

# Southeast Area Plan

Final Draft - April 22, 2026



2019 "Holiday in the Park" at Elvehjem Park photo by Dan Collins

CITY OF **MADISON**

# Table of Contents

Acknowledgements .....	1
Executive Summary .....	2
Introduction .....	6
Land Use .....	18
Transportation .....	33
Neighborhoods and Housing .....	42
Economy and Opportunity .....	48
Culture and Character .....	60
Green and Resilient .....	68
Effective Government .....	76
Health and Safety .....	81
Community Action Strategy—Hiestand .....	88
Appendix .....	92

# Acknowledgements

## Officials and Administrators

Satya Rhodes-Conway, Mayor  
Derek Field, District 3 Alder  
Dina Nina Martinez-Rutherford,  
District 15 Alder  
Sean O'Brien, District 16 Alder  
Meagan Tuttle, Planning Division  
Director

## Planning Division Staff Team

Breana Collins  
Rebecca Cnare, Project Co-Manager  
Jeff Greger, Project Co-Manager  
Dan McAuliffe  
Alyssa Mugavero  
Chris Wells

## Contributing Planning Division Staff

Heather Bailey  
Meri Rose Ekberg  
Brian Grady  
Jessica Vaughn  
Karin Wolf

## Inter-Agency Staff Team

### Transportation

Luke Peters  
Sean Hedgpeth  
Connor Mountford

### Engineering

Greg Fries  
Mark Moder  
Chris Petykowski  
Janet Schmidt

### Parks

Adam Kaniewski

### Streets and Urban Forestry

Ian Brown  
Craig Klinke

## Madison Water Utility

Pete Holmgren

## Planning and Community and Economic Development

Mark Fitzgerald  
Terrell Nash  
Jaymes Langrehr  
Ruth Rohlich  
Saran Ouk  
Matt Frater  
Julie Spears

## Police

Captain Edward Marshall

## Fire

Assistant Chief Jeff Larson  
Deputy Chief Tim Mrowiec

## Public Health Madison and Dane County

Justin Svingen

## Community Partners

nINA Collective

# Executive Summary

# Implementation



*“The Southeast Area Plan provides a framework for Southeast neighborhoods to lean in on their entrepreneurial roots as a manufacturing and innovation center while providing opportunity for new neighbors living in walkable transit supportive activity centers.”*



## Southeast Area Plan

### How This Plan Is Used

Area plans are used by the City to inform decisions on:

- ◆ zoning and redeveloping property;
- ◆ provide direction on the location and types of housing;
- ◆ guide the City's budgeting for infrastructure and services.

This plan takes high-level policies from citywide plans, like the Comprehensive Plan, and provides a greater level of detail about how those policies apply in the Southeast Area.

Many actions in this Plan can be implemented over the next decade, but some actions either have an uncertain timeline or may take longer than a decade to implement. Implementation of actions in this plan are contingent on funds being available through future City budgets or other sources.

The Plan will be implemented through varied methods, such as:

- ◆ Private development, guided by the Generalized Future Land Use (GFLU) Map, Recommended Building Height Map, and other maps and actions;
- ◆ City infrastructure projects and private-sector infrastructure projects dedicated to the City as part of developing and redeveloping neighborhoods like the former Voit Farm on Milwaukee Street;
- ◆ Current zoning, City-initiated recommended rezonings, and private-sector rezoning requests consistent with the GFLU Map;
- ◆ Official mapping of select planned streets;
- ◆ City budgeting for actions in this Plan;
- ◆ City participation in partnerships with the private sector, nonprofits, and other governmental entities.



Public engagement event

It is anticipated that this plan will be updated approximately every 10 years.

The full Southeast Area Plan can be downloaded at:  
[www.cityofmadison.com/southeastplan](http://www.cityofmadison.com/southeastplan)



## PLAN IMPLEMENTATION



COMPREHENSIVE PLAN



AREA PLAN



ZONING



CAPITAL BUDGET



PARTNERSHIPS

# Plan Highlights

## Former American Family East Regional Building

- ◆ Redevelopment of 41 acres with:
  - Mix of housing types
  - Public street grid
  - Open space
  - Walking paths
  - Connections to surrounding neighborhood



1 <b>LU</b> Land Use	2 <b>T</b> Transportation	3 <b>NH</b> Neighborhoods & Housing	4 <b>EO</b> Economy & Opportunity
5 <b>CC</b> Culture & Character	6 <b>GR</b> Green & Resilient	7 <b>EG</b> Effective Government	8 <b>HS</b> Health & Safety

Opportunities for higher intensity development and new housing

**NH**

- ◆ Provide affordable housing and density along transit corridors



**T**

- ◆ Improve safety at pedestrian and bicycle crossings on major arterials



## Cottage Grove Rd /Atwood Ave

- ◆ Potential redevelopment of Walgreens and Old National Bank site as mixed-use

**T**

- ◆ Construct missing sidewalks

**LU**

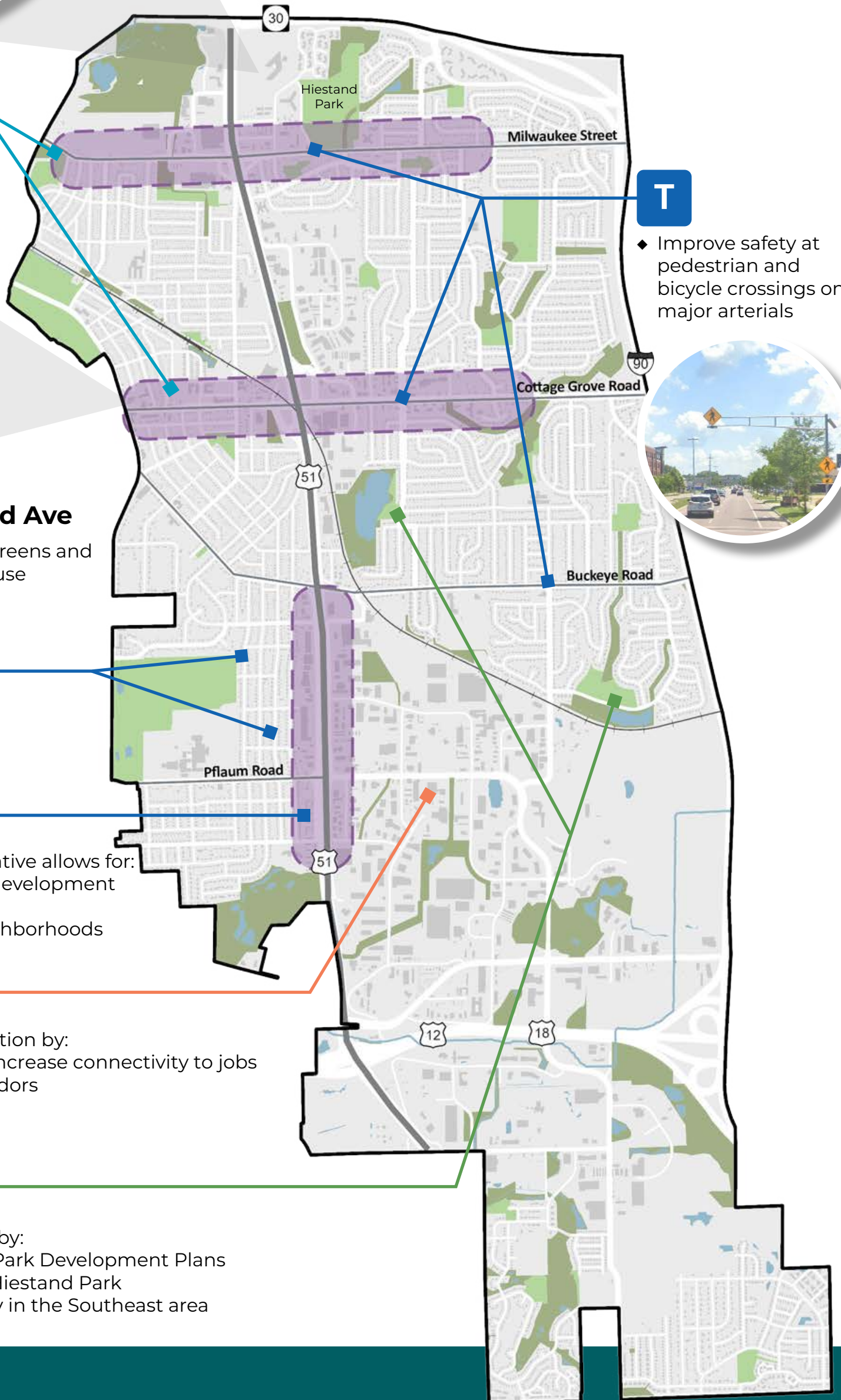
- ◆ 35 mph Urban Boulevard Alternative allows for:
  - Mixed-use and residential development
  - Driveway access to Hwy 51
  - A transition to existing neighborhoods

**EO**

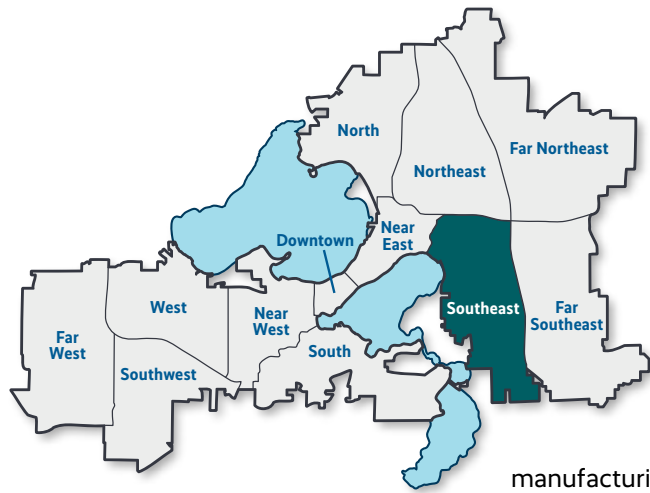
- ◆ Support businesses and job creation by:
  - Direct access to Hwy 51 to increase connectivity to jobs
  - Revitalize commercial corridors

**GR**

- ◆ Improve parks and open spaces by:
  - Complete and implement Park Development Plans
  - Develop a master plan for Hiestand Park
  - Increase overall tree canopy in the Southeast area



# Introduction



The Southeast Area of the City of Madison has a colorful and impactful history that is based on its working-class history and entrepreneurial roots. The area experienced rapid growth in the three decades post-World War II, and local businesses and industry were well-placed to find economic opportunities for innovation as the east side had access to the Interstate system starting in 1959. The Southeast Area became part of the intersection of where rural dairy farming in Dane County met entrepreneurs using University of Wisconsin-driven technology that helped launch many of the dairy innovations that made this area become the heart of the World's Dairy Industry.

The Southeast Area is still an important employment and light manufacturing powerhouse, and growth of these employment sectors is expected to increase. The Area is also home to a diverse and growing population that cherishes its green space, looks to enhance community cohesion and welcomes the opportunity for new neighbors. The Southeast Area has an opportunity to embrace population growth along its major transportation corridors and use this change to increase connections, neighborhood amenities and enhance the culture and character of its many wonderful neighborhoods. This Plan aims to set up a framework to ensure that potential growth has the infrastructure, city services and opportunity that will continue to make the Southeast Area an important employment hub that is interconnected with complete neighborhoods.

## How This Plan Is Used

Area plans are used by the City to inform decisions on zoning and redeveloping property, provide direction on the location and types of housing, and guide the City's budgeting for infrastructure, parks, stormwater management, community facilities, and economic development initiatives. This plan takes high-level policies from citywide plans, like the Comprehensive Plan, and provides a greater level of detail about how those policies apply in the Southeast Area.

The planning process analyzes existing plans and policies, particularly the City's Generalized Future Land Use Map, Complete Green Streets Street Type Map, and shared-use path and bicycle network, to make recommendations that are integrated back into citywide plans. The in-depth analysis and targeted public engagement undertaken as part of area plan processes guide future change and investment.

Many actions in this Plan can be implemented over the next decade, but some actions are included that either have an uncertain timeline or may take longer than a decade to implement. Implementation of actions in this plan are contingent on funds being available through future City budgets or other sources. The Plan will be implemented through varied methods, such as:

# What in This Plan



- Private development, guided by the Generalized Future Land Use (GFLU) Map, Recommended Building Height Map, and other maps and actions;
- City infrastructure projects and private infrastructure projects dedicated to the City as part of developing and redeveloping neighborhoods like the former Voit Farm on Milwaukee Street;
- Current zoning, City-initiated recommended rezonings, and private-sector rezoning requests consistent with the GFLU Map;
- Official mapping of select planned streets;
- City budgeting for actions in this Plan;
- City participation in partnerships with the private sector, nonprofits, and other governmental entities.

It is anticipated that this plan will be updated approximately every 10 years.

### Community Action Strategy Areas

The Southeast Area contains one Community Action Strategy area, Census Tract 30.02 Hiestand Neighborhood. Greater numbers of low- to moderate-income households live in this area, making them eligible for federal Community Development Block Grant (CDBG) funding. Additional public engagement and community capacity-building assistance were directed to these areas during the planning process. The City will plan to direct a portion of any available Federal Community Development Block Grant Funds to the Hiestand area for small scale capital improvements if grant funding is available. Given the capacity-building focus, the Community Action Strategy recommendations are not exclusively physical or policy changes. Some recommendations are outside City control and may rely on community partners for implementation.

### Relationship between the Southeast Area Plan and the Comprehensive Plan

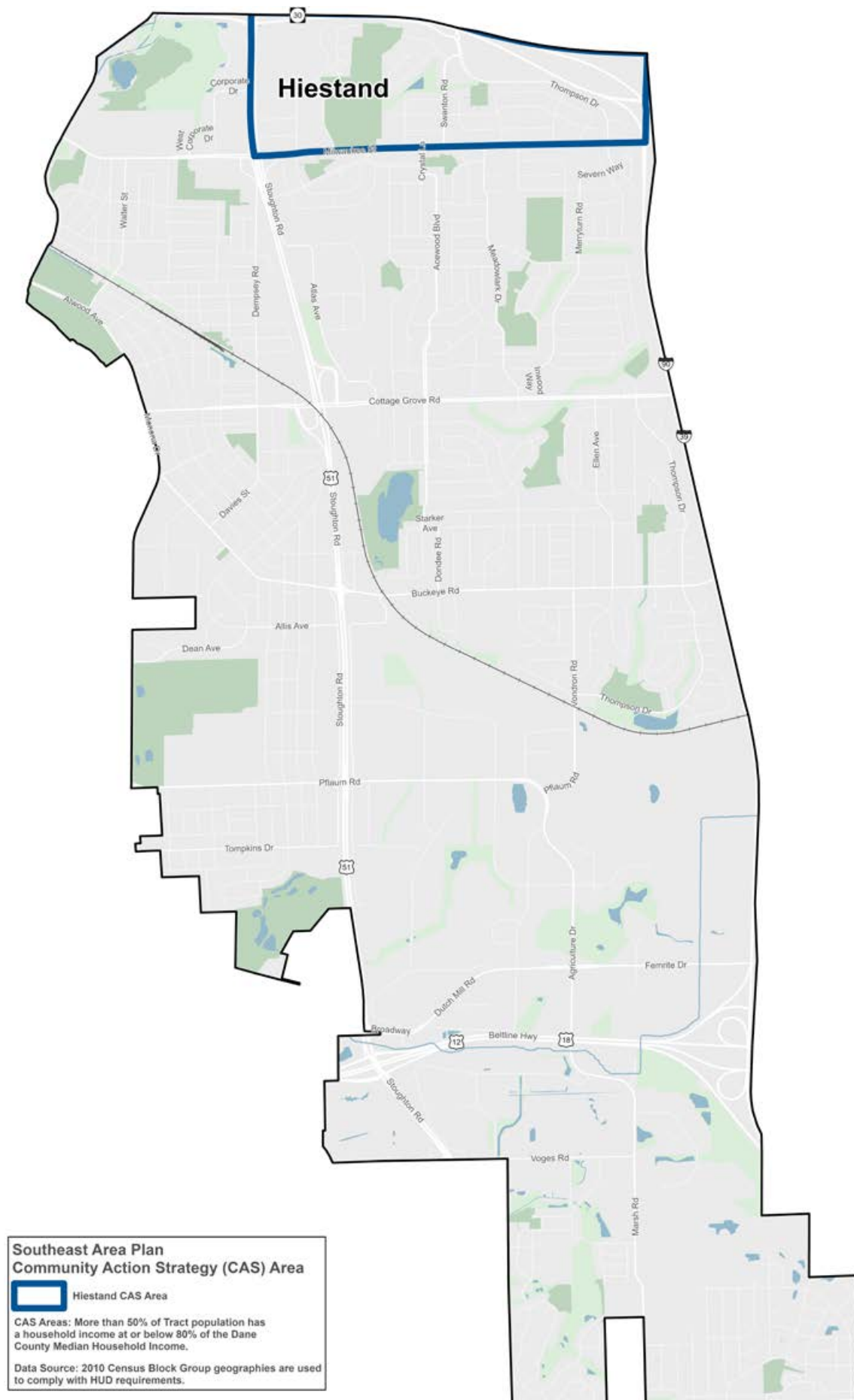
The Comprehensive Plan includes citywide policies and priorities for investment based on feedback received through an extensive community engagement effort. Recommendations are grouped by the seven elements. The Comprehensive Plan also includes policies that guide future growth in a way that supports citywide policies.

The Southeast Area Plan applies policies from the Comprehensive Plan, other citywide initiatives, and specific recommendations for the Southeast Area based on a closer evaluation of the area and additional community engagement.

While Area Plans help guide future growth, they don't automatically create or require development. Instead, these Plans guide the City's review process when development is proposed. Proposals that generally follow plan recommendations are likely to be approved, but proposals that don't follow plan recommendations will face greater scrutiny, and approval will be less likely. Plans also provide a guide for future City projects and programs, and future City budgets will determine the timing of those actions.

### Previously Adopted Plans

While this Plan is a new effort under the City's Planning Framework, many previous smaller area plans have guided the area over the past decades.



# Public Engagement Process

The Southeast Area Plan relied on diverse engagement methods to hear directly from the community. Hundreds of residents participated through in-person and virtual meetings, a two-part mailed survey, and a “Madison Madness” bracket activity designed to gather priorities in a fun, accessible way.

To better engage residents often underrepresented in planning processes, the City partnered with the nINA Collective to lead focus groups and targeted outreach. Focus groups were held throughout spring and summer 2025, along with pop-up engagements at events across the Southeast Area.



Parks Alive and other community events

**Phase 0:**  
Data Gathering and Review

JUN - OCT

2024



Survey Part 1: 500+ responses | Part 2: 150+ responses and Madison Madness Bracket

Engagements with La Follette High School PEOPLE Program Students

Partnered with nINA Collective to host 9 focus group meetings

**Phase 1:**  
Issues and Opportunities

NOV - MAY

2025



Business Walk, Neighborhood Walk, Art Workshop, Focus Group meetings, CAS Back-to-School events

**Phase 2:**  
Develop Recommendations

JUN - NOV

2026



Public Meetings: In-person open house and virtual meetings 40+ attendees

**Phase 3:**  
Draft Plan Review

DEC-APR

2026

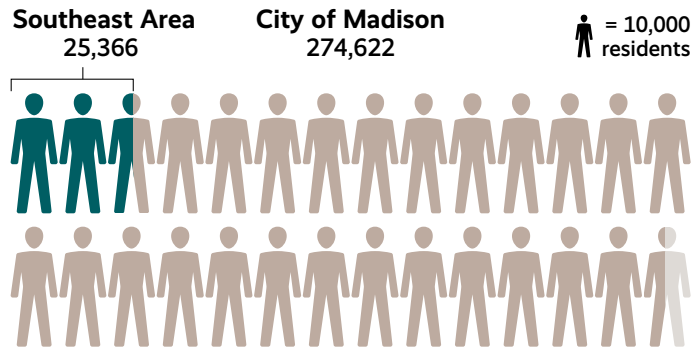


**Phase 4:**  
Adoption

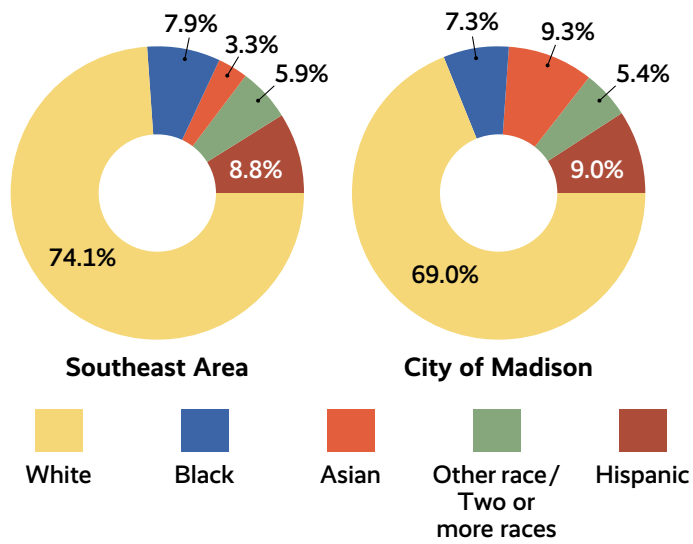
MAY +

2026

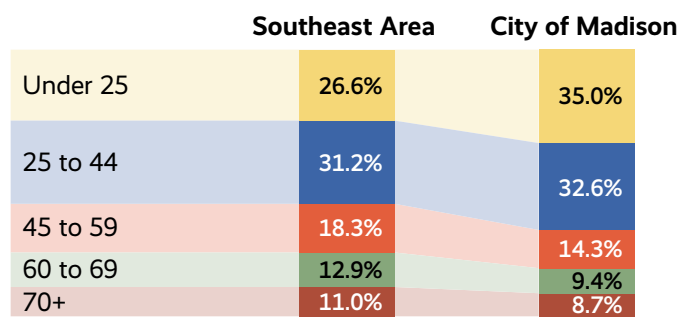
## Population



## Racial and ethnic composition



## Age



Source: Decennial Census 2020 Block Data

There are just over 25,000 residents in the Southeast Area. People of color make up 25.9% of the population. Residents of Asian backgrounds comprise a smaller percentage (3.3%) of the population compared to the city (9.3%) as a whole (2020 Census).

The Area is a major employment hub with 17,300 employees centered around the S Stoughton Road / US 51 corridor (Source: OnTheMAP 2023). Most of

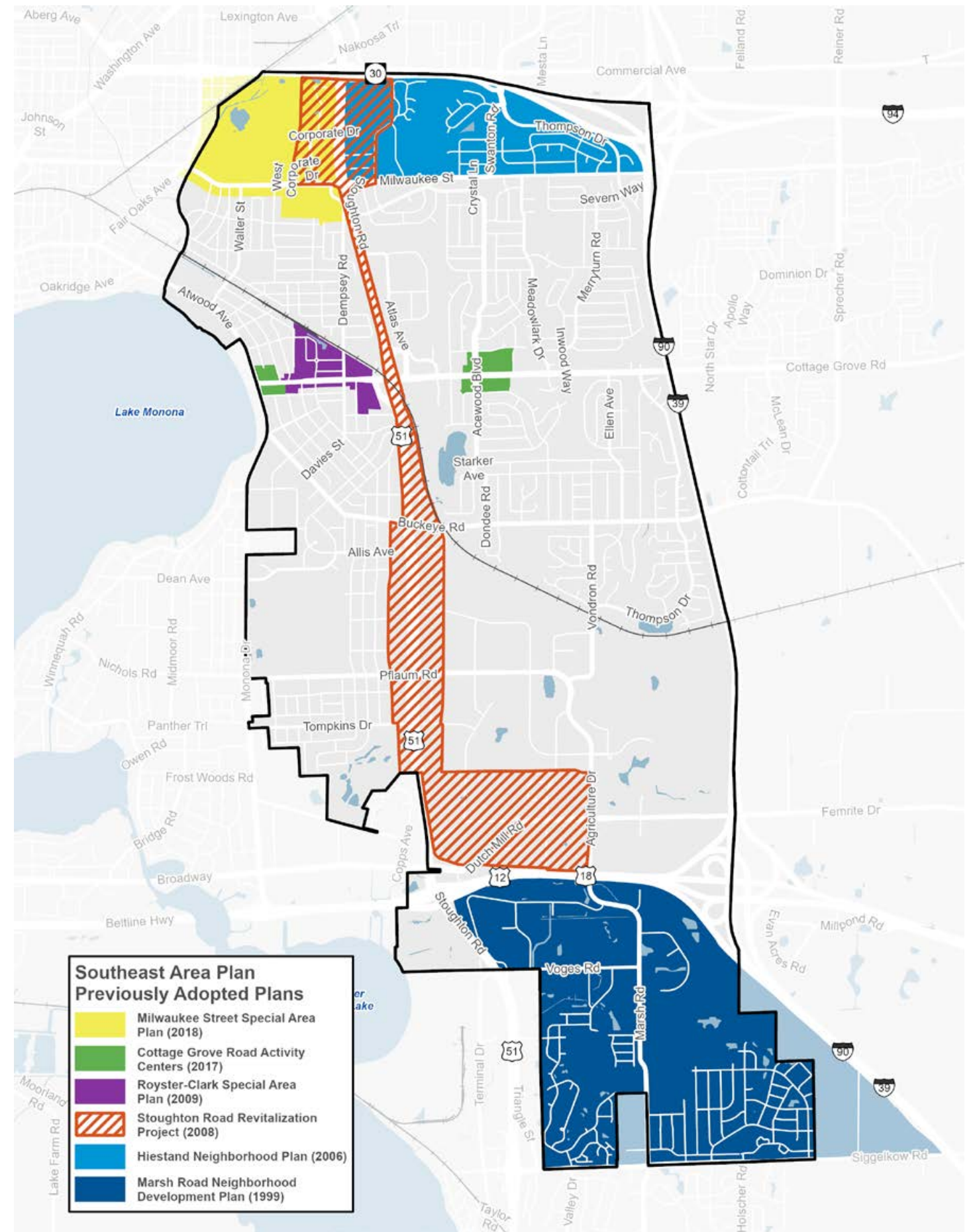
The Common Council adopted six plans to guide City and neighborhood decision-making in portions of the Southeast Area since 1999. These six plans have been important for their neighborhoods over the past 25-plus years. However, the Planning Framework provides a more equitable approach to creating plans. Under the previous approach, certain areas of the city received greater attention while others never had a plan beyond the citywide Comprehensive Plan. Providing full coverage of a growing city and regular updates to reflect changing conditions required a new approach to planning. This approach also creates greater clarity under a single Area Plan, rather than previously adopted plans with different and sometimes inconsistent recommendations for a particular geography.

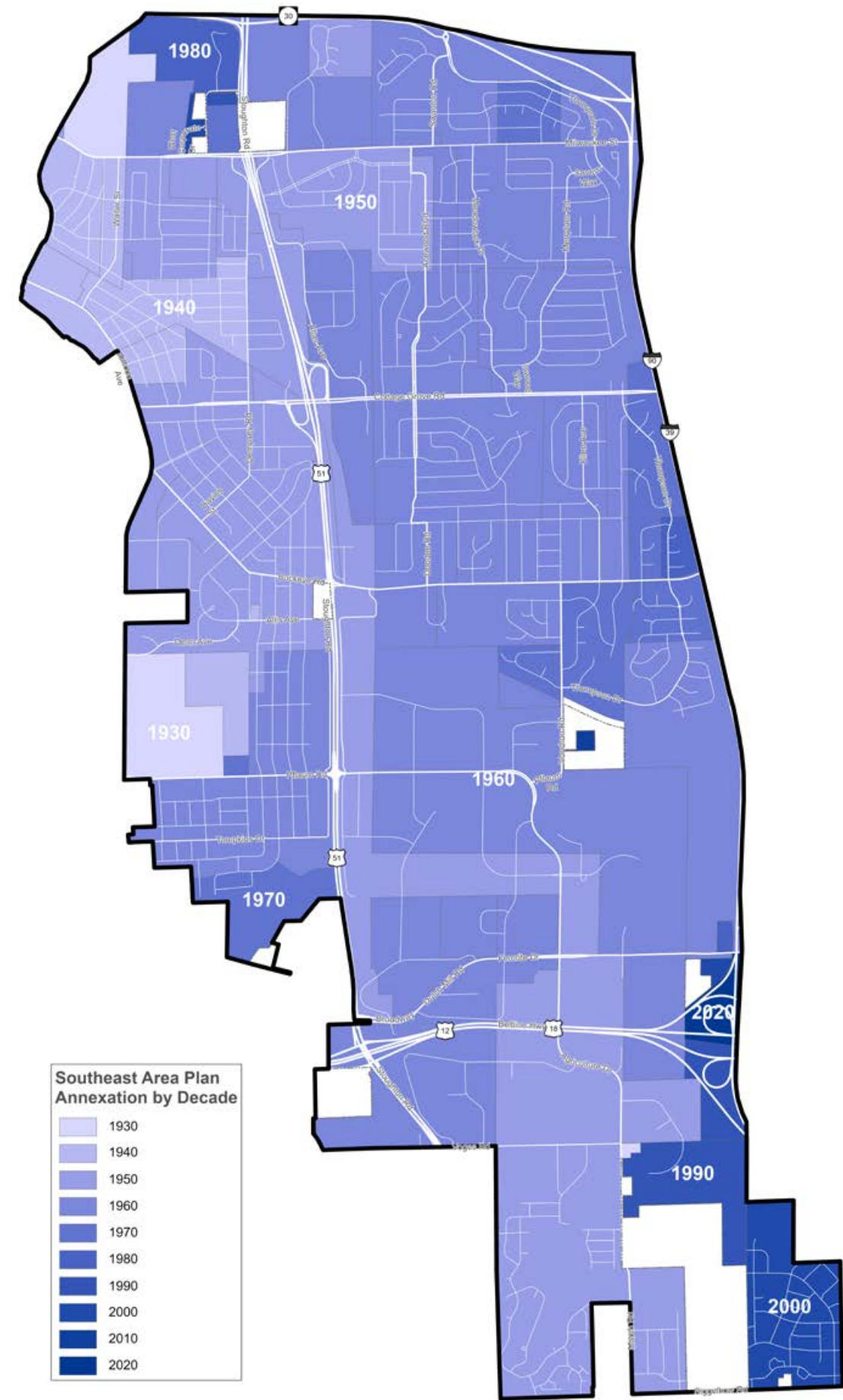
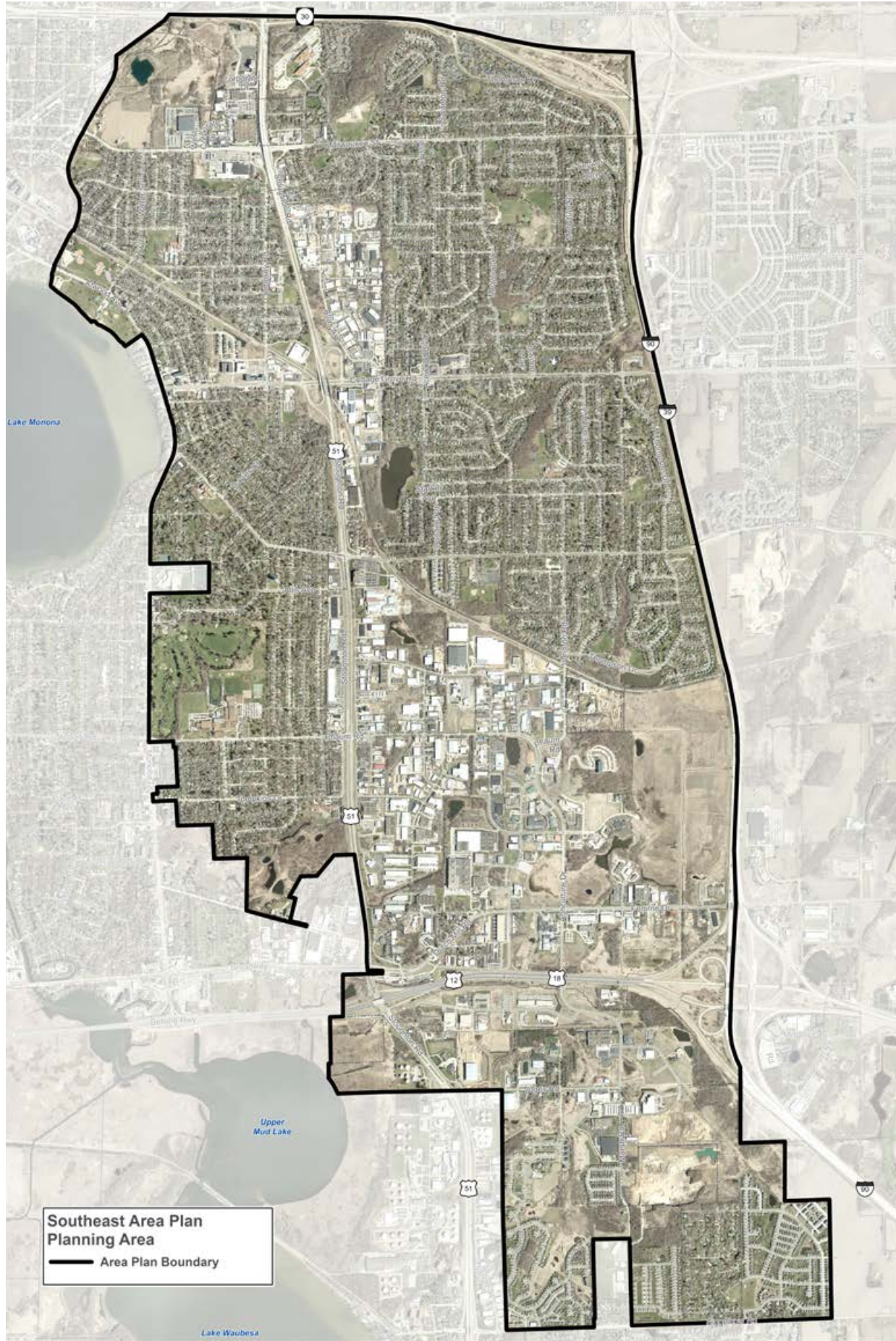
Part of the Southeast Area Plan process involved reviewing previously adopted plans with a focus on potential physical or regulatory changes specific to the Southeast Area, such as land use, zoning, building height, transportation, parks and open space, public utilities, and stormwater infrastructure. Recommendations that simply repeated existing Citywide policies, have already been implemented, are inconsistent with current City policy, or were to be implemented by non-City entities were not incorporated in this Plan. The previously adopted plans were then archived; they will no longer guide development review, future City projects, policies, budgets, or work plans. Going forward, the Southeast Area Plan will guide policy decisions. Archived plans for the Southeast Area are listed on the Previously Adopted Plans map.

Since the boundaries of the Marsh Road Neighborhood Development Plan and the Milwaukee Street Special Area Plan extend beyond the boundaries of the Southeast Area Plan, only the portions of those plans that overlap the Area Plan boundary are considered archived.

## The Southeast Area

The Southeast Area is over 7,000 acres (10.9 square miles), bounded by State Highway 30 on the north, Sigelkow Road/Village of McFarland on the south, Interstate 39/90 on the east, and City of Monona/Lake Monona on the west.





these jobs are in the manufacturing, transportation, warehousing, and retail trade sectors.

The area features residential neighborhoods constructed between the 1930s (Eastmorland) and 2010s (Secret Places) and major park and recreation areas such as Olbrich Park, Monona Golf Course, Hiestand Park, and Elvehjem Park. The planning area is also crisscrossed or bordered by some major road corridors in the region, including State Highway 30, Interstate 39/90, S Stoughton Road /US Highway 51, and US Highways 12 & 18 (Beltline Highway). There are also several busy east/west streets that cut through the planning area including Milwaukee Street, Cottage Grove Road and Buckeye Road.

The Pinney Public Library is located within the Southeast Area at Cottage Grove Road and Dempsey Road. The Southeast Area has four public elementary schools, two middle schools, and one high school in the Madison Metropolitan School District.

### Development History and Character

City growth in the Area started in earnest post-World War II in the late 1940s and through the 1950s, when a series of annexations allowed for the development of the Eastmorland and Lake Edge neighborhoods. City growth generally proceeded east and southeast, with the most recent annexations to the city for the Secret Places neighborhood in the early 2000s. While a few remnants of Town of Blooming Grove remain within the Southeast Area, they are mostly developed and will attach to the City on October 31, 2027.

Gridded streets and large single-family lots are featured in the western half of the area, which was developed in the 1940s and 1950s. 1960s, 1970s, and 1980s-era single-family development generally features lots of approximately a quarter-acre, with more curvilinear and cul-de-sac streets. Multifamily development is clustered in a few spots within the Area:

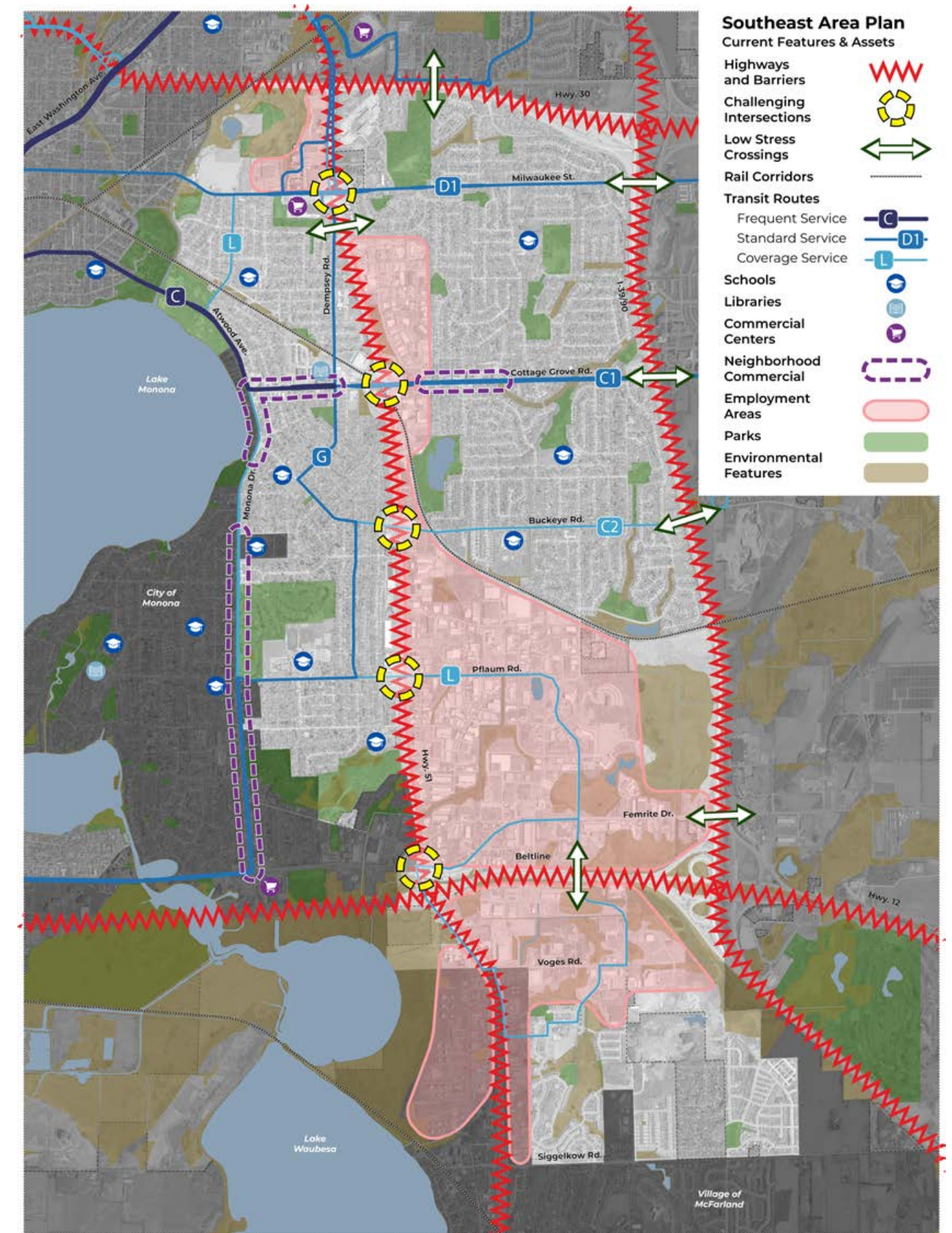
- Land west of S Stoughton Road, north and south of Tompkins Drive developed in the late 1960s and early 1970s;
- Thompson Drive developed in the late 1970s and early 1980s;
- Walbridge Avenue, developed starting in the early 1980s;
- Land northeast of Catalina Parkway, starting in the 2010s.

