



Photo: Scot Weidmann

# Request for Qualifications

Judge Doyle Square  
Madison, Wisconsin



Due: Tuesday, April 30, 2013



RFQ 8272-0-2013/SAC Judge Doyle Square

In 2011 and early 2012, a planning team led by Kimley Horn and Associates developed a master plan for Block 105, and the City separately studied with Marcus Hotels and Resorts and Urban Land Interests options to develop additional hotel rooms on Block 88 to support the Monona Terrace Community and Convention Center. In July 2012, the Madison Common Council received the work products from those two planning initiatives along with staff recommendations, and directed that this Request for Qualifications/Request for Proposals process be initiated. The Council also directed that a hotel feasibility study be prepared to accompany the RFQ.

A Committee has been appointed to oversee the solicitation of qualifications and proposals and the selection of the private development partner for Judge Doyle Square. The selection process will be in two phases: (1) Request for Qualifications (RFQ), from which it is anticipated that a short list of qualified teams will be selected; and (2) Request for Proposals (RFP), for the project design, construction, financing, ownership and management.

Following is information on the City of Madison's goals for the project, specifications and terms of the project, RFQ submission requirements, and evaluation and selection criteria.

On February 5, 2013, the Madison Common Council authorized the issuance of the Judge Doyle Square RFQ, stating, "In moving forward with the RFQ, the Common Council recognizes that the development of Judge Doyle Square will require a public private partnership and affirmatively expresses its expectation that the City is fully prepared to make considerable public investments to assist a project that best addresses both the City's public purposes and value for undertaking the Judge Doyle Square development."



Monona Terrace Community and Convention Center

## Project Goals

### SECTION TWO

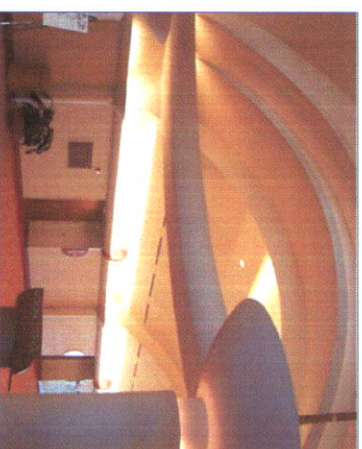
Judge Doyle Square is a prominent site in the heart of the City's central business district and represents a significant opportunity to add another dynamic and high quality, tax generating element to Madison's vibrant downtown. The City's vision is to make Judge Doyle Square a destination for residents, employees and visitors by expanding and unifying the restaurant and entertainment district on the south side of the Capitol Square. The City desires that the project create a significant mixed-use development comprised of employment, hotel, residential, retail and restaurant uses combined with bicycle and parking facilities. Using Pinckney Street as the axis, Judge Doyle Square is the opportunity to create a pedestrian friendly, urban environment that improves the linkage of the Monona Terrace Community and Convention Center to the adjoining hotel, retail, restaurant and entertainment district.

The project goals are:

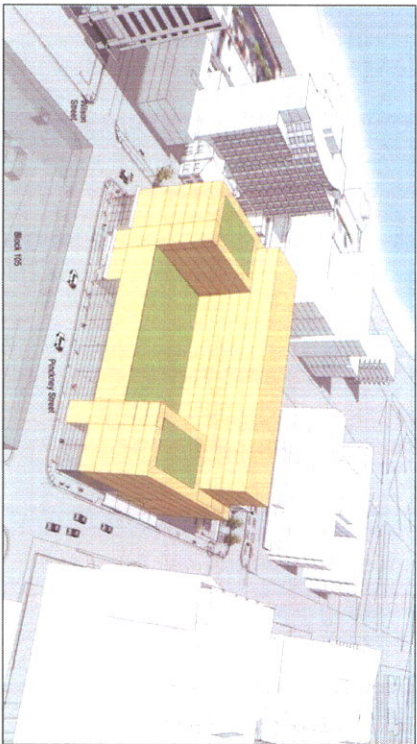
- **Economic Development**
  - Retain and grow the business of the Monona Terrace Community and Convention Center.
  - Unlock the development potential of two City-owned, tax-exempt parcels to significantly expand the City's tax base and employment, consistent with the Project Requirements found in Section 3 of the RFQ.
  - Unlock the development potential of the sites through careful selection of mixed uses that includes a hotel and provides sufficient parking to achieve the desired density.
  - Increase economic and retail activity from additional convention attendees, visitors, downtown workers and residents.

