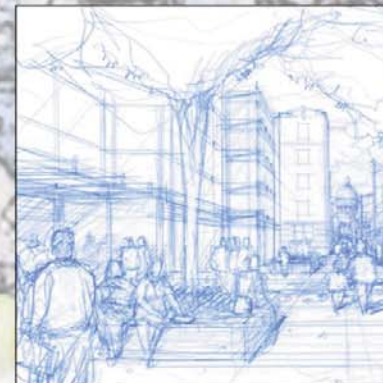


EAST WASHINGTON AVENUE BUILD CAPITOL GATEWAY CORRIDOR PLAN

Report of Project Steering Committee - January 26, 2007

Madison, Wisconsin

BUILD
Better Urban
Infill Development
DANE COUNTY



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BACKGROUND

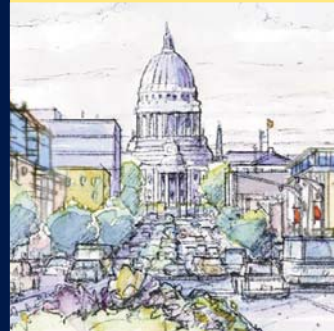
INTRODUCTION

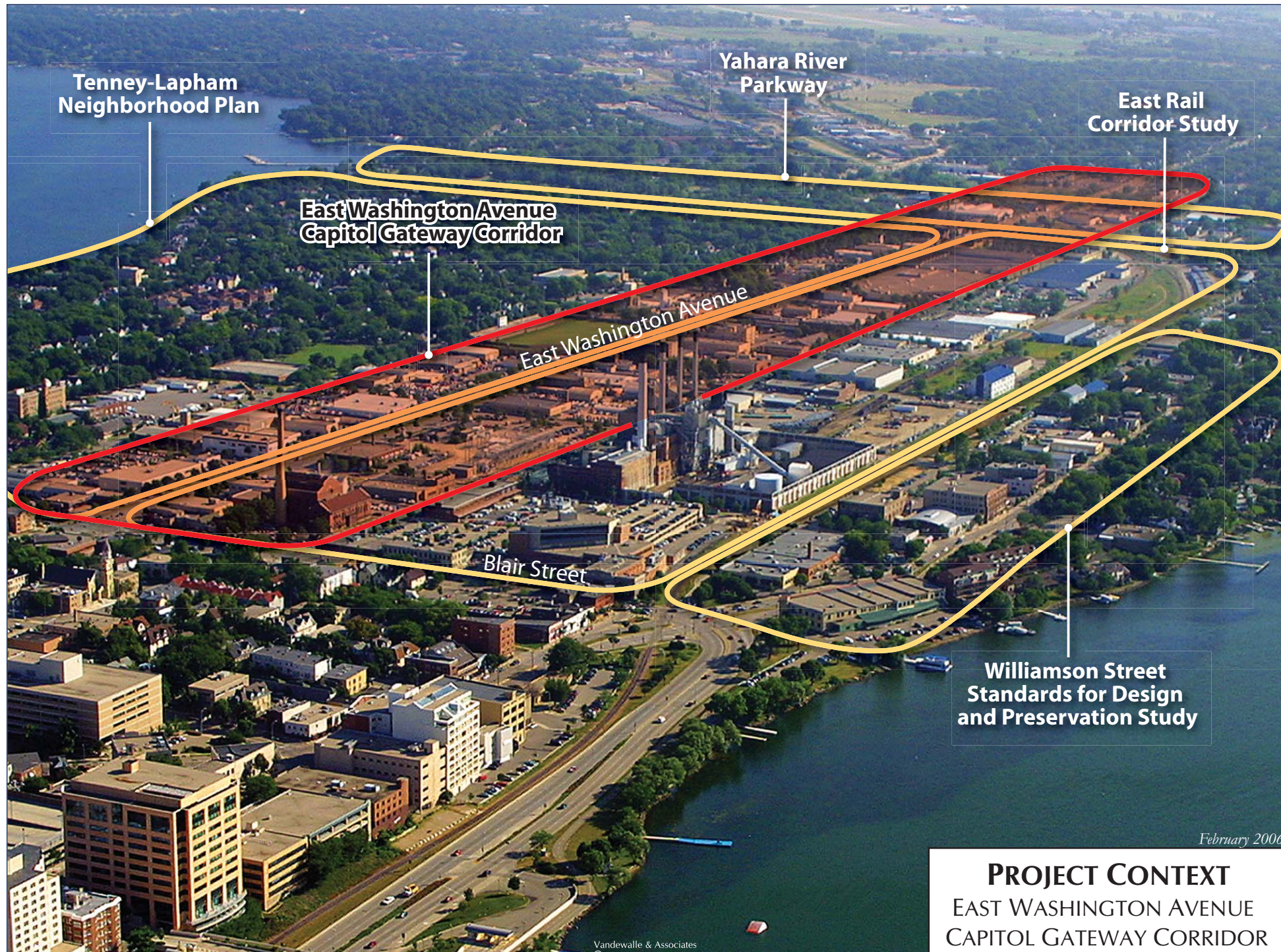
The East Washington Avenue BUILD Capitol Gateway Corridor Plan is an initiative of the City of Madison to provide a critical framework for addressing the significant land use and design issues for the area centered on East Washington Avenue from East Mifflin to East Main Streets between Blair and First Streets - one of the most prominent corridors to the Capitol and the heart of our community and our region. In late 2004, the City of Madison was awarded a \$25,000 matching grant from Dane County BUILD (Better Urban Infill Development) Program and received additional funds from area businesses and a neighborhood association to develop a focused vision for the Corridor.

The planning process for the development of this plan began in earnest in February 2005 with the appointment of a 20-member Steering Committee and selection of Vandewalle & Associates as the urban design/planning consultant. In addition, the East Isthmus Neighborhoods Planning Council (EINPC) was retained to facilitate the Steering Committee and public meetings. Public outreach in the process included: over a dozen “stakeholder interviews” conducted by Vandewalle & Associates in February and March 2005 with land owners and business owners within the Corridor; a public meeting in March 2005 to review past planning efforts within the study area and an exercise facilitated by EINPC and Vandewalle & Associates to determine neighborhood/public priorities for the study area; 14 Steering Committee Meetings held between March 2005 and October 2006, all of which provided opportunities for additional public comment; and a public open house and presentation of the draft plan in November 2005.

This resulting Plan includes four Core Development Principles and recommendations for the various techniques needed to achieve them including land uses, bulk standards, design guidelines, and transportation and parking considerations. In addition, this Plan also contains several recommended implementation activities to bring the plan to fruition, including some that address recently created Tax Increment Financing District #36 that covers much of the study area.

In addition to this document, the East Washington Avenue BUILD Capitol Gateway Corridor Plan Technical Support Document also is available, which provides more detail on existing conditions within the Corridor, some of the consultants initial recommendations, and a summary of the various planning efforts within the Corridor that preceded this one.





RELATIONSHIP TO URBAN DESIGN DISTRICT #8

A key implementation mechanism of this Plan is the formation of Urban Design District #8 covering the entire study area. The standards for the Design District were developed simultaneously with this Plan and are intended to further the four Core Development Principles by further refining the recommended techniques. Accordingly, this Plan provides a foundation for the standards in the Urban Design District ordinance. It establishes the goals and objectives for the study area and it documents the context to be considered by new development and redevelopment projects. It is the intention of the City of Madison that this Plan be a "living document" and that it be referred to in the consideration of proposed new development and redevelopment projects. Accordingly, developers, property owners, business owners, neighborhood residents and their associations are all encouraged to become fully familiar with the Plan because all proposed development projects will be evaluated against its recommendations as well as the more detailed Urban Design District standards.

STUDY AREA

Located in the heart of the East Isthmus, portions of the East Washington Avenue Corridor have been the subject of numerous planning efforts. While those plans provide vital context and important recommendations, this BUILD planning project is the only effort to date that attempts to look at the Corridor as a unique, singular entity and its importance to the Isthmus, City and region. The boundaries of the more significant/recent planning efforts are shown on Figure 1.

PROJECT CONTEXT
EAST WASHINGTON AVENUE
CAPITOL GATEWAY CORRIDOR

February 2006

Vandewalle & Associates

Figure 1

EXISTING CONDITIONS

The East Washington Avenue Corridor is the primary transportation spine and eastern gateway into the City of Madison, and plays a prominent role in the economic and cultural life of the City. The Corridor is bounded by East Mifflin and East Main Streets on the north and south, and First and Blair Streets to the east and west. The Corridor's location between the Dane County Regional Airport and the State Capitol positions it at the confluence of the city's activities and future redevelopment potential.

In addition to the importance of the Capitol, there are number of other factors that shape the context of the Corridor, the most significant of which are reflected in Figure 2. The East Washington Avenue BUILD Capitol Gateway Technical Support Document provides a further description of all of the factors influencing current and future development patterns and should be consulted by all prospective developers prior to creating their plans.

LAND USE AND DEVELOPMENT SCALE

The existing land use and transportation patterns reflect the predominant historic patterns of rail-connected industries in the area generally between East Washington Avenue and Wilson Street. To the north, primarily commercial uses line East Washington Avenue and residential land uses become prominent beyond this area within a block or two of the Avenue. To the south, commercial and industrial uses are dominant as deep as Williamson Street where residential uses begin. In fact, the study Corridor is actually at the northern edge of the commercial and industrial heart of the East Isthmus. The predominant land uses and their relationship to East Washington Avenue, therefore, differ between the north and south sides of the Avenue.

The Corridor and East Isthmus currently have very little visual effect on the overall skyline of Madison (beyond the existing MG&E power plant). Aside from occasional taller structures, the area is dominated by low structures and large areas of parking and storage. However, the Corridor provides the opportunity for outstanding views to both Lakes Mendota and Monona from taller buildings.

STREET NETWORK

The street network is comprised of a hierarchy of street types:

1. East Washington Avenue is also U.S. Highway 151, the central spine of the East Isthmus and the primary entryway into the City of Madison from the east. This is considered to be the "Gateway to the Capitol" and highly symbolic to the city and state.

2. Blair and North First Streets are arterial roadways, marking the western and eastern termini of the study area. Portions of these streets are also designated as U.S. Highway 151 and State Highway 113, respectively.
3. Paterson, Ingersoll, and Baldwin Streets are collector or minor arterial streets that cross East Washington Avenue. These streets provide critical north-south connections to important retail and community gathering centers along Williamson and East Johnson Streets.
4. East Main and East Mifflin Streets run parallel to East Washington Avenue. East Mifflin Street is primarily a residential street while East Main Street is heavily commercial and industrial with limited traffic that relates mostly to those uses located directly on it.
5. The remaining streets are secondary streets currently carrying light vehicular and pedestrian traffic.

OTHER TRANSPORTATION CONNECTIONS

A confluence of railroad lines occurs within the Corridor and will likely affect development densities and land uses in the East Isthmus. Scenarios include plans for regional commuter rail, light rail, or a local trolley system. The rail system is important as a transportation asset, a potential orientation for redevelopment, a noise source, and as a barrier to circulation.

The Capitol City Trail passes near the Corridor. It is a recreational and commuter asset that adds value to the area's location and influences the uses and urban design recommendations.

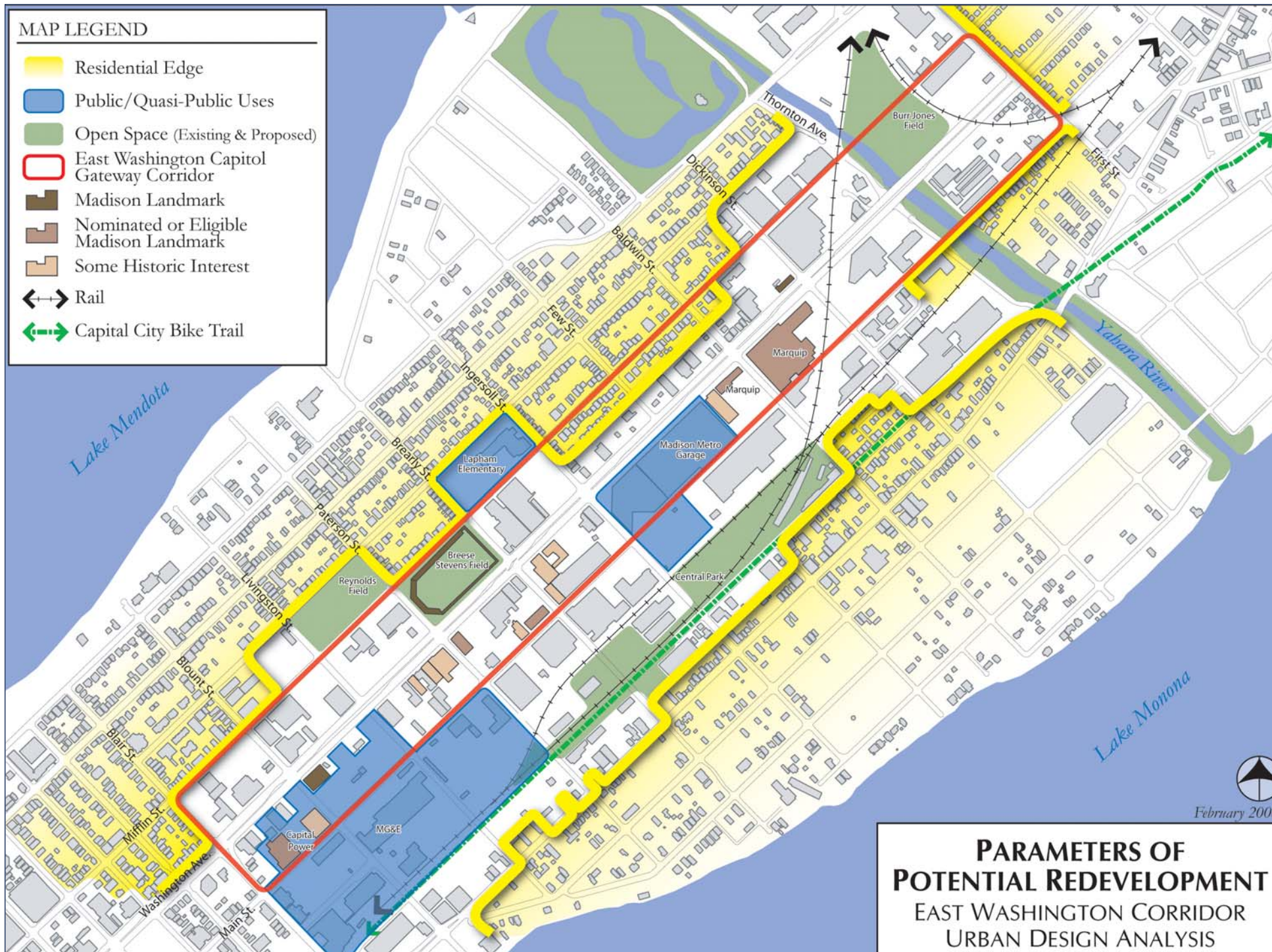
SURROUNDING DEVELOPMENT PATTERNS

Although land use and transportation play an important role in the redevelopment of this Corridor, there are place-specific "edges" that also will shape development. These edges, shown in Figure 2, are primary parameters that define logical boundaries, create a likely redevelopment area, and determine the variety, size and shape of future redevelopment sites.

These edges include:

- Well-defined residential edges along the north and southeast.
- Important public and quasi-public institutions, including Burr Jones Field, Breese Stevens Field, Reynolds Field, Lapham School, and the MG&E campus.
- The Yahara River Parkway.
- Commercial and industrial buildings along most of the south edge of the Corridor.

Surrounding, building scale includes a variety of heights and massing, ranging from small two-story homes, mostly to the north, to moderate-sized office buildings, to larger footprint industrial and commercial buildings, mostly to the south.



CAPITOL VIEWS

The City and State both have existing Capitol view shed protection requirements that restrict building height within a one-mile radius of the Capitol Building to heights no greater than the base of the Capitol dome columns (1032 feet above AMSL, or about 180 feet above the ground in most of the affected portion of the study area). This limitation applies to sites between the Capitol Building and Ingersoll Street. In addition, the Federal Aviation Administration regulates height around the airspace of the Dane County Regional Airport. This limitation applies to the entire Corridor and restricts building heights to no greater than 1009 feet above median sea level, or approximately 160 feet at the center of study area.

The view of the Capitol from East Washington Avenue also is of utmost importance. The Capitol comes into view just east of First Street. Although development will never directly block the view of the Capitol base and rotunda, as has occurred along John Nolen Drive, redevelopment fronting East Washington Avenue will affect the “framing” of the Capitol view.

PARKS AND OPEN SPACE

Parks and open spaces are urban amenities that in the East Washington Avenue BUILD Capitol Gateway Corridor will be preserved and will likely influence redevelopment patterns and densities. As shown on Figure 2, these park and open space amenities include:

- Yahara River Parkway
- Burr Jones Field
- Breese Stevens Field
- Reynolds Field
- Capital City Bike Trail
- The proposed “Central Park”

CULTURAL RESOURCES & PUBLIC INFRASTRUCTURE

The location, size, character, and pattern of existing cultural resources and public infrastructure also will influence urban design recommendations.

As shown on Figure 2, these include historic landmarks, locally significant facilities and places, and public infrastructure. These resources include:

- Madison Historic Landmarks and contributing structures
- Lapham Elementary School
- MG&E campus and power plant
- Johnson Street commercial area
- Williamson Street corridor
- Electrical power lines along East Main Street
- Excellent infrastructure, especially redundant power and fiber optic line
- Madison Metro Transit main offices and garage

On Figure 2, “Madison Landmarks” are those buildings that are of historical merit and are already designated as a local landmark by the City Landmarks Commission. Those buildings classified as “Nominated or Eligible Madison Landmark” are those that are of sufficient historical merit to be designated a local landmark. Those shown as “Some Historic Interest” are buildings not of sufficient historical significance to be designated as a local landmark, but which contribute to the historic character of the Corridor.

