



JUDGE DOYLE SQUARE  
**MASTER PLAN**  
CITY OF MADISON, WI

CHAPTER 2  
MASTER PLANNING



Kimley-Horn  
and Associates, Inc.

**Potter Lawson**

*Success by Design*

**UrbanAssets**



## Acknowledgments

To best serve the City of Madison, Kimley-Horn assembled a master planning consulting team that is committed to delivering exceptional service and innovative solutions for the Judge Doyle Square project. Kimley-Horn greatly appreciates the collaborative effort of the entire team in the preparation of this document. Team partners and their areas of master planning responsibility are as follows:

- **Kimley-Horn and Associates, Inc.** – Lead master planning consultant, project management, public involvement, TIA, environmental scoping, parking consulting, structural engineering
- **Potter Lawson, Inc.** – Project architecture, land use master planning, City office space study, project management team
- **Urban Assets** – Lead public involvement, master planning, project management team
- **Mobis Transportation Alternatives / Bikestation** – Bicycle center consultant
- **Ken Saiki Design, Inc.** – Public improvements and streetscape, landscape architecture
- **KJWW Engineering Consultants** – Mechanical, electrical, HVAC engineering consultant
- **PSJ Engineering, Inc.** – Fire protection consultant
- **Mortenson Construction** – Construction cost estimating, construction feasibility consultant
- **Charles Quagliana, Architect** – Historic preservation consultant

Kimley-Horn also appreciates the contributions and partnership of the many City of Madison staff members who contributed to the content and quality of this document. The City of Madison established a Project Team that included key City staff, representing the following agencies and divisions:

- |  |   |
|--|---|
| ▪ <b>Planning and Community and Economic Development</b> | ▪ <b>Facility Management (Division of City Engineering)</b> |
| ▪ <b>Traffic Engineering</b>                             | ▪ <b>Metro Transit</b>                                      |
| ▪ <b>Parking Utility</b>                                 | ▪ <b>City Attorney's Office</b>                             |
| ▪ <b>Office of the Mayor</b>                             | ▪ <b>Monona Terrace Community and Convention Center</b>     |
| ▪ <b>City Engineering</b>                                |   |



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## Contents

This document—**Chapter 2: Master Planning**—is a part of the final report summarizing the Judge Doyle Square Master Plan completed in April 2012. The structure and presentation of the final report has been developed to specifically address the many aspects of the master planning process in a manner that can be easily read as a whole or in parts based on the interest and needs of the reader. The final report is separated into an introduction and eight chapters:

- **INTRODUCTION**
- **CHAPTER 1:** Public Involvement
- **CHAPTER 2:** Master Planning
- **CHAPTER 3:** Underground Parking
- **CHAPTER 4:** Traffic Impact Analysis
- **CHAPTER 5:** Bicycle Center
- **CHAPTER 6:** Environmental Scoping
- **CHAPTER 7:** City Office Space
- **CHAPTER 8:** Project Management

Each chapter has been bound separately and includes applicable images, tables, and drawings to provide additional information and documentation. Each chapter can stand alone as a summary document for a particular aspect of the project. When combined, the document provides a comprehensive summary of the significant areas of information gathering, study, planning, and management for the Judge Doyle Square master planning effort.





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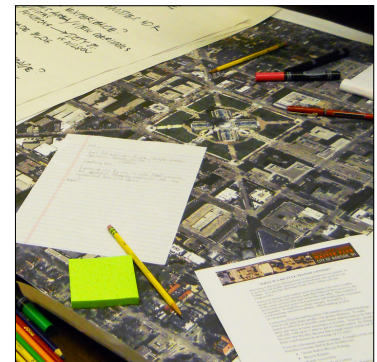
## Chapter 2: Master Planning

### Introduction

The Judge Doyle Square master planning process was a carefully orchestrated effort by a number of experts in the fields of urban planning and design, parking and structural engineering, traffic engineering, architecture, landscape architecture, and public involvement. The result of this process is a concept plan that is market-feasible and has been developed into a conceptual format that can be offered to the private sector through a request for proposal. Further investigation into development scenarios and refinement of the concept are anticipated in subsequent phases of this project.

### Guiding Principles

At the beginning of the master planning process, public input was collected from numerous community stakeholders – including Downtown residents, employees, businesses, real estate professionals, and developers. Based on that input (and collaborative guidance from City of Madison staff), a set of principles—listed below—was established to guide the development of the conceptual plan.



- A. **Parking Garage** – Design the parking structure to provide a customer-friendly parking experience, while optimizing first floor uses.
- B. **Uses** – Create a mixed-use urban environment that includes public space and a dense mix of active retail and restaurant uses, other commercial development like offices or a hotel, and high density residential.
- C. **Sidewalks** – Establish generous sidewalk widths to create a public space that will accommodate outdoor retail and restaurant uses, landscaping, and other urban amenities as well as provide strong pedestrian connectivity and accessibility.
- D. **Scale, Massing, and Design** – Incorporate exciting urban design, architecture themes, and appropriate scale and massing to create a project design that is compatible with surrounding buildings, including historic structures.





E. **Market** – Maximize market feasibility and tax base.

F. **Pinckney** – Leverage the potential of Pinckney Street from the Capitol Square to Lake Monona by developing public spaces, capitalizing on natural views of Lake Monona, and achieving connectivity for pedestrians and bicyclists.

G. **Destination** – Make Judge Doyle Square (JDS) a destination for residents, employees, and visitors by unifying the emerging restaurant and entertainment district in the southeast quadrant of the square with the Monona Terrace Convention Center and the future hotel on Block 88.

H. **Bicycles** – Promote and enhance the use of bicycles as a viable mode of transportation through the creation of a sustainable, secure bicycle center that meets the needs of both the current bicycling community and new cyclists.



I. **Intermodal Connectivity** – Ensure high quality pedestrian and bicycle connectivity to Madison Metro, intercity bus, and potential future passenger rail service.

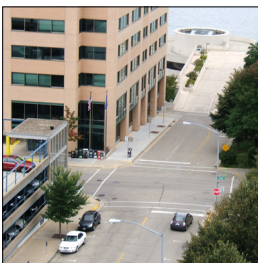
As concepts were developed, the team tested each one using these guiding principles to ensure that the plan was viable. Although there is a healthy tension between pairs of these principles, the recommended concept optimizes each one while honoring them all.

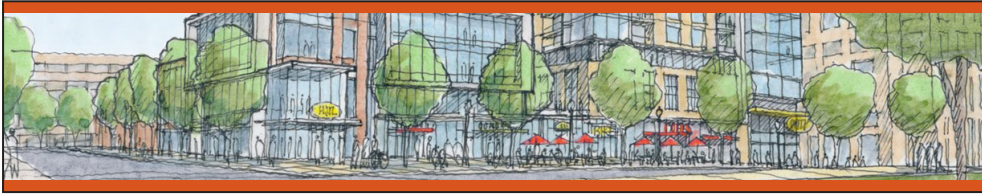


## Programming Elements

As defined earlier, Judge Doyle Square is bounded by Martin Luther King, Jr. Boulevard on the west, Doty Street on the north, Wilson Street on the south, and on the east by a group of buildings that mainly front King Street. Pinckney Street runs through the site and divides Block 88 and Block 105. The following land uses and public spaces are currently found on the JDS site:

- Madison Municipal Building (MMB) on the west half of Block 88
- Surface parking on the east half of Block 88
- Government East (GE) parking garage on Block 105
- Pinckney Street (which separates Block 88 from Block 105)
- Street frontages, including sidewalks along Doty Street and Wilson Street





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The concept plans created for this project focused on Block 105 and the public spaces directly abutting Block 105. A parallel planning exercise is underway to explore the feasibility of a full-service hotel on Block 88. One alternative being considered by the Block 88 team incorporates the MMB as part of the hotel, while a second option does not. The Block 88 team had developed a preliminary plan for the underground parking garage that would meet the parking requirements for a full-service conference hotel as well as accommodate additional uses on Block 105.

As the JDS master planning process unfolded, the JDS team evaluated this preliminary plan within the context of the design principles, the City's existing parking needs, and the parking requirements for the proposed future uses on Block 105. The Technical Workshop with City staff provided the opportunity to test a number of scenarios for the new underground parking garage, as well as define some of the limitations and trade-offs. Community input received from the public meetings also helped to shape the final recommended concept plan. The parking garage recommended as part of this master plan is to be constructed underground—underneath the current surface parking lot on Block 88, Pinckney Street, and Block 105. The structure will provide approximately 1,300 total parking spaces on up to five levels.

