

PLANNING DIVISION STAFF REPORT

January 23, 2022



PREPARED FOR THE PLAN COMMISSION

Project Address: 2335 City View Drive (District 17 – Alder Madison)
Application Type: Conditional Use
Legistar File ID #: [75242](#)
Prepared By: Lisa McNabola, Planning Division
Report Includes Comments from other City Agencies, as noted
Reviewed By: Kevin Firchow, AICP, Principal Planner

Summary

Applicant: Tammy Russell; Acadia Healthcare Company; 6100 Tower Circle, Suite 1000, Franklin, TN 37067

Contact: Todd Wieringa; Stengel-Hill Architecture; 613 West Main Street, Louisville, KY 40202

Owner: American Family Insurance; 6000 American Parkway; Madison, WI 53783

Requested Action: Consideration of a conditional use in the Suburban Employment (SE) District for a hospital.

Proposal Summary: The applicant is requesting approval to construct an approximately 33,375 square-foot addition and convert an office building into a hospital.

Applicable Regulations & Standards: Standards for conditional use approvals are found in §28.183(6) M.G.O. Supplemental Regulations for Hospitals are found in §28.151 M.G.O.

Review Required By: Plan Commission

Summary Recommendation: The Planning Division recommends that the Plan Commission finds the approval standards for conditional uses are met and **approve** the conditional use for a hospital in the Suburban Employment (SE) District at 2335 City View Drive. All recommendations are subject to input at the public hearing and the conditions recommended by the reviewing agencies.

Background Information

Parcel Location: The subject site is a 250,024 square-foot (5.7-acre) parcel located along City View Drive south of Quarry Park Road. The site is located within Alder District 17 (Alder Madison) and the Sun Prairie School District.

Existing Conditions and Land Use: The site of the proposed development, zoned Suburban Employment (SE) District, contains a two-story, 50,400 square foot office building. Per data from the Assessor's Office the structure was built in 1999.

Surrounding Land Use and Zoning:

North: Across Quarry Park Road, three two-story apartment buildings and one three-story apartment building, zoned Planned Development (PD) District;

East: Gravel quarry, zoned Agriculture (A) District; Wisconsin and Southern Railroad;

South: Vacant land, zoned Suburban Employment (SE) District; and

West: Across City View Drive, vacant land, zoned SE District; five-story office building, zoned SE District.

Adopted Land Use Plan: The [Comprehensive Plan](#) (2018) recommends Medium Residential (MR) uses for the subject site. The [Nelson Neighborhood Development Plan](#) (2019) recommends Employment (E) uses for the subject site. The Comprehensive Plan states that if an inconsistency is identified between the Comprehensive Plan and a reasonably contemporary sub-area plan, substantial weight should be given to the sub-area plan.

Zoning Summary: The property is zoned Suburban Employment (SE) District.

Requirements	Required	Proposed
Lot Area (sq. ft.)	20,000	250,023
Lot Width	65 ft	419 ft
Front Yard Setback	None	50 ft
Max. Front Yard Setback	70 ft	50 ft
Side Yard Setback	15 ft	54 ft, 155 ft
Rear Yard Setback	30 ft	132 ft
Maximum Lot Coverage	75%	60%
Minimum Building Height	22 ft	28 ft
Maximum Building Height	5 stories/68 ft	28 ft

Site Design	Required	Proposed
Number Parking Stalls	No minimum	148
Accessible Stalls	5	6
Loading	None	Yes
Number Bike Parking Stalls	1/2,000 sq ft floor area = 42	42
Landscaping	Yes	Yes
Lighting	No	Yes
Building Forms	Yes	Flex

Tables Prepared Jacob Moskowitz, Assistant Zoning Administrator

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

Public Utilities and Services: This property is served by a full range of urban services. Effective June 2023, Metro Transit and the City of Madison will only provide fixed route transit service along High Crossing Boulevard at stops serving the City View Drive intersection.

