



Long-Range Facilities Needs Analysis

June 2012



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Overview

The City of Madison has considerable facility infrastructure resources in support of public services. Facilities range from offices located in the City-County Building and Madison Municipal Building to maintenance facilities for City vehicles to fire stations and police district buildings. Location of these facilities has been based on public safety response goals, bus transit routes, efficient deployment of refuse collection and snow removal vehicles, historical opportunities, and co-location decisions. Madison's unique geography as an area of lakes that form an isthmus and its history as the seat of state and county government, and as the site of the state's flagship public university campus, have also played a significant role in the placement of City facilities.

City taxpayers have a long history of investment in these support facilities. The current value is approximately \$400 million. The cost of constructing and maintaining these facilities has been financed primarily by issuance of general obligation debt. Consistent with the City's conservative financial management principles, debt is usually repaid within 10 years. In order to ensure that on-going City operations are not inordinately compromised by repayment of debt, the City also strives to keep debt service within a limit of 12.5 percent of general fund expenditures. City taxpayers and elected officials have been rewarded for this balanced approach with the highest possible rating on its bonds from bond rating agencies. This rating has enabled the City to receive the lowest possible interest rates on its debt.

These financial management practices will be tested over the next several years as replacement of aging infrastructure, including major streets, key facilities, and major equipment; repair and maintenance of facilities; addressing potential employee safety concerns; and extension of services in support of growth throughout the City, require increased investments. Most of these investments will be supported by general obligation debt paid from revenues deposited in the City's general fund. Other facilities, such as those related to enterprise agencies (i.e., Madison Water Utility), will be financed from user fees.

State law places limits on the amount and diversity of revenues available to the City's general fund. As a result, nearly three-quarters of the City's revenues come from the property tax. Furthermore, limits in the state's constitution and property tax exemptions under state law place a much greater burden for collection of property taxes on residential taxpayers than in other states. Finally, tax base equalization principles imbedded in state funding formulas and pressures within the state budget generally are expected to lead to continued reductions in proportion of the City's general fund supported by intergovernmental revenues from the state.

Taken together, these issues demand that the allocation of resources toward future facility relocation, replacement, repair and maintenance be studied carefully. Location decisions impact City operating costs (i.e., fuel use and staff time to position vehicles from the field to maintenance facilities). Use of one facility, rather than two or more, through co-location of services should be considered (i.e., one conference room in a shared police/fire facility rather than two conference rooms in two facilities). Regionalization of services may also provide opportunities for efficiencies through sharing of services and facilities across municipal boundaries.

Location decisions need to reflect public safety response times, goals adopted in neighborhood plans, cooperation opportunities with schools, operational efficiencies, anticipated city population growth patterns, and economic development opportunities. Current location decisions are often driven by the service needs of individual City agencies with limited consideration given to issues beyond the specific needs of the user agency. The City does prepare a six-year Capital Improvement Plan as part of its annual Capital Budget process which gives the Mayor, Council, and City managers a general plan for

infrastructure investments. However, limited inter-agency discussion occurs prior to incorporation of specific projects into agency capital improvement plan proposals.

The City should consider establishing a formal long-range facility planning process as a way to foster inter-agency dialogue and input regarding these issues. This process would be most effective in the preliminary stages of the agency needs assessment process. The planning process could also assist with developing procedures to ensure that all elements of the needs assessment process—including service area, co-location opportunities, regional cooperation options, implementation timetables, and real estate acquisition—are addressed.

The Mayor and City Council identified the importance of these aforementioned issues by adopting the following provision in the 2012 City budget:

“The City has a number of space needs related to its bus and vehicle fleet, fire and streets equipment, police evidence storage, and water utility equipment. Municipal facilities, especially those for vehicle maintenance, must be carefully located to avoid curtailing potential economic development and creating negative environmental impacts. In order to address the City’s needs and provide for a site selection process and review against adopted plans in the most cost-effective and efficient manner, the Mayor will create a staff team, which will also include the Council President or Council’s President’s designee. The team will prepare a long-term facilities plan for delivery to the Common Council by June 1, 2012, that makes recommendations regarding overall space requirements, facility relocations, and potential property acquisitions. Accepted recommendations will be included in the 2013-2018 Capital Improvement Program, with 2012 budget amendments for land acquisition and construction to be made on an as-needed basis.”

This provision formalized a staff team process that the Mayor directed be initiated in November 2011. Members of the staff team are key managers from City agencies including Fire, Police, Engineering-Facilities Management, Fleet Services, Metro Transit, Planning and Community and Economic Development, Streets, Water Utility, Finance and the Mayor’s Office. Managers from Traffic Engineering and the Library also provided important input. Pursuant to the 2012 budget directive, then Common Council President Lauren Cnare joined the staff team in January 2012.

Consistent with the 2012 budget provision, this report will do the following:

- Inventory current City facilities.
- Discuss short- and long-term facilities needs.
- Quantify operating budget impacts of facility location options.
- Identify potential site locations.
- Provide perspectives on co-location, economic development areas, regional cooperation, population growth.
- Recommend site options to address immediate facility space needs.

In its discussions, the staff team coalesced around the following discussion and analysis themes. Each of these themes, and associated facilities, is a section in the report.

- East Washington Avenue Corridor Facilities
 - Metro Transit Bus Maintenance and Storage
 - Fleet Services
 - Fire Equipment Maintenance and Repair
 - Police Evidence Storage (multiple sites)
 - Water Utility Vehicle Repair, Maintenance and Storage
- City Office Space
 - City-County Building
 - Madison Municipal Building
 - Public Safety Administration
- Alternative Sites Analysis
- Regional Facilities
 - Fire Stations
 - Police Districts
 - Libraries

Inventory of Current Facilities

The City of Madison owns 210 specific facilities (excluding small structures, such as park shelters), with an estimated replacement value of approximately \$400 million. These facilities range in value from the Monona Terrace Community and Convention Center (\$100 million) to the starting booth at Yahara Golf Course (\$1,803). Twenty buildings represent over three-fourths of the total replacement value.

