



PREPARED FOR THE URBAN DESIGN COMMISSION

**Project Address:** 702-750 University Row & 5119 Silvertree Run  
**Application Type:** Major Amendment to an Approved Planned Development (PD) for Expansion of UW Digestive Health Clinic in UDD 6  
**UDC is 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 addition to the existing building, which includes the relocation of the main building entrance to University Row. In addition, the applicant is proposing the construction of a separate three-story, four-level parking structure with a covered walk-way connecting it to the building.

### Project History:

- UDC received an Informational Presentation on May 29, 2024.
- 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, but that included a more integrated parking structure, as well as the relocation of the building’s main entry to University Row. As part of the previous approval, several exceptions to the Transit Oriented Development (TOD) Overlay Zone were granted by the Common Council. 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 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 as part of the Planned Development 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 and make findings 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.

- **Parking Structure Considerations.** The development proposal includes the construction of a separate parking structure. Due to its location, the parking structure has a relatively significant street presence, and setbacks decrease towards the south along University Row. In addition, based on grade the southern corner appears to have a relatively tall exposed concrete foundation, compared to other portions of this façade. Considering the prominence of this portion of the building, consideration should be given to the overall design and integration of the parking structure into the overall site design, as well as the building composition, especially as it relates to the street facing elevation, minimizing blank walls, and screening parking.

In regard to materials, the proposed palette and application of materials on the proposed parking structure appears to differ from the proposed building addition, as well as across the structure itself. As indicated on the elevations, the proposed parking structure materials are primarily comprised of precast concrete and exposed fastener metal panels, both solid and perforated. Masonry is included on the street facing elevation that is labeled as a “thin” brick in the materials board. Other elevations appear to include pre-cast stamped in a brick pattern. Clarifications on this material should be provided and the UDC should review the appropriateness of the various materials and relationship to the main building.

Staff requests the Commission’s feedback and findings related to the parking structure giving consideration to the Planned Development review and approval standards and UDD 6 guidelines and requirements, including those related to:

- Overall design aesthetic and materials, including those that speak to utilizing four-sided architecture,
- Screening, and
- The PD standards related to compatibility with surrounding land uses and creating an environment of sustained aesthetic desirability.

Generally, and in summary, the UDC's Informational Presentation comments noted that given the open-air design of the structure consideration should be given to breaking down the overall mass and scale of the proposed parking structure, especially along the street frontage, as well as screening the parking.

- **Other 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 as noted above, 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 and metal panel. However, the parking structure appears to be primarily comprised of precast concrete and weathered steel.

Staff notes that while an above-grade covered walkway is shown connecting the parking structure to the main building, few details are provided with regard to the design of this feature.

Staff requests that the UDC provide feedback and make findings on the proposed building design and material palette related to the approval standards. Staff further requests that this feedback include comments related to creating an appropriately cohesive and/or complementary architectural expression, especially where the proposed addition meets the existing building; Incorporation of a clear building entry; and the architectural detailing/materials of the parking structure and at-grade covered walkway connecting the parking structure to the building.

- **Landscape.** UDD 6 Landscaping requirements note that “*Landscaping shall be used for functional as well as decorative purposes, including framing desirable views, screening unattractive features and views along the roadway, screening different uses from each other and complementing the architecture of the building.*” As such, consideration should be given to the proposed landscape plan and plant selection as it relates to providing year-round color and texture, as well as screening, especially along both the street facing elevation and multi-use path elevation of the proposed parking structure. Staff requests the Commission's feedback and findings related to the proposed landscape plan and plant schedule.

As noted in the UDC's Informational Presentation comments, the commission noted that consideration should be given to utilizing landscape and berming to screen the parking structure.

- **Lighting.** Staff notes and the applicant is advised that there appear to be discrepancies between MGO 29.36 and the proposed lighting plan, including as it relates to average light levels in pedestrian areas and vehicular use areas, as well as uniformity ratios. Revisions to the lighting plan will be required and subsequent review of the lighting plan will occur as part of the Site Plan Review process.

In addition, staff notes that architectural lighting is not shown on the plans, as such it is not part of this review or subsequent approval(s). As noted by the UDC in their Informational Presentation comments, if proposed, consideration should be given to the lighting on the top of the parking garage, noting that fixtures on this level should be located setback from building edges to limit glare. Staff notes that if architectural or lighting on the uppermost parking garage deck is proposed, additional review will be required as it relates to compliance with UDD 6 guidelines and requirements.

## Summary of UDC Informational Presentation Discussion and Comments

As a reference, the Commission's discussion and comments from the May 29, 2024, Informational Presentation are provided below.

### Summary of Commission Discussion and Questions:

The Commission clarified site circulation and turning movements into/out of the parking garage, noting that drop-off will be one-way, but a right-in/right-out is proposed for the parking structure, and clarifying connections from the parking to the building.

The Commission confirmed that the first floor of the parking structure is open air and noted that exposure to the west or south is not desirable and should be related to the TOD overlay and PD standards.

The UDC noted that they will want to see how that will be screened with landscaping and/or berming in such a way that it doesn't look like a massive structure on pilings.

The UDC cautioned that the lighting of the upper parking deck and that the placement of light fixtures should be further from the edges.

**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