

# Wingra Market Study and Conceptual Redevelopment Plan Summary Report



City of Madison, Department of Planning and Development, Planning Unit  
Adopted: March 2006

## Wingra Market Study and Conceptual Redevelopment Plan Summary Report

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Funding for this project was provided by the City of Madison Planning Unit, South Metropolitan Business Association (SMBA), and Dane County through the Better Urban Infill Development (B.U.I.L.D.) Program. B.U.I.L.D. provides financial assistance to Dane County communities for redevelopment and infill development planning projects. B.U.I.L.D. is a component of the Dane County Executive Kathleen Falk's Design Dane: Creating a Diverse Environment through Sensible, Intelligent Growth Now.

## SUBSTITUTE RESOLUTION

Title: Adoption of the Wingra Creek Market Study and Redevelopment Plan as a supplement of the South Madison Neighborhood Plan.

Fiscal Note: Implementation of any projects associated with the plan will require further authorization of the Common Council. The Resolution will authorize the Department of Planning and Development to accept a private contribution of \$5,000 from South Metropolitan Business Association to support the Wingra Creek Redevelopment project.

Presented: May 31, 2005

Referred: Plan Commission, Urban Design Commission, Economic Development Commission, Ped-Bike Motor Vehicle, Board of Public Works, and Long Range Transportation Planning Commission

Adopted: March 7, 2006  
Enactment No: RES-06-00238  
Legislative File No: 01363

WHEREAS the South Madison Neighborhoods and South Park Street Business community have undertaken planning initiatives for the revitalization of the South Park Street corridor; and

WHEREAS South Madison Neighborhood Plan, adopted January 18, 2005, identified the Wingra Creek District (bounded by Fish Hatchery to the north and west; South Park Street to the east; Wingra Creek to the south) as a strategic site for future revitalization efforts (see attached map); and

WHEREAS the City of Madison was awarded a 2002 Dane County B.U.I.L.D. (Better Urban Infill Development) Program: Phase I Grant for \$25,000 to conduct initial market study

studies and development concepts for the Wingra Creek District and received a 2003 Dane County B.U.I.L.D Program: Phase II Grant to develop a parcel-specific strategy, including final recommendations for the mix of land uses, location for new streets, the type and style of buildings, and development phrasing strategy; and

WHEREAS the City of Madison established and appointed a joint ad hoc committee and interagency project team to provide input to the consultant hired through the B.U.I.L.D. I and II Programs.

NOW, THEREFORE, BE IT RESOLVED that the City of Madison hereby adopts the Wingra Creek Market Study and Redevelopment Plan as a supplement of the South Madison Neighborhood Plan.

BE IT FURTHER RESOLVED that the Planning Unit staff are directed to edit the supplemental report to note that the preference for the South Park Street-Cedar Street-Beld Street intersection is alternative #3 that emphasizes Beld Street as the primary connection and Cedar Street as the secondary connection to South Park Street.

BE IT FURTHER RESOLVED that City staff implement pedestrian and bicycle safety and traffic calming features as the area develops.

BE IT FURTHER RESOLVED that the Department of Planning and Development is hereby authorized to accept a private contribution of \$5,000 from South Metropolitan Business Association to support the Wingra Creek Redevelopment project.

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The Wingra B.U.I.L.D. Market Study was a multifaceted project that examined existing conditions and detailed primary and secondary market study. This report is a summary of the following detailed reports:

- Phase I: Background Report for Wingra Creek Market Study and Conceptual Redevelopment Plan (November 9, 2004)
- Phase II: Feasibility Report for Wingra Creek Market Study and Conceptual Redevelopment Plan (November 9, 2004)
- Wingra Creek Market Study and Conceptual Redevelopment Plan: Implementation Report (December 16, 2004)
- Wingra Creek Market Study and Conceptual Redevelopment Plan: Transportation Supplement (February 16, 2006)

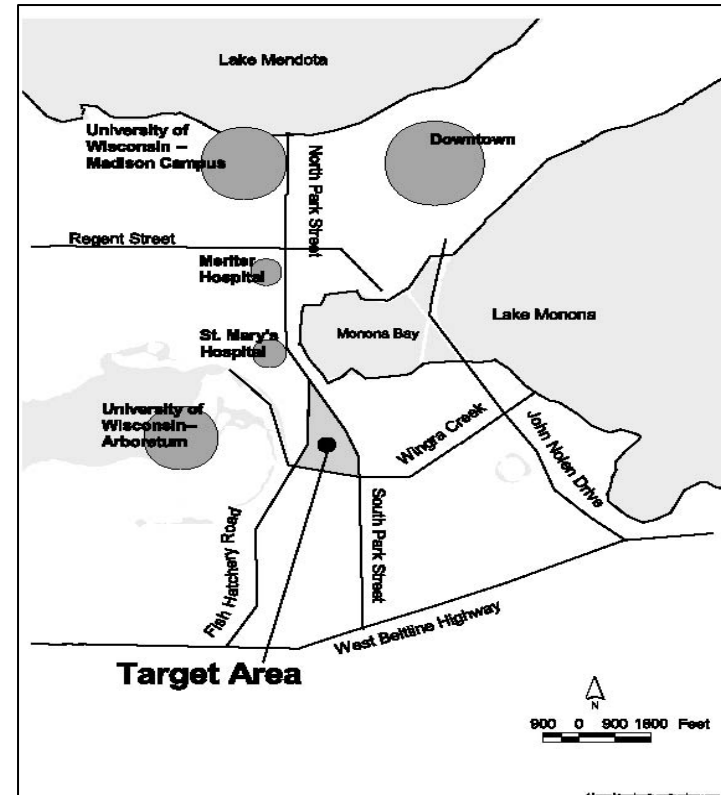
## I. INTRODUCTION

South Madison is a vibrant component of the greater Madison community. During the past three years, an array of planning projects have been undertaken on the south side: *Park Street Revitalization: Opportunities to Reality Report* (2001), *South Madison Neighborhood Plan* (2004), *Park Street Urban Design Guidelines* (2004), and *Park-Ann-Badger Road Redevelopment District Plan* (2004). Many of these planning initiatives have focused on the future growth of the Park Street corridor: an arterial roadway that bisects the planning area into east-west quadrants.

This report summarizes the key findings and recommendations of the three separate reports prepared for the Wingra Creek Market Study and Conceptual Redevelopment Plan. The project is a market-oriented study. This report is to supplement the plan recommendations in the *South Madison Neighborhood Plan* (2004).

### Project Scope, Process, and Outcome

The focus of the Wingra B.U.I.L.D. (Better Urban Infill Development) Project has been to study site-specific redevelopment and business retention opportunities from a market perspective in the “triangle” area bounded by South Park Street on the east, Fish Hatchery Road on the west and Wingra Creek on the south (See Map 1). Some of the key landmarks in the Wingra B.U.I.L.D. project study area are the Cops Food Center, Dean/Morningstar Dairy (vacant), Dean Health Systems, Madison Labor Temple, Strand Associates Inc., US Army Reserve, US Post Office, and St. Marys Care Center (vacant). The end project of this study will serve as a land use and marketing tool for the redevelopment of the area,



Map 1: Wingra Creek B.U.I.L.D. Target Area Map

specifically detailing the short-term and long-term revitalization strategy of the area.

The Wingra B.U.I.L.D. project has been undertaken with strong community, business, and institutional support through several organizations, including the South Metropolitan Business Association, Park Street Partners and the neighborhood associations representing adjoining residential neighborhoods. Close coordination with these

organizations will be essential to successful implementation of the plan.

The project has also benefited from strong participation from the key property owners within the project area. Many of the key property owners served on the Wingra Creek B.U.I.L.D. Advisory Project Team. Other property and business owners participated through interviews and individual meetings with the project consultants.

This summary report is intended to provide neighborhood groups, property owners, and committees and boards of the City of Madison with a condensed version of the study findings. The full study includes three detailed reports: Phase I: Background Report for Wingra Creek Market Study and Conceptual Redevelopment Plan; Phase II: Feasibility Report for Wingra Creek Market Study and Conceptual Redevelopment Plan; and Wingra Creek Market Study and Conceptual Redevelopment Plan: Implementation Report.

### **Project Funding**

The Dane County B.U.I.L.D. Program assists local governments to prepare plans to redevelop and promote infill development within parts of their communities that may have become obsolete, rundown, or environmentally contaminated. The City of Madison was fortunate to receive two grants of \$25,000, totaling \$50,000, to assist in the planning for the Wingra Creek B.U.I.L.D. area. South Metropolitan Business Association (SMBA) contributed \$5,000 toward the market study.



*South Park Street and Fish Hatchery Road bound the Wingra Creek Project Area. Madison Labor Temple, U.S. Post Office, and Dean Health System are located in the southern portion of the study area.*

## II. WINGRA B.U.I.L.D. PROJECT AREA DESCRIPTION

### Land Uses

The Wingra B.U.I.L.D. Project Area is a 64-acre mixed-use area with a broad range of land uses and ownership. The approximate division of land uses by major categories is as follows:

#### Existing Land Uses - Project Area

One Family Residential	4.4 Acres
Two Family Residential	0.7 Acres
Three or More Family Residential	6.0 Acres
Commercial / Office (including medical)	13.8 Acres
Institutional	8.5 Acres
Industrial	2.5 Acres
Utilities	0.2 Acres
Vacant (includes open parking areas)	4.2 Acres
Streets and other public rights-of-way	<u>23.7 Acres</u>
TOTAL AREA	64.0 Acres

The neighborhoods immediately surrounding the Wingra B.U.I.L.D. project area are predominantly one- and two-family residences with commercial uses along South Park Street. The Bay Creek Neighborhood is a stable neighborhood with generally affordable homes. Housing in the Bay Creek Neighborhood tends to be in high demand because of the combination of affordability, quality of life factors, and proximity to downtown and the campus area. Real estate brokers report the Bay Creek Neighborhood as one of the

City's "up and coming" neighborhoods with a strong demand for housing.