Figure 2

KEY VALUES - MARCH 30, 2005, PUBLIC MEETING

On March 30, 2005, a meeting was held at Lapham School to determine the public's goals and desires for the Corridor and to determine the issues of importance to them. Following a brief presentation of past planning efforts on the Isthmus, members of the public were asked to identify Key Values for the study to focus on in the areas of Corridor Function, Transportation/ Accessibility, Building and Site Design, Land Use, and Business Development. Figure 3 provides a summarized list of the Key Values identified by the public that evening.

KEY VALUES - INITIAL SURVEY OF STEERING COMMITTEE

In the month following the public meeting, the project Steering Committee members were given a detailed list of nearly 90 potential Key Values in 15 categories comprised of the recommendations of the various past planning efforts on the East Isthmus as well as new issues raised by the public, City staff and the project consultants. Members were asked to score their level of agreement/disagreement with each item. Those shown in Figure 4 contain the Key Values receiving the highest level of agreement by the entire Steering Committee at that time.

Summary of Key Values Identified by the Public at the Meeting on March 30, 2005

- | | |
|--|--|
| 1. Protect Capitol views | 8. Ensure compatibility of land uses and character between Corridor and surrounding neighborhood |
| 2. Create a grand gateway, promenade to the Capitol | 9. Protect and enhance pedestrian walkability, safety and access |
| 3. Create a destination/identifiable sense of place | 10. Preserve the many significant, historic structures |
| 4. Increase density of Corridor while still respecting all of the other key values | 11. Create a transit-compatible neighborhood |
| 5. Create/retain employment-based uses | 12. Minimize the negative effect of parking |
| 6. Create/retain neighborhood-scale services | |
| 7. Ensure compatibility among uses along Corridor | |

Figure 3

Summary of Initial Survey of Key Values by the Steering Committee

Character of Development

1. Fully utilize infrastructure/reduce urban sprawl
2. Provide vibrant mix of businesses
3. Protect neighborhood character
4. Enhance recreation open space
5. Create live-work environment

Identity

6. Preserve and enhance attractiveness of area to the "new, creative workforce"

Building Facades & Architecture

7. Create a dynamic skyline
8. Encourage high quality development that is visually compatible with architectural context
9. Enhance pedestrian experiences through architectural design

Streetscapes

10. Create pedestrian-scale environments and public spaces
11. Encourage visible building activity
12. Bury overhead utility wires
13. Encourage and support public art
14. Encourage energy-efficient and low-glare outdoor lighting
15. Emphasize grand entranceway

Neighborhood Character, Compatibility & Context

16. Ensure compatibility along Corridor and with adjacent neighborhoods
17. Ensure development adjacent to public areas has attractive facades and bicycle & pedestrian connections

Employment

18. Retain and attract high wage employment
19. Retain and attract businesses that provide meaningful employment to Isthmus residents

Types of Businesses

20. Provide incubator space
21. Provide post-incubator space
22. Attract light industrial & office businesses
23. Focus business development on job creation, family-supporting wages, and neighborhood-based businesses

Transportation

24. Coordinate transportation options and land use
25. Establish an efficient and safe transportation corridor

Trucks

26. Respect US-151 as a regional commuter artery

Parking

27. Provide (public and private) parking for businesses

Figure 4



DEMOGRAPHIC AND MARKET CONDITIONS

RESIDENT PROFILES

A profile of those living on the East Isthmus (bounded by Lake Mendota to the north, Lake Monona to the south, North First Street to the east, and Blair Street to the west) finds the area has:

- **A HIGHER SHARE OF YOUNG, SINGLE PERSONS.** Whereas almost half of Madison's households have children, only 28% of the households in the East Isthmus do. The median age within the East Isthmus is 29.7 and 31.3 for the City as a whole.
- **A HIGHLY EDUCATED WORKFORCE.** Over 64% of the residents (aged 25+) of the East Isthmus have either a Bachelor's Degree or higher. For the City, this figure is just over 48%.
- **SLIGHTLY LESS DIVERSE THAN THE REST OF THE CITY, WITH AN EXPECTED INCREASE IN DIVERSITY OVER TIME.** Although 86% of the residents in the East Isthmus are white, as compared to 82% for the City, the overall ethnic diversity is expected to increase in the next five years.
- **A COMMITMENT TO ALTERNATIVE TRAVEL MODES TO WORK.** Only about 53% of the East Isthmus residents reported traveling to work alone in their car, as compared to 66% for the City of Madison.
- **A HIGHER PERCENTAGE OF RENTAL HOUSING.** Over 68% of occupied housing units were rentals, as compared to 50% rental in the City of Madison.
- **SLIGHTLY MORE AFFORDABLE RENTS.** Those rental units were slightly more affordable, however, than the City as a whole, with the average rents of \$616 per month, compared to \$629 for the City of Madison.

MARKET CONDITIONS

The East Washington Avenue BUILD Capitol Gateway Corridor Plan Technical Support Document includes detailed housing, retail, commercial, and office market data in its appendices and its text discusses some of the more significant findings and their potential impacts on existing and future market conditions in the Corridor. Below are brief summaries of the key findings indicated by the market data. However, the data and these summaries are intended only to understand past market trends and are not intended to be used exclusively to predict future market conditions. In fact, some project Steering Committee members took exception to the data and some of the conclusions discussed in the Technical Support Document. Past and current market conditions aside, it is critical to bear in mind that the scope of redevelopment potential in this Corridor is vast. Accordingly, future redevelopment projects, and the new residents and employees they will bring with them, can and will significantly influence future market trends and buying patterns.

EMPLOYMENT

According to 2000 Census data, the Services and Government industries are the top employers in the study Corridor, with 489 (30%) and 348 (21.4%) employees, respectively. Major employers in the Corridor (shown on Figure 5) include Madison Gas and Electric (MG&E), Metro Transit, and Research Products.

COMMERCIAL SUPPLY AND DEMAND

In market terms, “leakage” occurs where people leave an area to obtain certain goods and services. In other words, the residents’ needs are not being met in the immediate vicinity causing them to shop elsewhere. On the East Isthmus, industry segments that experience more than 90% leakage and have a potential retail demand of \$1 million or more in expected consumer expenditures are shown in Figure 6. There are a number of factors that influence the potential success for new businesses beyond immediate proximity to the customer base, but businesses opportunities may exist in the Corridor within these segments, particularly as the customer base grows as a result of new residential development.

The East Isthmus also has a surplus of certain industry segments, meaning that there are more businesses in the area than there are customers in the area to support them. These businesses tend to draw people into the area from outlying areas. Industry segments on the East Isthmus that have a 20% surplus, or 20% more supply than consumer demand within the immediate area, are shown in Figure 6. For some businesses, like restaurants and taverns, a clustering of several establishments can be very positive and actually create additional market for yet more of these uses even though the data may suggest an area is already “over-served”. For other business types, new ventures may be much more difficult to get off the ground in areas that already have a great deal of competition. Accordingly, the importance of under- and over-represented businesses is dependent on the specific type of use and several other factors that are beyond the scope of this Plan. Nonetheless, the information provided here is helpful in understanding the current mix and “balance” of businesses within the East Isthmus.

Figure 5: Major Employers in the East Washington Avenue Corridor, 2005

Business	Type of Business	Location	Number of Employees in Corridor
Madison Gas & Electric	Utility Company	133 S. Blair	700
Metro Transit	Urban Transit System	1101 E. Washington Avenue	460
Research Products	Indoor Air Quality Products Manufacturing	1015 E. Washington Avenue	231
Don Miller Auto Group	Auto Dealership with Vehicle Service Garage	801 E. Washington Avenue	100

Source: City of Madison Office of Business Resources and Vandewalle & Associates, 2005

Figure 6

Under-represented Commercial Businesses

- Furniture Stores
- Non-store Retailers
- Shoe Stores
- General Merchandise Stores
- Department Stores
- Other General Merchandise Stores
- Electronic Shopping and Mail-Order Houses

Over-represented Commercial Businesses

- Used Merchandise Stores
- Miscellaneous Store Retailers
- Full-Service Restaurants
- Sporting Goods/ Hobby/ Musical Instrument Stores
- Special Food Services
- Food Services & Drinking Places
- Drinking Places (Alcoholic Beverages)
- Automobile Dealers
- Beer, Wine, and Liquor Stores
- Motor Vehicle & Parts Dealers

Source: ESRI BIS, 2005

OFFICE SPACE

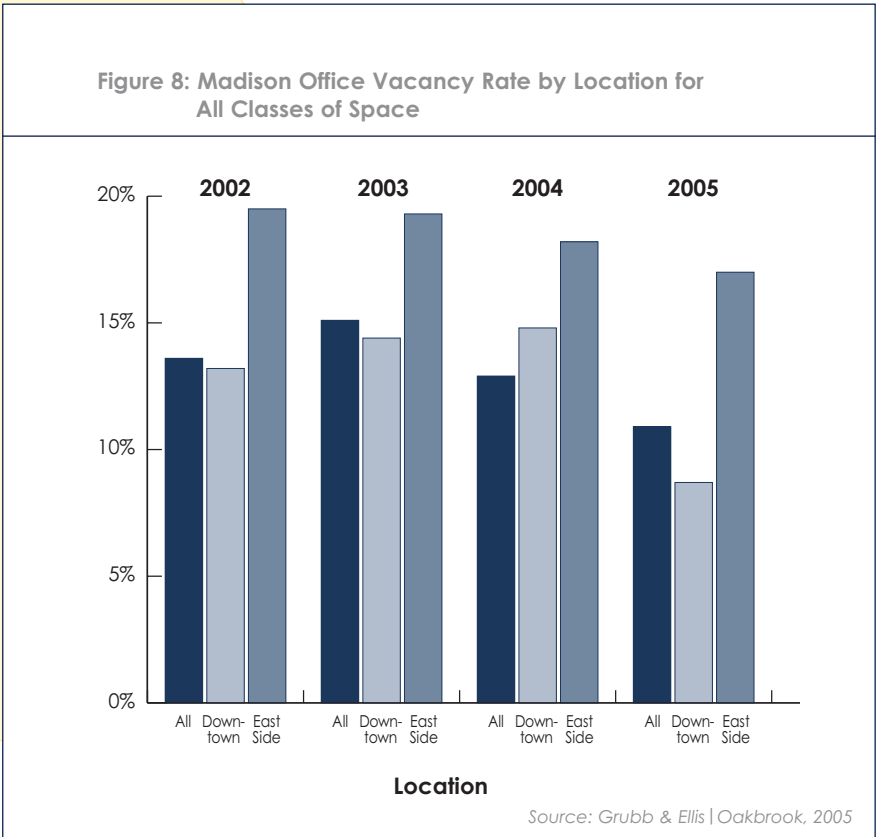
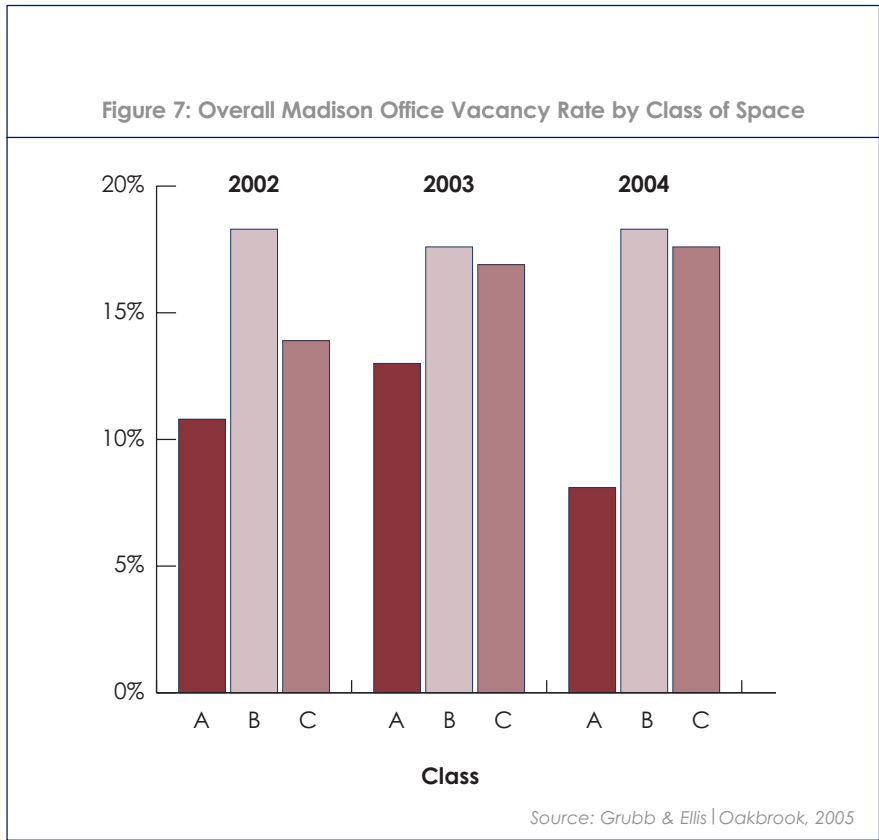
Grubb & Ellis/Oakbrook annually produces *Office Market Trends Madison*, the most current being published in early 2005 (although vacancy rates for 2005 have been provided for this Plan by the report's author in advance of publication of the 2006 report). A copy of the 2005 report is included in the appendix of the Technical Support Document. Figure 7 provides vacancy rates by class of space over the last several years. In 2004, office vacancy rates in Madison declined overall due to a solid decrease (4.9%) in Class A office space and despite slight increases in Class B and Class C vacancies. Due to a four-year low in construction of new space, the absorption of space in 2004 actually exceeded the completion of new space. According to the report, given the lowered vacancies for Class A space and fewer new projects under construction, development proposals for new Class A space are expected to increase.

The area within the Corridor is split between the report's Downtown and East side office markets, with the dividing line being Paterson Street. Figure 8 provides vacancies for all of Madison, the Downtown and East side for all types of office space (Class A, B and C). According to the report, Downtown vacancies were primarily affected by the State's continued efforts to cut employment, which also has led to a decrease in asking rents for existing space. East side vacancies, on the other hand, are down, although the overall vacancy rate remains high at 18.2%. In conversation with the primary author of the study, Christian D. Caulum, much of the vacancy in the East side market, particularly for Class C space, lies within the Corridor. However, the larger, vacant office buildings in the Corridor could be upgraded to Class A or Class B space, which, as noted above, does appear to have increasing market interest.

MARKETING & BRANDING

The Corridor has several significant assets that will help attract creative and innovative employers such as direct proximity to: the Capitol and state offices; the University of Wisconsin campus; the Overture Center; Downtown employers; a highly skilled and educated work force; lake views; and historic buildings. However, the Corridor also has several perceived disadvantages, such as: a lack of land; high land costs; and lack of parking. As indicated by the market data for commercial and office space, there is potential for increased business growth, but there is also a lot of competition within Madison and Dane County. Working in the Corridor's favor, though, is the ongoing conversion of underutilized commercial and low-scale residential parcels in the Downtown to high-rise condominiums. This is having the effect of pushing the need for new office space of all types toward the East Isthmus, particularly for those businesses and non-profits needing ready access to City, County and State offices.

Currently, the "market" has difficulty seeing the significant employment growth potential and locational advantages offered by the Corridor. Although recent, large-scale development proposals have helped increase interest in the area, the Corridor will need to be actively marketed and "branded" in order to realize its full potential. In addition, the City will need to make full and creative use of the newly established TIF District #36 to overcome some of the economic disadvantages faced by redevelopment within the Corridor.



REGIONAL POSITION

The role of the Corridor within the city of Madison and the larger region was another important consideration in determining the Corridor's future development potential (see Figures 9, 10 & 11). The East Rail Corridor Plan, completed in 2004, made strong recommendations for bolstering employment uses. The Corridor's urban location and connections to other major activity/economic centers makes it particularly well-suited to innovative and creative industries, including the arts, as well as those businesses and non-profits needing proximity to the Capitol (see Figure 12).

POTENTIAL EMPLOYMENT GENERATING USES

The Corridor is very different from the majority of other regional office employment centers, most of which are located outside of central Madison. These include the west and east edges of the City and the suburbs, such as Fitchburg, Verona and Middleton. The East Washington Avenue Corridor presents a significant opportunity to build employment in the heart of Madison, near transit and where many people want to live. The importance of keeping jobs within the central city cannot be overstated: when people live closer to where they work, there is less stress on local and regional roadway systems and greater potential to support other modes of transportation, such as transit, walking and bicycling. In addition, employment growth is essential to creating and maintaining a healthy central city as residential development continues to flourish and densities increase. By promoting additional employment options on the East Isthmus, the City of Madison can provide a sound balance of employment and residential uses, with the East Washington Avenue Corridor uniquely positioned for employment growth given its many locational advantages and the highly educated and tech-savvy workforce in the adjacent neighborhoods.

Employment uses with the most potential in the Corridor include:

- **Urban Start-ups/Accelerator Spaces** - providing affordable and flexible work spaces for small, technology-related entrepreneurs, such as recent graduates of the University, who have little capital to invest in buildings and ever-changing space needs.
- **Design/Creative Center and Related Uses** - providing creative/off-beat spaces for a variety design professionals who prefer to co-locate with allied businesses to foster a synergistic and vibrant work environment, many of whom are already located on the East Isthmus.
- **Food-related Businesses** - those that focus on the emerging regional and "slow foods" movements that emphasize family-owned farms, locally grown products, organic produce, gourmet and hand-crafted foods, and related food processing.
- **Wisconsin Gateway/Showcase** - businesses needing direct proximity to the Capitol and state administrative offices, such as trade organizations, and corporations with significant operations elsewhere in Wisconsin or the U.S. needing a presence at the state Capitol.