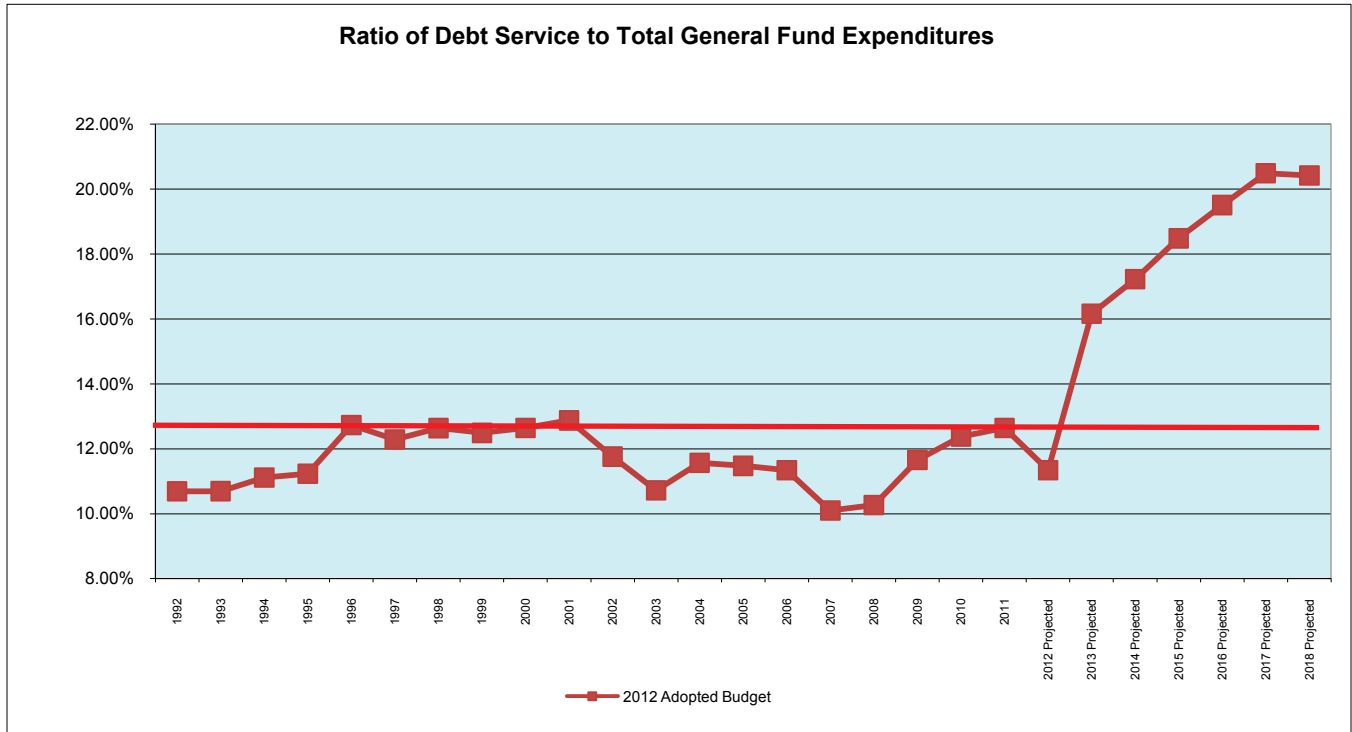
Building Name	Address	City	Zip	Replacement Cost of Building
COMMUNITY & CONVENTION CTR.	1 JOHN NOLEN DRIVE	MADISON	53703	\$100,084,624
MADISON METRO MAINTENANCE BLDG	1 SOUTH INGERSOLL	MADISON	53703	34,651,184
STATE ST. CAPITOL RAMP	212 NORTH CARCALL STREET	MADISON	53703	19,835,876
STATE ST. CAMPUS RAMP	430 N FRANCIS STREET	MADISON	53703	15,459,708
MUNICIPAL BUILDING	215 MARTIN LUTHER KING JR. BLVD.	MADISON	53703	15,353,089
MAIN LIBRARY	201 W MIFFLIN STREET	MADISON	53703	14,500,137
RESOURCE RECOVERY CENTER	121 EAST OLIN AVENUE	MADISON	53713	14,351,446
CAPITOL SQ. NORTH RAMP	126 NORTH BUTLER	MADISON	53703	14,094,992
OVERTURE RAMP	318 WEST MIFFLIN	MADISON	53703	11,834,674
GOVERNMENT EAST RAMP	107 EAST DOTY STREET	MADISON	53703	10,917,752
OLBRICH GARDEN CENTER	3300 ATWOOD AVENUE	MADISON	53704	8,520,341
ENGINEERING SERVICE BUILDING	1602 EMIL STREET	MADISON	53713	6,495,807
FAIRCHILD BUILDING	120 S. FAIRCHILD STREET	MADISON	53703	6,130,286
EAST PUBLIC WORKS-STREETS STOR	4602 SYCAMORE AVE	MADISON	53704	5,440,846
MOTOR EQUIPMENT GARAGE (2 STORY)	200 N FIRST STREET	MADISON	53704	5,282,162
JOHN B. HEIM BUILDING	199 EAST OLIN AVENUE	MADISON	53713	5,112,321
SEQUOYA BRANCH LIBRARY	4340 TOKAY BOULEVARD	MADISON	53711	4,537,126
COMMUNITY CENTER	1625 NORTHPORT DRIVE	MADISON	53704	4,237,732
GOODMAN PARK MAINT. FACILITY	1402 WINGRA CREEK PARKWAY	MADISON	53715	3,512,961
BADGER ROAD MAINTENANCE-STREET	1501 W BADGER ROAD	MADISON	53703	3,436,792

A map of the facility locations can be found in the Appendix II.

City's Current Debt Profile and Projections of Debt Service Share of Expenditures

Based on the 2012 adopted City capital budget and debt already issued, the City will have \$369 million of outstanding general obligation debt on December 31, 2012. Of this total, \$247 million is supported by the City's general and library funds. Debt service on this general and library fund-supported debt will be \$28.4 million in 2012.

If the six year Capital Improvement Plan (CIP) included in the 2012 capital budget is implemented, total general fund supported debt is expected to reach \$348 million by 2018. By 2018, debt service will total \$62 million and consume over 20% of City general fund expenditures.



Assuming no factors other than debt service change over that period of time, the following reductions in the CIP would be necessary to limit the extent of the allocation of general fund resources toward debt service.

Assumptions

3% growth in operating costs

2% to 4% interest rates

Debt service lags one year after debt issuance

2011 issuance premium of \$11.8 million is one-time

	2012	2013	2014	2015	2016	2017	2018
2012 Adopted Budget and CIP							
New Gen'l Fund Supported Borrowing	\$45,373,850	\$57,308,000	\$57,800,713	\$64,593,373	\$57,185,509	\$43,993,550	
General Fund Supported Debt Service	\$27,020,830	\$40,445,238	\$44,988,887	\$49,444,396	\$54,561,641	\$59,869,060	\$61,462,490
Debt Service Share of Operating Budget	11.3%	16.2%	17.2%	18.2%	19.2%	20.2%	20.2%
10% Reduction							
New Gen'l Fund Supported Borrowing	\$44,269,600	\$51,577,200	\$52,020,642	\$58,134,036	\$51,466,958	\$39,594,195	
General Fund Supported Debt Service	\$27,020,830	\$40,445,238	\$44,113,582	\$47,837,082	\$52,086,761	\$56,656,161	\$57,719,135
Debt Service Share of Operating Budget	11.3%	16.2%	17.0%	17.7%	18.5%	19.3%	19.2%
20% Reduction							
New Gen'l Fund Supported Borrowing	\$44,269,600	\$45,846,400	\$46,240,570	\$51,674,698	\$45,748,407	\$35,194,840	
General Fund Supported Debt Service	\$27,020,830	\$40,445,238	\$43,368,578	\$46,357,861	\$49,737,765	\$53,566,939	\$54,097,246
Debt Service Share of Operating Budget	11.3%	16.2%	16.7%	17.2%	17.8%	18.5%	18.2%
50% Reduction							
New Gen'l Fund Supported Borrowing	\$44,269,600	\$28,654,000	\$28,900,357	\$32,296,687	\$28,592,755	\$21,996,775	
General Fund Supported Debt Service	\$27,020,830	\$40,445,238	\$41,133,566	\$41,920,199	\$42,690,779	\$44,299,271	\$43,231,582
Debt Service Share of Operating Budget	11.3%	16.2%	16.0%	15.8%	15.7%	15.8%	15.1%
75% Reduction							
New Gen'l Fund Supported Borrowing	\$44,269,600	\$14,327,000	\$14,450,178	\$16,148,343	\$14,296,377	\$10,998,388	
General Fund Supported Debt Service	\$27,020,830	\$40,445,238	\$39,271,056	\$38,222,147	\$36,818,290	\$36,576,214	\$34,176,861
Debt Service Share of Operating Budget	11.3%	16.2%	15.4%	14.7%	13.8%	13.4%	12.3%

