

**Determination of No Adverse Effects
East-West Bus Rapid Transit (BRT) Project
City of Madison
Dane County, Wisconsin**

Prepared for

City of Madison Metro Transit

Prepared by

Commonwealth Heritage Group, Inc.

**Greg Rainka, MS, Architectural Historian
Shelley Rettig, MS, Architectural Historian
Megan Harding, MS, Project Archaeologist
Rhiannon Jones, MA, RPA, Principal Investigator**

November 2021

W-1745

TABLE OF CONTENTS

1. DESCRIPTION OF THE UNDERTAKING	2
1.1 Project Overview	2
1.2 Operations	2
1.3 Stations	4
1.4 Fleet	5
1.5 Facilities	5
1.6 Concurrent Projects.....	6
2. STEPS TAKEN TO IDENTIFY HISTORIC PROPERTIES	7
2.1 Area of Potential Effects	7
2.2 Architecture/History Survey Results	8
2.3 Archaeological Survey Results	8
3. AFFECTED HISTORIC PROPERTIES.....	10
3.1 Individual Historic Properties	10
3.2 Historic Districts	11
4. EFFECTS ON HISTORIC PROPERTIES	13
4.1 Direct Effects	13
4.2 Indirect Effects	16
5. ASSESSMENT OF EFFECTS.....	17
5.1 Direct Effects	17
5.2 Indirect Effects	19
6. VIEWS OF THE PUBLIC AND CONSULTING PARTIES	20
6.1 Public Engagement/Involvement.....	20
6.2 Consulting Parties	21
APPENDIX A	Figures
APPENDIX B	Consulting Party Meeting Summary Consulting Party Comments and Responses Landmarks Commission Staff Report

1.0 DESCRIPTION OF THE UNDERTAKING

1.1 Project Overview

The East-West Bus Rapid Transit (BRT) project is a proposed 15-mile BRT route in Madison, Wisconsin. It will serve transit needs through the center of the city, running along E. Washington Avenue, around the Capitol, through the University of Wisconsin-Madison campus, and along University Avenue and Mineral Point Road to the West Towne area. The City of Madison (City) is pursuing federal funding through the Federal Transit Administration (FTA) to implement the BRT project and therefore it must comply with Section 106 of the National Historic Preservation Act (Section 106) and its implementing regulations 36 CFR Part 800. Section 106 requires the consideration of effects to historic properties, which are defined as properties listed on, or determined eligible for listing on, the National Register of Historic Places (National Register).

See [Appendix A, Figure 1](#) for a map of the BRT route. It will be an on-street system with buses operating in a combination of exclusive, semi-exclusive, and mixed traffic lanes, with running way improvements such as limited stops, transit signal priority, and other various intersection improvements. The BRT route will have a total of 32 station locations and terminate to the east near the intersection of E. Washington Avenue and East Springs Boulevard and to the west at a proposed new park-and-ride on Junction Road, just west of the Madison Beltline (USH 12/14) and south of Mineral Point Road.

In general, the BRT project consists of these elements:

- Construction of an approximately 15-mile BRT line consisting of exclusive and semi-exclusive bus-only lanes and mixed traffic lanes, primarily using existing roadways.
- Construction of 32 BRT stations.
- Construction of an approximately 170-space park-and-ride lot at Junction Road south of Mineral Point Road to serve as the west terminal station and include local bus bays to facilitate transfers between local and BRT service.
- Purchase of 41 60-foot buses (combination of battery-electric and diesel).
- Traffic signal priority.
- Electric bus charging infrastructure.

Implementation of the BRT system in Madison is expected to result in the following:

- Replacement of local bus service, resulting in similar or reduced bus volumes on the BRT route.
- Increases in the use of electric buses, reducing existing noise and air impacts.
- No property relocations.
- No repurposing of lanes during rush hour on the route's most congested roadways (E. Washington Avenue, University Avenue, and Mineral Point Road).
- No increase in bus travel speeds.

Project elements are described in greater detail below.

1.2 Operations

The BRT route would serve stations from Junction Road near Mineral Point Road to E. Washington Avenue at East Springs Drive. From East Springs Drive the route would split into two alternating local service patterns and connect with the existing Sun Prairie Park-and-Ride or continue onto the Madison Metro Satellite Maintenance Facility, where electric bus charging will occur during layovers. The BRT route would run in a combination of exclusive and semi-exclusive center running and side running bus-only lanes and

mixed traffic lanes with priority at traffic signals and stations. More specifically, the project includes the following, from west to east:

- Junction Road – Buses would operate in mixed traffic. No roadway widening or reconstruction is required outside the station area except for a new traffic signal to access the Junction Terminal park-and-ride.
- Mineral Point Road – Buses would operate in mixed traffic between Junction Road and Big Sky Drive/Tree Lane. The project would shift the existing Mineral Point Road curbside bus-only lanes to center bus-only lanes between Big Sky Drive/Tree Lane and Whitney Way. To accommodate bikes, the sidewalk on the north side of Mineral Point Road will be reconstructed as a shared-use path.
- Whitney Way – Buses would operate in mixed traffic between Mineral Point Road and Tokay Boulevard. Center lanes will be re-striped to bus-only from Mineral Point Road to Sheboygan Avenue. No roadway widening or reconstruction is anticipated outside station areas.
- Sheboygan Avenue and Segoe Road – Buses would operate in mixed traffic. No roadway widening or reconstruction is required outside station areas.
- University Avenue between Segoe Road and University Bay Drive/Farley Avenue – Buses would operate in mixed traffic, with some exceptions. Eastbound, a curbside bus-only lane will be created between Segoe Road and Rose Place/Midvale Boulevard, requiring roadway widening and reconstruction of sidewalks on the south side of University Avenue in some locations. Westbound, buses would operate in mixed traffic with the exception of the approach to the Midvale Boulevard station where buses would share the right lane with right-turning vehicles. Existing eastbound and westbound general-purpose traffic lanes would be maintained. No other roadway widening or reconstruction is required outside station areas.
- Campus Drive between University Bay Drive/Farley Avenue and University Avenue – Buses would operate in a new bus lane that is a converted shoulder in one direction only (westbound on the west part of Campus Drive, and eastbound on the east part of Campus Drive). Outside these areas, buses will operate in mixed traffic. Some roadway reconstruction will be required to convert the shoulder to a bus lane, including slight widening of eastbound Campus Drive at the curve approaching the University Avenue intersection.
- University Avenue (westbound) through the UW campus – BRT would use the existing bus-only lane. No roadway widening or reconstruction is required outside station areas.
- Johnson Street (eastbound) through the UW campus – The existing right-most lane will be striped as bus-only, with right turning vehicles sharing the lane near intersections. No roadway widening or reconstruction is required outside station areas, aside from minor intersection modifications at Randall Avenue.
- State Street – BRT would use the existing transit mall which is restricted to buses, bikes, and authorized vehicles. No roadway widening or reconstruction is required outside station areas.
- Capitol Square – BRT would use existing bus-only lanes. No roadway widening or reconstruction is required outside station areas.
- East Washington Avenue between the Capitol Square and Wright Street – Buses would operate in mixed traffic between Webster Street and Hancock Street. Left lanes would be re-striped to bus-only from Hancock Street to Lexington Avenue (near the Wright Street/Fair Oaks Avenue station). The eastbound left lane from Sixth Street to Lexington Avenue would be open to general purpose traffic between 4:00 pm and 6:00 pm. The westbound left lane from Lexington Avenue to McCormick Avenue would be open to general purpose traffic between 7:00 am and 9:00 am. No roadway widening or reconstruction is required outside station areas.
- Wright, Anderson, and Mendota Streets – Buses would operate in mixed traffic. Construction of a short bus-only lane (about 125 feet long) is needed to connect Mendota Street to the intersection of Anderson Street and Stoughton Road. No other widening or reconstruction of existing roadway is required outside station areas.

- East Washington Avenue between Mendota Street and Portage Road/Thierer Road – Buses would operate in mixed traffic. No roadway widening or reconstruction is required outside station areas.
- East Washington Avenue between Portage Road/Thierer Road and East Springs Drive – Curbside lanes would be re-striped as bus-only. No roadway widening or reconstruction is required outside station areas.

Much of the BRT routing replaces and/or complements local bus service which already exists in these corridors. The below table summarizes the approximate number of weekday buses in 2019 (pre-COVID pandemic) and the projected number of BRT buses proposed on weekdays in 2024 along the BRT route.

BRT Route Location	2019 Weekday Buses	2024 BRT Weekday Buses
Mineral Point Road, West of High Point Road	36	128
Mineral Point Road, West of Island Drive	120	128
Whitney Way, South of Mineral Point Road	252	256
Whitney Way, North of Mineral Point Road	156	128
Sheboygan Avenue, East of Eau Claire Avenue	302	256
University Avenue at Shorewood Boulevard	504	240
Campus Drive	402	240
University Avenue and Johnson Street at Brooks Street	831	240 + 250-300 local
University Avenue and Johnson Street, Lake Street to Bassett Street	711	368 + 250-300 local
State Street at Fairchild Street	618	368
Capitol Square at Wisconsin Avenue and MLK Jr Boulevard	786	368 + 100 local
E. Washington Avenue at Ingersoll Street	282	256
E. Washington Avenue, East of Milwaukee Street	183	128
E. Washington Avenue, East of Highway 30	129	128
E. Washington Avenue at Thierer Road	123	128

The BRT span of service (hours of operation) will be the same as local service (pre-COVID pandemic), generally from about 5:00 am to midnight on weekdays. Along most of the route, bus volumes will remain about the same since the BRT project will replace bus service hours already in the corridor. On some portions of the BRT route, the number of buses will be reduced, a result of replacing 40-foot buses with 60-foot buses (higher capacity buses means fewer buses are needed), as well as the overall restructuring of service to be more efficient. The majority of motor vehicle traffic capacity is expected to be preserved during peak periods on the most congested corridors. As noted, the transit lane on Mineral Point Road will be relocated, but the number of through general purpose lanes will be maintained; on University Avenue from Segoe Road to University Bay Drive BRT will run in mixed traffic; and on E. Washington Avenue the number of through general purpose lanes in the peak direction will be maintained.

1.3 Stations

The project includes 32 station locations, including side running station pairs, center stations, and off-street stations. Stations will generally be between 50 and 60 feet long, and between 9 and 26 feet wide. The Capitol Square station includes two platforms and two auxiliary stops: eastbound and westbound BRT platforms on the Capitol Square itself (Mifflin and Main Streets), as well as auxiliary stops on the Capitol Loop (Dayton and Doty Streets) for use during detours, which are estimated to occur about 70 times per year. Stations are currently proposed at the following locations, from west to east:

Station Name	Position	Station Name	Position
Junction Road	Off street	State Street	Side pair
High Point Road	Center	Capitol Square	Side pair
Westfield Road	Center	Blair Street	Center
Grand Canyon Drive	Center	Paterson Street	Center
Island Drive	Center	Baldwin Street	Center
Rosa Road	Center	First Street	Center
West Transfer Point (optional)	Off street	Fourth Street	Center
Whitney Way/Mineral Point Road	Center	Milwaukee/North Street	Center
Regent Street	Center	Marquette Street	Center
Eau Claire Avenue	Center	Melvin Court – Rethke Avenue	Center
Segoe Road	Side pair	Wright Street – Fair Oaks Avenue	Center
Midvale Boulevard	Side pair	Anderson Street	Side pair
Shorewood Boulevard	Side pair	Mendota Street	Side pair
University Bay Drive	Side pair	Thierer Road – Portage Avenue	Side pair
Orchard Street	Side pair	Independence Lane	Side pair
East Campus Mall	Side pair	East Springs Drive	Side pair

Stations will be typical of modern BRT facilities. They are intended to provide enough space for people to circulate on the platform, be accessible to people with disabilities, and offer a better passenger experience than a typical bus stop. Anticipated features of the BRT stations include level boarding, fare payment equipment, enhanced shelter, seating, and lighting, potential heating, real-time information, security cameras, public Wi-Fi, and enhanced landscaping. Center stations will typically consist of one double-sided platform serving buses in both directions, while side pair stations will consist of a single platform in each direction.

1.4 Fleet

A total of 41 60-foot buses would be procured for the project. Of the vehicles purchased, 27 will be low-floor, battery electric buses. The remaining 14 buses will be diesel-powered vehicles. Additionally, three overhead pantograph chargers and 15 depot chargers would be procured for the project.

1.5 Facilities

The project includes construction of an approximately 170-space park-and-ride lot at Junction Road south of Mineral Point Road. This will serve as the west terminal station and include local bus bays to facilitate transfers between local and BRT service. There are no new buildings planned at this location.

Madison Metro Transit also is preparing to upgrade and open a new Satellite Maintenance Facility at 3901 Hanson Road in Madison. That facility will be operational well before the BRT project and meet system-wide needs including BRT operation. However, the BRT project will include the cost and construction of electric bus charging infrastructure at the facility.

Additionally, the project will include the cost and construction of electric bus charging and bathroom infrastructure at the existing Sun Prairie Park-and-Ride at 2751 O’Keeffe Avenue in the city of Sun Prairie, approximately three miles northeast of the East Springs terminal station. BRT electric buses

are expected to use the new Satellite Maintenance Facility and Sun Prairie Park-and-Ride for layovers and electric charging.

The project also includes construction staging on a City-owned block bounded by E. Washington Avenue, Main Street, Butler Street, and Hancock Street near the proposed Blair Street station. Once construction is complete, this site is planned to be redeveloped using the FTA’s Joint Development program. This development would likely take the form of a mixed-use building, occupying the entire site and rising up to 10 stories.

1.6 Concurrent Projects

The City has various construction projects recently completed or planned along the BRT route or within the BRT project area, which largely focus on pavement replacement, incorporating multi-modal enhancements for biking and walking, and decreasing fatalities and critical injuries caused by motor vehicle crashes. The BRT route includes some of Madison’s highest volume streets that are on the “High Injury Network,” and thus safety improvements have been directed to these areas. Projects on the BRT route include the following:

Project	Description	Status
E. Washington Avenue Pinckney to Marquette	Reduced speed limit, enhanced crosswalk markings.	Complete
E. Washington Avenue at Livingston Street	Added median bollards for pedestrian refuge.	Complete
Whitney Way Sheboygan Avenue to Tokay Boulevard	Reduced speed limit, added buffered bike lanes, improved pedestrian crossings.	Complete
Mineral Point Road at Whitney Way	Reduced speed limit, added driver feedback board.	Complete
University Avenue Shorewood Boulevard to University Bay Drive	Total reconstruction. Bicycle facilities added.	Programmed for 2022-2023

These projects were/are separate from the BRT project with independent utility and BRT can operate with or without their construction.

2.0 STEPS TAKEN TO IDENTIFY HISTORIC PROPERTIES

2.1 Area of Potential Effects

A project's Area of Potential Effects (APE) is defined under Section 106 as "the geographic area or areas within which an undertaking may directly or indirectly cause alterations in the character or use of historic properties." The APE for the BRT project for above-ground resources (buildings and structures) encompasses properties that may be affected directly (physical, visual, or auditory impacts) or indirectly (secondary, future, or cumulative impacts) by any associated project activities. In consultation with the FTA, the APE was defined as follows:

- Properties along the BRT route within approximately 100 feet of proposed station locations. This will include properties where there may be physical, visual, or auditory impacts resulting from the construction of a station, whether curbside or in the median.
- Properties immediately adjacent to new traffic signals.
- The City-owned property at 432 S. Junction Road (Parcel #070827100937) that will be used for the west terminal station and include a park-and-ride lot and local bus bays to facilitate transfers between local and BRT service.
- Properties along the north side of Mineral Point Road between the Madison Beltline and Whitney Way that may be affected by the widening of the existing sidewalk and strip right-of-way acquisition.
- The existing West Transfer Point property at 5602 Tokay Boulevard (Parcel #070930204072) and the other properties being considered for this station (Parcel #070930204064 and #070930305226).
- Properties along University Avenue at the Midvale Boulevard intersection that may be adjacent to curb line changes.
- Properties adjacent to potential curb line changes near where University Avenue and Campus Drive split.
- Properties along Dayton Street within 100 feet of the Wisconsin Avenue intersection, where a Capitol Loop auxiliary station may be constructed.
- Properties along Doty Street within 100 feet of the Martin Luther King Jr. Boulevard intersection, where a Capitol Loop auxiliary station may be constructed.
- The property at 301 E. Washington Avenue (Parcel #070913325019) that may be used as a construction staging area, as well as adjacent properties in all directions that may be indirectly affected by the future development of the site.
- Properties immediately adjacent to the proposed bus-only connection between Stoughton Road and Mendota Street.
- The two end point properties the City is considering as part of local service extension, the Metro Satellite Maintenance Facility at 3901 Hanson Road (Parcel #081016304040) and Sun Prairie Park-and-Ride at 2751 O'Keeffe Avenue (Parcel #081014400232). A restroom facility will be installed at the latter location in addition to a charger, so the APE there includes adjacent properties where the restroom may be visible and potentially have visual impacts.

Based on the limited nature and extent of certain project components, not all properties along the BRT route have the potential to be affected. Properties excluded from the APE include those outside of station location areas where there will be no roadway widening or reconstruction, as well as those properties outside of station location areas adjacent to either curb ramp reconstruction or curb bumpout removal, both of which will occur entirely within the existing right-of-way and will not introduce any new visual elements that could potentially change the character of the immediate setting.

The APE for archaeological resources encompasses properties where there may be ground disturbing activities associated with the project that have the potential to impact archaeological and cemetery/burial sites.

The Wisconsin State Historic Preservation Office (SHPO) commented on May 24, 2021, that the architecture/history and archaeological APEs were appropriate.

2.2 Architecture/History Survey Results

The architecture/history survey was completed in February and March of 2021 and resulted in the identification of the following historic properties in the APE, from west to east:

- AHI #16673, Capitol Square, Wisconsin State Capitol – listed on the National Register and a National Historic Landmark
- AHI #28441, 210 Martin Luther King Jr. Boulevard, Dane County Courthouse/Madison City Hall – determined eligible for listing on the National Register
- AHI #16109, 404 E. Main Street, St. Patrick’s Roman Catholic Church – listed on the National Register
- AHI #108385, 917 E. Mifflin Street, Breese Stevens Municipal Athletic Field – listed on the National Register
- AHI #115004, 939 E. Washington Avenue, Kleuter Wholesale Grocery Warehouse – listed on the National Register
- AHI #115033, 1301 E. Washington Avenue, Gisholt Machine Company – determined eligible for the National Register
- AHI #102453, 2222 E. Washington Avenue, Madison East High School – determined eligible for the National Register

In addition to these individual properties, portions of the following historic districts are located within the APE:

- University Hill Farms Historic District – listed on the National Register
- Bascom Hill Historic District – listed on the National Register
- State Street Historic District – determined eligible for the National Register

See [Appendix A, Figures 2-8](#) for the location of the identified historic properties and districts relative to the APE and overall BRT route.

The full architecture/history survey report¹ will be submitted with this assessment of effects.

2.3 Archaeological Survey Results

The archaeological APE was found to be heavily disturbed by urban development. There are six previously reported sites (four cemetery/human burial sites and two archaeological sites) that intersect or are directly adjacent to the APE. Based on the project’s current limits of potential disturbance, no further work is recommended at the following sites:

- BDA0080 (Sunset Memory Gardens)
- 47DA0058/BDA0327 (H. P. Hall Bird Effigy)

¹ Commonwealth Heritage Group, Inc., *Architecture/History Survey Report, East-West Bus Rapid Transit (BRT) Project, City of Madison, Dane County, Wisconsin*, prepared for City of Madison Metro Transit (October 2021).

- 47DA0817 (Toepfer Farm)
- 47DA0868 (State Capitol)]

The portions of these sites that could potentially be affected by the project have been extensively impacted or there is no potential for the project to impact subsurface features associated with these sites based on current project design. Further, it does not appear any of these sites have potential National Register eligibility.

In accordance with Wisconsin's burial sites law, Wisconsin State Statute §157.70, Commonwealth recommends monitoring by a "qualified archaeologist" during ground disturbing construction activities within the following sites:

- 47DA0136/BDA0389 (Monona Avenue Park Mound Group)
- 47DA0177/BDA0586 (Capitol Park Effigy).

This recommendation is based on the potential for burials within the APE and the proposed location of one or more BRT stations within the boundaries of these sites. Archaeological monitoring will not be required if ground disturbance will not occur within the reported boundary of either site.

The full archaeological survey report² will be submitted with this assessment of effects.

² Commonwealth Heritage Group, Inc., *Phase I Archaeology Survey Report, East-West Bus Rapid Transit (BRT) Project, City of Madison, Dane County, Wisconsin*, prepared for City of Madison Metro Transit (October 2021).

3.0 HISTORIC PROPERTIES in the APE

The architecture/history survey resulted in the identification of seven individual historic properties and three historic districts in the APE. A historic district is considered to be in the APE if any individual property within the district is in the APE.

3.1 Individual Historic Properties

The individual historic properties identified within the APE are summarized in the following table, which includes the criterion or criteria under which each qualifies for the National Register, as well as area(s) of significance, if known.

AHI #	Property Name	Address	Resource Type	National Register Qualification
16673	Wisconsin State Capitol	Capitol Square	Government building	Listed under <i>Criterion A: Politics/Government</i> and <i>Criterion C: Architecture</i> ; significant association with America's Progressive era and the "Wisconsin Idea" movement; distinctive intact example of Renaissance Revival and Beaux Arts architecture patterned after the U.S Capitol ³ ; also a National Historic Landmark.
28441	Dane County Courthouse/ Madison City Hall	210 MLK Jr. Blvd.	Municipal building	Determined eligible under <i>Criterion C: Architecture</i> ; significant local example of the International style.
16109	St. Patrick's Roman Catholic Church	404 E. Main St.	Church	Listed under <i>Criterion C: Architecture</i> ; significant local example of the Romanesque Revival style, late nineteenth century religious architecture in general, and the work of notable architect John Nader. ⁴
108385	Breese Stevens Field	917 E. Mifflin St.	Stadium/ Athletic field	Listed under <i>Criterion A: Entertainment/Recreation</i> ; locally significant for its continuous use as a community sports/event venue since the 1920s and its association with the Civil Works Administration (CWA) in the 1930s. ⁵

³ National Register of Historic Places, Wisconsin State Capitol, Madison, Dane County, Wisconsin, National Register #70000031.

⁴ National Register of Historic Places, St. Patrick's Roman Catholic Church, Madison, Dane County, Wisconsin, National Register #82000657.

⁵ National Register of Historic Places, Breese Stevens Municipal Athletic Field, Madison, Dane County, Wisconsin, National Register #15000502.

