

Hawthorne-Truax Neighborhood Plan

Adopted March 21, 2023



Archived on September 10, 2024

This plan no longer guides development
approvals or other City actions.

Replaced by Northeast Area Plan





City of Madison

City of Madison
Madison, WI 53703
www.cityofmadison.com

Legislation Details (With Text)

File #:	76399	Version:	1	Name:	Hawthorne-Truax Neighborhood Plan
Type:	Resolution	Status:	Passed		
File created:	2/22/2023	In control:	PLAN COMMISSION		
On agenda:	2/28/2023	Final action:	3/21/2023		
Enactment date:	3/24/2023	Enactment #:	RES-23-00270		
Title:	Adopting the Hawthorne-Truax Neighborhood Plan as a supplement to the City of Madison Comprehensive Plan				
Sponsors:	Erik Paulson, Barbara Vedder				
Indexes:					
Code sections:					
Attachments:	1. HT draft 230228 introduction.pdf, 2. HT CDBG Memo 030223.pdf, 3. HT CDBG Pres 030223.pdf, 4. HT TPPB Memo 030623.pdf, 5. HT TPPB Pres 030623.pdf, 6. HT CDA 030923.pdf, 7. HT CDA Memo 030923.pdf, 8. HT Plan Comm Memo_031023.pdf				

Date	Ver.	Action By	Action	Result
3/21/2023	1	COMMON COUNCIL	Adopt Unanimously	Pass
3/13/2023	1	PLAN COMMISSION	RECOMMEND TO COUNCIL TO ADOPT - REPORT OF OFFICER	Pass
3/9/2023	1	COMMUNITY DEVELOPMENT AUTHORITY		
3/8/2023	1	BOARD OF PARK COMMISSIONERS		
3/6/2023	1	TRANSPORTATION POLICY AND PLANNING BOARD		
3/2/2023	1	COMMUNITY DEVELOPMENT BLOCK GRANT COMMITTEE		
2/28/2023	1	PLAN COMMISSION	Refer	
2/28/2023	1	PLAN COMMISSION	Refer	
2/28/2023	1	PLAN COMMISSION	Refer	
2/28/2023	1	PLAN COMMISSION	Refer	
2/28/2023	1	COMMON COUNCIL	Refer	Pass
2/22/2023	1	Department of Planning and Community and Economic Development	Referred for Introduction	

Fiscal Note

No City appropriation required.

Title

Adopting the Hawthorne-Truax Neighborhood Plan as a supplement to the City of Madison Comprehensive Plan

Body

WHEREAS the City of Madison Comprehensive Plan (2018) recommends the preparation of sub-area plans for established residential neighborhoods; and

File #: 76399, **Version:** 1

WHEREAS, the Comprehensive Plan established a vision and policies to guide future growth such as concentrating the highest intensity growth on transit corridors, improving pedestrian and bicycle networks, creating complete neighborhoods with a wider mix of housing and building vibrant and inviting places; and

WHEREAS the Common Council adopted Resolution 22-00146 (ID 69493) on February 22, 2022 authorizing the Planning Division to prepare an update to the Carpenter-Ridgeway-Hawthorne-Sycamore-MacArthur-Truax Neighborhood Plan (2001) for the Hawthorne-Truax area to better reflect current conditions and community needs and to align with the Comprehensive Plan; and

WHEREAS the Community Development Block Grant (CDBG) Committee designated the Hawthorne-Truax area (portions of Census Tracts 25.0, 26.01 and 26.02) as a CDBG eligible neighborhood, with higher concentration of low- and moderate- income residents, for the purposes of providing planning assistance and to facilitate deeper public engagement and guide future neighborhood investments; and

WHEREAS, Planning Division staff facilitated a robust public participation process, holding more than 25 meetings and other engagement activities with neighborhood residents, stakeholders and a Community Partners Group, soliciting community feedback on issues and reviewing draft plan materials, with public comments that centered on the need for affordable housing, community services, and placemaking; and

WHEREAS, over the last 5 years Madison grew 50% faster than projected in the Comprehensive Plan, adding approximately 4,000 new residents per year, and new housing construction must keep pace with population growth to reduce market pressures and limit future housing cost increases; and

WHEREAS, the Equitable Development Report (2019) found the Hawthorne-Truax area had populations vulnerable to displacement and relatively high housing cost increases, and maintaining affordable housing options is essential to neighborhood stability; and

WHEREAS, Bus Rapid Transit and Metro Transit network redesign will improve levels of transit service for residents, employees and visitors in the Hawthorne-Truax area starting June 11, 2023; and

WHEREAS, the Wisconsin Department of Transportation is studying new designs for Hwy 51, and those should reflect the community's desire to connect neighborhoods safely and comfortably and not be solely focused on moving vehicles; and

WHEREAS, the Hawthorne-Truax Neighborhood Plan (the Plan) establishes a new framework for to guide neighborhood improvements and growth in the coming years, linking transit and new growth, expanding options for missing middle housing and pursuing continued affordable housing development; and

WHEREAS, the Plan recommends improved pedestrian and bicycle safety and comfort by adding missing sidewalks, re-envisioning street design, addressing problematic intersections and enhancing the bicycle network; and

WHEREAS, the Plan recommends steps to enhance neighborhood character and activity, through open space expansion, public art installation and neighborhood events; and

Whereas, the Plan identifies paths to link residents with needed community services utilizing City resources as well as those of community partners.

NOW, BE IT THEREFORE RESOLVED that the Hawthorne-Truax Neighborhood Plan is hereby adopted as a supplement to the City of Madison Comprehensive Plan.

BE IT FURTHER RESOLVED that staff is directed to implement the recommendations contained in the Plan, including Community Development Block Grant-funded projects.

Hawthorne-Truax Neighborhood Plan

Adopted March 21, 2023

Introduction	5
Public Participation	9
Issues and Opportunities	12
Land Use & Transportation	14
Neighborhoods & Housing	22
Culture & Character	24
Green & Resilient	26
Economy and Opportunity	28
Community Programs, Partnerships and Effective Government	30
Community Development Block Grant Funding for Community Projects	33
Plan Implementation	34

Acknowledgements

Plan Prepared By:

City of Madison Planning Division

Heather Stouder, Director

Bill Fruhling, Principal Planner

Hawthorne-Truax Staff Team

Linda Horvath, Project Co-Manager

Dan McAuliffe, Project Co-Manager

Breana Collins

Meri Rose Ekberg

Eyad Afifi

Inter-Agency Staff Team

Caroline Burger

Renee Callaway

Mike Cechvala

Matt Frater

Ann Freiwald

Greg Fries

Larry Kilmer

Eric Knepp

Tom Lynch

Sean Malloy

Monty Marsh

Matt Mikolajewski

Mary O'Donnell

Saran Ouk

James O'Keefe

Chris Petykowski

Linette Rhodes

Dan Rolfs

Nancy Saiz

Jerry Schippa

Janet Schmidt

Julie Spears

Yang Tao

Hugh Wing

Community Partners Group

Diane Calhoun

Veronica Castillo

Fatou Cesay

Janet Corcoran

Jeanne Erickson

Araceli Esparaza

Jerreh Kujabi

Beth Lehman

Tom Moen

Julie Ndong

Diane Newlun

Julie Olsen

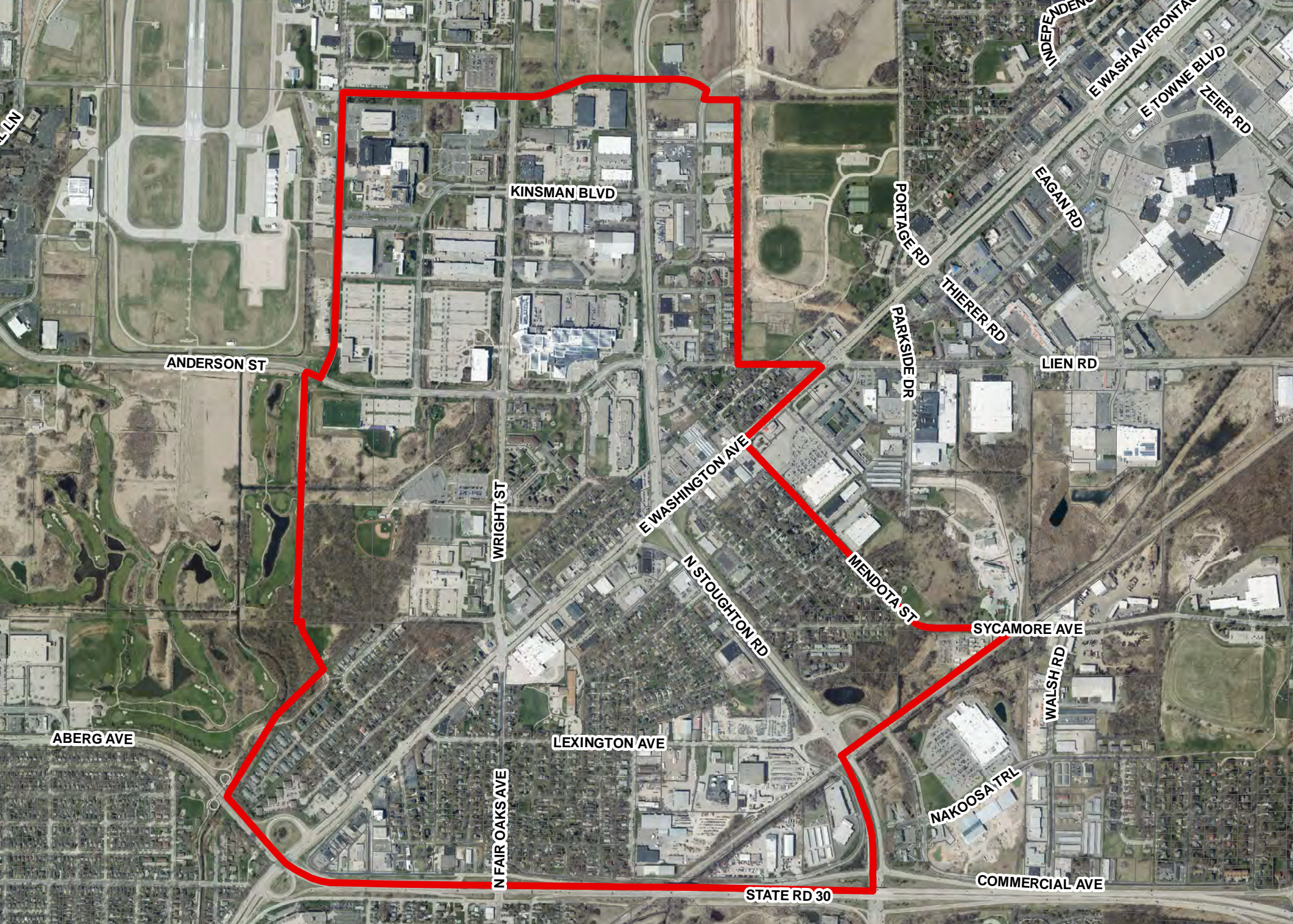
Fernando Cano Ospina

Sylvia Ramirez

Bridget Rogers

Nyima Sanyang

Cody White



Introduction

The City of Madison Planning Division began creating the Hawthorne-Truax Neighborhood Plan in January 2022. This community-guided plan charts a course of action over the next 10 to 15 years for land use, transportation, parks and open space and other elements of the City's Comprehensive Plan. The plan updates the 2001 Carpenter-Hawthorne-Ridgeway-Sycamore-Truax Neighborhood Plan and explores new opportunities, like Bus Rapid Transit (BRT) and Wisconsin Department of Transportation's (WisDOT) upcoming redesign of Stoughton Road (USH 51). The plan focuses on the area surrounding East Washington Avenue and US Highway 51, with State Highway 30, Bridges Golf Course, Dane County Regional Airport and Reindahl Park/Mendota Street as primary defining edges. The area encompasses 934 acres, contains 1,720 dwelling units and is home to 2,906 people. The planning area includes all of the Hawthorne and Truax Neighborhoods and portions of the Carpenter-Ridgeway, Mayfair Park and Greater Sandburg Neighborhoods.

The Hawthorne-Truax Neighborhood Plan is partially funded through Madison Community Development Block Grants (CDBG), administered by the US Department of Housing and Urban Development (HUD). Those grants are intended to help stabilize and improve low- to moderate-income urban areas, and as a result, the plan boundary was influenced by the most recent Census income and poverty data. Along with funding plan development, CDBG grants are used to aid in the implementation of plan recommendations.



