

FINAL REPORT

CHAPTER 1. INTERMODAL TRANSIT CENTER

CITY OF
MADISON, WI

SOUTH CAPITOL TRANSIT ORIENTED DEVELOPMENT (TOD) DISTRICT PLANNING STUDY

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SOUTH CAPITOL TRANSIT ORIENTED DEVELOPMENT (TOD) DISTRICT PLANNING STUDY

Background

The 2012 Downtown Plan recommended continued planning and site evaluation for an Intermodal Transit Center (ITC) in Madison's Downtown core, as shown in Figure 1. The plan identified needs to accommodate existing intercity bus and future high speed passenger rail at the site.

Improved Intercity Bus Connections

Intercity bus service operated on Langdon Street near the UW-Madison student union out of the Badger Bus Depot until the university began renovations on Memorial Union. This resulted in the intercity bus pickup being moved to the East Campus Mall at University Avenue near the Chazen Museum of Art. Limited amenities at this site — covered waiting areas, seating, and trash receptacles — have created an undesirable atmosphere for waiting passengers, nearby patrons, and bicyclists circulating through some waiting areas. Buses in the dedicated bus lane waiting to load passengers and luggage have created traffic conflicts on University Avenue and a public safety concern. A new ITC is needed to re-concentrate intercity bus pickup at a unified location where connections to other modes of transit may easily be made.

Plans for High Speed Rail

The 2012 Downtown Plan acknowledges delays to intercity passenger rail plans and recommends continued planning for a future high speed passenger rail station, including the evaluation of potential Downtown sites. A new ITC is needed as a next step toward preparing for future intercity passenger rail between Madison and Milwaukee, Chicago, Minneapolis, and beyond.

Using the basis established in the Downtown Plan, the South Capitol TOD District Planning Study conducted planning and evaluation through a public process to:

- Select an ITC site
- Develop an ITC concept plan

The study engaged members of the South Capitol District Planning Committee, City Staff, as well as members from the general public to evaluate three sites proposed by the City of Madison. The sites are shown in Figure 2. These three sites underwent a detailed analysis as documented in the August 2013 ITC Site Evaluation Report which provided a Consultant Team recommendation that the City of Madison consider the site at West Washington Avenue



Figure 1. Downtown Madison

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and South Bedford Street as the preferred ITC location.

The rest of this chapter includes an overview of the following:

- Process by which the Bedford site was selected as the preferred ITC site
- Issues and opportunities at the Bedford site
- ITC Recommendations

Site Selection

The candidate ITC locations identified by the City of Madison and the Downtown Plan are described as follows and shown in Figure 2.

- **West Washington Avenue and South Bedford Street** includes property owned by the University of Wisconsin, a manufacturing facility, a U-Haul facility, and a gas station with convenience store

- **Brayton Lot** is located on the south side of East Washington Avenue, north of East Main Street between South Butler Street and South Hancock Street, and is owned by the City of Madison and is used currently as a surface parking lot
- **East Wilson Street and South Pinckney Street**, currently the State's Department of Administration Building, which was the site identified as part of preliminary High Speed Rail studies

Site Selection Criteria

Sites were evaluated using selection criteria developed by the Planning Committee and the consultant team with input from the public. Site selection criteria included:

- Location of the site
- Accessibility
- Size and configuration

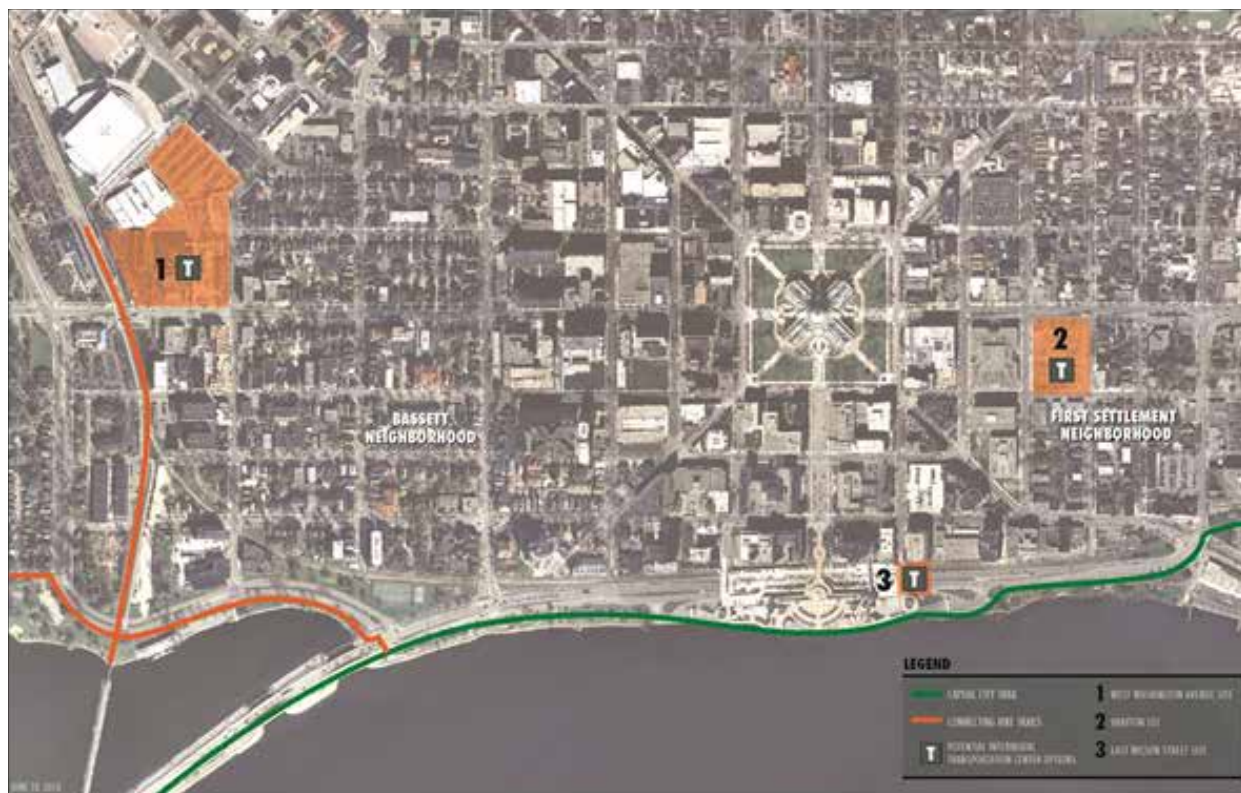


Figure 2. ITC Candidate Site Locations

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- Context and urban design considerations
- Cost of development (including Public Private Partnership potential)
- Potential for economic development

Evaluation factors were developed for each criterion, and sites were evaluated on a good, fair, and poor performance scale. Full documentation of this analysis is provided in the ITC Site Evaluation Report, and a discussion of the key evaluation outcomes for each site is provided below.

West Washington Avenue and South Bedford Street

The West Washington Avenue and South Bedford Street site scored highest of all the sites with a total of 15 points. Its favorable location near the UW-Madison campus is close to student intercity bus riders which increased its potential to attract ridership and be used by intercity bus operators. For this reason, as well as a privately-owned parcel on the site that is the subject of redevelopment plans that could include an intermodal facility, the West Washington Avenue and South Bedford Street site was recommended by the Consultant Team as the preferred ITC location. This is consistent with the Downtown Plan.

Brayton Lot

The Brayton Lot received a total score of 13 points. The site performance is strengthened by its location along the planned Madison BRT line. Its overall performance was very comparable to the West Washington Avenue and South Bedford Street site; however, the two sites differed on ability to serve intercity bus operations. Because of the Brayton Lot's location farther away from the UW-Madison campus and student bus riders, conversations with operators suggested a low potential for the site to be used by intercity bus service. Because the primary near-term site user is intercity bus, the Brayton Lot was not recommended by the Consultant Team as the preferred ITC location.

East Wilson Street and South Pinckney Street

The East Wilson Street and South Pinckney Street site received the lowest score of all sites (-2 points). This site was originally proposed as a prime connection for intercity passenger rail in the Downtown Plan; however, the site presents significant access issues for other modes of transportation. Design constraints and

Public Preferences

At the September 2013 public workshop, attendees provided feedback on the Bedford site design, amenities, issues, and opportunities.