AHI #	Property Name	Address	Resource Type	National Register Qualification
115004	Kleuter Wholesale Grocery Warehouse	939 E. Washington Ave.	Warehouse	Listed under <i>Criterion C: Architecture</i> ; significant local example of the Prairie School style as applied to an industrial building and the work of notable architect Alvan Small. ⁶
115033	Gisholt Machine Co.	1301 E. Washington Ave.	Industrial building	Determined eligible under <i>Criterion A: Industry</i> ; locally significant for its important role in the industrial development of Madison. ⁷
102453	Madison East High School	2222 E. Washington Ave.	School	Determined eligible under <i>Criterion C: Architecture</i> ; significant local example of the Collegiate Gothic style and the work of notable architect Frank Riley. ⁸

3.2 Historic Districts

Brief descriptions of the three historic districts identified in the APE are provided below.

3.2.1 University Hill Farms Historic District

The University Hill Farms Historic District was listed on the National Register in 2015 under *Criterion A: Community Planning and Development* and *Criterion C: Architecture*. The postwar neighborhood is roughly bounded by Sheboygan Avenue to the north, Mineral Point Road to the south, Midvale Boulevard to the east, and Whitney Way to the west. It was a collaboration between the City and University of Wisconsin to create a “community within a community,” during a time when the city was rapidly growing and the need for housing was great. Most of the land, which had been University-owned, was platted and sold by 1959, and most buildings were constructed by 1964. The district has local significance as “a complete planned suburban community whose creation had a lasting effect on the city of Madison” and as an “architecturally significant collection of single family and multi-family residences, churches, private office buildings, and a school, that together constitute a well-defined and visually distinct geographic and historic entity.”⁹ The period of significance is 1956 to 1989.

⁶ National Register of Historic Places, Kleuter & Company Wholesale Grocery Warehouse, Madison, Dane County, Wisconsin, National Register #100003034.

⁷ National Register of Historic Places, Determination of Eligibility, Gisholt Machine Company Manufacturing Complex, Madison, Dane County, Wisconsin, on file at the State Historic Preservation Office, WHS #02-0013/DA.

⁸ National Register of Historic Places, Determination of Eligibility, East Side High School, Madison, Dane County Wisconsin, on file at the State Historic Preservation Office, WHS #02-0013/DA.

⁹ National Register of Historic Places, University Hill Farms Historic District, Madison, Dane County, Wisconsin, National Register #15000402.

3.2.2 Bascom Hill Historic District

The Bascom Hill Historic District was listed on the National Register in 1974 under *Criterion A: Education and Politics/Government* and *Criterion C: Architecture*. Located on the University of Wisconsin-Madison campus and centered on what was once known as “College Hill”, the district is generally bounded by Lake Mendota, Library Mall, University Avenue, Lathrop Drive, and Bascom Hall. It has significance as “the most historic cluster of institutional buildings in Wisconsin.”¹⁰ The period of significance is 1851 to 1969.

3.2.3 State Street Historic District

The State Street Historic District was determined eligible for the National Register under *Criterion A: Commerce* and *Criterion C: Architecture*. It encompasses 15 commercial blocks centered along State Street between Capitol Square and Lake Street. The district has local significance as an intact and visually distinctive grouping of late nineteenth and early twentieth century commercial buildings and the largest concentration of architecturally significant historic commercial buildings in Madison. In addition, it represents an extended period of historic commercial development in central Madison.¹¹ The period of significance is 1855 to 1946.

¹⁰ National Register of Historic Places, Bascom Hill Historic District (additional documentation), Madison, Dane County, Wisconsin, National Register #74000065.

¹¹ National Register of Historic Places, Determination of Eligibility, State Street Historic District, Madison, Dane County Wisconsin, on file at the State Historic Preservation Office.

4.0 EFFECTS ON HISTORIC PROPERTIES

4.1 Direct Effects

The LPA is an approximately 15-mile east-west BRT route that will run along E. Washington Avenue, around the Capitol, through the University of Wisconsin-Madison campus, and along University Avenue and Mineral Point Road to the West Towne area. The route follows major, modern transportation corridors with existing bus service and infrastructure. It will be an on-street BRT system with buses operating in a combination of mixed traffic and both center running and side running bus-only lanes, with running way improvements such as limited stops, transit signal priority (TSP), and minor intersection improvements such as curb ramp upgrades. Between station areas, there will be only minor roadway modifications in certain areas, which in general will be limited to revising pavement markings to distinguish between the bus-only and mixed traffic lanes and to facilitate lane transitions. The existing roadway footprint (curb-to-curb width) will remain the same across the majority of the BRT route. Project work related to the running way (lane configurations and markings), TSP, and intersection improvements will introduce only minor visual changes in the viewshed of historic properties and some limited construction work will occur within historic district boundaries. Bus volumes are not expected to increase in the vicinity of any historic properties or within any historic districts.

At locations where a BRT station will be constructed, the introduction of new streetscape elements to the setting could affect nearby historic properties. The preferred station design ([Appendix A, Figure 9](#)) employs simple construction methods with component parts that can fit various station configurations. The shelter has central columns with crossbeams supporting a canopy with a skylight. One end of the shelter is partially enclosed to provide protection from the wind and other weather elements. Lighting will consist of LED luminaires mounted to the horizontal structural elements in a downward facing position to illuminate the station platform. To minimize light pollution and light trespass, there will be no direct up-light illumination. In most cases, the BRT stations will be positioned at or near existing bus stops, many of which have existing shelters. The existing shelters will be removed and replaced by the BRT station, and local service will be removed and replaced by the BRT except for in the downtown area between Randall Avenue and Capitol Square.

In many cases, historic properties are in the vicinity of a median BRT station from which they are separated by a relatively wide roadway (multiple travel lanes) and roadside (terrace and sidewalk). Where historic properties are adjacent to or in the vicinity of a curbside station, there is an existing bus stop and shelter at or very near the same location. When station design concepts were evaluated, criteria included conformity to surrounding historic buildings and the ability to be customized (scaled-down, reconfigured, etc.). On State Street for example, where there are some constraints and site-specific design considerations because of narrower sidewalks and building setbacks, a shorter station platform (50 feet long instead of 60 feet) and shelter (20 feet long instead of 60 feet) are proposed, as well as a more transparent enclosure area to maintain storefront visibility. Similarly, to avoid obstructing views of the front of the Chazen Museum of Art, which is within but does not contribute to the Bascom Hill Historic District, a station without a shelter is planned for the near side of East Campus Mall. The unsheltered station was a request of the museum to avoid potentially obstructing views of the modern architecture and landscaping at the front of the property and is unrelated to potential historic impacts. There will be a second platform at this station on the far side of East Campus Mall that will have a shelter, in an area that will not cause visual impacts to the museum.

Also proposed are two Capitol Loop auxiliary stations, which will be used only when the Capitol Square stations are closed during special events. These stations will normally not be in use, and only include a few features to distinguish them as BRT stations, including BRT signs, public seating, and potentially a small shelter and lighting improvements. There will not be a raised platform, BRT-branded shelter, or other features of the typical BRT station.

Certain BRT riders will likely park on public streets in the vicinity of stations, which is legal and allowed but could reduce the availability of on-street parking in those areas. Concern about parking was expressed by stakeholders in the University Hill Farms neighborhood. Although it is not practical to conduct a parking study in 2021 because of lasting effects of the COVID pandemic, an analysis was done using aerial imagery to estimate parking utilization on Regent Street between Whitney Way and Eau Claire Avenue, the area of concern. The estimated parking available on this segment is 76 parking spaces. Satellite imagery from Google taken on Wednesday, October 3, 2018, showed about 13 vehicles parked on the street in this stretch, a utilization of about 17%. Satellite imagery from Saturday June 13, 2020; Sunday September 10, 2017; Sunday September 21, 2014; Thursday June 12, 2014; Wednesday June 4, 2014; and earlier dates shows similar or lower parking utilization. During this period of time, commuter bus traffic has served the Whitney Way/Regent Street and Sheboygan Avenue/Eau Claire Avenue intersections with equal or better service compared to the proposed BRT service during commute times

On-street parking impacts also are expected to be minimal because the volume of buses on the BRT route will not be substantially increased. The BRT also will expand frequent service further from the central city and provide parking at a new park-and-ride at the west terminal station. This may reduce the amount of riders driving into the city and parking on public streets before boarding a bus. To offset parking impacts, the City has a Residential Parking Permit Program (RP3). Residents can be given priority for parking through the purchase of permits, generally allowing them to park on streets for two days while unpermitted cars can only park for two hours. The only historic properties within the BRT APE that are not within an RP3 district are those within the Bascom Hill Historic District.

On-street parking also will be prohibited on E. Washington Avenue for two hours for the morning peak direction (inbound/westbound) and for two hours for the afternoon peak direction (outbound/eastbound) between Blount Street and Milwaukee Street. This will affect the availability of all-day parking in front of Breese Stevens Municipal Athletic Field, Gisholt Machine Company, and Madison East High School. On-street parking will still be available during the day outside of the peak hour restricted times.

The project also includes construction staging on a City-owned block bounded by E. Washington Avenue, Main Street, Butler Street, and Hancock Street, near the proposed Blair Street BRT station. Once BRT construction is complete, this site is planned to be redeveloped using the FTA's Joint Development program. This development would likely take the form of a mixed-use building, occupying the entire site and rising up to 10 stories. Considering the size and scale of the potential development, there may be effects to historic properties in its vicinity.

Specific direct effects on each of the identified historic properties and districts are summarized in the following table and shown/depicted on [Figures 10-42 in Appendix A](#).

Property/District Name	Location Relative to the BRT Project	Figures
University Hill Farms Historic District	Contributing resources are in the vicinity of proposed median stations at Whitney Way/Regent Street and Sheboygan Avenue/Eau Claire Avenue, and the new traffic signal at Whitney Way/Sheboygan Avenue; only the Whitney Way/Regent Street station is within the district boundary. Existing bus stops with no shelter will be removed at Whitney Way/Regent Street, and an existing eastbound bus stop with shelter at Sheboygan Avenue/Eau Claire Avenue will be removed.	2-4, 10-16

Property/District Name	Location Relative to the BRT Project	Figures
Bascom Hill Historic District	Proposed westbound station at University Avenue/East Campus Mall will have two platforms. Nearside portion of the station is adjacent to the noncontributing 2011 expansion of Chazen Museum of Art located within the district boundary; this platform will not include a shelter. Proposed farside portion of the station is in the vicinity of the Elvehjem Building, a contributing resource within the district; this platform will include a shelter.	5, 17-22
State Street Historic District	Proposed eastbound and westbound State Street stations are within the district boundary. Eastbound station is adjacent to noncontributing Madison Museum of Contemporary Art (constructed in 2006). Westbound station is adjacent to contributing resource (346 State Street, AHI #88390) and will replace an existing bus stop with shelter in same location.	5-6, 23-28
Wisconsin State Capitol	Located in the vicinity of the two Capitol Square stations (E. Mifflin Street and W. Main Street). Stations will be curbside on the opposite side of the road as the Capitol grounds. Existing bus stops with shelters will be removed.	6, 29-33
Dane County Courthouse/ Madison City Hall	Located adjacent to the proposed eastbound Capitol Loop auxiliary station on Doty Street. Station will be similar to a local service bus stop/shelter, not a full BRT station.	6, 34-35
St. Patrick's Roman Catholic Church	Located in the vicinity of the Brayton Lot construction staging area and future redevelopment site. The portion of the property where the church building is located does not have direct line of sight to the Brayton Lot.	6 ¹²
Breese Stevens Field	Located in the vicinity of the proposed median station at E. Washington Avenue/Paterson Street. Property is on the opposite side of the intersection as the station. Existing bus stop with no shelter will be removed.	7, 36
Kleuter Wholesale Grocery Warehouse	Located in the vicinity of the proposed median station at E. Washington Avenue/Paterson Street. Property is on the opposite side of the intersection as the station. Existing bus stop with no shelter will be removed.	7, 36
Gisholt Machine Co.	Located in the vicinity of the proposed median station at E. Washington Avenue/Baldwin Street. Property is on the same side of the intersection as the station. Existing bus stop with no shelter will be removed.	7, 37-39
Madison East High School	Located in the vicinity of the proposed median station at E. Washington Avenue/4 th Street. Property is on the same side of the intersection as the station. Existing bus stop with no shelter will be removed.	8, 40-42

¹² Since there is no direct line of sight to/from St. Patrick's Roman Catholic Church, a figure showing/depicting the future redevelopment site in relation to the historic property was not prepared.

4.2 Indirect Effects

Consistent with the *City of Madison Comprehensive Plan* (adopted 2018), a transit-oriented development (TOD) overlay zoning district framework is being considered, which is intended to support investment in and use of public transit and bicycle connections by fostering development that intensifies land use and economic value around transit stations and by promoting a mix of uses that will enhance the livability of station areas. While the BRT project is separate from potential TOD overlay zoning, implementation of the latter and changes in development patterns, population density, growth rates, and property values in the BRT project area may be considered indirect effects of the BRT project. If implemented, TOD could foster the redevelopment of properties with access to BRT. The effects of this are likely to be most pronounced on Mineral Point Road west of S. Yellowstone Drive and on E. Washington Avenue east of Milwaukee Street. No historic properties were identified within the APE in this area. Further, the City is currently recommending the exclusion of local and National Register-listed historic districts from the overlay, minimizing potential effects it may have on historic properties. TOD and historic preservation can be complementary, as the increased development activity around BRT stations can directly lead to the revitalization of historic properties and neighborhoods in those same areas. Conversely, historic properties may be demolished to allow for new development.

The BRT project on its own is expected to have a growth-inducing effect on future investment, jobs, and property values along the BRT route. A substantial amount of redevelopment has occurred in Madison in areas that are well-served by local bus service, and BRT has the potential to increase the pace and scope of redevelopment. Locations along the BRT route that may be susceptible to this include portions of E. Washington Avenue east of Milwaukee Street, Mineral Point Road west of S. Yellowstone Drive, and Sheboygan Avenue. Redevelopment unrelated to BRT is already occurring on the north side of Sheboygan Avenue, just outside of the Hill Farms Historic District. This includes the new Hill Farms State Office Building, completed in 2018, and Madison Yards, a mixed-use development currently under construction.

5.0 ASSESSMENT OF EFFECTS

Effects of the proposed project on historic properties were assessed by applying the seven criteria for adverse effects outlined in 36 CFR § 800.5. Although all of the examples of adverse effect provided in the regulation were considered, only two were found to be relevant:

- (iv) Change of the character of the property's use or of physical features within the property's setting that contribute to its historical significance.*
- (v) Introduction of visual, atmospheric, or audible elements that diminish the integrity of the property's significant historic features.*

With regard to the other examples of adverse effect, there will be no physical destruction or damage to all or part of a historic property (i); no historic properties will be altered, moved/removed, or neglected (ii, iii, and vi); and no historic properties under federal ownership will be transferred, leased, or sold (vii).

5.1 Direct Effects

5.1.1 Stations and Operations

Most historic properties within the APE are located in the vicinity of, but not immediately adjacent to, a proposed BRT station or stations, and effects to these properties will be minimal. This includes the following properties:

- Wisconsin State Capitol
- Dane County Courthouse/Madison City Hall
- Breese Stevens Field
- Kleuter Wholesale Grocery Warehouse
- Gisholt Machine Co.
- Madison East High School

In these cases, a station platform and shelter will either be in the median or on the opposite side of the road as the historic property. The stations may be visible from the property from certain angles, but because of the separation distance there will be no obstructive effects, such as blocking or intruding into a historic view, blocking a significant feature of the historic property, or substantially detracting from a view of the historic property important to the interpretation and perception of its significance. Additionally, these historic properties are located along major, modern transportation corridors with existing bus service, and near existing bus stops (most with shelters). As a result, the addition of BRT stations in these areas will not be a significant change to the current character of the immediate setting or overall urban environment. The proposed stations are not incompatible or out of scale with, or in great contrast to, existing conditions. Rather, their design and appearance clearly differentiate between old and new so as not to create a conjectural or false sense of history near actual historic properties. Further, there will be no measurable changes to the use of, or access to, these historic properties, and noise and traffic volume increases are not expected. Along the BRT route, the BRT system will largely be a replacement/upgrade to an existing bus network, and there are no improvements proposed with irreversible historic implications. With the introduction of electric buses, air and noise impacts are also expected to decrease.

Some stations are in closer proximity to historic properties or are located within the boundary of a historic district. This includes the proposed median station at Whitney Way/Regent Street within the University Hill Farms Historic District, the proposed curbside station at University Avenue/East Campus Mall adjacent to

resources within the Bascom Hill Historic District, the two State Street stations within the State Street Historic District, and the auxiliary station adjacent to the Dane County Courthouse/ Madison City Hall.

Regarding the University Hill Farms Historic District, the proposed Whitney Way/Regent Street station will be within the existing median. The station will be separated from the nearest properties by two travel lanes, a terrace, and a sidewalk. This is an existing signalized intersection with overhead traffic lights, modern street lights at each corner, and existing curbside bus stops on Whitney Way (which will be removed). As with the median stations described above, the addition of a BRT station at this location will not be a significant change to the current character of the immediate setting, nor will it impact views toward or from any historic properties or otherwise have any effect on the integrity of the overall historic district. Whitney Way has historically been a primary transportation corridor for this neighborhood and for traffic in general moving through this part of the city.

Further, bus service is not increasing at this location. The introduction of a BRT station is unlikely to increase, and may decrease, the amount of park-and-ride activity that was observed in the years immediately prior to the COVID pandemic. Whitney Way is an existing transit corridor with about eight buses per hour during peak periods heading towards downtown. BRT will replace this service and reduce this volume to four buses per hour. Peak period bus service on Sheboygan Avenue towards downtown will be reduced from 16 buses per hour to eight.

Lastly, although recent safety improvements completed along Whitney Way will support the BRT by improving safety for people taking transit, this was done separately from the BRT project. BRT can operate with or without these improvements, which includes the removal of on-street parking from Whitney Way, from both within and outside the historic district, where on-street parking usage was low in most areas (2 to 3 percent).

The proposed curbside station at University Avenue/East Campus Mall will include both nearside and farside platforms. The nearside platform will not include a shelter, a request of the Chazen Museum of Art to avoid potentially obstructing views of the architecture and landscaping at the front of the property. This portion of the museum dates from 2011 and does not contribute to the Bascom Hill Historic District. The farside platform will include a shelter. Directly north of the station is a sidewalk, the front driveway of the museum, and a sculpture garden. This front area was part of the 2011 museum expansion and does not contribute to the historic district. Further to the north, over 100 feet from the station, is the Elvehjem Building, a contributing resource of the historic district. Based on the distance from the station and modern streetscaping and landscaping between the building and University Avenue, there will be only minor visual effects, if any, to the Elvehjem Building and the overall historic district.

As noted, the two State Street stations will be smaller in size and have a more transparent enclosure area to maintain storefront visibility to minimize visual impacts to adjacent buildings/businesses. The proposed eastbound station is adjacent to the Madison Museum of Contemporary Art, which was constructed in 2006, and does not contribute to the State Street Historic District. The station will be in the location of modern benches and planter boxes within the terrace area. Because of its location and lower impact design, this station will have minimal effects on the overall historic district. The proposed westbound station is adjacent to 346 State Street, a contributing c.1890 Italianate-style commercial building. The station will be fully incorporated within the terrace area along a side elevation of the building and replace an existing bus stop and shelter. The existing and proposed shelter will be similar in size (about 20 feet long and eight feet wide). The BRT station will not reduce pedestrian walkways or obstruct views of any important architectural features of the building, which are largely limited to the upper story and cornice, nor will it detract from any historic features critical to understanding and interpreting the significance of the overall historic district. Bus service will not increase along State Street, which has been a public transit route since the electric streetcar era of the late nineteenth and early twentieth centuries. Total bus volumes on State Street are estimated to

be reduced by 40%. Buses will be removed entirely from the 400 to 600 blocks of State Street, within the historic district, and the total number of bus stops on State Street (many with existing shelters) will be reduced from 10 to 2.

An auxiliary BRT station is proposed on Doty Street, adjacent to the Dane County Courthouse/Madison City Hall. It will be located on a side elevation of the building in an area that is currently a roadside seating area for pedestrians. This station will normally not be in use and will only include a BRT sign, seating, and potentially a small shelter and lighting improvements. Based on its location and limited features there will be minimal effects, visual or otherwise, to the Dane County Courthouse/Madison City Hall, and no potential to diminish the property's historic integrity in any way. There will be no changes to the property's historic character or use or to any physical features within the property's setting that contribute to its significance.

5.1.2 Future Redevelopment Site

Once BRT construction is complete, the construction staging site on E. Washington Avenue between Butler Street and Hancock Street may be redeveloped by the City using the FTA's Joint Development program. The development is expected to include a mixed-use building that may be up to ten stories in height.

Northeast of this site, and fronting on Main Street, is the National Register-listed St. Patrick's Roman Catholic Church. Between the church building and the potential development site is a two-story, c.1960 parish addition that does not contribute to the property's architectural significance. Because of this addition, there is no direct line of sight to the redevelopment site. Further, the new building will not be behind the church building, such that it could detract from views of the historic property.

5.2 Indirect Effects

The City may implement TOD zoning as outlined in 2018 comprehensive plan, which would include BRT station areas. Local planning efforts in these areas will consider effects to nearby historic properties. This includes excluding local and National Register-listed historic districts from the overlay, which City staff is recommending. The FTA may assess the need to adjust the project APE and/or reconsider effects of the BRT to historic properties if TOD zoning is implemented and development in proximity to historic properties is identified.

6.0 VIEWS OF THE PUBLIC AND CONSULTING PARTIES

6.1 Public Engagement/Involvement

The public engagement/involvement process to date for the BRT project is summarized below. More information is available on the project website at www.cityofmadison.com/metro/routes-schedules/bus-rapid-transit/community-engagement.

6.1.1 Planning Study

Planning and design of the BRT project began in 2019 with the East-West BRT Planning Study. The public engagement process during the planning study stage was designed to support the City of Madison Racial Equity and Social Justice Initiative (RESJI) by involving a broad spectrum of residents in learning about and providing input on the BRT planning process. The purpose was to build broad community awareness and buy-in through an equitable, transparent, and iterative approach that reduced barriers to participation and incorporated a range of community needs, concerns, and priorities into the final plan. The engagement process included a mix of online, print, and in-person tools to provide residents with a variety of choices and opportunities for engagement. Certain engagement strategies such as public meetings targeted the public broadly, while others, such as the mobile engagement stations and small group conversations focused on reaching traditionally underrepresented communities through a more tailored approach to these specific groups and organizations. An LPA was approved by the City of Madison Common Council in March 2020.

