



## Report to the Plan Commission

April 29, 2009

Legistar I.D. #13780

202 S. Park Street

PUD Rezoning – Meriter Hospital Campus

Report Prepared By:  
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**Requested Action:** Approval of a request to rezone the 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.

**Applicable Regulations & Standards:** Section 28.12 (9) provides the process for zoning map amendments; Section 28.07 (6) of the Zoning Ordinance provides the requirements and framework for Planned Unit Developments. Future building demolitions will be subject to the standards and processes outline in Section 28.12 (12) of the Zoning Ordinance.

**Summary Recommendation:** The Planning Division recommends that the Plan Commission recommend **approval** of Zoning Map Amendment ID 3420 & 3421, rezoning properties generally addressed as 202 S. Park Street to PUD-GDP-SIP, subject to input at the public hearing and the conditions from reviewing agencies beginning on page 12 of this report.

### Background Information

**Applicant & Property Owner:** Meriter Hospital; 202 S. Park Street; Madison; Melissa Huggins, representative.

**Agent:** Doug Hursh, Potter Lawson , Inc.; 15 Ellis Potter Court; Madison.

**Proposal:** Meriter Hospital is putting forth a 10-year master plan to guide future development and investment into what is generally referred to as their Park Street Campus. Among the highlights of the 10-year master plan are the renovation of the Longfellow School and construction of a medical office addition adjacent, construction of a multi-story medical office building at the southeastern corner of S. Park Street and Braxton Place, the construction of a new physical plant, the construction of additional structured parking, and various renovations, small additions and space reallocations throughout the existing hospital towers. The general development plan proposes a generalized phasing plan for implementation of the master plan, though the timing of certain projects may deviate from the plan based on hospital needs.

**Parcel Location:** Approximately 13.2 acres 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, but also including one site north of Milton Street and another site located on the east side of S. Park Street. The site is entirely located in Aldermanic District 13 and the Madison Metropolitan School District. The S. Park Street frontage is also located in Urban Design District 7.

Note: The subject PUD rezoning does not include various Meriter-owned residential buildings located on the block bounded by Chandler Street, S. Park Street, Vilas Avenue and S. Brooks Street.

**Existing Conditions:** The Meriter Hospital Campus includes the main hospital towers, service facilities and structured parking in the block generally bounded by Milton (extended), Chandler, S. Park and S. Brooks streets. Meriter also the former Longfellow School building located on the west side of S. Brooks Street between Chandler and Mound streets, which it uses for administrative functions. The former school is a local landmark. The campus also includes McConnell Hall at the northwest corner of Brooks and Mound, which is used for administrative offices, the Greenbush Apartments (73 units in 4 buildings) on the south side of Milton Street west of S. Brooks Street, the Meriter Labs building at 1011 Milton Street and eight residences facing S. Mills and Mound streets. The property at the southeastern corner of S. Park Street and Braxton Place is currently a surface parking lot.

**Land Use and Zoning Generally Surrounding Meriter Campus:**

North: Medical office buildings along Regent Street, Neighborhood House, zoned C2 (General Commercial District);

South: One- to four-unit residential buildings south of Chandler Street, zoned R3 (Single- and Two-Family Residence District) and C2;

West: One- to four-unit residential buildings west of S. Mills Street, zoned R3 and R4 (General Residence District); Village Co-housing, zoned PUD-SIP;

East: Select Specialty Hospital, zoned C2; multi-family residences in various developments, zoned PUD-SIP.

**Adopted Land Use Plan:** The Comprehensive Plan recommends the majority of the master plan PUD area for employment uses with the exception of the S. Mills Street frontage of the campus, which is recommended for low-density residential uses.

**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 site is currently zoned R4 and R6 (General Residence Districts) and C2 (General Commercial District) and will be rezoned PUD-GDP-SIP with this request, which will be reviewed in the following sections.

## Project Review

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Meriter Hospital is requesting approval of Planned Unit Development zoning for approximately 13.2 acres of land primarily bounded by S. Park Street on the east, Milton Street on the north, S. Mills Street on the west, and Chandler Street on the south, which with the exception of the S. Mills Street frontage, represents the historic core of the hospital's campus. The property to be rezoned PUD also includes one site at the northwestern corner of Milton and S. Brooks streets and another site located at the southeastern corner of S. Park Street and Braxton Place. The proposed zoning map amendment, however, does not include any Meriter-owned properties located south of Chandler Street. Meriter has indicated that this block, which features approximately 16 Meriter-owned residential buildings and a gas station/ convenience store not owned by Meriter, represents a long-term expansion area for the hospital campus.

Meriter is proposing the planned unit development for the 13.2-acre hospital campus to effectively codify a 10-year master plan, which they have developed to guide investment into what is commonly referred to as the Park Street Campus. Specific projects within the plan, which will be discussed in additional detail later in the section, call for the renovation and expansion of certain existing structures within the campus, the construction of new campus structures and additional parking, and the creation of a residential transition zone along S. Mills Street.

