EAST RAIL CORRIDOR PLAN & RECOMMENDATIONS

FINAL REPORT of the
East Rail Corridor Plan Advisory Committee

January 2004

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Adopted by the Madison Common Council April 20, 2004

Includes revised recommendations for the 800-1100 blocks of East Wilson Street adopted by the Common Council on January 18, 2005, and footnote references to the 2008 *East Washington Avenue Gateway Corridor Plan* and the 2010 *Final Report of the Central Park Design and Implementation Task Force,* which modified several *East Rail Corridor Plan* recommendations.

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PREFACE

THE EAST RAIL CORRIDOR: THE CHALLENGE OF ORGANIC URBAN REDEVELOPMENT

Frank Lloyd Wright, the native champion of what he called organic architecture, was quoted as saying a city should be a celebration of circumstances. This is the opportunity of the East Rail Corridor---to celebrate the circumstances of its industrial, utility and transportation heritage, the circumstances of a diverse and caring community, and to build its vibrant future as a part of the urban region.

Bringing these assets together in a planned redevelopment---that builds on the existing without clear-cutting, that adds new uses without displacement of long-term futures, that recognizes the required balancing of regional functions with neighborhood impacts, that sees opportunities for new, creative economic growth, that deals with housing affordability, that creates models for sustainable community-used green space, that builds on public and private partnerships---all this provides the opportunity for an organic redevelopment model. A model that grows respectfully from what is there to what could be there.

GETTING THE REGION TO AN ORGANIC REDEVELOPMENT PROJECT

Madison and the Dane County region have experienced great growth in the last several decades. Much of this growth has occurred on the periphery of the City, but some major experiments with urban redevelopment have occurred with varying degrees of success and sometimes unforeseen consequences. While many parts of the country have failed at urban reinvestment and learned to love urban sprawl, the Madison region has tried to balance growth in new areas with redevelopment within the urban fabric.

All too often the past redevelopment attempts have meant a rending of the urban fabric, replacement, and then a stitching back together. The early redevelopments of the Triangle area and the University Avenue areas took place during the clear-cutting mode of the 1950's and 1960's. The result was the physical destruction of cherished neighborhoods, the blighting presence of vacant land over long periods of time, and eventually replacement with totally new structures which, while perhaps good, were unrelated to previous uses or character.

More successful were recent and ongoing efforts in the Old Market Place and South Campus redevelopment areas. Both added substantially to the residential stock of the City and reorganized institutional and commercial uses. While perhaps pointing the way, neither redevelopment area is on the scale of the East Rail Corridor, and the South Campus areas has relied almost solely on replacement structures. The Old Market Place redevelopments have become part of a larger functioning neighborhood.

Two other redevelopment areas have also seen remarkable change. The West Rail Corridor process is only partway done, but it too appears to be largely utilizing

replacement uses and structures. The Downtown's rebuilding with new office structures and condos represents a lively reinvestment that would be envied in most urban places. The office upbuilding has kept jobs focused in the urban core and further supports the regional investment in transit. Offices and condos, plus other public investments , have created the urban civic space that enlivens the urban character of the entire region. The Capitol Square as the prime urban focus, now complemented by Monona Terrace, and soon to assisted by the Overture Center, makes urban Madison more of a reality than most cities in the country. Yet the tensions of encroachment on neighborhoods and older uses is quite real in this area.

THE EAST RAIL CORRIDOR REDEVELOPMENT OPPORTUNITY

The East Rail Corridor provides a unique opportunity for the Madison area to hone its city-building redevelopment skills to a further stage. Plans for years have described the area as one of opportunity. Citizens have been serving for decades on committees that have at least alluded to if not actually studied those potentialities. Now, a number of factors come together to provide a unique opportunity, and one that could lead to a new organic redevelopment model. These assets include the following:

- The continuing vibrancy of urban Madison and the region as an area for reinvestment.

- Visions advanced by the Urban Open Space Foundation and contained in the Madison Parks and Open Space Plan to create and link urban green spaces in the core of the region and to address park deficiencies identified by the Madison Parks Commission.

- The presence of an existing major employment center and long-term businesses in the study area, coupled with a desire to retain jobs and increase central area growth.

- Visions for transit-oriented redevelopment for more intense land uses and potential new models for regional transit such as commuter rail.

- Regional transportation linkages such as a metropolitan bikeway, area-wide transit service, and a major State highway that now run through the area, and existing transportation facilities such as Metro's Service Center that serve the region.

- Major utility operations and regional transmission in the area that provide the power reliability desired by the new economy.

- Active neighborhoods interested, beyond the questions of physical redevelopment, in the social capital issues of redevelopment, such as affordable housing, neighborhood character, and public art.

PART I
INTRODUCTION AND BACKGROUND INFORMATION

A. INTRODUCTION

COMMUNITY SETTING

The East Rail Corridor planning area is located on the east side of Madison's Isthmus, generally bounded by South Blair Street, East Washington Avenue, the Yahara River and south frontage of East Wilson Street [See Map 1-1]. Currently characterized by a diverse mix of industrial and commercial uses, multi-modal transportation facilities, housing and vacant lands, the East Rail Corridor has long been recognized in City plans both as the home of a wide variety of established successful businesses as well as a location with significant long-term potential for redevelopment with new and more intensive uses. While several plans have been prepared over the past 25 years for the neighborhoods that include or surround the East Rail Corridor, including a special area plan for lands adjacent to the Yahara River, the East Rail Corridor has not been the focus of a comprehensive planning process to consider this potential in more detail – although more-detailed planning for the Corridor is recommended in several of the other plans.

THE PLANNING PROCESS

Catalysts for Renewed Interest in the East Rail Corridor

During 2000, several events led to an increased community interest in developing a more detailed plan for the East Rail Corridor. The expanding market for downtown housing had generated a large number of new downtown residential projects at relatively high densities, and development interest in the Isthmus neighborhoods was also increasing in response to this trend. Projects in the East Isthmus area included several new residential and mixed-use developments along Williamson Street that had either been recently built or were in the process of seeking City approvals. This development pressure was expected to continue and provided opportunities for redevelopment in portions of the East Rail Corridor as well.

In addition to for-profit developers, Common Wealth Development, Inc., a local non-profit housing provider, was planning construction of a 60-unit housing project on property it had acquired east of Thornton Avenue adjacent to the Yahara River Parkway. Madison Gas & Electric was also reviewing their land holdings in the East Rail Corridor and evaluating the potential to create a campus-like facility.

In addition to the increased development interest, several transportation planning projects also focused attention on the East Rail Corridor at that time. The Transport 2020 public transit alternatives analysis process, following on a preliminary study of the feasibility of

regional commuter rail service, was considering alternatives and developing specific recommendations for high-capacity regional transit service. A less-formal parallel process was considering alternative proposals for future high-speed intercity passenger rail service to Madison. Both of these rail initiatives recommended utilizing the existing rail lines through the planning area, and would have important implications for future development in the Corridor.

The most immediate catalyst for more comprehensive East Rail Corridor planning, however, was an ambitious proposal advanced by the Urban Open Space Foundation (UOSF) for a large linear park in the interior of the East Rail Corridor as a major recreational and open space amenity. In partnership with the Marquette Neighborhood Association (MNA), the UOSF presented concept sketches for a 25 to 35-acre park with water features, trails and large amounts of open space for this urban neighborhood that could become a focal point for revitalization and redevelopment.

The UOSF approached the City of Madison with the central park proposal, which encompassed a property on Ingersoll Street that had been acquired by the City for the future expansion of Water Utility and Madison Metro facilities. To help assure that the potential future park development proposal was not precluded prematurely by incompatible development on this key parcel, the City agreed to sell the property to the UOSF, conditioned on its use for open space purposes.

The central park concept proposed by the UOSF and the MNA received considerable coverage in the local media and stimulated renewed interest in the planning area---generating public attention and enthusiasm to complete more detailed plans and begin to plan the physical improvements needed to implement the development concepts.

As a result of these multiple initiatives, at least some East Rail Corridor locations were clearly becoming more attractive for redevelopment and more intensive use, and the East Rail Corridor planning process was established to provide recommendations to guide this future development.

Creation of the East Rail Corridor Plan Advisory Committee

To lead the planning effort for the East Rail Corridor, the Madison Common Council adopted a resolution in September 2000, creating an 18-member East Rail Corridor Plan Advisory Committee (later expanded to 19 members) charged with the responsibility to:

- Promote communication among stakeholder groups and provide opportunities for public input;
- Develop a consensus and advise the Plan Commission and Common Council on recommendations to update the Land Use Plan for the East Rail Corridor; and
- Conduct a comprehensive planning process in two phases.

Phase One was a general update of the Madison Land Use Plan recommendations for the East Rail Corridor planning area. In developing the land use recommendations, the

Committee was directed to consider proposed transportation and infrastructure improvements, approaches to environmental remediation, open space and architectural and design goals, housing and economic development opportunities, and funding and finance options.

Following completion of Phase One, the resolution directed the Advisory Committee to work with staff to make more-detailed recommendations as part of a detailed physical development plan within the Corridor, including securing the necessary commitment of resources to implement the plan.

Advisory Committee Membership

The ERCPAC is a broad and diverse group and includes representatives from the following organizations: the Common Council; the Plan Commission; the Park Commission; the Economic Development Commission; the Pedestrian/Bicycle/Motor Vehicle Commission; the Urban Open Space Foundation; Friends of the Yahara River Parkway; the Marquette Neighborhood Association; Common Wealth Development, Inc.; the Greater Williamson Area Business Association; Downtown Madison, Inc.; the Greater Madison Chamber of Commerce; Madison Gas & Electric; several local businesses (including the Research Products Corporation); and local citizens with technical expertise.

The East Rail Corridor Planning Process

The planning process began in December 2000 with the first meeting of the East Rail Corridor Plan Advisory Committee. During both Phase One and Phase Two, the Advisory Committee met regularly an average of once or twice a month, or over 45 meetings in all. In addition, several well-attended public open house forums were held at the Research Products Tech Center on South Ingersoll Street. Additional opportunities for public communication and participation were provided by an East Rail Corridor website, through extensive email and mailing lists to notify the public of meetings and planning events, an opinion survey of East Rail Corridor businesses, information booths and displays set up at local farmer's markets and the Willy Street Co-op, and though the Urban Open Space Foundation's parallel park planning process.

The Advisory Committee completed their Phase One activities in December 2001; and in March 2002, the Madison Common Council adopted the Phase One Recommendations developed by the ERCPAC. The principal recommendations included:

1. Identification of an enhanced Major Employment Center as the predominant recommended land use within the Corridor.
2. Recommend that the City begin a program to shift land uses from surface parking to more intensive uses.
3. Continue to explore the feasibility of a northern realignment of the existing railroad tracks.

4. Recommend that, if the railroad tracks are relocated, segments of Livingston Street should be closed and former rail right-of-way acquired to enhance the greenway linkage through the Corridor.
5. Recommend that the City establish an open space plan and effort to substantially address the existing Downtown/East Isthmus parkland deficiency of 30-40 acres.
6. Explore new partnerships for ongoing maintenance of East Rail Corridor parkland and open space.
7. Identification of a "linked urban squares" concept as the focal point for open space acquisition and development.
8. Recommend that private open spaces within the East Rail Corridor be designed to link with public open spaces to create a unified system.
9. Recommend that greenway links in the area between Baldwin Street and the Yahara River be generally urban and linear in form.
10. New housings should fit in with the neighborhood character, serve a variety of households and families, have a density range of 25-60 units per acre, and seek an affordable housing component of 15 percent of the units.

Supplemental detail and additional supporting recommendations were included with each of the ten principal recommendations summarized above [See Appendix A for the complete Phase One Recommendations].

The resolution adopting the Phase One Recommendations also directed the Advisory Committee to work with City staff during Phase Two to make more detailed recommendations as part of a detailed physical development plan within the Corridor. Issues to be addressed during the Phase Two planning process included:

- How to accommodate business retention and expansion in the area;
- The appropriate types of businesses, and their appropriate scale, character and location within the planning area;
- The recommended density of new housing within identified residential areas;
- The types and designs of new housing that would fit the character of the neighborhood;
- The detailed configuration, functions and features of the park and open space areas;
- Relationships between the park and open space and the adjoining uses;
- Ownership and maintenance responsibilities for the park and open space areas;
- The costs and feasibility of constructing parking structures within the study area; and
- Implementation of the recommended railroad track relocation.

The Advisory Committee considered these issues during the remainder of 2002 and into 2003, and developed recommendations based on a review of the information provided by City staff and others, and through consideration of the public comments and suggestions gathered during special open houses and forums and at their regularly-scheduled meetings. The draft East Rail Corridor Plan recommendations were refined again by the additional comments provided by many participants during the review of the draft Plan.

This Final Report concludes the work of the East Rail Corridor Plan Advisory Committee, and presents the final draft East Rail Corridor Plan and Recommendations to the Common Council and the citizens of Madison for their consideration. The East Rail Corridor Plan includes detailed land use recommendations, recommended development and design standards, and general recommendations in the broad areas of aesthetics and design, employment and business development, housing and residential development, parks and open spaces, transportation and parking, and recommended next steps in the plan implementation process. The proposals include general recommendations applicable to the East Rail Corridor planning area as a whole, and more focused recommendations applied to defined sub-areas within the Corridor. As noted in the introduction to Part II, the East Rail Corridor Plan incorporates the recommendations from both Phase One and Phase Two of the planning process.

ORGANIZATION OF THE FINAL REPORT

The East Rail Corridor Plan Advisory Committee Final Report is presented in three parts:

Part I includes this introduction, a brief historical overview of the East Rail Corridor, a description of other recent planning activities that influence development in the Corridor, and a summary presentation of existing conditions in the Corridor that were considered by the Advisory Committee in developing their recommendations.

Part II is the East Rail Corridor Plan recommended by the Advisory Committee to guide future land use and development within the East Rail Corridor planning area. In general, the basis for a recommendation is summarized with the recommendation and not presented as a separate analysis elsewhere in the report.

Part III is an appendix to the Final Report, and includes additional data and background information that expand upon the information presented in Parts I and II of the report. References to material in the appendix are cited within Parts II and II.

Maps referenced within Parts I and II are found at the end of that section of the report.

B. HISTORICAL OVERVIEW OF THE EAST RAIL CORRIDOR

Most of land within the East Rail Corridor planning area was historically known as the "Great Central Marsh" and consisted largely of wetlands associated with Yahara River, which meandered across the isthmus until it was canalized in the mid-19th Century to harness the waterpower for a sawmill. This large marshy area was eventually filled to provide land for urban development in the early 1900's, as the East Rail Corridor became Madison's first factory district.[1] At the height of its industrial prominence, the East Rail Corridor included a 25-track railroad yard and housed many typical industrial uses of the day, including electric power generation and manufacturing plants such as the Gisholt Foundry, Fuller & Johnson, Mautz Paint, and the Northern Electric Company. The Madison Gas & Electric Company, the visible smoke stacks of today, can also trace its presence back to the early 20th Century.

Over time, many of the original manufacturing firms disappeared and their former facilities were taken over by new firms moving to the area---some engaged in similar production activities, others who converted the facilities to serve different types of enterprise. The need for extensive railroad facilities in Madison also diminished with changes in the role of railroads and railroad operations, and the end of the 1950's had removed nearly all of the former trackage, except for a single main line and several industrial sidings, which still exist.

Today, the East Rail Corridor includes a mix of commercial and industrial uses, vacant lands, and a limited amount of residential development. Electric power generation and several other industrial and production uses remain to represent the Corridor's former role as a heavy manufacturing center, but the scope of use in the Corridor has expanded to include a broader array of businesses and activities. Yet, while the existing uses within the Corridor include thriving business enterprises and successful residential communities, some of the lands are vacant, and other lands are currently used for relatively low-intensity activities, such as materials storage or surface parking lots. This, in combination with the East Rail Corridor's prime location close to the Downtown employment center, thriving residential neighborhoods and a broad range of dynamic urban activities and amenities, creates a unique opportunity and potential for eventual redevelopment of portions of these former railroad and industrial lands for additional business development, housing, and recreational open space.

[1] An 1883 Wisconsin State Journal editorial could not have made the point more plainly when it argued, "The [Great Central] marsh is the natural seat for manufacturing industries ... for land is cheap and plenty there for railroad, warehouse, and factory purposes." From this time forward, there appears to have been a strong consensus--indeed it was almost a foregone conclusion--that this area would become the factory district. Madisonians firmly believed that smokestacks would soon replace the cattails. -- Mollenhoff, David V., Madison: A History of the Formative Years, Kendall/Hunt Publishing Company, 1982.

C. OTHER PLANNING ACTIVITIES

The East Rail Corridor planning area is located within the Marquette Neighborhood, immediately east of Madison's Downtown, and in close proximity to several other active neighborhoods and business districts [See Map 1-2]. The broader East Isthmus area, which includes the Marquette and other near-east side neighborhoods, the Yahara River corridor, East Washington Avenue, and Williamson Street, for example, has been the subject of many planning projects and studies over the years. While until the present planning process, no recent comprehensive study has focused specifically on the East Rail Corridor, all or parts of the planning area have been included within the scope of several other community-wide, neighborhood, and special area plans and planning activities that are directly or indirectly related to the future of the East Rail Corridor.

MADISON LAND USE PLAN

The oldest still-current plan covering the East Rail Corridor is the Madison Land Use Plan, first adopted in 1977 and last comprehensively reviewed in 1986. The Land Use Plan Map recommends four primary land use classifications within the East Rail Corridor planning area [See Map 1-3]:

- Regional Commercial-Mixed Uses (CRx), recommended for the three blocks south of East Washington Avenue between Blair and Paterson Streets;
- Community Commercial (CC), recommended for the balance of the East Washington Avenue south frontage from Paterson Street to the Yahara River;
- Industrial (I), recommended for the area bounded by Blair Street, East Main Street, Ingersoll Street and East Washington Avenue; and
- Neighborhood Design District-Medium Density (NDMH), recommended for an area located generally west of Patterson Street to the Yahara River.

Small areas reflecting existing residential uses in the East Wilson Street/Schley Pass/Dewey Court and East Wilson Street areas were recommended for Residential-Medium Density-Mixed Housing (RM-X).

The Land Use Plan recommends primarily residential redevelopment south of the existing rail corridor and retention of compatible commercial and industrial uses north of the corridor. This plan envisioned these land use changes occurring over an extended time period as a response of the private sector to higher-density residential zoning and market demand. The Neighborhood Design districts are used in the Land Use Plan to identify relatively large parcels of undeveloped or re-developable land where special opportunities for flexible and creative planning exist, but where more-detailed planning is required before making specific land use recommendations. Although primarily a "residential" designation, Neighborhood Design districts may include neighborhood-oriented commercial or mixed-use development, and community and recreational facilities when consistent with City and neighborhood objectives. The medium-high density suggests an average net density in the 25 to 40 units per acre range, but

development in these districts could include a variety of housing types and densities to serve the residents of the district.

MARQUETTE-SCHENK-ATWOOD NEIGHBORHOOD PLAN

The 1994 Marquette-Schenk-Atwood Neighborhood Plan identified the East Rail Corridor as under-utilized and needing environmental and visual improvements. In addition, the Marquette-Schenk-Atwood Plan advocated redevelopment of the East Rail Corridor area, stating, "The competition for future land uses in the corridor, and the delicate balance of land uses to enhance the City and neighborhood, will have to be carefully planned by the neighborhood and the City." The Plan considered the underutilized Rail Corridor a prime candidate for selective redevelopment, including commercial and industrial uses, housing, open space and recreation. The neighborhood plan calls for the creation of an urban industrial park north of East Wilson Street and west of Dickinson Street that would combine workplaces and green space. The plan also determined a parkland deficiency of about 38 acres for the neighborhood as a whole.

YAHARA RIVER PARKWAY MASTER PLAN

In 1998 the City adopted the Yahara River Parkway and Environs Master Plan. This plan provides detailed recommendations for the development of a linear park along the Yahara River linking Lakes Monona and Mendota. The Yahara River corridor is recognized both on the National Register of Historic Places and as a local landmark, and corridor enhancements and development of pedestrian and bicycle paths along the river are also recommended in other adopted City plans. The Yahara River Parkway Plan is being implemented as resources and opportunities are available, and this will further increase the attractiveness of properties near the river as locations for future residential redevelopment, and will provide additional important linkages to the existing commuter bike path, the proposed central park and other regional open space, trails and facilities.

WILLIAMSON STREET NEIGHBORHOOD CENTER MASTER PLAN (BUILD I)

The Williamson Street Neighborhood Center Master Plan, adopted in 2000, was prepared as part of a Dane County BUILD (Better Urban Infill Development) project to develop proposals for strengthening Williamson Street as a neighborhood business district. The Master Plan focused on redevelopment of a three block radius centered on the Williamson Street/Baldwin Street intersection, and sought ways to "promote the evolution and development of the area while protecting traditional pedestrian-oriented urban patterns, established architectural character, and existing businesses and institutions." Recommendations included strengthened design guidelines for the Third Lake Ridge Historic District, taking advantage of redevelopment opportunities to increase density and consolidate land uses, addressing parking needs, improvement of the Baldwin Street gateway to the neighborhood, identification of priority redevelopment sites and consideration of changes to the Zoning Code to better-promote mixed land uses within a parcel or along a block.

WILLIAMSON STREET STANDARDS FOR DESIGN & PRESERVATION (BUILD II)

The Williamson Street Standards for Design and Preservation were developed thorough another Dane County BUILD project focused on establishing development and design guidelines for the 600 through 1100 blocks of Williamson Street. This project concluded in August of 2003, and City approval of the recommendations is still pending. The East Rail Corridor planning area does not include the Williamson Street frontage, but does include the East Wilson Street frontage of these same blocks. Because the BUILD project considered some of the same issues as the East Rail Corridor planning project, occurred within the same time frame, and produced recommendations for East Wilson Street as well as for Williamson Street, the ERCPAC carefully considered the recommendations of the Williamson Street BUILD project in developing their own design recommendations---and in particular, maximum building height recommendations. In the end, the maximum building height recommendations of the ERCPAC and the Williamson Street BUILD Committee are generally similar, but not identical. The BUILD design recommendations are also generally much more detailed than the East Rail Corridor Plan Recommendations, and include recommended amendments to the design guidelines for the Third Lake Ridge Historic District.

TRANSPORT 2020

Transport 2020, a project jointly sponsored by the City of Madison, Dane County, and the Wisconsin Department of Transportation, with the participation of the University of Wisconsin and several area municipalities, was a multi-year evaluation of alternatives for providing enhanced high-capacity transit service to meet regional transportation needs. The preferred alternative recommended by the Transport 2020 Oversight Advisory Committee in Fall 2002, and accepted by the Madison Common Council and Dane County Board, is a multi-modal system which includes numerous regional transportation system improvements with a primary focus on public transit improvements (including supporting park-and-ride facilities). The recommended initial Start-Up System includes commuter rail transit service that would operate through the East Rail Corridor using existing rail lines, and include one or more “station” locations within the planning area.

EAST WASHINGTON AVENUE RECONSTRUCTION PLAN

The East Washington Avenue reconstruction project is a multi-year project to reconstruct the Avenue between Blair Street and Thierer Road. The purpose of the reconstruction is not primarily to increase traffic capacity, but will focus on physical and aesthetic improvements to the East Washington Avenue corridor and incorporate redesign and other enhancements to improve the appearance of the Avenue and better accommodate bicycle and pedestrian travel. Reconstruction of the segment of East Washington Avenue between Blair Street and Thornton Avenue, adjacent to the East Rail Corridor planning area, is scheduled begin in Spring 2004. Most of the construction is scheduled for completion in December, with pavement marking and median landscaping to occur in Spring 2005. Reconstruction of the Thornton Avenue to Second Street segment is scheduled for 2006.

EAST WASHINGTON CAPITOL GATEWAY CORRIDOR BUILD PROJECT

In June 2003, the City of Madison received a matching grant from the Dane County Better Urban Infill Development (BUILD) program for the first phase of the proposed East Washington Capitol Gateway Corridor planning initiative. This project will develop more detailed land use recommendations and urban design guidelines for both the north and south frontages of East Washington Avenue between Blair Street and First Street as a supplement to other planning and development activities that have been, or are, occurring in the East Isthmus area---including the East Rail Corridor Plan. The East Rail Corridor Plan recommends general development and design standards for that portion of East Washington Avenue within the planning area, and also recommends that a more detailed design study be conducted that would consider properties along both sides of East Washington Avenue and prepare more-detailed building and site design standards for future development of those properties [See Part II for additional details]. The Capitol Gateway Corridor BUILD project, scheduled to begin in 2004, will be an important first step in implementing these recommendations.

The East Rail Corridor Plan is recommended for adoption as a supplement to the Madison Land Use Plan and the Marquette-Schenk Atwood Neighborhood Plan, to be used to guide future land use and development within the East Rail Corridor planning area. The East Rail Corridor Plan makes more-specific recommendations for future land uses, including development and design standards for the planning area, than do these earlier plans. In addition, the East Rail Corridor Plan recognizes and supports the planning recommendations and initiatives contained in the Yahara River Parkway and Environs Master Plan, both Williamson Street BUILD Plans (with limited exceptions), and the proposed update to the Third Lake Ridge Historic District standards. The East Rail Corridor Plan is fully consistent with the Transport 2020 recommendations, and considers realignment and improvements to the railroad tracks and the potential for rail-based regional transit through the planning area to be essential components of the Plan recommendations.

D. EXISTING CONDITIONS IN THE EAST RAIL CORRIDOR

NATURAL FEATURES

The topography of the East Rail Corridor planning area is essentially low and flat, although there is a very slight increase in elevation at the western edge. The eastern boundary of the planning area is the Yahara River connecting Lakes Monona and Mendota, and as noted in the historical overview, much of the central portion of the East Isthmus was once a large wetland resource that has since been filled. The planning area remains characterized by water-related soils, and these soils and the high water table create certain constraints on development within the Corridor---particularly for very large, heavy structures [See Map 1-4]. The high water table also limits the potential for underground parking at many East Rail Corridor locations.

The East Rail Corridor has been urbanized with relatively heavy industrial uses for more than a century, and few remnants of the natural environmental features remain, with the exception of the Yahara River Corridor. Although a canalized rather than a natural watercourse, the river in its current configuration has been recognized as a significant environmental amenity since early in the last century. The Yahara River Parkway Master Plan seeks to restore this corridor and significantly enhance the landscaping though reestablishing native plant communities and other means. The UOSF concept plan for the central park also proposes reestablishment of restored naturalized areas as one of the park's amenities.

Due in part to its industrial history, contaminated soils exist at multiple locations within the East Rail Corridor planning area, including contamination from leaking underground storage tanks (LUSTs) and as a result of former railroad and manufacturing activities. As part of the detailed planning for projects within the Corridor, on- site soil conditions will need to be carefully evaluated and appropriate remediation measures taken as needed.

EXISTING LAND USES

The East Rail Corridor contains a wide variety of land uses but is characterized by a predominance of industrial and commercial uses, which together account for about 62 percent of the land within the planning area. This includes industrial uses, such as manufacturing and production, electric power generation and transmission facilities, and transportation facilities other than rights-of-way. Commercial uses include business offices, retail stores, repair shops, artist studios and galleries, restaurants and others. While some of the industrial and commercial uses in the East Rail Corridor are relatively intensive, other industrial-commercial lands are characterized by relatively low-intensity uses, such as materials storage and surface parking. About 30 percent of the land in the planning area consists of public street and railroad rights-of-way; and about five percent of the land is residential. The remaining three percent of the land consists of open space, vacant parcels and miscellaneous City-owned lands not coded to any land use (primarily former rights-of-way). [See Table A and Map 1-5].

TABLE A
East Rail Corridor Existing Land Uses

Land Use	Acres	% of Total
Residential	8.4	4.8
Commercial	44.6	25.1
Industrial	66.2	37.3
Park & Open Space	1.2	0.7
Vacant-Undeveloped	2.4	1.4
Other City Owned	2.2	1.2
RR Right of Way	6.0	3.4
Street ROW	46.4	26.1
TOTAL	177.4	100%

Business Uses and Employment

As noted above, the East Rail Corridor became Madison's first factory district in the early 1900's. Today, the area includes a diverse mix of business uses, although power generation and other industrial uses also remain. The area's mix of businesses includes production manufacturing uses, such as Bock Water Heaters and Research Products---long-term area employers for over 60 years; business incubators like Main Street Industries and Madison Enterprise Center; power production uses like Madison Gas & Electric and the Capital Heating Plant; retail uses along East Washington Avenue and nearby Williamson Street; and a wide variety of offices scattered throughout the corridor. This diversity makes the East Rail Corridor an interesting and unique business location. The special character of the area, including both the "funky" physical environment and the mix of businesses, was cited many times during the survey of employers as one of the appealing attributes of the location.

The East Rail Corridor includes more than 3,100 employees and 3.2 million square feet of business space. Madison Gas & Electric is the largest employer within the planning area, with a total of over 700 employees. Other major employers include: Madison Metro with over 400 employees based in the Corridor, Research Products with over 200 employees, and Don Warren's office buildings with over 100 total employees.

Future employment growth will depend upon the retention of viable existing businesses and success in encouraging new business investment within the Corridor, and on the intensity of new business development. In general, the potential for additional employment within the corridor will be greater if much of the new business development consists of multi-story buildings with relatively high floor area ratios than it will if development consists primarily of single-story buildings with relatively low lot coverage.

2002 Business Survey. In the spring of 2002, the staff of the City of Madison Office of Business Assistance surveyed a large sample 35 of businesses within the East Rail Corridor to learn their perspectives on land use planning within the area, as well as their future expansion plans and needs. The survey found that, generally speaking, businesses wanted

to be downtown and in the East Rail Corridor for a variety of inter-related reasons---citing the central location, proximity to employees and customers, affordable rents, and the eclectic quality of the area as among the attractions of the location. More than one-half the businesses interviewed were planning to expand and grow within the next five years. About one-third owned their current site or building, and most of the rest leased their facilities. Three companies interviewed operated outside the Corridor.

In general, businesses saw future development and redevelopment opportunities in the East Rail Corridor arising from the relatively tight market and high demand for land and buildings with the right combination of attributes, including available parking. They felt that business development should be a City priority, that more businesses should be encouraged in the East Rail Corridor, rather than less, and that the City should promote an expanded mix of business and development of additional creative business spaces. Generally speaking, the businesses interviewed encouraged the City to be creative and work with small business, and also to build on the high level of commitment and interest in the East Rail Corridor. In many cases, their responses also included specific suggestions to improve business conditions in the Corridor.

The majority of business interviewed also noted that a degree of uncertainty had been created by the large proposed park (which few saw a need for), and by East Rail Corridor land use recommendations which appeared to imply a long-term objective for future residential and open space development not only on vacant lands, but also on some lands currently occupied by established business enterprises. They stressed the importance of business retention and that businesses not be encouraged to leave the Corridor to accommodate alternative uses. Businesses wanting to expand sought direction on how to proceed with their plans when the East Rail Corridor Plan proposes conflicting land uses. [See Appendix B for a summary of the Business Survey results.]

HOUSING AND POPULATION

Housing in the East Rail Corridor. Currently, only a relatively modest amount of housing, 144 units, exists within the East Rail Corridor planning area [See Table B]. Nearly all of this housing, 138 units, is located in the East Wilson Street/Schley Pass/ Dewey Court area, and consists primarily of a mix of older one and two-unit houses,

TABLE B
Housing in the East Rail Corridor

	Dwelling Units	
Land Use	**Number**	**% of Total**
Single-Family Residential	58	40.3
Two-Unit Residential	54	37.5
Three-or-More-Unit Residential	32	22.2
Total	144	100%

together with a few relatively small-scale multi-family buildings. Based on an allocation of 2000 Census information for blocks and partial blocks within the planning area, it is estimated that about 270 persons currently reside within the East Rail Corridor.

Additional locations within the East Rail Corridor planning area are recommended for future housing development, and Common Wealth Development is currently developing a 60-unit multi-family project on Thornton Avenue between Railroad Street and East Main Street, adjacent to the Yahara River. This is the first residential project to be developed within the proposed housing area west of the river recommended in the Yahara River Parkway Master Plan and the Marquette-Schenk-Atwood Neighborhood Plan, as well as in this East Rail Corridor Plan.

Housing in the Marquette Neighborhood. While there currently is only a limited amount of housing within the planning area, the East Rail Corridor is part of the Marquette Neighborhood, which provides a diverse range of housing. This diversity is indicated in the following table and is also illustrated in two maps found at the end of this section of the report.

There are about 1,843 housing units within the Marquette Neighborhood. These units are distributed fairly evenly among the range of single-family, two-unit, and multi-unit housing types found within the neighborhood, with less than one-third of the total units found in the most prevalent two-unit building type [See Table C]. Slightly more than one-half of the total units are in single-family and two-unit buildings, and slightly less than one-half are in buildings of three or more units. Only about 12 percent of the units are in buildings with eight or more units. Because the Marquette Neighborhood includes many large older homes that have been subdivided into apartment units, the residential portions of the neighborhood retain a fine-grained, "house" character despite having a significant number of multi-unit dwellings and an average neighborhood density of about 18 units per net acre. Map 1-6 visually illustrates the distribution of different housing types within the neighborhoods surrounding the East Rail Corridor. Note that the map covers parts of several neighborhoods, all of which exhibit a range of different housing types distributed throughout the neighborhood.

TABLE C
Marquette Neighborhood Housing Types and Density

	Dwelling Units		Acres		Average Net Density
Land Use	Number	% of Total	Number	% of Total	DU/Acre
Single-Family Residential	403	21.9	41.1	40.4	9.8
Two-Unit Residential	570	30.9	30.1	29.6	18.9
3-4 Unit Residential	502	27.2	19.5	19.2	25.7
5-7 Unit Residential	148	8.0	4.4	4.3	33.6
8 or More Unit Residential	220	11.9	6.6	6.5	33.3
Total	1843	100.0%	101.7	100.0%	18.1

Note: Percentages may not total to 100% due to rounding

Although only about 52 percent of the neighborhood housing units are in single-family or two-unit buildings, these two housing types account for 70 percent of the total residential acres in the Marquette Neighborhood due to the relatively lower per-acre density of these types. Map 1-7 visually illustrates the distribution of net parcel densities within the neighborhoods surrounding the East Rail Corridor.

NEIGHBORHOOD CHARACTER AND HISTORIC RESOURCES

Preserving Neighborhood Character. Ensuring that new development is compatible with established neighborhood character is an important recommendation in virtually all of the City's community and neighborhood plans, including the other existing plans covering the East Rail Corridor. But, while some plans provide useful discussion and guidelines regarding the essential design elements that define neighborhood character, and which are most important to ensuring compatible redevelopment, different individuals still may have significant differences of opinion on the subject.

In carrying out their charge to recommend the appropriate scale, character and design for future business and residential developments within the East Rail Corridor, the Advisory Committee spent considerable time on the issue of neighborhood character. This included taking walking tours of the planning area and preparation of display boards with photographs of existing buildings and uses in the East Rail Corridor and the surrounding neighborhood. Identified elements of East Rail Corridor and Marquette Neighborhood character include the diverse mix of uses, the average size, height and mass of existing buildings, and typical building materials and architectural details. [See Appendix C and Appendix D for illustrations of East Rail Corridor and Marquette Neighborhood buildings.]

Protection of Historic Buildings. An important East Rail Corridor asset is the stock of older buildings that have historical merit or with aesthetic qualities, which contribute significantly to the overall character of the area. A survey of historic buildings in the East Rail Corridor was prepared for the Madison Landmarks Commission in August 2002 and recently updated in September 2003. This report notes, "The general character of the area is one of substantial brick warehouses and industrial buildings. Several of the enterprises were among the leading businesses in Madison in the 20th century. Many of the buildings remaining were constructed with an appearance of solidity and a high quality of architectural design not often seen in modern warehouse or industrial buildings. This type of building often lends itself to adaptive reuse and appeals to a large segment of people who enjoy living and working in spaces that convey an historic industrial character." The Landmarks Commission report strongly encouraged the East Rail Corridor committee to include preservation and adaptive reuse in its goals and objectives for the area [See Appendix E, "Historic Buildings in the East Rail Corridor"].

Map 1-8 shows the location of potential historic landmarks and other older buildings that contribute to the overall character of the area which have been identified by the Landmarks Commission. Except for the State Heating and Power Plant, the East Rail Corridor buildings potentially eligible for listing in the National Register of Historic Places have either been designated as Madison Landmarks or are in the process of

designation. Some of the buildings determined not eligible for listing in the National Register, but which contribute to the character of the area, are presently located within Madison's Third Lake Ridge Historic District---which requires additional review of proposed exterior changes to the building.

PARKS AND OPEN SPACES

Park and open space resources in the East Isthmus area include a mix of more-urbanized features and facilities, such as Law Park, Breeze Stevens Field, Marquette School and the Capitol Square, and traditional parkland, such as Orton Park, James Madison Park and B.B. Clarke Beach. Some, such as Tenney Park and parkland along the Yahara River and the shores of Lake Monona and Lake Mendota offer particularly scenic view and more natural amenities, in addition to recreational opportunities [See Map 1-9].

While there are a fair number of park resources available, the general Isthmus area has been identified as deficient in parkland, as analyzed on a total park system basis, and on a park service area basis using established parkland to population standards. The Madison Parks Division estimates the Isthmus area to have a park deficiency of about 43 acres, and identifies the Isthmus as particularly deficient in active playfield space. The limited opportunities to secure additional lands for open space uses in a heavily urbanized area suggests that the parkland deficiency may continue to worsen as population living on the Isthmus increases.

Possible opportunities for alleviating Isthmus parkland deficiencies are identified in the Madison Park and Open Space Plan. These include continued expansion of James Madison Park within its master plan boundaries, preservation of the Marquette School playground, acquisition of additional parkland as part of redevelopment activities in the East Rail Corridor, and improved access and linkages to the parks that do exist.

TRANSPORTATION FACILITIES AND ISSUES

Railroad-Related Facilities

A main line railroad track owned by the Union Pacific Railroad passes through the study area within a right-of-way that extends from a point along East Washington Avenue just east of Dickinson Street southeast to the north side East Wilson Street and then west to Blair Street. The Union Pacific leases this track to the Wisconsin & Southern Railroad, and the track currently is only used for freight service. MG&E also has a railroad siding to supply coal to its generating plant, and several other sidings exist serving current or former uses in the East Main Street/East Washington Avenue area [See Map 1-10].

Rail Alignment Issues

During 2001 and into 2002, the City of Madison participated with the Wisconsin Department of Transportation, Amtrak and HNTB Corporation consultants in extensive studies and planning activities related to potential high-speed intercity passenger rail service to Madison as part of the Midwest Regional Rail Initiative. The need to substantially upgrade the existing track to accommodate higher-speed service into the downtown (the City's preferred station location), created a potential opportunity to consider relocating the track at the same time. Relocation of the railroad track had also been proposed by the Urban Open Space Foundation to remove it from the proposed central park.

The Phase One Recommendations of the East Rail Corridor planning process included investigation of relocating the railroad track, and an informal sub-committee was established to coordinate the planning activities for the East Rail Corridor with the Inter-City Passenger Rail studies. This sub-committee identified two alternative alignments for the railroad tracks through the corridor: the current alignment which primarily runs adjacent to East Wilson Street, and a proposed realignment to the north which would run instead within the Railroad Street right-of-way before rejoining the current alignment near Livingston Street.

The sub-committee also identified the following issues to consider:

- Impacts on property and businesses;
- Impacts on existing utilities, such as potential relocation and future maintenance;
- Engineering and design needs for the "s" curves in the track;
- Environmental cleanup issues, such as the need to deal with contaminated soils;
- Costs; and
- Timing of the improvements

The Advisory Committee recommended that the City pursue a relocated rail alignment for a number of land use reasons, including moving rail operations farther from existing and planned residential area along several blocks of East Wilson Street, providing a larger undivided space for future development of a central open space, and freeing up some of the current track right-of-way for new linear park and open space uses. In January 2002, the Madison Common Council adopted a resolution providing for a study of the feasibility of relocating the East Rail Corridor railroad tracks [See Appendix F].

The cost of the site survey, a necessary first step in evaluating the feasibility of potentially relocating the railroad track, was provided by the Urban Open Space Foundation. The survey was completed by Burse Surveying and Engineering in the spring of 2003, and included topographical features, elevations, and utility locations, but at the time the Advisory Committee concluded its work, this information was not yet mapped or available for review, and follow-up steps had not been initiated. The next steps would include sending the proposed track alignments and cross sections to various

utilities for verification, meeting with the affected railroads to review the proposed alignments, and estimating costs and impacts [See Appendix G].

Streets and Roadways

The East Rail Corridor is bounded on the north by East Washington Avenue, one of Madison's primary arterial streets, currently carrying an average of more than 50,000 vehicles per day along that segment. As noted above, this roadway is scheduled for reconstruction in segments over a six-year period beginning in 2004. The reconstruction will create some temporary disruption for businesses along the Avenue, but the project will greatly enhance the attractiveness of this important gateway to both the East Rail Corridor and to Madison's downtown. Blair Street, which forms the western boundary of the planning area, is another major arterial street connecting East Washington Avenue with John Nolen Drive. Recommendations for the East Rail Corridor include enhancing access into the Corridor and seeking ways to reduce the potential barrier these major roadways create for pedestrian and bicycle traffic in particular. Williamson Street lies just outside the southern boundary of the planning area, and this mixed-use neighborhood business street provides an important link between the East Rail Corridor and the neighborhood residential areas to the south.

The network of local streets within the corridor still reflects the original street grid, although many segments have been partially vacated or the roadway closed over the years to accommodate railroad and industrial uses. With the exception of South Few Street, these missing segments are all on east-west streets. The primary north-south streets within the planning area are Paterson, Ingersoll and Baldwin---all of which have traffic signals and full median breaks at East Washington Avenue and also have traffic signals at Williamson Street. Blount Street and Dickinson Street have full median breaks at East Washington, but no traffic signal there or at Williamson Street. At Brearly Street, East Washington Avenue has a left-turn-only median break so Brearly Street traffic cannot continue directly across the Avenue. There is no median break on East Washington Avenue at either Livingston Street or Thornton Avenue; so only right turns in or out of these streets are possible [See Map 1-11]. Segments of Thornton Avenue are also recommended for eventual closure in the Yahara River Parkway Master Plan. Reviewing the role and relative importance of the streets in the local network was important to developing the East Rail Corridor Plan recommendations, which include closing selected segments of several of the less important north-south streets.

Bicycle Facilities

The East Rail Corridor is served by the Isthmus Bike Path, which runs through the southern portion of the planning area within the East Wilson Street right-of-way. The bicycle path is on the street between Ingersoll and Dickinson Streets, where East Wilson remains open to vehicular traffic. Elsewhere within the Corridor, the East Wilson Street right-of-way is used exclusively for the bicycle path, except for some limited parking near the western end. Baldwin Street north of the Isthmus Path is also a signed on-street bicycle route, although improvements are needed [See Map 1-11].

