



Department of Planning & Community & Economic Development

Planning Division

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TO: Transportation Policy & Planning Board, Community Development Authority, and Plan Commission

FROM: Planning Division Staff

DATE: December 4, 2020

SUBJECT: Planning Division recommendation regarding ID [63041](#) *Proposed Amendment of the Triangle Monona Bay Neighborhood Plan (Plan adopted by the Common Council as a Supplement to the City of Madison Comprehensive Plan on July 2, 2019 by Enactment No. RES-19-00481, Legislative File ID [55528](#))*

Introduction

An amendment to the Triangle Monona Bay (TMB) Neighborhood Plan has been requested by Alder Evers and will be reviewed by the Transportation Policy & Planning Board (TPPB), Community Development Authority (CDA), and the Plan Commission (PC). These bodies are advisory to the Common Council, which will make the final decision on this requested plan amendment. The purpose of the amendment is to revise a transportation recommendation for a section of new street recommended between Regent Street and Braxton Place. As described below, the adopted plan recommended a narrow street extending from Regent Street to West Washington Avenue with vehicular access. The proposed amendment recommends that the segment between Regent Street and Braxton Place be designed for bicycle, pedestrian and emergency vehicle access only.

Background and Adopted Triangle Monona Bay Neighborhood Plan

The Triangle Monona Bay Neighborhood is on the verge of significant change. Bayview Foundation will rebuild all of its housing beginning next year using \$2.9 million from the City's Affordable Housing Fund, and it will build a new community center which will operate in part using Community Development Division funds. The Community Development Authority (CDA) is also planning to redevelop its housing over the next 3 to 5 years, and SSM Health and other area property owners are considering redevelopment as well. To help guide these changes, the Common Council adopted the Triangle Monona Bay Neighborhood Plan as a Supplement to the City of Madison Comprehensive Plan on July 2, 2019 by Enactment No. RES-19-00481, Legislative File ID [55528](#).

The City Planning & Community & Economic Development Department conducted a Racial Equity and Social Justice Analysis to design the neighborhood planning process and the composition of the Triangle and Monona Bay Ad-Hoc Neighborhood Plan Steering Committee (TMB SC). The RESJ analysis led to the appointment of a TMB SC that was highly representative of the neighborhood's diverse population and a robust public engagement process. The TMB SC advised city staff in preparing the plan, and input from many residents was also used to prepare the plan's recommendations for land use, housing and urban design; parks and open space; transportation; and health and well-being. Plan recommendations strike a balance between addressing expected growth in the larger community and immediate neighborhood, and the needs and desires of the

diverse population currently residing in the Plan Area (Figure 1, page 2).

For more detailed information regarding the planning process, please see attachments 1-3 to this memorandum.