CORRIDOR ROLE EAST WASHINGTON CAPITOL GATEWAY CORRIDOR



Figure 9

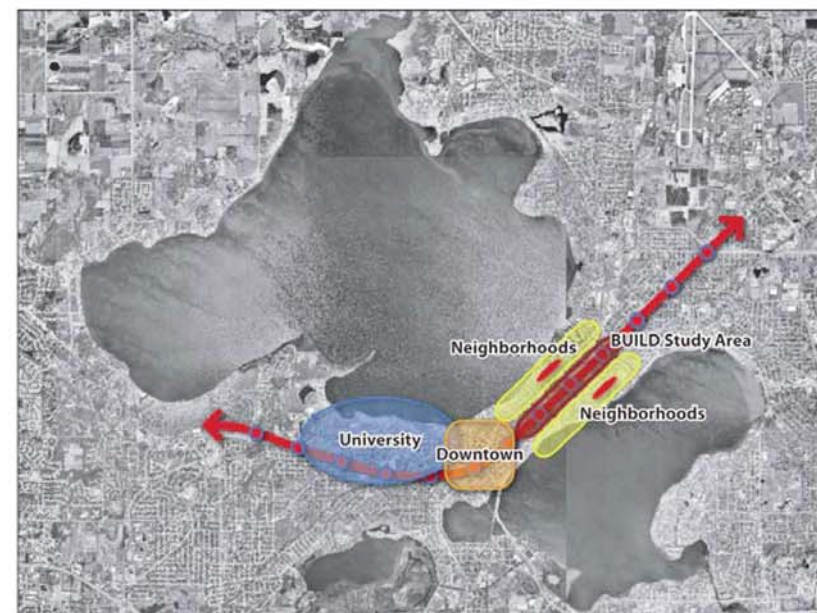


Figure 11

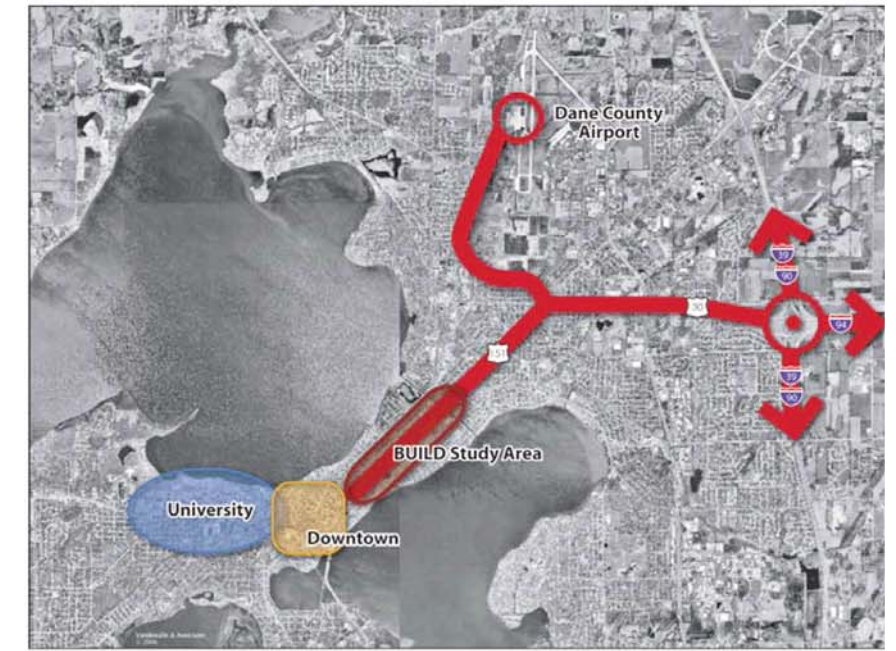


Figure 10

Potential Employment-generating Uses

URBAN START-UPS/ ACCELERATOR SPACE

- ✓ Information Technology
- ✓ Software design
- ✓ Biotechnology
- ✓ University Research Tech Campus

DESIGN/CREATIVE CENTER AND RELATED USES

- ✓ Design firms
- ✓ Communications
- ✓ Arts studios/galleries
- ✓ Media
- ✓ Advertising

FOOD-RELATED BUSINESSES

- ✓ Public/indoor market
- ✓ Community Supported Agriculture (CSA) distribution site
- ✓ Food resource/education/training center
- ✓ State marketplace center
- ✓ Small-scale processing
- ✓ Incubator space

WISCONSIN GATEWAY SHOWCASE

- ✓ State trade association office space
- ✓ State/Madison presence-national-and Wisconsin's based companies
- ✓ Satellite office for Milwaukee-based companies-Madison/Milwaukee Corridor
- ✓ Non-profit office space
- ✓ State marketplace to sell Wisconsin related merchandise
- ✓ Financial institutions

Figure 12



EAST WASHINGTON AVENUE CORRIDOR PLAN

CORE DEVELOPMENT PRINCIPLES

After careful consideration of all of the background information, including numerous meetings on the Key Values and the forces shaping the Corridor, the Steering Committee crafted four Core Development Principles and a series of techniques to be implemented for achieving them.

The following four, equally-important Core Development Principles reflect the most significant goals to be achieved within the East Washington Avenue Corridor and with which all proposed development projects must comply. Under each Core Principle are a series of recommended techniques that should be employed to achieve the particular goal.

I. PROTECT AND ENHANCE THE ICONIC VIEW OF THE CAPITOL

BULK STANDARDS

1. Incorporate building setbacks and stepbacks to protect the view of the Capitol.
2. Incorporate minimum and maximum heights for buildings that directly front along East Washington Avenue that may then step up or down away from the Avenue.
3. Incorporate building setbacks and stepbacks to frame views of the Capitol in a complementary fashion from one side of East Washington Avenue to the other.
4. Incorporate varied building stepbacks and varied roof designs within permissible height limits to avoid a walling/canyon affect of the Capitol view corridor and a plateau affect of flat and uniform building tops.

DESIGN GUIDELINES

5. Incorporate building designs, materials, and exterior colors that complement surrounding development and do not attract attention to the detriment of the view of the Capitol.

II. RESPECT AND STRENGTHEN EXISTING NEIGHBORHOODS

LAND USES

1. Provide a mix of housing types that, together with the existing housing stock of the adjoining neighborhoods, provides a wide range of housing options within the Corridor.
2. Provide a mix of commercial uses that serve the needs of the adjoining neighborhoods and other development within the Corridor that are complementary with the existing commercial uses and districts located north and south of the Corridor.

BULK STANDARDS

3. Where adjacent to existing residential uses, adopt height limits and building setbacks and stepbacks to provide a compatible street level scale and adequate solar access.

DESIGN GUIDELINES

4. Where adjacent to existing residential uses, incorporate building designs, materials and colors that are consistent with the existing residential environment.
5. Orient primary vehicular entries to side streets, where possible, and locate service areas in internal courts to minimize development-related traffic and effects on East Mifflin and East Main Streets.
6. Provide building orientations and scales, streetscape features, and public gathering areas along the north-south side streets to create safe and inviting pedestrian and bicycling connections between the neighborhoods and East Washington Avenue.
7. Enhance street-oriented activities and concentrate streetscape amenities on corners with signalized crosswalks across East Washington Avenue to encourage and direct pedestrian traffic between the north and south sides of the street.

PUBLIC IMPROVEMENTS

8. Provide transit shelters and other amenities that serve neighborhood residents as well as users of the development within the Corridor.

III. FIRMLY ESTABLISH THE CORRIDOR AS AN EMPLOYMENT CENTER SUPPORTED BY TRANSIT

LAND USES

1. Permit a broad range of employment land uses, especially on the south side of East Washington Avenue.
2. Permit a mix of integrated uses within areas designated as employment to support the needs of employees and employers (such as small-scale retail, personal and business services, and, possibly, limited residential or live-work spaces) - discourage free-standing commercial and residential development in these areas.
3. Encourage development of housing where identified as appropriate on the north side of East Washington Avenue that would be attractive to employees on the south side to increase live-work options.

BULK STANDARDS

4. Permit intensive development of parcels identified for employment including a high percentage of lot coverage, high floor area ratios, and multiple stories as an off-set to high land costs and to maximize existing infrastructure investments.

BUSINESS DEVELOPMENT

5. Work with existing businesses to determine future plans and needs so they can grow and prosper in their current location.
6. Work with existing property owners to develop a complete inventory of available space, lease rates, and build-to-suit opportunities.
7. Develop marketing materials and a marketing strategy to actively promote the Corridor to new and expanded businesses.

TRANSPORTATION AND PARKING

8. Recognize East Washington Avenue's designation as the primary auto and truck route into downtown to and from the east, and ensure that development patterns do not inadvertently direct through traffic to other east-west streets on the Isthmus.
9. Use TIF funds and other revenue sources to provide parking, transit, and related public amenities needed to attract new employers to the Corridor.
10. Provide incentives for employers/employees to use transit and modes of transportation other than automobiles.
11. Develop additional transit options including streetcars and/or commuter rail.
12. Use TIF and other programs to encourage the building of shared-parking facilities concurrent with new development.
13. Widen sidewalks and add streetscape amenities to encourage pedestrian activity along East Main Street.
14. Recognize that mobility is the key to area's redevelopment and encourage a full range of transportation options to move people, goods, and services within and through the Corridor.

IV. CREATE AN INVITING, VIBRANT BOULEVARD ALONG EAST WASHINGTON AVENUE

LAND USE

1. Promote a mix of active ground floor uses consistent with the land use plan.

BULK STANDARDS

2. Establish uniform minimum and maximum heights for buildings fronting directly on East Washington Avenue that may then step up or down away from the Avenue.

3. Incorporate uniform setbacks and expanded sidewalks to provide a comfortable environment for pedestrians by providing greater distances from moving traffic on East Washington Avenue.
4. Incorporate complementary building setbacks and stepbacks from one side of East Washington Avenue to the other to frame the Capitol and provide a consistent sense of enclosure.
5. Orient main building entries to East Washington Avenue by incorporating entry plazas and other ground level design elements.

DESIGN GUIDELINES

6. Develop a consistent palette and design concept for trees and other landscaping within the East Washington Avenue setbacks, terraces, and medians to create a sense of unity from one end of the Corridor to the other consistent with the goal to protect views of the Capitol.
7. Create a consistent rhythm of street level facades from one end of the Corridor to the other.
8. Incorporate uniform setbacks to accommodate landscaping, entry plazas, and outdoor gathering and activity areas such as dining and art displays.
9. Incorporate design elements on the lower 3-5 stories, including stepbacks, that clearly differentiate the lower floors from the upper floors and that create a more comfortable and inviting environment for pedestrians.
10. Provide a high level of transparency on the lower levels of buildings - prohibit large blank walls.
11. Require a continuous, uninterrupted block face - prohibit interruptions for vehicular access from East Washington Avenue unless no other option is available.
12. Respect and highlight historic buildings by setting back and stepping back new development and additions.
13. Promote the use of high performance "green" building designs and materials that incorporate the reuse or materials, natural materials, energy efficiency, stormwater capture and reuse, green roofs, etc.

TRANSPORTATION AND PARKING

14. Prohibit new surface parking lots and other service areas fronting along East Washington Avenue as redevelopment occurs.
15. Incorporate transit amenities, such as shelters, at regular intervals along the Corridor.

East Washington Capitol Gateway Corridor

Core Development Principles

Implementation Techniques



	Protect & Enhance Iconic View of Capitol	Respect & Strengthen Existing Neighborhoods	Establish Corridor as Employment Center Supported by Transit	Create Inviting & Vibrant Boulevard
Land Use		●	●	●
Bulk Standards (Height, Setbacks, Stepbacks)	●	●		●
Design Guidelines	●	●		●
Transportation and Parking		●	●	●

IMPLEMENTATION TECHNIQUES

Figure 13 indicates the implementation techniques that are particularly important for realizing each Core Development Principle. These are defined in greater detail in the following sections of this chapter.

Figure 13

LAND USE

Future land uses provide the foundation on which all other aspects of the Corridor are built. In addition to the Core Principles, other factors influencing these recommendations are existing land uses, surrounding uses, and uses called for in past planning efforts. The recommended Future Land Use Plan contained on Figure 15 seeks to maintain consistency with the neighborhoods and long-standing uses that adjoin the Corridor, while also seeking to maximize the opportunity for a regional employment center as envisioned in the East Rail Corridor Plan and Isthmus 2020 Plan.

FUTURE LAND USE DISTRICTS

The future land use districts summarized in Figure 14 are those defined in the City of Madison Comprehensive Plan, and the Future Land Use Map shown in Figure 15 is generally consistent with the Generalized Future Land Use Plan contained in the City's Comprehensive Plan. Please consult the City's Comprehensive Plan (2006) for a further description of these districts.

Figure 14: FUTURE LAND USE DEFINITIONS

CITY OF MADISON COMPREHENSIVE PLAN (2006) FUTURE LAND USE DISTRICTS

MDR Medium-Density Residential: Medium-Density Residential Districts are locations recommended primarily for relatively dense multi-family housing types, such as larger apartment buildings and apartment complexes. The Medium-Density designation is also applied to portions of some established neighborhoods that are composed primarily of "house-like" residential buildings, although there may also be a scattering of apartment buildings. In these areas, the Medium-Density designation reflects the large number of houses that were originally built as multi-unit, duplex, two-flat, or three-flat structures, or have subsequently been converted to contain several dwelling units. In these situations, it is recommended that these areas continue to maintain the "house-like" character, and the designation is not intended to encourage further conversion or replacement of existing housing with apartment-style buildings, except as may be specially recommended in an adopted neighborhood or special area plan. Note that there may be little outward visible difference between portions of these mixed-housing-type neighborhoods designated as Medium Density and those portions designated Low Density.

CMU Community Mixed-Uses: Community Mixed-Use areas should be located adjacent to Medium and High Density Residential areas whenever possible. As an alternative when adjacent to Low Density residential areas, the Mixed-Use district should be large enough to include a significant amount of relatively high-density housing within the defined district. Community Mixed-Use districts should also be located along existing or planned high-capacity public transit routes, and a transit stop should be located at, or very close to, all activity center focal points within the district. Because of their location along transportation Corridors, it is recommended that many of the city's aging strip commercial centers and suburban-style shopping centers be considered for eventual redevelopment as Mixed-Use districts.

E Employment: Employment districts (as distinct from Commercial districts) are recommended as predominately office, research and specialized employment areas and generally do not include retail and consumer service uses serving the wider community. Limited retail and service establishments primarily serving employees and users of the district are encouraged. Although primarily used to identify relatively large, multi-establishment employment districts, such as the University of Wisconsin Research Park, the designation may also be applied to an individual property, such as a hospital, for example.

P Park and Open Space: Park and Open Space districts identify the recommended locations for public parks, some types of public and private outdoor recreational facilities, conservation areas, some stormwater management drainageways and detention areas, cemeteries, and similar relatively extensive uses that have an open space character and are not recommended for eventual development with more intensive uses. Smaller park features, including urban squares, greens and plazas are not always shown, although they are encouraged in neighborhoods and mixed-use areas. Similarly, smaller stormwater management greenways may not be shown. The exact location and extent of most open space uses are shown in greater detail in the Madison Park and Open Space Plan and detailed neighborhood and special area plans.

EAST WASHINGTON AVENUE CORRIDOR PLAN REFINED FUTURE LAND USE DISTRICTS

Building from the generalized future land use districts in the city Comprehensive Plan, this Corridor Plan suggests the following more refined mix of uses.

Employment: Principal uses that are consistent with the Comprehensive Plan definition of Employment.

Commercial: Primarily retail users, such as those that serve the adjoining neighborhoods and businesses, as well as smaller destination users, that are compatible with residential uses in a mixed-use district.

Residential: All housing, including a variety of density, ownership, and mix (including live/work units), which can also serve to buffer the adjoining neighborhoods from the more intensive non-residential uses within the Corridor.

Park: Public parks and open space including Breese Stevens Field, Burr Jones Park and the Yahara River Parkway

Mixed-Use: The solid color represents the intended primary use and the stripe color indicates the secondary use. Uses may be separated vertically and/or horizontally.

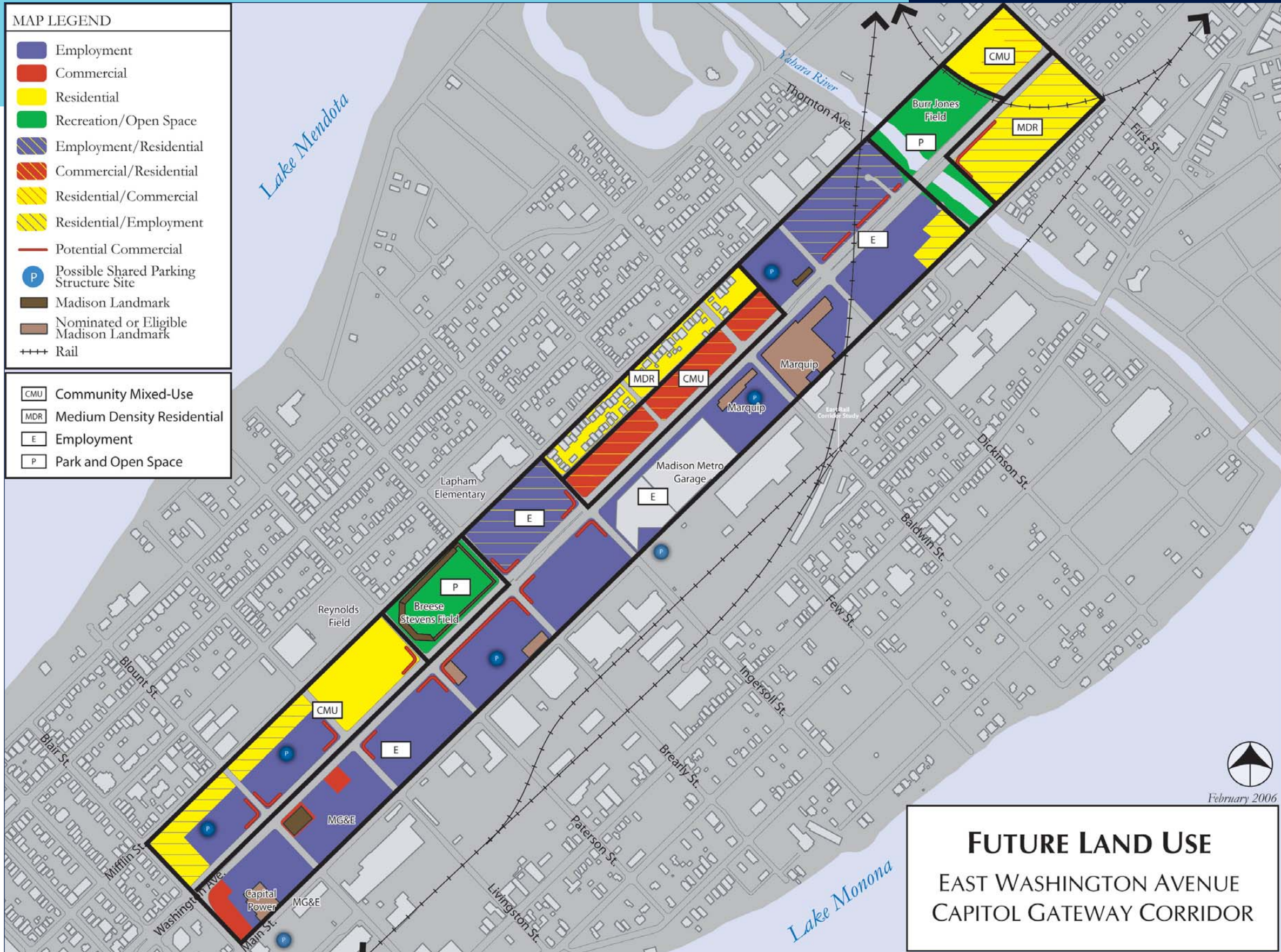
Recommended locations for ground floor retail and services, including those that appeal to customers in the district and the adjoining neighborhood, which are intended to generate pedestrian activity along the adjoining sidewalks, including outdoor dining areas.