The Block 105 portion of the project is the focus of this master plan. As the plan was developed (in conjunction with public and stakeholder input), the following potential above-ground programming elements evolved for Judge Doyle Square:

### *Mix of Street-Level Uses*

- Retail and restaurant uses on the first floor (at the street level) are an important element of the master plan. These land uses will help generate activity that will enliven Pinckney Street and create a sense of place as well as a unique destination. JDS is nestled within a cluster of existing retail uses—particularly restaurants. The focus groups—including the retail, restaurant, and real estate focus groups—validated this strong activity cluster and were instrumental in identifying the types of retail uses that would be successful as well as helping identify location and space requirements. With regard to adding more restaurants in the area, the restaurant focus group indicated a sense that the overall restaurant market could be enhanced—especially given the proximity of JDS to potential additional hotel beds. Results from the public meetings also indicated strong support for the inclusion of retail uses in the redevelopment of JDS.



Street-level restaurant (Delmonico's) located at the corner of Doty Street and Pinckney Street.



### *Bicycle Center*



- A potential bicycle center—to provide a variety of bicycle-oriented amenities—was the only other specific land use identified at the beginning of the master planning process (other than the underground parking garage). Mobis Transportation Alternatives was charged with developing the conceptual plan and preliminary feasibility study to help the City determine if a bicycle center could be a part of the redevelopment concept. –This process included a survey of the bicycling community, a bicycle focus group that included representatives from a variety of stakeholders, and strong participation from the bicycling community at the public meetings. Due to the significant interest and support for a bicycle center, the JDS team also met with the Downtown Madison Inc. (DMI) Bicycle Subcommittee and the Greater Madison Bicycling Advisory Council (coordinated by the Bicycle Federation of Wisconsin) to share the preliminary concepts and seek feedback. Reflecting their strong support for the bicycle center concept and a desire to facilitate its inclusion in the redevelopment of Block 105, both the DMI Bicycle

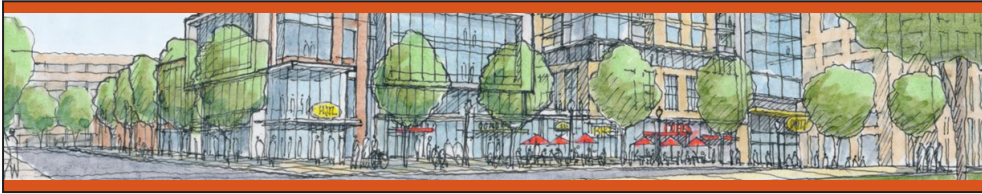


Subcommittee and the Bicycle Federation of Wisconsin have developed vision statements and specific recommendations. Both of these documents are included in Appendix 1-B of Chapter 1: Public Involvement. Recommendations for the bicycle center are included in Chapter 5: Bicycle Center.

### *Mix of Above-Ground Uses (Commercial/Hotel)*

- Commercial development (including office space) has been determined to be an appropriate use at this location. According to the real estate and developer focus groups, however, JDS is not a prime location for new Class A office space because Block 105 is one block off the Capitol Square—which is the prime location for Class A office space. Judge Doyle Square would be appropriate for Class B office space (such as government offices).
- In addition to government offices, this site could also be appropriate for a smaller, “boutique” hotel. The 2008 Hunden Report indicated there is additional market capacity for hotel beds within this area beyond those potentially to be provided by the proposed Block 88 hotel. The potential Block 105 hotel, which likely would be a boutique hotel with limited services, would also complement the retail and restaurant uses recommended for the first floor—essentially providing those uses with a built-in market.





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### *Above-Ground Residential*

- Residential development (in the form of a residential apartment tower on Block 105) has been identified as a natural fit for this area. JDS is located in proximity to commercial and government uses, as well as other residential development. The Madison Mark apartments are adjacent to the project site, and luxury condominiums are located on the south side of Wilson Street. Current market conditions for financing residential development (especially high-end apartments) are favorable at this time, and both the real estate and developer focus groups recommended a residential tower at this location. One advantage of this site is that the upper floors of the residential tower would be able to capitalize on views of Lake Monona and the Capitol. Like the hotel, the residential uses would complement the mix of retail uses recommended for the first floor.

### *City Office Space*

- City offices could be needed on Block 105, if the MMB was adapted to another use as part of the potential new hotel being considered for Block 88. The JDS team worked closely with City of Madison Facility Management staff to analyze space needs for various departments and developed a plan that would meet both current and future space needs. This space needs assessment and plan is detailed in Chapter 5.

Office space for City staff is currently provided within the Madison Municipal Building (below).





To maintain the proximity of City functions currently in the MMB with those functions now located in the City County Building, the JDS team recommended incorporating the new/relocated City offices within the Block 105 redevelopment if the Block 88 hotel proposal requires City staff relocation from the MMB. Input from the real estate and developer focus groups also indicated that government offices would be an appropriate use at this location.

### *Public Improvements*

- Public improvements are a critical component of this master plan. These types of improvements are beneficial because they not only serve the overall needs and requirements of the community, but also enhance the aesthetics and overall viability of the redevelopment project. Public improvements were important design elements considered as various plan were initially developed. Public improvements also were at the forefront of input received during the public engagement process.

## **Conceptual Building Design**

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As part of the master planning process, a concept plan was developed showing one potential building design—including an underground parking garage, above-ground street-level retail and restaurants uses, and commercial and residential towers above the first floor uses. These concepts are illustrated through the use of architectural renderings, building massing models and conceptual floor plans. The recommended concept plan is presented in the following sections. Although ultimately different uses may be developed instead of the ones shown, the concept plan is consistent, comprehensive, and complete to illustrate a feasible redevelopment plan for Judge Doyle Square.

### *Underground Parking Garage*

The underground parking garage is an integral part of the redevelopment of Judge Doyle Square. The garage is designed to incorporate approximately 1,300 total parking spaces to meet both existing parking requirements and those generated by potential new development on Blocks 88 and 105. The recommended concept plan focuses on integrating the parking garage into the JDS development such that it supports the uses but does not compromise the urban design or impede the creation of lively above-ground public spaces. A full discussion of the underground parking garage is included in Chapter 3.

Vehicular access to the underground parking garage is provided at locations on Blocks 88 and 105—with two entry/exit points on Doty Street and two on Wilson Street. The Doty Street access point west of Pinckney Street and the Wilson Street access point east of Pinckney Street each has three lanes—one in, one out, and one reversible lane



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at Doty Street and one in, two out at Wilson Street. The Wilson Street access point east of Pinckney Street and the Doty Street access point west of Pinckney Street each has two lanes—one in and one out. In total, 10 entrance and/or exit lanes are provided, with the ability to utilize five entrance lanes and six exit lanes to serve the peak direction.



Conceptual Ground Level Plan  
 for Block 105.



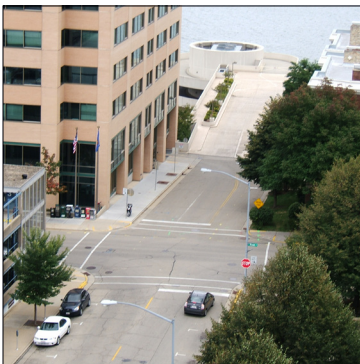
Pedestrians may access the parking garage through four public access points—three of which are equipped with elevators. In addition, separate private garage access points are included for the potential hotel, office, and residential uses. Bicyclists are provided parking at the street level and within the parking garage. Bicyclists using public parking in the garage will be directed to the first below grade parking level (Level U1). One option developed for the Block 105 Wilson Street entrance (east of Pinckney Street) accommodates a shared auto/bike lane and provides a clear route around the access control gate. Otherwise, bicyclists will be able to access the parking garage via the public elevators.

### *Street-Level Retail and Restaurants*

Key to the planning of the redevelopment of Block 105 is the desire to incorporate new retail and restaurant opportunities at the street level on Doty Street, Pinckney Street, and Wilson Street. With additional retail stores and restaurants fronting each of these streets, there is an opportunity for this redevelopment to serve as a catalyst for transforming this area of Downtown into a unique destination. The area surrounding Block 105 currently contains a mixture of residential units, commercial offices, governmental offices, retail businesses, and restaurants. The Block 105 site is also near City, County, and State governmental offices and is well-oriented to the activities of many Downtown workers. In addition, it is close to the Monona Terrace Community and Convention Center and the State Capitol—important attractions to out-of-town visitors. King Street and the surrounding streets (including Wilson Street) have for years provided local retail and restaurant opportunities that cater to the activities of workers, visitors, and residents in this section of Downtown.

Top: View looking south toward Lake Monona.

Bottom: View looking north along Pinckney Street.



