

**East Washington Avenue
Redevelopment District**

Redevelopment Plan for the East Washington Avenue Redevelopment District

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

Presented to the Community Development Authority

Adopted by the City of Madison Common Council

(Date)

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

City of Madison, Department of Planning and Community
and Economic Development
East Washington Ave Redevelopment
District-Plan[app]

(Termination Date: December 31, 2022)

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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 the East Washington Avenue corridor of the City of Madison (City).

It is the CDA's intent to be prepared to respond to any anticipated projects and other opportunities in a timely and orderly fashion in order for development to occur. 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).

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 the *City of Madison Comprehensive Plan*, adopted by the City of Madison Common Council. The Plan objectives are more fully detailed in the following documents which are all 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.
- *East Washington Avenue Capitol Gateway Corridor Plan*, as adopted on February 5, 2008.
- *Tenney-Lapham Neighborhood Plan*, as adopted on February 5, 2008.
- *East Rail Corridor Plan*, as adopted in April, 2004

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 East Washington Avenue Redevelopment 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, Page 5-5 through 5-13 of the Comprehensive Plan, entitled "Economic Development, The Plan: Goals, Objectives, Policies and Implementation Recommendations" stipulate goals and objectives that are consistent with the activities planned for the East Washington Avenue Redevelopment 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 2:** Develop partnerships and strategies with other communities, area research, education, and health care institutions, utilities and other organizations to promote industries identified in the economic development plan and implementation strategies as key opportunities for growing the Madison economy.
- **Objective 6:** Nurture and cultivate the innovation potential of the region by leveraging the community's institutional assets and competencies.
- **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.

EAST WASHINGTON AVENUE CAPITOL GATEWAY CORRIDOR PLAN

On February 5, 2008, the City's Common Council adopted the Capitol Gateway Corridor Plan. The Capitol Gateway Corridor Plan stipulates goals and objectives that are consistent with the activities planned for the East Washington Avenue Redevelopment District, including but not limited to the following:

- **Business Development (Page 12):**
 - #5. Work with existing businesses to determine future plans and needs so they can grow and prosper in their current location.

TENNEY-LAPHAM NEIGHBORHOOD PLAN

On February 5, 2008, the City's Common Council (Common Council) adopted the Tenney-Lapham Neighborhood Plan as a supplement to the Comprehensive Plan. The Tenney-Lapham Neighborhood Plan stipulates goals and objectives that are consistent with the activities planned for the East Washington Avenue Redevelopment District, including but not limited to the following:

- **Land Use Goals, Action Steps / Projects, Design Standards and Implementers:**
 - Goal 4: Plan for the redevelopment of the 600 and 700 blocks of East Washington Avenue and the Reynolds property on the 700 block of East Mifflin Street.
 - Goal 5: Plan for the Redevelopment of the 800 Block of East Washington Avenue.
 - Goal 6: Plan for the redevelopment of the 1000 block of East Washington Avenue if it becomes available. If it does not become available, implement strategies to mitigate noise and pollution problems affecting the nearby residences and school.

EAST RAIL CORRIDOR PLAN

In April, 2004, the City's Common Council (Common Council) adopted the East Rail Corridor Plan. The portion of the District south of East Main Street is covered by the East Rail Corridor Plan, which sets forth goals and objectives that are consistent with the activities planned for the East Washington Avenue Redevelopment District, including but not limited to the following:

- **Recommended Land Uses (Pg II-16):**
 - The primary uses developed along East Main Street should be employment uses, including offices, light industrial enterprises, artists and artisans, business incubators and other employment uses compatible with the development objectives of the district.
 - East Main Street is a recommended location for mixed-use development, with retail and service business-support uses on the ground floor and office or other employment uses on the upper stories. It is intended that such support uses remain secondary, however, and that East Main Street not become characterized as primarily a retail or entertainment district.

D. District Boundary

All of Blocks 133, 143, 144, 158, and 170, part of Blocks 121, 134, 145 and 171, Original Plat of Madison, being located in the Northwest Quarter, Northeast Quarter, Southeast Quarter and the Southwest Quarter of Section 13, Township 07 North, Range 09 East, City of Madison, Dane County, Wisconsin, more fully described as follows:

