

# PLANNING DIVISION STAFF REPORT

SEPTEMBER 2, 2015 URBAN DESIGN COMMISSION

SEPTEMBER 21, 2015 PLAN COMMISSION



**Project Address:** 702-750 University Row

**Application Type:** Zoning Map Amendment

**Legistar File ID #** [39896](#)

**Prepared By:** Timothy M. Parks, Planning Division  
Report includes comments from other City agencies, as noted.

## Summary

**Applicant & Property Owner:** Andrew Howick, University Hospital and Clinics Authority/ UW Health; 600 Highland Avenue; Madison.

**Agent:** Dan Day, D’Onofrio Kottke & Associates, LLC; 7530 Westward Way; Middleton.

**Requested Actions:** Approval of a request to rezone 702-750 University Row, Lots 2 and 3 of University Crossing, from PD(GDP) (Planned Development District–General Development Plan) to PD(SIP) (Planned Development District–Specific Implementation Plan) and approval of a Specific Implementation Plan to allow construction of a temporary parking lot with approximately 300 stalls.

**Proposal Summary:** The University Hospital and Clinics Authority/ UW Health is requesting approval of a Specific Implementation Plan to allow construction of three surface parking lots containing 299 stalls on Lots 2 and 3 of the University Crossing Planned Development. The parking will replace existing satellite parking for University Hospital that the Authority leases from the State of Wisconsin on the Hill Farms property on Sheboygan Avenue. The portion of the Hill Farms parking lot the applicant leases is being eliminated as part of the construction of a new State office building proposed to replace the existing office building on that site. Construction of the subject parking lots will commence as soon as all regulatory approvals have been granted, with completion scheduled for this fall.

**Applicable Regulations & Standards:** Section 28.182 of the Zoning Code provides the process for zoning map amendments. The approval process and standards for Planned Development districts is outlined in Section 28.098 of the Zoning Code. The subject site is located in Urban Design District 6, the rules for which are outlined in Section 33.24(13) of the Urban Design Commission ordinance.

**Review Required By:** Urban Design Commission, Plan Commission and Common Council.

**Summary Recommendation:** The Planning Division recommends that the Plan Commission forward Zoning Map Amendment ID 28.022–00183, rezoning 702-750 University Row from PD-GDP to PD-SIP and approving a Specific Implementation Plan to allow construction of a temporary parking lot, to the Common Council with a recommendation of **approval** following a recommendation by the Urban Design Commission and subject to input at the public hearing and the conditions from reviewing agencies beginning on page 5 of this report.

## Background Information

**Parcel Location:** The subject site is a 4.76-acre parcel generally located on the west side of University Row between University Avenue and Silvertree Run; Urban Design District 6; Aldermanic District 19 (Clear); Madison Metropolitan School District.

**Existing Conditions and Land Use:** The subject site is undeveloped and zoned PD.

**Surrounding Land Uses and Zoning:**

North: UW Health Digestive Health Clinic, zoned PD; Single-family residences in the Spring Harbor neighborhood and Water Utility Well 14 across University Avenue, zoned R1 (Single-Family Residence District);

South: Wisconsin Southern Railroad right of way and Old Middleton Road; single-, two-, and multi-family residences, zoned SR-C2 (Suburban Residential–Consistent 2 District), PD and NMX (Neighborhood Mixed-Use District);

West: Spring Harbor Animal Hospital, Midas, Motorcycle Performance along University Avenue, zoned SE (Suburban Employment District); Trillium Homes, zoned TR-P (Traditional Residential–Planned District);

East: Wisconsin Public Service Commission Building, zoned SE; mixed-use building with 115 apartments and 5,800 square feet of first floor commercial and 340-stall parking garage, zoned PD.

**Adopted Land Use Plans:** The Comprehensive Plan identifies most of the site for future Employment development with the exception of the N. Whitney Way frontage, which is recommended for Community Mixed-Use development. In addition, the Comprehensive Plan identifies the Old Middleton Road and N. Whitney Way intersection for future Transit-Oriented Development.

