximately 44.5-acre parcel bounded by University Avenue on the north, N Randall Avenue on the east, Monroe and Little Streets on the south, and N Breese Terrace on the west; Alder District 5 (Vidaver); Madison Metropolitan School District.

Existing Conditions and Land Use: The area of the proposed amendment is centered on Engineering Drive, a University-owned road with access from N Randall Avenue. Within the amendment area, in CI zoning, are:

- The two-story, 68,000 square-foot Computer Aided Engineering Facility at 1410 Engineering Drive;
- The two-story, 45,830 square-foot Materials Science and Engineering Building at 1509 University Avenue;
- The 14-story, 157,510 square-foot Engineering Research Building at 1500 Engineering Drive;
- The four-story, 298,000 square-foot Mechanical Engineering Building at 1513 University Avenue;
- The four-story, 251,334 square-foot Engineering Centers at 1550 Engineering Drive; and
- The four- to five-story, 460,800 square-foot Engineering Hall at 1415 Engineering Drive.

Engineering Drive Ramp (UW Lot 17) is accessed from the western end of Engineering Drive but is zoned PD as part of planned development that includes Camp Randall Stadium and the McClain Athletic Facility, which are located south of the subject site.

Surrounding Land Uses and Zoning: The proposed facility for the College of Engineering will be located in the southwestern quadrant of the N Randall Avenue-Campus Drive intersection. Engineering Hall is located to its south, with Union South and Wendt Commons located to the east across N Randall. The northern edge of the site is bounded by a railroad right of way owned by the State of Wisconsin, with The Library restaurant-tavern (zoned TSS (Traditional Shopping Street)) and Wisconsin Institutes for Discovery Building located further to the north across Campus Drive. The surrounding University properties are zoned CI (Campus–Institutional District), with the exception of Camp Randall Stadium, the McClain Athletic Facility, Camp Randall Memorial Park, and Lot 17, all of which are zoned PD.

Adopted Land Use Plans: The 2018/2023 Comprehensive Plan includes the subject site and surrounding properties in the Special Institutional district. The subject site are not located within the boundaries of an adopted neighborhood or sub-area plan; the western edge of the Regent Street-South Campus Neighborhood Plan (2008) is located across N Randall Avenue, while the eastern boundary of the University Avenue Corridor Plan (2014) is N Breese Terrace.

Zoning Summary: The subject parcel is zoned CI (Campus–Institutional District). The specific bulk and area requirements for the site will be governed by the amended CI zoning district master plan for the larger campus.

Environmental Corridor Status: The property is not located in a mapped environmental corridor.

Public Utilities and Services: The site is served by a full range of urban services, including Metro Transit, which operates daily all-day transit service along University Avenue, W Johnson Street and Randall Avenue near this property, with trips on most routes at least every 30 minutes. Metro Transit would initially estimate the following

counts of potentially eligible trips towards US Green Building Council/LEED Quality Access to Transit points: 388 Weekday and 173 Weekend (average). Please contact Metro Transit if additional analysis would be of interest.

Previous Approval

On July 18, 2017, the Common Council adopted Substitute Ordinance 17-00074 (ID 47245), adopting a Master Plan for the portions of the University of Wisconsin–Madison campus zoned in the Campus-Institutional (CI) District. Following final approval of the plan document by City staff, the CI zoning district master plan for the campus took effect on January 1, 2019 and will remain in effect until January 1, 2029 consistent with the ten-year master plan approval period stipulated in Section 28.097 of the Zoning Code. This master plan is hereinafter referred to as the “2017/2019 CI zoning master plan” for the year of Common Council approval and the year the plan took effect. A link to that plan may be found [here](#).

Project Description, Analysis & Conclusion

The University is requesting a major alteration to the approved CI District Master Plan for the University of Wisconsin-Madison Campus to allow a 385,000 square-foot facility for the College of Engineering to be constructed on the portion of the campus generally addressed as 1410-1550 and 1415 Engineering Drive and 1509-1513 University Avenue.