6.1.2 Project Development

Following the adoption of the initial LPA, the City began further planning and design work and opted to modify the LPA to include center-running BRT lanes, changes to station locations, and refinements to the alignment. After a series of public engagement events regarding these changes in fall and winter 2020, the City of Madison Common Council approved the revised LPA in January 2021. This revised LPA has been studied and slightly modified during project development and environmental review based on continued engagement with the public.

The City established a project email, brt@cityofmadison.com, for community members to send in questions and comments throughout the planning process. Comments/concerns were received in opposition to using State Street for BRT, primarily related to the perception that it will have a negative impact on the businesses and disrupt the pedestrian experience. Comments/concerns also were received regarding the loss of parking and bike lanes on Whitney Way in the University Hill Farms neighborhood.

Additional engagement was conducted in 2021 to advance station designs based on community feedback. The City sponsored a BRT station design competition to develop conceptual station designs and received over 2,600 comments that informed the selection of the preferred concept.

Overall, very few comments have been received during the project development stage regarding the project's potential to impact historic properties.

6.1.3 State Street

City staff met with members of the Downtown Business Improvement District (BID) on June 23, 2021, to discuss the BRT route and station locations. At the time, several possible station locations on State Street were being investigated. Most members of the BID objected to the BRT route being on State Street and instead wanted all existing bus service removed from State Street. Specific concerns included a desire to

maintain window visibility, operate sidewalk dining and vending, and a long-term goal to turn State Street into a pedestrian mall.

Over the summer of 2021, City staff met individually with the following institutions and businesses located on State Street:

- Madison Museum of Contemporary Art
- Overture Center
- JP's Fresh Market
- Princess of India
- Parthenon
- Triangle Market
- Tutto Pasta
- Noodles
- Little Luxuries
- Anthology
- Jazzman

The purpose of the meetings was to determine a best/preferred location for the BRT stations, share information on the station design, and get direct feedback from stakeholders immediately next to the station. Comments/concerns centered on the visual impacts. In response to the input gathered, the sizes of the platforms and shelters on State Street were reduced.

6.1.4 30% Design Public Information Meetings

The City hosted four Public Information Meetings (PIM) to share the 30% plans and gather community input. The first meeting was held on September 29, 2021, and provided an overview of the BRT route, station configuration, and station design. The subsequent three meetings focused on the east side (October 7, 2021), west side (October 14, 2021), and downtown (October 28, 2021) portions of the route, and included information on potential impacts to historic properties. Questions and comments received generally were regarding operations, station locations and design, and impacts and improvements for both pedestrians and cyclists. During the first overview meeting, there were numerous questions regarding the use of State Street. A question also was raised pertaining to the University Hill Farms Historic District and a concern that the neighborhood will become a de facto park-and-ride. No other questions/comments were received specifically related to historic properties.

6.2 Consulting Parties

6.2.1 Consulting Parties Meeting

To solicit comments specifically regarding the project's effects on historic properties, FTA contacted potential interested parties via letter and/or email in May 2021 (see [Appendix B](#)). This included City preservation planning staff, local historical societies and other preservation organizations, historic property owners, and Native American tribes. Three parties with a demonstrated interest requested to be consulting parties from the FTA and were included in consultation. A Section 106 consultation meeting was held virtually on September 14, 2021. Attendees included project team members from the FTA, the City, SRF Consulting Group, and Commonwealth Heritage Group; Heather Bailey, preservation planner with the City and staff liaison for the City of Madison Landmarks Commission; Mark Buechel with the National Park Service; Kimberly Cook with Wisconsin SHPO; Mike Lawton and Joe Keyes with the Hill Farms Neighborhood Association; Sue Springman with the Mullins Group; and Carmelo Alfano, a business owner on State Street. Meeting minutes are provided in [Appendix B](#). Formal written questions and comments were

received from Mike Lawton and Carmelo Alfano, which are also provided in [Appendix B](#) along with the responses from the project team.

A second consultation meeting is scheduled for December 9, 2021 to discuss the assessment of effects presented in this report.

6.2.2 City of Madison Landmarks Commission

The City of Madison Landmarks Commission is a consulting party under Section 106. An overview of the project and the results of the architecture/history investigations were presented at the commission's September 20, 2021, meeting, which was open to the public. See [Appendix B](#) for a copy of the staff report summarizing the presentation and commission member comments. The commission will make a formal comment regarding project effects on historic properties at the December 13, 2021, meeting. As noted, Heather Bailey, preservation planner with the City, attended the September 2021 consulting parties meeting as staff liaison for the commission.

**Determination of No Adverse Effects
Madison East-West BRT Project**

APPENDIX A

Figures

Determination of No Adverse Effects Madison East-West BRT

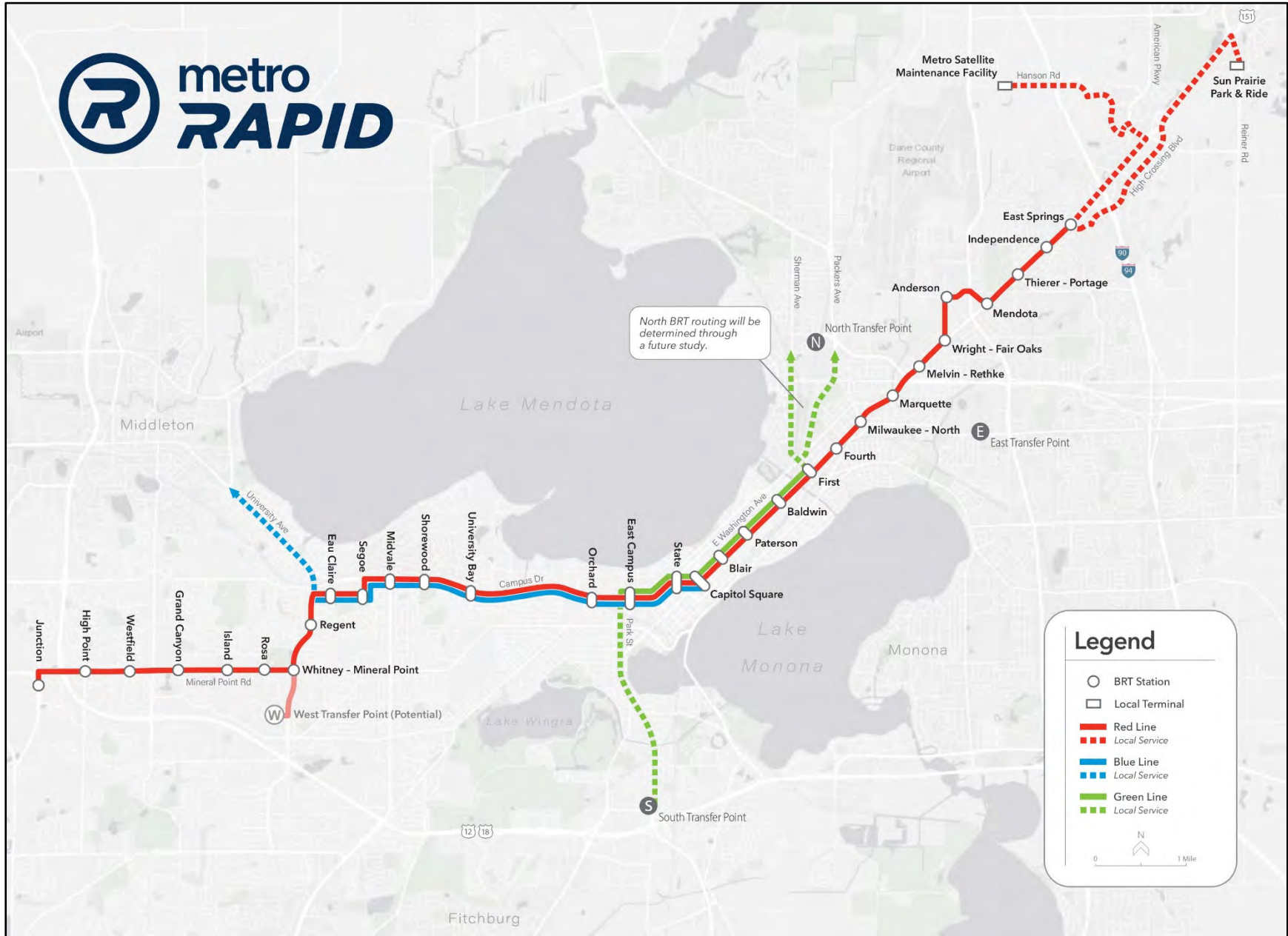


Figure 1. Overview Map of BRT Route

Determination of No Adverse Effects Madison East-West BRT

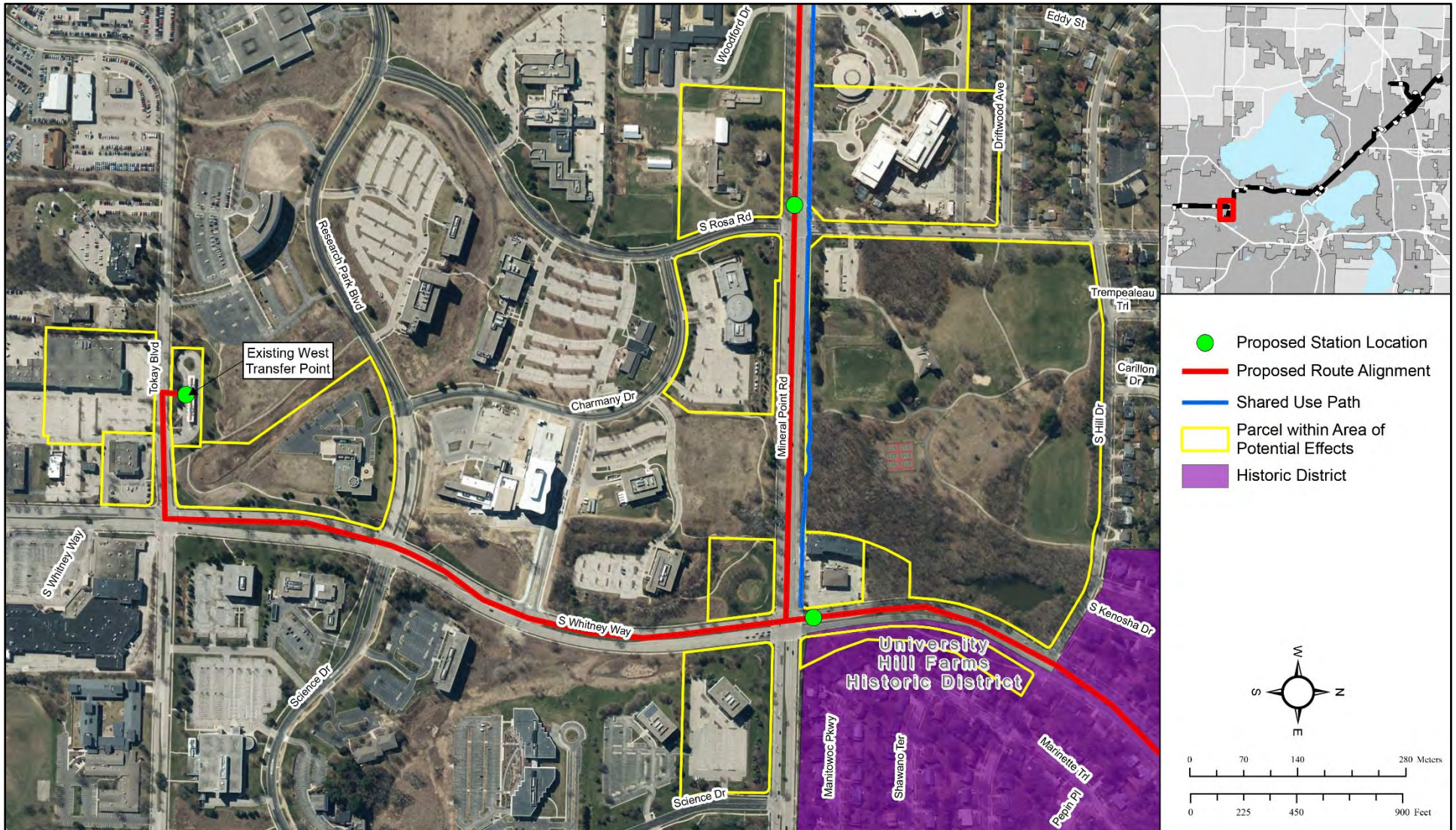


Figure 2. Map of Identified Historic Properties/Districts
Shown Here: University Hill Farms Historic District

Determination of No Adverse Effects Madison East-West BRT

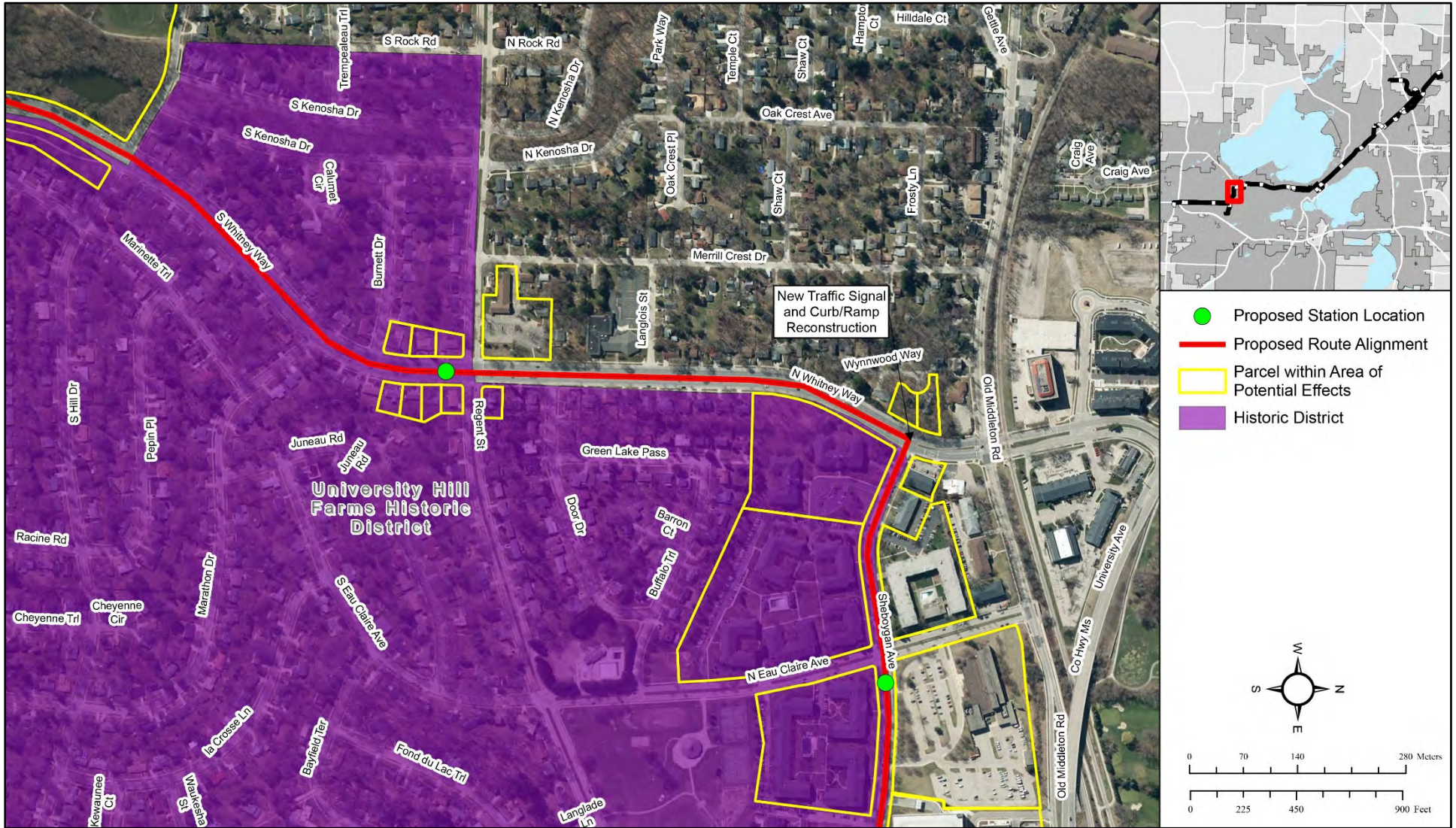


Figure 3. Map of Identified Historic Properties/Districts
Shown Here: University Hill Farms Historic District

Determination of No Adverse Effects Madison East-West BRT

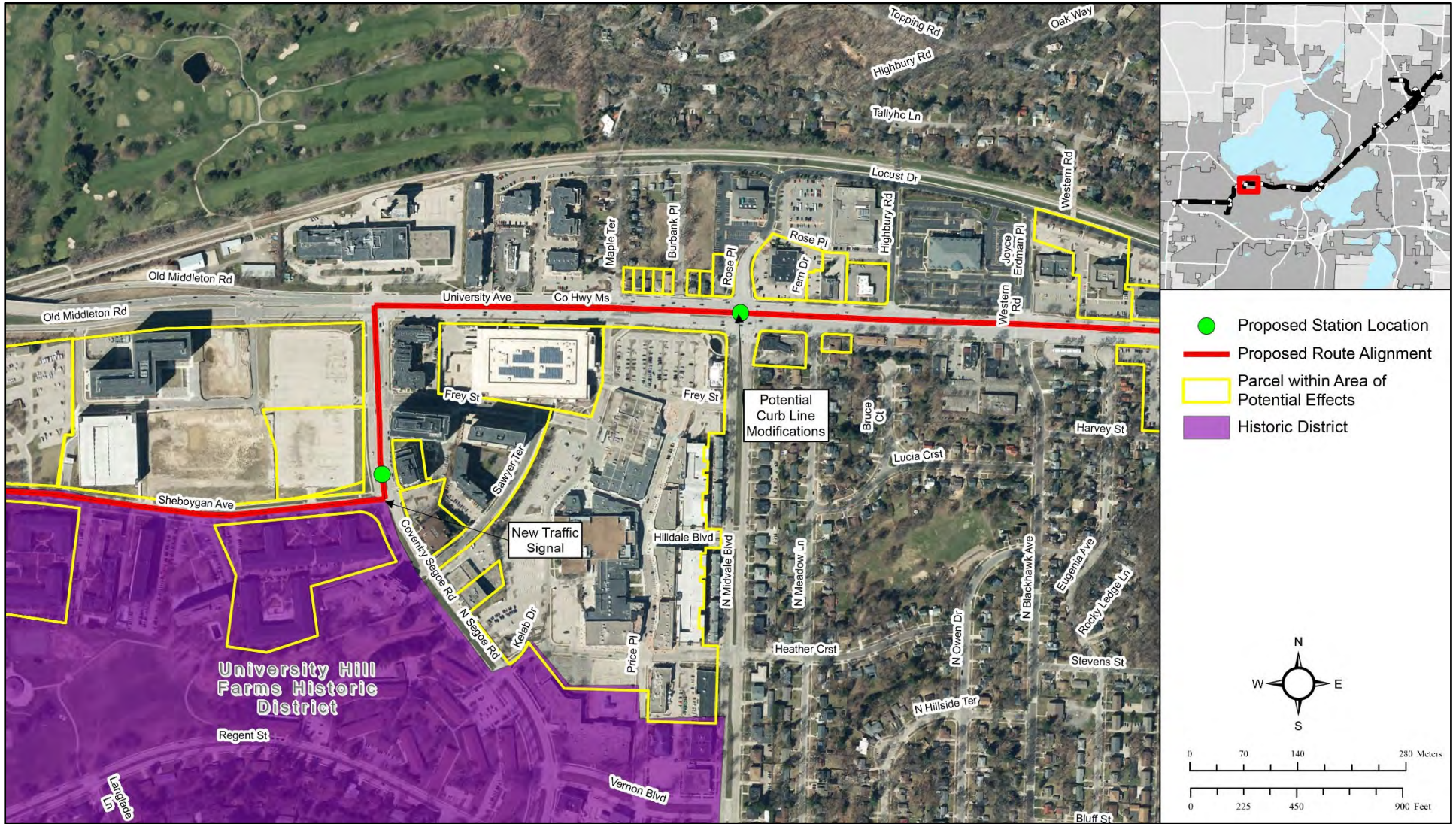


Figure 4. Map of Identified Historic Properties/Districts
Shown Here: University Hill Farms Historic District

Determination of No Adverse Effects Madison East-West BRT

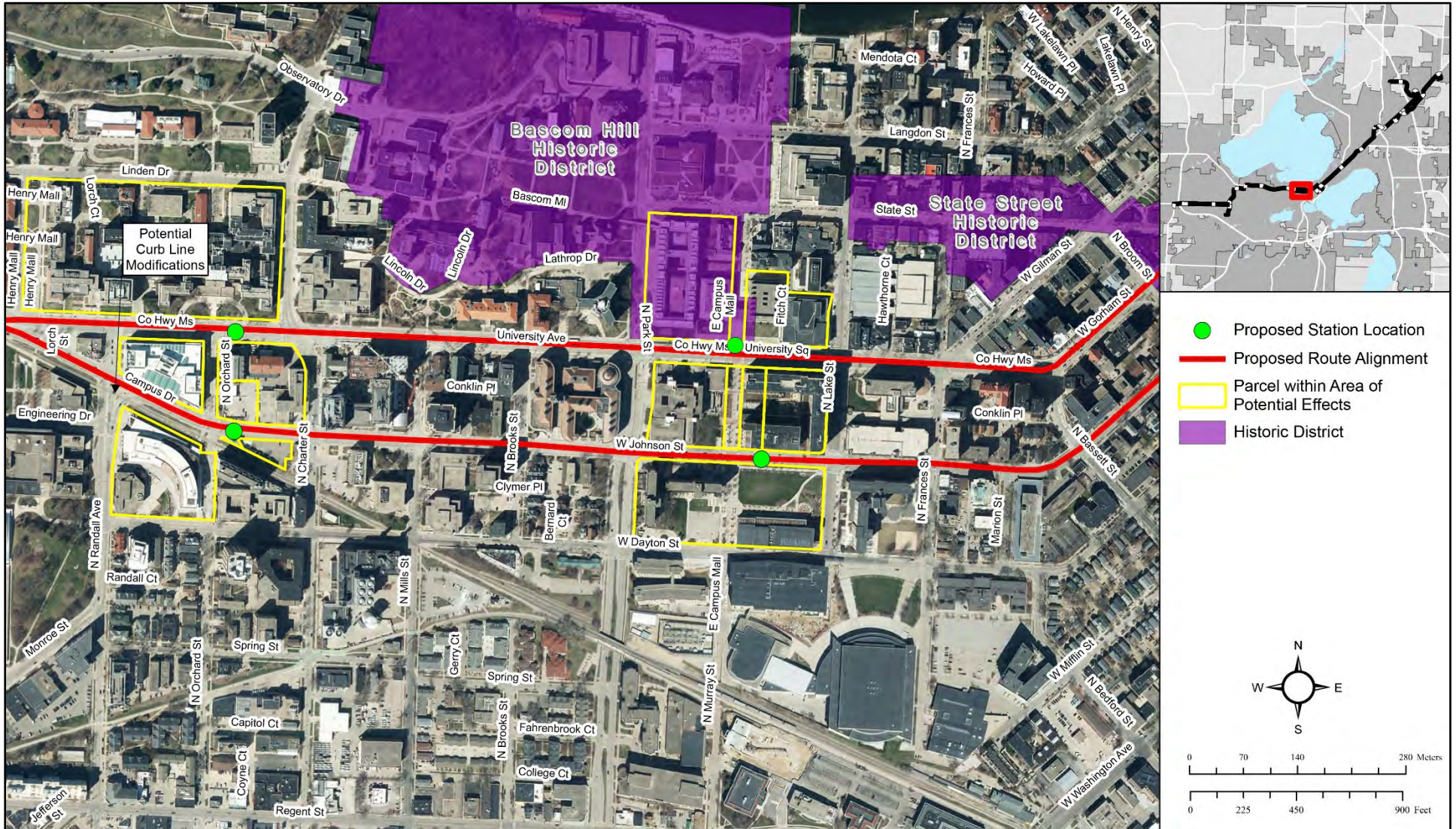


Figure 5. Map of Identified Historic Properties/Districts
Shown Here: Bascom Hill Historic District and State Street Historic District