Parking

A significant amount of land within the East Rail Corridor is used for surface parking and vehicle storage. Estimates made from aerial photographs indicate that about 18 acres within the Corridor are used primarily for surface parking lots, providing approximately 1,626 parking spaces. An estimated additional seven acres are used for vehicle storage by automobile dealerships and others. Together, these uses comprise about 20 percent of the net land (exclusive of rights-of-way) within the planning area. On-street parking is also provided on one or both sides of all of the open streets within the planning area, except for a few extremely narrow streets where parking is not feasible [See Map 1-12]. Despite the relatively large area used for parking, about one-half of the businesses interviewed for the 2002 Business Survey experienced some parking problems.

UTILITY INFRASTRUCTURE

Madison Gas & Electric is located on approximately 31.5 acres of property within the East Rail Corridor. Although many of the employees work at the company's administrative and business office, the main power generation facility of the Madison Gas & Electric Company is also located within the study area. MG&E operates a coal burning electric generation plant with associated coal storage areas, railroad sidings, and a large storage yard for miscellaneous equipment.

In addition to the generating plant, substation and associated structures and service storage yards, MG&E has numerous electric and natural gas transmission lines running throughout the study area. These include the major double-circuit 69kV overhead transmission line running generally within the right-of-way along the south side of East Main Street and an underground high-pressure natural gas line. The largest electric transmission lines, including the overhead high-voltage line along East Main Street, have been transferred to the American Transmission Company (ATC), who owns and operates them. Following installation of additional underground conduit that will be coordinated with the East Washington Avenue and First Street reconstruction projects, ATC has agreed to remove the overhead transmission facilities between the Blount Street Substation and Johnson Street, including the steel lattice towers currently located along East Main Street and northerly along the east side of the railroad tracks. This relocation, which is presently anticipated to occur in 2009 or 2010, will greatly improve the appearance of East Main Street and will enable additional street enhancements along this corridor.

In addition to the electric and gas facilities, the East Rail Corridor contains many public water and sewer lines, including a major new interceptor sanitary sewer being constructed generally along the alignment of the existing railroad tracks [See Map 1-13].

PROPERTY OWNERSHIP

Major property owners within the study area include the Madison Gas & Electric Company, which owns about 31.5 acres and has natural gas, electric and railroad facilities within the study area, and the City of Madison and Madison Metro, which

together own about 17.8 acres. Other relatively large properties include Yahara Square Associates LLP, Research Products, the Union Pacific Railroad, and the State of Wisconsin [See Table D and Map 1-14].

TABLE D
East Rail Corridor Major Property Ownership

	Acres
Madison Gas & Electric	31.54
City of Madison	20.54
Yahara Square Assoc. LLP	12.80
Research Products Corp.	6.76
Union Pacific Railroad	6.59
State of Wisconsin	5.93
Mullins Joint Rev. Trust	4.35
Archipelago Village LLC	4.03
Donde LLP	2.84

Taxable and Tax Exempt Property. Of the 131 total acres within the East Rail Corridor planning area exclusive of public street right-of-way, only 74 acres are currently taxable. This reflects the large amount of land within the Corridor owned by property tax-exempt entities, including the City of Madison, the State of Wisconsin, Madison Gas & Electric Company, and the railroad companies. While Madison Gas & Electric and the railroads are tax-exempt for City property tax purposes, these entities are taxed as utilities by the Wisconsin Department of Revenue. Tax revenues from railroad utilities go to the Wisconsin Department of Transportation, while tax revenues from power generating utilities go into the general fund and are distributed to communities throughout the state. Property assessments on the 74 taxable acres within the East Rail Corridor totaled $50.3 million in 2000, generating approximately $1.2 million in tax revenues.

EXISTING ZONING AND OTHER SPECIAL DISTRICTS

Zoning Districts

The existing zoning in the East Rail Corridor reflects the predominantly industrial past and current land uses within the Corridor [See Table E and Map 1-15]. Approximately 83 percent of the gross land area (including street rights-of-way) within East Rail Corridor is currently zoned M1 Manufacturing District. About five percent of the study area is zoned C2 General Commercial District, although the uses in that portion of the planning area are actually predominantly residential. An irregular area in the East Wilson Street/ Schley Pass/Dewey Court portion of the study area is zoned R4 General Residential District. The R4 District allows multi-family buildings containing up to eight units although the existing housing stock consists primarily of single-family and smaller two- and three-unit dwellings.

Table E
East Rail Corridor Zoning Districts

Zoning		Acres	% of Total
R4	General Residence (Medium-Density Multi-Family)	7.0	3.9
R5	General Residence (Medium High-Density Multi-Family)	3.1	1.8
C2	General Commercial	8.7	4.9
C3	Highway Commercial	4.4	2.5
C3L	Commercial Service & Distribution	1.9	1.1
M1	Limited Manufacturing	148.9	83.9
PUD-SIP	Planned Unit Development-Specific Implementation Plan	0.9	0.5
C	Conservancy	2.5	1.4
	Total	177.4	100%

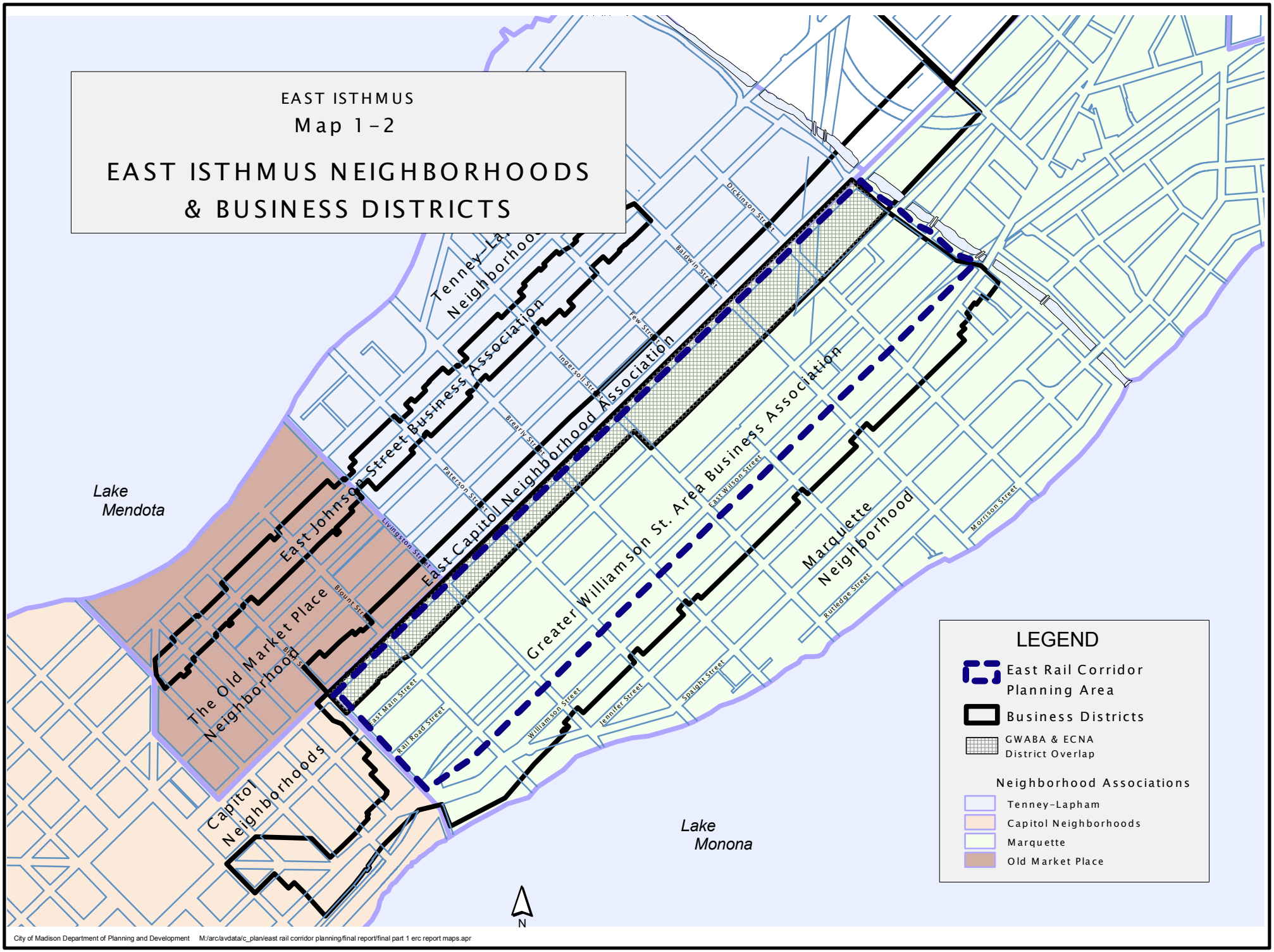
Other Special Districts

Urban Design District No. 4. Urban Design District Number 4 includes the properties along both sides of East Washington Avenue east of Blair Street, including the East Washington frontage of the East Rail Corridor planning area. Several properties with near-term reuse and/or redevelopment potential, such as the former Mautz Paint and Marquip properties, are located within this Urban Design District.

Historic Districts. Third Lake Ridge Historic District encompasses a portion of the East Rail Corridor planning area, including most of the blocks bounded by Blair, East Main and Blount Streets, and several segments of the East Wilson Street south frontage. This City of Madison Historic District contains several of the historically interesting buildings identified in the Landmarks Commission survey of Rail Corridor properties and provides for an additional review of proposed exterior changes to the buildings. The block south of Railroad Street that includes the Madison Gas & Electric offices is also designated as a National Historic District. Other local Historic Districts established in the adjacent neighborhoods also reflect the historic character of the East Isthmus [See Map 1-16].

LIST OF MAPS

City of Madison Department of Planning and Development M:/arc/avdata/c_plan/east rail corridor planning/final report/final part 1 erc report maps.apr



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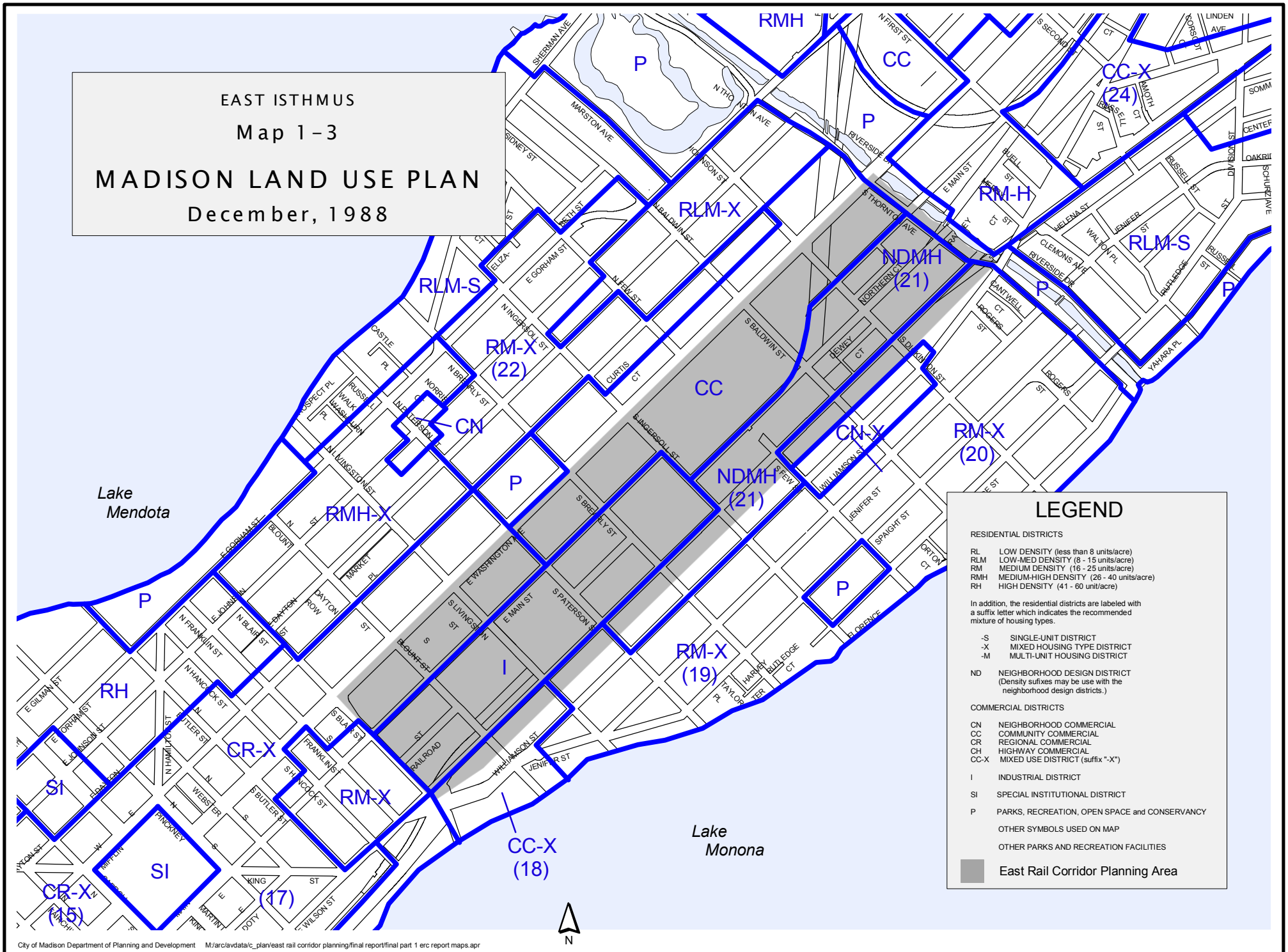
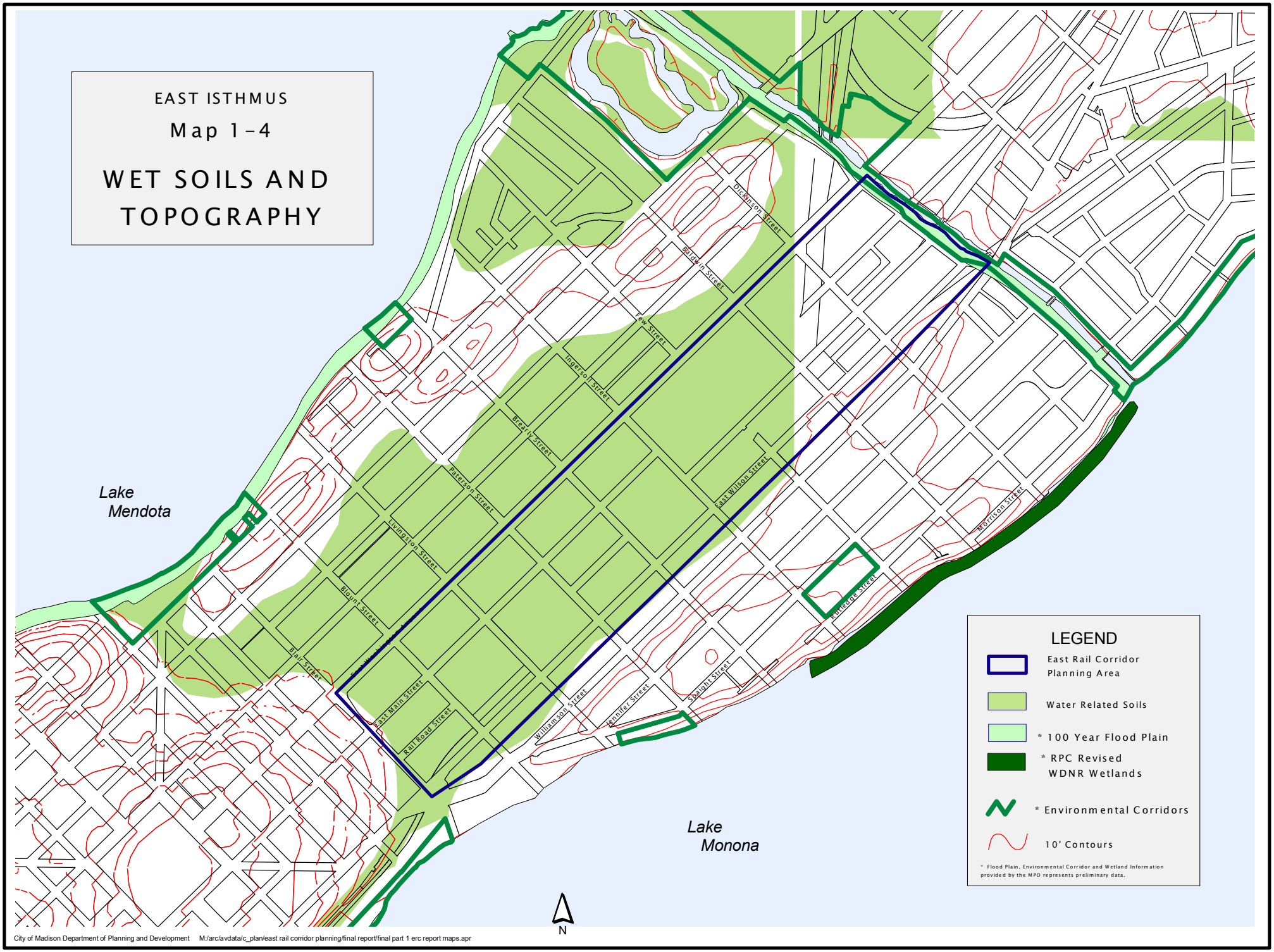

EAST ISTHMUS
Map 1-3
MADISON LAND USE PLAN
December, 1988
RMH
CC
CC-X (24)
P
RLM-X
RM-H
RLM-S
NDMH (21)
RM-X (22)
CN
CC
CN-X
RM-X (20)
NDMH (21)
RMH-X
P
RH
CR-X
SI
RM-X
I
RM-X (19)
CC-X (18)
CR-X (15)
SI
(17)
Lake Mendota
Lake Monona
LEGEND
RESIDENTIAL DISTRICTS
RL LOW DENSITY (less than 8 units/acre)
RLM LOW-MED DENSITY (8 - 15 units/acre)
RM MEDIUM DENSITY (16 - 25 units/acre)
RMH MEDIUM-HIGH DENSITY (26 - 40 units/acre)
RH HIGH DENSITY (41 - 60 unit/acre)
In addition, the residential districts are labeled with a suffix letter which indicates the recommended mixture of housing types.
-S SINGLE-UNIT DISTRICT
-X MIXED HOUSING TYPE DISTRICT
-M MULTI-UNIT HOUSING DISTRICT
ND NEIGHBORHOOD DESIGN DISTRICT (Density sufixes may be use with the neighborhood design districts.)
COMMERCIAL DISTRICTS
CN NEIGHBORHOOD COMMERCIAL
CC COMMUNITY COMMERCIAL
CR REGIONAL COMMERCIAL
CH HIGHWAY COMMERCIAL
CC-X MIXED USE DISTRICT (suffix "-X")
I INDUSTRIAL DISTRICT
SI SPECIAL INSTITUTIONAL DISTRICT
P PARKS, RECREATION, OPEN SPACE and CONSERVANCY
OTHER SYMBOLS USED ON MAP
OTHER PARKS AND RECREATION FACILITIES
East Rail Corridor Planning Area
N
City of Madison Department of Planning and Development M:/arc/avdata/c_plan/east rail corridor planning/final report/final part 1 erc report maps.apr



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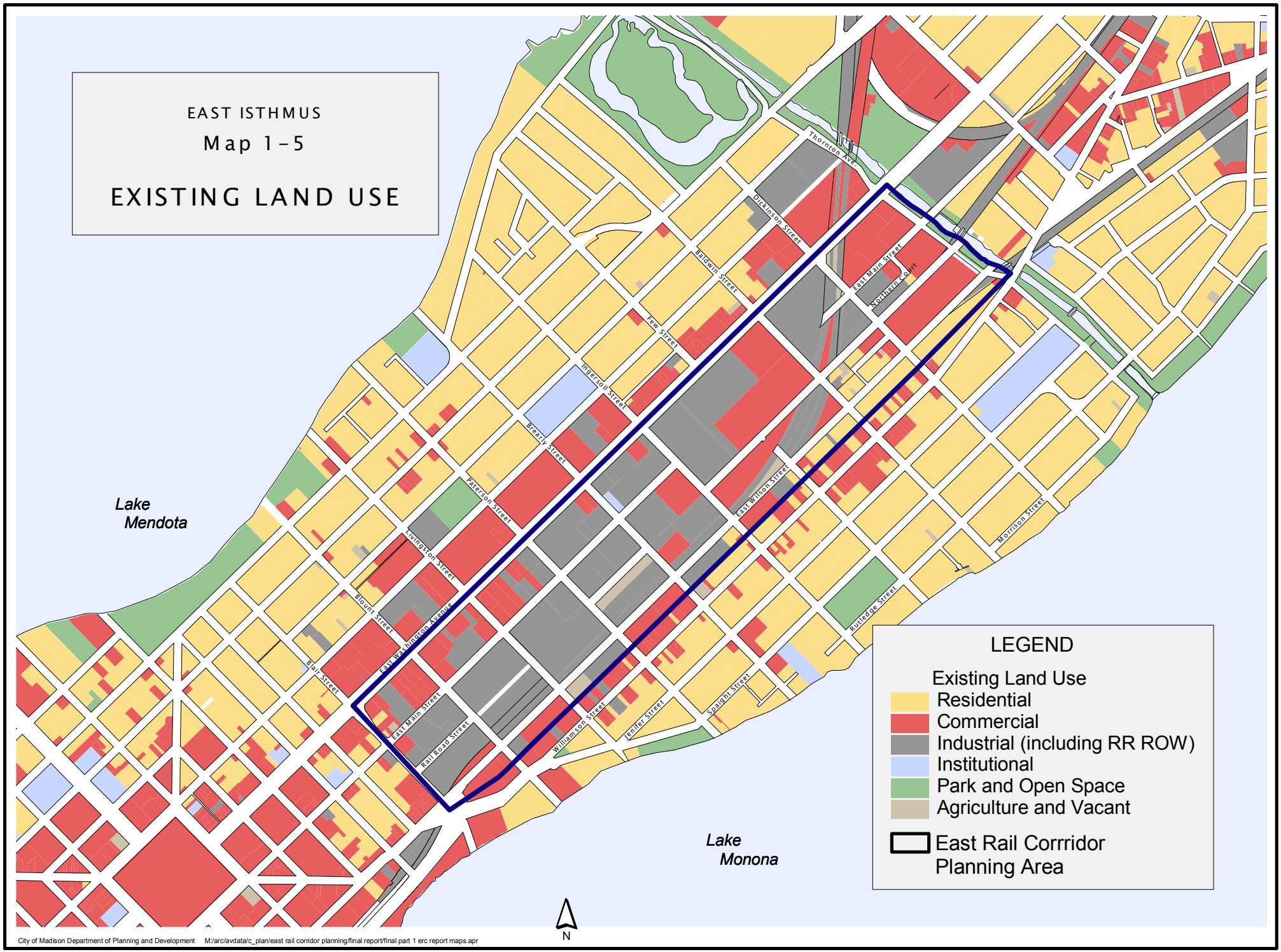
EAST ISTHMUS
Map 1-5
EXISTING LAND USE
Lake Mendota
Lake Monona
Thornton Ave
Dickinson Street
Baldwin Street
East Main Street
Northern Court
Few Street
Ingersoll Street
Brearly Street
Paterson Street
East Wilson Street
Morrison Street
Livingston Street
Blount Street
East Washington Avenue
Blair Street
East Main Street
Rail Road Street
Williamson Street
Jenifer Street
Spaight Street
Rutledge Street
LEGEND
Existing Land Use
Residential
Commercial
Industrial (including RR ROW)
Institutional
Park and Open Space
Agriculture and Vacant
East Rail Corrridor Planning Area
N
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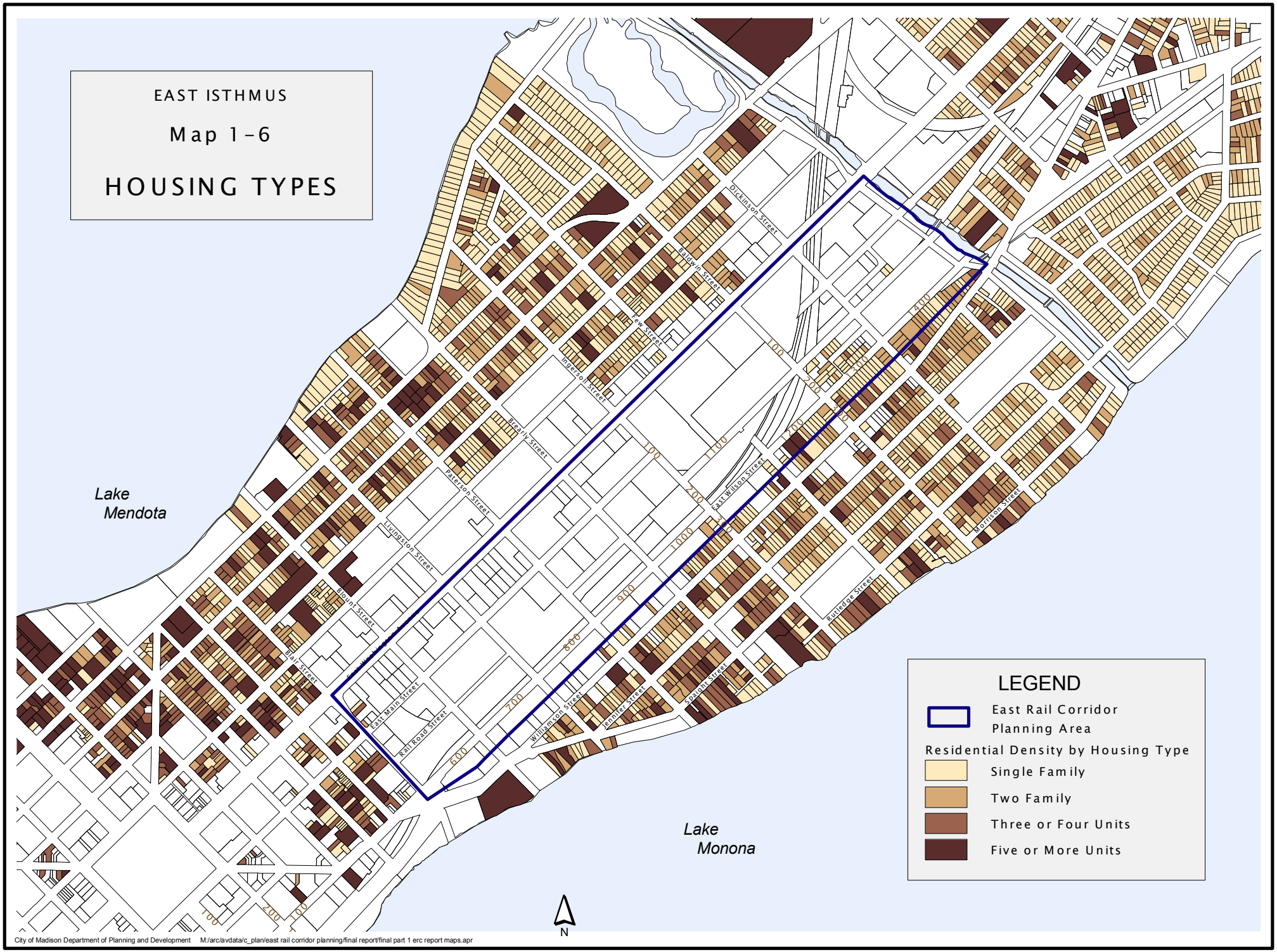
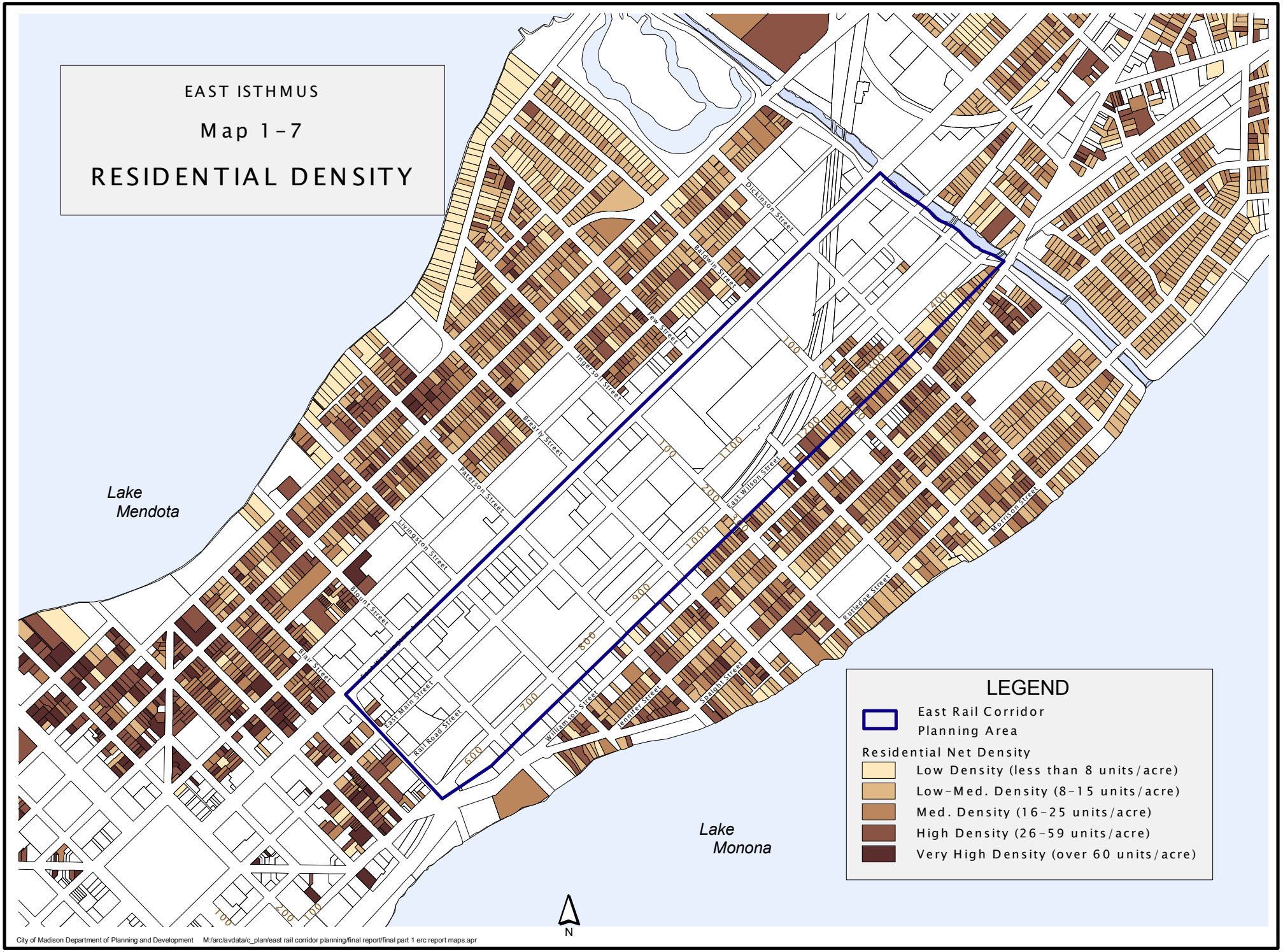

EAST ISTHMUS
Map 1-6
HOUSING TYPES
Lake Mendota
Lake Monona
Dickinson Street
Baldwin Street
Ingersoll Street
Brearly Street
Paterson Street
Livingston Street
Blount Street
Blair Street
East Main Street
Rail Road Street
East Wilson Street
Williamson Street
Jenifer Street
Speight Street
Morrison Street
Knickerbocker Street
100
200
600
700
800
900
1000
1100
1200
1300
1400
LEGEND
East Rail Corridor Planning Area
Residential Density by Housing Type
Single Family
Two Family
Three or Four Units
Five or More Units
N
City of Madison Department of Planning and Development M:/arc/avdata/c_plan/east rail corridor planning/final report/final part 1 erc report maps.apr



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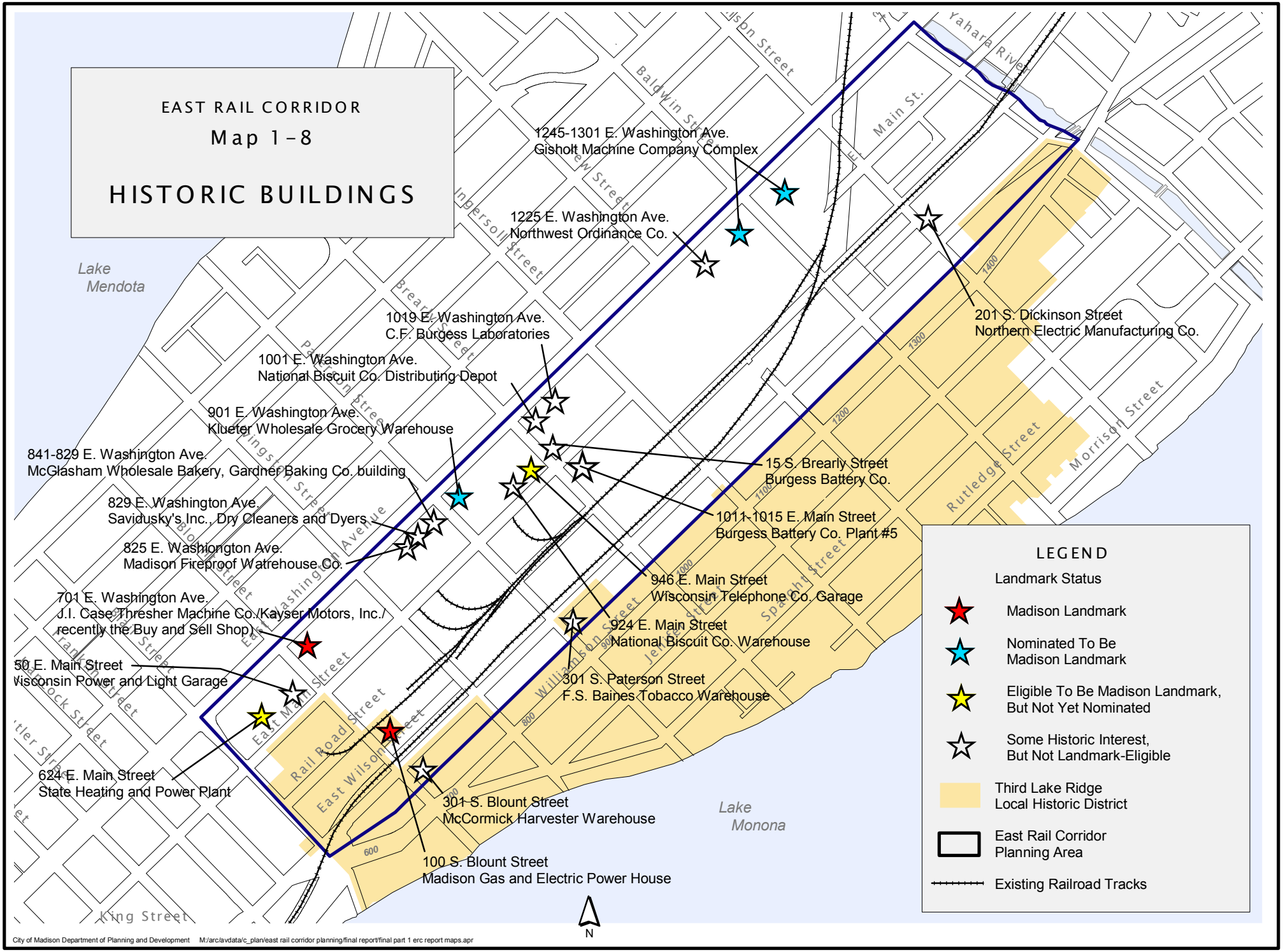
EAST RAIL CORRIDOR
Map 1-8
HISTORIC BUILDINGS
1245-1301 E. Washington Ave.
Gisholt Machine Company Complex
1225 E. Washington Ave.
Northwest Ordinance Co.
201 S. Dickinson Street
Northern Electric Manufacturing Co.
1019 E. Washington Ave.
C.F. Burgess Laboratories
1001 E. Washington Ave.
National Biscuit Co. Distributing Depot
901 E. Washington Ave.
Klueter Wholesale Grocery Warehouse
841-829 E. Washington Ave.
McGlasham Wholesale Bakery, Gardner Baking Co. building
15 S. Brearly Street
Burgess Battery Co.
829 E. Washington Ave.
Savidusky's Inc., Dry Cleaners and Dyers
1011-1015 E. Main Street
Burgess Battery Co. Plant #5
825 E. Washington Ave.
Madison Fireproof Watrehouse Co.
946 E. Main Street
Wisconsin Telephone Co. Garage
701 E. Washington Ave.
J.I. Case Thresher Machine Co./Kayser Motors, Inc./
recently the Buy and Sell Shop)
924 E. Main Street
National Biscuit Co. Warehouse
50 E. Main Street
Wisconsin Power and Light Garage
301 S. Paterson Street
F.S. Baines Tobacco Warehouse
624 E. Main Street
State Heating and Power Plant
301 S. Blount Street
McCormick Harvester Warehouse
100 S. Blount Street
Madison Gas and Electric Power House
Lake Mendota
Lake Monona
Yahara River
Main St.
Baldwin Street
Ingersoll Street
Brearly Street
Paterson Street
Livingston Street
Blount Street
Washington Avenue
East Main Street
East Wilson Street
Rail Road Street
Williamson Street
Jenifer Street
Spaight Street
Rutledge Street
Morrison Street
King Street
LEGEND
Landmark Status
Madison Landmark
Nominated To Be Madison Landmark
Eligible To Be Madison Landmark, But Not Yet Nominated
Some Historic Interest, But Not Landmark-Eligible
Third Lake Ridge Local Historic District
East Rail Corridor Planning Area
Existing Railroad Tracks
N
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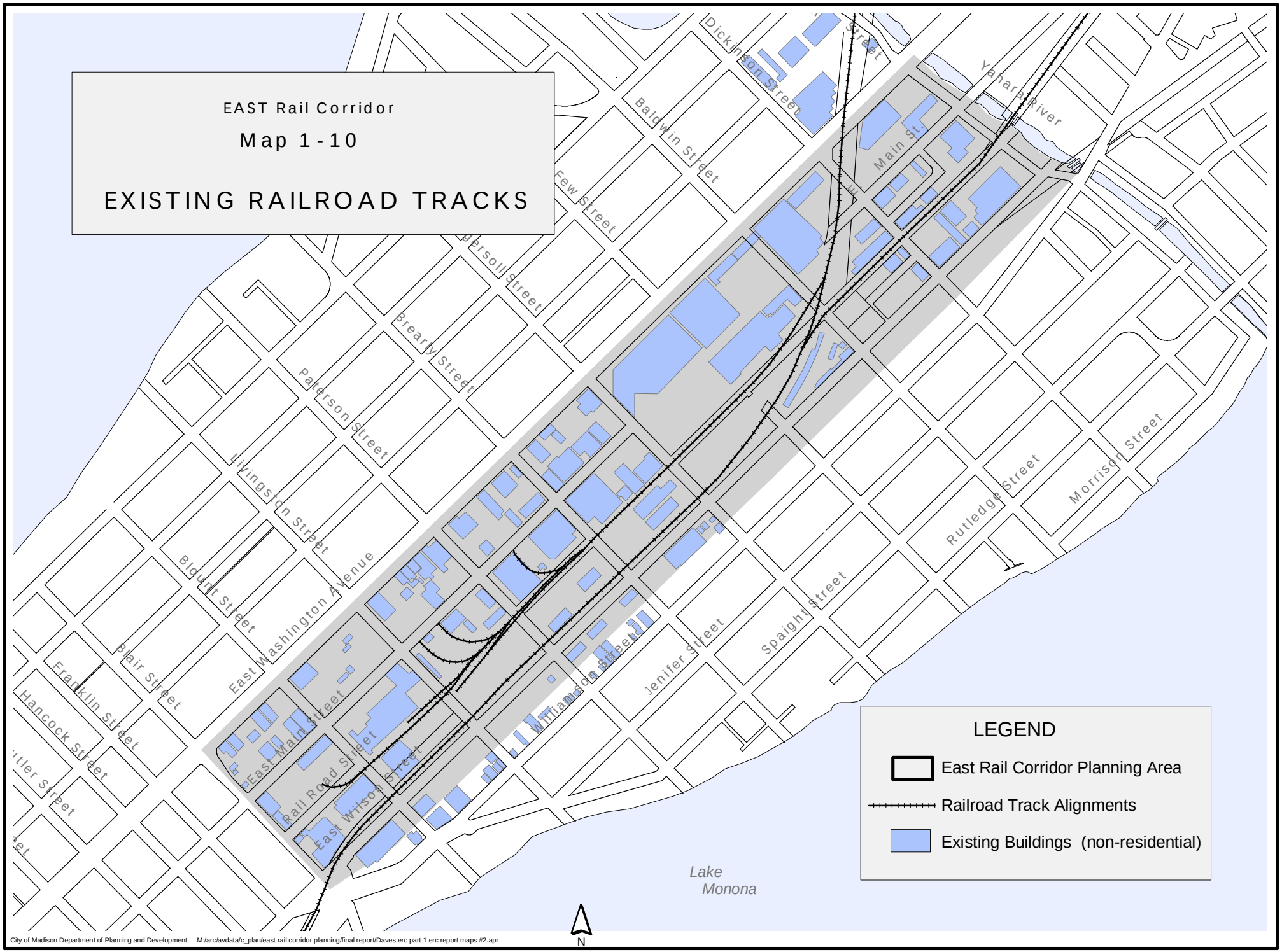
EAST Rail Corridor
Map 1-10
EXISTING RAILROAD TRACKS
Dickinson Street
Baldwin Street
Few Street
Ingersoll Street
Brearly Street
Patterson Street
Livingston Street
Bilgutt Street
East Washington Avenue
Blair Street
Franklin Street
Hancock Street
East Main Street
Rail Road Street
East Wilson Street
Williamson Street
Jenifer Street
Spaight Street
Rutledge Street
Morrison Street
Main St.
Yahara River
Lake Monona
LEGEND
East Rail Corridor Planning Area
Railroad Track Alignments
Existing Buildings (non-residential)
N
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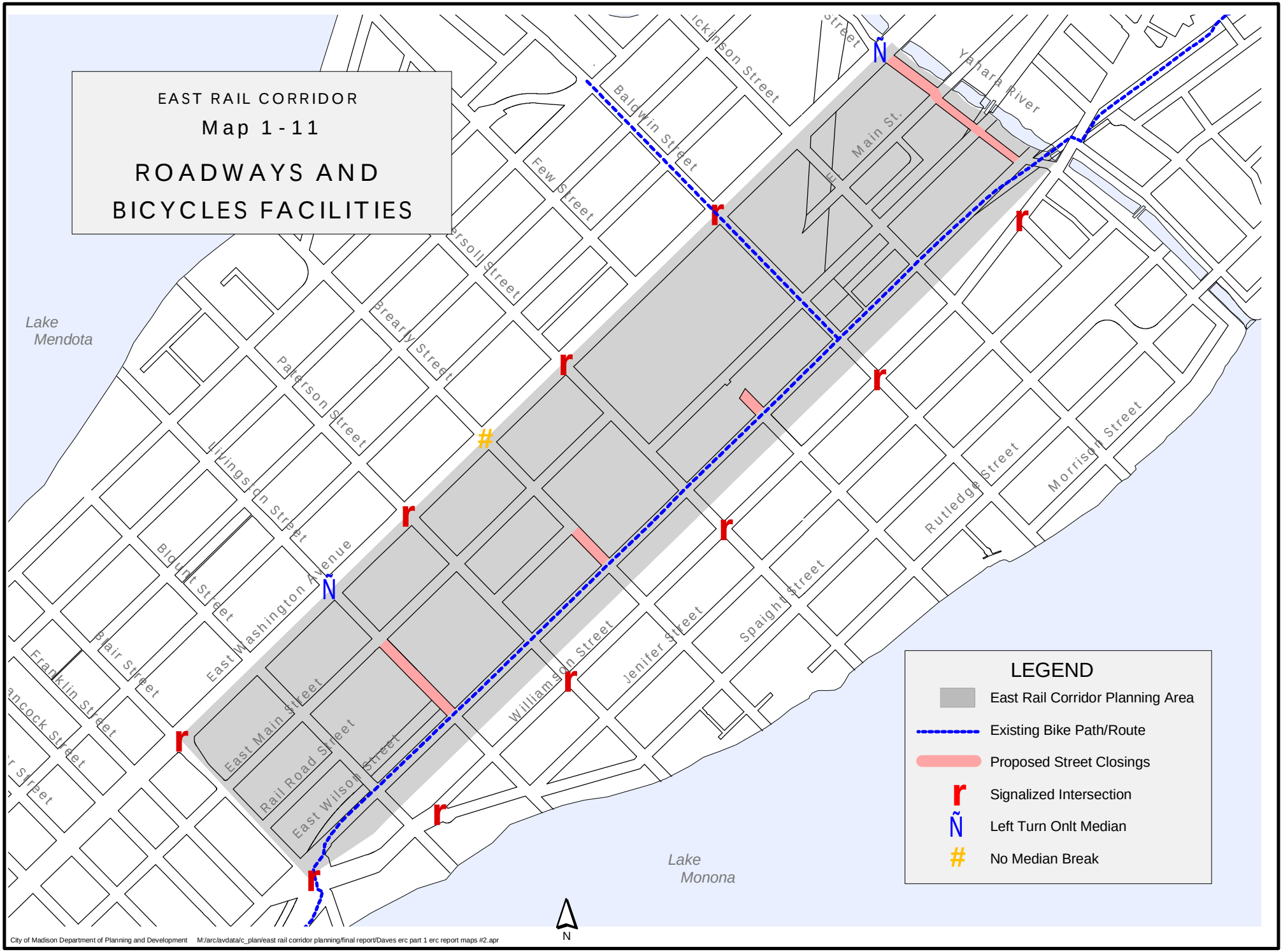
EAST RAIL CORRIDOR
Map 1-11
ROADWAYS AND
BICYCLES FACILITIES
Lake
Mendota
Lake
Monona
Baldwin Street
Few Street
Brearly Street
Patterson Street
Livingston Street
Bldunt Street
East Washington Avenue
Blair Street
Franklin Street
East Main Street
Rail Road Street
East Wilson Street
Williamson Street
Jenifer Street
Spaight Street
Rutledge Street
Morrison Street
Main St.
Yahara River
LEGEND
East Rail Corridor Planning Area
Existing Bike Path/Route
Proposed Street Closings
Signalized Intersection
Left Turn Onlt Median
No Median Break
N
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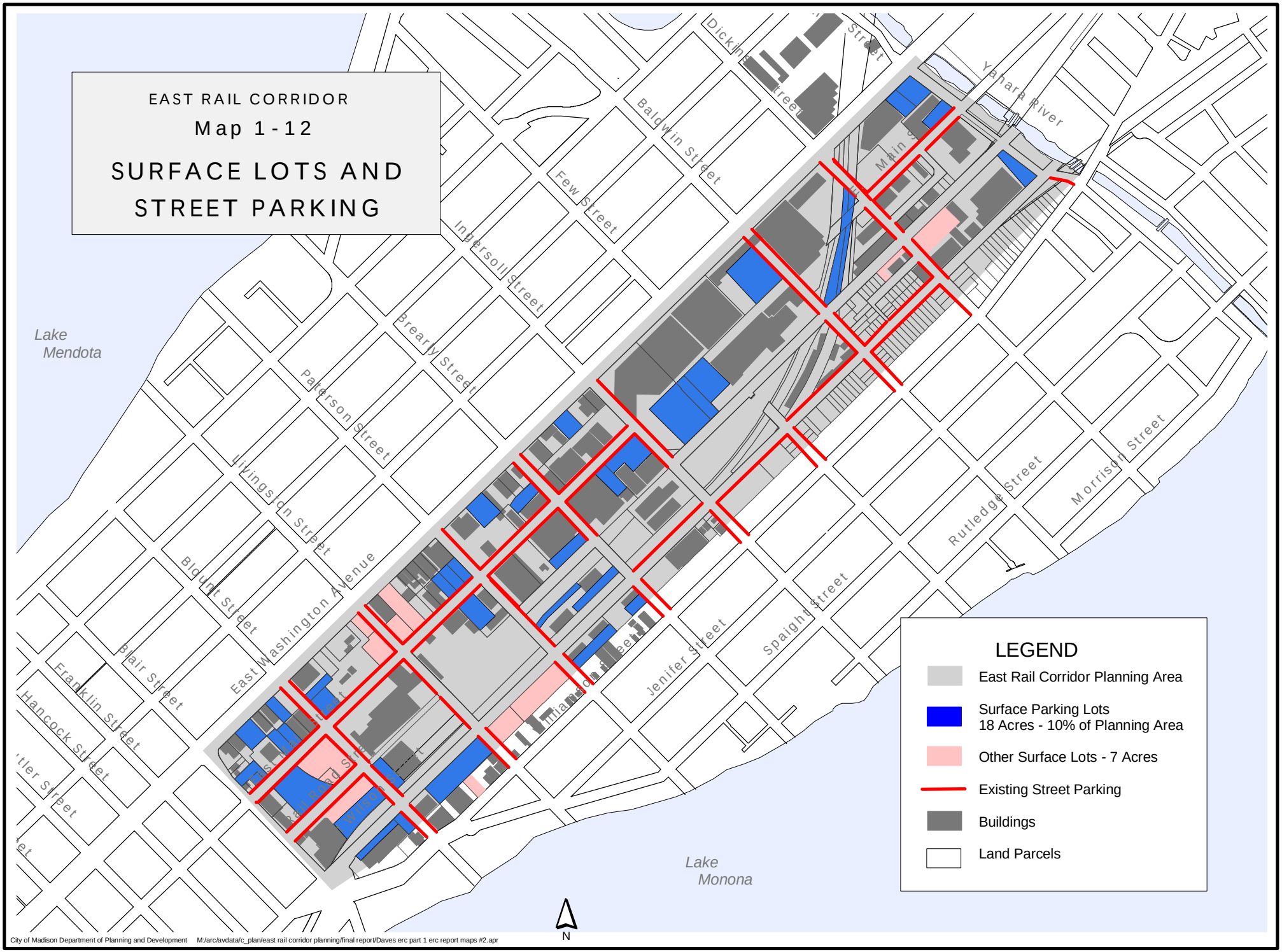
EAST RAIL CORRIDOR
Map 1-12
SURFACE LOTS AND STREET PARKING
Lake Mendota
Lake Monona
Yahara River
Dickinson Street
Baldwin Street
Few Street
Ingersoll Street
Brearly Street
Patterson Street
Livingston Street
Blount Street
East Washington Avenue
Blair Street
Franklin Street
Hancock Street
Main Street
Jenifer Street
Spaight Street
Rutledge Street
Morrison Street
LEGEND
East Rail Corridor Planning Area
Surface Parking Lots
18 Acres - 10% of Planning Area
Other Surface Lots - 7 Acres
Existing Street Parking
Buildings
Land Parcels
N
City of Madison Department of Planning and Development
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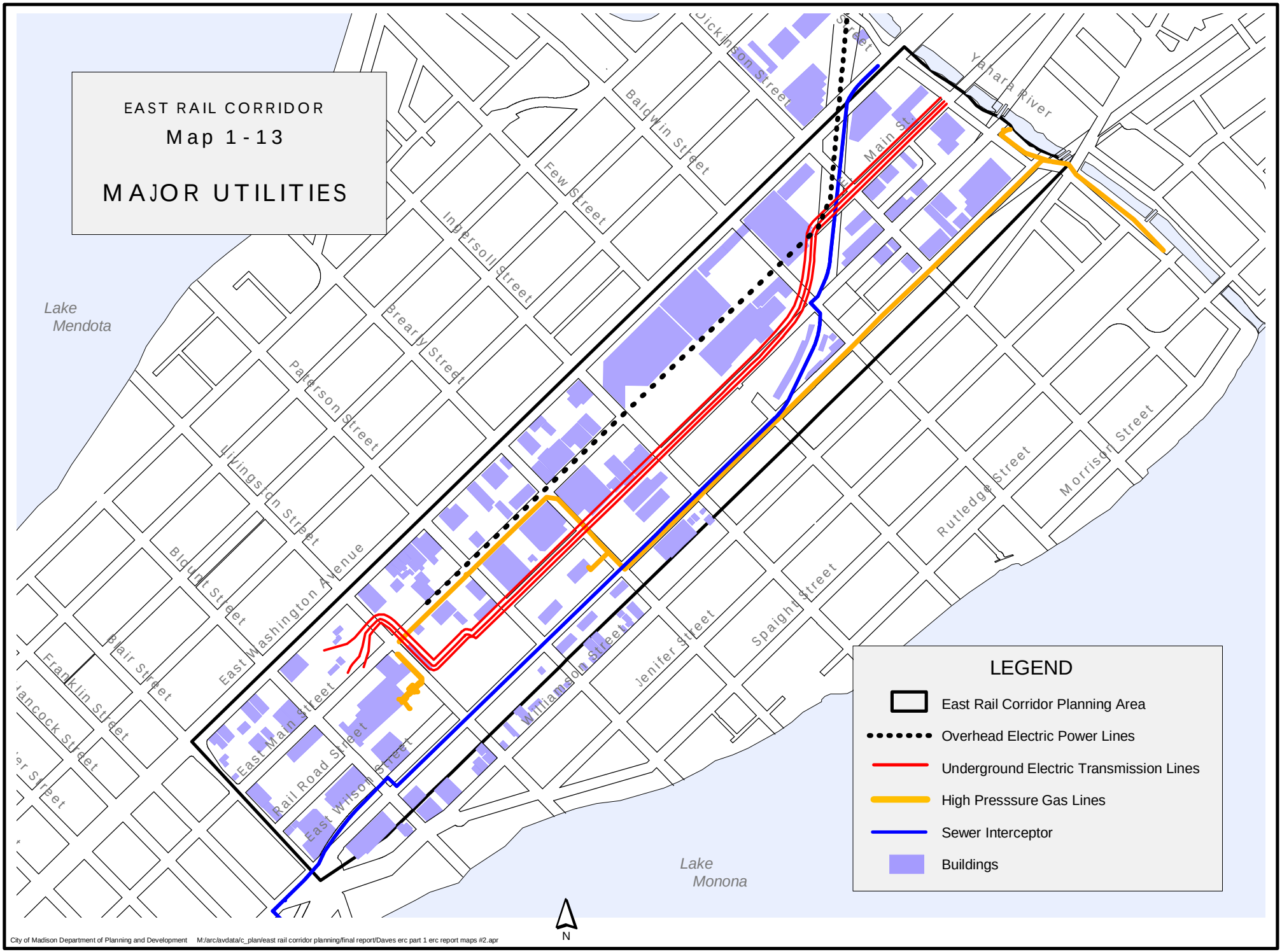