**Form follows function — that has been misunderstood. Form and function should be one, joined in a spiritual union.**

*Frank Lloyd Wright*



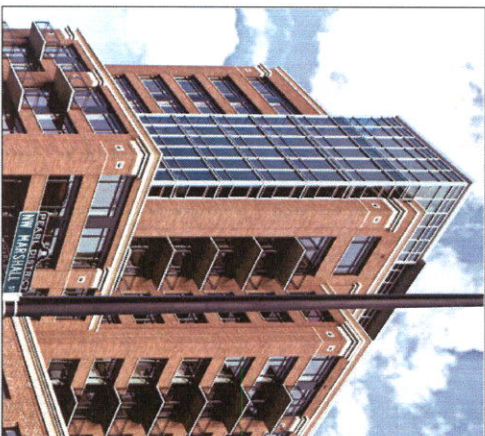
Monona Terrace Community and Convention Center



Block 88 Preliminary Hotel Concept Plan (Marcus/ULL, 2011)

**Hotel**

- Add hotel rooms within easy walking distance of the Monona Terrace Community and Convention Center.
- Provide an additional 250 room block for the Monona Terrace to grow its book of business.
- Develop hotel facilities that support and complement Monona Terrace.
- Address unmet opportunities for capturing the group, commercial and leisure travel sectors and periodic, peak demand.



Block 105: Above-Ground Residential and/or Commercial Elements

- Attract additional residents to the central business district to increase the vitality of the area.
- Attract additional services to support residents of the downtown.

**Office, Retail, Restaurant and Entertainment**

- Seek to stretch the downtown retail/business district from the Capitol Square and King Street toward the Monona Terrace and Wilson Street and activate the street levels for pedestrians and bicyclists on Doty, Wilson, and Pinckney Streets.



Engaging Street-Level Mix of Uses and Public Space



- Draw residents and visitors to an eclectic mix of retail and restaurants that engage the sidewalk with activity to enhance the destination quality of the southeast area of the Capitol Square.

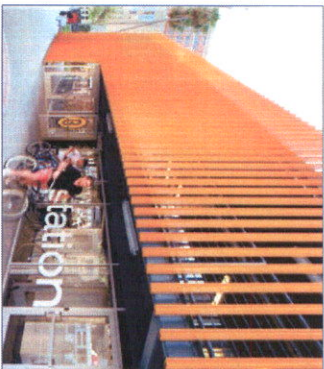
**Bicycles**

- Promote and enhance the utilization 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 the new cyclist.
- Enhance Pinckney Street as an important connection for bicyclists and pedestrians.

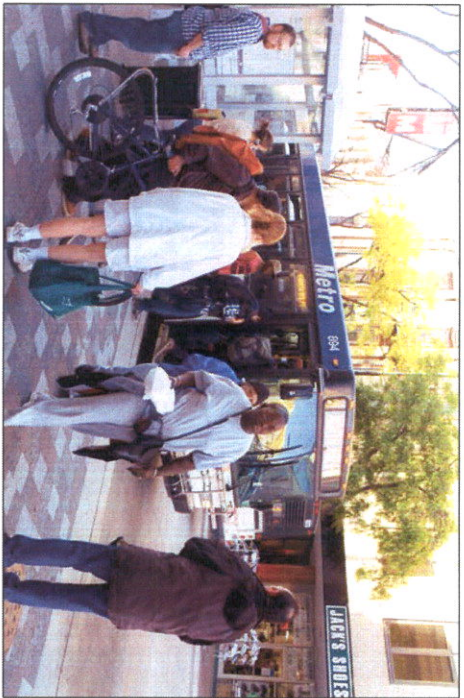
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**Increasing the mode split for bicycles to 20% by 2020 is a challenging goal. A bicycle center will reinforce our civic commitment to achieve it.**