### Transitional Properties

Several of the key properties in the project area are vacant and/or underutilized and are expected to change uses in the foreseeable future. The key "transitional use" properties include:

#### Key Transitional Properties

- St. Marys Care Center (former nursing home and currently vacant) 3.25 Acres
- Dean/Morningstar Dairy (former industrial property and currently vacant) 2.46 Acres
- Bunbury Parking Area (vacant land partially used for surface parking) 4.17 Acres
- U.S. Army Reserve (intermittently used for training and recently targeted for base closing) 3.49 Acres

In addition to the large parcels that are either vacant, intermittently used, or underutilized, Dean Health Systems has purchased eight (8) residential properties north of their main building through Wingra Building Group. These properties are rented, but are reserved for potential use for Dean expansion.

The northwest corner of South Park Street and West Wingra Drive is a large vacant lot owned by the Madison Labor Temple. This parcel is used intermittently for special events, such as Labor Fest, but the parcel is suitable for future redevelopment. Appendix I and II contain detailed information and analysis of the target area by subarea.



*View of Dean/Morningstar Dairy site (looking south) at the intersection of South Park Street and Fish Hatchery Road. The building has been vacant since June 2004. Manufacturing equipment and other mechanicals have been removed from the building/site.*



*View of South Park Street and West Wingra Drive intersection (looking west). Madison Labor Temple, US Post Office and leased surface parking lot in the foreground. Wingra Creek flows easterly along the southside of West Wingra Drive.*



## Traffic Volumes

Park Street and Fish Hatchery Road are primary arterials which carry approximately 25,000 Average Daily Traffic (ADT) between Wingra Creek and the intersection of the two arterial roadways. The combined volume on Park Street north of Fish Hatchery Road is approximately 50,000 ADT. Peak traffic movement on both roads occurs at morning and late afternoon rush hours. See Map 2 for ADT in project study area.

West Wingra Drive carries approximately 5,600 ADT between South Park Street and Fish Hatchery Road.

The signalized intersection at West Wingra Drive and Fish Hatchery Road is perceived by businesses and institutions in the area as “bottleneck” that becomes severely congested at peak travel times. The width of the bridge over Wingra Creek south of the intersection compounds the congestion problems.

## Environmental Constraints

Much of the Wingra B.U.I.L.D. project area served for many years as an informal dumping area. The soil in some of the area consists of unsorted man-made materials with a thin top covering. There have been no Phase 1 or Phase 2 investigations as part of this project. However, prior to redevelopment all of the sites will require site-specific environmental investigations.

The other major environmental constraint in the project area is the high groundwater table. When foundations were excavated for the Strand Associates building, groundwater

levels were reportedly about 7 to 8 feet below surface. Similar conditions have been reported for other sites.

The high groundwater table will likely limit the feasibility of constructing subsurface parking structures and will add to the cost of any commercial construction in portions of the project area.



Map 2: Wingra B.U.I.L.D. Project Area Average Daily Traffic Volumes

### III. PRIMARY AND SECONDARY MARKET AREAS

#### Primary Market Area

1. The Primary Market Area (PMA) consists of the area within a one-mile radius of the Cops Food Center at 1322 South Park Street. The area is roughly bounded by Regent Street on the north, Vilas Park and the UW Arboretum on the west, West Badger Road on the south and John Nolen Drive and Rimrock Road on the east (See Map 3).
2. Approximately 50% of the PMA consists of public open space (e.g. Franklin Field, Olin-Turville Park, UW Arboretum, and Vilas Park) or water bodies (e.g., Lake Wingra, Monona Bay, and Lake Monona). These barriers, along with the West Beltline, clearly delineate the area and limit expansion of the Primary Market Area.
3. The PMA is fully developed. Any new housing development will likely involve redevelopment of existing housing stock or conversion of commercial or industrial properties to housing.
4. The PMA has a population of 11,009 (Source: 2000 U.S. Census). The population of the area is projected to increase to approximately 11,042 by 2009 (Source: Claritas).
5. The portions of the PMA nearest to the Wingra B.U.I.L.D. Project Area (i.e. Bay Creek, Bram's Addition, and Greenbush Neighborhoods) are stable residential neighborhoods. The population in these neighborhoods is projected to remain stable to decline slightly.



Map 3: Primary and Secondary Market Areas

6. While these neighborhoods have historically been “blue collar” neighborhoods characterized by stability and affordable housing. There is significant anecdotal evidence

that many of the properties are transitioning to young professionals and younger families. Property values are increasing, but remain lower than most neighborhoods in the Near West Side or Near East Side of Madison.

7. The areas within the PMA experiencing the greatest population growth are in the Capitol View Heights and Burr Oaks Neighborhoods to the south and the student housing north of Regent Street.
8. From a market perspective, one of the greatest assets of the PMA is the large daytime employment. The daytime employee population is 13,298 workers of which 6,044 are in health-related services.
9. There are 25,000 ADT on Park Street south of the Fish Hatchery Road intersection. A comparable number utilize Fish Hatchery Road. North of the Fish Hatchery - South Park Street intersection traffic volume on Park Street is approximately 50,000 ADT. There is an opportunity for businesses in the project area to capture a higher proportion of the commuter trade.

### **Secondary Market Area**

10. The Secondary Market Area is generally represented by area within a 3-mile radius of 1322 South Park Street (See Map 3). The area extends northward and eastward to include most of the Isthmus, southward to McKee Road in Fitchburg, westward to Midvale Boulevard, and eastward to Monona Drive. Generally this is the commuter shed that would potentially utilize the Park Street and Fish Hatchery Road corridors.

11. The Secondary Market Area has a population of 90,624 (Source: 2000 U.S. Census). The population is projected to increase to 96,058 by 2009 (Source: Claritas).
12. The Secondary Market Area includes nearly all of the student housing districts.
13. The Secondary Market Area daytime employee population is 126,139 (Source: Claritas).
14. The demographics in terms of population growth, effective buying income (EBI) and consumer spending are significantly stronger within the Secondary Market Area than within the Primary Market Area. By comparison, the Primary Market Area estimated 2004 per capita income is \$18,449 and the per capita income for the Secondary Market Area is \$21,645.
15. Any businesses that draw significant customer base from the Secondary Market Area are competing with shopping centers and shopping districts within the Hilldale - University Avenue Corridor, Fitchburg Ridge - Fish Hatchery Road Corridor, South Town, and the State Street - Capitol Square area, as well as with the regional larger malls and shopping districts on the east and west sides of the Madison area. There are 20 distinct shopping centers with 1,314,309 square feet of gross floor area within the Secondary Market Area.

## IV. MARKET ANALYSIS FINDINGS AND RECOMMENDATIONS

### General Market Findings

- The existing commercial base along the South Park Street corridor is diverse and includes a neighborhood grocery, hardware store, health services, restaurants, a coffee house, and numerous specialty businesses.
- Many of the existing retail and commercial services in the area are dependent on affordable rents and relatively low property values.
- Most of the leased space in older commercial properties yields a good return and positive cash flow to the property owners.
- The current Cops Food Center building, which is slightly less than 30,000 square feet, is “right-sized” for the market area and neighborhood, although the structure is an older building with higher than average maintenance costs.
- There is market potential for 30,000 to 50,000 square feet of additional commercial space in the project area.
- The major opportunities for urban reinvestment and job creation are in health care and bio-medical services in cooperation with the major health care institutions and the University of Wisconsin. There is the potential to expand facilities for such uses by 400,000 to 600,000 square feet.

- There are excellent opportunities for “work-force” housing and mixed-use residential development.
- There is a unique opportunity for a specialized lodging and conference center oriented towards health care and bio-medical services and research.
- The functions of the Madison Labor Temple should be incorporated into any redevelopment plans for the corner of South Park Street and West Wingra Drive. There is a unique opportunity to cluster labor and educational functions, particularly related to health care and bio-medical services.

### Land Use Findings and Recommendations

- Much of the 64-acre Wingra B.U.I.L.D. project area is underutilized in terms of “highest and best” land uses. (See Appendix I and II for details.)
- Madison Labor Temple, US Post Office, Walgreen Health Initiatives, U.S. Army, and the Bunbury surface parking lot site, is a good location for a major mixed-use, transit oriented development (TOD) that would include office, housing and commercial elements. Acquiring the US Army Reserve is critical to improve street-pedestrian connections (See Maps 4 and 5).
- Surface parking areas should ultimately be replaced with parking decks. However, interim use of surface parking areas is necessary to meet the needs for both on-site uses and remote parking for St. Marys and Meriter Hospitals.



Map 4: Conceptual Land Use Plan for the Wingra Creek Project Area

- There should be a more concentrated cluster of neighborhood-oriented retail stores and services in the vicinity of the Copps Food Center.
- Dean Health System’s long-range expansion plans at this site are unknown at this time. However, Dean would like to reserve sufficient area for potential expansion for up to 150,000 square feet of additional clinic space and associated parking for up to 1,000 vehicles.
- Strand Associates will need expansion area to the west or north of their current site to meet projected growth at this location.
- The majority of the vacant St. Marys Care Center site should be redeveloped for a retirement community or other health care related institutional uses.
- The former Dean/Morningstar Dairy site would be a suitable site for mid-rise residential development or a specialized lodging/conferencing facility of high quality urban design character and architecture. The buildings are currently vacant. Any new building at this site should be a “flat iron” building corresponding to the geometry of the site. A flat iron building will maximize the unique triangular shape of the site (See Map 6).

### Circulation and Neighborhood Street Findings and Recommendations

- Cedar Street should be extended westward to connect with Fish Hatchery Road. This extension would be the primary access point for parking decks within the project area.

