



City of Madison

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Madison, WI 53703
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File Number: 05532

File ID: 05532

File Type: Resolution

Status: Report of Officer

Version: 1

Reference:

Controlling Body: PLAN
COMMISSION

Lead Referral: PLAN COMMISSION

File Created Date : 01/30/2007

File Name: E Wash Capitol Gateway Corridor Plan & Urban
Design Guidelines

Final Action:

Title: Accepting the Final Report of the East Washington Capitol Gateway Plan Advisory Committee and adopting the East Washington Capitol Gateway Corridor Plan and Urban Design Guidelines as a supplement to the City of Madison Comprehensive Plan, and other City plans to be used to guide future land use and development within the East Washington Capitol Gateway Corridor.

Notes:

CC Agenda Date: 02/06/2007

Sponsors: Judy K. Olson and Brian Benford

Enactment Date:

Attachments: Capitol Gateway CorrPlan 1-23-07.pdf ,Capitol Gateway BUILD Memo 9-8-06.pdf ,Table1 E Wash Capitol Gateway Corridor 10-11-06.pdf ,Minutes E Wash BUILD 10-11-06.pdf ,05532 Ltr from Capitol Neighborhoods.pdf ,UDC Rpt 031407.pdf ,Add Comments 031907.pdf ,05532 Memo 061507.pdf ,Map.pdf ,Comments 080607.pdf ,Discussion Packet 012808.pdf ,MNA EWABUILD 012508.pdf ,Add Maps 012808.pdf

Enactment Number:

Author: Michael P. Gay, Department of Planning & Development

Hearing Date:

Entered by: Nancy Prusaitis 608-266-4807

Published Date:

Approval History

Version	Date	Approver	Action

History of Legislative File

Ver- sion:	Acting Body:	Date:	Action:	Sent To:	Due Date:	Return Date:	Result:
1	Planning Unit	01/30/2007	Fiscal Note Required / Approval	Comptroller's Office/Approval Group		01/31/2007	

1	Comptroller's Office/Approval Group	01/31/2007	Approved Fiscal Note By The Comptroller's Office	Planning Unit	01/31/2007	
	Notes:	<i>Bohrod</i>				
1	Planning Unit	01/31/2007	Referred for Introduction			
	Notes:	<i>Plan Commission, Economic Development Commission, Urban Design Commission</i>				
1	PLAN COMMISSION	02/06/2007	Refer	ECONOMIC DEVELOPMENT COMMISSION	03/07/2007	
1	PLAN COMMISSION	02/06/2007	Refer	URBAN DESIGN COMMISSION	03/14/2007	
1	COMMON COUNCIL	02/06/2007	Refer	PLAN COMMISSION	06/18/2007	
	Notes:	<i>Additional Referral(s): Economic Development Commission, Urban Design Commission</i>				
1	ECONOMIC DEVELOPMENT COMMISSION	03/07/2007	Return to Lead with the Recommendation for Approval	PLAN COMMISSION	04/18/2007	Pass

Action Text: A motion was made by Erlanger, seconded by Gleason, to Return to Lead with the Recommendation for Approval to the PLAN COMMISSION. The motion passed by acclamation.

Notes: *Mark Olinger, Director of the Department of Planning and Community and Economic Development, explained the lengthy history of the CGCP, starting with the initial BUILD Grant application in 2003. He noted that the neighborhood plans for the area all used the centerline of E. Washington Ave. as the boundary for their plans, and the East Washington Corridor needed a plan that brought these other plans together and focused E. Washington Ave. as a locus of economic development activity. The East Rail Corridor Plan made reference to this as a future plan. He explained that the CGCP was an 18-month long process that cost \$100,000. Building height was always an issue at these meetings.*

He said the cost of land in this area is high and this forces potential manufacturing uses to locate where land is cheaper. Mixed uses of businesses are called for in the plan, not the creation of an office park environment.

*Question: Why all the dissent now instead of during the 18-month long process?
 Answer: All meetings were public. Perhaps there was a disconnect between the representatives and their groups. At the last CGCP meeting there were 30 motions that were voted on.*

*EDC members offered the following comments:
 - The EDC cannot evaluate what is the best building height.
 - There was a process that was created and followed over the 18-month period.
 - The corridor needs a dramatic something and this plan is it.*

John Schlaefer, representing the Marquette Neighborhood Association (MNA) spoke in agreement with the Capitol Gateway Corridor Plan (CGCP) except for the building heights.

