

Milwaukee Street Special Area Plan

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Replaced by [Southeast Area Plan](#)



Prepared by the
City of Madison
Planning Division



Adopted by the Common Council on December 4, 2018
File ID No. 53472 by Enactment No. Res - 18-00847
Adopted by the Town of Blooming Grove on December 12, 2018
Resolution No. 2018-06



Legislation Details

File #: 53472 **Version:** 1 **Name:** Adopting the Milwaukee Street Special Area Plan
Type: Resolution **Status:** Passed
File created: 10/10/2018 **In control:** Department of Planning and Community and Economic Development
On agenda: 12/4/2018 **Final action:** 12/4/2018
Enactment date: 12/10/2018 **Enactment #:** RES-18-00847

Title: Adopting the Milwaukee Street Special Area Plan as a Supplement to the City of Madison Comprehensive Plan.

Sponsors: Marsha A. Rummel

Indexes:

Code sections:

Attachments: 1. Milwaukee Street SAP Draft_10-08-18.pdf, 2. Letter to TPPB 10.29.18.pdf, 3. Milwaukee Street Public Comment Emails.pdf, 4. Urban Ag Work Group Memo - Milwaukee St SAP_11-02-18.pdf, 5. Recommendations on Milwaukee St SAP_11-07-18_BPC.pdf, 6. Milwaukee St SAP Final Memo-PC_11-14-18 final.pdf, 7. MFPC Memo to Plan Comm re Milwaukee St SAP_11-14-18.pdf, 8. Tn of Blooming Grove comments_11-15-18.pdf, 9. Milwaukee Street Plan_Public Comment_2018-11-19_Redacted.pdf

Date	Ver.	Action By	Action	Result
12/4/2018	1	COMMON COUNCIL	Adopt	Pass
11/19/2018	1	PLAN COMMISSION	RECOMMEND TO COUNCIL TO ADOPT - REPORT OF OFFICER	Pass
11/7/2018	1	BOARD OF PARK COMMISSIONERS		
11/7/2018	1	MADISON FOOD POLICY COUNCIL		
10/30/2018	1	COMMON COUNCIL	Refer	Pass
10/29/2018	1	TRANSPORTATION POLICY AND PLANNING BOARD	Return to Lead with the Following Recommendation(s)	
10/16/2018	1	PLAN COMMISSION	Refer	
10/16/2018	1	PLAN COMMISSION	Refer	
10/16/2018	1	COMMON COUNCIL	Refer	Pass
10/10/2018	1	Department of Planning and Community and Economic Development	Referred for Introduction	



Legislation Text

File #: 53472, **Version:** 1

No City appropriation is required with adoption of this Special Area Plan. City costs associated with urban development in this area will be included in future operating and capital budgets subject to Common Council approval.

Adopting the Milwaukee Street Special Area Plan as a Supplement to the City of Madison Comprehensive Plan.

WHEREAS, the City of Madison and Town of Blooming Grove Intergovernmental Agreement (2006) establishes a mechanism and requirement for joint planning of certain town lands on Milwaukee Street; and

WHEREAS, several large undeveloped or vacant properties, together more than 100 developable acres, appear likely to develop or redevelop in the near future; and

WHEREAS, the East Transfer Point provides excellent transit access, reducing auto dependency and linking existing and future residents to economic opportunities; and

WHEREAS, the City of Madison's Comprehensive Plan (2018) discusses Madison's projected growth and identifies Milwaukee Street as a Growth Priority Area, and recommends concentrating the highest intensity development along transit corridors, downtown, and at activity centers; and

WHEREAS, the *Milwaukee Special Area Plan* includes recommendations to guide future land uses and street networks, transit facilities, bike facilities, street design and open spaces to ensure future development forms a cohesive new neighborhood that is well integrated with surrounding residential neighborhoods.

NOW THEREFORE BE IT RESOLVED, that the Common Council does hereby adopt the *Milwaukee Street Special Area Plan* and recommendations contained therein as a supplement to the City's *Comprehensive Plan*.

BE IT FINALLY RESOLVED, that the appropriate City agencies consider including the recommendations of the *Milwaukee Street Special Area Plan* in future work plans and budgets.

**TOWN OF BLOOMING GROVE
RESOLUTION NO. 2018-06**

To adopt the Milwaukee Street Special Area Plan

WHEREAS, the City of Madison and Town of Blooming Grove Intergovernmental Agreement (signed in 2006) establishes a mechanism and requirement for joint planning of certain town lands on Milwaukee Street; and

WHEREAS, several large undeveloped or vacant properties, together more than 100 developable acres, appear likely to develop or redevelop in the near future; and

WHEREAS, the City of Madison has facilitated the coordination of the Milwaukee Street Special Area Plan, and

WHEREAS, representatives of the Town of Blooming Grove Plan Commission and Town Board have dutifully participated in the development of, including providing input into, the Milwaukee Street Special Area Plan on behalf of the Town and its residents, and

WHEREAS, the Milwaukee Street Special Area Plan includes recommendations to guide future land uses and street networks, transit facilities, bike facilities, street design and open spaces to ensure future development forms a cohesive new neighborhood that is well integrated with surrounding residential neighborhoods.

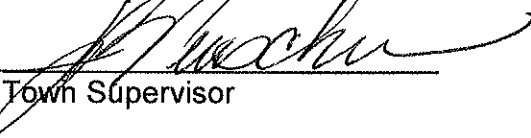
NOW THEREFORE BE IT RESOLVED, that the Blooming Grove Town Board does hereby adopt the Milwaukee Street Special Area Plan and recommendations contained therein.

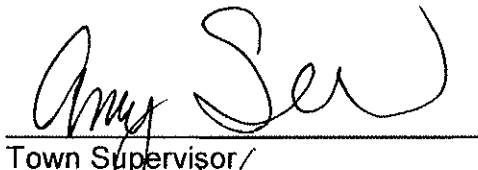
This Resolution was unanimously adopted at a meeting of the Town Board of the Town of Blooming Grove, Dane County, Wisconsin, on December 12, 2018.

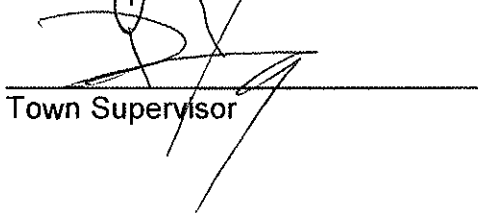
APPROVED:


Town Chair


Town Supervisor


Town Supervisor


Town Supervisor


Town Supervisor

ATTESTED:


Town Clerk

12/12/2018
Date

Milwaukee Street Special Area Plan



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Introduction

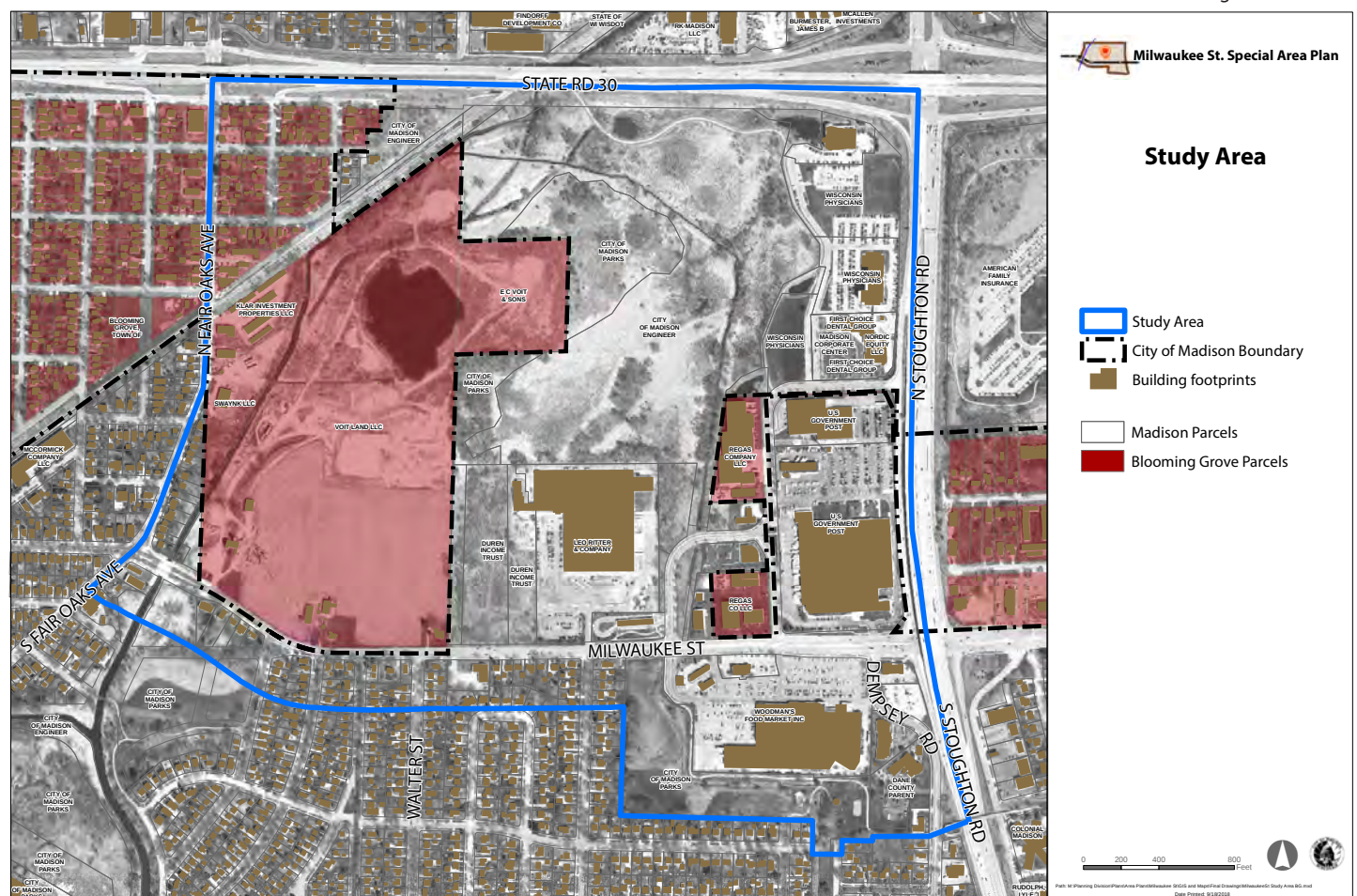
On March 20, 2018, the City of Madison Common Council authorized Planning Division staff to prepare detailed land use and transportation recommendations for the Milwaukee Street corridor generally between Fair Oaks Avenue and Highway 51. The planning area, extending from Highway 30 on the north to approximately one block south of Milwaukee Street, includes several major properties that appear likely to develop or redevelop in the coming years (see maps 1 and 2). The scale of sites, along with the relatively central location and exceptional transit access, create a unique opportunity to accommodate future residential growth in an area well served by transit, as well as provide opportunity for neighborhood-oriented retail and improve and expand parks and open spaces.

This joint planning effort with the Town of Blooming Grove and was originally called for in the City of Madison (City) and the Town of Blooming Grove's (Town) 2006 Intergovernmental Agreement (IGA). Per the IGA all properties in the Town, including major properties within the Milwaukee Street Plan Area, will be attached to the City no later than 2027.

This Plan provides an extensive examination of the current neighborhood context while building upon previous plans and studies, including the 2018 City of Madison Comprehensive Plan and nearby 2017 Darbo Worthington Starkweather Neighborhood Plan. The Plan provides detailed, site-specific recommendations regarding land uses, building scale and design, street network, street design and parks and open spaces.

This plan will be used to guide future development by providing City staff and elected and appointed officials a basis for reviewing private development proposals that may be submitted in the future.

