



City of Madison Master

City of Madison
Madison, WI 53703
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File Number: 01363

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Version: 2	Reference:	Controlling Body: PLAN COMMISSION
Requester: PLAN COMMISSION	Cost:	Introduced: 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:

Code Sections:

Agenda Date: 03/07/2006

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Agenda Number: 3.

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

Enactment Date: 03/09/2006

Attachments: wingra map.pdf, Summary Report June 2005.pdf, 01363wingra creek.doc, Comments.pdf, PlanSummary.pdf, 01363 registration stmts.pdf

Enactment Number: RES-06-00239

History of Legislative File

Version:	Acting Body:	Date:	Action:	Sent To:	Due Date:	Return Date:	Result:
1	Planning Unit	06/01/2005	Fiscal Note Required / Approval	Comptroller's Office/Approval Group		06/01/2005	
1	Comptroller's Office/Approval Group	06/01/2005	Approved Fiscal Note By The Comptroller's Office	Planning Unit		11/15/2005	
1	Planning Unit	06/02/2005	Refer for Introduction				
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 COMMISSION		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 TRANSPORTATI ON PLANNING COMMISSION	07/21/2005	
1	PLAN COMMISSION	06/20/2005	Defer			Pass
1	BOARD OF PUBLIC WORKS	06/22/2005	Return to Lead with the Recommendation for Approval	PLAN COMMISSION	08/22/2005	Pass
1	PEDESTRIAN/BICYCLE/ MOTOR VEHICLE COMMISSION	06/28/2005	Return to Lead with the Recommendation for Approval	PLAN COMMISSION	02/20/2006	Pass
1	URBAN DESIGN COMMISSION	07/06/2005	Return to Lead with the Recommendation for Approval	PLAN COMMISSION	02/20/2006	Pass
1	ECONOMIC DEVELOPMENT COMMISSION	07/06/2005	Return to Lead with the Recommendation for Approval	PLAN COMMISSION	07/06/2005	Pass
1	LONG RANGE TRANSPORTATION PLANNING COMMISSION	07/21/2005	Rerefer	LONG RANGE TRANSPORTATI ON PLANNING COMMISSION	08/18/2005	
1	COMMON COUNCIL	08/02/2005	Rerefer	PLAN COMMISSION	09/14/2005	Pass
1	PLAN COMMISSION	08/02/2005	Rerefer	LONG RANGE TRANSPORTATI ON PLANNING COMMISSION	08/18/2005	
1	LONG RANGE TRANSPORTATION PLANNING COMMISSION	08/18/2005	Return to Lead with the Recommendation for Approval	PLAN COMMISSION	09/14/2005	
1	PLAN COMMISSION	08/22/2005	Rerefer	PLAN COMMISSION	02/20/2006	Pass
2	PLAN COMMISSION	02/20/2006	RECOMMEND TO COUNCIL TO ADOPT - REPORT OF OFFICER			Pass
2	PLAN COMMISSION	03/02/2006	Fiscal Note Required / Approval	Comptroller's Office/Approval Group	03/02/2006	03/02/2006
2	Comptroller's Office/Approval Group	03/02/2006	Approved Fiscal Note By The Comptroller's Office (SUBSTITUTES)	PLAN COMMISSION		03/02/2006
2	COMMON COUNCIL	03/07/2006	Adopt			Pass

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.



**Wingra Market Study and Conceptual Development Plan Summary Report
Transportation Supplement
2/16/2006**

Introduction

The *Wingra Market Study and Conceptual Development Plan Summary Report* (Summary Report) was introduced to the Common Council on June 7, 2005 and referred to Plan Commission, Urban Design Commission, Economic Development Commission, Pedestrian/Bicycle/Motor Vehicle Commission, Board of Public Works, and Long Range Planning Commission for review. As part of the review process, the Plan Commission, at its meeting of August 22, 2005, referred the report back to staff for further development of transportation alternatives. This supplement report, intended to provide further information on the transportation alternatives, is recommended to be adopted as part of the Summary Report.