Beginning at the northern most corner of Lot 9, Block 132, Original Plat of Madison¹, also being the southeast right-of-way line of East Washington Avenue, also being the southwest right-of-way line of S. Livingston Street;
 Thence southwesterly along said southeast right-of-way line of E. Washington Avenue, 1347 feet, more or less, to a point of curvature 22.28 feet, more or less, southwesterly of the most northern corner of Lot 4, Block 116, said Original Plat of Madison, also being the southwest right-of-way line of S. Blair Street;
 Thence northwesterly, 133.3 feet, more or less, to the southwest right-of-way line of N. Blair Street, also being the northwest right-of-way line of East Washington Avenue;
 Thence northwesterly along said southwest right-of-way line, 220 feet, more or less, to the southwesterly extension of the southeast line of the northerly 110 feet of Lots 1 and 2, Block 121, said Original Plat of Madison, described in Memorandum of Lease² ;
 Thence northeasterly along said extended line and along said southeast line of the northerly 110 feet of Lots 1 and 2, 198 feet, more or less, to the southeast corner of lands described in said lease;
 Thence continue northeasterly 23.18 feet to the most northerly southwest corner of Lot 1, Certified Survey Map Number 11919³;
 Thence southeasterly along a southwest line of said Lot 1, 54.67 feet, more or less, to the southern most corner of said Lot 1, also being the northwest line of Lot 16, said Block 121;
 Thence northeasterly along southeast line of said Lot 1, also along the northwest line of Lots 16, 15 and 14, said Block 121, 175.5 feet, more or less, to the eastern most corner of said Lot 1, also being the northern most corner of said Lot 14, and the west corner of Lot 13 and the south corner of Lot 6, said Block 121;
 Thence northwesterly along the northeast line of said Lot 1, also being the southwest line of said Lot 6, 165 feet, more or less, to the northern most corner of said Lot 1, the west corner of said Lot 6, and the southeast right-of-way line of E. Mifflin Street;
 Thence northwesterly, 66 feet, more or less, to the northwest right-of-way line of said E. Mifflin Street, also being the southern most corner of Lot 13, Block 135, said Original Plat of Madison;
 Thence northeasterly along said northwest right-of-way line, 470.7 feet, more or less, to the southwest line of the northeast 58 feet of Lot 16, Block 134, said Original Plat of Madison, as described in Quit Claim Deed⁴;
 Thence northwesterly along said southwest line, 100 feet, more or less, to the centerline of Market Place⁵, now vacated;
 Thence southwest along said centerline, 22 feet, more or less, to a northeast line of Das Kronenberg Condominium Plat⁶;
 Thence northwesterly along said northeast line, 89.2 feet, more or less, to the centerline of a vacated alley⁷, also being a northwest line of Warranty Deed⁸;

¹ Original Plat of Madison, Volume A, page 3, Doc. No.102.

² Memorandum of Lease, Doc. No. 4282789

³ Certified Survey Map Number 11919, Volume 73, pages 137-138, Doc. No. 4238479.

⁴ Quit Claim Deed, Document No. 2975919

⁵ Market Place, vacated Volume 12921, page 1, Doc. No. 2144696, June 1989

⁶ Das Kronenberg Condominium Plat, Volume 4-109A, pages 1-11, Doc. No. 3877643

⁷ Vacated Alley, Volume 12562, page 49, Doc. No. 2129638

⁸ Warranty Deed, Doc. No. 3106350

Thence northeasterly along a southeast line of said Das Kronenberg Condominium Plat, also being said centerline, also being said northwest line, 147.13 feet, more or less, to the east most corner of said Das Kronenberg Condominium Plat;

Thence northwesterly along a northeast line of said Das Kronenberg Condominium Plat, also being along the southwest line of Lot 9, Mendota Realty Co. Replat⁹, 68 feet, more or less, to the southeast right-of-way line of E. Dayton Street, also being the west corner of said Lot 9, also being the north corner of said Das Kronenberg Condominium Plat;

Thence northwesterly, 66 feet, more or less, to the south corner of Lot 14, Block 136, said Original Plat of Madison, also being the northwest right-of-way line of said E. Dayton Street;

Thence northeasterly along said northwest right-of-way line, 397 feet, more or less, to the northeast right-of-way line of N. Livingston Street;

Thence southeasterly along said northeast right-of-way line, 329 feet, more or less, to the northwest right-of-way line of E. Mifflin Street;

Thence northeasterly along said northwest right-of-way line, 659 feet, more or less, to the northeast right-of-way line of N. Paterson Street;

Thence southeasterly along said northeast right-of-way line, 396 feet, more or less, to the northwest right-of-way line of E. Washington Avenue;

Thence northeasterly along said northwest right-of-way line, 595 feet, more or less, to the southwest right-of-way line of N. Brearly Street;

Thence northwesterly along said southwest right-of-way line, 398 feet, more or less, to the northwest right-of-way line of E. Mifflin Street;

Thence northeasterly along said northwest right-of-way line, 725 feet, more or less, to the northeast right-of-way line of N. Ingersoll Street;

