

East Washington Avenue Gateway Revitalization Plan

**A Supplement to:
The Old East Side Master Plan**



January 2003

East Washington Gateway Redevelopment Plan

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Cover photo: looking west at the study area with the Salvation Army in the center and East Washington Avenue at the top of the photo.

2002 - City of Madison, Wisconsin

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I. Recent Planning History

Since its construction, East Washington Avenue has been one of Madison's most used and important entrances to the City. Previously neglected, this thoroughfare has recently experienced a renewed interest. During the past five years, several planning efforts have been completed: two neighborhood plans (*Emerson East-Eken Park Neighborhood Plan* adopted in March, 1998 and *Schenk-Atwood-Worthington Park Neighborhood Plan* adopted in March, 2000), along with a *City Master Plan* for the reconstruction of East Washington Avenue (adopted in March, 2000).

The first plan in this area created under Dane County's Better Urban Infill Development (B.U.I.L.D.) Program was the *Old East Side Master Plan* (adopted in December 2000). That plan was a land use initiative, which encouraged mixed-use infill development projects and recommended a coordinated development program emphasizing traditional planning principles to create a better circulation system and a walkable neighborhood. The *Old East Side Master Plan* concentrated on three key nodes to revitalize this commercial area: Milwaukee/North Street, Eastside Shopping Center, and the Starkweather Creek/Salvation Army site. The plan recognized the importance of the upcoming reconstruction of East Washington Avenue as an opportunity to help reclaim the corridor as a ceremonial gateway street through the neighborhoods to the downtown area and Capitol.

This plan is the second B.U.I.L.D. Plan in the area. It is an outgrowth of the first plan, which identified the Starkweather Creek/Salvation Army as the top priority for further study and attention.



Historic photo of the East Washington Avenue median.

II. Revitalization Needs

The study area occupies a highly visible gateway site along East Washington Avenue. The site is underutilized, with most of the land consumed by asphalt, a vacant building and two commercial structures. The prominence of the location, coupled with the deteriorating conditions, provides an opportunity for revitalization projects to enhance this key site. A large office facility and a non-profit social service facility (the Salvation Army) are important anchors in the area. The neighborhood's population is diverse and of modest economic means. A



Photo looking from Darbo Drive at the Salvation Army Community Center parking lot and the rear of the commercial properties.

successful revitalization of this study area should to serve as a catalyst for other improvements in the Worthington Park neighborhood and solidify the recent gains made in stabilizing this community.

The Steering Committee that guided the development of this plan adopted this mission statement:

Provide a plan to stimulate revitalization to fulfill the potential of this highly visible gateway location along East Washington Avenue and enhance the quality of the surrounding neighborhood in keeping with the new urbanism principles.

III. East Washington Avenue Gateway Redevelopment Area

The premise of the *Old East Side Master Plan* was that the East Washington Avenue corridor consists of a series of gateways to the Capitol Square and downtown. Over the years, the image of this gateway procession has changed, sometimes expressing the magnificence of the City of Madison, sometimes not.

This plan recognizes that the corridor is a dominant entrance into the City and that improvements are necessary to improve its image and its commercial vitality. It describes future opportunities for the corridor to function properly and appear delightful to both local citizens and visitors of the City.

Specific recommendations from the *Old East Side Master Plan* for the East Washington Avenue Gateway Redevelopment Area (previously referred to as the Starkweather Creek/Salvation Army Site) include:

- Recognize Starkweather Creek as an amenity to be enhanced, along with improving the visual access to the creek on the north side of East Washington Avenue;
- Replace the frontage road with a new road to the rear of the commercial properties to help create a safer and more efficient traffic and pedestrian circulation system for adjacent redevelopment properties; and
- Create a civic/public space on the Salvation Army site to enhance the overall quality of the area and to strengthen the social/community function they produce.

The Revitalization Plan includes an aggregation of properties that would intensify the retail and hospitality uses along the East Washington Avenue corridor, and establishes the prominence of a neighborhood center in front of the Salvation Army building. The reuse of the former American Family Insurance building for new office space for the State of Wisconsin Department of Corrections (DOC) creates the opportunity to include more retail and hospitality services for local employees, as well as neighborhood residents and regional customers.

Special conditions for further examination.

This closer examination of the East Washington Gateway Redevelopment Area (Starkweather Creek/Salvation Army Site) had several objectives:

- To examine in more detail the opportunities and constraints of the East Washington Gateway Redevelopment Area presented by the “first look” when the entire corridor was under planning consideration;

- To resolve concerns of community residents, landowners and business owners relating to the *Old East Side Master Plan* recommendations;
- To take advantage of heightened awareness and potential expressed by land owners and development interests after they were able to review the *Old East Side Master Plan* recommendations; and
- To create a physical plan having specific characteristics upon which the City of Madison and local developers/owners could act incrementally to improve the vitality and real estate value of this gateway area.

Qualities of a mixed-use neighborhood adjacent to East Washington Avenue.

In order to achieve a functional and attractive balance between neighborhood uses and regional commercial uses, the land development pattern must merge these two somewhat conflicting agendas sensitively.

On the one hand, potential customers will most likely access neighborhood service commercial uses on foot, bicycle or public transit. Even employees of the new Department of Corrections employment center should be able to walk conveniently to restaurants and other social places in the new neighborhood center. On the other hand, most people arriving to the center from more regional locations will be arriving by car or public transit. A successful merging of a pedestrian and automobile environment is necessary for the new commercial services to be successful.

Characteristics desired of the plan require:

- Clear, direct vehicular access to the redevelopment area and adjacent neighborhoods;
- Ample parking to be visible from East Washington Avenue;
- Clearly visible public transit access;
- Connecting pedestrian pathways and bicycle routes throughout the redevelopment area; and
- Places for gathering, particularly in coordination with natural open spaces.

Qualities that contribute to the Capitol gateway procession.

In order to achieve a functional and attractive gateway in this location that is coordinated with other corridor gateways, the intersection of access into the East Washington Avenue Gateway Redevelopment Area must be designed to be an amenity for the City, as well as the surrounding neighborhoods.

Specific characteristics of the plan require:

- Allow East Washington Avenue and Marquette Street to be extended to Oak Street north of East Washington Avenue, and in the future use remaining land for pedestrian/bike path system and open space;
- Provide bus shelters at this key intersection and across from the DOC building on East Washington Avenue;

- Improve Starkweather Creek visibility from East Washington Avenue and add new open space from the removal of the parking lot on the north side of East Washington Avenue; and
- Make Starkweather Creek a neighborhood amenity by connecting its linear pathways with adjacent neighborhood blocks.

IV. Planning Process and Meeting Results

The original B.U.I.L.D. Plan (*Old East Side Master Plan*) was developed by a Steering Committee representing neighborhood residents, businesses, and concerned citizens appointed by the Mayor and approved by the Common Council. This Committee was augmented with key stakeholders in the study area and continued functioning as the Steering Committee for this effort. The lead consulting firm, Hammel, Green and Abrahamson, Inc. (HGA), and transportation consultants Biko Associates were hired in January 2001. The consultants and the Steering Committee hosted a kick-off workshop to gather citizen input and stimulate public participation for this community-based plan. The workshop format was based on information, opinions and data from the Committee's interviews of the major stakeholders in the study area that were completed in the summer of 2001. On August 9, 2001, a neighborhood workshop was held to gather information on the important elements of the plan. From that, HGA developed the overall physical plan and recommendations that are included in this report. On September 10, 2001, HGA made a presentation to the neighborhood and Committee members and received feedback. After that meeting, the Committee refined the plan. It is the Steering Committee's intent that this document be adopted by the Common Council as a supplement to the two adopted Neighborhood Plans (*Emerson East-Eken Park Neighborhood Plan-1998* and *Schenk-Atwood-Worthington Park Neighborhood Plan-2000*).