The focus of the market study was to provide an economic analysis to help policymakers promote business retention and recruitment efforts within the project area. Although a conceptual land use map is part of the report, it was recognized that the report's recommendations on street and pedestrian connections would be addressed in greater detail in the future and as part of future planning and engineering activities. However, during the review process additional information was requested on the transportation elements contained in the report prior to its approval. In response, this supplemental report provides greater detailed information in the following areas highlighted in the market study:

- New Street Connections and Design and Signalization of Beld-Cedar-South Park Street Intersection
- Traffic Calming on Midland, South and Fish Hatchery Road
- Bicycle-Pedestrian Connections
- TDM and Shared Parking Initiatives

Transportation Issues

I. New Street Connections and Design and Signalization of Beld-Cedar-South Park Street Intersection

The *South Madison Neighborhood Plan* (2005) and *Wingra Market Study and Conceptual Redevelopment Plan Summary Report* highlight the importance of creating new street connections and access to the study area to support and anchor major existing uses (Dean Health, Copps Grocery Store, etc), redevelopment, and pedestrians and neighborhoods. In particular, the report (pages 13-14) recommends extending Cedar Street westward to connect with Fish Hatchery Road. This extension would be the primary access point for the proposed parking decks within the project area. The

report also recommends (page 14) that traffic signals should be installed at South Park Street and Cedar Street, to enhance neighborhood pedestrian access to retail businesses in the vicinity of Copps Food Center. The report highlights creating a new signalized intersection realigning the Beld-Cedar-South Park Street intersection. The report suggests that Beld Street should be terminated at a cul-de-sac south of Cedar Street in order to address current access and safety problems. Presently, the intersection is the apex for the convergence of the three streets. Modifying the width of the intersection would improve pedestrian safety by slowing vehicles as they exit and/or enter South Park Street.

Draft design alternatives of the new street and intersection are shown on the attached exhibits, noted as Options 1 through 3. While these alternatives are not final, they do show potential but feasible design layouts that can be further refined as part of any final construction plans and public hearings.

As noted in the Summary Report, the alternative designs depend on the ultimate disposition of the U.S. Army Reserve building (1402 South Park Street). It appears that it would be the best strategy for the City to "acquire" the entire site. The City's acquisition would secure the potential for a new public street and allow for the City to sell the remainder of the site for redevelopment. According to the Base Realignment and Closure (BRAC) process, surplus property will be transferred to the federal agencies or through public benefit conveyance, negotiated sales, public bid sales, or through economic development conveyances.

Final approval and construction of any new street and intersection would be subject to funding in future capital budgets and public hearings at the Board of Public Works and Common Council. Also, while not noted in the design options, a review of the potential for a modern roundabout at this intersection may be in order for some of the reasons discussed below.

The recommendation for the above-mentioned street and intersection is intended to provide additional street connectivity, capacity and pedestrian accommodations for future redevelopment, major anchor sites and the surrounding neighborhoods. A new east-west street is intended to provide new access to existing uses and commercial areas including an existing Copps grocery store, new and more intense development, and improve pedestrian and bicycle access and crossing for residents and customers. The location of Cedar Street with respect to the existing other signalized locations at Olin Avenue and Wingra Drive is not optimal, however, this factor has to be balanced against several other factors for signalization of the Cedar Street-Beld Street intersection.

Along with supporting the many and varied goals of the *South Madison Neighborhood Plan (2005)* and *Wingra Market Study and Conceptual Redevelopment Plan Summary Report*, the Cedar Street intersection is located almost equidistant from Olin Avenue (approx. 800 feet) and Wingra Drive (approx. 900 feet). The optimal distance for traffic signals is more in the ¼ mile or more range for this street. The 800-900 foot

spacing is feasible and workable, although it must be noted that there will be some inefficiencies that would be less apparent with longer spacing. In contrast to the traffic signal spacing, the optimal pedestrian and bicycle spacing or scale is approximately 400 to 600 feet, and alternatives for crossing a busy arterial street are limited. Current traffic volumes on this section of Park Street are approximately 30,000 vehicles per day. A tradeoff of these and other factors is involved. In order to improve conditions and reach the community's other goals of connectivity, redevelopment and pedestrians, the traditional variables involved in the planning, design and operation of signalized arterial streets of speed, cycle length, signal spacing, and efficiency of progression have to be balanced or constrained. Overall, the Cedar Street-Beld Street intersection meets many of the community's goals and interests at a modest tradeoff to traffic signal efficiencies and criteria. Final approval and construction of any new signalization would be subject to the City's annual traffic signal priority list, funding in future capital budgets, and public hearings at the Pedestrian Bicycle Motor Vehicle Commission and Common Council.

