



Report to the Plan Commission

September 19, 2011

Legistar I.D. #23750, 23764, 23790 & 23944

1002-1102 S. Park Street, 906-918 Midland

Street & 1101-1109 Fish Hatchery Road

PUD Rezoning | Demolition Permit | Vacation | CSM

Report Prepared By:

Timothy M. Parks, Planner

Planning Division

Requested Actions:

- Approval of a request to rezone 1002-1102 S. Park Street, 906-918 Midland Street and 1101-1109 Fish Hatchery Road from R4 (General Residence District) and C3 (Highway Commercial District) to Planned Unit Development-General Development Plan (PUD-GDP) to guide redevelopment of the site as a mixed-use/ employment development, and Planned Unit Development-General Development Plan-Specific Implementation Plan (PUD-GDP-SIP) to allow construction of a 76,800 square-foot medical office/ clinic building and parking ramp on a 2.64-acre parcel in the first phase;
- Approval of a demolition permit to allow a former dairy, 8 residential structures and an electrical substation to be demolished as part of the proposed redevelopment;
- Vacation of High Street from Midland Street to Fish Hatchery Road to facilitate the redevelopment, and;
- Approval of a three-lot Certified Survey Map of the subject property.

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; Section 28.12(12) provides the guidelines and regulations for the approval of demolition permits. The subdivision process is outlined in Section 16.23(5)(g) of the Subdivision Regulations.

Summary Recommendation: The Planning Division recommends that the Plan Commission:

- Recommend **approval** of Zoning Map Amendment ID 3562 and 3563, rezoning 1002-1102 S. Park Street, 906-918 Midland Street and 1101-1109 Fish Hatchery Road from R4 and C3 to PUD-GDP and PUD-GDP-SIP;
- **Approve** the demolition of the existing structures on the subject site;
- Recommend **approval** of the vacation of High Street to the Board of Public Works and Common Council pending final approval and recording of the planned unit development, and;
- **Approve** the three-lot CSM of the 4.3 acre property, all subject to input at the public hearing and the conditions from reviewing agencies beginning on page 11 of this report.

Background Information

Applicants: Charles Ghidorzi, Ghidorzi Companies, LLC; 2100 Stewart Avenue, Suite 300; Wausau & Clark Street Development, 980 N. Michigan Avenue; Chicago, Illinois.

Property Ownership: Ghidorzi Companies, LLC has accepted offers to purchase 906-918 Midland Street and 1101-1109 Fish Hatchery Road from individual property owners and a portion of 1102 S. Park Street from Clark Street Development, who will continue to own the rest of 1102 and all of 1002 S. Park Street.

Proposal: The applicants are requesting approval of a rezoning of the overall site to Planned Unit Development-General Development Plan (PUD-GDP) zoning to allow the future construction of employment, retail, and hospitality uses following the demolition of a series of former dairy buildings primarily located along the S. Park Street frontage and an electrical substation and 8 residential buildings located along the Fish Hatchery Road and Midland Street frontages of the site. In addition, Ghidorzi Companies is requesting Planned Unit Development-Specific Implementation Plan (PUD-SIP) zoning to allow the construction of a four-story, 76,800 square-foot medical office/ clinic building and a three-level parking ramp on the southernmost 2.64 acres of the site.

Demolition of the existing buildings and construction of the Wingra Clinic project will commence this fall, with completion of the medical office/ clinic building and parking ramp scheduled for December 2012. Implementation of the PUD on the remaining land owned by Clark Street Development will occur as market conditions warrant.

Parcel Location: A triangularly shaped, approximately 4.3-acre parcel generally bounded by S. Park Street on the east, Fish Hatchery Road on the west and Midland Street on the south; Urban Design District 7; Aldermanic District 13 (Ellingson); Madison Metropolitan School District.

Existing Conditions: The subject site is developed with a series of interconnected former dairy buildings located along the S. Park Street frontage and the Fish Hatchery Road frontage north of High Street, which are zoned C3 (Highway Commercial District). The block bounded by Midland Street, Fish Hatchery Road and High Street is developed with an electrical substation, four single-family homes, 2 two-family residences and a four-unit apartment complex, zoned R4 (General Residence District).

Surrounding Land Use and Zoning:

South: Various commercial businesses on the west side of S. Park Street, zoned C2 (General Commercial District) and C3 (Highway Commercial District); single-family residences across Midland Street, zoned R2 (Single-Family Residence District);

West: Sweeney Construction, MexMuffler auto repair, and Toby's Auto Sales located across Fish Hatchery Road north of S. Brooks Street, zoned C3; undeveloped surface parking lot, zoned PUD-GDP between S. Brooks and High streets; single-, two-, and multi-family residences, zoned R4 (General Residence District);

East: Various commercial businesses across S. Park Street, zoned C2 and C3, including Jade Garden restaurant, Carnival's, Atomic Design, Barrique's, and Grant Communications.

Adopted Land Use Plan: The Comprehensive Plan recommends the entire site for Community Mixed-Use development. The Generalized Future Land Use Map that includes this area includes a map note that emphasizes increasing employment uses and creating a Transit-Oriented Development pattern in the area bounded by S. Park Street, Fish Hatchery Road and Wingra Creek. Future development within this area is recommended to strengthen internal pedestrian connections and provide improved connections to the existing residential areas located west of Fish Hatchery Road and east of S. Park Street

The subject site is also located within the boundaries of the South Madison Neighborhood Plan, which generally recommends that redevelopment activities in the same triangle formed by S. Park Street, Fish Hatchery Road and Wingra Creek emphasize business retention and expansion, increased

connectivity, street-oriented development with an emphasis on urban building forms, and the placement of parking to the side and rear of buildings.

