



City of Madison

City of Madison
Madison, WI 53703
www.cityofmadison.com

Master

File Number: 01363

File ID: 01363

File Type: Resolution

Status: Passed

Version: 2

Reference:

Controlling Body: PLAN
COMMISSION

File Created Date : 05/31/2005

File Name: Adoption of the Wingra Creek Market Study and
Redevelopment Plan as a supplement of the South
Madison Neighborhood Plan.

Final Action: 03/07/2006

Title: SUBSTITUTE - Adoption of the Wingra Creek Market Study and Redevelopment Plan as a
supplement of the South Madison Neighborhood Plan. 13th Ald. Dist.

Notes:

CC Agenda Date: 03/07/2006

Sponsors: David J. Cieslewicz, Isadore Knox and Jr.

Effective Date: 03/09/2006

Attachments: wingra map.pdf, Summary Report June 2005.pdf,
01363wingra creek.doc, Comments.pdf,
PlanSummary.pdf, 01363 registration stmts.pdf, Final
Wingra Build Plan 03-07-06.pdf

Enactment Number: RES-06-00239

Author: Jule Stroick

Hearing Date:

Entered by: Ruth Ethington

Published Date: 03/07/2006

Approval History

Version	Date	Approver	Action
---------	------	----------	--------

History of Legislative File

Ver- sion:	Acting Body:	Date:	Action:	Sent To:	Due Date:	Return Date:	Result:
1	Planning Unit	06/01/2005	Fiscal Note Required / Approval	Finance Dept/Approval Group		06/01/2005	
1	Finance Dept/Approval Group	06/01/2005	Approved Fiscal Note By The Comptroller's Office	Planning Unit		11/15/2005	
	Notes: Bohrod						
1	Planning Unit	06/02/2005	Referred for Introduction				
	Notes: Refer to Plan Commission, Urban Design Commission, Economic Development Commission, Ped-Bike Motor Vehicle, Board of Public Works, and Long Range Planning Commission						

1	COMMON COUNCIL	06/07/2005	Refer	PLAN COMMISSION	06/20/2005	
1	COMMON COUNCIL	06/07/2005	Refer	URBAN DESIGN COMMISSION	07/06/2005	
1	COMMON COUNCIL	06/07/2005	Refer	ECONOMIC DEVELOPMENT COMMITTEE	07/06/2005	
1	COMMON COUNCIL	06/07/2005	Refer	PEDESTRIAN/BICYCLE/MOTOR VEHICLE COMMISSION	06/28/2005	
1	COMMON COUNCIL	06/07/2005	Refer	BOARD OF PUBLIC WORKS	06/22/2005	
1	COMMON COUNCIL	06/07/2005	Refer	LONG RANGE TRANSPORTATION PLANNING COMMITTEE	07/21/2005	
1	PLAN COMMISSION	06/20/2005	Defer			Pass
Action Text: A motion was made by Golden, seconded by Konkell, to Defer. The motion passed by acclamation.						
Notes: The Plan Commission recessed this item pending review by other reviewing bodies.						
1	BOARD OF PUBLIC WORKS	06/22/2005	Return to Lead with the Recommendation for Approval	PLAN COMMISSION	08/22/2005	Pass
Action Text: A motion was made by Van Rooy, seconded by Elmakias, to Return to Lead with the Recommendation for Approval to the PLAN COMMISSION Ms. Jule Stroick with City Planning displayed the neighborhood maps and introduced Archie Nicolette to brief the Board on the Plan.						
Mr. Nicolette displayed a map of the neighborhood area and briefed the Board on the street grid and infrastructure planned to enhance development in the Wingra Creek Market area.						
An inquiry was made as to a timetable for the work to begin and Mr. Nicolette responded that there is no target dates at this time, but it is hoped the redevelopment will begin within the next five years.						
The motion passed by acclamation.						
1	PEDESTRIAN/BICYCLE/MOTOR VEHICLE COMMISSION	06/28/2005	Return to Lead with the Recommendation for Approval	PLAN COMMISSION	02/20/2006	Pass

Action Text: A motion was made by Webber, seconded by Compton, to Return to Lead with the Recommendation for Approval to the PLAN COMMISSION

Present from Planning on this item: Julie Stroick and Archie Nicolette. Stroick began by explaining that Planning had undertaken an effort a year ago with the Greater South Madison Neighborhood to develop a mid-range plan and within that plan two strategic sites were identified for future redevelopment-one, being the Villager Mall and the other the mid-corridor of South Park Street called the Wingra Creek site. Through a Dane County BUILD program an economic development study was undertaken and it basically confirmed the land uses proposed in the neighborhood plan. The consulting firm of Stockham Associates had been hired to do the marketing study.

