

UNIVERSITY OF WISCONSIN-MADISON | CAMPUS INSTITUTIONAL DISTRICT MASTER PLAN





Parcels to be rezoned from Planned Development (PD) to Campus Institutional (CI)

UW-Madison Campus Development Plan Boundary

UNIVERSITY OF WISCONSIN-MADISON | CAMPUS INSTITUTIONAL DISTRICT MASTER PLAN



## PROPOSED CAMPUS INSTITUTIONAL (CI) DISTRICT ZONING FOR UW-MADISON



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## **CAMPUS CAPACITY & FLOOR AREA RATIOS (FAR)**







UNIVERSITY OF WISCONSIN-MADISON | CAMPUS INSTITUTIONAL DISTRICT MASTER PLAN

- **09** 1410 Engineering Drive Replacement



## ZONING MAP AMENDMENT REQUEST – AREA A

#### U-Bay Drive Parking Ramp Lot 76 2501 University Bay Drive Madison, Wisconsin 53705

A. **Statement of Purpose:** This document requests to rezone a land parcel from PD (PUD/GDP/SIP) to Campus Institutional (CI) District.

#### **B. Legal Description:**

A parcel of land located in the north ½ of the southeast ¼ of Section 16, T.7N., R.9E., City of Madison, Dane County, State of Wisconsin, more fully described as follows: Commencing at the southeast corner of Section 16; thence N89°55'10"W, 803.60 feet; thence N00°03'25"E, 652.80 feet; N89°56'35"W, 531.21 feet to the northwest corner of the United States Forest Products Laboratory property; thence continuing N89°56'35"W, 34.00 feet; thence N00°02'15"E, 707 feet, plus or minus, to the centerline of Walnut Street as reconstructed, and the Point of Beginning of this description; thence west along said centerline of Walnut Street, 300.00 feet; thence north 150.00 feet; thence east 100.00 feet; thence north 550.00 feet; thence east 350.00 feet, plus or minus, to the centerline of Walnut Street; thence west 150.00 feet, plus or minus, along said centerline of Walnut Street to the Point of Beginning. Said parcel contains 260,000 square feet, plus or minus.

See attached Exhibit A1

**EXHIBIT A1** 



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CITY OF MADISON - LAND USE APPLICATION - APRIL 5, 2017

## ZONING MAP AMENDMENT REQUEST-AREA B

#### Union South 1308 W. Dayton Street Madison, Wisconsin 53715

- A. **Statement of Purpose:** This document requests to rezone a land parcel from PD (PUD/GDP/SIP) to Campus Institutional (CI) District.
- B. Legal Description: Lot 1, Certified Survey Map No. 13177 as recorded in Volume 84, on Pages 309 through 313, as Document #4804478, said zoning district(s) contains 3.59 acres.

See attached Exhibit B1

University of Wisconsin-Madison Facilities Planning & Management **EXHIBIT B1** 



UNIVERSITY OF WISCONSIN-MADISON | CAMPUS INSTITUTIONAL DISTRICT MASTER PLAN

### ZONING MAP AMENDMENT REQUEST – AREA C

#### Charter Street Heating and Cooling Plan 117 N. Charter Street and 115 N. Mills Street Madison, Wisconsin 53715

- A. **Statement of Purpose:** This document requests to rezone land parcels from PD (PUD/GDP/SIP) to Campus Institutional (CI) District.
- B. **Legal Description:** Lot 1, Certified Survey Map No. 13317, recorded as Document #4890170, pages 1 through 5, and Lot 1, Certified Survey Map No. 13316, recorded as Document #13316, pages 1 through 7, said zoning district(s) contains 5.36 acres.

See attached Exhibit C1

University of Wisconsin-Madison Facilities Planning & Management



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# **WISCONSIN** UNIVERSITY OF WISCONSIN-MADISON

# CAMPUS INSTITUTIONAL DISTRICT MASTER PLAN

Madison, Wisconsin Adopted \_\_\_\_\_, 2017

**EXTENDING OUR HISTORY - EMBRACING OUR FUTURE** 

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## **Document Composition - REFERENCE**









#### 2015 Campus Master Plan Executive Summary

A full color 24-page report that summarizes the major goals and guiding principles for the Master Plan. The document includes the Chancellor's vision and the major goals and initiatives for each of the identified focus topics (appendices to the Technical Document). Welcomes and sets the tone for users and viewers of the Master Plan document. It is both a marketing piece for future development and a summary of the master planning process.

#### 2015 Campus Master Plan Technical Document

The unabridged thought and support behind the goals and guiding principles for the Master Plan. This more than 250-page document presents a roadmap for campus development over the next 30-50 years by referencing what has come previously and embracing what the future holds. Together with the Campus Design Guidelines, the Technical Document strives to give physical form to the university's mission, vision, and programs through the effective use of human, environmental and fiscal resources.

#### Campus Institutional District Master Plan

Master Plan document specific to the Madison General Ordinance section 28.097. As an outcome of the City of Madison zoning code rewrite (2013), the city established a Campus Institutional (CI) District to recognize the role major educational and medical institutions play in the city. This plan aims to serve the public interests as well as the interests of the university and be consistent with the goals of the city Comprehensive Plan and adopted neighborhood, corridor, or special area plans adjacent to or within the Campus Plan Development Boundary.

#### **UW-Madison Campus Design Guidelines**

The site specific framework that has been established to create the ground rules for a fruitful dialogue between planners, architects, engineers, campus community, and city/state authorities. Divided into nine Campus Design Neighborhoods, the goal of the guidelines is to enhance the university's sense of place by creating well-defined, functional, sustainable, beautiful and coherent campus environments that promote intellectual and social exchange.

### Appendices:

#### Landscape Master Plan

Establishes a 'sense of place' where phased growth and future development can occur while maintaining a cohesive environment.

#### **Utility Master Plan:**

Confirms status of the 2005 recommendations, acknowledges completed projects, and makes recommendations to meet the 2015 plan revisions.

#### Long Range Transportation

**Plan:** Updated from the previous LRTP, the plan is the university's transportation vision and describes baseline conditions, travel behaviors, and trends all modes.

Green Infrastructure & Stormwater Management Master Plan: A campuswide plan that recommends solutions to meet stormwater management regulations as well as existing campus stormwater policy.

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## **Photo Credits**

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Machado-Silvetti Architects	

## iii Introduction

It has been a transformational decade since the 2005 Campus Master Plan. The growth of and change on our 936-acre campus has been swift. Our campus and city skyline changed with the construction of new campus facilities and off-campus student housing towers. Key open space milestones were achieved including the connection and extension of the East Campus Mall and the opening of the cross-campus bicycle "missing link".

The pace of change slowed with the economic downturn in the late 2000s, which only abated a few years ago. State and university budgets were reduced, and public support for the flagship university declined. Reliance on the philanthropy of private donors, already extraordinarily high, increased. The university is turning increasingly toward the renovation of existing facilities and the reduction of facility operating costs. Yet the physical beauty and function of the campus remains important as it plays a significant role in the attraction and retention of researchers, faculty, staff, and students.

In this fiscal climate, measured and deliberate long-term master planning is more important than ever. The physical campus will continue to change and evolve, though the steps may be smaller and less frequent. Thus, the university needs a strong, guiding, long-term vision that can be achieved incrementally through multiple projects. When the vision is both clear and exciting, both public and private investors are more likely to financially support it.

The 2005 Campus Master Plan focused primarily on the building capacity of the main campus. With easy building sites long gone, how much more could UW– Madison grow within its existing footprint, while still maintaining a comfortable density and its special campus character? Through strategic redevelopment, the 2005 Campus Master Plan proved that UW–Madison can continue to grow and evolve for decades within its existing Campus Development Plan Boundary. No large boundary expansions needed, no satellite campuses required. The 2005 Campus Master Plan was supported by a Long-Range Transportation Plan and a Utility Master Plan.

The 2015 Campus Master Plan Update picks up where the 2005 Campus Master Plan left off. Given the beauty of the campus lakeshore and open spaces, incredulously the campus has never prepared a formal landscape master plan. As much as the 2005 Campus Master Plan was focused on building siting and density, this update is focused on the spaces between the buildings. It delineates the qualities of the most successful active, passive, and working open spaces, and designates new open spaces in the areas of campus that do not meet the character of the historic core. It restores many of Willow Creek's biological and ecological functions while offering new opportunities for engagement and interpretation. The Landscape Master Plan connects existing and planned open spaces for all campus users – faculty, staff, students, visitors, and the campus's flora and fauna.

The Lake Mendota shoreline is the most characteristic component of the UW-Madison campus landscape. From the Memorial Union Terrace to Picnic Point and beyond, campus users enjoy the shoreline throughout the seasons. Yet, with this inheritance comes great responsibility. How the campus and the City of Madison treat the water that flows into the chain of lakes greatly influences lake health. UW-Madison has always been a regional leader in implementing effective stormwater management practices and facilities. The 2015 Campus Master Plan Update includes the university's most comprehensive campuswide stormwater and green infrastructure master planning. The state's stormwater requirements are stringent and getting more so, and with the campus's 4 miles of shoreline, their impacts are tremendous. The minimal objective of the Green Infrastructure & Stormwater Management Master Plan is to meet and exceed these requirements. However, our goal is to become a national leader in how the campus can reduce its negative impacts and contribute to making the water flowing into our lakes cleaner, while also educating campus users of the campus ecosystem.

