

APPENDIX A: REVIEW OF PAST PLANS AND STUDIES

Goal

Learn from earlier studies, and not duplicate previous efforts.

GENERAL SUMMARY

The following is a summary of 12 documents related to the Villager Mall or its immediate area. Those items that directly relate to the Villager or the Park Street Corridor were given the highest priority. Studies or portions of studies which took a more general approach to the South Madison area were given the next level of importance, followed by more detailed studies of specific blocks around but not adjoining the Villager Mall. In addition, within the document Park Street Revitalization: Possibilities to Reality, reviewed below, there is a summary of 37 documents regarding the South Madison Area from the time period of 1956 through 1997, none of which are included in this review. The studies in this review are presented in order of relevance to the current planning process.

Common themes throughout the studies, other than the Phase I Environmental Assessment, are evident. The brief introduction to the history, economics and geography of development in Madison and the South Madison area describe the area surrounding the Villager Mall as a traditional home to many immigrants and people of minority status. As a result, South Madison in general has faced problems that often accompany diverse and economically poor communities. Many efforts have been made over the years to address these challenges, reflected in the high number of studies done for the area. The most common issues mentioned are run-down or outdated residential and business districts (including the Villager Mall). Other issues mentioned include aesthetic and environmental concerns around parks and Wingra Creek, traffic and pedestrian safety concerns, and the need for an identity for the area. Newer reports recognize Park Street as a “gateway” to downtown Madison and the University of Wisconsin campus from the Beltline. Villager Mall is recognized as a “priority site” for redevelopment in these recent studies, all of which recognize its conversion to office and civic functions but still call for its redevelopment to include a strong retail element.

Common Themes

- Lack of Identity
- Importance of Community Involvement in Planning
- Ethnic Diversity of Area
- Outdated Building
- Pedestrian/Traffic Safety
- Gateway Location
- Office/Civic Conversion
- Keep Retail Component

STUDY SUMMARIES

1. VILLAGER MALL: PHASE I ENVIRONMENTAL ASSESSMENT - GANNETT FLEMING, INC / APRIL 2004

This report gives a brief history of the Villager Mall site, chronicling its development and the impact upon the health of the site and the current buildings. It also reviews neighboring developments (most notably the gas stations at each corner) and lists those known and predicted effects upon the Villager site. Among its points:

- Site was part of Burr Oaks Golf Course.
- Previous buildings: small clubhouse, Burr Oak Bowling Center (1960) and Superior Mutual Insurance Company Building (incorporated into Mall in the mid-1960s), 1920-1965 single family homes along north side of Hughes, and until 1990 single family homes along northern end of property.
- Asbestos Containing Materials (ACMs) sprayed on beams and under roof deck (WPS). Basement encapsulated in 1990. Other possible locations (flooring, pipe wrap, etc.) in good condition. Sprayed on conditions will need to be managed carefully during reconstruction.
- Leaking Underground Storage Tank (LUST) file for Mobil station at southeast corner has likely contaminated ground water on Villager Mall property immediately north of Mobil parcel. It is

Key Findings

The Phase I Environmental Assessment concluded that “there are no recognized environmental conditions associated with the property, and further environmental assessment of this property is not warranted at this time.”

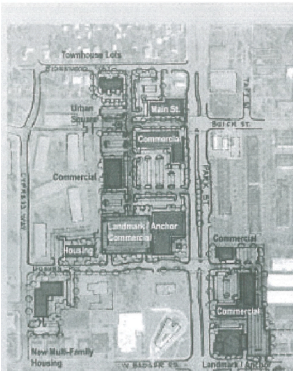
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documented and clear that this is responsibility of Mobil.

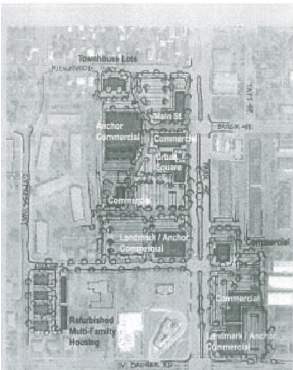
- The site is not in the areas of Madison for likely lead pipe water service.

In conclusion, the report states that "The property was not identified as having any potential environmental risk sites associated with it."

Concept A : Villager Mall Area Redevelopment



Concept B : Villager Mall Area Redevelopment



Figs. A-1 and A-2: Map 11 from *South Madison Neighborhood Plan*, two concept diagrams for Villager Mall redevelopment.

2. SOUTH MADISON NEIGHBORHOOD PLAN - SOUTH MADISON NEIGHBORHOOD STEERING COMMITTEE AND CITY OF MADISON DEPARTMENT OF PLANNING AND DEVELOPMENT / OCTOBER 2004

The *South Madison Neighborhood Plan* was developed using a neighborhood-based planning process. Its purpose is to provide general and specific recommendations to enhance the quality of life in the study area, and function as the primary reference for neighborhood improvements, development and revitalization efforts within the South Madison planning area. It is a very comprehensive plan, from which much about the neighborhood issues and opportunities can be taken. The plan also singles out the Villager Mall as a key redevelopment site. Among the findings for the Villager Mall and Surrounding Area:

- Site is a major gateway into South Madison, Downtown Madison, University of Wisconsin, and the major health facilities in central Madison.
- Neighborhood residents would like to see the Villager Mall transformed into a retail, office and service center.
- Demolition of the center would facilitate overall redesign of site.
- New design that incorporates a main street atmosphere would strengthen overall vitality of site.
- Emphasis on international mix of business, cultural facilities, and public gathering spaces.
- Development that includes financial institutions, office buildings and restaurants would be supportive of neighborhood businesses.

