



Traffic Engineering and Parking Divisions

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**RECOMMENDATION
RE.
TENNEY-LAPHAM NEIGHBORHOOD PLAN
DRAFT 6/12/2007**

Based on the Plan's inconsistencies with the City's Comprehensive Plan and related transportation systems, the City Traffic Engineering Division has to recommend the following regarding the Tenney-Lapham Neighborhood Plan:

1. Recommend rejection; or
2. Recommend revisions to remove the inconsistencies such that the City at large can support the Plan; or
3. At a minimum, recommend amending the resolution, plan, and fiscal note to include the following:
 - a) The Transportation component of the plan is proposing fundamental changes to the City's transportation system. These are expected to have significant, city-wide, and costly impacts. The neighborhood proposed capacity reductions of changing Johnson and Gorham from one-way to two-way and relying on significantly more transit options are major issues requiring comprehensive and broader study. Staff recommend that the Council consider the ramifications of the neighborhood proposals, including attempting to convert long standing arterial streets to local streets as the Plan identifies. To determine the impacts and associated costs the Council will certainly need data, analysis, and evaluation. To provide this data, it is recommended the Council undertake a comprehensive, multi-modal transportation operations study. The cost of a similar multi-neighborhood/downtown study was identified by the Planning Unit and Metropolitan Planning Organization from recent research to cost approximately \$1 million. This does not consider the capital improvements and operations and maintenance costs associated with potential study recommendations.
 - b) That the fiscal note be changed accordingly and note the future funding required for this study as well as the capital improvement and operations and maintenance costs associated with any of the Neighborhood Plan's recommendations.

Notes:

- Comments from the Department of Planning & Community & Economic Development dated 6/15/2007 re. the East Washington BUILD Plan provides a reference to the transportation study required (attached).



Department of Planning & Community & Economic Development
Office of the Director

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DATE: June 15, 2007

TO: Plan Commission

FROM: Mark A. Olinger, Director
Department of Planning & Community & Economic Development

SUBJECT: East Washington Capitol Gateway Corridor BUILD Plan

At its meeting of March 19, 2007, the Plan Commission referred this matter for 90 days, with an expected return date of July 9, 2007. In referring this matter, the Plan Commission requested the following:

- Additional information regarding the nature of the comprehensive and parking plan needed for the Isthmus and how much such a study will cost.
- An analysis comparing the bulk and massing recommendations in the proposed BUILD Plan with the recommendations in the East Rail Corridor Plan, Yahara River Master Plan and draft updated Tenney-Lapham Neighborhood Plan.
- The draft Urban Design District guidelines referred to the East Washington Capitol Gateway Plan be provided to the Commission to be reviewed concurrently.

Attached for your information are three attachments that address these requests:

- 1) Attachment A is a Planning Division Report, prepared by staff from the Planning Division, the Metropolitan Planning Organization, and Traffic Engineering, regarding both near-term and long-term approaches to transportation planning in and around the Capitol Gateway Corridor.
- 2) Attachment B provides a comparison among the adopted and draft plans for the area. The chart looks at the different elements of the documents: land use, height, and facade heights.
- 3) Attachment C includes a draft of the Urban Design District No. 8 Ordinance that is based upon the Capitol Gateway Corridor Plan as the plan has been presented to you. Please be advised that the Ordinance is still in draft form. However, it is in a final enough form to permit discussion of broader principles of Urban Design District No. 8 once it is introduced for referral.

Lastly, representatives from the Tenney-Lapham Neighborhood, Marquette Neighborhood Association, District Alders, and Downtown Madison, Inc., have submitted the attached document (Attachment D) entitled "Transportation and Parking" which contains some recommendations related to the Capitol Gateway Corridor BUILD Plan that they would like to see inserted into plan as part of the Transportation and Parking section of the process on page 28. The document recommends that the increased heights and densities envisioned for the Corridor be contingent upon the City undertaking a comprehensive transportation and parking strategy for central Madison that will manage current and future transportation demand across multiple modes. The document also recommends the creation of

"Transportation Design District" to prepare and implement the comprehensive transportation and parking strategy.

As Attachment A notes, the Department does not support the apparent linkage between allowing increased heights and densities envisioned by the Plan with the undertaking of a comprehensive transportation and parking strategy for central Madison. Such an undertaking is a complex, multi-modal, multi-year effort, which will take a considerable amount of time (years, not months) and would require a significant financial authorization prior to the project proceeding. The City's policy makers can discuss and decide whether such a project should be pursued. However, given current resources and staffing available to undertake such a project, even if it was funded, it may not be possible to start the project until well into 2008 at the very earliest.

If the City decides to prepare an Isthmus-wide transportation plan, it should be undertaken as a separate project and not linked directly to any one sub-area land use plan or set of design guidelines. To do so would suggest that the City also should not have adopted the Monroe Street Commercial District Plan, the Park Street Urban Design Guidelines, the East Rail Corridor Plan, or other sub-area plans, all of which would allow a significant amount of additional development, until an Isthmus Transportation Plan is undertaken.

The redevelopment of individual properties and blocks along East Washington Avenue will occur gradually over a long period of time. Staff acknowledges that the scale and intensity of development, which might occur over many decades, will place significant demands on the existing transportation system and would require extensive analysis and implementation of alternative modes over time. However, the near-term development of individual buildings and blocks which might occur within the next five years or so can be managed within the existing circulation system just like all of the many other redevelopment projects that have been accommodated within the downtown, on campus, and along our commercial corridors, over the last 15 years.

Staff recommends that the plan incorporate the recommended language included in the Planning Division report and that the Plan Commission forward the plan to the Common Council for adoption.

