

# EAST WASHINGTON AVENUE

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## Old East Side Master Plan



**Better Urban Infill Development Program**  
Dane County, Wisconsin

**August 2000**

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Donated by the Salvation Army

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<p><i>prepared by</i> BIKO ASSOCIATES, INC./TOWN PLANNING COLLABORATIVE <i>joint venture</i></p>
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This plan recognizes the project area's place in the Gateway Corridor. It reviews the historical evolution through two centuries of human settlement and urban building. It also examines the effect a lack of physical planning and sustainable development initiatives has had on the Old East Madison area. Therefore, this plan describes future opportunities for this area to be successful and contribute to the regional significance of the Capital City Gateway.

In the **Introduction** section, the historical significance of the project area is described in the manner in which the design team determined community priorities. Automobile-oriented development patterns from 1950 through 1990 created a business climate more interested in the passing traffic on East Washington Avenue than the commercial service needs of local neighborhoods. There is a strong opportunity to redevelop attractive commercial services and civic places that are comfortable for pedestrians, bicyclists, and transit riders.



*Diagram of the East Washington Avenue Corridor with key intersections, features and the East Washington Avenue Study area indicated.*

The **Background and Analysis** section provides a physical description of the study area. It describes previous studies and planning work, the framework, and the principles the design team used for this plan.

The **Plan Recommendations** have four themes. Placemaking discusses and recommends enhancements to the East Washington Avenue Corridor project, being prepared by HNTB, through the study area. The Land Use and Development theme constructs an argument for mixed-use, pedestrian-oriented infill and redevelopment of parcels within the project area, and new commercial development to serve surrounding neighborhoods. The Traffic and Circulation theme constructs an argument for traffic and roadway engineering supportive of the emerging mixed-use, pedestrian-oriented corridor development. Corridor-wide themes are discussed for four specific areas: Union Corners, East Madison Neighborhood Center, Starkweather Creek and the STH 30 Gateway.

Finally, the **Plan Implementation** section describes a procedure and set of ordinance changes, based on urban design principles, that will guide the future development of viable neighborhood centers along the corridor. The Plan includes a strategy for the City of Madison to work consistently in the interest of the local community by providing cost-effective public realm improvements, compact land use, multi-modal transportation choices, and preservation of the local urban ecology.



*The newer open Eastside Shopping Center at the edge of Madison in 1956*



## INTRODUCTION

### The BUILD Program

The Better Urban Infill Development (BUILD) Program was created to use viable existing urban models and community-based design processes to generate property redevelopment and reinvigorate community activity. Dane County administers the program to assist local governments in preparing plans to redevelop and promote infill development in specific locations that are rundown and may appear unattractive for reinvestment. Additional and improved residential development is particularly targeted as an urban revitalization strategy to improve local property values and generate customers for improved local commercial and service opportunities.

The East Washington Avenue project consisted of a multi-day design workshop. During these focused planning events, the design team held meetings to identify community goals and values. The design team produced a series of graphic products that demonstrate integrated urban design and planning alternatives as well as strategies necessary for implementation.

There are several reasons why Dane County has supported this effort through the BUILD program. These include:

- The need to encourage development in areas where there is already existing infrastructure.
- The importance of providing jobs near services.
- The opportunity to enhance existing neighborhoods and businesses.
- The chance to avoid developing productive farmland.
- The need to provide more residential choices for the community.
- The need to clean up contaminated sites.

- The opportunity to encourage mixed-use development and provide a range of infill development opportunities.
- The opportunity to have a public discussion about the area.

### The Capital City Gateway

It would be difficult to plan for a future for the East Washington Avenue Corridor gateway without understanding how it came to be such a prominent entrance to the Capital City in the first place. Once this is understood, the design and development framework for the corridor established by this Plan becomes clear. The corridor has always been an important functional access to the Capitol; it is the Plan's purpose to once again celebrate that role.



*The Capitol is the terminus and focal point of the East Washington Avenue Corridor.*

### **The Original Plat**

Madison's rich planning history benefits from the work of John Nolen in the first decade of this century. However, the underlying structure of blocks, streets, and building lots was not originally Nolen's idea. Rather, Madison's urban structure was first determined by James Duane Doty, and Madison's first plat map was drawn by the Green Bay-based surveyor John Suydam in 1836. It was Doty's intention to make Madison the capitol of Wisconsin, and through favors to legislators that would shock most Madisonians today, it became so. However, the city plat, the City's location within the state, and the beauty of the Isthmus location between the lakes cannot be lost as contributing factors to Madison being selected over other cities in the state.

The Isthmus became a splendid confluence of natural and man-made places. The Capital Park was located at the juncture of several larger north-south township section lines, the datum lines of the 1785 Land Ordinance. The skewed alignment of the Isthmus and the rigid north-south, east-west datum lines allowed Doty and Suydam to apply diagonal streets to physically connect parts of the new town. It also clearly referenced the L'Enfant plan for Washington, D.C. by focusing on East Washington Avenue, with its trajectory northeast, as one of the diagonals offering westward travelers a grand entrance between the lakes into the Capital City.

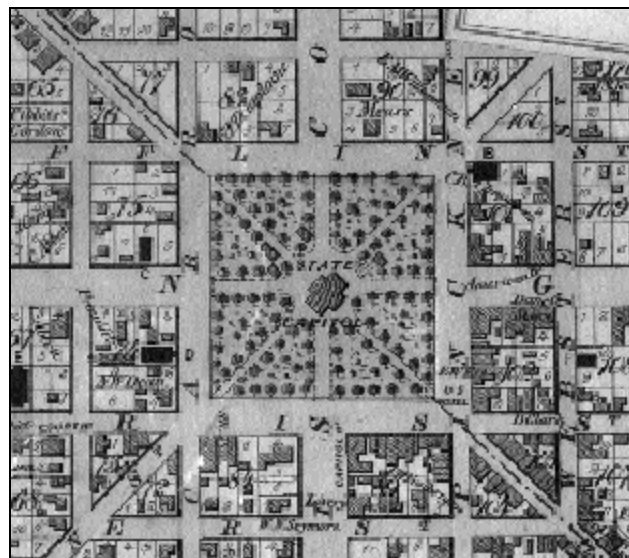
It was this physical plan on which Madison grew until the turn of the century. John Nolen, who seventy years later became the urban design consultant hired to "modernize" the Doty/Suydam plan, had little positive to say about the urban framework with which he was left to work.

*"Aside from the four radial streets - which are inadequate in length, and, with the exception of State Street, lacking in*

*significant location or termination - the Madison plan possesses none of the splendid features of L'Enfant's great plan for Washington. The excellent and well differentiated street plan of the latter finds no true echo in Madison. There are no open squares, triangles, or circles at the intersection of streets, no reservation of fine sites for public buildings other than the Capitol,..."*

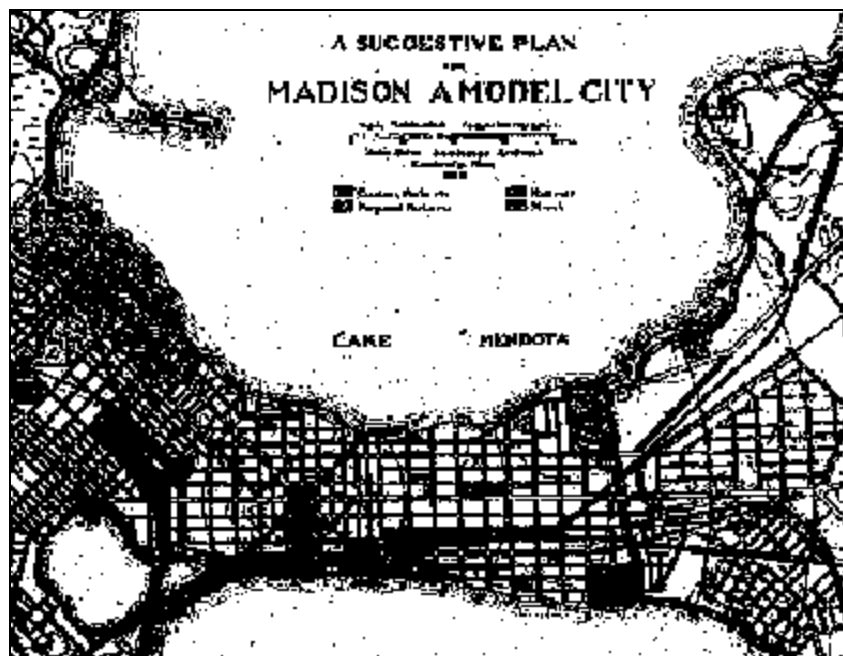
On the other hand, John Reys, the noted historian of city planning, viewed the Madison plan to be much more successful because of its adaptability to the isthmus geography. The Madison plan is,

*"...an interesting one [that] shows considerable care in its adoption to the site despite the haste with which it was prepared. ...Because the character of its site and its intelligent plan, [Madison] has retained much of the beauty and charm [displayed by] the city more than one hundred years ago."*



*Original plan of the Capitol Square.*





Detail of the Nolen Plan prepared in 1911.

Whether or not one agrees with either of these assessments, there is little doubt that Doty and Suydam were able to clearly visualize the characteristics of the isthmus site and recognize its unique potential as a future Capital City.

The John Nolen plan, from its inception, was implemented less out of the local political will at the time than through gradual, incremental development over time. The Plan itself originally developed from a request by the Madison Park and Pleasure Drive Association (MPPDA), a park and open space booster club dedicated initially to creating rustic drives around Madison. In 1899 the civic group began to expand their interests to include design and development of public parks inside the city limits. It searched for the best urban designer in

the country, and chose John Nolen to help them create beautiful park spaces within existing city development patterns that connect the city with the waterfronts and designate places for a civic center of governmental buildings.

### 1909

In April 1909, nearly 500 civic leaders crowded a high school cafeteria to hear John Nolen's comprehensive recommendations for Madison. Nolen began:

*"My main appeal tonight is to ask you – the state, the city, the railroads, the citizens – to unite in saving Madison from becoming a mediocre capital city."*

He then showed examples of "fine city streets, orderly railroad approaches and surroundings, magnificent public buildings, open green squares and plazas, refreshing waterfronts, ennobling statuary, convenient and ample playgrounds, large parks, parkways and boulevards." All examples were from Europe. Nolen explained with such illustrations that Madison will never become a great city, and Wisconsin will not become a great state, until its leaders demonstrate a willingness to subordinate private to public interests, quantity to quality, property rights to people's rights, and laissez faire to comprehensive plans. It was a message designed to warm progressive hearts.

In March 1911, Nolen's plan was published as an illustrated book, Madison: A Model City. As far as anyone could tell at the time, however, the Plan was a complete failure. There was no one crusading for the big ideas packed into this thin volume. But then slowly, incrementally, and in surprising places, the yeast of the Nolen vision began to work.

### **The Corridor**

Today, much of the original Capital City plan is still visible, as is partial implementation of Nolen Plan components. Over time, the Capital district, University of Wisconsin campus, various city neighborhoods, as well as East Washington Avenue, matured within the structure laid out by James Doty and John Nolen.

By the 1940s, Madison's urban development had grown to the edge of what John Nolen had planned. The Milwaukee, Winnebago, and North Street intersection with East Washington Avenue was the defined break in the graphic plan between the city and the countryside. Even today, standing in the median first looking west and then looking east, the distinction between one urban pattern and the other is quite obvious. In fact, there was never a physical plan executed for the corridor northeast of Milwaukee Street. Fortunately, surrounding neighborhoods evolved in a block and street pattern similar to established neighborhoods of the original plat.

Additionally, the commercial character of the corridor developed significantly differently than its mature western section. During the 1950s, the automobile became the principal form of transportation in Madison, as it did everywhere else in the country. The Capital Square during this time began to lessen its role of shopping and gathering activities in the city, as more conventional suburban development patterns became predominant in the new commercial corridor.

Most businesses that sprang up just outside the Nolen Plan limits were auto-oriented. Service stations, automobile dealerships, a drive-in theater, and other automobile-based and industrial businesses came to dominate the landscape. The Madison East Shopping Center was the first of its kind in

Madison. It became the first new suburban place to shop, and set a trend for Madisonians to drive out to the mall instead of taking public transit or driving in to the Square.

The challenge of the current planning process is to mend the neighborhoods together across the East Washington Avenue Corridor without diminishing the roadway's capacity to move high volumes of traffic at critical times. It is important to recognize the historical significance of East Washington Avenue as a gateway sequence to the Capitol, and reinforce that role through strategic placement and deliberate urban and architectural design. This Master Plan demonstrates how the City's heritage can have a significant impact on the corridor's future viability.

### **East Washington BUILD Project Goals**

In keeping with the BUILD objectives to prepare plans to redevelop and promote infill development, the East Washington Avenue BUILD application established the following goals for the project.

1. The development of two or more commercial retail/mixed use redevelopment projects in the six key development parcels identified in the study area. These projects will anchor other retail and redevelopment projects in the corridor.
2. Implementation of improved inter-modal linkages along the corridor, including pedestrian, bicycle, and vehicle crossings of East Washington Avenue.
3. Retention of key neighborhood-serving businesses and public facilities including the Hawthorne Branch Library, the Madison Public Health Office, Walgreen's Drug Store, and Kohl's Food Store.
4. Streetscape and other aesthetic improvements within the public right-of-way that are coordinated with the physical

- development plan for the adjoining business district.
5. The development of a more viable and compact commercial business district that meets the needs of the adjoining neighborhoods.

## Public Participation

Participation of the community in the design process included interviews with community leaders and property owners, and a citizen workshop to solicit community attitudes and perceptions. In the final presentation local citizens were able to view and comment on the results of the design.

## Interviews

The design team interviewed businesses and owners and community group representatives from East Washington Avenue. On May 7th, individuals reported on the background and function of different activities and organizations along and around the East Washington Avenue Corridor. They also indicated their personal thoughts and plans for the corridor's future.

## Citizen Workshop

The May 8th Citizen Workshop gave neighborhood residents a chance to react and express their vision for the future of the Avenue. The Citizen Workshop consisted of several steps to help gather and prioritize community objectives.

Those who attended the Citizen Workshop were randomly divided into small groups to answer five questions:

1. Name a favorite memory from the East Washington Avenue Area.
2. What is needed to improve shopping opportunities on East Washington Avenue?

3. Name 3 characteristics of a quality pedestrian environment.
4. What would you like to see along the East Washington Avenue Corridor 20 years from now?
5. Who should take the lead in implementing your vision?

The answers from each table were recorded and posted on the walls around the room. Citizens then voted on the responses; when the votes were tallied, a hierarchy of significant community issues became obvious.

The priority issues identified in the Citizen Workshop became the design determinants for redevelopment and infill construction in the *Old East Side Master Plan*. These are:

- The view of the Capitol and the trees and lights along East Washington Avenue.
- Breakfast and socializing at Bev's.
- More clusters of neighborhood businesses, not malls and chains.
- Higher residential density on East Washington Avenue.
- Safe, attractive pedestrian and bike movement along and across East Washington Avenue.
- Collaboration of neighbors and alders, City and private



*Workshop participants meet in small groups to discuss issues and concerns.*

planners, and designers to implement.

