



Legistar I.D. #23866
701 Highland Avenue
Conditional Use Request

Report Prepared By:
Heather Stouder, AICP
Planning Division Staff

Requested Action: Approval of a conditional use for the construction of a new nursing school building on the UW-Madison Campus.

Applicable Regulations & Standards: Section 28.12(11) provides the guidelines and regulations for the approval of conditionals uses.

Summary Recommendation: The Planning Division recommends that the Plan Commission finds that the conditional use standards can be met and **approve** the request for the alteration to the conditional use.

Background Information

Applicant: Gary Brown; University of Wisconsin-Madison; 610 Walnut St.; Madison, WI 53726

Property Owner: Board of Regents of the UW System; 1220 Linden Dr.; Madison, WI 53706

Project Contact: Julie Grove; University of Wisconsin-Madison; 610 Walnut St.; Madison, WI 53726

Proposal: The applicant is requesting a conditional use in the R5 Zoning District for construction of a new five-story Nursing School building on an existing surface parking lot at the northeast corner of Highland Avenue and Observatory Drive.

Parcel Location: 701 Highland Avenue is located on the northeast corner of Highland Avenue and Observatory Drive; Aldermanic District 5 (Bidar-Sielaff); Madison Metropolitan School District.

Existing Conditions: The 3.3-acre site is currently a 215-stall surface parking lot with associated bicycle and moped parking, accessed from both Highlands Avenue and Observatory Drive.

Surrounding Land Use and Zoning: The site is surrounded by UW-Madison property, most of which is in the R5 District. The UW Hospital is across Highland Avenue to the west, the UW Track and Field athletic facilities are immediately to the east, and to the south across Observatory Drive are buildings associated with USDA Forestry Research. The UW School of Pharmacy is located just to the north of the proposed building in the PUD-SIP District.

Adopted Land Use Plan: The Comprehensive Plan (2006) recommends Campus (C) uses for this property.

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

Public Utilities and Services: This property is served by a full range of urban services, including many Metro Transit Routes.

Zoning Summary: The property is in the R5 (General Residence) District.

Project Description

The University of Wisconsin-Madison proposes a new Nursing School building at the northeast corner of Highland Avenue and Observatory Drive, to replace an existing 215-stall surface parking area. The building requires conditional use review and approval as a university building in the R5 (General Residence) Zoning District.

Site and Building Plans

Building Placement, Bulk and Program – The six-story, 166,000 square foot building is placed over 40 feet from Observatory Drive and nearly 60 feet from Highland Avenue at its closest point. The most prominent six-story portion of the building along Observatory Drive is 310 feet long and 160 feet deep,

and the eastern two-story portion of the building is 270 feet deep. The orientation of the building allows for a rear landscaped courtyard, outdoor seating area, and strong pedestrian connection with Rennebohm Hall to the north.

The building height along Observatory Drive is 78 feet to the top of the fifth floor roof, and 97 feet to top of the sixth floor penthouse. The rooftop of the eastern 2-story portion of the building is at 30 feet, with a 38-foot portion on the northern end.

The 48,600 square foot first floor is primarily academic offices and classroom space, including a 290+ seat auditorium for large lectures. The 37,300 square foot second floor is mostly clinic, classroom, and small conference space. The third through fifth floors include approximately 62,000 square feet of office and research spaces. Mechanicals are incorporated within an 8,600 square foot basement and a 9,800 square foot penthouse atop the building.

Parking, Access, and Circulation – The site includes a small parking lot with 36 stalls on the east side of the building with access from Observatory Drive. The parking lot includes a separate area for 60 moped stalls. 210 bicycle parking stalls are well-distributed throughout the site. Pedestrian circulation is provided on all sides of the building, with the most prominent entrance on the west side of the building oriented toward the UW-Hospital building. Strong pedestrian connections are also proposed to Highland Avenue to the south and Rennebohm Hall, as mentioned above.