Determination of No Adverse Effects Madison East-West BRT

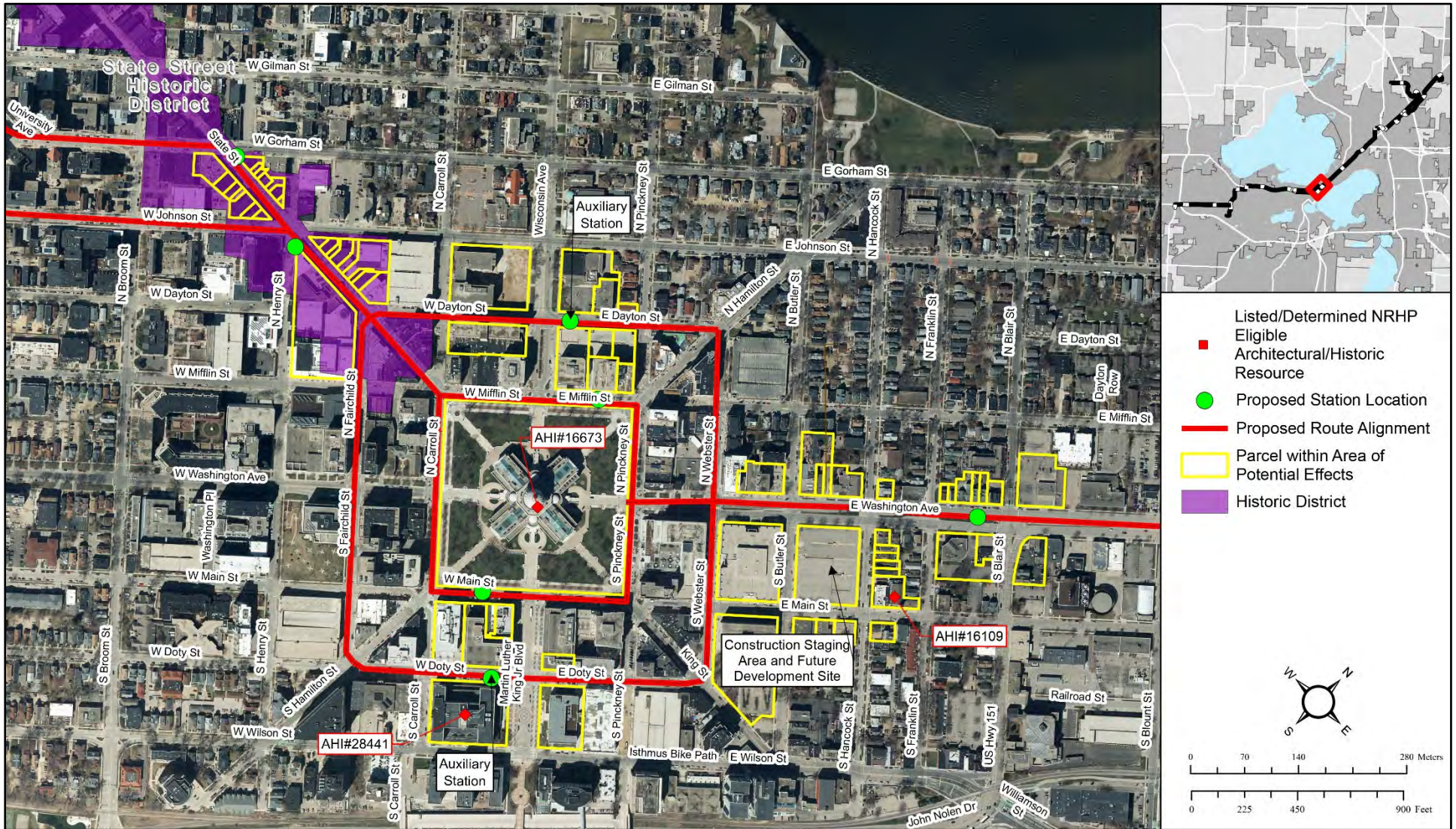


Figure 6. Map of Identified Historic Properties/Districts
 Shown Here: State Street Historic District, Wisconsin State Capitol (AHI #16673), Dane County Courthouse/Madison City Hall (AHI #28441), and St. Patrick's Roman Catholic Church (AHI #16109)

Determination of No Adverse Effects Madison East-West BRT

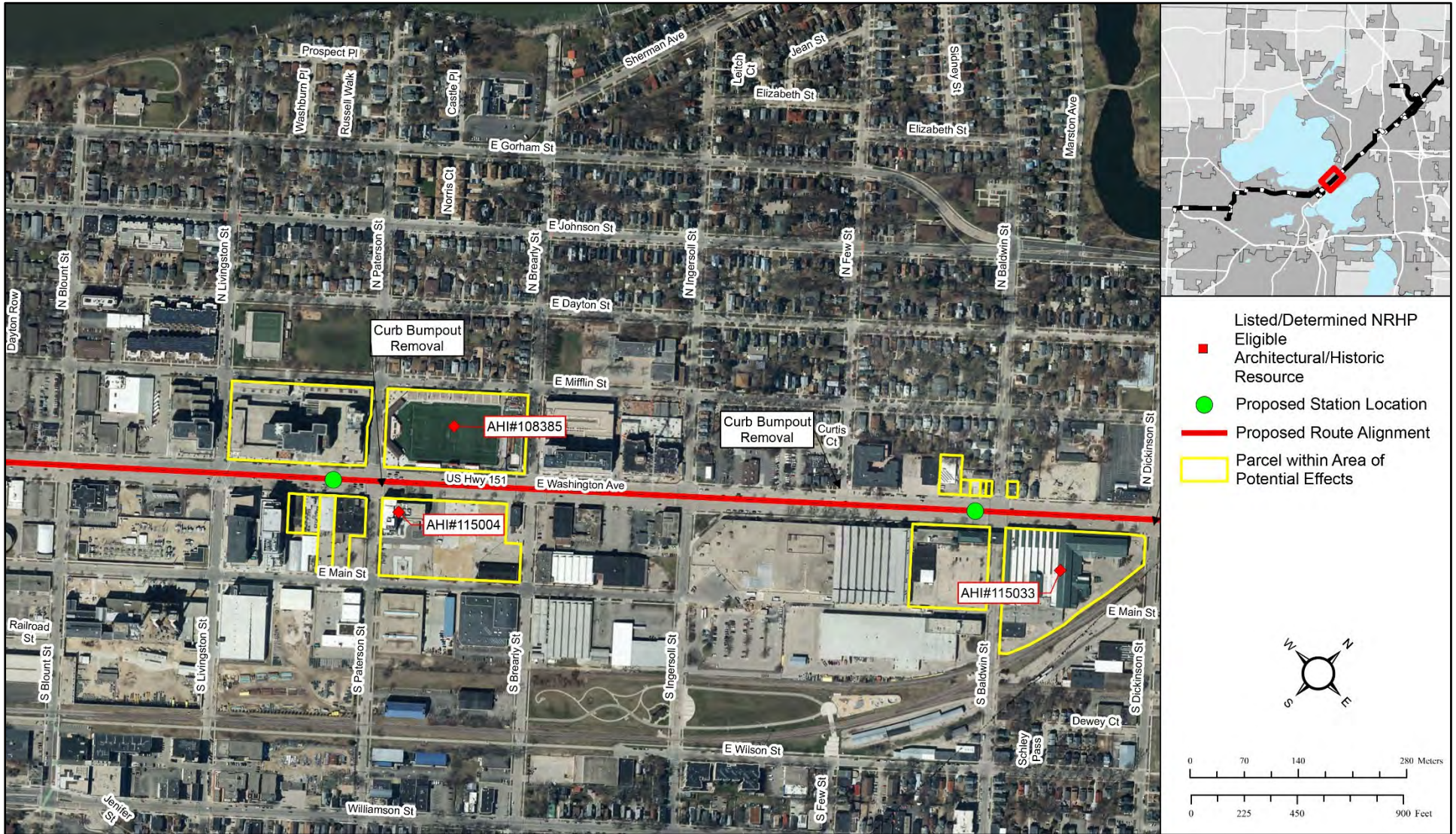


Figure 7. Map of Identified Historic Properties/Districts

Shown Here: Breese Stevens Field (AHI #108385), Kleuter Wholesale Grocery Warehouse (AHI #115004), and Gisholt Machine Co. (AHI #115033)

Determination of No Adverse Effects Madison East-West BRT

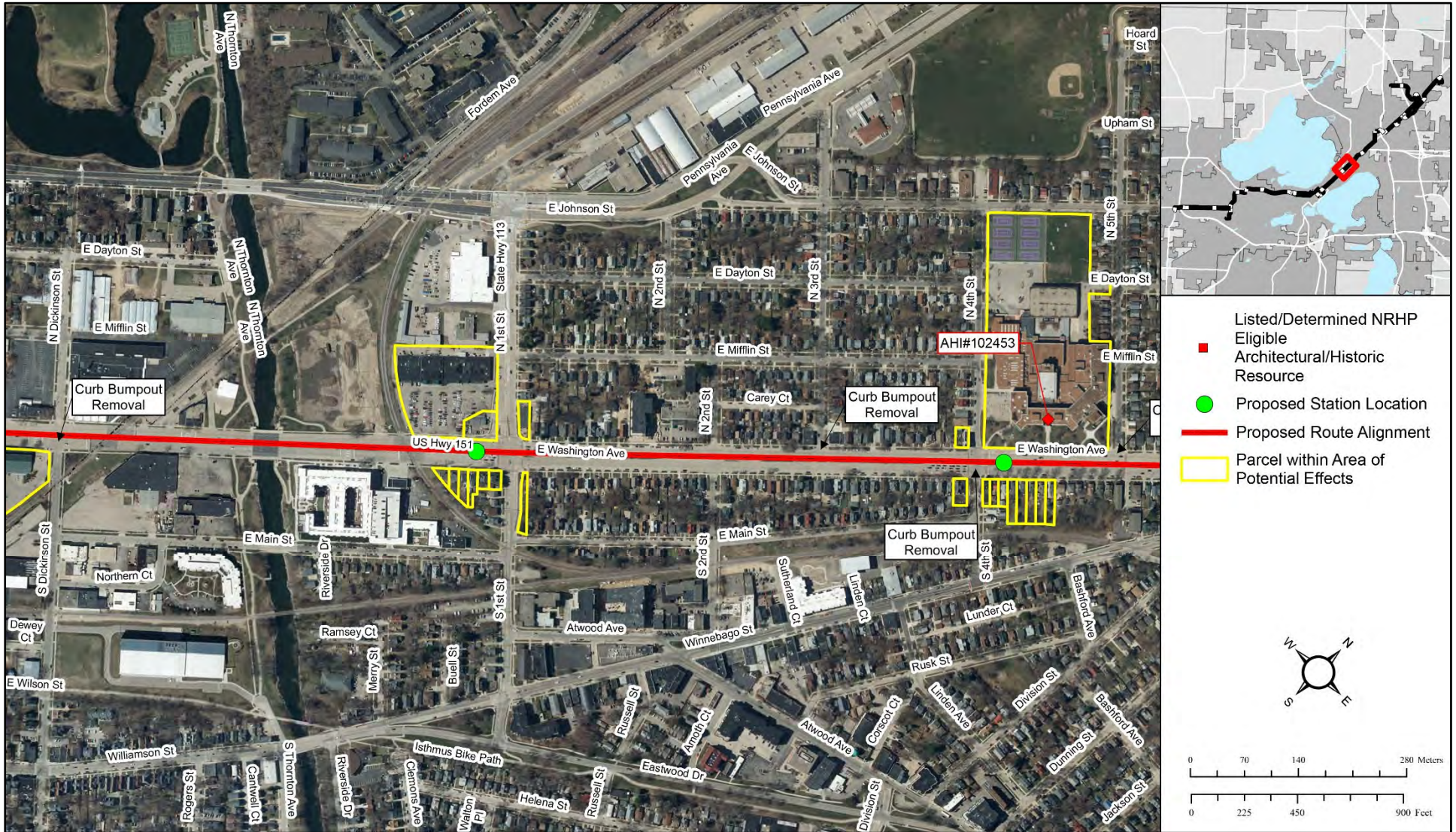


Figure 8. Map of Identified Historic Properties/Districts
Shown Here: Madison East High School (AHI #102453)

**Determination of No Adverse Effects
Madison East-West BRT**



Figure 9. Conceptual Rendering of Proposed BRT Station

Determination of No Adverse Effects Madison East-West BRT

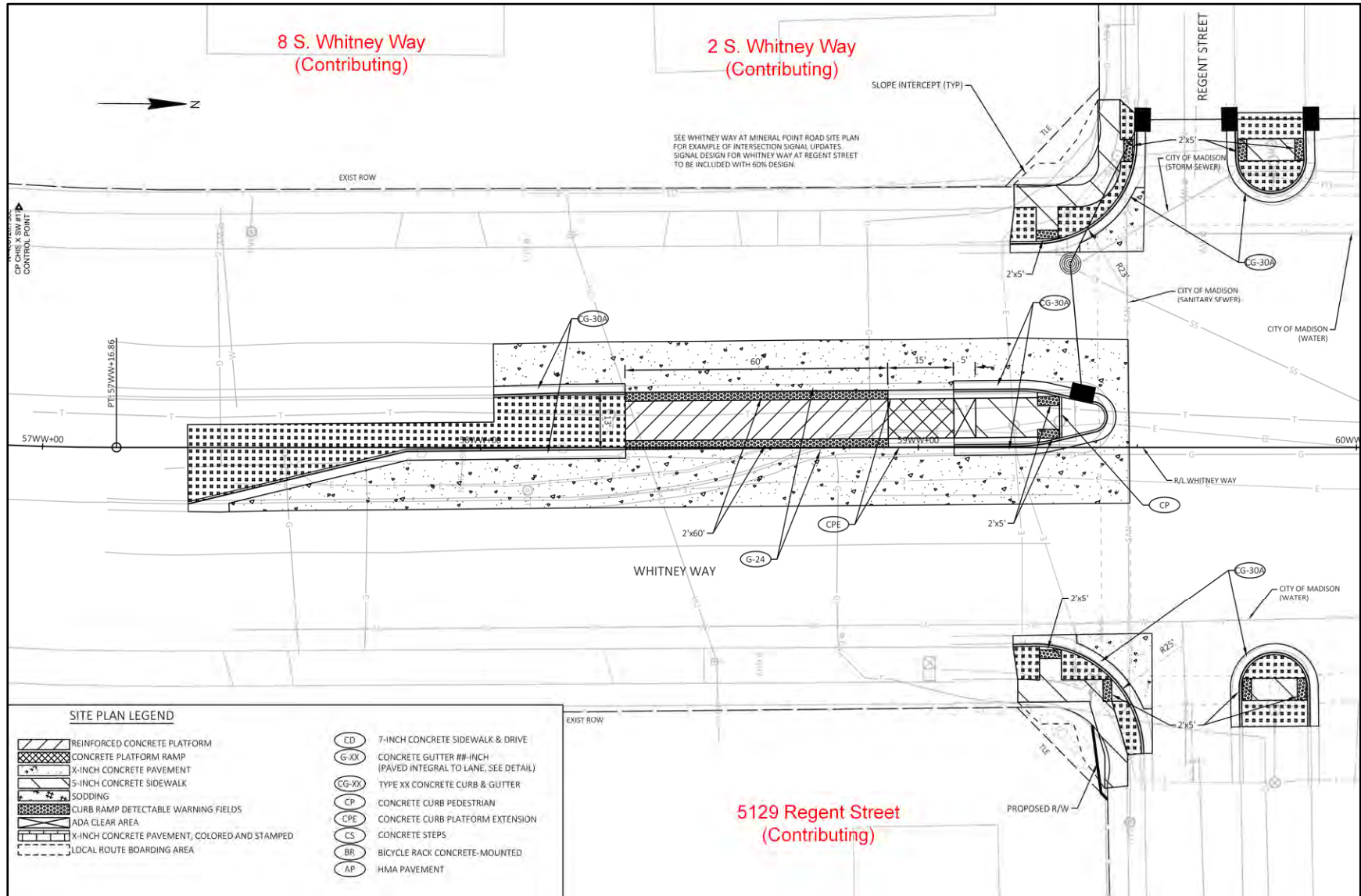


Figure 10. Whitney Way at Regent Street – Plan View of Proposed Median Station
Within University Hill Farms Historic District

**Determination of No Adverse Effects
Madison East-West BRT**



Figure 11. Whitney Way at Regent Street, View South – Existing
Within University Hill Farms Historic District, 2 S. Whitney Way (Contributing) at Right

**Determination of No Adverse Effects
Madison East-West BRT**



Figure 12. Whitney Way at Regent Street, View South – Proposed Median Station
Within University Hill Farms Historic District, 2 S. Whitney Way (Contributing) at Right

**Determination of No Adverse Effects
Madison East-West BRT**



Figure 13. Whitney Way at Regent Street, View Southwest – Proposed Median Station
Within University Hill Farms Historic District, 2 S. Whitney Way (Contributing) in Background

Determination of No Adverse Effects Madison East-West BRT

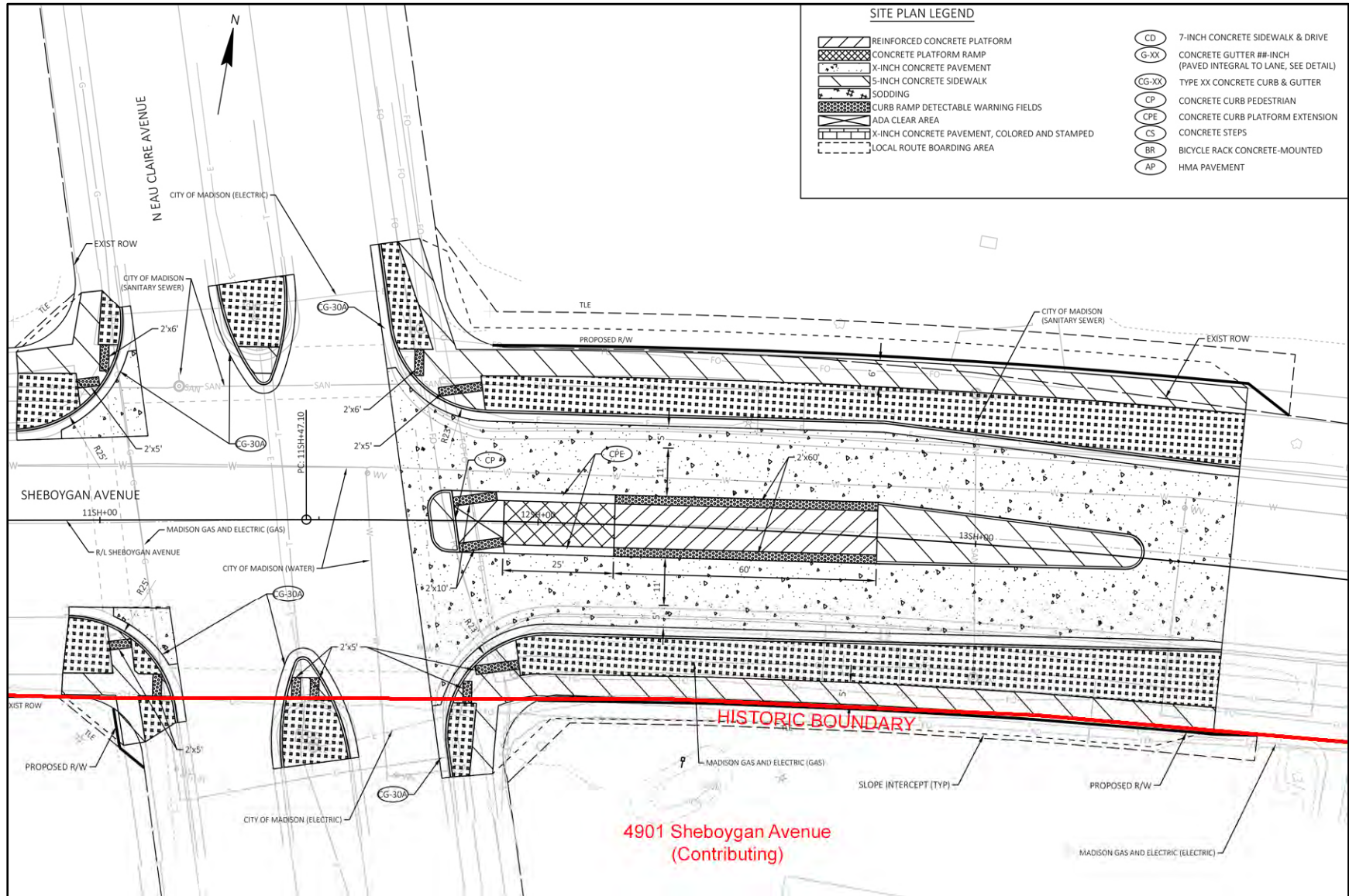


Figure 14. Sheboygan Avenue at Eau Claire Avenue – Plan View of Proposed Median Station
In Vicinity of University Hill Farms Historic District

