



To: Mayor's Public Works Improvement Committee

FROM: Judge Doyle Project Coordination Team

Date: December 30, 2016

RE: Judge Doyle Project Quarterly Report

As of the end of the fourth quarter of 2016, the Judge Doyle project remains on schedule. The following work has occurred during the fourth quarter of 2016.

*Design Team for the Public Construction*

- Design workshops were held between the LVDA Design Team and City staff on September 21<sup>st</sup>, October 12<sup>th</sup> and November 9<sup>th</sup>. A separate meeting focused on utilities was also held with City staff on October 20<sup>th</sup>. The LVDA Design Team completed *the City of Madison Public Garage Pre-Design Report* on November 23<sup>rd</sup>, following a final review and comments from City staff. Attachment A provides an overview of the Program for the public construction on Block 88. The complete Pre-Design Report can be found on the following link to the Judge Doyle website: [http://www.cityofmadison.com/planning/judgeDoyleSquare/documents/Pre\\_Design\\_Study\\_Block88\\_Parking\\_Garage.pdf](http://www.cityofmadison.com/planning/judgeDoyleSquare/documents/Pre_Design_Study_Block88_Parking_Garage.pdf)
- The key issue identified in the Pre-Design Report for which a solution is being sought is the depth of the basement of the public garage and the cost implications of the identified options. A more detailed discussion of the issue can be found on Pages 12 and 13 of the Pre-Design Report.
- On November 30<sup>th</sup>, the Parking Utility Manager authorized the Schematic Design Phase of the project to begin in accordance with the terms of the executed design agreement.
- On December 9<sup>th</sup>, the LVDA and Beitler met in Madison and conducted meetings with Planning Division staff, Alder Michael Verveer and the City's Project Coordination Team to review design progress and to review and coordinate the land use approval processes (Discussed in the Look Ahead Section below).
- The draft Schematic Design Report was completed by the LVDA Team on December 22<sup>nd</sup> and submitted for final review and comment by the City.
- The City engaged JSD Professional Services to draft the certified survey map to split Block 88 into two lots and to describe the underground easements needed for the City's parking garage on Block 88. The draft CSM was completed and submitted for City review on December 22<sup>nd</sup>.

### *Project Coordination with Beitler*

- During the fourth quarter, the Beitler Team decided to track the land use approvals for the private development on Blocks 88 and 105 with the approval processes for the public construction. This decision accelerated the design process for the private construction. On December 9<sup>th</sup>, the Beitler Team met in Madison and conducted meetings with Planning Division staff, Alder Michael Verveer and the City's Project Coordination Team to review design progress and to review and coordinate the land use approval processes for the private construction (Discussed in the Look Ahead Section below).
- The early design work for the private construction has identified several adjustments to the program. Chief among them are:
  - Eliminating the second floor commercial space on Block 88 due to the need to capture more space for needed core elements of the building within the available building envelope and the desire to maintain the apartment count;
  - Moving the parking for the hotel and apartments on Block 105 from an above grade condition to below grade;
  - Changing the orientation of the two towers on Block 105 and introducing a private driveway along the eastern property line for apartment drop-off and access to the parking facility below;
  - Continued coordination with City Traffic Engineering, City Engineering and the Department of Planning Community and Economic Development to design the Pinckney Street Right of Way to meet the needs of the City. Beitler has agreed to maintain the amenities (e.g. potential fountain) in the right of way, if constructed.

The December 9<sup>th</sup> In-Progress design drawings for Blocks 88 and 105 can be found at the following links on the Judge Doyle website:

[http://www.cityofmadison.com/planning/judgeDoyleSquare/documents/Public\\_Garage\\_Private\\_Construction\\_Block%2088\\_120916.pdf](http://www.cityofmadison.com/planning/judgeDoyleSquare/documents/Public_Garage_Private_Construction_Block%2088_120916.pdf); and

[http://www.cityofmadison.com/planning/judgeDoyleSquare/documents/Private\\_Construction\\_Block105\\_120916.pdf](http://www.cityofmadison.com/planning/judgeDoyleSquare/documents/Private_Construction_Block105_120916.pdf).

