Discovery Document
West Campus District Plan
University of Wisconsin-Madison
Acknowledgments

The University of Wisconsin-Madison

“Since its founding in 1848, this campus has been a catalyst for the extraordinary. As a public land-grant university and major research institution, our students, staff, and faculty engage in a world-class education while solving real-world problems. With public service — or as we call it, the Wisconsin Idea — as our guiding principle, Badgers are creating a better future for everyone.”
Source: UW-Madison, About, Homepage

The Role of University Research Park (URP)

As established by an MOU, a joint working group with members from URP and UW-Madison initiated a vision and site plan for higher-opportunity land parcels, including a cluster of available and soon-to-be-available sites on the west side of campus (see image). The West Campus District Plan will deliver a data-informed, visionary, and actionable roadmap for these sites. UW-Madison and URP will partner with international design firm Perkins & Will to deliver a plan that will eventually be incorporated as an update to the Campus Master Plan.

About the Consultant Team

In July 2022, UW-Madison and URP selected a consultant team through a competitive process, including an interactive worksession/”charrette” held in May of 2022 and subsequent proposal. The selected consultant team is lead by Perkins&Will, a global design firm, and supported by HR&A Advisors for real estate analysis and development strategy, NelsonNygaard (NN) for transportation, parking and mobility planning, Affiliated Engineers Inc. (AEI) for MEP engineering/sustainability, and Oneida Total Integrated Enterprises (OTIE) for civil engineering/stormwater.

Project Website and Information

For more information, visit our website at https://www.vc.wisc.edu/westcampus/

For questions or concerns, please feel free to reach out to us at wcdn@realestate.wisc.edu
District Advisory Committee

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**Consultant Team**
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Oneida Total Integrated Enterprises (OTIE)
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Section 01

Introduction
UW-Madison continues to pursue new resources to advance teaching, research, and public service mission.

About the Project
The University of Wisconsin-Madison (UW-Madison) is embarking on a process to create a future plan for the West Campus District. This plan is the first major initiative under UW-Madison’s new real estate strategy, which aims to support the mission of the university through revenue generation by optimizing land use. New resources fund important investments for the university’s students, faculty, and staff.

The West Campus District Plan (WCDP) will deliver a data-informed, visionary, and actionable road map for this area of campus. The intent is that this plan, once approved by the Board of Regents, will augment/update the 2015 Campus Master Plan. This project will guide changes in land and building use, ecology and open space, and transportation and parking among other topics. It also will include design guidelines and zoning recommendations.

New Resources
The university is seeking innovative revenue strategies that will drive the next era of growth, development, and discovery and will enable reinvestment including undergraduate financial aid, academic support services, faculty compensation, and graduate student support.

*Recommendations from the 2019 Revenue Innovation Study Group*
Aspirations

Create a **compelling and actionable vision** for West Campus that energizes the Board of Regents and other internal and external stakeholders.

Develop a place for learning, research, innovation, community engagement, and economic development that **meaningfully contributes** to the campus, city, region, and state.

Ensure the vision and strategy can be monetized for the university’s benefit, while advancing **mission-aligned institutional goals** in teaching, research, and outreach.

**UW-Madison embraces innovation as a vehicle to advance the mission of the university.**
UW-Madison’s Real Estate Strategy Aims to Advance Real Estate Assets in Support of its Mission

Real Estate Development Opportunity

The Revenue Innovations Study Group recommended, among other things, pursuing a real estate strategy that would generate new revenue streams via campus (re)development processes. West Campus presents this type of revenue opportunity. Development on West Campus can be used to improve revenue growth for the University and to catch up to, and surpass, its peer research universities.

Beyond revenue generation for the University, private development has the potential to create a vibrant, mixed-use district that attracts talent (students, faculty, staff, researchers) to West Campus and Madison. Because of existing anchors in the district (e.g. the School of Medicine and Public Health, WARF, and School of Nursing), this area has the potential to build off its existing assets to create a bio-sciences innovation hub.

Revenue Innovations Study Recommendations

Commenced in 2019 and completed in February of 2020, the Revenue Innovation Study made recommendations to strengthen, optimize and/or create the following:

- Corporate and industry partnerships
- Auxiliary and asset optimization
- Real estate initiatives
- Endowment-like vehicles
Guiding Principals from the Revenue Innovations Study

- Generate substantial new streams of revenue to support the mission.
- Recognize UW-Madison’s history of placing value on the medium-to long term.
- Align with the campus strategic framework
- Support agenda to enhance diversity, equity, and inclusion; healthy communities; and our obligation to sovereign Native Nations.
- Respect principles of shared governance.
- Protect the overall wages and benefits of employees.
- Trial potentially scalable innovations in new technologies and technology transfer, performance and operations, campus design, transactions and procurement, partnerships, governance, and regulation.
- Enhance the student learning and growth experiences on and off campus.
- Improve the accessibility, livability, sustainability, and quality of the campus environment, and city-region more generally.
Defining “West Campus”

West Campus is the area of campus bounded by Willow Creek on the East, University Hospital/Highland Avenue on the west, Campus Drive on the south, and Lake Mendota/Far West Fields to the north. This area of campus is approximately 127 acres of the 936 acre campus. Notably, West Campus is defined by large, anchor facilities and spaces—many of which are assets to further support and connect. This includes three hospitals—University Hospital, Middleton Memorial Veterans Hospital, American Family Children Hospital, four academic schools/colleges—School of Medicine and Public Health (SMPH), School of Nursing, School of Pharmacy, and the College of Agriculture and Life Sciences, (and the School of Veterinary Medicine is adjacent to the study area).

