

PREPARED FOR THE PLAN COMMISSION



Project Address: 702-750 University Row
Application Type: Amended Planned Development – Specific Implementation Plan
Legistar File ID # [53023](#)
Prepared By: Timothy M. Parks, Planning Division
Report includes comments from other City agencies, as noted.

Summary

Applicant & Property Owner: Mike Grady and Juli Aulik, University Hospital and Clinics Authority; 600 Highland Avenue; Madison.

Contact Person: Doug Hursh and Gene Post, Potter Lawson, Inc.; 749 University Row, Suite 300; Madison.

Requested Actions: Approval of an amended Planned Development–Specific Implementation Plan for 702-750 University Row (Lots 2 and 3 of University Crossing) to allow a 299-stall temporary parking facility to remain for four additional years beyond a previously approved expiration date.

Proposal Summary: The University Hospital and Clinics Authority is requesting approval of an amended Specific Implementation Plan to allow two surface parking lots containing 299 stalls on Lots 2 and 3 of the University Crossing Planned Development that were approved in 2015 to remain passed a previously approved January 1, 2019 expiration date. The amended Specific Implementation Plan requests that the lots remain for four additional years until January 1, 2023, and for the installation of full improvements for the parking lots to be postponed until after that date.

Applicable Regulations & Standards: The approval process and standards for Planned Development districts is outlined in Section 28.098 of the Zoning Code. Section 28.182 of the Zoning Code provides the process for zoning map amendments. 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 28.022–00346, amending the Specific Implementation Plan for 702-750 University Row to extend the approval for two temporary parking lots for four additional years until January 1, 2023, to the Common Council with a recommendation of **approval** subject to the approval of the Urban Design Commission, input at the public hearing, and the conditions from reviewing agencies beginning on page 4 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 (Furman); Madison Metropolitan School District.

Existing Conditions and Land Use: The subject site is developed with two surface parking lots totaling 299 auto stalls, zoned PD.

Surrounding Land Uses and Zoning:

North: UW Health Digestive Health Clinic, zoned PD;

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 2006 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 application was submitted prior to the adoption of the 2018 *Imagine Madison Comprehensive Plan*, which recommends the subject site and entire University Crossing development for Community Mixed-Use development.]

The subject site is also located within the boundaries of the 2006 Spring Harbor Neighborhood Plan, which includes land use recommendations that largely follow the 2006 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
Prepared by: Jenny Kirchgatter, Assistant Zoning Administrator	

Environmental Corridor Status: This property is not located within a mapped environmental corridor

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 and Project History

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 seven lots for the future development and one outlot for public stormwater management. The Plan Commission approved a demolition permit on September 19, 2011 to allow eleven commercial buildings to be demolished as part of the proposed redevelopment, and recommended approval of the rezoning and subdivision plat.

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 Public Service Commission Building. This cluster of buildings will initially be served by surface parking, with two 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 seven 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 three parking structures. Three of the approved buildings and one parking structure have been built so far.

On October 6, 2015, the Common Council approved a Specific Implementation Plan for 702-750 University Row (University Crossing, Lots 2 and 3) to allow construction of a *temporary* parking lot with 299 stalls subject to conditions, including a condition requiring that 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 condition required that the parking areas 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 SIP to allow the lots to remain, the applicant would be required to 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. The applicant indicated in their 2015 request that the 299 stalls were temporary and that development of the site in accordance with the approved University Crossing General Development Plan was anticipated over the next five years (by 2020).

Project Description, Analysis and Conclusion

The University Hospital and Clinics Authority (UHCA) is requesting approval of an amended Specific Implementation Plan to allow two temporary parking lots containing a total of 299 stalls to remain past a previously approved January 1, 2019 expiration date. The temporary lots were constructed on Lots 2 and 3 of the University Crossing subdivision and Planned Development following an October 2015 Specific Implementation Plan approval to provide replacement satellite parking for UW Health employees that previously parked at the Hill Farms State Office Building on Sheboygan Avenue prior to its redevelopment.

