



JUDGE DOYLE SQUARE
MASTER PLAN
CITY OF MADISON, WI

CHAPTER 6
ENVIRONMENTAL SCOPING



Kimley-Horn
and Associates, Inc.

Potter Lawson

Success by Design

UrbanAssets



Acknowledgments

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

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

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

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



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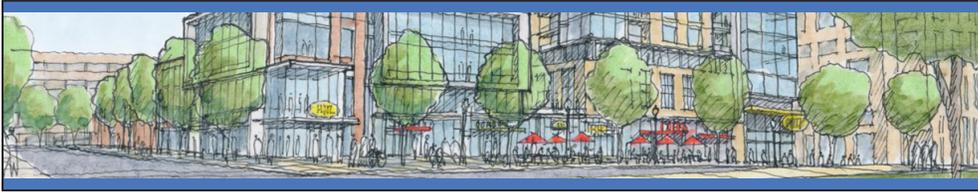
Contents

This document—**Chapter 6: Environmental Scoping**—is a part of the final report summarizing the Judge Doyle Square Master Plan completed in April 2012. The structure and presentation of the final report has been developed to specifically address the many aspects of the master planning process in a manner that can be easily read as a whole or in parts based on the interest and needs of the reader. The final report is separated into an introduction and eight chapters:

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

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





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Chapter 6: Environmental Scoping



Left: Madison Municipal Building, front elevation at Martin Luther King Jr. Boulevard.

Below: Madison Municipal Building on Block 88.

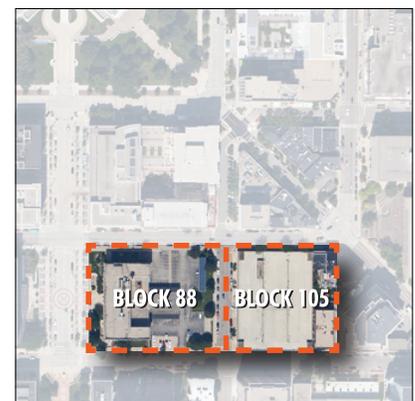


Introduction

The purpose of this chapter is to identify the existing environmental conditions within the Judge Doyle Square project area, document the agency involvement process, and summarize the potential environmental issues that would need to be further evaluated if a federal environmental review process is necessary for this project.

Project Description

The Judge Doyle Square redevelopment is a proposed multi-component, multi-phase project in the City of Madison, Wisconsin. The City is developing a master plan focused on two Downtown blocks: Block 88 (site of the Madison Municipal Building and surface parking) and Block 105 (site of the current City-owned Government East parking garage). The site is bounded by Martin Luther King, Jr. Boulevard on the west, Doty Street on the north, Wilson Street on the south, and on the east by a group of buildings that mainly front King Street. Pinckney Street runs through the site and divides Block 88 from Block 105. The master plan will





Government East Parking Garage on Block 105.

accommodate a variety of potential above-ground uses including retail and restaurant, hotel, office, and residential, as well as a bicycle center. It will also include the replacement of the aging Government East parking garage with a new below-ground structure.

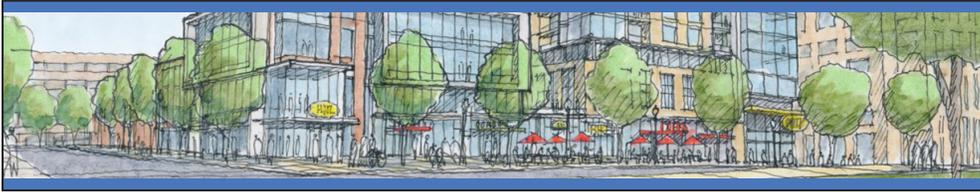
The subterranean parking garage in this development will have approximately 1,300 stalls, with approximately 300 stalls per level (on 4½ total levels). This 500,000-square-foot structure will encompass the entire area between East Doty Street and East Wilson Street, and will be immediately adjacent to the historic portion of the Madison Municipal Building on the west side and the Great Dane Pub and Brewing Company

(located in the Fess Hotel) on the east side. It will run below South Pinckney Street, a public roadway. The public parking structure is planned to have ingress and egress on East Doty and East Wilson Streets.

