August 2, 2007
DRAFT TEXT
EWA BUILD (Page 28 Insert)

TRANSPORTATION AND PARKING

(Note: Replace opening paragraphs with the following)

A fundamental principle of the Madison Comprehensive Plan is that land use planning and transportation planning must be integrated and work in tandem. This is especially true for the geographically compact area of Madison's Downtown and East Isthmus where the Capitol Gateway Corridor is located. The scale and intensity of development shown in this plan will place significant demands on the existing transportation system, requiring extensive analysis and implementation of alternative modes of transportation. The development potential indicated by the recommended land uses and bulk standards in the plan cannot be achieved without a dramatic decrease in the percentage of employees, residents, and visitors to the area using personal automobiles. In addition, the amount, location and access points for large parking areas need to be carefully planned so as not to conflict with the core development principles and the design and character recommendations in the Plan. The Plan recommends the implementation of strategies and programs to reduce the amount of parking typically required for individual developments along the Capitol Gateway Corridor in order to reduce the land area and building volume which must be devoted to parking and to reduce the demands on the existing transportation system.

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

The Plan recognizes that the long-range options to provide alternative modes of transportation to serve the downtown and the Isthmus transcend the East Washington Avenue Capitol Gateway Corridor and must be addressed on a community-wide basis. The Plan, however, also recommends that methods should be used to encourage the use of alternative modes of transportation and to reduce the demand for parking on a project-by-project basis as development occurs. The City should take steps to address both the long-term need to better integrate all transportation modes serving the Isthmus with land use planning and to address transportation demand management and traffic effects on a project-by-project basis.

Downtown/Isthmus Area Transportation and Parking Study/Plan

In order to manage current and future transportation demand across multiple modes and to integrate the transportation infrastructure and services needed to serve the land use and

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development recommendations emanating from the City's adopted plans, the City should commit to the completion of a comprehensive multi-modal Isthmus Area Transportation Plan and Parking Strategy within five years. This multi-modal planning initiative should bring together and coordinate the recommendations from the transportation studies recently completed or currently underway including:

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

Map ____ shows the current possible future transportation services covering the corridor.

Components or elements of such a study should include:

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

Both the City of Madison Comprehensive Plan and the Madison Area Metropolitan Planning Organization's Regional Transportation Plan recommend an update of the Isthmus Area Traffic Redirection Study that was substantially completed in 1979 and followed by subsequent more-detailed studies of particular recommended components. In addition, neighborhood plans request traffic studies to evaluate changes to the circulation system, to address specific traffic concerns and issues within individual neighborhoods. Studies such as this, while including the downtown, would need to be much broader in order to adequately evaluate alternatives and the implications of alternative choices.

Traffic circulation studies for individual neighborhoods, and a transportation study for the downtown/Isthmus area, including an update of the Isthmus Area Traffic Redirection Study, would consider not only the need to move automobile traffic to, through, and within the Isthmus, but also need to evaluate the role of transit and other transportation modes in moving people and goods through and within the Isthmus. The long-range implications of traffic on the downtown, the Isthmus neighborhoods, and the larger community would need to be considered together.

This scope is reflective of elements commonly included in a comprehensive downtown transportation plan.

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

A multi-year transportation planning initiative such as the one described above including an update of the Isthmus Area Traffic Redirection Plan, should include all modes of transportation and must adequately consider the implications for the Downtown/Central Business District, Isthmus neighborhoods, existing commercial corridors and the entire Madison community. Because the vitality of the City's Downtown and Isthmus neighborhoods is directly related to the health of the entire city and by extension the region, significant changes in traffic circulation which affect access to, from, within, and through the Isthmus must be carefully considered. The cost and time involved in undertaking an update of the Isthmus Area Traffic Redirection Plan (as recommended in the City's Comprehensive Plan) should not be underestimated. The City would need to identify adequate resources and budget funding for such a study.

A comprehensive transportation and parking strategy will enable higher density development to occur in a more sustainable manner; will enhance mobility for employees, customers, visitors and residents; will differentiate the Downtown and greater Isthmus from suburban centers and be a catalyst for more successful growth.

