

Consulting Party Meeting #2 Summary - 12/9/2021

Mike asked if the station design had changed. Mike Cechvala said it had not. Mike Lawton said he was afraid that hasn't been looked into sufficiently, so he wants it on the record.

Mike Lawton commented that he appreciated the extension to include the entire historic district.

Mike Lawton said he thought the parking analysis was weak. Picking out Saturdays in the summer as a way to judge how much parking is in the area, when university is out of session, doesn't make sense. He said that if the project team wanted to consult with the neighborhood association, they could probably provide guidance on parking patterns.

Mike Lawton also asked what the intent is for addressing parking problems that may arise down the road. If the City is consolidating routes, there will be more ridership at these particular locations. His idea is to make approvals contingent upon a reopening of the process if problems arise. For example, if Joe Keyes' home area turns into a de facto transit center, they could reopen two-hour parking and other parking arrangements. Mike said that residents who are living in peace right now have to go through a petition process to open parking to two-hour limits. If they want to park in front of their houses during the day, they have to then pay for parking permits. He suggested there should be a way to easily trigger the reopening process.

Mike's final comment was on the TOD zoning. He said it was ironic that the city planning commission is discussing this tonight. Their materials mention not having TOD zoning in single family areas. He said the association is obviously not in favor of bulldozing single-family residential and replacing it with multi-family residential. Until the TOD process is completed, he does not know for sure that politicians will go along with excluding TOD zoning from single-family neighborhoods.

Heather announced that she had found the discussion of modern elements in the draft effects report. The discussion about creating a false sense of history starts on page 17, and on page 18 there is a specific discussion of the station designs.

Heather added that the Madison Landmarks Commission will be meeting Monday at 5 PM and will be discussing the assessment of BRT effects and providing its comments. The meeting is open to the public. It is a virtual meeting, and there are links to register to speak or to just to watch on the city's website.

Joe Keyes said he had a comment on parking. On page 14 of the report, the date of the aerial photography is historical. It does not represent what will happen in the future. The redesign of the Madison bus system will happen in future, eliminating buses and forcing people to congregate around the BRT route. Joe believes that means the side streets in his neighborhood will be parked in. People who lose their usual route will have to drive to take the bus. As the location is near the Beltline, there will be people driving in from Verona and other out of town locations. Joe suggested that the project team relook what it has written and take into consideration the change in the Madison bus system.

Joe had two further comments. He mentioned he has received a call from a prior alder for the neighborhood who was concerned about the removal of buses because they are elderly and it would be hard for them to get to the bus. Also, he wanted to reinforce what Mike Lawton said about TOD. If

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something is not written down specifically, it is not set in stone. Until it is, it is still nebulous and can be changed. So that has to be addressed.

Greg next showed a site plan and rendering of the Sheboygan Avenue at Eau Claire Avenue Station. The plan view was not shown at the previous meeting. He is focusing on this station because the other station on Sheboygan has now been moved outside of the district. 4901 Sheboygan is a large apartment complex that is a contributing resource to the historic district. The existing conditions show a bus stop with a shelter and the new state office building across the road. The rendering shows a median BRT station and a green-painted bike lane.

Greg described the effects as follows:

- Addition of a median station introduces a new visual element to the streetscape but does not meet the criteria for adverse effect (will not diminish the district's historic integrity/character).
- The station will be visible from a few district properties, but because of separation distance there will be no obstructive effects (no blocking or intruding into a historic view, no blocking a significant feature of a historic property).
- Sheboygan Avenue is an existing transit corridor. BRT will replace this service. Projected 2024 weekday BRT buses = 256 (down from 302 in 2019).
- TOD Zoning: City of Madison is considering implementation of TOD zoning in BRT station areas. City staff recommend that the ordinance exclude local and national historic districts.

Mike Lawton said that this is another location where he has concerns about parking. He wants assurance that they will not approve the project as described and then remove parking spots.

Mike asked whether this meeting will discuss process at some point and whether the consulting parties' objections will be recorded. Adele answered that there is a short section coming up on next steps and comments. That will be after the effects to all historic properties have been reviewed.

Bascom Hill Historic District

The Bascom Hill Historic District is listed under criteria A (for education) and C (architecture). It is the largest historic cluster of institutional buildings in Wisconsin.

Greg showed slides of the University Avenue at Campus Mall station adjacent to the district boundary. He mentioned that it was changed because the museum is planning some landscaping and sculpture work in front of the museum, so the shelter will instead be on the far side of the intersection. It will still provide cover for passengers. The art museum building directly behind it was built in 2011 and does not contribute to the Bascom Hill Historic District. The East Campus Mall is also a non-contributing resource.

The direct and indirect effects are as follows:

- Nearsite station will not include a shelter and is in vicinity of 2011 museum addition that does not contribute to the district.

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- Farside station is 100 feet from the Elvehjem Building, the nearest contributing resource of the district. Between the building and station is a sidewalk, front driveway of the museum, and a modern sculpture garden.
- University Avenue is an existing and heavily trafficked transit corridor. Projected 2024 weekday BRT buses = 368 + 250-300 local (down from 711 in 2019).

There were no questions or comments regarding this station.

State Street Historic District

The State Street Historic District is listed under criteria A (for commerce) and C (architecture). It has local significance as an intact and visually distinctive grouping. There are two stations within the historic boundaries, one at Gorham Street and one at Johnson Street.

Greg said that the effects on State Street stations would be as follows:

- Lower Impact Design: Stations will be smaller in size and have a more transparent enclosure area to maintain storefront visibility to minimize visual impacts to adjacent buildings/businesses.
- Only the westbound station at Gorham Street is adjacent to a historic property.
- The westbound station will be fully incorporated into the existing terrace area and replace an existing bus stop and shelter.
- No reduction in width of pedestrian walkway between station and buildings and no obstruction of important architectural features of district buildings. Important elements of building adjacent to station are on second story.
- Bus service will not increase along State Street and will be removed entirely from the 400 to 600 blocks.
- Total number of bus stops will be reduced from 10 to 2. Projected 2024 weekday BRT buses = 368 (down from 618 in 2019).

Sue Springman stated for the record that there will be impacts on pedestrians. She said pedestrians use the terrace area to walk. She and other business owners know this because they are down there all the time and they see it. She also believes that obstructing storefronts will make a difference by devaluing the private property because pedestrians cannot use the terrace in front of it. She said they have asked the city to no avail to look at moving stations around the corner. This has been said many times but ignored or rejected. She wants this on the record.

Mike Lawton asked about the dimension difference between the State Street and Hill Farms stations. Mike Cechvala answered that the total width of the side-running platform stations is 10 feet: eight for the actual platform and two feet of clearance for a warning edge where the curb is. The median stations are typically 12 feet wide, including two feet of warning edge.

The typical length of a station is 60 feet. They shortened the State Street stations to 50 feet, which is the minimum possible that will allow for full coverage of the buses' front and back doors. On State Street there is only one shelter bay, rather than the three shelter bays covering the entire platform at other

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stations – so, 20 feet of shelter rather than 60. The bus shelters currently on State Street are 60 feet long. The height is the same.

Mike Lawton asked why the Hills Farms stations could not be shortened. Mike Cechvala answered that the side-running stations are easier to shorten. On the center-running, they want more enclosure because it is in the middle of the street. They want a full level of protection and as much uniformity as possible throughout the system. To shorten the station, they would be looking for a justification.

Mike Lawton stated that they are a historic district and they would like to minimize visual impacts. That is the justification.

Sue Springman said that she was concerned about the city being able to keep up with snow removal on the platforms. She asked who would be in charge of that – the same staff as sidewalks? She said that mall maintenance does a good job on the sidewalks. She is concerned that people will be standing on the sidewalk to wait for the bus if the platform is covered in snow.

Mike Cechvala said it would either be mall maintenance or a Metro crew.

Sue stated for the record that businesspeople do not want to pay an extra mall maintenance fee for snow removal on bus station platforms. She does, however, think it would be a good idea to hire mall maintenance for the work.

Adele asked if there were any other comments about snow. Sue reiterated her concern that city staff have limited resources and will not be able to remove snow. Mike Cechvala said that it is something they struggle with already. The latitude of the city will not change. The BRT does have a proposed snowmelt system that will make things easier. This is a conduit embedded in the pavement that heats it up to keep snow from sticking and to keep it from icing over.

