



**City of Madison**  
**Meeting Minutes - Final**  
**EAST WASHINGTON/CAPITOL**  
**GATEWAY BUILD STEERING**  
**COMMITTEE**

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

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Wednesday, October 11, 2006

5:00 PM

215 MLK, Jr. Blvd.,  
Madison Municipal Bldg., Room LL110

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**1 Call meeting to order, and introduction**

**Present:** Judy K. Olson, William Kunkler, Curtis V. Brink, Bradley C. Mullins, Eric E. Swanson, Marianne S. Morton, Kevin M. O'Driscoll, Marsha A. Rummel, David P. Waugh, Ilse Hecht, Robert Horowitz, Mark A. Olinger and Al Martin

**Excused:** Brenda K. Konkol, Brian Benford, Susan Breitbach, Teena Ann Browder, Anya M. Firszt, William W. Warlick, Beth Cannestra, Michael Waidelich, Don Marx, Michael Gay and Mario Mendoza

**2 Review Agenda**

**3 Approval of Minutes**

**A motion was made by Swanson, seconded by Rummel, to Approve the Minutes. The motion passed by acclamation.**

**4 Public Comment**

*Richard Wagner (Former East Rail Committee Chair, Former Plan Commission Chair)*  
§ Has concern that the Committee, charged with creating design standards for East Washington, which includes a large portion of the area also covered by the East Rail Corridor Plan, is re-opening land-use and planning issues concerning the heights of buildings in the Corridor.

§ Appreciates efforts of the Mayor and the Committee to create more density, but asks if it has to come at the cost of such tall buildings.

*Pat McDonnell, (Tenney Lapham Neighborhood Association)*

§ Passed out a handout, attached, a letter from the Tenney Lapham Neighborhood Association (TLNA) dated March 2006, along with some more recent information.

§ Draws attention to building heights, concerned that they are too tall

§ TLNA has been working on their own neighborhood plan, and the TLNA is much happier with the Proposed City Staff Changes, with the exception of a few things:

1. 12-15 stories on the South side of East Washington Avenue is too tall
2. See handout for difference between the BUILD Building height recommendations and the current draft of the TLNA plan on Blocks 700, 800 and 1000.

*Dan Melton, Schenk-Atwood-Starkweather-Yahara Neighborhood Association*

§ Would like to repeat everything that Dick Wagner said earlier.

§ Would like to see a maximum building height of 8 stories for all blocks that are proposed to be 10-15 stories.

§ Would like to take the triangle formed by East Washington Avenue, First Street and the railroad tracks out of the current study to be preserved as existing affordable housing. There are a lot of other lands available for redevelopment before those

*particular lots have to be changed.*

*§ Would like to support having this area be more dense with infill development, but even 4-5 stories would be significantly more dense than the car lots and one-story buildings that are on East Washington Avenue currently.*

*§ If a developer would like to build something taller than 4-5 stories, a signature type building of unusual quality, then they should be able to present such a building to the Plan Commission for approval.*

## **5 & 6 Review and discuss City memo regarding Capitol Gateway Corridor Plan and review and discuss "Sketch-up" model of Capitol Gateway Corridor Plan massing studies, with emphasis on specific questions from list**

*§ Mark Olinger: Explains City Staff Recommendations for alternative building heights along the Yahara River.*

*§ Mark Olinger: Explains City Staff Recommendations for Upper Level Development Standards.*

*§ Mark Olinger: Explains City Staff Recommendations for Setback, Stepback and Stepback Angles.*

*§ Mark Olinger: Explains the future need for a different nomenclature in the final Urban Design District language that reflects the Block address numbers and not the arbitrary numbers now assigned to the blocks.*

*Olson: Asked Olinger to please explain two things that he mentioned: Mid-block lines and windows on four sides.*

*Olinger: The mid-block discussion only needs to be considered regarding the angles used to develop step-back requirements on the South side of Mifflin Street. Windows: a zoning code/fire code issue regarding how close to the lot line that buildings can be.*

*Kunkler: Please explain the 45-degree / 30-degree angle issue. What is the angle of the Great Dane Residential Proposal on Mifflin Street?*

*Olinger: The Great Dane proposal is currently 45-degrees.*

*Hecht: Will parking be able to be built right up to East Washington Avenue between the buildings?*

