

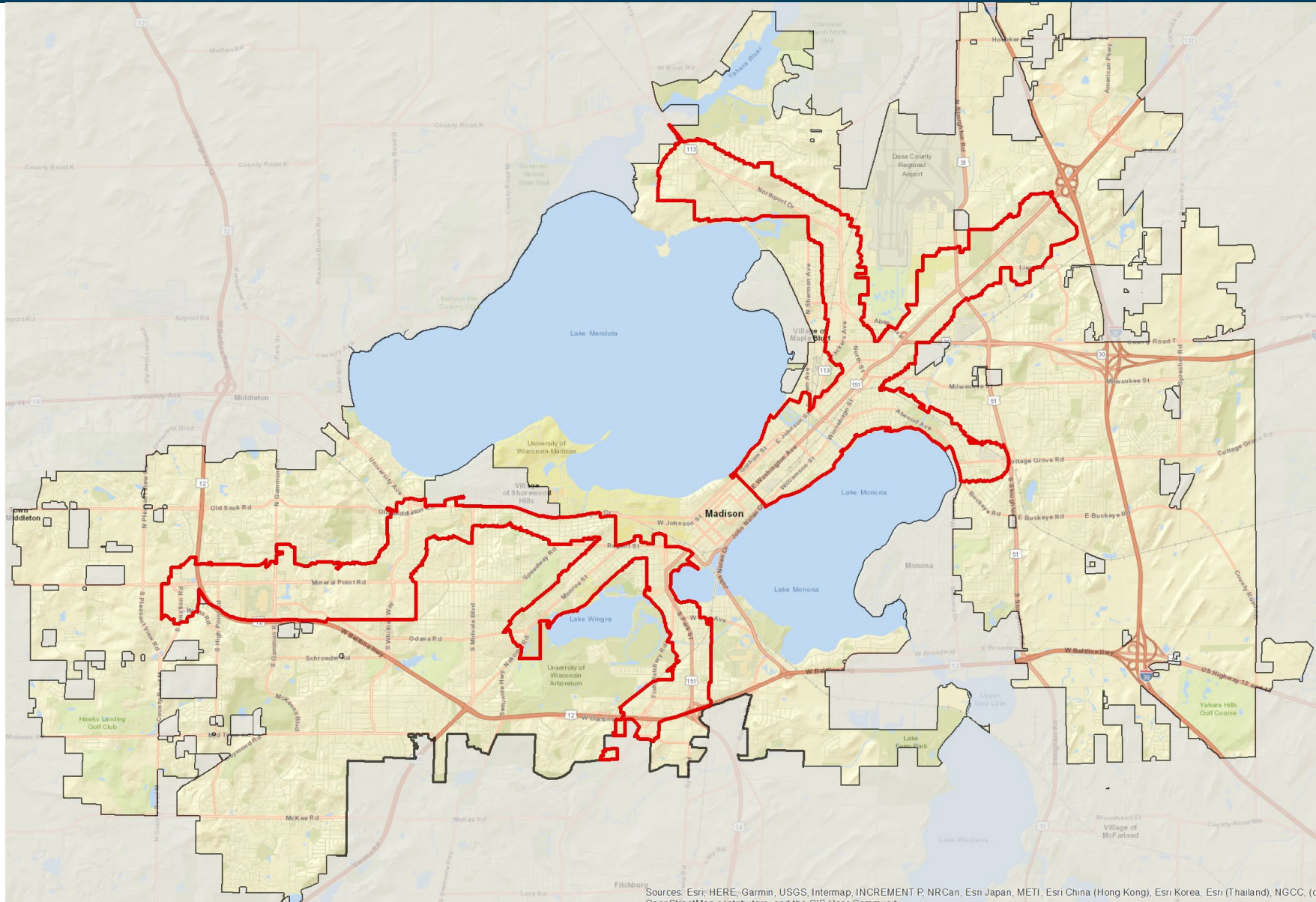


Transit Oriented Development

TOD Overlay Overview, Implementation & Proposed Ordinance Updates

City of Madison Transportation Commission
Planning & Zoning Staff Presentation
11-19-2025

Transit-Oriented Development Overlay



Transit-Oriented Development Overlay Zoning

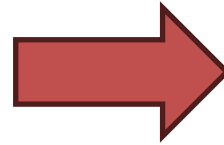


- What are Land Use Planning and Zoning and How Do They Relate?
- What is Transit Oriented Development (TOD)?
- TOD in the Comprehensive Plan
- Why TOD?
- TOD overlay components
- TOD History
- How Land Development works
- TOD overlay zoning development examples
- Proposed TOD overlay code changes