Design Principles used for the conceptual designs in the plan include:

- Framing the Park Street Corridor.
- Street-Oriented Commercial Development.
- Community Interaction.
- Urban Design.
- Street Circulation and Parking.
- Pedestrian Circulation and Safe Street Crossing.

Recommendations specific to the Villager Mall Site in the plan include:

- Redevelop long term to include 2-5 story commercial buildings for retail, office, research. Design should incorporate a main street design concept. New buildings on outlots should be close to the sidewalk with parking at the side or rear. High quality design and materials.
- As first step, reconfigure internal circulation system to support opportunities of one or two outlots. Look at improving pedestrian and vehicular connection to apartment complex to west on Cypress Way.
- Dedicate 10 feet of property to the widening of South Park Street median to improve pedestrian safety.
- Consider construction of new single-family townhomes along the northern property line.
- Widen roadway and improve sidewalk system along both Hughes Place and Ridgewood Way.
- Explore construction of parking ramp to support park and ride and new business at Mall.

3. ACHIEVING THE VISION: IMPLEMENTATION STRATEGIES TO ACHIEVE REDEVELOPMENT WITHIN THE GREATER SOUTH MADISON AREA - BADGER-ANN-PARK STREET REDEVELOPMENT COMMITTEE, TODD-BELTLINE REDEVELOPMENT COMMITTEE AND CITY OF MADISON DEPARTMENT OF PLANNING AND DEVELOPMENT / JULY 2004

Achieving the Vision identifies a number of redevelopment goals for South Madison, including promotion

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of a distinctive South Madison Character or Identity, improving the business infrastructure and climate, expanding the range of housing options, and developing safer intersections, streets, and bike paths promoting the linkages between the east and west sides of Park Street. On page 10, the Villager Mall is identified as “Area A” for redevelopment. There is a brief discussion of the opportunities present at the site, its history and current status, and then delves into a strategy for redevelopment including funding sources, other resources, and a timeline before suggesting some development concepts, including:

- Improved infrastructure, such as intersections at Park and Hughes Place, Buick Street and Ridgewood Avenue. Reorganize the Mall with new internal street. Create urban square as a focal point for all South Madison community to celebrate its special events.
- Landmark office building corner of Hughes and Park; “Main Street” retail on new street.
- New community-focused building to house Harambee, public library and some office.

4. PARK STREET CORRIDOR: URBAN DESIGN GUIDELINES - SCHREIBER/ANDERSON ASSOCIATES AND THE UNIVERSITY OF WISCONSIN DEPARTMENTS OF URBAN AND REGIONAL PLANNING AND LANDSCAPE ARCHITECTURE / MARCH 2004

These Guidelines cover site and building improvements and new construction for the Park Street corridor, which it breaks into the Northern Design District (north of Olin Avenue) and Southern Design District (south of Olin Avenue) to the Beltline. Villager Mall is located in the Southern Design District, and is singled out on page 24 under section “E. Special Conditions” in conjunction with a number of other areas. This section gives additional guidelines including:

- Redevelop as a mixed-use center incorporating quality architecture and design.
- Density to the street to enhance pedestrian activity.
- Buildings positioned as termination points for streets leading into Park Street.
- Buildings to create blockface along Park Street, with corner buildings with minimal setbacks.
- Buildings on Park Street up to four stories in height. Buildings away from Park up to six.
- Streetscaping and traffic calming. Limiting of driveways and curb cuts to Park Street.
- Shared parking

5. PARK STREET REVITALIZATION: POSSIBILITIES TO REALITY - SCHREIBER/ANDERSON ASSOCIATES, INC AND VANDEWALLE & ASSOCIATES / JULY 2001

The *Park Street Revitalization: Possibilities to Reality* document analyzes and gives design recommendations for the Park Street Corridor from just south of the Beltline to Lake Mendota. It describes it as a “vast, undefined traffic corridor that lacks identity.” Among the goals and recommendations it specifies, on page 18, that the Villager Mall:

- Be redeveloped to include new neighborhood retail businesses with second floor residential/office uses fronting on Park Street.
- Integrate South Madison Metro Transfer Station to create a transit-oriented development.
- Organize the Villager Mall redevelopment around a new “town square”.
- Expand the Farmer’s Market for other outdoor activities.
- Break up the existing Villager Mall building to provide a pedestrian link to Lincoln School.

Also located at the end of this document is a summary of Existing Plans and Documents Regarding South Madison, dating from 1956 to 1997.

