



City of Madison

City of Madison
Madison, WI 53703
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Meeting Minutes - Approved JOINT WEST CAMPUS AREA COMMITTEE

Wednesday, February 26, 2014

4:45 PM

WARF Bldg., Room 132

CALL TO ORDER / ROLL CALL

Present: 13 - Eric W. Sundquist; Robbie Webber; Daniel A. O'Callaghan; Sherwood Malamud; Duane Steinhauer; Douglas K. Carlson; Gary A. Brown; Rob Kennedy; Kelly Ignatoski; Connie B. Brachman; Andrew Howick; Karl Frantz and Liz E. Vowles

Absent: 10 - Shiva Bidar-Sielaff; Chris Schmidt; Sue Ellingson; Enis T. Ragland; Everett D. Mitchell; Mark C. Wells; Mark A VanderWoude; David K. Gardner; John R. Imes and Fred Wade

Observers in attendance: John Schlaefer (Regent Neighborhood Association); Herman Felstehausen (Spring Harbor Neighborhood Association); Jule Stroik (City Planning); Elizabeth Greene (Regent Neighborhood Association); Mary Czynstak-Lyne (Regent Neighborhood Association); Jon Miskowski (Regent Neighborhood Association).

Staff to the Committee: none.

Membership Changes: none.

The meeting was called to order by co-chair Doug Carlson at 4:47 p.m. with a quorum being present and the meeting noticed per City of Madison requirements.

REVIEW AGENDA / APPROVAL OF MINUTES

Agenda was reviewed and approved as presented. The minutes of the December 11, 2013 meeting were approved as presented.

In order to accommodate the schedule of several committee members, local agency and neighborhood updates were deferred until after the action item on the University Avenue Corridor Plan.

DISCLOSURES AND RECUSALS

No public comment, disclosures or recusals were heard.

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AMENDED Adopting the University Avenue Corridor Plan and the goals, recommendations, and implementation steps contained therein as a supplement to the City's *Comprehensive Plan*.

John Schlaefer provided a verbal overview of the proposed University Avenue Corridor Plan developed by the Regent Neighborhood Association. The study area includes the street segment of University Avenue from Breese Terrace on the east, Farley Avenue on the west, Campus Drive on the north, and Kendall Avenue on the south.

The planning process was reinitiated approximately 3 ½ years ago by alder Shiva Bidar at the request of the neighborhood. A prior planning process resulted in a plan that was not supported by the neighborhood association. A new subcommittee was appointed by the RNA

Board for development and recommendation as an amendment to the city's comprehensive plan. Four public information meetings were held. The goals of the plan are generally to balance increased density with the scale of the neighborhood. The subcommittee didn't want University Avenue to become a canyon with additional future, high rise development. The plan recommends that all future development along the corridor should be no higher than 3 stories/40 feet along University Avenue or up to 5 stories/55 feet along Campus Drive. The focus was to keep the height in respect to the existing neighborhood development to the south and to assure pedestrian scale is maintained along the corridor. Development setbacks from the street right-of-way are suggested to be a minimum of 5 feet to allow additional landscaping along the pedestrian sidewalks and enhance the pedestrian scale of the street.

Public art was also suggested to be included in the Campus Drive underpasses (murals, artistic light, etc.) to make these spaces more pedestrian friendly. The subcommittee suggested that art would help create a gateway to the campus and the neighborhood along the corridor.

Traffic congestion mitigation was considered including an east bound on-ramp to Campus Drive at Walnut Street for use especially at peak times in the morning and afternoon. It was noted that the city's Pedestrian/Bike/Motor Vehicle Commission suggested the ramp be at Highland Avenue instead of Walnut Street. The neighborhood feels the only way to reduce traffic congestion is for the inclusion of an onramp for eastbound traffic to Campus Drive.

The neighborhood is also interested in increasing neighborhood retail along the corridor to attract visitors and make the corridor more of a destination for others to come to shop and utilize the corridor. Committee members noted that this might conflict with the above concern related to traffic congestion. Additional retail will bring more traffic to the corridor.

The one difficult problem is parking, especially for the existing businesses. The plan's recommendation is to have additional 2-hour parking meters to assure turnover for public parking. There is a new small parking lot west of the Mullins development that has free, 2-hour parking but meters are needed to enforce the time limits.

Schlaefer noted that the Common Council will likely take action on April 29, 2014.

Liz Vowles asked is any traffic calming measures were being suggested in the plan. Schlaefer noted that the streets are too small for roundabouts. Additional signage and small traffic islands may help.