Capitol Square

Greg said that this is a National Historic Landmark and there will be two stations in this area. They will be located curbside, on opposite sides of the street from the Capitol building. Greg showed plan views of the Mifflin Street at Wisconsin Avenue station and the Main Street and MLK Jr Boulevard station. The two stations are very similar, so the project team only did one rendering at the Main Street location.

Greg described the direct and indirect effects as follows:

- Curbside station on opposite side of street as Capitol Square, outside of the property's National Register and NHL boundary.
- Will not be a significant change to current character, which has many modern elements already.
- The stations will be visible from the square, but because of separation distance there will be no significant obstructive effects (blocking or intruding into a historic view is limited, no blocking of a significant feature of the historic property).
- Existing local service stops/shelters will be removed.
- Capitol Square is an existing heavily trafficked transit area. BRT will replace this service.
Projected 2024 weekday BRT buses = 368 + 100 local (down from 786 in 2019).

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Mark Buechel commented that it is good the station is not physically on the historic block. That was one of his original concerns. He is okay with things right now.

Sue said she was sorry to see that there is not a rendering of Mifflin Street, because her company owns both buildings on that block. She said it looked as though that station location had been moved and asked when that happened.

Mike Cechvala answered that he was not aware of that station moving. He thinks it was always toward the end of the block.

Sue said it had been in front of 22 East Mifflin's front door and Chase Bank. She is glad that it is closer to Wisconsin because the architecture at 22 is better. However, developers spent millions of dollars to design an attractive building, and now it is blocked. She is surprised that the National Park Service representative is not concerned, because the stations do block the view.

Mark answered that they are mostly transparent and do not have a lot of masonry.

Sue said that it does change the view. She added that it perpetuates an existing problem with locating bus stops on Capitol Square and having to reroute for events.

Mark said that the stations could be made more transparent. If there is enough concern, he supports that. The more transparent, the better. The current design is not so egregious that he cannot live with it, but the Park Service also likes to support the locals if there is a concern. The ones on State Street are almost all transparent.

Sue agreed and said that there was a lot of graffiti in that neighborhood. She anticipates the solid surfaces will be a great target.

Gisholt Machine Company

The former Gisholt Machine Company building is one of several listed and determined eligible properties in the general vicinity of the median station at Baldwin Street on East Washington Avenue. Greg showed a plan view, existing conditions, and rendering of the station.

He described the effects at the Baldwin Street station as follows:

- Addition of a median station introduces a new visual element to the streetscape but does not meet the criteria for adverse effect (will not diminish property's¹ historic integrity/character).
- The station will be visible from the historic property, but because of separation distance there will be no obstructive effects (no blocking or intruding into a historic view, no blocking a significant feature of a historic property).
- E. Washington Avenue is an existing heavily trafficked transit corridor. BRT will replace this service.

¹ The slide erroneously used the word "district" here; Greg clarified while reading from the slide.

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Sue said she had no specific objections to the plan, but she cautioned the City that it needs to make serious improvements to traffic and pedestrian safety at that corner. Snow removal will also be an issue at the corner, and she hopes there will be a plan for snow removal.

Madison East High School

The BRT station near Madison East High School is the 4th Street station on East Washington. Greg showed the same site plan, photo, and renderings as shown at the first consulting parties meeting. He said that there were comments at that meeting about the median fence on East Washington. He agrees that it is an important safety feature and the fence will be retained (aside from the portion taken out for the BRT station).

Greg said that the anticipated effects are identical to the Baldwin Street station. He asked if there were questions or comments. There were none.

4. Next Steps

Greg Rainka, Commonwealth Heritage Group
Elizabeth Breiseth, FTA

Greg said that as Heather indicated earlier, the next opportunity to comment will be the Landmarks Commission meeting on December 13. Heather added that the meetings are at 5 PM, they are conducted virtually by Zoom, and participants can register to provide comments, speak, or virtually attend. Comments can also be submitted ahead of time. The agenda will be posted at the end of the day today, and the commission welcomes participation.

Greg said that the project team is requesting additional comments be received by December 31, 2021.

Adele said that they have been taking detailed notes during this meeting, and the comments they are receiving during the meeting will be followed up on.

Sue requested a rendering of the Mifflin Street station on Capitol Square. She would like to see the placement and show it to the owners. Mike Cechvala said he could ask the consultant to create one.

Sue also requested the images that were shown in this presentation. Adele answered that she had sent the presentation out by email before this meeting, so everyone should have the existing images.

Mike Lawton said he was trying to nail down where they are under 36 CFR 800.5. Is there any actual finding that triggers the consulting parties' obligation or right to object?

Elizabeth Breiseth answered that all these reports are still in draft form, so FTA has not made an official finding at this time. They want to get input from consulting parties first. The current ask is for additional comments in writing. The comments made at this meeting are already in the minutes. When FTA makes its official submission to SHPO, everyone will be copied on that. It will probably be in January.

Mike Lawton asked whether SHPO had signed off on anything yet. Elizabeth said that they did provide concurrence on the APE. The project will be moving forward with that APE and the list of historic properties. FTA will make a formal determination on historic properties and projects effects probably in

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January after they have had an opportunity to review and respond consulting party comments on the draft materials.

Mike Lawton asked Kimberly Cook whether she would give them an opportunity to talk to her first. Kim answered that she looks at compliance for Section 106; she does not help with design. It would not be appropriate for the neighborhood association to talk to her, as SHPO is a consulting party as is University Hill Farms Neighborhood. Kim said in her review she will consider whether their concerns are reflected and whether there is a good faith effort to address them. Public consultation is on an equal level to SHPO. Her comments have no greater weight than theirs. She does not actually comment, she concurs with the determining agency.² She said that she would review the draft and let them know what SHPO is thinking, but her comments will be unofficial at that point because it is not the final document. So it is more appropriate to continue to talk to the agency and their representatives.

Kim added that the record will be the document they are creating right now, so all comments and concerns should be reflected in the document.

Mike Lawton asked whether there would be another meeting or whether communication now would just be sending paper back and forth. Adele answered that they are at the sending paper back and forth stage. The project team needs to reconvene, figure out what actions they can take, and consider the written comments they might receive over the next few weeks. They have reached the end of generating new information, and now it is just comments and adjustments.

Mike Lawton asked whether he should send comments to the entire email list. Adele said that was a good question, and that comments should be sent to Graham Carey and Elizabeth Breiseth. They will make sure the others who need to see comments will receive them.

Greg asked Adele whether a meeting summary would be sent out in the next week or so. Adele said yes, it would be out as soon as possible.

² SHPO can concur or disagree with the agency's determination. See 36 CFR § 800.5 – Assessment of adverse effects, available online at the following address: <https://www.govinfo.gov/app/details/CFR-2011-title36-vol3/CFR-2011-title36-vol3-sec800-5>

Madison East-West BRT: Section 106: Consulting Parties: Follow-up Meeting with Representatives of the University Hill Farms Neighborhood Association

Date: December 29th, 2021

Meeting Purpose: To discuss concerns raised by representatives of the University Hill Farms Neighborhood Association at the second Consulting Parties meeting held on December 9th, 2021.

Attendees: Michael Lawton, Joe Keyes (University Hill Farms), Graham Carey, Mike Cechvala (City of Madison)

Discussion:

1. Visual Impacts.

The group reviewed each of the station locations, in and adjacent to the University Hill Farms neighborhood, to determine whether any of the stations have a potential visual impact. It was concluded that the only station that potentially has an impact is at Whitney Way and Regent Street. To mitigate any impacts, staff agreed to reduce the size of the canopy at this location.

The neighborhood representatives supported moving the Mineral Point Road/ Whitney Way station from the northern leg to the western leg of the intersection.

2. Parking Impacts.

Staff presented results for a survey of on-street parking in the University Hill Farms neighborhood. It showed that approximately 20% of on-street parking was occupied.

The group discussed the Residential Parking Permit Program (RP3). Concerns were raised about the need to the neighborhood to receive concurrence to implement the program from parts of the street that aren't impacted. Staff indicated that they obtain clarity of the limits of the area where the RP3 is introduced.

