



LAND BANKING

Royster Corners Community Meeting

July 22, 2026



AGENDA

- ❑ SOUTHEAST AREA PLAN
- ❑ WHAT IS LAND BANKING?
- ❑ ROYSTER CORNERS
ACQUISITION OVERVIEW
- ❑ Q&A



Public Engagement Process

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

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





Southeast Area Plan

Adopted June 23, 2026

Affordability

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

Generally, rents in the Southeast Area are on par with the remaining areas of the city, however, the Southeast Area’s median rent of \$1,419 per month is higher than Madison’s median rent of \$1,364¹. Home ownership is more affordable in the Southeast Area than other parts of the city. Of the twelve Area Plan geographies, nine have higher average values for single family dwellings and five have higher median rents than the Southwest Area.²



The Ace Apartments on Cottage Grove Road at Acewood Boulevard

Comprehensive Plan Goals

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

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

1 American Community Survey 2023 5-year estimate
2 Madison Neighborhood Indicators Project 2024



Land Banking to Support Housing

- Emphasis on areas served with frequent transit options such as BRT
- Production of “missing middle” with CDA and other partners

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.



Land Banking to Support Housing

- Strategic use of city-owned land
- Furthers community goals either directly or through public-private partnerships
- Often funded with TIF or coordinated with TIF



8 acres at intersection of E Washington and Livingston (in TID 36) Purchased by City in 2011 & redeveloped through public-private partnership



Example: Capitol East District

Since 2005 TID 36 creation...

- \$57M in direct TIF Expense (plus \$63 M donation)
- 8-fold value increase (\$93 M to \$779 M)
- \$1 TIF = \$12 Value

Since 2011 Land banking...

- 1,870 Market Rate Homes
- 149 Affordable Homes
- 830 K sq ft Commercial Space
- 560 Hotel Rooms



TIF + Land Banking for Housing – Union Corners

2005



Today





Southeast Area Plan

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NH

- ◆ Provide affordable housing and density along transit corridors



Cottage Grove Rd /Atwood Ave

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

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





ROYSTER CORNERS: DEVELOPMENT SITES





ROYSTER CORNERS: PHASES

Vision

- Mixed-rate housing for rent and ownership
- Homes for 150-200 new families
- Private community-focused commercial space
- A new park
- Community partnerships to explore a range of affordability





Royster Ave

las St

JC

Dempsey Rd

Dempsey Rd

Questions?

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Chief's Tavern

Cottage Grove Rd

An aerial photograph of a residential neighborhood serves as the background. A large, solid white rectangle is centered on the image, partially obscuring the map. The word "APPENDIX" is printed in bold, black, sans-serif capital letters within this white area. Street names visible on the map include "Royster Ave" on the left, "Dempsey Rd" on the right, and "Cottage Grove Rd" at the bottom. A location marker for "Chief's Tavern" is also visible in the lower-left corner.

APPENDIX

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

Plan Highlights



Former American Family East Regional Building

- Example illustration of potential redevelopment of 41 acres with:
 - Mix of housing types
 - Public street grid
 - Open space
 - Walking paths
 - Connections to surrounding neighborhood



NH

- Provide affordable housing and density along transit corridors



Cottage Grove Rd /Atwood Ave

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

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- Construct missing sidewalks

LU

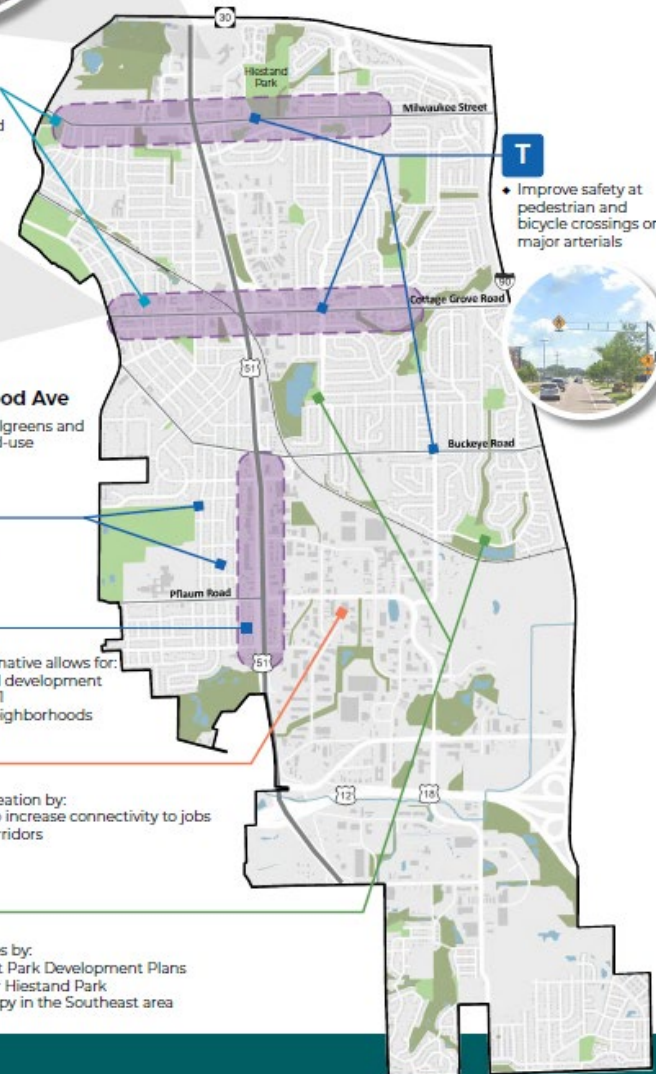
- 35 mph Urban Boulevard Alternative allows for:
 - Mixed-use and residential development
 - Driveway access to Hwy 51
 - A transition to existing neighborhoods