The 10-year master plan will become the general development plan component of the proposed Meriter Planned Unit Development. The rezoning request also includes a specific implementation plan that primarily recognizes existing uses within the 13.2-acre overall site and provides a general framework for their continued operation until such time as specific development plans are submitted for a particular aspect of the 10-year master/ general development plan. The initial specific implementation plan does include final details for two relatively small projects – the expansion of the loading dock on Chandler Street and the construction of an atrium adjacent to S. Park Street – which will be constructed in the near term.

Lastly, implementation of the master plan will involve the demolition of certain specific structures within the 13.2-acre campus PUD. However, no permission to demolish structures will be granted with this initial PUD-GDP-SIP rezoning request. Instead, permission to demolish specific structures will be granted at such time as the final plans for individual projects are submitted for review as amended specific implementation plans. However, the general intent to demolish those certain structures will be recognized as part of the approval of the initial general development plan and specific implementation plan.

### Existing Conditions

The core of the existing Meriter Hospital campus is centered along S. Brooks Street from Milton to Chandler streets, with the majority of the hospital functions located on the east side of S. Brooks. The most prominent aspects of the hospital campus are the 12-story “Tower” and “Atrium” buildings, which parallel S. Park Street but which are primarily oriented to the west and S. Brooks Street. The Atrium building contains 202,283 square feet of clinical space and is joined to the 338,170 square-foot Tower clinical building by an enclosed walkway that gives the buildings the appearance of being one structure, particularly when viewed from the east. These buildings are joined on the south by four of the oldest sections of the hospital: the seven-story 90,416 square-foot Central Wing, the eight-story, 95,895 square-foot East Wing abutting S. Park Street, the six-story, 35,015 square-foot West Wing, and the twelve-story, 102,905 square-foot North Wing along S. Brooks Street. Also at the southern end of the main core of clinical buildings, which total 870,575 square feet of clinical space, are a facility plant and loading dock abutting Chandler Street. In general, public access to the 6 main clinical buildings is taken from S. Brooks Street. There is generally no public access into the hospital core from S. Park Street at this time.

The west side of S. Brooks Street primarily features administrative and support facilities for the hospital. A two-story, 33,254 square-foot Meriter Labs building is located at the northwest corner of S. Brooks and Milton streets. Further south, the five-story, 71,000 square-foot McConnell Hall, a former nurse’s dormitory, faces Mound Street at the northwest corner of S. Brooks and serves as administrative offices for the hospital. The three-story, 51,300 square-foot former Longfellow School, which is located along the west side of S. Brooks Street between Chandler and Mound streets, comprises the remainder of the hospital facilities. The building is currently used for administrative uses, a staff daycare and staff gym.

The Longfellow School site was used as a public school site from approximately 1892-1980, with the current building constructed in phases between 1918 and 1938. The school was designated a Madison

landmark in 1993 for its architectural significance as an rare, intact brick Tudor Revival/ Elizabethan Revival building designed by the prominent local firm of Law, Law and Potter. The designation also noted the cultural significance of the school as a symbol of the historic culturally diversity of the Greenbush neighborhood, much of which was lost or displaced as a result of mid-20<sup>th</sup> Century urban renewal. The school was conveyed from the Madison Metropolitan School District to Meriter Hospital in 1997. Prior to the sale, Meriter leased the building from the school district following the discontinuation of academic services in 1980.

Parking for the hospital campus is primarily provided by a nine-level, 932-stall structure located along S. Brooks Street west of the Tower clinical building. Access to this parking structure is provided by entrances from S. Brooks Street opposite Milton Street and from a loop driveway at the main hospital entrance opposite Mound Street. Additional parking for the hospital campus is provided in a 139-stall surface lot located at the southeastern corner of S. Park Street and Braxton Place and in a 60-stall lot located behind the Longfellow School building, a 15-stall lot behind McConnell Hall off St. James Court, and in a 30-stall lot adjacent to the Meriter Labs building. In addition to the 1,184 overall parking stalls provided on the campus, Meriter also leases 108 stalls off-site at a satellite facility and provides livery transportation to the campus for those users and uses 50 stalls in a University of Wisconsin parking structure at 21 N. Park Street and 196 stalls in a multi-story parking structure attached to the seven-story medical office building at 1 S. Park Street.

Other salient features of the existing hospital campus include an enclosed skywalk that extends from the Meriter Labs building on the west through the nine-level parking structure across S. Park Street to connect to a 1 S. Park Street medical office building located at the southeastern corner of S. Park and Regent streets, and an open pedestrian bridge across S. Park Street, which was originally intended to connect the multi-family residential uses on the east side of S. Park with Longfellow School through the hospital.

