



Office of the Mayor

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April 16, 2003

Mr. Steve Steinhoff, Community Development Coordinator
Dane County Planning & Development
210 Martin Luther King Jr. Boulevard, Room 421
Madison, WI 53709

Subject: Letter of Application for Funding Through the Better Urban Infill Development (BUILD) Program

Dear Mr. Steinhoff:

The City of Madison is pleased to submit this Letter of Application for Dane County's 2003 Better Urban Infill Development (BUILD) Program. The project proposed, the East Washington Capitol Gateway Corridor Plan, will provide a critical framework for addressing the significant land use and design issues for the area between Blair and First Streets; one of the most prominent corridors to the Capitol and the heart of our community.

A number of strategic neighborhood and community-wide initiatives, including the East Washington Avenue reconstruction, the East Rail Advisory Committee planning process, the Yahara River Master Plan and others have begun to focus increased attention on improving the redevelopment potential for this important area. The East Washington Capitol Gateway corridor is being viewed as a place where visionary planning and design can dramatically affect the future function and form of this area. Dane County can play an important role with BUILD funding to assist in furthering the positive initiatives occurring in this part of Madison.

Please contact Mark A. Olinger, Director of the Department of Planning & Development if you have any questions regarding this submittal. He can be reached at 608-266-4635 or via Email: molinger@cityofmadison.com. Thank you for this opportunity to further the positive momentum of making East Washington Avenue the true gateway to our Capitol.

Sincerely,

David J. Cieslewicz
Mayor

c: Alderperson Judy Olson, District 6
Alderperson Brenda Konkel, District 2
Alderperson Brian Banford, District 12
Mark A. Olinger, Director, Department of Planning & Development
Brad Murphy, Director, Planning Unit
Bill Fruhling, Planning Unit

**Letter of Application for the 2003 Dane County BUILD Program
City of Madison**

East Washington Capitol Gateway Corridor

SUMMARY OF PROPOSAL

This Letter of Application is for the first phase of the East Washington Capitol Gateway Corridor (Capitol Gateway Corridor) planning initiative. The focus will be on developing detailed land use recommendations and urban design guidelines for the Capitol Gateway Corridor as a supplement to other planning and development activities that have been, and are, occurring in the East Isthmus area. The purpose will be to develop a vision for the corridor and a set of tools to aid in the implementation of that vision for this very important street into the heart of Madison.

DESCRIPTION OF THE EAST WASHINGTON CAPITOL GATEWAY CORRIDOR

The planning area for the Capitol Gateway Corridor development area includes both the north and south frontages of East Washington Avenue between Blair Street and First Street (see Map 1).

The Capitol Gateway Corridor is one of the primary entryways into the City of Madison and Madison's downtown from the east, close to both the present downtown government and commercial districts and to the East Isthmus residential neighborhoods. As such, it is a logical and attractive location for relatively intensive redevelopment as a future extension of the downtown employment area. Presently, the planning area is comprised primarily of commercial and industrial uses (see Map 2).

While the East Rail Corridor planning initiatives presently underway includes only the south frontage of East Washington Avenue, both sides of East Washington have significant redevelopment potential. In fact, the north side currently has a larger percentage of very low-intensity land uses than the south side. Because the north side of East Washington Avenue was not within the East Rail Corridor planning area, the East Rail Advisory Committee's recommendations for that area should be considered preliminary suggestions that will need to be evaluated in more detail. Certainly, the Capitol Gateway Corridor Plan will need to work with the plans and residents of the Old Market Place and Tenney-Lapham neighborhoods to consider how the potential for more intensive development along East Washington Avenue will transition to the less intense uses behind East Washington, especially to the north. Furthermore, the major property owners and businesses that are members of the East Capital Neighborhood Association will be actively involved in redevelopment discussions and decisions.

The East Rail Advisory Committee recommended that redevelopment within the East Washington Avenue Corridor be guided by the following recommended land uses, development and design standards, and implementation approaches. While not very specific, the recommendations do point out that there are people looking closely at East Washington and its potential.

The recommendations that the Advisory Committee believes are important in examining the potential of the Capitol Gateway Corridor as part of this process include:

- Land uses along the north side of East Washington Avenue between Blair Street and Breese Stevens stadium should include major employment uses (offices), residential uses, and residential and business supporting uses, such as small scale retail and service uses. Large-scale retail uses are generally not recommended at this location, with the exception of a grocery store.

These sites are adjacent to established residential uses on the north and west, and development with urban-scale mixed employment and residential uses is considered appropriate. Employment development should be located primarily on the East Washington Avenue frontage, with residential uses toward East Mifflin Street.