- West Olin Avenue should be extended westward to connect with South Street. West Olin extended will provide “internal” access to development on the Dean/Morningstar Dairy site, as well as direct access to and from parking decks.
- Park Street should be reconstructed with enhanced streetscape beautification and pedestrian-friendly fixtures. Park Street will need to serve dual-roles as a major high volume arterial and neighborhood commercial street.
- Traffic signals should be installed at South Park Street and Cedar Street. This will enhance neighborhood pedestrian access to retail businesses in the vicinity of the Copps Food Center.
- Beld-Cedar Street intersection should be modified to improve current access and improve pedestrian safety. The preferred design is to modify the intersection for maximum separation to improve current access and improve pedestrian safety (See Appendix V, Option 3).
- Major proposed transportation improvements should not occur until major redevelopment occurs on key sites.
- The Shenandoah Apartments should be retained. They provide good quality, affordable market-rate housing for many graduate students and workers at the UW-Madison and medical institutions in the area.
- The cluster of one and two-family residences north of Dean Health Systems should be retained as neighborhood-scale housing. There may be infill opportunities. Dean Health Systems has indicated that they wish to retain ownership of the buildings they own in order to preserve future expansion options.
- There is a strong potential for additional “work force housing” within the Wingra B.U.I.L.D. project area in cooperation with the health care institutions and UW-Madison.
- Residential densities higher than those in the surrounding neighborhood would be required to support improved public transit (e.g., streetcar or light rail) and more retail expansion.
- The former Dean/Morningstar Dairy site and the area west of the Labor Temple would be 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 should be approximately 30 to 50 dwelling units per acre. See Appendix III for existing residential and commercial projects of Madison area developments illustrative of recommended scale and building types for the Wingra Creek Area.

### **Housing Findings and Recommendations**

- The surrounding neighborhoods are stable and have a diverse population.
- There is very strong market demand for affordable single and two-family in the surrounding neighborhoods. The area has an exceptionally high level of amenities and unique locational advantages.

- The Wingra B.U.I.L.D. project area is an excellent location for a retirement community or for housing with tiered-levels of health care services.
- While higher densities are recommended for the Wingra B.U.I.L.D. project area, the treatment of the “edges” needs to be sensitive to adjoining residential neighborhoods.

### **Economic Development Recommendation**

A public-private partnership should be created to coordinate and facilitate the comprehensive redevelopment of the Wingra B.U.I.L.D. site. The purpose of the public-private partnership will be to provide clear and coordinated leadership in the implementation of the Wingra B.U.I.L.D. plan, capitalize on public and private resources, seek State and federal funding, work with existing and future businesses and developers in the redevelopment area, and to systematically support and guide the redevelopment process.

The public-private partnership should be incorporated as a non-profit corporation and should include public sector leadership, private sector stakeholders, and community leadership. The public sector leadership should include the representatives from the Mayor’s Office and the Department of Planning and Development. Private sector stakeholders should include Meriter Hospital, St. Marys Hospital, University of Wisconsin, Madison Gas & Electric, the Medical Main Street Initiative, and any other private sector organizations that have a stake in the comprehensive redevelopment of the Park Street Corridor. Park Street Partners, in consultation with the South Metropolitan Planning Council, should represent the South Madison community.

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## V. CONCEPTUAL RENDERINGS OF WINGRA CREEK PROJECT AREA

Two conceptual renderings were prepared to illustrate the Wingra Creek Project Area recommendations.



*Map 5: Bird's Eye Perspective: Park Street and Wingra Drive Intersection. A mixed-use, transit-oriented development that would include office, housing, and commercial elements*





*Map 6: Bird's Eye Perspective: Park Street and Fish Hatchery Road Intersection. A flat iron building of high quality, urban design that would include a mid-rise residential development or a specialized lodging/conferencing facility.*

## VI. CITY ACTION PLAN

The key implementation recommendations for the Wingra B.U.I.L.D. Market Study and Conceptual Redevelopment Plan include:

<b>Geographic Area</b>	<b>Recommendations</b>	<b>Rationale</b>	<b>Lead Implementation</b>
General	The Wingra B.U.I.L.D. Market Study and Conceptual Redevelopment Plan should be adopted as an amendment to the South Madison Neighborhood Plan (adopted January 2005).	The South Madison Neighborhood Plan identifies this area as a strategic site. The recommendations in the Wingra B.U.I.L.D. Market Study should take precedence over the land use/conceptual design recommendation in the earlier plan.	Planning Unit
General	Maintain on-going communications with major property-owners and community groups in the Wingra B.U.I.L.D. area.	Private and institutional property-owners are in different stages of planning for their respective property(ies). It is essential that the Wingra B.U.I.L.D. area develop in a coordinated manner.	Mayor's Office
General	Circulate the Wingra B.U.I.L.D. Market Study and Conceptual Plans to Madison area developers and to major private property-owners.	Clearer communications to area developers of the future development potential of the area provides essential information to developers on development plans would be supportive for the area.	Planning Unit
General	Enforce building and property maintenance codes on vacant properties.	The overall physical appearance of South Park Street is crucial to long-term redevelopment of the area.	Building Inspection Unit
General	Create one or more Redevelopment Districts to help offset public and private redevelopment costs, if needed.	Public-private partnership may be needed to assist in redevelopment.	Community & Economic Development Unit
General	Assess the potential of creating a TIF District to offset the public infrastructure improvement costs, if needed.	Public-private partnership may be needed to assist in redevelopment.	Community & Economic Development Unit

Geographic Area	Recommendations	Rationale	Lead Implementation
Dean/Morningstar Site	Develop the Dean/Morningstar site as a single master-planned development. The site should not be subdivided or sold as separate parcels. The site should be development as a Planned Unit Development (PUD) or other form of consolidated development plan.	This site is the keystone property in the Wingra B.U.I.L.D. project area and should be developed as a single development with a landmark, flatiron structure that takes full advantage of the prime location, access and visibility.	Private Developers working with the City of Madison, Planning Unit
U.S. Army Reserve Site	Work with U.S. Army to locate a suitable replacement facility for their current building and site on South Park Street.	Relocation of the U.S. Army facility will be required to facilitate the extension of Cedar Street. Construction of a new street will provide new redevelopment opportunities. This is one of the current sites identified for army base closure.	Office of Business Services and Community & Economic Development
U.S. Army Reserve Site	Acquire and construct new public street as funding becomes available. Install new traffic signal at Cedar Street and South Park Street intersection.	A new east-west street will provide new access to commercial area, stabilize existing grocery store, improve pedestrian crossing for residents, and provide additional supply of parking.	Engineering and Traffic Engineering
Madison Labor Temple Area	Maintain existing surface parking lots in the Madison Labor Temple sites as interim use. Upgrading the appearance of the parking lots, in terms of landscaping, would enhance the overall appearance. Parking deck is recommended for long-term use.	Parking decks will be necessary to provide adequate parking for commercial uses as the Wingra Creek Redevelopment District develops into higher density uses.	Planning Unit
South Park Street	Conduct a detail study to determine the feasibility of implementing streetcar or trolley service in the Park Street corridor.	A streetcar or trolley service could be linked to serve the major shopping areas, local hospitals and health care providers, and major employment centers in the corridor.	Planning Unit

## VII. POTENTIAL FUNDING SOURCES

Development in the Wingra B.U.I.L.D. project is expected to be financed primarily through private and institutional investments. However, there may be use of public funding for public infrastructure improvements and for specific projects that meet public objectives, such as providing low and moderate income housing or cleaning contaminated sites

The following are potential funding sources that may be available for specific projects within the Wingra B.U.I.L.D. Project area. Most of the funding programs are applicable to specific development projects where there is a commitment by a specific developer, business, or institution to development of the site.

### State Funding Programs

A. Brownfield Initiative Program – Wisconsin Department of Commerce

The Brownfields Initiative Program provides grants to persons, businesses, local development organizations, and municipalities for environmental remediation activities for brownfield sites where the owner is unknown, cannot be located, or cannot meet the cleanup costs.

B. Minority Business Development Fund - Revolving Loan Fund (RLF) Program – Wisconsin Department of Commerce

The Minority Business Development Fund - Revolving Loan Fund (RLF) Program is designed to help capitalize

RLF's administered by American Indian tribal governing bodies or local development corporations that target their loans to minority-owned businesses. The corporation must be at least 51-percent controlled and actively managed by minority-group members, and demonstrate the expertise and commitment to promote minority business development in a specific geographic area.

C. State Infrastructure Bank Program – Wisconsin Department of Commerce

The State Infrastructure Bank (SIB) Program is a revolving loan program that helps communities provides transportation infrastructure improvements to preserve, promote, and encourage economic development and/or to promote transportation efficiency, safety, and mobility. Loans obtained through SIB funding can be used in conjunction with other programs.

D. Wisconsin Transportation Facilities Economic Assistance and Development Program

The Wisconsin Transportation Facilities Economic Assistance and Development Program, which is administered by the Wisconsin Department of Transportation, funds transportation facilities improvements that are part of an economic development project.

## City of Madison Funding Programs

### E. Tax Incremental Financing (TIF)

Tax Incremental Financing (TIF) can help fund projects to stimulate beneficial development or redevelopment that would not otherwise occur without the assistance. Tax revenue increments generated by the increased property values with a designated TIF district may be used for a broad range of public infrastructure improvements and development assistance. TIF projects in Madison must follow specific policies and guidelines formally adopted by the Common Council.

### F. Home Buyers Assistance Program

The Home Buyers Assistance Program provides loans to eligible buyers to finance a portion of the acquisition and rehabilitation cost for eligible properties

### G. Rental Rehabilitation Program and Housing Rehabilitation Services Program

The Madison Department of Planning and Development administers an installment loan program to assist investors to upgrade their non-occupied rental properties

### H. Madison Capital Revolving Fund Loan

The City of Madison has designated the Community Development Authority (CDA) as the agent to for the administration and operation of the Madison Capital Revolving Fund Loan (MCRF) Loan Program. Loans from

MCRF program may be available for a broad range of housing and economic development programs that advance specific public objectives.

