



PREPARED FOR THE PLAN COMMISSION

**Project Address:** 1101-1121 University Avenue  
**Application Type:** Demolition Permit and Conditional Use  
**Legistar File ID #** [44554](#)  
**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:** Dan Hale, Strang, Inc.; 6411 Mineral Point Road; Madison.

**Requested Action:** Approval of a demolition permit and conditional use to allow demolition of a residence appended to a place of worship at 1121 University Avenue and a portion of the existing Daniels Chemistry Building to allow construction of nine-story academic tower as part of the renovation of the Daniels Building at 1101 University Avenue.

**Proposal Summary:** The University of Wisconsin–Madison is requesting approval to demolish the former two-story Abiel Brooks residence, which is attached to the eastern wall of The Crossing Campus Ministry, a two-story place of worship located at the southeastern corner of University Avenue and N. Charter Street, as well as approximately 40,000 square feet of the Daniels Chemistry Building (1101 University) to allow construction of a nine-story, 225,000 gross square-foot addition to the Daniels Building. Portions of the Daniels Building will be renovated as part of the project, and the mechanical systems for Daniels and the adjacent Mathews Chemistry Building will also be renovated. Construction of the project is scheduled to commence in November 2017, with completion anticipated in November 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)(a) requires conditional use approval for any buildings in the CI district exceeding the maximum height (three stories, 68 feet). Section 28.183 of the Zoning Code provides the process and standards for the approval of conditional use permits. Section 28.185 provides the process and standards for the approval of demolition and removal permits.

**Review Required By:** Plan Commission

**Summary Recommendation:** The Planning Division recommends that the Plan Commission find the standards met and **approve** a demolition permit and conditional use to allow demolition of a residence appended to a place of worship and student center at 1121 University Avenue and a portion of the existing Daniels Chemistry Building to allow construction of nine-story academic tower as part of the renovation of the Daniels Building at 1101 University Avenue 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 project site is an approximately 2.94-acre parcel generally bounded by University Avenue on the north, N. Mills Street on the east, W. Johnson Street on the south, and N. Charter Street on the west; Aldermanic District 8 (Wood); Madison Metropolitan School District.

**Existing Conditions and Land Use:** The Crossing Campus Ministry is a two-story stone-faced church and student center with an exposed lower level located on a 0.46-acre lot, to which the former Brooks residence is attached to its eastern wall. The University’s Chemistry Building Complex, which includes the ten-story Daniels Building on the eastern half of the block, the seven-story Mathews Building to its west along W. Johnson Street, and the tall seven-story Shain Research Tower in the southwestern corner, contains 409,079 gross square feet according to the University. The remainder of the block is developed with the University’s 27-stall Lot 55 surface parking lot located between Shain Research Tower and The Crossing along N. Charter Street. The entire block is zoned CI (Campus-Institutional District).

**Surrounding Land Uses and Zoning:**

North: Chamberlin Hall across University Avenue, zoned CI (Campus-Institutional District);

South: Zoology Research Building and University Lot 56, zoned CI;

West: Brogden Psychology Building and Service Building, zoned CI;

East: Lutheran Campus Center and Luther Memorial Church, zoned TR-U2 (Traditional Residential–Urban 2 District); Concord House (Christian Science Congregation, zoned PD; Grand Central Apartments, zoned PD.

**Adopted Land Use Plans:** 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 University, including the existing and proposed research and instruction facilities.

**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.	128,042 sq. ft. zoning lot
Lot Width	50’	Adequate, existing
Front Yard	0’	Adequate
Side Yards	0’	Adequate
Rear Yard	0’	Adequate
Maximum Lot Coverage	85%	80%
Maximum Building Height	3 stories / 68’	9 stories
Auto Parking: Colleges, Universities	1 per classroom and 1 per 5 students based on maximum no. of students attending classes at any one time; or as established in CI Master Plan	17 (See conditions)
Bike Parking: Colleges, Universities	1 per classroom and 1 per 5 students, or as established in CI Master Plan	358 on block (See conditions)
Loading	0	Existing

Requirements	Required	Proposed
Building Forms	Civic or Institutional Building	Will comply
<b>Other Critical Zoning Items</b>		
Yes:	Barrier Free, Utility Easements	
No:	Urban Design, Floodplain, Wellhead Protection, Landmarks, Waterfront Development, Adjacent to Park	
<i>Prepared by: Jenny Kirchgatter, Assistant Zoning Administrator</i>		

**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 on all abutting streets. Metro operates daily transit service along Mills south of University intersection adjacent the project site. Bus stop ID 0256 is adjacent the proposed project site, with the signed bus stop zone encompassing the area from the intersection south approximately 90 feet.

