



**Project Address:** 610 Highland Avenue  
**Application Type:** Conditional Use Alteration  
**Legistar File ID #** [31686](#)  
**Prepared By:** Timothy M. Parks, Planning Division  
Report includes comments from other City agencies, as noted.

## Summary

**Applicant & Property Owner:** Gary Brown, University of Wisconsin-Madison; 610 Walnut Street; Madison.

**Requested Action:** Approval of an alteration to an existing conditional use to allow construction of an addition to the parking structure for UW Hospital and Clinics at 610 Highland Avenue.

**Proposal Summary:** The University proposes to construct an approximately 60,000 square-foot addition to the existing parking structure located on the east side of the hospital campus opposite the intersection of Observatory Drive and Highland Avenue, which is referred to in the application materials as Lot 75. The parking addition includes 780 parking spaces as well as a reconfigured ingress and egress for the parking facilities on this side of the hospital. The expanded ramp will replace a 229-stall surface parking lot located east of the parking structure (Lot 79).

**Applicable Regulations & Standards:** Section 28.097(2)(c) limits individual development within any five-year period for any property in the CI zoning district without an approved master plan to 4,000 square feet of gross floor area unless approved as a conditional use. Section 28.183 of the Zoning Code provides the process and standards for the approval of conditional use permits.

**Review Required By:** Plan Commission.

**Summary Recommendation:** The Planning Division recommends that the Plan Commission find the standards met and **approve** an alteration to an existing conditional use to allow construction of an addition to the parking structure at UW Hospital and Clinics at 610 Highland Avenue, subject to input at the public hearing and the conditions from reviewing agencies beginning on page 4 of this report.

## Background Information

**Parcel Location:** The parking structure addition project site is an approximately 7.9-acre portion of the larger 14.3-acre City parcel that contains the Health Sciences Learning Center and portions of the UW Hospital and Clinics complex and Wisconsin Institutes for Medical Research. The remainder of those facilities and the American Family Children’s Hospital are located in the Village of Shorewood Hills. The City parcel extends along the west side of Highland Avenue opposite Observatory Drive in Aldermanic District 5 (Bidar-Sielaff); Madison Metropolitan School District.

**Existing Conditions and Land Use:** Lot 75 is a six-level structure with a capacity of 1,197 parking stalls; Lot 79 is a 229-stall surface parking lot. Both parking facilities and the portions of the hospital campus located in the City are zoned CI (Campus-Institutional District).

**Surrounding Land Use and Zoning:** The parking facilities on the subject site are bounded on the south by the Veterans Administration Hospital in the Village of Shorewood Hills and on the east across Highland Avenue by the USDA Forest Products Laboratory facilities located south of Observatory Drive. Signe Skott Cooper Hall/ UW School of Nursing is located opposite the project site on the north side of Observatory. All surrounding properties in the City are zoned CI (Campus-Institutional District).

**Adopted Land Use Plan:** The Comprehensive Plan recommends the subject site and surrounding University properties in the City of Madison for Campus development.

**Zoning Summary:** The property is zoned CI (Campus-Institutional District). Planning and Zoning staff have reviewed the proposed parking structure addition and determined that it can comply with the CI district bulk requirements when considered in tandem with the overall UW Hospital and Clinics complex, which is connected to the subject parking garage, Health Sciences Learning Center, American Family Children’s Hospital and Wisconsin Institutes for Medical Research, which are located in both the City and Village of Shorewood Hills,

Other Critical Zoning Items	
Yes:	Utility Easements
No:	Wellhead Protection, Barrier Free, Urban Design, Floodplain, Landmarks, Waterfront Development
<i>Prepared by: Planning and Zoning staff</i>	

**Environmental Corridor Status:** The property is not located within a mapped environmental corridor (Map D8).

**Public Utilities and Services:** UW Hospital and Clinics is served by a full range of urban services, including seven-day Metro Transit service.

## Project Description

The University of Wisconsin-Madison is requesting approval of an alteration to an existing conditional use to allow construction of an addition to the six-level Lot 75 parking structure that serves and is located adjacent to the UW Hospital and Clinics complex on the west side of Highland Avenue. The proposed addition will be constructed in two phases along the south and east sides of the existing garage over the University’s existing Lot 79 surface parking lot and the existing garage revenue control area and south exit. The proposed addition will match the height of the existing ramp and will increase the footprint of the parking structure from 76,118 square feet to 130,095 square feet. The parking structure will also include 144 bike parking stalls (Level 2, Sheet A102-3) and a new 2,052 square-foot parking operations office.

The expanded parking garage will include 2,160 stalls, for a net increase of approximately 780 automobile stalls on the site according to the materials submitted by the University. The University indicates that some of the stalls being added to the subject site will offset the loss of parking stalls elsewhere on the West Campus, including stalls removed for the new School of Nursing facility across Highland Avenue from the site, and on the northern portion of Lot 60.