Brad Mullins, Capitol Gateway Corridor landowner and developer, spoke in support of the CGCP. He would prefer even greater building heights to be allowed.

Patrick McDonnell, Tenney-Lapham Neighborhood Association, spoke in opposition to the CGCP; density and building heights were his key issues.

Kevin ODriscoll, 450 N. Baldwin St., spoke in support of the CGCP.

Brian Mullins, 1903 Rowley Ave., spoke in support of the CGCP with increased heights at a few locations.

Peter Wolfe, 945 Jenifer St., spoke in opposition to the CGCP. He opposed the building heights and the effects of increased traffic due to higher density.

Robert Horowitz, chairperson of the East Washington Avenue Capitol Gateway Steering Committee, spoke in support of the CGCP.

Ilse Hecht, 141 N. Hancock St., registered in opposition to the CGCP and did not speak.

1	URBAN DESIGN COMMISSION	03/14/2007	Return to Lead with the Following Recommendation(s)	PLAN COMMISSION	04/18/2007	Pass
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Action Text: A motion was made by Host-Jablonski, seconded by Geer, to Return to Lead with the Following Recommendation(s) to the PLAN COMMISSION. The motion passed by acclamation.

Notes: *The Urban Design Commission recommended provisional approval based upon four conditions:*

1. A statement be added to the plan that makes a serious commitment for on-going transit planning.
2. A serious commitment is made for a public process to discuss and scrutinize the creation of the Urban Design District #8 Design Guidelines.
3. Bonus stories/heights will only be granted in exchange for solar/green building components, as well as extraordinary design, high value streetscape, etc. that will always be required for PUD applications.
4. The plan shall be amended to incorporate F.A.R. (Floor Area Ratio) provisions and other creative techniques for height considerations to prevent blocky buildings.

1	PLAN COMMISSION	03/19/2007	Rerefer	PLAN COMMISSION	06/18/2007	Pass
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Action Text: A motion was made by Konkel, seconded by Ohm, to Rerefer to the PLAN COMMISSION. The motion passed by the following vote:

Notes: *The Plan Commission referred this matter for 90 days, with an expected return date of July 9, 2007.*

In referring this matter, the Plan Commission requested the following:

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

The motion to refer replaced an earlier motion by Ald. Konkel, seconded by Ohm to approve the plan subject to the completion of a comprehensive transportation and parking study for the Isthmus and a condition that the heights in the E. Washington Capitol Gateway Plan be limited to the heights recommended in the draft updated Tenney-Lapham Neighborhood Plan and East Rail Corridor Plan until after the transportation and parking study is completed.

Recused: 1 James C. Boll
 Ayes: 6 Brenda K. Konkel; Lauren Cnare; Brian W. Ohm; Sarah Davis; Judy Bowser and Kelly A. Thompson-Frater
 Noes: 1 Kenneth Golden
 Non Voting: 1 Nan Fey

1	PLAN COMMISSION	06/18/2007	Rerefer	PLAN COMMISSION	09/17/2007	Pass
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Action Text: A motion was made by Bowser, seconded by Gruber, to Rerefer to the PLAN COMMISSION. The motion passed by acclamation.

Notes: *The Plan Commission referred consideration of the plan to allow staff an opportunity to reconcile the differences between the proposed East Washington Avenue plan and the draft Tenney-Lapham Neighborhood Plan, the East Rail Corridor Plan and the Yahara River Parkway Plan. The Commission asked that the staff be prepared to report its findings no later than the Plan Commission August 6, 2007 meeting.*

1	PLAN COMMISSION	08/06/2007	Rerefer	PLAN COMMISSION	09/17/2007	09/17/2007	Pass
1	PLAN COMMISSION	09/17/2007	Rerefer	PLAN COMMISSION		01/28/2008	Pass

Action Text: A motion was made by Bowser, seconded by Gruber, to Rerefer to the PLAN COMMISSION. The motion passed by voice vote/other.

Notes: James Boll recused himself from this item.

1	PLAN COMMISSION	01/28/2008	RECOMMEND TO COUNCIL TO ADOPT - REPORT OF OFFICER				Pass
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Action Text: A motion was made by Bowser, seconded by Heifetz to recommend to Council to adopt as an alternate. The motion passed by voice vote/other.

Notes: The Plan Commission recommended adoption of an alternate resolution which inserts a final "whereas" clause which reads as follows: "WHEREAS this plan was deemed to be inconsistent with some previously adopted neighborhood plans, as well as one presented in draft form leading to the appointment of and charge to a subcommittee of the Plan Commission to reconcile those inconsistencies."