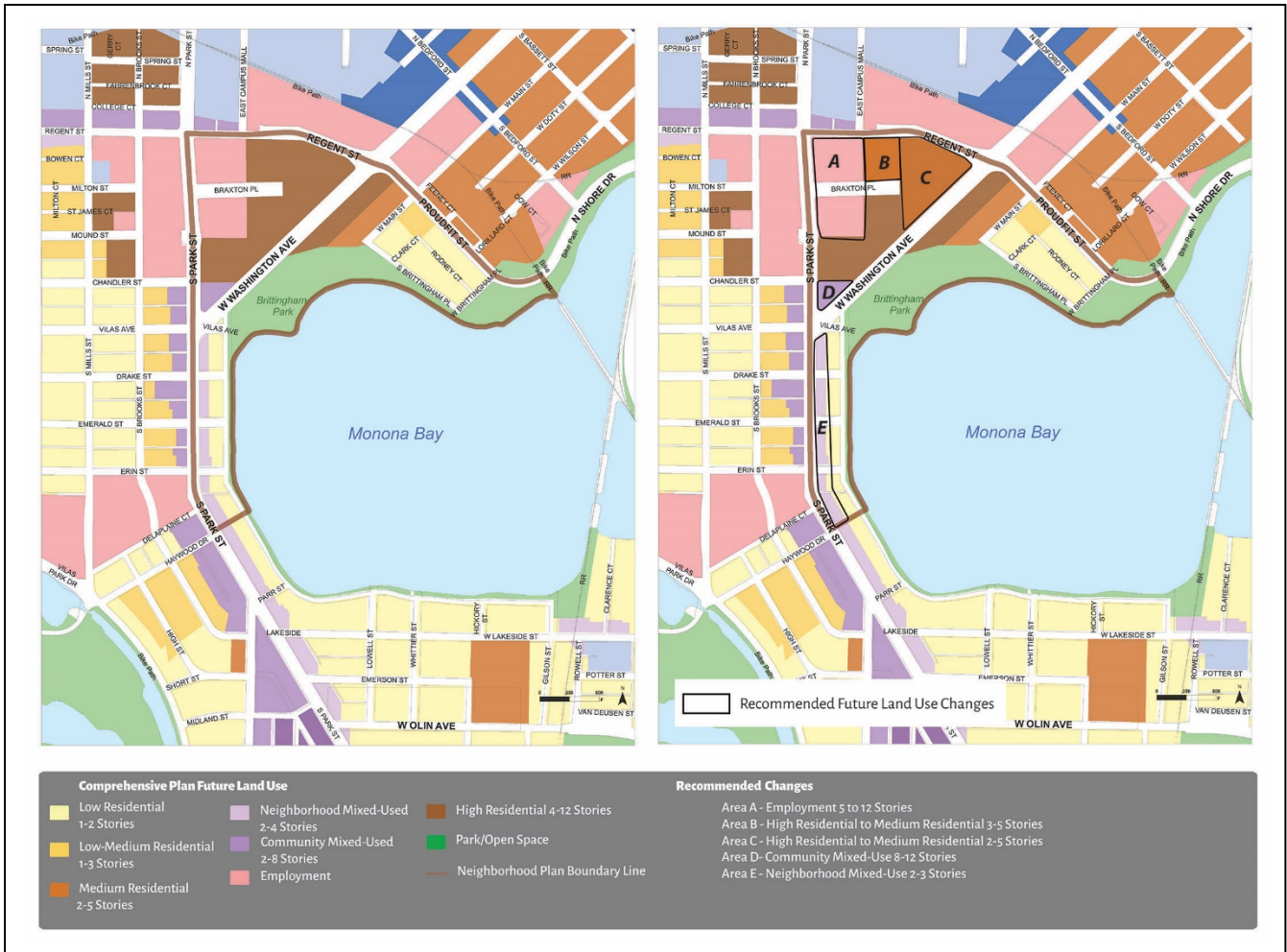


Figure 1: Recommended Future Land Use Changes from Adopted TMB Neighborhood Plan

As shown in Figure 1 above, the adopted plan changes the Comprehensive Plan’s future land use recommendation from high residential to medium residential on the Community Development Authority’s Gay Braxton property (Area B) and Bayview’s property (Area C) to accommodate CDA’s plans to rebuild its Gay Braxton housing, approximately doubling the number of housing units from 60 to 120 units, and Bayview which will begin a phased redevelopment in 2021, increasing from 120 to 130 housing units and rebuilding its community center. Healthcare property owners may also redevelop in the next 10 to 15 years, and to accommodate possible new employment along S. Park Street and Braxton Place, the adopted plan maintains the Comprehensive Plan’s Employment land use designation on the UW Health, SSM Health and Select Specialty Clinic properties (Area A), and adds a building height range of 5 to 12 stories.