II. Traffic Calming on Midland, South and Fish Hatchery Road

To reduce some of the negative impacts of increased motor vehicle traffic on the streets in the study area and to promote alternative modes such as walking, biking and transit, certain streets and intersections would benefit from traffic calming or pedestrian enhancements. Streets highlighted in the plan and exhibits include Midland Street, South Street and Fish Hatchery Road. Final approval and construction of any new traffic calming or pedestrian enhancements would be subject to the City's annual traffic calming priority list, funding in future capital budgets, and public hearings at the Pedestrian/Bicycle/Motor Vehicle Commission and Common Council. See Map 1 for proposed improvements.

III. Bicycle-Pedestrian Connections

The City prescribes to the policy of strongly supporting and promoting alternative modes such as walking, biking and transit. Accordingly, the subject Summary Report should highlight the area's relationship with these important transportation modes. The recommendation for a new Cedar Street-Beld Street extension and signalized intersection is intended to be one of the main features to support and promote a walkable and bikeable community. Designating this new street and other streets like Midland Street to Olin Avenue as city bicycle routes could be beneficial.

From a broader perspective, the surrounding area has strong potentials for ped-bike connections. The Wingra Creek Bicycle Path is one example of a major bicycle and pedestrian facility that the project area needs to tap into. Streets like Lake Shore Drive and Olin Avenue also represent great potential to connect with and through the project area. Other potentials exist in and around the project area that need to be further developed as part of any new development or street construction activities. Map 2 depicts bicycle networks within the study area and nearby areas.

IV. TDM and Shared Parking Initiatives

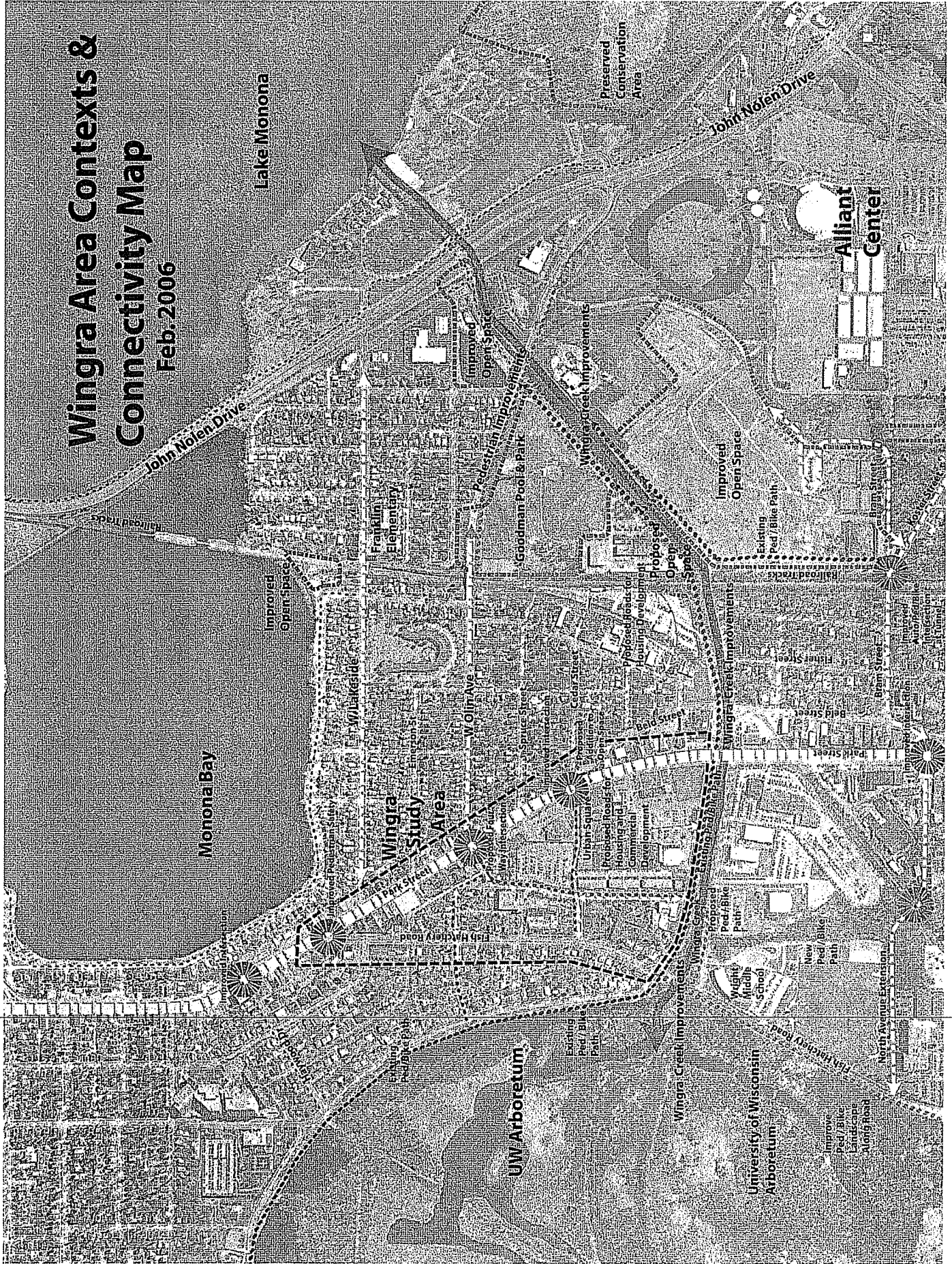
Transportation Demand Management (TDM) is a general term for strategies that result in more efficient use of transportation resources, and intend to minimize traffic congestion and air pollution, and promote alternative modes of transportation. While there are many strategies to choose from, the project area should develop in a way that effectively manages transportation demand. TDM measures that could be employed and placed as conditions of development approvals include:

- Development of parcels with mixed uses and complementary transportation demand uses.
- Use of shared or structured parking.
- Inclusion of pedestrian / bicycle amenities including bicycle racks and shower/locker rooms.
- TDM information center(s).
- Participation in Rideshare, Etc, including supplemental Guaranteed Ride Home program.
- Support and Advocacy for Madison Metro transit service.
- Development of Transportation Management Association.

Shared Parking should also be further developed and employed as part of the project area and any new development. An effective shared parking program and TDM program can reduce a facility's parking needs. Off-street parking is expensive to construct, maintain and operate. If fewer people drive, there will be fewer cars to store during the day. Similarly, if patrons of an establishment use alternative modes of travel such as carpooling, busing, bicycling or walking, there will be fewer cars to store during peak use times, shopping or large events. Shared parking facilities that serve land uses with different traffic peaks can reduce the total amount of parking needed. Agreements and cooperation of different parcels may be required to fully secure shared parking arrangements.

Wingra Area Contexts & Connectivity Map

Feb. 2006








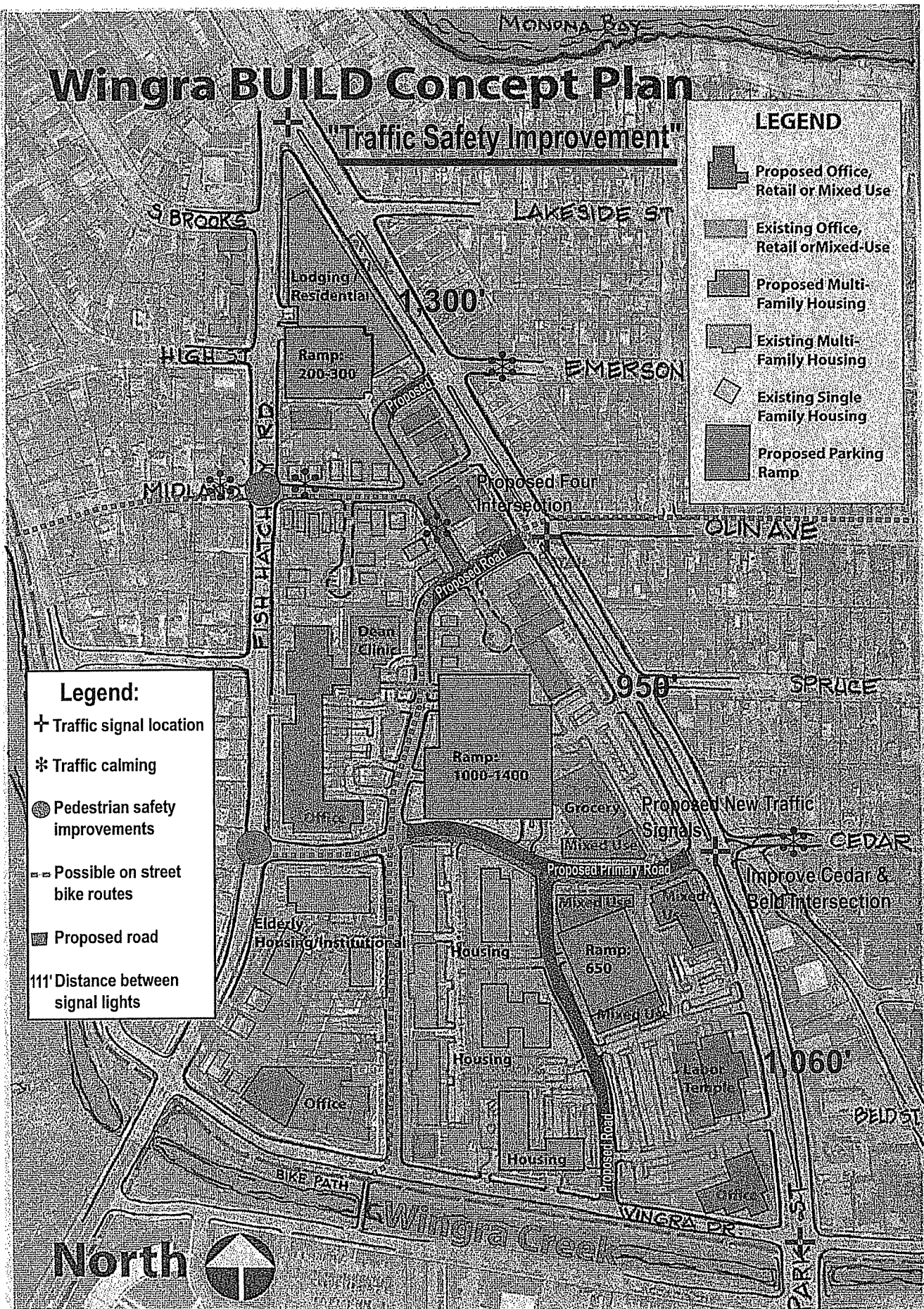
Wingra BUILD Concept Plan

"Traffic Safety Improvement"

