

# Redevelopment Plan for the Judge Doyle Square Redevelopment District

**Prepared by**

**Community Development Authority of the City of Madison,  
Wisconsin**

**Presented to the Community Development Authority  
September 10, 2015**

**Adopted by the City of Madison Common Council**

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**Department of Planning and Community and Economic  
Development  
Economic Development Division**

(Termination Date: December 31, 2025)

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### **A. Intent, Purpose, and Objectives**

The Community Development Authority of the City of Madison (CDA) proposes to create a redevelopment district (District) to advance the redevelopment of Judge Doyle Square area that contains the Madison Municipal Building and the Government East Parking Ramp in the City of Madison (City).

It is the CDA's intent to be prepared to respond to any proposed redevelopment projects and opportunities in a timely and orderly fashion in order for development to occur within the District. To implement this strategy, the CDA and the City have used and will continue to use various tools such as the CDA's tax-exempt bonds, Madison Capital Revolving Fund (MCRF) and where necessary and appropriate, the CDA's eminent domain powers and the City's tax incremental financing (TIF) assistance.

The purpose of this redevelopment plan (Plan) is to ensure that development occurs in a timely and orderly fashion that assists in the elimination of blighted conditions within the District.

### **B. Statutory Authority**

Section 66.1333, Wisconsin Statutes (Redevelopment Law), enables the preparation and adoption of this Plan and its implementation.

### **C. Consistency with Local Plans**

The objectives of this Plan are consistent with and conform to the *City of Madison Comprehensive Plan*, adopted by the City of Madison Common Council (Common Council). The Judge Doyle Square redevelopment proposal (JDS Proposal) that is currently under consideration for the Redevelopment District will conform to the *City of Madison Comprehensive Plan*. The Plan and JDS Proposal will help generally achieve the objectives in the *City of Madison's Comprehensive Plan*. However, the JDS Proposal will have an impact on improved traffic, public transportation, public utilities, recreational and community facilities and other public improvements in the area. The Plan objectives are more fully detailed in the following documents which are on file in the City Clerk's office, or available through the City of Madison Planning Department:

- *City of Madison Comprehensive Plan*, as adopted on January 17, 2006, and amended on May 17, 2011 and again in March 2012.
- *City of Madison Downtown Plan*, as adopted on July 17, 2012.

### CITY OF MADISON COMPREHENSIVE PLAN

The creation of this Plan meets several objectives as set forth in the City of Madison's Comprehensive Plan (Comprehensive Plan). Volume II, Chapter 2 of the Comprehensive Plan stipulates goals and objectives that are consistent with the activities planned for the District, including but not limited to the following:

- **Objective 10:** Achieve an efficient, balanced growth pattern by guiding new development, infill and redevelopment projects to planned development areas throughout the City of Madison.

- **Objective 11:** Seek to reduce the demand for vacant development land on the periphery of the City by encouraging urban infill, redevelopment, and higher development densities in areas recommended in City plans as appropriate locations for more intense development.
- **Objective 22:** Seek to reduce the demand for vacant development land on the periphery City by encouraging urban infill, redevelopment, and higher development densities at recommended in City plans as appropriate locations for more intense development.
- **Objective 35:** Maintain and enhance economically viable business centers as a source of local employment, a focal point for neighborhood activities and a centralized convenience shopping and service center for area residents.
- **Objective 44:** Encourage private investment and property maintenance in existing areas to prevent property deterioration and promote renovation and rehabilitation.
- **Objective 59:** Identify sites within the City and its planned urban expansion areas that are appropriate locations for mixed-use employment and commercial activity centers.
- **Objective 61:** Develop and implement strategies to strengthen and diversify the local economy, expand the local tax base, cultivate an entrepreneurial culture, and stimulate job creation, while preserving and enhancing the high quality of life currently enjoyed by City residents and businesses.
- **Objective 62:** Retain and expand Madison's existing base of offices, research and development businesses and industrial facilities.
- **Objective 65:** Transform, over time, existing conventional suburban-style commercial developments into more compact, mixed use, pedestrian, bicycle and transit-oriented destinations that have a greater variety of activities including retail, office, entertainment, civic, open space and residential uses.