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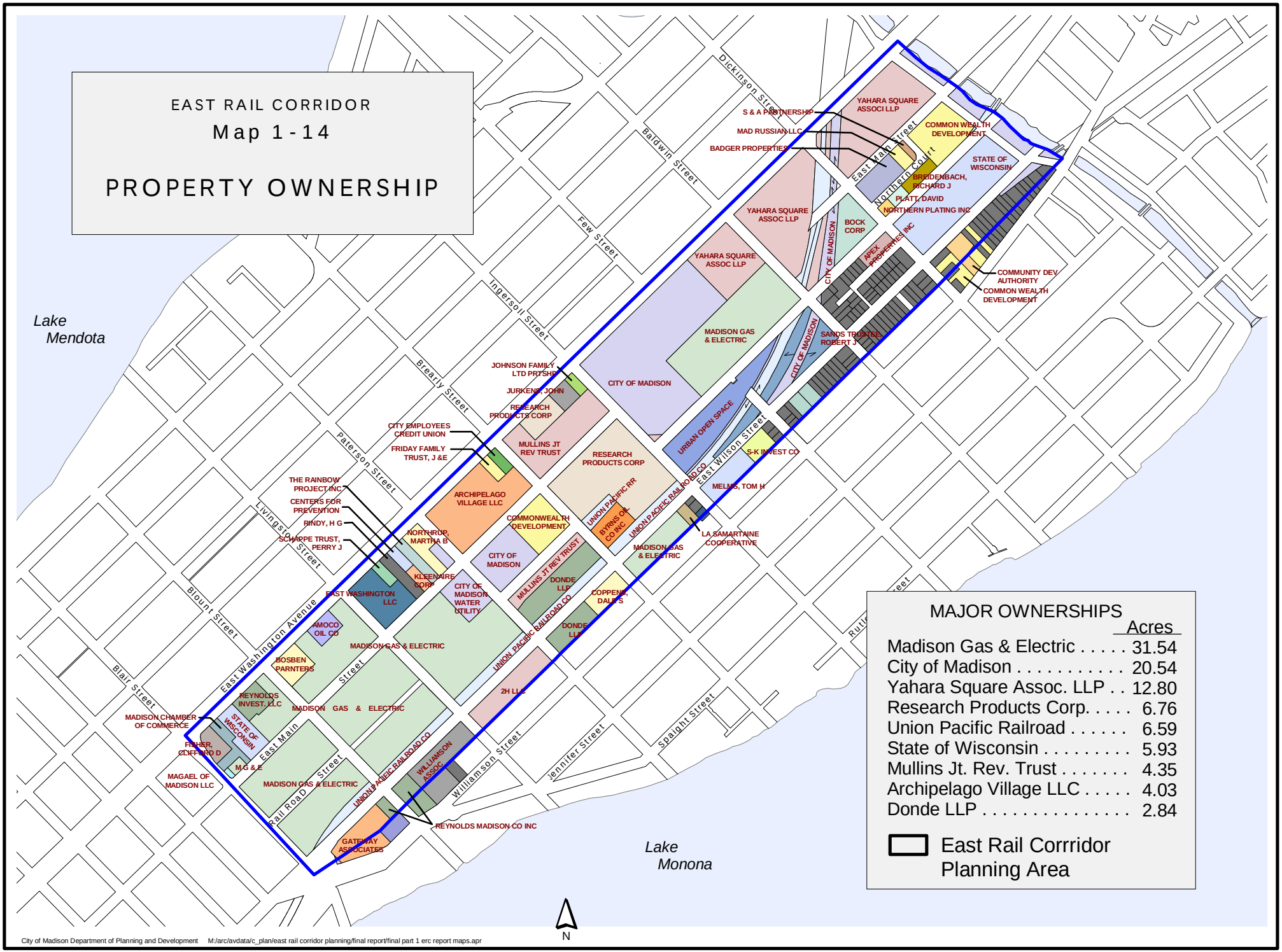

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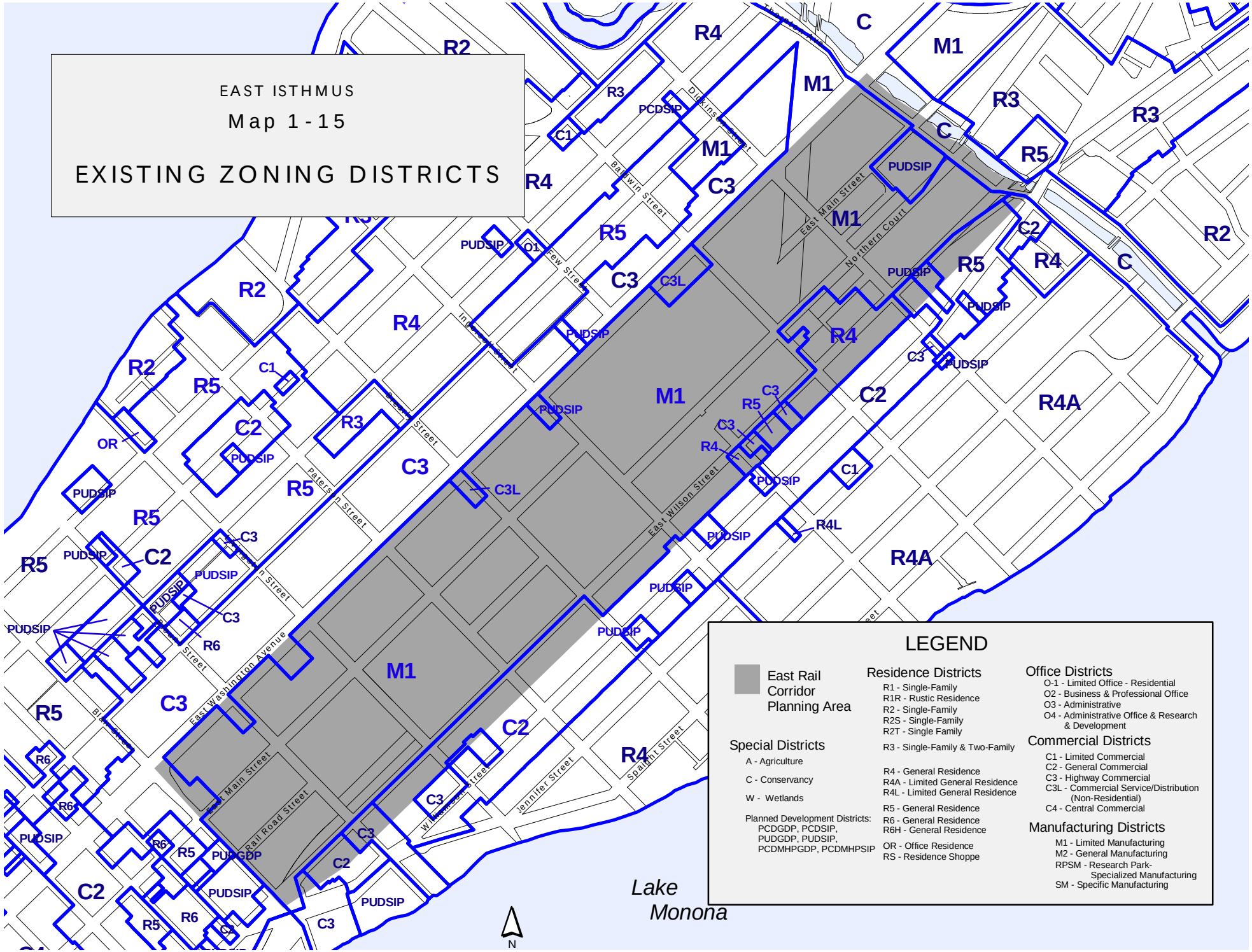

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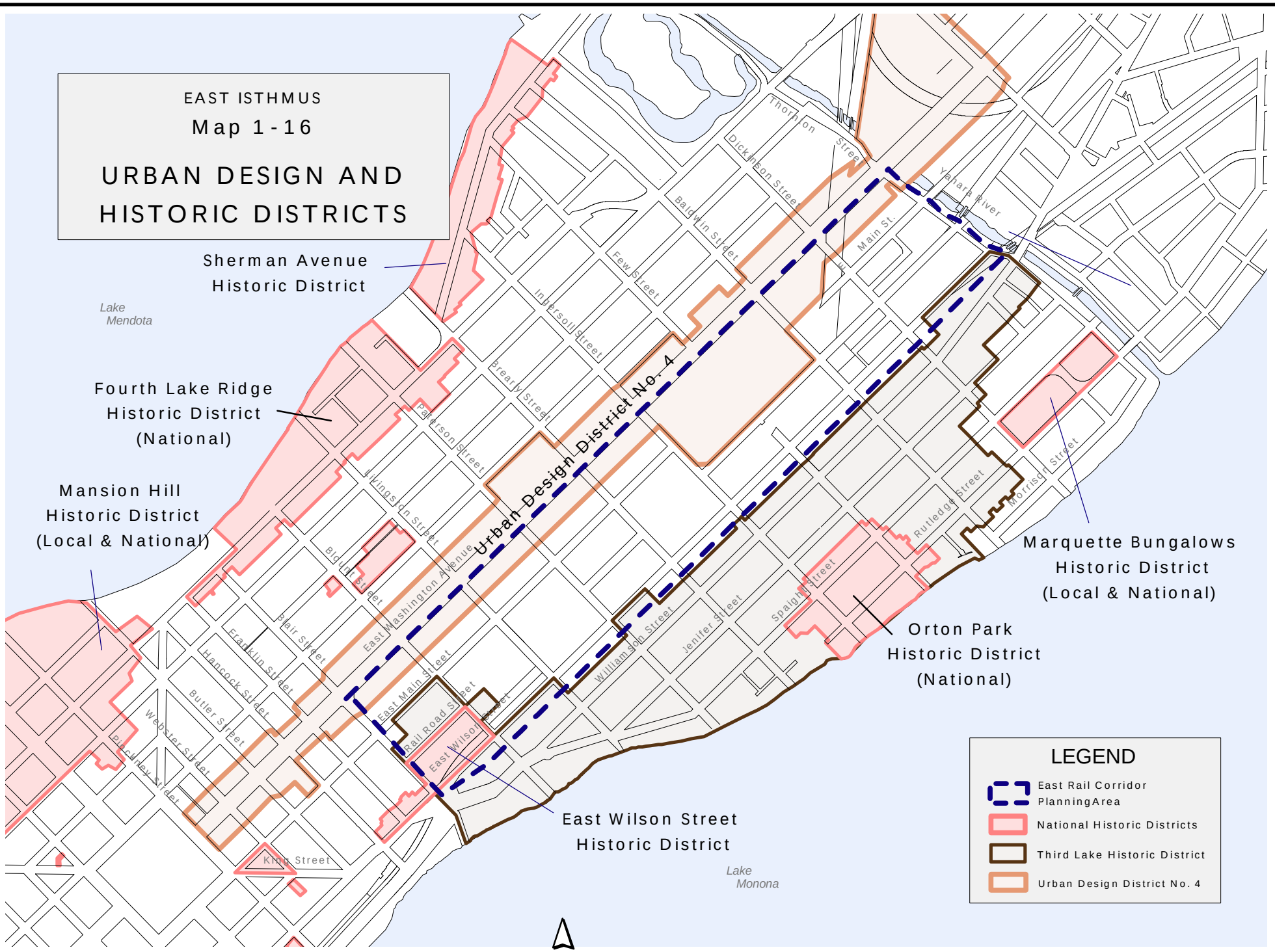
EAST ISTHMUS
Map 1-16
URBAN DESIGN AND HISTORIC DISTRICTS
Sherman Avenue Historic District
Lake Mendota
Fourth Lake Ridge Historic District (National)
Mansion Hill Historic District (Local & National)
Urban Design District No. 4
Marquette Bungalows Historic District (Local & National)
Orton Park Historic District (National)
East Wilson Street Historic District
Lake Monona
Thorton Street
Dickinson Street
Baldwin Street
Few Street
Ingersoll Street
Brearly Street
Patterson Street
Livingston Street
Bedford Street
East Washington Avenue
Blair Street
Franklin Street
Hancock Street
Butler Street
Webster Street
Pinckney Street
East Main Street
Rail Road Street
East Wilson Street
William Sol Street
Jenifer Street
Spaight Street
Rutledge Street
Morrisey Street
Main St.
Yahara River
King Street
LEGEND
East Rail Corridor PlanningArea
National Historic Districts
Third Lake Historic District
Urban Design District No. 4
N
City of Madison Department of Planning and Development
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PART II
EAST RAIL CORRIDOR PLAN AND RECOMMENDATIONS

A. DEVELOPMENT CONCEPT OVERVIEW

The long-term development concept for the East Rail Corridor planning area envisions three primary land use areas [See Map 2-1]:

- Employment Center. A large employment center encompassing approximately 22 blocks is recommended in the northern and western portions of the planning area.

- Residential Uses. Residential uses are recommended adjacent to the Yahara River, along East Wilson Street, and in a proposed conservation district in the East Wilson Street/Schley Pass/Dewey Court area.

- Park and Open Space. A large central park and open space is recommended within the East Rail Corridor, with enhanced linkages to downtown Madison, Williamson Street, the planned Yahara River Parkway and surrounding neighborhoods.

For each of these areas, land use recommendations are supplemented with recommended development and design standards, and recommended implementation strategies. The development concept for the East Rail Corridor also proposes changes and enhancements to the transportation facilities serving the planning area, including rail, roadway, and pedestrian-bicycle facilities.

Employment Center. In order to provide maximum opportunity for business development and employment growth, commercial and industrial uses within the employment center are encouraged to develop at "urban" densities characterized by multi-story buildings and relatively high lot coverage to the extent feasible. Development of structured parking and shared parking facilities is also encouraged to reduce the amount of land needed to accommodate this function. The recommended development standards propose taller buildings toward the northern and western edges of the employment district, with relatively lower buildings at the eastern end of the district toward the river. Although some existing business locations are recommended for long-term future redevelopment with alternative land uses, business retention is an important planning objective, and providing opportunities for existing businesses to grow and expand within the East Rail Corridor area is a high priority.

Residential Districts. An important goal of the East Rail Corridor Plan is to increase the amount and variety of housing available in the neighborhood. The plan recommends locations where additional housing can be provided, but also emphasizes the need for future housing to be compatible with the existing neighborhood character. In the Schley

Pass/Dewey Court area, a conservation district is recommended to preserve the scale and character of the existing housing stock. In areas where more intensive residential development is recommended, development standards are proposed to ensure that an appropriate interface and smooth transitions are created with adjacent residential areas. Providing affordable housing and housing suitable for a variety of households are high priority planning objectives, and the residential development recommendations include specific incentives to encourage this.

Parks and Open Spaces. The recommended concept of "linked urban squares" features a large park area between Ingersoll and Baldwin Streets and another centered on Brearly Street, which is recommended to be closed to vehicular traffic where it crosses the park. Lead planning for these two areas is being undertaken by the Urban Open Space Foundation, which currently owns a large parcel within the proposed park. It is recommended that the Urban Open Space Foundation have primary financial responsibility for acquisition, improvement and long-term operation and maintenance of the central park, although eventual public ownership and operation of the park is considered preferable. Open space recommendations include development of additional connections with the central portion of the park, including extensions and enhancements to the existing bicycle path corridor between downtown and the Yahara River and creation of private open space linkages with the public open space network.

Mixed Use Development and Linkages between Land Uses. The land use plan for the East Rail Corridor identifies specific locations recommended primarily for employment and business development, housing, or park and open space uses. However, creating good relationships and linkages between the different land uses and activities within the East Rail Corridor, and between the Corridor and other parts of the Marquette Neighborhood and adjacent neighborhoods is also an essential planning objective. Elements of the East Rail Corridor Plan that will enhance the linkages between different land uses and activities include support for mixed-use developments within both the employment and residential districts to the extent that it contributes to rather than detracts from the primary function of the district; creation of enhanced vehicular, pedestrian and bicycle linkages between different activities within the East Rail Corridor, the downtown and adjacent neighborhoods, and beyond; development and design standards that ensure reasonable compatibility with established neighborhood character and smooth transitions between adjacent developments; and creation of large and small public and private open spaces throughout the planning area that will encourage people gather and mingle.

Transportation and Parking. In order to accommodate and support the proposed land uses, several changes are recommended to transportation facilities within the East Rail Corridor planning area. Relocating the existing railroad track adjacent to East Wilson Street to a new alignment along Railroad Street is recommended in order to remove it from within the proposed central park and place it adjacent to non-residential uses in the employment district rather than to existing and planned residential development areas to the south and east. Closing several street segments to vehicular traffic is also proposed, including Livingston Street (to accommodate the realigned rail track) and Brearly Street (to eliminate traffic through that part of the planned park), with pedestrian and bicycle

connections to be maintained on the closed streets if feasible. Eventual vacation of Thornton Avenue is already recommended in the Yahara River Parkway Master Plan.

Plan Implementation, Monitoring and Amendment

The East Rail Corridor Plan is presented as a long-term plan that might take fifty years or longer to fully implement. Some of its recommendations will require substantial public and private investments in infrastructure and public improvements; some depend on changes to City regulations and policies; and most involve changes in land use and increases in the intensity of use that will occur incrementally over an extended period of time through the investment and development decisions of many different businesses, individuals and organizations. During this period, some of the Plan's recommendations will be enhanced with additional detail as part of future planning activities; some will be modified; and some may be changed completely as the result of changed conditions, new opportunities or shifts in community objectives and preferences.

As with all long-term plans, a continuing community effort will be required ensure that that the specific actions needed to advance the recommendations carried out, that the plan is used to guide investment decisions and development review as intended, and that any changes to the plan which may be needed in the future are identified and proposed as plan revisions and amendments. The Advisory Committee considers it essential that this continued oversight include the active involvement of the community---including neighborhood residents, district employees, businesses and property owners, and others who use or have an interest in this important part of the city. This broadly based commitment and participation is particularly critical to successful implementation of a plan with a fifty-year planning horizon.

Detailed Recommendations

More detailed recommendations for the East Rail Corridor planning area are presented below. These incorporate the East Rail Corridor Plan Advisory Committee (ERCPAC) recommendations from both Phase One and Phase Two of the planning process. The recommendations are presented in the following six sections of this report:

B. East Rail Corridor Aesthetics and Design

C. Employment and Business Development

D. Housing and Residential Development

E. Parks and Open Spaces

F. Transportation and Parking

G. Plan Implementation and Recommended Next Steps

B. EAST RAIL CORRIDOR AESTHETICS AND DESIGN

The East Rail Corridor is located in the heart of Madison's near east side, adjacent to the Downtown and surrounded by active and diverse residential neighborhoods. Preserving the unique character already present in the Corridor and enhancing the area, as an interesting, attractive, pedestrian-friendly urban community as new development occurs is essential to maintaining an organic and complementary relationship with the Downtown and surrounding neighborhoods. It is also an important to creating a distinct competitive advantage for the East Rail Corridor as an exciting and engaging place to start or grow a business, compared to alternative business or industrial park locations.

The following recommendations are made for the East Rail Corridor as a whole, and address the general goal of ensuring that the entire Corridor is developed to a high standard of aesthetic design, neighborhood compatibility, and environmental responsibility. These general recommendations are supplemented with additional development and design recommendations applicable to specific development locations within the East Rail Corridor described in other sections of this Plan.

GENERAL DESIGN RECOMMENDATIONS

1. Primary pedestrian streets identified in the East Rail Corridor Plan should be made as pedestrian-friendly as possible through measures such as widening the sidewalks and narrowing vehicle travel lanes, planting canopy street trees, and providing pedestrian-scale lighting, street furniture, appropriate-scale street art and other public amenities.

    a. Consideration should also be given to reconstructing some of these streets using brick pavers or other special treatments to provide additional aesthetic appeal. These treatments could also be used for more limited segments of the street or to enhance and help define crosswalks, for example.

2. Bury overhead utility wires where possible, particularly adjacent to planned parkland, such as the proposed central park and the Yahara River Parkway, and along designated primary pedestrian corridors, such as East Main Street.

3. Request Madison CitiARTS to assist in securing public art amenities in public open spaces at key locations within the East Rail Corridor.

    The Madison CitiARTS Commission has developed a Public Art Framework and Field Guide, which outlines principles and approaches for encouraging and supporting public art in the City of Madison. Potential public art sites may be identified by the neighborhood and proposed to the CitiARTS Commission, which will evaluate the proposal, discuss funding options and move from that point. Or, CitiARTS may identify locations for public art (on City land) and determine the process for securing the public art.

4. Buildings with merit to be considered as potential historic landmarks should be retained, and buildings with less historical significance but which contribute to the neighborhood character should be considered for adaptive reuse and sensitive rehabilitation [See Map 2-2].

   Many buildings within the East Rail Corridor have historical merit or contribute significantly to the overall character of the area. These older structures are important elements of the neighborhood fabric and it is important they be retained and reused when possible even as more intensive development is also encouraged. Except for the buildings along East Washington Avenue, which were evaluated during preparation of the Downtown Historic Preservation Plan, the potentially historic buildings in the East Rail Corridor have not been systematically studied in depth. Map 2-2 shows the location of potential historic landmarks and other older buildings that contribute to the overall character of the area that have been identified by the Landmarks Commission. [See also Appendix E, "Historic Buildings in the East Rail Corridor."]

   Owners of these properties have been contacted by the City Preservation Planner, and except for the State Heating and Power Plant, the East Rail Corridor buildings potentially eligible for listing in the National Register of Historic Places have either been designated as Madison Landmarks or are in the process of designation. Some of the buildings that were determined not eligible for listing in the National Register but which contribute to the character of the area are presently located within Madison's Third Lake Ridge Historic District, which requires additional review of proposed exterior changes to the building.

   a. Representatives of the East Rail Corridor and the neighborhood should meet with owners of other older buildings identified as contributing to the character of the Corridor and encourage them to maintain and/or rehabilitate their properties consistent with their historic character and explore adaptive reuse opportunities as required.

5. New development and redevelopment within the East Rail Corridor should exhibit high-quality design and an architectural style that is visually compatible with the general architectural context of the area and its many older and historic buildings.

   This recommendation does not intend that new developments replicate the architecture of buildings constructed half-a-century or more ago, but that, within the context of seeking more intensive land use, they are sensitive to the scale, mass and rhythm of existing surrounding buildings--particularly historic buildings expected to be preserved over the long term--and that the designers of new buildings look for opportunities to incorporate style elements and building materials which reflect some of the historic character of established buildings already present in the East Rail Corridor and help create a sense of balance and continuity between old and new.

6. Developments adjacent to planned bicycle path or park areas should maintain an attractive facade toward those areas as well as to any public street they may also front, and seek opportunities to incorporate views of these amenities into the design of the development. Where opportunities exist, pedestrian and bicycle connections should be provided between the development and the adjacent public path or park feature.

   Developments facing public parklands and pathways have a critical role in defining and establishing the character of these public spaces. It is important that this highly visible facade not be treated as the "back" sides of the buildings or become locations primarily used only for service access, loading docks, outdoor storage and similar unattractive functions.

7. The design of new developments should consider the shadowing effects of building height and mass and seek to preserve reasonable access to sunlight for surrounding buildings and along public streets.

   Large, massive buildings can create large shaded areas which prevent sunlight from falling on adjacent properties or fronting streets for much of the day---reducing both ambiance and the potential to utilize solar power. While it is inevitable that buildings will cast shadows, good design can often reduce the potential negative shadow impacts though careful placement of building mass. In order to evaluate these effects, it is recommended that shadow projections be included in the building approval applications for structures greater than three stories in height.

8. Lighting standards for the East Rail Corridor should require energy-efficient, low-glare lightning designed to focus light where it is needed and minimize light escape to adjacent properties or to the sky.

   This recommendation is intended to apply both to public lighting, such as streetlights, and private lighting, such as decorative lighting and security lighting. Good lighting can help create ambience and a sense of safety after dark, but unnecessary glare from poorly designed lighting can be an unwelcome intrusion that reduces ambience and wastes energy.

9. Encourage parking design that conceals and enhances parking structures and other facilities through landscaping, public art, and creative building design.

10. Encourage green building design standards and construction practices in new developments and redevelopment projects within the East Rail Corridor.

    Green building designs and practices reduce the buildings' impact on the environment and help protect the health of building occupants though improved indoor environmental quality. Elements to address include site planning, water quality and efficient water use, energy efficiency and use of renewable energy, and the conservation of materials and resources. The LEED (Leadership in Energy and Environmental Design) standards and rating system are noted as one source for green building guidelines.

11. All buildings should have a full complement of operable windows

12. Developments within the East Rail Corridor should incorporate measures to improve water quality and encourage infiltration of stormwater run-off, to the extent feasible.

    a. Encourage new development and redevelopment projects to utilize small-scale on-site stormwater detention, rain gardens and similar techniques to promote infiltration and minimize runoff to storm sewers or adjacent properties.

    b. Encourage new development and redevelopment projects to utilize rooftop gardens, building terraces, green roof designs and other approaches, which integrate stormwater management functions into the building structure.

        In addition to reducing stormwater run-off, green roof design and rooftop gardens can reduce the amount of energy needed to cool buildings in the summer, help improve air quality and provide significant added amenity to building users. The City of Chicago has a green roof/rooftop garden program that has been quite successful. Additional information on roof gardens can be found in references such as, Roof Gardens: History, Design, and Construction, by Theodore Osmundson FASLA, W.W. Horton & Co., 1999.

13. Provide an effective method for implementation and continuing oversight of the design standards and guidelines recommended in the East Rail Corridor Plan.

    At present, few of the proposed design recommendations are reflected in City ordinances or other standards where their application to specific projects can be assured. While design recommendations in adopted City plans can and should be considered in the review of all development applications, such as conditional uses and planned developments, this process leaves considerable interpretive discretion to the reviewing bodies, and many developments are permitted uses that do not require formal review, in any case. The East Washington Avenue frontage is within Urban Design District No. 4, and more specific design standards could be developed for this District as part of the design study recently approved for a Dane County BUILD grant, and then applied through Urban Design Commission review. For the balance of the East Rail Corridor, other approaches could be considered, such as an expanded Urban Design District or implementation of the Commercial Preservation Area concept developed for the Downtown Historic Preservation Plan.

C. EMPLOYMENT AND BUSINESS DEVELOPMENT

GENERAL RECOMMENDATIONS

The East Rail Corridor has been an important business and employment location since early in the last century. The East Rail Corridor Plan builds upon this history and recommends that an enhanced major employment center be the predominant future use of lands within the planning area. About 91 acres, or 66 percent, of all lands within the East Rail Corridor planning area (excluding rights-of-way), are designated for future commercial and industrial development. The recommendation to enhance the East Rail Corridor as an employment center proposes parallel efforts both to support the growth and expansion of the many businesses currently present in the area, and to make the area more attractive to additional types of business development and new investment. In Phase One, the Advisory Committee identified the following general objectives for economic development:

1. Support the retention and expansion of existing businesses within the study area.

2. Maintain and enhance the diversity of business uses located within the study area by attracting and encouraging additional types of businesses.

3. Encourage development of businesses that will employ neighborhood residents and encourage "walking to work" from the surrounding neighborhoods.

4. Madison Gas & Electric should play a role in the economic development of the East Rail Corridor.

5. Maintain and enhance the infrastructure and utilities within the study area as one strategy for making the area more attractive as a business location.

6. Increase the intensity of use in the employment area by encouraging future uses and structures that will have greater lot coverage and building heights than are presently common in the area.

7. The City should assist property owners with redeveloping their properties, including providing incentives, where necessary.

EAST RAIL CORRIDOR ATTRIBUTES AND RECOMMENDED BUSINESS DEVELOPMENT STRATEGY

Historically, the East Rail Corridor has been a significant employment center, and as railroading and traditional manufacturing have become less predominant in the Corridor, other types of businesses have emerged. While some locations within the planning area appear less than fully utilized, the district is currently home to a wide variety of successful business enterprises providing more than 3,100 jobs. In order to enhance the

East Rail Corridor as a location for additional business investment and promote a broader range of employment, a strategy is needed that focuses on the many attributes of the location and on encouraging those businesses that both fit the location and provide benefits to the community and surrounding neighborhoods. Elements of this approach should emphasize the following points:

1. The East Rail Corridor, particularly along East Washington Avenue, can be seen as an extension of the downtown commercial core and is the only location available to accommodate a significant expansion of the downtown employment area.

   Current City and regional plans recommend creation of an additional 14,000 jobs in the Isthmus Area by 2020. While the defined Isthmus Area is relatively large, the downtown and near-downtown central area will need to accommodate much of the recommended employment growth if this objective is to be realized.

   The downtown commercial core is relatively small in area, and is bounded Lake Monona, the University campus and strong and revitalizing residential neighborhoods on most of its edge. In addition, available commercial development sites within this area are limited, and further constrained by the existence of historically significant structures and the Capitol view building height limitation.

   The East Rail Corridor is immediately adjacent to the downtown and provides a large area suitable for employment and business growth beginning only five blocks from the Capitol Square and connected to it by the important East Washington Avenue corridor.

2. The East Rail Corridor provides the urban character and proximity to residential neighborhoods, urban activities and cultural amenities that are attractive to the new, creative work force.

   This unique character is already present in the East Rail Corridor and surrounding neighborhoods, and should be preserved and enhanced as a key human and economic asset. The East Rail Corridor immediate neighborhood includes, for example, artist studios, workshops and galleries, many excellent restaurants, a wide variety of general and specialty shopping, entertainment venues including the Broom Street Theatre and live music clubs, and some of the region's best recreational amenities, such as the Yahara River Parkway and Lakes Monona and Mendota. The East Rail Corridor is also adjacent to Madison's Downtown and not far from the University campus and all the additional amenities and opportunities these offer.

3. Development within the East Rail Corridor should be integrated into the fabric of the neighborhood as a whole and seek to enhance the synergies with the Marquette Neighborhood and other surrounding neighborhoods.

   Although specific areas within the East Rail Corridor are identified as the primary locations for future employment and business growth, it is not intended that the employment district be considered as separate from the other parts of the Corridor or the surrounding neighborhoods, but rather that it respect the organic relationship with the neighborhoods and be a part of them. Neither is it intended that the East Rail

Corridor develop with general business uses that would compete with the existing Williamson Street business district as the center for neighborhood shopping, services, and entertainment. This is one reason that only limited retail uses primarily focused on serving employees of the district are recommended in the East Rail Corridor employment districts.

4. The East Rail Corridor should assume a diverse economic focus and encourage a wide range of traditional and new employment activities to contribute to a sustainable economy and a strong tax base. General characteristics of the types of businesses that should be emphasized include:

    a. Business with the potential to provide significant numbers of new jobs.

        In this sense, "office" types of employment may be particularly important because, compared to many other types of employment, they often take place in multi-story buildings at relatively high site densities.

    b. Businesses that offer opportunities for relatively high-paying, family supporting employment to neighborhood residents.

    c. Development and expansion of neighborhood-based businesses, including existing businesses and graduates from local business incubators.

5. Specific types of economic activity that business development initiatives should focus on include but are not limited to:

    a. Office-based employment, especially creative, knowledge-based enterprises.
    b. Facilities to support research and development.
    c. Light manufacturing and assembly.
    d. Media design, production and storage facilities.
    e. Studios and workshops for artists and artisans.
    f. Incubator facilities that provide space and services for start-up businesses.
    g. Post-incubator facilities that enterprises graduating from business incubators can move into and remain in the East Rail Corridor.
    h. Limited business and residential support businesses, such as restaurants, business and personal services, and convenience shopping.

        Retail sales and service businesses should be primarily focused on meeting the needs of employees and residents in the East Rail Corridor and adjacent neighborhoods. Independently owned businesses serving primarily local clientele should be emphasized as much as possible. Large format and destination retail stores serving community-wide markets are not recommended. It is not intended that this become a general retail-service location in competition with established neighborhood business districts.