*Alder Michael Verveer,  
Fourth District*

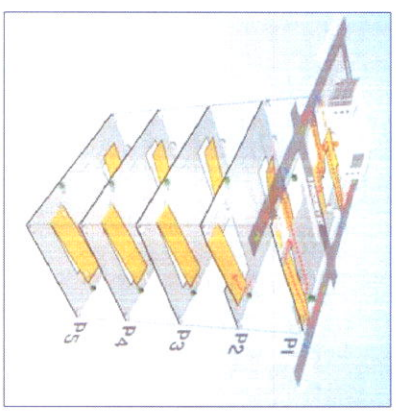


Block 105: Bicycle Center Concept (Mobis, 2012)



### ***Design and Density***

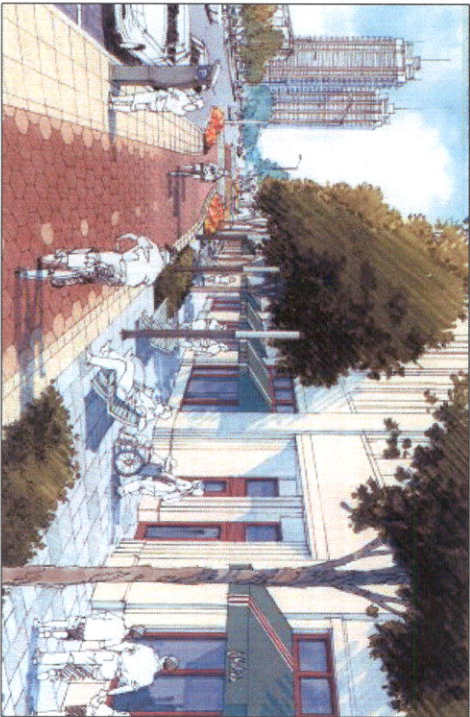
- Incorporate exciting urban design and appropriate architectural themes, scale and massing to create a project design that is compatible with surrounding buildings including historic structures.
- Develop the sites at an urban density compatible with surrounding buildings.
- Transform the Pinckney Street linkage of the Capitol Square to Monona Terrace into a destination quality urban space.



Underground Parking Concept  
*(Kimley-Horn, 2012)*

### ***Intermodal Connectivity***

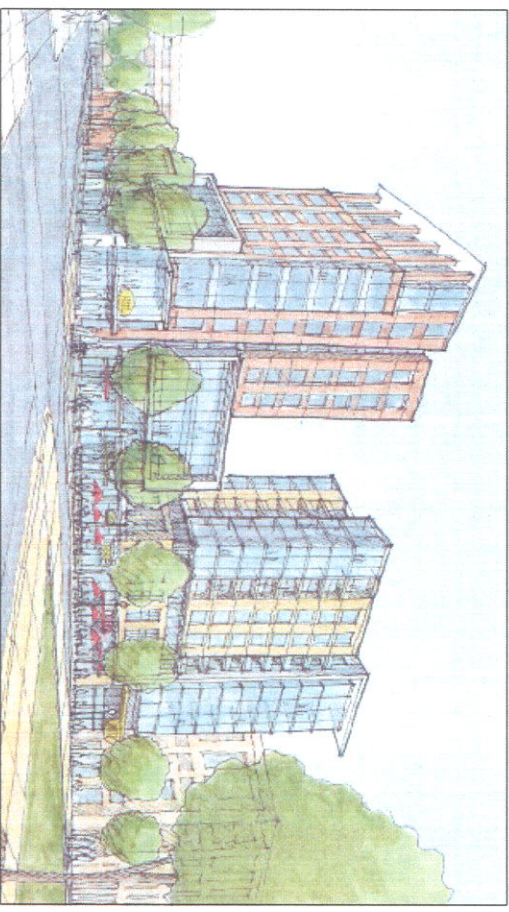
- Ensure high quality pedestrian and bicycle connectivity to Madison Metro, intercity bus and potential future passenger rail service.