## BACKGROUND AND ANALYSIS

This section summarizes the background information gathered by the design team to better understand the issues, needs and opportunities facing the study area. Layers of cultural, economic, and natural resources were analyzed; previous reports were reviewed; community perceptions were solicited; and guiding principles were developed.

Based on this background analysis, the *Old East Side Master Plan* for the East Washington Avenue Capital Gateway should address the following physical improvements and redevelopment opportunities for the district:

- Improve the gateway image coming into the city from the northeast.
- Revitalize a series of underutilized 1960s era buildings along the corridor.
- Build on the strength of several anchor landmarks in the community.
- Provide safe crossings on East Washington Avenue for bicycles and pedestrians at North and Oak Streets, and traffic calming between these intersections.
- Make parking lots more friendly to pedestrians.
- Program and organize existing green spaces to make them neighborhood amenities.
- Create safe pedestrian routes that connect local neighborhood residences with transit, civic, and commercial services along the corridor.

### Previous Studies and Plans

Several previous and concurrent planning efforts provided a valuable foundation for the East Washington Avenue design

workshop.

*Schenk-Atwood-Starkweather-Worthington Park Neighborhood Plan* (November 1998) is a plan created through two years of Community Development Block Grant (CDBG) funding. Some of the issues looked at are Starkweather Creek, parks, pedestrian and bicycle safety, East Washington Avenue, and redevelopment of underutilized properties.

*Design Dane! (Diverse Environment through Sensible Intelligent Growth Now)* (May 1998) is a project created by the County Executive to take a look at how the County is growing, and recommends ways for a balance of city growth and preservation of agricultural land.

*A Guide to Madison's Neighborhood Associations, Department of Planning and Development* (March 1994) describes Madison's 80 neighborhood associations. Each neighborhood listing consists of a brief history, local features, facilities, housing, and a description of what the neighborhood group does throughout the year.

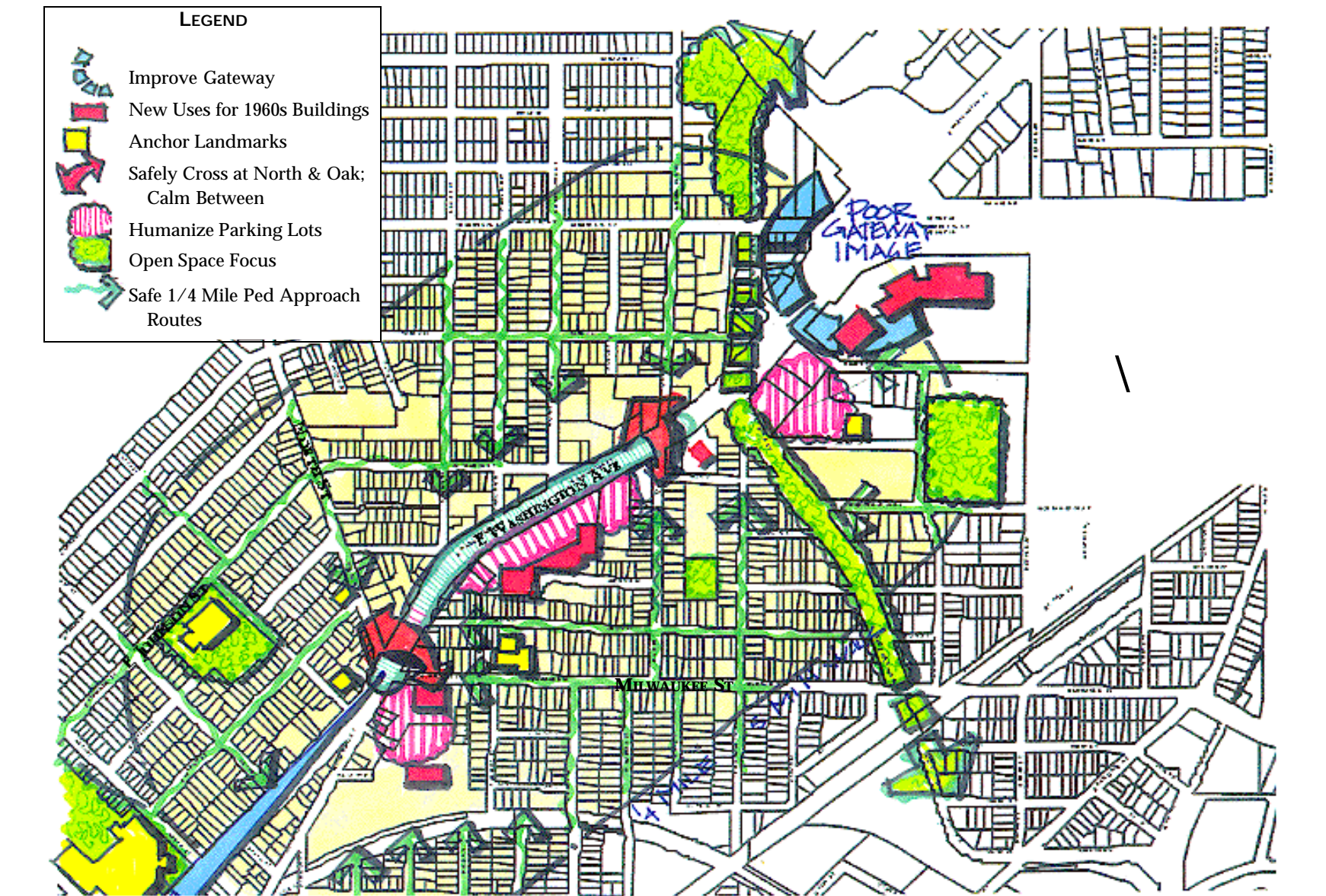
*Yahara River Parkway and Environs, Master Plan* (June 1998) describes the history of the Yahara River Parkway, neighborhoods, parks, and transportation that surround the river, as well as provides an implementation and finance plan.

*The Isthmus 2020 Committee Report, A Guidebook for a Model Isthmus* studies the future population and employment trends in Madison's Isthmus. This report makes note of the needs and challenges of building in an urban, inner city area.

*Dane County Commuter Rail, Feasibility Study: Phase I Report, Recommended Next Steps for Madison's Transit Future* (September 1998) is a preliminary study of operations, ridership, and cost of a regional commuter rail service. Possible transit stops in the



## Urban Design Framework Map



Isthmus are identified.

*Connections in All Directions, Ride Guide* (November 1, 1998) lists bus routes, fares, and a how to guide for riding to a major destination.

*Emerson East-Eken Park Neighborhood Plan* (March 1998) was done for the Madison Community Development Block Grant (CDBG) Commission. This plan gives recommendations for projects that will improve neighborhood aesthetics, including East Washington Avenue and the surrounding roadsides.

*Dane 2020, Final Report City of Madison, Dane County, Wisconsin Department of Transportation* (November 1992) addresses issues that are pertinent to the growing use of the automobile in the Madison area, such as a focused comprehensive plan for the Central Madison/Isthmus area and passenger rail.

## Context

*Geography.* The East Washington Avenue study area is located on the northeast end of the Madison Isthmus. It was developed in the early part of the century, with the southern and eastern portions of the area generally older than the north and west.

*Demographics.* The neighborhoods surrounding the study area are largely representative of the city as a whole in terms of race and age. Median incomes are lower than the city median, but poverty rates do not appear to be higher. Although crime rates are not high, perception of crime is an important issue for the neighborhood.

*Existing Residential Development.* About half the structures in surrounding neighborhoods are single-family homes, and about another 20% are duplexes. Three to nine-unit structures make up the majority of the remaining units.



*Anchoring institutions, such as the proposed City Health Office and library, contribute to community life.*

Residential neighborhoods in the study area have average housing values in the \$70,000 - \$80,000 range, considerably below the city median. Many homes in Eken Park (west of East Washington Avenue) were built in the 1930s, while more homes in Schenk-Atwood (east of East Washington Avenue) are older. There are not great housing value differences between the two neighborhoods.



*Remodeled City Health Office and library under construction.*

## Urban Geography

*Lakes and Drainage.* Water resource management is managed and coordinated through the Dane County Lakes and Watershed Commission. The Starkweather Creek area is a priority



watershed, is in the Wisconsin Nonpoint Source Water Pollution Abatement Program, and is the high priority Street Sweeping and Source Control Area. It is important to be aware how these conditions may influence redevelopment opportunities.

*Public Green Space.* Parks, school yards, and natural areas provide public green space and improve the livability of city neighborhoods. Washington Manor Park on Starkweather Creek, Eken Park, Emerson School Playground, and Dixon Greenway are important assets in the study area. Medians, planting strips, and street trees reduce noise and air pollution, increase property values, and are valuable amenities.

*Impervious Surface.* There is a high percentage of impervious surfaces (hard, compact surfaces that do not absorb water) in the study area, which contributes to pollution in the lakes and Yahara River.

*Soils.* The former Clark Gas Station in the 2700-2800 block of East Washington Avenue has known soil contamination. There may be other sites in the study area in which soils are an issue for health and redevelopment.

*Land Use and Development.* Existing plans call for more residents and businesses in the study area. For new development and redevelopment to be successful, it needs to complement the scale and character of the existing community. Existing zoning (C-2 in the southwestern part of the study area, C-3 in the northeast) does not necessarily allow or encourage this.

*Residential Development.* New residential development is encouraged to support businesses and improve street life. Recommendations for development include new residential units along Williamson Street, East Washington Avenue, the East Rail Corridor, and Schenk's Corners. Low to moderate-income

housing is planned to be provided in scattered site developments according to Hope VI principles. The housing stock would be diversified with new multi-family, higher density housing, perhaps as part of mixed-use developments, on major transportation corridors. In the heart of the neighborhoods, owner-occupied structures are encouraged.

*Commercial Development.* The heavy volume of traffic on East Washington Avenue is a spur to commercial redevelopment, as long as access to local businesses is maintained. Plans call for new buildings to be at least two stories in height, and to have office or residential units above retail space. Commercial development should be concentrated in nodes along the Avenue, with other space converted to residential uses. Walgreen's and Kohl's Food Store are important for the future of the area, as is reuse of the many vacant parcels along the corridor.

*Industrial Development.* More jobs are desired in the study area and throughout the Madison Isthmus. The East Washington Avenue plan recommends light industrial and high tech businesses that have low impact and are more compatible with the neighborhood.

*Institutional Development.* Public institutions are an important part of the neighborhood mix, and can encourage private investment. Prominent public institutions in the study area include churches, schools and a branch public library.

*Market.* Analysis is an important part of the East Washington Avenue workshop. There were two parts to the analysis: an assessment of background conditions and a response to solutions generated during the design workshop.

On the afternoon before the design workshop, a focus group of

local Realtors, developers, and other real estate experts was convened to assess the state of the real estate market in the study area. The analysis was segmented into the residential, commercial, industrial, and hospitality sectors. This information is part of the background analysis that guides the solutions generated during the design workshop.

After the design workshop, group members were contacted again for responses to specific development recommendations generated during the workshop. In this way, the market analysis will both set the stage for realistic, achievable recommendations and review those recommendations once they are made.

## Design and Appearance

The East Washington Avenue study area has several important assets, including an existing traditional street and block pattern, remnants of a “main street,” and views of the Capitol.

*Traditional Development Pattern.* The way East Washington Avenue and surrounding streets are redeveloped will have a powerful effect on the appearance and character of the area. The street facade is a strong design element and should be strengthened according to the following principles:

- Maintain a balanced relationship between building height and street size.
- Ensure that adjacent buildings share some common architectural qualities.
- Respect the area’s identity (without necessarily building in a historic style).
- Maintain a pedestrian scale, especially at street level.
- Fill vacant lots.
- Provide appropriate amounts of parking in ways that strengthen, rather than degrade, the street facade.

*Design and Streetscape Elements.* In addition to the first considerations of building placement and appearance, plans call for urban design elements such as pedestrian-scale lighting, landscaping and street trees, and appropriate placement of bus shelters and benches.

Pedestrian movement should be supported by adequate sidewalks and pedestrian/bicycle crossings at intersections. Consideration should also be given to limiting the visual impact of utility poles, billboards, and other visual clutter.

*Landmarks.* Landmark buildings, recognized and valued by the community, are important and should be retained, and their significance within the urban pattern strengthened. In the East Washington Avenue study area, several churches and the



*Ella's Deli Restaurant merry-go-round is a familiar landmark along East Washington Avenue.*

Emerson School fit this description.



*Urban Design District No. 5.* This district was established to improve the appearance of the East Washington Avenue east of the Capital Square as a major entrance to the city, preserve and enhance property values in the District, and maintain or increase property values. The ordinance establishing the District contains design requirements and guidelines for public and private improvements.

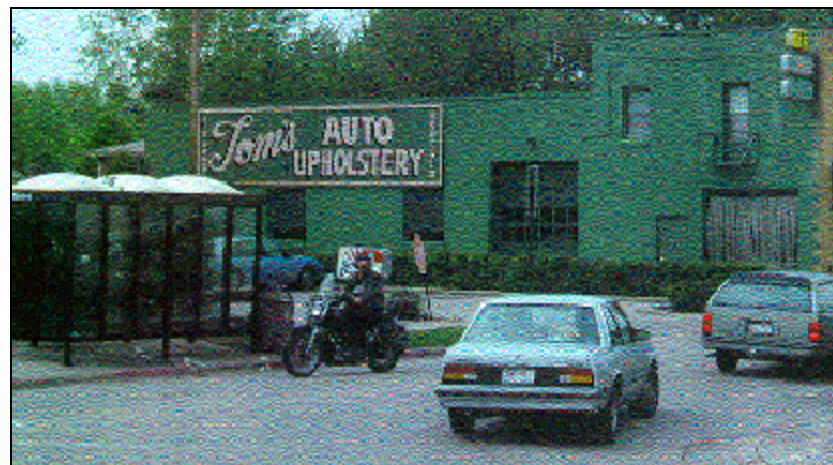
## Transportation and Circulation

*Traffic Circulation.* The major immediate issue in the study area is the planned reconstruction of East Washington Avenue. Care needs to be taken that the reconstruction serves the needs of local businesses and residents, as well as through traffic.

In addition, there are a number of streets and intersections in the area where traffic circulation is an issue. These include:

- Winnebago Street eastbound merging onto East Washington Avenue.
- East Washington Avenue at Milwaukee/North Streets.
- The intersection of East Dayton Street and Kedzie Street at East Washington Avenue.
- The intersection of East Johnson Street and East Washington Avenue.
- The intersection of Oak Street and East Washington Avenue.
- The intersection of East Washington Avenue and North/Milwaukee Streets.
- Marquette Street/Clyde Gallagher Avenue/East Washington Avenue.

Traffic volumes, especially on neighborhood residential streets, are also a concern.