Eric Sundquist questioned the down zoning recommendations (with respect to density) in areas of the plan, especially along Campus Drive. Schlaefer noted that the neighborhood is worried about additional density and noted that the existing land use is fairly intense. Parking is limited and traffic is high. Spill over parking is a concern that would be magnified with additional density.

Dan O'Callaghan noted that density in the corridor was discussed at length with a clear expression from the neighborhood that some accommodation for increased density would be acceptable, but the existing city comprehensive plan suggested too much density.

Sherwood Malamud asked about the relationship of this plan to the University Avenue transportation corridor study. He also asked about the need for rapid transit in the corridor which doesn't seem to be fully addressed in the plan.

Doug Carlson asked about the traffic counts on this section of University Avenue. Schlaefer noted that the plan shows average daily trip counts over 12,000 in 2011. The year 2010 showed 9,600. Construction in the area may have increased the numbers in 2011.

Proposed setbacks were discussed. The 1800 block apartment development and the 2500 University Avenue apartment development have minimal setbacks. The Brown Lofts (1800 block) is four stories with a 1 foot setback. The Mullins development (2500 block) is a zero setback development.

Gary Brown asked that the RNA reps share what is being proposed for the east end of the corridor especially as it relates to the university property. Schlaefer noted that the plan

recommends a maximum height of 3 stories/40 feet along both sides University Avenue and up to 5 stories/55 feet along Campus Drive. Brown discussed phase 2 of the Wisconsin Energy Institute and the impact of the existing TR-U1 zoning designation. He also reaffirmed that the university will need to rezone their property from TR-U1 to C-I (Campus-Institutional) if and when they actually have a building project proposed for this area of the campus. That rezoning process will require full review by the neighborhood, UDC, the Plan Commission and the Common Council. He noted the university has an issue with the height restriction of 3 stories and/or 40 feet and that it would be better to discuss this during the design of the project rather than put restrictions on the building heights in the plan. Brown also noted that there is some discussion of this in the plan on page 57 where it references the ability to work with the university for a successful plan that meets everyone's goals.

Andy Howick asked about the balance between economic development and the land values in the neighborhood. There seems to be a chilling effect if development is held to strict standards and land values might drastically change if development is not allowed to happen based on market conditions. Schlaefer suggested the neighbors had to strike a balance with proposals for higher density and what they believed the neighborhood could handle.

Duane Steinhauer asked if the neighborhood has reviewed the plan as a whole and how many people participated in the process. Schlaefer noted that they had 40 to 50 people typically at the open houses as well as additional comments provide on-line. There are approximately 390 members in the RNA with 2,800 households in the neighborhood. Was the final plan unanimous? No, but a majority of those involved in the planning process agreed with a majority of the recommendations.

Eric Sundquist asked about the proposals in the plan for requiring more on-site parking over the existing city standards. More on-site parking tends to bring more traffic and that seems to go against concerns about traffic in the plan. Schlaefer noted that the zoning code suggests minimums and that they would like to see an increase in public parking as much as possible for the retail businesses. Sundquist suggested that perhaps the apartment developments don't need a 1 to 1 unit parking ratio. Anecdotal evidence from Lombardino's staff would suggest they need more parking because they lost almost all of their off-street parking. Sundquist suggested that it seems excessive to add more parking over the city's standards based on the plan. O'Callaghan suggested that since the plan is only advisory to the policy makers in the end, that the concern about parking on any particular project would likely be decided by the Plan Commission or the City Council anyway. Special area plans like this tend to be treated as set policy when in fact they are only an advisory, guidance document. We just need to be careful about what is shown for detailed recommendations.

Motion by Duane Steinhauer to recommend approval of the University Avenue Corridor Plan to the City of Madison Plan Commission. Second by Kelley Ignatoski.

Discussion: Robbie Webber noted her concerns for property owners in the corridor who didn't have a significant part in the development of the latest draft plan and that their needs likely are not be reflected in the final plan. The neighborhoods are asking the Common Council to adopt these types of neighborhood plans. The Council needs to approve a plan that is appropriate for the overall city and not just for the specific neighborhood. If the Council approves a plan knowing that the plan will be ignored in the future, this seems to undermine the overall process of approving neighborhood plans. Examples of this have occurred in the recent past.