The proposed Meriter master plan PUD will also include approximately a dozen residential buildings owned by the hospital or its subsidiaries, which are located on the western edge of the 13.2-acre area to be rezoned. These include the Greenbush Apartments/ College Station complex, which consist of 2 five-story buildings and 2 three-story buildings totaling 73 dwelling units. Also included are residential buildings at 105 S. Mills Street (1 dwelling unit(s)), 107 S. Mills (2), 113 S. Mills (3), 201 S. Mills (3), 205 S. Mills (2), 1018 Mound Street (2), 1020 Mound (3), and 1022 Mound (2). With the exception of 1020 Mound Street, which is a two-story brick apartment building, the remaining 7 residential properties are developed with 2-3 story wood-frame buildings constructed between 1894 and 1920 in a variety of Victorian-era styles. The apartment building at 1020 Mound, which was constructed in 1952, also currently houses a daycare tenant.

The area surrounding the Meriter campus is generally characterized by medical offices to the north of the site along Regent Street, including the Davis-Duehr-Dean Clinic and by a two-building medical office complex and an associated parking structure addressed as 20 S. Park Street. The area to the south and west of the 13.2-acre campus is predominated by wood-frame residential buildings in the Greenbush neighborhood with between 1 and 4 dwelling units each in buildings of a similar character and vintage as the wood-frame residences located within the proposed PUD. This includes houses on the east side of S. Mills Street that Meriter has expressed an interest in acquiring for inclusion in their campus and the houses south of Chandler Street already owned by Meriter, which have been identified for a future expansion area for the hospital campus.

The area east of S. Park Street presents a more diverse array of uses, including the aforementioned medical office building at the corner of Regent Street and the four-story Select Specialty Hospital located east of the Meriter surface parking lot off of Braxton Place. The remainder of the blockface

generally opposite the hospital includes the 93-unit Parkside Apartments, 20-unit Karabis Apartments and the Midway Asian Foods Market.

### Highlights of Meriter Hospital 10-Year Master Plan – General Development Plan

Meriter intends the proposed master/ general development plan for the 13.2-acre site to provide a “flexible framework” to guide the growth and investment in their Park Street Campus over a ten-year period and aid Meriter in “achieving its long-term goal of maintaining the Park Street Campus as its flagship diagnostic and treatment center.”

The 10-year master plan primarily focuses on approximately a dozen significant projects Meriter proposes to implement, which will substantially expand its presence along this portion of Park Street and in the eastern portion of the Greenbush neighborhood. Most of the projects in the master plan are proposed to occur outside the existing main core of clinical/ hospital buildings located between S. Brooks and S. Park streets, though the master plan does include a handful of projects within the hospital core of the campus.

On the east side of S. Park Street, the master plan calls for the 139-stall surface parking lot located at the southeastern corner of S. Park and Braxton Place to be replaced with a multi-story medical office building (project #1 in the master plan). The PUD envisions an up to an 11-story building that may be connected to the main core of clinical buildings across S. Park Street by a two-story skywalk. While no specific designs for the building have been formally submitted, Meriter envisions the structure containing street level uses facing S. Park Street, including the main lobby of the building, as well as potential for-lease retail spaces. The medical office building will include a structured parking component providing an estimated 541 stalls. The new building on this site will require the removal of the open pedestrian bridge across S. Park Street, which Meriter indicates will be replaced through a combination of at-grade pedestrian crossings and the skywalk that may be constructed as part of the building. Public access to the skywalk may be available during certain hours. The master plan suggests the new building will be constructed with a stepback above the fourth floor as called for in the Urban Design District 7 guidelines for S. Park Street.

West of the main hospital core, four significant building projects are envisioned along S. Brooks Street. The first, moving from north to south, calls for a near doubling of the Meriter Labs building at the northwestern corner of Milton Street (project #11). The master plan indicates that the two-story building was designed to support the addition of two more floors, and the plan envisions that an additional 30,500 square feet of floor area may result from such an expansion, which the plan indicates will occur within the existing building footprint. South of the Labs Building across Milton Street, the master plan calls for a two-phase replacement of the existing physical plant along Chandler Street with a new physical plant. The first phase will replace the existing Greenbush/ College Station apartments with a 3-4 story building and surface parking area (project #10), with the second phase of the plant to occupy the area west of the new plant and interim surface parking (#12). Meriter indicates that this site is a good location for the new plant due to its central location in the overall campus, the availability of campus utilities to this site and isolation from the neighborhood to the west. The site was chosen also due to the need to maintain operations in the existing, near-capacity physical plant at Chandler Street during construction.

South of the proposed new physical plant site, Meriter is proposing the demolition of the five-story McConnell Hall building to allow construction of a multi-level parking structure with an anticipated 585 parking stalls. The master plan envisions that approximately 30,000 square feet of office space will be constructed along the Mound and S. Brooks street facades to “activate the pedestrian experience along each street.” The general development plan zoning text suggests that the parking structure itself could

be up to eight stories and 88 feet in maximum height, with the liner office building up to be six stories and 88 feet in height. Setbacks for the McConnell Hall redevelopment include a 15-foot setback along S. Brooks Street and a 10-foot setback from Mound Street. Access to the future garage will be taken from S. Brooks Street. Construction of the garage will require the prior closure and vacation of St. James Court between S. Mills and S. Brooks streets. The McConnell Hall project will also require the demolition of the residential buildings at 1018 and 1020 Mound Street.