Possible locations for shared parking facilities as described in the Transportation and Parking sub-section of this chapter.

MAP LEGEND

- Employment
- Commercial
- Residential
- Recreation/Open Space
- Employment/Residential
- Commercial/Residential
- Residential/Commercial
- Residential/Employment
- Potential Commercial
- P Possible Shared Parking Structure Site
- Madison Landmark
- Nominated or Eligible Madison Landmark
- Rail

- CMU Community Mixed-Use
- MDR Medium Density Residential
- E Employment
- P Park and Open Space



FUTURE LAND USE
 EAST WASHINGTON AVENUE
 CAPITOL GATEWAY CORRIDOR

Figure 15

BULK STANDARDS

Once the land use is established, the character, look and feel of the Corridor will be shaped by the Bulk Standards to be applied to new development projects. These include building setbacks (distance from the front property line), street level facade heights (heights of lower floors located at the setback line), stepbacks (upper floor "indents" above the lower facades), and maximum building heights.

SETBACKS AND STEPBACKS

Along with street level facade heights, building setbacks directly effect the look and feel of the Corridor from the perspective of pedestrians. Figure 16 provides a list of setbacks throughout the Corridor

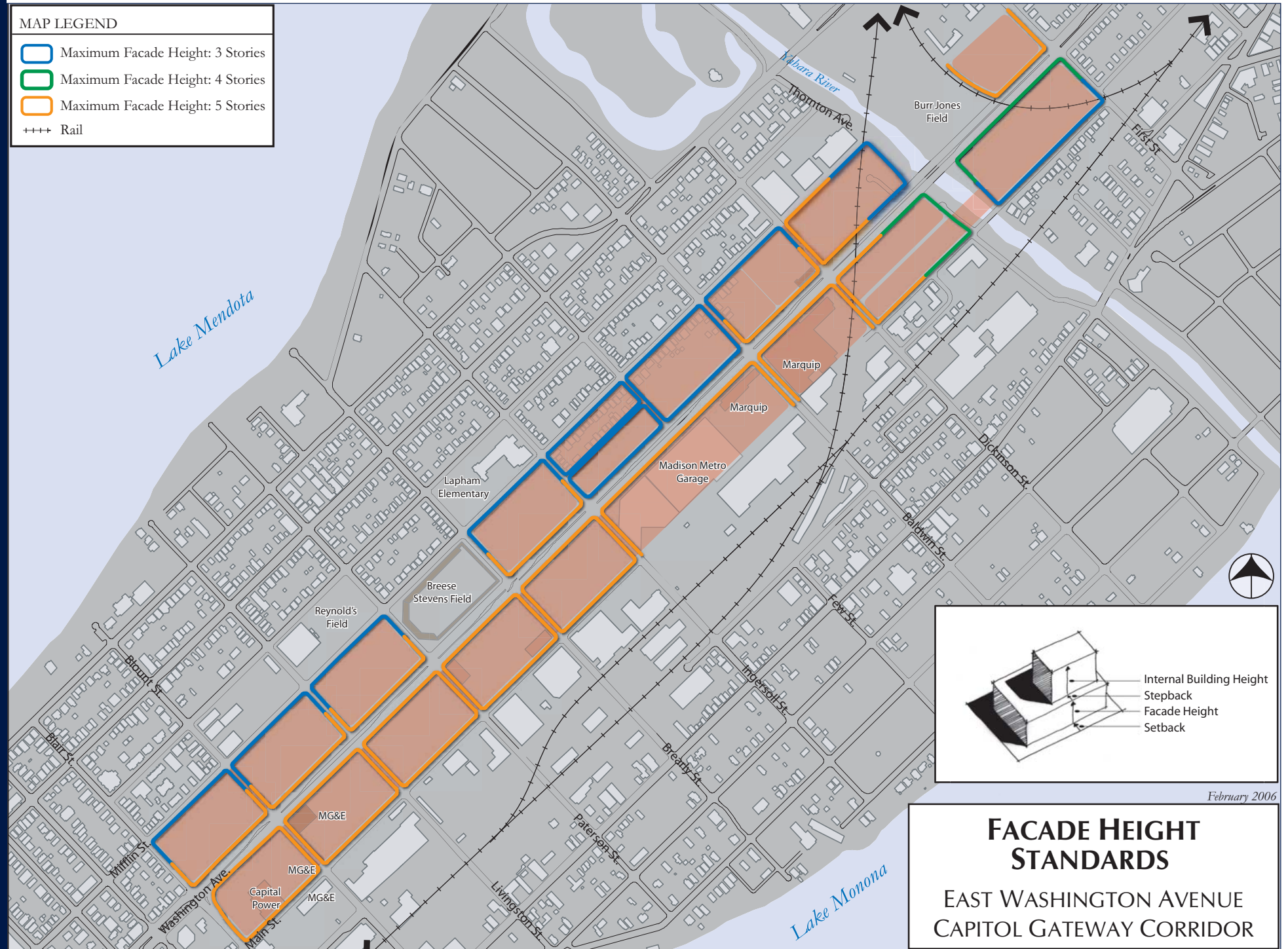
Figure 16 also provides a list of building stepbacks. These are the minimum distances that portions of buildings that are taller than the street level facade heights must be stepped back from the facade wall to create a discernable difference in the elevation to achieve the desired scale at the pedestrian level and, where an angle is specified, to minimize the effect of taller buildings on smaller-scale development located across the street. An additional benefit of building stepbacks is the disruption of high wind speeds that rush down the faces of tall buildings before they reach the sidewalk.

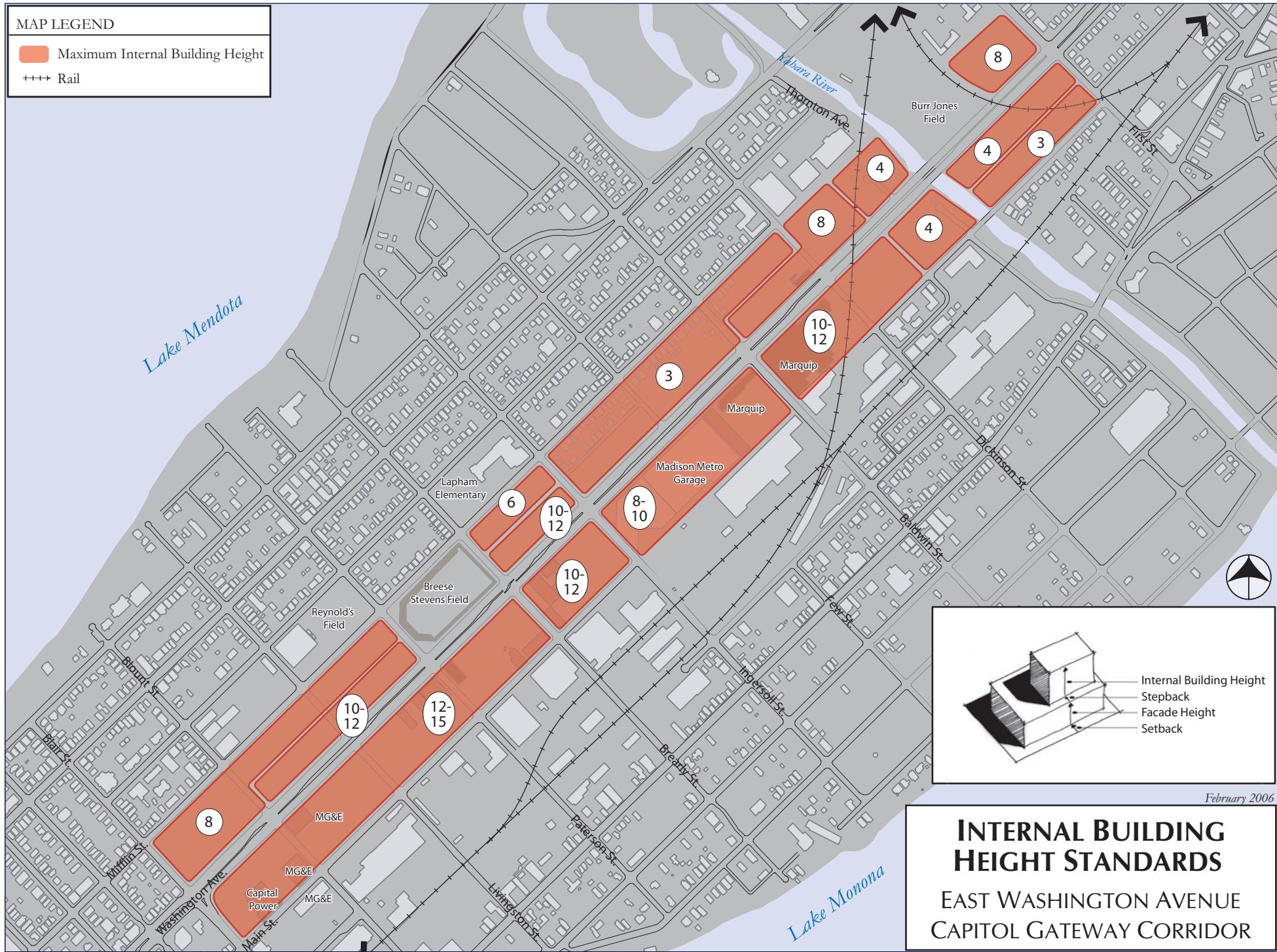
STREET LEVEL FACADE HEIGHTS

Street level facade heights have a significant effect on the character of the Corridor from the perspective of pedestrians and motorists. Lower building heights at the setback lines help keep pedestrians from feeling overwhelmed by taller buildings, and consistent street level facade heights help to frame the view of the Capitol looking down the Corridor. The street level facade heights shown on Figure 17 provide the minimum and maximum range of heights at the setback lines. Portions of buildings that exceed these heights must provide a stepback as described above.

Figure 16	Setback (minimum-maximum)	Stepback (minimum)
East Washington Avenue	15'	15'
East Mifflin Street	5 - 20'	30°
East Main Street (Blair - Ingersoll)	5 - 10'	15'
East Main Street (Dickinson - Thornton)	5 - 10'	0-15'
East Main Street (Thornton - North First Street)	5 - 20'	15'
Side streets (North)	5 - 10'	15'
Side streets (South)	0 - 10'	15'

*15' stepback only E. Main, Dickinson to Northern Ct.



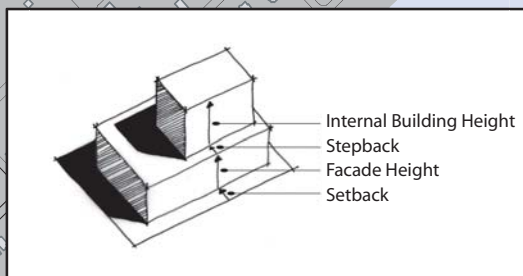


MAXIMUM BUILDING HEIGHTS

RECOMMENDED MAXIMUM HEIGHTS

Maximum building heights will have a more profound effect on the intensity of development and character of the Corridor than perhaps any other bulk standard. However, previous plan recommendations need to be considered as well as local, state and federal regulations. Applicable regulations include the Capitol View Preservation standards, contained in both city and state regulations, and the Federal Aviation Administration (FAA) Airport Approach Protection standards for flight path clearances around the Dane County Regional Airport (located to the northeast of the Corridor). The Capitol View Preservation standards apply within the Corridor from Blair to Ingersoll and the FAA standards cover the entire Corridor. Recommendations in the recently completed East Rail Corridor Plan also covered building heights on the south side of East Washington Avenue.

Recommended building heights along the Corridor are shown on Figure 18. Height is provided in stories, based on average story heights of 9 to 12 feet (15 feet for ground floors). Buildings with greater floor heights should have fewer stories accordingly. Where a maximum of 15 stories is indicated, the maximum height is intended to be less than or equal to the Capitol View Preservation limit (1032 feet above AMSL, or about 180 feet above the ground), and only then if the appropriate variance is granted by the FAA to exceed its maximum recommended height (1009 feet AMSL, or about 160 feet above the ground). In general, heights in the Corridor above the FAA limit are discouraged.



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Figure 18

MAXIMUM BUILDING HEIGHT COMPARATIVE

Figure 19 presents the Capitol View Preservation height limits, the FAA height limits, and the recommendations of the East Rail Corridor plan for the south side of East Washington Avenue within the study area. Figures 20 and 21 include the maximum building height limits recommended in this Plan for the north and south sides of East Washington Avenue.

It is important to remember that the recommended maximum heights shown in are intended only to establish an “envelope” for development. Within this envelope, properties and blocks are expected to have buildings with varying footprints and towers that result in a skyline with a series of buildings and open spaces as shown on Figure 22.

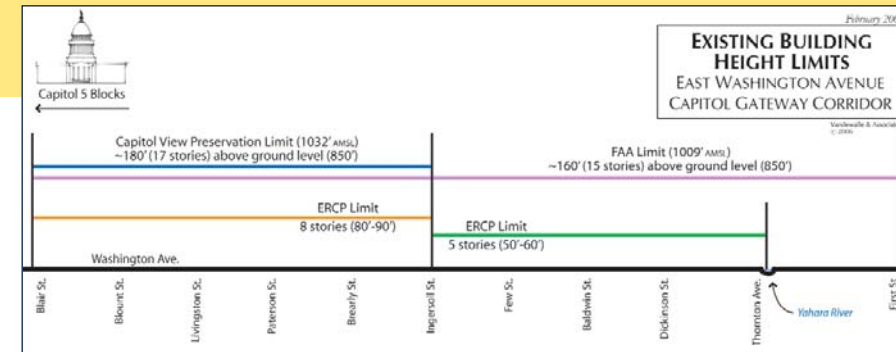


Figure 19

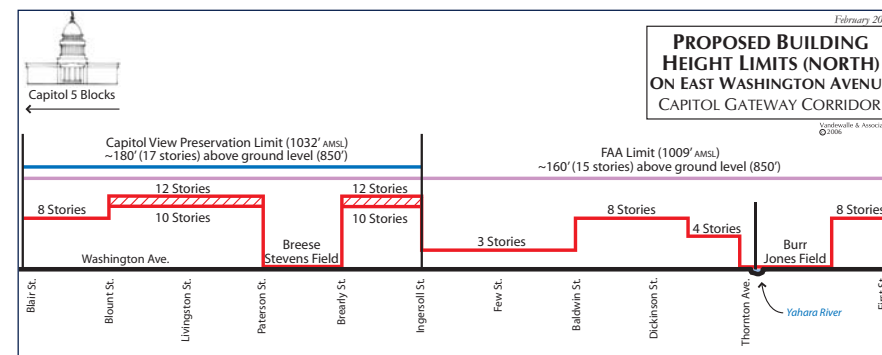


Figure 20

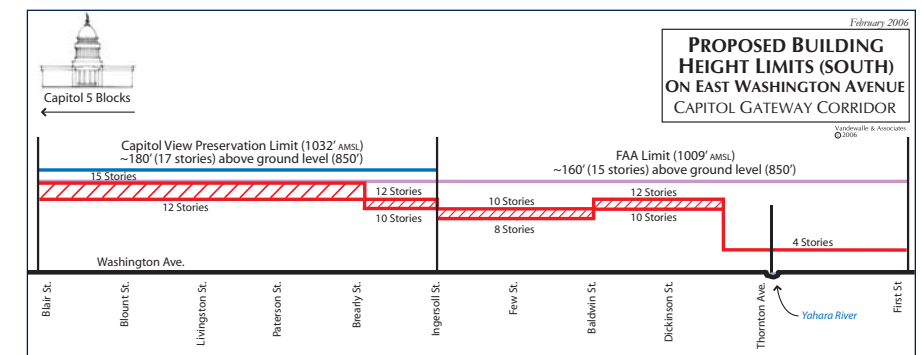
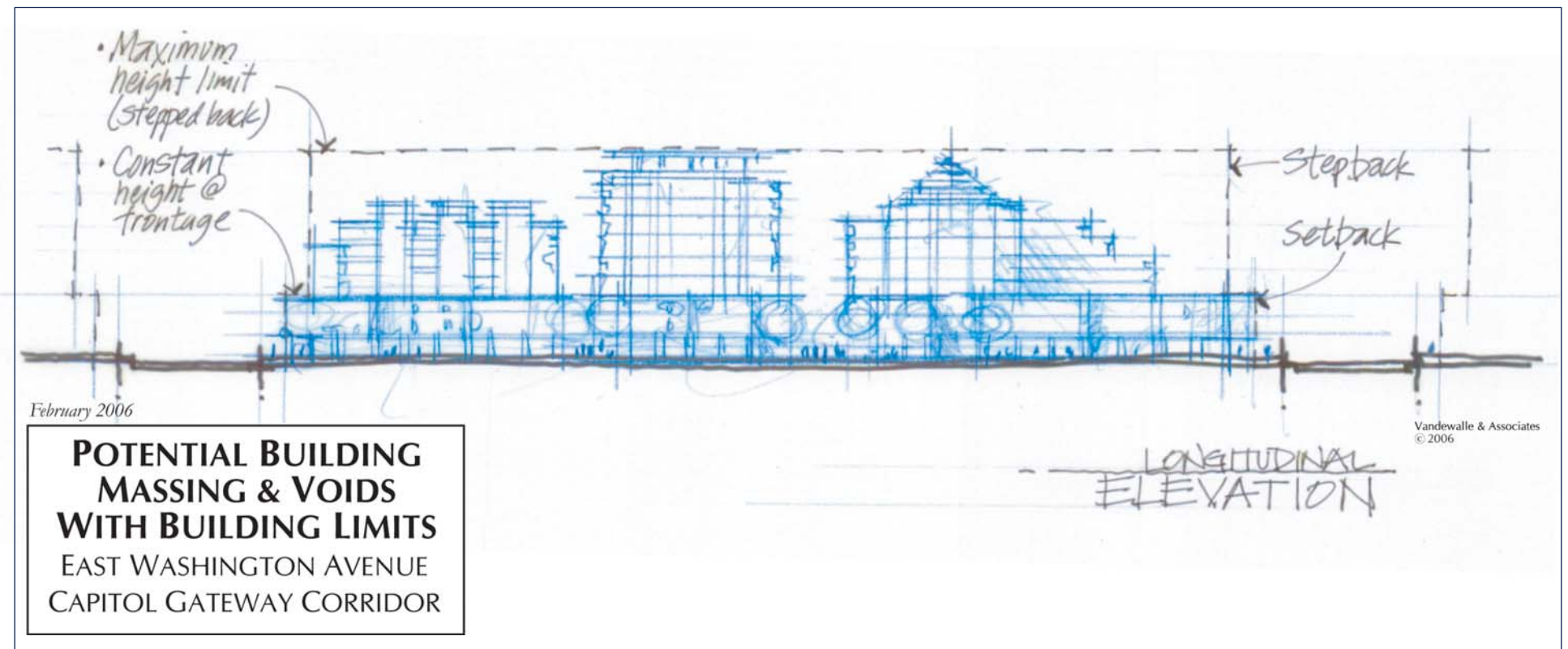


