

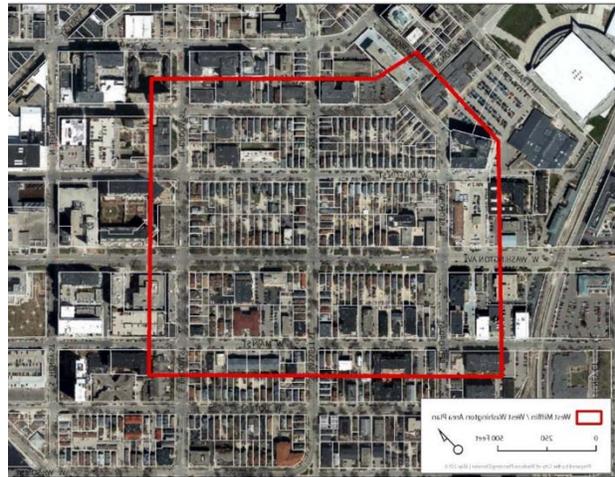


Plan Commission Briefing Memo 3-11-19

Mifflandia: A West Mifflin Street and West Washington Avenue Special Area Plan

Project Background

This planning effort will analyze opportunities within a small area centered upon the 400-500 blocks of West Mifflin Street and West Washington Avenue. The 2012 Downtown Plan established a vision for the future transformation of the West Mifflin area into a “distinctive, urban mixed-use neighborhood that blends



employment, research, residential, and commercial uses in an engaging dynamic pedestrian oriented environment characterized by a consistent form-based design.” The Downtown Plan also recommended that the City should enhance the “distinctive physical character of West Washington Avenue as a gateway to Downtown, while providing opportunities for the development of additional high-quality housing and creation of an engaging transitional district linking the predominantly residential Basset district and an evolving mixed-use Mifflin district.”

This plan looks more closely into whether or not the 2012 Downtown Plan Goals are still feasible and will propose more detailed land use implementation concepts, including design standards/guidelines and a comprehensive implementation strategy. The plan will also address preservation, redevelopment opportunities, building and streetscape design, open space, activity nodes, and connectivity to the abutting neighborhoods, and tie proposed recommendations to the overall goals and strategies of the 2018 Comprehensive Plan.

Questions for the Plan Commission:

This memo lays out the key findings of the process to date, along with some early alternative directions for the plan. After our presentation, the Planning Team has three specific areas that we would like the Plan Commission’s input on before moving forward to the more detailed design guidelines.

- 1. Land Use “Swap” from the Downtown Plan**
- 2. Alternative building height distributions**
- 3. Transportation, including the potential for Mifflin Lane**

In addition, this memo also provides information on both Historic Resources and Open Space concepts for the planning area, and staff is happy to answer any questions about those subjects as well.

Public Engagement & Outreach

Mifflandia Social Practice Art Component

This planning process is experimenting with a new way to try to engage underrepresented groups, especially students, who are normally not involved in traditional planning processes. The City has hired five local social practice artists as “public engagement and visioning consultants.” Each artist is helping Planning staff engage underrepresented groups and try to help staff ask questions differently than in a typical planning exercise. *Please refer to the attached “Gallery Guide” from the October 29 Mifflandia kick-off meeting for a further introduction and explanation of social practice art.* Currently the artists are working on the following projects that will be presented in a final gallery during the final May Open House.

The following artists are working on the following projects that will be presented in a final gallery during the final May Open House.

- Emily Popp: WORT call in show: timing TBA
- Maria Amalia Wood’s priorities board: currently “on-tour” to public places throughout Mifflandia during March-April
- Anwar Floyd Pruitt & Emily Popp – thresholds mapping / polaroid documentation
- Alaura Borealis – personal interviews with LGBTQ+ community members in Mifflin and downtown
- Rob Dz - The Relate Room – Friday May 3, 6-9pm, Madison Public Library

Key Findings from Meeting Exercises and Online Survey Results

The Mifflandia kick-off meeting had over 75+ participants, including approximately 26 attendees under the age of 25. With this exception, most of the participation at meetings and taking surveys have been predominantly white and over 55 years of age who live in large condominiums over 50 units in size. This is a very specific demographic, which is why we have been reaching out to others through online surveys and through the social practice artists.

- A. Some contradictions in our survey data:
 - Participants desire to live in larger buildings with more amenities, however, when asked to envision the future of Mifflin, they do not want that same of from new development
 - Participants would like additional retail, shopping and other amenities within walking distance, but also do most of their non-grocery shopping online
- B. Some consistencies in our survey data:
 - There is a strong feeling of nostalgia for Mifflin, and preserving history is important
 - Participants value that the Mifflandia neighborhoods are prized for their access to transit, employment, and other cultural amenities
 - Participants like to be able to walk to nearby amenities, but want it to be safer
 - Participants are concerned about affordability
- C. Retail & mixed-use research:
 - The State Street Retail Strategies Report (2017-2018) outlined the changing retail landscape in Downtown Madison, and how to support existing local businesses
 - Survey of local businesses in the district shows:
 - Only 4+ businesses currently located on 300-600 W Mifflin
 - 40+ businesses currently located on 300-600 W Washington
 - Creating a new mixed-use district in the interior of the planning area no longer seems viable
- D. Key findings Specific to the West Washington Avenue Area:
 - Make Avenue easier to cross, pedestrian-friendly

- Fix lane markings, improve safety
 - Keep wide terraces, and existing building setbacks from street
 - More Mixed-use and larger buildings on West Washington (***Which is the opposite of the Downtown Plan***)
- E. Key findings specific to the West Mifflin Area:
- Make Broom easier to cross, pedestrian-friendly
 - Concerns about affordability
 - Concerns about losing historic buildings / character
 - Development should have a pedestrian friendly rhythm and not look dated in 10 years
 - Consider less height than 6 stories for Mifflin Street
 - More residential scale, mix of roof types, porches higher quality materials. (***Which is the opposite of the Downtown Plan***)