Map 1: Study area with Town of Blooming Grove Parcels



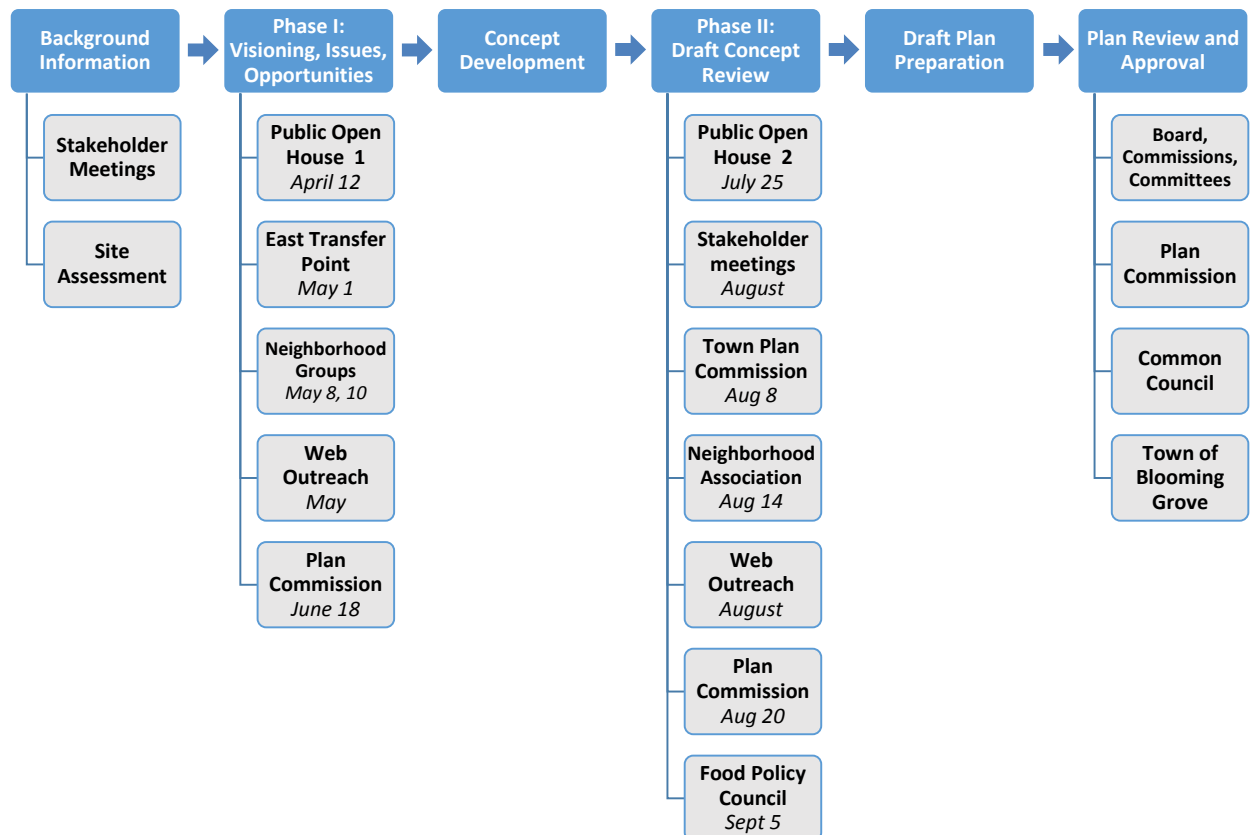
Public Engagement

Two phases of public engagement were used prior to the official City and Town review and approval processes. The first phase of engagement focused on visioning and kicked off with a public open house on April 12, 2018 at Schenk Elementary/Whitehorse Middle School. Approximately 60 people attended and discussed the strengths, weaknesses, opportunities and challenges facing the area. The planning team made an effort to reach typically underrepresented groups in several ways in order to increase opportunities for input. One such example was the May 1, 2018 pop-up meeting at the East Transfer Point, intended to reach transit users who may not be aware of or have time to attend traditional planning meetings. Promoted by fliers on buses and at the transfer point, the event reached over 100 people and proved to be so effective that staff will likely repeat this type of effort for future planning studies. A web-based survey was also used in phase one, with 150 responses. Staff also met with multiple neighborhood groups to understand their perspectives before the first meeting with Madison's Plan Commission on June 16.

The second phase focused on gaining feedback on draft land use concepts. After a public open house on July 25, 2018 at Goodman Community Center, the planning team followed up with discussions with neighborhood associations, a second web survey as well as meetings with the Town of Blooming Grove and City of Madison Plan Commissions. Around 70 residents responded to an online survey or submitted their comments at the open house.

Staff coordinated translation services and childcare service upon request at public meetings. While these services were not requested, it is an important part of trying to continue to increase outreach efforts during planning processes.

Public engagement timeline



Properties with largest potential for change

The focus of the plan are four major properties with potential to develop or redevelop in the near future. Together these properties contain more than 100 acres of developable land in a relatively central area of Madison, a rare opportunity for a new transit-oriented and supportive neighborhood.

The largest individual property is the Voit Farm property (3450 Milwaukee Street), just east of Starkweather Creek on the north side of Milwaukee Street. A total of 65 acres, approximately one half of the land is considered developable while the northern portion is largely comprised of wetlands, floodplains and a quarry pond. Currently a portion of the site is being farmed for row crops and the remainder is part as a quarry operation. The property is not yet listed for sale but the owners are working with a real estate agent in preparation for a future sale. The Voit Farm is in the Town of Blooming Grove and, per the IGA, would initially start developing in the Town before attaching to the City.

To the east of the Voit property are two adjacent parcels owned by the Duren family (3618 and 3630 Milwaukee Street), which are listed for sale. Just under nine acres total, the property is quite deep with a relatively limited amount of frontage on Milwaukee Street. One property is zoned TR-C1, a residential category, while the other is zoning IL (industrial limited), which allows light industrial uses.

Long viewed as a prime candidate for redevelopment, the now-vacant former Swiss Colony warehouse (3650 Milwaukee Street) is owned by the Leo Ritter Trust. The 15 acre parcel contains a 200,000 square foot industrial building which is being marketed for lease to new tenants. The property is zoned IL and could be occupied by any permitted use in that category.

The last major site with redevelopment potential in the near term may be the Woodman's Food Market (3817 Milwaukee Street). The approximately 40-year old building has been expanded several times, and Woodman's is evaluating potential options for its near-eastside store. This potentially includes a major renovation of the existing store or a new construction on a different site.

Map 2: Properties most likely to change.

During the course of the planning process, the US Post Office facility (3902 Milwaukee Street) was briefly discussed as a possible redevelopment site given the 2013 relocation of some mail processing operations to Milwaukee. However the Post Office stated that the facility will remain part of the USPS network for the foreseeable future, and therefore this site was not evaluated for changes by this Plan.

While other properties within the planning area may also redevelop, this plan helps establish a long-term vision and plan for these major sites and ensures future developments will work together to establish a new neighborhood and a more cohesive urban setting. Other property owners considering redevelopment within the planning area should see this plan as a framework that will encourage them to follow this same development pattern.



Issues and Opportunities

Transportation Network

One of the challenges of the existing transportation network is barriers, both natural and man-made, preventing connections to surrounding areas and fragmenting the fabric of the neighborhood. Highways 30 and 51, the rail corridor, Starkweather Creek and wetlands all make linking this area with surrounding neighborhoods very challenging. The most feasible connection is a potential extension of Chicago Avenue across Fair Oaks Avenue and Starkweather Creek, which was originally discussed in the Darbo Worthington Starkweather Neighborhood Plan.

Other connections from the south are impacted by Hwy 51: the Dempsey Road and Milwaukee Street intersection is approximately 200 feet west of Hwy 51, and as a result left turns in or out of the intersection are prohibited. Metro buses use Dempsey Road for southbound trips but must follow a more circuitous path on return trips. Providing a westbound turning movement at or near Dempsey Road would improve transit performance as well as balance traffic among more neighborhood streets south of Milwaukee Street.

Milwaukee Street is a street in transition, with several cross section designs over the length of the plan area. Beginning at Fair Oaks Avenue, the street transitions from two to four lanes, and eventually to six lanes at Highway 51. Several sections of the street appear unnecessarily wide, and there is confusion in some sections as to how many lanes exist. There are inconsistent medians and several sections don't have sidewalks on the north side of the street. One section without sidewalks between the East Transfer Point and the Post Office contains three commercial buildings developed in the Town before it was annexed by the City. There isn't room to add a sidewalk in the existing right of way and expanding the right of way would result in a significant loss of parking for those businesses.

One of the major themes that emerged during public engagement was the desire to improve the physical design of the street to foster an improved neighborhood character that accommodates transportation needs, including transit and bike amenities, while providing an efficient pedestrian-friendly layout. As properties north of Milwaukee Street develop, there will be an opportunity to reconstruct Milwaukee Street to meet these goals.

West of Schenk Street, traffic volumes average around 14,000 cars per day. While this number may sound high, it generally provides sufficient visibility to support neighborhood-oriented retail and services while still allowing significant flexibility in street design that can result in a pedestrian-oriented, main street character. As the street approaches Hwy 51, starting at West Commerce Drive, Milwaukee Street traffic volumes increase significantly to over 23,000 cars per day (see map 4).

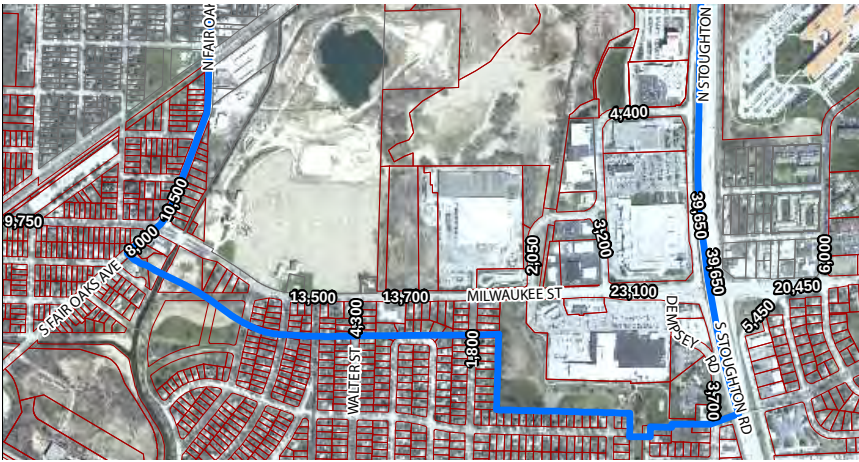
The area is planned to be well-connected with the City's bike network. Dawes Street provides a low-volume on-street route, connecting the Portland Parkway bike bridge over Hwy 51 to the east and terminating in OB Sherry Park on the west. A multi-use path is planned along Starkweather Creek, which is planned to connect to the Capital City Trail as well as areas north of Hwy 30.



