



PREPARED FOR THE URBAN DESIGN COMMISSION

Project Address: 750 University Row

Application Type: Major Amendment to an Approved Planned Development (PD) for Expansion of UW Digestive Health Clinic in UDD 6
UDC will be an Approving and Advisory Body

Legistar File ID #: [83466](#)

Prepared By: Jessica Vaughn, AICP, UDC Secretary

Background Information

Applicant | Contact: Jenni Eschner, Eppstein Uhen Architects | Paul Lenhart, University Row Clinic, LLC/GI Clinic, LLC

Project Description: The applicant is proposing an expansion of the existing UW Digestive Health Clinic. The project includes the construction of a four-story outpatient clinic that includes the relocation of the main building entrance to University Row and the construction of a separate three-story, four-level parking structure with a covered walk-way connecting it to the building.

Project History: In June 2023, the UDC reviewed and subsequently approved a similar development proposal for the expansion of the UW Health Digestive Health Clinic (Legistar File ID [76633](#)). Like the current proposal, the previous approval included an addition to the existing clinic building that included a parking structure, as well as the relocation of the building's main entry to University Row. As part of this approval, several exceptions to the Transit Oriented Development (TOD) Overlay Zone were granted by the Common Council, as part of the Planned Development Zoning review. These included those related to maximum building setbacks and site standards for automobile infrastructure as it pertained to the location of the drop-off area being between the building and street. For reference, the specific TOD Overlay Zone exceptions that were approved as part of this application are noted below.

Approval Standards: The UDC will be both an **approving and advisory body** on this request. As an **approving body**, the UDC will be reviewing this as new development in Urban Design District 6 ("UDD 6"). This requires that the Urban Design Commission review the proposed project for consistency with the requirements and guidelines for that district in [MGO Section 33.24](#)(13).

The UDC will also be an **advisory body** on the Planned Development request. For Planned Developments the Urban Design Commission is required to provide a recommendation to the Plan Commission with specific findings on the design objectives listed in Zoning Code sections 28.098(2), Standards for Approval, including more specifically:

PD Standard (e), which generally speaks to coordinating "...architectural styles and building forms to achieve greater compatibility with surrounding land uses and create an environment of sustained aesthetic desirability compatible with the existing or intended character of the area and the statement of purpose of the PD District."

Zoning Related Information: While the project site is zoned Planned Development, it is also located within the Transit Oriented (TOD) Overlay Zone. As noted in the application materials, the applicant is seeking relief from the several of the TOD Overlay Zone requirements, including those related to maximum building setbacks and the site standards for automobile infrastructure, including, more specifically:

- At least 30 percent of the primary street-facing building facades shall be setback no more than 20 feet from the primary street (*exception previously approved*),
- Automobile parking, loading, drive aisles, and driveways, shall not be allowed between the primary street-facing facades and the primary public or private street (*exception previously approved*), and
- The same shall be setback from the primary street equal to or greater than the principal building setback (*exception previously approved*), and
- Parking structures shall integrate active uses along at least 50 percent of the primary street facing façade at the first floor. Because the parking structure changed from being an element that was part of the building addition to a free-standing structure, this exception is part of the current Planned Development Major Amendment request.

The decision to grant a waiver will ultimately be considered by the Plan Commission, with the Common Council making the final decision.

Summary of Design Considerations

Planning Division staff requests that the UDC review the proposed development and provide feedback based on the above-referenced standards for Planned Developments, as well as the UDD 6 requirements and guidelines as it pertains to the design considerations noted below.

- **Site Planning Considerations – Parking Structure.** The applicant is proposing a revised site and building designs, requiring new applications to be reviewed. In several regards, staff believes that the previously approved parking structure was more integrated into the design and programming for the site. That structure was primarily located behind the clinic building, minimizing its street presence and providing direct connections between the parking structure and building. Regarding the exterior design, the previous plans incorporated a similar material palette as the primary clinic building. In addition, the previously approved drop-off area was smaller and accommodated only one-way traffic and incorporated significant details and landscape to promote a separate pedestrian pathway with a more substantial buffer.

The current proposal includes the construction of separate parking structure that staff believes is less integrated into the overall site design and building programming than previously approved. While an above-grade covered walkway is shown connecting the parking structure and building, few details are provided with regard to the design of this feature. In addition, the one-way drop-off loop has been expanded to also be the main point of access to the parking structure, and now includes two-way traffic for a portion of the drive, resulting the vehicle infrastructure being a more dominant feature between the building and the street. Staff notes that while traffic circulation is not under the purview of the UDC, the modified site plan results in site and landscape elements that could be reviewed by the Commission, including the placement of parking, providing adequate buffers and screening, especially as it relates to the UDD 6 guidelines and requirements and PD standards.

Recognizing that revised plans are now before the UDC, the Commission's role is to provide feedback on how the current plans and parking structure relate to the Planned Development and UDD 6 guidelines and requirements, including those related to:

- Parking location (UDD 6 the location and placement of parking areas being at the side or behind buildings),

- Overall design aesthetic and materials,
 - Screening, and
 - The PD standards related to compatibility with surrounding land uses and create an environment of sustained aesthetic desirability compatible.
- **Building Design and Materials.** UDD 6 Building Design guidelines and requirements speak to the use of high-quality, low maintenance materials that are complementary to and compatible with the existing and surrounding building(s), utilizing four-sided architecture, and minimizing blank wall expanses, especially along the street. In addition, as an advisory body to the Plan Commission on the Planned Development portion of the request, including the TOD Overlay exceptions, consideration should also be given to the PD Standard (e), which in part states that the PD District shall “...*create an environment of sustained aesthetic desirability compatible with the existing or intended character of the area*”.

