University Avenue Corridor Plan

Adopted by the Middleton Common Council on May 3, 2022

UNIVERSITY AVENUE CORRIDOR PLAN

II. EXECUTIVE SUMMARY

University Avenue is a critical transportation route in Dane County, linking the West Beltline with downtown Madison. It is home to a wide variety of land uses, ranging from coffee shops to restaurants, shopping and offices, single and multi-family residential, and public/institutional uses. The Corridor is critical for regional mobility but separates Middleton neighborhoods and community services.

The University Avenue Corridor Plan is a visionary planning document that provides guidance for the future development of the University Avenue Corridor between Parmenter Street and Allen Boulevard within the City of Middleton. The Plan identifies a sustainable future where the Corridor develops at human scale densities that support alternative forms of transportation, such as walking, bicycling, and transit, and reduce dependency on the automobile. It outlines a high-level vision for the Corridor, identifying a future where University Avenue is:

- a safe multimodal corridor, with mobility for all.
- a destination with vibrant and diverse opportunities.
- a corridor with a recognized sense of place and welcoming aesthetics.
- designed to provide efficient and safe access and mobility to corridor destinations.

The Corridor Plan includes an analysis of existing conditions, exploring regional and corridor characteristics, demographics, previous plans and other studies, land use, transportation, and economic development, which is used as a building point for the recommendations within the plan.

Fifteen goals are identified covering topics including general planning, transportation, land use, and economic development, which provide specific direction to assist in achieving the established vision.

The Plan also identifies a set of recommendations that are intended to support the achievement of the vision for the University Avenue Corridor. The recommendations fall generally into one of the four following key themes:

Safe Multimodal Movement – Provides recommendations that will improve the ability for the Corridor to safely be traveled by pedestrians and bicyclists. These recommendations address sidewalks and paths, University Avenue crossings, sight distance for both vehicles and others, and connections to transit and future bus-rapid transit.

Opportunities for Redevelopment – Provides recommendations on the redevelopment of portions of the Corridor where parcels are vacant, underutilized, or where further study may be warranted. The recommendations provide guidance on standardizing setback standards, creating small area plans, and adopting design guidelines for the Corridor.

A Vibrant Public Realm – Provides recommendations intended to improve the aesthetic features of the Corridor by identifying strategies and best management practices to address overhead utility lines, street trees and ornamental plantings, wayfinding, street lighting, and public art.

Efficient Access – Includes recommendations to provide safe and efficient access on and off the roadway, reduce conflicts between vehicles entering and leaving parking areas, and making more efficient use of surface parking lots.

The development of the University Avenue Corridor Plan was guided by an Ad Hoc Committee, made up of a mix of individuals with varying backgrounds and interests. The Ad Hoc committee participated in all phases of the planning process, served as the “first set of eyes” in reviewing project materials and deliverables, and provided input on key project decisions.

The planning process also included a community survey that was used to solicit input from community members and the traveling public on existing conditions and community values and to identify issues and opportunities in the Corridor. Feedback indicated that the Corridor was busy, loud, congested, unattractive, and inaccessible to pedestrians and bicyclists. However, many respondents expressed that the Corridor has potential and supported the development of a Corridor plan.

III. ACKNOWLEDGEMENTS

The City of Middleton would like to acknowledge and thank the following individuals for their work in developing this Plan.

AD HOC Committee

Randy Bruce
Jeff Dunn
Adrienne Hulburt-Stroud
Katy Nelson
Kathy Olson
Jim Schuetz

City of Middleton City Council

Gurdip Brar, Mayor
Kathy Olson (Ad Hoc Study Committee)
Robert Burck
Katy Nelson (Ad Hoc Study Committee)
Emily Kuhn
Luke Fuszard
Susan West
Dan Ramsey II
Mark Sullivan

City of Middleton Plan Commission

Gurdip Brar, Mayor
Kurt Paulsen
Michael Slavish
Gretchen Erdmann-Hermans
Randy Bruce (Ad Hoc Study Committee)
John Schaffer
Dan Ramsey II

City of Middleton Planning Staff

Abby Attoun, Director of Planning and Community Development
Mark Opitz, City Planner and Zoning Administrator
Daphne Xu, Associate Planner / Project Manager

SRF Consulting Group

Paul Chellevold, AICP, GISP, Project Manager
Derek Hungness, AICP, PE, PTOE
Stephanie Falkers, AICP
Chris Brown, AICP
Mitchell Brouse, AICP

1. INTRODUCTION

The City of Middleton adopted a new Comprehensive Plan in March 2021. The document outlines several key elements, goals, strategies, actions, and implementation examples to aspire towards as the city grows over the next 20 years. One of the primary themes is to continue its growth as a "Green City", focused on implementing features over time that support sustainable development and reduce dependency on automobile travel.

To support this initiative, the Comprehensive Plan identified a short-term action to create and adopt a University Avenue Corridor Plan to encourage increased densities to bring the corridor to a more human scale and explore opportunities for increasing modes of transportation that are less auto-centric. A request for proposals to study the corridor and proposed improvement recommendations was issued in May 2021, and the creation of the University Avenue Corridor Plan began in July 2021.

University Avenue is a dynamic transportation and land use corridor that has experienced commercial vacancies, retail turnover, and growing commuter traffic for decades. More recently, along the segment east of Park Street, several multifamily buildings have been recently built such as the construction of The Kestrel and Philben (City of Madison). Like the rest of the country, the COVID-19 pandemic quickly changed ideal corridor land uses and altered transportation trends. A sharp increase in online shopping, a decline in affordable housing, and an increase in people using alternative modes of transportation (biking, walking, scootering) are just some of the major shifts the corridor has experienced since that time. The City of Middleton envisions adopting a University Avenue Corridor Plan that considers these recent changes and anticipates the future needs of the city, the community, and the region.

ELEMENTS CONSIDERED IN DEVELOPING THE CORRIDOR PLAN

The University Avenue Corridor Plan was developed with consideration of the following elements:

- Creating and adopting a Plan that encourages increased housing and mixed-use commercial densities
- Providing cross access and parking easements to bring the corridor to a more human scale (i.e., reduced building setbacks, increased street and landscaping, accessibility for all modes of travel, etc.)
- Increasing walkability and establishing a less auto-centric focus along the corridor
- Identifying and creating priority areas for mixed-use infill and redevelopment along University Avenue
- Reducing long gaps between marked crosswalks
- Considering "shared streets" concept between Branch Street and Parmenter Street so that bicyclists and riders of other personal mobility devices have a safe and convenient alternative to traveling directly on University Avenue
- Creating conditions that support transit becoming a preferred mode of travel for trips that are not made by walking, bicycling, or using other micro-mobility solutions
- Embracing Transit-Oriented Development (TOD) along University Avenue

- Enhancing and maintaining the visual attractiveness of commercial areas along the corridor
- Continuing to support public/private partnerships to collocate and bury electrical and telecommunication distribution lines in both new developments and areas where they still exist above ground.

Sustainable Planning Elements – *Building on the Green City goals in the City of Middleton Comprehensive Plan 2021, sustainability elements were incorporated into the University Avenue Corridor Plan. Those elements include, in part: 1) softening the corridor through the installation of street trees and ornamental plantings; 2) incorporating green and sustainability elements into site and building design guidelines; 3) identifying opportunities to improve pedestrian and bicycle infrastructure to reduce dependence on the automobile; and 4) emphasizing strategies to reduce the amount of land and impervious surface dedicated to surface parking lots.*

UNIVERSITY AVENUE CORRIDOR CHALLENGES

It is recognized that University Avenue (Dane County Highway MS) has unique challenges that make it difficult to recommend blanket approach solutions. Below are some of the challenges this Plan considered:

- University Avenue is functionally classified as a Principal Arterial in the city network
- There are several right-of-way constraints and limited space to work with
- Development over several decades has resulted in inconsistent building setbacks and parking accommodations
- Safe and comfortable pedestrian and bicycle routes along and across the corridor
- Major activity generators (Middleton High School) that are along or near University Avenue

First, University Avenue is a principal arterial roadway, County Highway, and a designated local truck route with high traffic volumes that exceed 20,000 vehicles per day. The role of arterial roadways is to provide direct, relatively high-speed service for longer trips and large traffic volumes. Mobility is emphasized and access is limited.

Second, right-of-way constraints are littered throughout the corridor. The roadway width will not be able to be reduced without contributing to increased traffic congestion, decreased travel time reliability and various safety concerns along the corridor and at intersections.

University Avenue is constrained by limited right-of-way and has traffic volumes that do not lend themselves to a road diet without resulting in significant traffic congestion at various times of the day. There is simply not room to add bike lanes along University Avenue between US 12 and Branch Street. – City of Middleton Comprehensive Plan (March 2021)

Third, building setback distances are inconsistent which lead to some areas of University Avenue that have very few options to accommodate bicycles or increased pedestrian refuge as buildings are located close to the existing roadway.

Fourth, traversing University Avenue on foot or by bicycle is a challenge for all user levels due to high speeds, high volumes, and lack of signalized or marked intersections. This is particularly true for seniors and children.

Finally, there are major activity generators such as Middleton High School where students, faculty, and visitors park off site, including south of University Avenue along Elmwood Avenue. This off-site parking forces pedestrians to cross University Avenue at one of the intersections between Parmenter Street, and Park Street. Furthermore, parking along Elmwood Avenue, and Franklin Avenue (designated bicycle routes) also increase the likelihood for a car versus bicycle accident during school arrival and departure periods.

Does this plan propose a road diet for University Avenue?

No, due to existing traffic volumes, and regional transportation needs and investments, and consistent with the City of Middleton Comprehensive Plan, this plan does not propose reducing the number or width of travel lanes on University Avenue. **However, as technology changes, other modes of transportation are developed (e.g., bus rapid transit, autonomous vehicles), and resident travel behaviors change over time, the City should continue to explore opportunities to adjust how the area within the right-of-way is used.**

STUDY AREA

The University Avenue Corridor Plan boundary encompasses 142 acres. As shown on the map below, the area is bound by Parmenter Street to the west and Allen Boulevard to the east, a distance of approximately 1.5 miles. Franklin Avenue serves as the northern boundary between Parmenter Street and Branch Street. To the south, Elmwood Avenue / Old Middleton Road serves as the southern boundary.

Figure 1. University Avenue Corridor Study Area

There are thirteen intersections within the study area.

- Parmenter Street
- Middleton Street
- Bristol Street
- Park Lawn Place
- Park Street
- Mayflower Drive (from south)
- Mayflower Drive (from north)
- Branch Street
- Mendota Avenue
- Maple Street
- Lakeview Avenue
- North Gateway Street
- Allen Boulevard

DEVELOPING THE CORRIDOR VISION

The University Avenue Corridor Plan is a visioning document that will identify transportation and land use challenges along the City of Middleton's portion of University Avenue and recommend prioritized improvements that can be considered over time to improve the user experience for all modes of transportation. A visioning document can be used as a guideline for city government officials such as Plan Commissioners and City Council members, and it can be used as a blueprint for what the ideal and practical corridor will look like 10-20 years into the future. Specific topics that this Plan seeks to address will be related to bicycle and pedestrian safety, parking and circulation, opportunities for redevelopment, aesthetics, and public art, building design guidelines, and connections with regional public transit.

With the input of City of Middleton residents, staff, and the Ad Hoc Committee, four main themes emerged during the development of an overall vision statement for University Avenue. These themes are explained in more detail in Chapter 4.

2. EXISTING CONDITIONS

To develop meaningful multimodal transportation solutions, it is important to understand and quantify the existing characteristics of the study area. This process identifies transportation issues and opportunities necessary to:

1) provide safe and efficient operations for all users along, and across, University Avenue
2) understand future redevelopment
3) upgrade streetscape; and
4) review of access points along the corridor. The following section summarizes the existing conditions.

REGIONAL CHARACTERISTICS

University Avenue is one of two arterials that run east-west through Middleton. Average weekday traffic volumes exceed 20,000 vehicles throughout the corridor and exceed 32,000 vehicles per day east of the Allen Boulevard intersection. Sidewalks exist along both sides of University Avenue east of the Beltline. To help make it easier for pedestrians (and bicyclists) to cross University Avenue, the city installed a traffic signal at Bristol Street during Fall 2009. Pedestrian-activated signals also exist at the Parmenter Street, Park Street, Branch Street, and Allen Boulevard intersections. Due to narrow right-of-way (66 feet in some places), short building setbacks, and numerous driveway conflicts, it is unfeasible to add bicycle lanes along University Avenue west of Branch Street. Fortunately, the local streets that parallel this section of University Avenue (Franklin Avenue to the north and Elmwood Avenue to the south) provide suitable bicycle accommodations, although bicyclists need to use caution when crossing Park Street, particularly at Elmwood Avenue.

CORRIDOR CHARACTERISTICS

The University Avenue Corridor between Parmenter Street and Allen Boulevard can be categorized into two very different segments.

Parmenter Street to Park Street

The western half-mile segment between Parmenter Street and Park Street have a largely residential feel. At Parmenter Street, St. Bernard Catholic Church anchors the northwestern edge of the study area and BMO Harris Bank, and Gunderson Funeral Home resides within the southwestern edge. Heading east, residential homes, some over 100 years old, align University Avenue on both the north and south sides of the street between Middleton Street, Bristol Street, Park Lawn Place, and Park Street. Middleton High School is located just one block north of University Avenue between Middleton Street and Bristol Street.

Park Street to Allen Boulevard

East of Park Street, the University Avenue Corridor abruptly transitions to a more commercial focus. This segment is approximately one mile long. To the south, Willy Street Co-op, and Middleton Sport Bowl anchor the southwestern portion of this segment. This area has multiple strip retail buildings with multiple tenants. On the east end at Allen Boulevard, Chalmers Jewelers and The Imperial Garden, two of Middleton's long-time businesses serve as end points for this Plan.

Over the past few years, the Plan Commission has seen an increase in proposals to redevelop University Avenue in this area. In 2021 alone, Kestrel Apartments (three stories, 39 units) was constructed on the north side of University Avenue east of Park Street across from the Middleton Sports Bowl. The Philben, a four-story apartment building redevelopment (City of Madison between Gateway Street and Allen Boulevard) followed, and a rezoning request for a 79 dwelling unit mixed use multifamily building to occupy two parcels directly across the street from the Philben was recently approved.

The City of Middleton Comprehensive Plan anticipates nearly 1,100 additional housing units and nearly 900 jobs will be created along this University Avenue segment between 2020 and 2050.

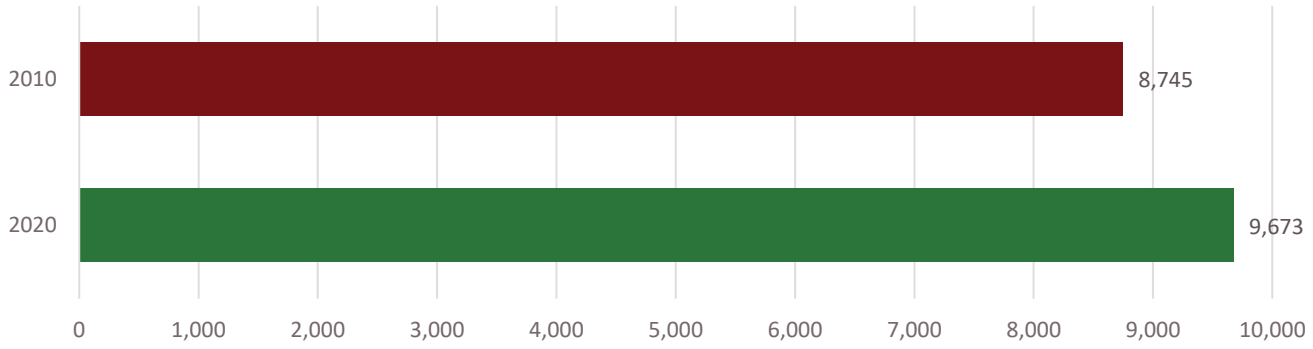
DEMOGRAPHICS

Figure 2 illustrates the combined demographic profiles for the U.S Census tracts #110 and #111.01. These tract boundaries cover the north and south sides of the corridor study. Data used in this analysis include the U.S. Census Bureau's Decennial, American Community Survey (ACS) 5-year Estimates datasets.

Figure 2. U.S. Census Tract Boundaries

Figure 3 shows the study area (Census Tract #110 and #111.01) total population increased ten percent from 2010 to 2020. As a comparison, Dane County increased 15 percent during that same period.

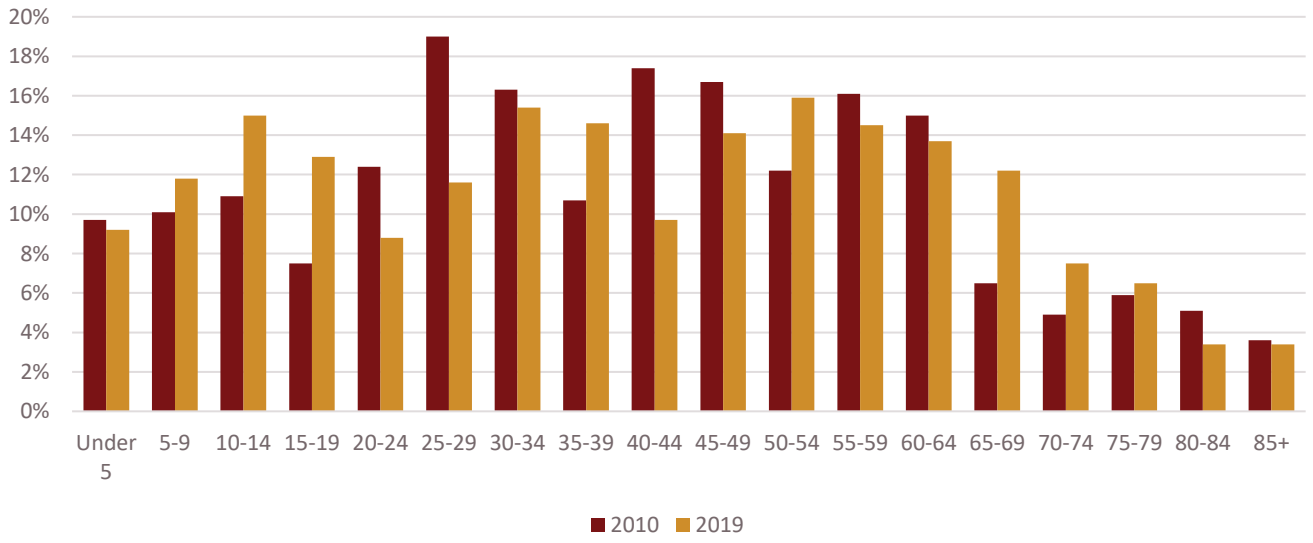
Figure 3. Study Area Population Change



Source: US Census 2010, 2020

Five-year population data was analyzed to determine shifts in population by age. Figure 4 shows the 50-54 population accounted for the largest percentage of all residents in 2019 (approximately 16 percent). There is a marked increase in school age populations (ages 5-9, 10-14, 15-19). The 65-69 five-year age cohort had the largest increase in population percentage growing by approximately six percent. A nearly five percent increase was also incurred in the 10–14-year age category. The 25-29 and the 40-44 age groups experienced a seven percent decrease in population.

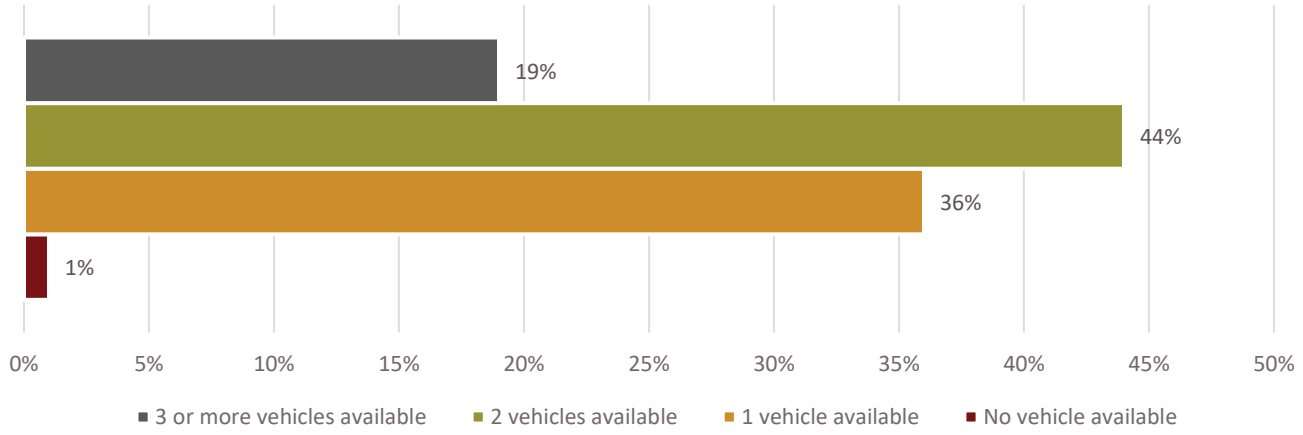
Figure 4. Population by Age, Tracts #110 & #111.01, ACS, 2010 & 2019



Source: US Census 2010, American Community Survey, 2019

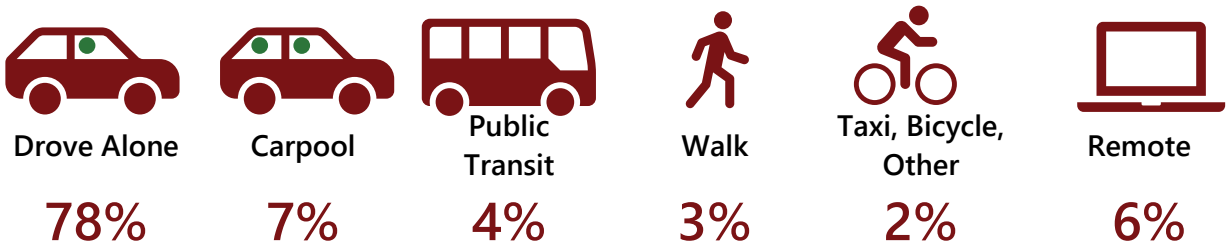
Figure 5 analyzes available vehicles per household within the two census tracts. 44 percent of households within the census tract areas had two vehicles available. Thirty-six percent of households has access to one vehicle while 19 percent of census tract residents had three or more vehicles available to their household. Only one percent of households (54 total) in the tracts did not have a vehicle available.

Figure 5. Vehicles per Household, American Community Survey, 2019



The mode of transportation to work was reviewed for residents within these two census tracts. More than 78 percent of residents aged 16 and over drove alone to work while small fractions of the population commuted by other means as shown in the infographic in Figure 6.

Figure 6. Means of Transportation to Work, 2019



Source: American Community Survey, 2019

PREVIOUS PLANS AND OTHER STUDIES

Several City of Middleton Plans have been completed, updated, and implemented over the past 10 years. It is important that plans are reviewed periodically and recommendations in those plans are consistent Below are some of the Plans the City of Middleton uses for various planning, enforcement, and guidance.

2021 Comprehensive Plan

The City of Middleton Comprehensive Plan was adopted in March 2021. The Plan's purpose is to prioritize values and map out the future for the community over the next 20 years. The University Avenue Corridor Plan seeks to build upon the following goals, strategies, and actions identified in the Comprehensive Plan including:

- Land Use Strategy 2 Action C: Identify and create priority areas for mixed-use infill and redevelopment, especially along major transportation corridors.
- Land Use Strategy 2 Action D: Create and adopt a University Corridor Plan to encourage increased densities, cross access, and parking to bring the corridor to a more human scale, increase walkability and establish a less auto-centric focus along the thoroughfare.
- Transportation Strategy 1 Action A: Adopt and implement a policy so that the design and operation of the entire right-of-way balance the safety and convenience of all road users regardless of age, ability, or mode of transportation
- Housing Strategy 1 Action C: Embrace Transit Oriented Development (TOD), especially along major roads connecting activity centers, such as University Avenue, Century Avenue, Allen Boulevard, Parmenter Street, and the Park Street and Gammon corridor, as well as the rail corridor

2021 Zoning Code Re-Write

In August of 2021, the City of Middleton began the preparation process for a new Zoning Ordinance and Map. This project is an effort to update existing zoning regulations, streamline zoning processes, encourage reinvestment and implementation of Middleton's Comprehensive Plan. This project is scheduled to be completed in the Summer of 2022.

2019 Resident Satisfaction Surveys

The most recent resident satisfaction survey for the City of Middleton was conducted in 2019. This survey had a total of 320 respondents. Measurements range from "very satisfied" to "very dissatisfied" with an "N/A" option. Key transit-related findings from respondents include:

- 77 respondents (24 percent) wanted extended hours of transit service
- 97 respondents (30.3 percent) wanted more frequent transit service
- 126 respondents (39.3 percent) wanted more direct or express transit routes
- 125 respondents (39 percent) wanted route expansion to neighborhoods lacking bus service

Parmenter Corridor Neighborhood Plan

Adopted in 2008, the City of Middleton Parmenter Neighborhood Plan established a vision for the development of a sustainable and vibrant neighborhood with a mix of opportunities support that vision. Transportation, land use, and housing recommendations were provided and signing, lighting, parking, design guidelines were established.

University Avenue BUILD Plan

In 2008, the City of Middleton prepared an improvement plan and general market analysis for the University Avenue Corridor. The primary purpose of the plan was to provide comprehensive, market-based

recommendations for improvements to transportation, wayfinding, parking, land use and redevelopment and streetscape and open space to strengthen University Avenue as an important community and neighborhood serving commercial corridor. Although the BUILD Plan was never adopted, some of the general recommendations for improvements are consistent with this Plan.

University Avenue Corridor Plan 2014 (City of Madison)

Adopted in 2014, the City of Madison University Avenue Corridor plan focuses on the physical improvement and future development of the Corridor. This project area includes the 1600 through 2600 blocks of University Avenue. It is bounded by Farley Avenue on the west, Campus Drive on the north, Breese Terrace on the east, and the back lot line of parcels abutting University Avenue on the south. The neighborhood wanted the University Avenue Corridor to be more pedestrian friendly, to remain residential, to maintain its current scale of limited height and density, to manage traffic and parking problems, and to be a model of sustainability.

The Plan divides the Corridor into six distinct areas based on existing conditions, uses and potential for redevelopment. The Plan recommends University Avenue to be designated for mixed-use development of no more than three stories facing the street.

To make the street more pedestrian friendly, minimum front setbacks have been recommended for the residential and commercial nodes, along with front setbacks. Recommended rear setbacks are also addressed. The Plan makes recommendations to facilitate the use of public transportation, decrease the impact of daily parking on residential neighborhoods, and promote walking and biking. It recommends additional on- and off-street parking for business needs, along with other measures to support small-scale businesses and fill empty commercial spaces.

The plan includes design and sustainability recommendations to be used for review of conditional use and rezoning requests. The objective is to foster a walkable, enjoyable urban environment that will contribute to the sustainability of the neighborhood. Recommendations include articulation on buildings with frontages longer than forty feet, improved landscaping, use of environmentally- friendly building materials and alternative energy sources, and innovative stormwater management systems. The plan also includes public art and streetscape design recommendations and illustrations.

2009 City of Middleton Bicycle and Pedestrian Plan

The 2009 Bicycle and Pedestrian Plan represents the City of Middleton's vision for making these transportation modes an integral part of the community and recommends projects, programs, and policies to encourage residents and visitors to travel around the city by bicycle or on foot. The Plan's central purpose is to establish a pedestrian and bikeway network that is an integral part of the region's multimodal transportation system while serving all Middleton residents and neighborhoods.

The recommendations of this plan center on the four key bicycle and pedestrian corridors:

- The **Pheasant Branch Trail**, which is the east-west spine (main link) and centerpiece of the city's off-street bikeway network.
- The **Railroad Corridor**, which is planned to connect Middleton with Madison as well as communities to

the west along the future "Good Neighbor Trail".
- **Century Avenue**, the only direct route that connects Middleton northeastern neighborhoods with the rest of the community.
- The **Park Street Corridor**, the city's new, on-street, north-south route through the heart of Middleton.

This plan describes the overall goals and policies for the city as well as specific actions related to Planning; Design, Construction and Maintenance; and Education, Enforcement and Encouragement. The System Plan identifies specific bicycle and pedestrian facility improvements around Middleton and in its growth area, with particular attention devoted to four key bicycle and pedestrian corridors. The Plan also outlines specific facility improvements by roadway or road segment, the estimated costs for these improvements, and a timeframe for completion.