Preferred Design Elements:

- "Most sustainable building in Madison"
- Mixed-use retail/housing
- Comfortable, safe interior
- Car/taxi pull through
- Buses pull through back of structure
- Covered bus terminal
- Consider future rail

Preferred Amenities:

- Food/convenience/drug store
- Retail/commercial
- Visitor/Information Center
- Covered bike parking
- Computerized scheduling/ticketing
- Serviced by Metro Transit
- Should be local destination, not just a station

Issues and Opportunities:

- Proximity to Kohl Center
- Bedford Street as a collector and local street
- Connection to future rail
- Accessibility
- Students
- Metro Transit

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Public Process

At the beginning of South Capitol TOD District Planning Study, members of the public weighed in on the preferred location for an intermodal transit center. The public asked that the South Capitol District Planning Committee consider buy-in from intercity bus companies, connectivity to other points of interest, and the potential for connectivity to future commuter rail when endorsing a site. As made evident in the community survey, the majority of the public expressed a preference for the West Washington Avenue and Bedford Street site. Members of the public indicated the site would be convenient to a variety of potential intercity bus users, including students, state employees, and University employees. Additionally, it was indicated that the site would be easily accessible by Metro Transit, due to its location near West Washington Avenue, as well as bicyclists, due to its location near the Southwest Commuter Path and Capital City Trail.

Members of the public expressed preferences for the intermodal transit center design and amenities. There was preference for a mixed-use building with commercial space on the first floor and dwelling units on upper floors, indoor and outdoor seating, modern amenities such as WiFi and electronic ticketing, and a covered bus terminal with at least five to six loading stalls. Additionally, it was requested to include multimodal accommodations, such as covered bike parking and a vehicle pull through lane for drop-offs/pick-ups of intercity bus riders.

Members of the public requested to plan for placemaking design elements that would enhance the area surrounding the transit center. There was a preference for developing an urban design theme that would not only conform to the character of the neighborhood, but also create a distinct district, establishing the area as the gateway to Madison for intercity bus riders.



Figure 6. July Committee Meeting



Figure 7. Public Meeting #2

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congestion concerns with buses, taxis, and drop-off queuing along Wilson Street at the site limit its ability to satisfy evaluation criteria. As such, the East Wilson Street and South Pinckney Street site was not recommended by the Consultant Team.

Planning District Committee Decision

At the October 10, 2013, Planning District Committee Meeting, the committee voted to advance the West Washington Avenue and South Bedford Street site for the following reasons:

- Proximity to riders
- Willingness of bus services to use ITC site/facility
- Functionality of bus access, arrival, loading, and departure
- Functionality of passenger arrival, drop-off, and pick-up
- Amenities for passengers

The Bedford Site

The preferred West Washington Avenue and South Bedford Street site is located across the street from the previous Badger Bus Depot. The site is made up of several publicly- and privately-held parcels. Generally, the parcels, shown in Figure 3, are defined as follows:

Parcel A — The corner parcel is the U-Haul parcel and is the site of their truck and trailer rental facility. It is privately owned and considered a financially successful business.

Parcel B — The parcel at the corner of Bedford and Mifflin Streets is a privately-owned container manufacturing facility. The current owner has proposed redevelopment plans for the site that include an intermodal facility.

Parcel C — The parcel behind the school board building and east of the Kohl Center is publicly owned, one portion by the University of Wisconsin and the other by the school board. The University has considered redevelopment of their portion for additional art-related buildings and structured parking.

Parcel D — The remaining parcel on West Washington is adjacent to the railroad and includes a gas station, convenience store and historic railroad station building.



Figure 3. West Washington Avenue and South Bedford Street Site Parcels and Previous Location of Badger Bus Depot

Parcel B referred to as the Bedford Site and shown in Figure 4, emerged as the preferred site for the ITC due to its potential for a public private partnership, which would aid in advancing the ITC development process. The site is owned by a private developer, the Boldt Company. This played a key role in the decision to advance the West Washington Avenue and South Bedford Street site, as the technical score was close to that of the Brayton Lot. The Public Private Partnership was a driving factor. The site also received support from the neighborhood.