## APPENDIX I: WINGRA CREEK BUILD PROJECT PARCEL INFORMATION BY SUBAREA

The information contained in this section provides the following property data by subarea:

- Assessor's Parcel Number
- Property Address
- Property Owner
- Property Lot Size (square feet)
- Zoning Classification

Further detailed information can be found in:

- Phase I: Background Report for Wingra Creek Market Study and Conceptual Redevelopment Plan
- Phase II: Feasibility Report for Wingra Creek Market Study and Conceptual Redevelopment Plan



Map 7: Wingra Creek Target Area: Parcel Analysis

WINGRA B.U.I.L.D. PROJECT PARCEL LIST					
Parcel	Assessor's #	Property Address	Owner Name	Lot Size (SF)	Zoning
<b>Subarea 1</b>					
49	070926301105	812 W WINGRA DR	BUNBURY, THOMAS ET AL	181,834	C2
50	070926301098	820 W WINGRA DR	UNITED STATES POSTAL SRVC	76,534	C2
36	070926301030	1402 S PARK ST	US GOVERNMENT-ARMY	151,858	C2
37	070926301022	1414 S PARK ST	MIDWEST REAL ESTATE	44,417	C2
38	070926301014	1602 S PARK ST	MADISON LABOR TEMPLE	142,600	C2
Subtotal				597,242	
<b>Subarea 2</b>					
34	070926209010	1224 S PARK ST	TWELVE PARK LLC	25,703	C2
35	070926301048	1312 S PARK ST	A & P TEA CO, THE	99,752	C2
Subtotal				125,455	
<b>Subarea 3</b>					
4	070926211148	1209 FISH HATCHERY RD	WINGRA BUILDING GROUP	7,500	R2
5	070926211156	1213 FISH HATCHERY RD	WINGRA BUILDING GROUP	7,500	R2
6	070926211164	1221 FISH HATCHERY RD	DIPPEN, GLORIA J	7,500	R2
7	070926211172	1225 FISH HATCHERY RD	WINGRA BUILDING GROUP	7,500	C2
8	070926302012	1313 FISH HATCHERY RD	WINGRA BUILDING GROUP	169,232	C2
39	070926211065	1210 SOUTH ST	WINGRA BUILDING GROUP	7,575	R2
40	070926210017	1213 SOUTH ST	WINGRA BUILDING GROUP	4,413	R2
41	070926209036	1214 S PARK ST	LEE, SOKDAE	6,287	C2
42	070926210025	1215 SOUTH ST	WINGRA BUILDING GROUP	4,450	R2
43	070926211049	1216 SOUTH ST	LAFLASH, BERNICE M	7,575	R2
44	070926210033	1223 SOUTH ST	WINGRA BUILDING GROUP	6,036	R2

<b>WINGRA B.U.I.L.D. PROJECT PARCEL LIST</b>					
<b>Parcel</b>	<b>Assessor's #</b>	<b>Property Address</b>	<b>Owner Name</b>	<b>Lot Size (SF)</b>	<b>Zoning</b>
45	070926210041	1227 SOUTH ST	WINGRA BUILDING GROUP	7,588	R2
46	070926210059	1229 SOUTH ST	WINGRA BUILDING GROUP	9,250	R2
47	070926301056	1313 SOUTH ST	WINGRA BUILDING GROUP	137,298	C2
<b>Subtotal</b>				389,703	
<b>Subarea 4</b>					
9	070926303078	1347 FISH HATCHERY RD	St. Marys Care Center	141,911	R4
10	070926303086	1355 FISH HATCHERY RD	KHERAZ, AMY B	9,180	R2
11	070926303094	1359 FISH HATCHERY RD	FLORES, RAFAEL	10,360	R2
48	070926301072	1331 SOUTH ST	SENANDOAH APARTMENTS LLC	109,761	R4
51	070926301080	890 W WINGRA DR	WINGRA DR LLC	16,302	C2
52	070926303044	910 W WINGRA DR	STRAND ASSOC INC	48,876	C2
53	070926303036	968 W WINGRA DR	HILL, JEROME STANLEY	10,500	R2
54	070926303028	972 W WINGRA DR	STRAND ASSOCIATES INC	10,080	R2
55	070926303010	976 W WINGRA DR	MILKE, ARNOLD E	13,447	R2
<b>Subtotal</b>				370,417	
<b>Subarea 5</b>					
1	070926212063	1101 FISH HATCHERY RD	DEAN/MORNINGSTAR DAIRY INC	5,068	R4
2	070926212071	1105 FISH HATCHERY RD	EVERT, DAVID T	8,021	R4
3	070926212089	1109 FISH HATCHERY RD	MADISON GAS & ELECTRIC	9,614	R4
25	070926208070	1010 S PARK ST	DEAN/MORNINGSTAR DAIRY	82,413	C3
26	070926208046	1102 S PARK ST	MORNINGSTAR FOODS INC	19,500	C3
<b>Subtotal</b>				124,615	
<b>Subarea 6</b>					
	070926209094	833 MIDLAND ST	KIEFFER, RALPH J	8,000	C2
13	070926211073	901 MIDLAND ST	WINGRA BUILDING GROUP	7,500	R2



<b>WINGRA B.U.I.L.D. PROJECT PARCEL LIST</b>					
<b>Parcel</b>	<b>Assessor's #</b>	<b>Property Address</b>	<b>Owner Name</b>	<b>Lot Size (SF)</b>	<b>Zoning</b>
14	070926211081	905 MIDLAND ST	DEAN HEALTH SYSTEMS INC	7,500	R2
15	070926212055	906 MIDLAND ST	MCGINN, KEVIN	7,869	R4
16	070926212047	908 MIDLAND ST	THIEL, JEROME J	7,709	R4
17	070926211099	909 MIDLAND ST	WINGRA BUILDING GROUP	4,200	R2
18	070926212039	910 MIDLAND ST	THIEL, JEROME J & BONNIE	9,895	R4
19	070926211106	911 MIDLAND ST	RUNEY, CLARENCE	4,905	R2
20	070926211114	913 MIDLAND ST	WINGRA BUILDING GROUP	4,605	R2
21	070926212021	914 MIDLAND ST	WESTMONT, GABRIEL	8,032	R4
22	070926211122	915 MIDLAND ST	WINGRA BUILDING GROUP	4,515	R2
23	070926211130	917 MIDLAND ST	WINGRA BUILDING GROUP	4,170	R2
24	070926212013	918 MIDLAND ST	RIPPLE, THOMAS	6,187	R4
Subtotal				85,086	
<b>Subarea 7</b>					
27	070926208020	1110 S PARK ST	WOLFMAN, MARC R	6,500	C3
28	070926208012	1114 S PARK ST	RENEAU, ROBERT F	6,500	C3
29	070926209086	1118 S PARK ST	TFM ENTERPRISES II LLC	5,000	C2
30	070926209078	1128 S PARK ST	TFM ENTERPRISES II LLC	10,400	C2
31	070926209052	1202 S PARK ST	MAYLAND, EDWARD J	15,114	C2
32	070926209044	1204 S PARK ST	LEE, SOKDAE	7,664	C2
33	070926211057	1214 SOUTH ST	WINGRA BUILDING GROUP	7,575	R2
Subtotal				58,753	
<b>Total Area</b>				<b>1,751,272</b>	

## APPENDIX II: WINGRA CREEK B.U.I.L.D. SUBAREA ANALYSIS

The information contained in this section contains property and analysis by subarea. Further detailed information can be found in:

- Phase I: Background Report for Wingra Creek Market Study and Conceptual Redevelopment Plan
- Phase II: Feasibility Report for Wingra Creek Market Study and Conceptual Redevelopment Plan



Map 8: Wingra Creek Target: Subareas

## Subarea 1 Post Office and Labor Temple

### Ownership and Gross Acreage (excluding public rights-of-way)

Parcel 50 (#07092630198)	U.S. Postal Service	1.76 Acres
Parcel 49 (#07092630105)	Tom Bunbury	4.17 Acres
Parcel 38 (#070926301014)	Madison Labor Temple	3.27 Acres
Parcel 37 (#070926301022)	Midwest Real Estate	1.02 Acres
Parcel 36 (#070926301030)	U.S. Government - Army	<u>3.49 Acres</u>
Subarea 1 Gross Acreage		13.71 Acres
Less Public R.O.W.		1.10 Acres
Net Developable Area		12.61 Acres

### Development Issues and Objectives

1. Construct a landmark commercial / office structure at the intersection of Park Street and Wingra Drive.
2. Develop attractive Park Street and Wingra Drive facades and streetscape.
3. Incorporate "walkable" neighborhood commercial element.
4. Design for potential light rail or trolley transit service, which requires higher density housing and/or a high Floor Area Ratio (FAR).
5. Replace remote parking stalls lost due to redevelopment.
6. Incorporate the Labor Temple functions (including both office and special events functions) into the redevelopment.
7. Maintain postal retail function in the neighborhood; assist U.S. Post Office in relocating distribution function.
8. Construct an east-west street between Park Street and Fish Hatchery Road.
9. Assist U.S. Army Reserve in relocating their training facility to secured site. The relocation should occur through a land "swap."

### Short-Term Land Uses - Pre-Redevelopment Phase

1. Maintain existing uses and structures (i.e. Post Office, Labor Temple, Walgreen's Health Initiatives).
2. Relocate U.S. Army Reserve Facility in order to provide r.o.w. for new east-west street and development area.
3. Construct an east-west street between Park Street and Fish Hatchery Road.
4. Improve efficiency of surface parking (i.e. restriping, potential surface expansion).
5. Intersection beautification using interim design elements (e.g. farmers market, festival plaza).