Small scale commercial development generally occurred with residential development in the Southeast Area. Certain areas along Cottage Grove Road and S Stoughton Road have been redeveloped in recent years. Given the age and condition of the remaining commercial development, additional redevelopment is expected to continue.

### Southeast Area Existing Analysis—Current Features and Assets

As shown in the Analysis map to the right, the Southeast Area has major highway and transportation corridors that have resulted in several challenging intersections. Neighborhood serving commercial uses (purple) are mostly aligned with Cottage Grove Road and Monona Drive. Employment areas (red) span from north to south along the backbone of S Stoughton Road. There are a significant amount of natural features, wetlands and other undevelopable en-

vironmental features along the southern end of the planning area. This overall analysis helps to inform and guide the land use, transportation and other policy recommendations in this Plan.



# Land Use

## Comprehensive Plan Goals

This Plan aims to advance the following goals from the Comprehensive Plan:

- Madison will be comprised of compact, interconnected neighborhoods anchored by a network of mixed-use activity centers.

## What We Heard

- Survey Question: What types of development would they most like to see in their neighborhoods? 48% supported mixed-use developments that combine residential and commercial uses, reflecting interest in more walkable neighborhoods.
- Focus development along transit corridors and activity centers.
- Support mixed-use zoning and denser residential options, especially in areas currently zoned as commercial or along major corridors. Examples: Milwaukee Street, Buckeye Road, Cottage Grove Road
- Would like “house-scale” neighborhood commercial uses and small gathering spaces within residential areas, especially near school and neighborhood nodes. Examples: Within the Eastmorland and Lake Edge Neighborhoods.

## Existing Land Use

The Plan area is comprised of lower density industrial, retail, institutional/governmental, parks and open space, and residential uses, with a limited amount of vacant land. Residential uses cover approximately 32% of the Area. There are approximately 11,100 homes in the area, 82% of which are single-family homes (27% higher than the city as a whole), 7% are two-family homes (2% higher than the city), and 11% are multifamily units (29% lower than the city).

About 16% of the Southeast Area is devoted to industrial and commercial uses, totaling roughly 16,600 jobs and are generally located along Milwaukee Street, Cottage Grove Road, and S Stoughton Road. Parks and Open Space make up approximately 12%.

Land Use	Acres	% Of Total
Residential	2,222	32%
Commercial	546	8%
Institutional/Governmental	295	4%
Industrial	548	8%
Park and Open Space	817	12%
Agriculture/Vacant/Under Construction <sup>1</sup>	1,013	14%
Utilities, Transportation	1,549	22%
<b>Total</b>	<b>6,990</b>	<b>100%</b>

Source: Capital Area Regional Planning Commission (CARPC) 2020 Land Use Inventory

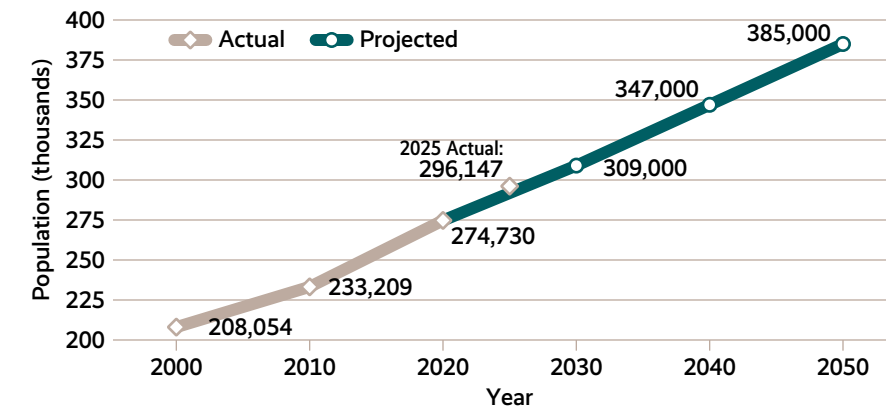
## Future Growth

According to the [Comprehensive Plan](#), Madison is projected to add 110,000 new residents and 50,000 jobs between 2020 and 2050. This projection is largely based on past growth. While new residents and jobs will be spread across the entire city, a portion will occur within the Southeast Area. The Comprehensive Plan emphasizes accommodating new residents and jobs through redevelopment of underutilized sites, particularly on transit routes and activity centers. This kind of redevelopment generally uses existing infrastructure and can increase housing availability on transit routes while reducing automobile dependency. Such transit routes and Activity Centers are identified as “Growth Priority Areas” in the Comprehensive Plan and include Milwaukee Street, Cottage Grove Road, and S Stoughton Road.

According to the Wisconsin Department of Administration, the city’s estimated population as of January 1, 2025, was 296,147—an increase of 21,480 (7.8%)

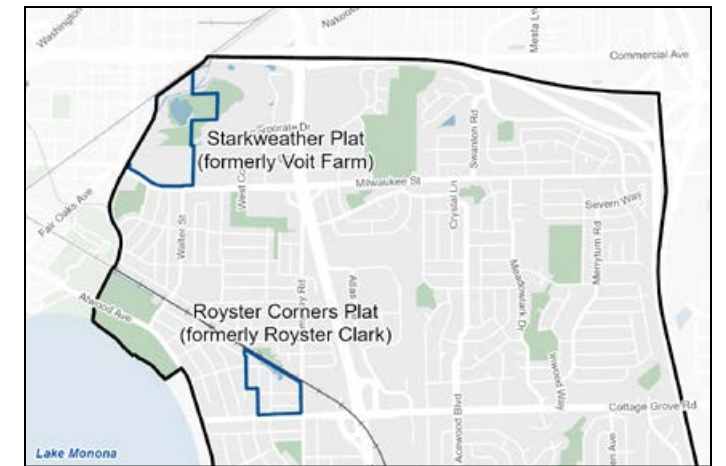
<sup>1</sup> Land categorized as Agriculture/Vacant are for the most part located in one of the industrial parks and are expected to develop as industrial or employment use in the future.

## City of Madison Projected Population Growth



over Madison’s 2020 Census population<sup>2</sup>. Estimated population growth in recent years has slightly exceeded projections.

Much of the redevelopment within the Southeast Area has occurred along transit corridors, a trend that this Plan anticipates will continue. Examples of this include redevelopment of the Voit Farm (Starkweather plat) on Milwaukee Street and multiple developments along Cottage Grove Road including the Royster Clark property (Royster Corners plat). This plan recommends the most intensive planned land uses along transit lines, including Milwaukee Street, Cottage Grove Road, and Atwood Avenue/Monona Drive.



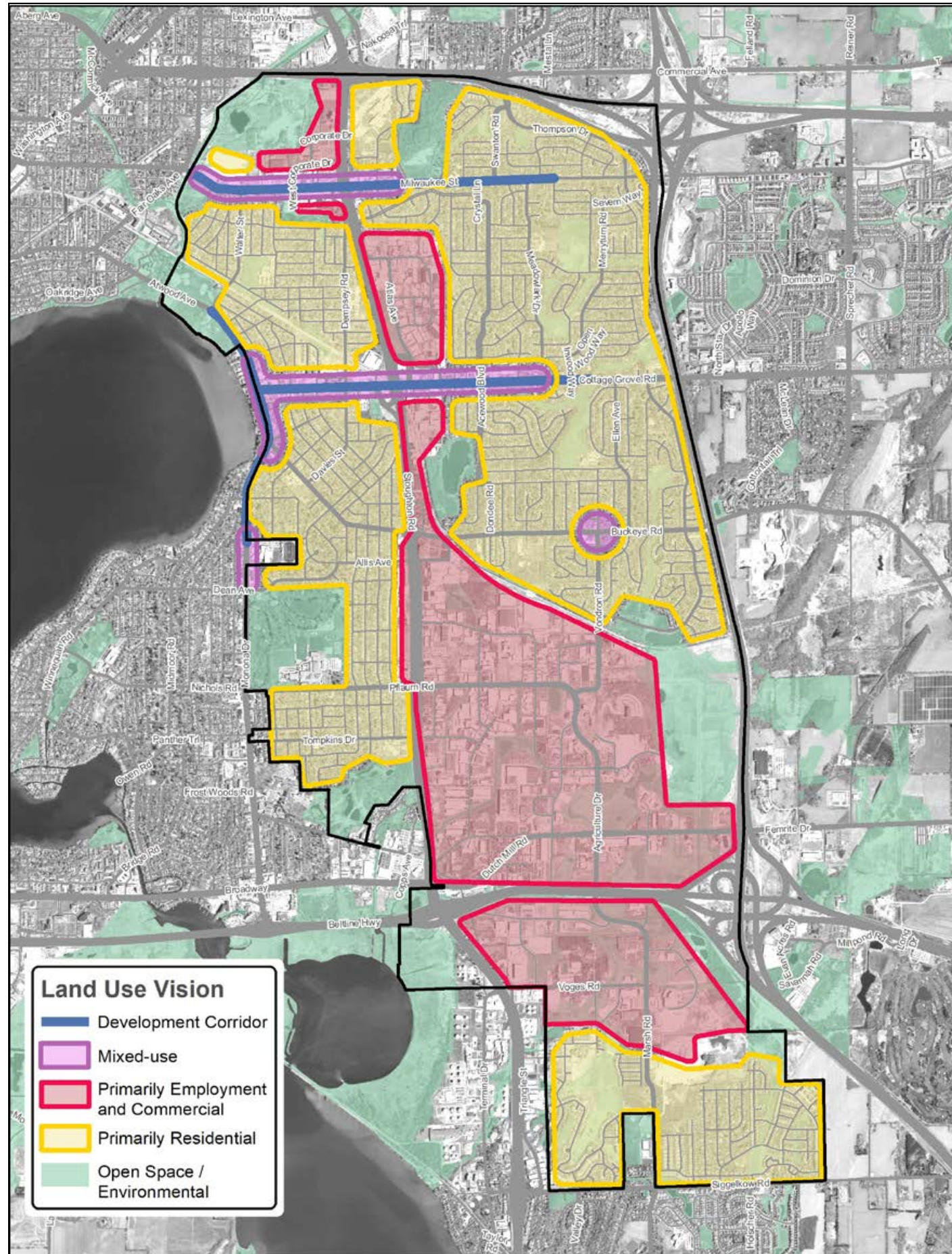
## Land Use Vision

As shown in the Land Use Vision map, this plan generally recommends commercial and residential mixed-uses (purple) along the major east west streets with the best transit service. The Plan envisions continuing to support existing areas of industrial / employment uses (red) and residential uses (yellow.) This plan also looks for opportunities to increase density of residential, commercial and employment uses where appropriate, as the existing development is very low-density as compared to other areas of the city. This Land Use Vision map lays the framework for the more detailed Generalized Future Land Use Map (GFLU).

## Recommended Future Land Use and Growth Areas

The GFLU Map establishes a framework for how the Southeast Area can grow and evolve over time. The map identifies broad categories of development such as residential, commercial, or mixed-use. The future land use categories guide future growth and establish the basis for how the City reviews development proposals. The land use mapping and actions in this Plan embody several of the Comprehensive Plan’s citywide strategies, including:

<sup>2</sup> Note: both the 2020 Census and 2025 population numbers were adjusted for the inclusion of Town of Madison land absorbed by the city in 2022.



- Concentrating the highest intensity development on major transit corridors and at activity centers;
- Facilitating compact growth to reduce development of farmland;
- Increasing the amount of available housing;
- Supporting the development of a wider mix of housing types, sizes, and costs.

While the GFLU Map establishes a future vision, there isn't a defined timeline for change. Many factors impact development, making it hard to predict where and when it might occur. The overall economy, market demand, available properties, financing, and developer priorities all influence the timing and location of development proposals.

### Land use categories

Images below illustrate types of development commonly found in each GFLU Map category. More information on each land use category can be found in the [Comprehensive Plan](#).

**Low Residential (LR)**  
Single-family homes and two-unit structures  
Typical Heights: 1-2 stories



**Low-Medium Residential (LMR)**  
Single-family, duplexes, rowhouses, and small multifamily buildings  
Typical Heights: 1-3 stories



**Medium Residential 1 (MR1)**  
Rowhouses, small & large multifamily buildings  
Typical Heights: 2-4 stories



**Medium Residential 2 (MR2)**  
Rowhouses, small & large multifamily buildings  
Typical Heights: 2-5 stories



**Neighborhood Mixed-Use (NMU)**  
Residential, retail, restaurant, service, institutional, and civic uses  
Typical Heights: 2-4 stories



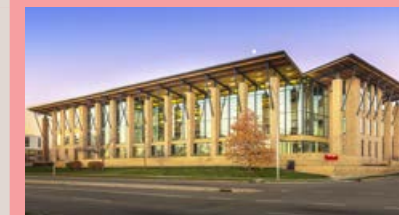
**Community Mixed-Use (CMU)**  
An intensive mix of residential, commercial and civic uses  
Typical heights: 2-6 stories



**General Commercial (GC)**  
Retail goods and services, business offices  
Typical heights: 1-3 stories

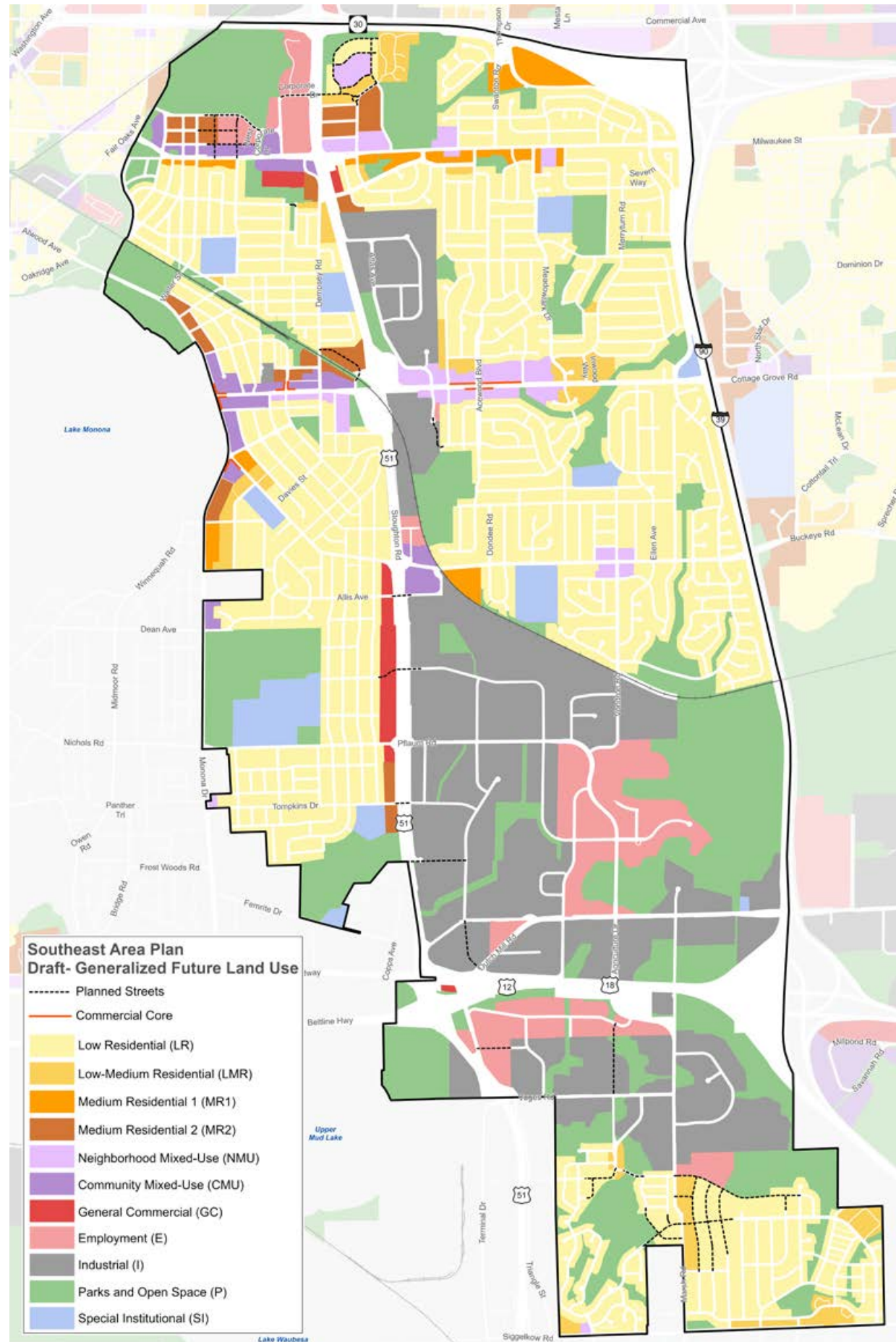


**Employment (E)**  
Office, research, lab, hospitals, clinics, etc.  
Typical heights: 1-4 stories



**Industrial (I)**  
Manufacturing, wholesale, storage, distribution and utility uses  
Typical heights: 1-4 stories







As further detailed in the Neighborhoods & Housing chapter, the Madison area’s housing shortage increases housing costs for all residents. This GFLU Map in this Plan redesignated some Employment and General Commercial land to allow mixed-use development to increase housing opportunities. This change was made in areas that are most suitable for residential development, considering factors such as proximity to parks and distance from highway pollution and noise. Remaining General Commercial (GC) or Employment (E) land uses are not appropriate for residential uses. These areas either lack housing-supportive features or are best suited for commercial and employment opportunities.

The larger areas that meet the Comprehensive Plan’s strategy of concentrating the highest intensity development on major transit corridors and at Activity Centers are shown as mixed-use on the Land Use Vision map and include “Development Corridor”. These opportunities are along Milwaukee Street, Cottage Grove Road and along Atwood Avenue/Monona Drive. These mixed-use areas and corridors will see the majority of redevelopment in the Southeast Area. However, there are other smaller properties and areas that can be appropriate for redevelopment, consistent with the planned land uses on the GFLU Map.

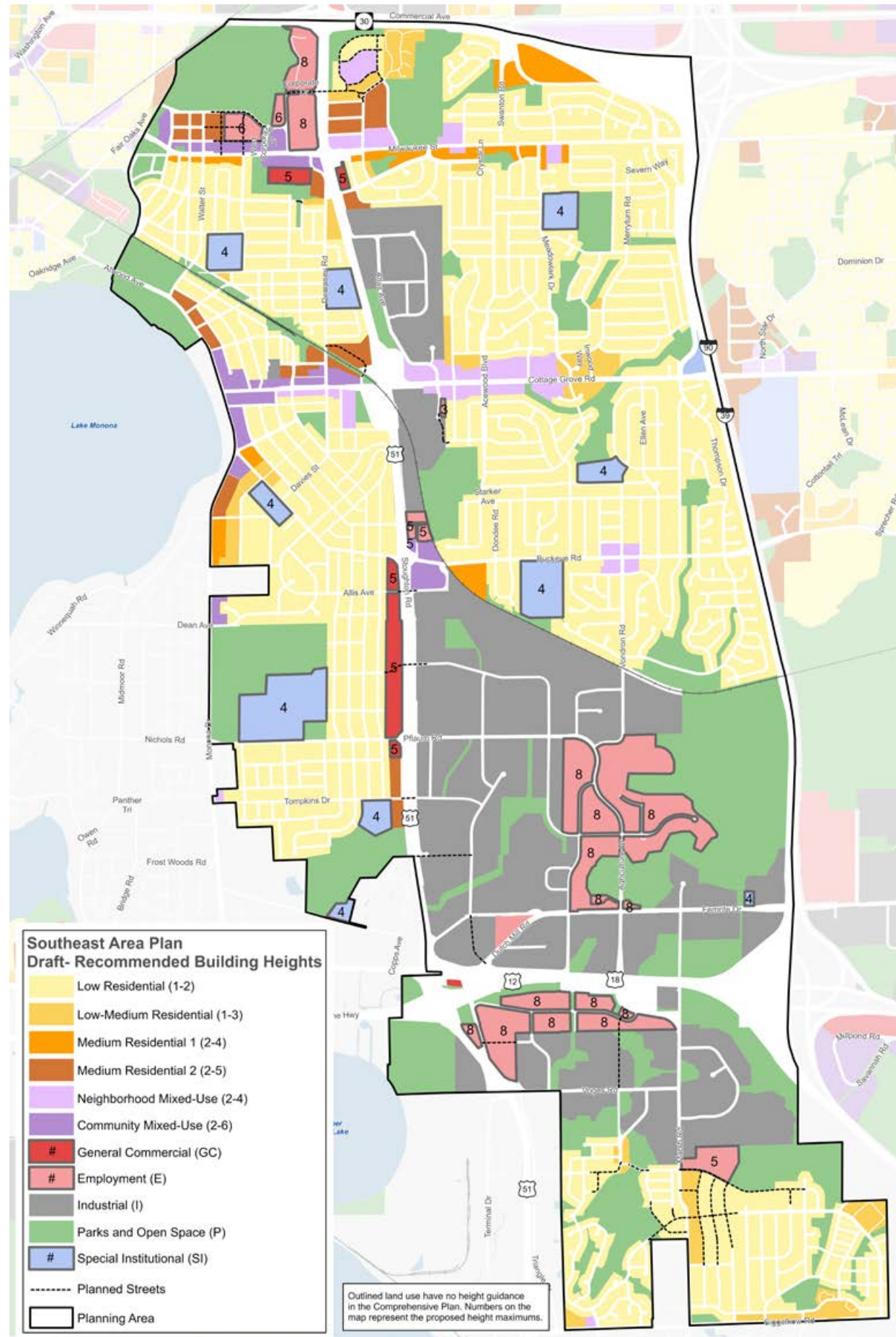
The GFLU Map includes recommended land uses for properties that are currently located within the Town of Blooming Grove (see the Effective Government chapter for more details). Redevelopment of town properties should occur in the City of Madison.

The land use categories on the GFLU Map guide decisions on zoning and development proposals. However, they are not [zoning designations](#). Future decisions on zoning and development proposals should be focused on whether the proposed changes are consistent with the GFLU Map, the actions in this Plan, and the goals, strategies, and actions in the Comprehensive Plan.

Future Land Use	<p><b>GFLU Map</b></p> <ul style="list-style-type: none"> <li>• Long-term vision for future development</li> <li>• Broad brush strokes</li> </ul> 	<p><b>Zoning</b></p> <ul style="list-style-type: none"> <li>• Specific rules for what can be developed</li> <li>• Detailed sketch</li> </ul> 	Zoning
	<p><b>Implementation and Development Regulation</b></p> <p><b>Maximum Building Heights</b></p>		

**Implementation and Development Regulation**  
**Maximum Building Heights**

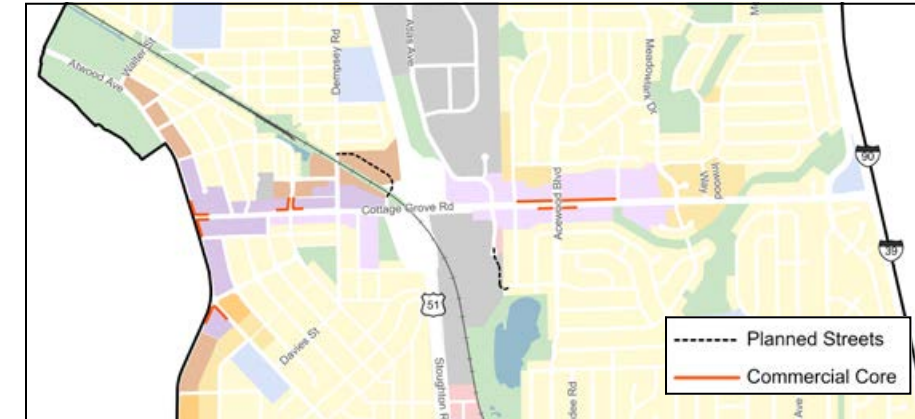
The Comprehensive Plan provides height guidance for most land use categories. A select few land use categories don’t have recommended height ranges or defer to this Plan to recommend heights that may differ. Recommending maximum building heights for these categories is intended to increase predictability and simplify the development review process by communicating recommended height limits in these areas. The maximum building height recom-



recommendations consider the intensity of development for each land use category, adjacent land uses, and desired development. The height map illustrates the recommended maximum height in stories. Refer to the Comprehensive Plan for guidance on areas without identified maximum heights on this map.

### Commercial Core

The GFLU Map identifies several mixed-use areas, largely focused along Milwaukee Street, Cottage Grove Road, and S Stoughton Road. These areas are planned for a mixture of residential, commercial, and employment uses within the larger area to achieve an active and vibrant place. Commercial Core areas should have a high level of urban design, which is addressed further in the Culture and Character chapter of this Plan.



While the Comprehensive Plan does not require each building in mixed-use areas to include a ground-floor commercial component, future buildings along Commercial Core frontages should have ground floor commercial uses (retail, restaurant, service, or office uses). These areas appear capable of supporting commercial spaces and are located at important nodes and along major corridors.

### Aligning Future Land Use and Zoning

Zoning plays a key role in the implementation of adopted plans. State law requires that zoning is consistent with the Comprehensive Plan and, by extension, other adopted city plans. While a property's zoning designation is often updated as part of a redevelopment proposal, the City has also proposed rezoning properties in coordination with the adoption of an area plan that creates a detailed plan for the transition of a large area, or for more specific locations in order to implement key recommendations of plans. This Plan will serve as a roadmap for future zoning decisions whether proposed by the City or a property owner.

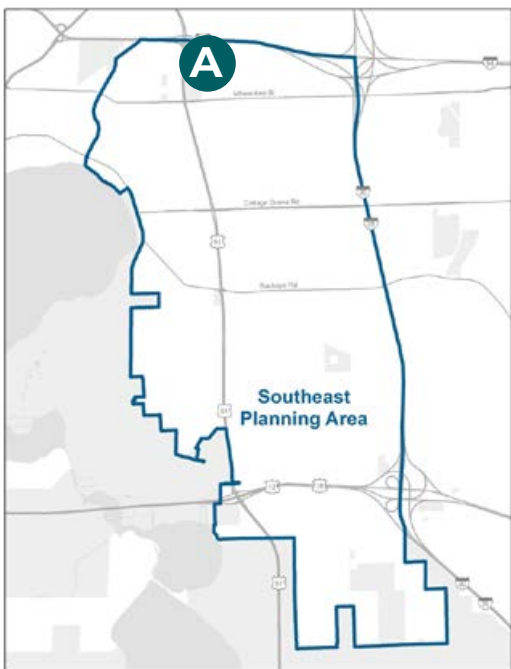
This Plan identifies one property to initiate a change of zoning to ensure future redevelopment is consistent with this Plan's GFLU Map. This property at 3202 Dairy Drive has an incompatible zoning with the surrounding industrial and employment uses. Additional City led rezonings may be proposed that are consistent with the GFLU Map to continue to advance goals and actions in the Plan. Implementation of these zoning changes is a separate process that occurs after adoption of this Plan and includes further action by the Common Council. Zoning districts that can achieve similarly consistent outcomes may be considered.

Several recent modifications to the zoning code facilitate high-density and compact forms of development across the city, including in the Southeast Area. These modifications included increasing the number of housing units allowed in mixed-use buildings without conditional use approval and creation of a Transit Oriented Development (TOD) overlay zoning district. TOD encourages development of new housing units along the City's primary transit routes through increases in allowed density and elimination of minimum parking requirements. The TOD overlay also includes increased requirements to improve the design of new development. A portion of the Southeast Area is located within the TOD Overlay District.

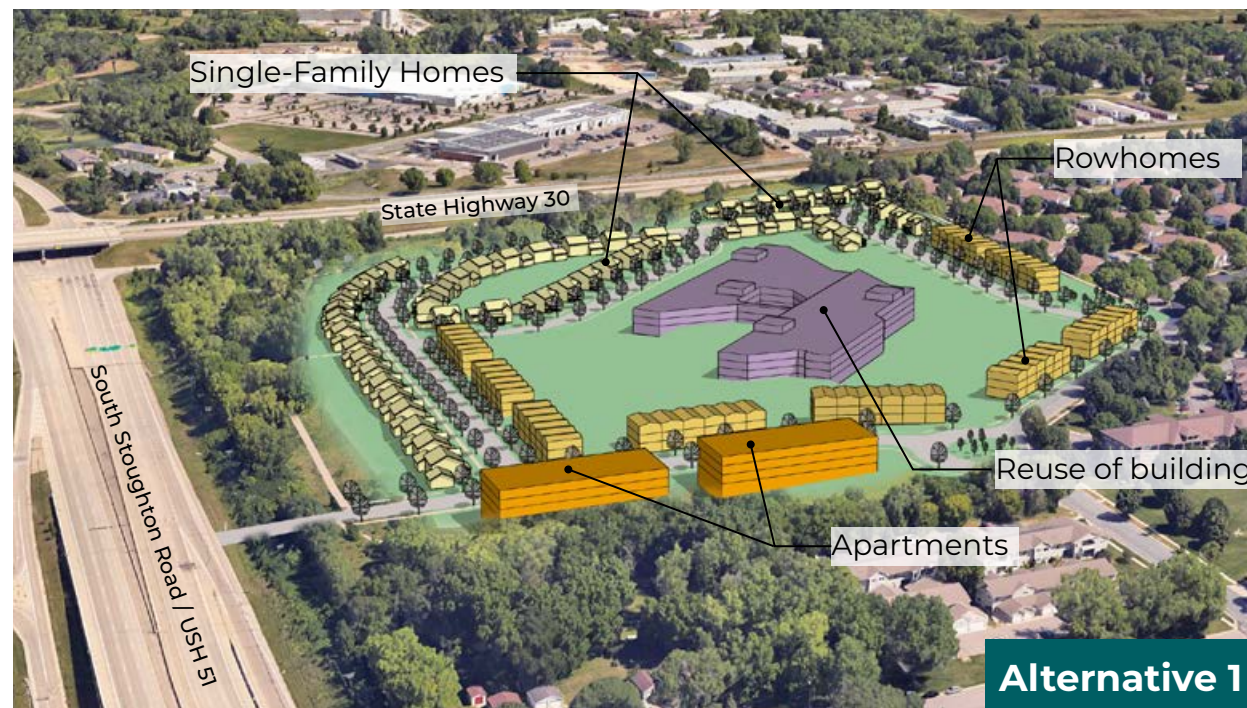
# Envisioning Change for Key Sites

There are multiple locations within the Southeast Area where change could occur soon and have a transformative impact. While the Plan provides high level future land use recommendations for all properties, these illustrations provide greater detail on changes for select areas. The illustrations communicate important aspects of development, such as street patterns, land use, site layout, and scale. Change will not occur on any of these sites unless the property owner initiates a development project. These concepts should guide that change if and when it occurs.

- Neighborhood Mixed Use (NMU)
- Medium Residential 1 (MR1)
- Low-Medium Residential (LMR)
- Low Residential (LR)
- Parks and Open Space (P)



## A. Former American Family East Regional Building



This 41-acre site includes a vacant office building, parking lots, and pedestrian paths surrounded by natural vegetation. The Plan envisions development of a new neighborhood with a mix of housing types on a grid of public streets. There are two options shown for the site Alternative 1 reuses the existing office building. Alternative 2 removes the office building.

# Envisioning Change for Key Sites

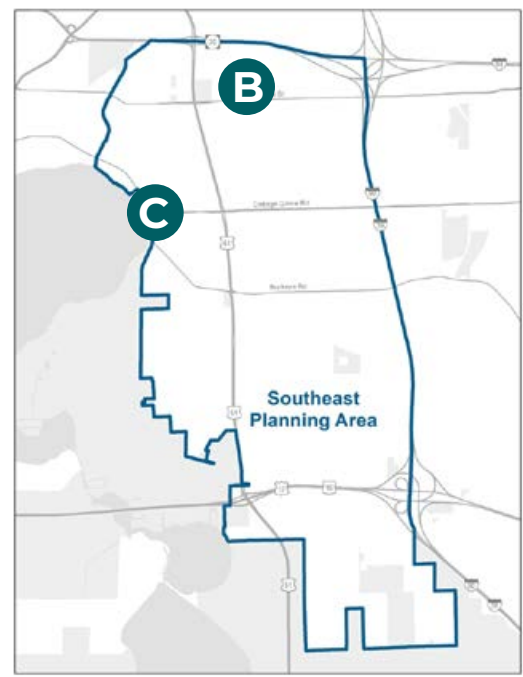
## B. Former Karmenta Building



This former nursing home site is 3.3 acres. The site is currently being used as a family homeless shelter. It is anticipated that this shelter will relocate within a new building on the current site or to an alternative location in the future. The Plan proposes developing the site with a mix of commercial and residential uses.



- Neighborhood Mixed Use (NMU)
- Medium Residential 1 (MR1)
- Parks and Open Space (P)



Intersection of Cottage Grove Road and Atwood Avenue  
While this corner has seen some infill and redevelopment in recent years, there are two additional sites near the intersection of Cottage Grove Road and Atwood Avenue were identified as potential development sites. The sites are currently occupied by a Walgreens (1.8 acres) and Old National Bank (0.7 acres). Mixed-use developments are illustrated.












## C. Cottage Grove Rd & Atwood Ave

# Envisioning Change for Key Sites

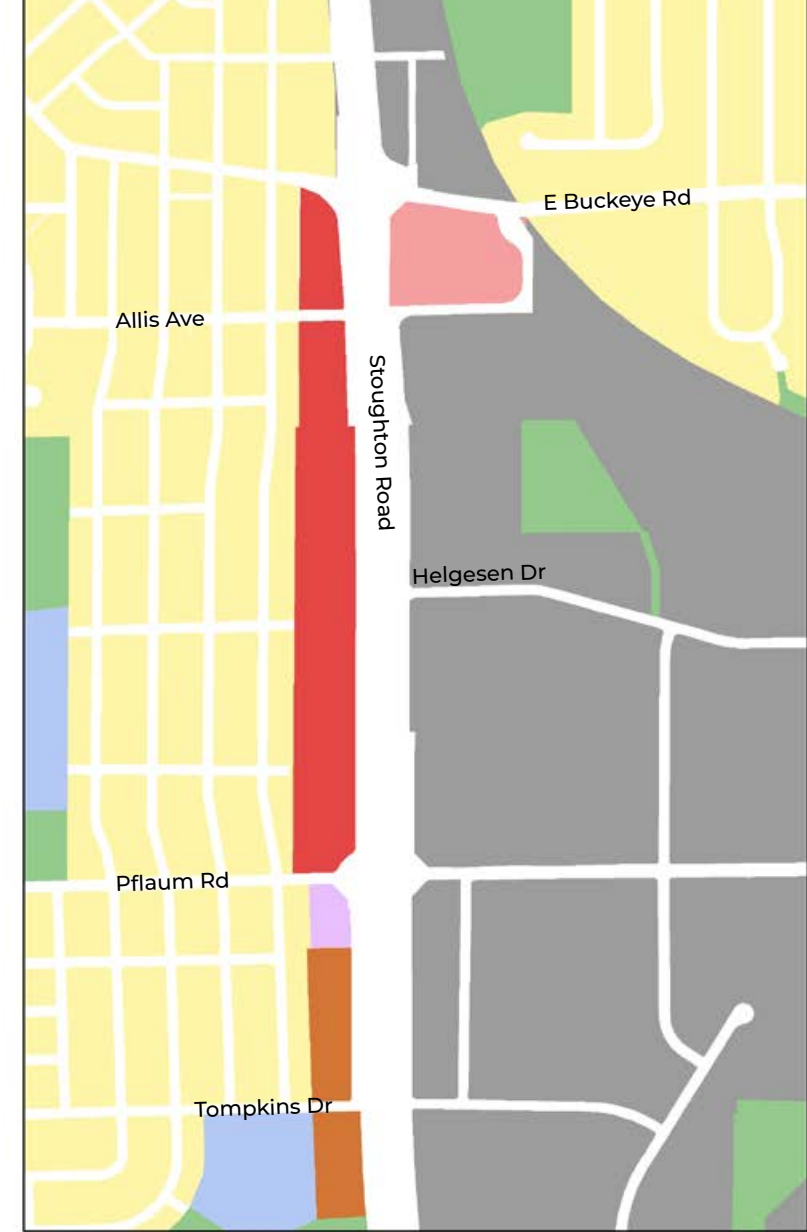
The Wisconsin Department of Transportation (WisDOT) is studying the S Stoughton Road Corridor. As this plan was being finalized, WisDOT is considering three alternatives for the corridor, a 45 mph limited access concept that would include hybrid intersections and use existing frontage roads to provide access to businesses; a 40 mph hybrid option, which would also utilize hybrid intersections but include new connections and some direct access; and a 35 mph wide boulevard concept. All alternatives include bicycle/pedestrian improvements

The urban wide boulevard concept offers the opportunity for significant redevelopment of the west side of S Stoughton Road / US HWY 51 with a mix of residential and commercial uses. Residential uses would gradually transition back to the existing Glendale neighborhood. On the east side of HWY 51, the areas around the Buckeye Road, Helgeson Drive, Pflaum Road intersections could also transition to mixed use development that includes commercial uses on the lower floors of buildings with residential on the upper floors.

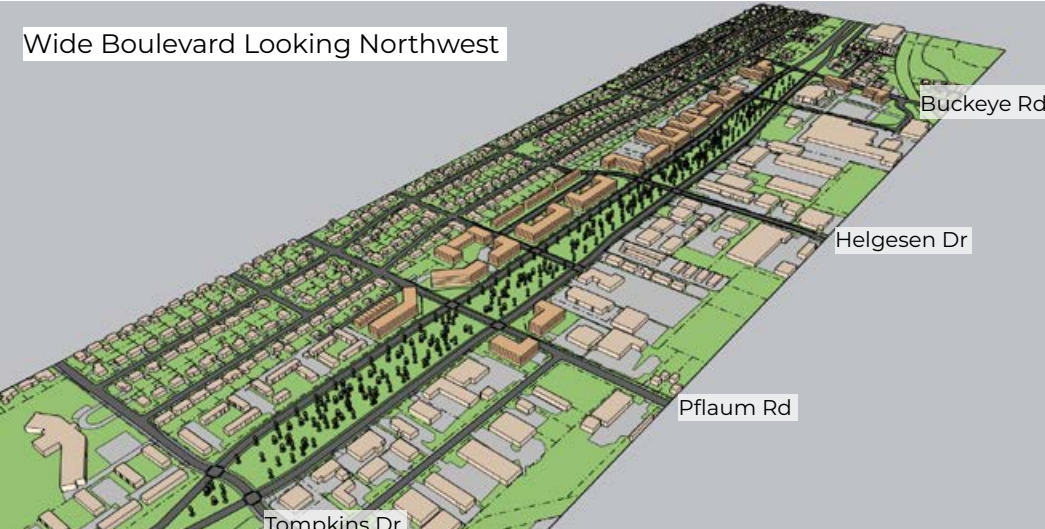
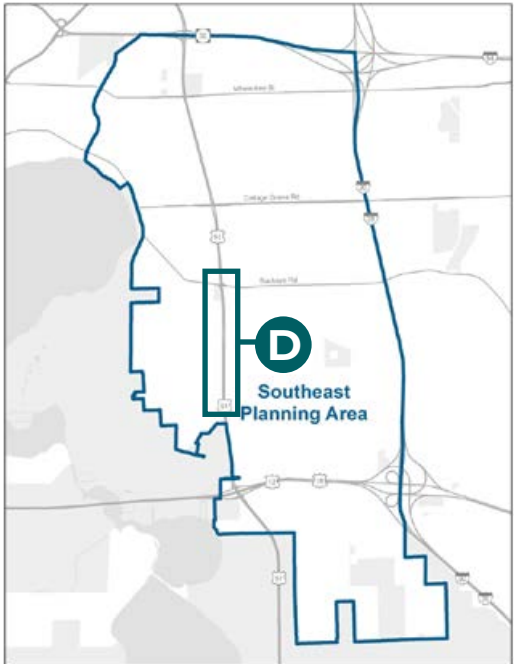
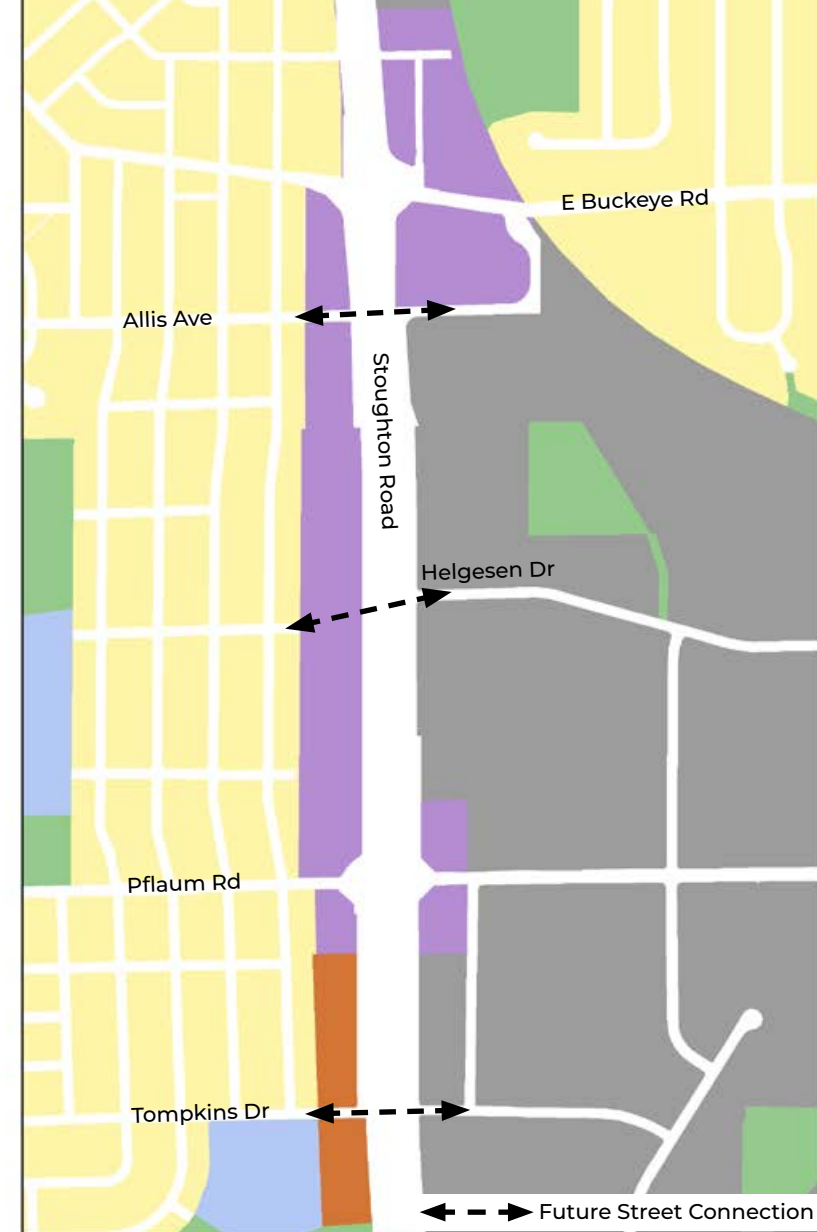
It is also conceivable that more of the eastern frontage of S Stoughton Road industrial areas could transform to a mixed-use neighborhood, but only if the right conditions are met, including access to parks, pedestrian and bicycle facilities and other important neighborhood features to serve those developments.