The temporary lots consist of a 135-stall extension of the surface parking lot located south of the Digestive Health Clinic at 750 University Row, and a separate 164-stall lot primarily located along the southernmost property line of the development on land addressed as 702 University Row. Access to the southern parking area is provided from a driveway extending into the site from the University Row–Silvertree Run roundabout, while the northern lot is accessed from two driveways from University Row that serve the Digestive Health Clinic. Private shuttle buses are used to transport the employee users of the lot to University Hospital from shuttle bus stops located in each lot. The parking lots were installed with minimal site lighting and no landscaping (in islands or along the perimeter). Hours of operation for the satellite parking are 5:00 AM to 10:00 PM daily.

As noted above, the 2015 approval was conditioned upon the closure of the lots on January 1, 2019 and removal of the lots by April 1, 2019 unless the applicant received approval from the Common Council of an amended Specific Implementation Plan to allow the parking areas to remain. If the lots were to remain past the 2019 dates, the same condition required that the lots be landscaped in accordance with Urban Design District 6 and for the lots to have curbs/wheel stops, sidewalks, lighting, etc. similar to those found in other permanent parking lots. The applicant is seeking approval of the amended Specific Implementation Plan to extend the temporary condition of the parking lots for four additional years until January 1, 2023, including postponement of the installation of the permanent improvements for the parking facility required by the 2015 condition.

In requesting the four additional years for the temporary parking facility, the applicant cites a 2017 joint operating agreement (JOA) between UW Health and Unity Point Health-Meriter that has caused those two medical groups to “consider their shared real estate portfolios” and resulted in UW Health suspending planning for new projects, including on Lots 2 and 3 of University Crossing. The current letter of intent indicates that the four-year extension will allow UW Health to complete planning under the JOA while continuing to provide “valued” satellite parking for employees of University Hospital. The applicants have indicated in meetings with Planning staff that they do not wish to incur the costs for improving the parking lots to a permanent standard anticipating that the property will eventually be developed in accordance the University Crossing General Development Plan.

The Planning Division believes that the Plan Commission and Common Council can find the standards met to approve the four-year extension for the parking lots on Lots 2 and 3 of University Crossing and to postpone installation of permanent improvements to those lots while UW Health continues to plan for its future facility needs under the auspices of the JOA with Unity Point Health-Meriter. Staff hopes that before the end of the four years afforded by this extension that development of the subject site will commence, either in accordance with the 2011 University Crossing General Development Plan or an amended plan. At a minimum, staff recommends with this approval that the parking lots be improved to a permanent standard to be determined as part of a subsequent Specific Implementation Plan similar to the condition of the 2015 approval.

Recommendation

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

The Planning Division recommends that the Plan Commission forward Zoning Map Amendment ID 28.022–00346, amending the Specific Implementation Plan for 702-750 University Row to extend the approval for two temporary parking lots for four additional years, to the Common Council with a recommendation of **approval** subject to the approval of the Urban Design Commission, input at the public hearing, and the following conditions:

Recommended Conditions of Approval

Major/Non-Standard Conditions are Shaded

1. The approval for the temporary parking lots shall expire on January 1, 2023, 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 Specific Implementation Plan 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 and the Zoning Code, 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 continue to only be for use by off-site University Hospital and Clinics Authority and 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.

Urban Design Commission

The On September 26, 2018, the Urban Design Commission granted final approval of the amended Specific Implementation Plan to allow the four-year extension of the temporary parking lots without conditions.

The following conditions have been submitted by reviewing agencies:

City Engineering Division (Contact Tim Troester, 267-1995)

The agency reviewed this request and has recommended no conditions of approval.

City Engineering Division–Mapping Section (Contact Jeff Quamme, 266-4097)

The agency reviewed this request and has recommended no conditions of approval.

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

The agency reviewed this request and has recommended no conditions of approval.

Zoning Administrator (Contact Jenny Kirchgatter, 266-4429)

The agency reviewed this request and has recommended no conditions of approval.

Fire Department (Contact Bill Sullivan, 261-9658)

The agency reviewed this request and has recommended no conditions of approval.

Water Utility (Contact Adam Wiederhoeft, 266-9121)

The agency reviewed this request and has recommended no conditions of approval.

Parks Division (Contact Kathleen Kane, 261-9671)

The agency reviewed this request and has recommended no conditions of approval.

Metro Transit (Contact Tim Sobota, 261-4289)

This agency reviewed this request and has recommended no conditions or approval.