Access into the hospital complex and parking facilities is currently provided from the Highland Avenue-Observatory Drive signalized intersection, with a counterclockwise one-way loop providing access into the Lot 75 garage, Lot 79 surface lot, and the patient and valet drop-off areas located between the hospital building and garage. As part of the proposed addition, the circulation pattern for the hospital and parking facilities will be revised to create a two-way access for the complex at the Highland-Observatory intersection, with revenue control shown along the north façade at the northeast corner of Level 1 of the expanded garage. Traffic leaving

the revenue control area will be directed to the Highland-Observatory intersection. The employee and visitor parking entrance into the parking structure will be located along the north façade at the northwest corner of Level 2. The valet parking entrance is shown on the west façade of Level 2 at the southwest corner of the garage, while the valet parking exit to return to the drop-off area is proposed at the northwest corner of Level 1. A bypass/ exit lane for vehicles dropping off at the hospital entrance but not parking and a permit exit will converge at the southeast corner of the garage and use the existing driveway to Highland Avenue at the southeastern corner of the site. The circulation through and around the expanded garage is shown on floorplan sheets A101-3 and A102-3. A wayfinding signage plan is included on Sheet L301 of the application materials submitted to illustrate how traffic will be guided through this portion of the hospital complex.

The expanded parking structure will be clad with a combination of buff-colored precast concrete panels and brown brick veneer similar in appearance to the existing garage and the core of the hospital complex. An extensive landscaping plan was submitted, which includes layered plantings surrounding the entire garage that is intended to create a more gracious and welcoming entrance into the hospital complex than the existing condition.

## **Analysis and Conclusion**

As part of the mapping of the new Zoning Code, most of the University of Wisconsin-Madison campus was consolidated into the CI (Campus-Institutional) zoning district, which was intended to provide a zoning district for the City's major educational and medical institutions, many of which were identified on the Generalized Future Land Use Maps in the Comprehensive Plan in either the Campus or Special Institutional districts. Previously, the University campus was zoned under the 1966 code with a combination of high-density residential zoning districts such as R5 and R6, commercial zoning districts such as C2, and Planned Unit Development (PUD). The CI zoning district encourages the adoption of master plans by the Plan Commission and Common Council to guide the future growth of the institutions, with individual development for any property without an approved master plan limited to 4,000 square feet of gross floor area within any five-year period unless approved as a conditional use. The CI district also includes a series of bulk requirements that apply to properties in that district without an adopted master plan (master plans can set individual, institution-specific bulk requirements as part of the approval of the plan). To date, no master plans have been approved for CI-zoned institutions, which include Madison College and Edgewood College, as well as the University and UW Hospital and Clinics campuses.

The Planning Division generally believes that the standards can be met for the conditional use alteration for the proposed addition to the Lot 75 parking structure at the UW Hospital and Clinics complex, which staff considers as much a consolidation of parking in the West Campus area as an addition of parking at the hospital to serve the continued growth of that complex. The ramp expansion represents efficient use of land in the West Campus and continues the University's policy in recent years of reclaiming surface parking lots for building projects, including replacing existing Lot 79 on the subject site and nearby Lot 85 with buildings, which Planning staff generally supports. The proposed addition and related site improvements should create a more attractive main vehicular entrance to the hospital complex that modestly improves on-site traffic circulation.

The Traffic Engineering Division provided a comment noting that expansion of the parking facility is likely to increase congestion levels on Highland Avenue between the facility and University Avenue during peak commuting hours, though that agency did not suggest that the project not be approved. As noted in the letter of intent, the University and City are working cooperatively to study traffic generation and impacts along and north of University Avenue on the campus and near-campus neighborhoods.

The Joint West Campus Area Committee reviewed and approved the proposed parking structure addition on September 25, 2013.

## Recommendation

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

The Planning Division recommends that the Plan Commission find the standards met and **approve** an alteration to an existing conditional use to allow construction of an addition to the parking structure at UW Hospital and Clinics at 610 Highland Avenue, subject to input at the public hearing and the following conditions:

#### **The following conditions of approval have been submitted by reviewing agencies:**

Major/Non-Standard Conditions are Shaded

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

1. 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).
2. 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.

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

3. Note: Expansion of the parking facility is likely to increase congestion levels on Highland Avenue between the facility and University Avenue during peak commuting hours.
4. When the applicant shall submit 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 and proposed 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, semitrailer movements and vehicle routes, dimensions of radii, aisles, driveways, stalls including the 2 feet overhang, and a scaled drawing at 1" = 20'. Contact City Traffic Engineering if you have questions.
5. The developer shall post a deposit and reimburse the City for all costs associated with any modifications to traffic signals, street lighting, signing and pavement marking, and conduit and handholes, including labor, engineering and materials for both temporary and permanent installations.
6. Public signing and marking related to the development may be required by the City Traffic Engineer for which the developer shall be financially responsible.

**Zoning Administrator** (Contact Pat Anderson, 266-5978)

This agency did not provide comments for this request.

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

7. Fire apparatus access is required. Ongoing discussions with the design team are warranted regarding the south access point, final fire hydrant locations, and possibly trees impacting aerial access.

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

8. All operating private wells shall be identified and permitted and all unused private wells shall be abandoned by the Water Utility in accordance with MGO Section 13.21.

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

This agency did not provide comments for this request.

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

This agency did not provide comments for this request.