Figure 21



Vandewalle & Associates © 2006

Figure 22

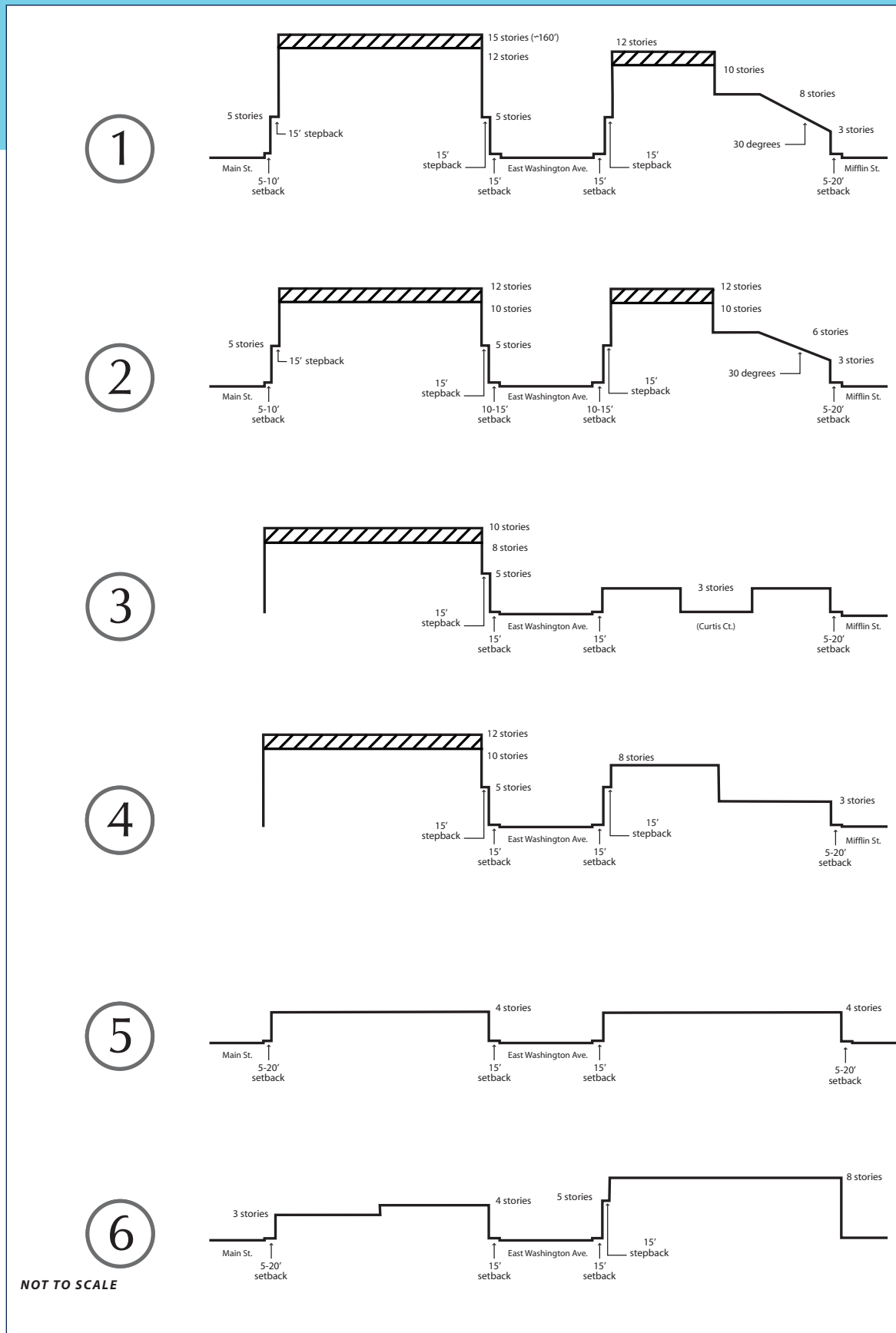


Figure 24

PROFILE CROSS SECTIONS

Figure 23 indicates the locations of the six simple profile cross sections shown in Figure 24. These cross sections reflect all of the bulk standards discussed above for each location.



Figure 23

EXAMPLE URBAN FORM

In addition to controlling the sheer mass of buildings, the bulk standards directly affect critical, character-defining elements of the Corridor. These include: areas for street-level activities like outdoor plazas and dining areas (setbacks); framing the view to the Capitol (setbacks and street level facade heights); and sunlight and shadows (stepbacks and maximum building height). While the profile cross sections shown in Figure 24 are helpful in understanding the minimum and maximum limits placed on future development, actual building projects will not have simple, block geometry. Simultaneously with the creation of this Plan, the City has developed standards for Urban Design District #8. The Urban Design District ordinance contains more detailed bulk standards and building design guidelines to ensure that all structures will be of high quality and will contribute to an overall positive appearance and desired character of the Corridor as reflected in Figures 25, 26 and 27.

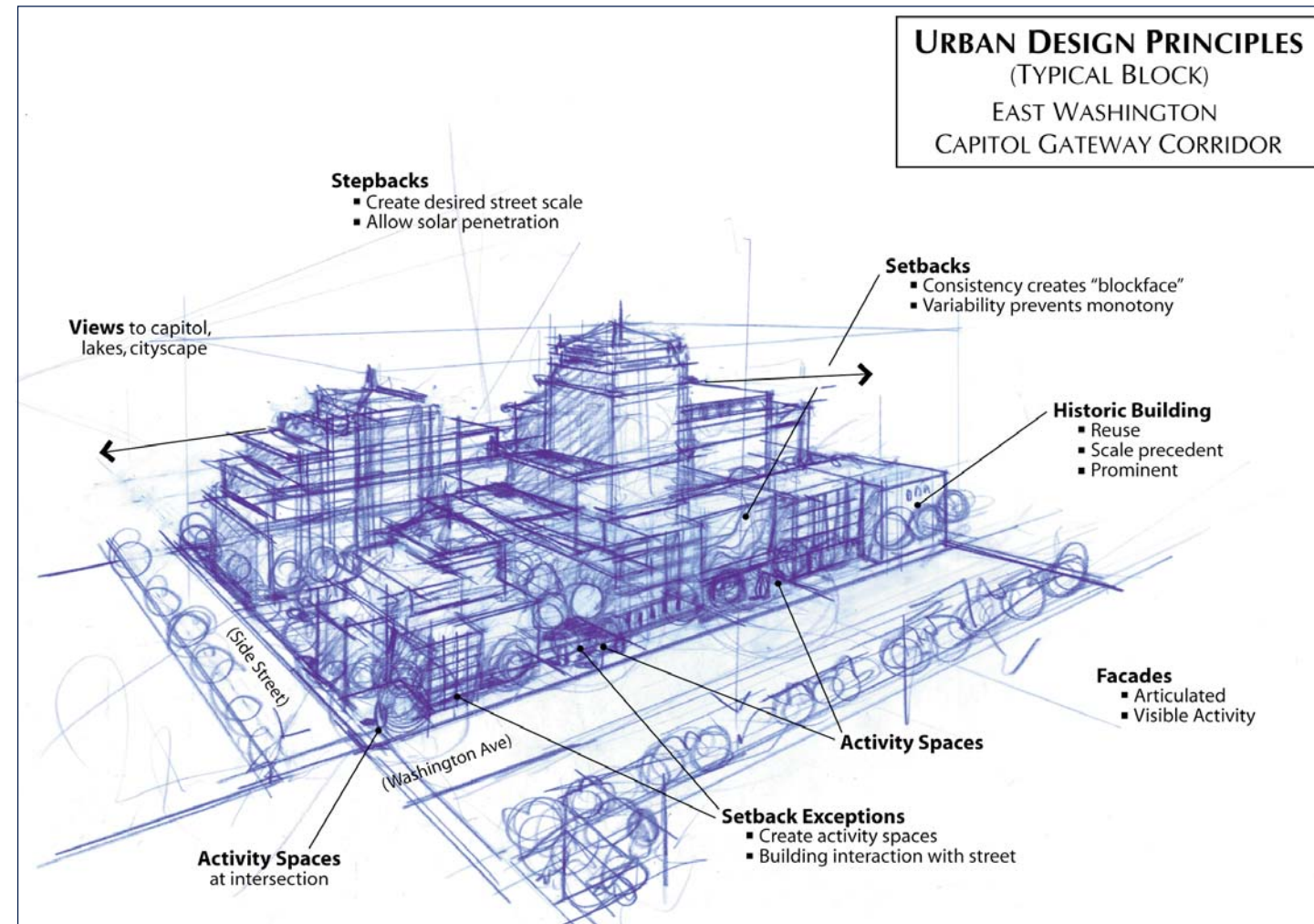


Figure 25

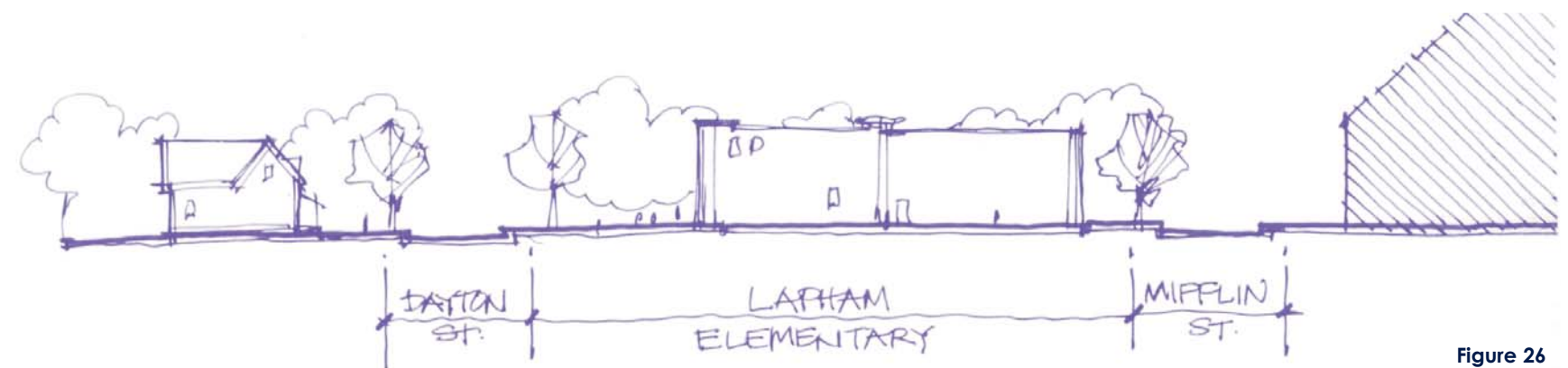


Figure 26

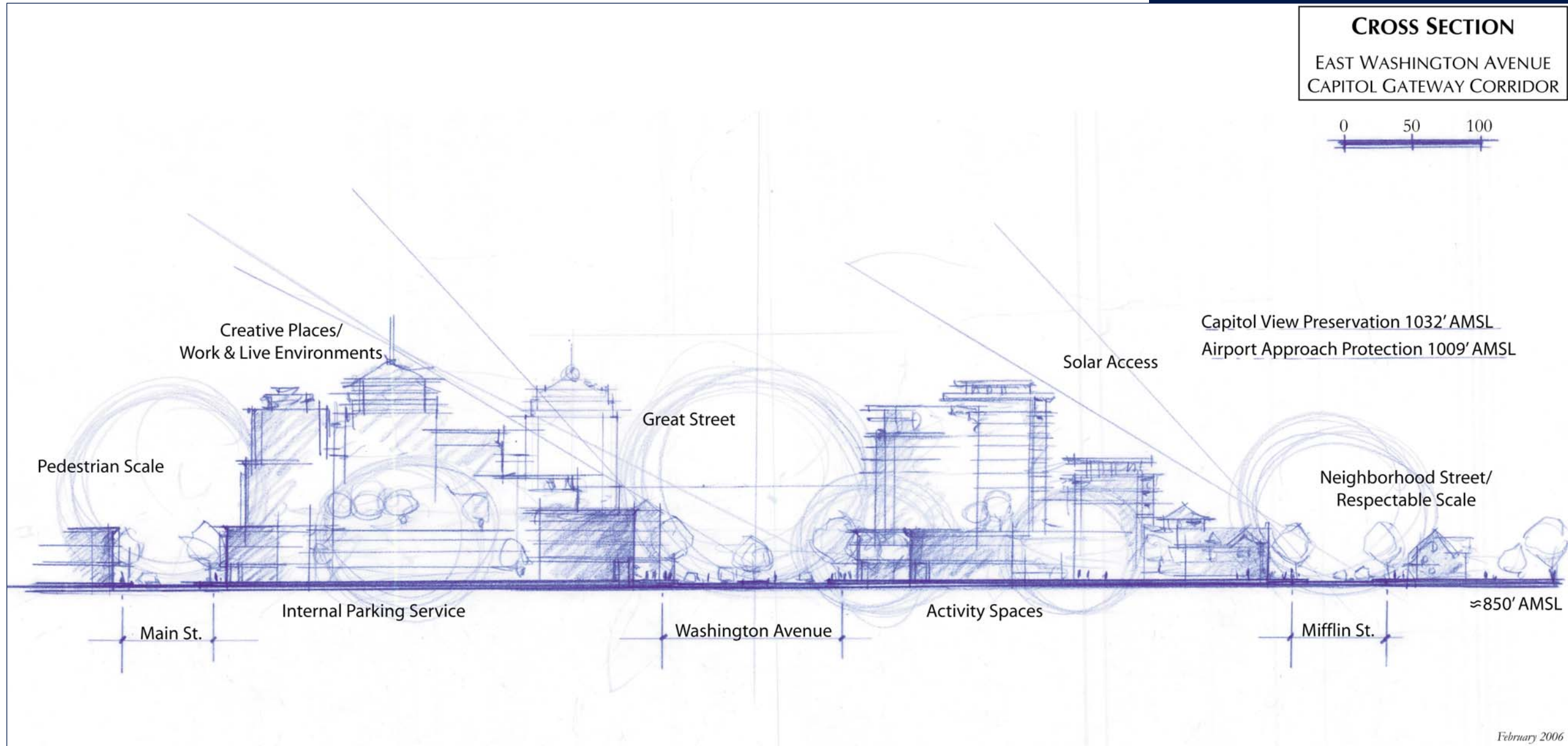


Figure 27

DESIGN GUIDELINES

Together with the bulk standards, the design guidelines included in this Plan (and further refined in the Urban Design District #8 standards) help ensure that development is sensitive to the “context” of the surrounding area. The context includes the land uses, sizes and types of structures, public open spaces, and transportation facilities, among other elements, that developers must take into account when planning their projects. For purposes of identifying the existing context, guidelines are provided for the primary streets (East Washington Avenue, East Main Street and East Mifflin Street) and the Yahara River Parkway. In addition, the Corridor has been segmented into five distinct areas with each having a unique set of recommendations.

PRIMARY STREETS AND PARKWAYS

The streets and parkways are the public rooms of the Corridor. It is important to acknowledge and in some ways preserve the existing character and land use patterns in these public rooms. The public spaces of East Mifflin Street and East Washington Avenue will be preserved as well as improved, while East Main Street will be re-introduced to the community as a more prominent and important street in the Corridor (See Figure 28).

EAST WASHINGTON AVENUE

The character of East Washington Avenue should be formal and uniform in signage, streetscape, building orientation, setbacks, and street level facade heights, as defined by the recommended bulk standards; yet at the same time, present an interesting, vibrant character with variety, activity and urban amenities (see Figure 29). The scale and amount of building face block enclosure should vary along the Avenue along with the experience. The streetscape, however, should always frame the Capitol view.

