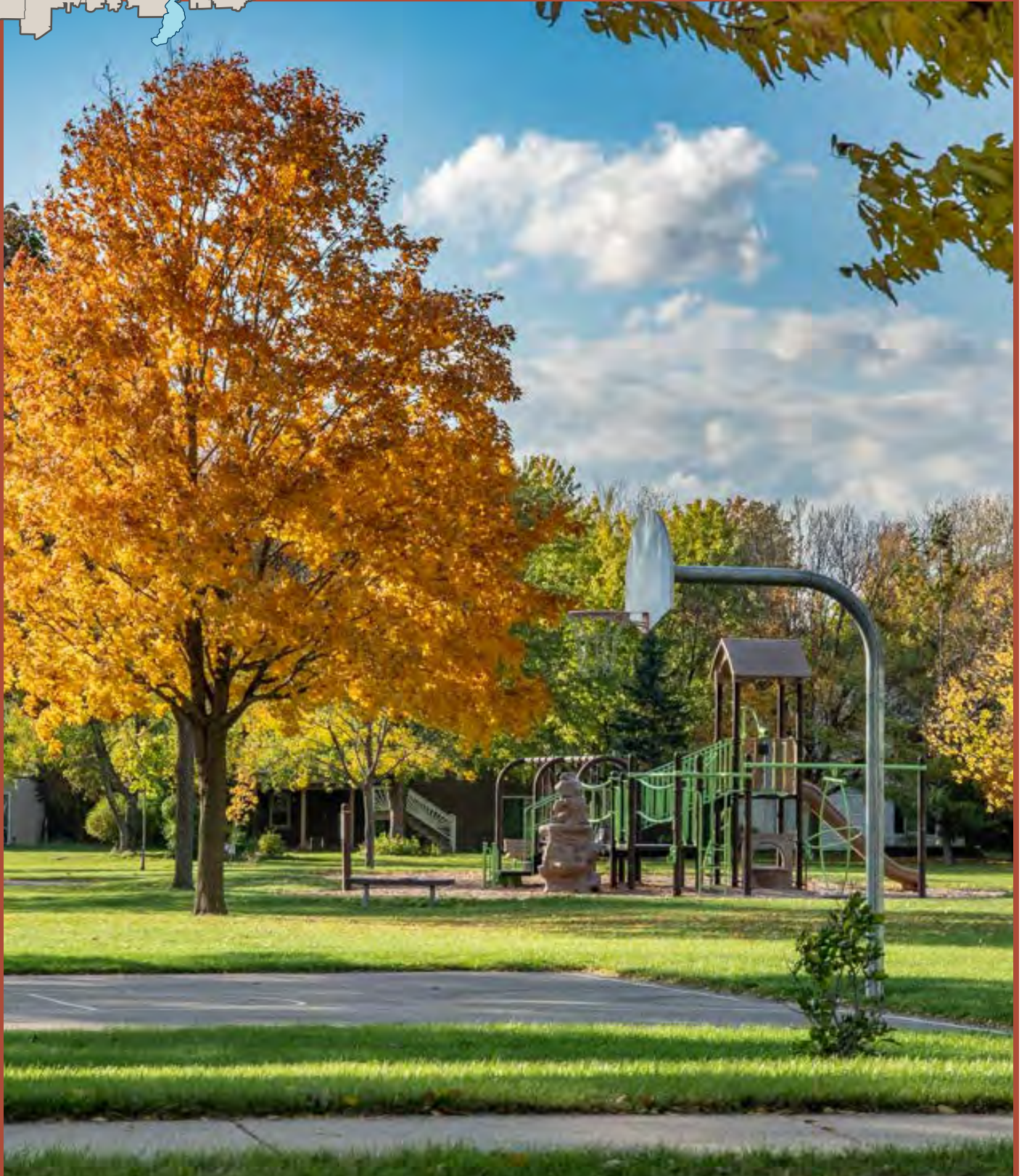


Northeast Area Plan

Introduction Draft | 07/10/24



CITY OF **MADISON**

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Adopted by the Common Council on (Date)

Resolution RES24XXXLegistar file # XXXXX

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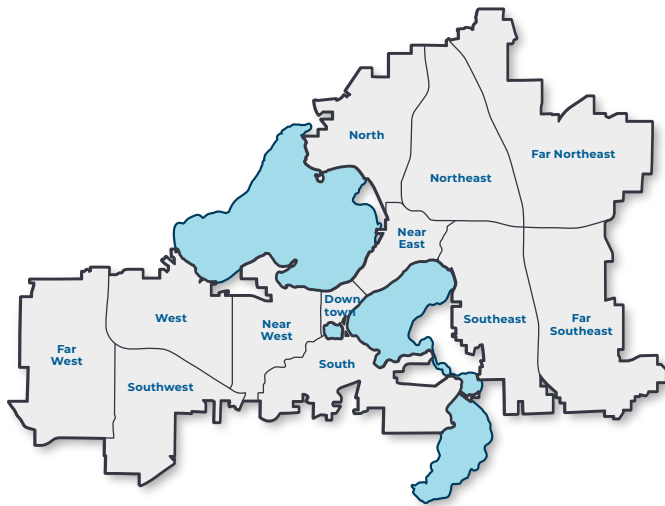
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Introduction



Planning Framework

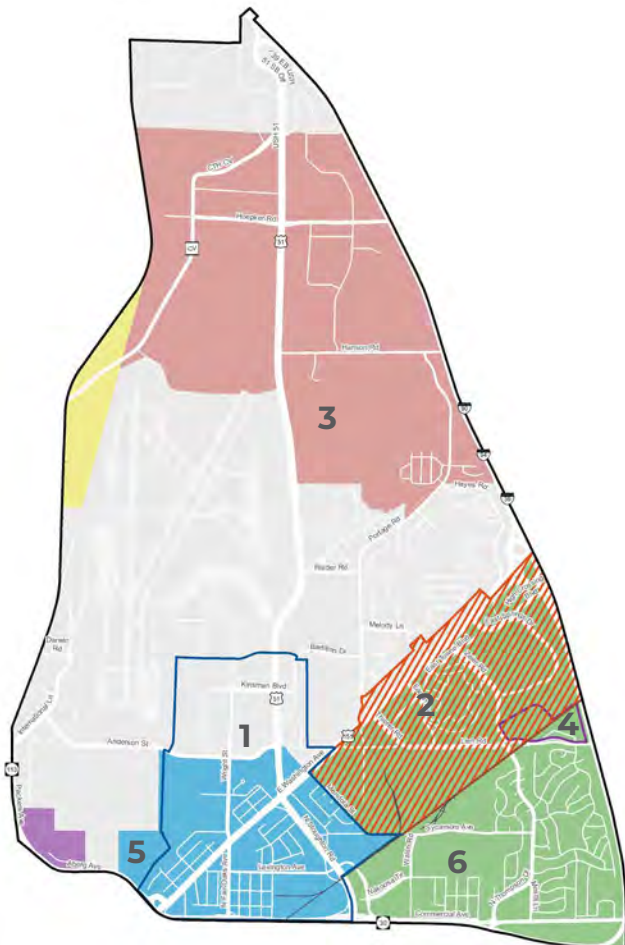
The Northeast Area Plan is one of the first plans following the City's new [Planning Framework](#). The Planning Framework established 12 plan geographies to be the basis for future area plans. These 12 plans will be established and updated on a ten-year cycle, ensuring all areas of Madison have a current plan. This more equitable approach to creating plans avoids past situations where certain areas received greater attention while others were only addressed in the citywide Comprehensive Plan. The Planning Framework creates greater clarity by having a single area plan rather than overlapping plans written at different times with different recommendations.

Previously adopted underlying plans

Previously adopted underlying plans served critical roles in guiding decisions around new development, infrastructure, and budgeting. Adopted by the Common Council, these guided millions of dollars in investment after extensive public outreach efforts. Previously adopted plans significantly overlapping with the Northeast Area will be archived and will no longer guide City decisions. Going forward, the Northeast Area Plan will guide decisions. Archived plans for the Northeast Area:

1. Hawthorne-Truax Neighborhood Plan (2023)
2. Greater East Towne Area Plan (2022)
3. Hanson Road Neighborhood Development Plan (2000; amendments through 2021)
4. Ridgewood East Central Development Plan (2002)
5. Carpenter-Hawthorne-Ridgeway-Sycamore-Truax Neighborhood Plan (2001)
6. East Towne-Burke Heights Neighborhood Development Plan (1987)

Recommendations in these underlying plans were reviewed and considered as part of this Plan's development. Recommendations were incorporated if they are consistent with the Comprehensive Plan or current City policies, and generally addressed physical or regulatory changes specific to the Northeast Area, including land use, zoning, building height, transportation, parks and open space, public utilities, and stormwater infrastructure. Recommendations already implemented or that repeat existing citywide policy were not incorporated in this Plan.



Relationship between The Northeast 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 Northeast Area Plan applies policies from the Comprehensive Plan, and other citywide initiatives, into specific recommendations for the Northeast 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.



The Northeast Area



The Northeast Area is generally bound by Interstate 39/90/94 to the east, Highway 30 and Aberg Avenue to the south, and Packers Avenue and the Canadian Pacific rail corridor to the west. The 7,608-acre (12-square mile) area includes major destinations such as the Dane County Regional Airport, Madison College - Truax Campus, and East Towne Mall. It's also defined by natural features including Starkweather Creek, extensive wetlands, and a wooded drumlin at the center of the Sandburg neighborhood.



East Washington Avenue is the primary transportation corridor in the Northeast Area, and a major part of the City's transit network. The east-west Bus Rapid Transit (BRT) line will open in late 2024, providing residents improved travel times and more frequent trips. Highway 51 (Stoughton Road) is also a major route through the Northeast Area, although it has fewer connections to neighborhoods and businesses along its path.





Nearly 15,000 residents call the Northeast Area home. It's one of the most diverse areas of Madison, with more than 40% of residents being persons of color. Resident incomes and college degree rates are lower than citywide averages. The Northeast Area is one of the city's most affordable places to live, with housing costs about 25% lower than the citywide averages. There are two neighborhood elementary schools, Hawthorne and Sandburg, and a future City library: the Imagination Center at Reindahl Park. The area is a major employment hub with 21,000 employees centered around the airport and by East Towne Mall (Source: OnTheMap 2021).

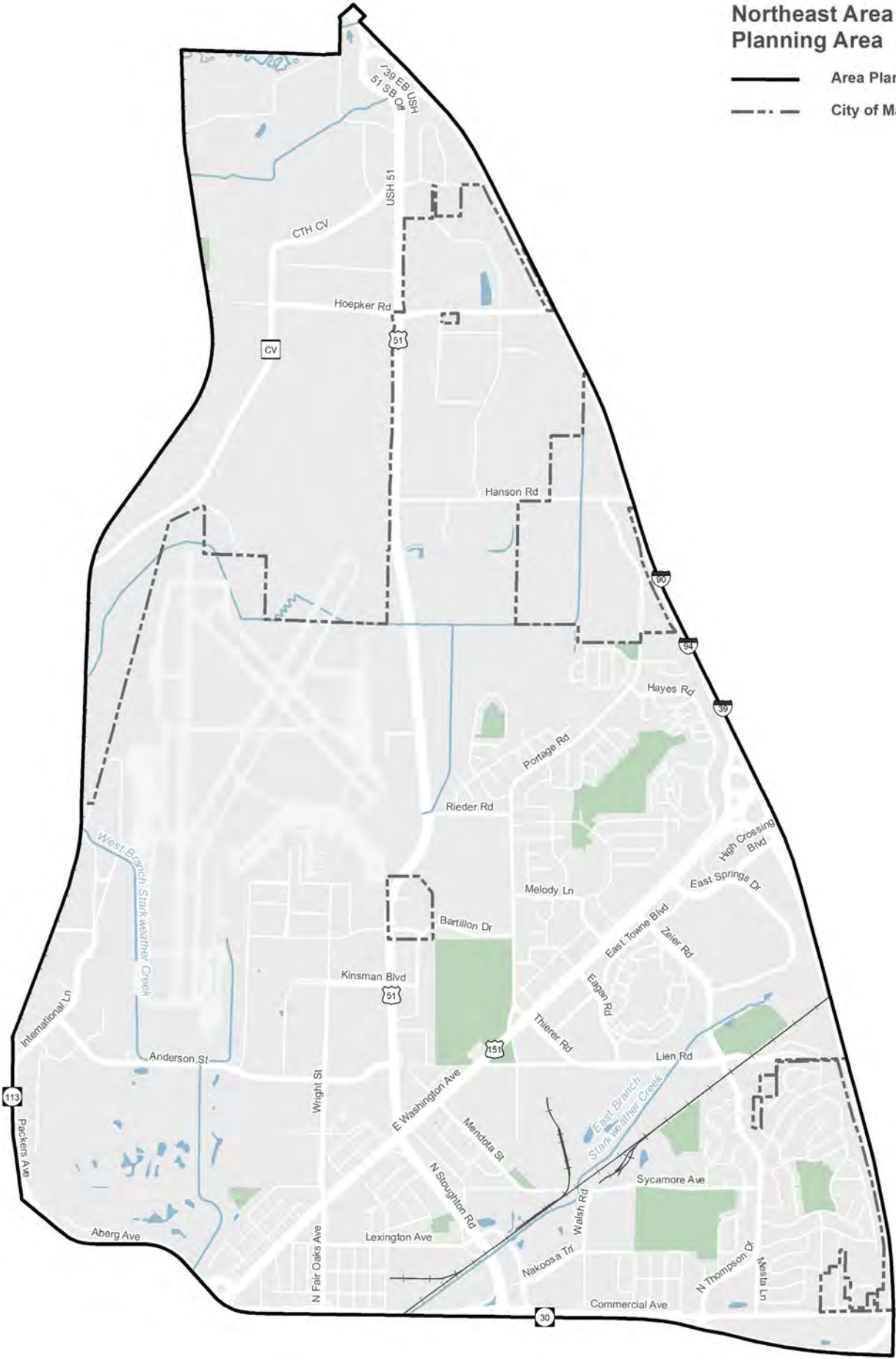


Growth projections in the Comprehensive Plan estimate Madison will add 115,000 residents between 2020 and 2050. As development activity continues to move east along East Washington Avenue from the Downtown area, the Northeast Area could see transformational change on many underutilized sites. This growth will add more than just new residents. It will bring needed new housing that will help slow housing cost increases. It will support existing and future local businesses and create walkable neighborhood destinations. It will add new park and recreational opportunities throughout the Northeast Area.



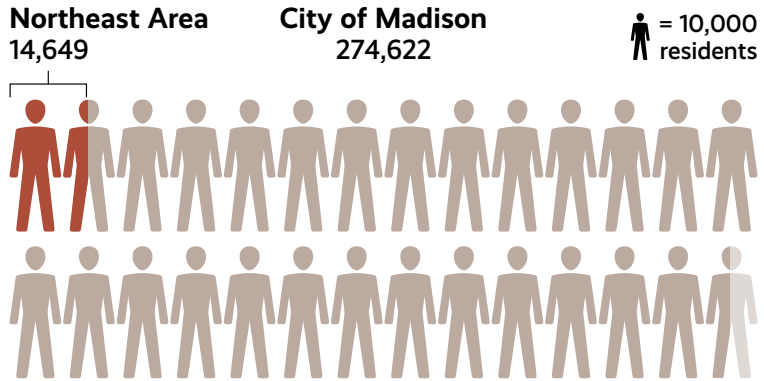
Northeast Area Plan Planning Area

-  Area Plan Boundary
-  City of Madison Boundary

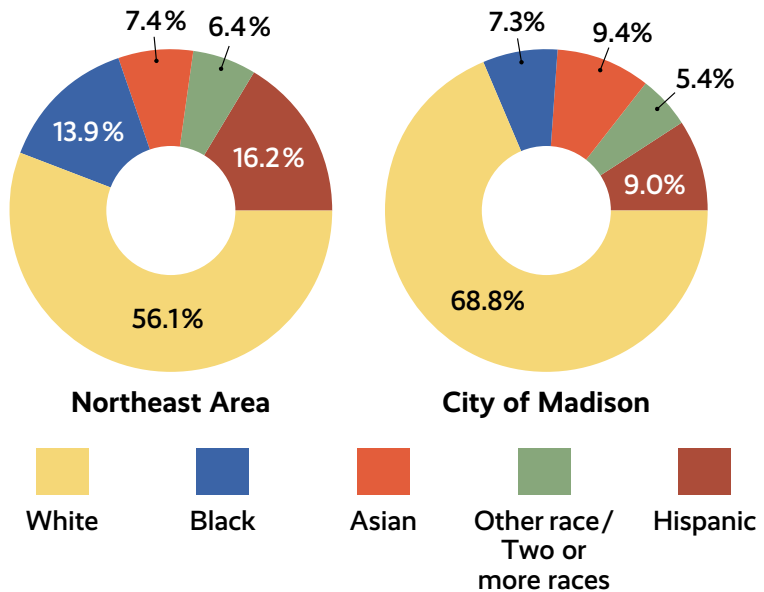


Demographics

Population



Racial and ethnic composition



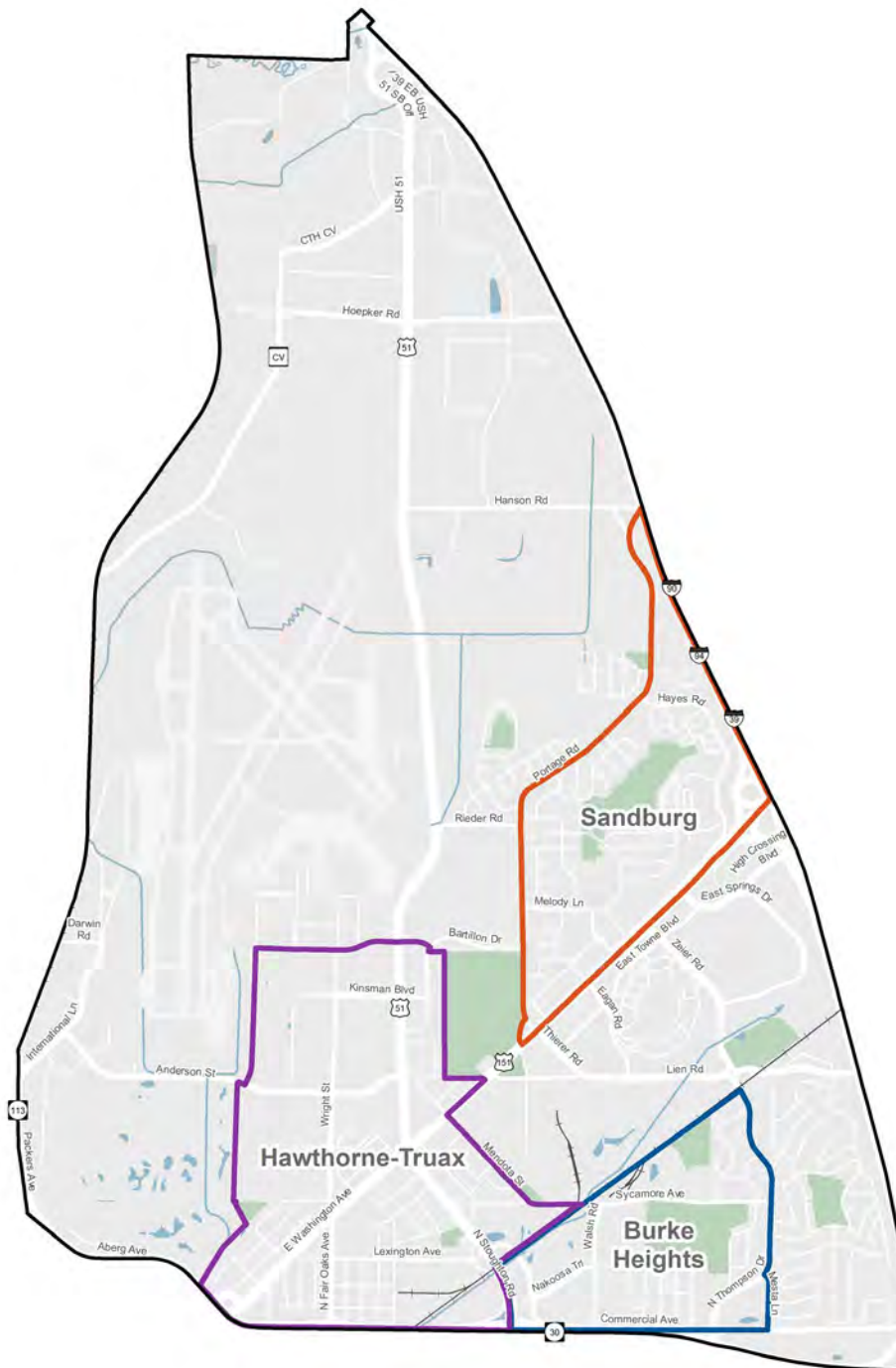
Economic

	Northeast Area	City of Madison
Poverty rate (families)	6.4%	5.9%
Median income	\$59,486	\$70,466
Homeownership (Tenure)	42.4%	44.5%
Cost-burdened households – owners	22.7%	19.8%
Severely cost-burdened households – owners	11.5%	6.8%
Cost-burdened households – renters	36.6%	46.5%
Severely cost-burdened households – renters	14.8%	25.5%

Source: Neighborhood Indicators Project, Census/American Community Survey

Community Action Strategy Areas

The Northeast Area contains three Community Action Strategy areas. Greater numbers of low- to moderate-income households live in these areas, making them eligible for federal Community Development Block Grant funding. The City is directing \$200,000 to Sandburg, \$200,000 to Burke Heights, and \$250,000 to the Hawthorne-Truax area for small scale capital improvements. Additional public engagement and community capacity-building assistance were directed to these areas during the planning process. Given the capacity-building focus, the Community Action Strategy recommendations are not exclusively physical or policy changes, or that are outside City control. These recommendations may rely on community partners for implementation.



Burke Heights



Sandburg



Hawthorne-Truax

Planning Process and Public Engagement



The planning process began in early 2023 and lasted through adoption in summer 2024. It followed a multi-phase approach, with the first meetings focusing on outreach and engagement to ensure community awareness of the process and public feedback. The next series of meetings captured community values and incorporated them into initial recommendations for review, in addition to relevant recommendations from previously adopted underlying plans. The final steps of the process consisted of drafting the plan document, public review of the draft Plan and the formal City approval process. While the public participation strategies evolved over the course of the process, each phase included in-person and virtual events to gather input and facilitate conversations with residents and other stakeholders. Interactive commenting maps and review drafts allowed participants to add their thoughts and see other peoples' comments in a broader community discussion. Neighborhood walks, Park Connects events, and multi-topic open houses were all held to bring more people and viewpoints into the discussion.

The City also hired Community Navigators to help reach a wider range of residents and business owners. Selected from area non-profits with deep connections to northeast Madison, Community Navigators conducted interviews, had informal conversations, promoted the community meetings, and made new connections with people in the Northeast Area.

Primary themes from public engagement is incorporated in each Plan chapter. However, a recurring theme expressed by participants was frustration that the Northeast area was being "dumped on" with negative additions and not seeing positive investments from the public or private sector. Negatives includes noise impacts from the airport, PFAS in Well 15, the homeless encampment at Reindahl Park and the temporary and permanent homeless shelters. While there is excitement for the planned Imagination Center at Reindahl Park, there is frustration that its development is taking more time than originally expected.

Planning Process



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 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.



What We Heard

1. Have walkable neighborhoods, with a mix of housing types and nearby destinations like restaurants, cafes, and local businesses.
2. Development should be focused along transit corridors and activity centers.
3. Support new development and more housing options.
4. Neighborhoods are currently disconnected by highways, railroads, the airport, and natural features like wetlands.



Commercial Avenue and Pulley Drive



FedEx at Hoepker Drive and HWY 51



East Towne Mall area

Comprehensive Plan Goals:

This Plan aims to advance the following goals:

- 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.

Land Use

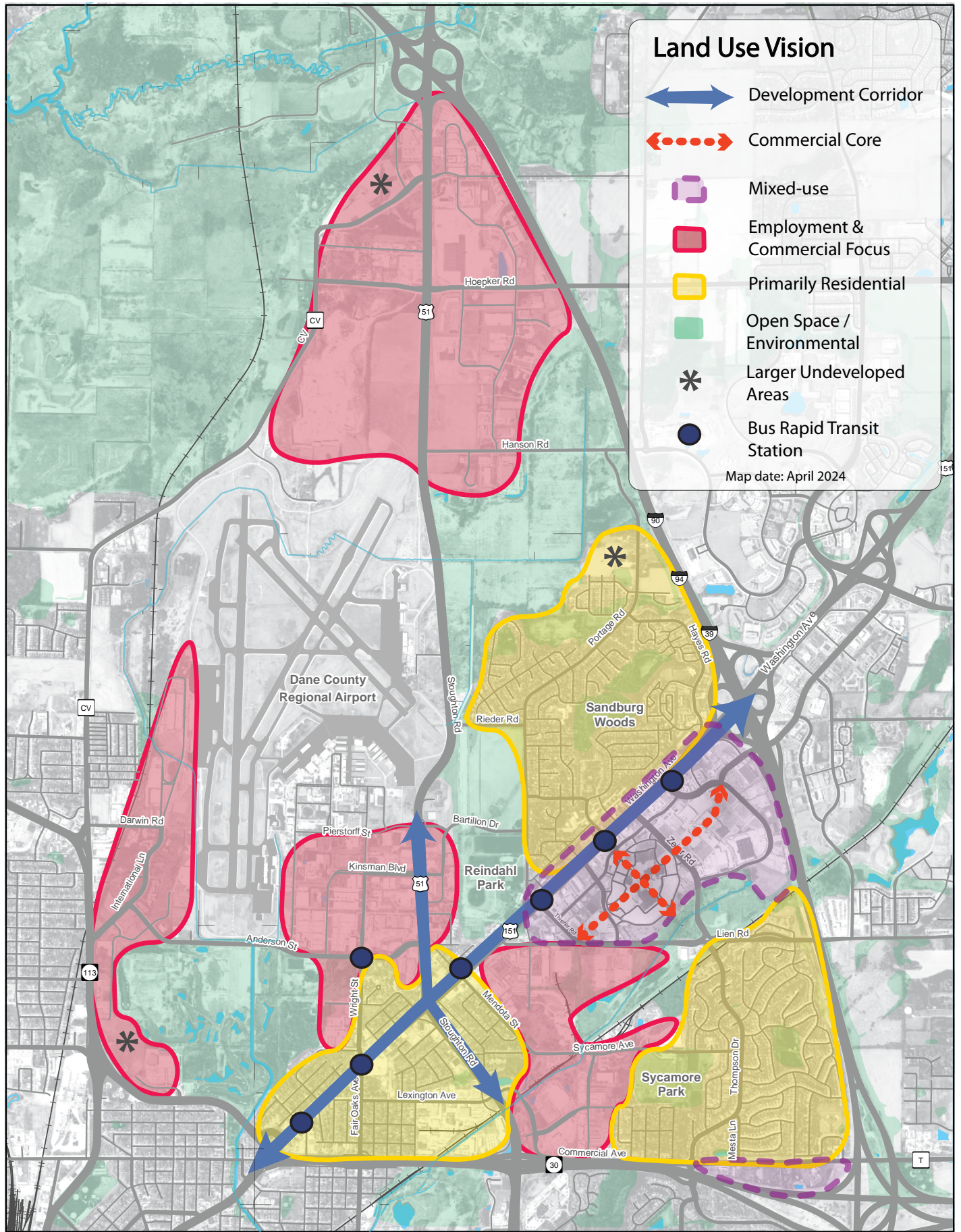
The Northeast Area has a variety of land uses within its nearly 8,000 acres. Parks and open spaces are present throughout the area, and include large wetlands along Starkweather Creek, wooded drumlins, park spaces, and Bridges Golf Course. Approximately 6,900 housing units are predominately located in three separate areas, Carpenter Ridgeway/Hawthorne/Mayfair, Sandburg, and Burke Heights (Thompson Drive). Commercial land, including retail at East Towne and office spaces near the airport, accounts for 11% of the Plan area, with industrial and institutional (educational) land largely centered on Highway 51, occupying 7% of the area.

Land Use	Acres	% Of Total
Residential	946	12%
Commercial	846	11%
Institutional/Governmental	283	4%
Industrial	271	4%
Park and Open Space	1,947	26%
Agriculture/Vacant/Under Construction	644	8%
Mineral Extraction	124	2%
Airport	1,316	17%
Utilities, Transportation	1,231	16%
Total	7,608	100%

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

There is little undeveloped land in the Northeast Area. Most vacant sites are industrial properties near Highway 51 and Hoepker Road. There are few other undeveloped areas, including parcels on Portage Road just north of the Greater Sandburg Neighborhood and on County CV just west of Highway 51.

Much of the recent development within the Northeast area was for industrial uses in the same Highway 51 and Hoepker Road area. In other areas, redevelopment is beginning to occur along the East Washington corridor, including the former Bimbo Bakery site and the Capital Auto Credit property. The East Towne Mall area is also beginning to see investment and redevelopment. Several vacant buildings are being repurposed for new uses, and new hotels, residential, and mixed-use buildings are being built.