The revenue control system is currently assumed to be operated in a hybrid automated fashion with pay-on-foot/multi-space machines and pay-in-lane machines, with some limited cashier lanes. Both the Block 88 and Block 105 sections of the parking facility (which may be constructed in separate phases) will have elevator banks and multiple stairwells to the street level. The parking structure will be designed and constructed in conjunction with the above-grade developments. In addition, there may be multiple owners and operators of various sections of the parking structure.

Methodology

Local agency representatives were invited to an environmental interagency scoping meeting to discuss the Judge Doyle Square Master Plan project. The purpose of the meeting was to provide the agencies with an overview of and background on the project, and to provide the opportunity for each agency to share its knowledge of existing conditions in the project area, potential impacts of concern, and regulatory requirements with which the project will need to comply. Follow-up phone calls were made to further identify the environmental resources/constraints within the project area.



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Summary of Existing Conditions

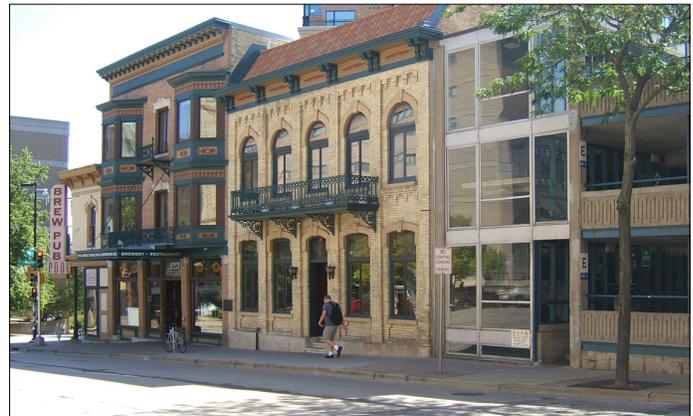
Historic Structures

The Landmarks Commission uses the following Ordinance section (33.19 M.G.O) for landmark evaluation:

(4) Landmarks and Landmark Sites Designation Criteria.

(a) For purposes of this ordinance, a landmark or landmark site designation may be placed on any site, natural or improved, including any building, improvement or structure located thereon, or any area of particular historic, architectural or cultural significance to the City of Madison, such as historic structures or sites which:

1. Exemplify or reflect the broad cultural, political, economic or social history of the nation, state or community; or
2. Are identified with historic personages or with important events in national, state or local history; or
3. Embody the distinguishing characteristics of an architectural type specimen, inherently valuable for a study of a period, style, method of construction, or of indigenous materials or craftsmanship; or
4. Are representative of the notable work of a master builder, designer or architect whose individual genius influences his age.



Top: 120 East Wilson Street
Bottom: 123 East Doty Street

There are two historic landmarks directly adjacent to the project site: the Madison Municipal Building (215 Martin Luther King Jr. Blvd.) and the Fess Hotel (123 East Doty St.). Impacts that may affect the Madison Municipal Building and the Fess Hotel include visual impacts and the potential for structural disturbance during construction. Although not currently classified as a historic landmark (but potentially significant), the Tempest Restaurant is located in a building (120 East Wilson St.) that is also directly adjacent to the project site. The potential impacts affecting the Tempest Restaurant include visual impacts and the potential for structural disturbance during construction.



View of Hilton with incorporated Madison Club and Diocese of Madison Chancery Building.



15 East Wilson Street (Chancery Building)



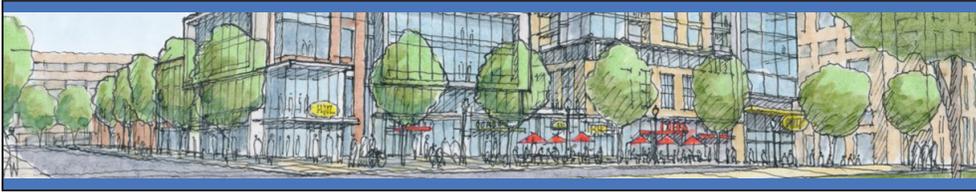
Wilson St.), and the Bellevue Apartments (29 East Wilson St.). These impacts are anticipated to be limited to visual impacts. Table 1 lists the buildings in the area that are local landmarks, as well as those included on (or eligible to be listed on) the National Register of Historic Places.