The 2015 Campus Master Plan Update includes updates to the Transportation and Utility Master Plans. Since 2005, circulation congestion on campus has increased, and UW–Madison has met the challenge through truly exemplary efforts with transportation demand management. This update pushes the university further, improving transportation for all modes. The Utility Master Plan continues to address the campus's aging utility infrastructure and enables constant building changes, all the while seeking more economical and sustainable methods.

William M. Elvey	Daniel T. Okoli	Gary A. Brown
Associate Vice Chancellor for Facilities Planning & Management	Director of Capital Planning & Development	Director of Campus Planning & Landscape Architecture



iv City of Madison Conditions of Approval -Unresolved Issues

iv FORWARD

### **Abbreviations and Acronyms**

ADA: Americans with Disabilities Act

ADAAG: Americans with Disabilities Act Accessibility Guidelines

<u>APPA:</u> Formerly the Association of Physical Plant Administrators, today known as "APPA: Leadership in Educational Facilities." The association supports the development and training of education facilities personnel and departments

ANSI: American National Standards Institute

<u>CI:</u> Campus Institutional District Zoning

CF: Cubic feet

CPD: Capital Planning & Development

CPLA: Capital Planning & Landscape Architecture

<u>CPTED:</u> Crime Prevention Through Environmental Design, is defined as a multi-disciplinary approach to deterring criminal behavior through environmental design

<u>C/W:</u> Corridor Width of Street where no street right-of-way exists

DFD: Division of Facilities Development

FAR: Floor Area Ratio

FP&M: Facilities Planning & Management at UW–Madison

GI: Green Infrastructure

PD: Planned Development Zoning

<u>R/W:</u> Right-of-Way of Street

SF: Square feet

# 1. BACKGROUND & HISTORY

· GENERAL VIEW ·

UNIVERSITY OF WISCONSIN CENERAL DESIGN FOR FUTURE CONSTRUCTIONAL DEVELOPMENT NAMES FOR STRUCT ARCHITECTURAL COMMISSION

## 1.1 Scope of the 2015 Campus Master Plan Update

The 2015 Campus Master Plan Update provides a framework for open space, circulation, land use relationships, and building placement. To achieve UW– Madison's objectives, the Master Planning team created a flexible framework of land uses, open spaces, and infrastructure. Campus design guidelines ensure each major and minor campus decision is in support of the university's long-term mission, vision, and values. Implementation recommendations create an ambitious yet reasonable action plan.

The 2015 Campus Master Plan Update is not intended to be so constraining and prescriptive as to stifle creativity, analysis, and judgment. The plan and its graphics are not specific building or site designs and they should not predict design solutions. The design standards within this master plan allow flexibility and imagination while ensuring consistent, sustainable, and quality implementation. It is a baseline that guides project designers while allowing and encouraging creativity.

However, the 2015 Campus Master Plan Update should not be interpreted so loosely as to permit entirely different initiatives and conceptual directions. The goal is to achieve a balance between the 2015 Campus Master Plan Update and the mutual decisions that must be reached throughout each project's development process. The skillful use of this master plan by university planners, designers, and facility managers will result in a functional, memorable, and sustainable campus.

This capacity plan will direct campus development and reinvestment to meet the university's needs and trends for decades. Just as this plan is an update and expansion of the 2005 Campus Master Plan, this document should be a living document, periodically re-examined and updated as campus challenges evolve.



Figure 1-1 Master Planning Process

## **Master Planning Process**

Through a forward-thinking, interactive, and inclusive master planning process, UW–Madison staff, faculty, and students defined the campus's physical future.

Assisted by the Master Planning team, UW–Madison staff, faculty, and students developed the 2015 Campus Master Plan Update through sequential steps. The Master Planning team understood the pressing campus issues, analyzed the campus site and infrastructure, interpreted the university's mission and sustainable future, and determined how best to meet the designated future needs.

In response to this input and analysis, the campus Master Planning team prepared viable and contrasting alternatives for campus change and growth. Inspired by the opportunities uncovered in these alternatives, staff, faculty, and students crafted a consensus campus concept. The Master Planning team then refined and illustrated this concept and created campus design guidelines and a potential project sequencing plan.

Master planning was inclusive and transparent in all stages. The master planning process was directed by the Campus Planning Steering Committee and advised by four Technical Coordinating Committees and the Executive Leadership team. The master plan commenced by interviewing dozens of campus and community leaders. Scores more faculty, staff, students, and community members participated in workshops, open houses, presentations, and online forms to confirm campus analysis and direct future decisions. The campus repeatedly reached into the community, meeting with adjacent neighborhood leaders and with City of Madison and Village of Shorewood elected officials and staff on and off campus. The university's website provided access to planning materials for review and an online town hall facilitated concurrent and interactive discussions throughout the master planning process.

As a result of this collaborative process, the 2015 Campus Master Plan Update has widespread understanding and support within all groups on campus and in the community.

## **Decision-Making Structure**

The master planning process had several types of review and participation. Stakeholders included the Executive Leadership team, the Campus Planning Steering Committee, four Technical Coordinating Committees, and a number of campus and community constituency representatives. Each group met with the Master Plan Consultant team to provide input and oversight into: a) the master planning process, b) the development of the plan alternatives, and c) the final results of the plan. Members of those groups are listed in Chapter 6: Acknowledgements.

The official approval process of the 2015 Campus Master Plan Update was via the UW-Madison shared governance Campus Planning Steering Committee, acting as the steering committee for the plan and making a final recommendation to the Chancellor for approval. Presentations were made to the Campus Planning Steering Committee for their input and guidance on the development of the plan. Upon Chancellor approval, Facilities Planning & Management then made informational presentations to the Board of Regents and the State Building Commission. The Master Plan Consultant team also presented the draft recommendations to the Executive Leadership team and Campus Design Review Board for input throughout the process. Facilities Planning & Management staff also presented the plan to the various constituency groups across the campus and to the local community to assure their active participation and input in to the plan. The final draft plan was presented to the City of Madison Plan Commission for approval and formal adoption by the Madison Common Council with recommendations coming from the Joint West and Joint Southeast Campus Area Committees.

### **Executive Leadership Team**

Chaired by the Chancellor, this group met four times with the Master Planning team to establish overall direction, check on the progress of the plan and validate the conclusions developed for the plan prior to its final release.

## **Campus Planning Steering Committee**

Chaired by the Provost, the shared governance steering committee for the master planning process met on a semi-regular basis with the Master Plan Consultant team (approximately eight times over the entire 24-month process) to review draft proposals and provide guidance on the master planning process. This group also reviewed the final master plan and made a recommendation to the Chancellor for approval. For meetings related to the 2015 Campus Master Plan Update, the Campus Planning Steering Committee expanded to include invited guests, and individuals comprising a variety of university and city functions.

## Campus Design Review Board

Chaired by the University Architect, this group met six times with the Master Planning team to provide input and guidance on specific content and scope of the plan. The Design Review Board also approved the Campus Design Guidelines and supporting documentation.

## **Technical Coordinating Committee**

The Technical Coordinating Committees met on a regular basis with the Master Plan Consultant team (seven times over the 24 month period, with committee leads meeting an additional six times) to analyze planning data, brainstorm

solutions, and provide input into the master planning process. This was the main working group for the plan and is the sounding board for technical ideas and draft recommendations for the plan. This group invited other subject experts to join them for individual meeting(s) to provide further detailed information about a particular topic. Recommendations from this group were shared with the Campus Planning Steering Committee for inclusion in the overall master plan to be approved by the Chancellor. The Technical Coordinating Committee met both as a single committee and as specialized subcommittees:

- Administration Technical Coordinating Committee
- Green Infrastructure/Stormwater Technical Coordinating Committee
- Landscape Technical Coordinating Committee
- Transportation Technical Coordinating Committee
- Utility Infrastructure Technical Coordinating Committee

## **Outreach and Coordination**

The Master Planning team met with various campus and community constituency groups throughout the master planning process. These groups were individuals with special concerns who provided detailed level input and feedback into the concepts and ideas proposed in the plan. The partial list of 50+ organizations is listed in Master Plan Technical Document.



Figure 1-2 Master Planning Process, Campus Planning Steering Committee

## Coordination with On-Going Local Planning

The master planning process was integrated with municipal planning and leadership throughout. The mayor of the City of Madison and the president of the Village of Shorewood Hills and their representatives served on the Executive Leadership Committee. City department leaders were invited guests of the Campus Planning Steering Committee. City staff were also members of the Technical Coordinating Committees. The Joint West and Joint Southeast Committees reviewed and commented on the draft plan multiple times. The internal Master Planning team met frequently with City of Madison staff to best understand the political and physical interface between the university and city. In particular, special appreciation is due to the City of Madison, Mayor Paul Soglin, Director of Planning, Community & Economic Development Natalie Erdman, and City of Madison Planning, Zoning, Metro, Traffic Engineering, and Stormwater Engineering staff.

