

PLANNING DIVISION STAFF REPORT

June 27, 2016



PREPARED FOR THE PLAN COMMISSION

Project Address: 615 W. Johnson Street
Application Type: Conditional Use
Legistar File ID # [43000](#)
Prepared By: Timothy M. Parks, Planning Division
Report includes comments from other City agencies, as noted.

Summary

Applicant & Property Owner: University of Wisconsin–Madison, c/o Gary Brown, University Facility Planning & Management; 30 N. Mills Street; Madison.

Project Contact: Mark Paschke, Uihlein Wilson Architects, Inc.; 322 E. Michigan Street #400; Milwaukee.

Requested Action: Approval of a conditional use to renovate and construct additions to Witte Hall at 615 W. Johnson Street on the University of Wisconsin-Madison campus.

Proposal Summary: The University of Wisconsin–Madison is requesting approval to renovate and modernize Witte Residence Hall located at 615 W. Johnson Street. As part of the project, the two towers that comprise the dormitory complex, Witte A and Witte B, will be joined above the first floor by a new elevator core, and an eleventh floor of dorm rooms will be constructed. Construction of the project is scheduled to commence in April 2017, with completion anticipated in August 2019.

Applicable Regulations & Standards: Section 28.097(2)(c) limits individual development within any five-year period for any property in the CI zoning district without an approved master plan to 4,000 square feet of gross floor area unless approved as a conditional use. Section 28.097(4) limits the maximum height in CI zoning to 3 stories and 68 feet, with heights exceeding the maximum allowed with conditional use approval. Section 28.183 of the Zoning Code provides the process and standards for the approval of conditional use permits.

Review Required By: Plan Commission

Summary Recommendation: The Planning Division recommends that the Plan Commission find the standards met and **approve** a conditional use to renovate and construct additions to Witte Hall located at 615 W. Johnson Street subject to input at the public hearing and the conditions from reviewing agencies beginning on page 4 of this report.

Background Information

Parcel Location: The Witte Residence Hall complex comprises an approximately 2.9-acre City block bounded by W. Johnson Street on the north, N. Frances Streets on the east, W. Dayton Street on the south and N. Lake Street on the west; Aldermanic District 8 (Wood); Madison Metropolitan School District.

Existing Conditions and Land Use: Witte Hall is comprised of 2 ten-story towers joined by a common first floor that contains a total of 1,154 dormitory beds located mostly in double-occupancy residence rooms. The first floor of the complex includes offices, classrooms and “residence life” lounges and common spaces. The remainder of the block includes surface parking (UW Lot 69) and recreational fields. The subject site is zoned CI (Campus-Institutional District).

Surrounding Land Uses and Zoning:

North: Lake & Johnson/ Southeast Campus Parking Ramp (UW Lot 46), zoned CI (Campus-Institutional District);
South: Southeast Recreational Facility (SERF), Kohl Center, Johnson Pavilion and LaBahn Arena, zoned PD;
West: Sellery Residence Hall and Gordon Commons Dining and Event Center, zoned CI;
East: Nitty Gritty, The Frances Apartments, single-family, two-family and multi-family residences, zoned UMX (Urban Mixed-Use District).

Adopted Land Use Plans: The Comprehensive Plan identifies the subject site and University properties west of N. Frances Street 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 University, including the existing and proposed research and instruction facilities.

The Downtown Plan includes the subject site and other nearby University properties generally west of N. Frances Street and N. Lake Street in the Campus Neighborhood/ District. Recommendations for this district are limited, but the Downtown Plan emphasizes that development on the eastern end of the University campus continue to improve its interface with the rest of Downtown along and near its borders while making a clear and coordinated transition to campus (from Objective 4.13). Building heights up to 12 stories are recommended on the Maximum Building Heights Map. Properties east of the site across N. Frances Street are located in the Johnson Street Bend Neighborhood/ District for future development with downtown mixed-uses at 8- to 12-story buildings.

Zoning Summary: The property is zoned CI (Campus-Institutional District). Planning and Zoning staff have reviewed the addition and determined that it will comply with the CI district bulk requirements.