According to the applicant, the current users of Lot 85, which the new building would replace, are faculty and staff with parking permits. Once construction on the new building begins, these users will likely park in nearby Lot 60 or Lot 76, east of the Nielsen Tennis Stadium. In the longer term, the University is exploring an expansion to the UW-Hospital parking ramp, which could also accommodate some of these users.

Entrances and Openings – The main entrance to the building is on the west side, oriented toward the UW Hospital via a pedestrian crosswalk across Highland Avenue. Five additional entrances are placed on the south, northwest, and east sides of the building. All sides of the building include large windows at regular intervals, with a few long spans of glass on the first and fifth floors.

Exterior Materials – Exterior materials include three types of stone, brick, and glass, with painted metal trim and wood accents on the uppermost portion of the building. The exterior of the penthouse is painted metal paneling.

Landscaping – The landscape plan includes 46 new canopy trees, 22 serviceberries, many shrubs and other perennials well-distributed throughout the site. There are several tables and approximately 150 chairs proposed within three outdoor patio areas located on the north and south sides of the building and on the roof atop the second floor of the building. A 5,000 square-foot green roof in this area has a diverse mix of sedum, grasses, and other perennial plantings.

Related Reviews and Approvals

The Joint West Campus Area Committee reviewed and unanimously recommended approval for the proposal on August 24, 2011.

Public Input

Staff is unaware of any public input on the proposal at this time.

Evaluation and Conclusion

The proposed Nursing School is an integral part of the UW-Hospital campus on the western end of the larger UW-Madison campus. While the nearest off-campus residential uses are over a quarter mile away, minimizing any negative impacts on residential neighborhoods, the building is within easy walking or bicycling distance for many students and faculty. While not yet pertinent to Plan Commission review, the proposal is consistent with the University's campus master plan.

The building is well-designed with high quality materials which meet or exceed the high standards for UW-Madison's internal design review. The incorporation of high-quality landscaping and at-grade patios will help to activate the site and strengthen the relationship between the building its surroundings, and the 5,000 square foot green roof element and rooftop patios are an efficient use of rooftop space, adding further interest to the building.

With regard to modes of transportation, the proposal primarily supports bicycling and walking, with well-dispersed bicycle parking areas, entrances, and connections to surrounding buildings. However, a small surface parking area with 36 automobile stalls and 60 moped stalls should provide adequate parking spaces for the facility, especially when combined with the structured and surface parking available elsewhere on the west side of campus.

Conditional Use Standards

Planning Division staff believes that the conditional use standards can be met with this proposal, when taking into account the conditions of approval recommended by reviewing agencies. Conditional use standards 1 through 6 are most relevant to this review. A brief analysis of each follows:

1. That the establishment, maintenance, or operation of the conditional use will not be detrimental to or endanger the public health, safety, or general welfare.

Staff believes that this standard is met.

2. That the City be able to provide municipal services to the property where the conditional use is proposed, given due consideration of the cost of providing such services.

Staff believes that the conditions of approval recommended by City Engineering sufficiently ensure that this standard can be met.

3. That the uses, values, and enjoyment of other property in the neighborhood for purposes already established shall be in no foreseeable manner substantially impaired or diminished by the establishment, maintenance, or operation of the conditional use.

The proposed building is approximately a quarter mile away from the nearest residential property, and complements the medical and academic uses within this immediate area.

4. That the establishment of the conditional use will not impede the normal and orderly development and improvement of the surrounding property for uses permitted within the district.

The proposed building is consistent with the UW-Madison Campus Master Plan, contributing as anticipated to the western edge of the campus.

5. That adequate utilities, access roads, drainage, parking supply, internal circulation improvements, including but not limited to vehicular, pedestrian, bicycle, public transit, and other necessary site improvements have been or are being provided.

Consistent with UW-Madison policy and practice, this proposed building will continue to replace surface parking areas with buildings. Staff believes that the proposal includes an adequate amount of bicycle and moped parking, and that the automobile parking will be sufficient when viewed in the broader

perspective of campus parking facilities nearby. A strong network of pedestrian connections throughout the site for transit users and others helps to meet this standard.