## Plan Approval and Future Use

The Chancellor has approved the 2015 Campus Master Plan Update and the Board of Regents has accepted it. The 2015 Campus Master Plan Update will guide the planning and design of campus by university staff and all consultants it hires. The 2015 Campus Master Plan Update will guide the development of the campus, indicating appropriate building and open space uses, parking and transportation improvements, and necessary green infrastructure and utilities upgrades. Design guidelines will shape the design of future buildings, open spaces, and streetscapes.

The 2015 Campus Master Plan Update was reviewed and approved by the City of Madison as part of a rezoning process. The 2015 Campus Master Plan Update is also a recognized City of Madison neighborhood plan. The master plan will guide both university and City of Madison projects within and adjacent to the campus.

The 2015 Campus Master Plan Update should serve as a guide, not a straightjacket, and its specific recommendations should be modified as additional information and needs are discovered. Even as specific recommendations are modified, the revised plans and designs must directly follow and support the Master Plan Goal and Guiding Principles.



Figure 1-3 Master Planning Process, Campus Planning Steering Committee

## 1.2 History of Campus Planning at UW-Madison

Before European settlement, indigenous people built earthen mounds on Bascom Hill, suggesting that it may have served religious or ceremonial purposes. Early residents of Madison used the area as a burial site and hunting ground. It was purchased as the site of the state university in 1849. Since then, Bascom Hill's primary function has been to serve as the core landscape of a sprawling academic community, the symbolic "front door" of the university.

The University of Wisconsin at Madison was established by the Wisconsin legislature within months of the territory becoming a state of the union in May of 1848. By the end of that summer, a chancellor was selected and a governing board of regents were defined. The first campus building, North Hall was completed in September 1851 for a projected enrollment of 256 young men. That first year, the university was comprised of about 30 students, 3 faculty and a janitor. By 1855 North Hall's twin, South Hall had been finished and in 1859 Bascom Hall opened as the "main edifice" for the university and enrollment had increased to over 175 students. By 1892, the university had topped one thousand students and boasted nearly 20 buildings.

Since the first master plan for the University of Wisconsin was prepared in 1850, the concept of a strong relationship between "town and gown" has provided a framework for campus planning. The 1850 Campus Plan, attributed to Architect John Rague and the university's first chancellor, John H. Lathrop, proposed situating the campus on Madison's "second hill," facing the nearby state capital building which was located on the "first hill." The hills overlook the City of Madison surrounded by beautiful lakes and natural areas, created by the glaciers some 15,000 years ago. The effigy mound cultural, so prevalent on this campus and throughout the Midwest, also occurred over 1,000 years ago. These relationships have served as a structure for the physical development of the campus landscape we have known for over the last 150 years (see Figure 2-4).

The appellation "College Hill" stems back to Wisconsin's territorial period. During the 1838-39 session of the territorial legislature in Madison, the university's board of visitors appointed a committee to select "a suitable site for the location of the University." A few months before the legislature had



Figure 1-4 Map of Four Lakes Mound Sites

convened, land speculators Josiah Noonan of Madison and Aaron Vanderpoel of New York had offered to donate land for a campus.

Noonan was familiar with local real estate, having worked with the crew that surveyed the shorelines of Lake Wingra and Lake Monona in 1837. Although Noonan himself owned no land in the immediate vicinity of Madison in 1838, he may have approached the board of visitors on behalf of Warren Bryant, another New York speculator who owned all the land in Section 22 (640 acres). Aaron Vanderpoel's tract, in Section 23, was adjacent to Bryant's and comprised nearly 160 acres. It covered the area now bounded by State Street on the north, Mills Street on the west, Regent Street on the south, and Frances Street on the east.

On the northwest, Vanderpoel's tract ended at the top of a glacial drumlin, a spot now near the southeastern corner of Bascom Hall. Vanderpoel's proposed donation thus included only the southeastern slope of the landmark that eventually became known as "College Hill." On December 15, 1838, the board of visitors' site selection committee reported finding "the site proposed by Mr. Noonan and others was the most eligible." Unfortunately, minutes of the visitors' meeting contain no further description of the properties under consideration (see Figure 2-5).

A decade passed before the university's governing board (reconstituted in 1848 as the Board of Regents) took any further action on acquiring a campus site. In the meantime, Madisonians held fast to the notion that the hill one day would become the site of Wisconsin's institution of higher learning, and began calling it (with tongue in cheek, perhaps) "College Hill." Used occasionally as a burial site, the hill remained an untamed "blackberry tangle," over which prairie fires swept unchecked.

In the spring of 1848, Wisconsin achieved statehood, after passage of a state constitution that included a provision for the creation of a state university. That October, the regents appointed a committee to negotiate the purchase of College Hill, portions of which had been acquired by a variety of owners during the territorial period. Vanderpoel's quarter section remained unsold, but the owner was no longer willing to give it away. Through local agents John Catlin and Ezekiel Williamson, Vanderpoel offered to sell his property to the regents for \$15 per acre, on the condition that they buy the entire tract. Unfortunately, the legislature had yet to authorize the sale of the university's land grant, so the regents had no funds with which to negotiate.



Figure 1-5 Cultural Landscape Project-A0129I

During their 1848-49 session, legislators passed a joint resolution approving the regents' request to purchase a site. Interestingly, they also approved "the plan of the buildings submitted by said regents." Although the legislature denied the board's request for a \$1,000 loan to cover the first payment on the site, the sale nonetheless went forward. On March 16, 1849, Vanderpoel and his wife, Ellen, deeded their tract to the regents for the sum of \$2,435.36. How the regents managed to fund the Vanderpoel purchase remains unknown. Regent Simeon Mills (1810-1895), then chairman of the legislature's finance committee and one of Madison's most successful real estate dealers, may have stepped forward to help.

A plan for a "main edifice, fronting towards the Capitol" was devised by the regents' building committee in 1850 (see Figure 2-6) and was included with the regents' annual report. The committee, consisting of Chancellor John Lathrop and Regents Mills and Nathanial Dean, also called for "an avenue, two hundred and forty feet wide... bordered by double rows of trees," extending from the main building to the eastern boundary of the campus (Park Street). The regents originally planned to build four dormitories on the hill, two on each side of the avenue. They also recommended the construction of two carriage ways flanking the dormitory buildings and paralleling the tree-lined avenue.

One of the first general development plans for the University of Wisconsin was by Milwaukee Architect John F. Rague in January 1850 which included his plans for "College Hill." The simple site plan showed a "main edifice" that later would be designed by William Tinsley of Indianapolis, Indiana opening in 1859 as University Hall. It was later named Bascom Hall in June 1920, after John A. Bascom, University President from 1874 to 1887.

The first campus building, North Hall, built in 1851, was also attributed to John F. Rague after the Board of Regents approved the 1950 plan. It was designated as a National Historic Landmark in 1966. Rague designed the Madison sandstone building to be similar to dormitories on University of Michigan campus, in Ann Arbor. The plan included three dormitories but only one other (South Hall) was built in 1855 (see Figure 2-6).

Over time, the campus grew from these first three buildings (North, South and University (as known as Bascom) Halls) on what would become Bascom Hill, to over the present day 300 buildings spanning 936 acres in downtown Madison. Growth of campus facilities were clearly directed by several master planning efforts: some were followed rather closely while others because of political pressures and the necessity of campus growth to meet basic demands, were



Figure 1-6 General Plan for the University of Wisconsin by John Raque, January 1850



Figure 1-7 O.C. Simonds 1906 Plan for the Grounds of the University of Wisconsin
basically disregarded. The "college on the hill" met with success early on and enrollment increased steadily as projected by the regents.

Expansion of the university was fairly regular until 1890 to 1900 when a number of new buildings were built and student enrollment doubled. After Charles R. Van Hise assumed the presidency in 1903, a series of planning initiatives began to influence development across campus. In early 1900, Ossian C. Simonds, a prominent Chicago landscape gardener, was hired to consider future development of the campus. He completed his plans in 1906. Simonds was the first to address the entire campus as Rague's earlier plans focused on the Bascom Hill area before the campus began to expand to the west (see Figure 2-7).

Simonds plan picked up on some of the earlier formal planning concepts but took on a more pastoral and curvilinear layout reflecting his training as a landscape gardener. Simonds plan was curiously devoid of projected major new buildings and more expertly concentrated on the grounds, which he was much more comfortable with pursuing (see Figure 2-8).