### Full B.U.I.L.D.-out Land Uses - TOD Mixed Use Development

Office / Commercial Component: 3.0 acres @ FAR 2.0 = 261,360 SF  
 Residential Component: 5.0 AC @ 25 DU/ AC = 125 DU's  
 125 DU @ 1,200 SF per DU = 150,000 SF  
 Decked Parking Component: 2.0 AC  
 250' X 350' = 87,500 SF per level; 4 levels,  
 250 stalls per level; 1,000 stalls  
 Public Spaces: 2.6 acres

### Projected New Development Value:

Office / Commercial Component: 261,360 SF @ \$120.00 per SF = \$31,363,200  
 Residential Component: 150,000 SF @ \$95.00 = \$14,250,000  
 Decked Parking: 1,000 parking stalls @ \$7,500 per stall = \$7,500,000 (See Assumptions)  
 Public Spaces: Tax Exempt  
 Total New Development Value: \$53,113,200

## **Subarea 2 Copps Food Center and 1244 Plaza**

### Ownership and Gross Acreage (excluding public rights-of-way)

Parcel 35 (#070926301048)	A & P Tea Company	2.29 Acres
Parcel 34 (#070926209010)	Twelve Park LLC	<u>0.59 Acres</u>
Subarea 2 Gross Acreage		2.88 Acres

### Development Issues

1. Retain neighborhood grocery and other neighborhood retail – both short and long term.
2. Beautify Park Street facade and streetscape.
3. Maintain connectivity between commercial parcels and Dean Clinic.
4. Construct an east-west street between Park Street and Fish Hatchery Road through U.S. Army site.

### Short-Term Strategy

1. Renovate the existing Copps Food Center with re-orientation towards new street.
2. Façade improvements and exterior renovation of 1244 Plaza.

### Full B.U.I.L.D.-Out Land Uses - Commercial / Residential / Office Mix-Use

#### Commercial Component:

Grocery: 40,000 SF

Other Commercial: 25,000 SF

Residential / Office Component: 25,000 SF

Decked Parking Component: Shared-use of adjacent parking ramps

### Projected New Development Value

#### Phase 1

Interim Renovation of Existing Facilities 40,000 SF @ \$20 per SF = \$800,000

#### Phase 2 – Full-B.U.I.L.D.-Out

Second Floor Residential / Office Component: 25,000 SF @ \$85.00 per SF = \$2,125,000

Total New Development Value: \$7,650,000

### Subarea 3 Dean Clinic

#### Ownership and Gross Acreage

Parcel 4 (#07092611148)	Wingra Building Group	0.17 Acres
Parcel 5 (#07092611156)	Wingra Building Group	0.17 Acres
Parcel 6 (#07092611164)	Dippen, Gloria	0.17 Acres
Parcel 7 (#07092611172)	Wingra Building Group	0.17 Acres
Parcel 8 (#070926302012)	Wingra Building Group	3.89 Acres
Parcel 39 (#070926211065)	Wingra Building Group	0.17 Acres
Parcel 40 (#07092621007)	Wingra Building Group	0.10 Acres
Parcel 41 (#070926209036)	Lee, Sokade	0.14 Acres
Parcel 42 (#070926210025)	Wingra Building Group	0.10 Acres
Parcel 43 (#070926210049)	Laflash, Bernice	0.17 Acres
Parcel 44 (#070926210033)	Wingra Building Group	0.14 Acres
Parcel 45 (#070926210041)	Wingra Building Group	0.17 Acres
Parcel 46 (#070926210059)	Wingra Building Group	0.21 Acres
Parcel 47 (#070926301056)	Wingra Building Group	<u>3.15 Acres</u>
Subarea 3 Gross Acreage		8.95 Acres
Less Potential Public R.O.W.		0.80 Acres
Net Developable Area		8.15 Acres

#### Development Issues

1. Provide expansion area for Dean Clinic.
2. Construct an east-west street between Park Street and Fish Hatchery Road.
3. Maintain attractive façade on Fish Hatchery Road compatible with residential neighborhood to the west.
4. Provide adequate on-site parking to meet Dean Clinic parking requirements and potentially additional remote parking for St. Marys Hospital.
5. Provide workforce housing on adjacent residential properties owned by Wingra Building Group (Dean).

#### Short-Term Strategy – Pre-Redevelopment Phase

1. Construct an east-west street between Park Street and Fish Hatchery Road.
2. Initiate workforce housing partnership on residential structures owned by Wingra Building Group on Midland, South Street, and Garden Street.

#### Full B.U.I.L.D.-Out Strategy - Dean Campus

Dean Clinic Campus: Existing main clinic structure - 75,000 SF  
Phase 1 expansion clinic - 75,000 SF  
Phase 2 Clinic Expansion - 75,000 SF

Decked Parking Component: 3.00 acres  
350' X 350' = 122,500 SF per level; 4 levels,  
350 stalls per level; 1,400 stalls

Workforce Housing Rehabilitation: 9 one and two family homes

#### Projected New Development Increment Value

Phase 1 Clinic Expansion 75,000 SF @ \$150.00 per SF = \$11,250,000  
Phase 2 Clinic Expansion 75,000 SF @ \$150.00 per SF = \$11,250,000  
Parking Deck: 1,400 stalls @ \$7,500 per stall = \$10,500,000 (*See assumptions*)

Total New Development Value: \$33,000,000

## Subarea 4 St. Marys / Strand Sites

### Ownership and Gross Acreage:

Parcel 9 (#070926303078)	St. Marys Care Center	3.26 Acres
Parcel 10 (#070926303086)	Kheraz, Amy	0.21 Acres
Parcel 11 (#070926303094)	Flores, Rafael	0.21 Acres
Parcel 48 (#0709263)	Shenandoah Apts. LLC	2.52 Acres
Parcel 51 (#070926301080)	Wingra DR LLC	0.37 Acres
Parcel 52 (#070926303044)	Strand Associates	1.12 Acres
Parcel 53 (#070926303028)	Hill, Jerome	0.24 Acres
Parcel 54 (#070926303028)	Strand Associates	0.23 Acres
Parcel 55 (#070926303010)	Milke, Arnold	<u>0.31 Acres</u>
Subarea 4 Gross Acreage		8.50 Acres

### Development Issues:

1. Maintain existing Shenandoah Apartments as market rate affordable housing.
2. Maintain attractive facades on Fish Hatchery Road and Wingra Drive compatible with adjacent neighborhood.
3. Provide for bio-medical or health care-related institutional use, which could include a retirement community with tiered-levels of care, on the St. Marys site.
4. Construct an east-west street between Park Street and Fish Hatchery Road.
5. Provide expansion area for Strand Associates.

### Redevelopment Strategy

Bio-Medial / Health Care Institutional Use (St. Marys Site):

3.68 AC @ FAR 1.0 = 160,300 SF

Office Expansion (Strand): 0.78 AC @ FAR 1.0 = 33,976 SF

### Projected New Development Increment Value

Institutional (w. on-site parking) 160,300 SF @ \$120 per SF =  
\$19,236,000

Office Expansion (w. on-site parking) 33,976 SF @ \$120 per SF =  
\$4,077,120

Total New Development Value: \$23,313,120

## **Subarea 5 Dean/Morningstar / Morningstar Dairy Site**

### Ownership and Gross Acreage:

Parcel 1 (#070926212063)	Dean/Morningstar Dairy Inc.	0.12 Acres
Parcel 2 (#070926212071)	Evert, David	0.18 Acres
Parcel 3(#070926212089)	MG & E	0.22 Acres
Parcel 25(#070926208070)	Dean/Morningstar Dairy	1.89 Acres
Parcel 26(#070926208046)	Dean/Morningstar Dairy	<u>0.45 Acres</u>
Subarea 5 Gross Acreage		2.86 Acres

Less Potential Public R.O.W. -1.00 Acres

Net Developable Area 1.86 Acres

### Development Issues:

1. Develop landmark “gateway” structure at Park Street / Fish Hatchery Road intersection.
2. Encourage mid-rise “flatiron” building configuration at the intersection.
3. Enhance façades on Park Street and Fish Hatchery.
4. Maintain retail storefronts on the Park Street frontage.
5. Provide sufficient on-site parking (1 parking stall per dwelling or lodging unit).
6. Maintain compatibility with adjacent residential neighborhoods.

### Redevelopment Strategy

High Density Residential / Lodging: 1.86 Acres @ FAR 2.0 =  
162,043 SF (with potential commercial storefronts on the first floor  
and decked or underground parking)

### Projected New Development Increment Value

Residential / Lodging Facility: 162,043 SF @ \$95 per SF =  
\$15,394,085

Total New Development Value: \$15,394,085

## Subarea 6 Neighborhood Residential Infill

### Ownership and Gross Acreage:

Subarea 6 Gross Acreage 1.95Acres

### Development Issues:

1. Develop a workforce housing partnership with Dean Health Systems and other nearby institutions and employers.
2. Maintain neighborhood-scale residences on Midland Street, Gardner Street and South Street.
3. Maintain density of approximately 12 dwelling units per acre.
4. Limit building size to no more than 4 dwelling units.
5. Provide sufficient on-site parking.

*Note: Dean Health Systems, through Wingra Group, has acquired nine residential properties. It is envisioned that Dean Health Systems would retain ownership of these residential properties in order to preserve potential long-range expansion options.*

### Redevelopment Strategy

Infill Residential and Residential Rehabilitation:  
1.95 Acres X 12 du/ac = 23 DU  
23 DU X 1,200 SF per DU = 27,600 SF

### Projected New Development Increment Value

Residential 27,600 SF @ \$75 per SF = \$2,070,000  
Total New Development Increment Value: \$2,070,000

## Subarea 7 Park Street Commercial

### Ownership and Gross Acreage:

Subarea 7 Gross Acreage 1.35Acres

### Development Issues:

1. Retain existing commercial storefronts and leasable space at affordable rent levels.
2. Rehabilitate storefront façades.
3. Provide shared parking access from rear of buildings.