Requirements		Required	Proposed
Lot Area		6,000 sq. ft.	120,563 sq. ft. (Existing)
Lot Width		50'	359.46'
Front Yard		0'	12.4'
Side Yards		0'	12.2' from west; 79.6' from east
Rear Yard		0'	Adequate
Usable Open Space		None required	38,175 sq. ft.
Maximum Lot Coverage		85%	Less than 85%
Maximum Building Height		3 stories / 68'	11 stories (See conditions)
Auto Parking		None required (Central Area)	15
Bike Parking: Dormitory		1 per bedroom plus 1 guest space per 4 bedrooms (TBD)	576 (See conditions)
Loading		None required	0
Other Critical Zoning Items			
Yes:	Urban Design (Planned Multi-Use Site), Barrier Free, Utility Easements		
No:	Floodplain, Wellhead Protection, Landmarks, Waterfront Development, Adjacent to Park		
Prepared by: Jenny Kirchgatter, Assistant Zoning Administrator			

Environmental Corridor Status: The subject site is not located within a mapped environmental corridor.

Public Utilities and Services: The site is served by a full range of urban services, including daily Metro Transit service along W. Johnson Street.

Project Description

The University of Wisconsin–Madison is requesting approval of a conditional use in the CI (Campus-Institutional) zoning district to facilitate the renovation and modernization of Witte Residence Hall, including the construction of an elevator core to join the two towers of the building, and the construction of an additional floor of rooms. According to the University, Witte Hall was constructed in 1964 and includes 1,154 dormitory beds on the upper 9 floors of the twin 10-story buildings, “Witte A” and “Witte B,” which form an “L” paralleling W. Johnson and N. Lake streets. The common first floor of the complex includes offices, classrooms and “residence life” lounges and common spaces. The dormitory is located on the western and northern portions of a 2.9-acre City block that also includes a small University parking lot (Lot 69) at the corner of W. Johnson Street and N. Lake Street in the northeastern corner of the block, and outdoor recreational fields south and east of the two towers.

The proposed renovation calls for the replacement of all of the windows in the towers, replacement of heating systems, the installation of air conditioning infrastructure, and the upgrading of the plumbing, fire alarm, data and electrical systems. New central toilet rooms will be constructed on each floor of the complex. The proposed vertical addition will extend the height of the towers and add a core with 4 additional elevators and a lounge on each floor. In addition, a full eleventh floor will be constructed above the existing tenth floor and will include space for 108 dorm beds (1,262 total). Floorplans of the renovated dormitory, including for the new eleventh floor, are included in the plan set submitted with the project. The exterior of the renovated building will remain largely as it does currently, with the core and eleventh floor additions designed to complement the existing. The cornice feature proposed above the new eleventh floor is intended to create a distinct “top” for the building that it currently lacks.

The University indicates that the increase in dorm beds resulting from the Witte project will be offset in the future by the decommissioning of two smaller dormitories nearby, and that no net increase in dorm beds campus-wide is proposed.

Analysis and Conclusion

As part of the mapping of the new Zoning Code, most of the University campus was zoned into the CI (Campus-Institutional) zoning district, which was intended to provide a zoning district for the City’s major educational and medical institutions, many of which were identified on the Generalized Future Land Use Maps in the Comprehensive Plan in either the Campus or Special Institutional districts. The CI zoning district encourages the adoption of master plans by the Plan Commission and Common Council to guide the future growth of those institutions, with individual development for any property without an approved master plan limited to 4,000 square feet of gross floor area within any five-year period unless approved as a conditional use. The CI district also includes a series of bulk requirements that apply to properties in that district without an adopted master plan (master plans can set individual, institution-specific bulk requirements as part of the approval of the plan). Those bulk requirements include a maximum limit of 3 stories and 68 feet of height for new buildings in the CI district unless a greater height is approved by the Plan Commission as a conditional use.

The Planning Division believes that the standards can be met for the conditional use to renovate and construct additions to Witte Residence Hall. The proposed additions are well designed and should modernize both the appearance and function of a prominent building in the East Campus in a fashion that should not have an

adverse impact on the normal and orderly development and uses, values, enjoyment of surrounding properties, nor the ability of the City to provide services in this area.

Specifically, staff believes that the Plan Commission can find the standard regarding height in excess of that allowed in the district met with the proposed 11-story building. Standard #12 requires that the Plan Commission consider recommendations in adopted plans; the impact on surrounding properties, including height, mass, orientation, shadows and view; architectural quality and amenities; the relationship of the proposed building(s) with adjoining streets, alleys, and public rights of ways; and the public interest in exceeding the district height limits in granting a request for additional height. The proposed height of Witte Hall following the addition of the eleventh floor is consistent with the 12-story maximum building heights recommended in the Downtown Plan for this portion of the downtown. The resulting height of the building following construction of the addition should have minimal additional impact on surrounding properties compared to the impacts caused by the existing 10-story building, and any such impacts would primarily impact other University properties due to the location of the Witte Hall towers on the western half of the block opposite University buildings across W. Johnson Street (parking garage) and N. Lake Street (Gordon Commons). The only non-primary University building immediately adjacent to the towers, University Square, is of a equal or greater scale and unlikely to be significantly impacted by the eleventh floor.