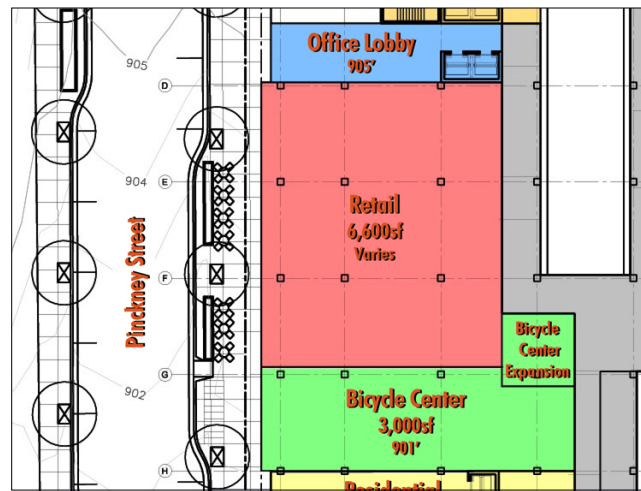
The existing above-ground parking garage serves the important need for vehicular parking within this section of Downtown, but it also acts as a barrier to weaving together the street-level retail and restaurant fabric of this area. One of the challenges inherent in the redevelopment of this portion of Block 105—especially the desire to create pedestrian-friendly street-level uses—is the slope of the site. The high point of Block 105 is at the intersection of Doty Street and Pinckney Street. From this intersection, the site slopes down approximately 5 feet along Doty Street toward King Street, and down approximately 7.5 feet along Pinckney Street toward Wilson Street. From the Pinckney Street/Wilson Street intersection, the site slopes approximately 6.5 feet along Wilson



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Street to the east. Across the site—from the high point in the northwest corner to the low point in the southeast corner—there is a change in elevation of approximately 14 feet. Therefore, the slope of the site along each of the streets requires that the street-level floors of the retail spaces be stepped in elevation to accommodate accessible pedestrian access.

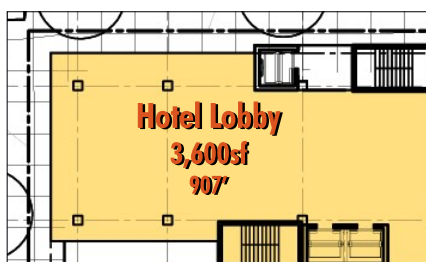
The recommended concept plan has accommodated this stepping along Doty Street and Wilson Street by carefully designing the location of the parking garage entry and exit points. By stepping the retail floor elevations along Pinckney Street, there is more flexibility in locating retail stores and entrances along the sidewalk while also providing the ability to utilize flexible retail space configurations. Without stepping the floor elevations, portions of the retail floors would be significantly above or below the sidewalk elevation. Although this approach would be more structurally straightforward (and thus more cost-effective), it would negatively impact the street-level pedestrian retail experience. By approaching the concept plan design in this manner, the plan has incorporated multiple retail floor levels along Pinckney Street, which provides retail flexibility and optimizes pedestrian accessibility.



Above: Enlarged conceptual ground level plan at Pinckney Street retail space.

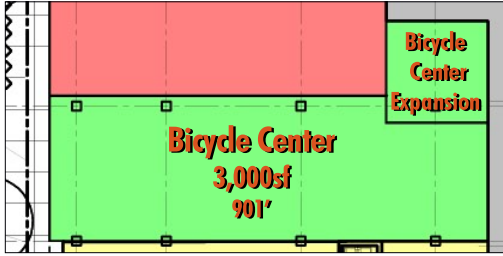
Below left: Enlarged conceptual ground level plan at hotel lobby.

As a part of the recommended concept plan, entry and exit lobbies have been distributed around Block 105 to serve the above-ground development, while also supporting and enhancing the street-level uses. The concept plan illustrates separate lobbies for the office/hotel and residential towers—located above the street-level development along Pinckney Street—to increase pedestrian activity on Pinckney Street. The specific type, size, and economics of the above-grade development(s) are not known at this time, and it's likely that the size and configuration of the lobbies will be strongly influenced by the scope and type of development that ultimately occurs on Block 105.



The recommended concept plan also includes a boutique hotel along Doty Street. The location of the hotel lobby is shown at the corner of Pinckney and Doty Streets, which helps provide prominent visibility for passing motorists, bicyclists, and pedestrians. In addition, the corner of Pinckney and Wilson Streets provides a unique opportunity for retail development. Immediately adjacent to the hotel lobby is the entry lobby for the office tower on Pinckney Street. This location has been chosen for its proximity to Doty Street, Block 89, and the Capitol Square.





A high level of visibility for the bicycle center is an important element of this concept plan, especially in helping to attract users and promote the center’s continued use. The entry to the bicycle center is shown on Pinckney Street in a prominent, highly visible location – especially for bicyclists traveling along Pinckney Street (to and from the Monona Terrace Community and Convention Center bicycle elevator). This entry location provides safe, convenient connectivity to the City’s bicycle network from



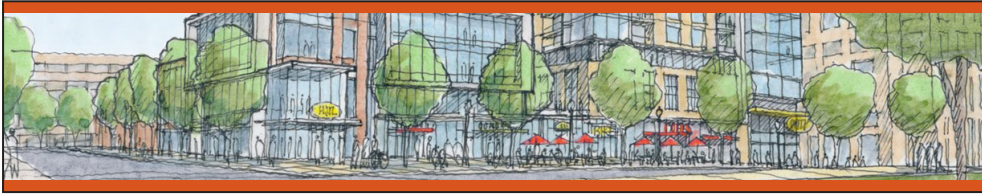
multiple directions. Underground garage access points for automobiles are located on Doty Street and Wilson Street, to help stress the importance of Pinckney Street as a bicycle- and pedestrian-focused environment. The connection from the Lake Monona bicycle path via the Monona Terrace bicycle elevator to the Capitol Square is shown as a specific infrastructure enhancement, specifically included as a component of the Public Improvement Plan.

This set of enhancements is intended to help promote and encourage bicycling to and from this area of Downtown Madison. In addition, modifications to Wilson Street to provide a counter flow bicycle lane are recommended in this concept plan, to increase bicycle safety and connectivity through this area of Downtown.

Top photo: Enlarged conceptual ground level plan at bicycle center.

From a planning standpoint, the location of a bicycle center at the southwest corner of Block 105 provides the deepest interior building space due to the location of the Wilson Street garage entrance. This building space orientation is most efficient for the bicycle center, and less desirable for retail development, due to its overall depth. Options were studied for locating the bicycle center on the first parking level below grade, but access and visibility were determined to be significant design challenges. In addition, concepts were discussed for locating the bicycle center on the first level, above the retail/sidewalk level. However, due to access challenges, this location was not considered to be a desirable alternative. It is important to note that covered public bicycle parking—in addition to the bike parking provided within the bicycle center—will be located at the street level (directly off Wilson Street, across from the State of Wisconsin Department of Administration building).

The location and visibility of entry/exit access to the underground parking garage is vitally important to the long-term success of the garage. This concept plan balances



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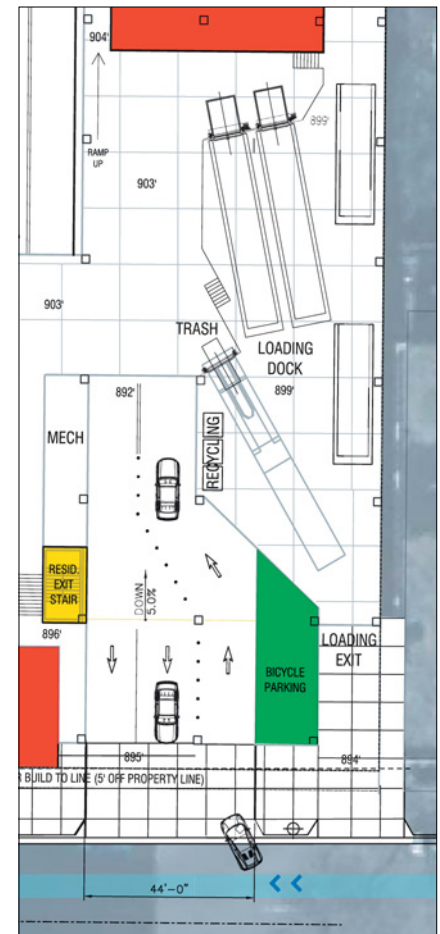
the desire to create an urban retail destination, provide a safe and attractive pedestrian environment along the three streets, accommodate loading/unloading to serve the development, and provide highly visible entry/exit points for the parking garage. The parking garage access drives are located centrally within the block, allowing retail and lobby spaces to activate the public street space on either side of the drives. The entry/exit points on Block 105 have also been illustrated to function as a single entry and exit lane on Doty Street and Wilson Street, to maximize the retail frontage available at the street level. To enhance pedestrian safety, the corners of the retail uses opposite a parking garage exit are shown “clipped” or “notched,” to enable drivers to more readily see pedestrians as they exit the garage.