Background

The Hawthorne-Truax area is comprised of several distinct and diverse eastside neighborhoods centered on East Washington Avenue between Hwy 30 and Mendota Street, and extending north to Pierstorff Street. Located approximately four miles from the capitol and built generally between the late 1930s and 1960s, it features a traditionally-designed mix of lower scale housing and two branches of Starkweather Creek and adjacent open spaces, with employment uses following the Hwy 51 corridor and retail and service businesses on East Washington Avenue.

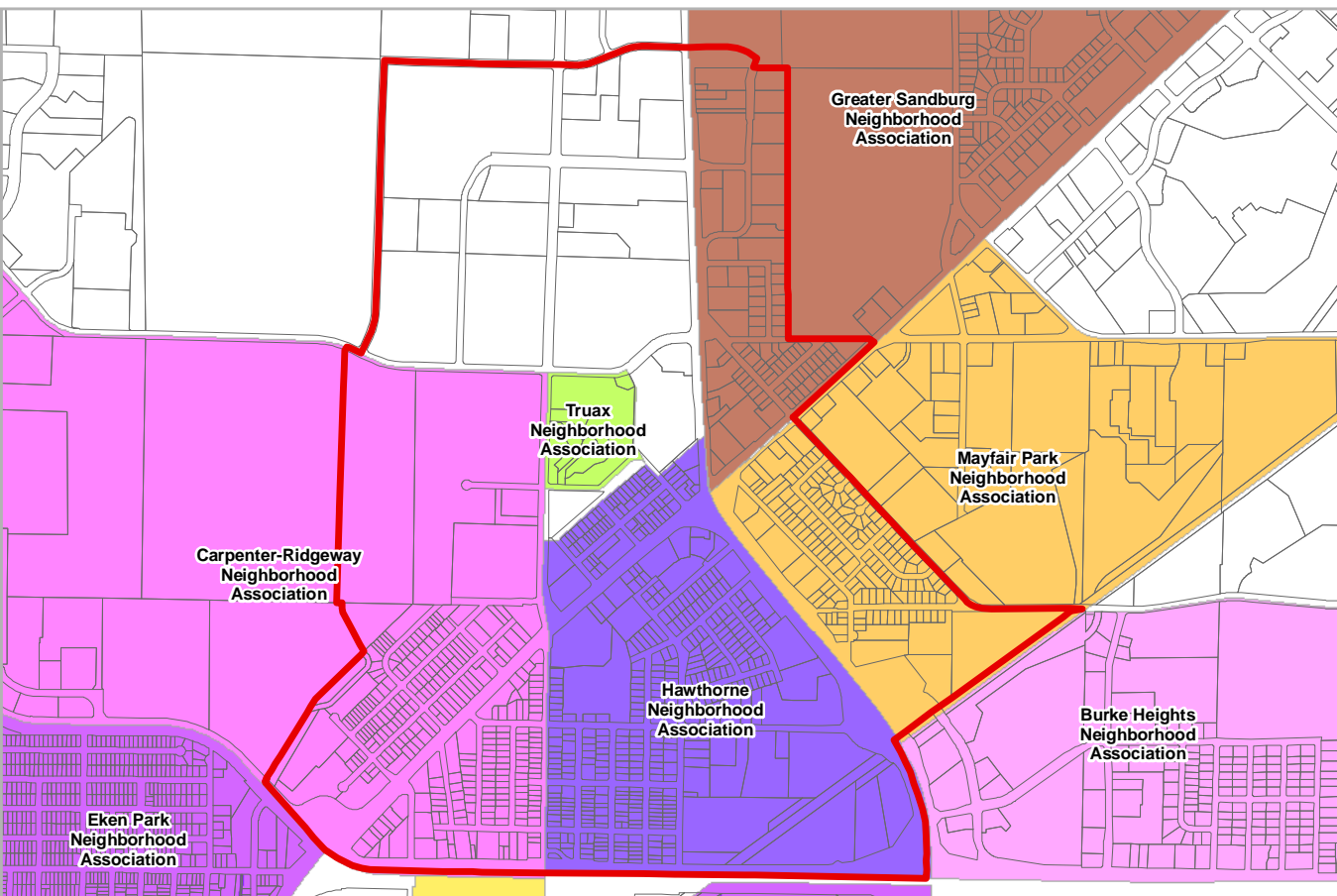
- Hawthorne: The Hawthorne neighborhood includes many single-family and multifamily units mostly located north of Hwy 30 between Fair Oaks Avenue and Hwy 51, with some commercial, single-family, and multifamily homes north of East Washington Avenue. The area also includes the Hawthorne Elementary School and Open Space, and industrial and commercial properties in the southeast portion of the neighborhood.
- Truax: The Truax neighborhood includes the City of Madison's Community Development Authority's (CDA) Truax Park Apartments and the East Madison Community Center, which promotes education, community, and recreational activities for all residents in the area.

- Mayfair Park: Formerly known as Sycamore-MacArthur, the neighborhood includes single-family and multifamily homes on the neighborhood's west side along with a number of commercial parcels, and Mayfair Park and industrial parcels on the east side. The area is off East Washington Avenue and North Stoughton Road. Much of the neighborhood was built during the late 1950s.
- Carpenter-Ridgeway: The Carpenter-Ridgeway neighborhood encompasses a mix of single-family and multifamily units and an abundant amount of park and open space with some commercial, educational and institutional uses. The neighborhood is mostly north of East Washington Avenue, between Aberg Avenue/Hwy 30 and Wright Street. Open space in this area includes the Starkweather Creek multi-use path and walking trails traversing a City park with wetlands, prairie and woodlands.
- Greater Sandburg: The plan area encompass a small portion of the Greater Sandburg neighborhood on the west side of Reindahl Park, featuring a mix of single family homes, smaller apartment buildings, and some light industrial and retail uses.

The Hawthorne-Truax area has many elements of a complete neighborhood, including Hawthorne Elementary School, East Madison Community Center, Madison College and strong transit service. There are several employment areas, two City parks, open space and two branches of Starkweather Creek. Nearby amenities include the Hawthorne Library, Reindahl Park, three grocery stores, and East Towne Mall.

Demographic Data

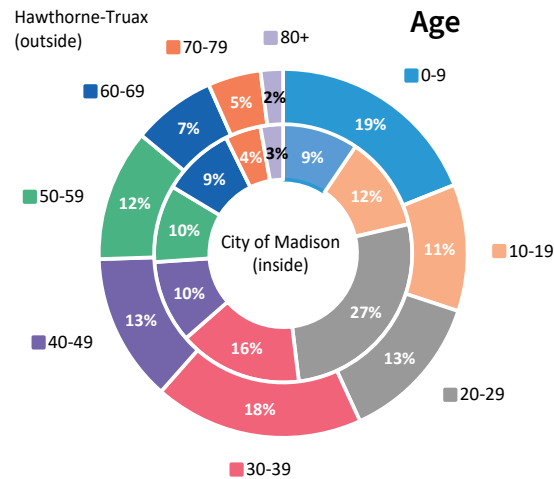
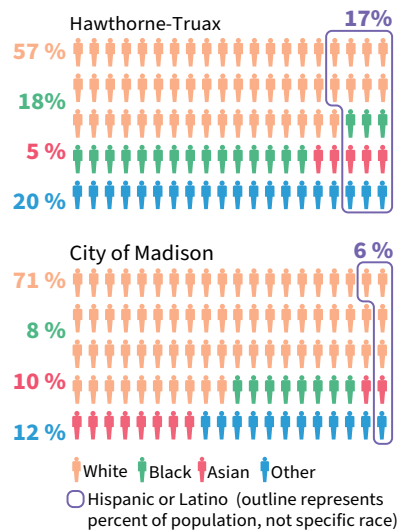
Hawthorne-Truax is one of the more diverse areas of Madison, with Black, Indigenous and Persons of Color, (BIPOC) residents comprising 43% of the population (compared to 29% citywide), and 17% of the population being Hispanic. The neighborhood is home to many families with young children, and nearly 20% of neighborhood residents are under 10 years old. While



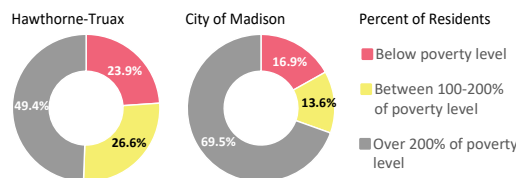
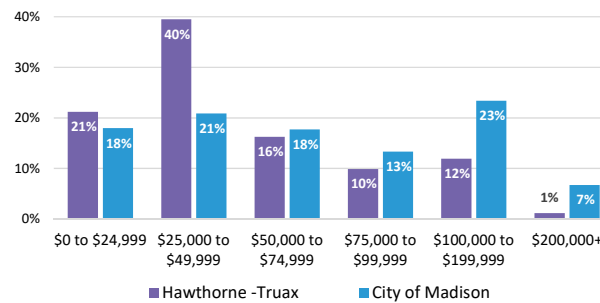
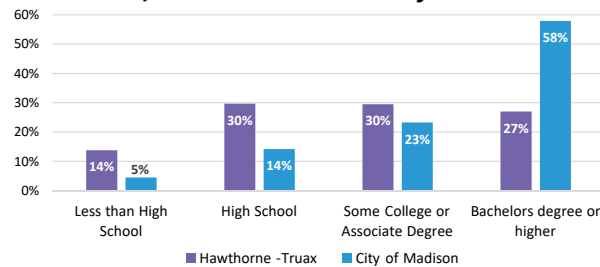
Hawthorne-Truax is one of the more affordable areas of the city for both renting and owning, it does have a very high portion of renters who are cost-burdened (72%), spending more than 30% of their income on housing. This can be attributed to both increasing housing costs and lower incomes of residents in the area. This dynamic was observed in the City's [Equitable Development Report](#) (2018), which identified the Hawthorne-Truax area to be more susceptible to gentrification and displacement.

The Hawthorne-Truax area is one of the more significant employment centers in the Madison area, with nearly 8,000 jobs in 2019, an increase of 2,500 jobs since 2010. Primary employment sectors are professional, scientific and technical services, educational services, health care and manufacturing. Most employment is located in the airport business park north of Anderson Street, but there is also a significant industrial area located at Hwy 30 and Hwy 51. Hawthorne-Truax residents' employment locations are similar to Madison's overall employment but with a pronounced eastside shift; the Capitol and UW hospital areas have the highest concentrations of Hawthorne-Truax resident jobs, followed by the East Towne area and Hawthorne-Truax itself. These locations are well served by transit and nearly 30% of residents' jobs are within walking distance of a Bus Rapid Transit (BRT) station.

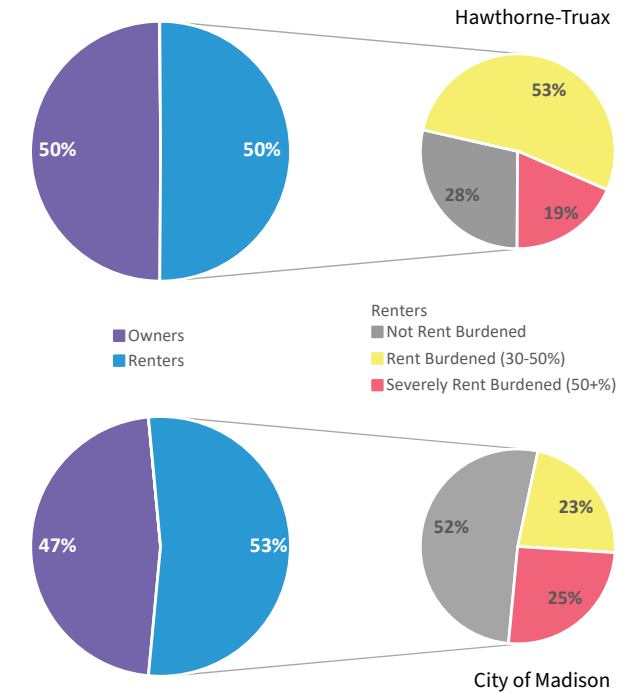
Race & Ethnicity



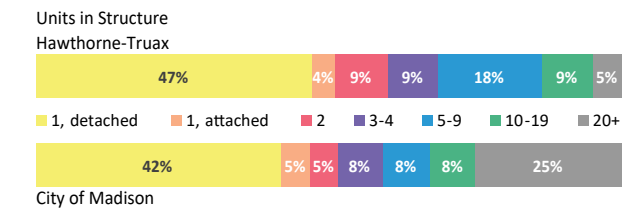
Education, Income and Poverty



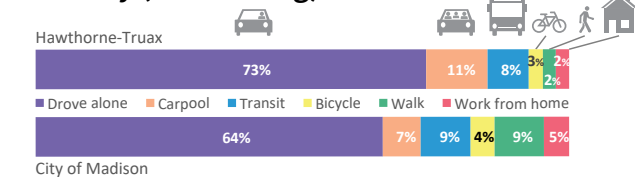
Owners and Renters



Housing Types



Mobility (commuting)



Why Plan?