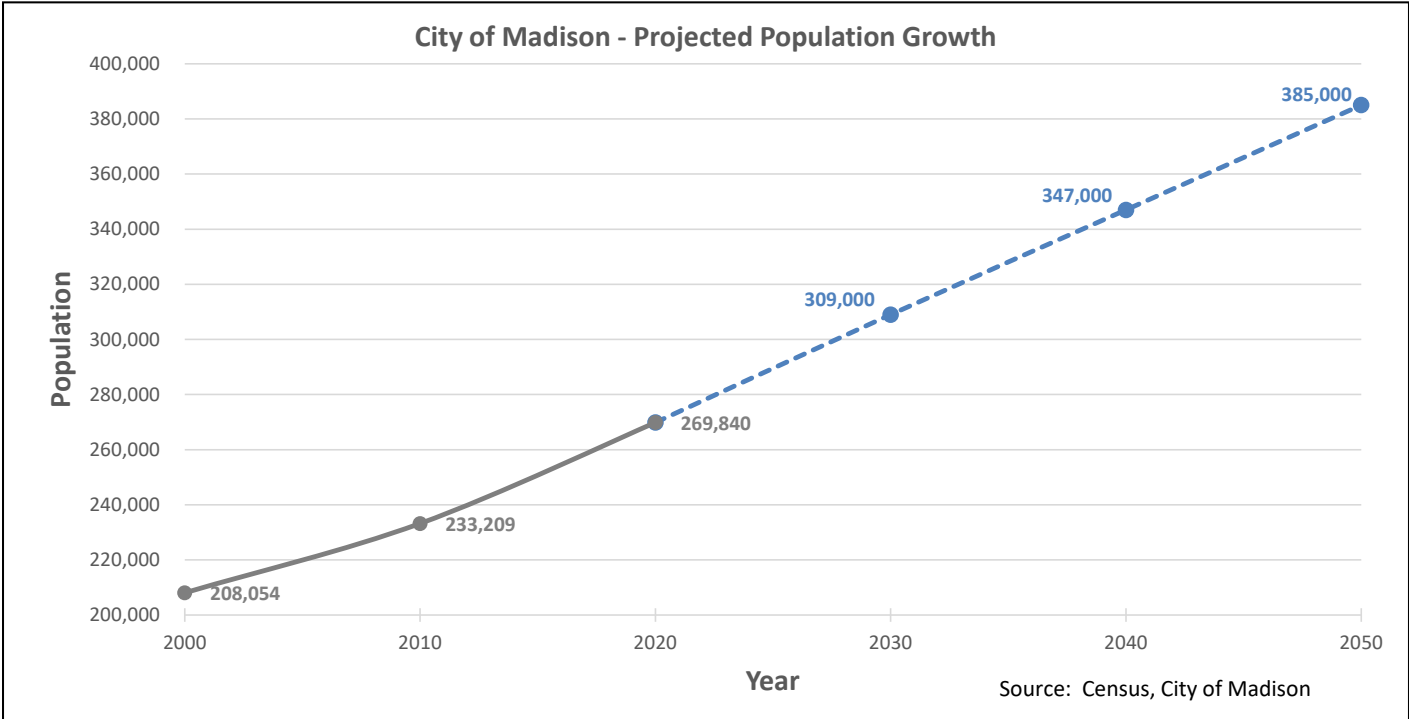




Rise Madison housing development under construction on the former Gardner Bakery site at East Washington and Fair Oaks Avenues

Future Growth

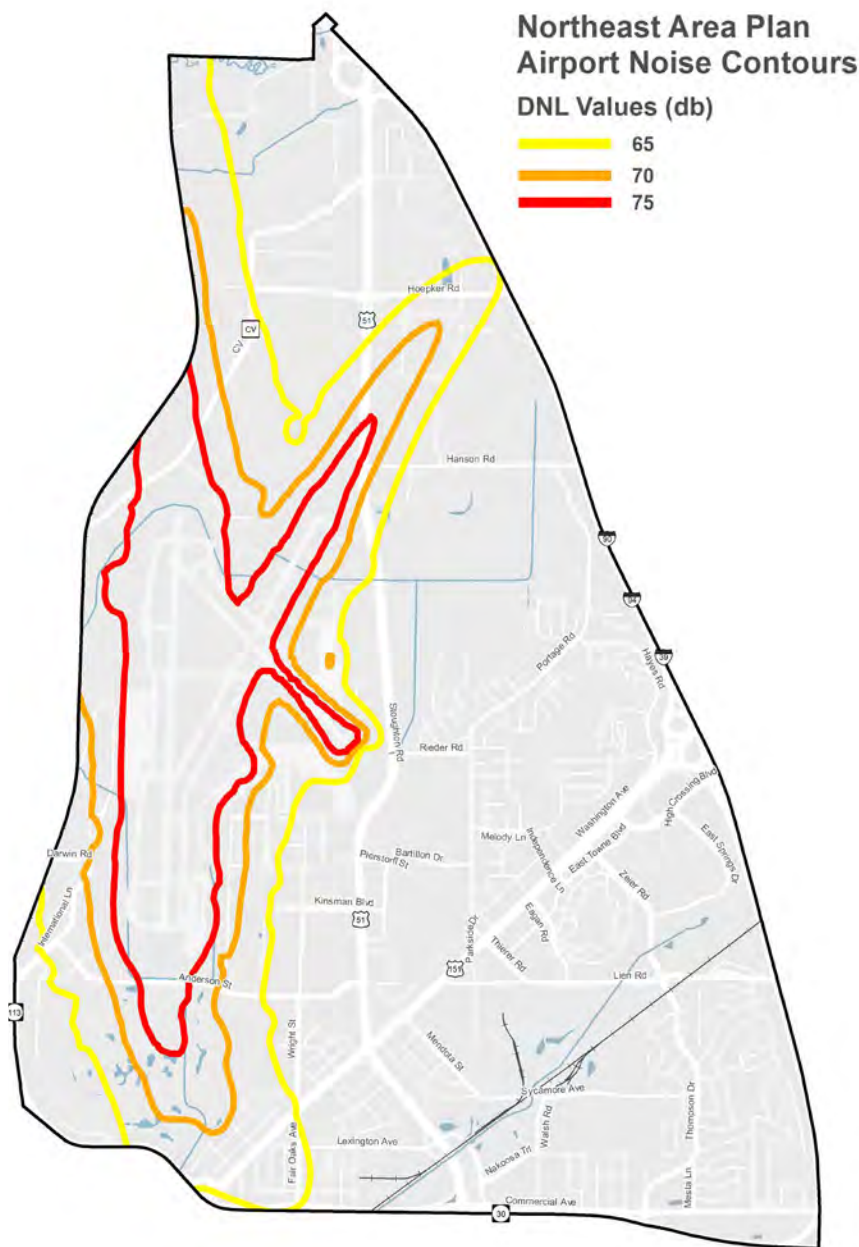
According to the Comprehensive Plan, Madison is projected to add 115,000 new residents and 50,000 jobs between 2020 and 2050¹. This projection is largely based on past growth trends. While this growth will be spread across the entire city, a portion will occur within Northeast Area. The Comprehensive Plan emphasizes accommodating growth through redevelopment of underutilized sites, particularly on transit corridors. Redevelopment generally uses existing infrastructure and can increase housing availability on transit corridors while reducing automobile dependency. Given the lack of undeveloped property in the Northeast Area, redevelopment will likely be the primary way that future growth occurs.



East Washington Avenue - construction of BRT station

The Comprehensive Plan identifies [Growth Priority Areas](#), which are locations best suited to accommodate growth consistent with the Comprehensive Plan’s goals. Within the Northeast Area, the East Washington Avenue corridor, East Towne area, and the industrial area along Highway 51 are identified as Growth Priority Areas where development and redevelopment should be directed and encouraged. These areas have larger concentrations of underutilized properties and are well-served by transit and utilities, making them attractive for redevelopment and to future residents, visitors, and employers. The area around East Towne Mall is defined by expansive parking lots, nearby big box stores, and a street network designed around cars and not people. On East Washington Avenue, there are several strip commercial buildings likely to redevelop in the coming years. Collectively, these Growth Priority Areas could transition to new, well-connected residential, commercial, and employment areas that better meet the needs of the City and its residents.

¹ Source: City of Madison, Greater Madison MPO



Day Night Average Sound Level (DNL) is a noise metric used to reflect a person's cumulative exposure to sound over a 24-hour period and is the Federal Aviation Administration's required noise metric for the assessment of aircraft noise.



Airport Noise

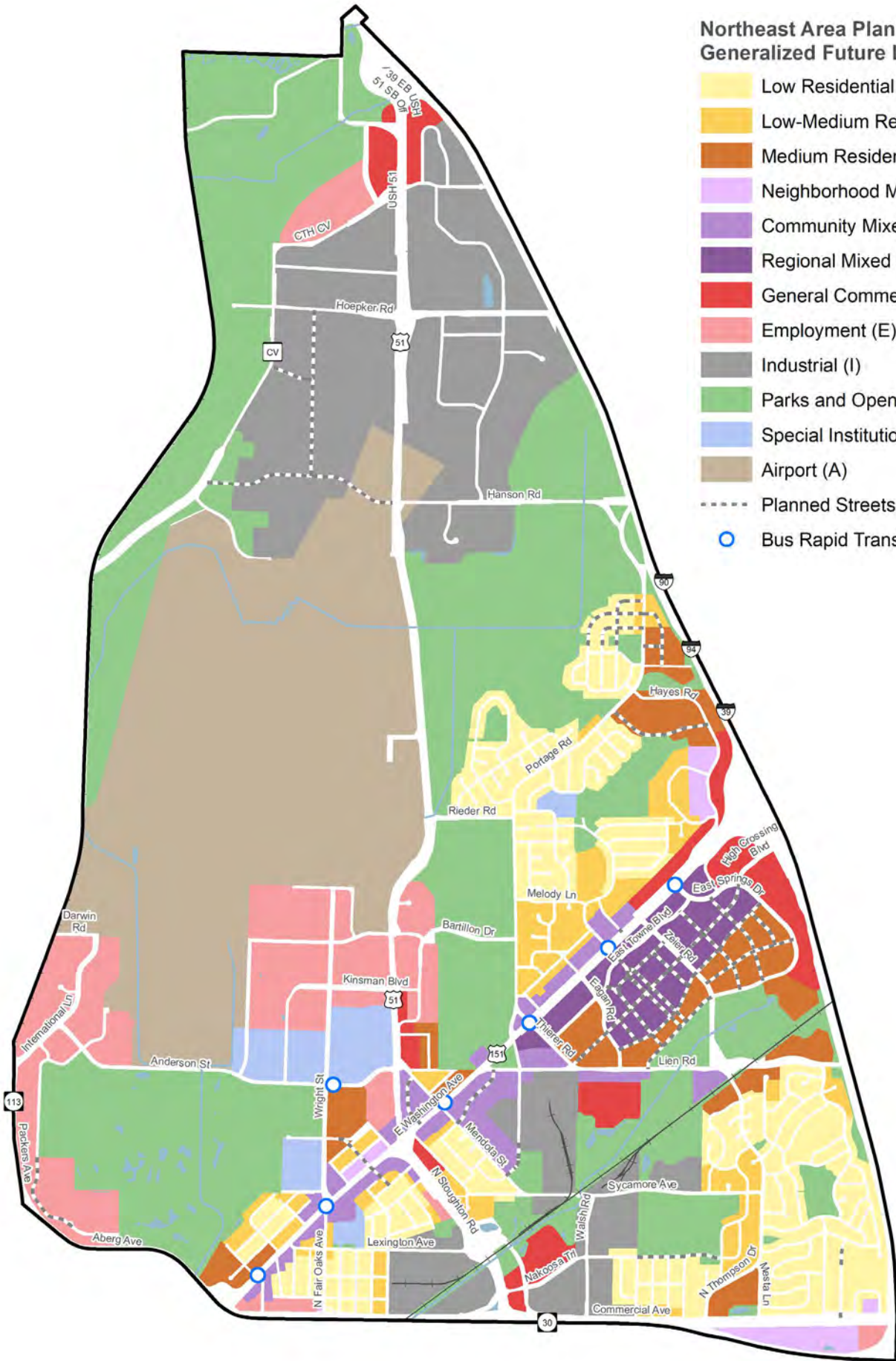
With F-35 fighter jets replacing F-16s at the Dane County Regional Airport (DCRA), noise exposure in neighborhoods surrounding the airport became a focus of community conversation and concern. Airport sound modeling, which includes both military and commercial flights, indicates the Carpenter Ridgeway area would likely see the greatest impacts, with average sound exposures beyond what is considered compatible for typical residential construction. In 2022, the Common Council established a committee of alders to evaluate alternative approaches to land use and growth in the noise impacted area. Ultimately, those alders found the elevated noise exposure did not merit a prohibition on new residential construction in this area. They did recommend the City encourage sound insulating construction techniques (State law prohibits the City from requiring sound insulating construction).

[Dane County Regional Airport \(DCRA\) is currently developing its noise compatibility program](#), a federal program that funds strategies to minimize and mitigate noise exposure surrounding airports. Recommended strategies may shift the sound impacts north and away from higher concentrations of residential south of the airport. This may resolve noise compatibility concerns without changes in construction or noise insulation.

As part of the noise compatibility program, DCRA is recommending an expansion of the Airport Affected Area, a legal boundary that allows the DCRA to veto rezonings approved by the City up to three miles away from the airport. While the City can override a veto with a 2/3 majority vote of the Common Council, this creates uncertainty in the development process and could result in fewer housing units getting built.

**Northeast Area Plan
Generalized Future Land Use Map**

- Low Residential (LM)*
- Low-Medium Residential (LMR)*
- Medium Residential (MR)
- Neighborhood Mixed Use (NMU)
- Community Mixed Use (CMU)
- Regional Mixed Use (RMU)
- General Commercial (GC)
- Employment (E)
- Industrial (I)
- Parks and Open Space (P)
- Special Institutional (SI)
- Airport (A)
- Planned Streets
- Bus Rapid Transit (BRT) Station



Recommended Future Land Use and Growth Areas

The Generalized Future Land Use (GFLU) Map establishes a framework for how the Northeast Area can grow and evolve over time. The map identifies broad categories of development such as residential, commercial, or industrial uses, as well as recommended building size. The future land use categories guide future growth and establish the basis for how the City reviews development proposals. The land use recommendations 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 and financing, and developer priorities all influence the timing and location of development proposals.

Land use categories

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

*In select conditions, Low Residential may allow development up to 30 dwelling units/acre (DU/ac) and three stories. In select conditions, Low-Medium Residential may allow development up to 70 DU/ac and four stories.



Low Residential (LR) *



Neighborhood Mixed-Use (NMU)



General Commercial (GC)



Low-Medium Residential (LMR) *



Community Mixed-Use (CMU)



Employment (E)



Medium Residential (MR)



Regional Mixed-Use (RMU)



Industrial (I)



The East Towne area in its current form (above) and a vision for the area at build-out (bottom). Existing building footprints shown in white.



Redevelopment concepts on East Washington Avenue near Highway 51 (above) and Highway 30 (below).



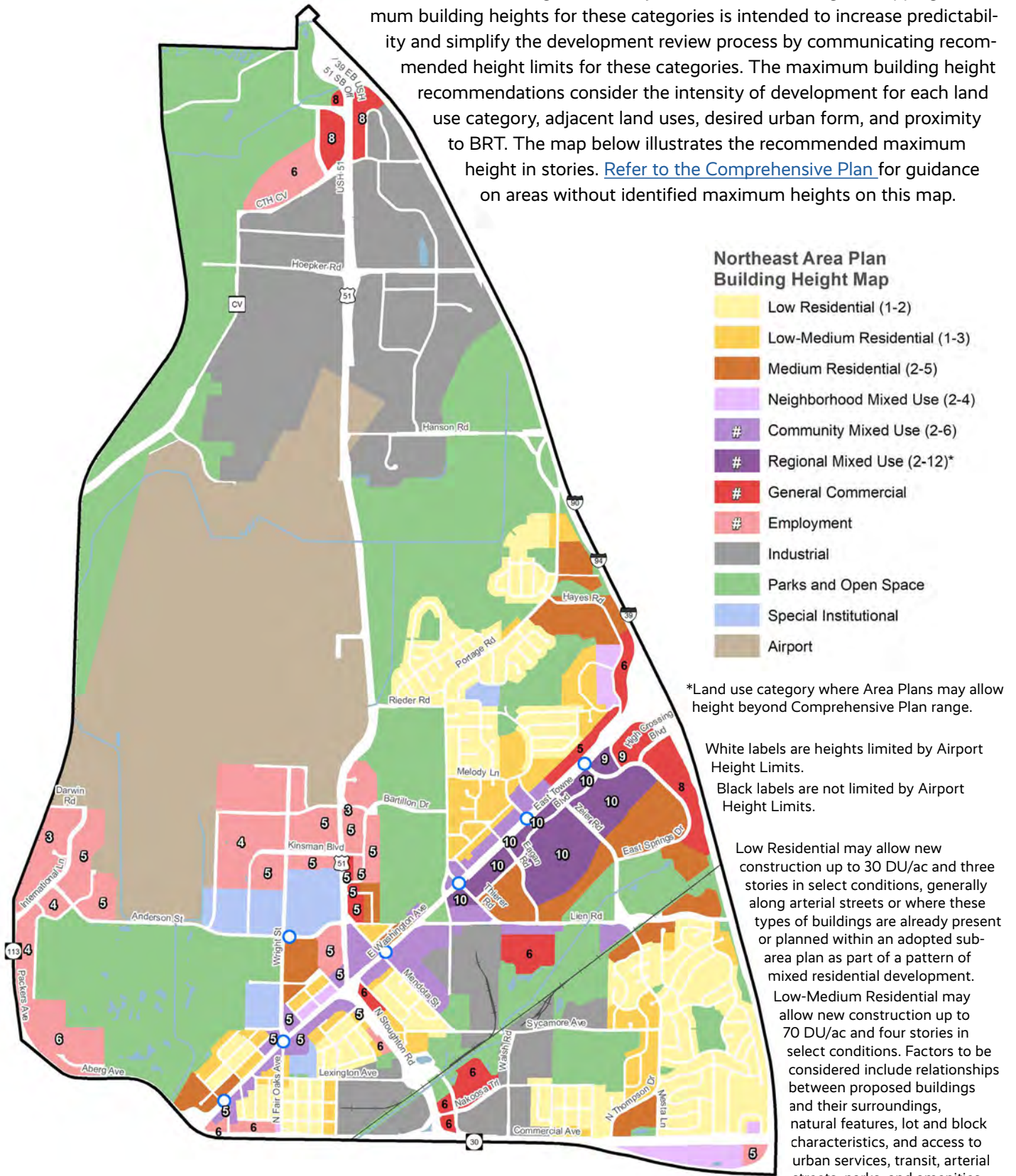
Within the Northeast Area, the most visible change could be at or around East Towne Mall. This Plan incorporates recommendations from the Greater East Towne Area Plan, which envisioned the area transitioning from a regional mall to a vibrant urban neighborhood. A compact, walkable network of streets would support a mixture of uses, including commercial, employment, and residential, with building scales from three to ten stories. Taller, more commercial-oriented buildings are located closer to Bus Rapid Transit (BRT) stations on East Washington Avenue, and the area transitions to a mixture of residential uses towards Starkweather Creek. Areas along the Interstate corridor are recommended to remain as commercial or transition to employment (office, lab, medical, etc.), as road noise makes this location less appropriate for residential. Several new park spaces are recommended to support new residents, including a large green corridor along Starkweather Creek.

Beyond East Towne Mall, the East Washington Avenue corridor has sites that could redevelop in the foreseeable future. Many of these were addressed by the Hawthorne-Truax Neighborhood Plan, which planned for sites to transition from single-story commercial to more intensive mixed-use development.

Along with redevelopment planned for East Washington Avenue and other major sites, several areas are appropriate for “Missing Middle” housing. Missing Middle housing is a range of housing types between single-family detached houses and smaller apartment buildings, such as row-houses and small multi-family buildings. Low-Medium Residential (LMR) areas on the GFLU Map are intended to accommodate Missing Middle housing. Identifying lower scale residential areas ensures the city will have a mix of housing types, and not just larger residential buildings in Medium Residential (MR) and High Residential (HR) areas.

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 BRT. The map below illustrates the recommended maximum height in stories. [Refer to the Comprehensive Plan](#) for guidance on areas without identified maximum heights on this map.



The entire Northeast Area is within [Dane County Regional Airport's Height Limitation Zone](#), which establishes a maximum elevation (feet above sea level) that buildings can't exceed. This, along with ground level elevation, establishes the legal maximum height for every site in the Northeast Area. In several areas, maximum building heights (displayed in stories) are limited by the airport height restrictions and not other considerations.

Commercial Core

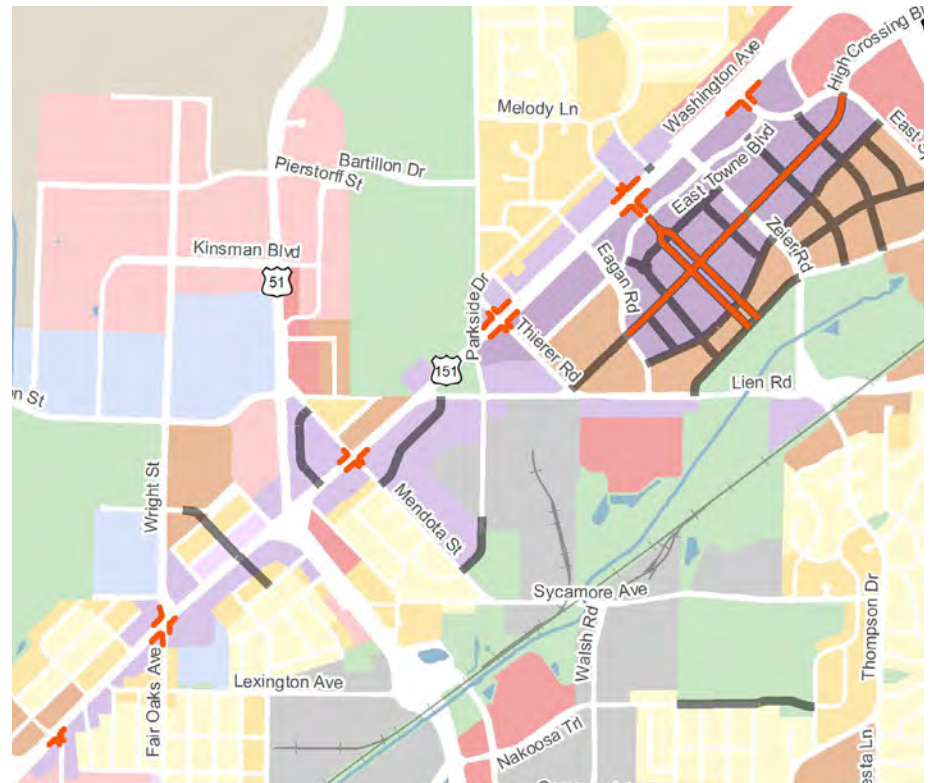
The GFLU Map identifies several mixed-use categories, largely focused on the East Washington Avenue corridor and the East Towne Mall area. These areas are planned for a mixture of residential, commercial, and employment uses within the larger area to achieve an active and vibrant place. While a mixture 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 those goods and services.

Future buildings along Commercial Core frontages should have ground floor commercial uses (retail, restaurant, service, or office uses). These areas appear capable of supporting additional commercial spaces and are located at important locations.



Ground floor commercial spaces create active spaces and are required on Commercial Core frontages



- Planned Streets
- Commercial Core

Aligning Future Land Use and Zoning

While the GFLU Map establishes a vision and future development guidance, zoning regulates what uses are allowed and what can be built now. Because of this difference, sometimes zoning and land use recommendations point in different directions. As part of this Plan, recommended future land uses and current zoning were evaluated to identify potential conflicts.

This Plan recommends several properties be considered for proactive rezoning, a City-initiated process that changes a property's zoning to a district more consistent with the future land use recommended in this Plan. Certain proactive rezonings may simplify approval processes for future development proposals that are consistent with Plan recommendations. Other are intended to avoid potential land use conflicts that could arise from the current zoning districts. Proactive rezoning is a separate legislative process that occurs after the adoption of this Plan and requires further review by the Common Council.

While proactive rezoning addresses a property's zoning, the evaluation also considered overlay districts. In one instance, a recommended land use change altered the context that was the basis of the Transit Oriented Development (TOD) overlay district boundary. The Target site on Lien Road site is nearly a half mile from a BRT station and on the TOD district boundary. It has no street frontage and is bordered by industrial uses and wetlands. As a result of these factors and the changed land use recommendation, this Plan recommends revising the TOD overlay district boundary to remove these parcels.

Other potential zoning changes were identified that could improve transparency and usability of the zoning code, but are citywide issues generally beyond the scope of Area Plans. These potential changes center on Planned Development zoning districts and City parks. There are 22 Planned Development zoning districts in the Northeast Area, all adopted under an older version of the City's Zoning Code. These could easily transition to conventional zoning districts that provide greater clarity and transparency while reducing the time it takes for City staff to respond to inquiries and issue routine permits. These transitions would not increase or decrease the allowable use of a property; instead, potential new zoning districts would best match the existing buildings and uses already in place.



The zoning for many parks doesn't reflect their use, potentially creating confusion during park planning processes. This confusion could be avoided by changing the zoning to match the park type established by the Parks Division and the Board of Park Commissioners.

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.













Northeast Area Plan Proactive Rezoning

-  Proactive Rezoning Recommendations
-  Potential TOD Overlay Adjustment

Zoning Districts

-  TOD Overlay Zoning







Residential

- | | |
|---|---|
|  SR-C1 |  TR-C2 |
|  SR-C2 |  TR-C3 |
|  SR-C3 |  TR-C4 |
|  SR-V1 |  TR-U1 |
|  SR-V2 |  TR-V1 |
|  TR-C1 |  TR-V2 |





Employment

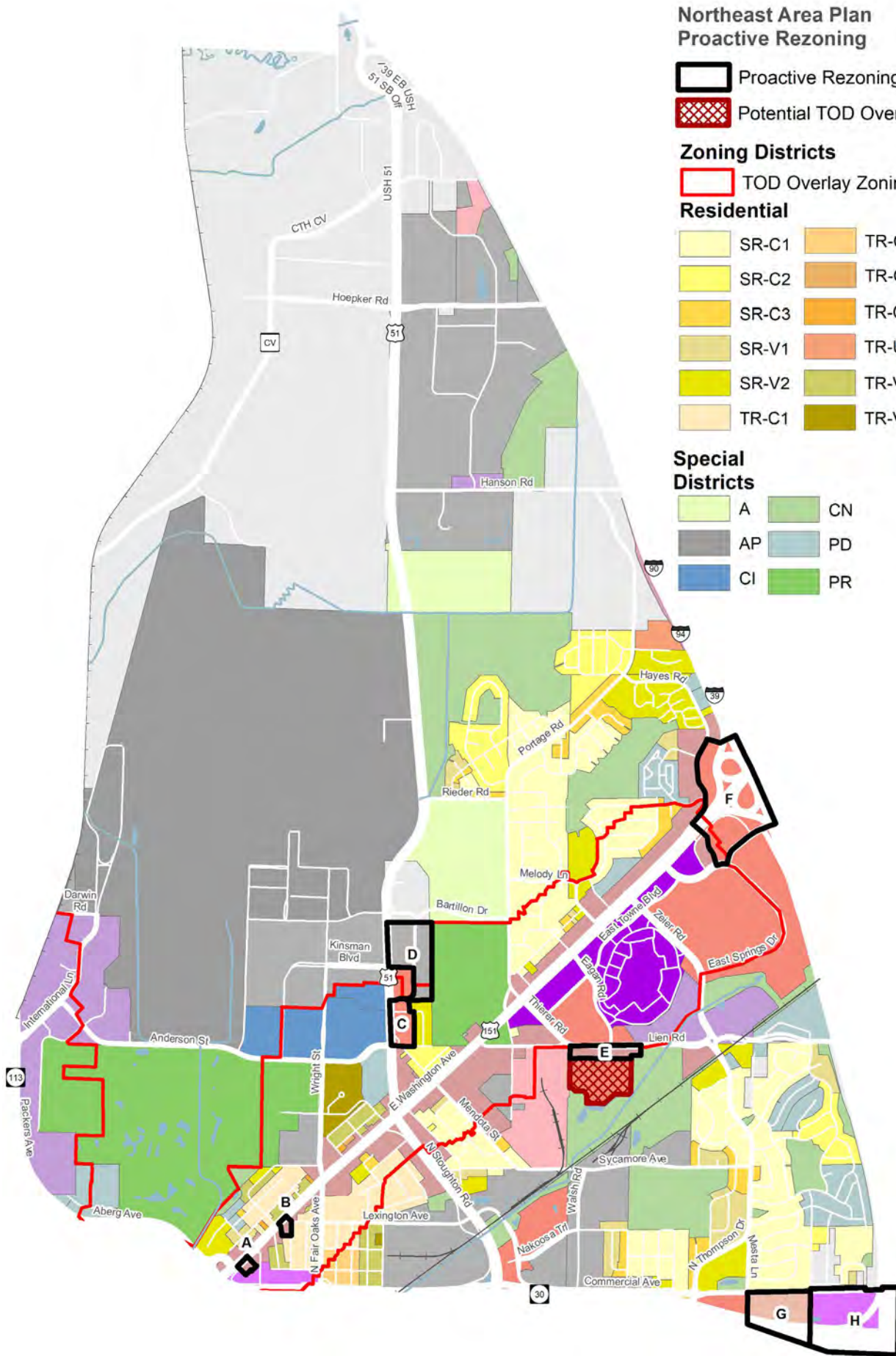
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|---|
|  IG |
|  IL |
|  SE |
|  SEC |
|  TE |

Special Districts

- | | |
|--|--|
|  A |  CN |
|  AP |  PD |
|  CI |  PR |

Mixed-Use & Commercial

- | |
|--|
|  CC |
|  CC-T |
|  NMX |
|  RMX |



Site	GFLU	Existing Zoning	Recommended Zoning	Notes
A	CMU	TE	CC-T	Create consistency with GFLU and adjacent zoning.
B	CMU	TR-C1	CC-T	Create consistency with GFLU and adjacent zoning.
C	GC	CC-T	CC	Change to discourage residential in less appropriate area.
D	E	CC	IL	Change to prevent residential in less appropriate area.
E	CMU	CC	CC-T	Create consistency with GFLU.
F	GC	CC-T	CC	Change to discourage residential in inappropriate area.
G	NMU	SR-C1, A	NMX	Create consistency with GFLU.
H	NMU, E	SR-C1	TE	Create consistency with GFLU.

Actions

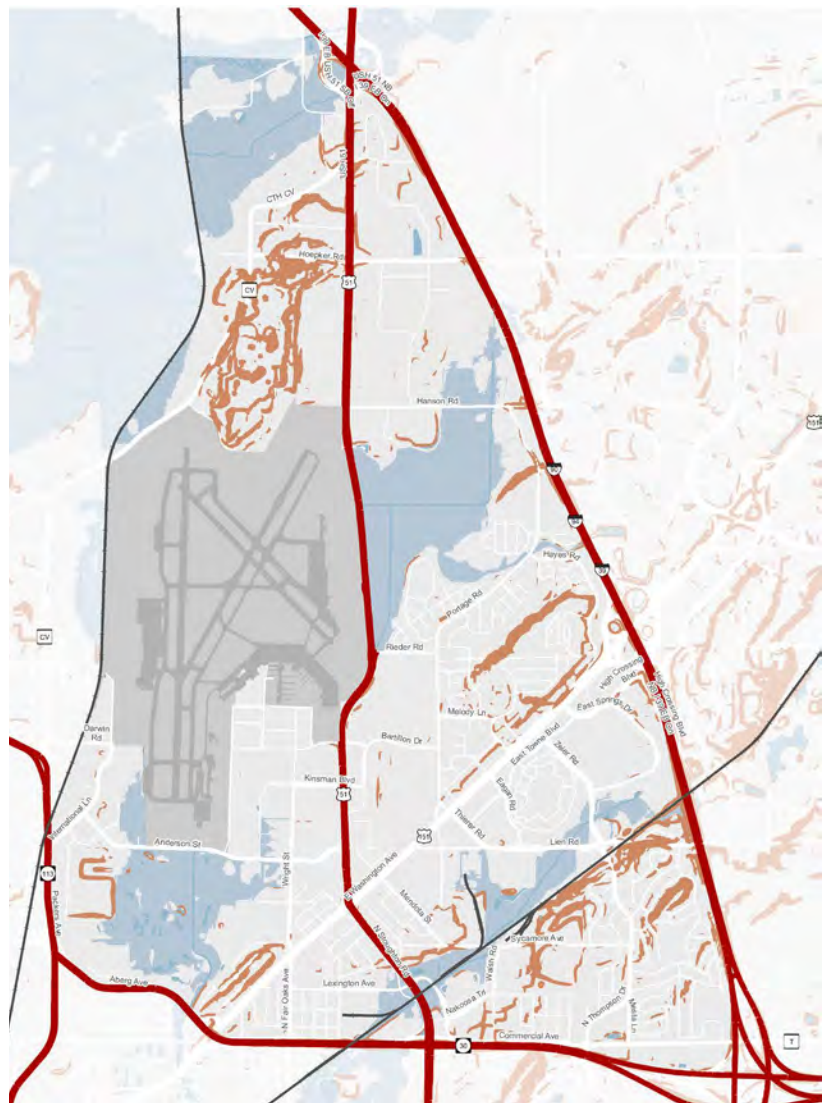
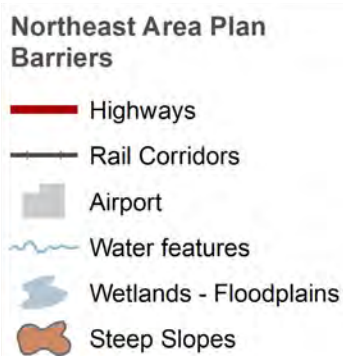
1. Update the Comprehensive Plan Generalized Future Land Use Map to be consistent with the Future Land Use map in this Plan.
2. Implement maximum building height recommendations shown on the Building Height Map with a mechanism for allowing bonus stories for developments that achieve specific affordability or sustainability parameters, similar to downtown height bonuses in City ordinances (Madison General Ordinances 28.071(2)(a)2).
3. Require ground floor commercial space or other active uses in the locations shown on the Commercial Core Areas Map.
4. Initiate a follow-up process to consider zoning changes shown on the Proactive Rezoning Map. Ensure all impacted property owners are aware of potential zoning changes.
5. Explore transitioning Planned Developments approved prior to 2013 to a matching conventional zoning district to improve transparency, usability, and consistency of regulations while reducing administrative burdens and inquiry response time.