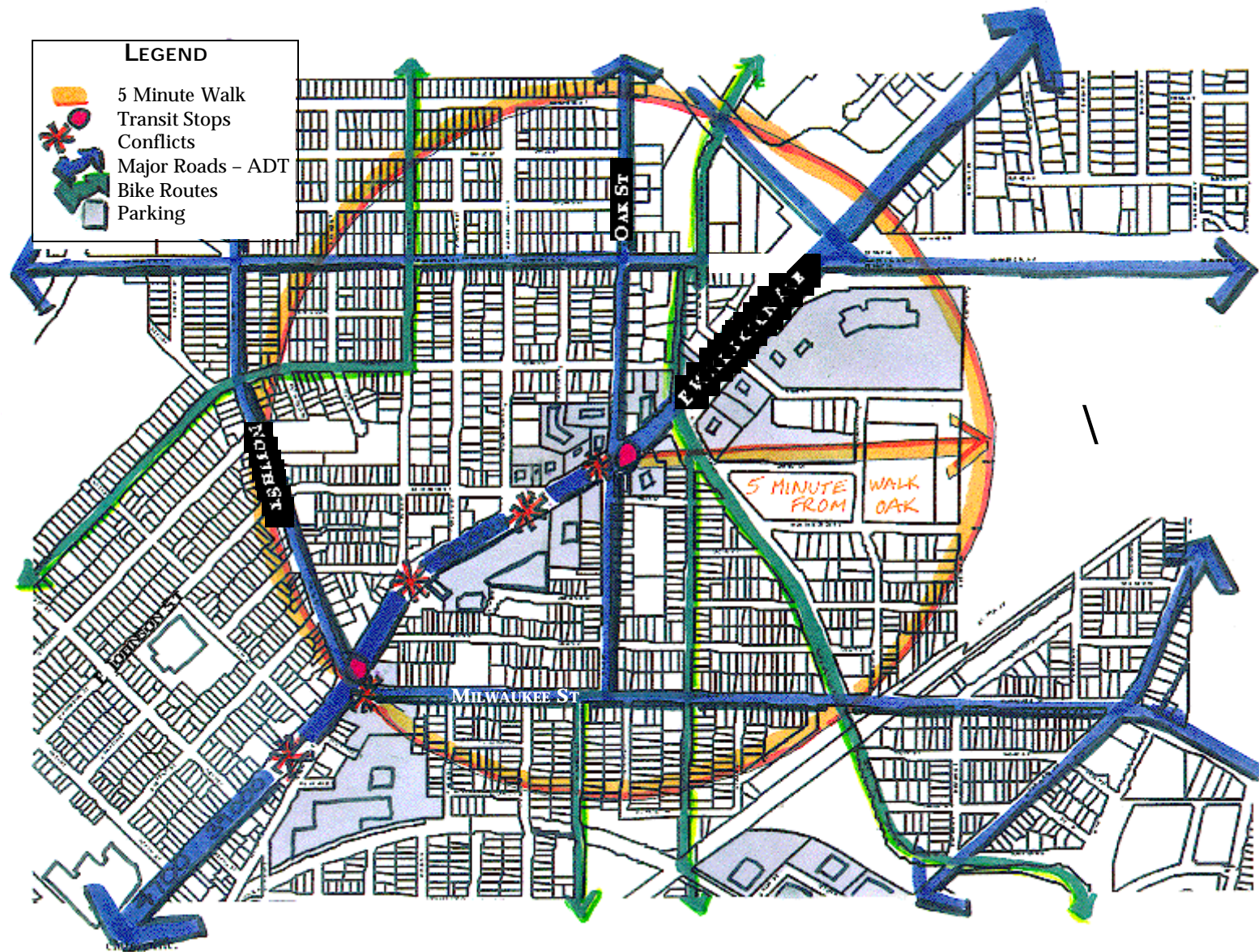
*East Washington Avenue is a major transit route.*

*Transit.* The East Washington Avenue area is well-served by transit, and has a high level of bus ridership. Transit infrastructure, such as bus shelters and signs, should be provided in a way that is convenient for bus riders, supports local businesses, and makes the area more attractive.

The Madison area is currently planning for commuter rail transit, including several stations just outside of the study area. If implemented, rail stations have the potential to increase the East Washington Avenue area residents' transportation choices, including better bus service by reconfiguring bus routes.

*Pedestrians and Bicycles.* East Washington Avenue is an important pedestrian and bicycle corridor. Pedestrian convenience and safety are vital to the livability of the area. Key intersections with East Washington Avenue, such as Winnebago Street, Fourth Street, Oak Street, and STH 30, should be identified and improved for pedestrian crossings, including appropriate signal timing, pavement markings, and signs.

## Traffic and Circulation Map



Parking lanes should be maintained as a buffer between pedestrians and moving traffic.

## Redevelopment Principles

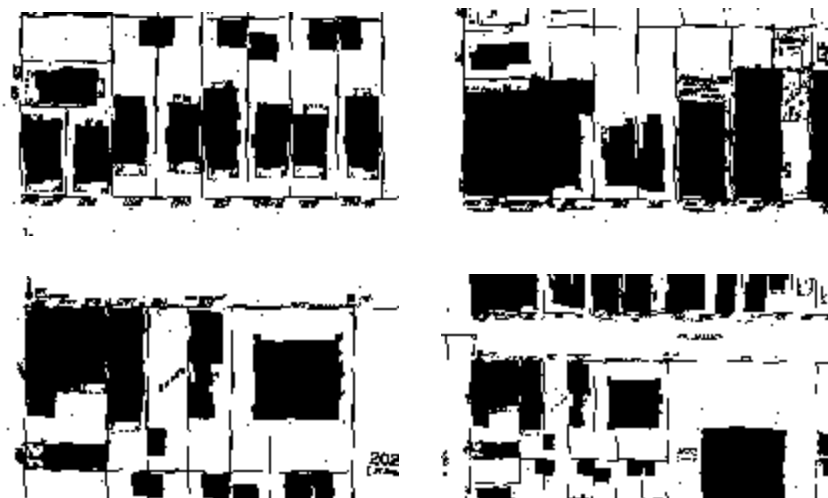
The fundamental structure of traditional urban form is based on the development of complete neighborhoods, corridors and districts. Neighborhoods should be compact, pedestrian-friendly, and mixed-use. Districts generally emphasize a special single use, such as commercial activity, and should follow the principles of neighborhood design where possible. Corridors are connectors of neighborhoods and districts.

The following organizing principles were used by the design team to structure pedestrian-scaled, mixed-use development opportunities along the East Washington Avenue Gateway Corridor.

- A. Scale
- B. Pattern
- C. Enclosure
- D. Typology
- E. Building Arrangement
- F. Building Surface
- G. Public Realm
- H. Sustainability
- I. Public Involvement

## A. Scale

Scale refers to how the size of blocks and buildings in a district define activities in that area. A car-scaled environment is made of large blocks and long, low buildings, and a human-scaled environment is made of smaller blocks and buildings. New development should match the size and intensity of uses in the surrounding environment.

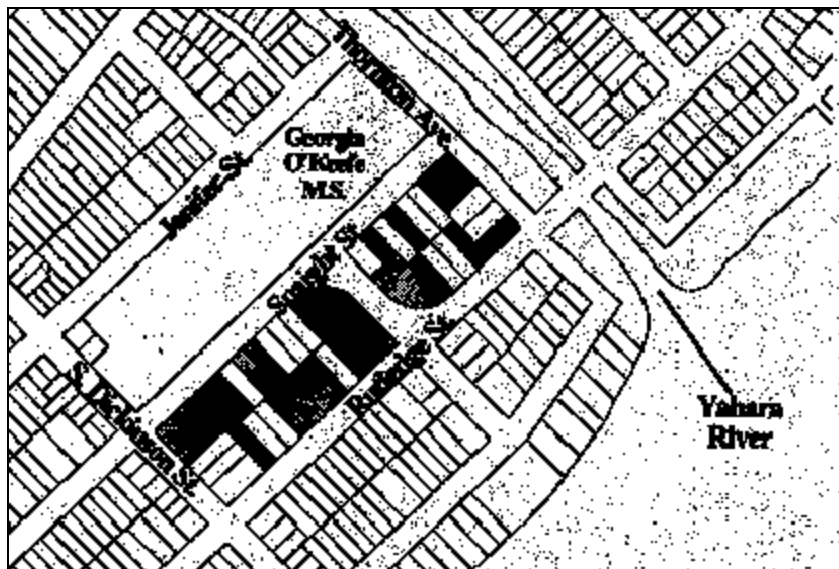


*Type, scale & density of blocks and lots.*

## B. Street and Block Pattern

A fully interconnected network of streets relieves congestion and allows for blocks to be formed. Neighborhoods with clear centers and edges provide a walkable environment that can support a full range of transportation choices and daily activities.

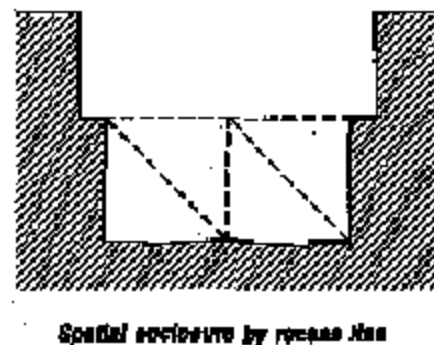
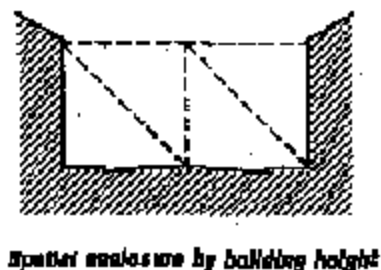
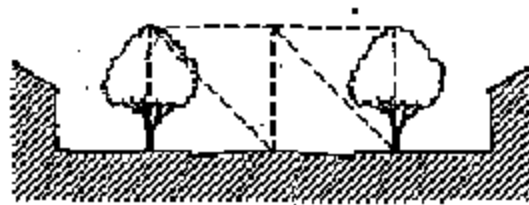
An interconnected street network shapes human-scaled blocks and allows convenient traffic flow.



Source: The Isthmus 2020 Committee Report.

## C. Enclosure

Buildings define spaces and places within a neighborhood just as walls define rooms in a house. A variety of uses within the buildings and blocks will create interesting spaces. When buildings enclose space, in scale with the prevailing street and block pattern, they contribute to a “sense of place.”

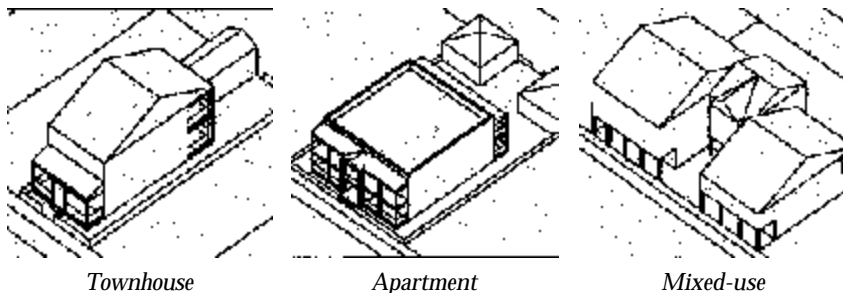


Source: The Lexicon for the New Urbanism, Duany, Plater-Zyberk & Co., 1999.



## D. Typology

Attractive neighborhood centers have a variety of building types to accommodate diverse community activities. Within neighborhoods, a range of housing types and price levels can bring people of diverse ages, ethnicities, and incomes into daily interaction, strengthening the personal and civic bonds essential to an authentic community.



Source: Treasure Coast Regional Planning Council.



*North Street Neighborhood Commercial Area*

## E. Building Arrangement

The placement and orientation of buildings is the most important principle in creating a “sense of place.” Building arrangement is important because good urban environments make the person feel comfortable. The combination of the building’s frontage and the street character define an enclosure of the public realm, a critical component of “place-making.”



*A neighborhood ‘corner store’ helps to define the street character  
(Typical two-story corner store at East Johnson Street and North Hamilton Street).*





## **H. Sustainability**

Buildings create the identity of the community. Special attention to adaptive reuse, historic preservation, and conservation of existing buildings will ground the area's future in its heritage. New construction of public spaces and private buildings in timeless styling and traditional materials will hold long-term value.



*A new mixed-use development on East Johnson Street with a typical retail store on first floor built next to the sidewalk.*

## **I. Public Involvement**

The ultimate fate of a community is directly related to the level of citizen involvement in its maintenance and well being. Citizens that participate in their community's planning and development become owners of the results.



*Appointed citizen committee voices its concerns, issues, and preferences.*





*East Washington Avenue study area looking east with Hwy. 30 at the top of photo and the intersection of North Street and Milwaukee Street at the bottom of the photo.*



## PLAN RECOMMENDATIONS

This section discusses the recommendations for redevelopment along the East Washington Avenue Corridor. These recommendations describe how this regionally significant corridor may be improved and enhanced over time to become the processional gateway to the Capitol.

The recommendations are organized in four categories. First, a discussion of “place-making” focuses on strategies to make the corridor a more identifiable and valued place in the region and the local communities. Second, a set of land use and development strategies includes employment anchors, residential development, and community services. Third, a set of improved traffic and circulation strategies includes vehicular, transit, pedestrian, and bicycle movement. Finally, a set of specific redevelopment strategies for four prominent areas.

### Place-making

Not unlike the automobile-dominated landscape of the East Towne area, the Capital City Gateway segment of East Washington Avenue has an orientation toward the automobile. Yet, unlike the East Towne area, there are several exceptional opportunities to create new urban places through incremental construction on existing, but under-utilized, property. Therefore each individual redevelopment and infill project could be part of a larger sequence of places that lead up to the Capital Square from the I-94 interchange. Eventually its entire length would become a valuable business address with a regional identity. At the same time, each increment of redevelopment and building construction must also make desirable destinations for regional visitors and local neighborhood residents.

There are several design initiatives which may apply to the

making of great “places” along East Washington Avenue. For example, the urban street and block pattern of surrounding neighborhoods offers an opportunity to reconnect neighborhoods across the corridor. Linking streets and pedestrian pathways to popular destinations, including places on the other side of East Washington Avenue, would allow walking or biking to be much more attractive and safe alternatives to driving. When each intersection is designed to be safe, attractive, and convenient for pedestrians, local citizens will actually use them.

Along the corridor, there are several opportunities where additional attention to urban design and architecture may contribute to a more consistent urban fabric. Each opportunity offers a different set of design challenges, commercial dynamics and residential choices. However, each may also become a place where local neighborhood residents may gather to shop, meet one another, or simply to be entertained by the local activities there.

But the greatest opportunity of this corridor segment is to mend the neglected physical character of the East Washington Avenue corridor and begin construction of processional gateways leading toward the Capital Square. These gateways may be identifiable to the passing motorist by their monuments, landscape, and sculptural features, but they should also be identifiable to local residents as places of commerce and gathering.

*Role of Public Art Amenities.* The CitiARTS Program could assist by incorporating potential public art amenities within the East Washington Avenue Study Area to enhance the neighborhood’s sense of place and contribute to the ceremonial drive of the Avenue. Artists and art could be used in a multitude of ways and places to add character and interest to open spaces, transit

shelters, pedestrian lighting, benches, trash containers, kiosks, bike racks, and to punctuate gateway areas. The public art amenities should be meaningful to the community, appropriate to the site, and have artistic merit.