LEGEND

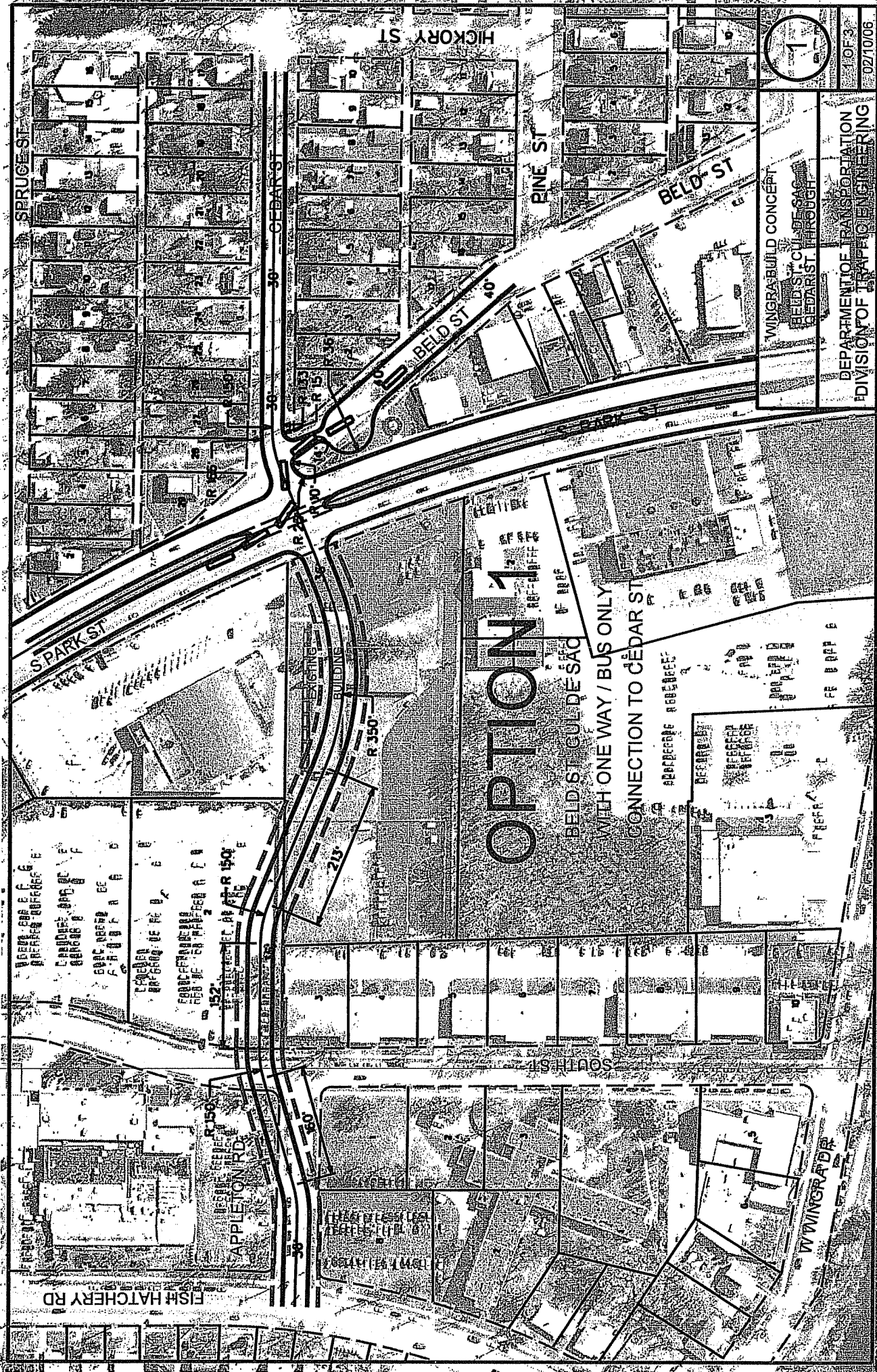
-  Proposed Office, Retail or Mixed Use
-  Existing Office, Retail or Mixed-Use
-  Proposed Multi-Family Housing
-  Existing Multi-Family Housing
-  Existing Single Family Housing
-  Proposed Parking Ramp

- Legend:**
-  Traffic signal location
 -  Traffic calming
 -  Pedestrian safety improvements
 -  Possible on street bike routes
 -  Proposed road
- 111' Distance between signal lights