6. TOWN OF MADISON SITE REDEVELOPMENT STRATEGY AND CONCEPT PLAN - VANDEWALLE & ASSOCIATES AND THE TAUREAN GROUP LLC / JULY 2002

This study identifies eight potential redevelopment sites and proposed land uses along the South Park Street corridor, and gives recommendations for those sites. The Villager Mall is not one of the sites identified, the closest being “Site F” which is across South Park Street from the transfer station to the south of Villager Mall. Included are:

- Specific recommendations and a layout for the site across South Park Street from Villager Mall at the corner of West Badger Road. Among the recommendations is that the

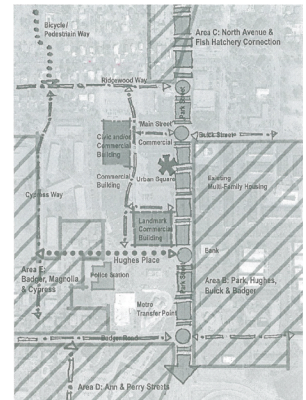


Fig. A-3: Fig. 5 from *Achieving the Vision: Implementation Strategies to Achieve Redevelopment within the Greater South Madison Area*, concept diagram for Villager Mall.

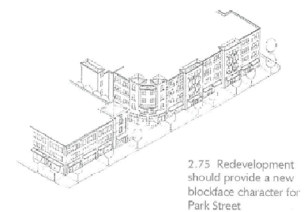


Fig. A-4: Figure from *Park Street Corridor: Urban Design Guidelines*, page 24, where it discusses Villager Mall as a Special Condition.

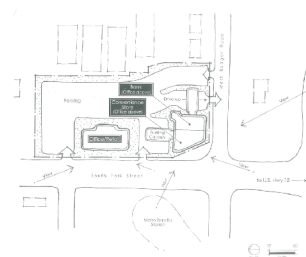


Fig. A-5: *Redevelopment Concept Plan for Site F from Town of Madison Site Redevelopment Strategy and Concept Plan for site just south of Villager Mall.*

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Fig. A-6: Image of recommended architectural form and scale from *Town of Madison Site Redevelopment Strategy and Concept Plan*, page 45, for site just south of Villager Mall.

southeast side of this site should include mixed use development including a convenience store, bank and retail on the first floor with two to three floors of offices above. The northwest side of the site should include a three to four story office building. Retail uses to be oriented to transit users.

- Images of commercial, office and residential developments which may be considered models for this development.

7. TOWN OF MADISON NEIGHBORHOOD REVITALIZATION STRATEGY AREA PLAN - PDI, INC / JUNE 2001

A portion of the *Town of Madison Neighborhood Revitalization Strategy Area Plan* assesses redevelopment potential, infrastructure improvements, and streetscape improvements at the northeast corner of South Park Street and West Badger Road, one block south of Villager Mall.

8. TOWN OF MADISON NEIGHBORHOOD REVITALIZATION STRATEGY AREA PLAN - PDI, INC / SEPTEMBER 2001

Revision of previous plan. No revisions effect Villager Mall.

9. BOUNDARY AND PROJECT PLAN AMENDMENT FOR TIF DISTRICT #26 - CITY OF MADISON / 2003

Amendment to the original TIF district to allow for capital improvements along South Park Street from West Johnson Street to Haywood drive, north of both Villager Mall and Wingra areas. Improvements planned before 2006 include:

- Streetscape amenities.

10. WINGRA CREEK PARKWAY MASTER PLAN - CITY OF MADISON DEPARTMENT OF PLANNING AND DEVELOPMENT / DECEMBER 2004

Environmental concerns and recreational opportunities for Wingra Creek from Fish Hatchery Road to Olin-Turville Park., just north of Villager Mall site. The plan identifies specific improvements and associated costs, including:

- Areas requiring bank stabilization.
- Stormwater management improvement
- Trail enhancement.
- Improvments to parks such as the dog park for access to creek, shelters at Quann Park, etc.

11. WINGRA CREEK BUILD PROJECT SUMMARY REPORT - CITY OF MADISON DEPARTMENT OF PLANNING AND DEVELOPMENT / 2004

Conceptual designs, market feasibility study and redevelopment assessment strategy focusing on Wingra Creek BUILD (Better Urban Infill Development), located north of Villager Mall and bounded by South Park Street on the east, West Wingra Drive on the south, and Fish Hatchery Road on the west and north. This report focused on a site-specific redevelopment and business retention opportunities from a market perspective. A number of conceptual renderings by Schreiber Anderson on page 16 begin to suggest character and scale treatment along South Park Street.



Bird's Eye Perspective Park Street and Fish Hatchery Road Intersection



Bird's Eye Perspective Park Street and Wingra Drive Intersection

Fig. A-7: Conceptual Renderings, page 16 from *Wingra Creek BUILD Project Summary Report*, for sites north of Villager Mall along Park Street.

12. PENN PARK MASTER PLAN - CITY OF MADISON DEPARTMENT OF PLANNING AND DEVELOPMENT / 2002

The South district is fortunate to have a relative abundance of park and open space compared to other parts of the city, and this plan recognizes the goal of maintaining this abundance and making it more accessible. Near and long-term improvements for Penn Park are shown for the park, including:

- Recreational facilities such as tennis and basketball courts.