



Department of Planning & Community & Economic Development

Planning Division

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To: City of Madison Common Council (CC to Economic Development Committee)

From: Odana Area Plan Staff

Date: September 16, 2021

Subject: Odana Area Plan ([Legistar #66098](#))

Racial Equity Analysis & Resulting Potential Edits to the Plan

On July 21, 2021 the EDC recommended adoption of the Odana Area Plan, and recommended that a Racial Equity and Social Justice (RESJ) Analysis be conducted prior to Council consideration of the Plan. Odana Area Plan staff worked with other City departments and divisions to conduct the analysis. The full set of notes is attached for reference. A substantial element of the discussion was that most of the impacts come down to implementation – from the discussion notes (attached): “Burden and benefit completely depends on how the plan is executed and the level of inclusion that is part of future (re)development as far as construction, business mix, housing mix, etc. How are property owners/ developers pulling people in and making inclusive spaces?” There was also some discussion of the current lack of residents in the area, and that while community services and amenities are a necessary part of complete neighborhoods, adding them too early – before more residents are present – could set the services up for failure or provide services that the actual future residents of the area may not want or need.

The discussion resulted in some recommended edits for Council consideration (all approved edits would also be reflected in the summary chart under “Effective Government”):

1. On page 10, under “Create Welcoming Space,” add a new sentence at the front of the second paragraph: “In addition to the state- and nationwide issues of policing and surveillance of communities of color that can make them feel unwelcome in certain commercial and residential areas, there is a further element within the Odana Area that can contribute to communities of color feeling unwelcome in the area.”
2. Add item “g” under Transportation Recommendations #10 on page 19: “Enhance pedestrian and bicyclist safety and comfort crossing Mineral Point Road north to Memorial High School and Jefferson Middle School through traffic signal adjustments, pavement markings, and physical changes to intersections/crossings.”
3. Edit Neighborhoods & Housing #6 on page 23 to read: “Evaluate the feasibility of affordable housing development on any property acquired through the City’s land banking program and incorporate affordable housing into residential projects on land-banked areas as part of a diverse mix of unit types, potentially including “missing middle” styles and lower-cost owner-occupied housing.”
4. Add “and retain affordable options” to the end of 4-b in the Economy and Opportunity chapter.
5. Add “library” to Culture and Character #8 on page 28.
6. Add strategy under “Effective Government” chapter to “Work with existing service providers in and around the area, such as the Lussier Community Education Center, to provide needed services to new residents.”
7. Consistent with recent language style modifications (2020-2021) from entities like the Associated Press and New York Times, capitalize “Black.”

Potential Parks-Related Edits to the Plan

Questions from property owners subsequent to introduction of the plan in June has led staff to feel that intent of the green hatched “General Future Park Area” shown on maps 1, 6, and 7 needs to be clarified. In consultation with Parks Division staff, Planning Division staff is recommending the following edits:

8. Add language to the map 1, 6, and 7 footnotes to describe the total parcel area in each of the green “general future park area” overlays. This edit would emphasize that only a portion of each area is desired for future park space.
9. Add language to page 29, #1: “The General Future Park Area overlay shown on the map designates the generalized area within which a smaller portion of the land will be sited for a park or open space in the future. The large generalized overlay is necessary because at this point it is not known where the park and open space will be sited.”
10. Change fourth bullet on page 29, under #1 from “Park space should be acquired through dedication and purchase of property, as needed” to “Park space should be acquired through purchase of property from willing sellers and through parkland dedication.”
11. Add the following language to the footnote on Map 6: “exceptions to building height limits on this map may be considered for properties that dedicate park space in ‘general future park’ areas in a manner that is acceptable to the Parks Division.”

Transportation Policy & Planning Board Discussion

The Transportation Policy & Planning Board recommended approval of the plan on August 16, 2021, with the added recommendation that staff review the planned shared-use path network to determine if any paths should be incorporated into the official mapping recommended for select planned streets. Planning staff has reviewed the planned bike network map (Map 5 in the Plan) with Engineering, and has the following recommendations:

- a. **Beltline path extension to east and west:** East extension would be almost exclusively on City property or WisDOT-controlled Beltline right-of-way (ROW). Staff feels that official mapping is unnecessary. For the west extension, Planning staff inquired with City Engineering as to whether the path would be extended in Beltline ROW, and they stated that the west portion is expected to be constructed in existing ROW and is in good standing with WisDOT, so no additional land is expected to be needed.
- b. **Mineral Point Road path/wide sidewalk:** Implementation of this recommendation is already being addressed as part of the planned BRT project. Staff feels that official mapping appears to be unnecessary.
- c. **Tocora Lane path extension from Science Drive to Whitney Way:** this path runs along a planned street that is not recommended for official mapping. Planning staff feels that the parallel path should not be officially mapped given that the adjoining street is not planned for official mapping.
- d. **Odana Road path connection to Beltline Path at Research Park Boulevard:** This ~350 foot section could be considered for official mapping, if desired by the Council.
- e. **Big Sky Drive from D’onofrio Drive to Mineral Point Road; and Grand Canyon Drive from Struck Street underpass north to Normandy Lane:** these sections are along existing streets. These sections could be considered for official mapping, but in coordinating with Engineering staff it seems more likely that path construction would take place in existing ROW as part of an adjoining street project, as happened with the Gammon Road path and as is being planned with the BRT project. Note that the path extension from Normandy to Mineral Point could occur on City property as part of modifications to the stormwater pond that are being planned by Engineering.