Nicolette pointed out the 64 acre site was situated in a key area between the University and the Beltline with two major traffic routes (Park Street and Fish Hatchery Road). The basic concept for the area was illustrated on a map he provided and basically Park Street was to remain a commercial area and Fish Hatchery more as a housing and institutional street. At the time the report was prepared, they were unaware that the Morningstar Dairy site would become vacant. In terms of the street system, Nicolette referred to a map and pointed out that the street system: 1) Helped to frame development, 2) created more options for pedestrians and vehicular movement through the area, and 3) created a safer environment for all involved. He reviewed the street system as visualized conceptually on the map.

Nicolette reported that Dean Care was in the process of developing a master plan for its facility in this area and it was somewhat dependent on St. Marys.

To accommodate the vehicular traffic expected to serve the area, two parking facilities were visualized. In addition, they wanted to have enough density for transit. In the Morningstar Dairy site area, they were looking at a possible multi-level (3 stories) hotel use, or some combination retail and housing. St. Marys had indicated interest in having a hotel in proximity to their facility.

Webber referred to the drawing for Beld Street; was it being suggested it be cul-de-sac and if so, she asked if there would be some connection through it. Nicolette pointed out it was a concept plan and further thought needed to be given to it, for example, another idea might be to have it become a one-way in corridor. Webber urged there be pedestrian-bicycle connections in this area for both directions; Beld needed a connection to the grid street system without having to use Park Street. Shahan agreed that Beld should not be cul-de-sac'd, rather it be one-way in or out and suggested a model for it would be the treatment at Regent-Harrison-Prospect. He believed Beld Street would be the more pedestrian-bicycle friendly street to reach developments such as the grocery store. Nicolette acknowledged that it was something that needed to be looked at as a part of any redevelopment.

Although acknowledging the plans were abstract, Webber asked if they knew if the parking ramps would be privately operated or public and would they provide short-term or long-term parking. Nicolette said they were leaning toward private operation. For example, Dean Care had a lot of off-site parking to accommodate current needs; if they expand, more parking would be needed. They also saw parking needs for the hospitals along the corridor. Webber said her desire was for the parking to be flexible; for example, they could include some park-and-ride, or park-and-shop and some long term and some short-term parking. Nicolette suggested that as redevelopment unfolds, these kinds of issues would become clearer. Stroick said that the 650-parking site had been identified as a shared site for commercial area. Nicolette added that they visualized a mini-main street with on-street parking. Also, he identified the area where more dense residential was desired, e.g., on the vacant St. Marys site they might possibly be able to locate assisted housing. He identified the existing underutilized sites-Post Office, Labor Temple, and vacant lot area so there was considerable potential for redevelopment.

Webber referred to the desire for ground floor retail in the Morningstar Dairy area and she thought this could be more strongly stated since she believed ground-floor retail should be the ultimate land use-not some professional offices.

Compton said that she hoped any parking lots be very Wingra Creek friendly in terms of drainage and water run off considerations. Nicolette emphasized that this effort was basically delineating the basic structure and concepts desired by the neighborhood and issues such as the one being raised by Compton would be a part of follow-up development. Compton said her intent was merely to weigh-in at this stage of the process. Nicolette said they could add something in the report along the lines of "wanting to be as green friendly as possible in terms of both building structure and run-off and retention." Stroick referred to the three acre green area.

DeVos asked that they keep in mind that the buses currently serving the area did not go all the way down the corridor; one traveled down Fish Hatchery toward the South Transfer Center and the other used Olin Avenue and did not travel down Park Street.

Conroy asked if traffic signals were envisioned at Park and Cedar Streets; and Nicolette said it was an issue yet to be addressed but they recognized that a signalized intersection would aid both vehicles and provides some predictability for crossing activities. Cedar was envisioned as being extended and connecting to Fish Hatchery and would improve the grid street system.

Shahan supported Webber's comments about the retail uses for the Morningstar Dairy building and wasn't sure that residential would be a good option. Referring to the Dean Care site, he asked if consideration was being given by them to build up vs. out, and Nicolette referred to the various additions to the site already, one which was multi-level and he understood a current thought was to build above one of the sections to match this multi-level section. Shahan hoped Dean Care would keep its presence in this area vs. developing at a peripheral site. Nicolette repeated that some of Dean Care plans were dependent on their relationship with St. Marys and noted the neighborhood concerns that the facility not become too dominant in this residential area.