V. Emerging Concepts for Redevelopment

Following is a description of the redevelopment concepts that helped to focus this planning effort:

Access from East Washington Avenue and its impact on redevelopment potential.

Through interviews with landowners, residents, and business owners prior to planning and design for the redevelopment area, it became evident that there was a fundamental problem of access to the businesses and the neighborhood from East Washington Avenue. The frontage road circulation, particularly with the crossing of Starkweather Creek, was considered a detriment for existing retail and hospitality uses in attracting customers. In addition, the existing roadway and bridge configuration makes pedestrian travel between the neighborhood and East Washington Avenue inconvenient and unsafe.

Several options were considered to solve the area's access and circulation problems while creating an attractive gateway corridor. One of the keys to stimulating development rests on resolving the circulation problems for customers of new commercial uses, employees of the DOC building, and the Salvation Army resource center, as well as for neighborhood residents.

Two street alignment concepts to improve circulation options were thoroughly studied. In the first concept, Oak Street was extended straight south across East Washington Avenue, curving to connect to the new frontage road. This would remove one block of Marquette Street (from East Washington Avenue to the new frontage road) along the Starkweather Creek area, freeing the space for more passive recreational uses. The second concept would keep Marquette Street along the creek, extending it north to intersect with Oak Street. In both concepts, redevelopment of properties along the southern side of East Washington Avenue is more likely because access to those properties would be simplified. Finally, the intersection allows an opportunity to develop bus shelters here, where pedestrians cross East Washington Avenue at a signalized intersection. With special attention to siting and design of the bus shelters, the intersection could appear as an attractive gateway element on the East Washington Avenue corridor.



Looking south at the Highway 30/East Washington Avenue interchange and the study area.

Reinforce existing retail, employment and civic support anchors, and activities.

It is important to build on the existing characteristics of the East Washington Avenue Gateway Redevelopment Area that provide a positive identity and uses that are supported by the neighborhood.

Redevelopment that incorporates existing restaurant uses in a format more acceptable to both a pedestrian and automobile environment would include a place for McDonald's that allows both "drive-in" and local neighborhood pedestrian activity.

The reuse of the former American Family Insurance building by the State of Wisconsin Department of Correction (DOC) administrative offices is also a valuable employment anchor for the new neighborhood center.

The Salvation Army not only provides services and activities for the local neighborhood, but is also a regional service center for a greater Madison.

New employment center opportunities.

New employment opportunities can be created through new development. It is critical that these opportunities be realized to accommodate the local job base as well as drawing from a more regional base of qualified employees.

A budding hospitality and neighborhood service sector in the East Washington Avenue Gateway Redevelopment Area would provide positive full-time and part-time employment opportunities for local residents.

As the floor space of the center increases, either on the existing property or within new buildings to the southwest, new employment opportunities would be created for residents of the neighborhood. This would reduce automobile traffic and parking requirements and create a strong stake in the neighborhood.

As the Salvation Army continues to expand its service capacity, it would be beneficial for neighborhood residents to become more engaged with both volunteer and employment opportunities there. One feature that would be beneficial to other employers in the local area, as well as regionally, is for the Salvation Army to provide space for job training programs.

New residential opportunities.

It was determined from the interviews that there is not currently a strong market for new residential construction. A number of factors that led to this conclusion are:

- There is an ample supply of affordable single-family homes in the neighborhood.
- There is not a strong demand for single-family or low-density housing that is directly adjacent to the high traffic volumes on East Washington Avenue.
- Property values are modest in the neighborhood and do not support the construction of new single-family housing. A choice of new construction here versus in a more comfortable environment would favor the latter. Any housing placed in the East Washington Avenue Gateway Redevelopment Area may have to be subsidized.
- There may be an opportunity to develop multi-family housing on the north side of East Washington Avenue (located between Highway 30 and Starkweather Creek up to Commercial Avenue and back to Highway 30), if the market determines the cost will work given its location. This is based on the sites becoming an extension of the existing neighborhood and abutting the

creek creating an attractive setting to overcome the traffic on East Washington Avenue.

- Mixed-use development with housing on the upper floor should be considered if the market supports it.

New retail opportunities.

New retail opportunities should build on the existing urban characteristics of East Washington Avenue. They should also focus on customers from the neighborhood as well as the growing employment base of the DOC and the expected expansion in the study area.

It should be noted that the Madison Eastgate Shopping Center has recently undergone renovation and expansion as an east side shopping destination. However, new retail opportunities in the East Washington Avenue Gateway Redevelopment Area should not compete with that center's activity. Because that shopping center is within walking distance of the study area, larger retail stores and services should be directed to support that regional center.

VI. Plan Recommendations

The Plan recommendations are divided into three major areas: Transportation, Redevelopment, and Open Space/Parks. The Transportation component creates the foundation for change in the study area by addressing the poor vehicle and pedestrian circulation and creating a new city block more appropriately configured to stimulate development. There are several redevelopment sites illustrated in this plan to assist in understanding the vision for redevelopment. The goal of the plan is to delineate the land uses, the siting of buildings, parking locations, and the scale of the potential projects that the landowners and neighborhood residents are comfortable with (see overall plan on page 8). The open space and parks are key components to soften, unify, and beautify the area while providing for an expanded pedestrian/bike path system.

