

**FIRST STAFF DRAFT  
COMMUNITY DEVELOPMENT AUTHORITY  
June 17, 2008**

**REDEVELOPMENT PLAN FOR THE TRUMAN OLSON ARMY ROTC FACILITY AT  
1402 SOUTH PARK STREET**

**INTRODUCTION**

The Community Development Authority has prepared this redevelopment plan to guide the reuse of the Truman Olson Army ROTC facility at 1402 South Park Street. This redevelopment plan includes a conceptual land-use plan which will be used to guide the redevelopment of the property. The plan includes a description of the relationship between the redevelopment of the Truman Olson property and adjoining existing businesses, residents and properties. The plan describes the critical role that the Truman Olson property will play in the revitalization and redevelopment of the entire Wingra District, within which the Truman Olson property is centrally and strategically located. The redevelopment plan for the property is based primarily on the adopted Wingra Market Study and Conceptual Redevelopment Plan (Wingra Plan) adopted by the Common Council in March of 2006.

The Wingra Plan envisions a major mixed-use transit-oriented development proposal for this area, which incorporates the Truman Olson Army ROTC facility as a key element. This site would allow the extension of Cedar Street west of Park Street and the signalization of the new intersection, and can be developed by itself or potentially be combined with other properties to meet the needs of adjoining businesses and institutions to allow all of these properties to be used to their highest potential.

The City places a high value on neighborhood planning efforts and commits significant resources in preparing such plans. The overall purpose of the plan is to provide a vision and recommendations for the future and a context for making incremental decisions to carryout the recommendations. As stated in this report, the area in which the Truman Olson site is located has been recognized for its importance in the community and redevelopment potential, and therefore has been the subject of several recent planning efforts. The development of the Truman Olson Army ROTC facility represents a significant opportunity, to implement recommendations contained in those plans both by itself, but even greater if it could be combined with the adjoining underutilized properties in close proximity to the site. The redevelopment of this property should take into consideration the needs of adjoining businesses, the development potential of the entire area when combined with adjoining land uses, and be pursued in a manner which maximizes the development potential of these properties in order to achieve the goals outlined in the City's adopted plans.

**SITE INFORMATION**

The Truman Olson Army ROTC facility is centrally located within the Wingra Plan study area bounded on the east by Park Street, on the west by Fish Hatchery Road and on the south by

Wingra Creek and Wingra Drive. The property is located in close proximity to several large underutilized properties.

1. **Owner:** U.S. Government-Army, (Truman Olson Army ROTC facility).
2. **Location:** 1402 South Park Street, Madison, WI, Aldermanic District 13, Madison Metropolitan School District.
3. **Site Size:** 151,858 square feet (3.49 acres).
4. **Adjoining Uses and Zoning (see attached zoning map and aerial photograph):**
  - a. North: Commercial uses including the Copp's grocery store, Dean Clinic buildings and parking lot, zoned C2 General Commercial, and a mix of residential and commercial uses east of Park Street zoned C2 General Commercial and R2 Residential.
  - b. West: Apartment buildings and the St. Mary's parking lot zoned R4 General Residential.
  - c. South: Wooded property and surface parking owned by Thomas Bunbury, the U.S. Post Office, Midwest Real Estate building, and the Madison Labor Temple, all zoned C2 General Commercial.
  - d. East: A mix of commercial uses along Park Street zoned C3 General Commercial with residential uses located further east zoned R2.
5. **Adopted Land Use Plans:**
  - a. Comprehensive Plan adopted January 2006.
  - b. South Madison Neighborhood Plan, adopted January, 2005. The plan identified the Wingra District as a strategic area for future revitalization efforts and indicated that the Wingra Plan, which was under development at that time, would provide more specific recommendations for this area.
  - c. Wingra Market Study and Conceptual Redevelopment Plan, summary report adopted March 2006 as a supplement to the South Madison Neighborhood Plan.

## **SUMMARY OF THE REDEVELOPMENT PLAN'S LAND USE RECOMMENDATIONS**

The recommendations for the redevelopment of the property are based on the adopted Wingra Plan. The plan recommends the redevelopment of the property with a mix of uses including office, other commercial elements including neighborhood-oriented retail services and stores, and the potential for workforce or senior housing toward the westerly edge of the property. A critical component of the redevelopment plan is the extension of Cedar Street westerly through the property to connect to Appleton Road south of the Dean Clinic (see the attached Wingra Concept Plan). The following paragraphs describe the strategic relationship between the reuse and redevelopment of the Truman Olson property and the ability to achieve other redevelopment objectives on nearby properties within the Wingra Plan study area.