Proposed Plan Directions / Alternatives – Questions for Plan Commission

Please see attached maps, illustrations and diagrams to help guide our discussion on the following recommendations/plan alternatives:

1. Land Use “Swap” as illustrated in the attached Land Use Maps

This draft recommendation calls for more mixed-use on West Washington Avenue, and residential uses on West Mifflin Street. Results from the State Street Retail Strategy Report and existing business data as well as public input, suggest that the image of a mixed-use district for Mifflin does not seem economically viable for the area moving forward. Taking cues from existing business locations, traffic counts, and other findings, new mixed-use development seems most likely viable on West Washington Avenue, especially at the intersections at both Bedford and Broom Streets. Staff believes that successful mixed-use is less likely in the middle of the blocks, however, staff would like to leave open the possibility that mixed-use and/or purely residential developments could co-exist in the middle of the blocks.

2. Alternative building height distributions as illustrated in the attached height maps

There are three alternative height directions currently being considered as an alternative to the existing downtown Plan.

- a. *Existing Downtown Plan Height Map*: Six stories along Mifflin, and 4+2 on West Washington
- b. *Six on Washington*: This alternative swaps the height of W Washington and W Mifflin, resulting in a 4+2 along Mifflin, and six stories on West Washington.

Note: This was the preferred alternative from participants at 3-4-19 public meeting.

- c. *Six on the Corners*: This alternative pushes the most height to the mixed-use locations at the corners.
- d. *Four + 2*: This alternative keeps the existing W Washington height, and lowers the height to the north down from six stories.

3. Transportation, including the potential for Mifflin Lane

- a. *Mifflin Lane*: Staff was interested in revisiting the potential for a Mifflin Lane in the middle of the deep blocks between W Mifflin and W Washington. This skinny public street could allow for existing property owners not wishing to redevelop an opportunity to build some additional lane facing units, as well as provide better circulation and access to existing and

new developments that face Mifflin and Washington. This could result in fewer driveway cuts, more trees, more street parking, a reduction in bike/car conflicts, and an increased walkable pedestrian experience

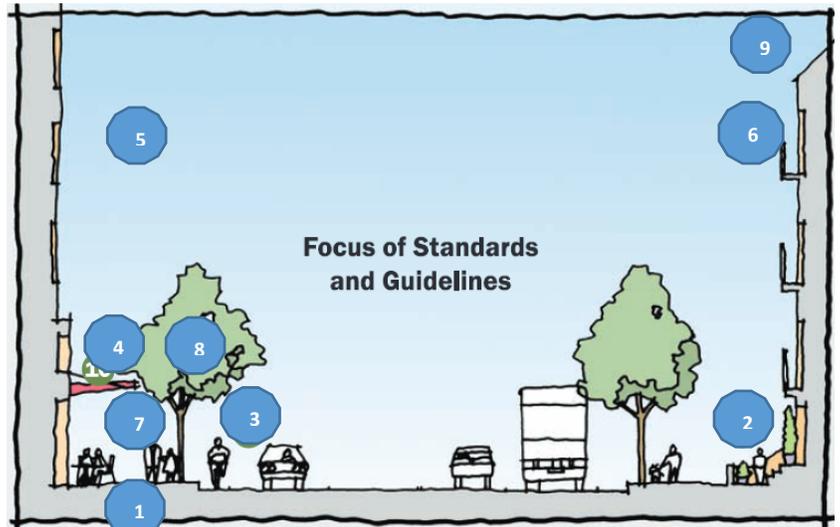
- b. *Bassett Street Transportation Study*: The Planning Team presented information on the current proposal to pilot a floating parking lane and buffered bike lane on Bassett Street.
- c. *W Washington Avenue Transportation Study*: Staff recommends that Transportation Staff begin a study to re-stripe and re-configure W Washington Avenue into a more complete street that could provide a safer pedestrian and bicycle experience, as well as reduce some of the conflicts in regards to the existing non-striped configuration.
- d. *Bike and Pedestrian Amenities and Safety Initiatives*: Consider an on-street bike corral, potential Mifflin Bike Boulevard, Rapid Flashing Beacons on Broom Street, and more dynamic crosswalk markings.

4. Next Steps - Design Guidelines

If the Plan Commission feels the Land Use swap is generally acceptable and weighs in on preferred height adjustments and other plan direction, Planning staff will begin moving forward with more concrete design guidelines for the planning area. Staff will create an additional online survey, hold stakeholder meetings and provide other opportunities for feedback on recommended design guidelines prior to a final public meeting sometime in May 2019. Staff will then begin preparing draft plan documents with the intent of introducing the draft plan to the Common Council by June 2019.

This diagram illustrates the areas on which the Mifflandia design guidelines and standards will focus. Numbers correspond to the following outline list. The further intent is to separate these guidelines into two main areas: Site Design and Building Design.

The successful treatment of these key features in particular forms the basis for providing high quality development at a human scale.