Thence southeasterly along said northeast right-of-way line, 527 feet, more or less, to the southeast right-of-way line of E. Washington Avenue;

Thence southwesterly along said southeast right-of-way line, 517.6 feet, more or less, to the northeast line of the southwest 11.5 feet of Lot 3, Block 171, said Madison Original Plat, described in Quit Claim Deed¹⁰;

Thence southeasterly along said northeast line, 140 feet, more or less, to the southeast line of the northwest 140 feet of said Lot 3;

Thence southwesterly along said southeast line and along the southeast line of the northwest 140 feet of Lots 1 and 2, said Block 171, 143.5 feet, more or less, to the northeast right-of-way line of S. Brearly Street;

Thence southeasterly along said northeast right-of-way line, 257 feet, more or less, to the southeast right-of-way line of E. Main Street;

Thence southwesterly along said southeast right-of-way line, 662 feet, more or less, to the northeast right-of-way line of S. Paterson Street;

Thence southeasterly along said northeast right-of-way line, 262 feet, more or less, to the northwest right-of-way line of the Railroad Street and Union Pacific Railroad MG&E spur, also being the south corner of Lot 18, Block 157, said Original Plat of Madison;

Thence southwesterly along said northwest right-of-way line, now vacated¹¹, 266 feet, more or less, to the south corner of Lot 12, Block 145, said Original Plat of Madison;

Thence northwesterly along the southwest line of said Lot 12 and along the southwest line of Lot 7, said Block 145, 262 feet, more or less, to the west corner of said Lot 7, also being the north corner of Lot 6, said Block 145, also being the southeast right-of-way line of E. Main Street;

Thence southwesterly along said southeast right-of-way line, 464 feet, more or less, to the southwest right-of-way line of S. Livingston Street;

Thence northwesterly along said southwest right-of-way line, 398 feet, more or less, to the point of beginning.

⁹ Mendota Realty Co. Replat, Volume 4, page 30, Doc. No. 290211

¹⁰ Quit Claim Deed, Doc. No. 3276247

¹¹ Railroad Street, vacated Volume 11197, page 1, Doc. No. 2071015

E. Existing Land Use and Zoning

The existing zoning in the District is a mix of R6, PUDSIP, C3, C3L, and M1, as shown on Map 2. The current land use is commercial and industrial 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 37 parcels, of which 31 are blighted. **These 31 blighted parcels make up 86.06% of the total area in the District.** Map 4 displays these findings.

Blighting Influences / Physical Deficiencies

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

- Elevated police calls for key crime statistics;
- Graffiti;
- Vacant buildings;
- Broken / boarded up windows;
- Missing signage;
- Low lot utilization compared to preferred land use;
- Cracked and crumbling foundations;
- Piles of trash and litter;
- Lack of screening around dumpsters
- Limited street deficiencies;

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, 7, 8 and 9.

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. Potential rezoning districts include C2 (General Commercial District), the R4 - R6 (General Residence Districts), future PUD (Plan Unit Development) and other districts that implement Plan recommendations. The existing zoning within the District includes C3 (Highway Commercial District), C3L (Commercial Service and Distribution District), M1 (Limited Manufacturing District), and PUD.

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 Urban Development (PUD) zoning.

Present and Potential Equalized Value

As of December 2011, the equalized value of the property in the District is approximately \$21,678,400. The potential equalized value of the District at its termination, based upon general land use, lot layout, market assumptions and a conservative cost estimate is estimated at approximately \$88,000,000.

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.

I. 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. It should be noted that while State Statute allows the CDA to acquire property to achieve redevelopment of the District, there are no current plans to assemble property within the District.

J. 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.

As the CDA and the City may from time to time deem appropriate, land disposition proceeds and other sources of funds and revenues may be used to pay for redevelopment costs.

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.

K. 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 pertinent sections of municipal codes and ordinances referenced herein.