Pinckney Street Bicycle/Pedestrian Connectivity

### ***Parking***

- Replace the Government East public parking facility with a new parking facility that serves the public parking needs in the area and the above grade development.
- Design the parking structure at an affordable cost to the Parking Utility and its customers, and provide a customer-friendly parking experience.
- Ensure the project, which has a 75+ year horizon life cycle cost, is affordable for the Parking Utility to continue in its mission to provide service to the public.



Block 105: Building Scale and Massing Concept *(Potter-Lawson, 2012)*

SECTION THREE

# Project Requirements

Your response to the Judge Doyle Square Request for Qualifications must include the following program and project elements.

### Land Use

The project proposal **must** be a mixed-use development covering the entire development parcels on Blocks 88 **and** 105 and include the following elements:

- A hotel component with a minimum of a 250 room block committable to support the Monona Terrace Community and Convention Center.
- Retail and restaurant type uses at grade on Wilson, Doty and Pinckney Streets.
- A bicycle center, as further described on page 12.
- A parking plan for both blocks to support the entire development.

Other land uses are encouraged but are not mandatory:

- Office and commercial spaces
- Residential housing
- Community spaces
- Public open spaces

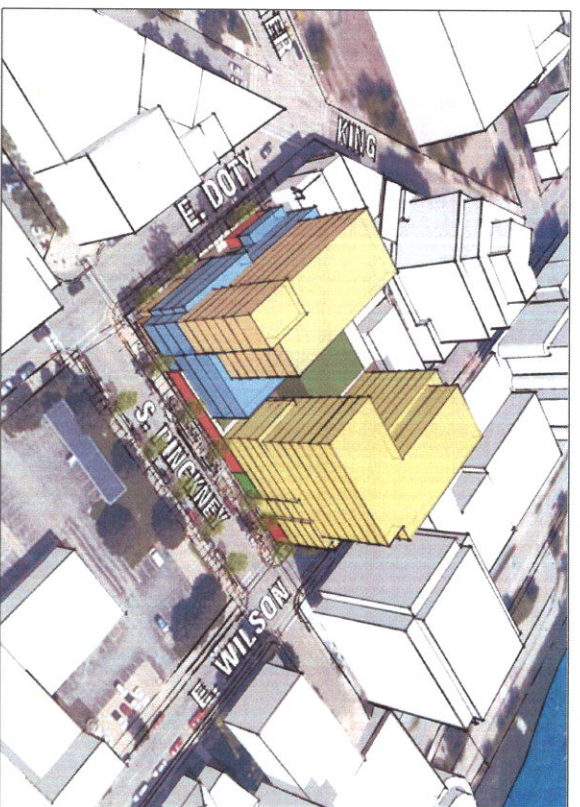
A preliminary market analysis must be included to justify the land use mix and density. Any staging or timing aspects of the proposed development plan must also be included.

The following elements must be addressed for the individual land uses included on your project proposal.

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**Madison is one of the most striking examples that could be selected in the United States of a city which should have a distinct individuality, marked characteristics separating it from and in many respects elevating it above other cities.**

*John Nolen*

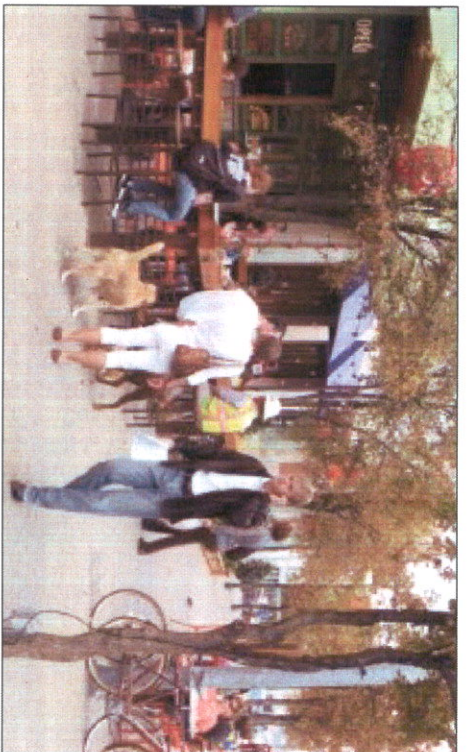


Building Scale and Massing Concept (Potter-Lawson, 2012)

