

# West Area Plan

Introduction Draft | July 8, 2024



CITY OF **MADISON**

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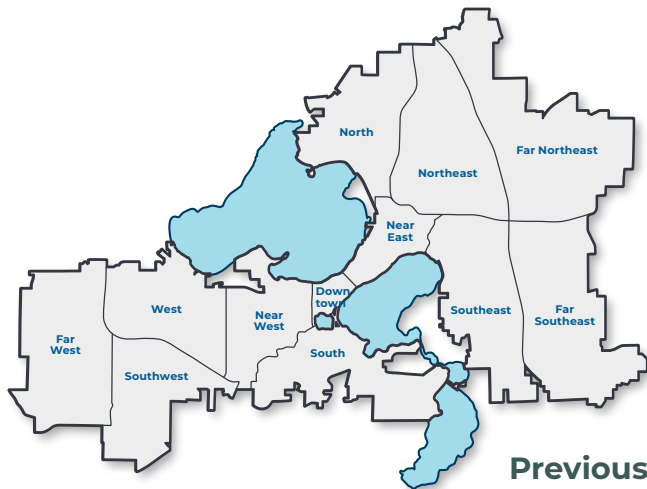
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## Planning Framework

The West Area Plan is one of the initial two area plans prepared following the [City's Planning Framework](#) adopted by the Common Council on August 2, 2022. The framework covers a consistent set of topics and provides clear, high-level plan actions for specific physical improvements. The framework established 12 distinct geographies, each of which will be updated approximately every 10 years. 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.

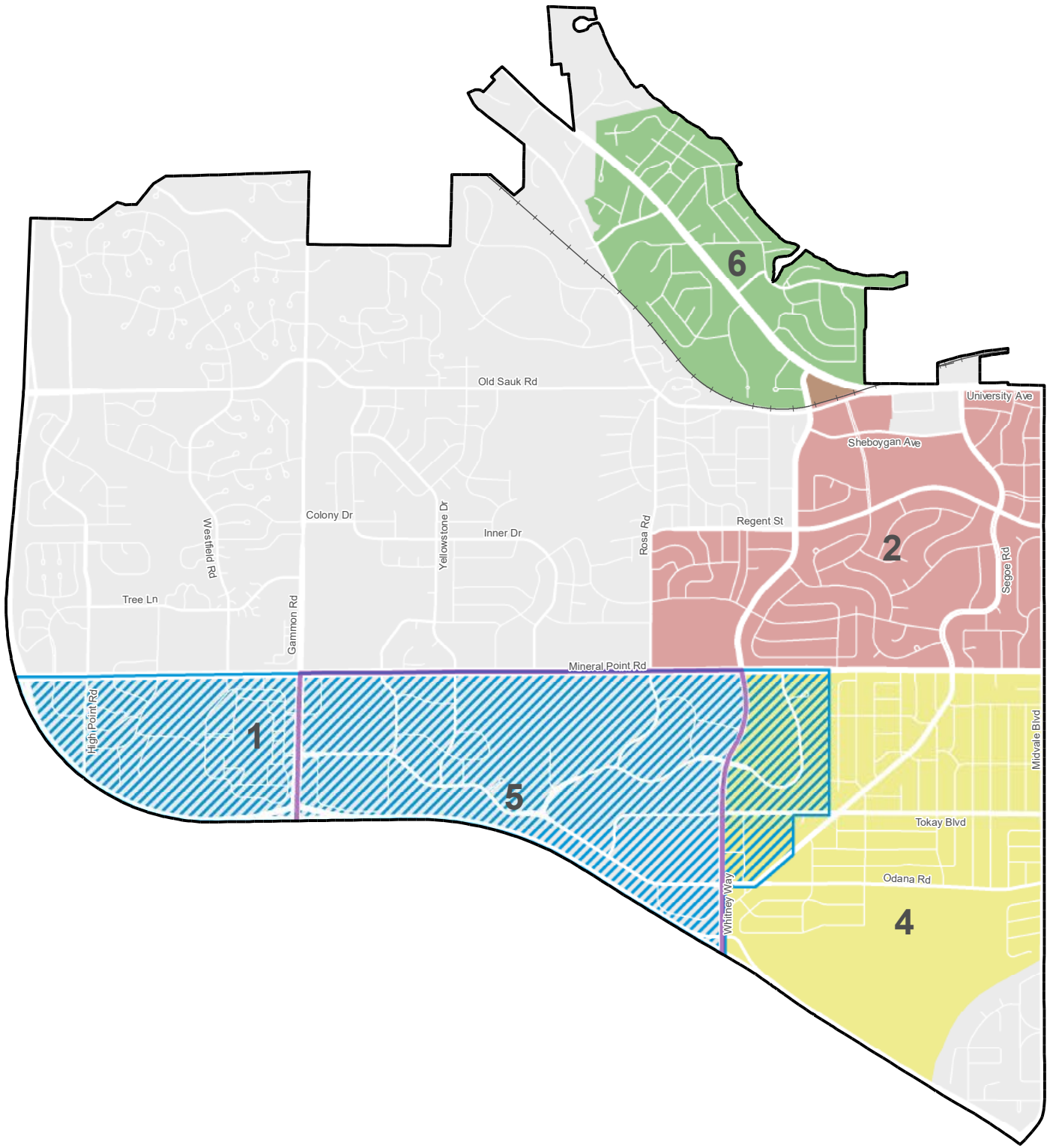
## Previously Adopted Underlying Plans

While this Plan is a new effort under the Planning Framework, it is not the first plan to be prepared within the area. The Common Council adopted five plans to guide City and neighborhood decision-making in portions of the West Area since 2006. The five plans have been important for their neighborhoods over the past 15-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 underlying plans with different and sometimes inconsistent recommendations for a particular geography.

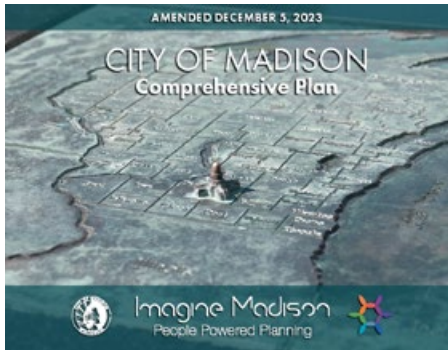
Part of the West Area Plan process involved reviewing previously adopted plans with a focus on potential physical or regulatory changes specific to the West Area, such as land use, zoning, building height, transportation, parks and open space, public utilities, and stormwater infrastructure. Recommendations 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 underlying plans were then archived: they will no longer guide development review, future City projects, policies, budgets, or work plans. Going forward, the West Area Plan will guide decisions. Archived plans for the West Area are:

1. Odana Area Plan (2021)
2. University Hill Farms Neighborhood Plan (2016)
3. Hoyt Park Area Neighborhood Plan (2014)
4. Midvale Heights/Westmorland Joint Neighborhood Plan (2009)
5. Southwest Neighborhood Plan (2008)
6. Spring Harbor Neighborhood Plan (2006)

The portion of the Hoyt Park Area Neighborhood Plan that underlies the West Area is not shown on the map since it was replaced by the University Hill Farms



Neighborhood Plan. Only the portions of the Midvale Heights/Westmorland Joint Neighborhood Plan and the Southwest Neighborhood Plan that underly the West Area Plan boundary are considered archived.



## Relationship between the West 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 illustrated below. The Comprehensive Plan also includes policies that guide future growth in a way that supports citywide policies.

The West Area Plan applies policies from the Comprehensive Plan, and other citywide initiatives, into specific recommendations for the West Area geography 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. Those that don't face greater scrutiny, and approval is less likely. Plans also provide a guide for future City projects and programs, and future City budgets will determine the timing of those actions. City budgets will determine the timing of those actions.

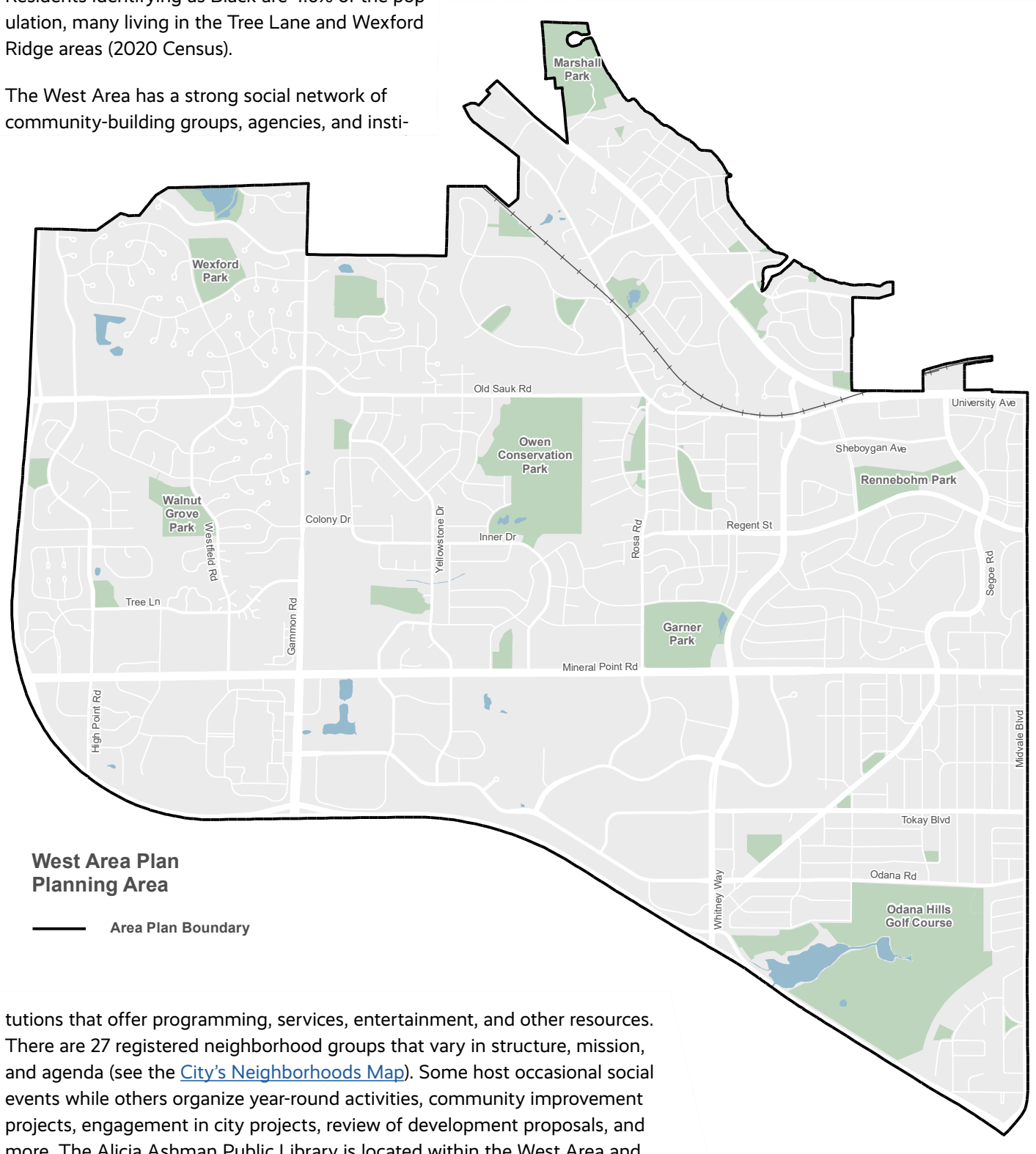


## The West Area

The City of Madison is located within the ancestral homelands of the Ho-Chunk people, who have lived in this area for time immemorial. The West area is over 5,500 acres (8.7 square miles), bounded by the West Beltline Highway to the west and south, Midvale Boulevard to the east and the Village of Shorewood Hills, Lake Mendota, and the City of Middleton to the north. The area features several of Madison's largest commercial and employment centers, including Hilldale Shopping Center, West Towne Mall, University Research Park, and the Odana Road Corridor. The planning area is also crisscrossed or bordered by some of the busiest roads and transit corridors in the region, including University Avenue, Mineral Point Road, Whitney Way, Gammon Road, and the West Beltline Highway.

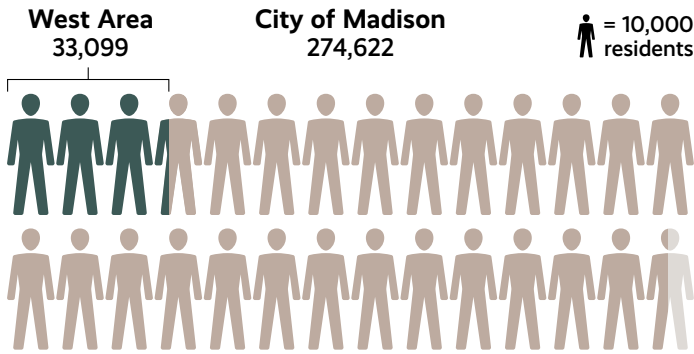
People are at the heart and soul of a community, and there are just over 30,000 residents in the West Area. People of color make up 27.5% of the population. Residents of Asian backgrounds comprise 12.5% of the population, many of whom live in the Sheboygan Avenue, Segoe Road, and Oakbridge areas. Residents identifying as Black are 4.6% of the population, many living in the Tree Lane and Wexford Ridge areas (2020 Census).

The West Area has a strong social network of community-building groups, agencies, and insti-

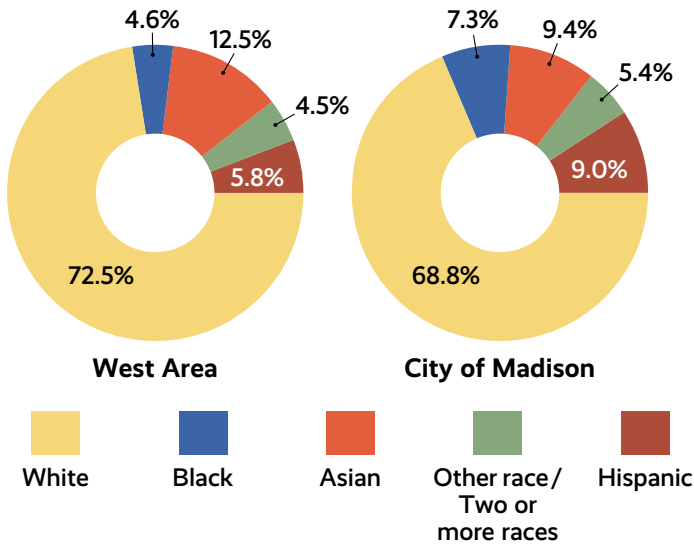


tutions that offer programming, services, entertainment, and other resources. There are 27 registered neighborhood groups that vary in structure, mission, and agenda (see the [City's Neighborhoods Map](#)). Some host occasional social events while others organize year-round activities, community improvement projects, engagement in city projects, review of development proposals, and more. The Alicia Ashman Public Library is located within the West Area and Sequoia Commons Public Library is just outside it. There are a number of community-based organizations, schools, and places of worship in the Area that also build community. The West Area has four public elementary schools

## Population



## Racial and ethnic composition



## Income and Household Economics

	West Area	City of Madison
Poverty rate (families)	7.0%	5.9%
Median income	\$82,401	\$70,466
Homeownership (Tenure)	52.7%	44.5%
Cost-burdened households – owners	25.5%	19.8%
Severely cost-burdened households – owners	10.2%	6.8%
Cost-burdened households – renters	39.1%	46.5%
Severely cost-burdened households – renters	21.2%	25.5%

(and portions of six school attendance areas), two middle schools, and one high school in the Madison Metropolitan School District. There are also approximately 20 places of worship. In addition to spiritual support and religious affiliation, some offer community gathering space, pre-school classes, day care, social activities, blood drives, food pantries, health screenings, community gardens, and more.

## Development History and Character

The earliest annexation of land to the City in the West Area occurred in 1947, when part of today's Summit Woods Neighborhood and the Odana Hills Golf Course were added to the city, followed by what would later become Hilldale and Rennebohm Park. The city continued to grow to the south and west through the 1950s, 1960s, and 1970s. Other than portions of University Research Park, which is a former UW Madison farm that began to develop in the late 1980s, the West Area was largely built out by the mid-1990s.

The area contains a variety of post-World War II development styles in a relatively compact area. University Hill Farms, to the southwest of Midvale Boulevard and University Avenue, was the first major development in the area, and was constructed in the 1950s and 1960s. Development continued to the south and west, with the gridded streets of the Midvale Heights neighborhood and the curvilinear streets of Faircrest and Parkwood Hills. The West Towne Mall regional shopping center was constructed at what was the edge of the city in the early 1970s, serving both new residents and drawing retail out of downtown. Development of the Walnut Grove, Sauk Creek, and Wexford Village neighborhoods, which include cul-de-sacs and development on private roads, followed in the late 1970s through the late 1980s. Other than a few scattered undeveloped properties, the only major piece of undeveloped land remaining in the West Area is a 35-acre parcel of land owned by TruStage (formerly CUNA) located south of Mineral Point Road between University Research Park and Oakwood Village.

The redevelopment of the parking lots surrounding Hilldale Mall in the mid-2000s kicked off a number of significant redevelopment projects that have increased the density of the West Area. Major redevelopment projects over the last 15 years include University Crossing at

Whitney Way and University Avenue, redevelopment of State-owned land as the Madison Yards development between Sheboygan Avenue and University Avenue, the completion of several major apartment buildings in the "University Park" project at the former Westgate Mall, and several major apartment/mixed-





**Hilldale Mall**

use buildings in the Grand Canyon Drive/Yellowstone Drive area north of Odana Road. With Bus Rapid Transit (BRT) coming to the West Area in late 2024, the demand for further residential and mixed-use redevelopment is expected to continue.

## Planning Process and Public Engagement

The West Area Plan process officially began with Common Council authorization on January 3, 2023. There were five planning phases, beginning with background data gathering and review of underlying sub-area plans. There were numerous opportunities for public participation. City staff hosted virtual and in-person public meetings in winter, spring and summer 2023, and invited people to share feedback through an online Interactive Map and Community Survey. City staff also conducted a business survey to learn about issues and priorities of business owners. In spring 2023 staff engaged with area teens through UW-Madison’s PEOPLE Program class on urban planning at Vel Phillips Memorial High School. Youth engagement continued in the summer with the Youth Action internship program at Lussier Community Education Center.

Community Partners who have engagement expertise and trusted relationships with Black, Indigenous and People of Color communities were hired through a “Call for Community Partners” to ensure the voices of people who are traditionally underrepresented in city processes were heard. Community Partners included the African Center for Community Development, Claire Baker, Francis Medrano, and Sedgwick Smith. They conducted a variety of outreach and education activities from



**The Madison Yards project redeveloped a former Wisconsin DOT parking lot into apartments, offices, and a grocery store.**



**New affordable housing replaced the former Westgate Mall at Whitney Way and Tokay Boulevard.**



August 2023 public meeting at Rennebohm Park



May 2024 West Area Plan open house

May through November 2023, including helping city staff plan and facilitate focus groups, and providing education and outreach at festivals, fairs, and other activities in the community.

The final phase of the planning process ran from March 2024 through early June 2024 and included four virtual public meetings and four in person public meetings. The draft Plan was also posted to the [project webpage](#) for online review and feedback, and plan information was available at Alicia Ashman Library, Sequoya Library, and the Lussier Community Education Center. Themes that emerged from public feedback for each of the Plan’s topic areas are included within the introductions of each chapter.

While adopted citywide plans (like the Comprehensive Plan) and adopted underlying plans served as the starting point for West Area Plan actions, public feedback provided additional insights into what people value and what they feel are the most important assets and opportunities. This helped identify themes and develop actions that are relevant to the community, while also being grounded in the realities of what is feasible for the City to implement and what can be implemented by community partners.

In some cases, conflicting feedback had to be balanced when drafting actions. For example, some residents felt that more housing is needed, while others felt enough development has already occurred in the West Area.

A final draft Plan was developed for review and approval by City Boards, Committees, Commissions, and the Common Council after the final phase of public engagement. The adopted Plan will be implemented over time by City agencies and other governmental entities, community organizations, and other stakeholders. Policy makers are responsible for the allocation of resources for the entire City, so funding for the West Area Plan’s City-led actions will

## Planning Process and Public Engagement



be weighed against other projects citywide. Securing funding from outside sources, leveraging other available funding, or combining projects will help in implementing some of the actions in this Plan.

## **Plan Format**

The Plan is structured around the Comprehensive Plan's seven elements, with each element generally having four sections:

1. An introduction, covering background information and current conditions
2. What We Heard, including major themes in feedback and comments
3. Actions, which focus on City-led items
4. Partnerships, which focus on items led by entities other than the City but may have some City involvement or contributions

While public feedback themes were generally used to inform actions and partnerships, not all summarized themes have corresponding actions or partnerships. Some feedback themes contradicted each other. Some themes conflicted with adopted City policy, such as the Comprehensive Plan. Lastly, some themes addressed topics the City has little control over. Actions in each chapter are listed by number, but do not have a priority order.

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

The planning is comprised of employment, retail, institutional/governmental, parks and open space, and residential uses, with a limited amount of vacant land. Residential uses cover approximately 44% of the Area. Most of this residential land is zoned for single-family residential, with only 1% zoned for 2 to 4 dwelling units and 5% zoned for multi-family housing (greater than four units per building). There are approximately 16,200 dwelling units in the planning area, 42% of which are single-family dwellings (7% higher than the city as a whole), 1% are two-family dwellings (4% lower than the city), and 57% are multi-family dwelling units (3% lower than the city).

Commercial uses make up approximately 15% of the area's land use, while Parks and Open Space make up approximately 12%. The vast majority of the commercial uses are clustered in and around Hilldale Shopping Center, at Whitney Way and the Beltline, along Odana Road, and in the West Towne Mall area. Employment uses are clustered in University Research Park and areas to the west along Odana Road. The combination of shopping and employment nodes make the West Area a destination for the region, attracting shoppers and employees from Dane County and beyond.

Land Use	Acres	% Of Total
Residential	2,447	44%
Commercial	814	15%
Institutional/Governmental	296	5%
Industrial	2	~0%
Park and Open Space	648	12%
Agriculture/Vacant/Under Construction	102	2%
Utilities, Transportation	1,269	23%
<b>Total</b>	<b>5,578</b>	<b>100%</b>

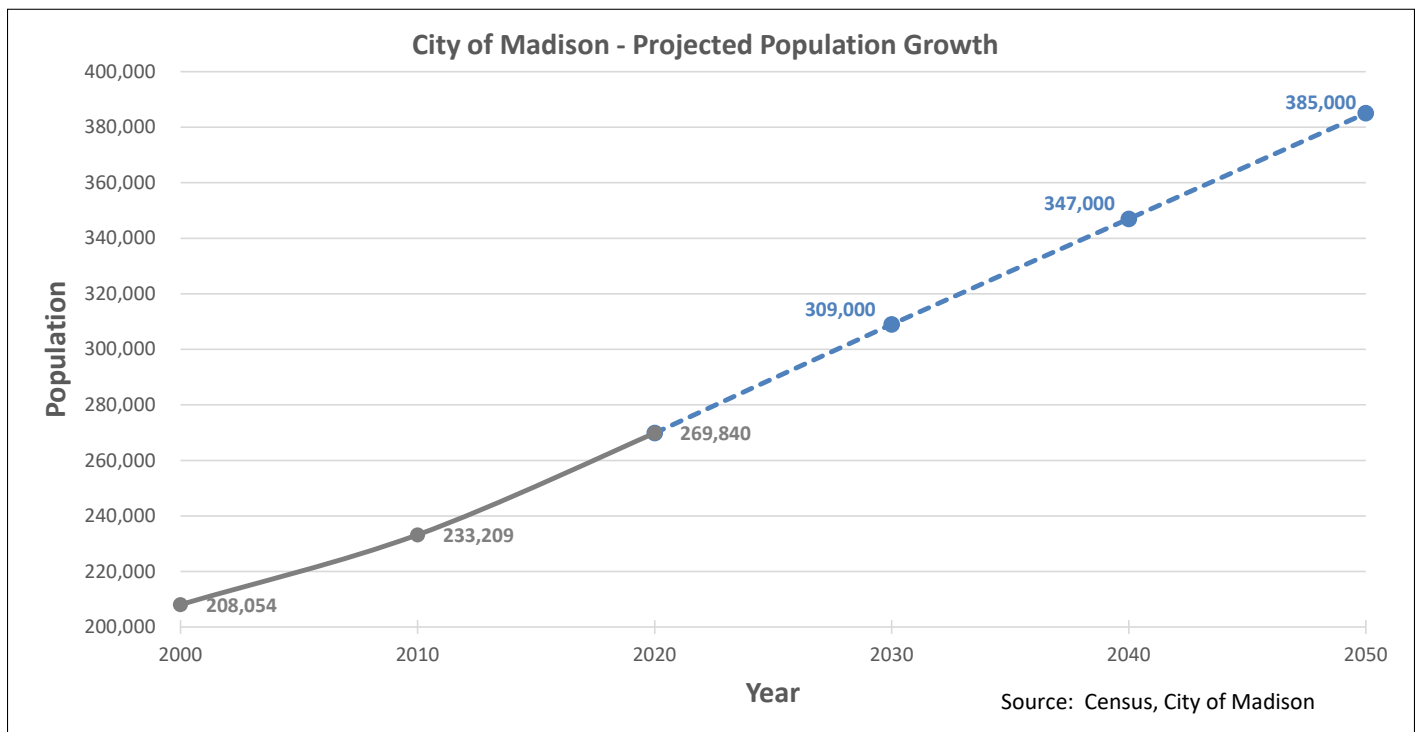
Source: Capital Area Regional Planning Commission (CARPC) 2020 Land Use

## Future Growth

According to the Comprehensive Plan, the city is projected to add 115,000 new residents and 50,000 jobs between 2020 and 2050. While this growth will be spread across the entire city, a portion will occur within the West Area. The Comprehensive Plan emphasizes accommodating projected growth through redevelopment of underutilized sites, particularly on transit corridors. Such corridors and Activity Centers are identified as "[Growth Priority Areas](#)" in the Comprehensive Plan and include corridors like Mineral Point Road and University Avenue, along with Activity Centers like Hilldale and West Towne Mall. Accommodating growth through redevelopment makes use of existing infrastructure, reduces dependency on automobile travel, and preserves farmland, among other benefits.

Much of the redevelopment within the West Area to date has occurred along transit corridors, a trend that this Plan anticipates will continue. The Generalized Future Land Use (GFLU) Map in the Plan recommends the most intensive planned land uses along BRT lines, including Mineral Point Road and Sheboygan Avenue. There are many underutilized properties and large surface parking lots along the BRT line recommended for increased development intensity. See the Land Use Vision map for overall future land use themes.