LAND USE

The sense of place, function, aesthetics, and characteristics of a corridor are influenced by not only the characteristics of the roadway, but the adjacent development. Private development and public investments have a direct connection to the driver, walker, biker, or roller's experience when moving through a corridor. Understanding existing land uses and plans for future change are important considerations for understanding opportunities for this corridor study.

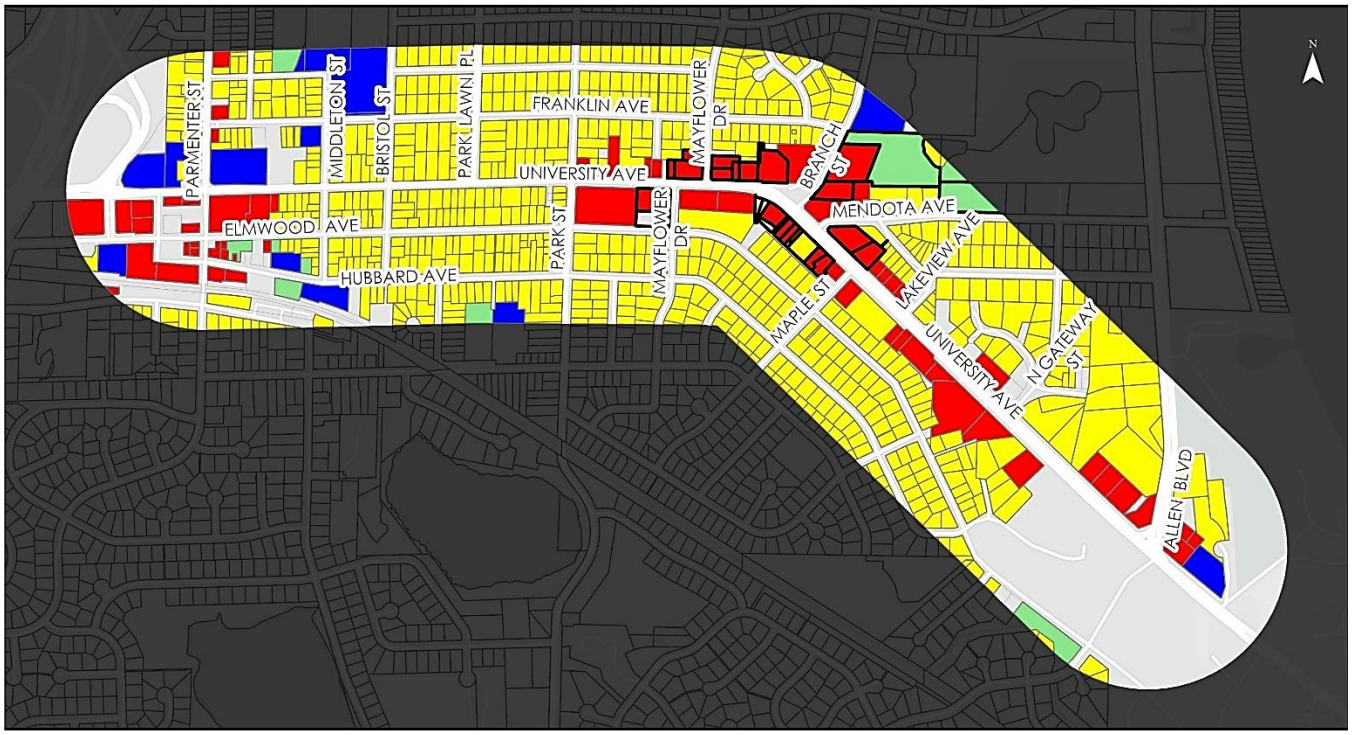
Existing Land Use

Existing land use represents the current use of the land. Generally, land use classifications are used to identify the use of the land, including residential, commercial, and government and institutional uses (among other categories). These classifications can be further refined to identify variations in general categories. For example, residential land uses can be further refined by density (i.e., units per acre) including high, medium, and low densities. Figure 7 shows the existing land use within the University Avenue Corridor.

The eastern end of the corridor is made up of primarily commercial uses, including restaurants, retail sales, and coffee shops, but is also home to several healthcare services. The central portion of the corridor, from just west of Middleton Street to Park Street, contains residential uses, consisting of many single-family homes. Finally, the western edge of the corridor takes more of a commercial shift as the corridor nears its intersection with Parmenter Street. Throughout the corridor, there are numerous vacant and underutilized commercial, office, and residential that provide infill and redevelopment opportunities.

Land uses are subject to change with development, and therefore an existing land use plan is a fluid element. There are three general existing land use categories currently located within the corridor. These generalized categories combine a variety of specific and individualized developments along University Avenue. These three categories are identified below, along with a summary of specific uses and locations along the corridor.

Figure 7. University Avenue Existing Land Use



Residential

Uses:

- Single Family
- Two to Four Family Residents
- Apartments

Location along Corridor:
Scattered throughout corridor, primarily between Parmenter Street and Park Street.

Commercial

Uses:

- Professional Offices
- Restaurants
- Retail Stores
- Convenience Stores

Location along Corridor:
Commercial uses are concentrated between Park Street and Maple Street.

Institutional

Uses:

- Schools
- Churches
- Cemeteries

Location along Corridor:
Scattered along the corridor

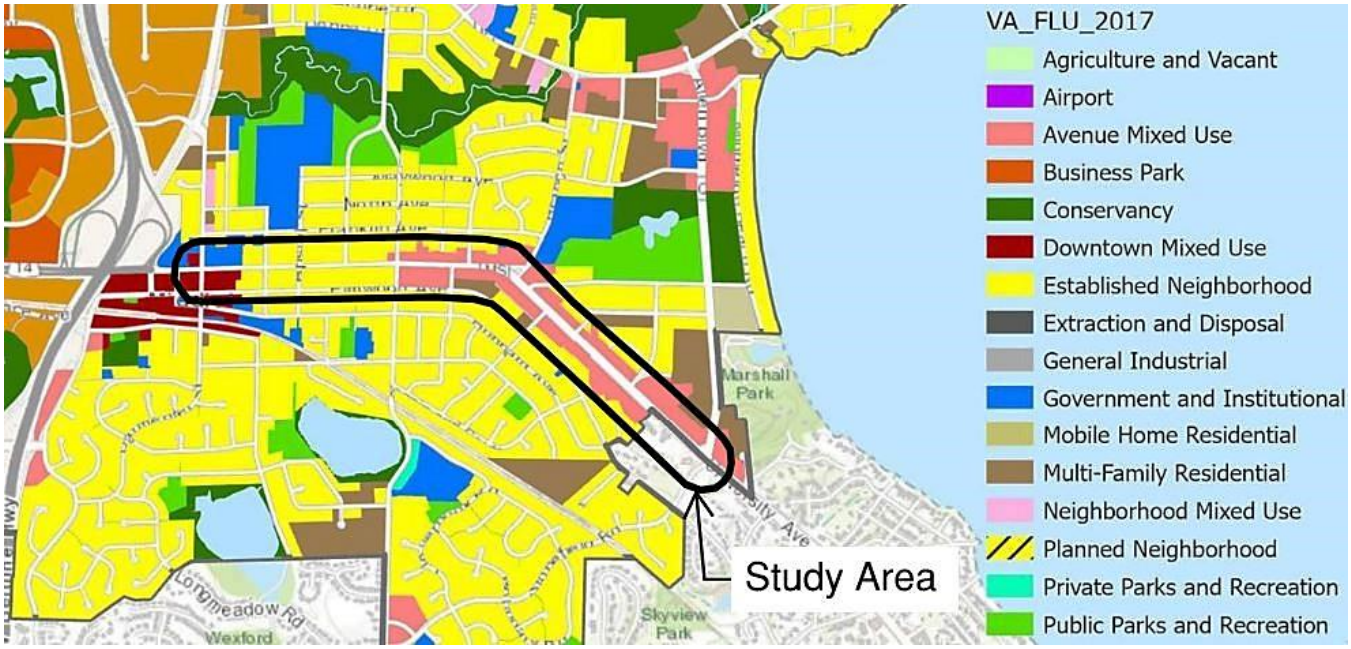
Future Land Use and Comprehensive Plan

A Comprehensive Plan and the inclusion of a future land use plan are a municipality's tool for guiding future development within the city. An update to Middleton's Comprehensive Plan was adopted in March 2021, which included a revised future land use plan for the entire city. This plan guides future development decisions along not only University Avenue, but every parcel within the city. Like existing land use, future land use is represented in generalized categories.

Future development along University Avenue within the study is separated into five future land use categories as shown in Figure 8. The specific uses guided in each of these categories are described below.

Downtown Mixed Use	Pedestrian-oriented retail, service, office, institutional, and residential uses in a "downtown" setting with on-street parking and minimal to no building setbacks, with building heights from 2-5 stories.
Established Neighborhood	For already developed neighborhoods in the city, preservation of urban neighborhood scale and character while providing a variety of housing options to meet the needs of a diverse population; building types could include single-family dwellings, accessory dwelling units (ADUs), 2-3 family homes, and, where appropriate, single-family attached townhomes/condos and small-scale multifamily by conditional use.
Government and Institutional	Public buildings, hospitals, special-care facilities, and other institutional uses, such as churches, cemeteries, and elementary schools. Small-scale institutional uses may also be permitted in other land use categories.
Multifamily Residential	A variety of multifamily residential units served by public sanitary sewer service system; density, scale and height will vary with parcel size, neighborhood context, and street classification; heights not to exceed five stories except by conditional use.
Avenue Mixed Use	Wide range of indoor and outdoor retail, service, office, institutional, and residential uses outside of the downtown area. These are generally larger and/or more intensive than business in the Neighborhood Mixed Use category.

Figure 8. University Avenue Future Land Use



Building and Site Design and Setbacks

The University Avenue Corridor was developed over many decades, which has created varying building design and site layout throughout the corridor. As properties have begun to redevelop, the mix of building styles, setback distances, and parking location has continued to diverge.

Specifically, the setback distance between the road and buildings changes throughout the corridor. Buildings on the eastern portion of the Corridor are generally setback further than those in the center. For example, just over half of the buildings on University Avenue between Park Street and Branch Street are located more than 50 feet from the street while 90 percent of those between Branch Street and Allen Boulevard are more than 50 feet from the road. This discrepancy also occurs among adjacent buildings. For example, the Kestrel Apartments, constructed in 2021, sit approximately 20 feet from the edge of the street, while the neighboring building to the east is approximately 75 feet from the road. Additionally, The Philben, built in 2021, is about 50 feet from the edge of the road, while the three structures to the west are setback about 150 feet.

Inconsistent building design, site layout, and building setbacks create a sense of disorder and visual clutter, encourages single destination travel while discouraging non-vehicular travel. Future redevelopment presents an opportunity to create consistency in building design and setback distance and development that supports multimodal transportation.

TRANSPORTATION

As the City of Middleton continues to grow, the demands placed on the transportation network will increase as well. The ability of the network to handle increased demand across all modes of transportation will contribute to a higher quality of life and provide for safe and efficient travel moving forward. Planning the transportation system throughout the city must account for effective linkages between local and regional destinations such as schools, shopping, and homesites.

Sidewalk Connectivity and Terrace Widths

Sidewalks help keep pedestrians and motorists separated and safe. Sidewalks enhance mobility for everyone, including people using wheelchairs, parents with kids in strollers, and people accessing public transportation. The Federal Highway Administration (FHWA) has conducted numerous studies and surveys that show the wider the separation between the pedestrian and the road, the more comfortable the sidewalk is for the pedestrian. Additionally, wider buffer spaces provide opportunities for snow storage, room for underground utilities, and room for decorative lighting, trees, plantings, and street furniture.

Upgrades and enhancements to the sidewalk system and pedestrian-realm along University Avenue were studied to identify potential planning-level improvements.

Along University Avenue today, sidewalks exist along both sides of the roadway with approximately four-foot-wide sidewalks west of Mayflower Drive and five-foot-wide sidewalks to the east. The University Avenue sidewalks meet the American Disabilities Act (ADA) Act of 1990 clear zone requirements, which state that the unobstructed width of a sidewalk must be at least four feet. All interconnecting streets also have sidewalks along both sides except for the south side of Mendota Avenue and North Gateway Street and the north side of Lakeview Avenue. According to FHWA, providing sidewalk facilities can reduce pedestrian crashes by up to 88 percent compared to walking in the roadway.[1]

The terrace width (i.e., the buffer zone) between a travel lane and the sidewalk is limited between Parmenter Street and Branch Street with a typical width of four feet because the available right-of-way is constrained by existing development. In some sections the width narrows to two feet, which, due to existing traffic volumes and speeds exceeding 30 mph, creates an environment that is barely traversable for a wheelchair or two abreast pedestrian traffic. East of Branch Street the terrace width widens to over twenty feet at the most extreme points, with between five and ten-foot-wide terraces on average for most of this section. This provides ample space for upgrades to existing amenities, including ornamental plantings and street trees.

[1] https://highways.dot.gov/public-roads/marchapril-2012/proven-countermeasures-pedestrian-safety#:~:text=Providing%20sidewalks%20can%20help%20to,killed%20in%20the%20United%20States.

Bicycle Connectivity

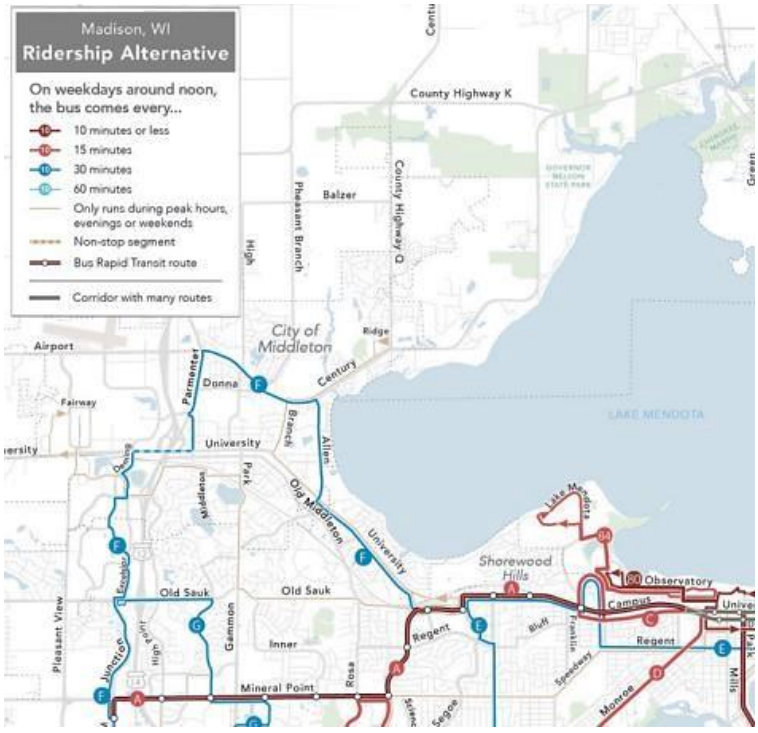
Seven-foot-wide (includes roadway and curb pan) on-street bike lanes exist along University Avenue from Branch Street to Allen Boulevard. No bicycle infrastructure exists along the corridor west of Branch Street. Four bikeways also interconnect with University Avenue, all on-street bike lanes, at Parmenter Street, Park Street, Branch Street, and Allen Boulevard. Parallel shared lane markings (SLMs) routes, bikeways where motorists and bicyclists share the travel lane, are proposed one block north and south of University Avenue along Franklin Avenue and Elmwood Avenue, respectively. Both bikeways will provide east-west connectivity from Parmenter Street to Branch Street where the right-of-way is too limited along University Avenue to accommodate dedicated bicycle facilities. Widened sidewalks west of Branch Street along University Avenue could potentially accommodate bicyclists, notably younger riders, or children. A multiuse path was recently constructed by the City of Madison along University Avenue, terminating on the east side of Allen Boulevard.

Marked Crosswalks

Marked crosswalks exist at twelve locations, all of which are at an intersection, in the study area. Seven are located at uncontrolled intersections (i.e., no traffic control present to stop University Avenue vehicle through flow) and five include traffic signals (Parmenter Street, Bristol Street, Park Street, Branch Street, and Allen Boulevard). Crossings at uncontrolled locations have pedestrian warning signage, though no other enhancements exist. The Park Street crossings have medians (six-feet-wide or less) and crossing Allen Boulevard on the north side of University Avenue requires a three-stage crossing. The largest gap in marked pedestrian crossings exists between N. Gateway Street and Allen Boulevard, a distance of 1,280 feet (nearly ¼ mile).

Transit

This segment of University Avenue is served by two Metro Transit routes 70, and 72. Metro Transit is considered one of the country's most highly rated public transit systems according to several performance measures. For example, Metro Transit ranks in the top five percent in terms of riders per bus per hour, and in the lowest eleven percent in cost per rider. In 2018, Metro averaged over 57,000 passenger trips each weekday during the school year.



Madison Metro is planning on adding bus rapid transit (BRT) with service beginning in 2024. The BRT route will follow an alignment along Mineral Point Road, Whitney Way, and University Avenue towards downtown Madison. The nearest

proposed BRT station is located on Sheboygan Avenue near the Hill Farms State Office Building, approximately 1.8 miles east of Allen Boulevard. Although no BRT connections are planned along University Avenue between Parmenter Street and Allen Boulevard, each of the University Avenue stations within the Corridor are proposed to have scheduled service every 30 minutes.

Vehicular Traffic

University Avenue is a four-lane roadway with two travel lanes in each direction. Between Parmenter Street and Park Street, the roadway is undivided without turn lanes for motorists accessing the cross-streets. At Parmenter Street, and from Park Street to Allen Boulevard, left-turn lanes are provided at all cross-streets via a dedicated turn lane or center-running two-way left-turn lane (TWLTL) which also provides access to numerous driveways. This section is also divided by a raised median in some sections where the TWLTL is not present.

Wisconsin Department of Transportation (WisDOT) 2018 traffic volumes range from 18,300 average annual daily traffic (AADT) west of Allen Boulevard to 21,900 AADT in the Branch Street vicinity, and 21,100 AADT approaching Parmenter Street. Posted speed limits range from 30 mph west of Lakeview Avenue to 35 mph to the east. All intersections operate as side-street, stop-controlled except for at Parmenter Street, Bristol Street, Park Street, Branch Street, Allen Boulevard which are traffic signals.

Crash Data

Corridor level crash data was provided by the University of Wisconsin-Madison, Traffic Operations and Safety Laboratory (UW-TOPS Lab). Data used in this analysis include all reported crashes including vehicles, pedestrians, and bicycles between 2011-2021 on or within one block of University Avenue.

All Crashes

From 2011-2021, there were 713 reported incidents within this study area including:

- 1 fatality
- 9 serious injuries
- 46 minor injuries
- 105 possible injuries
- 552 reports of property damages

The intersection of Parmenter Street and University Avenue had the highest density of reported crashes, with Park Street, Branch Street, Bristol Street, Park Lawn Place, and Middleton Street following. Many of the crashes at Parmenter Street and University Avenue intersection were rear end crashes. Because of this, the city recently added dedicated left-turning lanes for east/west bound traffic.

The fatal crash occurred one block south of University Avenue on Elmwood Avenue between Mayflower Drive and Maple Street. Elmwood Avenue has a significantly higher number of reported crashes in proportion to University Avenue's other neighboring road, Franklin Avenue.

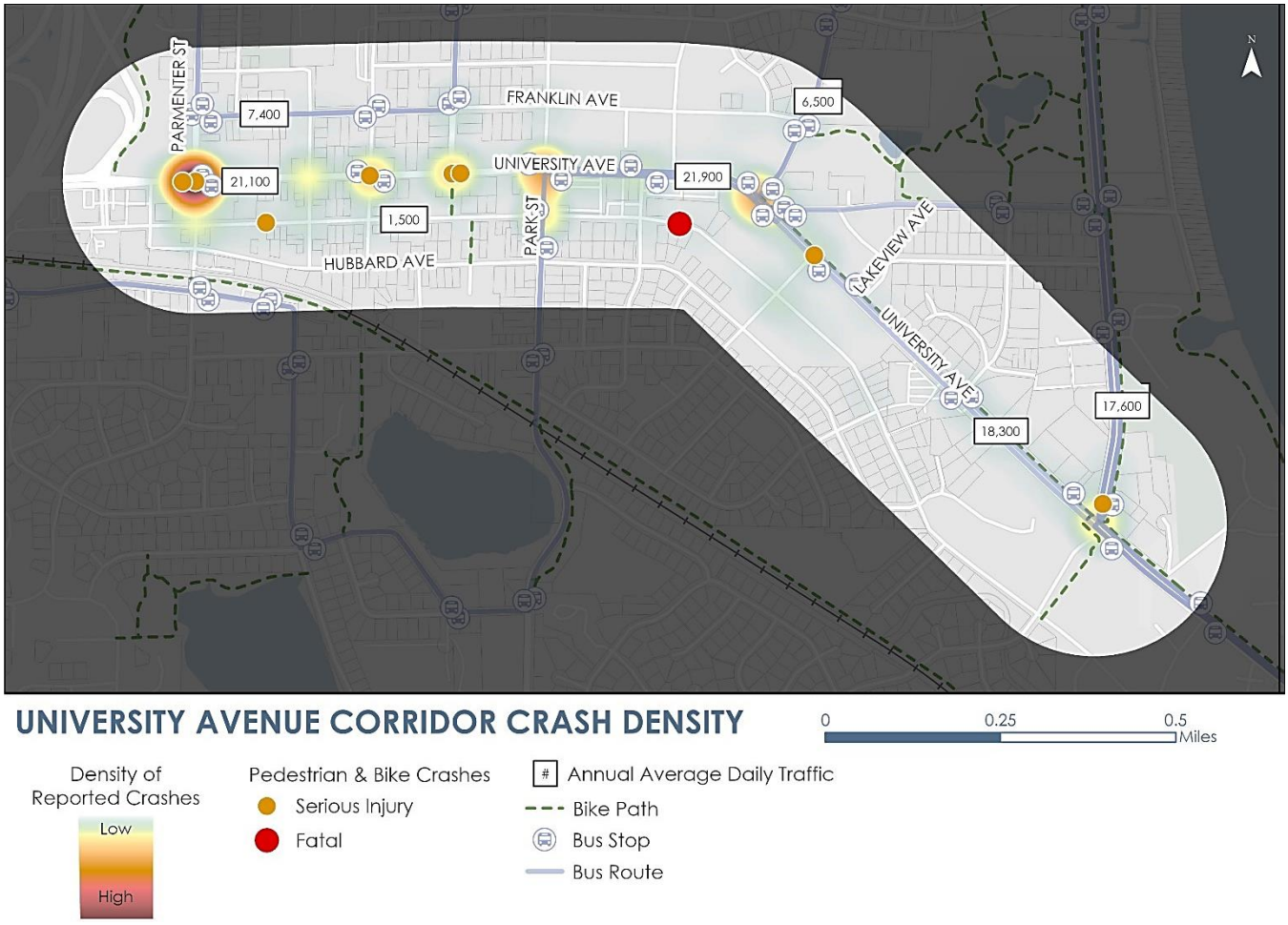
Pedestrian and Bicycle Crashes

A total of 13 crashes involving six pedestrians and seven bicyclists were recorded in the last ten years. The intersections along University Avenue where at least one pedestrian or bicycle crash occurred include:

- **Parmenter Street:** Two crashes (one bicyclist: minor injury, one bicyclist: property damage only)
- **Bristol Street:** One crash (one pedestrian: serious injury)
- **Park Lawn Place:** One crash (one pedestrian: serious injury)
- **Maple Street:** Two crashes (one pedestrian: serious injury; one pedestrian: possible injury)
- **North Gateway Street:** One crash (one bicyclist: minor injury)
- **Allen Boulevard:** One crash (one bicyclist: minor injury)
- **Elmwood Avenue:** Five crashes (two bicyclists' minor injuries, one possible injury; two pedestrians: minor injuries)

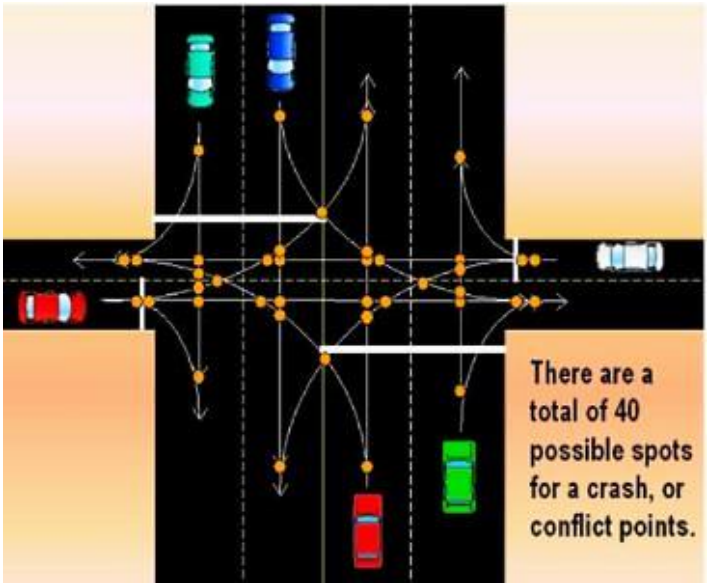
Figure 9 depicts areas of high crash rates and displays locations of serious injury and fatal pedestrian bicycle crashes.

Figure 9. University Avenue Crash Density Heat Map, 2011 to 2021



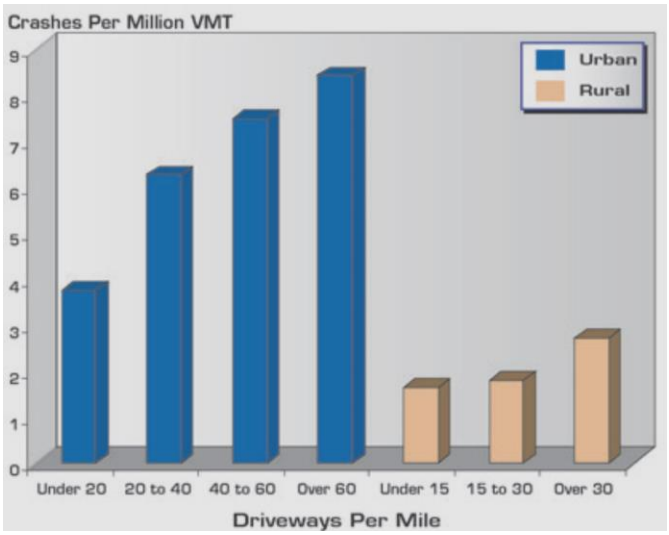
Access Management

Access management is used to preserve the public investment in the roadway system and to provide direction to developers and property owners. Good access management provides a balance between the public interest (mobility) and the interest of property owners (access).



There are 96 access points (driveways) located along the 1.5-mile University Avenue Corridor (64 driveways per mile). Each additional access point creates additional opportunities for conflict between vehicles, bicyclists, and pedestrians. Driveways spaced further apart allow for more orderly merging of traffic and present fewer challenges to drivers.

Intersections have the most possible conflict points (up to 40 conflict points). The goal with access management is to provide the minimum number of driveways deemed necessary for reasonable service to the property without undue impairment of safety, convenience, and utility of the roadway.



The congestion impacts of reduced driveways have been documented through numerous studies over the years. It is impossible for a principal arterial to maintain free flow speeds with numerous access points that add slow moving vehicles. A research synthesis by FHWA determined that as the number of access points increases to 40 per mile, roadway speeds are reduced by an average of 10 mph.

The number of signalized intersections also plays a role in travel time. There are five signalized intersections along the corridor which results in an average of 3.33 signals per mile. Based on this calculation, an average of a 12 percent increase in travel time is projected because of signal spacing alone.

Over nine crashes per million vehicle miles traveled (VMT) are expected to occur on urban roadways when there are over 60 access points per mile. While it is likely not possible to drastically reduce the number of driveways along the corridor, every little bit helps to reduce the number of crashes.

There are several places along the corridor where encroachments due to lack of maintenance, inconsistent building and sign setback distance, and large trees. These encroachments present potential safety hazards to pedestrians, bicycles, and motorists by blocking critical sight lines.