### Design/Density

The massing concept for the redevelopment is envisioned to be relatively dense, and thus maximize the amount of above-grade development. Ideally, a mix of land uses should be provided above grade. Retail and restaurant uses on the first floor (at the street level) are recommended. These land uses will help to generate activity that will enliven Pinckney Street and create a sense of place (as well as a unique destination). Judge Doyle Square should be weighted heavily toward the pedestrian experience. Proposers should note that the City of Madison has a Capitol View Preservation ordinance that limits the height of buildings within a mile of the Capitol. The design of the project should also address the following design objectives:

- Create a mixed use urban environment that includes public space, a hotel and a dense mix of active retail and restaurant uses, other commercial development like offices, and high density residential.
- Establish generous sidewalk widths to create a public space which will accommodate outdoor retail and restaurant uses, landscaping and other urban amenities as well as provide strong pedestrian connectivity and accessibility. To optimize this design opportunity, the project should create a street-level setback from the property line of approximately five feet at street level to create an enhanced pedestrian environment. This results in a sidewalk width of approximately 15 feet on Wilson Street and Doty Street.



Engaging Street-Level Mix of Uses and Public Space

- Incorporate exciting urban design and appropriate architectural themes, scale and massing to create a project design that is compatible with surrounding buildings including historic structures.
- Leverage the potential of Pinckney Street from the Capitol Square to Lake Monona by developing public spaces, capitalizing on natural views to Lake Monona and achieving connectivity for pedestrians and bicyclists.
- Make Judge Doyle Square 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 Community and Convention Center.
- Design the parking structure to provide a customer-friendly parking experience, while optimizing first floor uses.

**Hotel**

- A description of the type of hotel product(s) to be developed, the type and amount of function space to be included, if any, and an analysis of how the hotel component will complement/compete with Monona Terrace. The City believes its most significant meeting space need is for additional break-out meeting rooms.
- Specific information as to how hotel customers will access Monona Terrace through a skywalk, underground or current sidewalk system.
- Identification of the committable room block for Monona Terrace and a description of how your plan conforms or deviates from the hotel market study included in the RFQ.

- Identification of the national affiliation (hotel flag) and the national sales force and reservation system for the hotel use(s).
  - Identification of the parking requirements for the hotel use(s).
  - In 1999, the City granted a development right to Marcus Hotels, Inc. in Block 88. This development right remains in place only as long as the bonds issued by the City's Community Development Authority are in place. The selected developer is required, for a period of 120 days, to negotiate exclusively with Marcus regarding Marcus' operation and management of the hotel component of the project. If these negotiations are unsuccessful, the developer may solicit proposals to operate and manage the hotel from third parties, and may enter into an agreement with a third party for operation of the hotel, but only on terms substantially the same as those terms that were offered to Marcus.
- .....
- Cities with a headquarters hotel and a sizable room block have a competitive advantage over those that do not. The proposed hotel will address Madison's number one reason for lost meeting business.**

*Johnson Consulting Hotel Study —  
December 2012*



Monona Terrace Community and Convention Center

## Office, Retail and Commercial

- Amount and description of space (what type of office, retail, etc.).
- Anticipated lease rates and terms (or sale rates and terms if a condo relationship)
- Level of current interest in space by prospective tenants (letters of interest versus early discussions).
- Designation of prospective tenants as new or relocation from within/outside of Madison
- Overview of employment from prospective tenants (estimate of the number of employees, wages, etc.).
- Parking requirements.