ATTACHMENT A

PLANNING DIVISION REPORT DEPARTMENT OF PLANNING AND COMMUNITY AND ECONOMIC DEVELOPMENT June 11, 2007

At their March 19, 2007 meeting, the Plan Commission requested that staff provide additional information regarding the transportation-related implications of the East Washington Avenue BUILD Capital Gateway Corridor Plan, as well as additional information regarding the nature of a comprehensive transportation and parking study and plan for the Isthmus and how much such a study would cost. This report addresses the Plan Commission's request and recommends both a near-term and longer-term approach to addressing the transportation implications of development projects which may occur along East Washington Avenue in the future. The report was prepared by Planning Division staff including staff to the Madison Area Transportation Planning Board and Traffic Engineering.

At the Plan Commission meeting, there was some discussion about the ability of the transportation infrastructure to handle the large amount of new development which could potentially be allowed by the Capitol Gateway Corridor Plan (as indicated by the proposed building height limits, for example). Plans for redevelopment within established neighborhoods and corridors are inherently long-range in nature, however, and in this regard, the Capitol Gateway Corridor Plan is no different than other adopted City plans that recommend increased intensity and density of development over time. Plans such as the East Rail Corridor Plan, the Bassett Neighborhood Plan, or the Monroe Street Corridor Plan, often set relatively high upper limits on the amount of additional development recommended, and may provide design guidelines or other planning standards to guide the consideration of future development proposals. But these plans also recognize that redevelopment will occur over a long period of time, and that only a portion of the theoretical development potential may ever be realized.

Recommendations to Address Near-Term Transportation Impacts

The draft Capitol Gateway Corridor Plan recognizes that the scale and intensity of development shown in the plan would, if fully built-out, place significant demands on the existing transportation system, and that extensive analysis and implementation of alternative modes of transportation will be required as the Corridor develops over time. The plan also recognizes that the long-range options to provide alternative modes of transportation to serve the downtown and the Isthmus transcend the East Washington Avenue Corridor and must be addressed on a community-wide basis. However, many of the methods which can be used to encourage the use of alternative modes of transportation and reduce the demand for parking also can be addressed on a project-by-project basis as development occurs. The draft plan identifies the use of shared parking, parking cash-outs, transit opportunities, live-work development, and community cars as incentives to reduce the need for parking from the levels typically provided.

In order to further address the transportation implications of individual development projects, staff recommend that the draft Capitol Gateway Corridor Plan document be amended to include the following additional recommendations:

Project-Specific Traffic Studies

The plan should be amended to recommend that redevelopment projects needing conditional use approval or a zoning map amendment, and which exceed 100 employees, (or as may be required by the Traffic Engineer), must prepare a traffic study for the development for review by the Traffic Engineer.

The traffic study should include a description of the proposed project, an estimate of the projected transportation and vehicle traffic generation from the project, and an analysis and recommendations for addressing any potential traffic congestion or conflicts resulting from the project.

The study should include, for example, recommendations regarding required parking, site ingress and egress, potential traffic circulation diversion into or through the surrounding neighborhoods, traffic on primary access routes and at intersections, and recommended traffic control or traffic calming measures as may be needed to respond to the projected traffic increases. If the project is planned to occur in phases, the traffic study should address the cumulative impacts of each phase of the project. The assumptions and recommendations used in the traffic study should be coordinated and consistent with the assumptions and recommendations used in the transportation demand management plan. In their review of development proposals along the East Washington Avenue corridor, the Plan Commission will consider the information provided by the traffic study regarding the projected transportation impacts, and the adequacy of the measures proposed to address any potential traffic concerns, prior to recommending approval of the project.

Transportation Demand Management Plan

The plan should be amended to recommend that redevelopment projects needing conditional use approval or a zoning map amendment, and which result in 100 or more full-time employees, should provide a transportation demand management plan (TDM), and/or participate in a transportation management association (TMA) if one is available in the area. The transportation demand management plan should generally describe the applicant's commitment to reducing the number of single-occupant automobile trips and list the methods the applicant intends to use. These methods should be based on the transportation choices currently available and it is recommended that they include an agreement to provide all employees with either the full price to purchase a monthly Madison Metro bus pass, or three or more of the following options:

- Ride sharing/carpool matching,
- Preferred parking for ride sharers,
- Secured bicycle parking, showers and lockers,
- Employee commuting subsidies or awards,
- Emergency ride home program,
- Employer subsidized bus passes,
- Provision of real-time transit information,
- Or other options proposed by the employer to discourage the use of single-occupant vehicles and as approved by the City.

The provisions of an employer's TDM plan should be available to all employees. The plan should describe the traffic and parking impacts of the proposed development and should provide specific details on the measures the employer will use to monitor the traffic and parking impacts. Developers are encouraged to seek ways to reduce off-street parking requirements. The TDM plan should be reviewed by the Traffic Engineer in concert with the Planning Division Director, and should be periodically updated at intervals not to exceed every two years. The Traffic Engineer should provide comments and suggestions for how the plan should be improved. In considering individual development proposals, the Plan Commission should consider the proximity to transit routes and bicycle paths, the availability and accessibility of alternative parking, existing and potential shared parking arrangements, the number of residential parking permits issued within the area, and the potential impact of on-site parking or lack thereof on adjacent residential neighborhoods.

Although the long-term development potential along the East Washington Avenue Capitol Gateway Corridor is substantial, the Planning Division staff considers the nearer-term potential for significant amounts of development, and particularly employment development, to be relatively modest. It is expected that interest in the Corridor as an employment and business location will increase over time as successful projects are developed, and as the improvements and amenities recommended in the Capitol Gateway Corridor Plan, the East Rail Corridor Plan and adjacent neighborhood's plans are implemented.