Project Description

The applicant proposes to construct an approximately 33,375 square-foot addition and convert an office building into a hospital. The hospital would provide in-patient behavioral health treatment services. Per the letter of intent, the facility would have 120 beds and a peak shift of approximately 120 employees. The facility would be open 24 hours per day, with shift changes occurring at 7 a.m. and 7 p.m.

The existing, two-story office building fronts City View Drive. The site has two existing parking lots. The first, accessed from City View Drive, would have 29 parking spaces and 42 bike spaces. The second, accessed from Quarry Park Drive, serves as the main parking lot. The building addition would be constructed on a portion of the main parking lot. As a result, this parking lot will be reconfigured to provide 119 spaces, an ambulance drop-off area, and loading dock.

The building addition would consist of three components; a one-story, 33,375 square-foot addition to the south, a one-story, 3,877 square-foot gymnasium addition to the west, and a two-story, 1,153 addition to the east (please

note totals are approximate). The 33,375 square-foot addition to the south will be connected to the existing building by two corridors. An enclosed outdoor activity yard is shown between the two buildings. The main entrance is accessed from the parking lot.

The primary façade material for the addition is a tan Exterior Insulated Finish System (EIFS), with dark bronze metal panel and tan modular stone used as accent materials. The landscape plan shows a mix of deciduous trees, arborvitae, and shrubs in the parking lots and adjacent to the main entrance. The existing street trees will remain.

Analysis and Conclusion

The applicant requests consideration of a conditional use for a hospital. This request is subject to the approval standards for Conditional Uses.

Conformance with Adopted Plans

The [Comprehensive Plan](#) (2018) recommends Medium Residential (MR) uses for the subject site. The Comprehensive Plan acknowledges that special area plans may assign more specific uses, intensities, or forms at a specific location and that if an inconsistency is identified between this Plan and a reasonably contemporary sub-area plan, substantial weight should be given to the sub-area plan. Staff considers the [Nelson Neighborhood Development Plan](#) ("Nelson NDP") to be a contemporary sub-area plan. The Nelson NDP recommends Employment uses for the subject site. Employment areas may include business and professional offices, hotels, biotech, medical uses, and research and development uses. The Nelson NDP recommends buildings be two to four stories in height, close to the street with no parking between the building and the sidewalk, and an accessible public entrance facing the street. The Plan also notes buffering between the district and any adjacent development that is primarily residential is necessary.

Conditional Use Standards

In regards to the approval standards, the Plan Commission shall not approve a conditional use without due consideration of the City's adopted plan recommendations, design guidelines, and finding that all of the conditional use standards of MGO §28.183(6) are met. Please note, recent changes to state law requires that conditional use findings must be based on "substantial evidence" that directly pertains to each standard and not based on personal preference or speculation.

Given due consideration of plans, staff believes the one-story addition could be appropriate and ultimately found consistent with the conditional use standards based on a variety of factors. This includes the existing conditions which already include a two-story building fronting a public street. The proposed one-story addition is along the rear of the existing building, away from the primary street frontage. While parking is recommended behind buildings, the site already includes an existing parking lot between the building and Quarry Park Road.

With the change of use, staff believes that additional buffering should be provided between the residential buildings across Quarry Park Drive. Based on the provided operational information, staff understands that the establishment of a hospital will result in different traffic patterns compared to a traditional office use. This includes shift changes, 24-hour operations, and ambulance drop-offs. Staff recommends a condition to update the landscape plan to show a landscape buffer with evergreen plantings along Quarry Park Road south of the driveway entrance, as noted in the recommended condition of approval. Staff believes this will better align the project with conditional use standards.

In regards to building design and Conditional Use Standard 9, staff notes that the proposed rear-facing addition is largely clad in EIFS. Unlike other Zoning Districts, there is no zoning prohibition on EIFS within the SE Zoning District and other nearby permitted uses would not be prohibited from using that material. Staff further notes that the site is within the limits of an active, private design review board which based on their requirements, is required to approve the development. As such, staff do not believe further façade requirements are necessary to ensure standard 9 is met.