The idea of embellishment and artistic elements are not just confined to the public realm; they should also be encouraged with new private developments. The addition of small stonework design on a building is one example that adds richness and artistic quality to a neighborhood building.

Place-making recommendations include:

1. *Establish prominent gateway/statements at the Hwy. 30 interchange, Starkweather Creek, Madison East Shopping Center, and Union Corners as part of the East Washington Avenue improvements.*
2. *Establish smaller portals in strategic locations along the corridor.*

## Land Use and Development Opportunities

### Employment Anchors

There are two large concentrations of employment activity within the Gateway Corridor that serve as anchors of the project area.

On the west end, there is a distribution facility belonging to Ray-O-Vac. On the east end, there is the American Family Office building, housing approximately 800 office workers. Although the prime business entity is scheduled to leave this office facility, it is likely the new occupants will have a similar employee job and income profile. Between the two anchors are several smaller business enterprises more based in face-to-face contact with their customers. As time goes on, similar small businesses are likely to locate within this stretch of the corridor.



*Photo of Ray-O-Vac along Winnebago Street serves as an employment center in a well-maintained historic structure.*

These two employment anchors offer two unique opportunities for the corridor's long-term viability.

First, there is an opportunity for local neighborhood residents to find employment close to home. But, even if workers travel from other neighborhoods to work all day here, there is an opportunity for them to take advantage of commercial services locally and within walking distance of their workplace. Retail and service enterprises such as restaurants, clothing and accessories, office supplies, sundries, medical and investment advice may be valuable amenities. Along with local neighborhood residents, local employees of these two anchors could be a strong customer base for local businesses.

Second, there is an opportunity to build residential units compatible with the income and lifestyle profiles of local employees. Providing additional housing in a variety of ownership characteristics and building types would provide a range of choices to employees wanting to live in close proximity of their workplace, as well as near great shopping and gathering places.



*Victory Arms Apartment Building is an excellent example of the type of housing that works well for neighborhood scale/density.*

### **Residential Development**

New construction should be directed toward supporting new and evolving businesses along the corridor. In the compact, pedestrian-oriented pattern of neighborhoods to either side of a heavily traveled corridor, economic and social viability is dependent upon a substantial population living and working in close proximity of commercial services.

New housing choices would include ownership townhouse and rental apartments, as well as live-work combinations and other building types considered appropriate to local demographic profiles and occupancy potential. Townhouse units would be an appropriate transition between the single-family residences and the Madison East Shopping Center. Incremental evolution of this commercial center itself, along with mixed-use

development west of the Highway 30 interchange, would include rental apartments above new shopfronts. Apartment buildings of a similar building form and architectural character as the Victory Arms at Union Corners, could be constructed on a variety of scattered sites as individual buildings or arranged to shape a courtyard (see Master Plan).

Because the East Washington Avenue Corridor is also a major public transit corridor connecting local residents to all parts of the city, exceptional opportunities exist to take advantage of an established infrastructure by improving housing choices. However, local residents and employees less reliant on automobile travel require more commercial services available within walking distance of their home or workplace. Therefore, new residential development that supports a local pedestrian-



*East High School provides a civic space connected to East Washington Avenue.*

oriented business culture and local transit possibilities would begin to bring back a neighborhood balance to a predominantly automobile orientation that exists today. The Gateway Plan offers a symbiotic

relationship between improving commercial viability and rising property value by promoting development of affordable neighborhoods along the corridor.

### **Neighborhood Commercial**

Because the East Washington Avenue Corridor was built upon



automobile-related uses directed towards a larger trade area, business development tended to neglect the adjacent neighborhoods. Over time, more automobile-related businesses moved further east, towards East Towne, in newer, larger facilities, and on inexpensive, vacant land.

As roadway construction along the Avenue continues over the next couple years to accommodate additional traffic moving between the Capital Square and destinations eastward, there are two important questions to ask:

What commercial opportunities might become available to capture regional consumer dollars that would ordinarily be spent in the East Towne area?

What would it take to capture some of the local consumer dollars, particularly neighborhood residents who frequently use the corridor's public transit and more often walk than drive to access commercial services?

Both questions ask for a description of market potential for new and sustainable business in new and remodeled buildings within an existing urban context. Neither the regional nor the local market draw by itself will sustain the future of this community shopping corridor, particularly as it competes with the contemporary automobile-oriented lifestyle choices further east. Business opportunities here will require a deliberate balance among local, regional, and national retailers to assure flexibility within a dynamic business climate and to assure breadth among local and regional customer needs.

Certainly there exists today a preponderance of automobile-related uses along the Gateway Corridor. Although there may be a strong preference to do so, it is not necessary to remove them. Many of these businesses, especially ones with a great



*Mixed-use neighborhood commercial near the corridor on Milwaukee Street.*

deal of parking pavement, may over time choose to sell the land because they are more economically viable as buildable sites. In this manner, parking pavements actually serve as land banks for future incremental infill development.

Neighborhood commercial recommendations include:

1. *New residential development should take advantage of the two local employment anchors and the Madison East neighborhood retail area to coordinate live, work, shop, and recreation opportunities for new and existing neighborhood residents.*
2. *Provide incentives to develop a pattern of flexible commercial buildings to accommodate a variety of activities.*
3. *Prepare and administer urban regulations and guidelines that will shape the corridor through landscape design and building placement, mass, and appearance. Prepare and administer architectural regulations and guidelines that would shape any individual future building materials configurations and techniques.*

4. *Establish a 20-year restriction prohibition on the construction of additional automobile-related businesses and provide incentives for more pedestrian-oriented business to locate along the corridor.*

## Traffic & Circulation

### Transportation Planning Goals

Five transportation planning goals were developed in synergy with goals for land use reorganization and urban design enhancement. As isolated goals, solely meant to address traffic flow, they would have no meaning.

Enhancing pedestrian and vehicular circulation will provide a stronger connection between the neighborhoods and businesses and between neighborhoods. The improvement and addition of new connections will strengthen these relationships. Particular attention should be given to safe and pleasant pedestrian and bicycle circulation.

- Goal 1 Improve pedestrian access between adjacent residential areas and East Washington Avenue.
- Goal 2 Improve circulation across and along East Washington Avenue for pedestrians, bicyclists, wheelchairs, and other non-motorized modes.
- Goal 3 Reduce speeding on East Washington Avenue through design elements and treatments of the street, sidewalks, terraces, and medians as well as adjacent land uses, so that the actual speed of traffic is consistent with posted speed limits and the desired future land use redevelopment to provide more of a main street feel for this part of the corridor.
- Goal 4 Improve accessibility to and parking for businesses.
- Goal 5 Provide for improved transit-oriented facilities to make use of transit as an attractive option.

### Vehicular Movement

The reconstruction of East Washington Avenue itself in 2000 will have a significant impact on the urban form and economic development characteristics of the Gateway Corridor. Care needs to be taken that the reconstruction serves the needs of local businesses and residents, as well as through traffic. In addition, there are a number of streets and intersections in the area that require better traffic circulation. These include:

- Winnebago Street eastbound merging onto East Washington Avenue.
- East Washington Avenue at Milwaukee Street.
- The intersection of East Dayton Street and Kedzie Street at East Washington Avenue.
- The intersection of East Johnson Street and East Washington Avenue.
- Marquette Street/Clyde Gallagher Avenue/East Washington Avenue.

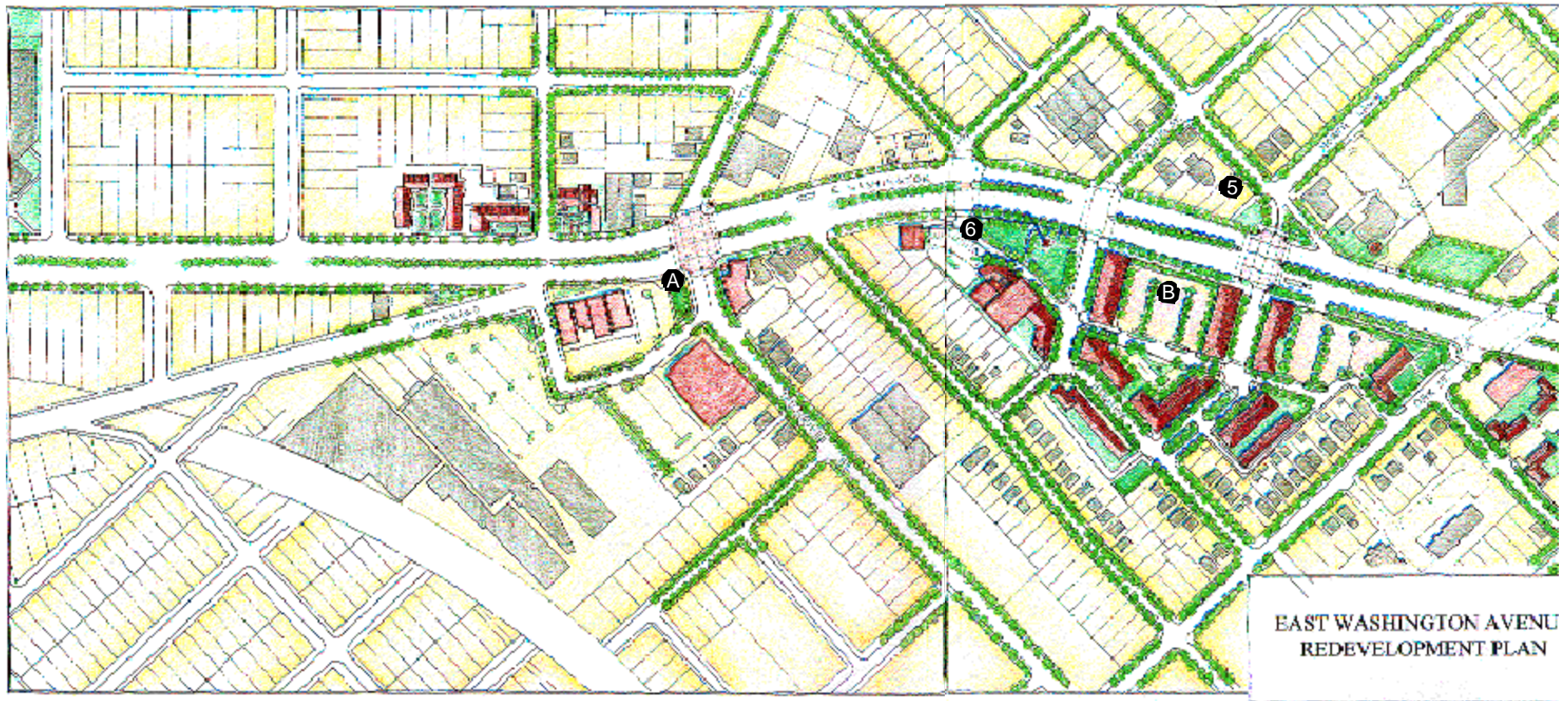
Over the years East Washington Avenue's importance as a regional route has overshadowed its importance as a street that provides access to residential and community-scale, commercial land uses. Each day, on average, 51,000 vehicles travel through the East Washington Avenue Corridor.

As a road with regional significance, East Washington Avenue:

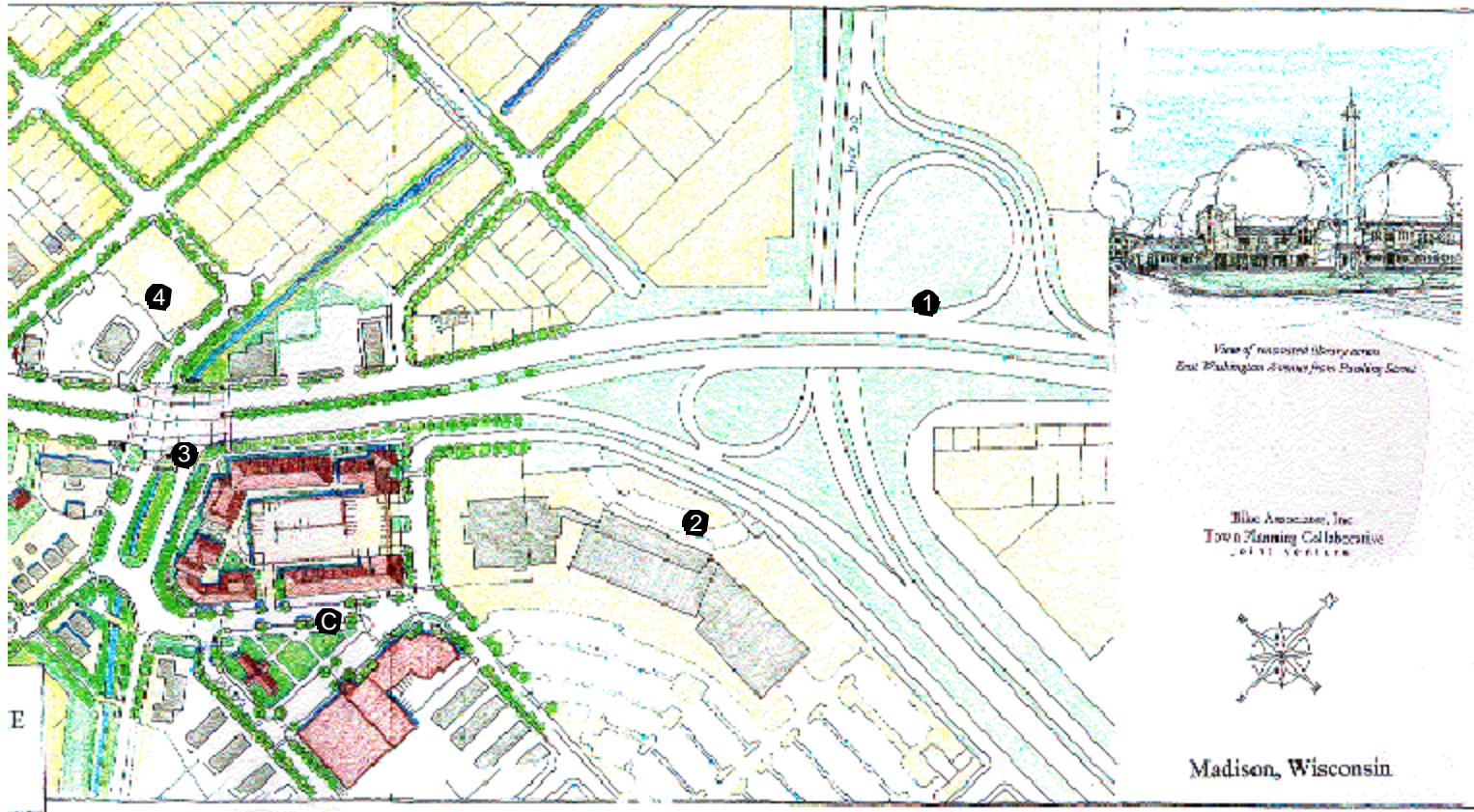
- Provides direct access to Interstates I-90 and I-94, US Highway 51, State Highways 30 and 113.
- Meets travel demand for growing residential and commercial development on the eastern edge of Madison and the metropolitan area.
- Provides a connection between eastern land use development and Madison's downtown and state government offices.