        Neighborhood businesses are encouraged to take advantage of the bicycle paths, particularly the Isthmus Path, by orienting the business toward the path if located

adjacent to it or by providing informational signage directing path users to their establishment located nearby.

GENERAL DEVELOPMENT AND DESIGN STANDARDS

The Advisory Committee was also charged with recommending development and design standards for new development and redevelopment within the East Rail Corridor. While more-specific recommendations are made for defined locations within the planning area, the following general recommendations are provided for the employment area as a whole:

1. More-intensive uses and higher-density development should occur within the portions of the planning area closest to the downtown and along East Washington Avenue, with less-intensive development in the eastern and southern portions of the planning area closer to the Yahara River and more-traditional residential neighborhoods.

2. Encourage developments with relatively high floor area ratios, high building coverage on a lot, and buildings at least two stories in height.

   While multi-story buildings are suitable for many office and research-type businesses, other businesses, and particularly many types of manufacturing, assembly and distribution operations, typically utilize one-story buildings. Significant increases in development density will depend upon attracting those types of businesses that are most compatible with multi-story facilities, or those individual firms willing to adapt to new designs to gain the benefits of an East Rail Corridor location.

   The East Rail Corridor includes many existing businesses that are inherently one-story operations. Successful business retention will need to provide opportunities for existing businesses to expand within the Corridor, even though the expansion may result in development of a one-story building.

3. Encourage development of structured parking to reduce the amount of land required for surface parking lots.

   A significant amount of land within the East Rail Corridor is used for surface parking, and some of this land represents potential sites for new business development if alternatives to the current parking arrangements can be found--including structured parking, shared parking, and remote parking. (See additional discussion in the Transportation and Parking section.)

LOCATIONS FOR FUTURE COMMERCIAL AND INDUSTRIAL DEVELOPMENT

The East Rail Corridor planning area includes about 91 acres recommended primarily for commercial and industrial uses, and within this large planning area, several sub-areas are identified where different recommendations regarding future uses, proposed intensity of use and development standards can be made. While their boundaries are not precise, four relatively coherent areas can be defined within the portion of the East Rail Corridor recommended primarily for commercial and industrial development [See Map 2-3]:

- **East Washington Avenue Corridor**. The East Rail Corridor segment of this important arterial street and gateway to the City extends from Blair Street to the Yahara River, and includes both large existing uses and vacant sites with high potential for redevelopment.

- **East Main Street**. A local street on the "back side" of East Washington Avenue, East Main Street has potential to be redeveloped at a more pedestrian scale, and also provides an alternative to East Washington Avenue for traffic access and circulation to the northern portion of the planning area

- **MG&E Campus District**. The area located generally between Blair Street and Paterson Street is closest to downtown and includes extensive properties owned by Madison Gas & Electric Company, some of which are currently used for relatively low-intensity activities or surface parking.

- **East Wilson Street**. The south frontage of East Wilson Street west of Paterson Street is less appropriate for residential development due to its proximity to the coal-fired electric generating plant. These blocks could be developed for non-residential uses either as separate sites or as part of projects that would also front on Williamson Street.

The existing land uses, character and intensity of development, and development potential are different in these four areas, and different types of uses, intensity of development, development and design standards, and development approaches are recommended for each area.

East Washington Avenue Corridor

The East Washington Avenue Corridor is a primary entryway to the City of Madison and Madison's downtown from the east. Located close both to the current downtown government and commercial districts and to the East Isthmus residential neighborhoods, and with excellent exposure on the major gateway to the Capitol Square, the East Washington Avenue Corridor is a logical and attractive location for relatively intensive redevelopment as a future extension of the downtown core employment area.

Both sides of East Washington Avenue have redevelopment potential---in fact, the north side currently has a larger percentage of very low-intensity land uses than the south side. However, only the south side of the Avenue is included within the East Rail Corridor planning area, and the land use and design recommendations in this Plan apply only to the south frontage of the Avenue from Blair Street to the Yahara River. Between Blair Street and Ingersoll Street, the East Washington Avenue Corridor district includes the northern half of the blocks along the southern frontage of the Avenue, with the southern half of those blocks included in the East Main Street district. Between Ingersoll Street and the Yahara River, the entire employment area north of Railroad and East Main Streets is considered part of the East Washington Avenue Corridor district [See Map 2-4].

Although East Washington Avenue defines one edge of the East Rail Corridor planning area, the Advisory Committee considers it essential that planning for the north and south sides of this important transportation corridor be carefully coordinated. Recommended land uses and urban design standards for future development along both sides of East Washington Avenue should be well integrated and seek to enhance its function and image as a gateway to downtown, and as a linkage rather than a separation between neighborhoods. The City of Madison recently received a matching grant from the Dane County BUILD (Better Urban Infill Development) program to develop more detailed land use and design recommendations for both sides of the Avenue between Blair Street and First Street as a supplement to other past and current planning activities in the East Isthmus area. The East Washington Capitol Gateway Corridor BUILD project will provide an excellent opportunity both to refine the recommendations included in the East Rail Corridor Plan for the south side of the Avenue, as well as to develop complementary recommendations for the north side of the Avenue.

The Advisory Committee recommends that redevelopment within the East Washington Avenue Corridor be guided by the following recommended land uses, development and design standards, and implementation approaches:

Recommended Land Uses

1. Land uses along the south side of East Washington Avenue should primarily be office or industrial employment uses, with limited amounts of small-scale retail and service uses serving the employment district. In general, it is recommended that residential uses 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.

   Although this area is not generally recommended for retail or service uses, except limited uses primarily serving the employment district, future development of an entertainment spot such as a night club at a location along the south frontage of East Washington Avenue is considered an acceptable exception, due to the proximity to a major arterial street, the off-peak traffic characteristics of this type of use, and the potential to develop shared parking arrangements with daytime employment uses.

   a. The southern one-half of the block bounded by Dickinson Street, East Main Street, Thornton Avenue and East Washington Avenue is specifically recommended for mixed-use development, including residential development.

      Residential uses are also considered appropriate on this half block because of the proximity of the Yahara River Parkway, and the planned residential uses south of East Main Street. The northern one-half of this block is recommended for employment uses.

Recommended Development and Design Standards

1. 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.

   The western end of the East Washington Avenue corridor has the potential to develop with relatively high urban densities as an extension of the downtown commercial core, due to its proximity and the many other attributes of the location. Encouraging taller buildings and more intensive use at the western end of East Washington Avenue will provide opportunities for significant future employment growth in central Madison at one of the relatively few available locations.

   Relatively lower building heights along East Washington Avenue nearer the river are recommended to be more compatible with the smaller-scale uses that are expected to continue in the adjacent residential neighborhoods---including the planned Yahara River District within the East Rail Corridor planning area.

   Locating the tallest buildings on the higher elevations at the western end of the Avenue and lower buildings on the lower elevations 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).

2. Building coverage on East Washington Avenue 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. However, recommended building setbacks from the sidewalk and step backs of taller building elements may make this unnecessary. This issue can be considered as part of the Capitol Gateway Corridor BUILD project.

3. 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.

   As noted above, the City has received a matching grant from the Dane County BUILD program to develop detailed land use and urban design recommendations for the East Washington Avenue Corridor between Blair Street and First Street. This project will be an important step in implementing this recommendation.

4. Preliminary building standard recommendations for East Washington Avenue are provided below pending development of more-detailed design standards[1]:

   a. Between Blair Street and Ingersoll Street[1]:

      The maximum building height should be 8 stories.
      The minimum building height should be 3 stories.

      The maximum building height on the East Washington Avenue facade should be 4 stories, with a building step-back for additional stories.

   b. Between Ingersoll Street and the Yahara River[1]:

      The maximum building height should be 5 stories.
      The minimum building height should be 2 stories.

   c. 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.

      The amount of setback may depend on the height and mass of the building, the length and variety provided along the building facade, the placement of adjacent buildings, the width and treatment of the sidewalk and terrace, and other design factors.

5. 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.

East Main Street

East Main Street is a local street located one block south of East Washington Avenue and parallel to it. For purposes of these recommendations, the relevant segment of the street runs between Blair Street (the western boundary of the planning area) and Ingersoll Street where it terminates at the Madison Metro offices and maintenance complex [See Map 2-5].

[1] The building standard recommendations in this *East Rail Corridor Plan* were subsequently modified by the more-detailed recommendations in the *East Washington Avenue Capitol Gateway Corridor Plan*, adopted February 5, 2008. The *Capitol Gateway Corridor Plan* recommends maximum building heights along the south frontage of East Washington Avenue ranging from 12 stories between Blair Street and Brearly Street, to 8 stories between Brearly Street and Dickinson Street, and 6 or 4 stories between Dickinson Street and the Yahara River, with the potential for additional bonus stories. The *Plan* also recommends a minimum building façade height of 3 stories between Blair Street and the river. The recommended maximum heights are intended to establish an envelope for development, and properties and blocks are expected to have buildings with varying footprints and towers to provide a skyline with a series of buildings and open spaces. These recommendations are now codified in the standards and guidelines for Urban Design District No. 8, which was created to help implement the *East Washington Avenue Capitol Gateway Corridor Plan*.

While currently there are many surface parking lots and other relatively low-intensity uses along East Main Street, particularly between Blair Street and Paterson Street, the street has the potential to be redeveloped over time as more pedestrian-oriented "business street" that could provide an attractive setting for new employment as well as for support uses serving the employment district. Because of its width, large scale, and very high traffic volumes, East Washington Avenue is unlikely to become a particularly engaging pedestrian environment---although it could become a much more attractive "formal" entryway to the downtown. For similar reasons, East Washington Avenue has limitations as the primary access and circulation route serving the East Rail Corridor. Development of new appropriate urban uses along East Main Street and enhancements within the street right-of-way could create an attractive alternative to East Washington Avenue that would both provide additional high-quality business sites as well as an engaging dynamic focal point for street activity within the district.

The Advisory Committee recommends that development within the East Main Street district be guided by the following recommended land uses, development and design standards and implementation approaches. While the recommendation to develop as a pedestrian-oriented business street applies to East Main Street specifically, the general land uses and development and design standards recommended below also apply to the balance of the area west of Ingersoll Street between East Main Street and the existing railroad corridor and bicycle path.

Recommended Land Uses

1. The primary uses developed along East Main Street should be employment uses, including offices, light industrial enterprises, artists and artisans, business incubators and other employment uses compatible with the development objectives of the district.

2. East Main Street is a recommended location for mixed-use development, with retail and service business-support uses on the ground floor and office or other employment uses on the upper stories. It is intended that such support uses remain secondary, however, and that East Main Street not become characterized as primarily a retail or entertainment district.

Recommended Development and Design Standards

Building and design standards for East Main Street are intended to encourage the area to develop over time as a more pedestrian-oriented business environment that will provide amenity to the district as well as access and circulation. Recommended standards included in City plans can be used in the review of conditional use and planned unit development zoning applications for projects within the covered area. The following building and design standards are recommended as supportive of the goals for the East Main Street district.

1. The maximum building height should be 5 stories, and the minimum building height should be 2 stories.[2]

2. Compared to the East Washington Avenue corridor, buildings generally should have a smaller-scale, less massive, more pedestrian-friendly character. Block faces should be characterized by articulation, with multiple building facades and building entrances, rather than be dominated by very large, massive buildings and unbroken facades along an entire block.

3. Parking uses should be minimized along East Main Street in order to create a more-continuous building presence along the street and a more defined streetscape. To the extent feasible, parking should be located behind buildings and on the interior of the sites.

   > Because creating and maintaining attractive cross-streets within the East Rail Corridor planning area is also an important objective, it may be inevitable that parking lots or future parking structures be located at some locations along these planned "pedestrian-oriented" streets. Advance planning for shared structured parking facilities that can serve several business locations can place these necessary facilities in such a way that their potential negative effects on the aesthetics of the district or on pedestrian activities are minimized.

4. Special pedestrian-friendly streetscape enhancements, such as decorative lighting fixtures, planters, trees, benches and public art, should be provided along East Main Street and key cross streets leading to the district.

5. Small-scale courtyards or similar open gathering places for workers to eat lunch, relax, or take a break should be developed. Because public resources to maintain small parks are limited, these are most likely to be created as part of private developments for general public benefit.

MG&E Campus District

The MG&E Campus District identifies the large area between Blair Street and Paterson Street north of East Wilson Street where the majority of the properties are owned by Madison Gas & Electric Company and are currently used by them for a wide variety of activities, including headquarters offices, electricity generation and distribution, equipment storage and maintenance, and employee and business parking. The MG&E Campus District is an overlay within the East Main Street district created to reflect the predominant presence of Madison Gas & Electric Company in this portion of the area [See Map 2-5].

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[2] The preliminary building and design recommendations for the north frontage of East Main Street in this *East Rail Corridor Plan* were modified by the recommendations in the 2008 *East Washington Avenue Capitol Gateway Corridor Plan*, which recommend maximum building heights ranging from 12 stories between Blair Street and Livingston Street to from 4 to 8 stories between Livingston Street and the Yahara River. Although these maximums (which generally apply to the entire block rather than just the East Main Street frontage) are higher than those recommended in the *East Rail Corridor Plan*, building setbacks, stepbacks and other design requirements will maintain a pedestrian scale along the frontage. The East Main Street frontage is also included within Urban Design District No. 8, and is subject to the standards and guidelines in that ordinance.

The combination of concentrated ownership by a business committed to the enhancement and redevelopment of the East Rail Corridor as a major employment, residential and recreational area, and the presence of at least some current uses that are relatively low-intensity and low-value uses compared to the location's potential creates excellent opportunities to improve the physical and functional conditions in this area. Potential changes to the transportation infrastructure will provide additional reasons and opportunities for general upgrading of the area. Possible transportation changes that would affect this area include:

- Relocation of the railroad tracks to Railroad Street, which would result in new tracks crossing diagonally through this area from Railroad Street near Brearly Street back to the current alignment in the vicinity of Livingston Street.
- Potential closing of a portion of Livingston Street between East Main Street and East Wilson Street.
- Abandonment of the existing rail spur to the Mautz property.

Madison Gas & Electric is currently preparing a Campus Master Plan and Campus Enhancement Plan to help them realize the potential of their site. Possible elements of these plans that may be initiated within the relatively near term include:

- Enhance Blount Street as a main entry to MG&E offices and facilities, and as an important link across the East Rail Corridor.
- Develop Railroad Street as a pedestrian-friendly corridor and entry to the MG&E complex of buildings and facilities.
- Identify and improve the existing building stock that is to be retained.
- Provide adequate screening for the storage yards expected to remain for the foreseeable future.
- Identify East Main Street redevelopment opportunities--especially by looking for ways to fill some of the huge building gaps along the frontages.
- This could include development of additional structured parking, so that some of the existing surface parking lots could be redeveloped with higher-intensity uses.
- Future enhancements to other "entry points" to the MG&E Campus and the East Rail Corridor, such as corner sites on East Washington Avenue.

In addition to planning physical improvements within the Campus area, MG&E has made a continuing commitment to revitalization of the East Rail Corridor, including the following specific activities:

- Continue to develop and maintain planning information to support the objective of high-density development in the Corridor.
- Continue to explore opportunities for diversification within the MG&E Central Campus and analyze the feasibility of redevelopment of other MG&E-owned properties.
- The East Rail Corridor will be a focus of MG&E Economic Development Unit activities.
- MG&E will work cooperatively with the City and the private sector on a focused economic development initiative for the East Rail Corridor area.

The MG&E Campus is a key location for creating improved linkages between Downtown and the rest of the East Rail Corridor. These important linkages should be maintained and enhanced-as development and redevelopment occurs within the Campus area---and particularly along the primary East Main Street entryway to the Rail Corridor.

East Wilson Street

The East Wilson Street employment area comprises the three half-blocks along the south frontage between Blair Street and Paterson Street [See Map 2-6]. There is no roadway in the Wilson Street right-of-way fronting these three blocks and development on the north half of these blocks will front on the bike path open space corridor. To provide vehicle access to future development, the East Rail Corridor Plan supports the Williamson Street BUILD Committee recommendation that a new mid-block "urban lane" system be established to serve the 700, 800 and 900 blocks of East Wilson Street.

Recommended Land Uses

Because of its proximity to the MG&E coal-fired electrical generation plant, the railroad tracks (which will remain at this location even if tracks to the east are relocated north to Railroad Street) and the busy Blair Street intersection, these blocks are not recommended for residential development, but have the potential to provide sites for relatively high-intensity employment. Although the Williamson Street BUILD Committee identified housing as well as employment as potential uses on these blocks, the Advisory Committee considers non-residential development to be the most appropriate use.

Recommended Development and Design Standards

The recommended building and design standards for the East Wilson Street district are:

1. <u>Between Blair Street and Livingston Street</u> (600 and 700 blocks)

    a. The maximum building height should be 5 stories, with up to 7 stories allowed if structured or underground parking is provided. No building element shall exceed 85 feet in height.

        The Williamson Street BUILD Committee report recommends the same maximum building heights, but includes two additional criteria that can earn the bonus stories.

    b. The former McCormick Harvester warehouse building on Blount Street is recommended for preservation as a historic building and is not recommended as a potential redevelopment site.

2. Between Livingston Street and Paterson Street (800 block)

    a. The maximum building height should be 3 stories, with 4 stories allowed only if underground or structured parking is provided.[3]

    b. Building elements of more than three stories must be set back at least 45 feet from Williamson Street.

POTENTIAL NEAR-TERM REDEVELOPMENT SITES

Over time, many locations within the East Rail Corridor planning may become suitable sites for expansion, adaptive reuse or redevelopment with different uses and/or at greater development density, as business needs change and some firms leave the area and others move to the area. Several sites, however, have been identified as high potential locations for relatively near-term redevelopment – in some cases within the next one or two years.

- Mautz Paint Property. The former Mautz Paint factory and sales facilities on East Washington Avenue were closed after the locally based firm was sold to a national manufacturer and production was consolidated at another plant. The property has been acquired by an investment group that expects to redevelop it with as yet unspecified, but different uses. Although many of the paint manufacturing facilities will undoubtedly be replaced when the property is redeveloped, the Mautz property includes a fine five-story brick structure on East Washington Avenue that could become a centerpiece for a well-designed adaptive reuse development.

- Water Utility Properties. The Madison Water Utility currently has its administrative offices in a building it owns at 523 East Main Street, which is just outside the East Rail Corridor planning area at the southwest corner of the Blair Street intersection. The Water Utility also owns properties within the planning area at three corners of the intersection of Paterson Street and East Main Street. The Water Utility is planning to move their administrative offices and a few operations to a new location on Olin Avenue within about two years. When this move is completed, the office property at 523 East Main Street will become available for reuse or redevelopment. At this time, the Water Utility has no plans

[3] The recommendation in the *East Rail Corridor Plan* as adopted in April 2004 also included the provision that one or two additional bonus stories (to a maximum building height of 5 or 6 stories) may be allowed for projects which provided, in addition to underground or structured parking, either business incubator space or at least 20 percent affordable housing as defined in the City's draft inclusionary zoning ordinance (but not on the East Wilson Street frontage), or both. However, as part of the January 18, 2005 adoption of the *Design Guidelines & Criteria: Williamson Street 600-1100 Blocks*, the Common Council specified that on the south frontage of the 600-1100 blocks of East Wilson Street, the design guidelines in that document shall prevail, rather than the design standards in the *East Rail Corridor Plan*, when the design recommendations in the two documents differ. As a result of this action, the effective building height standard applicable to the 800 block of East Wilson Street is 3 stories, with a maximum of 4 stories allowed if underground or structured parking is provided.

to move additional operations from the East Rail Corridor, and expects to continue to use the three properties at Paterson and East Main Streets for the foreseeable future.

- Madison Gas & Electric Properties. In addition to their main office facilities and the electric generation plan and substation, MG& E also owns other properties within the East Rail Corridor planning area, some of which are used for relatively low-intensity activities. MG&E is currently planning for their future needs and facilities, and future plans may include redevelopment of selected portions of their ownership to higher uses---either for their own operations or as part of a more broadly-based "campus" with additional types of development. (See also additional discussion in the MG&E Campus District section, above.)

BUSINESS RETENTION AND DEVELOPMENT STRATEGIES

Retaining and supporting the existing businesses located within the East Rail Corridor and attracting additional business investment to the Corridor are high-priority goals of the East Rail Corridor plan. A coordinated, comprehensive strategy for business retention and attraction should be developed for the East Rail Corridor as a cooperative effort that includes the City of Madison Office of Business Assistance and Community and Economic Development Unit, local institutions such as Common Wealth Development Corporation, business organizations, and private firms. Commitment and increased attention to business retention and expansion efforts will also help relieve the apprehension that some businesses have expressed regarding the future of the East Rail Corridor as a business location. The business retention and development strategy should include the following elements:

1. The strategy should identify the types of business most likely to find the East Rail Corridor attractive as a business, and seek to enhance and market those attributes and work to reduce any disadvantages the Corridor has as a business location to the extent consistent with other plan objectives.

   The many successful businesses currently located in the Corridor provide a good place to start, since these establishments have determined that the attributes of the area work well for them as a business location.

2. Efforts to encourage new and expanding business uses of vacant and underutilized buildings and parcels in the East Rail Corridor should be a cooperative effort that includes local institutions such as Common Wealth Development Corporation and City of Madison Office of Business Assistance and Community and Economic Development staff.

3. Work with Common Wealth, the Marquette Neighborhood Association and adjacent neighborhood organizations to identify opportunities for expansion and creation of local businesses serving Isthmus neighborhoods and to recruit businesses that provide meaningful employment to Isthmus residents.

4. The City should actively work with the University of Wisconsin and Madison Area Technical College in developing and continuing employment training and employee development programs for both established and new businesses.

5. Development of additional facilities, which provide space and services to start-up businesses, is an attractive and effective way to encourage business development and new employment. Development of additional business incubator capacity should also consider the need for ancillary facilities, such as divisible warehouse space to meet the needs of smaller firms.

6. Development of post-incubator facilities for businesses graduating from business incubators so that they can remain and expand in the East Rail Corridor.

7. The City should assist businesses in their expansion plans, including cooperative planning for public utilities or other infrastructure improvements that may be needed to facilitate the expansion.

8. Work with developers and property owners on adaptive reuse and site redevelopment, especially on East Washington Avenue and East Main Street.

9. Maintain and improve where needed, the City's infrastructure in the area.

10. Work with East Rail Corridor property owners and businesses to address their parking concerns and other issues.

11. Consider the use of Tax Increment Financing and other City tools to encourage investment in the area at higher densities, especially for Transit-Oriented Development focused on potential commuter rail station(s).

12. Work with property owners and developers to evaluate and address potential "brownfield" redevelopment and environmental remediation needs and possible remediation approaches, including assistance in accessing brownfield grants.

    Because of its industrial history as a manufacturing district and major railroad yard and servicing area, there are significant environmental issues that need to be addressed as a part of redevelopment efforts within the East Rail Corridor. Numerous Leaking Underground Storage Tank (LUST) sites are present within the study area, as well as several brownfield sites, including the 3.3-acre parcel acquired by the Urban Open Space Foundation for the central park, the Water Utility complex at East Main Street, and other scattered sites throughout the corridor. As a consequence, environmental clean-up and assistance tools will be an important element of redevelopment efforts within the East Rail Corridor.

D. HOUSING AND RESIDENTIAL DEVELOPMENT

GENERAL RECOMMENDATIONS

Increasing housing opportunities for development of additional housing in the East Rail Corridor portion of neighborhood is an important planning objective. About 24 acres, or 17 percent, of the net land within the East Rail Corridor planning area is recommended primarily for residential development. In Phase One, the Advisory Committee established several additional objectives for housing development:

1. New housing developed within the East Rail Corridor should include a range of housing types, sizes, and rents or costs, designed to meet the needs of a wide variety of households, including families of different sizes and incomes.

2. New housing should be of a quality and character compatible with established neighborhood character.

3. Housing in areas recommended for residential uses should be developed within a density range of 25 to 60 units per acre. Specific recommended density will depend upon the location of the development within the planning area.

4. A minimum affordable housing target of 15 percent of the units should be established for all residential developments. Both owner-occupied and rental affordable housing must meet eligibility levels established for current City programs.

    a. Partnerships with existing or future neighborhood affordable housing efforts are encouraged.

        The recently developed Marquette Affordable Housing Plan specifies targets based on income distributions for the City of Madison and the Marquette Neighborhood, computed separately for rental and owner-occupied projects. [See Appendix H]

    b. A density bonus should be provided to developers of housing who make a commitment that 20 percent of the units will be affordable, as defined in the City of Madison's draft inclusionary zoning ordinance.

        Since the Phase One recommendations were made, a Marquette Affordable Housing Plan has been developed by the neighborhood, and several new citywide affordable housing initiatives are being considered. The East Rail Corridor Plan recommendations are not intended to preempt any of these efforts, and it is expected that any differences among these proposals will be reconciled.

    c. The City should develop a plan to assist developers in making the affordable housing possible as part of developments using Tax Increment Financing and other tools, including density bonuses.

5. Newly developed housing should provide a mix of both ownership and rental housing, and include co-ops and co-housing housing types.

6. Housing may be considered appropriate as part of mixed-use commercial developments in areas not specifically designated for residential uses, primarily as transitions near existing residential areas.

7. Limited amounts of some types of commercial uses may be appropriate as part of mixed-use developments in designated residential areas.

   Live-work units, artist's lofts and similar relatively low-impact, low-traffic non-residential uses are types of commercial activities that may fit well within essentially residential areas.

LOCATIONS FOR FUTURE HOUSING DEVELOPMENT

Three defined sub-areas within the East Rail Corridor are recommended primarily for future residential development [See Map 2-7]. For each of these defined housing development areas, the East Rail Corridor Plan recommends a density range and/or development standards and guidelines to ensure that future development fits with the established character of the neighborhood and the planned uses on adjacent lands. The three areas recommended for future housing development are:

- **Yahara River District**. A 9.4-acre area adjacent to the Yahara River where it is recommended that most existing non-residential uses be replaced over time by new, relatively high-density residential development.

- **East Wilson Street**. Three blocks along the south side of East Wilson Street between Paterson Street and Few Street where relatively higher density residential redevelopment is proposed to replace current non-residential uses.

- **Conservation District**. An area recommended as a Conservation District to preserve the scale and character of a coherent cluster of existing small-scale housing in the East Wilson Street/Schley Pass/Dewey Court area.

The existing uses, character, context and recommended intensity of future development are different in these three areas, and different development approaches and standards are recommended for each area.

Yahara River District

The proposed "Yahara River District" is a 9.4-acre area along the Yahara River bounded by Thornton Avenue, East Wilson Street, Dickinson Street and East Main Street [See Map 2-8]. Currently, virtually all of the existing uses within the area are non-residential, with the important exception of the Yahara River View apartments being developed by Common

Wealth Development. While it is not intended to force the relocation of any existing businesses, this area is recommended in several adopted City plans as a prime location for future residential development due to its excellent riverside location. Present plans for development of a large central park within the East Rail Corridor make this location even more attractive for housing.

In order to realize its residential potential, the Advisory Committee recommends that redevelopment within the Yahara River District be guided by the following recommended land uses, development and design standards, and implementation approaches:

Recommended Land Uses

1. The Yahara River District should be predominantly developed with residential uses, including rental and condominium units suitable for a wide variety of households.

2. While a limited amount of certain types of mixed-use development might be considered, such as live-work units, for example, purely commercial developments or mixed use developments with large commercial components, would not be consistent with the intent of the residential recommendation.

3. It is recommended that at least 15 percent of the units in all new residential developments be affordable housing units.

Recommended Development and Design Standards

1. Residential buildings in the Yahara River District may be up to 4 stories in height. The fourth story will be allowed only in projects that provide at least 20 percent affordable units as defined in the City's draft inclusionary zoning ordinance.

    a. It is not intended that large portions of an entire block be developed with a single, massive four-story building, or that box-like four-story buildings be developed side-by-side throughout the area, but rather that elements of buildings of that height be combined with lower building elements, courtyards or similar approaches to creating a more diverse, engaging neighborhood character and streetscape. The goal is to create buildings with a range of heights rather than create a monotonous, uniform facade. This is particularly important on properties along the Yahara River Parkway.

    b. It is suggested that building "step-backs" be used to create usable roof terraces---some with river views, perhaps. On properties adjacent to the Yahara River Parkway, the tallest building elements and greatest building mass should be located away from the riverside of the building.

2. Building lot coverage may be relatively high, as appropriate to an urban-density neighborhood. However building massing, heights, and facade articulation must create variety and interest in the area as viewed from the street or from adjacent parts of the neighborhood. In general, it is recommended that individual buildings have side yards and that zero-lot line buildings not be developed in the Yahara River District. Minimum building setbacks may be appropriate at certain locations, such as along Thornton Avenue adjacent to the Yahara River Parkway, for example---particularly in the case of taller buildings.

3. Buildings on properties adjacent to the Yahara River Parkway should face the Parkway and incorporate features such as terraces, verandas, porches, patios or other outdoor amenities to increase opportunities to enjoy the Parkway.

4. Street-level building facades should be well articulated and provide inviting building entrances and include substantial window openings. Interior parking facilities should not extend to the main street frontage.

5. Large residential buildings should have flat or low-rise hipped roofs that are consistent with the existing character of the area west of the river.

6. Parking should be at least partially enclosed to the extent feasible to minimize the area required for surface parking lots. Indoor bicycle parking should also be provided.

7. Parking areas, paved drive aisles, trash storage facilities and service loading areas for new developments should not be located on the side of development facing the Yahara River Parkway.

8. Zoning regulations for the Yahara River District should reflect the urban context of the area and establish lower minimum parking stall requirements.

   While minimum parking requirements were not changed, recent revisions to the Madison Zoning Code allow applications for a reduction in off-street parking requirements to be decided as administrative actions or reviewed and considered as Conditional Uses, depending on the amount of reduction requested. The new procedure provides for a review based on consideration of factors such as the parking characteristics of the proposed use or expansion, the availability of alternative parking--including on-street and public parking facilities, existing or potential shared parking arrangements, proximity to transit routes and bicycle paths, and neighborhood impacts.

9. Landscaping on properties adjacent to the Yahara River Parkway should complement and be consistent with the historic and nationally landmarked status of the Parkway.

   Landscapers are encouraged to work with the Friends of the Yahara River Parkway as a resource in planning landscaping on adjacent properties.

10. Rain gardens or other measures to encourage infiltration of stormwater run-off entering the Yahara River should be required in developments adjacent to the Yahara River Parkway.

East Wilson Street

The East Wilson Street residential district includes properties along the south side of the East Wilson Street right-of-way between Paterson Street and Few Street (the 900, 1000 and 1100 blocks), excluding a few parcels just west of Ingersoll Street and just west of Few Street, which are recommended for inclusion in the proposed Conservation District [See Map 2-9]. The current existing land uses in this area are primarily non-residential, and include both older and relatively recent buildings. Vacant parcels and low-intensity industrial uses, such as storage yards, are also included. The south frontage of these three blocks is on Williamson Street, and it is possible that some future developments in this area may have frontage on both streets.

There is no roadway in the Wilson Street right-of-way fronting the 900 block and the west half of the 1000 block, and uses here currently take access from the side streets. The East Rail Corridor Plan recommends that East Wilson Street right-of-way in the 900 block and western end of the 1000 block continue to be used only for the existing bicycle path and panhandle extensions of the proposed central park "square" centered on Brearly Street. Future development on the north half of these blocks will front on the open space and bike path. To provide vehicle access to future development in these blocks, the East Rail Corridor Plan supports the Williamson Street BUILD Committee recommendation that a new mid-block "urban lane" or alley way be established to serve the interior of the 700, 800 and 900 blocks of East Wilson Street from the cross-streets.

Recommended Land Uses

1. The recommended future land use on the south frontage of the 900 though 1100 blocks of East Wilson Street is relatively high-density residential development.

   Although currently largely non-residential, this area will become an attractive residential location when the recommended central park and bicycle path corridor enhancements are implemented and the railroad track is relocated to the north side of the park space. Because development along Wilson Street can take advantage of the "captured open space" from the adjacent planned park and will be buffered from the existing residential neighborhood by lower-rise development along Williamson Street, the Advisory Committee recommends that relatively high-density residential uses be developed here.

2. It is recommended that at least 15 percent of the units in all new residential developments be affordable housing units.

Recommended Development and Design Standards

The Advisory Committee supports the building height standards recommended by the Williamson Street BUILD Committee for the Williamson Street frontage of the 900 through 1100 blocks, but proposes a one-story higher maximum building limit on the Wilson Street frontage of these blocks than recommended by the BUILD Committee for developments that provide affordable housing. The ERCPAC believes that the lower buildings developed along Williamson Street will preserve the pedestrian-friendly scale along that street and provide a reasonable transition to potentially one-story taller buildings on the northern half of these blocks. Specific recommended standards for the East Wilson Street residential area include:

1. The maximum building height should be 3 stories, with up to 4 stories allowed only as a bonus for providing at least 20 percent affordable housing units as defined in the City's draft inclusionary zoning ordinance.[4]

2. Development on parcels adjacent to the Conservation District shall not have building elements exceeding 2 1/2 stories directly adjacent to the District. Building elements taller than this shall be set back at least 40 feet from the ground level facade closest to the Conservation District.

3. Building lot coverage may be relatively high, as appropriate to an urban-density neighborhood. However building massing, heights, and facade articulation must create variety and interest in the area as viewed from the street or from adjacent parts of the neighborhood.

4. Street-level building facades should be well articulated and provide inviting building entrances and include substantial window openings. Interior parking facilities should not extend to the main street frontage.

5. Buildings should have underground, interior, or structured parking to the extent feasible. Bicycle parking should be included.

6. Zoning regulations for the East Wilson Street district should reflect the urban context and establish lower minimum parking stall requirements.

   As noted above, recent changes to the Zoning Code should make it easier to approve reduced parking requirements when the potential impacts are determined to be reasonable.

[4] The recommendation in the *East Rail Corridor Plan* as adopted in April 2004 was to allow up to 5 stories as a bonus for providing affordable housing. However, as part of the January 18, 2005 adoption of the *Design Guidelines & Criteria: Williamson Street 600-1100 Blocks*, the Common Council specified that on the south frontage of the 600-1100 blocks of East Wilson Street, the design guidelines in that document shall prevail, rather than the design standards in the *East Rail Corridor Plan*, when the design recommendations in the two documents differ. As a result of this action, the effective building height standard applicable to the 900-1100 blocks of East Wilson Street is 3 stories, with a maximum of 4 stories allowed if affordable housing is provided.

East Wilson Street/Schley Pass/Dewey Court Conservation District

The East Rail Corridor Plan recognizes the existing cluster of relatively small-scale houses located generally along Schley Pass, Dewey Court and the south side of East Wilson Street as an important neighborhood asset---providing additional character, charm and housing choice to the community. In order to preserve and enhance this existing residential area, the following actions are recommended:

1. Create a Conservation District encompassing the existing small-scale housing located in the East Wilson Street/Schley Pass/Dewey Court area, including a few parcels west of Ingersoll Street which are not contiguous with the main portion of the proposed district but share the same essential characteristics [See Map 2-10].

    a. The Conservation District should be designed to preserve the residential use and the essential character, scale and identity of the area, rather than necessarily preserve the physical historical fabric, as a historic district designation might do, for example. [See Appendix I for additional information about conservation districts].

    b. There are a variety of approaches to creating and administering a Conservation District, as well as different objectives, selection criteria, standards and review procedures that could be established for the district. If this recommendation were accepted, a next step would be to draft an ordinance implementing the concept, including appropriate development and design standards.

    c. Due to increasing pressure on the remaining supply of affordable housing, it is recommended that the proposed Conservation District be established prior to creation of an East Rail Corridor Tax Increment Finance District or other actions that might encourage further price increases, parcel assembly or speculative investment in this area.

2. Provide necessary development standards to ensure that future redevelopment within three designated Transition Areas adjacent to the proposed Conservation District create an appropriate transition to the small-scale, fine-grained character of the District. Three Transition Areas have been identified [See Map 2-10]:

    Area A comprises several parcels located within the proposed Conservation District along the west frontage of Dickinson Street. These parcels are not currently in residential use and, therefore, lack the predominant "small-scale house" character of the District. It is recommended that these parcels eventually be redeveloped with residential uses which are sensitive to the scale and character of adjacent properties and provide an appropriate transition to the more intensive residential uses planned in adjacent districts.

Area B comprises several parcels located within the proposed Conservation District along the east frontage of Baldwin Street, between Railroad Street and East Wilson Street. Current development on these parcels includes several houses and other relatively smaller-scale uses not too dissimilar from the uses within the proposed Conservation District, as well as larger structures. The land on the opposite side of Baldwin Street is recommended for eventual open space use as part of the proposed Central Park. Area B is designated as a Transition Area primarily because the Baldwin Street corridor is identified in the Williamson Street BUILD I project report (Marquette Neighborhood Center Master Plan) as a potential location for relatively more-intensive mixed-use redevelopment as part of the gateway to the neighborhood. Depending on future more-detailed planning for the Baldwin Street frontage, recommended redevelopment within Area B may not necessarily be limited only to the small-scale residential uses typical in the Conservation District. Any future redevelopment within Area B should locate more of the building mass and height close to Baldwin Street and less toward the interior of the Conservation District, and also provide adequate rear yard and side yard setbacks as needed to buffer the smaller-scale uses within the District.

Area C comprises the parcel located adjacent to the west end of the main portion of the proposed Conservation District and also the parcels adjacent to the east and west of the small "free standing" portion of the proposed Conservation District west of Ingersoll Street, including the opposite parcels on the east side of Ingersoll Street. Any redevelopment on these parcels must be of a scale compatible with the adjacent Conservation District uses and provide front, side and rear yard setbacks as required to ensure that the adjacent uses are not dominated by the building's mass or height.

Recommended development and design standards for the East Wilson Street residential district also provide that development on parcels adjacent to the Conservation District shall not have building elements exceeding 2 1/2 stories directly adjacent to the district, and that building elements taller than this shall be set back at least 40 feet from the ground level facade closest to the District.

3. Rezone properties within the proposed Conservation District to residential zoning classifications that better reflect the current housing types and density of development in order to discourage unwanted land assembly and speculation.

   The need for downzoning might depend on the specific regulations established for the Conservation District. In the absence of alternative Conservation District protection, rezoning could help limit future developments to a scale and intensity more consist with the intended preservation objectives.

4. Maintain housing affordability through methods such as focusing City home improvement and first-time homebuyers programs and marketing toward the area and working with neighborhood lenders to expand programs to help finance necessary building improvements.

5. The City should work with the Marquette Neighborhood Association, Wilmar, Common Wealth and other neighborhood organizations to create and administer maintenance programs geared toward preserving the existing housing stock.

6. City infrastructure improvements and maintenance efforts should support and continue the existing fine-grained pattern of relatively narrow streets and sidewalks, street terraces and urban forest preservation and enhancement.

Other Residential Locations

In other recommended housing locations within the East Rail Corridor planning area, such as the north side of Williamson Street east of Dickinson Street, the current residential uses are generally expected to continue, with perhaps an occasional replacement infill project, and no specific development recommendations are made for these areas.

Housing developed as part of mixed-use projects in areas primarily recommended for employment and business development are expected to be consistent with the development and design guidelines established for those areas. It is also recommended that at least 15 percent of the units in mixed-use developments be affordable.

E. PARKS AND OPEN SPACES

Parks and open spaces are an important component of the land use recommendations for the future development of the East Rail Corridor. About 23 acres, or 17 percent, of the net land within the planning area is recommended for park and other open space uses. While their location between Lakes Mendota and Monona provides Madison's Isthmus neighborhoods with an outstanding physical setting, there are long-recognized deficiencies in the amount of parkland and types of recreational facilities available to serve these densely populated parts of the community. There are also opportunities to significantly enhance the linkages between open space features and between open spaces and other land uses. The East Rail Corridor Plan recommendations address both of these deficiencies. In Phase One, the Advisory Committee established the following general objectives for park and open space development within the East Rail Corridor planning area:

GENERAL RECOMMENDATIONS

1. New park and open space areas of appropriate urban scale and size should be established in the study area.

2. Park and open space uses must be accessible.

3. Open space uses should buffer industrial, and perhaps commercial, uses from residential uses.

4. The City should establish an open space plan and effort that would substantially address the existing Downtown/East Isthmus parkland deficiency of 30 to 40 acres.

    a. The effort should also recognize and seek to meet the need for parkland in the Downtown/East Isthmus area, including the additional need generated by the new residential development that is occurring, using the City guideline of one acre for each 60 units of new housing.

    b. Parkland fees-in-lieu and park development fees generated by Downtown/ Isthmus residential development should be directed to increasing available open space and improving park facilities within the Downtown/Isthmus area.

5. Many sources of funding also should be explored to acquire parkland and open space, not all of which needs to be City-owned open space.

    Establishing new partnerships for on-going maintenance of the East Rail Corridor parkland and open space is absolutely critical and should be explored and nourished. These partnerships should build on the successful pattern of other partnerships already demonstrated in proximate areas such as the Blair Street Gardens and the Friends of the Yahara River Parkway.

LOCATIONS FOR FUTURE OPEN SPACE DEVELOPMENT

The Advisory Committee recommends that acquisition and development of park and open space amenities in the East Rail Corridor planning area be focused on creating a concept of "linked urban squares." The following areas are identified as the priority locations for implementing this concept [See Map 2-11]:

Priority Urban Squares

- **Baldwin-Ingersoll Urban Square**. This large urban square comprises the entire two-block area between Baldwin Street and Ingersoll Street, from Railroad Street to East Wilson Street. The Urban Open Space Foundation currently owns the vacant portion of this area north of the existing railroad track.

- **Brearly Street Urban Square**. This smaller urban square is centered on the half-blocks of land fronting on both sides of Brearly Street between Railroad Street and East Wilson Street. Only the parcel east of Brearly Street is currently undeveloped.

  Brearly Street should be closed to vehicle traffic between Railroad Street and Wilson Street so that the street right-of-way can be enhanced and incorporated as part of the park development on both sides of the right-of-way.

  The Advisory Committee recommends that the City retain ownership of the street right-of-way, and that a pedestrian and bicycle connection across the park be maintained.

  Limited vehicular access should also be maintained as needed to serve existing businesses that take access from Brearly Street unless suitable alternatives are available.

  Park improvements within the Brearly Street right-of-way should be designed to accommodate vehicle access in the event of emergencies or other special situations.

- **Willy Street Park Connection**. This small open space square east of Brearly Street and south of the bicycle path corridor is recommended to connect the Brearly Street urban square with the existing Willy Street Park to the south on Williamson Street.

- **Bicycle Path Corridor**. It is recommended that the existing bicycle path corridor between Downtown and the Yahara River be widened by incorporating the current railroad right-of-way west of Ingersoll Street when this is made possible by the proposed northern re-alignment of the railroad tracks. This will provide

opportunities to greatly enhance this corridor with additional landscaping and other amenities. With the railroad track gone, this corridor may also be designed blend into the adjacent urban squares.

Other Pedestrian Bicycle Linkages

The Advisory Committee also recommends development of other enhanced pedestrian-bicycle-oriented connections between Baldwin Street and the Yahara River that would include substantial landscaping and other special amenities. These greenway linkages should be generally urban and linear in form and could include such features as decorative lightning fixtures, special treatment of paved areas, enhanced tree plantings, planters, and small sitting areas, for example. Three linkages are proposed, all of which follow existing transportation corridors:

- A link along the present bicycle-pedestrian path east of Dickinson Street that intersects the Yahara River at Williamson Street.