L. Compliance with Applicable Local, State & Federal Regulations

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

M. 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.

N. Relocation

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

O. Land Disposition

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

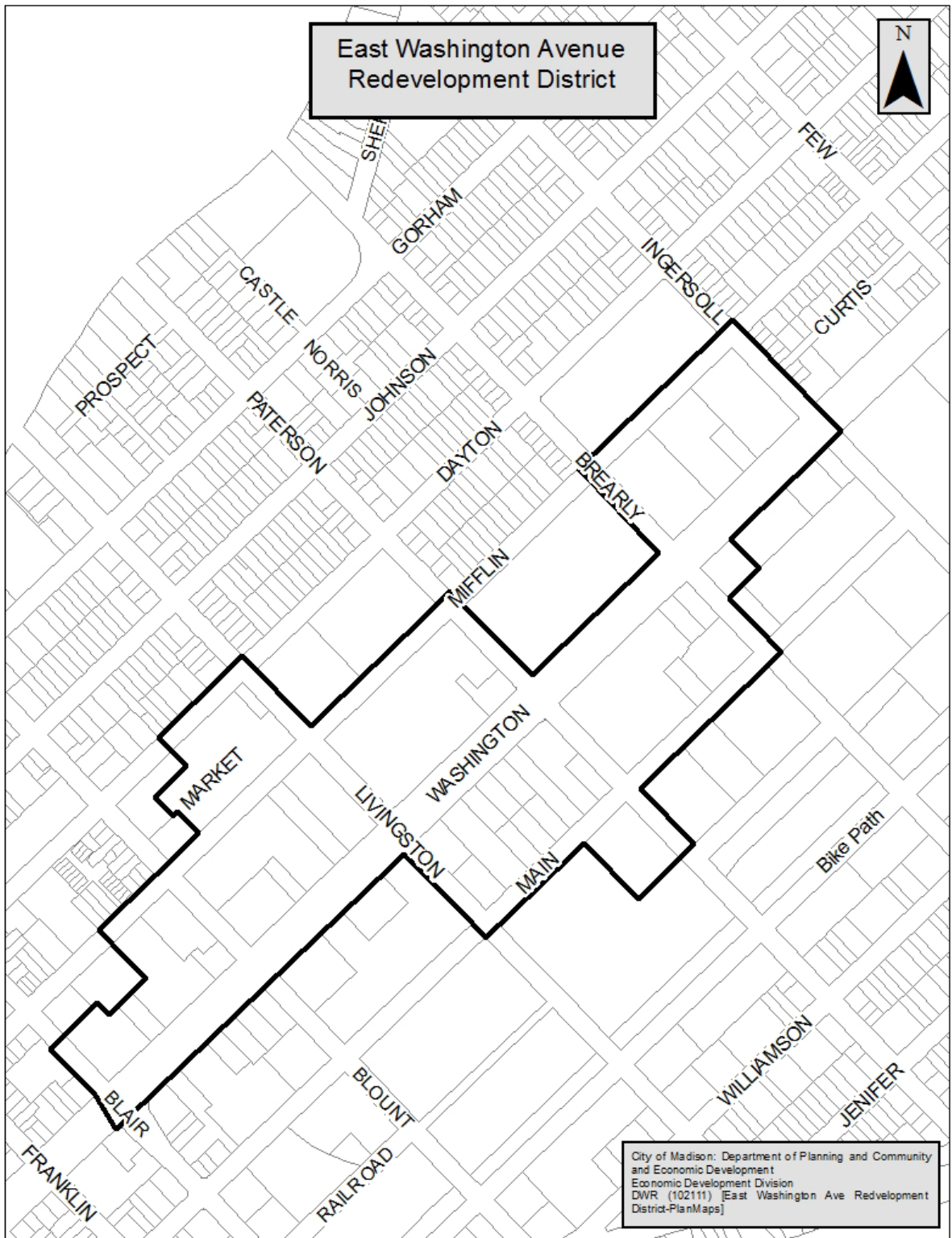
P. Proposed Public Improvements

To facilitate the support for new land uses in the area, the City may undertake public improvements including public utilities. 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 and traffic signaling.