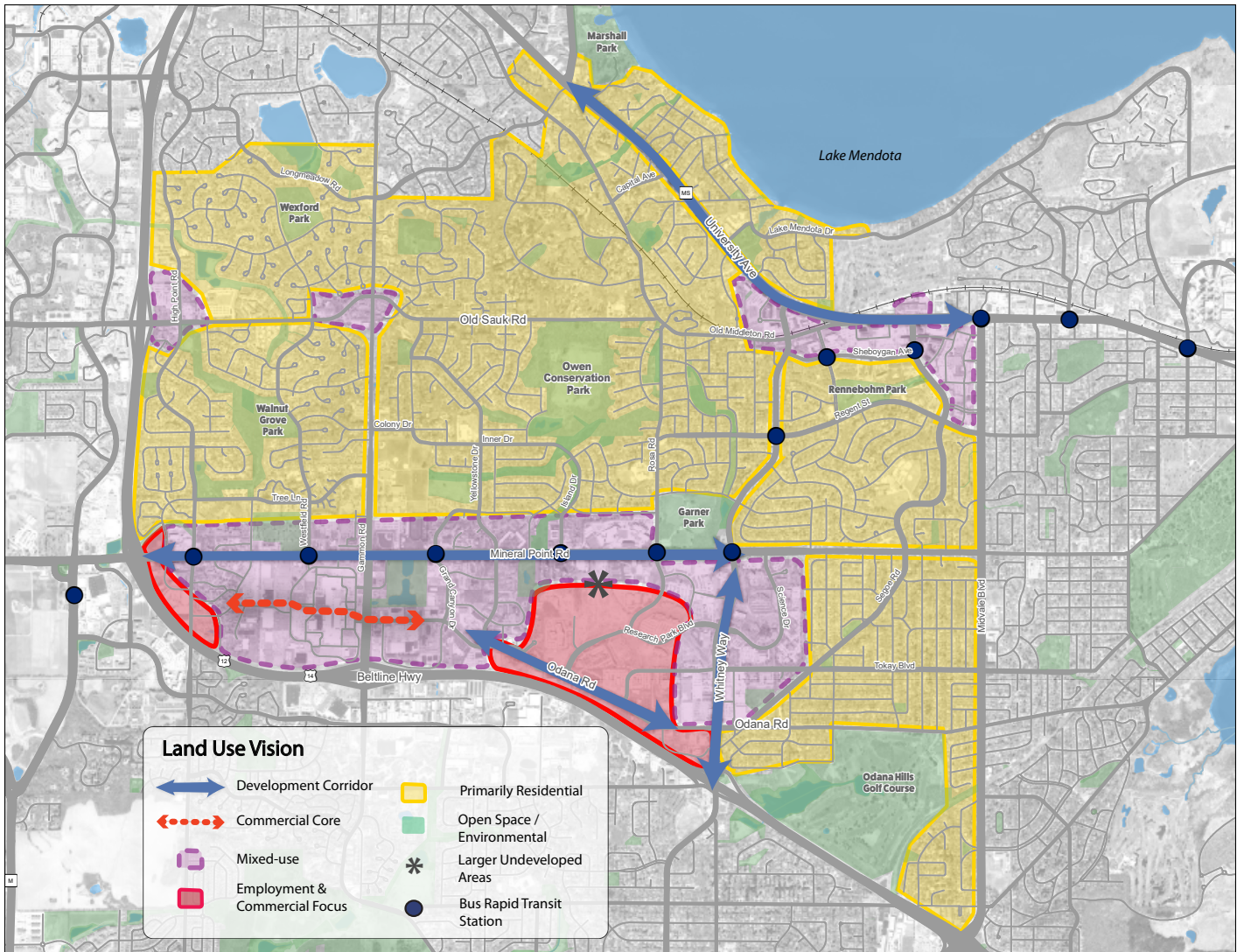
In addition to allowing more intensity along major corridors, places of worship, which have traditionally been mapped as “Special Institutional” or “Low Residential” in past plans, have been shifted to land use categories that allow mixed-use or multi-family residential development. If the institutions – many of which are along major corridors – should ever choose to pursue additional development on a portion of their property, consolidate, relocate, or close, more intense redevelopment can be considered.



### Recommended Future Land Use and Growth Areas

The GFLU Map establishes a framework for how the West 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:

- 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.

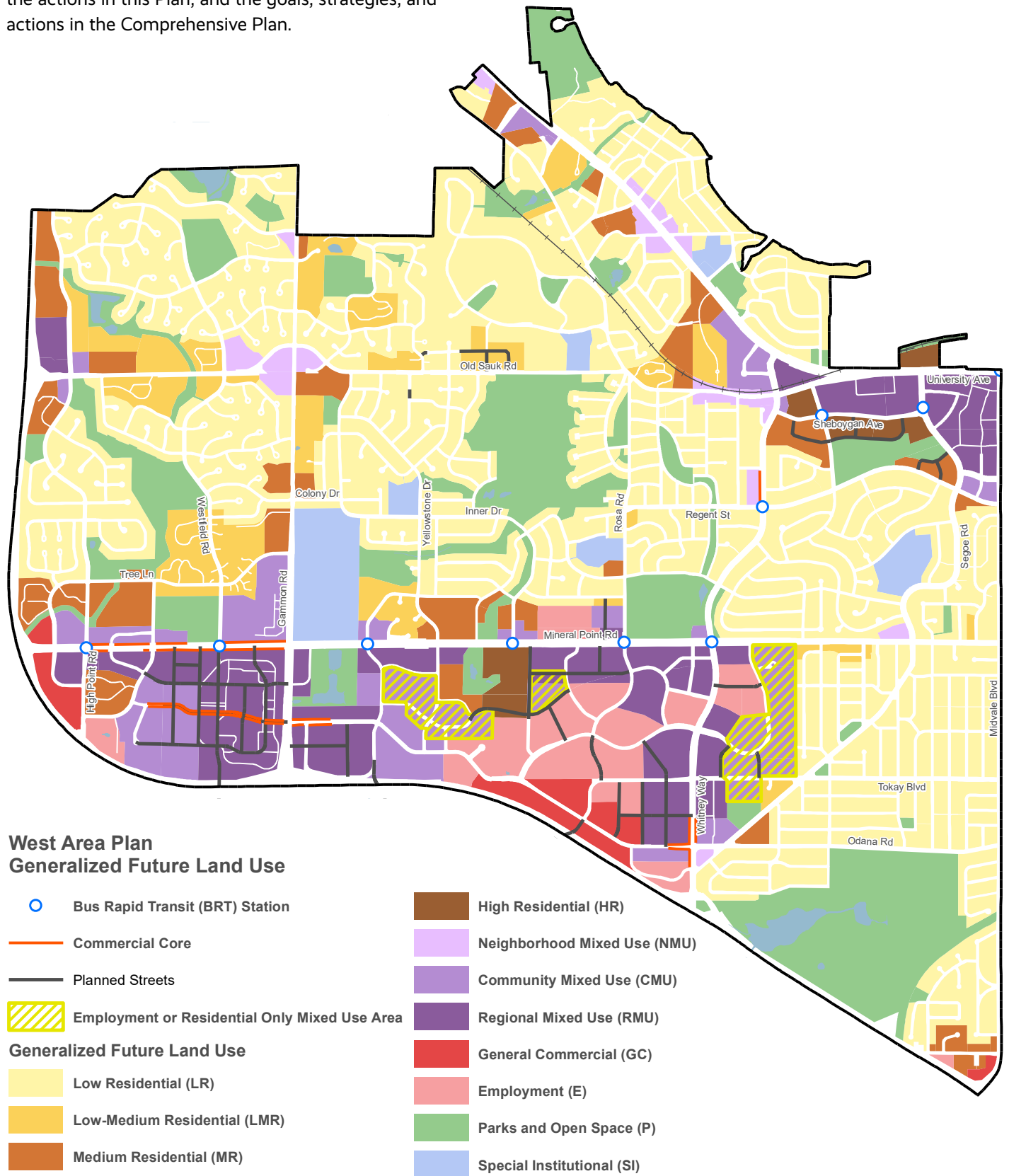


While the GFLU Map establishes a future vision, there isn't a defined timeline for change. Many factors impact development, making it hard to predict where and when it might occur. The overall economy, market demand, available properties, financing, and developer priorities all influence the timing and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

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 West Towne Mall, University Research Park, and the Hilldale area. While these areas have seen varying intensities of redevelopment already, significant portions remain as low-density uses and/or surface parking lots. Major "Development Corridors" shown on the Land Use Vision map are University Avenue, Mineral Point Road, Odana Road, and Whitney Way from Mineral Point to the Beltline. These mixed-use areas and corridors will see the majority of redevelopment in the West 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 land use categories on the GFLU map are consistent with the Comprehensive Plan categories and are intended to guide decisions on zoning and

redevelopment proposals. However, they are not [zoning designations](#). Future discussions and decisions on zoning and redevelopment 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.



# Implementation and Development Regulation

## Maximum Building Heights

The Comprehensive Plan provides height guidance for most land uses. A select few land use categories don't have recommended height ranges or allow Area Plans to recommend heights that may differ from those ranges. Mapping maximum building heights for these categories is intended to increase predictability and simplify the development review process by communicating recommended height limits for these categories. The maximum building height recommendations consider the intensity of development for each land use category, adjacent land uses, desired urban form, and proximity to amenities like transit and parks. Refer to the Comprehensive Plan for guidance on areas without identified maximum heights on this map.

Additionally, some maximum building heights in this Plan are taller than the Morey Airport maximum height map in the northwestern portion of the West Area. If a project seeks to exceed Morey height limits a variance must be secured from the City of Middleton.

### Commercial Core

The GFLU Map identifies several mixed-use categories focused on major corridors. These areas are planned for a mixture of residential, commercial, and em-

### Land use categories

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

\*In select conditions, Low Residential may allow up to 30 DU/ac and three stories. In select conditions, Low Medium Residential may allow up to 70 DU/ac and four stories.



Low Residential (LR)



High Residential (HR)



Neighborhood Mixed-Use (NMU)



Low-Medium Residential (LMR)



General Commercial (GC)



Community Mixed-Use (CMU)



Medium Residential (MR)

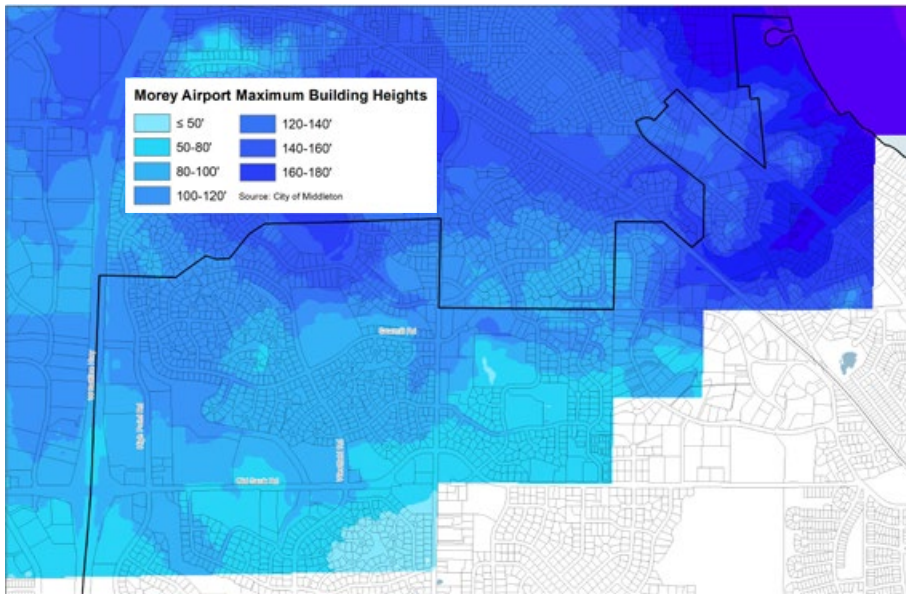


Employment (E)



Regional Mixed-Use (RMU)





**Morey Airport height regulations may impact development in the northwest part of the West Area**

ployment uses to achieve an active and vibrant place. While a mixture of uses is envisioned, mixed-use buildings with retail or other commercial uses on the ground floor are generally not required. Within these areas, commercial uses are seen as appropriate as part of a broader use mix, but not every location can support ground floor commercial businesses. Visibility and enough residents and customers nearby are needed to support the businesses that provide goods and services. Future buildings along Commercial Core frontages, however, 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.

**Employment or Residential Only Mixed-Use**

A few areas on the GFLU Map are designated as “Employment or Residential Only Mixed Use Area.” These areas should not include retail nodes, instead focusing on residential and/or employment land uses.

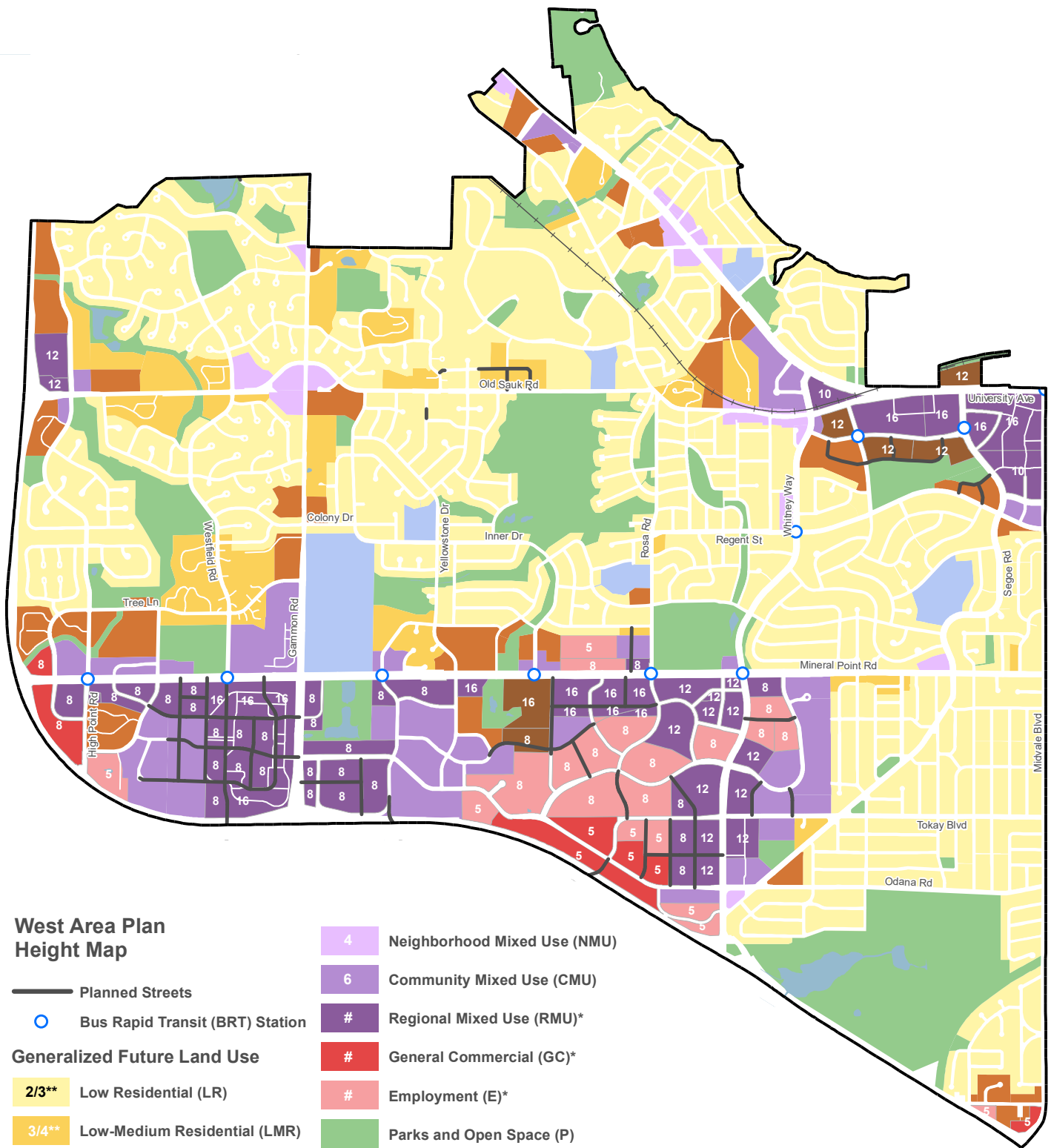
**Aligning Future Land Use and Zoning**

Zoning plays a key role in the implementation of adopted plans. Several recent modifications to the zoning code facilitate higher-density and compact forms of development across the city, including in the West Area. These modifications included increasing the number of dwelling 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. Portions of the West Area are located within the TOD Overlay District.

This Plan recommends several properties for proactive rezoning. Proactive rezoning is a City-initiated process that rezones property to a district consistent with this Plan’s GFLU Map. Implementation of proactive rezoning is a sepa-

**What We Heard**

1. More mixed-use development and high density at appropriate locations.
2. Avoid over-developing and losing neighborhood character.
3. Ground floor development at the corner of Regent/Whitney Way and along Midvale Boulevard should include active uses.
4. Desire not to include retail in areas of low-density development, while others would like retail that they can walk to.
5. Create more walkable spaces. Some areas that can benefit from improved walkability are West Towne Mall area, parks, the BRT route near employment and residential areas, and the Madison Yards area.
6. More options for low density housing that isn’t single-family are desired, such as Missing Middle housing and smaller 2–3 story apartments.
7. A balance between single-family and multi-family development is needed.
8. Some skepticism about changing planned land use from Low Residential (LR) to other residential or mixed-use categories that would allow for more intense future development.
9. A mix of feedback between some people wanting more housing and businesses while others who don’t want more construction.
10. Appreciation for the mix of uses within the West Area, with retail, employment, restaurants in proximity to, or part of, neighborhoods.



**West Area Plan  
Height Map**

- Planned Streets
- Bus Rapid Transit (BRT) Station

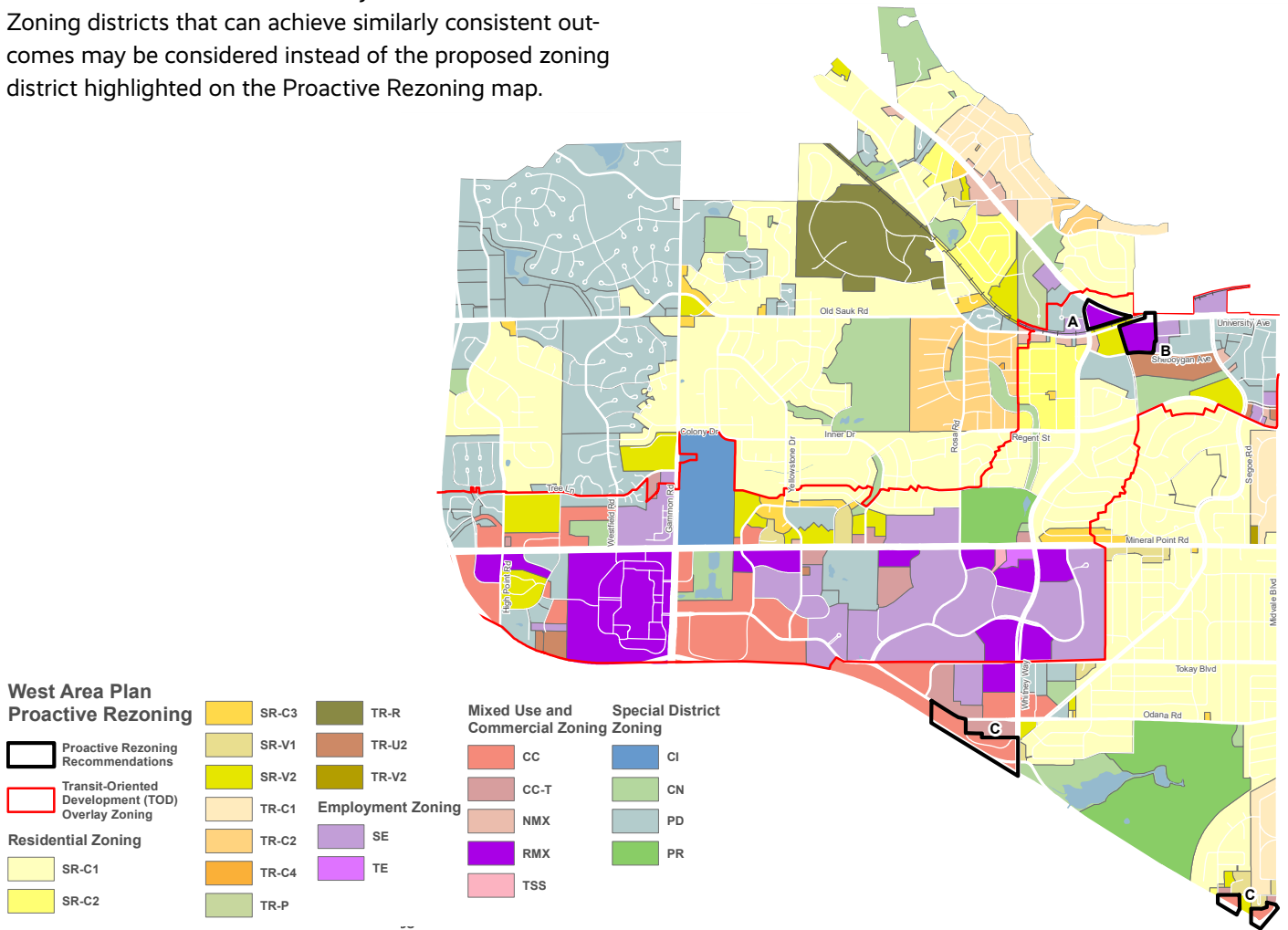
**Generalized Future Land Use**

- 2/3\*\* Low Residential (LR)
- 3/4\*\* Low-Medium Residential (LMR)
- 5 Medium Residential (MR)
- # High Residential (HR)\*

- 4 Neighborhood Mixed Use (NMU)
- 6 Community Mixed Use (CMU)
- # Regional Mixed Use (RMU)\*
- # General Commercial (GC)\*
- # Employment (E)\*
- Parks and Open Space (P)
- Special Institutional (SI)

\* See map for maximum building height.  
 \*\* See sidebar for further details on LR and LMR.

rate legislative 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 instead of the proposed zoning district highlighted on the Proactive Rezoning map.



## Planned Development Zoning

Many areas in the city have a site-specific zoning called Planned Development (PD). PDs are intended for unique buildings or development projects that can't be approved using conventional zoning districts. These developments don't need to follow other zoning requirements and establish their own unique and detailed zoning code addressing uses, building placement, height, landscaping, parking, etc.

PDs were heavily used prior to the adoption of the current zoning code in 2013. The previous code, adopted in 1966, was so burdensome, complex, and out-of-date that PD zoning was routinely used for relatively typical projects, including single-family homes and small apartment buildings. Over the years, the City approved over 1,500 PDs, and while they simplified the approval process, they create long-term challenges for residents, property owners, and the City. Zoning

codes are amended over time to address new issues or priorities that emerge, but PD files are rarely updated and reflect the time when they were adopted. Zoning code updates allowing accessory dwelling units and the keeping of chickens, or those requiring electric vehicle charging or bird-safe glass, do not apply to these PDs. The zoning text for PDs are only available in person (not online, like the rest of the code), and review and approval for minor changes like the addition of a shed can take weeks instead of minutes. The current zoning code is much more adept at handling these now-typical developments that were previously approved as PDs. Transitioning PDs approved under the old code to conventional zoning districts will improve transparency and usability for residents and property owners while improving the ability of the City to respond quickly to inquiries and routine applications like fences, sheds, and additions.

The West Area also has many properties with Planned Development (PD) zoning. Each PD has a unique set of regulations which is cumbersome for both residents and the City. This Plan recommends developments zoned PD – the bulk of which are along or west of Gammon Road – be reviewed for potential transition into conventional zoning districts to simplify zoning applications for residents and simplify administration for staff.

## Actions

1. Update the Comprehensive Plan Generalized Future Land Use Map to be consistent with the Future Land Use map in this Plan.
2. Rezone properties identified in the Proactive Rezoning map to implement the goals of this Plan and encourage development consistent with the actions in this Plan:

Site	GFLU	Existing Zoning	Potential Zoning	Notes
A	RMU	NMX	RMX	Create consistency with GFLU Map; allow for more intense development in close proximity to transit.
B	RMU	SE	RMX	Create consistency with GFLU Map; allow for more intense development in close proximity to transit.
C	GC/E	CC-T	CC	Change to discourage residential along Beltline Highway.

3. Review Planned Development (PD) zoning covering development along and/or west of Gammon Road for a potential transition to conventional zoning to simplify resident applications to the City for minor projects and simplify staff administration.
4. Implement maximum building height recommendations shown on the Building Height Map, with a mechanism for allowing bonus stories for developments that achieve specific affordability or sustainability parameters, similar to downtown height bonuses in City ordinances (Madison General Ordinances 28.071(2)(a)2).
5. Create a new commercial and employment zoning district with limited allowable residential development for areas along the West Beltline Highway and similar areas elsewhere in the City.
6. Require ground floor commercial uses in the locations shown as Commercial Core on the GFLU Map.