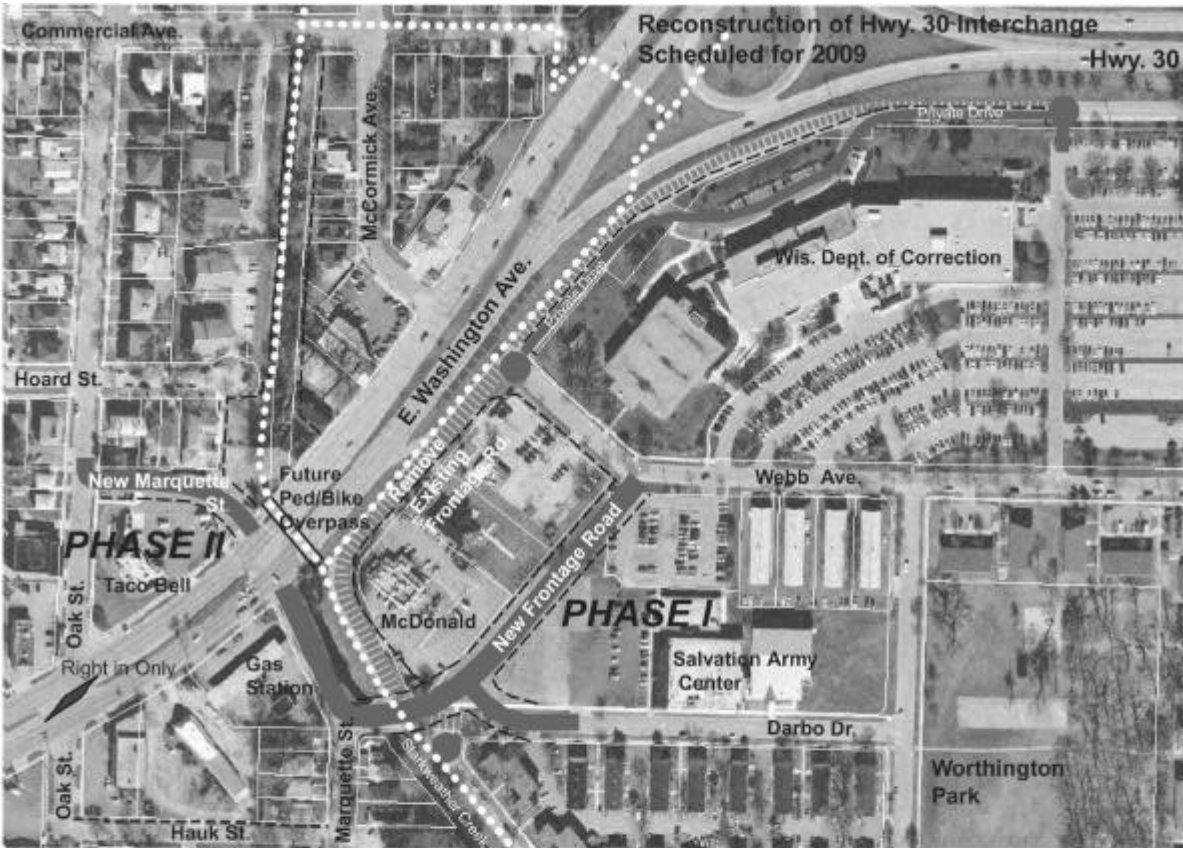


Illustration 1: Proposed Circulation Improvements

Legend:

- PHASE I -** South side of E. Washington Ave.
- PHASE II -** North side of E. Washington Ave.
- New sidewalk
- Street right of way lines for new and/or improved streets
- Streets to be removed for open space
- Proposed bike & pedestrian paths

New Marquette Street Extension and New Frontage Road

The new roadway alignment of extending Marquette Street will offer a 4-way signalized perpendicular intersection. Because this street will intersect with the new frontage road “spine” through the project area, the circulation will be improved into the Worthington Park Neighborhood and the Eken Park Neighborhood.

In the first phase, Marquette Street would remain and the frontage road along East Washington Avenue up to Webb Drive would be removed and a new frontage road would be constructed along the rear of those parcels (see Illustration 1). This would create the continuity and connection to East Washington Avenue to support redevelopment within a newly created block. In the 1950’s, a suburban interchange was constructed, creating the existing frontage road. The East Washington Avenue Reconstruction Plan calls for reestablishing the urban street pattern by removing the frontage road and making it consistent with the rest of the

corridor. A new Marquette Street extended will also create a logical connection between land uses in the neighborhood and will facilitate both clearer pedestrian access and safer vehicular movements between two neighborhoods.

To de-emphasize Darbo Drive and create a neighborhood street, it is proposed to terminate in a "T" intersection with the new frontage road, reducing direct access and traffic flow. With this new configuration, it is recommended that parking be returned to Darbo Drive due to the density of housing and the shortage of on-site parking at East Point Apartments.

The current frontage road in front of the Department of Corrections building could also be decreased in size to de-emphasize the highway feel and remove the unnecessary pavement allowing it to function as a private drive to the front of the building. The lane enhances the site by providing more open space in front of the building, which faces two major highways. There would be a cul-de-sac at each end that would remain as public right-of-way at the end of Webb Avenue and at the easterly end of the Department of Corrections property. It is also recommended that the City Traffic Engineer explore constructing a right in/right out movement for vehicles from East Washington Avenue at the end of Webb Avenue when the Highway 30 interchange is reconstructed (estimated to be in 2010). This would enhance efficient access and circulation for the future expansion of the office complex in this area.

In Phase II, the recommendation is to extend Marquette Street north of East Washington Avenue, and create a perpendicular intersection. Directing vehicles to a traffic signal at Marquette Street would be a more appropriate entrance into both neighborhoods. This would also allow for improved bus stops on either side of Marquette Street and focus pedestrian crossing at this intersection.

The plan recommends that the existing asphalt parking lots north of East Washington Avenue at this intersection be removed in the future to expose the Creek and create a gateway area to both neighborhoods. Extension of the Marquette Street intersection will provide much needed open space along the Creek on the north side of East Washington Avenue. The recommendation is that the median will have a decorative fence in the middle (from Oak Street to Marquette Street) to prevent pedestrians from crossing and encouraging the use of the Marquette Street signalized intersection. The new street configuration(s) will also help support the traffic flow generated from future redevelopment.

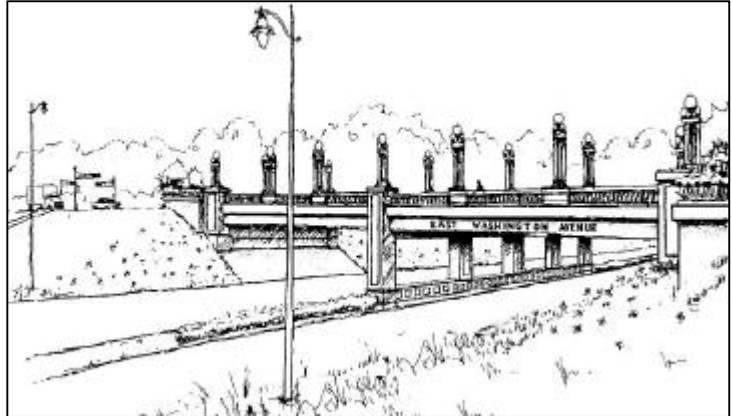
The concept illustrates a practical realignment of the roadway, and accomplishes many of the previously described goals. Replacement stalls can be provided. However, it would require altering the parking lots of two existing businesses to maintain the current number of parking stalls. The proposed Phase II does provide appropriate space for a potential future overpass to continue the bike/pedestrian path along Starkweather Creek. The traffic signal will provide safe bike/pedestrian crossing in the meantime. It is recommended that the City of Madison Transportation Division, Engineering Division, and Parks Division explore the Phase II concepts for road realignment for the earliest implementation, with the main goal of constructing Phase I by 2007, to coincide with the schedule for the reconstruction of East Washington Avenue.

Relocated Frontage Road from Webb Avenue to Marquette Street

As part of Phase II, Oak Street, at the intersection of East Washington Avenue, is recommended to be redesigned to improve vehicular turning movements into the neighborhood but prohibit crossing East Washington Avenue at Oak Street. This will encourage neighborhood traffic to use the signalized intersection at Marquette Street. Presently, the Oak Street intersection is difficult to negotiate, especially during rush hour.

East Washington Avenue Gateway Bridge

The last phase of the East Washington Avenue reconstruction (scheduled for 2010) is rebuilding the interchange at Highway 30. This will greatly improve the appearance and safety of the neighborhood by creating an urban, rather than suburban interchange, with stoplights at each end of the new bridge. Both pedestrian and vehicle movements will be improved and safer. The neighborhood will benefit from a well-designed gateway bridge as a major feature contributing to the neighborhood's identity.



An illustration of a concept for the East Washington Avenue Bridge from the adopted East Washington Avenue Revitalization Plan.

Pedestrian and Bicycle Circulation.

Pedestrian circulation is a high priority in this study area. There is a high concentration of pedestrians in the neighborhood, especially young children and teenagers moving through and to heavy-traffic streets. Limited access to and from the area compounds the problem. Providing clear, safe, and friendly sidewalk systems is an important component to this plan. The new street configuration sets the foundation for these improvements by providing new sidewalks. Other improvements for pedestrians and bicyclists are proposed along the Starkweather Creek parkway. These involve acquiring and improving new open space areas, which will allow for construction of a path for pedestrians and bicyclists along the parkway. The following recommendations were made by the Committee to help achieve these objectives:

- * The confusing intersection at the new frontage road bridge where many streets converge (Marquette Street, Darbo Drive, Clyde Gallagher Avenue and the frontage road) is simplified. The path on the bridge is widened and crosswalks are added to increase pedestrian safety.