Also, concern was raised regarding the cost of the program, and the burden this imposes on the residents. Staff agreed to investigate whether there are mechanisms to reduce the financial burden on residents.

3. TOD Ordinance.

The representatives of University Hill Farms neighborhood recognized that BRT staff had promoted the exclusion of historic neighborhoods from the ordinance at the December 9th Planning Commission meeting. Concern was raised that the ordinance is not final and could change before ratification by Council. Staff indicated that they are still actively promoting the exclusion of the historic neighborhoods.

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The University Hill Farms neighborhood representatives indicated that they would lobby their Council Alder.

4. Whitney Way Bike Safety and Parking

The University Hill Farms neighborhood representatives noted that they had concerns with bicycle safety and the loss of parking on Whitney Way. They felt as if the City would be better served by developing Segoe Road as a bike route rather than Whitney Way.

Staff indicated that the Whitney Way bike lanes were a separate project, but that they would relay the bike safety and parking concerns raised by the neighborhood to staff leading the bike lane project.

Hill Farms Neighborhood Additional Comments

From: Michael J. Lawton <mlawton@boardmanclark.com>

Sent: Friday, December 31, 2021 2:46 PM

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mchechvala@cityofmadison.com; tlynch@cityofmadison.com; Stouder, Heather
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Cc: Keyes, Joe R. <joe.keyes@tdstelecom.com>; Russ Kowalski <russgmk@gmkarch.com>; 'Nick Schweitzer' <JNSchweitzer@gmail.com>; Brian Ohm <bwohm@wisc.edu>; Susan Schmitz <sschmitz0127@gmail.com>; Gary Peterson (plannergary@sustainablegary.com) <plannergary@sustainablegary.com>; Jacki Lawton <jacki.lawton@gmail.com>; Martin, Arvina <district11@cityofmadison.com>; Kurt Stege <kurt.stege@gmail.com>

Subject: City of Madison East-West BRT Consulting Party Comments from Hill Farms Association

The following is submitted as the comments of the Hill Farms Association as a consulting party in the federal and state government historic review under the National Historic Preservation Act of the City of Madison East-West BRT project in relation to the Hill Farms National Register District in Madison, Wisconsin. These comments supplement any prior comments or objections that we have made in connection with this project, so all prior comments, written or verbal, are incorporated by reference.

First, I want to thank Graham Carey and Mike Chechvala for having an online meeting with me and Joe Keyes earlier this week. We had a good discussion of the issues. Unfortunately, they are not people who can make any binding decisions or agreements. That has to come from the Mayor and City Council in the City of Madison.

Second, here is a list of the open issues as we see them concerning this project and its impact on the Hill Farms National Register District, and an explanation of the status of each:

1. **Transit Overlay District (TOD).** There is still a possibility that the City is going to impose a transit overlay zoning district over Hill Farms National Register District. We are opposed to creating any special zoning in our neighborhood that may change its character that is tied to or connected in any way with the BRT project. The City is using federal funding tied to the BRT project to do the planning and drafting of the transit overlay district. I have personally spoken against this TOD proposal at two Plan Commission meetings. To the credit of Mike C. and Graham, transit staff have suggested to City planning staff that the TOD not apply to the Hill Farms neighborhood, and based on an informal, but off the record, poll of members, it appears that the Madison Plan Commission is in agreement. However, until the TOD ordinance is completed and actually adopted by the Mayor and City Council, we don't know for sure if the TOD idea is dead as applied to our neighborhood, as an informal poll of advisory body members has no legal effect. Mike C. and Graham do not have the power to kill this idea.

Hill Farms Neighborhood Additional Comments

2. However this TOD zoning is antithetical to the Hill Farms Historic District and there must be provisions in the federal documentation on this project that will prevent this TOD from happening. I suggested that a start for this process would be a resolution adopted by the City Council and signed by the Mayor stating that there will not be any TOD zoning in the Hill Farms neighborhood and also stating that the Mayor will sign an agreement with the US DOT or historical agencies to confirm this before the BRT project moves forward.
3. **Station Design.** We have still not seen the final site plans and building elevations for the transit stations that will be located in the Hill Farms Historic District. Until we see these, we cannot sign off on them. However, based on the drawing so far, we are concerned with the size of the stations, particularly ones that may be located in the Whitney Way median (of which there could be one or two, Mineral Point/Whitney Way and Regent/Whitney Way. We understand that the City is going to a 50 foot station design on State Street and not a 60 foot station, in order to reduce the profile of the station, so this size issue needs to be resolved for our neighborhood. Another issue is the vegetation on the top of the stations shown in the preliminary drawings. We are concerned with the City's ability to maintain this feature in the future, as maintenance is not a strong suit for the City, and the possible resulting blight on the neighborhood if this feature is not maintained properly. These needs to be resolved by an agreement of some kind that can be relied upon.
4. **Station Parking, Blight and Safety Issues.** The BRT stations, particularly the ones on Whitney Way and the one at Eau Claire and Sheboygan Ave., are not accompanied by any new parking facilities in the proposed BRT project. Commuter parking, which is likely to occur at these locations based on experience, will likely increase with the success of the BRT project. We have had significant experience with this commuter parking problem at other points in our neighborhood to the point where residents could not access their own driveways at their property, City snow removal operations were impaired in the street ROW, and emergency vehicles could not get through the overparked streets. This then becomes a blight on the historic neighborhood, devaluing the properties, as well as a safety risk.
5. Ideally, the City could create TIF districts with all of the new development in our neighborhood and fund structured parking for this purpose. However, as the City does not seem interested in creating new parking in our area, this problem can then be addressed if it becomes an issue by the installation of two-hour parking from 8 AM to 5 PM on all weekdays (holidays excluded) near stations. However, there have been some difficulties in the administration of the two-hour parking program in the past. A way to resolve this is for there to be agreement now on possible areas that can elect to have two-hour parking installed expeditiously should problems arise and for street parking permit fees to be waived for residents in the two-hour parking areas which are necessitated by the BRT project. For example, any numerical or physical block within 2 or 3 blocks from any BRT station that

does not now have 2 hour parking, should be allowed to request that two hour parking be installed by petition of a majority of either residents or lot owners without needing a parking survey by City staff, have the signage installed by the City within 60 days, weather permitting, and provide that all abutting residents should be allowed parking passes for their vehicles in the two-house zone on request without paying permit fees.

6. **Bike route on Whitney Way.** The redesign of Whitney Way is going to create bike safety issues on Whitney Way once the BRT lane is added and the route becomes more congested during peak hours. We believe that the City should undertake an effort to route north-south bike traffic to Segoe Road to the extent possible from Whitney Way. Whitney Way will no longer be a safe biking route during peak hour periods, whereas Segoe has limited traffic and will be a better location for bike traffic. None of us want to see bikers injured on Whitney Way.
7. **Lack of parking on Whitney Way.** The City has already implemented no parking on Whitney Way in the BRT zone. The parties disagree about whether this is part of the BRT project or is in fact a segmentation of the project to avoid review, but in any event, the parking ban on Whitney Way is creating blight issues for residents on Whitney Way who can no longer park in front of their houses, nor have vendors park there. The parking ban on Whitney Way is now total, i.e. all days of the week and all hours of the day. We have apparently had at least one Whitney Way home owner pave a wider driveway so that they have more parking and this is not something which contributes to the integrity of the historic structures in our neighborhood. More will follow and we will eventually have front lawns become parking lots, which was not the historic design for these lots. Hence, we believe that there should be changes in the parking rules on Whitney Way, so that parking is allowed, except during drive time/rush hour periods when it would be prohibited. Bikers can easily go around the small number of parked vehicles during the off-hour periods, or better yet they can go north-south on Segoe Road as discussed above.

We look forward to working with the City and others on these issues, but they definitely need to be resolved. Thanks.