Map 3: Barriers to connectivity

Milwaukee Street looking west near Schenk Street





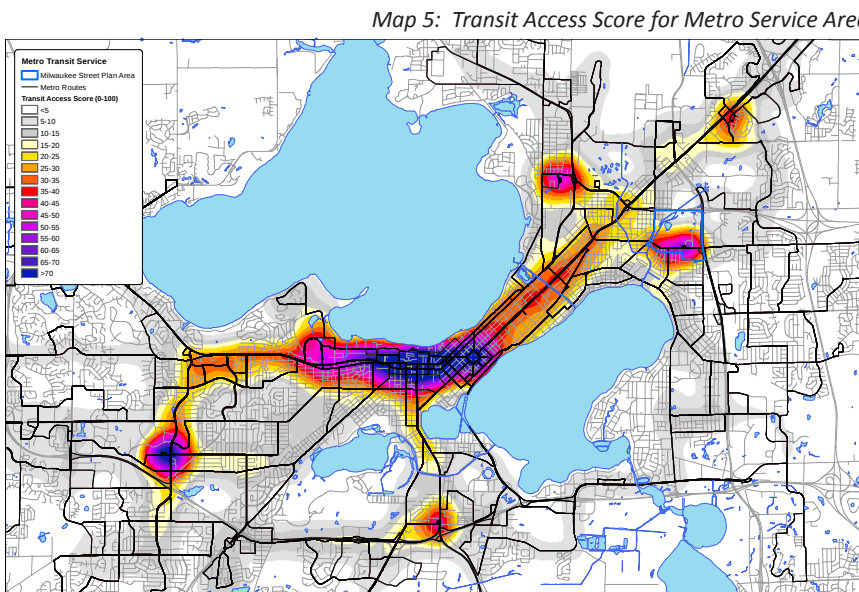
Map 4: Traffic counts

The presence of the East Transfer Point provides the planning area with some of the best transit access in Madison (see map 5). Over 200 buses arrive and depart daily from the transfer point, providing time-competitive transit access to a large portion of the City, including major employment areas. While the transfer point does provide great transit access, it is somewhat isolated, unwelcoming and is nearing its capacity. There is an opportunity to look to other communities for better examples of transit centers which incorporate amenities to improve the experience of transit users and thereby encouraging greater utilization of the transit system. Several transit centers are incorporating a mixture of uses, including retail, housing and commuter park and ride facilities.

The adjacent full service grocery store (Woodman's) provides a major benefit to transit riders, greatly expanding access to fresh food.



East Transfer Point



Map 5: Transit Access Score for Metro Service Area

Grand River Station, La Crosse, WI

Opened in 2010, Grand River Station is far more than just the central transit hub for La Crosse's bus service. The mixed use building includes 10,000 square feet of ground floor retail space, structured parking, and 92 units of mixed housing, including condominiums and affordable and market rate rental units.

Marketed towards artists and entrepreneurs, several units are designed as live/work spaces and there is a gallery on the ground floor near the transit center. Upper level units also have access to the buildings green roof that includes a tot lot, sculpture garden and gathering spaces.

Amenities for transit riders include an enclosed waiting room with public restrooms, real-time bus location information, and a customer service window open during normal business hours. The transit center also is used by intercity buses for travel to destinations such as Madison and Minneapolis.



Land Use

The recently adopted 2018 City of Madison Comprehensive Plan updated its generalized guidelines for growth in the planning area (see map 6). In response to an overall desire of Madison residents to prioritize infill growth and redevelopment over greenfield development, changing housing preferences and increased growth pressure, the Comprehensive Plan shifted much of the undeveloped land from largely single family, low-density residential to medium residential, a category that includes a more diverse range of housing types. This shift also represents a better utilization of the City's transit infrastructure since residents are more likely to use transit where high levels of service exists.

The area immediately surrounding the East Transfer Point, including a large portion of the Duren and Swiss Colony properties, is designated as Community Mixed Use which accommodates higher density mixed-use buildings with active ground floor uses.

The Woodman's Food Market property is classified as General Commercial, responding to the existing use of the site. Parcels along Hwy 51 are shown as Employment, with individual uses including office, light industrial, and the post office.

There are few neighborhood-oriented businesses in the vicinity, being limited to a restaurant in the Woodman's parking lot, a laundromat, and few others. Public outreach in the planning process revealed a general desire to have more neighborhood-focused retail and services, which could be accommodated in the ground floor of mixed-use buildings near the transfer point.

On the south side of Milwaukee Street, the predominant land use other than Woodman's is single family homes in the Eastmorland Neighborhood. In response to this, it's important that future development on the north side of the corridor recognize this lower intensity use and utilize strategies to increase the compatibility of building types with different scales. Eastmorland is one of central Madison's more affordable neighborhoods, and several residents were concerned about the possible development of high-end housing which they felt might price them out of the neighborhood. Several neighborhood residents also discussed the need for senior housing.

Voit Farm



Former Swiss Colony Warehouse



Woodman's Food Market



Single family homes on Milwaukee Street



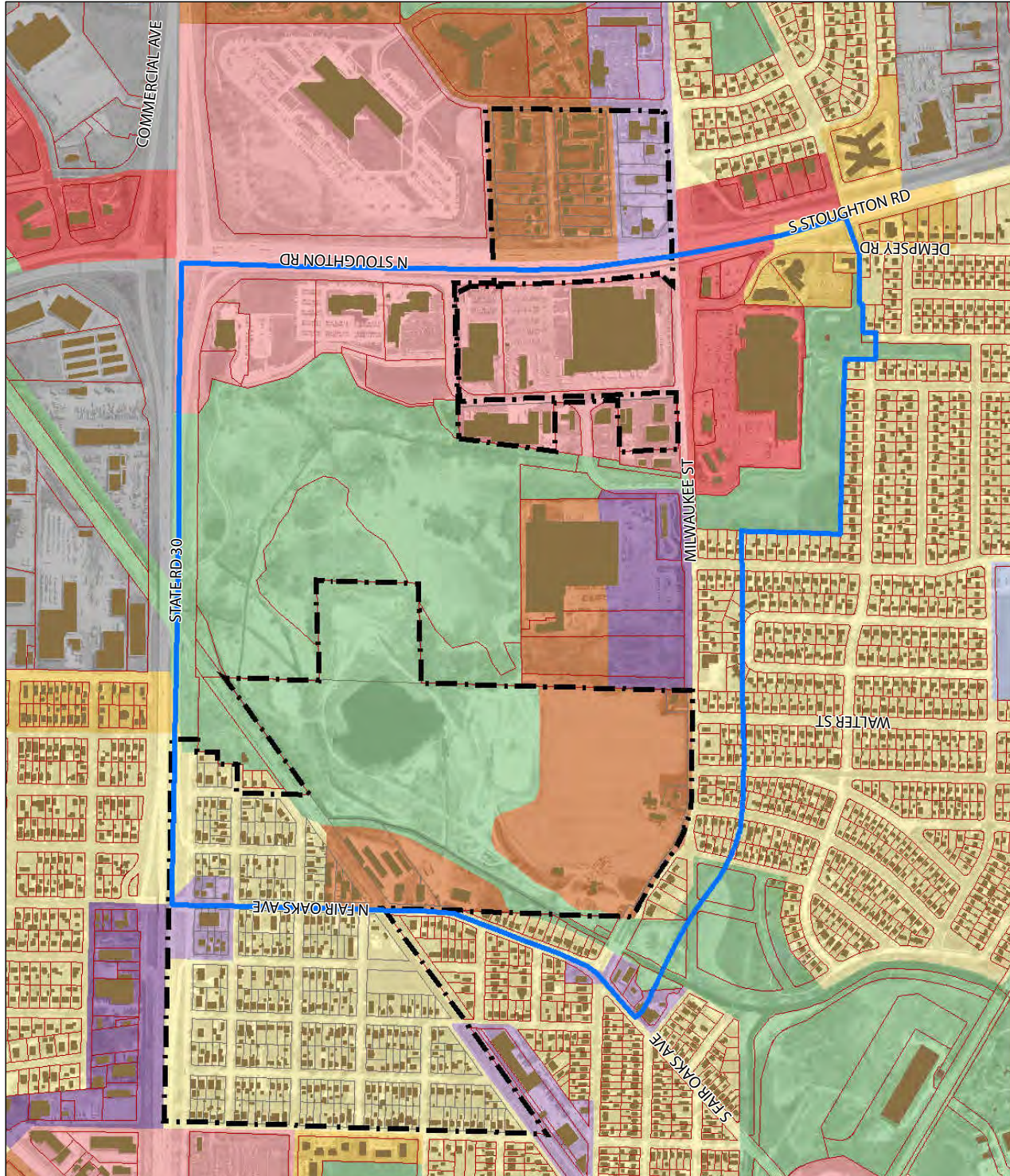
Future Land Use from 2018 Comprehensive Plan

- Study Area
- City of Madison Boundary
- Building footprints
- Madison Parcels
- Blooming Grove Parcels
- Low Residential (LR)
- Low-Medium Residential (LMR)
- Medium Residential (MR)
- High Residential (HR)
- Neighborhood Mixed Use (NMU)
- Community Mixed Use (CMU)
- General Commercial (GC)
- Employment (E)
- Industrial (I)
- Parks and Open Space (P)



Part of the Planning Commission's Comprehensive Plan, 2018. City of Madison, Wisconsin. 2018. Printed 10/10/2018.

Map 6: Generalized future land use



Natural Features

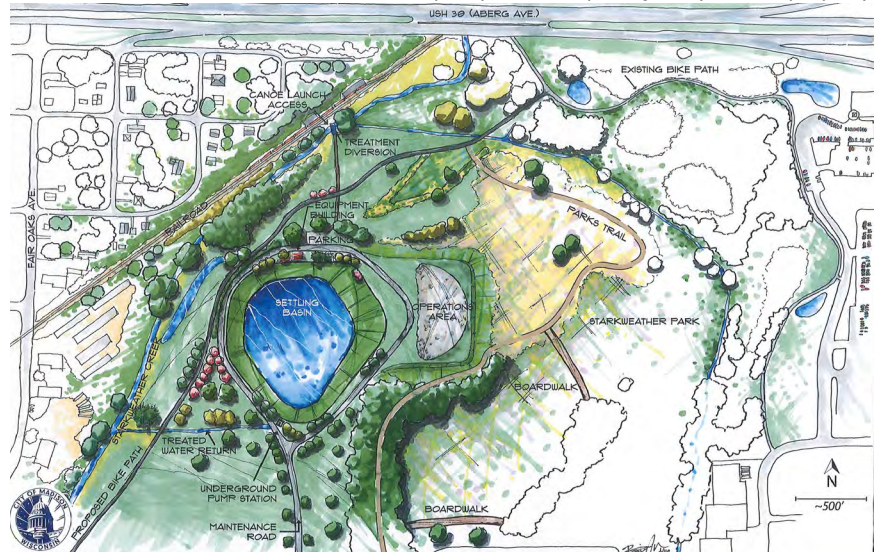
Improving parks and open spaces was a major priority for participants of public involvement. The most visible natural feature of the plan area is Starkweather Creek, a navigable waterway which links parks and open spaces throughout the neighborhood and larger East Side of Madison, including Olbrich Park and Lake Monona. Approximately one quarter mile north of Milwaukee Street, wetlands, flood plains and future park land are planned to be contained within nearly 100 acres in public open space. There is potential for continuing the farming legacy of the Voit family and utilizing some of the rich cropland it cultivated for decades with a small, urban, agricultural district in this area.

Within this area, the City Engineering Division is exploring repurposing the existing quarry pond on the Voit Farm to capture phosphorous from Starkweather Creek. This would result in improved water quality downstream and into Lake Monona and help the City reach a State-mandated reduction of phosphorous entering the lakes. That project is separate from this plan, and will ultimately be decided by the Common Council.