North





1

WINGRA-BUILD CONCEPT
 BELD ST. CURVE GAS
 BELD ST. THROUGH

DEPARTMENT OF TRANSPORTATION
 DIVISION OF TRAFFIC ENGINEERING

02/10/06

OPTION 1

WITH ONE WAY / BUS ONLY

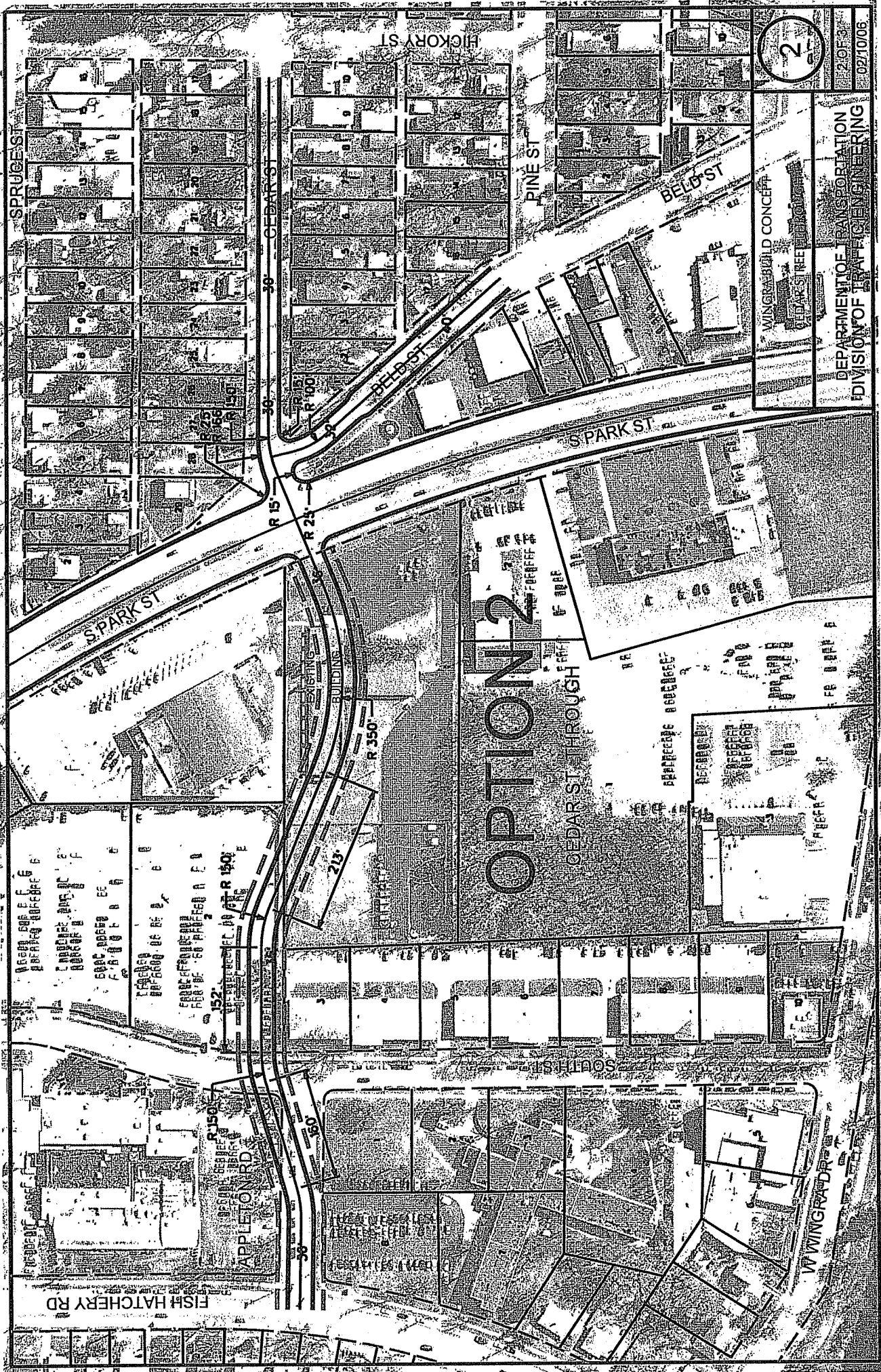
CONNECTION TO CEDAR ST

BELD ST. GULF DE SAC

WINGRA-BUILD CONCEPT
 BELD ST. CURVE GAS
 BELD ST. THROUGH

WINGRA-BUILD CONCEPT
 BELD ST. CURVE GAS
 BELD ST. THROUGH

WINGRA-BUILD CONCEPT
 BELD ST. CURVE GAS
 BELD ST. THROUGH



2

WINGRAD BUILD CONCEPT
CEDAR ST REELED THROUGH

DEPARTMENT OF TRANSPORTATION
DIVISION OF TRAFFIC ENGINEERING

OPTION 2

CEDAR ST THROUGH

FISH HATCHERY RD

SPRUCE ST

HICKORY ST

PINE ST

BELD ST

30' CEDAR ST

SPARK ST

SPARK ST

R 15'

R 25'

R 350'

ENGINEERING BUILDING

50'

R 150'

APPLETON RD

SOUTH ST

W WINGRAD RD