This document updates the previous plan, the Carpenter-Hawthorne-Ridgeway-Sycamore-Truax Neighborhood Plan, adopted in 2001. Since that time, the neighborhood and Madison as a whole have seen significant change. Housing prices have increased significantly over the last 22 years, with a particularly rapid increase over the last five years. Average home values have increased from just over \$100,000 in 2000 to \$230,000 in 2022, an absolute increase of 125% and an increase of nearly 40% when adjusted for inflation. This increase, which is also reflected in rents, speaks to the overall challenges in Madison's current housing market. One of the reasons for Madison's very tight housing market is the housing shortage caused by the community's rapid growth, with construction lagging behind population increases. The City's 2018 [Comprehensive Plan](#) projected an increase of 70,000 new residents over the next 25 years, which would require building 1,600 new housing units annually to keep pace. Since 2018, actual population growth was 50% greater than projected while construction costs have soared. Many in the neighborhood are concerned that increased growth and development will make the area less affordable and cause displacement, especially those living with low-incomes and communities of color.

The Hawthorne-Truax area is beginning to see change and investment that is needed to keep pace with housing demand. The previous plan appropriately envisioned significant redevelopment, particularly on the East Washington Avenue corridor, however market conditions were not yet favorable for those visions to occur. Continued growth along the corridor, starting on the isthmus and moving east in subsequent years, has brought new housing to nearby neighborhoods as well as amenities like grocery stores, restaurants, cafes and child care centers. The former Bimbo Bakery, once a major employer in the neighborhood, is the first major redevelopment in the area, bringing approximately 250 new affordable housing units and new retail space to the area. Several other sites appear ready to redevelop as well: the former Visions nightclub is being repurposed as a grocery store and adjacent dilapidated homes have been demolished, and the Capitol Auto Credit property has closed and will likely be redeveloped for housing.

Major transportation changes are on the horizon as well. [Bus Rapid Transit](#) will begin operation in 2024 with stations at Rethke Avenue, Fair Oaks Avenue, Anderson Street and Mendota Street, providing faster and more frequent transit service. Starting in June 2023, the entire transit network will change to provide greater frequency

of trips, reduce issues with transfers and make the overall system more direct and easier to use. The other major transportation project is the [Hwy 51 redesign](#) led by WisDOT. Hwy 51, like many other roadways in the plan area, can be a barrier between neighborhoods, separating adjacent areas and making access by foot, bike or transit more difficult. While several intersections need improvement, the design could have significant impacts on the surrounding areas, the mobility of neighborhood residents and the city as a whole.

Housing Costs. The median assessed value of owner-occupied single-family units in CT 26.01 was \$55,600 in 1990 (1990 dollars), compared to \$75,200 city-wide. CT 25.98 had only one such home. The median contract rent for renter-occupied units in CT 25.98 was \$152 and CT 26.01 was \$395, compared to \$430 city-wide.

Housing Affordability. In 1990, 7.9 percent of CT 26.01 homeowners spent 35 percent or more of their household income on housing costs compared to 9.5 percent city-wide. CT 25.98 has only three owner-occupied housing units. 27.1 percent of CT 25.98 renters and 41.6 percent of CT 26.01 renters spent more than 35 percent of household income on housing costs, compared to 33.3 percent city-wide.

Above: Census tract (CT) housing cost statistics from the 2001 neighborhood plan show costs rose much faster than inflation.

Left: Wisconsin Housing Preservation Corporation's proposal for the Bimbo Bakery property

Below: Bus Rapid Transit station design



Public Participation

The Hawthorne-Truax Neighborhood Plan process used three phases of public participation to understand resident perspectives, build relationships, and provide multiple ways for participants to share their voice.

Phase 1: Issues, Opportunities and Values (February-July 2022)

The first phase focused on defining the issues and opportunities present in the neighborhood and understanding residents' vision for how the neighborhood could evolve in the coming years.

After using a combination of online engagement, virtual and in-person meetings and focus groups, the following themes emerged:

- **Housing:** The need to maintain affordability and concerns about displacement were a major theme. Most participants felt additional housing was needed, both market rate and affordable (subsidized).
- **No "There" There:** There are few neighborhood-oriented businesses like restaurants or retail in the area. There is also no identifiable neighborhood center, and few community gathering spaces or neighborhood events.
- **Redevelopment Opportunities:** There is excitement about redevelopment bringing investment, new neighbors and neighborhood amenities to the area, but also some concern it could cause displacement if affordability is not considered.
- **Traffic and pedestrian conflicts:** Residents identified several areas that need better crossings and pedestrian improvements. Several corridors with excessive speeding and other unsafe driving behaviors were also noted.
- **Barriers between neighborhoods:** Major roadways and development patterns separate neighborhoods and residents from each other. Crossing these corridors is difficult so many residents remain in their immediate neighborhoods. Some residents feel this leads to isolation in the area.
- **Access to childcare, community services and employment:** There is a lack of, and need for, affordable childcare and additional community services in the area. Access to employment for youth can be challenging since there are few opportunities in the immediate area and jobs in other parts of the city are not easily accessible without a car. It can be challenging for seniors to access programming, most of which is located outside the area.

Phase 1: Issues, Opportunities and Values

Key Issues and Redevelopment Objectives



Public input on issues and objectives



Report back to public what planning staff has heard



Phase 2: Draft Concepts and Recommendations

Evaluate land use, transportation and other changes to address identified neighborhood objectives



Public input on concepts and recommendations



Draft plan text



Phase 3: Projects, Draft Review and Adoption

Community prioritizes projects for implementation with federal grant funds



Draft plan is finalized after public review



Plan review and adoption process





Phase 1 public comment themes were translated into Shared Values and Intentions, which then became the basis of draft plan recommendations.

Shared Values and Intentions

We want to:

- Grow mindfully so that residents of different incomes, backgrounds and abilities can continue living here and new residents will find housing options to meet their needs
- Welcome new development while respecting and enhancing the existing neighborhood, and the sense of place that people have come to appreciate
- Connect residents to affordable housing and rehabilitation resources so that they can continue to afford rent and mortgages, and upgrade and adapt housing to accommodate changing lifestyles and needs
- Reduce isolation by increasing street connectivity and improving the safety and enjoyment of walking and biking to better link people with each other and places they want and need to go
- Improve youth quality of life now and into the future by expanding programming and spaces to gather, and helping them find employment and prepare for college and careers
- Enhance the look, feel and accessibility of our neighborhood by improving aesthetics, wayfinding, and amenities along neighborhood streets, bike paths, and in parks
- Be a green and environmentally friendly place with healthy air, water and native habitats, and ample greenspace with welcoming spaces to gather, play and relax

We want our neighbors to:

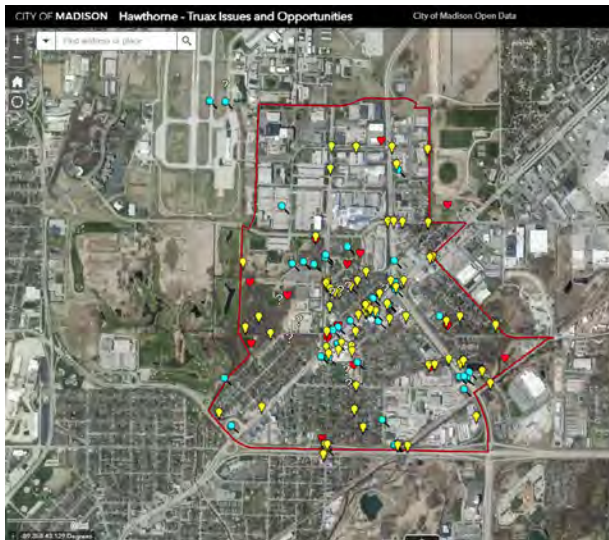
- Build a sense of community and belonging and celebrate the unique cultures and ways of living of all residents across different racial, ethnic and international backgrounds
- Realize a high quality of life through accessible and affordable health services, education, childcare, employment training, support for single parents, recreation programs, arts/culture programs, events, and other offerings that support health and well-being
- Encourage neighborhood groups to become more welcoming and inclusive of all residents
- We want to continue to be responsive to future generations who may want new ways of working, living, and playing.

Phase 2: Initial Draft Concepts and Recommendations (August 2022 - January 2023)

The second phase addressed the initial recommendation framework and concepts. Staff held another series of in-person and virtual meetings, attended events and facilitated conversations through pop-ups in the community. Response to initial recommendations was generally positive and those became the basis of the draft plan. This phase also included mid-project discussions with City boards, commissions and committees that typically review plans during their approval phase. Meetings with the Plan Commission, Transportation Policy and Planning Board, Community Development Authority and the Community Development Block Grant Committee were held between late September and early January.

Phase 3: Draft Plan Review, CDBG Projects and Adoption (January - March 2023)

The third phase focused on community review of the draft plan document, and defining community priorities for Community Development Block Grant funds. The draft plan was published on January 10, 2023 and presented at two subsequent community meetings, held with both in-person and virtual options. The draft plan was also on display for public review and feedback at the East Madison Community Center and Hawthorne Library. An online poll collected feedback on priorities for block grant projects for those who could not attend meetings.



An interactive commenting map used to understand participants' perspectives and identify site-specific issues and opportunities.

Public Engagement Efforts

- Publish Map and Data book
- Interactive Commenting Map
- Email notifications and updates
- Community Partners Meeting - March 4, 2022
- Phase 1 virtual meetings - April 4 & 7, 2022
- Hawthorne Elementary PTA - April 12, 2022
- Senegambia Women's Association - April 19, 2022
- EMCC Open House - April 28, 2022
- Walking Audits - May 18 & 19, 2022
- Community Partners Meeting - July 20, 2022
- Phase 2 virtual meetings - August 23 & 24, 2022
- Hawthorne Community Night Out - August 25, 2022
- Reindahl Splash Pad Pop-up - August 27, 2022
- Madison College Pop-up - September 6 & 7, 2022
- EMCC Food Pantry Pop-up - September 6, 2022
- Plan Commission project update - September 19, 2022
- Hawthorne Elementary PTA - September 29, 2022
- Transportation Policy and Planning Board project update - October 10, 2022
- Community Development Authority project update - November 10, 2022
- EMCC Art Workshop - November 19, 2022
- Community Partners Meeting - November 21, 2022
- EMCC Holiday Party - December 12, 2022
- Community Development Block Grant Committee project update - January 5, 2023
- Hawthorne School Resource Fair - January 19, 2023
- Phase 3 virtual meeting - January 24, 2023
- EMCC phase 3 meeting - January 30, 2023
- EMCC Food Pantry Pop-up - January 31, 2023
- Phase 3 online poll open until February 14, 2023

Issues and Opportunities

Continued Rapid Growth, Development Pressures and Housing Affordability

Housing, affordability and displacement potential were the most commonly discussed issues in public engagement. Much like Madison as a whole, the housing prices in Hawthorne-Truax have rapidly increased in recent years. Relatively rapid growth with new construction not keeping up with demand is one of the primary causes for price increases. The 2018 [Comprehensive Plan](#) projected 70,000 new residents over the next 25 years, however newly released Census data shows recent growth is occurring 50% faster than projections. Housing production has lagged since the

Great Recession of 2008, and recent gains may only be keeping pace with growth and not addressing the existing shortage.

These housing shortages may most significantly impact naturally occurring affordable areas like Hawthorne-Truax. The data from the previous plan shows just how much prices have increased; even after adjusting the values for inflation, current values are nearly double that of those in 1990. With housing price increases outpacing income growth, more and more residents are paying a high percentage of their income for housing, with 56% of renters housing burdened (17% severely). With these increases, the potential for gentrification and displacement becomes very real and this was one of the primary concerns heard during public engagement events.