**Determination of No Adverse Effects
Madison East-West BRT**



Figure 15. Sheboygan Avenue at Eau Claire Avenue, View Southwest – Existing
In Vicinity of University Hill Farms Historic District

**Determination of No Adverse Effects
Madison East-West BRT**



Figure 16. Sheboygan Avenue at Eau Claire Avenue, View Southwest – Proposed Median Station
In Vicinity of University Hill Farms Historic District

Determination of No Adverse Effects Madison East-West BRT

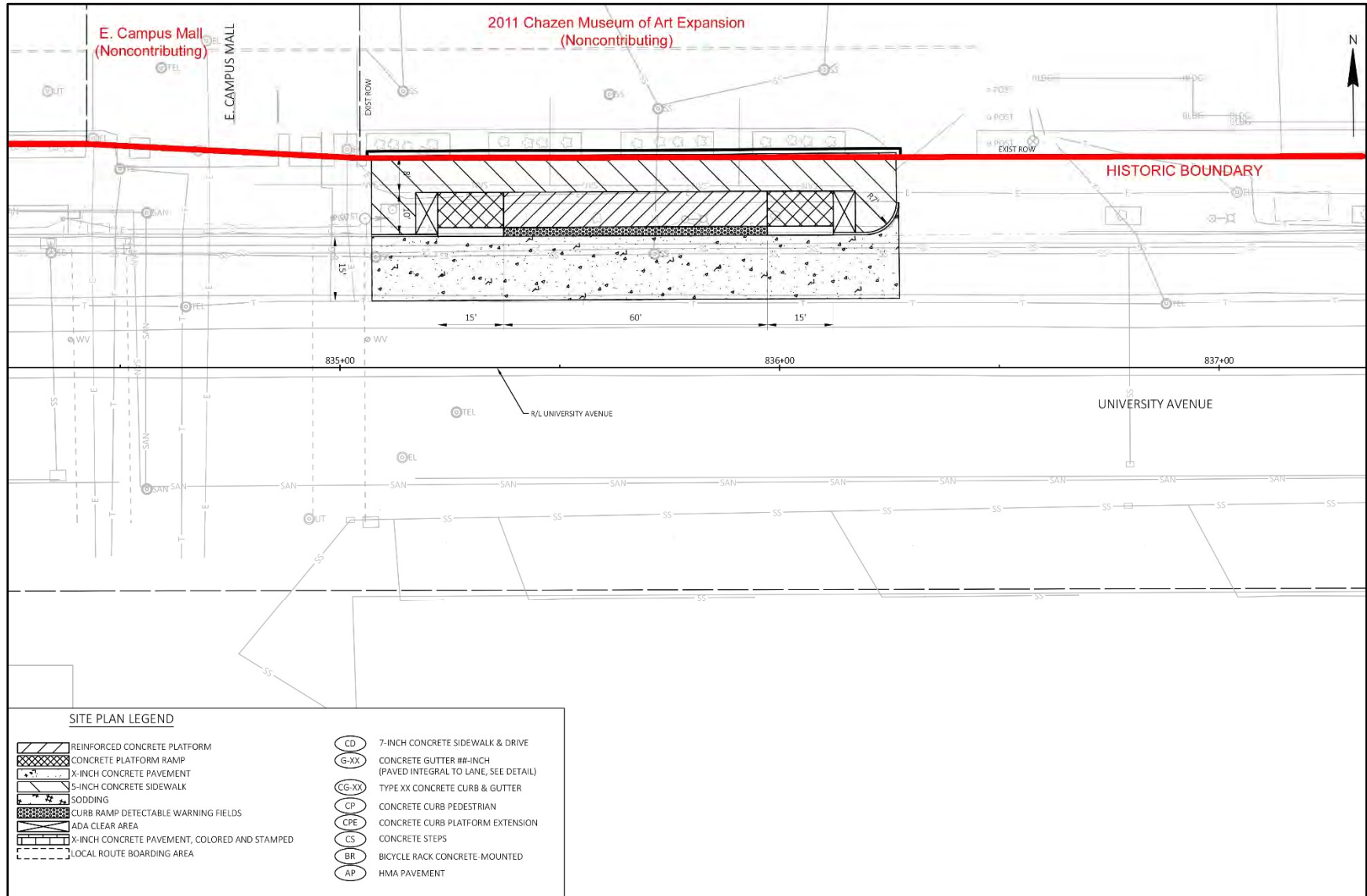


Figure 17. University Avenue at Campus Mall – Plan View of Proposed Nearside Curbside Station w/o Shelter Adjacent to Bascom Hill Historic District

**Determination of No Adverse Effects
Madison East-West BRT**



Figure 18. University Avenue at Campus Mall, View Northwest – Existing
Adjacent to Bascom Hill Historic District, 2011 Chazen Museum of Art Expansion (Noncontributing) in Background at Right

**Determination of No Adverse Effects
Madison East-West BRT**



Figure 19. University Avenue at Campus Mall, View Northwest – Proposed Nearside Curbside Station w/o Shelter Adjacent to Bascom Hill Historic District, 2011 Chazen Museum of Art Expansion (Noncontributing) in Background at Right

Determination of No Adverse Effects Madison East-West BRT

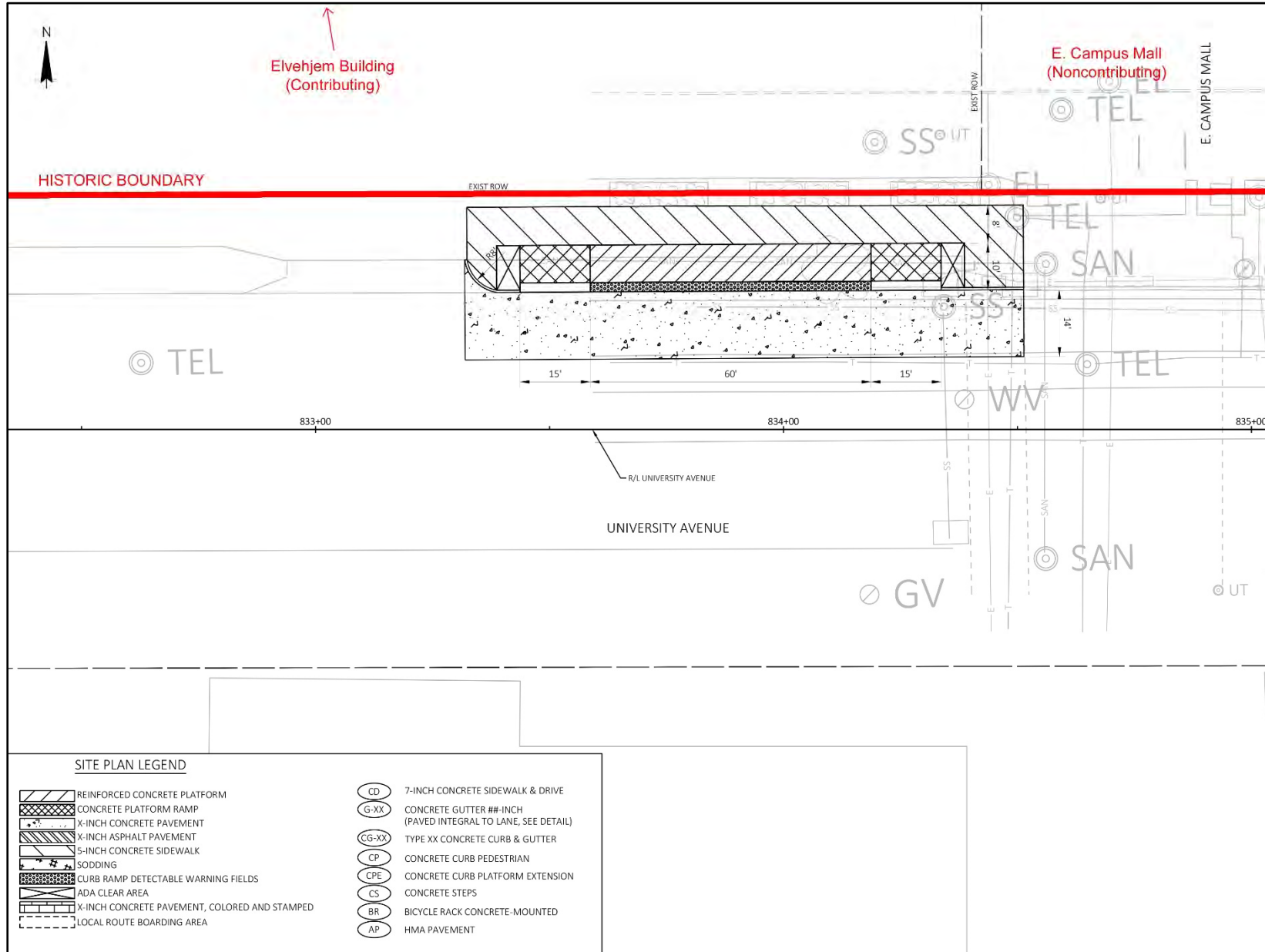


Figure 20. University Avenue at Campus Mall – Plan View of Proposed Farside Curbside Station
Adjacent to Bascom Hill Historic District

**Determination of No Adverse Effects
Madison East-West BRT**



Figure 21. University Avenue at Campus Mall, View Northwest – Existing
Adjacent to Bascom Hill Historic District, Elvehjem Building (Contributing) in Background

Determination of No Adverse Effects
Madison East-West BRT



Figure 22. University Avenue at Campus Mall, View Northwest – Proposed Farside Curbside Station
Adjacent to Bascom Hill Historic District, Elvehjem Building (Contributing) in Background

Determination of No Adverse Effects Madison East-West BRT

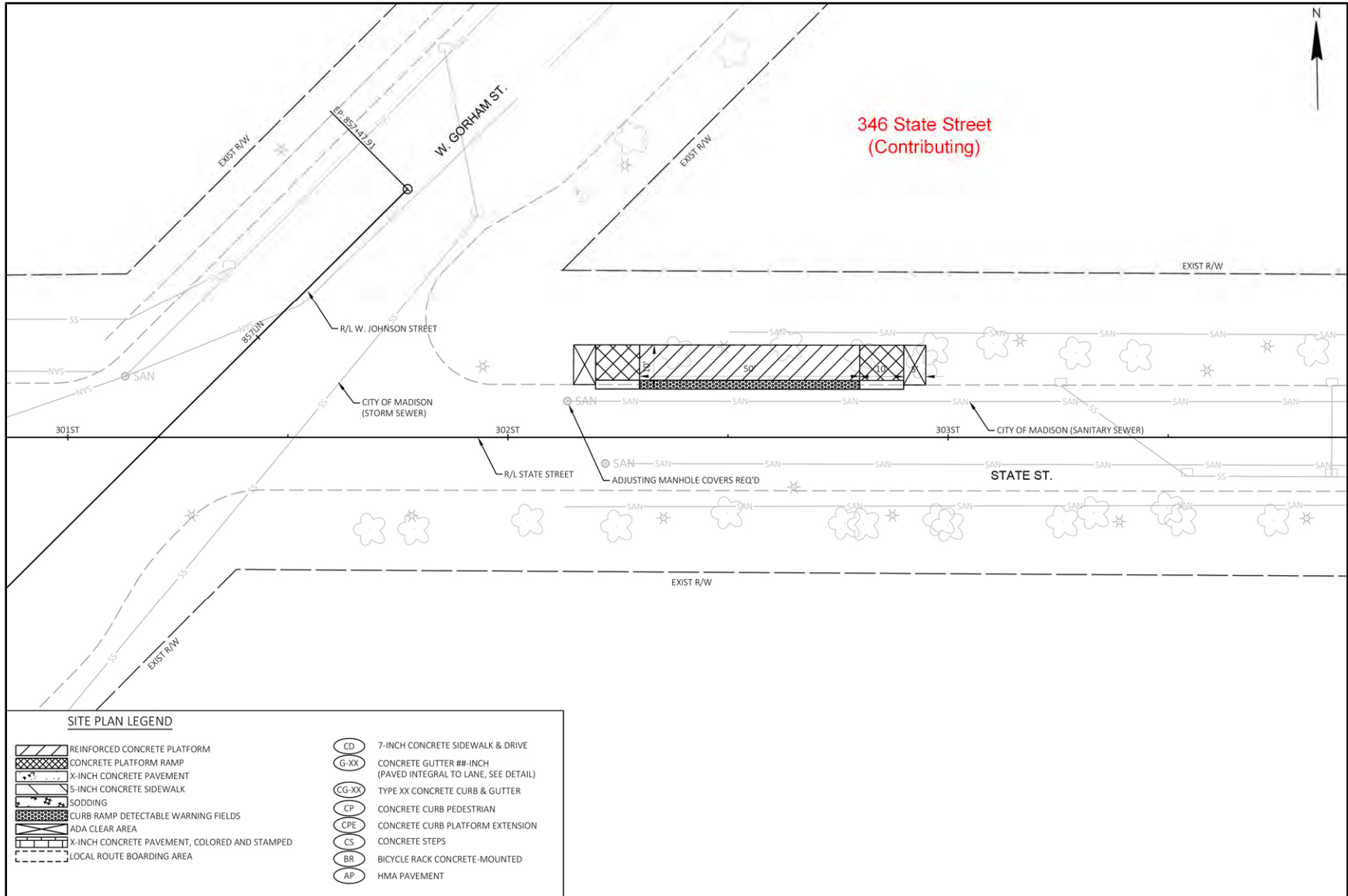


Figure 23. State Street at Gorham Street – Plan View of Proposed Curbside Station
Within State Street Historic District

Determination of No Adverse Effects
Madison East-West BRT



Figure 24. State Street at Gorham Street, View Northeast – Existing
Within State Street Historic District, 346 State Street (Contributing) in Background

Determination of No Adverse Effects
Madison East-West BRT



Figure 25. State Street at Gorham Street, View Northeast – Proposed Curbside Station
Within State Street Historic District, 346 State Street (Contributing) in Background

Determination of No Adverse Effects Madison East-West BRT

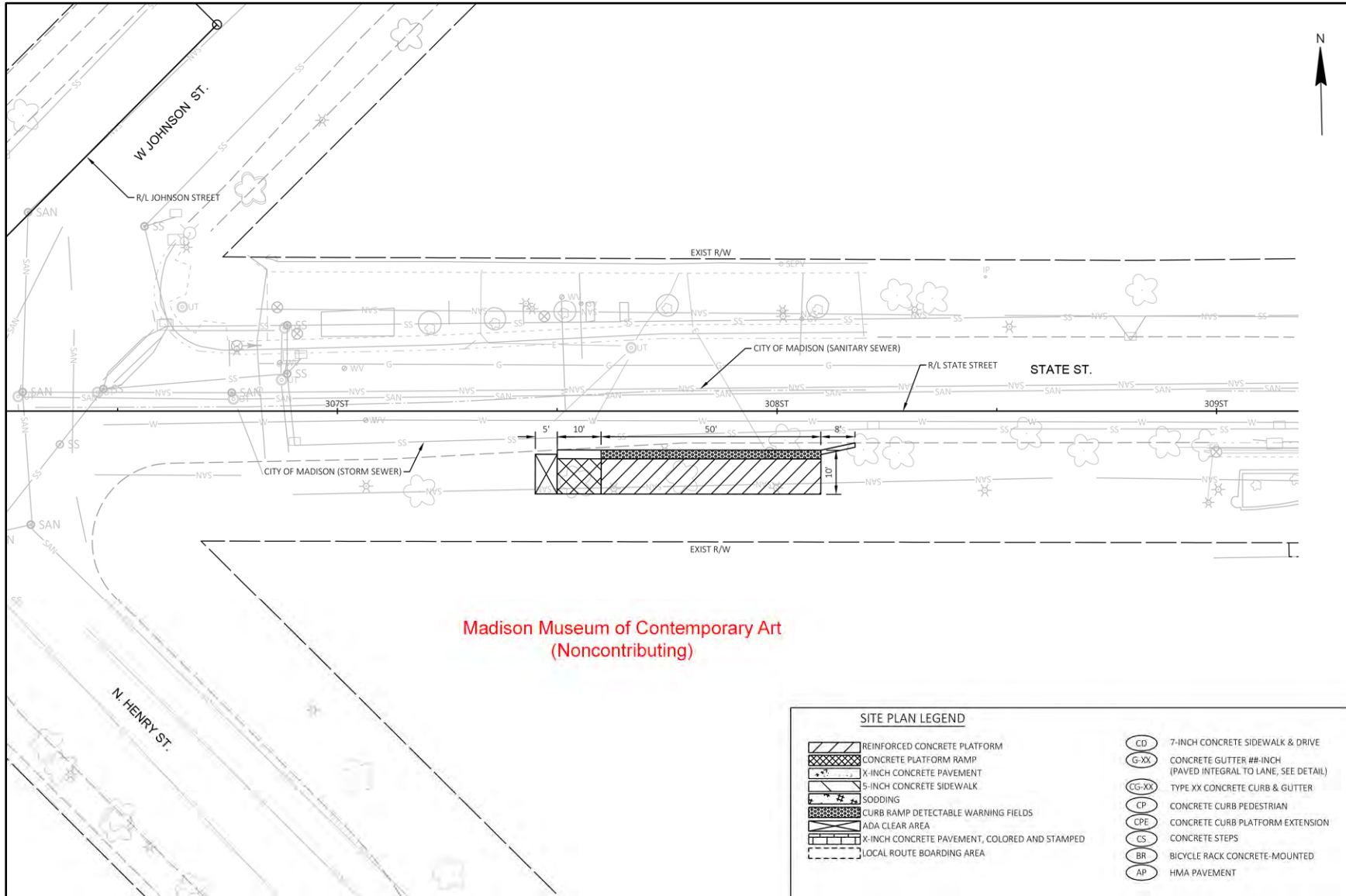


Figure 26. State Street at Johnson Street – Plan View of Proposed Curbside Station
Within State Street Historic District

**Determination of No Adverse Effects
Madison East-West BRT**



Figure 27. State Street at Johnson Street, View Southwest – Existing
Within State Street Historic District, Madison Museum of Contemporary Art (Noncontributing) in Background

**Determination of No Adverse Effects
Madison East-West BRT**



Figure 28. State Street at Johnson Street, View Southwest – Proposed Curbside Station
Within State Street Historic District, Madison Museum of Contemporary Art (Noncontributing) in Background

Determination of No Adverse Effects Madison East-West BRT

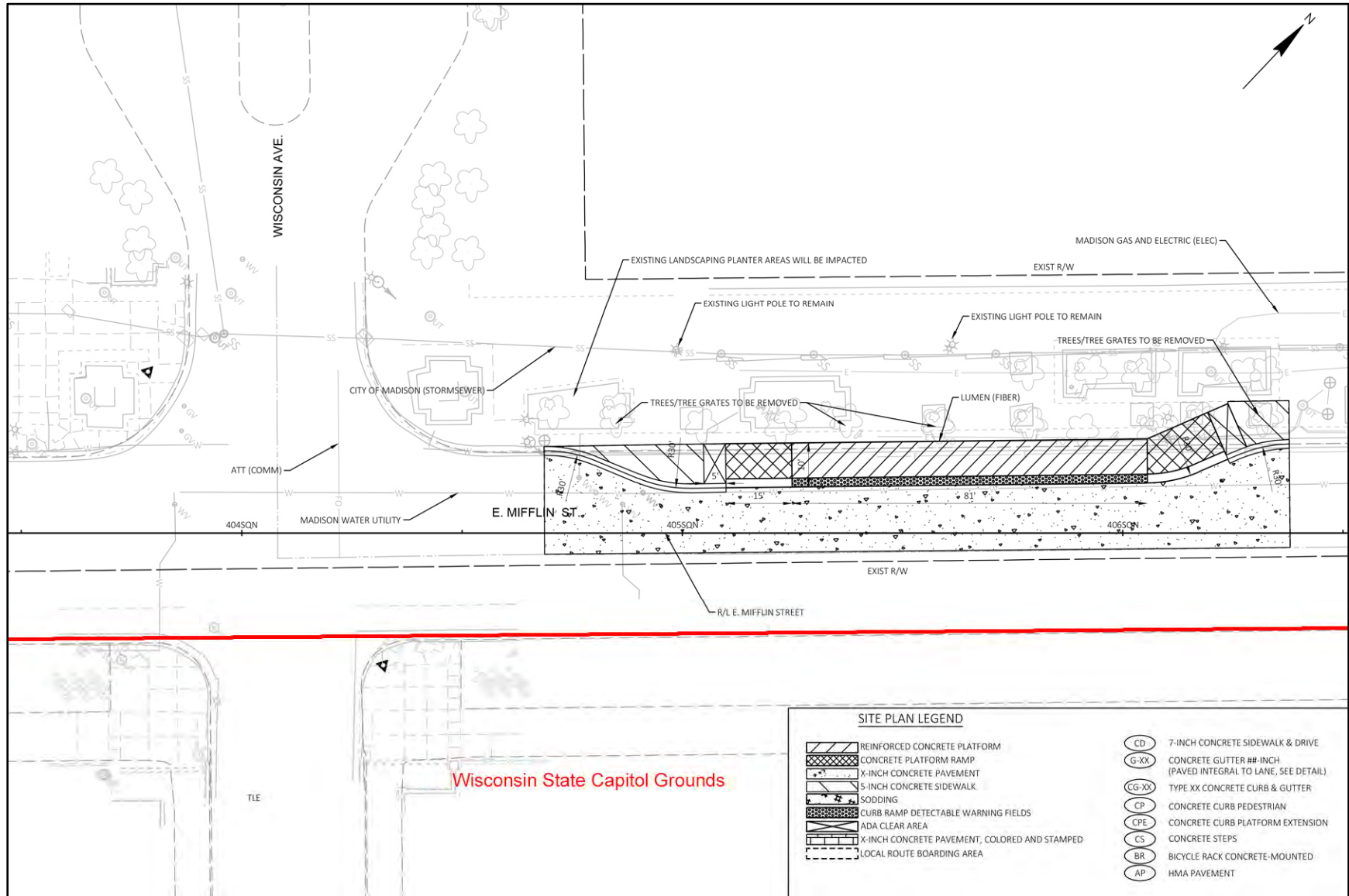


Figure 29. Capitol Square, Mifflin Street at Wisconsin Avenue – Plan View of Proposed Curbside Station
In Vicinity of Wisconsin State Capitol