Transportation

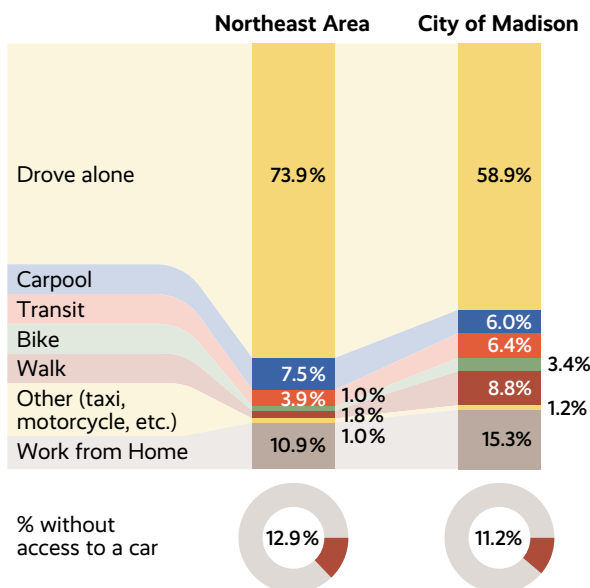
What We Heard

1. Improve pedestrian safety and comfort along major roads and heavily-traveled neighborhood streets and crossings.
2. Speeding in residential areas creates safety concerns.
3. Increase bicycle network connectivity to places in the area like schools and to the city as a whole.

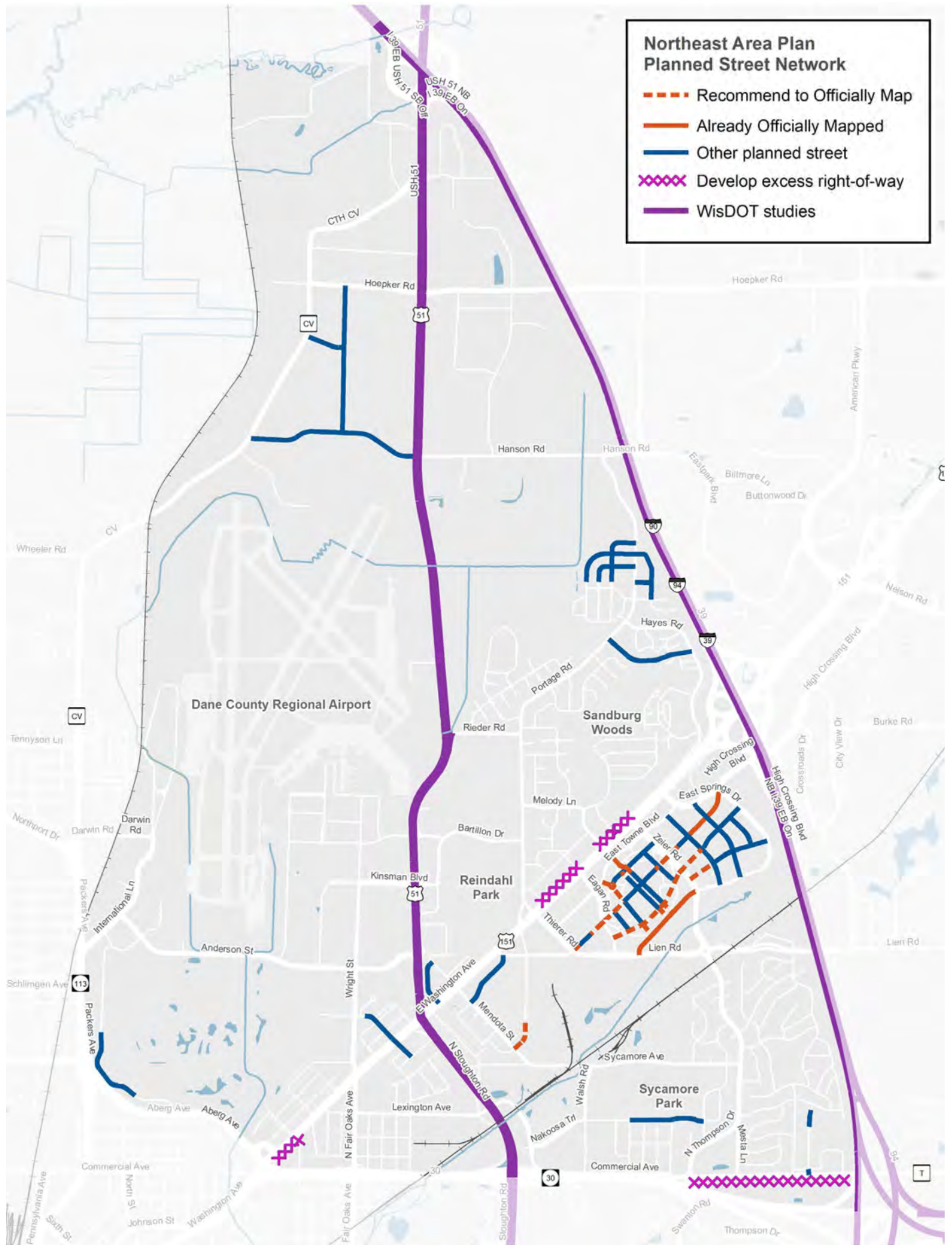
The Northeast Area's transportation network includes streets, transit, bicycle routes, and sidewalks. The primary transportation corridors are East Washington Avenue and Highway 51, with Highway 30 and Interstate 39/90/94 on its perimeter. Physical barriers that limit connections and all forms of transportation are prevalent in the Northeast Area. The airport is the largest barrier, spanning three miles between Hoepker Road and Anderson Street, separating Madison's north and northeast sides. Major roadways, such as the Interstate, Highway 30, and Highway 51 have few crossings which limit pedestrian and bicycle options and funnel traffic to those intersections. Two rail lines further limit connections, as it's difficult to obtain approval for new railroad crossings. Large natural barriers also limit connectivity in certain areas, including the Starkweather Creek wetlands south of East Towne Mall. Steep slopes present additional difficulty connecting areas, particularly north of East Washington Avenue.



Commute to work



Source: Census/American Community Survey



Street Network

The local street networks within individual neighborhoods are generally complete. However, there are limited connections between neighborhoods due to the natural and physical barriers already discussed. Older neighborhoods such as Carpenter Ridgeway and Hawthorne have a simple, grid-like pattern, while newer neighborhoods built between the 1960s and 1990s have a more meandering but relatively connected street network. The East Towne Mall and surrounding big box retail areas were designed for car access and the street network reflects that. For example, one block has a 1.7-mile perimeter and is 26 times the size of blocks in more walkable areas of the city.

Potential extension of Nakoosa Trail



This Plan recommends changes to the street network to create walkable pedestrian-oriented places, better connect neighborhoods, and balance vehicular traffic over multiple routes. The largest concentration of planned streets is within the East 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 the proposed extension of Nakoosa Trail, would better link existing neighborhoods while increasing visibility of, access to, and utilization of Sycamore Park.

The Street Network Map also identifies the highest priority future streets that could be added to the City's Official Map. The Official Map reserves space for future public use, like streets or parks, by preventing the issuance of building permits in that location. The Official Map is amended through a separate legislative process that would occur after the adoption of this Plan and requires further review by the Common Council.



In addition to new street connections, there are instances where land currently used for roads or right-of-way could serve better purposes, potentially being incorporated into the redevelopment of neighboring properties. Two segments recommended for removal are frontage roads on East Washington Avenue, one at Rethke Terrace and one between Hagan Drive and Zeier Road. Removing these frontage roads would create additional space for new development while bringing new buildings closer to East Washington Avenue, resulting in a better pedestrian environment and improved visual character of the area. The Commercial Avenue right-of-way east of Thompson Drive is the third area that could be partially transitioned over time. The 250-foot right-of-way was the original alignment of Highway 30 before it was shifted south. While Commercial Avenue is an important street and would be maintained, much of its right-of-way could be repurposed for more productive uses.

Illustrations of potential development on East Washington Avenue frontage Roads. Independence Lane existing conditions (top) and with the frontage road removed (bottom).



Fair Oaks Avenue (existing condition)



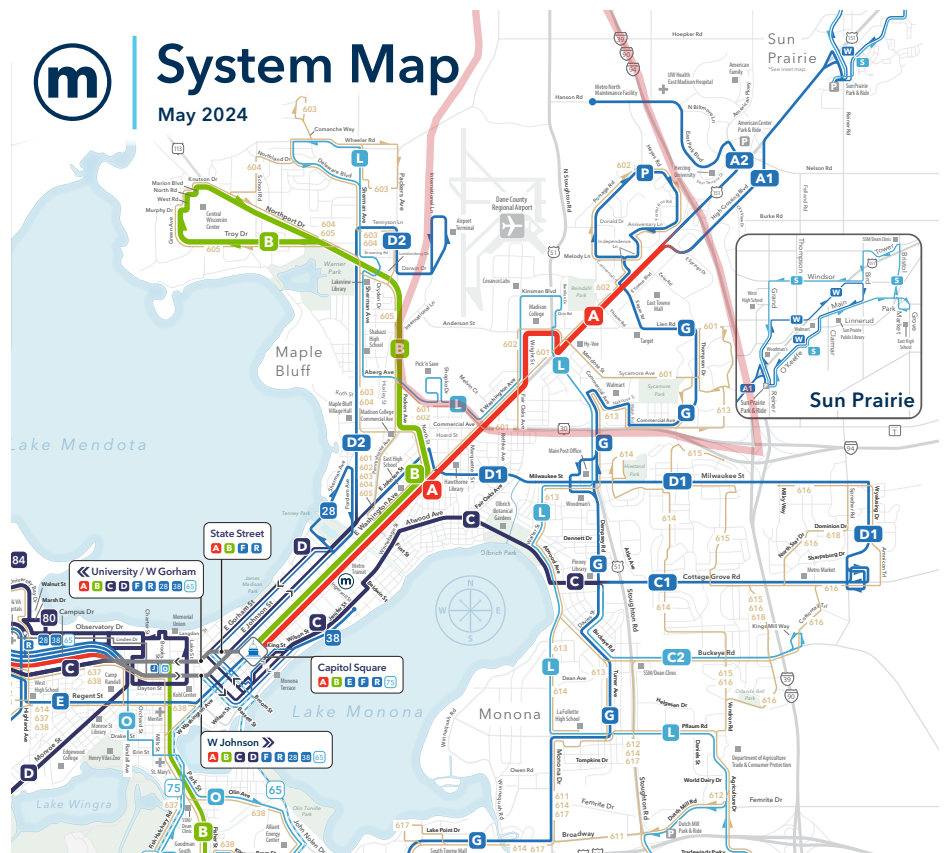
Potential redesign of Fair Oaks Avenue (long-term)

Street design

Residents often discussed speeding as an issue in the Northeast Area. Older street designs contribute to this issue with wide lane widths and underutilized parking lanes, creating a wide open feel for drivers. Changing the road character through improvements such as bump outs or larger reconstructions can repurpose road space for other uses like street trees, rain gardens or protected bike facilities. Illustration (left) shows a potential transformation of Fair Oaks Avenue. Wide tree terraces and a shared use path could be added in the space that was formerly excess roadway and parking lanes.

Transit

In 2023, Metro Transit started a new [route network](#), which was redesigned to increase access to employment, improve bus frequency, and decrease travel times. The network was designed around the new Bus Rapid Transit (BRT) system. BRT, including Route A on East Washington Avenue, includes dedicated bus lanes, new passenger stations, traffic signal priority, and enhanced fare systems to significantly improve travel times on that route. Planned BRT Route B serves the western edge of the Northeast Area, following the Packers Avenue corridor. Several other local routes serve the Northeast Area: Route P goes through the Sandburg neighborhood; Route G links the Burke Heights neighborhood with East Towne Mall and the South Transfer Point; and Route L follows Highway 51 and Aberg Avenue while connecting to Madison's northern and southeastern neighborhoods.



Bike and Pedestrian Network



Missing sidewalks near Hawthorne Elementary School



Pedestrian crossing of Highway 51 at East Washington Avenue



Rectangular rapid flashing beacon (RRFB) in Madison



Cycle track in Charlotte, North Carolina

A two-way protected bike lane (cycle track) could be added to Portage Road to address the fragmented nature of more comfortable bike facilities

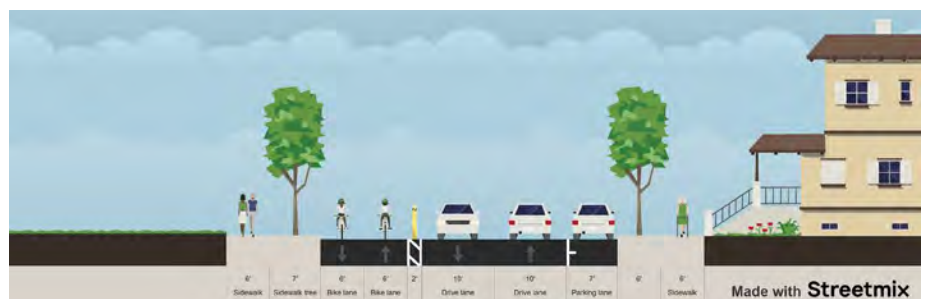
Sidewalks and paths are essential public infrastructure, providing dedicated space for pedestrians to safely and comfortably move about. Within the Northeast Area, 48% of streets (by length) have sidewalks on both sides, consistent with the City’s Complete Green Streets Guide. Most missing sidewalks are located within the Carpenter Ridgeway and Hawthorne neighborhoods, which were originally built when that land was in the Town of Burke and later annexed into the City of Madison. Streets with missing sidewalks surrounding Hawthorne Elementary School are particularly concerning, as children must walk on roads during the morning rush hour. Other notable missing sidewalks link residential areas to commercial areas, including Lexington Avenue and blocks of East Washington Avenue near East Towne Mall. Most streets outside the City but within the Northeast Area don’t have sidewalks currently but will generally have pedestrian facilities added when they are reconstructed.

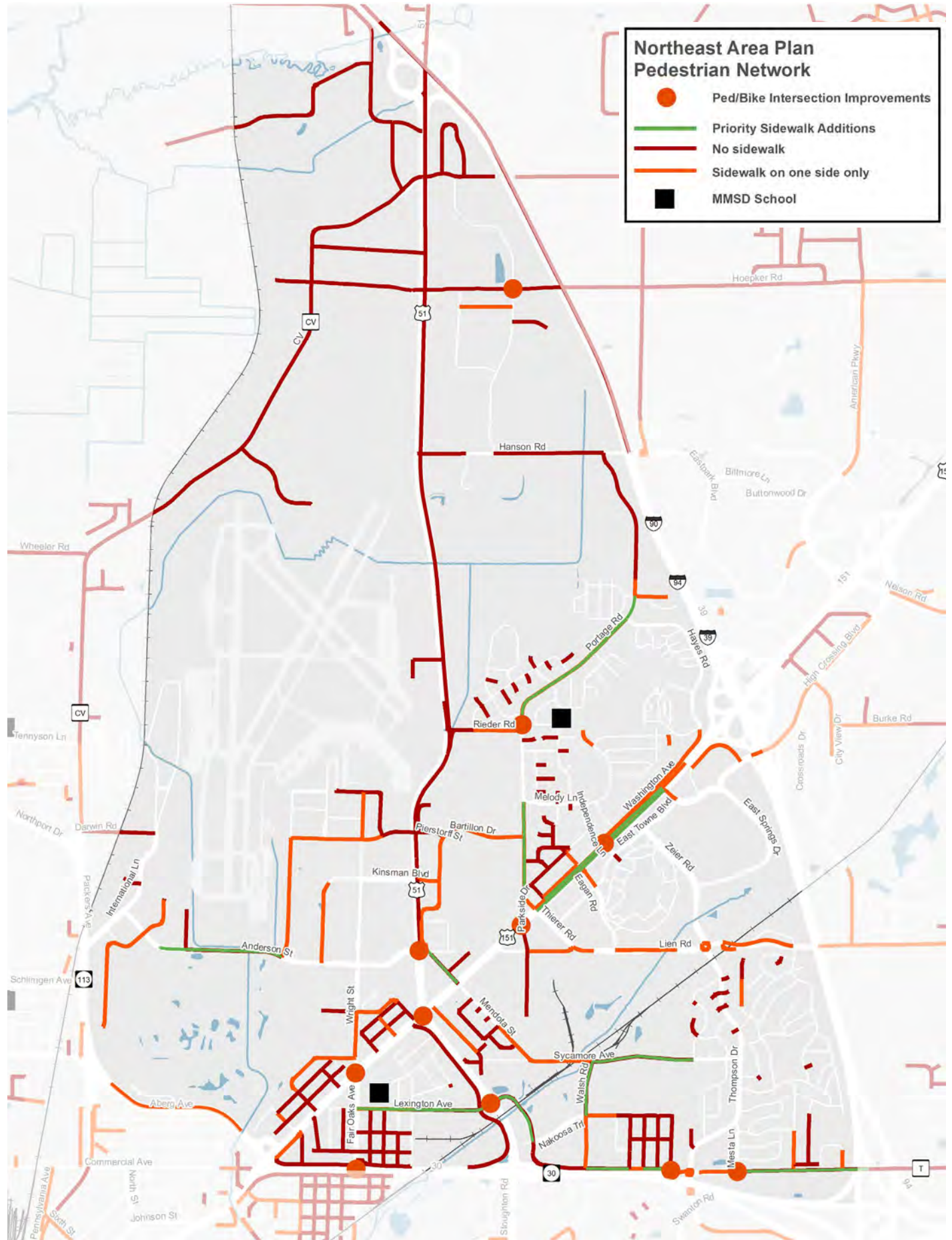
In addition to missing sidewalks, the pedestrian network is impacted by difficult crossings of busier streets. Several intersections on East Washington Avenue as well as Highway 51 were identified by residents as needing improvements to allow safer and more comfortable pedestrian crossings.

The bicycle network is inconsistent and not well-connected through most of the Northeast Area. Heavily used shared-use paths, like the Starkweather Creek Path, frequently transition to less comfortable on-street routes. Some cyclists don’t feel safe using on-street bike lanes, especially on busier streets, and as a result don’t use the larger bike network. Residents frequently discussed the challenges of crossing Highway 51, and this barrier separates many Northeast Area neighborhoods from the more robust bike network further to the west.

The Pedestrian Network Map identifies streets that do not have sidewalks on one or both sides. As part of the Hawthorne-Truax Neighborhood Plan, residents expressed broad support for adding sidewalks, particularly near Hawthorne Elementary School. The Pedestrian Network Map also shows Priority Sidewalk Additions, which due to their importance within the pedestrian network and higher traffic volumes, should be considered for construction with or without a street reconstruction project. This Plan identifies specific intersections for safety improvements that may include adding crosswalks, pedestrian islands, tabletop crossings, rapid flashing beacons (RRFBs), and bump outs.

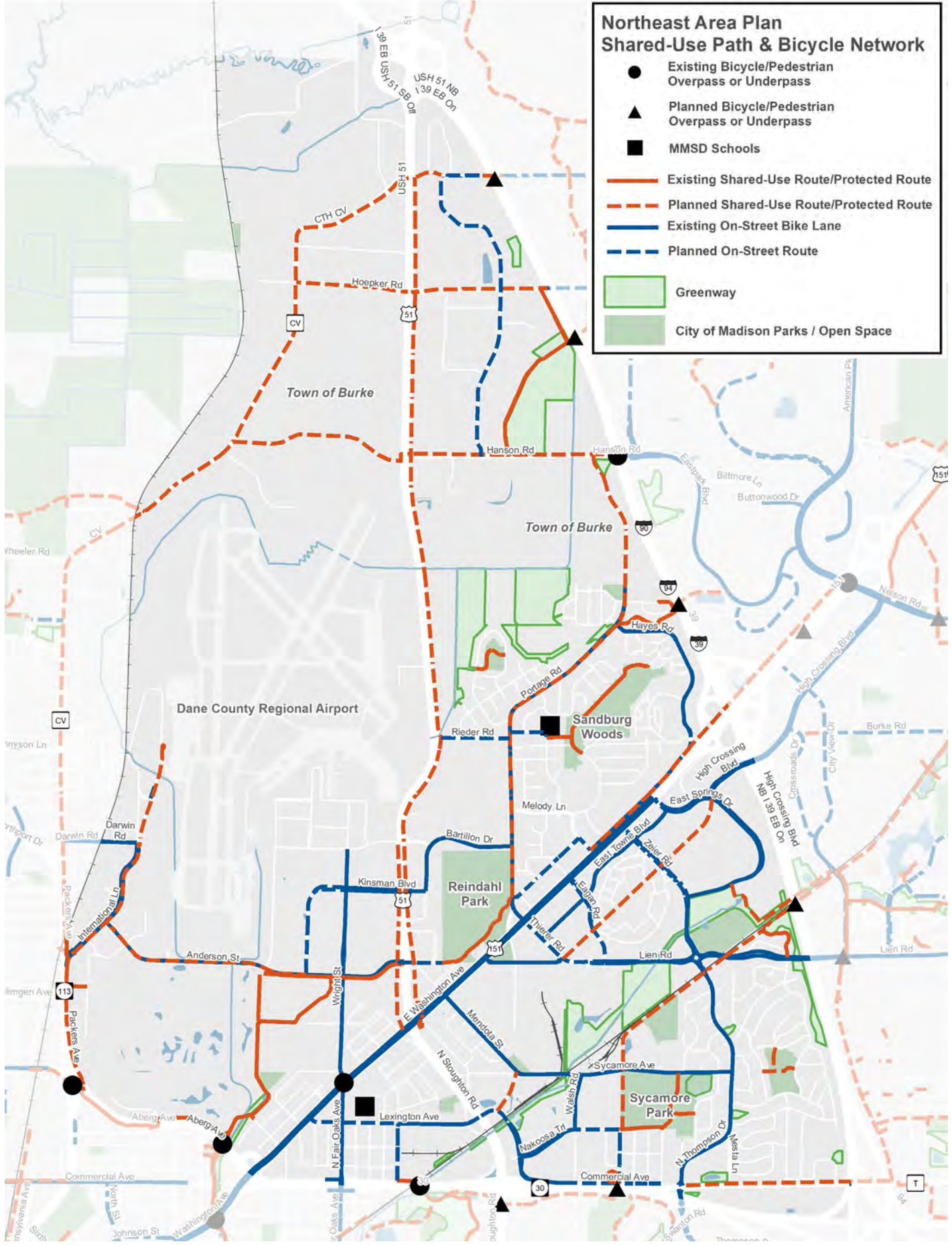
The Bike Network Map shows recommended changes that, once constructed, will provide more consistent and comfortable bike routes. These include enhanced crossings of Highway 51 at Anderson Street and Lexington Avenue and routes that better link eastern neighborhoods. The recommended bicycle network consists of both on-street and shared-use (off street) routes.





Northeast Area Plan Shared-Use Path & Bicycle Network

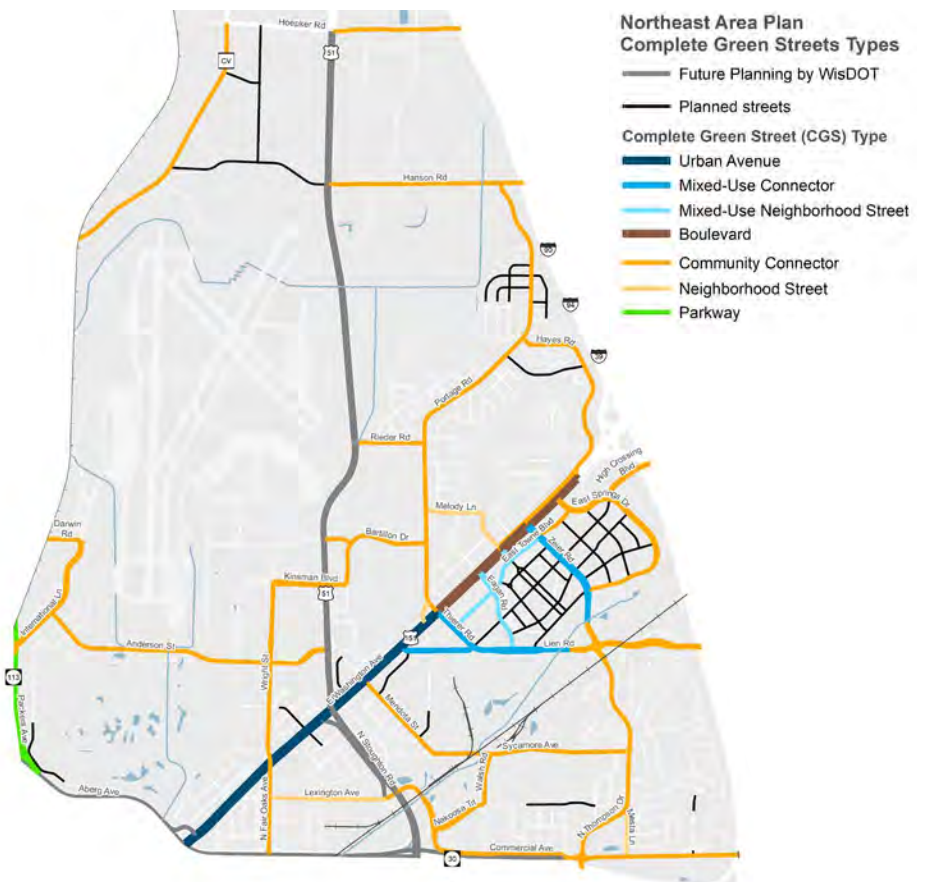
- Existing Bicycle/Pedestrian Overpass or Underpass
- ▲ Planned Bicycle/Pedestrian Overpass or Underpass
- MMSD Schools
- Existing Shared-Use Route/Protected Route
- - - Planned Shared-Use Route/Protected Route
- Existing On-Street Bike Lane
- - - Planned On-Street Route
- ▭ Greenway
- ▭ City of Madison Parks / Open Space



Other Transportation Initiatives

The City has several major transportation initiatives that influenced and are supported by Northeast Area Plan recommendations. The City's Vision Zero Campaign is a data-driven strategy intended to eliminate deaths and injuries on all roadways, bicycle facilities, and sidewalks by 2035. To achieve this goal, physical improvements are made at locations with a high number of traffic-related injuries. The [High Injury Network Map](#) uses city-specific crash data to determine where to focus resources to eliminate serious and fatal crashes. Because collisions between motor vehicles and people result in more serious injuries, areas where people tend to walk, bike, and board transit are of particular concern. This includes many of the intersections of East Washington Avenue, Highway 51 and Anderson Street, Portage Road and Rieder Road, and Commercial Avenue and Mesta Lane. Vision Zero is reinforced by the City's Safe Streets Madison Program, which focuses on traffic safety measures (such as speed humps, mini traffic circles, pedestrian islands) and improving connectivity by closing gaps in pedestrian and bicycle networks.

The City established an initial "All Ages and Abilities Bike Network" map in the [2022 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. The streets or paths may need to be built or improved to provide a low-stress connection, but the map serves as the long-range plan to reach the goal of a full network. The initial All Ages and Abilities Bike Network map is planned to be updated in the coming years and this Plan's recommended bicycle facilities will inform potential route changes.





Stoughton Road and Highway 30 interchange

WisDOT Highway 51 Study

The Wisconsin Department of Transportation (WisDOT) is studying Highway 51 from Interstate 39/90/94 to Highway 30 for potential changes intended to improve safety, mobility, and reduce traffic congestion. While WisDOT's focus is transportation, the City has broader interests regarding potential benefits and impacts from proposed improvements on neighborhoods and businesses, and bicycle and pedestrian connections along its length. The most important intersections within the Northeast Area are East Washington Avenue, Anderson Street, Lexington Avenue, and the Highway 30 interchange. WisDOT has proposed relatively minor changes for the remaining intersections. [All intersection designs being evaluated are on WisDOT's project webpage.](#)

East Washington Avenue Intersection:

Two intersection designs are being considered. One is a conventional intersection, similar to the current design but with an additional through lane in each direction and an additional southbound left turn lane. It would require the acquisition of the Schoepp Motors and Subway properties on the northern corners of East Washington and several driveway closures. The second alternative is a jug handle intersection, a design similar to the one at Mineral Point and Junction Roads. This alternative requires significantly more acquisition and demolition on the southwest quadrant of the intersection, needed to accommodate the ramp providing all turns from and to the lanes of southbound Highway 51.

Each design has certain advantages. The conventional intersection requires the least amount of demolition and better supports existing uses and future redevelopment. The jug handle intersection would impact a much larger area, but would result in shorter crossing distances for bikes and pedestrians on East Washington Avenue. In both designs, WisDOT proposes closing the intersections of Rowland Avenue, MacArthur Road, and the frontage road south of East Washington Avenue. Both designs extend Schmedeman Avenue through the Autozone property and Hover Drive to MacArthur Road to provide local access.

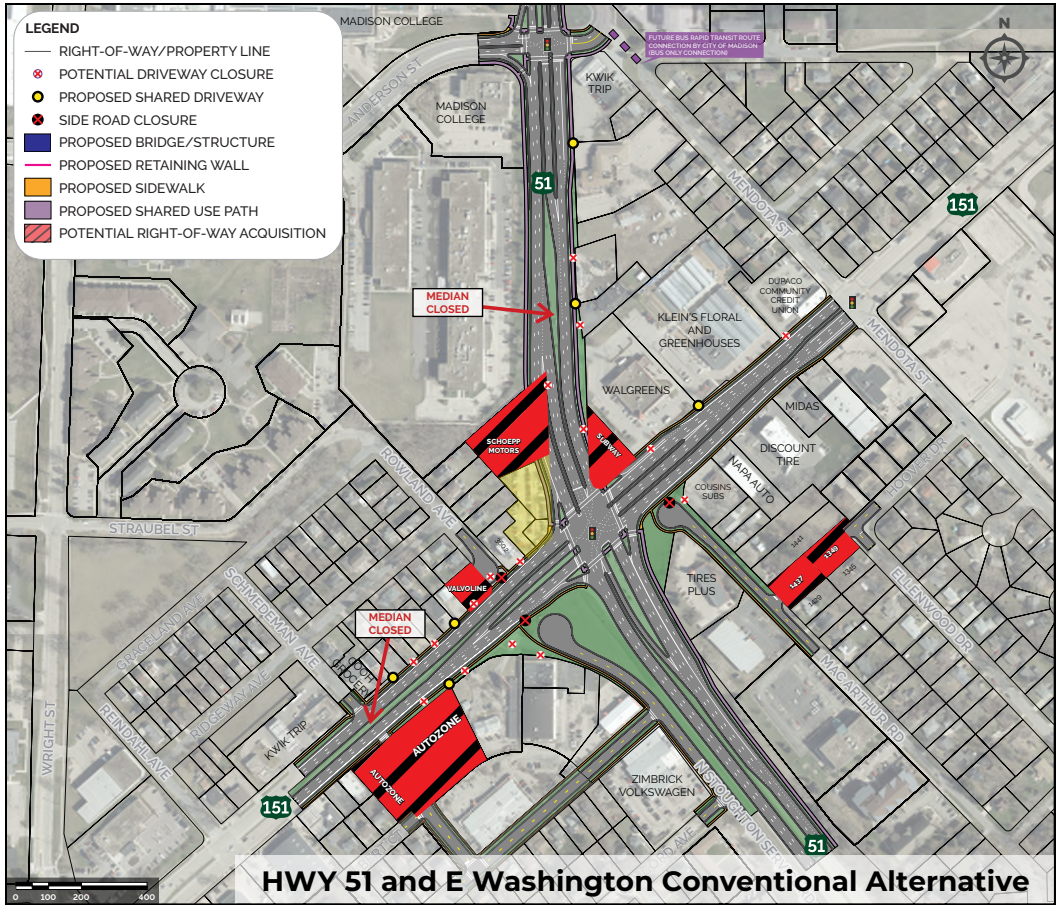
The City opposes the closures of Rowland Avenue and MacArthur Road.

