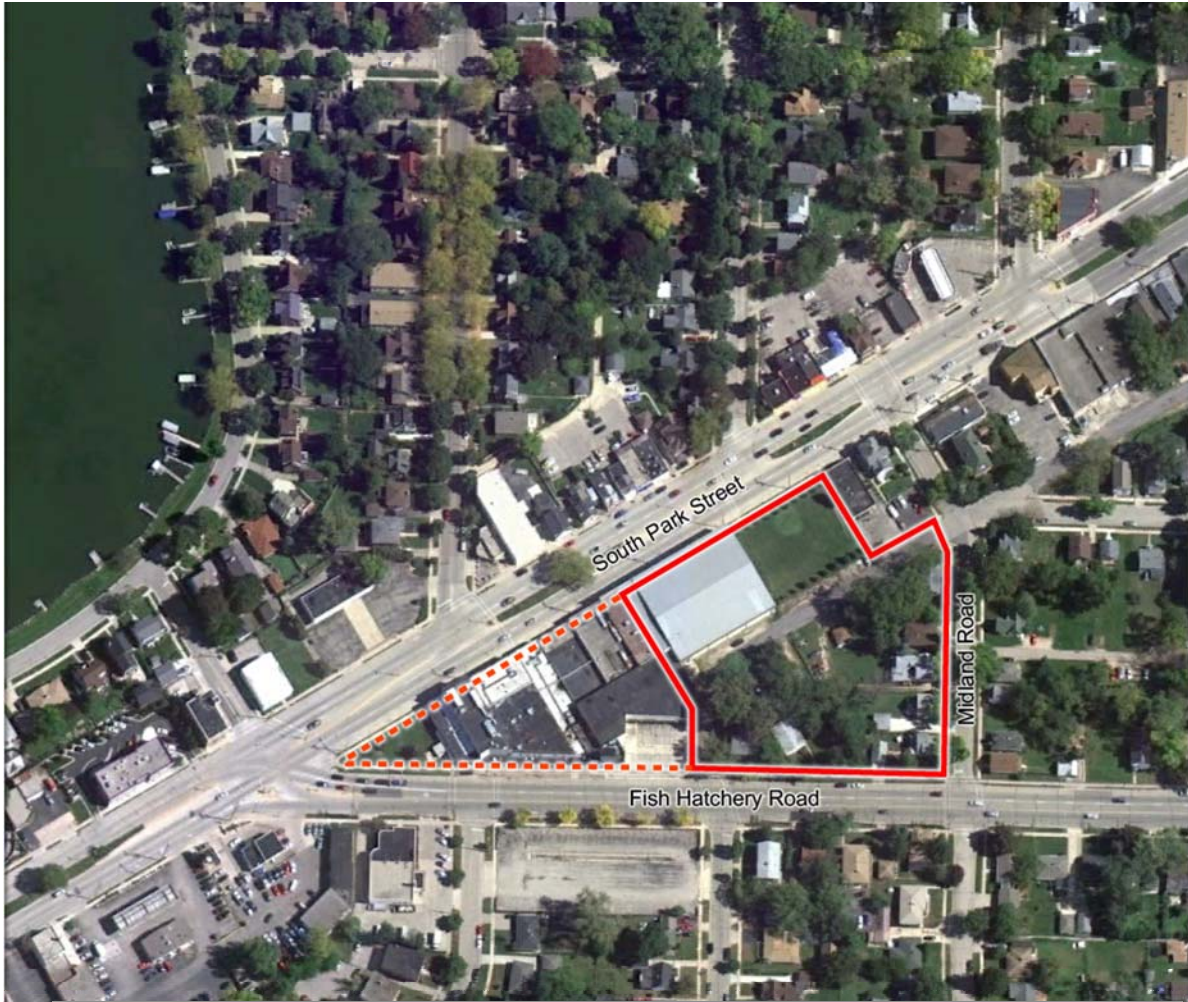


# Land Use Application



## Redevelopment of the Former Morningstar Dairy 1102 South Park Street

Ghidorzi Companies  
2100 Stewart Avenue  
Suite 300  
Wausau, WI 54401

Clark Street Development  
980 North Michigan Avenue  
Suite 1280  
Chicago, IL 60611

Submitted: July 13, 2011

## Proposed Zoning and Project Summary

Ghidorzi Companies on behalf of 1102 South Park LLC and Clark Street Development is hereby seeking approval of a Zoning Map Amendment from C-3 and R-4 to PUD-GDP and PUD-SIP for approximately 4.3 acres located at the south corner of South Park Street and Fish Hatchery Road. This site includes the former Morningstar Dairy, vacated High Street and several adjacent properties. Concurrent with this rezoning request, Ghidorzi Companies, 1102 South Park LLC and Clark Street Development is seeking approval of a Certified Survey Map, the vacation High Street between Fish Hatchery Road and Midland Street, and the demolition of the Morningstar Dairy building and eight residences. PUD-GDP zoning is requested for lots 2 and 3 and PUD-SIP zoning is requested for lot 1 as illustrated on the attached Preliminary Certified Survey Map.