Recommendation

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

The Planning Division recommends that the Plan Commission find the standards met and **approve** a conditional use to renovate and construct additions to Witte Hall located at 615 W. Johnson Street subject to input at the public hearing and the following conditions:

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

City Engineering Division (Contact Brenda Stanley, 261-9127)

1. City Engineering understands this to be a Department of Administration-led project; as such no erosion control or stormwater management permits shall be issued. However, we request that the applicant provide the stormwater management information regarding treatment of the reconstructed parking area as noted above.
2. The applicant shall provide intersection sight distance drawing calculation at the Lake/ Dayton and Johnson/ Frances intersections. Modification to wall may be required.
3. 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.
4. The proposed 12" diameter sanitary sewer lateral appears to be excessive given that there will be just 108 additional occupants; an 8" lateral serves the dormitory now.
5. The applicant shall submit, prior to plan sign-off but after all revisions have been completed, digital PDF files to the Engineering Division. Email PDF file transmissions are preferred to: bstanley@cityofmadison.com (East) or ttroester@cityofmadison.com (West). The digital copies shall be to scale, and shall have a scale bar on the plan set. (POLICY and MGO 37.09(2)) PDF submittals shall contain the following information: a)

Building Footprints; b) Internal Walkway Areas; c) Internal Site Parking Areas; d) Other Miscellaneous Impervious Areas (i.e. gravel, crushed stone, bituminous/asphalt, concrete, etc.); e) Right-of-Way lines (public and private); f) Lot lines or parcel lines if unplatted; g) Lot numbers or the words unplatted; h) Lot/Plat dimensions; i) Street names; j) Stormwater Management Facilities; k) Detail drawings associated with Stormwater Management Facilities (including if applicable planting plans).

6. The applicant shall submit prior to plan sign-off, electronic copies of any Stormwater Management Files including: a) SLAMM DAT files; b) RECARGA files; c) TR-55/HYDROCAD/Etc; d) Sediment loading calculations. 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.
7. Prior to approval, this project shall comply with Chapter 37 of Madison General Ordinances regarding stormwater management. Specifically, this development is required to reduce TSS by 80% off of the proposed development when compared with the existing site.
8. The applicant shall replace all sidewalk and curb and gutter that abuts the property that is damaged by the construction, or any sidewalk and curb and gutter, which 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.
9. All work in the public right of way shall be performed by a City-licensed contractor.
10. All damage to the pavement on W. Dayton Street, N. Frances Street, W. Johnson Street, and N. Lake Street adjacent to this development shall be restored in accordance with the City's Pavement Patching Criteria.

City Engineering Division—Mapping Section (Contact Jeff Quamme, 266-4097)

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| <p>11. The owner shall provide a Permanent Limited Easement for Public Sidewalk that currently lies within this property along W. Johnson Street. Provide a map exhibit, legal description and \$500 administrative fee made out to City of Madison Treasurer to Jeff Quamme (jrquamme@cityofmadison.com or 266-4097). Upon the approval of the exhibits and receipt of administrative fees, a City of Madison Real Estate project will be created for Madison Real Estate staff to draft, administer and record the easement document.</p> |
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Traffic Engineering Division (Contact Eric Halvorson, 266-6527)

12. The applicant shall submit one contiguous plan for approval showing proposed conditions and one contiguous plan showing existing conditions. The plan drawing shall be scaled to 1" = 20' and include the following, when applicable: existing and proposed property lines; parcel addresses; all easements; pavement markings; signing; building placement; items in the terrace such as signs, street light poles, hydrants; surface types such as asphalt, concrete, grass, sidewalk; driveway approaches, including those adjacent to and across street from the project lot location; parking stall dimensions, including 2 feet of vehicle overhang; drive aisle dimensions; semitrailer movement and vehicle routes; dimensions of radii; and percent of slope.
13. The developer shall post a security deposit prior to the start of development. In the event that modifications need to be made to any City owned and/or maintained traffic signals, street lighting, signing, pavement marking and conduit/handholes, the developer shall reimburse the City for all associated costs including engineering, labor and materials for both temporary and permanent installations.

