



PREPARED FOR THE PLAN COMMISSION

Project Address: 750 University Row
Application Type: PD(SIP) Alteration
Legistar File ID # [91646](#)
Prepared By: Timothy M. Parks, Planning Division
Report includes comments from other City agencies, as noted
Reviewed By: Kevin Firchow and Meagan Tuttle, Planning Division

Summary

Applicant & Property Owner: Paul G. Lenhart, University Row Clinic, LLC; 749 University Row, Suite 101; Madison.

Contact Person: Jenni Eschner; Eppstein Uhen Architects; 309 W Johnson Street, Suite 202; Madison.

Requested Action: Consideration of an alteration to an approved Planned Development–Specific Implementation Plan (PD-SIP) to approve revised plans for a parking structure to serve an expanded medical clinic at 750 University Row.

Proposal Summary: The applicant and property owner are seeking approval of revised plans for a four-level, 792-stall parking facility being constructed to serve a four-story, 189,000 square-foot addition to the UW Health Digestive Health Center clinic at 750 University Row. The alteration proposes to eliminate a solar collection system approved on the top level of the parking structure, which the applicant indicates is no longer financially feasible. Construction of the proposed addition and parking structure is ongoing, with completion scheduled for the second quarter of 2027.

Applicable Regulations & Standards: Section 28.098(6) states that alterations to Planned Developments may be approved by the Plan Commission if the requested alterations are consistent with the concept approved by the Common Council using the review standards in Section 28.098(2). 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. The requirements for properties located in the Transit-Oriented Development (TOD) overlay district are outlined in Section 28.104 of the Zoning Code.

Review Required By: Plan Commission. The proposal has been administratively reviewed by Secretary of the Urban Design Commission.

Summary Recommendation: The Planning Division recommends that the Plan Commission find the proposed alteration to approve revised plans for a parking structure to serve an expanded medical clinic at 750 University Row is consistent with the Specific Implementation Plan approved by the Common Council and the Planned Development standards and **approve** the request, 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 6.2-acre parcel generally located on the west side of University Row between University Avenue and Silvertree Run; Urban Design Dist. 6; Alder District 19 (Guequierre); Madison Metropolitan School District.

Existing Conditions and Land Use: UW Health Digestive Health Center clinic, zoned PD.

Surrounding Land Uses and Zoning:

North: Single-family residences in the Spring Harbor neighborhood and Madison Water Utility Unit Well 14 across University Avenue, zoned SR-C1 (Suburban Residential–Consistent 1 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, MOKA along University Avenue; Harbor View Apartments, 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 across University Row, zoned PD.

Adopted Land Use Plans: The 2024 [West Area Plan](#) identifies the subject site, overall University Crossing Planned Development, and adjacent mixed-use development to the northwest for Community Mixed-Use (CMU). The Trillium Homes development directly west of the UW Health Digestive Health Center is recommended for Low-Medium Residential (LMR).

Zoning Summary: The site is zoned PD and located within the Transit-Oriented Development (TOD) Overlay District. 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; Transit-Oriented Development (TOD) Overlay District
No:	Floodplain, Landmarks, Waterfront Development, Adjacent to Parkland
<i>Prepared by: Jacob Moskowitz, Assistant Zoning Administrator</i>	

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 service along University Avenue past University Crossing on the ‘F’ line, while lines 28 and 38 terminate at University Crossing. Nearby, the ‘R’ line operates on Old Middleton Road just south of the University Crossing development, while the ‘A’ Bus Rapid Transit (BRT) line operates further south along Sheboygan Avenue and N Whitney Way. Transit service at or near the site is available at least every 30 minutes (every 15 minutes or less during the day on weekdays and Saturdays). Metro Transit would initially estimate the following counts of potentially eligible trips towards US Green Building Council/ LEED Quality Access to Transit points: 181 Weekday and 113 Weekend. Please contact Metro Transit if additional analysis would be of interest.

Previous Related 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) [1966 Zoning Code] to guide redevelopment of the site as a mixed-use/ employment development, and approved a Planned Unit Development-Specific Implementation Plan (PUD-SIP) to allow construction of an approximately 60,000 square-foot medical office building on a 3.75-acre parcel in the first phase. The Council also

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 11 existing commercial buildings to be demolished as part of the proposed redevelopment, and recommended approval of the above rezoning and subdivision plat. The final plat was recorded on January 23, 2012.