The Wingra Market Study and Conceptual Redevelopment Plan Summary Report studied the market potential for redevelopment of the triangle and provided a series of broad planning and urban design recommendations to guide future redevelopment activities. With regard to the proposed Wingra Clinic and Clark Street Development properties, the plan recommends redevelopment of the former Bancroft Dairy along S. Park Street with high-density residential or lodging uses with first floor commercial uses, with less specific commercial uses recommended further south along S. Park between the dairy and Copp's grocery store further to the south. The low-density residential uses present along Midland Street were recommended to remain as workforce housing opportunities. More discussion of all of these planning recommendations follows in later sections of this report.

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

Public Utilities and Services: This property is served by a full range of urban services. Additionally, Metro Transit operates seven-day transit service along S. Park Street and Fish Hatchery Road.

Zoning Summary: The overall site is proposed to be rezoned PUD-GDP, which will be reviewed in the following sections, while the site of the medical office building to be constructed in the first phase will be zoned PUD-GDP-SIP. Subsequent rezonings from PUD-GDP to PUD-SIP will be required prior to the construction of subsequent phases of the planned unit development.

Other Critical Zoning Items	
Yes:	Urban Design (UDD 7), Utility Easements, Barrier Free
No:	Wellhead Protection, Floodplain, Landmarks, Waterfront Development
Prepared by: Pat Anderson, Asst. Zoning Administrator	

Project Review

The applicants, Ghidorzi Companies and Clark Street Development, are requesting Planned Unit Development-General Development Plan zoning for a triangularly shaped 4.3-acre property bounded on the east by S. Park Street, Fish Hatchery Road on the west and Midland Street on the south. The subject comprises the entire block bounded by those streets except for two commercial properties located at the northwesterly corner of S. Park and Midland, which will not be rezoned or redeveloped at this time. The proposed PUD will also include the segment of High Street that extends between Midland and Fish Hatchery, which the applicants are proposing to have vacated as a public street.

Background & Existing Conditions

The proposed two-party planned unit development anticipates the demolition of all of the existing buildings located across the assembled property. Although the proposed redevelopment to be discussed further in coming sections of this report will occur in phases, the applicants propose to raze all of the existing structures concurrent with the first phase of development, with the remainder of the overall site to be graded and seeded pending the commencement of subsequent phases.

The most prominent of the buildings to be razed is the complex of former Bancroft/ Morningstar Dairy buildings that line most of the S. Park Street frontage of the site and the Fish Hatchery Road frontage between S. Park and High streets. This includes a two-story tall standing seam metal building located along S. Park Street at the southern end of the complex, which transitions into a tall one-story brick building near the middle of the frontage. Continuing north the building becomes a one- and two-story EIFS-clad building before reaching the point formed by the Fish Hatchery Road-S. Park Street intersection, where the building transitions into a one-story concrete block building with a concrete pad where a storage tank previously sat. The area north of the dairy complex is a grassy greenspace that includes a couple of coniferous trees and a neighborhood identification sign for the Bay Creek neighborhood. Moving south along the Fish Hatchery frontage, the dairy buildings continue as a one- and two-story concrete block structure before arriving at a recessed, EIFS-clad multi-bay loading dock located adjacent to High Street, which faces to the west. The remainder of the former dairy site includes an open greenspace located between S. Park and High streets, which extends from the southern wall of the building complex and the southernmost property line, which includes a row of arborvitae parallel to both street frontages.

The subject site west and south of High Street transitions immediately into a mostly low-density residential character comprised of 8 residential structures that will be demolished. A Madison Gas & Electric electrical substation will be relocated as part of the proposed redevelopment.

Beginning along the Fish Hatchery Road frontage, the first residence to be razed is a one-story wood-shingled 970 square-foot single-family residence located at 1101 Fish Hatchery Road that contains two bedrooms and one bath and was constructed in 1937 according to City records. Moving south, 1105 Fish Hatchery is developed with 2 adjacent two-story brick and vinyl-sided two-family residences, which were constructed circa 1959. The buildings sit perpendicular to both Fish Hatchery Road and High Street and include an asphalt parking area east of the buildings, which is accessed from High Street. The MG&E substation is located on a 9,614 square-foot parcel at 1109 Fish Hatchery Road. The facility is an open-air transformer pad enclosed by a chain-link fence and screened from view from Fish Hatchery Road by dense vegetation. The facility is most visible from High Street, which also provides its vehicular access.

Moving from west to east along Midland Street from Fish Hatchery Road, the site includes three single-family residences and 2 two-unit residences. 918 Midland Street sits at the northeastern corner of Fish Hatchery and Midland and is a 1.5-story single-family residence constructed in 1911 according to City records, which contains two bedrooms and one bath, and a detached one-car garage accessed from Fish Hatchery Road. Next east, 914 Midland is a vinyl-clad 1.5-story three-bedroom, one-bath single-family residence built in 1914 that includes a full-width front porch. The two-family residences are located mid-block and include a two-story, vinyl-sided structure located at 910 Midland that was built in 1904 according to City records, and a two-story brick two-unit built in 1959. The last residence to be demolished is a 1.5-story three-bedroom, one-bath single-family residence located at 906 Midland Street, which corners on High Street.