Pedestrian movement to/from the parking garage is also an important design consideration. Users of the garage need visible elevator and stair cores within each parking level to facilitate recognition and orientation. Upon exiting at the street level, garage users will desire easy orientation within the development and the streetscape. The distances between the stair exits from the parking levels are also dictated by building codes and emergency egress requirements. Conceptually, combining the elevator(s) and stairs into single identifiable cores within the parking garage and along the streets makes the most sense, to avoid confusing or disorienting parking garage users upon entry/exit.

In addition, the recommended concept plan combines elevator and stair lobbies located along Pinckney Street and Doty Street. To provide immediate orientation upon exiting the garage and immediate recognition upon return, these lobbies are shown near the street face of the development. While these locations occupy valuable retail frontage, they also serve an important function by providing a customer-friendly experience for parking garage users. The location of an elevator/stair core along Doty Street is important to enhance pedestrian traffic to/from King Street as well as retail and other businesses located to the east of the parking garage. The other parking garage elevator/stair core is located on Pinckney Street to enhance and encourage pedestrian activity to/from the garage. This elevator/stair core location is also central to retail uses along Pinckney Street and other surrounding development, including the Monona Terrace Community and Convention Center.

The recommended concept plan balances the functional needs of the entire block, along with the desire to create as much retail space along the streets as possible. To maximize the retail space along the street, the loading, unloading, and waste management requirements were internalized into the center of the block. The concept plan incorporates an internal service drive that allows trucks to drive forward into the loading area, thus eliminating the need for service vehicles to back into the building off the public streets as well as the need for on-street loading.

Enlarged conceptual ground level plan at Wilson Street vehicle entrance and loading dock.





The recommended concept plan includes an entry driveway to a service drive on the east end of the Block 105 development (off Doty Street) with an exit onto Wilson Street. The size of the loading/unloading area will need to meet all applicable City of Madison zoning requirements (based upon the specific uses within the building). This concept plan includes two internal loading docks, along with a trash dumpster pick-up area. Additional loading zones can also be accommodated within the enclosed loading area. Centrally oriented, the loading area connects with a service corridor in the center of the building that provides access to sidewalk-level retail spaces, as well as access to each of the tower lobbies. This loading concept allows for deliveries and trash to be moved easily through the center of the building to/from the loading dock.

Conceptual Block 105 floor plan at hotel/residential levels.

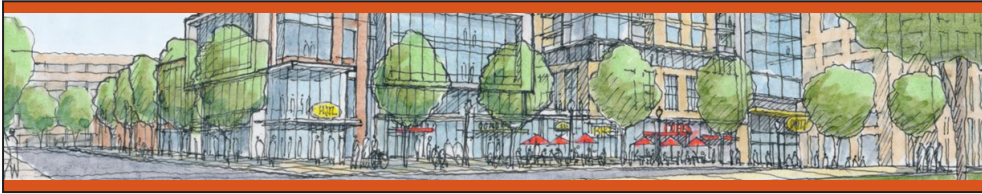
### *Commercial and Residential Floor Plans*



Several potential development scenarios for the upper floors of the building were evaluated, and there are numerous options and potential uses that could be accommodated within the redevelopment of this portion of Block 105. The feasibility of the options are all dependent upon specific market conditions and economics of the development scenarios. The recommended concept plan was strongly influenced by input received at the public meetings and focus group sessions. The recommended concept plan provides a mix of uses and generates activity on the block during all hours of the day. In addition, such a mix of uses will help generate more activity than any single development/building use above grade. Providing activity throughout the day and evening builds upon the vitality that exists in the King Street area and adds to the “destination” qualities this redevelopment can provide. It is important to note, however, that specific development plans and associated uses will ultimately be determined through a proposal evaluation/approval process (to be undertaken by the City of Madison).

The recommended concept plan includes two primary building towers—one that parallels Doty Street, and an L-shaped residential development





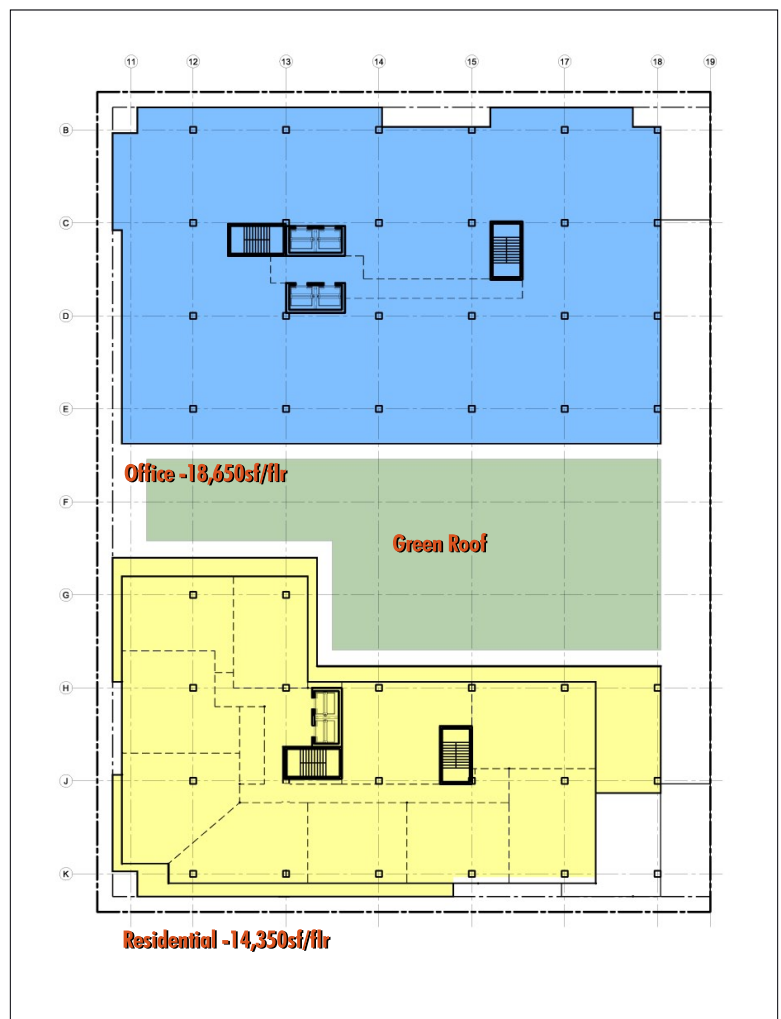
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along Wilson and Pinckney Streets. The space between the two towers could potentially be developed as an accessible green roof, which could provide a unique public amenity and potential outdoor space for building occupants.

The plan proposes a mix of uses for the building located on Block 105 along Doty Street. On the lower floors (immediately above the street level), commercial office space is illustrated. While current market conditions render the development and leasing of additional commercial office space a challenge in this area, there may be an opportunity to locate smaller commercial office space on Block 105. This new space would add density to this area of Downtown and provide an attractive office location that is not immediately adjacent to the Capitol. The floor plates of the commercial offices could be designed wider and deeper than the development above to accommodate flexible office space configurations—i.e., single or multiple businesses located on any one floor. If commercial offices were to be developed on Block 105, it seems appropriate to locate them near the Block 89 office development and the Capitol Square. On the floors above the commercial office space, a boutique hotel is illustrated as a potential use. The required width and depth of a potential hotel is significantly different than that of commercial office use; thus, building setbacks and stepping in the building mass can occur without compromising internal building functions.

There was considerable discussion during the public meetings about the desire to add activity and energy to this section of Downtown. With the number of governmental office buildings located within the vicinity of Block 105, the area is generally quiet after regular business hours. In addition, from discussions with focus groups, a need was identified to provide additional residential opportunities within the Downtown. With this in mind, a residential tower along Wilson Street is shown in the concept plan. This location is in proximity to existing residential development in the area, including the Madison Mark Apartments, the Marina Condominiums, and the Bellevue Apartments. Further, locating potential residential development at this location provides opportunities for south daylight and views of Lake Monona.

Conceptual Block 105 floor plan at office/residential levels.





Maximizing the development density of any above-grade redevelopment on this section of Block 105 is an important planning objective, which will help enhance vitality and activity in this area of Downtown Madison. The concept plan allows for the building towers to be constructed up to the Capitol View Preservation height limit, which in this concept plan allows for 11 floors of apartments above one level of retail uses on Wilson Street and 10 floors of office and/or hotel development above retail uses on Doty Street.