In the meantime, President Van Hise was out scouting for much broader based planning and found Arthur Peabody, a supervising architect at the Chicago World's Columbian Exposition. In 1906, the Board of Regents created an Architectural Commission consisting of then university architect Arthur Peabody, consultant Warren P. Laird, and Laird's colleague, Paul Philippe Cret, a University of Pennsylvania professor of design. This was to be the first significant, comprehensive campus master plan for the university, eventually being completed in 1908. Laird had actually come to campus in 1903 to provide consulting services on the new Chemistry Building which began a lengthy partnership with he and Peabody. "The General Design of the University was completed in 1908, after two years of thorough investigation and careful study... the design attempts to forecast and visualize the physical development of the University during the next forty or fifty years... It is aimed to secure harmony of aspect among groups through emphasizing their unity as parts of one great University.... Through forecasting by a general plan the University can develop and maintain a visible unity and that individuality of character which may be epitomized by the word "Wisconsin"."

> – The Future of Wisconsin, Arthur Peabody, Supervising Architect, Badger Yearbook, 1913.



Figure 1-8 O.C. Simonds 1906 Plan for the Grounds of the University of Wisconsin, Bascom Hill (Detail)

UNIVERSITY OF WISCONSIN CENERAL DESIGN OR FUTURE CONSTRUCTIONAL DEVELOPMENT MARKEN POWREL LAND RAME MILLIPSE CANT ARTING THEREON

Figure 1-9 Laird & Cret 1908 General Design of the University of Wisconsin

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Peabody explained the 1908 Campus Plan by saying "*The design attempts to* forecast and visualize the physical development of the University during the next forty or fifty years, by laying out in a large ground plan the general form and location of departmental buildings in the logical groups. It is aimed to secure harmony of aspect among the groups through emphasizing their unity as parts of one great University. The plan determines the prevailing architectural style." The architectural style being proposed was the Beaux-arts classical revival style made famous by Daniel Burnham's grand White City at the Chicago Columbian Exposition of 1893 and the subsequent City Beautiful Movement.

The 1908 Campus Plan called for a series of well-defined districts, each with its own character but based on the major academic units they comprised. For example, the "eastern section" would include public functions (library, theatre, and administration) and the liberal arts. The "northern section" would include residence halls and athletics. The University Avenue section, including the south facing slopes and westerly levels, were to include the pure sciences, pre-medical and applied sciences along with agriculture. The "southern section" including Randall Field and contiguous properties to the east would be for general service building, engineering and military science. The "western section" would mainly be comprised of agricultural research fields and general farm fields. Those farm fields, even then, were considered as a potential for "indefinite expansion." Curiously, mention was made in the plan to note "Future buildings should be held to a careful consonance with the general design by conforming to its plan scheme, producing, in each single group or unit composition, a unity of effect in treatment of mass and line." Each district would take on its general design character but with a basis of buff toned limestone and yellow/tan brick colors. The districts today still are visible if one looks closely. The buildings of the "old campus" are mainly comprised of the Madison sandstone with metal roofs. Buildings on the agricultural campus are brownish red brick with red tile roofs. Buildings on the engineering campus are of buff brick with flat roofs.

The 1908 Campus Plan also proposed development of the "Greater" and "Lesser" malls, large green spaces framed by classic buildings and forming collegiate quadrangles of space. The "Lesser Mall," later named Henry Mall after Agricultural Dean William Henry, was developed using the 1903 Agricultural Hall as its figure head and the new Agricultural Science Buildings marching down the west face of the mall creating the classic quadrangle of green space. Jennings had just completed the Engineering Building on Bascom Hill (now known as the Education Building), in 1899 also in the Beaux-Arts style. Home Economics, east of Agricultural Hall, was designed by Arthur Peabody along



Figure 1-10 Laird & Cret 1908 General Design of the University of Wisconsin, Detail



## Figure 1-11 Laird & Cret 1908 General Design of the University of Wisconsin, Detail showing "liberal arts piazza" near the summit of College Hill.

with Laird and Cret in 1912. Both Agricultural Hall and Home Economics (now the School of Human Ecology), helped form the basis of the "Greater Mall" stepping back and away from Linden Drive up the green hillside.

Peabody replaced J.T.W Jennings as the university architect in 1905 and went on to design many of the most famous historic buildings on campus today, (see list in next paragraph). Along with the new university president, Charles Van Hise, Peabody instigated one of the largest building programs for the early campus. Van Hise had just begun expounding on the popular "Wisconsin Idea" as "the boundaries of the University are the boundaries of the State" which lives on today at the forefront of every strategic plan for the University of Wisconsin.

Peabody's work includes the buildings along the west side of Henry Mall, Old Agronomy (as known as Agricultural Journalism, 1906), Agricultural Engineering (1906) – his first two solo works – and Biochemistry (with Laird and Cret in 1912), the old Heating Plant on University Avenue (1907), Birge Hall (with Jarvis Hunt in 1910), the Service Building (1910), and Horticulture (1910). Laird and Cret designed their own classical style buildings for the campus including the Stock Pavilion (1909) and Lathrop Hall (1909). Peabody teamed with Laird and Cret to develop such classic buildings as Biochemistry on Henry Mall (1912), Barnard Hall (1913), Wisconsin High School (1913), Sterling Hall (1914), and the Soils Annex (1915).

With the departure of Laird and Cret in the late nineteen-teens', Arthur Peabody went on to complete designs for the Wisconsin General Hospital (c. 1921, now the Medical Sciences Center), Nurses Dormitory (1924), the Van Hise Dormitories (also known as Tripp and Adams Halls, 1925), Service Memorial Institute (1927), Memorial Union (1927), UW Fieldhouse (1929), Mechanical Engineering (1929), and the historic Carillon Tower (1936). No architect or team of architects would have such a profound impact on the design and future growth of the University of Wisconsin campus than Arthur Peabody, Phillipe Paul Cret and William Laird, all based on their classic revival plan of 1908. Peabody continued to serve as the university architect, updating the 1908 Campus Plan in 1927. The work of Laird and Cret, in the early 1900's, clearly guided development of the campus up through the 1930's.

Unfortunately, little of the 1908 Laird and Cret plan was ever fully implemented. Henry Mall, including the iconic Agricultural Hall at its apex, is one of the few features that actually came to fruition. Most notably, in the Laird and Cret plan, the majority of campus development was to occur north of University Avenue. Only the Service Building, Heating Plant, a recreation field and three academic buildings were shown south of University Avenue. The grand beaux-arts classic revival Agricultural Hall had been completed in 1903 under the design of then university architect J.T.W. Jennings along with his work on King Hall (1896) and the old Dairy Barn (1897) on the Agriculture campus. Jennings also designed the classic Chamberlin Hall in 1903 (as initially the university's Chemistry Building, then the School of Pharmacy, and now the new home of the Physics Department).

Since its completion, the 1908 Campus Plan has been looked to for inspiration and encouragement in the development of university buildings and grounds. In 1927, State Architect Arthur Peabody, who worked with Laird and Cret on the 1908 Campus Plan, revised the 1908 plan based on changing needs of the university.

CONTRACTOR VILLA

Figure 1-12 Laird & Cret 1908 General Design of the University of Wisconsin, General Design for Future Development

UMFVERSITY OF WISCONSIN CENERAL DESIGN FOR FUTURE CONSTRUCTIONAL DEVELOPMENT

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1. BACKGROUND & HISTORY

# 1.3 Historical Development of the UW-Madison Campus

The figure ground maps of the campus on the following pages show historical growth patterns and how the campus grew over time with the accompanying text describing major planning initiatives.

From 1875 through to the 1940's the campus saw a major shift from its humble beginnings as a small land grant college to what would become a large, modern university. Buildings were typically planned and designed to fit an immediate need and a departure from the historic academic village was seen. From 1910 to 1920, many new buildings were dedicated to Agriculture and to the Sciences. The 1920's saw the building of the Wisconsin General Hospital, the Service Memorial Institute for the College of Medicine (now part of what is known as the Medical Sciences Center) and the new Field House was completed. The first men's dormitories were also constructed during this period (Tripp and Adams Halls). In 1927, modifications to the Campus Plan were made which involved placing Intercollegiate Athletics at Camp Randall and the Medical School, as noted above, in the Service Memorial Institute. The original 1908 Campus Plan called for Engineering to be where the hospital and medical school was eventually built. Engineering eventually was placed south of University Avenue, north of Camp Randall. In the 1930's most new buildings were for residential, social and athletic purposes (i.e. the Kronsage Dorms, Elizabeth Waters Residence Hall, the Carillon Tower and completion of the Stadium).



Figure 1-13 Figure Ground Map, 1870

Building footprints adapted from "A Campus Development Plan for the University of Wisconsin." Campus roadways adapted from "Experimental Farm and College Grounds Belonging to the University of Wisconsin – 1870."



Figure 1-14 Figure Ground Map, 1880

Building footprints adapted from a dated but unlabeled map archived at the University of Wisconsin Division of Facilities Planning and Development. Campus roadways adapted from "Experimental Farm and College Grounds Belonging to the University of Wisconsin – 1870."



Building footprints adapted from a dated but unlabeled map archived at the University of Wisconsin Division of Facilities Planning and Development. Campus roadways adapted from "Experimental Farm and College Grounds Belonging to the University of Wisconsin – 1870."