As noted above, the block bounded by S. Park, Fish Hatchery and Midland includes two buildings that are not proposed for rezoning or redevelopment with the subject requests. The northwesterly corner of S. Park and Midland is developed with a two-story woodframed structure at 1114 S. Park Street, which includes residential units on two floors located above a partially exposed commercial space that faces S. Park Street. To the north, 1110 S. Park Street is a one-story commercial building housing Instyprints.

The overall subject site is characterized by its general lack of grade change across the site, with a very slight south-to-north grade change present primarily along the Fish Hatchery Road frontage. The residentially developed portion of the property south and west of High Street includes significant mature vegetation throughout the block of properties, including many prominent deciduous shade trees and conifers that will be removed as part of the proposed redevelopment.

A wide range of land uses surrounds the 4.3-acre subject site. Properties along and across S. Park Street east and south of the site include a variety of one-and two-story mostly commercial structures that house a range of uses that include a recently opened Barrique's, Taqueria Guadalajara, Grant Communications, Atomic Designs, and a Clark gas station (which is separately on the September 19 Plan Commission agenda for approval to demolish the existing gas station and convenience store and build a new gas station and convenience store with a restaurant tenant space). The properties located across Fish Hatchery Road from the northernmost portion of the site are also commercial and include an auto repair business, an auto sales establishment, and a construction office north of S. Brooks Street, which "tees" into Fish Hatchery Road. Between S. Brooks and High streets, the land opposite the site includes an asphalt parking lot that was once used as truck parking for the dairy, which has recently been the subject of two rezoning requests to facilitate residential redevelopment proposals that have not been implemented to date.

The remaining properties located opposite the subject site are residential in character and include mostly two-story residential structures that include a mix of single-, two- and multi-family structures on the west side of Fish Hatchery Road between High and Midland streets before transitioning into mostly one-story single-family residences along Midland Street and on the west side of Fish Hatchery Road south of Midland. A series of mostly 1.5-story single-family residences are located south of the site on the south side of Midland Street, with Dean Clinic located further to the south on the east side of Fish Hatchery Road.

Wingra Clinic Development

The first phase of the proposed planned unit development calls for the construction of a four-story, 76,800 square-foot building by the Ghidorzi Companies on the southern portion of the S. Park Street frontage of the site. The proposed commercial building will house an expanded Wingra Clinic, which will occupy all of the first floor and most of the second floor of the proposed building. Another health-related tenant will occupy the fourth floor, while the third floor will be built as speculative office space initially.

The proposed medical office building will be located just south of the middle of the site's S. Park Street frontage roughly opposite Emerson Street. The building will reflect a contemporary design and will be constructed with an exterior of stone panels, brick and prominent glass walls and window openings on all four elevations. Building entrances will be located near the southeastern corner and will face to the south and east, with a metal canopy proposed to extend along most of the southern façade to provide a covered drop-off area for visitors. In addition to the covered drop-off area, the land between the building and southern property line will be occupied by a 24-stall surface parking lot primarily intended for short-term parking by visitors, which will be located across one of the private access drives that will serve the site. The proposed clinic will be set back from S. Park Street sidewalk behind an approximately 10-foot deep raised planter and seat wall that will extend along the entire street-side wall.

The planned unit development calls for the vacation of the segment of High Street between Midland Street and Fish Hatchery Road as a public street. The existing partially improved street section will be demolished and replaced with a new, fully improved private drive that will generally follow the same

alignment, including an intersection with Midland Street opposite High Street and South Street, which intersect Midland at a five-point intersection. This north-south drive will extend through the site parallel to the western wall of the clinic before intersecting an east-west private drive that will extend between Fish Hatchery Road and S. Park Street along the northern wall of the clinic.

Most of the parking for the proposed medical office building will be located west of the proposed north-south drive, with the majority of those parking stalls to be located in a three-level, 239-stall ramp to be located southwest of the building at the northeastern corner of Midland Street and Fish Hatchery Road. Primary access to the ramp will be provided from a driveway on Midland Street opposite Garden Street, and at the northeastern corner of the ramp from the north-south private drive. A third entrance will be located at the western end of the northern wall of the ramp, which will be accessed initially from a 39-stall surface parking lot proposed to be located north of the ramp and west of the proposed medical office building. Access to this lot and the third entrance to the ramp will be provided from a driveway located along the east-west private drive traversing the site. The 39-stall lot will be set back about 30 feet from the Fish Hatchery Road right of way, with the space to between the edge of the lot and public sidewalk to be used for landscaping and a rain garden. The parking ramp will be constructed with a combination of spancrete and brick, with accents intended to match the medical office building. In addition, Ghidorzi is proposing an enclosed connection between the top level of the ramp and the third floor of the proposed building.

Most of the space to be used for the 39-stall parking lot is envisioned for future use as a three- or four-story commercial building with an approximately 12,000 square-foot floor plate for each floor. The plan for the future phase building anticipates that 12 parking stalls of the 39-stall lot and the third access to the parking ramp will remain along the northern wall of the parking ramp with the implementation of the second building. The planned unit development also indicates that the 239-stall ramp can be expanded vertically to provide the additional parking that may be needed to serve the second building.