Shahan supported the two road connections and asked if the neighbors on Midland were worried about cut-through traffic; and if so, should consideration be given to some traffic calming features. He liked the connection.

Shahan asked if any transit stops or places for such stops had been reserved as a part of the effort; Nicolette said they had not gotten into that level of detail. However, they thought the area was a good place for transit, including trolleys in the future. Shahan suggested these considerations be undertaken as redevelopment occurs.

Compton suggested that any traffic calming for the Midland/Olin area be on the north-south and east-west connectors, through the middle. Possibly a traffic circle could be considered at Cedar and South Street. Nicolette added that these types of features would be a result of some follow-up traffic reviews.

The motion passed by acclamation.

Notes: *Motion to approve based on staff recommendation indicating the approval is subject to the understanding that the transportation recommendations would not occur until major redevelopment occurs.*

1	URBAN DESIGN COMMISSION	07/06/2005	Return to Lead with the Recommendation for Approval	PLAN COMMISSION	02/20/2006	Pass
---	----------------------------	------------	--------------------------------------------------------------	--------------------	------------	------

Action Text: A motion was made by March, seconded by Host-Jablonski, to Return to Lead with the Recommendation for Approval to the PLAN COMMISSION. The motion passed by acclamation.

Notes: *The motion recommended approval with careful reconsideration of parking/greenspace issues and as follows:*

- *Further consideration shall be provided to eliminate conflicts between parking initiatives and green/open space issues.*
- *Examine potential open space linkages and opportunities with existing and proposed residential housing, the Arboretum, area parks and bikeway system, such as maintaining the existing Wingra Creek open space corridor in combination with new open space spine into the plan area, including*

the potential preservation of the wooded area on the Bunbury property, in association with proposed housing, along with the maintenance of a portion of the existing open space on the Labor Temple property to facilitate the continuation of the "farmer's market."

- *Applaud the provision for shared parking in the plan; the plan should further pursue shared parking arrangements with new development in combination with provisions for "on-street parking."*
- *Office/commercial development shall place an emphasis on first floor retail opportunities along with the integration of housing.*
- *The report needs to evaluate and provide balance on the proposed level of parking and future development combined with consideration for existing and proposed mass transit opportunities in the Corridor, such as trolleys and the bus system.*
- *Modify the proposed centrally located parking area and ramp to preserve and create more green space adjacent to proposed residential development.*
- *Maintain the connectivity of Beld Street to Park Street at minimum levels with pedestrian and one-way connections.*
- *Address and investigate appropriate uses that face Wingra Creek to ensure that they are appropriate and compliment existing uses.*
- *In regards to the existing "Shenandoah Apartments" investigate the potential development alternatives for high or low rise structures along the buildings' edge.*
- *The study/plan should provide address on maintaining and providing affordable housing opportunities and the effect that proposed development will have on assessments and taxes on existing development.*
- *Absent from the study is an assessment on gentrification (proposed within the plan) and the impact on home values in the study/plan area and adjacent areas.*
- *The report should include specific measures to ensure that the type of planned uses are established, for example, shared parking provisions.*
- *Make parking structures more "stealthy;" blending in with existing and proposed redevelopment with an urban character such as with the Fluno Center and Kennedy Place.*

1	ECONOMIC DEVELOPMENT COMMITTEE	07/06/2005	Return to Lead with the Recommendation for Approval	PLAN COMMISSION	07/06/2005	Pass
---	--------------------------------------	------------	--------------------------------------------------------------	--------------------	------------	------

Action Text: A motion was made by Clarke, seconded by Slone, to Return to Lead with the Recommendation for Approval to the PLAN COMMISSION.

John Stockham, consultant for the study, and Jule Stroick, the project manager from Department of Planning and Development were present. Stockham noted that Andy Kessenich and Mike Harrigan also worked with him on the project.

Stockham reviewed the key findings and recommendations of the study and redevelopment plan:

- (1) The 64 acre area is an important redevelopment opportunity in the South Madison area; the market study provides a data based analysis of what can be supported there economically.
- (2) Two key employers: Dean Health Systems and Strand Associates who have made a significant commitment to the area and community. Both need room to grow.
- (3) There are 30,000 average daily trips on Park and Fish Hatchery.
- (4) Quite a bit of underutilized space now; surface parking lots used for hospital, off- site parking, and construction staging.
- (5) Not realistic to have neighborhood retail; strong suit of the area is the 14,000 employees within a mile of the site.
- (6) The two blocks along Park Street serve as affordable space for small commercial businesses.
- (7) Potential redevelopment and added uses in the area align well with the Mayor's vision for a health care/biomedical corridor and trolley car route.
- (8) Key recommendations include developing the Morningstar site as a whole for health care related uses, such as a lodging facility and/or conference facility; extension of Cedar Street to make site accessible for future uses; relocation of the army reserve facility; creation of area specific development corporation to guide and pursue the redevelopment opportunities. Property owners need someone outside of the City to work with when implementing this plan.