# Transportation



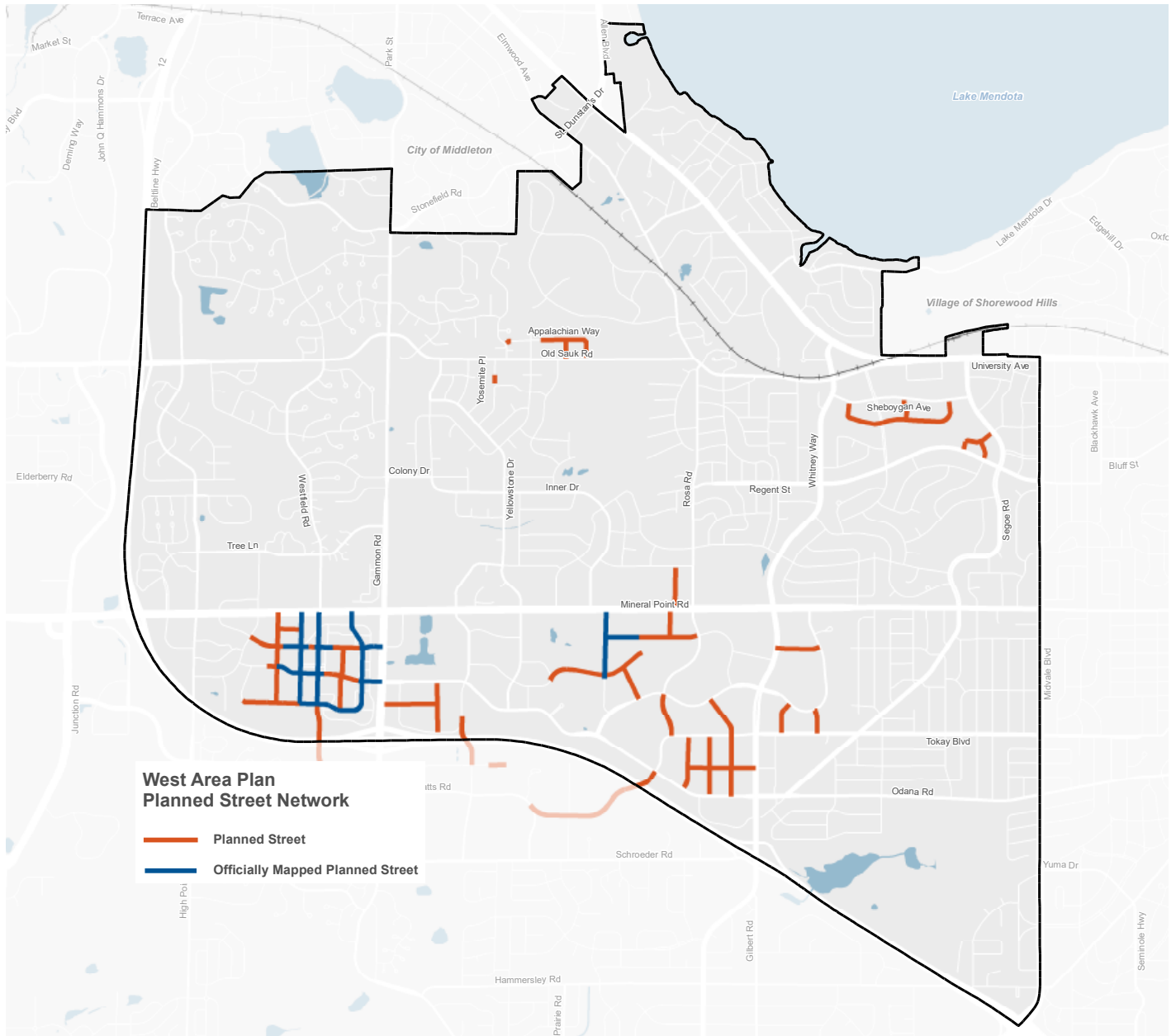
The West Area's transportation system is anchored by the West Beltline Highway, Old Sauk Road, Mineral Point Road, Gammon Road, University Avenue, Whitney Way, and Midvale Boulevard. Transit service is anchored by the City's first BRT route, which runs on Mineral Point Road, Whitney Way, Sheboygan Avenue, Segoe Road, and University Avenue. Local transit routes run along Old Sauk Road, Tokay Boulevard, and Odana Road, among other major streets. The bicycle network has significantly improved in recent years, with on-street facilities added to Whitney Way, Odana Road, and a portion of Tokay Boulevard to supplement existing routes on Segoe Road and Midvale Boulevard from the Beltline to Mineral Point Road. Shared-use paths are part of the bicycle network as well, though the path network has gaps. People report a lack of north-south bike connectivity in the West Area. The sidewalk network is generally robust, with some exceptions in neighborhoods like Spring Harbor, Glen Oak Hills, and Crestwood.

## Street Network

The street network is made up of major roads with limited connections to neighborhoods and commercial areas. Many area neighborhoods have local street networks that are internally focused and feature winding, circuitous routes, or cul-de-sac and dead-end configurations. This concentrates traffic on fewer streets, and increases travel time for all modes of transportation. An exception is the Midvale Heights Neighborhood, which has a grid street system and multiple connections to major roads. Commercial and employment areas like West Towne Mall and University Research Park were designed around cars. That is reflected in a street network with large blocks, private drives, few through streets, and limited connections to major streets.

## What We Heard

1. Better road, bicycle and pedestrian connectivity is needed.
2. With all transportation improvements, address the needs of people of all ages, backgrounds and abilities.
3. Safer, more efficient and enjoyable pedestrian and bicycle transportation, especially for students travelling to and from area schools and after-school programs.
4. Safer and more direct north-south pedestrian and bike connections that also feed into east-west connections.
5. Appreciation for how walkable and bikeable neighborhoods are within the area, with access to transit and destinations (restaurants, shops, services).
6. Better walkability within neighborhoods.
7. Safer, more direct path connections between neighborhoods and commuter paths that take people to employment and shopping areas within and outside the West Area.
8. No shared-use path in the Sauk Creek Greenway, while others would like a shared-use path there.
9. Appreciation for the existing transit accessibility to the UW-Madison campus and downtown, while also desiring further transit service frequency and additional routes.
10. Safer and more comfortable bicycle facilities like protected lanes with barriers.



Changes to the street network are recommended to create walkable, pedestrian-oriented places, better connect neighborhoods, and distribute vehicular traffic over multiple routes. The largest concentration of planned streets is within the West Towne Mall area. These streets are needed to support that area's future growth and should be built as redevelopment occurs. Other street connections, such as Appalachian Way and Yosemite Place, would better link existing neighborhoods.

## Transit

Transit service in the West Area is robust, with Metro Transit's east-west BRT route replacing Route A. BRT Route A provides 15-minute service starting at Junction Road, travelling along Mineral Point Road, Whitney Way, Sheboygan Avenue and University Avenue, through campus and downtown, and along East Washington Avenue to East Towne Mall (see the [City's BRT Map](#)). It serves high ridership areas, including West Towne Mall, surrounding commercial areas, Vel Phillips Memorial High School, Ezekial Gillespie Middle School, Sheboygan

Avenue apartments, and the Hilldale area. The BRT system includes dedicated bus lanes along much of its length, passenger stations, and large electric buses.

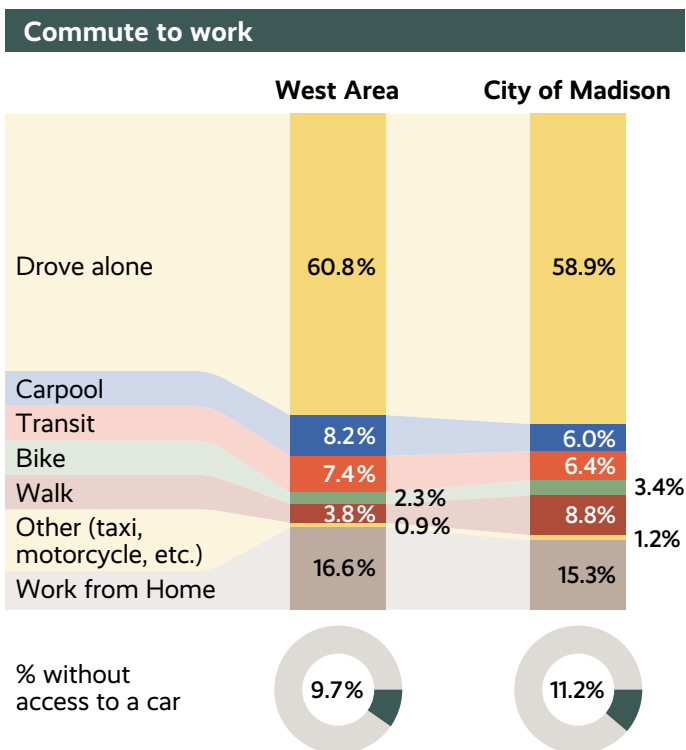
Metro Transit implemented its Transit Network Redesign in 2023 (see the [Metro Transit Route Map](#)). The new system reduces the number of routes and stops and increases bus frequency to improve reliability and efficiency. In addition to Rapid Route A, the West Area is served by routes D, E, F, J, H, R, 28, and 38. Mineral Point Road and some portions of Whitney Way and University Avenue have 15-minute bus service on weekdays and Saturday. Tokay Boulevard, portions of Whitney Way, Old Sauk Road, University Avenue, and Odana Road have 30-minute weekday/Saturday service. North Gammon Road and a portion of Old Sauk Road has 60–80-minute service. 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.

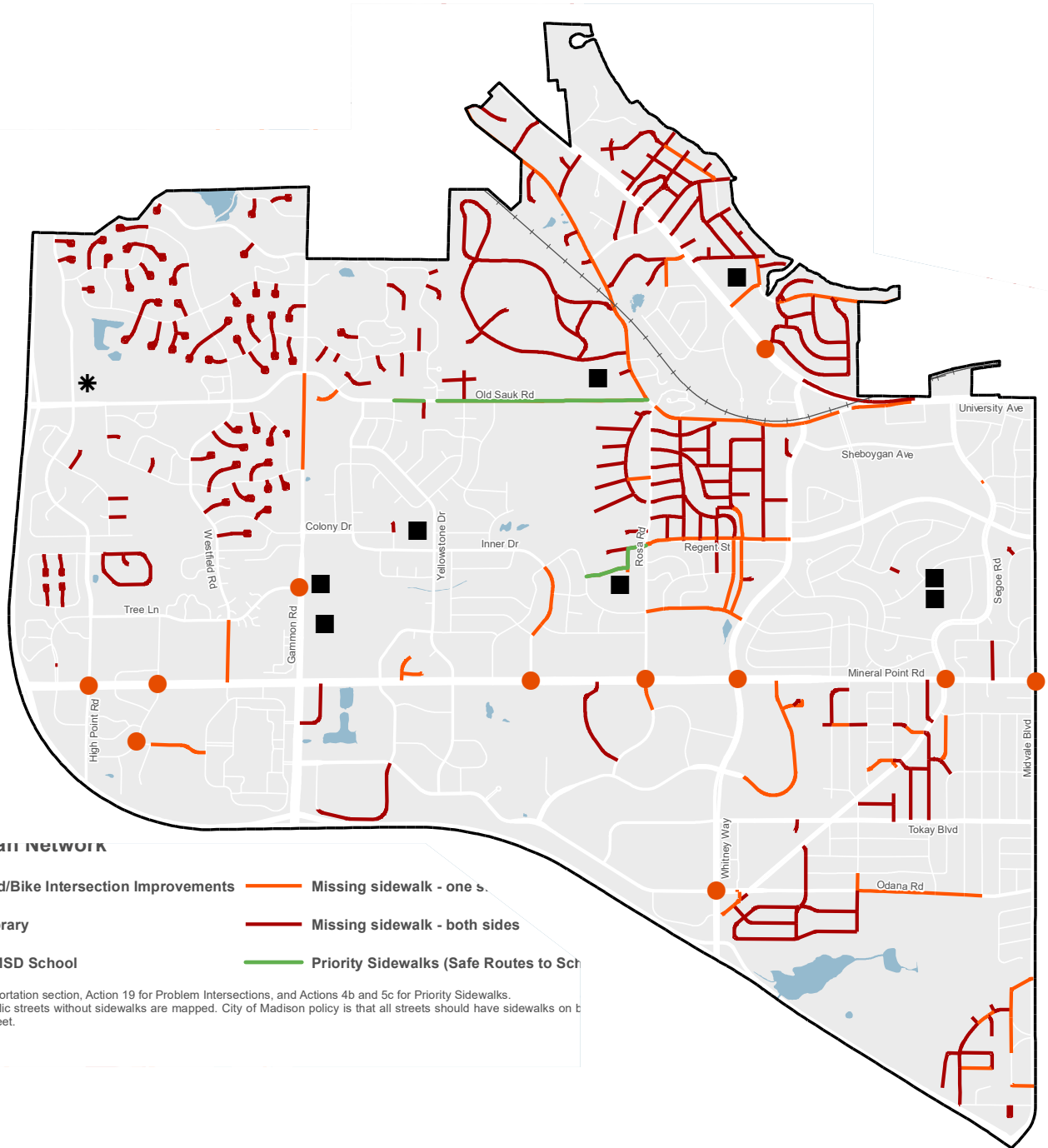
## Bike and Pedestrian Network

About 75% of the West area’s street network includes sidewalks on one or both sides of the street. However, a number of neighborhoods were constructed without sidewalks, including Spring Harbor, Glen Oak Hills, Crestwood, Highlands, Wexford Village, Sauk Creek, and Walnut Grove. It is City policy to add sidewalks as streets are reconstructed, so over time these areas will become safer, more enjoyable places to walk. The City’s [Complete Green Streets Guide](#) will guide reconstruction, including how the space within the right-of-way will be used for the street, terrace, sidewalk or other pedestrian/bicycle infrastructure, in context with the surroundings.

Some major streets in the West Area include bike lanes. While there are several shared-use paths in the West Area, such as the University Avenue Path, Blackhawk Path, Southwest Path, and West Towne Path, portions of the area lack connectivity for bikes, especially north to south. Further, bike lanes on heavily travelled streets and in multi-lane intersections feel unsafe for many bicyclists and the motorists that drive alongside them. There are also large greenspaces, like the Walnut Grove Greenway, Sauk Creek Greenway, and Owen Conservation Park, that limit connectivity as they span multiple blocks and do not include through-paths accessible to people of all ages and abilities.

The City established an initial “All Ages and Abilities Bike Network” map in the Complete Green Streets Guide. The Network identifies streets and paths that are intended to provide a complete network of low-stress bikeways between neighborhoods, key destinations in the city, and to 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. The initial All Ages and Abilities Bike Network map is planned to be updated in the coming years. Information in this Plan on recommended bicycle facilities will inform changes to the All Ages and Abilities map.





**Pedestrian Network**

- Ped/Bike Intersection Improvements
- \* Library
- MMSD School
- Missing sidewalk - one s.
- Missing sidewalk - both sides
- Priority Sidewalks (Safe Routes to School)

See the Transportation section, Action 19 for Problem Intersections, and Actions 4b and 5c for Priority Sidewalks.  
 Note: Only public streets without sidewalks are mapped. City of Madison policy is that all streets should have sidewalks on both sides of the street.

## Other Transportation Initiatives

The High Injury Network Map 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. This includes the street segments shown near Hilldale Shopping Center, Sheboygan Avenue, the commercial area along South Whitney Way between Tokay Boulevard and the West Beltline Highway, Gammon Road near Vel Phillips Memorial High School and Ezekiel Gillespie Middle School, and the Midvale Boulevard/Southwest Path intersection.

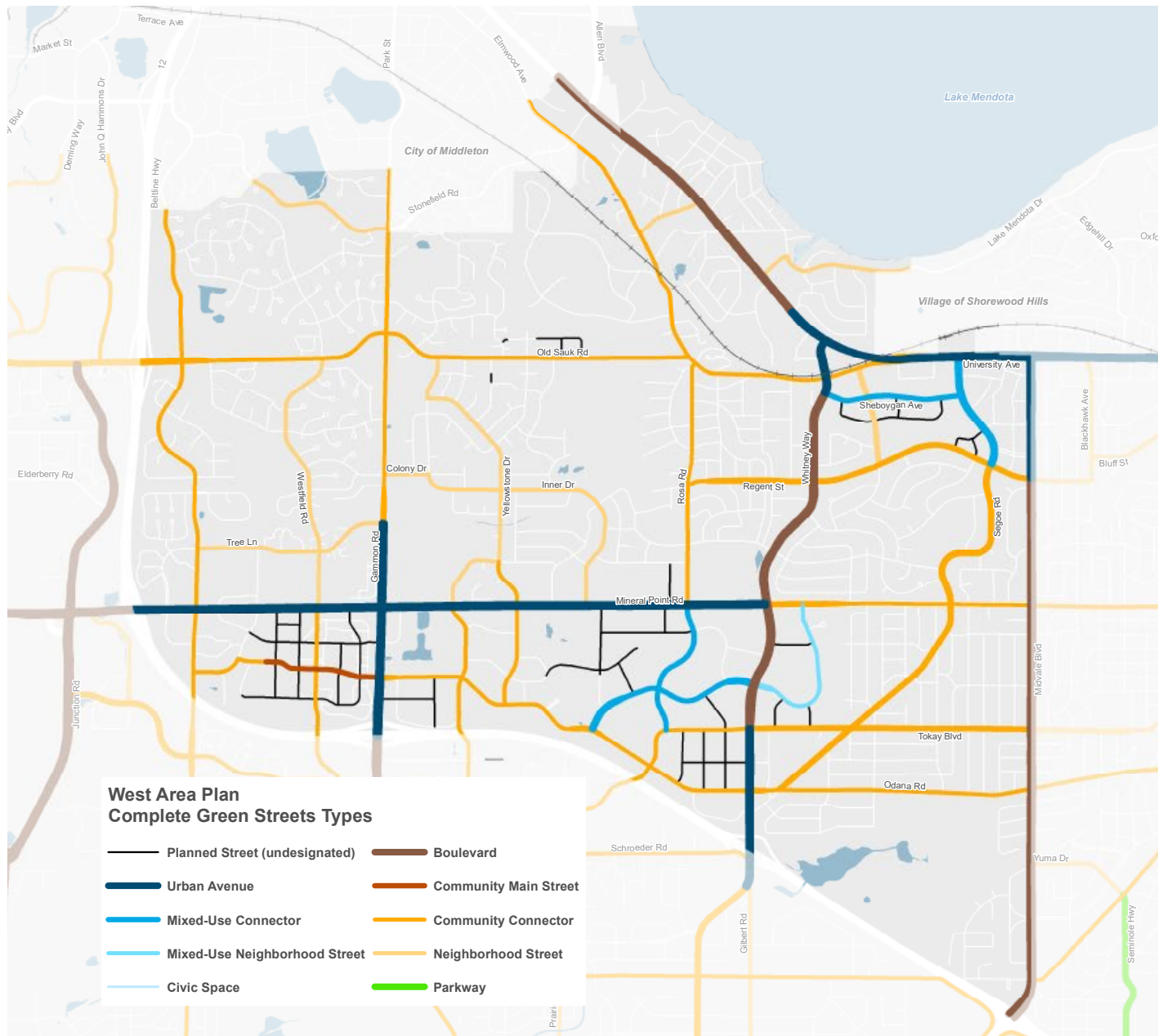
The City’s [Vision Zero campaign](#) and [Safe Streets Madison program](#) focus on eliminating traffic deaths and serious injuries on city streets by improving public infrastructure. The West Area Plan’s transportation actions complement

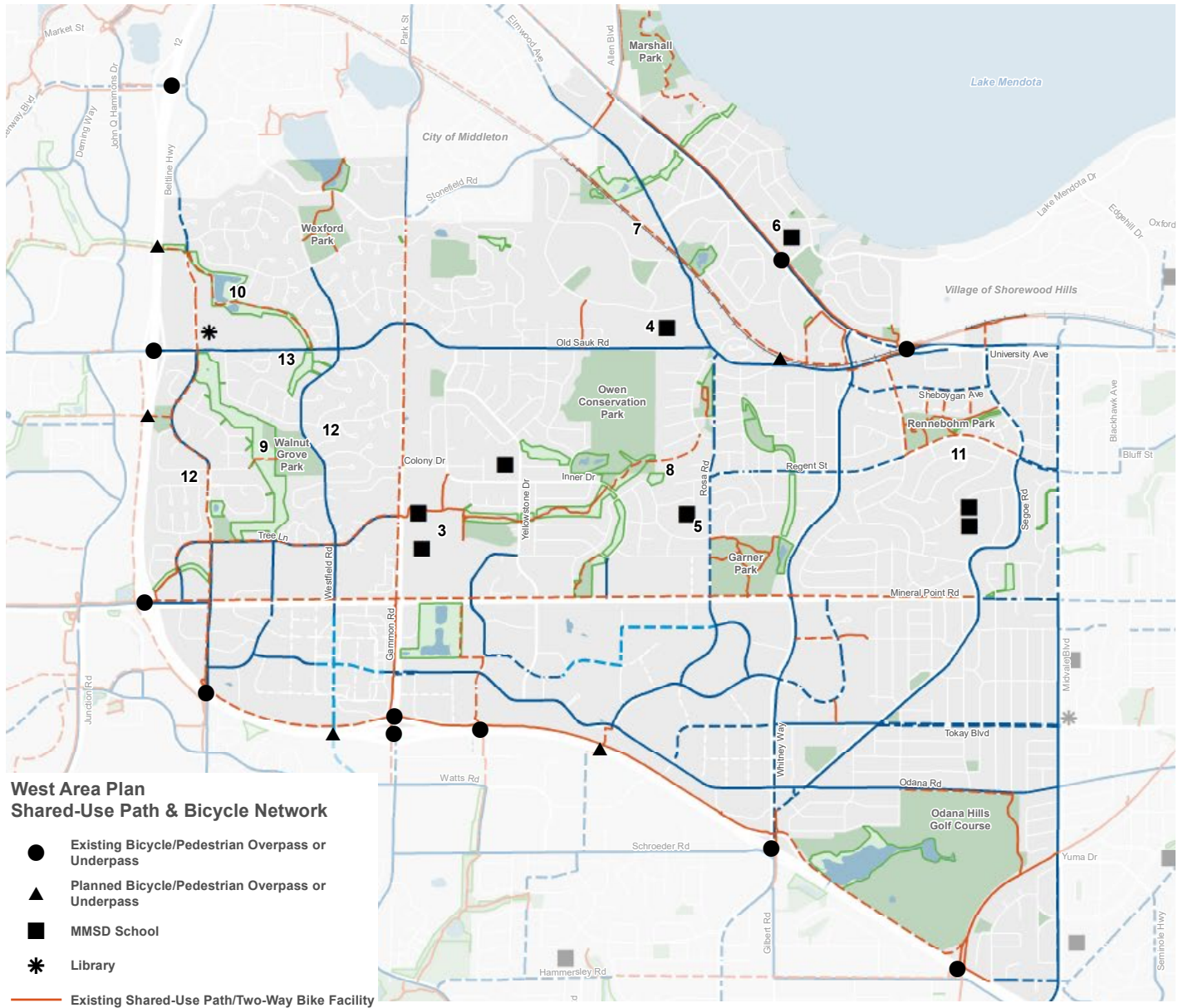


these initiatives. Vision Zero's main goal is eliminating traffic fatalities throughout the city by 2035. This includes redesigning high injury and fatality street segments to slow vehicle speeds and make intersections safer for people walking, biking, and driving. Safe Streets Madison emphasizes traffic safety measures such as speed humps, mini traffic circles, and pedestrian refuge islands. Further initiatives that will be complementary include the upcoming All Ages and Abilities and Pedestrian Network Plans. In all of 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.



**Bike lanes and a pedestrian refuge island on Westfield Road at Colony Drive**





## Actions

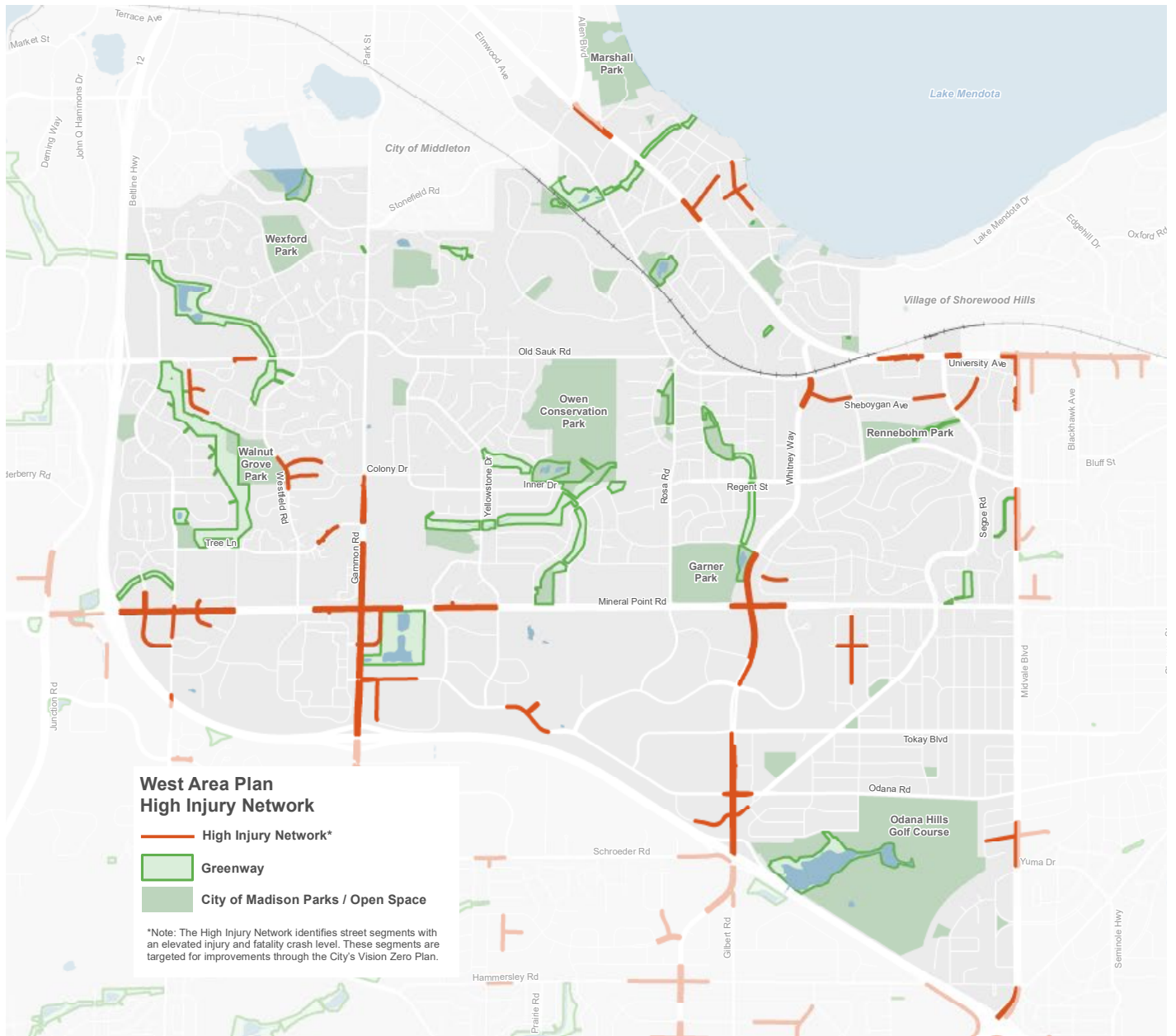
### Pedestrian and Bicycle Network

1. Close gaps in the sidewalk network shown on the Sidewalk Network Map through the Safe Streets Madison Program, as streets are reconstructed, and as priority sidewalk additions can be constructed through state and federal grants (see priority sidewalk actions 4 b. and 5 c. below)
2. Implement the pedestrian and bicycle improvements shown on the Shared-Use Path and Bicycle Network Map. Further description is included below with the actions corresponding to the numbers on the map.
3. Vel Phillips Memorial High School and Ezekiel Gillespie Middle School
  - a. Study the addition of a left turn arrow from northbound N. Gammon Rd. into Tree Ln. to the traffic signal at the Tree-Gammon intersection.
  - b. Add a shared-use path along the east side of N. Gammon Rd. from Mineral Point Rd. to the City of Middleton. Starting at Tree Lane or Colony Drive, narrow Gammon Road to one lane of traffic in each direction with a center turn lane to reduce speeding, increase safety, and allow for construction of the shared-use path.