- |   |  |
|---|--|
|  Low Residential (LR)           |  General Commercial (GC)      |
|  Medium Residential 2 (MR2)   |  Employment (E)             |
|  Neighborhood Mixed Use (NMU) |  Industrial (I)             |
|  Community Mixed Use (CMU)    |  Parks and Open Space (P)   |
|   |  Special Institutional (SI) |

## Land Use for 40 & 45 MPH, hybrids



## Alternative: 35 MPH, urban boulevard



# D. S Stoughton Rd - Buckeye Rd to Tompkins Dr

Additionally, this plan recommends a potential GFLU alternative for areas adjacent to S Stoughton Road depending upon the outcome of a 2025–2026 S Stoughton Road Transportation Study by the Wisconsin Department of Transportation (WisDOT). There are several transportation design alternatives that would greatly impact adjacent land uses. If WisDOT ultimately builds a slower speed, wide urban boulevard between Buckeye and Pflaum Roads, there could be large areas that could support more neighborhood mixed-use redevelopment that would be inopportune adjacent to a higher speed highway cross section.

## Actions

1. Expand Transit Oriented Development (TOD) overlays at nodes and/or along S Stoughton Road between Buckeye and Pflaum Roads and implement the mixed-use GLFU alternative if WisDOT chooses the wide urban boulevard alternative.
2. Create a new or modify existing zoning districts for General Commercial and Employment land uses that does not allow residential development.
3. Implement maximum building height recommendations shown on the Building Height Map during discretionary land use approvals by the Plan Commission.
4. Amend the zoning code to require ground floor commercial uses in the locations shown as Commercial Core on the GFLU Map.
5. Rezone property identified in the table to implement the goals of this Plan and encourage development consistent with the land use recommendations in this Plan:

Site	Area	GFLU	Existing Zoning	Recommended Zoning	Notes
1	3202 Dairy Drive	Industrial (I)	Mission Camp District (MC)	Industrial-Limited District (IL)	Encourage industrial development

# Transportation

The Southeast Area is bounded by two major highways, State Highway 30 to the north and Interstate 39/90 to the east. Additionally, US Highway 12/18 runs through the area near the south, and S Stoughton Road / US 51 splits the area down the middle. The local transportation system is anchored by several major east-to-west streets, including Milwaukee Street, Cottage Grove Road, Buckeye Road, Pflaum Road, and West Broadway. There are fewer north-to-south routes, so local transportation is concentrated on S Stoughton Road and Atwood Avenue/Monona Drive. This arrangement has greatly shaped the way residents are able to move in and around the Southeast Area.

The City greatly expanded post-World War II and the neighborhood street system reflects each neighborhood's age. Neighborhoods west of S Stoughton Road, such as Eastmorland, Lake Edge, and Glendale developed primarily in the 1940s, 50s and early 60s and have a street grid with many east-west and north-south connections. At the time, S Stoughton Road was on the periphery of the City and part of the US 51 rural highway system. Neighborhoods east of S Stoughton Road, such as Hiestand, Heritage Heights, Rolling Meadows, Elvehjem and East Buckeye were built in the late 1960s, 70s and 80s during a period of rapid suburban growth. These neighborhoods have fewer grid connections, larger blocks, and fewer through-routes. This results in higher traffic concentrations and volumes on just a few east-west streets. This arrangement makes travelling north-south difficult for all users including cars, transit, bicycles and pedestrians.

Neighborhoods even further south, such as Owl Creek, Secret Places, Liberty Place and Twin Oaks were built much later, and have even fewer connections into the City, resulting in more isolated communities. This Plan's Actions seek to increase connections and mobility among all modes of transportation.

## Street Network

The street network is made up of major roads with excellent east-west connectivity through commercial areas but limited north-south connection except for Monona Drive and S Stoughton Road.

The three major employment areas on Atlas Avenue, south of Buckeye Road in the Helgesen Drive/Vondron Road/Dairy Drive Area and Tradewinds Parkway south of the Beltline have been designed around cars and have sporadic sidewalk connections and little to no neighborhood connections. These employment areas have a street network with large blocks, private drives, few streets, and limited connections to major streets.

Except for the general lack of north-south connections, individual neighborhoods fare a little better and have multiple routes through and around commercial areas, schools, community centers and parks.

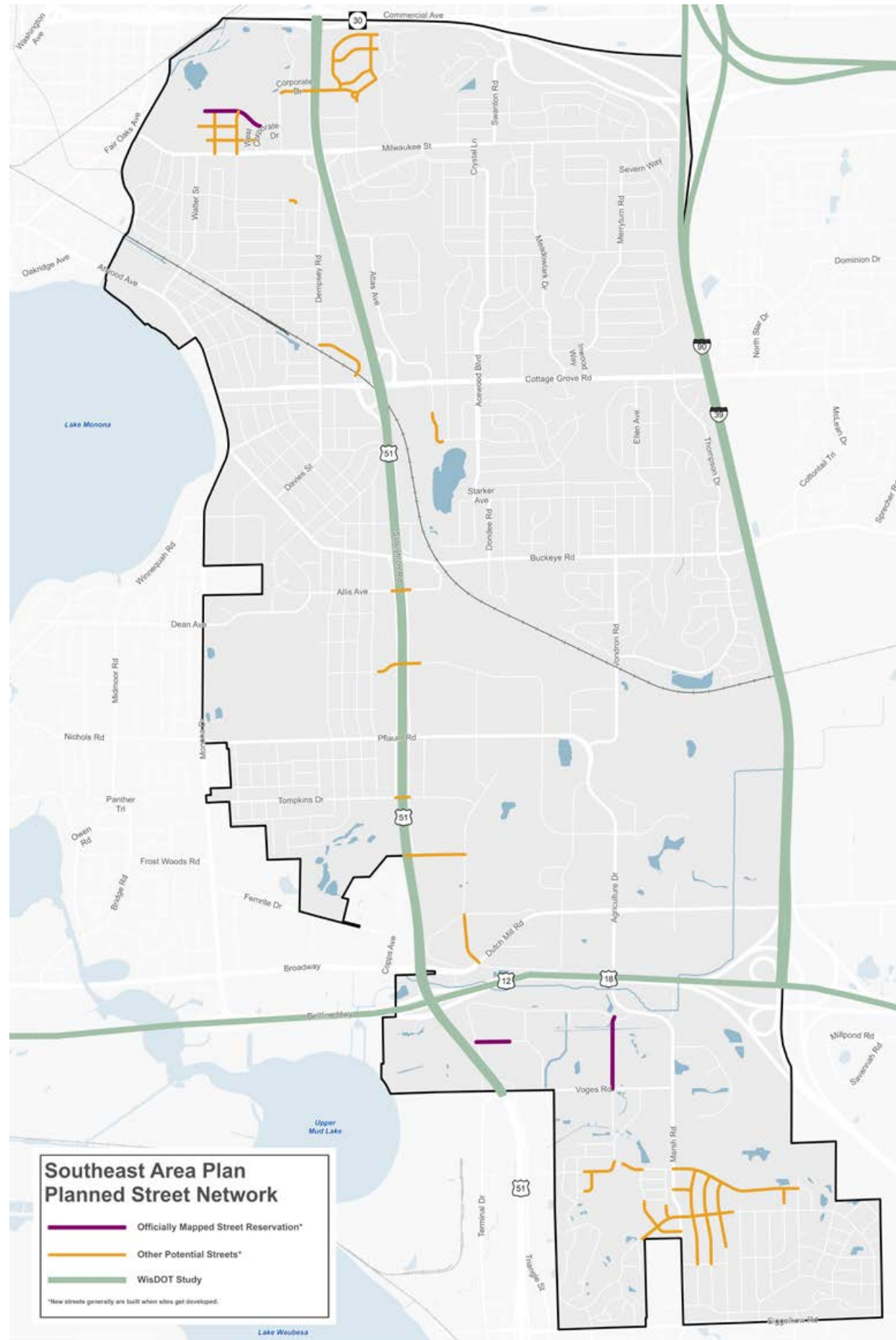
## Comprehensive Plan Goals

This Plan aims to advance the following goal from the Comprehensive Plan:

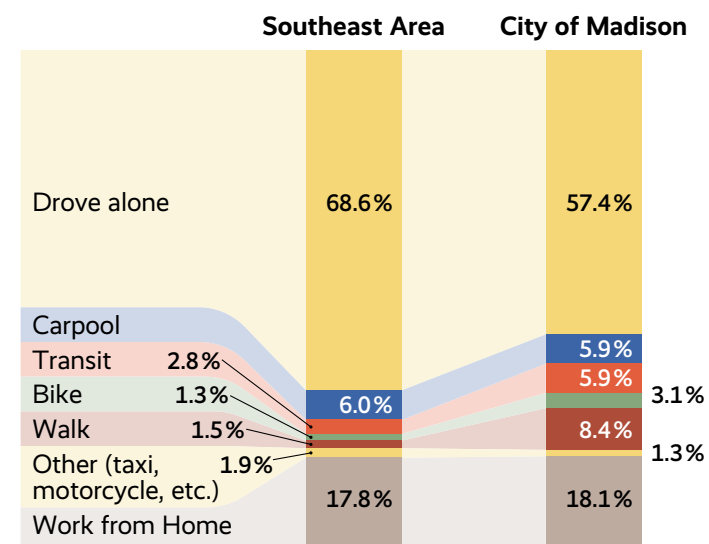
- Madison will have a safe, efficient, and affordable regional transportation system that offers a variety of choices among transportation modes.

## What We Heard

- Survey: When asked, "What are the biggest transportation challenges in your community?", respondents most frequently identified unsafe intersections as a key issue, with 60 percent selecting this option. The next most common concern was the availability of transit, with 38 percent indicating there are not enough transit options.
- Improve pedestrian safety and accessibility along major thoroughfares and heavily traveled neighborhood streets.
- Increase sidewalk and bike network connectivity.
  - Overall, 30 percent of survey respondents indicated that sidewalk conditions negatively impact their ability to safely access destinations such as schools, grocery stores, playgrounds, or bus stops.
- Increase safety and connectivity across S Stoughton Road.
- Increase Transit routes and frequency on Milwaukee Street, to LaFollette and to neighborhoods east of S Stoughton Road



**Commute to work**



% without access to a car



**Transit**

There is a moderate level of transit service in the Southeast Area, with more robust frequency serving the Eastmorland Neighborhood. Local transit routes run on all major east-to-west streets and use Atwood Avenue / Monona Drive and a series of interconnected streets on Dempsey Road, Buckeye Road and Turner Avenue for an additional north-south connection. There are no north-south transit routes on S Stoughton Road or in the eastern portion of the area and the general street pattern in the area makes the prospect of a north-south transit route difficult.

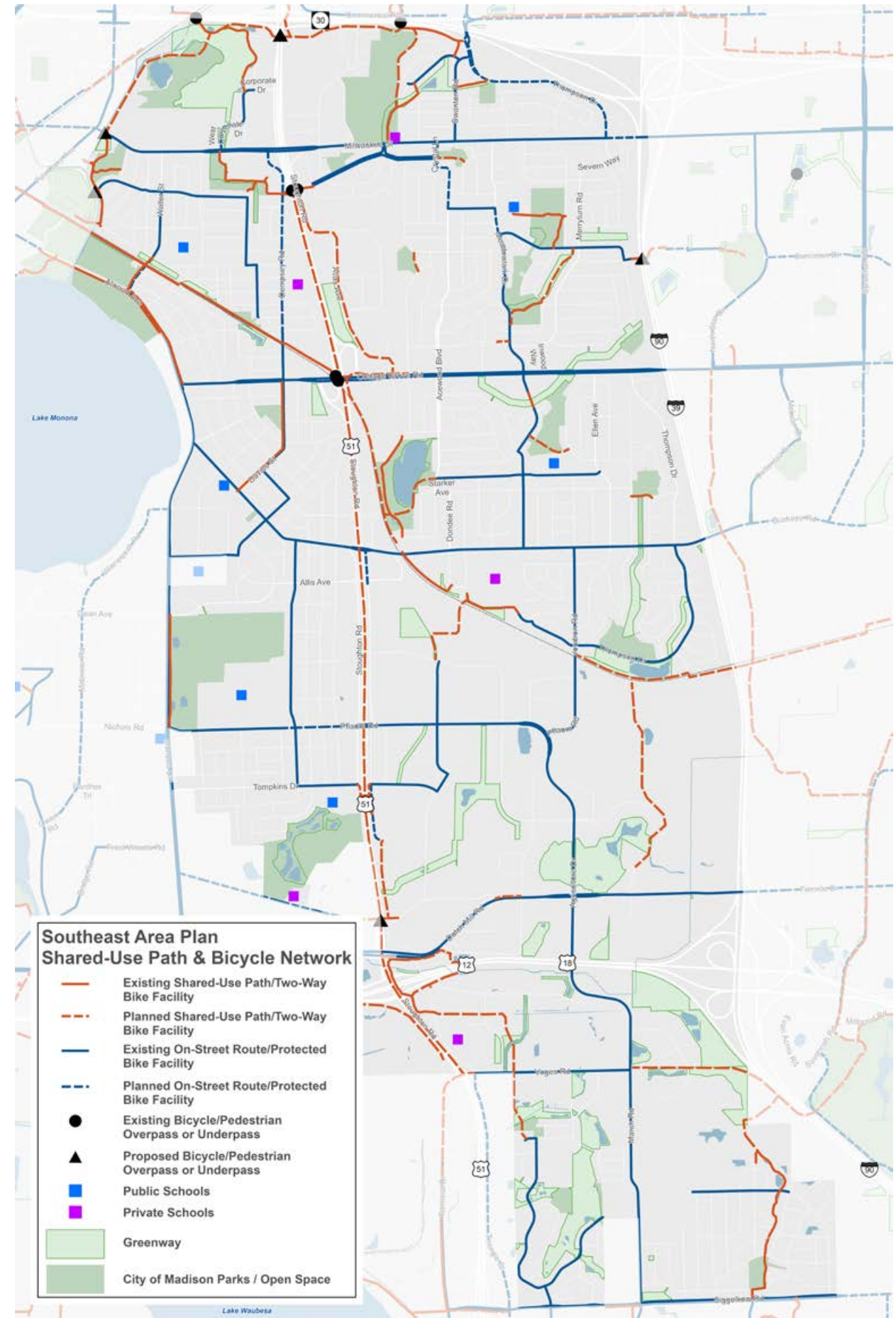
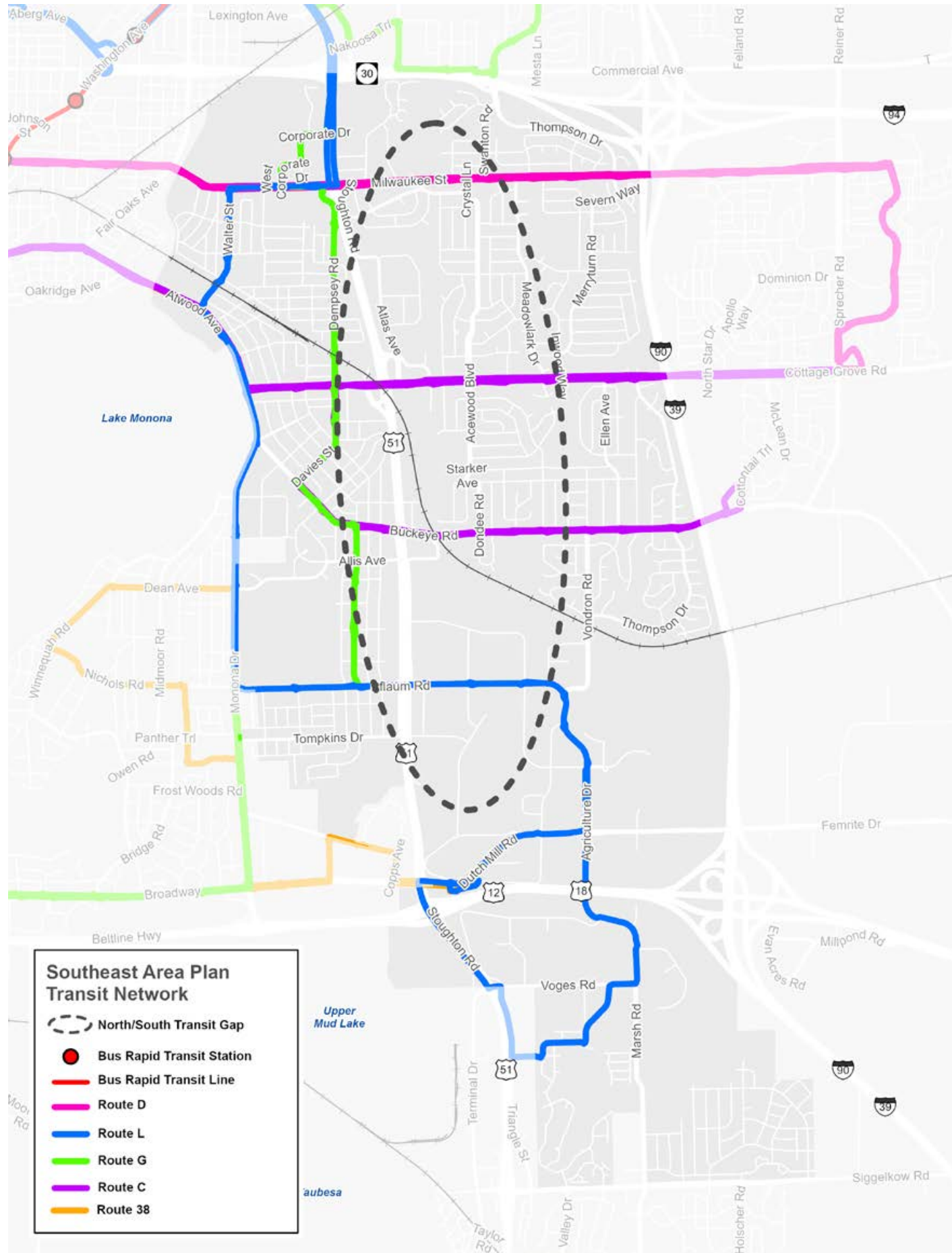
The City implemented its Transit Network Redesign in 2023 (see the [Metro Transit Route Map](#)). The new system reduced the number of routes and stops yet increased bus frequency to improve reliability and efficiency. Eastmorland and Lake Edge Neighborhoods are the best transit-served neighborhoods in the Southeast Area, as the C Route has frequent 15-minute headways until it splits at Cottage Grove Road. The Southeast Area is served by routes C, C1, D1, G, and 38 with standard 30–60-minute headways, along with more limited C2 and L routes that only provide additional coverage with headways every 60–80 minutes. The Transit Network Redesign has led to mixed experiences for transit riders with some preferring it over the old system, while others find it difficult and sometimes unsafe to access stops.

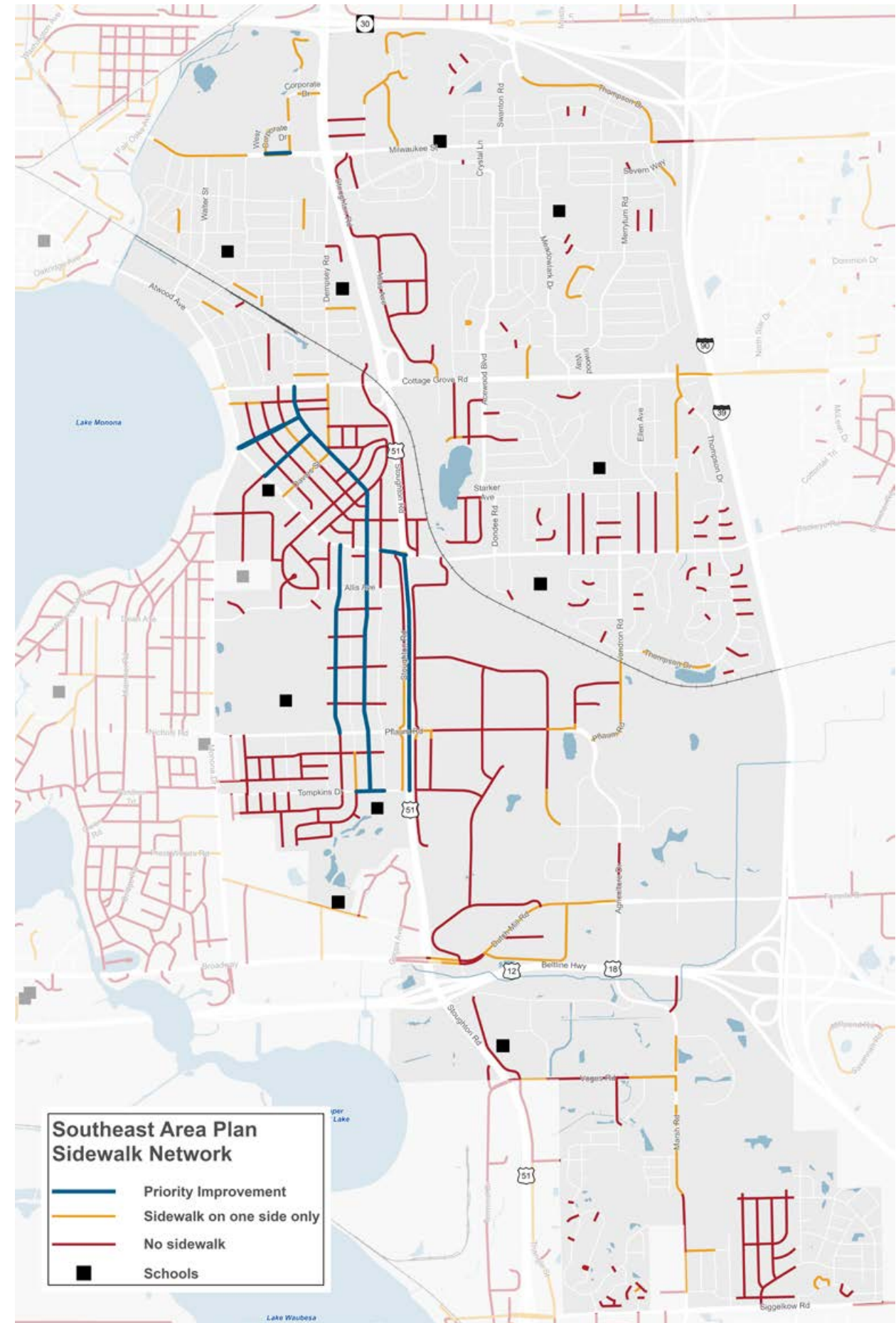
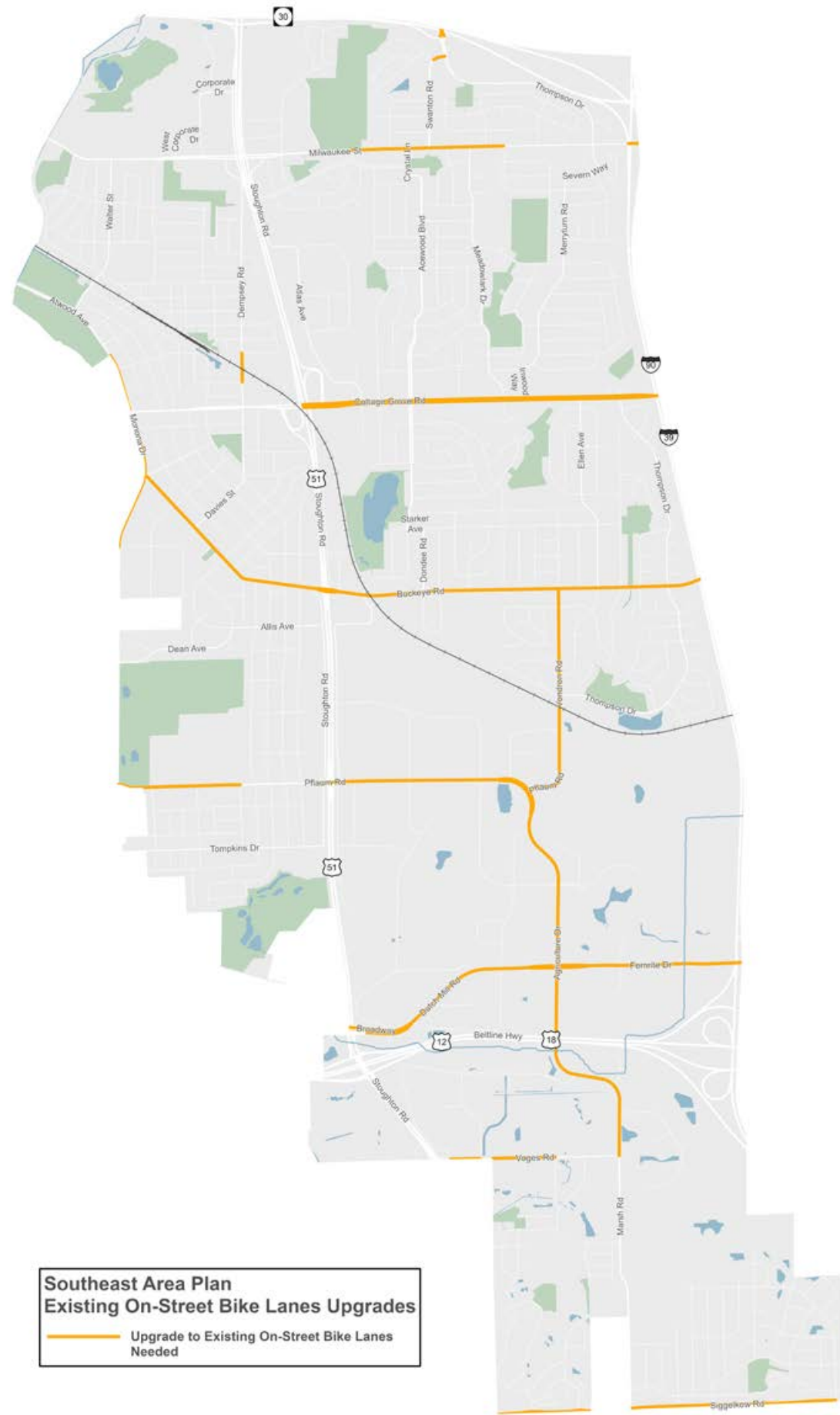
Transit riders note the full buses on the Milwaukee Street D1 route as it approaches The Hiestand Neighborhood signaling the need for more frequency. Madison Metropolitan School District staff noted the lack of transit access for Sennet Middle and LaFollette High School students which limit opportunities for after-school internships, job opportunities and extra-curricular activities.

**Bike and Pedestrian Network**

The bicycle network has significantly improved in recent years, including a new bridge connecting Hiestand Neighborhood across State Highway 30 to the Burke Heights Neighborhood to the north, and a new off-street Atwood Avenue pathway through Olbrich Park. Shared-use paths are part of the bicycle network as well, though the path network has gaps. However, people generally report a lack of north-south bike connectivity in the Southeast Area, and several neighborhoods are missing sidewalks, which was noted as a concern among many residents.

About 66% of the Southeast Area's street network includes sidewalks on one or both sides of the street. Two of the older neighborhoods in the Area were constructed without sidewalks: Lake Edge and Glendale. Additionally, several







A cyclist passes a newly applied “Courtesy Medallion” on the Olbrich multi-use path

large employment areas east of S Stoughton Road along Pflaum Road, Daniels Street, Vondron Road and Helgeson Street do not have sidewalks, making it more car dependent for employees traveling to work.

Some major streets in the Southeast Area include bike lanes. The Capital City Trail, the major shared-use path in the Southeast Area, is a great source of pride among many residents. On-street bike lanes on Milwaukee Street, Cottage Grove, Pflaum and Buckeye Roads offer great east to west connectivity but are considered to be in a higher stress environment for many bikers. Bike lanes on heavily travelled streets and in multi-lane intersections feel unsafe for many bicyclists and the motorists that drive alongside them. The crossing of S Stoughton Road continues to be a major obstacle to most bicyclists and pedestrians. The City supports a redesign that aims to improve these connections.

## Current Initiatives

The City’s [High Injury Network Map](#) (HIN) shows street segments with elevated levels of serious injuries and fatalities. Areas where people tend to walk, bike and board transit are of particular concern because collisions between motor vehicles and people result in more serious injuries. The HIN includes parts of Milwaukee Street, Buckeye Road and West Broadway.

The City’s [Vision Zero campaign](#) and [Safe Streets Madison program](#) focus on eliminating traffic deaths and serious injuries on city streets by improving public infrastructure. This Plan’s transportation actions complement these

initiatives. Vision Zero’s main goal is to eliminate traffic fatalities throughout the city by 2035. This includes redesigning street segments with high injury and fatality rates to slow vehicle speeds and make intersections safer for people walking, biking, and driving. Safe Streets Madison emphasizes traffic safety measures such as speed humps, mini traffic circles, and pedestrian refuge islands. In all these initiatives, there is an emphasis on improvements in areas where people with low incomes and people of color live since they face disproportionate impacts from the historic focus on automobile infrastructure.

The City’s All Ages and Abilities Bike Network map identifies streets and paths that are intended to provide a complete network of low-stress bikeways between neighborhoods, key destinations in the city, and adjacent municipalities. Some streets or paths may need to be built or improved to provide low-stress connections, but the map serves as the long-range plan for a full network. Recommendations in this Plan update the All Ages and Abilities Bike Network map.

The City’s Pedestrian Plan provides direction for policy, program, and safety improvements throughout the city.



Glendale neighborhood with no sidewalks



A pedestrian/bike bridge crosses Stoughton Road 900 feet south of Milwaukee Street

## WisDOT Current Studies

There are three studies and projects being coordinated between the Wisconsin Department of Transportation (WisDOT) and the City that affect the Southeast Area of Madison.

### S Stoughton Road Study

WisDOT is studying potential changes and improvements for a redesign of the S Stoughton Road Corridor. The study is evaluating 4.4 miles of S Stoughton Road / US 51 between STH 30 and Voges Road/Terminal Drive just south of the Beltline. WisDOT’s purpose statement for the study is to improve safety and mobility for all modes of travel and improve community connectivity, guided by local plans and goals. The redesign of the corridor will have significant impacts on safety, mobility, connections and land use. The current configuration of S Stoughton Road has several shortcomings that are rooted in its rural highway cross section design, unwieldy intersections and limited access.

This WisDOT study will not be completed as of the adoption of this Area Plan, however, the Southeast Area Plan is one of the plans that will guide the future of the corridor. This Plan encourages a design that includes more multi-modal connections and slower speeds, that together would create redevelopment opportunities to make the corridor a central feature that connects neighborhoods and commerce instead of the barrier that it currently creates on Madison’s Southeast side.

This Plan includes a diagram that details the city’s goals and priorities as it works with WisDOT to ensure changes to the Highway 51 corridor align with the City’s vision for land use and transportation as discussed in this section. Additionally, the Land Use chapter illustrates that with the right design of a slower, more urban street, there is a potential for the corridor to develop into a new mixed-use activity center, and revitalized employment center for the Southeast side.

### West Beltline Highway PEL study

WisDOT has completed a draft [Planning and Environment Linkages \(PEL\) report](#), solicited public feedback, and was revising the PEL as this Plan was being reviewed by City boards, committees, and commissions. The draft PEL recommended further study of a wide range of alternatives, including:

- Fly-over ramps from S Stoughton Road onto the West Beltline 12/18 Highway. Larger bridge elements may reduce the ability for access to and from businesses east of S Stoughton Road.
- Reduced access for businesses and employers that rely on access to both the West Beltline and Interstate.
- Relocation of interchange further south, mainline expansion, and weave structures would likely result in impacts to nearby private property, encourage higher travel speeds, and result in more traffic.

The City Council passed a resolution on January 27, 2026 opposing Beltline and interchange expansion within the city. The resolution recognizes that the Beltline is a significant barrier within the city. It divides neighborhoods and limits safe and convenient connections for people walking, biking, using transit, and driving on local streets. Decades of transportation research demonstrates

## Building New Sidewalks

The City’s [Sidewalk Program](#) specifies it is City policy to add sidewalks as streets are reconstructed, so over time these areas will become safer, more enjoyable places to walk. New installation is prioritized near activity centers like parks, schools, and businesses where pedestrian volume is high.

As of a 2023, City policy changed so that property owners in the City of Madison are generally **no longer assessed** for sidewalk repair or replacement projects. They are 100% funded by the city-wide budget. This policy shift aims to reduce obstacles and opposition to new sidewalk installation and covers repairs and replacements handled by the City’s contractors

The City’s [Complete Green Streets Guide](#) determines how the space within the right-of-way will be used for the street, terrace, sidewalk or other pedestrian and bicycle infrastructure, in context with the surroundings.

Preserving trees is very important to Southeast Area residents. In order to build new sidewalks and save trees, the City is developing Design Considerations for building sidewalks in areas with large trees could include:

1. Consider one side only street parking or parking pockets in select areas
2. Chicane (curve) sidewalk where necessary to avoid large healthy trees
3. Narrower road cross section
4. Other design options

# South Stoughton Road Redesign

- 1
  - A. Support options that have a **35-mph speed limit** along the length of the corridor.
  - B. Support a future design that integrates **speed management, high quality bicycle & pedestrian facilities, & smart access management for safety for all users.**
  - C. Support options that could enable a future bus rapid transit (BRT) route.

- 2
  - Section Between State Hwy 30 and Buckeye Road**
  - A. Support a design that **slows traffic, improves bicycle/pedestrian connectivity, and safety for all users** between STH 30 and CG Road.
  - B. **Connect the Capital City Trail** to a north-south multi-use path within the S Stoughton Road right-of-way, and north to Nakoosa Blvd.

- 3
  - Support the “Urban Wide Boulevard” Design** between Buckeye Road and Tompkins Drive
  - A. **Connections or full intersections at Allis Avenue, Hob Street, Helgeson Drive, and Tompkins Drive. Smaller intersections** with fewer traffic signal phases.
  - B. **Improves safety, comfort and travel time for all users.**
  - C. Opportunity to change car-oriented commercial uses into **walkable mixed-use activity center** with residential uses and **affordable housing.**
  - D. Reduces confusing, indirect turns, reduces driveways.
  - E. Improved bike & pedestrian facilities, **comfortable sidewalks** with lights and trees.
  - F. Potential for **green infrastructure:** stormwater facilities, tree canopy, and median landscaping.
  - G. Lower project & ongoing maintenance cost.
  - H. Potential opportunity to surplus wide median for future development.

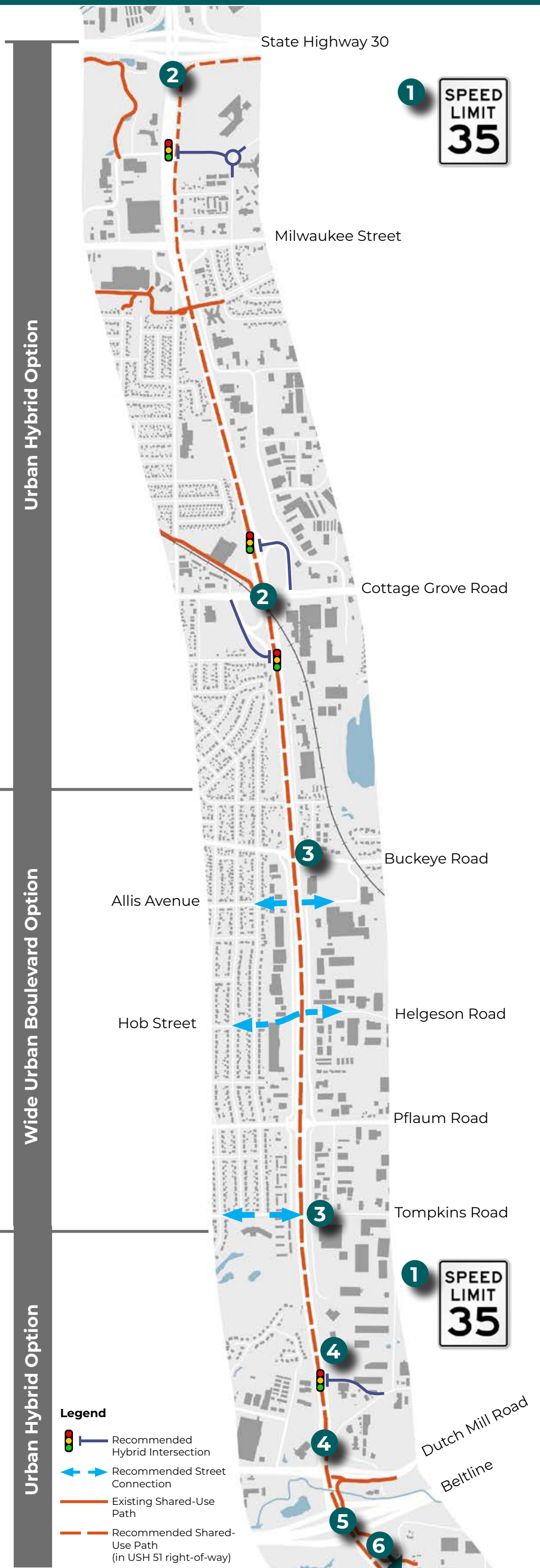


**S. Stoughton Road Wide Urban Boulevard Option**

- 4
  - Section South of Tompkins Dr to Broadway**
  - A. Support Hybrid Design that transitions between Wide Urban Boulevard to USH 12/18 Beltline
  - B. **Connect** Femrite Drive to S Stoughton Rd.
  - C. **Improved access to Dutch Mill Park and Ride** and Industrial Areas to the east
  - D. Maintain **bus access** to the **Dutch Mill Park and Ride** as it is an important **hub** for **interconnecting Metro Transit** with **Inter-City Bus Service.**

- 5
  - At the USH 12/18 Beltline interchange:**
  - A. **Improved bicycle and pedestrian operations.**
    - ◆ Include connection to the South
  - B. **Improved access to Dutch Mill Park and Ride**
  - C. **Coordinate with WisDOT on Beltline PEL** study to achieve the following:
    - ◆ Bicycle, Pedestrian and transit improvements
    - ◆ Improved access to businesses and neighborhoods to the south

- 6
  - At Voges Road/Terminal Drive:**
  - A. Improved navigation and crossing for pedestrians and bicyclists.
  - B. Maintaining or improving access to businesses.



that adding travel lanes and expanding interchanges induces additional driving, increases vehicle miles traveled, encourages sprawl, increases traffic fatalities, and ultimately fails to provide long-term congestion relief. Expansion of the Beltline within the City of Madison would increase greenhouse gas emissions, funnel more traffic onto neighborhood streets, and exacerbate noise, air quality, and negative safety impacts on nearby neighborhoods, including historically underserved communities.