The last project along the west side of S. Brooks Street will call for the renovation of the former Longfellow School administrative building and the construction of an addition at the rear of the building (project #8). The general development plan suggests that the building addition will be a 4-6-story structure with 1-3 levels of partially exposed structured parking providing approximately 100 stalls. The GDP zoning text indicates that a 15-foot setback will be observed for the school and proposed addition from the three adjacent streets, S. Brooks, Mound and Chandler. The master plan notes that the proposed addition will be designed to respect the scale and materials of the locally designated landmark school building. Exterior renovations to the existing school building and the final plans for the proposed addition will require issuance of a Certificate of Appropriateness by the Landmarks Commission prior to approval of an amended specific implementation plan for this phase of the 10-year master plan.

West of the McConnell Hall and Longfellow School master plan developments, Meriter proposes to establish a neighborhood transition zone along the east side of S. Mills Street generally between Milton and Chandler streets. Two projects, #6 & 7, encompass this portion of the master/ general development plan, with the distinction being that areas shown on the project #6 are currently owned by Meriter, while the properties shown in project #7 represent properties Meriter desires to acquire over time. These projects generally call for the establishment of a primarily residential transition zone from the hospital campus centered on S. Brooks Street to the low-density residential Greenbush neighborhood west of S. Mills Street. The general development plan suggests that a series of four-story buildings will be erected along the east side of S. Mills Street to create a transition in scale and mass from the 4-8-story buildings proposed along the west side of S. Brooks Street to the 2-3-story residential buildings along and west of S. Mills Street. The GDP indicates that the development within this transition zone will be integral to the rest of the campus, with entry and wayfinding signage proposed to signal arrival to the campus from S. Mills Street. Final densities, unit counts and specific uses will be established with the subsequent amended specific implementation plan for this phase of the master plan development, which will also address the demolition of six residential buildings fronting S. Mills and Mound streets.

While Planning staff understands Meriter's long-term goal to acquire the remaining residential structures along the east side of S. Mills Street to create this neighborhood transition zone, it should be noted that the project #7 area of the master plan is not part of the master/ general development plan and rezoning for the campus. In the event that Meriter is unable to acquire the five residences in the project #7 area, it may impact the ultimate implementation of projects within the transition zone. At a minimum, it will be incumbent upon Meriter to design the buildings within the project #6 transition zone to respect the scale and mass of any remaining adjacent residences.

The GDP zoning text for the project #6/7 area indicates that day treatment and daycare service for persons with emotional and developmental disabilities will be a permitted use in this part of the campus. While staff believes it is appropriate for these uses to be permitted throughout of the hospital campus, it may be appropriate for this particular use to be a conditional use in this portion of the campus. Also, staff requests that the zoning text be clarified to note that stand-alone parking structures shall not be permitted in this district of the master plan.

The remainder of the master/ general development plan focuses on a number of projects throughout the campus, which will have less of an impact from a land use perspective than the projects discussed above. These other projects include the implementation of a campus-wide landscaping/ streetscaping master plan to improve identification of the hospital campus and the pedestrian experience and to soften the borders of the campus, the replacement of windows in the Tower Building for energy efficiency, the implementation of a campus-wide signage plan to improve identification and wayfinding, and the conversion of the North Wing into a Women's Pavilion, which will largely be an interior remodeling but which may call for some exterior changes or additions. The master/ general development plan also includes general design principles for new buildings to be developed in the campus and a sustainability strategy, which Meriter will use to guide their future development and implementation of the projects outlined in the master plan (pages 43-45).

The existing Meriter Hospital campus totals 1,026,125 square feet of floor area. The proposed master plan envisions approximately 193,500 square feet of floor area being added through the implementation of the projects contained in the plan, which will increase the overall building square-footage of the campus core to 1,219,625 square feet. The square-footage does not include the floor area that will be constructed in the neighborhood transition zone along S. Mills Street or square-footage associated with the proposed new parking structures.

Parking for the development generally outlined in the master/ general development plan for the hospital campus calls for a doubling of parking within the boundaries of the campus PUD. As noted above, 1,184 stalls are presently available on the campus, including the parking structure and Braxton Place surface lot. The master plan calls for the addition of 1,166 stalls as part of the implementation of the projects at the Braxton Place lot, Longfellow School addition and McConnell Hall redevelopment site. When the off-site (non-PUD) stalls Meriter utilizes at 21 N. Park Street, 1 S. Park Street and its remote lot off Wingra Drive are factored in, 2,696 stalls will be available to the hospital campus. This number of stalls represents an approximate ratio of 2.21 stalls per 1,000 square feet of gross floor area and 0.72 spaces per employee. The master plan suggests that this proposed parking to employee ratio will be in keeping with the general recommendations of the Urban Land Institute and Institute of Transportation Engineers.