Mike Lawton
Chair, Hill Farms Association Planning Committee



PLANNING DIVISION STAFF REPORT

September 20, 2021

PREPARED FOR THE LANDMARKS COMMISSION

Project: Madison Bus Rapid Transit
Regarding: CLG Consulting Party Comments for FTA Undertaking
Legistar File: [67237](#)
Prepared By: Heather L. Bailey, Ph.D., Preservation Planner

Background

As a Certified Local Government, the City of Madison's Landmarks Commission and Historic Preservation Program are included as consulting parties for any Federal undertakings which may have potential effects on historic properties. Most of these inquiries staff handles administratively. However, the proposal for the Bus Rapid Transit system in Madison and the resulting new stations to service this route has the potential to have impacts to several National Register listed or eligible properties. As such, staff has referred the formal comments to the Landmarks Commission for their input prior to submitting comments on the proposed undertaking.

36CFR800

The chapter of the Code of Federal Regulations commonly referred to as Section 106 of the National Historic Preservation Act requires assessments of a Federal undertaking to first determine if there are any historic properties within the Area of Potential Effect (APE). The submittal materials include a document that specifies the APE for this undertaking and identifies the historic resources that the project team believes could have impacts. The consultant completed assessments of properties within 100 feet of a proposed new station.

The second step is to determine if the proposed undertaking will have an Adverse Effect on those properties. Per 36CFR800.5(a)(1):

"Criteria of adverse effect. An adverse effect is found when an undertaking may alter, directly or indirectly, any of the characteristics of a historic property that qualify the property for inclusion in the National Register in a manner that would diminish the integrity of the property's location, design, setting, materials, workmanship, feeling, or association. Consideration shall be given to all qualifying characteristics of a historic property, including those that may have been identified subsequent to the original evaluation of the property's eligibility for the National Register. Adverse effects may include reasonably foreseeable effects caused by the undertaking that may occur later in time, be farther removed in distance or be cumulative."

Of the historic properties included within the cultural resources survey, the project team created some sample visuals to show how stations would look when they were in close proximity to a significant property or located within a historic district. These properties include University Hill Farms historic district, Bascom Hill historic district, State Street eligible historic district, Wisconsin State Capitol, Gisholt Machine Company building, and East High School. These concepts show the two versions of the station design and the configurations of a station in the median vs. in the terrace directly in front of a property.

The stations within University Hill Farms, and in front of Gisholt Machine Company and East High School will be located on medians in the roadway. For the two individual properties, the stations are obviously separate from the historic property and located in the middle of the public right-of-way. They are not blocking significant viewsheds and do not appear to compromise the historic integrity of the historic properties. The stations in and adjacent to University Hill Farms historic district are located within the medians. The National Register nomination discusses the street design meant to direct large volumes of traffic along Regent, Whitney Way, and Midvale Boulevard, with a slightly smaller internal volume of traffic to run along Segoe Road and Eau Claire Avenue. The station locations mitigate impacts to the views of contributing properties within the historic district and are modifications to the existing transportation infrastructure that supports the original intent of the design

of that neighborhood, which was to provide easy transportation access for the residents within that neighborhood.

The other station locations along the route are in the terrace, where we currently locate bus shelters in our downtown core. The stations along State St are of a truncated design, with a smaller footprint, but of a similar design to the rest of the BRT stations to maintain the branding identity of the BRT route. The stop adjacent to the Bascom Hill district is in front of the nonhistoric addition to a contributing resource, but is significantly stepped back away so as not to impact viewsheds to the Chazen Art Museum. Likewise, the stations on the Capitol Square are on the opposite site of the road from the National Historic Landmark property and they do not obscure significant viewsheds, which are largely along the street corridors. The granite planters that will be removed date to beautification efforts on the Capitol Square in the 1970s.

The additional stations located on E Washington seem to be significantly stepped back away from the historic resources and not obscuring significant viewsheds.

Conclusion

The station designs will read as a product of their time and not create a false sense of history. Initial analysis is that they do not seem to obscure significant viewsheds or alter historically significant street designs. Staff would recommend forwarding to the consultant the preservation file for 841-849 E Washington and the Landmarks Commission's discussion of the significance of the resource during the recent technical demolition review in order to provide the missing significant history for this property to be included in the survey files.

When the project has compiled their assessment of effects on historic properties, the Landmarks Commission will review that document and provide final comments as one of the consulting parties.

The Landmarks Commission needs to determine if

- The proposal would meet the criteria for an Adverse Effect
- The commission needs additional information to make a determination
- There are methods to mitigate the visual impacts, which the commission may suggest

Staff will submit the Landmarks Commission's comments to the FTA designee.

City of Madison, Wisconsin

REPORT OF: LANDMARKS COMMISSION

PRESENTED: 12/13/21

TITLE: Section 106 Consulting Party Review -
Proposed Bus Rapid Transit Project

REFERRED:

REREFERRED:

REPORTED BACK:

AUTHOR: Heather Bailey, Preservation Planner

ADOPTED:

POF:

DATED: 12/22/21

ID NUMBER: 67237

Members present were: Richard Arnesen, Katie Kaliszewski, David McLean, and Maurice Taylor. Excused were: Anna Andrzejewski and Arvina Martin.

SUMMARY:

Greg Rainka, registering in support and wishing to speak

Mike Cechvala, registering neither in support nor in opposition and available to answer questions

Graham Carey, registering neither in support nor in opposition and available to answer questions

Adele Hall, registering neither in support nor in opposition and available to answer questions

Bailey provided an overview of the Section 106 review process, noting that at their September meeting, the Landmarks Commission reviewed the Area of Potential Effect (APE) and historic properties within that area. The consultants have now submitted a draft assessment of effects, which makes a finding that there is No Adverse Effect to the historic properties within the APE. She showed renderings of the proposed stations within the APE and asked the commission for comments. She said that she agreed with the consultants' assessment of No Adverse Effect. Regarding the East Campus Mall station with two platforms, Cechvala clarified that the western portion of the divided station has a normal-sized shelter and the eastern portion does not. The project team introduced themselves.

Taylor asked for the dimensions of the proposed stations. Cechvala said the length of the platforms and shelters are generally 60', though some are shorter like those on State Street. They said the width of platforms varies but are typically 10' or as wide as the median allows; the height will be similar to a typical bus shelter with a roof height of 12' plus decorative tops that add another 2-3'. Taylor asked how they compare to existing bus shelters, and Cechvala said they are of similar height with a couple feet of additional height from the decorative tops. Cechvala said that current shelters are 20-25' long, so the new shelters will be longer than that at 50-60'.

McLean asked about transparency of the shelters and whether they used transparent materials or they were open. Cechvala said there is transparent glass-like material in some of the bays and the ends have more structure to them, but they were trying to keep them as transparent as possible. They said that side-running stations generally have a transparent material on the back, and the median stations have one or two panels on each side to screen from the wind.

Kaliszewski said that the format of the report looked good, and the exhibits were clear. She agreed with the consultants' finding that there is No Adverse Effect on the historic properties in question. McLean agreed. Arnesen said he had no concerns. Taylor agreed.

Madison Landmarks Commission - Staff Report, 12/13/2021

Kaliszewski thanked the consultants and City staff for presenting the project and asked them to notify the Landmarks Commission if anything changes with the project.

ACTION:

No action was taken.

**Architecture/History Survey Report
East-West Bus Rapid Transit (BRT) Project
City of Madison
Dane County, Wisconsin**

Prepared for

City of Madison Metro Transit

Prepared by

Commonwealth Heritage Group, Inc.

**Shelley Rettig, MS, Architectural Historian
Greg Rainka, MS, Architectural Historian**

October 2021

W-1745

1.0 INTRODUCTION

The City of Madison (City) is in the preliminary design phase for a Bus Rapid Transit (BRT) system. The City is pursuing federal funding through the Federal Transit Administration (FTA) to implement the BRT project and therefore it must comply with Section 106 of the National Historic Preservation Act (Section 106) and its implementing regulations 36 CFR Part 800. Section 106 requires the consideration of effects to historic properties, which are defined as properties listed on, or determined eligible for listing on, the National Register of Historic Places (National Register).

Commonwealth Heritage Group, Inc. (Commonwealth) was contracted to complete an architecture/history survey for the BRT project in accordance with Section 106 to identify historic properties that may be affected. The results of Commonwealth's architecture/history survey are provided in this report.