These financial projections raise key issues for policy makers regarding the prioritization of scarce City resources in response to replacement of aging infrastructure, efficient operation of City services, highest and best use of City-owned land and facilities in conjunction with changing economic development and land use patterns (i.e., development in the Capitol East / East Washington Avenue Corridor area), and extension of City services in response to population growth.

East Washington Avenue Corridor Facilities

The East Washington Avenue corridor includes buildings that once served as the industrial backbone of Madison. Those heavy industries have long since left the corridor over the past several decades. Madison Gas and Electric's headquarters, support and power generation facilities, along with the State of Wisconsin's Capitol Heat and Power plant, dominate the area closest to the Capitol Square.

The City's Capital Improvement Plan includes projects related to converting railroad right of way and former industrial property within the Capitol East District into a Central Park. Closure of the former Don Miller auto dealership on the 800 block of East Washington Avenue and purchase of that property by the City is expected to help foster considerable redevelopment within the Capitol East District over the next several years. These and other redevelopment projects are anticipated to result in a transformation of the Capitol East District into a mixed use high-tech, housing, retail, commercial and cultural area.

The Capitol East District is also the location of many of the City's vehicle service and support facilities, including:

- Fleet Services (corner of North First and East Johnson Streets).
- Police Evidence Storage (multiple buildings at Fleet Service facility and other locations).
- Fire Equipment Maintenance (East Washington Avenue between North Few and North Baldwin Streets).
- Metro Transit (Ingersoll Street and East Washington Avenue).
- Water Utility Operations, Vehicle Maintenance and Storage (South Paterson Street between East Main Street and the Capital City Bike Trail).
- Library Support Facility (formerly in Central Library; currently in leased space on Pennsylvania Avenue).

Fleet Service and Fire Maintenance

Background

At the time the 2012 Capital Budget was under development, the Fleet Service Division identified an urgent need to relocate the Fire Maintenance facility located at 1234 East Washington Avenue. The facility is in very poor condition and no longer suitable for repair work on large Fire Department apparatus in a safe and efficient manner. The Fire Maintenance facility was scheduled to relocate to property currently owned by the City on South Point Road. This property will be the location of the Far West Public Works Facility. This site was selected because the land was already owned by the City and would reduce total costs of relocating the Fire Maintenance facility. Had this occurred there would have been an increase in travel and time out of territory for all Fire Department apparatus requiring maintenance and resulting in an increase in operating costs and a reduction in response times if a vehicle is needed to be put into service while receiving maintenance.

Immediate Needs

The current Fire Maintenance facility is too small for the size and weight of the vehicles being serviced at this location. Fire engines and ladder trucks are challenging to maneuver due to their size and the facility height limitations make raising vehicle cabs difficult. Safety is of utmost concern. A central city location is desired to reduce travel response times and operating costs.

Intermediate Needs

In order to respond to both operational efficiency issues and future redevelopment opportunities, relocation of all Fleet Services activities from First Street should be seriously considered. If Fleet Services is relocated, further efficiencies can be gained by consolidating the Radio Shop with Fleet Services. Currently, additional operating costs are incurred due to the travel time necessary between Fleet Services and the Radio Shop to install and repair radios in various City vehicles.

Long-Range Needs

When the Far West Public Works Facility is operational Fleet Service will require a repair and maintenance section on the property to support operations.

	Building Sq Ft	Site Acres
Existing Facilities		
1234 East Washington Avenue	8,200	0.64
200 North First Street	45,000	3.50
Proposed Facility	55,000 6,500 cold storage	

Water Utility Operations, Vehicle Maintenance and Storage

Background

The Madison Water Utility's Operations Center at 110 S. Paterson Street (corner of S. Paterson and E. Main) is a former service station dating to 1918. It currently houses the Utility's Distribution Section, responsible for the maintenance of water mains, services, valves, and hydrants as well as facility assets such as wells, reservoirs, pumps, motors. Also housed at this location are the Utility's vehicle maintenance operations. Seventy staff report to this building, although the majority are field personnel. The Operations Center has long been in need of a complete renovation. The office, meeting, and locker room spaces are worn and far below the standard of quality for City of Madison facilities. The vehicle maintenance bays are severely undersized for today's equipment, resulting in very tight working conditions. A project to demolish and rebuild part of the Operation Center and renovate the remainder has been in the City's Capital Improvement Plan for many years. However, it has been continually deferred due to higher priorities such as the water main replacement program and concerns about the magnitude of water rate increases needed to fund all the Utility's infrastructure needs. The architectural design was completed in 2007. The current schedule calls for construction to occur in 2014, with a total project budget of \$6 million.

The Utility's 43,000 square foot Vehicle Storage Building (VSB) directly across Paterson was built in the 1980's. It is in excellent condition with a new roof, energy efficient HVAC and lighting and new high speed overhead doors.

Immediate Needs

While the Operations Center is in poor condition overall, there are no immediate safety concerns or constraints on external levels of service that would mandate an earlier completion date than currently scheduled.

Intermediate Needs

The planned improvements are sufficient to meet the Utility's needs for the foreseeable future. Therefore the intermediate needs are the same as the long-range needs.

Long-Range Needs

Possible Options

1. Continue with the currently planned renovation on the Operations Center at a cost of \$6 million.
2. Consolidate operations and maintenance functions at the Water Utility facility on Olin Avenue. This approach would require development on a former landfill to the south of the current Water Utility facility at a cost of up to \$12 million, or acquisition of land from the County.

Madison Metro Transit Bus Maintenance and Storage

Background

Madison Metro Transit's bus garage at 1101 East Washington Avenue is 33 years old, on an 11 acre site, designed to store and maintain 160 buses. It currently houses 209 buses and 20 paratransit vehicles. In 2005, a facilities study was completed with the assistance of a consultant, RNL, and several subcontractors that developed a long-range plan to upgrade the 1101 East Washington Avenue facility to a 285 bus garage by constructing a multi-level parking structure on a portion of the current employee surface parking lot in order to create space to expand the available footprint for storage and maintenance. An alternative scenario involving a 150 bus satellite facility on 12 acres of land in addition to the 1101 East Washington Avenue facility was also evaluated. Metro currently has about \$70 million listed in the City of Madison long-range Capital Improvement Plan, but no federal or local dollars have been committed.