The United States Department of Agriculture (USDA) operates its Forest Products Lab and Cereal Crops Research units on West Campus. Critical utility infrastructure is in the study area including the West Campus CoGen Facility and the Walnut Street Plant. Outdoor spaces include Intercollegiate Athletics and RecWell facilities and environmentally important spaces including the Lakeshore Nature Preserve, Willow Creek.
West Campus, with a focus on health and life science, is the first major project in UW-Madison’s new real estate initiative. The campus expects to embark on additional planning activities in other parts of the campus in 2023. These plans are still to be determined. All planning activities are informed by the campus master plan and Revenue Innovations Study guiding principles.
Process, Input, and Decision Making

The planning process began in August 2022 and will extend through Summer of 2023, when the final district plan will be delivered to the Board of Regents. The process incorporates both on campus workshops, public presentations, and virtual/hybrid engagement through the use of online surveys and interactive mapping.

Four-Phase Process
The consultant team is facilitating a four-phase process over the duration of the project. This includes seven on-campus workshops. The process evolves from analysis, listening, and inventory to concept planning scenarios from August through January. After January, a preferred development scenario is further detailed for implementation. The final phase focuses on final documentation and seeking approval with the Board of Regents.
Communication, feedback, and decision-making relies on several key groups including a District Advisory Committee, Shared Governance, and public input sessions.
Summarizing Opportunities and Challenges

Amplify Opportunity

Over the past sixty years West Campus evolved from farmland to a home for world class academic, research, healthcare, and intercollegiate athletic facilities. It has vital facilities including the West CoGen facility and three hospitals.

West Campus is also an area of untapped future potential. More can be done to improve the character, connections, and uses in West Campus so that it can operate more cohesively. Underutilized real estate exists that can be optimized to serve new and different uses.

Providing a real estate strategy coupled with campus planning, the district can further the institutional mission of not just UW-Madison, but other anchors in the study area including UW Health, the Veterans Administration, and the United States Department of Agriculture (USDA).
**Strategic Opportunities**

1. **Empower Innovative Growth and Support Regional Goals**
   URP is empowered to use real estate to facilitate development, advancing the academic and research mission while promoting innovation and economic development.

2. **Anchor to the WARF**
   WARF is an enormous asset that can catalyze significant growth in the UW innovation ecosystem.

3. **Cultivate Collaboration**
   District stakeholders are seeking opportunities for collaborative research, commercialization, and industry interface.

4. **Capitalize on Strengths**
   Determining what UW does best and communicating where we want it to happen will be key to catalyzing growth.

5. **Native Nations**
   There is a significant opportunity to engage with the indigenous history of the site and strengthen the relationship between the built and natural setting through collaboration with Native Nations.

**Physical Opportunities**

1. **Research and Development**
   There is a need for more research space and potential to collaborate on developing facilities.

2. **Greater Partnerships**
   Opportunity to interface and partner with industry in proximity to research or clinical functions.

3. **Placemaking**
   Embrace the natural setting and develop amenities to create better sense of place specific to our lakeside setting and cultural history.

4. **Programmatic Cross Pollination**
   Many shared interests among district partners for housing, lodging, food/beverage/retail, day care, fitness/recreation, shared parking potential, etc.

**Strategic Challenges**

1. **Stakeholder Engagement**
   District stakeholder partnership essential to enhance overall opportunity for the district in both advancing the research missions of the key entities and in advancing the character/place of the district.

2. **Address the Community**
   The community needs to be included in the process and provided with reasons to support the planning effort by establishing buy in and support needed for potential changes in the area.

3. **Accommodating Private Development Needs**
   Delivering private development projects to suit modern users within existing facilities planning process may take some creativity.

**Physical Challenges**

1. **Land Availability**
   Despite lower density development pattern available land is still limited.

2. **Large Horizontal Footprints**
   Larger horizontal land uses (RecWell, Athletics, etc.) are present and more difficult to densify.

3. **Compact Thinking**
   University Hospital has major growth needs that are best supported within a tight footprint.

4. **Site Accessibility**
   Campus geography and limited access points constrain mobility within the district.
Section 02

Framing the Opportunity
The University, in partnership with private developers, can facilitate desired changes in strategic campus sites to catalyze innovation, improve quality of place, and advance civic goals.

**Catalyze Innovation:** West Campus’ existing assets, such as WARF and UW Health University Hospital, and proximity to the University can be leveraged as a natural site for Health and Life Sciences innovation focus.

**Improve Quality of Place:** Creating a vibrant mixed-use district through a mix of commercial uses, public realm, and public spaces will enhance West Campus, the University, and surrounding community.

**Advance Civic Goals:** Redevelopment of West Campus can also support City and regional goals in providing ample and affordable housing options, multi-modal connectivity, and economic development opportunities.
Advance Civic Goals
Catalyze Innovation
Improve Quality of Place

West Campus District Discovery Document
Published as of February 2023
Focus Innovation through Three Lenses

The contemporary development of Innovation Districts — or places of convergence bringing together anchor institutions and companies that cluster with start-ups, incubators, and accelerators often in a compact, mixed-use, urban environment — is a mega-trend defining new markets for talent, technology commercialization, and real estate.

Placemaking, achieved through thoughtful, contextual planning and design, is the main ingredient that creates a sense of belonging and a sought-after destination. The West Campus District is distinctly positioned to focus on innovation by utilizing its existing assets and focusing the future on three ‘lenses’—or ways to conceptualize a successful innovation ecosystem.