Attachment: Racial Equity and Social Justice Analysis Tool – Odana Area Plan

RACIAL EQUITY AND SOCIAL JUSTICE TOOL

FAST TRACK VERSION



Racial Equity
& Social Justice Initiative





Racial Equity and Social Justice Initiative Racial Equity Analysis Tool Fast-Track Version

INSTRUCTIONS

This abbreviated version of the Comprehensive RESJI Racial Equity Analysis Tool is intended for issues on a short timeline or without a widespread impact.

Examples:

- single piece of legislation already drafted and introduced.
- creation of a single position description and job posting for an open position
- development of a single budget item proposal

For broader policies and legislation in its beginning phase, please use the full version of the RESJ Toolkit.

This tool should be completed by people with different racial and socioeconomic perspectives. When possible, involve those directly impacted by the issue. Include and document multiple voices in this process. The order of questions may be re-arranged to suit your situation.

Mission of the Racial Equity and Social Justice Initiative (RESJI): To establish racial equity and social justice as core principles in all decisions, policies and functions of the City of Madison.

Equity is just and fair inclusion into a society in which all, including all racial and ethnic groups, can participate, prosper, and reach their full potential. Equity gives all people a just and fair shot in life despite historic patterns of racial and economic exclusion (www.policylink.org).

Purpose of this Tool: To facilitate conscious consideration of equity and examine how communities of color and low-income populations will be affected by a proposed action/decision of the City.

The “*What, Who, Why, and How*” questions of this tool are designed to lead to strategies to prevent or mitigate adverse impacts and unintended consequences on marginalized populations.

BEGIN ANALYSIS

Name of topic or issue being analyzed:

Whether/how the Odana Area Plan enhances business and housing opportunities for communities of color within the planning area.

Main contact name(s) and contact information for this analysis:

Ben Zellers, bzellers@cityofmadison.com
Dan McAuliffe, dmcauliffe@cityofmadison.com

Names and affiliations of others participating in the analysis:

Urvashi Martin, Planning Division; Tariq Saqqaf, Department of Civil Rights; Nancy Saiz, Community Development Division; Saran Ouk, Economic Development Division; Julie Spears, Community Development Division; Phil Gritzmacher, Department of Transportation; Kirstie Laatsch, Planning Division; Will Glenn, Library (all City of Madison employees)

Have stakeholders from different racial/ethnic and socioeconomic groups—especially those most affected—been informed, involved and represented in the development of this proposal or plan? Who is missing and how can they be engaged?

Yes; the biggest component of stakeholder involvement and representation in development of the Odana Area Plan was a series of eight meetings held with the Latino Chamber of Commerce of Dane County, the Madison Black Chamber of Commerce, and the Hmong Wisconsin Chamber of Commerce, all of which helped develop recommendations contained in the Plan, especially the Economy & Opportunity chapter.

1. WHAT

a. What is the policy, plan or proposal being analyzed, and what does it seek to accomplish?

Whether/how the Odana Area Plan enhances business and housing opportunities for communities of color within the planning area.

The Odana Area Plan seeks to guide redevelopment, City infrastructure investment, development of parks, economic development, and the addition of housing to a largely retail/restaurant/office environment, all while providing opportunities for diverse populations to live and grow their businesses in the Odana Area.

b. What does available data tell you about this issue? (See page 3 for guidance on data resources.)

- More background information in the plan about demographics would be beneficial – what is around the area and what population would be impacted? Tell a story about who would be affected.
- Have an idea of who may be impacted inside the planning area, but less about what’s going on and who is impacted outside of the planning area.
- The closest library is a long way away (Ashman, Meadowridge, Sequoya – depending on which side of the planning area someone is located). A library is a community hub/community center. It’s difficult to walk to the closest libraries.
- The impact of this Odana Area can be regional – we could think about the demographics of the city as a whole as we think about the Plan. For example, people who may live on South Park Street who want to get to area to shop or to work are not well served by either current transit or by planned bus rapid transit (BRT).
- The Plan should discuss school service & walkability.
- There is a lot of information and demographics that were compiled as part of the Comprehensive Plan process – we could refer back to what we already know from that effort.

c. What data are unavailable or missing?