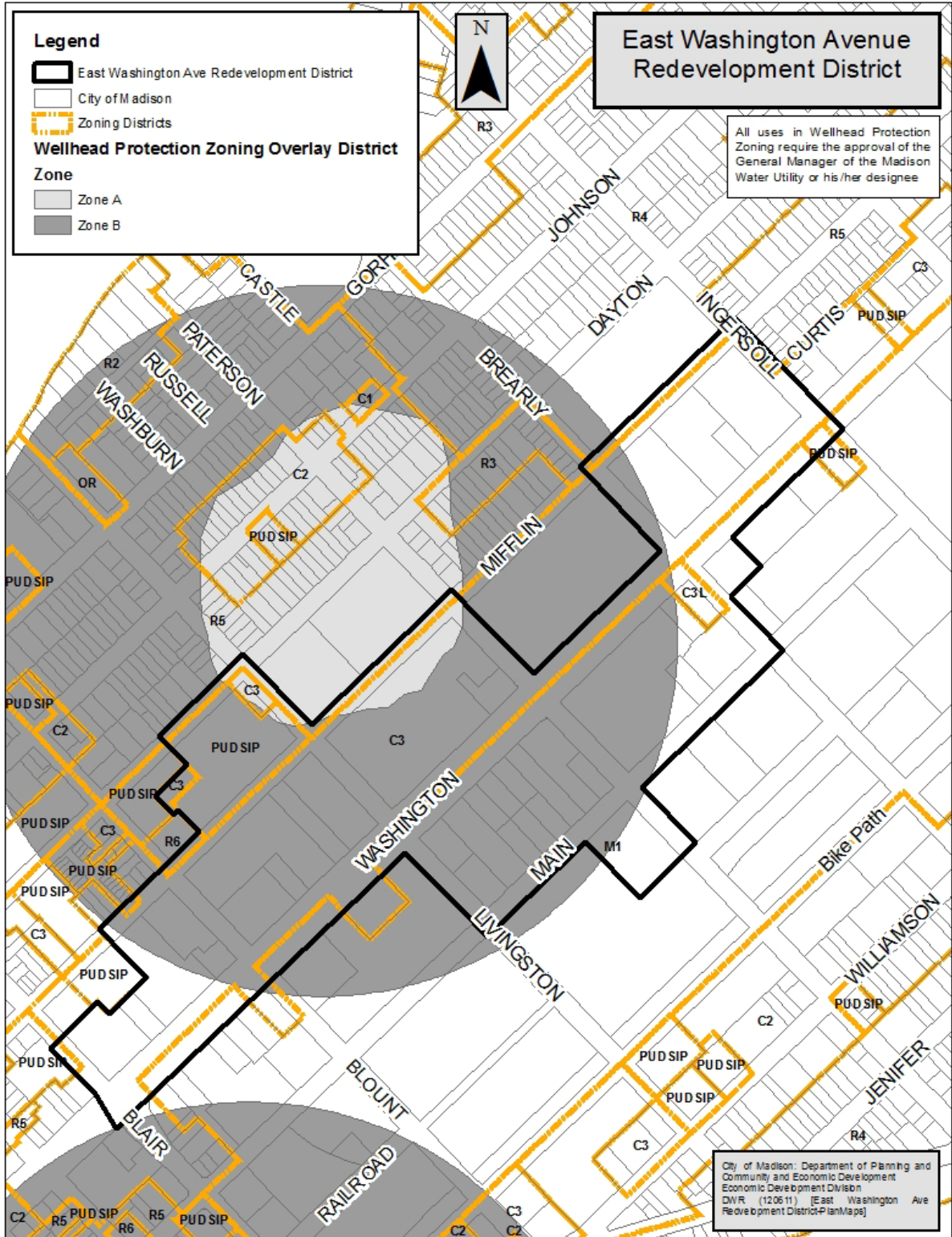
Q. Termination of the District and Redevelopment Plan

This District and Plan shall terminate on December 31, 2022.