Beyond aesthetic improvements, East Washington Avenue should be the showcase of Wisconsin as Madison’s front door to employment and industry. The Avenue is a major thoroughfare that should remain auto-oriented, yet also provide connections for pedestrian and transit use and areas for outdoor gathering and activity. Key intersections at Paterson, Bready, and Ingersoll Streets should have active urban open spaces where pedestrians and transit riders provide an active presence to the streets.



Figure 28



Figure 29: East Washington Avenue Character

In order to achieve a consistent and cohesive appearance along East Washington Avenue, as well as a diverse and interesting Avenue environment, some urban design elements should be consistent and others should vary.

Unifying Elements

- Uniform setbacks
- Limited palette of building materials
- Consistent Streetscape design and amenities
- Focused view of the Capitol
- Lower street level facade heights
- Gateway features
- Signage types and locations

Elements Adding Variety

- Architectural styles
- Overall building heights (within defined limits)
- Areas of different focus (i.e. river orientation, neighborhood orientation)
- Areas of different scale (i.e. neighborhood scale, corridor center scale, park orientation)

EAST MAIN STREET

Blair to Ingersoll Streets - This is a working street dominated by utilities, industrial functions, and parking lots while being the entry and access to many small and established businesses. However, the Corridor should become more pedestrian friendly as a strong link to downtown and retain its cluster of historic industrial brick buildings. East Main Street facades should include pedestrian entries, but large, intensive parking and loading areas should be concealed with access directed to the north-south side streets, where possible.

Dickinson Street to the Yahara River - This segment has a mix of vacant buildings, industrial businesses, parking lots, and new residential development. While the area is currently underutilized it should be revitalized as an active street with pedestrian improvements and on-street parking serving both the new residential on the south and the reuse of historic buildings on the north. Although non-residential uses are recommended for the north side of the street, larger buildings and more intensive development should be concentrated along the East Washington Avenue frontage and step down toward the East Main Street frontage.

Yahara River to North First Street - This segment has, and should continue to have, a residential character. Traffic should be kept to low volumes and low speed; development/redevelopment on the north side should be concentrated toward East Washington Avenue and away from the existing homes on the south side of East Main Street.

EAST MIFFLIN STREET

Blair to Ingersoll Streets - This segment is characterized by: commercial and light industrial uses; a number of public spaces including Breese Stevens Field, Reynolds Field, and Lapham School; and two block faces of residential uses. Future plans for this area should include a better defined streetscape at a walkable, pedestrian scale with on-street parking. The area should remain mixed use with employment, residential and public uses connected by the existing community spaces.

Ingersoll to Dickinson Streets - This is primarily a single-family residential area with tree-lined streets. This area should remain a residential area with on-street parking and be protected against traffic effects from development along East Washington Avenue.

YAHARA RIVER & THORNTON STREET

The Yahara River frontage and Thornton Street corridor currently contains uses that do not relate to the river or the riverfront. This corridor should become an active, recreation and pedestrian area, characterized by new residential and mixed-use/retail development along the Parkway. New development should be cohesive with the new Yahara River bridge pathways and underpass and should tie into the riverfront. New development should provide adequate setbacks and maintain a low-scale frontage on Thornton to provide solar access along the Parkway. All structures fronting on Burr Jones and the river should have transparent and articulated facades with visible activity and functions that interact with the riverfront.

CORRIDOR SEGMENTS

Five distinct segments have been identified within the Corridor, delineated by the fabric of development, uses, street level activity, and surrounding buildings and activities that may influence redevelopment. Figure 30 provides specific urban design recommendations for addressing the factors influencing redevelopment within each area.

SEGMENT 1

This Segment is the district closest to the Capitol. The dominance of the existing MG&E campus on the south side means that most redevelopment will occur on the north side. A symbolic structure placed in the terraced median of East Washington Avenue west of Blair would provide a focal point and should be surrounded by permanent, quality architecture at the intersection of Blair Street and East Washington Avenue in order to set a tone for this gateway to Capitol Hill.

Factors Potentially Influencing Redevelopment:

- Existing utility, office, and commercial uses
- Prominence of Blair Street and East Washington Avenue intersection
- Proximity to the Capitol
- Proximity to MG&E and State Capitol power plants
- Adjacent to City Market and Das Kronenberg Condominiums
- Adjacent to new medium-density residential
- Smaller infill sites on the south side of East Washington Avenue
- Larger and contiguous parcels on the north side of East Washington Avenue

SEGMENT 2

This Segment contains the highest proposed buildings in the Corridor and important intersections with Paterson and Ingersoll Streets. This should be an increasingly active employment center where people arrive by bus, rail, bike, car, and foot to work in taller, urban-scale buildings that offer magnificent views to the city, surrounding lakes and Breese Stevens Field. The buildings in Segment 2 could surround courtyards filled with employees who utilize these active public spaces for meetings and social gatherings. Across the street from the employment centers, active multi-story residential buildings and walkup townhomes would sustain a high level of activity after business hours.

Factors Potentially Influencing Redevelopment:

- Existing utility, office, and industrial uses
- Landmark presence of Breese Stevens Field
- Adjacent to Reynold's Field and Lapham School
- Clusters of landmark buildings on the south side of East Washington Avenue
- Proximity to MG&E power plant, storage facilities, and ATC transmission line
- Importance of Paterson and Ingersoll Street intersections
- Larger and contiguous parcels - including whole block ownership
- Existing redevelopment proposals

SEGMENT 3

Segment 3 is characterized by the predominance of the Marquip campus and Metro Transit. Enhancements on the south side of East Washington Avenue should frame the Capitol building and shape the facade of Marquip as it becomes active with new businesses. Across the street, a vibrant, small-scale mixed-use commercial development could serve the upstairs residents of the development and the adjacent neighborhood. Pedestrian nodes at Ingersoll and Baldwin Streets would allow cross-Corridor connections.

Factors Potentially Influencing Redevelopment:

- Existing office, commercial, industrial, and residential uses
- Large existing commercial/industrial facilities (e.g., Marquip and Metro Transit)
- Activity at Baldwin and Ingersoll Street intersections
- Proximity of single-family residential neighborhood to East Washington Avenue
- Proximity to rail and proposed Central Park
- Shallow redevelopment sites and alley on the north side of East Washington Avenue

SEGMENT 4

This Segment serves as the nexus of rail, bus, bike, boat, and auto transportation in the Corridor. The Segment presents the opportunity for riverfront office, residential, and commercial development with a master planned project along the riverfront on both sides of East Washington Avenue.

Development near the river could allow activities to spill over to the river and recreational areas. Residents and workers in the surrounding buildings could lunch along the river and rent canoes from a local business in the Segment.

Factors Potentially Influencing Redevelopment:

- Existing office, commercial, industrial uses
- Borders the Yahara River Parkway
- Activity at Baldwin Street intersection
- Adjacent to new Yahara riverfront residential on East Main Street
- Railroad line passes through area and crosses East Washington Avenue
- Large contiguous parcels
- Irregular shaped remnant parcels

SEGMENT 5

In Segment 5, the Capitol Building comes into view just over the hill at North First Street when approaching from the east, with the view framed by the new Yahara River bridge. The south side of the Corridor should include employment/mixed use, with decreasing height to the residential area on East Main Street. On the north side, residential buildings could overlook Burr Jones Field with distant views to the lakes and Capitol, while stepping down toward North First Street and the low density residential area to the east. Transparent facades would allow visibility of commercial activity along East Washington Avenue. The river in this area should be used for entertainment, residential, commercial, and retail uses, with restaurants and outdoor activities connecting to the river parkway activities and trail.

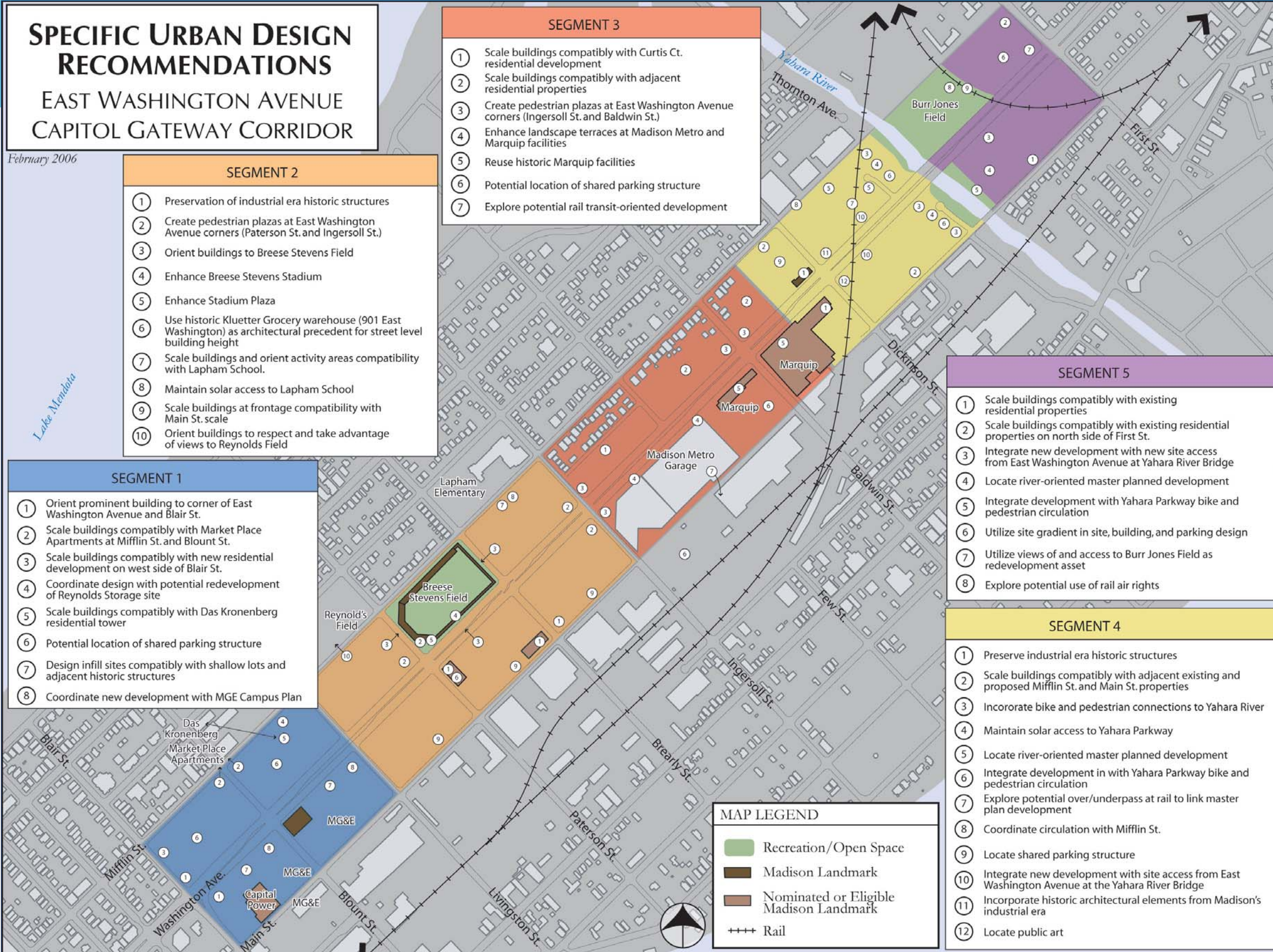
Factors Potentially Influencing Redevelopment:

- Existing commercial and residential uses
- Borders the Yahara River Parkway and Burr Jones Field
- Importance of North First Street intersection
- Proximity to City maintenance facilities on North First Street
- Includes, and adjacent to, existing single-family residential
- Railroad spur passes through area and crosses East Washington Avenue
- Large contiguous parcels

SPECIFIC URBAN DESIGN RECOMMENDATIONS

EAST WASHINGTON AVENUE CAPITOL GATEWAY CORRIDOR

February 2006



- ### SEGMENT 2
- 1 Preservation of industrial era historic structures
 - 2 Create pedestrian plazas at East Washington Avenue corners (Paterson St. and Ingersoll St.)
 - 3 Orient buildings to Breese Stevens Field
 - 4 Enhance Breese Stevens Stadium
 - 5 Enhance Stadium Plaza
 - 6 Use historic Kluetter Grocery warehouse (901 East Washington) as architectural precedent for street level building height
 - 7 Scale buildings and orient activity areas compatibility with Lapham School.
 - 8 Maintain solar access to Lapham School
 - 9 Scale buildings at frontage compatibility with Main St. scale
 - 10 Orient buildings to respect and take advantage of views to Reynolds Field

- ### SEGMENT 3
- 1 Scale buildings compatibly with Curtis Ct. residential development
 - 2 Scale buildings compatibly with adjacent residential properties
 - 3 Create pedestrian plazas at East Washington Avenue corners (Ingersoll St. and Baldwin St.)
 - 4 Enhance landscape terraces at Madison Metro and Marquip facilities
 - 5 Reuse historic Marquip facilities
 - 6 Potential location of shared parking structure
 - 7 Explore potential rail transit-oriented development

- ### SEGMENT 1
- 1 Orient prominent building to corner of East Washington Avenue and Blair St.
 - 2 Scale buildings compatibly with Market Place Apartments at Mifflin St. and Blount St.
 - 3 Scale buildings compatibly with new residential development on west side of Blair St.
 - 4 Coordinate design with potential redevelopment of Reynolds Storage site
 - 5 Scale buildings compatibly with Das Kronenberg residential tower
 - 6 Potential location of shared parking structure
 - 7 Design infill sites compatibly with shallow lots and adjacent historic structures
 - 8 Coordinate new development with MGE Campus Plan

- ### SEGMENT 5
- 1 Scale buildings compatibly with existing residential properties
 - 2 Scale buildings compatibly with existing residential properties on north side of First St.
 - 3 Integrate new development with new site access from East Washington Avenue at Yahara River Bridge
 - 4 Locate river-oriented master planned development
 - 5 Integrate development with Yahara Parkway bike and pedestrian circulation
 - 6 Utilize site gradient in site, building, and parking design
 - 7 Utilize views of and access to Burr Jones Field as redevelopment asset
 - 8 Explore potential use of rail air rights

- ### SEGMENT 4
- 1 Preserve industrial era historic structures
 - 2 Scale buildings compatibly with adjacent existing and proposed Mifflin St. and Main St. properties
 - 3 Incorporate bike and pedestrian connections to Yahara River
 - 4 Maintain solar access to Yahara Parkway
 - 5 Locate river-oriented master planned development
 - 6 Integrate development in with Yahara Parkway bike and pedestrian circulation
 - 7 Explore potential over/underpass at rail to link master plan development
 - 8 Coordinate circulation with Mifflin St.
 - 9 Locate shared parking structure
 - 10 Integrate new development with site access from East Washington Avenue at the Yahara River Bridge
 - 11 Incorporate historic architectural elements from Madison's industrial era
 - 12 Locate public art

MAP LEGEND

- Recreation/Open Space
- Madison Landmark
- Nominated or Eligible Madison Landmark
- Rail

Figure 30

CORRIDOR CHARACTER

Figures 31 and 32 are study sketches intended to convey the sense of character desired for the Corridor once the land uses, bulk standards, and design guidelines are applied. Figure 31 provides a perspective from the point of view of a person walking along a typical block on East Washington Avenue.

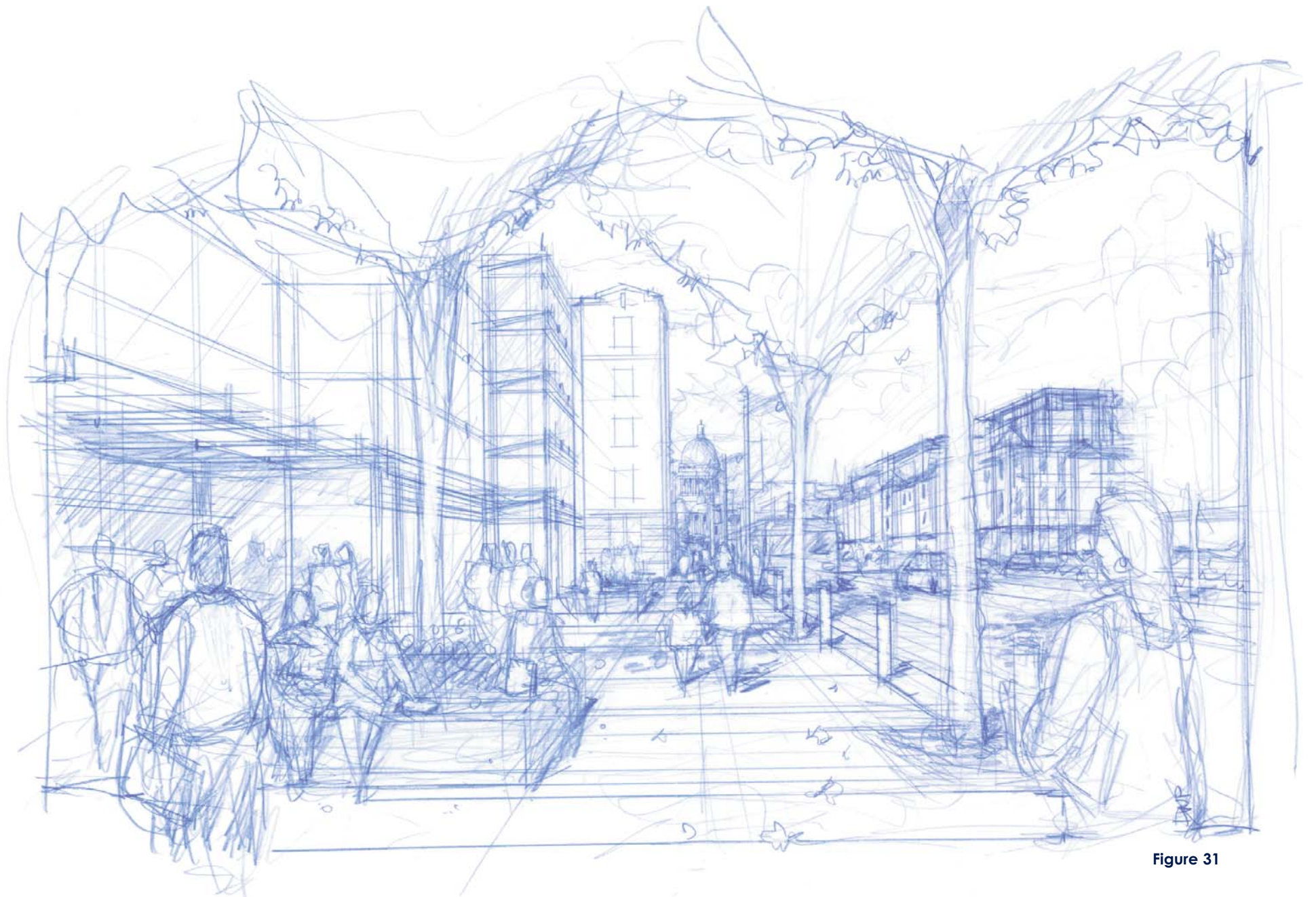


Figure 31



Figure 32 provides a perspective from the point of view of someone riding in a car along a typical block on East Washington Avenue. Some of the buildings in Figures 31 and 32 are existing, while others are reflective of what could happen. However, the drawings are not intended to be place- or building-specific but merely illustrative of the desired character and feel of the Corridor.