Planning Land Uses vs Zoning

Land Use Planning



Zoning

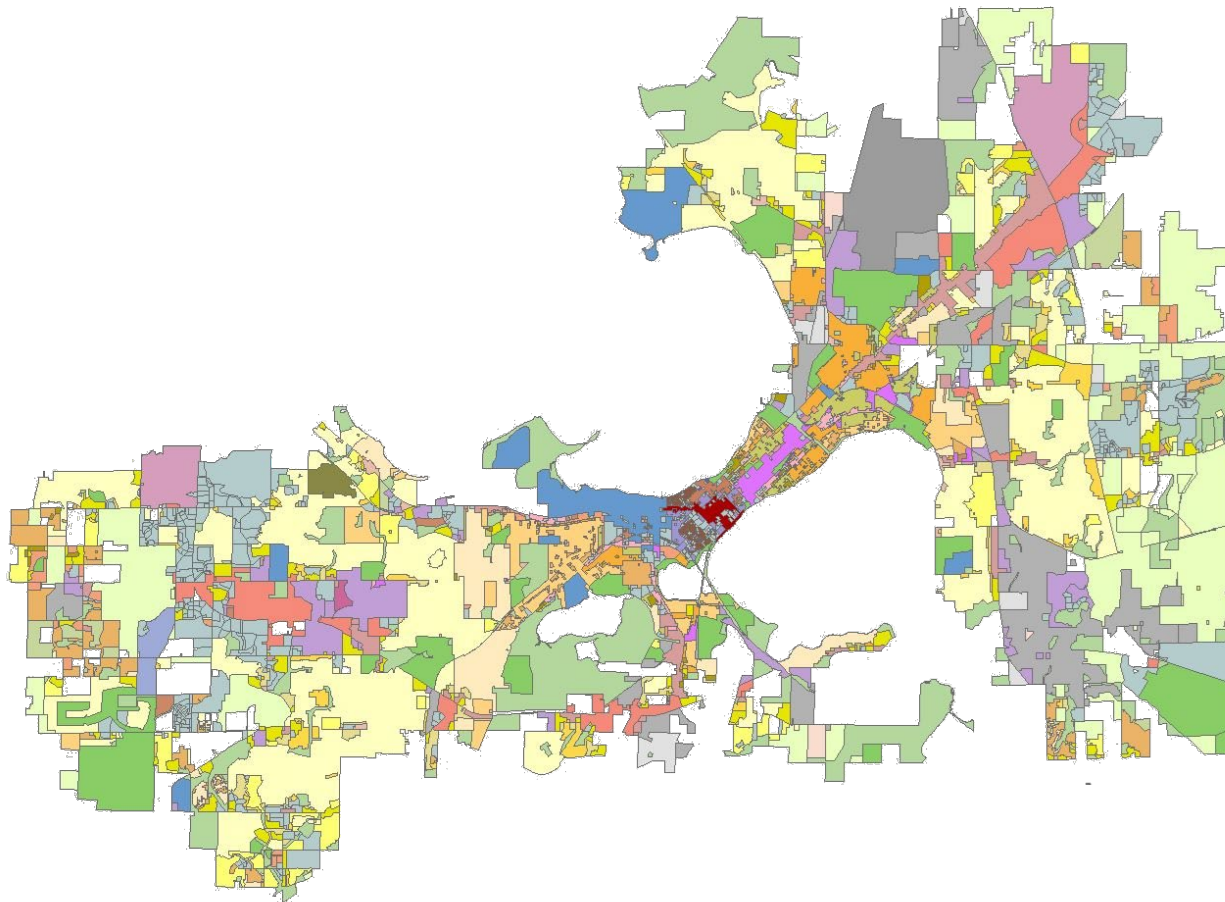
- Planning tool with broadly-categorized land uses for general areas.
- *Generalized Future Land Use* (GFLU) map is in the **City's Comprehensive Plan** and area plans
- 15 land use **categories**

- ***Implements*** recommendations of plans
- **Ordinance** that regulates use, building form, building location
- Rezoning must be consistent with GFLU map
- 45 **districts** + 9 overlay districts

Zoning Basics – Two Main Components



Zoning Map



Regulations by Zoning District

28.060 - GENERAL PROVISIONS FOR MIXED-USE AND COMMERCIAL DISTRICTS.



(1) Statement of Purpose.

Mixed-use and commercial districts are established to provide a range of district types, from the small neighborhood center to regional-level retail centers, while fostering high-quality building and site design and pedestrian, bicycle and transit as well as automobile circulation.

(2) Design Standards. The following design standards are applicable after the effective date of this code to all new buildings and major expansions (fifty percent (50%) or more of building floor area). Design standards shall apply only to the portion of the building or site that is undergoing alteration.

(a) Entrance Orientation (See Figure D1). All

new buildings shall have a functional entrance oriented to an abutting public street. Additional entrances may be oriented to a private street or parking area. For buildings with multiple non-residential tenants, a minimum of one (1) tenant space shall have a functional entrance oriented towards an abutting public street. Other tenant spaces shall be connected to the public street with a private sidewalk connection. Entries shall

