

CITY OF MADISON
INTER-DEPARTMENTAL
CORRESPONDENCE

DATE: October 12, 2007

TO: Plan Commission

FROM: Linda Horvath, Urban Planner, Planning Division

SUBJECT: **Planning Division Recommendation: Resolution I.D. #06761, adopting the Tenney-Lapham Neighborhood Plan and the recommendations contained therein as a supplement to the City's Comprehensive Plan.**

Background

In 1994, Community Development Block Grant (CDBG) funds were used for Planning Unit staff, to prepare a plan for the Tenney-Lapham and Old Market Place neighborhoods. This effort involved working closely with neighborhood residents, the business community, and other interested stakeholders. The Common Council adopted the Tenney-Lapham/Old Market Place Neighborhood Plan on June 6, 1995.

In 2004, the Tenney-Lapham neighborhood received a small grant from the City's Neighborhood Grant Program to update the 1995 neighborhood plan. A committee of neighborhood association representatives wrote the plan revision using input from community stakeholders and guidance from City Planning staff. The neighborhood submitted the revised Tenney-Lapham Neighborhood Plan to the City in June 2007 for adoption. It includes recommendations covering: Land Use, Transportation, Housing and Infrastructure, Economic Development - East Johnson Business District, Parks and Open Space, and Community Enhancement.

Land Use

The Plan's land use goals can be summarized as attempting to restore and preserve the residential character of the neighborhood while planning for the growth and development of the East Washington Avenue corridor and making this development compatible with the adjacent residential area.

Planning Division staff worked with the neighborhood to develop the land use recommendations contained in the Tenney-Lapham Neighborhood Plan. While these recommendations are generally consistent with the Comprehensive Plan land use recommendations, several changes are proposed as outlined below. Many of these changes are simply refinements of the generalized land use categories found in the Comprehensive Plan.

- 1) The Tenney-Lapham Neighborhood Plan Medium Density Residential (MDR) designation provides more detail than the Comprehensive Plan. The Comprehensive Plan MDR designation is 16-40 units per acre. The Tenney-Lapham Neighborhood Plan breaks this designation down into two different designations of MDR: a majority of the residential area between E. Gorham St. and E. Mifflin St. is proposed at 16-25 units per acre, with several blocks closer to E. Washington Ave. proposed at 26-40 units per acre.