Lexington Avenue Intersection:

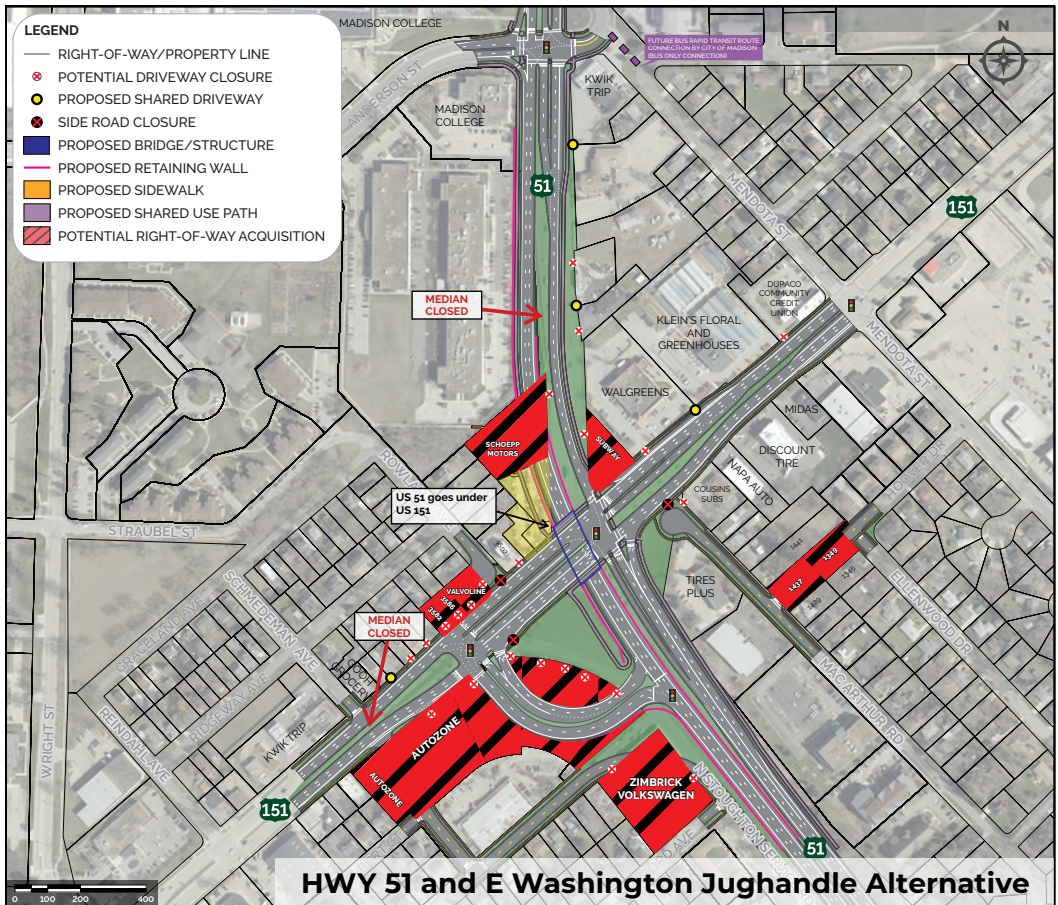
Two intersection designs are being considered. The first is very similar to the current design, but adds pedestrian crossings and shifts the frontage road intersections further west into the County Materials property. The other is a three-legged intersection where Highway 51 passes over Lexington Avenue and turns on and off Highway 51 occur at a new T intersection further north. This design creates a dramatically more comfortable crossing of Highway 51 for bikes and pedestrians, addressing a frequently mentioned issue heard during public engagement events. The grade separation also better supports future Amtrak passenger rail. **The City recommends the three-legged intersection.**

Highway 30

Two options are being considered for the Highway 30 interchange: a [conventional interchange](#) similar to the current design and a [diverging diamond interchange](#). **The City recommends the conventional interchange** as crossings are much simpler for bikes and pedestrians.

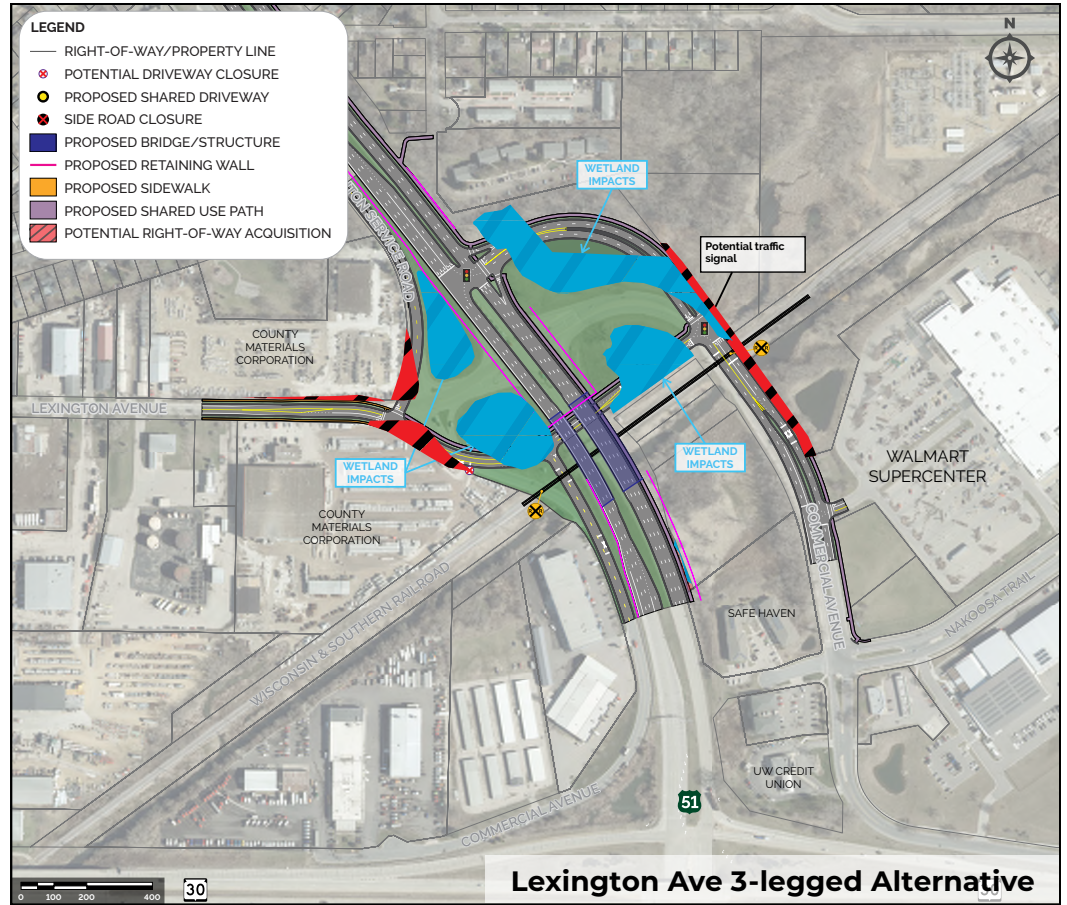


At-grade intersection, no bridges required for this alternative



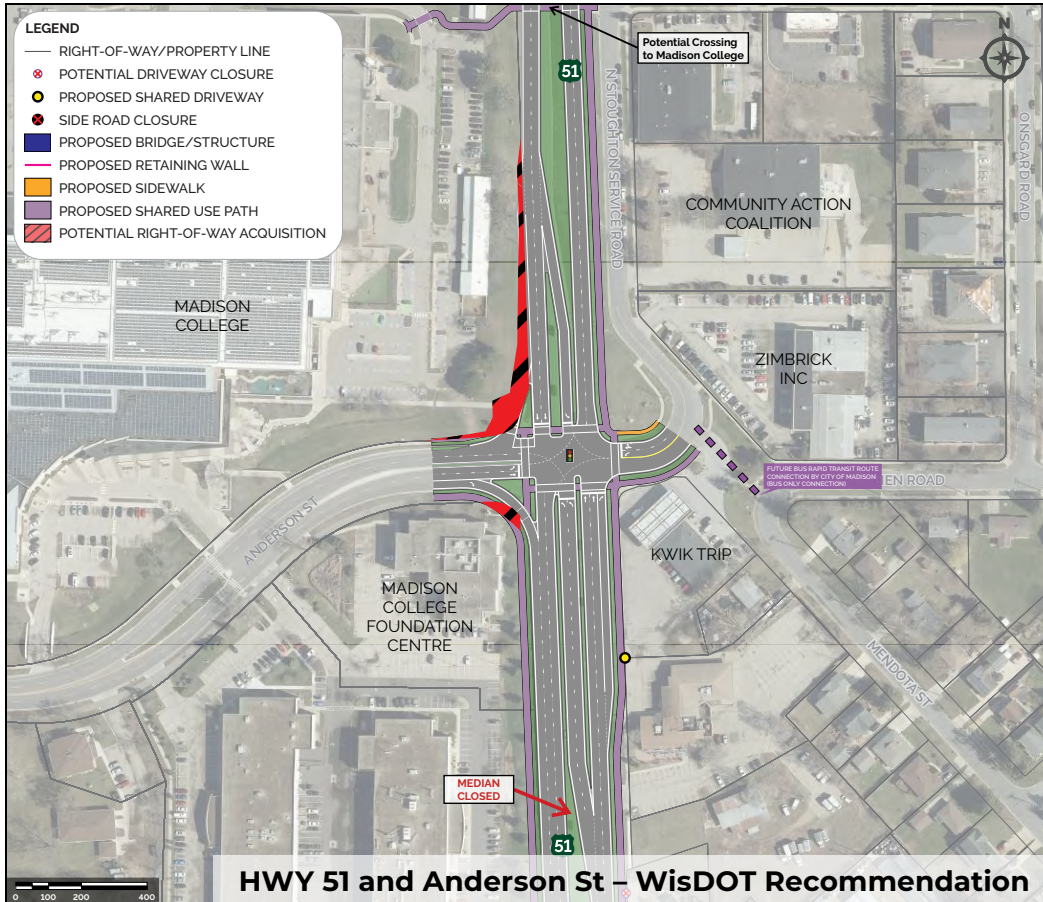
Grade separated intersection, bridges required for southbound U.S. 51 movement in this alternative

Grade separated intersection, bridges required for this alternative. Railroad of intersection is being investigated for potential high-speed rail.



At-grade intersection, no new bridges required for this alternative. Railroad south of intersection if being investigated for potential high-speed rail.





Anderson Street

WisDOT is recommending an intersection very similar to what is there now. Anderson Street is a critical bike and pedestrian crossing, linking the Sandburg neighborhood with Carpenter Ridgeway and shared-use paths connecting to central Madison. Signal timing and phases should ensure comfortable crossing. This intersection will also serve the future BRT crossing and link to Mendota Street.

Bike and Pedestrian Paths:

WisDOT’s plans generally reflect the City’s planned shared-use path on the east side of Highway 51 south of Kinsman Boulevard. North of Kinsman, there is no sidewalk or shared-use path, preventing safe use of this stretch by those not in motorized vehicles. The City recommends WisDOT include this shared-use path in its plans. If this is not possible, WisDOT should include and fund an alternative path or on-street protected bike lane on a parallel route such as Portage Road.

WisDOT Interstate Study

WisDOT is also studying Interstate 39/90/94 between the Beltline and Wisconsin Dells. WisDOT indicates the study is intended to address existing and future traffic demands, safety issues, and aging and outdated infrastructure.

Interstate

Throughout the Madison area, including the segment that is adjacent to the Northeast Area, WisDOT is proposing to add one lane to the Interstate in each direction. The segment of the Interstate north of Highway 151 would be expanded from 6 lanes to 8 lanes. The portion of the Interstate south of Highway 151 would be expanded from 8 lanes to 10 lanes. To the south of Highway 151 there would also be multi-lane on-off ramps running parallel to the 10 lanes. These “collector-distributor lanes” reduce potential conflict points where drivers can merge between lanes, but they take up a lot of space.

The proposed additional lane in each direction and collector-distributor lanes would result in the Interstate having 17 total lanes in some locations. This increase in the number of lanes would bring traffic closer to noise-sensitive uses along the Interstate such as homes and parks. In some locations, WisDOT would need to acquire private property for this expansion. Additionally, while adding lanes to a highway reduces traffic congestion initially, it incentivizes people to drive more and drive further distances. Over time, as more people drive more and drive further, the highway just becomes congested again.

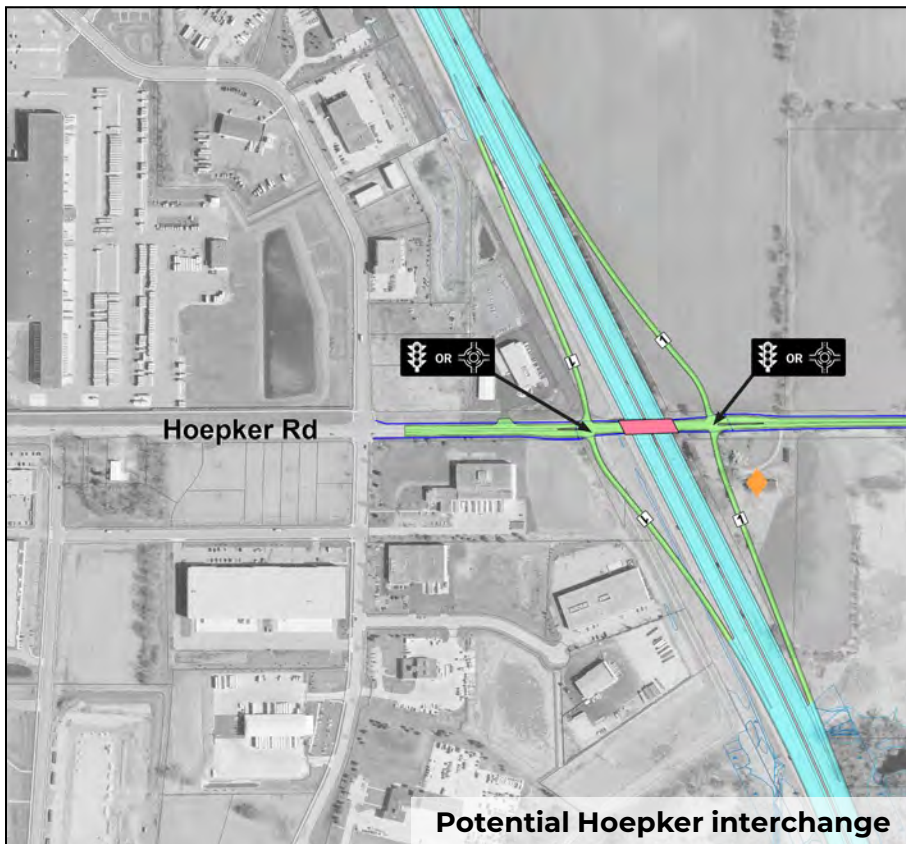
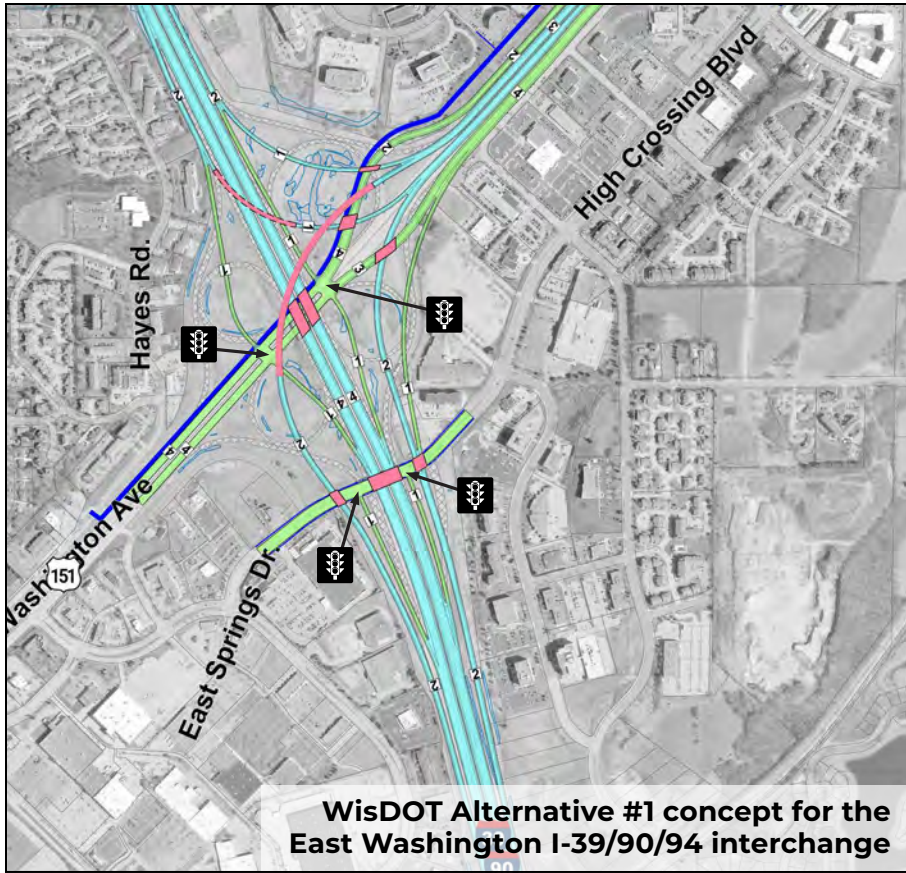
The City has provided comments to WisDOT on the proposed Interstate expansion. The City is suggesting, at a maximum, the addition of a “flex” lane in each direction, which is only open during heavier traffic times. Madison also suggests removal of the separate collector-distributor lanes.

Existing Interchanges

The Interstate project would also reconfigure each interchange. The four existing interchanges adjacent to the Northeast Area are being considered for the following:

- Highway 51 interchange: generally maintain the existing configuration. A new north-south shared-use path through the interchange would be added.
- Highway 151 (East Washington Avenue) interchange: a significant reconfiguration and expansion.
- High Crossing Boulevard partial interchange: generally maintain the existing configuration.
- Badger Interchange (where I-94 meets I-39/90): a significant reconfiguration that would make the interchange taller, but the footprint slightly less expansive.

The Highway 151 (East Washington Avenue) interchange would be significantly different. WisDOT and the City’s preferred configuration is a conventional diamond interchange with traffic signals along East Washington Avenue. This configuration does not have any “free flow” on and off ramps that currently exist. Free flow ramps contribute to higher traffic speeds on East Washington Avenue. Reconfiguration of the interchange will help transition the eastern end of East Washington Avenue from a higher speed highway to a City street. Lower speeds will be safer for pedestrians and bicyclists traveling to destinations in



LEGEND

- Freeway Mainlines
- Local Roads
- Bridges and Overpasses
- Possible Bike and/or Pedestrian Accommodation
- Proposed Removal
- Wetlands
- Floodplains
- Public Lands
- Streams
- # Number of Traffic Lanes
- Relocations
- H Historic Properties
- Ⓢ Signalized Intersection
- Ⓡ Roundabout

this area, including the BRT stations. WisDOT has also incorporated a shared-use path along the north side of the proposed interchange to connect the east and west sides of the Interstate.

Potential Hoepker Interchange

A potential new interchange is being considered at Hoepker Road. An interchange at this location would improve access to regional medical facilities located in the American Center such as UW Health's East Madison Hospital and Eastpark Medical Center. It would also benefit employers such as American Family Insurance and Alliant Energy while potentially facilitating further development on underutilized sites in the American Center.

An interchange would also serve planned residential development to the northeast of a potential interchange. The City has received residential development proposals and DeForest Area School District has purchased a property for a future school site. This area will experience increased airport noise based on the Airport's latest sound estimates.

Beyond these two areas, future City of Madison development in the larger interchange area is somewhat limited by existing development, the Airport and Airport height restrictions, the City's future municipal boundary with Sun Prairie, and environmental areas associated with Cherokee Marsh, Token Creek, and Starkweather Creek.

WisDOT generally supports a Hoepker interchange because it would reduce traffic on Highway 51 north of the Airport. It would also reduce traffic traveling through the Interstate/Highway 151 interchange. The City of Sun Prairie supports a Hoepker interchange as it would provide a connection between the Interstate and west side of the community, including the Prairie Lakes commercial area and adjacent residential areas.

Hoepker Road to the east of the Interstate, and Portage Road in this area, are currently two-lane, rural roads. These roads would need improvements to accommodate increased traffic from an interchange. Preliminary WisDOT traffic projections for 2050 indicate an interchange would increase future Hoepker Road traffic levels east of the Interstate by about 5,000 vehicles per day. Projected 2050 traffic levels on Portage Road, between Hoepker Road and Hanson Road/Eastpark Boulevard, would increase by about 2,000 vehicles per day.

WisDOT may require local municipalities to pay for a portion of the interchange's cost. Madison's interchange assessment policy requires area property owners to pay for a portion of the cost based on how much traffic their land use generates. Several Dane County municipalities have funded new highway interchanges through tax increment financing, where the tax revenue generated from increased development covers the cost.

Prioritized Non-Motor Vehicle Crossings

To increase pedestrian and bicycle connectivity across the Interstate, the [City has emphasized and prioritized crossings](#) that should be added as part of this Interstate project. The highest priority crossings within the Northeast Area are along the rail line north of Lien Road, along East Washington Avenue/Highway 151, and between Hayes Road/DiLoreto Drive and Eastpark Boulevard. Potential

pedestrian and bicycle crossings near Anderson and Hoepker Roads are slightly lower priorities. Like interchanges, WisDOT may require the City to pay for a portion of the cost.

The City also requests that each street crossing of the Interstate include sidewalk and bicycle accommodations on both sides of the street. Currently, the Hanson Road crossing is only the crossing that has full accommodations.

Sound Barriers

Over time, sound walls have been constructed along portions of the Interstate and Beltline as part of expansions of these highways. WisDOT is evaluating areas along the Interstate that do not have sound barriers, but have higher numbers of residential units and other noise-sensitive land uses such as parks, to determine whether they qualify. In areas that qualify, property owners and residents vote to determine whether a sound barrier is ultimately constructed for that segment of the Interstate. Sound barriers are typically up to 24 feet tall and reduce sound for areas within a few hundred feet of the wall.

Actions

Road Connectivity and Traffic Circulation

1. Officially Map future public streets as shown on the Street Network Map and reserve sufficient public right-of-way to implement the planned street network.
2. Consider short and long-term improvements to Fair Oaks Avenue, Portage Road, Thompson Drive and other wide neighborhood streets that reduce unneeded street width to slow vehicular traffic, allow for tree plantings, improve bike, and pedestrian experience and reduce impervious surface. Short-term improvements could include bump-outs to shorten crossing distances and to allow for tree plantings, while long-term reconstructions could reflect Complete Green Street typologies.
3. Remove the street segments as shown on the Street Network Map and transition underutilized or unutilized roads or right-of-way into developed areas that have buildings that are close to the street and easily accessible to pedestrians.

Pedestrian and Bicycle Network

4. Add sidewalks and other connections shown on the Pedestrian Network Map to improve connectivity and safety. Seek grants or other funding sources to add Priority Connections on high traffic corridors, near schools, or other primary pedestrian routes.
5. Add pedestrian and bicycle improvements at the intersections shown on the Pedestrian Network map to improve safety. Highest priority crossings are those on Highway 51 and East Washington Avenue.
6. Implement the bicycle network connections shown on the Bicycle Network Map to improve connectivity and safety.
7. Update the Complete Green Streets Guide's Street Type Map to incorporate changes to the street types to ensure that streets are designed according to the existing and planned surrounding context.

Partnerships

- A. Work with WisDOT to ensure changes to the Highway 51 corridor aligns with the City's vision for land use and transportation as discussed in this section:
 - i. At East Washington Avenue, the City opposes the closures of Rowland Avenue and MacArthur Road.
 - ii. At Lexington and Commercial Avenues, the City recommends the three-legged intersection.
 - iii. At Highway 30, the City recommends the conventional interchange.
 - iv. At Anderson Street, ensure the intersection design supports comfortable and safe bike and pedestrian crossings, as well as BRT access to Mendota Street.
 - v. The City recommends WisDOT include the shared-use path on the east side of Highway 51 from Kinsman Boulevard to Anderson Road. If this is not possible, WisDOT should include and fund an alternative path or on-street protected bike lane on a parallel route such as Portage Road.
 - vi. The design should support existing and future redevelopment by limiting right-of-way expansion. If additional right-of-way is needed, the City should work with the WisDOT to acquire surplus parcel remnants and facilitate redevelopment through a request for proposal process.
- B. Work with WisDOT to ensure changes to the Interstate/East Washington Avenue intersection aligns with the City's vision for land use and transportation.
 - i. Reduce speeds on East Washington Avenue. Free flow ramps and lanes from the Highway 151 freeway to East Washington Avenue and the lack of signals at the interchange contribute to speeds that are not appropriate for a city street. Madison's Vision Zero program recently reduced the speed limit on this section of East Washington Avenue to a more appropriate 35 mph. Alternatives that extend an urban East Washington Avenue with signals will help reduce speeds.
 - ii. Improve connectivity for all modes of travel, including to The American Center, the High Crossing area, and across East Washington Avenue near Hayes Road. The existing interchange design isolates each quadrant, making connections difficult without a car. It is very difficult to access The American Center without using a freeway and it is almost impossible by bike or as a pedestrian. Providing an urban street connection to The American Center helps connect it to the whole of Madison.
 - iii. Reduce noise impacts to surrounding properties by minimizing elevated ramps. Generally, ramps that are not elevated have less potential to transmit highway noise.
 - iv. Transition the character of East Washington Avenue to an urban street to enhance development opportunities. This includes adding sidewalks, street trees, improved street crossings, allowing driveway access, and reducing travel lanes between Stoughton Road and Interstate 39/90/94.
 - v. Changes should enhance connectivity for Bus Rapid Transit (BRT) Service.

Neighborhoods and Housing

Comprehensive Plan Goals

This Plan aims to advance the following goals:

- 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.

Madison is often recognized as a desirable place to live and experiences steady population growth. Some of the main factors driving people to move to Madison include the strong economy and job market, educational opportunities, cultural amenities, and overall high quality life. Since 2010, new housing development has not kept up with demand and has resulted in Madison having one of the lowest residential vacancy rates in the country. The persistent housing shortage increases the cost of housing and makes finding a place to live in Madison difficult. The current housing shortage is likely to continue despite ongoing efforts to increase housing availability through new construction.

The Comprehensive Plan recommends a majority of future growth to occur as infill and redevelopment. Madison is gradually losing the ability to expand outward. In addition, extending City services for development at the edge of the city is more costly. For these reasons, the City's ability to accommodate growth through redevelopment is increasingly important. Future growth should be focused along activity centers and corridors identified in the Comprehensive Plan. See the [Growth Priority Areas map](#). One such location is the East Towne Mall area, which is roughly 300 acres of parking and single-story commercial buildings. This activity center alone could accommodate approximately 12,000 new housing units over time if it were redeveloped following Plan recommendations. Redevelopment on underutilized parking areas or commercial sites also provides a benefit of not displacing residents.

Affordability

The need for housing that is affordable to low- and moderate-income households was one of the most common issues identified by stakeholders during the planning process. The Northeast Area is relatively affordable compared to many parts of Madison. Of the twelve Area Plan geographies, the Northeast Area has the lowest average value for owner-occupied houses and rental houses.¹ The median rent was \$1,013 per month compared to Madison's median rent of \$1,189².

The City does not currently have the ability to regulate rents or require new developments to include affordable housing. Because of this, the City's most impactful way to increase the supply of new income- and rent-restricted affordable rental housing is through financial assistance programs offered by the Community Development Division (CDD) and Economic Development

What We Heard

1. Increase the supply of affordable housing.
2. Have a mix of housing types and sizes, including housing units large enough to support large families.
3. Have complete neighborhoods with easy access to amenities such as parks, schools, and stores.
4. Improve the quality of existing rental housing.
5. Ensure sufficient support for unhoused residents.
6. Community concerns about spillover effects from the current Zeier homeless shelter and the planned shelter at Bartillon Drive.

Affordable housing is housing for which occupants 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'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% of CMI.

1 Madison Neighborhood Indicators Project 2022

2 Source: American Community Survey 2021 5-year estimate

% of housing by construction date

	Northeast Area	City of Madison
Since 2000	15.7%	25.2%
1980–1999	33.4%	22.3%
1960–1979	35.6%	24.8%
1940–1959	11.5%	13.8%
Before 1940	4.8%	13.9%

Source: Census/American Community Survey

Division (EDD). The Affordable Housing Fund-Tax Credit (AHF-TC) and Tax Increment Financing (TIF) programs work in cooperation with the Wisconsin Housing and Economic Development Authority's Low-Income Housing Tax Credits as the City's primary tools for increasing the supply of affordable rental housing. The Affordable Housing Fund prioritizes areas well-served by transit as it can reduce household transportation costs. See the [AHF-TC Map](#). Within the Northeast Area, the East Washington Avenue BRT corridor is generally identified as a preferred location for development of affordable housing. An exception is west of Fair Oaks Avenue, which has

limited eligibility resulting from airport noise impacts. CDD also provides financial support to smaller-scale, non-tax credit affordable rental developments, including housing cooperatives, and to affordable homeownership opportunities.

Stakeholders also discussed expanding support and resources for Madison residents who are unhoused. Some stakeholders raised concerns about the impact of the previous encampment of unsheltered individuals at Reindahl Park during the COVID-19 pandemic. During the pandemic, many people avoided congregate shelters, leading to an increase in unsheltered homelessness. After closing the temporary permissible encampments in 2021, the City implemented alternative options, including a temporary campground at Dairy Drive, a short-term hotel program, and an improved congregate shelter. In addition, the temporary shelter at Zeier Road is providing time to plan and construct a permanent shelter on Bartillon Drive. There is not a simple solution to end the complex issue of homelessness and housing instability. Instead, there are multiple ways of housing people to meet their needs and to work toward permanent housing opportunities.



Existing Missing Middle homes in the Grandview Commons neighborhood



Rendering of the future homeless shelter at Bartillon Drive

Mix of Housing Types

As current residents age, new residents move to Madison in large numbers, and racial and ethnic diversity continue to increase, it is important to have housing options to accommodate all stages of life and living arrangements. In addition to increasing the supply of new affordable rental housing, redevelopment and infill should include market rate apartments and homeownership opportunities, including condominiums. The Northeast Area's split between rental and owner occupancy is similar to Madison overall, but the demand for owner-occupied housing remains high. The City's CDD also provides financial support for owner-occupied development, including co-housing, condominiums, and community land trusts.

While corridors like East Washington Avenue will see construction of larger multifamily buildings to address the need for housing, smaller-scale 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 can fit well in a variety of contexts, including largely single-family residential areas. A 2023 [National Association of Realtors survey](#) found housing preferences are shifting to favor Missing Middle housing across a variety of household sizes and demographics. Missing Middle housing aligns with the Low-Medium Residential land use category on the GFLU Map, which is locat-

ed at select areas along Portage Road, Thompson Drive, and areas near East Washington Avenue.

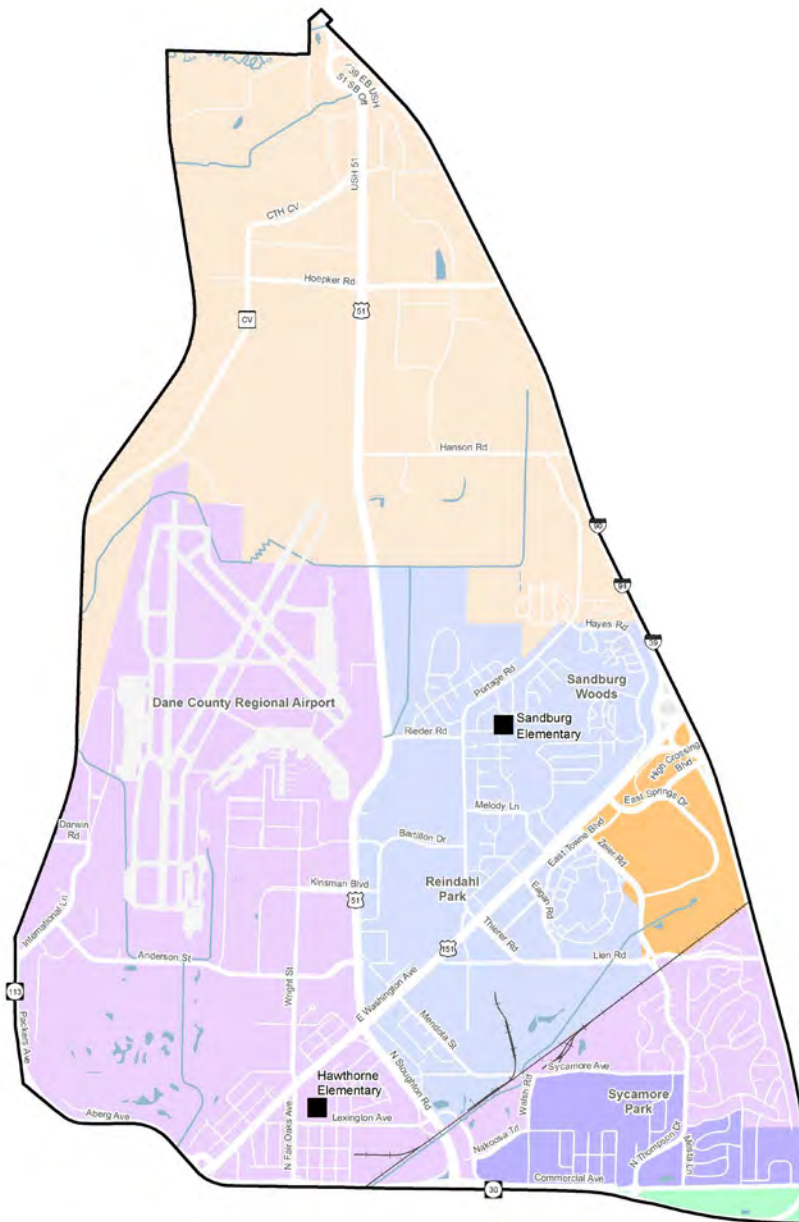
Complete Neighborhoods

Building housing alone does not create complete neighborhoods. Elements like public parks, schools, gathering spaces, local businesses, and access to healthy food are also needed. The Northeast Area has four full-service grocery stores and several smaller convenience stores, specialty stores and ethnic grocers. However, the location of those stores can create barriers for residents without cars, especially those living in the Sandburg area. For more information, see the City's [Food Access Improvement Areas](#) map.