- * The reconfiguration of Darbo Drive to a “T” intersection with the new frontage road will help to reduce traffic and provide a neighborhood style street.
- * It is recommended that the Traffic Engineering Division and Engineering Division explore extending Marquette Street across East Washington Avenue to Oak Street with the reconstruction of East Washington Avenue (scheduled for 2007). Signalized intersections will improve pedestrian and vehicle movements, and the installation of a fence in the median from Oak Street past the Creek will prevent pedestrians from crossing except at the signalized intersections.
- * Pedestrian safety is a major concern for this neighborhood and with the upcoming reconstruction of East Washington Avenue, there is an opportunity for studying and solving the pedestrian conflicts. The B.U.I.L.D. Committee consciously recommends that the Traffic Engineering Division explore completing a pedestrian traffic study that tracks the paths and patterns of pedestrians crossing East Washington Avenue in the area between East Johnson Street and Highway 30. The goal is to increase pedestrian/bike safety by coordinating the pedestrian traffic paths and patterns to the crosswalks, bus stops/shelters, and traffic signals. For example, if there is heavy pedestrian traffic across East Washington Avenue in an inappropriate place, a decorative fence or heavy planting may be needed in the median to discourage unsafe pedestrian movements.
- * Sidewalks are proposed to be added along the north side of Hauk Street and Worthington Avenue along the park, where the school bus stop is located.
- * Explore providing a new path in the widened open space along the south side of East Washington Avenue from Marquette Street to the interchange. The additional space can accommodate much needed landscaping.
- * Complete the bike path along the Starkweather Creek Parkway to connect the existing Isthmus bike path with the existing Starkweather Creek path and reserve the space for a future pedestrian/bike overpass over East Washington Avenue at the Creek.

A difficult decision was made by the Committee to extend Marquette Street at the intersection with East Washington Avenue. The Committee felt that the future direct connection for the bike path and the overall safety improvement outweighed the other option evaluated earlier in the planning process. That option would have created a new intersection by extending Oak Street through the project.

Transit Stops.

The new Marquette Street extension provides land for clearly designated transit stops on either side of East Washington Avenue. In each of these locations, a transit shelters may be designed to signify a gateway into the Worthington Avenue Neighborhood, as well as provide a convenient, comfortable location for transit riders to be sheltered while waiting for the bus. The transit and bus shelter stop is located near the interchange and will provide a convenient stop for the

workers at the Department of Corrections. It is recommended that bus shelters be provided at these key locations.

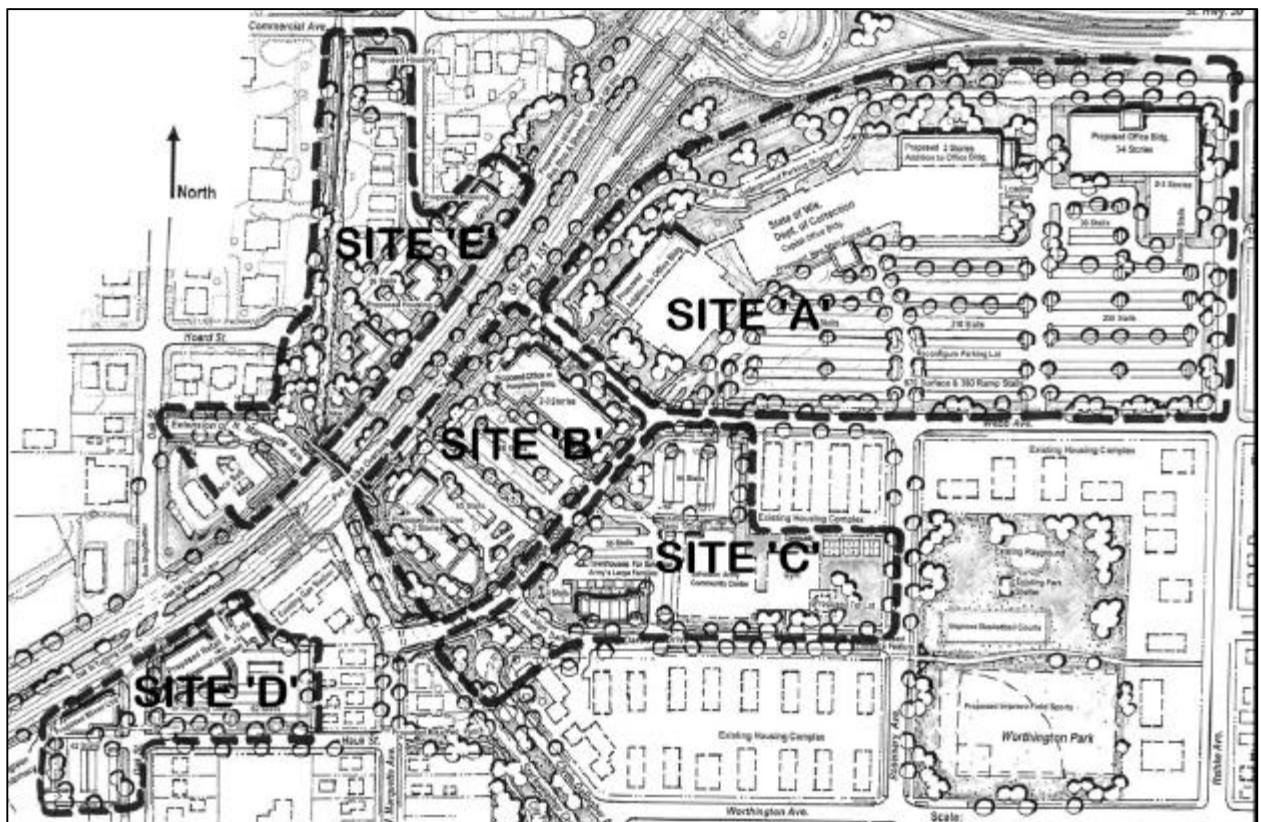
Redevelopment Opportunities

The new roadway alignment offers new development opportunities on reconfigured parcels of land. Although removal of the existing frontage road and construction of a newly aligned street may precede redevelopment of any of the existing parcels, it should be assumed that all businesses in operation on either side of the new street would be able to continue their existing operations. The impact of specific changes on businesses will be incorporated as a part of implementing each project.

New pedestrian-oriented streets provide opportunities for mixed-use buildings to front it with parking behind. In the case of the current parcels along East Washington Avenue, new employment, hospitality, and neighborhood-service retail uses may be appropriate. In the case of the Salvation Army parcels, an extension of their community-service operations, in addition to these commercial uses, may be appropriate development opportunities.

Building architecture should be complementary to the neighborhood service commercial and employment center activities of the site's new identity. Because building types can be assumed to be more urban in nature, the architectural character should use downtown and neighborhood center urban buildings throughout Madison as design precedents.

Listed below are detailed descriptions of the redevelopment concepts.