Downtown/Isthmus Area Transportation and Parking Study/Plan

Some have expressed concerns regarding the potential transportation impacts of substantial redevelopment and increases in intensity along East Washington Avenue as envisioned in the Capitol Gateway Corridor BUILD Plan. But as noted above, many of the City's adopted plans and the existing zoning classifications for properties within the downtown/Isthmus area recommend or would allow significant increases in the intensity and density of development; and a substantial amount of new development has, in fact, taken place within this area over the last 10 to 15 years. The potential long-range traffic and transportation impacts of continued redevelopment within the downtown and Isthmus neighborhoods, including the East Rail Corridor and the East Washington Avenue corridor, is much broader than the potential impacts from the implementation of any one of these individual plans.

Both the City of Madison Comprehensive Plan and the Madison Area Metropolitan Planning Organization's Regional Transportation Plan recommend an update of the Isthmus Area Traffic Redirection Study that was substantially completed in 1979 and followed by subsequent more-detailed studies of particular recommended components. In addition, neighborhood plans, such as the Bassett Plan and the draft Tenney-Lapham Plan, often request traffic studies to address specific traffic concerns and issues within individual neighborhoods. The two cited neighborhood plans have also proposed the possibility of converting several major one-way, multi-lane streets back to two-way operation. However, the Isthmus is geographically constrained and has limited alternative through travel corridors. Implementing conversions of this type would need to be carefully analyzed because of the Isthmus and community-wide impacts that would result. Studies such as this, while including the downtown, would need to be much broader in order to adequately evaluate alternatives and the implications of alternative choices.

In addition, traffic circulation studies for individual neighborhoods, and transportation studies for the downtown/Isthmus area, including an update of the Isthmus Area Traffic Redirection Study, must consider not only the need to move automobile traffic to, through, and within the Isthmus, but also need to evaluate the role of transit and other transportation modes in moving people and goods through and within the Isthmus. The long range implications of traffic on the downtown, the Isthmus neighborhoods, and the larger community would need to be considered together. This expanded scope is reflective of elements commonly included in a comprehensive downtown transportation plan.

To conduct an analysis such as this and prepare an Isthmus Area transportation plan would be a significant multi-year undertaking. Extensive multi-modal travel-demand and travel operational/intersection modeling would be required. Data requirements to feed/drive, calibrate and validate the travel demand and operations models would be extensive. A major public participation effort would also be required.

Key components or elements of such a study could include:

- Establishing a realistic vision, expectations and strategy for how people and goods will move to, through and around the Isthmus in the future (2030-2040 planning horizon).
- Expanding upon, and incorporating into an updated Isthmus Area Transportation Plan, the recommendations of the City of Madison Comprehensive Plan, the MPO Regional Transportation Plan, and several mode-specific plans currently being prepared, including Transport 2020, the Streetcar Study Committee, the Platinum Biking Planning Committee, and the Madison Metro Planning Initiative.
- Focusing on maximum inter-operability among present and future modes.
- Introducing a fiscal policy perspective to balance investments across all modes.
- Integrating downtown/Isthmus transportation plan recommendations with the various land use recommendations included in adopted plans, including the Comprehensive Plan, the Downtown Plan, corridor plans, neighborhood plans, and special area plans.

The City of Denver, Colorado recently prepared a downtown multi-modal access plan which included some of the components identified above and would be similar in scope to the study required here. The plan was based on extensive public input over a two and one-half year period. The public process consisted of a series of open houses, topic-based workgroups, newsletters, public forums and meetings with individual stakeholder groups and neighborhood organizations. The plan was designed to complement and build upon previous and current planning efforts.

The purpose and need for the Denver project was clearly defined by representatives from the City and County of Denver, the Regional Transportation District, the Colorado Department of Transportation, the Denver Regional Council of Governments, and the Downtown Denver Partnership. A vision statement was prepared along with a series of goals and principles to guide the development and evaluation of future transportation scenarios and to frame complex trade-off decisions.

A set of innovative multi-modal simulation models was created to conduct the transportation analysis for the study area. The models used were sensitive to pedestrian, transit, and vehicular interactions, and included more than 160 downtown intersections. These operational models guided many of the plan recommendations that will be used by the city of Denver on an ongoing basis as tools for future downtown multi-modal analysis.

The total cost of the Denver project was around one million dollars, with one third of the cost used for modeling efforts. It is unknown if extensive data gathering was needed for the operations modeling component.

If the City of Madison wanted to pursue a planning initiative such as the Denver example, staff could research additional examples of comprehensive studies from other cities. A detailed scope of work would eventually be required, as would budget authority from the Common Council.

If the City decides that it wishes to undertake a multi-year, transportation planning study, including an update of the Isthmus Area traffic redirection plan, this study should include all modes of transportation, and must adequately consider the implications for the downtown, Isthmus neighborhoods, existing commercial corridors, and the entire Madison community. Because the vitality of the City's downtown and Isthmus neighborhoods is directly related to the health of the entire city and by extension, the region, significant changes to traffic circulation which affect access to, from, and through the Isthmus must be carefully considered. The costs and time involved in undertaking such a study should not be underestimated.

If it is decided that a comprehensive transportation study as described above should be undertaken, the recommendations of that study would be available to inform the review of proposed developments along the East Washington Avenue corridor long before development along the corridor even begins to approach the theoretical amount implied by the recommended design guidelines. Staff strongly recommend, therefore, that decisions about whether such a study is needed or when it should be scheduled be based on its own merits and the availability of staff and other resources, and not linked to consideration or approval of the East Washington Avenue Capitol Gateway Corridor Plan. Staff believes that project-level transportation traffic studies and transportation demand management approaches can adequately address the potential impacts from proposed developments in this area for the foreseeable future.