The master plan also includes a Transportation Demand Management Plan (TDM) for the campus that intends to encourage alternatives to the use of automobiles for the expanded hospital campus. Highlights of the TDM, which are excerpted in the master plan, include increased transit use through a free employee Metro Transit bus pass program, encouraging the usage of the off-site Wingra lot, increasing on-site parking fees, installation of additional bike parking facilities throughout the campus and construction of pedestrian improvements along S. Brooks and S. Park streets as part of the implementation of the master plan.

Lastly, the master plan includes a "preferred" phasing plan that lays out how the developments within the PUD may be implemented over the approximate 10-year period. In general, Meriter envisions construction of the medical office building on the Braxton Place parcel and conversion of the North Wing into the Women's Pavilion in a 1-4-year period along with implementation of the campus landscaping plan and pedestrian safety improvements. In a 3-7-year window, Meriter envisions that the neighborhood transition zone, physical plant and McConnell Hall redevelopment projects would occur. The Meriter Labs addition and Longfellow School projects are envisioned on a 6-10-year horizon, though in discussions with staff, Meriter has indicated that the Longfellow School project could commence earlier. Because the master plan emphasizes flexibility, staff feels it is likely that the implementation of the master plan will ultimately deviate from this initial phasing plan.

### Initial Specific Implementation Plan

The zoning map amendment before the Plan Commission and Common Council is foremost a general development plan to codify the 10-year master plan for the Meriter campus. However, the application also includes an overall rezoning of the same 13.2 acres to Specific Implementation Plan zoning to recognize the existing uses present throughout map amendment area. (The Zoning Ordinance does not convey right of use entitlements through General Development Plan zoning, hence the need for the SIP.)

Procedurally, upon approval and recording of the proposed PUD-GDP-SIP, existing uses throughout the campus will be allowed to continue in their current form. At such time as one of the above-referenced master plan projects is proposed for implementation, an amendment to the overall specific implementation plan will be required, which will be reviewed by the Urban Design Commission, Plan Commission and Common Council using the standards for planned unit developments. If one of those projects requires demolition of an existing building(s), the application will also be reviewed using the demolition standards in Section 28.12 (12).

In addition to recognizing existing uses, the initial SIP for the campus includes two relatively small projects Meriter intends to implement in the near-term. The first project proposes the enclosure of an open-air plaza on the second floor of the Atrium Building along the eastern, S. Park Street elevation to allow an addition and renovation of post-op recovery rooms. The project will result in a 4,712 square-foot addition to the building overlooking S. Park Street. The addition will occur within the existing footprint of the building and will be use metal and glass panels intended to blend with the existing material present along that elevation.

The second initial project calls for the enclosure of various service functions along the Chandler Street side of the main hospital core between S. Brooks and S. Park streets. The enclosure will add about 2,700 square feet of built space along Chandler Street and will allow for the enclosure of a receiving area and trash compactors and for the installation of a roof-mounted generator. The addition will continue the street wall of the existing receiving area along Chandler Street and will be constructed of brick and precast to match the existing wall. The rooftop generator will be screened from view from the sidewalk by a tall parapet wall.

Planning staff believes both of these initial construction projects are generally well designed and merit approval. The Urban Design Commission granted final approval of these two projects on April 22, 2009.

### Project Analysis

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The 10-year master plan presented by Meriter Hospital for the 13.2-acre core of its Park Street campus represents a broad and compelling vision for one of the City's largest non-governmental employers. The projects outlined in the master plan document will enhance Meriter's already considerable presence along S. Park Street and will result in significant changes to the built environment.

Staff believes that Planned Unit Development zoning presents the best regulatory framework currently available to guide the development activities proposed by Meriter. The proposed Meriter master plan planned unit development follows a similar approach used a few blocks to the south at St. Mary's Hospital in 2004-2005, where PUD zoning was used to implement a significant expansion of St. Mary's from its traditional quarters between S. Mills and S. Brooks streets onto the block between S. Brooks and S. Park streets. However, unlike the St. Mary's development, which added new inpatient and



outpatient treatment buildings and additional structured parking primarily in a two-block area over a 3-4 year period, the Meriter development proposed calls for the addition of significantly more new square footage over a larger area and in a longer 10-year or more time period.

While the Planning Division is generally very supportive of the creation of a 10-year master plan for the Meriter Hospital campus and the projects proposed therein, it is important to note that most of the PUD document represents a very conceptual framework for how the hospital may be further developed in coming years. Specific details for the projects included in the master plan will require careful consideration at the specific implementation plan stage of each project's adherence to the tenets of the general development plan, Planned Unit Development standards, demolition standards (as applicable), the Comprehensive Plan and adopted neighborhood plans, and the general tenets of Urban Design District 7, in which the property is located.