Figure 1-15 Figure Ground Map, 1900

In November 1940, President Clarence A. Dykstra requested the development of a new plan to guide future development and growth for the campus. The objective of the plan was clearly defined to provide a pattern for new growth in such a way that "construction will be guided along lines which will insure continuous direction toward a harmonious unity, embodying both physical and spiritual values." An extensive building program was being submitted to the Legislature and the leaders of the day suggested that a new plan be developed to help guide the massive undertaking. In 1941, the Wisconsin State Planning Board finalized the development of A Campus Development Plan for the University of Wisconsin.

The 1941 plan's major recommendations included thoughts that:

- The plan should facilitate the integration of related activities by college
- The unique topographic features of the campus shall be preserved and enhanced
- Ample open spaces should be maintained within the developed areas
- The plan be achieved without significant land acquisition adjacent to the existing campus
- New construction be primarily devoted to the College of Agriculture

No attempt was made to provide for architectural details in the 1941 plan. It was up to the commissioned architect and the university authorities to make decisions with respect to the architecture. The plan was to be flexible and allow for change over time but the broader objectives would be maintained. The planning team suggested the development of a group of individuals to carry out the program, something similar to a City Plan Commission. The "University Plan Commission" was to include regents, alumni, university staff, and state staff as ex-officio members. The charge to the commission would be to review all proposals for construction of new buildings or alterations of old ones. Today, in 2015 we have a Design Review Board, chaired by the university architect, which provides review and input into the development of large capital building projects.

In the 1940's, growth was seen late in the decade with Babcock Hall and several Physical Plant service buildings being built. The University Houses complex was built in 1948 as was Babcock Hall, and Engineering Hall in 1949. Taylor, Humphrey and Jorns Halls were also built in 1949. In May 1946, the regents requested that the University Plan Commission (also known as Campus Planning Commission and now the shared governance Campus Planning Committee) work with the City of Madison to develop plans for the area of expansion south of University Avenue and east of N. Park Street. Many months of discussion ensued with the eventual outcome of a master plan approved by the Board of Regents in August 1949. The design basically followed the 1908 Campus Plan but, due to ever increasing enrollments, it indicated an expansion of the university to the south and east.

These historic prior plans served the campus well for over 40 years when, with the baby boom looming in the late 1950's, the next generation of campus planning began. In 1958, enrollment was just over 16,500 students and projected to grow up to 30,000 or greater by 1970. While the expected enrollment and subsequent growth in faculty and staff was predicted, it was not predicted at the rate at which it actually occurred in the 1960's and 70's. By 1970, enrollment stood at nearly 36,000 and a concurrent building boom was in full swing.

In the early 1950's, several new buildings were added to the campus including the Memorial Library, Stovall Hall, University Health Service, and the Dairy Cattle Center. Ingraham Hall (then the Commerce Building) was built in 1954, as was the Camp Randall Memorial Sports Center (also known as the Shell). In 1955, the campus saw the Bardeen Labs being built, along with the Harvey Street Apartment complex for graduate students approximately 1 mile west of the main campus. In the late 1950's, more residence halls were added (Holt Commons, Cole Hall, Sullivan Hall in 1957 and the Elm Drive Dorms – Bradley, Goodnight, Friederick, and the associated dining hall facility were all built in 1958) and the beginning phases of the Eagle Heights married student housing complex was started. Poultry Research and the Agricultural Engineering Shop were also added on the Agriculture campus in that year.

In 1959, the Board of Regents adopted a "Sketch Plan for the University of Wisconsin–Madison." Goals of that plan where "to define succinctly the kind of physical environment deemed most desirable for the various activities of the University" and "to serve as a framework for more detailed site plans for the future development of the campus." The plan set about several planning principles that strove to utilize the natural beauty of the campus making sure new buildings enhance that setting and that the campus "does not spread unnecessarily." The functional distribution of activities was important such that related functions would be grouped together in the most efficient manner.

Expansion of existing facilities was planned and sites were reserved for future growth of established departments on campus. Density standards were established for various areas on campus and the concept "to minimize conflict



#### Figure 1-16 1941 Design for the Campus (at) the University of Wisconsin–Madison



#### Figure 1-17 Figure Ground Map, 1940

Building footprints adapted from a dated but unlabeled map archived at the University of Wisconsin Division of Facilities Planning and Development. Campus roadways estimated from "Plat Plan – West of Breeze (sic) Terrace, University of Wisconsin – Arthur Peabody, 1919" and "The University of Wisconsin Campus – Department of Buildings and Grounds, 1940." between pedestrian and vehicular circulation, to eliminate excess vehicular traffic on campus and to develop separate pedestrian systems" was first introduced. New boundaries for the campus were established by the Board of Regents in anticipation of growth of the campus south of University Avenue. Adequate space for parking was important as was the planning for non-university service facilities. In the 1959 Sketch Plan, they also wanted to "separate University residential housing from academic and research functions" on campus.

The early 1960's saw a boom in construction with larger buildings being built for the first time on campus. The average size of facilities built since 1960 are over twice the gross square footage of earlier developed facilities. (It is interesting to note that over half of the existing campus buildings were constructed between 1950 and 1979.) The early 1960's saw the development of: Susan B. David House, Social Sciences Building, Van Vleck Hall, Genetics, and the Limnology Building on Lake Mendota all in 1961; Henry Rust House, Hi Ray Hall, Veterinary Sciences, AW Peterson Building, McArdle Labs, Gym/Natatorium Unit I and II, and UW Extension Services in 1962; the Mifflin Street Warehouse, Russell Labs, Zoology Research Building in 1963; Brodgen Hall, Biotron, Primate Center in 1964; and Daniels Chemistry Building, Bock Labs, Computer Sciences Building, Van Hise Hall and Middleton Medical Library in 1965.

In 1965, plans for enrollment growth were projected to an astounding 40,000 students, a level unprecedented in prior thinking. An intensive space needs study was implemented to look at what it would take to provide facilities for this burgeoning student population. Talk of the need for a second satellite campus, utilizing the Charmany and Reider Farms on the western edge of the city, were being contemplated. Teaching workloads were analyzed and projected space deficits were looming on the horizon. A study of circulation patterns, both vehicular and pedestrian, was started with City of Madison officials. The great building boom of the late 1960's and early 1970's was finally beginning to meet the needs of the baby boomers coming to campus. In 1966, the Eagle Heights married student housing was finally completed.

In 1970, a new Campus Development Plan was developed by an internal university staff team that reached out to meet the goal of having a campus population of 40,000 students. Major proposals coming out of that plan included continuing efforts to preserve and upgrade the traditional feel and atmosphere of the original campus north of University Avenue and spreading outward from Bascom Hill. South of University Avenue, the plan called for a fresh approach to integrating campus and community development yet meet the needs of the ever expanding campus. Growth in on-campus housing was projected and thoughts of adding more residence halls were discussed. The late 1960's also included a major new development that was in full discussion. The development of a new Medical School teaching hospital on the far west end of campus, just east of University Bay Drive, was coming to fruition. The new Clinical Sciences Center would eventually open in March 1979 with the move of patients from the old hospital complex.

Parking capacity levels were contemplated to have up to 15,000 spaces on campus, again with most of them being in structured parking ramps. The university's long tradition of preserving its natural areas was also codified and included a suggestion to add the lands of then called "Second Point" (now Frautschi Point) to the 250 acres of already set aside natural areas. Their preservation and protection remained as a major planning goal for the campus. Service and utility areas, then spread across several sites, was to be consolidated in and around the Charter Street Heating Plant and on a site near Walnut Street, the latter being the future home of the Walnut Street Heating Plant constructed to serve the growing West Campus. Removal of the railroad tracks that bisect the campus was also being discussed along with the development of a major vehicular bypass that would handle the large volumes of community wide traffic coming into downtown Madison. The bypass would connect at Highland Avenue on the west and the Gorham-Johnson pair on the east (luckily this never came to pass). The bypass would also act as a city-community redevelopment initiative that would spur integrated development along this large, 200-foot wide transportation corridor. Mass transit was all the rage in the planning circles of the day, with elevated trams, mono rails and duo-rail rapid transit. Funding for such a large scale endeavor would always be an issue.

In 1973, a campus planning workbook for UW–Madison was adopted by the Campus Planning Committee as culmination of the planning efforts started in 1970 by university facilities staff. The 1973 "Madison Campus Development Plan" envisioned a projected enrollment of 35,350 students by 1982 and a maximum enrollment of 42,000 students (as predicted by the Wisconsin Coordinating Council on Higher Education). Enrollment projections were starting to stabilize after the extreme growth in the late 1960's. Some boundary changes were suggested through joint city-university negotiations. The majority of campus development was again focused around the main Central Campus with additional development starting around the newly opened UW Hospital's Clinical Sciences Center.



Figure 1-18 Figure Ground Map, 1954

Building footprints adapted from a dated but unlabeled map archived at the University of Wisconsin Division of Facilities Planning and Development. Roadways adapted from "Map and Aerial View of the Wisconsin Campus [1951 or 1952]", and "University of Wisconsin in Madison (from Lincoln-Mercury Times 1952."