2.0 PROJECT DESCRIPTION

2.1 Project Overview

The East-West Bus Rapid Transit (BRT) project is a proposed 15-mile BRT route in Madison, Wisconsin. It will serve transit needs through the center of the city, running along E. Washington Avenue, around the Capitol, through the University of Wisconsin-Madison campus, and along University Avenue and Mineral Point Road to the West Towne area. See [Appendix A](#) for a map of the BRT route. It will be an on-street system with buses operating in a combination of exclusive, semi-exclusive, and mixed traffic lanes, with running way improvements such as limited stops, transit signal priority, and other various intersection improvements. The BRT route will have a total of 32 station locations and terminate to the east near the intersection of E. Washington Avenue and E. Springs Boulevard and to the west at a proposed new park-and-ride on Junction Road, just west of the Madison Beltline (USH 12/14) and south of Mineral Point Road.

In general, the BRT project consists of these elements:

- Construction of an approximately 15-mile BRT line consisting of exclusive and semi-exclusive bus-only lanes and mixed traffic lanes, primarily using existing roadways.
- Construction of 32 BRT stations.
- Construction of an approximately 170-space park-and-ride lot at Junction Road south of Mineral Point Road to serve as the west terminal station and include local bus bays to facilitate transfers between local and BRT service.
- Purchase of 41 60-foot buses (combination of battery-electric and diesel).
- Traffic signal priority.
- Electric bus charging infrastructure.

Implementation of the BRT system in Madison is expected to result in the following:

- Replacement of local bus service, resulting in similar or reduced bus volumes on the BRT route
- Increases in the use of electric buses, reducing existing noise and air impacts
- No property relocations
- No repurposing of lanes during rush hour on the route's most congested roadways (E. Washington Avenue, University Avenue, and Mineral Point Road).
- No increase in bus travel speeds.

Project elements are described in greater detail below.

2.2 Operations

The BRT route would serve stations from Junction Road near Mineral Point Road to E. Washington Avenue at E. Springs Drive. From E. Springs Drive the route would split into two alternating local service patterns and connect with the existing Sun Prairie Park-and-Ride or continue onto the Madison Metro Satellite Maintenance Facility, where electric bus charging will occur during layovers. The BRT route would run in a combination of exclusive and semi-exclusive center running and side running bus-only lanes and mixed traffic lanes with priority at traffic signals and stations. More specifically, the project includes the following, from west to east:

- Junction Road – Buses would operate in mixed traffic. No roadway widening or reconstruction is required outside the station area except for a new traffic signal to access the Junction Terminal park-and-ride.

- Mineral Point Road – Buses would operate in mixed traffic between Junction Road and Big Sky Drive/Tree Lane. The project would shift the existing Mineral Point Road curbside bus-only lanes to center bus-only lanes between Big Sky Drive/Tree Lane and Whitney Way. To accommodate bikes, the sidewalk on the north side of Mineral Point Road will be reconstructed as a shared-use path.
- Whitney Way – Buses would operate in mixed traffic between Mineral Point Road and Tokay Boulevard. Center lanes will be re-stripped to bus-only from Mineral Point Road to Sheboygan Avenue. No roadway widening or reconstruction is anticipated outside station areas.
- Sheboygan Avenue and Segoe Road – Buses would operate in mixed traffic. No roadway widening or reconstruction is required outside station areas.
- University Avenue between Segoe Road and University Bay Drive/Farley Avenue – Buses would operate in mixed traffic, with some exceptions. Eastbound, a curbside bus-only lane will be created between Segoe Road and Rose Place/Midvale Boulevard, requiring roadway widening and reconstruction of sidewalks on the south side of University Avenue in some locations. Westbound, buses would operate in mixed traffic with the exception of the approach to the Midvale Boulevard station where buses would share the right lane with right-turning vehicles. Existing eastbound and westbound general-purpose traffic lanes would be maintained. No other roadway widening or reconstruction is required outside station areas.
- Campus Drive between University Bay Drive/Farley Avenue and University Avenue – Buses would operate in a new bus lane that is a converted shoulder in one direction only (westbound on the west part of Campus Drive, and eastbound on the east part of Campus Drive). Outside these areas, buses will operate in mixed traffic. Some roadway reconstruction will be required to convert the shoulder to a bus lane.
- University Avenue (westbound) through the UW campus – BRT would use the existing bus-only lane. No roadway widening or reconstruction is required outside station areas.
- Johnson Street (eastbound) through the UW campus – The existing right-most lane will be striped as bus-only, with right turning vehicles sharing the lane near intersections. No roadway widening or reconstruction is required outside station areas, aside from minor intersection modifications at Randall Avenue.
- State Street – BRT would use the existing transit mall which is restricted to buses, bikes, and authorized vehicles. No roadway widening or reconstruction is required outside station areas.
- Capitol Square – BRT would use existing bus-only lanes. No roadway widening or reconstruction is required outside station areas.
- East Washington Avenue between the Capitol Square and Wright Street – Buses would operate in mixed traffic between Webster Street and Hancock Street. Left lanes would be re-stripped to bus-only from Hancock Street to Lexington Avenue (near the Wright Street/Fair Oaks Avenue station). The eastbound left lane from Sixth Street to Lexington Avenue would be open to general purpose traffic between 4:00 pm and 6:00 pm. The westbound left lane from Lexington Avenue to McCormick Avenue would be open to general purpose traffic between 7:00 am and 9:00 am. No roadway widening or reconstruction is required outside station areas.
- Wright, Anderson, and Mendota Streets – Buses would operate in mixed traffic. Construction of a short bus-only lane (about 125 feet long) is needed to connect Mendota Street to the intersection of Anderson Street and Stoughton Road. No other widening or reconstruction of existing roadway is required outside station areas.
- East Washington Avenue between Mendota Street and Portage Road/Thierer Road – Buses would operate in mixed traffic. No roadway widening or reconstruction is required outside station areas.
- East Washington Avenue between Portage Road/Thierer Road and East Springs Drive – Curbside lanes would be re-stripped as bus-only. No roadway widening or reconstruction is required outside station areas.

Much of the BRT routing replaces and/or complements local bus service which already exists in these corridors. The below table summarizes the approximate number of weekday buses in 2019 (pre-COVID) and the projected number of BRT buses proposed on weekdays in 2024 along the BRT route.

BRT Route Location	2019 Weekday Buses	2024 BRT Weekday Buses
Mineral Point Road, West of High Point Road	36	128
Mineral Point Road, West of Island Drive	120	128
Whitney Way, South of Mineral Point Road	252	256
Whitney Way, North of Mineral Point Road	156	128
Sheboygan Avenue, East of Eau Claire Avenue	302	256
University Avenue at Shorewood Boulevard	504	240
Campus Drive	402	240
University Avenue and Johnson Street at Brooks Street	831	240 + local service
University Avenue and Johnson Street, Lake Street to Bassett Street	711	368 + local service
State Street at Fairchild Street	618	368
Capitol Square at Wisconsin Avenue and MLK Jr Boulevard	786	368 + local service
East Washington Avenue at Ingersoll Street	282	256
East Washington Avenue, East of Milwaukee Street	183	128
East Washington Avenue, East of Highway 30	129	128
East Washington Avenue at Thierer Road	123	128

The BRT span of service (hours of operation) will be the same as local service (pre-COVID pandemic), generally from about 5:00 am to midnight on weekdays. Along most of the route, bus volumes will remain about the same since the BRT project will replace bus service hours already in the corridor. On some portions of the BRT route, the number of buses will be reduced, a result of replacing 40-foot buses with 60-foot buses (higher capacity buses means fewer buses are needed), as well as the overall restructuring of service to be more efficient. The majority of motor vehicle traffic capacity is expected to be preserved during peak periods on the most congested corridors. As noted, the transit lane on Mineral Point Road will be relocated, but the number of through general purpose lanes will be maintained; on University Avenue from Segoe Road to University Bay Drive BRT will run in mixed traffic; and on E. Washington Avenue the number of through general purpose lanes in the peak direction will be maintained.