Determination of No Adverse Effects Madison East-West BRT

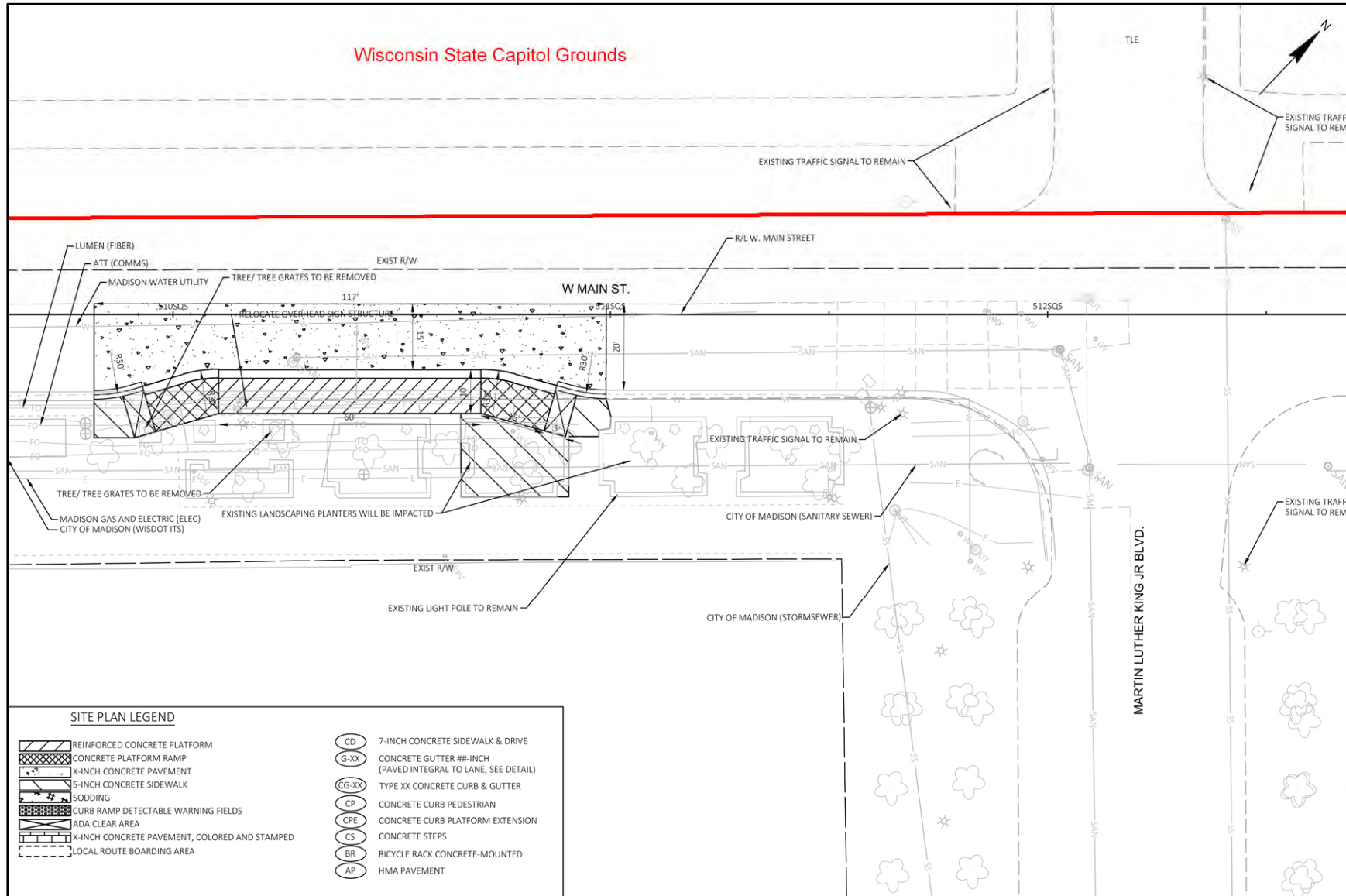


Figure 30. Capitol Square, Main Street at MLK Jr Boulevard – Plan View of Proposed Curbside Station
In Vicinity of Wisconsin State Capitol

**Determination of No Adverse Effects
Madison East-West BRT**



Figure 31. Capitol Square, Main Street at MLK Jr Boulevard, View Northwest – Existing
Wisconsin State Capitol in Background

**Determination of No Adverse Effects
Madison East-West BRT**



Figure 32. Capitol Square, Main Street at MLK Jr Boulevard, View Northwest – Proposed Curbside Station
Wisconsin State Capitol in Background

**Determination of No Adverse Effects
Madison East-West BRT**



Figure 33. Capitol Square, Main Street, View Northeast – Proposed Curbside Station
Wisconsin State Capitol at Left

**Determination of No Adverse Effects
Madison East-West BRT**



Figure 34. Proposed Capitol Loop Auxiliary Station on Doty Street
Adjacent to Dane County Courthouse/Madison City Hall

**Determination of No Adverse Effects
Madison East-West BRT**



Figure 35. Existing Local Service Bus Stop and Shelter in Capitol Square Area
Proposed Capitol Loop Auxiliary Station to be Similar in Appearance

Determination of No Adverse Effects Madison East-West BRT

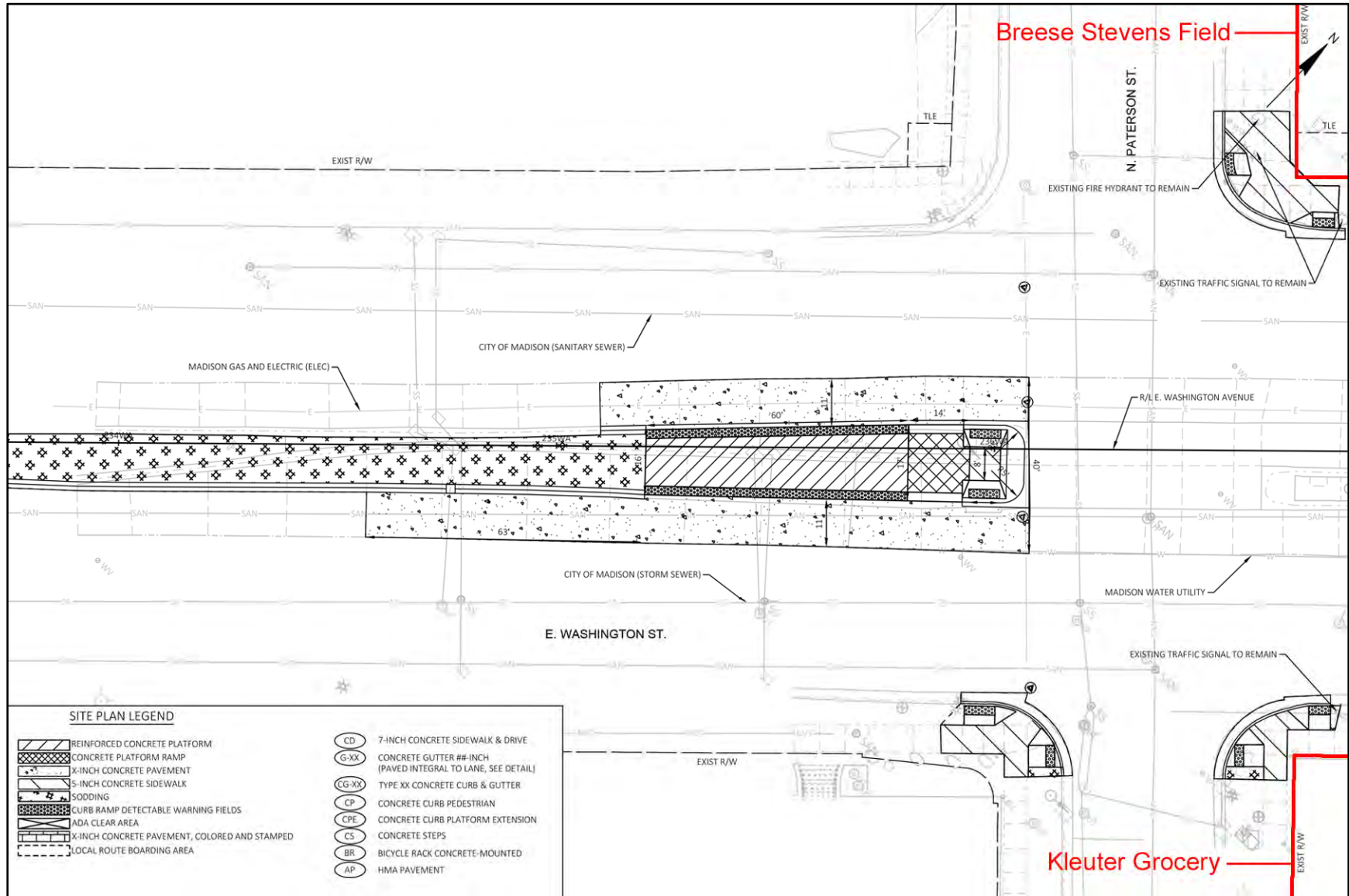


Figure 36. E. Washington Avenue at Paterson Street – Plan View of Proposed Median Station
In Vicinity of Breese Stevens Field and Kleuter Wholesale Grocery Warehouse

Determination of No Adverse Effects Madison East-West BRT

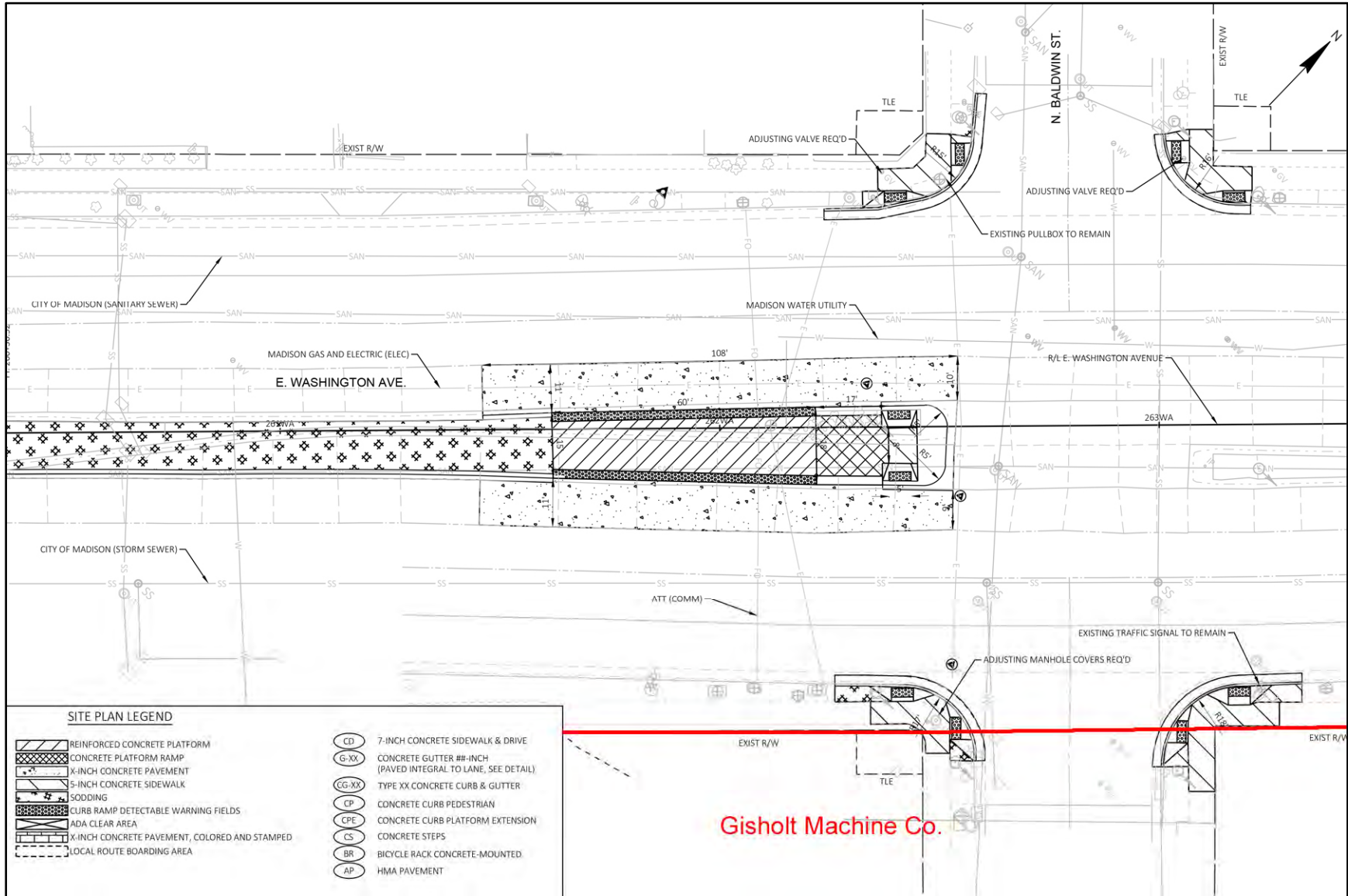


Figure 37. E. Washington Avenue at Baldwin Street – Plan View of Proposed Median Station
In Vicinity of Gisholt Machine Company

Determination of No Adverse Effects
Madison East-West BRT



Figure 38. E. Washington Avenue at Baldwin Street, View South – Existing
Gisholt Machine Company in Background

Determination of No Adverse Effects
Madison East-West BRT



Figure 39. E. Washington Avenue at Baldwin Street, View South – Proposed Median Station
Gisholt Machine Company in Background

Determination of No Adverse Effects Madison East-West BRT

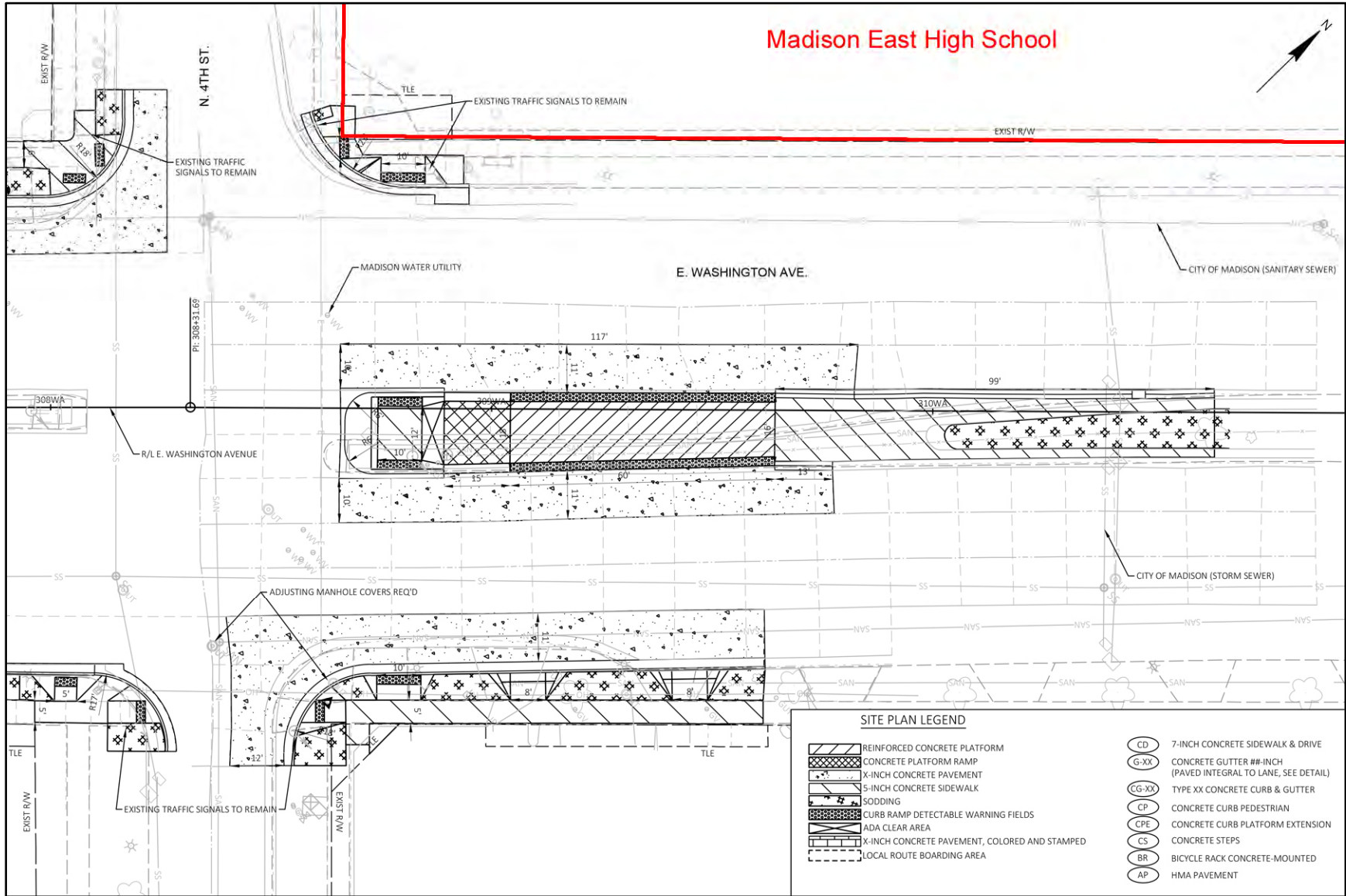


Figure 40. E. Washington Avenue at 4th Street – Plan View of Proposed Median Station
In Vicinity of Madison East High School

**Determination of No Adverse Effects
Madison East-West BRT**



Figure 41. E. Washington Avenue at 4th Street, View North – Existing
Madison East High School in Background

**Determination of No Adverse Effects
Madison East-West BRT**



Figure 42. E. Washington Avenue at 4th Street, View North – Proposed Median Station
Madison East High School in Background

**Determination of No Adverse Effects
Madison East-West BRT Project**

APPENDIX B

Consulting Party Meeting Summary

Consulting Party Comments and Responses

Landmarks Commission Staff Report



U.S. Department
of Transportation
**Federal Transit
Administration**

REGION V
Illinois, Indiana,
Michigan, Minnesota,
Ohio, Wisconsin

200 West Adams Street
Suite 320
Chicago, IL 60606-5253
312-353-2789
312-886-0351 (fax)

May 6, 2021

[Name]

[Title]

[Company/Organization]

[Address]

[City, State, Zip]

RE: Section 106 Consulting Party Invitation – Madison East-West Bus Rapid Transit (BRT) Project,
Madison, WI

Dear [Name of Recipient]:

The Federal Transit Administration (FTA) in cooperation with the City of Madison (the city) is proposing the Madison East-West Bus Rapid Transit (BRT) Project in Madison, WI. FTA and the city will be preparing a documented Categorical Exclusion pursuant to 23 CFR 771.118 (c)(9) to evaluate the environmental impacts of the project. As part of its responsibilities under 36 CFR § 800 – Protection of Historic Properties and the National Historic Preservation Act (NHPA), FTA is initiating a Section 106 Consultation Process for the Project.

The Project's locally preferred alternative (LPA), as adopted in January 2021, is an approximately 15-mile east-west BRT route that will run along E. Washington Avenue, around Capitol Square, through the University of Wisconsin-Madison campus, and along University Avenue and Mineral Point Road to Junction Rd. It will be an on-street system with buses operating in a combination of mixed traffic and both center running and side running bus lanes, with running way improvements such as limited stops, transit signal priority, and other various intersection improvements. The BRT route will have a total of between 30 and 32 station locations and terminate to the east near the intersection of E. Washington Avenue and East Springs Boulevard and to the west off Mineral Point Road near the Madison Beltline. A map of the LPA is included with this letter and additional information about the project can be found at: www.cityofmadison.com/metro/routes-schedules/bus-rapid-transit. Additional enclosures include area of potential effects (APE) memos for architecture-history and archaeology resources.

Section 106 of the *National Historic Preservation Act* requires federal agencies to take into account the effects of their undertakings on historic properties. This process involves efforts to identify historic properties potentially affected by the undertaking, assess its effects, and seek ways to avoid, minimize or mitigate any adverse effects on historic properties. In accordance with 36 CFR § 800.2(c), you are invited to participate in the Section 106 process as a Consulting Party. As part of the process, the project team will work through a three-step process with consulting parties to:

Consulting Party Invitation Letter - May 2021
Section 106 Consulting Party Invitation
Madison East-West BRT Project, Madison, WI

1. Identify historic properties that could be potentially affected by the project;
2. Assess project effects on these resources; and
3. If there are adverse effects, develop ways to avoid, minimize, or mitigate adverse effects on historic properties.

Participation in this process is voluntary and open to anyone “with a demonstrated interest in the effect of the undertaking on properties listed on or eligible for listing on the National Register of Historic Places.” This may include property owners, business owners, historic preservation groups, neighborhood associations, or others who are interested in historic resources and preservation. Additional information about the consultation process is available online at <http://www.achp.gov/citizensguide.html>.

Your timely response to this invitation will greatly help us incorporate your concerns into project development. For that purpose, we respectfully request that you complete the enclosed Project Consultation Options Form and forward it to FTA within 30 days of receipt of this letter. If you have questions or comments related to the proposed project, please contact Elizabeth Breiseth of the FTA Regional Office at the address above, by telephone at 312-353-4315 or by email at elizabeth.breiseth@dot.gov.

Sincerely,

**JASON M
CIAVARELLA**

 Digitally signed by JASON M
CIAVARELLA
Date: 2021.05.07 07:34:09 -05'00'

Jay Ciavarella
Director, Office of Planning and Program Development

ecc: Elizabeth Breiseth, FTA
William Wheeler, FTA
Justin Stuehrenberg, City of Madison

Enclosures: Section 106 Consulting Parties Form
LPA Map
Madison BRT Archaeology APE Memo
Madison BRT Architecture-History APE Memo

Project Consultation Options Form

City of Madison, Historic Preservation Planning

Project: Madison East-West BRT Project, Madison, WI

For each project, please check the appropriate response. Use the back of this form or additional sheets if you wish to make comments:

Project	Our organization is interested in participating in this project as a consulting party. Further consultation is requested.	Our organization has no interest associated with this proposed project and further consultation is not required.
Madison East-West BRT Project	<input type="checkbox"/>	<input type="checkbox"/>

If you have chosen to continue consultation, please indicate the manner in which you wish to do so:

Mail (Address):

Phone:

Fax:

e-mail:

Other: (please describe)

City of Madison, Historic Preservation Planning designated contact for this proposed project:

_____ Phone: _____

NAME, TITLE (Please print)

Signed: _____ Date: _____

Please respond within 30 days of the date of the letter.