## **Relationships to Other Properties**

The Wingra Plan focuses on site-specific redevelopment and business retention opportunities from a market perspective within the triangular area bounded by South Park Street on the east, Fish Hatchery Road on the west and Wingra Creek on the south. The plan identifies several key properties that were considered vacant or underutilized, and where expected land use changes could be anticipated in the relatively near future. These included the subject property at 3.49 acres, the Thomas Bunbury parking area immediately south of the subject property at 4.17 acres, the Dean Morningstar Dairy property at 2.46 acres, and the St. Mary's Care Center parking lot at 3.25 acres. The market study considered much of the 64 acre total study area to be underutilized in terms of highest and best land uses.

The plan identifies the Madison Labor Temple property, U.S. Post Office, Midwest Real Estate, U.S. Army property and the Bunbury surface parking lot as a good location for a major mixed-use, transit-oriented development that would include office, work force housing and commercial elements. The plan identifies the area in the vicinity of the existing Copp's Food Center as a good location for a more concentrated cluster of a neighborhood-oriented retail stores and services. The plan identifies opportunities for Dean Health Systems to expand its clinic and office space with associated parking. Strand Associates, consulting engineers has already acquired adjacent lands and received approval of expansion plans along West Wingra Drive.

In order to provide better access to the area, the extension of Cedar Street through the study area is recommended to connect to South Street and Appleton Road just south of Dean Clinic (see attached plan). The extension of Cedar Street will be accompanied by the installation of a new signalized intersection at Cedar and Park Streets. This is one of several traffic circulation system improvements recommended in the plan but this improvement is considered to be critical to providing new redevelopment opportunities in the area. The proposed location, shown in the adopted plan traverses the Truman Olson Army ROTC property. This is one of several potential locations considered and the one deemed by the Common Council (with concurrence from several City agencies and commissions) to be the preferred location based on what was known at the time the plan was prepared. The exact alignment is still somewhat flexible depending on the specific redevelopment plan for the Truman Olson property and the needs and opportunities which exist when one considers the overall development plan for the parcel and the development potential and business needs of adjoining properties. The exact location and design will be coordinated with other City agencies including the Traffic Engineering and City Engineering Divisions when the final specific redevelopment plans are prepared for this and the adjoining privately owned properties, however, the road is proposed to traverse a significant portion of the property regardless of the exact final location.

The housing recommendations in the plan include the retention of the adjacent Shenandoah Apartments which provide good quality, affordable market-rate housing in the area, and the potential to add additional "work force" housing within the project area and on a portion of the Truman Olson site in cooperation with the nearby health care institutions and UW-Madison. The former Dean/Morningstar Dairy site and the area west of the Labor Temple are identified as good locations for higher density, mid-rise housing similar to some of the projects recently developed in the Bassett, Atwood and downtown neighborhoods. Target densities would be

approximately 30-50 units per acre. The project area and a portion of the Truman Olson site could also be combined with property to the south for potential retirement community or elderly housing with tiered levels of health care services available.

The Wingra Plan identifies the subject property and portions of adjoining properties as a prime location for a major mixed-use transit-oriented development which would include office, housing and commercial elements. The four proposals received by the Community Development Authority for the reuse of the Truman Olson Army ROTC center were not seen as furthering this recommendation in the plan. As envisioned in the plan, the redevelopment of the Truman Olson Army ROTC facility could be combined with other properties in order to allow for the extension of Cedar Street to the west through the property and to allow for significant mixed-use developments to occur. As stated earlier, the focus of the plan has been to recommend site-specific redevelopment and business retention opportunities for the area. Following acquisition of the property when considering the final development proposals for the subject site, the Community Development Authority will take into serious consideration the potential short and longer term needs of the adjoining businesses and uses including Copp's, Dean Clinic, and others whose retention is critical to the long-term health of the area, and also the development potential of the properties to the south (Bunbury, U.S. Post Office, Midwest Real Estate and Labor Temple).

## **IMPLEMENTATION**

The following steps are recommended to implement the redevelopment plan for the Truman Olson property.

1. The Community Development Authority/City of Madison should acquire the property from the Federal government. Adequate funds should be budgeted in the 2011 Capital Budget for this purpose. The Truman Olson property is seen as a lynchpin for the redevelopment of other properties in the Wingra Plan area. Ownership by the CDA will allow the City to negotiate with surrounding property owners for the best distribution of land among adjacent land owners in such a way that achieves both the extension of Cedar Street and maximizes the economic redevelopment potential of this and other properties in the area.
2. The Community Development Authority/City of Madison should continue discussions with nearby businesses including Dean Clinic, Copp's Grocery Store, the Madison Labor Temple, the U.S. Post Office and other property owners. The retention and expansion of the Copp's Grocery Store and Dean Clinic can be assisted by the signalization of Cedar Street and Park Street and the extension of Cedar Street to Appleton Road.
3. The Community Development Authority/City of Madison should consider issuing one or more Request for Proposals to develop portions of the Truman Olson property.
4. The City of Madison should include adequate funding in the 2011/2012 Capital Budget to accommodate the subdivision of the property, dedication of land and construction of the Cedar Street extension, along with the signalization of the intersection of Cedar Street and Park Street, and the demolition of existing buildings on the property.