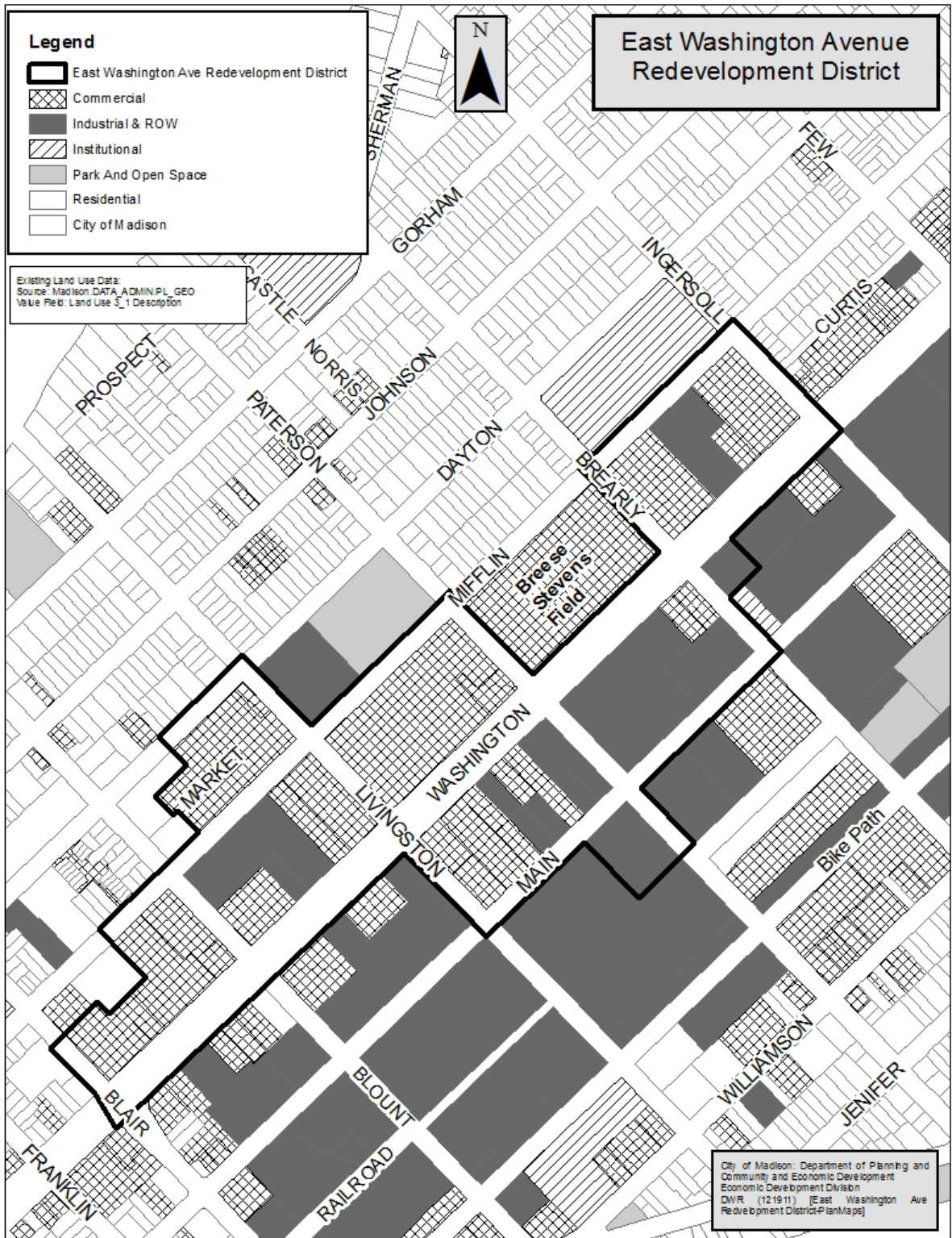
Map 1 - District Boundary



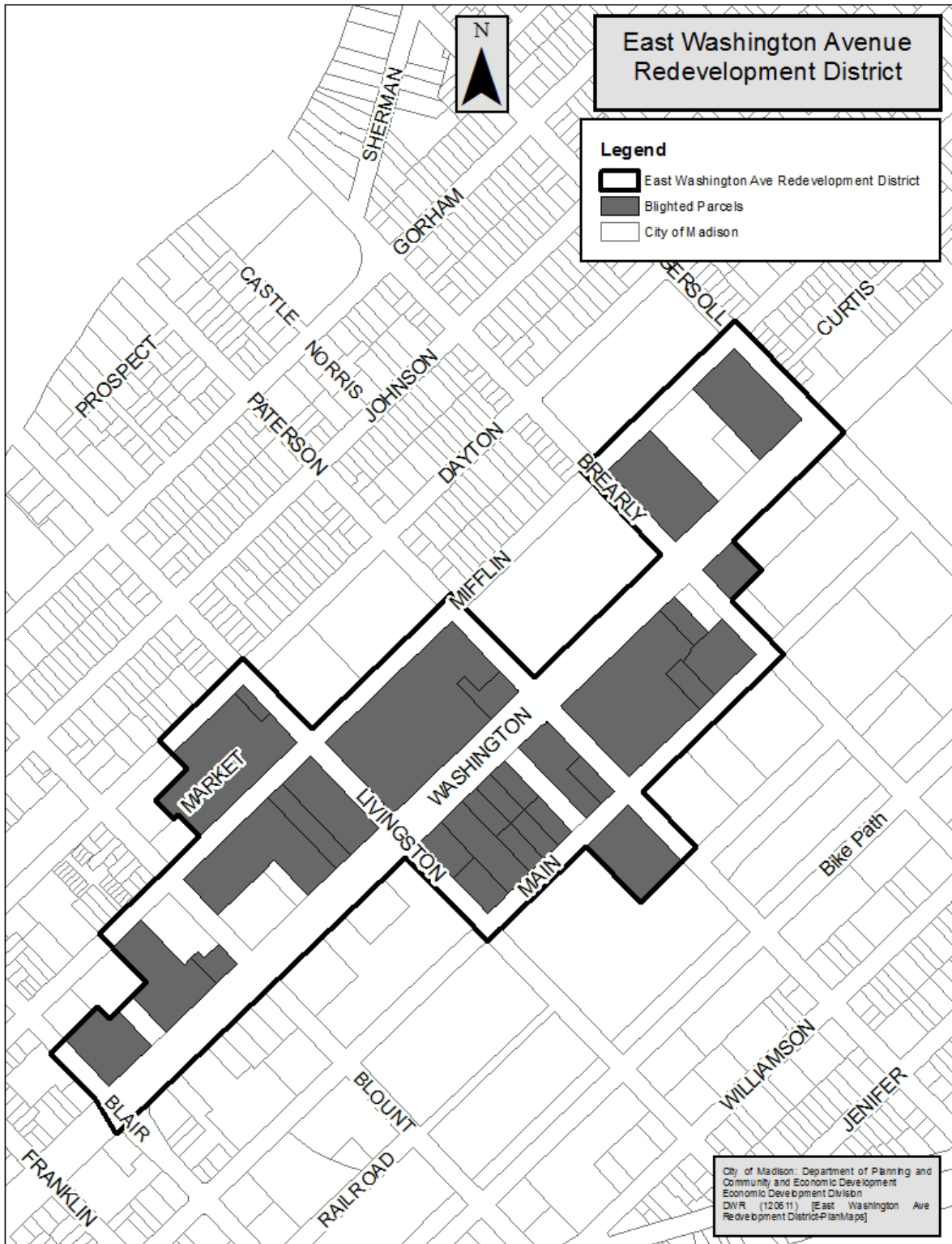
Map 2 - Existing Zoning