**Economy:** the research, development, and commercialization activities that drive economic growth.

**Place:** the experiential qualities, character, function, and scale of a district that establish the ‘look and feel’ of a district.

**Culture and Community:** the events, operations, and marketing that attract and bring people together beyond work.

"Source: Brookings Institute, “The Rise of Innovation Districts” (May 2014) and Perkins&Will"
Forming an Ecosystem on Innovation:

From incubation to start-up  
From graduation to scale-up  
To mid-size and large companies

Enable Entrepreneurial Start-Up and Scale-Up

Within a successful innovation ecosystem, a start-up company may begin in an innovation center or business accelerator and “scale-up” through investment into growth stages as it expands revenue and employment. A lab/office building built on a flexible lab module can accommodate multiple tenants of different sizes with the lower floors containing an Innovation Center as well as lobby and amenity spaces. Eventually, as successful companies grow too large for a facility, they can move towards larger, standalone facilities.
Madison’s population grew significantly in the last decade compared to the state of Wisconsin and is one of the fastest-growing metros in the Midwest. This large growth creates an opportunity to attract both employers and residents to West Campus.

Madison has a stable and higher proportion of people aged 18 to 34 (both college-aged and young professionals) than the state and MSA, as well as a growing senior population.

Despite an increase of 9,000 housing units or 9% since 2010, the City of Madison estimates that about 2,100 housing units are needed annually for the next 5 years to keep up with the growing population. Simply put, the demand for housing is outweighing supply.

City of Madison Population (1990-2020)

1990: 191k
2000: 208k
2010: 233k
2020: 270k

Age Distribution (2010 and 2020)

<table>
<thead>
<tr>
<th>Age Group</th>
<th>Madison 2010</th>
<th>Madison MSA 2010</th>
<th>Wisconsin 2010</th>
</tr>
</thead>
<tbody>
<tr>
<td>17 &amp; Under</td>
<td>9%</td>
<td>13%</td>
<td>17%</td>
</tr>
<tr>
<td>18 to 24</td>
<td>12%</td>
<td>12%</td>
<td>13%</td>
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<tr>
<td>25 to 34</td>
<td>11%</td>
<td>15%</td>
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<tr>
<td>35 to 64</td>
<td>15%</td>
<td>15%</td>
<td></td>
</tr>
<tr>
<td>65 &amp; Above</td>
<td>18%</td>
<td>12%</td>
<td>10%</td>
</tr>
</tbody>
</table>

Published as of February 2023
Employment Growth Trends

Recognized as the most industrially diverse MSA in the nation in 2018 by EMSI and Livability, Madison houses some of the largest employers in the state and region, such as the State of Wisconsin (20,000+ employees), University of Wisconsin (10,000+ employees) and Epic Systems Corp. (5,000+ employees).

Over the past decade, the City of Madison saw 10% job growth with 30,000+ jobs added along with high job growth in the professional and technical services, construction, health care and social assistance, and information industries.

The region has also seen drastic growth in biosciences industry jobs over the past decade. Regional biosciences jobs growth in industries such as chemical and materials manufacturing, biomedical devices manufacturing, and medical and diagnostics laboratories are expected to grow by over 5,000 jobs in the next decade. Madison & Dane County have also fostered a burgeoning technology and innovation industry cluster, with job growth in industries such as software publishing, animal production, and household appliances manufacturing.
Defining the Market

Madison’s rapid population growth has driven significant amounts of new residential development throughout the city. Meanwhile, following national trends coming out of the Great Recession and COVID pandemic, office growth has been driven by corporate users and build-to-suit products.

There is limited speculative lab development within the region, making it challenging to demonstrate potential rents and space absorption to those privately financing this type of development.

The Study Area has almost 25% of the city’s upscale rooms.

Proposed developments in Near West Madison represent nearly half of the County’s Class A office pipeline.

Multifamily rents in the Study Area are 30% lower than downtown rents.

There are limited retail options on West Campus.
The market analysis analyzes the real estate performances of each land use for the City, the Near West Madison Study Area (containing the West Campus site), and downtown Madison.
Make West Campus an Ecosystem of Complementary Uses

Incorporating a mix of uses on West Campus will create a symbiotic relationship among land uses and create a vibrant “live/learn/work/play” environment to enhance the University and surrounding community.

By developing multiple uses simultaneously, the University can increase absorption and development timing on West Campus. Furthermore, a variety of uses and users within the district will minimize recession impacts.

It will be critical for the University to maintain nimble development timing relative to market ebbs and flows, especially for office and lab uses.
West Campus has the potential to absorb ~200K-350K square feet of new development annually.

<table>
<thead>
<tr>
<th>OFFICE</th>
<th>LAB</th>
<th>MULTIFAMILY</th>
<th>RETAIL</th>
<th>HOTEL</th>
</tr>
</thead>
<tbody>
<tr>
<td>40K-70K sf</td>
<td>30K-60K sf</td>
<td>100-200 units</td>
<td>Ground Floor Amenity</td>
<td>50 Keys</td>
</tr>
<tr>
<td>150K SF building every ~2-3 years</td>
<td>150K SF building every ~2-5 years</td>
<td>200 unit building every ~1-2 years</td>
<td>to be included in the other buildings</td>
<td>175 key building every ~3.5 years</td>
</tr>
</tbody>
</table>
While COVID affected office vacancies and absorption citywide, Near West Madison appears to be outperforming citywide trends. Office developments over the past 5 years have been primarily comprised of built-to-suit office buildings, though speculative office projects have attracted government and professional service tenants. Proposed developments in Near West Madison such as Madison Yards and the Clock Tower Office Park redevelopment comprise nearly half of Dane County’s Class A office pipeline.