  This path might be re-configured in the future if the State-owned property in the proposed Yahara River District is redeveloped; and the site plan for any future redevelopment of the State-owned property should incorporate private green space through a setback to enhance the link.

- A link within the City-owned former railroad right-of-way east of Baldwin Street, between Baldwin Street and East Washington Avenue. Portions of this parcel are currently leased for parking.

- A boulevard along East Main Street between the rail corridor link (above) near Dickinson Street and the Yahara River Parkway. The boulevard link should contain a bicycle-pedestrian path that connects with the planned bicycle path along the Yahara River, which will also link to the north under the rebuilt East Washington Avenue Bridge.

  This connection to the Yahara River will be further enhanced by the planned removal of South Thornton Avenue recommended in the adopted Yahara River Parkway Plan, as will the connection along East Wilson Street.

Small Private Open Spaces

In addition to the primary park and open space areas identified above, small courtyards and other open spaces included as part of private developments within the East Rail Corridor should be designed as much as possible to link with planned public open spaces to create one interconnected system. This might be accomplished through the landscape design within the normal building setback areas so that these areas are coordinated with adjacent public open spaces. As more detailed plans for sub-areas within the East Rail Corridor are developed, specific locations for future small park space development should be identified. The design goal of creating small private open spaces should be incorporated into Planned Unit Developments (PUD) and other projects in the East Rail

Corridor, and considered as part of the City review and approval of development proposals within the Corridor.

CENTRAL PARK FUNCTIONS AND FEATURES

One of the charges to the Advisory Committee in Phase Two of the East Rail Corridor planning process was to address the configurations, features and functions of the recommended park and open spaces areas and the ownership and maintenance responsibilities for the park and open space areas. It is the recommendation of the Advisory Committee that several contiguous elements of the "linked urban squares" open space concept (collectively referred to as the "central park"), be planned and developed as a special type of area park. The proposed central park would include the large urban square proposed between Ingersoll Street and Baldwin Street, the somewhat smaller urban square centered on Brearly Street, the Willy Street Park Connection, and adjacent segments of the existing railroad right-of-way north of the bicycle path that may become available if the railroad tracks are relocated. As an area park, one primary function of the park is to help serve the recreational needs of the adjacent neighborhoods; but the proposed central park will also include special features and amenities that will attract users from throughout the Madison community.

The following specific recommendations are also made regarding the design and features of the central area park and development, maintenance and ownership responsibilities for the park:

1. The Advisory Committee generally supports the concept plan for park development currently being developed by the Urban Open Space Foundation, with the assistance of the planning and landscape architecture consulting firm of Jones & Jones. The Committee also recognizes that the details of this plan are not final, and that many years will be required to implement the plan. For this reason, the Committee considers it important to understand that the park development plan might be modified in the future for a variety of reasons.

2. The recommended plan for the central park specifically assumes that the existing railroad track along East Wilson Street will be relocated north to the Railroad Street right-of-way, and the East Rail Corridor Plan also recommends that the track be relocated. In the event that this relocation does not occur, substantial revisions to the park concept and development plan may be required.

3. Linkages between the central park and other land uses within the East Rail Corridor should be maximized by orienting employment and housing developments adjacent to the park toward the park to the extent feasible, and by providing attractive pedestrian and bicycle connections between the multiple uses within the Corridor.

4. The proposed central park is part of a larger linear open space that includes enhanced linkages to other open spaces and recreational opportunities both in the

surrounding neighborhoods and in the Madison community as a whole. These other open space linkages and bicycle-pedestrian pathway connections are critical to the central park's role as an area park.

PARK DEVELOPMENT RESPONSIBILITIES

The Committee appreciates that there is strong support for the concept of a large new park within the East Rail Corridor. This park is currently not included in the City of Madison Park and Open Space Plan, and may or may not address all the park needs as identified by the Madison Park Commission. Accordingly, the East Rail Corridor plan recognizes that implementation of the central park concept depends to a very large extent on continued leadership and support from the Urban Open Space Foundation. The Advisory Committee therefore:

1. Endorses and supports the commitment by the Urban Open Space Foundation to raise all of the funding needed for park acquisition and development, continuing operation, and long-term maintenance for the proposed central park as described above.

2. Expresses their preference that the central park eventually become a publicly-owned facility, subject to creation of a suitable means to provide continuing funding to support park operations and maintenance from private sources (such as an endowment fund, for example.)

3. Notes that any City financial support for the central park would necessarily reduce the City funding available for other long-standing park development projects.

4. Recommends that the City initiate planning and begin to include implementation funds in City budgets for the other elements of the linked urban squares park and open space system described in this East Rail Corridor Plan, including enhancements to the existing bicycle path corridor between Downtown and the Yahara River, the additional pedestrian-bicycle link within the former railroad right-of-way between Baldwin Street and East Washington Avenue, and the enhanced boulevard treatment for East Main Street between that right-of-way and the Yahara Parkway.

   Responsibility for implementing this recommendation will be shared by several City departments, and scheduling of the improvements will be partly dependent on the timing for implementing other elements of the proposed plan.

5. Recommends that the City continue to work on the feasibility studies and pursue solutions to the rail and other transportation issues, which affect future park development in the East Rail Corridor.

F. TRANSPORTATION AND PARKING

The East Rail Corridor contains multiple transportation facilities, including an active railroad line and several service spurs, important street connections providing local access and cross-isthmus connections and several primary bicycle routes, including both on-street and off-street facilities. Not surprisingly, consideration of transportation-related issues was an important component of the East Rail Corridor planning process. The Advisory Committee identified the following general objectives and priorities related to transportation facilities within the East Rail Corridor during Phase One:

GENERAL RECOMMENDATIONS

1. Plan the East Rail Corridor to accommodate the integrated system of freight, passenger, and commuter rail services that may be needed if the future potential for a significant expansion of railroad activities within the corridor is realized.

2. Maintain access to the rail corridor for future mass transit options.

3. Maintain and enhance linkages between the various transportation modes serving the East Rail Corridor planning area.

4. Maintain cross-Isthmus transportation access through the East Rail Corridor.

5. Maintain and increase bicycle-pedestrian linkages to jobs and recreation.

RAILROAD OPERATIONS AND TRACK REALIGNMENT

Although only a remnant of its former role as a major railroad facility, the existing railroad tracks within the East Rail Corridor planning area provide an essential link in the regional freight rail network, and have an even more important role in the future if inter-city passenger rail service returns to Madison, or if rail-based transit service is established as part of an enhanced regional system. The existence of active rail operations within and through the planning area provides both challenges and opportunities for future redevelopment, and the Advisory Committee recommendations seek to address both. The following recommendations are made regarding railroad operations and facilities within the East Rail Corridor planning area [See Map 2-12]:

1. The mainline railroad tracks should be relocated from their current alignment along East Wilson Street north to a new alignment within the Railroad Street right-of-way if this is determined to be technically and financially feasible.

   Although engineering and cost considerations must be carefully evaluated in determining whether relocation is feasible, there are several potential advantages from relocating the tracks to the northern alignment. These include eliminating the track that currently cuts diagonally through the planned eastern "square" of the proposed central park, and removing the railroad track as a potential barrier between the proposed park and planned residential areas to the east and south.

Establishment of a northern alignment for the railroad tracks should respect the operations and infrastructure of existing area businesses and should not require the removal of existing buildings.

The selected alignment must be able accommodate the tracks and other facilities that may be needed to serve potential multiple railroad uses, including freight, inter-city passenger, and rail transit service. Access to rail spurs serving local businesses must also be maintained.

2. In the event that the railroad tracks are relocated to the north, the existing southern railroad right-of-way between Livingston Street and Baldwin Street should be acquired as public open space to broaden the existing bicycle-pedestrian path corridor. As noted in the Park and Open Space recommendations, this wider green space corridor would provide an improved greenway linkage between Law Park and the Yahara River.

POTENTIAL COMMUTER RAIL STATION

The City of Madison, in partnership with other units of government and State agencies, is currently planning for the future development of enhanced high-capacity transit service in the region. The "locally preferred alternative" recommended in the Transport 2020 transportation alternatives analysis Final Report is a comprehensive system that would include rail transit service operating on railroad tracks in the existing rail corridors, with the Start-Up System operating between East Towne and Greenway Center in Middleton. There are many steps remaining before this recommended system can become a reality, and it is far from certain at this time that it will. If commuter rail service is established through the Isthmus, at least one station will be located within the East Rail Corridor and would provide important additional benefits to the area as a location for business, residential and recreational activities.

1. If rail transit service is established through the East Rail Corridor, a station should be located near Baldwin Street. The current concept plan for development of the central park proposes a rail station in the northeast corner of the park, just west of Baldwin Street [See Map 2-12].

   While other locations are possible, a station at Baldwin Street would be located where the railroad track branches north and east, and thus where transfers could occur if rail service was later extended to the Dane County Airport, as recommended in the Transport 2020 Full System Vision. Baldwin Street is also the primary cross-Isthmus street connection and intersects an existing and planned commercial node on Williamson Street.

2. New relatively high-density transit-oriented mixed-use development should be promoted on sites in close proximity to the proposed station in order to take full advantage of the potential created by access to commuter rail service. These also include sites north and south along Baldwin Street toward East Washington Avenue and Williamson Street, for example.

PUBLIC STREET ACCESS AND CIRCULATION

Maintaining good access and circulation to, through, and within the East Rail Corridor is a high-priority transportation objective, and the East Rail Corridor Plan recommends that this be achieved by focusing on the most important streets and ensuring that they are improved and enhanced as needed to serve neighborhood and community access and circulation needs. The Plan also identifies segments of several less-important Isthmus cross-streets where the potential benefits of closing a segment of the street to motor vehicle traffic appear to outweigh any potential disadvantages [See Map 2-13]. Public street access and circulation recommendations include:

1. **Cross-Street Enhancements**. Maintain and enhance the primary cross-Isthmus traffic routes through the East Rail Corridor: Blair, Blount, Paterson, Ingersoll and Baldwin Streets, as attractive and functional corridors serving multiple motor vehicle, pedestrian and bicycle transportation needs.

   These key streets each connect with the local street network in the Marquette Neighborhood south of Williamson Street as well as with local streets in the Old Market Place and Tenney-Lapham neighborhoods north of East Washington Avenue, and all except Blount Street have a signalized intersection at both Williamson Street and East Washington Avenue. These five streets presently carry the vast majority of the north-south vehicular traffic through the planning area. With through traffic maintained on these streets, other north-south streets may reasonably be considered for redesign or partial closure, as recommended below.

   Enhancements could include general street and sidewalk reconstruction as required, special paving and crosswalk treatment, terrace improvements, including street trees and other plantings, more attractive street lighting, and public art or other special features at key locations.

2. **East Main Street Enhancements**. Special pedestrian-friendly streetscape enhancements, such as decorative lighting fixtures, planters, trees, benches and public art, should be provided along East Main Street. This treatment should extend through the Main Street/Blair Street intersection to help provide a pedestrian-friendly connection to the Capitol Square.

   As described in the Employment and Business Development section of this plan, it is recommended that East Main Street be encouraged to develop over time as a more pedestrian-oriented business environment that will provide amenity to the employment district as well as access and circulation.

3. **Selected Street Segment Closings**. It is recommended that segments of three streets within the East Rail Corridor planning area be closed to motor vehicle traffic because the potential land use and transportation benefits from closure appear to outweigh any potential disadvantages. These street segments are:

   a. Brearly Street. Closing the segment of Brearly Street between Railroad Street and East Wilson Street to vehicle traffic would allow most of the street right-

of-way to be reclaimed and integrated with the planned open space uses to be developed on both sides of Brearly Street as part of the proposed central park.[5]

As noted above in the Park and Open Space recommendations, this right-of way should remain in public ownership, and bicycle and pedestrian pathways should be maintained across the park. In addition, the design of any enhancements within the right-of-way should allow emergency vehicle access into and across the park. Finally, delivery access to businesses currently served by this street segment must be maintained unless a suitable alternative is provided.

b. Livingston Street. If the mainline railroad tracks are relocated from their current location along East Wilson Street to a northern alignment within the Railroad Street right-of-way, consideration should be given to closing the segment of Livingston Street between East Main Street and East Wilson Street. A functional alley must be in place to provide alternative access to existing and future uses now served from Livingston Street before that street is closed.[6]

The mid-block alley will provide other options to drivers who now often exit northward on Livingston Street rather than going south toward Williamson Street where there is no traffic signal at the intersection.

If the railroad tracks are realigned to the north, west of Brearly Street the route will need to cut diagonally southwest to return to the current alignment. This route would bisect the large block between Paterson and Livingston owned by Madison Gas & Electric, but partial closure of Livingston Street would recreate the opportunity to develop a future MG&E "campus" on a contiguous site that would also include their properties to the west.

In the event that the relocated tracks are designed to also accommodate trains running at relatively higher speeds, such as inter-city passenger rail service, the curved segment of track crossing Livingston Street would need to be super-elevated (banked), with the outer rail higher than the inner rail. This would create a bump in the street at the grade crossing since the roadway would need to reflect the tilt in the rail tracks. Closing Livingston Street at this point would eliminate this design constraint.

In the event that the frequency of rail service through the corridor increases significantly (which will be the case if rail transit service is initiated, for example), eliminating a few lightly used grade crossings has some safety

[5] The *Final Report of the Central Park Design and Implementation Task Force*, accepted April 20, 2010, recommended a substantially revised plan for Central Park, compared to the plan under consideration at the time the *East Rail Corridor Plan* was prepared. The revised plan assumes the mainline railroad track will not be relocated to the north, and does not include proposed park improvements west of Brearly Street. As a consequence of these changes, it is no longer recommended that Brearly be closed to motor vehicles, since this access for all modes of travel is important to the current park design.

[6] As noted in Footnote 5, it is no longer anticipated that the mainline railroad track will be relocated in the foreseeable future, and, therefore, there is no reason to consider closing Livingston Street at this time.

benefits---although continued use of the street for bicycle and pedestrian access would reduce some of the potential advantage.

c. Thornton Avenue. Current City plans already recommend closing several segments of Thornton Avenue, including the segment between East Washington Avenue and East Wilson Street within the East Rail Corridor planning area. The Advisory Committee supports this recommendation, which will greatly enhance not only the Yahara River Parkway recreational corridor but also the attractiveness of the proposed River District as a residential development location.

4. **Wilson Street Mid-Block "Urban Lanes"**. The City is encouraged to officially map a mid-block system of "urban lanes" (or alley ways) along the south side of the parcels facing the 700, 800, and 900 blocks of East Wilson Street for use as a public thoroughfare to provide future access to developments on these blocks. [See Map 2-13].

   If there are other effective methods for ensuring that this interior access can be provided in a coordinated fashion to all properties on the block at the time it is needed, these may be considered as alternative implementation approaches.

5. **Additional Street Connections.** While no specific alignments are recommended at this time, providing additional street connections within the large blocks just west of Thornton Avenue would provide improved access and circulation within this proposed future residential area.

PEDESTRIAN AND BICYCLE CONNECTIONS

As described above in the Park and Open Space and Street Access and Circulation sections, maintaining and enhancing pedestrian and bicycle connections through and within the East Rail Corridor is an important objective. Key recommendations to advance this objective include [See Map 2-13]:

1. Enhancements to the existing bicycle path corridor parallel to East Wilson Street as a major "green" connection between the downtown area and the Yahara River, including widening the corridor to include the current railroad right-of-way if the tracks are relocated to the north.

   Where additional City-owned right-of-way is available, some of these enhancements could begin now.

2. Redesign of the Isthmus Bike Path intersection with Blair Street to provide a safer and more intuitive connection to East Wilson Street west of Blair Street.

3. Maintain the Isthmus Bike Path in its current configuration from Ingersoll Street to Dickinson Street as an in-street bicycle facility on Wilson Street.

4. Development of an enhanced pedestrian-bicycle connection between the proposed central park and the Yahara River via the City-owned former railroad right-of-way between Baldwin Street and East Washington Avenue.
5. Development of a boulevard along East Main Street between the rail corridor link near Dickinson Street and the Yahara River Parkway.

   Because Thornton Avenue will be closed, East Main Street may provide the only access to properties along this block. Street parking may also be important to business or residential uses on these blocks. If there is not sufficient right-of-way to accommodate all intended functions within a boulevard street, alternative approaches to enhancing this street segment as a pedestrian and bicycle connection should be considered.

6. Support for the planned bicycle path along the Yahara River Parkway, including an underpass beneath the new East Washington Avenue bridge and the vacation of the segment of Thornton Avenue between East Washington Avenue and East Wilson Street.

7. Requiring that pedestrian and bicycle path connections and routes associated with public improvement or development projects along the Yahara River Parkway are compatible with the paths in the Yahara River Parkway Master Plan.

   For example, project plans need to carefully design how the sidewalks and bicycle paths from the cross streets will connect and merge with paths within the Parkway.

8. Maintaining a pedestrian and bicycle pathway within the Brearly Street right-of-way in the event that a segment of this street is closed to other vehicular traffic to allow development of most of the right-of-way as open space.

9. Improving the bicycle facilities on the designated Baldwin Street bicycle route.

   Rough railroad track crossings and transitions at street intersections have been identified as particular problems by bicyclists who use the Baldwin Street route.

10. Future development of East Main Street to be a more engaging, pedestrian-friendly environment serving the employment district and the neighborhood.

11. Enhance the Main Street/Blair Street intersection to facilitate crossing Blair Street and create a pedestrian and bicycle-friendly connection between the East Rail Corridor and Capitol Square

12. General support for pedestrian and bicycle-friendly street design throughout the planning area.

13. Encourage linkages between pedestrian/bicycle paths and adjacent land uses and activities with signage, connecting pathways and sidewalks, and bicycle racks.

Particular emphasis should be placed on encouraging access to neighborhood businesses from the Isthmus Bike Path and to residential properties from the Yahara River Parkway Path.

PARKING

A significant amount of land within the portion of the East Rail Corridor planning area recommended for additional commercial/industrial development is presently used for surface parking lots and storage of motor vehicles. There are about 3,100 persons currently employed within the planning area, and many of these employees drive to work either occasionally or all of the time. Available on-street parking is also heavily utilized. While the extensive areas currently used for vehicle parking represent potential sites for new development, it is recognized that increased employment and business activity in the East Rail Corridor will also increase the demand for additional parking. This will be the case even if many employees choose to use transit or walk or bike to work from the surrounding neighborhoods. The continued need for parking to meet both current and future demand will effectively remove many current-parking areas from consideration as redevelopment sites unless alternative-parking arrangements can be provided.

In order to make more of the land within the Employment District available as building sites for future more-intensive development, while also meeting the anticipated need for additional parking to support current and proposed business growth, the Advisory Committee recommends that the City develop and begin to implement a long-term strategy and program to support the shift in land use from surface parking to more intense uses. Elements of the recommended strategy include:

1. Encourage the use of structured parking facilities rather than surface lots to accommodate at least a portion of the parking needs of new commercial and industrial developments.

2. Encourage the use of shared parking facilities.

3. The City Parking Utility should plan for future development of public parking structures in the area to reduce the need for business surface lots as a major land use, without a net loss of parking.

   The Utility could begin by identifying and acquiring sites for future facilities now while the land is still relatively less expensive than it may be in the future when the area begins to redevelop more rapidly. These sites could be used as surface lots in the interim until sufficient demand exists to support the financing for a parking ramp.

4. Consider establishing a parking overlay zoning district. Parking overlay zoning districts establish parking regulations based on geographic areas rather than the site-specific general zoning code requirements, and such a district could provide reduced parking requirements in the area for employers and owners and tenants who participate in the parking district through use of structured parking and/or

participation in a District Transportation Demand Management (TDM) Plan, for example.

5. On-street parking opportunities should be maintained on most streets within the planning area. If needed to manage street parking usage and availability as demand increases, parking meters should be considered on high-demand street segments.

6. Street parking may provide much of the parking needed by users of the proposed central park, since no parking on-site parking is currently included in the draft park development concept plan.

   The potential for shared use of business parking facilities located near the park should be explored as one way to provide additional parking supply for park activities and events scheduled at times when business parking demand is low.

7. Consider creation of residential parking districts if these become necessary to prevent spillover business parking into residential areas.

8. Encourage parking facility design that conceals and enhances parking structures and other facilities through landscaping, public art, and creative building design.

9. Minimize stormwater run-off from surface parking through landscape buffers and commercial rain gardens.

G. PLAN IMPLEMENTATION AND RECOMMENDED NEXT STEPS

The East Rail Corridor Plan is a long-term plan, but there is significant activity in the East Rail Corridor and the process of revitalization and renewal is already underway. Signs of this process of renewal include, for example, the development activity along Williamson Street, the new Commonwealth Development housing project near the Yahara River, the Urban Open Space proposal to create a large central park in the East Rail Corridor and their commitment to implement this vision, and the potential redevelopment of the former Mautz Paint property and several other commercial-industrial properties whose former uses are changing. This section of the East Rail Corridor Plan report recommends the next steps in implementing the Plan---the near-term activities and actions that will build on this process and keep it moving forward, and which also represent essential steps in reaching the Plan's longer-term goals.

GENERAL PLANNING

1. Adopt the East Rail Corridor Plan as a supplement to the City of Madison Land Use Plan and the Marquette-Schenk Atwood Neighborhood Plan to be used to guide future land use and development within the East Rail Corridor planning area.

   The land uses, densities, and basic development and design standards recommended in the East Rail Corridor Plan should be used in the review of all projects proposed within the planning area.

2. Amend the Madison Land Use Plan Map to reflect the basic land use and density recommendations of the East Rail Corridor Plan as closely as permitted by the current structure of the Land Use Plan Map.

3. Incorporate the recommendations of the East Rail Corridor Plan into the new City of Madison Comprehensive Plan, as appropriate to the scale, content, and character of recommendations that will be used in that plan.

   The recommendations of the new Comprehensive Plan will continue to be supplemented with more-detailed recommendations provided in adopted neighborhood plans and other small-area plans.

4. Future Planning Efforts/Refinements of the Plan: Implementation of the plan will occur over a 50 year period and at times that may be difficult to predict. For this reason, and because the plan's elements implicate a wide variety of interest groups and processes, future planning efforts which refine the East Rail Corridor general plan will take on different formats and will come into being as they are needed. It is important that interest groups most affected by any projected change play a significant role in relevant planning efforts. In all future planning efforts, it will also be important that those representing local neighborhood groups assume central roles. These groups include, but are not limited to, the Marquette Neighborhood Association, Common Wealth, Greater Williamson Area Business Association,

property and business owners in the East Rail Corridor, employees of district workplaces, the East Isthmus Neighborhood Planning Council, and representatives of adjacent neighborhood associations.

EMPLOYMENT AND BUSINESS DEVELOPMENT

1. Develop a coordinated, comprehensive strategy for business retention and attraction in the East Rail Corridor.

   This should be a cooperative effort that includes the Office of Business Assistance and Community and Economic Development Unit of the Department of Planning and Development, local institutions such as Common Wealth Development Corporation, Greater Williamson Area Business Association, Marquette Neighborhood Association, Downtown Madison, Inc., adjacent neighborhood associations, and private sector businesses, such as Madison Gas & Electric Company.

2. Conduct a detailed design study of the properties along both sides of East Washington Avenue and prepare detailed building and site design standards and guidelines for all future development fronting the Avenue between Blair Street and First Street.

   The City of Madison recently received a matching grant from the Dane County BUILD (Better Urban Infill Development) program to develop more-detailed land use and design recommendations for both sides of East Washington Avenue between Blair and First Streets. The East Washington Capitol Gateway Corridor project will provide an excellent opportunity to implement this recommendation.

   a. East Washington Avenue businesses and property owners and other neighborhood and community groups should be major participants in this study.

   b. The study should focus on defining design objectives and identifying specific design characteristics that can form the basis for a coordinated approach to guiding the design of future development along this important corridor to enhance its attractiveness and strengthen its role as a major gateway to the Downtown and Capitol Square area.

   c. The design standards and guidelines should include basic massing and bulk standards that would be formally adopted as an ordinance to ensure consistency with broad essential design parameters. Other design criteria should be adopted by resolution to provide for more-flexible implementation with a wider range of choices.

3. Consider creation of one or more Tax Increment Finance Districts as a tool to assist in encouraging significant business and employment growth in the East Rail Corridor.

   a. If East Washington Avenue is included in the TIF District, the District(s) should encompass both frontages of the Avenue.

b. TIF finances should be used first to provide infrastructure and streetscape improvements within the public right-of-way that would make the area more attractive to business investment and facilitate business expansion.

c. TIF finances should be used to assist in the preparation of detailed design standards and guidelines for East Washington Avenue and other areas within the East Rail Corridor.

4. The City, through the Office of Business Assistance, should actively work with the University of Wisconsin, Madison Area Technical College, and area employers to develop employment training and job development programs for both established and new businesses.

HOUSING AND RESIDENTIAL DEVELOPMENT

1. Develop the ordinances and programs needed to establish the recommended East Wilson Street/Schley Pass/Dewey Court Conservation District, and initiate the creation of a conservation district at that location.

   a. City staff, in cooperation with affected neighborhood residents and property owners should investigate Conservation District approaches and develop an implementation plan for creation of the District.

   b. The Conservation District should be established prior to creation of an East Rail Corridor Tax Increment Finance District.

2. Rezone the proposed Conservation District to residential zoning districts that better-reflect the current housing types and density of development.

3. The City should develop a plan to assist developers in making affordable housing possible as part of new developments, such as using zoning, land use or financial tools to preserve affordability.

4. Rezone properties recommended primarily for residential development to residential zoning districts, which provide density and development standard regulations most consistent with the recommendations of the East Rail Corridor Plan.

   In the case of properties currently used for non-residential activities, rezoning to a residential zoning district may be deferred until the alternative housing use is proposed, in order to encourage existing established businesses to remain and prosper during a potentially long transition period.

5. Focus City home improvement and first-time homebuyers programs and marketing toward the East Rail Corridor.

PARKS AND OPEN SPACES

1. The City should support and cooperate with private partnership efforts to establish the large central park recommended in this Plan.

2. The City should complete in a timely manner, the detailed feasibility studies and other activities needed to determine if it is possible to relocate the existing mainline railroad tracks running along East Wilson Street north to a new alignment within the Railroad Street right-of-way as recommended in this Plan. If it is possible, the City should proceed with the next steps in getting the tracks moved.

   The current concept plan for development of the central park assumes that the railroad track will be relocated, and until the track is moved only limited park development is expected to occur---particularly in the easternmost "Baldwin-Ingersoll Urban Square" portion of the park.

3. The City should establish a schedule for preparing detailed plans for extending and providing additional enhancements to the pedestrian and bicycle corridors between Downtown and the Yahara River recommended in this Plan, and budget funds for the recommended extensions and improvements.

   a. The City should focus first on improving segments of the linked bikeway and walkway system that would not be affected by the proposed relocation of the railroad tracks. These segments include improvements to the existing bicycle pathway east of Baldwin Street to the Yahara River, development of an additional pathway adjacent to the existing railroad right-of-way between Baldwin Street and East Washington Avenue, and improvements already planned within the Yahara River Parkway.

   b. Park and park development fees from Isthmus housing developments could be used to fund improvements to some of the bicycle and pedestrian links connecting other Isthmus area open space amenities---both existing and planned.

4. Support current City plans to include bicycle trails and pedestrian walkways along the Yahara River beneath East Washington Avenue when the East Washington Avenue bridge is reconstructed.

5. The City should continue to contribute staff time for planning, engineering, assessment, and remediation work in the East Rail Corridor.

TRANSPORTATION AND PARKING

1. The City should complete the detailed feasibility studies and other activities needed to determine if it is possible to relocate the existing mainline railroad tracks running along East Wilson Street north to a new alignment within the Railroad Street right-of-way as recommended in this Plan. If it is possible, the City should proceed with the next steps in getting the tracks moved.

The site survey of properties along the proposed realignment corridor has recently been completed. Next steps include a more-detailed evaluation of the feasibility, estimated costs and potential impacts of relocating the tracks, and in-depth discussion of relocation issues with the affected railroads.

2. The City should prepare detailed plans and budget for future improvements to improve and enhance the cross-Isthmus streets that also serve as entryways to the interior portion of the East Rail Corridor: Blair, Blount, Paterson, Ingersoll, and Baldwin.

   Enhancements within the public right-of-way could include general street and sidewalk reconstruction, special paving and crosswalk treatment, terrace improvements including street trees and other plantings, more attractive street lighting, and public art or other special features at key locations, such as where pedestrian-bicycle corridors intersect with public streets. Baldwin Street is a designated bicycle route and enhancements to this street might include bicycle lanes or other specialized bicycle facilities.

3. Develop a long-term schedule for public improvements that will enhance East Main Street and encourage its development as a more engaging pedestrian-oriented street.

   Possibilities are similar to those listed above for the cross-streets, but with additional emphasis on amenities that will also enhance the street as an informal gathering place and location for supporting uses serving the employment district, such as benches or other street furniture, and coordination with small open spaces or other amenities provided on adjacent private properties.

4. Coordinate detailed planning and scheduling for the future closing of segments of Brearly Street and Livingston Street to vehicular traffic with planning and scheduling for the related activities that the closings are intended to accommodate.

   Two future activities whose schedules will particularly affect the timing of the recommended street segment closings are the proposed relocation of the railroad tracks (Livingston Street) and development of the westernmost “Brearly Urban Square” portion of the proposed central park (Brearly Street).

5. The City should initiate steps to place on the Official Map the mid-block “urban lanes” or alleys recommended to provide future access to developments along the south side of the 700, 800, and 900 blocks of East Wilson Street.

   If there are other effective methods for ensuring that this interior access can be provided in a coordinated fashion to all properties on the block at the time it is needed, these may be considered as alternative implementation approach.

6. The City should establish a schedule for preparing detailed plans for extending and providing additional enhancements to the pedestrian and bicycle corridors between Downtown and the Yahara River recommended in this Plan, and budget funds for the recommended extensions and improvements.

a. The City should focus first on improving segments of the linked bikeway and walkway system that would not be affected by the proposed relocation of the railroad track. These segments include improvements to the existing bicycle pathway east of Baldwin Street to the Yahara River, development of an additional pathway adjacent to the existing railroad right-of-way between Baldwin Street and East Washington Avenue, and improvements already planned within the Yahara River Parkway.

7. The Madison Parking Utility should identify and begin to acquire one or more sites at suitable locations for future development of public parking structures.

    a. These sites may be temporarily leased for other uses and/or operated as surface parking lots until there is sufficient parking demand to support development of a ramp. At the time that plans for the parking structure are prepared, consideration should also be given to mixed-use development with parking as one component.

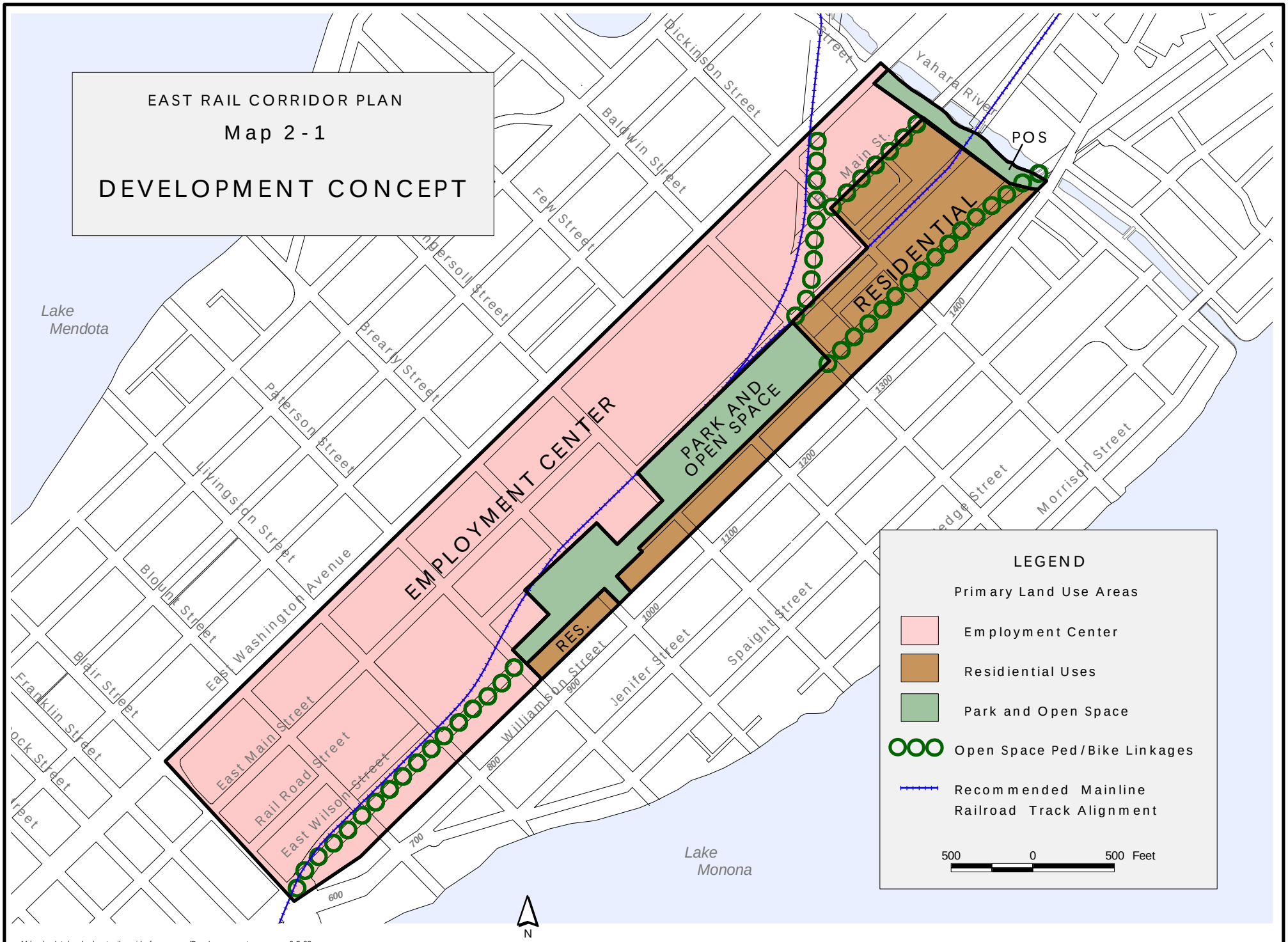
8. Review and revise City parking regulations and identify alternative approaches to meeting parking and transportation demand that would reduce the amount of on-site parking required for business and residential uses.

    a. Establish parking standards and review criteria in the Zoning Code that will encourage maximum use of shared parking facilities to meet parking needs of several different enterprises or uses---including off-site parking facilities specifically developed for this purpose.

    b. The City should explore the feasibility of establishing a district-wide Transportation Demand Management Plan that would allow coordinated consideration of the transportation and parking needs of all the users of the district in designing transportation alternatives, determining individual and collective parking requirements, allocating available parking supply.

PART II
EAST RAIL CORRIDOR PLAN and RECOMMENDATIONS

LIST OF MAPS


EAST RAIL CORRIDOR PLAN
Map 2-1
DEVELOPMENT CONCEPT
EMPLOYMENT CENTER
PARK AND OPEN SPACE
RESIDENTIAL
RES.
POS
Lake Mendota
Lake Monona
Dickinson Street
Baldwin Street
Few Street
Ingersoll Street
Brearly Street
Patterson Street
Livingston Street
Blount Street
East Washington Avenue
Blair Street
Franklin Street
East Main Street
Rail Road Street
East Wilson Street
Williamson Street
Jenifer Street
Spaight Street
Morrison Street
Yahara River
Main St.
1400
1300
1200
1100
1000
900
800
700
600
LEGEND
Primary Land Use Areas
Employment Center
Residiential Uses
Park and Open Space
Open Space Ped/Bike Linkages
Recommended Mainline Railroad Track Alignment
500 0 500 Feet
N
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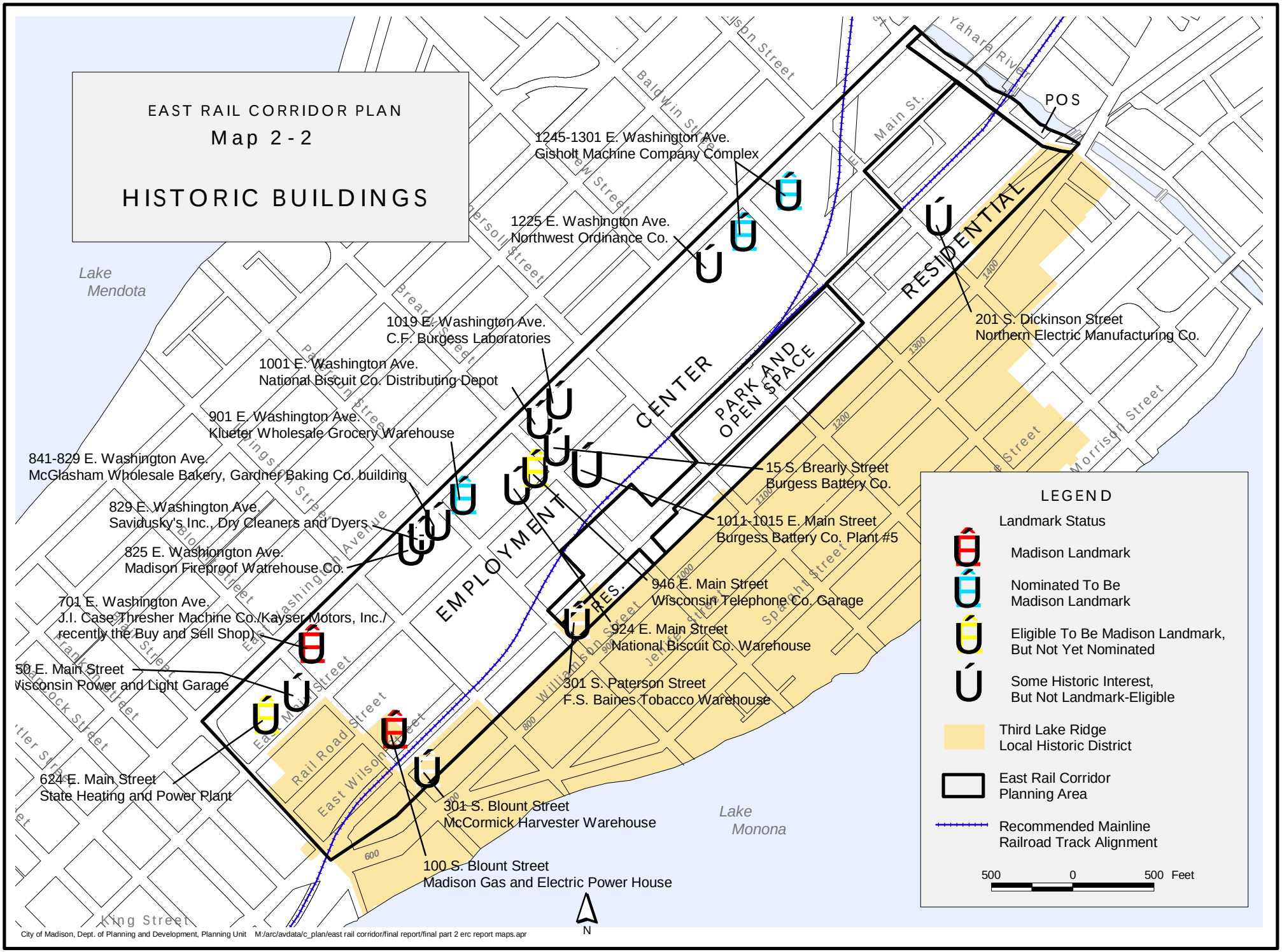
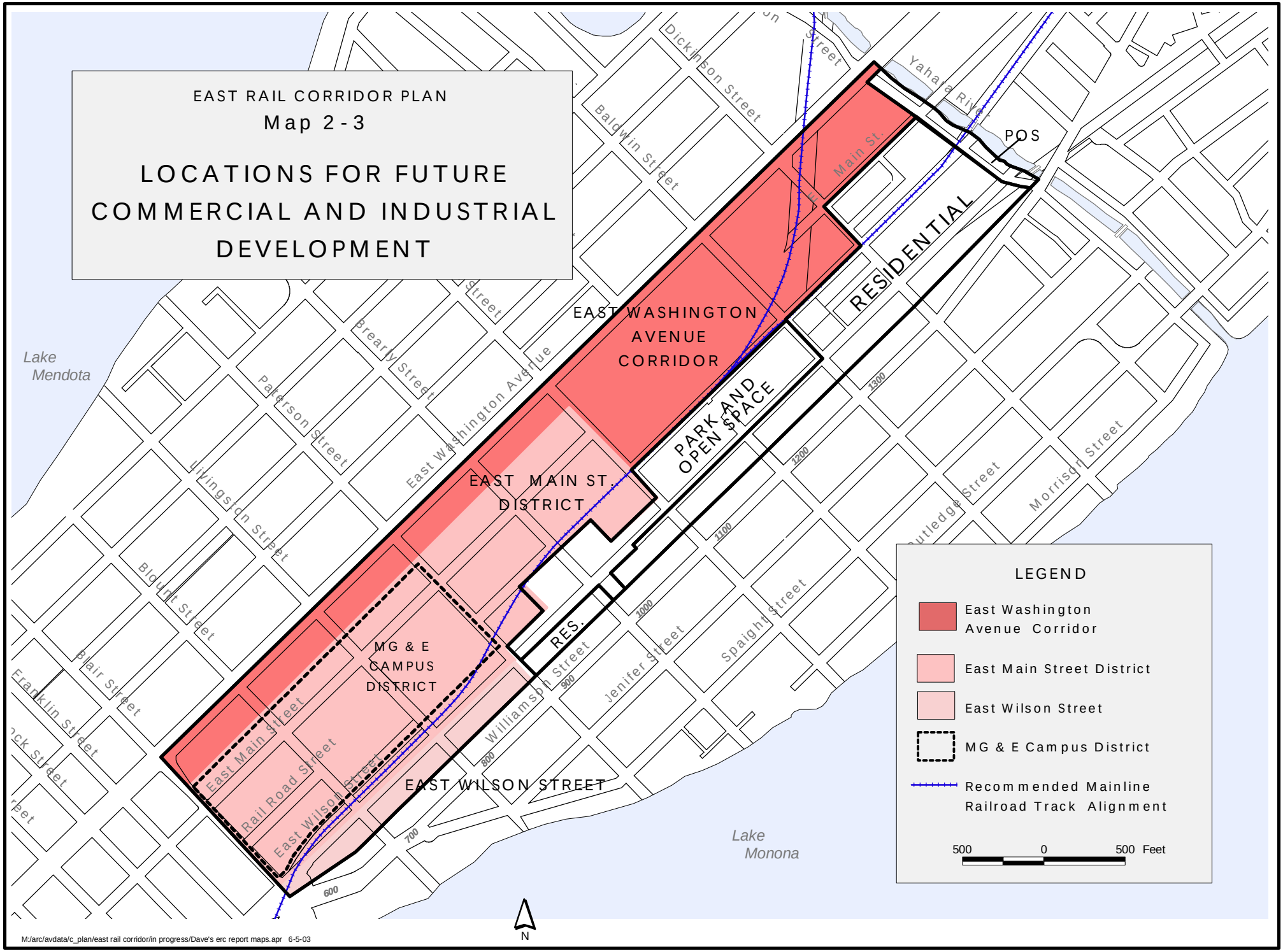