Starkweather Creek on the Voit property



Potential phosphorous capture facility on Voit property



Starkweather open space with multiuse path



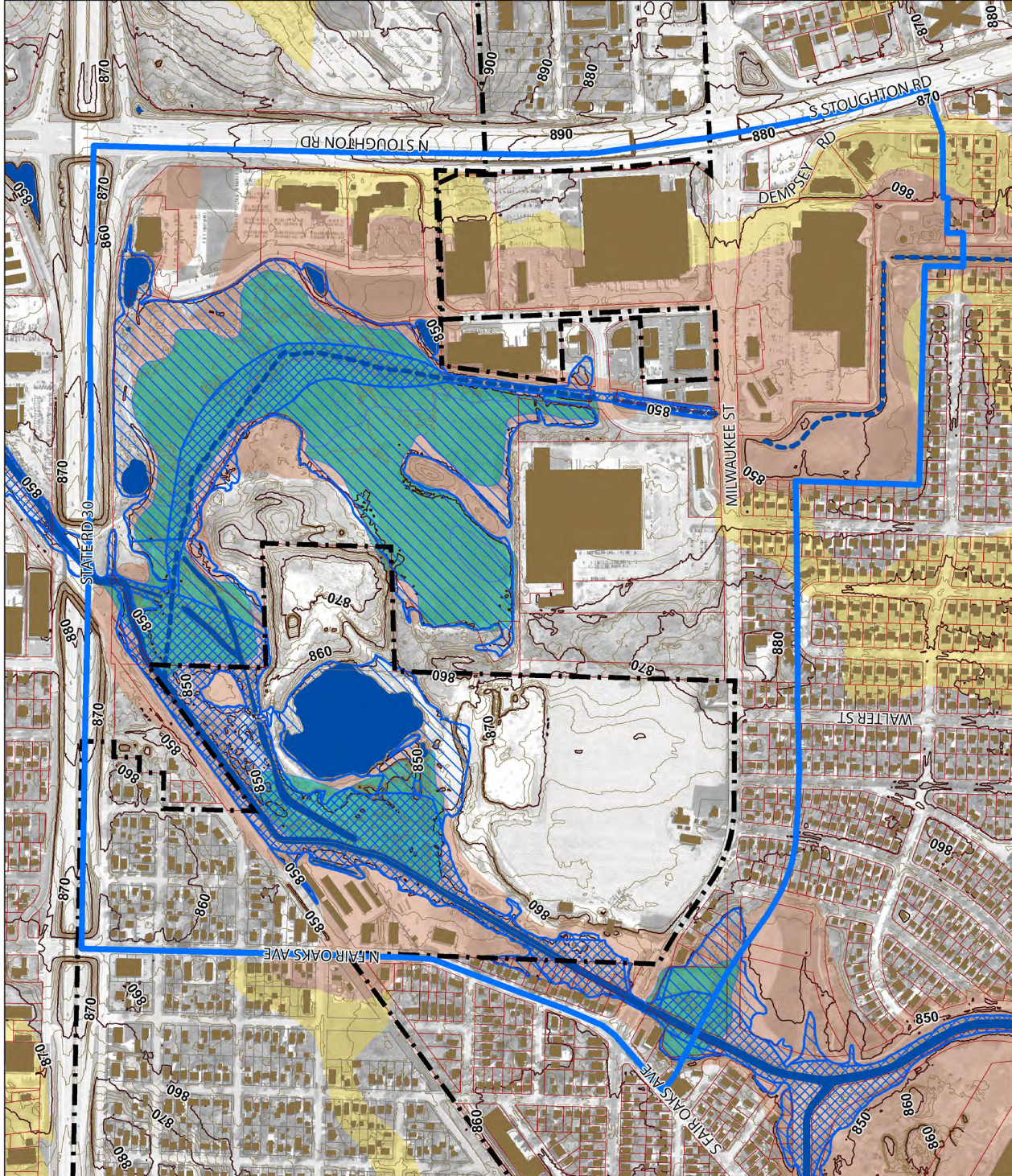
Natural Features

-  Study Area
-  Building footprints
-  City of Madison Boundary
-  Madison Parcels
-  Blooming Grove Parcels
- Floodplain (2016)**
 -  1% Annual Chance (AE)
 -  Floodway
- Hydric Soils**
 -  Hydric
 -  Hydric Inclusions
- Rivers and Streams**
 -  Intermittent Stream
 -  Perennial Stream
-  Lakes and Ponds
-  Wetlands



Part of Planning Department's Planning Division 2016 and 2017 Planning Division's Natural Features Map
 Date: 11/16/2016

Map 7: Natural Features



Public Parks

There are two existing public parks in the study area: OB Sherry and Eastmorland Park. OB Sherry is located on Starkweather Creek, just south of Milwaukee Street. This park contains open lawn and a playground, but is largely invisible from Milwaukee Street since five residential properties are located between the park and the street. Eastmorland Park is located between the back of Woodman's and the rear of homes on Dawes Street. This context, being behind other uses and lacking public street frontage, negatively impacts the character of the space and limits visibility into and out of the park. This may have contributed to behavior issues the park has experienced in the past. If these areas were developed today, the City may have approached the design of park spaces differently in order to ensure they are focal points and active spaces within neighborhoods. North of Milwaukee Street, the Parks Division owns parkland that was acquired through the Knowles-Nelson Stewardship program. This land is deed-restricted for outdoor recreation purposes only and is currently classified as a conservation park. See Map 9 on page 12.



OB Sherry Park play field

Homes between Milwaukee Street and OB Sherry Park

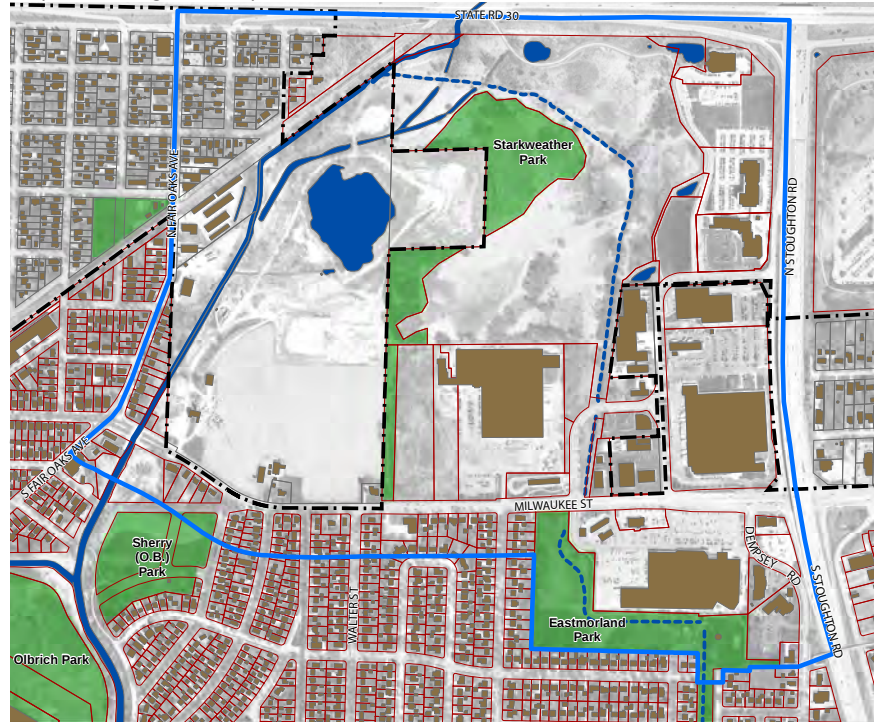


Newer play equipment and shelter at Eastmorland Park

Eastmorland Park spaces between backs of Woodman's and homes on Dawes Street



Map 8: Existing Park Properties

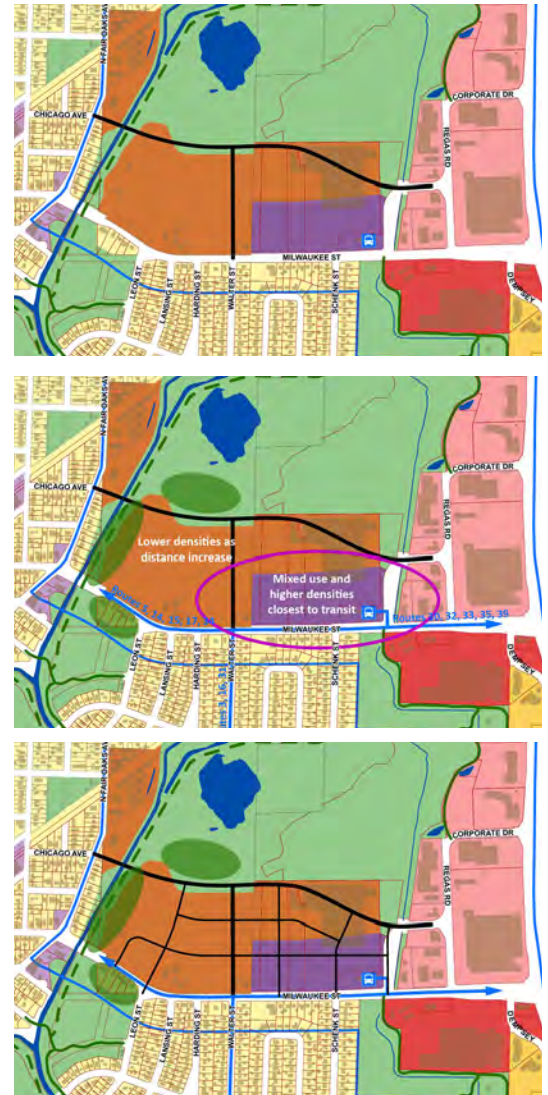


Future Land Use and Street Plan

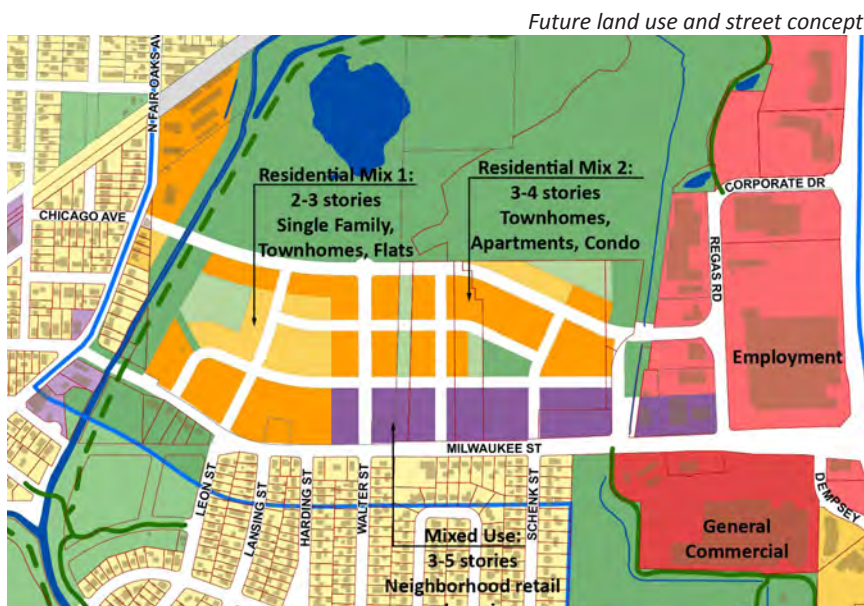
The land use plan developed for this study is intended to guide future development and provide predictability to residents and potential developers while allowing some level of flexibility. The concept was created to allow each property to develop on its own, while ensuring all properties work together as a system for the long-term success of the future neighborhood.

One of the primary organizing elements of the concept was the extension of Chicago Avenue across Fair Oaks Avenue and Starkweather Creek, connecting with West Corporate Drive. This connection is of critical importance to future development in the Milwaukee Street area, improving the link between development parcels and adjacent neighborhoods, while providing a northern outlet for future residents. Walter Street is envisioned as the primary north south street into the new neighborhood, as it can be considered Eastmorland's front door and connects to Atwood Avenue and Olbrich Park. Schenk and Leon Streets are also extended from the Eastmorland neighborhood to maintain a grid network with smaller, walkable blocks.

The plan organizes land uses by recommending that higher densities and mixed-use buildings be located closest to the transfer point to better take advantage of the exceptional transit service in the area. The blocks and frontages between Regas Road and Walter Street are identified as the most appropriate area for higher densities and larger buildings. Beyond this core transit area, the plan recommends a transition to lower and medium density housing mixes to achieve a level of diversity within residential unit types. This land use recommendation will allow and encourage development of "missing middle" housing types, which is seen as a crucial component for a successful neighborhood and city. Localized higher densities adjacent to park spaces may also be appropriate and is consistent with one of the Comprehensive Plan's goals that recommends locating housing units and residents closer to neighborhood amenities, such as parks, transit and mixed-use areas.