Other landmarks that have been identified as potentially impacted by this project include: the Burrows Block (128 South Pinckney St.), the Dick-Eddy Blocks (106 East Doty St.), the Madison Club (5 East Wilson St.), the Diocese of Madison Chancery Building (15 East

Table 1: Buildings with Local and National Historic Designations

Building	Local Designation	National Designation
U.S. Post Office and Courthouse (Madison Municipal Building)	2002	2002
Fess Hotel	1975	1978
Burrows Block	1995 (likely to be rescinded since rebuilt)	N/A
Dick-Eddy Blocks	1998	2002
Madison Club	1994	Eligible
Diocese of Madison Chancery Building	1994	Eligible
Bellevue Apartments	1986	1997

A more in-depth evaluation of the type and extent of potential impacts to historic landmarks will be required as development plans are refined. The State Historic Preservation Office as well as the City's Historic Preservation Department staff will be consulted during further evaluations.



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Stormwater

The City of Madison regulates stormwater management for development projects. Infiltration would not be required for this site. Requirements for the new development would include treatment to obtain a 40% reduction in total suspended solids (TSS), erosion control measures, and frequent inspections during construction. No retention or rate control would be required based on existing impervious area. It was noted that the location of drainage from inlets on levels other than the topmost level must be considered. The Wisconsin DNR (Department of Natural Resources) prefers draining parking structures to sanitary systems due to the higher pollution concentrations; however, the agency suggested checking commercial building codes to determine the potential drainage outlets' requirements.

Groundwater

Lake Monona has a normal water level elevation of approximately 845 feet, and the groundwater elevation at the site is expected to be between 850 and 855 feet. The lowest floor elevation of the parking garage is estimated to be at 854 feet. Therefore, the project likely will encounter groundwater during and after construction. There were no issues raised at the interagency meeting regarding groundwater at this project site.

Appropriate engineering practices and designs will be evaluated during project design to address construction within the water table. Measures will also be taken to identify the groundwater level at the site, and the potential groundwater fluctuation.

Soil Contamination

The Wisconsin DNR Remediation and Redevelopment (RR) Sites Map was reviewed for known contamination sites in the project area. The DNR's RR Sites Map is a web-based mapping system that provides information about contaminated properties and other activities related to the investigation and cleanup of contaminated soil or groundwater in Wisconsin. RR Sites Map is part of the DNR's Contaminated Lands Environmental Action Network (CLEAN), an inter-linked network of DNR databases tracking information on different contaminated land activities.



Block 89 development on Doty Street.



The result of the RR Sites Map review included one closed soil contamination site (labeled in the map database as Block 89) within the project site for which the file was closed in 1997. No further information was available via the Bureau for Remediation and Redevelopment Tracking System (BRRTS). A Leaking Underground Storage Tank (LUST) was identified adjacent to the site at the Diocese of Madison Chancery Building, for which the file was closed in 1999. Further investigation regarding soil contamination should be completed as part of future environmental review.

There are no other known issues regarding soil contamination at this project site.

Natural Resources

The site is currently fully developed with a parking structure, pavement, buildings, and other hard surfaces. No natural resource issues were raised at the interagency meeting. There are no known issues regarding the natural resources that have been identified at the project site.

Air Quality

The project will create approximately 1,300 parking spaces, a net increase of approximately 800 spaces from what is present today (which includes off-street surface parking and structured parking).