### *Judge Doyle City Staff Team*

- A Judge Doyle City Staff Team was formed to support the Project Coordination Team and to coordinate the work on the Judge Doyle project among the City departments and divisions. Meetings were held on October 14<sup>th</sup> and November 11<sup>th</sup>. Monthly meetings are scheduled through the end of the second quarter of 2017 when the scheduled will be re-examined.
- On November 30<sup>th</sup>, the City Clerk received notice of the approval from the State Department of Revenue of the City's Amendment to the Project Plan for Tax Incremental Finance District #25.



## *Bicycle Center*

On November 1<sup>st</sup>, the Common Council authorized the issuance of a Request for Proposals for a Bicycle Center Operator following the recommendations of the Board of Estimates on October 24<sup>th</sup> and the Pedestrian, Bicycle and Motor Vehicle Commission on October 25<sup>th</sup>. The goal was to have an operator identified during the for the design development phase of the project. The RFP was issued on November 2<sup>nd</sup> with proposals due on December 16<sup>th</sup>.

The City didn't receive any responses as of the December 16<sup>th</sup> deadline. As a next step, City staff is contacting the people/operators the City had spoken with regarding the RFP before it was issued. Once information is gathered as to why there weren't any responses and the general level of interest for the bicycle center element, a plan going forward will be developed in January.

## *Looking Ahead*

- During the first quarter, the Schematic Design Report for the public construction will be reviewed and approved by the City. It's anticipated that direction will be given to proceed with the Design Development Phase of the project in January, which should be complete before the end of the quarter. Authorization to proceed with Construction Documents could also occur before the end of the first quarter.
- The land use approval process will commence in January on the public and private elements of the Judge Doyle project on the following tentative calendar:
  - January 5 – City's Development Assistance Team reviews project plans
  - January 11 at 7 pm – Capitol Neighborhoods Association meeting at 201 CCB at 7 pm
  - January 13 – City files certified survey map application
  - January 20 – City and Beitler each submit the 30-day notice to Alder Verveer of the intent to file the land use applications
  - January 25 - Informational presentation to the UDC
  - January 30 – Landmarks Commission considers the certified survey map application
  - February 8 – Informational presentation to the Board of Public Works
  - February 20 - Informational presentation to the Landmarks Commission
  - February 22 – City and Beitler each file respective conditional use applications
  - March 6 - Landmarks Commission reviews conditional use applications
  - March 6 - Plan Commission reviews certified survey map
  - March 21 – Common Council considers the certified survey map
  - April 5 – UDC considers conditional use applications
  - April 19 – Board of Public Works considers approval to advertise for bids for the public construction
  - April 24 - Plan Commission considers conditional use applications
  - May 2 – Common Council considers approval to advertise for bids for the public construction

**Attachment A**  
**Block 88 Public Parking Garage Program**

The City parking facility program calls for a minimum of 600 vehicles. This includes parking for approximately 40 City vehicles. In addition, at least six motorcycle spaces and a minimum of twenty short term bicycle spaces are to be provided. Access and egress for autos and pedestrians is to be provided from both Doty and Wilson Streets.