Redevelopment Opportunities

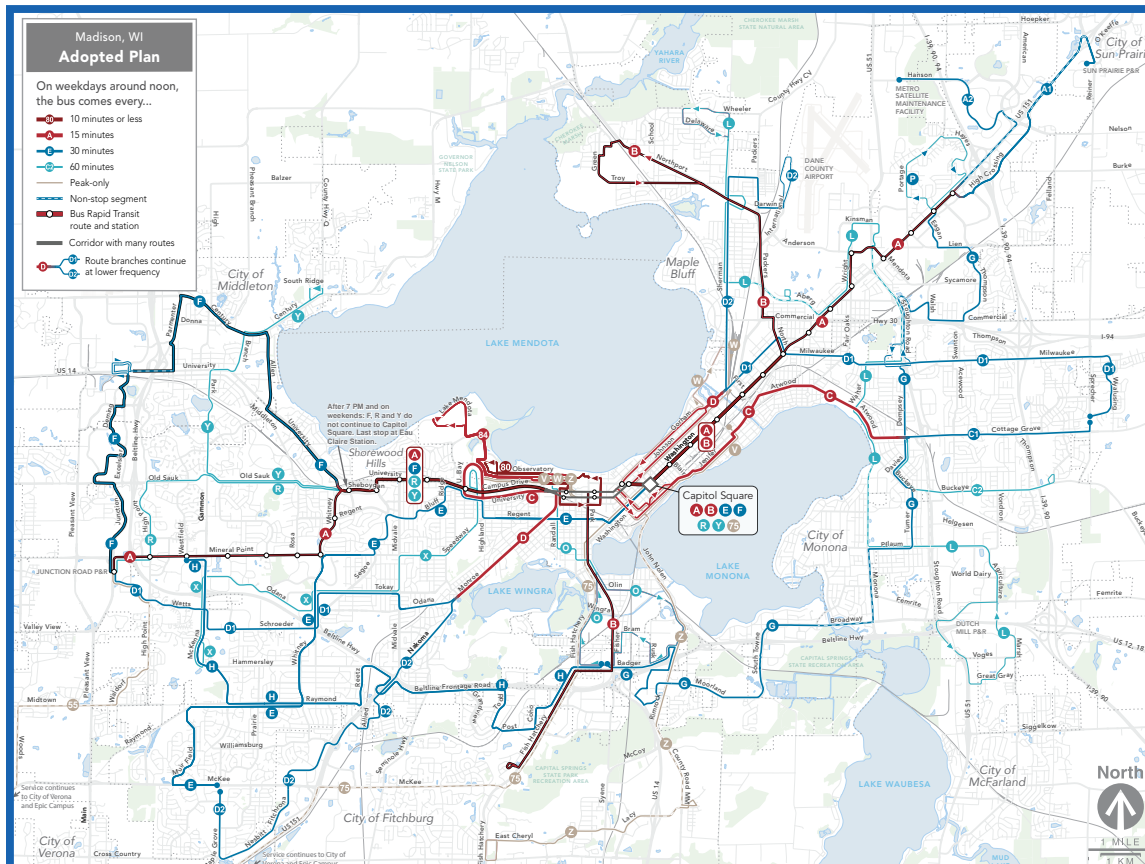
There are several properties that appear more likely to redevelop in the future. While the past plan identified many of these sites more than 20 years ago, market conditions now appear much more conducive to redevelopment than in the past. The recent approval of the 245 unit housing development at the former Bimbo Bakery, as well as developer interest in the Capitol Auto Credit property demonstrate that continued housing growth on the East Washington Avenue corridor is now reaching the Hawthorne-Truax area. At the same time, negative influences that discouraged investment are gone. Visions Nightclub closed and the building is being repurposed as an international grocery store. Several dilapidated homes nearby were demolished and will likely be redeveloped soon, potentially with adjacent properties that are currently for sale.

Bus Rapid Transit

With service beginning in 2024, [BRT](#) will provide a significantly higher level of transit service to the Hawthorne-Truax area than is currently present. BRT features dedicated lanes, traffic signal priority and off-board fare collection to reduce travel times. Increased bus frequency means reduced wait times, making transit more usable, particularly at night and on weekends. The BRT routes will be the backbone of the newly [redesigned transit network](#) and provide the area with some of the highest levels of transit service in the city. There are four BRT stations coming to the plan area and more than 60% of dwelling units in the plan area are within a five minute walk of one.

Left: Metro Transit's new network design will begin operation in June 2023.

Below: Boarded up homes that were demolished on East Washington Avenue.



Highway 51 Reconstruction

Wisconsin DOT is restarting a [study of the Stoughton Road corridor](#) with a stated purpose to “assess how best to accommodate traffic volumes with a focus on safety and access.” Improvements to the intersection are merited; with its high crash frequency, it was identified on the City's High Injury Network Map. While potential designs are unknown at this time, the 2014 alternatives may provide some insight. All three of these alternatives have significant impacts on the East Washington Avenue intersection and surrounding properties. The reconstruction could result in a larger intersection or interchange, further disconnecting Madison neighborhoods with marginal attention given to transit, bicycles and pedestrians.

Pedestrian Gaps

Much of the area was built outside the City of Madison and later annexed. As a result, many streets were not built with typical urban features such as sidewalks, curb and gutters and street trees. The lack of sidewalks was often cited as an issue facing the neighborhoods, particularly in areas surrounding Hawthorne Elementary. Along with missing sidewalks, there are several intersections needing improvements to address pedestrian safety and comfort.

Noise Impacts from Dane County Regional Airport and the Arrival of F-35s

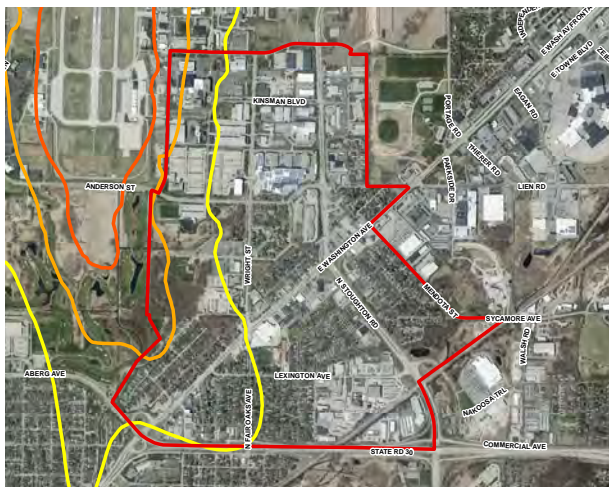
The 115th Air National Guard is transitioning its fleet to F-35s, with the first jets arriving in the spring of 2023. The Environmental Impact Statement modeled noise contours significantly larger than those currently resulting from the existing F-16s. While the contours could change as a result of the [noise compatibility study](#) being undertaken by Dane County Regional Airport, the planes are still loud and can be disturbing to residents and students at Hawthorne Elementary.



Top: The intersection of Hwy 51 and East Washington Avenue is intimidating to many pedestrians who need to cross nine lanes of traffic to reach the other side.

Middle: Lack of sidewalks is common in the areas surrounding Hawthorne Elementary School.

Bottom: Recently released noise contours from the Dane County Airport's Noise Mitigation Study show a slightly reduced impacted area compared to the F-35 EIS. This study will define areas eligible for sound mitigation funding through the FAA.



Barriers and Disconnected Neighborhoods

Several barriers physically separate neighborhoods and residents from surrounding areas. Hwy 30 and Hwy 51 have very few crossings and are often difficult for pedestrians or cyclists to navigate safely and comfortably. East Washington Avenue is better, but higher volumes, speeds and greater distance between signals (particularly east of Fair Oaks Avenue) can discourage residents from crossing the corridor. Other barriers result from a disjointed development pattern; there are three separate segments of Ridgeway Avenue, divided by development on Wright Street and Hwy 51. Graceland Ave and Staubel St separating the Hawthorne and Truax neighborhoods. Residents identified these barriers as contributing to the isolated nature of neighborhoods and lack of a cohesive community feel.

“There’s No There There”

While the residential areas are strong and healthy neighborhoods, Hawthorne-Truax lacks identifiable areas where the community gathers on a regular basis. There are few neighborhood-oriented restaurants, cafes or taverns that act as informal meeting spaces. There are few festivals, block parties, or neighborhood concerts that bring people together like in many other east side neighborhoods. Parks and other open spaces are surrounded by private development and not public streets, limiting visibility and usage as a result.

Land Use & Transportation

Generalized Future Land Use Map

The Generalized Future Land Use Map establishes the vision for how and where growth should occur. Once adopted, it signals the City's and the community's preferences and needs to the development community, and is subsequently used by the City as the basis of review when development proposals come forward. This plan recommends several changes to the current Generalized Future Land Use Map that respond to the primary themes heard from neighborhood residents and reflects the community's shared values. As the plan area begins to see greater development interest (Bimbo Bakery, Capitol Auto Credit), these changes will help accommodate needed housing growth while being sensitive to the existing neighborhood character. They are intended to create a vibrant neighborhood, with neighborhood-oriented businesses and services and a spectrum of housing options to better meet the needs of all Madison residents.

Neighborhood Mixed-Use (NMU) category includes relatively small existing and planned Activity Centers with residential uses, as well as retail, restaurant, service, institutional, and civic uses primarily serving nearby residents. Development and design within NMU areas should be compact and walkable, ideally adjacent to existing or planned transit.

Typical Heights: 2-4 stories



Community Mixed-Use (CMU) includes an intensive mix of residential, commercial, and civic uses serving residents and visitors from the surrounding area and the community as a whole. CMU areas are generally located at major intersections and along relatively high-capacity transit corridors, often extending several blocks.

Typical Heights: 2-6 stories



Note related to mixed-use categories: this plan approaches the mixed-use districts as being appropriate for a mixture of uses, but doesn't inherently require mixed-use buildings. Where active ground floors are important to establish neighborhood-oriented commercial and other uses, the "Active Ground Floor" designation is shown on the Generalized Future Land Use Map. In these areas, commercial ground floor spaces are strongly recommended.

Low Residential (LR) areas are predominantly made up of single-family detached dwellings and two-unit structures.

Typical Heights: 1-2 stories



Low-Medium Residential (LMR) areas are made up of any or all of the following types of housing: small-lot single-family homes, two- and three-unit buildings, rowhouses, and small multifamily buildings.

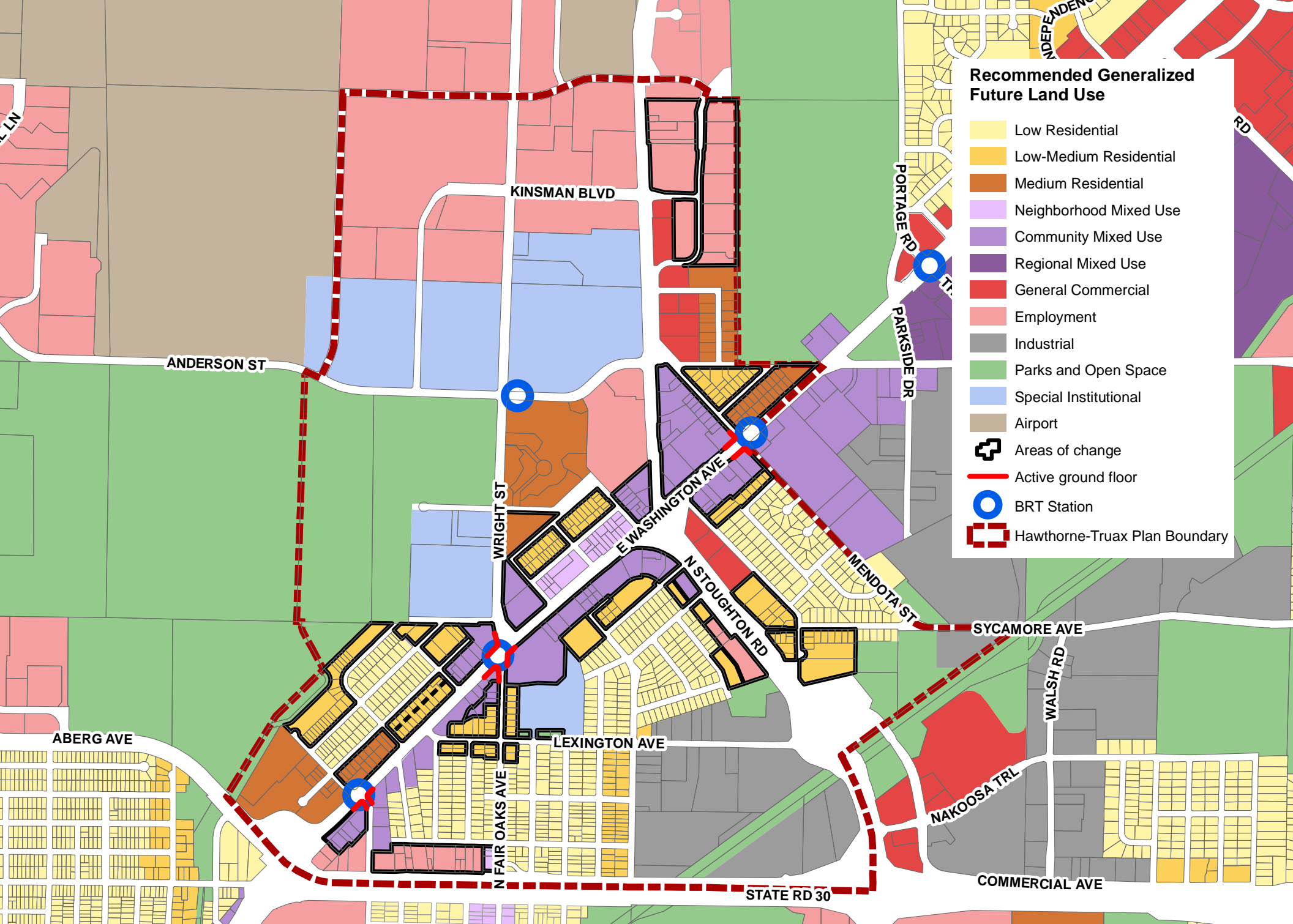
Typical Heights: 1-3 stories (4 on major corridors)



Medium Residential (MR) areas may include a variety of relatively intense housing types, including rowhouses, small multifamily buildings, and large multifamily buildings.