When implemented, this project will involve the razing of the former Morningstar Dairy and eight residential buildings and the construction of a ~ 76,800 Square Foot (SF) 4-story building and surface and structured parking to accommodate ~266 vehicles. This new building and parking structure will be located entirely within lot 1 of the proposed CSM. 75% of the new building will be utilized for the expanded Wingra Clinic (operated by Access Community Health Systems) and the UW Foundation.

There are no detailed development plans at this time for the northerly portion of the site (Lots 2 and 3 of the proposed CSM). Preliminary concept planning for these lots include: lodging, street level retail, professional office and surface and structured parking facilities. Total building square footage to be developed on lots 2 and 3 is projected to be 80,000 to 100,000 SF.

Ghidorzi Companies is seeking public financial subsidy in the form of Tax Increment Financing and BREWD funding to facilitate and expedite the redevelopment of the entire site and development of the parking structure on lot 1.

Project Address: 1102 South Park Street  
Madison, Wisconsin

Property ID: 0709-262-0807-0  
0709-262-1206-3  
0709-262-1207-1  
0709-262-1208-9  
0709-262-1201-3  
0709-262-1202-1  
0709-262-1203-9  
0709-262-1204-7  
0709-262-1205-5  
0709-262-0804-6

Total Area of Proposed Re-zoning (See proposed preliminary Certified Survey Map):

Lot 1: PUD-SIP	2.635 Acres
Lot 2: PUD-GDP	1.119 Acres
Lot 3: PUD-GDP	<u>0.525 Acres</u>
	4.279 Acres

Applicant/Owner(s)

Lot 1: Ghidorzi Companies  
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### **Coordination with Alder Ellingson (13<sup>th</sup> District) and the Bay Creek Neighborhood Association**

This project was reviewed with Alder Ellingson in late April 2011 and the conceptual plans were presented and discussed at a neighborhood meeting held at the Labor Temple on May 4, 2011. Comments resulting from the neighborhood meeting are posted on Alder Ellingson's website.

### **Coordination with City Staff**

This project was presented and discussed with the Development Assistance Team on May 4, 2011 and with staff members of the Planning and Transportation Engineering Divisions on May 18, 2011; June 7, 2011; June 22, 2011; June 23, 2011; and July 7. The project has also been discussed in detail with the Economic Development Division Staff.

### **Project Description**

Phase One Area – Lot 1 proposed for PUD-SIP zoning

The Ghidorzi Company is seeking City of Madison approval to redevelop approximately 68% of the block bounded by South Park Street, Fish Hatchery Road and Midland Street with the construction of a ~76,800 Square Foot (SF) 4-story commercial building and associated surface and structured parking facilities. This new building will be utilized for the expanded Wingra Clinic operated by UW Health and Access Community Health Care Systems. Access Community Health Care will continue to operate a clinic at the Villager Mall in addition to this new location.

South Madison is a vibrant component of the greater Madison community and has benefited from an array of planning initiatives that serve as a framework for guiding redevelopment efforts, including: the *South Madison Neighborhood Plan* (Jan 2005), the *Wingra Market Study and Conceptual Redevelopment Plan* (March 2006) and the establishment of Urban Design District Number 7 (June 2006).

As noted by these plans, this area is recognized as having many appealing amenities that support redevelopment efforts:

- Close proximity to employment centers (downtown, UW, Dean Medical Campus, and St. Mary's and Meriter Hospitals)
- Accessibility from major arterial highways, bus routes, and bike paths.

These plans note that the "flatiron" tract at the intersection of South Park Street and Fish Hatchery Road is a prominent "gateway" site for new commercial and/or mixed use development and recommends multi-storied, mixed use buildings sited close to the property lines with emphasis on high quality architectural and urban design.

The use, site plan and conceptual building architecture has been reviewed and discussed at a neighborhood meeting sponsored by Alder Ellingson, and is currently being reviewed by City staff.