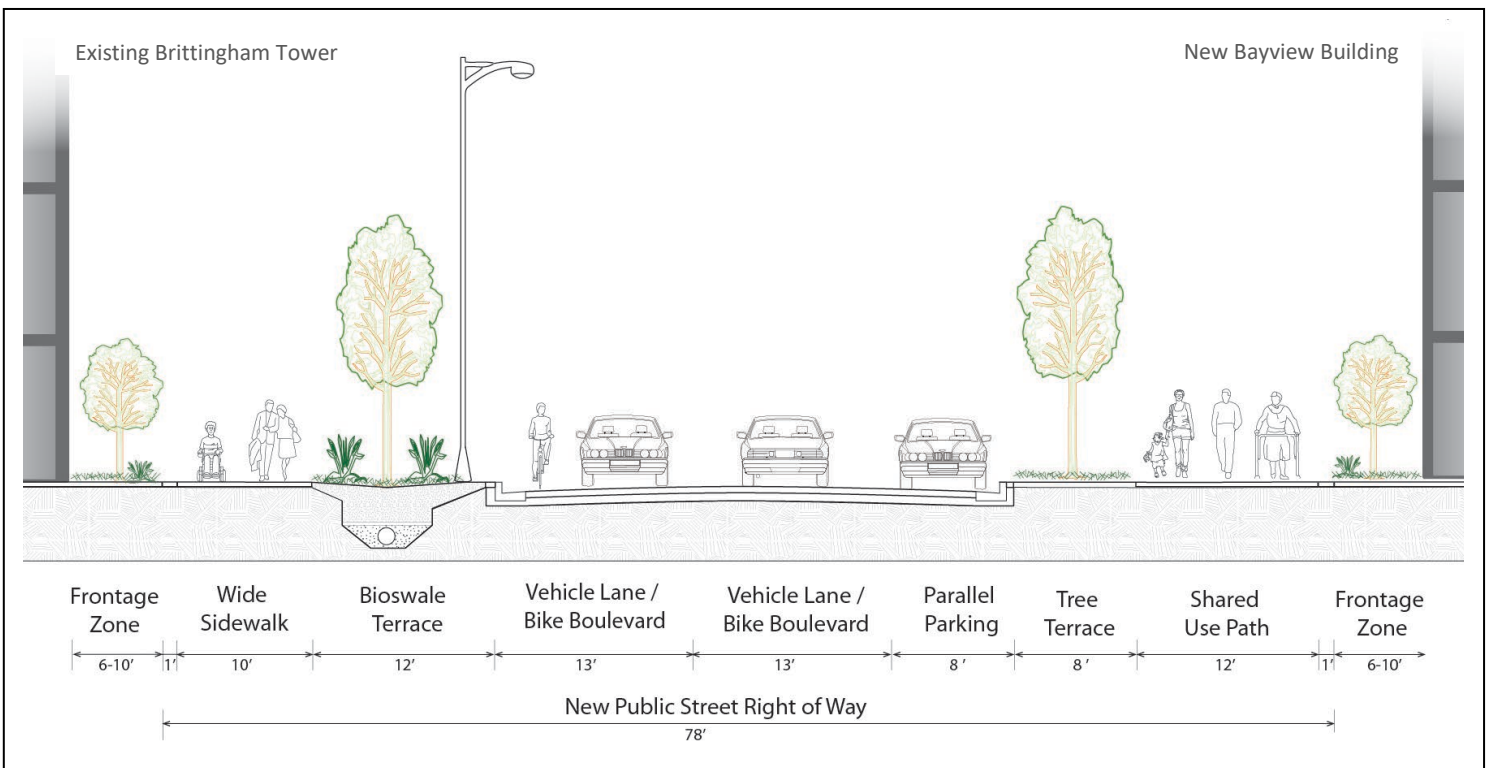
The Braxton Place cul-de-sac currently provides the sole interior public street access to the Triangle area and

the UW Clinic, Select Specialty Clinic, CDA housing, Bayview housing and the Bayview Community Center. As area properties are positioned for redevelopment, it is an opportune time to improve the existing limited public access to accommodate the new growth. Enhanced street connectivity will allow the Bayview Community Center to be more welcoming and accessible to the public, facilitate safe and efficient travel to housing for residents and visitors, provide opportunities for additional parking, and improve emergency vehicle access.