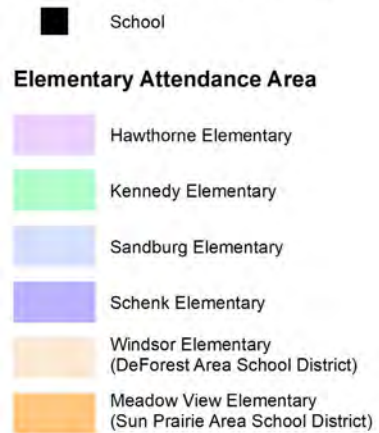
Schools are also catalysts for establishing strong neighborhoods, as children's activities, daily social interactions, and community projects create community connections. The Northeast Area is primarily within the Madison Metropolitan School District (MMSD). This includes the Hawthorne and Sandburg Elementary attendance areas, which area affiliated with Sherman and O'Keefe Middle

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

Complete neighborhoods 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.



**Northeast Area Plan
Elementary School Attendance Areas**



Schools and East High School. The Schenk Elementary and Kennedy Elementary attendance areas are affiliated with Whitehorse Middle School and LaFollette High School.

The northern half of the Northeast Area is in DeForest Area School District's (DASD) Windsor Elementary attendance area. The area east of Zeier Road falls within the Sun Prairie Area School District's (SPASD) Meadow View Elementary attendance area. Both DASD and SPASD own potential elementary school sites just outside the Northeast Area that would likely serve Northeast Area residents. DASD owns a site near the intersection of Portage Road and Hoepker Road. SPASD owns a site at the intersection of Felland Road and Autumn Lake Parkway.

Actions

1. Incentivize affordable housing, particularly on the East Washington Avenue and BRT corridors, through the Affordable Housing Fund, Land Banking initiative, and Tax Increment Financing.
2. For developments receiving City funding, incentivize a wider mix of rental unit sizes, including those large enough to support larger and multigenerational families (3-4+ bedrooms).
3. Consider designating a neighborhood in the Northeast Area as a [targeted area for the Rental Rehab Loan Program](#) to further incentivize improvements to aging rental housing properties in lower-income communities.
4. Invest in food retail through funding and technical assistance to store operators through the Healthy Retail Access Program and SEED Grants, particularly neighborhoods north of East Washington Avenue which are identified as Food Access Improvement Areas ([see Food Access Improvement Areas map](#)).

Partnerships

- A. Establish a community advisory board with representatives from the homeless shelter at Bartillon Drive, local residents, City and County staff, businesses, and community organizations to provide ongoing feedback and guidance for shelter operations and the shelter's impact on the neighborhood.
- B. Create a dedicated communication channel such as an email address or a hotline for residents/businesses to report issues or concerns related to operations at the homeless shelter at Bartillon Drive.
- C. Pursue additional partnerships with Dane County Human Services and nonprofits to ensure renters in the Northeast Area have access to support needed to thrive, including onsite support services. This may include exploring an increase in funding for Dane County's Joining Forces for Families program to expand services available to the Northeast Area.

Economy and Opportunity

Comprehensive Plan Goals

This Plan aims to advance the following goals:

- 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 Northeast Area is a pivotal employment hub, supporting 1,000 businesses and other entities with approximately 20,000 jobs¹. Over 30 entities have more than 100 employees. While employment growth in the Northeast Area is uncertain, the Wisconsin Department of Workforce Development projects an [11.2% increase in employment](#) in and around Dane County between 2020 and 2030.

Despite its economic significance, some areas within the planning area face significant economic challenges. Over 25% of Sandburg and approximately 20% of Burke Heights and Mayfair Park residents have incomes below federal poverty thresholds², emphasizing the need for targeted economic intervention. Burke Heights has one of the lowest median incomes in the city, at slightly over \$39,000³.

Industrial Development

Industrial land accounts for 14% of the Northeast Area. The Center for Industry and Commerce and the Interstate Commerce Park, both industrial hubs, are situated on the east side of Highway 51. The area northwest of Hoepker Road and Highway 51 is within the Town of Burke and currently lacks access to water and sewer services. According to the [Town of Burke Intergovernmental](#)

1 Source: OnTheMap 2021 data

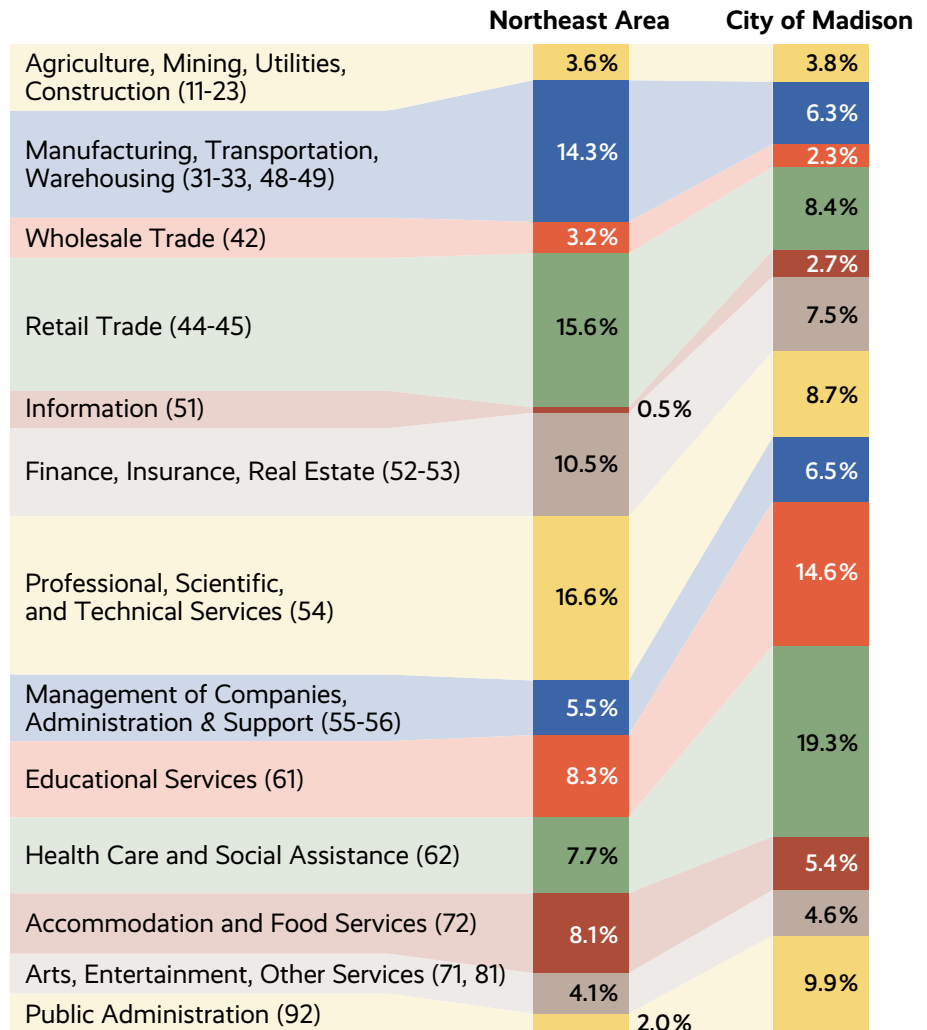
2 Source: Census/American Community Survey

3 Source: Neighborhood Indicators Project

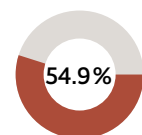
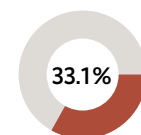
What we Heard

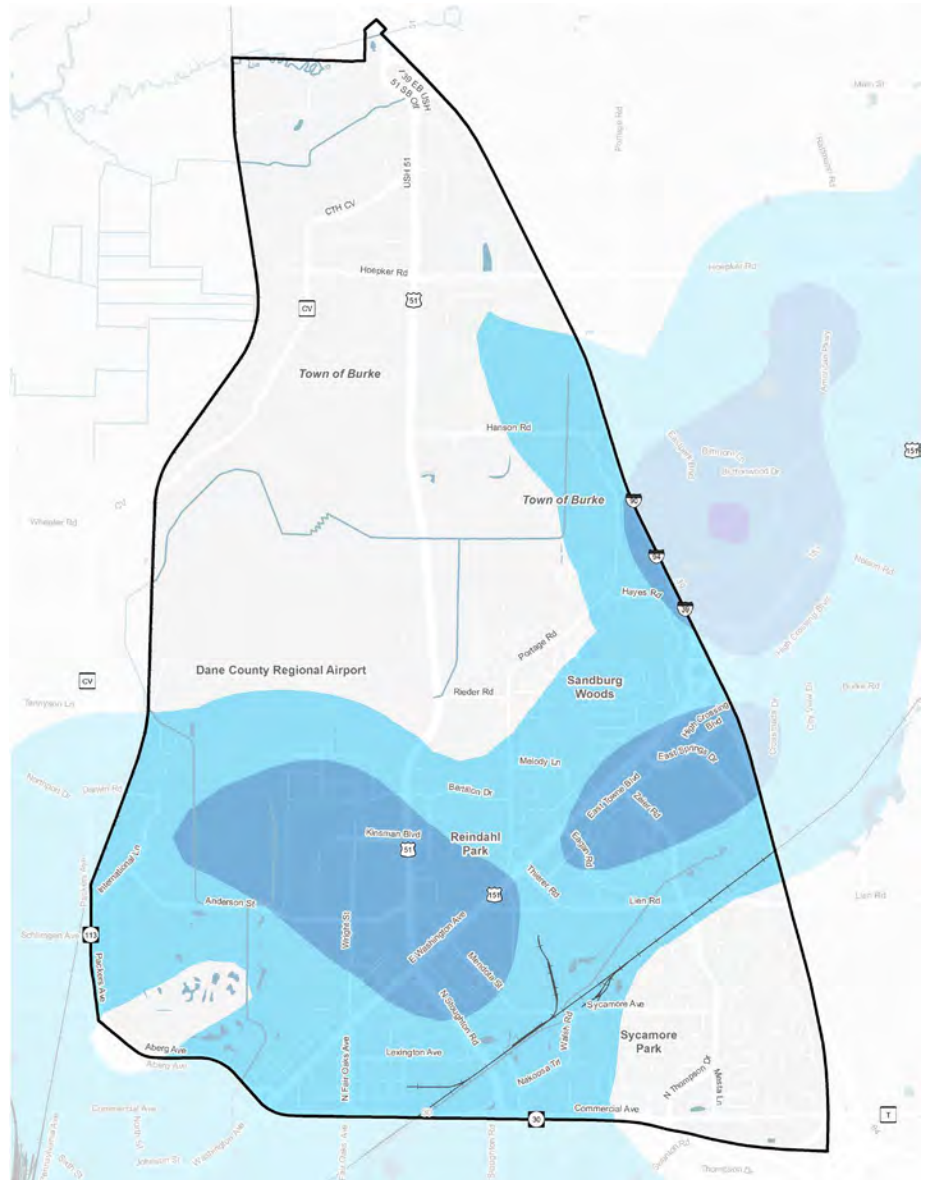
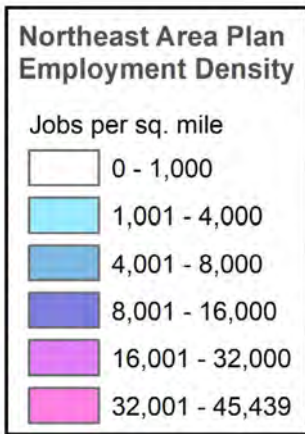
1. Promote local business growth, emphasizing the significance of fostering local entrepreneurship and neighborhood-serving activities.
2. Improve access to essential services like grocery stores and childcare to support families.

Jobs within area, by major sector*



% with 4+ years of college





[Agreement](#), the Village of DeForest is responsible for providing water service to the area, but the area will become part of Madison in 2036. This arrangement complicates the development process and requires coordination with multiple municipalities for utilities and approvals. See the Effective Government chapter for more information about intergovernmental cooperation.

Service and Retail Sector

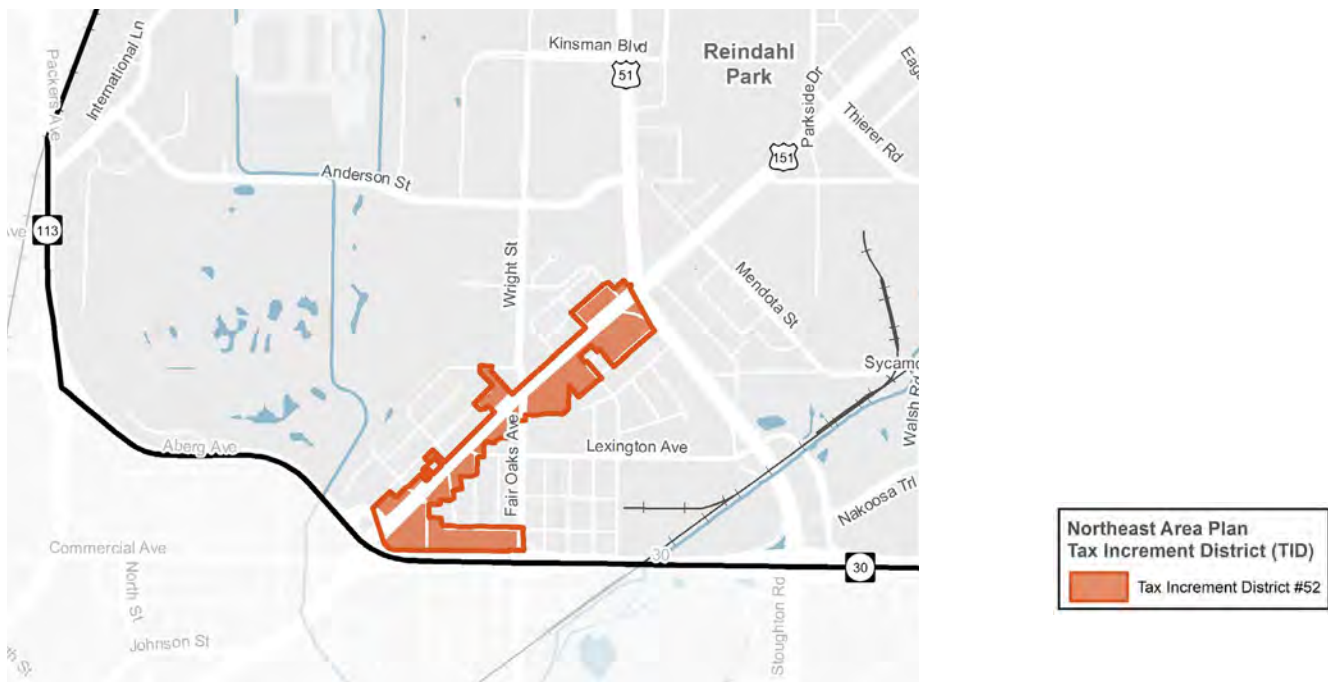
Between 2016 and 2021, service and retail employment in the Northeast Area declined by over 1,400 jobs⁴. The decline is likely due to a number of factors, such as online shopping, retail growth in neighboring Sun Prairie, and lasting impacts from the COVID-19 pandemic. Several large vacant spaces are in and around the East Towne area, including the former Boston Store and Sears stores. While these spaces could be repurposed, they could also be redeveloped into large amounts of housing, and new residents would support existing and future businesses.

⁴ Source: OnTheMap 2021 data

Local Business Survey

As part of the planning process, the City's Office of Business Resources conducted a business survey to understand perspectives within the area. With the assistance of the Northeast Area Community Navigators, responses from a total of 30 businesses indicated the following:

- **Customer Base and Transportation:** Most customers come from outside the planning area by driving or taking transit.
- **Parking as a Vital Resource:** With most customers driving, businesses heavily depend on parking facilities for their operations.
- **Workforce Challenges:** Over 55% of respondents discussed the difficulty of finding and hiring qualified employees. The workforce composition reveals that only 25% are full-time employees, with 13% being seasonal. Some respondents also mentioned a shortage of employees in the trades, such as carpentry and construction.
- **Location Appeal and Concerns:** Some business owners appreciate the location, particularly due to ample parking space. Others discussed airport noise as a notable drawback, negatively impacting the overall business environment.
- **Community Improvement Suggestions:** Several businesses identified areas of improvement, emphasizing the need for enhanced bus service and bike paths, which can help with hiring and retaining employees.
- **Challenges Linked to Homelessness and Crime:** Some indicated the rise in homelessness and crime rates in the area is adversely affecting their businesses.
- **Lower incomes in the Area:** Some respondents suggested that the limited discretionary income could potentially impact local businesses. This implies that businesses might benefit from a diverse mix of income levels in the area.



Actions

1. Establish a Greater East Towne Area Implementation Team to assist its redevelopment while also addressing vacant business spaces and parking lots.
2. Promote awareness and continue implementation of small business development programs funded through Tax Increment District (TID) #52 and other future area TIDs. These programs include the Facade Grant Program, Building Improvement Grant Program, Small Cap TIF Program, and Commercial Ownership Assistance Program.
3. Utilize Land Banking program to buy underutilized properties to facilitate redevelopment that includes employers.
4. Concentrate City resources on enhancing the business area along the International Lane corridor south the airport. Optimize available commercial spaces to their full potential to attract investment and foster economic growth.
5. Actively promote the [Foreign Trade Zone](#) adjacent to Dane County Regional Airport to attract businesses that offer stable employment opportunities. Efforts should focus on attracting more businesses to create employment opportunities for local residents.

Partnerships

- A. Address the childcare needs of working families by collaborating with local childcare providers and community organizations to enhance access to quality childcare services.
 - i. Broaden the eligibility of Madison College's childcare facility and bring in providers such as Reach Dane and others to commercial spaces of new mixed-use buildings such as the former Bimbo bakery site.
 - ii. Assist with creation of childcare cooperatives and in-home childcare and encourage employers in the area to provide on-site childcare.
- B. Explore creating a program similar to the Madison Public Market's "Market Ready" program to help new businesses locate within commercial space in the Plan area:
 - i. Explore gap assistance to help businesses displaced by redevelopment afford ground-floor space in new mixed-use buildings.
 - ii. Conduct an equity-based market study of the area to further explore strategies for strengthening the economy, with an emphasis on ensuring that underrepresented populations are included in redevelopment, ownership, entrepreneurship, and employment opportunities.
 - iii. Incorporate networking, mentorship, and collaboration opportunities as part of business planning.
 - iv. Work with local commercial brokers and property owners to connect small businesses to available space as they "graduate" from the program.
- C. Support creation of an East Washington Avenue Business Association to connect business owners with each other and with the City to facilitate economic growth and development.
- D. Explore creating a business or neighborhood improvement district along East Washington Avenue to help make public spaces more welcoming to residents, maintain amenities, facilitate events, and promote the area to customers.

Culture and Character

Comprehensive Plan Goals

This Plan aims to advance the following goals:

- 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.

Through an examination of community activities, architectural elements, and the impact of local organizations, this Plan aims to provide recommendations that contribute to the culture and character of the Northeast Area. It emphasizes the vision of a central urban plaza that celebrates diverse cultures within the existing East Towne Mall area, proposes changes to Urban Design District (UDD) 5, assigns new potential design guidelines to three additional sub-areas, and explores opportunities for inclusive art and entertainment to enhance vibrancy.

The Greater East Towne Area Plan outlined a vision for the transformation of areas around and including the mall, setting the stage for dynamic growth and revitalization. This Plan recommends expanding the geographical boundaries of UDD 5 and revising UDD 5's recommendations to achieve a vibrant and inclusive urban environment.

The city's population is increasingly diverse. Enhancing the distinctive qualities that define the Northeast Area will ensure it remains inclusive and welcoming to individuals of every race, ethnicity, gender, age, and ability. The Comprehensive Plan advocates for dynamic and inviting spaces, preservation of historic sites, the creation of secure and affirming community spaces, the integration of public art, and the facilitation of opportunities for learning, creativity, collaboration, and arts enjoyment.

The Northeast Area has several of Madison's eastern gateways, with two pivotal intersections: East Washington Avenue at Interstate 39/90/94, and Highway 51 and Interstate 39/90/94. These intersections are the initial impression of the city, underscoring the importance of recommendations that enhance the area's distinct character. There is significant potential to enhance the Northeast Area's walkability and vibrancy, primarily within and around the Highway 51 corridor, East Washington Avenue, Commercial Avenue, and East Towne Mall.

What we Heard

1. Create welcoming and safe neighborhoods in the Northeast area by making the streets look nice, adding community art, using signs in different languages, and asking residents for their ideas in the planning process.
2. Design a culturally-affirming central green and open space that accommodates diverse public activities and events.
3. Explore opportunities for the development of inclusive art concepts and cultural entertainment to enhance vibrancy throughout the area.



Amund Reindahl's barn, located in Reindahl park

Historical Resources

There are no City-designated landmarks or properties listed in the National Register of Historic Places in the Northeast Area. However, staff has identified several sites with architectural or historic interest which may be eligible for designation (see appendix: Historical Resource Survey). There are also several previously identified archaeological sites, 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.

Actions

1. Revise and update Urban Design District (UDD) 5 to require new development to be pedestrian-oriented, including comfortable spaces and visually appealing elements along East Washington Avenue. See proposed UDD 5 revisions at the end of this chapter.
2. Support a variety of cultural and entertainment venues as the area redevelops. This should include spaces that vary in size and are well suited for a variety of visual and performing arts to make them easily accessible to area residents.
3. Add art and placemaking elements through expanded use of the utility box wrap program.
4. Provide residents with information and assistance about how to create and host festivals or community events within Reindahl and Sycamore Parks.
5. Add benches along Starkweather Creek.
6. If East Towne Mall redevelops, add a prominent art piece within the planned urban plaza and connect the new neighborhood with Sycamore Park through arts programs such as Art in Public Places and Poetry in Sidewalks.
7. Inform property owners who can officially document sites identified during historic resource surveys (see [Historic Resources Map](#)) with historical value through the National Register process.

Former Poet Laureate, Angela Trudell Vasquez is kneeling in front of her poem, "The Other America Tour...", at the sidewalk along Atwood Ave.



Utility box wrap at Regent St

Partnerships

- A. Provide a placemaking best practices guide to businesses and organizations in the area to provide an alternative use of vacant sites and underutilized parking lots.
- B. Collaborate with local businesses and community organizations to beautify the area by addressing unsightly businesses and wasted space like parking lots, areas with excessive amounts of litter, or buildings that are poorly maintained. This may involve current City initiatives like the Facade Improvement Program, Neighborhood Grant Program, and Arts grants.
- C. Improve the Northeast Area's primary gateways at Interstate 39/90/04 and Highway 51 and Interstate 39/90/94 and East Washington Avenue. Enhancements may include:
 - i. Facilitate the construction of higher-density buildings at these key corners to enhance the appearance and create a sense of enclosure. This approach aims to reduce vehicle speed, signaling to drivers that they have transitioned from a highway to city streets.
 - ii. Where possible, introduce visually appealing landscaping and streetscaping elements to establish a more inviting atmosphere at these entrances.
 - iii. Incorporate public art installations or sculptures to infuse the gateways with cultural and artistic elements. This aims to cultivate a distinctive identity and foster community pride.
- D. Invite residents of all backgrounds to participate in a community-based process to design public gathering spaces and streetscapes within or around the existing East Towne Mall area and Commercial Core so this commercial area redevelops into more of a neighborhood-serving place, where people will be comfortable expressing their culture and feel that they belong.
- E. Consider providing art mini-grants and how-to guides to local businesses for permanent exhibition materials, such as art hanging systems and lighting, to generate more opportunities for local artists to share their work with the public.
- F. Work with Dane County and residents to identify community-oriented interim uses for the greenspace in the Wright Street triangle, such as picnic areas, temporary outdoor fitness equipment, and public art installations.
- G. Enhance the aesthetics of vacant facades by installing murals that resonate with the community, such as the telecommunications building at Rowland Avenue and East Washington Avenue.
- H. Explore opportunities for the temporary use of vacant or transitional spaces to support emerging artists while adding to the vibrancy of the area. This may include pop-up galleries, artist-in residencies, and murals.
- I. Provide spaces where people are comfortable expressing their culture and feel that they are part of a community. This applies to streets, sidewalks, paths, transit stops, and other public amenities as well as private development. It may include physical amenities such as multilingual signage, permanent or temporary art, poetry in sidewalks, and murals.



Madison Mural at a parking lot at Monroe St and Commonwealth Ave.

Urban Design District 5

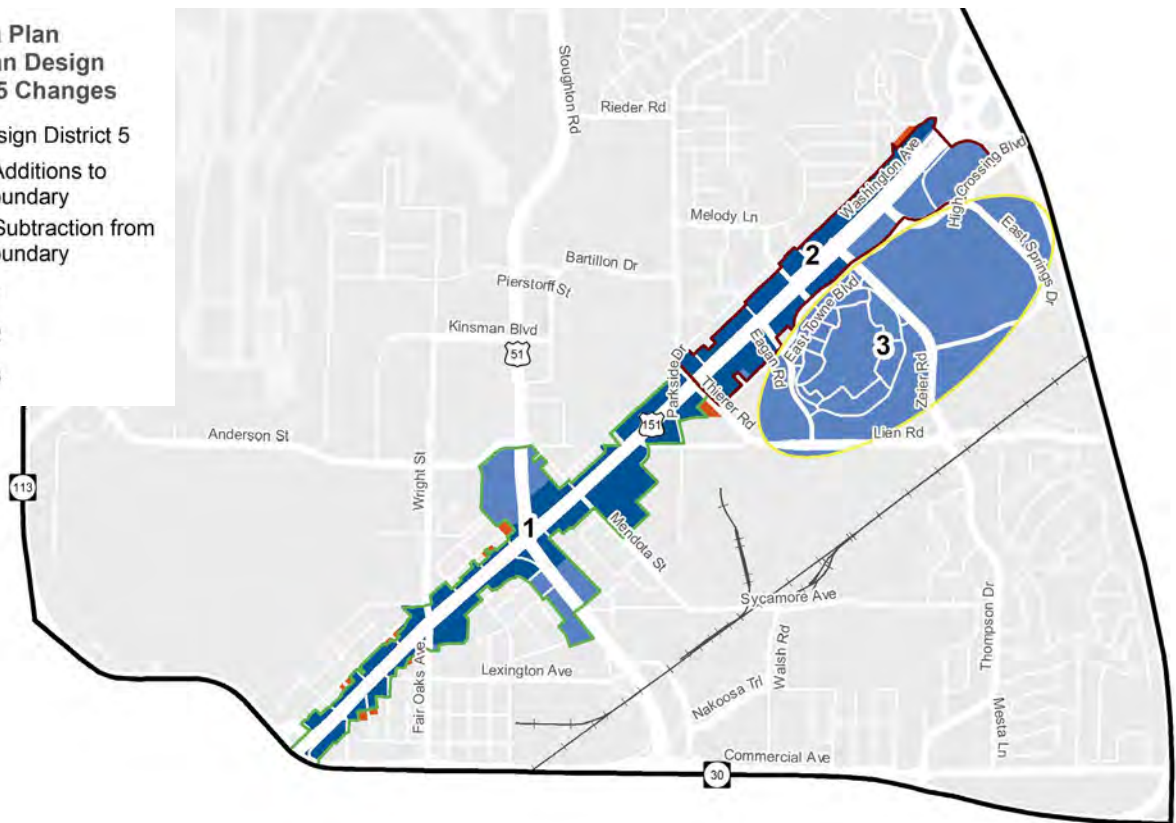
Urban design is also an important contributor to culture and character. Madison's Urban Design Districts (UDDs) contribute to the aesthetics of the built environment in addition to some aspects of urban design regulated in the zoning code. The City's UDDs generally ensure development contributes to creating a high quality, well-designed built environment within certain areas of the city. There are eight UDDs that are primarily located along the city's major transportation corridors. Each Urban Design District is unique and establishes mandatory requirements and advisory guidelines for new development, buildings, remodeling, or additions to existing buildings. Some districts are more detailed 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.

Portions of UDD 5 are within the Northeast Planning Area. It currently runs along East Washington Avenue, generally from Interstate I-90/94/39 to Sixth Street. This Plan recommends revisions to UDD 5 which are anticipated to be further studied and refined as part of a separate, citywide UDD review process. This Plan recommends expanding the Urban Design District and establishing different recommendations for various sub-areas.

1. Revise and update Urban Design District (UDD) 5 to require that development is pedestrian-oriented, including comfortable spaces and visually appealing elements along East Washington Avenue, as well as other public streets and views. As noted in this chapter, revisions to the Urban Design District should create design standards and guidelines that recognize unique planning areas, including the recommended design sub-areas noted in this chapter.

Northeast Area Plan Proposed Urban Design District (UDD) 5 Changes

- Urban Design District 5
- Possible Additions to UDD 5 Boundary
- Possible Subtraction from UDD 5 Boundary
- Sub-area 1
- Sub-area 2
- Sub-area 3



2. Extend UDD 5 to the Interstate and explore expanding it to include key sites south of East Washington Avenue, the East Towne Mall area, and Highway 51.
3. Incorporate Transit-Oriented Development (TOD) overlay district features to UDD 5 requirements and guidelines, such as minimum building heights of two stories.
4. Separate UDD 5 by character into three distinct sub-areas to better guide development along the East Washington Avenue corridor, as illustrated in the Proposed Urban Design District (UDD) 5 Changes Map.
5. While the western portion of UDD 5 is outside the Northeast Area, given its distinct character, this area should also be considered as an individual sub-area.

The Urban Design District Changes Map recommends various boundary adjustments to UDD 5 to reflect current property lines and include areas expected to see a high level of construction activity.

UDD 5 Design Guidelines – Recommended Updates

1. Update the list of approved building materials and design guidelines to reflect the current standards of the City, particularly focusing on the Urban Design Commission’s “purpose and intent” to encourage and promote high-quality design in new buildings, including guidance that:
 - a. Buildings should be designed so uses, entrances, and design elements provide amenities to enhance the visual and pedestrian character of the street.
 - b. Street facing facades that lack architectural detail, variety, and windows are discouraged.
 - c. Use changes in building plane to create porches, balconies, roof terraces, entrances, and other active uses are encouraged for residential units/buildings.
 - d. Larger buildings should incorporate facade modulation and changes in plane.
 - e. Porches and balconies should be well-integrated and provide usable open space for tenants.
 - f. If material changes are proposed, they should generally occur at inside corners or be delineated by a specific transitional detail.
 - g. Encourage developers to incorporate artists into the design team to integrate works of art into their projects.
2. Site layout and building orientation guidelines at Commercial Core areas are encouraged to have outdoor patios, outdoor dining, awnings, and display windows.



The Madison Youth Arts building on East Mifflin Street exemplifies effective use of facade articulation, offering diverse design elements that enhance visual appeal and create an inviting atmosphere for pedestrians.



Example of Missing Middle housing



Pedestrian and bike friendly sidewalk with green buffer in Saint Paul, Minnesota.