Immediate Needs

The current garage is working adequately for existing service levels. With the most recent growth in ridership from 13.6 million in 2010 to 14.9 million in 2011, there was a need for extra buses to address overcrowding issues in the core service area. Metro kept 5 older buses after the recent purchase of 14 buses, and increased the fleet size from 204 to 209, but no further bus fleet size increases are planned. Metro Transit's recommendation for the immediate future is to lease space for 3 to 5 years which could be shared space with another City department(s).

Intermediate Needs

The current garage, for safety and other practical purposes, cannot hold any additional buses. The demand for service expansion is growing. Ridership over the past 15 years has grown 44%, and Metro has incrementally increased the number of buses from 170 to the current level of 209, a 23% increase. There are also requests for expanded service within the city and from neighboring municipalities and academic institutions. Therefore, Metro is starting to look for a facility to lease that could hold 10 to 30 buses over the next several years to allow for service expansion needs while a new facility or satellite facility is designed and built.

Long-Range Needs

Metro's preferred strategy would be to locate and build a new satellite facility for 100 – 150 buses and the heavy maintenance shop at a location that will minimize deadhead and driver relief times. The 1101 East Washington Avenue facility would continue to operate 100 – 150 buses and provide heavy maintenance services. The office area would be expanded to accommodate the administrative functions that are currently housed in leased space at 1245 East Washington Avenue. The new satellite facility could co-locate with other City agencies. Funding for this facility could be supported through federal grants, local property tax support, fare-box revenues, and potentially revenues derived from a future regional transit authority if authorized by the state legislature

	Building Sq Ft	Site Acres
Existing Facilities		
1101 East Washington Avenue	314,695	10.4
1245 East Washington Avenue	4,000	
One Facility		
	398,946	18
Existing Facility plus Satellite		
1101 East Washington Avenue	318,695	10.4
New Satellite Facility	365,607	11.8
Total	684,302	22.2

Police Department Property/Evidence Storage

Background

The Madison Police Property Unit provides comprehensive property functions including evidence, safekeeping and found property storage and maintenance, storage and release of evidentiary vehicles, collection and processing of abandoned and evidentiary bikes, and inventory and distribution of supplies. The Property Unit needs to provide high quality of service to both internal and external customers by ensuring adequate secure storage for evidence and other property. The Property Unit currently is decentralized and utilizes four facilities located throughout the City. The facilities are located in the City County Building, the First Street Garage, the Water Utility Well at First Street, and in a leased building at Marsh Court

In 2008, a study was completed by the City Engineering Division (Property and Evidence Storage and Retention Report, March 12, 2008) which indicated that the property and evidence facilities were configured inefficiently, filled to capacity and lacking the necessary environmental and security measures to ensure operational integrity. This report indicated that:

“The long term solution for the Property and Evidence Unit is a single site facility that provides office space, supply and property storage, impounded vehicle and abandoned bicycle storage and safe convenient customer access. The facility should be somewhat centrally located to be able to efficiently serve the five district stations, the Dane County Courthouse and Municipal Court, the Wisconsin State Crime Lab, the Forensics Services Unit and the citizens of Madison, including those recently released from incarceration. Single site storage will increase the efficiency, accuracy, and access to property while lowering operating costs.”

The Property Unit currently stores over 103,000 pieces of evidence in 9,225 square feet of space, 75 evidentiary vehicles in 9,300 square feet and 400 bicycles in 700 square feet. The total for this storage space as is 19,225 square feet.

The current model of decentralized property storage presents security and integrity concerns as well as negatively impacting customer service, is inefficient in processing evidence and strains quality control management.

The Unit is experiencing record intake of property and evidence and it is anticipated that it will have, in custody, over 500,000 pieces of evidence by 2020. Since 2006, the Department has experienced a 20% annual increase in its evidentiary inventory. The statutory requirement to retain evidence until discharge of all individuals involved has drastically impacted storage needs. This increase and the statutory retention requirements have put unmanageable strain on a storage system already over capacity. This overcrowding jeopardizes the integrity of the evidence, safety of personnel and presents the potential of compromising prosecutory effectiveness which directly impacts public safety.

Immediate Needs

The space needs for evidence and vehicle storage can be addressed in the near term as plans are developed to address intermediate and long-term needs.

Intermediate-Term Needs

The current storage facilities are not meeting the needs of the Unit. The Police Department purchased 2,250 square feet of space behind the GR4 administrative office in the City County Building that is providing some relief for the extreme overcrowding. This space is also enabling the Unit to improve its storage and retention methods. However, the current state of the other facilities is hindering the Unit's ability to rectify the storage and handling deficiencies. The total space currently spread out over four facilities is as follows:

City County Building	5,125 sq ft
First Street Garage	4,100 sq ft
First Street Well	700 sq ft
Marsh Ct. (Vehicle Impound)	<u>9,300 sq ft</u>
Total	19,225 sq ft

Long-Term Needs

The Madison Police Department is nationally known as a progressive and cutting edge organization. To maintain this tradition of excellence and to operate in a manner consistent with the ideals and values of the Madison Police Department a new state of the art centralized property and evidence complex is needed. This facility would house all property and evidence functions as well as maintain the security and integrity necessary to fulfill its mission. The facility would be approximately 50,549 square feet which would include:

- Administrative Office Space
 - Manager Office
 - Staff break room
 - Restroom
 - Work Area
 - Conference room
 - Intake
 - Housekeeping
 - Trash/Recycle
 - Telecommunications
 - Mech/Elec/Water
 - Supply locker
- Currency Vault
- Cold storage
- Bicycle storage
- Large item storage
- Negative pressure narcotics storage
- Secure firearm storage
- Short and long-term evidence storage
- Biological/Hazardous storage
- Forensic air dry room
- Loading dock

In addition, the facility would require 28,000 square feet of high security fenced vehicle impound storage.

The current 21,080 square feet of space utilized to house the over 103,000 pieces of evidence is inefficient and is not configured to properly store the quantity of evidence in custody. The current configuration lacks the requisite security requirements such as rebar concrete block walls, security screens, perimeter alarms and video surveillance. Environmental and climate deficiencies directly affect the air quality and ventilation within the property storage facilities which present potential health hazards to personnel as well as other environmental factors that could affect evidentiary integrity.

A facility of this size, centrally located, is essential in meeting the future inventory and retention demands required by an increasing City population and statute requirements. Acquiring a new centralized property and evidence facility will remedy the gross overcrowding of current storage facilities, allowing the Unit to manage an increasing inventory while maintaining high levels of operational efficiency, strict quality control and security management.

Madison Public Library – Service and Support Annex

Background

Madison Public Library is currently a nine branch library system. Eight satellite branches serve various neighborhoods in the city, while the Central Branch serves the downtown and has acted as the service, supply, and support center for the satellite branches. A far-east side branch is already included in the long-range capital improvement plan, and the Grandview Commons Branch is scheduled to begin construction in less than three years. The library also continues to seek land on the far west side for a new library branch.

Taken together, it is possible that by 2020, the Madison Public Library will consist of 11 branches along with the Central Branch.

