

CITY OF MADISON
INTER-DEPARTMENTAL
CORRESPONDENCE

Date: August 20, 2013
To: Long-Range Transportation Planning Committee (LRTPC) Members
From: Planning Division Staff, City of Madison
Subject: *Hoyt Park Area Joint Neighborhood Plan/University Avenue Corridor*

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This memorandum provides comments and Planning Division staff recommendations to the LRTPC regarding the June 2013 draft Hoyt Park Area Joint Neighborhood Plan, and in particular the recommendations for future development along the University Avenue transportation corridor.

In general, Planning Division staff believes that the land use recommendations in the draft Hoyt Park Area Plan reflect a neighborhood preference for maintaining essentially the existing types and intensities of development in most areas, with only modest, if any, increases in density recommended even in locations identified as potential redevelopment sites. The recommendations made for the south side of University Avenue, and in particular the relatively low maximum building height recommendations, do not appear to staff to adequately reflect or accommodate the potential benefits of future redevelopment along this significant transportation corridor---which is not only a major arterial roadway, but also a primary transit route. Staff finds that recommendations which limit development potential and minimize the community's ability to take advantage of catalytic public infrastructure investment in transit would be both inconsistent with and contrary to the City's long-range, integrated land use and transportation goals, as articulated in the City of Madison Comprehensive Plan.

The Comprehensive Plan, adopted in January 2006, includes objectives and policies in both the Land Use and Transportation chapters that articulate the City's policy for recommendations along key high-capacity transportation corridors, such as University Avenue, including:

Land Use Chapter

Objectives and Policies for Infill Development and Redevelopment

Objective 22: Seek to reduce the demand for vacant development land on the periphery of the City by encouraging urban infill, redevelopment, and higher development densities at locations recommended in City plans as appropriate locations for more intense development.

Policy 1: Identify potential infill and urban redevelopment locations in the Comprehensive Plan, neighborhood plans for established neighborhoods and through special planning studies of specific areas.

Policy 4: Use the following principles of redevelopment to guide all infill, redevelopment and adaptive reuse projects within the older neighborhoods and districts of the City:

- Maintain an easily walkable neighborhood size (approximately one-quarter mile from neighborhood center to edge).
- Maintain or seek to create clearly defined neighborhood centers, edges and gateways.
- Redevelopment scale and density should be appropriate to redevelopment objectives defined in the applicable City plans and reasonably compatible with established neighborhood character --- including the evolving character in areas with substantial redevelopment.

City Infill and Transit-Oriented Development (TOD) Areas Locations Map

The Comprehensive Map below (Volume II, Map 2-5) identifies several locations along the University Avenue corridor in this area as potential Transit-Oriented Development Areas and Redevelopment and Infill Areas.

(insert map...url below)

http://www.cityofmadison.com/planning/ComprehensivePlan/dplan/v2/chapter2/v2c2_5.pdf

Transportation Chapter

Objectives and Policies for Land Use and Transportation System Coordination

Objective 2: Provide and improve transportation infrastructure -- such as roadways, sidewalks, etc. -- in coordination with redevelopment projects and new development, in a manner that fosters compact urban development patterns in accordance with the Land Use chapter.

Policy 1: Encourage the development of mixed-use activity centers throughout the City that are supportive of alternative transportation modes.

Policy 2: Encourage a mixture of land uses in areas that helps foster a transportation environment that allows numerous transportation modes to interact effectively.

Policy 3: Implement compact and contiguous growth throughout the City of Madison and maximize the efficiency of the existing street network and street capacity.

Note: Compact development allows bicycling, walking and public transit to be more effective transportation alternatives.

Policy 5: Concentrate infill and redevelopment projects along transit corridors and other appropriate redevelopment areas, in order to allow for more efficient and effective provision of transit services.

- Objectives and Policies for Public Transit

Objective 9: Implement a variety of accessible public transit services throughout the City of Madison (including connections to surrounding municipalities and other major activity centers), in an efficient and effective manner. Implement transit services in a manner that endeavors to increase system-wide ridership, reduce the cost per trip to provide transit services and help to increase revenues for Metro operations. The City aspires to increase transit service, during peak travel periods, so that travel times to destinations in the central business district and the University of Wisconsin campus are no greater than 30 minutes from boarding to destination.

Policy 3: Continue to extend public transit routes to areas of new growth, including new employment and residential developments, and establish transit corridors where higher-density development is encouraged in an effort to provide a strong public transit ridership base. Evaluate how new developments are served and how the form of new developments and their transit users affect the provision of transit services.

Other Transportation Studies

In addition, consistent with Comprehensive Plan objectives and policies, the following high capacity transit studies looking at the potential for express bus, bus rapid transit, light rail, commuter rail and streetcar service in Madison all identified University Avenue as a primary east-west route for their recommended systems (*see examples below*). In short, University Avenue is one of the highest priority transportation corridors targeted for high-capacity transit service.

- Madison Streetcar Preliminary Feasibility Study (2007);
- Transport 2020 Draft Environment Impact Statement document and New Starts Application (2008);
- RTA Plan for Transit (Dane County Regional Transit Authority; draft 2010);
- Transit Development Plan (TDP) for the Madison Urban Area, 2013-2017 (Madison Area TPB/MPO and Metro Transit, 2012); and,
- Transit Corridor (Bus Rapid Transit, or BRT) Preliminary Feasibility Study, conducted as part of the Capital Region Sustainable Communities Initiative (CARPC; 2013).

Summary and Recommendation

Because we believe they may unrealistically limit redevelopment potential along a primary transportation and transit corridor, the Planning Division staff recommend omitting the land use and height recommendations for lands along the south frontage of University Avenue from the draft Hoyt Area Joint Neighborhood Plan at this time. Planning Division staff also recommend that detailed evaluation and planning for this frontage occur instead as part of a future planning effort for the entire University Avenue corridor, rather than considering just one small segment of it as part of the Hoyt Park Area Plan.

These recommendations would be consistent with the resolution that authorized preparation of a neighborhood plan for an adjoining area, the University Hill Farms Neighborhood (ID 26897, adopted 7-17-12). This resolution directed the Planning Division to commence a corridor plan for University Avenue from roughly Breese Terrace to Allen Boulevard within the next five years. Accordingly, Planning Division staff recommend that the land use and height recommendations contained in the Hoyt Neighborhood Plan be removed, in anticipation of this forthcoming University Avenue Corridor Plan.