To address these needs, the adopted plan includes an additional, narrow North/South public street connecting Regent Street to W. Washington Avenue with traffic calming and right-in-right-out only access onto Regent Street and W. Washington Avenue (Figures 2 and 3). Building upon previous planning projects, the TMB Plan also recommends that East Campus Mall extend through the neighborhood, completing the ped/bike link from Lake



Figure 2: Location of new North-South Street which would extend from Regent Street to W. Washington Avenue



Mendota to Lake Monona.

Figure 3: Cross-section of New N-S Street from Adopted TMB Neighborhood Plan

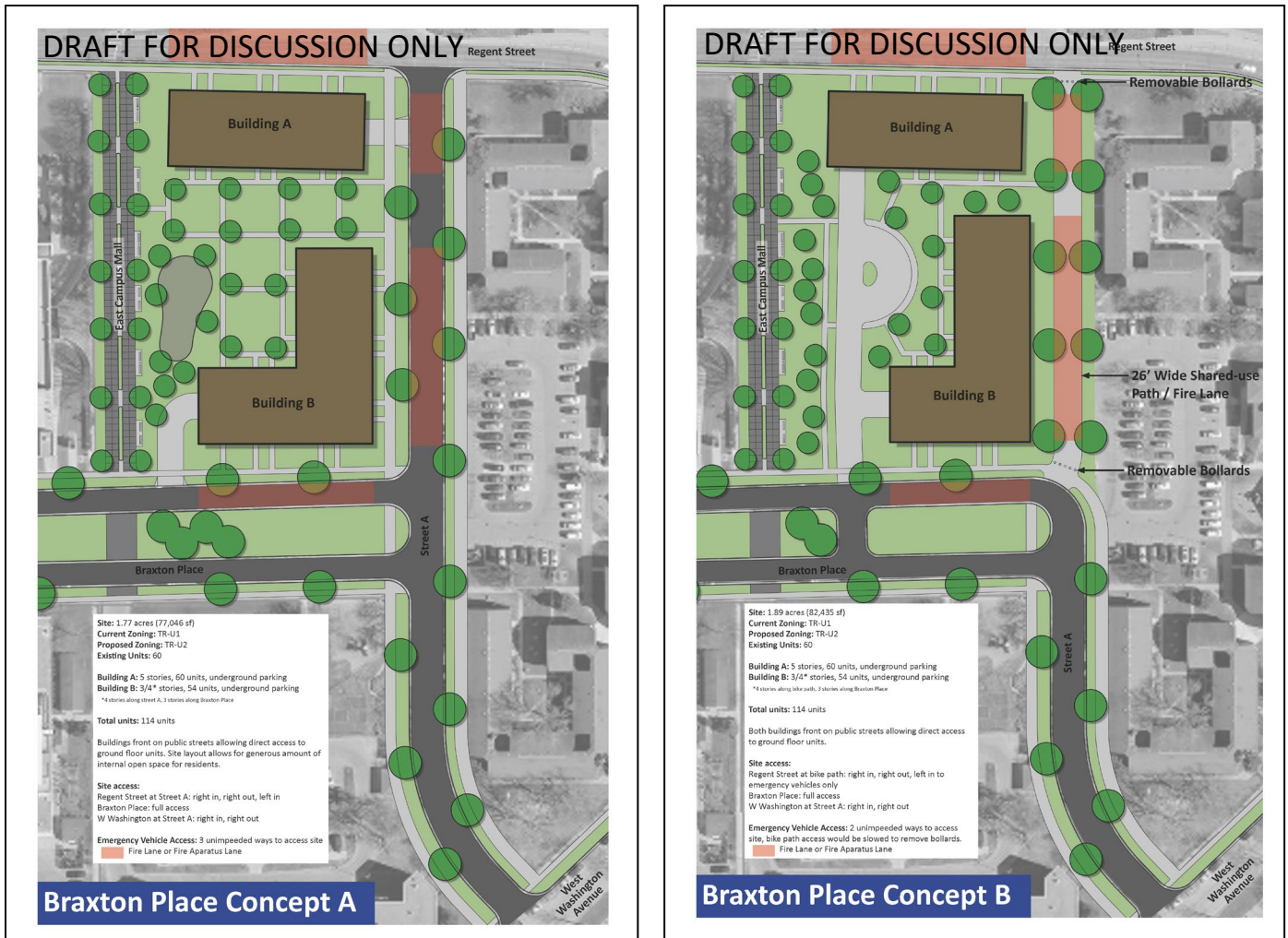


Figure 4: Draft Concepts for CDA Redevelopment with two different access options: Concept A shows a new street with multi-modal access, including vehicles, from Regent St. to W. Washington Ave. and Concept B shows a new street with multi-modal access for vehicles from Braxton Plc to W. Washington Ave. only, and ped/bike and emergency vehicle access only from Braxton Plc. to Regent St.

As the CDA contemplates phased redevelopment options for its property immediately west of the proposed street, it is important to recognize that without automobile access from the new street, there may be an impact on the options for usable open space and on-site stormwater management possibilities. This is due to the fact that additional paved areas for on-site circulation will need to be incorporated to accommodate vehicle access that could otherwise have been more efficiently accommodated from the new street. The Draft Concepts in Figure 4 help to illustrate these points. Draft Concepts A and B show similar building programs and layouts but with different transportation access. Concept A has a multi-modal street that allows people to get to and from their housing and the new Bayview Community Center by vehicles, walking or biking from both Regent Street and W. Washington Avenue, and Concept B provides half of a multi-modal street with vehicle access from W. Washington Avenue to Braxton Plc. only. Concept B requires that vehicle circulation and access be