Typical Heights: 2-5 stories





Land Use Recommendations

1. Incorporate the Generalized Future Land Use Map recommendations in this document into the City's [Comprehensive Plan](#) to guide future development proposals and to ensure development outcomes are consistent with resident priorities guiding this plan.
2. Proactively rezone select properties to support the goals in this plan and prevent development detrimental to the character envisioned. See Plan Implementation section for additional details.

Note: All plan recommendations are numbered to simplify references to the implementation matrix in the plan appendix. Subsequent section recommendations will be numbered sequentially.

The recommended future land use map changes can be organized into three major themes:

- Locate the highest intensity land uses near BRT station areas.
- Shift away from General Commercial (GC) to mixed-use or employment categories
- Encourage the development of “missing middle” housing to achieve a greater mix of housing

Locating more people near BRT means more people will benefit from the higher level of transit service it provides. When BRT begins service in 2024, it will provide more frequent and faster transit service throughout the day and on weekends, giving riders better access to most destinations across the city. This can be particularly important for younger residents, differently-abled individuals and those with without access to a car.

Linking growth with transit also helps Madison grow more sustainably by reducing the carbon footprint associated with vehicular use. Past analysis has shown where there is high quality transit, it is well used.

Many areas with the General Commercial future land use designation are recommended to change to a mixed-use category, particularly those on or near the East Washington Avenue corridor. While existing stand-alone commercial or strip retail buildings fit well under General Commercial, that land use category is generally not recommended for residential uses. As these areas have evolved over the years, many locations are more suitable for residential uses, and continued weakness in office and retail markets may lead to predominantly residential redevelopment. Mixed-use categories can accommodate the existing commercial uses while allowing more flexibility to incorporate needed residential units when sites redevelop.

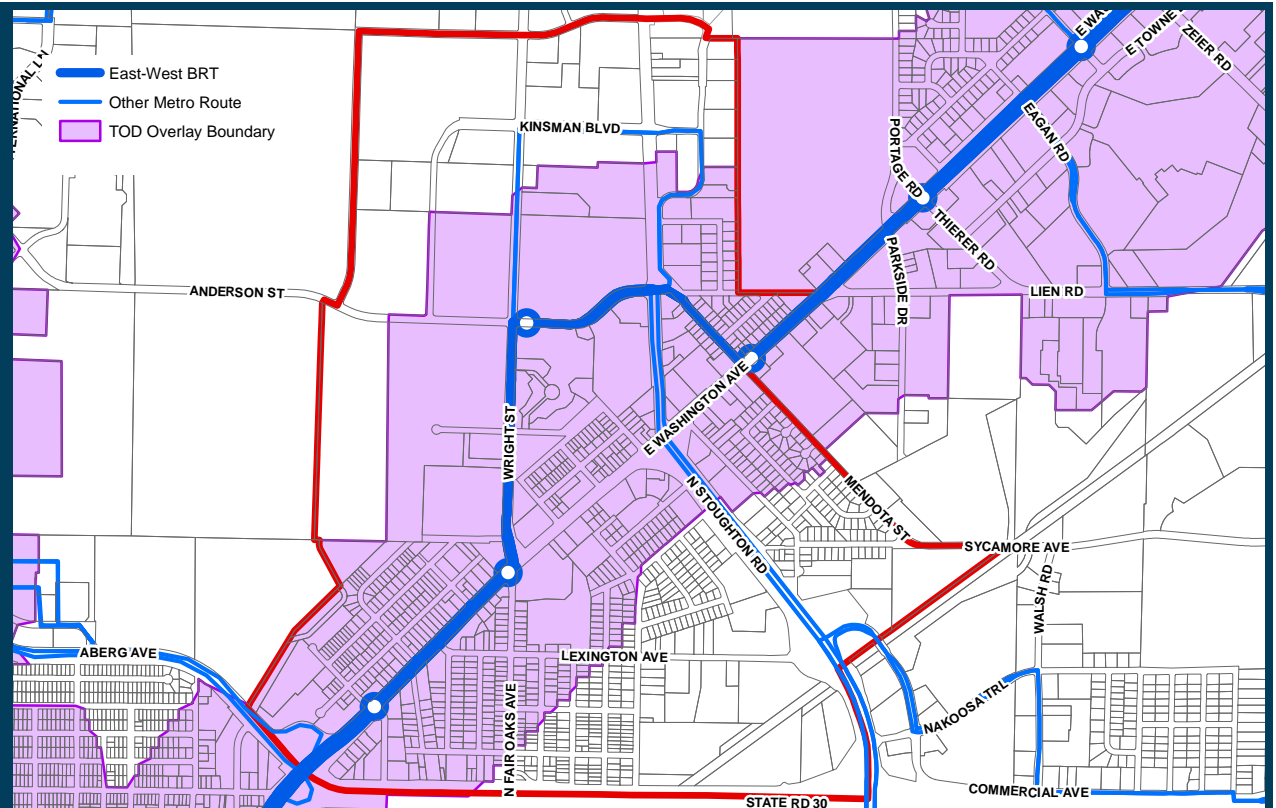
Transit Oriented Development Zoning Overlay

The Transit Oriented Development (TOD) Overlay is a recent ordinance amendment that helps address the city's housing needs and promotes increased development intensity in the areas of the city with the best transit access, taking into account the Metro Transit Network Redesign and the City's substantial investment in Bus Rapid Transit.

The TOD overlay makes various adjustments to underlying zoning districts to allow more intensive development, reduce parking requirements, and allow more administrative approvals while adding design regulations to improve the character of new development.

Since the TOD overlay district impacts the existing zoning, it may allow slightly more intense development than is called for on the recommended future land use map under select conditions. However, if a development proposal requires a conditional use or rezoning, it must reflect recommendations in this plan.

More information can be found on the City's [zoning ordinance web page](#).



Additionally, since General Commercial is generally focused on retail sales and service, there are areas where other uses, like employment, may be more appropriate. This is the case along Hwy 51 north of Onsgard Road. General Commercial areas on Hwy 51 south of East Washington Avenue may also be appropriate to transition to other use categories, particularly in light of changes that may occur with the Hwy 51 redesign.

Several areas are recommended to transition from Low Residential to Low-Medium Residential to encourage more “Missing Middle” housing in the plan area. Missing Middle housing includes duplexes, flats, townhomes and small multi-family buildings, which can add new housing choices at a larger but still compatible scale with much of the existing housing in this neighborhood. In certain cases, the recommended changes to Low-Medium Residential are to better reflect the current buildings on site, such as on Carpenter Street or near Sycamore Avenue. In other areas, it’s intended to allow appropriately scaled new housing at slightly elevated intensities. This could occur as townhomes on vacant land or additions of units to existing homes or duplexes. Low-Medium Residential does allow slightly larger apartment buildings (up to four stories) along arterial streets, where larger scales are appropriate. The 3300 block of East Washington Avenue is the only location in the Hawthorne-Truax area where Low-Medium Residential is on an arterial street. The dashed line approximately mid-block notes where four-story buildings might be appropriate, while redevelopment with new buildings up to three stories is recommended on the Ridgeway Avenue Frontage.

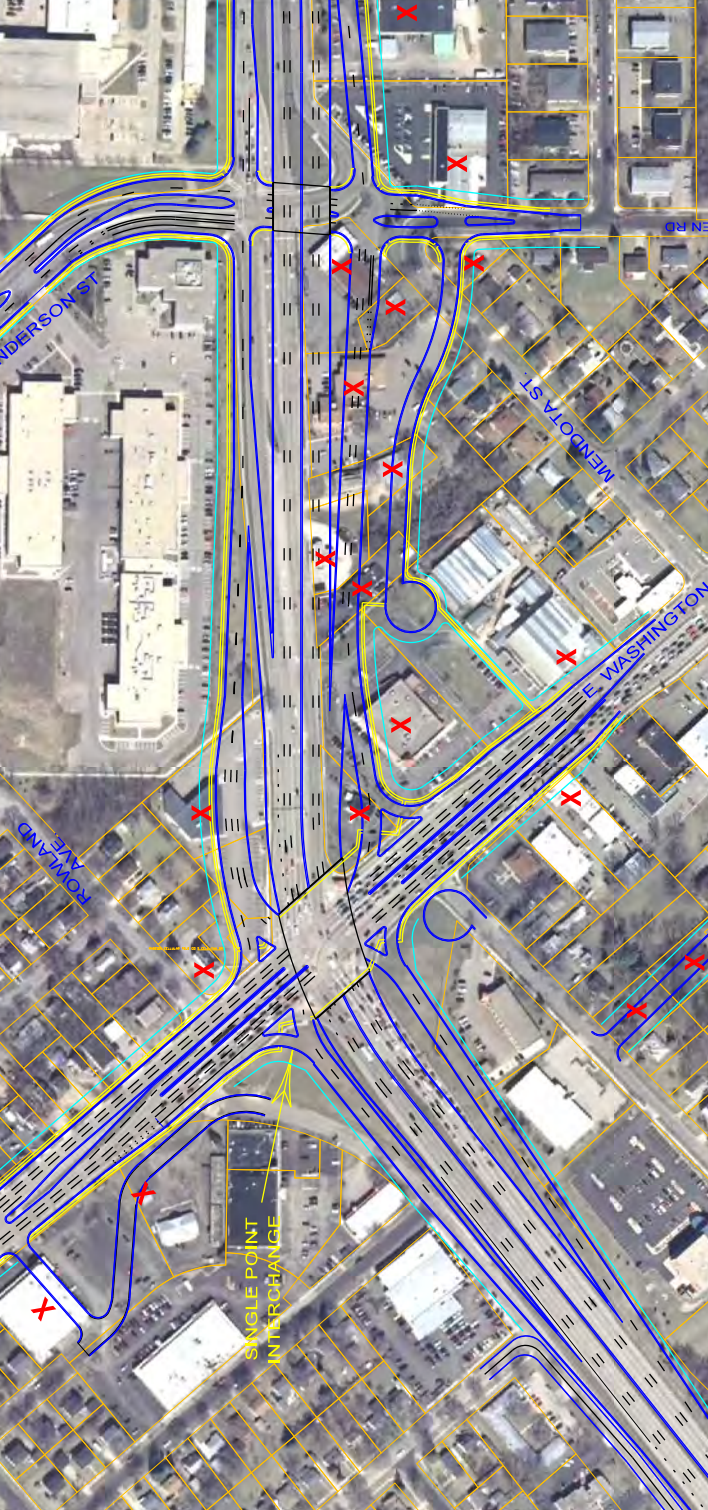
The images to the right are conceptual diagrams to illustrate potential development outcomes following the land use and building scale recommendations in this plan.

Top: Potential redevelopment shown at East Washington Avenue between Hwy 30 and Lexington Avenue. The Hwy 30 ramp intersection is reconfigured, along with the vacation of the East Washington Avenue frontage road, allowing new buildings to be located on and improving the character of East Washington Avenue.

Middle: Illustration of the Fair Oaks Avenue area, showing the approved redevelopment of the Bimbo Bakery site and the potential expansion of the Hawthorne School Open Space towards Lexington Avenue. The expansion would increase the size and visibility of the space, supporting greater utilization by the community outside school hours. It could also help improve pick up and drop off at Hawthorne Elementary.

Bottom: The Hwy 51 area, showing potential redevelopment on the northeast and southwest corners. New street connections help to link new development to the surrounding neighborhoods.





