



Report to the Plan Commission

August 20, 2012

Legistar I.D. #27034 & 27380
201-205 S. Mills Street
Demolition Permit & PUD Rezoning

Report Prepared By:
Timothy M. Parks, Planner
Planning Division

Requested Action: Approval of a request to rezone 201-205 S. Mills Street from Planned Unit Development-Specific Implementation Plan (PUD-SIP) to Amended PUD-SIP to allow the demolition of two residential buildings and the construction of a daycare facility for Meriter Hospital.

Applicable Regulations & Standards: Section 28.07(6) of the Zoning Ordinance provides the requirements and framework for Planned Unit Developments; Section 28.12(9) provides the process for zoning map amendments; Section 28.12(12) provides the guidelines and regulations for the approval of demolition permits.

Summary Recommendation: The Planning Division recommends that the Plan Commission **approve** the demolition of the existing residences on the subject site, and recommend **approval** to the Common Council of Zoning Map Amendment ID 3623, rezoning 201-205 S. Mills Street from PUD-SIP to Amended PUD-SIP, subject to input at the public hearing and the conditions from reviewing agencies beginning on page 5 of this report.

Background Information

Applicant & Property Owner: Meriter Hospital; 202 S. Park Street; Madison; Deborah Scherer, representative.

Agent: Kirk Keller, Plunkett Raysich Architects; 2310 Crossroads Drive #2000; Madison.

Proposal: The applicant is requesting approval to construct an approximately 9,400 gross square-foot daycare facility for the children of hospital employees following the demolition of two residences. The project will commence as soon as all regulatory approvals have been granted, with completion scheduled for the summer of 2013.

Parcel Location: An approximately 0.28-acre parcel located at the southeastern corner of S. Mills and Mound streets; Aldermanic District 13 (Ellingson); Madison Metropolitan School District.

Existing Conditions: The subject site is developed with a two-story, three-unit multi-family residence at 201 S. Mills Street and a two-story, two-family residence at 205 S. Mills Street, both zoned PUD-SIP.

Surrounding Land Use and Zoning:

North: Single-, two- and three-family residences across Mound Street, zoned PUD-SIP and R4 (General Residence District); Village Co-housing at opposite corner, zoned PUD-SIP;

South: Single-, two- and multi-family residences, zoned R3 (Single- and Two-Family Residence District) and R4;

West: Two- and three-family residences across S. Mills Street, zoned R4;

East: Longfellow School (Meriter administrative uses, a staff daycare and staff gym) and Meriter Hospital, zoned PUD-SIP.

Adopted Land Use Plan: The Comprehensive Plan recommends the S. Mills Street frontage of the Meriter campus including the subject site for Low-Density Residential uses.

The subject site is located within the boundaries of the Greenbush Neighborhood Plan, which generally identifies the properties in the 1100-1300 blocks of Mound Street and 100-200 blocks of S. Mills Street including the subject site, for preservation and rehabilitation of selective existing housing stock (Area IV). The plan also encourages the development of a phased campus plan for Meriter with neighborhood involvement that achieves both neighborhood and hospital goals.

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 property will be zoned Amended PUD-SIP. The project will be reviewed in the following sections.

Other Critical Zoning Items	
Yes:	Utility Easements, Barrier Free, Adjacent to Landmark (Longfellow Hall)
No:	Urban Design, Floodplain, Wellhead Protection, Waterfront Development
Prepared by: Pat Anderson, Asst. Zoning Administrator	

Previous Approvals

On May 5, 2009, the Common Council approved a request to rezone the 13.2-acre 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, subject to conditions.

Approval of the 2009 PUD-GDP-SIP granted no specific authority to demolish or remove any principal structures contained in the planned unit development. However, the general intent to demolish certain structures was recognized as part of the approval of the general development plan, with a condition that specific approval to demolish structures would 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.