Figure 32

TRANSPORTATION AND PARKING

The scale and intensity of development shown in this Plan will place significant demands on the existing transportation system, requiring extensive analysis and implementation of alternative modes of transportation. Simply put, the development potential indicated by the recommended land uses and bulk standards cannot be achieved without a dramatic decrease in the percentage of employees, residents and visitors to the area using personal automobiles. In addition, the location and access points for large parking areas need to be carefully planned so as not to conflict with the Core Development Principles and the design and character recommendations of this Plan.

ALTERNATIVE TRANSPORTATION MODES AND PARKING EFFECTS

Figure 33 indicates the typical amount of parking required to serve a 100,000 square foot office building and the physical size of the structure needed to accommodate all of the cars. Without alternative modes of transportation and programs designed to reduce automobile use, a colossal amount of land area and building “volume” will have to be devoted to parking. Some of these alternative modes and programs transcend the Corridor, such as rail transit and street cars, requiring decision-making at a community and/or regional level. However, other methods are currently available, or could be made available for use concurrent with individual development projects, such as community cars, incentives for using existing transit, and shared parking.

The parking reductions shown in Figure 33 are generalized estimates based on national studies (including *The High Cost of Free Parking* by Donald Shoup, 2005) and are intended only to be illustrative of the range of options available and the potential reductions that could be achieved. The effectiveness of any one program for a particular project will require a detailed analysis on a case-by-case basis, particularly until such time as additional modes of community- or region-wide transit are available.

SHARED PARKING

Figure 15 (Future Land Use) presented earlier in this chapter identifies several possible locations for shared parking facilities. These are large parking structures that would serve more than one development and could be developed, owned and operated by the City or private entities. Shared facilities usually have fewer stalls than the total required for individual projects due to differing work hours and the fact that not all employees and visitors are there all of the time. Further, as use of

alternative modes of transportation increases within the Corridor, the parking needs of new development can be accommodated in existing shared facilities in the spaces that are being vacated by existing users as they shift away from automobile use.

PARKING CASHOUT

Rather than spending capital dollars on constructing parking (which can cost in excess of \$15,000 per space in a structure, not including the cost of land), employers may provide a direct cash subsidy to employees who use other transportation modes. Not only do such subsidies reduce capital costs, but operating and maintenance costs as well. The amount of the subsidy that is cost-effective for the employer to pay will vary depending on the cost of constructing the parking and the number of employees expected to participate.

TRANSIT OPPORTUNITIES

Providing viable transit alternatives is an obvious and critically important method for reducing automobile use. Already underway are two transit studies that could have a significant effect on the Corridor. One is a streetcar study being led by the City and the other is a commuter rail initiative being led by Dane County. However, both are still several years out from being constructed, assuming the studies prove them to be viable. In the interim, bus service provided by Metro Transit continues to provide an important transit option.

As an incentive to increase ridership, while still covering costs, Metro Transit (www.ci.madison.wi.us/metro/) offers the Unlimited Ride Pass Program to very large employers (those with over 1000 employees). Under the program, the employers are provided with swipe cards for their employees who use the bus. The employer is then billed on the actual use of the cards but at a substantially discounted rate from the standard fares. Although the program is currently limited to only the largest employers, it may be possible for an association of employers to negotiate a similar reduced fare program with Metro Transit.

Another incentive for transit use is the Commuter Choice program which allows employers to offer employees the ability to purchase transit passes with pre-federal income tax dollars. This is a federal program, but staff from Metro Transit can provide information to interested employers. Another incentive that any employer can provide is purchasing bus passes and providing them to employees at a discounted rate. This would be in lieu of the cashout described above but would provide the same benefits to the employer.

LIVE/WORK RELATIONSHIP

Providing housing for workers within direct proximity to their places of employment also can yield significant reductions in parking demand, as well as a host of other benefits. As noted in the previous chapter of this document, about 53% of the residents on the East Isthmus reported traveling to work alone in their car, as opposed to 66% for the city of Madison as a whole. A large number of the alternative trips include walking and riding a bike to employers who are close by. The opportunity to improve on this trend should be given serious consideration when planning housing developments on the north side of East Washington Avenue as a means of providing housing for those who will be working on the south side.

COMMUNITY CAR

Community cars are a growing concept across the country, including Madison. The Madison program, Community Car (www.communitycar.com), is a member-based business that provides cars by the hour to its members. The fleet currently includes 7 hybrid or fuel-efficient vehicles stored in locations near the University, Downtown and East Isthmus. The City and developers should coordinate with Community Car to provide additional vehicles and storage locations within the East Washington Avenue Corridor as new development/redevelop occurs.

Under the Madison program the organization owns the cars; however, there are other models that also could reduce parking within the Corridor. One such program is the provision of cars for shared use by residents of new housing projects or employees of new businesses. As part of the development approval, the developer/business owner would agree to provide the cars in exchange for a reduction in the number of required parking spaces to be constructed with the development.

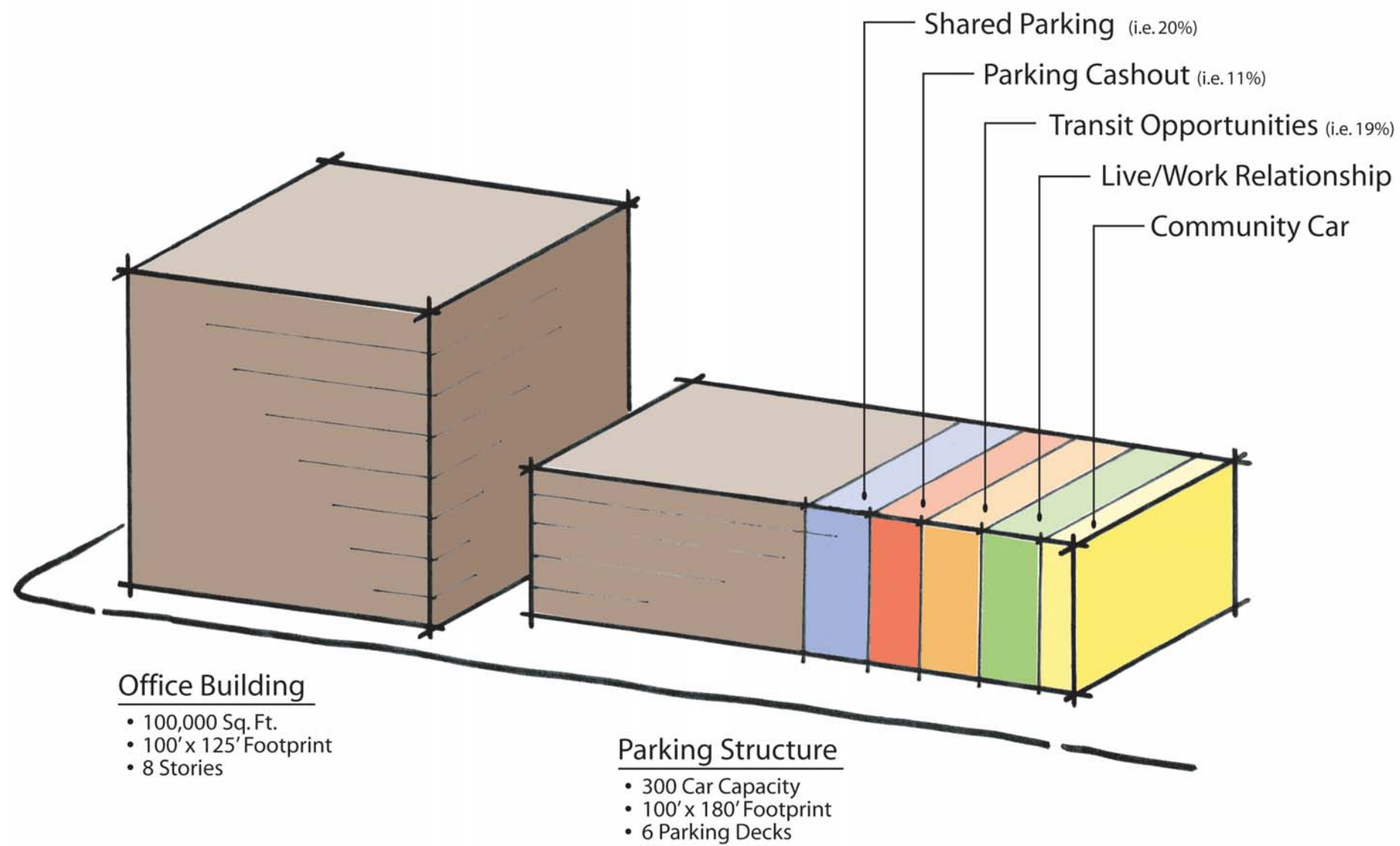


Figure 33

PARKING SCREENING

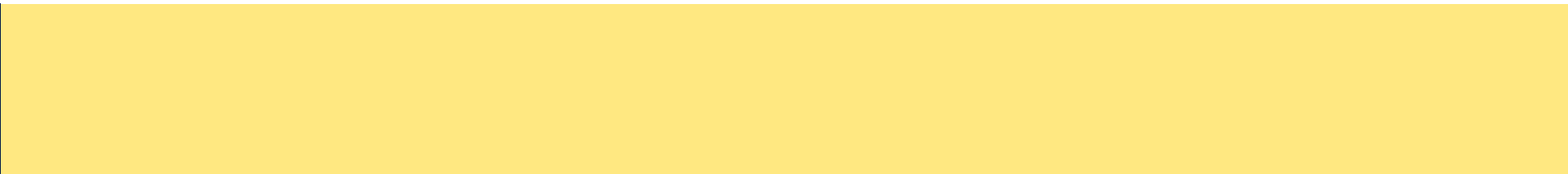
Even with a multitude of transit options, parking — and lots of it — will still be a reality along the Corridor; however, it must not dominate it. Larger structures should be screened with ground floor uses or, at a minimum, with exterior finishes that belie the parking area behind them. Likewise, exposed surface parking should be kept to a minimum and screened with landscaping or buildings. In general, surface parking should be next to the building it serves, and not in front of it. Surface parking also should be avoided at corners. Although access to parking is preferred off of the north-south side streets as described below, no street face of a block should be dominated by exposed surface or structured parking.

PARKING ACCESS

In general, access to parking areas should be limited to the north-south side streets wherever possible. Given the high volume of traffic on East Washington Avenue and the desired character of the street as described in this Plan, parking areas and entries off of this street are not appropriate and should be avoided if other access is available. Where other options are not available, access points on East Washington Avenue should be kept to a minimum by sharing them between adjoining properties.

To protect the residential character of East Mifflin Street, parking areas and access points should also be kept to a minimum and, where present, should serve only development that directly fronts on East Mifflin Street. Likewise, traffic on East Main Street should be minimized by locating access points on the side streets.

In no case should the north side of East Main Street be viewed as “back of house” for development on East Washington Avenue. Again, no block face on any street, especially East Main and East Mifflin Streets, should be dominated by parking areas or structures.





APPENDIX

APPENDIX 1: UPPER LEVEL DEVELOPMENT STANDARDS

APPENDIX 2: OVERALL DEVELOPMENT POTENTIAL

APPENDIX 3A: CAPITAL GATEWAY CORRIDOR VIEW SERIES, EAST WASHINGTON AVENUE INBOUND

APPENDIX 3B: CAPITAL GATEWAY CORRIDOR VIEW SERIES, EAST WASHINGTON AVENUE OUTBOUND

APPENDIX 3C: CAPITAL GATEWAY CORRIDOR VIEW SERIES, MAIN STREET INBOUND

APPENDIX 3D: CAPITAL GATEWAY CORRIDOR VIEW SERIES, MIFFLIN STREET INBOUND

APPENDIX 4: POTENTIAL DEVELOPMENT SCENARIO, LARGE-SCALE CORPORATE HEADQUARTERS

APPENDIX 1: UPPER LEVEL DEVELOPMENT STANDARDS

The numbers proposed illustrate concepts, and would require further study before being finalized as part of the **Urban Design District 8 Standards**. These concepts would only be applicable to buildings over eight stories on **larger lots**.

Building Massing Standards for Blocks with 12-story and 15-story height limits:

- A. Buildings are allowed to have a street facade of up to 5 stories along East Washington Avenue.
- B. Additionally, a development may have a tower element: Any building mass over 5 stories may not exceed a footprint envelope of 130 feet wide parallel along East Washington Avenue, with a maximum depth of 200 feet. (See Figures A & B)
 - 1. If construction methods and/or site characteristics deem it necessary, this envelope may be exceeded by 10%.
 - 2. Any other building mass above 5 stories, not confined within the tower envelope must follow a 45% setback. (See Figure C)
- C. Tower element Roof/Upper story articulation for Blocks with a 12-Story Height Limit:
 - 1. Flat roof buildings will have a maximum height of 10 stories.
 - 2. Buildings that have uniquely-shaped roof treatments and upper story articulation may be built to the full maximum height of 12 stories. (See Figure A)
 - 3. Any spire or other non-habitable architectural feature will not be included in the overall height of the Building, but will have to fall under the Capitol View Preservation height if within one mile of the Capitol.
- D. Tower element Roof/Upper story articulation for Blocks with a 15-Story Height Limit:
 - 1. Flat roof buildings have a maximum height of 12 stories.
 - 2. Buildings that have uniquely-shaped roof treatments and upper story articulation may be built to the full maximum height of 15 stories. (See Figure B)
 - 3. Any spire or other non-habitable architectural feature will not be included in the overall height of the building, but will have to fall under the Capitol View Preservation height if within one mile of the Capitol.