The Plan Commission also recommended an amendment to the first "RESOLVED" clause to read as follows: "NOW THEREFOR BE IT RESOLVED that the Common Council accepts the East Washington Capitol Gateway Corridor Plan Advisory Committee final report as amended by the Plan Commission Subcommittee, and hereby adopts the East Washington Capitol Gateway Corridor Plan and recommendations..."

The main motion to adopt the plan included a recommendation that the final plan incorporate the following changes:

1. On Figure 14 "Future Land Use Definitions" a statement should be added which reads: "Encourage a mix of uses excluding residential uses with employment uses remaining the predominant use. Encourage uses that are complementary and allow for the use of shared parking."
2. On the 1500 Block, add an area designated as "18C" with a land use recommendation to read "Residential/employment (medium density residential)."
3. Replace the building height ranges included in the plan on the maps and in relevant charts with an asterisk for the lower end of the range which shall represent the maximum height, in stories, allowed without requiring bonuses. Consideration of bonuses would be dependent on the provision of amenities as described in the Plan Commission Committee Capitol Gateway Corridor Plan minutes of December 10, 2007. Maximum heights with bonuses include the potential for three additional stories for areas designated with a 12-story maximum, two additional stories for

- areas with a 8-story maximum, and two additional stories for areas with a 6-story maximum.
4. On the north side of the 1500 Block, the Plan Commission recommended a maximum façade height of 4-stories as recommended by the Emerson East Eken Park Neighborhood Plan.
 5. On page 28 in the Transportation Section the Plan Commission recommended the inclusion of a statement that indicates that the plan recommends that East Washington Avenue should not be widened any further.
 6. The plan should include a statement which recommends that no further barriers be created which would make it more difficult to extend Main Street through the Madison Metro property if Madison Metro were to ever relocate from their present location.
 7. Replace the Transportation and Parking section starting on page 28 of the plan with the language recommended in the August 2, 2007 draft text.
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Text of Legislative File 05532

Fiscal Note

No direct fiscal impact. The plan will guide the redevelopment of certain portions of the corridor, which should result in higher assessed values over time but these changes cannot be forecast at this time with any degree of certainty.

Title

Accepting the Final Report of the East Washington Capitol Gateway Plan Advisory Committee and adopting the East Washington Capitol Gateway Corridor Plan and Urban Design Guidelines as a supplement to the City of Madison Comprehensive Plan, and other City plans to be used to guide future land use and development within the East Washington Capitol Gateway Corridor.

Body

WHEREAS the City of Madison Comprehensive Plan adopted January 17, 2006 (Substitute Ordinance No. 02207), recommends the adoption of neighborhood plans and special area plans for established residential neighborhoods and other development and redevelopment locations within the City; and

WHEREAS, the area bounded by South Blair Street, East Mifflin Street, East Wilson Street and First Street is known as the East Washington Capitol Gateway Corridor, and

WHEREAS, the in-progress East Washington Avenue Road Reconstruction Projects and numerous adopted City plans and reports, including the 2004 East Rail Corridor Plan, the 1994 Marquette-Schenk-Atwood Neighborhood Plan, the 1998 Yahara River Parkway and Environs Master Plan, the 2000 Marquette Neighborhood Center Master Plan, the 2000 Isthmus 2020 Committee Report, the 1998 Emerson East-Eken Park Neighborhoods Plan, and the 2007 Draft Tenney-Lapham Neighborhood Plan, recommend that more detailed planning be conducted within the East Washington Capitol Gateway Corridor to identify opportunities and recommended land use, urban design changes and implementation activities that will encourage development and redevelopment within the Corridor to advance business, neighborhood and community objectives regarding business and economic development, residential development, infrastructure planning, streetscaping, urban design, housing and open space; and

WHEREAS the East Washington Capitol Gateway Corridor Plan follows the format of the adopted Comprehensive Plan and provides additional and more detailed recommendations regarding the future of

land use, urban design and implementation activities for the corridor and connected areas; and

WHEREAS the East Washington Capitol Gateway Corridor Plan Advisory Committee, established by the Common Council in October 2004, guided the preparation of the Plan with input from all representative business and neighborhood associations and organizations, as well as neighborhood residents and other interested stakeholders; and

WHEREAS the East Washington Capitol Gateway Corridor Plan Advisory Committee was charged with the following tasks:

- Find a community consensus on how the Corridor will function and what it will look like as new investment and redevelopment occurs over time;
- Assemble a comprehensive profile of the current uses in the Corridor and an analysis of key development and business location opportunities;
- Recommend preferred land uses for properties both north and south of the Corridor, including major redevelopment sites and key areas of overlapping interest between numerous neighborhoods;
- Create corridor design guidelines and standards for new and renovated buildings and sites;
- Create specific standards for inclusion in an Urban Design District #8 ordinance; and
- Assemble specific strategies for City action to guide future development in accordance with the Plan; and

WHEREAS, during Phase One (Winter 2004 through Summer 2005) of this complex planning project, the 20-member Advisory Committee:

- Studied past planning efforts for the study area, existing assets and opportunities, planning recommendations and the regulatory framework within the planning area;
- Reviewed the Corridor site inventory, historical and cultural resources of significance, existing market data overview, stakeholder interviews;
- Considered proposed and in-progress transportation, parking and infrastructure improvements, business, housing and overall economic development objectives and opportunities, open space, streetscaping and architectural design goals;
- Developed alternative land use plan and urban design district recommendations; and

WHEREAS, during Phase Two (Fall 2005 through Fall 2006), the Advisory Committee revisited, refined, and expanded the level of detail and direction contained in the land use plan and urban design district recommendations based upon continued community input and deliberations centered around consensus building; and

WHEREAS, the Advisory Committee hosted two large public information meetings to gather public input and present planning issues and background information, alternative development concepts for the planning area, and the draft recommended land use plan and urban design guidelines; and

WHEREAS, throughout both Phases of this process, multiple opportunities were provided for community input, questions and concerns, including 1) wide distribution of meeting agendas and minutes and other meeting materials to interested parties, 2) opportunities for public comment at all scheduled Advisory Committee meetings, 3) posting Plan drafts on the Capitol Gateway Corridor Plan website, 4) hosting two public information meetings, and 5) the use of East Isthmus Neighborhood Planning Council (EINPC) as a hired facilitator to provide direct linkages to the neighborhood associations affected by the plan; and

WHEREAS, after carefully considering and discussing the input from all committee, public, and neighborhood meetings on the draft Plan and after making final revisions, the Advisory Committee at their October 11, 2006, meeting approved a motion to adopt the East Washington Capital Gateway Corridor Plan Advisory Committee Final Report and submit it to the Madison Common Council; and

WHEREAS, the Final Report has been reviewed by City agencies.

NOW THEREFORE BE IT RESOLVED, that the Common Council accepts the East Washington Capitol Gateway Corridor Plan Advisory Committee Final Report and hereby adopts the East Washington Capitol Gateway Corridor Plan and Recommendations as a supplement to the City of Madison Comprehensive Plan and related neighborhood, corridor, and parkway plans outlined above, to be used to guide future land use and development in the East Washington Capitol Gateway Corridor; and

BE IT FURTHER RESOLVED, that the Comprehensive Plan be revised to incorporate the land use classifications recommended in the East Washington Capitol Gateway Corridor Plan during the next annual Comprehensive Plan evaluation and amendment process; and

BE IT FURTHER RESOLVED, that the appropriate City staff are directed to work with neighborhood and business associations, property owners, residents and other interest groups to begin to implement the East Washington Capitol Gateway Corridor Plan's recommendations, and particularly adoption of the Urban Design District #8 Ordinance incorporating the Plan's design recommendations that will be developed following Plan adoption; and

BE IT FURTHER RESOLVED that the appropriate City agencies consider including the recommendations of the East Washington Capitol Gateway Corridor Plan and Urban Design Guidelines in future work plans and budgets in accordance with the priorities stated in the Plan; and

BE IT FURTHER RESOLVED that in situations where they differ, the land use and urban design recommendations in the East Washington Capitol Gateway Corridor Plan for the 600 through 1800 blocks of East Washington Avenue inclusive, including the frontage on East Mifflin and East Main Streets, shall supersede the recommendations in the adopted 2004 East Rail Corridor Plan; and

BE IT FURTHER RESOVLED that Planning Unit staff are directed to provide clarifying edits in the East Rail Corridor Plan to reflect these differences; and

BE IT FINALLY RESOLVED, that the East Washington Capitol Gateway Corridor Plan Advisory Committee will remain in effect until such time as the Urban Design Guidelines for Urban Design District #8 are complete, and the Advisory Committee has an opportunity to review the urban design guidelines, at which time, it will dissolve.