Potential UDD 5 Sub-Areas

UDD 5, Sub-Area 1 Design-Related Considerations: East Washington Avenue Corridor – Aberg Avenue to Thierer Road

This sub-area is characterized by neighborhood retail and lower-scale development. Development in this area should support neighborhood-serving commercial uses to create complete neighborhoods and provide walkable amenities to residents in the area.

3. Support "Missing Middle" residential development such as townhomes, and preserve naturally-occurring affordable housing.
4. Proximity to institutional and educational uses should be considered in the development of housing and connections to open spaces.

UDD 5, Sub-Area 2 Design-Related Considerations: East Washington Avenue Corridor – Thierer Road to Interstate

This sub-area is characterized by its regional connectivity. Development in this area is recommended for high-intensity, mixed-use development that serves and supports the larger community and region.

5. Support Community Mixed-Use development to create complete neighborhoods and provide walkable amenities to residents in the area.
6. Given its location at a major highway interchange, sub-area 2 will remain a gateway to Madison. As such, guidelines and requirements should promote a higher level of design aesthetic (high-quality materials, incorporate visual interest, articulation, and modulation in building design, etc.) and encourage appropriate transitions to less intensive development areas.

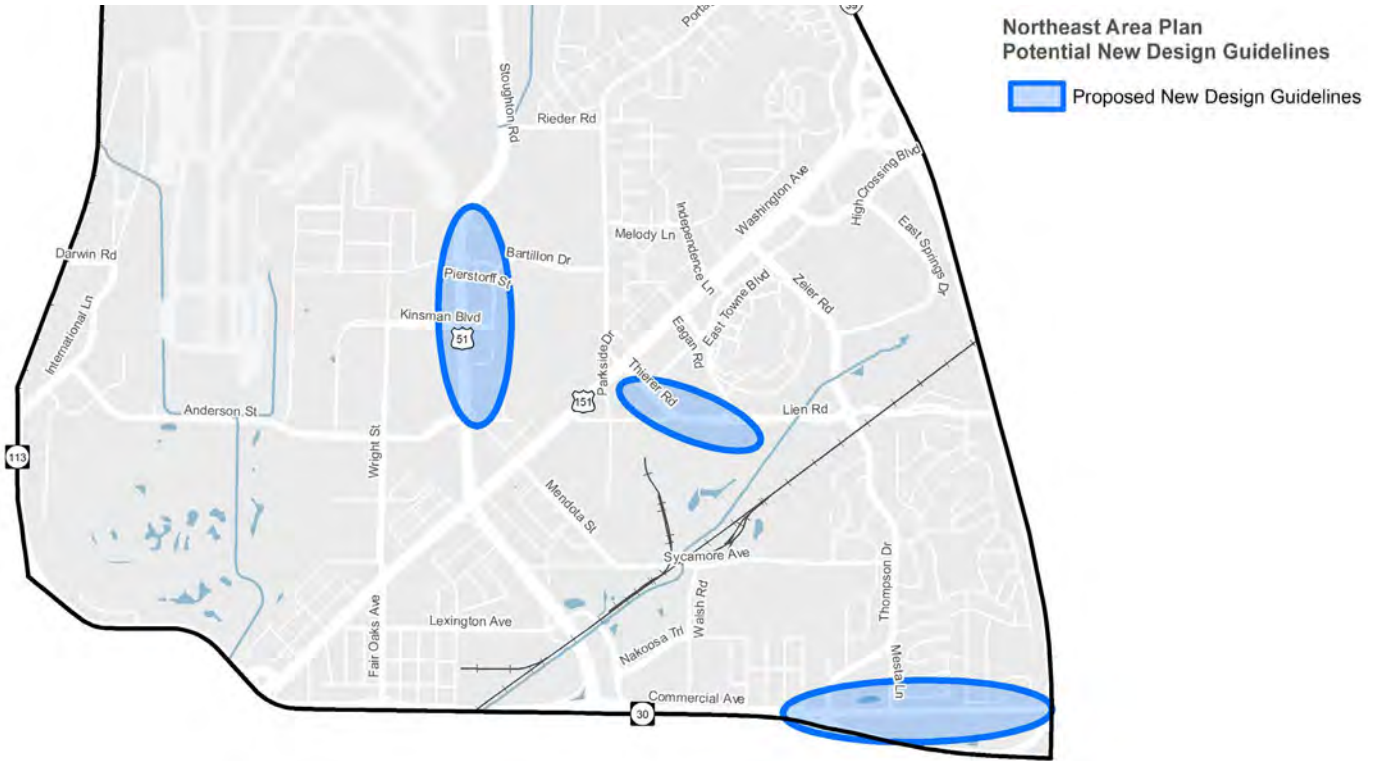
UDD 5, Sub-Area 3 Design-Related Considerations: Greater East Towne Area

This sub-area is intended to create a more multi-modal, transit-oriented development pattern that includes new high-density uses accessed from and oriented to a new local public street network. The area should include a high degree of pedestrian amenities intended to support successful mixed-use redevelopment.

7. Development in or near the existing East Towne Mall should consider creating an urban plaza and pedestrian features through and to open spaces when locating building entrances, enhanced sidewalk connections, and pedestrian-oriented uses.
8. Construct earth berms along Interstate 39/90/94 or plant dense vegetation such as trees, shrubs, and bushes that serve as both a visual and sound barrier. The irregular surface helps to deflect and absorb sound waves.
9. Whenever possible, integrate noise reduction features into the architectural design of residential buildings facing the Interstate and Highway 30. This may include the strategic placement of windows, use of double-glazed glass, and soundproofing materials in walls and roofs.

Additional Design Guidelines

As shown in the Potential New Design Guidelines Map, three areas were identified as future destinations that could benefit from better building and public space design. They also aim to make it easier to get around, add more green-

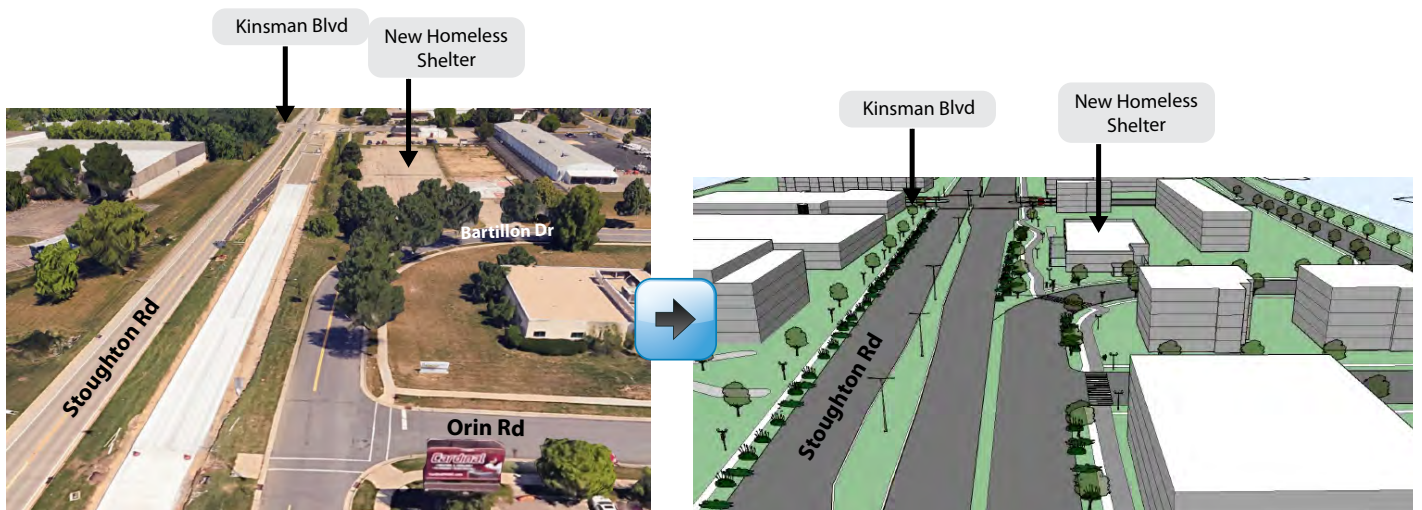


ery, and include features that make spaces feel welcoming and comfortable for people.

These new guidelines are intended to create more attractive and engaging public areas through building redevelopments and street enhancements. The following guidelines will inform proposed infrastructure projects and proposed private developments.

Highway 51 Proposed Design Guidelines

- Incorporate pedestrian-friendly elements such as well-designed lighting fixtures and wider sidewalks to enhance the pedestrian experience.



Note: This image does not intend to illustrate changes of the intersection of Kinsman Blvd and Stoughton Rd. These suggested changes within private land will only occur if property owners decide to redevelop.

- Relocate utilities underground to eliminate visual clutter, enhance the streetscape, and contribute to a cleaner, more modern aesthetic. This includes transitioning electrical poles from overhead to underground.
- Install clear and well-designed wayfinding signage to guide pedestrians, cyclists, and drivers efficiently. This can include directional signs, informational kiosks, and maps at key points.

Lien Road Proposed Design Guidelines

- Incorporate an art piece and/or water feature at the intersection of Lien Road and Thierer Road. The artwork should fit with the surroundings, avoiding obstruction of visibility. The chosen piece should serve as a reflection of the cultural and natural character of the area, enhancing the overall aesthetic appeal and local identity.
- Encourage outdoor dining facing the corridor to increase foot traffic for first floor businesses.
- Provide incentives to property owners to replace wire fences with natural barriers like trees, bushes, or water features.
- Build a more visible pedestrian crossing at the Lien Road and Thierer Road intersection, as well as a mid-block pedestrian crossing between Lien Road and Eagan Road.



Bell Street Park, in Seattle, features a well-defined pedestrian crossing that includes greenery and inviting lighting for pedestrians and bicyclists.

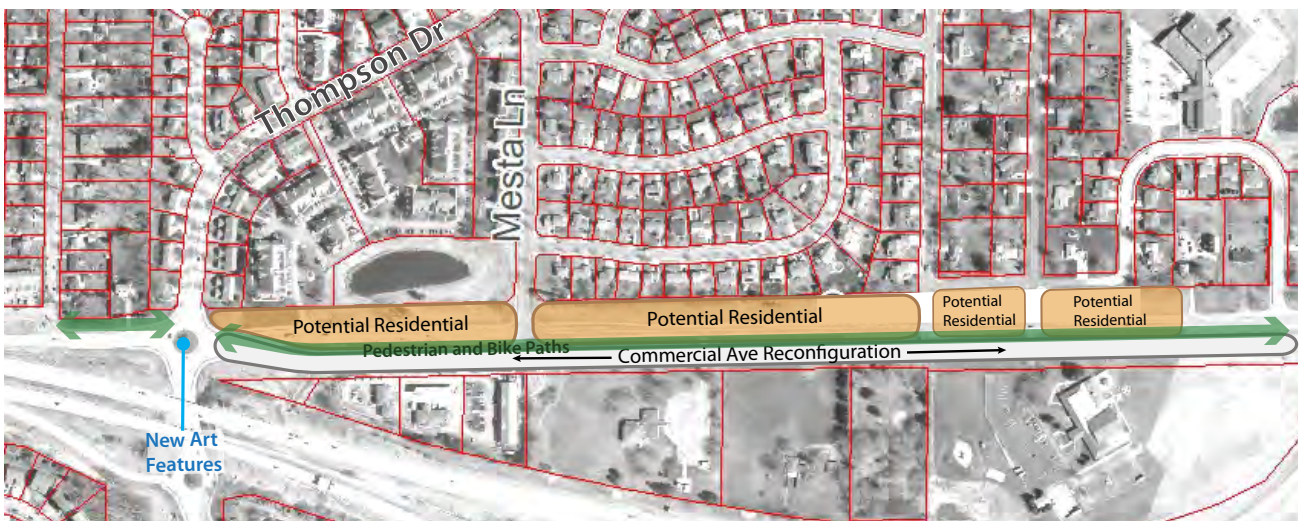


Note: These suggested changes within private land will only occur if property owners decide to redevelop.

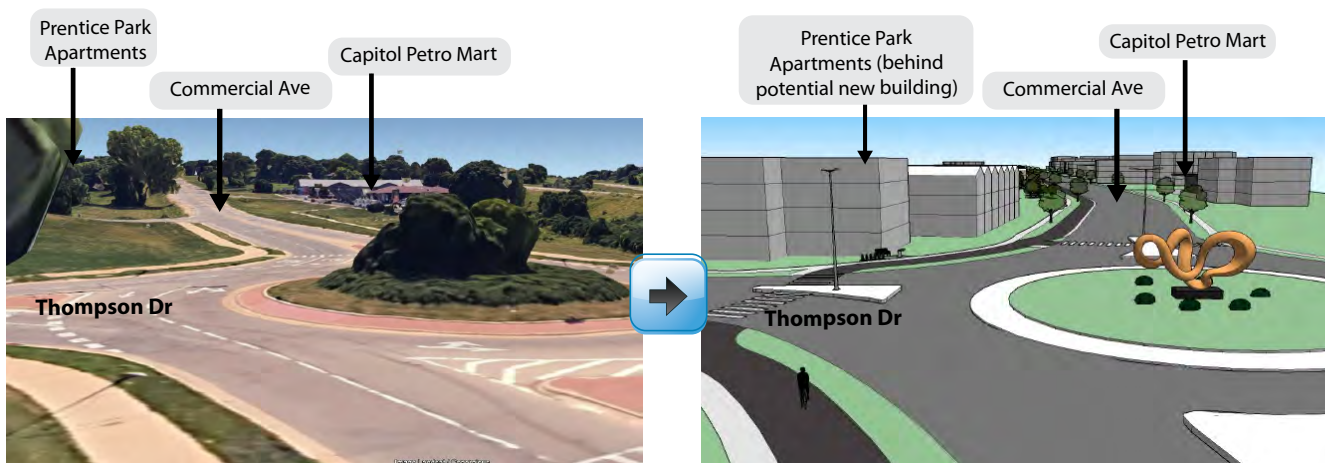
Commercial Avenue Proposed Design Guidelines

- Maximize the use of existing right-of-way to provide bike/pedestrian amenities for adjacent commercial and residential sites.
- Buildings should have storefronts and entrances that are welcoming to pedestrians, such as attractive landscape, inviting signage, well-maintained facades, or outdoor seating areas along Commercial Avenue.
- Implement universal design principles to make the street accessible to people of all abilities, such as detectable warning pads and acoustic pedestrian crossing signals.
- Build pedestrian crossings at Mesta Lane and Eagle Crest Drive for better connectivity to the Ridgewood Neighborhood.
- Consider integrating public art and installations along Commercial Avenue to add cultural and visual interest.
- Implement effective street lighting to enhance visibility and safety, especially during evening hours.

Potential Commercial Avenue Reconfiguration



Note: Redevelopment of right-of-way could also occur to the south or both sides of Commercial Avenue.



Note: These suggested changes within private land will only occur if property owners decide to redevelop.

What We Heard

1. Improve accessibility to and the experience within parks, open spaces, and natural areas.
2. Ensure future growth happens with sustainability as a consideration by appropriately managing stormwater, protecting native species, woodlands, and wetlands, and minimizing the carbon footprint of new buildings and their users.
3. Acknowledge climate change and prepare for more frequent and intense weather events, including both precipitation and heat.
4. Address past environmental contamination with solutions that protect the health of Madison residents.

Park Expansions

Specific Park Expansion Areas identifies locations where future park space is expected.

General Park Expansion Areas show where future park space is desired, but a precise location can't be determined due to land availability, lot patterns or other factors.

Comprehensive Plan Goals

This Plan aims to advance the following goals:

- 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.

Natural areas, open spaces, and parks are major features in the Northeast Area and were frequently mentioned as what makes the area special. Residents also mentioned the need to grow sustainably in the coming years, including protecting wetlands, preserving and adding trees, and avoiding growth near sensitive areas. This chapter addresses the intersection between the built environment and the natural environment, including parks and open spaces, sustainability, ecology, and stormwater management.

Parks and Greenways

The Northeast Area's variety of parks provide opportunities for a wide range of active and passive outdoor activities, from basketball to birdwatching. The area has 10 parks covering 246 acres that serve its nearly 15,000 residents (17 acres per 1,000 residents), and 82% of households in the Northeast Area are within a quarter mile of a park. However, there is an area north of East Washington Avenue in the Truax Neighborhood lacking in park access. New park space in this area is desired, but much of the vacant land in the area is controlled by the Dane County Regional Airport, which leaves limited options for City park acquisition. Along with addressing park-deficient areas, new park spaces will be needed to serve the recreational needs of the area's future population.

While the variety of amenities in the area's parks are appreciated by residents, continued investments will need to be made to keep pace with the growing population of the area and the changing recreational preferences of residents. For example, Reindahl Park includes the City's only full-size Cricket field and hosts the most soccer fields on the east side. These community park amenities attract residents from across the east side of Madison and beyond. While mini and neighborhood parks tend to focus on serving surrounding neighborhoods, they can also feature unique recreational opportunities that draw from a larger area. Future changes to the City's parks, such as new playgrounds, shelters, and paths are guided by Park Development Plans (for mini and neighborhood parks) and Master Plans (for community parks), which are updated approximately every 10 years.

Reindahl Park

Future changes at Reindahl Park are guided by the [2023 Reindahl Park Master Plan](#). The Master Plan includes the Madison Public Library's Imagination Center, which will include library and community facilities and an indoor, year-round, reservable park shelter. The Imagination Center is scheduled for

Northeast Area Plan Parks and Open Space

City of Madison Parks

- Community Park
- Conservation Park
- Neighborhood or Mini Park
- City of Madison Ponds/Greenways
- Specific Park Expansion Area
- General Park Expansion Area

Other Open Spaces

- MMSD Schools
- Dane County Open Space



Types of Parks

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

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

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

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

Type of Park	# of Parks	Acres in Northeast Area
Mini Parks	3	9
Neighborhood Parks	4	41
Community Parks	2	162
Conservation Parks	1	34
Total	10	246



Reindahl Park



Sycamore Park

construction in 2025. Other elements of the Master Plan, including a new playground, expanded community gardens, and athletic facility upgrades will be implemented over the next 10-15 years as funding and resources allow.

Sycamore Park

The [2023 Sycamore Park Master Plan](#) recommends new trails, a bicycle pump track, and improved connections to the wooded section of the park north of Sycamore Avenue. Other planned improvements include dog park enhancements, a sun shelter, and a restroom building. The adopted Master Plan does not include the recommended extension of Nakoosa Trail through the park to Jana Lane. However, the extension was reviewed and is supported by the Parks Division.

Sandburg Woods Conservation Park

This conservation park features hilly trails through mature forest on the north side of a drumlin. The variety of ecosystems within this conservation park are protected and managed in accordance with the Parks Division's [Land Management Plan](#).

Neighborhood and Mini Parks

Alongside the Northeast Area Plan, the Parks Division completed Park Development Plans for each neighborhood and mini park in the Northeast Area. These address park-specific needs for new amenities and the potential relocation of existing park amenities. All parks will be considered for improvements to make park features more accessible for individuals with physical limitations, improve wildlife habitat, and incorporate recommendations from the 2020 Parks Division Madison Bicycle Adventure Trail Network (Mad-BAT) plan. For more information, refer to individual Park Development Plans.

- [Brigham Park](#)
- [Carpenter Ridgeway Park](#)
- [Churchill Heights Park](#)
- [Glacier Hill Park](#)
- [Mayfair Park](#)
- [Sandburg Park](#) (Note: Sandburg Park is next to but does not include Sandburg Woods Conservation Park spaces)
- [Westchester Gardens Park](#)

Future Park Spaces

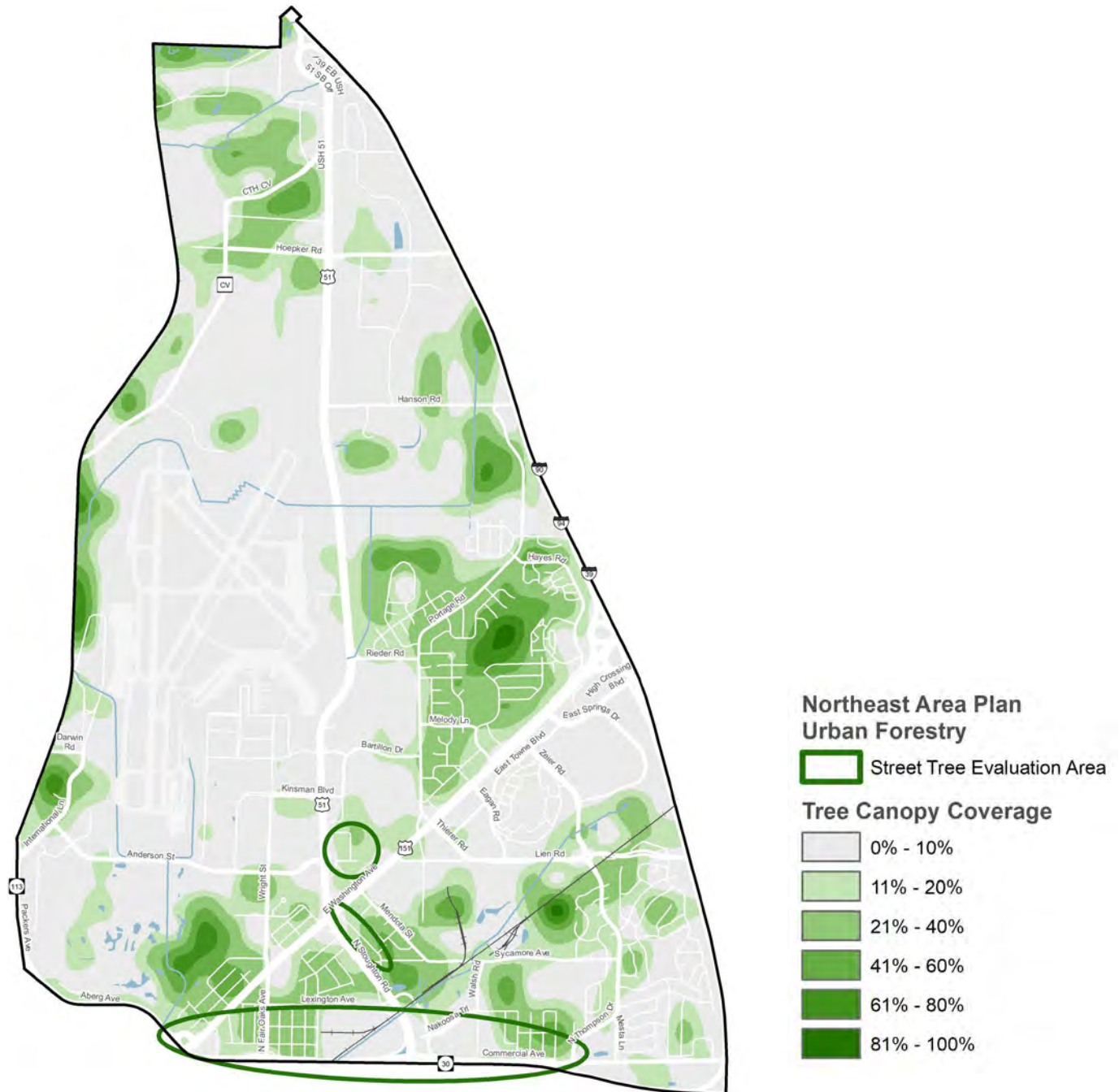
Several new parks are planned in the Northeast Area, particularly around the East Towne Mall area. As these future park spaces are acquired, the park development or master planning processes should be community-based and engage a diverse group of community members to establish spaces that are welcoming and culturally relevant for all city residents. These new parks should incorporate spaces and features that accommodate special events and programming like concerts, festivals, and farmers markets. Refer to Culture and Character actions and partnerships for additional information.

Trees and Canopy Coverage

The Northeast Area's 11% tree canopy coverage is one of the lower coverage rates among the City's 12 plan areas, and about half the level of Madison as a whole. This lack of coverage is due to the airport, large commercial areas, areas within parks such as athletic fields and reclaimed landfills, and wetland areas where trees don't grow. Regardless, it is a priority to add trees to both public and private land. There are gaps in street tree coverage, mostly in the neighborhoods around Fair Oaks Avenue, but also on streets which abut Highway 30. Trees in those locations could establish a buffer between the highway and nearby residential areas. Redevelopment of large commercial properties could lead to increased tree plantings and total canopy coverage, since new development regulations include higher standards for the number of trees that must be provided on a site.



Adequate tree coverage along West Washington Avenue





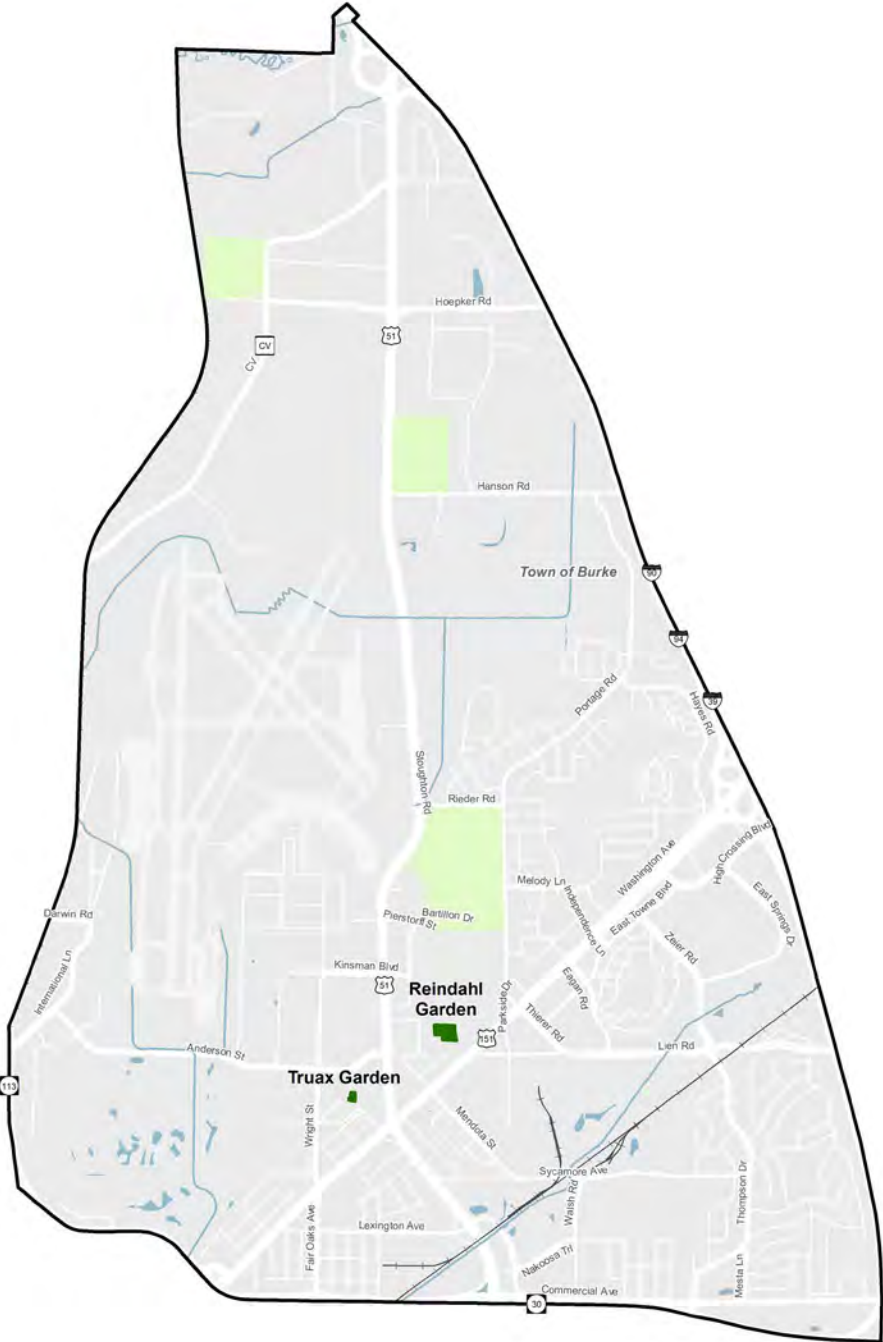
Example of a Rain Garden

Stormwater Management and Flood Reduction

Stormwater management and flooding saw increased attention from many community members after a 2018 rain event where 12 inches of rain fell over a 24-hour period in portions of Madison. While the worst impacts occurred on the west side, the intersection of Highway 51 and Lexington Avenue in the Northeast area was impassable for several hours. This area continues to flood on occasion. The Engineering Division’s [Starkweather Creek Watershed Study](#) covers nearly all of the Northeast Area and will recommend improvements to minimize flooding from more frequent, large rain events.

**Northeast Area Plan
Urban Agriculture**

- Community Gardens
- Agricultural Parcels



Water Quality

Part of growing sustainably is addressing contamination from past developments and practices. Redevelopment projects often include environmental cleanups that address contamination from past developments like gas stations, laundromats, or industrial uses. Redevelopment is often the best way to clean or remediate sites, since it creates financial motivation to do so. The highest profile contamination issue in the Northeast Area is Per- and polyfluoroalkyl substances (commonly referred to as PFAS) related to past use of firefighting foam at Dane County Regional Airport. That contamination led to the shut-down of Madison Water Utility's Well 15, which along with Well 29, provides water for the Northeast Area. Well 15 remains offline while a PFAS treatment system is under development. Improvements at the well facility, including installation of PFAS treatment equipment, began in 2024. Madison Water Utility will provide regular updates on construction progress, water testing, and operational status on the [Well 15 project website](#).



Madison Water Utility's Well 15

Urban Agriculture

The Northeast Area has several different types of urban agriculture. Community garden plots are the smallest scale and are located in Reindahl Park and at the Community Development Authority's Truax Housing property. While on public land, the plots are managed by Rooted (Community Groundworks). The Parks Division often receives requests for additional community garden spaces, and these are forwarded to Rooted. Once Rooted determines there is enough demand for new garden spaces, it works with the Parks Division to identify appropriate locations. Once approved, these locations are then added to Rooted's lease with the City. Approximately eight acres of private market gardens (small scale commercial agriculture) are located west of County Highway CV at Hoepker Road. There are several large properties in the Northeast Area planted with row crops. Some are planted as an interim use with eventual development planned, while others are unlikely to develop. Dane County Regional Airport owns approximately 150 acres of land within unbuildable Runway Protection Zones that are currently rented for agriculture. While these are currently planted with row crops, it's possible they could transition to other types of agriculture, such as Community Supported Agriculture (CSA) farms or similar.



Community garden at Leopold Park



Row crops planted in the Runway Protection Zone

Actions

Parks and Open Space

1. Parkland Acquisition and Expansion: Improve access to, visibility of, and usability of City park spaces through new park development and property acquisition as shown on the Parks and Open Space Map.
2. Park Specific Improvements: The following recommendations address issues discussed during the Northeast Area Plan process and were not previously addressed in Parks master planning processes:
 - a. Sandburg Park
 - i. Add a path connection to Sandburg Woods from vacant property on Forest Run Road when it develops.
 - ii. Better define edges between park land and private properties on the north side of Sandburg Park.



Sycamore Dog Park

- iii. If apartment communities on Portage and Hayes Roads redevelop, establish a new street which abuts the park to improve visibility, access, and uses.
- b. Sycamore Park
 - i. Extend Nakoosa Trail to Jana Lane, as a phased project, to provide greater visibility, access, and use of the southern portion of the park. Extending Nakoosa Trail to the east of Pulley Street will require minor park configuration changes that should be addressed as part of a future master planning process.
 - ii. In the interim, consider changes to the shared-use path intersection with Nakoosa Trail to address reports of unauthorized motor vehicle use on the path.
- 3. Improve access to publicly-owned natural areas to provide passive recreation opportunities:
 - a. Provide public access to the wetland area north and west of Portage Road when adjacent vacant property develops.
 - b. Establish public access to the wetland area along the rail corridor south of Lien Road as part of the planned Hiestand Path.
 - c. Seek public access along Starkweather Creek between Highway 30 and Commercial Avenue via easement or property acquisition.

Trees and Canopy Coverage

- 4. Proactively evaluate identified areas on the Urban Forestry Map for potential street tree planting sites, with a particular emphasis on the Highway 30/Commercial Avenue frontage.
- 5. Evaluate City stormwater parcels for plantings and ecological restoration consistent with the Stormwater Utility Vegetation Management Plan once adopted.