1. Streetscape, terraces, sidewalks and setbacks
2. Ground Floor treatment, Entrances
3. Parking & driveway access
4. Massing, articulation & setbacks
5. Architecture & materials
6. Open space, balconies, porches
7. Signage
8. Sustainability
9. Roof form & height

Additional planning update on Historic Preservation and Parks & Open Space

5. Historic Preservation Goals:

- a. Consider further evaluation of existing historic resources, both as described in the 1998 Downtown Preservation Plan, below, as well as any additional resources as identified in the current 2018-2019 Preservation Plan Process.
 - 32 North Bassett Street (Mifflin Street Co-op - ABC for Health)
 - 120 South Broom Street (Brader House)
 - 405 West Washington Avenue (Baldwin House)
 - 448 W Washington (Holstein Friesian Building)
 - 540-542 West Washington (Joyce Funeral Home / Carter & Kerwin Antiques)
 - 544-548 W Washington Avenue (Arcade Pharmacy / Felly's Flowers)
 - 550 West Washington Avenue (Bassett Warehouse Apartments)
 - 602 W Washington Ave: Former Illinois Central Railroad Freight Depot (U-Haul)
- b. Inform Property owners of benefits of National Historic Register Nomination including potential tax credits for restoration and rehabilitation
- c. Once evaluated, consider starting process to landmark most important buildings

6. Open Space Location Ideas

- a. *Senior Center Space:* Parks Division has committed to starting a design process to improve the courtyard space that is adjacent to the Senior Center
- b. *New Downtown Park location scenarios:* Planning Staff believe that while the Senior Center space could be a valuable asset to the neighborhood, its hidden location does not meet the overarching need for a new Mifflin area park. The Downtown Plan identified the need for a new park in this area to support the additional and planned residential units in the vicinity. Real estate acquisition discussions and options with property owners and City staff will continue. However, for the purpose of getting input at a public meeting, Staff developed three different type of location scenarios for public input.
 - *U-Haul Site:* The location could take advantage of the existing historic freight depot as a community facility, which are lacking in this area. This location would not demolish any existing structures except for a metal outbuilding, and would require negotiations with only one property owner.
 - *Mifflin Street:* Depending upon redevelopment scenarios, the City-owned right-of-way of the 500 block of West Mifflin could potential be turned into a park.
 - *Bedford Block:* this scenario represents one of several location options where the City would assemble and acquire existing houses and demolish them for the purposes of a park. Park options in the middle of these blocks would all likely require negotiations with several property owners.



Welcome to the Mifflandia Social Practice Art & Planning Gallery

This is an experiment!

You are entering a gallery environment that aims to use Social Practice Art methods to engage residents, property owners, underrepresented groups and other stakeholders in a dialogue about the future of the West Mifflin and West Washington Neighborhoods.

What is Social Practice Art?

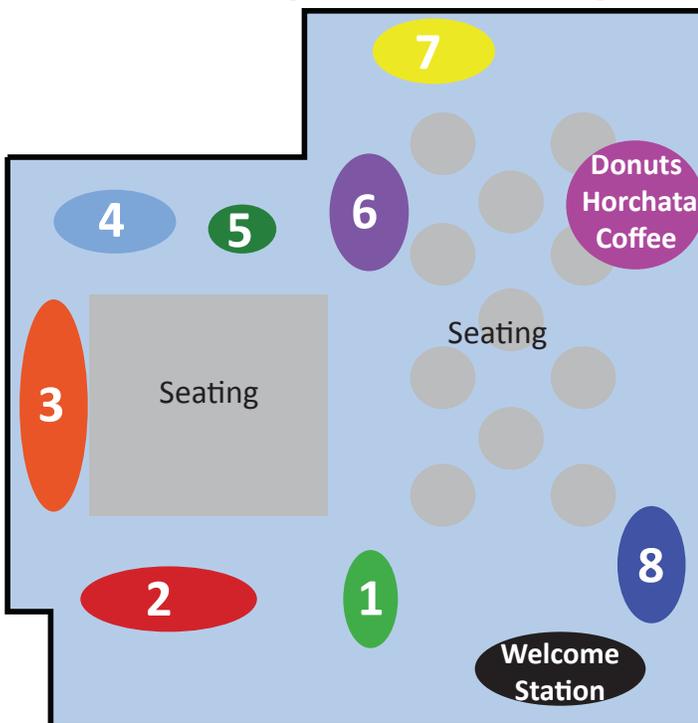
Social practice artists aim to affect their community and environment in a real (rather than symbolic) way to help guide social change.

How does the gallery work?

This gallery and meeting is the kick off for the West Mifflin - West Washington Special Area Plan being led by the City of Madison Planning Division

Gallery & Meeting Itinerary

- 6-7 pm Social Practice Art Gallery Stations**
Please try to visit each station
- 7-8 pm Plan Process Introduction & Interactive Planning Exercise**
Please gather in the two seating areas



Gallery Station 1: Sustainability

Student artists analyze how the neighborhood interacts with and values the environment and work with gallery participants to create a collective collage of a path toward a more resilient Mifflandia.

Artists: Alyssa Cohen - Izzi Bavis - Megan Brown
Natalie Zientek - Mia Valencia

Gallery Station 2: What is a student neighborhood?

Student artists representing different archetypes of student life in Mifflin explore the benefits of student neighborhoods.

Artists: Sarah Anderson - Sarah Candee
Zoe Young - Berit Waterfield
Lexi Lindstrom - Olivia Johnson

Gallery Station 3: Porches & Community

Student artists explore the effects of porches on building a sense of community. Gallery participants will be asked to describe the value of porches, and partake in a porch simulation with other guests.

Artists: Olivia Berley - Sawyer McManus
Sydney Jan - Anika Peterson - Will Bergman

Gallery Station 4: Collective Pixel Art Analysis

Help City Planning staff fill a canvas with pixel art representing the strengths, weaknesses, opportunities and threats facing Mifflandia.

Gallery Station 5: Sense of Place Design Quiz

Take this quiz to test your knowledge on the design ingredients that help create a sense of place. Flip the photos to see if you know the recipe for successful urban design.

Gallery Station 6: Mifflin - Find Your Fantasy

The Artist guides gallery guests to help them imagine their wildest dream for a living space. Participants will choose a number from a glass bowl, and the artist will ask a corresponding question.