internal to the site, limiting opportunities for on-site open space and stormwater management. If the street is designed with bollards to prevent normal automobile traffic, emergency vehicle access would also be slightly impacted. Automobile and emergency vehicle access is of particular note on this site given the large number of CDA residents with physical disabilities and high volume of Fire/EMS visits.

Conclusion and Recommendation

Planning Division staff recognize that when making their recommendations to the Common Council, the Transportation Policy and Planning Board, Community Development Authority, and Plan Commission will carefully consider the impacts of this proposed plan amendment, which focuses on changing the intended design of the North/South street so as to prevent automobile access from Braxton Place to Regent Street. While staff understands that residents have raised concerns regarding traffic impacts that could result from automobile traffic being allowed on this new street segment, staff believes that this street segment could still be designed as a unique, narrow street with limited automobile access that incorporates safe provisions for non-motorized transportation to and through the area.

On balance, staff prefer maintaining the concept recommended in the Triangle Monona Bay Neighborhood Plan, as adopted in 2019, for a new, narrow, multi-modal North South street that includes wide sidewalks for people using wheelchairs and walkers, traffic calming features, and right-in-right-out only access onto Regent St. and W. Washington Ave. Staff believe this will ensure access for Triangle residents and visitors, public access to the new community center, improved emergency vehicle access, and more flexible options for the near-future redevelopment of CDA properties. The street introduction would also break up the 1/3 mile long block on Regent Street, which would contribute to a more urban (slower) feeling street. Given these considerations, and following consultation with other agencies involved in the planning process, Planning Division staff recommends that the proposed amendment not be approved.