Transportation Recommendations

The following section outlines recommended transportation improvements that should be made in the Hawthorne-Truax area. The most frequently heard comments from participants in the Hawthorne-Truax planning process were the need for pedestrian improvements like sidewalks, intersection improvements and speed management.

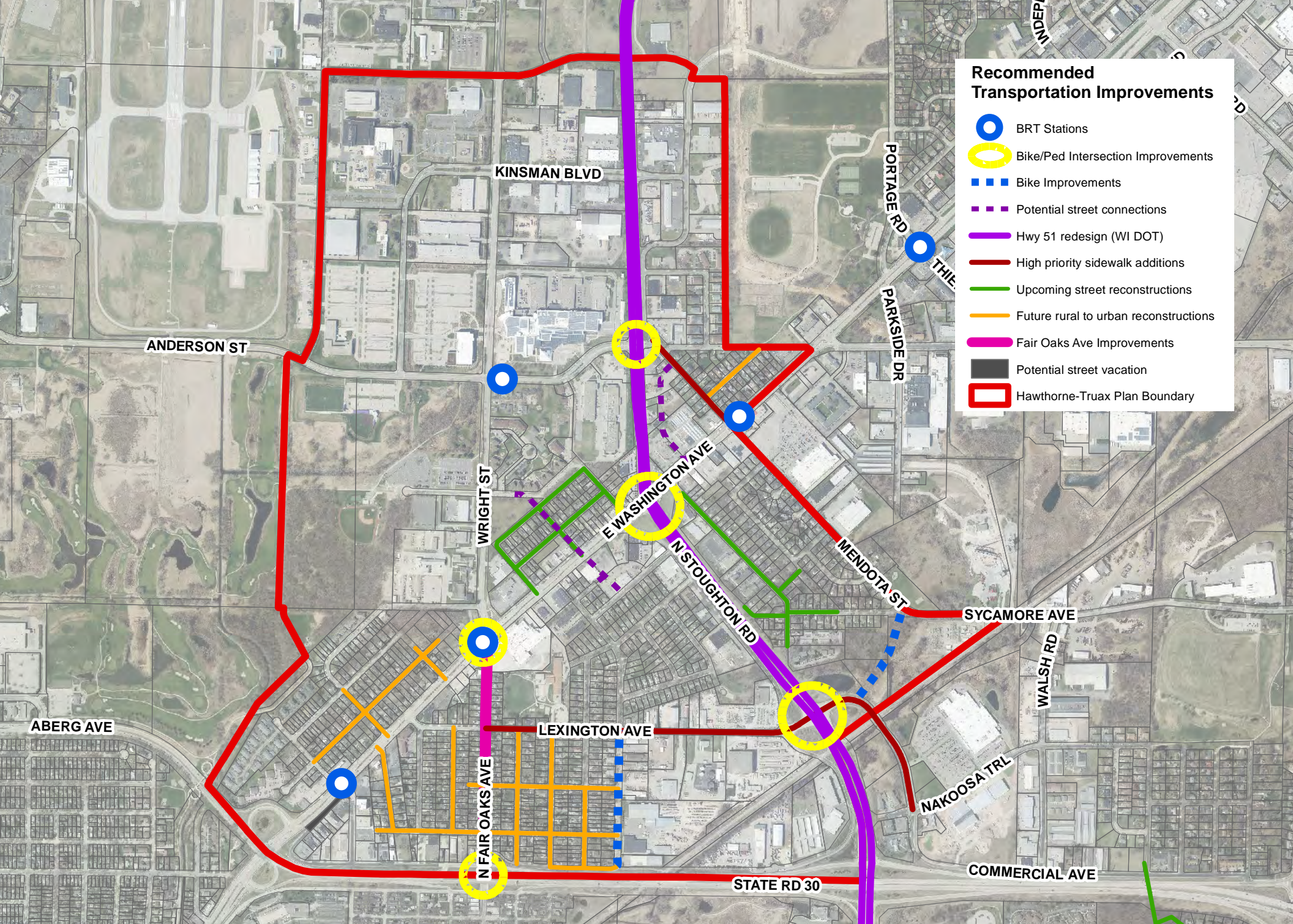
Highway 51

There is clearly a need to reimagine what Highway 51 could be. Currently the East Washington Avenue intersection is daunting to pedestrians who must cross nine lanes of traffic to get from one side to the other. It has an elevated crash rate and is shown on the High Injury Network Map. The speed and volume of traffic discourage biking in the unprotected, unbuffered on-street bike lanes. The planned Hwy 51 reconstruction has the potential to improve or detract from the Hawthorne-Truax area depending on its design.

3. Work with Wisconsin DOT to ensure the future form of the Hwy 51 corridor aligns with the City's vision for transportation and land use. The design should address the following concerns:
 - Utilize post-pandemic travel forecasts to avoid over-building and adding excess capacity.
 - The design should be a human-scaled urban connection that minimizes pedestrian crossing distances and motor vehicle speeds.
 - Ensure the intersection designs are comfortable, safe and convenient for bikes and pedestrians. Particular needs are at East Washington Avenue, Lexington Avenue, and Anderson Street.
 - The design should not further divide communities and should maintain a strong visual connection across the corridor. If grade separation is needed, East Washington Avenue should remain at its current elevation and Hwy 51 should be sunk below.
 - Maintain local street connections and property access from East Washington. If the design removes access from Hwy 51 for properties between East Washington Avenue and Anderson/Mendota Streets, add a local street between Mendota Street and East Washington Avenue to facilitate redevelopment on a connected street network.
 - 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.

The designs from 2014 generally do not meet these goals, and could cause significant negative impacts on the Hawthorne-Truax area.

Left: A 2014 design alternative for the Hwy 51 reconstruction where Hwy 51 is sunk below East Washington and interchange ramps are added on each side. Red "X"s indicate building demolitions needed for the expanded facility. MacArthur Road and Rowland Avenue street connections to East Washington Avenue are removed.



Re-Imagining Fair Oaks Avenue

Fair Oaks Avenue's current form does not match its context. It's 44 feet wide and doesn't carry that much traffic. It has parking lanes on each side that are unused because homes lining the street have 2-car garages and wide driveways. This means cars speed, excess stormwater is created and less space is dedicated to pedestrians and amenities in the terrace. *There's so much pavement there's no room for trees on Fair Oaks Avenue.*

While reconstruction is not yet planned, short and long-term strategies are needed to address issues created by the design. Below are two concepts that explore ways to improve the character and function of Fair Oaks Avenue.

Existing condition



Concept with wider terraces, on-street bike lanes and single lane of parking.



Concept with widest terraces, a shared use path and single lane of parking.



Transportation Recommendations (continued)

Sidewalks

There are major gaps in the pedestrian network as a result of many streets being originally constructed without sidewalks. Adding sidewalks to improve safety was a common theme of public comments and matches the City's sidewalk and street reconstruction policy.

- Proactively add sidewalks where there is a critical need, including on Lexington Avenue and streets leading toward Hawthorne Elementary, and on Mendota Street between Lien Road and East Washington Avenue.
- Add missing sidewalks on all neighborhood streets when reconstructions occur.



Above: Missing sidewalks near Hawthorne Elementary School. Below: Conceptual redevelopment on East Washington Avenue showing the vacated frontage road between the Hwy 30 ramp and Rethke Avenue (left) and showing an extension of Schmedeman Avenue, linking the Truax community with the Hawthorne neighborhood (right).



Other Street improvements

There are several other street improvements that should occur scattered throughout the plan area.

- Fair Oaks Avenue Redesign: Consider short and long-term improvements to Fair Oaks Avenue 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 planning would allow complete reimagining of what the street could be. Reconstruction timing is based on several factors including pavement, curb and utility conditions, and is not currently known.
- Vacate East Washington Avenue Frontage Road: As redevelopment occurs, vacate the frontage road on East Washington Avenue between the westbound Hwy 30 ramp intersection and Rethke Avenue while ensuring access to other properties is maintained. This would bring redevelopment closer to the actual street, improving the visual character and pedestrian experience on the sidewalk.
- Extend Schmedeman Avenue north to Straubel Street and south to Prairie Avenue (as redevelopment occurs) to improve connections between neighborhoods and facilitate a more pedestrian-oriented redevelopment south of East Washington Avenue.



Vision Zero

Many comments related to speeding and other safety issues are not unique to this area, but are indicative of a recognized need to better manage speed throughout the City. Many of these themes are being addressed through the [Vision Zero initiative](#). It's recommended that the City continue to implement Vision Zero activities, particularly in areas highlighted by the High Injury Network Map including East Washington Avenue.

9. Continue to evaluate options to reduce excessive speeds, particularly at peak and evening hours.
10. Improve pedestrian crossings on the west side of Fair Oaks Avenue at East Washington Avenue by removing or better controlling right turn slip lanes.
11. Evaluate intersection designs or other options to control speed on Anderson Street east of the airport.
12. Consider intersection and pedestrian improvements at Fair Oaks Avenue and Hwy 30.

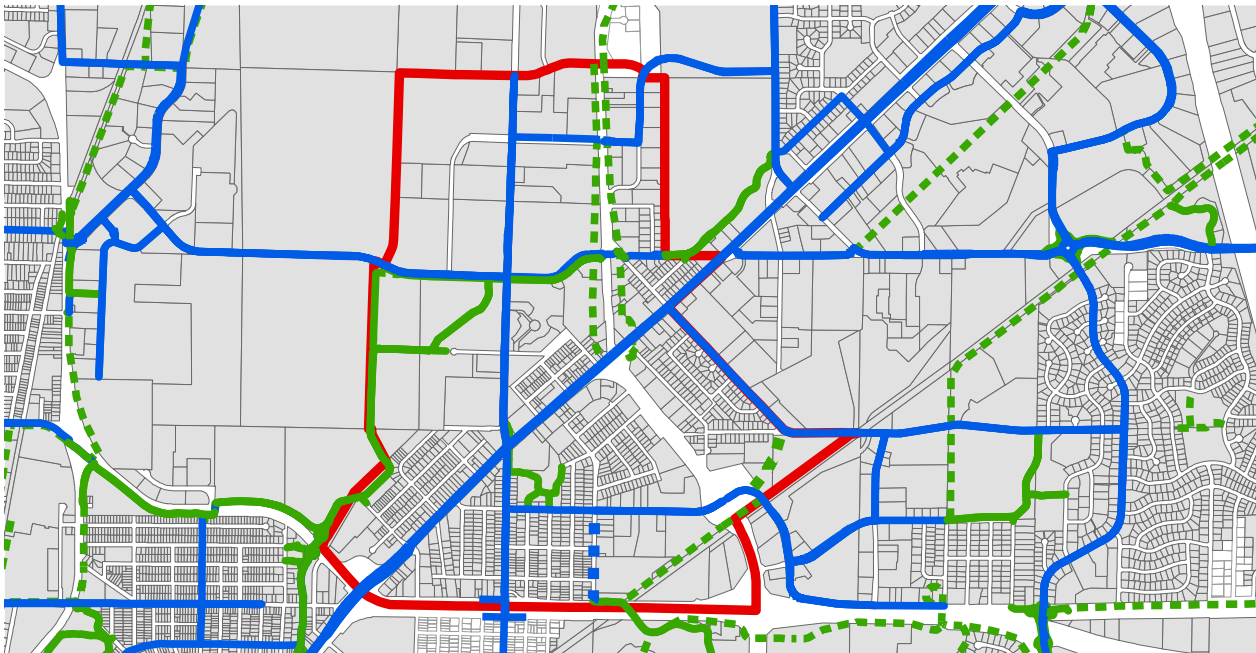
Bike Network

There is a relatively robust bike network in and around the Hawthorne-Truax area, but additional connections could improve access and utilization of the resource.

13. Designate Mayfair Avenue a bike boulevard between Lexington Avenue and the Marsh View Path connection under Hwy 30.
14. Continue to pursue the planned extension of Goodman Path along the rail corridor.
15. Evaluate the potential for a future bike and pedestrian connection linking Mendota Street and Sycamore Avenue to the Commercial/Lexington Avenue corridor.