Finally, staff provides the following comments regarding standard 6, “Measures, which may include transportation demand management (TDM) and participation in a transportation management association have been or will be taken to provide adequate ingress and egress, including all off-site improvements, so designed as to minimize traffic congestion and to ensure public safety and adequate traffic flow, both on-site and on the public streets.” The applicant has met with Metro Transit staff to discuss transit-related considerations for the proposed development. At the time of report writing, staff understands the proposed Transportation Demand Management Plan (TDMP) has addressed Metro Transit’s comments, as noted in the recommended conditions of approval.

Staff believes that the standards for conditional uses can be met, subject to the conditions recommended by the reviewing agencies.

Recommendation

Planning Division Recommendation (Contact Lisa McNabola, 243-0554)

The Planning Division recommends that the Plan Commission finds the approval standards for conditional uses are met and **approve** the conditional use for a hospital in the Suburban Employment (SE) District at 2335 City View Drive. All recommendations are subject to input at the public hearing and the conditions recommended by the reviewing agencies.

Recommended Conditions of Approval

Major/Non-Standard Conditions are Shaded

Planning Division (Contact Lisa McNabola, 243-0554)

1. The landscape plan shall be updated to show a landscape buffer with evergreen plantings along Quarry Park Road south of the driveway entrance.

Engineering Division (Contact Brenda Stanley, 261-9127)

2. The proposed sanitary lateral connection to the manhole in City View appears to encroach upon an existing sewer 8" diameter lateral for the lot to the south (2225 City View). Applicant shall confirm that there will be 12" of wall on the interior of the manhole structure between core openings not including boot if the proposed lateral location of proposed lateral is pursued. If there is not adequate wall, applicant shall replace manhole with a larger diameter manhole structure or connect to City sewer in a different location.
3. Applicant shall provide an operating procedure for disposal of rags/ or cloth material, instructing staff on proper means of disposal rather than into the sewer systems (flushing down toilet) as a condition for plan approval. The City may impose special charges billed directly to the hospital in accordance with section 35.02(9) of the Madison General Ordinances if waste discharges from the hospital causes extraordinary cost to the Madison Sewer Utility. A grinder pump may be required to be installed by the Madison Sewer Utility at lateral discharge locations if rag discharge is a reoccurring problem.
4. Obtain a permit to Excavate in the Right-of-Way for completing the improvements in the public Right-of-Way. The permit application is available on the City Engineering Division website at <http://www.cityofmadison.com/engineering/Permits.cfm>. As a condition of the permit a deposit to cover estimated City expenses will be required.
5. Madison Metropolitan Sewerage District (MMSD) charges are due and payable prior to Engineering sign-off, unless otherwise collected with a Developer's / Subdivision Contract. Contact Mark Moder (608-261-9250) to obtain the final MMSD billing a minimum of two (2) working days prior to requesting City Engineering signoff. (MGO 16.23(9)(d)(4))
6. Obtain a permanent sewer plug permit for each existing sanitary sewer lateral serving a property that is not to be reused and a temporary sewer plug permit for each sewer lateral that is to be reused by the development. The procedures and fee schedule is available online at <http://www.cityofmadison.com/engineering/permits.cfm>. (MGO CH 35.02(14))
7. Obtain a permit to plug each existing storm sewer. This permit application is available on line at <http://www.cityofmadison.com/engineering/permits.cfm>. (MGO CH 37.05(7))
8. An Erosion Control Permit is required for this project. See Storm comments for permit specific details and requirements.
9. A Storm Water Management Report and Storm Water Management Permit is required for this project. See Storm comments for report and permit specific details and requirements.
10. A Storm Water Maintenance Agreement (SWMA) is required for this project. See Storm comments for agreement specific details and requirements.
11. This site appears to disturb over one (1) acre of land and requires a permit from the WDNR for stormwater management and erosion control. The City of Madison has been required by the WDNR to review projects for compliance with NR216 and NR-151 however a separate permit submittal is still required to the WDNR for this work. The City of Madison cannot issue our permit until concurrence is obtained from the WDNR via their NOI or WRAPP permit process. Contact Eric Rortvedt at 273-5612 of the WDNR to discuss this

requirement. Information on this permit application is available on line:
<http://dnr.wi.gov/Runoff/stormwater/constrformsinfo.htm>.