Attachment 1: Public Engagement Summary

Table 1: Triangle Monona Bay Neighborhood Planning Process		
Timeline	Plan Development	Public Participation
Summer – Fall 2017	<ul style="list-style-type: none"> Racial Equity and Social Justice Analysis to create Steering Committee and planning process. Led by <i>City and Stakeholder Group with Organizational Development, Community Development Division, Planning, Community Development Authority, CDA Triangle Housing Manager, Journey Mental Health, Bayview Foundation Director</i> 	<ul style="list-style-type: none"> Kickoff Cookout Open House City webpage – email listserv Hmong Elders Focus Group – Bayview Community Center
Winter 2018	<ul style="list-style-type: none"> Mayor appointed/Common Council approved 11-member Triangle and Monona Bay Ad-Hoc Neighborhood Plan Steering Committee (TMB SC) 	<ul style="list-style-type: none"> Triangle and Monona Bay Ad-Hoc Neighborhood Plan Steering Committee with Bayview, Brittingham, and Gay Braxton residents, Bayview Foundation Director, Monona Bay Neighborhood Association rep and homeowner, South Park Street business owner, hospital representative, and two large residential property owner representatives.
Winter 2018 – Spring 2019	<ul style="list-style-type: none"> The Planning Division facilitated 16 TMB Steering Committee (TMB SC) meetings from February 2018 to April 2019. <ul style="list-style-type: none"> Staff prepared alternative draft land use and transportation concepts for review and edits by the SC; As property owners, members of the public and SC members provided input, staff revised land use and transportation drafts, progressing from early drafts that included multiple new public streets and pathways and different land use scenarios, to the final draft plan which included one new narrow North-South public street, the East Campus Mall extension, and four new public pathways (two of which were removed from the plan during the city review and approval process). 	<ul style="list-style-type: none"> Public attended TMB SC meetings and provided comment - TMB SC meetings held at Bayview Community Center, and community rooms in Brittingham Tower and Parkside Tower. Hmong and Spanish interpretation provided for Bayview residents on SC who did not speak English as a first language and other members of the public. SC meeting agendas, minutes and plan drafts on city’s webpage for public review Three Public Open Houses - Planning and SC invited residents to participate in three public open houses, community surveys and as part of smaller focus groups and individual interviews. 6-weeks Neighborhood Office Hours Over the course of 6 weeks in 2018, Planning Division staff hosted office hours in all of the CDA apartment buildings, the Bayview Community Center, and Park View Apartments. Staff spent several hours each week sharing plan drafts with individuals and listening to their input. Interpretation was provided.

Attachment 2 – Triangle Monona Bay Neighborhood Plan Process

To help guide anticipated growth and development in the Triangle Monona Bay Neighborhood, the Common Council authorized preparation of a mid-range neighborhood plan (10 to 15 years) and establishment of the Triangle and Monona Bay Ad-Hoc Neighborhood Plan Steering Committee (TMB SC) (ID [49911](#) and ID [47510](#)). The resolution authorized the TMB SC to advise staff in developing the plan and to review the draft plan before it was presented by staff to the Plan Commission and Common Council for adoption.

The TMB SC considered the perspectives of residents, property owners and City staff who are experts in planning, engineering and other disciplines as it helped draft plan recommendations. The TMB SC forwarded draft recommendations to City agencies during the planning process for additional input and guidance.

There were many different ideas and views expressed during public participation opportunities (see Attachment 1 - Public Engagement Summary). When residents reviewed TMB plan drafts that included taller buildings with more housing units, a new street, and new ped/bike pathways, many expressed concerns at how this would change their way of life. Partly it had to do with a fear of new people coming to live there and outsiders passing through the neighborhood by car, bike or on foot. At the same time, others shared that they did not like how the Triangle is closed inward and that they wanted to open it up with new market rate housing and a greater diversity of households and residents. In some peoples' views, this could create opportunities for residents to engage with a broader spectrum of people who could bring new ideas and perspectives to their lives.