Artist: Caitlin B. Geurts

Gallery Station 7: It's the Little Things

Artists engage participants with an interactive simulated crosswalk that will serve as a canvas for them to express their ideas for safety and beauty improvements in the Mifflin area.

Artists: Grace Johnson - Sophia Webber
Jamie Wheelock

Gallery Station 8: Nostalgic Photo Booth

Professional artist Emily Popp and other collaborators will use nostalgic photography to capture visitors' future visions of Mifflandia.

To stay involved, please sign up for the email list at our website: www.cityofmadison.com/mifflandia



Additional Social Practice Art Opportunities:

The City's Planning Division is working with artist Emily Popp to coordinate a series of events and projects with four other artists to aid the City's public engagement campaign to reach students, residents, and underrepresented groups in innovative and creative ways during the Mifflandia Plan process.

Over the next several months, these art experience events will be scheduled in and around the neighborhood. If you are interested in further participation, please sign up for email updates at:

www.cityofmadison.com/mifflandia

Special Thanks to the Student Artists from:

University of Wisconsin Art Department:
"How to Live? Art, Ethics and the Everyday"
Instructor: Michael Peterson

Class Description:

How does daily life inform creativity? How can creative practice sustain and transform how we live? How can art tie our individual well-being to the beauty and happiness of others? This studio art course uses interactive art-making to explore the daily activities of living, our choices as citizens, friends, consumers, and loved ones, and the value in considering ethics and aesthetics as social rather than individual challenges. The premise of the course is that paying attention to the creativity of daily life can make contributions big and small, to personal health, public policy, business practices, or political action.

As a class, we are interested in city planning because it is a creative endeavor that imagines the future; it is also a process most of us have little knowledge about. Though none of us live in this neighborhood, we feel attached to it as students and believe that the community as a whole has a stake in planning particular places.



**City of Madison
Planning Division
215 Martin Luther King Jr. Blvd
Madison, WI 53703
Ph: (608) 266-4635**

Social Practice Artist Information

Emily Popp - Mifflandia Artist and Coordinator
[@emilyadriapopp](https://twitter.com/emilyadriapopp)

Popp began exploring textile arts as a costume designer and knitter. Emily is interested in fashion as performance and personal expression. As an MFA student she is exploring fashion as it relates to everyday life, community, and social justice.

Anwar Floyd Pruitt - Thresholds Mapping

www.anwarfloydpruitt.com

Artist and filmmaker. Through working with children as a mentor, science teacher, and art instructor, his work has become increasingly concerned with social issues and the empowerment of marginalized communities.

Rob Dz - Music Mapping

[@iamrobdz](https://twitter.com/iamrobdz)

Hip Hop Artist with ties to the Public Library Bubbler, Boys and Girls Club, Nehemiah Center, Joining Forces for Families, as well as teaching audio production and personal branding to area youth and incarcerated juveniles.

Alaura - Interview & Story Mapping

alauraborealisart.com

Queer and feminist artist, writer, Educator and Outreach Director at the Arts + Literature Laboratory. Their major creative works are transdisciplinary, social, and performative, while day to day projects work through questions in small visual experiments.

Maria Wood - Comics Mapping

www.mariaamalia.com

A native of Honduras, Maria Amalia maintains a studio in Madison, Wis., and enjoys working with textiles, papermaking and community-focused storytelling. With a creative process that embraces a personal and socially engaged art practice, her work delves into the complexities of a life lived between Central America and the Midwestern United States.



MIFFLANDIA

Public Meeting #2

March 4, 2019

Group SWOT Analysis from Public Meeting #1

Strengths

- Good transit access
- Love the library
- Low rise housing
- Walkable, human scale, small vs big city feel, landscape
- Near businesses
- Urban/city life
- Multi-generational
- Grocery store
- Bike paths and bike community
- Mifflin St. Block Party
- Cap Center! 24-7!
- Neighborhood's proximity to venues

Weaknesses

- Mifflin Street Block Party
- Close to campus
- Trash everywhere
- No hardware store
- Homelessness
- Police presence at Mifflin Block Party
- Would like to see campus markers
- Old, worn out housing stock
- Lack of commercial services within two blocks
- Lack of well maintained, affordable housing – most buildings very expensive or in bad shape

Opportunities

- 40,000 new housing units needed in Madison
- Solar renewable energy
- Mifflin is like a blank canvas for a lot of urban development
- Better bike/walking infrastructure
- Increase density – better transit
- Park and community garden(s)
- Need more parking
- Plug-in stations for cars
- High rises good in moderation, but also keep smaller building
- To build three flats with porches

Threats

- Student housing affordability
- High rises-need four story buildings to keep neighborhood feel
- Pan handlers
- Need more parking
- Lose neighborhood feel / porches
- Loss of historic integrity
- Need better/cleaner water
- Lack of drinking decorum
- Safety
- Need more lights at night to make nighttime commute safer
- Real estate opportunism