Parking

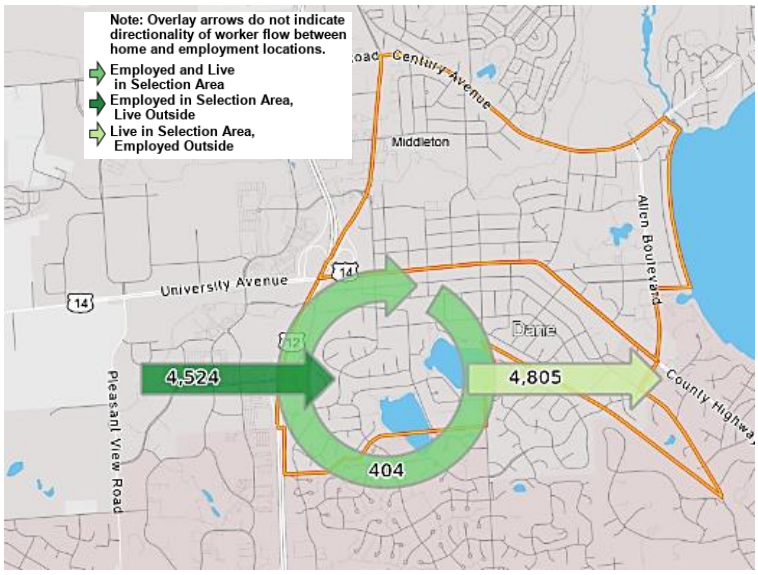
Throughout the University Avenue Corridor, parking is limited to side streets and parking lots, as there is no on street parking along University Avenue between Parmenter Street and Allen Boulevard. To accommodate individual business, residence, and multi-family parking needs, numerous parking lots and parking areas are located throughout the corridor.

Parking lots in the Corridor are located predominantly in the front of businesses. Parking lots in the front create separation between walking and bicycling areas and limit access to non-vehicular traffic. Many of the parking lots do not provide adequate traffic circulation which limits efficient and safe movement of vehicles on and off the roadway. In some instances, traffic congestion within parking lots spills onto the roadway creating opportunities for conflict between vehicles entering and exiting parking areas and those passing by.

In 2013, The City of Middleton conducted a Downtown Parking Needs Assessment. A small portion of the University Avenue corridor, west of Bristol Street to Parmenter, was included in the study. According to that report, there was between 22 percent and 74 percent off-street parking adequacy during peak weekday hours in the overlapping areas. Additionally, adequate parking during the weekends was found.

Sharing parking lots between adjacent and nearby buildings with differing hours of peak operation can be a strategy to reduce the amount of parking necessary. The Parmenter Neighborhood Plan encourages shared parking lots as a strategy to limit impervious surface, reduce access points to the roadway, and provide more convenient access for customers.

ECONOMIC DEVELOPMENT



Continued success in economic development efforts is vital for the City of Middleton. With optimum paying jobs and growing businesses, the city and the those located on and around University Avenue will be able to maintain and expand quality of life. To maintain the highest quality of life for its residents, the city must be a partner in the regional economy. The City of Middleton and surrounding communities and businesses should maintain existing efforts and foster opportunities for job growth and new business development. To understand economic development within the University Avenue Corridor, businesses, and economic trends outside of the city and Corridor need to be examined, because economic development in the city is not solely influenced by city decisions. Many Middleton residents work in outside of the city, others commute from outside the city to inside it for employment.

According to OnTheMap, from the US Census Bureau, most corridor residents commute outside the corridor for employment. Conversely, most jobs within the corridor are held by those who live outside of it. Specifically, in 2019, about 92 percent of the employed residents of the two census tracts that cover the University Avenue Corridor had jobs located outside of the study area. In comparison, about 92 percent of the jobs located within the study area were filled by people who lived outside of it.

Jobs by Distance - Work Census Block to Home Census Block

	2019	
	Count	Share
Total All Jobs	4,928	100.0%
Less than 10 miles	3,076	62.4%
10 to 24 miles	1,044	21.2%
25 to 50 miles	363	7.4%
Greater than 50 miles	445	9.0%

Of those who live within the study area, over 60 percent of them commute fewer than ten miles to their place of employment, while nine percent travel more than 50 miles. Predictably, most commuters travel to the east and southeast for their employment.

Current Vacancies/Opportunities

There are numerous vacancies and properties along University Avenue that are primed for redevelopment. Redeveloping properties has several advantages for the city and for the corridor including:

- Revived look and feel in a use that is compatible
- Job retention and attraction
- Increased tax revenue for the city
- Efficient use of existing infrastructure
- Environmentally responsible
- Removes blight
- Increased property values
- Increased demand for urban living

- Attracts more visitors and newcomers to the area
- For mixed use developments, helps with housing shortages and affordable homes
- Increases density and brings people closer to existing services

Currently, the City of Middleton has two Tax Increment Financing Districts (TIF District or TID). TIF is a financing tool that allows cities to use the increased property tax revenue from new development or redevelopment to fund public infrastructure projects within the district. TID #3 was established in 1993, covering portions of western Middleton and TID #5 was originally established in 2009, but was amended in 2021 to include portions of the University Avenue Corridor.

Urban Tree Canopy

Large trees, such as those visible in residential properties west of Park Street are excellent filters for urban pollutants and fine particulates.[2] In addition to the beauty, trees are proven to create feelings of relaxation and well-being and add natural character along a roadway or within the city. Trees also conserve water and reduce soil erosion, and save energy, reduce noise, and contribute to helping cool the "heat island" effect which can reduce air temperatures and allow airflow to provide a cooling effect.

East of Park Street where the corridor has a more commercial feel, a marked drop in tree canopy, tree cover, and plantings is realized. This may be in large part due to the number of impervious surfaces along with the desire for businesses to remain visible.

Overhead Utilities

Overhead utilities are located on the corridor east of Park Street. Throughout the corridor, overhead lines deliver electricity to businesses and residents. Overhead wires can detract from the aesthetics of a street, but the reasons why all powerlines are not underground is primarily cost driven, especially in the short-term as costs can reach more than $1 million per mile.

Utilities are buried underground west of Park Street.

Throughout the Corridor, numerous utility boxes and cabinets are visible. Some are large and contribute to decreased sight distance for pedestrians, bicyclists, and motorists.

[2] https://www.fao.org/zhc/detail-events/en/c/454543/

3. PLANNING PROCESS

AD HOC COMMITTEE

The Ad Hoc Committee was established to guide the development of the University Avenue Corridor Plan, ensuring that the process responds to community input and is inclusive. This group was assembled by City Council and responsibilities included:

- Mix of individuals with varying backgrounds and interests
- Participate in all project phases
- Guiding committee – "first set of eyes"
- Review project materials and deliverables
- Provide input on key project decisions

Meeting Summary and Outreach

Meeting	Date
Kickoff Meeting/Ad Hoc Meeting #1	July 21, 2021
Corridor Walking Tour	July 21, 2021
Online Community Survey	August 23 – September 24, 2021
Festival	August 27-29, 2021
Ad Hoc Meeting #2	October 12, 2021
Ad Hoc Meeting #3	February 3, 2022
Draft 3 Document Availability (City of Middleton website)	March 1, 2022
Joint Public Works/Pedestrian, Bicycle, and Transit Committee Presentation (virtual)	March 7, 2022
Open House (in-person)	March 21, 2022
Plan Commission Meeting #1 (Presentation)	March 22, 2022
Ad Hoc Meeting #4 (Recommendation)	April 14, 2022
Plan Commission Meeting #2 (Recommendation)	April 26, 2022
Common Council Presentation (Adoption)	May 3, 2022

ONLINE COMMUNITY SURVEY

Inclusive and robust public engagement is critical to defining a supported and implementable corridor plan. As part of planning process, an online community survey was developed to gather feedback on existing conditions and identify issues and opportunities experienced by community members and the traveling public. The survey was promoted through multiple forms including social media posts, yard signs during Good Neighbor Fest, postcards, and eblasts.

The online community survey consisted of 16 questions. Questions covered a range of topics including how often users travel the corridor, mode of transportation used, concerns or issues while traveling the corridor, ease of travel across various modes, ideal vision, priorities for improvements, and areas along corridor that need improvements. The survey consisted of selecting one preferred answer from a list, select all that apply, open ended fill-in-the-blank, and prioritize/rank 1-5 scale questions. The goal was to have the user complete the survey in ten minutes or less.

The University Avenue Corridor Plan online community survey was available from August 23 - September 24, 2021. Survey Monkey served as the host of the survey. Paper copies were distributed to multiple community locations for those without internet access, no access to a computer, or those who desired an alternate survey platform. Spanish translated paper copies were also available at these locations. A total of 399 survey responses were received and recorded. The full survey results summary can be found in **Appendix A**.

General feedback from respondents indicated the existing corridor is busy, with loud traffic, oftentimes congested and generally unattractive. Pedestrian and bicycle users were reluctant to use the corridor as it lacked suitable accommodations. Other themes that emerged included a corridor that seemed to be pieced together with no real vision, an area that is full of impervious surface and lacked green space, or any landscaping for that matter. Most respondents acknowledged the corridor has potential to be revitalized over time and supported development of a corridor plan.

Transportation Feedback

Perception:	• Busy • Traffic • Congested • Unattractive
Concerns:	• Bike and pedestrian safety • Congestion • Safe and efficient access • Poor circulation
Opportunities:	• Increase wayfinding and sense of place • Safe movement for all

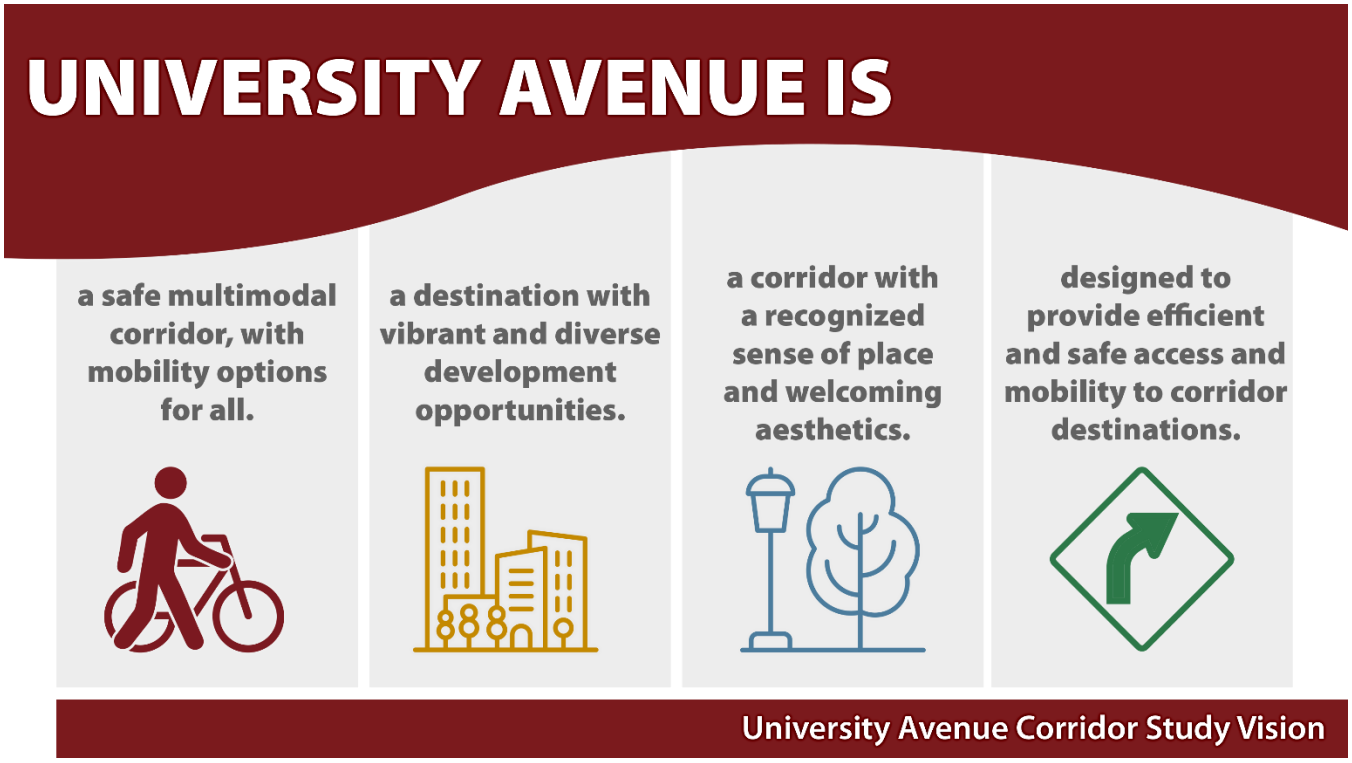
Land Use Feedback

Perception:	• Lack of vision • Lots of opportunity • Lack of green space
Concerns:	• Limited connectivity • New development and compatibility with existing
Opportunities:	• Increase connectivity for all • New development standards, including setbacks • Increased residential density • Improved public realm • Identify areas for redevelopment

4. THE VISION, GOALS, AND GUIDING PRINCIPLES

This study set out to understand the existing characteristics, the public's experiences, and opportunities for change to create a vision for University Avenue. An understanding of existing conditions provides the baseline for the vision to be built from. The public's experiences guide the opportunities to change and enhance the corridor in response to needs and desires.

Through the early phases of engagement and corridor assessment, four primary themes emerged: safe multimodal movement, opportunities for redevelopment, a vibrant public realm, and efficient access. These four themes combine to create a vision for the future of University Avenue.



KEY THEMES

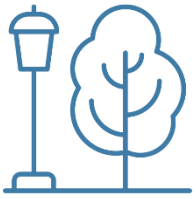
The four themes addressed by the University Avenue Corridor Vision will be used to inform future investments, improvements, and policy changes for the next ten years. The public input and purpose aligned with each theme are identified below.

Safe Multimodal Movement

Engagement Summary:	Throughout early engagement, the vehicle-centric design and function of University Avenue was highlighted, particularly related to high traffic volumes. The lack of safe, dedicated multimodal infrastructure was also highlighted.
Purpose/Goal:	Explore opportunities for a safe and efficient multimodal corridor for all users.

Opportunities for Redevelopment

Engagement Summary:	The variety of development types and changing nature of land uses along the corridor was identified through early public engagement. Particularly, the public identified a lack of consistent identity throughout the study corridor.
Purpose/Goal:	Explore opportunities for redevelopment along the corridor that not only spur economic development for the city, but also enhances the sense of place throughout the study area and creates a destination.



A Vibrant Public Realm

Engagement Summary:	Improving the sense of place along University Avenue was highlighted through engagement activities. Additionally, safe mobility and opportunities to travel throughout the corridor directly connects to right-of-way spaces. A desire for increased green spaces was also noted.
Purpose/Goal:	Explore opportunities to enhance the public realm by improving aesthetics and providing safe and comfortable spaces for people to occupy.

Efficient Access

Engagement Summary:	The need for improved circulation and access was highlighted through engagement results. This need includes both access from University Avenue, along with circulation within parking lots.
Purpose/Goal:	Explore opportunities to improve access to adjacent land uses and development from University Avenue that considers all modes of travel and improves experiences for all users.

GOALS

In addition to the key themes and vision for the corridor, goal statements were established to provide specific direction to assist in achieving the established vision. The following goals work together toward meeting the vision, as noted in the table below.

Goal Area	Goal Statement	Multimodal	Redevelopment	Public Realm	Access
General Planning	Advocate and promote bike and walk-friendly criteria for residents and businesses.	X	X	X	X
	Utilize the University Avenue Corridor Plan and the Comprehensive Plan as warranted to inform, support, and foster corridor-wide decision making.	X	X	X	X
	Plan for resiliency in all modal systems, by anticipating future changes or trends, incorporating redundancies into systems, and completing planning for recovery.	X	X	X	X
	Proactively seek collaboration and engagement with residents, stakeholders, business owners, and local jurisdictions.	X	X	X	X
Transportation	Support a full range of multi-modal transportation options to enhance access and connectivity throughout the University Avenue Corridor and surrounding streets.	X		X	X
	Develop and maintain a transportation system that supports new and existing residential, employment, commercial, and recreation areas and preserves and enhances neighborhood livability and the quality of life for the City of Middleton residents.	X	X	X	X
	Emphasize walking and biking as modes of transportation and provide opportunities for safe and efficient movement along the corridor.	X		X	
	Improve safety and efficiency for all users and modes of transportation by investigating best management practices for all modes.	X		X	X
	Support efforts to expand transit opportunities throughout the corridor and remain proactive in efforts to extend bus-rapid transit to the City of Middleton.	X		X	X
Land Use	Plan for the needs of bicyclists and pedestrians of all ages and abilities – including individuals with disabilities, in all new developments and as part of redevelopment and reconstruction projects.	X	X	X	

Goal Area	Goal Statement	Multimodal	Redevelopment	Public Realm	Access
	Define a sense of place that supports the creation of a destination while supporting the existing development.	X	X	X	
	Support the enhancement of green and natural spaces along University Avenue.		X	X	
	Develop public spaces that are aesthetically pleasing, inviting, safe, and impart a sense of community.			X	
	Establish clear design guidelines, recommendations, and requirements for redevelopment projects. Reference the City of Middleton Comprehensive Plan and revised Zoning Ordinances to assist with reinvestment and planning decisions. Incorporate Zoning best practices and innovative ideas.		X	X	
	Explore opportunities to diversify economic offerings and help businesses attract and retain a talented workforce.		X		
Economic Development	Promote the development of new business and provide support for existing industries.		X		
	Seek opportunities to redevelop vacant and underutilized properties.	X	X		
	Recruit, support, and incentivize businesses who utilize and promote sustainability and resiliency in their business operations.		X		

5. RECOMMENDATIONS

OVERVIEW

Throughout this planning process, opportunities and recommendations that support the University Avenue Vision were identified. This Plan has a vision to create:

- a safe multimodal corridor with mobility options for all
- a destination with vibrant and diverse development opportunities
- a corridor with a recognized sense of place and welcoming aesthetics
- a corridor designed to provide efficient and safe access and mobility to corridor destinations

This section identifies general corridor recommendations along with best practices to help the city achieve these recommendations. Note: Some recommendations are more general in nature, do not fall into one of the four categories above, and may not be easily mapped. An example of this is the following:

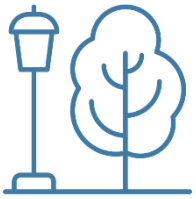
"The City of Middleton should continue discussions with the City of Madison and Madison Metro to expand bus-rapid transit (BRT) to this segment of University Avenue."

Safe Multimodal Movement Recommendations

1. Sidewalk and Terrace Upgrades
2. Crossing Upgrades at Signalized Intersections
3. Uncontrolled Crossing Upgrades
4. Implement a Mid-block Crossing
5. Implement Multi-use Path from Allen Boulevard to Branch Street
6. Sight Distance
7. Bus-Rapid Transit

Opportunities for Redevelopment Recommendations

1. Design Guidelines
2. Uniform Building Setbacks
3. Creation of Small Area Plans
4. Transit Oriented Development Housing Strategies
5. Vacant or Underutilized Parcel Identification
6. Continue to Perform Traffic Impact Analysis (TIAs) for New Development



A Vibrant Public Realm Recommendations

1. Burying Overhead Utility Lines
2. Planting Trees and Ornamental Plantings
3. Install Wayfinding/Signage
4. Explore Street Lighting Options
5. Opportunities for Public Art

Efficient Access Recommendations

1. Shared Parking Opportunities
2. Access Management
3. Improve Parking Lot Circulation

How to Use this Section

The following pages include details for each of the recommendations identified for University Avenue. These details include a background of the recommendation, corridor location, priority, high-level cost estimate, recommendation detail, applicable best practices, sources, or illustrations, and potential funding sources – all of which is highlighted into a table for each recommendation. The following table provides an overview of the detail provided for each recommendation.

# . Recommendation Title								Vision Element Supported
Background:	Why was this recommendation identified, and what outcome does it help achieve?							
Corridor Location:	**Priority:**				**Cost Estimate:**			
Where on the corridor	Low	Medium	High	Unknown	$	$$	$$$	Unknown
Recommendation Detail:								
Detailed information about the recommendation including potential solutions and considerations for implementation.								
Applicable Best Practices:					**Potential Funding Programs:**			
• Best practices or policies that can be used to implement the recommendations					• Potential funding sources available to assist in implementation			

PRIORITY:

The priority of implementation of the recommendation will be highlighted.

COST ESTIMATE:

An overall estimate of the cost to implement the recommendation will be highlighted. This figure represents an estimate that will be refined through further design or study. The estimates are categorized into four buckets:

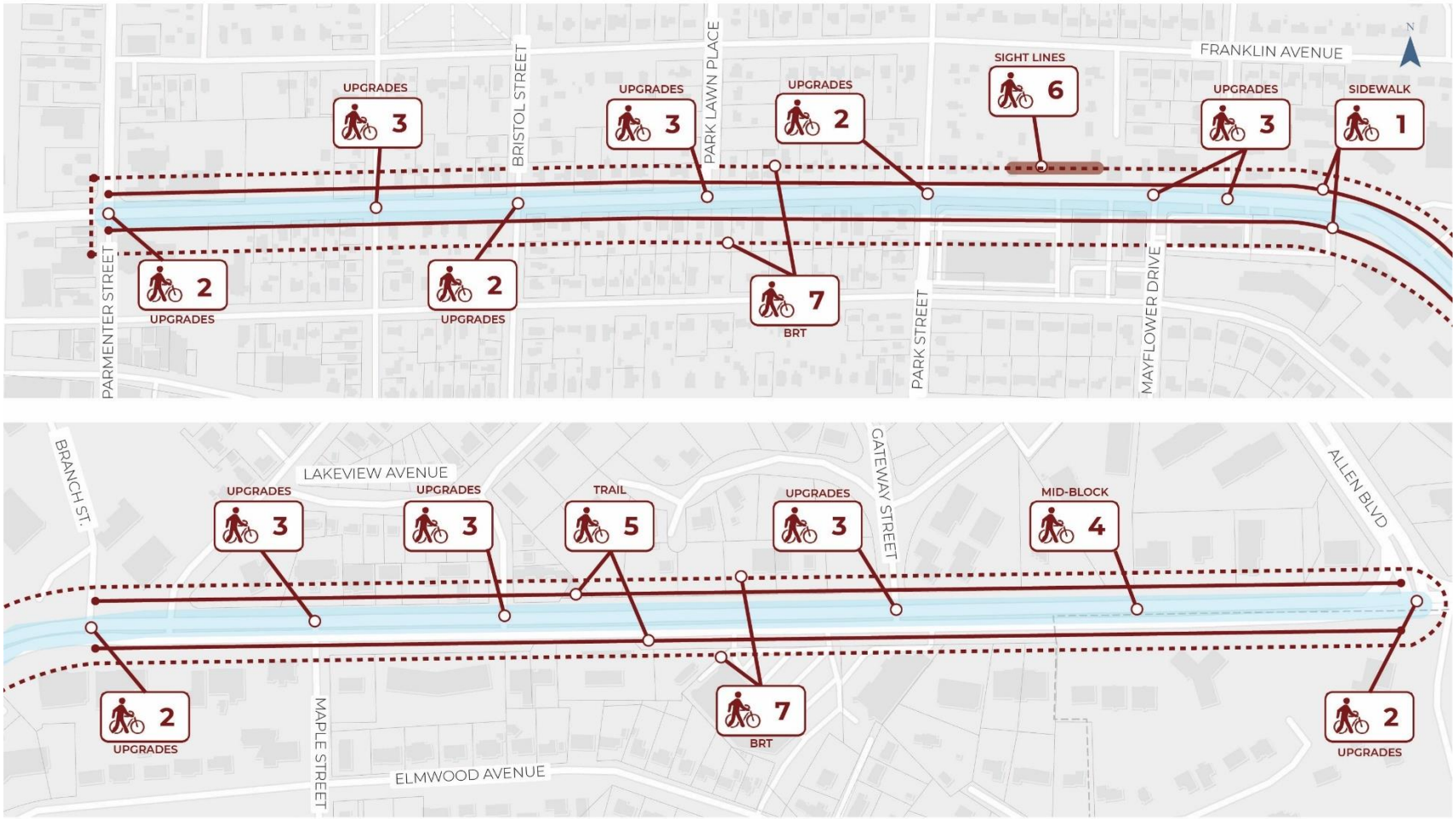
$ $0 to $50,000 **$$** 50,000 to $100,000 **$$$** Over $100,000 **Unknown** unknown at this time

If more detailed cost estimates are available at this time, they are included with each recommendation.

SAFE MULTIMODAL MOVEMENT RECOMMENDATIONS

Figure 10 maps the recommended improvements for safer multimodal movements of pedestrians and bicyclists.

Figure 10. Safe Multimodal Movement Recommendations



1. Sidewalk and Terrace Upgrades

Background:

The existing sidewalk width along University Avenue between Parmenter Street and Branch Street is the absolute minimum per accessibility standards. Sidewalk and terrace widening are key considerations to improve mobility along the entire corridor. Sidewalks help keep pedestrians and motorists safe, and enhance mobility for everyone, including individuals using wheelchairs, parents with strollers, and people accessing public transit. Per the Americans with Disabilities Act (ADA) of 1990, the unobstructed width of a sidewalk must be a minimum of four feet. While the University Avenue sidewalk meets this minimum standard, increasing the sidewalk and/or terrace width would enhance pedestrian accessibility, expand terrace space for snow storage, and provide opportunities to improve the streetscape.

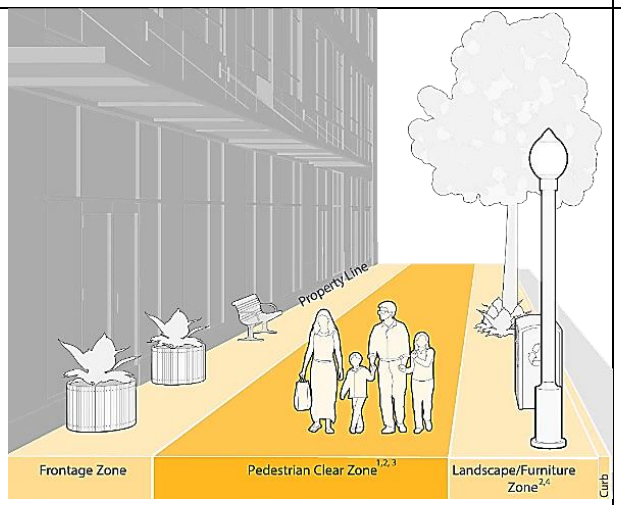
Corridor Location:	Priority:				Cost Estimate:			
University Avenue from Parmenter Street to Branch Street	Low	Medium	**High**	Unknown	$	$$	**$$$**	Unknown

Recommendation Detail:

The City of Middleton should seek opportunities to increase the sidewalk and terrace width between Parmenter Street and Branch Street. These efforts will depend upon redevelopment of existing properties and require coordination with property owners to obtain easements or additional public right-of-way. Exact increases in width are dependent upon the design of future development or if the roadway is reconstructed and lane widths are reduced. However, the Federal Highway Administration (FHWA) states that as the width of the sidewalk and separation distance between the road and the walkway increases, it becomes more comfortable for pedestrians. Further, pedestrians and businesses thrive where sidewalks are built at an appropriate scale, have sufficient lighting and shade from street trees, and where landscaping and street furniture do not impede pedestrian flow, and street-level activity. These considerations are especially important for streets with higher traffic speeds and volumes such as University Avenue. While this is a conceptual recommendation and cost estimates are dependent upon several variables, the cost to reconstruct a sidewalk is estimated between $200,000 and $300,000 per mile.

Applicable Best Practices:

- The preferred minimum sidewalk width per the FHWA and Institute of Transportation Engineers (ITE) is five feet with a minimum terrace width of four feet to accommodate two people comfortably walking side-by-side and separate the sidewalk from the roadway. The sidewalk and terrace width should increase along higher volume roadways when possible.
- Public Right-of-Way Accessibility Guidelines (PROWAG)
- Americans with Disabilities Act of 1990 (ADA)



Potential Funding Programs:

- Safe Routes to School – Dane County
- WisDOT Transportation Alternatives Program (TAP)
- Rebuilding American Infrastructure with Sustainability and Equity (RAISE)
- Community Development Block Grant – Public Facilities

2. Crossing Upgrades at Signalized Intersections

Background:

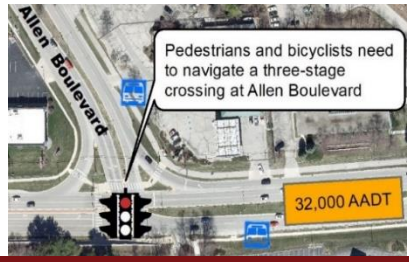
There are five signalized intersections along the corridor. All locations have crosswalk markings; however, these operate as key locations for higher pedestrian and bicycle volumes due to the traffic control present that facilitates safer movements across and along University Avenue.