General Development Plan for Clark Street Development Property and Proposed Certified Survey Map

The property extending north of the proposed Wingra Clinic building along Fish Hatchery Road and S. Park Street will be retained by Clark Street Development for the future construction of a mixed-use development. The C3-zoned property was included in the proposed Planned Unit Development zoning district at the request of the Planning Division, which desired that the entire former Bancroft/Morningstar Dairy property be redeveloped in a comprehensive, cohesive manner rather than have the medical office building to the south be developed in PUD zoning while the remainder of the former dairy property was redeveloped under the more permissive C3 Highway Commercial zoning district.

The general development plan for the Clark Street Development property will guide future development of the 1.64-acre portion of the overall 4.3-acre subject site that extends from the future east-west drive proposed to extend from Fish Hatchery Road to S. Park Street north to the point where those two public streets intersect. The general development plan emphasizes three elements: a list of permitted uses for the 1.64 acres, a maximum floor area ratio (FAR) of 5.0, and a set of vehicular access provisions.

The list of permitted uses submitted appears to be an amalgam of the permitted use sections of the C1 Limited Commercial, C2 General Commercial and C3 Highway Commercial zoning districts, with some notable land uses excluded, including adult-related business, bed and breakfasts, pet kennels and motor vehicle repair businesses. Staff generally finds the list to be acceptable, though it will work with Clark Street to refine and streamline the list of uses prior to final approval of the PUD for recording. The proposed FAR of 5.0 would allow approximately 357,000 square feet of gross floor area to be

developed on the Clark Street property. A very conceptual site plan for the 1.64-acre property submitted with the general development plan suggests that the future square footage will be allocated in one or more multi-story buildings primarily extending along the S. Park Street frontage between Fish Hatchery Road and the Wingra Clinic building, with another building possible along the Fish Hatchery frontage. Parking for to serve the future development of the 1.64-acre site will likely be structured and located on the interior of the site.

Details of how this potential density of development on the Clark Street Development property would be accommodated will require careful consideration at the specific implementation plan stage of the PUD land use entitlement process, as will the final access points that will serve the 1.64-acre site. The Clark Street General Development Plan requests full driveway access into the site from Fish Hatchery Road just south of S. Brooks Street, a left-in from northbound S. Park Street with a right-in/ right-out southbound, and full access from the east-west drive that will extend along the southern edge of their property. These access points may ultimately be acceptable to the City, but it is difficult to fully commit to these accesses until more information is provided with a specific implementation plan that details how the 1.64-acre parcel will be developed with regard to the types of uses, site design, density of development, and traffic and parking demands. Staff is recommending a condition of approval of the PUD-GDP that provides comfort language to be incorporated into the final zoning text prior to recording and the issuance of demolition permits to this effect.

The site of the proposed Wingra Clinic building and the Clark Street Development property is the subject of a Certified Survey Map request to combine all of the underlying parcels and the High Street right of way segment that is proposed to be vacated into a total of three lots. The three lots will include two lots of 1.12 and 0.53 acres for Clark Street (Lots 2 and 3 of the attached CSM) and an approximately 2.64 acre parcel (Lot 1) for the Ghidorzi Companies clinic and parking ramp project. The CSM is included in the approvals before the Plan Commission and should be approved subject to the prior recording of the High Street vacation, the Planned Unit Development zoning, and the cross-access and shared parking easements necessary to serve the proposed redevelopment.

Analysis, Evaluation & Conclusion

The proposed planned unit development for the former Bancroft/ Morningstar Dairy site and nearby properties represents an exciting and transformative infill redevelopment project for one of South Madison's most prominent redevelopment sites, which is located at the confluence of its two gateway corridors leading to the center of the City and University of Wisconsin campus. The demolition of the former dairy, construction of the Wingra Clinic medical office building, and the future development of the site north and west of the medical office/ clinic building should result in a significantly greater utilization of the property, and one which has the potential to stimulate investment in other properties along the S. Park Street corridor.

The Planning Division believes that the proposed planned unit development, demolition permit and Certified Survey Map can meet the standards and criteria for approval of the same. As a basis for determining the acceptability of a planned unit development, the Zoning Ordinance requires that specific criteria be applied with specific consideration as to whether or not the proposed PUD "is consistent with the spirit and intent of this ordinance and has the potential for producing significant community benefits in terms of environmental and aesthetic design." The Planning Division generally believes that the Plan Commission can find the criteria for approval of planned unit developments met. While the intensity of development and the bulk and mass of the project will be significantly greater than

what currently exists throughout the subject site, staff believes that the project has the potential to create substantial benefit to the community, and that the redevelopment proposals are largely consistent with the land use recommendations pertinent to the site.

Redevelopment of the proposed Wingra Clinic and adjacent Clark Street Development properties was first discussed in the 2002 Park Street Revitalization: Possibilities to Reality report, with general recommendations included in the South Madison Neighborhood Plan. While acknowledging that major land use and urban design principles for the 65-acre “triangle” formed by S. Park Street, Wingra Drive and Fish Hatchery Road would be addressed in the then forthcoming Wingra Market Study and Conceptual Redevelopment Plan Summary Report, the South Madison Neighborhood Plan generally recommended that redevelopment activities in the triangle emphasize business retention and expansion, increased connectivity, street-oriented development with an emphasis on urban building forms, and the placement of parking to the side and rear of buildings.