Impact of Central Branch Renovation on Support Space

The 2010 to 2013 renovation of the Central Branch required a reassessment of that facility's role as a service and support center for the entire Madison system. The schematic design phase for the Central Branch renovation revealed the limitations of merely transferring current processes into the new facility. Unlike the 1965 to 2011 layout, the renovated facility allocates a far greater percentage of square footage for public use. As a result, storage and maintenance areas have been reduced

commensurately. Back of house and support operations, therefore, have far less space in which to conduct vital operations.

Immediate to Intermediate-Term Needs

The loss of space for back of house operations in the new Central Branch facility coupled with the ever-increasing demand on library logistic resources means that the Central Branch can no longer be feasibly designated as the support, supply, and service center for the entire Madison Public Library. As such, a 15,000 to 20,000 square foot service and support annex facility is necessary to support the library branches. Such a facility should be centrally located along the Beltline to allow rapid access to the far west and east sides.

Ideally the facility will be a commercial property that allows for multiple functions, including:

1. Storage for extra collection.
2. Space for large book carts.
3. Pallets of paper and janitorial supplies.
4. Paint, lumber, ceiling tiles, and attic stock for branches. Branch libraries were built with very little storage space.
5. Staff computer set up lab. Computer use by the public has grown dramatically at library branches.
6. Maintenance shop for repair of book carts and book trucks, assembly of furniture and toys, and other repairs.
7. Temporary storage of branch furniture, collection, and office equipment is a vital necessity.
8. Youth services and outreach office and storage space.
9. Logistics support for library branches.
10. A collaborative facilities meeting area, featuring an area to store building element samples, blue prints, and related materials in one space. This meeting space would also feature AV equipment and presentation tools.

City Office Space

(City-County Building and Madison Municipal Building)

Most City office space is concentrated in the Madison Municipal and City-County Buildings located on Martin Luther King Jr. Boulevard in Downtown Madison. The former facility was built between 1927 and 1929 as a federal courthouse and post office. The City acquired the building in the 1980's and modified the interior spaces to accommodate offices and meeting rooms.

The City-County Building (CCB) was constructed in phases starting in the mid-1950's. Much of the interior spaces have been remodeled over the last several years. It lacks certain amenities of modern office buildings, such as adequate meeting space and easily modified interior walls. Parking in the facility is also inadequate for the extent and diversity of the programs served in the building (law enforcement, corrections, lawmakers, managers, etc.).

Future use of the Madison Municipal Building (MMB) was recently studied as part of the Judge Doyle Square redevelopment project. That project encompasses reuse opportunities for Block 105 (current location of the Government East city parking structure) and Block 88 (Madison Municipal Building) in support of additional convention hotel rooms, housing, retail, office and commercial development with underground parking.

Redevelopment of those blocks will affect space available in the Madison Municipal Building for City offices. Below is further background on both buildings and options to relocate city office space in response to redevelopment of Blocks 88 and 105.

Current Municipal Building and City-County Building

- Madison Municipal Building (MMB) is just over 86,000 square feet.
 - MMB has many significant issues regarding the condition of the building including:
 - Deterioration of the exterior brick and exterior envelope including windows.
 - Antiquated heating, ventilation, air conditioning systems.
 - Inadequate electrical system and obsolete lighting systems.
 - Interior spaces in need of remodeling.
- City-County Building (City portion) is just over 186,000 square feet.
 - CCB is operated by Dane County with the City paying for its share of operations, maintenance and capital costs.

Space Needs for MMB

As part of Block 105/88 planning process a space program for MMB was developed which calls for approximately 90,000 square feet for agencies in the MMB. This increase provides for future growth but also includes:

1. Space for Transportation Planning (Madison Area Transportation Planning Board-MPO), which is currently located in another building.
2. City Channel studio space separate from City meeting room space.
3. Space for a Development Services Center, a "one-stop shop" for developers.
4. More meeting rooms for City staff and public use.

Space Needs for CCB

No formal space program for CCB has been developed. However, there is very little space available in CCB for future expansion with most of the space currently allocated to either Dane County or the City of Madison. One exception is the 3rd floor where approximately 20,000-40,700 square feet is available. The range depends on the County’s willingness to vacate or share space.

MMB Space

As part of the Block 88/105 planning process a number of options to replace MMB space were considered including:

1. City stays in Madison Municipal Building.

This option assumes that loading dock, conference rooms and a portion of Housing Operations will be demolished to make room for the hotel on the back half of Block 88. This will reduce the square footage of MMB by approximately 6,000 to a total of 80,000 square feet. As stated above, the MMB is in critical need of upgrades. The budget of \$16,000,000 assumes a \$200/square foot cost to upgrade the building. This upgrade would include:

- Intensive exterior brick repair and restoration.
- New windows.
- Additional insulation where appropriate.
- Significant electrical upgrades.
- New HVAC system.
- Remodeling interior space where needed.

An additional cost will be parking. Approximately 40 stalls are currently located at the rear of MMB. If the City uses the current estimate for the underground stalls (\$35,000 per stall), the City would need to add another \$1,400,000 for parking. Additional funding required if the City determines more parking for City use is needed. Total costs for upgrades and minimal parking is estimated to be \$17,400,000.

Option 1		
Construction	80,000 square feet at \$200/square feet	\$16,000,000
Parking	\$35,000 per stall (40 stalls)	\$ 1,400,000
	TOTAL	\$17,400,000
Option 2		
Construction	80,000 square feet at \$200/square feet	\$16,000,000
Parking	\$35,000 per stall (100 stalls)	\$ 3,500,000
	TOTAL	\$19,500,000

The draft resolution that addresses next steps in the Block 88/105 redevelopment study includes authorizing the City to hire a consultant to develop conceptual plans and more precise cost estimates regarding renovation of MMB.

2. City builds new municipal building.

If the City determines that the MMB will be turned into a hotel or another use, the City will need to move City agencies out of MMB. If the City decides to build new offices, the City will need to purchase

land/air rights for the building, construct the building, and also purchase parking. An example would be the City purchases air rights from the Parking Utility at \$75/square foot. At a minimum the City would need approximately 30,000 square feet of land for the building pad. Purchasing this box of air rights would be \$2,250,000 at \$75/sq. ft. Construction of the core/shell, interior build-out, and fixtures, furnishing and equipment is approximately \$250/square foot. Construction of 40 parking stalls would cost an estimated \$1,400,000. Additional funding required if the City determines more parking for City use is needed.

Option 1		
Land/Air Rights	30,000 square foot pad	\$ 2,250,000
Construction	90,000 square feet at \$250/square feet	\$22,500,000
Parking	\$35,000 per stall (40 stalls)	\$ 1,400,000
	TOTAL	\$26,150,000
Option 2		
Land/Air Rights	30,000 square foot pad	\$ 2,250,000
Construction	90,000 square feet at \$250/square feet	\$22,250,000
Parking	\$35,000 per stall (100 stalls)	\$ 3,500,000
	TOTAL	\$28,250,000

If for some reason, the City determines that City offices from MMB and CCB should be vacated and a new City hall should be built this increases the costs significantly. This option would require coordination with the county on potential reuse options for this facility. As such, the staff team concluded that implementation of this option would present considerable challenges and is not a viable option at the current time.