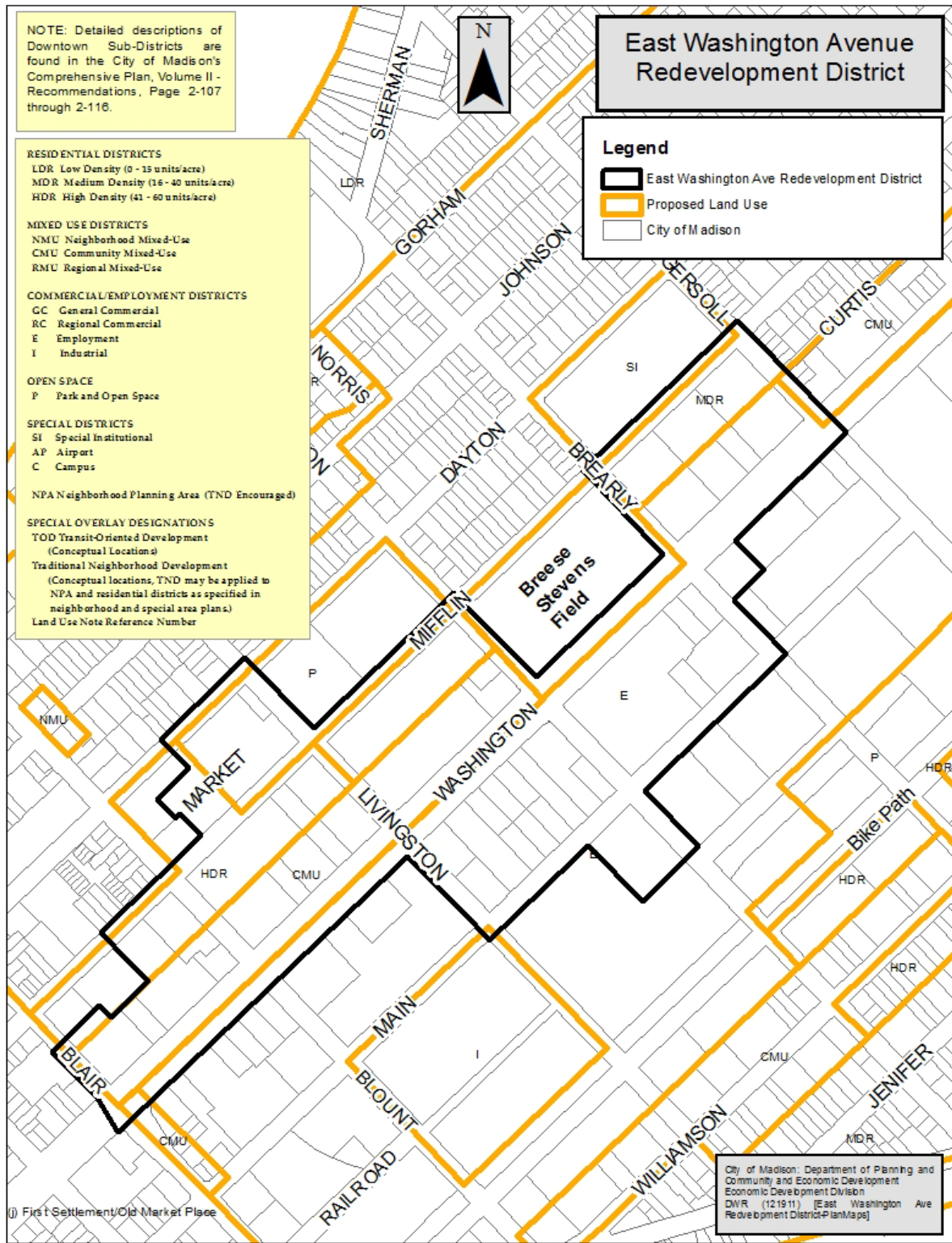
Map 3 - Existing Land Use



Map 4 - Structure Survey Results (Blight)