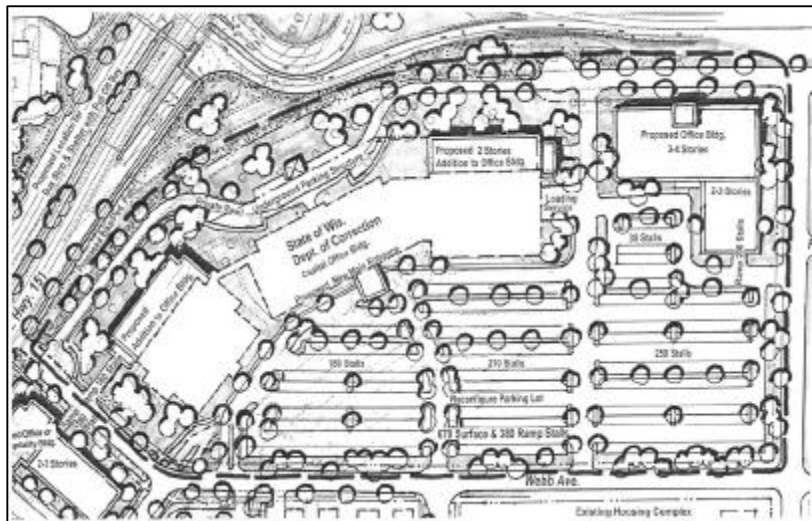


Key map of the five redevelopment opportunities in the study area.

Site A – Existing Capital Center Building and Site Enhancements

Site A is the former American Family office building at the corner of East Washington Avenue and Highway 30. The building is now called the Capital Center Building and houses the State of Wisconsin Department of Corrections administrative offices. The office building is a large anchor in the neighborhood, provides an employment base, and provides a visual buffer from the highway. The concept illustrates how to better organize the site by more efficiently utilizing the existing parking lot and adding office space with an underground parking garage on the north side of the building. By using the elevation differential between the first floor and the lower grade at the side, a parking garage could be constructed to hold about 180 cars. Each end wing of the north side building could accommodate additional office expansion areas. Removing the frontage road and replacing it with a narrow

lane to the front would allow for a larger landscaped area and enhance the appearance facing East Washington Avenue and Highway 30. The emphasis of this concept is to shift the primary access and entrance to the south side of the building.



Site A

As design and development moves forward on these projects, it is recommended that the following items be considered:

- The site's enhancements should include a prominent, dignified termination of the new frontage road. This could include a monument, landscaping and/or other special treatment. The site's enhancements should include direct, convenient, and comfortable pedestrian connections to the new retail and hospitality uses along the frontage road.
- The new front door for these office buildings should be oriented towards the neighborhood and the parking lot. Currently, almost all employees enter the buildings from this direction. Additional office space and a reconfiguration of the parking layout will occur in the next several years.
- A new office building is recommend at the corner of Rethke Avenue and the existing frontage road facing Highway 30. The recommendation is to place a building closer to Highway 30 to continue to match up with the existing office building facades to add to the urban order. The bulk of the building could be 3-4 stories, stepping down to 2-3 stories towards the

existing. Underground parking could be provided to help meet the parking needs.

Site B – McDonald's, Former Pizza Hut, and Vacant Bar Site

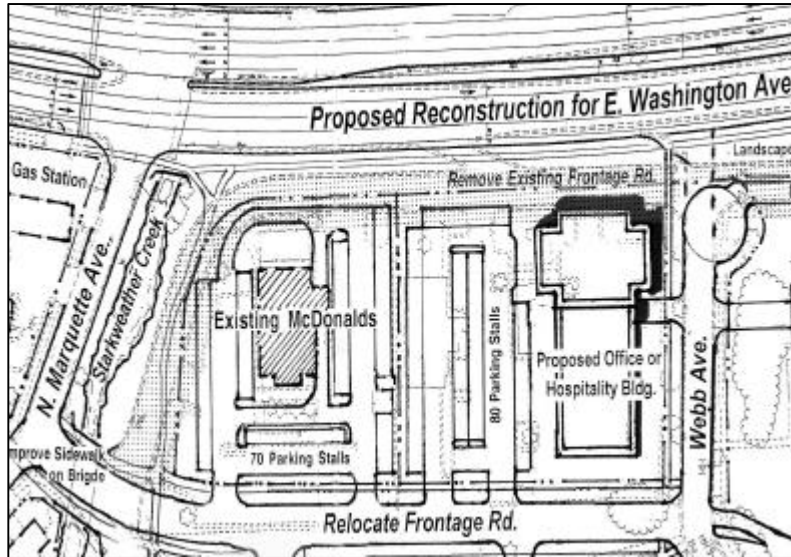


Illustration of how McDonald's can improve vehicle circulation with the relocated frontage road.

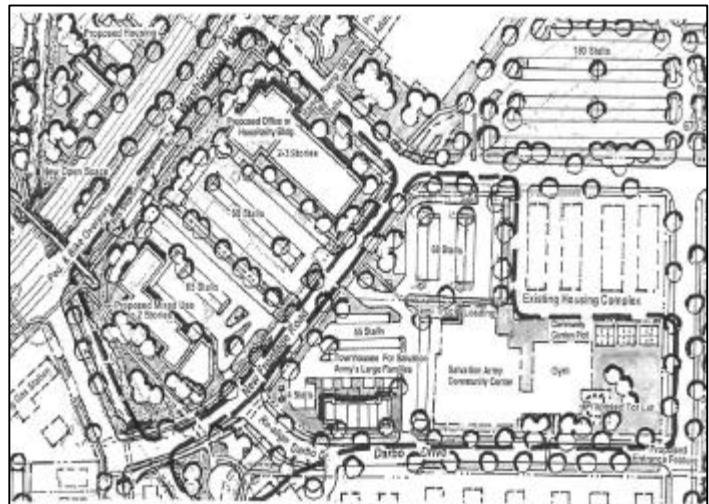
This site is by far the most underutilized and most visible parcel in the neighborhood (it currently contains a small, 1-story car loan business and a vacant building). The concept is to provide another office or hospitality (hotel) building 2-3 stories in height to contribute to a quality office complex. The new building would

continue the concept of aligning the building facades to create a uniform urban presence facing the major highways. The surface parking is located between Sites B and C to facilitate the screening of the lot. Access to underground parking off Webb Avenue could be provided to help handle the need for parking in an office building of this size.

In Phase I, McDonald's Restaurant is recommended to continue its operation with some slight modifications to handle the drive-up window by using the fast food drive through named for its first use, "McDonald's loop." Customers will enter from the new road, circle around the building, and exit to the new road.

McDonald's would retain approximately the same number of parking stalls with this new configuration.

The future recommendation is that this parcel could be redeveloped into a 2-story structure with first floor retail/mixed-use that would take advantage of additional open space facing Starkweather Creek. The goal of this concept plan is to add value to the community with neighborhood-friendly



Sites B & C

retail uses.

Site C – Salvation Army Community Center and Parking Lot Site

Site C is the Salvation Army site, and the adjacent parking lot to the north. The Salvation Army is the cornerstone of the neighborhood, providing a multitude of services to the community.

The recommendation incorporates the new alignment of Darbo Drive and the new frontage road to create an efficient parking lot to meet the Salvation Army's present and future needs. The new frontage road would separate commercial/office uses from the neighborhood/residential uses.

Site C could accommodate a new building on the Salvation Army's land by reconfiguring the existing parking lots. The recommendation is to provide additional parking at the east side of the site, so the housing on the west side of the site is facing apartments. The building would continue with similar architecture as other buildings along Darbo Drive. Additional housing or housing related uses could be a part of the Salvation Army complex. The goal is to provide affordable living spaces for larger families.

Another recommendation is that the Salvation Army should take advantage of the green lawn on the eastern side of the new gymnasium for more formal outdoor community

gatherings until it is designated for new construction.