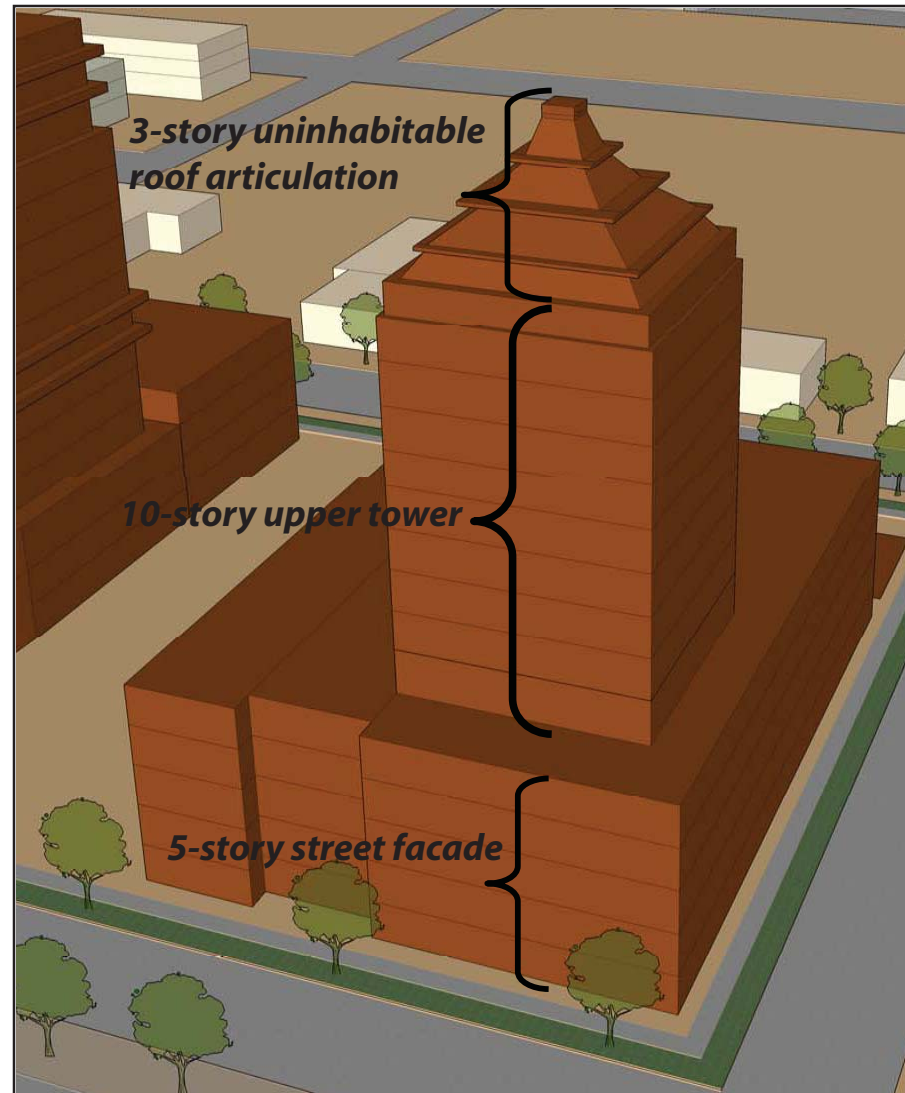


Figure A: 15-Story Tower

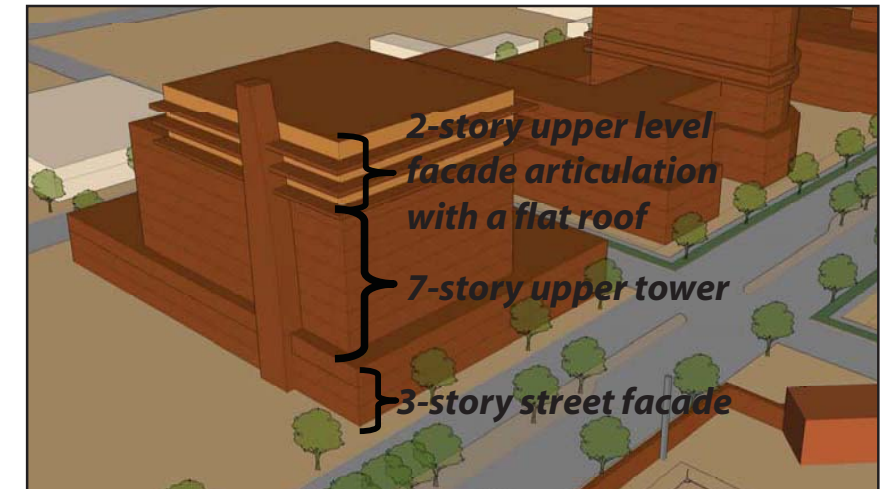


Figure B: 12-Story Tower

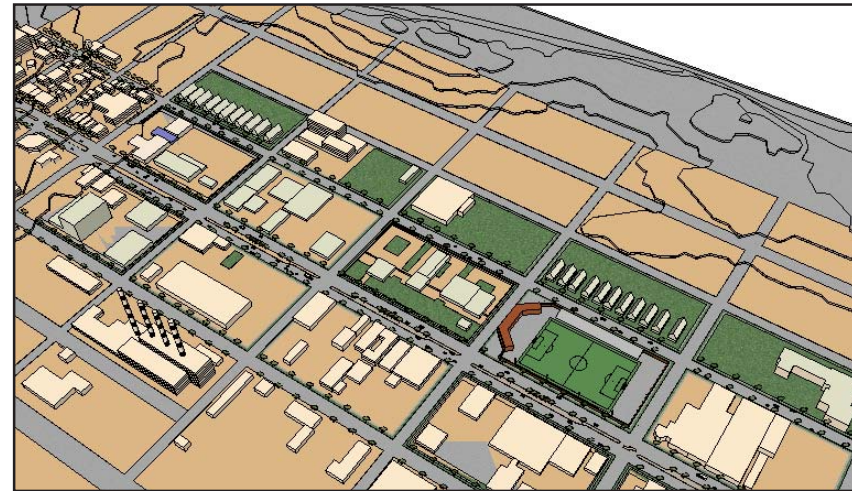


Figure C: 45 degree setback limits above 5 stories

APPENDIX 2: OVERALL DEVELOPMENT POTENTIAL



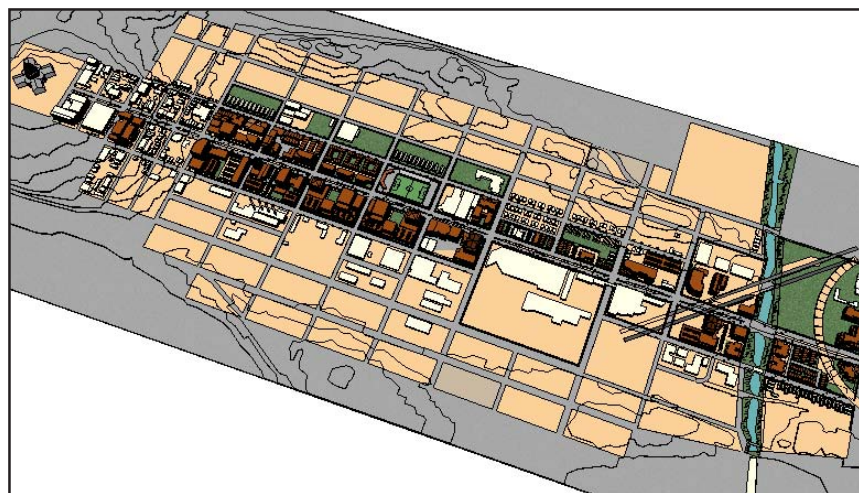
Existing Overall Development



Existing Tenney-Lapham Neighborhood



Existing Yahara River Corridor



Potential Overall Development

This overall birdseye view shows the abundant development potential along the Capitol Gateway Corridor.



Potential Tenney-Lapham Neighborhood

The 30 degree development setbacks along East Mifflin Street will help preserve the residential character of the Tenney-Lapham Neighborhood while allowing more intensive development along the East Washington Corridor.



Potential Yahara River Corridor

The height limit of 3-4 stories along the Yahara River Corridor will help preserve the recreational setting while allowing limited development potential more conducive to a natural corridor.

APPENDIX 3A: CAPITOL GATEWAY CORRIDOR SERIES

East Washington Avenue Inbound



First Street: Existing Development



Yahara River Approach: Existing Development



Baldwin Street Approach: Existing Development



Few Street Approach: Existing Development



First Street: Potential Development

This view illustrates the development potential at the intersection of First Street and East Washington Avenue. The building heights on the street are limited to 3-4 stories in height to preserve the residential character found along Main Street and in the Schenk/Atwood Neighborhood, located directly to the south. A height limit of 8 stories on the north-side of East Washington Avenue is planned to accommodate potential intensive commercial or employment center development.



Yahara River Approach: Potential Development

A 3- to 4-story height limit exists across East Washington Avenue from Burr Jones athletic fields and open space, as well as along the Yahara River Corridor.



Baldwin Street Approach: Potential Development

The former Marquip Employment Manufacturing facility remains on the south side of East Washington, and new development may occur on the former Trachte Properties on the North side.



Few Street Approach: Potential Development

The Madison Metro Bus Facility remains, while new development, limited to 3 stories, is possible along the opposing half block between East Washington Avenue and Curtis Court. The 3-story height limit is intended to complement the residential uses along Curtis Court.



Ingersoll Street Approach:
Existing Development



Brearly Street Approach:
Existing Development



Livingston Street Approach: Existing
Development



Blount Street Approach:
Existing Development



Ingersoll Street Approach:
Potential Development

This view illustrates the transition between the lower building heights to the beginning of the most intensive development. The three to five story setback requirement is easily visible on the South-side of the street, to the left, and begins to set up a rhythm of building facades that will be more friendly to pedestrians.



Brearly Street Approach:
Potential Development

The existing Madison Dairy Building and Breese Stevens Athletic Field is shown on the right, the north-side of the street, while a high intensity employment facility is displayed on the south-side of the street. This view illustrates the massing standards as discussed in Appendix 1, (Page 32). The light colored building tops illustrate the bonus available to developers if they provide an architectural building top or roof element that exceeds general design standards.



Livingston Street Approach: Potential
Development

This view towards the Capitol Square from Livingston Street is in the heart of the four block lengths that have the highest and most intensive development potential. While some restrictions, such as the 30 degree setback along Mifflin Street, north of East Washington help mediate character differential with surrounding neighborhoods, these blocks still will provide the best opportunity for intensive employment uses.



Blount Street Approach:
Potential Development

This final view illustrates how new development will frame the Capitol Building as one approaches the hill up to the Capitol Square. New development will be most intensive near the Capitol as to expand the Central Business District and create opportunities for economic interaction between existing and new development.

APPENDIX 3B: CAPITOL GATEWAY CORRIDOR SERIES

East Washington Avenue Outbound



Capitol Square Looking East: Existing



**Blair Street Outbound:
Existing Development**



Blount Street Outbound:
Existing Development



Livingston Street Outbound:
Existing Development



Capitol Square Looking East:
Potential



**Blair Street Outbound:
Potential Development**



Blount Street Outbound:
Potential Development



Livingston Street Outbound:
Potential Development

The following series of before and after images complement the last series. This time, we can see the potential development as we travel from the Capitol Square driving Eastward.

Here, at the Square, the US Bank building dominates the view, and only a hint of the potential development is seen, due to the large gradient change down to Blair Street.

Once at Blair Street the most intensive development potential is again visible.



Paterson Street Outbound:
Existing Development



Few Street Outbound:
Existing Development



Baldwin Street Outbound:
Existing Development



Yahara River Outbound:
Existing Development



Paterson Street Outbound:
Potential Development

In both images, Breese Stevens Field is plainly visible on the north side of the street.



Few Street Outbound:
Potential Development

The Madison Metro Bus Facility is plainly visible on the south side of the street, while lower-scale development is seen on the half blocks between East Washington Avenue and Curtis Court.



Baldwin Street Outbound:
Potential Development

Marquip on the right, medium scale development on the left.



Yahara River Outbound:
Potential Development

Three to four stories on the right to complement the Residential uses and to provide 'breathing room' for the river.

APPENDIX 3C: CAPITOL GATEWAY CORRIDOR SERIES

Main Street Inbound



Main & First Streets: Existing



Main & Ingersoll Streets:
Existing Development



Main & Paterson Streets:
Existing Development



Main & Blount Streets:
Existing Development



Main & First Streets:
Potential Development



Main & Ingersoll Streets:
Potential Development



Main & Paterson Streets:
Potential Development



Main & Blount Streets:
Potential Development

This series of four images compares existing and potential development along the Main Street Corridor



Mifflin & Few Streets:
Existing Development



Mifflin & Brearly Streets:
Existing Development



Mifflin & Paterson Streets:
Existing Development



Mifflin & Blount Streets:
Existing Development



Mifflin & Few Streets:
Potential Development

Existing residential development shields the view from new redevelopment on East Washington Avenue.



Mifflin & Brearly Streets:
Potential Development

Breese Stevens is visible in front of new development, but acts as a buffer. There is now limited views of the MG&E Smokestacks.



Mifflin & Paterson Streets:
Potential Development

New residential development is visible here and takes advantage of the park and open space on the north side of Mifflin Street.



Mifflin & Blount Streets:
Potential Development

The 30 degree development setback on developments higher than three stories protects the view of the Capitol Dome, and allows new development to better relate to the existing residential uses on the north-side of Mifflin Street.

APPENDIX 4: POTENTIAL DEVELOPMENT EXAMPLE

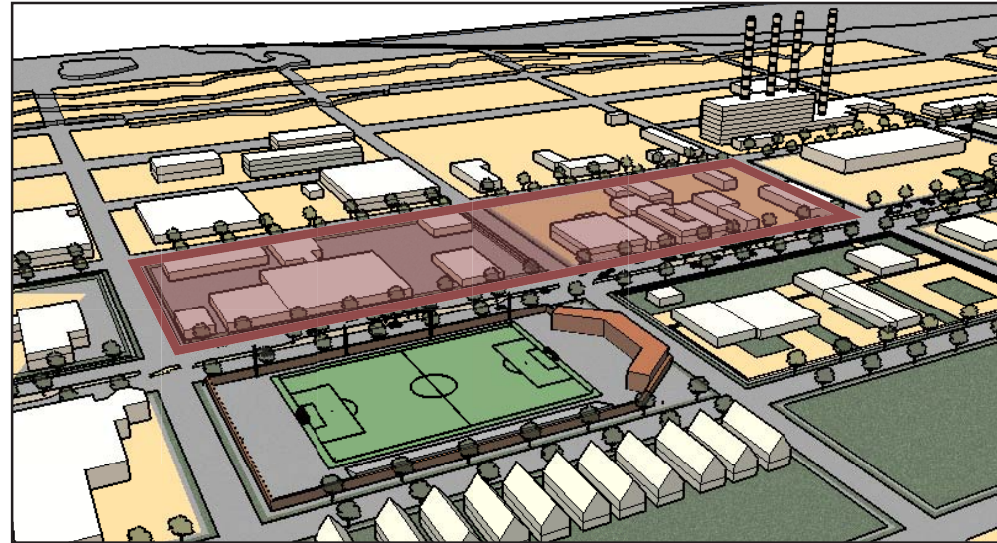
The Capitol Gateway Corridor Plan is designed such that new employment development potential is created adjacent to the existing Central Business District. Through its flexible development, building massing and land use recommendations, this plan encourages the development of both small start-up business opportunities, business incubators, as well as the potential for a relocation of a national headquarters employment project.

The site's adjacency to the Central Business District and the University of Wisconsin, quick access to the airport and interstate system, as well as access to Madison's public transit system, open space and residential uses allows for unique development opportunities within the corridor.

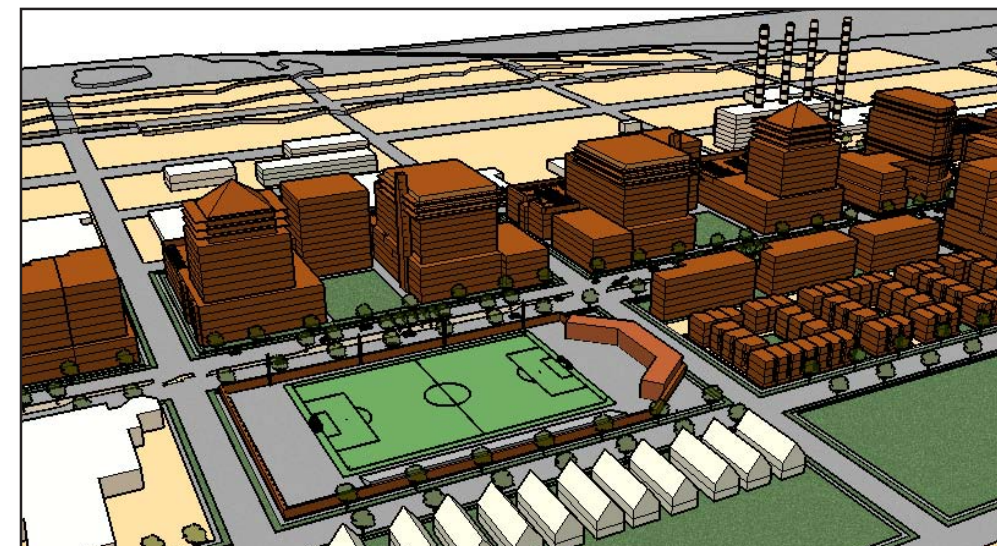
This development example, illustrated on the right, intends to show the possibility for a national headquarters project needing over one million square feet of office space and over 2,200 parking spaces could develop on two adjacent blocks within the corridor.

This development project does not even use the site to its fullest buildout potential. In order to create a development that relates well to its surroundings, the building's massing is broken up into three separate tower elements, each of a different height. Two opportunities for semi-public/private open spaces are created, and the development redevelops an existing brick warehouse.

In contrast, an existing suburban office park development, illustrated on the far right, uses approximately the same amount of office space and parking ratios, but doesn't have the immediate connection to the Central Business District, the University, and is a much less efficient use of valuable land on the periphery of the city.



Two City Blocks (Brearily - Livingston Streets):
Each 350 feet by 600 feet = 210,000 sq. ft. each

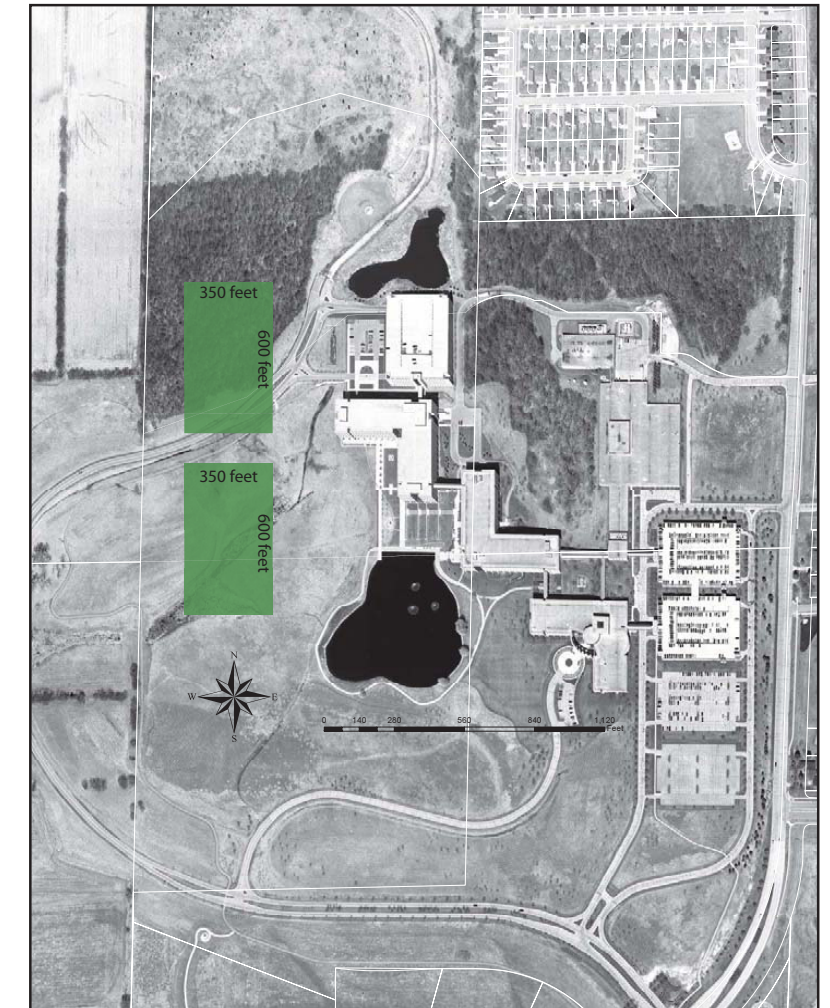


Development Potential:

Block 1: 600,000 sq. ft. of employment uses and 1,120 parking spaces

Block 2: 600,000 sq. ft. of employment uses and 1,120 parking spaces

**This development scenario also provides a large common open space, and does not fully build out the development to the maximum massing as allowed by the Plan's recommendations.



Comparison Office Park Development:

The two green blocks symbolize the size of two downtown city blocks within the Capitol Gateway Corridor.

Similar in size to our development scenario, at left, this national headquarters development project includes approximately 1 million square feet of office space, and 2,200 parking spaces.