- Land uses along the north side of East Washington Avenue east of Breese Stevens stadium (Brearily Street) should be relatively smaller-scale employment and residential uses. The large block near the Yahara River between East Dayton Street and East Washington Avenue, including the west side of Dickinson Street, was identified as a potential redevelopment site in earlier City plans.
- Land uses along the south side of East Washington Avenue should primarily be office or industrial employment uses, as well as limited amounts small scale retail and service uses serving the employment district. In general, residential uses should be limited to very selective adaptive reuse opportunities.

This area includes several major established non-residential uses, and is adjacent to other planned commercial-industrial development locations to the south. While occasional residential uses are not necessarily incompatible, it is important that enhancing the area as an attractive business and employment location remain the primary focus of redevelopment activities.

- Maximum allowed building heights along East Washington Avenue should be greater at the western “downtown” end of the Avenue and decrease toward the Yahara River. There are limits to the development potential of the historic downtown, and the western end of the Avenue has the potential to develop with relatively high urban densities and an extension of the downtown core.

Having the tallest buildings on the higher elevations at the western end of the avenue and lower buildings near the river will tend to reinforce and enhance the natural topography of the Isthmus, rather than working against it (as does the “capitol view limit” for example).

Relatively lower building heights near the river are most compatible with the smaller-scale uses that are expected to continue in the adjacent neighborhoods---including the planned Yahara River District within the planning area.

- Detailed building and site design standards should be established to guide future redevelopment along the East Washington Avenue Corridor and ensure that future development will be of high quality and contribute to creation of a coherent and attractive “gateway” to downtown Madison and the Capitol Square. These standards should cover development on both sides of the avenue, and might be incorporated into detailed criteria for developments within the existing East Washington Avenue Urban Design District.
- Buildings along East Washington Avenue should not be located right at the sidewalk, but should be set back in order not to appear to “crowd” this high-volume arterial.
- Building coverage on sites should be relatively high to maximize the potential to develop additional employment and business space. Use of structured parking facilities and shared parking are ways that more of a site can be made available for development, rather than used for surface parking lots. In those locations recommended for buildings up to 8 stories in height, there may be a need to review the potential effect of the maximum floor area ratios established for the current zoning districts covering the area to be sure there is no unintended constraint.
- Parking uses should be prohibited on the East Washington Avenue frontage. Parking that cannot be located under or within the buildings should be located behind buildings on the interior of the sites or on adjacent streets. This recommendation applies to both surface and structured parking facilities.

It will be very important to review these recommendations within a larger planning context and to test them against opportunities in the market and the vision that is adopted for the area. That is the fundamental purpose of this application.

DESCRIPTION OF HOW THE PROJECT WILL ADVANCE BUILD PROGRAM OBJECTIVES

The Capitol Gateway Corridor Plan is consistent the BUILD Program Objectives in the following ways:

1). Make better use of existing infrastructure. The focus of the Capitol Gateway Corridor is fundamentally about better utilizing infrastructure, both in terms of what presently exists and with the anticipated reconstruction of East Washington, to more fully develop adjoining properties to better utilize the multi-million dollar improvements made with the reconstruction. These improvements, including bicycle lanes, pedestrian safety enhancements and streetscaping, are all elements of a revitalized Capitol Gateway Corridor. The infrastructure improvements will also help provide an impetus and an environment where further private investment can occur. There are many places along this stretch of East Washington that additional intensification of uses will help support the investment of transportation funds in the area.

2). Locate community services, jobs and shopping in close proximity. The Capitol Gateway Corridor is presently the location of a significant range of services and jobs; ranging from social service agencies to artists, professionals, offices, and a significant number of manufacturing and other light industrial uses. The area has been the location of many of these kinds of uses for well over one hundred years. Major employers of significance currently are Madison Dairy, Research Products, Don Miller and MG&E. With the transformation of the East Isthmus, especially in its residential neighborhoods, the potential to retain existing uses while attracting new uses is a significant element of recent planning efforts in the East Rail Corridor. It is clear that an opportunity exists to create a truly dynamic mixed-use area that combines additional opportunity for services, employment growth (from many sectors), housing, and support retail. An outcome of the planning process will be to help better understand the nature of future land use along the Corridor and the form the Corridor itself will take. Both of these aspects recognize the importance of a true urban environment and business retention.

3). Stabilize and enhance existing neighborhoods, downtowns and other business districts. The Capitol View Gateway Corridor bisects some of the most desirable neighborhoods in the city of Madison. Assessed valuations for single-family homes in the East Isthmus have grown significantly over the past five years; underscoring the attractiveness of the area to households looking for a high quality traditional neighborhood environment in which to live, and increasingly work and recreate. This project will support these revitalization activities by working to develop the environment necessary to create an Avenue that recognizes the symbolic importance of East Washington Avenue as a ceremonial entrance to the Capitol, but also as a vastly underutilized extension of the downtown. As the Capitol Square and environs becomes built-out, East Washington provides a significant opportunity to have employment growth that would like to be in close proximity to downtown without actually having to be on the Capitol Square; or to take advantage of the increasingly talented and creative pool of workers that call the East Isthmus home.