The subsequent Wingra Market Study and Conceptual Redevelopment Plan Summary Report (“BUILD Plan”) studied the market potential for redevelopment of the triangle and provided a series of broad planning and urban design recommendations to guide future redevelopment activities. With regard to the proposed Wingra Clinic and Clark Street Development properties, the BUILD Plan recommends redevelopment of the former Bancroft/ Morningstar Dairy along S. Park Street with high-density residential or lodging uses with first floor commercial uses, with less specific commercial uses recommended further south along S. Park between the dairy and Copp’s grocery store. To the southwest of the dairy, the BUILD Plan recommends that the existing residential uses on both sides of Midland Street between Fish Hatchery Road and High Street be retained as neighborhood-scale housing with opportunities for infill. (The Plan acknowledges that Dean Health Systems owns many of the residences south of the site across Midland and that Dean has expressed a desire to maintain those properties to preserve the potential for future expansion of their facilities located along Fish Hatchery Road.) A concept plan included in the BUILD Plan proposes a parking structure to serve redevelopment of the dairy site along the Fish Hatchery Road frontage approximately midway between S. Park and Midland streets and north of the housing recommended to remain.

Broader recommendations in the BUILD Plan also may apply in the consideration of the proposed Wingra Clinic development. The Plan concludes that opportunities for job creation in health care and biomedical services exist with the plan area. Structured parking is also strongly recommended, though interim use of surface parking was acceptable in limited circumstances. The Plan also encourages development on the triangle to maintain compatibility with the residential neighborhoods located west of Fish Hatchery Road and east of S. Park Street.

These recommendations are generally reflected in the Comprehensive Plan, which recommends the entire triangle for Community Mixed-Use development, with a map note that provides more specific guidance:

“Note 27: Located between Park Street and Fish Hatchery Road, two primary gateways into the City of Madison, these lands are currently developed with a variety of retail, service, employment, institutional and residential uses. Recent City plans for the area recommend increasing residential density, providing workforce housing for the Dean Clinic and other area employers, increasing employment of area businesses and creating a Transit-Oriented Development pattern. Future development within this area should seek to strengthen internal pedestrian connections and also provide improved connections to the existing low-density

residential areas located west of Fish Hatchery Road and east of Park Street.” [Comp. Plan Vol. 2, Page 2-163]

In reviewing the proposed clinic redevelopment, Planning staff believes that the proposal conforms to most but not all of the various land use and urban design recommendations in these adopted plans. Staff believes that the proposed placement of both the four-story Ghidorzi medical office building along most of the S. Park Street frontage and the general development plan for the Clark Street Development parcel to the north, which suggests that one or more multi-story buildings may be developed in the future on most of its S. Park frontage north of the clinic, generally respond to the urban design recommendations in the South Madison Neighborhood Plan and Wingra Market Study and Conceptual Redevelopment Plan Summary Report that emphasize the importance of high-quality urban design along S. Park Street. Staff feels that the proposed medical office/ clinic building is well designed with a strong presence along the S. Park Street, and that the project will result in a significant addition to this gateway corridor.

The location of the proposed Wingra Clinic parking ramp is one area of divergence from the recommendations in the BUILD Plan. The proposed parking structure will be located further south along Fish Hatchery Road than recommended in the plan, which will result in the elimination of approximately half of the neighborhood-scale housing along Midland Street, which the BUILD Plan recommends remain, and may create a precedent for the housing to the south to be removed. The placement of the parking ramp at the corner of Fish Hatchery and Midland will also result in a change in the character of that corner, which is currently low-density residential in scale and character. The proposed three-level parking ramp will result in a significant two-story tall building mass with long street walls along both street frontages that will primarily be broken up through the use of landscaping elements.

When coupled with the interim surface parking lot to be constructed north of the parking ramp and the possibility that additional parking facilities for the redevelopment of the Clark Street Development parcel may be located along Fish Hatchery Road, Planning staff was initially concerned that much of the two-block stretch between Midland and S. Park streets could be either surface or structured parking, at least until the potential future-phase building is constructed west of the clinic. Also of concern was the design and placement of the ramp resulting in an unwelcoming pedestrian environment along the perimeter streets and a less than ideal transition to the one- and two-story residential uses located to the west.

However, the BUILD Plan acknowledges Dean Health System's plans to retain ownership of the residences located on the south side of Midland Street in order to accommodate its possible future expansion plans. Combined with the overall benefits of the Wingra Clinic project in terms of constructing a much needed and well designed new clinic that will serve as an important redevelopment project in the Wingra BUILD area and the jobs it will create, staff is not opposed to the loss of the housing in this area. Staff believes that the parking ramp proposed is generally well designed and includes adequate space for landscaping along the street frontages. The ability for the ramp to be expanded vertically to facilitate additional development north and west of the medical office/ clinic building provides the potential to maximize the intensity of development on the overall planned unit development site.

While the general development plan for the Clark Street Development properties north of the new medical office/ clinic building and parking ramp is very conceptual in nature, Planning staff believes that the framework it provides will encourage a density and character of development that should complement the Wingra Clinic project and reflect the types of development recommended for this site in

various adopted plans that pertain to the subject property. However, the final density of the future Clark Street development and the vehicular access that will serve it will require careful consideration against the criteria for planned unit developments at the time specific implementation plans are submitted for review.