Volume II, Chapter 5 of the Comprehensive Plan, entitled "Economic Development, The Plan: Goals, Objectives, Policies and Implementation Recommendations" stipulates goals and objectives that are consistent with the activities planned for the District, including but not limited to the following:

- **Objective 1:** Grow the city's role as a leader of economic prosperity in the region and the predominant urban economic center.
- **Objective 7:** Support Madison's diversified economic base by providing adequate land and infrastructure to make locations in the City attractive to business.
- **Objective 9:** Redevelop appropriate underutilized, obsolete, abandoned or contaminated sites for commercial and industrial uses.
- **Objective 15:** Strengthen the economic viability of the City's major employment / commercial centers.
- **Objective 19:** Maintain long-term confidence in the economy and commitment to the community by building innovative public-private partnerships.

## DOWNTOWN PLAN

On July 17, 2012, the Common Council adopted the Downtown Plan. The Downtown Plan stipulates objectives that are consistent with the activities planned for the District, including but not limited to the following:

- **Objective 2.1** – Promote and grow the Downtown as an important regional employment center by positioning it as a premier location for the formation and expansion of basic sector businesses, including knowledge-based and creative industries that will retain and attract new Downtown jobs.
- **Objective 2.2** – Enhance the economic value of the Downtown by encouraging high value projects that add employment and enhance property values.
- **Objective 2.4** – Encourage higher density infill and redevelopment that is innovative and sustainable, and complements and enhances the areas in which they are proposed.
- **Objective 2.5** – Create a vibrant mixed-use project on Judge Doyle Square (Blocks 88 and 105) that will maximize economic development and act as a catalyst for future projects in the area.
- **Objective 3.2** – Provide a dynamic and flexible mix of land uses and densities that enable ample opportunities for jobs, housing, retail, entertainment, and recreation in a compact urban environment.
- **Objective 4.1** – The Downtown Core is the center of Downtown, and should generally possess the highest intensity of development. A mix of office, employment, retail, government, residential, cultural, entertainment, and other uses should be pursued to retain the area's vibrancy, including beyond normal business hours.

### **D. District Boundary**

Lots 1 through 10 (inclusive), Block 88 and also Lot 1, Lot 2, Lot 3, Lot 11, Lot 12 and Lot 13, Block 105, Original Plat of Madison, said Lots 11, 12 and 13, Block 105, also known as Lots 12, 13 and 14, Block 105 respectively as per the Plat of Madison the Capital of Wisconsin, recorded in Volume A, Page 3, Document No. 102 (commonly referred to as the Original Plat and Pritchette Plat), and adjacent platted right-of-ways, all being located in the Northwest  $\frac{1}{4}$  of the Northwest  $\frac{1}{4}$  of Section 24, Town 7 North, Range 9 East, City of Madison, Dane County, Wisconsin;

the exterior being more particularly described as follows:

Beginning at the easterly corner of said Lot 11 (aka Lot 12 ), Block 105, Madison Original Plat; thence northwesterly, along the northeasterly lines of said Lot 11 (aka Lot 12) and Lot 3, Block 105, and their northwesterly prolongation thereof, 330 feet, more or less, to the intersection with the northwesterly right-of-way of East Doty Street, also being the southeasterly line of Block 104, Original Plat of Madison; thence southwesterly, along the said northwesterly right-of-way, also being the Southeasterly lines of Block 104 and Block 89, 726 feet, more or less, to the intersection with the southwesterly right-of-way of Martin Luther King Jr Boulevard at the easterly most corner of Block 84, Original Plat of Madison; thence southeasterly, along the said southwesterly right-of-way, also being the northeasterly line of Block 85, Original Plat of Madison, 396 feet, more or less, to the intersection with the southeasterly right-of-way of East Wilson Street at the northerly most corner of Block 86, Original Plat of Madison; thence northeasterly, along the said southeasterly right-of-way, also being the northwesterly lines of Block 87 and Block 106, Original Plat of Madison, 726 feet, more or less, to the intersection with the southeasterly prolongation of the said northeasterly line of said Lot 11 (aka Lot 12), Block 105; thence northwesterly, along the said southeasterly prolongation, 66 feet, more or less, to the point of beginning.

City of Madison Parcel Numbers:

251-0709-242-0209-0

251-0709-242-0701-6

**E. Existing Land Use and Zoning**

The existing zoning in the District is a DC, HIS-L, WP-17 and DC, WP-17 as shown on Map 2. The current land use is commercial and institutional land uses as shown on Map 3.

**F. Existing Conditions**

The contributing factors to finding the District a blighted area are defined in Redevelopment Law. Based upon the findings of an independent Survey of Conditions ("Blight Study"), summarized herein, the area qualifies as blighted under the meaning of Redevelopment Law. The District contains 2 parcels, both of which are blighted. **These 2 blighted parcels make up 100% of the total District.** Map 4 displays these findings.