The development of the new Wingra Clinic is Phase One of the redevelopment initiative for this block. Planned Unit Development-General Development Plan (PUD-GDP) is proposed for the entire block (with the exception of the two lots at the corner of Park and Midland Streets which are not part of this proposal). The Phase One area – the proposed clinic building and associated parking – will be zoned as PUD-Specific Implementation Plan (PUD-SIP). This phase will include:

- Razing the entire former Morningstar Dairy site. (This site encompasses approximately 104,500 SF and is owned by Clark Street Development. Ghidorzi Company will be purchasing ~39,000 SF of this property)
- Vacation of High Street
- Razing of the 8 rental residential structures fronting Fish Hatchery Road and Midland Streets
- Removal of the MGE substation.
- Constructing a four story – 76,800 SF commercial building to be occupied by clinic, educational, and medical uses. Each floor is 19,200 SF
- Constructing associated parking facilities to support the clinic and educational uses (currently anticipated to include ~65 surface stalls and a ~200 stall multi-level parking structure). Note: The prospective occupants of the building desire 4 parking stalls per 1,000 SF of gross floor area to optimally meet the needs of patients, staff and students. The proposed site plan provides for 3.46 stalls per 1000 SF of gross floor area.
- Site Improvements including: landscaping and lighting to compliment building appearance and enhance the pedestrian environment, appropriate screening of surface parking areas, site amenities (walkways and furniture) and storm water management facilities.

Phase Two Area – Lots 2 and 3 to be zoned PUD-GDP

The Phase Two area (located to the north of the proposed clinic site) is owned by Clark Street Development. After demolition of the dairy building(s), this area will be temporarily seeded and maintained until market conditions support development that is compatible with the City's adopted plans and design guidelines. Please refer to the supplemental submittal provided by Clark Street for additional information.

### Clinic Building and Site Design Considerations

- The clinic building and site is being designed to achieve LEED Certification.
- The clinic building is located so as to be the prominent feature along this segment of the South Park Street frontage. It is sited with a 12 foot setback from the South Park Street Right-of-Way to present an urban character to the site and to enable:
  - widening of the Park Street Sidewalk,
  - streetscape landscaping and hardscape features, and
  - to accommodate building architectural features (awnings and cornice features) without encroachment over the public walk.
- The main entry of the clinic is on the southeast façade accessed by the covered entry drive/ patient drop-off area. This driveway is aligned to provide easy and convenient “way-finding” to the surface parking areas, internal circulation drive and the parking structure.
- The Park Street corner of the clinic building will contain a retail pharmacy use with pedestrian access and “store front” oriented towards and visible from the Park Street sidewalk. This access area will be improved as a pedestrian plaza with benches and landscaping.
- The service area of the clinic is located at the west corner of the building. This location provides access for deliveries and emergency ambulance service without disrupting the normal flow and access of patient traffic at the front entry. It is especially important to for the clinic operation that ambulance access be located away from the main client entrance of the clinic.
- Internal site circulation is supported by a private drive constructed essentially along the vacated High Street alignment and provides ingress and egress to Midland Street and Fish Hatchery Road as well as access to the parking structure and surface lots. The private drive connection to Fish Hatchery Road and Midland Street is also an important circulation route for the Phase Two development proposed by Clark Street. Cross-easements will be established permitting vehicle and pedestrian access and circulation over the entire site.
- The parking structure is two levels with direct vehicle access to the internal drive, west surface parking lot and Midland Street. The structure is designed to provide safe wheelchair routes to designated surface sidewalks and a pedestrian skywalk connection to the third floor of the clinic building. (Note: the third floor of the clinic building is “spec” space and secure evening access between the building and parking is critically important to prospective tenants). Subsurface soil conditions preclude the structure from being economically constructed with parking levels fully below street grades.

In order to optimize the efficient use of the redevelopment area, accommodate City staff plans for the potential future widening of Fish Hatchery Road and Midland Street, and provide permanent yard area for landscaping, the structure is sited with an 8 foot

landscaping setback from the future sidewalk location along Fish Hatchery Road. City Staff is requiring a 6 foot dedication for the widening Fish Hatchery Road when it is reconstructed in the future. The parking structure is set back 9 feet from the Midland Street ROW to accommodate landscaping and potential street widening at the intersection with Fish Hatchery Road.