Existing and planned bike facilities

- Existing on-street facility
- - - Planned on-street facility
- Existing off street path
- - - Planned off street path

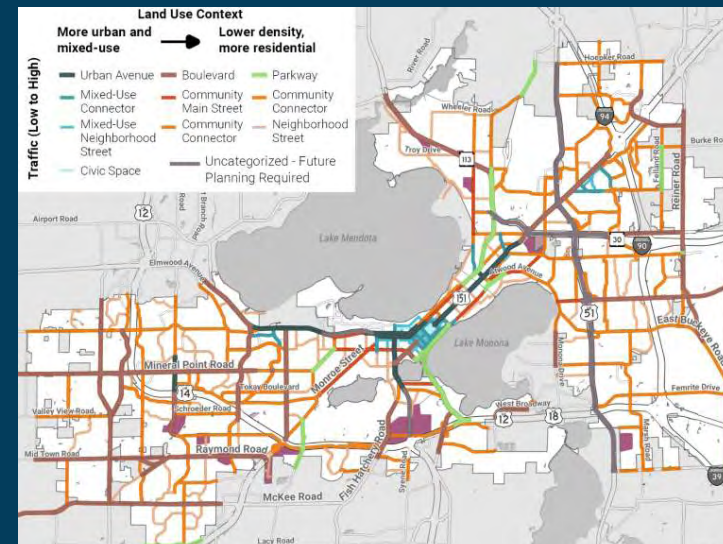


Complete Green Streets

Adopted in 2022, [Complete Green Streets](#) provides a consistent process for designing streets in a way that better reflects our community values and increases safety and equity, utilizing typologies and modal priority networks that serve as the basis for future street designs.

In the Hawthorne-Truax area, the Transit Priority Network designation is applied to the East-West BRT corridor. Fair Oaks Avenue, Lexington Avenue, Anderson Street and Mendota Street are designated as part of the All Ages and Abilities Bike Network. The area is also a Tree Canopy Priority area, where wide terraces are prioritized to support trees and green infrastructure.

These designations are reflected in, and consistent with, the recommendations in this plan.



Neighborhoods & Housing

Housing, affordability and displacement were the most commonly heard concerns in public engagement efforts during this planning process. That is not surprising given the multidimensional pressure on the housing market resulting in relatively rapid increases in housing costs; growth 50% faster than projected, shortages of labor and materials for new construction, and limited inventory of existing housing are all contributing to housing cost increases.

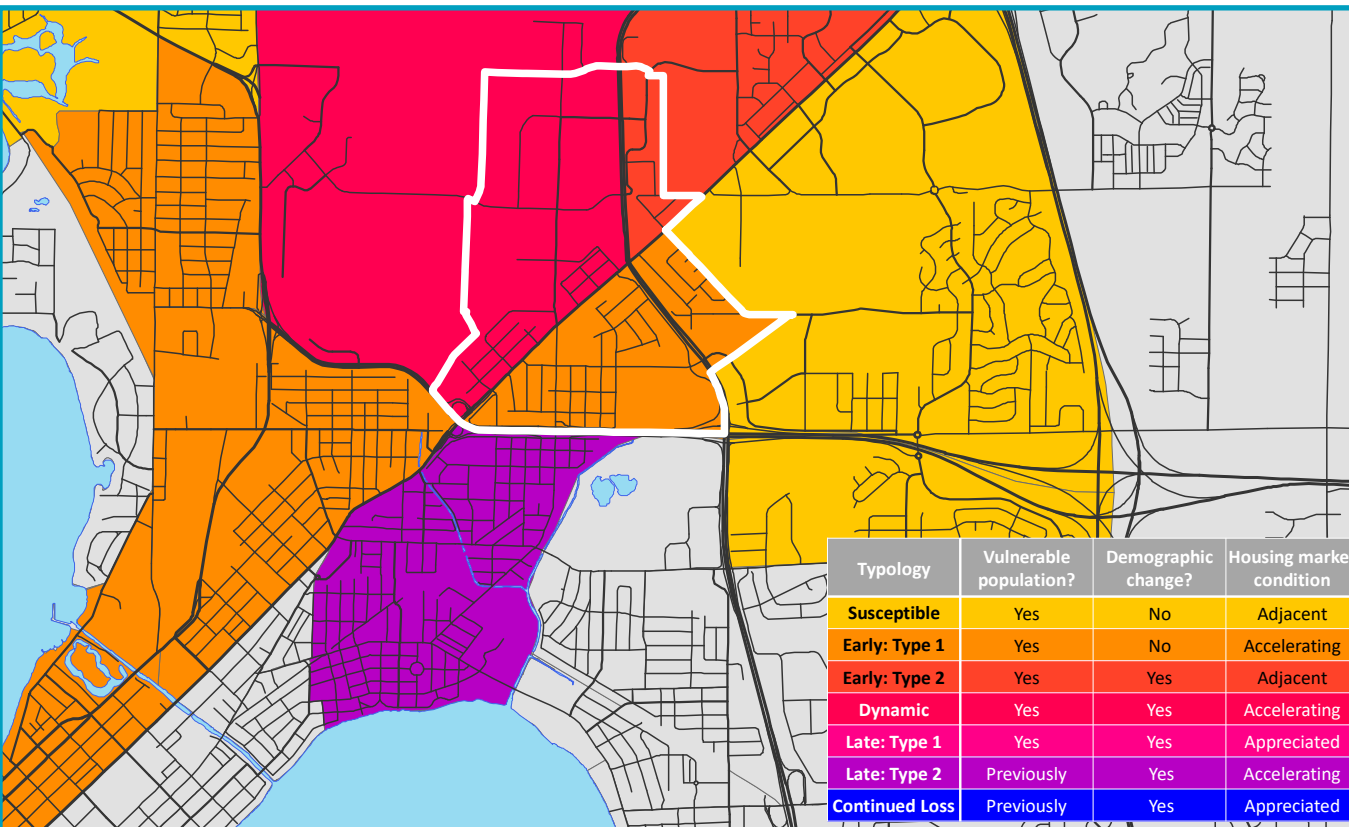
The 2019 [Equitable Development Report](#) identified the Hawthorne-Truax area as potentially susceptible to and/or experiencing some level of gentrification and displacement due to presence of an economically vulnerable population, and some level of housing

cost increase and observed population change. Some residents expressed concern that new development would not be affordable and cause gentrification and displacement of existing lower-income residents. While the concern is understandable, data from the Equitable Development Report actually found the opposite to be true. Where new growth occurred, even when only adding new units towards the top of the rent spectrum, rents in existing naturally-occurring affordable units only increased at the rate of inflation, significantly below the overall citywide increase. This suggests that new growth actually holds down existing rents by increasing supply and creating greater market competition, resulting in reduced financial and displacement pressure on existing residents. While new growth can change a neighborhood, it does so by adding new residents,

stores and restaurants, not by removing those that already exist.

The City has limited options to create new affordable housing. The City cannot require new developments to include affordable housing, and previously adopted regulations to increase the amount of affordable housing have been struck down in court. The City's most effective tool to increase the supply of new affordable housing is through its financial assistance programs such as the [Affordable Housing Fund \(AHF\)](#), a competitive loan program supporting income-restricted affordable housing development. The 2022 eligibility map showed much of Hawthorne-Truax to be a preferred area for funding.

It's also important the mixture of housing unit types provides options for residents throughout their lives, whether that's a first apartment, a house for a family or group of roommates, or options for seniors. Sometimes that can occur with larger buildings on major corridors, but it can also be developed in lower density areas through smaller buildings often referred to as Missing Middle. These building types, such as flats, duplex and townhomes, are more similar in scale to single family homes and can add opportunities for new residential units and neighbors in established residential areas. The recommended future land use map increased the amount of Low-Medium Residential to better accommodate more Missing Middle, but some types of Missing Middle housing can be added to Low Residential areas in Hawthorne-Truax, particularly around neighborhood amenities like parks, open spaces and schools.



Left: map from the 2018 Equitable Development Report, highlighting areas which may be at elevated risk for displacement.

Recommendations

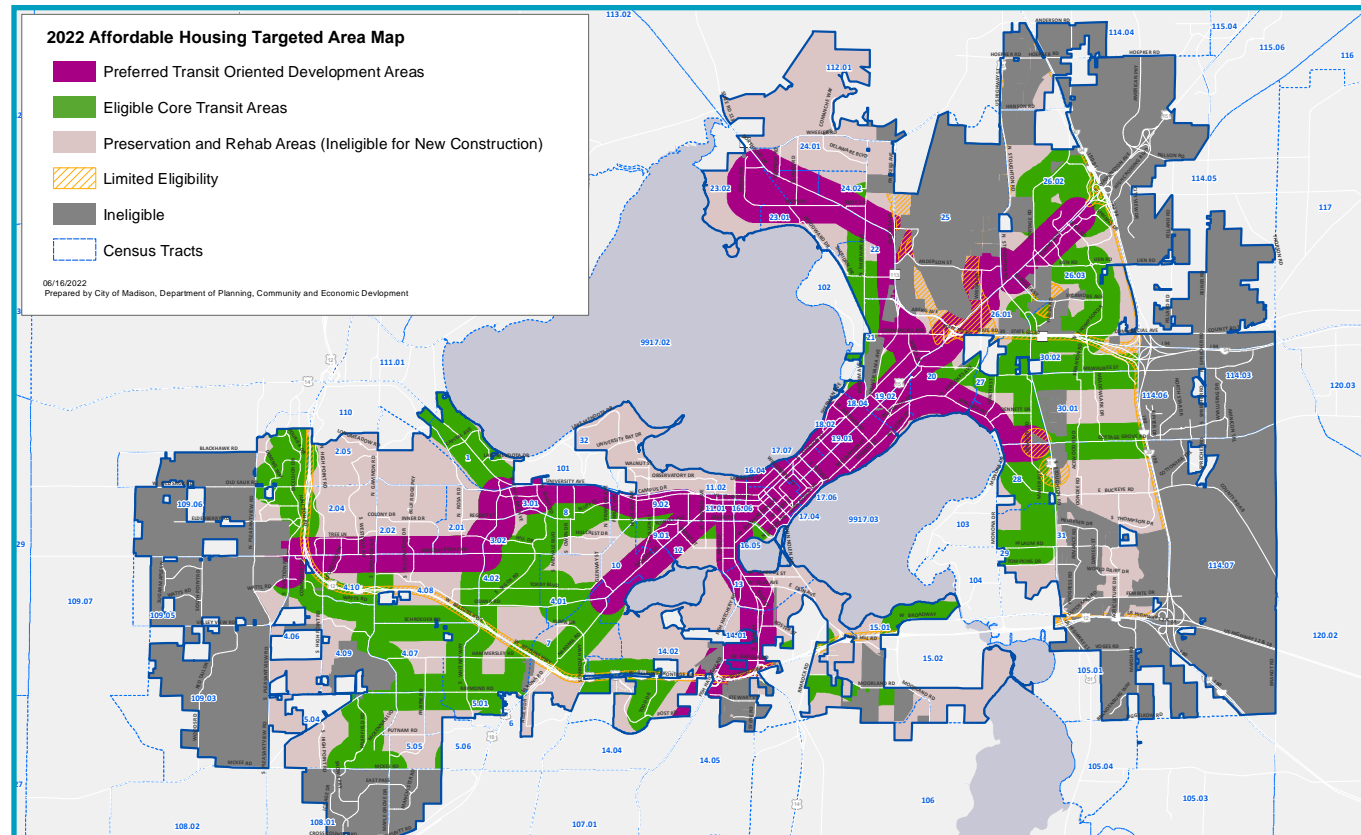
16. Encourage the development of new affordable housing in the area, using tools such as the City's [Affordable Housing Fund](#) and supporting affordable housing development on Dane County's vacant Wright Street property.
17. Maintain naturally occurring affordable units by ensuring new housing growth keeps up with demand.
18. Expand paths to home ownership by promoting existing programs such as the City's [First Time Buyer Assistance](#) and other outside programs. Take steps to minimize displacement of lower income residents by raising awareness of other assistance like property repair/rehabilitation loans.
19. Assist older residents who want to remain in the neighborhood by promoting [property tax assistance programs](#) and encouraging the establishment of life-cycle housing, creating options for different and changing housing needs and levels of care.
20. Minimize noise impact from the airport on neighborhood residents by encouraging sound insulation on existing buildings and new construction. Work to ensure eligible households are aware of [Part 150 soundproofing programs](#). Identify sound mitigation options for properties outside sound contours, particularly Hawthorne Elementary, which may include weatherization (air sealing) programs.
21. Encourage the development of spaces that support neighborhood-oriented destinations like restaurants or cafes, by including ground floor commercial space in new mixed-use buildings at appropriate locations, such as near BRT stations.
22. Work with the community to identify areas which lack lighting and explore solutions like tree trimming, porchlight campaigns and additional streetlights.



Left: Missing Middle housing types.



Below: 2022 Affordable Housing Fund eligibility map.