EAST RAIL CORRIDOR PLAN
Map 2-2
HISTORIC BUILDINGS
1245-1301 E. Washington Ave.
Gisholt Machine Company Complex
1225 E. Washington Ave.
Northwest Ordinance Co.
1019 E. Washington Ave.
C.F. Burgess Laboratories
1001 E. Washington Ave.
National Biscuit Co. Distributing Depot
901 E. Washington Ave.
Klueter Wholesale Grocery Warehouse
841-829 E. Washington Ave.
McGlasham Wholesale Bakery, Gardner Baking Co. building
829 E. Washington Ave.
Savidusky's Inc., Dry Cleaners and Dyers
825 E. Washington Ave.
Madison Fireproof Watehouse Co.
701 E. Washington Ave.
J.I. Case Thresher Machine Co./Kayser Motors, Inc./
recently the Buy and Sell Shop)
50 E. Main Street
Wisconsin Power and Light Garage
624 E. Main Street
State Heating and Power Plant
301 S. Blount Street
McCormick Harvester Warehouse
100 S. Blount Street
Madison Gas and Electric Power House
15 S. Brearly Street
Burgess Battery Co.
1011-1015 E. Main Street
Burgess Battery Co. Plant #5
946 E. Main Street
Wisconsin Telephone Co. Garage
924 E. Main Street
National Biscuit Co. Warehouse
301 S. Paterson Street
F.S. Baines Tobacco Warehouse
201 S. Dickinson Street
Northern Electric Manufacturing Co.
CENTER
EMPLOYMENT
RES.
RESIDENTIAL
PARK AND OPEN SPACE
POS
Lake Mendota
Lake Monona
Yahara River
Main St.
Brearly Street
Paterson Street
Livingston Street
Blount Street
Washington Avenue
East Mifflin Street
Rail Road
East Wilson Street
Williamson Street
Jenifer Street
Spaight Street
Morrison Street
King Street
LEGEND
Landmark Status
Madison Landmark
Nominated To Be Madison Landmark
Eligible To Be Madison Landmark, But Not Yet Nominated
Some Historic Interest, But Not Landmark-Eligible
Third Lake Ridge Local Historic District
East Rail Corridor Planning Area
Recommended Mainline Railroad Track Alignment
500 0 500 Feet
N
City of Madison, Dept. of Planning and Development, Planning Unit M:/arc/avdata/c_plan/east rail corridor/final report/final part 2 erc report maps.apr

EAST RAIL CORRIDOR PLAN

Map 2-3

LOCATIONS FOR FUTURE COMMERCIAL AND INDUSTRIAL DEVELOPMENT



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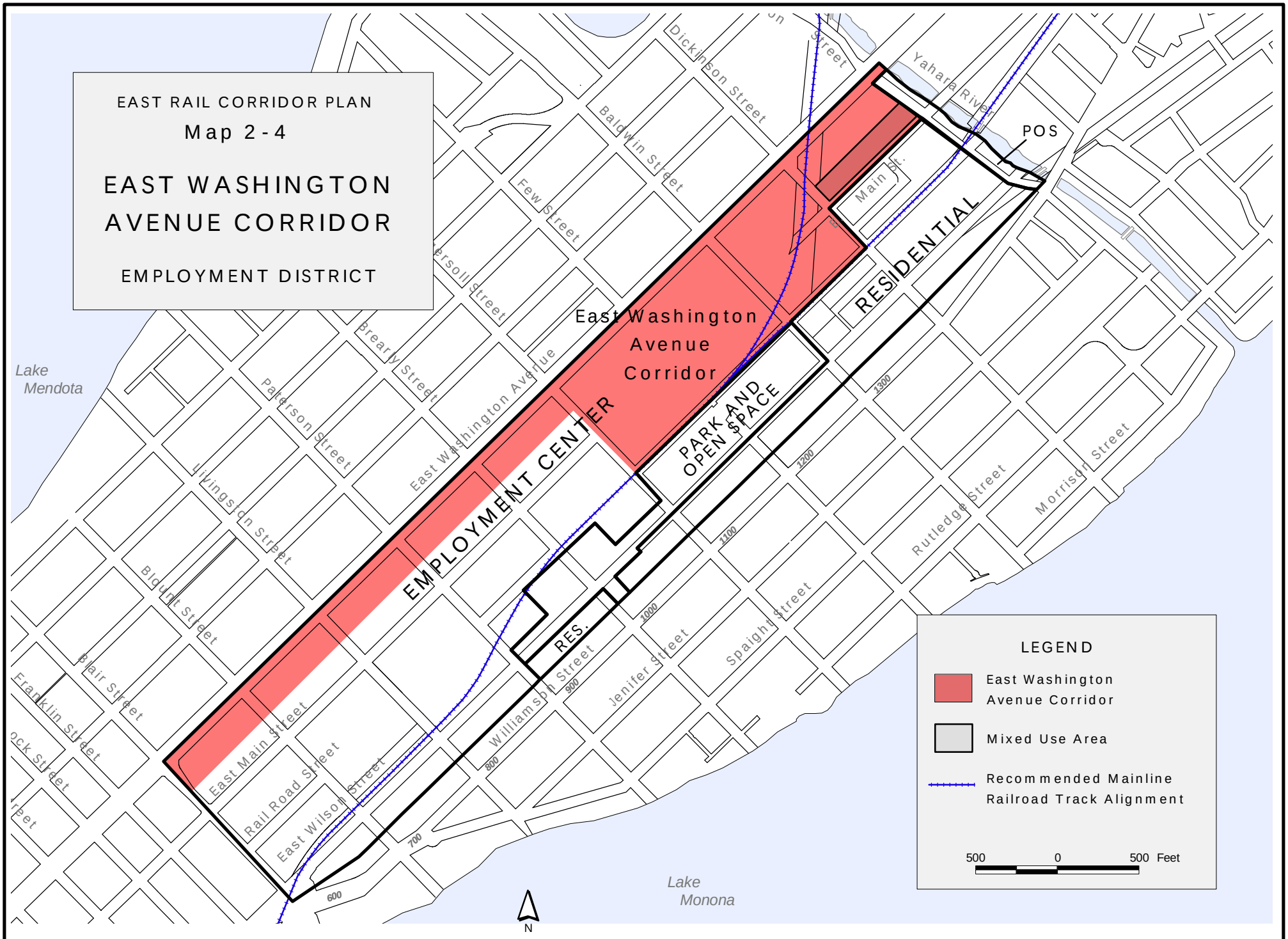
EAST RAIL CORRIDOR PLAN
Map 2-4
EAST WASHINGTON AVENUE CORRIDOR
EMPLOYMENT DISTRICT
East Washington Avenue Corridor
EMPLOYMENT CENTER
PARK AND OPEN SPACE
RESIDENTIAL
RES.
POS
Lake Mendota
Lake Monona
Yahara River
Dickinson Street
Baldwin Street
Few Street
Main St.
Breary Street
Patterson Street
East Washington Avenue
Livingston Street
Bidwell Street
Blair Street
Franklin Street
East Main Street
Rail Road Street
East Wilson Street
Williamson Street
Jenifer Street
Spaight Street
Rutledge Street
Morrison Street
1300
1200
1100
1000
900
800
700
600
LEGEND
East Washington Avenue Corridor
Mixed Use Area
Recommended Mainline Railroad Track Alignment
500 0 500 Feet
N
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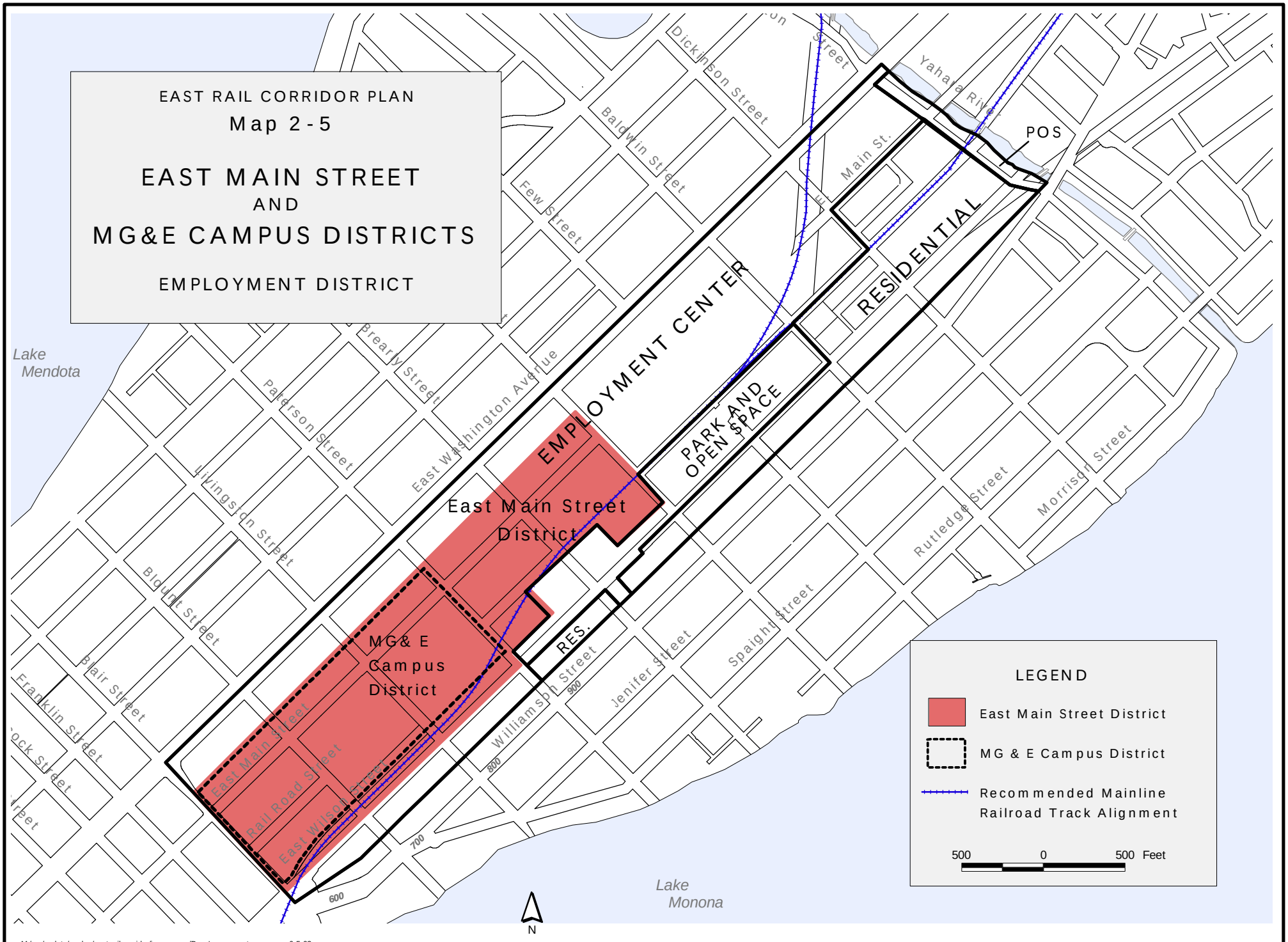
EAST RAIL CORRIDOR PLAN
Map 2-5
EAST MAIN STREET
AND
MG&E CAMPUS DISTRICTS
EMPLOYMENT DISTRICT
Lake Mendota
Lake Monona
EMPLOYMENT CENTER
RESIDENTIAL
PARK AND OPEN SPACE
East Main Street District
MG& E Campus District
RES.
POS
Dickinson Street
Baldwin Street
Few Street
Main St.
Yahara River
Brearly Street
Patterson Street
East Washington Avenue
Livingston Street
Bilguist Street
Blair Street
Franklin Street
East Main Street
Rail Road Street
East Wilson Street
Williamson Street
Jenifer Street
Spaight Street
Rutledge Street
Morrison Street
600
700
800
900
N
LEGEND
East Main Street District
MG & E Campus District
Recommended Mainline Railroad Track Alignment
500 0 500 Feet
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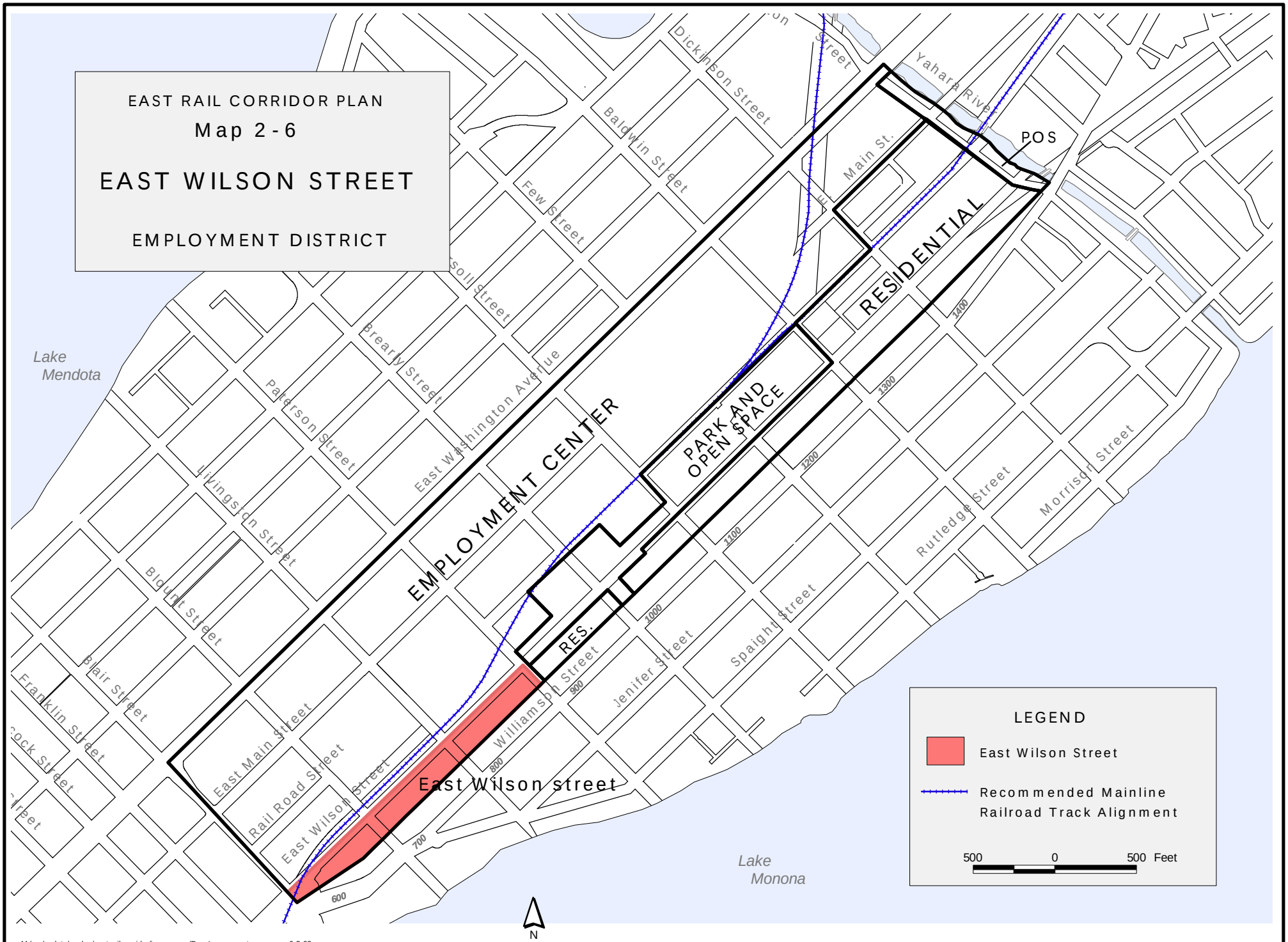
EAST RAIL CORRIDOR PLAN
Map 2-6
EAST WILSON STREET
EMPLOYMENT DISTRICT
Lake Mendota
Lake Monona
EMPLOYMENT CENTER
PARK AND OPEN SPACE
RESIDENTIAL
RES.
POS
East Wilson street
Dickinson Street
Baldwin Street
Few Street
Main St.
Yahara River
Paterson Street
Livingston Street
Blount Street
Blair Street
Franklin Street
East Main Street
Rail Road Street
East Wilson Street
Williamson Street
Jenifer Street
Spaight Street
Rutledge Street
Morrison Street
600
700
800
900
1000
1100
1200
1300
1400
LEGEND
East Wilson Street
Recommended Mainline Railroad Track Alignment
500 0 500 Feet
N
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EAST RAIL CORRIDOR PLAN
Map 2-7
LOCATIONS FOR FUTURE HOUSING DEVELOPMENT
Lake Mendota
Lake Monona
EMPLOYMENT CENTER
PARK AND OPEN SPACE
POS
YAHARA RIVER DISTRICT
EAST WILSON STREET/SCHLEY PASS/ DEWEY COURT CONSERVATION DISTRICT
EAST WILSON STREET
Dickinson Street
Baldwin Street
Few Street
Main St.
Yahara River
Brearly Street
Patterson Street
Livingston Street
Blount Street
East Washington Avenue
Blair Street
Franklin Street
East Main Street
Rail Road Street
East Wilson Street
Williamson Street
Jenifer Street
Spaight Street
Pledge Street
Morris Street
1400
1300
1200
1100
1000
900
800
700
600
LEGEND
Yahara River District
East Wilson Street/ Schley Pass/Dewey Court Conservation Area
East Wilson Street
Other Residential
Recommended Mainline Railroad Track Alignment
500 0 500 Feet
N
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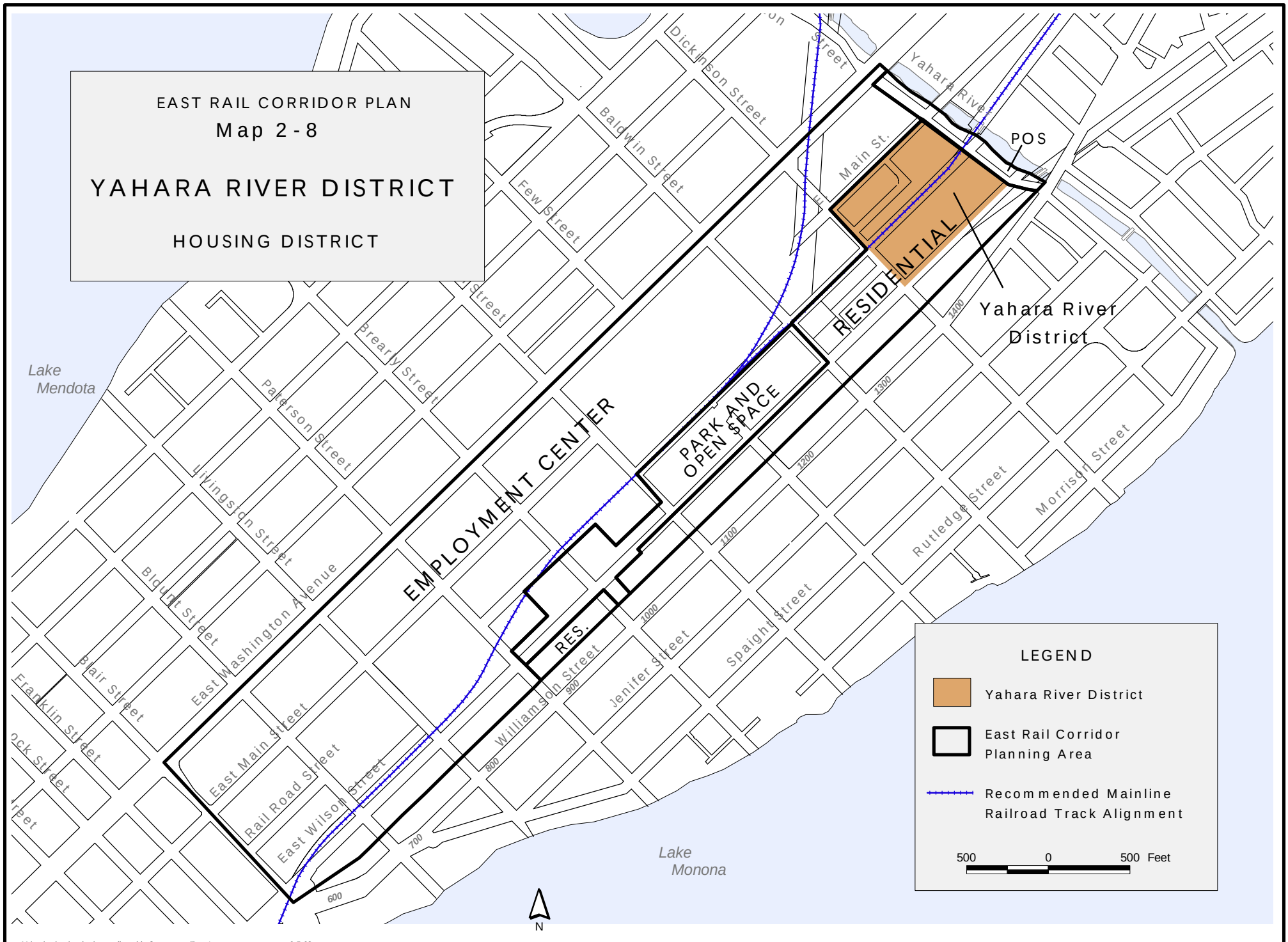
EAST RAIL CORRIDOR PLAN
Map 2-8
YAHARA RIVER DISTRICT
HOUSING DISTRICT
EMPLOYMENT CENTER
PARK AND OPEN SPACE
RESIDENTIAL
RES.
POS
Yahara River District
Lake Mendota
Lake Monona
Yahara River
Dickinson Street
Baldwin Street
Few Street
Main St.
Brearly Street
Patterson Street
Livingston Street
Bidwell Street
East Washington Avenue
Blair Street
Franklin Street
East Main Street
Rail Road Street
East Wilson Street
Williamson Street
Jenifer Street
Spaight Street
Rutledge Street
Morrison Street
1400
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1200
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700
600
LEGEND
Yahara River District
East Rail Corridor Planning Area
Recommended Mainline Railroad Track Alignment
500 0 500 Feet
N
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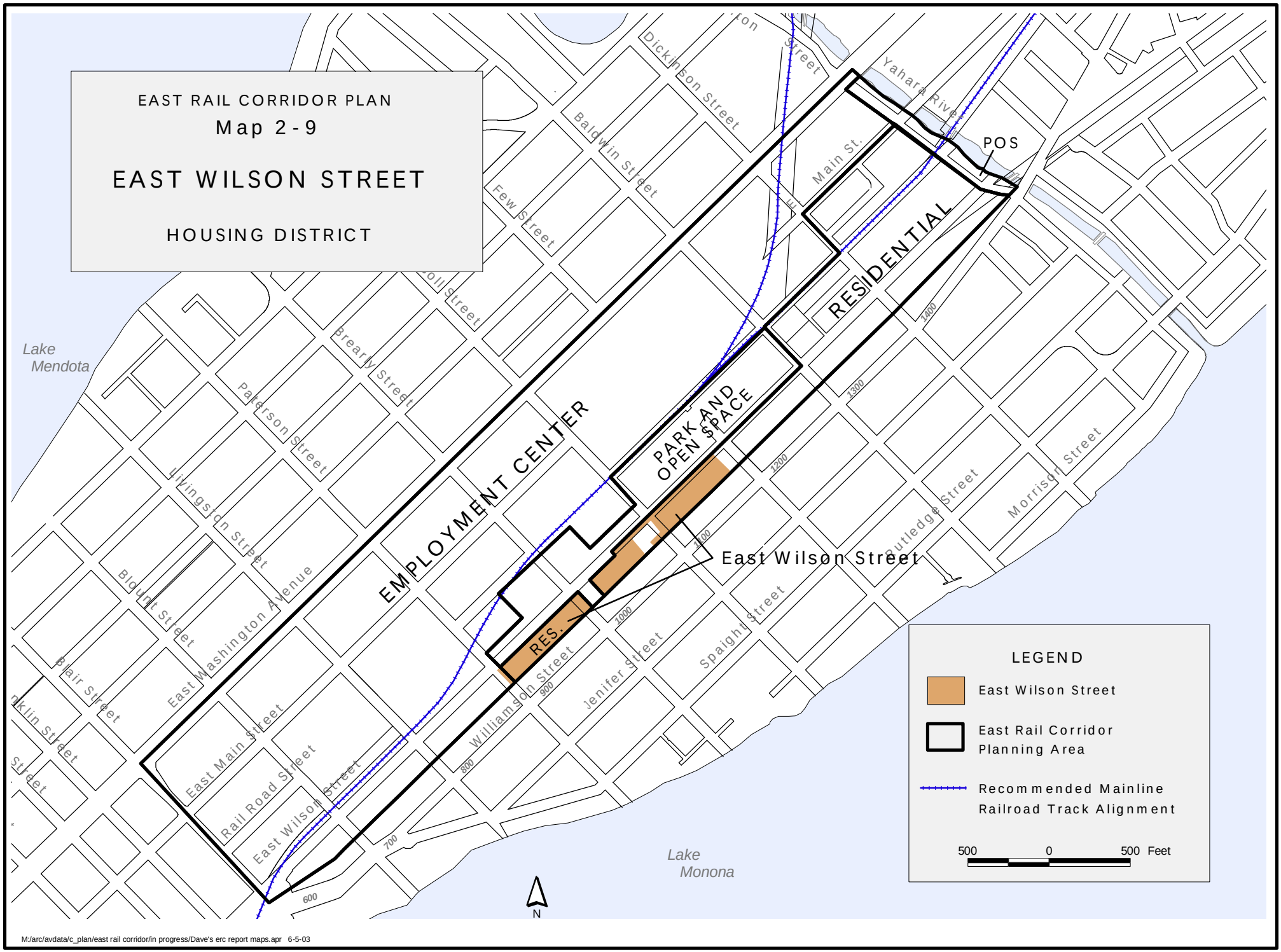
EAST RAIL CORRIDOR PLAN
Map 2-9
EAST WILSON STREET
HOUSING DISTRICT
Lake Mendota
Lake Monona
EMPLOYMENT CENTER
PARK AND OPEN SPACE
RESIDENTIAL
POS
RES.
East Wilson Street
Dickinson Street
Baldwin Street
Few Street
Main St.
Yahara River
Brearly Street
Paterson Street
Livingston Street
Blount Street
East Washington Avenue
Blair Street
East Main Street
Rail Road Street
East Wilson Street
Williamson Street
Jenifer Street
Spaight Street
Butledge Street
Morrison Street
1400
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1200
1100
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700
600
LEGEND
East Wilson Street
East Rail Corridor Planning Area
Recommended Mainline Railroad Track Alignment
500 0 500 Feet
N
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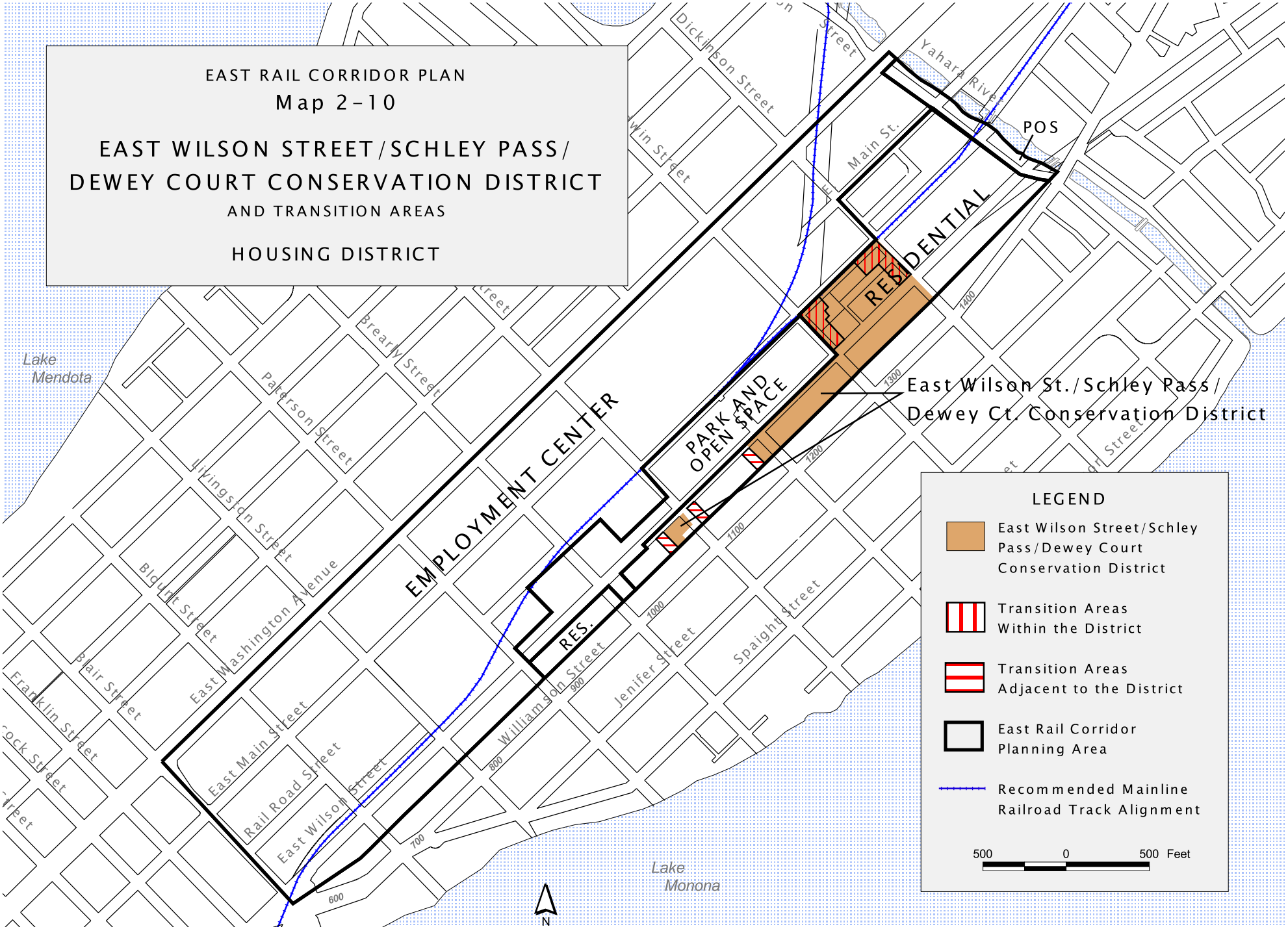
EAST RAIL CORRIDOR PLAN

Map 2-10

EAST WILSON STREET/SCHLEY PASS/ DEWEY COURT CONSERVATION DISTRICT

AND TRANSITION AREAS

HOUSING DISTRICT



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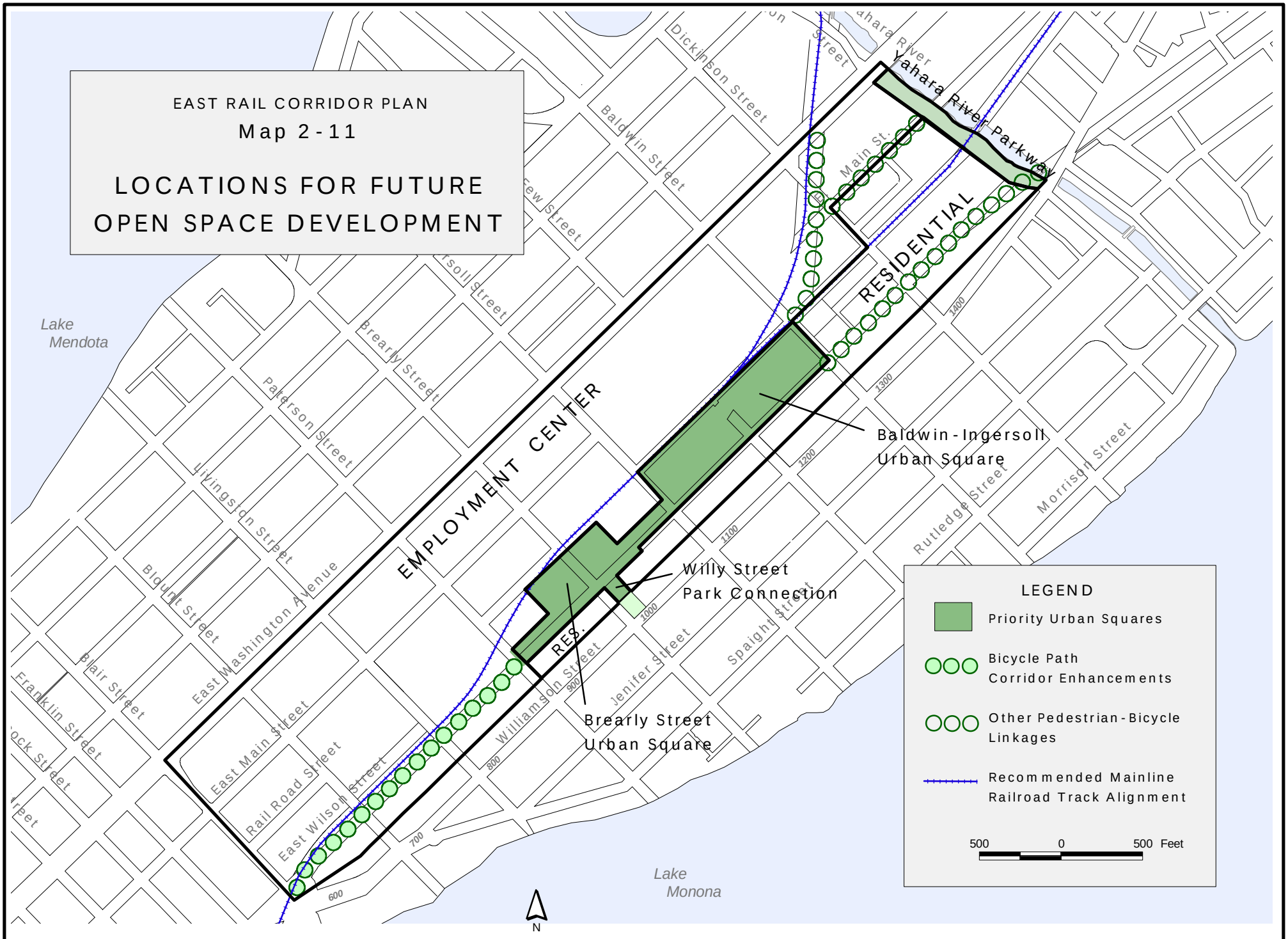
EAST RAIL CORRIDOR PLAN
Map 2-11
LOCATIONS FOR FUTURE
OPEN SPACE DEVELOPMENT
Lake
Mendota
Lake
Monona
Yahara River Parkway
RESIDENTIAL
EMPLOYMENT CENTER
Baldwin-Ingersoll
Urban Square
Willy Street
Park Connection
Brearly Street
Urban Square
RES.
Dickinson Street
Baldwin Street
Brearly Street
Paterson Street
Livingston Street
Bigelow Street
East Washington Avenue
Blair Street
Franklin Street
East Main Street
Rail Road Street
East Wilson Street
Williamson Street
Jenifer Street
Spaight Street
Rutledge Street
Morrison Street
Main St.
1400
1300
1200
1100
1000
900
800
700
600
LEGEND
Priority Urban Squares
Bicycle Path
Corridor Enhancements
Other Pedestrian-Bicycle
Linkages
Recommended Mainline
Railroad Track Alignment
500 0 500 Feet
N
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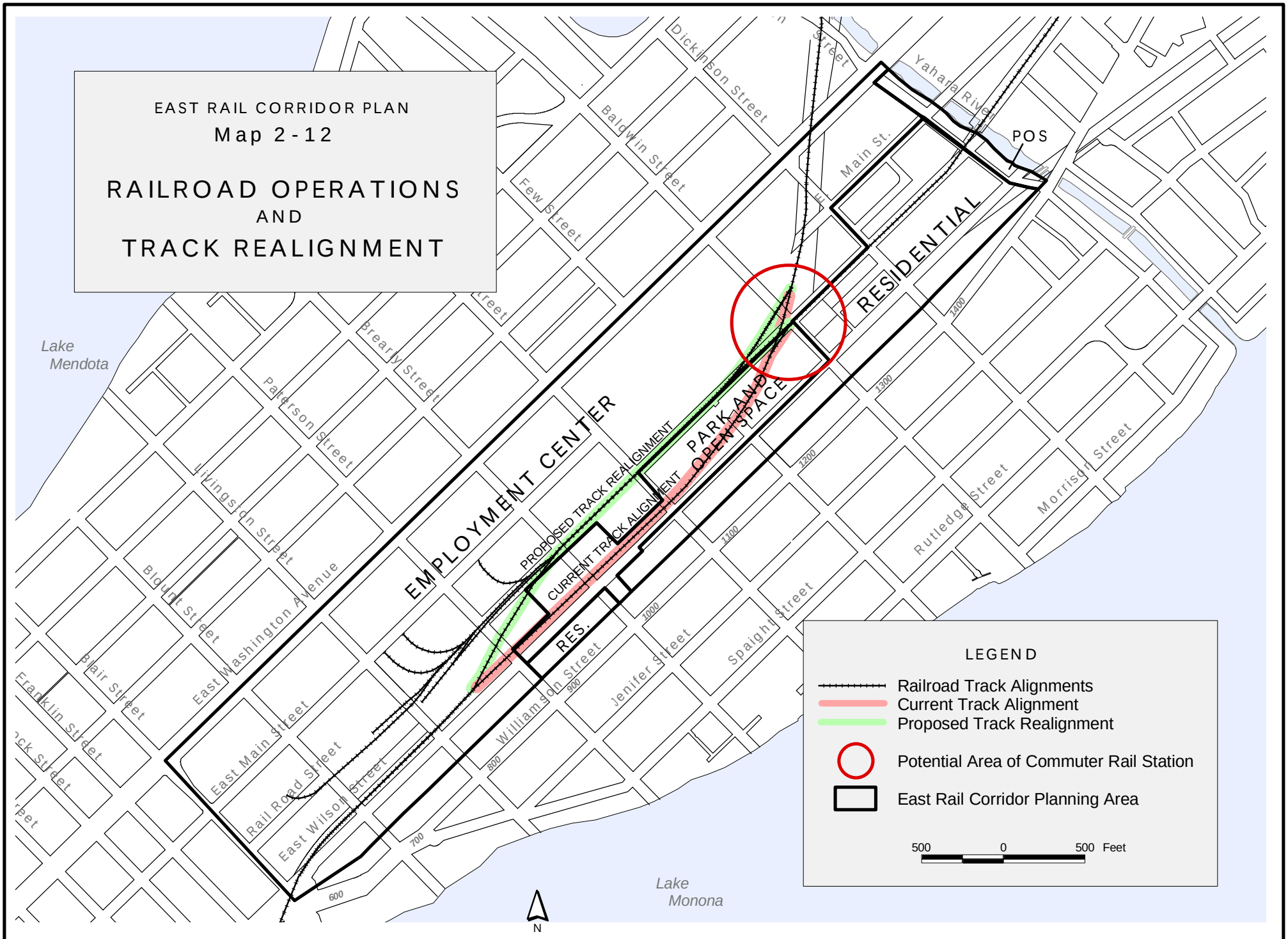

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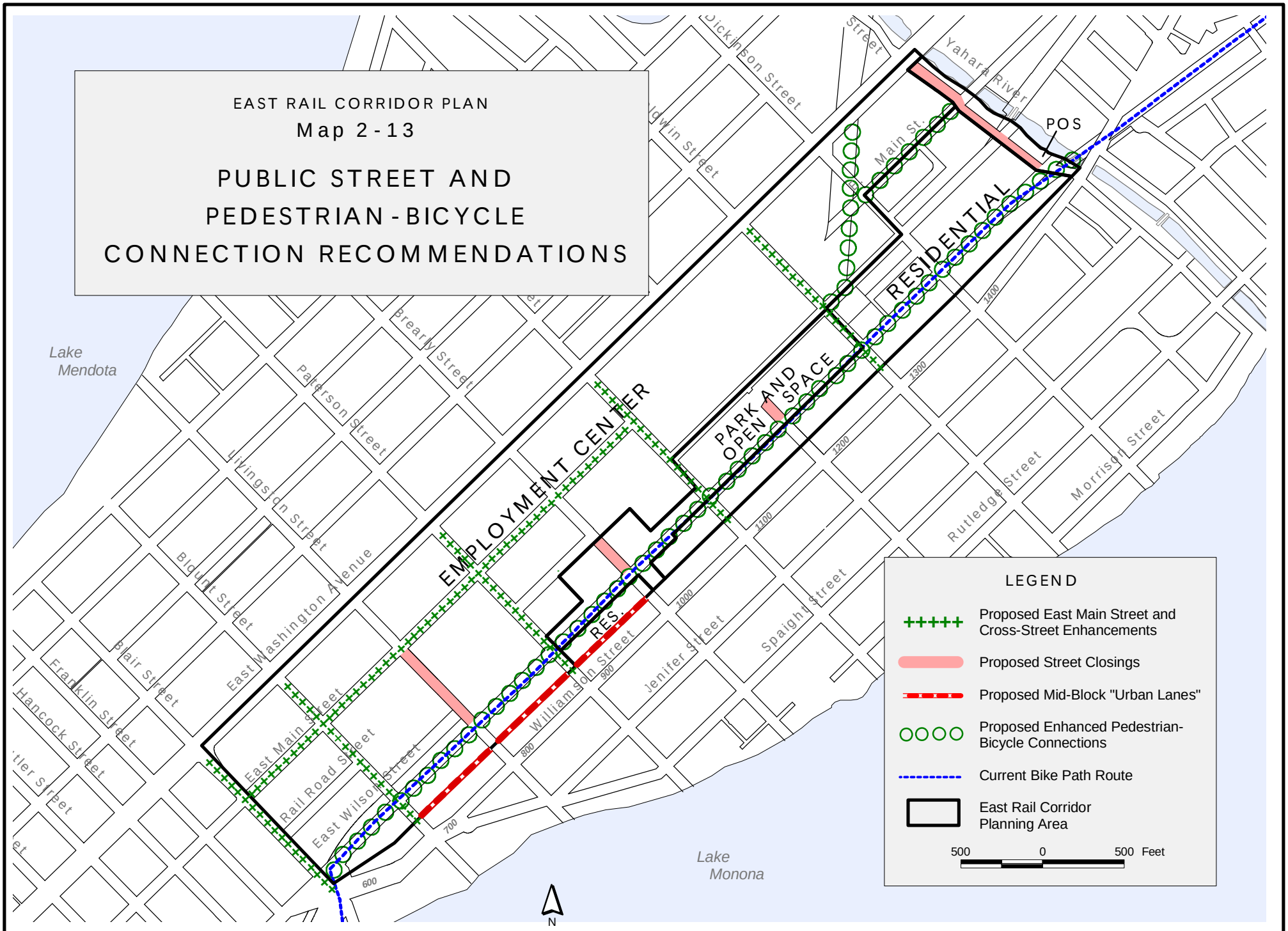

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PART III
APPENDIX

TABLE OF CONTENTS

APPENDIX A

Phase One Recommendations
of the
East Rail Corridor Planning Advisory Committee
December 17, 2001

Preamble: The East Rail Corridor current land uses developed over more than a century. Many decisions were made over that time span as particular owners and users responded to both their own goals, community desires, outside developments, and market forces that shaped the results. It is possible to imagine that the major transformations that have been discussed in the Advisory Committee are of a magnitude that they will occur over a 50-year horizon. The present plan, recognizing that good practice and now State law suggests that plans should be updated on a ten-year cycle, envisions recommendations for actions that could begin the transformation and generally be accomplished in the current ten-year horizon. It may be expected that future visionaries, users to come, community members and professional planners will all contribute beyond these recommendations.