### *Architectural Renderings*

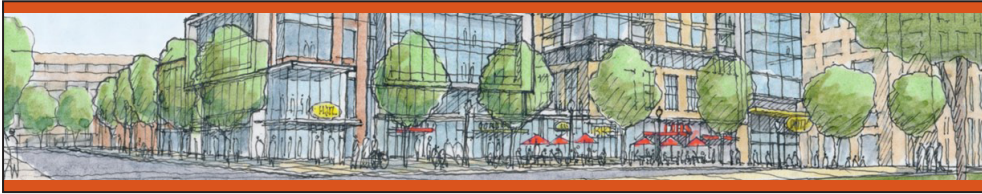
Two conceptual freehand architectural character sketches were created during the planning process to provide a sense of what the development might look like and to illustrate the massing, building height, and street-level character.

The first image is an overall building view from Doty Street, looking west. This view illustrates the scale of the two major building masses on the site. The office/hotel tower is located on the left side of the illustration, at the corner of Doty and Pinckney Streets. The residential development is located on the right side of the illustration, at the corner of Pinckney and Wilson Streets.

The mixing of hotel and office uses in the building tower on Doty Street provides an opportunity for building setback and step backs along the street. This design approach has multiple benefits in helping to reduce the scale and massing of the tower along Doty Street. It allows stepping of the building toward the historic Fess Hotel and improves the ability to increase daylight to the street. In the illustration, the office

Conceptual view of Judge Doyle Square looking east along East Doty Street.





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Conceptual street-level view of Judge Doyle Square looking south along South Pinckney Street.

floors are given a distinct expression on the exterior façade by increasing the amount of exterior glazing. This additional glass allows for future flexibility for office build-outs and possible future reconfiguration of the interior office floor plates over time, as building occupants change. In contrast, the hotel floors are shown with less glass and are expressive of the interior hotel room layouts.

There is also an opportunity to give the top of the building a special design treatment. With long views down Doty Street, a distinctive building top treatment may be desirable, and would distinguish this structure within the City skyline. The illustration in the rendering shows the expression of the top floors of the hotel as a unique visual marker that could be lit at night. At the street level, the potential hotel is envisioned to have a special transparent two-story corner entry, which is shown in both illustrations. The corner entry is set back and shown as mostly glass, so that hotel lobby activity can be seen from the street.

Transparent storefront spaces are shown along Pinckney Street—to provide flexible retail spaces that offer visibility for bicyclists and vehicles, as well as to provide window shopping opportunities for pedestrians. Building signage for the retail uses should be provided in a manner that specifically addresses pedestrian, bicycle, and vehicular traffic.

The residential development (to the right in the illustration) is imagined to have a complementary but distinct character from the hotel and/or office development. The residential component is likely to include balconies to take advantage of views between and over adjacent buildings toward Lake Monona. In addition, glazed building corners and balconies would provide opportunities for residents to enjoy Downtown views. A unique top might also be provided on this building, to potentially be developed to reflect the specific unit types and marketability of upper-level residential living units. At the street level at Pinckney and Wilson Streets, a corner retail tenant is envisioned to allow for excellent street-front visibility.



The second illustration shows a view from Pinckney Street to the south, across the Monona Terrace parking structure and toward Lake Monona. As one of the more unique locations in Downtown Madison, Lake Monona is visible from this area of Pinckney Street. At the corner in the foreground is the two-story hotel lobby and entrance canopy with signage for the potential hotel. With this recommended concept plan, the entire length of Pinckney Street will be activated—by retail storefronts, the bicycle center, and pedestrian lobbies for the offices, parking garage, and residences. Along Pinckney Street, outdoor dining tables and umbrellas are illustrated as well.

### *Building Massing Model*

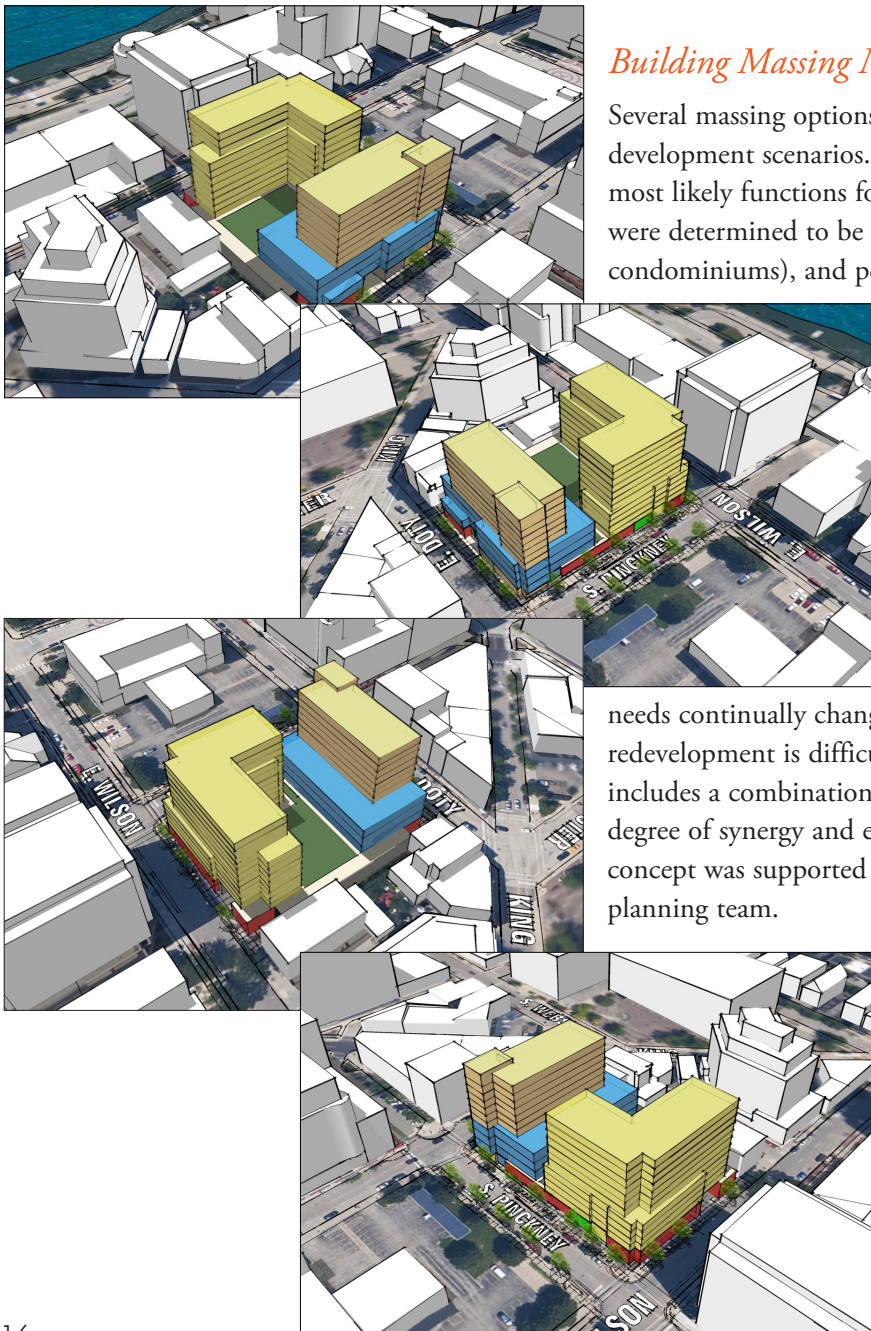
Several massing options were studied for the various potential development scenarios. As noted in previous sections, the most likely functions for development above the sidewalk level were determined to be office space, residential (apartments or condominiums), and potentially a boutique hotel. The market

feasibility of above-grade land uses was not evaluated, but based upon discussions during public meetings and focus groups, the most market-feasible development at this time appears to be residential apartments.

This is not to say that residential is the only viable redevelopment option for Block 105. However, it is important to note that market factors and market

needs continually change, and the final form of Block 105 redevelopment is difficult to predict. The concept illustrated here includes a combination of uses above grade, providing a high degree of synergy and energy on this portion of Block 105. This concept was supported in the public meetings and embraced by the planning team.

One consistent theme that emerged from all of the options explored was the idea to maximize street/sidewalk-level retail and restaurant opportunities. Descriptions of the options follow.