#### Conformance with Adopted City Plans

In general, the expansion and investments in the hospital campus generally along and east of S. Brooks Street adhere to the employment land uses recommended for this area in the Comprehensive Plan. The employment district in the Comprehensive Plan specifically lists hospitals, medical clinics and similar uses as recommended land uses and the proposed Meriter Park Street Campus Master Plan comports to many of the general recommendations for employment districts, including the campus' proposed intensive urban development form, proximity to residential uses and activity centers and encouragement of multi-modal transportation. The master plan also calls for a limited amount of retail and service uses along S. Park Street as part of the construction of the medical office building at the southeastern corner of Braxton Place to activate the street frontage and provide complimentary uses for the hospital campus and non-hospital uses along the east side of S. Park Street, which staff feels is supported in the Comprehensive Plan. Staff also feels the inclusion of such street-level uses will provide much needed activity to the somewhat desolate section of Park Street between W. Washington Avenue and Regent Street.

The remainder of the Meriter campus located along the east side of S. Mills Street that is proposed for rezoning is recommended in the Comprehensive Plan for low-density residential uses, which is commensurate with the existing development pattern to the west in the Greenbush neighborhood. This encompasses the area identified in the master/ general development plan as a neighborhood transition zone, which it is envisioned will be primarily developed with residential uses intended to provide a transition from the hospital core into the low-density Greenbush neighborhood to the west. While specific plans and densities for this proposed transition zone have not been presented, staff anticipates that future development within this zone will comport to the recommendations for low-density residential districts in the Comprehensive Plan.

Note: Though not part of the subject zoning map amendment request, staff feels that it is important to note that the Meriter-owned land located south of Chandler Street, which has been identified as a future expansion area for the hospital campus, is identified for low-density residential and community mixed-use development in the Comprehensive Plan. These land use designations may require that a future rezoning request to add the parcels south of Chandler Street into the PUD zoning for the rest of the hospital campus be prefaced by an amendment to the Comprehensive Plan.

Lastly, the portion of the Meriter campus located west of S. Park Street is located within the boundaries of the Greenbush Neighborhood Plan, which was adopted by the Common Council on July 1, 2008 to ensure a strong sense of community and identify and implement changes within the neighborhood, including goals, objectives and strategies for land use, housing and transportation. Specific to the Meriter campus area, the Greenbush Neighborhood Plan encourages the development of a phased

campus plan for Meriter with neighborhood involvement that achieves both neighborhood and hospital goals. The 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 must 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. Blank walls and one-way windows should be avoided. The neighborhood plan, however, discourages new hospital expansion west and south of the corner of S. Brooks Street and Mound Street or south of Chandler Street.

Planning staff believes that the proposed Meriter master plan will achieve most of the goals established in the Greenbush Neighborhood Plan. In particular, staff feels that the creation of a neighborhood transition zone along S. Mills Street, if properly designed, will respond to the neighborhood plan's desire for neighborhood scale development, in this case the stepping down from the main hospital core to lower-scaled development along the west side of S. Brooks Street before stepping down once more along S. Mills Street opposite the 2-3-story residential buildings to the west. Staff also believes that the proposed design direction indicated by Meriter for most of the new buildings proposed (with the possible exception of the physical plant) will respond to the neighborhood's desire for pedestrian-friendly, welcoming architecture within the campus. However, staff believes that Meriter will need to address the neighborhood plan's recommendations for the Meriter-owned property south of Chandler Street prior to proceeding with any request to add that area to their campus master plan and zoning in the future.

#### Urban Design Commission & Landmarks Commission Review

The S. Park Street exposures of the Meriter campus are also located in Urban Design District 7, which provides design oversight by the Urban Design Commission for the entire S. Park Street corridor from Regent Street on the north to the Beltline Highway on the south. The district includes development standards and guidelines intended to improve the safety, appearance and functionality of this important gateway corridor to the downtown area and University of Wisconsin campus. The urban design district was the byproduct of a joint planning study conducted by the City of Madison and Part Street Partners and issued in 2004 that included a set of urban design guidelines for Park Street to serve as a framework for reviewing new development and renovations along the Park Street corridor. Specifically, the design district includes a requirement for Meriter and St. Mary's hospitals to develop master plans to be approved by the City to guide development and redevelopment activities on their campuses. The Meriter master plan PUD, which received final approval by the Urban Design Commission on March 18, 2009, will satisfy this requirement (see attached reports).

The Landmarks Commission has also reviewed the Meriter Park Street Campus master/ general development plan. Landmarks Commission input on this PUD was required primarily as a result of the proposed alterations at Longfellow School, which is a locally designated landmark. The Landmarks Commission also reviewed the proposed demolition of McConnell Hall. Meriter believes that McConnell Hall, a colonial revival style former nurses dormitory originally constructed in 1939 as a Works Progress Administration project and added onto in 1969, is unable to serve its long-term needs. The application materials note that the building suffers from inefficient mechanical systems and a design and a construction that make retrofitting the building for a long-term non-residential use impractical. The Landmarks Commission recommended approval of the proposed planned unit development with the proviso that the addition to Longfellow School be limited to 65 feet in height. The Commission felt that a building over 65 feet would have an adverse impact on the landmark school building. As noted earlier in this report, implementation of the Longfellow School building renovations and addition will require approval of a Certificate of Appropriateness by the Landmarks Commission prior to approval of the amended SIP for that phase.