The applicant is notified that the City of Madison is an approved agent of the Department of Safety and Professional Services (DSPS) and no separate submittal to this agency or CARPC is required for this project to proceed.

12. Revise the site plan to show all existing public sanitary sewer facilities in the project area as well as the size, invert elevation, and alignment of the proposed service. (POLICY)
13. This project will disturb 20,000 sf or more of land area and require an Erosion Control Plan. Please submit an 11" x 17" copy of an erosion control plan (pdf electronic copy preferred) to Megan Eberhardt (west) at meberhardt@cityofmadison.com, or Daniel Olivares (east) at daolivares@cityofmadison.com, for approval.

Demonstrate compliance with Section 37.07 and 37.08 of the Madison General Ordinances regarding permissible soil loss rates. Include Universal Soil Loss Equation (USLE) computations for the construction period with the erosion control plan. Measures shall be implemented in order to maintain a soil loss rate below 5.0 tons per acre per year. The WDNR provided workbook to compute USLE rates can be found online at <https://dnr.wi.gov/topic/stormwater/publications.html>

This project will require a concrete management plan and a construction dewatering plan as part of the erosion control plan to be reviewed and approved by the City Engineer's Office. If contaminated soil or groundwater conditions exist on or adjacent to this project additional WDNR, Public Health, and/or City Engineering approvals may be required prior to the issuance of the required Erosion Control Permit. (POLICY)

This project appears to require fire system testing that can result in significant amounts of water to be discharged to the project grade. The Contractor shall coordinate this testing with the erosion control measures and notify City Engineering 608-266-4751 prior to completing the test to document that appropriate measures have been taken to prevent erosion as a result of this testing.

Complete weekly self-inspection of the erosion control practices and post these inspections to the City of Madison website - as required by Chapter 37 of the Madison General Ordinances.

14. Prior to approval, this project shall comply with Chapter 37 of the Madison General Ordinances regarding stormwater management. Specifically, this development is required to submit a Storm Water Management Permit application, associated permit fee, Stormwater Management Plan, and Storm Water Management Report to City Engineering. The Stormwater Management Permit application can be found on City Engineering's website at <http://www.cityofmadison.com/engineering/Permits.cfm>.

The Storm Water Management Plan & Report shall include compliance with the following:

Report: Submit prior to plan sign-off, a stormwater management report stamped by a P.E. registered in the State of Wisconsin.

Electronic Data Files: Provide electronic copies of any stormwater management modeling or data files including SLAMM, RECARGA, TR-55, HYDROCAD, Sediment loading calculations, or any other electronic

modeling or data files. If calculations are done by hand or are not available electronically, the hand copies or printed output shall be scanned to a PDF file and provided to City Engineering. (POLICY and MGO 37.09(2))

Rate Control Redevelopment: By design detain the 10-year post construction design storm such that the peak discharge during this event is reduced 15% compared to the peak discharge from the 10-year design storm in the existing condition of the site. Further, the volumetric discharge leaving the post development site in the 10- year storm event shall be reduced by 5% compared to the volumetric discharge from the site in an existing condition during the 10-year storm event. These required rate and volume reductions shall be completed, using green infrastructure that captures at least the first 1/2 inch of rainfall over the total site impervious area. If additional stormwater controls are necessary beyond the first 1/2 inch of rainfall, either green or non-green infrastructure may be used.

TSS Redevelopment with TMDL: Reduce TSS by 80% off of the proposed development when compared with the existing site.

Submit a draft Stormwater Management Maintenance Agreement (SWMA) for review and approval that covers inspection and maintenance requirements for any BMP used to meet stormwater management requirements on this project.