Enhancements to this green space may include trees, landscape treatments, plaza-type paving, enclosed/fenced-in tot lot for very small children, and

community garden plots. Community gardens could easily be instituted to would encourage neighborhood social interaction and provide an additional food source for neighborhood residents.

A direct pedestrian connection to Worthington Park, and its recreational opportunities (see section on Worthington Park, Page 23) should be clearly marked through crosswalks and signage.



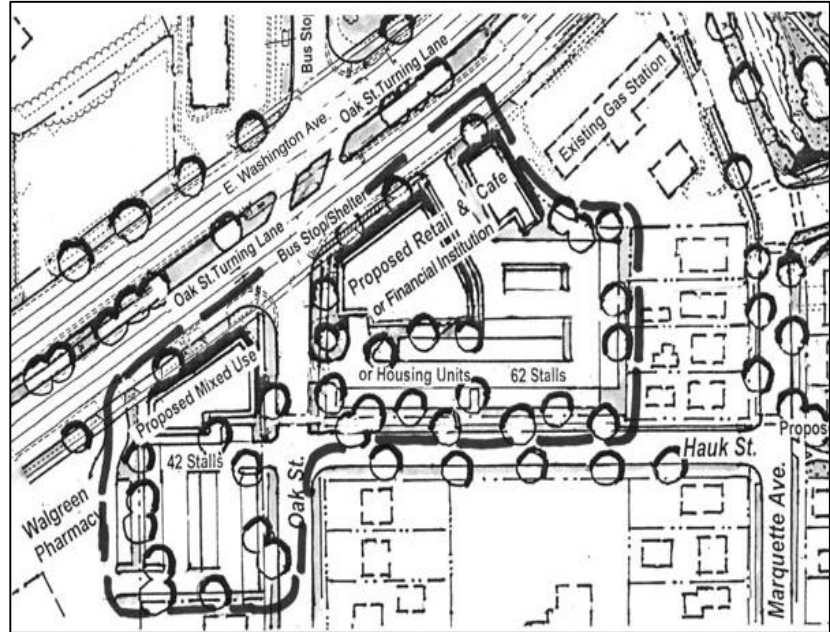
The Salvation Army Community Center looking northwest.

Site D – East Side Shopping Center Area Extension (Former Saturn Car Wash, CV Joint Site & Liquor Store Site)

Southwest of the project area, between the former Saturn Car Wash and the auto service business site, there is an opportunity to develop additional office and/or retail buildings. Both the new employment center to the northeast and the retail center to the southwest along East Washington Avenue could benefit from additional small-scale businesses in this location. Because of the close proximity

to transit, commercial businesses such as a financial institution, coffee shop, bakery, deli, and other uses that would complement transit use and meet neighborhood service needs are recommended. Residential uses should be integrated where feasible

It is recommended that, space permitting, the properties be developed with buildings that are two-stories in height and are located at the property line along East Washington Avenue, with enough parking to serve the structure. The other alternative, if developed as



Site D

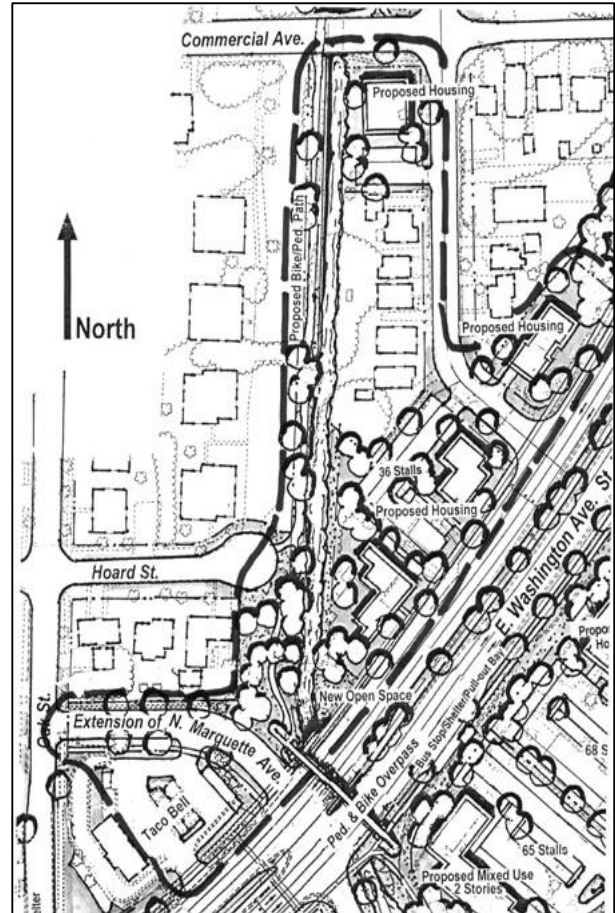
housing, is to set the building back from East Washington Avenue. If housing were the development choice, the housing stock would be expanded market rate units at this location.

It also recommends that internal pedestrian/vehicle access be provided to the Walgreen's parking lot to continue a design that creates a "shopping center." This would accomplish two goals: It would facilitate pedestrian movement to the shopping center, and a new commercial structure would help to visually anchor the corner, while still allow customers to move easily and maintain the neighborhood shopping center feel.

Site E – North Side of East Washington Avenue Housing Site

Development on the north side of East Washington Avenue requires more detailed consideration. Because it is part of a prominent gateway from the east into the City of Madison, it should complement the open space nature of the large lawns of the DOC office building across the street. In addition, any new development should respect the residential neighborhood directly behind it. Actual development opportunities here require further analysis and design consideration, with particular regard to long-term objectives of current landowners. However, if at all possible, all designated redevelopment parcels on either side of McCormick Avenue should be consolidated to use the land available efficiently. Even redevelopment of land along Starkweather Creek should be designed complementary to the Creek as an amenity.

Site E illustrates the concepts of expanding the existing residential neighborhood on the north side of East Washington Avenue. The recommendation is based on the concept that this side of East Washington Avenue would be an ideal spot to convert commercial land to multi-family/residential land uses. From an aesthetics standpoint, this would expand the existing residential neighborhood. A housing development would create a pleasant appearance and a break from the commercial strip look that exists beyond the interchange. The existing commercial lots are remnant sites that are difficult to redevelop because of their small size and location. For the time being, these sites will likely remain as is, because it would not be profitable to remove structures for other commercial use. Therefore, the Committee recommends a zoning change from C3 to R5.



Site E



An example of an urban multi-family building type in the 2300 block of East Washington Avenue.

There is a small City-owned parcel at the corner of Commercial Avenue and McCormick Avenue at the Creek. It is recommended that this parcel be sold and housing be constructed at this site. Proceeds from the sale of this parcel could potentially be used to help finance the new open space in the area along Starkweather Creek and the bicycle-pedestrian path.

A potential use of this site is smaller “mansion apartment” buildings that are compatible with the residential character of the adjacent neighborhood, but are limited to 4 to 6 units each. The smaller size is complementary to the neighboring single-family residences, but also better accommodates the buildings’ parking requirements in a more flexible manner, particularly for the odd shapes of these parcels.

Park and Open Space

The City of Madison Park Division should assure that Starkweather Creek and Worthington Park become prominent public amenities. This can help to promote new investment in the area as well as add value to existing property investments. Methods for improving user safety, comfort, and enjoyment of these valuable urban open spaces should be emphasized.

Gateway Features: East Washington Avenue/Starkweather Creek and Marquette Street.

Along with simple but elegant bus shelters, landscaping, and intersection crosswalks, the gateway can be further enhanced through public realm features.