### Transit (Transfer Points Aberg and Milwaukee)

The East Washington Avenue area is currently well served by city-wide bus routes and has a high level of bus ridership.







### LEGEND

- ① STH 30 Gateway
- ② American Family Insurance Building
- ③ Starkweather Creek
- ④ Vacant Gas Station Site
- ⑤ Neighborhood Center
- ⑥ Library Commons

### Specific Areas

- A Union Corners
- B Madison East Shopping Center
- C Starkweather/Salvation Army Site

Existing transit infrastructure, such as bus shelters and signs, should be provided in a way that public transit is safe and convenient for bus riders, supports local businesses, and aesthetically complements the emerging new image of local neighborhoods. Plans call for encouraging area youth to ride buses by increasing service on weekends and providing discounted youth passes.

Madison is currently evaluating numerous high-capacity transit options, including rail transit. Several potential stations are also being evaluated, both within and outside of the study area. When implemented, rail systems have the potential to increase East Washington Avenue area residents' transportation choices.

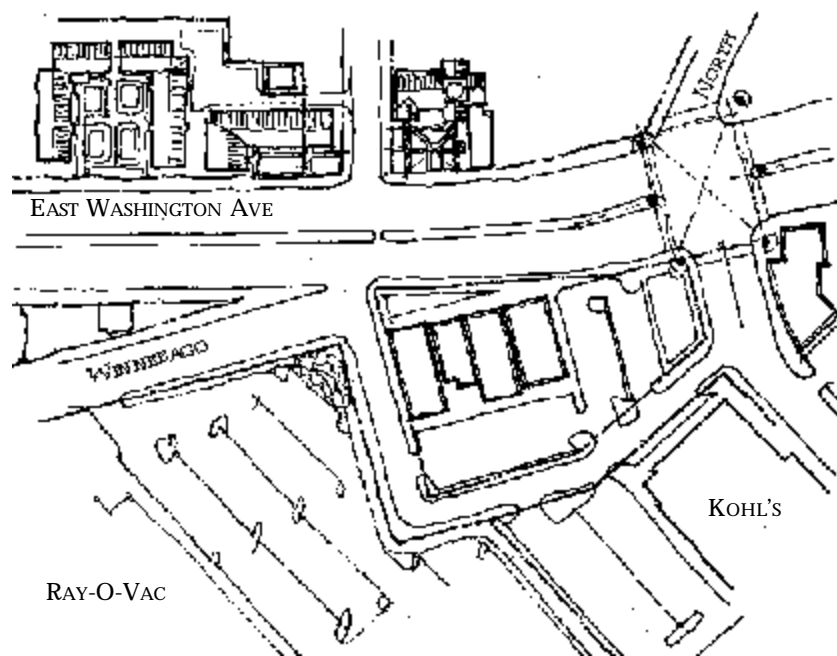
### **Pedestrians and Bicycles**

East Washington Avenue is an important pedestrian and bicycle corridor. Pedestrian convenience and safety are vital to the livability of the area. Key intersections, such as Winnebago/First Streets, East Washington Avenue/Fourth Street, Milwaukee-North Streets/East Washington Avenue, East Johnson Street/East Washington Avenue, and Marquette Street/East Washington Avenue should be identified and improved for pedestrian crossings, including appropriate signal timing, pavement markings, and signs. On street parking should be maintained as a buffer between pedestrians and moving traffic. Efforts to promote bike path connections along the west branch of Starkweather Creek will help connect this area to the broader bike path system.

### **Specific Areas**

#### **Union Corners**

Currently the area is characterized by a variety of land-uses, and the awkward intersection formed by East Washington Avenue, North Street, Winnebago Street, and Milwaukee Street also fragments the existing traffic pattern.



*East Washington Avenue, North Street, Milwaukee Street, and Winnebago Street intersections.*

The



*The same area as above from the air.*



recommendations for Union Corners include:

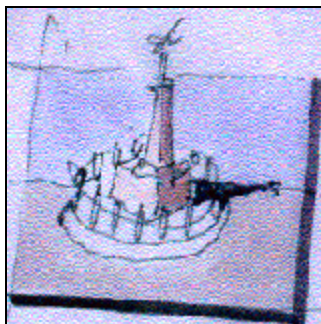
1. *Reorganization of the Ray-O-Vac site to consolidate the parking lot and yard, resulting in the same total area for parking and truck operations that currently exists.*
2. *Enlargement of the corner site located at the intersection of Winnebago and Milwaukee Streets.*
3. *Enlargement of the Kohl's site by picking up remnant land from reorganization of the Ray-O-Vac site and alignment of the street that provides access to the front door of Kohl's.*
4. *Improvement of the intersection of East Washington Avenue with Winnebago Street.*
5. *Improvement of the triangular parcels created by East Washington Avenue and Winnebago Street.*

The recommended design proposes to create a right angle intersection for traffic destined to East Washington Avenue from Winnebago Street. This recommendation also creates a defined public street for access between Kohl's and the adjacent street system. This provides a more efficient and safer street and parcel arrangement, and, to the extent possible, re-establishes the grid system.

Another opportunity is to enhance this re-aligned intersection with physical monumentation that reinforces the Capitol Gateway Corridor.

### **Madison East Neighborhood Retail Area**

The Redevelopment Plan illustrates how future redevelopment of the Madison East Shopping Center would be organized by pedestrian-oriented streets and block pattern. Parking would be



*Suggested gateway monumentation.*



*The existing Madison East Shopping Center.*

placed to the side and behind commercial buildings, as well as parallel parking in front of the shops.

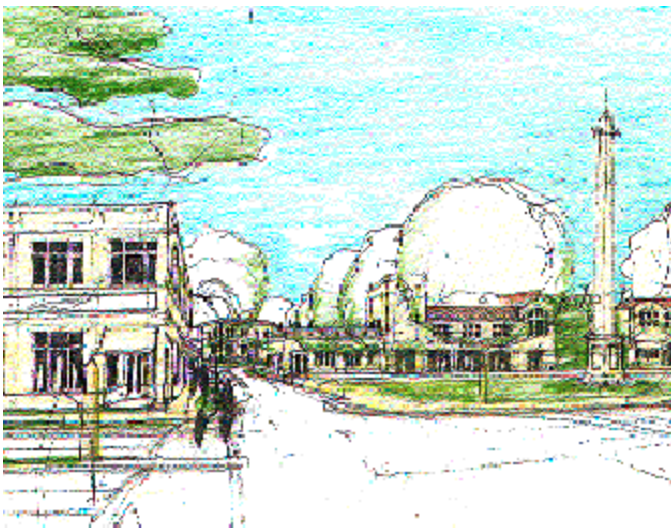
The Plan indicates how new residential development may occur on the parking lot site behind the current shopping center buildings. Perhaps this could be the first phase of the center's redevelopment. The upcoming transformation of the large department store anchor building (old Aldi Store) to the west of the shopping center site to house a library and public health center should, in future site redevelopment, be given a civic presence with a public green at its entrance (see sketch on next page).

This intersection accommodates turning movements from East Washington Avenue and East Johnson Street in considerable volume at peak hours of the day, as well as providing access to the Madison East Shopping Center on the south side of East Washington Avenue.



*A redeveloped Madison East Shopping Center is based on a street and block pattern that reconnects to the existing neighborhood.*





*View of renovated library fronting a public open space across East Washington Avenue from Pawling Street is an example of where public art can contribute to the character of the area.*



*A view of the redeveloped Madison East Shopping Center from Hermina Street looking to East Washington Avenue to Pawling Street. The recommendation for the near future is not to connect Hermina Street to Union Street for vehicles, but to strengthen the pedestrian connection.*



*East Side Shopping Center looking south.*

The recommended treatment for Madison East Neighborhood Retail Area recognizes a number of needs, including:

1. *Creation of parcels for “place-making” to occur.*
2. *Access from the neighborhood streets.*
3. *Parking needs for shopping center patrons.*
4. *Pedestrian safety.*

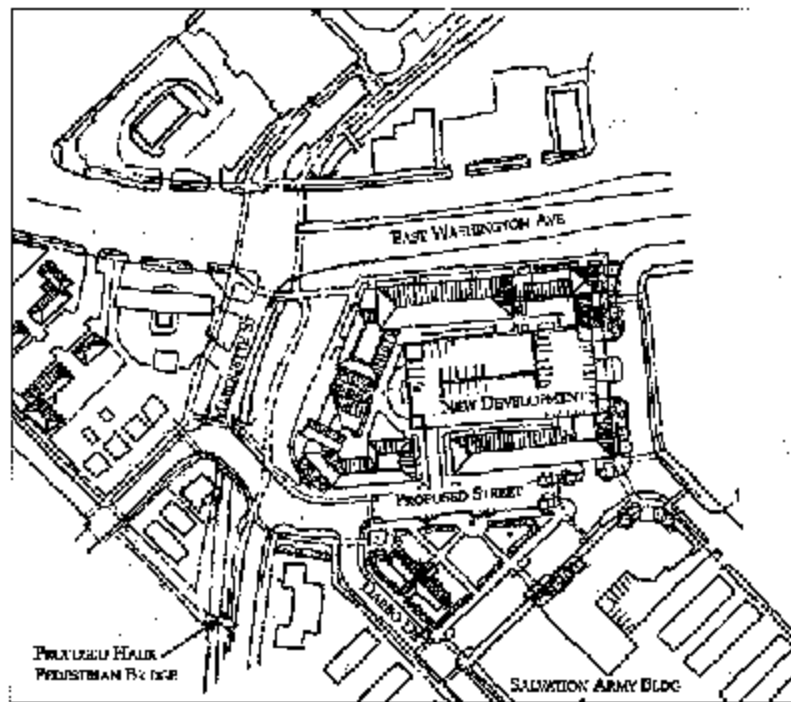
The recommended design identifies East Johnson Street as the main access point between East Washington Avenue and the shopping center. One inbound lane and two outbound lanes are provided at this intersection. The outbound lanes provide adequate storage or stacking distance for vehicles queued at the traffic signal. The consultant is recommending adding on-street parking along East Washington Avenue and maintaining the off-street parking for customers.

Kedzie, Pawling, and Oak Streets are identified as secondary access points. These locations may or may not be controlled with traffic signals depending on the HNTB’s analysis of signalized traffic progression. The recommended design is flexible on this point.

Recommended for closure in HNTB’s work is a westbound, slip right-turn from East Washington Avenue to East Johnson Street. The recommended design does not recommend closing this access to East Johnson Street. Instead, traffic calming techniques may be employed to prevent traffic from racing through the intersection. Suggested techniques include speed bumps, speed table, or a small, neighborhood-scale, traffic circle.

### **Starkweather Creek/Salvation Army Site**

The two major issues in the Starkweather Creek/Salvation



*East Washington Avenue, Marquette Drive, Darbo Drive, and Starkweather Creek intersection development concept*



*A view of a typical commercial building developed as a pedestrian-oriented place.*

Army Site are the current configuration of streets and the amount of underutilized land in the area which have left this site feeling blighted and disconnected from the neighborhood. The proposed recommendations work to improve the pedestrian and vehicle circulation along with enhancing redevelopment opportunities. This is a key site, a gateway into the old eastside neighborhood and the City. By removing the existing frontage road, it allows the space to be developed with a stronger urban context relating to both East Washington Avenue and the neighborhood.

The current configuration of the intersection of Starkweather Creek, Darbo Drive, and East Washington Avenue is confusing to motorists and inhospitable to pedestrians. The plan proposes enhanced recognition of Starkweather Creek as an amenity through development of a divided road with the creek as a median.

The recommended configuration improves automobile turning movements (particularly for outbound traffic destined for East Washington Avenue) and improves pedestrian safety. The pedestrian path would be a new crossing of the Creek, south of Darbo Drive along the right-of-way that is already publicly owned. The recommended treatment also includes construction of comfortably wide sidewalks that currently do not exist.

The Redevelopment Plan also illustrates a reconfiguration of the parcels adjacent to the corridor and replacement of the frontage road. In its place a more neighborhood-friendly street could lead up to a more pedestrian-scaled entrance to the large office complex, formerly owned by and currently leased to American Family Insurance.

Re-organization of this area of predominantly parking pavement and a few under-utilized buildings provides

numerous opportunities for mixed-use buildings surrounding a parking building. Additional parking capacity could serve as overflow parking for the office building as well as shared parking for new businesses, residents, and entertainment activities. In addition, the Salvation Army site may be reorganized to include a public open space and perhaps a religious building in a prominent location. With the reconstruction of East Washington Avenue, exploring opening up the Starkweather Creek to view could occur as part of the reconstruction, and could assist in creating a pedestrian/bicycle connection along the Starkweather Creek. Explore extending right-of-way access for pedestrian/bike path by continuing a public access or easement along the creek across from Marquette Street at East Washington Avenue north towards Washington Manor Park and the Starkweather Creek bike path.

The recommendations for Starkweather Creek/Salvation Army Site include:

1. *Recognition of the Starkweather Creek as an amenity to be enhanced with the creation of a bridge so pedestrians and vehicles are aware they are crossing the creek, along with improving visual access to the creek on the north side of East Washington Avenue.*
- 2.



*Area from Oak Street to Marquette Street along East Washington Avenue.*



*Replacing the frontage road with a new road in the rear of the commercial properties to help create a division between land uses and a better redevelopment block. Improving the pedestrian circulation and safety with the creation of a bridge off of an existing City right-of-way over the river and widening the sidewalks with less vehicular conflicts.*

3. *Create a civic/public space on the Salvation Army site to enhance the overall quality of the space.*

### **STH 30 Gateway**

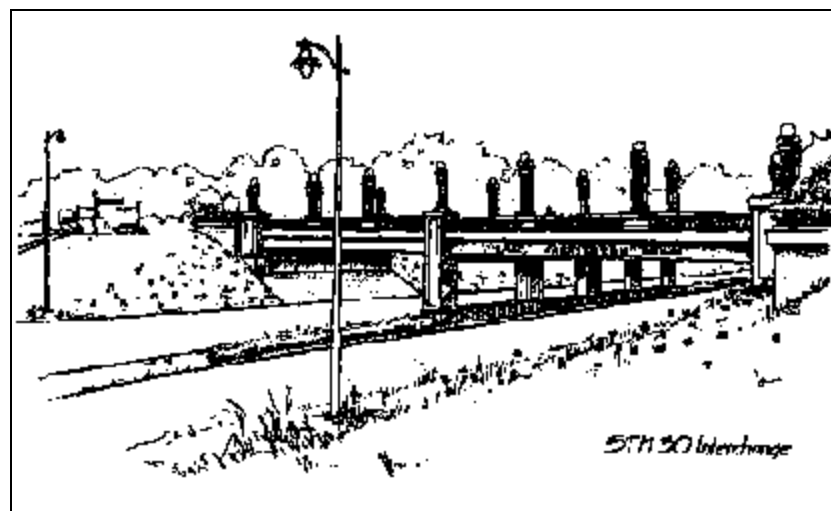
This interchange merges a significant volume of traffic moving toward and from the Capital Square with the traffic on and off Interstate highways to the east.