Figure 1-19 Figure Ground Map, 1967

Both building footprints and roadways adapted from "University of Wisconsin and Madison Water Utility Existing Distribution System, 1967."

#### 1. BACKGROUND & HISTORY



Figure 1-20 1959 Sketch Plan for the University of Wisconsin, UW Planning & Construction

The extensively detailed 1973 Campus Plan including the following planning efforts:

- Increase density of building in the Central Campus and on the West Campus related to the Medical School and hospital
- Design new buildings and replace obsolete old buildings so as to facilitate use by different departments and programs with a minimal amount of remodeling
- Work toward reducing pedestrian-vehicular conflicts by locating facilities that need extensive vehicular access (Medical Center and Athletic complexes) on the periphery of the campus
- Maintain or increase pedestrian malls, natural areas, recreational land and green spaces across campus; protect from development the natural and park-like areas of John Muir Woods, Picnic Point and Camp Randall
- Incorporate more public art, construct more pedestrian malls and other works of landscape architecture
- Increase on-campus student housing from 7,550 beds to approximately 10,000 beds
- Working with the city and local developers, increase near-campus private student housing
- Increase available parking on campus from 6,800 to 13,500 spaces, creating more structured parking to reduce the number of acres devoted to surface parking from over 62 acres to around 40 acres; locate new parking on the fringe of the campus to reduce congestion and traffic including two large shuttle lots, one on the east and one on the west end of campus (each with 3,000 spaces)
- Close University Avenue from Lake Street on the east to Henry Mall on the west to provide a more pedestrian friendly campus; redirect vehicular traffic to Johnson Street and a proposed four-lane highway system via Dayton Street connecting back up to "old" University Avenue on the west and to Johnson Street on the east
- Improve vehicular circulation around campus and possibly remove/relocate the existing railroad tracks that bisect the campus
- Improve the campus transit system to serve remote parking areas and reduce on-campus vehicular traffic; work with the city to improve the regional and city-wide transit systems
- On the South Campus (south of Dayton Street) continue to work with the city to partner on redevelopment initiatives

Through 1979 and 1980, facilities staff updated the 1973 Campus Plan with a final plan being adopted by the Campus Planning Committee in September 1980. The primary focus of the 1980 Campus Plan centered on the South Campus area for which the City of Madison established a joint planning area with the university in 1979. Those efforts resulted in a land use plan being adopted by the Campus Planning Committee on January 17, 1980 and by the Madison Common Council in April 1980. Major conclusions of that plan and the 1980 Campus Development Plan include:

- Undergraduate enrollments will continue to decline somewhat over the next decade and then begin to increase again with little to no effect on campus facilities; research programs will continue to grow on campus
- The building program for the next decade will focus on remodeling and upgrading existing facilities with selective new space to complement existing programs
- The parking program has stabilized on campus at the existing level of approximately 10,000 spaces
- Considerable emphasis will need to be placed on alternative modes of transportation to and from campus to accommodate user needs
- The university continues its strong commitment to maintaining open space and preserving campus natural areas
- The university will continue to work with the City of Madison and the private sector to resolve issues around the need for more and improved student housing close to campus; first step has been made in the jointly developed land use plan for the South Campus
- The boundaries of the campus will not change dramatically from those approved in 1959; principal modifications will be in the South Campus area and in modest land acquisition to meet programmatic needs

During the fall of 1980, the Campus Planning Committee, the Board of Regents and the State Building Commission adopted the 1980 Campus Development Plan. The major conclusions of that plan stated that enrollment would decline somewhat but would increase again in the mid-1990's. The plan focused on remodeling and upgrading existing facilities while adding selective space to complement existing programs. In order to accommodate the needs of the campus users, considerable emphasis was placed on alternative modes of transportation, including bus, car and van pooling, bicycles and walking. The plan made a strong commitment to maintaining open space and did not make major recommendations in expanding the campus boundary over what was established in the 1959 Campus Plan. Principle boundary modifications since



Building footprints and roadways adapted from University of Wisconsin– Madison Facilities Planning & Management 2007 Base Map, the 1980 University of Wisconsin–Madison Base Map, and "Buildings of the University of Wisconsin" by Jim Feldman.

Figure 1-21 Figure Ground Map, 1980

that time were in the South Campus area and along the rail corridor where a joint planning area was established with the City of Madison. Modest land acquisition was planned to meet programmatic needs.

In 1982, a Campus Transportation Plan was adopted by the UW–Madison Parking and Transportation Board, the Campus Planning Committee and the Board of Regents of the UW System. The plan, based on several transportation surveys of faculty, staff and students, helped pave the way for future transportation planning initiatives and the campus' leadership role in defining campus transportation solutions.

In 1984, a series of campus master development plans were completed as part of an overall UW System effort to bring all of the campus master plan up-to-date and define the pressing need of facility improvements to the state legislature. A 2-year, 6-year and 10-year plan were developed, the latter two of which included extensive amounts of information pertinent to the anticipated program directions and corresponding future needs of the campus. All of these documents are available for review in the current offices of Facilities Planning & Management.

These series of plans, outlined in 1984, included the following major themes:

- Undergraduate enrollments were expected to dip somewhat in the 1980's and begin to stabilize in the 1990's
- Minor changes in the campus plan boundary in the South Campus area, mainly for housing redevelopment; property acquisition within the boundary continued to occur based upon program needs
- A number of improvements for bicycle and pedestrian enhancements were considered including the development of new bicycle routes and a series of overhead pedestrian bridges connecting much of the lower (east) campus to Bascom Hill
- A comprehensive transportation planning effort was developed with Dane County
- Parking supply was held at a steady state of 9,383 parking spaces for the campus realizing some parking will continue to be moved into parking structures to free up future space for development or new open space.
- Wherever possible, existing buildings would continue to be utilized for programmatic needs; in some instances buildings would need to be removed for better land use, or a replacement for a facility whose operational and on-going maintenance costs were unreasonable
- Preservation of key historic buildings that possess a high degree of

architectural or historical integrity was identified as important to the campus community

- A shortage of research and instructional program space was being seen across campus as well as a shortage of service facilities
- Affordable, private sector student housing in the campus area was seen as an issue forcing many students to reside further away from campus where rents were less expensive
- Emphasis on upgrading and expanding utility systems (electrical, heating and cooling) were being discussed
- Energy conservation was a key component in all facilities planning efforts; stability and reliability of energy sources was seen as a concern

Updates to the 1984 plans were completed in 1986 and 1988 with minor revisions along the way as part of the biennial capital budget process.

The next major campus planning effort occurred in 1996, when Johnson, Johnson & Roy (JJR) was hired to develop a comprehensive campus master plan for UW–Madison, a first for the campus in many years. A new strategic plan had been developed for the campus by then Chancellor David Ward entitled "A Vision for the Future." This plan identified priorities for the campus including a need to encourage unified interrelationships among the university's highly specialized activities all while encouraging a common goal of increasing "community" and improving "learning environment" through well planned facilities. Campus facilities must be flexible and adaptable to changing circumstances and be easily changeable programmatically. The new campus physical master plan would provide a solid framework for organizing and enhancing the campus' physical environment for the next 10-30 years as the university faced the challenges of the future.

The major planning issues discussed include:

- Enrollment will continue to be held stable under Board of Regent Enrollment Management Initiatives at approximately 42,000 students
- The location of the Medical School and other health science related facilities in relation to the hospital on the West Campus
- Visitor reception is needed on the east campus
- Improved pedestrian linkages of the campus north-south and east-west and improve transit service on campus
- Promote non-automotive travel modes to and from campus
- Creation of a new major sports arena on the southeast campus
- Balance development with properly scaled open spaces

#### 1. BACKGROUND & HISTORY



Figure 1-22 JJR 1996 Campus Opportunities Plan

- Protect and preserve the waterfront, sensitive environmental areas and open spaces
- Eliminate vehicular conflicts and configure roads for efficient traffic flow; roadways were defined as "at capacity" with several upgrades to intersections and roadways planned with the City of Madison
- Locate parking in close relationship to major campus destinations; a deficiency of 2,500 spaces for parking was found on campus
- Build relationships between the campus and surrounding community via improved visual gateways, edges and boundaries, etc.
- Respect adjacent neighborhoods
- Utility capacities were analyzed with 1.5 million gross square feet of chilled water demand and 1.0 million gross square feet of steam demand found

Development was projected to occur mainly on the south, west, and east edges of the campus where it ultimately did occur. The Medical School and School of Pharmacy consolidated into a Health Sciences Campus by moving from the center of campus and the old Medical Science Center out to the West Campus near the UW Hospital. The 17,000-seat Kohl Center was built on the southeast campus to serve major athletic, university events and national tour concerts. The East Campus Mall (also known as Murray Mall as so named in the 1996 plan) is coming to fruition with the redevelopment in 2005 of two new residence halls and an office building on North Park Street. As new building development occurs along the Murray Street corridor, each project is including the development of the north-south pedestrian mall to assure its completion from Regent Street on the south to Lake Mendota on the north. Parking has been increased from approximately 11,000 spaces on campus to 13,000 spaces bringing an increase in visitor parking along with a significant increase in Transportation Demand Management initiatives. The university has become the leader in providing options to single-occupancy vehicle trips to downtown Madison and the university.