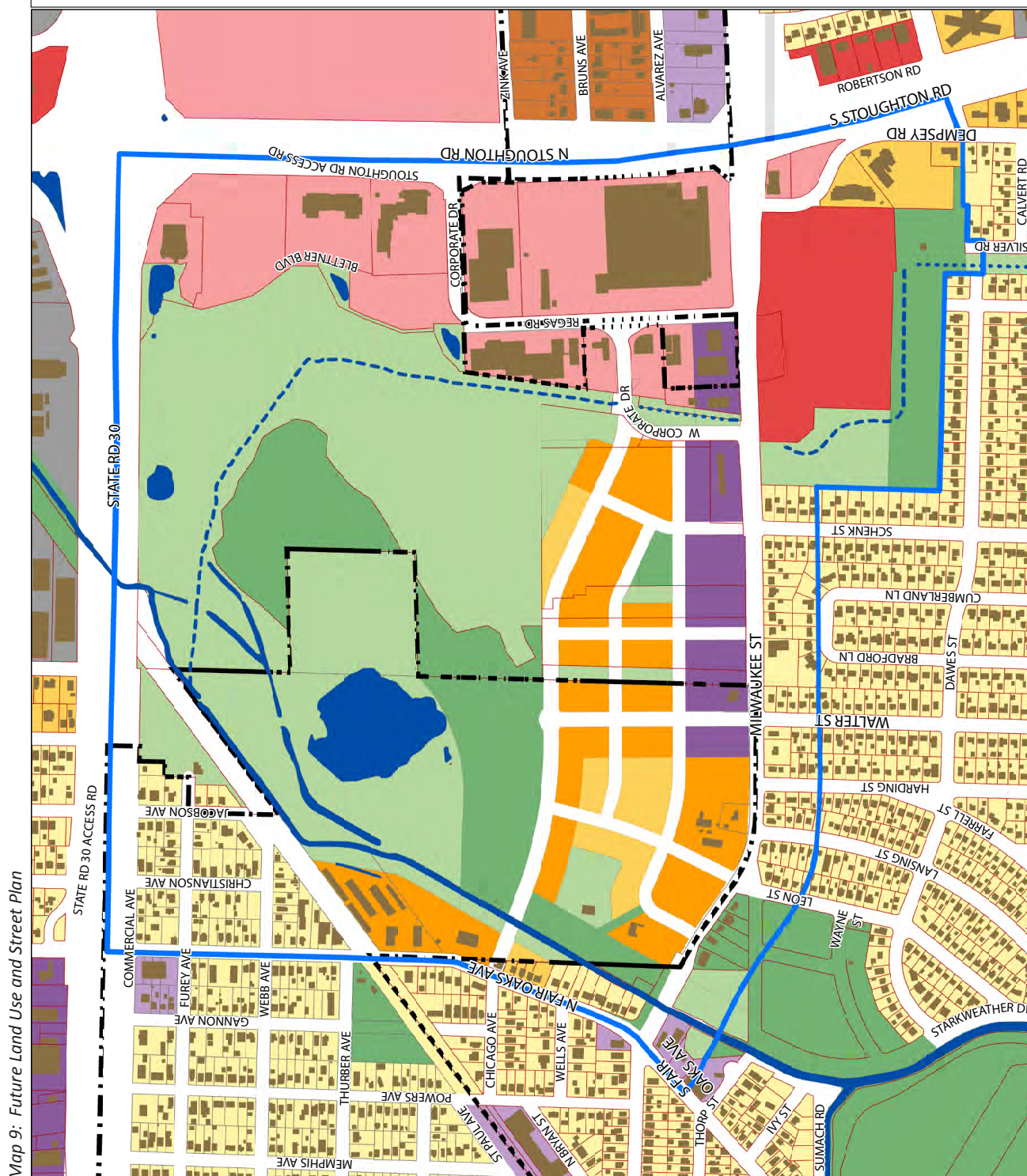
Concept development diagrams



Future land use and street concept

Study Area

- City of Madison Boundary
- Building footprints
- Community Mixed Use
- Neighborhood Mixed Use
- Employment
- General Commercial
- Low Residential (LR)
- Residential Mix 1 (Low-Medium)
- Residential Mix 2 (Medium)
- Parks
- Open Space & Stormwater Areas



Land Uses

In general, three land use designations are recommended for the major properties likely to see change in the future. Beyond the major properties, the plan recommends a limited number of land use changes from those shown in the 2018 Comprehensive Plan.

Housing Mix 1

This is the lowest intensity residential land use category recommended by the plan. Generally two to three stories, allowable housing types include single family homes, flats/duplexes and townhomes. All units should have a front door facing the street and features such as porches, stoops and fenced/enclosed patios are encouraged. Setbacks should be appropriate for a compact urban neighborhood, between 15 and 20 feet, similar to those found in the adjacent Eastmorland Neighborhood. This land use would most closely align with the Low Medium Residential category in the 2018 Comprehensive Plan.

Housing Mix 2

Slightly larger than Housing Mix 1 but still compatible with single family homes in urban neighborhoods, Housing Mix 2 includes townhomes and three to four story apartment buildings (rental, senior and condominium). Ground level units facing public streets should have primary entries on the street, with direct access to a public sidewalk. Setbacks should generally be 10-20 feet and all parking should be located underneath, behind or beside buildings. This land use would most closely align with the Medium Residential category in the 2018 Comprehensive Plan.

Community Mixed Use

The most intense land use recommended, Community Mixed Use includes an active ground floor use (typically retail or services) and typically residential units on upper floors. Building scales are recommended to be three to five stories, and design standards would be consistent with the Community Mixed Use designation in the Comprehensive Plan.

Residential Mix 1

2-3 stories; Townhomes, duplex/flats, single family



Milwaukee St. Special Area Plan



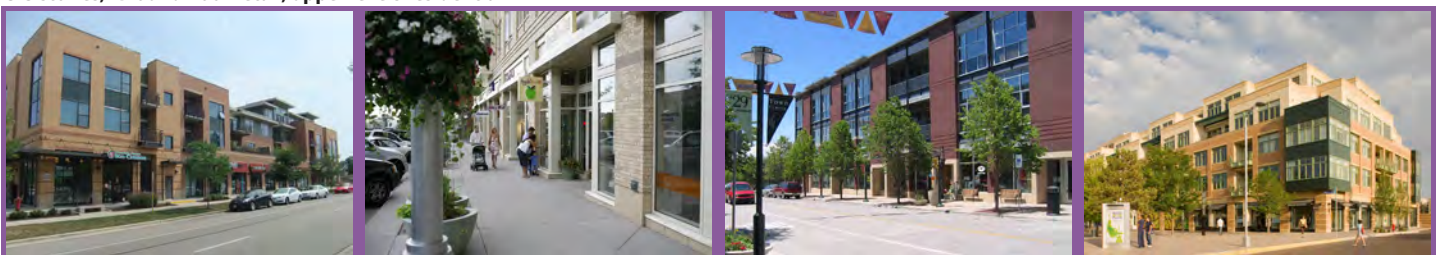
Residential Mix 2

3-4 stories; Apartments, condos, townhomes



Mixed Use

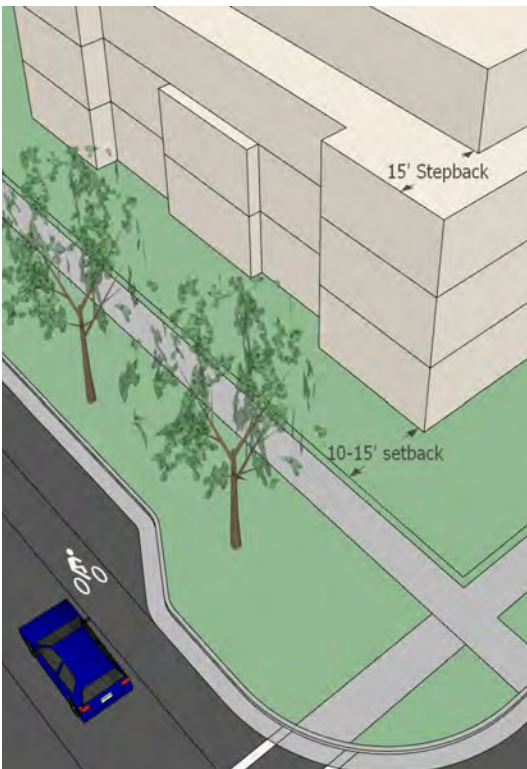
3-5 stories; Ground floor retail, upper levels residential



Land use examples



Potential building massing



Setbacks and stepbacks

Other Land Uses:

With few exceptions, this plan does not modify the planned future land use of most single family homes on Milwaukee Street and along the Fair Oaks Avenue corridor. On Fair Oaks Avenue where Chicago Avenue is planned to connect, there may be opportunity to allow redevelopment of single family homes to slightly more intense residential, such as townhomes. After properties along the north side of Milwaukee Street develop, it may be appropriate to re-evaluate planned future land use on the south side of Milwaukee Street given the change in context that may occur.

Most properties shown as employment retain that future land use designation, with the exception of the properties immediately east of the East Transfer Point.

Other Design Guidelines:

Along with the above recommended building scale and setbacks, all buildings to be constructed on Milwaukee Street should include the following:

- A top floor stepback of at least 15 feet on buildings four stories and taller
- Frequent building entries on Milwaukee Street, including first floor walk out units in residential structures and street facing entries for all commercial uses.

Parks and Open Spaces

New park and open spaces are intended to continue the large green corridor which extends northward from Lake Monona. On the Voit property, the concepts identifies a new active park space north of Chicago Avenue as well as a parkway along Starkweather Creek, similar to the Yahara Parkway between East Washington and Williamson Street. Just north of the mixed-use area on the Swiss Colony property, a privately developed triangular plaza is shown and is intended to have a more urban character.

The plan also includes the potential expansion of OB Sherry Park via acquisition of five residential properties on the Milwaukee Street between Leon Street and Fair Oaks Avenue. This would provide much improved visibility into, and awareness of OB Sherry Park with the intent of activating the park space. It's recommended the City pursue acquisition of these properties as owners elect to put them up for sale, rather than through an eminent domain process.

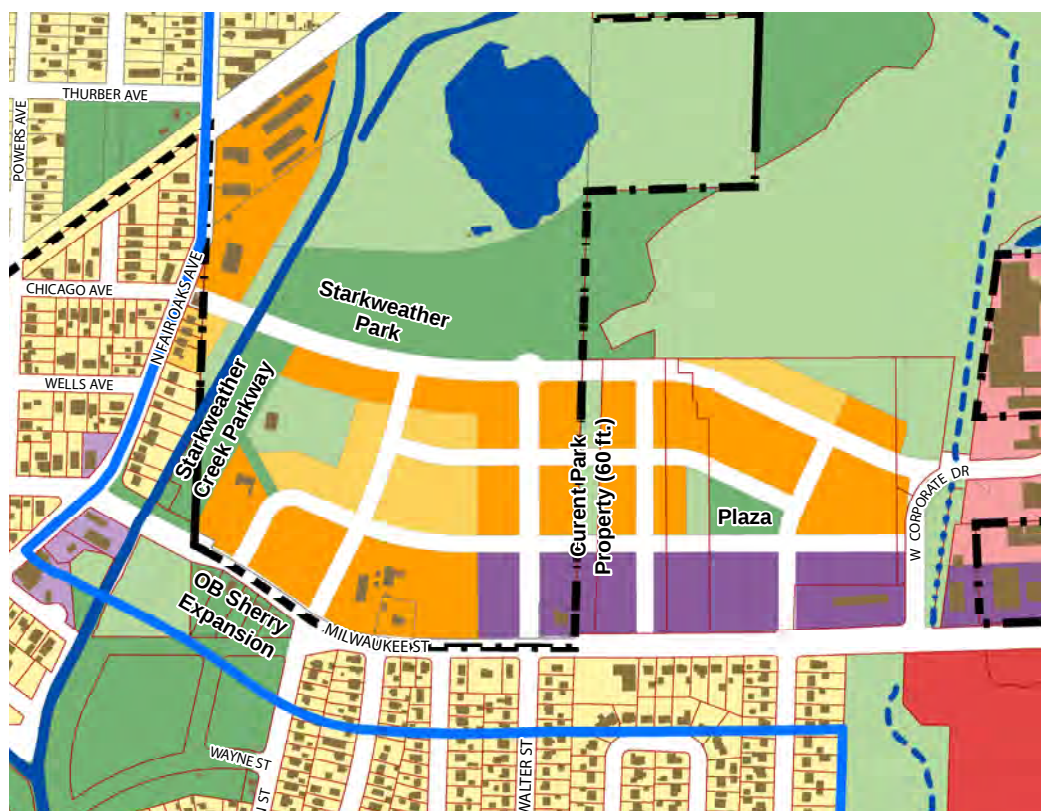
This plan will not program or design future park spaces, as that will occur at the time of development in a public process led by the Parks Division. However during public outreach efforts, the following open space features and characters were often discussed by participants. These should be considered when developing plans for future open spaces:

- Dog Park
- Urban agriculture: community gardens, urban farm, CSA, orchard, farmers market, etc.
- Natural/wooded areas
- Paths/Trails for walking, biking and cross country skiing
- Athletic fields
- Water access: canoe/kayak launch, fishing area
- Playgrounds or play equipment
- Shelter with bathrooms
- Place for events/concerts

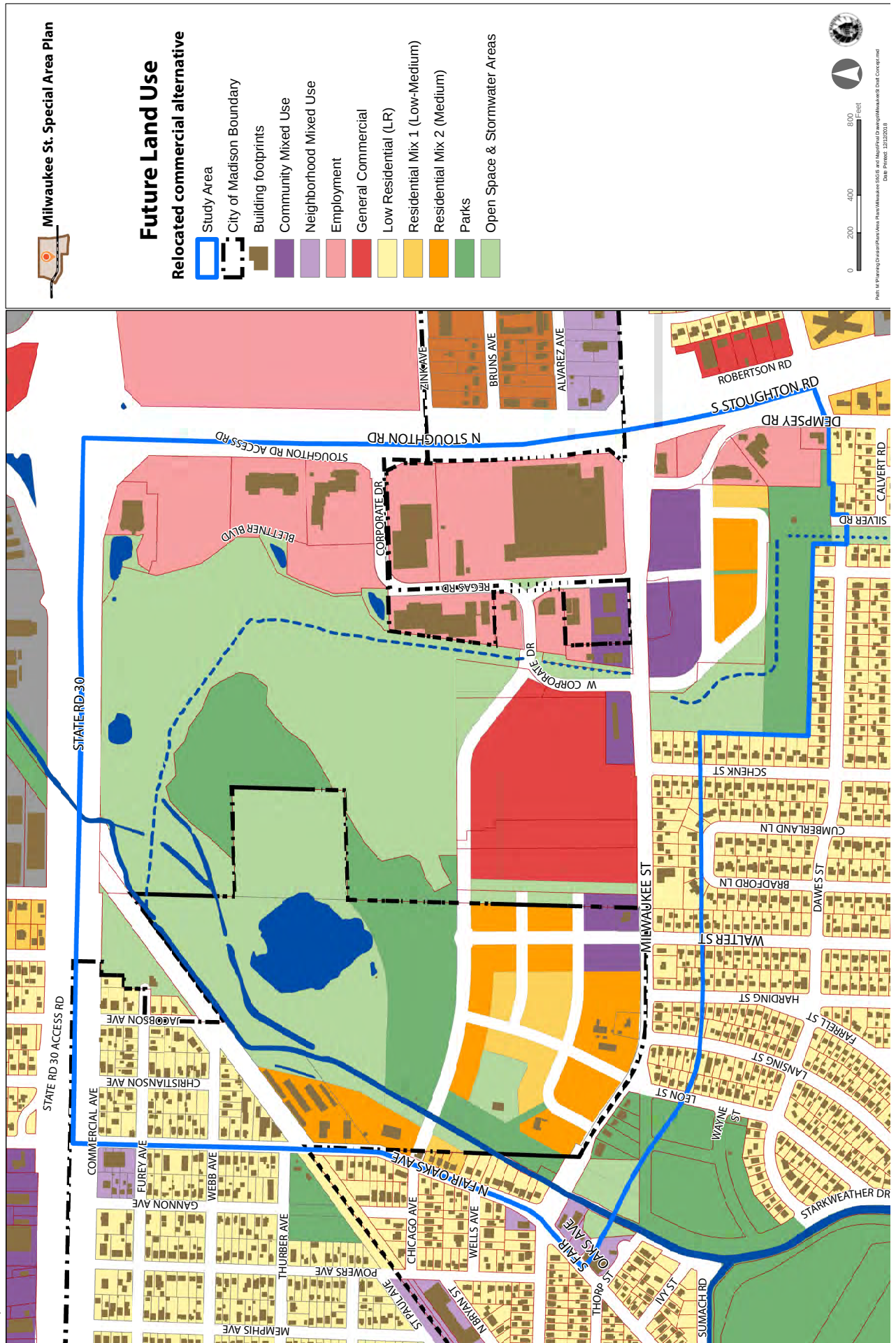
Between the Voit Farm and Duren Properties, the Parks Division owns an undeveloped 60 ft. strip of land, nearly 1,000 ft. long that provides access from Milwaukee Street to larger areas owned by Parks and the Engineering Division further north. With future development of the Voit Farm or Duren properties, this narrow strip complicates connecting the local street network and access to park spaces could occur on platted public streets. The City could consider a sale of the portion of land owned by the Parks Division south of the Chicago Avenue extension.



Park spaces



Map 10: Alternative Future Land Use and Street Plan



Housing Affordability

While the recommended land use do not directly address housing affordability, they do achieve a diversity of housing types which may contribute to a range of housing price points. The Milwaukee Street plan area, as a whole, would be very appropriate place to encourage affordable housing as part of a larger housing mix. The high levels of transit and proximity to a full service grocery store correspond well with criteria the City of Madison uses when awarding Affordable Housing Fund grants . For many of the same reasons, this area may also be considered very appropriate for senior housing.

Alternative Concept

The Woodman's Food Market building has been identified by its owners as inefficient and its future is uncertain. Given the significant challenges of keeping a grocery store open during a major renovation, the benefit of having a full service grocery store easily accessible by transit, and the benefits it provides to the neighborhood, an alternative concept was created that explored shifting the General Commercial designation north of Milwaukee Street to the Swiss Colony and Duren sites. This would allow for the construction of a new grocery store on those parcels, followed by redevelopment of the existing Woodman's site. This alternative does not recommend a General Commercial land use designation on the northern sites without substantial noncommercial redevelopment occurring on the existing Woodman's site.

On the north side of Milwaukee Street, the Chicago Avenue connection is retained in this alternative, and the land use recommendations remain the same for the Voit property. East of Walter Street, any local street on the Voit property should be extended to the property line. This maintains the ability to extend a grid network eastward if/when future redevelopment of a newly constructed grocery store on the Duren and Swiss Colony property would occur.

Redevelopment on the Woodman's property, including new mixed-use and residential uses, allows significant other benefits to occur. One issue facing Metro Transit as well as other motorists is the inability to turn left on to Milwaukee Street from northbound Dempsey Road. The introduction of a local street grid on the Woodman's site allows northbound vehicles to turn left at Regas Road or West Corporate Drive. Redevelopment also improves the condition of Eastmorland Park, by giving the park far more street frontage, visibility and buildings facing the park. This improved context should result in greater neighborhood usage and activity in the park.

The inclusion of the alternative concept in the Plan does not indicate a plan or preference by the City to relocate Woodman's; it only establishes this as an option for future development and redevelopment.



Transportation Recommendations

Transit



Grand River Station transit center, La Crosse, WI



B-Cycle Station



Park and Ride Facility

Highly visible on-street bike routes



The plan recommends exploring a mixed-use transit center similar to Grand River Station in La Crosse, Wisconsin. A facility of this type could provide a far superior experience for transit riders, with better protection from the weather, restrooms and potentially retail and food offerings. The potential for residential units above the ground floor also builds in a greater number of transit riders and improves the utilization of the site from beyond a bus turn-around. Ground floor retail and other active uses would create a safer and more secure location for transit users. While the exact programming of a transit center would be determined in the future, an affordable housing component should be considered. The City of Madison has faced challenges in siting affordable housing in areas with very high levels of transit service and one major advantage of the transfer point site is that it is already owned and controlled by the City. The City should also incorporate improved bike infrastructure at the transfer point to expand its reach and address first mile/last mile issues. This could include sheltered bike storage, a bicycle repair station or possibly B-cycle station.

The transit center could also include Metro components intended to improve overall bus system efficiency, to be determined in the future. As part of a larger transit center, study the potential of incorporating necessary space for intercity bus service.

Along with the transit center, methods to accommodate park and ride commuters should be explored. A potential option is a shared parking facility, which have successfully worked with users who have peak parking demands outside typical office hours. Appropriately located on-street parking for commuters could also be considered.

Metro's employee pass program is a transportation demand management strategy that should be encouraged for existing and future employers in the vicinity of the transfer point. This could be an effective way of encouraging transit use while reducing traffic volumes and parking needs.

Bike Network

Along with bike facilities on Milwaukee Street, the land use plan establishes or maintains bike routes on parallel lower volume streets which may appeal to a wider range of cyclists. Along with Dawes Street, the extension of Chicago Avenue should be considered a bike route, however the exact facility type should be further explored at the time of development, based on projected traffic volumes and parking usage on the street. Facility types could include a shared street (bike boulevard), on-street lanes, or off-street path, however care should be taken to avoid an unnecessarily wide street (see map 11).

Potential Long-term Street Connections

The Milwaukee Street Plan area is bordered by major highways on the north and east, preventing connections to neighborhoods across the divide. As these highways are reconstructed over time, the City should explore and possibly pursue local street connections that break down superblocks created by highways and establish neighborhood linkages. One such example could be a future extension of Corporate Drive under Highway 51.