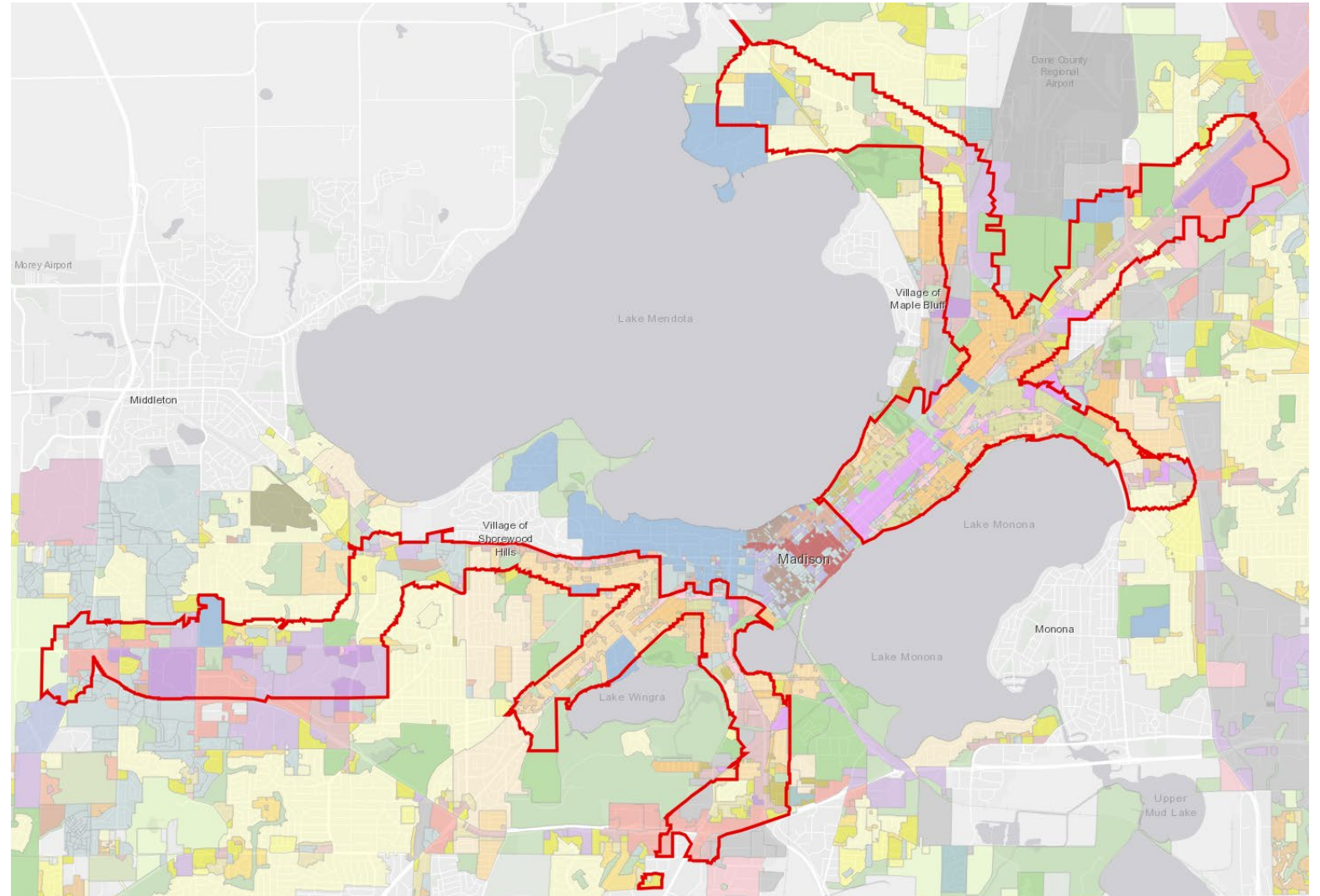


Figure D1: Entrance Orientation

What is an Overlay District?



Overlay zoning district = added to a base zoning district to modify underlying zoning regulations.



 *Transit Oriented Development Overlay District Boundaries*

What is Transit Oriented Development (TOD)?

Transit Oriented Development = pedestrian-oriented, compact, mixed-use development centered on quality public transit.



TOD in the Comprehensive Plan



City projected to add over 100,000 residents between 2020-2050

2023 Comprehensive Plan

Land Use & Transportation Strategy #5:

“Concentrate the highest intensity development along transit corridors, downtown, and at Activity Centers.”

Action A: “Implement Transit Oriented Development (TOD) overlay zoning along BRT and other existing and planned high-frequency transit service corridors to create development intensity minimums, reduce parking requirements, and support transit use.”





TOD in the Comprehensive Plan

City projected to add over 100,000 residents between 2020-2050

2023 Comprehensive Plan

Neighborhoods & Housing Strategy #1:

“Create complete neighborhoods across the city where residents have access to transportation options and resources needed for daily living.”

Action C: “Support the integration of a mix of housing types and neighborhood amenities near existing transit corridors and shared use paths.”



Why Transit Oriented Development?



Implement various City plan recommendations

Match development with City investments in transit

More efficient use of land

- Less development on the edge of the City
- Less need to extend utilities/infrastructure
- Less land for parking, more land for people