### 30/90/94 Interstate Study

The WisDOT study for Interstate 39/90/94 between the Beltline and Wisconsin Dells has been approved and is moving into the design phase. WisDOT indicates the study addresses existing and future traffic demands, safety issues, and aging and outdated infrastructure. There are several proposed changes that will directly affect the Southeast Area:

- City’s emphasis on ped/bike improvements to the Milwaukee Street crossing occur in the near-term.
- State Highway 30 (STH 30), the northern boundary of the Planning Area, would include more travel lanes, between 51 and Interstate 39/90.
- Proposed sound walls along STH 30 along the entire frontage of the Southeast Area adjacent to residential uses, including any new adjacent residential development.
- Interstate 39/90 increases from 3 lanes each direction to 5 lanes each direction, and as well as additional “collector-distributor” lanes near interchanges



Milwaukee Street at Walbridge Avenue

The increase in the number of lanes would bring traffic closer to noise-sensitive uses along the Interstate, such as homes and parks. In some locations, WisDOT would need to acquire private property for this expansion. Additionally, while adding lanes to a highway reduces traffic congestion initially, it incentivizes people to drive more and drive further distances. Over time, as more people drive more and drive further, the highway just becomes congested again. The City has provided comments to WisDOT on the proposed Interstate expansion. Madison suggests removal of the separate collector-distributor lanes. The City is emphasizing the need for each street crossing of the Interstate (Milwaukee Street Cottage Grove Road, Buckeye Road) to have full bicycle/pedestrian accommodation and will continue to coordinate with WisDOT on this as the project advances into design.

## Actions

### Pedestrian and Bicycle Network

1. Close gaps in the sidewalk network shown on the Sidewalk Network Map.

- a. Prioritize new sidewalks through the Safe Streets Madison Program as streets are reconstructed, and along major streets and close to schools and community facilities which may be constructed through state and federal grants.
  - b. For projects that add sidewalks, explore options to preserve existing large trees.
2. Improve pedestrian street crossings of Milwaukee Street, S Stoughton Road, and Cottage Grove Road, with particular attention to:
    - a. Evaluate potential traffic signals or rapid flashing beacons/continental crosswalks on Milwaukee Street at Thompson Drive and Swanton Road.
    - b. Install rapid flashing beacons and/or continental crosswalks at non-signalized intersections, prioritizing Walbridge Avenue and Johns Street
    - c. Work with WisDOT to improve pedestrian safety and lighting under the S Stoughton Road over passes at Cottage Grove Road and Milwaukee Street.
  3. Evaluate and improve street lighting for pedestrian safety on Piccadilly Drive, Trafalger Place, and Thompson Drive
  4. Make these bicycle facility improvements:
    - a. Use colored pavement markings to highlight bike facilities at intersections along Milwaukee Street to highlight potential conflict zones.
    - b. Install a bike box or colored pavement at the intersection of Cottage Grove Road and Monona Drive to increase the visibility of bicyclists making left turns from Cottage Grove Road to Monona Drive
    - c. Explore a wayfinding sign project on the Garver Path, Sherry Park Path, the Capital City Path, Autumn Ridge Path and other off-street multi-use paths to direct visitors to area schools, parks, libraries, restaurants, and shops.
    - d. Upgrade the Cottage Grove Road bike lane to All Ages and Abilities (AAA) standards.
  5. Improve the multi-use path crossings at major streets as identified in the Safe Streets for All Program.

### Street Connectivity and Traffic Circulation

6. Install traffic calming measures and traffic lane markings to improve safety on Milwaukee Street, Kurt Drive, Swanton Road, and Thompson Road.
7. Study the potential for traffic calming measures in the Secret Places and Lost Creek Neighborhoods, especially at pedestrian crossings near Marsh and Siggelkow Roads.
8. Study potential new traffic signal(s) at Fair Oaks Avenue and STH 30.
9. Explore a “Community Main Street” Complete Green Street designation for Milwaukee Street west of S Stoughton Road that is safer for pedestrians, vehicles and bicycles and supports local businesses and mixed-use development
10. Connect City streets to former Town of Blooming Grove streets after property is attached to the City in 2027.

### Transit and Parking

11. Consider a north-south Metro Transit route that connects to LaFollette High School and employment centers east of Hwy 51.
12. Assess the need for bus shelters/benches at bus stops without a bus shelter and consider programs such as ‘adopt a bus shelter’ for maintenance.

13. Consider adding a bus route to connect residential neighborhoods with job centers near apartments complexes on Thompson Drive and Swanton Road neighborhoods.
14. Once the City has a Curb Management Framework, identify appropriate solutions and strategies near schools, parks, and community facilities to increase access and safety for all curb users.

## Partnerships

- A. Encourage and explore public/private funding partnerships for installation of bicycle share (B-Cycle) stations near community activity centers: Milwaukee Street by Woodman's, US Post Office; Cottage Grove Road near Acewood Boulevard. and Atwood Avenue; Monona Drive near Dean Avenue and Pflaum Road.
- B. Continue to Coordinate with WisDOT on the S Stoughton Road / US 51 Corridor redesign to ensure changes to the Highway 51 corridor align with the City's vision for land use and transportation as discussed in this section to reduce speed, increase safety and connections, and make S Stoughton Road a wide urban boulevard with redevelopment opportunities.
- C. Coordinate with WisDOT on future Beltline studies and projects to achieve increased access and safety improvements for bicycle, pedestrian and transit and improve access to businesses and neighborhoods to the south.
- D. Coordinate with WisDOT on Interstate Project to achieve increased access and safety improvements for bicycle, pedestrian and transit for streets that cross the interstate, as well as limit changes to the system to those that will not induce more traffic.

# Neighborhoods and Housing

This Plan seeks to strengthen neighborhoods in the Southeast Area and provide opportunities for new housing as the Area continues to see change. Madison's job market and high quality of life has led to consistent population growth. However, a limited housing supply leads to limited housing options and high housing costs. With Madison anticipated to add about 110,000 new residents between 2020 and 2050—or about 3,600 new residents per year—housing supply issues may continue despite ongoing efforts to improve housing availability.

The Comprehensive Plan directs a majority of future growth to occur as infill and redevelopment. Madison is gradually losing the ability to expand outwards and extending City services for development at the edge of the city is more costly. For these and other reasons, the City's ability to accommodate growth through redevelopment is increasingly important.

The Southeast Area has several transportation corridors that provide an opportunity to build a significant amount of new housing near jobs, shopping, services and transit. There is also an opportunity to diversify the Southeast Area's housing stock, which includes an abundance of areas comprised solely or almost entirely of single-family homes. Additionally, large parts of the Southeast Area have low-density commercial land uses. Much of the redevelopment in the Southeast Area could occur on these auto-oriented commercial sites and underutilized parking areas, which does not displace current residents.

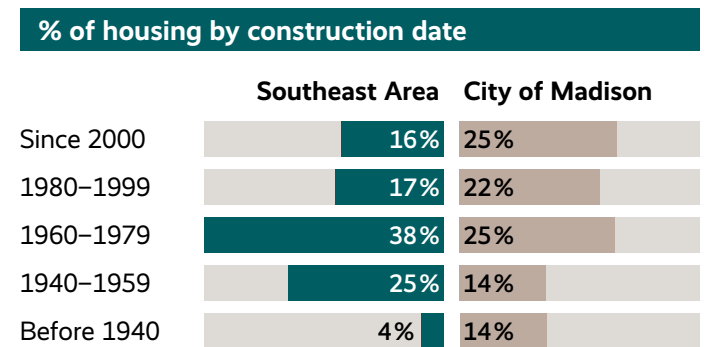
This Plan calls out specific sites and opportunities in the Southeast Area to further explore sites for affordable housing and increase connections to essential neighborhood services.

## Affordability

The need for housing that is affordable to low- and moderate-income households was one of the most common issues identified by stakeholders during the planning process. The Southeast Area is relatively affordable compared to many parts of Madison.

Generally, rents in the Southeast Area are on par with the remaining areas of the city, however, the Southeast Area's median rent of \$1,419 per month is higher than Madison's median rent of \$1,364<sup>1</sup>. Home ownership is more affordable in the Southeast Area than other parts of the city. Of the twelve Area Plan geographies, nine have higher average values for single family dwellings and five have higher median rents than the Southwest Area.<sup>2</sup>

<sup>1</sup> American Community Survey 2023 5-year estimate  
<sup>2</sup> Madison Neighborhood Indicators Project 2024



Source: American Community Survey 2018–2022 5-Year Estimate table B25034

## Comprehensive Plan Goals

This Plan intends to advance the following goals from the Comprehensive Plan:

- Madison will be a safe and welcoming city of strong and complete neighborhoods that meet the needs of all residents.
- Madison will have a full range of quality and affordable housing opportunities throughout the city.



The Ace Apartments on Cottage Grove Road at Acewood Boulevard

Approximately 76% of Southeast Area Plan survey participants report that the availability of affordable housing is an important factor in their neighborhood choice.

“Even with a decent-paying job, I had to resort to food pantries and seek assistance for basic needs due to high rent, which underscores the inadequacy of what is often labeled as ‘affordable housing.’”

## City Owned Land

The City of Madison has several parcels of land that could be repurposed to provide affordable housing in the Southeast Area. The City currently owns just over 9 acres of land that is zoned and suitable for residential or mixed-use development. These lots provide opportunities for affordable housing a variety of needs and scale. The City has been selling many lots in the Owl Creek neighborhood for affordable single family and Missing Middle ownership opportunities. Several lots remain for sale. Additionally, this plan identifies other city owned lots that could be repositioned for residential and mixed-use development.

## Mix of Housing Types

New residents move to Madison in large numbers, and racial and ethnic diversity continues to increase. It is important to have housing options to accommodate all stages of life and living arrangements. In addition to increasing the supply of new affordable rental housing, redevelopment and infill should include market-rate apartments and homeownership opportunities, including condominiums.

### City-Owned Sites with future Residential Development Potential

This table below is not an exhaustive list, and does not include greenways, stormwater, Parks, and/or other Engineering owned parcels not suitable for redevelopment:

Site Name	Address	Lot Size (Square feet)	2025 Zoning
Karmenta / Family Shelter Site	4502 Milwaukee Street	144,201	CC-T
Water Utility Owned Site	4731 Shaffer Avenue	8,002	SR-C1
Water Utility Owned Site	4735 Shaffer Avenue	8,002	SR-C1
Water Utility Owned Site	4736 Spaanem Avenue	8,677	SR-C1
Former Metro Transit East Transfer Point	102 West Corporate Drive	56,507	CC-T
Owl Creek Residential Lot	5102 Horned Owl Drive	38,873	TR-C3
Owl Creek Residential Lot	5002 Meinders Road	9,975	TR-C3
Owl Creek Residential Lot	4201 Valor Way	9,239	TR-C3
Owl Creek Residential Lot	4209 Valor Way	8,568	TR-C3
Owl Creek Residential Lot	4217 Valor Way	8,581	TR-C3
Owl Creek Residential Lot	4225 Valor Way	9,326	TR-C3
Owl Creek Residential Lot	4234 Crested Owl Lane	10,738	TR-C3
Royster Mixed-use Site	526 Pinney Street	122,643	TE
Royster Mixed-use Site	551 Pinney Street	14,322	TE
Royster Mixed-use Site	533 Pinney Street	23,958	TE
Royster Mixed-use Site	501 Grand Oak Trail	37,444	TE
Royster Mixed-use Site	404 Cottage Grove Road	40,380	TR-U2
<b>Total Square Feet / Acreage</b>		<b>600,758 / 13.8 Acres</b>	

In addition to larger multifamily buildings constructed in activity centers and corridors identified in the Comprehensive Plan’s Growth Priority Areas Map, lower-impact residential development can occur in existing lower-density residential areas through the addition of smaller buildings often referred to as the “Missing Middle.” These building types are designed to fit with predominantly single-family residential areas. On the recommended GFLU Map in the Land Use Chapter of this Plan, Low-Medium Residential areas are primarily intended to accommodate Missing Middle. Missing Middle housing types can also be added to Medium Residential 1 areas and in Low Residential areas located near activity centers or along transit corridors.



Missing Middle housing in the Owl Creek Neighborhood

In addition to the different physical characteristics of housing, such as size of units and number of units in a building, it is also important for a variety of tenancy options to be available. The most common tenancy arrangements are fee-simple ownership (often for single-family residences) and rental apartments. Co-housing, condominiums, housing cooperatives, and community land trusts can provide further housing choice for residents.

While household size has been declining for decades in both Madison and Wisconsin and the number of families with children has remained flat compared to overall household growth, a mix of 2-, 3-, and 4-bedroom units for families should be thoughtfully included, especially near schools and at affordable prices.

## Complete Neighborhoods

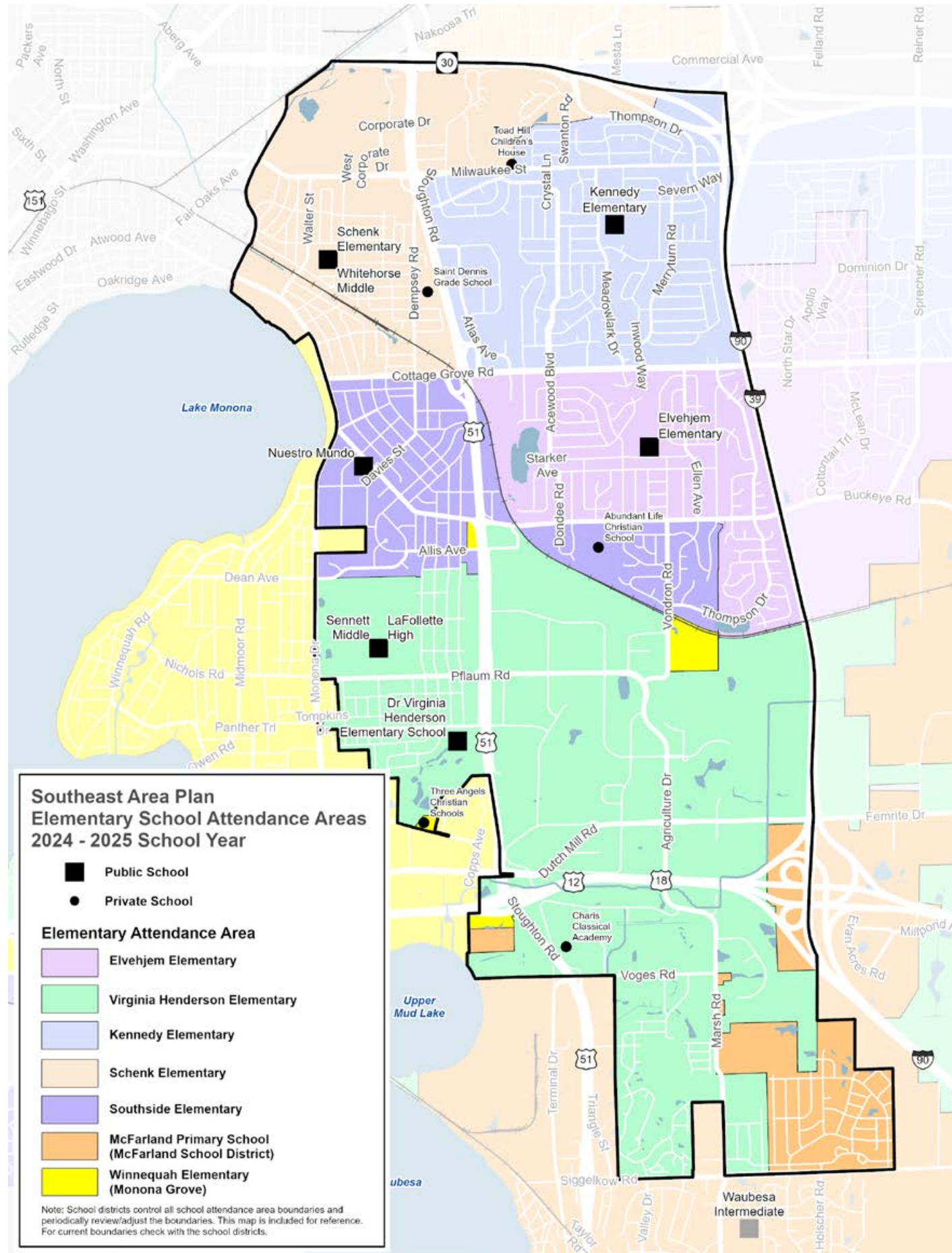
Building housing alone does not create complete neighborhoods. Elements like public parks, schools, gathering spaces, local businesses, and access to healthy food are also needed. Awareness and access to existing community programs and services, especially for youth and seniors, is important for neighborhood health. As residents have noted throughout the public engagement process, there are only a few community facilities that provide services and places for people to meet in the Southeast Area. Residents also noted the need to encourage smaller walkable commercial areas that also serve as community gathering places.

Madison School and Community Recreation (MSCR), Lussier Family East YMCA and the Pinney Branch Public Library are all located along Cottage Grove Road. However, there are large geographic areas without support in the rest of the Southeast Area. Fortunately, the Eastmorland Community Center is being established near Schenk Elementary/Whitehorse Middle Schools in a former church facility on Hargrove and Tulane. Residents of the Southeast desire more community facilities where people can access programming and support including childcare, youth activities, job training, senior care, managing living expenses, and other family needs.

Schools are also catalysts for establishing strong neighborhoods, as children’s activities, daily social interactions, and community projects create connections. The Southeast Area has a strong network of schools, with five public elementary schools (Schenk, Kennedy, Henderson, Elvehjem and Nuestro Mundo) and

### What We’ve Heard

1. Over 76% of survey respondents indicated that increasing the supply of affordable housing is a top priority.
2. Have a mix of housing types and sizes, including housing units large enough to support families.
3. Have complete neighborhoods with easy access to amenities such as parks, schools, and stores. Residents want developments that include community amenities and opportunities for social connections.
4. Improve the quality of existing rental housing.
5. Ensure sufficient support for unhoused residents.



portions of six elementary attendance areas, two middle schools (Sennett and Whitehorse), and one high school (LaFollette) in the Madison Metropolitan School District. Additionally, some areas of the Southeast Area are in either the Monona Grove or the McFarland School District. Historically, elementary schools and their Parent Teacher Organizations provide the connections between Neighborhoods that build stronger communities.

Finally, access to healthy food is another important consideration in healthy neighborhoods. There is only one, albeit large, full-service grocery store located within the Southeast Area, with only two more just outside the area. There are only a few convenience stores and only one ethnic grocer. There are no seasonal farmers' markets in the planning area. Madison's 2022 [Food Access Improvement Area Map](#) highlights the Glendale Neighborhood as an area that does not have sufficient access to fresh groceries.

### Housing Initiatives

The City's most effective and cost-efficient policies preserve existing naturally affordable older housing stock rather than building new low-cost housing. This housing may be lost altogether as prices continue to increase if additional housing is not built to meet demand. State statutes and court decisions do not allow the City to enact rent control or require new developments to include affordable housing.

The City is also able to increase the supply of affordable housing in the Area through the [Community Development Authority](#) and its programs which include a limited amount of scattered-site units on Stein Avenue and S. Thompson Drive.

The [Affordable Housing Fund](#) (AHF) and [Tax Increment Financing](#) (TIF) programs are the City's primary tools for impacting affordable rental housing development by providing financial assistance. The AHF is especially impactful when used in cooperation with the Wisconsin Housing and Economic Development Authority's Low-Income Housing Tax Credits. CDD also provides financial support to smaller scale, non-tax credit affordable rental developments including non-profit housing providers and housing cooperatives.

New lower cost or subsidized housing should be in areas that already have a high level of resources and amenities, including transit. Areas along Milwaukee Street, Cottage Grove Road, Atwood Avenue, and Monona Drive are particularly well-positioned for this type of development. In addition, if the final design of S Stoughton Road creates a slower street, with a more urban design that includes sidewalks, curbs and trees, there may be an opportunity to add a significant amount of housing and complete neighborhoods in underutilized areas adjacent to the currently incompatible rural highway design.

### Homelessness

Community members also discussed expanding support and resources for Madison residents who are unhoused. Some raised concerns about the impact of the homeless encampments of unsheltered individuals in natural areas and greenways during the COVID-19 pandemic. During the pandemic, many people avoided congregate shelters, leading to an increase in unsheltered homeless-

**Missing Middle housing** is a range of multi-unit or clustered housing types scaled between single-family detached houses and larger apartment buildings, such as rowhouses, small multifamily buildings, tiny homes, bungalow courts, courtyard apartment buildings, accessory dwelling units, and live-work buildings.

**Complete neighborhoods** are neighborhoods that include a range of housing types and costs, neighborhood-serving businesses, stores, and services; schools, and places of worship. Neighborhood components are ideally accessible by foot, bicycle, or transit through a network of well-connected streets and blocks, usable public spaces, and a system of connected parks, paths, and greenways.

**Affordable housing** is housing for which the occupants are paying no more than 30 percent of gross household income for housing costs, including utilities. Households with housing costs exceeding 30% of income are considered housing cost-burdened. The City of Madison's direct and development subsidy programs are primarily designed to reduce housing cost burdens for renter households with incomes at or below 60% county median income (CMI) and for owner-occupied households at or below 80% CMI.

The City of Madison **Community Development Division's Housing Development and Financing Program** provides loans to for-profit and non-profit housing developers for the construction and rehabilitation of new income and rent-restricted affordable rental and owner-occupied housing.



The Salvation Army Family Shelter currently operating on the Karmenta site

ness. After closing the temporary permitted encampments in 2021, the City implemented several alternative options within the Southeast Area, including a temporary campground at Dairy Drive (closed in late 2025), and a Family Shelter run by the Salvation Army in a former nursing home on Milwaukee Street. There is not a simple solution to end the complex issue of homelessness and housing instability. Instead, there are multiple needs to create a strong system for housing people in ways that meet their needs and work toward permanent housing opportunities.

In the Land Use section of this plan, there are illustrations of how redevelopment of the existing low-density shelter site on Milwaukee Street could be re-imagined to include both a shelter and other affordable housing.

## Actions

1. Support affordable housing at varied levels of Area Median Income (AMI), particularly in areas such as along Milwaukee Street, Cottage Grove Road, Atwood Avenue / Monona Drive through the City's Affordable Housing Fund, Land Banking Program, and Tax Increment Financing.
  - a. Consider City-owned properties for affordable housing development:
    - i. Karmenta/ Salvation Army Family Shelter
    - ii. Water Utility site on Spaanem / Allis Ave
    - iii. Metro Transit former East Transfer Point on Milwaukee Street
    - iv. Re-list / promote remaining City-owned lots in Owl Creek
  - b. Prioritize sites that have one or more of the following characteristics:
    - i. Multi-story residential and mixed-use development on vacant lots and corner sites that will anchor, stabilize and revitalize activity centers.
    - ii. Encourage a mix of uses like neighborhood-serving retail, personal services, and restaurants that serve the daily needs of residents and attract newcomers to live in the neighborhood.
    - iii. Support neighborhood-serving destinations and activation on Milwaukee Street, Atwood Avenue at Cottage Grove Road, E Buckeye/ Vondron
    - iv. Projects that include 2–3 story apartments, townhomes, and housing that meet the needs of the “Missing Middle” between single-family homes and apartment buildings.
    - v. Support existing businesses by adding new residents through new development that includes a variety of housing choices for people in different stages of life and with various income levels.
  - c. Prioritize sites that have one or more of the following characteristics:
    - i. Provide affordable senior housing.
    - ii. Have a wider mix of rental unit sizes, including those large enough to support larger and multigenerational families (3–4+ bedrooms).
2. Incentivize and promote programs that support owner occupied housing opportunities within neighborhoods, including both single family and Missing Middle housing types as they are affordable and offer opportunities for renters to move into home ownership.

3. Consider zoning changes to allow more home-based businesses and micro commercial uses in neighborhoods to increase opportunities for resident wealth building, integrate housing with essential services and amenities, and create opportunities for “Third-spaces” to increase community cohesion.
4. Invest in food retail through funding and technical assistance to store operators through the Healthy Retail Access Program and SEED Grants, particularly in the Glendale Neighborhood, which is identified as a Food Access Improvement Area.
  - a. Support access to affordable local food options by exploring options to expand food vending and expansion of farmers markets within the Southeast Area, especially at/near the Glendale Neighborhood.
5. Reduce fees, noticing requirements and other permitting barriers to neighborhood block parties, community yard sales, community activities for kids, and other small group activities and events.
6. Monitor housing conditions in the area generally along South Thompson Drive between Milwaukee Street and STH 30 to ensure healthy, safe and well-maintained housing.
7. Include a family shelter as part of redevelopment of the City-owned former Karmenta site.
8. If State Law allows, increase and reestablish programmed routine building inspections of existing rental housing to maintain healthy, safe and well-maintained affordable housing.
9. Maintain housing options for people experiencing homelessness.
  - a. Support redevelopment of the Karmenta Family Shelter that maintains a family shelter programming.

## Partnerships

- A. Establish a community advisory board with representatives from the family homeless shelter, City and County staff, businesses, and community organizations to provide ongoing feedback and guidance for shelter operations.
- B. Pursue additional partnerships with Dane County Human Services and non-profits to ensure renters and unhoused families in the Southeast Area have access to support needed to thrive, including onsite support services. This may include exploring an increase in funding for Dane County's Joining Forces for Families program to expand services available to the Southeast Area.
- C. Work with community stakeholders to locate a community center in the Southeast Area when/if:
  - i. Existing community buildings, such as the Eastmorland Community Center and MMSD schools, are not adequate to meet community needs for programming.
  - ii. Community support for a center is demonstrated through organization around fundraising for center construction and operations.

# Economy and Opportunity

## Comprehensive Plan Goals

This Plan aims to advance the following goals from the Comprehensive Plan:

- Madison will have a growing, diversified economy that offers opportunity for businesses and residents to prosper.
- Madison will have equitable education and advancement opportunities that meet the needs of each resident.

The Southeast Area is the heart of Madison’s light industrial sector. The area is home to over 1,000 businesses, with over 750 employing at least five people and 26 of them classified as large enterprises, employing more than 100 people. Direct access to the interstate system from State Highway 30 and USH 12/18 (The Beltline) bolster and connect businesses to the larger region. The light industrial sector is growing and the need to preserve and enhance these areas for continued economic and entrepreneurial growth is a major goal of this plan’s actions.

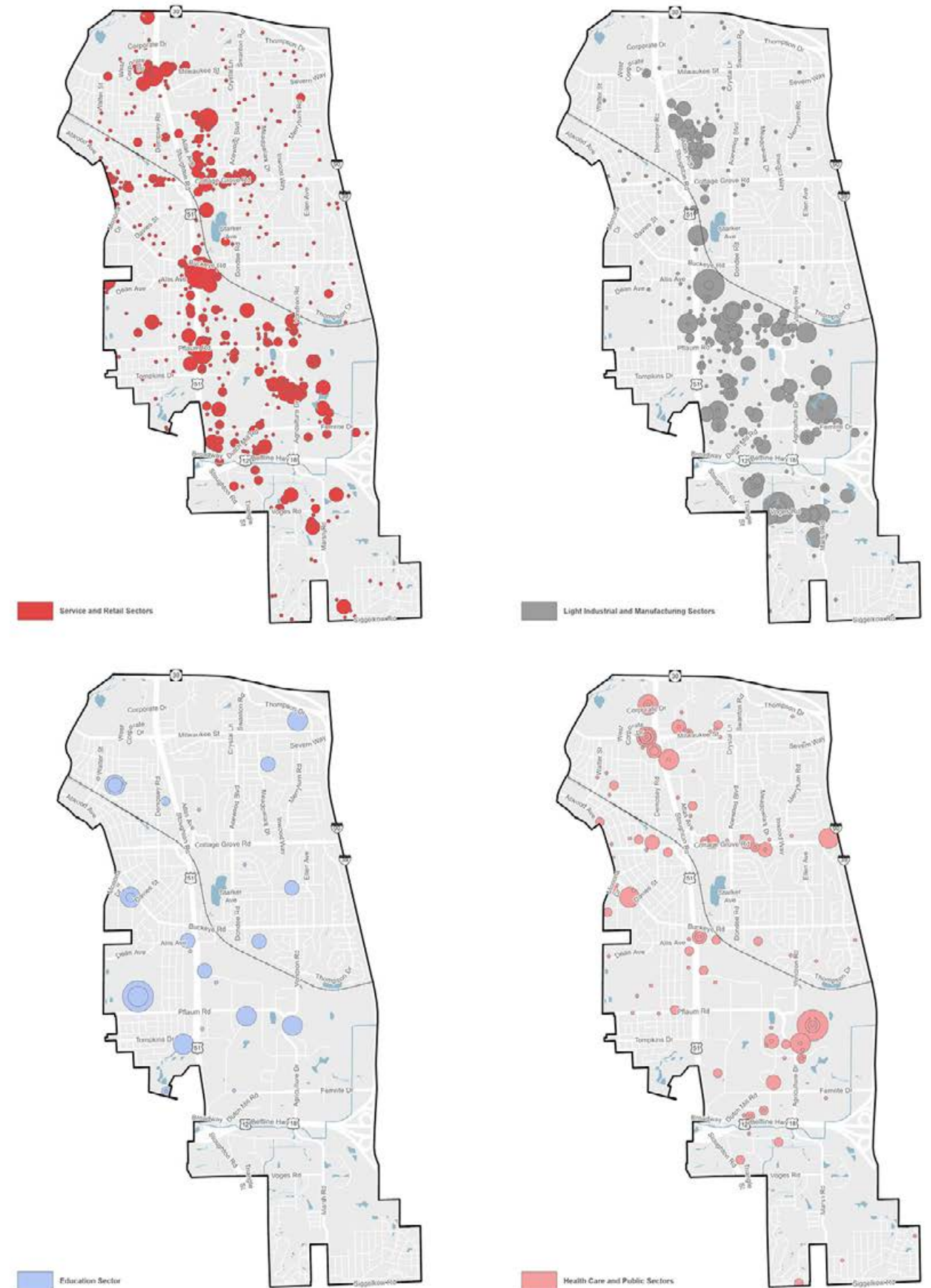
The Southeast Area has 9.3% of the city’s population and 8.2% of the city’s jobs (Census On The Map 2023). The Area had approximately 17,300 jobs in 2023, down by more than 1,900 (about 10.9% percent) from 2020 (Census On The Map, 2023). Jobs in the area are concentrated in the manufacturing, transportation, warehousing, and retail trade sectors. Employees working in the Southeast Area generally reflect citywide ratios as far as race and ethnicity.

As part of this planning process, the City conducted a “Business Walk” which reached over 200 businesses in the Southeast Area on June 3, 2025. A Business Walk is an economic development initiative that, in a short amount of time, allows local leaders to get the pulse of how a business community is doing. The premise behind each walk is to target the successes and obstacles the local business community faces, track that information, and provide assistance. Dozens of volunteers and City staff visited every open business to ask a series of questions aimed at understanding local business concerns. In general, most businesses said that business was good, but considering the manufacturing emphasis of the Southeast, there was uncertainty about the larger economy reacting to uncertainty about tariffs and rising costs. Other concerns included a need for new employees, affordable housing, and better transportation options.

## Office Development

There has not been any significant development of office buildings in the Southeast Area, or the City, over the past 10+ years. The office sector has been further challenged by remote work that became more prominent during the COVID-19 pandemic. The Wisconsin Department of Agriculture, Trade and Consumer Protection (DATCP) office space on World Dairy Drive remains the primary large office development in the area. Many office buildings have significant vacancies, or are available for redevelopment, such as the former American Family East Regional Building at the southeast corner of State Hwy 30 and S Stoughton Road. The site is over 40 acres and is currently not well-connected into the street grid. Redevelopment as either a mixed-use or residential site as described in the Land Use Chapter could enhance connections, but it is unlikely this site will return to exclusively office space.

Additionally, there are six City-owned sites in the Southeast Business Park off Graham Place and Fen Oak Drive. These parcels are available for office development and have been for sale for over a decade. They have existing covenant restrictions that prevent uses other than office which has likely hindered their

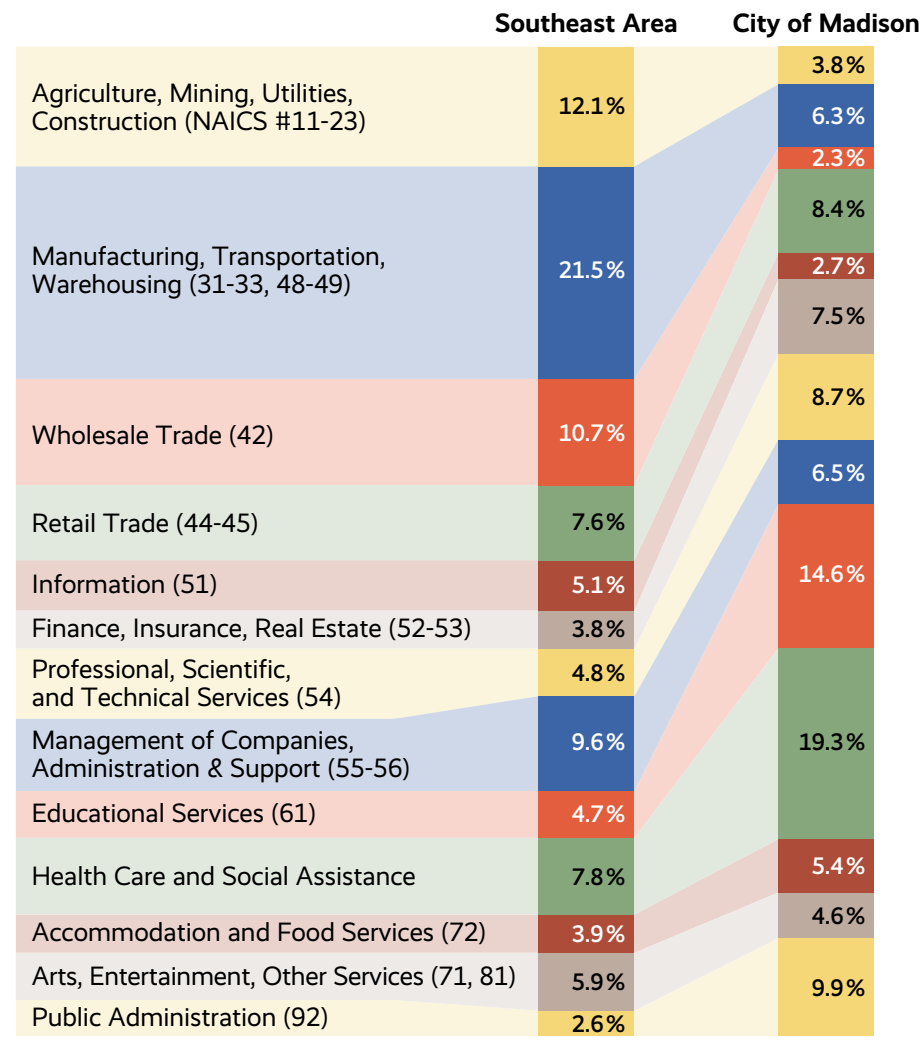


## What We Heard

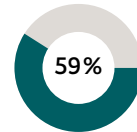
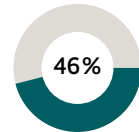
- 34% of survey respondents listed job opportunities as one of the most important reasons they live in the Southeast Area.
- Preserve ‘naturally-affordable’ existing, lower-cost commercial spaces.
- Over-reliance on jobs in cleaning, warehouse, and food service industries. Expanding local economic opportunities and job training is essential for building financial stability and reducing inequality.
- Lack of restaurants, and other neighborhood supporting retail and services businesses along S Stoughton Road
- Provide more opportunities for signage, branding and other ways to make the business areas more visible
- Foster and support opportunities for BIPOC entrepreneurs and businesses
- The prevalence of empty storefronts on Milwaukee Street signals a lack of local investment. Need for small business development to bring services and vibrancy to their neighborhoods.
- Bus service—particularly on Milwaukee Street and during weekends—is infrequent and unreliable, making it difficult for residents without cars to travel to work, school, or medical appointments. Those with disabilities and families with children are especially affected by these transit gaps.

development. This plan recommends that these parcels be considered for potential re-alignment and positioning to make them more viable for development.

### Jobs within area, by major sector



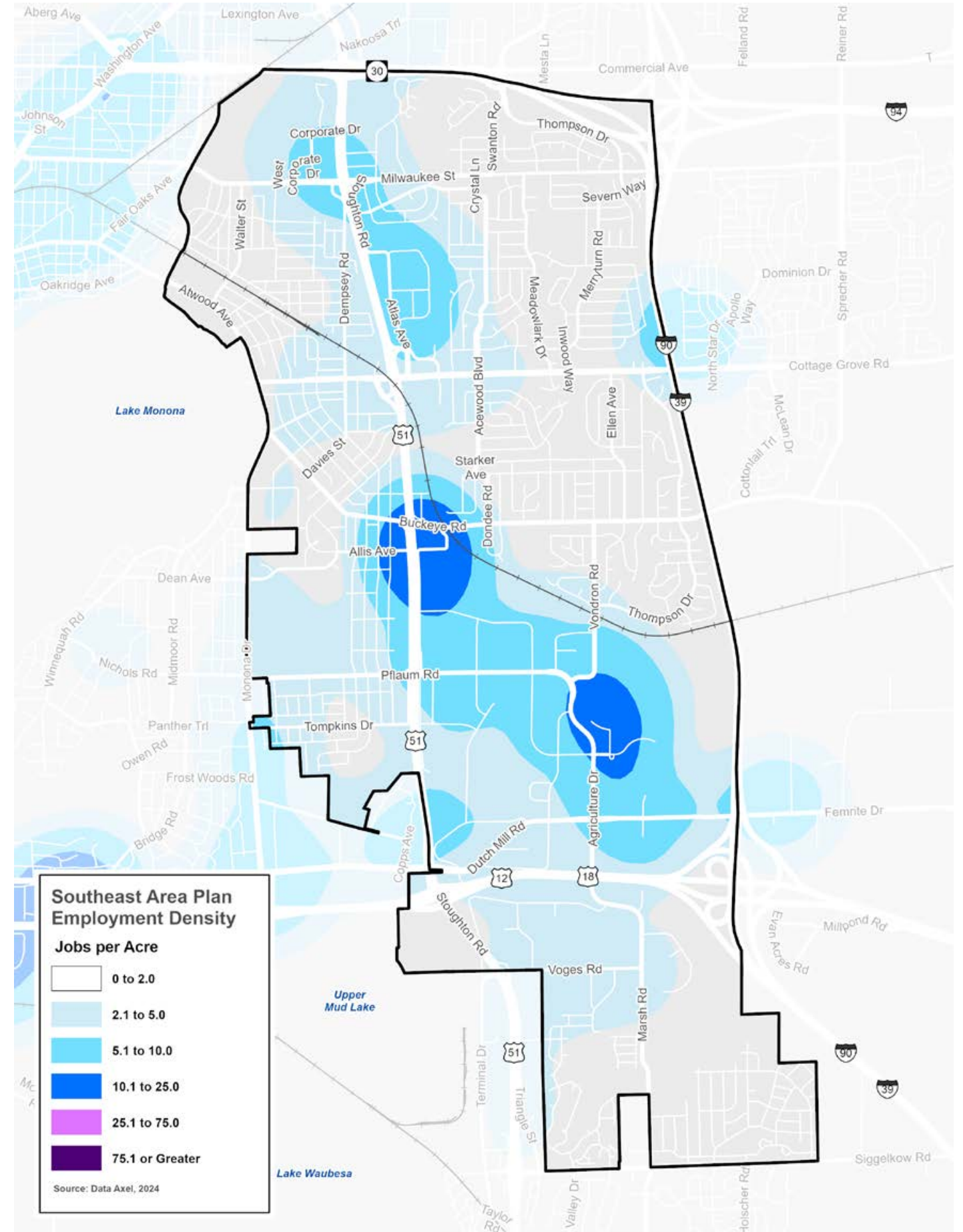
% with 4+ years of college



Sources: Census On the Map 2021 data  
Source ACS 5-year estimate (2023) table S1501

## Light Industrial/Manufacturing

The S Stoughton Road Corridor is the organizing spine that connects three important employment centers that make the Southeast Area a key part of the City’s entrepreneurial and light manufacturing economy. The light industrial sector continues to perform strongly and is noted by businesses and residents as an area with many family-supporting wages and entrepreneurial opportunities. Businesses note that locations adjacent to similar sector businesses allows for symbiotic economic relationships and unlike residential uses, they don’t



need to be as connected to adjacent areas such as parks and schools. Rail lines, highways and other infrastructure which become barriers in residential districts are needed lifelines in the manufacturing center.