2.3 Stations

The project includes 32 station locations, including side running station pairs, center stations, and off-street stations. Stations will generally be between 50 and 60 feet long, and between 9 and 26 feet wide. The Capitol Square station includes two platforms and two auxiliary stops: eastbound and westbound BRT platforms on the Capitol Square itself (Mifflin and Main Streets), as well as auxiliary stops on the Capitol Loop (Dayton and Doty Streets) for use during detours, which are estimated to occur about 70 times per year. Stations are currently proposed at the following locations, from west to east:

Station Name	Position	Station Name	Position
Junction Road	Off street	State Street	Side pair
High Point Road	Center	Capitol Square	Side pair
Westfield Road	Center	Blair Street	Center

Grand Canyon Drive	Center	Paterson Street	Center
Island Drive	Center	Baldwin Street	Center
Rosa Road	Center	First Street	Center
West Transfer Point (optional)	Off street	Fourth Street	Center
Whitney Way/Mineral Point Road	Center	Milwaukee/North Street	Center
Regent Street	Center	Marquette Street	Center
Eau Claire Avenue	Center	Melvin Court/Rethke Avenue	Center
Segoe Road	Side pair	Wright Street/Fair Oaks Avenue	Center
Midvale Boulevard	Side pair	Anderson Street	Side pair
Shorewood Boulevard	Side pair	Mendota Street	Side pair
University Bay Drive	Side pair	Thierer Road – Portage Road	Side pair
Orchard Street	Side pair	Independence Lane	Side pair
East Campus Mall	Side pair	E. Springs Drive	Side pair

Stations will be typical of modern BRT facilities. They are intended to provide enough space for people to circulate on the platform, be accessible to people with disabilities, and offer a better passenger experience than a typical bus stop. Center stations will typically consist of one double-sided platform serving buses in both directions. Anticipated features of the BRT stations include level boarding, fare payment equipment, enhanced shelter, seating, and lighting, potential heating, real-time information, security cameras, public Wi-Fi, and enhanced landscaping. Additionally, the Sun Prairie Park-and-Ride, Junction Road station (western terminal), and the Madison Metro Satellite Maintenance Facility will also feature operator restroom facilities and electric bus charging infrastructure. The Junction Road station will also include a transit facility for local buses and park-and-ride with up to 170 parking spaces.

2.4 Fleet

A total of 41 sixty-foot buses would be procured for the project. Of the vehicles purchased, 27 will be low-floor, battery electric buses. The remaining 14 buses will be diesel-powered vehicles. Additionally, three overhead pantograph chargers and 15 depot chargers would be procured for the project.

2.5 Facilities

The project includes construction of an approximately 170-space park-and-ride lot at Junction Road south of Mineral Point Road. This will serve as the west terminal station and include local bus bays to facilitate transfers between local and BRT service. There are no new buildings planned at this location.

Madison Metro Transit also is preparing to upgrade and open a new Satellite Maintenance Facility at 3901 Hanson Road in Madison. That facility will be operational well before the BRT project and meet system-wide needs including BRT operation. However, the BRT project will include the cost and construction of electric bus charging infrastructure at the facility.

Additionally, the project will include the cost and construction of electric bus charging and bathroom infrastructure at the existing Sun Prairie Park-and-Ride at 2751 O’Keeffe Avenue in the city of Sun Prairie, approximately three miles northeast of the East Springs terminal station. BRT electric buses are expected to use the new Satellite Maintenance Facility and Sun Prairie Park-and-Ride for layovers and electric charging.

The project also includes construction staging on a City-owned block bounded by E. Washington Avenue, Main Street, Butler Street, and Hancock Street near the proposed Blair Street station. Once construction is complete, this site is planned to be redeveloped using the FTA’s Joint Development program. This development would likely take the form of a mixed-use building, occupying the entire site and rising up to 10 stories.

2.6 Concurrent Projects

The City of Madison has various construction projects underway and planned along the BRT route or within the BRT project area, which largely focus on pavement replacement, incorporating multi-modal enhancements for biking and walking, and decreasing fatalities and critical injuries caused by motor vehicle crashes. The BRT route includes some of Madison’s highest volume streets that are on the “High Injury Network,” and thus safety improvements have been directed to these areas. Projects on the BRT route include the following:

Project	Description
E. Washington Avenue Pinckney to Marquette	Reduced speed limit, enhanced crosswalk markings
E. Washington Avenue at Livingston Street	Added median bollards for pedestrian refuge
Whitney Way Sheboygan Avenue to Tokay Boulevard	Reduced speed limit, added buffered bike lanes, improved pedestrian crossings
Mineral Point Road at Whitney Way	Reduced speed limit, added driver feedback board
University Avenue (in 2022) Shorewood Boulevard to University Bay Drive	Total reconstruction. Bicycle facilities added.
5339b Grant Upgrades	Purchase of three 60-foot buses; upgrade Metro Satellite Maintenance Facility to service 60-foot buses; install dedicated runningway for 1.2 miles of E. Washington Avenue (and eliminate existing curb bumpouts); install dedicated runningway for 0.75 miles of Whitney Way; install red pavement on existing Mineral Point Road; implement spot geometric improvements at East Transfer Point.

These projects were/are separate from the BRT project with independent utility and BRT can operate with or without their construction.

3.0 AREA OF POTENTIAL EFFECTS

A project's Area of Potential Effects (APE) is broadly defined under Section 106 as "the geographic area or areas within which an undertaking may directly or indirectly cause alterations in the character or use of historic properties." The APE for the BRT project for above-ground resources (buildings and structures) encompasses properties that may be affected directly (physical, visual, or auditory impacts) or indirectly (secondary, future, or cumulative impacts) by any associated project activities. In consultation with the FTA, the APE was defined as follows:

- Properties along the BRT route within approximately 100 feet of proposed station locations. This will include properties where there may be physical, visual, or auditory impacts resulting from the construction of a station, whether curbside or in the median.
- Properties immediately adjacent to new traffic signals.
- The City-owned property at 432 S. Junction Road (Parcel #070827100937) that may be used for the west terminal station and surface lot/park-and-ride.
- Properties along the north side of Mineral Point Road between the Madison Beltline and Whitney Way that may be affected by the widening of the existing sidewalk and strip right-of-way acquisition.
- The existing West Transfer Point property at 5602 Tokay Boulevard (Parcel #070930204072) and the other properties being considered for this station (Parcel #070930204064 and #070930305226).
- Properties along University Avenue at the Midvale Boulevard intersection that may be adjacent to curb line changes.
- Properties adjacent to potential curb line changes near where University Avenue and Campus Drive split.
- Properties along Dayton Street within 100 feet of the Wisconsin Avenue intersection, where a Capitol Loop auxiliary station may be constructed.
- Properties along Doty Street within 100 feet of the Martin Luther King Jr. Boulevard intersection, where a Capitol Loop auxiliary station may be constructed.
- The property at 301 E. Washington Avenue (Parcel #070913325019) that may be used as a construction staging area, as well as adjacent properties in all directions that may be indirectly affected by the future development of the site.
- Properties immediately adjacent to the proposed bus-only connection between Stoughton Road and Mendota Street.
- The two end point properties the City is considering as part of local service extension, 3923 Hanson Road (Parcel #081016304040) and 1704 Reiner Road (Parcel #081014400232). A restroom facility will be installed at the latter location in addition to a charger, so the APE there includes adjacent properties where the restroom may be visible and potentially have visual impacts.

Based on the limited nature and extent of certain project components, not all properties along the BRT route will be affected. Properties excluded from the APE include those outside of station location areas where there will be no roadway widening or reconstruction, as well as those properties outside of station location areas adjacent to either curb ramp reconstruction or curb bumpout removal, both of which will occur entirely within the existing right-of-way and will not introduce any new visual elements that could potentially change the character of the immediate setting.

The Wisconsin State Historic Preservation Office (SHPO) commented on May 24, 2021, that the architecture/history APE was appropriate.

4.0 DESCRIPTION OF THE PROJECT AREA

The proposed BRT route connects Madison's far west side to its far east side through the center of the city. Beginning at the east terminus near the East Towne Mall, buses will operate along E. Washington Avenue, a major commercial thoroughfare and connecting highway, to the Capitol Square. Buses will be routed off E. Washington Avenue at Mendota Street to service the Madison Area Technical College. After circling the Capitol Square buses will proceed along State Street, a pedestrian mall with retail shops and bars/restaurants, and through the University of Wisconsin-Madison campus. The route then follows University Avenue, another major commercial thoroughfare, to the Hilldale Shopping Center. Buses will then travel down Segoe Road and Sheboygan Avenue past the Hill Farms State Office Building. From there, the BRT route follows Whitney Way through the University Hill Farms neighborhood to the existing Madison Transit West Transfer Point. Buses will then follow Mineral Point Road, past the West Towne Mall, to the West Towne area and the west terminus at a proposed park-and-ride on Junction Road, just west of the Madison Beltline.