- c. Consider narrowing travel lanes and other design changes on N. Gammon Rd. between Mineral Point Rd. and Tree Ln. to calm traffic and enhance safe connections to schools.
- d. Coordinate with the Madison Metropolitan School District (MMSD) on an improved east-west shared-use path connection through the high school and middle school property.
- e. Work with the Wisconsin Department of Transportation (WisDOT) to clarify the lane markings and signage at the Beltline Hwy. ramps at Gammon Rd. to improve pedestrian and bicyclist safety and comfort.



**Gammon Road at Sawmill Road and Ponwood Circle**





**Southwest Path at Midvale Boulevard**

- f. When WisDOT pursues replacement of the Beltline Hwy. bridge at S. Gammon Rd., work with them to extend the wide sidewalk/shared-use path under the highway.
  - g. Work with WisDOT to add lighting under the S. Gammon Rd. overpass.
  - h. Improve pedestrian and bike access and safety at the Mineral Point Rd. intersections with S. High Point Rd., S. Gammon Rd., and Grand Canyon Dr.
4. Crestwood Elementary School
    - a. Review MMSD's school travel plan and flow of people walking, biking and driving to the school to improve safety at the school.
    - b. Evaluate options to add or enhance ped/bike facilities on Old Sauk Rd where they are missing, through street reconstruction and the Safe Streets Madison Program.
  5. Stephens Elementary School
    - a. In coordination with MMSD, mark bike lanes on N. Rosa Rd. while adding bump outs for school busses and installing more durable terrace paving for students getting on and off busses.
    - b. Consider adding an alternate student drop-off/pick-up area at the back of the school on Cable Ave.
    - c. Add a priority sidewalk on the remainder of the north side of Cable Ave., the west side of Beach St. and the north and south sides of Anchorage Ave. between Beach St. and Rosa Rd., along with crosswalks at the Cable Ave. and Beach St. intersection, as part of the Safe Streets Madison Program.
  6. Spring Harbor Middle School
    - a. Replace the pedestrian underpass beneath the railroad between Old Middleton Rd. and Craig Ave. and add lighting and a new pathway extending from Craig Ave.
  7. If the rail corridor becomes inactive, work with WisDOT to study the feasibility of converting the corridor to a shared-use path that parallels University Ave., like the Southwest Path.
  8. Construct a shared-use path from Island Dr. through the southeast corner of Owen Conservation Park to Bordner Dr. in coordination with the Crestwood Neighborhood Association.
  9. During the Sauk Creek Greenway Corridor Plan, use detailed engineering data to consider the impacts and benefits of adding an All Ages and Abilities shared-use path to make an east-west connection across the greenway to Walnut Grove Park. Any All Ages and Abilities path should be designed using environmentally sensitive best practices and minimizing impacts to trees and other vegetation, wildlife habitat, and adjacent properties.
  10. When the Wexford Pond Greenway comes up for reconstruction, use environmentally sensitive best practices to design a shared-use path through the greenway. Where possible, the path should follow the existing maintenance path to provide continued access for greenway management, and it should provide a safe, accessible, and enjoyable route for bicyclists, pedestrians, people in wheelchairs, and other users, while minimizing impacts to wildlife habitat, vegetation, trees and adjacent properties.

11. Convert existing five-foot wide sidewalks to 10' wide shared-use paths along Regent St. from N. Segoe Rd. to Eau Claire Ave. and along Eau Claire Ave. from Old Middleton Rd. to Regent St. while maintaining or widening existing terraces and minimizing tree impacts. This would facilitate bicycle connections without removing on-street parking that is needed to serve Rennebohm Park. Shared-use path implementation should occur in concert with additional dedication of parkland for Rennebohm Park.

12. Reduce on-street parking on High Point Rd. and Westfield Rd. between Old Sauk Rd. and Mineral Point Rd. to allow for construction of all ages and abilities bike facilities.

13. Extend the one lane in each direction configuration of Old Sauk Road from Westfield Road to High Point Road while adding a center turn lane and buffering the existing bicycle lanes.

14. Integrate pedestrian and bicycle infrastructure like benches, pedestrian-oriented lighting, and bike racks into terrace areas adjacent to high-traffic pedestrian and bicycle routes, especially in and around the “Commercial Core” areas shown on the GFLU Map.

15. Integrate facilities like bike racks, bike lockers and BCycle stations in street reconstruction and development projects along BRT corridors and at BRT stations.

16. Implement bicycle wayfinding.

17. Work with the City of Middleton to:

- a. Extend a shared-use path from Camelot Drive through Marshall Park to connect with Middleton Beach Road. Note: the line shown on the Shared-Use Path & Bicycle Network map represents the connection but may not be the final route.
- b. Ensure cross-border bicycle connectivity as both communities continue to improve bicycle facilities, including lanes on John Q. Hammons Dr., paths or lanes on N. High Point Rd., and a possible path along N. Gammon Rd.

18. Work with WisDOT to improve pedestrian and bicycle connectivity across the Beltline by:

- a. Integrating new Beltline crossings shown on the Shared-Use Path and Bicycle Network Map into any future Beltline construction/reconstruction to enhance connectivity for pedestrians and bicyclists.
- b. Improving conditions for transit, bicyclists, and pedestrians at Beltline interchanges.
- c. Improving conditions of the Beltline Hwy. underpass at Struck St. and making needed improvements for safety and comfort of pedestrians and bicyclists such as upgrades to pavement, drainage, and lighting.

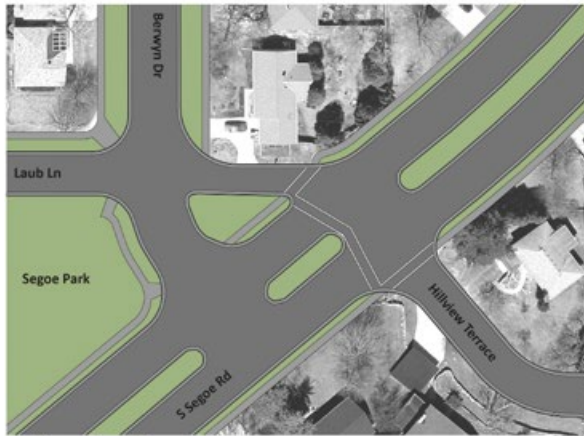
19. Improve pedestrian and bicyclist safety at the major intersections identified on the Pedestrian Network map.



**Old Sauk Road at Farmington Way**

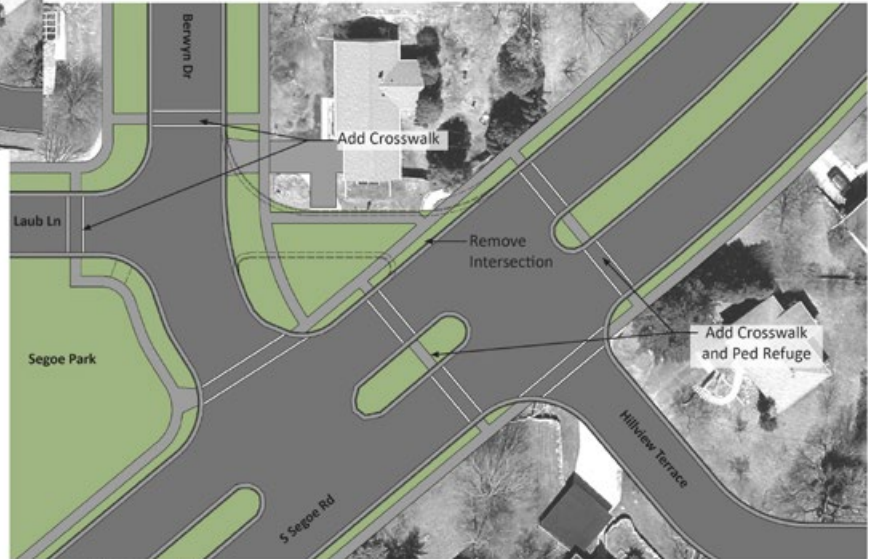


**The Struck Street underpass of the Beltline is an important connection for pedestrians and bicyclists, but is in need of upgrades.**



Existing Conditions

20. Improve pedestrian safety along Segoe Rd. by removing Laub Ln. from Berwyn Dr. to S. Segoe Rd. (see diagram below) and by reducing pedestrian exposure and crossing distance with bump-outs, pedestrian refuge islands, and continental crosswalk markings, especially where Segoe Rd. crosses Wedgewood-Manor Cross, Tokay Blvd., and Tocora-Hilltop.



Proposed Intersection Improvements

### Road Connectivity and Traffic Circulation

21. Update the Complete Green Streets Guide to reflect the Complete Green Streets Types Map in this Plan.
22. Preserve the opportunity to connect Middleton St. in the future.
23. Improve road connectivity with the following street segment changes (also see the Planned Streets Map):
  - a. Study the transformation of St. Dunstan's Dr. to a two-way street from Allen Blvd. to Old Middleton Rd. if the St. Dunstan's Episcopal Church site is proposed for redevelopment.
  - b. Connect Yosemite Place to Yosemite Trail to improve connectivity south of Old Sauk Rd.
  - c. Contingent on redevelopment proposed in the area, extend Appalachian Way to the east, then south to connect to Old Sauk Rd. Add a new north-south street alongside the Cooper Lane Bike Path to connect with Appalachian Way extended.
  - d. If properties north of Rennebohm Park redevelop, reserve property to create a narrow, pedestrian- and bicyclist friendly street to the north of the park to break up a large block, provide the framework to orient buildings toward the public park, and create alternate access to the properties fronting Sheboygan Ave. The street should have the minimum allowable speed limit and be designed to minimize non-local through traffic.



## Partnerships




### A. Work with WisDOT to:

- i. Add new Beltline crossings shown on the Planned Streets Map and the Shared-Use Path to enhance connectivity for cars, pedestrians, bicyclists, and transit, shorten trips, and provide alternative north-south routes to Beltline interchanges at S. Gammon Rd. and S. Whitney Way.
- ii. Contribute Beltline planning to ensure that City interests are represented as part of WisDOT processes.

B. Explore public-private partnerships with area commercial property owners to create a Park and Ride system that makes better use of underutilized parking lots on the weekdays.

C. Work with the Madison Metropolitan School District to increase lighting along the north-south shared-use path that runs along the east side of the Ezekial Gillespie Middle School property and connects to Inner Dr.

D. Work with the MMSD and school principals 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. Strategies may include signage, increasing crosswalk visibility, modifying traffic patterns, increasing nearby sidewalk connectivity, and implementing safe All Ages and Abilities bicycle connections.

-  Planned Street (conceptual location; if properties redevelop)
-  Potential Park Expansion (conceptual location; if properties redevelop)
-  Planned Shared-Use Path (conceptual location; if properties redevelop)

# Neighborhoods and Housing

## 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.

This Plan seeks to strengthen neighborhoods in the West Area and provide opportunities for new housing as the Area continues to evolve. Madison’s strong 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 115,000 new residents between 2020 and 2050 – or about 3,800 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 West Area provides an opportunity to build a significant amount of new housing in close proximity to jobs, shopping, services and transit. There is also an opportunity to diversify the West Area’s housing stock, which includes an abundance of areas comprised solely or almost entirely of single-family homes. Additionally, large parts of the West Area are low-density commercial land uses. Much of the redevelopment in the West Area will occur on these auto-oriented commercial sites and underutilized parking areas, which does not displace current residents.

As current residents age, young residents move to Madison in large numbers (an increase of approximately 14,000 more 20- to 40-year-olds in the past ten years), and racial and ethnic diversity increases, it is important to have housing options to accommodate all stages of life and living arrangements. 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.

### % of housing by construction date

	West Area	City of Madison
Since 2000	11.5%	25.2%
1980–1999	29.8%	22.3%
1960–1979	39.8%	24.8%
1940–1959	15.3%	13.8%
Before 1940	3.6%	13.9%



**The Monticello Apartments on Sheboygan Avenue**

the City’s primary tools for impacting affordable rental housing development. The AHF-TC 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 like housing cooperatives. New lower cost or

## Affordability

The City’s most effective way to increase the supply of new income- and rent-restricted affordable rental housing is through the financial assistance programs offered by the Community and Economic Development Divisions (CDD and EDD). The Affordable Housing Fund-Tax Credit (AHF-TC) and Tax Increment Financing (TIF) Programs are



subsidized housing should be in areas that already have a high level of resources and amenities, including transit. Areas along University Avenue, Sheboygan Avenue, Whitney Way, and Mineral Point Road are particularly well-positioned for this type of development. However, it is often more cost-efficient to preserve existing naturally affordable older housing stock than to build new low-cost housing. While naturally-occurring affordability necessarily requires a “hands-off” stance from the City, maintenance is obviously required and it 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 include affordable housing.

## Mix of Housing Types

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 Low-Medium Residential areas are primarily intended to accommodate Missing Middle. Missing Middle housing types can also be added to Medium Residential areas and in Low Residential areas located near activity centers or along transit corridors.

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 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, however, provide further housing choice to residents.

## Complete Neighborhoods

Awareness and access to existing community programs and services, especially for youth and seniors, is important for neighborhood health. Several community facilities provide services along the southern portion of the area such as Madison School and Community Recreation (MSCR) - Odana, Madinah Community Center, and Huckleberry and Persimmon. Except for the Alicia Ashman Library and Lussier Community Education Center, there are large geographic areas without support in the rest of the West Area. Residents of the area desire more community facilities where people can obtain 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 West Area has a strong network of schools, with four public elementary schools (and portions of six attendance areas), two middle schools, and one high school in the Madison Metropolitan School District.

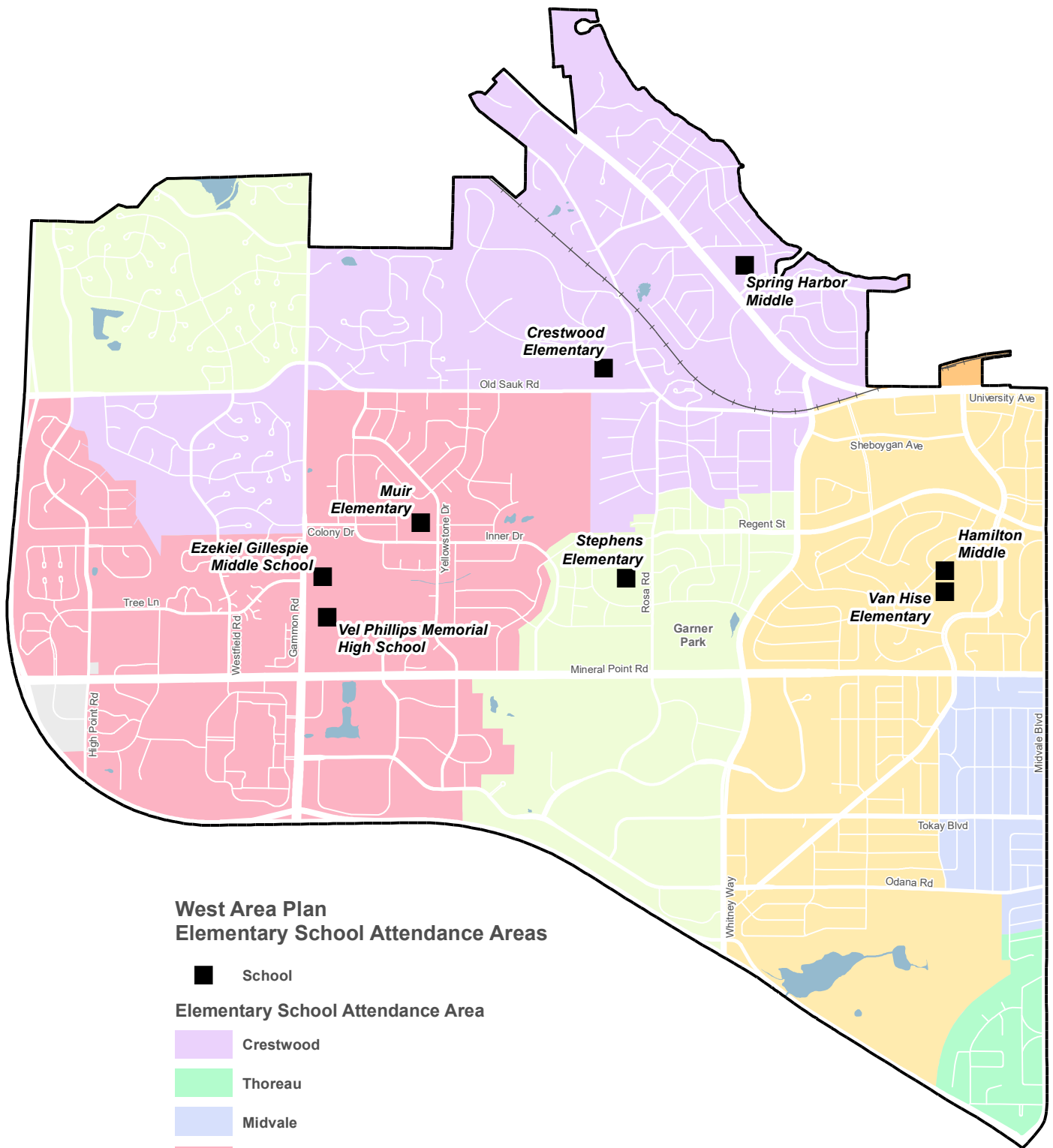
Finally, access to healthy food is another important consideration in healthy neighborhoods. Four full-service grocery stores are located within the West Area, with several more just outside the planning boundary. There are also several smaller convenience stores and ethnic grocers in and around the Area. Seasonal farmers markets occur at University Research Park and Hilldale Mall.

**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 & 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.



**West Area Plan  
Elementary School Attendance Areas**

■ School

**Elementary School Attendance Area**

- Crestwood
- Thoreau
- Midvale
- Muir
- Shorewood
- Stephens
- Van Hise

Note: Grey shaded area to the southwest of Mineral Point Road and High Point Road is in the Middleton-Cross Plains Area School District.

## Actions

1. Work with developers to encourage a wider mix of apartment unit sizes, including smaller units for younger and older households, as well as units large enough to support larger families (three or more bedrooms) in proximity to schools.
2. Encourage and incentivize development of smaller-scale “Missing Middle” housing types in Low-Medium Residential (LMR) areas on the GFLU Map, especially in areas near schools, parks, and transit service, through zoning ordinance changes.
3. For new housing partially funded by the City (through land banking, the Affordable Housing Fund, TIF) work with partners to distribute housing at costs affordable to a variety of households throughout the area, with a focus on areas along the BRT corridor.
4. Development along the Beltline Highway should include a variety of noise mitigation improvements. Limit or entirely restrict City financial support for affordable housing in these locations, unless significant noise mitigation measures are included.
5. Increase access to information regarding First Time Home Buyer Assistance programs for rental and utility payment support, the City’s property tax assistance program for seniors, and the City’s low-cost mortgage and rehabilitation loans, and historic preservation tax credit programs for existing residents and those looking to move to the West Area.
6. If the large residential parcels on Sheboygan Avenue or bordering Rennebohm Park redevelop, new residential development should connect to the park and surrounding amenities and include community spaces serving residents.

## Partnerships

- A. Increase awareness and access to existing community programs and services, especially for youth and seniors, and explore expanding them in such locations as the community rooms of new housing developments, Lussier Community Education Center, and through co-location of community-based organizations.

## What We Heard

1. The need for housing from public feedback and recommendations from underlying plans generally fell into the following five categories of desired housing types:
  - a. Affordable housing, including affordable homeownership opportunities.
  - b. A variety of tenancy structures in addition to just fee-simple ownership and rental.
  - c. A wider mix of unit sizes, including those large enough to support families with children.
  - d. Housing for all stages of life.
  - e. Smaller-scale multi-family buildings, including building types commonly referred to as the Missing Middle.
2. The desire for more/expanded community facilities such as community centers, libraries, and daycare opportunities.
3. Appreciation of quiet neighborhoods/streets that are still close to shops and restaurants.

# 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 West Area plays an outsized employment role within the city and region. Of the Area's approximately 30,000 residents, approximately 15,000 are in the workforce. The Area hosted approximately 23,600 jobs in 2020, up by more than 3,000 over the previous decade (Census On The Map 2021). Job sectors where the Area has a higher proportion than the City as a whole include retail trade, finance and insurance, and professional/scientific/technical services. The area has fewer than its fair share of jobs in the educational services sector. Employees working in the West Area generally reflect citywide ratios as far as educational attainment, race, and ethnicity.

Major employment nodes include the approximately 4,200 jobs within University Research Park, which is a hub for biotechnology companies in Wisconsin. Many Research Park jobs are high-paying. The West Area includes two of the region's most successful retail areas: West Towne Mall and Hilldale Mall, both of which attract shoppers from around southcentral Wisconsin. There are numerous health care clinics, along with a concentration of dentistry practices at Old Sauk and Gammon Roads. Financial services, led by TruStage (formerly CUNA) along Mineral Point Road, are a significant employer as well. The State

of Wisconsin continues to consolidate multiple state agencies into the new Hill Farms State Office Building, including WisDOT's headquarters. Additionally, the State of Wisconsin Investment Board has moved from downtown to a new office building in the Hilldale area.

## Office Development

The COVID-19 pandemic significantly increased remote work, generally reducing office occupancy. This shift has heavily affected older office

space. Older ("Class C") office space in the Yellowstone-Grand Canyon Drive area is receiving increased interest from developers looking to bring multifamily housing and mixed-use development to an area that, until recently, has not had any residences west of Yellowstone Drive. Other areas with small, relatively old office buildings, like Midvale Boulevard south of Hilldale and the Odana Road-Medical Circle area, are also seeing redevelopment interest.

Pre- and post-COVID 19, the West Area has experienced a relatively strong market for new office space, led by the Hill Farms State Office Building, along with new lab space constructed by University Research Park and Exact Sciences' new headquarters in University Research Park. Navitus Health Solutions also anchors a large office building at the corner of Gammon and Mineral Point Roads that was completed in 2018.



**TruStage recently invested in a new training building along Mineral Point Road, but the company's overall employment in the area is decreasing, resulting in demolition of one of their office buildings.**



**The State of Wisconsin Investment Board moved from its downtown office to a new location within the Madison Yards development close to Hilldale Mall.**

While TruStage has been a long-time employment anchor in the area and completed a major new training center in 2022, it has been reducing its workforce. It has demolished a major office building at the corner of Rosa and Mineral Point Roads.

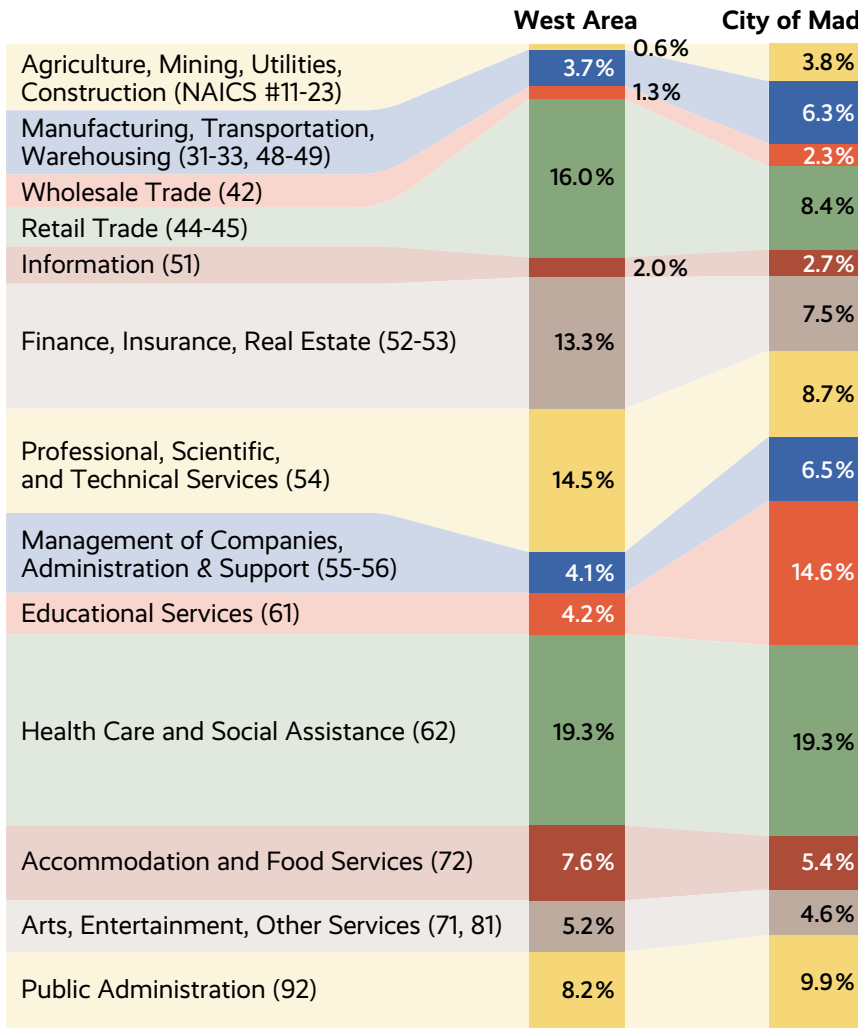
## Service and Retail Sector

The changing retail landscape, which was accelerated by COVID, is impacting the West Towne area more significantly than the Hilldale area, with small strip malls along the Odana Road corridor attracting developer interest for multifamily residential and mixed-use projects. A long-term trend of big box retail being adaptively reused for entertainment, fitness, and services started pre-COVID with Dave and Busters taking over a portion of a former Sears store and Urban Air Adventure Park taking over a

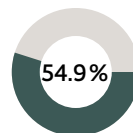
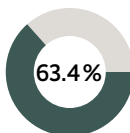


A former drive-through bank on Odana Road was redeveloped into the Urbana mixed-use project.