This project understands and supports the neighborhood-serving business districts on East Johnson and Williamson Streets. It does not propose to compete with them, but complement them by improving the opportunity to provide for new development that would use the services available those two streets.

4). Produce housing and jobs for low- to moderate-income people. Development is occurring on the east side of the Capitol Square. At this point, most of that is residential. And the residential that is being developed is a mix of owner-occupied condominiums and renter-occupied apartment buildings. The Capitol Gateway Corridor provides an opportunity to look at parcels along its length that could provide a significant supply of housing that truly could be affordable. The land is available; much of it used as surface parking. It could become something else. Given sensitive and creative site planning and design, housing is a real option along the Corridor.

Likewise, providing opportunities for employment growth along the Corridor, especially new infill development, will provide two ways to produce employment for low- and moderate-income people. One, by providing an opportunity for new development to occur along the Corridor,

some of the pressure to convert existing manufacturing/light industrial uses (often paying living wages to moderate-income households) to other uses will be reduced. In essence, acting as a retention strategy designed to support existing businesses and help them remain in the area. Two, not all of the jobs created along the Corridor will require highly skilled, highly educated workers. There could be a whole array of employment opportunities along the Corridor. Identifying the types of employment that might locate and thrive along the Corridor is a significant element of the proposal.

5). Avoid converting productive farmland on urban fringes and in rural areas. Absent a specific proposal, it is difficult to state with confidence that the Capitol Gateway Corridor process will prevent the conversion of productive farmland to “urban uses.” However, by providing a focused effort on providing for a mix of uses, a higher intensity of those uses, and larger land area, it is possible to state that a revitalized Capitol Gateway Corridor will become an ever more attractive place to open a business, establish a use, or live in what is now often viewed in a negative sense. Improving the character and function of the Corridor may reduce pressure on the periphery and in other areas of downtown as well.

6). Provide viable options to auto trips by supporting walking, biking, and transit. The Capitol Gateway Corridor presently carries traffic volumes rarely exceeded by a surface street elsewhere in the city and state. It is a major transit route, will have a bike lane added as part of the East Washington reconstruction as well as provide protected cross-Isthmus crossings along the Corridor at several locations. Both the land use planning and urban design aspects of this project will focus on reducing auto-oriented trips and support other forms of transportation, into, through, and across the Corridor.

7). Have the potential to clean-up environmentally contaminated sites. Along, or adjacent to, the Corridor are a number of environmentally contaminated sites. The City and the DNR are well aware of the presence of these sites. A high priority of the City in East Rail planning has been to pursue funding from the EPA and the DNR to assist in the clean up of contaminated sites. Unfortunately, in early 2003, an application for EPA funding was not approved and DNR brownfields funding was recaptured due to the State budget crisis. Development within the Corridor will help clean up these sites, and this project is designed to help define a market for future development activity on some of those sites.

DESCRIPTION OF THE DESIRED OUTCOMES OF THE PLANNING PROCESS

The Capitol Gateway Corridor Plan will produce the following outcomes:

1). Provide a venue for the City, the neighborhoods, property owners, area businesses and the larger community interested in the Gateway Corridor to be the focus of a concentrated, participatory, and facilitated process. In almost all of the other plans that have been prepared in the general area, East Washington was viewed as an edge, or a barrier. Given the level of traffic volumes, and the rather lackluster character of much of the Corridor, this is understandable. But given the change that is taking place throughout the East Isthmus, it is time to focus some energy on East Washington. The BUILD process provides the catalyst to get all of the players in the area together.

- 2). Create a vision for the Corridor, from a land use and urban design perspective. It is difficult to have a vision for a place when it is not the focus. The BUILD process will help craft a vision for the Corridor within the context of its role as ceremonial gateway, business and employment center, and potentially a place people may call home.
- 3). Use the land use plan recommendations to develop both economic development and housing strategies to support the final recommendations contained within the Corridor plan. These recommendations will have a very important role to play in the ongoing marketing efforts targeted to changing the perception of East Washington as an underutilized, unattractive street.
- 4). Update the Urban Design Guidelines for East Washington Avenue. The Corridor has been a part of Urban Design District Number 4 since the Design District was designated by the City of Madison in May 1992. Adopted design guidelines for East Washington Avenue are of a general nature. An outcome of this project proposal is to create more specific urban design guidelines for the Capitol Gateway Corridor that will help set a course for future private investment along the Corridor.
- 5). Have the final report adopted by Madison Common Council and use the final report as a way to guide future City initiatives in the area; including infrastructure, capital budgeting and investment, financial tools and incentives, and land use approvals.