*Olinger: The plan tries to eliminate/minimize cut cuts along East Washington Avenue. Ideally, we would like parking structures. However, due to the high cost of underground parking, some surface parking will most likely remain. There may be a need to draft some parking lot language in the design ordinance. Ideally we would like to see parking ramps with entrances on the north-south streets so that Main Street and Mifflin Street do not become the backside of development.*

*Mullins: Has a fundamental problem with the City Staff Recommendations.*

*§ There would be a significant loss of height potential.*

*§ Places burdens on development.*

*§ Slows down the overall TIF generation.*

*§ Requires more up front TIF to develop land.*

*Olinger: With few exceptions, notably the Yahara River properties, the City staff height recommendations are much higher than anything else we have in any other plans for*

*this land or adjacent neighborhoods. The River is a huge community asset, and should be protected.*

*Mullins: East Rail really only addresses half of this area, and the East Rail doesn't create a zoning district like this plan does. The East Rail heights were not as binding as this plan will be. The Mississippi River area in St. Paul has adjacent 20-story buildings that work very well.*

*Waugh:*

*Brad Mullins seems to be right. Are we devaluing property by imposing building height restrictions?*

*Rummel:*

*§ I'm a big fan of the height recommendations in the East Rail Corridor Plan.*

*§ There are a lot of concerns that this plan doesn't deal with when thinking about the very high density that this Corridor plan is recommending, such as transportation, parking, etc.*

*§ Passes out a new building height table with a third set of recommendations (see attached labeled Marsh Rummel Building height proposal).*

*§ Proposes adding an 18c designation for the properties located in the triangle formed by East Washington, First Street and the railroad tracks with a height limit of two stories.*

## 7 Discussion and vote on Capitol Gateway Corridor Plan

**Present:** Judy K. Olson, William Kunkler, Curtis V. Brink, Bradley C. Mullins, Eric E. Swanson, Marianne S. Morton, Kevin M. O'Driscoll, Marsha A. Rummel, David P. Waugh, Ilse Hecht, Beth Cannestra, Robert Horowitz, Mark A. Olinger and Al Martin

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*Kunkler:*

*§ Reluctant to modify height recommendations at all.*

*§ The model really doesn't do the potential development justice.*

*§ The heights still preserve the Capitol View.*

*§ I am afraid that if we codify too many constraints, we might be stuck for a great deal of time with the existing corridor.*

*Morton:*

*§ I was on the East Rail Corridor Committee, and we recognized that a new plan would need to look at both sides of the corridor of East Washington Avenue. We discussed a height limit of eight stories on both sides of the street would create uniformity and continuity along the entire corridor without affecting the context of the surrounding neighborhoods.*

*§ I understand that restrictions will place impediments on some development, and that we need to encourage employment development in the corridor, but I am concerned that 15 stories is too tall.*

*§ We need to be sensitive to the context, the close adjacent houses in the Tenney Lapham area and the Yahara River.*

*§ Three-four stories adjacent to the River makes a lot of sense.*

*Olinger: Office Complex discussion*

*§ How to fit a potential large-scale office user in this corridor. Is it possible that a user that needs one million square feet of office and 2000 parking spaces could fit in the*

area?

§ All of the blocks along East Washington Avenue are larger than typical block sizes. They are 330 feet by 600 feet.

§ Graphic shows that on two blocks, using the staff height recommendations, leaving room for two open spaces, and the buildings are of different heights, we can achieve: 1.2 million square feet of office and 2400 parking spaces.

Cannestra:

§ I missed the original meeting where the Committee discussed building height. I was not comfortable with the recommendations, but I lived with it, as I was the one that missed the meeting.

§ However, I feel much better about the City staff recommendations.

Brink:

§ I do not think we need to have a wholesale changing of the building heights.

§ This is an employment district and the biggest issue is parking.

§ It is a dead dark area now and Madison has a unique opportunity to redevelop an entire corridor in the heart of the city.

§ The cost of property development is significant, and costs are rising. The MGE area of the corridor is perfect for tall buildings with employment uses, and while no one is going to build a large office complex on spec, we don't want to prevent someone for coming in due to lower height restrictions.

§ Don't change the heights.

§ Perhaps we could consider changing the height by the Yahara River, but leave open the possibility that someone could come in with a very special signature building. So four-stories with some flexibility along the river would be okay.

O'Driscoll:

§ I am adverse to a change, and am worried that we are having an aesthetic discussion.

§ Is eight better than 10 or 10 better than 15? I think we should just take a vote.