On July 25, 2023, the Common Council approved an Amended PD(GDP) for University Crossing to allow construction of a four-story, 180,000 square-foot addition to the UW Digestive Health Clinic with integrated 830-stall parking garage, and a separate 110-unit multi-family dwelling along the southern edge of the site addressed as 702-750 University Row and 5119 Silvertree Run. The Common Council also approved a PD(SIP) for the clinic expansion and garage and a CSM to re-divide Lots 1-3 of the University Crossing subdivision into lots the proposed expanded clinic and future multi-family dwelling. This approval was abandoned by the applicants and superseded by the following project. For more information on this project, see File ID [78331](#).

On October 8, 2024, the Common Council approved an Amended PD(GDP) for University Crossing and approved a PD(SIP) to allow construction of a four-story, 189,000 square-foot addition to an existing medical clinic and a standalone four-level, 792-stall parking garage. The Council also re-approved the CSM to create lots for the expanded clinic and parking structure and future multi-family dwelling. In approving the project, the Plan Commission and Common Council made specific findings to grant relief from the following provisions of the Transit-Oriented Development (TOD) zoning overlay pursuant to Section 28.104 of the Zoning Code:

- That the proposed clinic addition and parking structure are hereby approved with a waiver, variance or exception to the requirements in Section 28.104(7) Site Standards for Buildings, which require at least 30% of primary street-facing building facades be setback no more than 20 feet from the primary street and that buildings shall occupy at least thirty percent (30%) of the primary street frontage.
- That the proposed clinic addition is hereby approved with a waiver, variance or exception to the requirements in Section 28.104(8) Site Standards for Automobile Infrastructure, which stipulate that automobile parking, loading, drives, drive aisles, driveways, vehicle access sales and service windows and drives, gas pumps, gas station canopies, car wash vacuum stalls and electric vehicle charging facilities not be allowed between the primary street-facing façades and the primary public or private street to allow the patient drop-off/pick-up zone proposed between the building and University Row.
- That the parking structure be exempt from providing active uses along at least 50% of the primary street-facing façade at the first floor.

For more information on the current approved clinic expansion and parking garage, please see File ID [85055](#), which includes the application materials, project plans, staff and public comments, and legislative history.

Project Description

The applicant is requesting Plan Commission approval of an alteration to the approved Specific Implementation Plan for 750 University Row to modify the plans for the four-level, 792-stall parking garage approved in October 2024 to serve the UW Health Digestive Health Center clinic. The parking garage will be located adjacent to a four-story, 189,000 square-foot addition to the medical clinic, which is being constructed adjacent to the southeastern corner of the existing three-story, 67,292 square-foot facility. The clinic addition and parking garage will replace surface parking lots located south of the original clinic along the west side of University Row. With the exception of a modular canopy structure that will extend over a walkway between the northeasterly corner of the parking

structure and the southeasterly corner of the expanded clinic, the garage and clinic will be separate principal buildings.

The plans for the standalone parking garage were approved with a large field of solar collectors as the roof over most of the parking facility, which, according to the 2024 application materials, were anticipated to generate up to one million kilowatt-hours of electricity annually. Secondly, the applicant indicated that the parking being in a covered structure would minimize rainwater run-off and the use of de-icing agents during the winter months compared to the surface parking that preexisted the addition and parking garage.

However, the applicant indicates that “the final cost to implement and maintain [the rooftop solar] system makes this investment very prohibitive in ways we could not have anticipated when we first presented our plans to the City in spring of 2024...” and “...updated financial modeling now demonstrates that the array no longer provides a viable return...” As such, the applicant has submitted revised plans to construct the parking garage without the large field of solar collectors as the roof above the top level. No other changes to the parking garage or clinic addition are proposed with this alteration request.

Analysis & Conclusion

The project team originally inquired about the elimination of the parking garage solar collectors as a staff-approved minor alteration to the approved Specific Implementation Plan. Per Section 28.098(6) of the Zoning Code, minor alterations may be approved by the Director of Planning and Community and Economic Development or their designee following consideration by the alderperson of the district if the requested alterations are consistent with the concept approved by the Common Council. However, given that the inclusion of the solar collectors as part of the design of the parking facility was cited as a mitigating factor in the original approval of the standalone parking facility in 2024, the Planning Division felt that it was appropriate for the alteration to be reviewed by the Plan Commission.

In preparation for the Plan Commission hearing on the proposed alteration, notices have been sent to the owners and occupants of all properties located within 200 feet of the subject site and a Class 2 notice published in the City’s newspaper of record, the Wisconsin State Journal.