Transportation Network

-  Study Area
-  Madison Parcels
-  Blooming Grove Parcels

- Off-street paths**
-  Existing
-  Planned

- On-street bike network**
-  Existing
-  Planned

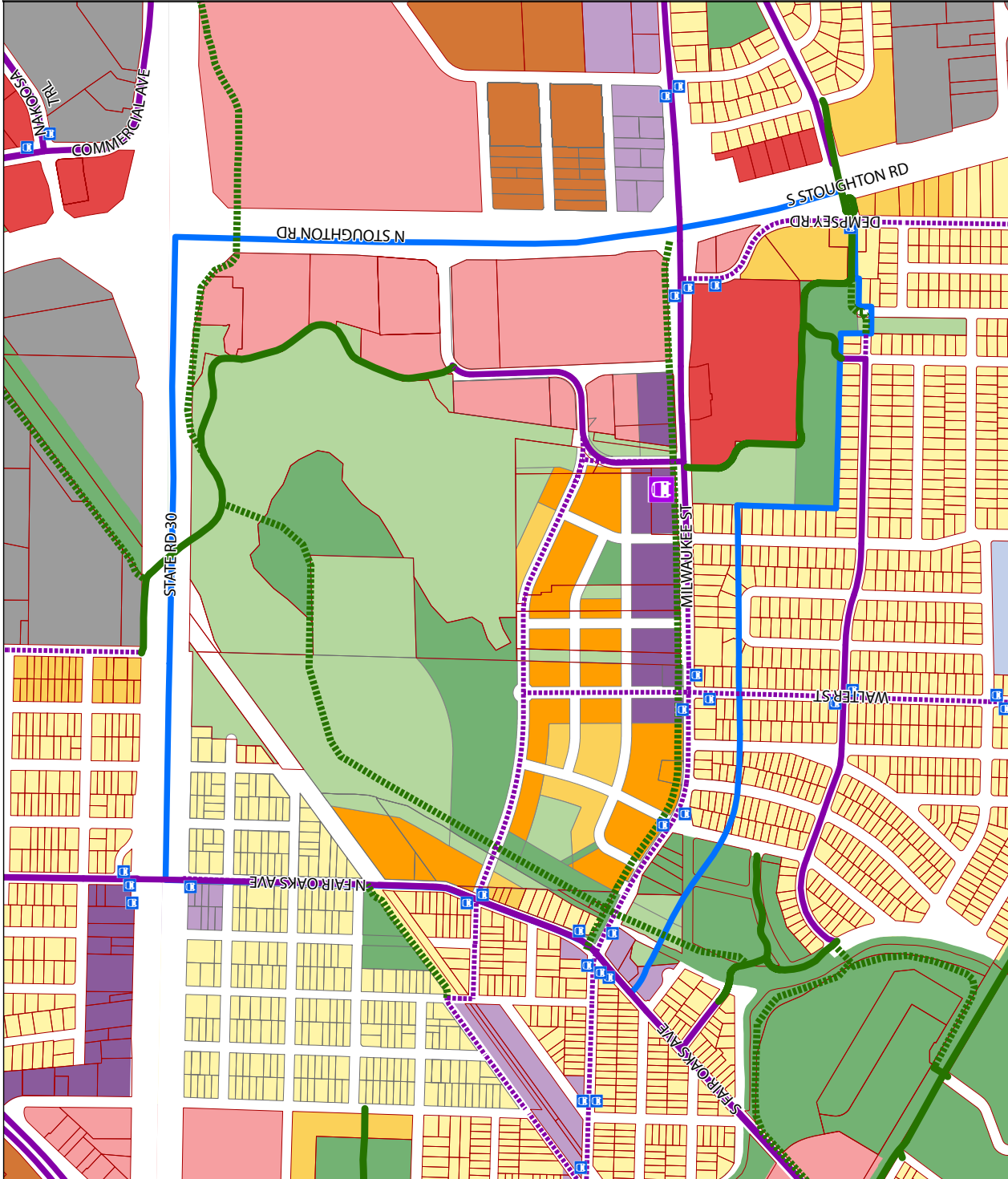
- Metro Transit**
-  Bus Stop
-  East Transfer Point

Note: On-street bike network does not necessarily mean a separate bike facility such as a bike lane. It could indicate a shared street (bicycle boulevard) or signed route on a low volume street.

On Milwaukee Street between Fair Oaks Avenue and Hwy 51, a shared use path may be built on the north side of the street in place of on-street facilities.



Plan: 10 Planning District/Parish/Neighborhood 2020 and Major Road Design/Midwest Transportation Network
Date Printed: 12/12/2018



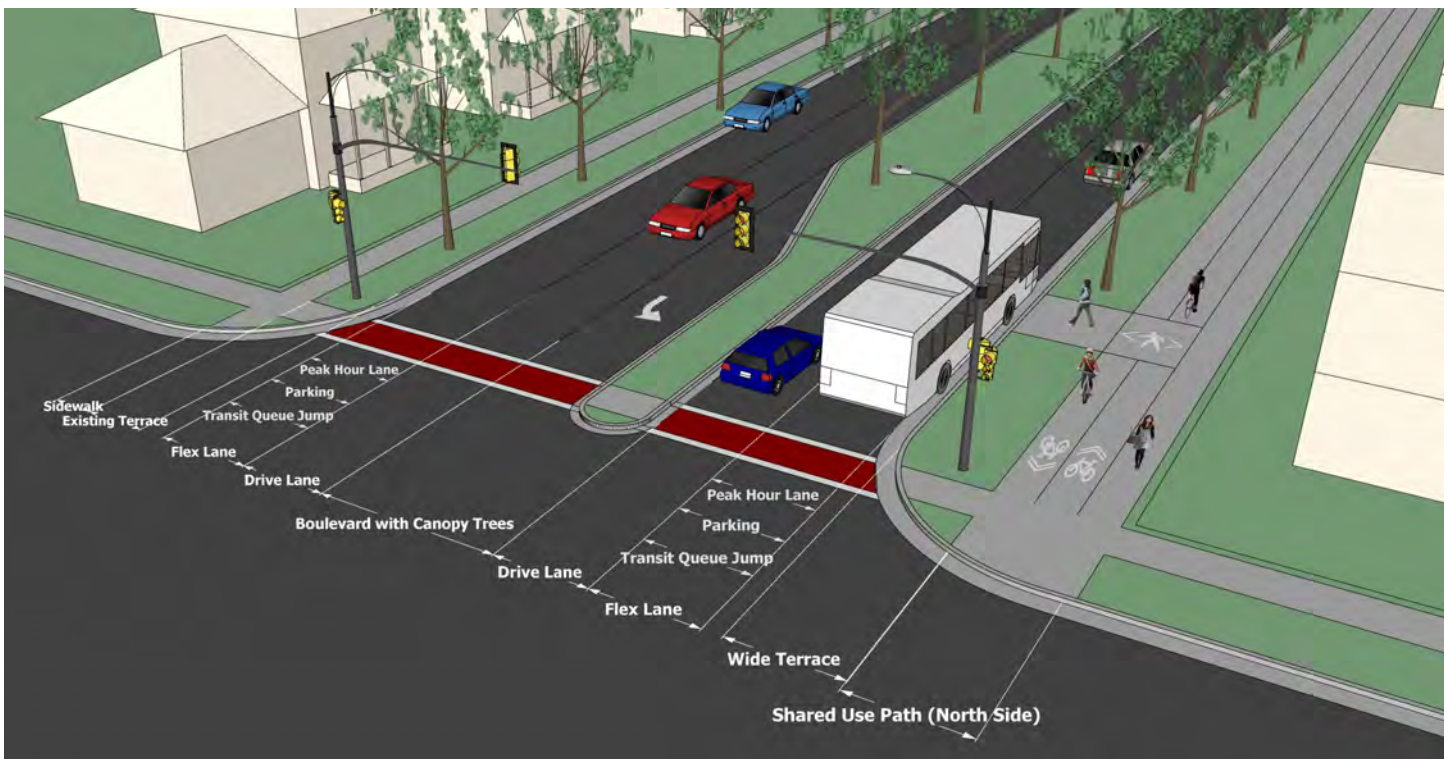
Map 11: Planned Transportation Network

Milwaukee Street

As part of this plan, City staff evaluated the physical design of Milwaukee Street in order to recommend a series of potential designs that would accommodate current and future transportation needs while fostering a pedestrian-oriented environment. Most attention was paid to the section west of Schenk Street, where current traffic volumes drop significantly from segments nearer to Hwy 51.

Between Walter Street and Fair Oaks Avenue, Milwaukee Street is four lanes but transitions to two lanes with parking near Fair Oaks. While a four lane road may be needed in the future, current volumes could be accommodated by a two lane roadway, similar to the designs of Milwaukee Street west of Fair Oaks Avenue (and Fair Oaks Avenue itself). As a result, this segment was the focus on how to transition to a smaller roadway. The design that best balances current and future transportation needs with improving the street character may be a two lane divided roadway with a flex lane on each side (see street graphic below). Depending upon future demand, the flex lane could accommodate parking, a peak hour drive lane (similar to Williamson/Atwood where parking is prohibited during rush-hours), or a transit queue jump allowing buses to move faster through signalized intersections. In the event traffic volumes significantly increase in the future, the flex lane could be converted to a permanent drive lane. The boulevard and terrace spaces of reconstructed streets should be of sufficient size to foster healthy larger canopy trees while ensuring pedestrian comfort. One option for accommodating bikes and pedestrians is a shared use path on the north side of Milwaukee Street. This would be a more comfortable facility for many cyclist and with few driveways expected on the north side of Milwaukee Street, vehicular conflicts are minimized. The off-street path would provide a much improved pedestrian and bicycle link between the Starkweather Path and the East Transfer Point. As properties further east redevelop, the off-

*Potential Milwaukee Street design:
Fair Oaks Avenue to Walter Street*



street path could be extended to Hwy 51 before transitioning to on-street lanes further east. On-street bike lanes are a possibility, however they may be less attractive to a wider range of cyclists and the added roadway width can make pedestrian crossings longer and more challenging.

The segment of Milwaukee Street between Walter and Schenk Street could be designed with a similar cross section, however the need for a four lane road appears greater with somewhat higher traffic volumes and greater use by Metro buses.

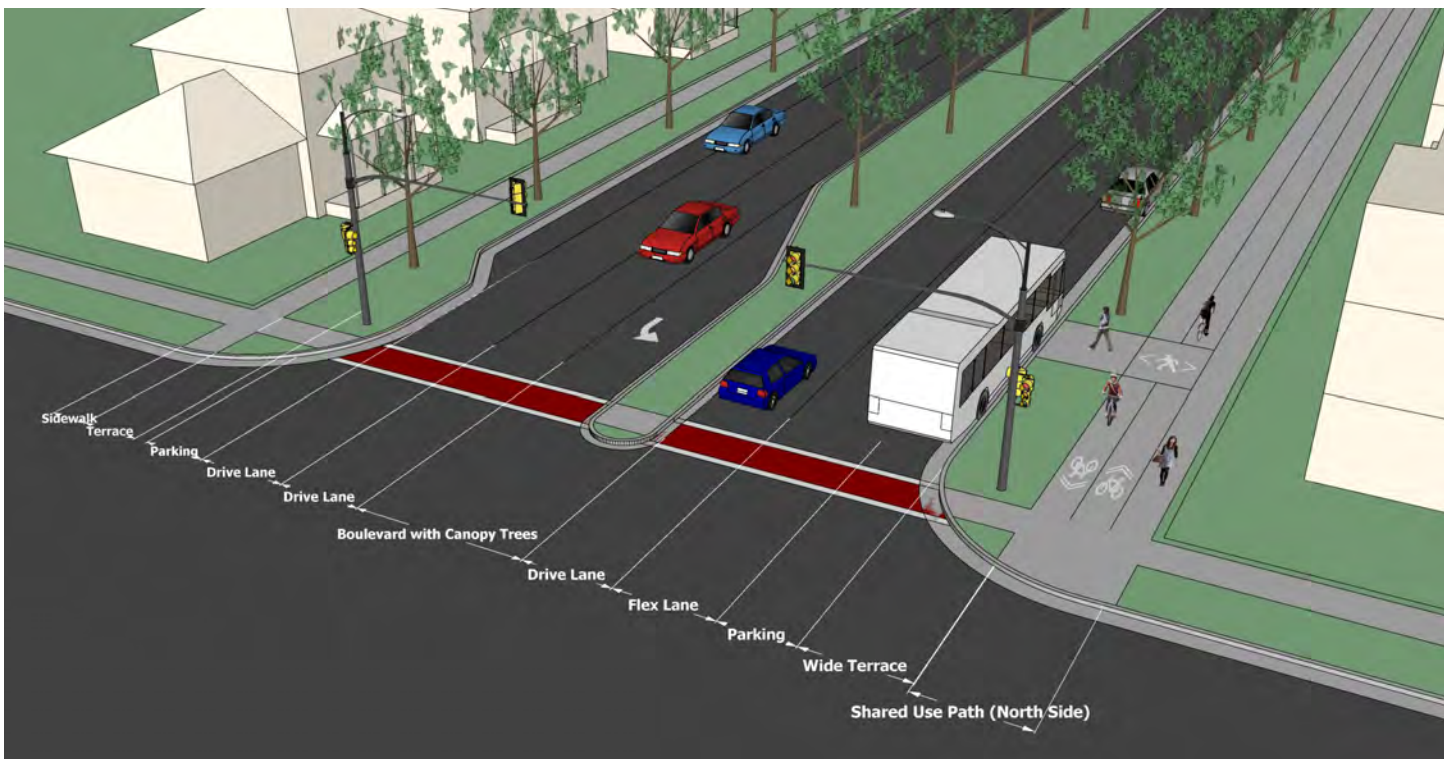
Along with changes to the street design, it is recommended the existing MGE transmission lines are undergrounded at the time of construction of adjacent parcels. Without undergrounding, there are significant limitations on the size of street trees that can be used, preventing an expansive tree canopy from developing.