From a building opportunity perspective, the 1996 Campus Plan provided 50 new potential building sites across campus with an estimated growth potential of approximately 4.7 million gross square feet. In 1996, the campus had approximately 15.8 million gross square feet in existing buildings. Campus growth since 1986 was at a rate of about 1 million gross square feet per decade. The 1996 Campus Plan therefore suggested a growth rate of approximately 3 million gross square feet would last 30 years. Today (2005), by comparison, the campus is at about 18.5 million gross square feet. Little did they know then that the university would be in store for another era of major new building across the

campus. Over 80% of the recommendations made in the 1996 Campus Plan were actually implemented and are seen today in the development of the many new buildings on the main campus.

From 1996 to 2005, biennial capital building programs continued to be developed that started to implement the 1996 Campus Plan. Each two years, a new Campus Physical Development Plan was updated and submitted as part of the capital budget process through the Campus Planning Committee, the Chancellor's office, UW System Administration, the Board of Regent and eventually on the Department of Administration to help provide support and back ground information on each of the proposed projects in each subsequent capital budget. Enrollment management continued keeping student head count enrollments around 40,000 students. Faculty and staff remained stable as well at approximately 19,000 individuals.

In 1999, through a mandatory self-study as part of the campuswide 10-year reaccreditation process, "Targeting Tomorrow" was published identifying five strategic trends for the university: promote research, advance learning, accelerate internationalization, amplify the Wisconsin Idea, and nurture human resources. The university completed another national reaccreditation process that started in 2008.

In an effort to facilitate approvals for new campus research facilities, especially related to the sciences, several capital funding initiatives were started. In the early 1990's, a new effort began with the State of Wisconsin and the university to joint commit to funding major facility improvement initiatives. These funding initiatives allowed projects to occur on a more streamlined approach and solidified funding over a longer period of time for a number of projects.

#### The projects included:

- WiStar (1991-93 biennium): This \$150 million program required a 50/50 match of private to state dollars and lasted for 8 years focusing efforts on improving and upgrading biological and basic science facilities.
- HealthStar (1997-99 biennium): This \$210 million program required a 1/3 General Fund Supported Borrowing to 2/3 Gift/Grant/Program Revenue Supported Borrowing split funding that lasted for 6 years focusing on the Medical School and Health Sciences facilities on the West Campus.
- BioStar (2001-03 biennium): This \$317 million program required a 50/50 match of private to state dollars and lasted for 10 years and focused on new biological and interdisciplinary science facilities.



Building footprints and roadways adapted from University of Wisconsin– Madison Facilities Planning & Management 2007 Base Map, and May 1999 Aerial Photograph.

Figure 1-23 Figure Ground Map, 2000

The 1996 Campus Plan served the campus well into early 2005. Several recommendations were deemed unlikely to be forwarded due to changing campus priorities and planning circumstances beyond the control of the university (namely changing street use patterns and closing city streets south of University Avenue). In all, the 1996 Campus Plan was successful in guiding 10 years of facilities development on the campus.

As in any planning process, the horizon is never ending. It was clear in 2005 that the campus was going to continue to change and evolve, meeting new challenges and providing quality learning environments for future researchers, faculty, students and staff. It was time for a new facilities growth capacity plan for the 936-plus acres of the main UW–Madison campus.

## 1.4 2005 Campus Master Plan Recreating Ourselves in Place"

As a result of the regents' enrollment management efforts, the university's enrollment was projected to remain at approximately 41,500 students (headcount), well into the future. Continued moderate growth would be seen in faculty and staff related to the university's research engine, estimated to be approximately 2% per year. The 2005 Campus Master Plan addressed how to responsibly plan for growth without requiring significant land acquisition outside the current development plan boundary approved by the Board of Regents in 1996. It also provided recommendations for a responsible "carrying capacity" of the land, striving to balance the importance of open space to building space within the campus development plan boundary of the campus.

Six major goals were identified as part of the 2005 Campus Master Plan process:

#### Goal #1 – Sustainability

Protect, enhance and celebrate our lakeside setting. Develop sustainability guidelines using "green" building designs, materials and techniques. Reduce our impact on the land and better manage energy use. Investigate use of alternative fuels for heating plants and fleet vehicles.

#### Goal #2 – Community, Academic and Research Connections

Promote the Wisconsin Idea by enhancing community connections. Define our borders and enliven streetscapes with more trees and more public gathering places. Make boundaries inviting and transparent. Enhance academic connections by replacing aging buildings, adding research space and improving the quality and quantity of academic facilities. Promote interdisciplinary learning and research with flexible new facilities.

#### Goal #3 – Student Life

Renew a commitment to student life by renovating, rebuilding or restoring our unions and adding upgraded recreation facilities. Add on-campus housing space and continue to promote learning communities. Create new outdoor spaces for informal student gatherings.

#### Goal #4 – Buildings and Design Guidelines

Renew campus by removing obsolete buildings that cannot be renovated. Provide buildings with renewable designs and a planned life of at least 100 years. Preserve significant historic buildings. Define existing neighborhoods of design to ensure new buildings fit into their campus context. Develop comprehensive design guidelines to provide architectural coherence.

#### Goal #5 - Open Space

Protect and enhance existing open spaces and create new gathering areas. Maintain lands in the Lakeshore Nature Preserve as natural areas that support our mission of teaching, research and outreach. Protect and enhance known historic cultural landscapes, quadrangles and courtyards.

#### Goal #6 – Transportation and Utilities

Provide attractive options to driving alone. Maintain parking capacity. Provide more pedestrian areas, bicycle lanes, connected paths and bicycle commuter facilities. Plan for the future development of commuter rail and streetcars. Provide a reliable utility network to meet current and future demands.

Four major components were identified to be studied in the 2005 Campus Master Plan, including:

1. **Buildings** – Which buildings should remain and which are nearing the end of their useful life? How much new space will be needed to support growth in the research engine of the campus? How can we decompress current research and teaching facilities to provide the outstanding types of facilities our faculty, staff and students require? What is the responsible building capacity of the currently developed land within the campus boundary? If we do not have enough land to meet our programmatic needs, while protecting important open spaces, will we need to develop a satellite campus outside of downtown Madison?

- 2. Open Space What are the important green spaces on campus that need to be protected or enhanced? Can we add more usable open space if we remove buildings or surface parking lots and without purchasing additional land outside our existing approved boundary? Where can we create new courtyards and quadrangles in the more urbanized campus to provide outdoor gathering areas for passive use?
- **3. Transportation** How can we continue to maximize our progressive Transportation Demand Management initiatives and continue to provide sustainable alternatives to driving alone to campus, all while maintaining our current 13,000 parking spaces? How can we have campus users make a positive choice to use an alternative form of transportation to, from and around campus? How can we improve our public transit system on campus and move people quickly and efficiently across campus without using their cars?
- **4.** Utilities What is the capacity of our utility systems to support current and future campus facilities? What utilities require improvements or expansion in order to meet our needs? What about alternative fuel sources and sustainability in our energy use and building design?

For all of these areas, existing components were analyzed; guidelines developed for the future, and sustainability issues were addressed.

At the conclusion of the 2005 Campus Master Plan process, it was confirmed that indeed the campus had plenty of capacity to build up to an additional net 7 million gross square feet without having to significantly change the campus planning boundary or think about a satellite campus, as many universities have across the country. Surface parking lots, some 10% (90+ acres) of the campus land area in 2005, were suggested as the potential space to grow the campus facilities by consolidating surface parking into structured parking garages in key locations were needed most in the fabric of the campus landscape.

Additionally, with a review of the then existing building stock, it was confirmed (and as projected) that many buildings built in the 1960's and 1970's were nearing the end of their useful life and a decision would have to be made on keeping them for renovation, remodeling and re-programming, or remove the buildings for future redevelopment. In the end, a combination of the two was recommended across the campus for buildings that critically needed upgrades.

Since the completion of the 2005 Campus Master Plan, and with the national economic challenges that started in 2008, overall campus construction and new capital projects, has slowed considerably compared to the redevelopment that

occurred between 1996 and 2006. In 2015, the campus has only completed about 35% of the 2005 Campus Master Plan which suggests there is still adequate potential for future growth and redevelopment on the campus without significantly expanding our planning boundary.

In 2009, the City of Madison approved their new municipal zoning code, last updated (created) in 1966. Included in the new form-based code was the development of a new "Campus-Institutional" (C-I) zoning district. With the approval of the new code, UW–Madison has the ability to have a comprehensive campus master plan approved by the city and codified by ordinance. The new C-I district requires the development of an approved campus master plan every 10 years. With the 10-year update in 2015-16 of the 2005 Campus Master Plan, the university is poised to have its first ever Campus Master Plan approved by the City of Madison.