Alternative Transportation Modes and Parking Effects

Figure 33 indicates the typical amount of parking required by professional guidelines and the zoning ordinance to serve a stand alone 100,000 square foot office building and the physical size of the structure needed to accommodate all of the cars. Without alternative modes of transportation, programs designed to reduce automobile use for this stand alone use and initiatives to reduce project-by-project off-street parking, a significant amount of land area and building volume will have to be devoted to parking. Methods which can be used to encourage the use of alternative modes of transportation and reduce the demand for parking and provide for shared parking among uses within the corridor should be explored and addressed before individual development projects occur. Methods exist that can reduce the aggregate need for parking and can be successfully implemented by businesses and developers working with the City to address the effects of the proposed development on the City's traffic circulation system. These tools include the preparation of project-specific traffic studies, and transportation demand management plans, the use of shared parking, parking cash-outs, transit opportunities, live-work development, and community cars.

<u>Project-Specific Traffic Studies</u>

Redevelopment projects needing conditional use approval or a zoning map amendment should submit a traffic study for the development when requested by the alderperson and by the Traffic

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

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

Transportation Demand Management Plan

Recommend that redevelopment projects needing conditional use approval or a zoning map amendment, and when requested by the Traffic Engineer, provide a transportation demand management plan (TDM), and/or participate in a transportation management association (TMA) if one is available in the area. Transportation Management Associates are member-controlled organizations that provide transportation services in a particular area such as a commercial or employment district. TMAs provide an institutional framework to implement TDM plans and programs. The transportation demand management plan should generally describe the applicant's commitment to reducing the number of single-occupant automobile trips and list the methods the applicant intends to use. These methods should be based on the transportation choices currently available and it is recommended that they include an agreement to provide all employees with either the full price to purchase a monthly Madison Metro bus pass, or three or more of the following options:

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

The provisions of an employer's TDM plan should be available to all employees. The plan should describe the traffic and parking effects of the proposed development and should provide specific details on the measures the employer will use to monitor the traffic and parking effects.

Developers are encouraged to seek ways to reduce off-street parking requirements. The TDM plan should be reviewed by the Traffic Engineer in concert with the Planning Division Director, and should be periodically updated. In considering individual development proposals, the Plan Commission should consider the proximity to transit routes and bicycle paths, the availability and accessibility of alternative parking, existing and potential shared parking arrangements, the number of residential parking permits issued within the area, and the potential effect of on-site parking or lack thereof on adjacent residential neighborhoods.

(Note: This section will be followed by the sections on p. 28 entitled: Shared Parking, Parking Cashout, Transit Opportunities, Live/Work Relationship and Community Car.)

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DATE: August 3, 2007

TO: Plan Commission

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

SUBJECT: Capitol Gateway Corridor BUILD

At the Plan Commission meeting of June 18, 2007, the Commission voted to refer consideration of the Capitol Gateway Corridor BUILD plan until the August 6, 2007, meeting to give staff an opportunity to work on the language for the transportation section of the plan and to reconcile the differences among the various plans that have been adopted or prepared for the area around East Washington Avenue.

As the draft plans are currently being reviewed by the Plan Commission, I think that the Plan Commission is in the best position to manage a process to resolve the differences among the various plans rather than having some separate process outside of the Commission.

I would like to propose that the discussion and reconciliation among the various plans be referred to a Plan Commission Sub-Committee.

The process would be as follows:

1) Plan Commission names members to the Sub-Committee at the meeting of August 6.

2) The Sub-Committee would hold approximately four (4) or five (5) meetings which would provide an opportunity for those most involved in the planning process to discuss with the Sub-Committee their respective plans. I would suggest one (1) meeting each for East Rail, Tenney-Lapham, and Capitol Gateway BUILD.

3) The Sub-Committee could decide to suspend its rules so that the structure of the meetings would permit the Sub-Committee, attendees, and staff to more fully discuss the plans to help support the work of the Sub-Committee.

4) A report from the Sub-Committee would be presented back to the Plan Commission no later than its regularly scheduled meeting of October 15, 2007.

I believe that this process will provide the Plan Commission with the information needed to make a decision that will enable the draft plans to move forward for adoption and will bring all of them into alignment.