Sherwood Malamud noted an example of this with the Dudgeon-Monroe neighborhood association discussions on the Knickerbocker development. The Plan Commission seemed to ignore the neighborhood concerns, but the neighborhood plan was actually followed in the final plans.

Eric Sundquist noted that city's comprehensive plan recommendations will actually become legally binding if the plan recommends changes to the city comprehensive plan, which this plan is suggesting. Most of the other recommendations are looser, and less binding, but depend on interpretations and recommendations made by the city planning staff to the Plan Commission and Common Council under a specific project's zoning review process.

Duane Steinhauer suggested that a lot of the neighborhood plans are many times directed by

city staff and typically don't come as a ground swell from the neighborhood. RNA residents said in fact this was not the case for University Avenue Corridor Plan. The current draft plan has been supported by the RNA Board and the neighborhood.

Robbie Webber made a motion to amend the draft plan to include a second pedestrian overpass over Campus Drive as shown in the university's 2005 Campus Master Plan. The motion was seconded by Eric Sundquist.

Discussion: Rob Kennedy noted that the second pedestrian bridge is still in the campus' long range transportation plan as is the east bound vehicular access to Campus Drive. Gary Brown reminded everyone that these recommendations were studied in detail after the 2005 Campus Master Plan was published and were deemed not to be feasible due to private land ownership restrictions and lack of available right-of-way.

Sherwood suggested that perhaps the language should suggest that "if the land becomes available and if feasible, the second pedestrian overpass and an eastbound ramp at Walnut or Highland". This friendly amendment failed due to a second.

The chair called the question on the amendment that a second pedestrian overpass over Campus Drive be included in the plan; Vote: Yes, 6 - No, 6. Motion failed.

Webber made a second motion to amend adding the following language: That an eastbound on-ramp to Campus Drive be included at Walnut Street "or at Highland Avenue". Motion seconded by Dan O'Callaghan.

Discussion: Webber noted that the city's PBMVC suggested that Highland be a secondary option for an east bound entrance to Campus Drive as opposed to from Walnut Street. Both options need to be reviewed to determine if either one is better or more feasible.

The chair called the question on the subsequent amendment to add Highland Avenue as a secondary option for an eastbound on-ramp to Campus Drive. Vote: Yes - 6; No - 6. Motion failed.

Gary Brown made a motion to amend the draft plan to strike the language in Table 1: Land Use, Building & Site Recommendations (page 45 of the draft plan) for Area 6 - University Edge, related to building heights and setbacks, and to instead use the Campus-Institutional district height standards which is the recommended zoning for this area in the draft plan. Second by Eric Sundquist.

Discussion: - Eric Sundquist reminded the committee that the University will still need to rezone these parcels with any future development and receive full review by Joint West, UDC, the Plan Commission and the Common Council for any development in this area based on the current zoning of this area from TR-U1 to C-I. The committee discussed the fact that there was some confusion in the draft plan where this section in Table 1 was more restrictive than what is shown in text form on pages 57 and 58, with specific respect to the second phase of the Wisconsin Energy Institute.

The chair called the question on the above amendment. Vote: Yes - 12 , No - 0 . Motion carried unanimously.

Eric Sundquist noted that this draft neighborhood plan has been referred to the various city committees to get these types of very detailed recommendations discussed and amendments made as the document makes its way to the Plan Commission and Common Council for final action.

A motion was made by Brown, seconded by O'Callaghan, to Return to Lead with the Recommendation for Approval as amended to the PLAN COMMISSION. The motion passed by the following vote:

Absent: 10 - Shiva Bidar-Sielaff; Chris Schmidt; Sue Ellingson; Enis T. Ragland; Everett D. Mitchell; Mark C. Wells; Mark A VanderWoude; David K. Gardner; John R. Imes and Fred Wade

Ayes: 11 - Daniel A. O'Callaghan; Sherwood Malamud; Duane Steinhauer; Douglas K. Carlson; Gary A. Brown; Rob Kennedy; Kelly Ignatoski; Connie B. Brachman; Andrew Howick; Karl Frantz and Liz E. Vowles

Abstentions: 2 - Eric W. Sundquist and Robbie Webber

LOCAL AGENCY UPDATES

Shorewood Hills - Karl reported that they rebid their bike path project behind the pool with work to start as soon as possible this spring. Project is to be completed by May 12. He noted that they saved approximately \$30,000 with the rebidding process. He also noted that the continuum of care project at the Pyare Square project will likely start early this summer. The project is to be called "Oak Park Place of Shorewood Hills" and will include 151 independent living, nursing home, memory care units with retail and a restaurant on the first floor. A public meeting was held on UW's Recreational Sports Master Plan and had over 100 people in attendance.

