



Report to the Plan Commission

November 21, 2011

Legistar I.D. #23690 & 24537
113 S. Mills Street & 1022 Mound Street
Demolition Permit & PUD Rezoning

Report Prepared By:
Timothy M. Parks, Planner
Planning Division

Requested Action: Approval of a request to rezone 113 S. Mills Street and 1022 Mound Street from Planned Unit Development-Specific Implementation Plan (PUD-SIP) to Amended PUD-SIP to allow the demolition of two residential buildings and the construction of a daycare facility for Meriter Hospital.

Applicable Regulations & Standards: Section 28.07(6) of the Zoning Ordinance provides the requirements and framework for Planned Unit Developments; Section 28.12(9) provides the process for zoning map amendments; Section 28.12(12) provides the guidelines and regulations for the approval of demolition permits.

Summary Recommendation: The Planning Division recommends that the Plan Commission **approve** the demolition of the existing residences on the subject site, and recommend **approval** to the Common Council of Zoning Map Amendment ID 3560, rezoning 113 S. Mills Street and 1022 Mound Street from PUD-SIP to Amended PUD-SIP, subject to input at the public hearing and the conditions from reviewing agencies beginning on page 5 of this report.

Background Information

Applicant & Property Owner: Meriter Hospital; 202 S. Park Street; Madison; Deborah Scherer, representative.

Agent: Kirk Keller, Plunkett Raysich Architects; 2310 Crossroads Drive #2000; Madison.

Proposal: The applicant is requesting approval to construct an approximately 9,400 gross square-foot daycare facility for the children of hospital employees following the demolition of two residences. The project will commence as soon as all regulatory approvals have been granted, with completion scheduled for the late spring of 2012.

Parcel Location: An approximately 0.27-acre parcel located at the northeastern corner of S. Mills and Mound streets; Aldermanic District 13 (Ellingson); Madison Metropolitan School District.

Existing Conditions: The subject site is developed with a 2.5-story three-unit multi-family residence at 113 S. Mills Street and a two-story, two-family residence at 1022 Mound Street, both zoned PUD-SIP.

Surrounding Land Use and Zoning:

North: Single-, two- and multi-family residences, zoned PUD-SIP and R4 (General Residence District);

South: Two- and three-family residences, zoned PUD-SIP and R4; Longfellow School (Meriter administrative uses, a staff daycare and staff gym), zoned PUD-SIP

West: Village Co-housing, zoned PUD-SIP;

East: Two- and three-family residences, and McConnell Hall (Meriter administrative offices), all zoned PUD-SIP.

Adopted Land Use Plan: The Comprehensive Plan recommends the S. Mills Street frontage of the Meriter campus including the subject site for Low-Density Residential uses.

The subject site is located within the boundaries of the Greenbush Neighborhood Plan, which generally identifies the properties in the 1100-1300 blocks of Mound Street and 100-200 blocks of S. Mills Street including the subject site, for preservation and rehabilitation of selective existing housing stock (Area IV). The plan also encourages the development of a phased campus plan for Meriter with neighborhood involvement that achieves both neighborhood and hospital goals.

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

Public Utilities and Services: The property is served by a full range of urban services.

Zoning Summary: The property will be zoned Amended PUD-SIP. The project will be reviewed in the following sections.

Other Critical Zoning Items	
Yes:	Utility Easements, Barrier Free
No:	Urban Design, Landmarks, Floodplain, Wellhead Protection, Waterfront Development
<i>Prepared by: Pat Anderson, Asst. Zoning Administrator</i>	

Previous Approval

On May 5, 2009, the Common Council approved a request to rezone the 13.2-acre Meriter Hospital campus generally addressed as 202 S. Park Street and generally bounded by Milton Street on the north, S. Mills Street on the west, Chandler Street on the south and S. Park Street on the east from R4 and R6 (General Residence Districts) and C2 (General Commercial District) to Planned Unit Development-General Development Plan-Specific Implementation Plan (PUD-GDP-SIP) to establish a 10-year master general development plan for the campus and a specific implementation plan to recognize existing uses and approve two small projects within the campus area, subject to conditions.

Approval of the 2009 PUD-GDP-SIP granted no specific authority to demolish or remove any principal structures contained in the planned unit development. However, the general intent to demolish certain structures was recognized as part of the approval of the general development plan, with a condition that specific approval to demolish structures would be granted as part of the review of amended specific implementation plans using the standards for approval of demolition permits in Section 28.12(12) of the Zoning Ordinance.