Increase mobility of residents without needing to get in a car

Reduce household expenses

Slow the increase in traffic

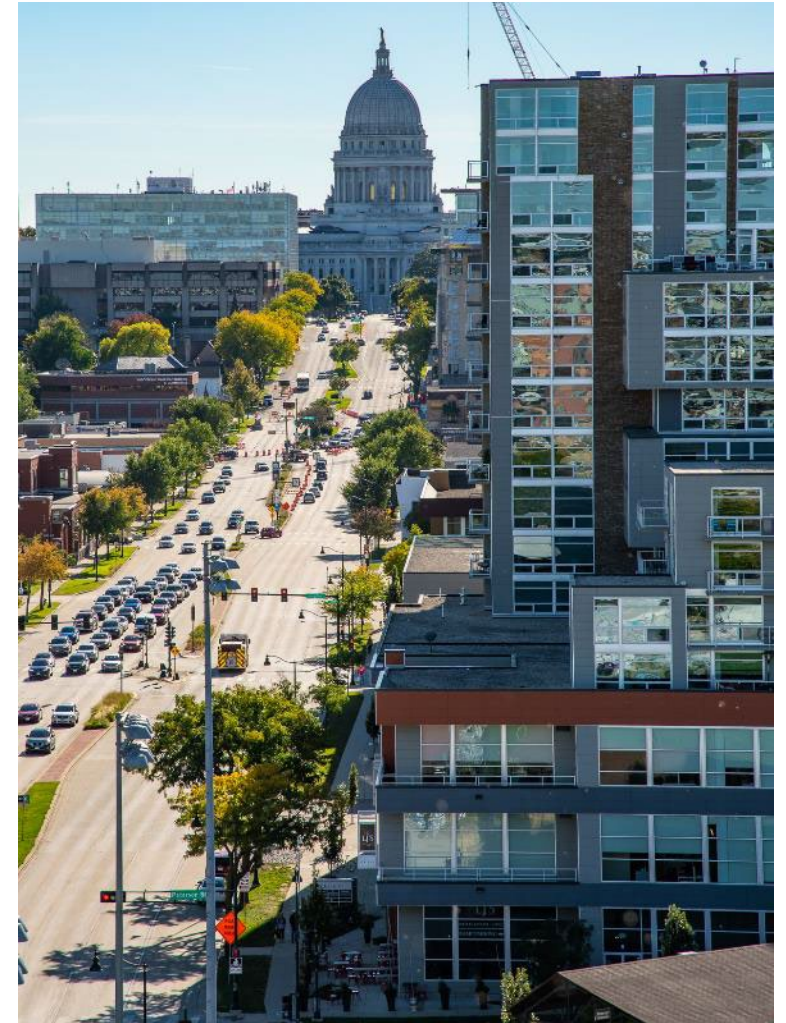
Reduce emissions and driving's negative impact on the environment



TOD Overlay Zoning Components



- Residential dwelling unit bonuses
- Building height bonuses
- Site standards for buildings
- Site standards for automobile infrastructure
- Parking and loading standards
- Existing developed sites and buildings must cross certain thresholds before they are required to meet current zoning code requirements



TOD History



- Late 2021 - Study and discussion began ([67554](#))
 - Increase allowable number of units, height, conditional use thresholds
 - Remove auto parking minimums, reduce auto parking maximums
 - Prohibit certain auto-oriented uses – not included in final ordinance
 - Overlay boundary - $\frac{1}{4}$ or $\frac{1}{2}$ mile from stations, $\frac{1}{4}$ or $\frac{1}{2}$ mile from high frequency bus corridors, considered exemptions of historic districts - ultimately included; downtown excluded
- January 17, 2023 - TOD Overlay Ordinance approved by Council ([74703](#))

TOD History



- July 2023 - Exempted counseling/community service organization use in employment districts from 2-story minimum height requirement ([78322](#)) to enable The River food pantry development. Exempted Madison- and Dane County-owned parks from all TOD requirements ([78659](#)) to enable the Reindahl Imagination Center library.
- May 2024 – Added new requirement for drive-throughs in TOD to be "fully under an occupiable conditioned story." Added new threshold of 50% building addition requiring full compliance with TOD auto infrastructure (including drive through) requirements. Required establishments with drive-throughs citywide to also provide access to pedestrians. Clarified that nonconforming site conditions can remain but cannot be made more nonconforming ([81965](#)).

Discretionary Development Process



**For uses and development requiring review by Commissions or Common Council
e.g. Conditional Uses, Rezoning, etc**

1. Pre-Application Discussions

- Alders
- City Staff
- Neighbors & Neighborhood Groups

2. Applicant Files Application

- Rezoning
- Conditional Use
- Land Division

3. City Agency Review

4. Meetings and Public Hearings

- Landmarks Commission
- Urban Design Commission
- Plan Commission
- Common Council
- *(others)*