To complement the open space on the southwest side of East Washington Avenue, the northeast side along Starkweather Creek should be expanded as another public amenity that could enhance the gateway entrance. It is an exceptional opportunity to offer the community a linear public green space for recreational activities. As the planning initiative for a pedestrian and bicycle connection between Lake Monona and Lane Mendota proceeds, the segment within the project area could become a valuable amenity for the entire community.

Starkweather Creek Parkway.

Additional open space improvements are recommended along Starkweather Creek. The Creek is a hidden asset to the community in this area. The most important recommendation is to expose the creek at East Washington Avenue by developing more open space around the creek on both sides of the street. This will create the major gateway



*Starkweather Creek, East Branch, along
Clyde Gallagher Avenue.*

feature to this neighborhood. With the extension of Marquette Street and the removal of the frontage road, new open space is available for an expanded parkway and a new pedestrian/bike path. The goal is to provide open space right along East Washington Avenue to create a visual link to the creek and a visual entrance to the neighborhood. This additional open space will also provide an opportunity to complete this bike/pedestrian path link along the westerly side of Starkweather Creek, starting from the Isthmus Bike Path to the existing Starkweather Bike Path via the golf course along Aberg Avenue. Thus the bike path would follow Starkweather Creek, utilizing the creek for pedestrian and bicycle movements and making it much more accessible to the community. The long-term goal is to have an overpass constructed over both East Washington Avenue and Aberg Avenue. The additional open space along the creek is a potential place for public art, which could be explored by the neighborhood - especially near East Washington Avenue.

The most practical way to continue the new pedestrian/bike path along the Creek north of East Washington Avenue is to continue the use of piles at the edge of the Creek and remove the existing riprap or large stone along one side. This will provide the additional needed space along the Creek in this area where the public right-of-way is limited. On the south of East Washington Avenue along Starkweather Creek, the system of using piles is presently in place at the shoreline as shown in the photo with a sketch of a new path.



An example of existing steel piles to stabilize the Starkweather Creek bank with the proposed bike path shown in black. This method can be used to add four to five more feet of usable parkway space.

Worthington Park.

Worthington Park should be enhanced and maintained as an amenity for the neighborhood and employees working in the project area. Enhancements may

include recreational uses such as community fairs, softball and soccer, but should be maintained for informal use by local residents.

One of the main concerns residents expressed at the public meeting was that Worthington Park needs a higher level of maintenance to make the park more attractive and usable to the neighborhood.



Children play at the Worthington Park playground.

The other improvements recommended were to provide more trees on the periphery of the park, create a better-defined field game area, (i.e. soccer and softball), create a visual terminus, and to create a stronger entrance to the park at the end of Darbo Drive. One option is for a public art-type project with colorful wrought iron as an entrance to the park. These concepts would strengthen the identity of the neighborhood park. Another suggestion is for the path to be curvilinear through the park to provide interest.

The Committee also recommends that this park develop a stronger relationship with the Salvation Army Community Center, considering how the park could be used for programs by Salvation Army for the benefit of the community. By providing personnel, programs, and equipment, the park could be better utilized during the day by many more of the young adults and children in the area. Finally, the Committee recommends that the park be used as a community gathering place by providing community programs, large outdoor picnics, music or festivals, to make the park a focus and a stronger part of the community fabric. The recommendation is for the Neighborhood Association to work with the Parks Division to facilitate community-building activities.

VII. Plan Implementation

General Recommendations

The following general recommendations should be followed to facilitate the implementation of this plan.

- Encourage the Urban Design Commission to adhere to the spirit of this plan.

- Request the City Planning Unit to work with landowners to accommodate new development consistent with the vision of a neighborhood commercial and employment center described in this plan.
- The Committee is requesting the City to seek out incentive programs that would initiate development starts in the East Washington Avenue Gateway Redevelopment Area, such as the creation of a TIF District or other program.
- Incorporate changes into the East Washington Avenue reconstruction plans.

Next Steps & Phasing

The order of implementing the recommendations of this plan should generally be as follows:

- Redesign of East Washington Avenue, removal and relocation of frontage road, and the extension of Marquette Street.

As design and reconstruction begins in this segment of East Washington Avenue, the Committee recommends continuing to work with the appropriate City agencies, property owners and residents facilitate an attractive and functionally efficient neighborhood and employment center. Such efficiency includes automobile access, pedestrian safety and continuity, attractive and comfortable transit stops, and appropriate redevelopment of sites in the project area. This step is of highest priority because the redevelopment opportunities for the neighborhood, as well as the commercial properties fronting East Washington Avenue, are contingent upon the proposed new network of roadways. Of immediate consideration is the recommendation to develop the new street alignment in two phases. Phase I is the replacement of the existing frontage road from Marquette Street to Webb Avenue with a new frontage road as the top priority. Phase II is the extension of Marquette Street connecting it to Oak Street.

- Program development and market study for neighborhood center retail/hospitality.

The consultants' opinion is that the development of a new block and street network could increase market potential for redevelopment of the area. The Committee believes that the most appropriate use of this land would be for uses that do not directly compete with the retail orientation of the redeveloping Madison East Shopping Center. Therefore, the plan will serve as a preliminary guide until market forces indicate the amount and type of office, hospitality and mixed-use opportunities. This would allow the City to direct design and building construction towards a fulfillment of those opportunities and the concepts in the plan.

- Program development for housing on the north side of East Washington Avenue.

An analysis of the housing redevelopment opportunities of the area north of East Washington Avenue should be conducted in cooperation with current landowners. New construction should complement this potentially attractive gateway. The recommendation is to rezone the properties, 3054 to 3074 East Washington Avenue (see Site E on pages 17-19) from C3 to R5. It is also recommended that the parcel owned by the City of Madison Parks Division at the corner of

McCormick Avenue and Commercial Avenue, retain the existing R4 zoning, but be marketed for affordable housing.

Tools and Strategies

This is a mid-range plan, targeting implementation over the next ten years. The Implementation strategies primarily depend on financing tools and resources along with the continued advocacy for these recommendations by the neighborhood associations, alderperson, businesses, and property owners.

City Funding Resources

As the implementation of this plan depends largely on governmental funding mechanisms, the budget must be flexible. Over the next ten years, however, requesting these items be funded through the City's Capital Budget process is important to successfully implement the plan. The priority and timing of Phase I, in particular, has funding implications for other projects to follow that this will remain a City-driven endeavor, the City will need to budget and seek funding from a variety of sources to ensure success of these recommendations.

1. The City of Madison should designate funds in the Capital Budget to implement the top priority of this study Phase I, the new frontage road.
2. The City should form partnerships with private organizations, landowners, and developers, as well as State and Federal government, to assist in funding appropriate projects, programs, and studies.
3. The operating budgets of City departments should reflect the plan's recommendations.

Other Funding Resources

After the plan is adopted by the City of Madison, the next essential step is to seek funding for the recommendations in the plan. Evaluating the corridor's phasing with the budgetary constraints of the City requires exploring other sources of funds. The goal is to create partnerships with other agencies, governmental bodies, non-profit groups, the private sector, and civic and neighborhood organizations to maintain an ongoing development of the East Washington Avenue Gateway Revitalization Plan.