In addition to being in a proposed Planned Unit Development zoning district, the subject site is located in Urban Design District 7, which provides specific guidance for new construction in the S. Park Street corridor between Regent Street and the Beltline Highway. Projects in urban design districts require the approval of the Urban Design Commission (UDC) as part of the land use entitlement process. The UDC reviewed both the general development plan for the 1.64-acre Clark Street Development property and the plans related to the 2.64-acre Wingra Clinic project on September 7, 2011.

The UDC granted initial approval of the Clark Street general development plan. In making its recommendations on this component of the overall planned unit development, the UDC emphasized the need to maximize the future development of the 1.64-acre property, including the construction of a flatiron building on the northern tip of the site adjacent to the S. Park Street-Fish Hatchery Road intersection. The UDC also encouraged the future building(s) to include a strong presence along S. Park Street with active entrances from the public sidewalk, and encouraged the developer to explore opportunities to share parking with the Wingra Clinic project to the south.

The UDC granted final approval of the proposed Wingra Clinic project after a total of 5 discussions with the Ghidorzi Companies to ensure the proposed redevelopment met the urban design requirements of UDD 7 and the design-related criteria for planned unit developments to the greatest extent possible.

The reports of the September 7 UDC actions regarding the proposed planned unit development will be provided to the Plan Commission once they are completed.

Staff Recommendations, Conditions of Approval & General Ordinance Requirements

Major/Non-Standard Conditions are shaded

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

The Planning Division recommends that the Plan Commission take the following actions regarding the proposed redevelopment, all subject to input at the public hearing and the conditions that follow from the Planning Division and other reviewing agencies:

- The Plan Commission should forward Zoning Map Amendments 3562 and 3563, rezoning 1002-1102 S. Park Street, 906-918 Midland Street and 1101-1109 Fish Hatchery Road from R4 (General Residence District) and C3 (Highway Commercial District) to PUD-GDP and PUD-GDP-SIP, to the Common Council with a recommendation of **approval**;
- The Plan Commission should find the demolition standards met and **approve** the demolition of the existing principal structures on the subject site subject to the Common Council's approval of the PUD zoning map amendment;
- The Plan Commission should recommend **approval** of the vacation of High Street to the Board of Public Works and Common Council subject to the final approval and recording of the Planned Unit Development zoning map amendment, and;
- The Plan Commission should **approve** the three-lot CSM of the 4.3 acre property subject to the final approval and recording of the proposed vacation of a portion of High Street and the Planned Unit Development zoning map amendment.

1. That the Wingra Clinic Planned Unit Development be revised per Planning Division approval prior to recording and the issuance of demolition permits as follows:
 - 1a. retitle the sheet "Future Building Massing – Option 1" to be "Wingra Clinic General Development Plan" and retitle of Sheet C-1.0 to be "Wingra Clinic Specific Implementation Plan";
 - 1b. provide a depth dimension for the planter/ seat wall along the S. Park Street frontage;
 - 1c. provide detailed architectural elevations for the parking ramp, including specifying the height of the ramp and the materials to be used;
 - 1d. provide a final floor area ratio for the office building;
 - 1e. retitle the zoning text to reflect the Wingra Clinic Redevelopment;
 - 1f. revise the zoning text to remove the Lot Area section and to include a metes and bounds legal description for the property (as the PUD zoning will be recorded prior to the proposed CSM);
 - 1g. revise the zoning text to state that Building Heights shall be "As shown on the approved plans", and;
 - 1h. revise the zoning text to note that the signage for the project shall be compared to the C3 zoning district and shall be approved by the Urban Design Commission or its designees and the Zoning Administrator.
2. That the Clark Street Development Planned Unit Development–General Development Plan be revised per Planning Division approval prior to recording and the issuance of demolition permits as follows:
 - 2a. the zoning text shall be revised to specifically state that: "the maximum floor-to-area ratio and density of development and vehicular access included in the General Development Plan may or may not be ultimately achieved upon full build-out of the site. The final square footage of development shall require review and approval of a Specific Implementation Plan for each phase of additional development. Each phase shall be reviewed against the standards included in the Planned Unit Development section of the Zoning Ordinance to determine if the vehicular access and density of development can be accommodated on the site in a manner that does not have a substantial negative impact on the uses, values and enjoyment of other properties within the neighborhood for uses already permitted."
 - 2b. the list of permitted uses be revised by the applicant with the assistance of Planning staff to eliminate the uses not proposed and any duplicates, and to refine and streamline the list prior to recording; ideally, the list of permitted uses would be alphabetized for ease of reference.
3. That as a condition of approval of the demolition permit where no new building has received SIP approval for new construction, all asphalt and gravel surfaces adjacent to any demolished building shall be removed, the affected areas graded and seeded with grass, all drive openings removed and the terrace restored as required by the City Traffic Engineer, and that no parking shall be permitted at any time. The developers shall submit a post-demolition site reclamation plan that provides the details required above for such areas for approval by Planning, Zoning and City Engineering staff prior to issuance of demolition permits.
4. Prior to the final approval of the planned unit development and CSM for recording, the developers shall submit reciprocal cross-access and shared parking easements and agreements necessary to govern the overall development for the review and approval of the City Engineer, City Traffic Engineer and Planning Division Director.
5. That the recording order for these land use approvals be as follows: Planned Unit Development zoning; vacation ordinance for High Street; Certified Survey Map. All three of these approvals shall

be accepted for recording or recorded prior to the issuance of demolition permits for the existing buildings located on the entire 4.3-acre subject site.