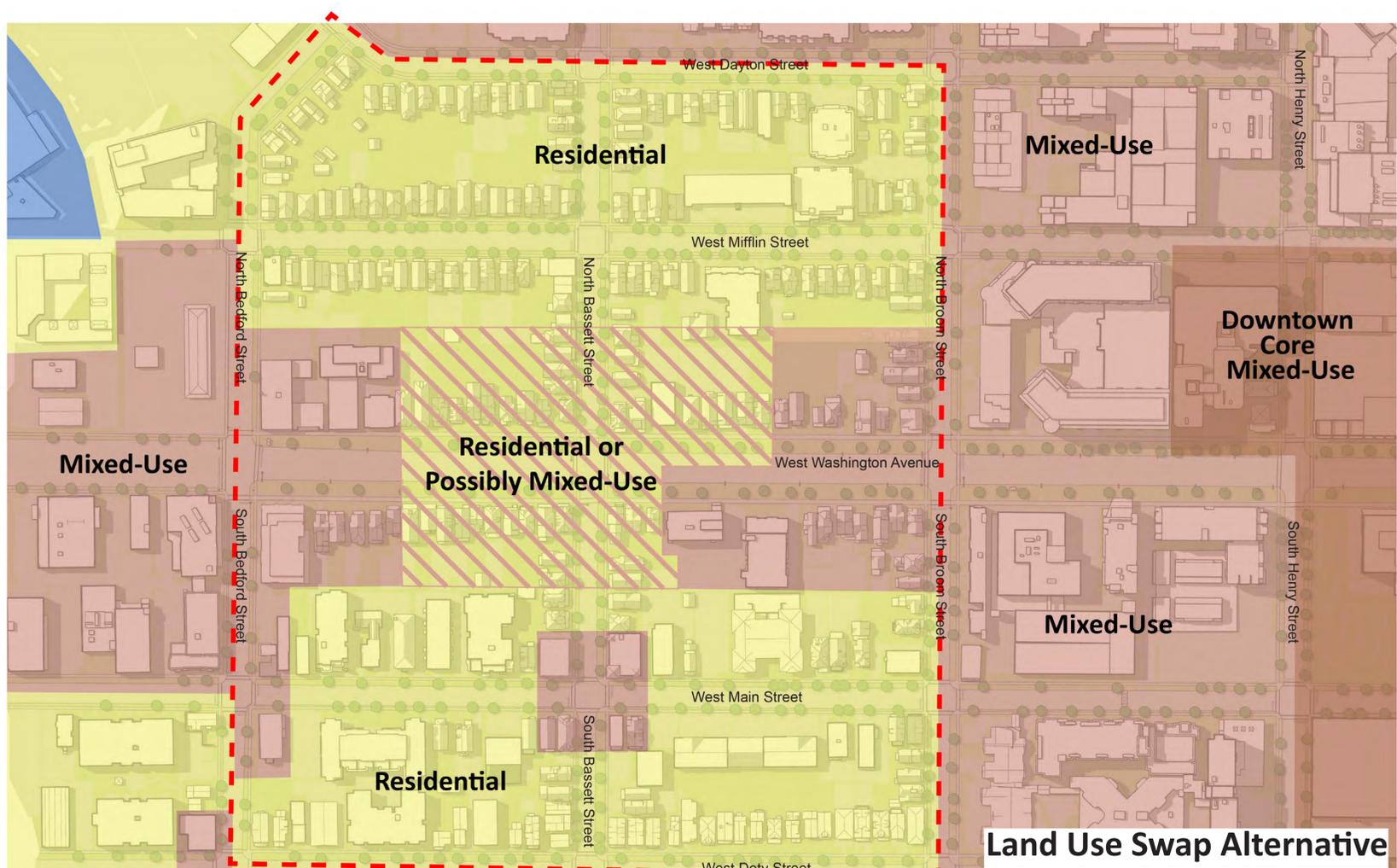
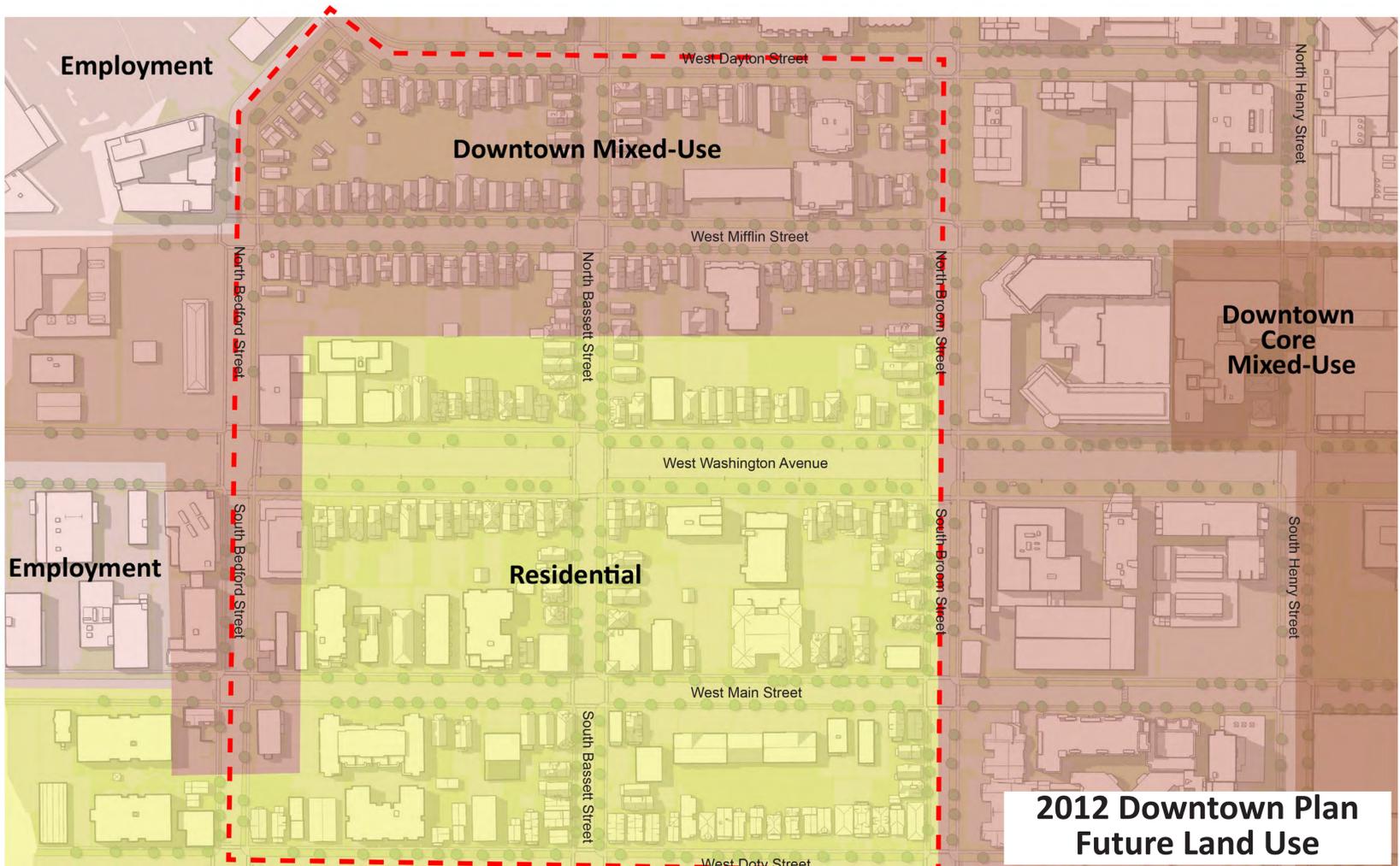
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Public Meeting #2