While many people expressed concern over the possibility of a new street on the Triangle, some shared that it is difficult for visitors to get to their homes and that they wished there were more ways to get into and out of their neighborhood and that there was more parking for residents. Some additional input expressed during the planning process that the TMB SC and city agencies considered while drafting plan recommendations:

- The grid street pattern that the Triangle had over 60 years ago seemed to work better than the current layout of the Triangle; if we bring the street grid back, it could slow down traffic.
- Tradeoff with grid pattern is a potential loss of security, safety and stability that now exists for many who live there.
- At least bring back a cross street to help better distribute traffic.
- We need to consider mobility issues so people with disabilities do not have to worry about traffic.
- Possibly add one well-designed street that is safe for residents and provides good access and connectivity.

The TMB SC ultimately supported the draft plan, including the new, narrow North-South street with wide sidewalks, traffic calming and right-in-right-out only access onto Regent Street and W. Washington Avenue. The TMB SC also recommended that the new street design process include a Racial Equity and Social Justice analysis so that the unique needs and desires of the diverse population would be incorporated as much as possible. Seven City boards, commissions, and committees recommended approval of the draft plan, including the new street. In particular, the Community Development Authority voted to approve the draft plan, and specifically indicated in its motion support for the new street. The Plan Commission also approved the draft plan with conditions shown in Attachment 3 and the Transportation Planning and Policy Board approved the plan with the condition that additional measures be taken to address expected traffic on the new street. Finally, the Common Council adopted the Triangle Monona Bay Neighborhood Plan as a Supplement to the City's Comprehensive Plan on July 2, 2019.

Attachment 3 – Summary of 2019 Formal Plan Review

The Draft Triangle Monona Bay Neighborhood Plan was referred to 7 City Boards, Commissions and Committees. The table below shows actions taken by each referral body.

Actions and Recommendations from Referral Bodies

Governmental Body	Date	Action
Common Council	April 30	<i>INTRODUCTION ONLY</i>
Community Development Block Grant Committee	May 2	APPROVED
Finance Committee	May 6	APPROVED
Board of Park Commissioners	May 8	APPROVED
Community Development Authority	May 9	APPROVED
Transportation Policy and Planning Board	May 13	APPROVED with condition to “look at additional steps to reduce expected traffic on new street.”
Board of Public Works	May 22	APPROVED
Community Development Authority – Reconsideration of May 9 Motion to Approve	June 13	APPROVED with condition to add bullet points on page 28 as follows: <ul style="list-style-type: none"> • "Allows for approximate doubling of existing number of CDA housing units." to the "Why" column for the "Medium Residential" item in "Recommendations," • “Consider placing building mechanicals above grade due to flooding concerns” to “Recommendations” column • And condition to support the new road: • “The plan should support additional north-south access through the Triangle, with the road as proposed on pages 39-41.”
Plan Commission	June 24, 2019	On a motion by Cantrell, seconded by Rewey, the Plan Commission recommended to Common Council to adopt the Triangle Monona Bay Neighborhood Plan as a supplement to the City of Madison Comprehensive Plan and dissolving the Triangle and Monona Bay Ad-Hoc Neighborhood Plan Steering Committee, with the following amendments: <ul style="list-style-type: none"> • Land Use map "Area D" shall remain "LMR" in the Plan, rather than "LR" as suggested in the Draft. • The public pedestrian path linking Braxton Place to West Washington Avenue shall be removed from the plan. • The public pedestrian path linking West Washington Avenue to Brittingham Place shall be removed from the plan. • Work with Traffic Engineering staff to consider modifications to Braxton Place that would result in 24' wide pavement (exclusive of parking) and 11' sidewalks. • Consider naming the southern extension of East Campus Mall "Murray Street Mall." • Traffic Engineering staff should explore the feasibility of creating a bicycle path or bicycle route from West Shore Drive to West Washington Avenue and South Park Street. • As an alternative to the current free-flow lane, Traffic Engineering and Engineering staff should explore a controlled movement from southwestbound West Washington Avenue onto westbound Regent Street and elimination of the third lane on Regent Street. • The motion passed by voice vote/other.
Common Council	July 2, 2019	Adopt with conditions (see all conditions above)