Project Review, Analysis & Conclusion

Meriter Hospital is requesting approval of a demolition permit and an Amended Planned Unit Development-Specific Implementation Plan to allow two residences located at 113 S. Mills Street and 1022 Mound Street to be demolished to allow construction of a two-story daycare facility for children of

hospital employees. The applicants indicate that the proposed facility will allow for the consolidation of two existing daycare facilities into one, with an enrollment of 72 children proposed. Hours of operation for the facility will be 7:00 a.m. to 6:00 p.m.

The subject site is a 0.27-acre parcel that generally extends along the east side of S. Mills Street between Mound Street on the south and St. James Court on the north, which includes a gravel parking lot for approximately 5 automobiles located between the two residences to be razed. The first building to be demolished is a 2.5-story wood-framed three-family residence located at 113 S. Mills Street, which was constructed in 1920 according to City records. The northern wall of the building is located within 3 feet of the right of way for St. James Court, an unimproved, approximately 10-foot wide alley located in a 16.5-foot wide right of way mid-block between Mound and Milton streets. The second building to be demolished is a two-story two-family residence located at 1022 Mound Street, which was built in 1894 according to City records and includes a covered front porch that faces south towards Mound Street and a 30-foot deep side yard located between the residence and S. Mills Street. Photos of the two buildings to be demolished are included in the materials for this project. The applicant indicates that the two residences are currently vacant and that they have historically been student-oriented rental properties that have exceeded their useful life.

The proposed daycare will contain approximately 9,400 square feet of gross floor area to primarily be located in a two-story structure, with the exception of a one-story, 900 square-foot gross motor wing, which will be located at the northeastern corner of the building. The building will extend approximately 100 feet in length parallel to S. Mills Street, with a setback of approximately 10 feet proposed along that side. The main entrance to the daycare will be located along the northern facade of the building beyond a raised covered porch, with entry doors proposed to face S. Mills Street and a five-stall parking area proposed along the south side of St. James Court. The entry porch will be connected to the sidewalk on S. Mills by a private sidewalk and stairs. A secondary entrance to the facility is proposed from a raised porch at the southwestern corner, with a sidewalk proposed to connect that entrance to the Mound Street sidewalk. The proposed daycare will be set back approximately 18 feet from Mound Street. Two fenced play areas are proposed along the east side of the daycare through the one-story gross motor room.

The new structure has been designed to reflect a residential style intended to complement the mostly two-story detached residential buildings primarily located west of the site across S. Mills Street in the Greenbush neighborhood. The exterior of the building will feature dark-colored fiber-cement siding at the second floor, which will contrast with lighter-colored EIFS along most of the first floor and a stone base. The applicant has incorporated stone columns and wood railings to frame the entry porches at the northern and southern ends of the building as well as shake siding roof accents to add visual interest to the building. A landscaping plan submitted for the daycare focuses on the planting of perennials and deciduous shrubs along the base of the building, with five ornamental trees proposed on three of the four building corners.

Plans for the proposed daycare facility also call for the removal of a driveway shared with a three-unit multi-family residence located immediately east of the subject site at 1020 Mound Street, which will require approval of a minor alteration to the PUD-SIP for that property to incorporate the site changes proposed.

The subject site is located in a neighborhood transition zone established along the east side of S. Mills Street generally between Milton and Chandler streets in the Meriter 10-Year General Development Plan approved in 2009. The zone was created to transition the scale and mass from the existing hospital core and 4-8-story buildings proposed in the PUD along the west side of S. Brooks Street to the 2-3-

story residential buildings along and west of S. Mills Street in the Greenbush neighborhood. The general development plan suggests that a series of up to four-story, 42-foot tall buildings would be erected along the east side of S. Mills in this transition zone (referred to as District One in the 2009 GDP). The Meriter plan focused on new construction in the transition zone being primarily residential in nature, though child and adult daycare facilities are also identified as permitted uses within that zone. New construction in the transition zone was required to observe a 10-foot minimum setback from S. Mills Street, which the proposed daycare will meet.