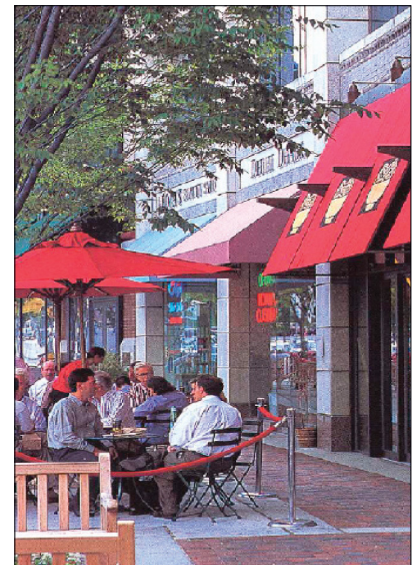




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- Option A illustrates a fairly dense massing of the residential development, along with an office development. Both towers have L-shaped plans that reduce the size of the green roof.
- Option B is similar to option A, but reduces the size of each development and creates a larger green roof space between the building masses.
- Option C shows a larger apartment development to the south, reduces the amount of office space, and adds a boutique hotel with approximately 128 rooms above the office space.
- Option D shows two apartment developments above grade.

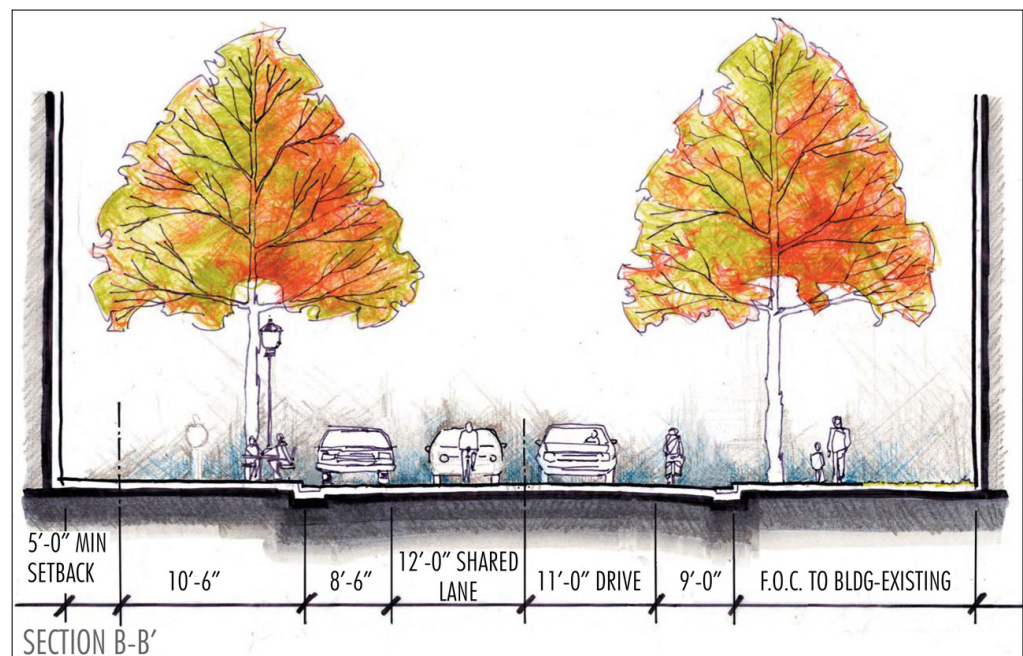
The massing concept for the redevelopment of this portion of Block 105 is envisioned to be relatively dense, thus maximizing the amount of above-grade development. Ideally, a mix of land uses should be provided above grade, although this is not a required element of a successful redevelopment concept for Block 105.



## Public Improvements

Public improvements—i.e., public streets, utilities, streetscape amenities, landscaping, etc.—must be designed as primary elements within any system-wide, community-serving infrastructure, as such improvements are integral components of the infrastructure. There are both requirements and limitations resulting from this responsibility. Some of these are straightforward, such as the provision of utilities and roadway design to facilitate efficient circulation patterns. There are also aesthetic and placemaking responsibilities. As such, public improvement design needs to address the system-based requirements as a first priority.

Next, public improvements need to support the viability of the redevelopment project—in this case, Block 105. These public improvements should be designed in a manner that supports and enhances the



Conceptual street section view looking east along East Wilson Street.



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operation and marketability of the Block 105 redevelopment as well as the experiences of its customers and residents. The recommended redevelopment concept for Block 105 emphasizes street-level commercial activities, and these activities will be affected and supported by the public improvements in the area—if such improvements are designed, implemented, and properly maintained.

As described above, the bicycle center is an important part of the redevelopment concept, as it supports site-specific and community-wide bicycle utilization objectives. Further, public improvements that are supportive of a bicycle center in this location are a high priority in this area of the redevelopment concept.

To optimize the impact of the public improvements on the redevelopment concept, the improvements should be designed simultaneously with the private redevelopment. While some aspects of public improvements can be identified in a general sense, final public improvement design—including material selection and other design details—should be closely coordinated with the specifics of the redevelopment project.

### *Design Principles for Public Improvements*

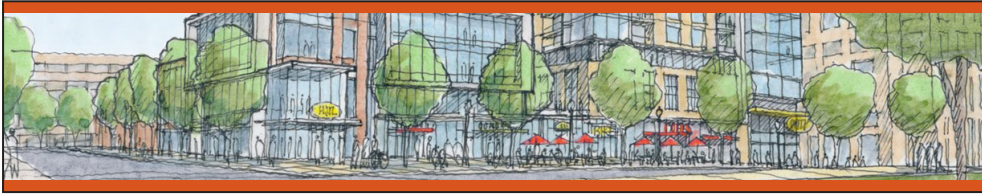
#### **Streets**

Streets and sidewalks located within the public right-of-way are intended to serve motorized vehicles, bicycles, and pedestrians. Vehicular traffic flow through and around the isthmus is complicated and changing. The impacts of this development are addressed in Chapter 4: Traffic Impact Analysis. Significant changes to traffic flow need to be based on a system-wide traffic circulation strategy, and must carefully consider existing and future traffic needs.

The existing one-way pair of Doty and Wilson Streets serves multiple roles related to vehicular circulation. Peak-hour parking restrictions are in place along Doty Street, which allow for increased traffic capacity during the p.m. peak period. In addition, Doty Street contains a number of temporary bus stops that are operational during special events on the Capitol Square and/or Martin Luther King Jr. Boulevard. Wilson Street also serves a number of bus routes. In addition, Pinckney Street carries occasional bus traffic when Martin Luther King Jr. Blvd. is closed for special events.

Short-term on-street parking in the Block 105 vicinity serves surrounding land uses, and additional convenient short-term parking will be needed as a result of the proposed land uses contained in this conceptual redevelopment plan.

Within the bounds of this project area, a key objective is to minimize the detrimental impacts to the overall traffic circulation system. The plan therefore recommends



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maintaining two-way vehicular circulation on Pinckney Street to allow the one-way pair of Doty and Wilson Streets to operate efficiently. The proposed conceptual plan for Judge Doyle Square eliminates the existing entry into the parking garage off of Pinckney Street, allowing Pinckney to remain a lower-volume street that could possibly operate satisfactorily with reduced curb-to-curb pavement width. Additionally, some on-street parking spaces along Pinckney Street could be removed, and this space could be incorporated into an enhanced sidewalk/public improvement space.

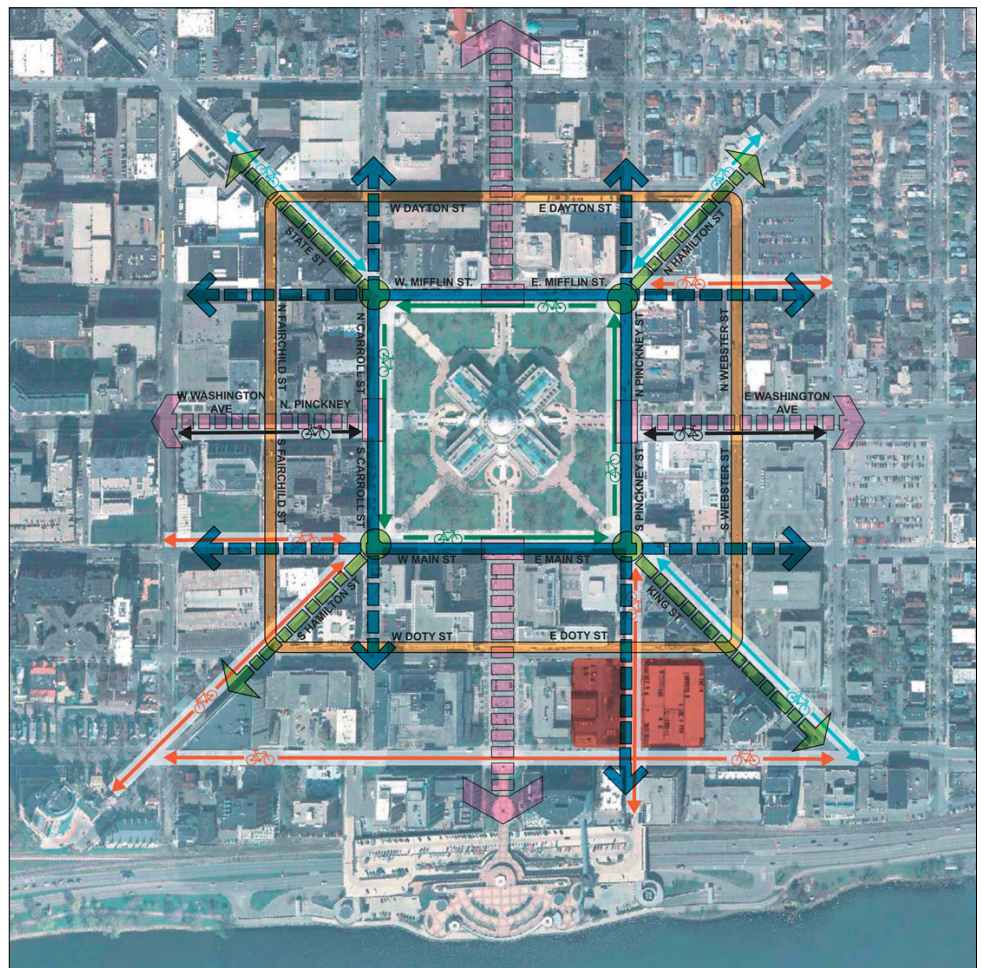
Wilson Street and Doty Street bordering Block 105 have less functional flexibility (related to street width) due to traffic circulation demands. Other than the small curb “bump-outs” on the inner side of the Doty Street outer loop configuration, this concept plan recommends that street widths for Doty and Wilson Streets remain as they currently are.