Although office construction has primarily been built-to-suit, West Campus can leverage its location, access to the University, and vision for a mixed-use district to attract established and growing companies. Office space demand continues to recover from the pandemic. Office development on West Campus should build upon the strength of University Relations, the UW brand, and WARF to attract companies, and could include co-working space to support growing companies. The University should market to attract a major anchor tenant in search of built-to-suit space.

There is limited speculative lab development within the region, making it challenging to demonstrate potential rents and space absorption to those who would privately finance this type of development. Speculative lab development needs to prelease up to 50% of space because these spaces are difficult to finance without credit tenants. While top-of-market lab rents exceed $35 /SF, start-up tenants may require lower rents and/or shorter lease terms. Speculative lab spaces will compete with second-generation industrial/flex spaces for tenants.

Lab space in West Campus will help to round out the vision for a bio-innovation cluster. Though initial speculative lab development may be challenged, the university can build off its existing strengths to support this use on West Campus. The jobs that require lab space are growing in the Madison market, though much of the demand has been driven by and met through build-to-suit developments. The university should market and attract a major anchor tenant in search of built-to-suit space with prime access to talent and university amenities.
There are over 1,300 units in the development pipeline within Near West Madison, comprising over 20% of proposed units citywide. Developments in Near West Madison have begun to densify to match comparable projects in downtown Madison. Rents in Near West are slightly above the citywide average, though ~30% lower than top-of-market rents in downtown.

Multifamily rental uses within West Campus will help enliven the district and help provide a critical mass of activity. There is currently a housing shortage within Madison, with existing supply not matching expressed demand for rental housing. With a mix of uses, quality public realm, and amenities including retail, West Campus could become a highly desirable place to live given its proximity to jobs and downtown Madison. This demand analysis does not include on campus UW-Madison student housing.

The district stakeholders have identified acute needs for housing (both market and affordable rate) in the district. UW-Madison remains committed to addressing undergraduate freshman student housing needs (growth in our residence hall capacity) in partnership with our colleagues in the Department of Administration.

There are limited retail options on West Campus. Downtown Madison captured 3% of citywide retail square footage deliveries while Near West captured 25% of citywide retail deliveries due to its high number of big box retailers. Approximately 10% of mixed-use retail in the city is currently vacant.

While brick and mortar retail has struggled over the past decade with the increase in online shopping and the COVID pandemic, there is currently a large captive audience in the West Campus that may be able to support limited retail. Retail uses focused on experiential retail that cannot be easily replaced by e-commerce will help enliven the district. Other amenities, like a childcare and food & beverage offerings, could help activate the ground floor and attract West Campus workers, residents, and visitors. Retail should be concentrated in a few key nodes to ensure the retail space built is absorbed and utilized.

Overall, Madison’s hotel market is still recovering in terms of occupancy but already surpassing pre-pandemic average daily rates. Pre-pandemic occupancy levels were consistently near 70% pointing to potential demand for new hotel product. The number of hotel rooms in the study area have grown by about 40% in the last 10 years, much faster than the city or MSA. Near West Madison hotel products tend to have higher ADR than the citywide and MSA rates.

Given the proximity to campus, the lake, and a hospital, there is potential for West Campus to create a market for a new hotel. While occupancy rates are still below pre-pandemic levels, rates, in the year to date have risen 75% since the nadir. If that pace continues, it would take less than a year to fully recover to pre-pandemic rates. Any development of a hotel in the district would be via partnership with the private sector so that the Innkeepers Association membership will operate the hotel. UW-Madison does not expect to build additional hotel capacity.
Advance the Research Ecosystem at UW-Madison

Ranked 8th nationally among all research institutions, UW-Madison is investing in key fields that drive industry and innovation. According to the Real Estate Strategy & Implementation Plan completed for UW-Madison and URP in September 2021, UW-Madison is second amongst Big Ten Peers in total research across life science, engineering, and computer science fields. The primary strength in life sciences research at UW-Madison is bolstering the entire Madison metro region as an epicenter of life science fields, especially drugs and pharmaceuticals; research, testing and medical labs; and agriculture and industrial bioscience.

More can be done, however, to improve the research profile of UW-Madison as total research expenditures and other metrics including invention disclosures, new patent applications below Big Ten Peer averages, and the competition is not slowing down. In fact, nationally, UW-Madison’s research ranking has slipped from #5 to #8 since 2009. For Industry-sponsored research, UW-Madison is 10th amongst Big Ten universities and last by percentage of overall expenditures.

Seek Industry Partnerships
Through developing stronger industry relationships and connecting talent with capital and real estate, UW-Madison can expand industry-funded research. An increase in companies from outside of the state of Wisconsin (especially from coastal companies that want a presence in Madison) is an important share of the market*.

Foster Entrepreneurship
Notably, Madison start-ups continue to demonstrate progress as new companies have increased fourfold since 2004. URP and UW-Madison are at the forefront of this increase, with healthcare, biotech, and software/data companies among the fastest growing. Retaining start-ups in Madison is a major priority moving forward*.
Implications for West Campus

By positioning West Campus as an Innovation District, UW-Madison can rise to the occasion of both fostering entrepreneurship and seeking industry partners. West Campus can provide both collaborative and shared, specialized research spaces. The sheer demand for wet-lab space near existing student and faculty talent is one important ingredient. The proximity to three hospitals in West Campus presents opportunity for clinical trials/human-subject research. Further, the ability for West Campus to offer specialized research facilities including shared research core facilities can catalyze industry and entrepreneurs (and bring them closer together). Finally, offering co-location and collaborative spaces that adopt a center of excellence approach where university operated facilities could be partially co-located with commercial space leased to corporate innovation centers is an opportunity.*

Supporting Rapid Change in Research

Planning for future research spaces requires both flexibility, modularity, and infrastructure. The wide spectrum of research space types ranging from open office workplaces to high-end device development, clean rooms, etc., require carefully planned utility infrastructure and design guidelines that can accommodate adaptability and meet high performance standards.