## Project Description

The University of Wisconsin–Madison is proposing a significant renovation of and addition to the Daniels Chemistry Building located at 1101 University Avenue. As part of the project, 39,800 square feet of the Daniels Building will be removed, including the north wall facing University Avenue. The University is also seeking approval to raze the two-story former “Abiel Brooks Residence” at 1121 University Avenue, which is appended to the eastern wall of the neighboring Crossing Campus Ministry church and student center addressed as 1127 University Avenue. The University is requesting approval of a demolition permit for the two demolitions as well as conditional use approval in the CI zoning district for the proposed addition to the Daniels Building. Prior to commencement of the project, approvals for the restored eastern façade and side yard of The Crossing are also required.

Despite the addresses given in the application, the project site is effectively the block bounded by University Avenue, W. Johnson Street, N. Mills Street and N. Charter Street. The University’s Chemistry Building Complex occupies most of this block and includes the ten-story Daniels Building extending along the N. Mills Street blockface, the seven-story Mathews Building to its west on W. Johnson, and the seven-story Shain Research Tower in the southwestern corner at N. Charter Street. The three-building complex contains 409,079 gross square feet according to the University and occupies all but the northwestern corner of the block, which is occupied by The Crossing Campus Ministry. The 0.46-acre lot is developed with the two-story stone-clad church and student center, to which the former Brooks residence is attached to eastern wall of the original church. Parking on the block is limited to the University’s 27-stall Lot 55, which is located between Shain Research Tower and The Crossing and is accessed from N. Charter Street.

The University has provided detailed historic information on the Abiel Brooks Residence with its application materials. Of note, the building was originally constructed in 1851 as a private residence, which was later acquired by the Wesley Foundation in 1915 and converted to use as a parsonage for the Wesley Foundation Chapel, which was constructed between 1918 and 1928 following removal of the rear, western portion of the house. The former Brooks Residence and former Wesley Foundation Chapel/ current Crossing share a common wall; however they do not have any interior connections. Following demolition of the residence at 1121 University Avenue, the letter of intent indicates that The Crossing building at 1127 University will not be affected by this project, although Planning and Zoning staff are requesting additional information on the church and student center following demolition as conditions of approval.

Following the proposed demolitions, the University proposes to construct a nine-story, 225,000 gross square-foot addition to the Daniels Building. The new north wall of the Daniels Building will be set back approximately the same distance from University Avenue as the existing north wall to be demolished. However, the proposed addition will extend further west along University Avenue than the existing building. The University also proposes with the project to renovate approximately 55,000 square feet in the remaining Daniels Building, as well as the rooftop mechanical systems for the Daniels and Mathews buildings. The new and renovated space will include classrooms, lecture halls, labs, offices, and support spaces from the basement levels through the eighth floor, as shown on the attached floorplans. The ninth floor is reserved for mechanical equipment. Architecturally, the new building will appear as a modern interpretation of the original 1967 Daniels Building and will include a prominent tower feature at the corner of University and N. Mills. The exterior will be clad with a combination of terracotta and aluminum panels and prominent glass curtain walls.

Outside the building, the sidewalk along University Avenue will be reconstructed south of its current alignment partially on University land, with a planting bed to be constructed between the new sidewalk and existing curb. The University indicates that the proposed layout is designed to prevent students from crossing University Avenue mid-block and to enhance the landscaping along that corridor. As part of this project Lot 55 will be reduced to 19 spaces to accommodate the western extension of the building, while bike parking located on-site and in the City right of way will ring the addition, with a total of 358 stalls proposed. Loading and service for the building addition will use the existing facility located off of Lot 55 on the interior of the block, which includes a screened CO2 tank as well as dumpsters for trash and recycling.

## 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 any new building or additions greater than 50% of floor area in that district without an adopted master plan, which limit new buildings or significant additions to three stories and 68 feet of height unless additional height is approved by conditional use (master plans can set individual, institution-specific bulk requirements as part of the approval of the plan).

The Planning Division believes that the standards can be met for the demolition permit and conditional use to allow construction of the proposed addition to the Daniels Chemistry Building following demolition of the original northern façade of the building and the former Abiel Brooks Residence. Staff believes that the proposed addition is well designed and should complement other modern-influenced University buildings recently constructed along University Avenue and W. Johnson Street, including the Wisconsin Institutes for Discovery, Union South, and Grainger Hall. The project 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.

The Landmarks Commission informally reviewed the demolition of the Brooks residence at 1121 University Avenue and the northern façade of the Daniels Building at 1101 University at its September 21, 2015 meeting and voted unanimously to convey to the Plan Commission that neither building has any known historic value.