## Residential

- Number and mix of units by tenancy type, bedroom size and unit amenities.
- Anticipated range of sales prices or rental rates.
- Parking requirements

## Bicycle Center

- The bicycle center conceptual plan identified the need for approximately 3000 square feet of secure indoor bicycle parking and other cyclist amenities, which may include the following:
  - Secure bicycle parking
  - Bicycle and personal lockers
  - Bicycle repairs
  - Bicycle retail services
  - Bicycle rental/bike sharing
  - Internet kiosk
  - Bicycle wash station
- The bicycle center needs to be architecturally integrated into the project.
- The City's potential future involvement in the conceptual Bicycle Center is limited to only the front-end/capital costs. An operating model should be selected that doesn't require ongoing City financial assistance. A statement confirming this arrangement must be included in your RFQ submission.

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**There is currently strong demand for higher-end rental apartments in this area**

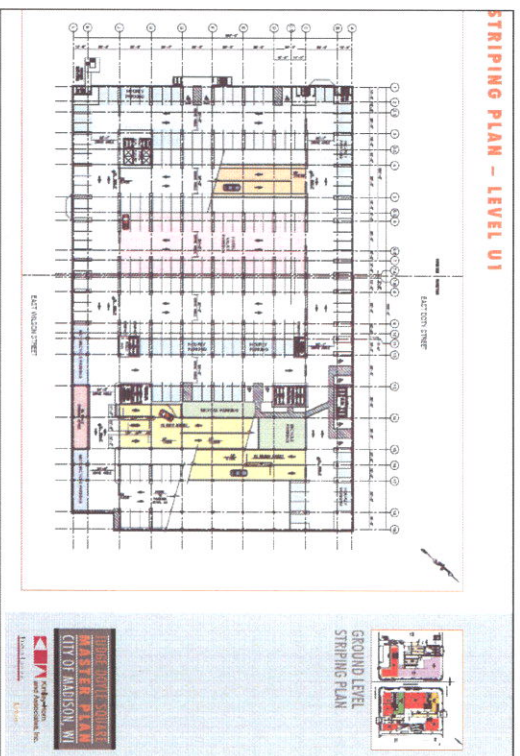
*Judge Doyle Square Phase 1  
Master Plan (Real Estate Focus  
Group, 2011)*



Block 105: Bicycle Center Concept (Mobis, 2012)

## Parking

- The City prefers the parking for the development be placed below ground. However, the City will consider visually appealing above ground parking as long as there isn't any structured parking facing the sidewalk.



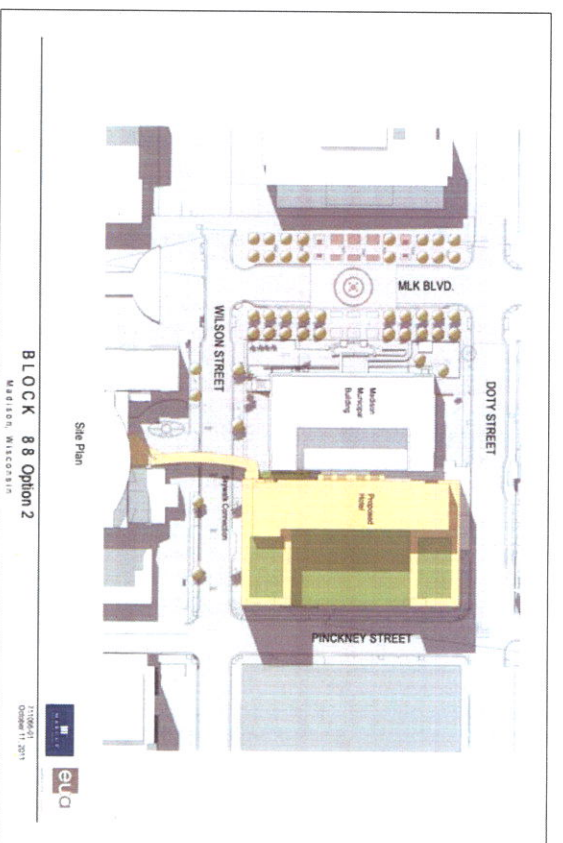
Underground Parking: Preliminary Schematic Floor Plan, Level U1 (Kimley-Horn, 2012)

The design of the parking should:

- Include approximately 520–600 public parking spaces to replace the Parking Utility's 520 stall Government East parking garage.
- Include a preliminary staging plan to maintain the current parking supply during the construction phase.
- Replace the 40 spaces of municipal fleet parking currently located on Block 88.
- Meet the Parking Utility's #1 customer concern of security by ensuring measures like lighting and cameras are at a very high level.
- Minimize customer queuing time.
- Consider special events with common peak hour exit times like a Monona Terrace weekly event.
- Consider street capacities and conditions and provide a good parking experience with particular attention paid to entry/exit efficiency.
- Have a 3-way entry/exit on Wilson Street at Block 105, a minimum of one entrance and one exit lane on Wilson Street at Block 88, a minimum of one entrance lane and one exit lane on Doty Street at Block 105, and a minimum of one entrance and one exit lane on Doty Street at Block 88. No entry to the parking facility shall be located on Pinkney Street.
- Build an adequate supply of parking at an affordable rate for the Parking Utility and its customers, but no more than necessary while remaining out of the permanent water table (both due to costs) in order to support the potential multiple uses for above grade development (i.e. public, city fleet, hotel, residential, office).
- Include a revenue system that provides choices of a variety of payment options for customers in order to provide both a safe and efficient entry/exit and payment process, including special events.

**Madison Municipal Building (MMB)**

- The City has taken the position to maintain the MMB in City ownership for city offices.
- The City indicated that a proposal that chooses to utilize the MMB for some other purpose would not automatically be disqualified. Such a proposal to use the MMB for another purpose would have to be an exceptional proposal to change the City's preference to remain in the MMB. In the event that a proposal was to utilize the MMB for another purpose, the proposal would have to include new City office space within the blocks 88/105 development or an equivalent distance from the City-County Building.



Block 88 Preliminary Hotel Concept Plan (Marcus/ULI, 2011)

- We expect the loading dock area of MMB will be removed. If the removal of the current MMB loading dock is a component of the preliminary plan, a description of the proposed interface (zero lot line) between the public MMB and the private uses should be included. The City is currently conducting a schematic design study for the renovation of the MMB for City offices.
- MMB is on the National Register of Historic Places and is a City of Madison designated landmark. Any construction on Block 88 must be sensitive to the context of this National Register building.
- The City encourages the proposer to include an at grade connection from the mid-block entrance to MMB on Martin Luther King Jr. Boulevard through the MMB to the private development. Additionally, the City may be interested in the shared use of meeting rooms/spaces developed adjacent to the MMB.



# General Conditions

## *Point of Contact for all Inquiries and Clarification of Specifications*

The RFQ contact identified below is the sole point of contact regarding the RFQ from the date of release of the RFQ until selection of the successful proposer(s).

**Mr. Steven A. Cover, Director**

**Department of Planning & Community & Economic Development**

**Room LL100 Madison Municipal Building**

**215 Martin Luther King Jr Boulevard**

**Madison, Wisconsin 53703-3346**

**Telephone: (608) 266-4807**

**FAX: (608) 266-8739**

**E-Mail: [nprusaitis@cityofmadison.com](mailto:nprusaitis@cityofmadison.com)**

Proposers are reminded to carefully examine the RFQ upon receipt. All requests for clarification, interpretation or correction of any ambiguity, inconsistency, error, conflict, discrepancy, omission, or other deficiency in this RFQ discovered must be submitted in writing, fax or email to the contact above at least fifteen (15) business days before the due date for the submission.

The City will respond to questions in a timely manner. In the event that it becomes necessary to provide additional clarifying data or information, or to revise any part of this RFQ, revisions/amendments and/or supplements will also be issued via addendum and posted on the websites indicated in the RFQ summary. Bidders are encouraged to check the website regularly for such postings.

## *Restriction on Communications*

All communications relating to this RFQ must be directed to the person named above. Any contacts of other City staff will be referred to the Point of Contact in writing. In any written communications, please insert "Judge Doyle Square RFQ" in the subject line. During the solicitation process for this RFQ, all official communication between the City and proposers will be made via notices on the bid distribution websites used by the City ([www.demandstar.com](http://www.demandstar.com) and [www.vendor-net.state.wi.us](http://www.vendor-net.state.wi.us).)