The subject site is also located within the boundaries of the Spring Harbor Neighborhood Plan, which includes land use recommendations that largely follow the Comprehensive Plan recommendations for the property but also include a recommendation that the neighborhood mixed-use development recommendation along N. Whitney Way be amplified to the community mixed-use development designation, which typically connotes a more intensive development form and mix of uses. The Spring Harbor Neighborhood Plan also includes myriad design recommendations for new development and the University Avenue corridor.

**Zoning Summary:** The site is zoned PD. The project will be reviewed in the following sections.

| Other Critical Zoning Items   |  |
|---|--|
| Yes:  | Wellhead Protection (Zone A, WP 14), Urban Design (PD zoning, Urban Design Dist. 6), Utility Easements |
| No:   | Floodplain, Landmarks, Waterfront Development, Adjacent to Parkland                                    |
| <i>Prepared by: Jenny Kirchgatter, Assistant Zoning Administrator</i> |  |

**Environmental Corridor Status:** This property is not located within a mapped environmental corridor (see CARPC Map C8).

**Public Utilities and Services:** This property is served by a full range of urban services. Metro Transit operates daily transit service along University Avenue west of the N. Whitney Way intersection and through University Crossing on University Row and Silvertree Run. Weekend-only service operates along N. Whitney Way and University Avenue adjacent to the site.

## Previous Approvals

On October 4, 2011, the Common Council approved a request to rezone 5063-5119 University Avenue and 702 N. Whitney Way from C3 (Highway Commercial District) to Planned Unit Development-General Development Plan (PUD-GDP) to guide redevelopment of the site as a mixed-use/ employment development, and Planned Unit Development-General Development Plan-Specific Implementation Plan (PUD-GDP-SIP) [1966 Zoning Code] to allow construction of a 60,000 square-foot medical office building on a 3.75-acre parcel in the first phase, and approved the preliminary plat and final plat of University Crossing, creating 7 lots for the future development and 1 outlots for public stormwater management. The Plan Commission approved a demolition permit on September 19, 2011 to allow 11 existing commercial buildings to be demolished as part of the proposed redevelopment, and recommended approval of the above rezoning and subdivision plat.

On April 17, 2012, the Common Council approved a request to rezone 725-749 University Row from PUD-GDP to PUD-SIP to allow construction of a mixed-use building with 115 apartments and 5,800 square feet of first floor commercial and 340-stall parking garage, and construction of a 54,000 square-foot retail/office building.

## Project Description

The University Hospital and Clinics Authority (UHCA) is requesting approval of a Specific Implementation Plan to construct two parking lots containing 299 stalls on 4.76 undeveloped acres in the University Crossing Planned Development on the west side of University Row south of University Avenue and the existing 60,000 square-foot UW Health Digestive Health Clinic. The parking lots will be constructed on Lots 2 and 3 of the University Crossing subdivision. The proposed parking will replace 300 existing satellite parking stalls for University Hospital that the applicant leases from the State of Wisconsin on its Hill Farms property on Sheboygan Avenue. The portion of the Hill Farms parking lot the applicant leases is being eliminated as part of the forthcoming construction of a new State office building on that site, which will replace the existing Department of Transportation building. The applicant indicates that the 299 stalls will be temporary and that development of the site in accordance with the approved University Crossing General Development Plan is still anticipated over the next 5 years. The letter of intent indicates that the 299 satellite parking stalls will be incorporated into the surface and structured parking that will be constructed to serve the future buildings.