The following conditions have been submitted by reviewing agencies:

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

6. The developer shall vacate the right of way on High Street between Fish Hatchery Road and Midland Street.
 7. Since this project demolishes single-family residences that are not considered to be prior developed by ordinance, the stormwater requirements are blended and the TSS Reduction will be a combination of new 80% and redevelopment 40%. Additionally detention will likely be required as it would appear greater than 20,000 square feet of new impervious is being created.
 8. Infiltration is required on the portion of the development that is technically considered to be "new".
 9. The High Street vacation/discontinuance resolution (ID 23790) shall be adopted, all conditions satisfied, and recorded with the Dane County Register of Deeds prior to final CSM signoff and recording. Reference shall be made to the recorded document number of this resolution on the CSM prior to recording.
 10. The applicant shall reconstruct the existing inlets and storm sewer on High Street and reconstruct the radii to accommodate the proposed street vacation and private drive configuration.
 11. The CSM conditions shall be satisfied and the CSM signed off by City Engineering prior to the sign off of the PUD.
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12. 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.
 13. The applicant shall dedicate a 3-foot wide pedestrian permanent limited easement (PLE) along S. Park Street.
 14. The applicant shall close all abandoned driveways by replacing the curb in front of the driveways and restoring the terrace with grass.
 15. 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.

16. The applicant shall replace all sidewalk and curb and gutter abutting the property, which is damaged by the construction, or any sidewalk and curb and gutter that the City Engineer determines needs to be replaced because it is not at a desirable grade regardless of whether the condition existed prior to beginning construction.
17. The applicant shall provide the City Engineer with the proposed soil retention system to accommodate the restoration. The soil retention system must be stamped by a Professional Engineer. The City Engineer may reject or require modifications to the retention system.
18. All work in the public right of way shall be performed by a City-licensed contractor.
19. All street tree locations and tree species within the right of way shall be reviewed and approved by City Forestry. Please submit a tree planting plan in PDF format to Dean Kahl, of the City Parks Department - dkahl@cityofmadison.com or 266-4816.
20. All damage to the pavement on S. Park Street, Midland Street, Fish Hatchery Road adjacent to this development shall be restored in accordance with the City's Pavement Patching Criteria.
21. The plan set shall be revised to show a proposed private internal drainage system on the site. This information shall include the depths and locations of structures and the type of pipe to be used.
22. The applicant shall demonstrate compliance with Section 37.07 and 37.08 of the Madison General Ordinances regarding permissible soil loss rates. The erosion control plan shall include Universal Soil Loss Equation (USLE) computations for the construction period. Measures shall be implemented in order to maintain a soil loss rate below 7.5-tons per acre per year.
23. Effective January 1, 2010, the Department of Commerce's authority to permit commercial sites, with over one acre of disturbance for stormwater management and erosion control has been transferred to the Wisconsin 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 NR-216 and NR-151, but a separate permit submittal is now required from the WDNR for this work as well.

As this site is greater than one acre, the applicant is required by State Statute to obtain a Water Resources Application for Project Permits (WRAPP) from the DNR, prior to beginning construction. This permit was previously known as a Notice of Intent Permit (NOI). Please contact Eric Rortvedt of the WDNR at 273-5612 to discuss this requirement.

24. Prior to final approval, this project shall comply with Chapter 37 of the Madison General Ordinances regarding stormwater management. Specifically, this development is required to: detain the 2 & 10-year storm events; control 80% TSS (5 micron particle) off of new paved surfaces; provide infiltration in accordance with Chapter 37 of Madison General Ordinances; provide oil & grease control from the first 1/2" of runoff from parking areas, and; complete an erosion control plan and complete weekly self-inspection of the erosion control practices and post these inspections to the City of Madison website as required by Chapter 37 of the Madison General Ordinances.

25. The applicant shall submit, prior to plan sign-off, digital CAD files to the Land Records Coordinator in the Engineering Division. (Lori Zenchenko) lzenchenko@cityofmadison.com. The digital copies shall be drawn to scale and represent final construction including: building footprints, internal walkway areas, internal site parking areas, lot lines/ numbers/ dimensions, street names, and other miscellaneous impervious areas. All other levels (contours, elevations, etc) are not to be included with this file submittal. E-mail file transmissions are preferred. The digital CAD file shall be to scale and represent final construction. Any changes or additions to the location of the building, sidewalks, parking/pavement during construction will require a new CAD file. The single CAD file submittal can be either AutoCAD (dwg) Version 2001 or older, MicroStation (dgn) Version J or older, or Universal (dxf) format. Please include the site address in this transmittal.
26. 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).
27. The applicant shall submit prior to plan sign-off, electronic copies of any Stormwater Management File including: SLAMM DAT files; RECARGA files; TR-55/HYDROCAD/etc., and; sediment loading calculations. If calculations are done by hand or are not available electronically the hand copies or printed output shall be scanned to a PDF file and provided.
28. The applicant's utility contractor shall obtain a connection permit and excavation permit prior to commencing the storm sewer construction. (Per MGO 37.05(7))
29. Prior to approval of the project, the owner shall obtain a permit to plug each existing sanitary sewer lateral that serves a building that is proposed for demolition. For each lateral to be plugged the owner shall deposit \$1,000 with the City Engineer in two separate checks in the following amounts: (1) \$100 non-refundable deposit for the cost of inspection of the plugging by City staff; and (2) \$900 for the cost of City crews to perform the plugging. If the owner elects to complete the plugging of a lateral by private contractor and the plugging is inspected and approved by the City Engineer, the \$900 fee shall be refunded to the owner.
30. All outstanding Madison Metropolitan Sewerage District (MMSD) and City of Madison sanitary sewer connection charges are due and payable prior Engineering sign-off, unless otherwise collected with a Developer's Contract. Contact Janet Dailey (261-9688) to obtain the final MMSD billing a minimum of two working days prior to requesting City Engineering Division signoff.
31. 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.
32. City of Madison Environmental Projects Staff have reviewed the subject site and determined that a Phase I ESA will be required of the applicant. The applicant shall provide 1 digital and 2 hard copies of an ASTM Phase I ESA prepared by an environmental professional. Staff review of this Phase I ESA will determine if a further investigative Phase II ESA is also required. Please submit any relevant Phase I and Phase II ESAs to Brynn Bemis (267-1986, bbemis@cityofmadison.com) for further review.