The two buildings to be demolished with this request were identified for removal as part of the general development plan, and it was anticipated that most of the wood-frame buildings along the east side of S. Mills Street would need to be demolished in order for the types of development anticipated in the transition zone to be fully implemented. Staff did not conduct an inspection of the interior of the existing buildings but has observed them from the public street and believes that the buildings are in average to below average condition commensurate with their age and primary tenancy in the last few decades. The applicant has provided photos of the interior and exterior of the buildings. Staff believes that the proposed alternative use of the property as a modern daycare facility for the hospital will be more economically productive than the existing buildings.

The buildings to be demolished were informally presented to the Landmarks Commission, which noted that the two-family residence at 1022 Mound Street is architecturally interesting, with one of the most distinct exteriors in the neighborhood. No further action was taken.

As noted in the preceding section of this report, the subject site is located within the boundaries of the Greenbush Neighborhood Plan, which was adopted by the Common Council in 2008. The plan generally identifies the properties in the 1100-1300 blocks of Mound Street and 100-200 blocks of S. Mills Street including the subject site, for preservation and rehabilitation of selective existing housing stock. The plan also encourages the development of a phased campus plan for Meriter with neighborhood involvement that achieves both neighborhood and hospital goals, which the 2009 Meriter General Development Plan represents.

The Greenbush Neighborhood Plan encourages that any Meriter expansion be of neighborhood scale and be pedestrian-friendly, suggesting that Meriter buildings abutting residences reflect the residential building's size, scale and massing on the façade abutting the residence rather than towering above it. Buildings and site designs should be welcoming to pedestrians with street/ ground level architectural features such as windows, awnings, etc. that make the building interesting and engaging to people walking, biking or driving by.

Planning staff believes that the proposed daycare facility generally adheres to most of the design goals recommended in the Greenbush Neighborhood Plan. In particular, staff feels that the proposed building reflects the neighborhood scale development encouraged in the plan opposite the 2-3-story residential buildings to the west across S. Mills Street. Overall, staff believes that the design of the proposed daycare is fine and that it reflects the type of development anticipated in the neighborhood transition zone established in the Meriter General Development Plan.

The Urban Design Commission reviewed the Amended PUD-SIP for the proposed daycare facility on November 2, 2011 and recommended final approval of the project (see attached reports).

Staff Recommendations, Conditions of Approval & General Ordinance Requirements

Major/Non-Standard Conditions are shaded

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

The Planning Division recommends that the Plan Commission **approve** the demolition of the existing residences on the subject site, and recommend **approval** to the Common Council of Zoning Map Amendment ID 3560, rezoning 113 S. Mills Street and 1022 Mound Street from PUD-SIP to Amended PUD-SIP subject to input at the public hearing, the following Planning Division conditions and the conditions from reviewing agencies:

1. That the specific implementation plan be revised per Planning Division approval prior to final approval of the PUD for recording and the issuance of demolition or building permits as follows:
 - 1a. provide a section and elevation of the proposed fence enclosures;
 - 1b. dimension the setback of the building from St. James Court on Sheet C200.
2. That a site plan for the subject site and site changes proposed for 1020 Mound Street be submitted for staff approval prior to final approval of the PUD for recording and the issuance of demolition or building permits. These site changes shall require approval and recording of a minor alteration to the PUD-SIP for 1020 Mound Street.

The following conditions have been submitted by reviewing agencies:

City Engineering Division (Contact Janet Dailey, 261-9688)

3. The Building Code requires the dissolve of the underlying platted lot line beneath the proposed 1-story building by Certified Survey Map. HCP Corporation currently owns this portion of property and has leased it to Meriter Hospital, Inc. Complete any ownership changes/resolution between Meriter Hospital, Inc. and HCP Corporation and proceed with Certified Survey Map application, approvals and recording prior to issuance of building permits.
4. The proposed daycare facility will be required to use an address of 115 S. Mills Street. In accordance with 10.34 MGO—Street Numbers, submit a PDF of floorplans to Lori Zenchenko in Engineering Mapping (Lzenchenko@cityofmadison.com) so that an addressing plan can be developed and implemented for this site. If there are any changes pertaining to the location of a unit, the deletion or addition of a unit, or to the location of the entrance into any unit, (before, during or after construction) the addresses may need to be changed. The interior address plan is subject to the review and approval of the Fire Marshal.
5. The construction of this building will require removal and replacement of sidewalk, curb and gutter and possibly other parts of the City's infrastructure. The applicant shall enter into a City/ Developer agreement for the improvements required for this development. The applicant shall be required to provide deposits to cover City labor and materials and surety to cover the cost of construction. The applicant shall meet with the City Engineer to schedule the development of the plans and the agreement. The City Engineer will not sign off on this project without the agreement executed by the developer. The developer shall sign the Developer's Acknowledgement prior to the City Engineer signing off on this project.