Some of the possible funding sources to consider are:

- Federal Transportation Equity Act for the 21st Century (TEA-21)
- Surface Transportation Program (STP) Discretionary Funds (administered by Wisconsin DOT)
- Wisconsin Stewardship Program (DNR) has a variety of programs such as: Urban River Ways Grant, Urban Green Space Program, Stream Bank Protection Program, and State Aids for the Acquisition and Development of Local Parks
- Explore DNR-Land Recycling Outreach for funds and assistance
- Metropolitan Planning Organization under the Transportation Network Program

- Dingle-Johnson (Federal)
- Creation of a Tax Increment Finance District and/or a Redevelopment District
- Wisconsin Art Board and/or Madison CitiARTS
- Various local community service groups and community-minded corporations.

Implementing manageable projects will create successes and build momentum to initiate the sequencing of the East Washington Avenue Gateway Revitalization Plan.

VIII. Adopting Resolution

A RESOLUTION

Adopting the East Washington Avenue Gateway Revitalization Plan and recommendations contained in the Plan as a supplement to the Emerson East-Eken Park Neighborhood Plan and the Schenk-Atwood- Starkweather-Worthington Park Neighborhood Plan.

Drafted By: Archie Nicolette, Planner II

Date: March 2003

Fiscal Note: Adoption of this resolution will require any capital improvements contained in the recommendations to be authorized by the Common Council. Phase I street acquisition and construction is estimated to cost \$680,000. Phase II will require Real Estate and Traffic Engineering to provide cost estimates.

Sponsors: Ald. Andy Olsen, District 15; Ald. Dorothy Borchardt, District 12; Ald. Judy Olson, District 6; and Ald. Brenda Konkel, District 2.

PRESENTED

REFERRED Board of Estimates, Plan Commission, Urban Design Commission, Madison CitiArts, Pedestrian/Bicycle Motor Vehicle, Commission, Transit and Parking Commission, and Parks Commission

REREFERRED

REPORTED BACK

ADOPTED POF

RULES SUSPENDED

PUBLIC HEARING

APPROVAL OF FISCAL NOTE IS NEEDED

BY THE COMPTROLLER'S OFFICE

Approved By

Comptroller's Office

RESOLUTION NUMBER

ID NUMBER

WHEREAS the adopted Land Use Plan for the City of Madison recommends the development of neighborhood plans for older built-up residential areas located in the City; and

WHEREAS the Emerson East-Eken Park Neighborhood Plan was adopted in May 1998 (Resolution, I.D. No. 55212) and the Schenk-Atwood-Starkweather-Worthington Park Neighborhood Plan was adopted in March 2000 (Resolution, I.D. No. 56972), covering these near eastside neighborhood; and

WHEREAS the resolution adopting the East Washington Avenue Transportation Corridor Study (Resolution, I.D. No. 57036) recognized the aesthetic importance of relocating or eliminating the frontage road (between Webb Drive and Marquette Street) in conjunction with the East Washington Avenue Reconstruction Project; and

WHEREAS the above-mentioned resolution also placed special emphasis on the design and aesthetics of bridges along the corridor; and

WHEREAS the adopted East Washington Gateway Neighborhood Master Plan (December 2001, Resolution #28226) recommended this area as the top priority to further study; and

WHEREAS the above-mentioned neighborhood plans identified the south side of East Washington Avenue and U.S. Highway 30 as a gateway area important to the vitality of surrounding neighborhoods; and

WHEREAS pursuant to the recommendations of the above-mentioned neighborhood plans, the City of Madison applied for and received a grant through Dane County's Better Urban Infill Development (BUILD) Program, to develop the East Washington Avenue Gateway Redevelopment Plan; and

WHEREAS the Plan was prepared in conjunction with the consulting firm HGA by the Department of Planning and Development based on input from property and business owners and residents; and

WHEREAS the Plan incorporates recommendations from the neighborhood plans, Isthmus 2020, East Washington Avenue Corridor Study and the East Washington Avenue: Old East Side Master Plans; and

WHEREAS the Plan recommendations have been accepted by the Ad Hoc Steering Committee and has been presented to and accepted by the neighborhood citizens at a public meeting held on March 20, 2003.

NOW, THEREFORE, BE IT RESOLVED that the Common Council does hereby adopt the East Washington Avenue Gateway Redevelopment Master Plan as a supplement to the Emerson East-Eken Park Neighborhood Plan and the Schenk Atwood Starkweather Worthington Park Neighborhood Plan.

BE IT FURTHER RESOLVED that the following specific recommendations have been listed in priority order and organized into the agencies responsible for taking the lead for implementation and the appropriate City agencies be requested to consider assigning priorities in the upcoming Work Plan and Budget to proceed with the implementation of the highest priorities and activities in the Plan.

1. Request the Department of Public Works, City Engineering Division, City Traffic Engineering Division, and Community and Economic Development Unit to implement the top priority of this plan, which is to construct the frontage road along East Washington Avenue from Marquette Street to Webb Drive from the front to the rear of the properties in the 3000 block of East Washington Avenue to coincide with the reconstruction of East Washington Avenue.
2. Request the Department of Public Works, City Engineering Division, City Traffic Engineering Division, and Community and Economic Development Unit to explore the implementation of Phase II – the extension of Marquette Street north across East Washington Avenue to Oak Street.
3. Request the City Traffic Engineering Division to study implementing improvements for pedestrians/bicyclists in the Study Area; at the bridge at Darbo Drive and Marquette Street, completing the segment of bike path to connect the existing Isthmus bike path with the

existing Starkweather Creek bike path along Aberg Avenue through the Study Area, and add sidewalks along Hawk Street.

4. The B.U.I.L.D. Committee strongly recommends that Traffic Engineering explore completing a pedestrian traffic study that tracks the paths and patterns of pedestrians crossing East Washington Avenue in the area between East Johnson Street and Highway 30 to increase pedestrian/bike safety by coordinating the pedestrian traffic paths and patterns to the crosswalks, bus stops/shelters, and traffic signals.
5. Request the Department of Public Works and the Parks Division to explore acquiring or securing an easement for the land along Starkweather Creek on the north side of East Washington Avenue to improve the parkway open space and provide access for a future pedestrian/bike path system along with extending Marquette Street.
6. Request the Department of Public Works and the Parks Division to explore declaring the parcel of land at the corner of Commercial and McCormick Avenues as surplus, and the use of funds from the sale of land to help finance public park improvements and parkway acquisitions along Starkweather Creek within the study area, or to provide this site to the CDA to assist in developing affordable housing.
7. Request the City of Madison Department of Planning and Development Community and Economic Development Unit, CDA, and CDBG to help assist in securing funding for housing, mixed use, office, and retail properties along with infrastructure improvements within the Study Area.
8. Request Madison Metro Transit to reevaluate the transit stops as a part of the newly reconstructed East Washington Avenue and new street alignments to assist in locating bus passenger shelters to provide a convenient, comfortable location for transit riders. The Plan recommends the two new locations for the bus passenger shelters for a total of three bus passenger shelters.
9. Request the Department of Planning and Development and Urban Design Commission to adhere to the spirit of this Revitalization Plan as new building plans are submitted.
10. Request Madison CitiARTS to assist in securing public art amenities within the public open space along Starkweather Creek and in Worthington Park and to assist in developing artistic/craftsmanship style amenities as a part of the East Washington Avenue Reconstruction Project at key locations to add value to the ceremonial avenue concept.
11. Request the Department of Planning and Development, Planning Unit, to initiate a zoning change to be presented to the Plan Commission and Common Council to help create opportunities for building a variety of multi-family residential units compatible with the income and lifestyle of the neighborhood for rental units and ownership by rezoning the commercial areas from 3054 to 3074 East Washington Avenue from C3 to R5.

Monday, March 24, 2003