Neighborhood Traffic Management

The land use concept and alternative contain a variety of strategies to manage traffic volume and speed within the neighborhoods. The neighborhood's grid provides redundant routes which distribute traffic over multiple streets, rather than concentrating it one or two. Additionally, smaller blocks typically encourage walkability and provide visual breaks that, well designed, are pleasant to the human eye.

Street design is a great tool for speed reduction. Narrow width curb to curb, street trees and the appropriate amount of on-street parking could be incorporated in all local streets to facilitate vehicle circulation while minimizing high traffic volumes and speed. At certain primary intersections, such as Walter and Chicago, roundabouts and/or raised pedestrian crossings could be added to manage vehicle speed and improve the pedestrian and bicycle safety.

*Potential Milwaukee Street design:
Walter Street to Schenk Street*





Goals and Recommendations:

The following goals and recommendations are organized to correspond to themes or elements contained in the 2018 Comprehensive Plan. Much of the implementation of this plan will be dependent on private property owners developing or redeveloping their property, however there are actions that should be taken by the City.

Land Use & Transportation

Goal 1: *Ensure new neighborhood infill is an appropriate mix of housing and commercial development that incorporates traditional neighborhood design elements.*

Recommendations:

1. Commercial entrances should front on the street with parking placed behind or to the side.
2. Include streetscape amenities like benches, lighting, bike racks and planters in activity centers.
3. Encourage outdoor patios, dining, awnings, and display windows for commercial uses.
4. Use the following development design guidelines to shape new development.
 - a. Residential Mix 1 Guidelines: 2-3 stories include single family, townhomes, flats
 - i. Every unit has a front door on the street including a private porch, stoop and /or small front yard
 - ii. Buildings may have a mix of pitched and flat roofs
 - iii. Buildings are set back 15-20 feet from sidewalk, but no more than 30 feet
 - b. Residential Mix 2 Guidelines: 3-4 stories, townhomes, apartments, live-work, senior housing, condominiums
 - i. Ground floor units have street facing entries
 - ii. Buildings should primarily have flat roofs – pitched roofs are allowed as design accents
 - iii. All units should include some private outdoor space i.e. porch, balcony, rooftop garden
 - iv. Larger buildings should have a street facing entry spacing of no more than 60 ft
 - c. Mixed-Use Guidelines: 3-5 stories with retail and services on ground floors, residential uses on upper floors.
 - i. Business should have street facing entrances
 - ii. Minimum street facing entry spacing of 60 ft
 - iii. Buildings should have flat roofs – pitched roofs are only allowed as occasional design accents
 - d. Setbacks and Stepbacks Guidelines:
 - i. A 10-15 foot setback is encouraged for all buildings along Milwaukee Street
 - ii. A 15 foot stepback is encouraged for the top story on buildings with 4 – 5 stories

Goal 2: Improve connectivity between new and existing neighborhoods, commercial uses, community centers, employment centers, schools, and recreational areas across multiple transportation modes.

Recommendations:

1. Require a grid system of new streets in all new redevelopment north of Milwaukee Street.
2. Connect Chicago Avenue across Fair Oaks Drive and over Starkweather Creek to East Corporate Drive.
3. Connect multi-use paths through the site to improve bike/pedestrian connectivity.
4. Work with Metro Transit to redevelop the East Transfer Point into a mixed-use transportation center.
5. Place wayfinding signs on the multi-use paths to direct visitors to area schools, parks, and businesses.

Goal 3: Improve the safety of all users of the transportation system.

Recommendations:

1. Explore a new cross section for Milwaukee Street that is safer for pedestrians, vehicles and bicycles.
2. Explore rapid flashing beacons and/or continental crosswalks at uncontrolled Milwaukee Street intersections.
3. Include appropriate bike facilities on the extended Chicago Avenue.
4. Study the benefits of installing a new traffic signal at Fair Oaks Avenue and Hwy 30.
5. Consider installing a bike box or colored pavement at the signalized intersections along Milwaukee Street.
6. Improve pedestrian facilities, including completing the system of sidewalks where they are currently missing.
7. Support future corridor studies for the larger Milwaukee Street corridor.

Implementation: Chicago Avenue Connection

In conjunction with the development of the Voit Farm, the City should be prepared to construct the Chicago Avenue bridge over Starkweather Creek and connect the street to Fair Oaks Avenue. This will require the acquisition and demolition of an existing single family residence on Fair Oak Avenue at the terminus of the Chicago Avenue. Costs associated with the bridge are non-assessable and may be TIF eligible.

Responsible Agencies: Engineering, Economic Development, Real Estate

Implementation: Mixed Use Transit Center

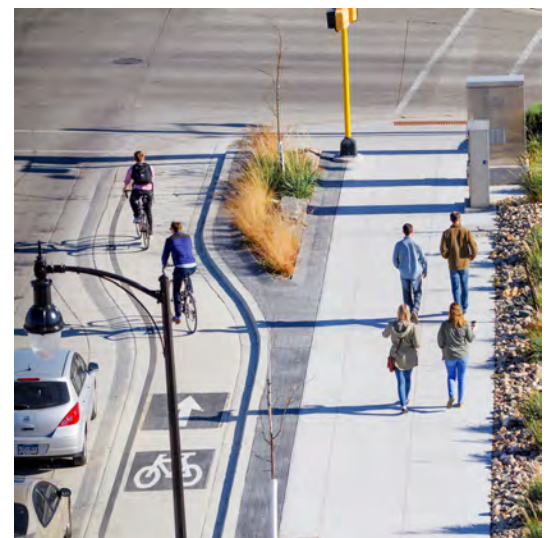
The City should continue to explore the feasibility of redeveloping the East Transfer Point in to a mixed use transit center in conjunction with the development of surrounding properties.

Responsible Agencies: Metro, Community Development, Economic Development, Planning.

Implementation: Milwaukee Street Design

With development of adjacent properties, the City should pursue a reconstruction of Milwaukee Street. This should include undergrounding of the existing MGE transmission lines on the north side of the corridor.

Responsible Agencies: Engineering.





Implementation: Affordable Housing

The City should encourage the development of affordable housing in the Milwaukee Street transit corridor through financial incentives such as the City's Affordable Housing Fund and available federal grants (HOME, CDBG, EEBG, etc.). The City should also explore affordable housing as a component of a larger housing mix on upper floors of a potential transit center development.

Responsible agencies: Community Development



Neighborhood & Housing

Goal 1: Use building design to help ease the transition between new and existing neighborhoods.

Recommendations:

1. Encourage building designs that feature active street uses like porches, outdoor dining and displays.
2. Multi-family housing should include individual entrances on ground floor units.
3. New development should be sensitive to the adjacent neighborhoods; density should be located appropriately.
4. Taller buildings should use step back upper stories to transition development to existing neighborhoods.
5. Encourage compact, green building and site design that minimizes environmental impacts.

Goal 2: Support housing choices for people in different stages of life and with various income levels.

Recommendations:

1. Neighborhoods should have a range housing options, including density, design and affordability.
2. Housing types should include a variety of affordable price points and unit sizes to accommodate families.
3. Encourage multi-family housing at key locations to take advantage of transit access and adjacent amenities.

Economy & Opportunity

Goal 1: Promote and support local business development and retention.

Recommendations:

1. Retain or relocate Woodman's Grocery Store within the planning area.
2. Create and identify an emerging business district.
3. Recruit and/or retain small to medium sized businesses.
4. Encourage existing businesses to expand and improve their properties.
5. Encourage economic development of a larger East Side entrepreneurial opportunity zone.

Goal 2: Encourage new mixed-use development in strategic areas north of Milwaukee Street.

Recommendations:

1. Locate mixed-use development adjacent to the East Transfer Point.
2. Encourage neighborhood serving retail, personal services, and restaurants in new development.
3. Use Tax Incremental Financing or other resources to support desired development when appropriate.

Green & Resilient

Goal 1: Create opportunities for the creation and enhancement of existing and new open spaces within the Planning Area.

Recommendations:

1. Consider the expansion of OB Sherry Park through gradual acquisition of properties facing Milwaukee Street.
2. Restore and enhance Starkweather Creek with a wider open space corridor and connect to a new City Park.
3. Uses for new parkland should include both passive and active recreation opportunities and consider the ideas identified on p. 15 when developing plans for future park and open spaces.
4. Consider appropriate neighborhood interface with operations at the phosphorus recovery pond operations site.
5. Encourage new development to incorporate public open spaces, plazas, and community gardens.
6. Encourage neighborhood associations help activate open spaces through programming and placemaking events.
7. Have the City Parks Division engage the community in a parks master planning process for new green spaces in the plan area.

Goal 2: Improve and enhance water quality in Starkweather Creek.

Recommendations:

1. Support the City's effort to reduce phosphorous in the waterways at appropriate locations.
2. Enhance the public access and experience for residents and recreationalists along Starkweather Creek.
3. Encourage the use of rain gardens, bio-swales and other green infrastructure in areas with new development.

Goal 3: Look for opportunities to following LEED – ND Guidelines to guide new development.

Recommendations:

1. Promote the location and design of neighborhoods that reduce vehicle miles traveled (VMT).
2. Create developments where jobs and services are accessible by foot or public transit.
3. Promoting an array of green building and green infrastructure practices.
4. Protect and conserve habitat, wetlands, water bodies, through the maintenance of natural areas.

Goal 4: Utilize street trees to contribute to Madison's urban canopy and foster neighborhood character.

Recommendations:

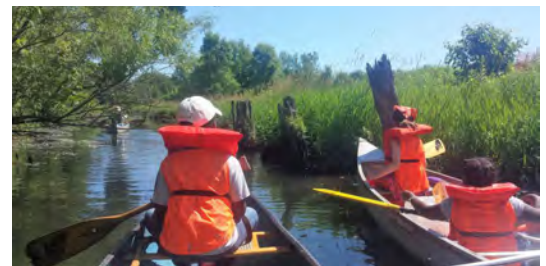
1. Ensure terrace and boulevard widths are sufficient to support large and health canopy tree growth in consultation with the City Forester.
2. Utilize structural soil techniques where typical tree installations, such as tree pits or narrow terraces, would not result in healthy tree growth.



Implementation: OB Sherry Park Expansion

After development on the north side of Milwaukee Street has occurred, the City should consider proceeding with the expansion of OB Sherry via acquisition of five residential properties in the 3400 block of Milwaukee Street.

Responsible agencies: Parks, Real Estate





Culture & Character

Goal 1: Support Placemaking initiatives, art opportunities and social interactions among new and existing neighborhood residents and businesses through the design, activation and programming of shared spaces.

Recommendations:

1. Consider reflecting the existing rural/agrarian design of the Voit Farm area in new development patterns.
2. Consider the re-imagining of the barn, silos, or farm house into a community gathering space or as part of a mixed-use retail.
3. Neighborhood associations should apply for grants for public art and placemaking projects.
4. To promote local food security and food businesses, encourage opportunities for food carts and community gardens, as well as support the direct sale of fresh food from nearby farms and gardens, through an on-site seasonal farmers market or farm stand.
5. Increase community connectedness and cohesion between people of different ethnic and cultural backgrounds.
6. Transform with public amenities such as landscaping, seating, drinking fountains, bike parking, and public art.

Effective Government

Goal 1: Look to use potential redevelopment of the East Transfer Point as a model for redevelopment of other mixed-use transit centers across the city.

Recommendations:

1. Look for opportunities to use TIF funds, outside grant dollars and affordable Housing funds to create affordable housing opportunities above and adjacent to the Transfer point.

Goal 2: Coordinate potential redevelopment with the City of Madison and Town of Blooming Grove Cooperative plan.