Option 3		
Land/Air Rights	55,200 square foot pad	\$ 4,140,000
Construction	276,000 square feet at \$250/square feet	\$69,000,000
Parking	\$35,000 per stall (200 stalls)	\$ 7,000,000
	TOTAL	\$80,140,000

3. City purchases existing space.

Another option would be for the City to purchase existing vacant office space and then improve the interior through tenant improvements. Working with Real Estate estimates for purchasing an existing vacant office space would be \$125/square foot with an additional \$130/square foot for tenant improvements. Purchasing parking would be less expensive if the City purchases existing above ground parking. This option was also carefully reviewed by the staff team, which concluded that there is insufficient office space near the CCB to implement this option.

Option 4		
Building	90,000 at \$125/square foot	\$11,250,000
Tenant Imp.	90,000 at \$130/square foot	\$11,700,000
Parking	\$15,000 per stall (100 stalls)	\$ 1,500,000
	TOTAL	\$24,450,000

4. City leases existing space.

The City could also lease office space. Again working with Real Estate a lease rate is estimated to be \$25/square foot. Parking would be an additional cost estimated at \$1,200 per stall per year.

Option 5		
Lease	90,000 at \$25/square foot	\$2,250,000
Parking	\$1,200/stall/year for 100 stalls	\$ 120,000
	TOTAL LEASE PAYMENT/YEAR	\$2,370,000

This option was dismissed by the staff because lease payments come from the operating budget and unlike debt service will not end.

5. City purchases more space in City-County Building and moves some agencies to other locations out of downtown on land already owned by the city.

A final option that the staff team considered was to purchase more space from the County in the CCB and then move agencies out of the downtown. There are several problems with this option. The 40,700 square feet available in the CCB is insufficient to accommodate all agencies in MMB, which then requires many City agencies to move out of downtown. The staff team felt that this would not be effective as many City agencies need to be close to each other for coordination of projects and services.

Option 6		
Space from County	\$60/square foot 40,700 square feet	\$ 2,442,000
Tenant Imp.	40,700 square feet at \$135/square foot	\$ 5,494,500
New Construction	49,300 square feet at \$225/square foot	\$11,092,500
Parking	\$35,000/stall for 20 stalls (downtown)	\$ 700,000
	TOTAL	\$19,729,000

Points to Consider regarding City Office Space

- Physical proximity of City agencies helps ensure productive interaction of City employees.
- Landmark and civic status of Madison Municipal Building limits reuse options.
- Madison Municipal Building needs considerable renovation and infrastructure upgrades regardless of future use.
- Joint ownership of City-County Building constrains either expansion or relocation of City offices located in the facility.
- Potential redevelopment of Blocks 88 and 105 for a convention hotel and other uses could affect amount and configuration of City office space.

Taken together, it is anticipated that the City will continue to locate its agency and program offices in the City-County and Madison Municipal Buildings. Redevelopment of Blocks 88 and 105 should reflect these realities and seek to integrate these key civic uses into future redevelopment of the two blocks in support of the City's economic growth.

Fire Station 1/Fire Administration

Recently, the City was approached by Hovde Properties regarding the relocation and reconstruction of the Fire Administration Building. This structure was constructed in the mid-1960's and are is for

approximately \$1.6 million in HVAC and other building envelope improvements over the next 3 years. Relocation of this facility within the overall planned development would enable a larger private development to occur, and increase the City's property tax base. Analysis and implementation of this project is currently underway.

Alternative Sites Analysis and Recommendations

Based on the discussion above of facilities needs, the staff team established the following immediate and long-term facilities needs. The table also includes approximate building and site size.

<u>Immediate Needs</u>	<u>Building Size (sq. ft.)</u>	<u>Site Size (acre)</u>
Fire Maintenance	10,000	0.5
Metro Bus: Satellite Facility	365,607	12.0
Library Maintenance	20,000	1.0
MPD Evidence and Vehicle Storage	80,000	3.0
Fleet Services	51,000	2.5
Radio Shop	15,000	0.5
Fire Administration	25,000	condo unit
 <u>Longer-Term Needs</u>		
Water Utility Operations	60,000	3.0
Intermodal Bus Station	TBD	TBD
Streets – (Far West Public Works)	134,640	4.0
Madison Municipal Building	86,000	N/A
City County Building	186,000	N/A

In response to these facilities needs, the City's Office of Real Estate conducted a review of potential alternative sites (aerial photographs of each site can be found in Appendix II).

Potential Sites	Location	Size (acres)	Listing Price
Far West Public Works Facility	S. Point Rd.	30.9	City owns
Thorstad Automotive	S. Park St.	11.0	Not listed
West Badger Road	W. Badger Rd.	5.6	\$1,409,000
Water Utility <i>(Landfill remediation or possible purchase of County lands)</i>	W. Olin Ave.	5.13 + 5	RE to contact County
Cub Foods	Nakoosa Trail	15.4	\$3,500,000
Roadway Inn	E. Broadway	12.4	\$2,795,000
	Northern portion of parcel	3.5	\$787,478
Ruedebusch	Pankratz / Packers Ave.	29.9	RE to contact
East Transfer Point <i>(Possible purchase of existing business)</i>	Milwaukee St.	8.0+	\$1,411,344

Each of these sites was evaluated for possible uses, as well as positive and negative aspects, by the staff team. The results of that evaluation are shown in the table below for each site. In addition, a comparison of the hours of time necessary for fire vehicles to travel to some of the alternative sites is shown in graphs after the comparison table.

Based on this evaluation, the staff team proposes the following prioritization of facilities needs:

1. Purchase the West Badger Road site.

Transition City support services over the next several years to new facilities on the site in the following order:

- Fire equipment repair and maintenance (vacate the East Washington Avenue facility).
- Library Maintenance (currently in leased space on Pennsylvania Avenue).
- Fleet Services and Radio Shop.

2. Continue to plan for a long-range police evidence and vehicle storage approach so that the City is prepared to meet redevelopment opportunities in the East Washington Avenue Corridor. Other options include the northern portion of the Roadway Inn parcel that faces Femrite Drive and property adjacent to the Police Training Facility.

3. Consider the former Cub Foods site on Nakoosa Trail and the Ruedebusch-Pankratz site at the intersection of Packers and Aberg Avenues for development as a Satellite Bus Facility to address insufficient vehicle storage space and single-site risk exposure concerns at its current facility. Metro believes an East Washington Avenue presence is important given that most bus routes travel through the Isthmus. However, future development opportunities in the East Washington Avenue Corridor may require that this presence be downsized.

4. Investigate alternative uses for those parts of the South Point Road parcel that will not be utilized by Streets and other City agencies, including as a potential location for a west-side Parks operations and maintenance facility. The City purchased the 30 acre parcel as an opportunity for multiple uses. However, due to its location at the edge of the City's allowable growth boundary, it is not optimal for City-wide support facilities.