Stormwater Management and Flood Reduction:

- 6. As part of the Starkweather Creek Watershed Study, develop stormwater management and watershed protection recommendations. Investigate solutions to areas with chronic flooding such as at Lexington Avenue and Highway 51 and in the “triangle” area between the East Washington Avenue Frontage Road and the Commercial Avenue Service Road.

Green and Resilient Partnerships

- A. Explore opportunities with Dane County to increase use of the County-owned greenspace south of Anderson Street and west of Wright Street since this area is park-deficient.
- B. Work with neighborhood groups, cultural organizations, school classes, and other stakeholders to improve and expand the walking trails that connect Carpenter-Ridgeway Park to Starkweather Creek.
- C. Pursue tree planting options for unneeded highway right-of-way as part of Wisconsin Department of Transportation studies.

Effective Government

Comprehensive Plan Goals:

This Plan aims to advance the following goals:

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

The Northeast Area's population increased by approximately 900 residents between 2010 and 2020. Much of the planning area, including areas in the Town of Burke, have been largely developed. Most of the area has the full complement of City services, such as police and fire, utilities, waste management, and snow removal. Town of Burke properties are served by a combination of Town of Burke, City of Madison, and Village of DeForest services. Madison provides fire and emergency medical services to the Town as well as water and sanitary sewer to parts of the Town.

The City will continue to provide a full range of services to neighborhoods (including former Town properties attaching to the City of Madison), while optimizing where community facilities are located to balance provision of services with the long-term operating costs and the growing and changing population of the Northeast Area. Select areas may receive water and sewer service from the Village of DeForest, as specified in the Town of Burke, Village of DeForest, City of Sun Prairie and City of Madison Cooperative Plan. However, new connections in the DeForest service area are not guaranteed after properties attach to the City of Madison. See the [cooperative plan](#) for more information.

The Reindahl Imagination Center and homeless shelter at Bartillon Drive are the latest City facilities to be planned in the Northeast Area. Additional adjustments to services will likely be needed in the future as the Northeast Area and the city continue to grow.

A further important focus on the provision of services is to provide individuals and groups, especially underrepresented populations, with the tools to effectively gain access to Madison's services and resources. The Northeast Area is well-situated to provide satellite services to residents that would otherwise need to travel to City offices located downtown. Situated between downtown and the edge of the city, the Northeast area could host City services that would otherwise require a visit downtown. Bus Rapid Transit (BRT) service through the area could provide improved access to such a satellite service facility.

Redevelopment of lower density uses into higher density uses results in changing demands for City services and infrastructure. Adding residential uses into previously low-density or commercial areas requires a different set of services such as parks and pedestrian and bicycle facilities. Additionally, residential uses require a comparatively higher amount of water, which could result in the need to upsize water mains and sanitary sewer mains as redevelopment transitions

What We Heard

1. Residents perceive public investments have lagged in the Northeast Area compared to rest of the city.
2. Have a smooth transition of municipal services when the final attachment of the Town of Burke occurs in 2036.
3. Improve maintenance of City infrastructure within the planning area.

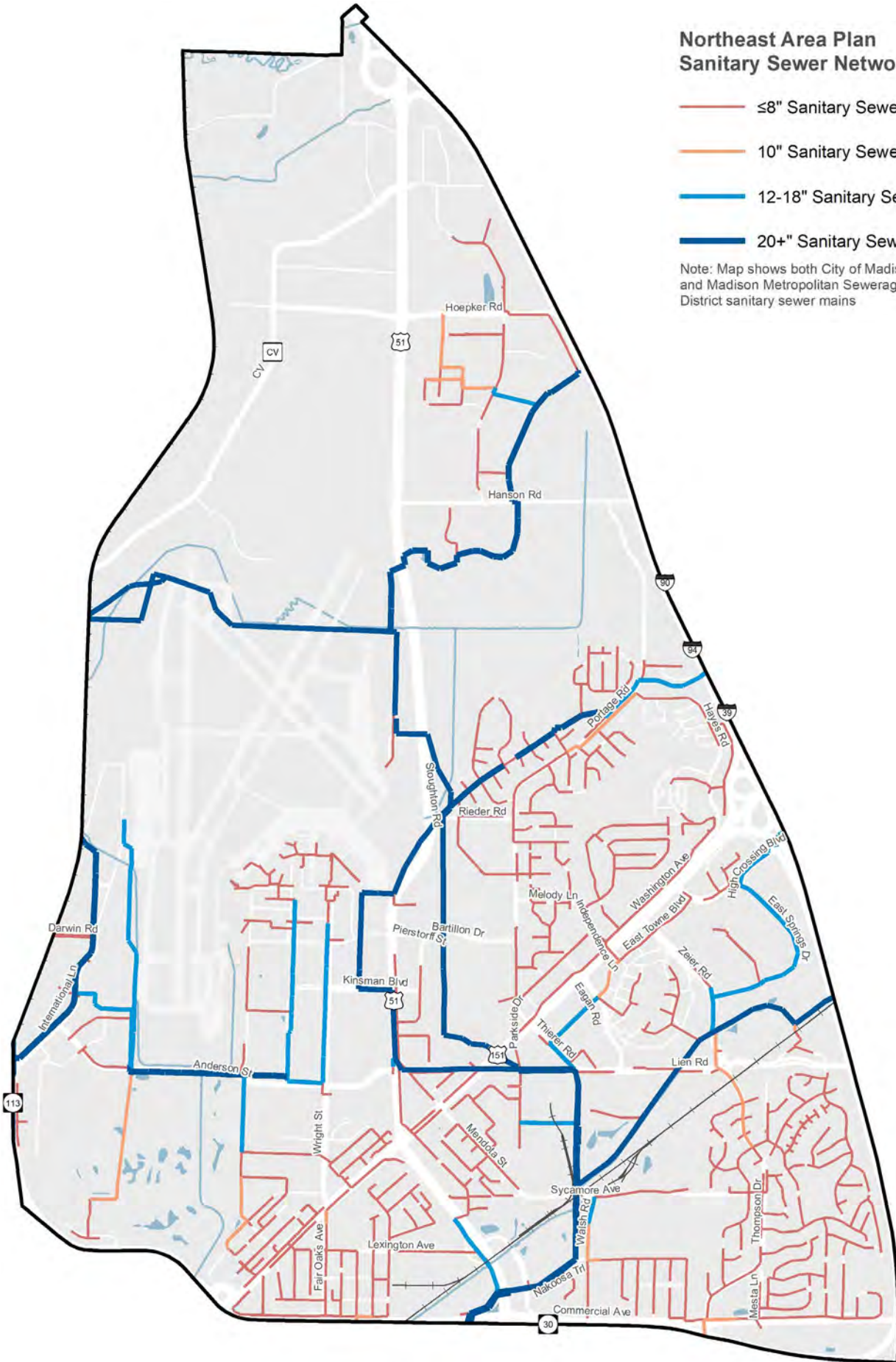


City of Madison recycling service

Northeast Area Plan Sanitary Sewer Network

- ≤8" Sanitary Sewer Main
- 10" Sanitary Sewer Main
- 12-18" Sanitary Sewer Main
- 20+ " Sanitary Sewer Main

Note: Map shows both City of Madison and Madison Metropolitan Sewerage District sanitary sewer mains

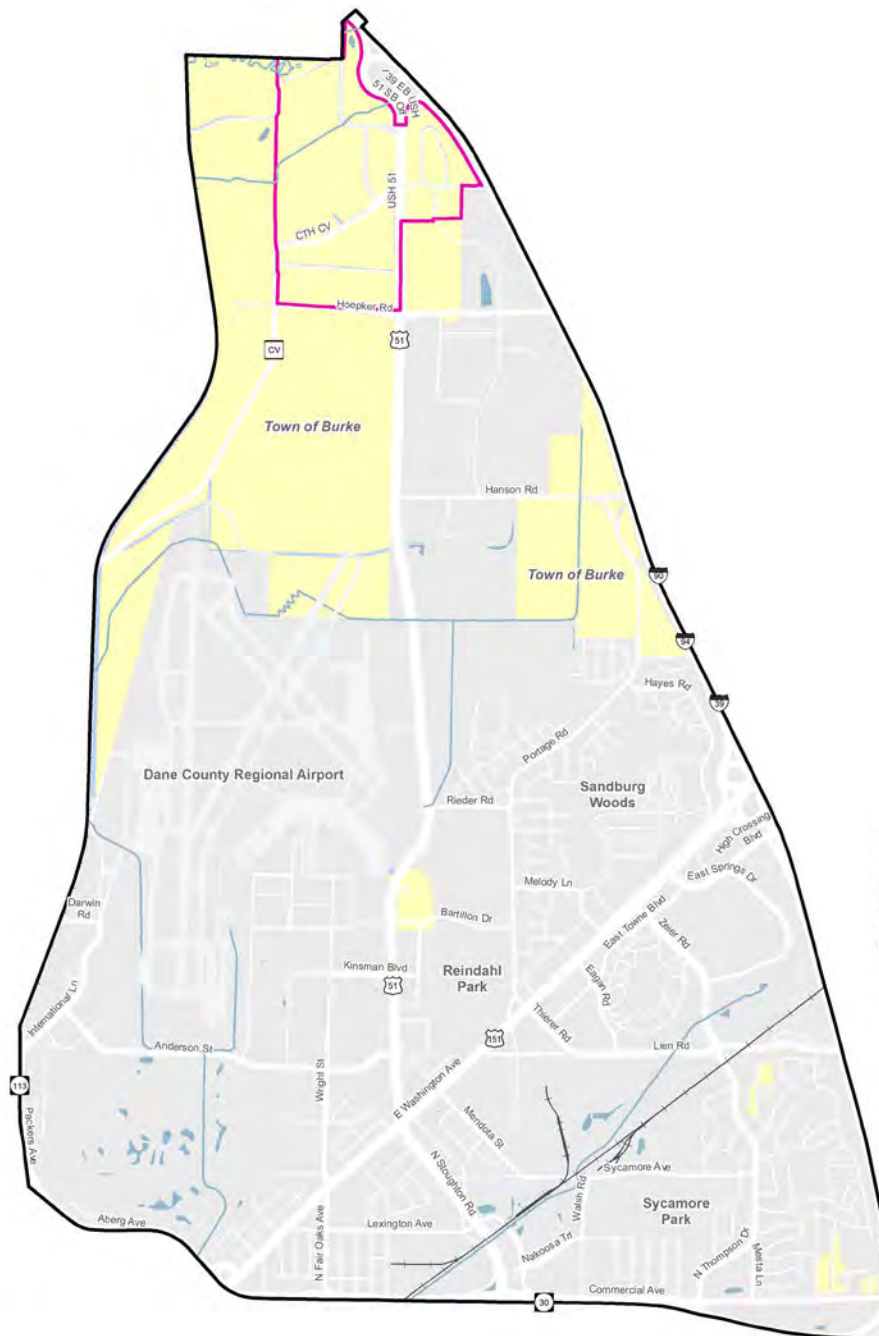


low-density commercial and office space to mixed-use development or multi-family residential development (see Map: Sanitary Sewer Network). Upsizing of sanitary sewer mains is most likely needed for properties served by eight-inch diameter mains, which are generally the City's smallest diameter mains.

Maximizing the efficiency of facilities and services can best be achieved through careful coordination among City agencies and potentially with other municipalities, specifically the City of Sun Prairie, Village of DeForest, and Town of Burke.

Town of Burke, Village of DeForest, City of Sun Prairie, City of Madison Cooperative Plan

- Town of Burke dissolves 2036, properties attach to DeForest, Sun Prairie, and Madison. [See Intergovernmental Boundary Agreements Map](#) for lands attaching to Madison.
- Town properties can attach to Madison if requested by the property owner and approved by the City.
- Specific Town properties are protected from early attachment until 2036 to maintain tax base for the Town unless approved by the Town. See Intergovernmental Agreement Map.
- Madison will provide the full range of City services to Town properties attaching to the City except for properties located near Highway 51 and Interstate 39/90/94. DeForest may provide water and sanitary sewer to these properties per the agreement.
- There is a restriction on the number of housing units that can be built each year within the portion of the DeForest Area School District that is attaching to Madison.



Northeast Area Plan Madison-Burke-Sun Prairie-DeForest Cooperative Plan

- Town of Burke Protected Areas
- Town of Burke Parcels Attaching to Madison (Final Attachment 2036)

Actions

1. Explore satellite facilities for government services to accommodate customer schedules and needs, potentially at the Reindahl Imagination Center.
2. Conduct a review of community service and facility needs after the Reindahl Imagination Center is built and new housing is present in the planning area. If gaps are discovered, the Community Development Division should explore a service provider facility (for example, The Village on Park) where providers can rent space and offer: employment services, business development and computer skills training, preventive health services, food and essentials pantry, and fitness and recreation.
3. Develop a comprehensive infrastructure plan in advance of Town of Burke properties attaching in 2036. The plan should identify infrastructure needed to support continued industrial development in area north of the airport and capitalize on the City's successful partnerships with the Interstate Commerce Park area and the Center for Industry and Commerce Owners Association.

Partnerships

- A. Work with the applicable school districts to address pedestrian, bicycle, and traffic safety issues around schools when street repaving, reconstruction, or other changes to the right-of-way are being considered. Improvements may include things like signage, increasing crosswalk visibility, modifying traffic patterns, increasing nearby sidewalk connectivity, and implementing safe all-ages-and-abilities bicycle connections.
- B. Pursue changes to the residential building permit restriction in the Burke Cooperative Plan.
- C. Pursue an agreement with Village of DeForest to use existing DeForest sanitary and water infrastructure to serve properties northeast of Hoepker Road and Highway 51.
- D. Work with Federal Government, Air National Guard, Federal Aviation Administration (FAA), and Dane County Regional Airport to secure sound-proofing funding for residential buildings and other noise-sensitive uses affected by higher levels of airport noise.

Health and Safety

Comprehensive Plan Goals:

This Plan intends to advance the following goals:

- 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.

The Comprehensive Plan promotes access to comprehensive mental and physical health services, healthy and secure living environments, and the implementation of public health strategies to prevent violence.

The recommendations in this chapter aim to enhance safety and mitigate noise and air quality issues in the Northeast Area, ultimately improving residents' quality of life and fostering a more vibrant and sustainable community. To implement these recommendations, it is essential that the City, specifically Public Health Madison & Dane County and the Madison Police Department, continue to engage with the local community and other stakeholders to ensure a collaborative and effective approach.

Health

According to the national [City Health Dashboard](#), health conditions in the Northeast area in 2020 were comparatively poorer than the city as a whole. Individuals experience obesity at a higher rate than the citywide average. Northeast Area residents had lower levels of physical activity compared to the city as a whole. Levels of particulate matter (air pollution) in the northern portion of the planning area are some of the highest in the city.

Safety

Safety concerns were frequently expressed by Northeast Area residents. According to the [Neighborhood Indicators Project](#) 2022 Edition, the Northeast Area had the highest number of verified criminal offenses in Madison. Madison Police Department records indicate a spike in calls for service and verified criminal offenses within the Northeast Area in 2022, with most calls being for thefts, disturbances, drug incidents, investigations, and burglaries. The increase in calls for service and criminal offenses underscore the need for comprehensive community engagement and targeted strategies to address these issues.

Actions

1. Establish one or two [Neighborhood Resource Teams](#) (NRTs) to better connect City and community resources to areas experiencing challenges. NRTs also increase opportunities for stakeholders to provide feedback with City and community officials to proactively address safety concerns and other neighborhood issues. See "Potential NRT Area" map.
2. Incorporate SafeGrowth strategies that empower neighborhood residents involving them with city government agencies in developing solutions to safety concerns that have been identified.

What We Heard

1. Address drug-dealing.
2. Add lighting on Reindahl Park bike path, along Portage Road, and other locations to deter crime and increase the sense of safety.
3. Address safety concerns on Hayes Road near existing hotels where suspicious behaviors have been reported (frequent short visits, abnormal trash, or debris and unusual odors).
4. Ensure adequate services are provided for unhoused and lower-income residents to avoid unintended neighborhood impacts.
5. Mitigate issues related to highway and airport noise.
6. Improve air quality.




One goal of the City's Vision Zero program is to ensure a safe commute for school children.

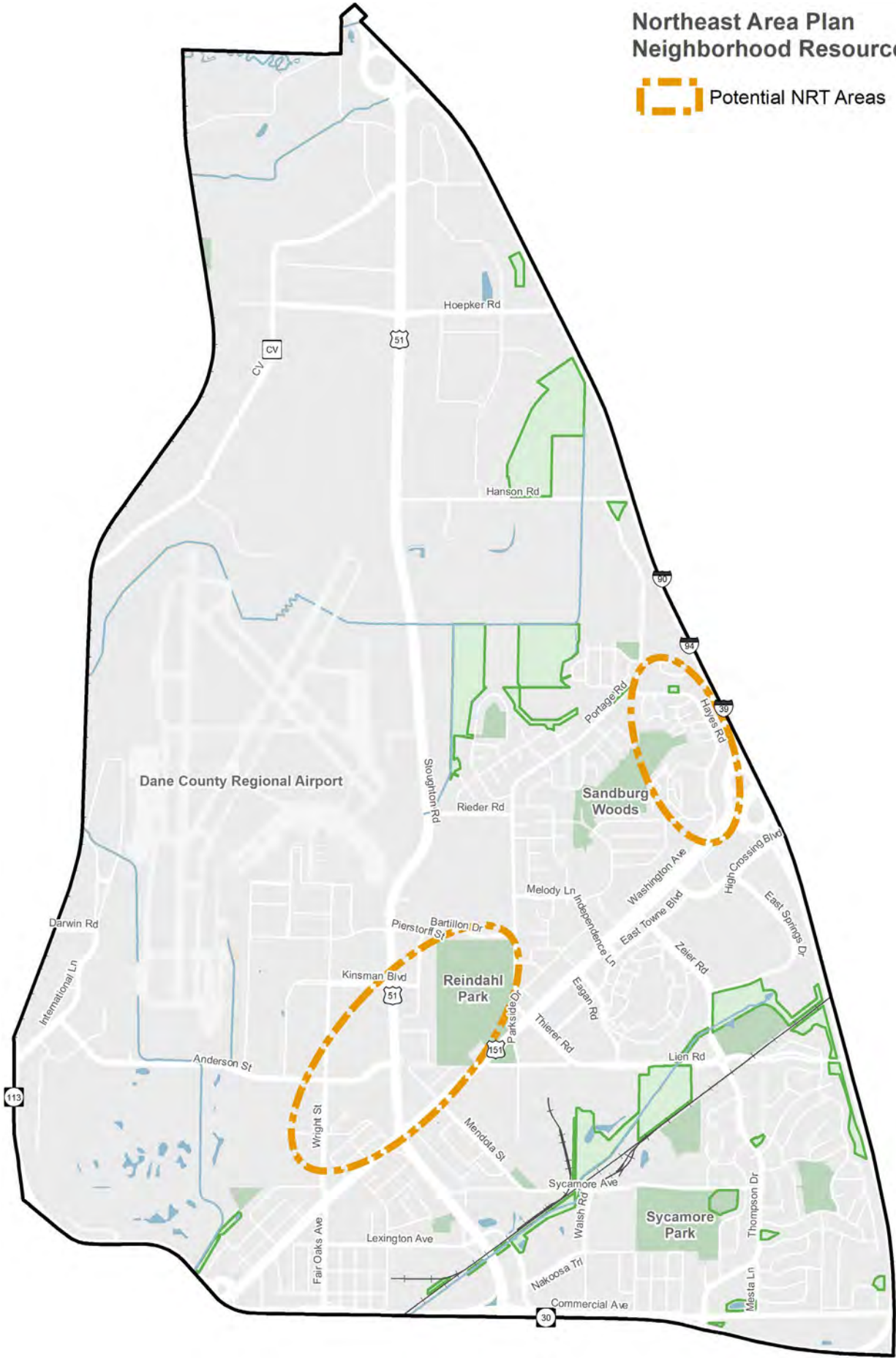
3. Conduct a comprehensive lighting audit in the East Washington Avenue, Mendota Street, Sycamore bike path, and Sandburg Woods bike path areas. Install additional lighting where needed to improve safety and deter theft and drug related offenses.
4. Selectively remove trees and brush to increase visibility along businesses abutting Starkweather Creek and Sycamore Park.
5. Require sound mitigation (sound insulating materials and construction techniques) on new developments receiving City funding that are located within the Dane County Regional Airport's 65 db DNL noise contour.
6. Encourage new buildings within 200 feet of Interstate 39/90/94 and Highway 30 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 highway should follow setback and noise regulations outlined in Wisconsin statutes (TRANS 233, TRANS 405), and MGO Section 16.23.
7. Increase pedestrian safety for children traveling to Sandburg Elementary School, with a focus on East Washington Avenue..
8. Conduct Vision Zero Speed Analyses while actively enforcing traffic regulations along school routes. Particular emphasis should be placed on streets such as East Washington Avenue, East Towne Boulevard, Packers Avenue, and other residential areas seeing frequent pedestrian activity and experiencing elevated risks of serious traffic-related injuries and fatalities.

Partnerships

- A. Work with WisDOT to explore and implement noise mitigation projects along Highway 30, Highway 51, and Interstate 39/90/94 frontages.
- B. Examine traffic management strategies along Lexington Avenue to slow vehicle speeds in close proximity to Hawthorne Elementary School. Prioritize key intersections such as Powers-East Washington-Lexington Avenues, North Fair Oaks and Lexington Avenues, and Mayfair and Lexington Avenues.
- C. Broaden the availability of cooling options in the Northeast Area for residents without access to air conditioning. Establish partnerships with the East Madison Community Center, local businesses, places of worship, and other community entities to designate them as officially recognized cooling sites.
- D. Collaborate with resident leaders to continue to assess environmental factors that may contribute to or protect against violence, such as dimly lit areas, abandoned buildings, and vacant parking lots.

Northeast Area Plan Neighborhood Resource Teams

 Potential NRT Areas



Community Action Strategy

Introduction

The City receives federal funding to support community development initiatives primarily benefiting low- to moderate-income residents. A portion of this funding is used to connect with residents in these areas to plan for and implement projects and activities that enhance the quality of life in their neighborhoods. These areas are defined by the U.S. Department of Housing and Urban Development and are eligible to receive federal funding to implement recommendations through the Community Development Block Grant (CDBG) program.

The Northeast Area Plan includes three eligible areas: Sandburg, Burke Heights, and Hawthorne-Truax. The Hawthorne-Truax Community Action Strategy (CAS) recommendations were developed through the 2023 Hawthorne-Truax Neighborhood Plan and are incorporated into this Plan.

While Area Plans focus on guiding physical changes over a large area, CAS recommendations focus on specific neighborhoods and include additional topics such as:

- **Capacity Building:** Enhancing the ability of individuals, organizations, and communities to effectively advocate for their needs and implement relevant projects and activities, and also providing information to community members about public services, programs, and projects that could affect them.
- **Community and Stakeholder Relationships:** Building relationships between the City and community that are open, understanding, and cooperative helps ensure a more inclusive and responsive approach to plan implementation. Such relationships are built over time and can be powerful catalysts for carrying out community-based recommendations for things like business improvement districts, neighborhood-oriented destinations, and community gatherings.
- **Small Scale Physical Improvements:** Modest enhancements to specific sites such as street infrastructure, green spaces, public facilities, art installations, traffic calming, community clean-up initiatives, or other community programming. These improvements aim to enhance local aesthetics, functionality, and community engagement.



Capacity building example - City resources workshop at Senior Center



Community relationships example - Clean-up neighborhood activity with the youth



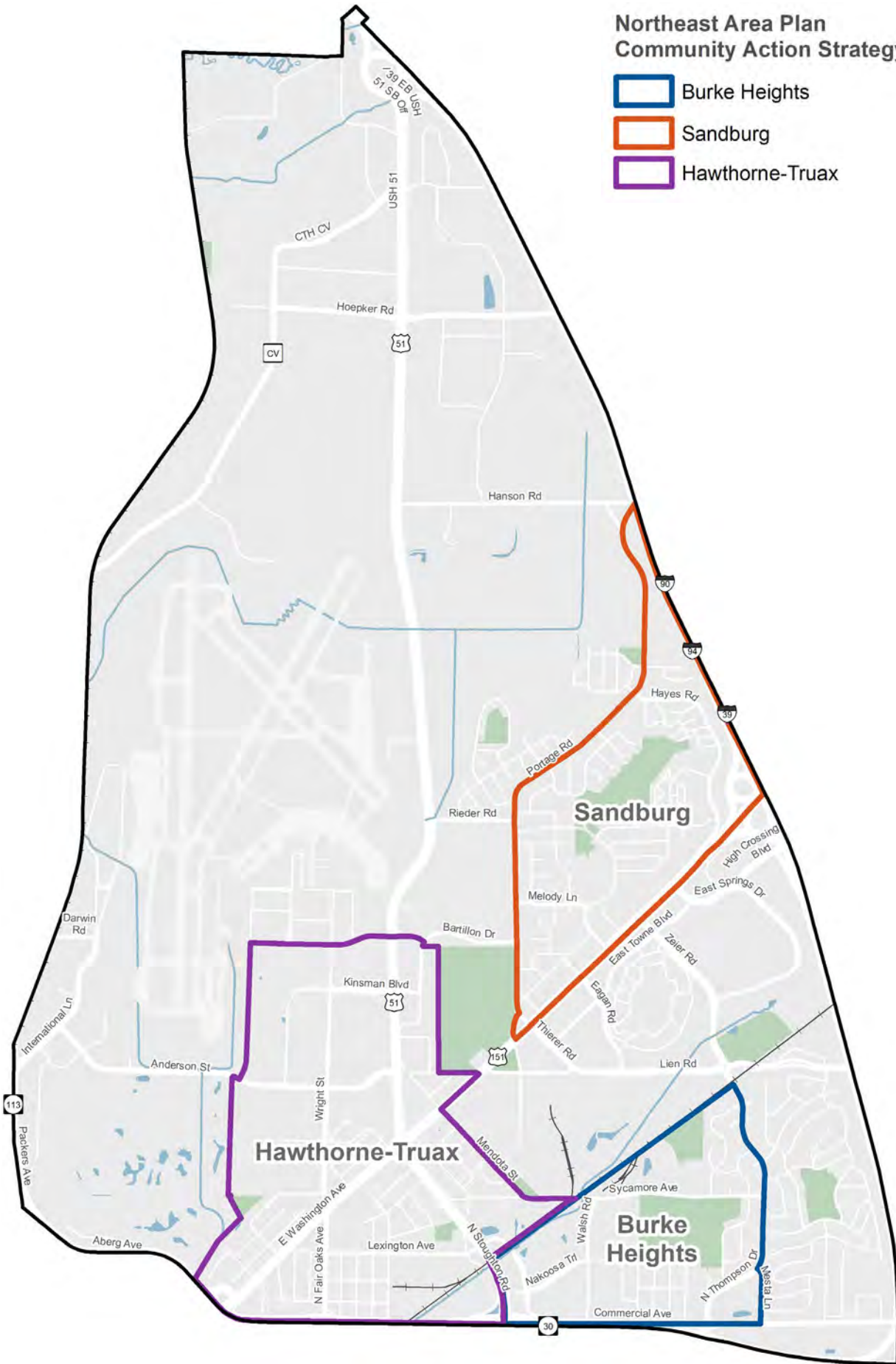
Small physical improvements example - sidewalk repair

CAS Project Funds

The City's Community Development Block Grant (CDBG) Committee budgeted a total of \$400,000 in federal CDBG funds to facilitate the implementation of eligible projects in the Sandburg and Burke Heights neighborhoods. The CDBG Committee previously budgeted \$250,000 for the Hawthorne-Truax area.

Northeast Area Plan
Community Action Strategy Areas

- Burke Heights
- Sandburg
- Hawthorne-Truax





Sandburg CAS Recommendations: Capacity Building

1. Create a cultural inclusion plan for developers that would provide guidance on promoting a diverse mix of tenants.
2. Increase promotion of City residential assistance programs, including rental and utility payment support, the property tax assistance program for seniors, and low-cost mortgage and rehabilitation loans.
3. Strengthen Public Health's "Reduce Drug Harm and Violence" initiative to expand service to the area for mental and physical health, domestic violence, and violence prevention and intervention.

Community and Stakeholder Relationships

4. Develop marketing strategies to draw activity and employment to the business areas along East Washington Avenue.
5. Continue building relationships with economic development partners, especially those with ties to Black, Indigenous, and people of color (BIPOC) communities, including the Madison Black Chamber of Commerce, Latino Chamber of Commerce of Dane County, and the Hmong Wisconsin Chamber of Commerce.
6. Identify and grow opportunities for entrepreneurs to locate along East Washington Avenue and the Greater East Towne Mall Area.
7. Work with local commercial brokers and property owners to connect small businesses to available space as they "graduate" from an incubator.
8. Conduct an equity-based market study of the area to further explore strategies for strengthening the economy, with an emphasis on ensuring that people who have been traditionally excluded are included in redevelopment and employment opportunities.
9. Establish relationships between the Sandburg Neighborhood Association and Dane County's Joining Forces for Families and Public Health's Violence Prevention Initiatives to help residents connect to services.

Small Scale Physical Improvements

10. Integrate pedestrian and bicycle infrastructure like benches, pedestrian-oriented lighting, and bike racks into terrace areas, especially in and around East Washington Avenue.
11. Encourage expansion of bicycle share (B-Cycle) facilities to the area.
12. Support temporary use of vacant spaces to assist emerging artists while adding to the vibrancy of the area. This may include artist-in-residency spaces, pop-up galleries, and public art.



B-Cycle station

CAS Project Expenditures

The following table includes a list of potential projects prioritized by residents with locations and cost estimates. The City will work on implementing the projects in the order shown, and in some cases may encounter obstacles that require moving to the next project in the list. The intention is to fully implement these projects over time using either CDBG funding alone, CDBG funding in combination with the City budget and/or other funds, or entirely through other means.

Priority	Project	Location	Cost Estimate
1	Lighting and safety	Lighting <ul style="list-style-type: none"> • Bike and walking paths (Sandburg Woods) Safety: traffic calming and safer crossings along: <ul style="list-style-type: none"> • Portage Road between East Washington Avenue and Reider Road • Independence Lane • Anniversary Lane • Melody Lane and Bartillion Drive • Dwight Drive (has 6 speed humps but needs sidewalk) • Mayfair Park • North Thompson Drive bump outs, continental crosswalks, islands 	<ul style="list-style-type: none"> • Rectangular rapid flashing beacons (RRFB) at Dwight Drive \$10,000 • Dwight Drive curb bump out at Reindahl path \$25,000 • Melody Lane and/or Independence Lane speed humps \$10,000 each • Pedestrian island at Portage Road and Melody Lane \$10,000 • Maximum speed signs \$2,000 • Mayfair Park RRFB and curb ramp \$20,000
2	Public gathering spaces	<ul style="list-style-type: none"> • Sandburg Park • Benches in Sandburg Woods 	<ul style="list-style-type: none"> • Art in alcoves along path \$30,000+ (depending on length) • Benches \$4,000 each
3	Shelters and pavilions in parks	<ul style="list-style-type: none"> • Sandburg Park 	<ul style="list-style-type: none"> • Depending on size
4	Permanent games in parks	<ul style="list-style-type: none"> • Sandburg Park • Westchester Gardens Park 	<ul style="list-style-type: none"> • Sandburg – Additional play equipment \$15,000 • Sandburg – Nature play area \$50,000 • Westchester – Community patio with shelter \$150,000
5	Community garden	<ul style="list-style-type: none"> • Sandburg – community coordination with Rooted required 	<ul style="list-style-type: none"> • Water supply and shed

Burke Heights



Parks Alive program

Burke Heights CAS Recommendations: Capacity Building

1. Include Sycamore Park as a primary location for community programming to help build relationships in the community (e.i., Parks Alive).
2. Increase promotion of City residential assistance programs, including rental and utility payment support, the property tax assistance program for seniors, and low-cost mortgage and rehabilitation loans.
3. Create a cultural inclusion plan for developers that would provide guidance on promoting a diverse mix of tenants.