- 2) Portions of the north side of the 600 and 700 blocks of E. Gorham St. (the area roughly bounded by E. Gorham St. to the south, and James Madison Park to the west and north), is proposed to be changed to Low-Density Residential (LDR) from the Comprehensive Plan designation of MDR.
- 3) A portion of the north side of the 700 block of E. Gorham St. (the area roughly bounded by E. Gorham St. to the south, the above-mentioned LDR area to the west, and James Madison Park to the north and east) is proposed to be changed to High-Density Residential (HDR) from the Comprehensive Plan designation of MDR.
- 4) The northeast and southeast corners of E. Johnson St./N. Blount St. intersection extending for approximately ¼ block east is proposed to be changed to Neighborhood Mixed Use (NMU) from the Comprehensive Plan designation of MDR.
- 5) The northeast and southeast corners of the E. Johnson St./N. Livingston St. intersection extending approximately ¼ block east is proposed to be changed to Neighborhood Mixed Use (NMU) from the Comprehensive Plan designation of MDR.
- 6) The southeast corner of the E. Johnson St./N. Paterson St. intersection extending approximately 1/3 block east is proposed to be changed to Neighborhood Mixed Use (NMU) from the Comprehensive Plan designation of MDR.
- 7) The north side of the 900 block of E. Gorham St. between N. Patterson St. and Castle Pl. is proposed to be changed to Medium Density Residential (MDR) with a specified density range of 16-25 units per acre, from the Comprehensive Plan designation of HDR.
- 8) The block bounded by N. Blair St., E. Dayton St., N. Blount St., and E. Mifflin St. is proposed to be changed to Medium Density Residential (MDR) with a specified density range of 26-40 units per acre, from the Comprehensive Plan designation of HDR.
- 9) The eastern half of the block bounded by N. Blount St., E. Dayton St., N. Livingston St., and E. Mifflin St. is proposed to be changed to Park and Open Space (P) from the Comprehensive Plan designation of HDR.
- 10) The south side of the 600 and 700 blocks of E. Mifflin St. are proposed to be changed to High Density Residential (HDR) from the Comprehensive Plan designation of CMU.
- 11) The south side of the 800 block of E. Mifflin St. is proposed to be changed to Medium Density Residential (MDR) with a specified density range of 26-40 units per acre, from the Comprehensive Plan designation of CMU.
- 12) The south side of the 1000 block of E. Mifflin St. is proposed to be changed to Medium Density Residential (MDR) with a specified density range of 26-40 units per acre, from the Comprehensive Plan designation of E.
- 13) The southwest corner of the E. Mifflin St./N. Dickinson St. intersection is proposed to be changed to Employment (E) from the Comprehensive Plan designation of MDR.
- 14) The northeast corner of the W. Washington Ave./N. Baldwin St. intersection is proposed to be changed to Employment (E) from the Comprehensive Plan designation of MDR.
- 15) The block bounded by N. Dickinson St., E. Dayton St., N. Thornton Ave., and E. Mifflin St. is proposed to be changed to Medium Density Residential (MDR) with a specified density range of 26-40 units per acre, from the Comprehensive Plan designation of MDR.
- 16) The 1100, 1200, and a portion of the 1300 blocks of E. Washington Ave. are proposed to be changed to Employment (E) from the Comprehensive Plan designation of MDR. The Landmarks Commission also requested that the Plan note the property at 1244 E. Washington Avenue (housing Fyfe's Corner Bistro) is a designated landmark.

Consistency with Draft East Washington Ave. Capitol Gateway Corridor BUILD Plan

The Plan is also largely consistent with the draft East Washington Ave. Capitol Gateway Corridor BUILD Plan, although there are some differences with regard to land use and building height recommendations as summarized in “Attachment A”. The Plan Commission has recently formed a subcommittee to make recommendations to resolve the differences between the draft East Washington Ave. Capitol Gateway Corridor BUILD Plan and other adopted plans with overlapping boundaries, as well as with the draft Tenney-Lapham Neighborhood Plan.

Transportation

Overall, the Transportation chapter of the Tenney-Lapham Neighborhood Plan is consistent with the Comprehensive Plan. However, there are several significant transportation issues that are addressed in the Plan and have been the subject of much discussion and debate among the neighborhood, City staff, and members of various transportation commissions. These issues are outlined below:

Streets

A primary goal of the neighborhood, as reflected in the Plan, is to reduce the speed and volume of traffic on E. Johnson St. and E. Gorham St. and to create a transportation network that is more compatible with the predominant residential use of the area. The Neighborhood Plan’s primary action for achieving this goal is developing a Transportation Management Plan for the central City that includes Transportation System Management and Transportation Demand Management strategies (see “Attachment B”). This action is consistent with the Comprehensive Plan action of updating the Isthmus Traffic Redirection Study (City of Madison Comprehensive Plan, Volume II: Table 1 – Transportation Implementation Actions, pg. 3-37). This action was also included in the 1995 adopted Tenney-Lapham/Old Marketplace Neighborhood Plan (pg. 74).

The Plan recommends that the Transportation Management Plan, include the exploration of the following potential actions:

- Redesigning the traffic flow on E. Johnson St. and E. Gorham St. to two-way.
- Channeling through traffic to Highways 113 and 151.
- Identifying locations for park-and-ride lots near or in the neighborhood.

The Plan also recommends other potential actions to be explored. These could be explored independently of the more comprehensive Transportation Management Plan:

- Adopting traffic calming measures on East Johnson between Baldwin Street and First Street including adding bike lanes in both directions at the time of reconstruction.
- Retiming traffic signals.
- Reduce the use of Sherman Avenue as a feeder to E. Gorham St. for through-traffic
- Designate “No Right Turn” from North Sherman Ave. onto Sherman Ave. between 7 and 9 a.m. daily

- Calm traffic on Sherman Ave. from N. Thornton Ave. to Brearly St. by narrowing the lanes, adding a bike lane, curving the street along Tenney Park, and introducing raised crosswalks (speed tables) at various points.