The Commission discussed the following:

- (1) The potential need for a TID in the area to implement the proposed redevelopment (yes, because of the cost of extending the street and undertaking needed land acquisitions)
- (2) The opportunity for job creating businesses (plan calls for 400,000-600,000 square feet of employment related uses)
- (3) Next steps.

The motion passed by acclamation.

1	LONG RANGE TRANSPORTATION PLANNING COMMITTEE	07/21/2005	Re-refer	LONG RANGE TRANSPORTATIO N PLANNING COMMITTEE	08/18/2005	
1	PLAN COMMISSION	08/02/2005	Re-refer	LONG RANGE TRANSPORTATIO N PLANNING COMMITTEE	08/18/2005	
1	COMMON COUNCIL	08/02/2005	Re-refer	PLAN COMMISSION	09/14/2005	Pass

Action Text: A motion was made by Ald. Van Rooy, seconded by Ald. Verveer, to Rerefer to the PLAN COMMISSION Additional Referral(s): Long Range Transportation Planning Commission The motion passed by acclamation.

1	LONG RANGE TRANSPORTATION PLANNING COMMITTEE	08/18/2005	Return to Lead with the Recommendation for Approval	PLAN COMMISSION	09/14/2005
---	----------------------------------------------------	------------	--------------------------------------------------------------	--------------------	------------

Action Text: Recommend adoption with the following comments:

Mike Rewey asked Fruhling if Traffic Engineering had been involved in the recommendations to add a signal at Cedar Street. Fruhling said that a signal at that location is acceptable to them, as stated in their report to the Pedestrian-Bicycle-Motor Vehicle Commission (PBMVC). Rewey said that there are too many signals in that area of the Park Street corridor and that the timing of signals would be made more difficult with a new signal at Cedar. Ald. Ken Golden said that Monroe Street signal progression seems to work with a j-mile spacing. Golden also asked why Beld Street was being shown as a cul-de-sac, noting that this intersection could be re-configured a bit. Mark Shahan agreed, noting that the PBMVC did not support that.

Mark Shahan said that an east-west connection through to Midland Street (to the west) may be problematic, as that area has had traffic calming concerns. He also said that first floor retail uses should be integrated into various developments in the area, to add vibrancy to the street. Shahan also pointed out that traffic calming may need to be recommended at Cedar Street and South Street. Bob Schaefer cautioned that additional street connections may encourage more cut-through traffic in some of these places.

Ald. Ken Golden recommended making a new configuration of the Cedar/Beld Park intersection, where Beld would be aligned to meet Cedar to the west, but Cedar (to the east) would connect to Beld prior to the Park Street intersection. Golden also recommended re-creating the grid street pattern to that destinations could be better connected. He said that connecting Olin Avenue through to meet Fish Hatchery Road would be a key to that concept. Bill Fruhling said that the Plan attempted to keep the small residential area intact (where Olin might extend through). Golden felt that, in the long term, that residential area may be suitable for redevelopment and that the Olin connection to Fish Hatchery may be an important part of future plans. Ald. Golden said that he supported better east-west connectivity, but that the Cedar Street connection to Fish Hatchery was not great (compared to Olin).

Mike Rewey said that if Olin Avenue is extended through to South Street, a roundabout could be considered at that intersection. He also felt that South Street is fine the way it is (going north-south) and that the Plan seems to recommend creating a jog near the Dean Clinic property. He said that South Street should continue north and connect to Midland Street, rather than deviate to the east.

Rewey also said that he does not like the Cedar/Beld/Park Street intersection, as shown on the board. He said that a new signal could be possible there if the intersection is aligned as Ald. Golden suggested earlier. Rewey also said that bicycle lanes are needed on both sides of Fish Hatchery Road (between Wingra Drive and the Park Street intersection to the north). Matt Logan said that there needs to be a better connection of the bicycle path at Wingra with the north-south streets (such as South Street and the new street shown about 1 block to the east of South St).

Ken Golden said that a shared parking ramp should be considered in the area, to more efficiently deal with parking needs. Golden also felt that the Plan should recommend creating small open spaces in the area (such as pocket parks) for employees and residents to eat lunch, recreate, etc.