The proposed temporary lots will include a 135-stall expansion of the existing surface parking lot located south of the Digestive Health Clinic, which is accessed by 2 existing driveways off of University Row. The second parking area will be located downhill from the first on the southwestern corner of Lot 2 and on Lot 3 and will include a smaller lot of 30 stalls located adjacent to the existing roundabout at University Row and Silvertree Run. The remaining 134 stalls will be located along the southernmost property line. Access to the southern parking areas will be provided from a new driveway to be constructed off the roundabout. A shuttle bus stop is shown in each of the two parking areas proposed. The applicant has indicated verbally to staff that the parking areas will be for use by its employees for a fee. Private shuttle buses will be used to transport those employees to the hospital. No landscaping and minimal site lighting are proposed. Hours of operation for the satellite parking will be 5:00 AM to 10:00 PM daily.

The approved General Development Plan for University Crossing calls for two medical office/ clinic buildings to be built in phases on Lot 2, including a four-story, 70,000 square-foot building to be located along the west side of University Row, and a three-story, 80,000 square-foot building to be located on the northwestern corner of the University Row-Silvertree Run roundabout. Construction of a three-story, 40,000 square-foot medical-related hospitality use is anticipated on Lot 3 on the south side of Silvertree Run adjacent to the parking

structure for the PSC Building. This cluster of buildings will initially be served by surface parking, with 2 three-story parking structures with approximately 800 spaces proposed to eventually serve this portion of the development. Overall, approximately 488,200 gross square feet of space is planned in 7 buildings across the larger 14.3-acre University Crossing site, with the 1,360 to 1,460 parking spaces to be located in a variety of surface stalls and in 3 parking structures. Three of the approved buildings and one parking structure have been built so far.

## Analysis and Conclusion

The University Crossing development was the subject of over 2 years of discussion, first between the City and Erdman Holdings, and later with Paul Lenhart, Krupp Construction, and the University Hospital and Clinics Authority. The initial planned development and plat proposed by Erdman Holdings called for an intensity of development relatively similar to the general development plan proposed by Lenhart/ Krupp/ UHCA and approved by the Common Council in 2011. However, the phasing of the Erdman development beyond a first phase medical office building could not guarantee that the 14.3-acre site would be developed with other than a scattering of office buildings and supporting retail served by surface parking, which the Planning Division did not feel comported to the land use and design recommendations for the site in the Comprehensive Plan and Spring Harbor Neighborhood Plan. Staff felt that the Lenhart/ Krupp/ UHCA general development plan subsequently approved addressed the earlier concerns about density, design, phasing and plan conformance in part due to its use of structured parking to drive the anticipated redevelopment plan.

The Planning Division believes that the Plan Commission can find the standards met to approve the Specific Implementation Plan for two satellite parking lots in the University Crossing Planned Development on the premise that the proposed lots and 299 stalls will be temporary. To that end, staff recommends that the approval to use the parking areas expire approximately 3 years after the anticipated substantial completion and opening of the lots. The applicant has requested that the parking lots be approved with no landscaping beyond existing perimeter trees to reinforce the temporary nature of the parking facilities, and staff is willing to support the minimal treatment of these lots on the premise that the parking lots will be gone in 3 years or so. Staff believes that the development of permanent surface parking lots of the scale proposed by the subject specific implementation plan would be inconsistent with the approved general development plan both in terms of size and design. However, staff can support the temporary use of the subject site for satellite parking until the next phases of the University Crossing development proceed, which the applicant indicates will occur in the next few years.

## Recommendation

### Planning Division Recommendation (Contact Timothy M. Parks, 261-9632)

The Planning Division recommends that the Plan Commission forward Zoning Map Amendment ID 28.022–00183, rezoning 702-750 University Row, from PD(GDP) to PD(SIP) and approving a Specific Implementation Plan to allow construction of a temporary surface parking lot, to the Common Council with a recommendation of **approval** following a recommendation by the Urban Design Commission and subject to input at the public hearing, the following Planning Division condition(s) and the conditions from reviewing agencies:

**Planning Division**

1. The approval for the temporary parking lots shall expire on January 1, 2019, at which time the lots shall be closed. Within 90 days of that date, the parking areas shall be demolished, the curb cuts removed, and the terrace and parking areas seeded with grass unless the applicant has received approval from the Common Council of an amended Specific Implementation Plan to allow the parking areas to remain. As a condition of approval of an amended PD(SIP) to allow the lots to remain, the applicant shall submit plans for the parking areas that include landscaping in excess of the minimums required in Urban Design District 6, sidewalks to connect the parking lots to University Row and Silvertree Run, and permanent curb, gutter, walkways and lighting.
2. Use of the temporary parking lots and any shuttle transportation from the site shall only be for use by off-site University Hospital and Clinics Authority (UHCA)/ UW Health employees and permitted contractors. Use of the parking and shuttle shall be by permit only. No public parking shall be permitted. The parking lots shall not be used for special events.
3. That details of the shuttle bus stop structure(s) be approved by the Planning Division prior to final approval and recording of the Specific Implementation Plan.
4. Grading for the southern temporary parking lot shall not adversely impact the grade of the 20-foot pedestrian-bicycle easement dedicated to the City with the plat of University Crossing.

**The following conditions have been submitted by reviewing agencies:**

**City Engineering Division** (Contact Brenda Stanley, 266-4537)

5. The applicant shall demonstrate compliance with Section 37.07 and 37.08 of Madison General Ordinances regarding permissible soil loss rates. The erosion control plan shall include Universal Soil Loss Equation (USLE) computations for the construction period. Measures shall be implemented in order to maintain a soil loss rate below 5.0-tons per acre per year.
6. Prior to approval, this project shall comply with Chapter 37 of the Madison General Ordinances regarding stormwater management. Specifically, this development is required to: reduce TSS by 80% (control the 5 micron particle) off of newly developed areas compared to no controls; provide oil and grease control from the first 1/2" of runoff from parking areas, and; complete an erosion control plan and 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 MGO.
7. The plan set shall be revised to show more information on proposed drainage for the site. This shall be accomplished by using spot elevations and drainage arrows or through the use of proposed contours. It is necessary to show the location of drainage leaving the site to the public right of way. It may be necessary to provide information off the site to fully meet this requirement.
8. The applicant shall submit, prior to plan sign-off, digital PDF files to the City Engineering Division. The digital copies shall be to scale, shall have a scale bar on the plan set, and shall contain the following items: building footprints; internal walkway areas; internal site parking areas; lot lines and right-of-way lines; street names,

stormwater management facilities and; detail drawings associated with stormwater management facilities (including if applicable planting plans).

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

9. The applicant shall submit one contiguous plan showing proposed conditions and one contiguous plan showing existing conditions for approval. The plan drawings shall be scaled to 1" = 20' and include the following, when applicable: existing and proposed property lines; parcel addresses; all easements; pavement markings; signing; building placement; items in the terrace such as signs, street light poles, hydrants; surface types such as asphalt, concrete, grass, sidewalk; driveway approaches, including those adjacent to and across street from the project lot location; parking stall dimensions, including 2 feet of vehicle overhang; drive aisle dimensions; semitrailer movement and vehicle routes; dimensions of radii; and percent of slope.
10. 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.
11. All parking facility design shall conform to the standards in MGO Section 10.08(6).

**Zoning Administrator** (Contact Matt Tucker, 266-4569)

→ **Comments from the Zoning Administrator will be provided separately once available.**

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

This agency submitted a response with no comments or conditions for this request.

**Water Utility** (Contact Dennis Cawley, 261-9243)

12. This property is located in wellhead protection district WP-14. This proposed use is allowed in this district. Any proposed changes in use shall be approved by the Water Utility General Manager or his designee.
13. Note: All operating private wells shall be identified and permitted by the Madison Water Utility and all unused private wells shall be abandoned in accordance with MGO Sec. 13.21.

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

This agency submitted a response with no conditions for this request.

**Parks Division** (Contact Kay Rutledge, 266-4714)

14. Approval of plans for this project does not include any approval to prune, remove or plant trees in the public right of way. Permission for such activities must be obtained from the City Forester, 266-4816.