Corridor Location:	Priority:				Cost Estimate:			
• Parmenter Street, Park Street, Allen Boulevard	Low	Medium	**High**	Unknown	**$**	**$$**	$$$	Unknown
• Branch Street	Low	**Medium**	High	Unknown	**$**	$$	$$$	Unknown
• Bristol Street	**Low**	Medium	High	Unknown	**$**	$$	$$$	Unknown

Recommendation Detail:

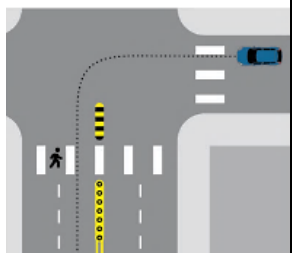
Further studies at all five locations are needed to determine if crossing improvements or upgrades should be considered and understand the treatments that could resolve identified issues. The Parmenter Street intersection was most recently upgraded in 2019 as part of the University Avenue Reconstruction Project. This intersection is a critical crossing connecting downtown Middleton to the high school and points north. Park Street is also a major crossing and serves as the intersection dividing corridor land uses (residential to the west, and commercial, shopping, and multi-family to the east). The Park Street intersection becomes very crowded at peak hours and there are many access points and turning movements occurring at this location.

The City of Madison recently constructed a multi-use path north of Allen Boulevard. The current configuration of Allen Boulevard has a three-stage crossing, which serves as a potential hazard and safety issue.



Applicable Best Practices:

- Leading pedestrian intervals are a low-cost solution that provide pedestrians enough time to cross one-lane of traffic to reduce conflicts with turning vehicles.
- Right-turn on red restriction is key at locations with a very high number of turning vehicles and pedestrians to reduce conflicts.
- Hardened centerlines are a low-cost solution to slow left-turning speeds and have successfully been implemented in cold-weather climate cities in the United States resulting in clear safety benefits.
- Review signal timing to ensure adequate walk time is provided, as well as left-turn controls to identify potential upgrades to protected or protected/permissive signal timing to reduce conflicts between turning vehicles and people crossing the road.



Potential Funding Programs:

- Safe Routes to School – Dane County
- WisDOT Transportation Alternatives Program (TAP)
- Rebuilding American Infrastructure with Sustainability and Equity (RAISE)

Crossing Infrastructure Options at Signalized Intersections

Infrastructure	Guidance	Avg Cost Est.	Applicable Location(s)
High Visibility Crosswalk Markings and Stop Bar	Continental design and at least six feet wide to provide a comfortable crossing. Stop bar minimum four feet, up to eight feet from crosswalk to limit vehicle encroachment.	$3,000 per crossing	Branch Street (west leg)
Hardened Centerline	Flex posts on the centerline with a modular rubber nose. Slows left-turning vehicles by impacting the turning angle.	$1,000 per crossing	Parmenter Street (all legs) Park Street (west leg) Bristol Street (east and west legs)
No Right-Turn on Red Signage	Reduce conflicts between vehicles and people crossing by restricting right-turns at high-volume intersections.	$200 static; $3,000 LED	Parmenter Street (highest volume turns) Park Street (highest volume turns) Allen Boulevard (southbound right) Branch Street (highest volume turns)
Leading Pedestrian Interval (LPI)[1]	Provides people crossing a minimum three second and maximum ten second head start to enter the intersection with a corresponding green signal for vehicles in the same direction.	Infrastructure dependent	Parmenter Street Park Street Allen Boulevard Branch Street Bristol Street
Pedestrian Island Refuge	Minimum six-feet wide, preferred eight to ten feet wide. Provides a two-stage crossing and shortens the overall crossing distance.	$25,000 to $50,000 per crossing	Park Street (east leg, extend nose) Allen Boulevard (north leg, extend nose)
Lighting	Adheres to illumination guidance and best practices.	$10,000 to $40,000 per intersection	Park Street (all corners) Branch Street (all corners)
Audible Beaconing	Provides an audible signal to assist pedestrians with a visual impairment crossing the street.		Parmenter Street Park Street Allen Boulevard Branch Street Bristol Street

[1] *Range was determined by measuring the distance to clear one travel lane at 3 feet/second to 3.5 feet/second. Further analysis is required*

Source: Minnesota's Best Practices for Pedestrian and Bicycle Safety, MnDOT (2021); Manual on Uniform Traffic Control Devices; Portland Bureau of Transportation; Evaluation Report Left-turn Calming Pilot Project (2020); Crash Modification Factors Clearinghouse

3. Uncontrolled Crossing Upgrades

Background:

There are seven existing uncontrolled marked crosswalks that should be explored for potential crossing infrastructure upgrades to align with best practices for a roadway of this volume and configuration. University Avenue is at least four lanes at the existing crossings and with traffic volumes exceeding 20,000 vehicles per day, enhancements to lessen crossing distances and stop traffic will improve the safety and comfort of pedestrians and bicyclists crossing the roadway.

Corridor Location:	Priority:				Cost Estimate:			
Park Lawn Place	Low	Medium	**High**	Unknown	$	$$	**$$$**	Unknown
Middleton Street and Gateway Street	Low	**Medium**	High	Unknown	$	$$	**$$$**	Unknown
Mayflower Drive (west) and (east), Maple Street, and Lakeview Avenue	**Low**	Medium	High	Unknown	$	$$	**$$$**	Unknown

Recommendation Detail:

Park Lawn Place. Installation of a new crosswalk at Park Lawn Place eliminates a pedestrian crossing at a busy intersection, especially during school arrival and release times, and provides a more direct route to/from Middleton High School which is one block away and for the users of the cut through path to Elmwood Avenue via a shared driveway with 7201 University Avenue. An additional crosswalk is recommended to be installed on the west leg of University Avenue at Park Lawn Place to provide a more direct connection with a cut-through trail and eliminate an unnecessary crossing of Park Lawn Place. Currently, pedestrians must cross University Avenue (red), however, by installing a crosswalk on the western side of University Avenue and Park Lawn Place (green) would eliminate a crossing, reducing the potential for a serious crash with turning vehicles onto/out of Park Lawn Place.

Applicable Best Practices:

- Safe and frequent crosswalks support a walkable environment. Crosswalks should be applied where pedestrian traffic is anticipated and encouraged.
- Crosswalks should be aligned as closely as possible with the desired pathway for a pedestrian as human nature will follow the quickest path of least resistance.
- At a multi-lane crossing with Rectangular Rapid Flashing Beacon (RRFBs) or Pedestrian Hybrid Beacon (PHBs), use advanced stop bar markings to improve pedestrian visibility.
- Implement an RRFB or PHB system to align with best practices found in the FHWA Step Guide. A PHB will require a warrant analysis. Arizona DOT has developed at PHB Evaluation to further determine applicability.

Potential Funding Programs:

- Safe Routes to School – Dane County
- WisDOT Transportation Alternatives Program (TAP)
- Rebuilding American Infrastructure with Sustainability and Equity (RAISE)

Crossing Infrastructure Options at Uncontrolled Crossings

Infrastructure	Guidance	Avg. Cost Est	Applicable Locations
High Visibility Crosswalk Marking	Continental design and at least six feet wide to provide a comfortable crossing.	$3,000 per crossing	Park Lawn Place (west leg)
Advanced Yield Markings	Minimum 20 feet, preferred 30-50 feet from crosswalk. Markings increase the comfort of people crossing and motorist sight distance.	$1,500 per crossing	Park Lawn Place (east and west legs) Middleton Street (east and west legs) Gateway Street (east leg) Mayflower Drive (both crossings) Maple Street (west leg) Lakeview Avenue (east leg)
Pedestrian Island Refuge	Minimum six-feet wide, preferred eight to ten feet wide. Minimum 20 feet long, preferred 40 to 60 feet long.	$25,000 to $50,000 per crossing	Gateway Street (east leg, eliminate taper) Mayflower Drive (both crossings, eliminate tapers) Maple Street (west leg, eliminate taper) Lakeview Avenue (east leg, eliminate taper)
Pedestrian Hybrid Beacon	Motorist yield compliance of over 90 percent, significantly improving the safety of crossing high-volume roadways. Mast and signal heads in each direction.	$100,000 to $170,000 each	Park Lawn Place (east and west legs) Middleton Street (east and west legs) Gateway Street (east and west legs) Mayflower Drive (both crossings) Maple Street (west leg) Lakeview Avenue (east leg)
Lighting	Adheres to illumination guidance.	$10,000 to $40,000 per intersection	Park Lawn Place (east and west legs) Middleton Street (east and west legs) Gateway Street (east leg) Mayflower Drive (both crossings) Maple Street (west leg) Lakeview Avenue (east leg)

Source: Minnesota's Best Practices for Pedestrian and Bicycle Safety, MnDOT (2021); Manual on Uniform Traffic Control Devices (September 2020); Uncontrolled Pedestrian Crosswalk Quick Reference Guidance, Minnesota Local Road Research Board (2020); Crash Modification Factors Clearinghouse

4. Implement a Mid-block Crossing

Background:

Currently, there is a 1,280 foot (approximately ¼ mile gap) between existing marked crosswalks at N. Gateway Street and Allen Boulevard. Adhering to reasonable spacing between crossings is important to ensure a corridor is not a barrier. The National Association of City Transportation Officials (NACTO) broadly defines acceptable distance between crossings as within an approximate three-minute walk (approximately 600 feet), Crossing placement is heavily dependent upon the surrounding context, land use and destinations, network connectivity, and other factors. A minimum spacing of 200 feet between signalized crossings is identified in the Manual of Uniform Traffic Control Devices (MUTCD). The installation of a mid-block crosswalk at this location would support the needs of area residents and transit users and address a long gap between marked crosswalks.

Corridor Location:	Priority:				Cost Estimate:			
Between N. Gateway Street and Allen Boulevard	Low	**Medium**	High	Unknown	$	$$	**$$$**	Unknown

Recommendation Detail:

Installation of a mid-block crosswalk should be considered between N. Gateway Street and Allen Boulevard. The area between N. Gateway Street and Allen Boulevard is changing. Average annual daily traffic at this location is 22,000 vehicles per day. With the proposed redevelopment at 6220 and 6230 University Avenue and the recent construction of the Philben Apartments (City of Madison), density and traffic will continue to increase. There are numerous multi-family buildings (Lakeview Gables and Landl Apartments) in this stretch, served by three Madison Metro transit stops. Due to these destinations, a crossing would create dedicated space for pedestrians and bicyclists to access those locations.

Applicable Best Practices:

- Conduct pedestrian counts and consider Madison Metro transit ridership data along this stretch to assist with determining exact crossing location and pedestrian hybrid beacon (PHB) warrant.
- The crossing should try to leverage the existing median to facilitate a two-stage crossing adjacent to 6237 University Avenue.
- Crosswalks should be aligned as closely as possible with the desired pathway for a pedestrian as human nature will follow the quickest path of least resistance.
- At a multi-lane crossing with PHBs, use advanced stop bar markings to improve pedestrian visibility.
- Implement a PHB system if warranted to align with best practices found in the FHWA Step Guide.
- Consider high-visibility crosswalk markings such as ladder, or continental.

Potential Funding Programs:

- Safe Routes to School – Dane County
- WisDOT Transportation Alternatives Program (TAP)
- Rebuilding American Infrastructure with Sustainability and Equity (RAISE)

5. Implement Multi-use Path from Allen Boulevard to Branch Street

Background:

The right-of-way between Allen Boulevard and Branch Street is approximately 120-foot-wide. Therefore, due to the available space a 10-foot-wide multi-use path and landscaped buffer could fit along both sides of University Avenue from Allen Boulevard to Branch Street. The multi-use path could serve as the next logical connection extending the City of Madison's multi-use path east of Allen Boulevard (constructed in 2021), connecting Middleton residents to jobs, shopping, and recreational opportunities, and providing safer accommodations for students commuting to school. While this would come at a considerable cost, including survey, preliminary design, environmental clearances, final design, and construction and take multiple years to complete, projects of this magnitude can have considerable economic and safety benefits.

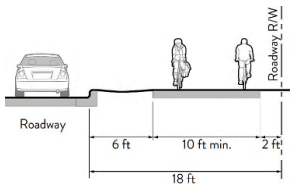
Corridor Location:	Priority:				Cost Estimate:			
University Avenue from Allen Boulevard to Branch Street	**Low**	Medium	High	Unknown	$	$$	**$$$**	Unknown

Recommendation Detail:

A multi-use path is appropriate along University Avenue from Allen Boulevard to Branch Street due to existing traffic volumes that exceed 10,000 AADT (FHWA's Bikeway Selection Guide). Instead of the existing on-street bicycle lanes, the path will separate bicyclists from traffic and provides the lowest stress option for bicycle infrastructure. The north side connection should be prioritized if both sides cannot be implemented at once. In addition to bicycle infrastructure along University Avenue, special attention should be placed to connecting bicyclists between the proposed path and east-west bike connections along Franklin and Elmwood Avenues. Branch Street has existing on-street bike lanes that will facilitate a connection to Franklin Avenue and Maple Street will be the key connection to Elmwood Avenue and should be considered for bicycle infrastructure.

Applicable Best Practices:

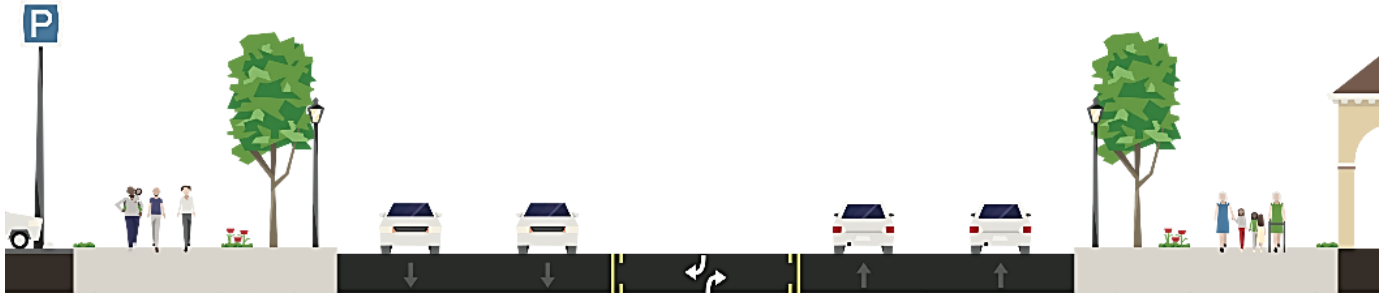
- As shown at right, a minimum 10-foot-wide multi-use path with terrace is preferred.
- The potential cross-section illustrates how multi-use paths along both sides of the corridor could fit within the existing right-of-way.



Potential Funding Programs:

- Safe Routes to School – Dane County
- WisDOT Transportation Alternatives Program (TAP)
- Rebuilding American Infrastructure with Sustainability and Equity (RAISE)

Cross Section of University Avenue from Allen Boulevard to Branch Street with shared-use paths along both sides shown to the right.



6. Sight Distance Enhancements

Background:	Encroachments are defined as any unauthorized object located partially or wholly within the right-of-way. These include fixed objects such as buildings, fences, signs, retaining walls, and unkept landscaping. Encroachments may pose potential safety hazards to pedestrian, bicyclists, and motorists, and block critical sight distance. There are areas along the corridor that have poor sight lines due to lack of maintenance, inconsistent building setback distances, and large trees.

Corridor Location:	Priority:				Cost Estimate:			
Various locations throughout the corridor	**Low**	Medium	High	Unknown	**$**	$$	$$$	Unknown

Recommendation Detail:

The City of Middleton is updating its Zoning Code with a Re-Write Project in 2022 and building setback distances guidance from that document should be followed for all new redevelopment. Property owners along University Avenue are expected to upkeep their properties. Tree roots can also damage sidewalks, so it is important that landscaping is maintained so that it does not damage infrastructure or obstruct visibility. Property owners that fail to remove encroachments in a timely manner are subject to penalties pursuant to Wis. Stats. 86.04, 86.021, and 86.022.

Applicable Best Practices:

- Reference City of Middleton Zoning Code
- Reference Wisconsin Department of Transportation – Encroachment's page for guidance for County Highways
- Adhere to Wis Stats. 86.04, 86.021, and 86.022
- WisDOT FDM 11-10 Design Controls, 5.1.4

Potential Funding Programs:

None

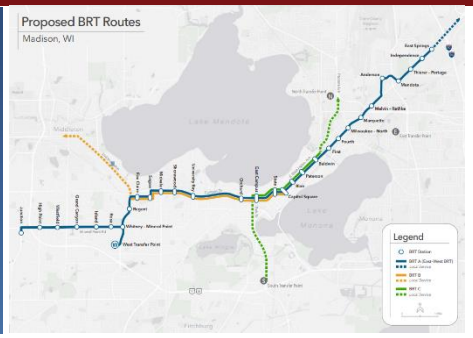
7. Bus-Rapid Transit

Background:

Bus-rapid transit is a cost-effective transit system that utilizes dedicated lanes, prepaid tickets, and other improvements to improve the overall experience of the system and get riders to their destinations more quickly. The City of Madison and Madison Metro are in the process of implementing a BRT system to serve the Madison metro area, with service expected to begin in Fall 2024. University Avenue is a high-capacity corridor that averages over 20,000 vehicle trips per day. Within the two census tracts covered by the corridor, approximately five percent residents utilize transit to get to work and, generally speaking, residents north of University Avenue experience higher rates of zero-vehicle households, individuals below poverty status, and individuals with a disability than those south of University Avenue or City of Middleton residents as a whole. Investment in bus-rapid transit and increased transit service contributes to overall community sustainability by reducing automobile dependence and vehicular trips and providing mobility opportunities to those who do not have easy access to a vehicle.

Corridor Location:	Priority:				Cost Estimate:			
Throughout the corridor	**Low**	Medium	High	Unknown	**$**	$$	$$$	Unknown

Recommendation Detail:



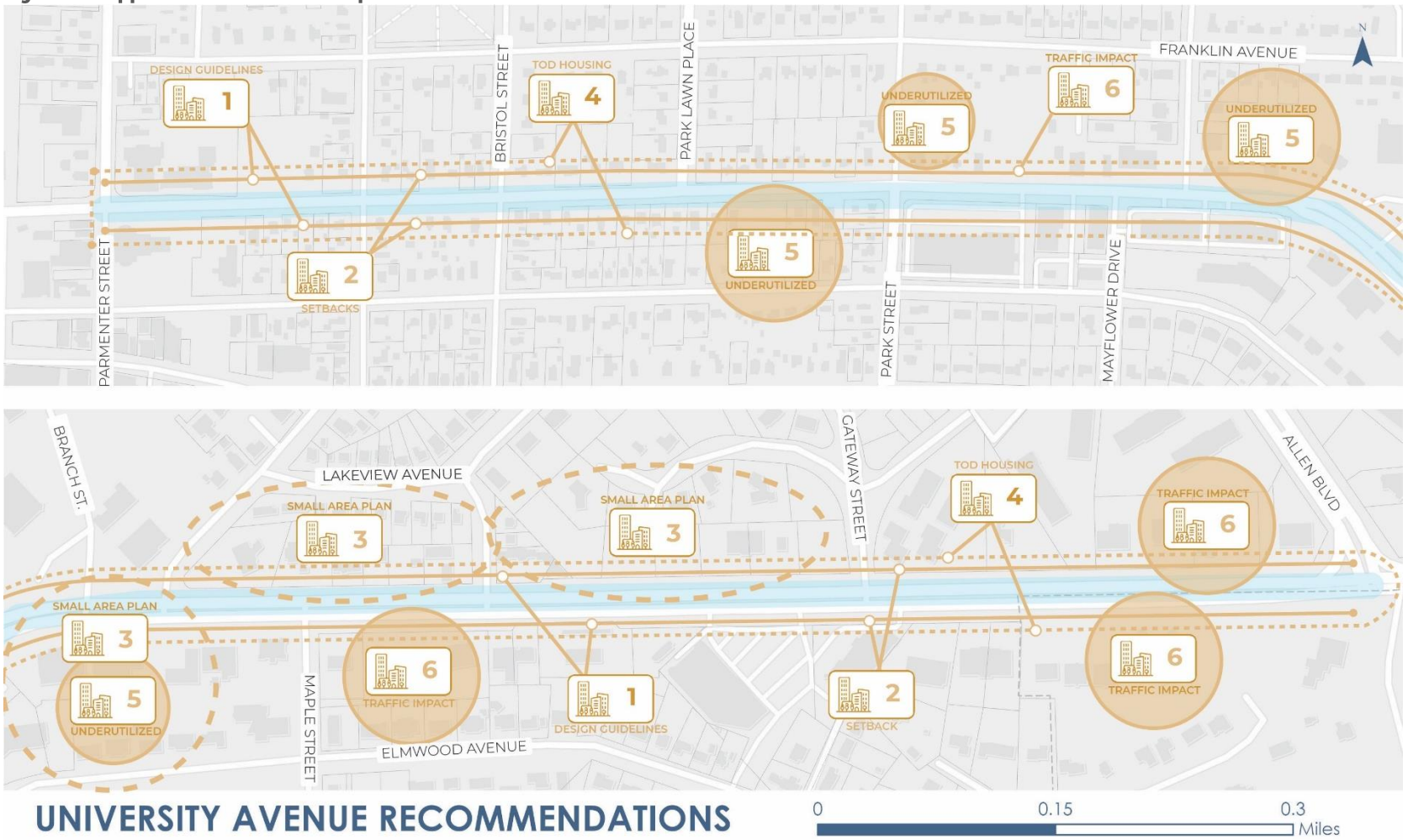
The City of Middleton should continue to engage in routine discussions with the City of Madison and Madison Metro to expand bus-rapid transit (BRT) to this segment of University Avenue. This vision for the University Avenue Corridor strives for it to become a multimodal corridor, with mobility options for all. As was illustrated in jobs by distance data, over 62 percent of corridor residents travel fewer than 10 miles to work, with most traveling east towards the City of Madison. Expansion of the BRT system along the Middleton portion of University Avenue will work to reduce vehicle traffic along the corridor, offer more efficient transit access to Madison, and provide increased mobility options for all. It will also reduce the carbon footprint of commuters in and out of Middleton by removing automobile trips, lowering vehicle miles traveled, and reducing the demand for on-site parking.

Applicable Best Practices:	Potential Funding Programs:
None	None

OPPORTUNITIES FOR REDEVELOPMENT RECOMMENDATIONS

Figure 11 maps some of the opportunities for redevelopment along the University Avenue Corridor.

Figure 11. Opportunities for Redevelopment Recommendations



1. Design Guidelines

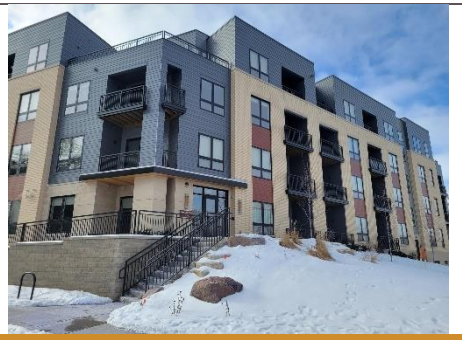
Background:

Design guidelines are used to protect and enhance the appearance and function of properties and neighborhoods by creating a sense of order and consistency between development projects. Guidelines often provide standards for site and building design by addressing topics such as parking, lighting, signage, building height, look, and others. Typically, guidelines provide a general framework to ensure a basic level of neighborhood uniformity while allowing for flexibility and creativity in site and building design. The City of Middleton adopted design guidelines as a part of the Parmenter Neighborhood Plan in 2008.

Corridor Location:	Priority:				Cost Estimate:			
Throughout the corridor	Low	Medium	**High**	Unknown	$	$$	$$$	**Unknown**

Recommendation Detail:

The City of Middleton should consider adoption of design guidelines for the University Avenue corridor consistent with Appendix B. The design guidelines address setbacks, signage, lighting, parking, service areas, building height, building entrance features, building massing and articulation, commercial ground floor transparency, roof expression and design, building materials, and building colors. Other recommendations included in this Plan are addressed, at least in part, by the recommended design guidelines.



Applicable Best Practices:

- City of Middleton Parmenter Neighborhood Plan
- Smart Growth Guidelines for Sustainable Design and Development
- City of Middleton – Chapter 10 Zoning
- City of Madison University Avenue Corridor Plan

Potential Funding Programs:

None

2. Uniform Building Setbacks

Background:

The distance between buildings and the University Avenue right-of-way varies greatly throughout the University Avenue corridor. Specifically, structures between Branch Street and Allen Boulevard are setback much further than those located west of Branch Street. Over half of the existing structures between Park Street and Branch Street are setback less than 50 feet from the roadway, while over 90 percent of structures between Branch Street and Allen Boulevard are setback greater than 50 feet. Additionally, the setback distance between adjacent buildings can vary significantly. The existing zoning standards require a minimum front setback ranging from 20 to 30 feet. The width of the right-of-way also varies across the corridor, which contributes to differing setbacks. As areas of the corridor are redeveloped, there is an opportunity to create consistency in building setback distances, which can present a sense of order and visual cohesion, ease infrastructure planning, and promote transit-oriented development.

Corridor Location:	Priority:				Cost Estimate:			
Throughout the corridor	Low	Medium	**High**	Unknown	$	$$	$$$	**Unknown**

Recommendation Detail:

The City of Middleton should explore establishing uniform front setback standards for the University Avenue Corridor. Due to the speed and capacity of the corridor, the recently constructed Kestrel Apartments, setback approximately 20 feet, may be a little too close to the roadway, while the building directly to the east is setback approximately 75 feet from the edge of the road (too far to create an ideal walkable corridor). A setback distance of 25 feet, like the Work Station building located at 6808 University Avenue, would best balance walkability and safety considerations, with parking located to the side or behind buildings. It's recommended that the city implement a setback range, with a minimum setback of 25 feet and a maximum setback of 50 feet, measured from the street curb.

Applicable Best Practices:

- Setback averaging
- Design guidelines
- Buffering

Potential Funding Programs:

None

3. Creation of Small Area Plans

Background:

A small area plan is any plan that addresses the issues of a portion of a city. Small area plans can cover areas as small as a few parcels, to neighborhoods, or corridors. Regardless of the size of the area, these plans usually cover a specific geography that has a cohesive set of characteristics. These plans address an area's unique issues with tailored solutions. Small area plans enable the city to prioritize and coordinate capital projects and to set the stage for private investment. These plans address elements of the built environment such as housing, businesses, public improvements, and the transportation network. Small area plans are especially appropriate and effective in underserved areas with low- to moderate-income households, and declining residential and commercial areas.

Corridor Location:	Priority:				Cost Estimate:			
University Avenue and Branch Street Intersection	Low	**Medium**	High	Unknown	**$**	**$$**	$$$	Unknown
North of University Avenue between Branch Street and Lakeview Avenue	**Low**	Medium	High	Unknown	**$**	**$$**	$$$	Unknown
North of University Avenue between Lakeview Avenue and Gateway Street	**Low**	Medium	High	Unknown	**$**	**$$**	$$$	Unknown

Recommendation Detail:

The first step in each small area plan is to identify the plan area boundary. The boundary determines the size of the plan and identifies the complexity of the process. A description of the boundary should be confirmed in a resolution of the City Council. To determine areas, like characteristics should be identified along with existing barriers or dividers (e.g., major roadways, wetlands, etc.).

The development of a small area plan allows the city and stakeholders to understand the unique elements and characteristics of an area, while understanding the connection to the larger region. Through this exploratory exercise, opportunities for enhancement and investment can be identified to support the needs and desires of the area. It also provides an opportunity to explore how regional or citywide policies can be implemented at a smaller and individualized scale.

Applicable Best Practices:

There are many processes and methodologies that can be used to guide the development of a small area plan. Generally, it includes a four-step process of understanding current conditions, defining the goals and direction, exploring options, and documenting the recommendations. To allow for consistent use of these small areas by the City of Middleton, the city should establish the framework or topic areas for each plan to follow.

Potential Funding Programs:

- Community Development Block Grants
- Various sources may be considered for implementation

4. Transit Oriented Development Housing Strategies

Background:

Transit oriented development (TOD) is generally defined as compact mixed-use development within walkable and multimodal communities that is near transit hubs. Generally, successful TOD is dependent upon level of both residential and employment density around the transit hub and ease of accessing the transit service. Focusing growth near transit, helps to capitalize on public investments in transit infrastructure. The City of Madison and Madison Metro are in the process of implementing a bus-rapid transit system to serve the Madison Metropolitan area. While that system is not currently planned to extend into the City of Middleton at this time, it presents an opportunity for the city to implement development strategies that will support future bus-rapid transit service along this segment of University Avenue.