14. The City Traffic Engineer may require public signing and marking related to the development; the developer shall be financially responsible for such signing and marking.
15. All parking facility design shall conform to the standards in MGO Section 10.08(6).
16. All bicycle parking adjacent pedestrian walkways shall have a 2-foot buffer zone to accommodate irregularly parked bicycles and/or bicycle trailers.
17. All pedestrian walkways adjacent parking stalls shall be 7 feet wide to accommodate vehicle overhang, signage and impediments to walkway movements. Any request for variance shall be submitted to and reviewed by City Traffic Engineering.

Zoning Administrator (Contact Jenny Kirchgatter, 266-4429)

18. Per Section 28.134(3) Capitol View Preservation, show the height of the building per City Datum. No portion of any building or structure located within one (1) mile of the center of the State Capitol Building shall exceed the elevation of the base of the columns of said Capitol Building or 187.2 feet, City datum. Provided, however, this prohibition shall not apply to any church spires, flagpoles, communication towers, elevator penthouses, screened air conditioning equipment on existing buildings and chimneys exceeding such elevation, when approved as conditional uses. For the purpose of this subsection, City datum 0.00 feet shall be established as 845.6 feet above sea level as established by the United States Coast and Geodetic Survey.
19. Parking requirements for persons with disabilities must comply with Section 28.141(4)(e). Final plans shall show the required van accessible stall. A van accessible stall is a minimum of 11 feet wide with a 5-foot wide striped access aisle or 8 feet wide with an 8-foot wide striped access aisle. Show the required signage at the head of the stalls.
20. Provide a minimum of 1 bicycle stall per bedroom plus 1 guest space per 4 bedrooms.
21. Submit a stamped landscape plan and landscape worksheet with the final plans. Per Section 28.142(3) Landscape Plan and Design Standards, landscape plans for zoning lots greater than 10,000 square feet in size must be prepared by a registered landscape architect.
22. The residence hall shall comply with the supplemental regulations of Section 28.151 for a Dormitory. Submit a management plan for the facility with the final plan submittal.
23. Per Section 28.186(4)(b), the property owner or operator is required to bring the property into compliance with all elements of the approved site plans by the date established by the Zoning Administrator as part of the site and building plan approval. Work with Zoning staff to establish a final site compliance date.

Fire Department (Contact Bill Sullivan, 261-9658)

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| 24. The Madison Fire Department does not object to this proposal provided the project complies with all applicable fire codes and ordinances. Provide fire apparatus access as required by IFC 503 2015 edition and MGO Section 34.503. |
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Water Utility (Contact Dennis Cawley, 261-9243)

25. Note: All wells located on this property shall be abandoned if no valid well operation permit has been obtained from the Madison Water Utility in accordance with MGO Section 13.21.

Parks Division (Contact Janet Schmidt, 261-9688)

26. All proposed street tree removals within the right of way shall be reviewed by City Forestry. Please submit an existing inventory of trees (location, species, & DBH) and a tree removal plan (in PDF format) to Brian Meiller – bmeiller@cityofmadison.com or 266-4816. Approval and permitting of street tree removals shall be obtained from the City Forester and/or the Board of Public Works prior to the approval of the site plan.

27. Additional street trees are needed for this project. All street tree planting locations and trees species within the right of way shall be determined by City Forestry. Please submit a site plan (in PDF format) to Brian Meiller – bmeiller@cityofmadison.com or 266-4816. Tree planting specifications can be found in Section 209 of City of Madison Standard Specifications for Public Works Construction.

28. Existing street trees shall be protected. Please include the following note on the site plan: Contractor shall install tree protection fencing in the area between the curb and sidewalk and extend it at least 5 feet from both sides of the tree along the length of the terrace. No excavation is permitted within 5 feet of the outside edge of a tree trunk. If excavation within 5 feet of any tree is necessary, contractor shall contact City Forestry (266- 4816) prior to excavation to assess the impact to the tree and root system. Tree pruning shall be coordinated with City Forestry. Tree protection specifications can be found in Section 107.13 of City of Madison Standard Specifications for Public Works Construction. Any tree removals that are required for construction after the development plan is approved will require at least a 72-hour wait period before a tree removal permit can be issued by Forestry, to notify the Alder of the change in the tree plan.

Metro Transit (Contact Tim Sobota, 261-4289)

This agency submitted a response with no comments or conditions for this request.