The minutes of the April 20, 2009 Landmarks Commission meeting and their recommendation are attached.

## Conclusion

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The Planning Division believes that the Plan Commission and Common Council can find the standards for planned unit developments met for the master/ general development plan for Meriter Hospital's Park Street Campus. While the master plan represents a conceptual framework for future investment in the hospital's flagship campus, staff feels that the projects proposed will result in a vibrant urban hospital campus that adheres to many of the recommendations for employment districts in the Comprehensive Plan. The proposed Meriter master plan should also begin to implement many of the recommendations for the Meriter campus contained in the Greenbush Neighborhood Plan as well as the design goals espoused for new development along S. Park Street in Urban Design District 7.

The master/ general development plan for the Meriter Hospital Park Street Campus outlines a series of projects of varying scope, which will ultimately increase the amount of hospital and medical office-related uses within the campus by approximately 20%, from 1,026,125 square feet of floor area to 1,219,625 square feet. The master plan also proposes to roughly double the amount of parking within the 13.2-acre campus PUD from 1,184 spaces to 2,350 spaces, most of the spaces to be located in parking structures. The master plan will also create a residential neighborhood transition zone along the east side of S. Mills Street between Milton and Chandler streets to transition the scale of development from the hospital core between S. Park and S. Brooks streets to the lower scale Greenbush neighborhood west of S. Mills Street.

Staff believes that the impact of these projects on the urban context, surrounding properties, the Greenbush neighborhood and transportation infrastructure will need to be carefully considered as part of each specific implementation plan for individual projects. The building density and intensity of proposed development outlined in the master general development plan may or may not be ultimately achieved upon full build-out of the 13.2-acre planned unit development. The implementation of each phase will need to be reviewed against the standards included in the Planned Unit Development section of the Zoning Ordinance to determine if the development can be accommodated in a manner that complies with the Planned Unit Development standards. It is also likely that improvements to public infrastructure and surrounding streets will be required as part of the implementation of individual projects within the campus master plan. The scope of those improvements will not be fully known until specific projects are brought forward for final approval.

## Recommendations and Proposed Conditions of Approval

Major/Non-Standard Conditions are shaded

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

The Planning Division recommends that the Plan Commission forward Zoning Map Amendment ID 3420-3421, rezoning properties generally addressed as 202 S. Park Street from R4 and R6 (General Residence Districts) and C2 (General Commercial District) to PUD-GDP-SIP (Planned Unit Development, General Development Plan/Specific Implementation Plan), with a recommendation of **approval** subject to input at the public hearing, the following Planning Division conditions and the conditions from reviewing agencies:

1. That the applicant submit an amended specific implementation plan for each project specifically enumerated in the 10-year master/ general development plan for the hospital campus for approval by the Common Council following a recommendation by the Urban Design Commission and Plan Commission. Each amended SIP submittal shall contain, at a minimum, detailed plans on the proposed phase of development, including site plans, floorplans, building elevations, landscaping and utility information. Each amended SIP shall be reviewed against the standards for Planned Unit Developments in Section 28.07 of the Zoning Ordinance. However, implementation of the proposed campus-wide landscaping/ streetscaping plan, signage plan and renovations to the main hospital core buildings between S. Brooks and S. Park streets may be approved administratively by the Director of the Planning Division as minor alterations to the approved specific implementation plan following review and approval by the Urban Design Commission.
2. That the approval of this PUD-GDP-SIP grants no specific authority to demolish or remove any principal structures contained therein. However, the general intent to demolish those certain structures is recognized as part of the approval of the initial general development plan and specific implementation plan. Specific approval to demolish structures within this PUD shall 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. Applications including the demolition of principal buildings shall include photographs of the interior and exterior of the buildings to be demolished as well as a written assessment of the condition of the buildings and the potential for any buildings to be relocated to other sites.
3. That the following statement be added to the zoning text and general development plan: "The building density and intensity of proposed development outlined in the master general development plan may or may not be ultimately achieved upon full build-out of the overall Meriter Park Street Campus Planned Unit Development. The development proposed beyond the initial SIP shall require review and approval of an amended Specific Implementation Plan for each phase of additional development outlined in the master plan. Each phase shall be reviewed against the standards included in the Planned Unit Development section of the Zoning Ordinance.
4. That the general development zoning text be amended per Planning Division approval prior to recording as follows: revise the District One permitted uses to make day treatment and daycare service for persons with emotional and developmental disabilities a conditional use in this district; revise the District One permitted uses to note that parking is permitted as an accessory use; stand alone parking structures shall not be permitted within this district;

The following conditions have been submitted by reviewing agencies:

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

5. The implementation of the plan shall require additional right of way on Regent Street, Brooks Street, and other possible locations. The developer shall obtain the necessary right of way as required by the City Engineer and City Traffic Engineer and shall dedicate the right of way to the City.
6. The 10-year plan improvements should be closely coordinated with the City for any work on adjacent streets or utility infrastructure within said streets.
7. The developer shall make improvements to Regent Street, Brooks Street, and other adjacent streets as required by the City Engineer and City Traffic Engineer. The schedule for the

improvements shall be determined by the City Engineer and City Traffic Engineer after consultation with the developer, and the City shall consider the traffic impact of each additional building when determining at what time additional improvements to the adjacent roadway are warranted.