These businesses also provide goods and services that support the City’s residential population, other employers, and institutions. There is an opportunity to help educate City residents and businesses on the importance of these employment centers and the impact that they have on the quality of life for the whole City. This plan looks to encourage the enhancement, branding and visibility of these areas, support sector growth and opportunities to improve transportation access.

## Keeping the City Happy, Healthy and Prosperous:

### Manufacturing and Economic Success in the Southeast Area— from supporting the World’s dairy industry to feeding our schoolchildren.

There is a significant number of industrial and manufacturing businesses within the Area, though most employ less than 50 people. These businesses and centers are often overlooked when thinking about Madison’s overall economy, but they are essential in keeping the city happy, healthy and prosperous. Here are just a few of their stories.

#### Keeping the City Happy:

**Chocolate Shoppe Ice Cream**—Since first starting as a small ice cream and candy shop in the Southeast Area on Monona Drive in 1962, the Deadman Family has expanded and now serves over 26 different states with their super-premium ice cream.

**Dane County Humane Society**, founded in 1921, has expanded to over 29 acres in Southeast Madison, and is the second largest shelter in Wisconsin, caring for thousands of companion animals and wild animals every year. Over 100 staff members and hundreds of dedicated volunteers provide comfort and care to these animals in need every day on their way to better beginnings with new families.

**Steve’s Curling Supplies** has been supplying local curling clubs and Olympic curlers for over 50 years. Steve’s is the largest independent curling supplier in the world.

#### Keeping the City Healthy:

**MMSD**: On Pflaum Road, the Madison Metropolitan School District prepares, packages and distributes breakfasts and lunches for over 25,000 scholars in 52 schools. In 2025 they prepared over 1.5 million meals.

**Second Harvest Food Bank**: Started in 1986, their food distribution warehouse on Dairy Drive has undergone several expansions as they now serve a 16-county area in Southwest Wisconsin, and distribute over 26.3 million pounds of food annually.

**Hoey Apothecary**: In 2003, they built their first dedicated compounding lab within the independent pharmacy. Pharmacy compounding customizes medications for individual needs, addressing allergies, dosage issues and other unique for specific treatment plans, especially in pediatrics and geriatrics.

#### Keeping the City Prosperous:

**Boumatic**: For over 80 years, they have been creating innovations in the Dairy & Milking Industry.

**Certco**: Starting in 1930 as Central Wisconsin Cooperative Food Stores, Certco provides over 60,000 different items to independent grocers in the region.

Over 100 different businesses spread across the three areas have ties to the **construction, home improvement and building trades**.

**Entrepreneurial Hub**: From Keene Garlic, to the Dairy Connection, to Spaceship Recording Studio, the Southeast Area has hundreds of local industrial and manufacturing entrepreneurs who keep local dollars in the region and support each other while providing opportunities for prosperity and economic growth.

## Service and Retail Sector

While not generally thought of as a retail or service destination, the Southeast Area has three key east-west streets that have become neighborhood activity centers that serve the neighborhoods in and to the east of the Southeast Area. Milwaukee Street, Cottage Grove Road and Buckeye Road all have a variety of neighborhood serving businesses, many of which are locally owned. Additionally, Atwood Avenue–Monona Drive, on the western border of the planning area, is an important commercial link and shared border between the Cities of Madison and Monona. Locally owned small retail and service businesses also thrive here, as mixed-use housing developments have begun to complement and improve much of the older small scale auto-oriented buildings.

S Stoughton Road itself is home to more regional commercial destinations and employers. The current frontage road access, higher speeds and difficult intersections at Pflaum and Buckeye Roads may be a limiting factor in potential growth of the retail sector, and several retailers have left for other locations in the City. Residents note the lack of restaurants and other neighborhood sized retail and service opportunities. A reimagined S Stoughton Road could reinvigorate the corridor and make it attractive to a larger variety of neighborhood supporting and mixed-use destinations.

## Current Initiatives

The following City programs, policies and initiatives are related to community feedback and illustrate existing city policies related to Economy and Opportunity.

The City’s [Office of Business Resources \(OBR\)](#) helps businesses locate, open, and expand within the City of Madison by guiding businesses through permitting/approvals, providing guidance on financial and technical assistance programs from the City and other sources, providing demographic/community information to businesses, and more.

The City has a variety of [financial assistance programs](#) including: a building improvement grant, commercial ownership assistance, façade improvement grant, and Kiva crowd-sourced loans to start or grow businesses.

The City also maintains a number of [tax increment districts](#) (TIDs) that can provide tax increment financing (TIF) assistance to locate or expand businesses in and around TIDs within Madison. Businesses seeking TIF assistance should review the City’s [TIF goals, objectives](#), and process for receiving assistance, as well as the [TIF underwriting policy](#). Each TIF-related project must demonstrate a financial need to be eligible for TIF assistance in compliance with City TIF Policy and State of Wisconsin TIF Law. TIDs need development to increase property values to generate revenue for TIF expenditures from the corresponding increase in property taxes collected. TIF expenditures are limited by state law to specific types of capital costs, property purchases, and services. The City supports small businesses through “small cap” TIF loans.

## Tax Increment Financing

As there is significant vacant land in the southeast quadrant (east of Hwy 51, west of the Interstate, north of Voges Road, South of S Thompson Dr/railroad

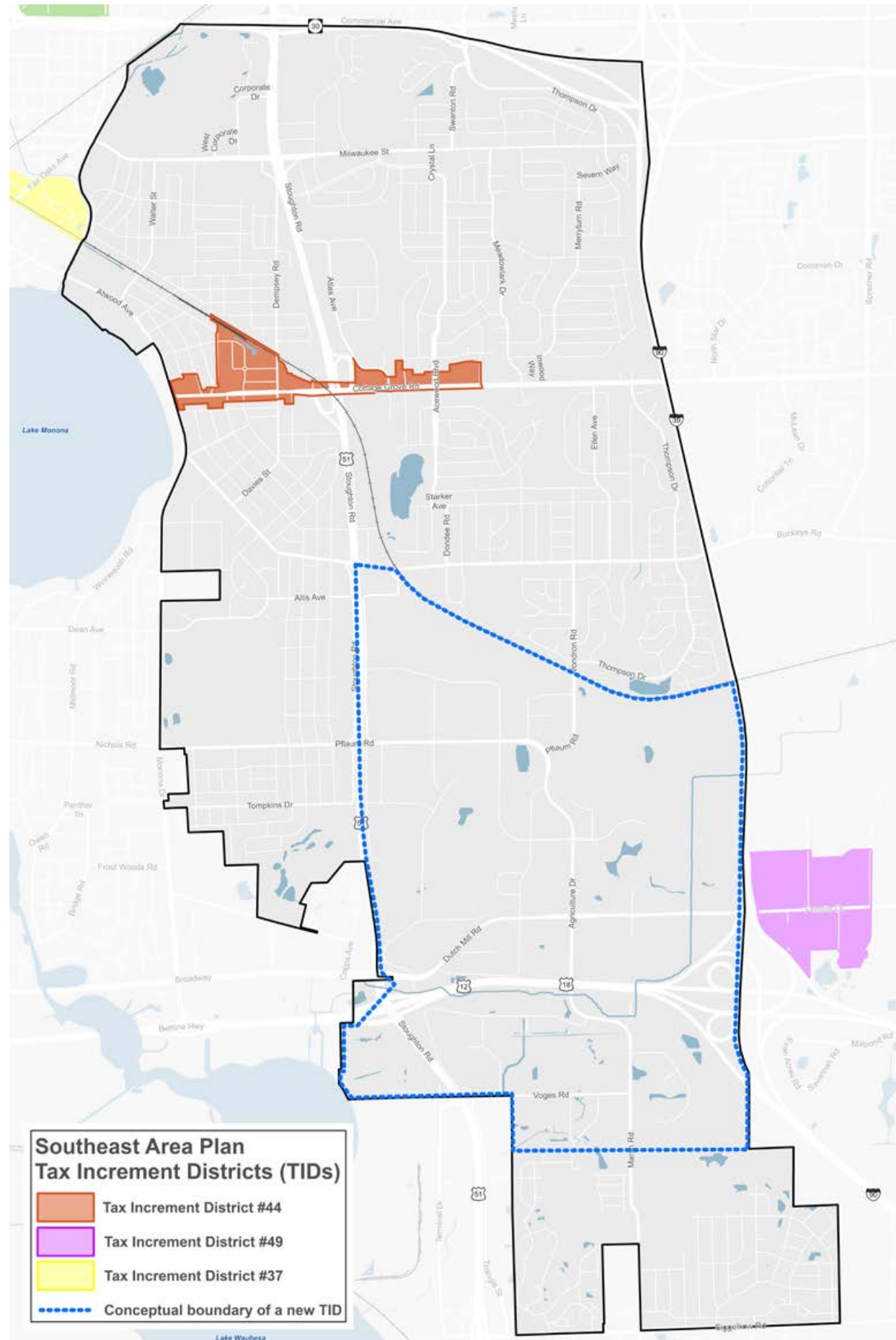
## Business Walk



Economic Development staff, working with consultant Blueprint Events and numerous volunteers, conducted a “Business Walk” in association with the Southeast Area Plan. The walk visited 247 businesses in the Southeast Area, asking a series of six questions. For the SE Area:

- 68% of respondents said that business is good or great, with 26% saying it was steady/fair.
- 55% cited location and opportunities for expansion as the #1 thing they liked about doing business in the area, followed by community/customers at 40%.
- The top three things that could be done to improve business in the area were: better infrastructure/transportation (such as more Metro Transit service), government regulations issues, and public safety concerns.
- 22% of businesses said that employees have difficulty getting to work.
- 83% said they do not plan to relocate, sell, or exit their business in the next five years.
- Due to the large number of manufacturing businesses, there was concern about the uncertain economy and potential tariffs.

For additional information on the business walk you can read the full [Business Walk Summary](#).



tracks) of the planning area, City staff from the Economic Development Division (EDD) have recommended this area as one where a future Tax Incremental District might be located.

One advantage to businesses being located within a TIF District is that it would make them eligible for such small business support programs as the City’s [Small Cap TIF Business Loan Program](#), which has forgivable loan funds available for growing businesses in the City of Madison’s TID Districts. The final boundary of any new district, if created, wouldn’t cover the entire area indicated by the dashed blue outline on Tax Incremental Districts Map. With the “Half Mile Rule”, businesses within a half mile of a TID boundary would be able to use small business support programs like the Small Cap TIF program.

### City Owned Land

The City of Madison has had several past economic development programs aimed to repurpose and promote development in the Southeast Area. As mentioned in the Neighborhoods and Housing Chapter, the City currently owns just over 9 acres of land that is zoned and suitable for residential or mixed-use development. These lots provide opportunities for affordable housing initiatives.

Additionally, the city owns over 36 acres of land suitable for employment and industrial uses. Several of these lots have development and/or use restrictions on them or are sizes and shapes that are hindering their redevelopment. This plan recommends that the city re-evaluate its holdings and look for ways to encourage additional light manufacturing and or business opportunities that will increase economic growth in the Southeast Area.

### Tax Incremental Financing (TIF)

Tax Incremental Financing (TIF) is a governmental finance tool that the City of Madison uses to provide funds to construct public infrastructure, promote development opportunities and expand the future tax base. TIF assistance in Madison is only used when the proposed development would not occur “but for” City assistance. The proposed development should be consistent with and reinforce all City plans and lead to the consolidation and redevelopment of underutilized properties.

### City-Owned Sites with future Development Potential

This table below is not an exhaustive list, and does not include greenways, stormwater, Parks, and/or other Engineering owned parcels not suitable for redevelopment:

#### Sites Suitable for Potential Employment or Industrial uses

Site Name	Address	Size (square feet)	2025 Zoning
Fire Department Owned Site	3202 Dairy Drive	79,502	MC
Fire Department Owned Site	3218 Dairy Drive	76,418	IL
Fire Department Owned Site	3202 Agriculture Drive	172,544	SE
Southeast Business Park City owned land	5204 Graham Place	143,127	SE
Southeast Business Park City owned land	5250 Graham Place (north lot with trees)	295,843	SE
Southeast Business Park City owned land	5504 Fen Oak Drive (lot with trees)	109,759	SE
Southeast Business Park City owned land	2898 I 90-94-39 (skinny lot)	60,592	A
Southeast Business Park City owned land	5603 Fen Oak Drive	242,252	SE
Southeast Business Park City owned land	2825 Walton Commons	423,915	SE

**Total Square Feet / Acreage** 1,603,952 sq ft / 36.82 acres

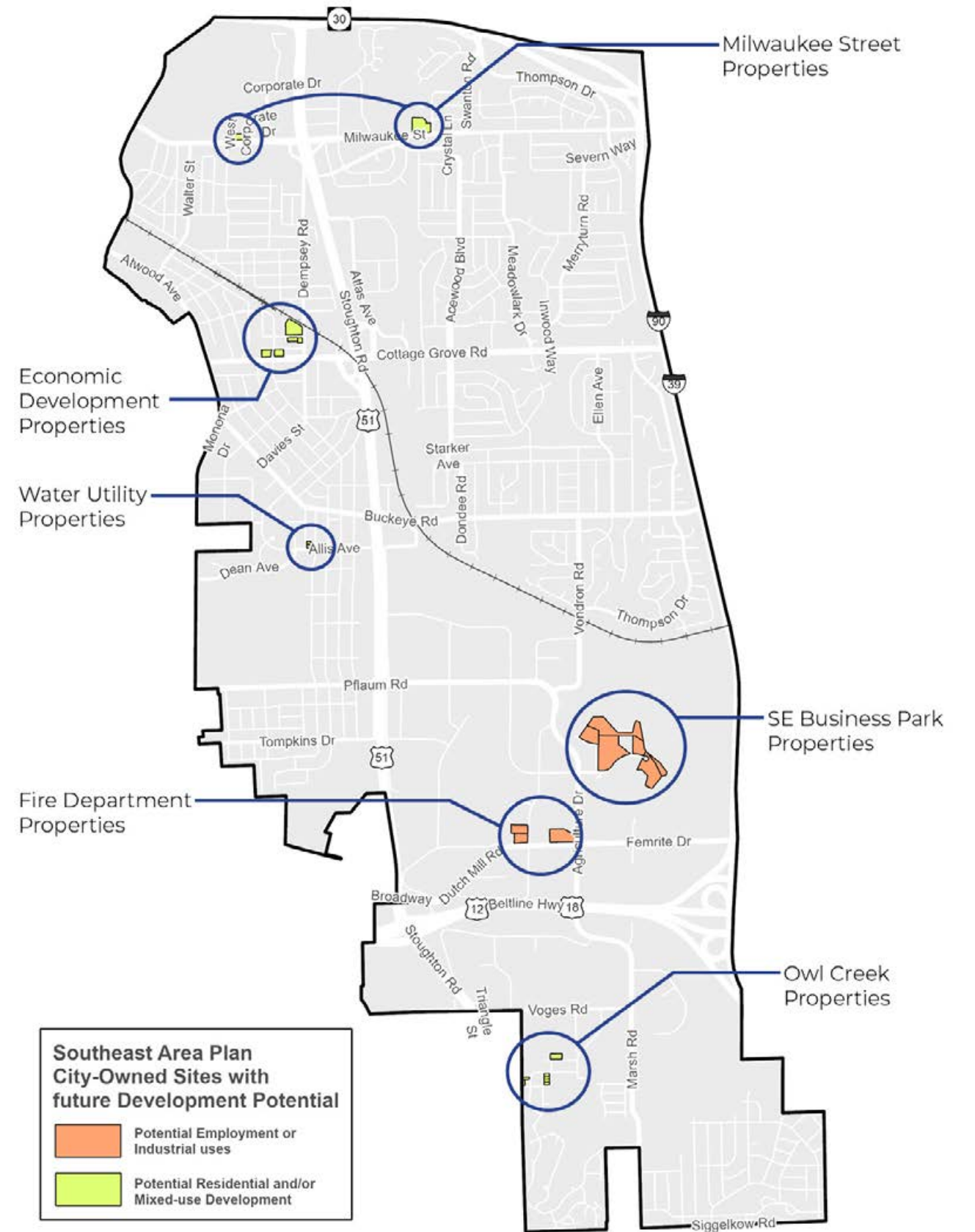
Continued on next page

**Sites Suitable for Potential Residential and/or Mixed-use Development**

Site Name	Address	Lot Size (square feet)	2025 Zoning
Karmenta / Family Shelter Site	4502 Milwaukee Street	144,201	CC-T
Water Utility Owned Site	4731 Shaffer Avenue	8,002	SR-C1
Water Utility Owned Site	4735 Shaffer Avenue	8,002	SR-C1
Water Utility Owned Site	4736 Spaanem Avenue	8,677	SR-C1
Former Metro Transit East Transfer Point	102 West Corporate Drive	56,507	CC-T
Owl Creek Residential Lot	5102 Horned Owl Drive	38,873	TR-C3
Owl Creek Residential Lot	5002 Meinders Road	9,975	TR-C3
Owl Creek Residential Lot	4201 Valor Way	9,239	TR-C3
Owl Creek Residential Lot	4209 Valor Way	8,568	TR-C3
Owl Creek Residential Lot	4217 Valor Way	8,581	TR-C3
Owl Creek Residential Lot	4225 Valor Way	9,326	TR-C3
Owl Creek Residential Lot	4234 Crested Owl Lane	10,738	TR-C3
Royster Mixed-use Site	526 Pinney Street	122,643	TE
Royster Mixed-use Site	551 Pinney Street	14,322	TE
Royster Mixed-use Site	533 Pinney Street	23,958	TE
Royster Mixed-use Site	501 Grand Oak Trail	37,444	TE
Royster Mixed-use Site	404 Cottage Grove Road	40,380	TR-U2
<b>Total Square Feet / Acreage</b>		<b>600,758 Sq Ft / 13.8 acres</b>	

**Actions**

1. Work with WisDOT to facilitate direct access from US-51/ S Stoughton Road corridor to Robertson Road, Helgesen Drive, Tompkins Drive and others to increase access and connectivity to jobs as well as retail irrespective of which design concept is ultimately chosen by the State.
2. Examine all City-owned land in the Southeast Area and consider how it could be redeveloped to meet economic and housing priorities for the City. (See table and maps)
  - a. Southeast Business Park:
    - i. Identify the developable area on these properties and ensure the lot configuration is a good fit for development.
    - ii. Evaluate the existing restrictive property covenants to determine if they are still beneficial or are unnecessarily hampering potential employment growth.
  - b. Review City-owned Fire Department properties along Femrite Drive and Dairy Drive to determine if they are needed for Fire Department operations or if they could be repositioned for employment-based development (3202 Dairy Drive, 3218 Dairy Drive, and 3202 Agriculture Drive).



- c. Water Utility Owned Sites: Evaluate future needs of the Water Utility and consider potential affordable housing opportunities.
  - d. Milwaukee Street / Metro Transit Sites: Redevelopment into mixed-use and affordable housing to bolster emerging retail nodes on Milwaukee Street.
  - e. Owl Creek Neighborhood: Provide opportunities for affordable homeownership.
3. Revitalize important commercial corridors, particularly Milwaukee Street, and identify opportunities to invest in small businesses and reduce empty storefronts either by providing assistance to existing properties through Small Cap TIF programs for business grants/loans and façade grants, or as part of new mixed-use redevelopment of key sites.
  4. Explore the creation of a new Tax Incremental Finance District (TIF) if there are adequate revenue-generating projects and if there are requests for TIF assistance that are consistent with City [policy](#) in areas shown on the Tax Incremental Districts Map to increase support programs such as the City's Small Cap TIF Business Loan Program.
  5. Explore opportunities for the City to land bank for employment development
    - a. Explore adding employment uses to the City's land banking policy to help reposition underutilized older industrial properties into modern light and heavy industrial space through City assistance.
    - b. Dependent upon final WisDOT design for S Stoughton Road, evaluate the prospects for the City to land bank underutilized and vacant properties in the S Stoughton Road corridor if business vacancies continue or increase, possibly in conjunction with creation of a new TID to redevelop into mixed-use and affordable housing.

## Partnerships

- A. Create a business association or partner with the Monona Eastside Business Alliance to develop a stronger sense of cohesion and identity within the business community.
  - i. Work with Monona Eastside Business Alliance and support their efforts to recruit and/or retain small to medium-sized businesses whose services or products are unique to the local market.
  - ii. Encourage local community partners to collaborate with Monona Eastside Business Alliance to gain visibility and connect with existing art organizations and resources.
- B. To increase recognition with potential customers, work with various land/business owners to distinguish the different commercial and industrial business districts with gateway signage, public art, and landscaping.
  - i. The Mixed-use retail and service business corridors generally include: Monona Drive, Milwaukee Street, Cottage Grove Road, Buckeye Road and Pflaum Road.
  - ii. The main industrial areas generally include: Atlas Avenue, Helgesen/Dairy Drive area and Tradewinds Parkway.



# Culture and Character

## Comprehensive Plan Goals

This Plan aims to advance the following goals from the Comprehensive Plan:

- Madison will be a vibrant and creative city that values and builds upon its cultural and historic assets.
- Madison will have a unique character and strong sense of place in its neighborhoods and the city as a whole.

## What We Heard

- There is an enthusiasm for places beyond home and work that promote connection, such as community centers, cultural gathering spaces and youth areas, sometimes referred to as “Third Spaces”
- Community members feel most welcome during school events, cultural gatherings and outdoor neighborhood activities
- There are a lot of arts related entrepreneurs in the area that could benefit from additional affordable art spaces and desire for an arts district
- There are many significant stories to be told and historic resources to be acknowledged about the Southeast Area that aren't well known.

The Southeast Area's culture and character come from its diverse communities, its history, and its unique landscape. What was once mostly farmland has grown into neighborhoods, connected by major routes such as Milwaukee Street and Highway 51. Today, this mix of homes, workplaces, parks, and natural corridors gives the area a personality that keeps changing and growing.

Residents expressed love for places like Pinney Library and the neighborhood parks, but they want more spots and events where people can come together. Guided by that feedback and by the City's goal of creating safe, welcoming spaces, the Plan focuses on building more opportunities to gather, celebrating the area's heritage, and designing public spaces where everyone feels welcome.

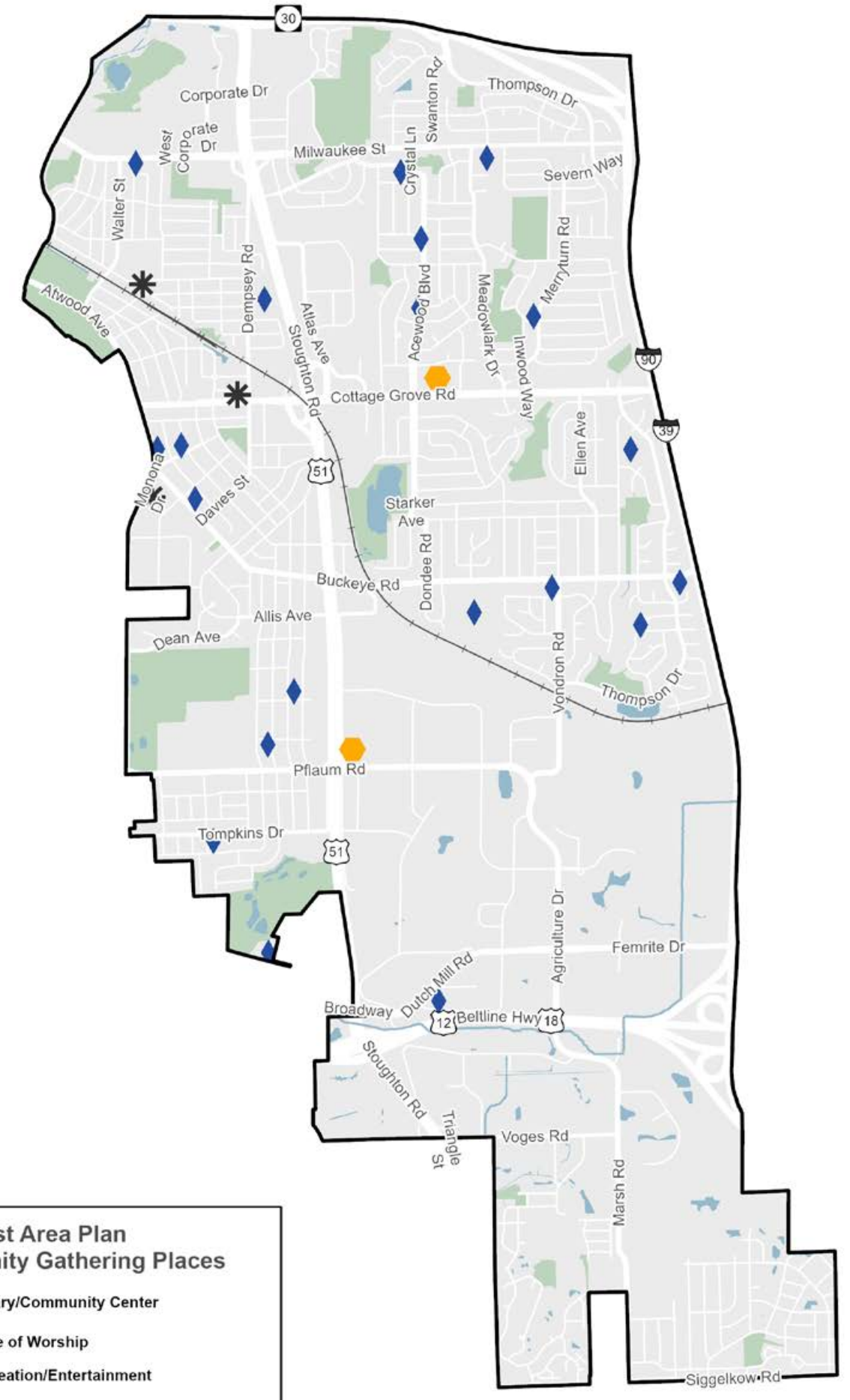
The Area's cultural assets play a big role in shaping neighborhood identity. These can be anything from churches and schools to local businesses, and community gathering places. The Area includes several art studios, music venues, and other creative spaces. ARTWORKING, AFGM Media Group & Studios, and Next Wave Studios are all examples of the creative and cultural energy found in the Southeast Area. Parks also serve as community hubs. At Hiestand Park, for example, regular disc golf tournaments and the neighborhood association's summer food truck event bring together people of all ages and backgrounds. Olbrich Park and Botanical Gardens are a Citywide destination on the easternmost edge of the Planning Area. The Botanical Gardens host many cultural and educational programs throughout the year and are free and open to the public.

The Ho-Chunk Nation also recently developed their Madison Offices and Community Center located in the Tradewinds Parkway, just south of Hwy 12/18. This center will help to create a presence and gathering space to celebrate the indigenous history of Teejope.

## Urban Design

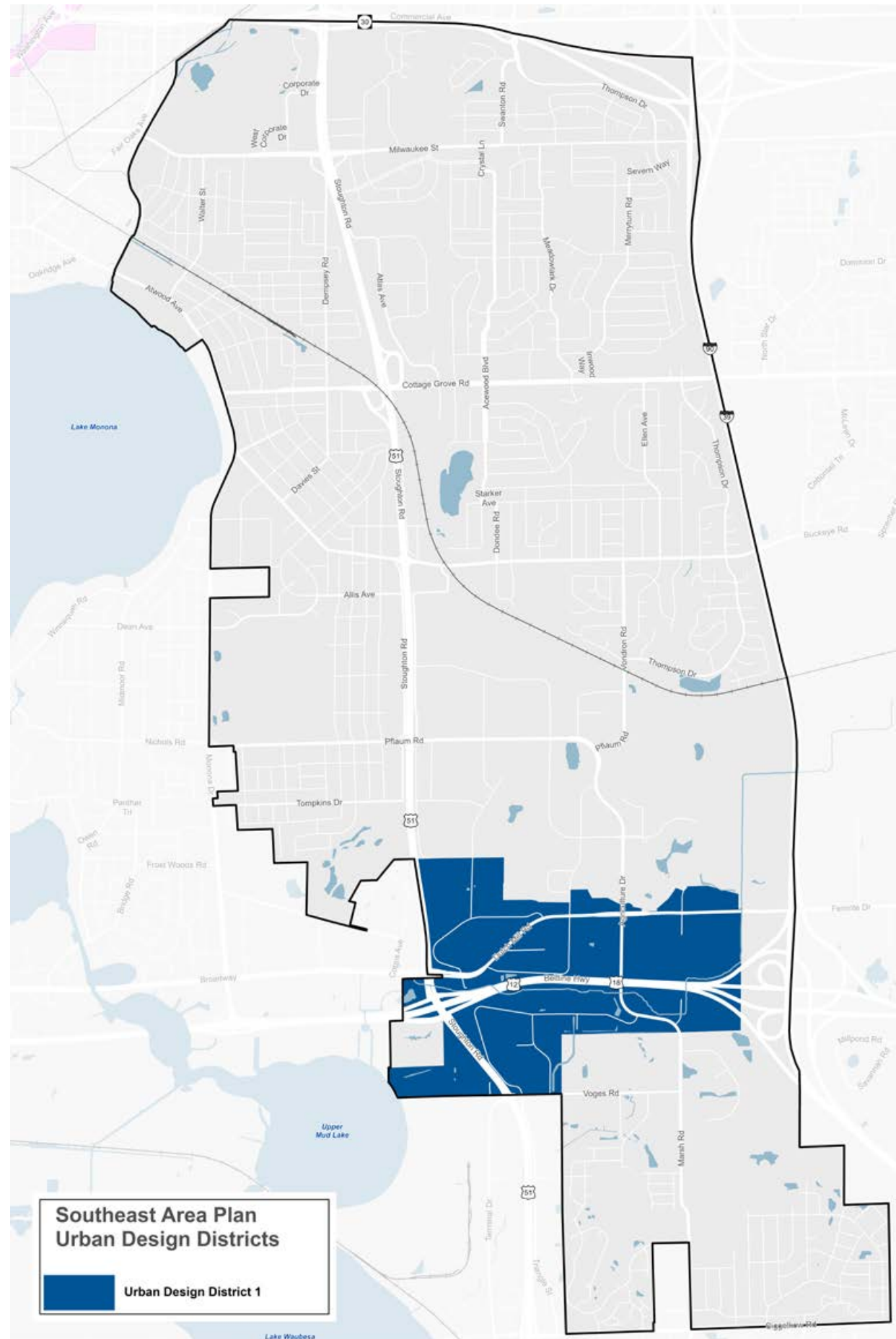
Urban design plays a key role in creating vibrant places. The City's Urban Design Ordinance is one tool that helps ensure a high quality, well-designed built environment within certain areas of the city. Urban Design Districts (UDDs) establish requirements and guidelines for new development and additions to existing buildings. The requirements and guidelines generally address building design (height, setbacks, and stepbacks), quality and design of exterior materials and architectural detailing, lighting, and signage. They also address the design of private open space, landscaping, and screening.

There is one UDD in the Southeast Area. UDD #1 in the Southeast Area Plan boundary is generally southwest of the area of South Stoughton Road and Tompkins drive intersection. UDD #1 is characterized by commercial and employment development. UDD #1 also covers an area along John Nolen Drive that is located outside of the Southeast Area. There are several older Urban Design districts that were based upon vehicular gateways to the City. The area in UDD # 1, however, is not a walkable, pedestrian friendly area and may no



**Southeast Area Plan Community Gathering Places**

- ★ Library/Community Center
- ◆ Place of Worship
- ⬡ Recreation/Entertainment



longer be consistent with the city’s policy goals to emphasize urban design in walkable urban commercial activity centers.

Urban design remains important outside of established districts, especially for existing and planned walkable mixed-use areas, such as the “Commercial Core” areas established in the Land Use chapter. This plan recommends considering the removal of UDD #1 within the Southeast Area and instead consider urban design policy tools for use to shape the redevelopment of Commercial Core areas. Additionally, if the final approved design of S Stoughton Road includes a walkable urban boulevard, there may be a desire to designate parts of the street as Commercial Core to influence the redevelopment of the area to a walkable mixed-use activity center.

### Historic Resources

The Southeast Area has deep roots. Long before Madison was a city, the Ho-Chunk Nation cared for and shaped this land, known as Teejop, since time immemorial. The area is rich with potentially significant archeological sites near Elvehjem School, in Hiestand Woods, and in the quarry off Beegs Road, among others. Several of these sites are mound locations which are culturally significant as sites of burials, ceremonies, and marking territory. These sites may require additional review and consultation with the Ho-Chunk Nation and Office of the State Archaeologist. The archaeological sites could also be eligible for local or Federal historic designation. The Ho-Chunk Nation has built a Madison Office and Community Center on Tradewinds Parkway. A further accounting of the significance of the Ho-Chunk and other historically underrepresented communities can be found in the City of Madison’s [Underrepresented Communities Historic Resource Survey](#).

There are several City of Madison designated landmarks and properties of historic interest as shown on the Historic Resources Map. Properties listed in the National Register of Historic Places are potentially eligible for preservation tax credits for work on buildings, and burial sites are eligible for property tax exemptions. A full table of existing Local Landmarks and other properties of cultural and historic interest can be reviewed in the appendix of this plan.

In more recent history, the Area became home to some of the city’s early industries, leaving behind many historic places and stories. Remembering and honoring this history, like the 1991 “Butter Fire” on Cottage Grove Road or the historic Hiestand/Toad Hill School on Milwaukee Street, helps connect residents to the past while we plan thoughtfully for the future. This Plan highlights several sites, buildings and stories that may have architectural, historical, archaeological, and/or cultural importance.

The Plan’s actions seek to acknowledge and celebrate the culture and history of the area by making opportunities for community building and public art.

### Current Initiatives

The following City programs, policies and initiatives are related to community feedback and illustrate existing city policies and local examples related to Culture and Character.

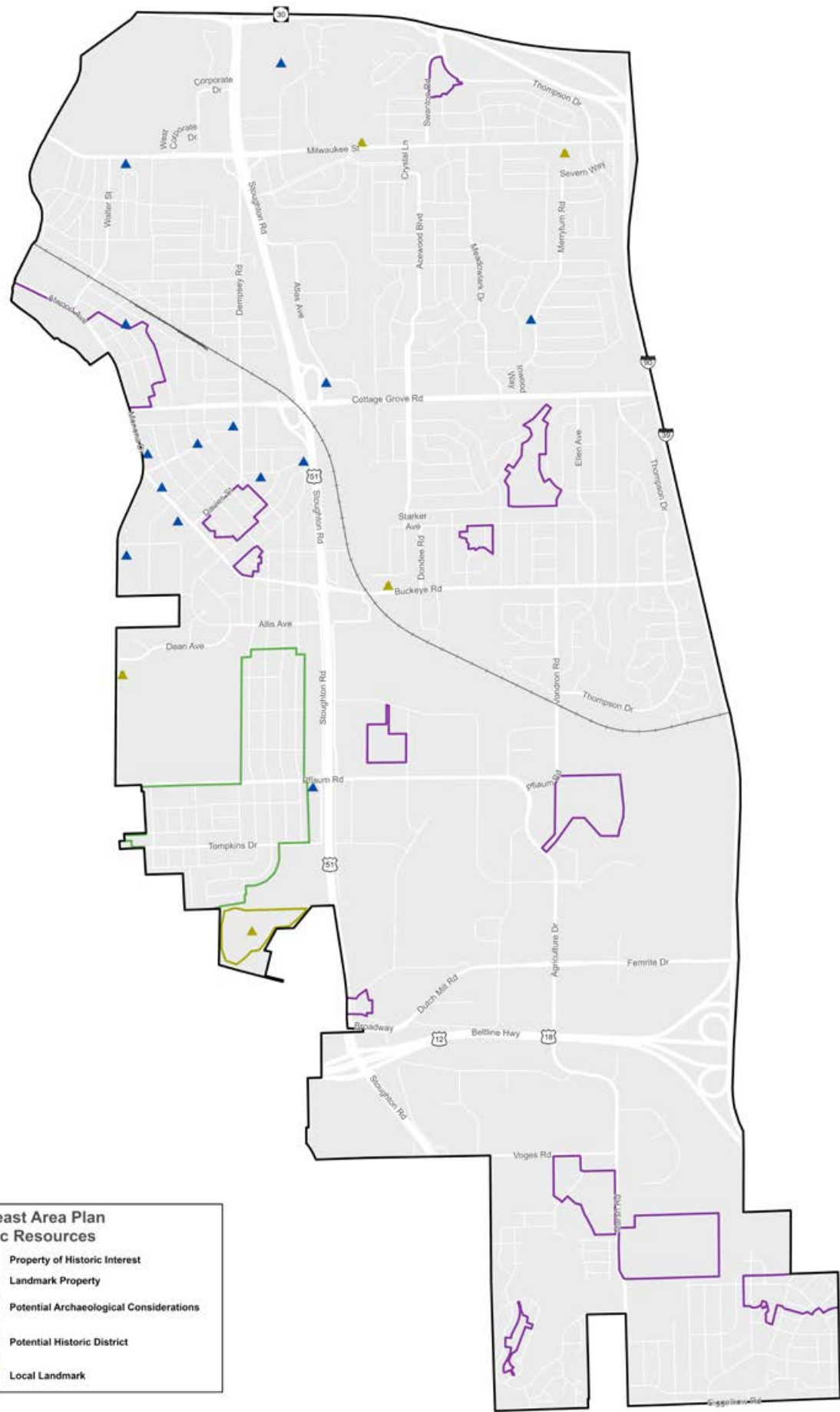
### Feedback quotes:

- “We feel most welcome when there’s music, food, and people celebrating together.”
- “There are spaces, but they don’t always feel like they’re for us.”
- I think Madison needs to support the arts more than they do. Artists desperately need affordable space they can work. It’s what draws people to a fully formed city & keeps people from leaving.
- Southeast side needs more third spaces and neighborhood areas that are easy to get to
- Implementing Universal Design into housing and public buildings.

### Removing Historical Racial Deed Restrictions

Many communities across the U.S., including in Wisconsin, carry the legacy of racially restrictive covenants (“deed restrictions”) that historically barred people of certain races or ethnicities from owning or occupying property. While such restrictions are legally unenforceable today, their presence in property records remains a symbolic and practical barrier to heritage, equity and inclusion. For the Southeast Planning Area, there are several properties identified in [Dane County’s Prejudice in Places Project](#).

The project mapped the properties that contain these covenants. Property owners can see if their home is impacted and learn how to file a “Discharge and Release of Discriminatory Restriction” form to help work towards an inclusive and equitable future where all residents feel welcome.



### Neighborhood Public Art



The Area has several art wrapped utility boxes in pedestrian activity centers. Left to right: Eloisa Callender, *Hostas*; Katherine Steichen Rosing, *Illumination*; Alice Traore, *Butterfly with Cowry Shells*



The City experimented with “Courtesy Medallions” along the Olbrich multi-use path that is part of the Lake Loop. Artist Daniella Echeverría’s medallions incorporated words selected by students from Whitehorse Middle school to encourage people to watch out for others and keep the path clean.



In 2022, Olbrich Park hosted *How Lovely Are Thy Branches Labyrinth*, a 90-foot diameter interactive installation of discarded holiday trees made by Lillian Sizemore



One of several Sidewalk Poetry installations in the Glendale Neighborhood and along Atwood Avenue

Angela Trudell Vasquez, “Never More”

### Public Art in the Southeast Area

The Madison Arts Commission (MAC) administers a number of programs supporting public art, such as [Art in Public Places](#), [Arts Grants](#), [BLINK temporary art projects](#), and the [Utility Box Program](#) and the [Percent for Art](#) Programs. There are several public art installations in the Southeast Area and the potential for more to continue to tell the stories of neighborhoods and industry.