5. Investigate acquiring land from the County adjacent to the current Water Utility headquarters facility on Olin Avenue as a site for a Water Utility operations and maintenance facility. The current Water Utility operations facility on Paterson Street is in need of significant improvements. Given the location of that site within the Capitol East District, relocation of these facilities will provide additional economic development opportunities.

Site	Potential Uses	Pros	Cons
Far West Public Works Facility	<ul style="list-style-type: none"> • Bus satellite • Fleet Services • Fire Maintenance • Streets • Library Maintenance • Police Evidence and Vehicle Storage • Radio Shop • Parks operations and maintenance 	<ul style="list-style-type: none"> • City owns site • Future public works facility will be located on the parcel • Space for co-location of multiple facilities to serve City's west-side 	<ul style="list-style-type: none"> • Location too far west; increases operational costs for some agencies • Close to residential developments
Former Thorstad Automotive Facility	<ul style="list-style-type: none"> • Bus satellite • Fleet Services • Fire Maintenance • Library Maintenance • Police Evidence and Vehicle Storage • Radio Shop 	<ul style="list-style-type: none"> • Centrally located • Reuse of existing facilities • Good access 	<ul style="list-style-type: none"> • Not highest and best use of site • Not compatible with land use plans • Potential water quality issues with wellhead protection plan • Neighborhood concerns
West Badger Road	<ul style="list-style-type: none"> • Fleet Services • Fire Maintenance • Library Maintenance • Radio Shop • Police Evidence and Vehicle Storage <p data-bbox="467 1339 760 1476"><i>[all five uses cannot be accommodated at this site. Optimally, police evidence and vehicle storage would be sited elsewhere]</i></p>	<ul style="list-style-type: none"> • Centrally located • Compatible with surrounding land uses • Not visible from Beltline • Good access 	<ul style="list-style-type: none"> • Potential need for lift station • Potential land use / zoning issues
Water Utility – Olin Avenue	<ul style="list-style-type: none"> • Water Utility Operations <p data-bbox="467 1581 776 1686"><i>[either expand into the former landfill / Quann Park or purchase adjacent county land]</i></p>	<ul style="list-style-type: none"> • Consolidates water utility functions at one site • Allows redevelopment of Paterson Street facilities within East Washington Avenue Corridor 	<ul style="list-style-type: none"> • Landfill reuse will cost up to \$12 million

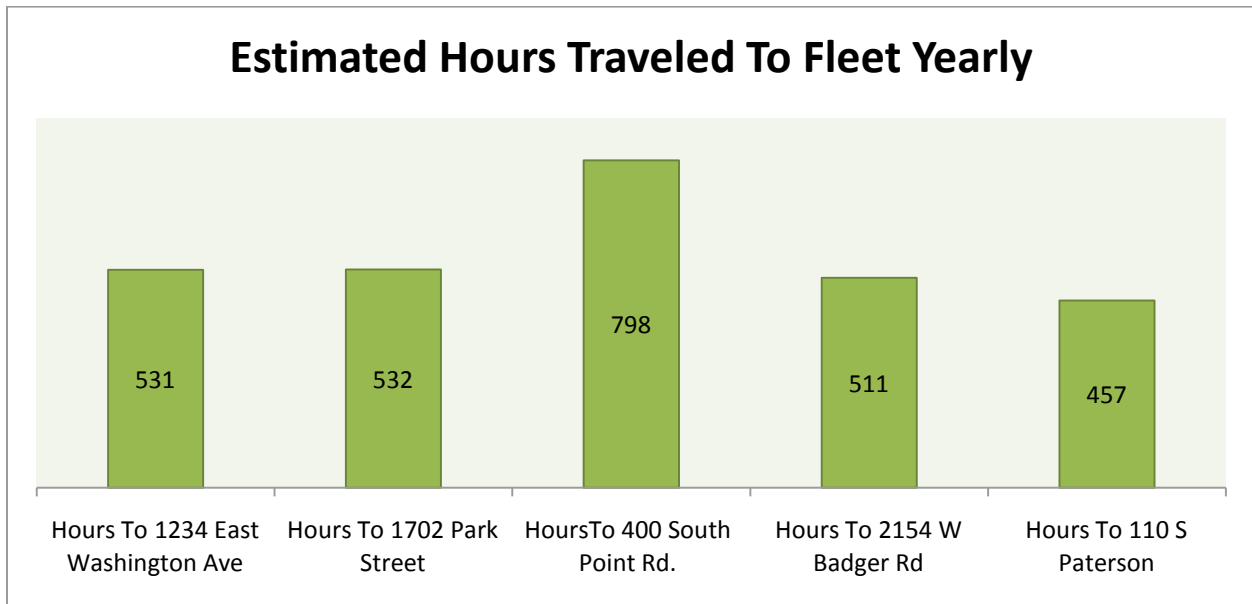
Site	Potential Uses	Pros	Cons
Former Cub Foods on Nakoosa Trail	<ul style="list-style-type: none"> • Bus Satellite 	<ul style="list-style-type: none"> • Compatible with surrounding land uses • Good soils • Good access • Conforms with land use / zoning • Allows for demolition of vacant big box store • Good location (intersection of Hwy 30 and Stoughton Road) 	<ul style="list-style-type: none"> • Portion of the site may have soil / wetland issues
Former Roadway Inn on East Broadway	<ul style="list-style-type: none"> • Bus Satellite • Police Evidence and Vehicle Storage • Fleet Services • Radio Shop • Fire Maintenance • Library Maintenance 	<ul style="list-style-type: none"> • Demolish vacant building • Close to MPD training facility on Femrite Drive • Co-location opportunities (Could use northern portion of parcel for Police evidence and vehicle storage and future SE fire station) 	<ul style="list-style-type: none"> • Too far east for Fleet, Bus, Fire and Library Maintenance – increased operational costs • Not highest and best use (Beltline frontage) • Poor access • Cannot accommodate all police evidence functions
Ruedeusch – Pankratz and Packers Avenue	<ul style="list-style-type: none"> • Bus Satellite • Fleet Services • Fire Maintenance • Radio Shop • Library Maintenance • Police Evidence and Vehicle Storage 	<ul style="list-style-type: none"> • Very large parcel • Centrally located • Good access • No residential nearby • Compatible with zoning and land use • Co-location opportunities 	<ul style="list-style-type: none"> • Potential soil / wetland issues • Road extension required (Pankratz Street) • Compatibility with current and future commercial sites along Packers Avenue; redevelopment opportunities

Site	Potential Uses	Pros	Cons
East Metro Transit Point – Milwaukee Street	<ul style="list-style-type: none"> • Bus Satellite • Intermodal Bus Terminal 	<ul style="list-style-type: none"> • Current transfer point location 	<ul style="list-style-type: none"> • Small site / inefficient parcel unless purchase existing business • Possible relocation of existing business • Land use conflicts • Near residential developments

As mentioned above, the following graph compares the estimated hours of travel time necessary to transport fire vehicles to alternative facility sites. The sites are as follows:

- 1234 East Washington Avenue – current fire maintenance and repair facility.
- 1702 South Park Street – former Thorstad car dealership.
- 400 South Point Road – City-owned parcel on far west side.
- 2154 West Badger Road – proposed site for relocation of fire maintenance facility.
- 110 South Paterson Street – Water Utility vehicle storage facility.