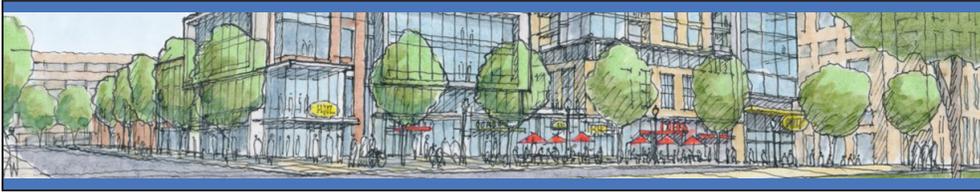
Due to the Wisconsin Legislature's suspension of the rule requiring air pollution control permits for indirect sources by the Wisconsin DNR (on April 27, 2011), there are no obligations regarding air quality based on the number of parking spaces proposed. However, even under the old rule (NR 411.04), this project would have been exempt from indirect source permit requirements given the net increase in parking spaces is less than 1,000 spaces.

Proposed location for future passenger rail station platform.



Transit

Previous intercity and regional passenger rail plans have identified a future passenger rail station within the State of Wisconsin Department of Administration building, should funding become available for these new services in the future. A National Environmental Policy Act (NEPA) document has reportedly been completed for that project, but a copy of the document has not been found to date. However, in the meantime, the City will continue to evaluate the feasibility of new intercity bus services and enhanced local bus services to/from the site.



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View of Pinckney Street looking north from East Wilson Street.

Traffic

The proposed parking structure would be built under a portion of both blocks, extending under Pinckney Street and partially below the Doty and Wilson Street rights-of-way. This will require temporary full closure of Pinckney Street and potential partial closures of Doty and Wilson Streets during construction of the structure. Doty Street and Wilson Street traffic may also be impacted by construction staging requirements. Pinckney Street is currently used as an alternate vehicle and public transit route when Downtown events close Martin Luther King Jr. Blvd. Therefore, closing Pinckney Street during construction will be a concern during high-traffic events. Detour alternatives will need to be coordinated closely with City Traffic Engineering, Metro Transit, and other event management staff.

Conclusion

The following concerns were identified in the scoping process:

- There are potential structural impacts for the Madison Municipal Building, Fess Hotel, and Tempest Restaurant buildings during construction of the parking structures. Six other historic structures have the potential to be visually impacted by the project.
- Stormwater treatment requirements will need to be met (as identified in redevelopment standards).
- Groundwater levels at the site, and the potential groundwater fluctuation, will need to be verified at the site. Appropriate engineering practices and designs will be evaluated during project design to address construction within the water table.



- Soil contamination may be present in the project area, requiring further analysis to determine type and extent of potential contaminants and associated clean-up requirements.
- Street closures, detours, and construction traffic will require further evaluation as the project details are refined.
- There are no concerns identified to-date regarding natural resources, public transit, or air quality.

Environmental Review Process

This document has identified a number of issues that would need to be addressed in a federal environmental review document (under the National Environmental Policy Act), once the Judge Doyle Square project is defined and specific impacts can be evaluated (assuming federal funding or permits are required for the project). The lead agency for reviewing and approving the federal environmental document will depend on the funding source (e.g., for rail, transit, or highway projects, responsible agencies would be the Federal Railroad Administration, Federal Transit Administration and Federal Highway Administration, respectively). The development specifically addressed in the environmental document would be only that which is being federally funded or permitted. The level of environmental review (Categorical Exclusion, Environmental Assessment, or Environmental Impact Statement) would be dependent upon the scope of the action to be undertaken (and its potential for significant impacts). Based on the information gathered for this report, the potential for significant impacts is low and the action (construction of a parking garage) is relatively small. It is likely that no more than an Environmental Assessment (EA) would be required, and it is possible such action could be addressed with the minimal review process of a Categorical Exclusion (CE).

If the project is initiated by the State of Wisconsin, or by local governments or private parties (and involves State regulation or funding), then a State environmental review may also be required. The Wisconsin Environmental Policy Act (WEPA) is a state law designed to encourage environmentally sensitive decision-making by State agencies. WEPA is implemented by the Wisconsin DNR under WI NR 150.02 and requires the DNR and other State agencies to consider the environmental effects of their actions. WEPA requires the DNR and other State agencies to gather relevant environmental information and consider it in their decision-making under their other statutory authorities. Agencies must also look at appropriate alternatives to the particular course of action they are proposing. In addition, WEPA established the principle that broad citizen participation should be part of environmental decision-making.