March 4, 2019

Land Use Alternative





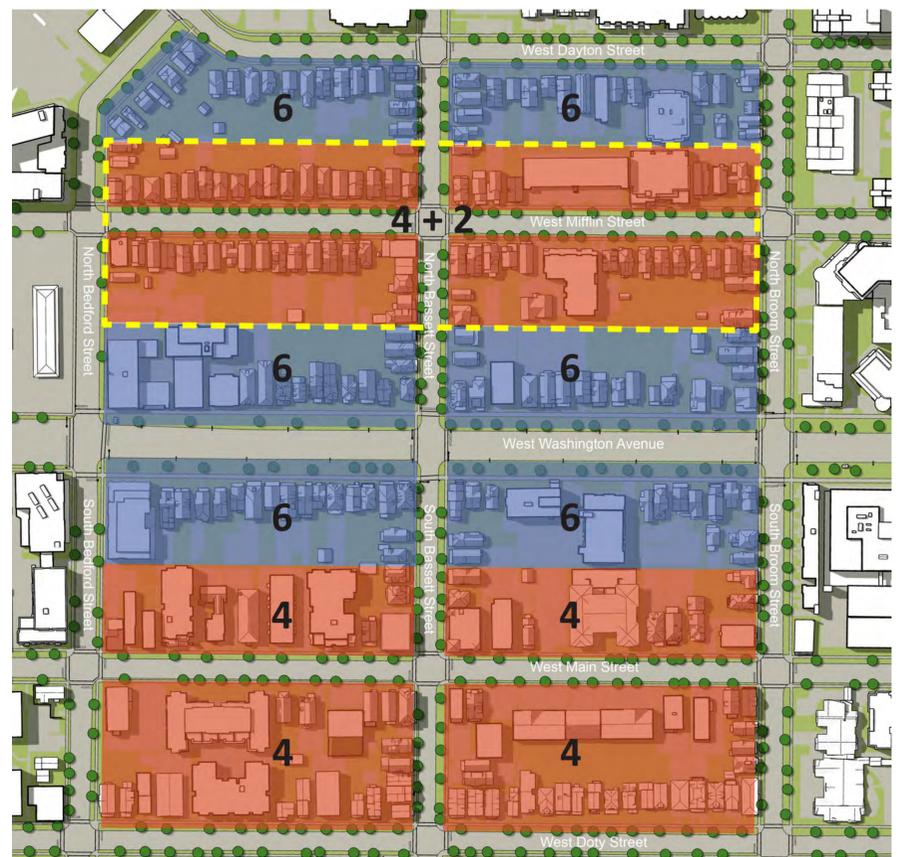
Public Meeting #2

March 4, 2019

Height Map Alternative Proposals



2012 Downtown Plan



Six on Washington



Six on the Corners



Four Plus Two

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Public Meeting #2

March 4, 2019

Mifflin Lane Alternative



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Public Meeting #2

March 4, 2019

Park & Open Space Alternatives



Enhance and Improve the existing Senior Center Open Space



U-Haul



Mifflin Street



Dayton and Bedford

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Public Meeting #2

March 4, 2019

Design Guidelines: Site Design



SITE DESIGN

1. Context & Orientation
2. Site Access & Circulation
3. Landscaping & Stormwater
4. Setbacks & Stepbacks
5. Open Space
6. Parking

Context & Orientation



Access & Circulation



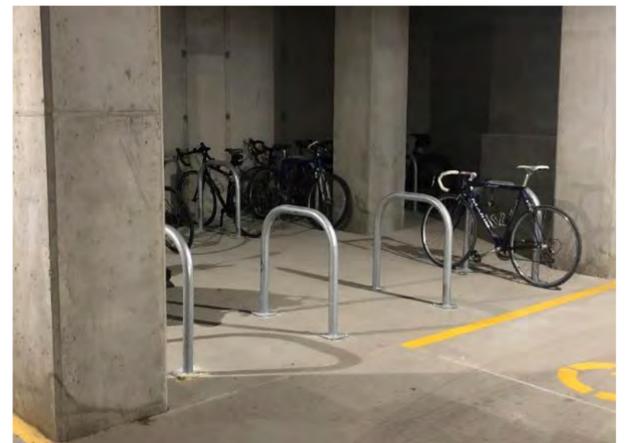
Landscaping & Stormwater



Setbacks & Stepbacks



Open Space



Parking

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Public Meeting #2

March 4, 2019

Historic Resources



-  Historic Landmark
-  Potential Historic Resource

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Public Meeting #2

March 4, 2019

Bicycle & Pedestrian Improvement Alternatives

Bike Corral



Consider creating a bike corral on W Mifflin Street to enhance the street and neighborhood identity