8. The planned improvements may require additional public sanitary sewer capacity. Meriter shall estimate future needs and provide the information to the City at least 12 months in advance of any significant increased need. Some or all of the cost of provide additional sewer capacity, may be the responsibility of Meriter.
9. 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.
10. The approval of this Planned Unit Development does not include the approval of the changes to roadways, sidewalks or utilities. The applicant shall obtain separate approval by the Board of Public Works and the Common Council for the restoration of the public right of way including any changes requested by developer. The City Engineer shall complete the final plans for the restoration with input from the developer. The curb location, grades, tree locations, tree species, lighting modifications and other items required to facilitate the development or restore the right of way shall be reviewed by the City Engineer, City Traffic Engineer, and City Forester.
11. The site plan shall be revised to show all existing public sanitary sewer facilities in the project area as well as the size, invert elevation, and alignment of the proposed service.

**Traffic Engineering Division** (Contact John Leach, 267-8755)

12. The developer will need to execute and revise the GDP text to include the following:
  - 12a.) Approval of the subject rezoning is conditioned upon the findings of the Transportation Analysis for Meriter Hospital dated October 2008 and additional related studies except as modified herein and below as noted. This includes recognition of increased transportation demands on the streets, intersections and neighborhoods surrounding the development. Specific recommendations of the subject studies that involve major changes to City intersections and streets outside those shown on the GDP site plan will need final review and approval by the City, and may require additional studies and undertakings particularly as it relates to the expansion of Regent Street from Brooks Street to Murray Street. Additionally, the package of needs and responsibilities for the development shall be reviewed and revisited at each stage of development, at each individual SIP and/or subdivision.
  - 12b.) Unless otherwise modified by an alternative financing plan or exception noted, the developer is expected to finance 100% of the street or transportation facilities reconstruction, traffic signal costs, and studies for the changes proposed in the GDP for City streets and transportation facilities.
  - 12c.) The developer/owner shall develop and include a transportation infrastructure phasing plan commensurate with the development pieces for review and approval by the Traffic Engineer, to be included with the zoning text. This shall include a phasing plan for the major traffic generators of the major parking facilities on both sides of Park Street.

12d.) The developer/owner shall enter into a developer's agreement/subdivision contract with the City for the various improvements required to adequately support the development and neighborhood concerns.

13. 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, signage, percent of slope, vehicle routes, dimensions of radii, aisles, driveways, stalls including the two (2) feet overhang, and a scaled drawing at 1" = 20'.
14. The applicant shall submit with the plans a letter of operation of the door to trash enclosure; a detail drawing of the area showing truck backing movement from street approach, and if the door remains open during building hours showing that the truck operation will not be blocking the public sidewalk.
15. 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.
16. 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)

17. Provide one bike parking stall per each 20 employees (the most employees present at any given time) in a safe and convenient location on an impervious surface to be shown on the final plan. The bike racks shall be securely anchored to the ground or building to prevent the racks from moving. Note: A bike-parking stall is two feet by six feet with a five-foot access area.

The Zoning Administrator may have additional comments as part of the review of future specific implementation plans for the campus.

**Parks Division** (Contact Tom Maglio, 266-6518)

This agency did not submit a response for this request.

**Fire Department** (Contact Bill Sullivan, 266-4420)

18. As stated in your Letter of Intent, "The fire apparatus access will remain as existing and will be approved with each SIP for individual projects."

19. Any submitted plans shall provide fire apparatus access as required by Comm. 62.0509 and MGO 34.19, as follows:
- a.) The site plans shall clearly identify the location of all fire lanes.
  - b.) Provide an aerial apparatus access fire lane that is at least 26-feet wide, with the near edge of the fire lane within 30-feet of the structure, and parallel to one entire side of the structure, if any part of the building is over 30 feet in height.

- c.) Provide a fire lane that extends to within 150-feet of all exterior portions of the structure, or it can be extended to within 250-feet if the building is fully sprinklered.
- d.) Fire lanes shall be unobstructed; there are obstructions shown on the fire lane, remove all obstructions. Examples of obstructions: including but not limited to; parking stalls, loading zones, changes in elevation, power poles, trees, bushes, fences or posts.
- e.) Provide a minimum unobstructed width of 26-feet for at least 20-feet on each side of the fire hydrant.
- f.) Fire lanes shall be constructed of concrete or asphalt only, and designed to support a minimum load of 80,000 lbs.
- g.) Where there is a change in the direction of a fire lane, the minimum inside turning radius shall be at least 28-feet.
- h.) Provide a completed MFD "Fire Apparatus Access and Fire Hydrant Worksheet" with the site plan submittal.

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

This agency submitted a response with no conditions of approval for this project.

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

This agency did not submit a response for this request.