The recommended treatment for STH 30 Gateway is HNTB's modified diamond interchange. It would include installation of two traffic signals to control vehicular movements between the on/off ramps and East Washington Avenue. Operation of these signals would also create gaps in the flow of traffic along East Washington Avenue with positive results downstream for pedestrian and cross traffic at the intersection of East Washington Avenue and Starkweather Creek.

The modified diamond interchange design developed by HNTB also includes collector/distributor roads to connect local traffic and Highway 30 traffic to frontage roads along Highway 30. Because of the compact nature of this interchange option, more public land would be available for development of a gateway treatment to announce entry to the East Washington Avenue Corridor.

The recommendations for STH 30 Gateway include:

1. *To provide a safer pedestrian connection over Highway 30 with the installation of two traffic signals to control vehicular movements*



*HNTB concept, from the adopted plan, of the East Washington Avenue bridge at the STH 30 Interchange.*

*between the on/off ramps and East Washington Avenue and new sidewalks.*

2. *East Washington Avenue at Highway 30 breaks into a freeway design which disconnects the character of East Washington Avenue. The street and bridge design need to continue the urban quality of East Washington Avenue, with the bridge design highlighting the gateway concept and is an excellent opportunity to provide public art amenities to articulate the gateway concept.*

## **PLAN IMPLEMENTATION**

### **Next Steps**

A framework for future planning and implementation steps has been established through the BUILD planning process and the recommendations contained in this report. This section begins to organize the next steps toward achieving the goals established by the community, as well as some implementation techniques,

and an organizational structure for accomplishing them.

There are five key initiatives:

1. Establish a relationship between the local neighborhood and business associations to guide future development initiatives. A separate committee, perhaps similar in composition to the steering committee that guided the BUILD planning effort, would be responsible for proactively helping the City and prospective developers understand the Plan's recommendations.
2. As its first charge, the committee should review the existing zoning ordinance for inconsistencies with this Plan. These inconsistencies should be documented and presented to the City of Madison Planning staff. The committee should then present recommended alternatives to the zoning language pertaining to the areas defined by this plan.
3. The committee should promote a change to current demarcation of the Urban Design District #5, to create three separate districts having design and development standards consistent with the urban pattern under which they originated. The Old East Side segment of the East Washington Avenue Corridor was built under vastly different community transportation priorities than the other two segments. Therefore, as new construction comes on-line, the design of public infrastructure, lot assembly, and building placement should understand and reflect those differences.
4. The committee should identify specific infill development sites, such as the abandoned car wash site and filling station site, a more detailed vision of how these sites should be developed consistent with this plan and market realities. The

identified sites should also be candidates for catalyst funding for planning, design, and construction financing from a variety of public agencies and non-profit organizations.

5. The committee should support a public participatory planning process similar to that used to produce this plan for resolving transportation, land use, and building type issues in greater detail for each of the identified gateway intersections along East Washington Avenue specified in the HNTB plan. Each of the two employment centers, as well as the Madison East Shopping Center, can be expected to evolve under various development pressures over time. Before each of these prominent "gateway places" develops in a haphazard and fragmented way, land owners, local citizens, and City officials must have a coordinated strategy to follow. Under more predictable circumstances, there is a greater likelihood that each of these intersections will become parts of a greater whole, rather than "objective projects."

There is indeed much to be done. But there has been much done to prepare for what lies ahead. As time goes on, the community's vision will be amplified by its success in working towards results, or be diminished by lack of interest. The Design Team saw many enthusiastic and energetic citizens and leaders through the production of this Plan.

Over the next several years, we, the Design Team, look forward to the results of that enthusiasm and energy in visual results.

## Implementation Techniques

### **Zoning Code Amendments**

Regulatory amendments are recommended in two areas: changes in the zoning classification for parcels on the eastern edge of the project area, and amendments to the regulations for

## Urban Design District #5.

Most of the East Washington Avenue corridor from Sixth Street to Highway 30 is zoned C-2 General Commercial District. However, several parcels on the eastern edge of the corridor are zoned C-3, Highway Commercial District, presumably based on a time when this part of East Washington Avenue functioned as an automobile service district. Consistent with the principles, goals, and objectives recommended in this plan (i.e., a desire to maintain East Washington Avenue as a predominantly car-oriented corridor, while achieving a better balance between car, bike, transit, and pedestrian), those parcels currently zoned C-3 should be downzoned to C-2. This will promote land use compatibility along the corridor, and prohibit or discourage those uses that encourage auto access.

East Washington Avenue from Sixth Street to 90/94 is designated as Urban Design District #5. To begin with, this district should be renamed to indicate where it is and to give a better sense of why it is important. Especially in the field of urban design, any special district deserves a name that reflects why it is significant. The recommendation for renaming this district is “East Washington Avenue Gateway Urban Design District.”

The second recommended change to the East Washington Avenue Gateway Urban Design District is to segment the corridor into three sub-areas and prepare urban design guidelines for each of the segments. The urban form, structure and architectural character of the corridor changes significantly between East Sixth Street and 90/94, so much so that one set of urban design guidelines cannot adequately guide private development or the arrangement and design of public spaces. Three sub-areas should be designated: East Sixth Street to Milwaukee Street, Milwaukee Street to Highway 51, and

## Highway 51 to I90/94.

The third recommended change to the East Washington Avenue Gateway Urban Design District addresses the sub-areas in the study boundaries using the principles and recommendations in this report.

The fourth recommended change to the East Washington Avenue Gateway Urban Design District is incorporation of the following urban design principles into the ordinance, and the rewriting of design guidelines to accomplish them.

### **Public Realm**

1. Retain and restore, where possible, the traditional network of interconnected streets.
2. Improve pedestrian-oriented connections between the commercial area and adjacent residential areas, through commercial building configuration (placement and orientation), land use transitions and visual screening.

### **Land Use**

3. Encourage a diversity of land uses, recognizing that East Washington Avenue serves a city/regional market as well as a neighborhood market.
4. Increase the amount of housing within the corridor, ensuring a broad range of housing types and price levels, including units above commercial uses.
5. Retain civic buildings (such as the Greek Orthodox Church, schools and library) as important community anchors.
6. Concentrate commercial uses at key nodes.

### **Movement Networks**

7. Reconnect the street grid where possible.
8. Improve the appearance and character of East Washington



- Avenue as the ceremonial entrance to the State Capitol.
9. Improve the functioning and safety of East Washington Avenue for bicyclists, pedestrians and transit, while recognizing that it is a major vehicular traffic corridor that serves neighborhood, local, and regional traffic.
  10. Retain and increase on-street parking.

### **Urban Ecology**

11. Retain and preserve natural areas.
12. Respect the underlying ecology of potential redevelopment sites; design the placement of new uses accordingly.
13. Decrease the amount and size of impervious surfaces.
14. Treat natural features (e.g. Starkweather Creek) as amenities and part of the public realm.
15. Green East Washington Avenue and other key public rights-of-way.

### **Built Form**

16. Site buildings to frame public spaces, including streets and parks.
17. Maintain a consistent, continuous street face along East Washington Avenue, either through building placement or screening of parking areas.
18. Design buildings to have active uses at the ground level.

The principles should be included in the Urban Design District regulatory and guideline documents.

The following design standards provide a basis for ordinances or guidelines in the future. They are presented to demonstrate minimum expectations of the Design Team for accomplishing the Plan's goals through design and construction of specific projects. They may be used, in the broadest sense, as a checklist by which the community makes initial assessments of a proposed project's compliance with this plan.

The standards for the Old East Side Master Plan are divided into three categories: urban, architectural and advertising signs.

### **Urban Standards**

- Buildings should be at least two, and not more than four, stories above grade.
- Buildings within 60 feet of existing residences should not be more than 2.5 stories in height.
- Buildings within 100 feet of Starkweather Creek should be set back a minimum of 50 feet from the water's edge.
- Any vertical floor-to-floor structural dimension should not exceed twelve feet.
- Roof pitches should relate to the character of the neighborhood, a minimum pitch of 6:12.
- Building setbacks from the street should be consistent with existing setbacks in the neighborhood.
- Parking should be placed behind or to the side of new buildings, whether on surface lots or in structures.
- Structural parking buildings should have commercial space directly adjacent to public rights-of-way.
- Street lighting adjacent to any residential dwellings should not emit light above 12 feet in height above grade at its source.

### **Architectural Standards**

- Each building should be architecturally distinguishable from its immediate neighbors, even if several buildings use the same floor plan and massing characteristics.
- Multi-family buildings should include articulated elevations (street walls) such that each massing component is not more than 36 feet in width.
- Buildings should have multiple and frequent porches, stoops or similar entry features facing the public street. Such elements signify a residential address, a sense of

arrival and transition between the public realm of the street, and the internal private realm.

- Each residential unit should have at least some private outdoor space, whether it is a back yard, garden, terrace, or balcony.
- The finished floor level of any residential unit should be at least 30 inches above the grade of the front public sidewalk.
- Windows of residential units should be square or vertical in proportion.
- Brick should be laid in a true bonding pattern.
- Permanent or retractable awnings should extend no more than 5 feet over the sidewalk and be made of canvas.
- Building walls should be finished in brick, stone, wood, or vinyl siding.
- Clapboard siding (wood or vinyl) should be no more than 3.5 inches to the weather.
- Buildings with a flat roof and parapet should have a visible cornice 6 inches to 18 inches in depth from the building face.
- Overhanging rafters should be finished with fascia boards.
- Wood shutters should be sized to match openings.
- Door swings should not encroach on public rights-of-way.

### **Advertising Signs**

- Detached signs for each business should be not more than 24 square feet in surface area when viewed from any one direction and not more than 48 square feet when viewed from all directions.
- Detached signs may be constructed of wood, metal, stone, or masonry.
- Detached signs should not exceed 12 feet in height above grade.
- Signs attached to buildings should be constructed of wood or metal.
- The surface area of attached signs on any one building face

should not exceed 14 feet of the surface area of that building's elevation.

- Detached and attached signs should be lit by external directional lamps and should not emit a light beam above 12 feet in height above grade at its source.

### **Organizational Structure**

In the course of the workshop process, it became clear to the Design Team that regular and early communication between the commercial district and adjacent residents is necessary to ensure that new development along East Washington Avenue is compatible with and serves adjacent neighborhoods. An East Washington Avenue Business Association (EWABA) should be created with representation from businesses, residents, property owners, and the public sector (Alderspersons, City Planning and Traffic Engineering staff, etc.). EWABA would be responsible for communication and outreach between businesses and the adjacent neighborhoods, joint marketing of businesses along the corridor, coordinated input on future planning and development issues, and monitoring implementation of the *Old East Side Master Plan*.

The existing neighborhood associations are also instrumental in seeing the *Old East Side Master Plan* come to fruition over the next 20 years. Individuals who participate regularly are on the front line to ensure that incremental development of individual properties builds a sequence of gateway places and mixed-use neighborhoods along this ceremonial corridor. Madison has always had a tradition of active citizen involvement in local government. This should continue. The neighborhood associations are the recognized vehicles to press the City and other organized community associations to adhere to the principles of the Plan and encourage them to do the "right thing."

## Appendix A: Citizen Workshop Question and Answers

Question 1: What is a favorite memory from East Washington Avenue?

Votes	Answers	Duplicates
35	View of capitol, trees, lights	III
11	Breakfast at Bev's - socializing	I
8	Greek Fest	I
6	Friday nights at Hawthorne	
4	Walking to capitol/ job interview	
3	Racing to Madison, East Washington Gateway	
3	Canoeing under E Wash to Yahara	
3	Diverse population	
2	Be able to shop close to home	II
2	Meals at Avenue Bar	
2	Tennoy Park Lagoons	
2	East Washington as key arterial	
1	Winter walk, playing on snow (from neighborhood to East Wash)	
1	Remesbohn's for breakfast, coffee and paper	
1	First house/ leaves turning colors	
1	Socializing, interaction at bus stop	
1	Pete and Piper memorial - East High	

1	Steensland bridge over Yahara	
	Ella's deli/ First date at Ella's (Romance)	I
	School Children from Fond du Lac, Elm Tree Canopy and Potato Factory	
	Daughter singing solo at East high	
	Union Corners - history (Union Tap)	
	(Milwaukee/Wash/North/Waukegan)	
	Elm trees along E. Wash Ave.	
	Kindness of strangers	
	Library/ walks in neighborhood	
	Coffee at Victor Allen's	
	Shopping at Pier 1	
	Don Miller car show	
	Washington Hotel restaurant	
	Sam's Golden Shears, small storefronts	
	Slow traffic	
	Spotty retail/ industrial	
	No overall character	

Question 2: What is needed to improve neighborhood shopping on East Washington?

Votes	Answers	Duplicates
23	More diverse small neighborhood "type" businesses, not malls, chains	
15	Place making/ gathering oriented businesses - cluster	
12	Aesthetics, aesthetics, aesthetics - screen space, safe walking, crossing, less concrete	
9	Higher residential density on E Wash	
5	Loose Red Letter News - no porn	I
4	Ped-oriented design - links to shopping areas	III
4	Ped links across East Washington - safe access - control of crossing lights - foot bridge	III
4	Anchor institutions/ businesses	
3	Access from E Wash and neighborhoods (double frontage buildings)	
3	Desirable businesses	
3	Open up rear of businesses to face neighborhood rather than turn their back	
2	A place (park-like) different in physical design	III
2	Safe convenient ped access	
2	Integrated/ improved list of services	
2	Bookstore, coffee shop, bakery, garden, hardware, co-op	
1	Minimize large off street parking lots, intimidates pedestrians	
1	"Step above" check-cashing, to serve neighborhoods - neighborhood retail and services	
1	Quality anchor establishments	

Coop/ variety of locally owned small scale shops, screened from East Washington	IIII
Bike routes	III
Reasons "failed" retail locations	II
Improve safety - lighting, bike/ped	II
Remove Businesses that are not neighborhood friendly (La. Red Letter News, rent-to-own, check cashing, taverns)	
Curb appeal - visibility, attractive setting	
Buildings are set too far back	
Bicycle parking	
Businesses offering delivery services to reduce reliance on cars	
Moves slower, better smells, more vehicle separation: La. details	
East side thoroughfare, not hwy	
Specialty stores (capital to Eastowne)	
More locally-owned business	
Business association	
Better landscaping in parking areas	
More diversity in business offerings	
Crook union	
Neighborhood feel (like Willy St.) - gathering place	
Improve perception of safety	
Better promotion	



Question 3: Name three characteristics of a quality pedestrian environment.