On November 29, 2011, the Common Council approved a request to rezone 113 S. Mills Street and 1022 Mound Street from Planned Unit Development-Specific Implementation Plan (PUD-SIP) to Amended PUD-SIP to allow the demolition of two residential buildings and the construction of a daycare facility for Meriter Hospital. The site of this rezoning is located directly north of the subject site on the north side of Mound Street.

Project Review, Analysis & Conclusion

Meriter Hospital is requesting approval of a demolition permit and an Amended Planned Unit Development-Specific Implementation Plan to allow two residences located at 201-205 S. Mills Street to be demolished to allow construction of a two-story daycare facility for children of hospital employees. The applicants indicate that the proposed facility will allow for the consolidation of two existing daycare facilities into one, with an enrollment of 72 children proposed. Hours of operation for the facility will be 7:00 a.m. to 6:00 p.m. The proposed facility and program are very similar to a request approved late last year for the two residential properties located at 113 S. Mills Street and 1022 Mound Street directly north of the subject site at the northeastern corner of S. Mills and Mound streets. If the subject request is approved, it is not anticipated that the other approved project across the street will proceed.

The subject site is an approximately 0.28-acre parcel developed with a two-story, wood-framed three-unit multi-family residence at 201 S. Mills Street and a two-story, two-family residence at 205 S. Mills Street. According to City records, the buildings were constructed in 1897 and 1899, respectively. Photos of the two buildings to be demolished are included in the materials for this project. The applicant has verbally indicated that the two residences have historically been student-oriented rental properties that have exceeded their useful life.

The proposed daycare facility continues to contain approximately 9,400 square feet of gross floor area to primarily be located in a two-story structure, with the exception of a one-story, 800 square-foot "gross motor" wing, which will be located at the southeastern corner of the building. The relocated new facility will extend approximately 100 feet in length parallel to Mound Street, with a setback of approximately 15 feet proposed along that side. The main entrance to the daycare will be located at the northeastern corner of the building beyond an entrance plaza that will extend into the site from the Mound Street sidewalk and adjacent to the raised parking lot for Meriter's Longfellow Hall, which forms the eastern edge of the subject site. A second first floor entrance to the daycare is proposed from a raised porch at the northwestern corner, with a sidewalk proposed to connect that entrance to the S. Mills Street sidewalk. The proposed daycare will be set back approximately 11 feet from S. Mills. Additionally, a second floor entrance and covered bridge has been added to the relocated new facility to connect to the raised parking lot to the east on the Longfellow site. Pickup and drop-off and parking for the daycare will be accommodated in the adjacent lot. A fenced play area is proposed along the south side of the proposed daycare adjacent to the gross motor room; the project architect has verbally indicated that new daycare may also utilize an existing play area located on the west side of Longfellow Hall.

The new facility continues to reflect the residential style first proposed for the original site across Mound Street, which is intended to complement the mostly two-story detached residential buildings located along S. Mills Street and to the west of the site in the Greenbush neighborhood. The exterior of the building will feature dark-colored fiber-cement siding at the second floor, which will contrast with lighter-colored EIFS along most of the first floor and a stone base. The applicant has incorporated wood columns and railings to frame the entry porches at the western and eastern ends of the building as well as shake siding accents to increase the visual interest to the building. A substantial landscaping plan was submitted for the project that includes landscaping improvements at the northwestern corner of the Longfellow Hall parking lot adjacent to the proposed raised bridge connecting to the daycare.

The subject site is located in a neighborhood transition zone established along the east side of S. Mills Street generally between Milton and Chandler streets in the Meriter 10-Year General Development Plan approved in 2009. The zone was created to transition the scale and mass from the existing hospital core and 4-8-story buildings proposed in the PUD along the west side of S. Brooks Street to the 2-3-story residential buildings along and west of S. Mills Street in the Greenbush neighborhood. The

general development plan suggests that a series of up to four-story, 42-foot tall buildings would be erected along the east side of S. Mills in this transition zone (referred to as District One in the 2009 GDP (excerpts attached)). The Meriter plan focused on new construction in the transition zone being primarily residential in nature, though child and adult daycare facilities are also identified as permitted uses within that zone. New construction in the transition zone was required to observe a 10-foot minimum setback from S. Mills Street and 15-foot setback along Mound Street, which the proposed daycare facility will meet.