- What do we know from Comp Plan about peoples’ big-picture needs and desires? The Odana Area is a bit of a blank canvas – what is it that people are looking for and what opportunities does that afford us from a housing standpoint?
- What is the experience of people of color in business settings? The mall doesn’t allow teenagers, and there can be an exclusionary feel in business districts. The City needs to proactively address that.
- The City doesn’t have a business registry where we know who owns businesses – it is challenging to reach out on a wider scale to owners to discuss/address issues.

2. WHO

a. Who (individuals or groups) could be impacted by the issues related to this policy, plan or proposal?

- If we implement the plan wrong it will displace people in the area surrounding the plan boundary. We don't want people to be displaced from the surrounding area. It would be great if we are creating opportunities for people who are already living in and around the Odana Area, not just people who are moving in to the area from outside Madison/Dane County.
- Residents from adjoining areas and people who need to travel to the area for shopping/work.
- Businesses in the area and adjoining areas.
- Retail, restaurant, and office employees in the Odana Area.
- Seniors that are living in the area (Oakwood); feedback from many seniors who participated was similar to some resident feedback from the surrounding area in the limited (or no) desire for change.
- Residents in the Odana Area.
- Potential future residents of Odana Area; potential future business owners within Odana Area.
- Travelers through the area (road, bike, transit).
- High schoolers (Memorial); Middle schoolers (Jefferson); youth in general – we need to make sure we're serving kids and that they are safe and comfortable. Kids need to be able to ride bikes and skateboards to school – that can make an area feel like more of a community.

b. Who would benefit?

- Youth.
- Future residents.
- Those who want to use transit.
- Renters from the surrounding area (they may not see rents go up as quickly if new units are added in the Odana Area to handle continuing high demand for housing)
- Current & potential future business owners.
- Residential & commercial property owners. Already wealthy developers will benefit because land will become more valuable.
- Construction companies and their employees.
- Anyone could benefit, but also could be burdened if the plan is poorly executed. Employees could be displaced if retail shrinks.
- Renters, if housing supply keeps up with demand.
- Transit users (depending on how the Metro route study works out and how routes link with planned BRT).

c. Who would be burdened?

- Burden and benefit completely depends on how the plan is executed and the level of inclusion that is part of future (re)development as far as construction, business mix, housing mix, etc. How are property owners/developers pulling people in and making inclusive spaces? Who is included, who is excluded?
- The people who don't benefit are left behind.
- Existing business owners who are tenants in affordable retail spaces may be displaced; small businesses owned and operated by the BIPOC community are burdened if no affordable commercial space is created/retained in the area.
- CBL (mall owner) has expressed concerns about the official mapping of streets that is included in the Plan and whether that would impact their ability to add development in the manner they may choose – they would like maximum flexibility.
- Employees, if retail jobs disappear.
- Lower income households if no affordable housing is actually built in the area. The City can't necessarily control if affordable housing is built in the area – that depends on willing property owners and developers and availability of federal/state/local funding.
- The City needs to think about the cost of not fulfilling plan recommendations for affordable housing and affordable business space.

d. Are there potential disproportionate impacts on communities of color or low-income communities?

- Affordable housing (considered to be generally 30-60% of AMI for rental, ≤80% of AMI for owner-occupied) built along the Beltline/major streets could negatively impact residents due to exposure to noise/pollution.
- Without proactive rezoning and officially mapping streets people who don't own cars would be burdened due to a lack of connectivity to transit.
- The employment base in the area could change if it redevelops (IE, shift away from retail/restaurant)
- Businesses that cater to lower income households may be the most challenged in maintaining their location if redevelopment occurs.
- The Plan may open up the area for more opportunities through enhanced transit and a variety of jobs.
- Development of affordable housing on a high-capacity transit corridor.
- Potential for impacting naturally occurring affordable housing south of the Beltline.
- How welcome will black/brown/indigenous people (especially teens) be in a changing Odana Area? Is stronger language in the plan needed to address that? Whether an area is welcoming is partially impacted by the tenant mix and the control of private streets – the City's ability to impact this is limited.
- It is difficult to know what kind of services the future community will need in this area – that will depend on how redevelopment proceeds and what type of redevelopment takes place – how much affordable housing will be built? What will the business mix be? The City and community groups will need to remain flexible – the development of community facilities should be tailored to the future community.

3. WHY

a. What are potential unintended consequences (social, economic, health, environmental or other)?