Attachment B
East Washington Ave. Capitol Gateway Corridor BUILD Plan
Comparison to Other Plans' Recommendations

Land Use

Block	Block Number	East Washington Avenue Capitol Gateway Corridor BUILD Plan	Tenney-Lapham Neighborhood Plan (DRAFT)	East Rail Corridor Plan	Yahara River Parkway Plan
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	-	Office/Retail
	8 b	Employment/Residential	Employment	-	Office/Retail
1500	9	Residential/Commercial (CMU)	-	-	Residential/Retail*
600	10 a	Employment Commercial near Blair St.	-	Employment	-
	10 b	Employment Commercial near Blair St.	-	Employment	-
700	11 a	Employment (with 2 Commercial sites)	-	Employment	-
	11 b	Employment	-	Employment	-
800	12 a	Employment	-	Employment	-
	12 b	Employment	-	Employment	-
900	13 a	Employment	-	Employment	-
	13 b	Employment	-	Employment	-
1000	14 a	Employment	-	Employment	-
	14 b	Employment	-	Employment	-
1100/1200	15	Employment	-	Employment	-
1300	16	Employment	-	Employment	-
1400	17 a	Employment	-	Employment	Residential/Retail
	17 b	Residential/Employment	-	Mixed Use incl. Residential	Residential/Retail
	17 c	Employment	-	Employment on E. Wash. Mixed Use on E. Main	Office on E. Wash. Residential on E. Main
1500	18 a	Residential/Employment (MDR)	-	-	Residential
	18 b	Residential/Employment (MDR)	-	-	Residential

Notes: *Block 9 is also covered by the Emerson East-Eken Park Neighborhoods Plan and its recommendations mirror those in the Yahara River Parkway Plan so are not reflected in this table.

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)	East Rail Corridor Plan	Yahara River Parkway Plan
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	-	-	5-6
	8 b	4	-	-	5-6
1500	9	8	-	-	4-5*
600	10 a	12-15	-	8	-
	10 b	12-15	-	5	-
700	11 a	12-15	-	8	-
	11 b	12-15	-	5	-
800	12 a	12-15	-	8	-
	12 b	12-15	-	5	-
900	13 a	12-15	-	8	-
	13 b	12-15	-	5	-
1000	14 a	10-12	-	8	-
	14 b	10-12	-	5	-
1100/1200	15	8-10	-	5	-
1300	16	10-12	-	5	-
1400	17 a	4	-	5	2-3
	17 b	4	-	5	2-3
	17 c	10-12	-	5	5-6 on E. Wash. 4-6 on E. Main
1500	18 a	4	-	-	-
	18 b	3	-	-	-

Notes: *Block 9 is also covered by the Emerson East-Eken Park Neighborhoods Plan and its recommendations mirror those in the Yahara River Parkway Plan so are not reflected in this table.

Maximum Facade / Frontage Heights

Block	Block Number	East Washington Avenue Capitol Gateway Corridor BUILD Plan	Tenney-Lapham Neighborhood Plan (DRAFT)	East Rail Corridor Plan ¹	Yahara River Parkway Plan ²
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	-	-	5-6
	8 b	3	-	-	5-6
1500	9	5	-	-	4-5*
600	10 a	5	-	3	-
	10 b	5	-	2	-
700	11 a	5	-	3	-
	11 b	5	-	2	-
800	12 a	5	-	3	-
	12 b	5	-	2	-
900	13 a	5	-	3	-
	13 b	5	-	2	-
1000	14 a	5	-	3	-
	14 b	5	-	2	-
1100/1200	15	5	-	2	-
1300	16	5	-	2	-
1400	17 a	4	-	2	2-3
	17 b	4	-	2	2-3
	17 c	5	-	2	5-6 on E. Wash. 4-6 on E. Main
1500	18 a	4	-	-	-
	18 b	3	-	-	-

Notes: *Block 9 is also covered by the Emerson East-Eken Park Neighborhoods Plan and its recommendations mirror those in the Yahara River Parkway Plan so are not reflected in this table.

¹ Numbers for the East Rail Corridor Plan represent minimum building heights. This height could be at the front facade.