1. Recommend an enhanced Major Employment Center as the predominant use of the East Rail Corridor. This should be developed through:

   - Support for retention of existing businesses;
   - The development of an MG&E campus as part of transportation and other land use realignments;
   - The encouragement of future uses and structures at higher densities and at multiple-story heights than is presently common in the area;
   - A focus on Main Street corridor redevelopment opportunities presented by the move of the Water Utility and on the street frontages for Main Street;
   - Consideration of Tax Increment Financing (TIF) and other City tools to encourage investment in the area at the desired higher densities, especially Transportation Oriented Development focused on potential commuter rail stop(s).

2. Recommend the City begin in the area a program to shift land use from surface parking to more intense uses:

   - By planning and building parking structures in the area to reduce the need for surface lots as a major land use, without a net loss of parking;
   - By establishing a parking overlay zoning district, such districts focus parking to geographic areas rather than the general zoning code requirements; such a district could provide reduced parking requirements in the area for employers and owners and tenants who participate in the parking district thorough use of structured parking and participation in a District TDM (Transportation Demand Management) Plan; and
   - That residential parking districts be considered as required to prevent spillover parking into residential areas.

3. Recommend the City continue to explore the feasibility of a northern re-alignment of the railroad tracks as part of inter-city passenger rail service with a review of the engineering and cost considerations. The possible use of the northern alignment

should respect the operations and infrastructure of existing businesses and not require the removal of existing buildings in the area. The alignment should provide for potential multiple railroad uses: freight, inter-city, and commuter rail use. A possible commuter rail station near Baldwin Street is envisioned and should relate to new transit oriented development.

4. If the northern re-alignment occurs, the Advisory Committee would recommend the closing of Livingston Street between East Wilson and East Main streets for a consolidated MG&E campus. In the event of a northern re-alignment, the existing southern railroad right-of-way between Livingston Street and Baldwin Street should be acquired as open space to broaden the existing bike/pedestrian path greenway. This wider greenspace would provide an improved greenway linkage between Law Park and the Yahara River, or a "To the River Walk" from Downtown. Recommend that cross-Isthmus traffic be focused on Baldwin, Ingersoll, Patterson, Blount and Blair Streets, as is the main current pattern. Pedestrian and bike links should be considered as part of the development of traffic patterns in the area.

5. Recommend the City establish an open space plan and effort that would substantially address the existing Downtown/East Isthmus parkland deficiency of 30 to 40 acres. The effort should also recognize and try to meet the added need for parkland that is occurring using the City guideline of 1-acre for each 60 new units of housing in the Downtown/East Isthmus area. Parkland fees generated in the area should be directed to support the efforts. Many sources of funding also should be explored to acquire parkland and open space, not all of which space needs to be municipally owned. The vision should be of both a central core and a network of open spaces and parkland.

6. Establishing new partnerships for on-going maintenance of East Rail Corridor parkland and open space should be explored and nourished. These should build on the successful pattern of other partnerships already demonstrated in proximate areas like Blair Street Gardens and the Willy Street Park and the Friends of the Yahara Parkway.

7. Recommend acquisition and development be focused on a "linked urban squares" plan. For such a plan the following areas should have priority:

   - An urban square between Baldwin Street and Ingersoll Street from Railroad Street to Wilson Street;
   - An urban square focused on the half blocks of land fronting on both sides of Brearly Street between Railroad Street and Wilson Street;
   - The potential closing of Brearly Street between Railroad Street and Wilson Street for an addition of the street right-of-way to park purposes;
   - The linkage of the urban square centered on Brearly Street to the existing Willy Street Park;
   - The widening of the existing bike path link between downtown and the Yahara River by adding railroad right-of-way made possible through a northern re-alignment of the railroad tracks.

8. Privately owned open space developed in the East Rail Corridor should be designed to link with public open space into one system. This might be accomplished through the landscape design of the normal setback areas so the design links into adjacent open space areas. Planned Unit Development (PUD) and other City reviews for projects in the East Rail Corridor should consider such design standards.

9. Recommend that greenway links in the area between Baldwin Street and the Yahara River should be generally urban and linear in form. One link should continue to be along the present bike/pedestrian path that intersects the Yahara River at Williamson Street. This might be re-configured if the State-owned property is redeveloped in the future, and any redevelopment design of the State-owned property should incorporate private greenspace through a setback to enhance the link. Another link should be developed using City-owned former railroad right-of-way east of Baldwin Street, currently leased for parking. This parcel extends from Baldwin Street to the Main Street and Ingersoll Street intersection. There, it would link with a boulevarded Main Street up to the river. The latter link should contain a bike/pedestrian path that links to the Yahara Parkway and the proposed path along the Yahara River that will link to the north under the rebuilt East Washington Avenue Bridge. These two connections to the Yahara River would be further enhanced by the planned removal of South Thornton Avenue as incorporated in the approved Yahara River plan.

10. Recommend that new housing units be of a character to fit in the neighborhoods and serve a wide variety of populations, including families. Recommend that for the blocks recommended for new residential development, housing be at a density range of 25 to 60 units per acre with a target for a 15% affordable housing component and a density bonus for a commitment to 20% affordable housing. Affordable housing would have to meet participation levels for current City programs, either rental or ownership. The City should develop a plan to assist developers to make the affordable housing possible as part of developments using TIF and other tools. Partnerships with existing or future neighborhood affordable housing efforts also are encouraged. Housing is recommended as the primary use for the blocks south of East Main Street fronting on the Yahara River, and for the 900, 1000, 1100 and 1200 Blocks of East Wilson Street. Newly developed housing should be an overall mix of both ownership and rental housing, and include co-ops and co-housing as types. Housing may be considered appropriate as part of mixed-use commercial developments in areas not designated on the map for housing, primarily as transitions near existing residential areas. Phase Two will more clearly identify specific parcels for consideration. In a similar manner, some commercial uses may be appropriate as mixed uses in residential areas.

AGENDA #_____

Copy Mailed to Alderperson_____

City of Madison, Wisconsin

A RESOLUTION _____

Adopting the land use recommendations of the East Rail Corridor Planning Advisory Committee

Drafted By: Ald. Judy Olson, District 6

Date: November 29, 2001

Fiscal Note: Please see attached separate report of the Comptroller

Sponsors: Ald. Judy Olson, District 6

PRESENTED December 4, 2001 (By Title Only)
REFERRED Plan Commission (Lead) Pedestrian-Bicycle-Motor Vehicle Commission, Long-Range Transportation Planning Commission, Economic Development Commission, Park Commission, Board of Public Works, Landmarks Commission, Board of Estimates, East Rail Corridor Planning Advisory Committee, Comptroller (for fiscal note), Transit/Parking Commission, Urban Design Commission
REREFERRED _____

REPORTED BACK MAR 05 2002

ADOPTED X POF _____
RULES SUSPENDED _____
PUBLIC HEARING _____

APPROVAL OF FISCAL NOTE IS NEEDED
BY THE COMPTROLLER'S OFFICE
Approved By
Comptroller's Office

RESOLUTION NUMBER 59204
ID NUMBER 30839

WHEREAS the area bounded by East Washington Avenue, South Blair Street, East Wilson Street, and the Yahara River is known as the East Rail Corridor; and

WHEREAS adopted City plans recommend that more detailed planning be conducted within the East Rail Corridor to identify opportunities and recommend land use changes and implementation activities that will encourage development and redevelopment within the Corridor to advance neighborhood and community objectives regarding housing, open space and economic development; and

WHEREAS a proposal to create a large central park as a key element in the redevelopment of the Corridor has greatly increased community and neighborhood awareness and interest in the area and has gained the support of many residents; and

WHEREAS there has been increasing investment interest in the East Rail Corridor and adjacent neighborhoods as a location for housing and business development; and

WHEREAS the East Rail Corridor will be greatly affected by proposals currently being evaluated to create inter-city passenger rail service and commuter rail transit systems serving the entire community; and

WHEREAS with Resolution I.D. No. 27915 the Common Council established the East Rail Corridor Plan Advisory Committee and planning process to carry out the following tasks:

1. Promote communication among various stakeholder groups within the East Rail Corridor and provide ample opportunity for public input.
2. Develop a consensus and advise the Plan Commission and Common Council on recommendations to update the Land Use Plan for the East Rail Corridor.
3. Conduct a comprehensive planning process in two phases. Phase One will be a general update of the Land Use Plan. In developing the land use recommendations, staff and the committee will be informed by proposed transportation and infrastructure improvements, approaches to environmental remediation, open space and architectural design goals, housing and economic development opportunities, and funding and finance options.

WHEREAS the Advisory Committee was appointed by the Mayor and confirmed by the Common Council in October of 2000 and has been meeting regularly since December 2000; and

WHEREAS the Advisory Committee has studied the existing conditions, planning recommendations and the regulatory framework within the planning area, proposed transportation and infrastructure improvements, approaches to environmental remediation, housing and economic development objectives and opportunities, open space and architectural design goals, and funding and finance option issues and has developed alternatives for land use plan recommendations; and

WHEREAS the Advisory Committee hosted three large community meetings to present planning issues and background information, alternative concepts for the planning area, and the recommended draft land use plan map; and

WHEREAS after reviewing the background information and analysis generated during the planning process, considering the community input and comments at these meetings, and after much discussion and deliberation, the Advisory Committee made the following Phase One recommendations.

NOW THEREFORE BE IT RESOLVED that the Common Council hereby adopts the attached Phase One Recommendations of the East Rail Corridor Planning Advisory Committee dated December 17, 2001.

BE IT FURTHER RESOLVED that the City staff will prepare strategies to implement these recommendations, including an analysis by the Comptroller of the fiscal impacts of changes in the area.

BE IT FURTHER RESOLVED that due to the State's timetable for inter-city passenger rail service and the City's support for this project, the railroad relocation issues should be among the first to be addressed. Redevelopment concepts should be encouraged that would examine the parcels most likely to change use in the near term and the City should explore public-private partnerships to plan for their re-use.

BE IT FURTHER RESOLVED that following the completion of Phase One, the Advisory Committee will then work with the staff to make more detailed recommendations as part of a detailed physical development plan within the Corridor. This work will consist of the following tasks:

1. Develop a proposed scope of work and identify outcomes for a more detailed and focused physical development plan to implement the Land Use Plan recommendations.
2. Identify and secure funding commitments to assist in carrying out the physical development plan.

3. Make recommendations to the Plan Commission and Common Council in the following areas: open space and architectural design, transportation and infrastructure improvements, housing and economic development, environmental remedi ation and ecology, and funding and financing.
4. Work with staff to identify the role and manner of selection of any outside consultants whose assistance may be requested and for whose work funds have been raised.

BE IT FURTHER RESOLVED that the Phase Two recommendations of the East Rail Corridor Plan Advisory Committee will address many issues such as the detailed configurations, functions and features of the park and open space areas, the ownership and maintenance responsibilities of the park and open space areas, relationships between the park and open space and the adjoining uses, the recommended density of new housing developed within the identified sub -areas recommended for housing, the types and designs of new housing that would fit the character of the neighborhood, how to accommodate business retention and expansion in the area, the appropriate types of businesses and their appropriate scale, character, and location within the planning area, the costs and feasibility of constructing parking structures within the study area, and implementation of the track relocation. The completion of Phase Two of the planning process may result in recommended adjustments to the preliminary land use plan adopted after Phase One.

BE IT FURTHER RESOLVED that each implementation recommendation of Phases One and Two of the East Rail Corridor planning process will be reviewed and acted on by the appropriate commissions and the Common Council.

AGENDA # _____

CITY OF MADISON, WISCONSIN

REPORT OF: The City Comptroller

TITLE: Fiscal note for Resolution ID#30839 adopting the land use recommendations of the East Rail Corridor Planning Advisory Committee

AUTHOR: Dan Bohrod
Administrative Analyst

DATED: February 20, 2002

PRESENTED 12/04/01
REFERRED

REREFERRED

REPORTED BACK

ADOPTED **POF**
ID NUMBER 30839

TO THE MAYOR AND COMMON COUNCIL:

Resolution ID#30839 proposes the adoption of the Phase One Recommendations of the East Rail Corridor Planning Advisory Committee (ERCPAC) and provides for continuing study, detail and implementation of the East Corridor Plan under Phase Two recommendations.

The East Rail Corridor is an area of approximately 178 acres bounded by East Washington Avenue, South Blair Street, Williamson Street and the Yahara River. The Planning Committee was appointed to explore potential changes in land use and development, including the creation of new park and open spaces.

The ERCPAC's Phase One recommendations include several general proposals outlining activities to transform current East Rail Corridor land uses over the next several decades. Major recommendations include: a number of zoning changes; development of an "enhanced Major Employment Center as the predominant use of the East Rail Corridor"; determining the feasibility of a northern re-alignment of the railroad tracks; the establishment of an open space plan to address a Downtown/East Isthmus parkland deficiency; and, a program to shift land use from surface parking to more intense uses; and other recommendations. The Phase One recommendations will require a potentially significant allocation of staff resources to consider, evaluate and implement the recommendations, but no additional expenditure is required at present. (Resolution ID #30631, introduced November 6, 2001, provides for a site survey related to the feasibility of relocating the railroad tracks, with funding provided by the Urban Open Space Foundation.)

Implicit in the Phase Two process is a detailed fiscal analysis associated with the various project elements, including park and open space acquisition, development and maintenance; infrastructure improvements; parking facilities; and impact on the tax rolls. While the development of the East Rail Corridor would potentially require a major City investment, it is difficult to ascribe particular fiscal impacts until the Phase Two recommendations are more clearly defined.

While there are a host of potential fiscal implications associated with the East Rail Corridor project, obvious areas of concern include the impact on the tax rolls if current tax-producing properties are converted to parkland, and the cost to acquire, develop and maintain additional parkland. Current assessments of commercial, industrial and residential property within the East Rail Corridor indicate an aggregate tax base of just over $50 million, with annual property tax revenue generated totaling approximately $1.2 million for all taxing jurisdictions (about $450,000 of which is allocated to the City of Madison). Development of the Corridor will affect the tax base and associated property tax revenue; various land use and development scenarios envision an enhanced tax base, but post-development values and commensurate tax revenues are unknown and will depend on project elements yet to be determined.

Cost estimates relating to the acquisition, development and maintenance of parkland are also dependent on final project determinations. Current discussions involve park acreage in the East Rail Corridor ranging from 6 to 28 acres. A very general estimate of land acquisition costs might range around $250,000 per acre; total acquisition costs might therefore range from $1.5 million (for 6 acres) to $7 million (for 28 acres). Park maintenance costs could range from $1,500 per acre per year for basic open space maintenance (mowing, for example) to as much as $15,000 per acre per year for intensive service delivery levels requiring landscaping, facilities and programming for activities. Development costs may be substantial, depending on the number and nature of park facilities. The ERCPAC recommendations suggest exploration of options to City ownership and maintenance of parkland, with costs borne by contributions, private consortia and/or support of a non-profit foundation (such as the Urban Open Space Foundation).

Any additional City expenditures associated with the East Rail Corridor project will require approval of the Common Council.

Respectfully submitted,

Dean Brasser
City Comptroller

APPENDIX B

2002 EAST RAIL COORIDOR BUSINESS SURVEY
SUMMARY RESULTS

The East Rail Corridor (ERC)

A Perspective from the
ERC Business Community

Presented to the ERCPAC
on July 8, 2002

Purpose of ERC Business Survey

- Future Business Plans
- Baseline data
- General feedback about business-related issues
- Understand the reasons these companies locate in the ERC
- Feedback on the City/UOSF redevelopment plans for the ERC

Survey-General Findings

- There is a "variety" of businesses operating in the ERC
  - Size, Type, Market, Age
- Perception: Strong disconnect between small businesses and the City of Madison
- Businesses want to be downtown and in the ERC for several inter-related reasons
- Over half are planning to expand/grow in the next five years
- About half interviewed had significant knowledge of the plan
  - Nearly all saw no need for additional park and open space inside the ERC

Profile of Companies Interviewed (baseline data)

- Size—Number of employees, land holding investments
- Industry Type—Retail/Trade, Manufacturing, Services, Storage
- Customer Market—International, national, Mid-west, state-wide, MSA, local
- Age—Longevity of company and tenure in the ERC/CBD

Companies Interviewed by Industry Type, No. of Employees & Years in the ERC						
NAICS (New SIC)	Code Description	# of Bus.	# of Employees	Avg. # of Employees /Bus.	# of Years in ERC	Avg. # Years in ERC/Bus.
23	Construction	2	31	15.5	118	59
31-33	Manufacturing	5	294.5	58.9	196.5	39.3
42	Wholesale Trade	1	39	30	60	60
44-45	Retail Trade	4	151	37.8	140	35
48-49	Transportation & Warehousing	1	150	150	56	56
52	Financing & Insurance	1	20	20	10	10
53	Real Estate, Rental & Leasing	3	3	1	91	30.3
54	Professional, Scientific & Technical Services	12	79.5	7.2	47.5	4.3
56	Services: Support, Administration & Remediation	2	15	7.5	21	10.5
81	Other Services (except Public Administration)	4	62.5	15.6	55.5	13.8
	TOTALS	35	845.5	24.9	795.5	23.4

ERC Tenancy/Investment

- 12 companies (34%) owned their current sites/buildings
  - 20.5 acres—1.7 acres per business
  - 708 employees—59 employees per business
- 20 companies (57%) leased their current buildings
  - 53,000 SF—2,350 SF per business
  - 126 employees—6.3 employees per business
- 3 companies (9%) operated outside the ERC

Businesses' Customer Base

- Over half had out-of-state customers
- The majority of customers were located inside Dane County (77%)
- Four companies primary revenue source were national and international clients

Tenure in the ERC Area

- 100 Years – 1 Company
- 30-80 Years – 10 Companies
- 20-30 Years - None
- 10-20 Years – 4 Companies
- 3-9 Years – 12 Companies
- Less than 3 Years – 5 Companies
- Not in the ERC – 3 Companies

Original Reasons for Locating in the Area

- 16—Close to Downtown/Central Location
- 11—Close to owners or employee residences
- 6—Affordable Rents
- 5—Atmosphere of the Area
- 4—Close to customers
- 7—Other

Expansion Plans

- Over half are planning to expand/grow in the next five years
  - 13 – Yes, inside the ERC *(if possible)*
  - 4 – Yes, but elsewhere
  - 2 – Yes, but not sure where
  - 4 – No
  - 9 – Undecided
  - 3 – Not Applicable

Future Development Opportunities

- General
  - Tight Market: Land and buildings in high demand
  - Future Developments: Don Warren's (office) model
  - Why are Don Warren's spaces so attractive?
    - Rents are reasonable
    - It is a unique space
    - Parking is included in the rent (free)
    - Can open windows

Future Commercial/Light Industrial Land Use

- Priority: More business development, not less
  - Vacant and underutilized lands should be developed for more businesses
  - Work on "synergies"
- Priority: Work on business retention and expansion

Future Residential Land Use

- Residential along the river makes sense
- Live/work studios will work in the Isthmus
- Mixed use will work on select sites, particularly Mautz
- The City and UOSF should not ask businesses to leave

Future Building Types

- Existing densities work. Build on them.
- No typical large office complexes. Need to accommodate small businesses.
- Street-level retail with 2nd and 3rd floor office uses.
- 5-8,000 SF buildings with 2-4,000 SF tenants
- Flex spaces (office/warehouse/light production).

Future Main Street

- Need to connect Main Street and East Washington Avenue
- Mautz, Marquip and MG&E are important players/sites in the ERC
- Minor: Develop Street as a commercial area with trees and red brick buildings
- Minor: Need to preserve historical spaces/buildings
- Minor: Streetscaping/street life needs to be pedestrian friendly

Investment/Finances

- Need incentives to (re)invest – e.g. TIF
- The City needs to be creative and flexible
  - Work with Small Businesses

Future Open Space and Parks

- Would like to see how future open space and park will benefit them
  - Business Amenities
  - Employee Amenities
- Minor: If parks must happen, developments should contribute to open space
- Minor: Adjoining developments should plan together
- Minor: Breese Stevens should be redeveloped

Future Business Mix

- More technology-related companies
- More restaurants (deli's), coffee shops, etc. that are not fast food
- More light manufacturing
- Small businesses, start-ups

Future Parking

- About half of the businesses interviewed experience parking problems
- Many businesses are being creative in addressing all their parking needs
- The City needs to be creative and flexible
- Street sweeping should occur at night
- Minor: Should switch on-street parking on Wilson to the north side

In Summary

- Current ERC Business Issues
  - Be creative and work with small businesses
  - Build on the high level of business interest and commitment
- Future ERC businesses have similar visions
  - Promote the natural mix of new economy and traditional industry tenants
  - Encourage the creation of creative or “funky” spaces
  - Parking is a priority for all new developments
  - Address the high level of unease and uncertainty

APPENDIX C

BUILDING IMAGES FROM THE EAST RAIL CORRIDOR PLANNING AREA

The Former Buy and Sell Shop
701 East Washington Avenue

Bock Water Heaters
110 South Dickinson Street

The Former Marquip Factory and Offices
1400 East Washington Avenue

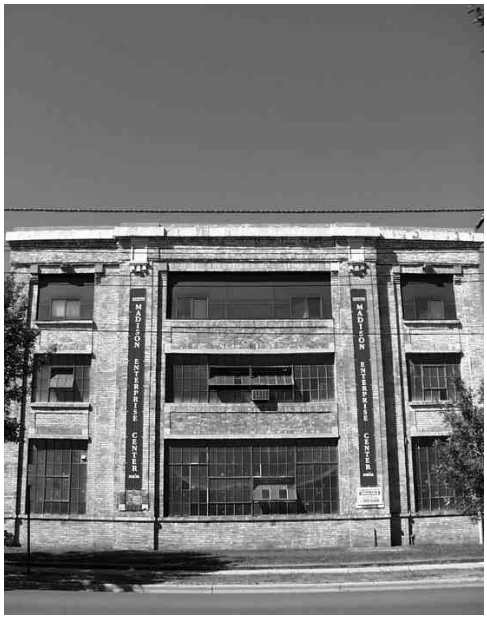
Don Warren Office Building
211 South Paterson Street

The Former Mautz Paint Factory
939 East Washington Avenue

State of Wisconsin Steam Plant
East Main Street

State of Wisconsin Facility
South Dickinson Street

Madison Gas and Electric
East Main Street



Madison Gas and Electric Business Incubator
South Baldwin Street

Main Street Industries
931 East Main Street

APPENDIX D

BLOCK FACE PHOTOS FROM THE MARQUETTE NEIGHBORHOOD AND THE EAST RAIL CORRIDOR PLANNING AREA

700 Block Williamson Street

800 Block Williamson Street

900 Block Williamson Street

1000 Block Williamson Street

1100 Block Williamson Street

1200 Block Williamson Street

1300 Block Williamson Street

1200 Block Wilson Street

1400 Block Williamson Street

1300 Even Block Wilson Street

1300 Odd Block Wilson Street

Dewey Court Even

Dewey Court Odd

APPENDIX E

HISTORIC BUILDINGS IN THE EAST RAIL CORRIDOR

Report of the Landmarks Commission to the East Rail Corridor Committee
August, 2002 (Text updated September 2003 to reflect current Landmark status)

The Landmarks Commission members toured the east rail corridor on July 1, 2002 with an eye to identifying potential historic buildings that should be preserved.

The general historic character of the area is one of substantial brick warehouses and industrial buildings. Several of the enterprises were among the leading businesses in Madison in the 20th century. Many of the buildings remaining were constructed with an appearance of solidity and a high quality of architectural design not often seen in modern warehouse or industrial buildings. This type of building often lends itself to adaptive reuse and appeals to a large segment of people who enjoy living and working in spaces that convey an historic industrial character. East Main Street and East Washington Avenue have the largest concentration of these historic and older buildings. We strongly encourage the East Rail Corridor committee to include preservation and adaptive reuse in its goals and objectives for the area.

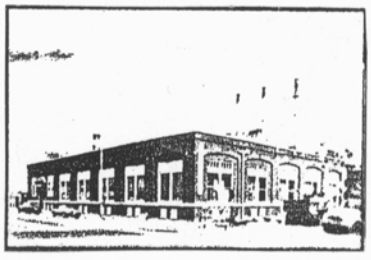
Below is a list of individual historic structures in the area (note: the photos are meant to aid in recognition, they are twenty years old so the buildings today may not look exactly as pictured). The buildings fall into two broad categories:

- buildings that are of sufficient historical merit to be considered as potential landmarks (or that are already designated Landmarks) and listed in the National Register of Historic Places. These buildings should be retained.

- buildings that are not of sufficient historic significance to be considered as potential landmarks but which contribute to the overall character of the area. Adaptive reuse and sensitive rehabilitation should be considered.

East Washington Avenue

Unlike the rest of the East Rail Corridor, which has not been systematically studied in depth, the Downtown Historic Preservation Plan has already assessed the potential historical significance of the buildings on both sides of E. Washington Avenue from the square to the Yahara River.

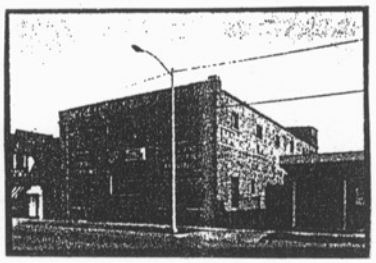


701 E. Washington Avenue
J. I. Case Thresher Machine Co./Kayser Motors, Inc. Building (recently the Buy and Sell Shop)

This building was constructed in 1915 as a showroom for the J. I. Case Thresher Machine Co. and also as an automobile showroom. It is the most intact automobile showroom from the first days of auto

sales. It is also important for its connection with the agricultural implements wholesale and retail business. At the turn-of-the-century Madison was second only to Chicago in the United States as an agricultural implements distributing center. For decades, the area just east of the downtown was the focus of both auto sales and agricultural implements distribution.

The Case/Kayser building was identified in the Downtown Historic Preservation Plan as a potential Landmark and is currently being nominated as a local Landmark. It was recently determined eligible for the National Register as part of the compliance work for the East Washington Avenue reconstruction project, and the owner has recently completed the nomination of the building to the National Register. This building should be retained and preserved.

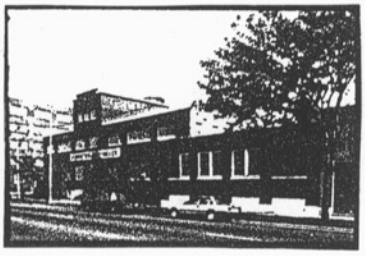


825 E. Washington Avenue
Madison Fireproof Warehouse Co.

Built in 1923 the Madison Fireproof Warehouse was identified in the Downtown Historic Preservation Plan as a building that had been considered by the Downtown Historic Preservation Task Force as a potential landmark and determined not to be eligible. For such buildings, the plan specified that they could not be designated as landmarks. In the environmental review process for the East Washington Avenue reconstruction project it was also determined to not be eligible for National Register status. Nevertheless, the Landmarks Commission urges you to consider its retention for its value as contributing to the general character of the East Rail Corridor.

829 E. Washington Avenue
Savidusky's Inc., Dry Cleaners and Dyers

Another pleasant building that is not of sufficient historic value to be listed on the National Register or as a local landmark. However, it also contributes to the character of East Washington Ave. and its retention is recommended.



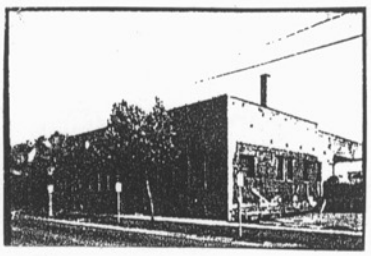
841-849 E. Washington Avenue
McGlashan Wholesale Bakery, Gardner Baking Co. building

This building was identified as a potential landmark in the Downtown Historic Preservation Plan. A Determination of Eligibility (DOE)was completed as part of the East Washington Ave.

project. The DOE determined that the building was not eligible for the National Register due to significant alterations from the original and due to a lack of historical significance of the various occupants over the years. It was built in 1917 (with later additions) as a short-lived bakery operation. In 1926 it was purchased by baker Louis Garttner who located in Madison because of the availability of this existing bakery operation. His firm, Gardner Bakery, remained at this site until 1952 when it moved to its current location further east on East Washington Ave. Although the building is not in itself of historical significance, it is a large substantial building that is being used as office suites and contributes to the industrial/warehouse character of the area.

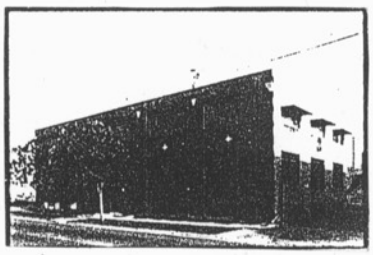
901 E. Washington Avenue
Klueter Wholesale Grocery Warehouse

Built in 1915 for the Klueter Wholesale Grocery Co., this imposing five-story warehouse was designed by one of Wisconsin's more notable architects, Alvan Small, and is one of his best designs. One of our finest Prairie style buildings, a style of which Madison is justifiably proud, it is also one of the finest early warehouses remaining in Madison. The Klueter firm was established by one of Madison's early German settlers who opened a meat market and grocery store on E. Wilson Street in the 1860s. The warehouse was identified as a potential landmark in the Downtown Historic Preservation Plan and is currently being nominated as a local landmark. It has also been determined eligible for the National Register.



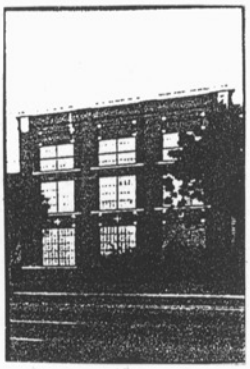
1001 E. Washington Avenue
National Biscuit Co. Distributing Depot

Built in 1914, this one-story brick structure is of very simple design, but is one of the most intact warehouses remaining in the area. An historic photograph shows that almost no alterations have occurred to this building since it was built. Until recently its windows had been boarded up, which led the Downtown Historic Preservation Plan task force to not include it in the list of potentially historic buildings. It was included in a list of buildings that were considered and determined to be of insufficient value. The plan further requires that such a building cannot be considered for landmark status. Nevertheless, it contributes greatly to the historic warehouse and industrial flavor of the area and preservation or adaptive reuse is recommended.



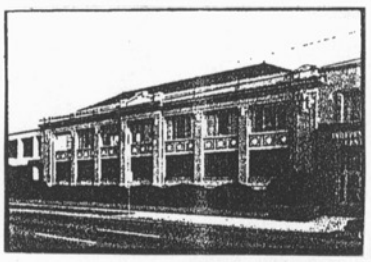
1019 E. Washington Avenue
C. F. Burgess Laboratories

This building was also identified as not historic in the Downtown Historic Preservation Plan and no landmark nomination will be considered for it. It was constructed in 1916-1917 for a leading employer in the historic era, – C. F. Burgess Labs, which began as a chemical engineering research lab and producer of batteries. Although the building has replacement windows that detract considerably from the appearance of the facade, it is still a contributing element to the historic character of the area. Retention is recommended.



1225 E. Washington Avenue
Northwest Ordinance Co.

This building was constructed for the Gisholt Company during World War I to manufacture field guns and other armaments for the war effort. It was just beginning to operate at full steam when the war ended. Gisholt then took over the plant as an expansion of their operations. The rest of the plant to the west was altered almost completely for the Madison bus barns. The modern fenestration of the more intact section reduces its historic integrity. The Downtown Plan states that this building cannot be landmarked, but a sensitive adaptive reuse would contribute to the character of the area.



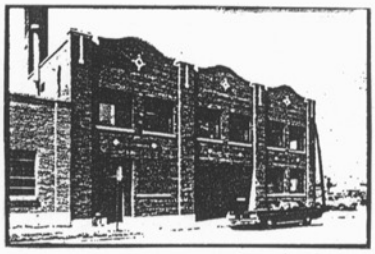
1245-1301 E. Washington Avenue and 100 S. Baldwin Street
Gisholt Machine Company Complex

The oldest part of the large industrial complex is the factory section at 1301 E. Washington Avenue, which was erected in 1899-1900 with many later additions. The main office building was erected on the southwest corner of Baldwin and E. Washington Avenue in 1911 with a major addition at 1245 E. Washington Avenue in 1946. Gisholt, which manufactured lathes and grinders, was Madison's largest employer fro decades. Most buildings in the complex were sensitively renovated ca. 1990 for the Marquip Corporation. The site was identified as a potential historic site in the Downtown Historic Preservation Plan and is currently being nominated as a local landmark. It has been determined eligible for the National Register of Historic Places. The 1911 foundry and pattern works building at 100 S. Baldwin was not part of that determination of eligibility, but there is no doubt that it is a contributing element to the historical significance of the complex.

Main Street

624 E. Main Street
State Heating and Power Plant

The State Heating and Power Plant was constructed of high quality materials; the terra cotta around the front door is particularly notable. When it was built the *Wisconsin State Journal* called the design "magnificent," high praise indeed for a building intended only to provide power and steam heat to the capitol building. It was designed by noted local architect Alvan Small (who also designed the Klueter building) and was identified as a potential historic building in the Downtown Historic Preservation Plan.



650 E. Main Street
Wisconsin Power and Light Garage

A pleasant two-story brick building constructed in 1927, this building is not of notable historical significance, but it's pleasant Craftsman style design contributes to the flavor the area. Continued use by MG&E and/or adaptive reuse is encouraged.

924 E. Main Street
National Biscuit Co. Warehouse

The company that built the warehouse at 1001 E. Washington Avenue in 1914 built this warehouse in 1928. Local architect Edward Tough designed the one-story brick structure. It is not of sufficient historic value to be considered as a landmark, but its retention and adaptive reuse is encouraged to contribute to the unique warehouse flavor of E. Main Street.

946 E. Main Street
Wisconsin Telephone Company Garage

This building served as a garage for the Wisconsin Telephone Company, which had its main offices on Fairchild Street downtown. It was built in 1929 to the designs of Milwaukee architects Herbst and Kuenzli. Its design, featuring applied buttresses, makes it one of the more interesting garage buildings remaining in Madison. The Landmarks Commission believes that it may be eligible to be a Madison Landmark. Its retention should be encouraged to reinforce the historic flavor of East Main Street.

1011-1015 E. Main Street
Burgess Battery Co. Plant #5

A large two-story brick building with a simple utilitarian design, this factory building was erected in 1925 as part of the sprawling Burgess Battery Company complex. It has been altered by the addition of inappropriate windows. Retention and/or a sensitive adaptive reuse would help to contribute to the historic flavor of the East Main Street corridor.

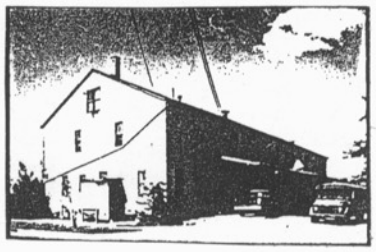
North-South Streets, from downtown to Yahara River

100 S. Blount Street

The Madison Gas and Electric Company Powerhouse was designed by local architects Claude and Starck, and built in 1902. Major additions were constructed in 1915, 1922-1923 and 1937-1938. The powerhouse is significant for its connection with Madison's most important private utility and one of the city's major employers. It is Neoclassical Revival in style . Recently, at the owner's request, the building has been listed as a Madison landmark and the complex has been nominated to the National Register of Historic Places.

301 S. Blount Street
McCormick Harvester Warehouse

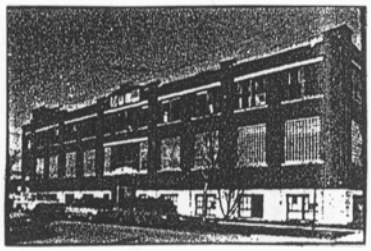
One of the major distributors of agricultural machinery was the McCormick Harvesting Machine Co. The three-story cream brick warehouse was built in 1898 with later additions. The historic character of the building suffered dramatically when the large window openings were partially filled with brick and much smaller windows. The current owner has plans to restore the original window openings. The building is located in the Third Lake Ridge historic district because of its role in Madison's agricultural implement distribution and it should be retained.



301 S. Paterson Street
F. S. Baines Tobacco Warehouse

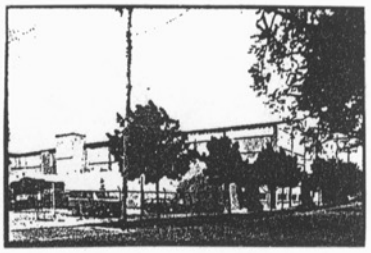
Built for easy access to the railroad, the Baines tobacco warehouse was built in 1899-1900. Baines was a tobacco wholesaler from Janesville. Tobacco for cigar wrappers was one of Dane County's major agricultural products at the turn-of-the-century, when cigars were the most popular tobacco product. Madison had several

tobacco warehouses at this time, but this one and the American Tobacco Co. warehouses complex in the west rail corridor are the only two sites remaining. The Baines warehouse, now covered with corrugated metal, was originally covered in metal siding stamped with a brick pattern. The building is located within the boundaries of the Third Lake Ridge historic district and should be preserved.



15 S. Brearly Street
Burgess Battery Company

Built just two years after the large Burgess Labs building on East Washington, this building was erected to house the offices of the battery division. A large enterprise in its day, the Burgess Battery Co. continued to operate from this site and near-by buildings until 1938. During its heyday in the 1920s the firm had a work force of up to 1500 people. It had another plant in Freeport, IL and a manganese ore mine and concentrating plant in Montana. The battery company was dissolved in 1938. The building is largely intact except for modern window replacements that seriously detract from the historic appearance of the building. Because of the window alterations, it might not be eligible for the National Register, but its preservation and sensitive adaptive reuse is encouraged.



201 S. Dickinson St.
Northern Electric Manufacturing Company

This huge factory complex was built in several stages, the oldest section dating to 1895-1896 with many subsequent additions. The three-story section on Dickinson Street was built from 1902-1914. The Northern Electric Co. opened in early 1896 with a work force of 70 employees. It made electric dynamos and motors. By 1902 it had an extensive foreign trade and 350 employees. The electric motors were used extensively in printing plants where cleanliness and good lighting were very important. In 1915 the entire operation was moved to Fort Wayne, Indiana and the building was purchased by Gisholt. During the electric motor company's 20-year existence in Madison it was one of our most important and rapidly growing industries. The building has been extensively altered so that it is probably not eligible for the National Register. Because it is such a large and substantial structure, however, its possibility for adaptive reuse should be explored.

Prepared by K. H. Rankin, Preservation Planner
revised September 9, 2003

APPENDIX F

AGENDA #_____

Copy Mailed to Alderperson_____

City of Madison, Wisconsin

A **SECOND SUBSTITUTE** RESOLUTION ____

providing for the study of the feasibility of relocating railroad tracks in the East Rail Corridor.

Drafted By: David Trowbridge, Planner III

Date: January 29, 2002

Fiscal Note: The cost of a site survey, as a necessary first step in evaluating the feasibility of potentially relocating the railroad tracks within the East Rail Corridor, is estimated to be approximately $15,000. The Urban Open Space Foundation (UOSF) has agreed to be responsible for the funding of this site survey.