RELEVANT PLANNING ACTIVITIES

Over the last several years, East Washington Avenue has been discussed in several planning initiatives. Below is a summary of relevant plans that have included recommendations pertaining to East Washington in general, and the Capitol Gateway Corridor in particular. These plans have provided a conceptual basis for the foundation of this proposal; to take the concepts identified within them, flesh them out, and then develop a set of guidelines that can be used to review future development and/or redevelopment proposals.

Marquette-Schenk-Atwood Neighborhood Plan--1994

- Land Use Recommendations:
 - Construct medium- to high-density housing west of Thornton Avenue on existing industrial lands.
 - Pedestrian linkage improvements.
 - Link Burr Jones Park to Tenney Park and the two lakes.
 - Support higher density, mixed-use housing along East Washington Avenue.
 - Discourages the use of the East Rail Corridor (ERC) land for storage of materials, especially outside storage.
 - Aesthetic improvements to East Washington Avenue Corridor.
- Housing Recommendations:
 - Work with developers to provide both residential and neighborhood commercial developments.
 - New residential should provide a mix of units for a mix of incomes.
- Bike Path:

- Safe pedestrian crossings on East Washington.
- Parks and Recreation:
 - Aggressively pursue any parkland acquisition and development in the East Washington Avenue area.

Tenney-Lapham/Old Market Place Plan--1995

- Enhance the Yahara River Corridor as a place to live and play.
 - Improvement of pedestrian travel across bridges and busy intersections. Connect both sides of East Washington Avenue with a river bike parkway. Separate bikes from pedestrians whenever possible.
 - Improve connections between Burr Jones Field and Tenney Park.
 - Redevelopment of industrial lands west of Thornton (Mullins landholdings) for medium-density residential.
- Cross-Isthmus Transportation to shopping, schools, and social service agencies.
 - Bus route linking Tenney-Lapham and Old Market Place Neighborhoods with Marquette Neighborhood amenities (schools, clinics, community center, and Willy Street businesses).
- Underutilized Properties.
 - Trachte and WESCO Warehouse located on Dayton but visible from E. Washington Avenue. Provide owner-occupied units on Dayton street side of property with medium density mixed-use structures on East Washington Avenue side.
 - WPS property east of Yahara River should have residential and neighborhood commercial uses (mixed use).
 - Residential development should capitalize on the amenities of the riverfront but not preclude public access along the riverbanks.
- Beautify East Washington Avenue.
 - Improve the overall visual quality of the area.
 - Better landscaping of building exteriors.
 - Better landscaping of city terraces.
 - Better landscaping of parking lots.
- Redevelop East Washington Avenue to support mixed-use developments.
- Recruit a Grocery Store to relocate in the neighborhood that is similar in size form to the Sentry grocery store that once was located in the Fiore Shopping Center.
- Preserve Historic Structures:
 - Designate the Yahara River Parkway and Breese Stevens Field as local landmarks.
- Ensure developments provide a diverse economic mix of housing (low-, moderate- and high-income) coupled with appropriate retail and commercial space meeting the needs of residents. Investigate redevelopment strategies for prompt redevelopment of large sites, including redevelopment plans, TIDs, Capital Revolving Loan Fund, and other redevelopment tools. Give priority to innovative housing initiatives.
- Public Improvements:
 - Directional Signage.

- Support a way finding system that proposes directing traffic down designated visitor corridors of First Street, East Washington, West Washington, Wisconsin Avenue, and John Nolen Drive.
- Bicycle Lanes—improve and create parkway.
- Bridges—replace for physical, safety and aesthetic reasons.
- Children and Pedestrian Crossing Signs and Crosswalks—within 2 blocks of Lapham School
- Telephone and Electric Wires—bury them.
- Beautification plan must include trees, shrubs, and flower plantings along the boulevard.
- Create opportunities for traditional neighborhood features in the Isthmus
- Improve character of the neighborhoods through residential development; don't just add density.
- Extensive development of townhouses in the Isthmus
- Modify the Zoning ordinance to deal with prescribed setback requirements
- Adopt a neighborhood “main street” approach for key neighborhood commercial streets in the Isthmus.
- East Washington Avenue is too big and busy to fit the conventional “main street” description above. But East Main Street, which runs parallel one block to the south of East Washington may be a prime candidate for this. Furthermore, pedestrian friendly improvements, landscaping, well designed transit stops and architectural designs are possible on one side of this street.