The approved 2017/2019 CI zoning master plan includes two projects for the College of Engineering on the portion of the Campus west of N Randall Avenue and south of Campus Drive and W Johnson Street, which are identified as “S-01” and “S-02.”

- Project S-01 is identified in the approved 2017/2019 master plan as an up to six-story, 271,667 square-foot facility that would be located south of the Material Science and Engineering Building and replace the 14-story, 157,510 square-foot Engineering Research Building at 1500 Engineering Drive. S-01 is identified as a “Phase 3” improvement envisioned for construction between 2029-2035.
- Project S-02 is identified in the adopted master plan as an up to six-story, 169,091 square-foot academic building that would replace the existing Engineering building at 1410 Engineering Drive. S-02 is identified as a “Phase 2” project envision for construction between 2023-2029.
- Under the 2017/2019 approved master plan, S-01 and S-02 are located on either side of the existing linear green space that exists between the 1410 Engineering Drive and Material Science and Engineering and Engineering Research buildings, which is a continuation geographically of Henry Mall north of University Avenue.
- Demolition of the existing 68,000 square-foot College of Engineering building at 1410 Engineering Drive is called for as a ‘Phase 2 Removal’ on page 178 of the adopted 2017/2019 master plan.

The proposed amendment seeks to consolidate the two project sites to create a single project site for a new 385,000 square-foot academic and research facility for the College of Engineering. The proposed project is shown in the amendment materials as “S-01/02, Engineering Drive 1410 – Replacement”. Per the materials, the proposed building may be up to eight (8) stories tall. The proposed building will be located in the southwestern quadrant of the N Randall Avenue-Campus Drive intersection; the consolidation of the two project sites into one will result in the planned open space in the amendment area shifting west and taking the form of a more rectangular open

space that will be located between the Material Science and Engineering Building and Engineering Drive once the existing 14-story research tower is razed.

According to the 2017/2019 approved master plan, buildings in the South Campus Neighborhood are intended to “support the campus civic structure, giving architectural definition to the campus streets and open spaces and should front directly onto these spaces and to support them by their form, massing, and the design of their facades.” Buildings shall have a base, middle, and top, with emphasis to be given to the ground floor through door and window scale, architectural detailing, and greater floor-to-floor heights. Buildings should also include changes in material, fenestration, architectural detailing, or other elements to break down the scale, and structures adjacent to the rail corridor that extends through campus should be oriented to the railroad right of way. The adopted plan encourages “larger, more meaningful open spaces framed by architecture with a strong indoor/outdoor relationship.” Page 311 of the adopted master plan indicates that buildings on the west side of N Randall Avenue should be 35 feet from the sidewalk and up to 102 feet tall (corresponding to the approved six-story height).

The [plans](#) for the new 385,000 square-foot Engineering academic and research facility presented to the Joint Campus Area Committee on January 25, 2024 are attached for informational purposes. The new eight-story building is not specifically before the Plan Commission for approval, but the layout of the building, changes to campus open space, and the proposed architecture should inform the Commission’s decision on how the proposed changes to the campus may affect the larger city given the interface between campus and non-campus properties in this area. The amendment will result in a reduction of future square-footage in this portion of the campus, from 440,758 square feet in the separate S-01 and S-02 projects to the approximately 385,000 square feet proposed in the consolidated project. However, the singular eight-story building proposed will stand more prominently on the city’s landscape than the two separate buildings would have both due to the increased scale and mass. The change in open space proposed to accommodate the larger single building footprint will also result in a more insulated open space located within the campus compared to the southerly continuation of Henry Mall that exists now, which can at least be viewed passing through campus if not necessarily experienced (visitors to the existing open space may only do so from the south and Engineering Drive due to the railroad track).