- All market-rate housing could lead to a changed commercial tenant mix that serves higher-income people, which would not support some plan goals.
- The plan shows an example of the Belmar redevelopment project. That actually generated a lot of car traffic – it just looked nicer than what was there before because it had a façade of walkability.
- There is the potential for increased cost of commercial space for businesses, which could have a negative impact on BIPOC owned and operated businesses.
- If redevelopment happens all at once it will be brand new and expensive, which could lead to increased housing costs in the surrounding area. Belmar example: a new Whole Foods led to higher-end businesses and higher income housing.
- While the number of residences in the Odana Area is limited, there is the potential that high-end development in the planning area could lead to spillover gentrification in the surrounding area. Business owners may be more at risk of being priced out of the area if a significant amount of affordable commercial space is redeveloped in a short time frame. Odana Road is mostly businesses right now – that could be the highest impact area.
- If we don't set the area up in the right way to provide access to communities of color we lose an opportunity to invite them in to an environment where space and access is already scarce.

4. HOW: RECOMMENDATIONS SECTION

a. Describe recommended strategies to address adverse impacts, prevent negative unintended consequences and advance racial equity (program, policy, partnership and/or budget/fiscal strategies):

- Land banking should be expanded and maximized close to existing and future transit. Although – the City currently lacks staff capacity and resources to fulfill this type of recommendation given that it is mentioned in multiple plans.
- If we're going to land bank – we need to have a strong stance in the Plan (not just *consider* including affordable housing).
- The City needs to consider capacity of our for-profit and not-for-profit development partners to implement recommendations.
- The incubator space recommended in the Plan can benefit BIPOC business owners. Services and nonprofits that support business owners of color like a SBA center and chamber office(s), are also needed in the Odana Area. Generally: expanding services in the Odana Area that support entrepreneurs of color would be beneficial.
- Give more opportunities for smaller-scale development (for example, through zoning code changes).
- Communities of color would like to see space to participate in cultural/spiritual community/events/etc.
- Are there opportunities to expand service provision? For example, there is a free clinic on Odana Road. Entities that focus on the health of people may be needed – how can the City be a good partner to bring something like that to the area?
- It is concerning that there are not a lot of residences in the Odana Area – that may set some services and community facilities up for failure if they open in the area prior to more people living there. The Urban League job center on McKenna isn't getting enough participation when there are a lot of residents nearby that they want to serve. More housing is needed to draw people in before services are added.
- Service delivery has to be diverse – the City/community can work with existing providers, like Lussier Community Education Center, instead of pursuing new providers.
- The City needs to continue outreach to the ethnic chambers and also to try to reach out to Memorial High School again to see if they are now interested in helping to facilitate student discussions about the future of the area.
- Centers of worship usually don't have the capacity to build something new – should the City possibly ID specific sites that could be places of worship in the plan? Those can be an important part of building community.
- If we do have more people in new residences, how do we create a new community center to serve them? It would not have to be City-owned and operated; are there leverage points for new housing to incorporate a community center?
- There is an existing citywide Commercial Ownership Assistance program should that specifically be mentioned in the plan?
- Could the City establish a mechanism for to provide guidance to developers on a cultural inclusion plan for developers to promote a diverse mix of tenants?
- The City has a Jobs TIF program – should the plan specifically mention jobs TIF use in the Odana Area to create living wage jobs?

DATA RESOURCES FOR RACIAL EQUITY AND SOCIAL JUSTICE IMPACT ANALYSIS

City of Madison

- Neighborhood Indicators (UW Applied Population Lab and City of Madison):
<http://madison.apl.wisc.edu>
- Open Data Portal (City of Madison):
www.cityofmadison.com/data
- Madison Measures (City of Madison):
<https://www.cityofmadison.com/finance/documents/MadisonMeasures-2016.pdf>
- Census reporter (US Census Bureau):
<http://censusreporter.org/profiles/06000US5502548000-madison-city-dane-county-wi>

Dane County

- Geography of Opportunity: A Fair Housing Equity Assessment for Wisconsin's Capital Region (Capital Area Regional Planning Commission):
www.capitalarearpc.org
- Race to Equity report (Wisconsin Council on Children and Families):
<http://racetoequity.net>
- Healthy Dane (Public Health Madison & Dane County and area healthcare organizations):
www.healthydane.org
- Dane Demographics Brief (UW Applied Population Lab and UW-Extension):
www.apl.wisc.edu/publications/Dane_County_Demographics_Brief_2014.pdf

State of Wisconsin

- Wisconsin Quickfacts (US Census):
[U.S. Census Bureau QuickFacts: United States](https://www.census.gov/quickfacts/wisconsin)
- Demographics Services Center (WI Dept of Administration):
[DOA Demographic Services Center \(wi.gov\)](http://www.doa.wisconsin.gov/demographic-services-center)
- Applied Population Laboratory (UW-Madison):
www.apl.wisc.edu/data.php

Federal

- US Census:
[Explore Census Data](https://www.census.gov/data.html)
- 2010 Census Gateway (US Census):
www.census.gov/2010census