The two buildings to be demolished with this request were identified for removal as part of the general development plan, and it was anticipated that most of the wood-frame buildings along the east side of S. Mills Street would be demolished in order for the types of development anticipated in the transition zone to be fully implemented. Staff did not conduct an inspection of the interior of the existing buildings but has observed them from the public street and believes that the buildings are in average to below average condition commensurate with their age and primary tenancy in the last few decades. Staff believes that the proposed alternative use of the property as a modern daycare facility for the hospital will be more economically productive than the existing buildings and that the demolition standards can be met.

Longfellow Hall is a locally designated landmark. Section 28.04(3)(n) of the Zoning Code requires that the Landmarks Commission make an advisory recommendation to the Urban Design Commission and Plan Commission for any proposed development adjacent to a designated landmark, specifically that "...to determine whether the proposed development is so large or visually intrusive as to adversely affect the historic character and integrity of the adjoining landmark or landmark site." Accordingly, the proposed daycare was presented to the Landmarks Commission on June 25, 2012, which advised the Urban Design Commission and Plan Commission that the design does not adversely affect the adjacent landmark (see attached report). The Landmarks Commission had no comment on the proposed demolition of the two residences.

The Urban Design Commission reviewed the Amended PUD-SIP for the proposed daycare facility on July 25, 2012 and recommended final approval of the project (see attached report).

As noted in the preceding section of this report, the subject site is located within the boundaries of the Greenbush Neighborhood Plan, which was adopted by the Common Council in 2008. The plan generally identifies the properties in the 1100-1300 blocks of Mound Street and 100-200 blocks of S. Mills Street including the subject site, for preservation and rehabilitation of selective existing housing stock. The plan also encourages the development of a phased campus plan for Meriter with neighborhood involvement that achieves both neighborhood and hospital goals, which the 2009 Meriter General Development Plan represents.

The Greenbush Neighborhood 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 should 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.

The Planning Division believes that the proposed daycare generally adheres to the neighborhood scale design goals recommended in the Greenbush Neighborhood Plan opposite the two- to three-story residential buildings to the west across S. Mills Street. The Greenbush Neighborhood Association submitted correspondence stating its non-objection to the project at its new location (attached). Overall, staff believes that the new location for the daycare on the south side of Mound Street continues to

reflect the type of development anticipated in the neighborhood transition zone established in the 2009 Meriter General Development Plan, and feels that the proposed daycare will be a positive addition.

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 **approve** the demolition of the existing residences on the subject site, and recommend **approval** to the Common Council of Zoning Map Amendment ID 3623, rezoning 201-205 S. Mills Street from PUD-SIP to Amended PUD-SIP subject to input at the public hearing, the following Planning Division conditions, and the conditions from reviewing agencies:

1. That the specific implementation plan be revised per Planning Division approval prior to final approval of the PUD for recording and the issuance of demolition or building permits as follows:
 - 1a. provide a section and elevation of the proposed fence enclosure;
 - 1b. dimension the setback of the building from all properties lines and label the enclosed play area on Sheet C100.
2. That a zoning text for this project be submitted for Planning Division approval prior to final approval of the PUD for recording and the issuance of demolition or building permits.