Yahara River Parkway Master Plan--1998

- Underpass:
 - East Washington underpass needed to bypass 50,000 ADT. Design west riverside underpass for bikes/pedestrian route and east riverside underpass for footpath.
 - At grade crossings on East Washington to provide safe crossings at times of low traffic volume.
- Thornton Avenue:
 - Conversion of Thornton Avenue to bike path and green space, and parkway amenities, where ever possible. Other options include making Thornton Avenue one-way.
- Burr Jones Field Area Redevelopment:
 - Create or fund the development of a master plan for Burr Jones field and adjacent parcels, including cost estimates, land uses and implementation strategies.
 - Should encompass Burr Jones lands from E. Johnson all the way to E. Washington Avenue.
 - Incorporate Burr Jones field park expansion with Fiore Center redevelopment.
 - Encourage Wisconsin Southern to sell or provide easement to the City in an effort to reduce their rail ROW from 100 feet to 40 or 50 feet.
 - Possible site for a boat launching facility.
- Park Stewardship, Landscape and Historical Preservation:
 - Native plant species such as Viburnum, Hawthorne, Dogwood, and Elms organized in a prairie design should be used.

- Bury utility lines underground.
- Riverbank management.
- ADA improvements to River frontage.
- Add housing along the Yahara River corridor at 10-25 units per acre.
- Targeted Privately-Owned Lands:
 - Mixed-Use, Design Standards, Housing Types and Densities
 - Trachte/WESCO
 - Washington Square
 - Lindsey Paint/Army Reserve Building
 - TCI/DOA—partial site of CWD Affordable Housing Project
 - Fiore Center
 - Marling Lumber
- Investigate redevelopment strategies for prompt redevelopment of large sites, including redevelopment plans, TIDs, Capital Revolving Loan Fund, and other redevelopment tools. Give priority to innovative housing initiatives.

Marquette Neighborhood Center Master Plan--2000

- Gateway:
 - The gateways into the neighborhood (from East Washington) are at the intersection of East Washington and Yahara River Parkway, as well as the crossing of Baldwin and East Washington. Need to identify entrances to the neighborhood at these points without channeling traffic through the neighborhood.
- Important BUILD Projects:
 - Marquip complex.
- Commuter Rail:
 - East Rail Corridor and East Washington are areas that could carry the new commuter rail line.

Schenk-Atwood-Starkweather-Worthington Park Neighborhood Plan--2000

Please note: Though not between Blair and First Streets, this plan has the most emphasis on East Washington and could be used as direction for the rest of the near east side corridor.

- East Washington Corridor Appearance Recommendations
 - Urban Design Commission should work with neighborhood associations to consider revising Urban Design Districts 4 and 5 to include criteria for commercial parcels that will enhance the gateway aesthetics of the corridor.
 - Support buildings of at least two stories or more, no more than five stories in height.
 - Encourage new or remodeled buildings to include affordable units.
 - Locate all new parking lots on the side or behind the buildings.
 - Consider removal of billboards.
 - Encourage uniform architectural character in new construction areas.
 - Explore placing utility lines underground.

- Explore incorporation of urban amenities such as trees, special lighting fixtures, median and terrace landscaping and irrigation systems.
 - Neighborhood and Business Associations to meet with property owners to begin and encourage a mix of businesses those neighborhood residents will patronize (restaurants, coffee shops, dry cleaners, and other personal goods and service uses).
 - Encourage and support the formation of a business association for East Washington corridor.
 - Request the Building Inspection Unit to work with the neighborhood to inspect and monitor private properties in the East Washington Corridor to ensure compliance with minimum property maintenance codes.
- East Washington Avenue Corridor Redevelopment Sites:
 - Encourage new construction and/or rehabilitation of underutilized buildings and sites within the neighborhoods.
- Land Use and Zoning Changes along East Washington Avenue:
 - Request the Planning Unit to review the existing C2 Commercial District parking requirements in order to allow older neighborhoods greater leeway from the current city-wide parking standards.
 - Request the Planning Unit to review the definition of “family” in order to allow more than two unrelated persons to live in a rental property in R3.
 - Consider developing a rail transit station at Second and Winnebago Streets and a transit-oriented development in proximity to the rail station.
 - To preserve residential character along East Washington Avenue, Rezone R5 properties to R4 on the south side of East Washington between First and Fifth Streets.
- Public Safety along East Washington Avenue:
 - Request the Police Department to construct an east-side police station.
- Bicycle Infrastructure and Safety Improvements on East Washington Avenue:
 - Consider marketing existing vehicle detectors to enable bicycles to trigger stop light changes from side streets and clearly mark those once installed.
 - Consider installing bike lanes on East Washington Avenue.
 - Provide bicycle racks and covered bicycle parking on East Washington Avenue

PRIMARY CONTACT PERSON

Mr. Mark A. Olinger, Director, City of Madison Department of Planning & Development will be the contact person for this grant application. Mr. Olinger may be reached at:

Mr. Mark A. Olinger
 City of Madison Department of Planning & Development
 Office of the Director
 215 Martin Luther King, Jr. Blvd.
 P.O. Box 2985
 Madison, WI 53701-2985

Telephone: 608-266-4635

Fax: 608-267-8739

Email: molinger@cityofmadison.com

PROJECT TEAM MEMBERSHIP AND TIMELINE

The Project Team will consist of members from stakeholders of the Capitol Gateway Corridor, neighborhoods in the area, and Alders from the affected area. We have begun the process of soliciting membership for the Project Team. It is anticipated several community and business leaders will be recruited to serve on the Project Team.