Blighting Influences / Physical Deficiencies

The following blighting influences and physical deficiencies were some of the blighting influences and physical deficiencies observed as part of the blight study:

- Degraded site improvements;
- Building conditions;
- Elevated police calls, and;
- Personal safety crimes.

**G. Proposed Zoning and Land Uses**

Proposed land use in the District is intended to be consistent with the goals and objectives enumerated previously in this Plan. Subsequent to the ratification of this Plan by the Common Council, the CDA may request the City's Plan Commission to recommend, as the need arises, and the Common Council to approve, as needed, appropriate rezoning of property in the District. Uses may require conditional use approval as per Section 28.12(11), Madison General Ordinances.

The proposed land uses (generalized and specific) and proposed zoning in the District are illustrated on Maps 5, 6 and 7.

The private development proposals that may be contemplated in the future by the CDA and the City as a result of creation of the District are commercial, residential, employment and mixed use development. Since the precise pattern for future development is uncertain, the City may enact additional restrictions and promote appropriate rezoning contingent upon selected development.

## **H. Standards of Population Density, Land Coverage and Building Intensity**

Standards for permitted and conditional uses in the existing zoning districts are governed by zoning requirements found in Sections 28.07, 28.09, and 28.10 of the Madison General Ordinances. It is possible that the City may consider development proposals that would require a Planned Development (PD) zoning.

## **I. Present and Potential Equalized Value**

As of August 2015, the equalized value of the property in the District is approximately \$0, as all property is owned by the City of Madison and is therefore tax exempt. The potential equalized value of the District at its termination, based upon the redevelopment proposal from JDS Development is estimated at approximately \$78,000,000.

**Note: The inclusion of this estimate in this plan does not rule out other land uses, values or development possibilities that may be proposed over time.**

## **J. Project Activities**

### Assemblage of Sites

To achieve the redevelopment of the District, property may be acquired by the CDA and either; a) sold or leased for private development, or b) sold, leased or dedicated for construction of public improvements or facilities.

The CDA may utilize property that has been acquired for temporary uses as an incidental, but necessary part of the redevelopment process. The temporary uses will exist until such time as the property is scheduled for disposition and redevelopment.

### Issuance of Bonds

The CDA may utilize its ability to issue tax exempt bonds to assist projects. These projects must demonstrate need and further the long-term goals of the CDA and the City.

## **K. Project Financing**

Funds necessary to pay for redevelopment project costs and municipal obligations are expected to be derived principally from private development project revenues and from indebtedness authorized by Redevelopment Law.

The CDA and the City may use land sale proceeds and other sources of funds and revenues to pay for redevelopment project costs within the District.

Redevelopment project costs are the total of all reasonable and necessary costs incurred or estimated to be incurred and any such costs incidental to the redevelopment plan and redevelopment project(s), including, without limitation, the following:

1. Relocation costs to the extent that the CDA or a developer is required to pay relocation costs by Wisconsin Statutes.

2. Costs of moving structures, rehabilitation, construction, repair or remodeling of existing buildings and fixtures.
3. Costs of the construction of public works or improvements.
4. Costs of surveys and studies, plans and specifications, professional service costs, such as architectural, engineering, legal, marketing, financial, planning and special services.
5. Financing costs, including but not limited to all necessary and incidental expenses relating to the issuance of obligations and payment of interest on any obligation or bond issued.

**L. Performance Standards**

Throughout the implementation of the Plan and all stages and phases thereof, the participating developer(s) will be required to comply with the requirements of all sections of the Plan as well as the applicable sections of municipal codes and ordinances referenced herein.

**M. Compliance with Applicable Local, State & Federal Regulations**

Local codes and ordinances applicable to the District have been referenced in the Plan. The participating developer(s) and the CDA shall comply with any and all City codes and ordinances and any applicable State and federal laws and regulations.

**N. Redevelopment Plan Modification**

The Plan may be modified or changed at any time in accordance with Redevelopment Law, including after sale or lease of property acquired by the CDA, provided that the lessee or purchaser concurs with the proposed modifications. If the Plan is modified, a public hearing will be conducted by the CDA. All changes will be recommended for approval by the CDA and approved by the Madison Common Council.