The requirements for campus master plans are outlined in Section 28.097(5). CI zoning district master plans are adopted as part of the Zoning Code following the process for zoning map amendments in Sections 28.182. Per Section 28.097(10) of the Zoning Code for the CI district, no alteration of an approved campus master plan shall be permitted unless approved by the Plan Commission, provided however, the Zoning Administrator may, following consideration by the alderperson of the district, issue permits for minor alterations that are approved by the Director of Planning and Community and Economic Development and are consistent with the concept approved by the Common Council. If the change or addition constitutes a substantial alteration of the original plan, the procedure in Sec. 28.097(6) is required.

In this case, the consolidation of the two projects into one and the corresponding change to the open space located between University Avenue/Campus Drive and Engineering Drive warrants a full amendment to the master plan. Approval of master plans and major amendments to master plans shall be based on how the plan meets the intent of the CI district, whether the plan serves the public interest as well as the interest of the institution developing the plan, and shall be consistent with the goals of the Comprehensive Plan and adopted neighborhood, corridor or special area plans adjacent to campus boundaries.

The statement of purpose for the CI District states that the district “is established to recognize the City’s major educational and medical institutions as important activity centers and traffic generators, accommodate the growth and development needs of these institutions, and coordinate the master plans of these institutions with the City’s plans, policies and zoning standards.” The district is also intended to “permit appropriate institutional growth within boundaries while minimizing the adverse impacts associated with development and geographic expansion;” “balance the ability of major institutions to change and the public benefits derived from change with the need to protect the livability and vitality of adjacent neighborhoods;” and “encourage the preparation of Campus Master Plans that enable adjacent neighborhoods and the broader community to understand the levels of development being proposed, their likely impacts, and appropriate mitigation measures.”

The Planning Division believes that the Plan Commission may find that the proposed amendment to the CI District Master Plan for the University of Wisconsin-Madison Campus to allow construction of the eight-story, 385,000 square-foot academic and research facility for the UW College of Engineering can meet the standards for approval. The site is not located within the boundaries of a City-adopted neighborhood or sub-area plan, and staff believes that the amendment is consistent with the recommendations for the Special Institutional category in the Comprehensive Plan (pages 25-26 of the Growth Framework) and with the intent and purpose of the CI zoning district. While the building proposed with the amended master plan will have a larger presence on the N Randall Avenue-Campus Drive intersection than the previously approved S-02 building likely would have, staff does not feel that its approval will be inconsistent with the intent of the CI district and the recommended land use in the Comprehensive Plan. No comments have been submitted by reviewing agencies that would suggest a negative impact on the City’s infrastructure as a result of the proposed building and associated improvements.

The ordinance to amend the campus master plan (ID 81315) was referred to the Joint Campus Area Committee (JCAC) for a recommendation prior to Plan Commission consideration. At its January 25, 2024 meeting, the JCAC recommended approval of the master plan amendment.

Per Section 28.097(7), all buildings properly identified on a campus master plan must be reviewed and approved by an architectural review committee prior to construction. Prior to presenting final building design to the architectural review committee, the University is required by Section 28.097(8) to present the final building design plans to JCAC after giving notice of the joint meeting by first class mail to the owners of record and occupants of multi-tenant buildings within 200 feet of the boundaries of the properties affected. The final plans for the building will also be reviewed using the site plan approval process in Section 28.186 of the Zoning Code prior to commencement of the project.

Recommendation

Planning Division Recommendation (Contact Timothy M. Parks, (608) 261-9632)

The Planning Division recommends that the Plan Commission find the applicable standards are met and forward the amendment to the Campus-Institutional (CI) District Master Plan for the University of Wisconsin-Madison Campus to the Common Council with a recommendation of **approval** to allow a 385,000 square-foot facility for the College of Engineering to be constructed on the portion of the campus generally addressed as 1410-1550 and 1415 Engineering Drive and 1509-1513 University Avenue. Approval of the plan amendment shall be subject to input at the public hearing and the conditions from reviewing agencies that follow.