Votes	Answers	Duplicates
23	Attractive area to move, walk through (trees, aesthetically pleasing environment)	III
21	Easy-safe access by foot/wheel/bikes from one destination to another, (i.e. time to cross) e.g. Copenhagen, Portland	IIII
7	Worldwide destinations	
5	Safe crossing of traffic/ East Wash Ave, all intersections, marked, wide, level, visible	IIIIII
5	Trees and pocket parks – landscaping, friendly gathering places, green	IIII
4	Safe – crime free, comfortable night and day	I
3	Human scaled, friendly architecture	I
3	Amenities, water, benches, trash, etc.	I
3	Calm traffic	
3	“Eyes on the street” dwellings and businesses, 24 hour community	
3	Businesses close to sidewalks form continuous frontage – a traditional main street convenience	
2	Safe/ buffers between cars and people	III
2	Sidewalks on both sides of East Washington – wide, extensive	II
2	Places to rest and buildings to visit	II
2	Visual beauty with variety	
1	Lower traffic speeds (via enforcement and lower speed limits)	II

1	Peds first! Plan for them before the car	I
1	Fewer curb cuts/ driveways	
	Bike racks	II
	Clean	I
	Shovel walks	I
	Obvious links between land uses	
	Friendly interactions encourage many walkers	
	Small, neighborhood groceries	
	Proper night lighting	
	Level surfaces/ no stairs	
	Defined space	
	Bridges over E Washington	
	Wide Boulevards	
	Smooth sidewalks for wheelchairs (does not accumulate water)	
	Diverse, visually stimulating, details	
	Quiet (low noise)	
	Smaller scale interesting shops	
	Narrow lanes and street parking all day	
	Lights timed based on speed limit	
	Reinforcement of “red light runners”	
	Ped bridges	
	Remove billboards	
	People coming and going	
	Businesses that open to neighborhoods	

Question 4: What would you like to see on East Washington 20 years from now?

Votes	Answers	Duplicates
12	Beautiful gateway and boulevard, pedestrian scale development where people will stop and linger	III
8	'Main Street' feel	
8	More neighborhood based businesses- coffee shop, bakery, restaurants	
7	A great boulevard with large, closely planted trees	IIII
6	More/ bus/ bike/green space/commuter rail, closely linked	
6	East Washington surrounded by vibrant and diverse economy - Villages (economically and culturally)	
5	Street that reflects wholesomeness of nearby residents	
5	Identifiable character	
4	Mix of neighborhood housing and small pocket parks and gardens	
3	Canopy-lined boulevard	II
3	People, bikes outnumber cars 10-1	
3	Utilities, burying the overhead wires	
3	Meaningful architecture nodes	
2	Light rail/ commuter Union, Cornell Stop	II
2	No Red Letter, No liquor, no check cashing	I
2	Interesting, quirky shops, food, specialty stores	I
2	Traffic that behaves, respects the neighborhood	
2	Community gardens	
1	Diverse, fun mix of land uses	II
1	No vacant commercial, occupied or greened	I
1	Quality basic goods and services	
1	More shopping areas	
1	Urban in character - buildings up to street	
	Destination shopping place (like Monroe), independent mix of small shops, community centered activities	IIII
	Two story buildings to sidewalk, apartments over the shops	III
	Lovely sidewalk/ pedestrian friendly	II

No big vacant gaps/ parking lots	II
Strong, but slow traffic, no bottlenecks, traffic calming	II
More greenspace/ neighborhood signs	I
Sitting areas/ benches	
Alternative transportation, multimodal, bikes, other	
Discreet signage	
Attractive storefronts	
Dedicated bus lane	
Pedestrian oriented shopping	
Complementary businesses	
Non auto, sustainable Internet neighborhood, walkable, electric car	
On-street parking	
Residential uses-retain and expand	
No light rail on East Washington	
Color	
Mixed residential/ commercial	
Home businesses	
Easily identifiable side through streets from E Wash	
Better connection to Beltline	
Streetscar	
Sidewalk cafes	
20 mph	
On-street parking	
Redevelop of Ray-O-Vac with mix of housing/ shopping in rail station	
Up-to-date look like older neighborhoods	
Re-arrange Winnebago - E Wash	
Oak St/ Marquette at E Washington re-arranged	
Correct water flow	
Parking at rear/ sides	
No big box, unless integrated with smaller uses	
Greek church visible from East Wash	

Question 5: Who should take the lead in implementing your vision?

Votes	Answers	Duplicates
24	Professional designers/ planners. Lively/ genuine collaboration with all parties	III
24	Coalition of (neighbors and alder) city and private	II
14	Government, residential, business – collaboration	II
6	Business association (like SARA)	
3	City planning with citizen input and some state input	
3	City-wide civic organization (re: Madison parks/ pleasure drive association, 1932)	
3	Neighborhood groups with media	
3	Building codes, zoning to reflect community ideas/ values	
2	Neighborhood, nbhd assoc., input to property owners	I
2	"Czar" appointed by mayor	
2	Government, public sector, facilitator, assistance role, private sector	
1	Grass roots – activists	
1	Someone with authority to impact what we're talking about	
1	City planning with input from advisory committee	
1	East side planning council – group of neighborhood associations	

City of Madison, staff	IIIIII
Neighborhood involvement/ residential/ kids	IIII
Business owners	III
Alders/ elected officials	II
East side city neighborhood council	
Business/ city/ neighborhood associations	
Individual residents	
Locally owned businesses and residents (when business owned by outside arts)	
Citizen planners (empowered)	
Private business owners	
Churches	
Neighbors plan and maintain	
County	
State	
Federal	
Wisconsin Dot	
Property owners	
Traffic engineers	
Financial institutions	

## Appendix B: Advisory Committee Issues and Expectations

### Issues Identified by the Steering Committee

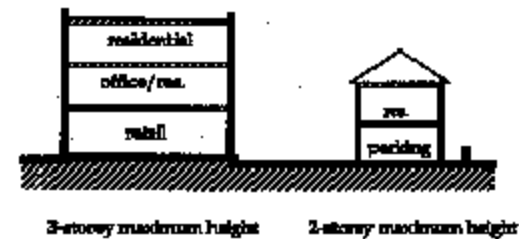
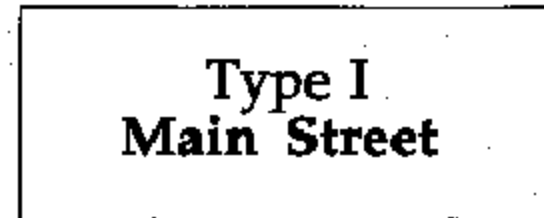
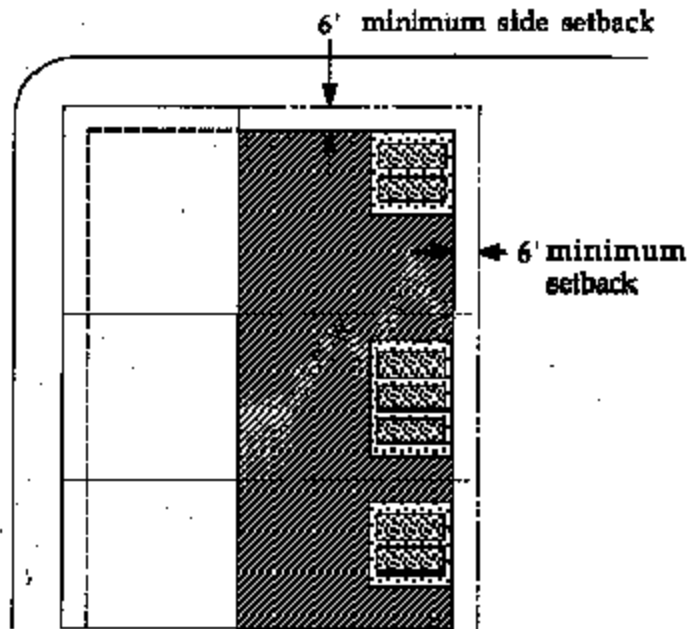
1. Perception of being a dangerous area
2. Keep neighborhood feel to the area (human scale and involvement)
3. Improve functional linkages between businesses and residents
4. Traffic circulation and connections
5. Pay attention to “back street” routes
6. Business access by foot, bikes, cars, and transit
7. Access based cost of doing business
8. Buildings engaging the street
9. Main Street feel versus highway standards
10. Visual Impact (Madison gateway, many billboards)
11. Difficulty crossing East Washington Avenue on foot, or by bike, wheelchair, etc.
12. Lack of ownership feeling
13. Keep (or establish?) neighborhood orientation
14. Desire for reading materials citing examples of similar problem solutions
15. What are appropriate neighborhood businesses? Why is there no bank? Are current businesses “predatory”?
16. Need a “greening aesthetic” – Streetscape, median, etc.
17. Identify key pedestrian crossing intersection(s)
18. Special school needs
19. Make riding the bus a more attractive transportation option
20. Walgreen’s status
21. Institutional involvement – Holy Cross Lutheran & Greek Orthodox
22. Future of Kohl’s Food Store

### Success Criteria

1. Buy-in by corridor businesses
2. Residents accept the outcome
3. Identify and attract unique new businesses
4. More people move into the area in the long-term
5. No vacant land or buildings



## Appendix C: Sample Urban Codes and Standards

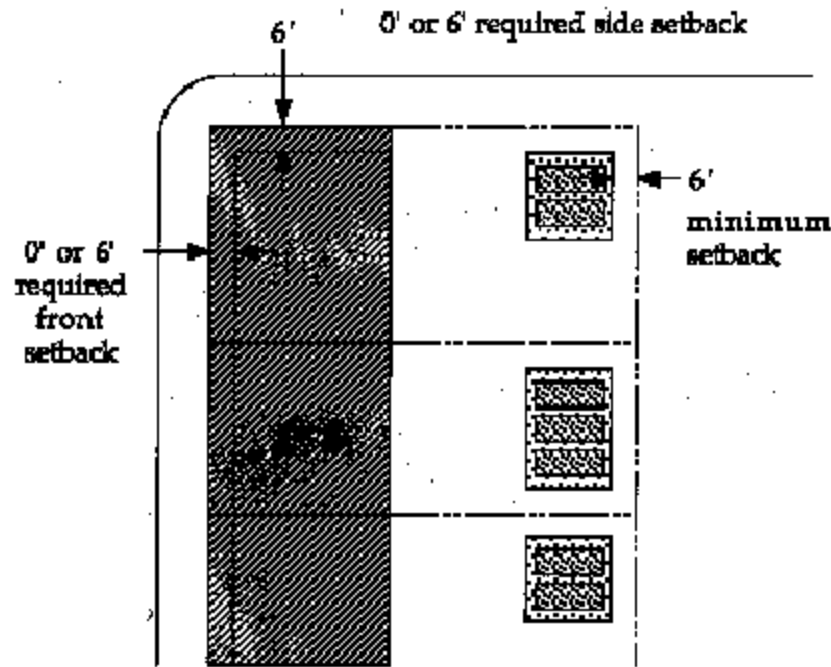


### Parking

1. Parking should be provided within the areas shown here.
2. Private parking spaces should be no less than 9' by 19' with access to a street or alley.
3. Trash areas should be enclosed with fencing and located within the parking area.

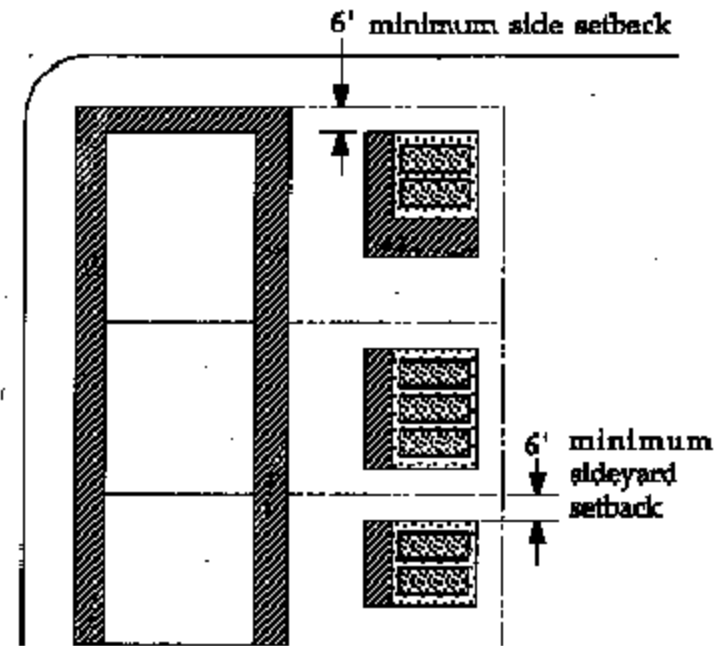
### Building Use and Height

1. Uses of buildings should be as shown here.
2. Building height should be measured at the street elevation.
3. Maximum building height should be measured in number of structural floors, each not to exceed 13 feet in height, floor to ceiling.
4. Multi-storey atrium spaces less than 500 square feet are permitted.



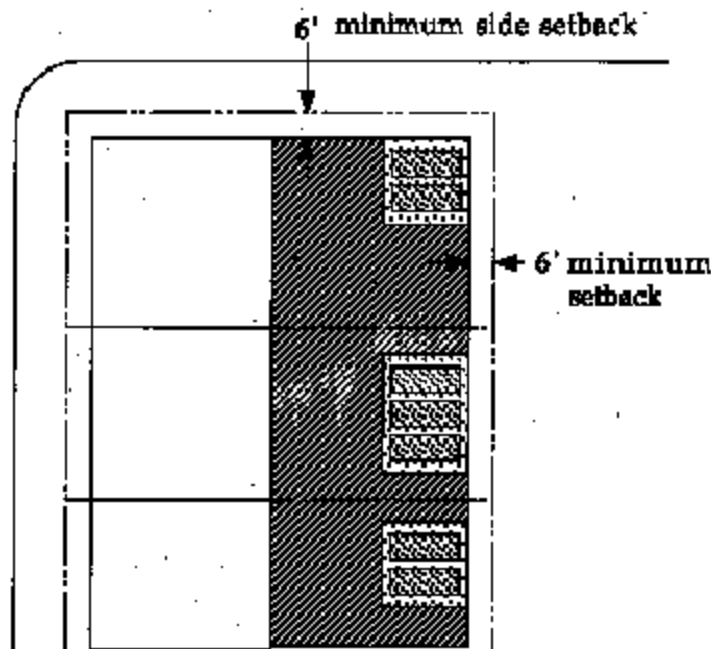
#### Building Placement

1. Buildings should be set on lots relative to the property lines shown here.
2. Building street facades should extend along the lot width as designated here.
3. In the absence of building walls or garden walls fences should be built along the property lines.

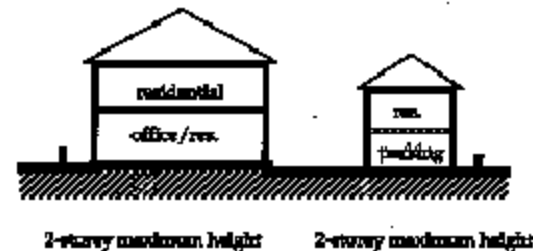


#### Permitted Encroachments

1. Balconies, stoops, open porches, bay windows, covered walkway and raised door yards are permitted within the areas shown here.
2. Maximum depth of any encroachment should be no more than 12 feet in depth from the building wall.
3. Covered walkways between the principal building and garages are permitted.