Please return Via Email by scanning to: elizabeth.breiseth@dot.gov

Via Fax to: 312-886-0351 Attention: Elizabeth Breiseth

Via Mail to:

Elizabeth Breiseth, Federal Transit Administration, Region V
200 West Adams Street, Suite 320
Chicago, IL 60606-5253

Consulting Party Invitation Letter - Contact List

Native American Tribe	Contact Name	Address 1	Address 2	City	State	Zip	Email Address
Bad River Band of Lake Superior Chippewa Indians of Wisconsin	Edith Leoso, THPO	PO Box 39		Odanah	WI	54861	thpo@badriver-nsn.gov
Forest County Potawatomi Community of Wisconsin	Michael LaRonge, THPO	8130 Mish ko Swen Drive	PO Box 340	Crandon	WI	54520	michael.laronge@fcpotawatomi-nsn.gov
Ho-Chunk Nation	William Quackenbush, THPO	PO Box 667		Black River Falls	WI	54615	bill.quackenbush@ho-chunk.com
Lac Vieux Desert Band of Lake Superior Chippewa Indians	Daisy McGeshick, THPO	PO Box 249		Watersmeet	MI	49969	daisy.mcgeshick@lvd-nsn.gov
Prairie Band Potawatomi Nation	Hattie Mitchell, THPO	16281 Q Road		Mayetta	KS	66509	hattiemitchell@pbpnation.org
Prairie Island Indian Community Minnesota Mdewakanton Sioux	Noah White, THPO	5636 Sturgeon Lake Road		Welch	MN	55089	noah.white@piic.org
Red Cliff Band of Lake Superior Chippewa Indians of Wisconsin	Marvin Defoe, THPO	88455 Pike Road		Bayfield	WI	54814	marvin.defoe@redcliff-nsn.gov
Sac and Fox Nation of Missouri in Kansas and Nebraska	Gary Bahr, Vice Chairperson	305 N. Main Street		Reserve	KS	66434	gary.bahr@sacandfoxks.com
Sac and Fox Nation of Oklahoma	Chris Boyd, Historic Preservation Officer	920883 S Hwy 99 Bldg A		Stroud	OK	74079	chris.boyd@sacandfoxnation-nsn.gov
Sac and Fox of the Mississippi in Iowa	Jonathan Buffalo, NAGPRA Rep.	349 Meskwaki Road		Tama	IA	52339	adminast.council@meskwaki-nsn.gov
Other Individuals/Organizations Contacted							
Dane County Historical Society	Richard Bernstein, Office Manager	3101 Lake Farm Road		Madison	WI	53711	danecountyhistory@gmail.com
Historic Madison, Inc.	Mark Gajewski	PO Box 2721		Madison	WI	53701	mqajewski@aol.com
Madison Trust for Historic Preservation	Kurt Stege, President	PO Box 296		Madison	WI	53701	info@madisonpreservation.org
UW-Madison, Historic Preservation Planning	Daniel Einstein	30 N. Mills Street, 4th Floor		Madison	WI	53715	daniel.einstein@wisc.edu
Madison Landmarks Commission	Heather Bailey, Staff Liaison						landmarkscommission@cityofmadison.com hbailey@cityofmadison.com
Hill Farms Association	Mike Lawton, Chair						milawton@boardmanclark.com
Capitol Neighborhoods, Inc.	Eli Judge, President	P.O. Box 2613		Madison	WI	53701	info@capitolneighborhoods.org president@capitolneighborhoods.org
State Street Business Owner	Carmelo Alfano						calfano@gmail.com
Mullins Group	Sue Springman						sue@mullinsgroup.com

Madison East-West BRT Project Section 106 Consulting Parties Meeting

Record

Meeting Date: **Tuesday, September 14, 2021**

Time: **10:00 AM – 11:30 AM**

Location: Zoom

1. Introductions and Meeting Purpose
Facilitator Adele Hall, SRF Consulting Group

Adele Hall asked all participants to introduce themselves. Attendance at the start of the meeting included Mike Cechvala, Graham Carey (City of Madison); Heather Bailey (Madison Landmarks Commission); Greg Rainka (Commonwealth Heritage Group); Elizabeth Breiseth (Federal Transit Administration); Mark Buechel (National Park Service); Kimberly Cook (State Historic Preservation Office); Mike Lawton, Joe Keyes (Hill Farms Neighborhood Association); Sue Springman (Mullins Group); Carmelo Alfano (business owner on State Street); Adele Hall, Eavan Moore (SRF Consulting Group, Inc.)

They were joined partway through the meeting by two other Hill Farms residents, Russell (last name not given) and Dave Tobin.

2. Project Overview
Mike Cechvala, City of Madison

Mike Cechvala briefly described the origins and status of the East-West BRT project. Bus Rapid Transit is designed for speed and efficiency. The three new color-coded lines (Red, Green Line, Blue) would speed up travel across the city. Related to BRT, a transit network redesign is occurring. The outcome of that process will determine whether BRT will serve the West Transfer Point shown on the map.

The project originated with planning studies around 2013; it received the city's authorization to proceed in 2017. It is currently in the project development phase, finishing up 30 percent design and conducting environmental analysis. Construction is scheduled to start in 2023.

Q&A

Sue Springman asked for clarification on which trips would be faster, as BRT does not reach everywhere in the city. Mike Cechvala explained that the City can model average trip times throughout the city. BRT would substantially increase access throughout the city – people directly on the corridor would benefit most, but anybody will benefit from transferring to a system that gets across town faster. Right now, people transfer from one local bus to another, perhaps a third. Local buses stop frequently and wait in traffic. The city is hearing that the longest trips across town are simply too long.

Consulting Party Meeting Summary - 9/14/2021

3. Overview of the Section 106 Process

Greg Rainka, Commonwealth Heritage Group

Greg Rainka explained that all federally funded, permitted, or licensed projects must include consideration of effects to historic properties. In this case, the federal agency is the Federal Transit Administration (FTA). Two questions must be answered: Does the proposed project have any effect on a historic property? And if so, will those effects be adverse?

A historic property is one listed on or eligible for the National Register of Historic Places. The criteria for evaluation include association with significant events, people, architecture, or archaeological information. Historic integrity includes the setting, materials, location, workmanship, design, feeling, and association.

The area that is reviewed is known as the project's "Area of Potential Effects" (APE). FTA determines the APE in consultation with the State Historic Preservation Office (SHPO). The SHPO concurred with the East-West BRT APE in May 2021.

There are four steps to the Section 106 process. From a consulting party point of view, Step 1 is when they are first notified. Step 2 includes identifying historic properties. The project is currently transitioning into Step 3, assessing effects on historic properties. Step 4 is the resolution of adverse effects on historic properties. This could end with an agreement document of some type, outlining stipulations of what needs to be done to resolve those adverse effects.

Q&A

Mike Lawton asked to see the APE, noting that the neighborhood association was not part of defining it. He also asked that meeting materials be sent out well in advance in future; receiving them this morning did not afford enough time for review.

Adele Hall answered that the APE would be shown in an upcoming segment of the presentation. The project team can also send out materials further in advance of meetings. She added that participants should feel free to review materials after the meeting and send follow up comments.

Mark Buechel noted that the Wisconsin State Capitol is a National Historic Landmark in the corridor, which involves a higher level of significance/protection.

4. Section 106 Surveyed Properties and Results

Greg Rainka, Commonwealth Heritage Group

Greg Rainka demonstrated the mapping done to identify parcels within the APE, which was defined as the 100-foot radius around each station location. On Mineral Point Road, the APE includes all properties adjacent to a planned shared-use path associated with the project. Additional properties were added to a few other locations as well.

Consulting Party Meeting Summary - 9/14/2021

Q&A

Mike Lawton asked about the station at Rosa Road and Mineral Point Road which is in the Hill Farms Neighborhood. Greg Rainka said that while that station may be in the neighborhood, it is not in the National Register historic district, though Garner Park is.

Mike Lawton asked if any other single-family residences along Whitney Way were included. He said that it seemed a narrow, cramped interpretation of the affected area.

Greg Rainka answered that the marked parcels are located where the median-running stations will be constructed.

Mike Lawton noted that the project is doing construction in other areas as well. Mike Cechvala answered that the only change elsewhere would be pavement markings. There are some changes at Whitney/Sheboygan, so those parcels have been marked.

Mike Lawton asked whether the final agreement would stipulate construction only in specific locations.

Elizabeth Breiseth (FTA) said that the consulting parties would be re-engaged if the design changed. The process would not be totally restarted, but people would be alerted to the change and the APE would be adjusted if needed.

Mike Lawton asked again about the residences near the path on Mineral Point Road. Greg Rainka said that the entire historic district was being considered, but the greenspace path is what falls within the APE. Mike Lawton said it seemed inconsistent not to include those residences.

Returning to the subject of Whitney Way, Mike Lawton asked whether the project team had anticipated that the Regent Street station area will become a transfer point, with more traffic and more parking on Regent Street. Mike Cechvala answered that this station would likely serve no more than the BRT and one to two other intersecting routes.

Mike Lawton said that people would drive in to use the bus, noting that neighbors have observed this at Regent and Eau Claire before. He questioned why only houses near the station were included when houses down Regent Street could be affected by parking. He also expressed concern that the neighborhood would be affected by redevelopment attracted by BRT.

Mike Cechvala asked whether there was a deadline for comments to be submitted. Elizabeth Breiseth asked for comments to be submitted October 1 if possible, so that there would be time to consider and address them in the reports to be submitted in early November.

Mike Lawton said that he would need to present to a neighborhood association committee. Elizabeth asked when he could reasonably expect to provide written comments. Mike estimated three weeks, and she said that would be fine.

Mark Buechel commented that normally when you impact the edge of a district, the entire district is in the APE. There is a similar project in Milwaukee, and the entire historic district is included in the APE.

Consulting Party Meeting Summary - 9/14/2021

Greg Rainka answered that the district is in the APE, and they can show those maps as well.

Mike Lawton then suggested removing the slide with individually-marked parcels and showing the whole area.

Adele noted that the map with historic district boundaries is coming up later in the presentation.

Joe Keyes said that he wanted to reiterate Mike Lawton's point about the park-and-ride. He lives three houses away from the Regent/Whitney Way intersection, and there are already people using Regent as a park-and-ride for a couple of houses on either side. If things go as the mayor intends – with everyone encouraged to use BRT by the lane and speed reductions on Whitney Way – then more people will park there. He also suggested looking at Buffalo Drive and Greenlake Pass to see the effects of parking. Finally, he agreed with Mike that the marked parcels on the map should be expanded.

At this point, Joe Keyes had to leave and there were two newcomers. Adele asked them to introduce themselves. Dave Tobin lives in Hill Farms and is interested in this topic. He would like to see the results of a traffic study showing the impacts of the Whitney Way lane reduction, 460 new residential units at Westgate Mall, and another large number of units at Madison Yards.

5. Station Design Process

Mike Cechvala, City of Madison

Mike Cechvala discussed the design competition that led up to the proposed station design. The prize was set at \$10,000 – cost-effective for the city and meaningful for the winner. 67 submissions were received; 50 made it past the initial screening for practicality and completeness; 23 made it past the architectural review for buildability; and the Urban Design Commission chose a winner in May 2021. The project team is now in the process of refining the winning design for construction. The intention is to have a uniform design for all stations, to the extent possible, for both aesthetic and practical reasons. The green roof in the winning design is being analyzed to see if it is practical.

Q&A

Mike Lawton asked for the State Street version of the station. Adele Hall answered that would be in the next segment of the presentation.

Mark Buechel said he was leery of design competition results because the design tends to be highly visible, and construction near historic properties should be minimal, simplistic, and transparent. They should blend in. He asked if that was considered during the process. He also remarked that having stations look alike isn't always what's best. The identity of a location should be considered. Since the design has already been chosen, what will happen if this ends up being a visual effect – would the process start all over again?

Mike Cechvala responded that was a consideration in looking at applicants' designs: how they could be modified in historic neighborhoods.

Consulting Party Meeting Summary - 9/14/2021

Mike Lawton asked if the station design is considered midcentury modern. Mark Buechel said no, it's 2021. It's 'New Urbanism' if anything. Mike Lawton noted that the Hill Farms historic designation is midcentury modern. Mark Buechel pointed out that it would violate standards to make new construction look historic when it is not.

6. Effects

Greg Rainka, Commonwealth Heritage Group

Greg Rainka moved on to a location-by-location discussion of Section 106 effects, beginning with the University Hill Farms Historic District. This area was mostly platted by 1959 and most buildings were constructed by 1964. It represents a unique collaboration between the university and the City to meet the housing needs of a rapidly growing city. Its integrity remains high, and it includes many good examples of midcentury modern architecture. The district includes "contributing resources" that are historical as well as non-contributing resources that are not, but that are included to maintain continuous boundaries.

There are contributing resources adjacent to four proposed median station stations: Mineral Point Road at Whitney Way, Whitney Way at Regent Street, Sheboygan Avenue at Eau Claire Avenue, and Sheboygan Avenue at Segoe. There is also a new traffic signal proposed at the intersection of Whitney Way and Sheboygan.

Mike Lawton asked if there were planned signal changes at any other locations. Mike Cechvala answered that there would be a new signal at Segoe and Sheboygan. Any other changes would be to timing; at most, a phase would be inserted.

Greg Rainka showed a site plan of the Regent Street station. Upon a request from Mike Lawton, he confirmed that there would be no property acquisition on Regent. There just need to be ramps constructed to line up with crosswalks.

Mike Lawton asked for the dimensions of the station structure. The project team was able to tell him that the minimum width is 12 feet, this location would be 13 feet, and the length would be 60 feet. They did not recall the exact roof height.

Mike Lawton asked about the State Street station. Mike Cechvala answered that it would be 50 feet long, adding the bus is 60 feet long but the front and rear door are about 50 feet apart.

Mike Lawton asked about lighting. Mike Cechvala said there would be some level of pedestrian scale lighting and security cameras. Mike Lawton asked if details would be provided, such as candle power at so many feet, noting that the neighborhood requests this level of detail from developers. Mike Cechvala said he did not know.

Greg Rainka then presented a rendering of the median station at Regent Street. He noted that renderings were only produced for the most sensitive locations, as every rendering has an associated cost. The rendering shows a fairly open platform that could potentially include transparent glass panels in the middle section.

Consulting Party Meeting Summary - 9/14/2021

Mike Lawton asked what the wood-like material would be, and whether it would be durable. Mike Cechvala agreed that durability was the goal and said that the exact material had not been determined.

Mike Lawton asked about the metal structures – would they be impervious to rust, or would the bolts end up dripping rust down the side? He also asked whether the rooftop metal structures were structurally necessary or purely aesthetic. Mike Cechvala answered that the metal was part of the design approved by the Urban Design Commission. He believes that they are there for aesthetics, not structure.

Mike Lawton asked whether there would be people lining up at ticket kiosks. Mike Cechvala answered that the details are in development. Fare payment will be account based, and there will be a validator on each bus door. There will probably be a fare kiosk at the station so that people can add value to their accounts. There will not be roaming fare inspectors.

Mike Lawton asked about security measures. Mike Cechvala said there would likely be cameras and likely would not be an emergency phone.

The next stations shown were Sheboygan at Segoe, where buses operate in mixed traffic; University Avenue at East Campus Mall (the Bascom Hill Historic District); and State Street (State Street Historic District).

At State Street, Carmelo Alfano asked about the remaining sidewalk width after the platform and shelter are constructed. He said that sidewalks were widened in the late 70s and early 80s for pedestrian use, and now bus shelters are taking that space away.

Mike Cechvala said that the sidewalks would not be narrowed. The station would encompass the terrace between sidewalk and street.

Carmelo noted that on Saturdays and other busy days, pedestrians use every part of the sidewalk, including the terrace.

Sue Springman asked about snow removal. Mike Cechvala answered that it is a constant struggle. “We send crews out to clear stops constantly,” he said. The snowmelt system embedded in the concrete at each station will help. Sue said, “When we have a big snow event, I see a huge problem here. I see it already around the city.” She said that sometimes pedestrians have to climb over snowbanks. She also commented on intersection safety. State Street is very narrow and has a great deal of pedestrian traffic – it needs that for business success. Creating these stations, especially on corners where it is most dangerous, has the potential to cause problems.

Russell commented via chat: “As bus riding family, Sue brings up a lot of good points.”

At this point, the meeting had reached its scheduled ending time of 11:30 AM. Adele Hall asked if participants could stay for another 15 minutes.

Sue Springman asked about the Capitol Square station. She commented that the rendering ruins the view of the Capitol from across the street. She also asked whether there would be benches in the

Consulting Party Meeting Summary - 9/14/2021

stations, whether they would be heated, and what problems were anticipated with people sleeping there. Mike Cechvala answered that the stations would replace existing shelters. There is a tradeoff; you want to make them attractive for 15 minutes but not all night. They have not decided on heating.

In the interest of time, Adele asked that the remainder of the meeting focus on Section 106 impacts. There will be other opportunities to address other aspects of the project.

The next station shown was East Washington Avenue at Baldwin. The contributing resource adjacent to this station is the Gisholt Machine company building.

Sue Springman commented that this is currently a very unsafe corner, particularly with drivers turning. She asked whether safety improvements were planned for the intersection. Mike Cechvala answered that the eastbound left turn would be removed to fit the platform. He agrees that there is potential to look at safety improvements, especially traveling north-south on Baldwin.

Finally, the proposed station on East Washington Avenue at Fourth Street is adjacent to the Neo-Gothic Madison East High School. Sue expressed concerns about safety here as well. The median fence that the station would partly replace is there because students have been killed running across the street. She said she hoped there would be safety measures there, and Mike Cechvala agreed that that was a consideration at this location.

7. Closing and Next Steps

A late-arriving participant named Andrea Olson asked via chat whether the presentation would be shared online after the meeting. The project team agreed it could be uploaded to the city's website.

Sue Springman asked how to follow up with more questions and comments. Adele answered that directions would be included when the meeting summary is emailed out in a few days. Sue Springman asked whose meeting this was – Adele or the city? Adele answered that all BRT project meetings are coordinated together.

Sue Springman asked whether there had been any discussion of the economic impact of BRT. There are national statistics cited, but nothing local. Mike Cechvala answered that they are working on that, noting that City staff looks to examples around the country because there are no other BRT systems in Madison. Every city and corridor is different, but generally speaking BRT shows positive impacts for employment access and shopping.

Sue said that she asked out of concern about the impacts downtown. She is not convinced that BRT will benefit State Street and Capitol Square.

In addition to emailing comments, the next opportunity to participate in the project more generally will be Wednesday, September 29, at 6 PM on Zoom. Further meetings will be scheduled in October; see <https://www.cityofmadison.com/metro/routes-schedules/bus-rapid-transit/community-engagement> for updates. Heather Bailey also noted via chat that the Madison Landmarks Commission will be reviewing the project at a public meeting on September 20.

Carmelo Alfano Comments and Responses

Carmelo Alfano Comment	Project Team Response
<p>I feel there has been very limited opportunities for public comment regarding Section 106. From the Section 106 Process Standard Operation Procedures document available on the FTA website, “FTA must provide the public with an opportunity to comment on the undertaking and its effect on historic properties.”</p>	<p>The BRT project and alignment have had public involvement and engagement since the 2013 Madison Transit Corridor Study. Downtown routing was studied with public engagement in 2019/2020 and continues as design progresses. There have been few comments/concerns regarding historic properties received to date.</p> <p>This is early in the Section 106 process where the APE has been identified and resources have been inventoried, but project effects have not been determined.</p>
<p>I am hoping the FTA can provide more information regarding the type and level of public involvement required based on the nature and complexity of the undertaking, its effects, and the likely interest of the public in those effects. Again, per the Section 106 Process document, “for a CE, FTA Regional staff, in coordination with the project sponsor, will need to make other arrangements to provide the public with sufficient time and information to gather meaningful comments (e.g., posting Section 106 related information on the project sponsor’s website for 30 days) because there is not a NEPA public involvement requirement for CEs”. I feel information has not been shared in a timely manner to gather meaningful comments.</p> <p>For example, I find it unacceptable that documents were provided to consulting parties on the morning of the Madison East-West BRT Project Section 106 Meeting. This did not provide a sufficient amount of time for consulting parties to review the information and engage in a meaningful discussion with SRF Consulting and the City of Madison representatives.</p>	<p>The BRT public involvement process has been broad, and will continue to seek public input. Since project kickoff in December of 2018, there have been 31 public and committee meetings, with another 17 meetings with special groups. Much of this involvement was formative in the routing for the Locally Preferred Alternative (LPA). The project will continue to present information and gather input through project development.</p> <p>In spring/summer of 2021, the project began Section 106 investigations, with a consulting parties meeting in September, 2021. Section 106 materials were forwarded to consulting parties prior to the initial meeting, and 3.5 weeks were provided for comments. An additional consulting parties meeting is currently being scheduled for early December to discuss Section 106 effects.</p>
<p>Last-minute communication and a lack of transparency have been recurring issues between community members interested in Madison’s Metro Rapid and the City of Madison. For example, The City of Madison Landmarks Commission had a recent meeting with Section 106 as an agenda item. There were two documents for the meeting; one of which was 500 pages. As a consulting party, I did not receive notice from the City’s consultants or the City’s BRT project managers. I was made aware of the meeting and the documents by my Alderman 10 minutes before the meeting started. If I would have known of the meeting, I could have prepared and reviewed the document and let the City know of the error the consultants made in showing a bus stop in the wrong location on State Street. I would have also been able to better participate in the meeting along with other consulting parties that participated at the previous meeting.</p>	<p>The BRT project has regularly presented to City Boards, Commissions, and Committees (BCCs) since 2019, with roughly 15 presentations to BCCs in the last two years. This has helped to disseminate project information. Each BCC has its own notification process, largely using the City of Madison legistar and posting of agendas.</p> <p>Many of the public engagement presentations are located on the project website: https://www.cityofmadison.com/metro/routes-schedules/bus-rapid-transit/community-engagement. With key project documents located on the project website here: https://www.cityofmadison.com/metro/routes-schedules/bus-rapid-transit/project-documents. Recordings of most of the BCC presentations are available in legistar - https://madison.legistar.com/Calendar.aspx . Project staff will continue to post information in an effort to increase transparency.</p> <p>The purpose of the BRT Landmarks Commission presentation on September 20 was to introduce the project, as they also are a consulting party under Section 106. The Landmarks Commission did not have an actionable item nor make a formal comment at this September meeting. Following the meeting it was discovered that one of the State Street station visuals was incorrect. This was corrected on September 22.</p> <p>The Determination of Effects Report will be available to the public on November 24, subject to FTA review and approval.</p>