The recommended concept plan also includes:

- A maintained temporary bus stop at the southeast corner of Pinckney Street and Doty Street
- Sufficient turning radii for bus turning movements—specifically, eastbound Doty Street to southbound on Pinckney Street, and southbound Pinckney Street to westbound on Wilson Street
- Restricted parking during the p.m. peak travel period on the curbside lane, on the south side of Doty Street

Another component of this master planning effort included a study of the hierarchy of streets in Downtown Madison, and their relation to Block 105. This hierarchy of streets contributes to the overall sense of place in Downtown Madison, and was a serious consideration in the design of the streets around Judge Doyle Square.

Street hierarchy in central Downtown Madison.

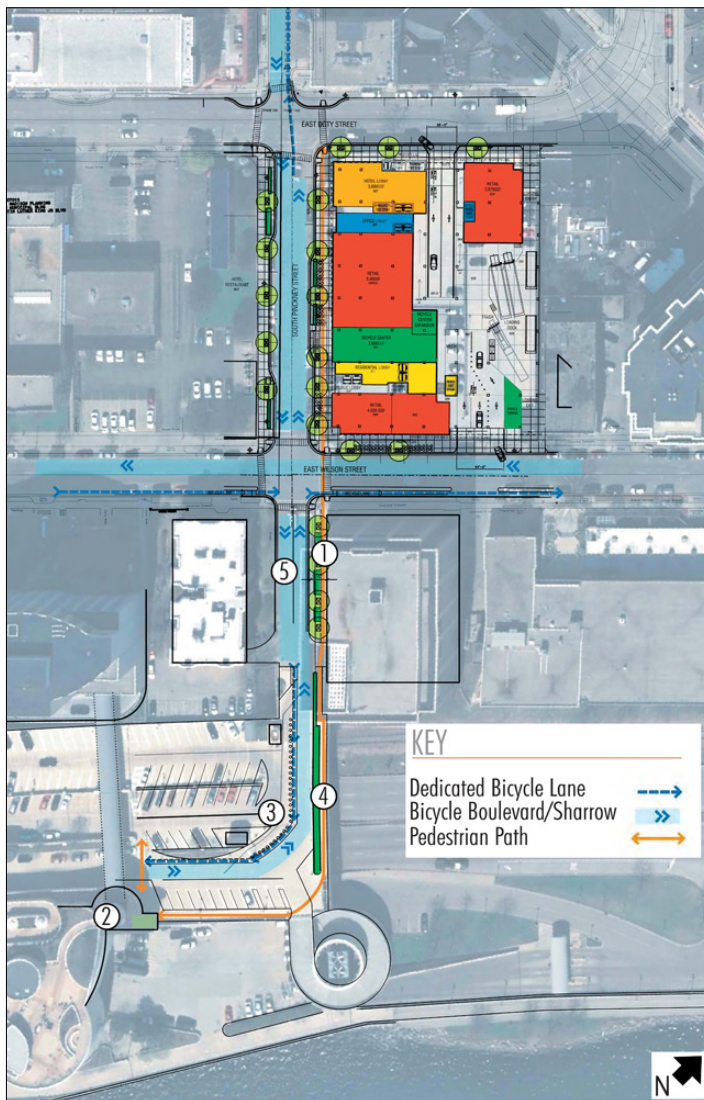




### *Bicycle Circulation Improvements*

The success of the proposed bicycle center will depend upon safe and convenient bicycle circulation to and from the center’s recommended location on Block 105. Such bicycle circulation enhancements will help reinforce the bicycle center’s location and thus help support its feasibility. These improvements will also help to support this location as a potential future rail/transit hub and/or intermodal convergence point. To that end, the recommended concept plan includes a range of bicycle circulation improvements.

Proposed Judge Doyle Square bicycle/pedestrian connections and improvements.

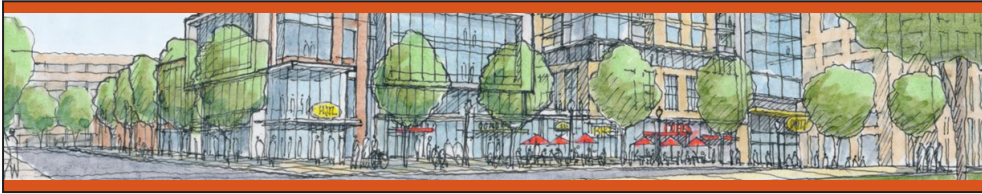


The concept plan designates Pinckney Street as a bicycle boulevard, providing two-way bicycle circulation and travel lanes shared with motorized traffic. The low volume of motorized traffic on Pinckney Street supports the shared use of travel lanes as a safe and efficient design concept at this location. A counter-flow bicycle lane (northbound on Pinckney Street across Doty Street)—designed in a manner that is consistent with the city’s outer loop reconstruction template—will improve bicycle connectivity to the Capitol Square.

A significant issue for bicycle circulation in this area is the absence of a safe and convenient west-to-east route in the Wilson Street travel corridor. To address this concern, the recommended concept plan includes a counter-flow bicycle lane on the south side of Wilson Street. To maximize its effectiveness, this Wilson Street counter-flow bike lane should be continuous—from the Wilson/South Hamilton Street intersection to the Wilson/King Street intersection. This recommended improvement will require the removal of on-street parking from the south side of Wilson Street (a total of 38 spaces).

Another recommended bicycle system improvement is an enhanced connection from the Monona Terrace Community and Convention Center bicycle elevator across the Monona Terrace parking structure to the recommended bicycle boulevard on Pinckney Street. Although this bicycle circulation pattern currently exists informally, any formalized configuration of this potential bicycle connection will need to be resolved with the State of Wisconsin and Monona Terrace as part of subsequent project development phases. The ultimate redevelopment of Block 105 will increase the mix of land uses and density on the block, and thus will require





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additional bicycle parking in a variety of forms. Among these, convenient, street-level public bicycle parking will need to be incorporated into the final streetscape design. Often, bicycle parking facilities compete with other streetscape components for space, and may or may not be completely compatible with (or desired by) the adjacent land uses. Previous experience suggests that the specific amount and placement of bicycle parking—other than bike parking associated with the proposed bicycle center—is best determined once specific uses and operators are identified. The final design and placement of bicycle parking is typically developed in a manner that supports the entire redevelopment project, as well as enhances the surrounding neighborhood.