15. Submit, prior to plan sign-off but after all revisions have been completed, digital PDF files to the Engineering Division. Email PDF file transmissions are preferred to: bstanley@cityofmadison.com (East) or ttroester@cityofmadison.com (West).

Fire Department (Contact William Sullivan, 261-9658)

16. The project shall comply with Madison General Ordinances and specifically, Chapter 34 Fire Prevention, the 2021 edition of the International Fire Code, and the latest editions of the applicable NFPA standards.

Water Utility (Contact Jeff Belshaw, 261-9835)

17. If you are looking for redundancy with the two separate water lines, it would be beneficial to connect both the lines directly to the water main in the road with a valve in between them so they can be isolated. Note U 5 is "Water Meter" typically the water meter is inside the building. Although we do allow meters to be outside, but they would have to be in a hotbox. Note U6 is "Reduce pressure backflow preventer" Static pressure in the area is 70 psi. A backflow preventer might be required inside the building, but is there a need for reducing valve?

18. Update utility plan to indicate the size of the water laterals.

19. A Water Service Application Form and fees must be submitted before connecting to the existing water system. Provide at least two working days notice between the application submittal and the requested installation or inspection appointment. Application materials are available on the Water Utility's Plumbers & Contractors website (<http://www.cityofmadison.com/water/plumbers-contractors>), otherwise they may be obtained from the Water Utility Main Office at 119 E Olin Ave. A licensed plumber signature is required on all water service applications. For new or replacement services, the property owner or authorized agent is also required to sign the application. A Water Meter Application Form will subsequently be required to

size & obtain a water meter establish a Water Utility customer account and/or establish a Water Utility fire service account. If you have questions regarding water service applications, please contact Madison Water Utility at (608) 266-4646.

Metro Transit (Contact Tim Sobota, 261-4289)

20. Effective June of 2023, Metro Transit and the City of Madison will only provide fixed route transit service along High Crossing Boulevard at stops serving the City View Drive intersection, just over 1/2 mile walking distance from the proposed redevelopment site. Metro Transit generally acknowledges the scoring language of the U.S. Green Building Council LEED standard for "Access to quality transit" being limited to transit stops located within a 1/4 mile walking distance of a development.
 21. The applicant has submitted a "Traffic Demand Management Plan" (dated January 11, 2023) and shall implement the services listed under item 4 towards supporting an accessible transportation plan for patients, visitors and employees who might otherwise be dependent upon City public transportation services. This private traffic demand management plan will supplement the City's fixed route transit service along High Crossing Boulevard that would not fulfill the 1/4 mile access definition referenced by the USGBC.
22. Metro Transit has submitted an informational table (dated 1/12/2023) identifying proximity and relative transit service frequency, effective June of 2023, for select major health care facilities in our service area [hospitals, behavioral health, urgent care sites and public health/lower cost clinics].

Traffic Engineering Division (Contact Sean Malloy, 266-5987)

23. The applicant shall submit one contiguous plan showing proposed conditions and one contiguous plan showing existing conditions for approval. The plan drawings shall be to engineering scale and include the following, when applicable: existing and proposed property lines; parcel addresses; all easements; vision triangles; pavement markings; signing; building placement; items in the terrace such as signs, street light poles, hydrants; surface types such as asphalt, concrete, grass, sidewalk; driveway approaches, including those adjacent to and across street from the project lot location; parking stall dimensions, including two (2) feet of vehicle overhang; drive aisle dimensions; semitrailer movement and vehicle routes; dimensions of radii; and percent of slope.
24. The Developer shall post a security deposit prior to the start of development. In the event that modifications need to be made to any City owned and/or maintained traffic signals, street lighting, signing, pavement marking and conduit/handholes, the Developer shall reimburse the City for all associated costs including engineering, labor and materials for both temporary and permanent installations.
25. The City Traffic Engineer may require public signing and marking related to the development; the Developer shall be financially responsible for such signing and marking.
26. All parking facility design shall conform to MGO standards, as set in section 10.08(6).
27. All bicycle parking adjacent pedestrian walkways shall have a 2 foot buffer zone to accommodate irregularly parked bicycles and/or bicycle trailers.