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

City Engineering Division (Contact Tim Troester, (608) 267-1995)

1. Based on Wisconsin Department of Natural Resources (WDNR) BRRTS record #03-13-198734 UW-MECHANICAL ENGINEERING, the property may contain residual petroleum contamination from two former underground storage tanks. If contamination is encountered, follow all WDNR and Department of Safety and Professional Standards (DSPS) regulations for proper handling and disposal.

2. The City does not have jurisdiction for the review and permitting of stormwater requirements for this project, which are only subject to Dane County and/or WDNR erosion control and stormwater quality under NR-151.

3. At the time of future development, Madison Metropolitan Sewerage District (MMSD) charges are due and payable prior to Engineering sign-off, unless otherwise collected with a Developer's / Subdivision Contract. Contact Mark Moder ((608) 261-9250) to obtain the final MMSD billing a minimum of two (2) working days prior to requesting City Engineering Division signoff.

4. At the time of future development, an Erosion Control Permit is required for this project.

5. At the time of future development and associated approvals, this project shall comply with Chapter 37 of the Madison General Ordinances regarding stormwater management. Specifically, this development is required to submit a Storm Water Management Permit application, associated permit fee, Stormwater Management Plan, and Storm Water Management Report to City Engineering. The Storm Water Management Plan & Report shall include compliance with the following:

Submit prior to plan sign-off, a stormwater management report stamped by a P.E. registered in the State of Wisconsin.

Provide electronic copies of any stormwater management modeling or data files including SLAMM, RECARGA, TR-55, HYDROCAD, Sediment loading calculations, or any other electronic modeling or data files. If calculations are done by hand or are not available electronically, the hand copies or printed output shall be scanned to a PDF file and provided to City Engineering.

By design detain the 10-year post construction design storm such that the peak discharge during this event is reduced 15% compared to the peak discharge from the 10-year design storm in the existing condition of the site. Further, the volumetric discharge leaving the post development site in the 10-year storm event shall be reduced by 5% compared to the volumetric discharge from the site in an existing condition during the 10-year storm event. These required rate and volume reductions shall be completed, using green infrastructure that captures at least the first half-inch of rainfall over the total site impervious area. If additional stormwater controls are necessary beyond the first half-inch of rainfall, either green or non-green infrastructure may be used.

Reduce TSS by 80% off of the proposed development when compared with the existing site.

Submit a draft Stormwater Management Maintenance Agreement (SWMA) for review and approval that covers inspection and maintenance requirements for any best management practices (BMP) used to meet stormwater management requirements on this project.

City Engineering Division – Mapping Section (Contact Jeffrey Quamme, (608) 266-4097)

6. Any future implementation/development of any part of the master plan will require the accurate determination of easements, right of ways, and property lines of record. Agreements, easements, land divisions or other necessary document may be required for any City of Madison public facility or right of way impacted by a future development project.
7. Any future implementation/development of any part of the master plan will require the coordination of approved addresses for the site, buildings and suites with the City of Madison Addressing Coordinator for proper wayfinding and as needed for the United States Postal Service.

Traffic Engineering Division (Contact Sean Malloy, (608) 266-5987)

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

Zoning Administrator (Contact Jenny Kirchgatter, (608) 266-4429)

8. Include updated Figure 4-6 Proposed Building Uses (page 119).
9. Include updated Figure 4-15 Proposed Landscape Project Locations (page 141).

Fire Department (Contact Bill Sullivan, (608) 261-9658)

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

Parks Division (Contact Ann Freiwald, (608) 243-2848)

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

Water Utility (Contact Jeff Belshaw, (608) 261-9835)

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

Forestry Section (Contact Bradley Hofmann, (608) 267-4908)

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

Metro Transit (Contact Tim Sobota, (608) 261-4289)

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

Parking Division (Contact Trent W. Schultz, (608) 246-5806)

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