EO

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

GR

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



Southeast Area Plan

Adopted June 23, 2026

Land use categories

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

Low Residential (LR)

Single-family homes and two-unit structures

Typical Heights: 1–2 stories



Low-Medium Residential (LMR)

Single-family, duplexes, rowhouses, and small multifamily buildings

Typical Heights: 1–3 stories



Medium Residential 1 (MR1)

Rowhouses, small & large multifamily buildings

Typical Heights: 2–4 stories



Medium Residential 2 (MR2)

Rowhouses, small & large multifamily buildings

Typical Heights: 2–5 stories



Neighborhood Mixed-Use (NMU)

Residential, retail, restaurant, service, institutional, and civic uses

Typical Heights: 2–4 stories



Community Mixed-Use (CMU)

An intensive mix of residential, commercial and civic uses

Typical heights: 2–6 stories



General Commercial (GC)

Retail goods and services, business offices

Typical heights: 1–3 stories



Employment (E)

Office, research, lab, hospitals, clinics, etc.

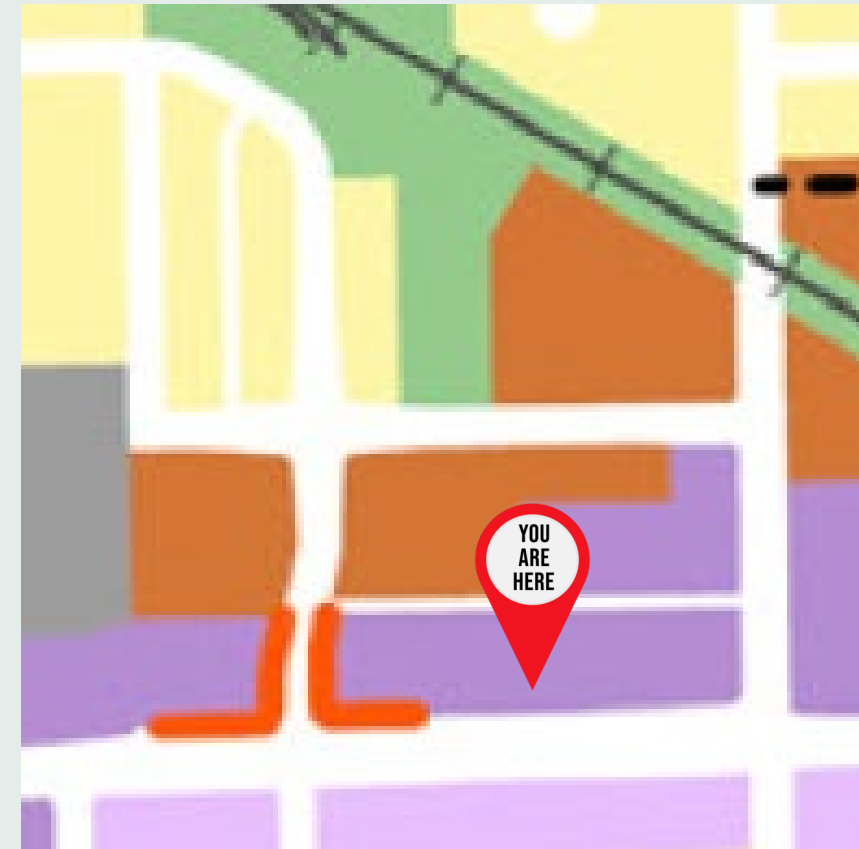
Typical heights: 1–4 stories



Industrial (I)

Manufacturing, wholesale, storage, distribution and utility uses

Typical heights: 1–4 stories



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

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

City Owned Land

The City of Madison has several parcels of land that could be repurposed to provide affordable housing in the Southeast Area. The City currently owns just over 13.8 acres of land that is zoned and suitable for residential or mixed-use development. These lots provide opportunities for affordable housing a variety of needs and scale. The City has been selling many lots in the Owl Creek neighborhood for affordable single family and Missing Middle ownership opportunities. Several lots remain for sale. Additionally, this plan identifies other city owned lots that could be repositioned for residential and mixed-use development.

Mix of Housing Types

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

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

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

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

Complete Neighborhoods

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



Missing Middle housing in the Owl Creek Neighborhood

What We've Heard

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