I would respectfully request your support for the referral and the establishment of the Sub-Committee and framework outlined here. If you have any questions, please contact me directly.

Thank you.

MAO:nap

Talking Points:
What the Marquette Neighborhood Association (MNA) Wants for the EWA Capitol Gateway Corridor BUILD Plan and Why

The Marquette Neighborhood Association Board of Directors supports the vision and goals cited in the EWA BUILD Plan. We look forward to significant future development along the corridor, including increased density and more diverse uses than exist today. We believe the EWA BUILD Plan can be instrumental in being a catalyst for positive development, and for guiding developers and neighborhoods in working together to implement redevelopment. Below we outline what changes we'd like to see before approving the EWA Capitol Gateway BUILD Plan.

1. Coordinated Planning:

- Reconcile the East Washington Avenue (EWA) Capitol Gateway Corridor BUILD Plan with plans for adjacent/overlapping areas, specifically the East Rail Corridor (ERC) Plan and the Tenney-Lapham Neighborhood Plan.
- The outcome of the reconciliation should be approved by affected neighborhoods (specifically Marquette and Tenney-Lapham). See Attachment B of the Department of Planning and Community and Economic Development's memo (June 15, 2007) for a comparison of the different plans.

2. Transportation/Parking Strategy:

- Commit resources and establish a deadline for completing a comprehensive, proactive transportation/parking strategic plan which will encompass the EWA corridor.

  MNA believes the absence of a comprehensive transportation strategy will slow development and provide no guidelines/clarity to neighborhoods or developers working together to implement development plans.

- Amend the EWA BUILD Plan to include language establishing a Central Transportation Design District, as drafted by representatives from the Tenney-Lapham and Marquette neighborhoods, Downtown Madison, Inc. and Capitol Neighborhoods, Inc. (see attached).

  MNA understands that both the City's Comprehensive Plan and the Madison Area Metropolitan Planning Organization's Regional Transportation Plan recommend updating the Isthmus Area Traffic Redirection Study. MNA believes that a commitment from the City to update this study to include a comprehensive transportation plan that encompasses the EWA corridor could potentially act in lieu of establishing a Transportation Design District.

- City Planning Division staff suggest that the EWA BUILD Plan be amended so that specific redevelopment projects (those requiring conditional use approval or a zoning amendment and which result in 100 or more full-time employees be required to prepare traffic studies and provide Transportation Demand Management (TDM) plans. The TDM plans would be based on currently-available transportation choices. Staff makes limited-scope, very marginal suggestions for how redevelopments can provide incentives to reduce single-occupancy car trips.

MNA does not believe that this amendment to the EWA BUILD Plan would significantly reduce single-occupancy car trips. MNA believes the combination of having developers produce project-by-project transportation studies, and TDM plans based on currently-available transportation choices will only encourage the status quo with respect to transportation and parking, and removes from the City the responsibility to identify future transportation strategies/development.

- [One possible source of funds for the City's transportation planning efforts could be from developers who could pay into a "EWA Transportation Planning Fund" rather than spend money developing project-specific transportation plans.]

3. Reasonable Heights:

- Revise the recommended maximum building heights proposed in the EWA BUILD Plan to better align with those in the ERC Plan and the Tenney-Lapham Neighborhood Plan.
- Many of the proposed heights in the EWA BUILD Plan exceed height limits identified in the City-adopted ERC Plan and the Tenney-Lapham draft neighborhood plan. The EWA BUILD Plan does not address the impact of its height standards on the adjoining areas, nor does it present a rationale for exceeding the height standards proposed in the draft Tenney-Lapham Neighborhood Plan or the East Rail Corridor Plan.
- MNA believes that the heights proposed in the EWA BUILD Plan fail to support two of the Plan's principles: respecting and strengthening the adjoining neighborhoods and protecting and enhancing the iconic view of the Capitol.