Corridor Location:	Priority:				Cost Estimate:			
Throughout the corridor	Low	**Medium**	High	Unknown	$	$$	$$$	**Unknown**

Recommendation Detail:

The City of Middleton should explore opportunities to encourage transit-oriented housing development and land uses within the University Avenue Corridor. Those efforts should include:

- Reviewing the Zoning Code and implementing options for increased densities and housing diversity within the University Avenue Corridor. Items that should be considered include allowing taller buildings in close to preferred, planned, or existing transit stops; reducing parking requirements to limit the amount of land consumed by surface parking lots; promoting site assembly of smaller parcels to allow larger scale cohesive development projects; and allowing a variety of housing types, such as missing middle housing.
- Implement Safe Multimodal Movement recommendations to increase the walkability of the corridor, which will increase transit usage.
- Incorporate TOD strategies in the development of small area plans across the University Avenue Corridor.

Applicable Best Practices:

- Federal Transit Administration-TOD Guidance
- Mixed-Income Transit-Transit Oriented Development (MITOD) Action Guide
- Missing Middle Housing

Potential Funding Programs:

- Pilot Program for Transit-Oriented Development Planning

5. Vacant or Underutilized Parcel Identification

Background:

The City of Middleton created Tax Incremental Financing District #5 (TID #5) in 2009. Several parcels along University Avenue are included in the district. Some of the key elements for parcels within the district include promoting the creation of high density, multiple land uses, provide redevelopment and sustainable infill opportunities, and remove economically blighted properties. There are numerous vacancies and properties along University Avenue that are primed for redevelopment. Redeveloping properties has several advantages for the city and for the corridor including:

- Revived look and feel in a use that is compatible
- Job retention and attraction
- Increased tax revenue for the city
- Efficient use of existing infrastructure
- Environmentally responsible
- Removes blight
- Increased property values
- Increased demand for urban living
- Attracts more visitors and newcomers to the area
- For mixed use developments, helps with housing shortages and affordable homes
- Increases density and brings people closer to existing services

Corridor Location:

Various parcels throughout corridor (see Figure 11)

Priority:

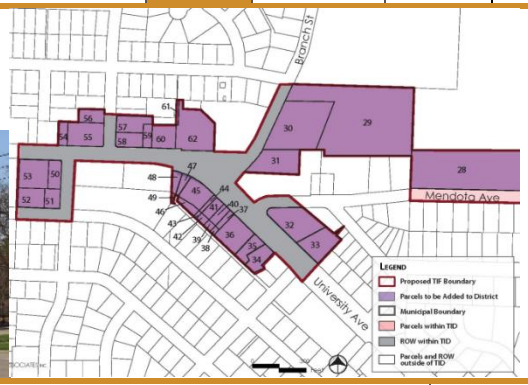
Low	Medium	High	Unknown
Low			

Cost Estimate:

$	$$	$$$	Unknown
			Unknown

Recommendation Detail:

The City of Middleton should explore tax incentives (TID #5) to attract businesses to the University Avenue Corridor.



Applicable Best Practices:

- TID District #5 Project Plan and Map

Potential Funding Programs:

- Community Development Block Grants
- Idle Sites Redevelopment Program
- Main Street Bounceback Grants (WEDC)
- Brownfield Grants Program (WEDC)

6. Continue to Perform Traffic Impact Analysis (TIAs) for New Development

Background:	A traffic impact analysis (TIA) is a study which assesses the adequacy of the existing or future transportation infrastructure to accommodate additional trips generated by a proposed development, redevelopment, or land rezoning. TIA's help forecast additional traffic associated with the new development and determine the improvements to the transportation network that are necessary to accommodate the new development. Additionality, TIA's help in assisting with considerations of multimodal infrastructure, land use decision making, and recommend necessary geometric or operational improvements to the roadways.

Corridor Location:	Priority:				Cost Estimate:			
Various locations as redevelopment occurs	**Low**	Medium	High	Unknown	**$**	$$	$$$	Unknown

Recommendation Detail:

- People choose where to live based on accessibly to schools, shopping, and services.
- Development costs increase if regulations and requirements are uncertain:
  - Increased risk to complete projects
  - Greater holding costs of land
  - Taxes paid on land not generating income
- Future impact analysis includes traffic, site planning, design standards, infrastructure extensions, and other site mitigation factors.
- Middleton should continue to require TIA's for new development along University Avenue to assure the roadway infrastructure can adequately support the development.

Applicable Best Practices:

- Mobility means community progress, growth, and prosperity. Poorly planned development inhibits mobility.
- Land-use and transportation plans are developed jointly.
- Development density and the transportation facilities that serve the development are in balance.
- Public officials fully understand the impacts of new development (and redevelopment) prior to approving projects.

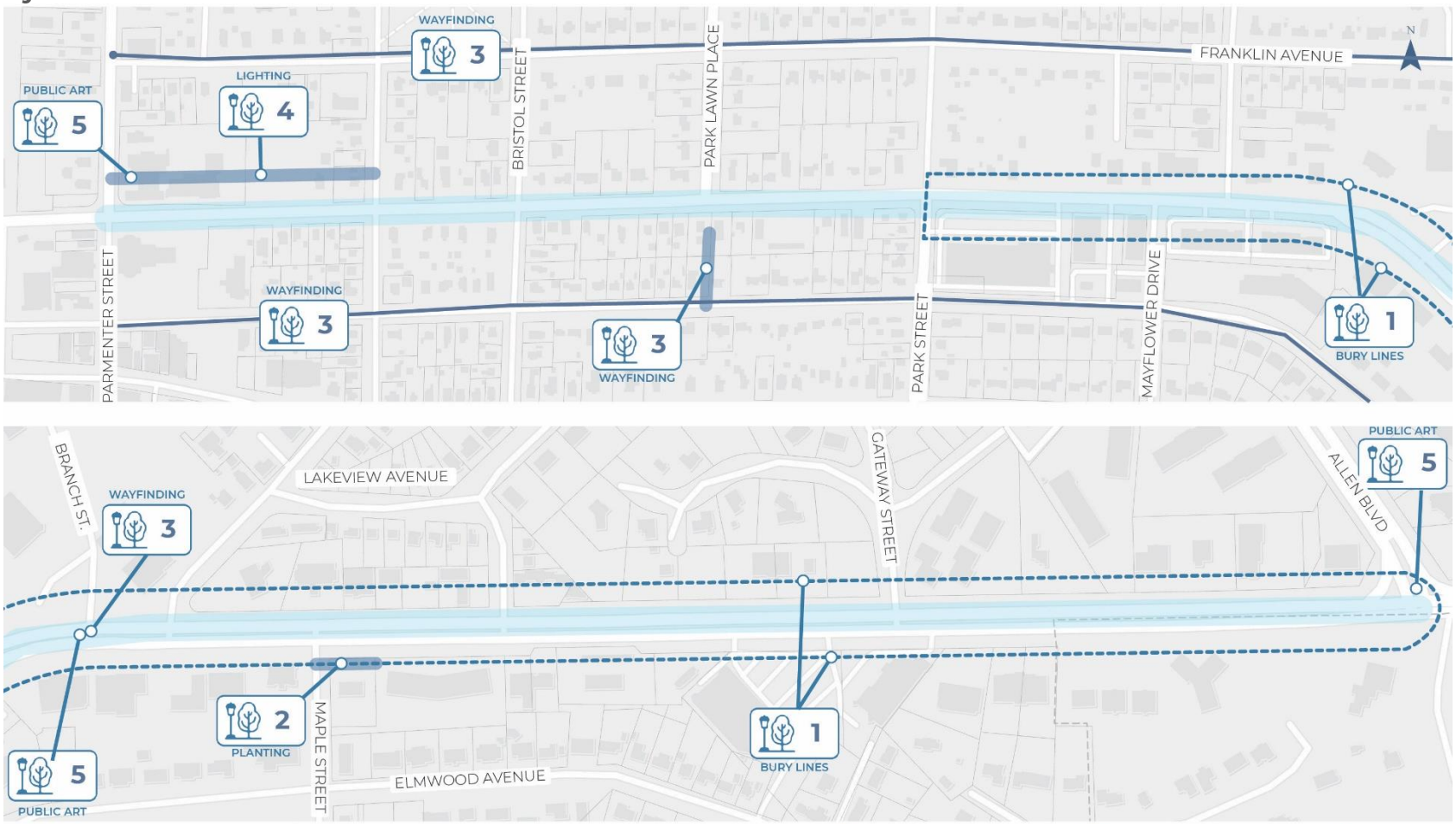
Potential Funding Programs:

- Developer escrow accounts

VIBRANT PUBLIC REALM RECOMMENDATIONS

Figure 12 displays some of the opportunities to develop a vibrant public realm along the University Avenue Corridor.

Figure 12. Vibrant Public Realm Recommendations



1. Burying Overhead Utility Lines

Background:

The portion of the University Avenue Corridor east of Park Street is served primarily by overhead utility lines. Those utility lines provide electricity to businesses and residences throughout the Corridor. Utility lines are buried west of Park Street. Burying utility lines improves corridor aesthetics, eliminates fire hazards, accidents, safety risks and power outages due to fallen lines. Buried lines also reduce the risk of health conditions related to electromagnetic radiation and improves road safety by lessening the chances of pedestrians, bicyclists, or motorists striking poles.

SUN PRAIRIE STAR

City of Sun Prairie

Request to bury City of Sun Prairie overhead utility lines could set precedent

Link to Sun Prairie article

Corridor Location:	Priority:				Cost Estimate:			
Between Park Street and Allen Boulevard	Low	Medium	**High**	Unknown	$	$$	**$$$**	Unknown

Recommendation Detail:

When it comes to burying overhead wires, cost is the biggest obstacle as cost estimates can reach approximately $1 million per mile depending on the situation. The City of Middleton should explore opportunities to bury overhead utility lines between Park Street and Allen Boulevard. The Middleton Department of Public Works should explore options and collect multiple cost estimates from utility companies to transition the eastern portion of the Corridor to primarily underground utilities. In certain cases, residents and businesses may be assessed a fee for the underground conversion.

Applicable Best Practices:

- Time the project with other utility work such as gas or sewer line replacement
- In areas where undergrounding is not feasible or cost-effective, work with utility companies to move wires, poles, and utility boxes to less visually intrusive areas.
- Look to screen utility poles, boxes, meters, and transformers by planting trees, shrubs, and other vegetation to make them less intrusive.

Potential Funding Programs:

- Hazard Mitigation Grant Program (FEMA)
- Transportation Enhancements Programs
- Special Assessments to property owners

2. Planting Trees and Ornamental Plantings

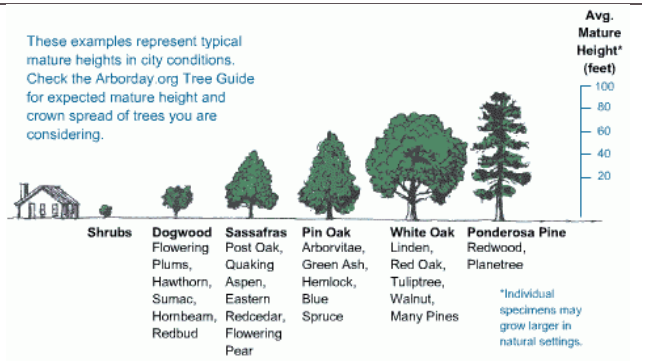
Background:

The City of Middleton currently has approximately 9,200 street trees. Street trees and other types of ornamental plantings can provide significant value to a community, including providing a buffer between pedestrians and vehicle traffic, reducing the urban heat island, assisting with drainage, and improving property values. A tree-lined sidewalk provides shade as well as aesthetic appeal to pedestrians. Incorporating street furniture, such as benches, invite people to stop to enjoy and experience the neighborhood.

Corridor Location:	Priority:				Cost Estimate:			
Between Branch Street and Allen Boulevard	Low	**Medium**	High	Unknown	$	**$$**	$$$	Unknown

Recommendation Detail:

The City of Middleton should prioritize the installation of trees and ornamental plantings along the University Avenue Corridor between Branch Street and Allen Boulevard. This portion of the Corridor has limited existing vegetation and has wider terraces and medians that present potential for planting locations without negatively effecting site distances. The City Forster/Conservancy Lead should take the responsibility in determining the appropriate plantings, using the Right Tree in the Right Place principle, considering the city's USDA Hardiness Zone of 5a, and the height, canopy spread, growth rate, and the soil, sun and moisture requirements of the plant.



Applicable Best Practices:

- Right Tree in the Right Place
- American Tree Experts – Wisconsin Landscapes
- A Guide to Selecting Landscape Plants for Wisconsin

Potential Funding Programs:

- WDNR Tree Planting Program

3. Install Wayfinding/Signage

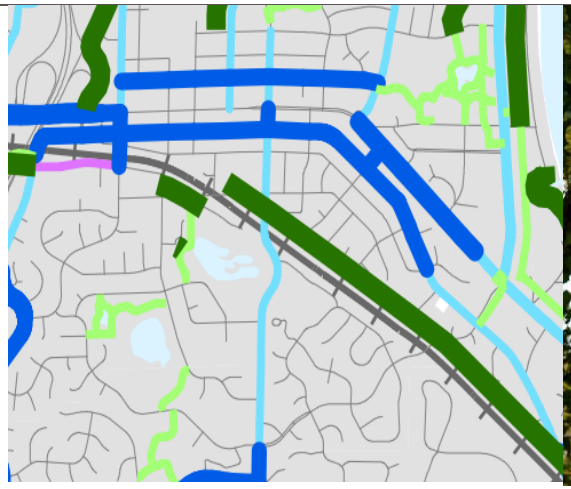
Background: Wayfinding signs enhance community aesthetics and promote safety. Coordinating entrance signs with wayfinding signs unify the community while moving vehicular, bicycle, and pedestrian traffic safely through the corridor.

Corridor Location:	Priority:				Cost Estimate:			
Parmenter Street, Franklin Avenue, Elmwood Avenue, Park Lawn Place, Branch Street, Maple Street	Low	**Medium**	High	Unknown	**$**	$$	$$$	Unknown

Recommendation Detail:

Roadways that are identified as part of the Primary Bikeway in the MPO's Bicycle Transportation Plan should be prioritized for signage. Areas shown in darker blue indicate a "need for new or improved on street facilities" (University Avenue between Allen Boulevard and Branch Street, Franklin Avenue, and Elmwood Avenue).

There are various manuals including the Dane County Bicycle Wayfinding Manual that provide step-by-step guidance and processes for planning and installing wayfinding signs along bikeways and within a community. These signs provide wayfinding systems for people unfamiliar with the area.



Applicable Best Practices:

- City of Middleton Bike/Pedestrian Wayfinding
- Dane County Bicycle Wayfinding Manual
- Madison Metropolitan Area Bicycle Transportation Plan

Potential Funding Programs:

- Sponsorship Programs
- WEDC Main Street Bounceback Grants
- WDNR State Stewardship
- WisDOT Transportation Enhancement

4. Explore Street Lighting Options

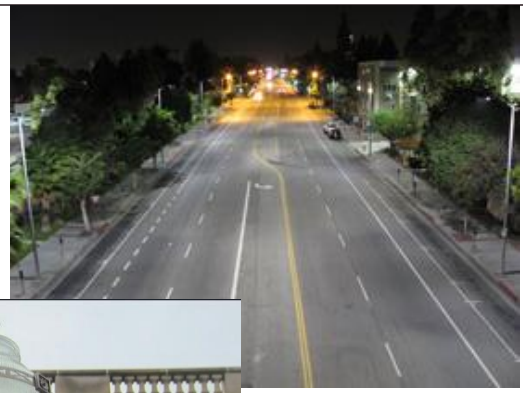
Background:

Street lighting is essential as it provides safety to citizens. Illuminating roadways, intersections, and pedestrian crossings, reduce the risks of accidents and injuries. Street lighting also provides security benefits by reducing crimes that often happen in the dark such as property damage, property defacement, or robberies. Standard street lighting provides benefits for movement and safety throughout a corridor. Decorative street lighting takes it a step further by also contributing to a sense of place and giving the corridor an identity. Light emitting diode (LED) lighting provides a brighter, clearer, and energy efficient option

Corridor Location:	Priority:				Cost Estimate:			
Throughout the corridor	Low	**Medium**	High	Unknown	**$**	$$	$$$	Unknown

Recommendation Detail:

The City of Middleton should consider upgrading street lighting along University Avenue with decorative or energy efficient lighting. In 2021, the City of Madison announced a three-year plan to upgrade all 18,000 lights city wide to LED. Their current lighting costs approximately $1.2 million annually to run and the average life span for each light is 2-3 years creating service interruptions and equity concerns. In comparison, LED lights will save approximately $300,000 per year, require less maintenance, and last 12-25 years. Installation costs are anticipated to be approximately $3.1 million, but that cost is expected to be paid back in energy savings in 10-12 years.



The energy efficiency and considerable Benefits of LED lighting include:

- A long lifespan
- Energy efficiency (low voltage operation)
- Improved environmental performance
- Ability to operate in cold conditions
- Reduced disability glare

Costs to convert existing lights to LED is approximately $200-$300 per fixture installed.

Applicable Best Practices:

- WisDOT Section 659 – Lighting
- City of Middleton – Chapter 33 Outdoor Lighting Code

Potential Funding Programs:

- Energy conservation grants

5. Opportunities for Public Art

Background:

Public art contributes to creative placemaking and serves as a tool for boosting city image creating an appealing urban environment. The City of Middleton has a Public Art Master Plan, which identifies public art goals and opportunities throughout the city. University Avenue serves as a gateway corridor from US 12 in the west, Branch Street to the north, and Allen Boulevard in the east. Opportunities exist to explore uniform or unique public art in numerous areas within the University Avenue corridor.

ARTS COMMITTEE

Corridor Location:	Priority:				Cost Estimate:			
Parmenter Street, Branch Street, Allen Boulevard	Low	Medium	High	**Unknown**	$	$$	$$$	**Unknown**

Recommendation Detail:

Consistent with the Public Art Master Plan, explore opportunities to invest in public art along University Avenue and at the entrances and gateways into the city:

- Parmenter Street: Serves as the first north/south street for traffic coming off of US 14 into the downtown area.
- University Avenue and Branch Street: The University Avenue and Branch Street intersection is located in the heart of the city and provides a unique opportunity for a gateway feature due to the amount of public land.
- University Avenue and Allen Boulevard: Serves as an entrance to the City of Middleton from Madison. Opportunities exist for public art to greet visitors to the City of Middleton.

Applicable Best Practices:

- City of Middleton Public Art Master Plan
- Explore opportunities to highlight the community's history and culture
- Utilize public/private sector partnerships and collaborations to implement public art projects
- Consider permanent and rotating art pieces
- Incorporate public art into existing infrastructure (e.g., bike racks, sewer grates, etc.) and Capital Improvement Projects (CIP)

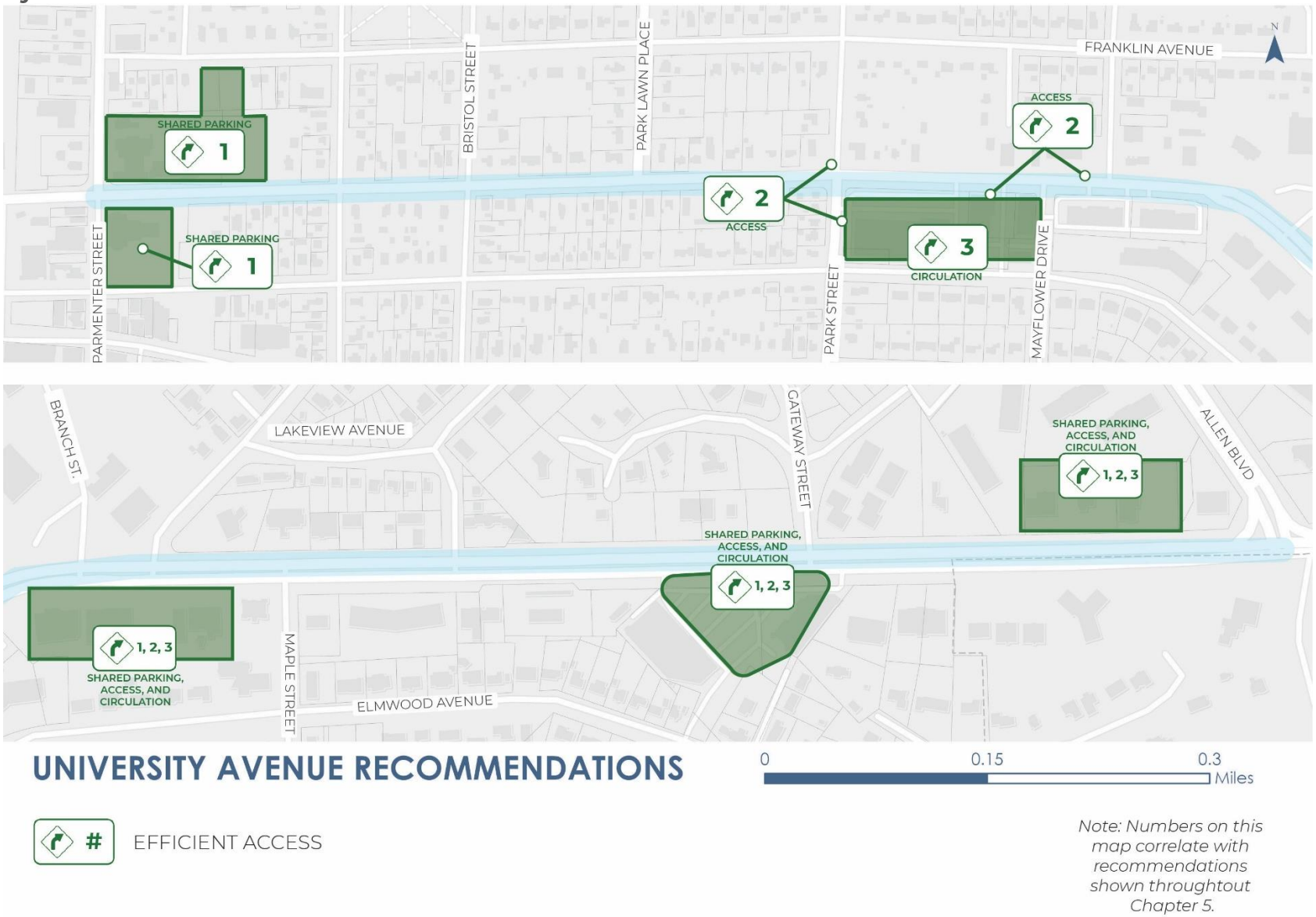
Potential Funding Programs:

- Grants for Arts Projects
- Percent-for-Art ordinance/policy

EFFICIENT ACCESS RECOMMENDATIONS

Figure 13 shows the location of some of the access, parking, and circulation areas along the University Avenue Corridor.

Figure 13. Efficient Access Recommendations



1. Shared Parking Opportunities

Background:

Shared parking is when two or more land uses share the same parking spaces. The principal purpose of promoting shared parking is to reduce land devoted to parking, thereby allowing increased densities in urban areas. Shared parking can reduce the amount of land needed for parking, creating opportunities for more compact development, more space for pedestrian circulation, or more open space and landscaping. Shared parking can take the form of contractual agreements between adjacent uses and businesses. Shared parking works best in situation where there are dissimilar land uses, with different peak hours of use (i.e., church and school, or restaurant and a business).

Corridor Location:	Priority:				Cost Estimate:			
Various locations including Saint Bernard Church and BMO Harris Bank	Low	**Medium**	High	Unknown	**$**	$$	$$$	Unknown

Recommendation Detail:

To make shared parking a beneficial growth management tool, developers and businesses need a land-use system that works efficiently and consistently. The City of Middleton should seek to encourage shared parking arrangements wherever possible and look to incentivize participating businesses. Possible incentives for shared parking could include things such as:

1) Business tax breaks
2) Transit subsidies for employees at shared parking locations
3) Pedestrian amenities within and between parking lots
4) Priority processing of permits and approvals

Applicable Best Practices:

- ITE Parking Generation Manual
- City of Middleton Off-Street Parking Areas Specifications and Standards
- Capitol Region (CRCOG) Shared Parking Best Practices Manual

Potential Funding Programs:

Community Facilities Grant Program

2. Access Management

Background:

Access management is important in the planning, design, and implementation of land use and transportation strategies to maintain safe and efficient traffic flow while accommodating the access needs of adjacent property owners. Managing the number of access points is important because too many driveways or closely spaced uncontrolled intersections can increase crashes and congestion. Conversely, proper access management reduces crashes and congestion, preserves roadway capacity, improves travel time, and supports economic development. A business with three driveways on a typical four-lane road (without a median) produces numerous conflict points. Reducing three driveways to one achieves a 66 percent reduction in conflict points. Fewer driveways also mean there is more space and more alternatives for a good design of the remaining driveway, and more available on-site space for parking. A driveway on a two-lane road has seven possible conflict points, while a driveway with only right-in and right-out turns has just two possible conflict points.

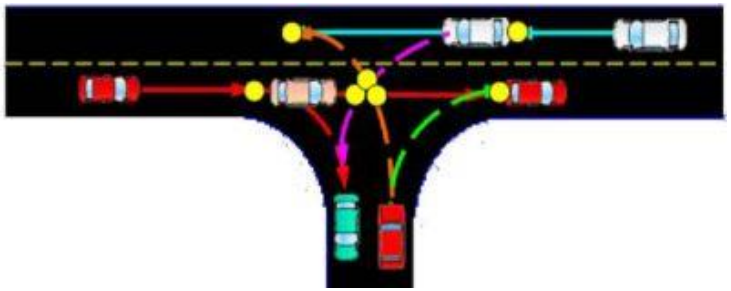
Corridor Location:	Priority:				Cost Estimate:			
Various locations (see figure 13)	Low	**Medium**	High	Unknown	**$**	$$	$$$	Unknown

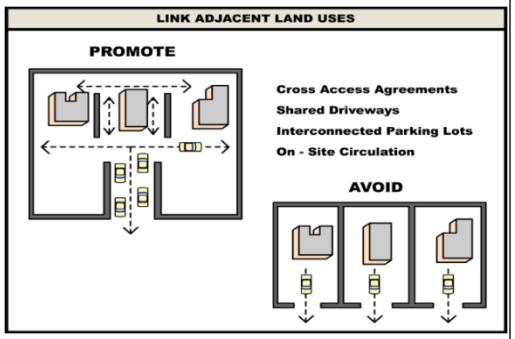
Recommendation Detail:

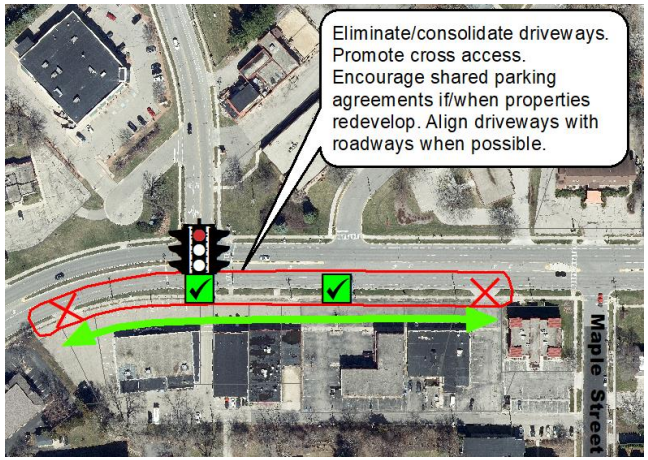
Access management can be implemented in two ways: 1) reducing the number of private driveways and combining access inter-parcel and 2) reducing access via low volume, side-street, stop-controlled intersections. WISDOT does not provide criterion for access in urban areas, due to the wide variety of existing development. However, consolidating and eliminating access points is proven to lessen rear-end collisions.