6. That measures, which may include transportation demand management (TDM) and participation in a transportation management association, have been or will be taken to provide adequate ingress and egress, including all off-site improvements, so designed as to minimize traffic congestion and to ensure public safety and adequate traffic flow, both on-site and on the public streets.

The UW-Madison has adopted a thorough TDM plan which adequately meets this standard.

As proposed, the Nursing School building is a positive addition to the UW-Hospital portion of the UW-Madison Campus. Planning Division staff recommends that the Plan Commission finds that the conditional use standards can be met, and **approve** the request subject to input at the public hearing and conditions from reviewing agencies.

Recommendations and Proposed Conditions of Approval

Major/Non-Standard Conditions are shaded

Planning Division Recommendation (Contact Heather Stouder, 266-5974)

The Planning Division recommends that the Plan Commission find that the conditional use standards can be met and **approve** the request subject to input at the public hearing and the following conditions:

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

1. City Engineering will review and approve the erosion control plan but will not issues a permit as this is a DOA project.
2. The applicant shall demonstrate compliance with MGO Section 37.07 and 37.08 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.
3. Effective January 1, 2010, the Department of Commerce's authority to permit commercial sites, with over one (1) acre of disturbance, for stormwater management and erosion control has been transferred to the Department of Natural Resources (WDNR). The WDNR does not have an authorized local program transferring this authority to the City of Madison. The City of Madison has been required by the WDNR to continue to review projects for compliance with NR216 and NR-151 but a separate permit submittal is now required to the WDNR for this work as well. The City of Madison cannot issue our permit until concurrence is obtained from the WDNR via their NOI or WRAPP permit process.

As this site is greater than one (1) acre, the applicant is required by State Statute to obtain a Water Resources Application for Project Permits (WRAPP) from the WDNR, prior to beginning construction. This permit was previously known as a Notice of Intent Permit (NOI). Contact Eric Rortvedt at 273-5612 of the WDNR to discuss this requirement. Information on this permit application is available on line at: <http://dnr.wi.gov/Runoff/stormwater/constrformsinfo.htm> (NOTIFICATION).

4. Prior to approval, this project shall comply with MGO Chapter 37 regarding stormwater management. Specifically, this development is required to:
 - a) Detain the 2 and 10-year storm events
 - b) Control 40% TSS (20 micron particle) off of new paved surfaces.
 - c) Provide oil & grease control from the first 1/2" of runoff from parking areas.

Stormwater management plans shall be submitted and approved by City Engineering prior to signoff.

5. The Applicant shall submit, prior to plan sign-off, 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:
- a) Building Footprints
 - b) Internal Walkway Areas
 - c) Internal Site Parking Areas
 - d) Other Misc. Impervious Areas (i.e. gravel, crushed stone, bituminous/asphalt, concrete, etc.)
 - e) Right-of-Way lines (public and private)
 - f) All Underlying Lot lines or parcel lines if unplatted
 - g) Lot numbers or the words "unplatted"
 - h) Lot/Plat dimensions
 - i) Street names

All other levels (contours, elevations, etc) are not to be included with this file submittal.

NOTE: Email file transmissions preferred addressing@cityofmadison.com . Include the site address in the subject line of this transmittal. Any changes or additions to the location of the building, sidewalks, parking/pavement during construction will require a new CAD file (POLICY and MGO 37.09(2) & 37.05(4)).

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

6. As this is a State of Wisconsin project, the applicant could note on the plan sheet or submit a letter to Traffic Engineering, City Of Madison "The parking stalls design is according to State of Wisconsin parking design standards and approved by the State of Wisconsin".

Fire Department (Contact Bill Sullivan, 266-4420)

7. 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)

8. This property is not in a Wellhead Protection District. All wells located on this property shall be abandoned if no valid well operation permit has been obtained from the Madison Water Utility.

Zoning Administrator (Contact Pat Anderson, 266-5978)

This agency did not submit a response for this request.

Metro Transit (Contact Tim Sobota, 261-4289)

This agency did not submit a response for this request.

Parks Division (Contact Kay Rutledge, 266-4714)

This agency did not submit a response for this request.