6:30pm

Motion to take a 20 minute recess (O'Driscoll, Brink 2nd)

Motion Passes: Unanimous

6:50pm

Reconvene

Motion to approve Original Plan as written by Vandewalle. (Kunkler, O'Driscoll 2nd)

Discussion:

Olson: Will staff please discuss the process that they used to create the staff recommendations?

Olinger:

§ Many staff members met over several meetings.

§ There was strong concern over the character of the Yahara River, taking into account previous plans and activities that were protecting this significant community asset.

§ Several staff were involved in the Tenney Lapham area, East Rail Corridor, and this planning process, and our collective wisdom is what you see as the recommendations that have been presented to you.

Waugh: Some of the recommendations (for example the setbacks/stepbacks) are less controversial than others.

Swanson: How did the staff come up with 30-degrees instead of 45-degrees for the setbacks on the South side of Mifflin Street? Is it just a shadow issue?

Olinger: Staff found that 30-degrees not only improves the shadow issue, but also does a better job of preserving the view of the Capitol along several stretches of Mifflin Street (used diagrams to illustrate) as well as push more density towards East Washington Avenue, away from East Mifflin.

Rummel: In my recollection, there was never really a strong consensus when the building heights were discussed previously, and most of the voting was very close.

The question is called to end discussion and vote. (Morton)

The original motion to approve the Original Plan as written is withdrawn. (Kunkler)

Motion to take each general issue separately and to approve the Staff Recommended Building Heights as written in the Staff Memo. (Morton, Cannestra 2nd)

Amendment: Motion made to amend the current motion to separate Blocks 1a-9 and approve Staff Recommendations for Building heights on Blocks 1a-9. (Rummel, Morton 2nd )

Vote to separate:

9 Approve (Olson, Brink, Swanson, Morton, O'Driscoll, Rummel, Waugh, Hecht, Cannestra), 2 Oppose (Mullins, Kunkler)

Amendment Passes

Vote to Approve the Staff Recommended Building Heights on Blocks 1a-9:

9 approve (Olson, Kunkler, Brink, Swanson, Morton, Rummel, Waugh, Hecht, Cannestra), 2 Oppose (O'Driscoll, Mullins)

Motion Passes

Motion to approve all other staff recommendations on Blocks 1a-9. (Rummel, Cannestra 2nd)

Amendment: Issue of the 30-degree angled setbacks on Mifflin Street should be separated: (Kunkler, amendment considered friendly)

Vote to approve all other staff recommendation on Blocks 1a-9 except for the 30-degree angled setbacks: Unanimous

Motion Passes

Motion to approve the staff recommendation for a 30-degree angled setback as written in the staff memo on Blocks 1-9a. (Waugh, Rummel 2nd)

Vote to approve staff recommendations for 30-degree setback on Mifflin.

8 approve (Olson, Brink, Swanson, Morton, Rummel, Waugh, Hecht, Cannestra), 3 Oppose (Kunkler, Mullins, O'Driscoll)

Motion Passes

Motion to approve Marsha Rummel's building height recommendations as shown on her handout for blocks 10- 18b, including the addition of an 18c for the triangle bounded by East Washington Avenue, First Street and the railroad tracks. (Rummel, Morton 2nd)

Vote: 2 Approve (Rummel, Cannestra), 9 Oppose (Brink, Hecht, Kunkler, Morton, Mullins, O'Driscoll, Olson, Swanson), 1 Abstentions (Waugh)

Motion Fails

Move to approve staff recommendations for Blocks 10-18b, with the addition of Block

18c as described earlier with a maximum height of 2 ½ stories. (Olson, Morton 2nd)

*Discussion:*

O'Driscoll: I will never be on board the idea of 18c. Single-family houses on a federal highway are a bad idea.