**Parking Utility Program/Facility Requirements**

- Access control system for public parking shall be the same as used in other City Parking Utility facilities. This shall include a car count system at each entrance that informs the customer of the number of available spaces.
- Pay on foot stations shall be provided at elevator lobbies at the street levels at both Doty and Wilson Streets, and other locations such as near the Customer Service Office as determined by the Parking Utility.
- Parking spaces to be 9 ft by 18 ft at a 90 degree parking angle. Aisles are to be 24 ft wide with a 26 ft wide end aisle.
- Clear overhead height is to be 8'2" clear at a minimum through any areas for accessible van parking and for City vehicle parking.
- The slope on speed ramps will be 10 to 12 percent, with shallower slopes at the transitions at the end of the ramps.
- A minimum of 2% of the number of public parking spaces will be signed and marked for use by vehicles with valid disabled plates or hangtags displayed.
- City fleet vehicle storage to be located on the second lower level below Wilson St. entry level.
- Provisions are to be made for electric vehicle charging stations. The 40 city fleet vehicles and eighteen additional spaces should have electric provisions, with capability to add more in the future. These provisions are rough-in only to facilitate future installation of charging stations.
- Lighting is to be dimmable LED. City Parking Utility staff shall review and approve proposed fixtures.
- All ceilings, walls, and columns to be white stained or light concrete.
- Maintenance and life cycle cost of options to be provided by parking consultant.
- Elevator lobbies to be glazed for visibility.
- Security cameras to be provided throughout facility, including all stairwells.
- Repeaters to be installed for below-grade cell and city radio service to maintain service on all levels.
- A central customer service office shall be provided near the entrance at Wilson Street. Office shall be a minimum 30' X 20', with room for a video monitor wall, two work stations, lockers, refrigerator, microwave oven, kitchen style sink, bathroom, employee break table, storage cupboards, security glass & transaction tray, heated and air conditioned air, and utility sink. Bathroom entrance should be out of line of sight of customers and accessible only from within the office.
- Variable overhead signage controlled by City staff in the central customer service office to be provided.
- Access and egress for motorcycle and bicycles is to be provided from Wilson Street via a dedicated path separate from the gated auto entrance. Provision for metered motorcycle parking shall be provided.
- Exterior signage shall be provided to clearly identify the public parking entrances.



- Ventilation shall include a fresh air system for the parking utility customer service central office and maintenance office.
- Parking bays shall have keyed 1.5" water hose connections at every level.
- Keyed ¾" hose bibs and drains in stairwells shall be provided.
- Stair treads should be poured in place and flush with stairs.
- Stairwells should have electrical outlets with locks every second level. Electrical circuits shall allow these electrical outlets to be turned off separately from other electrical equipment and lighting.
- Lighting in stair towers should be accessible from a ladder.
- Stairwells should have as much glass area as possible for security.
- Stairwells shall have stainless steel railings.
- Maintenance office to be provided with work bench, heated and air conditioned air, year round water, slop sink, drain, storage cabinets, an overhead door and a side door.
- Sweeper Room to be provided with a minimum 23' wide x 16'8" deep and minimum 9'11" w x 8'2" h overhead door and a side door.
- Parking Utility fiber optic cable service to Government East garage shall be maintained through the duration of the project.
- Sidewalks to have a minimum 6' wide clearance for plowing.
- The garage ventilating system will include variable speed fans with carbon monoxide and nitrogen dioxide sensors to control fans.
- The parking garage will be washed down on a semiannual schedule. Wash down water shall have provision to be diverted to the sanitary sewer.
- Sump pits and catch basins must be able to be cleaned by city. Currently the city's Vactor trucks clean these in other facilities, however they cannot clear sump pits and catch basins that are far below the ground level. Designer to propose system that will allow convenient access to cleaning by city.
- A small wood bumper, 18" w x 12" h, or similar surface, should be provided at the end of each space to provide an area for staff to post No Parking signs to take spaces out of service.
- Communication network plan to be coordinated with Parking Utility and City IT staff.
- Emergency/standby generator. A separate backup natural gas turbine and generator to be provided for the public garage.

### **Building Utility Infrastructure**

The public garage and the private development will require utility services that will require entrance at or below the first lower level. These will include:

- Electrical transformer vault. Vault requires direct ventilation to the exterior as well as direct access by Madison Gas and Electric.
- Electrical service entrance/distribution – separated for the garage and private developments.
- Incoming water, booster pumps and fire pump.
- Storm water and sewage ejector pumps
- Gas meter room
- Telecommunications service room

Additionally, garage ventilation will be required to extend through all levels of the garage, with fans located at or near first lower level. A combination of carbon monoxide and nitrogen dioxide sensors will be used as part of the ventilation control sequence to maintain minimum acceptable levels of air quality.

## **Bicycle Center**

The City of Madison has entertained the concept of a bicycle center in the downtown area since 2010 when the City commissioned a study with the consultants Kimley-Horn and Associates team. This document was made available to the design team to incorporate this facility into the program.