In addition, the Joint Southeast Campus Area Committee voted unanimously at its October 31, 2016 meeting to recommend approval of the project to the Plan Commission.

## 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 demolition permit and conditional use to allow demolition of a residence appended to a place of worship and student center at 1121 University Avenue and a portion of the existing Daniels Chemistry Building to allow construction of nine-story academic tower as part of the renovation of the Daniels Building at 1101 University Avenue subject to input at the public hearing and the following conditions:

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

#### Planning Division

1. That Sheets C300 (Site Layout) and L200 (Landscaping) be revised for final staff approval to clearly show the final lot line between the University-owned Chemistry Complex land and The Crossing Campus Ministry property (1127 University Avenue). Sheet C300 shall clearly indicate the proposed setbacks for both the proposed Daniels addition and the east wall of The Crossing from this line.
2. That the applicant submit floorplans and elevations for The Crossing Campus Ministry Building following demolition of 1121 University for final approval by the Planning Division and Zoning Administrator.

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

3. The applicant shall revise location of southern most sanitary sewer lateral on N. Mills Street to connect to a manhole. An 8-inch diameter sewer lateral connection to an 8-inch diameter sewer main requires a structure.
4. The applicant shall provide projected water use calculations to confirm City sewer has adequate capacity for the additional drainage fixtures.
5. Notice: City of Madison erosion control and stormwater management permit shall not be issued. Rather this development is under the jurisdiction of the Wisconsin Department of Natural Resources for both of these issues.
6. The applicant shall dedicate an 8-foot wide Permanent Limited Easement for public sidewalk along University Avenue.
7. The applicant shall enter into a maintenance agreement for landscaping/streetscaping, paving, bike parking and stormwater trench drains in the right of way.

8. All outstanding Madison Metropolitan Sewerage District (MMSD) and City of Madison sanitary sewer connection charges are due and payable prior to Engineering sign-off, unless otherwise collected with a Developer's/ Subdivision Contract. Contact Mark Moder (261-9250) to obtain the final MMSD billing a minimum of two working days prior to requesting City Engineering signoff.

9. The applicant's utility contractor shall obtain a connection permit and excavation permit prior to commencing the storm sewer construction per MGO Section 37.05(7).
10. The construction of this project will require that the applicant shall apply for an excavation in the right of way permit for the required infrastructure improvements. The permit will include fees and deposits associated with the work in the right of way. The applicant shall contact City Engineering to schedule the development of the plans.
11. The approval of this zoning approval 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.
12. The applicant shall provide the City Engineer with a survey indicating the grade of the existing sidewalk and street. The applicant shall hire a Professional Engineer to set the grade of the building entrances adjacent to the public right of way. The applicant shall provide the City Engineer the proposed grade of the building entrances. The City Engineer shall approve the grade of the entrances prior to signing off on this development.
13. 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.
14. The applicant shall provide the City Engineer with the proposed earth retention system to accommodate the restoration. The earth retention system must be stamped by a Professional Engineer. The City Engineer may reject or require modifications to the retention system.
15. All work in the public right of way shall be performed by a City-licensed contractor.
16. All damage to the pavement on University Avenue and N. Mills Street adjacent to this development shall be restored in accordance with the City of Madison's Pavement Patching Criteria.
17. The applicant shall Construct Sidewalk to a plan approved by the City.

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

18. The proposed new building will cross an underlying platted lot line. As discussed at a previous Development Assistance Team meeting, current fire code and City enforcement requires the underlying platted lot line be dissolved by Certified Survey Map (CSM) prior to issuance of a building permit. A CSM and required supporting information shall be prepared and submitted to the City of Madison Planning Division. The CSM shall be approved by the City and recorded with the Dane County Register of Deeds prior to issuance of a building permit.
19. The Applicant shall obtain a privilege in streets agreement for bike rack and trench drain within University Avenue and any other encroachments inside the public right of way. The approval of this development does not constitute or guarantee approval of the encroachments.

20. The site plan and future CSM requires new Public Sidewalk easement along University Avenue to be granted on the face of the land division. Contact Engineering (Jeff Quamme - jrquamme@cityofmadison.com) to receive the appropriate easement terms/conditions language for inclusion on the future CSM.
21. The cross-access easement required with the adjacent property to the west shall be provided for review and subsequently recorded immediately after the CSM recording has been accomplished.