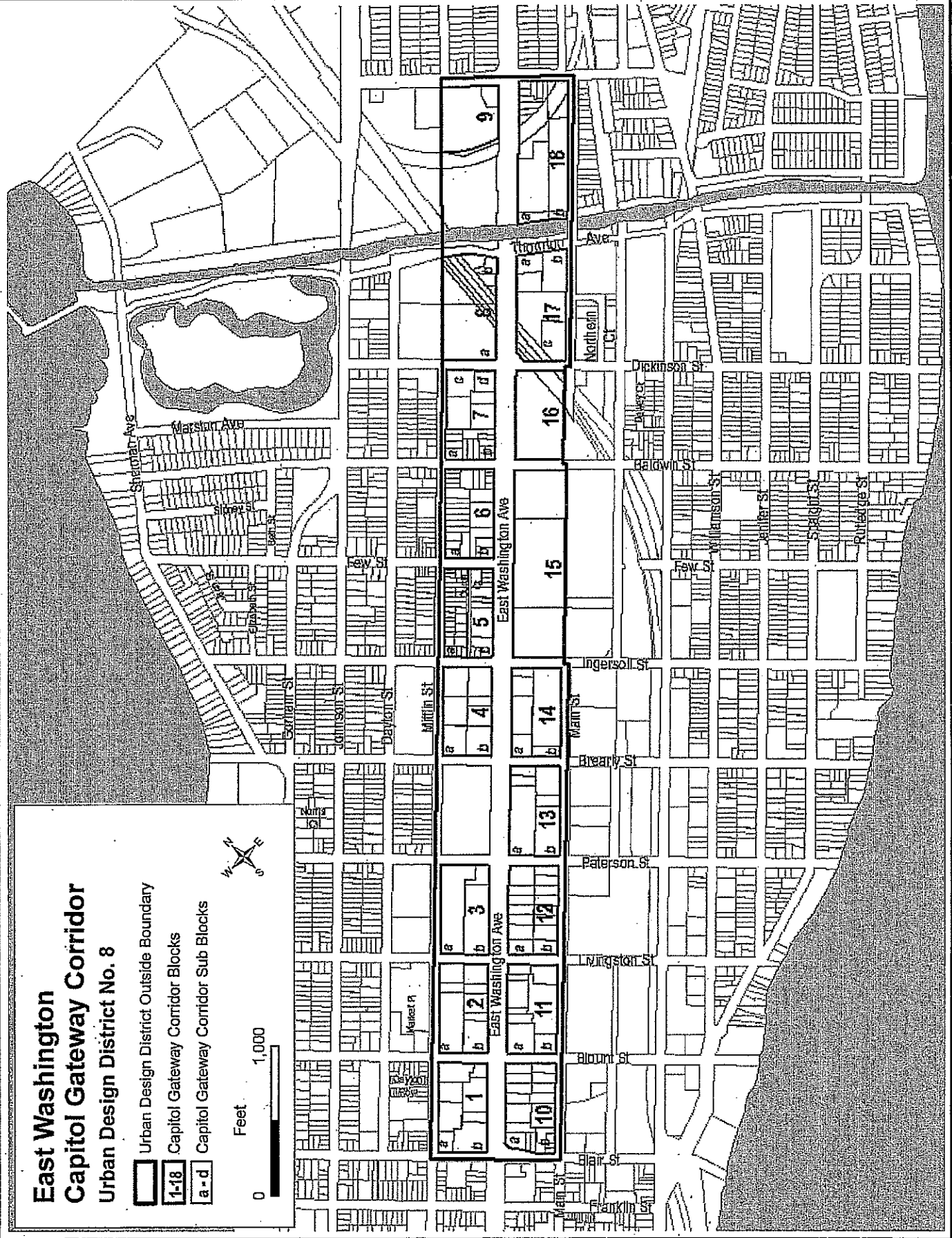
² Numbers for the Yahara River Parkway Plan represent the overall height ranges for the site, and do not necessarily represent maximum facade heights.

East Washington Capitol Gateway Corridor Urban Design District No. 8

Urban Design District Outside Boundary

Capitol Gateway Corridor Blocks

Capitol Gateway Corridor Sub Blocks



ATTACHMENT C
CITY OF MADISON, WISCONSIN

AN ORDINANCE _____

PRESENTED _____
REFERRED _____

Creating New Section 33.24(15) and renumbering Current Section 33.24(15) to Section 33.24(16) of the Madison General Ordinances to establish Urban Design District No. 8.

RULES SUSPENSION _____
PUBLIC HEARING _____

Drafted by: Katherine Noonan

Date: June 8, 2007

SPONSORS:

DRAFTER'S ANALYSIS:

The Common Council of the City of Madison do hereby ordain as follows:

1. New Subsection (15) entitled "Urban Design District No. 8" of Section 33.24 entitled "Urban Design Commission" of the Madison General Ordinances is created to read as follows:

"(15) Urban Design District No. 8.

- (a) Statement of Purpose. Urban Design District No. 8 is hereby established to improve the appearance and function of The Capitol Gateway Corridor. It is intended to be the key implementation mechanism to further the four Core Development Principles set out in the adopted East Washington Avenue Capitol Gateway Corridor Plan. These principles are 1) to protect the iconic view of the Capitol, 2) to respect and strengthen existing neighborhoods, 3) to establish a transit-oriented employment corridor, and 4) to create a vibrant boulevard along East Washington Avenue. The Capitol Gateway Corridor is the major gateway corridor to Madison's Downtown, and is a critical street for the vitality of adjoining neighborhoods. The purpose of these design requirements and guidelines is to provide clear direction for how property owners can make improvements to their properties to collectively improve the visual character and safety of the Capitol Gateway Corridor. When applied, they will ensure against fragmented or incompatible development and will help prevent the negative visual and functional effects of uncoordinated design decisions. These requirements and guidelines are intended to preserve and enhance the property values in the District, and avoid substantial depreciation of the property values and help to ensure long-term economic vitality. The goal is not to create a uniform "style" or character for the street, but rather to allow the Capitol Gateway Corridor to evolve as a distinctive place that builds on the strengths of its culturally diverse businesses and neighborhoods. This ordinance and the Plan will guide all new development and redevelopment in the District.
- (b) Property Included in the District. The District shall include all properties shown in (c).. If any portion of a zoning lot is in the District, the entire lot is within the District. **A map of the District is available from the Department of Planning and Community and Economic Development.**

Approved as to form:

(c) Map of the District.

- (d) Design Review Required. All development in the District (including, but not limited to, new buildings or structures, additions to existing buildings or structures, major exterior alterations of existing buildings or structures, street graphics, and new parking facilities or alterations to existing parking facilities), except residential buildings containing four (4) or fewer dwelling units, shall require approval of the Urban Design Commission and shall be designed, erected, and maintained in compliance with this ordinance, all applicable federal and other state laws, and the Building Code, Zoning Ordinance and other applicable codes of the City of Madison not in conflict with this ordinance. The Director of Planning and Development, or his/her designee, may approve minor alterations to existing and/or approved buildings or structures and site. The Director of Planning and Development, or his/her designee, may also approve the design of street graphics that are permissible under the Street Graphics Ordinance. Approval of the Urban Design Commission under this subsection shall not be required for an awning unless it is part of other development requiring approval under this subsection. The applicable regulations of other codes shall continue to apply with full force and effect to all properties in the District. However, if this ordinance conflicts with other City regulations, the regulations which are more restrictive or which impose higher standards or requirements shall govern.