## 2. MISSION & GUIDING PRINCIPLES



## 2.1 University Mission, Vision, and Strategic Plan

The primary purpose of UW–Madison is to provide a learning environment in which faculty, staff and students can discover, examine critically, preserve and transmit the knowledge, wisdom and values that will help ensure the survival of this and future generations and improve the quality of life for all. The university seeks to help students to develop an understanding and appreciation for the complex cultural and physical worlds in which they live and to realize their highest potential of intellectual, physical and human development.

It also seeks to attract and serve students from diverse social, economic and ethnic backgrounds and to be sensitive and responsive to those groups which have been underserved by higher education.

- 1. Offer broad and balanced academic programs that are mutually reinforcing and emphasize high quality and creative instruction at the undergraduate, graduate, professional and postgraduate levels.
- 2. Generate new knowledge through a broad array of scholarly, research and creative endeavors, which provide a foundation for dealing with the immediate and long-range needs of society.
- 3. Achieve leadership in each discipline; strengthen interdisciplinary studies, and pioneer new fields of learning.
- 4. Serve society through coordinated statewide outreach programs that meet continuing educational needs in accordance with the university's designated land-grant status.
- 5. Participate extensively in statewide, national and international programs and encourage others in the University of Wisconsin System, at other educational institutions and in state, national and international organizations to seek benefit from the university's unique educational resources, such as faculty and staff expertise, libraries, archives, museums and research facilities.
- 6. Strengthen cultural understanding through opportunities to study languages, cultures, the arts and the implications of social, political, economic and technological change and through encouragement of study, research and service off campus and abroad.
- 7. Maintain a level of excellence and standards in all programs that will give them statewide, national and international significance.
- 8. Embody, through its policies and programs, respect for, and commitment to, the ideals of a pluralistic, multiracial, open and democratic society.

Revised statement, adopted June 10, 1988, UW

## 2.2 Coordination with the Campus Strategic Framework Plan

The current UW–Madison strategic framework plan, developed by the university in 2015, identifies five strategic priorities and initiatives, including:

- 1. Educational Experience: The Wisconsin Experience describes what's unique about getting a degree from UW–Madison— together, we create and apply learning inside and outside the classroom to make the world a better place. UW–Madison produces graduates who are creative problem solvers, able to integrate empirical analysis and passion, seek out and create new knowledge and technologies, adapt to new situations, and engage as world citizens and leaders.
- 2. Research and Scholarship: Nurture excellence in research, scholarship, and creative activity across all divisions. Optimize the research and scholarship infrastructure of the university. Strengthen our influence in national decision-making around research policy and funding. Engage our interdisciplinary strength to generate creative solutions. Support the continued high level of integration of research and education.
- 3. The Wisconsin Idea: Partner with UW System schools, corporations, communities, and government to bring value to Wisconsin citizens. Promote economic development and job creation through our campus technology-transfer ecosystem, in partnership with the business and entrepreneurial communities. Extend our educational mission to Wisconsin and the world with new technology and partnerships. Leverage our distinctive interdisciplinary strength to address complex problems in the state and the world.
- 4. Our People: Ensure UW–Madison has a workforce that is highly talented, engaged, and diverse by implementing our new personnel/human resource system. Enhance the strength of our campus through diversity and inclusion by implementing the campus Diversity Framework. Ensure our ability to attract and retain talent by making progress toward competitive compensation relative to our peers and market medians. Nurture growth of our people through professional development and performance excellence. Create the best possible environment in which our people can carry out their responsibilities to the university.

5. Resource Stewardship: Promote resource stewardship, improve service delivery and efficiency, and ensure administrative capacity. Create a stable and sustainable financial structure through the implementation of a transformed budget model. Identify and pursue new revenue sources aligned with the institution's mission and goals. Promote environmental sustainability through our own campus operations, integrated with research and education. Transform library structures and technologies to best support research and learning, and to attain campus efficiencies. Sponsor a comprehensive campaign to invest in the future of the university and the students, faculty, and staff who will shape the future of Wisconsin and the world.

Among the world's leading universities, UW–Madison is distinctive in its scale and breadth, the premium we place on our relevance to society, and our commitment to inclusivity in the broadest sense. The combination of these attributes enables us to be fully equipped to address the complex problems facing the modern world.

The strategic framework is designed to chart a course for 2015–2019 that will not only protect our legacy of research, teaching, and public service, but also will encourage new ideas from all corners of the campus and transform our state, nation, and world.

This framework has evolved from a rigorous self-study conducted in 2009 during the university's reaccreditation process. We experienced significant achievements in key priorities that served as the core of our 2009–2014 framework, and that very success convinced us to continue along this path as we begin the next five years. The priorities have been updated to build on our momentum and to take bold steps toward our vision.

## 2.3 Need for a Campus Master Plan

Approximately every 10 years, the university takes a comprehensive look at its programmatic directions and how its facilities support those programmatic changes. The State of Wisconsin Building Commission, under Sections 13.48(4) and (6) of the Wisconsin Statutes, requires that capital building programs be prepared for each state agency on a regular basis. Specific recommendations and priorities must be established for the next three biennia in what is defined as an agency's "Six-Year Development Plan." Every two years, Facilities Planning & Management staff works directly with all colleges and departments across the university in defining their current and future physical facility issues and determining potential solutions to address those needs. The shared governance Campus Planning Committee oversees the entire process and makes a final recommendation to the Chancellor for inclusion in the on-going capital budget for the State of Wisconsin. The 2015 Campus Master Plan Update for UW–Madison has been prepared to assist in that process for at least the next three, 6-year planning horizons and beyond. The general planning horizon for the document is approximately 25-240 years, with the understanding that the next planned update to the Campus Master Plan would be in 2025.

The 2015 Campus Master Plan Update is also being used to satisfy the City of Madison's Campus-Institutional (C-I) zoning district requirements that includes having an approved campus master plan. That approved plan is required to be updated every 10 years to maintain the C-I district on property it currently owns. As the university acquires privately held land within the Board of Regents approved Campus Development Plan Boundary, university campus planning staff will facilitate a zoning change to that land to bring it in alignment with the current approved campus master plan and within the C-I district. The overall comprehensive campus master plan, showing full development as a capacity plan, is approved by the City of Madison Plan Commission and Common Council as a "neighborhood plan" with the city which guides growth within its approved boundary.

The master planning process is used to accommodate and direct future growth of the campus in a responsible and efficient manner utilizing funding to assure that facilities development supports the institution's mission of teaching, research and outreach. The plan needs to assure that daily decisions are part of a long-term vision, are not short sighted but are optimistic about the future outlook of the campus and its facilities. The plan also needs to continue to raise aspirations as well as provide positive direction for potential donors interested in investing in the future of the campus.

The current master planning process at UW–Madison also follows Physical Planning Principles that have been adopted by the Board of Regents. Those principles are as follows:



### **Our Vision**

The University of Wisconsin–Madison (UW–Madison) will be a model public university in the 21st century, serving as a resource to the public, and working to enhance the quality of life in the state, the nation, and the world.

The university will remain a preeminent center for discovery, learning, and engagement by opening new forms of access to citizens from every background; creating a welcoming, empowered, and inclusive community; and preparing current and future generations to live satisfying, useful, and ethical lives. In partnership with the state and with colleagues around the world, the university's faculty, staff, and students will identify and address many of the state's and the world's most urgent and complex problems.

### **Guiding Principles**

As an institution and as individuals, we are guided by the following principles:

- We promote the highest standards of intellectual inquiry and rigor, in keeping with the university's proven commitment to the "continual sifting and winnowing by which alone the truth can be found."
- We support learning for its own sake, throughout our lives, as a service to the greater good.
- We fiercely defend intellectual freedom and combine it with responsibility and civility so that all who work and live on our campus can question, criticize, teach, learn, create, and grow.
- We observe the highest ethical integrity in everything we do.
- We believe in the importance of working with and learning from those whose backgrounds and views differ from our own.
- We share the belief that neither origin nor economic background should be barriers to participation in the community.
- We are committed to being responsible stewards of our human, intellectual, cultural, financial, and environmental resources.
- We promote the application of research and teaching to issues of importance for the state, the nation, and the world, and we place learning and discovery in the service of political, economic, social, and cultural progress.

The current campus physical master planning process aligns closely with the campus mission and strategic plan by creating a framework for upgrading research facilities and the utility infrastructure that serves them. The plan advances learning by planning facilities with life-long learning in mind; utilizing technology to its best advantage through appropriate facility improvements; and substantially upgrading the buildings that serve the arts and humanities.

The plan reaches out not only to the Madison and Dane County communities, but to the entire Midwest and the world beyond. The plan seeks to improve wayfinding for our many visitors with better graphic wayfinding. It will amplify the Wisconsin Idea by promoting these community connections and making the campus boundaries more transparent and inviting. The plan will enhance academic connections by providing upgraded facilities that are flexible and promote interdisciplinary learning and research.

The master planning process included a broad base group of representatives from across campus. Students, faculty and staff from every department and college have been involved as well as many members of the Madison community. The 2015 Campus Master Plan Update, as well as the Strategic Plan, is a result of shared values among the many campus users and provides a direction to guide future growth.