*Source: Real Estate Strategy and Implementation Plan, UW-Madison/URP, U3 Advisors, Final Report, September 2021
University-Anchored Innovation Districts

Madison already has an established and successful research park—University Research Park—located roughly 3 miles southwest of the West Campus, but what it lacks is an Innovation District. This both a product of history and an opportunity of future focus.

The evolution of research parks into innovation districts spans an almost 60-year history of campus and real estate development. Since the turn of the millennium, university’s have begun to embark on urban, mixed-use, transit-rich innovation districts that operate as fully integrated neighborhoods with a distinct sense-of-place. Driven by public-private partnerships, innovation districts shift in development patterns away from greenfield campus or suburban office park models characterized by lower-density, auto-centric development patterns.

What are other Universities Doing?

For UW-Madison, the consultant team conducted a scan and evaluation of university-based innovation districts across the country. The team evaluated each district based on seven different categories:

- **Revenue**: Is the district able to generate money through real estate development?
- **“On Campus”:** Is the district actually located on campus?
- **Place**: Does the district engage in placemaking especially under challenging existing circumstances?
- **Anchors**: does the district have non-university (e.g. Federal or Medical) institutions?
- **Residential**: does the district provide a model for residential development?
- **Mobility**: does the district face transit/parking/mobility challenges?
- **Corporate**: does the district catalyze corporate investment and co-location?
Eleven case studies were evaluated—three of which were selected by the UW-Madison/URP Core Team to conduct site tours and further interviews/meetings with respective leadership.
Meeting

Campus Needs
What are the University Driven Uses?

As a part of the “Discovery” phase of the West Campus District Plan, a series of individual stakeholder meetings were held with wide breadth of users from across the university as well as a number of external partners. The purpose of these meetings was to introduce the project, understand existing issues gather information about potential space needs, and begin to identify opportunities that could shape the development of planning concepts. Held mostly in August and September of 2022, these meetings included representatives from the following entities:

University of Wisconsin Stakeholders
- College of Agriculture and Life Sciences
- Department of Information Technology
- Department of Athletics
- Facilities Planning and Management
- Native Nations_UW (NN_UW)
- School of Nursing
- School of Medicine and Public Health
- School of Pharmacy
- School of Veterinary Medicine
- Shared Governance
- Student Affairs
- University Housing
- University Recreation & Wellbeing
- University Relations
- University of Wisconsin Police Department
- Office of the Vice Chancellor for Research and Graduate Education
- Waisman Center
- Wisconsin Union

Affiliates, Partners, & Other Stakeholders
- City of Madison
- MG&E
- Regents Neighborhood Association
- United States Department of Agriculture
- University Research Park
- UW Health
- Veterans Administration Hospital
- Village of Shorewood Hills
- Wisconsin Alumni Research Foundation
Seek Shared Opportunities for UW-Madison Needs

Research and Support
- Biomanufacturing
- Biorepository and Data Labs
- BSL-2 and BSL-3 Labs
- Clinical Trial Labs
- Flexible Wet and Dry Labs (multidisciplinary)
- Plant Sciences Labs
- Respiratory Pathogen Labs
- Vivarium Labs

Student Life
- Student Gathering, Student Support
- Theater/Auditorium
- Outdoor Recreation/Fitness
- Affordable Student Housing

Athletics
- Indoor Track
- Outdoor Track and Soccer Facilities

Healthcare
- UW Hospital – 200 Bed Expansion
- UW Hospital – Inpatient Bed Renovation/Replacements
- University Health Services
- VA - Cancer Center Expansion
- VA – Fischers House (housing)
- VA – Parking Garage Addition (planned)

Amenities
- Fitness Center
- Childcare
- Hotel/Conference Center (Executive Education)
- Food and Beverage Options
- Nature/Place Engagement’
Referencing Past Plans

2015 Campus Master Plan
A number of planning efforts have been undertaken within or encompassing the West Campus District boundary. These include everything from individual building expansion plans, environmental restoration plans, infrastructure planning, and campus wide master planning efforts that are informing this planning effort in turn. In particular the 2015 University of Wisconsin Campus Master Plan takes a holistic and comprehensive approach to the future development of the campus and is based on a set of guiding principles which also guide the West Campus District planning process.

Campus Master Plan Goals

1. Support Our Mission
   - Enhance identity through teaching, research, and outreach.
   - Demonstrate the Wisconsin Idea in how we perceive and develop our physical campus.
   - Support a high quality academic and research environment.
   - Create interdisciplinary academic connections.

2. Manage Our Resources
   - Manage physical resources efficiently.
   - Build to achieve 50-100+ year life cycles.
   - Demonstrate leadership in sustainability by creating design guidelines for future facilities.
   - Preserve and enhance our environmentally sensitive and culturally important areas.