### Jobs within area, by major sector



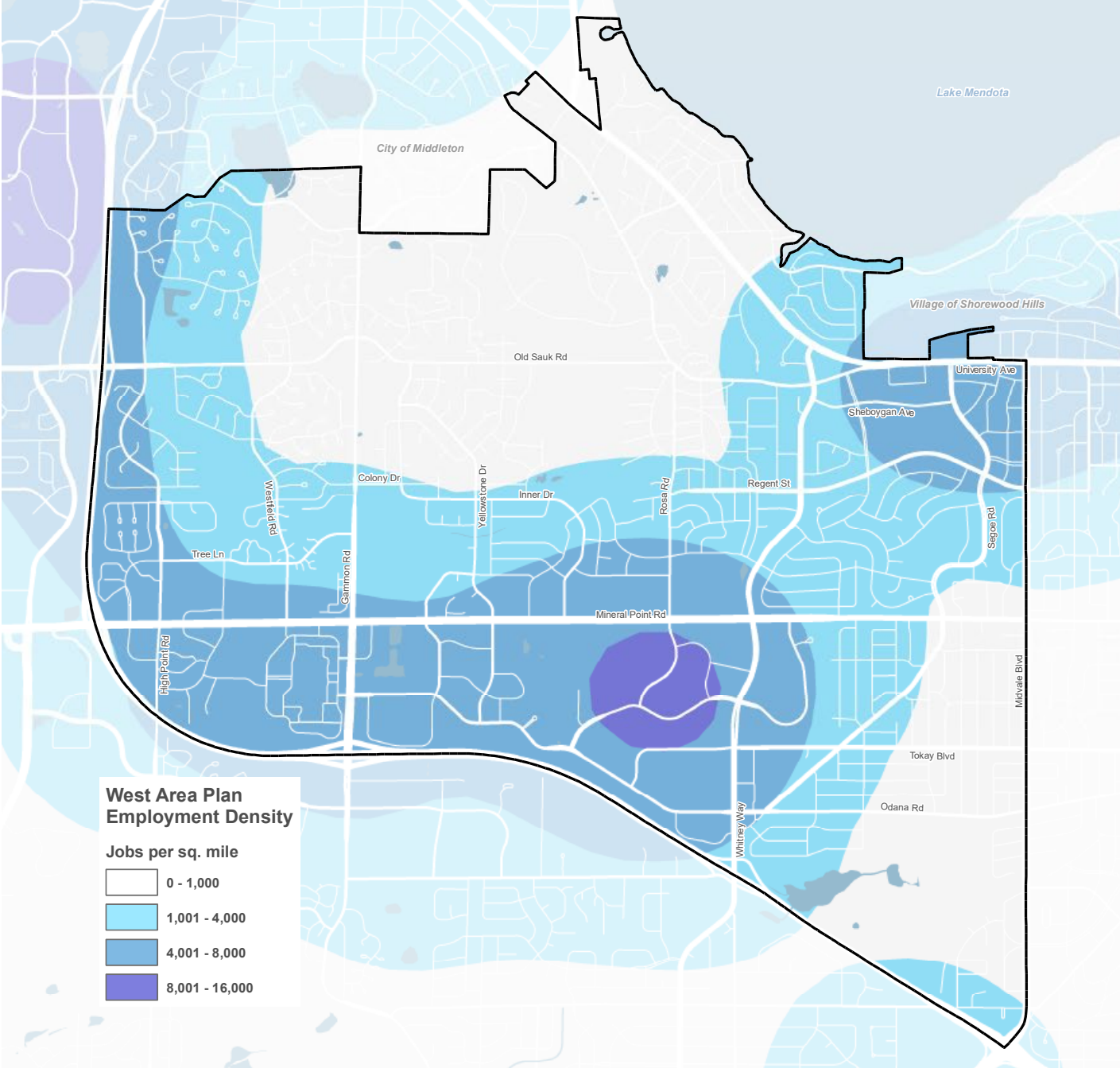
% with 4+ years of college



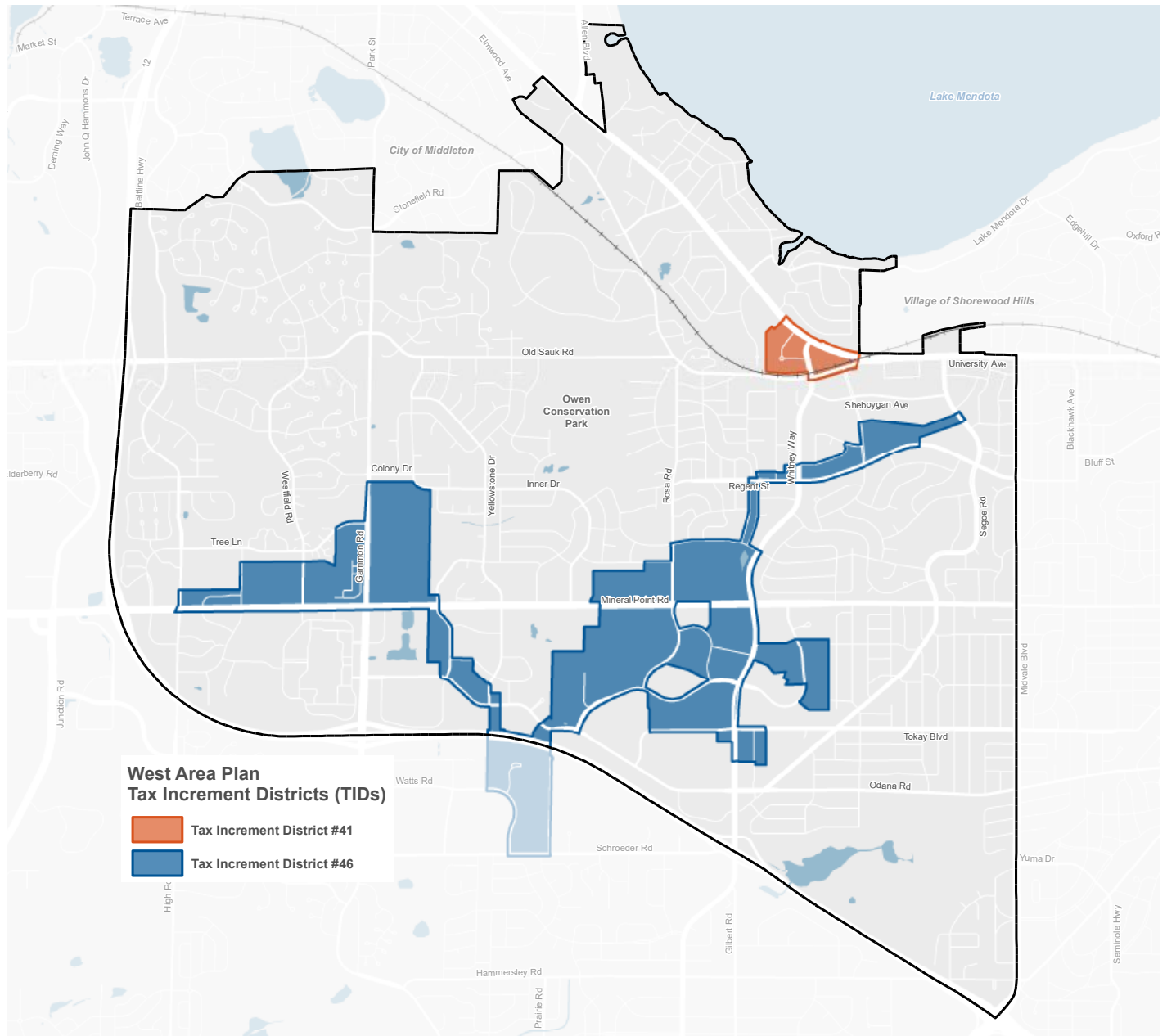


**Two small office buildings along Midvale Boulevard were demolished to construct the Manchester on Midvale apartment building.**

former Toys R Us store. The trend is continuing in the West Towne area, with Crunch Fitness moving into a former Shopko and MSCR filling a high-turnover space along the Beltline. T.J. Maxx moving across Whitney Way opened the former Westgate Mall property for redevelopment with almost 500 units of multifamily housing. Similar consolidation elsewhere in the West Area can both help fill vacant retail space and open land to address the city's ongoing need for housing. While these changes all illustrate the evolving retail landscape, they also demonstrate the overall adaptability, health, and desirability of the West Area, as many vacant or underutilized spaces are adaptively reused or redeveloped relatively quickly.



The restaurant sector is generally strong within the West Area, with a concentration of franchise locations in and around West Towne Mall. Local restaurants are more common to the east, along Odana Road and Whitney Way. Hilldale Mall hosts a mixture of local restaurants and higher-end national chains.



## Actions

1. Analyse land banking within the concentration of commercial development south of Mineral Point Road as a potential method for reusing existing buildings for affordable local business space (potentially as part of an incubator) and for redeveloping surplus surface parking into affordable housing.
2. Monitor the performance of TIDs #41 and #46 to determine whether amendments are financially feasible to fund affordable housing, non-assessable infrastructure (bicycle network improvements, pedestrian safety improvements, new streets, stormwater management improvements, etc.),

## What We Heard

1. Maintain some affordable space for small businesses as it changes and grows through increased redevelopment.
2. Add to business diversity in areas currently lacking in services and restaurants through implementing additional mixed-use development.
3. Finding staff can be a challenge in some sectors, with the lack of affordable housing a contributing factor.
4. The area has easy access to downtown and is convenient to shopping, dining, and many employment areas.
5. An appreciation of the current small businesses in the area and a desire for more local businesses, especially within walking distance of residents.

creation of a business incubator, land banking, small business assistance, and other economic development initiatives in and around these TIDs.

3. As part of TID #41 and #46 evaluation, determine whether a commercial rent assistance or guarantee program to assist small and emerging businesses is financially feasible, particularly to allow BIPOC-owned businesses afford space in areas where rent increases may occur. Gap assistance could be used to help businesses displaced by redevelopment afford ground-floor space in new mixed-use buildings.
4. Form a staff team to review the possibility of a new TID in the West Towne area/Mineral Point Road corridor to support redevelopment, stormwater management improvements, and other non-assessable infrastructure that is consistent with City plans.
5. Increase affordable childcare options, taking advantage of existing commercial spaces where non-profit childcare providers could locate, ideally along transit corridors and close to employment areas.

## Partnerships

- A. Explore the development of a business incubator, with lower cost space, shared resources and expertise needed to help grow local businesses.
  - i. Partner with business, economic development, and community organizations, such as Latino, Black, Hmong, and Madison Chambers of Commerce, Wisconsin Women Business Initiative Corporation, and established incubators, to ensure an incubator meets the needs of BIPOC-owned businesses and fosters opportunities for long-term success.
  - ii. Consider integrating an incubator with land banking, using renovated commercial space to grow local businesses and retain affordable options.
  - iii. Incorporate networking, mentorship, and collaboration opportunities as part of business incubator planning.
  - iv. Integrate youth mentorship/training into incubator space, potentially in partnership with nearby Vel Phillips Memorial High School.
  - v. Explore creating a program similar to the Public Market's "Market Ready" as part of incubator planning to help new businesses and small businesses prepare for incubator occupancy.
  - vi. Work with local commercial brokers and property owners to connect small businesses to available space as they "graduate" from an incubator.
- B. As business areas transition to a more connected, pedestrian-friendly environment, assist the creation of a neighborhood business association or BID (business improvement district) to maintain amenities and facilitate events.
- C. Continue building relationships with and supporting economic development partners, especially those with ties to historically underrepresented communities. For example, the Madison Black Chamber of Commerce, Latino Chamber of Commerce of Dane County, and the Hmong Wisconsin Chamber of Commerce have vibrant memberships, and the City should collaborate with them, and other similar business and economic development groups, to help them grow opportunities for entrepreneurs to locate in the West Area.



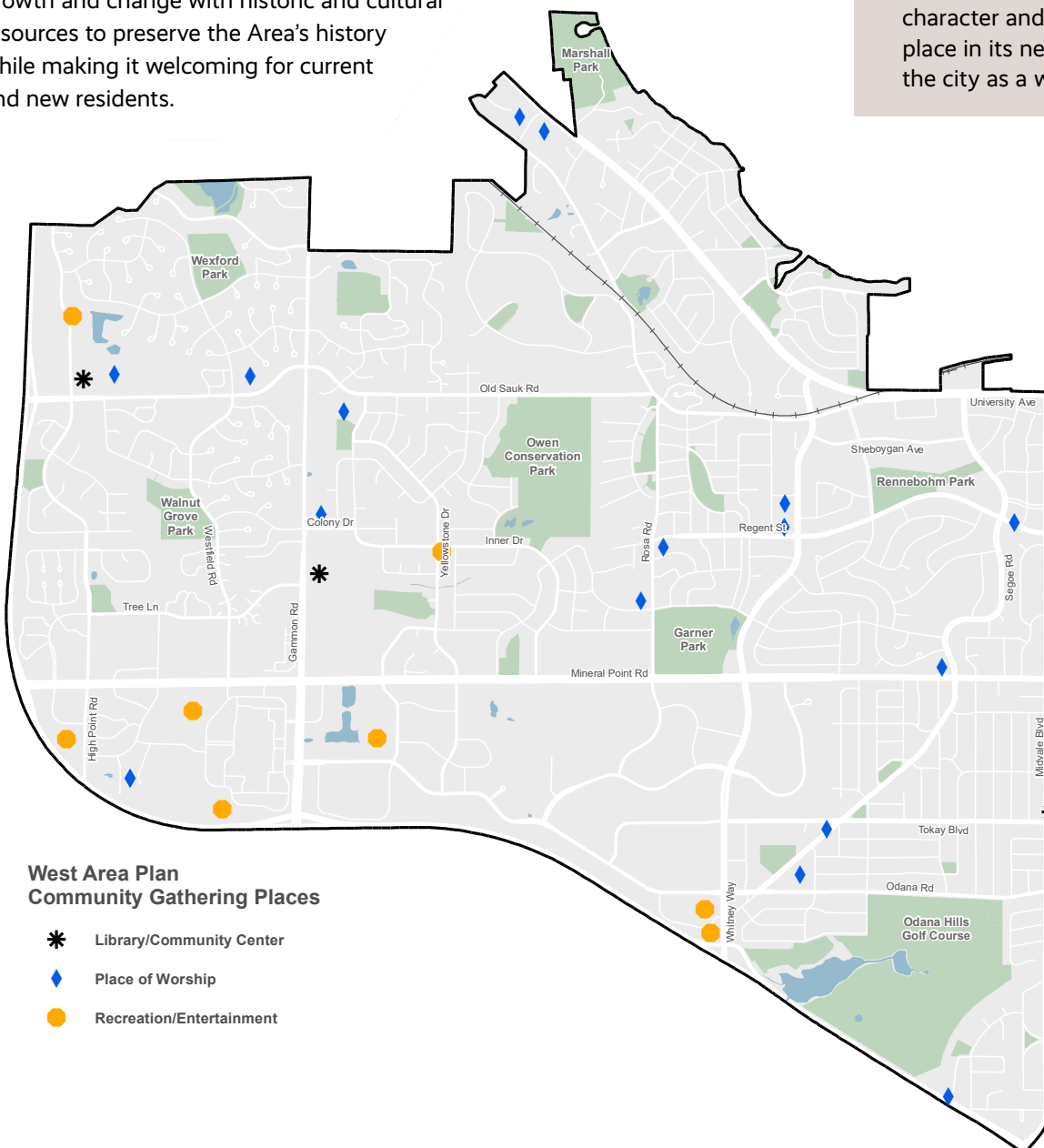
# Culture and Character

The [Comprehensive Plan](#) encourages vibrant and inviting places, preserving historic and special places, creating safe and affirming community spaces, public art, and providing opportunities to learn, create, collaborate, and enjoy the arts. This Plan seeks to lend further detail to those goals and strategies, realizing that neighborhoods across Madison vary not only by size, but also through their culture and character. The character of the area can be found in the activities at parks, community gardens, architecture of the built environment, pools, the work of community-based organizations, and other aspects of what makes a neighborhood a neighborhood. Building on and maintaining a sense of place reflective of businesses, history, and connection between residents and their community creates strong and resilient communities. This Plan looks to balance growth and change with historic and cultural resources to preserve the Area's history while making it welcoming for current and new residents.

## 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.



The cultural assets of the Area significantly contribute to neighborhoods – these assets can come in the form of religious institutions, neighborhood institutions, schools, businesses, and other gathering places, both public and private. Preschool of the Arts, Madison Ballet, and the Camera Company are just some examples of the cultural assets in the planning area. Parks often-times host cultural events as well. For example, the Capitol City Band holds an annual summer concert series in the Rennebohm Park shelter that brings together residents of different cultures and ages, and Garner Park hosts the annual Opera in the Park event. More community events could be undertaken by establishing Neighborhood Improvement Districts to fund physical and placemaking activities within the area.



**The vacant former Copps grocery store is in Urban Design District 3.**



**Madison Yards is within Urban Design District 6.**

## Urban Design Districts

Urban design is also an important contributor to culture and character. The city's Urban Design Districts contribute to the aesthetics of the built environment in addition to some aspects of urban design regulated in the zoning code. The city's Urban Design Districts generally ensure development contributes to creating a high quality, well-designed built environment within certain areas of the city. There are eight Urban Design Districts that are primarily located along the city's major transportation corridors. Each Urban Design District (UDD) is unique

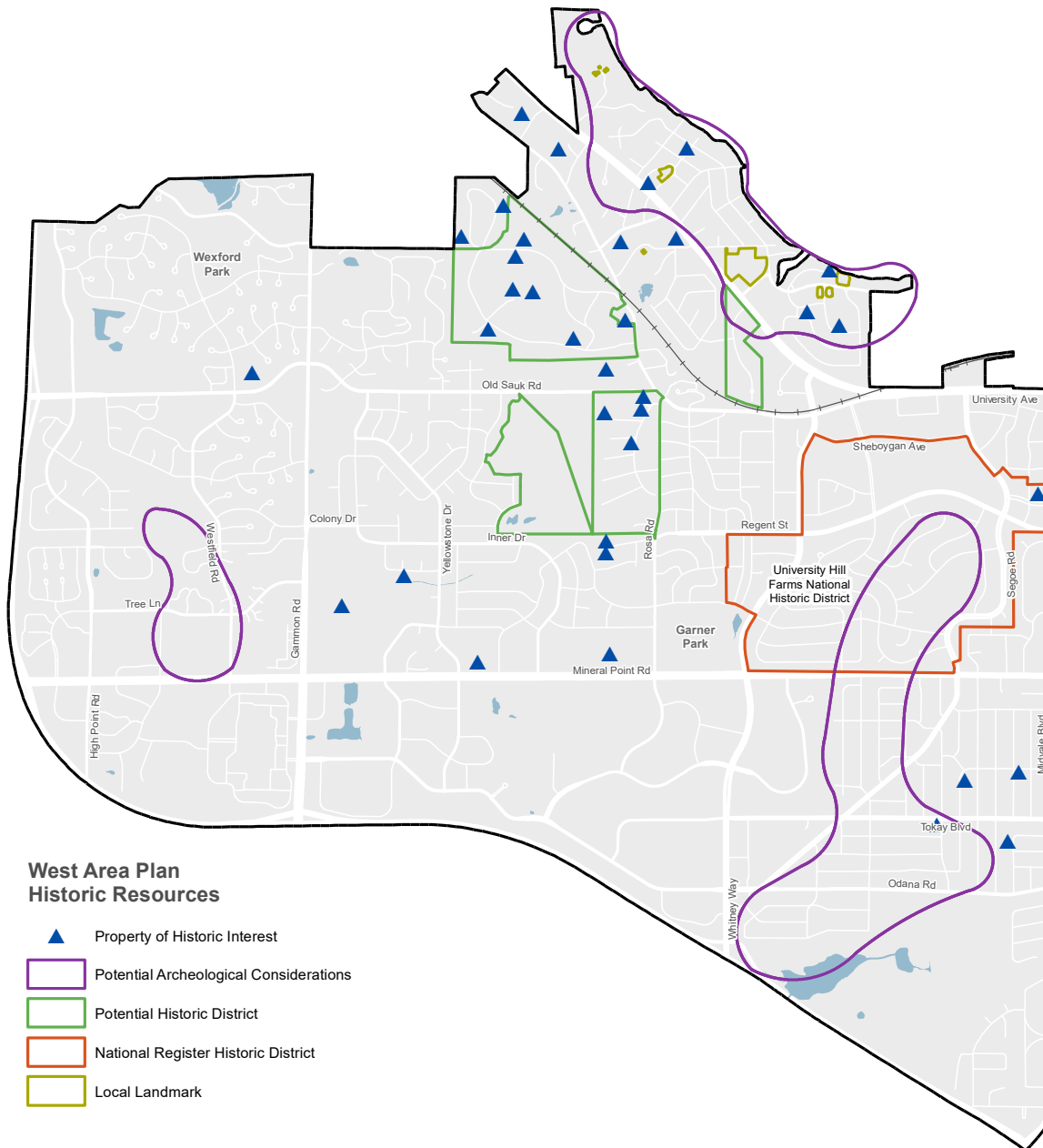
and establishes requirements and guidelines for new development, buildings, remodeling, or additions to existing buildings. Some districts are more prescriptive than others. While the requirements and guidelines are different in each district, generally they address building design (height, setbacks, and stepbacks), design and quality of exterior materials and architectural detailing, lighting, signage, the design of private open space, landscaping, and screening.

There are two UDDs in the West Area: UDD 3 and UDD 6. UDD 3 is southwest of the Tokay Boulevard and Whitney Way intersection and is characterized by commercial and employment development. UDD 6 is located along University Avenue from Middleton to University Bay Drive and is characterized by a wide variety of older strip commercial and newer mixed-use development, with some single-family residential included in the boundary in the western half of the district. This plan outlines actions related to the review/re-evaluation of UDD 3 and UDD 6 boundaries and the guidelines and requirements enumerated in the districts. While outlined in this plan UDD-related actions are intended to be part of a separate, citywide UDD review process.

## Historic Resources

The West Area encompasses many sites and resources rich in history and culture. Residents expressed appreciation of these sites, the history of the West Area, scenic views from local vantage points, and the desire for more public art and art opportunities. There are several designated City of Madison landmarks or properties listed in the National Register of Historic Places as shown on the Historic Resources Map. Additionally, this Plan lists properties of potential architectural or historic significance and outlines the process if a property owner wishes to pursue designation (see the Historic Resources Review in the Appendix for further details). There are also archaeological sites in the West

Area, several of which are human burial sites. 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. Properties listed in the National Register are potentially eligible for preservation tax credits for work on buildings, and burial sites are eligible for a property tax exemption. As part of this planning process, staff conducted a viewshed analysis of vantage points of the Capitol from publicly accessible locations within the Area. However, views from the Area were limited by existing development, street alignments, tree canopy, and topography.



**West Area Plan  
Historic Resources**

- ▲ Property of Historic Interest
- Potential Archeological Considerations
- Potential Historic District
- National Register Historic District
- Local Landmark

## What We Heard

1. Preserve the history and character of neighborhoods while looking to the future.
2. Residents like and want to see more cultural diversity within the community.
3. More inclusive community events, spaces, and resources.
4. Expand arts infrastructure, opportunities, and spaces on the westside.
5. Integrate more public art throughout the area.
6. Preserve viewsheds of greenspaces, lakes, and the Capitol.

## Actions

1. Review UDD 3 (MGO section 33.24(10)) to determine whether it should be revised or repealed. Many requirements for UDD 3 development are adequately addressed by the current zoning code, which was adopted approximately 25 years after UDD 3. Other ordinance language governing UDD 3, such as the Statement of Purpose that says the requirements were established, in part, to “assure that future development will complement the existing development in the district,” contradict the actions in this Plan, which expressly seeks to transition the area away from its current auto-oriented form.
2. Changes to UDD 6 (MGO section 33.02(13)) should be analyzed as part of a larger citywide UDD review to:
  - a. Revise the boundaries to not include single-family development within the district boundary and add existing multifamily development to the south of Sheboygan Avenue and existing commercial development between Hilldale Mall, Midvale Blvd., Regent St., and Sheboygan Ave. to the district boundary.
  - b. Align regulations with the TOD overlay zoning district.
  - c. Explore whether UDD 6 should be split into subareas to account for the widely varied characteristics and surroundings along the three-plus mile long corridor.
  - d. Consider establishing minimum and maximum building heights in some or all of UDD 6 (note there is already a two-story minimum height in the portions of the UDD that are within the TOD overlay zoning district).
  - e. Integrate design standards into the “Building Design” requirements to ensure buildings fronting shared-use paths address the path with architectural elements and building access at the same design level as the front of the building.
  - f. Add additional building and site design elements to the “Building Design” requirements to require ground floor residential units facing public right-of-way have individual unit entrances from the sidewalk.
  - g. Add an element to the “Building Design” guidelines to provide direct pedestrian connection(s) from buildings to adjacent public parks and/or shared-use paths.
3. Integrate public art into upcoming public construction projects, including Sidewalk Poetry, Utility Box Art Wraps, and public art at BRT stations, along gateway corridors, and along bike paths. For large-scale construction projects, explore hosting workshops with the community to identify locations for public art.
4. Implement the “Art Through City Building” concepts as described in the [City’s Public Art Framework](#), [Cultural Plan](#), and other adopted policies to make the West Area more welcoming to people of every race, ethnicity, gender, age, and ability.

## Partnerships

- A. Work with the property owners and managers of the apartments on Sheboygan Avenue to identify opportunities to partner on placemaking opportunities to enliven the area and engage the community.
- B. Work with neighborhoods eligible for creation of a local historic district and/or a national register historic district to establish district(s). National Register or local historic district nominations should be initiated by the neighborhood, with technical assistance provided by the City. Note that National

Register districts allow residents to apply for tax credits, whereas local historic districts establish design requirements that shape future reinvestment and development in these neighborhoods (see the Historic Resources Review in the Appendix for more information).

- C. The property at 6405 Mineral Point Road hosts the historic Otto & Louisa Toepfer Farm house, which is now part of Otto's Restaurant & Bar. Should changes or development be proposed for this site, the property owner is encouraged to adaptively reuse the historic building.
- D. Encourage the creation of neighborhood-oriented events in underserved areas, such as block parties, food cart nights, or summer concert series, to bring residents together more frequently. Such events should focus promotion on underserved communities.
- E. Work with area property owners and nonprofits to add space for artist(s)-in-residence, affordable artist studios, exhibitions, performances, and rehearsals.
- F. Work with University Research Park and UW-Madison Arts staff to explore possibilities for locating arts space within or close to the Research Park. Space could take the form of studios, partnerships with businesses, an artist residency, or other formats.