Figure 4. The Bedford Site

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Site Improvements and Challenges:

- Accessibility to Metro Bus routes
- Impacts to neighborhood
- Connections to adjacent sites/destinations
- Placemaking opportunities
- Future connections to rail corridor
- Accessibility and functionality (to facilities like the Kohl Center)

Recommendations

Concept planning for the ITC included recommendations on design, functionality, essential components, and programming. These recommendations are based on key assumptions used in the evaluation of candidate ITC sites, such as the proposed Public Private Partnership at the Bedford site.

Design

In order to meet the intended goals of the ITC site, four design concepts were presented to the Planning Committee for the ITC. The committee voted to advance two design concepts including a four bay bus terminal and a five bay bus terminal with sawtooth parking. The five bus bay terminal was ultimately recommended by the Consultant Team because of its extra bus capacity and improved pedestrian flow within the terminal. This concept is shown in Figure 8.

Concept planning for the Bedford Site ITC took into consideration feedback from the public regarding design elements and preferred amenities. This included seeking public feedback on precedent imagery of transit centers in other cities. Figure 9 shows the bus depot recently completed in La Crosse, WI, which was preferred by the public and served as design inspiration for the concept design along Bedford Street shown in Figure 10.

Public Private Partnership

A public private partnership is formed when a government agency enters into an agreement with a private business. In the case of the Bedford Site, the Boldt Company is a private owner of a parcel of land which they are looking to develop. In mid-2013, the Boldt Company wrote a report on the Bedford Street Mixed-Use Development, in which they indicated a desire to develop the parcel into a mixed-use project that consists of an intercity transit center, multi-family housing, retail, and above ground parking.

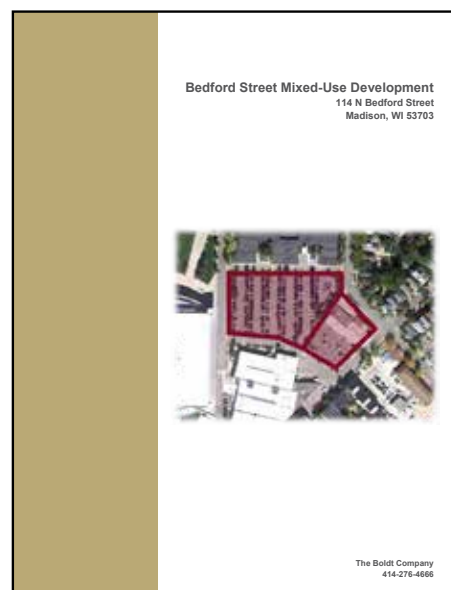


Figure 5. The Boldt Company's Bedford Street Mixed-Use Development Report

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Functionality

The following are Consultant Team recommendations to enhance ITC functionality at the Bedford site:

- Locate ITC at corner of Bedford and Mifflin Streets as part of the Boldt property
- Utilize saw-tooth configuration for bus staging
- Bus circulation to incorporate entry from Mifflin Street and exit

onto Bedford Street

- Orient bus doors to face the passengers and provide safe, short travel path from waiting area to bus
- Provide enhanced pedestrian connections to West Washington Avenue, the bike path, and the adjacent neighborhood

As a part of improving the functionality of the ITC, a connectivity plan was developed. This plan, with streetscape enhancements, is shown in Figure 11.



Figure 8. Recommended ITC Design Concept

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Essential Components

The following are recommended essential components for the ITC, as submitted by the Consultant Team:

- Temperature controlled waiting area
- On-site ticketing
- Accessible restrooms
- Enclosed ventilated bus staging/loading area
- Ground level mixed-use development space
- Accommodate parking
- Bicycle parking
- Drop-off/pick-up/taxi services



Figure 9. LaCrosse, WI, Bus Depot



Figure 10. ITC Design Concept Looking South on Bedford Street (ITC on the right)

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Programming

The following programming elements are recommended by the Consultant Team for the ITC:

- On-site staff
- Waiting area/food services
- Wi-Fi
- Visitor information
- Active and passive security
- Architectural statement



Figure 11. ITC Connectivity Plan Streetscape Enhancements

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