4.1 Historical Overview

The BRT route passes through several distinct sections of Madison, including the East and West Towne areas, the Isthmus and Capitol Square, and University of Wisconsin-Madison campus. A brief historical overview of these areas follows.

4.1.1 Isthmus and Capitol Square

Madison is Wisconsin's capital and second largest city. The isthmus, the strip of land located between two lakes on which the city is located, was first identified by James Doty in 1829 when he traveled to the region for the first time. Doty was a federal judge and would go on to become governor of Wisconsin. In 1836, Madison was named the new capital of the Wisconsin Territory largely due to the persuasion of Doty.¹ Some of the first permanent white settlers in the area were the Peck Family who built a cabin on what is today S. Butler Street near the capitol. Like Doty and the Pecks, many of the early settlers in Madison were from the northeast including New York and New England states. Waves of European immigration would soon follow over the next century.

By 1856, the population of Madison had grown to 6,684. The Madison and Mississippi Railroad (Milwaukee Road) was introduced just two years earlier in 1854. Like other nineteenth century settlements, the railroad was revolutionary and stimulated a large amount of development on the isthmus including the National Register-listed East Wilson Street Historic District (outside the APE) anchored by a historic train depot and several adjacent commercial buildings. The Simeon Mills Historic District, located along King Street outside the APE, was developed between 1845 and 1936. It is a rare concentration of building stock from this era containing some of the oldest extant commercial buildings on the isthmus. Many prominent neighborhoods are located immediately adjacent to the capitol including the National Register-listed Mansion Hill Historic District (outside the APE) as well more modest neighborhoods including the First Settlement Historic District, a locally designated historic district partly within the APE but not eligible for the National Register.²

Madison's Capitol Square is the center of the city from which all development radiates. Located on the western half of the isthmus, the capitol itself (National Register-listed and a National Historic Landmark)

¹ John Gruber and Katherine Rankin, *Madison's Pioneer Buildings: A Downtown Walking Tour* (Madison Landmarks Commission and Historic Madison, Inc., 1996) 2-3.

² City of Madison DPCED Planning, "National Register of Historic Places," accessed January 19, 2021, <https://www.cityofmadison.com/dpced/planning/national-register-of-historic-places/1602/>.

sits on a raised hill at the center of Capitol Park. Capitol Square retains a commercial character with office buildings (both private and government), banks, restaurants and bars, hotels, and shops. While the square was developed beginning by the 1920s, today there is a mixture of modern and historic buildings and that is continually changing as some of the most sought-after real estate in the city.

4.1.2 *University of Wisconsin-Madison Campus and State Street*

When Wisconsin became a state in 1848, the young capital city was also selected to be home to a state university. The first building on campus, North Hall, was constructed in 1854³ on Bascom Hill where some of the oldest buildings on campus are situated around a large and steep lawn connected by various pedestrian paths (the National Register-listed Bascom Hill Historic District, partially within the APE).⁴ The University continued to grow, converting farmland into school campus for residence halls, classrooms, and other university buildings into the late twentieth century.⁵ As a result, the University has numerous historic resources beyond Bascom Hill. The University's agricultural and life sciences buildings, the Henry Mall Historic District (National Register-listed) sits just north of the project area. Much of the campus dates to the late nineteenth century when the university's student population grew substantially, becoming a significant segment of Madison's population. While the city was selected as a home for a state University in 1848, it became a land grant university in 1862 when Abraham Lincoln adopted the first Morrill Act thus boosting funding for more comprehensive teaching over a broad and diverse curriculum that helped foster renowned agriculture and sciences programs.⁶ With its roots in the mid-nineteenth century, the University expanded into the twentieth century with a variety of historic resources representing architectural styles ranging from Richardsonian Romanesque to Brutalist.

"The Wisconsin Idea" is a concept that emerged from the growth of the university as it matured alongside the state capital with the almost constant exchange of ideas between professors, students, and public officials. It is the notion that significant link exists between academia and the government. This is represented by State Street, now a mostly pedestrian corridor that connects the heart of the government (the capitol) to the heart of academia (the University of Wisconsin). The APE intersects with the National Register-eligible State Street Historic District, much of which was constructed between 1855 and 1946 and is home to numerous businesses including retailers, bars, theaters, and museums. A long standing commercial and social corridor for the city, once bustling with pedestrians and automotive traffic, State Street is now restricted primarily to pedestrians, cyclists, and buses.

4.1.3 *West Towne Area*

Madison's west side is home to some of the city's earliest suburbs. It is also largely characterized by a major transportation route, the city's Beltline highway. Constructed in the second half of the twentieth century, the Beltline spurred acres of development of former farmland into subdivisions, shopping centers, offices, and industrial parks which now dominate the city's west end. Before this development however, it remained sparsely developed into the mid-twentieth century.

The far west end of the project area is largely dominated by post-1980 development consisting of strip malls and office buildings. The West Towne Mall (AHI #107282) is indicative of this development. Developed in 1971, it was once one of the largest indoor shopping centers in the state. The building has been renovated

³ University of Wisconsin-Madison, "Historical Timeline," accessed January 2020, 2021, <https://www.wisc.edu/about/historical-timeline/>.

⁴ Gruber and Rankin, 2-3.

⁵ Jennifer Lehrke, Rowan Davidson, Robert Short, and Jason Tish, *Underrepresented Communities Historic Resource Survey Report (2017-2020)*, 15.

⁶ Bill Graf, "Law that Radically Changed UW Signed 150 Years Ago," *UW-Madison News*, June 29, 2012.

many times in order to keep it a viable and attractive option for consumers, and at this point is a modern shopping mall.

The project corridor travels through the National Register-listed University Hill Farms Historic District. The district is a fine example of mid-century residential development that resulted from the postwar growth of Madison. While many of the surrounding neighborhoods contain less architecturally interesting examples of Ranch and Minimal Traditional-style homes popular from the period, University Hill Farms is a distinct collection of excellent examples of this specific period of development. Other listed districts on the west side include Shorewood and College Hills, both north of the project area. To the south of the project area, more historic districts dot the landscape of Madison's near west side: Frank Hoyt Park (1892-1941), Sunset Hills (1955-1978), University Heights (1893-1965), and the Sylvan Avenue Ridge-Road Historic District (1907-1966). In addition to commercial and residential development, prominent research and hospital centers were built in the mid-twentieth century. These research and medical facilities include the Veterans Administration Hospital (Determined eligible, outside of the APE) and the Forest Products Laboratory (National Register-listed, outside of the APE), both designed by prominent architects Holabird and Root.

4.1.4 East Towne Area

Madison's near east side, beginning on the isthmus, has historically been more industrial in character than other areas of the city. The Milwaukee Road is chief among the reasons for Madison's industrialization as it attracted early nineteenth century businesses. Examples include Garver Feed Mill (National Register-listed, outside of the APE) and Oscar Mayer (Determined eligible, outside of the APE), which came to Madison's east side in the late nineteenth and early twentieth centuries, respectively. Other major industries included Ray-o-Vac, Gisholt Machine Tool Co., and Fauerbach Brewery, many of which are no longer extant. The establishment and growth of these factories served as catalysts for residential development, spurring working class neighborhoods across the landscape including the Coolidge-Myrtle Street Historic District (National Register-listed) northwest of the project area. Cultural landscapes are incorporated in the near east side as well, including the Tenney Park – Yahara River Parkway (National Register-listed, outside of the APE).

Farther from the isthmus, Madison's west side takes on a suburban character. Early transportation options including streetcars, buses, and the automobile made these former outskirts a viable option for residential and commercial development.⁷ Roadside strip malls, office buildings, chain and local restaurants, and residential development lined E. Washington Avenue heading out of the city, supplanting farmland. In more recent years, a large amount of development has modernized sections of this roadway closer to Capitol Square. Residential development from the early-to-mid-twentieth century is also heavily present. The East Towne Mall (AHI #108329), a contemporary of the West Towne Mall, still anchors the city's far east. The mall opened in 1972, a year after West Towne, and was indicative of the growth of suburban commercial shopping brought on by a desire for large parking areas unavailable in former commercial main streets of downtown.⁸

⁷ Lehrke et al., 16.