- (e) Basis for Design Review. In reviewing plans for development in the District, the Urban Design Commission shall consider the following requirements and guidelines as may be appropriate in order to implement the Core Principles of the East Washington Avenue Capitol Gateway Plan. The development shall meet the requirements and conform as much as possible to the guidelines. Both the requirements and guidelines apply to new construction, renovations, additions, and exterior alterations unless stated otherwise for a specific item. The overall design of each development shall be of high quality.

1. Building Height.

a. Requirements.

- i. The maximum height of new buildings shall be as shown in 3. below.
- ii. New buildings shall incorporate a front facade stepback as shown in 3. below.

b. Guidelines.

- i. Additions to existing buildings are expected to comply with the applicable height requirements unless the applicant can demonstrate that the siting or layout of the existing building would pose hardships for its functional relationship with the new addition, in which case the Urban Design Commission may waive said requirements.
- ii. In special cases, the Urban Design Commission may reduce the minimum building height requirement provided the buildings incorporate elements such as extended parapet or tower features to convey the appearance of a taller building. Such elements shall be substantially integrated into the design of the building so they do not read as false facades.

2. Building Location and Orientation.

a. Requirements.

- i. The distance from the property line that new buildings shall be located is as shown in 3. below. The Urban Design Commission, however, may allow locating buildings a greater distance from the property line to allow for the development of additional usable public open spaces, such as pedestrian plazas, as long as a design element is included to maintain a uniform character along the Corridor.

b. Guidelines.

- i. The building location should be designed to provide for amenities that will enhance the visual and pedestrian character of the street.
- ii. In areas with sidewalk/terrace width of eight (8) feet or less, the area between the property line and the building should include additional pavement to expand the sidewalk zone to a width of at least eight (8) feet.
- iii. Walkways should be provided to connect the building entrance to the public sidewalk.
- iv. The front facade of the building and the primary entrance should face the primary street. If the public entrance is allowed on the side of the building, it should be positioned close to the primary street and preferably as a corner feature of the building.
- v. Additions to existing buildings should help bring the building closer to the street and minimize any "gap" in the street wall.

3. Building Height, Location (Distance from Property Line) and Stepback

Table 1: Building Heights, Setbacks and Stepbacks
Urban Design District 8

Block	Maximum Bldg. Height ¹ (stories)	Minimum & Maximum Street Level Facade Height (stories)	Minimum Stepback East-West Streets (feet or angle) ²	Minimum Stepback North-South Streets (feet)	Minimum & Maximum Distance from Property Line East-West Streets (feet)	Minimum & Maximum Distance from Property Line North-South Streets (feet)
1.a.	8	2-3	30°	15	5-20	5-10
1.b.	8	3-5	15	15	15	5-10
2.a.	8	2-3	30°	15	5-20	5-10
2.b.	10-12	3-5	15	15	15	5-10
3.a.	8	2-3	30°	15	5-20	5-10
3.b.	10-12	3-5	15	15	15	5-10
4.a.	6	2-3	30°	15	5-20	5-10
4.b.	10-12	3-5	15	15	15	5-10
5.a.	3	2-3	-	-	5-20	5-10
5.b.	3	2-3	-	-	15	5-10
6.a.	3	2-3	-	-	5-20	5-10
6.b.	3	2-3	-	-	15	5-10
7.a.	3	2-3	-	-	5-20	5-10
7.b.	8	3-5	15	15	15	5-10
7.c.	3	2-3	-	-	5-20	5-10
7.d.	8	3-5	15	15	15	5-10
8.a.	8	3-5	45°	15	15 (5-20)	5-10
8.b.	4	2-3	-	-	15 (5-20)	5-10
9	8	3-5	15	15	15	5-10
10.a.	12-15	3-5	15	15	15	0-10
10.b.	12-15	3-5	15	15	5-10	0-10
11.a.	12-15	3-5	15	15	15	0-10
11.b.	12-15	3-5	15	15	5-10	0-10
12.a.	12-15	3-5	15	15	15	0-10
12.b.	12-15	3-5	15	15	5-10	0-10
13.a.	12-15	3-5	15	15	15	0-10
13.b.	12-15	3-5	15	15	5-10	0-10
14.a.	10-12	3-5	15	15	15	0-10
14.b.	10-12	3-5	15	15	5-10	0-10
15	8-10	3-5	15	15	15	0-10
16	10-12	3-5	15	15	15	0-10
17.a.	4	3-4	-	-	15	0-10
17.b.	4	2-4	-	-	5-20	0-10
17.c.	10-12	3-5	15	15	15 (5-20)	0-10
18.a.	4	2-4	-	-	15	0-10
18.b.	3	2-3	-	-	5-20	0-10

¹ Height is based on an average story height of 9-12' (11-15' for the ground floor). Buildings with greater floor heights shall have fewer stories accordingly.

² The angle is measured at a point at the top of the face of the street level facade wall between a horizontal line (0°) and a line (stepback height line) that is extended until the maximum permitted building height on the block is reached. Between the street level facade wall and the point at which the maximum building height is reached, buildings may be built up to the stepback height of line but may not exceed it.

4. Parking and Service Areas.

a. Requirements.

- i. Off-street parking facilities for new buildings shall be located behind or on the sides of the building and the distance from the property line shall be the same as for buildings, as shown in 3.c.. New access points off of East Washington shall not be permitted.
- ii. At least one (1) tree island, sized and landscaped pursuant to the Zoning Code, shall be provided for each twelve (12) parking spaces. This requirement is in addition to any other landscaping requirements of the Zoning Code.
- iii. All trash areas shall be screened from public view.
- iv. Bicycle parking shall be located near the building entrance.

b. Guidelines.