The following conditions have been submitted by reviewing agencies:

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

3. Per the Building Code, the proposed building crosses underlying platted lot lines that shall be legally dissolved by Certified Survey Map (CSM). The CSM shall be signed off by City Engineering prior to the sign off of the demolition and rezoning. The CSM must be recorded with the Register of Deeds (ROD) a minimum of two days prior to City issuance of building permits. This is necessary due to the two day waiting period for receiving the CSM recording information from the ROD. Upon receipt of this information from the ROD, the City Assessor and Engineering Mapping offices can then activate the new Address-Parcel-Owner (APO) information for this new CSM property in the appropriate city databases and building permits then be issued.
4. The inlet being modified with a solid casting drains a significant area. Revise the plans to show how the area drainage is being modified.
5. The applicant shall close all abandoned driveways by replacing the curb in front of the driveways and restoring the terrace with grass.
6. The applicant shall replace all sidewalk and curb and gutter that abuts the property, which is damaged by the construction, or any sidewalk and curb and gutter, which 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.
7. All work in the public right of way shall be performed by a City-licensed contractor.

8. All damage to the pavement on S. Mills Street and Mound Street adjacent to this development shall be restored in accordance with the City's Pavement Patching Criteria.
9. The site plans shall be revised to show the location of all rain gutter down spout discharges.
10. 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.
11. 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.
12. Lots within this site plan are interdependent upon one another for stormwater runoff conveyance, and/or a private drainage system exists for the entire site an agreement shall be provided for the rights and responsibilities of all lot owners. Said agreement shall be reviewed and placed on file by the City Engineer, referenced on the site plan and recorded at the Dane County Register of Deeds.
13. The applicant shall submit, prior to plan signoff, a digital CAD file (single file) to the Engineering Program Specialist in the Engineering Division (Lori Zenchenko). The digital CAD file shall be to scale and represent final construction. The single CAD file submittal can be either AutoCAD (dwg) Version 2001 or older, MicroStation (dgn) Version J or older, or Universal (dxf) format and contain only the following data, each on a separate layer name/level number: building footprints; internal walkway areas; internal site parking areas; other miscellaneous impervious areas lot lines; lot/ plat lines, dimensions and labels; right-of-way lines; street names, stormwater management facilities and; detail drawings associated with stormwater management facilities (including if applicable planting plans).
14. Prior to approval of the issuance of a demolition permit, 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.
15. All outstanding Madison Metropolitan Sewerage District (MMSD) and City of Madison sanitary sewer connection charges are due and payable prior City Engineering Division sign-off, unless otherwise collected with a Developer's/ Subdivision Contract. Contact Janet Dailey (261-9688) to obtain the final MMSD billing a minimum of 2 working days prior to requesting City Engineering Division signoff.
16. 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 Dan McCormick, 267-1969)

17. The applicant shall provide a drop-off and pick-up traffic plan and schematic for review and approval by the City Traffic Engineer that show operations and cars not using S. Mills Street for the daycare. The plan and operations may need to be modified/ updated if problems occur, as

determined by the City Traffic Engineer. A daycare contact shall be provided in case changes are required. The above shall be incorporated into the zoning text.

18. 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 and across the street, signage, percent of slope, vehicle routes, dimensions of radii, aisles, driveways, stalls including the 2-foot overhang, and a scaled drawing at 1" = 20'.
19. 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)

20. 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.
21. 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 2 feet by 6 feet with a 5-foot access area.
22. Combine the existing lots by Certified Survey Map to legally make one development site/ lot to address Building Code-related issues. The CSM shall be approved before sign off of final plans.

Fire Department (Contact Bill Sullivan, 261-9658)

23. Provide fire apparatus access as required by IFC 503 2009 edition, MGO 34.503, as follows:
 - 23a. The site plans shall clearly identify the location of all fire lanes.
 - 23b. Per IFC 503 Appendix D105, 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 and not closer than 15 feet from the structure, and parallel to one entire side of the structure, if any part of the building is over 30 feet in height.
 - 23c. 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.
 - 23d. 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.

24. Note: Please consider allowing the Madison Fire Department to conduct training sequences on this site prior to demolition. Contact the MFD Training Division at 246-4587 to discuss this possibility.

Parks Division (Contact Kay Rutledge, 266-4714)

This agency did not submit comments for this request.

Water Utility (Contact Dennis Cawley, 261-9243)

25. The Madison 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)

This agency did not submit comments for this request.