[The Historic Preservation Plan](#) was adopted in 2020 by the City of Madison to integrate historic preservation into policy, land use, zoning, and inclusive heritage recognition. [Local historic districts](#) and [local landmarks](#) are designated under Madison’s historic preservation framework that protect areas and structures of historic and cultural significance.

- The Southeast Area includes several local Landmark buildings, and the area has many potentially significant cultural and archeological sites that could be nominated if there is resident interest. The Appendix has a full listing of known historic resources.

[The Neighborhood Grant Program](#) funds small community-led projects to beautify public spaces, build leadership capacity, and foster neighborhood gatherings.

- Many Southeast Neighborhoods have taken advantage of these grants to boost their capacity and create small but meaningful improvements. For example, Lake Edge Neighborhood built a quarry rock community gathering

spot and hosted movies in the park. Hiestand hosted a food truck night, Glendale created a local history booklet, and Elvehjem hosted a 50th anniversary party among other events and projects.

**“Third Spaces”**—These spaces are called such because they are where people gather away from home or work, i.e. a third space.

- The Pinney Branch Library serves as the main community asset and gathering space in the Southeast Area. Additionally, the Historic Dean House hosts lectures, porch concerts and other free community events. In 2025, the Eastmorland Community Center broke ground on a new Community gathering and housing development on Hargrove Street. This plan provides actions to continue to work with Community partners to provide culturally relevant and welcoming third spaces for residents of the Southeast neighborhoods.

## Actions

1. Consider desired urban design characteristics for commercial core areas as described in the Land Use Chapter of this Plan, and use zoning, the Urban Design Code revisions, and other policy and review tools to achieve the desired characteristics for these important walkable, community activity centers.

## Neighborhood Culture and Lore

The Southeast Side has long been part of the industrial heart of the City. Part of that history has left behind stories that have become part of the culture of the east side.

### Central Storage Warehouse Butter Fire of 1991



**Madison Fire Department**

In the Spring of 1991, fire broke out at a warehouse holding 20 million pounds of cheese and butter. Over 3000 neighboring residents were evacuated, and the Madison Fire Department worked tirelessly to contain the largest fire in City history, as a river of melted cheese and butter flooded Cottage Grove Road, miring ladder trucks hip deep in grease.

### Royster Clark Fertilizer Plant

Formerly the F.S. Royster Guano Co. produced fertilizer on the corner of Dempsey and Cottage Grove Roads for over 50 years. The area has been redeveloped into a new

neighborhood with a re-imagined Pinney Branch Library. The new story of Royster Corner continues as redevelopment of the 12-acre site continues.

### ESBMA Festival (East Side Businessman’s Association—now East Side Club)

Located on the former Voit Field farm off Milwaukee Street, the Festival was held annually from 1923–1993. The festival drew tens of thousands of families daily and showcased businesses and organizations from the east side of Madison. The Voit farm is being redeveloped into a new complete neighborhood.

### Radar Hill Sledding at Hiestand Park

Radar Hill gets its name from the “Truax Communications Facility Annex” which was used by the US Air Force. Surplused in 1972, the City of Madison turned the area into what is now known as Hiestand Park and Conservation woods. The term “Radar Hill” is still the local nickname for this impressive sledding hill.

### Focus on the Dairy Industry

The rich and fertile farmland of Dane County, combined with the skills of local immigrants led to be a significant Dairy industry that impacts the Southeast side still today. BouMatic, with headquarters on S Stoughton Road, has been an internationally recognized business leading in innovation and manufacturing of milking equipment for over 85 years.

2. Evaluate the need for Urban Design District (UDD) #1 within the Southeast Area and consider its removal from the existing UDD #1 in its current location as part of the UDD Update.
3. Integrate exhibits and placemaking elements into public infrastructure projects and along gateway corridors and commercial core areas, including Sidewalk Poetry and Utility Box Art Wraps.
4. Buildings fronting Commercial Core areas shown on the GFLU Map should be set back the minimum distance required by zoning to create engaging and walkable street frontage.
5. Establish place-making that builds neighborhood identity through signage, landscaping, public art, and community storytelling projects.
  - a. Possible locations include: pedestrian underpasses and overpasses of Hwy 30 and South Stoughton Road, locations impacted by the Butter Fire of 1991, Radar Hill in Hiestand Park, bus stops, water tower on Spaanem Avenue, along multiuse paths, and in parks.
6. Improve the Southeast Area’s primary gateways at Hwy 30/S Stoughton Road and S Stoughton Road/Beltline Highway. Enhancements may include:
  - a. Encourage and facilitate the design of higher-density buildings at these key intersections to enhance appearance and create a more pedestrian friendly environment.
  - b. Consider Public Art opportunities as gateway elements.
  - c. Coordinate with WisDOT to include visually appealing landscape and streetscape elements along S Stoughton Road.
7. Inform owners of properties of historic interest identified in this Plan of their potential eligibility for having their property listed in the National Register of Historic Places and/or as a Madison Landmark, and the benefits of those designations. See Historic Resources Map.

## Partnerships

- A. Support community-led events that bring residents together by partnering with local businesses and community organizations such as food cart events, summer concert series, farmers markets, and community gardens.
- B. Due to the lack of community gathering spaces (“Third Spaces”), encourage local community partners such as the YMCA, MSCR, and neighborhood organizations to consider placemaking and programming opportunities to increase the number gathering spaces in the Area. This should focus on:
  - i. Increasing community connectedness and cohesion between people of different ethnic, age, and cultural backgrounds.
  - ii. Utilizing public places and parks in areas with existing gathering spaces such as Hiestand Park, Honeysuckle Park, and Owl Creek Park.
  - iii. Youth engagement.
- C. Encourage property owners to release historical racial deed restrictions from their property. (See sidebar with info about removing them)

# Green and Resilient

## Comprehensive Plan Goals

This Plan aims to advance the following goals from the Comprehensive Plan:

- Madison will be a leader in stewardship of our land, air, and water resources.
- Madison will have a model park and open space system that preserves our significant natural features and offers spaces for recreation and bringing residents together.

## What We Heard

- Urban green spaces and parks are valuable for wildlife and offer outdoor recreational activities
- Updated and revitalized park facilities including more amenities and activities
- Better visually and physically accessible park entrances and paths.
- Stormwater management improvements in the Hiestand Neighborhood.
- Increased tree canopy in industrial and employment areas that lack any canopy cover and along a redesigned S Stoughton Road.
- Community Gardens and other resilient open space activities and opportunities in parks and underutilized green spaces

The Southeast Area's variety of parks and greenspace provide residents with many opportunities to participate in a wide range of active and passive outdoor activities. This includes basketball to birdwatching and hiking through conservation areas at Heritage Heights and Hiestand Conservation area. Olbrich Park and Olbrich Botanical Gardens, which are on the edge of the area, attract residents from across the city and region.

This chapter centers on the elements of a green and resilient city, including parks, tree canopy, and stormwater management. While other sustainability measures, like renewable energy and energy efficient buildings, also have a major role to play in a green and resilient city, they are more effectively addressed on a citywide basis through the Comprehensive Plan and Sustainability Plan. This Plan focuses only on those elements that are specific to the Southeast Area.

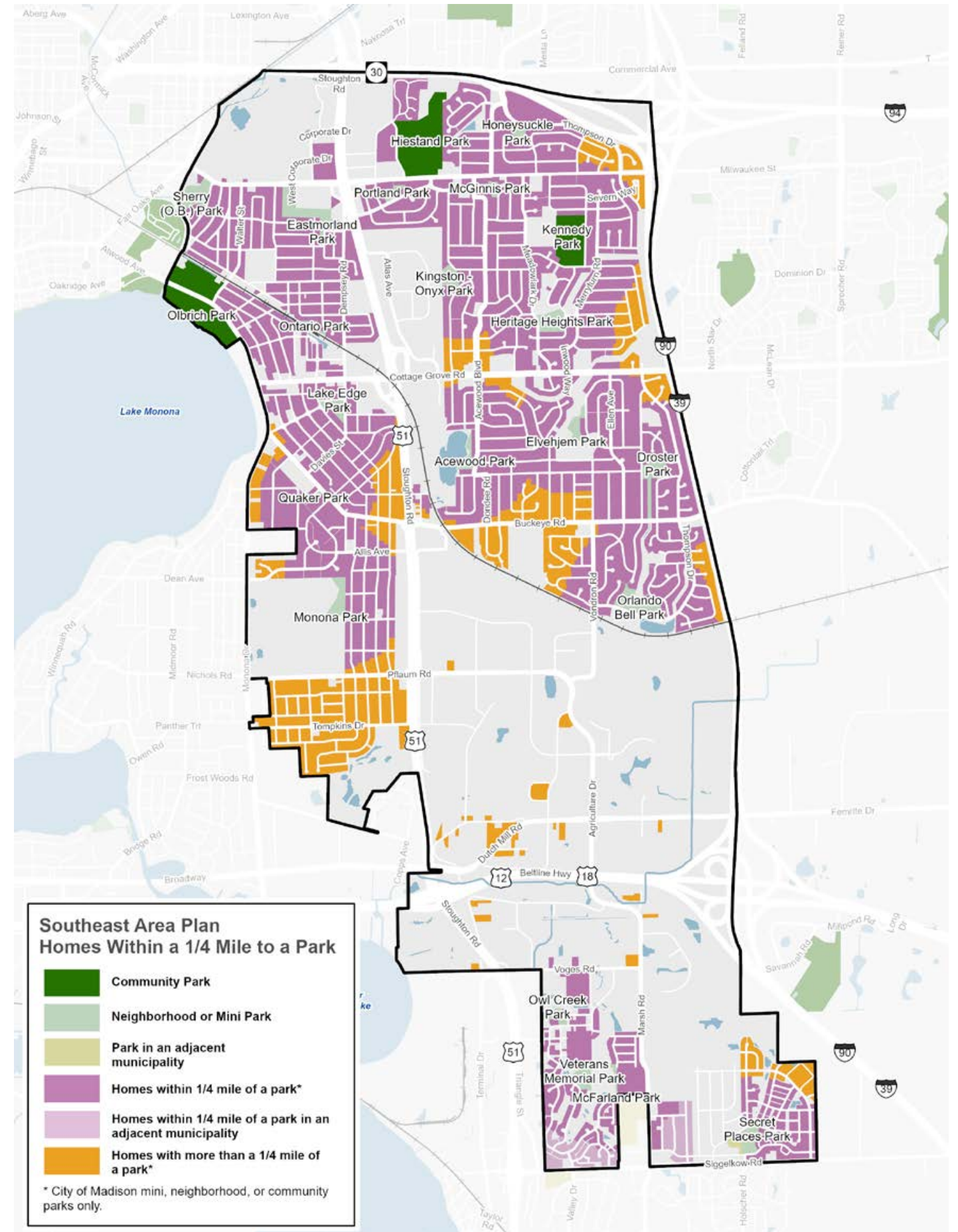
## Parks and Greenways



Owl Creek Park

Overall, the Southeast Area has an excellent system of parks, with a total of 434 acres in 30 parks. There are approximately 17 acres of parkland per 1,000 residents, compared to the citywide ratio of 19.8 acres per 1,000 residents. 81% of households are within a ¼ mile of a city-owned community, neighborhood, or mini park. The area's two other specialty open spaces, Olbrich Botanical Gardens and Monona Golf Course, add another 102 acres of open space. There are also some neighborhoods that benefit from public open spaces owned by adjacent municipalities. Analysis shows that almost the entirety of the Glendale Neighborhood would benefit from additional park space.

While the variety of amenities in the area's parks are appreciated by residents, continued investments will need to be made to keep up with a growing population and changing preferences of residents. For example, Olbrich Park's Biergarten, and adjacent paddleboarding rental, has become a draw for people



across the Southeast and City as a whole, but improved facilities could bolster and improve these activities. Olbrich Park events along with larger crowds for Olbrich Botanical Gardens events have put a lot of pressure on the parking facilities in Olbrich Park. Olbrich Botanical Gardens began their own master

planning process in 2026 that will help bring clarity to facilities management and activity priorities which will inform the needs of the larger Community Park. Recent bike infrastructure improvements along Atwood Avenue aim to keep Olbrich Park more accessible for those who arrive by other modes of transportation, but other strategies, such as strengthening people's awareness of multi-use paths and public transit and considering time-limited parking management strategies may be necessary to keep the park accessible. The Boat Launch facilities are also heavily used and may need dredging to ensure recreational access via Starkweather Creek.

Public-private partnerships, like those with the Biergarten and Paddling rental, could be expanded and explored to bring placemaking and activities to other larger community parks in the Southeast Area, or parks in neighborhoods like Secret Places that are more isolated from larger Community Parks. Community Park amenities like those found in other City parks can attract residents from across the area. Mini and Neighborhood Parks tend to focus on serving the immediately surrounding neighborhoods, but they can also feature unique recreational opportunities.

The City's [2025-2030 Park & Open Space Plan](#) (POSP) outlines how Madison will manage, invest in, and expand its parks and open spaces over the next five years. The POSP provides a framework for updating mini and neighborhood sized Park Development Plans, as well as Master Plans for larger community parks. The Parks Division will be completing the park development plans for all mini and neighborhood parks within the Southeast area in 2026. Updates to master plans for community parks are expected over the next decade.

The Area has about 422 acres of greenways. While greenways are primarily for stormwater management, they also provide significant wildlife habitat and tree canopy in some locations. The Engineering Division is currently studying the Starkweather Creek and Pennito Creek watersheds. The results of these studies will inform greenway and stormwater management projects to address runoff from more intense storms due to climate change.

Resident and stakeholder input along with mapping data matched up to emphasize the need for better park accessibility and utilization. Additionally, ongoing studies for the S Stoughton Road redesign and watershed will likely illustrate even more open space expansion and improvement opportunities.

### Types of Parks

A **mini park** is a small park (generally < 5 acres) with limited recreational amenities that serves the immediate surrounding area.

A **neighborhood park** is generally 5+ acres and serves as the recreational focus of the neighborhood, with more recreational amenities than a mini park.

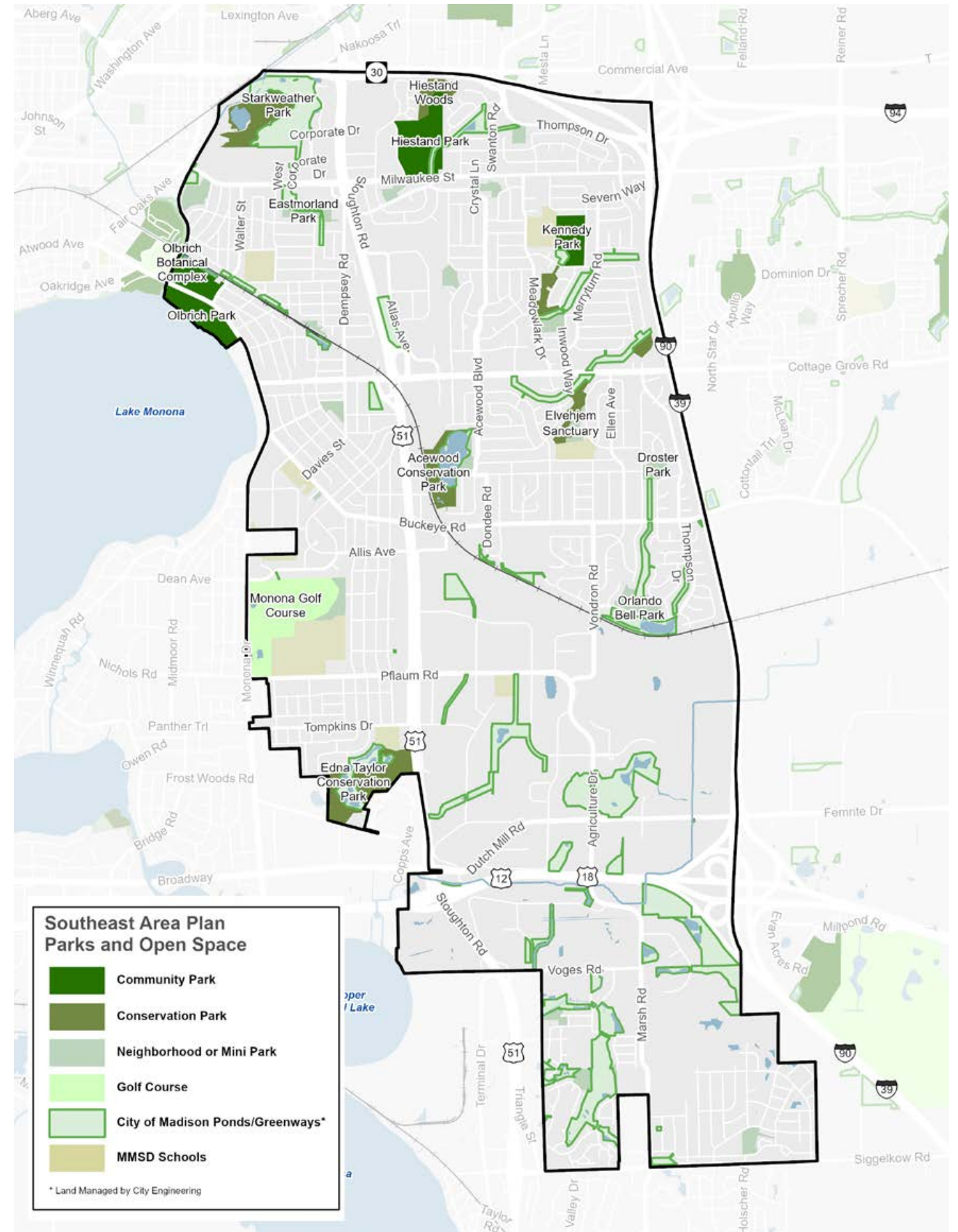
A **community park** is usually 20+ acres that is designed to serve/attract residents from beyond the surrounding neighborhood.

A **conservation park** is primarily managed to preserve Madison's native landscapes, plants, and animal populations for the careful use and enjoyment of visitors.

Type of Park	# of Parks	Acres in Southeast Area
Mini Parks	7	15.4
Neighborhood Parks	13	89.9
Community Parks	3	159
Conservation Parks	7	169.86
<b>Total</b>	<b>30</b>	<b>434.16</b>

Other Open Spaces		Acres in Southeast Area
Monona Golf Course	1	85.41
Olbrich Botanical Garden	1	16.38
<b>Total Other</b>	<b>2</b>	<b>101.79</b>

Source: Madison Parks Division



## Trees and Canopy Coverage

Trees are one of the most beneficial tools to reduce heat islands and make neighborhoods and activity centers more walkable. The Southeast Area has about 22% tree canopy coverage, with excellent tree canopy coverage in most residential areas. However, there is a significant lack of trees and canopy coverage in commercial and employment areas along S Stoughton Road / US 51 and south of Buckeye Road. There is also a significant lack of trees along the Cottage Grove Road and Milwaukee Street commercial corridors. These commercial corridors could greatly benefit from additional trees adjacent to sidewalks to make the areas more hospitable to pedestrians, bicyclists and transit riders.



Agriculture Drive at Femrite Drive

These commercial corridors could greatly benefit from additional trees adjacent to sidewalks to make the areas more hospitable to pedestrians, bicyclists and transit riders.

Southeast Area parks and greenways—especially conservation parks like Hiestand and Heritage Heights—play a strong role in the area’s tree canopy, but ultimately City terrace trees and canopy on private property play a larger role. The City does not regulate trees on single-family or duplex lots but does require landscaping plans for multi-family and commercial development. Current landscaping requirements for commercial development are more stringent than when most of the Southeast Area originally developed. The requirements should result in more canopy on private property over the long term as properties, some of which have substantial surface parking lots, are redeveloped. Maintaining terrace trees is a citywide effort, but over the long term there will be an opportunity to add more terrace trees in the Area as properties are redeveloped and the planned street network is implemented.

The requirements should result in more canopy on private property over the long term as properties, some of which have substantial surface parking lots, are redeveloped. Maintaining terrace trees is a citywide effort, but over the long term there will be an opportunity to add more terrace trees in the Area as properties are redeveloped and the planned street network is implemented.

## Stormwater Management and Flood Reduction

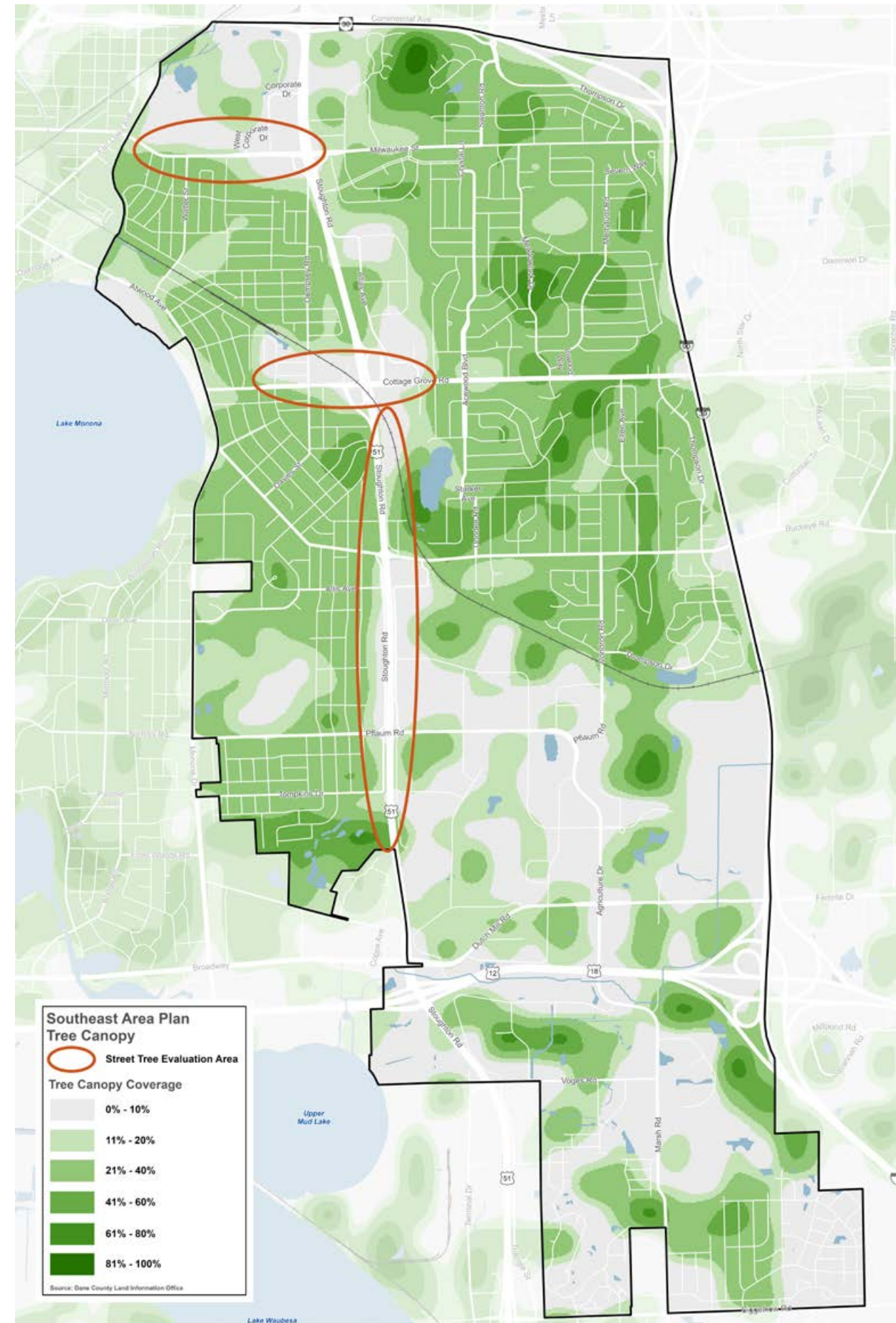
Trees, parking, and greenspace all have an impact on stormwater management to help prevent flooding, which continues to be a concern within the Area. The City increased stormwater management requirements in 2020 for both new development and redevelopment. The Starkweather Creek and Pennito Creek Watershed Studies will help prioritize the most effective stormwater management improvements. With so much of the area developed as single-family housing, homeowners can also help improve water quality and decrease flooding in small events by implementing green infrastructure projects like rain gardens, rain barrels and other easy methods to reduce and delay water run-off on their own properties.



Greenway near Milo Lane

The City’s increased stormwater management requirements, combined with recommendations to improve stormwater management in completed watershed plans, will help improve surface water quality.

The City’s increased stormwater management requirements, combined with recommendations to improve stormwater management in completed watershed plans, will help improve surface water quality.





Eastmorland Community Garden

## Urban Agriculture

There are several community gardens in the Area, such as the Allis School Heritage Garden on Buckeye Road and the Madison School Farm on Sudbury Way. Community gardens on City-owned land, such as the Eastmorland Gardens on Hargrove Street are managed through community group partnerships with the City agencies responsible for the land. The Parks Division contracts with Rooted, a local non-profit, to coordinate requests for additional community garden spaces, but does not manage community gardens. Once Rooted determines there is enough demand for new garden spaces, it works with the City agencies overseeing public land in the area to identify appropriate locations.

## Sustainability Plan

The City's [Sustainability Plan](#) provides a framework for advancing resilient, equitable, and environmentally responsible growth. Its high-level goals include supporting compact development, reducing emissions through sustainable transportation, protecting natural resources, and expanding green infrastructure. The Southeast Area Plan's actions support these goals with a focus on walkable mixed-use centers, diverse housing options, as well as connected parks and open spaces.

## Actions

1. Implement the recommendations of the adopted 2025-2030 Park & Open Space Plan by providing amenities such as biking facilities, pickleball, volleyball, soccer, futsal, and other field sports where appropriate. Specific locations for the future improvements shall be determined by using an area-wide approach to best serve the needs of residents and ensure an equitable distribution of amenities.
2. Complete and implement the Park Development Plans for the 20 existing mini and neighborhood parks within the planning area to enhance recreation opportunities in Southeast Area Parks.
3. Complete and implement the Park Development Plan for the newly expanded Starkweather Park to serve new residents of the Starkweather Plat.
4. Address general park land deficiency in the area bounded by Monona Drive, Pflaum Road, Highway 51, and Edna Taylor Conservation Park by acquiring properties for park land or exploring partnerships to provide publicly available park amenities.
5. Provide greater park access by developing safe routes through neighborhoods to parks, with the goal that all residents live within a 10 minute walk of a park.
6. Address the deficiency in park space in the Glendale Neighborhood near Henderson Elementary School by exploring partnerships with MMSD, acquiring properties, or creating a play area within the northern portion of Edna Taylor Park.
7. Develop an updated Master Plan for Hiestand Park that addresses the current and future needs of the surrounding community and park visitors.
8. Implement the Olbrich Park – North Parcel Park Development Plan.

9. Implement development in Olbrich Park identified in the Parks Division's 2026 Capital Improvement Plan. Development includes replacement of the existing beach house (Olbrich Biergarten) and associated amenities such as parking and courts.
10. Complete and implement the recommendations of the Olbrich Botanical Gardens Comprehensive Plan in partnership with the Olbrich Botanical Society.
11. Evaluate improvement options at Monona golf course to continue to provide a unique and affordable user experience.

## Partnerships

- A. Work with public and private organizations to develop recreational programs within existing parks or school playgrounds for area seniors and youth. Encourage neighborhood organizations to help activate open spaces through Parks Division approved programming and placemaking events, such as a labyrinth in McGinnis Park, food truck events, and other neighborhood led initiatives
- B. Explore burying overhead wires with utility companies during street reconstructions on segments of Milwaukee Street and Cottage Grove Road to facilitate larger street trees.
- C. Partner with neighborhood organizations to increase rain gardens.
- D. Encourage the creation of community gardens in or near Honeysuckle Park.

# Effective Government

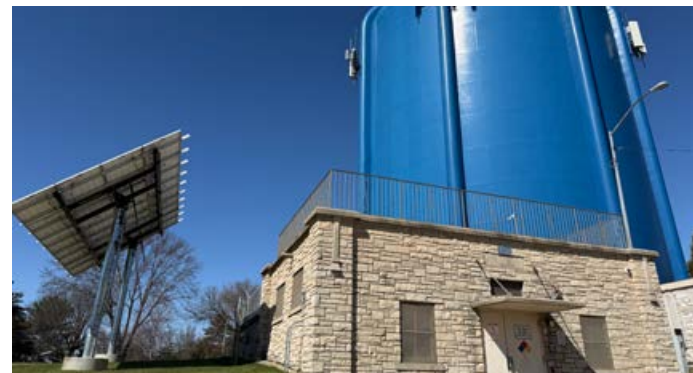
## Comprehensive Plan Goals

This Plan aims to advance the following goals from the Comprehensive Plan:

- Madison will have efficient and reliable public utilities, facilities, and services that support all residents.
- Madison will collaborate with other governmental and non-governmental entities to improve efficiency and achieve shared goals.

Most of the Southeast Area has been developed. The latest large development being the Secret Places Neighborhood in the 2010s. With that has come the full complement of City services, such as police and fire protection, utilities, parks, waste management, snow removal, and libraries. The City will continue to provide a full range of services to all neighborhoods, while optimizing where community facilities are located in the Southeast and surrounding areas. Optimization is needed to balance provision of services with the long-term costs to operate facilities and the growing and changing population of the Southeast Area.

Maximizing the efficient provision of facilities and services can be achieved through careful coordination among City agencies and with other municipalities. An example of this coordination is the City of Madison Fire Department providing service to the Town of Blooming Grove. Such cooperation can help avoid costly duplication of services. A further important focus is to provide customers, especially underrepresented populations, with the tools to effectively gain access to Madison's services and resources.



## Water

The Madison Water Utility works to ensure safe access to drinking water through wells, reservoirs, pump stations, and a network of underground pipes. The Southeast Area's drinking water comes from Wells 9 and 31. Well #9 serves the southeast area from Hwy 30 south to the US 12/18 Beltline Highway. South of the Beltline, residents and business are served by Well #31.

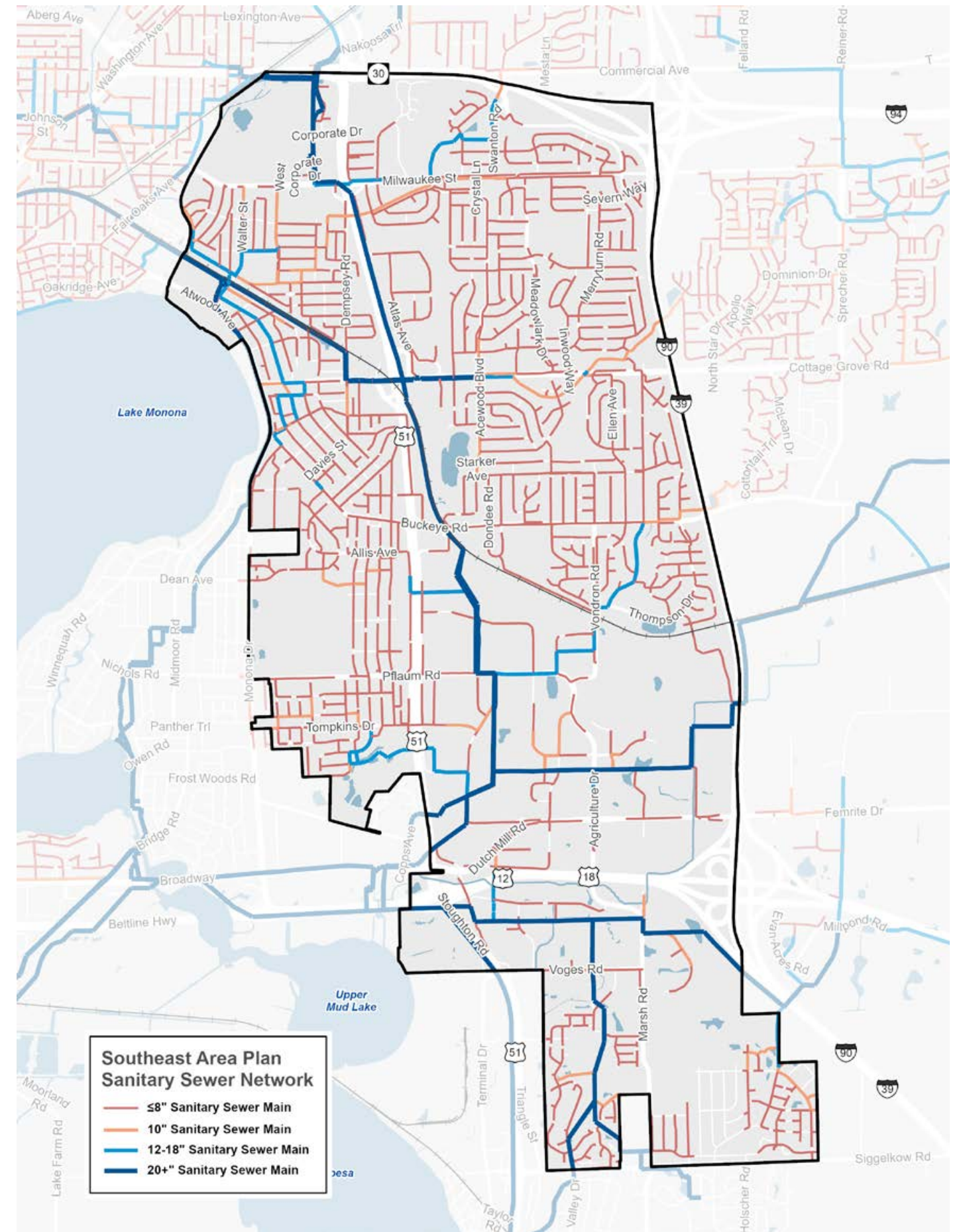
The Southeast Area has several historical sources of groundwater contamination, according to the Wisconsin Department of Natural Resources' Remediation and Re-development Database. The highest number of cases are associated with gas station and auto repair businesses that have been remediated and closed along Highway 51 and in light industrial areas.

## What We Heard

- Have a smooth transition of municipal services when the final attachment of the Town of Blooming Grove occurs in 2027.
- Concerns about school capacity and overcrowding, particularly at Kennedy Elementary.
- Work with Monona to connect bike paths and bus routes.

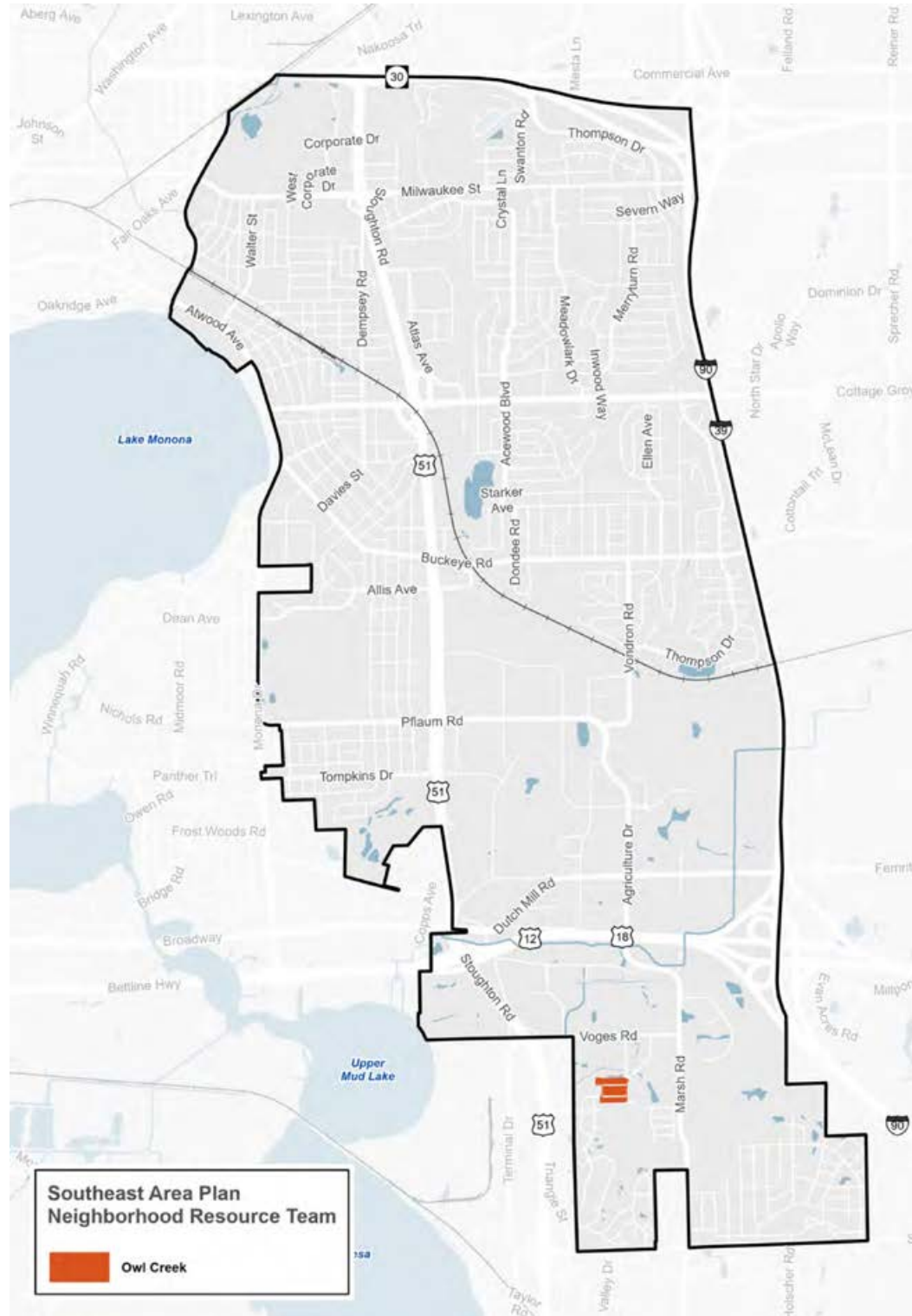
## Sanitary Sewer

Residential development typically uses more water and therefore creates increased flows in sanitary sewer mains. In some cases, this can require upsizing sanitary sewer mains to accommodate redevelopment (see Sanitary Sewer Network Map). Upsizing of sanitary sewer mains is most likely needed for properties served by eight-inch diameter mains, which are generally the City's smallest diameter mains. Whenever possible, these water and sewer upgrades should be coordinated with road construction projects to reduce costs and minimize disruption. Additional adjustments to services will likely be needed in the future as the Southeast Area, and the city, continue to grow.



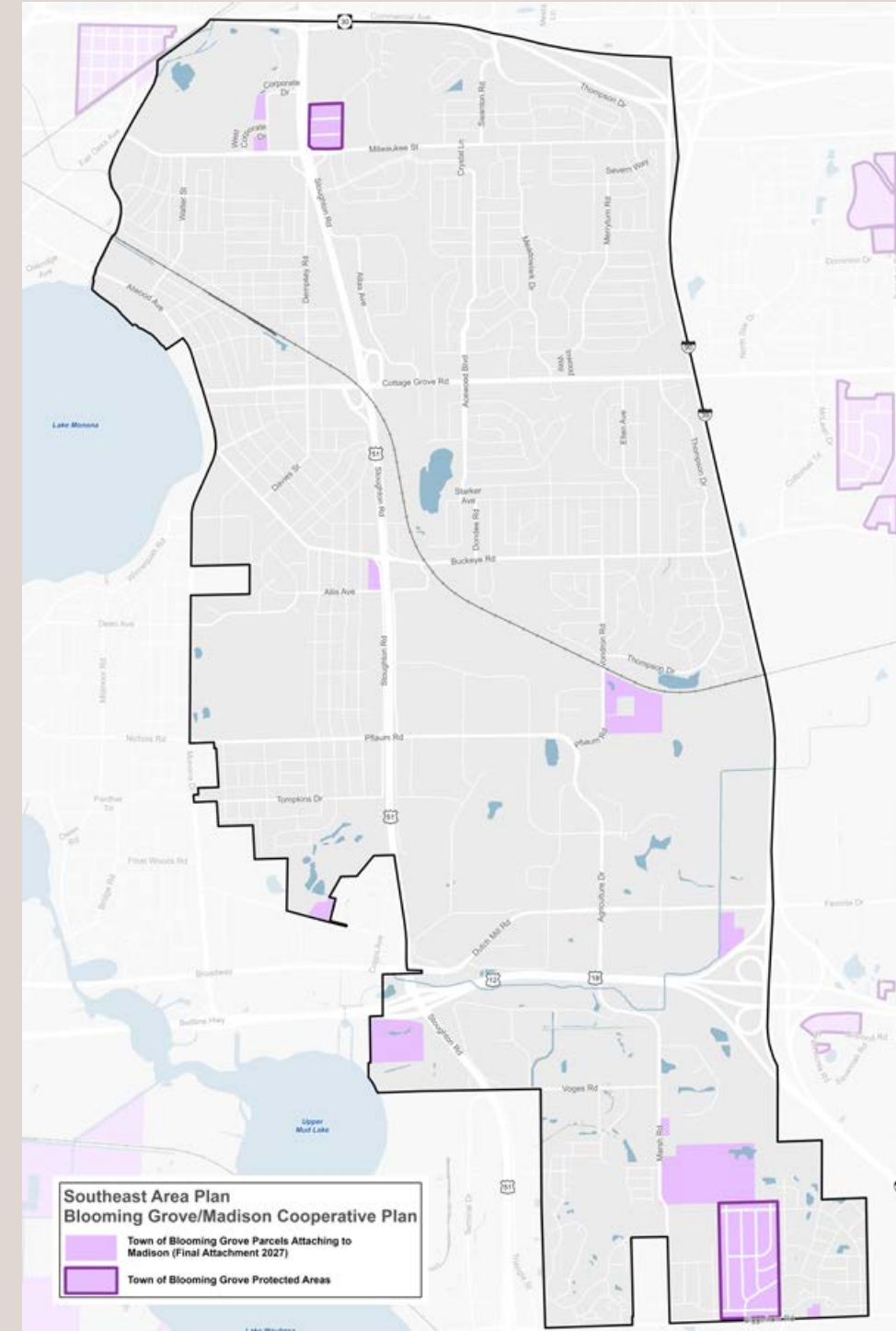
## Neighborhood Resource Teams

Neighborhood Resource Teams (NRTs) play an important role in the City's efforts to improve and coordinate local government services, promote equity, and improve quality of life. There is one NRT area within the Southeast Area: Owl Creek (see the NRTs map). NRTs are made up of City staff who work together with a range of local service providers and other community-based organizations to understand the needs, issues, and priorities of people living in areas with NRTs.