City of Madison -Robbie Webber noted that the city's Long Range Transportation Planning Committee discussed the multimodal terminal being proposed on Bedford Street north of the U-Haul site. The current owner is suggesting a mixed use development with apartments above and retail, parking and transit center on the first floor.

University of Wisconsin -Gary Brown provided an update of the following projects: WIMR, Tower II and West Wedge Infill - the tower II project continues in construction with move-in on completed floors underway; other floors will become occupied as they are completed, construction will last into summer; West Wedge Infill is in construction and up out of the ground (Hospital project).

Student Athlete Performance Center - Phase 3 is substantially complete - punch list items are being completed. Building is now occupied.

Cooper Hall School of Nursing Building - construction continues on schedule; site work mostly complete; interior finishing progressing nicely; projected completion is scheduled later summer move-in. A grand opening is planned for the end of August 2014.

West Campus CoGen Chiller Addition - construction is well underway with exterior facing being installed.

Charter Street Heating Plant Upgrades - project is substantially complete.

Vet Med Expansion Planning - consultant team being hired to look at expanding their research & large animal hospital facilities. Expansion is proposed for north of the existing Vet Med building, in Lot 62. A parking ramp will be needed to replace lost parking.

Babcock Hall Dairy Plant Expansion - consultant team hired; Zimmerman Architectural Studios (from Milwaukee); waiting for contact negotiations with the State.

West Campus Parking Ramp Expansion - project is completing their construction documents; will submit for final zoning approval sign-off from the City. Construction expected to start August 2014. Wayfinding signage plans will be shared at the next meeting.

West Campus Traffic Impact Study - Strand will continue to work on the study during the next couple of months. Karl stated that preliminary results have been presented at large information meetings in the past and he expects additional results from the study will be presented at future informational meetings.

Recreational Sports Master Plan - plan in final draft form; student referendum for funding the first phase of the master plan will be the first week of March (next week). A public meeting was held in the Village of Shorewood Hills that was well attended. The university remains committed to working with the Village to address their concerns. An environmental impact assessment will be completed for all of the outdoor fields upgrades included in the master plan. Full environmental impact statements will be required for the new facilities after they are

funded and approved through the State capital budget process and initial designs are developed.

Karl Frantz asked why the Univ Bay Drive was removed from the Rec Sports blog. Gary will check and provide direct links to the draft master plan rather than the blog which changes.

College of Engineering Facilities Master Plan - Flad Architects has been hired to work with the college on a review of their existing facilities and if they meet currently programmatic needs. The project may include renovating existing buildings or propose new buildings based on the 2005 Campus Master Plan.

University Houses Renovations - Interior renovation work will start this summer for a project on the existing buildings. Minor changes to the parking will also be included.

Sherwood Malamud asked about the sale of the Power plants. Brown responded that they have heard no movement from DOA or the governor's office on the topic.

Dan O'Callaghan asked about the next steps for the University Avenue Traffic Plan. The Village of Shorewood Hill's Plan Commission and Village Board will review and adopt or make suggested revisions. Public comments are still being taken for the next two weeks.

UW Hospital - no report

NEIGHBORHOOD ASSOCIATION UPDATES

Regent - Dan O'Callaghan reported that they will be moving forward with the city committee reviews of the University Avenue corridor plan.

Sunset Village - Liz Vowles reported that many neighbors attended the public meeting on Monday night related to the University Avenue traffic study. There is still concern about pedestrian and bicycle crossings and improvements be made in the short and long term. There is really no good pedestrian crossing at Blackhawk Avenue. The plan includes a proposal to do something like the partial pedestrian crossing at Ridge Street to address this concern.

Vilas - Doug Carlson reported that the Vilas Neighborhood Association Board recommended approval of the Edgewood Master plan with lots of discussion. The plan eventually passed unanimously. There are upcoming listening sessions for the reconstruction of Monroe Street, currently scheduled for some time 2016.

Greenbush - no report.

Dudgeon-Monroe - Sherwood Malamud reported that the Edgewood Plan received support from the Dudgeon-Monroe Neighborhood Association. The Knickerbocker project continues in construction.

Next JWCAC Meeting

The next meeting is scheduled for March 26, 2014 (canceled for lack of agenda items).

ADJOURNMENT

The meeting was adjourned at 6:38 p.m.