## Design Guidelines

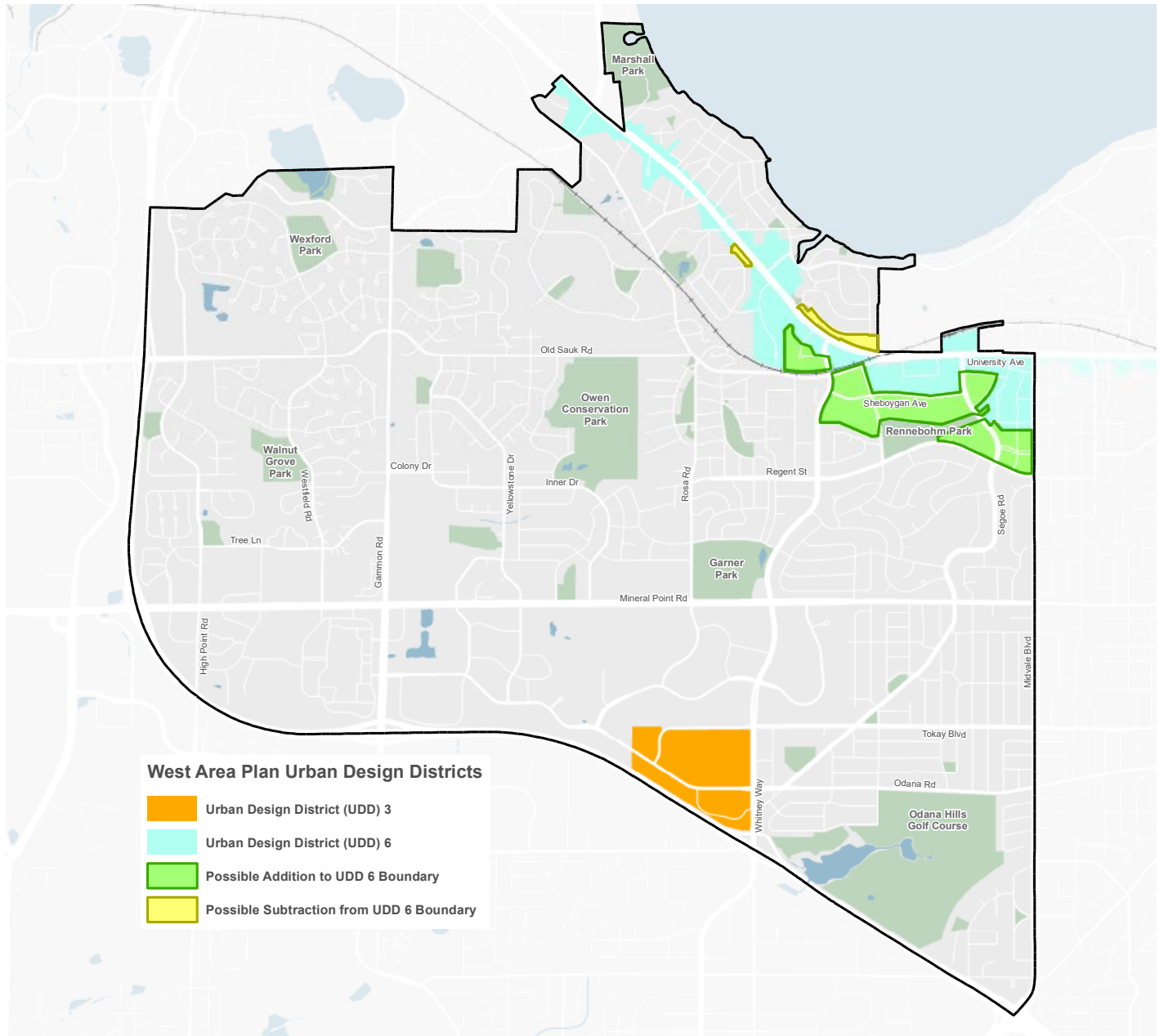
The West Area contains several prominent retail and employment destinations, like the West Towne Mall area, Hilldale area, and University Research Park, along with major multifamily developments, like Sheboygan Avenue. Throughout the Area redevelopment and development within mixed-use, employment, medium residential, and high residential land uses on the GFLU Map should reference the following design guidelines to create an engaging public realm with development that is more transit, pedestrian, and bicycle friendly than the traditional suburban style of development prevalent along some corridors within the Area.

### Building Height, Stepbacks, and Setbacks

- 1. Buildings fronting "Commercial Core" areas, as shown on the GFLU Map, should be set back the minimum distance required by zoning to create a consistent, engaging, and walkable street frontage.
- 2. Buildings not fronting Commercial Core areas should generally be minimally set back to maintain walkability and create easy pedestrian connections to the street and nearby transit. Substantial variations in setbacks between adjoining parcels should be avoided.
- 3. Buildings over five floors set back less than 10 feet should step back a minimum of 15 feet from the minimum setback line above the fifth floor along rights-of-way that are under 110' wide (for reference, Mineral Point Road and Whitney Way are over 110' wide, while Odana Road and Old Sauk Road are less than 110' wide).

### Building Materials and Articulation

- 4. Material changes should not be made within the same plane without a programmatic change or a minimum notable relief.
- 5. Buildings should be designed so that uses, entrances, and design elements provide amenities to enhance the visual and pedestrian character of the street.
- 6. Blank building walls that lack architectural detail, variety, and windows along street-facing facades should be avoided.



7. Modulation to create porches, balconies, roof terraces, entrances, and other active uses are encouraged for residential units/buildings.
8. Porches and balconies should be well integrated within the design and provide usable open space for residential tenants.

### Site Layout & Building Orientation

9. New buildings should be oriented on sites to maximize pedestrian, transit, and bicyclist use while shielding parking from the public realm.
10. All ground floor commercial uses shall have usable entrances facing a public street that are open to the public during businesses' regular hours.
11. Where possible, parking should be placed under buildings (below grade), in parking structures, or behind buildings. Parking should be shielded from streets by landscaping, walls, or fences, and should not be placed between a building and the street. Above-ground structured parking should be shielded from public streets by liner buildings.

12. All ground floor residential units facing a street shall have their own street entrance with a front porch/stoop.
13. Building entrances should be designed as the focal points of the front facade, and should utilize overhangs, porches, stoops or other elements to add a pedestrian rhythm to the street façade.
14. “Commercial Core” areas on the GFLU Map should have active ground floor commercial uses (retail, restaurant, service, or office uses) and are encouraged to have outdoor patios, dining, awnings, and display windows.
15. Where possible, locate the tallest mass of a building to minimize shading of the sidewalk/street (However, other guidelines should not be compromised to meet this element).

## 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.

The West Area’s variety of parks and greenspace provide residents excellent opportunities to participate in a wide range of active and passive outdoor activities, from basketball to birdwatching. Several parks in the area attract residents from around the city and the region, like Odana Hills Golf Course, Owen Conservation Park, and Garner Park, with its Opera in the Park event.

This chapter also covers elements of a green and resilient city aside from parks, such as tree canopy cover 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 on elements specific to the West Area.

## Parks and Greenways

Overall, the Area has an excellent system of parks, with a total of 540 acres in 36 parks. There is approximately 18 acres of parkland per 1,000 residents. 78% of households are within a quarter mile of a park. However, there is an area south of Mineral Point Road lacking park access that is emerging as a new neighborhood with residential units replacing former retail and office development.

This area around Grand Canyon Drive and Yellowstone Drive requires new park space to serve the growing number of residents that do not have access to nearby park space.

## Types of Parks

A **mini park** is a small park (generally < 5 acres) with limited recreational activities 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.

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 the growing population of the area and the changing preferences of residents. For example, the City’s first dedicated pickleball courts were added to Garner Park in 2016 to meet the exploding popularity of the sport, and a playground in Rennebohm Park was replaced with an inclusive playground in 2023. Community park amenities like those found in Garner and Rennebohm parks can attract residents from across the West Side. While mini and neighborhood parks tend to focus on serving the immediately surrounding neighborhoods, they can also sometimes feature unique recreational opportunities which can draw from a large area. Investments and changing amenities will be guided by Parks Development Plans (PDPs) for mini and neighborhood parks and master plans for community parks. The Parks Division completed West Area PDPs for all mini and neighborhood parks alongside the West Area Plan, and master plans for community parks are expected to follow over the next decade.

The West Area has about 207 acres of greenways that are maintained by the Engineering Division for stormwater

Type of Park	# of Parks	Acres in West Area
Mini Parks	14	28
Neighborhood Parks	8	65
Community Parks	5	140
Conservation Parks	3	118
Golf Course (Odana Hills)	1	171
Open Space/Not Classified	4	18
<b>Total</b>	<b>36</b>	<b>540</b>



management. In some limited cases parks and greenways overlap. While the main purpose of greenways are for stormwater management, they also provide significant wildlife habitat and tree canopy in some locations. Engineering has recently completed a series of watershed studies that cover the West Area to help prioritize greenway and stormwater management projects to address runoff from more intense storms due to climate change.

## Trees and Canopy Coverage

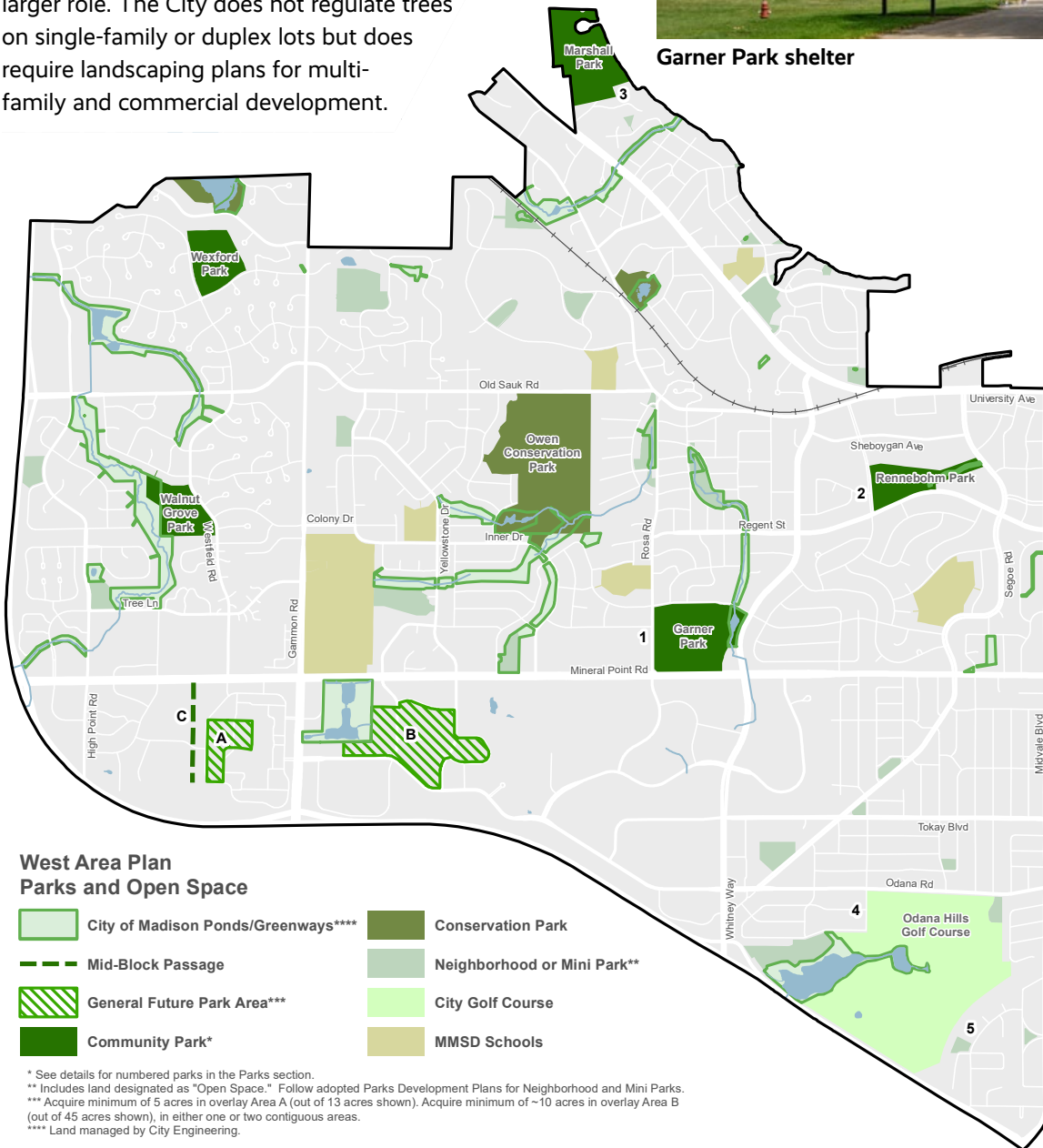
Overall, the Area has about 31% canopy coverage, with most coverage to the north of Mineral Point Road and east of University Research Park. West Area parks and greenways – especially conservation parks like Owen – play a strong role in the area’s tree canopy, but ultimately City terrace trees and canopy 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.



Rennebohm Park playground



Garner Park shelter



Current landscaping requirements for commercial development are more stringent than when most of the West 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. This will break up large blocks and expanses of surface parking.



Capital Avenue street end at Lake Mendota

## Stormwater Management and Flood Reduction

Trees, parking, and greenspace all have an impact on stormwater management, which continues to be a concern within the Area. The City's stormwater management ordinance was revised in 2020 to require better stormwater management on redeveloping properties. Still, the Area contains some of the more challenging watersheds in the city for stormwater management, such as a portion of the Willow Creek watershed, which drains stormwater from a low point at University Avenue and Midvale Boulevard that would not drain if not for two large storm sewer pipes, one of which was completed in 2023. While significant upgrades in stormwater management have been made, more investment in the system is needed.

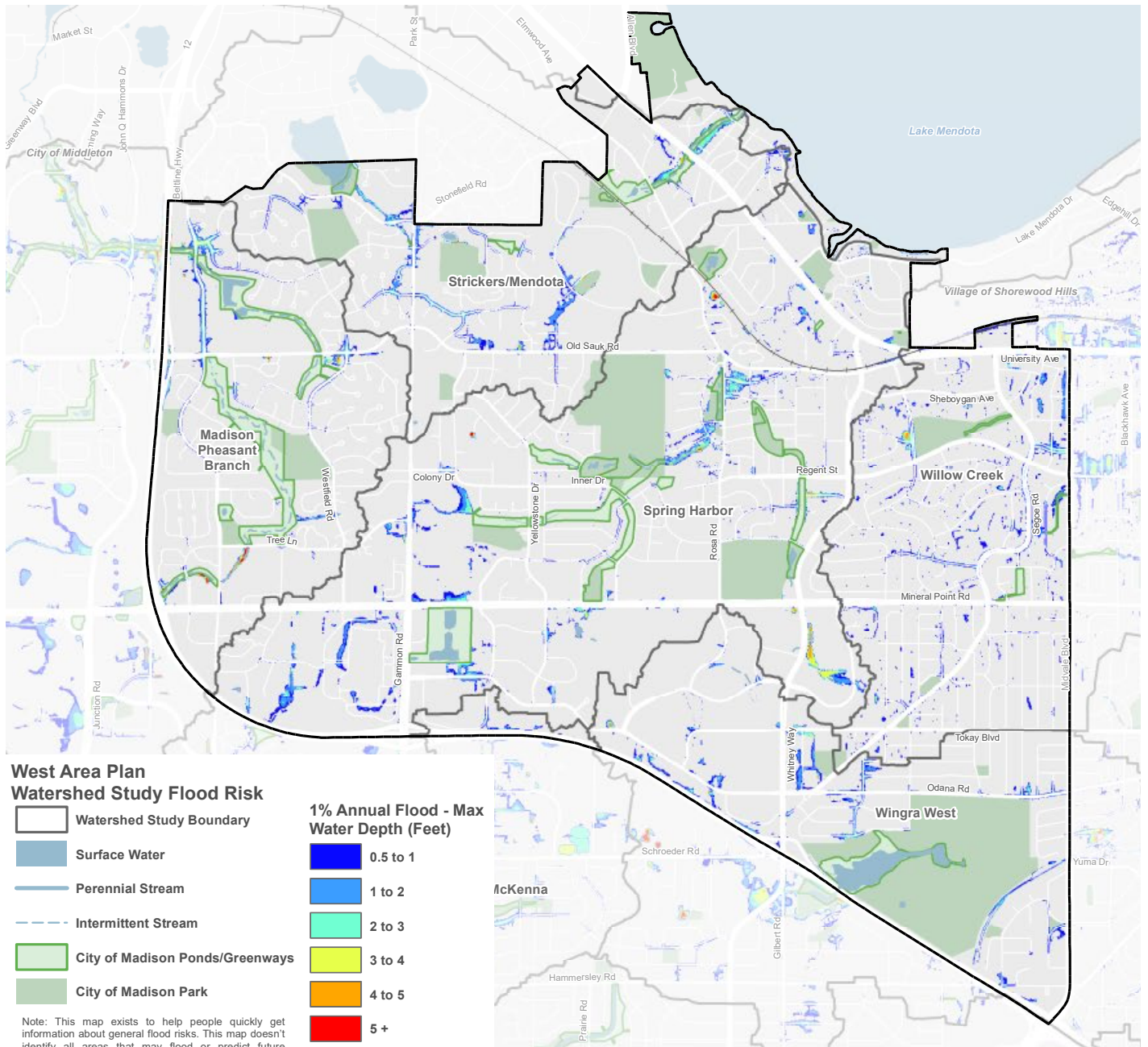
The watershed studies completed in the Area and across the city will help prioritize the most effective solutions for the City to implement in greenways and for storm sewers. With so much of the area developed as single-family housing, homeowners can also help improve water quality and decrease flooding in small events by implementing green infrastructure projects like rain gardens.

## Water Quality

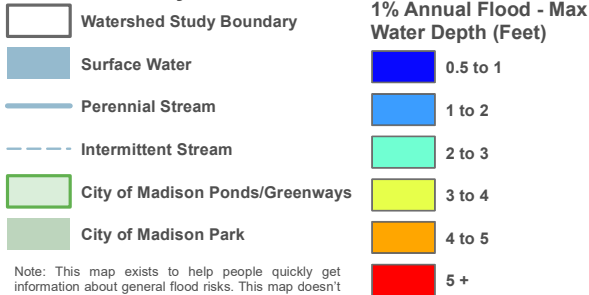
The City's 2020 update to its stormwater management ordinance, combined with recommendations to improve stormwater management in completed watershed plans, will help improve surface water quality. Compared to older parts of the city and areas with more of an industrial history, the West Area has relatively few sources of groundwater contamination, according to the Wisconsin Department of Natural Resources' Remediation and Redevelopment Database. The highest number of cases are associated with gas station and auto repair businesses that have been remediated and closed. An ongoing groundwater quality challenge is the chloride contamination from road salt that is impacting Well 14, along University Avenue. The Water Utility has modified the well to draw more water from the lower aquifer to reduce chloride. Additionally, the Streets Division has reduced winter salt use citywide. Annual use has dropped from the 12,000-16,000 ton range prior to the winter of 2014-15 to a 6,000-10,000 ton range since that time. While the reduction will help water quality in the long term, groundwater can see delayed results from changes to street salt use. If chloride concentration in Well 14 does not drop, a new well may need to be considered. The Water Utility currently owns land close to the Whitney Way-Mineral Point Road intersection that could be used to address the issue.

# Urban Agriculture

The Area is largely developed. The largest undeveloped property is along Mineral Point Road between University Research Park and Oakwood Village. It is privately owned by TruStage, and is likely to be developed in the future. Overall, the Area lacks a substantial amount of space for urban agriculture. However, opportunities exist for smaller-scale community gardens on private land, such as the gardens at Madison Christian Community along Old Sauk Road, and through community group partnerships with the the City's Parks Division, as is in place for the community gardens at Rennebohm Park. Community gardens are allowed under the parks and recreation zoning district and all commercial, mixed-use, residential, and employment zoning districts.



## West Area Plan Watershed Study Flood Risk



Note: This map exists to help people quickly get information about general flood risks. This map doesn't identify all areas that may flood or predict future flooding. Do not use this map to make official flood risk determinations for insurance, lending, or other purposes. This is not an official FEMA federal Flood Insurance Rate Map or the state or local equivalent. The City of Madison assumes no liability for any errors, omissions, or inaccuracies. The City also assumes no liability for any decisions or actions a user might take based on this map.

## What We Heard

1. Appreciation for the variety of parks, natural areas, greenways, and other greenspaces throughout the area, and the trails, recreational activities, and wildlife within those spaces.
2. A strong tree canopy on private lots and public greenspaces, with a desire to retain and/or improve canopy coverage, especially south of Mineral Point Road.
3. A mix of desires for adding more biking/mountain biking facilities in parks and greenspaces vs. a desire to keep those spaces bike-free.
4. A desire for more facilities like drinking fountains and restrooms in parks and different/additional recreational facilities/amenities like more pickleball courts.
5. A general goal to “sustain and maintain” current parks while also looking for opportunities to add more park space as additional housing is constructed.
6. The importance of proper stormwater management, reducing pesticide use, and reducing salt use to maintain or improve water quality.

## Actions

### Parks

1. Garner Park:
  - a. Explore additional trails in Garner Park as part of any future improvements for the park.
2. Rennebohm Park:
  - a. Require dedication of additional parkland as part of any redevelopment of land adjoining the park that increases the number of residential dwelling units.
  - b. Consider the following elements as part of future upgrades to the park: addition of a water play feature, improvements to the shelter, additional seating near the shelter/tennis courts/paths, and path lighting.
  - c. Provide pedestrian and bicycle access to the park from Sheboygan Avenue, potentially as part of additional north-south and east-west streets (see planned future streets in the Land Use and Transportation chapter).
3. Marshall Park: Increase access to the park from the south by constructing a pedestrian/bicycle connection to the park from Lake Mendota Drive/Camelot Drive. Note: the line shown on the Shared-Use Path & Bicycle Network map represents the connection but may not be the final route.
4. Implement changes in Odana Hills Golf Course and adjacent park land to:
  - a. Reinvest in the Course in a manner that is aligned with the Task Force on Municipal Golf’s recommendations to provide a sustainable, high-quality 18-hole course that is environmentally and financially sustainable and inclusive of year-round diverse golf park programming.
  - b. Work to integrate stormwater management into the Course to protect neighboring properties, enhance the natural environment, and build off of volunteer-driven efforts to promote a more sustainable landscape.
  - c. Replace the existing clubhouse with a year-round, fully accessible facility that serves a broader public purpose beyond golf.
  - d. Take a holistic approach to managing Odana Hills Park (west), Odana Hills Park (east), and Odana Hills Golf Course to expand the variety of recreational opportunities available throughout the combined properties.
5. Zook Park: Increase connectivity between the park, surrounding neighborhood, and the Southwest Commuter Path via a paved path.
6. Initiate Park Master Plans within the next 10 years for community parks in the planning area (Garner, Marshall, Rennebohm, Walnut Grove, Wexford).
7. Implement [adopted Park Development Plans](#) for neighborhood and mini parks over the next 15 years.
8. Improve public lake access at lake access courts and parks north of Lake Mendota Drive.
  - a. Construct an ADA-compliant accessible path at the most appropriate location to increase inclusive lake access.
  - b. Add signage (in addition to the existing standard green street signs) to indicate public lake access.
  - c. Work with the Ho-Chunk Nation to place educational plaques at courts and/or along Lake Mendota Drive to describe and illustrate the history of the Ho-Chunk Nation in the area.
9. Create a small neighborhood park with a variety of outdoor recreation opportunities south and west of University Avenue and west of Spring Harbor

Drive to serve this part of the West Area, which is underserved by existing parks.

10. Look for opportunities to install recreational biking facilities in the Area, such as skill tracks, pump tracks, and single track biking facilities, in alignment with Madison Bicycle Adventure Trail (MadBAT) goals.
11. Create three new parks that are a minimum of five acres each to serve future residents in redeveloping commercial areas. The General Future Park Area overlay shown on the map designates the general area within which a smaller portion of the land will be sited for a park or open space in the future. The large general overlay is necessary because at this point it is not known where the park and open space will be sited.
  - a. One park should be as centrally located as possible amongst any future redevelopment of West Towne Mall and the big box stores to the west of the mall. While the block containing the Von Maur site would be ideal if the mall were redeveloped all at once, Von Maur is the most recent investment in the area and therefore likely to remain over the mid- or long-term. Alternative locations are shown within the overall western “general future park area” labeled as “A” on the Parks and Open Space Map. This park may need to be two smaller parcels connected by a green corridor.
  - b. An urban feel, like Lisa Link Peace Park or McPike Park, should be considered for the western park (A on the map), due to its location amidst more intensive planned mixed-use development and the possibility of serving residents, patrons of nearby businesses, and visitors to the area. A design that can accommodate special events and programming, such as farmers’ markets, festivals, and concerts is encouraged.
  - c. Two other parks should be created between the stormwater ponds and Oakwood Village. See the eastern green hatched area labeled as “B” on the Parks and Open Space Map for the generally acceptable location for these parks. The Parks Division may opt to proceed with one larger park, if that is found to be preferable based on property availability.
  - d. Park space should be acquired through purchase of property and through parkland dedication which is required of new residential development. Parkland dedication may be required of projects when they are proposed adjacent to dedicated parkland in either area A or area B on the map.
  - e. The eastern park(s) (B on the map) may be developed with a focus on serving the local neighborhood and would ideally include park space adjacent to the major stormwater facility south of Mineral Point Road and west of Gammon Place.
  - f. Future designs and amenities for new park land will be determined via park development planning processes undertaken by the Parks Division. Such a planning process will proactively engage a diverse group of residents, including students from nearby Ezekiel Gillespie and Vel Phillips Memorial schools. The park planning process will consider amenities and park names that are welcoming to BIPOC residents.



**Marshall Park**



**Garner Park Pickleball courts**

## Trees and Canopy Coverage

12. Enhance the tree canopy on public right-of-way. The biggest opportunity for increasing street tree canopy on existing streets is within University Research Park.
13. As recommended in the Complete Green Streets Guide, terrace widths on new streets planned for the area should be wide enough to accommodate healthy canopy trees and/ or bioswales, typically requiring a minimum of 10 feet. Expansion of existing substandard terraces (generally less than eight feet) should be accommodated through additional dedication of right-of-way whenever possible.
14. Work with Oakwood Village to explore the prospects of an official, publicly accessible “green corridor” connecting Nautilus Point Park through the Oakwood campus to planned City park space in the Grand Canyon Dr. – Yellowstone Dr. area and to the stormwater ponds to the west.
15. Evaluate stormwater utility parcels for plantings and ecological restoration consistent with the Stormwater Utility Vegetation Management Plan once adopted.