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



Map 6 - Proposed Specific Land Use (Adopted Capitol Gateway Corridor Plan)

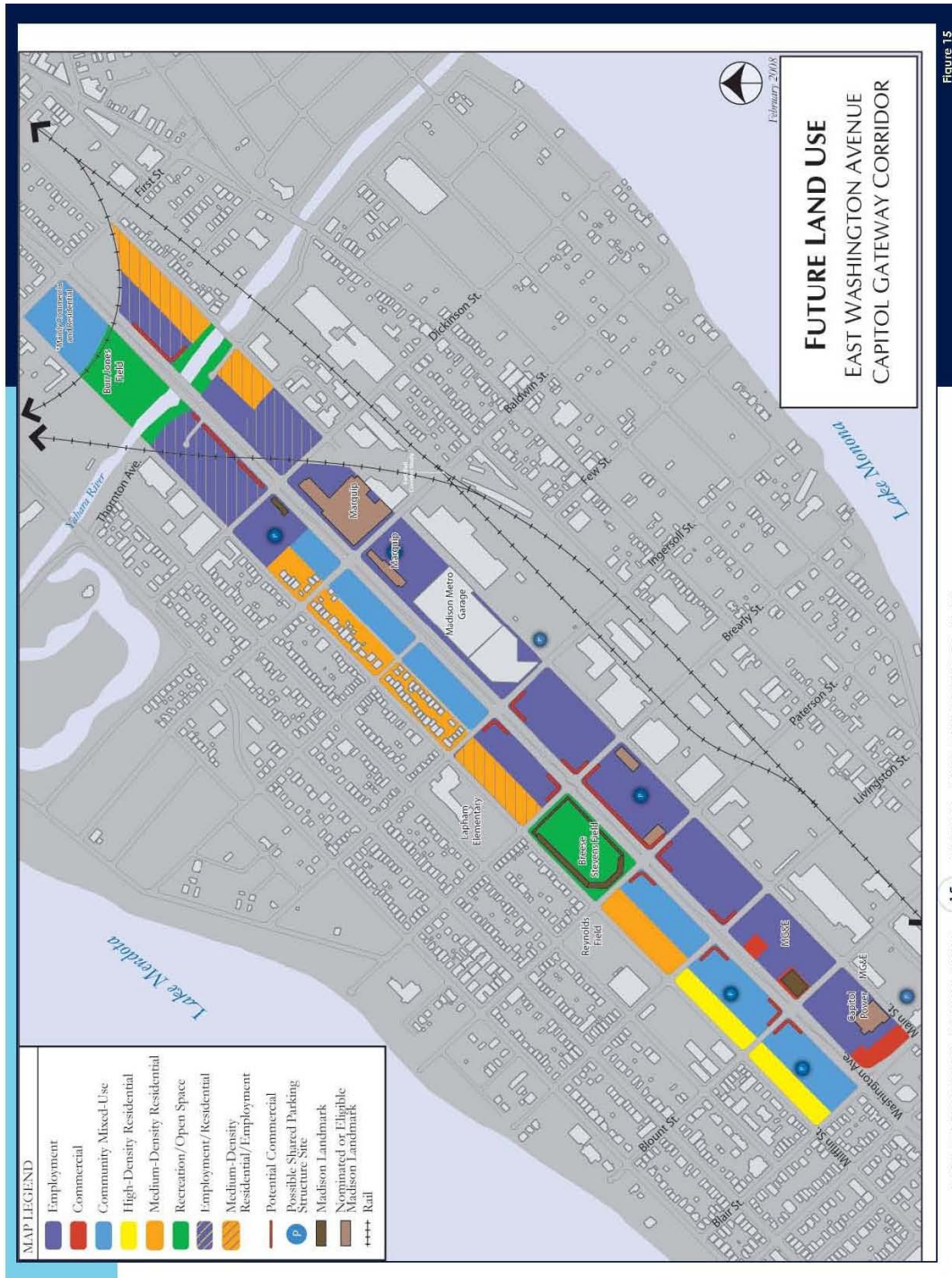


Figure 15

EAST WASHINGTON AVENUE BUILD 15 CAPITOL GATEWAY CORRIDOR PLAN

Map 7 - Tenney-Lapham Neighborhood Plan



Map 8 - East Rail Corridor Plan



Map 9 - Proposed Zoning