Community and Stakeholder Relationships

4. Establish relationships between the Burke Heights Neighborhood Association and Dane County's Joining Forces for Families and Public Health's Violence Preventions Initiatives to help residents connect to services.
5. Connect the Burke Heights Neighborhood Association and residents with the Parks Division, Madison Public Library, and Mobile Madison to help residents host neighborhood events at Sycamore Park.

Small Scale Physical Improvements

6. Coordinate community clean-up events along primary neighborhood streets like Commercial Avenue and Sycamore Avenue.
7. Support the establishment of neighborhood planting areas to be maintained by volunteers on privately-owned or City-owned property.
8. Encourage expansion of bicycle share (B-Cycle) facilities to the area. Consider a location at the planned [Autumn Ridge Path bridge](#) over Highway 30 at Ziegler Road.



CAS Project Expenditures

The following table includes a list of potential projects prioritized by residents with locations and cost estimates. The City will work on implementing the projects in the order shown, and in some cases may encounter obstacles that require moving to the next project in the list. The intention is to fully implement these projects over time using either CDBG funding alone, CDBG funding in combination with the City budget and/or other funds, or entirely through other means.

Priority	Project	Location	Cost Estimate
1	Lighting and safety	<ul style="list-style-type: none"> • Sycamore Park • Neighborhoods surrounding Sycamore Park • Speed limit signs along Sycamore Avenue and Mendota Street 	
2	Community garden	<ul style="list-style-type: none"> • Sycamore Park – Community coordination with Rooted required • Fruit trees 	<ul style="list-style-type: none"> • Water supply and shed
3	Bicycle share (B-cycle) station	<ul style="list-style-type: none"> • Along East Washington Avenue 	<ul style="list-style-type: none"> • \$1,800 per dock • Repair stations \$3,000
4	Murals/art installations	<ul style="list-style-type: none"> • Interactive art 	<ul style="list-style-type: none"> • \$30 per sq ft
5	Asphalt art along paths	<ul style="list-style-type: none"> • Sycamore Park dog park path 	<ul style="list-style-type: none"> • \$25 per sq ft

Hawthorne-Truax CAS Recommendations: Capacity Building

1. Support the establishment, capacity-building, and diversification of groups working to strengthen neighborhood cohesion and connections by sharing tools, tips, and other resources that help these groups become more inclusive and welcoming to the area's diverse residents.
2. Share guidance, information and resources with local groups and neighborhood associations to build capacity, support emerging groups, and empower diverse voices. Provide technical support and resources to assist residents in re-activating the Hawthorne Neighborhood Association.
3. Increase promotion of City residential assistance programs including rental and utility payment support, the property tax assistance program for seniors, and low-cost mortgage and rehabilitation loans.
4. Strengthen Public Health's "Reduce Drug Harm and Violence" initiative to expand service to the plan area for mental and physical health, domestic violence, and violence prevention and intervention.



Community and Stakeholder Relationships

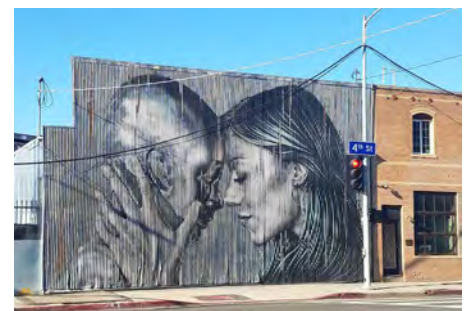
5. Increase awareness and access to existing community programs and services and explore expanding them in locations such as the community rooms of new housing developments, Hawthorne Elementary School, the Reindahl Imagination Center, and through co-location of community-based organizations.
6. Support Joining Forces for Families and East Madison Community Center in their efforts to address Truax resident needs like affordable childcare, healthcare, and nutritious food.
7. Work together with the community and utilize City support and resources such as Parks Alive, Carts in Parks, and Madison Arts Commission funding and festival planning assistance to establish neighborhood events and activities in parks and open space, Truax apartment greenspace, and other gathering places. Feature food, music, crafts, artwork, and cultural performances that celebrate the diverse backgrounds of residents.
8. Coordinate with area financial institutions to explore creating financial literacy programming for residents including adults, youth, and school age kids.
9. Partner with East Madison Community Center, Project Babies, RISE Wisconsin, the Lullaby program through the Overture Center, and other area organizations to provide support for pregnant people, babies, and young children.
10. Work with community partners to support and expand Hawthorne Community School. Consider establishing Open Schoolhouse evenings that offer community programs and resources.
11. Expand the Hawthorne Elementary Walking School Bus to serve students from the Carpenter-Ridgeway and Hawthorne neighborhoods.
12. Create additional teen activities and programming, similar to the Goodman Center Teen Loft, at the East Madison Community Center or in other community spaces.
13. Explore hosting community service and health fairs at Access Community Health Center, East Madison Community Center, Hawthorne Elementary School, and other neighborhood locations.
14. Support organizations such as New Bridge Madison and Goodman Community Center to bring programming and services for older adults to the area, including community events such as neighborhood concerts.

Small Scale Physical Improvements Recommendations

15. Explore possibilities for adding murals to blank building facades, such as the telecommunications building at Rowland Avenue and East Washington Avenue.
16. Work with Dane County to identify community-oriented interim uses for the greenspace in the Wright Street triangle.
17. Add one or more canoe and kayak launches along the west branch of the Starkweather Creek.
18. Create urban arts districts along Lexington, and Mayfair Avenues to support the establishment of artist workshops, music studios, and makerspaces.



Wright Street Green Open Space



Downtown LA Arts District

CAS Project Expenditures

The following table includes a list of community-driven projects as prioritized by residents with potential locations and cost estimates. City staff will work on implementing the projects in the order shown, and in some cases may encounter stumbling blocks that require moving to the next project in the list. The intention is to fully implement all of these projects over time using either CDBG funding alone, CDBG funding in combination with the City budget and/or other funds, or entirely through other means.

Priority	Project	Location	Cost Estimate
1	Youth recreation facilities	<ul style="list-style-type: none"> • Highest priority need is near Truax apartments, though location must be identified 	<ul style="list-style-type: none"> • Basketball court: \$100,000 • Bike/skate facility: \$400,000
2	Lighting and other enhancements in tunnels and underpasses	<ul style="list-style-type: none"> • Tunnel under East Washington Avenue at Wright Street/Fair Oaks Avenue and the Marsh View Path under Highway 30 	<ul style="list-style-type: none"> • East Washington tunnel: \$15,000 • Marsh View Path: \$100,000
3	Hawthorne Elementary School playground enhancements	<ul style="list-style-type: none"> • Walking path around playground • Accessible playground equipment • Mural 	<ul style="list-style-type: none"> • Walking path: \$50,000 • Accessible playground equipment: \$125,000 • Mural: \$100,000
4	Community gathering spaces	<ul style="list-style-type: none"> • Potentially include the Wright Street triangle and parklets on Fair Oak Avenue 	<ul style="list-style-type: none"> • Wright Street triangle: \$25,000 • Fair Oaks parklets: \$25,000
5	Expand access to childcare services	<ul style="list-style-type: none"> • Renovation of childcare space at East Madison Community Center 	<ul style="list-style-type: none"> • TBD, possibly in coordination with future CDA Truax redevelopment phase

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Historic Resource Survey

Methodology

To identify potential historic resources in the Northeast Area, staff completed a visual survey of properties in May 2023 and noted properties of potential architectural significance. Staff then completed additional research using files from the Wisconsin Historical Society, City of Madison preservation and building permit files, Sanborn maps, archival phone directories, and US Census records.

Findings

The area contains no City-designated landmarks and no properties listed in the National Register of Historic Places. Of the buildings noted for architectural or historic interest, that information is included as a note for that property in case property owners are interested in pursuing a future historic designation. Many of these are buildings that were places of worship and schools, which often serve as the location for significant architecture in a community, in addition to being the location of community gatherings and activities.

Staff did not complete an assessment of the buildings at Truax Field Air National Guard Base as the potential for historic designation or preservation is best handled as part of a federal process through the National Historic Preservation Act.

As Madison is the site of long-term human occupation, there are also several archaeological sites within the Northeast Area, several of which are known human burial sites. Most of these are associated with the Ho-Chunk people and any work that impacts these properties should be done in consultation with the Tribe during the earliest stages of the planning process. Any of the locations that are known human burial sites will need to secure a Request to Disturb from the Wisconsin Historical Society before engaging in ground-disturbing activity.

Recommendations

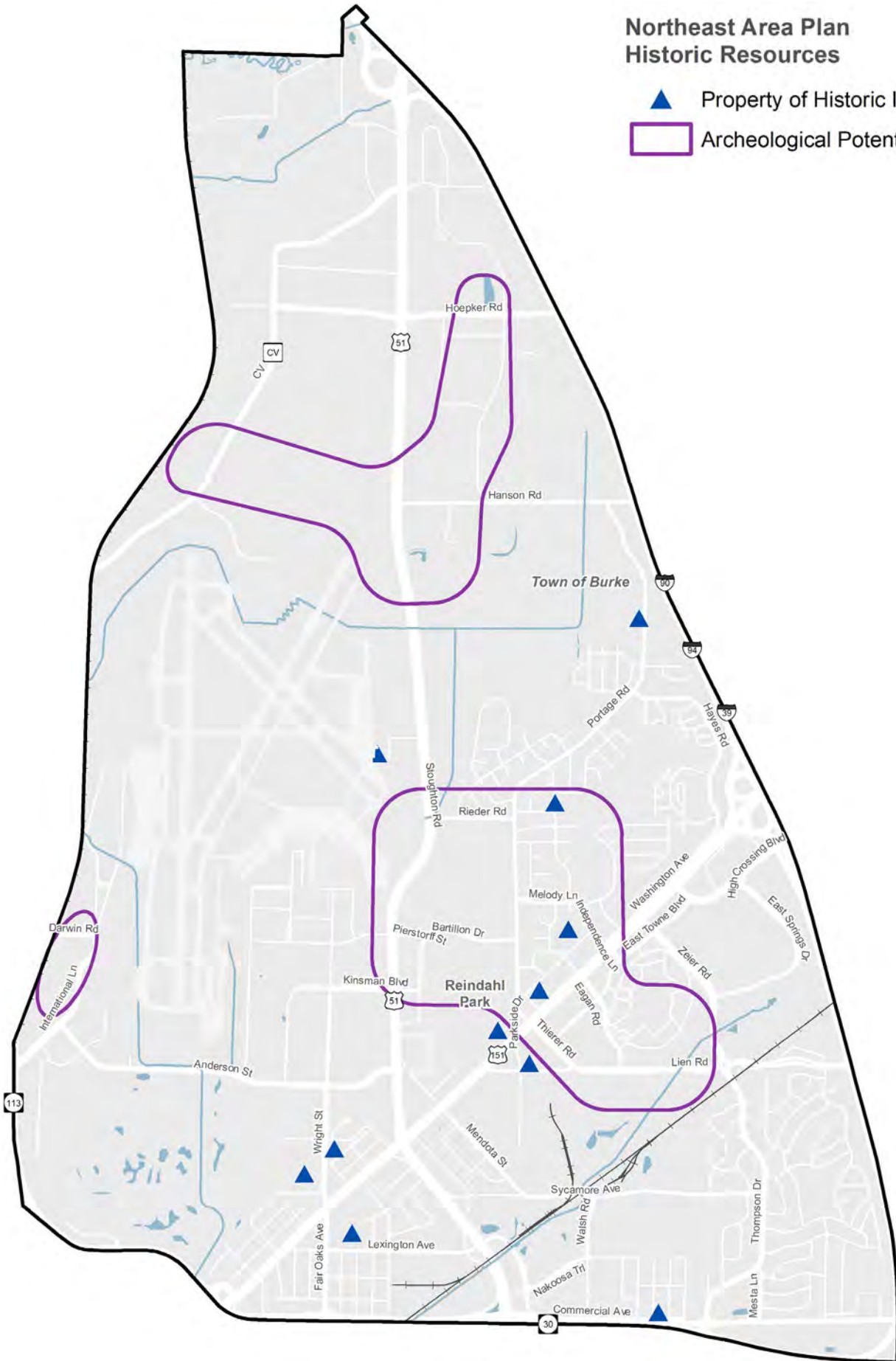
There are several individual properties that could benefit from having their story officially documented through the National Register process. As it is an honorary process, it does not place additional regulations on private property owners but does provide additional considerations for government undertakings that may impact their properties and opens the possibility for preservation tax credits to help property owners adapt their properties for new and ongoing uses. The preservation tax credit program is very popular, as there is both a State and Federal program.

For properties with known human burial sites on them, there is the [Human Burial Site Tax Exemption](#) process that makes the undevelopable portion of a property exempt from taxes. For that work, property owners should contact the Wisconsin Office of the State Archaeologist.

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](#).

Northeast Area Plan Historic Resources

- ▲ Property of Historic Interest
- ▭ Archeological Potential



Properties of Historic Interest

Name and Address	Area of Significance	Notes
Motel Royal 705 Redland Dr	History & Architecture	Constructed in 1950, this motorcourt style motel has changed uses to apartments, but still retains a great deal of historic integrity. This property was surveyed by WisDOT in 2014 and 2018
Islamic Center of East Madison (historic: Parkside Presbyterian) 4002 Lien Rd	Architecture	Constructed in 1958, this MidCentury religious building was designed by noted architect W.V. Kaeser
Amund Reindahl Barn 3900 E Washington Ave	History & Architecture	The barn is all that remains of Amund Reindahl's farm, which he purchased in 1901. Reindahl bought the farm in 1901, and much of the land is now a City park.
H.P. Hall House 4117 Dwight Dr	History & Architecture	The Greek Revival house was constructed in the 1850s as the home of H.P. Hall, who had a large farm in the area. The building has several additions off the rear of the building and now serves as a nursing home.
H.P. Hall Bird Effigy	Archaeology	Once the site of a large bird effigy mound on the farm of H.P. Hall, years of farming and subsequent development have largely destroyed remains of the mound, but there is still the potential for human burials remaining. Any ground-disturbing activity requires archaeological monitoring and a Request to Disturb from the Office of the State Archaeologist.
O'Connell Memorial US Army Reserve Center 1439 Wright St	History & Architecture	The two buildings associated with the USARC were constructed in 1961 and feature a training and administration building towards the front of the property and a multi-bay vehicle maintenance shop at the rear of the property. The buildings have had few significant changes to them over time and are indicative of post-WWII military infrastructure in smaller cities like Madison.
Wisconsin National Guard Headquarters Armory 1420 Wright St	History & Architecture	This Late Modern Building was constructed in 1956 and was home to the Wisconsin National Guard Headquarters Armory until 1994. This building is indicative of post-WWII military infrastructure in smaller cities like Madison. The building has had very few significant changes over time and is able to convey its historic associations.
Madison Municipal Airport Hangar 3400 N Stoughton Rd	History & Architecture	Constructed by the Works Progress Administration in the Rustic style, this airport hangar was once paired with a municipal airport terminal building.

Name and Address	Area of Significance	Notes
Lucinda & Samuel Messerschmidt House 5487 Portage Rd	History & Architecture	Constructed in 1930, this English Revival house is unusual for the Madison area in that it is clad in fieldstone. The house was designed by Samuel Messerschmidt, who lived at this house with his wife Lucinda. In 2000, the building was relocated to this site from where it had been a part of a farmstead at 5723 STH 51.
Hoepker Scatter	Archaeology	Previous investigations have yielded information about early Anglo settlement of this site
Truax Air Park Mound	Archaeology	The mound site is protected with a conservation easement held by the Madison Trust for Historic Preservation. This is a Native American mound and burial site.
Sandburg Elementary School 4114 Donald Dr	Architecture	The MidCentury Modern school building was designed by Weiler, Strang, McMullin and Associates and constructed in 1968
East Side Evangelical Lutheran Church 2310 Independence Ln	Architecture	The MidCentury Modern church was designed by J. Flad & Associates and constructed by Vogel Brothers in 1963
Hawthorne School 3344 Concord Ave	Architecture	The MidCentury Modern school was designed by Law, Law, Potter & Nystrom and constructed by Findorf Construction in 1958

Action Matrix

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	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).	Planning, Zoning
3	Require ground floor commercial space or other active uses in the locations shown on the Commercial Core Areas Map.	Planning
4	Initiate a follow-up process to consider zoning changes shown on the Proactive Rezoning Map. Ensure all impacted property owners are aware of potential zoning changes.	Planning, Zoning
5	Explore transitioning Planned Developments approved prior to 2013 to a matching conventional zoning district to improve transparency, usability, and consistency of regulations while reducing administrative burdens and inquiry response time.	Planning, Zoning
Transportation Actions		Agencies
1	Officially Map future public streets as shown on the Street Network Map and reserve sufficient public right-of-way to implement the planned street network.	Planning, Engineering
2	Consider short and long-term improvements to Fair Oaks Avenue, Portage Road, Thompson Drive and other wide neighborhood streets that reduce unneeded street width to slow vehicular traffic, allow for tree plantings, improve bike, and pedestrian experience and reduce impervious surface. Short-term improvements could include bump-outs to shorten crossing distances and to allow for tree plantings, while long-term reconstructions could reflect Complete Green Street typologies.	Engineering, Traffic Engineering
3	Remove the street segments as shown on the Street Network Map and transition underutilized or unutilized roads or right-of-way into developed areas that have buildings that are close to the street and easily accessible to pedestrians.	Engineering, Traffic Engineering
4	Add sidewalks and other connections shown on the Pedestrian Network Map to improve connectivity and safety. Seek grants or other funding sources to add Priority Connections on high traffic corridors, near schools, or other primary pedestrian routes.	Engineering, Traffic Engineering
5	Add pedestrian and bicycle improvements at the intersections shown on the Pedestrian Network map to improve safety. Highest priority crossings are those on Highway 51 and East Washington Avenue.	Engineering, Traffic Engineering
6	Implement the bicycle network connections shown on the Bicycle Network Map to improve connectivity and safety.	Engineering, Traffic Engineering
7	Update the Complete Green Streets Guide's Street Type Map to incorporate changes to the street types to ensure that streets are designed according to the existing and planned surrounding context.	Transportation, Traffic Engineering
Neighborhoods and Housing Actions		Agencies
1	Incentivize affordable housing, particularly on the East Washington Avenue and BRT corridors, through the Affordable Housing Fund, Land Banking initiative, and Tax Increment Financing.	Community Development, Economic Development
2	For developments receiving City funding, incentivize a wider mix of rental unit sizes, including those large enough to support larger and multigenerational families (3-4+ bedrooms).	Community Development, Planning

3	Consider designating a neighborhood in the Northeast Area as a targeted area for the Rental Rehab Loan Program to further incentivize improvements to aging rental housing properties in lower-income communities.	Community Development
4	Invest in food retail through funding and technical assistance to store operators through the Healthy Retail Access Program and SEED Grants, particularly neighborhoods north of East Washington Avenue which are identified as Food Access Improvement Areas (see Food Access Improvement Areas map).	Economic Development
Economy and Opportunity Actions		Agencies
1	Establish a Greater East Towne Area Implementation Team to assist its redevelopment while also addressing vacant business spaces and parking lots.	Economic Development, Planning
2	Promote awareness and continue implementation of small business development programs funded through Tax Increment District (TID) #52 and other future area TIDs. These programs include the Facade Grant Program, Building Improvement Grant Program, Small Cap TIF Program, and Commercial Ownership Assistance Program.	Economic Development
3	Utilize Land Banking program to buy underutilized properties to facilitate redevelopment that includes employers.	Economic Development
4	Concentrate City resources on enhancing the business area along the International Lane corridor south the airport. Optimize available commercial spaces to their full potential to attract investment and foster economic growth.	Economic Development
5	Actively promote the Foreign Trade Zone adjacent to Dane County Regional Airport to attract businesses that offer stable employment opportunities. Efforts should focus on attracting more businesses to create employment opportunities for local residents.	Economic Development
Culture and Character Actions		Agencies
1	Revise and update Urban Design District (UDD) 5 to require new development to be pedestrian-oriented, including comfortable spaces and visually appealing elements along East Washington Avenue. See proposed UDD 5 revisions at the end of this chapter.	Planning
2	Support a variety of cultural and entertainment venues as the area redevelops. This should include spaces that vary in size and are well suited for a variety of visual and performing arts to make them easily accessible to area residents.	Planning, Economic Development
3	Add art and placemaking elements through expanded use of the utility box wrap program.	Planning
4	Provide residents with information and assistance about how to create and host festivals or community events within Reindahl and Sycamore Parks.	Planning, Parks
5	Add benches along Starkweather Creek.	Parks, Engineering
6	If East Towne Mall redevelops, add a prominent art piece within the planned urban plaza and connect the new neighborhood with Sycamore Park through arts programs such as Art in Public Places and Poetry in Sidewalks.	Planning, Economic Development
7	Inform property owners who can officially document sites identified during historic resource surveys (see Historic Resources Map) with historical value through the National Register process.	Planning
Green and Resilient Actions		Agencies
1	Parkland Acquisition and Expansion: Improve access to, visibility of, and usability of City park spaces through new park development and property acquisition as shown on the Parks and Open Space Map.	Parks, Engineering
2	Park Specific Improvements: The following recommendations address issues discussed during the Northeast Area Plan process and were not previously addressed in Parks master planning processes:	Parks, Engineering

a.	Sandburg Park	
i.	Add a path connection to Sandburg Woods from vacant property on Forest Run Road when it develops.	Parks, Engineering
ii.	Better define edges between park land and private properties on the north side of Sandburg Park.	Parks, Engineering
iii.	If apartment communities on Portage and Hayes Roads redevelop, establish a new street which abuts the park to improve visibility, access, and uses.	Traffic Engineering, Engineering
b.	Sycamore Park	
i.	Extend Nakoosa Trail to Jana Lane, as a phased project, to provide greater visibility, access, and use of the southern portion of the park. Extending Nakoosa Trail to the east of Pulley Street will require minor park configuration changes that should be addressed as part of a future master planning process.	Traffic Engineering, Parks, Engineering
ii.	In the interim, consider changes to the shared-use path intersection with Nakoosa Trail to address reports of unauthorized motor vehicle use on the path.	Traffic Engineering, Parks, Engineering
3	Improve access to publicly-owned natural areas to provide passive recreation opportunities:	Parks, Engineering
a.	Provide public access to the wetland area north and west of Portage Road when adjacent vacant property develops.	Parks, Engineering
b.	Establish public access to the wetland area along the rail corridor south of Lien Road as part of the planned Hiestand Path.	Parks, Engineering
c.	Seek public access along Starkweather Creek between Highway 30 and Commercial Avenue via easement or property acquisition.	Parks, Engineering
4	Proactively evaluate identified areas on the Urban Forestry Map for potential street tree planting sites, with a particular emphasis on the Highway 30/Commercial Avenue frontage.	Streets/Forestry, Engineering
5	Evaluate City stormwater parcels for plantings and ecological restoration consistent with the Stormwater Utility Vegetation Management Plan once adopted.	Engineering
6	As part of the Starkweather Creek Watershed Study, develop stormwater management and watershed protection recommendations. Investigate solutions to areas with chronic flooding such as at Lexington Avenue and Highway 51 and in the “triangle” area between the East Washington Avenue Frontage Road and the Commercial Avenue Service Road.	Engineering
Effective Government Actions		Agencies
1	Explore satellite facilities for government services to accommodate customer schedules and needs, potentially at the Reindahl Imagination Center.	Engineering, Library, Parks
2	Conduct a review of community service and facility needs after the Reindahl Imagination Center is built and new housing is present in the planning area. If gaps are discovered, the Community Development Division should explore a service provider facility (for example, The Village on Park) where providers can rent space and offer: employment services, business development and computer skills training, preventive health services, food and essentials pantry, and fitness and recreation.	Community Development, Economic Development
3	Develop a comprehensive infrastructure plan in advance of Town of Burke properties attaching in 2036. The plan should identify infrastructure needed to support continued industrial development in area north of the airport and capitalize on the City's successful partnerships with the Interstate Commerce Park area and the Center for Industry and Commerce Owners Association.	Planning, Engineering

Health and Safety Actions		Agencies
1	Establish one or two Neighborhood Resource Teams (NRTs) to better connect City and community resources to areas experiencing challenges. NRTs also increase opportunities for stakeholders to provide feedback with City and community officials to proactively address safety concerns and other neighborhood issues. See “Potential NRT Area” map.	Civil Rights
2	Incorporate SafeGrowth strategies that empower neighborhood residents involving them with city government agencies in developing solutions to safety concerns that have been identified.	Police, Public Health
3	Conduct a comprehensive lighting audit in the East Washington Avenue, Mendota Street, Sycamore bike path, and Sandburg Woods bike path areas. Install additional lighting where needed to improve safety and deter theft and drug related offenses.	Engineering, Police
4	Selectively remove trees and brush to increase visibility along businesses abutting Stark-weather Creek and Sycamore Park.	Engineering
5	Require sound mitigation (sound insulating materials and construction techniques) on new developments receiving City funding that are located within the Dane County Regional Airport’s 65 db DNL noise contour.	Planning, Community Development
6	Encourage new buildings within 200 feet of Interstate 39/90/94 and Highway 30 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 highway should follow setback and noise regulations outlined in Wisconsin statutes (TRANS 233, TRANS 405), and MGO Section 16.23.	Planning, Zoning
7	Increase pedestrian safety for children traveling to Sandburg Elementary School, with a focus on East Washington Avenue..	Traffic Engineering
8	Conduct Vision Zero Speed Analyses while actively enforcing traffic regulations along school routes. Particular emphasis should be placed on streets such as East Washington Avenue, East Towne Boulevard, Packers Avenue, and other residential areas seeing frequent pedestrian activity and experiencing elevated risks of serious traffic-related injuries and fatalities.	Traffic Engineering, Transportation
Sandburg CAS Recommendations:		Agencies
1	Create a cultural inclusion plan for developers that would provide guidance on promoting a diverse mix of tenants.	Community Development, Planning
2	Increase promotion of City residential assistance programs, including rental and utility payment support, the property tax assistance program for seniors, and low-cost mortgage and rehabilitation loans.	Community Development
3	Strengthen Public Health’s “Reduce Drug Harm and Violence” initiative to expand service to the area for mental and physical health, domestic violence, and violence prevention and intervention.	Public Health
4	Develop marketing strategies to draw activity and employment to the business areas along East Washington Avenue.	Economic Development
5	Continue building relationships with economic development partners, especially those with ties to Black, Indigenous, and people of color (BIPOC) communities, including the Madison Black Chamber of Commerce, Latino Chamber of Commerce of Dane County, and the Hmong Wisconsin Chamber of Commerce.	Economic Development
6	Identify and grow opportunities for entrepreneurs to locate along East Washington Avenue and the Greater East Towne Mall Area.	Economic Development
7	Work with local commercial brokers and property owners to connect small businesses to available space as they “graduate” from an incubator.	Economic Development

8	Conduct an equity-based market study of the area to further explore strategies for strengthening the economy, with an emphasis on ensuring that people who have been traditionally excluded are included in redevelopment and employment opportunities.	Economic Development
9	Establish relationships between the Sandburg Neighborhood Association and Dane County's Joining Forces for Families and Public Health's Violence Prevention Initiatives to help residents connect to services.	Joining Forces for Families, Public Health, NRT
10	Integrate pedestrian and bicycle infrastructure like benches, pedestrian-oriented lighting, and bike racks into terrace areas, especially in and around East Washington Avenue.	Engineering
11	Encourage expansion of bicycle share (B-Cycle) facilities to the area.	Traffic Engineering
12	Support temporary use of vacant spaces to assist emerging artists while adding to the vibrancy of the area. This may include artist-in-residency spaces, pop-up galleries, and public art.	Planning
Burke Heights CAS Recommendations:		Agencies
1	Include Sycamore Park in the City's Parks Alive program.	Parks, NRT
2	Increase promotion of City residential assistance programs, including rental and utility payment support, the property tax assistance program for seniors, and low-cost mortgage and rehabilitation loans.	Community Development
3	Create a cultural inclusion plan for developers that would provide guidance on promoting a diverse mix of tenants.	Planning
4	Establish relationships between the Burke Heights Neighborhood Association and Dane County's Joining Forces for Families and Public Health's Violence Preventions Initiatives to help residents connect to services.	Joining Forces for Families, Public Health, NRT
5	Connect the Burke Heights Neighborhood Association and residents with the Parks Division, Madison Public Library, and Mobile Madison to help residents host neighborhood events at Sycamore Park.	Planning, Parks
6	Coordinate community clean-up events along primary neighborhood streets like Commercial Avenue and Sycamore Avenue.	Burke Heights Neighborhood Association
7	Support the establishment of neighborhood planting areas to be maintained by volunteers on privately-owned or City-owned property.	Parks, Engineering, Burke Heights Neighborhood Association
8	Encourage expansion of bicycle share (B-Cycle) facilities to the area. Consider a location at the planned Autumn Ridge Path bridge over Highway 30 at Ziegler Road.	Traffic Engineering
Hawthorne-Truax CAS Recommendations:		Agencies
1	Support the establishment, capacity-building, and diversification of groups working to strengthen neighborhood cohesion and connections by sharing tools, tips, and other resources that help these groups become more inclusive and welcoming to the area's diverse residents.	Planning
2	Share guidance, information and resources with local groups and neighborhood associations to build capacity, support emerging groups, and empower diverse voices. Provide technical support and resources to assist residents in re-activating the Hawthorne Neighborhood Association.	Planning
3	Increase promotion of City residential assistance programs including rental and utility payment support, the property tax assistance program for seniors, and low-cost mortgage and rehabilitation loans.	Community Development
4	Strengthen Public Health's "Reduce Drug Harm and Violence" initiative to expand service to the plan area for mental and physical health, domestic violence, and violence prevention and intervention.	Public Health

5	Increase awareness and access to existing community programs and services and explore expanding them in locations such as the community rooms of new housing developments, Hawthorne Elementary School, the Reindahl Imagination Center, and through co-location of community-based organizations.	Hawthorne Neighborhood Association
6	Support Joining Forces for Families and East Madison Community Center in their efforts to address Truax resident needs like affordable childcare, healthcare, and nutritious food.	Community Development
7	Work together with the community and utilize City support and resources such as Parks Alive, Carts in Parks, and Madison Arts Commission funding and festival planning assistance to establish neighborhood events and activities in parks and open space, Truax apartment greenspace, and other gathering places. Feature food, music, crafts, artwork, and cultural performances that celebrate the diverse backgrounds of residents.	Hawthorne Neighborhood Association
8	Coordinate with area financial institutions to explore creating financial literacy programming for residents including adults, youth, and school age kids.	Economic Development
9	Partner with East Madison Community Center, Project Babies, RISE Wisconsin, the Lullaby program through the Overture Center, and other area organizations to provide support for pregnant people, babies, and young children.	Hawthorne Neighborhood Association
10	Work with community partners to support and expand Hawthorne Community School. Consider establishing Open Schoolhouse evenings that offer community programs and resources.	Hawthorne Neighborhood Association
11	Expand the Hawthorne Elementary Walking School Bus to serve students from the Carpenter-Ridgeway and Hawthorne neighborhoods.	MMSD
12	Create additional teen activities and programming, similar to the Goodman Center Teen Loft, at the East Madison Community Center or in other community spaces.	East Madison Community Center
13	Explore hosting community service and health fairs at Access Community Health Center, East Madison Community Center, Hawthorne Elementary School, and other neighborhood locations.	Hawthorne Neighborhood Association
14	Support organizations such as New Bridge Madison and Goodman Community Center to bring programming and services for older adults to the area, including community events such as neighborhood concerts.	Community Development
15	Explore possibilities for adding murals to blank building facades, such as the telecommunications building at Rowland Avenue and East Washington Avenue.	Planning
16	Work with Dane County to identify community-oriented interim uses for the greenspace in the Wright Street triangle.	Planning, Parks
17	Add one or more canoe and kayak launches along the west branch of the Starkweather Creek.	Engineering, Parks
18	Create urban arts districts along Lexington, and Mayfair Avenues to support the establishment of artist workshops, music studios, and makerspaces.	Planning

Glossary

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

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

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

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

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

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

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

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

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

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

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

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

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

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

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

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

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

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

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

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

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

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

Facade modulation: Stepping back or extending forward a portion a building's facade. This can be done with vertical divisions using different textures or materials or adding features such as dormers, stepped roofs, arcades, awnings, and window bays.

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.