### Redevelopment Strategy

Commercial Rehabilitation: 40,000 SF

### Projected New Development Increment Value

Commercial Rehabilitation: 40,000 SF @ \$20.00 per SF = \$800,000  
Total New Development Increment Value: \$800,000



## **Assumptions**

1. *Decked parking assumes each stall requires 350 square feet.*
2. *The cost per stall for new decked parking is assumed to be \$7,500 for purposes of the Assessor's valuation, based on conversations with the Office of the City Assessor. The actual construction is likely to be \$10,000 to \$15,000 per stall, depending on site conditions and design.*
3. *New medium and high density residential mid-rise structures are assumed to be steel construction with elevators. Per square foot construction costs are assumed to be \$95.00 per square foot.*
4. *One and two family residential infill is assumed to be wood frame construction costing \$75.00 per square feet for both new construction and comprehensive rehabilitation.*
5. *New One and two-story commercial development is assumed to cost \$85.00 per square foot.*
6. *New Second floor residential or office above commercial uses is assumed to cost \$75.00 per square foot.*
7. *New Class A office space is assumed to cost \$120.00 per square foot*
8. *New medical clinic construction is assumed to cost \$150.00 per square foot.*
9. *Commercial storefront renovation is assumed to cost \$20.00 per square foot.*
10. *The value of demolished structure is based on City assessments effective January 1, 2004.*
11. *All estimated construction costs and development value increments are in 2004 dollars.*

**APPENDIX III: MADISON AREA DEVELOPMENTS  
ILLUSTRATIVE OF RECOMMENDED SCALE AND  
BUILDING TYPES**



Example of Mixed-Use Development -  
Cannery Square, Sun Prairie



Example of Specialized Lodging / Conferencing Facility -  
Fluno Center, University Avenue



Example of Mixed-Use Development -  
Kennedy Place, Atwood Avenue



Example of Medical Clinic - Dean East, Stoughton Road



Example of a Retirement Community –  
Meriter Retirement, Main Street



Example of Residential / Commercial Mixed Use –  
Regent Street



Example of Mid-Rise Office Structure –  
United Way, Atwood Avenue



Example of Mid-Density Housing (40 DU/AC) –  
Main Street



Example of Mid-Density Residential (40 DU/AC) –  
Main Street



Example of Neighborhood Infill – Mound Street

#### APPENDIX IV: SUMMARY OF LONG-TERM AND SHORT-TERM REVITALIZATION STRATEGIES BY SUBAREA

The information contained in this section summarizes the long-term and short-term revitalization strategies by subarea.

Subarea 1: Post Office and Madison Labor Temple Sites

Subarea 2: Cops Food Center and 1244 Plaza

Subarea 3: Dean Clinic Site

Subarea 4: St. Marys and Strand Associates Sites

Subarea 5: Dean/Morningstar Dairy Site

Subarea 6: Neighborhood Residential Infill

Subarea 7: Park Street Commercial



Map 8: Wingra Creek Target: Subareas

**Long-Term and Short-Term Revitalization Strategies**

<b>Subarea</b>	<b>Development Issues and Objectives</b>	<b>Short-Term Land Uses - Pre-Redevelopment Phase</b>
1	<ol style="list-style-type: none"> <li>1. Construct a landmark commercial / office structure at the intersection of Park Street and Wingra Drive.</li> <li>2. Develop attractive Park Street and Wingra Drive facades and streetscape.</li> <li>3. Incorporate “walkable” neighborhood commercial element.</li> <li>4. Design for potential light rail or trolley transit service, which requires higher density housing and/or a high Floor Area Ratio (FAR).</li> <li>5. Replace remote parking stalls lost due to redevelopment.</li> <li>6. Incorporate the Labor Temple functions (including both office and special events functions) into the redevelopment.</li> <li>7. Maintain postal retail function in the neighborhood; assist U.S. Post Office in relocating distribution function.</li> <li>8. Construct an east-west street between Park Street and Fish Hatchery Road.</li> <li>9. Assist U.S. Army Reserve in relocating their training facility to secured site. The relocation should occur through a land “swap.”</li> </ol>	<ol style="list-style-type: none"> <li>1. Maintain existing uses and structures (i.e. Post Office, Labor Temple, Walgreen’s Health Initiatives).</li> <li>2. Relocate U.S. Army Reserve Facility in order to provide r.o.w. for new east-west street and development area.</li> <li>3. Construct an east-west street between Park Street and Fish Hatchery Road.</li> <li>4. Improve efficiency of surface parking (i.e. restriping, potential surface expansion).</li> <li>5. Intersection beautification using interim design elements (e.g. farmers market, festival plaza)</li> </ol>
2	<ol style="list-style-type: none"> <li>1. Retain neighborhood grocery and other neighborhood retail – both short and long term.</li> <li>2. Beautify Park Street facade and streetscape.</li> <li>3. Maintain connectivity between commercial parcels and Dean Clinic.</li> <li>4. Construct an east-west street between Park Street and Fish Hatchery Road through U.S. Army site.</li> </ol>	<ol style="list-style-type: none"> <li>1. Renovate the existing Copps Food Center with re-orientation towards new street.</li> <li>2. Façade improvements and exterior renovation of 1244 Plaza.</li> </ol>

<b>Subarea</b>	<b>Development Issues and Objectives</b>	<b>Short-Term Land Uses - Pre-Redevelopment Phase</b>
3	<ol style="list-style-type: none"> <li>1. Provide expansion area for Dean Clinic.</li> <li>2. Construct an east-west street between Park Street and Fish Hatchery Road.</li> <li>3. Maintain attractive façade on Fish Hatchery Road compatible with residential neighborhood to the west.</li> <li>4. Provide adequate on-site parking to meet Dean Clinic parking requirements and potentially additional remote parking for St. Marys Hospital.</li> <li>5. Provide workforce housing on adjacent residential properties owned by Wingra Building Group (Dean).</li> </ol>	<ol style="list-style-type: none"> <li>1. Construct an east-west street between Park Street and Fish Hatchery Road.</li> <li>2. Initiate workforce housing partnership on residential structures owned by Wingra Building Group on Midland, South Street, and Garden Street.</li> </ol>
4	<ol style="list-style-type: none"> <li>1. Maintain existing Shenandoah Apartments as market rate affordable housing.</li> <li>2. Maintain attractive facades on Fish Hatchery Road and Wingra Drive compatible with adjacent neighborhood.</li> <li>3. Provide for bio-medical or health care-related institutional use, which could include a retirement community with tiered-levels of care, on the St. Marys site.</li> <li>4. Construct an east-west street between Park Street and Fish Hatchery Road.</li> <li>5. Provide expansion area for Strand Associates.</li> </ol>	
5	<ol style="list-style-type: none"> <li>1. Develop landmark “gateway” structure at Park Street / Fish Hatchery Road intersection.</li> <li>2. Encourage mid-rise “flatiron” building configuration at the intersection.</li> <li>3. Enhance façades on Park Street and Fish Hatchery.</li> <li>4. Maintain retail storefronts on the Park Street frontage.</li> <li>5. Provide sufficient on-site parking (1 parking stall per dwelling or lodging unit).</li> <li>6. Maintain compatibility with adjacent residential neighborhoods.</li> </ol>	

<b>Subarea</b>	<b>Development Issues and Objectives</b>	<b>Short-Term Land Uses - Pre-Redevelopment Phase</b>
6	<ol style="list-style-type: none"> <li>1. Develop a workforce housing partnership with Dean Health Systems and other nearby institutions and employers.</li> <li>2. Maintain neighborhood-scale residences on Midland Street, Gardner Street and South Street.</li> <li>3. Maintain density of approximately 12 dwelling units per acre.</li> <li>4. Limit building size to no more than 4 dwelling units.</li> <li>5. Provide sufficient on-site parking.</li> </ol>	
7	<ol style="list-style-type: none"> <li>1. Retain existing commercial storefronts and leasable space at affordable rent levels.</li> <li>2. Rehabilitate storefront façades.</li> <li>3. Provide shared parking access from rear of buildings.</li> </ol>	



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## APPENDIX V: WINGRA MARKET STUDY AND CONCEPTUAL DEVELOPMENT PLAN SUMMARY REPORT TRANSPORTATION SUPPLEMENT 2/16/2006

### Introduction

The *Wingra Market Study and Conceptual Development Plan Summary Report* (Summary Report) was introduced to the Common Council on June 7, 2005 and referred to Plan Commission, Urban Design Commission, Economic Development Commission, Pedestrian/Bicycle/Motor Vehicle Commission, Board of Public Works, and Long Range Planning Commission for review. As part of the review process, the Plan Commission, at its meeting of August 22, 2005, referred the report back to staff for further development of transportation alternatives. This supplement report, intended to provide further information on the transportation alternatives, is recommended to be adopted as part of the Summary Report.

The focus of the market study was to provide an economic analysis to help policymakers promote business retention and recruitment efforts within the project area. Although a conceptual land use map is part of the report, it was recognized that the report's recommendations on street and pedestrian connections would be addressed in greater detail in the future and as part of future planning and engineering activities. However, during the review process additional information was requested on the transportation elements contained in the report prior to its approval. In response, this supplemental report provides greater detailed information in the following areas highlighted in the market study:

- New Street Connections and Design and Signalization of Beld-Cedar-South Park Street Intersection
- Traffic Calming on Midland, South and Fish Hatchery Road
- Bicycle-Pedestrian Connections
- TDM and Shared Parking Initiatives

### Transportation Issues

#### I. New Street Connections and Design and Signalization of Beld-Cedar-South Park Street Intersection

The *South Madison Neighborhood Plan* (2005) and *Wingra Market Study and Conceptual Redevelopment Plan Summary Report* highlight the importance of creating new street connections and access to the study area to support and anchor major existing uses (Dean Health, Copps Grocery Store, etc), redevelopment, and pedestrians and neighborhoods. In particular, the report (pages 13-14) recommends extending Cedar Street westward to connect with Fish Hatchery Road. This extension would be the primary access point for the proposed parking decks within the project area. The report also recommends (page 14) that traffic signals should be installed at South Park Street and Cedar Street, to enhance neighborhood pedestrian access to retail businesses in the vicinity of Copps Food Center. The report highlights creating a new signalized intersection realigning the Beld-Cedar-South Park Street intersection. The report suggests that Beld Street should be terminated at a cul-de-sac south of Cedar Street in order to address current access and safety problems. Presently, the intersection is the apex for the convergence of the three streets. Modifying the width of the intersection would

improve pedestrian safety by slowing vehicles as they exit and/or enter South Park Street.