Transit

The Plan contains several notable transit-related recommendations, including:

- Develop a streetcar route (loop) to connect the Tenney-Lapham and Marquette neighborhoods to each other as well as to downtown and campus.
- Establish commuter rail to provide alternative longer distance transit between Madison and other communities.
- Explore park and ride locations within and near the neighborhood in addition to the existing park and ride located at Madison Metro's North Transfer Station.
- Provide people with financial incentives to choose alternative transportation including but not limited to: steep discounts on streetcar/bus fares for park and ride patrons; employer sponsored monthly bus pass programs.

Bicycles

The Plan also contains recommendations regarding bicycles, including:

- Designate bicycle lanes more clearly (e.g. repaint bicycle lanes, add directional arrows).
- Complete the bicycle lane on E. Johnson Street from N. Brearly St. to N. Thornton Ave.
- Install signs directing bicyclists onto the street where it is illegal for them to ride on the sidewalks.

Housing and Infrastructure

Notable recommendations in the Plan's Housing and Infrastructure Chapter include:

- Install historic pedestrian-scale streetlights in the neighborhood, with a priority on the commercial district.
- Proceed with local historic district designation for the Fourth Lake Ridge and Sherman Avenue National Register Districts.

Economic Development – East Johnson Street Business District

This chapter of the Plan focuses on the East Johnson Street Business District and addresses parking, encouraging more businesses, and improving its visual appearance. Related issues pertaining to land use and street lighting are covered in other sections of the Plan.

Parks and Open Space

Among the Plan's recommendations regarding Parks and Open Space are:

- Transfer the two historic properties at 640 and 646 E. Gorham St. to another city entity (e.g., the public library) or to a private entity. Although the Board of Parks Commissioners opposes the sale of any parkland under these or any other buildings located within the park, an ad hoc planning committee has been appointed to develop recommendations on this issue to forward to the Board.
- If the Reynold's Crane Service property west of N. Livingston St. becomes available, acquire the area and connect it to Reynolds Park by removing all or part of the 100 block of N. Livingston St.
- Vacate (tear up and remove) part of N. Brearly St. between Sherman Ave. and Lake Mendota and incorporate it into Giddings Park.

Planning Division Recommendation

The Planning Division recommends that a substitute Resolution I.D. #06761, adopting the Tenney-Lapham Neighborhood Plan and the recommendations contained therein as a supplement to the City's Comprehensive Plan be referred to allow time for the Plan Commission's East Washington Ave. Capitol Gateway Corridor BUILD Plan Subcommittee to complete its work.

Upon completion of Plan Commission's East Washington Ave. Capitol Gateway Corridor BUILD Plan Subcommittee's work, the Planning Division recommends approval of a substitute Resolution I.D. #06761 adopting the Tenney-Lapham Neighborhood Plan and the recommendations contained therein as a supplement to the City's Comprehensive Plan with the following being added:

BE IT FINALLY RESOLVED that the Planning Division is hereby directed to make changes to the Tenney-Lapham Neighborhood Plan and its recommendations as follows:

1. The Plan be revised to include recommendations from the Plan Commission's Capitol Corridor Gateway Plan Subcommittee as approved by the Plan Commission and Common Council during their approval of that document.
2. The land use designation for the eastern half of the block bounded by N. Blount St., E. Dayton St., N. Livingston St., and E. Mifflin St. reflect the current Comprehensive Plan recommendation of High-Density Residential (HDR), and not the Park and Open Space (P) recommendation proposed in this Plan (see no. 9 under the Land Use section of this memo). The recommendations to vacate (tear up and remove) N. Brearly St. between Sherman Ave. and Lake Mendota, and N. Livingston St. between E. Dayton St. and E. Mifflin St. be deleted for the Plan. Planning Division staff does not generally support the vacation of street rights-of-way and the resulting disruption is the street grid. With this street segment remaining, Planning Division staff feel that the area proposed to be designated as Park and Open Space would be too small and disconnected from the larger park to the east.