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

33. The applicants shall enter into a developer's agreement with the City for the transportation improvements noted in the applicant's traffic study for S. Park Street and Fish Hatchery Road, for both the GDP and SIP.
 34. The applicants shall post a deposit to the Traffic Engineering Division for its proportional share of signing and marking changes on Fish Hatchery Road to support the development, for both the GDP and SIP.
 35. The applicant shall post a deposit to the Traffic Engineering Division for its proportional share of a special pedestrian crossing and flasher treatment on Fish Hatchery Rd at Midland Street to support the development, for both the GDP and SIP.
 36. At the determination of the City, the applicant shall modify the intersection of Fish Hatchery Road and Midland Street to accommodate two westbound lanes coming off Midland Street. The curb may be modified to accomplish this and avoid any dedication of land to the City.
 37. The final right of way dedication for both the GDP and SIP shall be finally reviewed and approved by the City Traffic Engineer prior to signoff of the related CSM.
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38. When the applicant submits final plans of one contiguous plan 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, showing all easements, all pavement markings, building placement, and stalls, adjacent driveway approaches to lots on either side and across the street, signage, percent of slope, vehicle routes, dimensions of radii, aisles, driveways, stalls including the 2 feet overhang, and a scaled drawing at 1" = 20'.
 39. "Stop" signs shall be installed at a height of 7 feet at all driveway approaches behind the property line and noted on the plan. All directional/regulatory signage and pavement markings on the site shall be shown and noted on the plan.
 40. 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.
 41. Public signing and marking related to the development may be required by the City Traffic Engineer for which the developer shall be financially responsible.
 42. All intersections shall be so designed so as not to violate the City's sight-triangle preservation requirement which states that on a corner lot no structure, screening, or embankment of any kind shall be erected, placed, maintained or grown between the heights of 30 inches and 10 feet above the curb level or its equivalent within the triangle space formed by the two intersecting street lines or their projections and a line joining points on such street lines located a minimum of 25 feet from the street intersection in order to provide adequate vehicular vision clearance.

Zoning Administrator (on behalf of Pat Anderson, 266-5978)

- 43. Provide a reuse/recycling plan, to be reviewed and approved by the City Recycling Coordinator prior to a demolition permit being issued. Sec 28.12(12)(e) of the Zoning Ordinance requires the submittal of documentation demonstrating compliance with the approved reuse and recycling plan. Please note, the owner must submit documentation of recycling and reuse within 60 days of completion of demolition.
- 44. Future development shall meet all applicable building and zoning ordinances following applicable processes.
- 45. Signage approvals are not granted by the Plan Commission. Signage must be approved by the Urban Design Commission or staff for compliance with MGO Section 31, Sign Code, and MGO Section 33, the Urban Design ordinance. Sign permits must be issued by the Zoning Section of the Department of Planning and Community and Economic Development prior to sign installations.

Fire Department (Contact Bill Sullivan, 261-9658)

- 46. Provide fire apparatus access as required by IFC 503 2009 edition and MGO 34.503.
- 47. If clinic and parking garage are designed as a single building per the IBC, ensure all building code requirements are applied throughout.

City Assessor's Office (Contact Maureen Richards, 266-4845)

This agency did not submit comments for this request.

Water Utility (Contact Dennis Cawley, 261-9243)

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

Metro Transit (Contact Tim Sobota, 261-4289)

- 49. The applicant shall install and maintain the planned improvements adjacent the bus stop location on the east side of Fish Hatchery Road, north of Midland Street. These improvements should include the passenger amenities such as a waiting shelter, bench and trash receptacle (items shown on landscape details page).
- 50. The applicant should consider inclusion of a display case within the passenger shelter, where map and schedule information could be posted.
- 51. The applicant shall install and maintain an accessible concrete boarding surface between the curb and sidewalk adjacent the planned passenger amenities at the bus stop location. The boarding

surface should be a minimum of ten feet wide parallel to the street, and level with the top of curb and sidewalk.

52. The applicant shall include the location of these right-of-way improvements and passenger amenities on the final documents filed with their permit application so that Metro Transit may review and approve the design.