- The exterior architecture of all sides of the parking structure is being designed to complement the character of the Fish Hatchery Road and Midland Street frontages as a planned mixed use and commercial land use. The structure will include articulation of the face walls, parapet features, and foundation and trellis landscape features. The wall openings into the main level of the parking structure will be 30 + inches above the sidewalk grade and will be screened in a similar manner as the St Mary's parking ramp to accommodate ventilation while providing visual screening of vehicles and security.
- The Fish Hatchery Road – Midland Street corner of the structure is designed to create a street level pedestrian plaza supporting the adjoining bus stop.

#### Compatibility with the Wingra Build Plan

The proposed development of the Wingra Clinic site has been designed to be compatible with the recommendations and planning framework established by the adopted Wingra BUILD Plan.

The Wingra BUILD Plan calls for the redevelopment of the Morningstar Dairy property. The plan calls for a master-planned development under a Planned Unit Development zoning and land use designation. A mix of land uses is envisioned at a density of approximately 162,000 SF. The site is recognized as a "gateway" to South Madison and therefore should be developed with a landmark structure at the point of Park Street and Fish Hatchery Roads. The Plan recommends a mid-rise flatiron building configuration at this intersection. A presence of retail oriented building fronts should be maintained along Park Street and the buildings should be compatible with adjacent residential neighborhoods. The concept drawings and Transportation Supplement to the BUILD Plan indicate a two to three-story parking structure be included in the development.

The plan also recommends land uses that support job creation in areas such as health care and bio-medical services in cooperation with the major health care institutions and the University of Wisconsin.

In general, the goal of the plan is to replace surface parking with parking decks, while acknowledging that surface parking is necessary to meet the needs of both on-site users and remote parking for St. Mary's and Meriter Hospitals on an interim basis.

Phase One of this redevelopment effort is consistent with the plan in that it is a medically related building use that is being constructed in cooperation with a major health care provider, the University of Wisconsin. The building is of high architectural quality and the parking structure is designed in a manner to be compatible with the scale and massing of neighboring improvements. The parking deck has approximately the same amount of frontage on Fish Hatchery Road as the deck found in the Wingra BUILD Transportation Supplement illustration and the set back from Fish Hatchery Road is similar to the plan illustration.

The medical clinic is 4 stories in height, consistent with the recommendations of the Wingra BUILD Plan. It has a retail oriented entrance on Park Street that promotes pedestrian use of the facility. At a gross building area of 76,800 square feet, its density is appropriate for the portion of the site that it encompasses, allowing for a building density of between 80,000 and 100,000 square feet to be constructed on the “flatiron” triangle intersection portion of the site at a future date.

The only significant variant between the proposed Ghidorzi Wingra Clinic Site Plan (including the conceptual plans put forth by Clark Street Development) and the Wingra Build Plan is that the Build Plan illustrates medium density residential uses (totaling 24 dwelling units) fronting on Midland Street. While neighborhood housing is a compatible use, recent experience has shown that it is impractical and financially not feasible in this vicinity, particularly under current market conditions. The developer has met with the primary land owner of residences along the south side of Midland Street, Dean Health Systems, to review the development plan including the size, location and design of the parking structure. Dean Health has indicated their support for the plan, including the design and location of the parking deck.

### **Existing Structures and Demolition**

The Madison Zoning Code outlines the standards for issuance of a Demolition Permit. These standards require that the Plan Commission find that the requested demolition and proposed use are compatible with the purposes and intent of the Zoning Code, promote the general welfare of the City, encourage appropriate land use and conserves and enhances the taxable value of land and buildings.

The proposed redevelopment of this site has been noted in the adopted *South Madison Neighborhood Plan* (Jan 2005), the *Wingra Market Study and Conceptual Redevelopment Plan* (March 2006). During Phase One of this redevelopment project all of the existing structures within the boundaries of the proposed CSM will be razed; these include the former Morningstar Dairy, eight residential buildings and accessory structures (located on 7 lots) and an MG&E substation.

A Re-use and Recycling Plan has been prepared for review prior to demolition being initiated. The concrete footings and floor slabs of the Morningstar Dairy buildings located within Lots 2 and 3 will remain in place as required by the Wisconsin DNR closure permit until Phase Two of the project is initiated. In the interim, to the extent feasible, this area will be covered with topsoil, seeded and maintained as green space until redeveloped in accordance with a future PUD-SIP approval.

### **Social and Economic Impacts**

This development will have a positive social impact on the surrounding south Madison neighborhoods by removing the blighting influence of the former Morningstar Dairy, providing for expanded and conveniently accessible health care opportunities, and providing a positive impact to the City’s tax base.