Bicycle Boulevard



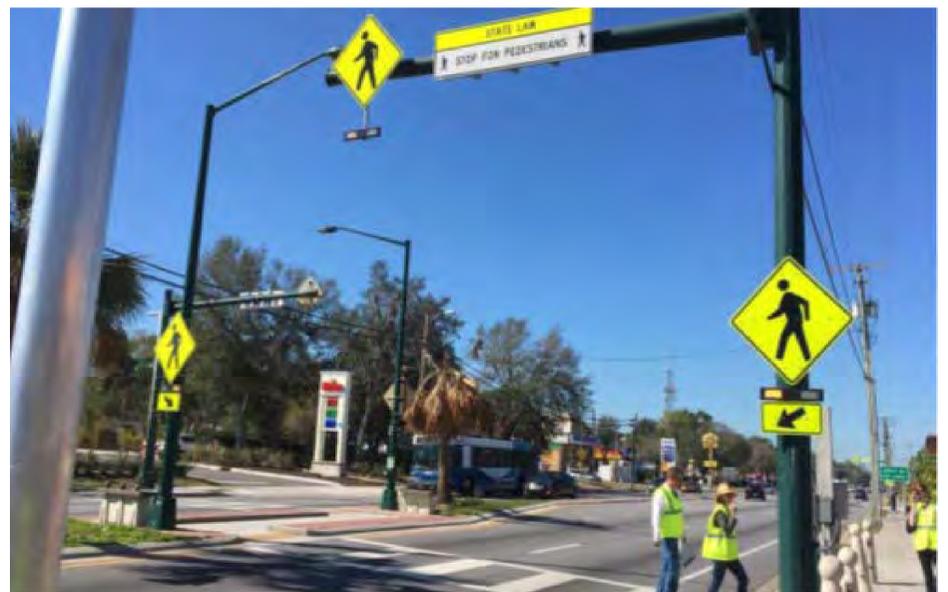
Consider designating W Mifflin St as a Bike Boulevard also recommended in the Downtown Plan

Pedestrian Refuge Island



Enhance the existing streetscape and safety of pedestrians by adding a pedestrian refuge island at W Washington for Bassett and Broom Street intersections

Rapid Flashing Beacon



Explore the possibility of installing a Rapid flashing beacon and/or continental crosswalks at the intersection of Broom Street and W Mifflin Street

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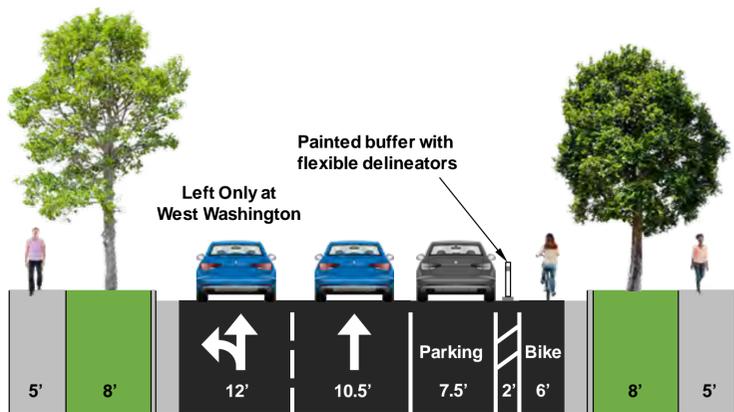


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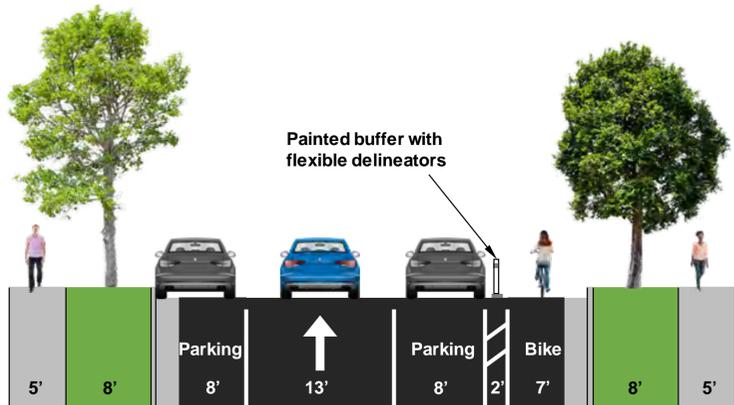
March 4, 2019

Bassett Street Reconstruction & Pilot 2019

Protected Bike Lane on N. Bassett and S. Bassett Street



7 of 14 parking spaces removed for driveway visibility



15 parking spaces existing – 8 removed, 12 added

- Protected bike lanes on N Bassett Street are being recommended through the **Bassett Street Transportation Study**. They will be piloted in 2019 following reconstruction.
- Protected bike lanes on N Bassett Street are being recommended through the **Bassett Street Transportation Study**. Likely to be implemented in 2020 following successful pilot on N Bassett Street.