Applicable Best Practices:

- WisDOT Access Management Principles
- FHWA-SA-21-040 Corridor Access Management







3. Improve Parking Lot Circulation

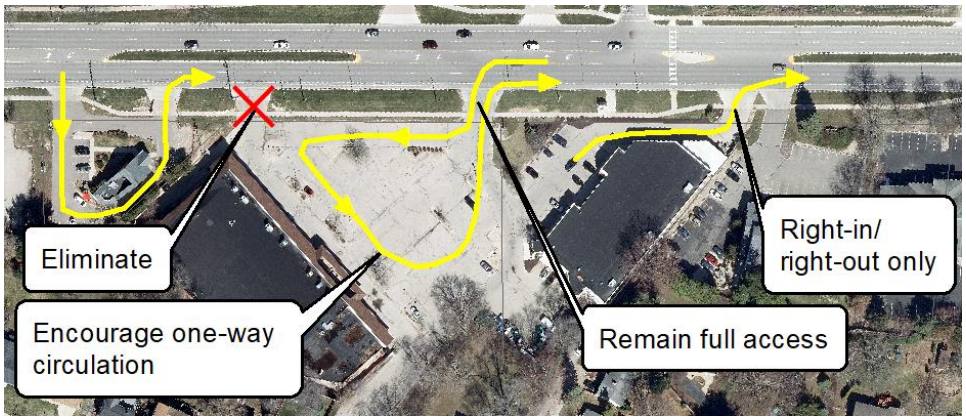
Background:	Like the importance of reducing unnecessary access point onto a roadway, it is vitally important to have properly designed parking lot circulation for safe and efficient movement of vehicles into, around, and out of the parking lot.

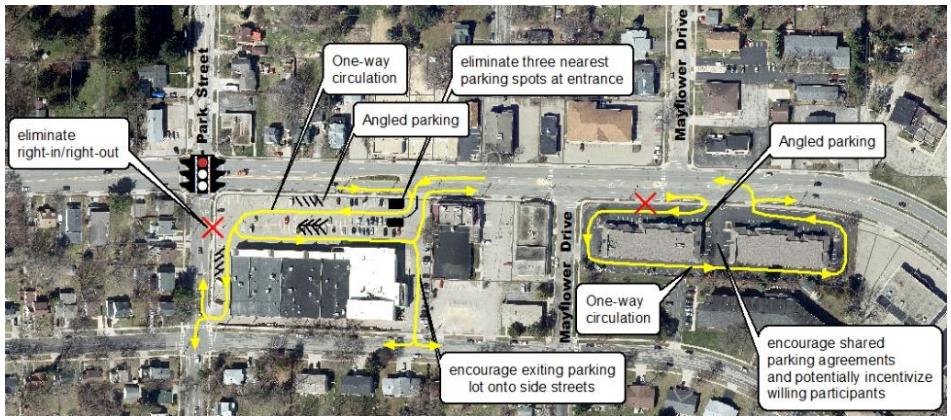
Corridor Location:	Priority:				Cost Estimate:			
Various locations (see figure 13)	Low	**Medium**	High	Unknown	**$**	$$	$$$	Unknown

Recommendation Detail:

The most efficient approach to designing parking lot access places a priority on moving inbound traffic from the public roadway into the facility. Traffic control within the lot should provide inbound traffic the right-of-way. Parking spaces at entrance and exit points should be terminated, when possible, to prevent conflict between vehicles attempting to enter or exit the parking space, and vehicles attempting to enter or exit the parking lot. One-way traffic circulation and right-in/right-out exits provide the safest accommodations for motorists and pedestrians. Angled parking is also a potential circulation enhancement to explore.

Applicable Best Practices:	Potential Funding Programs:
• Middleton Downtown Circulation Study	None





APPENDIX A: MIDDLETON UNIVERSITY AVENUE CORRIDOR PLAN SURVEY RESULTS

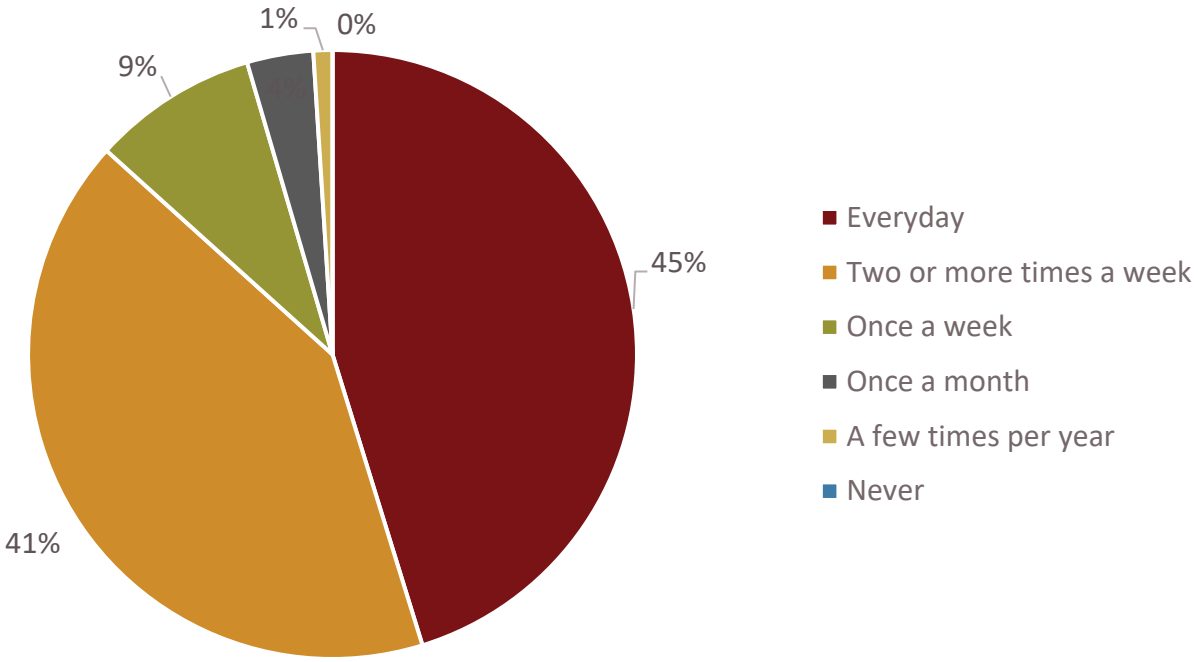
OVERVIEW

Inclusive and robust public engagement is critical to defining a supported and implementable corridor plan. As part of planning process, an online community survey was developed to gather feedback on existing conditions and identify issues and opportunities experienced by community members and the traveling public. The survey was promoted through multiple forms including social media posts, yard signs during Good Neighbor Fest, postcards, and eblasts.

The University Avenue Corridor Plan online survey was available from August 23-September 24, 2021 via Survey Monkey. Paper copies (also translated in Spanish) were also distributed through multiple community locations for those without internet access or desired an alternate survey platform. A total of 399 survey responses were received. The following is a summary of survey responses.

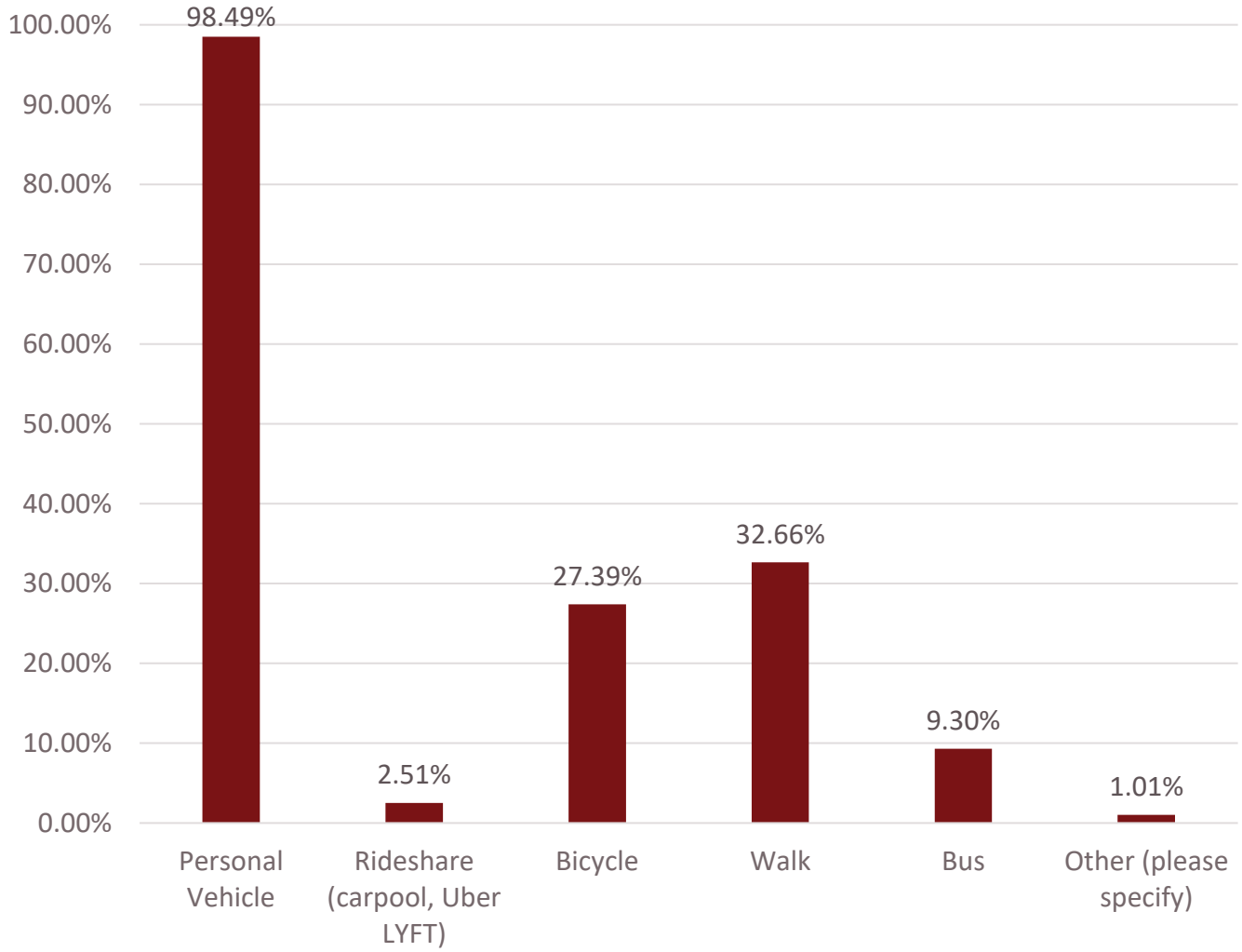
QUESTION 1 - HOW OFTEN DO YOU TRAVEL UNIVERSITY AVENUE WITHIN THE LIMITS OF THE PROJECT (BETWEEN PARMENTER STREET AND ALLEN BOULEVARD)?

	Total	Percent
Everyday	180	45.23%
Two or more times a week	165	41.46%
Once a week	35	8.79%
Once a month	14	3.52%
A few times per year	4	1.01%
Never	0	0.00%
Total Respondents:	*398*	*99.7%*



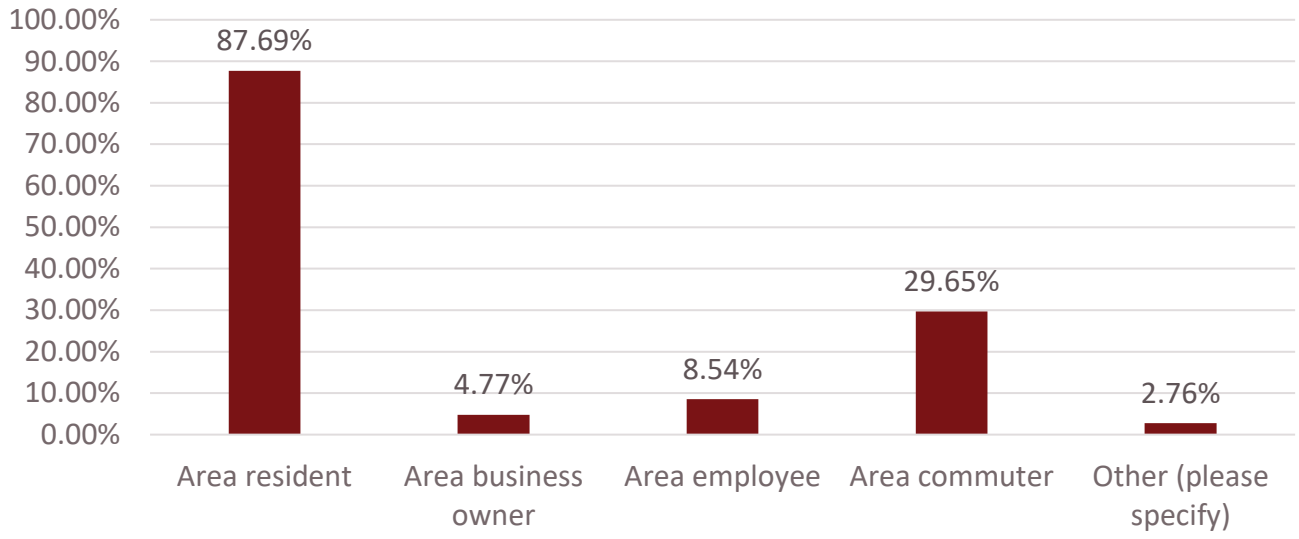
QUESTION 2 - WHICH MODE(S) OF TRANSPORTATION DO YOU USE TO TRAVEL ON UNIVERSITY AVENUE? *(SELECT ALL THAT APPLY)*

	Total	Percentage
Personal Vehicle	392	98.49%
Rideshare (carpool, Uber LYFT)	10	2.51%
Bicycle	109	27.39%
Walk	130	32.66%
Bus	37	9.30%
Other (please specify)	4	1.01%
Total Respondents:	*398*	*99.7%*



QUESTION 3 - WHICH OF THE FOLLOWING BEST DESCRIBES YOUR INTEREST IN THIS UNIVERSITY AVENUE CORRIDOR STUDY? *(SELECT ALL THAT APPLY)*

	Total	Percent
Area resident	349	87.69%
Area business owner	19	4.77%
Area employee	34	8.54%
Area commuter	118	29.65%
Other (please specify)	11	2.76%
Total Respondents:	*398*	*99.7%*



OTHER RESPONSES:

Sustainability Committee member
Residential Owner
former resident along University Avenue
City Resident
Rental Property Owner
Like to walk to library and shops
Madison resident
Parent
regional resident
With env. Concerns with system
Area shopper

QUESTION 4 - DESCRIBE UNIVERSITY AVENUE IN FIVE WORDS OR LESS.

University Avenue was described in a number of different ways, from a **"Calm, spacious arterial"** to **"A CLUTTERED MESS"**. The most commonly used words across all responses were:

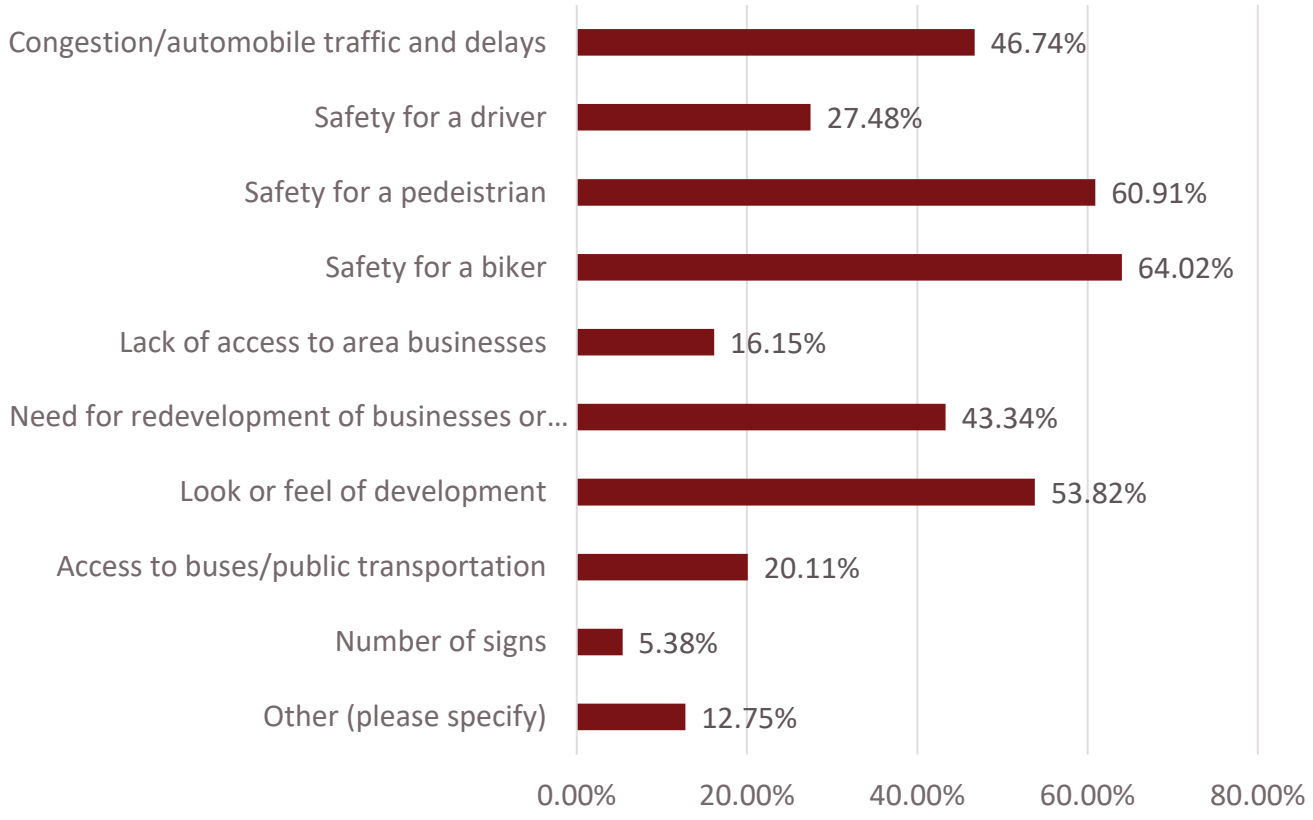
1. Busy – 80 occurrences
2. Traffic – 25 occurrences
3. Congested -19 occurrences
4. Businesses – 16 occurrences
5. Ugly – 14 occurrences
6. Bike – 13 occurrences
7. Main – 13 occurrences
8. Pedestrian – 11 occurrences
9. Thoroughfare – 10 occurrences
10. Middleton – 10 occurrences
11. Dangerous – 9 occurrences

Common themes that emerged from responses included:

- **Busy street with high traffic volumes and time of congestion**
- **Ugly businesses that warrant redevelopment**
- **Desired improvements for bicycle and pedestrian mobility**
- **Need for improvements for safety**

QUESTION 5 - WHAT CONCERNS OR ISSUES DO YOU EXPERIENCE WHEN USING UNIVERSITY AVENUE? *(SELECT ALL THAT APPLY)*

	Total	Percent
Congestion/automobile traffic and delays	165	46.74%
Safety for a driver	97	27.48%
Safety for a pedestrian	215	60.91%
Safety for a biker	226	64.02%
Lack of access to area businesses	57	16.15%
Need for redevelopment of businesses or residential	153	43.34%
Look or feel of development	190	53.82%
Access to buses/public transportation	71	20.11%
Number of signs	19	5.38%
Other (please specify)	45	12.75%
Total Respondents:	*353*	*88.5%*



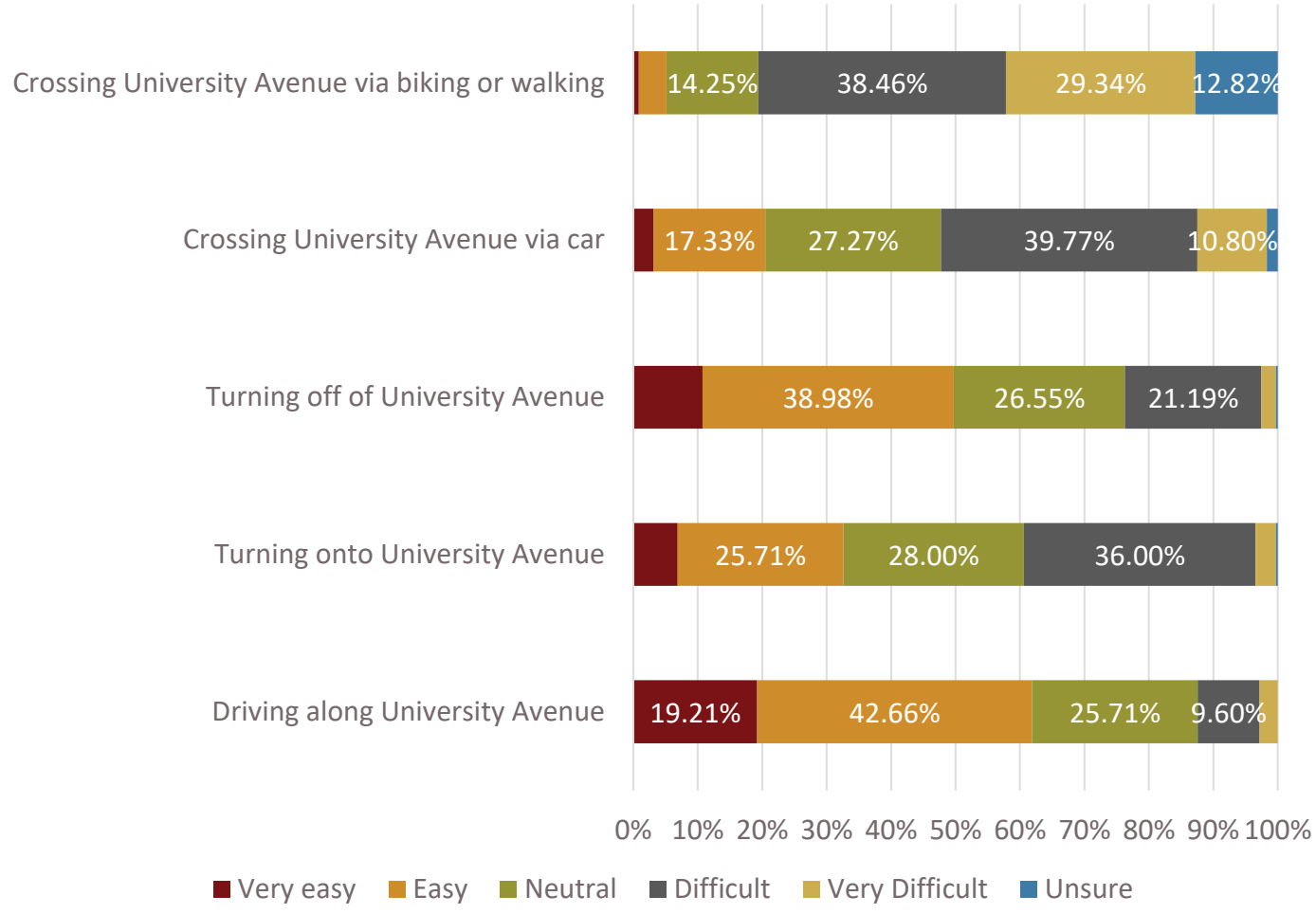
OTHER RESPONSES:

Respondents were asked to provide a response to other concerns or issues they experience on the corridor. A summary of the themes identified in the written responses are identified below.

Theme	# of responses
Need for redevelopment or infill	8
Lack of safe and connected bicycle and pedestrian infrastructure	6
Lack of green space and vegetation	6
Safety for all modes	6
Vehicular mobility	5
Speeding	5
Appearance along the corridor	4
Roadway characteristics (e.g., number of lanes, turn lanes, striping)	4
Strategic residential development	2
Using data to drive decision making	1
Congestion or high traffic volumes	1

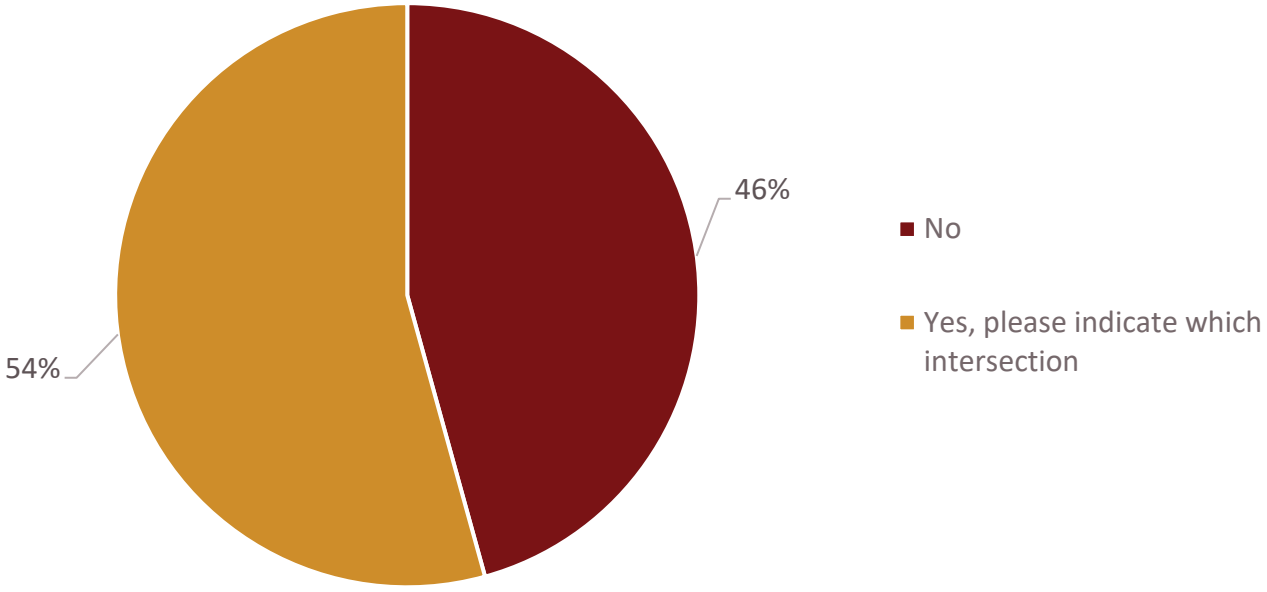
QUESTION 6 - HOW EASY IS IT TO MOVE THROUGH OR ACROSS THE UNIVERSITY AVENUE CORRIDOR?

	Very easy	Easy	Neutral	Difficult	Very Difficult	Unsure
Driving along University Avenue	19.21%	42.66%	25.71%	9.60%	2.82%	0.00%
Turning onto University Avenue	6.86%	25.71%	28.00%	36.00%	3.14%	0.29%
Turning off of University Avenue	10.73%	38.98%	26.55%	21.19%	2.26%	0.28%
Crossing University Avenue via car	3.13%	17.33%	27.27%	39.77%	10.80%	1.70%
Crossing University Avenue via biking or walking	0.85%	4.27%	14.25%	38.46%	29.34%	12.82%
Total Respondents:	*355*	*88.9%*				



QUESTION 7 - IF TRAVELING THE CORRIDOR AS A PEDESTRIAN OR BICYCLIST, ARE THERE ANY INTERSECTIONS THAT DON'T PROVIDE ADEQUATE INTERSECTION CROSSINGS?

	Total	Percent
No	144	45.71%
Yes, please indicate which intersection	171	54.29%
Total Respondents:	*315*	*78.9%*



YES, PLEASE INDICATE WHICH INTERSECTION

Respondents were asked to provide details on which intersections don't provide adequate crossings. A list of intersections and the number of times they were noted in responses is identified below.