The City has prepared an RFP, with the assistance of Downtown Madison, Inc., for an independent entity to complete the development, lease, and operate the bicycle center. Although the program will be dependent to large extent on the successful operator's financial feasibility, the program for the facility would include:

- Bicycle storage, expandable in the future
- Lockers
- Showers and changing rooms
- Bicycle wash stations
- Bicycle repair
- Bicycle rentals
- Bicycle accessory sales

Program area is estimated at approximately 3,500 square feet; however, 5,000 square feet is being reserved in the design program at this time.

Location should be visible on the street with access on Pinckney Street.

## **Public Infrastructure and Utilities**

- a. **Utilities:** There are utilities within the Pinckney Street right-of-way that will require relocating in order to construct the underground parking structure. These utilities include storm sewer, water main, sanitary sewer, and city owned electric (street lighting) and city owner fiber optic (traffic signals). There is also an existing telephone line (owner unknown) that shows up on the ALTA survey that would require relocation. Madison Gas & Electric (MG&E) has a live 2 inch gas line in Pinckney near the Wilson Street intersection that may require relocation. There is also a retired 6 inch gas main that has been abandoned in-place. MG &E has no electrical in Pinckney. There are no other known utilities in Pinckney Street. Charter has fiber communications facilities on the east side of Wilson Street. There are also many other utilities located in Doty Street and Wilson Street. MG&E can service the building from either Wilson or Doty. Affiliated Engineers has stated that a gas service from Wilson is preferred. MG&E prefers to service the project with electrical from the intersection of Doty & Pinckney. A meeting was held with the utility representatives from the City of Madison on October 20, 2016. For a detailed recap of this meeting, please refer to the meeting minutes included in the Pre-Design Report Appendix. At this point City utility connections are planned to be made in Wilson Street with a possible second water lateral from Doty Street.
- b. **Madison Planned Infrastructure Improvements:** There are planned improvements, but solid dates have not been set. The planned improvements include repaving Wilson and Doty Streets, and upgrading the water mains looped around the isthmus. Sanitary and storm sewer are reviewed and considered for replacement when street reconstruction occurs.
- c. **Pinckney Street Hardscape and Landscape:** It is a goal of the design team to develop the Pinckney Street between Blocks 88 and 105 as a "room". This is envisioned as a piazza, created with a unit paving throughout, central fountain feature, and trees along the curved perimeter. These materials would bleed on to Wilson and Doty Streets in a manner to create a transition.
- d. **Pinckney Street Fountain and ROW Development:** Pinckney Street is an important north-south connector between the one way streets of Doty and Wilson, particularly when Martin Luther



King Street to the west is closed for pedestrian festival type events. Accordingly, it is necessary to provide two lane traffic both east and westbound and also bicycle lanes. Bus stops will be required on a temporary basis for travel in both directions when rerouted during the MLK closures.

Traffic lanes to be minimum of eleven foot width. Bicycle lanes to be six foot width. Sidewalk widths are six foot minimum; eight foot preferred.

Due to the nine foot elevation difference between Wilson and Doty Streets, the streets and sidewalks will be sloped and it will be necessary to interrupt the slope for entries to the building. This suggests multiple levels of the building "grade" level.

The envisioned center fountain will also need to step down the slope.

A 3 foot easement to establish a bicycle lane will be necessary on the northwest of Block 105. The requisite sidewalk widths will make it necessary to step the ground floor of that building away from the property line.

### **Site Photo Metrics**

Site lighting and photo metrics are important concerns for safety, wayfinding, pedestrian comfort, and project identity. City of Madison street lighting standards will be incorporated as appropriate, although special considerations will need to be made for the site specific development requirements. Sustainable lighting needs to be evaluated as well. All these considerations will be part of the evaluation in design. This an item that is acknowledged, but is not yet addressed in the predesign phase.

### **Site Logistics**

This is a subject which will require more definition than can be presented at this phase of project development, but some general issues are noted as "programmatic".

- It will be necessary to keep Pinckney Street open during construction. As the City parking structure will encroach into the Pinckney ROW, this may constrict this temporarily to a one-way condition. Access to the existing parking structure will need careful evaluation.
- Construction of the "private" phase of Block 88 over the "public" phase will be necessary while the parking garage is occupied and operational. This will require including protection of occupants in the structure, protection of cars and pedestrians entering and exiting the facility, access and protection of emergency responders, and protection and safety of pedestrians and vehicles on the adjacent thoroughfares.
- Placement of a construction crane during the construction of the private portion of the project.

