



Department of Planning & Community & Economic Development

Planning Division

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TO: Members of the Common Council
Mayor Paul R. Soglin

FROM: Heather Stouder, Director
Timothy M. Parks, Planner

DATE: July 11, 2017

SUBJECT: Common Council consideration of Ordinance ID 47245 adopting the *Campus Institutional District Master Plan for the University of Wisconsin–Madison* and related ordinances

On April 3, 2017, the University of Wisconsin–Madison (“University”) submitted a master plan for the portions of the University campus zoned Campus-Institutional (CI), which is scheduled for review and adoption by the Common Council at its July 18, 2017 meeting. The proposed *Campus Institutional District Master Plan for the University of Wisconsin–Madison* has been attached to Ordinance ID 47245. If approved, the master plan will guide the development of the portions of the University campus zoned CI for the ten-year period following the effective date of Ordinance ID 47245.

The Plan Commission reviewed the proposed master plan at its June 19, 2017 meeting and recommended approval of the University’s zoning master plan subject to the recommendations submitted by the Pedestrian/Bicycle/Motor Vehicle Commission (May 23), Urban Design Commission (May 24), Joint West Campus Area Committee, and Joint Southeast Campus Area Committees (joint CAC meeting on June 7), the revisions to the master plan document recommended in the staff report dated June 19, and conditions and comments contained in the Plan Commission materials.

The recommendation to approve includes the following conditions and stipulations:

- The CI master plan shall only apply to the properties owned by the University of Wisconsin Board of Regents, State of Wisconsin and University affiliates as of the submittal of the University’s plan for City review and approval. **This approval shall not apply to any parcels not owned by the University or its affiliates on April 3, 2017**, nor shall the final document contain inferences about the future use or acquisition of properties not currently owned by the University or its affiliates.
- The master plan approval shall also not confer any specific approval to construct improvements in the City’s rights of way through and adjacent to the campus.
- Only those properties zoned in the CI district on April 3, 2017, or the four properties to be zoned from PD to CI with the four related zoning map amendments also on this agenda. All other properties not zoned CI, whether owned by the University or not, shall be removed from the final approved zoning document.
- That Ald. Bidar-Sielaff’s recommended conditions be clarified prior to the Council meeting.

- That the Planning Division and University staff work between the Plan Commission meeting and July 18, 2017 Common Council meeting to address the issues addressed in the June 19 staff report and the University's rebuttal of the same date.

In response to the Plan Commission's recommendations on ID 47245, and the feedback provided by the other committees and commissions that reviewed the master plan, staff from the Planning Division, City Attorney's Office and University met to address the revisions and recommendations in the City's staff report and the University's response.

As the Council considers adoption of the *Campus Institutional District Master Plan for the University of Wisconsin–Madison* and related ordinances, City staff offers the following:

- The University has noted that the map of the CI-zoned properties subject to Ordinance ID 47245 dated May 2017 ("CI Zoning Map") contained a number of mostly minor errors and did not accurately portray the properties that the University is seeking zoning approval for through the proposed master plan. The Planning Division has attached an updated map dated July 11, 2017 to ID 47245, which the University has verified accurately reflects the lands they are seeking approval for.
- The "Campus Development Boundary" shown in red throughout the University's master plan document, and the now black boundary line shown on the July 11 map are not one and the same. The Campus Development Boundary reflects a growth boundary that the University is required to include in its master planning document by statute, and which has been accepted by the Board of Regents to guide the planning and design of the campus by University staff and consultants. The area in black on the July 11 map is smaller than the red development boundary; **only the parcels shown in blue and located within the black line are subject to the master plan approval granted by Ordinance ID 47245.**
- It was staff's and the Plan Commission's intent that the *Campus Institutional District Master Plan for the University of Wisconsin–Madison* be revised following Council approval to only reference properties owned by the University, State of Wisconsin, or University-affiliated groups such as the Wisconsin Alumni Research Foundation in the final zoning document, and to only reference projects that would be implemented during the ten-year effective date of the zoning master plan. However, University staff shared with City staff the logistical challenges to revising the roughly 320-page document to meet this expectation.

In response, City staff feels that the master plan document may remain largely as submitted in April subject to the other revisions recommended in the June 19 staff report. However, a **substitute ordinance for ID 47245** has been entered that includes an additional adopting clause that clearly affirms the City's position that only those properties owned by the University of Wisconsin Board of Regents, State of Wisconsin and University affiliates on April 3, 2017 (shown in blue within the black line on the July 11 map) shall be subject to this zoning approval despite the contents of the master plan. The substitute also affirms that the master plan approval shall also not confer any specific approval to construct improvements in the City's rights of way through and adjacent to the campus.

- The University has agreed in principle to the revisions outlined in the section of the June 19 Planning Division staff report entitled "Recommended Revisions to CI Master Plan." If approved, City and University staff anticipate an iterative process to revise the master plan document to reflect those revisions and create a final zoning document that may be applied by the City during the ten-year effective period of the master plan.

- During the review of the master plan by the Joint West and Joint Southeast committee, it was suggested that notice of final plan reviews by those bodies should be provided. City and University staff have discussed this recommendation, and the University is amenable to presenting any such final projects to the respective campus area committee prior to seeking final approval from the University-City design review board that will give formal approval to those projects prior to construction. The proposed noticing provisions for University projects are included in a zoning text amendment ordinance (ID 48026) to be introduced at the July 18 Common Council meeting for hopeful adoption in September. A process for design review board decisions to be appealed to the Plan Commission is also included in that proposed ordinance.
- Zoning text amendment ordinance ID 48025 will also include an exemption in Section 28.185 of the Zoning Code to allow the demolition of buildings identified on an approved CI master plan without Plan Commission approval. In the case of the University's master plan, all known proposed demolitions are shown in the plan. Just as the CI master plan is intended to allow projects to proceed without conditional use approval by the Plan Commission, this exemption would also remove the need during the ten-year effective period of an approved master plan to seek demolition approvals.
- The University anticipates that the design review board that will give final approval to projects will operate by consensus. However, it is amenable to the recommendation by the Plan Commission that the final procedures of the board require that the chair, who will be the University Architect, only vote in the event of a tie on a non-consensus item.
- There are five other ordinances related to the CI zoning of the University's properties on the July 18 Council agenda. Those include four zoning map amendments to zone Union South, the Charter Street Heating Plant, and two parking facilities, ID 47239, 47240, 47241 and 47242, and a text amendment to provide a mechanism for additional review of structured or surface parking facilities in a CI District, ID 47243. Those five items were recommended for approval by the Plan Commission without changes at its June 19 meeting.