*Amendment made to the motion to separate 18c from the rest of the vote and take out of order. Vote on main motion 10-18b, then 18c. (Kunkler, Waugh 2nd)*

*Vote: 8 approve (Kunkler, Brink, Mullins, Swanson, O'Driscoll, Waugh, Hecht, Cannestra), 3 oppose (Olson, Morton, Rummel).*

*Amendment Passes to separate and take out of order.*

*Amendment to motion: Separate Blocks 10a - 13b, and recommend a 10-12-story height limit on blocks 10a-13b. (Morton, Rummel 2nd)*

*Discussion:*

*Brink: These heights seem arbitrary.*

*Rummel: I am in favor of lower heights here.*

*Olson: Why do we need 15 story buildings here?*

*Mullins: Height restrictions would limit usable space, especially since we can really do underground parking here.*

*Brink: There are bearing capacity issues. This is the right place to have taller building heights, even if it means having lower building heights along the river.*

*Vote to amend motion to approve building heights of 10-12 stories on blocks 10a-13b. 5 approve (Morton, Rummel, Waugh, Hecht, Cannestra), 6 Oppose (Brink, Swanson, Mullins, O'Driscoll, Olson, Kunkler).*

*Amendment to the Motion Fails.*

*Amendment to the Motion: Separate Blocks 17 and 18 from Main Motion. (Kunkler, Morton 2nd)*

*Vote on Amendment: Unanimous*

*Amendment Passes.*

*Restated Motions: Three Motions to be voted on:*

*Approval of Staff Recommendations for Blocks 10-16.*

*Vote: 6 Approve (Olson, Brink, Rummel, Waugh, Hecht, Cannestra), 5 Oppose (Swanson, Mullins, O'Driscoll, Morton, Kunkler).*

*Motion Passes.*

*Approval of Staff Recommendations for Blocks 17-18b.*

*Vote: 7 Approve (Olson, Kunkler, Morton, Rummel, Waugh, Hecht, Cannestra), 4 Oppose (Swanson, Mullins, O'Driscoll, Brink).*

*Motion Passes.*

*Approval of the creation of 18c with a height limit of 2½ stories.*

*Vote: 3 Approve (Olson, Morton, Rummel), 8 Oppose (Hecht, Waugh, Swanson, Mullins, Cannestra, O'Driscoll, Kunkler, Brink).*

*Motion Fails.*

*Motion to Approve the last draft of the Vandewalle Plan as modified by the City staff report. (Olson, Morton 2nd)*

*Vote: 10 Approve (Olson, Kunkler, Brink, Swanson, Morton, O'Driscoll, Rummel, Waugh, Hecht, Cannestra), 1 Oppose (Mullins).*

*Motion Passes.*

## 8 Urban Design District 8 time line

*Potentially a November 7th Introduction at the Common Council, for referral to Plan Commission, UDC, etc.*

*Rummel: Should this committee be a referral body for the UDD 8 and this plan?*

*Motion to have this Committee be a referral body for review of the plan and the Urban Design District as it goes through the process. (Olson, Morton 2nd)*

*Discussion:*

*Hecht: I will not be able to be a part of this next phase. I can help to find a replacement.*

*Vote: Unanimous Approval, 1 Abstention (Hecht).*

*Motion Passes.*

## 9 Adjourn

*Move to Adjourn (Morton, O'Driscoll 2nd)*

*Discussion:*

*Rummel:*

*§ I will be giving a memo/notes to future committees/commissions about what I was trying to do regarding lower heights and the protection of the houses on First Street.*

*§ I will also have comments on the process, who should I give them to?*

*Olinger: Any comments on the process can be given to me.*

*Morton: I would like to take a minute and thank Bob Horowitz for all of his work as the Chair of the Committee, and to thank City Staff for their work.*

*Horowitz: I would like to thank the Committee for its hard work in this whole process.*

*Olinger: Thanks to City Staff and the Committee members*

*Vote to adjourn: Unanimous.*

*Meeting Adjourned at 7:50*

# Tenney-Lapham Neighborhood Association

COPY

March 2, 2006

## Neighborhood Board

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Mr. Robert Horowitz, Chair  
East Washington Capitol Gateway BUILD Steering Committee  
Department of Planning and Development  
215 Martin Luther King, Jr.  
P.O. Box 2985  
Madison, Wisconsin 53701-2985

Dear Mr. Horowitz,

On behalf of the Tenney-Lapham Neighborhood Association (TLNA), I want to thank you and the BUILD Committee for your efforts in crafting an inspiring vision for future development along East Washington Ave. TLNA supports the four core principles identified in draft BUILD document. East Washington has tremendous potential to become a grand boulevard approaching the State Capitol; and achieving that vision is long overdue.

Over the last 18 months, TLNA has been working on a 10-year revision of its Neighborhood Plan. Our association council has adopted the plan in draft and city staff is presently reviewing it. As you know, part of our plan addresses future development along the north side of East Washington Ave. from Blair to First Streets and so has considerable overlap with the BUILD. We have been pleased to have a TLNA representative on the BUILD Committee and the resulting coordination has been productive.