28. All pedestrian walkways adjacent parking stalls shall be 7 feet wide to accommodate vehicle overhang, signage and impediments to walkway movements. Any request for variance shall be submitted to and reviewed by City Traffic Engineering.
29. The applicant shall adhere to all vision triangle requirements as set in MGO 27.05 (No visual obstructions between the heights of 30 inches and 10 feet at a distance of 25 feet behind the property line at streets and 10 feet at driveways.). Alteration necessary to achieve compliance may include but are not limited to; substitution to transparent materials, removing sections of the structure and modifying or removing landscaping elements. If applicant believes public safety can be maintained they shall apply for a reduction of MGO 27.05(2)(bb) - Vision Clearance Triangles at Intersections Corners. Approval or denial of the reduction shall be the determination of the City Traffic Engineer.
30. The applicant shall provide a clearly defined 5' walkway from the front door to the public Right of Way clear of all obstructions to assist citizens with disabilities, especially those who use a wheel chair or are visually impaired. Obstructions include but are not limited to tree grates, planters, benches, parked vehicle overhang, signage and doors that swing outward into walkway.
31. "Stop" signs shall be installed at a height of seven (7) feet from the bottom of the sign at all class III driveway approaches, including existing driveways, behind the property line and noted on the plan. All directional/regulatory signage and pavement markings on the site shall be shown and noted on the plan.

Zoning Administrator (Contact Jacob Moskowitz, 266-4560)

32. Signage approvals are not granted by the Plan Commission. Signage must be reviewed for compliance with Chapter 31 Sign Codes of the Madison General Ordinances. Signage permits are issued by the Zoning Section of the Department of Planning and Community and Economic Development.

Forestry Section (Contact Jeffrey Heinecke, 266-4890)

33. Additional street trees are needed for this project. Tree planting specifications can be found in section 209 of City of Madison Standard Specifications for Public Works Construction (website: <https://www.cityofmadison.com/business/pw/specs.cfm>) - All street tree planting locations and tree species within the right of way shall be determined by City Forestry. A landscape plan and street tree planting plan shall be submitted in PDF format to City Forestry for approval of planting locations within the right of way and tree species. All available street tree planting locations shall be planted within the project boundaries. Add following note on the landscape plan: At least one week prior to street tree planting, Contractor shall contact City Forestry at (608) 266-4816 to schedule inspection and approval of nursery tree stock and review planting specifications with the landscaper.

Engineering Division – Mapping Section (Contact Julius Smith, 264-9276)

34. Provide for review, comprehensive reciprocal easements and agreements including, but not limited to, private water mains that are necessary to accomplish the site development as proposed prior to final sign off. The document(s) shall be executed and recorded prior to building permit issuance.

There is a proposed private water main/lateral shown along/possibly over a portion of the southerly parcel limits. The owner/applicant/consultant/contractor are collectively responsible to obtain any permanent or

temporary easement or right of entry necessary for the construction, soil retention, or future maintenance and repair that may be required on, under, or over the adjacent property to the south for this water line.

35. There is a proposed retaining wall very near or along the south side of this site. The owner/applicant/consultant/contractor are collectively responsible to obtain any permanent or temporary easement or right of entry necessary for the construction, soil retention, wall structural support or future maintenance that may be required on, under, or over the adjacent property to the south for this proposed foundation wall.
36. Correct the north arrow on sheets C5.0- C7.0
37. The primary entrance to the healthcare facility is off of Quarry Park Dr. Therefore, the address is now 5401 Quarry Park Dr. 2335 City View Dr will be retired when the property is sold to the new owners. The site plan shall reflect a proper street address of the property as reflected by official City of Madison Assessor's and Engineering Division records.

The following agencies reviewed the request and recommended no conditions of approval: Parks Division