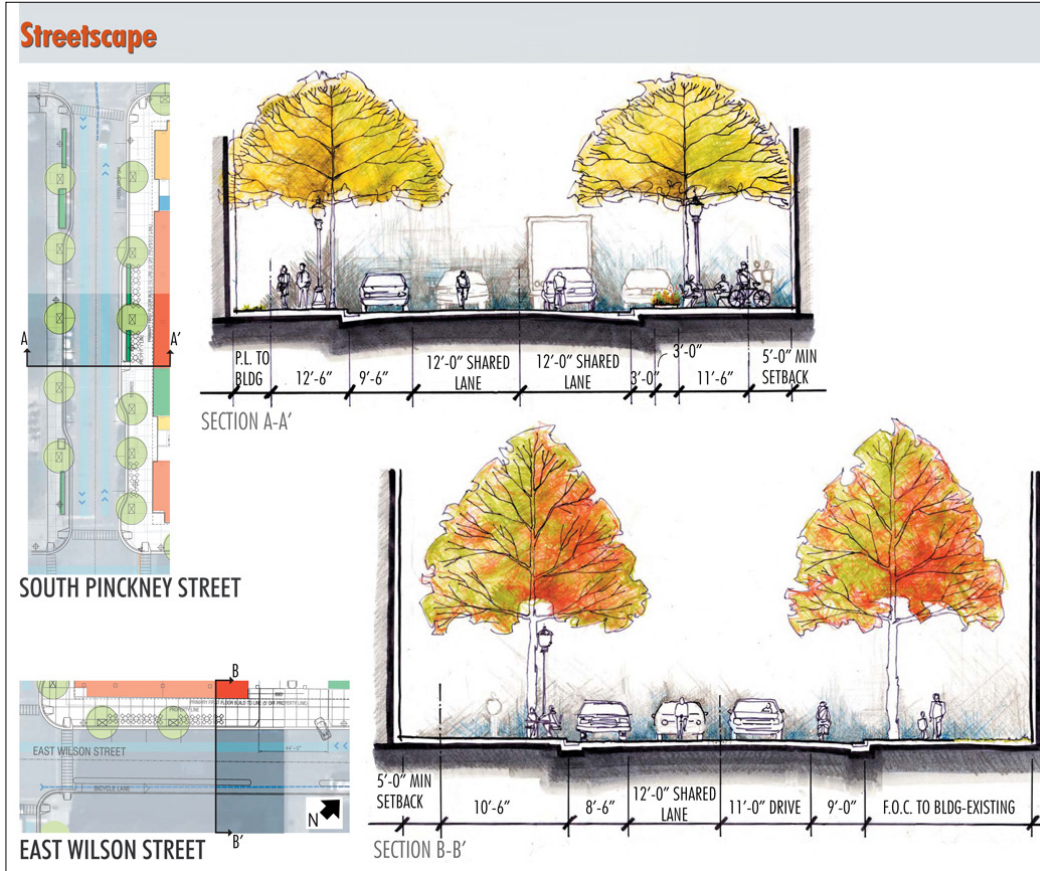
## *Redevelopment Support – Streetscape*

The Judge Doyle Square conceptual redevelopment project will benefit from properly prioritized and designed public improvements. An integral part of the redevelopment scheme is the focus on street-level retail and restaurant space. While similar uses are relatively abundant in the neighborhood, focus group discussions have indicated that more retail and restaurant activity will support existing uses. The concept plan provides flexible space for outdoor merchandising and outdoor cafes that will contribute to the viability of each street-level use as well as to the entire “public realm.”

Public improvements should be designed with support of street-level uses as a primary priority. The concept plan includes a potential boutique hotel within the multiple-use redevelopment concept. A specific design response to this land use is a drop-off/loading zone near the corner of Pinckney and Doty Streets. A further architectural design-specific enhancement might be a pavement application to highlight the loading zone and hotel entry.



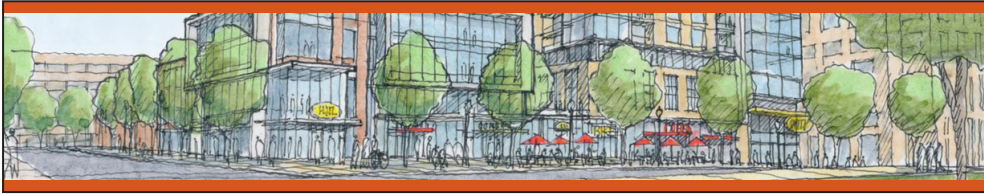
The Judge Doyle Square concept plan is weighted heavily toward the pedestrian experience. To optimize this design opportunity, the concept creates a street-level setback from the property line of approximately 5 feet. This results in a sidewalk width of approximately 15 feet on Wilson Street and Doty Street. Combined with the reconstruction of Pinckney Street, this will result in up to 20 feet available for sidewalk space in those areas, should on-street parking be eliminated.



Given the expanded areas for sidewalk, the streetscape design should place a high priority on appropriate pedestrian circulation— i.e., adequate capacity, safety, and a high aesthetic quality. New uses and higher density will result in higher numbers of pedestrians. The expanded parking, bicycle center, bicycle parking, and potential future rail service will also add pedestrians to the circulation patterns at Judge Doyle Square. Conflicts with vehicles are inherent in the redevelopment concept, and will require careful consideration moving forward. Driveways serving

the underground parking and street-level service areas cross mainline pedestrian routes. The bicycle center and other bicycle parking (in the underground garage) introduce another potential circulation conflict. The streetscape design can mitigate these conflicts by clearly identifying pedestrian zones and highlighting priorities throughout the sidewalk spaces. The physical design of driveway entrances should create excellent visibility of pedestrians for vehicles entering and exiting the facility. The concept includes slight additional building setback at driveways and can incorporate appropriate pedestrian-scale pavement at service area driveways.

Pedestrian connections beyond Judge Doyle Square should also be enhanced, where appropriate. For instance, the project influences reach out toward the Monona Terrace Community and Convention Center, and much like the bicycle connection recommendations, a stronger connection from the square to the Convention Center entrances on the parking deck should be evaluated further. An improved pedestrian link incorporating an extension of the planter separating pedestrians and vehicles along the easterly edge of the parking deck also should be considered.



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In addition, consideration should be given to the connectivity of Block 105 to potential future rail transit services in this area. Previous intercity and regional passenger rail plans have identified a potential station to be located south of Wilson Street (near the State of Wisconsin Department of Administration building). To improve the functionality of a potential transit station in this area, an enhanced crosswalk could be incorporated into a future development plan. Additionally, provisions have been made in this concept plan for an underground connection—from the new parking garage to the Wisconsin Department of Administration building, under Wilson Street—at this location.

Proposed redevelopment options and uses may change in the future. As such, the streetscape design must be flexible to support an evolving mix of development options. Surface-mounted streetscape components are a good example of this flexibility, as they allow for street furniture and other equipment to be moved in or out depending on the specific needs of the development.

The streetscape acts as the foyer to the building and the uses therein. To optimize the impact of streetscape design, the detailed design should occur simultaneously with the



building design. Colors, materials, and aesthetic themes should all be considered collaboratively—even if the streetscape details will ultimately be developed by a separate design team. This approach will allow the streetscape design to enhance the design statement of the redevelopment, and offer the best support for (as well as enhance the viability of) the recommended uses. In the concept plan, grades—particularly along Pinckney Street—have been integrated with finished floor elevations and grades along the sidewalk to ensure accessible entries to all building uses.



In addition to the consideration of specific street-level uses in the streetscape design, particular



attention was given to upper-floor uses. For example, lighting can be an important element in merchandising and enhancing the visibility of ground-floor elements. Conversely, light spill beyond commercial uses could be detrimental to the experiences of residential or hospitality users above the street level.

Furthermore, urban streetscapes are universally supported and enhanced by healthy street trees. Street trees help identify the pedestrian space (horizontally and vertically) and buffer it from adjacent roadways. Trees mitigate wind tunnel effects created by tall buildings, improve air quality by absorbing carbon dioxide, and provide shade, which is particularly important at this site,



given the open south and southwest exposures. Street trees are a sound investment in that their value increases over time. Proper location of other elements, particularly underground utilities, should be carefully coordinated with street tree plantings so that repair and replacement can

occur without disturbing established and maturing trees. In theory, all systems—pavements, utilities, street furniture and equipment, lighting, and possibly the building itself—will need repair and replacement before street trees. Proper urban tree planting techniques, including the selection of proper species, will help optimize street tree establishment and survival over time, and significantly enhance the streetscape over the long term.



Other landscape improvements should also be considered, as appropriate and in concert with the building development. Freestanding or built-in planters provide seasonal interest and soften the urban environment. Where space allows, consider plantings in association with stormwater management practices. This concept plan identifies areas where stormwater management cells can be incorporated into expanded sidewalk areas along Pinckney Street. These



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installations can accept and treat street and sidewalk runoff before entering the storm sewer system and Lake Monona. Specific supporting elements or systems for this streetscape composition should be considered; they include:

- Maintenance infrastructure (e.g., water and power for repair and cleaning of the public spaces)
- Marketing and merchandising support for building uses
- Outdoor use space supporting the building uses (e.g., outdoor café space, provisions for seasonal outdoor sales, etc.)
- Wayfinding and special event announcement signs or other informational elements
- Landscape details, such as built-in or freestanding planters and window boxes