TIMELINE

It is anticipated that this project will begin in October 2003 and be completed by the end of 2004.

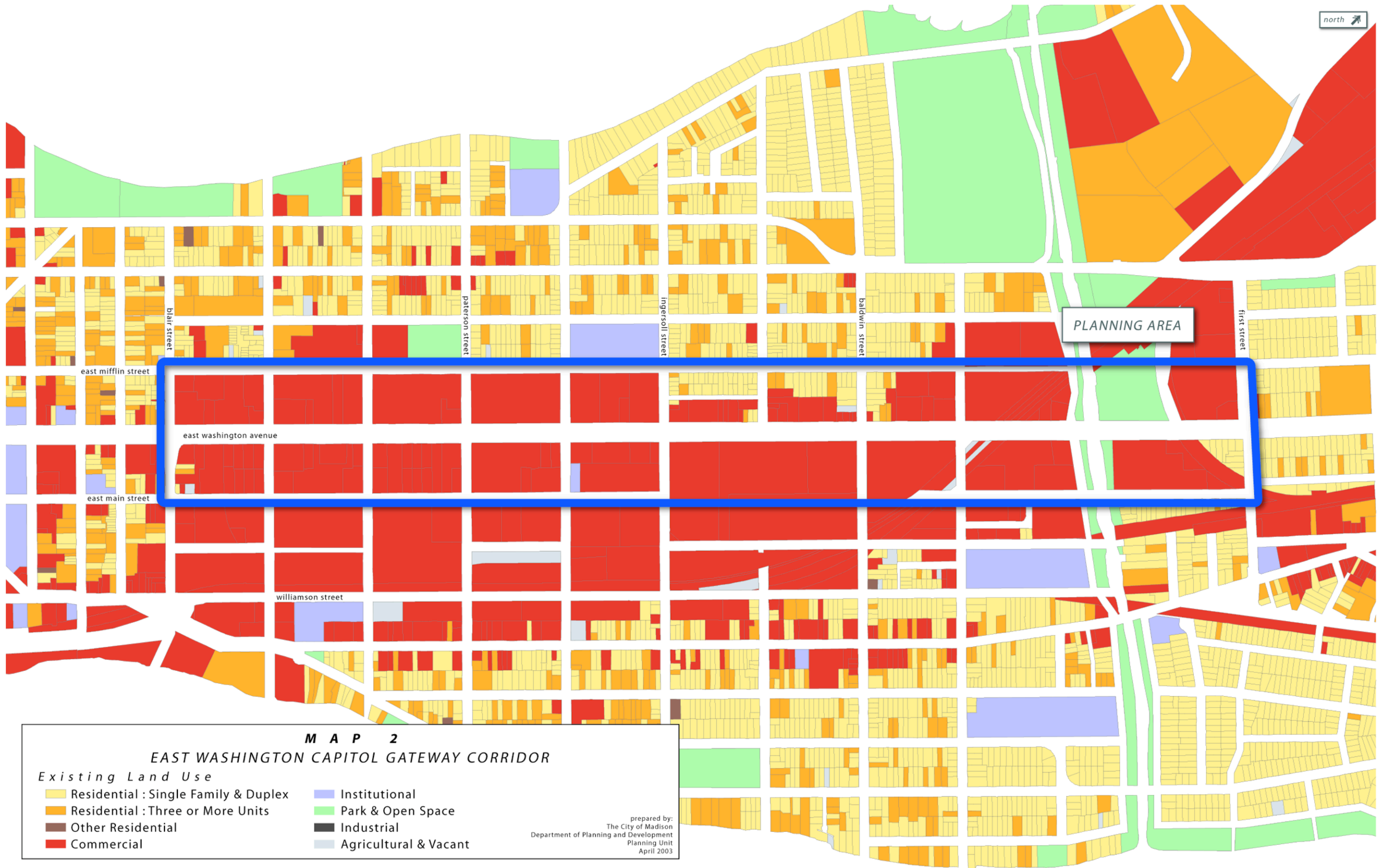
- October 2003: Formation of BUILD Project Team and preparation of RFP (Scope of Services). Distribute RFP to consultants for competitive bid.
- November 2003: Interview potential consultants and hire consultant to complete the East Washington Capitol Gateway Corridor planning process.
- December 2003: Initial meeting with consultant to review scope of services. Consultant will begin analysis.
- January 2004-October 2004: Planning process takes place.
- November 2004: Consultant submits final report for review and adoption by the City.