Judy Bowser said that a connection of Midland Street (between Park Street and Fish Hatchery Road) should continue to be considered, but that the addition of new access points along Park Street should be limited to the extent possible. Mike Rewey agreed with that.

1	PLAN COMMISSION	08/22/2005	Re-refer	PLAN COMMISSION	02/20/2006	Pass
---	-----------------	------------	----------	--------------------	------------	------

Action Text: A motion was made by Golden, seconded by Bowser, to Rerefer to the PLAN COMMISSION. The motion passed by acclamation.

Notes: *The Plan Commission requested an analysis of the range of transportation options including staff comments regarding these options. The Commission wanted more specific street connections to be*

included in the Plan.

2	PLAN COMMISSION	02/20/2006	RECOMMEND TO COUNCIL TO ADOPT - REPORT OF OFFICER	Pass
---	-----------------	------------	------------------------------------------------------------	------

Action Text: A motion was made by Golden, seconded by Bowser, to RECOMMEND TO COUNCIL TO ADOPT - REPORT OF OFFICER. The motion passed by acclamation.

Notes: *The Plan Commission recommended adoption of the resolution with an added resolved clause acknowledging the three alternatives for the alignment of the S. Park Street/ Cedar Street/ Beld Street intersection and the Commission's preference for alternative #3.*

The Commission also requested that staff continue to work on north-south pedestrian and bicycle connections through this plan area.

2	PLAN COMMISSION	03/02/2006	Fiscal Note Required / Approval	Finance Dept/Approval Group	03/02/2006	03/02/2006
---	-----------------	------------	------------------------------------	-----------------------------------	------------	------------

Notes: *Use fiscal note approval for substitutes.*

2	Finance Dept/Approval Group	03/02/2006	Approved Fiscal Note By The Comptroller's Office (SUBSTITUTES)	PLAN COMMISSION	03/02/2006
---	--------------------------------	------------	-------------------------------------------------------------------------	--------------------	------------

Notes: *Bohrod*

2	COMMON COUNCIL	03/07/2006	Adopt	Pass
---	----------------	------------	-------	------

Action Text: A motion was made by Ald. Van Rooy, seconded by Ald. Verveer, to Adopt. The motion passed by acclamation.

Notes: *2 Registrant(s) in support not wishing to speak.*

Text of Legislative File 01363

Fiscal Note

Implementation of any projects associated with the plan will require further authorization of the Common Council. The Resolution will authorize the Department of Planning and Development to accept a private contribution of \$5,000 from South Metropolitan Business Association to support the Wingra Creek Redevelopment project.

Title

SUBSTITUTE - Adoption of the Wingra Creek Market Study and Redevelopment Plan as a supplement of the South Madison Neighborhood Plan. 13th Ald. Dist.

Body

WHEREAS the South Madison Neighborhoods and South Park Street Business community have undertaken planning initiatives for the revitalization of the South Park Street corridor; and

WHEREAS South Madison Neighborhood Plan, adopted January 18, 2005, identified the Wingra Creek District (bounded by Fish Hatchery to the north and west; South Park Street to the east; Wingra Creek to the south) as a strategic site for future revitalization efforts (see attached map); and

WHEREAS the City of Madison was awarded a 2002 Dane County B.U.I.L.D. (Better Urban Infill Development) Program: Phase I Grant for \$25,000 to conduct initial market study studies and development concepts for the Wingra Creek District and received a 2003 Dane County B.U.I.L.D Program: Phase II Grant to develop a parcel-specific strategy, including final recommendations for the mix of land uses, location for new streets, the type and style of buildings, and development phrasing strategy; and

WHEREAS the City of Madison established and appointed a joint ad hoc committee and interagency project team to provide input to the consultant hired through the B.U.I.L.D. I and II Programs.

NOW, THEREFORE, BE IT RESOLVED that the City of Madison hereby adopts the Wingra Creek Market

Study and Redevelopment Plan and Transportation Supplement Report as a supplement of the South Madison Neighborhood Plan.

BE IT FURTHER RESOLVED that the Planning Unit staff are directed to edit the supplemental report to note that the preference for the South Park Street-Cedar Street-Beld Street intersection is alternative # 3 that emphasizes Beld Street as the primary connection and Cedar Street as the secondary connection to South Park Street.

BE IT FURTHER RESOLVED that city staff implement pedestrian and bicycle safety and traffic calming features as the area develops.

BE IT FURTHER RESOLVED that the Department of Planning and Development is hereby authorized to accept a private contribution of \$5,000 from South Metropolitan Business Association to support the Wingra Creek Redevelopment project.