In order to approve the request, the Plan Commission shall find that the requested alteration is consistent with the concept approved by the Common Council and that the standards for Planned Development approval, which were used to approve the project in the first place. While the elimination of the solar collectors is regrettable, the Planning Division believes that the Plan Commission may find that the proposed alteration is consistent with the concept approved by the Common Council and the standards for Planned Development approval. The promotion of green building technologies, low-impact development techniques for stormwater management, and other innovative measures that encourage sustainable development are encouraged by the statement of purpose for the Planned Development zoning district. However, the standards for approval do not require the inclusion of sustainable building features as a condition of approving development in the PD district, and staff cannot conclude that the parking structure would not have been approved without the rooftop solar collection system.

The subject site and University Crossing Planned Development are located in Urban Design District 6. However, it was determined that the elimination of the solar collectors atop the parking garage did not rise to the level of requiring review by the full Urban Design Commission given that the rest of the design of the structure is not changing and the 2024 UDC approval was not premised on the rooftop solar system. Instead, the revised plans for the parking garage have been administratively approved by the Secretary of the Urban Design Commission.

Recommendation

Planning Division Recommendation (Contact Timothy M. Parks, (608) 261-9632)

The Planning Division recommends that the Plan Commission find the proposed alteration to approve revised plans for the parking structure to serve an expanded medical clinic at 750 University Row is consistent with the Specific Implementation Plan approved by the Common Council and the Planned Development standards and **approve** the request subject to input at the public hearing and the following conditions:

Recommended Conditions of Approval: Major/Non-Standard Conditions are Shaded

Planning Division

1. The applicant shall submit updated floorplans for the parking garage that show elimination of the solar collector system for inclusion in the PD(SIP) alteration kept on file with the Zoning Administrator and recorded at the Dane County Register of Deeds.

The following conditions have been submitted by reviewing agencies:

City Engineering Division (Contact Kathleen Kane, (608) 266-4098)

2. This modification does not appear to affect proposed private or public stormwater features. If that is incorrect, any revisions must be approved by the City Engineering Division.

3. According the Wisconsin Department of Natural Resources (WDNR) Bureau of Remediation and Redevelopment Tracking System (BRRTS) database, this site has been investigated for contamination (#03-13-559526 GI Clinic LLC and #03-13-000669 Marshall Erdman & Associates Inc). If contamination is encountered, follow all WDNR and Department of Safety and Professional Services (DSPS) regulations for proper reporting, handling, and disposal.

City Engineering Division–Mapping Section (Contact Julius Smith, (608) 264-9276)

4. Provide a site plan as required by the Land Use Application. The site plan shall include all lot/ownership lines, existing building locations, proposed building additions, demolitions, parking stalls, driveways, sidewalks (public and/or private), existing and proposed signage, existing and proposed utility locations, and landscaping. Additional comment may arise when site plan is provided and can be reviewed for any changes.

Traffic Engineering Division (Contact Sean Malloy, (608) 266-5987)

This agency has reviewed the request and recommended no conditions of approval.

Zoning Administrator (Contact Jacob Moskowitz, (608) 266-4450)

This agency has reviewed the request and recommended no conditions of approval.

Fire Department (Contact Matt Hamilton, (608) 266-4457)

This agency has reviewed the request and recommended no conditions of approval.

Water Utility (Contact Jeff Belshaw, (608) 261-9835)

This agency reviewed the request and has recommended no conditions of approval.

Forestry Section (Contact Zachary Eckberg, (608) 266-4816)

This agency has reviewed the request and recommended no conditions of approval.

Metro Transit (Contact Tim Sobota, (608) 261-4289)

5. Due to permanent bus route changes recently approved and implemented by the City of Madison, the applicant is released from and must no longer implement all Metro Transit comments 57-60 from the original 702-750 University Row project (LNDUSE-2024-00064).
6. The applicant may provide a new passenger seating amenity serving the curbside bus stop zone on the west side of Whitney Way, south of University Avenue, which is now nearest to this development. The applicant may acquire and convey an approved amenity for the City to maintain in the public right of way area.

Parking Division (Contact Trent W. Schultz, (608) 246-5806)

This agency has reviewed the request and recommended no conditions of approval. A Transportation Demand Management (TDM) Plan was approved as part of LNDUSE-2024-00064 and will carry over to the proposed plan revision.