**Traffic Engineering Division** (Contact Eric Halvorson, 266-6527)

22. 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.
23. 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.
24. 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.
25. All parking facility design shall conform to the standards in MGO Section 10.08(6).
26. The applicant(s) shall maintain a 5-foot wide, Americans with Disabilities Act (ADA) compliant, pedestrian walkway for the duration of the project on all street frontages classified as a collector or higher. The applicant shall also maintain a 5-foot wide bicycle lane for the duration of the project on all street frontages with existing bicycle facilities. Exceptions to this requirement may be granted by Traffic Engineering on a limited term basis if and when the applicant can show a public safety concern and they also provide a clear date when the pedestrian/bicycle facilities are to be restored. All closures shall be designed by the applicant, in accordance with the Manual on Uniform Traffic Control Devices (MUTCD), to be submitted and approved by Traffic Engineering.
27. The applicant shall adhere to all vision triangle requirements as set in MGO 27.05 (No visual obstructions between the heights of 30 inches and 10 feet – 25 feet behind the property line at streets and 10 feet at driveways.). Alteration necessary to achieve compliance may include but are not limited to; substitution to transparent materials, removing sections of the structure and modifying or removing landscaping elements. If applicant believes public safety can be maintained they shall apply for a reduction of MGO Section 27.05(2)(bb) - Vision Clearance Triangles at Intersections Corners. Approval or denial of the reduction shall be the determination of the City Traffic Engineer.
28. City of Madison radio systems are microwave directional line of sight to remote towers citywide. The building elevation will need to be reviewed by Traffic Engineering to accommodate the microwave sight and building. The applicant shall submit grade and elevations plans if the building exceeds four stories prior to

sign-off to be reviewed and approved by Dave Nachreiner, (266-4768) Traffic Engineering Shop, 1120 Sayle Street. The applicant shall return one signed approved building elevation copy to the City of Madison Traffic Engineering office with final plans for sign off.

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

29. MGO Section 28.185(7)(a)5. requires that if a demolition or removal permit is approved, it shall not be issued until the reuse and recycling plan is approved by the Recycling Coordinator, Mr. Bryan Johnson (608-266-4682). Section 28.185(10): Every person who is required to submit a reuse and recycling plan pursuant to Section 28.185 (7)(a)5 shall submit documents showing compliance with the plan within 60 days of completion of demolition. A demolition or removal permit is valid for one (1) year from the date of the Plan Commission.
30. Revise the site plan to clearly identify existing and proposed site features, including the Lot 55 parking lot, loading and service facility, and bicycle parking areas. Provide a count of the proposed bicycle stalls.
31. Submit floor plans and elevations for The Crossing Campus Ministry Building.
32. Parking requirements for persons with disabilities shall comply with MGO Section 28.141(4)(e). Final plans shall show the required van accessible stall. A van accessible stall is a minimum of 8 feet wide with an 8-foot wide striped access aisle. Show the required signage at the head of the stalls.
33. Vehicle parking and bicycle parking are proposed per existing UW Campus Plan recommendations.
34. Submit a stamped landscape plan and landscape worksheet with the final plans. Per Section 28.142(3), landscape plans for zoning lots greater than 10,000 square feet in size must be prepared by a registered landscape architect.
35. Submit screening details of the existing loading and service area.
36. Submit a rooftop plan showing the location of any proposed rooftop mechanical equipment and screening. All rooftop and ground level mechanical equipment and utilities shall be fully screened from view from any street or residential district per MGO Section 28.142(9)(d).

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

37. Provide fire apparatus access as required by IFC 503 2015 edition and MGO Section 34.503.
38. Verify the requirement to extend fire sprinkler systems to the entire floor area of the existing high-rise Daniels Building where the floor area of alteration exceeds 50 percent of the total floor in accordance with the International Existing Building Code.

**Water Utility** (Contact Adam Wiederhoeft, 261-9121)

The agency reviewed this request and has recommended no conditions for approval.

**Parks Division** (Contact Janet Schmidt, 261-9688)



39. Please call Dean Kahl at (608) 266-4891 to coordinate the delivery and storage of any old and existing tree grates from the existing tree plantings.

40. 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 final plan.

41. 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.

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

42. The applicant shall install and maintain a new passenger waiting shelter with seating amenity on the west side of N. Mills Street, south of University Avenue. The bus shelter should be installed no more than 90 feet south of the crosswalk at University Avenue, to avoid overlap with existing on-street parking stalls. [See attachment '1101ua\_METRO.pdf']

43. The applicant shall protect the existing curbside bus loading zone and sidewalk pedestrian access to transit vehicles during construction. Pedestrian access must be maintained at least 90 feet south of the crosswalk at University Avenue, on the west side of N. Mills Street, and must comply with standards set out by the Americans with Disabilities Act. The applicant shall include the location of these transit amenities on the final documents filed with their permit application so that Metro Transit may review and approve the design.