3. Make Travel Easy
   - Support alternatives to driving.
   - Make campus travel efficient.
   - Construct accessible bicycle / pedestrian facilities connecting destinations on and off campus.
   - Improve streetscapes.
   - Provide minimal parking needed to meet needs.
4. Celebrate Our Lakeside Setting
• Protect the lakefront by reducing our impacts on land and water.
• Leverage the natural areas in the Lakeshore Nature Preserve.
• Enhance natural resources for future generations.
• Work with local partners to continue improving current and future water quality regulations.

5. Revitalize Outdoor Spaces
• Develop physical environments that communicate our values and strategic priorities.
• Celebrate our history and cultural diversity.
• Promote placemaking by protecting, enhancing, and maintaining our existing assets.
• Nurture wellness through open spaces and physical activity throughout the seasons.

6. Be Good Neighbors
• Be responsive to community partners.
• Invite participation through immersion of educational and event driven environments.
• Define gateways at major entry points.
• Create an identifiable, inviting campus boundary.
• Establish efficient and attractive connections between campus and surrounding neighborhoods.
The 2015 Campus Plan indicates a number of proposed projects within the West Campus District. The 2015 plan serves as a foundation for the West Campus Development Plan to build on, however the WCDP planning effort will reconsider some of the assumptions represented in that previous effort in light of projects completed or underway since that plan was undertaken, as well as within a new framework of an enhanced ability and increased priority of the university to generate revenue from its real estate assets.

Among those opportunities are a series of critical developments currently underway along the eastern boundary of the study area. Bakke Recreation and Wellness Center, Veterinary Medicine, and the Willow Creek Master Plan are integral to the future of the WCDP. Serving as the first step toward a new gateway along Observatory Drive, these development efforts will inform future uses, becoming influential in how the campus transitions into the WCDP.

Current Projects
Recent Planning Efforts Include:
- WARF Tower Expansion Study (2008)
- Campus Master Plan (2015)
  - Long Range Transportation Plan
  - Landscape Master Plan
  - Utility Master Plan
  - Green Infrastructure and Stormwater Management Master Plan
- Walnut Street Greenhouses Plan (2015)
- Recreational Sports Master Plan (2015)
- UW Athletics Master Plan (2017)
- School of Medicine & Public Health Master Plan (2019)
- Real Estate Strategy & Implementation Plan (2021)
- Lakeshore Nature Preserve Master Plan (Completion 2023)
- CALS Master Plan (Completion 2023)

Currently under construction

Nielsen Tennis Stadium
WIMR
Waisman Center
University Hospital
Veteran’s Administration Hospital
McClimon’s Sports Complex
Near West Fields
Near East Fields
Bakke Recreation & Wellness Center
Veterinary Medicine.
Wisconsin Veterinary Diagnostics Laboratory
Willow Creek Master Plan

2015 Campus Plan Proposed

Legend

West Campus District Discovery Document
Published as of February 2023

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Observing

Section 04

Physical Conditions
Observation #1

Land is a limited resource - use it wisely.

- Increase density through infill new construction
- Identify where not to build
- Expand and connect open space
- Embrace the lakefront

Campus Master Plan Goals:

#2 Manage our resources
#4 Celebrate our Lakeside Setting
Land Ownership and Building Use

At approximately 127 acres, West Campus represents about 14% of the overall campus (936 acres). It is substantial area of campus, yet land remains a precious and valuable resource. West Campus is defined by edges including Lake Mendota, Willow Creek, Campus Drive, and Highland Avenue/the back of residential parcels in Shorewood Hills. West Campus District is defined by large, anchor land users and a mix of different landowners. This presents both opportunities and challenges.

West Campus has a wide range of building uses including several large anchors. Three hospitals (University, American Family Children’s, and the Middleton Memorial Veteran’s), the USDA Forest Product Lab, and three academic colleges (School of Medicine and Public Health, School of Pharmacy, and School of Nursing) comprise the largest facilities. Infrastructure, including the West Campus CoGen Facility and Walnut Street Plant plus facilities and grounds/maintenance areas anchor the southeast corner along Willow Creek.

The northern portion of the site is occupied by Intercollegiate Athletics as well as structured and surface parking (Lot 60 and Lot 76). The Near West Fields (for RecWell) and UW Band Practice Facility abut Willow Creek and the Lakeshore Nature Preserve along the northeast quadrant of the study area.
Building Uses

*This map reflects the buildings primary uses. Most buildings share a variety of secondary programming.
Near Term Opportunity Sites

What land areas are potential sites for redevelopment compared to sites that are likely already operating at their highest-and-best-use and need stewardship or reinvestment? The following evaluation identifies several sites that have the highest likelihood and ability for redevelopment. The evaluation is based on several factors that explore the impact of land use change and the likelihood of actual change. Further, the 2015 Campus Plan identified sites for redevelopment. Other considerations are age and viability of a facility, land use density, context, ability for expansion/renovation, and ability/ease of relocation. For instance, the Biotron facility located on Observatory Drive at Willow Creek is vacant and a prime target for redevelopment.

This list of six sites is not the only land areas that can change in the duration of this planning effort. Other sites within the study area with various land owners might also be redeveloped, but the trade-offs and likely costs of replacement will need to be considered.

*Not all land is Board of Regents land. Parcels could change in the future pending mutual benefit and partnership opportunities.*
Observation #2

Bring your anchor land users closer together.