## Stormwater Management and Flood Reduction

16. Implement recommendations included in the City’s watershed studies to reduce flooding and create a more resilient stormwater management system. Pursue federal funding for stormwater management improvements in watersheds that face the most severe challenges, such as Willow Creek.
17. Focus City funding for public and private green infrastructure projects on watersheds that face the most severe challenges, such as Willow Creek and Spring Harbor, or in areas near the lakeshores or have concerns with water quality. Pair funding with increased publicity efforts surrounding City initiatives to boost green infrastructure on private property.
18. Implement innovative stormwater management techniques as part of future right-of-way design for both new street construction planned for the West Towne area if/when any redevelopment occurs, other new planned streets in University Research Park, and reconstruction of existing streets.
19. Projects in the four planned blocks directly south of the entrance to Sunset Memory Gardens should explore placing stormwater management measures mid-block, as a contiguous feature with accompanying mid-block pedestrian connections (see the “Mid-Block Passage” labeled “C” on the Parks and Open Space Map).
20. Consider integration of stormwater management into future park space for large storms as a natural feature in a way that does not compromise the amenities and use of the park outside of large storm events.
21. Work with the City of Middleton on cross-border stormwater management issues, especially regarding the Pheasant Branch watershed and Stricker Pond.
22. Work with the Village of Shorewood Hills on improving stormwater management in the Willow Creek watershed to reduce incidences of flooding along University Avenue and Midvale Boulevard in the face of increasing annual rainfall.

## Sustainability & Urban Agriculture

23. Remove the north side of Vernon Boulevard in favor of additional greenspace for a community garden or civic space.

## Partnerships

- A. While the City has a significant role to increase the West Area's canopy coverage from its existing 31% to the 40% goal established in the [Urban Forestry Task Force's report](#) through plantings on public property, the increased coverage will not be achieved without action on private property. The City should work with major property owners in the West Area, such as MMSD and University Research Park, to increase canopy on non-City land.
- B. Explore partnership opportunities with community groups to create additional community gardens, especially in proximity to concentrations of multifamily housing.

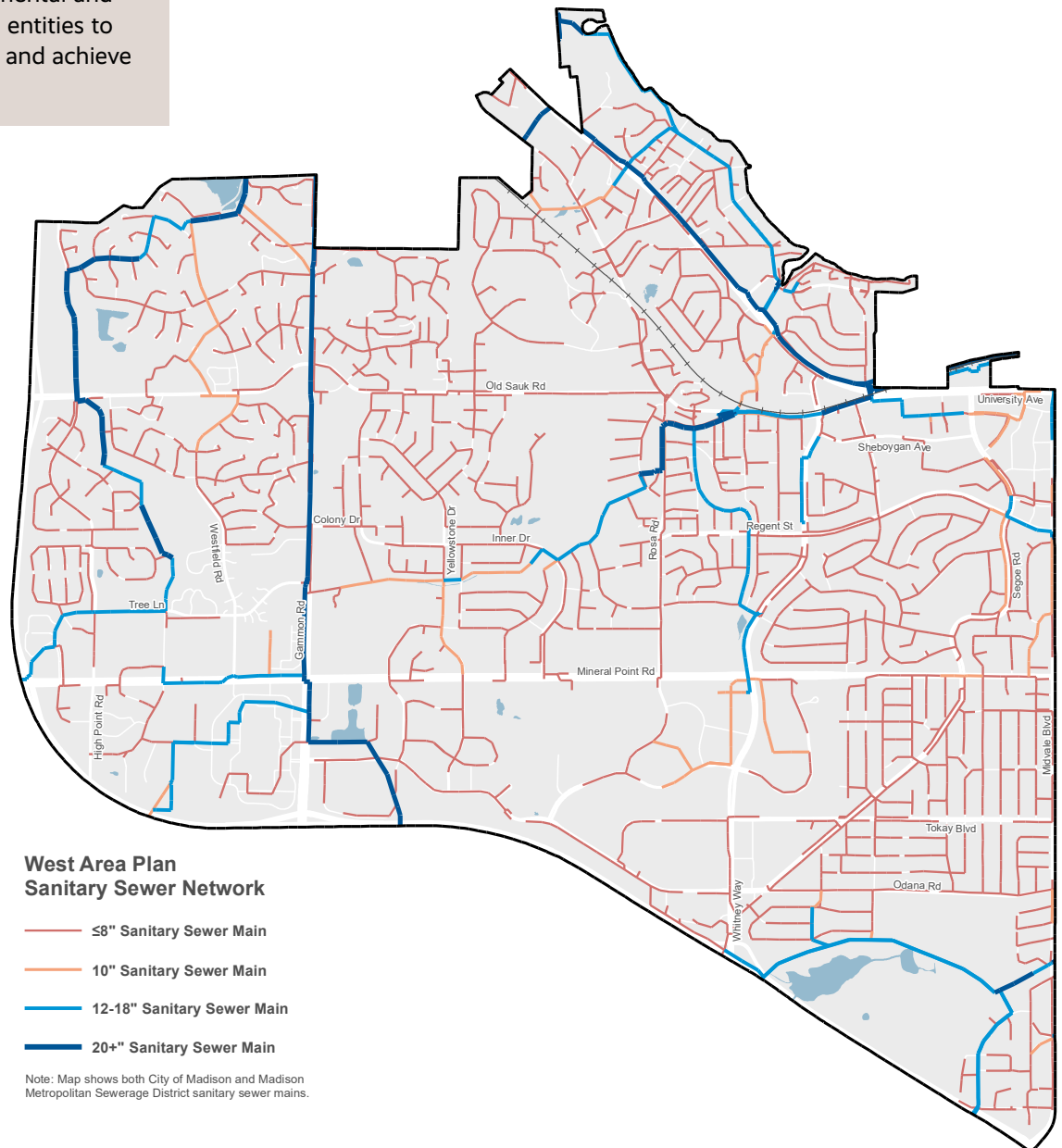
# Effective Government

## 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.

The West Area has been largely developed since the mid-1990s. With that has come the full complement of City services, such as police and fire protection, utilities, 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 Area 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 West Side. For example, the the Police Department's West District was split when the Midtown Police Station was completed in 2018 to better cover West Madison due to rapid growth on the far West Side. A public works campus is also taking shape to the west of the Beltline to improve service delivery on the West Side as land continues to develop west of the Beltline.





Redevelopment of retail and office uses into residential results in changing demands for City services and infrastructure. For example, City sanitary sewer mains may need upsizing as redevelopment transitions low-density commercial and office space to mixed-use development or multifamily residential development. Upsizing of sanitary sewer mains is most likely to be needed when properties are served by a main of eight inches in diameter - the smallest mains in the Area. Additional adjustments to services will likely be needed in the future as the West Area, and the city, continue to grow.

Maximizing the efficient provision of facilities and services can be achieved through careful coordination among City agencies and with other municipalities. Examples include some residents on the north side of the Area visiting the Middleton Library and the City of Madison Fire Department providing service to the Village of Shorewood Hills. 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.

## Actions

1. Review sanitary sewer capacity needs related to anticipated development/redevelopment and pair capacity upgrades with road construction projects where possible.
2. Study water utility service area #8 (West Towne area and north of West Towne) to determine whether a new well is needed to serve the area.

## Partnerships

- A. Work with MMSD and the Lussier Community Education Center to facilitate expansion of Lussier to provide additional community space and services to area residents and students.
- B. Explore opportunities to secure/reserve space to serve as a community center, neighborhood center, or meeting space for future residents of a new Odana neighborhood, potentially in conjunction with, or close to, new park space.

## What We Heard

1. Residents expressed a desire to continue engaging with the City as details and designs are developed to implement plan actions.
2. Communication around plan implementation is needed.
3. Access to schools, libraries, and other amenities is appreciated.



Lussier Community and Education Center

## 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.

Madison strives to be a place where all residents have equitable health outcomes, residents and visitors are safe, and all feel welcome in the community. To support these goals, the [Comprehensive Plan](#) encourages more community partnerships, better access to mental and physical health services, healthy and safe living environments, and public health approaches to violence prevention.

According to the [Neighborhood Indicators Project 2022 data](#), the West Area is relatively safe compared to the city as a whole. Despite having 11% of the City's population and a significant amount of commercial development, only 9% of property related offenses (which includes thefts, burglary, stolen vehicles and such other offenses) were reported. The Area also only had 6% of the City's crimes against people and 5% crimes against society. Crimes against society include narcotics, liquor law, gambling, weapons and prostitution.

The Area also had only 11% of citywide crashes, 12% of emergency medical services calls, and 9% calls for Fire service. With regard to infant health, several measures indicate the Area is doing very well compared to the rest of the city. Only 11% of births are pre-term and only 10% received less than adequate prenatal care. The Area also had very few property maintenance and zoning violations, with only 5% of reported citywide violations.

The following actions support health and safety for residents, with a focus on physical changes. This includes building off of strategies and actions the City is already engaged with through the All Ages and Abilities Bike Network Plan, Vision Zero Program, Violence Prevention Plan, and Community Health Improvement Plan. 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 green spaces 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. Health and Safety also covers equitable outcomes for residents, and this includes continued citywide efforts that will support Area residents such as expanding resources to build and maintain a strong, connected fiber network and radio communication system for existing and future City operations.

## Actions

1. Monitor driving behavior and speed and enforce traffic regulations on streets along school routes including N. Gammon Rd., Tree Ln., Old Sauk Rd., Rosa Rd., Segoe Rd., and other areas where people walk frequently and feel endangered and/or are experiencing higher levels of serious traffic related injuries and fatalities (see the High Injury Network map).
2. Conduct Vision Zero speed analyses on Indian Hills, High Point Rd., Tree Ln., Whitney Way., Mineral Point Rd., Old Sauk Rd., Rosa Rd. and Segoe Rd. and explore potential traffic calming improvements such as road diets and speed bumps; pair these actions with speed enforcement.
3. Increase opportunities for West District Police and community members to engage and build trust with residents of color and people living with lower incomes including the Tree Ln., Oakbridge and Wexford Ridge areas. Activities could include Coffee with a Cop, and Police participation with youth recreation programs, block parties and cultural events and activities.
4. Include the Tree Ln. and Wexford Ridge neighborhood as a potential new Neighborhood Resource Team area to improve equitable outcomes by focusing City resources and building stronger community connections for the growing population of people of color and those living with lower incomes.
5. Encourage new buildings within 200 feet of the 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 the Beltline should follow setback and noise regulations outlined in Wisconsin statutes (TRANS 233, TRANS 405), and MGO Section 16.23.

## Partnerships

- A. Work with MSCR and Lussier Community Education Center (LCEC) to improve access to health and recreation programs at MSCR Odana, LCEC, schools, and other locations such as walking/running groups, yoga, meditation, and healthy cooking and nutrition classes.
- B. 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, increased green space, etc.) and use violence prevention resources such as the [Madison Dane County Violence Prevention: A Roadmap to Reducing Violence Report](#) to address related issues.
- C. Work with the National Interscholastic Cycling Association and other organizations that offer recreational activities outside of schools, to welcome, encourage, and support participation by middle and high school students of color.
- D. Expand options in the Area where residents without air conditioning can go to get relief from the heat by partnering with LCEC, area businesses, centers of worship, and others to establish them as City-recognized cooling sites.
- E. Partner with Pepartnership Inc. to establish a personal essentials pantry in the Tree Ln. and Wexford Neighborhood area.
- F. Create partnerships between neighborhood groups, YMCA, MSCR and area schools to establish youth recreation programs at Haen Family Park and nearby school open space for activities like flag football, basketball and soccer.
- G. Work with residents, neighborhood groups, Madison Arts and non-profit organizations to activate West Area parks and other greenspaces in Oakbridge, Tree Ln., and Wexford Ridge areas for people of all ages with musical performances, community meals, arts activities and recreation.

## What We Heard

1. There is speeding and unsafe driving on some area roads, which makes walking and biking unpleasant, especially for kids walking, biking and skateboarding to school and people with limited mobility.
2. Low lighting along school routes is a concern.
3. Pockets of gun violence and stolen cars exist in the area.
4. There is a lack of information sharing and communication between the City and community.
5. Activities for teenagers are lacking.
6. People of color and those living with lower incomes can tend to feel distrustful of Police due to negative experiences.

# Appendix

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# Historic Resources Review

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Staff completed a “windshield survey” (observing properties while driving through the area) on November 16, 2022 to assess historic resources in the West Area. Several properties with potential architectural significance were noted during the survey. Staff conducted additional research using files from the Wisconsin Historical Society, City of Madison preservation and building permit files, historic phone directories, and US Census records to supplement the windshield survey.

There are several known archaeological sites throughout the planning area, with most relating to early Native American history. These sites are either mound locations, which are culturally significant human burial sites, or historic village locations. Some of these sites have been disturbed by subsequent development, but further ground-disturbing work may require additional review and consultation with the Ho-Chunk Nation and the Office of the State Archaeologist. While there is a concentration of archaeological sites along the shore of Lake Mendota, there are other sites throughout the planning area, as Madison has been the site of long-term human occupation. There is a [Human Burial Site Tax Exemption](#) process for properties with known human burial sites that makes the undevelopable portion of a property tax exempt. Owners of such property should contact the Wisconsin Office of the State Archaeologist and the Madison Assessor’s Office.

The area also contains six designated City of Madison landmarks: three for history, one for architecture and history, and two for archaeology. The West Area also contains the University Hill Farms National Register Historic District. Being listed on the National Register is an honorary designation that comes with Federal financial incentives to encourage adaptive reuse of historic buildings. The City’s Preservation Planner identified 35 individual properties that warranted additional investigations to explore either National Register or local historic designations. There are also four neighborhoods that warrant additional investigations for possible National Register or local historic district designation: Crestwood, Blackhawk Park, Highlands, and Odana Hills.

Crestwood was developed in the 1930s and contains an excellent collection of Midcentury architecture with houses designed by Frank Lloyd Wright, Marshall Erdman, and Norman Kandl. It is also the location of the Carson and Beatrice Gulley House. Carson Gulley was a noted African American chef and TV personality. His story is detailed in the City’s [Underrepresented Communities Historic Resources Survey](#).

Blackhawk Park has previously had an intensive survey and the Wisconsin State Historic Preservation Office has determined it to be eligible to the National Register of Historic Places. This area is currently known as the Trillium Homes Condominium Association but was originally developed by the Harnischfeger Corporation with simple Minimal Traditional style, post-World War II detached housing.

The Highlands has a diverse collection of architect-designed homes from a variety of time periods. Given the number of properties called out as possibly being architecturally significant, it is likely worthwhile to investigate a possible National Register historic district designation.

Odana Hills features a grouping of early Midcentury Modern residential architecture that may warrant additional investigations into possibly becoming a National Register Historic District.

There are several individual properties and some neighborhoods that could benefit from having their story officially documented through the National Register process. As it is an honorary process, it does not place additional regulations on private property owners but does provide additional considerations for government-funded or permitted projects for properties and opens the possibility for preservation tax credits to help property owners adapt their properties for new and ongoing uses.

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 in of the [Madison Preservation Plan](#).

## Designated Landmarks

Name and Address	Area of Significance	Notes
<b>Thorstrand Estate/Mary North House</b> 1 Thorstrand Rd	History	Daughter of Magnus & Annie Swenson. One of two houses on family estate, both designed by Law & Law
<b>Thorstrand Estate/Magnus Swenson House</b> 2 Thorstrand Rd	History	Founder of UW College of Agriculture, advances in sugar production
<b>John R. Commons House</b> 1645 Norman Way	Architecture & History	House designed by Cora Tuttle. John Commons was a UW economist, significant contributions to labor history and social legislation
<b>Hickory Hill House</b> 1721 Hickory Dr	History	Built in 1842 by John Hicks. Home of noted conservationist, Walter Scott, for 40 years with significant tree plantings on the property during his tenure
<b>Merrill Springs Mound Group II</b>	Archaeology	Listed in the National Register for its significance in Native American history
<b>Spring Harbor Mound Group</b>	Archaeology	Listed in the National Register for its significance in Native American history

## National Register

Name and Address	Area of Significance	Notes
<b>University Hill Farms</b>	Architecture & History	Listed in the National Register for its significance in Urban Planning and its Midcentury architecture.

## Properties of Historic Interest

Name and Address	Area of Significance	Notes
<b>Crestwood Neighborhood</b>	Architecture & History	Early neighborhood association, collection of International and Midcentury architecture, should explore for possible National Register of Historic Places designation
<b>Thomas &amp; Eva Laufer House</b> 5710 Arbor Vitae Pl	Architecture	International style, designed by Marshall Erdman
<b>Mabel &amp; Rolfe B. Sawtelle House</b> 5705 Arbor Vitae Pl	Architecture	International style
<b>John S. Bordner House</b> 5746 Bittersweet Pl	Architecture	International style, designed by Norman Kandl
<b>Beth Whitaker &amp; Mary Schlaefer House</b> 5818 Anchorage Ave	Architecture	Wrightean style, designed by Marshall Erdman
<b>Eugene &amp; Mary Van Tamelen House</b> 5817 Anchorage Ave	Architecture	Usonian style. Frank Lloyd Wright architect, Marshall Erdman contractor
<b>St. Dunstan's Church</b> 6205 University Dr	Architecture	Midcentury Modern, Graven, Kenney & Iverson architects, Wengler addition
<b>Eric Vogelmann House</b> 6109 Quetico Dr	Architecture	Vogelmann's house and architect for Midcentury/Wrightean structure
<b>Louise O. Kloepper &amp; Mary A. Lescohier House</b> 1621 Capital Ave	Architecture & History	Midcentury Modern/Wrightean structure, William Westley Peters architect. Designed for Mary Lescohier in recognition for her support of Monona Terrace in the 1950s
<b>Dale Heights Presbyterian Church</b> 5501 University Ave	Architecture	Midcentury Modern church, William Kaeser architect
<b>Blackhawk Park Historic District</b> 1 Craig-147 Craig Ave	Architecture & History	Determined eligible to the National Register as a historic district for its development history and architecture
<b>Erdman and Associates Office and Shop</b> 5117 University Ave	Architecture & History	Usonian style. William Kaeser architect, Marshall Erdman builder. Offices and shop of Marshall Erdman's architecture firm
<b>Warner Farmhouse/Merrill Springs Farm</b> 5010 Risser Rd	History	House constructed in 1858 for Rev. Louis Jenkins. Property named for longtime caretaker, Alf Merrill
<b>Sunflower House/James Dresser House</b> 5126 Tomahawk Tr	Architecture	Expressionist style house built by architect James Dresser as his residence.
<b>Merrill Spring Park &amp; Cistern</b> 5102 Spring Ct	Engineering & Landscape Architecture	Sandstone cistern constructed by the Wisconsin Emergency Relief Administration (WERA) in 1934
<b>Harold &amp; Lorraine White House</b> 1705 Hickory Dr	Architecture	Tudor Revival style Sears & Roebuck kit house with excellent historic integrity
<b>David Robert Cheney House</b> 6214 N Highlands Ave	Architecture	Wrightean house designed by engineer David Cheney using wood reclaimed from an earlier bridge project.
<b>CUNA Mutual Insurance Building</b> 5910 Mineral Point Rd	Architecture	International style office building, William Kaeser architect
<b>Marbella Apartment Complex</b> 6302 Mineral Point Rd	Architecture	New Formalist apartment building constructed in 1972 as a luxury apartment project. James Browning architect, Keith Parr landscape architect.

Name and Address	Area of Significance	Notes
<b>James Madison Memorial High School</b> 201 S Gammon Rd	Architecture	Midcentury Modern educational building. Grave, Kenney & Iverson architects
<b>Orley W. Jensen House</b> 6605 Gettysburg Dr	Architecture	Shed style residential structure
<b>Owen Park</b> 310 Jetty Dr	History & Archaeology	The caretakers house and rootcellar remain on the property and there is the potential for archaeological information in the former location of the house and barn. This property was associated with Professor Edward Owen, experimental agricultural uses in the City, and private development of the area with the intention of it becoming a park.
<b>Highlands Mendota Beach School</b> 5930 Old Sauk Rd	Architecture	Midcentury school, William Kaeser architect
<b>George Kaeser Residence</b> 5725 Old Middleton Rd	Architecture	William Kaeser designed this Wrightean residence for his brother George Kaeser
<b>William Grubb Farmhouse/ W.H. Lighty House</b> 6010 S Highlands Ave	History	Farmhouse constructed ca. 1860 for William Grubb. Property was later purchased by W.H. Lighty who developed correspondence courses for the UW Extension Office, beginning the education program for the Extension service.
<b>Ronald &amp; Louise Mattox Residence</b> 1115 Willow Ln	Architecture	French Provincial style residence designed by architect Jerome Cerny
<b>Professor Edward &amp; Laura Kemers Residence</b> 1102 Willow Ln	Architecture	Arts & Crafts style house designed by architect Frank Riley
<b>Susan King &amp; Robert Horowitz House</b> 6217 N Highlands Ave	Architecture	Postmodern residence designed by architect Hardy Holzman Pfeiffer
<b>Charles W. Curtis House</b> 1406 W Skyline Dr	Architecture	Usonian house constructed in 1959 by architect Marshall Erdman
<b>Keith Yelinek House</b> 1 Larch Cir	Architecture	Shed style residential structure constructed by Wil-Mac Builders
<b>Gertrude Herman House</b> 1425 Skyline Dr	Architecture	Wrightean house designed by Dohm Construction
<b>Highlands Neighborhood</b>	Architecture	Collection of significant architectural residences should be explored for National Register eligibility
<b>Madison Christian Church</b> 7118 Old Sauk Rd	Architecture	Exaggerated Modern religious architecture, designed by Strang Partners
<b>Carson &amp; Beatrice Gulley House</b> 5701 Cedar Pl	History	Associated with the life of noted African-American chef and television personality, Carson Gulley
<b>Roger E. McMullin House</b> 4509 Ames St	Architecture	Usonian house constructed in 1955 by architect Roger McMullin as his residence
<b>Vic H. Peterson House</b> 509 Piper Dr	Architecture	Usonian house designed by builder V.H. Peterson in 1953
<b>Muriel &amp; Dr. Royal Rotter House</b> 614 Odell St	Architecture	Wrightean house designed by builder Herman E. Postweiler in 1955. Explore significance of houses at 610 and 618 Odell as possibly same builder with different architecture than rest of neighborhood. Perhaps a mini district
<b>Oswald B Anderson House</b> 602 Hilltop Dr	Architecture	New England Colonial Revival house built in 1958 by builder F.J. Vivian



Name and Address	Area of Significance	Notes
<b>John Lundeen House</b> 5701 Lake Mendota Dr	Architecture	Organic architecture, H. Fritz architect, house was sited and constructed so as to protect the existing trees on the property, which required a variance when it was constructed in 1969.
<b>Odana Hills Neighborhood</b>	Architecture	Collection of early Midcentury residential buildings. Further investigation of possible National Register Historic District is recommended.
<b>Anchor Bank Building</b> 302 N Midvale Blvd	Architecture	Anchor Savings & Loan was designed by Graven, Kenney, & Iverson. Constructed in 1966 and expanded in 1979, it is an excellent example of Contemporary Architecture.

# Plan Implementation Summary

Land Use Actions		Agencies
1	Update the Comprehensive Plan Generalized Future Land Use Map to be consistent with the Future Land Use map in this Plan.	Planning
2	Rezone properties identified in the Proactive Rezoning map to implement the goals of this Plan and encourage development consistent with the actions in this Plan. Ensure all impacted property owners are aware of potential zoning changes.	Planning, Zoning
3	Review Planned Development (PD) zoning covering development along and/or west of Gammon Road for a potential transition to conventional zoning to simplify resident applications to the City for minor projects and simplify staff administration.	Planning, Zoning
4	Implement maximum building height recommendations shown on the Generalized Future Land Use Map via zoning, with a mechanism for allowing bonus stories for developments that achieve specific affordability or sustainability parameters, similar to downtown height bonuses in City ordinances (Madison General Ordinances 28.071(2)(a)2).	Planning
5	Create a new commercial and employment zoning district with limited allowable residential development for areas along the West Beltline Highway and similar areas elsewhere in the City.	Planning, Zoning
6	Require ground floor commercial uses in the locations shown as Commercial Core on the Future Land Use Map.	Planning
Transportation Actions		Agencies
1	Close gaps in the sidewalk network shown on the Sidewalk Network Map through the Safe Streets Madison Program, as streets are reconstructed, and as priority sidewalk additions can be constructed through state and federal grants (see priority sidewalk actions 4 b. and 5 c. below)	Engineering, Traffic Engineering
2	Implement the pedestrian and bicycle improvements shown on the Shared-Use Path and Bicycle Network Map. Further description is included below with the actions corresponding to the numbers on the map.	Engineering, Traffic Engineering
3 Vel Phillips Memorial High School and Ezekiel Gillespie Middle School		
a.	Study the addition of a left turn arrow from northbound N. Gammon Rd. into Tree Ln. to the traffic signal at the Tree-Gammon intersection.	Traffic Engineering
b.	Add a shared-use path along the east side of N. Gammon Rd. from Mineral Point Rd. to the City of Middleton. Starting at Tree Lane or Colony Drive, narrow Gammon Road to one lane of traffic in each direction with a center turn lane to reduce speeding, increase safety, and allow for construction of the shared-use path.	Engineering, Traffic Engineering
c.	Consider narrowing travel lanes and other design changes on N. Gammon Rd. between Mineral Point Rd. and Tree Ln. to calm traffic and enhance safe connections to schools.	Traffic Engineering
d.	Coordinate with the Madison Metropolitan School District (MMSD) on an improved east-west shared-use path connection through the high school and middle school property.	MMSD, Engineering
e.	Work with the Wisconsin Department of Transportation (WisDOT) to clarify the lane markings and signage at the W. Beltline Hwy. ramps at Gammon Rd. to improve pedestrian and bicyclist safety and comfort.	Traffic Engineering
f.	When WisDOT pursues replacement of the W. Beltline Hwy. bridge at S. Gammon Rd., work with them to extend the wide sidewalk/shared-use path under the highway.	Traffic Engineering
g.	Work with WisDOT to add lighting under the S. Gammon Rd. overpass.	Engineering, Traffic Engineering