Draft design alternatives of the new street and intersection are shown on the attached exhibits, noted as Options 1 through 3. While these alternatives are not final, they do show potential but feasible design layouts that can be further refined as part of any final construction plans and public hearings.

As noted in the Summary Report, the alternative designs depend on the ultimate disposition of the U.S. Army Reserve building (1402 South Park Street). It appears that it would be the best strategy for the City to "acquire" the entire site. The City's acquisition would secure the potential for a new public street and allow for the City to sell the remainder of the site for redevelopment. According to the Base Realignment and Closure (BRAC) process, surplus property will be transferred to the federal agencies or through public benefit conveyance, negotiated sales, public bid sales, or through economic development conveyances.

Final approval and construction of any new street and intersection would be subject to funding in future capital budgets and public hearings at the Board of Public Works and Common Council. Also, while not noted in the design options, a review of the potential for a modern roundabout at this intersection may be in order for some of the reasons discussed below.

The recommendation for the above-mentioned street and intersection is intended to provide additional street connectivity, capacity and pedestrian accommodations for future redevelopment, major anchor sites and the surrounding neighborhoods. A new east-west street is intended to provide

new access to existing uses and commercial areas including an existing Copps grocery store, new and more intense development, and improve pedestrian and bicycle access and crossing for residents and customers. The location of Cedar Street with respect to the existing other signalized locations at Olin Avenue and Wingra Drive is not optimal, however, this factor has to be balanced against several other factors for signalization of the Cedar Street-Beld Street intersection.

Along with supporting the many and varied goals of the *South Madison Neighborhood Plan* (2005) and *Wingra Market Study and Conceptual Redevelopment Plan Summary Report*, the Cedar Street intersection is located almost equidistant from Olin Avenue (approx. 800 feet) and Wingra Drive (approx. 900 feet). The optimal distance for traffic signals is more in the  $\frac{1}{4}$  mile or more range for this street. The 800-900 foot spacing is feasible and workable, although it must be noted that there will be some inefficiencies that would be less apparent with longer spacing. In contrast to the traffic signal spacing, the optimal pedestrian and bicycle spacing or scale is approximately 400 to 600 feet, and alternatives for crossing a busy arterial street are limited. Current traffic volumes on this section of Park Street are approximately 30,000 vehicles per day. A tradeoff of these and other factors is involved. In order to improve conditions and reach the community's other goals of connectivity, redevelopment and pedestrians, the traditional variables involved in the planning, design and operation of signalized arterial streets of speed, cycle length, signal spacing, and efficiency of progression have to be balanced or constrained. Overall, the Cedar Street-Beld Street intersection meets many of the community's goals and interests at a modest tradeoff to traffic signal efficiencies and criteria. Final approval and construction of any new signalization would be subject to the City's annual traffic

signal priority list, funding in future capital budgets, and public hearings at the Pedestrian Bicycle Motor Vehicle Commission and Common Council.

## **II. Traffic Calming on Midland, South and Fish Hatchery Road**

To reduce some of the negative impacts of increased motor vehicle traffic on the streets in the study area and to promote alternative modes such as walking, biking and transit, certain streets and intersections would benefit from traffic calming or pedestrian enhancements. Streets highlighted in the plan and exhibits include Midland Street, South Street and Fish Hatchery Road. Final approval and construction of any new traffic calming or pedestrian enhancements would be subject to the City's annual traffic calming priority list, funding in future capital budgets, and public hearings at the Pedestrian/Bicycle/Motor Vehicle Commission and Common Council. See Map 1 for proposed improvements.

## **III. Bicycle-Pedestrian Connections**

The City prescribes to the policy of strongly supporting and promoting alternative modes such as walking, biking and transit. Accordingly, the subject Summary Report should highlight the area's relationship with these important transportation modes. The recommendation for a new Cedar Street-Beld Street extension and signalized intersection is intended to be one of the main features to support and promote a walkable and bikeable community. Designating this new street and other streets like Midland Street to Olin Avenue as city bicycle routes could be beneficial.

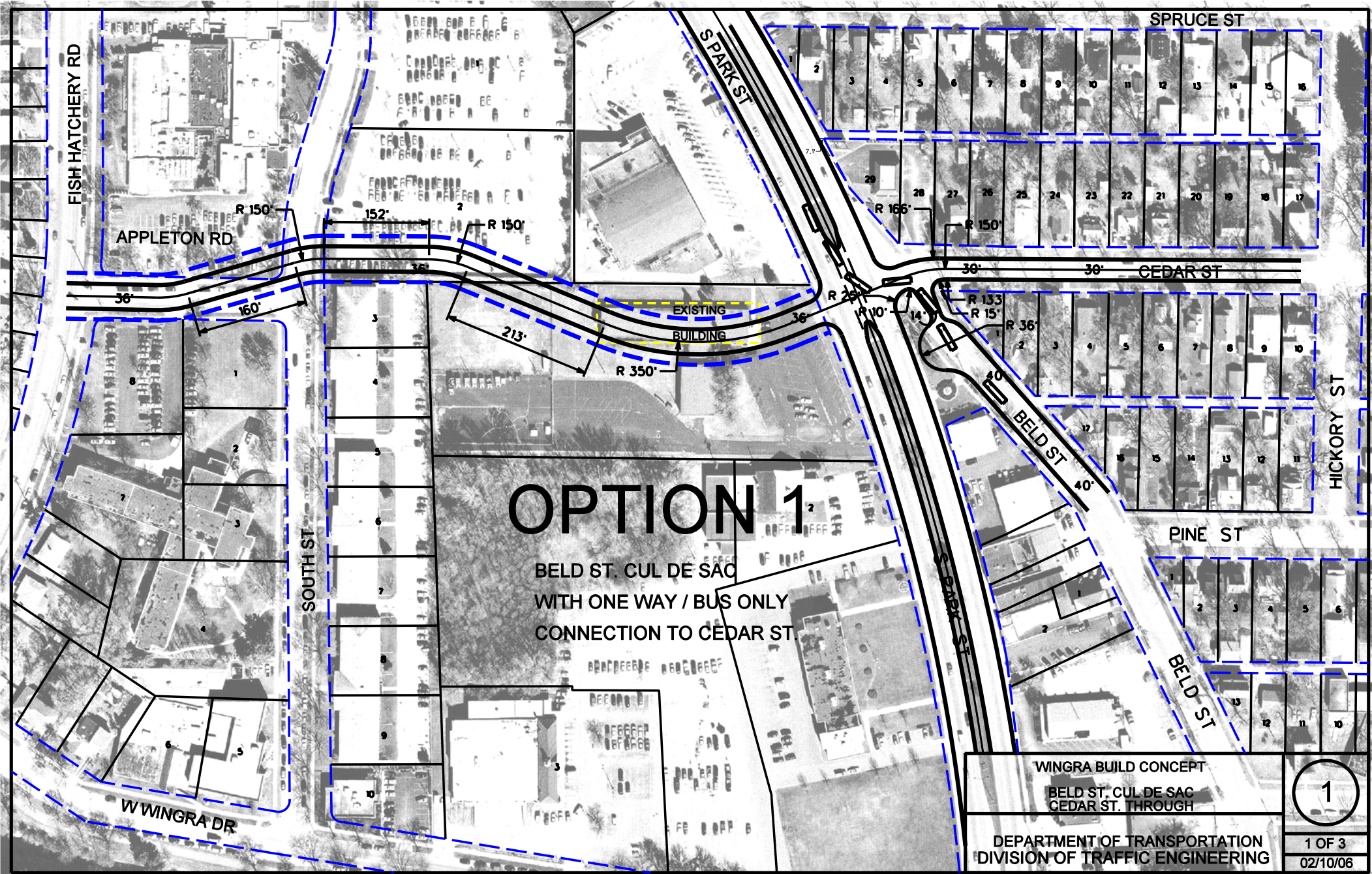
From a broader perspective, the surrounding area has strong potentials for ped-bike connections. The Wingra Creek Bicycle Path is one example of a major bicycle and pedestrian facility that the project area needs to tap into. Streets like Lake Shore Drive and Olin Avenue also represent great potential to connect with and through the project area. Other potentials exist in and around the project area that need to be further developed as part of any new development or street construction activities. Map 2 depicts bicycle networks within the study area and nearby areas.

## **IV. TDM and Shared Parking Initiatives**

Transportation Demand Management (TDM) is a general term for strategies that result in more efficient use of transportation resources, and intend to minimize traffic congestion and air pollution, and promote alternative modes of transportation. While there are many strategies to choose from, the project area should develop in a way that effectively manages transportation demand. TDM measures that could be employed and placed as conditions of development approvals include:

- Development of parcels with mixed uses and complementary transportation demand uses.
- Use of shared or structured parking.
- Inclusion of pedestrian / bicycle amenities including bicycle racks and shower/locker rooms.
- TDM information center(s).
- Participation in Rideshare, Etc, including supplemental Guaranteed Ride Home program.
- Support and Advocacy for Madison Metro transit service.
- Development of Transportation Management Association.