5. City Agency Verification

Planning
Zoning
City Engineering

Traffic Engineering
Parks
Forestry

Mapping
Fire
Water Utility

Metro Transit
Streets & Recycling
Assessor

Real Estate
Police
Parking Utility

Permitted Use Development Process



For “by-right” uses and development
e.g. Permitted Uses

1. Applicant Files Application



2. City Agency Site Plan Review

Planning
Zoning
City Engineering

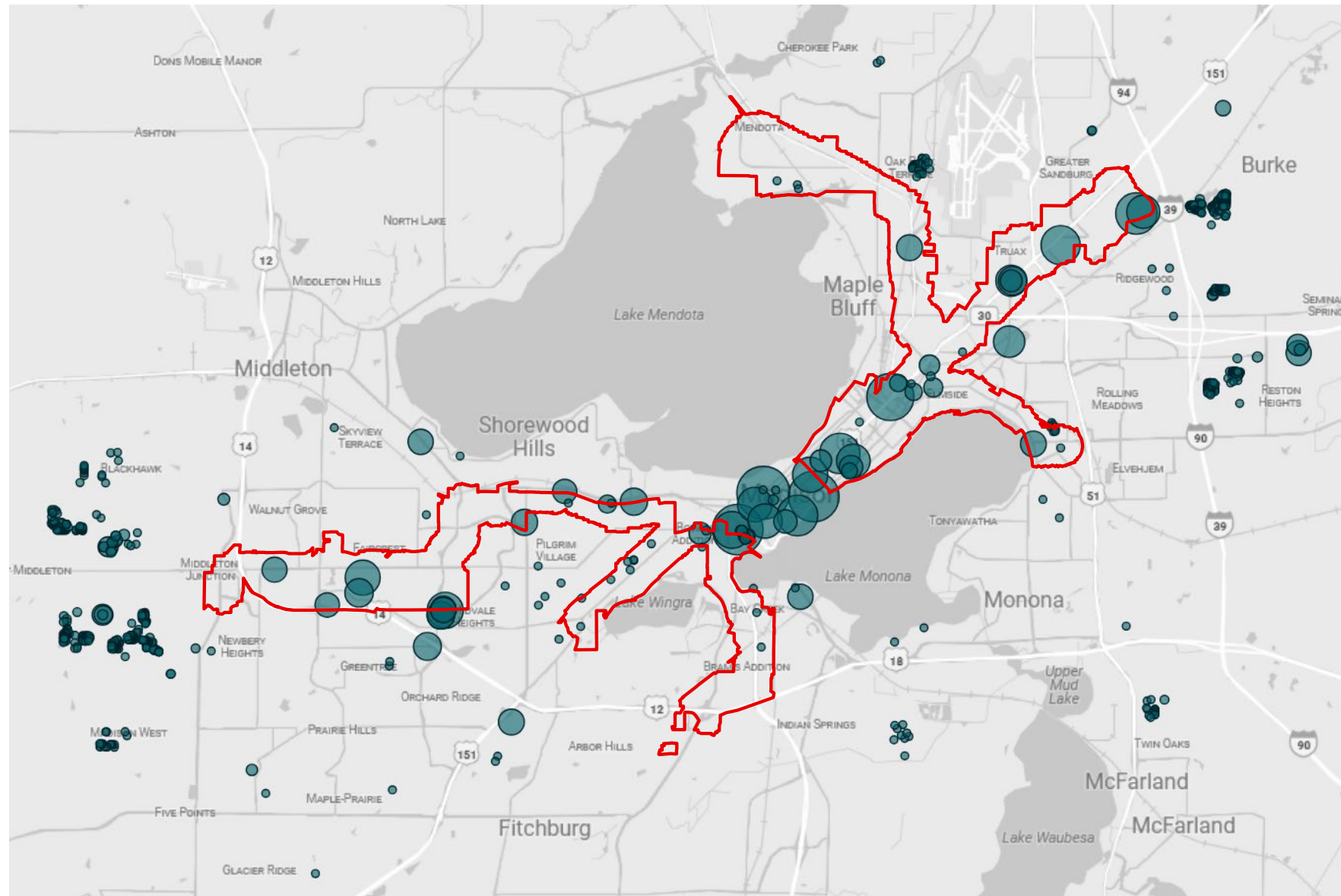
Traffic Engineering
Parks
Forestry

Mapping
Fire
Water Utility

Metro Transit
Streets & Recycling
Assessor

Real Estate
Police
Parking Utility

Recent Development



**TOD Overlay covers
17% of Madison's
total land area**

**Common Council, Plan
Commission, & UDC Approvals
2023-Present Inside TOD as
Portion of City Total:**

- New Dwelling Units: 42%
- Net New Dwelling Units: 43%
- Hotel Rooms: 65%
- Commercial Sq Ft: 51%
- Office Sq Ft: 100%
- Institutional Sq Ft : 31%
- Industrial Sq Ft : 56%

426 South Yellowstone Drive



6-story 147-unit mixed-use building with 750 sq ft commercial space, opened 2025



3100 East Washington Avenue



5-story apartment building with 192 units, completion spring 2026



2450 East Washington Avenue



5-story 76-unit mixed-use building with 250 sq ft commercial space, completion 2026





3535-3553 University Avenue

6-story 146-unit mixed-use building with 4,300 sq ft commercial space, completion 2027



702-750 University Row



4-story addition to medical clinic & 4-level parking garage. Exceeded minimum setback, placement of auto infrastructure (patient drop-off/pick-up zone), lack of parking structure facade active uses.

3915 Lien Rd



2-story standalone car wash. Placed on file by Plan Commission August 2023. Appeal to Council failed in October 2023. Reversed by Circuit Court in May 2024.



53 West Towne Mall



Coffee drive-though building at corner of Gammon Road and officially-mapped future extension of Odana Road



Housing Forward: Leg ID 90552



Proposed TOD Changes: Allow 3 & 4-Unit Buildings in Residential Areas:

- Expand ability to construct buildings with up to 4 units to all residential zoning districts in the TOD Overlay
- Would be relevant in existing residential areas in West, North, East, & South parts of Madison
- Any redevelopment would be up to property owner to initiate