### **Sustainability**

The consultant team and City of Madison are committed to planning and building an environmentally responsible facility. Although LEED does not recognize parking garages as a category for recognition, the Parksmart Certification program does. The points to be achieved to obtain this certification fall into four categories, including Management, Programs, Technology and Structure Design, and Innovation. Certification levels are Bronze, Silver and Gold, with a minimum of twenty points achieved in all categories.

Identification of the targeted points in each category will be a joint effort of the design team and the City during the design phases. The Parksmart Certification categories and points are included in the Pre-Design Report Appendix.

## **Design Criteria**

### **Block 88**

The Planning Criteria for Block 88 relates to the two basic elements, the below grade five level public parking facility and the above grade private, commercial, parking, and residential facility and the inter-relationship between them. It is essential that the relationship be complimentary and seamless. The public parking facility located below grade will only add to and enhance a context sensitive development. Its program criteria as delineated in the Walker Parking component of this report will ensure a first class facility. The nature of the below grade facility limits its above grade functional and aesthetic exposure to its vehicle and pedestrian access portals which will require sensitive aesthetic and graphic incorporation into the above grade development and the surrounding environment, while providing visibility for unfamiliar people looking for parking.

The challenge of the below grade portion of the parking facility is to create a facility that is functionally and operationally excellent with an environment that is organizationally clear, sustainable, and user friendly with communication and advertising technology throughout.

### **Landmarks/Historic Relationships**

The adjacent MMB (Madison Municipal Building) to the west of the site on Block 88 is a historic building, listed on the National Register and declared a landmark building by the City of Madison.

The MMB is currently in progress with a large renovation project, part of which will be an addition to the east side of the building where the existing docks are located. In addition to the historic relationships to be addressed, the MMB project will require schedule and construction logistics coordination.

The relationship to the historic Madison Municipal Building impact on the development both by the public parking facility and the private component of the development will be addressed during the Schematic Design phase and as part of the entitlement process.

### **Planning and Zoning**

The project site is located in the Madison Central area and the zoning district is the Downtown Core District. The Statement of Purpose for Downtown and Urban Districts is stated as follows:

- Recognize and enhance Downtown as the civic and cultural center of the City and region; the seat of state, county, and city government, and a significant retail, entertainment, and employment center;
- Recognize and enhance the unique characteristics of Downtown neighborhoods;
- Recognize the architectural heritage and cultural resources of Downtown neighborhoods;
- Facilitate context-sensitive development;
- Foster development with high-quality architecture and urban design; and,
- Protect important views as identified in the Downtown Plan.

The project is located in the Capitol View Preservation Limit area which limits building height to the elevation of the Capitol building column capitals, or elevation, Madison City datum. (Some exceptions apply for chimneys, elevator overruns, and equipment screening on existing buildings) Upper level setbacks are not applicable to the site.



Buildings of over 20,000 square feet or four stories must receive Conditional Approval and review by the Urban Design Commission.

The planning and zoning criteria as stated in the DC – Downtown Core District – Design Standards 28-071(3) (a) through (g) – which are summarized in the zoning analysis - indicate specific criteria that may conflict with the approved Judge Doyle Square Concept Submission. The development of the Schematic Design Phase will address these specific issues.

#### **Site Access and Egress**

Access and egress for Block 88 is delineated as follows:

Public Parking -Primary access and egress will occur off of Wilson Street. Secondary access and egress will occur off of Doty Street.

Private Parking - Access and egress will occur off of Doty Street.

Loading - Access will occur off of Wilson Street.

Public Parking Pedestrian Access - Access will occur off Doty and Wilson Streets.

Residential Pedestrian Access - Access will occur off of Pinckney Street.

Bicycle Center Pedestrian / Bicycle Access - Access will occur off of Pinckney Street.

Retail Pedestrian Access - Access will occur off of Doty and Wilson Streets.