**O. Relocation of Displaced Families**

Any relocation shall be conducted in accordance with Wisconsin Statutes. However, it should be noted that there are currently no plans to acquire or assemble property which may require relocation.

**P. Land Disposition**

Any property or land acquired by the CDA will be disposed of either by sale or lease in accordance with provisions contained in Redevelopment Law.

**Q. Proposed Public Improvements**

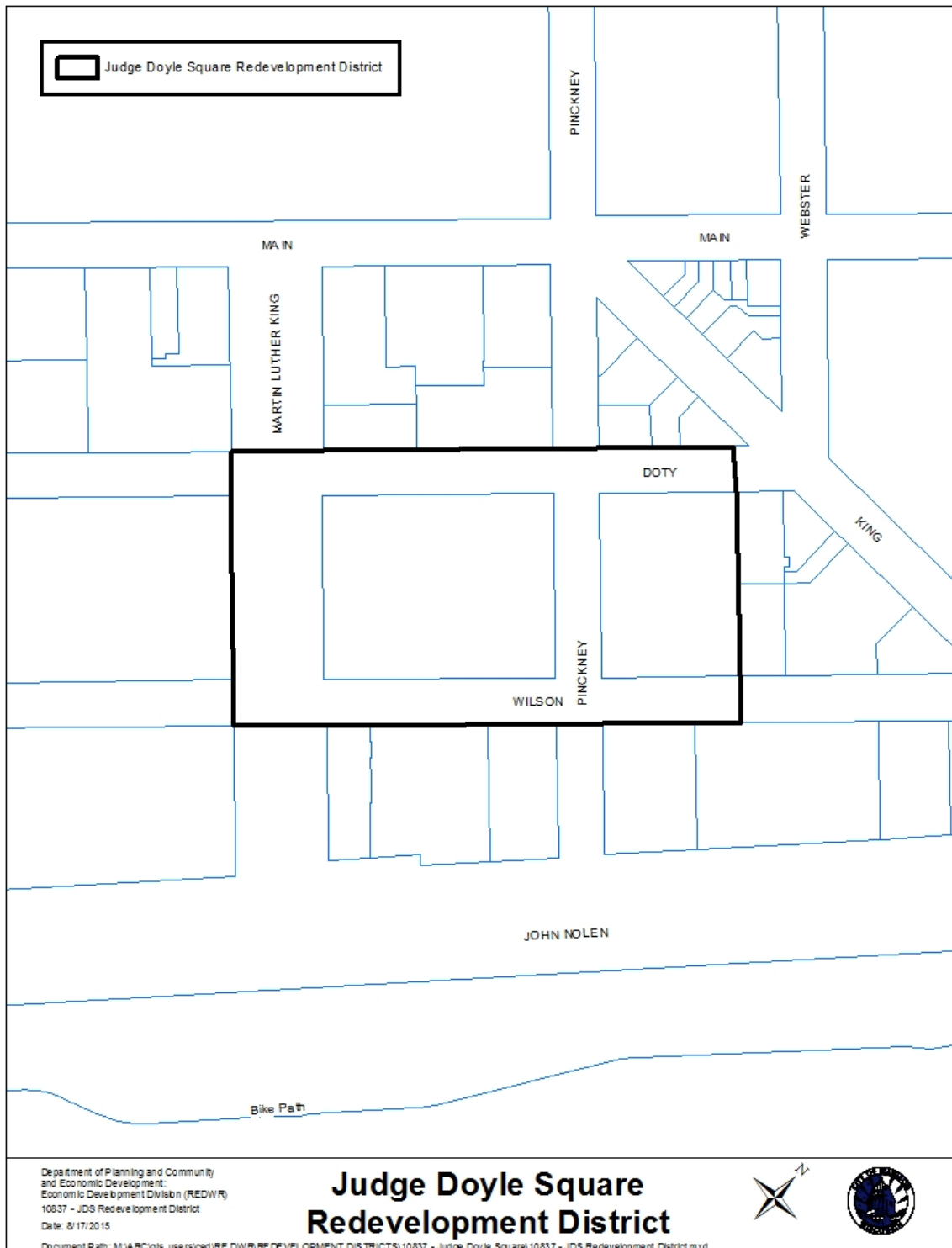
To facilitate the support for new land uses in the District, the City may undertake public improvements including public utilities and infrastructure. Said public improvements and public utilities may include but are not limited to curb and sidewalk improvement, the installation of public utilities (under or above ground), the installation of storm and sanitary sewers, street lighting, sidewalks, public streets the construction of public parking and traffic signals.