- Address shared needs
- Incorporate a mix of users
- Embrace placemaking with programming
- Increase density where feasible
- Address missing users

Campus Master Plan Goals:

#1 Support our Mission
#2 Manage our Resources
Major Anchors Lack Connection

West Campus features over a dozen anchor land uses/facilities that serve not just the district, but the broader campus, city, region, and world. Notably, three hospitals are nested next to one another and share hallways and infrastructure. Further, three academic schools plus medical research facilities are located within a two-minute walk of one-another. However, both the hospitals and the schools can feel like distant islands, separate from one another, and, more importantly, separate from where people live. Why is that? One observation is that the anchor uses lack pedestrian connections and are void of complementary amenity spaces that bring people together. Notable exceptions exist, including the HSLC atrium, but the major anchor uses could be better connected—with the addition of “third spaces” (places for social gathering outside of work or home) and “one-minute destinations” (very walkable, visible landmarks that sequence a walk to and from a destination).
Observation #3

Transportation and mobility are crucial to success.

- Multimodal options are plentiful, but West Campus affiliates drive alone at much higher rates.
- West Campus users come from farther distances. These travel needs are difficult to serve by transit.
- Auto capacity is constrained on Campus Drive at West Campus gateways. Bike and pedestrian access must remain a priority.
- West Campus parking serves many users across the UW campus. A district-based and dynamic approach is crucial to serving multiple groups.
- Stakeholders in the district have discrete parking needs. Shared facilities will be critical, with future growth likely to tax existing parking and transportation capacity.
- Commute programming will need to continue to serve existing users and effectively integrate new ones into the west campus ecosystem.

Campus Master Plan Goals:

#3 Make Travel Easy
#6 Be Good Neighbors
Multimodal Access

UW-Madison features one of the most highly regarded transportation and parking networks for any urban campus in the nation. The campus features exemplary bicycle and pedestrian networks (including an extensive off-road trail network) and infrastructure. It is well-integrated with mass transit service, regional and commuter bus providers, and, soon, a bus-rapid-transit (BRT) line along Campus Drive.

However, West Campus diverges from the rest of campus in the ways people arrive and leave this area. Largely due to the hospitals and large research-only facilities, many faculty, staff, UW Health employees/patients/visitors, and commuter students access West Campus via personal automobiles in a suburban commuter pattern. In fact, nearly half of the overall parking supply on campus exists in West Campus (just over 6,000 spaces), which occupies 14% of the overall campus land area. Additionally, more than 60% of faculty/staff live 6+ miles from campus. For UW Health employees it is 75%.

This disproportionate share of parking places a burden on the existing road network and establishes a car-centric character that lacks a human scale.

Roadway Takeaways
Roadways in West Campus are impacted by the volume of private automobiles accessing campus on a daily basis:

- Internal campus traffic volumes are higher in West Campus, yet streets are generally right-sized for their daily volumes and campus context.
- Capacity constraints at edges and gateways are seen at peak hours due to limited arterial connection options.
- Improvements to the gateway intersections is complicated by the railroad tracks, multi-use path, and grade separation.
- Streets are oriented towards funneling drivers into and out of major parking areas and opportunities exist to create new connections in the West Campus grid.

Travel Behavior Takeaways

- Mode share to campus varies by affiliate group. Employees, especially at UW Health, are more like to drive alone.
- Drive alone rates increased for all affiliate groups from 2018-2020. The 2022 survey will reveal post-Covid trends.
- Higher drive alone rates in West Campus are likely a result of a combination of longer commute distances, less proximate direct transit service to employee homes, and non-traditional work shifts.
- Peak period trips may be more pronounced in West Campus due to shift changes and other unique travel patterns at hospitals.
Transit Network and Ridership, 2020

Legend
- UW Campus Routes
- Madison Metro Routes
- 1,000+ Avg. Daily Boardings
- 0-10 Avg. Daily Boardings

Bicycle Network

Legend
- LTS 1 (Lowest Stress)
- LTS 2 (Low Stress)
- LTS 3 (Moderate Stress)
- LTS 4 (High Stress)
- BCycle Bike Share Station

2,756 Bikes and Pedestrians per Day
Weekdays, Sept. 2021

144 Bikes per Day
Weekdays, 2019

Multi-Use Path
Overpass Bridge
Parking and Vehicular Access

Legend
- UW Lots
- VA Facilities
- Traffic Signal
- Stop Sign
- Parking to be Remove
- Proposed Parking
- Vehicle Access

~1,400 spaces managed by VA

~330 spaces managed by USDA

UW parking inventory data sources: UW Madison 2022 Parking Atlas and 2015 Campus Plan
VA parking inventory data sources: Nearmap aerial imagery counts and Potter Lawson, Inc.
Vehicular Access and Parking Management

There are over 6,000 spaces in West Campus are managed by UW-Madison plus approximately 1,400 spaces managed by the Veterans Administration (VA) Hospital and additional spaces for the USDA Forest Products Lab. These spaces serve a wide range of user groups and affiliates, including UW hospital employees and visitors, VA hospital employees and visitors, and UW students, faculty, and staff.

Utilization across these facilities is highest between 9:00 a.m. and 2:00 p.m. on weekdays, at which time 70-75% of spaces are occupied. Maintaining a healthy balance in the parking system and continuing to meet the needs of all users as demand in west campus grows will require ongoing management that includes pricing, permitting, and enforcement.

Parking Takeaways

- There are almost 6,000 parking spaces in West Campus, serving both the district uses and the broader campus.
- Parking utilization is high in West Campus, but parking capacity is still available at peak periods.
- The Long Range Transportation Plan (LRTP) proposes to remove Lot 60, which includes 1,327 spaces for annual permit holders.
- The LRTP proposes a net increase of almost 700 UW spaces. The VA is also adding a new parking facility of approximately 500 spaces.
- UW manages its parking in West Campus through its Annual & Visitor permits (for fee).