#### **Block 105**

The planning criteria for Block 105 have been modified from the original concept submission to include a below grade two level parking facility eliminating the above grade parking facility originally planned. In addition, the concept modification has reoriented the residential component allowing the concave portion of the tower to face east. These modifications allowed for the creation of a residential on grade access drive and drop off on the Northern edge of Block 105. Finally, this modification allowed the upper level terrace between the hotel and residential towers create a wider separation between the two towers for light and air on Doty Street and Wilson Street. The hotel remains in its former location, framing the Pinckney Street right of way.

#### **Site Access and Egress**

Access and egress for Block 105 is delineated as follows:

Hotel Parking - Access and egress will occur off of Wilson Street.

Residential Parking - Access and egress will occur off of Wilson Street.

Loading - Access will occur off of Wilson Street.

Hotel Pedestrian Access and Drop Off - Access and drop off will occur off of Pinckney Street.

Residential Pedestrian Access and Drop Off - Access and drop off will occur off of the new (to be named) access drive to the north.

## **Pinckney Street Right of Way**

*“A bold vision for the South-East area of the Central Business District”*

In response to the goal stated above for the Judge Doyle Redevelopment, the LVDA team has responded to the challenge.

Perhaps the key element of this response is the Pinckney Street ROW component. Our concept is to create a unique urban “piazza” framed by the two concave buildings, creating an urban room or place. The area will incorporate the functional requirements of multiple lanes, bike lanes, bus stops, and drop offs; but in the context of an urban piazza with continuous paved surfaces and landscaping to delineate the sense of place. As in most traditional piazzas, some form of symbolism is incorporated to pay homage and define the space. The island basins with fountains are intentionally separated in the middle allow a 360° view of the urban room or place. To finish this vision, the two fountains will include motion in the sculptural form of bicyclers in action, enhanced by the use of the fountains. The nature and recognition of bicycles in the Madison community and the overall environment became the motivation for the symbolism proposed.














**Attachment B**  
**Preliminary Certified Survey Map**

**CERTIFIED SURVEY MAP NO. \_\_\_\_\_**

LOTS 1, 2, 3, 4, 5, 6, 7, 8, 9, AND 10, BLOCK 88 AND LOTS 1, 2, 3, 11, 12 AND 13, BLOCK 105,  
ORIGINAL PLAT OF MADISON, LOCATED IN PART OF THE NORTHWEST QUARTER OF THE NORTHWEST QUARTER  
OF SECTION 24, TOWNSHIP 07 NORTH, RANGE 09 EAST, CITY OF MADISON, DANE COUNTY, WISCONSIN