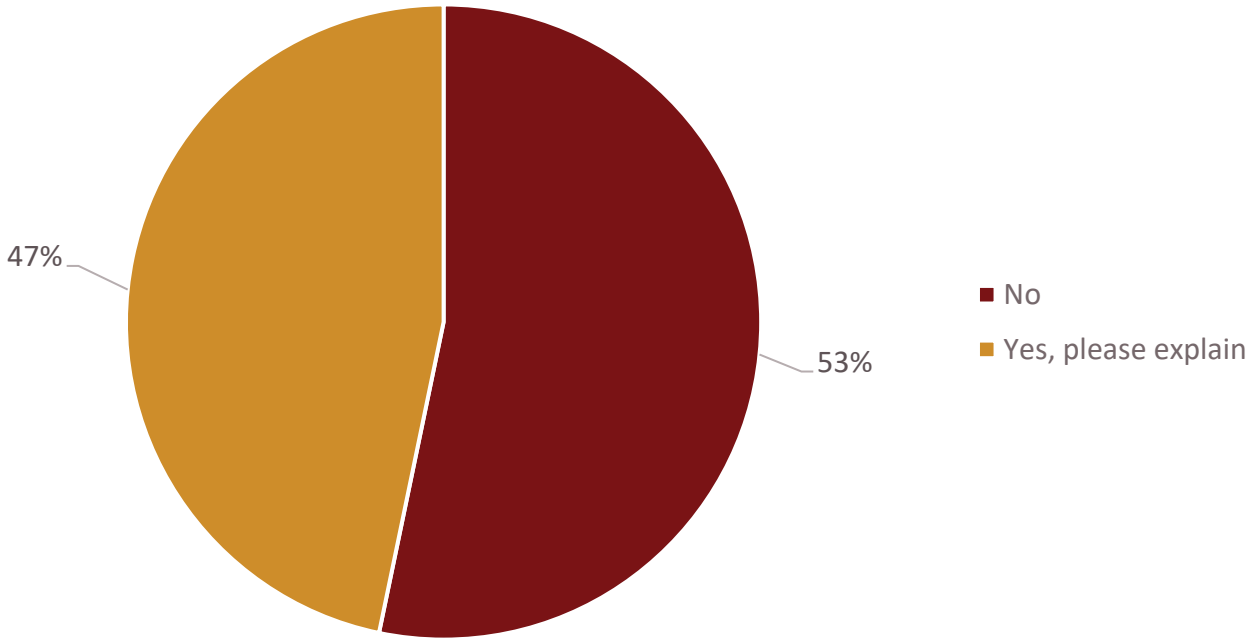
Intersection	# of References
All intersections	28
Multiple Intersections	8
Allen Blvd	16
Park Lawn Place, Park Street, or Park*	35

Intersection	# of References
Mayflower Drive	29
Middleton Street	18
Branch Street	15
Lakeview Avenue	13
Bristol Street	11
Maple Street	10
Gateway Street	9
Mendota Avenue	8
Mound Street	2
Parmenter Street	2

**"Park" was identified by multiple respondents without identification of Park Lawn Place or Park Street. Therefore, all references to Park Lawn Place, Park Street, or Park were counted together.*

QUESTION 8 - DO YOU AVOID USING UNIVERSITY AVENUE FOR ANY REASON AND FIND ALTERNATIVE ROUTES?

	Total	Percent
No	188	53.26%
Yes, please indicate which intersection	165	46.74%
Total Respondents:	*353*	*88.5%*



YES, PLEASE EXPLAIN

Respondents were asked to provide details on the intersections, segments or reasoning they use alternate routes. The following table include a summary of the responses received and the number of references.

Reasons to avoid University Avenue	# of References
Bike and Pedestrian Safety or lack of infrastructure	54
Congestion throughout corridor	51
Mobility throughout corridor	22
Traffic control concerns	19

Reasons to avoid University Avenue	# of References
Access challenges	10
Character of roadway	8
appearance of corridor	7
No alternate routes available	4
Speeding traffic	3
Limited access to downtown	2
Surface Conditions	1
Intersection Mobility	1

QUESTION 9 - LOOKING FORWARD TEN YEARS FROM NOW, DESCRIBE YOUR VISION FOR THE UNIVERSITY AVENUE CORRIDOR IN FIVE WORDS OR LESS.

A future vision for University Avenue was described in a number of different ways, from a **"Thriving businesses, safer crossing"** to **"Epicenter for business and commerce"**. The most commonly used words across all responses were:

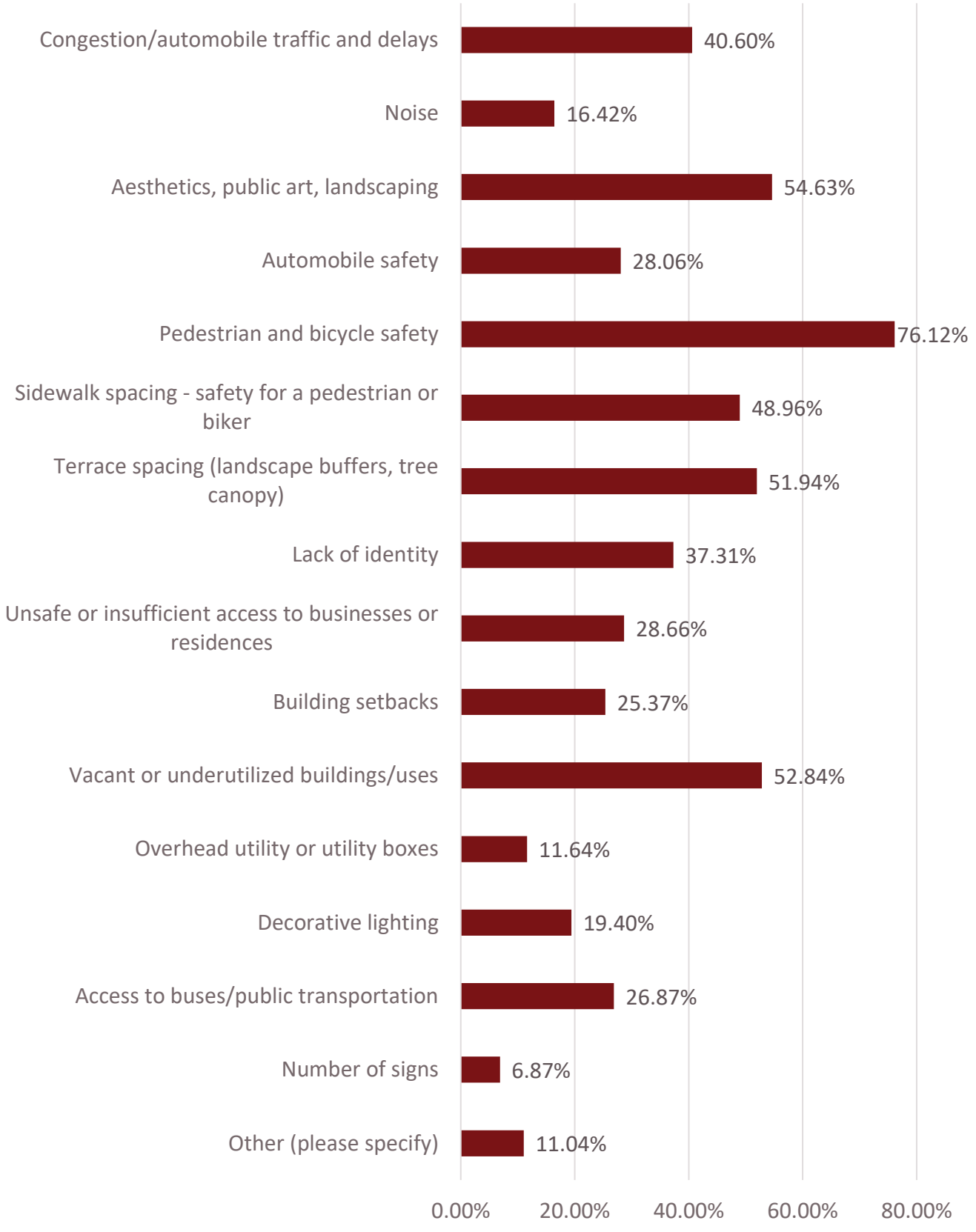
1. Businesses – 49 occurrences
2. Bike – 44 occurrences
3. Safe – 35 occurrences
4. Less – 30 occurrences
5. Pedestrian – 28 occurrences
6. Better – 23 occurrences
7. Traffic – 23 occurrences
8. Access – 21 occurrences
9. Buildings – 21 occurrences
10. Friendly – 21 occurrences

Common themes that emerged from responses included:

- **A corridor with vibrant and activity businesses, creating a destination**
- **A safe corridor for all modes (emphasizing bikes and pedestrians)**
- **Improved mobility for all**
- **An aesthetically pleasing and welcoming corridor**

QUESTION 10 - WHAT ARE THE BIGGEST ISSUES OR CONCERNS, THAT SHOULD BE ADDRESSED WITH THIS PLAN? *(SELECT ALL THAT APPLY)*

	Total	Percent
Congestion/automobile traffic and delays	136	40.60%
Noise	55	16.42%
Aesthetics, public art, landscaping	183	54.63%
Automobile safety	94	28.06%
Pedestrian and bicycle safety	255	76.12%
Sidewalk spacing - safety for a pedestrian or biker	164	48.96%
Terrace spacing (landscape buffers, tree canopy)	174	51.94%
Lack of identity	125	37.31%
Unsafe or insufficient access to businesses or residences	96	28.66%
Building setbacks	85	25.37%
Vacant or underutilized buildings/uses	177	52.84%
Overhead utility or utility boxes	39	11.64%
Decorative lighting	65	19.40%
Access to buses/public transportation	90	26.87%
Number of signs	23	6.87%
Other (please specify)	37	11.04%
Total Respondents:	*335*	*83.9%*


Congestion/automobile traffic and delays
40.60%
Noise
16.42%
Aesthetics, public art, landscaping
54.63%
Automobile safety
28.06%
Pedestrian and bicycle safety
76.12%
Sidewalk spacing - safety for a pedestrian or biker
48.96%
Terrace spacing (landscape buffers, tree canopy)
51.94%
Lack of identity
37.31%
Unsafe or insufficient access to businesses or residences
28.66%
Building setbacks
25.37%
Vacant or underutilized buildings/uses
52.84%
Overhead utility or utility boxes
11.64%
Decorative lighting
19.40%
Access to buses/public transportation
26.87%
Number of signs
6.87%
Other (please specify)
11.04%
0.00%
20.00%
40.00%
60.00%
80.00%

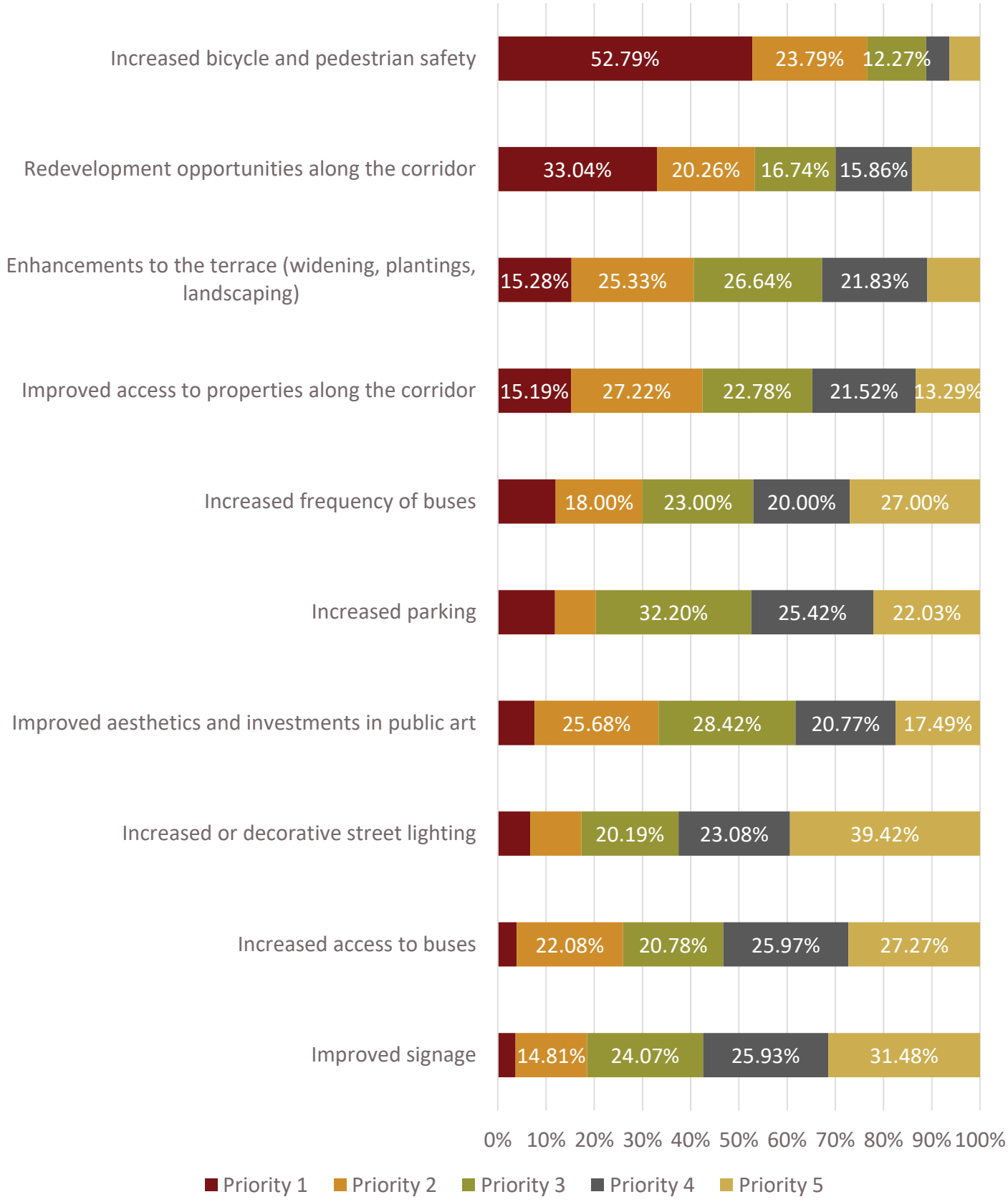
OTHER RESPONSES:

Respondents were asked to provide a response to other concerns or issues they would like addressed on the corridor. A summary of the themes identified in the written responses are identified below.

Concerns or Issues to be Addressed	# of References
Safety	6
Building appearance	5
Residential development needs	5
Lack of vegetation	3
Building setbacks	3
Less or more parking	3
Lack of corridor identity	3
Mobility	2
Improved wayfinding	2
Sustainable infrastructure and design	1
Infill and redevelopment	1
No concerns	1
Bike/Pedestrian infrastructure (lack of)	1

QUESTION 11 - IDENTIFY YOUR TOP FIVE PRIORITIES FOR IMPROVEMENTS OR CHANGES YOU'D LIKE TO SEE FOR UNIVERSITY AVENUE. *(1 IS MOST IMPORTANT)*

	Priority 1	Priority 2	Priority 3	Priority 4	Priority 5
Improved signage	3.70%	14.81%	24.07%	25.93%	31.48%
Increased access to buses	3.90%	22.08%	20.78%	25.97%	27.27%
Increased or decorative street lighting	6.73%	10.58%	20.19%	23.08%	39.42%
Improved aesthetics and investments in public art	7.65%	25.68%	28.42%	20.77%	17.49%
Increased parking	11.86%	8.47%	32.20%	25.42%	22.03%
Increased frequency of buses	12.00%	18.00%	23.00%	20.00%	27.00%
Improved access to properties along the corridor	15.19%	27.22%	22.78%	21.52%	13.29%
Enhancements to the terrace (widening, plantings, landscaping)	15.28%	25.33%	26.64%	21.83%	10.92%
Redevelopment opportunities along the corridor	33.04%	20.26%	16.74%	15.86%	14.10%
Increased bicycle and pedestrian safety	52.79%	23.79%	12.27%	4.83%	6.32%
Total Responses:	*328*	*82.2%*			


Increased bicycle and pedestrian safety
52.79%
23.79%
12.27%
Redevelopment opportunities along the corridor
33.04%
20.26%
16.74%
15.86%
Enhancements to the terrace (widening, plantings, landscaping)
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20.00%
27.00%
Increased parking
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Increased or decorative street lighting
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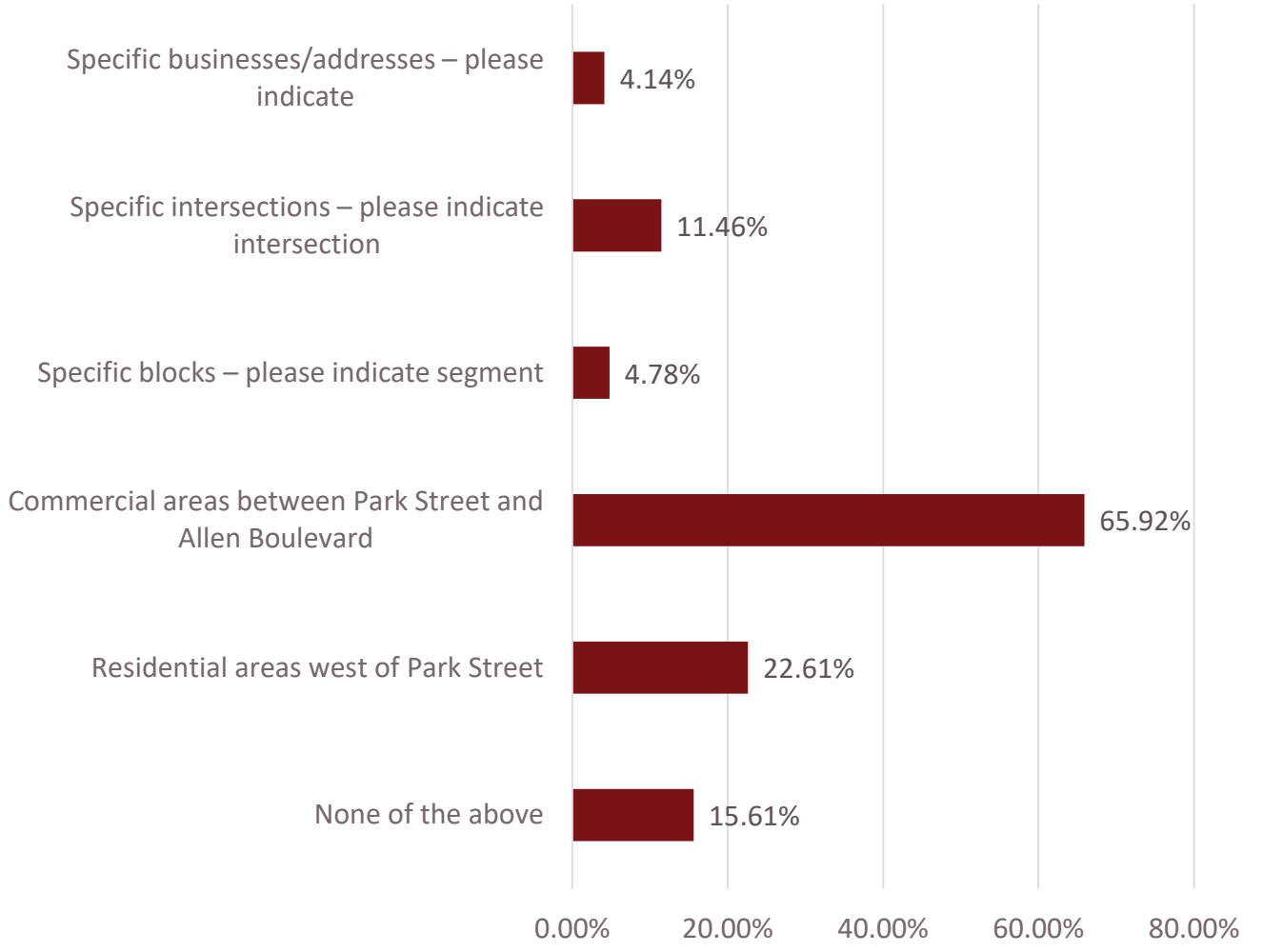
Increased access to buses
22.08%
20.78%
25.97%
27.27%
Improved signage
14.81%
24.07%
25.93%
31.48%
0% 10% 20% 30% 40% 50% 60% 70% 80% 90% 100%
Priority 1
Priority 2
Priority 3
Priority 4
Priority 5

QUESTION 12 - ARE THERE ANY AREAS OF THE CORRIDOR THAT ARE MORE IMPORTANT TO FOCUS ON? *(SELECT ALL THAT APPLY)*

	Total	Percent
None of the above	49	15.61%
Residential areas west of Park Street	71	22.61%
Commercial areas between Park Street and Allen Boulevard	207	65.92%
Specific blocks – please indicate segment	15	4.78%
Specific intersections – please indicate intersection	36	11.46%
Specific businesses/addresses – please indicate	13	4.14%
Total Respondents:	*314*	*78.7%*



PROVIDE THE SPECIFIC BLOCK, INTERSECTION, OR BUSINESS/ADDRESSES TO SUPPORT YOUR ANSWER

Respondents were asked to provide a response to focus areas along the corridor. A summary of the themes identified in the written responses are identified below.

Specific Areas of Focus Themes	# of References
Park Lawn Place, Park Street, or Park*	12
Strip Malls	8
Parmenter Street	7
Residential developments	7
Branch Street	6
Allen Blvd	5
Commercial Areas	5
Bristol Street	4
Maple Avenue	3
Mayflower Drive	3
Park to Mayflower Drive	3
Mendota Avenue	2
Branch Street to Park	2
Park to Allen Blvd	1
Blocks near High School	1
Park to Maple Avenue	1
Mendota to Allen	1

**"Park" was identified by multiple respondents without identification of Park Lawn Place or Park Street. Therefore, all references to Park Lawn Place, Park Street, or Park were counted together.*

QUESTION 13 - IF YOU BELIEVE IMPROVEMENTS ARE NEEDED ALONG THE CORRIDOR, WHAT SPECIFIC IMPROVEMENTS ARE NEEDED IN THE AREAS OR LOCATIONS YOU IDENTIFIED IN THE PREVIOUS QUESTION?

The following table summarizes themes that emerged across all written responses and the number of occurrences in the 222 written responses received.

Needed Improvements	# of References
The need for bike/pedestrian infrastructure for movement through or across the corridor.	54
Redevelopment and infill opportunities for commercial properties along the corridor; filling and investment in vacant properties	46
Improve appearance of the corridor (include buildings, parking lots, and roadway design)	21
Increased vegetation and green space; improved maintenance of existing; increased terrace areas	18
Economic development work around the corridor to spur investment and growth	16
Increased curb appeal for corridor properties	15
Improved mobility of both the intersections and corridor	14
Develop a vision for the corridor	12
Investment in residential; Definition of residential suitable for corridor	11
Traffic calming or speed reduction improvements	10
Providing safe access to properties along the corridor	10
Modifications to roadway design (e.g., width, turn lanes, etc.)	10
Fewer parking lots; improve screening of parking lots	8
Increase parking and improved circulation	7
No improvements needed; Concerns for construction impacts with improvements	7
Managing building setbacks and public spaces	7
Creating a corridor that provides safe and efficient mobility for all	6
Make University Avenue a destination	6
Reduced congestion throughout the corridor	4
Increase safety; increased police presence	4
Improved wayfinding and signage	3
Reduce noise	2
Increased transit frequency	2

QUESTION 14 - DO YOU HAVE ANY ADDITIONAL COMMENTS OR SUGGESTIONS REGARDING POTENTIAL IMPROVEMENTS ALONG UNIVERSITY AVENUE?

Respondents provided a variety of responses regarding additional comments or suggestions for the future of University Avenue. Comments generally feel into the following categories. Specific responses are organized by theme in the following table. A total of 33 respondents identified that they had no comments.

Theme		# of Responses
Access	Improving access for both side streets and businesses	3
Appearance	Appearance or aesthetics of the corridor	8
Decentralizing Traffic	Decentralizing traffic along the corridor to create a corridor for all	6
Economic Development	Exploring redevelopment and infill opportunities	9
Improvements	Ideas for improvements to the corridor	6
Mobility	Opportunities to improve mobility	4
Multimodal	Considerations for a multimodal corridor (bike, pedestrian, transit)	14
No Improvements	No improvements needed	1
Plan	General feedback about the corridor plan	4
Residential	Feedback regarding residential development in the area	14
Safety	Opportunities to improve corridor safety	12
Sustainability	Focus on sustainable considerations	2
Thanks	General thank you statements for the survey and study	15
Vegetation	Feedback regarding improvements to green space and vegetation	8
Vision	Comments regarding the overall vision for the corridor	16
General	General comments that included multiple consideration or included nonspecific or none project related information	13

Theme	Comment
Access	• too many street entrances from Branch to Park
Access	• Bigger turning areas in the middle
Access	• Easier access to businesses across the street
Appearance	• Reduce light pollution (downward facing lights, etc).
Appearance	• You note signs - the Allen to Branch is a an insane signapalooza - especially at night, when the light bounce off if what looks like 100 signs at once. Also, please don't waste city money on "art". Plant some trees. Use grass. Be practical.
Appearance	• I would love to see more aesthetic improvements since University is probably the most viewed corridor through Middleton.
Appearance	• Bring back benches for city bus stops
Appearance	• Keep terraces along the full length. Prevent further strip style development. Prevent development that does not have rain gardens and green space. Do not allow developers to build right up to sidewalks. Require green space with beneficial shrubs and trees between the road and housing development.
Appearance	• Do not build especially housing right up to the sidewalk or set the sidewalk farther away from the street. Have some frontage especially for housing.
Appearance	• Currently this area is unattractive and lacks an identity. It needs a cohesive vision to tie it together to attract residents, businesses and customers.
Appearance	• Less focus on aesthetics and more focus on safety
Decentralize Traffic	• I am super happy that this is being worked on. I just want to beg you to PLEASE decentralize car traffic-- radically -- regardless of how many people throw temper tantrums about it. Yes you have to provide alternative transportation options since people need to get places. But we simply cannot develop for car-centered culture anymore. It's a grotesque waste of resources to put millions or billions into redevelopment at this point in history if that redevelopment centers on the automobile. Radical change is required due to climate change and due to the rapid population growth in the Madison area -- which is only going to continue as more parts of the country become unlivable due to climate. I'd love to see the entire thing leveled and completely redone if you really want to know. I don't care how long it takes or even how much it costs. This is an opportunity to make historic changes that are desperately needed -- changes that could make immense improvements to the everyday lives of people in the area AND get Madison/Middleton off fossil fuels. Be strong, don't listen to the old-timers throwing fits about parking and how horrible a 4-story apartment building is. You could build a beautiful urban neighborhood there where many people would actually want to live and work, instead of an ugly stretch of abandoned buildings that everyone right now just wants to move past as quickly as possible. Please, please, please do the right thing for future generations.

Theme	Comment
Decentralize Traffic	• please prioritize bike and pedestrian safety and increase bus transportation! There needs to be more equity in space given to cars, pedestrians, bikers, etc. instead of prioritizing cars.
Decentralize Traffic	• Make this corridor as unfriendly as possible for automobile traffic. Eliminate travel lanes.
Decentralize Traffic	• Don't mix pedestrian and bicycle traffic with automobile traffic. Please don't put bike lanes on University Avenue. Rather, widen sidewalks to facilitate bicycle and foot traffic. Bikes and cars don't mix. Let's keep the traffic moving to get commuters to their destination more efficiently.
Decentralize Traffic	• Again, stop prioritizing car access to businesses, or parking that's never full. The reason businesses fail isn't because people can't get there by car. Make a plan that prioritizes the residents who bike and walk in the corridor, and businesses will do better than if you make car access easier. Businesses need to be supported by residents - the car commuters who just blow through aren't propping them up and never will. Grow our tax base by making real community investments, not commuter investments.
Decentralize Traffic	• The future is less driving and more foot/bike traffic
Economic Development	• grant funding for facade improvements, TIF for redevelopment
Economic Development	• Please, don't allow massive developments. We're get too congested now with traffic with all these new apartment buildings downtown and along Parmenter.
Economic Development	• I would love to see this redevelopment create opportunities for local businesses and not national chains.
Economic Development	• Doing something with empty buildings. Hard to get in and out of businesses on University Ave. Larger outlets.
Economic Development	• How can we get more thriving restaurants and small businesses on University Ave? Maybe more population density from condos, townhomes, etc.
Economic Development	• Improve strip mall by Wolfe Kobly Ace hardware and deal with abandoned businesses.
Economic Development	• Business fronts more complimentary and less small shopping areas. There are many shopping centers so condensing them into just a few
Economic Development	• Redevelop empty plots along commercial areas instead of other parts of the city that are more rural.
Economic Development	• PLEASE stop allowing new construction that doesn't fit in with its surroundings! Middleton continues to do an absolutely terrible job with this; huge new high-density buildings are going up all over the place which are totally out of proportion to their neighborhoods and have no greenspace or adequate ingress/egress.

Theme	Comment
Improvements	• Speed limit too low for major commuting artery
Improvements	• I do NOT think we need more stop lights :)
Improvements	• Prepare the whole street to be more of a city street than a high speed highway like road. It's a straight shot to the major job centers in Middleton and Madison and so should house many more people. The residential lots will benefit from a slowing of traffic as the eastern commercial half of the corridor densifies along with downtown Middleton.
Improvements	• It is a hard question. Based on the ways into Madison there is no alternative for most people commuting through. I would love to see more lights on Park to discourage people thinking they are taking a shortcut rather than the beltline but I have no alternative suggestion for University. There is no other way into town.
Improvements	• Pedestrian overpass, more green space, solar lighting
Improvements	• Make it a two lane to enhance the residential and business experience on University Ave.
Mobility	• Assume big population growth, focus on it becoming even more of an artery. Think bigger and plan more rather than less.
Mobility	• University seems like it will always be a necessary commuter corridor - it would be nice to see it maintain that but easily feed into pockets of mixed residential and businesses that is easily commutable by bikes or public transportation to reduce the need for parking between the pockets of businesses. For instance, I'd live by parmenter, but would love to be able to have a nice walk or bike ride down to businesses on allen (and have those businesses be geared towards foot traffic instead of parking) or take a quick bus (or something like the trolley) that runs there to avoid parking.
Mobility	• Please balance traffic flow with traffic calming and bike/ped safety improvements. Bikes could be move off U Ave if alternative parallel route was created.
Mobility	• Better turn lanes. Easier access too and from side streets
Multimodal	• I feel like I downplayed the busses and I don't want them to be overlooked. I just don't use them, but I know many people rely on them. I'm really interested in safety for pedestrians and bicyclists. My son crosses University to get lunch at Jimmy John's during his school day at MHS. My daughters cross University to get to confirmation class at St Luke's (next to the library) after school. The kids' safety is priority #1. Thanks for this opportunity!
Multimodal	• It's a nice street. I would be very leary of riding a bicycle on it.