## Town of Blooming Grove, City of Madison Cooperative Plan

- Town of Blooming Grove dissolves October 31, 2027. Properties will attach to the City of Madison. See Intergovernmental Boundary Agreements Map for lands attaching to Madison.
- Town properties can attach to Madison prior to October 31, 2027, if requested by the property owner and approved by the City.
- Specific Town properties are protected from early attachment until 2027 to maintain tax base for the Town unless approved by the Town. See Intergovernmental Agreement Map.
- The Wingra Quarry, QRS property east of Wingra Quarry, and April Hills Subdivision which are slated to attach to the City of Madison are not in the Central Urban Service Area (CUSA). These properties cannot connect to public utilities until the properties are added to the CUSA.



## Actions

1. Review sanitary sewer capacity needs related to anticipated development/redevelopment and pair capacity upgrades with road construction projects where possible.
2. Amend the Central Urban Service Area to include properties not currently in the Central Urban Service Area (April Hill subdivision, Wingra Quarry property, and QRS property).

## Partnerships

- A. Work with the applicable school districts to address pedestrian, bicycle, and traffic safety issues around schools when street repaving, reconstruction, or other changes to the right-of-way are being considered. Improvements may include things like signage, increasing crosswalk visibility, modifying traffic patterns, increasing nearby sidewalk connectivity, and implementing safe all-ages-and-abilities bicycle connections.
- B. Coordinate with the City of Monona to consider small adjustments to the municipal boundary along Monona Drive and Femrite Drive.
- C. Work with the Village of McFarland to develop an intergovernmental agreement regarding municipal boundaries and development along shared boundaries.

# Health and Safety

## Public Safety—NIP 2024

	Total in Planning Area (estimate)		Total in City of Madison	
Calls for Service: Community Safety and Disorder	741	6.2%	12,010	100%
Verified Offenses: Person	258	9.0%	2,879	100%
Verified Offenses: Property	681	7.8%	8,735	100%
Verified Offenses: Society	978	6.5%	15,051	100%
Crashes	199	8.0%	2,482	100%
EMS	2,640	10.0%	26,334	100%
Fire	1,266	8.0%	15,919	100%

Source: Madison Police Department

## Education—NIP 2024

	Total in Planning Area (estimate)		Total in City of Madison	
Economically Disadvantaged Students (%)		53.9%		50.0%
Economically Disadvantaged Students (count)	1,253	12.4%	10,143	100%
High Mobility Students (%)		5.8%		7.0%
High Mobility Students (count)	102	9.8%	1,038	100%
Limited English Proficiency (%)		0.0%		3.0%
Limited English Proficiency (Count)	27	0.8%	3,352	100%

Source: Madison Metropolitan School District and ACS table C16002 2019–2023 5-Year ACS

## Health—NIP 2024

	Total in Planning Area (estimate)		Total in City of Madison	
Infant Health: Pre-Term Births (%)		8.1%		9.0%
Infant Health: Pre-Term Births (count)	76	10.8%	704	100%
Prenatal Care: Less than Adequate (%)		19.5%		17.4%
Prenatal Care: Less than Adequate (count)	182	13.3%	1,366	100%

Sources: Public Health Madison & Dane County; Wisconsin Department of Health Services

## Comprehensive Plan Goals

This Plan aims to advance the following goals from the Comprehensive Plan:

- Madison will be a place where all residents have equitable health outcomes.
- Madison will be a place where residents and visitors are safe at home and feel welcome in the community.

## What We Heard

1. "I don't feel safe letting my kids walk to school—it's too dark and people speed."—nINA Collective
2. There have been pockets of gun violence and stolen cars in the North Thompson Drive area.
3. Activities for teenagers are lacking in the Southeast Area.
4. Consider cooling center expansion in areas with heat vulnerability—nINA Collective

## Madison Neighborhood Indicators Project

The Neighborhood Indicators Project (NIP) provides geographically detailed data for over 50 measures within seven topic areas. This includes measures such as total population, number of dwelling units, subsidized rental units, and high mobility students. It is supported by local, state and federal data sources. NIP is a valuable tool that provides data that can help identify vulnerable communities that would benefit most from community support and resources. The NIP is a City partnership with UW–Madison’s Applied Population Lab.

## Code Violations—NIP 2024

	Total in Planning Area (estimate)	Total in City of Madison
Community Pride Violation	199 12.0%	1,657 100%

Sources: Building Inspection

## Health and Safety

A healthy and safe community is one where people can feel safe, welcome, and have equitable health outcomes. Streets, parks, homes, and public spaces affect our health and sense of safety. Residents in the Southeast Area shared that safety means well-lit streets, sidewalks and crosswalks that make walking easier, good public transit, and parks that are cared for and active. Residents also talked about wanting clean air, less traffic noise, and fewer flooding problems. Data shows that there are several areas that act as “heat islands.” These heat islands are caused by heat-absorbing concrete, impermeable surfaces like roofs, reduced tree canopy, and can be several degrees hotter than surrounding areas. These everyday issues affect how comfortable, connected, and healthy people feel in their community.

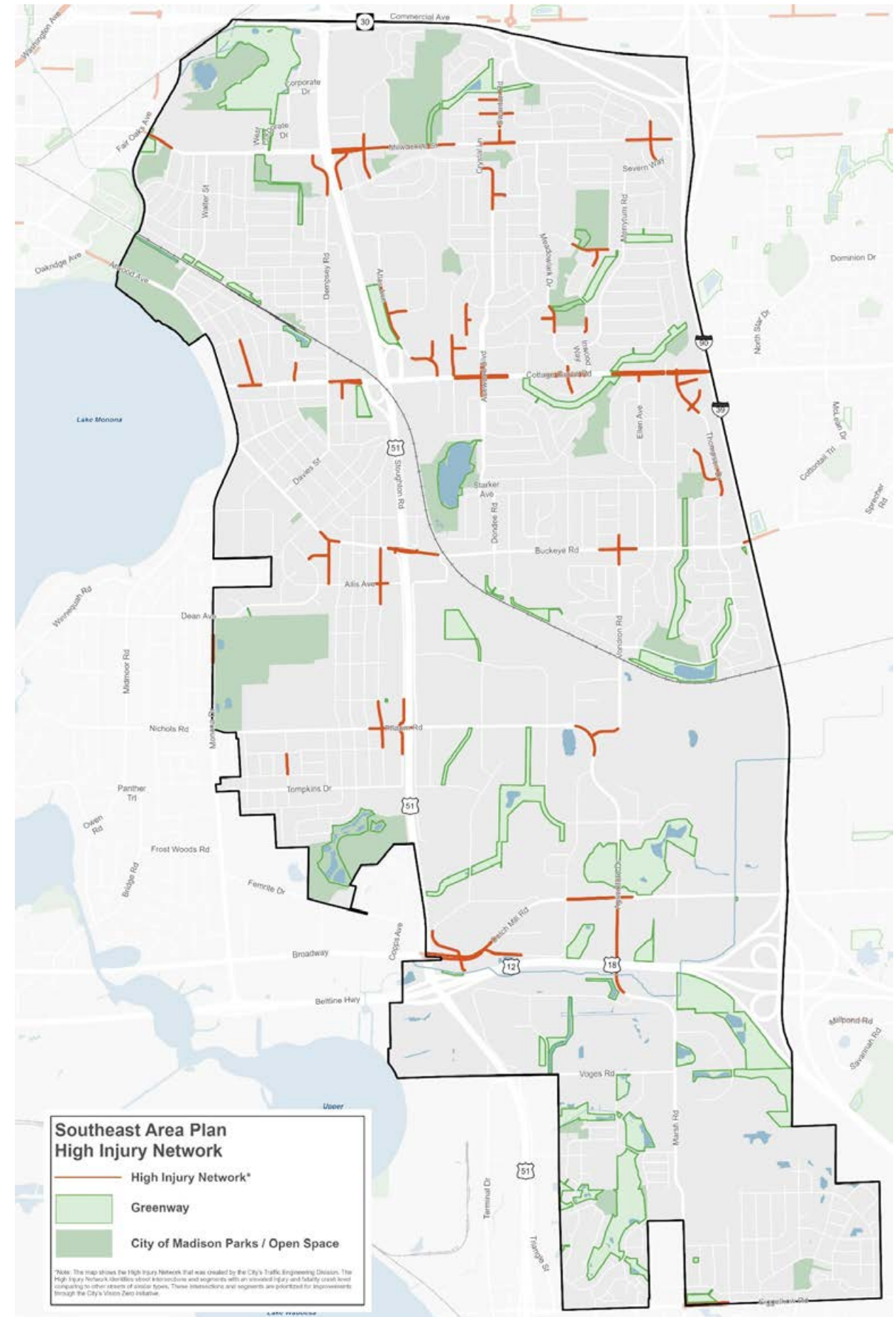
The Southeast Area is relatively safe compared to the city. According to Neighborhood Indicators Project (NIP) 2024 data, the Area holds 11% of the City’s population yet has 8% of property related offenses, which includes thefts, burglary, stolen vehicles and other such offenses. The Area also had 9% of the City’s crimes against people and 6% crimes against society (which include narcotics, liquor law violations, gambling, weapons violations, and prostitution).

The Area also had 8% of citywide crashes, 10% of emergency medical services calls, and 8% of calls for Fire service. Regarding several health metrics, the Area is comparable to the rest of the city. About 8% of births were pre-term, and 20% received less than adequate prenatal care. For property maintenance and zoning violations, the Area made up about 12% of reported citywide violations, which was higher than various other parts of the City.

The following recommendations support health and safety for residents, with a focus on physical changes. Implementation of these initiatives will help improve health and safety in the Area through things like neighborhood friendly infrastructure and street design, building safe public spaces by providing buffers and greenspaces that separate public areas from transportation corridors, providing protected on-street facilities for vulnerable users in street design, and focusing on All Ages and Abilities facilities when possible, while encouraging human centered transportation design such as slow streets and shared streets, and closing gaps in the pedestrian and bicycle network. There was also a consideration that City partners could help pursue potential cooling centers to help vulnerable residents during more frequent heat wave events. Health and Safety initiatives aim to provide equitable outcomes for residents.

## Current Initiatives

Keeping neighborhoods safe and healthy takes teamwork. Across Madison and Dane County, community groups, public health partners, and city agencies



are working together to reduce violence and make sure people feel supported where they live, work, and gather.

PHMDC’s “[A Roadmap to Reducing Violence](#)” brings local organizations and government partners together to coordinate efforts across Dane County. Five workgroups focus on the plan’s main goals and help align resources and strategies.

PHMDC’s 2023 [Community Health Assessment \(CHA\)](#) helped set priorities for the 2022–2024 Community Health Improvement Plan (CHIP). Building on this work, public health staff increased outreach in the Southeast Area by visiting apartment communities, partnering with neighborhood organizations, hosting listening sessions, and following up on residents’ safety concerns.

The City’s [Community Alternative Response Emergency Services \(CARES\) program](#) now serves the entire city, responding to non-violent behavioral health emergencies with trained crisis workers instead of law enforcement when appropriate.

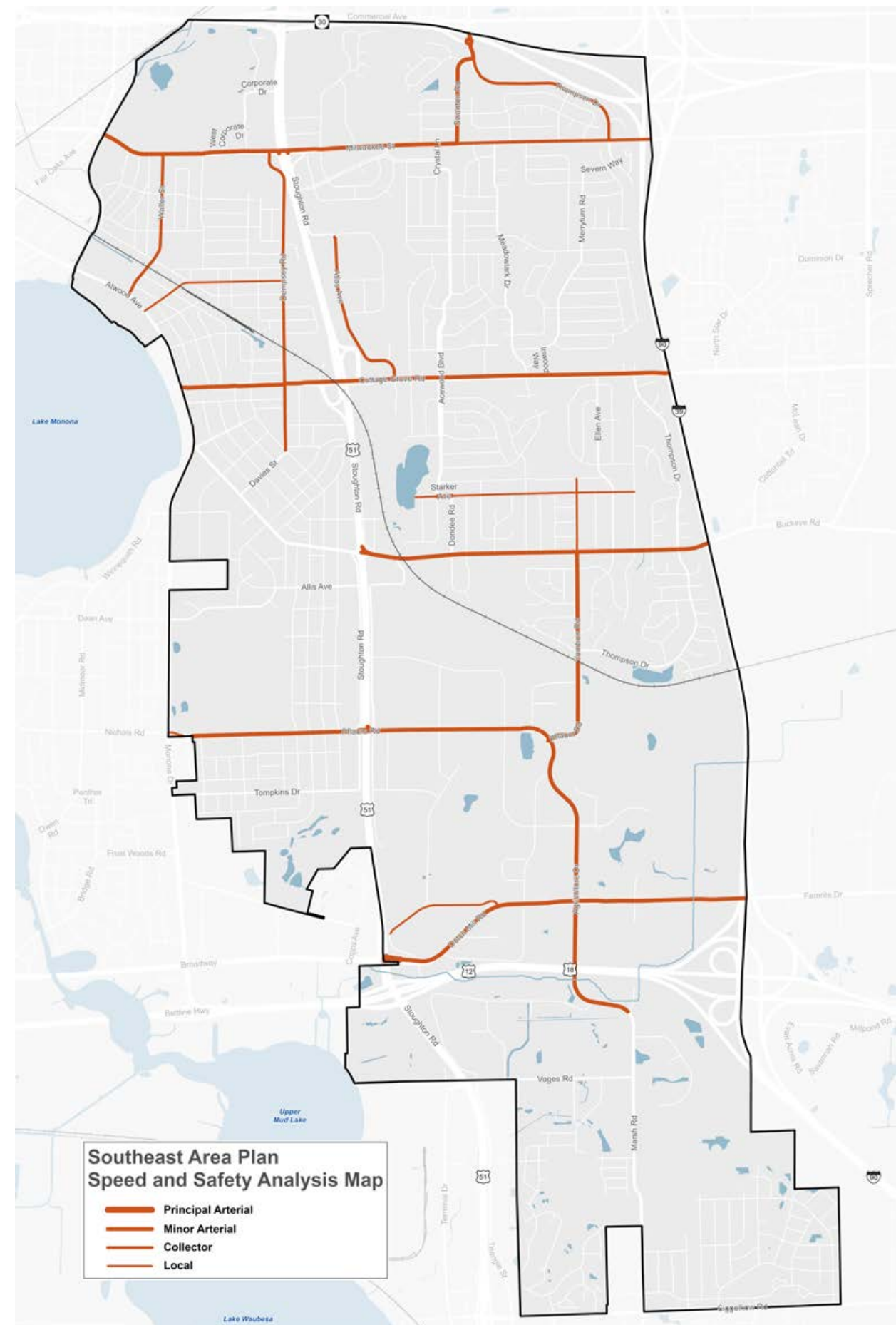
Madison Police have increased their presence in local parks and community spaces by participating in community events, checking in with residents, and strengthening relationships to support safer, more welcoming neighborhoods.

For details on transportation safety projects, please see the Transportation chapter of this Plan.

## Actions

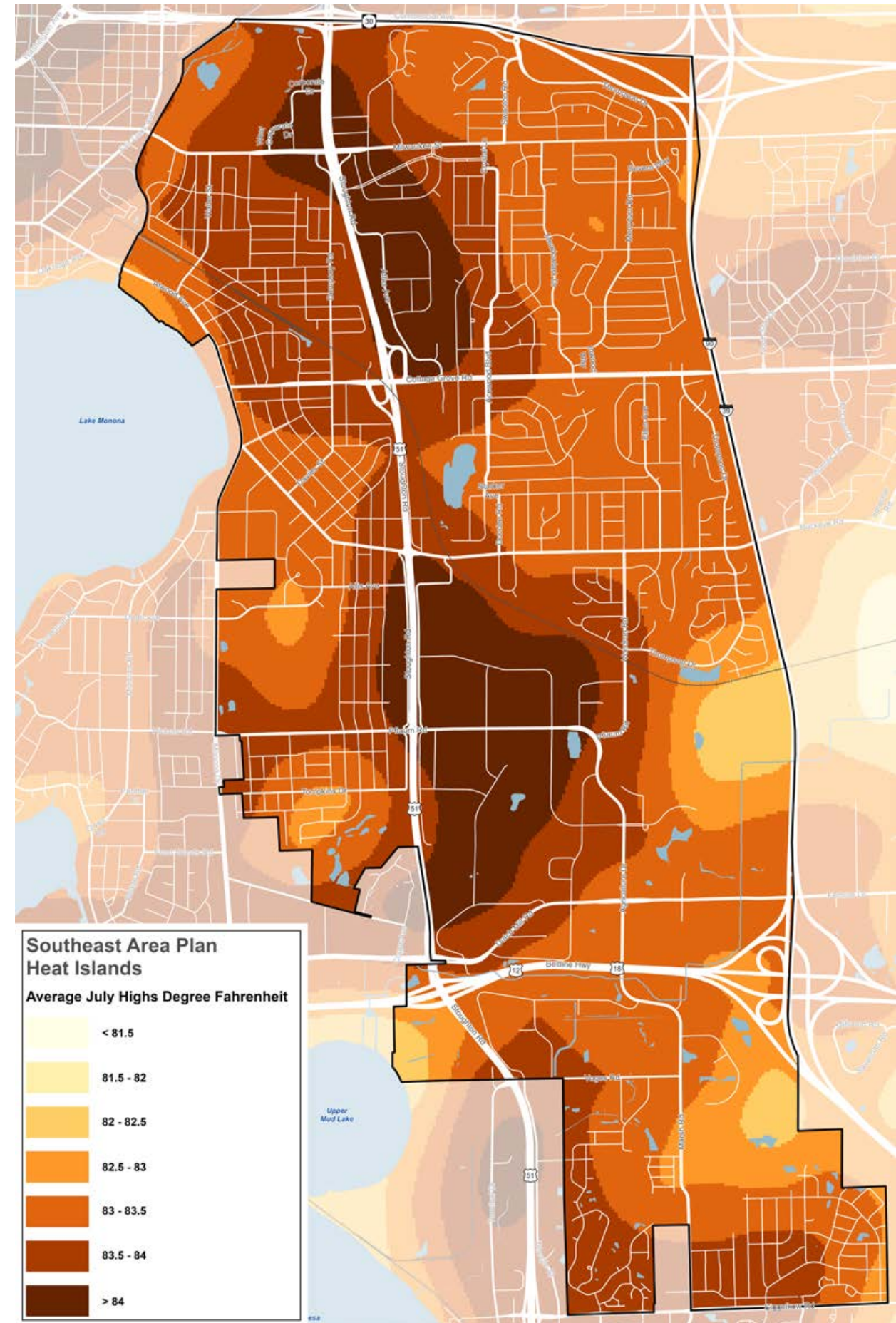
1. **Speeding and Pedestrian Safety**—Conduct Vision Zero speed analyses, increase traffic enforcement and explore traffic calming improvements like road diets, speed bumps and other measures on the following streets:
 

a. Milwaukee Street	i. Femrite Drive
b. Cottage Grove Road	j. Walter Street
c. Dempsey Road	k. N Thompson Drive
d. Swanton Road	l. Atlas Avenue
e. E Buckeye Road	m. Starker Avenue
f. Agriculture Drive	n. Vondron Road
g. E. Broadway/Dutch Mill Road	o. Dennett Drive
h. Pflaum Road	
2. **Noise Pollution**—Where not already required by State Statute, encourage any new residential buildings within 200 feet of Stoughton Road, Highway 30, the Interstate and Beltline to use materials and insulation that keep interior noise levels below 52 decibels as per state code TRANS 405. Design sites to shield outdoor spaces from noise above 67 decibels. Developments near these highways should follow setback and noise regulations outlined in Wisconsin statutes (TRANS 233, TRANS 405), and Madison General Ordinances Section 16.23.
3. **Environmental Health and Safety**—Use existing tree canopy and light data to conduct light inspections along dark areas of Milwaukee Street, Meadowlark Drive, Pflaum Road, East Buckeye Road and other areas with inadequate light levels, especially near schools and parks, following City policy to add streetlights, trim trees, or pursue other measures.



## Partnerships

- A. Work with resident leaders to continue to monitor environmental factors that may contribute to, or protect against violence (e.g. dimly lit areas, abandoned buildings, etc.) and use violence prevention resources such as the Madison & Dane County Violence Prevention: A Roadmap to Reducing Violence Report to address related issues.
- B. Continue educating neighborhoods on the importance of crime prevention including locking car doors, monitoring their own speeding habits, etc.
- C. Work with MMSD to determine whether students living north of Milwaukee Street could qualify for busing to Kennedy and Schenk Elementary schools due to traffic safety concerns along Milwaukee Street through designating the street as an “unusually hazardous roadway”.
- D. Work with community organizations to identify and establish cooling centers in the Southeast Area.



# Community Action Strategy—Hiestand

## What We Heard

- Parks lack certain features that would make them more usable to neighborhood residents.
- Streets like Milwaukee, Thompson and Swanton often have higher speed traffic using them and can be difficult or uncomfortable to cross.
- Thompson Drive's design and lack of "ownership" of the place leads to behavior and safety issues, attributable to those coming from outside the neighborhood.



Mayor Rhodes-Conway meets neighborhood residents at the Hiestand Park "Paint and Pack" event

## Introduction

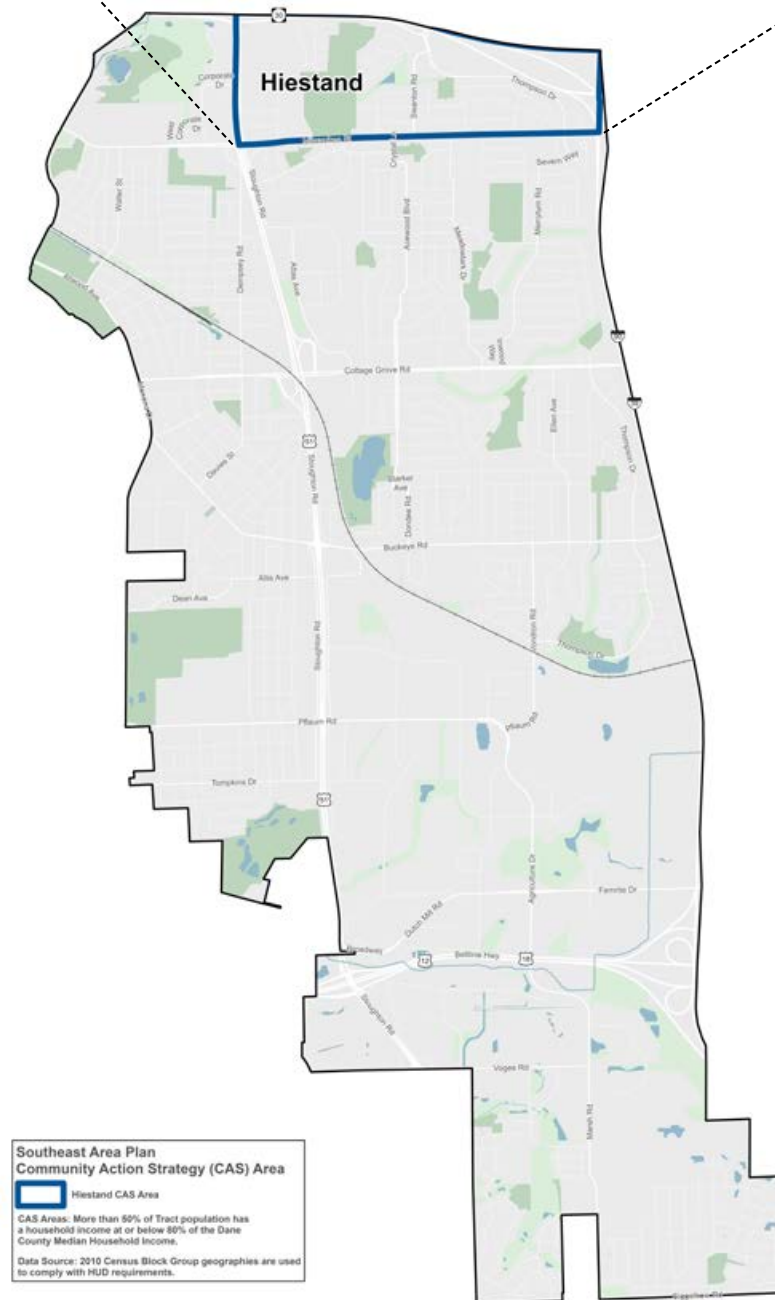
The City has historically received federal Community Development Block Grant (CDBG) funds to support community development initiatives primarily benefiting residents in areas where more than half the population is living with low to moderate incomes (defined by Department of Housing and Urban Development and Dane County median income data). For purposes of this Plan, these areas are referred to as Community Action Strategy (CAS) Areas. CDBG funds are used to help the City connect with residents in these areas, learn about their priorities, and create a plan and implement small scale capital projects that will enhance quality of life in their neighborhoods.

The Southeast Area Plan process focused on the Hiestand neighborhood for Community Action Strategy efforts as it has higher rates of low- and moderate-income households (58%) and rental homes. Safety and crime concerns in Hiestand also were a factor in focusing on this area.

Community Action Strategies (CAS) are part of the City's larger efforts to build stronger and more resilient communities. Community Action Strategies have three primary objectives:

- **Capacity Building:** Enhance the capabilities of individuals and neighborhood organizations to build social capital, stronger relationships, and a larger community voice. Examples of this might be greater participation in neighborhood associations and neighborhood events.
- **Community and Stakeholder Relationships:** Foster meaningful relationships between neighborhood residents, businesses, organizations and City staff. Regular and open communication can help address neighborhood needs and concerns more quickly, helping prevent future problems before they occur.
- **Small Scale Physical Improvements:** Community members identify neighborhood needs and select potential projects using federal Community Development Block Grant (CDBG) funds. These are typically lower cost projects (i.e. between \$100,000 and \$200,000) that enhance an area or address a specific neighborhood need. Past examples include park improvements, traffic calming, public art, and community events or programming.

To achieve these three objectives, additional community engagement efforts occurred in the area. On May 29, 2025, City staff from various departments led a neighborhood walk with residents. This allowed residents to highlight issues and have the appropriate City staff available to discuss or answer questions about them. Key themes discussed during the walk including difficulty crossing Milwaukee Street, managing traffic on Thompson Drive and Swanton Road, missing sidewalks on Thompson Drive, lack of investment in Honeysuckle Park, and lack of "eyes on the street" on Thompson Drive. Two "Paint and Pack" events at Hiestand and Honeysuckle parks may have been the most visible and well-attended events. Residents discussed neighborhood needs and priorities while creating a community art project using stencils featuring local wildlife. At these events, park improvements were discussed as ways to create appealing



Southeast Area Plan  
Community Action Strategy (CAS) Area  
Hiestand CAS Area  
CAS Areas: More than 50% of Tract population has a household income at or below 80% of the Dane County Median Household Income.  
Data Source: 2010 Census Block Group geographies are used to comply with HUD requirements.

"I feel like my neighborhood has been left out of the safer streets conversations. We have bike paths crossing busy streets but not flashing crossing signals. We also have unprotected bike lanes on Milwaukee Street and cars regularly use the bike lanes as turn lanes." (Madison Madness Comment)

"Need meeting spaces in all neighborhoods—we live where there is still cold weather"

"A swimming pool or a splash pad with green space on or near Cottage Grove Road area. Slower traffic speeds, more tree lined streets are always welcome additions. In commercial spaces add outdoor open space with pergolas, outdoor seating. Add outdoor cooling stations, shady spots, bus shelters—we're getting warmer! Anything to encourage people to be outside more...more basketball courts, baseball fields, pickleball courts."

### nINA Collective report:

"Having some kind of like community space, a coffee shop. a library, a bank, something to have like multipurpose...like Warner Park, a community center that's accessible for meetings, for kids to attend, that host events. that holds classes and resources within it."

focal points for residents while increasing utilization of the parks. Other outreach included meetings with neighborhood associations and parent teacher organizations at neighboring schools.

## CAS Project Expenditures

**\*Note regarding federal funding:** The City of Madison Planning and Community Development Divisions partner to allocate CDBG funds from the US Department of Housing and Urban Development (HUD). The Community Development Division has earmarked \$125,000 for projects in the Southeast Area Plan. Any reduction, modification, suspension or termination by HUD regarding the City’s authority to use CDBG funds can impact availability of funding for CAS Projects. In the event federal funding is not available, the city will evaluate other funding options, and in some cases, certain projects may not be implemented.

The City’s Community Development Division anticipates \$125,000 to be available in 2027 to fund community-driven projects in the Hiestand neighborhood. The following table identifies the priority projects as ranked by residents with potential locations for implementation.

After plan adoption, the Common Council must authorize any funding for projects. City agencies will work with the community and other partners to implement them in the order shown, and in some cases may encounter obstacles that require moving to the next project in the list. The intention is to fully implement these projects over time through a combination of different funding such as federal CDBG funds, the City budget and/or other resources.

### Actions:

#### Capacity Building

1. Create opportunities for residents, both homeowners and apartment dwellers, to become involved in the neighborhood association and neighborhood-related projects.
2. Encourage neighborhood associations to help activate open spaces through programming and placemaking events.
3. Neighborhood associations should continue to apply for grants for activity, art and placemaking projects.

#### Community and Stakeholder Relationships

4. Strengthen relationship between Police and neighborhood residents to assist in addressing crime and safety issues in the Hiestand Neighborhood
5. Establish a neighborhood watch program to discourage concerning activities.
6. Build communications between neighborhood businesses, schools, and residents (particularly renters) to improve collaboration and involve essential stakeholders within the neighborhood association.
7. Work with business alliances and the City of Madison Office of Business Resources to recruit and/or retain small to medium sized businesses.
8. Develop a stronger sense of neighborhood cohesion within the business community, possibly through the creation of a business association.
9. Work with community partners such as Madison Public Library, YMCA, MMSD/MSCR, and Madison Parks Division to develop neighborhood events and programming

10. Create event partnerships with local businesses to establish food cart nights and farmers markets.
11. Work with residents, neighborhood groups, Madison Arts and non-profit organizations to activate Hiestand parks and other greenspaces for people of all ages with musical performances, community meals, arts activities and recreation.
12. Encourage new gathering and third spaces without barriers to entry in Hiestand Neighborhood.

#### Smaller Scale Physical Improvement Recommendations

13. Improve recreational opportunities in Honeysuckle Park
14. Add lighting to high use areas such as schools and parks.
15. Develop joint neighborhood projects with neighborhood businesses, Kennedy and Schenk Elementary Schools, and Senior Care Facilities.
16. Enhance the streetscape at neighborhood gateways to improve the sense of place. Encourage installation of neighborhood signs and banners, public art, street furniture (benches, bike racks), and utility box wraps.
17. Explore landscaping options for the highway swale on the north side of North Thompson Drive between Milwaukee Street and The Meadows Apartment complex.

### Potential CAS Projects

The following table includes the community’s prioritized list of CDBG federally funded potential projects for the Hiestand area.

Improvement	Location	Capital Costs
1* Splash Park—Parks Division	Hiestand Park	\$\$\$\$
2 Targeted traffic calming and safety improvements (lighting/cameras, speed management, crossing improvements)—Traffic Engineering	Thompson Thompson/Swanton Milwaukee/Walbridge	\$\$\$
3* Better restroom facilities—Parks Division	Hiestand Park	\$\$\$\$\$
4 Path linking Honeysuckle Park and Hiestand Park—Engineering Division, better path access into Honeysuckle Park	Greenway between Hiestand and Honeysuckle Parks	\$\$\$
5 Lighting in Hiestand parking lot—Parks Division	Hiestand Park	\$\$
6 Information Kiosk	Hiestand Park	\$

\* Splash Park is outside of the scope and budget of a CAS project. The recommendation will be forwarded to the Parks Division for consideration. Restrooms could be considered as part of a larger park improvement project but are cost prohibitive alone.

# Appendix

**Historic Resources Review . . . . .93**  
**Action Table . . . . .98**  
**Glossary . . . . .107**  
**Map Data Sources . . . . .112**

# Historic Resources Review

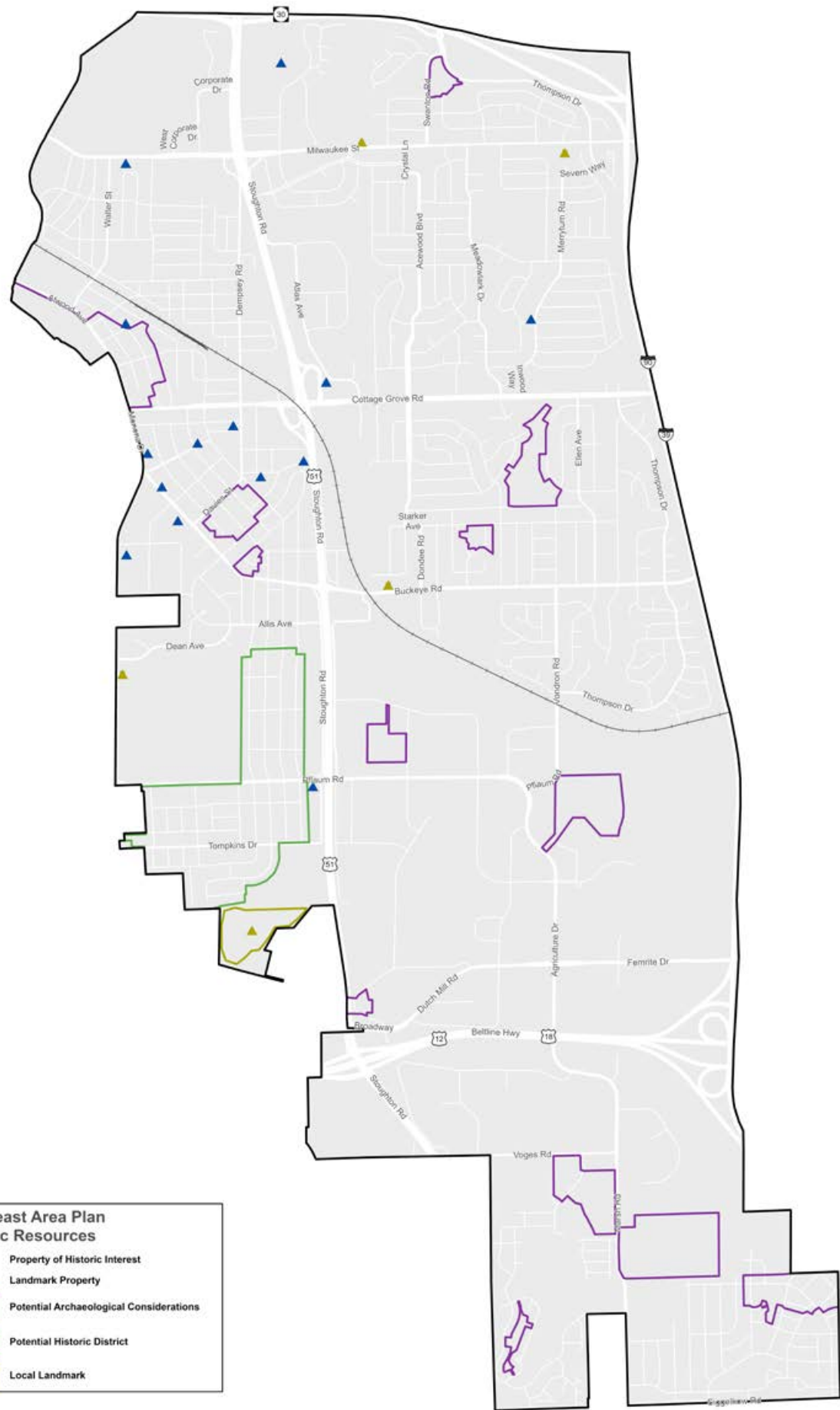
To assess historic resources in the Southeast Area, staff completed a windshield survey, observing properties while driving through the area, on June 25, 2025, and noted several properties with potential architectural significance. Staff conducted additional research using publicly available files.

There are several known archaeological sites throughout the area, with most relating to early Native American history. Several of these sites are mound locations, which are culturally significant and are human burial sites, in addition to several historic village locations. Some of these have been disturbed by subsequent development. Future ground-disturbing work in these areas may require additional review and consultation with the Ho-Chunk Nation and the Office of the State Archaeologist. There are sites throughout the area as Madison has been the site of long-term human occupation. Some of these sites were desecrated in the 1900s to construct buildings on those sites. There are several sites, however, that still retain historic integrity and could use additional protections. For properties with known human burial sites on them, the [Human Burial Site Tax Exemption](#) can make the undevelopable portion of a property tax exempt.

## Potential Opportunities

There are several individual properties that could benefit from having their story officially documented through the National Register or Madison landmarking process. The National Register is an honorary process. It does not place additional regulations on private property owners but does provide additional protections for private property when there is a government-funded or a reviewed project that may impact the property. The National Register historic designation also opens the possibility for preservation tax credits to help property owners adapt their properties for new and ongoing uses. Madison landmark designation provides property protections to ensure the City-reviewed projects sensitively integrates historic resources.

Historic Preservation does not prevent development or changes of use, but it does shape how redevelopment happens. It is not a tool for exclusionary zoning. Properties with possible historic value are opportunities for adaptive reuse of places of architectural or historic significance so that these places could be sensitively integrated into the ongoing growth of Madison. Sharing Madison’s unique culture and character through historic preservation, representing the history of Madison’s diversity, and building reuse as an environmental sustainability strategy are priorities of the [Madison Preservation Plan](#).



## Designated Landmarks

Name and Address	Area of Significance	Notes
<b>Hiestand School/Toad Hill School</b> 4418 Milwaukee St	History	The school is representative of cultural development pattern and educational history of the American settlers in this area.
<b>Smith House</b> 5301 Milwaukee Street	History & Architecture	The two-story house was constructed in 1848 with a single-story addition in 1861, for Alexander Smith. This was an early farm representing American settlement, and it also served as a waystop for travelers between Milwaukee and Prairie du Chien. The house is Greek Revival and an excellent example of early masonry construction using locally quarried stone.
<b>Boutell House</b> 4522 Buckeye Road	Architecture	The 1923 house is one of the best examples of Georgian Revival residential architecture in Madison
<b>Dean House</b> 4718 Monona Drive	History	The ca. 1850s farm house was the home of Nathaniel Dean, an early American settler, who was a prominent figure in the development of Blooming Grove.
<b>Edna Taylor Conservancy Mounds</b> 802 Femrite Drive	Archaeology	While the landmark designation names this site for the name of the park property, academic archaeologists named these resources the Phlaum-McWilliams Mound Group. The nomination does not contain information on what affiliated tribes call this site. The grouping contains linear and effigy mounds.