ESTIMATED COST OF PLANNING PROJECT

The total estimated cost of this project is \$50,000. The amount being request through the BUILD Program is \$40,000. Organizations within the East Isthmus, e.g., the business community, neighborhoods, and/or the City will provide the match of \$10,000. In addition, Department of Planning & Development staff for the City of Madison will provide appropriate technical assistance to the consultant, regarding: 1) technical background information and maps from previous planning initiatives; and 2) coordinating interagency staff responses to preliminary strategies and recommendations for the Gateway Corridor.

CONFIRMATION OF LOCAL MATCH

The City of Madison will work with the East Isthmus community to meet the required minimum local match upon the approval of the BUILD award. At the time of the award, the City of Madison will introduce a resolution accepting the BUILD grant and authorizing the match.



PLANNING AREA

M A P 2
EAST WASHINGTON CAPITOL GATEWAY CORRIDOR

Existing Land Use

 Residential : Single Family & Duplex	 Institutional
 Residential : Three or More Units	 Park & Open Space
 Other Residential	 Industrial
 Commercial	 Agricultural & Vacant

prepared by:
 The City of Madison
 Department of Planning and Development
 Planning Unit
 April 2003



M A P 1

EAST WASHINGTON CAPITOL GATEWAY CORRIDOR

- 1 : Breese Stevens Field
- 2 : Former Mautz Paint
- 3 : Madison Metro
- 4 : Former Marquip
- 5 : Fiore Shopping Center

prepared by:
 The City of Madison
 Department of Planning and Development
 Planning Unit
 April 2003



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Office of the Director

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DATE: May 19, 2003

TO: Steve Steinhoff
Dane County Community Development Block Grant

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

SUBJECT: East Washington Capitol Corridor Gateway BUILD Application

I am responding to your e-mail to me of May 7, 2003, regarding the East Washington Capitol Gateway BUILD Application. I have responded to your questions below.

- 1) *How did you determine the right length of the district? Why does it extend all the way to First Street? It seems long for a "gateway" district.*

When the concept of the East Washington Capitol Gateway Corridor was first conceived, we thought of terminating it at the Yahara River. However, the more we looked at the area, the more the entire area between Blair and First Streets made sense, for two primary reasons:

- a. From a land use perspective, both current and long-term, the area holds together. There are very different land use patterns that "bookend" this district (Please see Map 2 of our Letter of Application). The pattern of uses and texture of the Capitol Gateway Corridor create a distinct division. As a historical footnote, the 1922 Zoning Map for the City showed almost exactly the same pattern. The sense of unity along the Capitol Gateway Corridor has existed for close to 100 years. Planning for the Corridor as we have defined it makes sense.
- b. Secondly, the most dramatic "opening" of the Capitol to people inbound on East Washington is fully realized at the intersection of First Street and East Washington. Given the fully unobstructed views toward the Capitol and how the Capitol Gateway unfolds for people arriving from the east it made sense to begin there. Likewise, due to topography, the Capitol

Gateway Corridor opens up to those traveling eastbound from the Capitol; it made sense to begin at Blair.

- 2) *What are the reconstruction plans for the district? (I.e., the recommended street cross sections, intersections, etc.?) How will these influence the proposed planning effort?*

The first phase of the reconstruction of East Washington will begin in 2004. The first phase covers the area from Blair to Thornton. Thornton to Second Street will be completed in 2006 (including the Yahara River Bridge).

As we indicated in our application, improving the function and aesthetics of East Washington has been a high priority for businesses, residents and the City for a number of years. While many speak of improving the look of the rights-of-way, there are an almost equal number who desire to improve the uses, and how a new pattern of use would be reflected in the built environment behind the rights-of-way. The Capitol Gateway Corridor BUILD project will provide the crucial framework for building upon this desire to improve East Washington, by looking at uses, and more specific design guidelines, to create an entire street that reflects the special character and nature of the avenue.

The reconstruction plans are designed to address the significant transportation needs of East Washington (vehicular, Metro, pedestrian, and bicyclist). The reconstruction is designed to serve the needs of all of these users to the fullest extent possible, including pedestrian safety, circulation, etc. For example, we have closely examined better utilizing East Main within East Rail to improve access into and out of the area. During the BUILD planning effort, equal attention will be paid to the circulation needs on the north side of East Washington.