Why Make these Changes:

Adverse consequences of EWA BUILD Plan maximum height proposals and lack of transportation planning to the Marquette, Tenney-Lapham and ERC planning areas include:

- The vehicular transportation infrastructure of the isthmus is already stretched, with all of the arterials considered to be at or near capacity. The BUILD's transportation section (page 28) does not provide a transportation impact analysis. Instead it defers the question to other efforts that may or may not be fruitful. The densities that could result from the EWA BUILD heights will result in overwhelming automobile commuting pressures on neighborhood streets and on arterials such as Johnson, Gorham and Williamson, even in the best-case transit scenario.
- The projection for the amount of parking that will be necessary to support the new commercial space in the EWA corridor is lacking other than the statement that without reduction in automobile use "a colossal amount of land area and building 'volume' will have to be devoted to parking" (page 28). The likelihood that the proposed mitigation strategies (shared parking, parking cash out, community car, live/work) will have a meaningful effect on the number of parking spaces needed is slim at best.
- **Higher Land Cost.** The maximum heights allowed by the plan will drive up the market valuation of the land in the Corridor. The higher land costs will cause developers to propose buildings be built as high as possible. The maximum height will become the norm, not the rarity.
- **Residential Land Values/Uses**. The proposed EWA BUILD heights will exert increased pressure for higher housing costs as well as tear down and construction of residential densities much higher than those reasonably envisioned by the existing plans, again

challenging the retention and development of home ownership by families with children, age and income diversity, affordability, and traditional neighborhood scale.

- **Commercial Land Values/Uses**. The EWA BUILD heights on the south side of East Washington and the north side of East Main far exceed the ERC Plan heights and will inevitably be used to justify similar overrides to the ERC height limits on the south side of East Main (and likely beyond to the rest of TID 36), driving up land values, as discussed above, and further undermining the adopted vision and goals for the East Rail Corridor.
- **Use of TIF.** The higher land costs and parking costs will be borne by the City to a great extent. All of the Corridor is already in or is proposed to be included in TIF District #36. The need for TIF to underwrite higher land costs and parking costs will be substantially increased by the maximum heights. This will divert TIF from anticipated uses identified in the ERC Plan and the TID #36 Resolution.
- **Branding and Marketing of the District**. High density, tall office buildings are less conducive to stimulating neighborhood-based and other small businesses, startups, incubators, non-profits, etc. Furthermore, a number of business ventures – light manufacturing, for example – are not well served by buildings over six stories. Because of their acquisition and construction costs, the tall buildings will more likely be rented or sold at the highest market rates. The kind of diverse uses and local economic development envisioned and valued by the ERC Plan will be priced out. The result, also contrary to the EWA BUILD Plan's vision, will be an economic monoculture – the commuter-based office park. This use is not only rejected by the ERC Plan, but is strongly opposed by the surrounding neighborhoods.
- **Imbalance of Scale**. Existing Plans for development along both sides of the EWA corridor envision a scaling up towards E. Washington from the north and south – essentially making the Corridor a "central ridge." Plans envision a variation of heights within an overall envelope of eight stories on both sides. The EWA BUILD Plan heights double this envelope, making a central "spike" that towers over the natural landscape and built environment.
- In addition, the EWA BUILD Plan creates a street where there is little relationship between heights on the north and south sides. The north side has a maximum of eight stories; the south side a fifteen-story maximum. In some blocks the maximum height is three stories on the north side and fifteen stories on the south.
- The proposed EWA BUILD heights for the south side of East Main St., from Blair to Ingersoll Streets, may undermine the goal of promoting Main St. as the pedestrian-scaled middle of the employment center.
- The EWA BUILD Plan also creates a marked imbalance between the two sides of Main Street, with fifteen stories allowed on the north side, and five allowed on the south side.
- **Live/Work Family Orientation**. The Marquette and Tenney-Lapham neighborhoods were built as live/work, family-oriented environments and want to maintain that status. More employment opportunities for pedestrian and transit-oriented live/work lifestyles for more residents of adjacent downtown and isthmus neighborhoods are major goals in both the East Rail Corridor and Tenney-Lapham plans. The EWA BUILD heights will inevitably result in an office park district that will be predominately automobile-commuter based. From previous experience in both the Marquette and Tenney-Lapham neighborhoods, we know that high levels of commuter traffic incursion result in a decrease in home-ownership and housing quality, and reduction in families with school-age children.