In many respects our tandem visions for these blocks are compatible. However, a significant area of inconsistency remains between the two drafts that we feel needs to be addressed. The maximum internal heights specified in the BUILD for buildings along East Washington and East Mifflin exceed the maximums called for in the TLNA Plan, except for the 1100-1200 blocks. We believe the internal heights called for in the BUILD are out of proportion with the adjoining neighborhood and may also work against another of the BUILD goals - to protect and enhance the iconic view of the Capitol. We have similar concerns for the even higher maximums allowed for the south side of the avenue, which exceed the height standards approved in the East Rail Corridor Plan.

We have attached a chart that summarizes for each block the areas of agreement and divergence on a number of design standards. We urge you to reconsider the BUILD standards in light of these differences before finalizing the plan.

Sincerely,

Cheryl Wittke  
President  
Tenney-Lapham Neighborhood Association

cc East Washington Capitol Gateway BUILD Steering Committee Members  
Rebecca Krantz, EINPC



**Comparison of East Washington BUILD and TLNA Neighborhood Plan**

The “BUILD” and “TLNA Plan” columns show the maximum height or distance limits, unless specified otherwise, for each item listed.

AREA		BUILD	TLNA Plan	Comments
1. 600 Block	Mifflin height - facade	3 stories	3 stories	
	Mifflin height – Internal	30 degrees	30 degrees	
	East Wash – facade	5 stories	n/a	TLNA doesn't specify E. Wash façade heights.
	East Wash – internal	8 stories	8 stories	

2B

AREA		BUILD	TLNA Plan	Comments
2. 700 Block	Mifflin height - facade	3 stories	3 stories	
	Mifflin height – Internal	30 degrees	30 degrees	
	East Wash – façade	5 stories	n/a	Same as above
	East Wash – internal	12 stories	8 stories	

3B

AREA		BUILD	TLNA Plan	Comments
3. 800 Block	Mifflin height - facade	3 stories	3 stories	
	Mifflin height – Internal	30 degrees	30 degrees	
	East Wash – façade	5 stories	n/a	Same as above
	East Wash – internal	12 stories	8 stories	

Note: 900 Block is Breese Stevens Field

4B

AREA		BUILD	TLNA Plan	Comments
4. 1000 Block	Mifflin height – façade	3 stories	3 stories	Site of Madison Dairy, which is not expected to be available.
	Mifflin height – Internal	30 degrees	30 degrees	
	East Wash – façade	5 stories	n/a	
	East Wash – internal	12 stories	8 stories	

AREA		BUILD	TLNA Plan	Comments
5 & 6. 1100 & 1200 Blocks	Mifflin height - facade	3 stories	3 stories	
	Mifflin height – Internal	3 stories	3 stories	
	East Wash – façade	3 stories	3 stories	
	East Wash – internal	3 stories	3 stories	

AREA		BUILD	TLNA Plan	Comments
7 & 8. 1300 & 1400 Blocks	Mifflin height - facade	3 stories	3 stories	TLNA Plan calls for Mifflin St re-establishment in part of 1400 block
	Mifflin height – Internal	30 degrees	30 degrees	
	East Wash – façade	5 stories	n/a	
	East Wash – internal	8 stories	8 stories	
	Thornton height – façade 8B	4 stories	4 stories	
Thornton height – internal 8A	8 stories	8 stories		

AREA		BUILD	TLNA Plan	Comments
9. Fiore site	First St. height – façade	5 stories	N/A	TLNA calls for establishment of park-and-ride transit center on this block. Design features not specified.
	First St. height – internal	45 degrees?	N/A	
	East Wash – façade	5 stories	N/A	
	East Wash – internal	8 stories	N/A	
	Fully internal buildings	8 stories	N/A	

Setbacks and Step Backs

AREA		BUILD	TLNA Plan	
1. E. Washington (entire length)	Setbacks	15 feet	Amount sufficient for tall trees	
2. E. Mifflin (entire length)	Setbacks	5-20 feet (min – max)	Matching north side of street.	
3. Side Streets	Setbacks	5-10 feet (min – max)	n/a	TLNA doesn't specify this
4. Side Streets	Step backs	10 - 15 feet (min - max.)	n/a	TLNA doesn't specify separate facades with step backs.