4	Crestwood Elementary School	
a.	Review MMSD's school travel plan and flow of people walking, biking and driving to the school to improve safety at the school.	Traffic Engineering
b.	Evaluate options to add or enhance ped/bike facilities on Old Sauk Rd. where they are missing, through street reconstruction and the Safe Streets Madison Program.	Engineering, Traffic Engineering
5	Stephens Elementary School	
a.	In coordination with MMSD, mark bike lanes on N. Rosa Rd. while adding bump outs for school busses and installing more durable terrace paving for students getting on and off busses.	Engineering, Traffic Engineering
b.	Consider adding an alternate student drop-off/pick-up area at the back of the school on Cable Ave.	Engineering, Traffic Engineering
c.	Add a priority sidewalk on the remainder of the north side of Cable Ave., the west side of Beach St. and the north and south sides of Anchorage Ave. between Beach St. and Rosa Rd., along with crosswalks at the Cable Ave. and Beach St. intersection, as part of the Safe Streets Madison Program.	Engineering, Traffic Engineering
6	Spring Harbor Middle School	
a.	Replace the pedestrian underpass beneath the railroad between Old Middleton Rd. and Craig Ave. and add lighting and a new pathway extending from Craig Ave.	Engineering, Traffic Engineering
7	If the rail corridor becomes inactive, work with WisDOT to study the feasibility of converting the corridor to a shared-use path that parallels University Ave., like the Southwest Path.	Engineering, Traffic Engineering
8	Construct a shared-use path from Island Dr. through the southeast corner of Owen Conservation Park to Bordner Dr. in coordination with the Crestwood Neighborhood Association.	Engineering, Parks
9	During the Sauk Creek Greenway Corridor Plan, use detailed engineering data to consider the impacts and benefits of adding an All Ages and Abilities shared-use path to make an east-west connection across the greenway to Walnut Grove Park. Any All Ages and Abilities path should be designed using environmentally sensitive best practices and minimizing impacts to trees and other vegetation, wildlife habitat, and adjacent properties.	Engineering, Traffic Engineering
10	When the Wexford Pond Greenway comes up for reconstruction, use environmentally sensitive best practices to design a shared-use path through the greenway. Where possible, the path should follow the existing maintenance path to provide continued access for greenway management, and it should provide a safe, accessible, and enjoyable route for bicyclists, pedestrians, people in wheelchairs, and other users, while minimizing impacts to wildlife habitat, vegetation, trees and adjacent properties.	Engineering, Traffic Engineering
11	Convert existing five-foot wide sidewalks to 10' wide shared-use paths along Regent St. from N. Segoe Rd. to Eau Claire Ave. and along Eau Claire Ave. from Old Middleton Rd. to Regent St. while maintaining or widening existing terraces and minimizing tree impacts. This would facilitate bicycle connections without removing on-street parking that is needed to serve Rennebohm Park. Shared-use path implementation should occur in concert with additional dedication of parkland for Rennebohm Park.	Engineering, Traffic Engineering
12	Reduce on-street parking on High Point Rd. and Westfield Rd. between Old Sauk Rd. and Mineral Point Rd. to allow for construction of all ages and abilities bike facilities.	Engineering, Traffic Engineering
13	Extend the one lane in each direction configuration of Old Sauk Road from Westfield Road to High Point Road while adding a center turn lane and buffering the existing bicycle lanes.	Engineering, Traffic Engineering

14	Integrate pedestrian and bicycle infrastructure like benches, pedestrian-oriented lighting, and bike racks into terrace areas adjacent to high-traffic pedestrian and bicycle routes, especially in and around the “Commercial Core” areas shown on the GFLU Map.	Engineering, Traffic Engineering
15	Integrate facilities like bike racks, bike lockers and BCycle stations in street reconstruction and development projects along BRT corridors and at BRT stations.	Engineering, Traffic Engineering
16	Implement bicycle wayfinding.	Engineering, Traffic Engineering
17	Work with the City of Middleton to:	
a.	Extend a shared-use path from Camelot Drive through Marshall Park to connect with Middleton Beach Road. Note: the line shown on the Shared-Use Path & Bicycle Network map represents the connection but may not be the final route.	Engineering, Parks
b.	Ensure cross-border bicycle connectivity as both communities continue to improve bicycle facilities, including lanes on John Q. Hammons Dr., paths or lanes on N. High Point Rd., and a possible path along N. Gammon Rd.	Traffic Engineering
18	Work with WisDOT to improve pedestrian and bicycle connectivity across the Beltline by:	
a.	Integrating new Beltline crossings shown on the Shared-Use Path and Bicycle Network Map into any future Beltline construction/reconstruction to enhance connectivity for pedestrians and bicyclists.	Engineering, Traffic Engineering
b.	Improving conditions for transit, bicyclists, and pedestrians at Beltline interchanges.	Engineering, Traffic Engineering
c.	Improving conditions of the W. Beltline Hwy. underpass at Struck St. and making needed improvements for safety and comfort of pedestrians and bicyclists such as upgrades to pavement, drainage, and lighting.	Engineering, Traffic Engineering
19	Improve pedestrian and bicyclist safety at the major intersections identified on the Pedestrian Network map.	Engineering, Traffic Engineering
20	Improve pedestrian safety along Segoe Rd. by removing Laub Ln. from Berwyn Dr. to S. Segoe Rd. and by reducing pedestrian exposure and crossing distance with bump-outs, pedestrian refuge islands, and continental crosswalk markings, especially where Segoe Rd. crosses Wedgewood-Manor Cross, Tokay Blvd., and Tocora-Hilltop.	Engineering, Traffic Engineering
21	Update the Complete Green Streets Guide to reflect the Complete Green Streets Types Map in this Plan.	Engineering, Traffic Engineering
22	Preserve the opportunity to connect Middleton Street in the future.	Engineering
23	Improve road connectivity with the following street segment changes (also see the Planned Streets Map):	Engineering, Traffic Engineering
a.	Study the transformation of St. Dunstan’s Drive to a two-way street from Allen Blvd. to Old Middleton Rd. if the St. Dunstan’s Episcopal Church site is proposed for redevelopment.	Engineering, Traffic Engineering
b.	Connect Yosemite Place to Yosemite Trail to improve connectivity south of Old Sauk Rd.	Engineering, Traffic Engineering
c.	Contingent on redevelopment proposed in the area, extend Appalachian Way to the east, then south to connect to Old Sauk Road. Add a new north-south street alongside the Cooper Lane Bike Path to connect with Appalachian Way extended.	Engineering, Traffic Engineering
d.	If properties north of Rennebohm Park redevelop, reserve property to create a narrow, pedestrian- and bicyclist friendly street to the north of the park to break up a large block, provide the framework to orient buildings toward the public park, and create alternate access to the properties fronting Sheboygan Ave. The street should have the minimum allowable speed limit and be designed to minimize non-local through traffic.	Engineering, Traffic Engineering

e.	If properties north of Rennebohm Park redevelop reserve property to create a narrow, pedestrian- and bicyclist friendly street to the north of the park to break up a large block, provide the framework to orient buildings toward the public park, and create alternate access to the properties fronting Sheboygan Ave. The street should have the minimum allowable speed limit and be designed to minimize non-local through traffic.	Engineering, Traffic Engineering, Parks
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<b>Transportation Partnerships</b>		<b>Agencies</b>
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A	Work with WisDOT to:	
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i.	Add new Beltline crossings shown on the Planned Streets Map and the Shared-Use Path to enhance connectivity for cars, pedestrians, bicyclists, and transit, shorten trips, and provide alternative north-south routes to Beltline interchanges at S. Gammon Rd. and S. Whitney Way.	Engineering, Traffic Engineering
ii.	Contribute Beltline planning to ensure that City interests are represented as part of WisDOT processes.	Engineering, Traffic Engineering

B	Explore public-private partnerships with area commercial property owners to create a Park and Ride system that makes better use of underutilized parking lots on the weekdays.	Engineering, Traffic Engineering
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C	Work with the Madison Metropolitan School District to increase lighting along the north-south shared-use path that runs along the east side of the Ezekial Gillespie Middle School property and connects to Inner Dr.	Madison Area MPO, private property owners
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D	Work with the MMSD and school principals 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. Strategies may include signage, increasing crosswalk visibility, modifying traffic patterns, increasing nearby sidewalk connectivity, and implementing safe All Ages and Abilities bicycle connections.	Traffic Engineering, Engineering, MMSD
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<b>Neighborhoods and Housing Actions</b>		<b>Agencies</b>
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1	Work with developers to encourage a wider mix of apartment unit sizes, including smaller units for younger and older households, as well as units large enough to support larger families (three or more bedrooms) in proximity to schools.	Community Development, Economic Development
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2	Encourage and incentivize development of smaller-scale “Missing Middle” housing types in Low-Medium Residential (LMR) areas on the GFLU Map, especially in areas near schools, parks, and transit service, through zoning ordinance changes.	Community Development, Planning
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3	For new housing partially funded by the City (through land banking, the Affordable Housing Fund, TIF) work with partners to distribute housing at costs affordable to a variety of households throughout the area, with a focus on areas along the BRT corridor.	Community Development
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4	Development along the Beltline Highway should include a variety of noise mitigation improvements. Limit or entirely restrict City financial support for affordable housing in these locations, unless significant noise mitigation measures are included.	Community Development
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5	Increase access to information regarding First Time Home Buyer Assistance programs for rental and utility payment support, the City’s property tax assistance program for seniors, and the City’s low-cost mortgage and rehabilitation loans, and historic preservation tax credit programs for existing residents and those looking to move to the West Area.	Community Development
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6	If the large residential parcels on Sheboygan Avenue or bordering Rennebohm Park redevelop, new residential development should connect to the park and surrounding amenities and include community spaces serving residents.	Planning, Parks
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<b>Neighborhoods and Housing Partnerships</b>		<b>Agencies</b>
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A Increase awareness and access to existing community programs and services, especially for youth and seniors, and explore expanding them in such locations as the community rooms of new housing developments, Lussier Community Education Center, and through co-location of community-based organizations.

<b>Economy and Opportunity Actions</b>		<b>Agencies</b>
1	Analyse land banking within the concentration of commercial development south of Mineral Point Road as a potential method for reusing existing buildings for affordable local business space (potentially as part of an incubator) and for redeveloping surplus surface parking into affordable housing.	Economic Development, Planning
2	Monitor the performance of TIDs #41 and #46 to determine whether amendments are financially feasible to fund affordable housing, non-assessable infrastructure (bicycle network improvements, pedestrian safety improvements, new streets, stormwater management improvements, etc.), creation of a business incubator, land banking, small business assistance, and other economic development initiatives in and around these TIDs.	Economic Development
3	As part of TID #41 and #46 evaluation, determine whether a commercial rent assistance or guarantee program to assist small and emerging businesses is financially feasible, particularly to allow BIPOC-owned businesses afford space in areas where rent increases may occur. Gap assistance could be used to help businesses displaced by redevelopment afford ground-floor space in new mixed-use buildings.	Economic Development
4	Form a staff team to review the possibility of a new TID in the West Towne area/Mineral Point Road corridor to support redevelopment, stormwater management improvements, and other non-assessable infrastructure that is consistent with City plans.	Economic Development
5	Increase affordable childcare options, taking advantage of existing commercial spaces where non-profit childcare providers could locate, ideally along transit corridors and close to employment areas.	Economic Development

<b>Economy and Opportunity Partnerships</b>		<b>Agencies</b>
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| A  | Explore the development of a business incubator, with lower cost space, shared resources and expertise needed to help grow local businesses.   |  |
| a. | Partner with business, economic development, and community organizations, such as Latino, Black, Hmong, and Madison Chambers of Commerce, Wisconsin Women Business Initiative Corporation, and established incubators, to ensure an incubator meets the needs of BIPOC-owned businesses and fosters opportunities for long-term success. |  |
| b. | Consider integrating an incubator with land banking, using renovated commercial space to grow local businesses and retain affordable options.  |  |
| c. | Incorporate networking, mentorship, and collaboration opportunities as part of business incubator planning.  |  |
| d. | Integrate youth mentorship/training into incubator space, potentially in partnership with nearby Vel Phillips Memorial High School.  |  |
| e. | Explore creating a program similar to the Public Market’s “Market Ready” as part of incubator planning to help new businesses and small businesses prepare for incubator occupancy.  |  |
| f. | Work with local commercial brokers and property owners to connect small businesses to available space as they “graduate” from an incubator.  |  |

B As business areas transition to a more connected, pedestrian-friendly environment, assist the creation of a neighborhood business association or BID (business improvement district) to maintain amenities and facilitate events.

C	Continue building relationships with and supporting economic development partners, especially those with ties to historically underrepresented communities. For example, the Madison Black Chamber of Commerce, Latino Chamber of Commerce of Dane County, and the Hmong Wisconsin Chamber of Commerce have vibrant memberships, and the City should collaborate with them, and other similar business and economic development groups, to help them grow opportunities for entrepreneurs to locate in the West Area.	Economic Development with Madison Black Chamber of Commerce, Latino Chamber of Commerce of Dane County and the Hmong Wisconsin Chamber of Commerce
Culture and Character Actions		Agencies
1	Review UDD 3 (MGO section 33.24(10)) to determine whether it should be revised or repealed. Many requirements for UDD 3 development are adequately addressed by the current zoning code, which was adopted approximately 25 years after UDD 3. Other ordinance language governing UDD 3, such as the Statement of Purpose that says the requirements were established, in part, to “assure that future development will complement the existing development in the district,” contradict the actions in this Plan, which expressly seeks to transition the area away from its current auto-oriented form.	Planning
2	Changes to UDD 6 (MGO section 33.02(13)) should be analyzed as part of a larger city-wide UDD review to:	
a.	Revise the boundaries to not include single-family development within the district boundary and add existing multifamily development to the south of Sheboygan Avenue and existing commercial development between Hilldale Mall, Midvale Blvd., Regent St., and Sheboygan Ave. to the district boundary.	Planning
b.	Align regulations with the TOD overlay zoning district.	Planning, Zoning
c.	Explore whether UDD 6 should be split into subareas to account for the widely varied characteristics and surroundings along the three-plus mile long corridor.	Planning
d.	Consider establishing minimum and maximum building heights in some or all of UDD 6 (note there is already a two-story minimum height in the portions of the UDD that are within the TOD overlay zoning district).	Planning
e.	Integrate design standards into the “Building Design” requirements to ensure buildings fronting shared-use paths address the path with architectural elements and building access at the same design level as the front of the building.	Planning
f.	Add additional building and site design elements to the “Building Design” requirements to require ground floor residential units facing public right-of-way have individual unit entrances from the sidewalk.	Planning
g.	Add an element to the “Building Design” guidelines to provide direct pedestrian connection(s) from buildings to adjacent public parks and/or shared-use paths.	Planning
3	Integrate public art into upcoming public construction projects, including Sidewalk Poetry, Utility Box Art Wraps, and public art at BRT stations, along gateway corridors, and along bike paths. For large-scale construction projects, explore hosting workshops with the community to identify locations for public art.	Planning
4	Implement the “Art Through City Building” concepts as described in the <a href="#">City’s Public Art Framework</a> , <a href="#">Cultural Plan</a> , and other adopted policies to make the West Area more welcoming to people of every race, ethnicity, gender, age, and ability.	Planning

Culture and Character Partnerships		Agencies
A	Work with the property owners and managers of the apartments on Sheboygan Avenue to identify opportunities to partner on placemaking opportunities to enliven the area and engage the community.	
B	Work with neighborhoods eligible for creation of a local historic district and/or a national register historic district to establish district(s). National Register or local historic district nominations should be initiated by the neighborhood, with technical assistance provided by the City. Note that National Register districts allow residents to apply for tax credits, whereas local historic districts establish design requirements that shape future reinvestment and development in these neighborhoods (see the Historic Resources Review in the Appendix for more information).	
C	The property at 6405 Mineral Point Road hosts the historic Otto & Louisa Toepfer Farm house, which is now part of Otto's Restaurant & Bar. Should changes or development be proposed for this site, the property owner is encouraged to adaptively reuse the historic building.	
D	Encourage the creation of neighborhood-oriented events in underserved areas, such as block parties, food cart nights, or summer concert series, to bring residents together more frequently. Such events should focus promotion on underserved communities.	
E	Work with area property owners and nonprofits to add space for artist(s)-in-residence, affordable artist studios, exhibitions, performances, and rehearsals.	
F	Work with University Research Park and UW-Madison Arts staff to explore possibilities for locating arts space within or close to the Research Park. Space could take the form of studios, partnerships with businesses, an artist residency, or other formats.	
Green and Resilient Actions		Agencies
1	Garner Park:	
a.	Explore additional trails in Garner Park as part of any future improvements for the park.	Parks, Engineering
2	Rennebohm Park:	
a.	Require dedication of additional parkland as part of any redevelopment of land adjoining the park that increases the number of residential dwelling units.	Planning, Parks
b.	Consider the following elements as part of future upgrades to the park: addition of a water play feature, improvements to the shelter, additional seating near the shelter/tennis courts/paths, and path lighting.	Traffic Engineering, Parks
c.	Provide pedestrian and bicycle access to the park from Sheboygan Avenue, potentially as part of additional north-south and east-west streets (see planned future streets in the Land Use and Transportation chapter).	Parks, Engineering, Traffic Engineering
3	Marshall Park: Increase access to the park from the south by constructing a pedestrian/bicycle connection to the park from Lake Mendota Drive/Camelot Drive. Note: the line shown on the Shared-Use Path & Bicycle Network map represents the connection but may not be the final route.	
4	Implement changes in Odana Hills Golf Course and adjacent park land to:	Parks, Engineering
a.	Reinvest in the Course in a manner that is aligned with the Task Force on Municipal Golf's recommendations to provide a sustainable, high-quality 18-hole course that is environmentally and financially sustainable and inclusive of year-round diverse golf programming.	
b.	Work to integrate stormwater management into the Course to protect neighboring properties, enhance the natural environment, and build off of volunteer-driven efforts to promote a more sustainable landscape.	



	c. Replace the existing clubhouse with a year-round, fully accessible facility that serves a broader public purpose beyond golf.	
	d. Take a holistic approach to managing Odana Hills Park (west), Odana Hills Park (east), and Odana Hills Golf Course to expand the variety of recreational opportunities available throughout the combined properties.	
5	Zook Park: Increase connectivity between the park, surrounding neighborhood, and the Southwest Commuter Path via a paved path.	Engineering, Parks
6	Initiate Park Master Plans within the next 10 years for community parks in the planning area (Garner, Marshall, Rennebohm, Walnut Grove, Wexford).	Parks
7	Implement <a href="#">adopted Park Development Plans</a> for neighborhood and mini parks over the next 15 years.	Parks
8	Improve public lake access at lake access courts and parks north of Lake Mendota Drive.	Parks
	a. Construct an ADA-compliant accessible path at the most appropriate location to increase inclusive lake access.	
	b. Add signage (in addition to the existing standard green street signs) to indicate public lake access.	
	c. Work with the Ho-Chunk Nation to place educational plaques at courts and/or along Lake Mendota Drive to describe and illustrate the history of the Ho-Chunk Nation in the area.	
9	Create a small neighborhood park with a variety of outdoor recreation opportunities south and west of University Avenue and west of Spring Harbor Drive to serve this part of the West Area, which is underserved by existing parks.	Parks
10	Look for opportunities to install recreational biking facilities in the Area, such as skill tracks, pump tracks, and single track biking facilities, in alignment with Madison Bicycle Adventure Trail (MadBAT) goals.	Parks
11	Create three new parks that are a minimum of five acres each to serve future residents in redeveloping commercial areas. The General Future Park Area overlay shown on the map designates the general area within which a smaller portion of the land will be sited for a park or open space in the future. The large general overlay is necessary because at this point it is not known where the park and open space will be sited.	Parks
	a. One park should be as centrally located as possible amongst any future redevelopment of West Towne Mall and the big box stores to the west of the mall. While the block containing the Von Maur site would be ideal if the mall were redeveloped all at once, Von Maur is the most recent investment in the area and therefore likely to remain over the mid- or long-term. Alternative locations are shown within the overall western “general future park area” labeled as “A” on the Parks and Open Space Map. This park may need to be two smaller parcels connected by a green corridor.	Parks
	b. An urban feel, like Lisa Link Peace Park or McPike Park, should be considered for the western park (A on the map), due to its location amidst more intensive planned mixed-use development and the possibility of serving residents, patrons of nearby businesses, and visitors to the area. A design that can accommodate special events and programming, such as farmers’ markets, festivals, and concerts is encouraged.	Parks
	c. Two other parks should be created between the stormwater ponds and Oakwood Village. See the eastern green hatched area labeled as “B” on the Parks and Open Space Map for the generally acceptable location for these parks. The Parks Division may opt to proceed with one larger park, if that is found to be preferable based on property availability.	Parks
	d. Park space should be acquired through purchase of property and through parkland dedication which is required of new residential development. Parkland dedication may be required of projects when they are proposed adjacent to dedicated parkland in either area A or area B on the map.	Parks

e.	The eastern park(s) (B on the map) may be developed with a focus on serving the local neighborhood and would ideally include park space adjacent to the major stormwater facility south of Mineral Point Road and west of Gammon Place.	Parks
f.	Future designs and amenities for new park land will be determined via park development planning processes undertaken by the Parks Division. Such a planning process will proactively engage a diverse group of residents, including students from nearby Ezekiel Gillespie and Vel Phillips Memorial schools. The park planning process will consider amenities and park names that are welcoming to BIPOC residents.	Parks
12	Enhance the tree canopy on public right-of-way. The biggest opportunity for increasing street tree canopy on existing streets is within University Research Park.	Engineering, Traffic Engineering
13	As recommended in the Complete Green Streets Guide, terrace widths on new streets planned for the area should be wide enough to accommodate healthy canopy trees and/or bioswales, typically requiring a minimum of 10 feet. Expansion of existing substandard terraces (generally less than eight feet) should be accommodated through additional dedication of right-of-way whenever possible.	Traffic Engineering, Engineering
14	Work with Oakwood Village to explore the prospects of an official, publicly accessible “green corridor” connecting Nautilus Point Park through the Oakwood campus to planned City park space in the Grand Canyon Dr. – Yellowstone Dr. area and to the stormwater ponds to the west.	Engineering
15	Evaluate stormwater utility parcels for plantings and ecological restoration consistent with the Stormwater Utility Vegetation Management Plan once adopted.	Engineering
16	Implement recommendations included in the City’s watershed studies to reduce flooding and create a more resilient stormwater management system. Pursue federal funding for stormwater management improvements in watersheds that face the most severe challenges, such as Willow Creek.	Engineering
17	Focus City funding for public and private green infrastructure projects on watersheds that face the most severe challenges, such as Willow Creek and Spring Harbor, or in areas near the lakeshores or have concerns with water quality. Pair funding with increased publicity efforts surrounding City initiatives to boost green infrastructure on private property.	Engineering
18	Implement innovative stormwater management techniques as part of future right-of-way design for both new street construction planned for the West Towne area if/when any redevelopment occurs, other new planned streets in University Research Park, and reconstruction of existing streets.	Engineering
19	Projects in the four planned blocks directly south of the entrance to Sunset Memory Gardens should explore placing stormwater management measures mid-block, as a contiguous feature with accompanying mid-block pedestrian connections (see the “Mid-Block Passage” labeled “C” on the Parks and Open Space Map).	Engineering
20	Consider integration of stormwater management into future park space for large storms as a natural feature in a way that does not compromise the amenities and use of the park outside of large storm events.	Engineering
21	Work with the City of Middleton on cross-border stormwater management issues, especially regarding the Pheasant Branch watershed and Stricker Pond.	Engineering
22	Work with the Village of Shorewood Hills on improving stormwater management in the Willow Creek watershed to reduce incidences of flooding along University Avenue and Midvale Boulevard in the face of increasing annual rainfall.	Engineering
23	Remove the north side of Vernon Boulevard in favor of additional greenspace for a community garden or civic space.	Engineering

<b>Green and Resilient Partnerships</b>		<b>Agencies</b>
A	While the City has a significant role to increase the West Area's canopy coverage from its existing 31% to the 40% goal established in the Urban Forestry Task Force's report through plantings on public property, the increased coverage will not be achieved without action on private property. The City should work with major property owners in the West Area, such as MMSD and University Research Park, to increase canopy on non-City land.	
B	Explore partnership opportunities with community groups to create additional community gardens, especially in proximity to concentrations of multifamily housing.	
<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	Study water utility service area #8 (West Towne area and north of West Towne) to determine whether a new well is needed to serve the area.	Water Utility
<b>Effective Government Partnerships</b>		<b>Agencies</b>
A	Work with MMSD and the Lussier Community Education Center to facilitate expansion of Lussier to provide additional community space and services to area residents and students.	MMSD, Lussier Community Education Center
B	Explore opportunities to secure/reserve space to serve as a community center, neighborhood center, or meeting space for future residents of a new Odana neighborhood, potentially in conjunction with, or close to, new park space.	Community Development, Planning
<b>Health and Safety Actions</b>		<b>Agencies</b>
1	Monitor driving behavior and speed and enforce traffic regulations on streets along school routes including N. Gammon Rd., Tree Ln., Old Sauk Rd., Rosa Rd., Segoe Rd., and other areas where people walk frequently and feel endangered and/or are experiencing higher levels of serious traffic related injuries and fatalities (see the High Injury Network map).	West District Police
2	Conduct Vision Zero speed analyses on Indian Hills, High Point Rd., Tree Ln., Whitney Way., Mineral Point Rd., Old Sauk Rd., Rosa Rd. and Segoe Rd. and explore potential traffic calming improvements such as road diets and speed bumps; pair these actions with speed enforcement.	West District Police, Traffic Engineering
3	Increase opportunities for West District Police and community members to engage and build trust with residents of color and people living with lower incomes including the Tree Ln., Oakbridge and Wexford Ridge areas. Activities could include Coffee with a Cop, and Police participation with youth recreation programs, block parties and cultural events and activities.	West District Police
4	Include the Tree Ln. and Wexford Ridge neighborhood as a potential new Neighborhood Resource Team area to improve equitable outcomes by focusing City resources and building stronger community connections for the growing population of people of color and those living with lower incomes.	Department of Civil Rights
5	Encourage new buildings within 200 feet of the 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 the Beltline should follow setback and noise regulations outlined in Wisconsin statutes (TRANS 233, TRANS 405), and MGO Section 16.23.	Planning

Health and Safety Partnerships	Agencies
A	Work with MSCR and Lussier Community Education Center (LCEC) to improve access to health and recreation programs at MSCR Odana, LCEC, schools, and other locations such as walking/running groups, yoga, meditation, and healthy cooking and nutrition classes.
B	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, increased green space, etc.) and use violence prevention resources such as the <a href="#">Madison Dane County Violence Prevention: A Roadmap to Reducing Violence Report</a> to address related issues.
C	Work with the National Interscholastic Cycling Association and other organizations that offer recreational activities outside of schools, to welcome, encourage, and support participation by middle and high school students of color.
D	Expand options in the Area where residents without air conditioning can go to get relief from the heat by partnering with LCEC, area businesses, centers of worship, and others to establish them as City-recognized cooling sites.
E	Partner with Pepartnership Inc. to establish a personal essentials pantry in the Tree Ln. and Wexford Neighborhood area.
F	Create partnerships between neighborhood groups, YMCA, MSCR and area schools to establish youth recreation programs at Haen Family Park and nearby school open space for activities like flag football, basketball and soccer.
G	Work with residents, neighborhood groups, Madison Arts and non-profit organizations to activate West Area parks and other greenspaces in Oakbridge, Tree Ln., and Wexford Ridge areas for people of all ages with musical performances, community meals, arts activities and recreation.

# Glossary

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**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.

**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 com-

munity 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)

**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)

**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.

**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.