Based on this analysis, and other factors described in the table above, the optimal site from a travel time perspective is the West Badger Road site.



Regional Services

Introduction

The following reviews the City's future growth patterns, and the current status and regional cooperation possibilities for Police, Fire, Metro Transit, Libraries and the Water Department. Each department is unique, but has the potential to expand beyond its normal approach to providing services to the citizens in the City of Madison.

It is clear that the City will continue to grow at a significant pace, and that more growth will most likely take place on the east side over the next 25 years. Geographic and political boundaries play a significant role in this future growth.

Like other cities, Madison has expanded its services by constructing new facilities in strategic locations. This expansion has generally been in the form of independent buildings serving each use separately. Therefore, city services are spread throughout the City and, many times, require one to drive to that facility.

One recommendation is to investigate the possibility of co-locating City services and facilities. This would create more cohesion and serve greater ranges of population in their respective communities. In addition, many of these co-located service facilities could become or be part of larger community centers that attract people of all ages and backgrounds, bringing the city services closer to the people and neighborhoods. Each department felt this was an important step in bringing City government closer to the people.

The upcoming City Design Team, housed in the Planning Division of DPCED, will investigate with these departments the opportunities of creating new community town center nodes that may include city services. This can be important in creating a new sense of place or community for neighborhoods that, otherwise, have no place to go or interact with our city service departments.

A second approach to providing better, more efficient service is creating regional cooperation. Each department recognized the benefits of more regionalized services, but also recognized the political nature of such a change. Regionalization of city services with those of adjacent jurisdictions, in most cases, makes great sense. This should be explored at the village, town, city and county levels, recognizing that not everything may be feasible.

In each case, these departments have, and will continue to identify intergovernmental service opportunities.

Future City Growth Patterns

In 2006 the City of Madison adopted a long-range Comprehensive Plan to guide the future growth and development of the City. That plan, presented in two volumes, contains a wealth of information on past and future City growth patterns. The Comprehensive Plan can be found at www.madisonplan.org. Readers should pay particular attention to Volume 1, Chapter 1 entitled "Population and Demographics," Chapter 2 "Land Use," and Volume 2, Chapter 2, "Land Use." These three chapters contain information (data, projections) on socio-economic and spatial changes occurring within the community over time and the likely location and type of future development looking out 20-30 years. This paper includes a very brief synopsis of the likely future growth patterns of the City.

Population Growth

The two tables that follow show historical population growth within the City of Madison as compared to Dane County and projected growth to the year 2035. The City is expected to grow from 233,000 people in 2010 to over 290,000 people by 2035, an annual average growth rate of approximately 1% per year. Likewise, the number of households within the City is projected to increase from 102,000 in 2010 to over 130,000 by 2035.

Table 1
Population Growth: 1980-2010

	Total Population				Percent Change		
	1980	1990	2000	2010	1980-1990	1990-2000	2000-2010
Dane County	323,545	367,085	426,526	488,073	13.5	16.2	14.4
City of Madison	170,616	190,766	208,054	233,209	11.8	9.1	12.1
City as % of County	52.7	52.0	48.8	47.8			

Table 2
Population Projections: 2010-2035^{1, 2}

	Census		Forecast		Change		
	2000	2010	2020	2030	2035	2010-2035	2010-2035
Dane County	426,526	488,073	559,000	624,500	653,900	165,827	34.0%
City of Madison	208,054	233,209	254,800	279,700	290,500	57,291	24.6%
City as % of County	48.8	47.8	45.6	44.8	44.4	34.5	

Source: U.S. Census Bureau (2000 & 2010 data), Wisconsin Dept. of Administration (2035 county & 2030 municipal forecasts), Capital Area RPC (2035 urban service area pop. forecast), Madison Area TPB.

¹ The City of Madison forecast does not account for population in the Towns of Madison, Burke, and Blooming Grove, which will become part of the City in the future per boundary agreements with these towns.

² Continued increases in fuel prices, changes in housing cost and availability, increased telecommuting, and other factors could affect the forecast which is based on a continuation of past trends.

The number of jobs within the City is also expected to increase significantly. The table below compares the employment within the City of Madison to the remainder of Dane County between 2000 and 2035.

Table 3
Labor Force and Employment Projections: 2000-2035^{3,4}

	2000	2035	2000-2035 Chg.	2000-2035 Chg.
	Actual	Forecast	Amount	Percent
County Civilian Labor Force	255,800	364,400	108,600	42.5
County Employment (Place of Work)	285,000	422,000	137,000	48.1
City of Madison Emp (Place of Work)	186,500	266,800	80,300	43.1
City as % of County Employment	65.5	63.2	58.6	-

Source: U.S. Census Bureau (2000 data), Wisconsin Dept. of Workforce Development (2000 data), Capital Area RPC (labor force forecast assumptions), and Madison Area TPB.

³ The City of Madison forecast does not account for population in the Towns of Madison, Burke, and Blooming Grove, which will become part of the City in the future per boundary agreements with these towns.

⁴ Continued increases in fuel prices, changes in housing cost and availability, increased telecommuting, and other factors could affect the forecast which is based on a continuation of past trends.

Growth Patterns/Location of Future Development

The location of future development within the City of Madison is influenced by many factors including, but not limited to: adopted City plans, historical and future market forces, natural and governmental barriers, and inter-governmental agreements. The City's Comprehensive Plan includes a generalized future land use plan map (see Appendix Map 2-1). The plan also includes an analysis of peripheral planning areas on the west side and east side (see Appendix Map 2-4). Based on the historical growth pattern that has occurred, the geographic center of the City's population is currently about one mile west of the Capitol Square. Attached is another map which shows the current center of population within the City. The map also provides the approximate center of population on the west side and the east side of the City. Based on the existing adopted neighborhood development plans for the east and the west sides, it is expected that over the next four decades that the geographic center of the population will shift slightly eastward back toward the Capitol Square.

Looking at the generalized Land Use Plan map (Appendix Map 2-1) it is clear that in the long-term, there remains, at the edges of the City, much more potentially developable land on the east side than on the west side. However, given near-term development trends, this shift eastward may not occur for several decades given the remaining development potential on the west side within existing already adopted neighborhood development plans (an estimated additional population growth of 33,000 people). The potential population increase on the east side within existing neighborhood development plans could add an additional 50,000 people to the City. It is important to note that these numbers do not represent build-out forecasts for the City as additional peripheral development potential remains in areas on the east side as identified in Map 2-4 within the Comprehensive Plan. Some additional potential also remains on the far southwest side beyond additional neighborhood development plans.

Redevelopment and Infill Development Opportunities

In addition to the growth and development on the edges of the City which have historically accounted for the vast majority of the population and employment growth occurring within the community, there are significant opportunities for additional infill development and redevelopment on the City's east and west sides. While it would be difficult to quantify this additional development potential, or the split

between the east and west side, the likely areas where redevelopment and additional infill development will occur have been mapped within the Comprehensive Plan (see Appendix Map 2-5).

Appendix