## Type II Apartment

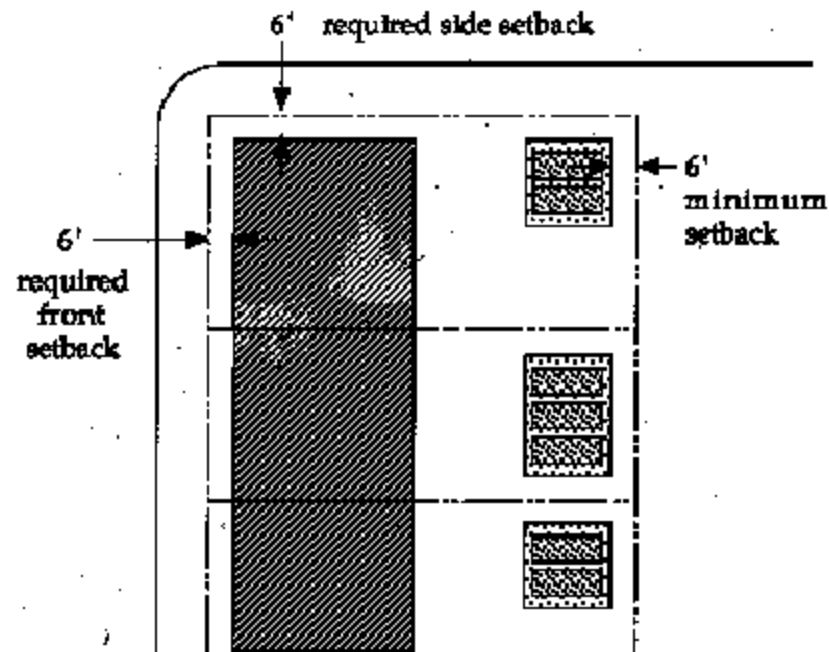


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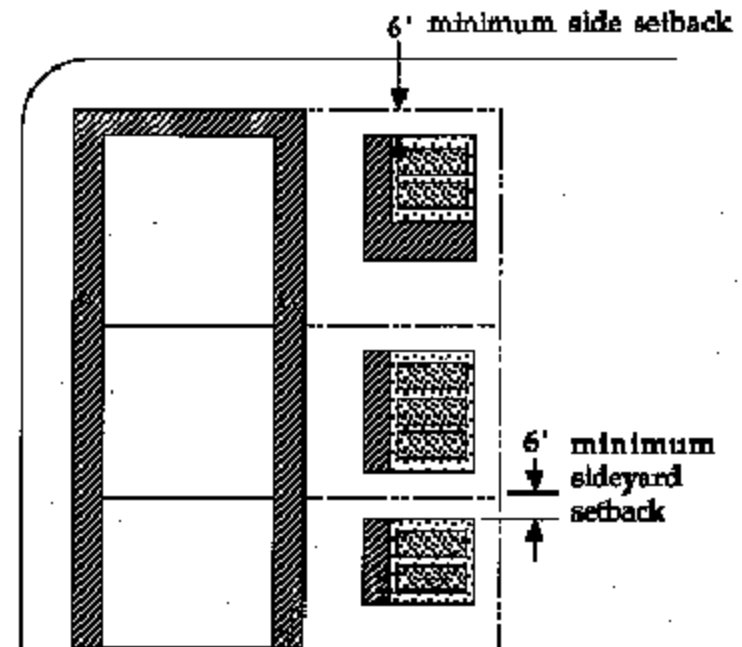
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### Building Placement

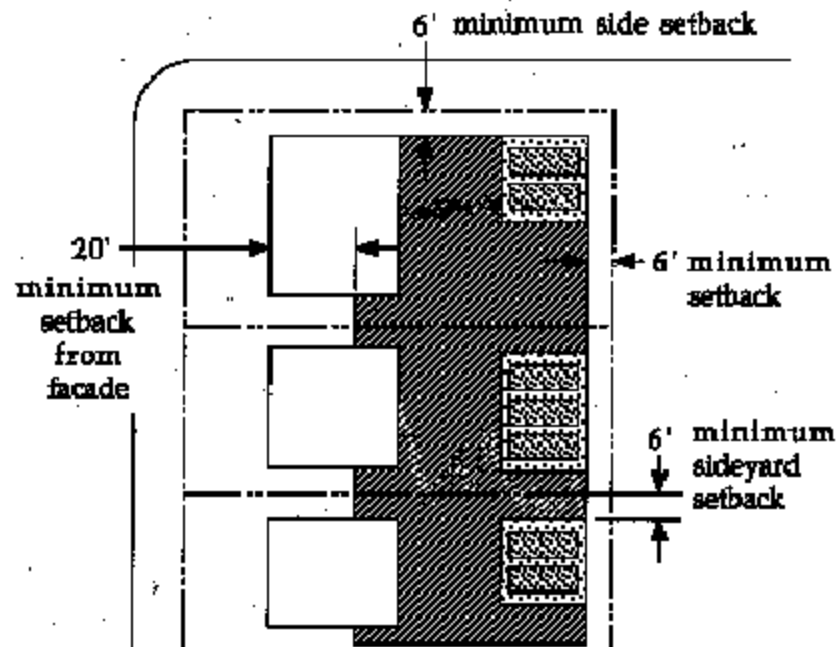
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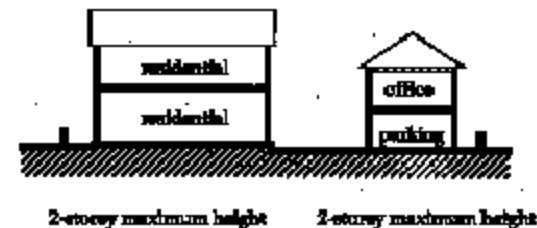




### Parking

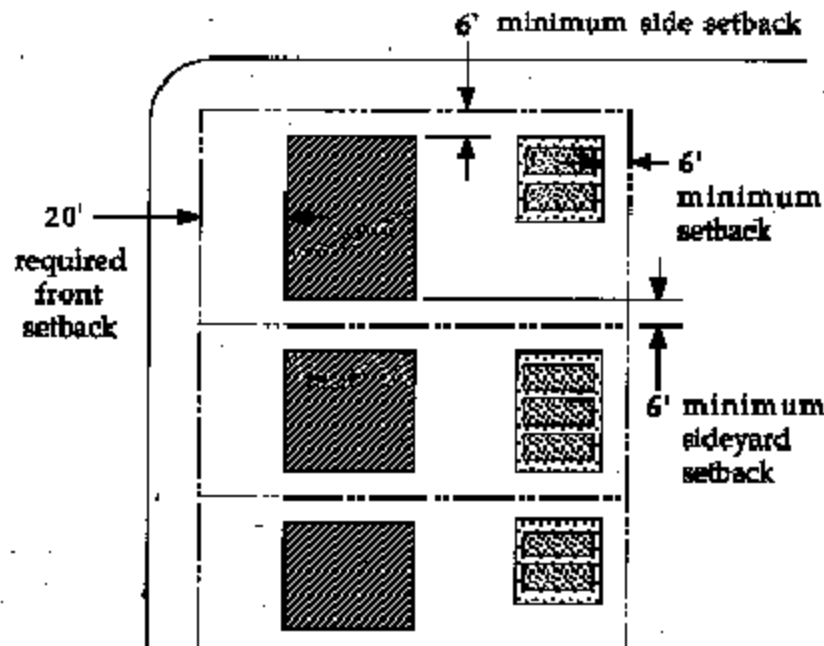
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3. Trash areas should be enclosed with fencing and located within the parking area.

## Type III Flaplex



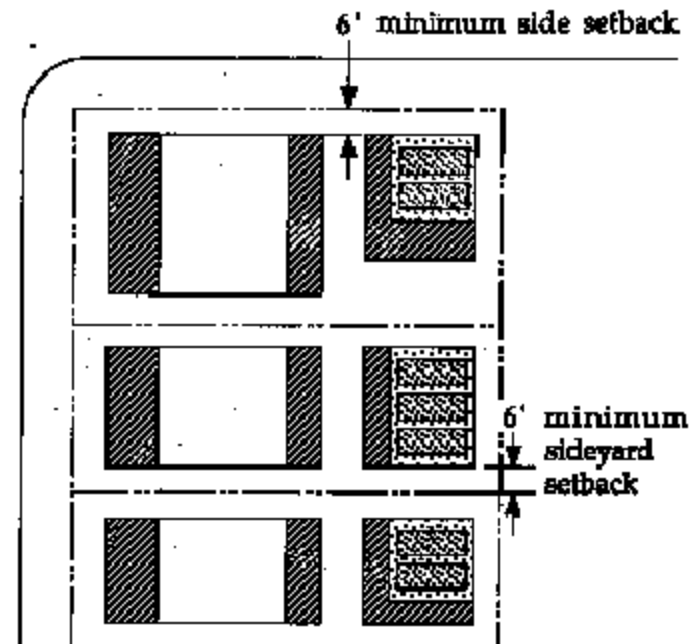
### Building Use and Height

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3. Maximum building height should be measured in number of structural floors, each not to exceed 13 feet in height, floor to ceiling.



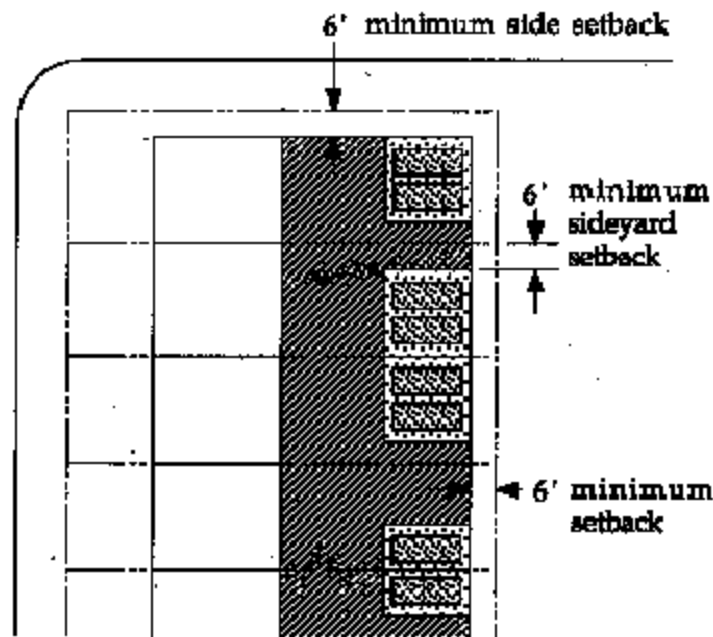
### Building Placement

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3. In the absence of building walls or garden walls fences should be built along the property lines.

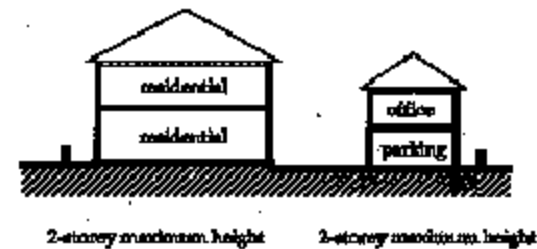


### Permitted Encroachments

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3. Covered walkways between the principal building and garages are permitted.



## Type IV Townhouse

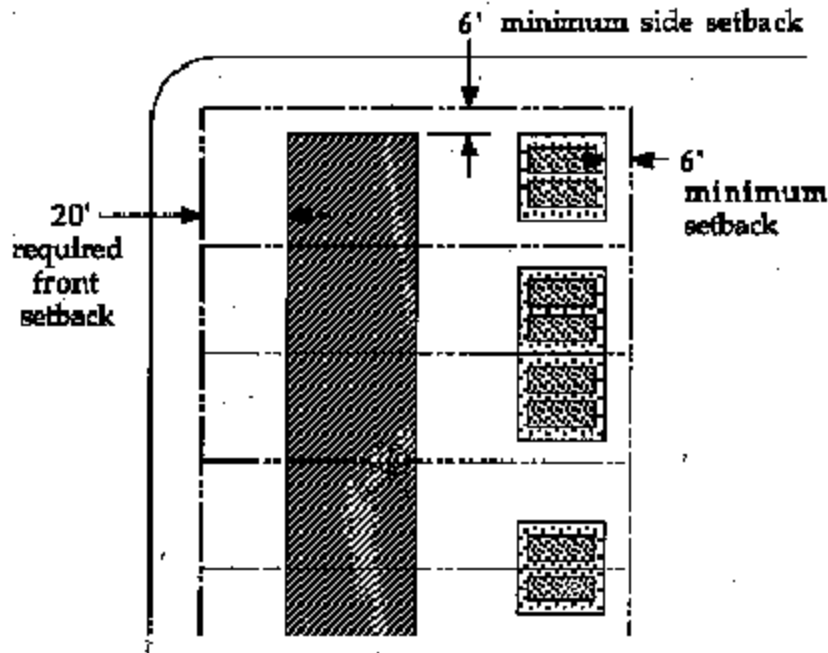


### Parking

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3. Trash areas should be enclosed with fencing and located within the parking area.

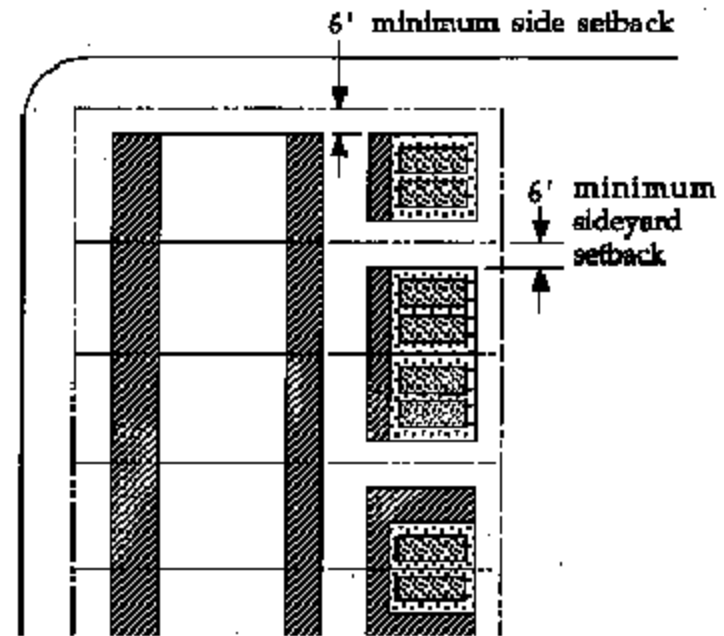
### Building Use and Height

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## Appendix D: Streetscape Examples for East Washington Avenue



*Figure 4: Streetscaping concepts applied along East Washington Avenue west of STH 30.*



*Figure 5: Streetscaping concepts applied at East Washington Avenue/Thierer Rd. Intersection.*

\* Examples from HNTB's *East Washington Avenue Transportation Corridor Study*, recently adopted by the City of Madison.

## Typical Streetscape Amenities

Street Lighting

Pedestrian Crosswalk Treatment

Architectural Paving Treatments

Median Plantings

Decorative Fencing

Pedestrian Lighting

Street Trees

Note: Amenities shown are part of the optional streetscaping enhancements. Extent of implementation will be determined in the design phase. Pictured elements may differ from final design recommendations.

EAST WASHINGTON AVENUE CORRIDOR STUDY

HNTB