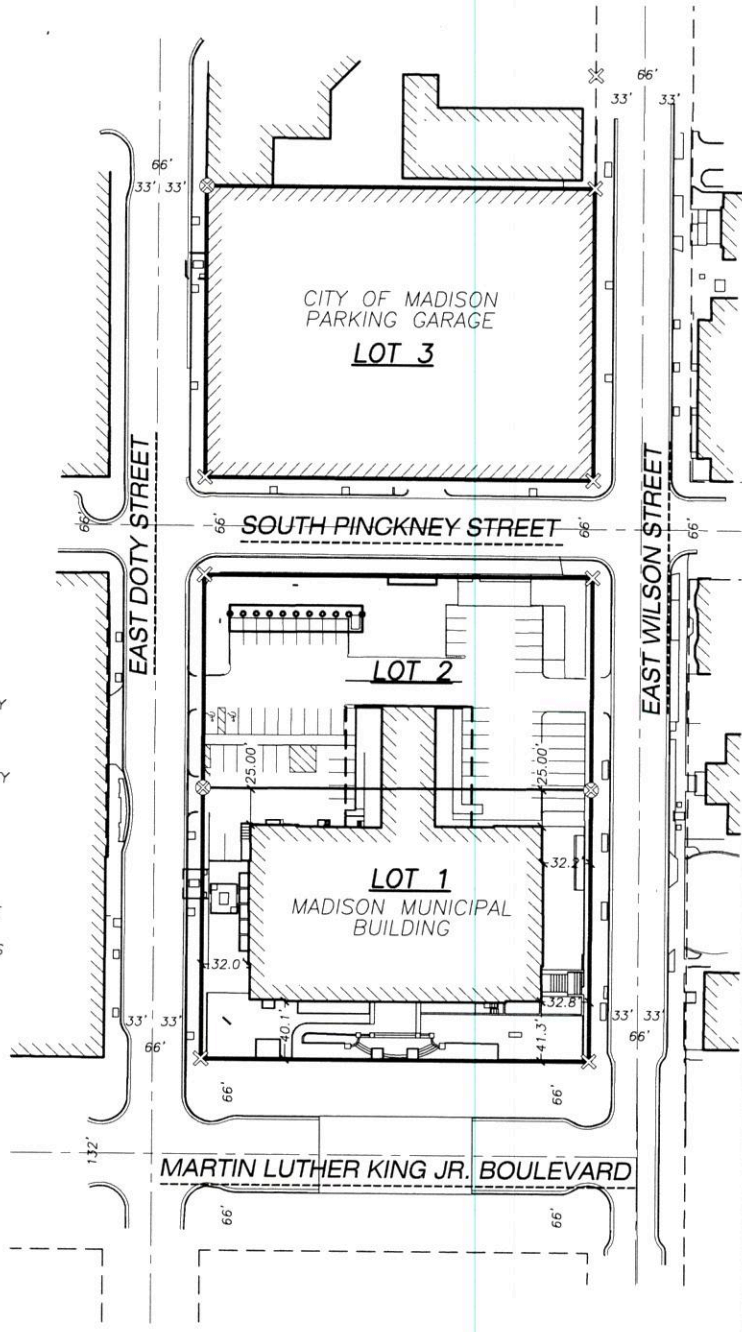
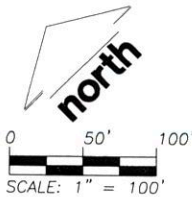
**EXISTING BUILDINGS**

**LEGEND**

-  GOVERNMENT CORNER
-  CHISELED 'X' FOUND
-  CHISELED 'X' SET
-  PLAT BOUNDARY
-  SECTION LINE
-  RIGHT-OF-WAY LINE
-  CENTERLINE
-  PLATTED LOT LINE
-  CONCRETE CURB & GUTTER
-  BUILDING
-  ( ) DENOTES RECORD DATA DEPICTING THE SAME LINE ON THE GROUND AS RETRACED BY THIS SURVEY

**NOTES**

1. FIELD WORK COMPLETED BY JSD PROFESSIONAL SERVICES, INC. ON JULY 09, 2015.
2. BEARINGS FOR THIS SURVEY AND MAP ARE BASED ON THE WISCONSIN COUNTY COORDINATE SYSTEM, (WCCS), DANE COUNTY. THE NORTH LINE OF THE NORTHWEST QUARTER OF SECTION 24, T07N, R09E BEARS S 88°52'37" E.
3. THE OWNER CERTIFIES THAT THIS CERTIFIED SURVEY MAP WILL NOT HAVE AN ADVERSE AFFECT ON ANY OF THE LEASEHOLD OR POSSESSORY INTERESTS LOCATED WITHIN THE LIMITS OF THIS CERTIFIED SURVEY MAP.



File: I:\2016\167860\DWG\167860 P-CSM.dwg Layout: Sheet 2 User: J. Plotted: Dec 20, 2016 - 8:42am

<p>PREPARED BY: <b>JSD Professional Services, Inc.</b> <i>Engineers • Surveyors • Planners</i> 161 HORIZON DRIVE, SUITE 101 VERONA, WISCONSIN 53593 PHONE: (608)848-5060</p>	<p>PREPARED FOR: CITY OF MADISON 215 MARTIN LUTHER KING, JR. BOULEVARD MADISON, WI 53701-2983</p>	<p>PROJECT NO: 16-7660 FILE NO: B-286 FIELDBOOK/PG: - SHEET NO: 2 OF 5</p>	<p>SURVEYED BY: AWW DRAWN BY: CJO CHECKED BY: TJB APPROVED BY: TJB</p>
<p>VOL. _____ PAGE _____ DOC. NO. _____ C.S.M. NO. _____</p>			