4-unit building example

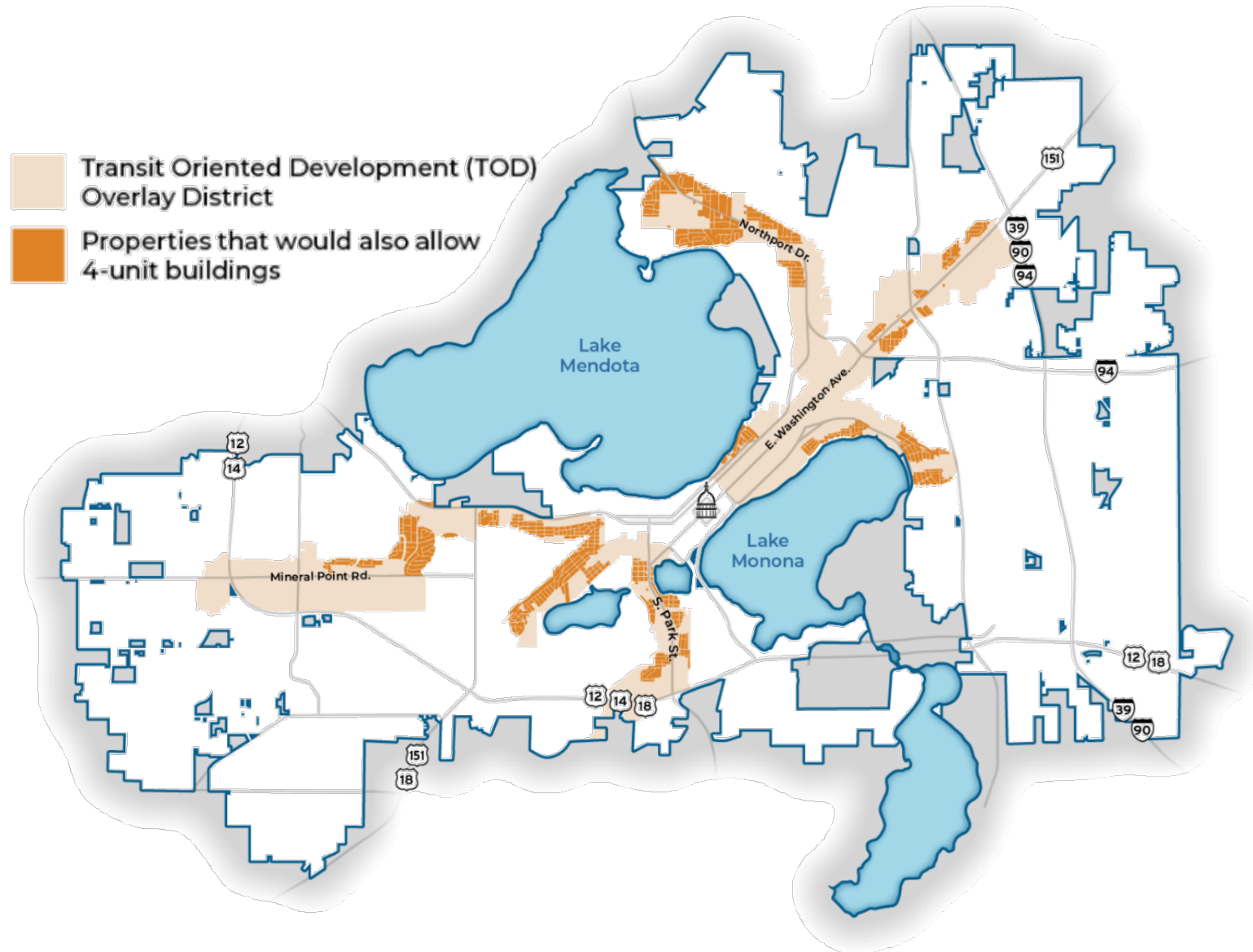


4-unit building example



4-unit building (townhomes) example <https://www.houseplans.pro/plans/plan/f-688>

Housing Forward: Leg ID 90552



Possible Amendment to 90552



3- and 4-units as a Conditional Use in University Hill Farms National Register Historic District

Request by Alder Tishler: in the University Hill Farms National Register Historic District within districts that would newly allow 3- and 4-unit buildings in TOD, 3- and 4-unit buildings are reviewed as a Conditional Use

Rationale: provides more oversight of changes within the University Hill Farms National Register Historic District

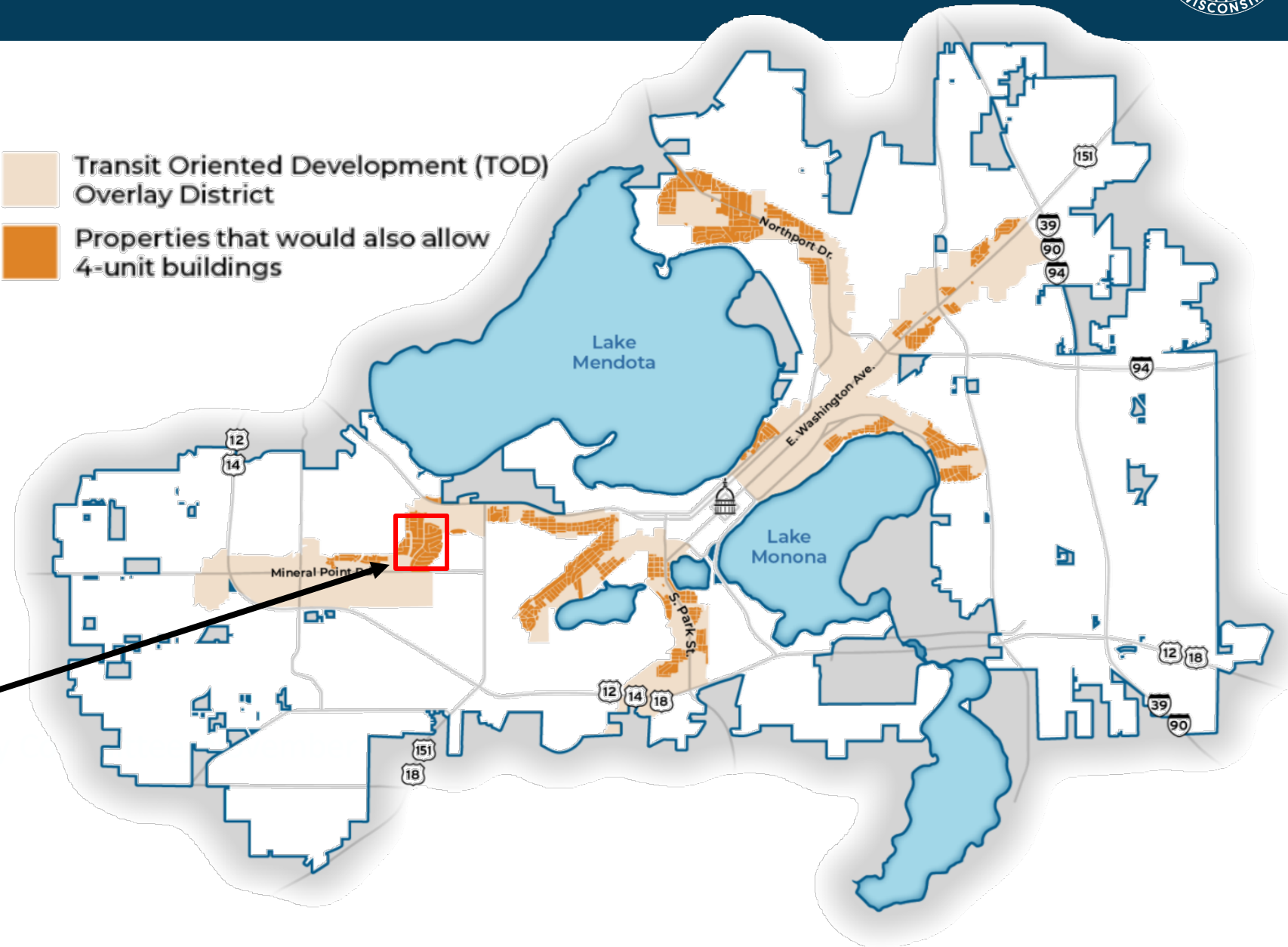
An amendment would:

- Add 28.104 (3)(d) text and a map to identify areas on which these residential uses require Conditional Use review

Possible Amendment to 90552



- Transit Oriented Development (TOD) Overlay District
- Properties that would also allow 4-unit buildings



**3- and 4-units as a
Conditional Use in
University Hill Farms
National Register
Historic District**

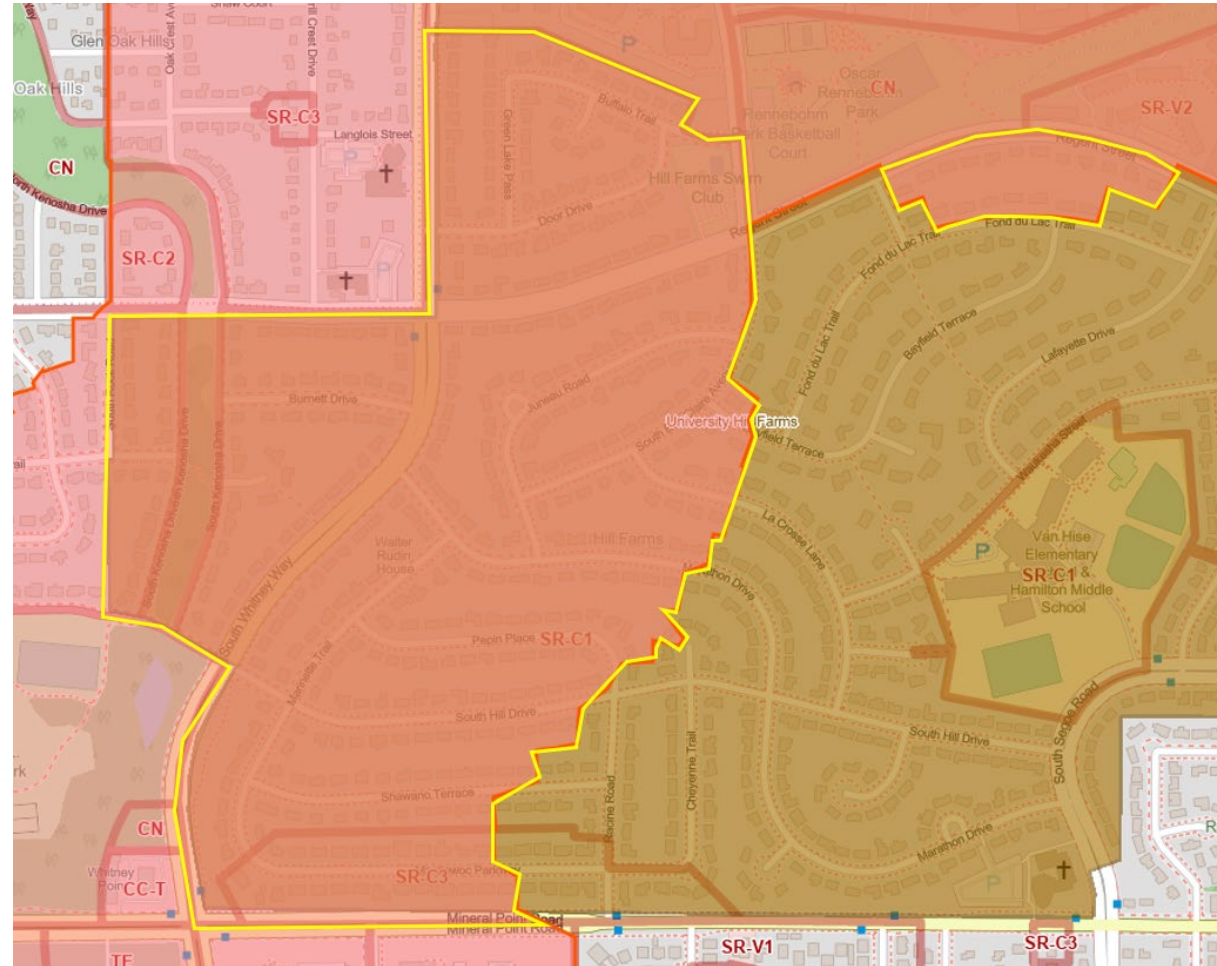
Possible Amendment to 90552



3- and 4-units as a Conditional Use in University Hill Farms National Register Historic District