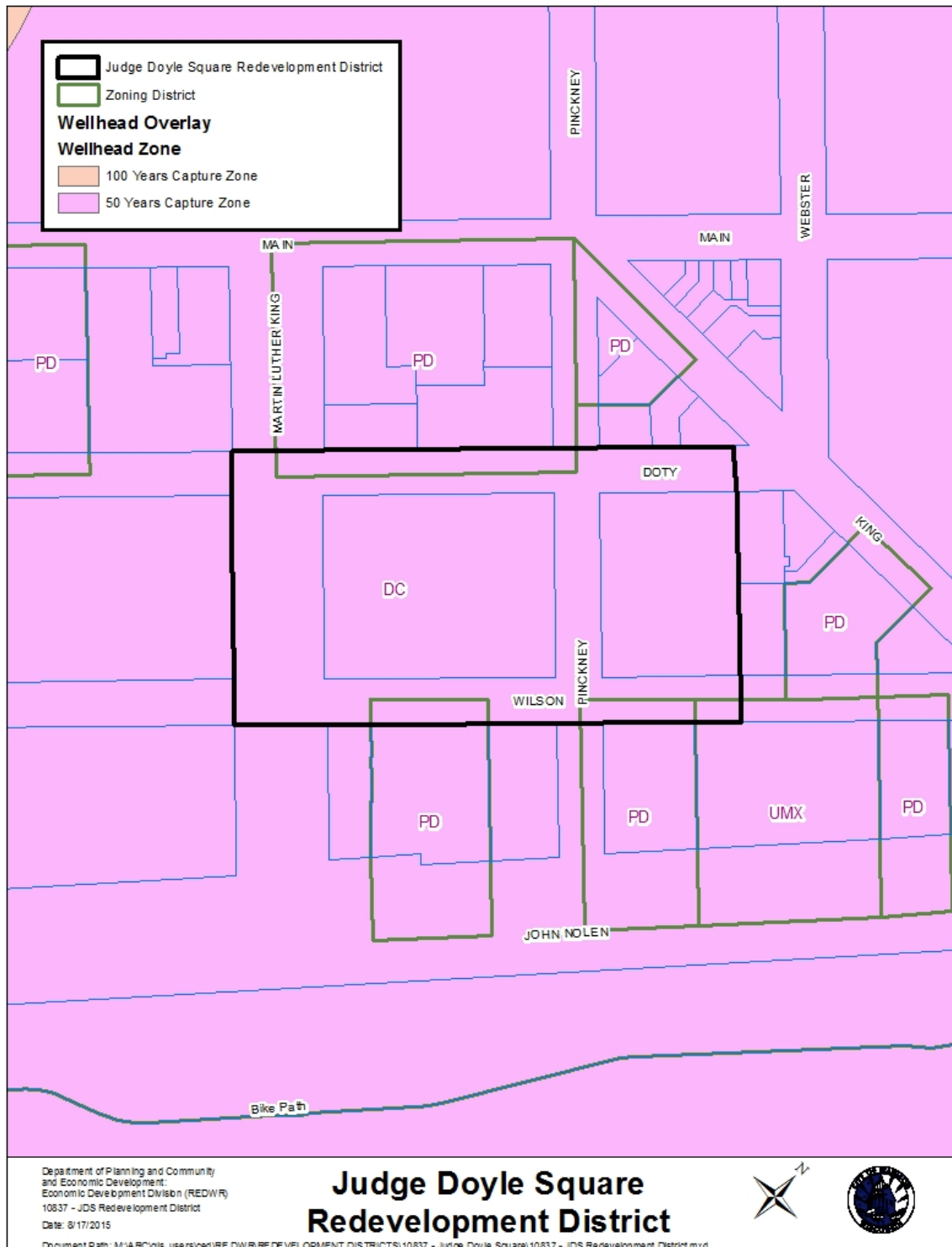
**R. Termination of the District and Redevelopment Plan**

This District and Plan shall terminate on December 31, 2025.