Other longer term recommendations

- Replace 2-foot gutter pans with 1-foot pans in bike lanes
- Continental crosswalks and rapid flashing beacons
- Bus stop islands at Washington and/or Doty Street
- Possible shared-use path through Brittingham Park
- Improve Wilson and Broom Street intersection
- Improved bike routing northbound on Broom to Dayton and Bassett

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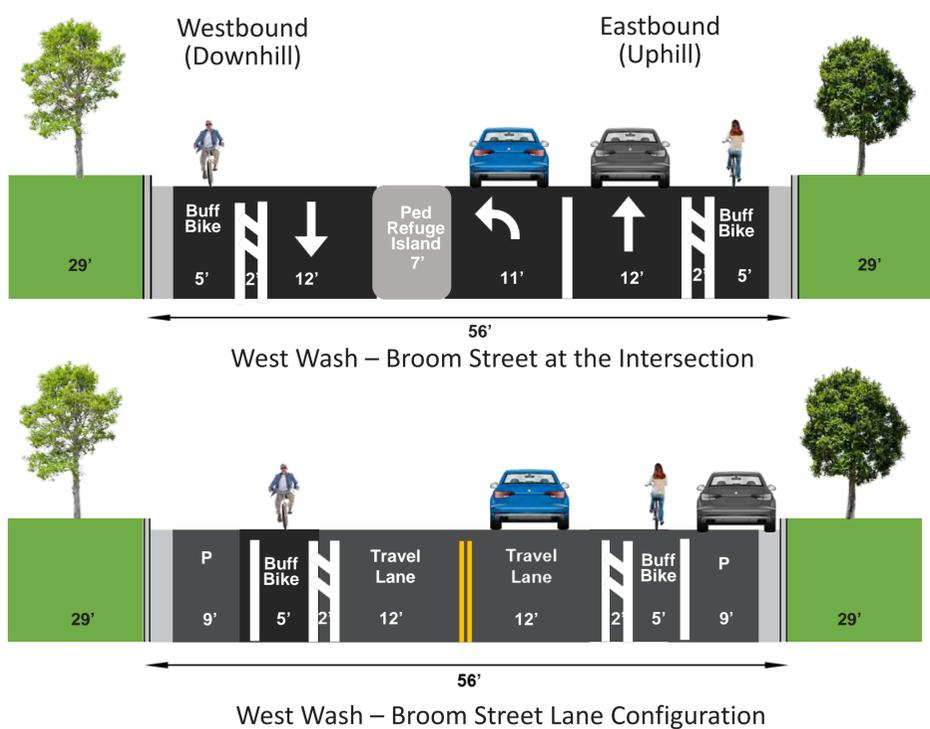


Public Meeting #2

March 4, 2019

W Washington Ave Lane Marking Alternatives

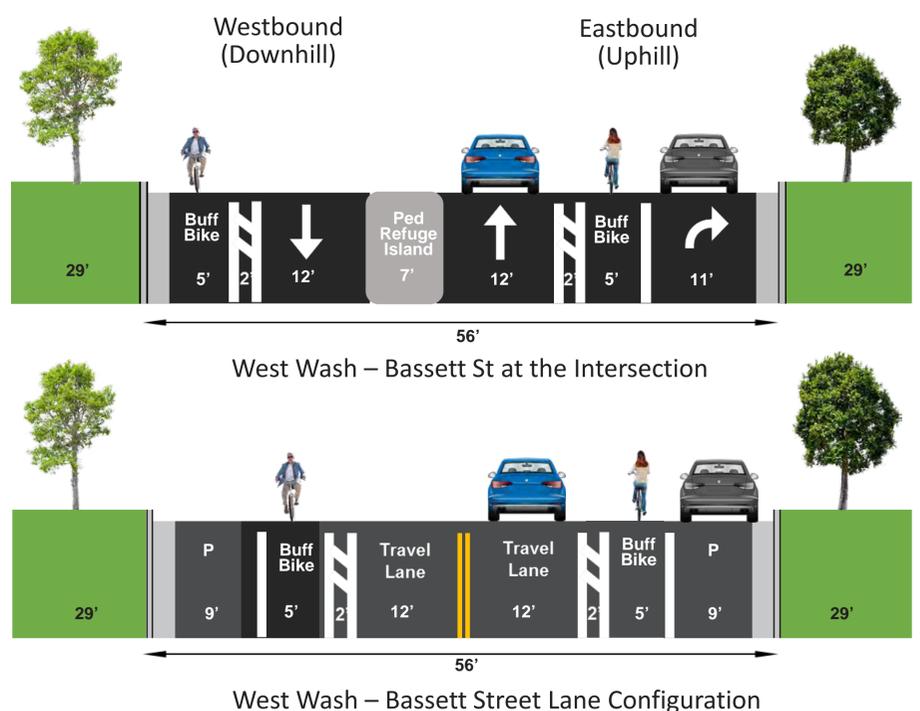
W Wash and Broom Street



- Enhance the existing streetscape and safety of pedestrians by adding a pedestrian refuge island at West Washington and Broom Street intersection.
- Consider restriping West Washington Avenue between Bedford Street and Broom Street as a two-lane facility with on-street parking, and buffered bike lanes.

W Wash and Bassett Street

- Enhance the existing streetscape and safety of pedestrians by adding a pedestrian refuge island at West Washington and Bassett Street intersection.
- Consider restriping West Washington Avenue between Bedford Street and Broom Street as a two-lane facility with on-street parking, and buffered bike lanes.





2012 Downtown Plan



Alternative Land Use

Question 1

Do you agree with changing the proposed land uses on West Mifflin and West Washington from the 2012 Downtown Plan?
(Circle one)

Strongly Disagree

Disagree

Neutral

Agree

Strongly Agree

Comments



2012 Plan



Six on Washington



Six on the Corners



Four Plus Two

Question 2

Which height map do you prefer?
(Rank 1 to 4, 1 = most preferred, 4 = least preferred)

2012 Plan

Six on Washington

Six on the Corners

Four Plus Two

Comments



Question 3

Is it a good idea to create a new lane splitting the wide blocks between West Washington and West Mifflin?

(Circle one)

Strongly Disagree

Disagree

Neutral

Agree

Strongly Agree

Comments



U-Haul Site



500 block of Mifflin Street



Dayton Street

Question 4

Which park location do you prefer? (Rank 1 to 3, 1 = most preferred, 3 = least preferred)

___ *Concept A - U Haul site*

___ *Concept B - 500 block of Mifflin Street*

___ *Concept C - Dayton Street*

Comments

General Comments