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3. That the Plan be revised to include recommendations from the Ad Hoc James Madison Park Property Planning Committee as approved by the Board of Park Commissioners and the Common Council.
4. Goal 1 in the Transportation Chapter be rewritten as shown in “Attachment B” of this memo.
5. That all references in the Plan and adopting resolution to the “Madison Area Metropolitan Planning Organization” be changed to reflect that agency’s new name of “Madison Area Transportation Planning Board”.

“Attachment A”

**Comparison of Recommendations of the Draft Tenney-Lapham Neighborhood Plan
and the East Washington Ave. Capitol Gateway Corridor BUILD Plan**

Land Use

Block	Block Number	East Washington Avenue Capitol Gateway Corridor BUILD Plan	Tenney–Lapham Neighborhood Plan (DRAFT)
600	1 a	Residential/Employment (CMU)	High Density Residential (CMU)
	1 b	Employment (CMU) Residential/Employment near Blair St. (CMU)	Community Mixed Use (CMU)
700	2 a	Residential/Employment (CMU)	High Density Residential (CMU)
	2 b	Employment (CMU)	Community Mixed Use (CMU)
800	3 a	Residential (CMU)	Medium Density Residential
	3 b	Residential (CMU)	Community Mixed Use
900	Breese Stevens	Recreation/Open Space	Park & Open Space
1000	4 a	Employment/Residential	Medium Density Residential
	4 b	Employment/Residential	Employment
1100	5 a	Residential (MDR)	Medium Density Residential
	5 b	Commercial/Residential (CMU)	Employment
1200	6 a	Residential (MDR)	Medium Density Residential
	6 b	Commercial/Residential (CMU)	Employment
1300	7 a	Residential (MDR)	Medium Density Residential
	7 b	Commercial/Residential (CMU)	Employment
	7 c	Employment	Employment
	7 d	Employment	Employment
1400	8 a	Employment/Residential	Employment
	8 b	Employment/Residential	Employment

Notes: * Some plans propose some first floor retail uses on some frontages which are not represented in this table. Land Use recommendations are generalizations and may not match the exact geography of the block divisions.

Maximum Height in Stories

Block	Block Number	East Washington Avenue Capitol Gateway Corridor BUILD Plan	Tenney–Lapham Neighborhood Plan (DRAFT)
600	1 a	8	30 degrees
	1 b	8	8
700	2 a	8	30 degrees
	2 b	10-12	8
800	3 a	8	30 degrees
	3 b	10-12	8
900	Breese Stevens	-	-
1000	4 a	6	30 degrees
	4 b	10-12	8
1100	5 a	3	3
	5 b	3	3
1200	6 a	3	3
	6 b	3	3
1300	7 a	3	3
	7 b	8	8
	7 c	3	3
	7 d	8	8
1400	8 a	8	-
	8 b	4	-

Maximum Facade / Frontage Heights

Block	Block Number	East Washington Avenue Capitol Gateway Corridor BUILD Plan	Tenney–Lapham Neighborhood Plan (DRAFT)
600	1 a	3	3
	1 b	5	8
700	2 a	3	3
	2 b	5	8
800	3 a	3	3
	3 b	5	8
900	Breese Stevens	-	-
1000	4 a	3	3
	4 b	5	8
1100	5 a	3	3
	5 b	3	3
1200	6 a	3	3
	6 b	3	3
1300	7 a	3	3
	7 b	5	8
	7 c	3	3
	7 d	5	8
1400	8 a	5	-
	8 b	3	-

Proposed Revisions to the Action Steps/Projects Recommendations Associated with Transportation Goal 1

Goal 1: Reduce the arterial use (speed and volume) of East Johnson and Gorham Streets between First Street and Wisconsin Avenue. Align their street use with their residential and local retail land uses.