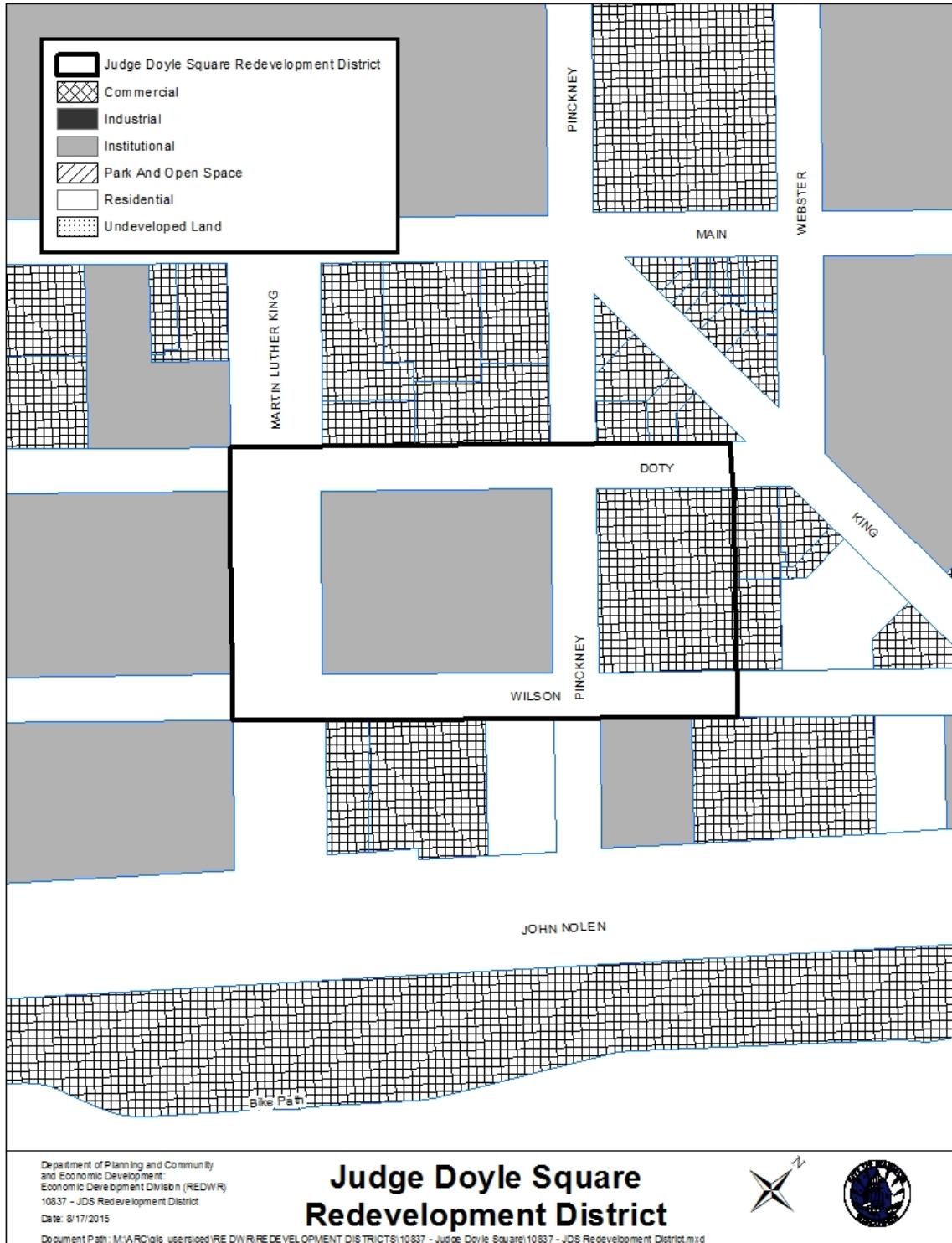
### Map 1 – District Boundary



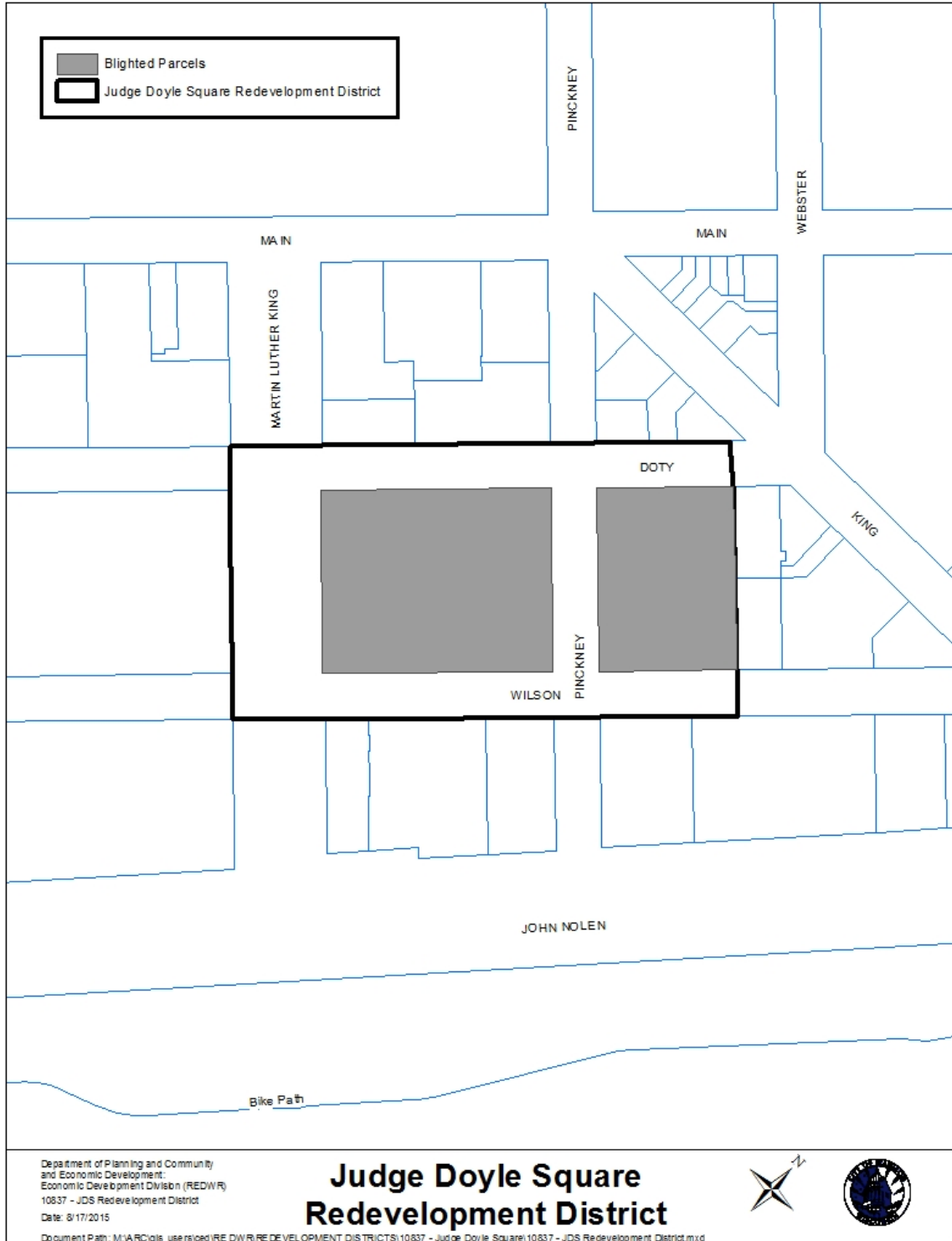
### Map 2 – Existing Zoning



### Map 3 – Existing Land Use



### Map 4 – Structure Survey Results (Blight)



### Map 5 – Proposed Generalized Future Land Use (From City of Madison Comprehensive Plan)

VOLUME II MAP 2-3  
**Downtown Districts**  
 City of Madison  
 March 2012

**DOWNTOWN DISTRICTS**

- (a) Downtown Core
- (b) State Street
- (c) Broom Street
- (d) Mifflin-Bassett
- (e) Findorff Yards
- (f) City Station
- (g) Student High Rise
- (h) Langdon
- (i) Mansion Hill
- (j) First Settlement/Old Market Place

**OTHER LAND USE DISTRICTS**

- RESIDENTIAL DISTRICTS
  - LD Low Density (0 - 15 units/acre)
  - MDR Medium Density (16 - 40 units/acre)
  - HDR High Density (41 - 60 units/acre)
- MIXED USE DISTRICTS
  - NMU Neighborhood Mixed-Use
  - CMU Community Mixed-Use
  - RMU Regional Mixed-Use
- COMMERCIAL/EMPLOYMENT DISTRICTS
  - GC General Commercial
  - RC Regional Commercial
  - F Financial
  - I Industrial
- OPENSPACE - AGRICULTURE DISTRICTS
  - A Park and Open Space
  - P Agriculture/Rural Uses
- SPECIAL DISTRICTS
  - SI Special Institutional
  - AP Airport
  - C Campus
- NFA Neighborhood Planning Area (NFA Encouraged)