Meanwhile, VA parking remains free to users.

Opportunities

Parking will remain both a need and reality in convenient proximity to existing and future uses especially considering market-driven preferences. The ability to consolidate, centralize parking facilities with a shared or leased parking management strategy has the potential to locate parking on the perimeter of West Campus and in alignment with loading/service zones. This enables pedestrian-priority corridors to exist elsewhere (e.g. along Observatory Drive, Walnut Street, the Lakeshore Natural Preserve).

Consideration to shared management of parking is both a hurdle to overcome and an opportunity. When recognizing needs, the three hospitals can better align parking supply through shared strategies. Of course, funding and timeline horizons are often not congruent.
Travel Patterns

Active Transportation Takeaways

- Larger parcels, surface parking lots, and lower density of uses create a less comfortable walking environment.

- Despite strong bicycle infrastructure and services, bicycle mode share is relatively low in West Campus. For Hospital employees, bicycle mode share ranges from 1-8% depending on weather.

- Some bicycle routes to West Campus rely on “moderate stress” roadways and funnel through challenging “gateway” intersections.

- Intra-campus connectivity relies heavily on Observatory Drive.

- The shared-use path running adjacent to Campus Drive provides additional connectivity, but also crosses several busy roadways.
Drive-alone rates are highest among UW hospital staff and UW Faculty/Staff, with 73% driving alone even in good weather. That is higher than the citywide average in Madison (64%) and just below the 2019 national average (76%).

UW students are more likely to walk, bike, or use transit to get to campus than to drive and park. Over half of students walk to campus during good weather.

What are the transportation challenges and opportunities for West Campus stakeholders?

**UW Students, Faculty, and Staff**
Tight housing market is changing where students and faculty live, which impacts commutes.

**UW and VA Hospital Employees**
Unique commute challenges for shift workers (reliability, span of service, can’t leave shift until replacement arrives).

**UW and VA Hospital Visitors and Patients**
Transit or multimodal options are often not feasible for patients & their visitors.

**Area Residents and Community Members**
Concerned about spillover impacts from changes to campus mobility (cut-through traffic, neighborhood parking).

**Future Innovation District Workers**
Higher incomes and traditional office culture may lead to higher driving rates.

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**Good Weather Travel Mode Split**
Source: UW-Madison Biennial Campuswide Transportation Survey (2020)
Observation #4

Embracing ecology, open spaces, and site history present opportunities

- Provide access to the Lakefront Nature Preserve.
- Recognize Native Nations history and culture.
- Create new outdoor gathering spaces with programmed activity.
- Adopt a ‘grey-to-green’ strategy.

Campus Master Plan Goals:

#2 Manage our Resources
#4 Celebrate our Lakeside Setting
#5 Revitalize Outdoor Spaces
Embracing Ecology and Open Space

The most prominent, defining feature of the UW-Madison campus is Lake Mendota and its shoreline. Extending along the northern edge of West Campus, the lakefront provides a beautiful open space amenity (most of which is managed and steward by the Lakeshore Nature Preserve) connected via trails to the rest of campus and the region. Marshlands, tallgrass prairies, and riparian edges exist along the lakefront. Sensitive ecological sites and areas prone to flooding around the Class of 1918 Marsh, impact the land areas to the north of the study area. The eastern edge of the study area is at Willow Creek is hemmed in by existing infrastructure and other components. A recent study undertaken by UW-Madison sets forth a vision for reimaging the Willow Creek area as a place of recreation, natural beauty, and improved environmental quality.

Opportunities

One opportunity is to revisit Willow Creek as an important waterway on campus. The district plan may help to implement improvements to Willow Creek on a block-by-block basis as redevelopment takes place.

Additionally, West Campus will benefit by expanding and connecting green, open spaces. Bringing nature back into the physical campus and expanding a biodiverse tree canopy (West Campus lacks the density of tree canopy of other parts of the UW-Madison campus). In particular, trails and can connect the lakefront to the bike and pedestrian path adjacent to Campus Drive.

Finally, overlaying green infrastructure and implementing aspects of the 2015 Campus Master Plan landscape recommendations presents an opportunity to address stormwater management and water quality. This is of the utmost importance considering the sustainability goals of the university and proximity to two natural waterbodies.
Ecology and Open Space

Legend
- 1% Annual Chance Flood Hazard
- Pervious
- Lakeshore Nature Preserve
- Existing Trees
Recognizing and Celebrating Cultural Heritage

The West Campus District Plan West Campus, along with the rest area along with the rest of campus occupies ancestral Ho-Chunk land, a place their nation has called Teejop (day-JOPE) since time immemorial. In an 1832 treaty, the Ho-Chunk were forced to cede this territory. Decades of ethnic cleansing followed when both the federal and state government repeatedly, but unsuccessfully, sought to forcibly remove the Ho-Chunk from Wisconsin. This history of colonization informs our shared future of collaboration and innovation, including the planning efforts of the West Campus District Plan.

The West Campus District Plan, as will all campus planning efforts, presents both an opportunity to celebrate the past, present, and future of the Ho-Chunk people and to identify and advance opportunities to celebrate the past, present and future Ho-Chunk people, in ways that positively impact indigenous student well-being, indigenous placemaking, and indigenous research.
West Campus, along with the rest of campus, occupies ancestral Ho-Chunk land, a place their nation has called Teejop (day-JOPE) since time immemorial. The entirety of UW-Madison’s campus is a cultural landscape comprised of a palimpsest of cultural sites. The areas identified on this map are areas that we have specific documentation and knowledge about.