## National Register

Name and Address	Area of Significance	Notes
<b>Dean House</b> 4718 Monona Drive	History	The ca. 1850s farm house was the home of Nathaniel Dean, an early American settler, who was a prominent figure in the development of Blooming Grove.

## Properties of Historic Interest

Name and Address	Area of Significance	Notes
<b>Herman L Wittwer Building</b> 302 N Walbridge Avenue	Architecture	A 2024 evaluation by the WHS found that the building had architectural interest, but was not eligible for the National Register until it was 50 years old. This building constructed in 1980, designed by Flad & Associates, should seek re-evaluation in 2030.
<b>Heart House</b> 3638 Johns Street	Architecture	Constructed in 1939 for the Nemece family, this house is an excellent and rare example of Storybook architecture in Madison.
<b>Pig's Ear Supper Club</b> 802 Atlas Avenue	Architecture	Constructed in 1970 for the Pig's Ear Supper Club, this building is an excellent example of late 20th Century Tudor Revival/Storybook architecture
<b>Reorganized Church of Jesus Christ of Latter Day Saints</b> 5110 Kevins Way	Architecture	Constructed in 1967 this religious structure was designed by William Kaeser with design references to the Frank Lloyd Wright Unitarian Meeting House with its slanted and projecting gable bay for the sanctuary
<b>Hanke Cottage</b> 818 Bowman Street	Architecture	Constructed in 1930, per the Assessor, this cottage with fieldstone walls and brick quoins and trim is a rare example of rustic residential architecture

Name and Address	Area of Significance	Notes
<b>Luther Lustron</b> 703 Pinchot Street	Architecture	Constructed in 1949, this blue Lustron home is one of the few remaining in Madison. Lustron was an early form of prefabricated, modular housing featuring enameled metal panels
<b>J.G. Miller Farmhouse</b> 515 Davidson Street	Architecture	Ca. 1860 vernacular farmhouse with good architectural integrity
<b>Thompson Bungalow</b> 4010 Drexel	Architecture	This Craftsman bungalow was designed by architect Cora Tuttle and retains excellent architectural integrity
<b>Buckeye Sears House</b> 4108 Buckeye Road	Architecture	This house was constructed in 1930 and appears to be a Sears & Roebuck kit house. The English Revival style home closely resembles the Mayplewood and Ridgeland house designs from the early 1930s
<b>Frank Allis Elementary School</b> 4201 Buckeye Road	Architecture, History	Originally constructed in 1936 with several additions through the years, this school was designed by architect Frank Riley in the Colonial Revival style. Determined eligible to the National Register of Historic Places in 2016 by the Wisconsin Historical Society
<b>Allis Farm Boarding House</b> 4202 Monona Drive	History	While the Frank Allis farm house is across the street in the City of Monona, this structure was the boarding house for the farm workers on the Allis farm. This property is still able to convey its associations as a residential structure for agricultural workers in the Town of Blooming Grove at the turn of the 19th & 20th centuries
<b>Phillips Petroleum Company Service Station</b> 1415 Pflaum Road	Architecture	Constructed in 1959, this Googie-esque style service station was determined eligible to the National Register of Historic Places by the Wisconsin Historical Society in 2025.
<b>Calvary Gospel Church/SS Morris AME</b> 3511 Milwaukee Street	Architecture	This place of worship was constructed in 1968 as Calvary Gospel Church. The Midcentury Modern building was designed by Stadelmann Engineering and Wynn Construction was the general contractor.
<b>Lake Edge Lutheran Church</b> 4032 Monona Drive	Architecture	This Neo-Mansard style place of worship was designed by Klund & Associates Architects and constructed in 1966. The building had to secure a Zoning Board of Appeals Variance due to the exaggerated roof overhangs projecting into the required setbacks. This site design also includes a separate steeple that rests in front of the building as a site feature rather than being on the church building itself.
<b>Glendale Neighborhood</b>	Architecture	There is potential for the Glendale neighborhood to explore becoming a historic district as a collection of Midcentury residential architecture. The neighborhood features a concentration of ranch and split-level homes that speak to post-WWII development in Madison.
<b>Elvenjem Sanctuary Conical Mound</b> 1314 Painted Post Drive	Archaeology	This site contains one large conical mound. Site maintenance has previously damaged the mound prior to Madison Parks implementing its mound maintenance guidelines with the Ho-Chunk Nation.
<b>Starkweather Creek Ho-Chunk Village</b> BDA-0583, DA-0223	Archaeology	This was the site of a substantial Ho-Chunk village near the outlet of Starkweather Creek from 1850–1880. While much of the site has been destroyed by neighborhood development, there is still information potential with the site. As a human burial site, any ground-disturbing activities must secure a Request to Disturb from the Wisconsin Historical Society.
<b>Pflaum Mound</b> BDA-0295, DA-0276	Archaeology	The site contains a linear mound and is a human burial site protected by State Burial Law.
<b>Debeck Site</b> DA-0589	Archaeology	Location of a pre-contact Native American campsite

Name and Address	Area of Significance	Notes
<b>Nondahl Mound Group</b> BDA-0322, DA-0046	Archaeology	The site contains a bear effigy and two linear mounds.

# Action Table

Land Use Actions		Agencies
1	Expand Transit Oriented Development (TOD) overlays at nodes and/or along S Stoughton Road between Buckeye and Pflaum Roads and implement the mixed-use GLFU alternative if WisDOT chooses the wide urban boulevard alternative.	Planning, Zoning
2	Create a new or modify existing zoning districts for General Commercial and Employment land uses that does not allow residential development.	Planning, Zoning
3	Implement maximum building height recommendations shown on the Building Height Map during discretionary land use approvals by the Plan Commission.	Planning, Zoning
4	Amend the zoning code to require ground floor commercial uses in the locations shown as Commercial Core on the GFLU Map.	Planning, Zoning
5	Rezone property identified in the table to implement the goals of this Plan and encourage development consistent with the land use recommendations in this Plan: 3202 Dairy Drive, Industrial (I), Mission Camp District (MC), Industrial-Limited District (IL), Encourage industrial development	Planning, Zoning
Transportation Actions		Agencies
1	Close gaps in the sidewalk network shown on the Sidewalk Network Map. a. Prioritize new sidewalks through the Safe Streets Madison Program, as streets are reconstructed, and along major streets and close to schools and community facilities which may be constructed through state and federal grants. b. For projects that add sidewalks, explore options to preserve existing large trees.	Engineering, Traffic Engineering
2	Improve pedestrian street crossings of Milwaukee Street and Cottage Grove Road, with particular attention to: a. Evaluate potential traffic signals or rapid flashing beacons/continental crosswalks on Milwaukee Street at Thompson Drive and Swanton Road. b. Install rapid flashing beacons and/or continental crosswalks at non-signalized intersections, prioritizing Walbridge Avenue and Johns Street c. Work with WisDOT to install guardrails adjacent to sidewalks under the S Stoughton Road over passes at Cottage Grove Road and Milwaukee Street.	Engineering, Traffic Engineering
3	Evaluate and improve street lighting for pedestrian safety on Piccadilly Drive, Trafalger Place, and Thompson Drive	Engineering, Traffic Engineering
4	Make these bicycle facility improvements: a. Install a bike box or colored pavement at the signalized intersections along Milwaukee Street. b. Install a bike box or colored pavement at the intersection of Cottage Grove Road and Monona Drive to increase the visibility of bicyclists making left turns from Cottage Grove Road to Monona Drive c. Explore a wayfinding sign project on the Garver Path, Sherry Park Path, the Capital City Path, Autumn Ridge Path and other off-street multi-use paths to direct visitors to area schools, parks, libraries, restaurants, and shops. d. Upgrade the Cottage Grove Road bike lane to All Ages and Abilities (AAA) standards.	Engineering, Traffic Engineering
5	Improve the multi-use path crossings at major streets as identified in the Safe Streets for All Program. See AAA map and prioritize the following: a. Capital City Path crossing at Buckeye Road, b. Garver Path crossing Milwaukee Street c. Elevating Spaanem Drive to AAA Standards	Engineering, Traffic Engineering

6	Install traffic calming measures and traffic lane markings to improve safety on Milwaukee Street, Kurt Drive, Swanton Road, and N. Thompson Road.	Engineering, Traffic Engineering
7	Study the potential for traffic calming measures in the Secret Places and Lost Creek Neighborhoods, especially at pedestrian crossings near Marsh and Siggelkow Roads.	Engineering, Traffic Engineering
8	Study potential new traffic signal(s) at Fair Oaks Avenue and Hwy 30.	Engineering, Traffic Engineering
9	Explore a "Community Main Street" Complete Green Street designation for Milwaukee Street west of S Stoughton Road that is safer for pedestrians, vehicles and bicycles and supports local businesses and mixed-use development.	Engineering, Traffic Engineering
10	Connect City streets to former Town of Blooming Grove streets after property is attached to the City in 2027.	Engineering, Traffic Engineering
11	Consider a north-south Metro Transit route that connects to LaFollette High School and employment centers east of Hwy 51.	Metro
12	Assess the need for bus shelters/benches at bus stops without a bus shelter and consider programs such as 'adopt a bus shelter' for maintenance.	Metro
13	Consider adding a bus route to connect residential neighborhoods with job centers near apartments complexes on Thompson Drive and Swanton Road neighborhoods.	Metro
14	Once the City has a Curb Management Framework, identify appropriate solutions and strategies near schools, parks, and community facilities to increase access and safety for all curb users.	Traffic Engineering

Neighborhoods and Housing Actions		Agencies
1	<p>Support affordable housing at varied levels of Area Median Income (AMI), particularly in areas such as along Milwaukee Street, Cottage Grove Road, Atwood Avenue /Monona Drive through the City's Affordable Housing Fund, Land Banking Program, and Tax Increment Financing.</p> <p>a. Consider City-owned properties for affordable housing development:</p> <ul style="list-style-type: none"> <li>i. Karmenta/ Salvation Army Family Shelter</li> <li>ii. Water Utility site on Spaanem / Allis Avenue</li> <li>iii. Metro Transit former East Transfer Point on Milwaukee Street</li> <li>iv. Re-list / promote remaining City-owned lots in Owl Creek</li> </ul> <p>b. Prioritize sites that have one or more of the following characteristics:</p> <ul style="list-style-type: none"> <li>i. Multi-story residential and mixed-use development on vacant lots and corner sites that will anchor, stabilize and revitalize activity centers.</li> <li>ii. Provide affordable senior housing.</li> <li>iii. Encourage a mix of uses like neighborhood-serving retail, personal services, and restaurants that serve the daily needs of residents and attract newcomers to live in the neighborhood.</li> <li>iv. Support neighborhood-serving destinations and activation on Milwaukee Street, Atwood Ave at Cottage Grove Road, E Buckeye/Vondron</li> <li>v. Projects that include 2 - 3 story apartments, townhomes, and housing that meet the needs of the "missing middle" between single-family homes and apartment buildings.</li> <li>vi. Support existing businesses by adding new residents through new development that includes a variety of housing choices for people in different stages of life and with various income levels.</li> <li>vii. Have a wider mix of rental unit sizes, including those large enough to support larger and multigenerational families (3-4+ bedrooms).</li> </ul>	Community Development, Economic Development
2	Incentivize and promote programs that support owner occupied housing opportunities within neighborhoods, including both single family and Missing Middle housing types as they are affordable and offer opportunities for renters to move into home ownership.	Community Development
3	Consider zoning changes to allow more home-based businesses and micro commercial uses in neighborhoods to increase opportunities for resident wealth building, integrate housing with essential serves and amenities, and create opportunities for "Third-spaces" to increase community cohesion.	Community Development
4	<p>Invest in food retail through funding and technical assistance to store operators through the Healthy Retail Access Program and SEED Grants, particularly in the Glendale Neighborhood, which is identified as a Food Access Improvement Area.</p> <p>a. Support access to affordable local food options by exploring options to expand food vending and expansion of farmers markets within the Southeast Area, especially at/near the Glendale Neighborhood.</p>	Community Development
5	Reduce fees, noticing requirements and other permitting barriers to neighborhood block parties, community yard sales, community activities for kids, and other small group activities and events.	Community Development
6	Monitor housing conditions in the area generally along South Thompson Drive between Milwaukee Street and STH 30 to ensure healthy, safe and well-maintained housing.	Community Development
7	Include a family shelter as part of redevelopment of the City-owned former Karmenta site.	Community Development

Economy and Opportunity Actions		Agencies
1	Work with WisDOT to facilitate direct access from US-51/ S Stoughton Road corridor to Robertson Road, Helgesen Drive, Tompkins Drive and others to increase access and connectivity to jobs as well as retail irrespective of which design concept is ultimately chosen by the State.	Economic Development, WisDOT
2	<p>Examine all City-owned land in the Southeast Area and consider how it could be redeveloped to meet economic and housing priorities for the City. (See table and maps)</p> <p>a. Southeast Business Park:</p> <ul style="list-style-type: none"> <li>i. Identify the developable area on these properties and ensure the lot configuration is a good fit for development.</li> <li>ii. Evaluate the existing restrictive property covenants to determine if they are still beneficial or are unnecessarily hampering potential employment growth.</li> </ul> <p>b. Review City-owned Fire Department properties along Femrite Drive and Dairy Drive to determine if they are needed for Fire Department operations or if they could be repositioned for employment-based development (3202 Dairy Drive, 3218 Dairy Drive, and 3202 Agriculture Drive).</p> <p>c. Water Utility Owned Sites: Evaluate future needs of the Water Utility and consider potential affordable housing opportunities.</p> <p>d. Milwaukee Street / Metro Transit Sites: Redevelopment into mixed-use and affordable housing to bolster emerging retail nodes on Milwaukee Street.</p> <p>e. Owl Creek Neighborhood: Provide opportunities for affordable homeownership.</p>	Economic Development
3	Revitalize important commercial corridors, particularly Milwaukee Street, and identify opportunities to invest in small businesses and reduce empty storefronts either by providing assistance to existing properties through Small Cap TIF programs for business grants/loans and façade grants, or as part of new mixed-use redevelopment of key sites.	Economic Development
4	Explore the creation of a new Tax Incremental Finance District (TID) if there are adequate revenue-generating projects and if there are requests for TIF assistance that are consistent with City <a href="#">policy</a> in areas shown on the Tax Incremental Districts Map to increase support programs such as the City's Small Cap TIF Business Loan Program.	Economic Development
5	<p>Explore opportunities for the City to land bank for employment development</p> <p>a. Explore adding employment uses to the City's land banking policy to help reposition underutilized older industrial properties into modern light and heavy industrial space through City assistance.</p> <p>b. Dependent upon final WisDOT design for S Stoughton Road, evaluate the prospects for the City to land bank underutilized and vacant properties in the South Stoughton Road. corridor if business vacancies continue or increase, possibly in conjunction with creation of a new TID to redevelop into mixed-use and affordable housing.</p>	Economic Development
Culture and Character Actions		Agencies
1	Consider desired urban design characteristics for commercial core areas as described in the Land Use Chapter of this Plan, and use zoning, the Urban Design Code revisions, and other policy and review tools to achieve the desired characteristics for these important walkable, community activity centers.	Planning
2	Evaluate the need for Urban Design District (UDD) #1 within the Southeast Area and consider its removal from the existing UDD #1 in its current location as part of the UDD Update.	Planning
3	Integrate exhibits and placemaking elements into public infrastructure projects and along gateway corridors and commercial core areas, including Sidewalk Poetry and Utility Box Art Wraps.	Planning

4	Buildings fronting Commercial Core areas shown on the GFLU Map should be set back the minimum distance required by zoning to create engaging and walkable street frontage.	Planning
5	Establish placemaking that builds neighborhood identity through signage, landscaping, public art, and community storytelling projects. a. Possible locations include: pedestrian underpasses and overpasses of Hwy 30 and S Stoughton Road, locations impacted by the Butter Fire of 1991, Radar Hill in Hiestand Park, bus stops, water tower on Spaanem Avenue, along multiuse paths, and in parks.	Planning
6	Improve the Southeast Area's primary gateways at Hwy 30/S Stoughton Road and S Stoughton Road/Beltline Highway. Enhancements may include: a. Encourage and facilitate the design of higher-density buildings at these key intersections to enhance appearance and create a more pedestrian friendly environment. b. Consider Public Art opportunities as gateway elements. c. Coordinate with WisDOT to include visually appealing landscape and streetscape elements along S Stoughton Road.	Planning, WisDOT
7	Inform owners of properties of historic interest identified in this Plan of their potential eligibility for having their property listed in the National Register of Historic Places and/or as a Madison Landmark, and the benefits of those designations. See Historic Resources Map.	Planning
<b>Green and Resilient Actions</b>		<b>Agencies</b>
1	Implement the recommendations of the adopted 2025-2030 Park & Open Space Plan by providing amenities such as biking facilities, pickleball, volleyball, soccer, futsal, and other field sports where appropriate. Specific locations for the future improvements shall be determined by using an area-wide approach to best serve the needs of residents and ensure an equitable distribution of amenities.	Parks
2	Complete and implement the Park Development Plans for the 20 existing mini and neighborhood parks within the planning area to enhance recreation opportunities in Southeast Area Parks.	Parks
3	Complete and implement the Park Development Plan for the newly expanded Starkweather Park to serve new residents of the Starkweather Plat.	Parks
4	Address general park land deficiency in the area bounded by Monona Drive, Pflaum Road, Highway 51, and Edna Taylor Conservation Park by acquiring properties for park land or exploring partnerships to provide publicly available park amenities.	Parks
5	Provide greater park access by developing safe routes through neighborhoods to parks, with the goal that all residents live within a 10 minute walk of a park.	Parks, Traffic Engineering
6	Develop an updated Master Plan for Hiestand Park that addresses the current and future needs of the surrounding community and park visitors.	Parks
7	Implement the Olbrich Park – North Parcel Park Development Plan.	Parks
8	Implement development in Olbrich Park identified in the Parks Division's 2026 Capital Improvement Plan. Development includes replacement of the existing beach house (Olbrich Biergarten) and associated amenities such as parking and courts.	Parks, Engineering
9	Implement the recommendations of the Olbrich Botanical Gardens Comprehensive Plan, after plan completion and adoption.	Parks
10	Evaluate improvement options at Monona golf course to continue to provide a unique and affordable user experience.	Parks
<b>Effective Government Actions</b>		<b>Agencies</b>
1	Review sanitary sewer capacity needs related to anticipated development/ redevelopment and pair capacity upgrades with road construction projects where possible.	Engineering

2	Amend the Central Urban Service Area to include properties not currently in the Central Urban Service Area (April Hill subdivision, Wingra Quarry property, and QRS property).	Planning
<b>Health and Safety Actions</b>		<b>Agencies</b>
1	Speeding and Pedestrian Safety - Conduct Vision Zero speed analyses, increase traffic enforcement and explore traffic calming improvements like road diets, speed bumps and other measures on the following streets : a. Milwaukee Street b. Cottage Grove Road c. Dempsey Road d. Swanton Road e. E Buckeye Road f. Agriculture Drive g. E. Broadway/Dutch Mill Road h. Pflaum Road i. Femrite Drive j. Walter Street k. N Thompson Drive l. Atlas Avenue m. Starker Avenue n. Vondron Road o. Dennett Drive	Traffic Engineering
2	Noise Pollution - Where not already required by State Statute, encourage any new residential buildings within 200 feet of Stoughton Road, Highway 30, the Interstate and Beltline to use materials and insulation that keep interior noise levels below 52 decibels as per state code TRANS 405. Design sites to shield outdoor spaces from noise above 67 decibels. Developments near these highways should follow setback and noise regulations outlined in Wisconsin statutes (TRANS 233, TRANS 405), and Madison General Ordinances Section 16.23.	Planning
3	Environmental Health and Safety - Use existing tree canopy and light data to conduct light inspections along dark areas of Milwaukee Street, Meadowlark Drive, Pflaum Road, East Buckeye Road and other areas with inadequate light levels, especially near schools and parks, following City policy to add streetlights, trim trees, or pursue other measures.	Traffic Engineering
<b>Hiestand CAS Actions</b>		<b>Agencies</b>
1	Create opportunities for residents, both homeowners and apartment dwellers, to become involved in the neighborhood association and neighborhood-related projects.	Planning
2	Encourage neighborhood associations to help activate open spaces through programming and placemaking events.	Planning, Parks
3	Neighborhood associations should continue to apply for grants for activity, art and placemaking projects.	Planning
4	Strengthen relationship between Police and neighborhood residents to assist in addressing crime and safety issues in the Hiestand Neighborhood.	Police
5	Establish a neighborhood watch program to discourage concerning activities.	Police
6	Build communications between neighborhood businesses, schools, and residents (particularly renters) to improve collaboration and involve essential stakeholders within the neighborhood association.	Planning, Economic Development
7	Work with business alliances and the City of Madison Office of Business Resources to recruit and/or retain small to medium sized businesses.	Economic Development

8	Develop a stronger sense of neighborhood cohesion within the business community, possibly through the creation of a business association.	Economic Development
9	Work with community partners such as Madison Public Library, YMCA, MMSD/MSCR, and Madison Parks Division to develop neighborhood events and programming	Parks
10	Create event partnerships with local businesses to establish food cart nights and farmers markets.	Economic Development
11	Work with residents, neighborhood groups, Madison Arts and non-profit organizations to activate Hiestand parks and other greenspaces for people of all ages with musical performances, community meals, arts activities and recreation.	Planning, Parks
12	Encourage new gathering and third spaces without barriers to entry in Heistand Neighborhood.	Planning
13	Improve recreational opportunities in Honeysuckle Park	Parks
14	Add lighting to high use areas such as schools and parks.	Traffic Engineering
15	Develop joint neighborhood projects with neighborhood businesses, Kennedy and Schenk Elementary Schools, and Senior Care Facilities.	Community Development
16	Enhance the streetscape at neighborhood gateways to improve the sense of place. Encourage installation of neighborhood signs and banners, public art, street furniture (benches, bike racks), and utility box wraps.	Planning
17	Explore landscaping options for the highway swale on the north side of North Thompson Drive between Milwaukee Street and The Meadows Apartment complex.	Engineering, Traffic Engineering

## Glossary

**Accessory dwelling unit:** A second dwelling unit contained within a single-family dwelling or within a detached building located on the same lot as a single-family dwelling. This definition includes accessory buildings constructed in connection with a private garage or a private garage converted into a dwelling unit.

**Activity Center:** An intensively developed area that is the visual and/or functional center of a neighborhood(s) or a district. Activity centers are typically comprised of a mix of land uses developed at a higher intensity than the surrounding area including residential, commercial, employment, civic, institutional, and parks and open space uses.

**Affordable housing:** housing for which the occupant(s) are paying no more than 30 percent of gross household income for housing costs, including utilities. Households with costs exceeding 30% of income are considered housing cost-burdened. The City of Madison's owner-occupant and rental development subsidy programs are primarily designed to reduce housing cost burdens for renter households with incomes at or below 60% of Dane County's median income (CMI) and for owner-occupied households at or below 80% CMI.

**Affordable Housing Fund:** A City of Madison program to provide loans and grants to for-profit and non-profit housing developers for the construction of new affordable rental housing.

**All Ages and Abilities (AAA):** A bike network that will provide a connected system of safe, comfortable, and low-stress bikeways designed to be usable by everyone, regardless of age, ability, or skill. The AAA Bike Network includes low-traffic neighborhood streets, bicycle boulevards, paths, and separated bicycle facilities on busier streets. The AAA Bike Network will allow people including older children, seniors, and people with disabilities, to bike to daily destinations safely and easily.

**Berm:** A linear mound generally built to screen views, define areas, or direct stormwater.

**Bicycle share (B-Cycle):** A kiosk-based bike rental system offering hourly, daily, or subscription-based usage.

**Big box retail:** A physically large retail store with at least 75,000 square feet of floor area and a regional sales market. They are usually part of a national or regional chain of stores. Some examples include Walmart, Target, Best Buy, and Home Depot. (Source: APA: A Planners Dictionary)

**BIPOC:** An umbrella term for people of color, which stands for Black, Indigenous, and people of color. The term acknowledges that not all people of color face equal levels of injustice, recognizing that Black and Indigenous people are severely impacted by systemic racial injustices. (Source: Merriam-Webster)

**Bump out:** An extension of a raised curb into a roadway, typically a parking lane, to create additional terrace or sidewalk space. This can be used to shorten pedestrian crossing distances or create additional space for street trees while encouraging lower vehicular speeds.

**Bus Rapid Transit (BRT):** is a frequent, faster, and more reliable bus system that uses larger buses to transport more riders. BRT's features include frequent all-day service and direct routes with fewer stops. It utilizes special traffic signals to help buses get through intersections faster, dedicated bus lanes, and stations with off-board fare payment kiosks.

**Capital Area Regional Planning Commission (CARPC):** One of nine commissions in Wisconsin established to coordinate planning and development among area municipalities. CARPC develops and promotes regional plans, provides objective information and professional planning services, and focuses local attention on issues of regional importance. CARPC carries out land use planning and areawide water quality management planning for the greater Madison region. State statutes charge it with the duty of preparing and adopting a master plan for the physical development of the region. The Department of Natural Resources contracts with the Commission to maintain a continuing areawide water quality management planning process to manage, protect, and enhance the water resources of the region. (Source: CARPC)

**Commercial Core:** Street frontages where future development proposals are required to include ground floor commercial spaces.

**Community Development Block Grant (CDBG):** A federal program which provides annual grants to states and cities for affordable housing, anti-poverty, infrastructure, and planning activities that benefit low- to moderate-income persons.

**Community garden:** An area of land or space managed and maintained by a group of individuals to grow and harvest food crops and/or non-food, ornamental crops, such as flowers, for personal or group use, consumption or donation.

**Community land trust:** nonprofit organizations whose primary objective is the creation of homes that remain permanently affordable, providing successful homeownership opportunities for generations of lower income families. Under the community land trust (CLT) model, homeowners purchase their house, but not the land (this lowers the purchase price). The land is leased by the homeowner from the land trust. When homeowners sell, 75% of the appreciated value stays with the house, so it's more affordable for the next buyer. The CLT homeowner also gets to keep the equity they invested into the home plus 25% of the increase in value. (Sources: Madison Area Community Land Trust and Grounded Solutions Network)

**Commercial Ownership Assistance program:** The City's Commercial Ownership Assistance Program (COA) is focused on helping business owners expand their enterprises by transitioning from renting space to owning commercial property for their business. Priority is given to applicants who are people of color, immigrants, women, the disabled, veterans and any other underrepresented groups.

**Complete neighborhood:** are neighborhoods that include a range of housing types and costs, neighborhood-serving businesses, stores, services, schools, and places of worship. These elements are ideally accessible by foot, bicycle, or transit through a network of well-connected streets and blocks, usable public spaces, and a system of connected parks, paths, and greenways.

**Continental crosswalk:** A crosswalk with a more visible type of striping (painting), consisting of thick white stripes parallel to the direction of vehicular travel.

**Cost-burdened:** a household is cost-burdened when they are paying too much for their home (when total housing costs exceed 30% of their gross monthly income).

**Drumlin:** A linear or oval-shaped hill created by the streamlined movement of glacial ice sheets across rock debris. (Source: Britannica)

**Easement:** A legal tool that grants one party the right to use property that another party owns and possesses. (Sources: Investopedia, Merriam-Webster Dictionary)

**Exclusionary zoning:** A term applied to zoning standards, districts, or policies that seek to prevent people of certain races, ethnicities, or income levels from buying homes or living in specific areas or neighborhoods. This could include extensive use of exclusively single-family districts, large minimum lot or open space sizes, and narrow occupancy (household size) rules. (Source: Planetizen)

**Extraterritorial Plat Approval:** Madison is considered a "Second Class City" under state law. This class of city may review plats (subdivisions of land) within three miles of the city if the plat is proposed in a town. Within this "extraterritorial" three mile area the town, county, and the adjoining city must review and approve a plat for it to be implemented.

**Foreign Trade Zone (FTZ):** a specific area within the United States, located in or near a port of entry, where certain types of merchandise can be imported without going through formal customs entry procedures or paying import duties. FTZs were designed to encourage international trade and U.S. employment. (Sources: Dane County Regional Airport and Port of Seattle)

**Frontage road:** A street adjacent to a freeway, expressway, or arterial street separated therefrom by a dividing strip and providing access to abutting properties. (Source: APA: A Planners Dictionary)

**Grade-separated intersection:** an intersection where one roadway or lane travels above or below other roadways by separating where they cross each other with an overpass or underpass.

**Greenway:** Linear corridors of land and water and the natural, cultural, and recreational resources they link together. (Source: Massachusetts Office of Energy and Environmental Affairs)

**Healthy Retail Access Program:** A program created by Madison's Food Policy Council that provides funds for healthy retail projects that aim to improve access to affordable, healthy, and culturally appropriate food and retail within underserved areas.

**Historic district:** A significant concentration, linkage, or continuity of sites, buildings, structures, or objects united historically or aesthetically by plan or physical development. A local, state, or the federal government can officially recognize districts. (Source: U.S. National Park Service)

**Housing cooperative:** A residence that is collectively owned and controlled by its members: the people who live in the housing. The buildings typically have private bedrooms but shared spaces, such as common kitchens and recreation areas. Members often share responsibility for cooking, daily chores, and property maintenance.

**Impervious surface:** Any hard-surfaced area that does not readily absorb or retain water, including but not limited to building roofs, parking and driveway areas, graveled areas, sidewalks, and paved recreation areas. (Source: APA: A Planners Dictionary)

**Income- and rent-restricted housing:** a type of housing where a specific number of units in a building are reserved for low-income households. A qualifying household's income level must be at or below a specific level for that household's size, such as 60% of the county median income. A limit is also set on the monthly rent to ensure that housing is more affordable for those households, often due to some form of subsidy. These restrictions are typically enforced through a Land Use Restriction Agreement.

**Incubator:** An area, commercial space, and/or building designated for the cultivation and enhancement of new or future businesses.

**Infill development:** Development of vacant or underused lots that are surrounded by developed areas.

**Land Banking:** A City program used to acquire land and buildings that could be used for future economic development, affordable housing projects, and other City uses. The goal is to acquire strategic properties for future purposes that might include: assisting displaced businesses, reducing blight, stabilizing housing markets, improving the quality of life of residents and neighborhoods, and preserving land for City purposes.

**Makerspace:** A term used to describe a place where people gather to share resources and knowledge, work on projects, network, and build. This could include artist studios, small-scale fabrication spaces, workshops, commercial kitchens, or similar spaces.

**Market-rate housing:** Housing that does not have any restrictions on rent or household income.

**Missing Middle Housing:** A range of housing types scaled between single-family detached houses and larger apartment buildings. Housing types that are considered as part of the missing middle include duplexes, triplexes, four-units, row-houses, live-work buildings, accessory dwelling units (ADUs), clustered small homes like bungalow courts, and some small apartment buildings. The scale of missing middle housing is compatible with most existing single-family residential areas.

**Mixed-use:** A building or groups of buildings designed to encourage a diversity of compatible land uses, which include a mixture of two or more of the following uses: residential, office, retail, recreational, light industrial, and other miscellaneous uses. (Source: City of Beaverton, OR)

**Mobility:** The ability, ease, and efficiency with which people and goods can move between locations. Mobility differs from "transportation" in that transportation is the physical act of moving, while mobility is the capability and quality of that movement. Mobility considers all types of movement, including pedestrians, wheelchairs and other mobility aid devices, bicycles, transit and other vehicles.

**Neighborhood Development Plan (NDP):** A plan prepared for largely undeveloped land on the city's edge. NDPs are adopted as supplements of the Comprehensive Plan and include recommendations for land use, transportation, parks and open space, and utilities.

**Neighborhood Plan:** A plan prepared for an already-developed area of the city that includes recommendations for land use, urban design, transportation, parks, placemaking, and other improvements/investments/changes to a given area. Neighborhood plans can encompass more than one neighborhood and are generally adopted as supplements to the Comprehensive Plan.

**Neighborhood Resource Teams (NRTs):** A citywide effort to coordinate and improve the delivery of City services to Madison's neighborhoods. NRTs provide a regular forum for City employees to meet, discuss, and support each other's efforts in delivering excellent City services. NRT membership can include alders, City staff, and non-City staff participants.

**Non-assessable Infrastructure:** By City ordinance portions of some public works projects are assessed to adjoining property owners (such as a portion of street pavement, a portion of driveway aprons, and any private storm sewer connections), while most costs are borne by the City (such as sidewalks, curb and gutter, storm sewer, etc). Non-assessable infrastructure is the portion of a project that is paid for by the City.

**Official Map:** A formal public record used to indicate where a government is likely to require right-of-way, easements, or land for future roads, drainageways, utilities, or recreation facilities. Within officially mapped areas, a property owner maintains control and use of their property but building permits cannot be issued. Official Mapping is established in Wisconsin State statute 62.23(6). (Source: UW Extension)

**Operating costs:** Expenses associated with the maintenance and administration of a business or government on a day-to-day basis, such as salaries. (Source: Investopedia)

**Per- and polyfluoroalkyl substances (PFAS):** A group of chemicals used to make products that resist heat, oil, stains, grease, and water. They are long lasting chemicals, which break down very slowly over time and exposure to them may be linked to harmful health effects. (Sources: US Environmental Protection Agency and Centers for Disease Control and Prevention)

**Placemaking:** Creation of an environment that fosters community, stimulates interaction, encourages entrepreneurship, generates innovation, and nurtures humanity. (Source: Project for Public Spaces)

**Proactive rezoning:** Proactive rezoning is when the City, rather than a property owner or developer, proposes to rezone land so that it is consistent with plan recommendations. When the City proposes to proactively rezone areas during a planning process, it informs property owners about the recommendation and whether it could affect them.

**Property Tax Assistance for Seniors Program:** A City program that pays all or a portion of property taxes for qualified homeowners who are over the age of 65 and own a single-family residence within the City of Madison.

**Rectangular rapid flashing beacons (RRFBs):** A flashing signal activated by pedestrians that alerts drivers to yield to crossing pedestrians.

**Redevelopment:** Construction of a new building where a building already exists.

**Rental Rehab Loan Program:** City of Madison program which offers financial assistance, including low-interest loans, for Madison property owners to renovate and improve rental housing.

**SafeGrowth:** A philosophy built on the belief that healthy and functioning small neighborhoods provide the safest way to build cities in the 21st Century. It is based on the premise that crime is best tackled within small neighborhoods by harnessing the creative energy of functioning neighborhood groups, by employing the latest crime prevention methods, and by adopting an annual SafeGrowth® Plan to address crime and fear. (Source: SafeGrowth.org)

**SEED Program:** A City of Madison program administered by the Madison Food Policy Council that provides grants to improve the local food system and make food more accessible to Madison residents.

**Sense of Place:** The characteristics of a location that make it readily recognizable as being unique and different from its surroundings and that provides a feeling of belonging to or being identified with that particular place. (Source: Scottsdale, AZ)

**Setbacks:** A building design where there are fewer stories closer to the lot line (for example, near sidewalks and adjacent properties) than the rest of the building.

**Shared-use path:** a path or lane shared by pedestrian, bicycle, and other non-motorized users.

**Smaller-scale housing:** Also referred to as missing middle housing, it is a range of smaller multi-unit or clustered housing types compatible in scale with single-family homes. (Source: Opticos Design, Inc.)

**Stepbacks:** A building design element that is typically applied to the upper story of a development to establish compatibility with surrounding development and maintain a pedestrian-oriented scale. A stepback requires that any portion of a building above a certain height is further pushed-in towards the center of the property.

**Stormwater:** Untreated runoff from rainfall and snowmelt. It flows across impervious surfaces (such as streets), through fields, and over construction sites, crossing municipal boundaries and can carry contaminants to lakes and streams. (Source: Dane County Office of Lakes & Watersheds)

**Tabletop crossing or intersection:** An intersection where the roadway ramps up to the sidewalk level to create greater visibility for pedestrians, improve usability for individuals who are mobility impaired, and slow vehicles down. Also known as a raised crossing or intersection.

**Tax Increment Financing (TIF):** A governmental finance tool to provide funds to construct public infrastructure, promote development opportunities, and expand the tax base.

**Terrace:** The space between the sidewalk and the curb along a street.

**Through movement:** within an intersection, the through movement refers to vehicles or users going straight and not turning onto the cross street.

**Transit-Oriented Development (TOD):** Compact, walkable, mixed-use development that is centered on quality public transit. It typically includes a mix of housing, office, retail, neighborhood amenities, and other uses within walking distance of a transit station. TOD reduces the need for driving by creating compact, vibrant, walkable neighborhoods with convenient access to activities and destinations connected by transit.

**Tree canopy:** The part of a city or area that is shaded by trees; The layer of leaves, branches, and stems of trees that obscure the ground when viewed from above. (Source: Center for Watershed Protection)

**Underrepresented groups:** Groups of people with a common race, ethnicity, immigration status, age, income level, gender identity, or sexual orientation who have not typically participated in City decision-making processes corresponding with the proportion of the population they comprise. These groups have often experienced discrimination or marginalization based on their identity.

**Urban agriculture:** The production of food for personal consumption, market sale, donation, or educational purposes within cities and suburbs.

**Urban form:** the patterns of building height and development intensity as well as the structural elements that define an area physically, such as natural features, transportation corridors, open space, public facilities, and other elements. (Source: City of Los Angeles)

**Water quality:** The condition of water, including its chemical, physical, and biological characteristics with respect to its expected use, for example, drinking, swimming, or fishing. (Source: Florida Brooks National Marine Sanctuary, Key West, Florida)

**Watershed:** Watersheds are an area of land that drain to the same location (the outlet).

**Wayfinding:** Wayfinding refers to information systems that guide people through a physical environment and enhance their understanding and experience of the space. (Source: The Society for Experiential Graphic Design)

**Zoning Code:** An ordinance that regulates land use, lot size, building placement, building height, and other aspects of the development of land.

# Map Data Sources

---

**Page 9** - Community Action Strategy Area: 2010 US Census, City of Madison Planning Division

**Page 13** - Previously Adopted Plans: City of Madison Planning Division

**Page 14** - Planning Area: City of Madison Planning Division

**Page 15** - Annexation by Decade: City of Madison Planning Division

**Page 17** - Current Features and Assets: City of Madison Planning Division

**Page 20** - Land Use Vision: City of Madison Planning Division

**Page 22** - Generalized Future Land Use: City of Madison Planning Division

**Page 24** - Recommended Building Heights: City of Madison Planning Division

**Page 25** - Commercial Core: City of Madison Planning Division

**Page 34** - Planned Street Network: City of Madison Department of Transportation, City of Madison Planning Division

**Page 36** - Transit Network: Madison Metro Transit

**Page 37** - Shared-Use Path & Bicycle Network: Greater Madison Metropolitan Planning Organization (MPO) City of Madison Department of Transportation

**Page 38** - Existing On-Street Bike Lanes Upgrades: City of Madison Department of Transportation

**Page 39** - Sidewalk Network: Greater Madison Metropolitan Planning Organization (MPO)

**Page 50** - Elementary School Attendance Areas: Madison Metropolitan School District

**Page 55** - Employment Sectors: Data Axel

**Page 57** - Employment Density: Data Axel

**Page 60** - Tax Increment Districts: City of Madison Economic Development Division

**Page 63** - City-Owned Sites with future Development Potential: City of Madison Planning Division

**Page 65** - City-owned properties - SE Business Park: City of Madison Planning Division

**Page 67** - Community Gathering Places: City of Madison Planning Division

**Page 68** - Urban Design Districts: City of Madison Planning Division

**Page 70** - Historic Resources: Wisconsin Historical Society, City of Madison Planning Division

**Page 75** - Homes Within a 1/4 Mile to a Park: City of Madison Parks Division

**Page 77** - Parks and Open Space: City of Madison Parks Division

**Page 79** - Tree Canopy: City of Madison Forestry

**Page 83** - Sanitary Sewer Network: City of Madison Engineering

**Page 84** - Neighborhood Resource Team: City of Madison Planning Division

**Page 85** - Blooming Grove - City of Madison Cooperative Plan: City of Madison Planning Division

**Page 89** - High Injury Network: City of Madison Department of Transportation

**Page 91** - Speed and Safety Analysis: City of Madison Department of Transportation

**Page 93** - Heat Islands: City of Madison Planning Division

**Page 95** - Community Action Strategy Area: 2010 US Census, City of Madison Planning Division

**Page 100** - Historic Resources: Wisconsin Historical Society, City of Madison Planning Division



City of Madison

**Planning Division**

215 Martin Luther King, Jr. Blvd, Suite 017

P.O. Box 2985

Madison, WI 53701-2985

[www.cityofmadison.com/dpced/planning](http://www.cityofmadison.com/dpced/planning)