Area where 3-4 unit buildings would be a conditional use



Housing Forward: Leg ID 90552



Proposed TOD Changes: Updated Standards for Drive-Through Facilities:

- Future drive-through facilities in the TOD Overlay must be in or on buildings:
 - At least 3 stories
 - That cover 60% of lot area
- Existing drive-through facilities aren't impacted



Housing Forward: Leg ID 90552



Housing Forward: Leg ID 90552



Proposed TOD Changes: Limit certain auto-centric land uses:

Within the TOD Overlay, changes would prohibit NEW

- *Standalone* surface parking lots
- Car washes
- Auto sales & rental businesses
- Existing facilities/uses aren't impacted



Note: On 11/18, Housing Policy Committee will consider an amendment to maintain Auto Rental Uses while prohibiting Auto Sales. An update will be provided to TC on 11/19.

Possible Amendment to 90552



Allow Auto Rental within TOD Overlay Zone

Request by Alders Ochowicz & Figueroa Cole:
Continue to allow auto rental businesses within TOD Overlay

Rationale: allow auto rental close to high-quality transit service to support car-light living

An amendment would:

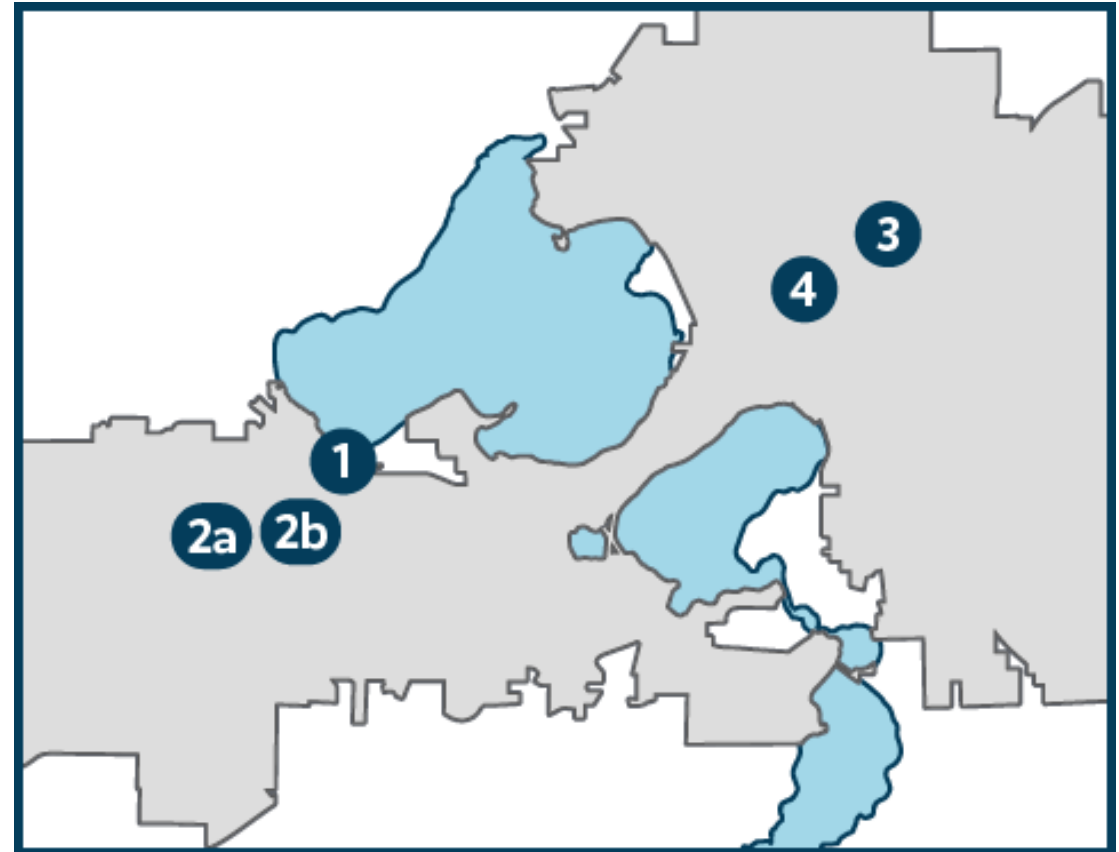
- Separate "Auto Sales & Rental" use into two uses - "Auto Sales" and "Auto Rental" in all applicable zoning district use tables
- Within proposed 28.104 (6) - Prohibited Principal Uses, change "Auto Sales & Rental" to "Auto Sales"

Housing Forward: Other Ordinances



Proposed TOD Changes: Changing Zoning Designations for some parcels to support plan recommendations:

- Encourage additional mixed-use development, including housing, by changing zoning designation of some specific areas
- Purpose is to support development where it can benefit from and support high-frequency transit and in alignment with adopted plan recommendations





Questions & Discussion