6. The applicant shall close all abandoned driveways by replacing the curb in front of the driveways and restoring the terrace with grass.
7. The applicant shall replace all sidewalk and curb and gutter that abuts the property, which is damaged by the construction, or any sidewalk and curb and gutter, which the City Engineer determines needs to be replaced because it is not at a desirable grade, regardless of whether the condition existed prior to beginning construction.
8. All work in the public right of way shall be performed by a City-licensed contractor.
9. All damage to the pavement on S. Mills Street and Mound Street adjacent to this development shall be restored in accordance with the City's Pavement Patching Criteria.
10. The applicant shall demonstrate compliance with Section 37.07 and 37.08 of the 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 7.5-tons per acre per year.
11. Prior to approval, this project shall comply with Chapter 37 of the Madison General Ordinances regarding stormwater management. Specifically, this development is required to 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 the Madison General Ordinances.
12. 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.
13. All outstanding Madison Metropolitan Sewerage District (MMSD) and City of Madison sanitary sewer connection charges are due and payable prior City Engineering Division sign-off, unless otherwise collected with a Developer's/ Subdivision Contract. Contact Janet Dailey (261-9688) to obtain the final MMSD billing a minimum of 2 working days prior to requesting City Engineering Division signoff.
14. The applicant shall submit, prior to plan signoff, a digital CAD file (single file) to the Engineering Program Specialist in the Engineering Division (Lori Zenchenko). The digital CAD file shall be to scale and represent final construction. The single CAD file submittal can be either AutoCAD (dwg) Version 2001 or older, MicroStation (dgn) Version J or older, or Universal (dxf) format and contain only the following data, each on a separate layer name/level number: building footprints; internal walkway areas; internal site parking areas; other miscellaneous impervious areas lot lines; lot/ plat lines, dimensions and labels; right-of-way lines; street names, stormwater management facilities and; detail drawings associated with stormwater management facilities (including if applicable planting plans).
15. Prior to approval of the issuance of a demolition permit, the owner shall obtain a permit to plug each existing sanitary sewer lateral that serves a building that is proposed for demolition. For each lateral to be plugged, the owner shall deposit \$1,000 with the City Engineer in two separate checks in the following amounts: (1) \$100 non-refundable deposit for the cost of inspection of the plugging by City staff; and (2) \$900 for the cost of City crews to perform the plugging. If the owner elects to complete

the plugging of a lateral by private contractor and the plugging is inspected and approved by the City Engineer, the \$900 fee shall be refunded to the owner.

Traffic Engineering Division (Contact Bryan Walker, 267-8754)

16. The applicant shall provide a drop-off and pick-up traffic plan and schematic for review and approval by the City Traffic Engineer that show operations and cars not using S. Mills Street for the 72-child daycare. The plan and operations may need to be modified/ updated if problems occur, as determined by the City Traffic Engineer. A daycare contact shall be provided in case changes are required. The above shall be incorporated into the zoning text.
17. When the applicant submits final plans for approval, the applicant shall show the following: items in the terrace as existing (e.g., signs and street light poles), type of surfaces, existing property lines, addresses, one contiguous plan (showing all easements, all pavement markings, building placement, and stalls), adjacent driveway approaches to lots on either side and across the street, signage, percent of slope, vehicle routes, dimensions of radii, aisles, driveways, stalls including the 2-foot overhang, and a scaled drawing at 1" = 20'.

Zoning Administrator (Contact Pat Anderson, 266-5978)

This agency did not submit comments for this request.

Parks Division (Contact Kay Rutledge, 266-4714)

This agency did not submit comments for this request.

Fire Department (Contact Bill Sullivan, 261-9658)

The Madison Fire Department does not object to this proposal provided the project complies with all applicable fire codes and ordinances.

Water Utility (Contact Dennis Cawley, 261-9243)

18. The Madison Water Utility shall be notified to remove the water meter prior to demolition. All wells located on this property shall be abandoned if no valid well operation permit has been obtained from the Madison Water Utility.

Metro Transit (Contact Tim Sobota, 261-4289)

This agency did not submit comments for this request.