Shared Parking should also be further developed and employed as part of the project area and any new development. An effective shared parking program and TDM program can reduce a facility's parking needs. Off-street parking is expensive to construct, maintain and operate. If fewer people drive, there will be fewer cars to store during the day. Similarly, if patrons of an establishment use alternative modes of travel such as carpooling, busing, bicycling or walking, there will be fewer cars to store during peak use times, shopping or large events. Shared parking facilities that serve land uses with different traffic peaks can reduce the total amount of parking needed. Agreements and cooperation of different parcels may be required to fully secure shared parking arrangements.



# OPTION 1

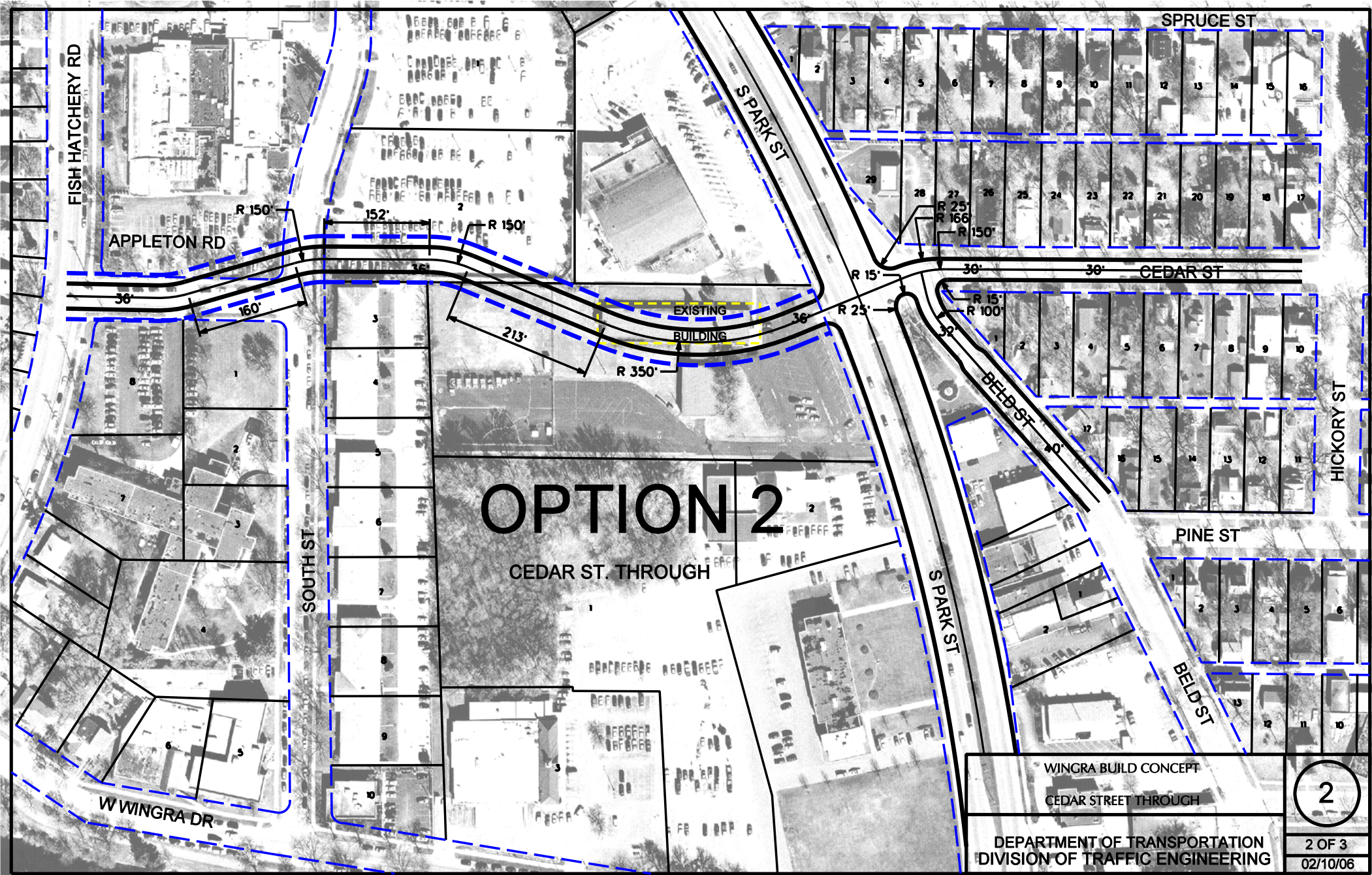
BELD ST. CUL DE SAC  
 WITH ONE WAY / BUS ONLY  
 CONNECTION TO CEDAR ST

WINGRA BUILD CONCEPT  
 BELD ST. CUL DE SAC  
 CEDAR ST. THROUGH

DEPARTMENT OF TRANSPORTATION  
 DIVISION OF TRAFFIC ENGINEERING

1

1 OF 3  
 02/10/06



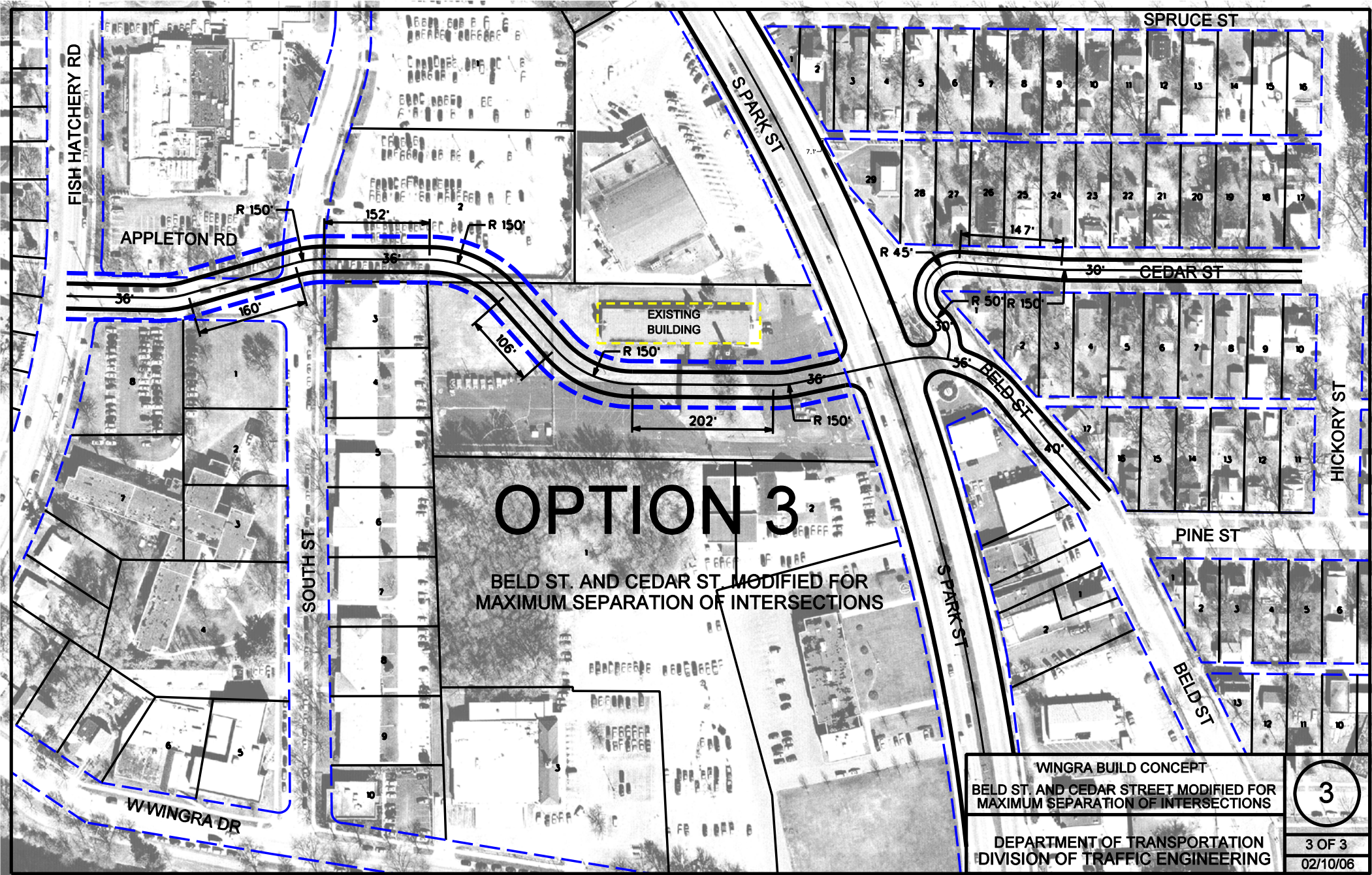
# OPTION 2

CEDAR ST. THROUGH

WINGRA BUILD CONCEPT  
 CEDAR STREET THROUGH  
 DEPARTMENT OF TRANSPORTATION  
 DIVISION OF TRAFFIC ENGINEERING

2

2 OF 3  
 02/10/06



# OPTION 3

BELD ST. AND CEDAR ST. MODIFIED FOR  
 MAXIMUM SEPARATION OF INTERSECTIONS

WINGRA BUILD CONCEPT  
 BELD ST. AND CEDAR STREET MODIFIED FOR  
 MAXIMUM SEPARATION OF INTERSECTIONS

DEPARTMENT OF TRANSPORTATION  
 DIVISION OF TRAFFIC ENGINEERING

3

3 OF 3  
 02/10/06

# Wingra BUILD Concept Plan

## "Traffic Safety Improvement"

**LEGEND**

- Proposed Office, Retail or Mixed Use
- Existing Office, Retail or Mixed-Use
- Proposed Multi-Family Housing
- Existing Multi-Family Housing
- Existing Single Family Housing
- Proposed Parking Ramp

**Legend:**

- Traffic signal location
- Traffic calming
- Pedestrian safety improvements
- Possible on street bike routes
- Proposed road
- 111' Distance between signal lights





# Wingra Area Contexts & Connectivity Map

Feb. 2006



Map 2