- i. For existing properties, parking in the front should be relocated, if possible, to the side and/or rear of the building. When not possible, walkways, landscaping, architectural features, and lighting should be provided to make these areas more attractive and inviting. Decorative fences, walls and/or landscaped edges should screen front parking areas from the public sidewalk. Screening should not exceed three and one-half (3'6") feet in height.
- ii. All parking areas should be well landscaped and appropriately lighted.
- iii. All parking areas should include walkways to allow safe pedestrian access to the building entrance.
- iv. Shared parking areas are encouraged. Whenever possible, adjoining parking lots should be linked to provide internal traffic circulation.
- v. Driveways along the Capitol Gateway Corridor should be minimized to improve traffic flow and reduce pedestrian conflicts.
- vi. Pedestrian areas and customer parking areas should be separated from loading service, and drive-through areas.
- vii. If possible, trash areas should be located inside buildings.
- viii. Any new parking ramps fronting on The Capitol Gateway Corridor should include ground-floor commercial uses with attractive commercial facade design. The facade design for the upper stories should obscure the parking ramp and present an attractive building face for the Capitol Gateway Corridor. The design of parking ramps should also complement the quality and design of the buildings they serve.
- ix. Entryways to parking ramps should be accessed from side streets whenever possible. Entryways/exits onto East Mifflin Street and East Main Street shall not be permitted unless no other option exists.

5. Landscaping and Open Space.

a. Requirements.

- i. Screen fences and/or landscaped buffers shall be provided at property edges. Where a commercial property adjoins residential properties, this separation shall be provided pursuant to the Zoning Code.

b. Guidelines.

- i. Property owners are encouraged to provide well-designed landscaped outdoor spaces for the use and enjoyment of employees and customers.
- ii. Landscaping and fencing should be designed to complement the character of the building and provide a pleasing relationship with adjoining properties and the public sidewalk.
- iii. The use of attractive landscaping is encouraged to establish continuity between buildings and to define the block face where there are no buildings.
- iv. The use of rain gardens and bio-retention basins to collect runoff and filter pollutants is encouraged, where practical.
- v. Landscape islands, open spaces, and porous pavements should be provided, where practical, for additional stormwater infiltration.

6. Site Lighting and Furnishings.

a. Requirements.

- i. Cut-off light fixtures shall be used to illuminate the site.

b. Guidelines.

- i. Pedestrian use areas should be adequately, but not excessively lit. Low-level building and landscape accent lighting is encouraged, where appropriate.
- ii. Lighting and site furnishings (benches, trash receptacles, bicycle racks, etc.) should be designed to complement the character of the building and provide a pleasing relationship with adjoining properties and the public sidewalk.
- iii. Bicycle storage facilities should be located near the building entrance.

7. Building Massing and Articulation.

a. Requirements.

- i. All visible sides of the building shall be designed with details that complement the front facade. Side facades that are visible from the primary street shall receive complementary design attention.
- ii. Blank building walls with little detail or variety along primary facades shall be avoided. Improvements to these buildings shall include details at the street level to create a more comfortable pedestrian scale and character.
- iii. Architectural details at the ground floor shall be provided to enhance the pedestrian character of the street. Details shall include window and door trim, recessed entries, awnings, and/or other features.
- iv. Mechanical equipment shall be screened from view by using screen designs that are architecturally integrated with the building design.

b. Guidelines.

- i. "Green" building design that promotes energy efficiency is encouraged.
- ii. Building facades should be designed to create a visual distinction between the upper and lower floors of the building.
- iii. A positive visual termination at the top of the building with decorative cornices or parapets should be provided.
- iv. Designs for buildings that are adjacent to a landmark building should complement the proportion, scale and architectural details of the landmark building.
- v. Buildings should be designed as products of their own time. Copying historic appearance and details is discouraged.
- vi. Franchise businesses are encouraged to modify their corporate designs, if necessary, to fit the Capitol Gateway Corridor character.
- vii. Where possible, existing one-story buildings should be renovated with extended facades and parapets to increase building height and provide a more pleasing scale for the Capitol Gateway Corridor.
- viii. New buildings and additions should complement the character of adjoining buildings in the blockface.
- ix. Creative architectural designs and details are encouraged so long as designs do not conflict or draw attention away from other buildings in the block.
- x. New corner buildings should be located near the sidewalk edge and should define the street intersection with distinctive architectural features such as towers, rounded walls, recessed entries or other design features.

8. Materials and Colors.

a. Requirements.

- i. Exterior materials shall be durable, high-quality materials and appropriate for external use.

b. Guidelines.

- i. Brick, stone and terra cotta are preferred primary materials for new buildings or additions.

- ii. The use of brick tile or other "faux" sidings is discouraged.
- iii. Color choice should complement the style and materials of the building's facade and provide a pleasing relationship with adjoining buildings.
- iv. Property owners are encouraged to use a three-color paint scheme with a "base" color on the majority of the building surface, "trim" colors used on building features such as window and door trims and cornices and "accent" colors on signs, awnings and other architectural details.
- v. Painting, covering or removal of natural brick and stone is discouraged, but staining may be acceptable.

9. Windows and Entrances.

a. Requirements.

- i. The ground floors of commercial retail buildings shall have at least sixty percent (60%) of the street wall area devoted to windows to enhance the pedestrian character of the primary street.
- ii. Office buildings and other non-retail buildings should have at least forty percent (40%) of the street wall devoted to windows.
- iii. Windows on the ground floor shall be transparent, and shall not be darkly tinted, colored, or have a mirrored finish.

b. Guidelines.

- i. Building entrances should be designed as the focal point of the front facade.
- ii. Entrances to new buildings or additions located close to the sidewalk should include recessed entries to allow for pedestrian movement.

10. Signage.

a. Guidelines.