Goal 1 – Action Steps/Projects

1. Develop a Transportation Management Plan with Common Council funding for the central City that will implement Transportation System Management (TSM) and Transportation Demand Management (TDM) strategies that will (1) make central neighborhoods more livable and (2) improve mobility for all residents and visitors by distributing trip demand across multiple modes (auto, bike, bus, streetcar, commuter rail and pedestrian). In developing the Transportation Management Plan for the central city, study the following:
 - ~~2.a. As part of the Transportation Management Plan for the central City, explore strategies to reduce the arterial operation of East Johnson Street and East Gorham Street, by The strategy~~ of redesigning the traffic flow on ~~both East Johnson and East Gorham~~ streets to two-way instead of one-way ~~streets~~ between Wisconsin Avenue and Baldwin Street (East Johnson is already two-way from Baldwin to East Washington Avenue.)
 - b. Strategies to channel through-traffic to Highway 113 (Pennsylvania/ First Street), and Highway 151 (East Washington Avenue).
 1. Enable two left turn lanes from westbound Pennsylvania to First Street and two right turn lanes from First Street to westbound East Washington Avenue. In the outer ring of the capitol square, enable two right turn lanes from westbound East Dayton onto Wisconsin Ave.
 2. Enable two right turn lanes from eastbound East Johnson onto North Blair Street to channel eastbound traffic to East Washington Avenue. Install a signal at this intersection.
 3. Connect Fordem Avenue to First Street.
 - c. Establishing park-and-ride services at the intersection of Highways 113 and 151 (Pennsylvania/ First/East Washington Avenue) to enable automobile commuters to transfer to other transportation modes for “the last mile” to downtown/campus. The neighborhood has observed significant do-it-yourself park-and-ride and park-and-bike behavior outside of the two-hour street-parking zone. There is evident demand for this kind mode transfer at this distance from commuters’ destinations.

Recommendations 2-4 may be implemented independent of the Transportation Management Plan

- ~~3.2.~~ Adopt other traffic calming measures, on East Johnson between Baldwin Street and First Street to provide extra visual and physical cues to drivers that they should proceed at a lower speed in this transition zone to and from Pennsylvania Ave.
 - a. Remove the concrete center median.
 - b. Add bike lanes in both directions at the time of reconstruction.
 - c. Narrow traffic lanes to the minimum appropriate for 25 mph speeds.

4.3. Retime traffic lights to reward legal speeds on Johnson and Gorham Streets. Traffic frequently flows at 35-40 mph on these streets. Often vehicles at the end of a sequence are moving even faster as they race through the yellow/red signal change.

~~5. Adopt strategies to channel through traffic to Highway 113 (Pennsylvania/ First Street), and Highway 151 (East Washington Avenue).~~

~~a. Enable two left turn lanes from westbound Pennsylvania to First Street and two right turn lanes from First Street to westbound East Washington Avenue. In the outer ring of the capitol square, enable two right turn lanes from westbound East Dayton onto Wisconsin Ave.~~

~~b. Enable two right turn lanes from eastbound East Johnson onto North Blair Street to channel eastbound traffic to East Washington Avenue. Install a signal at this intersection.~~

~~c. Connect Fordem Avenue to First Street as part of Segment 2 of the East Washington Avenue Reconstruction Project in 2006.~~

~~6. Provide park-and-ride services at the intersection of Highways 113 and 151 (Pennsylvania/First/East Washington Avenue) to enable automobile commuters to transfer to other transportation modes for "the last mile" to downtown/campus. The neighborhood has observed significant do-it-yourself park-and-ride and park-and-bike behavior outside of the two-hour street-parking zone. There is evident demand for this kind mode transfer at this distance from commuters' destinations.~~

7.4. Reduce the use of Sherman Ave as a feeder to Gorham for through-traffic.

a. Designate No Right Turn from North Sherman onto Sherman between 7 and 9 a.m. daily.

Calm traffic on Sherman Ave from Thornton to Breatly by narrowing the lanes, adding a bike lane, curving the street along Tenney Park, and introducing raised crosswalks (speed tables) at various points.