- 3) *What is the potential to use TIF to promote redevelopment, affordable housing in the area? Does/will the City have sufficient TIF capacity?*

We have already investigated the potential use of TIF in the area as one way to help support redevelopment activity along the Corridor. In fact, we have looked at a variety of TIF Districts: traditional blight removal, environmental, and industrial for the Capitol Gateway Corridor. While we have not determined any specific boundaries at this point, our sense is that

the area would qualify for TIF, irrespective of the exact type of TIF district selected.

Under the City's adopted TIF policy, the affordable housing would be most likely under a traditional, or blight removal TIF. (Please note that in M1 Manufacturing District, residential uses are not permitted—an issue that will need to be addressed during the visioning process).

At this point, we do not have any anticipated TIF generators identified that might provide the impetus to move ahead. Clearly there are opportunities for redevelopment that we hope the BUILD process would help bring to the surface; e.g., the former Mautz Paint, former Marquip, Fiore Shopping Center, and smaller parcels that if assembled could provide opportunities for housing. Initially, that looks more likely on the north side of East Washington. Given the pace of recent housing development activity on the east side of the Capitol Square, it is extremely likely that housing will be developed.

The City currently does have adequate capacity to form a TIF District within this area.

4) *What intention is there to promote affordable housing as part of the planning effort?*

One of the most attractive aspects of the Capitol Gateway Corridor is the size of many of the parcels along the Corridor. There are also several large underutilized parcels along the Corridor. While we have not presupposed the absolute type and number of housing that may be constructed or rehabilitated along the Corridor, there are opportunities to provide affordable housing as part of future development activity. As we go through the BUILD process, we will certainly explore how to make affordable housing a reality along the Capitol Gateway Corridor.

It should also be noted that while it has not been adopted by the Common Council, various committees of the City area examining inclusionary zoning within Planned Unit Developments. Since most new development along the Corridor may use Planned Unit Developments, we are aware that future activity may require affordable housing.

5) *What are the transit plans for this corridor, and how will they shape the planning effort? Or will transit planning be part of the project?*

East Washington Avenue is a primary transit corridor, particularly from the Capitol Square to the Milwaukee/North intersection.

Route 6 provides service every fifteen minutes during weekday peak periods, and every thirty minutes middays and evenings. Route 6, a “backbone” route that goes from the far west side to the far east side, carries more passengers than any other transit route in the Metro system. On weekends and holidays service operates once an hour.

Routes 14 and 15 branch off at Milwaukee Street intersection, heading towards the East Transfer Point and east side neighborhoods from the greater West Towne Mall area, and provide additional service every fifteen minutes during weekday peak periods. Routes 25, 29, 38, 56 and 57 provide a limited number of trips during weekday peak periods as well.

The reconstruction plans for East Washington Avenue have incorporated transit into various facets of the project. Physical improvements are being included at each boarding stop along the length of the project, from simple concrete boarding surfaces to benches and waiting shelters to improve transit rider comfort and safety. The design has maintained the potential for the City to decide to convert the planned parking lane into a bus travel lane, either limited to peak hours, or permanently, as conditions warrant. The infrastructure for traffic signalization and communications has also been designed to permit easy additions of signal priority for transit vehicles and data transmission to automated passenger information displays along the corridor, as demand warrants.

Any additional transit plans for the Capitol Gateway Corridor would likely be triggered by redevelopment projects. Incremental growth that could occur, based on future growth in demand, might include fifteen-minute frequencies all day on Route 6, or half-hour frequency on weekends. Any such growth in service would be contingent on additional operating revenue sources, either local property tax base - or newly created regional funding mechanisms stemming from efforts like the Transport 2020 project.

Lastly, while the recent Alternatives Analysis has focused on commuter rail, there is support among some for a trolley or streetcar system within the City. If such a system were to be adopted, we would expect East Washington through the Capitol Gateway Corridor to figure into that equation. The Capitol Gateway Corridor is very well-positioned to be not only a major

transit corridor, but also by reaching its potential, contribute to future transit-related activities.

- 6) *How do you see the process of creating a vision unfolding? Will the East Rail Corridor process be used as a model? Or do you see a different approach and, if so, what?*

The Capitol Gateway Corridor is in fact an implementation of a key principle/concept of the East Rail Corridor (ERC) Report—the retention and enhancement of the area as a major employment center for the city. While the ERC process was driven in large part by the vision for change and improvement of an organization with a city-wide open space mission, we envision the process and the resulting action plan for the Gateway Corridor to be the result of a close collaboration of the existing community on and abutting the corridor—property owners, major employers and small businesses, residents, and Alders.

If you have any questions, or would like further clarification on any of these responses, please feel free to call me at 266-4635 or via e-mail at molinger@cityofmadison.com.

Thank you.

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