## *Oral Presentations/Site Visits/Pre Submission Meetings*

Proposers may be asked to attend pre-submission meetings, make oral presentations, inspect City locations as part of this RFQ process. Such presentations, meetings or site visits will be at the proposer's expense.

## *Acceptance/Rejection*

The City reserves the right to accept or reject any or all RFQ submissions, in whole or in part, and to waive any informalities or technicalities, which at the City's discretion is determined to be in the best interests of the City. Further, the City makes no representations that a contract will be awarded to any proposer responding to this RFQ. The City expressly reserves the right to reject any and all RFQ submissions without indicating any reasons for such rejection(s). The City reserves the right to postpone due dates and openings for its own convenience and to withdraw this RFQ at any time without prior notice.

## *Incurring Costs*

This RFQ does not commit the City to award a contract, pay any costs incurred in preparation of the submissions, or to procure or contract for services or equipment.

## *Proposer's Responsibility*

Proposers shall examine this RFQ and associated documents and shall exercise their own judgment as to the nature and scope of the work required. No plea of ignorance of conditions or difficulties that exist or may hereafter arise in the execution of the work as a result of failure to make necessary examinations and investigations, shall be accepted as an excuse for any failure or omission on the part of the proposer to fulfill the requirements of this RFQ.

## *Proposer Qualifications*

The City of Madison may make such investigations as it deems necessary to determine the ability of the proposer to perform the work, and the proposer shall furnish to the City all such information and data for this purpose, as the City may request. The City reserves the right to reject any proposal if the evidence submitted by, or investigated of, such proposer fails to satisfy the City that such proposer understands the full scope of work and is properly qualified to carry out the proposed project.

***Proposal Content***

The evaluation and selection of the team(s) will be based on the information submitted in the submission plus references and any required on-site visits or oral presentations. Failure to respond to each of the requirements in the RFQ may be the basis for rejecting a response.

***Withdrawal or Revisions to the RFQ***

A proposer may, without prejudice, withdraw a submission prior to the date and time specified for receipt of submissions by requesting such withdrawal in writing before the due time and date for submission of proposals. Telephone requests for withdrawal shall not be accepted. After the due date, no submission may be withdrawn by the proposer for a period of 90 days or as otherwise specified or provided by law.

Any proposer may modify its submission by fax communication to the City of Madison Point of Contact at any time prior to due date for RFQ submissions.

***Non-Material and Material Variances***

The City reserves the right to waive or permit cure of nonmaterial variances in the RFQ submissions if, in the judgment of the City, it is in the City's best interest to do so. Nonmaterial variances include minor informalities that do not affect responsiveness, that are merely a matter of form or format, that do not change the relative standing or otherwise prejudice other vendors, that do not change the meaning or scope of the RFQ, or that do not reflect a material change in the scope. In the event the City waives or permits cure of nonmaterial variances, such waiver or cure will not modify the RFQ requirements or excuse the party from full compliance with RFQ specifications if the proposer is selected. The determination of materiality is in the sole discretion of the City.

***Multiple Project Concepts***

Multiple project concepts from proposers are permitted; however, each must fully conform to the RFQ requirements. Proposers should submit an "Alternative Chapter 3" for each additional concept submitted in conformance with the Response Format requirements in Section 5 of this RFQ.

***Public Information***

All information submitted in the response to this RFQ may be made available for public inspection according to public records laws of the State of Wisconsin or other applicable public record laws. Therefore, proposers are encouraged to refrain from submitting information that cannot be open for public inspection.

***Exceptions***

Proposer acknowledges that exceptions to any portion of this RFQ may jeopardize acceptance of the submission. The proposer must clearly indicate the exceptions taken and include a full explanation. The City reserves the right to reject a proposal containing exceptions, additions, qualifications or conditions not called for in the RFQ.

***Hold Harmless***

By participation in this RFQ process, development teams agree to hold harmless the City of Madison, its officers, employees, and consultants from all claims, liabilities and costs related to all aspects of the development team selection process.