Carmelo Alfano Comments and Responses

Carmelo Alfano Comment	Project Team Response
	<p>A second consulting parties meeting is currently being planned for early December. The report findings will also be presented to the Landmarks Commission at their December 13th meeting. It is anticipated that the Commission will include a discussion and potential action regarding the determination of effects.</p>
<p>Area of Potential Effects (APE)</p> <p>The “Area of Potential Effects” (APE) seems too narrow to focus solely on properties within a 100-foot radius of each station, especially in a historic district such as State Street. Will not the entire route be potentially affected with increased bus traffic? Per what was presented in public meetings with the City of Madison, 60’ articulated buses will run down State Street every 2.5 minutes—taking into consideration two-way traffic with routes running every five minutes—once the full Metro Rapid system (East to West and North to South) is implemented. Simple analysis of data provided by the City of Madison shows that buses will stop on State Street 35% more often, totaling 432 stops per day.</p> <p>This is well over the 321 current bus stops per day in 2021, yet Mayor Rhodes-Conway and City of Madison representatives continue to argue there will be 50% less bus traffic once Metro Rapid is operational. I am also skeptical (sic) of this claim as the current Transit Network Redesign for local bus routes is currently in progress and therefore specific information about routes and frequency of buses have yet to be determined. I find this grossly misleading and question whether the information SRF Consulting and the FTA are receiving to work through Section 106 is accurate.</p>	<p>The APE was delineated in consultation with the FTA and is consistent with projects of this type and Wisconsin architecture/history survey standards. The SHPO reviewed the APE and commented that it was appropriate.</p> <p>The following are estimated weekday bus volumes on upper State Street:</p> <ul style="list-style-type: none"> 2019: 618 2020 (COVID reduction): 468 2022 (Some routes moved to West Washington in preparation for BRT): 288 2024 (Following BRT and redesign): 368 <p>Compared to 2019, total bus volumes on State Street will be reduced by about 40%. Rush hour bus volumes, which before the pandemic, had frequently bunched causing excessive noise and emissions, will be reduced by 60%. Bus volumes on the 400-600 blocks of State Street will be eliminated entirely, and the total number of bus stops on State Street will be reduced from 10 to 2.</p>
<p>Direct effects—such as physical intrusion for properties directly adjacent to proposed BRT stations, changes in the view of or from a property due to BRT stations and larger buses, and noise/vibrations/visual changes along the entire route—will result as part of the proposed undertaking. Indirect effects, as outlined in the Section 106 Process document as “those caused by the undertaking that are later in time or farther removed in distance but are still reasonably foreseeable”, are also likely to occur.</p>	<p>The environmental document, referred to as a Documented Categorical Exclusion or DCE, will include disclosure of the direct effects of the BRT line—property acquisitions, visual effects, and noise and vibrations—as well as indirect effects such as increased real estate development.</p>
<p>Section 106 Process document, “FTA Regional staff and/or project sponsors may also seek information from organizations or individuals that may have knowledge of historic properties regardless of whether they are a consulting party”. While I recognize this is not a requirement, there are a number of organizations (i.e. Madison’s Central BID, Downtown Madison Inc.) and individuals with understanding of the significance Downtown Madison who could have provided more insight but were not contacted. Additionally, no downtown stakeholders were invited to be consulting parties on the process. Stakeholders, such as myself, had to find out on our own that this opportunity existed.</p>	<p>The public has had opportunities to comment on the project and public involvement continues to be ongoing and an important part of the project during project development.</p> <p>The APE was defined in consultation with the FTA and is consistent with projects of this type and Wisconsin architecture/history survey standards. The SHPO reviewed the APE and commented that it was appropriate.</p> <p>The following organizations and tribes were invited to be consulting parties:</p> <ul style="list-style-type: none"> • Dane County Historical Society • Historic Madison, Inc. • Madison Trust for Historic Preservation

Carmelo Alfano Comments and Responses

Carmelo Alfano Comment	Project Team Response
<p>Overall, it is my belief that the APE is not sufficient to account for both direct and indirect effects and can be refined as the undertaking or analysis progresses.</p>	<ul style="list-style-type: none"> • UW-Madison, Historic Preservation Planning • Capitol Neighborhoods, Inc. • Hill Farms Neighborhood Association • Bad River Band of Lake Superior Chippewa Indians of Wisconsin • Forest County Potawatomi Community of Wisconsin • Ho-Chunk Nation • Lac Vieux Desert Band of Lake Superior Chippewa Indians • Prairie Band Potawatomi Nation • Prairie Island Indian Community Minnesota Mdewakanton Sioux • Red Cliff Band of Lake Superior Chippewa Indians of Wisconsin • Sac and Fox Nation of Missouri in Kansas and Nebraska • Sac and Fox Nation of Oklahoma • Sac and Fox of the Mississippi in Iowa
<p>State Capitol Building</p> <p>Regarding the Capitol Square station locations, the renderings presented block views of the Wisconsin State Capitol from across the street. With the State Capitol being listed as a U.S. National Historical Landmark, the historic significance of the building should be carefully considered before making major changes to this area. Both the City of Madison and community members have listed the outer Capitol Loop as an alternative route, and I question why this option isn't being considered. In addition to maintaining the historic character of the Capitol Square, the outer Capitol Loop would result in decreased transit times, with more economic development opportunities, less reroutes, permanent stations, and stations closer to the job density on the south side of the Capitol Square.</p>	<p>The Capitol Square has been historically used by transit for 100 years. The 2019/2020 Downtown Routing Report presents alternatives analysis and evaluation and is available at this link: https://www.cityofmadison.com/metro/documents/brt/BRTDowntownReport2-Jan2020.pdf. This report was used as part of the TPPB and Common Council approval of the LPA approval- legistar 59665 https://madison.legistar.com/LegislationDetail.aspx?ID=4337438&GUID=50EA0677-AA71-42AF-97EE-22850426AF42 and legistar 63184 https://madison.legistar.com/LegislationDetail.aspx?ID=4702748&GUID=00D4388B-E237-4C30-A862-664432575BA7. The report evaluated the Capitol Loop (Dayton, Fairchild, Doty, and Webster Streets). It was eliminated from consideration largely because station pairs would be too far apart (0.4 miles). This distance impact to transit riders would be disproportionately borne by disabled, low income, and persons of color. Additional reasons are included in the Downtown Routing report.</p> <p>Effects to the Wisconsin State Capitol are being assessed and considered in accordance with Section 106.</p>
<p>Equity Over Historic Significance?</p> <p>With the Network Transit Redesign in progress, the City's BRT project managers explained at the Community Outreach (BRT 30% Completion) meeting on Wednesday, September 29th that roughly every other bus stop will be eliminated throughout the local network to accommodate Madison Metro Rapid. Why is it acceptable for individuals in far-reaching areas, who already have limited access to Madison Metro, to have to walk even further to a bus stop?</p>	<p>Bus stop consolidation for local routes is not inherently planned in either the BRT project or the Transit Network Redesign study. Metro's standard for bus stop spacing outside BRT corridors is 3/16 to 1/4 mile.</p>
<p>It feels this is a double standard that the City of Madison is pushing "front door access" for stops on State Street and the Capitol Square (at the historically</p>	<p>The Capitol Square and State Street are both historic and current transit corridors with existing bus routes, bus stops, and bus shelters.</p>

Carmelo Alfano Comments and Responses

Carmelo Alfano Comment	Project Team Response
<p>expense of the downtown neighborhood) while other areas will suffer. Again, I question why alternative routes—i.e. station locations at cross streets, such as Johnson at State or Gorham at State—were never seriously considered. Both equity and historic significance could be upheld by an alternative route, maintaining access to the downtown with stops being relocated only feet away without detracting from the pedestrian-focused ambiance of the neighborhood.</p>	<p>Several alternative routes were investigated in the Downtown Routing Report (see link above) The route suggested using Johnson and Gorham Streets, Wisconsin Avenue, the Capitol Loop, and East Washington Avenue was eliminated from consideration partly because of the distance between station pairs (placing a disproportionate burden on transit riders) as well as the circuitous, and unreliable travel times compared to the existing bus routes using State Street and the Capitol Square. The alternate routing would provide longer transit travel times and longer walking distances than what exist today, which is contrary to the purpose and need of the BRT project.</p>
<p>Economic Impact</p> <p>Myself and others have repeatedly questioned the economic impact of Metro Rapid in Madison. National statistics have been cited, but nothing local has been presented. While other cities have shown positive impacts for employment access and shopping/dining/cultural neighborhoods, we feel translating these stories to Downtown Madison becomes tricky for several reasons. To my knowledge, there have not been other pedestrian-focused areas that have added a BRT line, and Madison’s geography and layout provide additional challenges</p>	<p>A briefing of the possible economic effects of BRT was presented at the September 2021 Transportation Planning and Policy Board (legistar 67427) and the briefing paper can be reviewed at this link: https://madison.legistar.com/View.ashx?M=F&ID=9821634&GUID=DD652AAA-EF92-4211-B6AA-8DE2186C07F7. Much of this information will be included in the environmental document for this project. References to this information will be incorporated in the Section 106 documentation, which is the focus of this response.</p>
<p>Madison’s downtown is more similar to a small European city than many small American cities. In Europe, transportation runs adjacent to narrow streets with shops and restaurants to provide access for pedestrians while maintaining a space for those to gather. We can understand that adding a dedicated BRT line to a busy downtown street (i.e. Chicago, Seattle) does not significantly impact the feeling of their district, but we beg to differ about the BRT’s impacts on the downtown. Furthermore, with no data to suggest how Metro Rapid will economically impact adjacent areas, why were stakeholders not consulted on their viewpoints/experiences of how BRT will impact their businesses/properties? It seems shortsighted that the City of Madison and SRF Consulting are reaching toward national statistics in cities dissimilar to our own when local stakeholders with years of experience would be able to provide insight.</p>	<p>A briefing of possible economic effects is available at the link referenced above.</p> <p>Within the United States there are examples of successful pedestrian and transit corridors, such as Denver’s 16th Street mall.</p>
<p>With no data presented by the City of Madison to support their claim that placing the station on State Street or the Square would provide the best economic growth, I fear that the historic character of State Street will be diminished by routing BRT down our small street. Long-lasting impacts and limited room for future growth should not be taken lightly.</p>	<p>The purpose and need of the project is not economic development, although this could be an ancillary benefit of the project. The project’s purpose is to <i>implement a transit investment that will accommodate anticipated growth in travel demand, support mobility options for all Madison residents, leverage existing transportation infrastructure to improve connectivity, and encourage sustainability transportation and land use patterns that reduce reliance on single-occupant motor vehicle trips.</i></p> <p>State Street is a heavily used public transportation corridor, partially constructed with FTA funds. Generally the project will</p>

Carmelo Alfano Comments and Responses

Carmelo Alfano Comment	Project Team Response
	<p>decrease bus volumes from 2019 conditions, and reduce the number of bus stops (many with shelters) from 10 to 2.</p>
<p>Pursuing a Categorical Exclusion (CE)</p> <p>As the City of Madison is working through a Categorical Exclusion under the environmental process, I have concerns that my comments will not be taken into consideration regarding Section 106 and other components of the environmental review. Once again, I feel it was intentional that the City was not transparent in sharing important information earlier in the process in order to abstain insight from those potentially affected by BRT.</p>	<p>The project continues to gather input and stakeholder comments are an important part of the design effort.</p> <p>The Locally Preferred Alternative largely uses existing transit routing with no significant impacts to the built and natural environments. Right of way acquisition is modest and there are no relocations. With the introduction of electric buses, air and noise impacts are also expected to decrease.</p> <p>For State Street bus volumes decrease, diesel bus volumes decrease, and bus stops are reduced from 10 to 2. Discussion of the significance of the action will be included in the environmental documentation for the project.</p>
<p>In summary, I feel the APE is disappointingly narrow for the scale of Madison's BRT project and seems to diminish the historic significance of Downtown Madison. The City of Madison has lacked transparency and honesty throughout their public process, and I feel that Section 106 has been no exception. The lack of opportunity for public comment on this process, last-minute information sharing, and unclear answers to questions have limited opportunities for meaningful conversations between the City of Madison, SRF Consulting, the FTA, and stakeholders</p>	<p>As mentioned, the APE was delineated in consultation with the FTA and is consistent with projects of this type and Wisconsin architecture/history survey standards. The City seeks to provide transparency in the decisions through public engagement opportunities, the project website, and the City's BCC process. The development of the LPA involved over 31 public and committee meetings, as well as 17 focus groups. A summary of the Phase 2 public involvement process is available at this link: https://www.cityofmadison.com/metro/documents/brt/2019_11-04-MadisonBRT-Public-Engagement-Final-Summary-Report_Final.pdf.</p> <p>The Common Council's approval of the LPA in March of 2020 (with a revision in January of 2021), solidified the BRT routing. Since then, the focus has been on project development and understanding the effects, including Section 106 impact, of the LPA.</p>
<p>I would like to remind you that the Locally Preferred Alternative (LPA) was approved with no discussion at the very first virtual city meeting held because of COVID-19 pandemic. It was put on the consent agenda, and Alders were led to believe that it needed to be approved quickly to qualify for a Small Starts grant. Our city council, Downtown Madison's Central BID, and Downtown Madison Inc were told that downtown routing would be revisited in a collaborative effort to determine the best and most effective downtown route. Since this spring, Mayor Rhodes-Conway and Madison's BRT project managers regularly tell us that the council has approved this route twice and it's done. I bring this up to convey the miscommunication that has occurred from the beginning of this project.</p>	<p>The LPA was discussed at six board, committee, and council meetings before the COVID crisis, and numerous others during the pandemic.</p> <p>The consent agenda is used to pass items that have been through the referral list and where no objection is raised by an alder. The Common Council passed the LPA on March 31, 2020. Nine months ensued with further interactions with stakeholders to refine the alignment and project details (including center running and west and east terminal). After this effort, the LPA was again passed with revisions on January 5, 2021.</p>
<p>Madison's Metro Rapid does not need to route via State Street and the Capitol Square at the expense of our pedestrian friendly, historic center. State Street became a pedestrian mall in the late 1970s, limiting non-essential traffic and widening sidewalks/terraces to</p>	<p>Prior to the reconstruction of State Street in the mid 2000's, the City went through a 14 month interactive process to develop the current geometry of State Street. The State Street Design Project Oversight Committee met 69 times to evaluate geometric details, and the resulting State Street Design Report is available upon request. Portions of the</p>

Carmelo Alfano Comments and Responses

Carmelo Alfano Comment	Project Team Response
<p>promote the community and visitors to spend the day downtown. Implementing Metro Rapid on State Street seems contradictory to the entire mission of the street and will undoubtedly affect the historic feeling and association of our downtown. Instead of the sidewalks and terrace being used by pedestrians as intended, Metro Rapid will take away that space, obstruct views, and create new foot traffic patterns throughout State Street.</p>	<p>subsequent State Street reconstruction were funded by FTA monies, establishing the existing transit role of the corridor.</p> <p>The BRT project leaves the State Street geometry unchanged from the design and construction of this report except for the establishment of two stations in the 200 and 300 blocks. The stations will be fully incorporated in the terrace areas of the street and will not reduce pedestrian walkways. The remaining 8 stations/bus stops will be removed with the implementation of BRT.</p>

Hill Farms Neighborhood Comments and Responses

Hill Farms Neighborhood Comment	Project Team Response
<p>The historical review should include all properties within one half mile of the BRT route within the historic district as this is the area that the Madison planning dept. Is considering for a BRT zoning overlay district using the federal BRT planning grant they received. What is good for the City should be good for us.</p>	<p>The APE was delineated in consultation with the FTA and is consistent with projects of this type and Wisconsin architecture/history survey standards. The SHPO reviewed the APE and commented that it was appropriate. It is based on how a BRT station is likely to affect the contributing factors that make a property or district eligible for the NRHP. Redevelopment pressures, which could include a possible TOD overlay district, would be indirect effects associated with the proposed action. Indirect and cumulative effects will be discussed in the environmental document.</p>
<p>All property on Whitney Way should be studied as the City has already installed no parking signs in support of the BRT on all of Whitney Way.</p>	<p>The No-Parking sign were installed as part of a Vision Zero initiative that included lowering speed limits on numerous roadways throughout the City. Parking was restricted to allow the installation of buffered bike lanes. The buffered bike lane installation is independent of the BRT runningway, has a different purpose and need, and uses a Vision Zero funding source. BRT can operate with or without the buffered bike lanes. This action by the Transportation Commission can be seen in legistar 64987. An August 2021 memo describing the independent utility of the buffered bike lanes is available upon request.</p>
<p>Our neighborhood must be involved in the final design of the bus stations and their related site plans and in considering the spillover effects such as parking and security issues. The City has agreed to change the design on State Street stations, so they should work with us as well.</p>	<p>The BRT project has and will continue to both pursue and consider public input. Further opportunities for comment will continue throughout the project development process. Decisions associated with the project design, including station design, are subject to Madison's Commission, Board, and Council process. Neighborhood requests can be accommodated within that framework.</p>
<p>In particular there should be a written agreement that provides for an enforceable agreement on the station design, site plan, zoning and parking regulations within a quarter or half mile of each station, lighting, signage and security for each station in the historic district. Hill Farms should be a party to the agreement.</p>	<p>BRT stations are a public asset within public right of way serving a public purpose. Neighborhood concerns will be considered within the project development engagement process. The City does not enter into enforceable agreements with neighborhoods on other public infrastructure projects. As mentioned, the neighborhood is able to express opinions and comment within the project's public engagement process which will be considered in the project design. Madison's Commission, Board, and Council process also provides a vehicle for residents to express their concerns.</p>
<p>Our neighborhood has been adversely affected in the past by poor city planning which resulted from parking issues tied to bus patron parking at bus stops in residential neighborhoods. Please have the people doing the study talk to us directly to get the facts about this. We do not want our streets and driveways blocked in the winter and emergency vehicles impaired for example. If the City wants transit centers, they should locate them where there is proper parking.</p>	<p>On-street parking is not a contributing factor to the Hill Farms historic district. In Madison, property owners are not assessed for on-street parking and on-street parking is community asset for use by residents and visitors. On-street parking is sometimes used throughout Madison to support transit uses. Whitney Way is an existing transit corridor with 8 bus stops and about 495 weekly routings (2018). BRT will replace this service and ridership.</p> <p>Where there is a parking shortage, existing Madison General Ordinances (MGO 12.138) provides a process for establishing a residential parking permit program, providing a way for residents to preserve on-street parking where there is a shortage. The Hill Farms neighborhood lies in Areas 20 and 25 of this program and some Hill Farms residents have implemented this on their street.</p>
<p>We reserve the right to supplement these comments in the future. Thanks.</p>	<p>The project team will continue to provide opportunities for public and neighborhood comment throughout the project development process.</p>



PLANNING DIVISION STAFF REPORT

September 20, 2021

PREPARED FOR THE LANDMARKS COMMISSION

Project: Madison Bus Rapid Transit
Regarding: CLG Consulting Party Comments for FTA Undertaking
Legistar File: [67237](#)
Prepared By: Heather L. Bailey, Ph.D., Preservation Planner

Background

As a Certified Local Government, the City of Madison's Landmarks Commission and Historic Preservation Program are included as consulting parties for any Federal undertakings which may have potential effects on historic properties. Most of these inquiries staff handles administratively. However, the proposal for the Bus Rapid Transit system in Madison and the resulting new stations to service this route has the potential to have impacts to several National Register listed or eligible properties. As such, staff has referred the formal comments to the Landmarks Commission for their input prior to submitting comments on the proposed undertaking.

36CFR800

The chapter of the Code of Federal Regulations commonly referred to as Section 106 of the National Historic Preservation Act requires assessments of a Federal undertaking to first determine if there are any historic properties within the Area of Potential Effect (APE). The submittal materials include a document that specifies the APE for this undertaking and identifies the historic resources that the project team believes could have impacts. The consultant completed assessments of properties within 100 feet of a proposed new station.

The second step is to determine if the proposed undertaking will have an Adverse Effect on those properties. Per 36CFR800.5(a)(1):

"Criteria of adverse effect. An adverse effect is found when an undertaking may alter, directly or indirectly, any of the characteristics of a historic property that qualify the property for inclusion in the National Register in a manner that would diminish the integrity of the property's location, design, setting, materials, workmanship, feeling, or association. Consideration shall be given to all qualifying characteristics of a historic property, including those that may have been identified subsequent to the original evaluation of the property's eligibility for the National Register. Adverse effects may include reasonably foreseeable effects caused by the undertaking that may occur later in time, be farther removed in distance or be cumulative."

Of the historic properties included within the cultural resources survey, the project team created some sample visuals to show how stations would look when they were in close proximity to a significant property or located within a historic district. These properties include University Hill Farms historic district, Bascom Hill historic district, State Street eligible historic district, Wisconsin State Capitol, Gisholt Machine Company building, and East High School. These concepts show the two versions of the station design and the configurations of a station in the median vs. in the terrace directly in front of a property.

The stations within University Hill Farms, and in front of Gisholt Machine Company and East High School will be located on medians in the roadway. For the two individual properties, the stations are obviously separate from the historic property and located in the middle of the public right-of-way. They are not blocking significant viewsheds and do not appear to compromise the historic integrity of the historic properties. The stations in and adjacent to University Hill Farms historic district are located within the medians. The National Register nomination discusses the street design meant to direct large volumes of traffic along Regent, Whitney Way, and Midvale Boulevard, with a slightly smaller internal volume of traffic to run along Segoe Road and Eau Claire Avenue. The station locations mitigate impacts to the views of contributing properties within the historic district and are modifications to the existing transportation infrastructure that supports the original intent of the design

of that neighborhood, which was to provide easy transportation access for the residents within that neighborhood.

The other station locations along the route are in the terrace, where we currently locate bus shelters in our downtown core. The stations along State St are of a truncated design, with a smaller footprint, but of a similar design to the rest of the BRT stations to maintain the branding identity of the BRT route. The stop adjacent to the Bascom Hill district is in front of the nonhistoric addition to a contributing resource, but is significantly stepped back away so as not to impact viewsheds to the Chazen Art Museum. Likewise, the stations on the Capitol Square are on the opposite site of the road from the National Historic Landmark property and they do not obscure significant viewsheds, which are largely along the street corridors. The granite planters that will be removed date to beautification efforts on the Capitol Square in the 1970s.

The additional stations located on E Washington seem to be significantly stepped back away from the historic resources and not obscuring significant viewsheds.

Conclusion

The station designs will read as a product of their time and not create a false sense of history. Initial analysis is that they do not seem to obscure significant viewsheds or alter historically significant street designs. Staff would recommend forwarding to the consultant the preservation file for 841-849 E Washington and the Landmarks Commission's discussion of the significance of the resource during the recent technical demolition review in order to provide the missing significant history for this property to be included in the survey files.

When the project has compiled their assessment of effects on historic properties, the Landmarks Commission will review that document and provide final comments as one of the consulting parties.

The Landmarks Commission needs to determine if

- The proposal would meet the criteria for an Adverse Effect
- The commission needs additional information to make a determination
- There are methods to mitigate the visual impacts, which the commission may suggest

Staff will submit the Landmarks Commission's comments to the FTA designee.