As noted in the application materials, the proposed clinic addition will continue the existing material palette and the design of the proposed building addition draws upon that of the existing building, including masonry, stone and metal panel. However, the parking structure appears to be primarily comprised of precast concrete panels, masonry, and weathered steel.

Staff requests the UDC provide feedback on the proposed building design and material palette as it relates to creating a cohesive and/or complementary architectural expression, especially where the proposed addition meets the existing building and incorporates a clear building entry, and on the architectural detailing/materials of the parking structure, as well as the at-grade covered walkway connecting the parking structure to the building.

ATTACHMENT
PD Zoning Statement of Purpose and Standards

28.098 (1) Statement of Purpose.

The Planned Development (PD) District is established to provide a voluntary regulatory framework as a means to facilitate the unique development of land in an integrated and innovative fashion, to allow for flexibility in site design, and to encourage development that is sensitive to environmental, cultural, and economic considerations, and that features high-quality architecture and building materials. In addition, the Planned Development District is intended to achieve one or more of the following objectives:

- (a) Promotion of green building technologies, low-impact development techniques for stormwater management, and other innovative measures that encourage sustainable development.
- (b) Promotion of integrated land uses allowing for a mixture of residential, commercial, and public facilities along corridors and in transitional areas, with enhanced pedestrian, bicycle and transit connections and amenities.
- (c) Preservation and enhancement of important environmental features through careful and sensitive placement of buildings and facilities.
- (d) Preservation of historic buildings, structures, or landscape features through adaptive reuse of public or private preservation of land.
- (e) Provision of more adequate, usable, and suitably located open space, recreational amenities, and other public facilities than would otherwise be provided under conventional land development techniques.
- (f) Facilitation of high-quality development that is consistent with the goals, objectives, policies, and recommendations of the Comprehensive Plan and adopted neighborhood, corridor or special area plans.

28.098(2) Approval Standards for Project

The standards for approval of a zoning map amendment to the PD District, or any major alteration to an approved General Development Plan, are as follows:

- (a) The applicant shall demonstrate that no other base zoning district can be used to achieve a substantially similar pattern of development. Planned developments shall not be allowed simply for the purpose of increasing overall density or allowing development that otherwise could not be approved unless the development also meets one or more of the objectives of (1) above. Conditions under which planned development may be appropriate include:
 - 1. Site conditions such as steep topography or other unusual physical features; or
 - 2. Redevelopment of an existing area or use of an infill site that could not be reasonably developed under base zoning district requirements.
- (b) The PD District plan shall facilitate the development or redevelopment goals of the Comprehensive Plan and of adopted neighborhood, corridor or special area plans.
- (c) The PD District plan shall not adversely affect the economic health of the City or the area of the City where the development is proposed. The City shall be able to provide municipal services to the property where the planned development is proposed without a significant increase of the cost of providing those services or economic impact on municipal utilities serving that area.

- (d) The PD District plan shall not create traffic or parking demands disproportionate to the facilities and improvements designed to meet those demands. A traffic demand management plan may be required as a way to resolve traffic and parking concerns. The Plan shall include measurable goals, strategies, and actions to encourage travelers to use alternatives to driving alone, especially at congested times of day. Strategies and actions may include, but are not limited to, carpools and vanpools; public and private transit; promotion of bicycling, walking and other non-motorized travel; flexible work schedules and parking management programs to substantially reduce automobile trips.
- (e) The PD District plan shall coordinate architectural styles and building forms to achieve greater compatibility with surrounding land uses and create an environment of sustained aesthetic desirability compatible with the existing or intended character of the area and the statement of purpose of the PD District.
- (f) The PD District plan shall include open space suitable to the type and character of development proposed, including for projects with residential components, a mix of structured and natural spaces for use by residents and visitors. Areas for stormwater management, parking, or in the public right of way shall not be used to satisfy this requirement.
- (g) The PD district shall include suitable assurances that each phase could be completed in a manner that would not result in an adverse effect upon the community as a result of termination at that point.
- (h) When applying the above standards to an application for height in excess of that allowed in Section 28.071(2)(a) Downtown Height Map, except as provided for in Section 28.071(2)(a)1. and Section 28.071(2)(b), the Plan Commission shall consider the recommendations in adopted plans and no application for excess height shall be granted by the Plan Commission unless it finds that all of the following conditions are present:
 1. The excess height is compatible with the existing or planned (if the recommendations in the Downtown Plan call for changes) character of the surrounding area, including but not limited to the scale, mass, rhythm, and setbacks of buildings and relationships to street frontages and public spaces.
 2. The excess height allows for a demonstrated higher quality building than could be achieved without the additional stories.
 3. The scale, massing and design of new buildings complement and positively contribute to the setting of any landmark buildings within or adjacent to the project and create a pleasing visual relationship with them.
 4. For projects proposed in priority viewsheds and other views and vistas identified on the Views and Vistas Map in the City of Madison Downtown Plan, there are no negative impacts on the viewshed as demonstrated by viewshed studies prepared by the applicant.
- (i) When applying the above standards to an application to reduce or eliminate setbacks required by Section 28.071(2)(c) Downtown Stepback Map, the Plan Commission shall consider the recommendations in adopted plans, including the downtown plan. No application to reduce or eliminate setbacks may be granted unless it finds that all of the following conditions are present:
 1. The lot is a corner parcel.
 2. The lot is not part of a larger assemblage of properties.
 3. The entire lot is vacant or improved with only a surface parking lot.
 4. No principal buildings on the lot have been demolished or removed since the effective date of this ordinance