**SPECIAL OVERLAY DESIGNATIONS**

- TOD Transit-Oriented Development (Conceptual Locations)

Land Use: Site Reference Number

Railroad

Data Source:  
 City of Madison Department of Planning & Community  
 & Economic Development, Planning Division

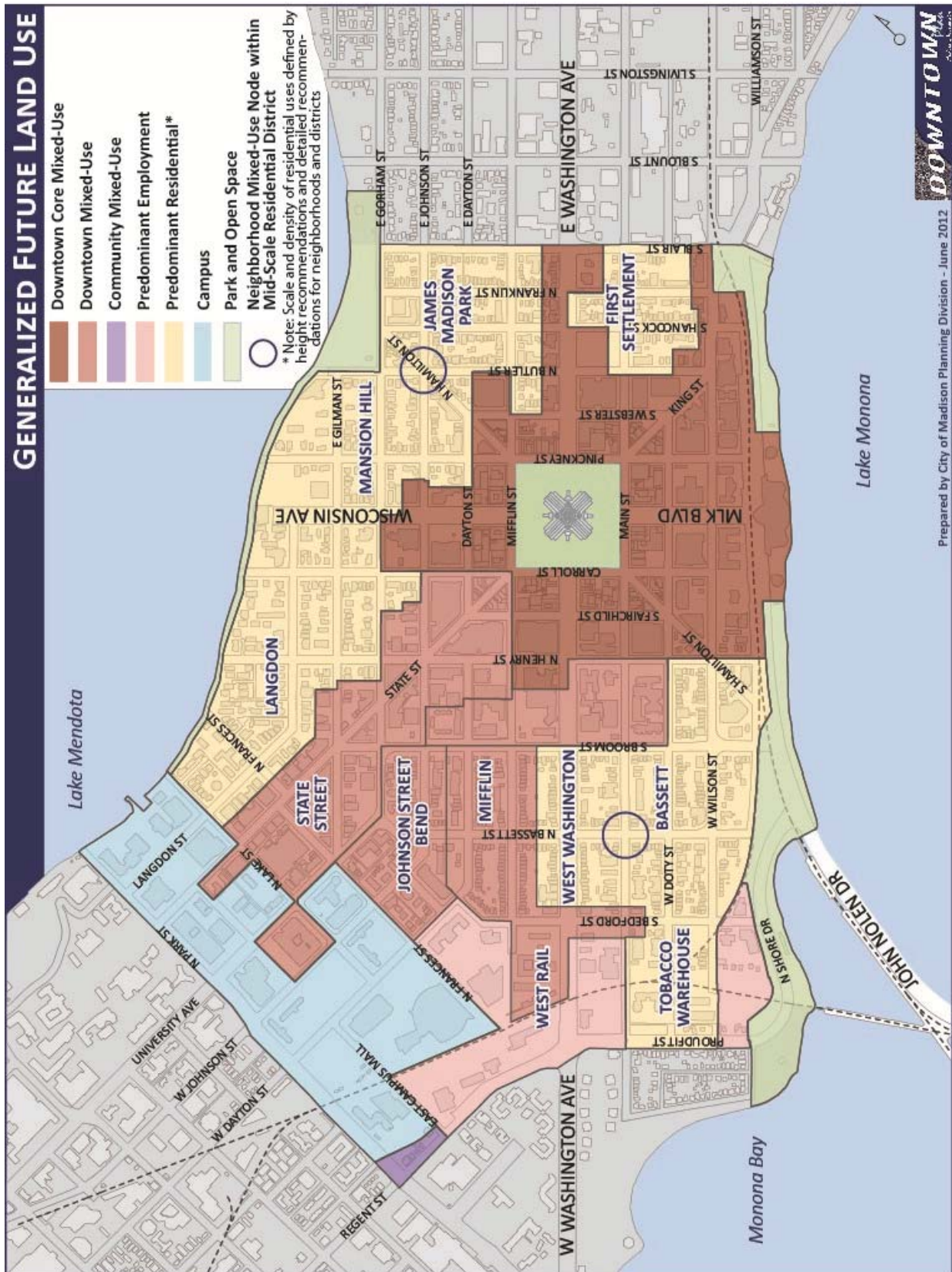
0 500 1,000 Feet

City of Madison  
 COMPREHENSIVE PLAN





Map 6 – Proposed Specific Land Use (Downtown Plan)



### Map 7 – Proposed Zoning