- i. Preferred sign types include building mounted signs, window signs, projecting signs, and awning signs.
- ii. Signs should be simple and easy to read.
- iii. Sign colors should relate to and complement the primary colors of the building facade.
- iv. Sign design and placement should fit the character of the building and not obscure architectural details.
- v. Signage should generally be centered within the prescribed signable area of the building.
- vi. Plastic box signs are highly discouraged.
- vii. Opaque backgrounds and white or light colored letters are preferred for backlit signs.
- viii. Individually mounted backlit letters are an encouraged form of signage.
- ix. The use of small, well-designed building-mounted light fixtures is a preferred method of illuminating signage.
- x. Freestanding signs should be attractively designed. Signs should be coordinated with adjoining properties and public street signage to avoid visual clutter.

11. Restoration/Preservation Activities.

Several buildings along the Capitol Gateway Corridor are older commercial structures, that have historic value and interest. The ground floors of many of these structures have been altered over time while the upper stories have generally retained their historic appearance. When considering building improvements, property owners of older commercial structures are encouraged to restore the original character of the building. This section identifies additional design requirements and guidelines to address the special conditions that exist for these sites.

a. Guidelines.

- i. The distinguishing features of the original building should be preserved. The removal or alteration of historic materials or distinctive architecture features should be avoided, whenever possible.
- ii. Where practical, the original masonry should be restored and missing elements such as cornices, windows and storefronts that were part of

the original building design should be reconstructed. If restoration is not feasible, new elements should be designed to compliment the character, materials and design of the original building.

- iii. Any inappropriate elements, signs, canopies, etc. that cover details and features of the original building should be removed.
- iv. Painting of natural brick or stone is strongly discouraged when those materials are in good condition.

12. Upper Level Development Standards.

- a. For buildings with a maximum height of between twelve (12) and fifteen (15) stories, any mass above five (5) stories shall be limited to a footprint that is not more than one hundred thirty (130) feet on any side parallel to East Washington Avenue and not more than two hundred (200) feet on any side perpendicular to East Washington Avenue, unless:
 - i. the Urban Design Commission approves a maximum of ten percent (10%) increase in mass above five (5) stories due to construction or site characteristic, and
 - ii. any additional mass above five (5) stories is set back at least forty-five degrees (45°).
- b. Notwithstanding the maximum heights shown in 3., above, for Blocks 2b, 3b, 4b, 14a, 14b, 16 and 17c, if the mass above five (5) stories has a flat roof, the building height shall not exceed ten (10) stories. Any non-habitable architectural features shall not be included in the height calculation.
- c. Notwithstanding the maximum heights shown in 3., above, for Blocks 10-13, if the mass above five (5) stories has a flat roof, the building height shall not exceed twelve (12) stories. Any non-habitable architectural features shall not be included in the height calculation.

2. Current Subsection (15) entitled "Enforcement and Penalty" of Section 33.24 entitled "Urban Design Commission" of the Madison General Ordinances is hereby renumbered to Subsection (16).

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TRANSPORTATION AND PARKING

A fundamental principle of the Madison Comprehensive Plan is that land use planning and transportation planning must work in tandem. This is especially true for the geographically compact area of Madison's downtown and east isthmus where the Capitol Gateway Corridor BUILD is located. The scale and intensity of development shown in this Plan will place insupportable demands on the existing transportation system within the study area and the adjoining neighborhoods. Simply put, the development potential indicated by the recommended land uses and bulk standards cannot be achieved without a dramatic decrease in the percentage of employees, residents and visitors to the area using personal automobiles. In addition, the amount of area that would normally be allocated to parking conflicts with the Core Development Principles and the design and character recommendations of this Plan.

Consequently, approval of the increased heights and densities envisioned for the Corridor is contingent upon the city ^{to achieve will need to undertake} undertaking a comprehensive transportation and parking strategy for central Madison that will manage current and future transportation demand across multiple modes. The purpose of the strategy is twofold - to enable and support development at greater heights/densities than currently exist and to prevent adverse effects of automobile congestion on downtown and isthmus neighborhoods.

The transportation and parking strategy should include ^{proactive measures such as the creation} creation of a Transportation Design District overlaying not only the BUILD, but also the Tenney-Lapham, East Rail Corridor, Marquette and greater Capitol Neighborhoods areas as far west as Park Street (at minimum). The Transportation Design District will consolidate and implement the recommendations of a number of transportation studies as they relate to central Madison. These initiatives include:

1. Transport 2020 Commuter Rail
2. Madison Streetcar Study
3. Platinum Bike Task Force
4. Ad Hoc Long Range Madison Metro Committee
5. Parking Utility Strategic Plan
6. MPO 2030 Regional Transportation Plan
7. High Speed Intercity Rail

The mission of the Transportation Design District will encompass both Transportation System Management (TSM) strategies – physical infrastructure and operations - and Transportation Demand Management (TDM) strategies – consumer incentives. Broadly speaking the district will:

- Establish a vision, short and long-range goals, and strategies for how people and goods will move to, through and around the central city in the future;
- Develop strategies for diversifying travel demand across multiple current and future modes (automobile, bus, commuter rail, streetcar, bicycle and pedestrian);

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- Reduce the need for public and private investment in parking construction within the design district and establish urban design requirements for lower building/parking ratios.
- Implement consumer-oriented strategies for maximum inter-operability of transportation options and convenient shifts among modes by users;
- Promote a fiscal policy perspective that will balance investment across all transportation modes over time.
- Support the land use plans and urban design goals within the district and enhance the quality-of-life in a denser central city.

A comprehensive transportation and parking strategy implemented through a Transportation Design District will enable higher density development to occur in a sustainable manner, will enhance mobility for employees, customers, visitors and residents, will differentiate the BUILD corridor from suburban centers and be catalyst for successful growth.