Sponsors: Mayor Susan J. M. Bauman
Ald. Judy Olson

PRESENTED November 6, 2001
REFERRED Long-Range Transportation, Planning Commission (**Lead**); Board of Estimates; Transit & Parking Commission; Pedestrian, Bicycle, & Motor Vehicle Commission; Plan Commission; Board of Public Works; and East Rail Corridor Plan Advisory Committee
REREFERRED Adopted (2-19)

REPORTED BACK FEB 19 2002
MAR 05 2002

ADOPTED X POF
RULES SUSPENDED
PUBLIC HEARING

APPROVAL OF FISCAL NOTE IS NEEDED
BY THE COMPTROLLER'S OFFICE
Approved By
Comptroller's Office

59200-

RESOLUTION NUMBER
ID NUMBER 30631

WHEREAS the area bounded by East Washington Avenue, South Blair Street, Williamson Street, and the Yahara River is known as the East Rail Corridor (ERC); and

WHEREAS today this area is a complex mix of industrial and commercial uses, multi-modal transportation, housing and open space; and

WHEREAS pressure for more intensive development of this area is beginning to manifest itself; and

WHEREAS the area figures centrally in proposals currently being discussed to create inter-city passenger and commuter rail systems serving the entire community, housing proposals to redevelop key parcels, and a linear park; and

WHEREAS through Resolution, No. 57519, the Common Council created the East Rail Corridor Plan Advisory Committee (ERCPAC) for the purpose of preparing a Land Use Plan for the ERC; and

WHEREAS the Common Council charged the ERCPAC with:

1. Promoting communication among various stakeholder groups within the ERC and providing ample opportunity for public input;
2. Developing a consensus and advising the Plan Commission and Common Council on recommendations to update the Land Use Plan for the ERC;
3. Conducting a comprehensive planning process in two phases. Phase one will be a general update of the Land Use Plan. In developing the land use recommendations, staff and the committee will be informed by proposed transportation and infrastructure improvements, approaches to environmental remediation, open space and architectural design goals, housing and economic development opportunities, and funding and finance options. Following the completion of phase one, the ERCPAC will then work with staff to make more detailed recommendations as part of a detailed physical development plan within the corridor; and

WHEREAS the ERCPAC was appointed by the Mayor and Common Council in October of 2000 and has been meeting regularly since December 2000; and

WHEREAS the ERCPAC has been carefully studying proposed transportation and infrastructure improvements, approaches to environmental remediation, open space and architectural design goals, housing and economic development opportunities, and funding and finance option issues and developing alternatives for land use plan recommendations and is on track to make a final recommendation on the Land Use Plan update for the ERC by the end of 2001; and

WHEREAS the ERCPAC has been paying special attention to the Inter-city Passenger Rail study currently underway by the Wisconsin Department of Transportation (WisDOT) because the ERC is a vital rail transportation link to Downtown Madison and the larger region; and

WHEREAS while studying alternative land uses and transportation issues within the ERC, the ERCPAC believes that relocating the railroad tracks and sidings within the ERC to the north would offer greater choice for redevelopment and future land uses within the corridor; and

WHEREAS through Resolution, ID 27935, the Common Council resolved that the City and WisDOT take into consideration the recommendations of the ERCPAC concerning the location of the rail line within the ERC between Blair Street and the Yahara River; and

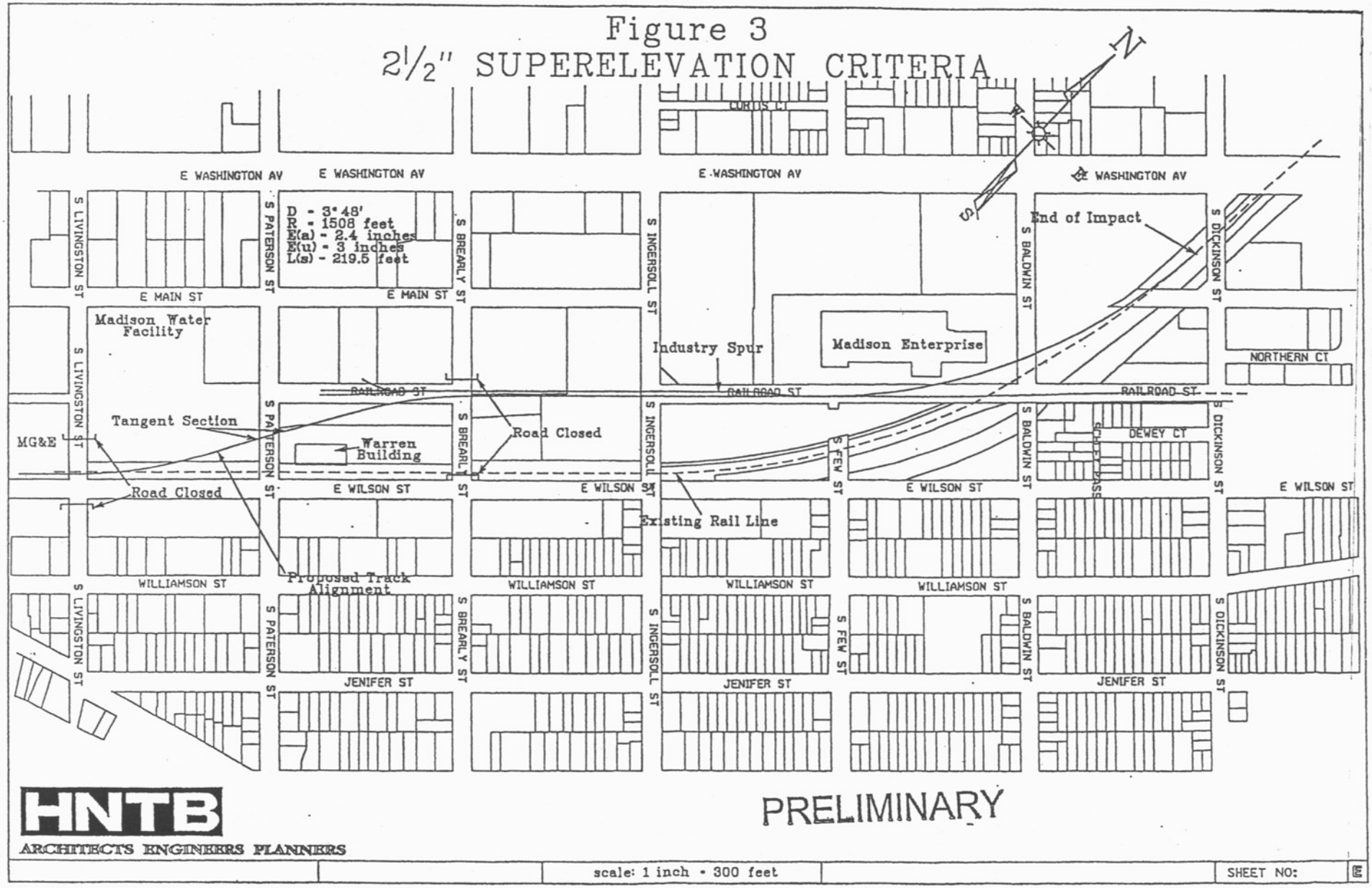
WHEREAS the timing of the Inter-city Passenger Rail study is such that any recommendation to relocate and/or consolidate the railroad track alignment should occur as early as possible in 2002; and

WHEREAS the ERCPAC has determined that relocating the current railroad track corridor from approximately Baldwin Street along the Railroad Street right-of-way to Brearly Street, where the railroad tracks would begin an "S" curve back to the existing alignment along East Wilson Street around Livingston Street (see attached map), is desirable and its feasibility should be considered as a part of the Inter-city Passenger Rail study being conducted by the WisDOT.

NOW, THEREFORE, BE IT RESOLVED that the Mayor and Common Council do hereby request that a site survey be completed, as a necessary first step for an engineering feasibility study (i.e., that would evaluate the feasibility, costs, engineering, and environmental impacts) for the relocation of the existing railroad tracks running along East Wilson Street, in order to determine if it is possible to relocate the railroad tracks one block to the north, to consolidate the existing freight railroad tracks and sidings and to provide for future inter-city passenger and commuter railroad tracks.

BE IT FURTHER RESOLVED that, regardless of the source of funding, the City will select the consultant and manage the contract.

Figure 3
2½" SUPERELEVATION CRITERIA



HNTB
ARCHITECTS ENGINEERS PLANNERS

PRELIMINARY

		scale: 1 inch = 300 feet		SHEET NO:

APPENDIX G

East Rail Corridor / Central Park Track Relocation Update
4/23/03

Burse Surveying and Engineering has completed a detailed survey of the proposed corridor under consideration for the relocation. The survey includes topographical features, elevations and utility locations. Prior to the field survey, underground utility facilities were marked utilizing the one-call system. City Staff has met with WisDOT staff to review preliminary design concepts and procedures. The existing track is owned by Union Pacific and leased and operated by Wisconsin Southern Railroad. The track is located between S. Blount Street and S. Dickenson Street within the Wilson Street corridor; the proposed relocation is to the Railroad Street Corridor.

Design Criteria:

- The proposed layout of the track realignment includes the following criteria and design assumptions:

- 25 mph design speed for freight rail. These are the speeds that freight can operate within and still maintain equilibrium. This is the controlling factor for the rail design that was proposed based on maintaining a balanced situation.

- The track will be super elevated through the curves and spirals. The super elevation of the track will require the cross streets of Brearly and Livingston be modified to accommodate the change in grade.

- The tracks shall be welded rail.

- There will need to be 8.5 min. clearance from all obstacles and the train for safety. A larger clearance is desired.

Horizontal layout:

- The track layout has the freight rail located 12’ off the right of way (as measured from the right of way line to the center of tracks). The passenger rail would need to be 15’ (center to center) from the freight line. This layout would be in effect, 12’ – 15’ – 15’ – 12’

- 12’ is the absolute minimum distance needed in order to maintain the track, 25’ is desirable. The equipment used to replace ties requires 12’.

- These values are minimum separation distances and do not allow sufficient room for ditches. During the final design, drain will need to be carefully considered to insure that storm water drains away from the tracks.

- There are significant MG&E underground electric facilities that cannot be relocated.

- A spur track will provide room for the storage of 19 coal cars for MG&E's usage.

- The "switch area" is adjacent to obstacles critical to the design including a retaining wall and loading area. The intent of the design is to match the existing alignment at E. Washington Avenue.

- Other obstacles adjacent to the realigned track include an overhead connection between buildings near Brearly.

What to do next:

- The proposed alignment and cross sections will be sent to the various utilities to verify the existing utility locations. The design of the relocation intended to minimize the impact to the usage or maintenance of these utilities.

- WisDOT Bureau of Rails and Harbors, Union Pacific Railroad and Wisconsin Southern Railroad (WSOR) will review the proposed alignment and cross sections. WisDOT Bureau of Rails and Harbors has provided a preliminary review.

- A preliminary plat of right of way will be developed to evaluated necessary real estate acquisitions and impacts to adjacent properties.

APPENDIX H

Excerpts from the

AFFORDABLE HOUSING ISSUE PAPER

prepared by the
Marquette Affordable Housing Study Group
September 28, 2002

Affordable housing inclusion/set-asides. One in four Madison families make less than $35,000, which is approximately 60% of the Median County Income (MCI) for a family of three. About 15% make less than $25,000, well below 50% of MCI. The recommended minimum affordability targets presented in the tables below reflect the current income distribution within the City of Madison and the Marquette Neighborhood. The goal of the affordable housing plan is for new housing to remain affordable to persons with these income levels.[1]

These figures demonstrate that a substantial fraction of Madison families need affordable rental housing. The Marquette Affordable Housing Study Group (MAHSG) recommends the following minimum affordability targets for all new rental projects in the East Rail Corridor:

Rental Targets	Percent of Dane County Median Income (MCI)	Annual Income[2]	Max. Rent[3]	Minimum Target
First Target Level between:	0% MCI	-	-	**10%**
	50% MCI	$23,813	$595	
Second Target Level between:	51% MCI	$24,424	$611	**15%**
	60% MCI	$28,575	$714	
Third Target Level between:	61% MCI	$29,187	$730	**15%**
	80% MCI	$47,625	$1191	

Today, the median sales price for a home in the Marquette neighborhood is $146,000, yet a three-person household making 61% of MCI can borrow less than $100,000 toward the purchase of a home. This means that the median house in the Marquette neighborhood is out of reach for many of its residents.

MAHSG views affordable home ownership as critical to maintaining a vibrant and economically diverse neighborhood. MAHSG believes that new owner-occupied housing projects in the East Rail Corridor should reflect the profile of affordability needs in the City of Madison. To this end, MAHSG recommends for the following minimum affordability targets for all new owner-occupied projects in the Corridor:

Owner-Occupied Targets	Percent of Dane County Median Income (MCI)	Annual Income, Family of Three	Max. Home Loan[5], Family of Three[6]	Minimum Target
First Target Level between:	60% MCI	$36,713	$90,471	**25%**
	80% MCI	$48,950	$120,627	
Second Target Level between:	81% MCI	$49,562	$122,135	**25%**
	100% MCI	$61,188	$150,786	
Third Target Level between:	101% MCI	$61,800	$152,293	**25%**
	120% MCI	$73,426	$180,943	

MAHSG notes that these minimum targets are to be applied to new development at the project-level, not to the study area as a whole.

In addition to these affordability targets for rental and owner-occupied projects, MAHSG strongly supports measures to insure the long-term affordability profile of these projects.

Tenancy. Census records show that for Madison in 2000, 52% of units are owner-occupied, while 48% are rentals. Overall, the Marquette Neighborhood had a greater proportion of rental units than the surrounding city (63% rentals, vers us 37% owner-occupied). However, in the areas of the East Rail Corridor that are currently marked for residential use, 51% of 84 housing units were owner-occupied.

Rather than propose specific tenancy targets for the corridor at this time, MAHSG calls for the ERC committee to explicitly address the issue of tenancy in the ERC Phase II proposal, and seek additional input on appropriate tenancy targets from neighborhood residents, businesses, and neighborhood organizations.

Populations Served. Of the Marquette Neighborhood's 5,762 residents, 14.7% were younger than age 19, 75.7% were between the ages of 19 and 55, and 9.5% were above 55 years of age. The mean age was 32.6.[7] In terms of age demographics, the Marquette neighborhood has experienced a decline in the number of residents below the age of 19 and over the age of 55, when compared to the population of residents aged 20 to 54.

In addition, just 36.0% of neighborhood residents lived in family (related) households of two or more persons, compared to 47.7% in Madison overall.

Diversity in age is a crucial aspect of the Marquette neighborhood. MAHSG suggests that residential developments within the East Rail Corridor target 60% of the housing units to family households of three or more persons (minimum of two bedrooms). In addition, 20% of the units should be barrier-free and otherwise appropriate for seniors and/or disabled, and at least one project should be dedicated to mixed-income senior housing.

Notes

[1] Dane County Affordable Housing Draft Report, prepared 8/15/02.
[2] Based on annual income for a one-person household.
[3] Maximum rent is rent level at 30% of median county income (MCI)
[4] Maximum rental amount is defined as 30% of monthly income.
[5] Maximum home payment is defined as the lesser of (1) 30% of monthly income minus outstanding debt obligations and escrowed payments, or (2) 41% of income. To compute a household's maximum home loan, the maximum home payment is divided by the interest rate and multiplied by 10.
[6] Add down-payment to maximum home loan figure to arrive at maximum home price.
[7] US Census data, 2000
[8] US Census data, 2000

East Rail Corridor Plan Appendix H excerpt from the MAHSG Affordable Housing Issue Paper selected and edited by City of Madison Planning Unit.

APPENDIX I

CONSERVATION DISTRICTS AS AN ALTERNATIVE TO HISTORIC DISTRICTS

Viable planning tools for maintaining the character of older neighborhoods

DEBORAH MARQUIS KELLY & JENNIFER GOODMAN

When confronted with yet another proposed demolition of a historic building, Philadelphia preservationists often grumble that the entire Center City, the approximately twenty-five blocks from the banks of the Delaware River to the banks of the Schuylkill River, should be designated as a local historic district to put an end to the seemingly constant preservation battles. While local historic-district designation would help to protect the rich array of historic resources found throughout Philadelphia neighborhoods, such extensive designation is neither practical nor prudent at this time for financial, political, and preservation planning reasons. Historic designation, however, is no longer the only option available to communities wishing to preserve and maintain their older neighborhoods. Many are turning to such planning alternatives as conservation ordinances, which seek to conserve and maintain the existing character of buildings, using a lesser degree of regulation than is embodied in historic preservation laws.

The Preservation Coalition of Greater Philadelphia is a historic preservation nonprofit organization found-

MANY OLDER NEIGHBORHOODS LACK THE REQUISITE HISTORICAL AND ARCHITECTURAL SIGNIFICANCE OF A LOCAL HISTORIC DISTRICT BUT ARE APPROPRIATE AS A CONSERVATION DISTRICT.

ed in 1977 to be an advocate for historic buildings and neighborhoods. Through its work in many of Philadelphia's older neighborhoods, the coalition came to realize that in spite of the fact that Philadelphia's historic preservation ordinance has long been recognized as a strong and comprehensive preservation tool, the existing regulatory programs were often inadequate to maintain the character and buildings in many of Philadelphia's older neighborhoods. While much of the city is of historic-district quality, many other older, distinctive neighborhoods lack the requisite historical and architectural significance of a local historic district. At a time when new construction provides less than three percent of the nation's housing stock annually, the preservation of these older, stable neighborhoods also holds tremendous potential to help meet the pressing housing needs of many Philadelphians, especially low- to moderate-income residents.

It was with the often-considered incompatible goals of historic preservation and affordable housing that the preservation coalition undertook the challenging project of creating a viable Neighborhood Conservation District program for Philadelphia in 1990. This article will explore in general terms the use of conservation programs as an alternative to traditional preservation planning tools for meeting the needs of older neighborhoods with varying degrees of significance, and describe how a neighborhood conservation program was developed to meet the specific challenges of Philadelphia.

The first two phases of the Neighborhood Conservation District project took two years. Funding was provided by the National Trust for Historic Preservation's Critical Issues Fund, Preservation Pennsylvania's Philadelphia Intervention Fund, and the Andy Warhol Foundation for the Visual Arts. The Preservation Coalition staff began the project by conducting research into existing conservation ordinances in cities around the country; this work resulted in a research report produced in June 1991. The second part of the project was a collaboration between John Milner Associates,

Philadelphia-based architecture and planning consultants, and the preservation coalition to create a model neighborhood conservation district ordinance, accompanying regulatory program, and design guidelines for Philadelphia. The second phase of the project was completed in December 1992. The third phase is the introduction and implementation of a Neighborhood Conservation District program in the Point Breeze neighborhood, an area that was chosen as the model for this program.

The preservation coalition is currently operating the Philadelphia Neighborhood Conservation District program on a voluntary basis; the city of Philadelphia has not yet adopted this program as its own. It is hoped that the city will pass a neighborhood conservation ordinance in the future, and the program will benefit neighborhoods throughout Philadelphia.

Conservation Ordinances In the United States

Research into several existing architectural and building conservation programs across the country revealed, not surprisingly, a diversity in the goals and approaches to conservation. Conservation programs from the following communities were analyzed: Atlanta, Georgia; Boston, Massachusetts; Cambridge, Massachusetts; Dallas, Texas; Lincoln, Nebraska; Memphis, Tennessee; Omaha, Nebraska; Phoenix, Arizona; Portland, Oregon; Raleigh, North Carolina; and Roanoke, Virginia. (See chart on Page 10) The major provisions of these conservation ordinances are discussed below:

Date Enacted The majority of the conservation programs investigated were enacted during the 1980s. Many municipalities, at this point, had experienced several years of administering their historic preservation ordinances and were in a position to assess their effectiveness. These cities turned to conservation ordinances as an alternative method to meet needs not sufficiently addressed by historic regulation.

Administering Agency Of the twelve conservation programs studied, six were administered by the local historical agency; the remaining six were located in the local planning or zoning agency. The cities with conservation programs administered by their planning or zoning agency generally were municipalities without a separate historical agency. While the placement of the conservation program may at first glance seem to be incidental, location appears to be an important factor in determining the goals and criteria of the program. In cities in which the historical agency administers the conservation program, the goals of the program generally include a degree of historic preservation and at least some of the conservation district selection criteria are similar to those for local historic districts. In municipalities where the planning or zoning agency administers the conservation program, while the goals may include retaining the character of the area, such additional factors as maintenance, stabilization, and enhancing property values are often prominently stated.

Activities Regulated New construction and demolition are the most frequently regulated activities in the conservation programs studied. Alterations and additions to existing buildings are generally regulated in those cities in which the conservation ordinance is administered by the local historical agency, and when goals of the program include a degree of historic preservation.

Selection Criteria The criteria used to designate an area as a conservation district varied widely among the municipalities studied. While some programs consider conservation-district status to be merely a degree of historic-district status with similar criteria as those used to select historic districts, others focus on areas of less historical significance or take factors unrelated to age or character into consideration. The criteria generally reflect whether a conservation program is intended to preserve the historic character or a specific neighborhood; to protect a general visual or neighborhood char-

acter; to provide specific public support and incentives for neighborhood revitalization; or to provide a combination of the above.

Design Guidelines Eight of the twelve conservation programs studied included written and/or visual architectural design guidelines for some of the activities regulated in their conservation ordinances. Design guidelines were handled in two different ways—either by allowing separate standards to be created for each conservation district, or by requiring that uniform standards be implemented for all conservation districts in the municipality.

A Conservation Program For Philadelphia

Having examined conservation district programs nationally, the Coalition then began to develop a conservation program tailored to the needs of Philly and to create conservation design guidelines for a model Philly Neighborhood Conservation District. Working closely with John Milner Associates and a local advisory panel, the Coalition sought to design a neighborhood program tailored to the needs of Philadelphia.

As discussed earlier, conservation districts around the country varied widely in their goals and purposes. The purpose of proposing conservation districts in Philadelphia was to satisfy the need for a neighborhood program that would maintain and conserve the character-defining streetscapes of many older neighborhoods, and would help to preserve the supply of affordable housing for the current residents. This is not intended to replace the Philadelphia historic preservation ordinance or any related programs, but rather to offer an alternative to many older areas that have experienced some deterioration, demolition, or incompatible alterations. A key component of the success of this program will be community support—conservation districts as proposed below will not succeed unless a community actively supports this program.

At the outset, the following goals were established for the Philadelphia Neighborhood Conservation District program:

1. To provide neighborhood residents, particularly in low- and low-to-moderate-income neighborhoods, with resources and guidance to assist in the conservation of the physical fabric and character of the affordable housing stock of those neighborhoods.
2. To develop educational materials with which residents can increase their understanding of the components that contribute to the physical character of their neighborhood's housing stock, as well as their understanding of the available regulatory mechanisms that can protect that character.
3. To develop incentives for residents in the implementation of specific conservation measures.
4. To provide the City of Philadelphia with additional strategies to assist eligible neighborhoods whose residents are interested in conserving their neighborhood's physical character.

Having established these goals, the components of the several conservation programs analyzed in phase one were reviewed for their relevance; existing city programs were evaluated and city officials involved in administering preservation, planning, and housing programs were interviewed. The following issues were identified as key in crafting a program that would successfully meet the specific goals set for the Philadelphia Neighborhood Conservation District program:

- Selection Criteria: On what basis would neighborhoods be selected for eligibility for the program? Of what relevance are factors associated with Philadelphia historic districts, such as architectural significance, age, integrity? Of what relevance are factors not associated with historic districts, such as vacancy rates and income levels?
- Consent: What level of owner and/or resident consent is desirable/necessary for the neighborhood conservation district? How is consent obtained? Is the consent

FIGURE 2. SUMMARY OF PROVISIONS FOR SELECTED CONSERVATION DISTRICT PROGRAMS

CITY	DATE ENACTED	HC/ ZONING	ACTIVITIES REGULATED 2	CRITERIA	NOMINATED BY	MAJORITY APPROVAL	DESIGN STANDARDS	DESIGN REVIEW	PROGRAM NAME
Atlanta, GA	1989	x	NC D ALT Advisory	"adequate" historic character	City Council HC 10 voters 10% owners	No	No	——	Conservation Districts
Boston, MA	1975	x	NC D ALT	city-wide significance	10 voters, Mayor or HC	No	Yes—for each CD	HC	Architectural Conservation Districts
Cambridge, MA	1983	x	NC D ADD	city-wide significance	10 voters, HC, & study of merits	No	Yes—for each CD with exemptions	Community Review advisory	Neighborhood Conservation Districts
Dallas, TX	1987	x	NC D ALT	stable area	50% property owners	Yes	Yes—by style	Planning Director	Conservation Districts
Lincoln, NB	1988	x	NC	maintenance,	Neighborhood residential 1 50% > 50 yrs.	50% protest	uniform for all	Building Code Officials	Residential Conservation District
Memphis, TN	1985	x	NC D ADD	same as historic	Historical Commission	No	Yes—for each CD	HC	Historic Conservation District
Nashville, TN	1985	x	NC D ADD	same as historic	HC or neighbor hood	No	Land use only	——	Conservation Zoning
Omaha NB	1987	x	land use	buildings older than 25 years	majority of owners planning bid	No	Land use only	——	Neighborhood Conservation Overlay District
Phoenix, AZ	1978	x	NC	neighborhood-support, small area	neighborhood majority owners	Yes	new commercial 1 only	Written by neighborhood	Special Planning District
Portland, OR	1977	x	NC D	significance stability interest	property owners	Yes	new construction only	——	Historic Conservation Zoning
Raleigh, NC	1988	x	NC	older than 25 yrs, larger than 15 acres 75% of land developed	property owners	Yes	No	——	Neighborhood Conservation Overlay District
Roanoke, VA	1987	x	NC D ADD	same as historic	City Council	No	optional for each	ARB	Neighborhood Preservation Districts

of nonresidential property owners required?

• Administration: How and by whom is a neighborhood nominated and designated as a Neighborhood Conservation District? Once designated, what activities can be regulated? What penalties can be assessed for work not in conformance with design guidelines?

• Incentives: Can a package of incentives be developed that is easily understood and administered? How important are incentives to the success of the program?

• Relationship to Existing Programs: To what extent can existing programs incorporate the goals of the Neighborhood Conservation District? And, conversely, to what extent might the goals of the Neighborhood Conservation District contradict or erode those existing programs?

These issues were all addressed and resolved in a manner that ensures the program's best chance for success in Philadelphia. Any municipality considering its own conservation program would have to conduct its own evaluation of the issues. The proposed Philadelphia Neighborhood Conservation District program follows:

Selection Criteria

A neighborhood may be designated as a Neighborhood Conservation District if it satisfies Qualitative Criteria #1, #2 and #3, and if it meets the remaining selection criteria substantially, taken as a whole.

Qualitative Criteria

1. Neighborhood Participation:

The neighborhood must have a demonstrable desire to participate in the program. The following factors are suggested for consideration: longevity, identifiable boundaries, regular election of officers and board members, existing bylaws and regularly scheduled meetings, a record of consistent attendance and participation in public hearings related to the neighborhood (e.g., zoning hearings).

2. Consistency of Visual Character:

The neighborhood must have a consistent and definable physical character.

3. Not Eligible as Local Historic District:

The Neighborhood Conservation District must not satisfy the criteria for designation as a local historic district.

4. Condition of Building:

The Neighborhood Conservation District must be located in a neighborhood in which the preponderance of buildings are in good condition.

5. Consistency of Building Types:

The housing stock within the Neighborhood Conservation District must be composed of consistent building types—e.g., row houses, duplexes, etc.

Quantitative Criteria

1. Zoning and Use Criteria:

A minimum of eighty percent of the buildings within a Neighborhood Conservation District must have an "R" (residential) zoning classification. The Neighborhood Conservation District must be situated in a neighborhood in which the height of existing residential buildings conforms to the existing zoning requirements.

2. Occupancy Criteria:

A Neighborhood Conservation District must have a minimum of eighty percent occupied residential buildings, sixty percent owner-occupied residential buildings, and no more than fifteen percent of vacant residential lots.

3. Size Criteria:

The Neighborhood Conservation District must encompass an area of no fewer than twenty square blocks and no more than eighty square blocks.

4. Median Income Criteria:

The Neighborhood Conservation District must be located within low- or low-to-moderate-income tracts of the city.

5. Owner Support:

More than forty percent of residential property owners and more than sixty percent of residential property owners who occupy their property within the Neighborhood Conservation District must sign a petition affirming their willingness to participate in the program.

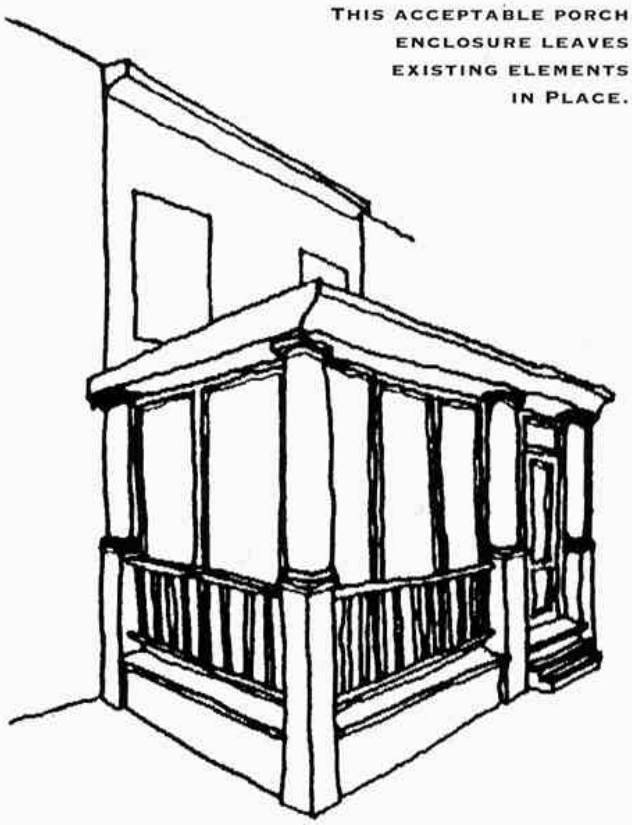
6. Age Criteria:

A minimum of eighty percent of the residential buildings within the Neighborhood Conservation District must be at least forty years old.

INCENTIVES

A Neighborhood Conservation District program that assists a neighborhood to understand and protect its physical character may in fact be its own incentive for a neighborhood that wants the program. An effective incentives package, however, will help to provide the financial resources and technical assistance to help make the program a success. The proposed Philadelphia Neighborhood Conservation District program includes the following incentives:

- The Neighborhood Conservation District staff, which will administer the program and serve as a liaison between the community and city agencies.
- A Neighborhood Conservation District revolving fund, which will provide low-interest loans or, depending on available funding, outright grants for use on those instances in which the design guidelines suggest a treatment that is more costly than an alternative that those guidelines discourage.
- Development of design guidelines. The Neighborhood Conservation District program will incorporate two levels of design guidelines. Broad-based threshold design guidelines will apply consistently and equal-



THIS ACCEPTABLE PORCH ENCLOSURE LEAVES EXISTING ELEMENTS IN PLACE.

ly to all Neighborhood Conservation Districts within the city. Satisfaction of the threshold design guidelines will be necessary in order to grant a building permit to a project affecting a residential property within a Conservation District. The threshold guidelines will be supplemented by neighborhood-specific supplemental design guidelines, the satisfaction of which will allow the applicant to receive financial incentives.

• Community-based conservation workshops. The program will include regularly scheduled workshops to assist residents of the conservation district in learning about the history of their neighborhood, how to perform routine maintenance on their homes, and about additional city programs that may be available to assist them.

ADMINISTRATION

The administration of the Neighborhood Conservation District program has been developed in a way that attempts to make the best use of the existing administrative structures in Philadelphia government. Responsibility for administering the program would be divided between the Philadelphia Office of Housing and Community Development and the Department of Licenses and Inspection. The Philadelphia Historical Commission has not been given authority over this proposed conservation district program because this program is not intended to replace or compete with historic districts in the city. Conservation districts in Philadelphia should be viewed as alternatives to existing preservation programs to conserve older neighborhoods not eligible for historic-district status. Any community that develops its own conservation program should take into consideration the goals and existing administrative structure in determining how the program should be administered.

The overall administrative oversight of the Neighborhood Conservation District program will be the responsibility of the Neighborhood Conservation District Review Board, a body of nine members appointed by the mayor and representing related city agencies and neighborhood groups. The program will be administered by two staff people, the Neighborhood Conservation District Examiner and the Neighborhood Conservation District Coordinator. The coordinator will be located within the city's Office of Housing and Community Development, and will assist neighborhoods with the designation process, work with the neighborhood in creating neighborhood-specific design guidelines, offer technical assistance to the district's residents on design review and

maintenance issues, and organize the educational workshops in the district. The examiner will be located within the city's Office of Licenses and Inspections, and will generally administer the regulatory portion of the program, including review of building-permit applications for alterations, new construction, and demolition within the district.

A neighborhood can be nominated for Neighborhood Conservation District status only by the community itself, acting through a viable neighborhood association. The designation process includes ample opportunity for public notification and opportunities for public comment.

The only activity that will be officially regulated through the proposed conservation-district program is alteration. New construction, while not regulated, will be reviewed by the board; new construction guidelines will also be included in the neighborhood-specific guidelines provided to the district.

CONCLUSION

Conservation programs are viable planning tools for communities looking for an alternative to traditional historic districts to help maintain the character and buildings of older neighborhoods. While it is too early to predict the success of such a program in Philadelphia, similar conservation programs have effectively existed in other cities for several years. As communities better define their needs and goals for older neighborhoods, and as residents begin to become more involved in determining their neighborhood's future, the menu of preservation and planning options available will continue to broaden beyond traditional preservation controls.

Deborah Marquis Kelly was the Assistant Executive Director of the Preservation Coalition of Greater Philadelphia, and she is now the Executive Director of Preservation New Jersey. Jennifer Goodman is the Executive Director of the Preservation Coalition of Greater Philadelphia.

Acknowledgements

This report results from a collaboration between The Preservation Coalition of Greater Philadelphia and John Milner Associates. The preparation of The Philadelphia Neighborhood Conservation District: A Model Program was supported by the National Trust for Historic Preservation's Critical Issues Fund, Preservation Pennsylvania's Philadelphia Intervention Fund, and the Andy Warhol Foundation for the Visual Arts.

The project was accomplished with the invaluable assistance of the Advisory Board which The Preservation Coalition of Greater Philadelphia assembled for the project. The members of that Advisory Board were as follows:

Brenda Barrett - Director, Bureau for Historic Preservation, Commonwealth of Pennsylvania, Harrisburg, PA.

James Brown IV - President, Parkside Historic Preservation Corporation, Philadelphia, PA.

Dr. David DeLong - Chairman, Graduate Program in Historic Preservation, University of Pennsylvania, Philadelphia, PA.

Grace Gary - Executive Director, Preservation Pennsylvania, Lancaster, PA.

Bridget Hartman - Program Manager, Critical Issues Fund, National Trust for Historic Preservation, Washington, D.C.

Karen Jessup - Preservation Planner; Professor of Historic Preservation, Boston University, Boston, MA and Roger Williams College, Providence, RI.

Barbara Kaplan - Executive Director, Philadelphia City Planning Commission, Philadelphia, PA.

Howard Kittell - Executive Director, The Preservation Coalition of Great Philadelphia, Philadelphia, PA.

Janet Klein - Board of Directors, The Preservation Coalition of Great Philadelphia; Consultant, National Trust for Historic Preservation, Philadelphia, PA.

Dr. Richard Tyler - Historic Preservation Officer, City of Philadelphia, Philadelphia, PA.

Scott Wilds - Executive Assistant to the Director, Office of Housing and Community Development, City of Philadelphia, Philadelphia, PA.

Patricia Wilson - Director, Mid-Atlantic Regional Office, National Trust for Historic Preservation, Philadelphia, PA.

For more information on this project or a copy of the "The Philadelphia Neighborhood Conservation District" report, please contact The Preservation Coaltion of Greater Philadelphia, 250 South 16th Street, Philadelphia, Pennsylvania 19102, or call (215) 546-0531.

APPENDIX J

AGENDA #_____

CITY OF MADISON, WISCONSIN

A RESOLUTION _____

Accepting the Final Report of the East Rail Corridor Plan Advisory Committee and adopting the East Rail Corridor Plan as a supplement to the City of Madison Land Use Plan and the Marquette-Schenk-Atwood Neighborhood Plan to be used to guide future land use and development within the East Rail Corridor.

Drafted by: Michael Waidelich
Planning & Development

Date: January 12, 2004

Fiscal Note: Please see attached separate report of the Comptroller.

SPONSORS: Ald. Judy Olson, District 6

PRESENTED January 20, 2004
REFERRED Plan Commission, Park Commission, Economic Development Commission, Urban Design Commission, Long-Range Transportation Planning Commission, Pedestrian/Bicycle/Motor Vehicle Commission, Transit and Parking Commission, Board of Public Works, Board of Estimates, Comptroller (for fiscal note)

REREFERRED Above + Citizens Comm., Landmarks Comm. (3:2)

REPORTED BACK MAR 02 2004
APR 20 2004

ADOPTED X POF _____
RULES SUSPENDED _____
PUBLIC HEARING _____

APPROVAL OF FISCAL NOTE IS NEEDED
BY THE COMPTROLLER'S OFFICE
Approved By

_____
Comptroller's Office

RESOLUTION NUMBER 61449
ID NUMBER 35378

WHEREAS the area bounded by East Washington Avenue, South Blair Street, the East Wilson Street-Williamson Street mid-block line, and the Yahara River is known as the East Rail Corridor; and

WHEREAS adopted City Plans, including the 1994 Marquette-Schenk-Atwood Neighborhood Plan, recommend that more detailed planning be conducted within the East Rail Corridor to identify opportunities and recommended land use changes and implementation activities that will encourage development and redevelopment within the Corridor to advance neighborhood and community objectives regarding housing, open space and economic development; and

WHEREAS the East Rail Corridor Plan Advisory Committee was established by the Common Council in September 2000 and charged with the following tasks:

1) promote communication among various stakeholder groups within the East Rail Corridor and provide ample opportunity for public input;
2) develop a consensus and advise the Plan Commission and Common Council on recommendations to update the Madison Land Use Plan for the East Rail Corridor, and
3) conduct a comprehensive planning process for the East Rail Corridor in two phases; and

WHEREAS during Phase One, the Advisory Committee studied existing conditions, planning recommendations and the regulatory framework within the planning area, considered proposed transportation and infrastructure improvements, approaches to environmental remediation, housing and economic development objectives and opportunities, open space and architectural design goals, and funding and finance option issues, and developed alternative land use plan recommendations; and

WHEREAS the Advisory Committee hosted three large community meetings to present planning issues and background information, alternative development concepts for the planning area, and the draft recommended land use plan map; and

WHEREAS after reviewing the background information and analysis generated during the planning process and considering community input and comments from the public meetings and much discussion and deliberation, the Phase One Recommendations of the East Rail Corridor Plan Advisory Committee were presented to the Common Council; and

WHEREAS the Common Council on March 5, 2002 adopted the Phase One general land use recommendations of the East Rail Plan Advisory Committee and further resolved that Phase Two of the East Rail Corridor planning process should address issues such as: the detailed configurations, functions and features of the proposed central park and open space areas, the ownership and maintenance responsibilities of the park and open space areas, relationships between the park and open space and adjoining uses, the recommended density of new housing within the identified sub-areas recommended for housing, the types and designs of new housing that would fit the character of the neighborhood, how to accommodate business retention and expansion in the area, the appropriate types of businesses and their appropriate scale, character and location within the planning area, the costs and feasibility of constructing parking structures within the planning area, and implementation of the recommended railroad track relocation; and

WHEREAS from March 2002 through September 2003 the Advisory Committee met to review and consider additional information and analysis and prepare the East Rail Corridor Plan which includes a refined land use map and more-detailed recommendations regarding employment and business development, housing and residential development, parks and open spaces, transportation and parking, urban design, and plan implementation; and

WHEREAS throughout the Phase Two process, multiple opportunities were provided for community input, including wide distribution of meeting agendas and minutes and other meeting materials to interested parties, opportunities for public comment at all scheduled Advisory Committee meetings, posting Plan drafts on the East Rail Corridor Plan website, and hosting a Saturday open house meeting on May 5, 2003 to present the draft Plan recommendations and respond to community questions and concerns; and

WHEREAS after carefully considering and discussing the input from this meeting and other comments received on the draft Plan and making final revisions, the Advisory Committee at their September 9, 2003 meeting unanimously approved a motion to adopt the East Rail Corridor Plan Advisory Committee Final Report and submit it to the Madison Common Council; and

WHEREAS the Final Report incorporating the East Rail Corridor Plan and Recommendations has been reviewed by City agencies and approved by appropriate City Boards and Commissions;

NOW THEREFORE BE IT RESOLVED that the Common Council accepts East Rail Corridor Plan Advisory Committee Final Report and hereby adopts the East Rail Corridor Plan and Recommendations as a supplement to the City of Madison Land Use Plan and the Marquette-Schenk-Atwood Neighborhood Plan to be used to guide future land use and development in the East Rail Corridor; and

BE IT FURTHER RESOLVED that the appropriate City staff are directed to work with neighborhood and business associations, property owners, residents and other interest groups to begin to implement the East Rail Corridor Plan's recommendations, and particularly the specific high-priority activities identified in the section of the Plan titled "Plan Implementation and Recommended Next Steps;" and

BE IT FURTHER RESOLVED that appropriate City agencies be requested to assign priority in work plans and budgets to proceed with the implementation of the highest priority projects and activities recommended in the Plan; and

BE IT FINALLY RESOLVED that the East Rail Corridor Plan Advisory Committee is hereby dissolved with thanks to current and past members for their extended efforts.

AGENDA # _____

CITY OF MADISON, WISCONSIN

REPORT OF: The City Comptroller

TITLE: **Fiscal note for Resolution ID#35378 accepting the Final Report of the East Rail Corridor Plan Advisory Committee and adopting the East Rail Corridor Plan as a supplement to the City of Madison Land Use Plan and the Marquette-Schenk-Atwood Neighborhood Plan to be used to guide future land use and development within the East Rail Corridor.**

PRESENTED 1/20/04
REFERRED
REREFERRED
REPORTED BACK
ADOPTED POF
ID NUMBER 35378

AUTHOR: **Dan Bohrod**
Administrative Analyst

DATED: **February 17, 2004**

TO THE MAYOR AND COMMON COUNCIL:

Resolution ID#35378 proposes the acceptance of the Final Report of the East Rail Corridor Plan Advisory Committee (ERCPAC) and adoption and initial implementation of its recommendations.

The East Rail Corridor is an area of approximately 178 acres bounded by East Washington Avenue, South Blair Street, Williamson Street and the Yahara River. The Plan Advisory Committee was appointed to explore potential changes in land use and development, including the creation of new park and open spaces.

The ERCPAC's recommendations include several proposed activities to transform current East Rail Corridor land uses over the next several decades. Major recommendations include: a number of zoning changes; development of an "enhanced Major Employment Center as the predominant use of the East Rail Corridor"; a northern re-alignment of the railroad tracks; the establishment of an open space plan to address a Downtown/East Isthmus parkland deficiency; a program to shift land use from surface parking to more intense uses; and other recommendations.

While there are a host of potential fiscal implications associated with the East Rail Corridor project, obvious areas of concern include: the impact on the tax rolls if current tax-producing properties are converted to parkland; the cost to acquire, develop and maintain additional parkland; relocation of the rail line; development of parking facilities; and, other associated infrastructure development, including street and sidewalk reconstruction and enhanced bike path corridors.

Tax Base

Recent assessments of commercial, industrial and residential property within the East Rail Corridor indicate an aggregate tax base of just over $50 million, with annual property tax revenue generated totaling approximately $1.2 million for all taxing jurisdictions (about $450,000 of which is allocated to the City of Madison). Development of the Corridor will affect the tax base and associated property tax revenue; various land use and development scenarios envision an enhanced tax base, but post-development values and commensurate tax revenues are unknown and will depend on project elements yet to be determined.

Parkland

The ERCPAC recommendations suggest all park acquisition, development and maintenance costs be borne entirely by contributions, grants, private consortia and/or support of a non-profit foundation (such as the Urban Open Space Foundation). Cost estimates relating to the acquisition, development and maintenance of parkland are dependent on final project determinations. Current discussions involve park and other open space acreage in the East Rail Corridor of 23 acres. A very general estimate of land acquisition costs might range around $250,000 per acre; total acquisition costs, therefore, are estimated at $5,750,000 (however, actual costs might be lower as some of the open space acreage is already owned by the UOSF and some of the acreage consists of existing railroad right-of-way that would be converted to open space uses in the event the railroad tracks are relocated). Park maintenance costs could range from $1,500 per acre per year for basic open space maintenance (mowing, for example) to as much as $15,000 per acre per year for intensive service delivery levels requiring landscaping, facilities and programming for activities. Development costs may be substantial, depending on the number and nature of park facilities. ERCPAC proposes that, ultimately, ownership of the central park is assumed by a public entity, with continued operations and maintenance funding from private sources (e.g., an endowment fund). Some grant applications for acquisition and development of this park may compete with grant applications for other city projects.

Rail Line Relocation

According to ERCPAC, a critical component of the East Rail Corridor redevelopment plan is the relocation (and subsequent upgrade) of the existing railroad tracks to a more favorable northern alignment. City Engineering staff have estimated project costs ranging from $5.2 million to $7.9 million. Funding sources for such a project have not been identified.

Parking Facilities

ERCPAC recommends the transformation of current surface parking lots in the East Rail Corridor to commercial/industrial development and suggests the "City Parking Utility...plan for future development of public parking structures in the area...," including acquisition of sites for future facilities. The implementation of this recommendation will have significant implications for future Parking Utility capital and operating budgets, but the magnitude is unknown.

Other Infrastructure Development

The ERCPAC recommendations also include a number of infrastructure enhancements, including street and sidewalk reconstruction, street closings, lighting, signage, and enhancements and additions to bicycle path corridors. Project details and funding sources have not been specified. The Advisory Committee suggests that large portions of the East Rail Corridor would be eligible for TIF financing. The use of federal and state transportation funds for this project, if applicable, could preclude the use of such funds for other City projects.

The Resolution provides that "appropriate City agencies be requested to assign priority in work plans and budgets to proceed with the implementation of the highest priority projects and activities recommended in the Plan." The recommendations will require a potentially significant allocation of staff resources to consider, evaluate and implement, but no additional expenditure is required at present. Any additional City expenditures associated with the East Rail Corridor project will require approval of the Common Council.

Respectfully submitted,

Dean Brasser
City Comptroller