⁸ Prange Way, "East Towne Mall: Madison, Wisconsin," LabelsCar, The Retail History Blog, accessed January 20, 2021. <http://www.labelsCar.com/wisconsin/east-towne-mall>.

5.0 SURVEY RESULTS

A review of the Wisconsin Historic Preservation Database (WHPD) indicated that much of the APE has been previously surveyed. This includes properties listed on the National Register, determined eligible for the National Register, previously recommended potentially eligible for the National Register, previously recommended not eligible for the National Register, and previously surveyed but unevaluated for the National Register. National Register-listed and -eligible properties were not resurveyed since they are documented historic properties and it was verified as part of the survey that they retain sufficient integrity to remain listed or eligible.

Commonwealth conducted an architecture/history survey of the APE in February and March of 2021 to reassess the previously surveyed properties and identify any other buildings and structures that are at least 40 years of age, retain sufficient integrity, and have architectural and/or historical interest within the context of the city of Madison and greater Dane County. This selective survey methodology is consistent with the guidelines set forth in the Wisconsin Historical Society's *Survey Manual*.

For each resurveyed and newly surveyed property, documentation in this report includes a mapped location (Maps 1-22); AHJ number, address, property name, property and resource type, date(s) of construction, and architectural form/style and other details (Tables 1-22 corresponding to each map); and at least one photograph. In addition, the tables include National Register eligibility recommendations, which are based on appearance (property and resource type, architectural form/style, method of construction, date of construction, and integrity) and a general understanding of the survey area and local historic context. The maps, tables, and photographs are provided in Appendix A, and are ordered from west to east.

A summary of the survey results follows.

5.1 Identified Historic Properties

The following National Register-listed and -eligible properties and districts were identified in the APE:

Property/District Name	Location	National Register Qualification	Survey Map Reference
<i>University Hill Farms Historic District</i>	Contributing resources are in the vicinity of proposed median stations at Whitney Way/Regent Street and Sheboygan Avenue/Eau Claire Avenue, and the new traffic signal at Whitney Way/Sheboygan Avenue; only the Whitney Way/Regent Street station is within the district boundary.	Listed under <i>Criterion A: Community/Planning and Development</i> and <i>Criterion C: Architecture</i> ; locally significant as "a complete planned suburban community whose creation had a lasting effect on the city of Madison" and as an "architecturally significant collection of single family and multi-family residences, churches, private office buildings, and a school, that together constitute a well-defined and visually distinct geographic and historic entity." ⁹	4, 5, 6

⁹ National Register of Historic Places, University Hill Farms Historic District, Madison, Dane County, Wisconsin, National Register #15000402.

Property/District Name	Location	National Register Qualification	Survey Map Reference
<i>Bascom Hill Historic District</i>	Proposed nearside portion of the station at University Avenue/East Campus Mall is adjacent to the noncontributing 2011 expansion of Chazen Museum of Art located within the district boundary; platform will not include a shelter and will be located near an existing bus stop. Proposed farside portion of the station is in the vicinity of the Elvehjem Building, a contributing resource within the district; platform will include a shelter.	Listed under <i>Criterion A: Education and Politics/Government</i> and <i>Criterion C: Architecture</i> ; significant as “the most historic cluster of institutional buildings in Wisconsin.” ¹⁰	9
<i>State Street Historic District</i>	Proposed eastbound and westbound State Street stations are within the district boundary; eastbound station is adjacent to noncontributing Madison Museum of Contemporary Art (constructed in 2006); westbound station is adjacent to contributing resource (346 State Street, AHI #88390) and will replace an existing bus shelter in same location.	Determined eligible under <i>Criterion A: Commerce</i> and <i>Criterion C: Architecture</i> ; locally significant as an intact and visually distinctive grouping of late nineteenth and early twentieth century commercial buildings and the largest concentration of architecturally significant historic commercial buildings in Madison. In addition, it represents an extended period of historic commercial development in central Madison. ¹¹	10
<i>Wisconsin State Capitol AHI #16673</i>	Located in the vicinity of the two Capitol Square stations (E. Mifflin Street and W. Main Street); stations will be curbside on the opposite side of the road as the Capitol grounds and replace existing bus shelters in the same/similar location.	Listed under <i>Criterion A: Politics/Government</i> and <i>Criterion C: Architecture</i> ; significant association with America’s Progressive era and the “Wisconsin Idea” movement; distinctive intact example of Renaissance Revival and Beaux Arts architecture patterned after the U.S Capitol ¹² ; also a National Historic Landmark.	10

¹⁰ National Register of Historic Places, Bascom Hill Historic District (additional documentation), Madison, Dane County, Wisconsin, National Register #74000065.

¹¹ National Register of Historic Places, Determination of Eligibility, State Street Historic District, Madison, Dane County Wisconsin, on file at the State Historic Preservation Office.

¹² National Register of Historic Places, Wisconsin State Capitol, Madison, Dane County, Wisconsin, National Register #70000031.

Property/District Name	Location	National Register Qualification	Survey Map Reference
<i>Dane County Courthouse/ Madison City Hall</i> AHI #28441	Located adjacent to the proposed eastbound Capitol Loop auxiliary station on Doty Street.	Determined eligible under <i>Criterion C: Architecture</i> ; significant local example of the International style.	10
<i>St. Patrick's Roman Catholic Church</i> AHI #16109	Located in the vicinity of the Brayton Lot construction staging area and future redevelopment site.	Listed under <i>Criterion C: Architecture</i> ; significant local example of the Romanesque Revival style, late nineteenth century religious architecture in general, and the work of notable architect John Nader. ¹³	10
<i>Breese Stevens Field</i> AHI #108385	Located in the vicinity of the proposed median station at E. Washington Avenue/Paterson Street; property is on the opposite side of the intersection as the station.	Listed under <i>Criterion A: Entertainment/Recreation</i> ; locally significant for its continuous use as a community sports/event venue since the 1920s and its association with the Civil Works Administration (CWA) in the 1930s. ¹⁴	11
<i>Kleuter Wholesale Grocery Warehouse</i> AHI #115004	Located in the vicinity of the proposed median station at E. Washington Avenue/Paterson Street; property is on the opposite side of the intersection as the station.	Listed under <i>Criterion C: Architecture</i> ; significant local example of the Prairie School style as applied to an industrial building and the work of notable architect Alvan Small. ¹⁵	11
<i>Gisholt Machine Co.</i> AHI #115033	Located in the vicinity of the proposed median station at E. Washington Avenue/Baldwin Street; property is on the same side of the intersection as the station.	Determined eligible under <i>Criterion A: Industry</i> ; locally significant for its important role in the industrial development of Madison. ¹⁶	11
<i>Madison East High School</i> AHI #102453	Located in the vicinity of the proposed median station at E. Washington Avenue/4 th Street; property is on the same side of the intersection as the station.	Determined eligible under <i>Criterion C: Architecture</i> ; significant local example of the Collegiate Gothic style and the work of notable architect Frank Riley. ¹⁷	12

¹³ National Register of Historic Places, St. Patrick's Roman Catholic Church, Madison, Dane County, Wisconsin, National Register #82000657.

¹⁴ National Register of Historic Places, Breese Stevens Municipal Athletic Field, Madison, Dane County, Wisconsin, National Register #15000502.

¹⁵ National Register of Historic Places, Kleuter & Company Wholesale Grocery Warehouse, Madison, Dane County, Wisconsin, National Register #100003034.

¹⁶ National Register of Historic Places, Determination of Eligibility, Gisholt Machine Company Manufacturing Complex, Madison, Dane County, Wisconsin, on file at the State Historic Preservation Office, WHS #02-0013/DA.

¹⁷ National Register of Historic Places, Determination of Eligibility, East Side High School, Madison, Dane County Wisconsin, on file at the State Historic Preservation Office, WHS #02-0013/DA.