Theme	Comment
Multimodal	• An improved Middleton-specific public transportation option to connect a new university avenue corridor to downtown Middleton and the Frank Lloyd wright area to promote pedestrian and public use
Multimodal	• I feel that having a bike lane is just the most dangerous thing you could do on University Ave. People travel at an average and excess of 45 mph.
Multimodal	• Bus pick up spots that don't interfere with traffic and allow safe and easy pick up/drop off
Multimodal	• An elevated pedestrian/biker walkway might enhance the appeal of the neighborhood and community, relieve extra congestion caused by pedestrian and biker traffic on university and allow safer pedestrian access to business and schools
Multimodal	• Build up not out. Make sure there is plenty of public transportation and bike/pedestrian access.
Multimodal	• Pedestrian, transit, and bike improvements on University should be pilots for Middleton's other big car sewer, Century, and ultimately for all of its streets.
Multimodal	• Better bus routes in Middleton is SO important! Frequency and more routes. More housing and business in some of the one story strip malls is really needed.
Multimodal	• Make modern digitized and more frequent bus shelters.
Multimodal	• I want to be able to bike with my family (including kids) along University Avenue to get to downtown Middleton and possibly bike to downtown Madison where the bike path connects at Allen Blvd.
Multimodal	• bike lane!!!
Multimodal	• Bus rapid transit. Bike lanes
Multimodal	• Make it a better place to walk
No Improvements	• Leave it alone.
Plan	• This is a worthwhile effort.
Plan	• Open to ideas
Plan	• Blow it up and start over
Plan	• Keep scope practical, Dane co surveys tend to lean too idealistic
Residential	• We need more affordable housing and access to public transportation
Residential	• How come the new apartment building across from Willy Street was allowed to build so close to the street. It is large, unattractive and it dominates the street scape. If this is allowed for other new buildings University Avenue will feel like a tunnel.
Residential	• Affordable housing for people w/disabilities.

Theme	Comment
Residential	• Market forces will drive redevelopment of real estate so I don't see a problem. The traffic issue is a regional problem and Middleton is a "cut-through" community. How will work from home and buy on line, and COVID, impact our decisions? Go slowly.
Residential	• Don't build any more ugly apartment buildings like the Kestral. It's too close to the street, has ugly colors and not enough parking. These apartments aren't affordable either!
Residential	• More retail/ business development combined with some residential…. Not only apartments
Residential	• Please, please, please do not allow any more apartment buildings with retail shops on the first floor to take over. They need to be set back, and part of larger city planning. The downtown Middleton area is now quite unpleasant since all of the tall, large buildings went up. The taller, wall-to-wall buildings make the area dark, it feels crowded, and it is a less pleasant space. A more thoughtful approach to future upgrades that includes green spaces and setbacks with an eye toward both redevelopment and livability would be much appreciated. I try to avoid downtown Middleton now, and I would be very disappointed to see the rest of town completely filled in on every block with 3-4 story apartment buildings with retail on the first floor. We can do better to help Middleton redevelop and create space for people. People first -- or we will simply become a bedroom community of apartments. We need green spaces on our urban thoroughfares! We need to encourage pedestrians and cyclists. The face of downtown now is the opposite of that: new buildings with none of the Middleton character, limited green space, closed-in construction. It's very discouraging. I fear that the University Ave. corridor is headed in that direction, and I would consider it a travesty -- and not a place that would attract families and businesses to the area. If I want the feel of a big city downtown, I can go to Chicago. We can do better in Middleton.
Residential	• Less condos, more commercial for local businesses and restaurants.
Residential	• More apartments like those across from willy st coop, perhaps even more stories. Middleton needs more housing
Residential	• Do not add any more 3 or higher apartment buildings in the area!
Residential	• Stop building apartments.
Residential	• Please, no more apartments unless they are affordable housing - very affordable.
Residential	• Please have regard for the residents along the western section of University. The homes were here long before the increase in local businesses and other developments. They are a historical part of Middleton. The city already took more of our terraces with the last street project without informing us of that little piece. Thank you.
Residential	• Would be nice to see mid-size owner-occupied development come back to City, not just heavily subsidized yet still expensive rental apartments of poor quality like T Wall builds
Safety	• a cop should always be clocking speeders on university by the high school.

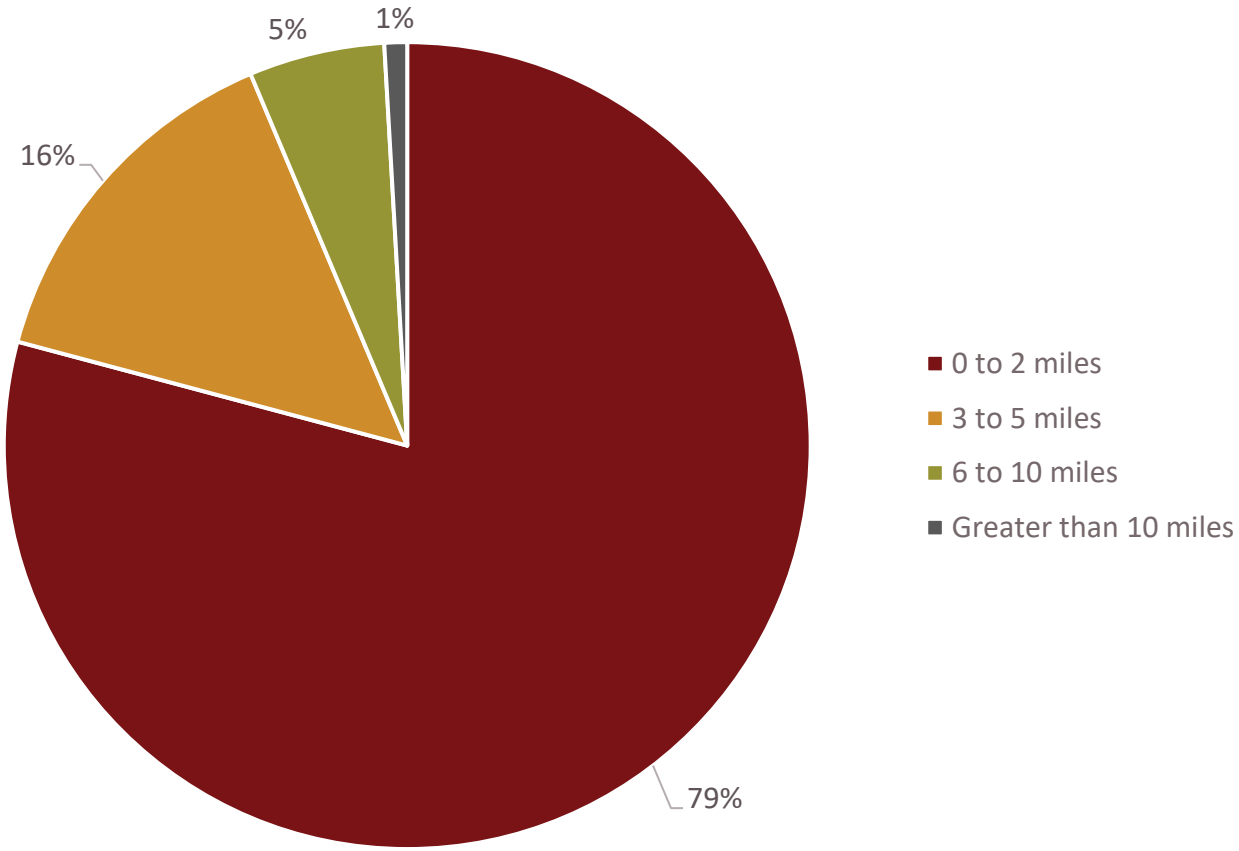
Theme	Comment
Safety	• I would cut the speed limit by 5 miles per hour between Branch and Parmenter. There are 4 schools within about a half mile of University Ave in that ares.
Safety	• I cross University Avenue on foot every day to go to work at the high school. There are many students who are also crossing at Bristol and University. The high speeds of vehicles make the situation unsafe.
Safety	• Consistent speed limits
Safety	• The neighbourhoods should be independently considered in relation to their amenities and development and pedestrian under or overpasses for University Ave implemented to provide safe access to the community a whole
Safety	• Don't mess with the traffic by adding bike lanes. They are dangerous in areas where cars are turning often, as is the case with its corridor.
Safety	• Abilty to see oncoming traffic at Park Lawn and University.
Safety	• Get rid of street racers
Safety	• My fear is that redevelopment will be used as an excuse to make bike lanes by narrowing drive lanes. There are plenty of alternative routes that bikers can use. Over 99% of University Ave users are drivers.
Safety	• Major traffic calming efforts need to be implemented. This is a high-traffic pedestrian/cyclist area. Keep in mind high school students alone are a major group regularly crossing University
Safety	• Traffic calming of some sort - commuters tend to race through.
Safety	• Dead end Middleton st instead of having it flow into University. Very dangerous trying to cross University at this intersection and therefore should be removed as an intersection.
Sustainability	• Sustainability isn't just for one committee or department. We ALL need to view every project—especially one as large as the University Corridor one—as an opportunity to reduce our climate impact while improving services and quality of life for our residents, visitors, and businesses.
Sustainability	• Our no. 1 concern for all Middleton planning should be sustainability. This city is not adequately considering effects of development on our local or global environmental sustainability. Also, development should PAY FOR ITSELF! If developers need handouts to make a project viable (for THEM), the project should not be approved.
Thanks	• Thank you.
Thanks	• Thank you to Daphne for asking the residents for our ideas. • Middleton could explore a public-private partnership with the UW small business department. This would make a great graduate school project.
Thanks	• Glad you are doing it!
Thanks	• No. Thank you for taking residential input into consideration.
Thanks	• This was a great survey, thank you

Theme	Comment
Thanks	• I'm glad you're doing this--it is an important part of Middleton to beautify and make more functional.
Thanks	• this is an excellent idea
Thanks	• No thanks
Thanks	• The Middleton Planning Department is the best!
Thanks	• Good luck effecting adequate changes with so many competing concerns and interests.
Thanks	• thanks for doing this!
Thanks	• This area could be so beautiful and such a lovely destination if we plan it well. I love that we're thinking about this!
Thanks	• Thanks for your work!
Thanks	• good project...can there be federal funding provided?
Thanks	• Glad this area's being addressed. It's not the most welcoming "front door" to our city.
Vegetation	• more green space, trees and plantings
Vegetation	• Green it up considerably.
Vegetation	• Foliage divider between the street and the sidewalk to reduce noise.
Vegetation	• Trees and landscaping increased.
Vegetation	• Flowers and make corridor look nicer. Thanks for making improvements!
Vegetation	• Tree canopy should be a priority, especially along businesses between Park and Allen
Vegetation	• Green space boulevards might be worth exploring
Vegetation	• More trees snd green spaces
Vision	• Make it look like the future and not so past looking…
Vision	• Make it vibrant, beautiful, inviting, fewer cars. destination businesses, place where folks want to come to.
Vision	• This is an opportunity to develop an area to attract and show what Middleton can offer to the greater madison area
Vision	• Make University feel less like a highway and more like a downtown street.
Vision	• I'm glad this is being considered. I live right behind the Ace Hardware, and it's been a bummer seeing so many businesses between Park and Allen leave.
Vision	• I'm thrilled that this area of Middleton will be getting some improvements. It's such an important avenue connecting downtown Middleton to the University. It should be charming and safe.
Vision	• I don't know what the market would support, nor what neighbors would support

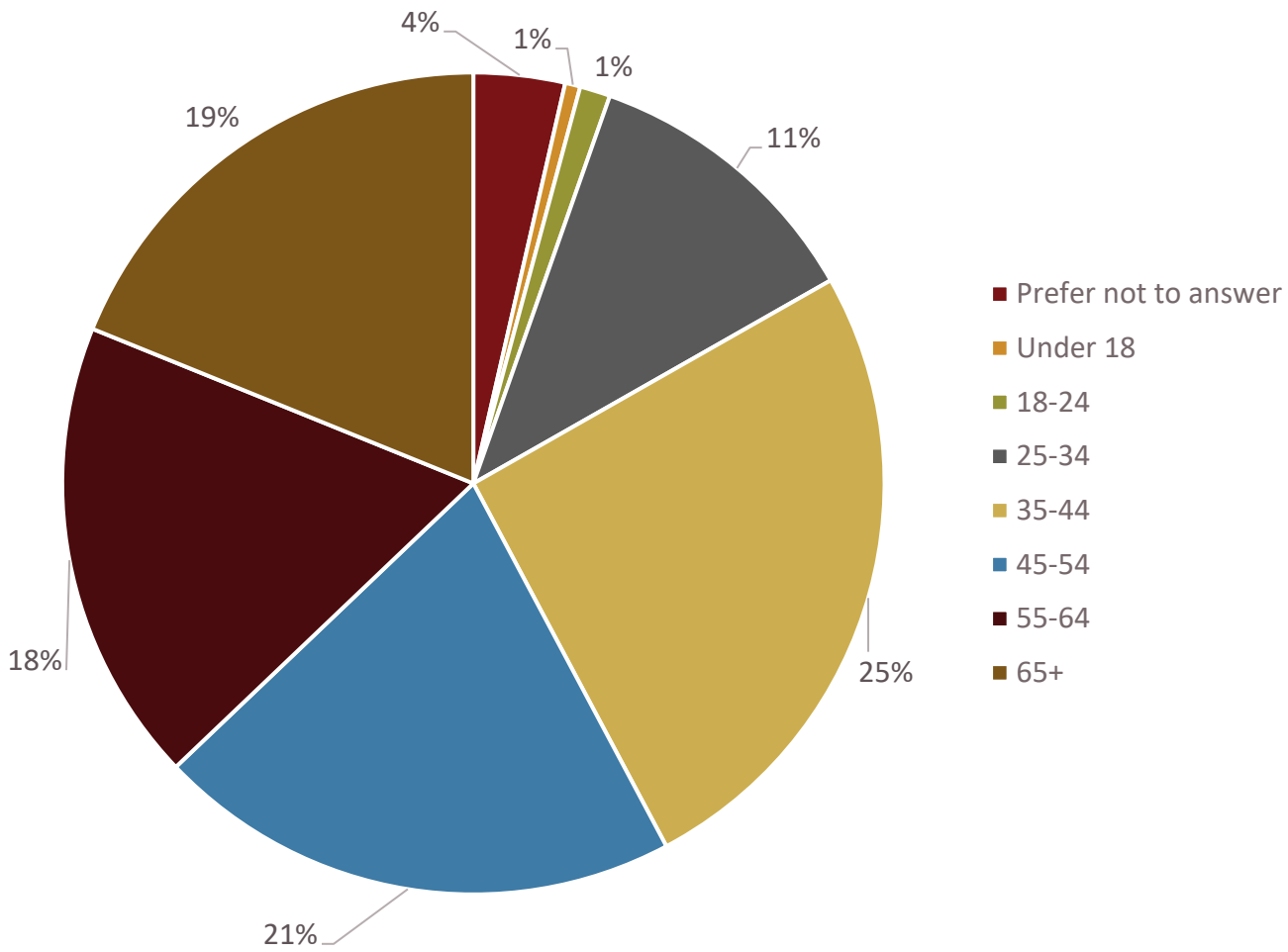
Theme	Comment
Vision	• Minimize the cost of improvements to tax payers. Keep the residential nature and respect the residents between Park and Parmenter. Be good neighbors to those neighbors.
Vision	• University cuts our town in half, making it difficult to crest cohesive vision between the downtown and the schools on the other side. Along with safety, this is a major aesthetic and “feel” issue. Lining the street with large apartment buildings that come nearly to the sidewalk will only serve to cut the city in two.
Vision	• Something like stone horse green with community events
Vision	• Let’s make University Ave a super cool, safe entrance from Madison into Middleton. P
Vision	• Take action, don't plan and debate this for 20-30 years.
Vision	• I envision a wide, spacious, green, well-lit, car/pedestrian/bus/bike-friendly thoroughfare with thriving business and art (murals/sculptures). Noise reduction would be so helpful in making it more pedestrian friendly.
Vision	• I think Middleton has had enough of ugly apartment buildings that practically sit on the sidewalk. I like to think of Middleton as a small-ish town with small town character. That does not include ugly strip malls and one apartment building after another.
Vision	• Lots of opportunity, would be a shame if to continues to be populated with businesses that it looks like no one goes to. Obviously people go to them or they would close. Some areas: Chocolatarian and that whole strip mall. Abandoned Jiffy Lube Abandoned Poppa Johns Weird always looks vacant strip mall by the hardware store All the concrete, everywhere.
Vision	• Work with Madison for bus transportation, increase density.
General	• ADD MORE BIKE LANES, BIKE PATHS, FEWER CARS, BIKE/PEDESTRIAN BRIDGES, CLEAN DEBRIS IN THE ROAD/BIKE LANES MORE OFTEN, TRIM BUSHES, TREES, PLANTS, GRASS, CLEAN DEBRIS AND MOWED GRASS OFF OF SIDEWALKS, KEEP SIDEWALKS CLEAR AND SAFE IN THE WINTER.
General	• It seems we don't follow through appropriately. I think the green space with tables in downtown Middleton is a terrific idea. But gee whiz! It looks like the execution is so ramshackle. If you're improving University Avenue, please plan it so it looks pulled together in the end.
General	• maybe should have done the plan before the road improvements

Theme	Comment
General	• It would be great if we didn't have to wait 10 more years to see Middleton updated!
General	• Make it sooner
General	• Nothing above and beyond what I've mentioned.
General	• Integrate residential and commercial. Use a variety of techniques to slow down traffic(fewer lanes, add terraces, and green islands), which provides safer and better access to businesses. Also makes it safer for all users. Thank you
General	• improve branding of the city, clean up the corridor, but keep access, keep Univ working. Maybe allow parking for the high school students on the streets north of Univ instead of making them cross Univ Ave.
General	• I have lived in Middleton for 18 years and very infrequently access the commercial properties along University between Park & Allen (except Walgreens/ Willy Co-Op). The buildings vary in aesthetic and the land seems to be underutilized based on the placement of the buildings compared to University Avenue. It's difficult for drivers to find which business they might be looking for, and the multiple ins/outs into the small parking lots causes more congestion for drivers. It also causes safety issues for pedestrian and bicyclists whom often don't use University, and instead use parallel residential roads. Middleton is growing and the re-development in the West Hubbard / Parmenter area is beautiful. It would be great to get the same "feel" and identity along the University corridor into the heart of our city.
General	• Can you also look at the Allen / Century intersection?
General	• Although my overall tone has been fairly negative, I do feel that the recent work to down town Middleton has been a success. I feel that having a walkway or corridor between University and downtown could really help a lot of businesses and help people get around a lot easier. With the community campus this is a great opportunity to plan this and make this a reality. Middleton really has some beautiful streets like elm and huburd which could be used as a corridor to willie street area and the businesses there. New signage new planting, encouraging people to walk and stop and different art pieces. Perhaps you could ask people to host an art piece in there garden so people would walk along this way?
General	• I don't have a solution, but left turns between Park and Parmenter are somewhat disruptive to traffic flow and increase driver agitation. Also, driver respect of the crosswalks, especially near the Co-op and NAPA could be addressed. Maybe signal lights could be added?
General	• Utilization of concrete instead of asphalt.

QUESTION 15 - HOW FAR DO YOU LIVE FROM THE UNIVERSITY AVENUE CORRIDOR?



QUESTION 16 - WHICH CATEGORY CONTAINS YOUR AGE?



APPENDIX B: DESIGN GUIDELINES

Design guidelines are a set of standards that are intended to protect and enhance the appearance and function of properties. They create a sense of order and consistency between development projects by providing a general site and building design framework that ensures a basic level of corridor uniformity while allowing for flexibility and creativity. These guidelines address setbacks, signage, lighting, parking, service areas, building height, building entrance features, building massing and articulation, commercial ground floor transparency, roof expression and design, building materials, and building colors.

All new commercial and multifamily development within the University Avenue Corridor should conform to the following standards:

FRONT YARD SETBACK STANDARDS

Intent

- To establish and preserve urban character.
- To encourage pedestrian activity by activating the areas between buildings and the road.

Guidelines

Primary commercial buildings and multi-family dwellings shall be setback from the edge of the street a minimum of 25 feet and a maximum of 50 feet.

SIGNAGE

Intent

To promote attractive signage that complements the architectural character of the building and the corridor.

Guidelines

Signage shall conform to the signage standards adopted by the City of Middleton.

LIGHTING

Intent

- To promote effective and attractive exterior lighting that reduces glare and light pollution.
- To reduce the energy consumption of lighting fixtures.

Guidelines

1. Exterior lighting should be designed to complement the character of the building.
2. It is preferred that exterior lighting utilizes energy efficient lighting.
3. Exterior lighting shall comply with all applicable lighting ordinances as adopted by the City of Middleton.

PARKING

Parking lots shall conform to the City's Off-Street Parking Areas Specifications and Standards and also to the following guidelines.

Intent

- To provide parking lots that are safe for drivers and pedestrians
- To establish a consistent aesthetic quality of parking lots
- To minimize the amount of parking required to meet parking needs
- To minimize the impact of parking lots on the natural water cycle and the environment

Guidelines

1. Shared parking lots are encouraged in situations where there are adjacent or nearby uses with differing peak hours. Adjustments to parking requirements may be possible when sharing parking lots to reduce the amount of parking that is required - see the City's Off –Street Parking Areas Specifications and Standards.
2. Side and rear parking is encouraged, and on-site parking in front of the building is discouraged. Front yard parking shall be limited to no more than one single loaded parking aisle, no more than 50 percent of the building face, and shall only be allowed in circumstances where the applicant can demonstrate that parking requirements cannot adequately be met without siting parking in the front of the building. If parking is located on the side or rear, a street side entrance to the building should be provided to accommodate foot traffic.
3. Walkways shall be provided to connect the building entrance to the public sidewalk. Walkways shall be clearly identified, either with different paving materials such as brick or colored concrete (preferred) or with painted crosswalk striping, when they cross parking areas or driving lanes.
4. Bicycle parking shall be provided for all new commercial buildings or multi-family dwellings. Bike racks shall be easily accessible for and individual with a bike, and shall designed to allow the use of a U-shaped lock that secures the frame to the rack. The number of bicycle parking spaces shall be determined by the following standards:
    a. Minimum for all structures – 2 spaces
    b. Multi-family dwellings – 1 per dwelling unit
    c. Hotels/lodging houses - 1 per 20 employees
    d. All other uses - 1 per 10 auto spaces
5. It is recommended that whenever large parking areas are required, the surface of the lot utilizes permeable pavers, pervious asphalt, or other pervious materials.
6. Commercial buildings and multi-family dwellings shall have a minimum of one building entrance along the building façade facing the street. If the building faces onto multiple streets, the primary entrance should face University Avenue.

SERVICE AREAS

Intent

To improve and maintain the appearance of the University Avenue area.

Guidelines

1. Trash containers, recycling containers, street-level mechanical equipment (gas meters, air conditioners, etc.), and rooftop mechanical equipment shall be located or screened so that they are not visible from a public street or adjacent properties. Electrical service boxes are excluded from this requirement but are encouraged to be screened as much as possible.
2. Screening should be compatible with building architecture and other site features.
3. Placement of service boxes should be located away from the pedestrian zone. Preferred locations are in the rear yard, in the side yard setback twenty (20) feet from the front building plane, or in the front yard beyond the minimum front yard setback standards.
4. If service boxes are located where they are visible from the public right-of-way, it is preferred that property owners work with the City of Middleton Arts Committee to have the boxes painted consistent with public arts initiatives across the city.

BUILDING HEIGHT

Intent

To establish standards for urban development intensity and character.

Guidelines

1. Minimum height of two (2) stories.
2. Buildings with a height taller than three (3) stories directly adjacent to single-family properties must be stepped back down towards the single-family properties.
3. Buildings shall conform to the height restrictions as adopted by the City of Middleton.

BUILDING ENTRANCE FEATURES

Intent

To provide shelter at building entrances and to clearly identify the building entry point.

Guidelines

1. Commercial buildings and multi-family dwellings shall have a minimum of one building entrance along the building façade facing the street. If the building faces onto multiple streets, the primary entrance should face University Avenue.
2. Canopies, awnings, covered porches, and/or gable roof projections should be provided along facades of commercial buildings and multi-family dwellings to provide building access, accentuate the entrance, and give shelter to visitors. To effectively provide shelter these features should provide at least three (3) feet of covered space outside the door.

BUILDING MASSING & ARTICULATION

Intent

To establish visual interest and human scale to the facade.

Guidelines

1. New buildings should establish vertical proportions for the street façade, and for the elements within that façade, rather than long, horizontal blank walls. Verticality can be emphasized using the following techniques: expression of structural bays, variation in material, variation in building plane (projections or recessed bays), articulation of the roofline or cornice, and use of vertically-proportioned windows.
2. All new buildings should utilize details or changes in materials to create a discernible base, middle, and top.
3. All building faces visible from a public street should use design features similar to the primary front facade.
4. A detailed elevation of each exposed building façade shall be submitted with the Design Guideline Checklist. Materials and colors should be noted and samples provided.

COMMERCIAL GROUND FLOOR TRANSPARENCY

Intent

- To create an interesting pedestrian street environment by making commercial interiors visible from the sidewalk.
- To create a safe and pedestrian-friendly street environment by making pedestrians visible from the commercial interiors.

Guidelines

1. Commercial buildings, especially retail uses, should activate public streets by providing significant visibility through the ground floor façade to activities or displays within the building.
2. The use of reflective or dark-tinted glass at ground level is prohibited.
3. The ground floor facade (0-10 feet from ground level) facing a public street of any commercial building or public spaces within apartment buildings should be comprised of at least 50 percent clear glass. If an interior wall is constructed directly behind the clear glass, a minimum of two (2) feet should be maintained between the glass and the wall to allow for product display.
4. A diagram illustrating the percentage transparent glass on each street-facing facade shall be submitted with the Design Guidelines Checklist.

ROOF EXPRESSION & DESIGN

Intent:

To establish, maintain, and reinforce urban character.

Guidelines

1. A positive visual termination at the top of the building should be established. Preferred methods include pitched roofs with gable(s) facing the street or a flat roof with a defined cornice.
2. Pitched roofs should have a slope no less than 5:12.
3. The use of green roofs and passive solar roof design is encouraged.

BUILDING MATERIALS

Intent

- To promote the use of quality, long-lasting materials.
- To encourage the use of sustainable building materials.

Guidelines

1. Preferred exterior finish materials: kiln-fired brick, stucco, wood siding and details, fiber cement siding.
2. Permitted exterior finish materials: vinyl siding (maximum uninterrupted wall width shall not exceed 24 feet), high-quality cultured stone, brick veneer, split-faced CMU, or EIFS.
3. Discouraged materials: vinyl siding, EIFS, gravel aggregate materials, smooth-faced CMU, vertically-orientated metal siding, and panelized products (use shall be approved by Plan Commission).
4. Use of reused, recycled, low-environmental impact, and locally sourced materials is preferred.
5. All exposed sides of a building shall use similar or complementary materials as used on the front facade.
6. A picture and sample of each exterior material and a façade illustration that indicates colors and materials shall be submitted with the Design Guideline Checklist.

BUILDING COLORS

Intent

To reinforce the existing character of the development, and to provide variety and visual interest.

Guidelines

1. Muted tones are preferred for the primary façade color. Day-glo or fluorescent colors are prohibited.
2. Bright colors are discouraged for the primary façade color, but are acceptable as a secondary color to highlight expression lines or details.
3. Colors must be indicated on the façade elevation that illustrates materials, and a color sample for each color shall be submitted with this illustration and the Design Guidelines Checklist.