Culture & Character

The culture and character of a place reflects the people living there, the unique elements that influence how someone feels in that place, and the lasting memories fostered there. Connecting people to their built and natural environment and with their neighbors is essential to connecting them to their community. Social offerings, aesthetics, and openness are all attributable factors of what connects people to their community.

The visual character of the Hawthorne-Truax area is largely defined by highway commercial and industrial uses interspersed among older traditional neighborhoods. Residents have voiced that they do not see themselves reflected in the community. They would like to participate in defining a new look and feel for the area that better represents the current population and cultural diversity of people living there. This could include using a community-based design process where residents help inform the type and location of public art and design elements for streetscapes, parks and other public spaces. Creating a welcoming and accessible environment with public greenspaces, art, streetscapes and commercial corridors where everyone from the area feels comfortable and at home will promote a more vibrant and inviting sense of place.

There is also an opportunity to build upon the existing natural cluster of artist and makerspaces along Commercial Avenue where artists and craftspeople use industrial machines and tools to fabricate their work. There are additional vacant and underutilized spaces along Commercial, Lexington and Mayfair Avenues for interim uses like artist workshops, pop-up galleries and performance venues. Spaces where artists can work, produce, collaborate and perform, and where residents of all ages can engage in placemaking and other creative activities will help contribute to the development of community.

Hosting neighborhood events and activities also builds community. Residents have voiced the need to expand upon existing events and other social offerings, most of which are currently centered around East Madison Community Center in Truax Neighborhood, Carpenter-Ridgeway Neighborhood and Hawthorne Elementary School. In particular, people feel there should be more gatherings that celebrate the diverse racial, ethnic, and cultural backgrounds of residents and the overall uniqueness of the area.



Recommendations

23. Invite residents of all backgrounds to participate in a community-based process to design public gathering spaces and streetscapes along East Washington Avenue so that as this commercial area redevelops into more of a neighborhood-serving place, people will be comfortable expressing their culture there and feel that they belong.
24. Revise Urban Design District (UDD) number 5 (MGO section 33.24(12) in coordination with transit-oriented development (TOD) overlay zoning to reflect and implement the design recommendations of this Plan.
25. Encourage the creation of neighborhood-oriented events, such as block parties, food cart nights or summer concert series, to bring residents together more frequently.
26. Explore the feasibility of creating urban arts districts along Lexington, Mayfair, and Commercial Avenues to support the establishment of artist workshops, music studios and makerspaces; explore modifying the City's art grant program to help artists secure studio space in these areas.
27. Explore the possibilities of adding murals to blank facades such as the telecommunications building at Rowland and East Washington Avenue.
28. Work with Dane County to identify community-oriented interim uses for the greenspace in the Wright street triangle.
29. 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, but is not limited to, pop-up galleries, artist-in-residencies and murals.
30. Fully implement the "Art Through City Building" concepts as described in the City's [Public Art Framework](#), Cultural Plan, and other adopted policies to make the Hawthorne-Truax Area more welcoming to people of every race, ethnicity, gender, age, and ability.



Green & Resilient

Parks and Open Spaces

Carpenter Ridgeway Park is located north of Carpenter Street and accessed from the neighborhood by a path between homes. As a result of this configuration, many people discover the park not from the neighborhood but by the Starkweather Creek Bike Path, which runs through it. The four acre park is considered a neighborhood park, but is part of a larger open space corridor along Starkweather Creek. The park's playground was updated in 2015, and neighbors have added a number of improvements like an oak grove, meditation labyrinth, bat houses and a rain garden. The larger open space network includes the adjacent Bridges Golf Course, Madison College's athletic facilities

and a large wooded area with wetlands that follows the Creek, extending from Hwy 30 to Anderson Street. Informal off-road bike trails were also created but are not publicly maintained. There is an opportunity to improve awareness and enjoyment of this open space corridor, and enhance features like the Creek and trails.

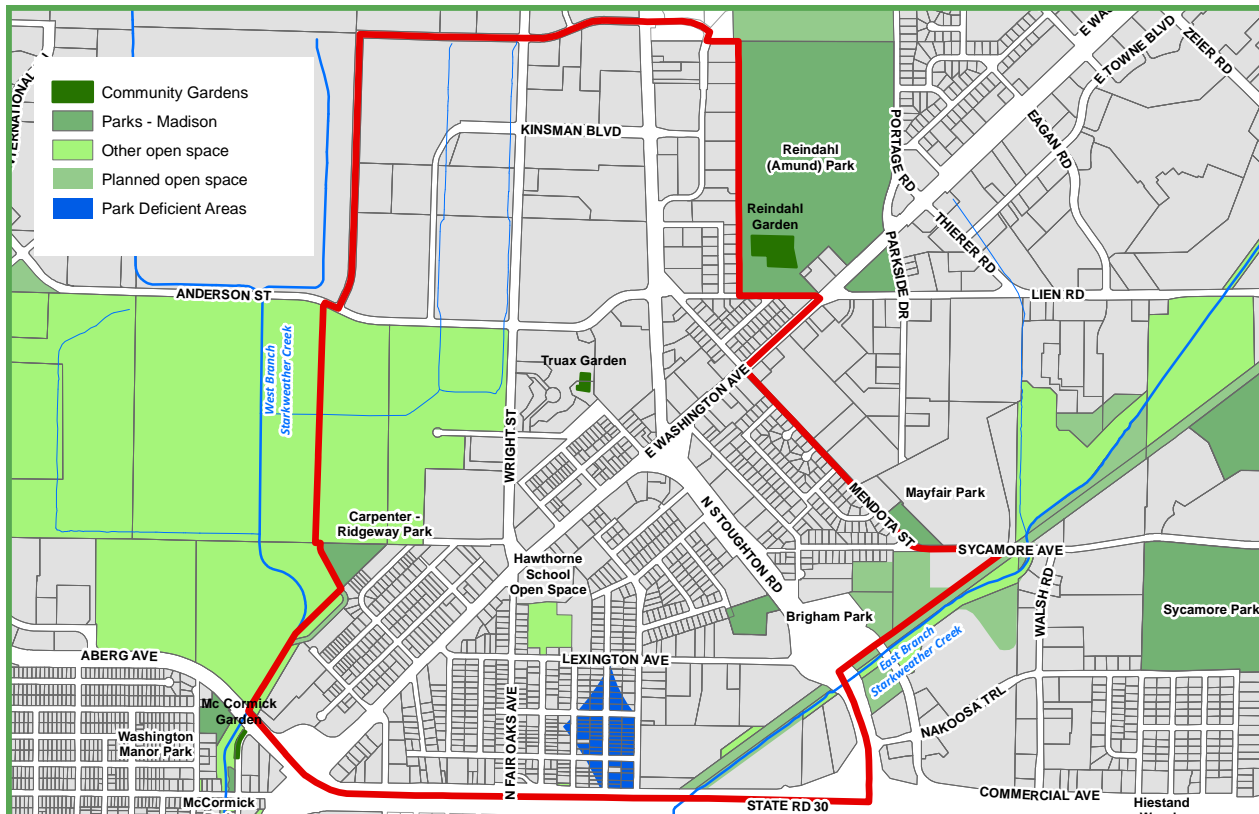
The other public park is Brigham Park, located at the end of Rosendale Avenue. Like Carpenter Ridgeway Park, it has no street frontage, accessible only by a path and is surrounded largely by industrial properties. At just over three acres, it's classified as a mini park and contains a playground and basketball court in field space dotted with trees.

The spacing and size of the City's parks does create a park deficient area (identified in the 2018 [Parks and Open Space Plan](#)) centered on Fairmont Avenue south

of Lexington Avenue. The northern portion of the deficient area is served by the Hawthorne School Open Space, which is not a park but a shared-use agreement allows for public use when school is not in session. Like other parks, the open space is bound by private property, limiting visibility into, and likely use of, these neighborhood amenities. While the Hawthorne School Open Space is the largest and most central public space in the neighborhood, the lack of visibility prevents it from becoming a focal point of activity for the area.

There are several parks just outside the plan area that serve neighborhood residents. Adjacent to the planning area is the Reindahl Park, a 91 acre community park featuring a splash pad, cricket field, soccer fields, tennis courts and community gardens. Madison Public Library is in the planning stages of its future Imagination Center at Reindahl Park, a library and community facility that will allow residents to gather and learn. Major roadways separate Reindahl Park from most Hawthorne-Truax residents creating barriers to access. This underscores the need for improved crossings of Hwy 51 through its upcoming reconstruction. Mayfair Park provides a small neighborhood space for Hawthorne-Truax residents at the bend of Mendota Street and Sycamore Avenue. To the south, the planned Starkweather Park will be developed when it can be expanded and publicly-accessed from the Voit property or Milwaukee Street. It will also be accessible by the Marsh View Path connection under Hwy 30 at Mayfair Avenue.

During this planning process, numerous community members noted a general lack of youth-focused recreation facilities in parks, and minimal recreational programming. Most recreational programming in Madison is coordinated by Madison School and Community Recreation (MSCR, a division of Madison Metropolitan School District), which hasn't used Hawthorne Elementary's facilities in recent years beyond operating its afterschool program. Some of Madison College's recreation facilities are open to the public, but this is not well known in the neighborhood resulting in limited community use.



Environmental Concerns

While Starkweather Creek is a significant natural amenity for the area, low lying areas along the south branch regularly flood in heavier rain events. Flooding at the intersection of Lexington and Commercial Avenues and Hwy 51 is particularly problematic since the intersection becomes impassable, cutting off a major access point for the Hawthorne-Truax neighborhoods. The Engineering Division is currently leading the [Starkweather Creek Watershed Study](#), with the initial stages focused on flood modeling. Later phases of the study will include recommendations to minimize or mitigate impacts. The Hwy 51 reconstruction will also need to take this into account and could result in improvements to avoid street flooding.

A number of neighborhood residents also expressed concerns about polyfluoroalkyl substances more commonly known as PFAs. Present in firefighting foam historically used at Dane County Regional Airport, PFAs are now found in surface and ground water surrounding the airport. This resulted in the shut-down of Well #15, and elevated PFA levels found in Starkweather Creek prompted the installation of warning signs with advisories on fish consumption. [Madison Water Utility](#) completed a PFAs removal feasibility study in 2021 which evaluated various technologies and recommended a granular activated charcoal system. Preliminary system designs are in process with construction of the treatment system planned for 2024.

Hawthorne School Open Space is fully enclosed from public streets and lacks visibility that can increase use.



Recommendations

31. Improve access to and visibility of City of Madison park spaces through selective property acquisitions, including three single-family homes on Lexington Avenue abutting the Hawthorne School Open Space
32. As part of all street reconstructions, ensure terrace widths are sufficient to support large canopy trees and explore distributed green infrastructure, such as terrace rain gardens, where possible.
33. Proactively work with the Streets Division and Forestry section to identify and address areas without street tree plantings.
34. Continue to pursue a residential tree rebate program to encourage tree plantings on private property, and prioritize areas with lower canopy coverage levels, higher heat island impacts and lower incomes.
35. Seek a public access easement or dedication along the east branch of Starkweather Creek between Hwy 30 and Commercial Avenue (behind the Kriete Trucking Center property).
36. Add one or more canoe and kayak launches along the west branch of the Starkweather Creek.

Wide terraces provide space for large canopy trees and can accommodate rain gardens.



37. Flood Reduction: Coordinate with the Starkweather Creek Watershed Study to develop stormwater management and watershed protection recommendations. Investigate solutions to areas with chronic flooding such as at Lexington Avenue and Hwy 51 and in the “triangle” area between the East Washington Avenue Frontage Road and the Commercial Avenue Service Road. Chronic flooding can eliminate primary neighborhood access points during heavy rain events.
38. Stormwater Quality Improvement: Coordinate with the City’s Wisconsin Pollutant Discharge Elimination System (WPDES) Municipal Separate Storm Sewer (MS4) Permit requirements to target areas to improve stormwater quality. Approximately every five years, the City updates its Stormwater Quality Management Plan to quantify the City’s existing pollution reduction and what else needs to be done. Stormwater quality practices, such as pervious pavement or biofilters, in this area can help improve the neighborhood’s resilience.

Recommendations for Community Partners and Other Entities

- Explore opportunities with Dane County to enhance the greenspace south of Anderson Street and west of Wright Street such as establishing mountain bike trails in collaboration with Capitol Off-road Pathfinders and other area mountain bike groups. Work with these groups to maintain the trails over time, with a special focus on involving youth.
- Work with neighborhood associations, cultural groups, school classes, and other stakeholders to improve and expand the walking trails that connect Carpenter-Ridgeway Park to the west branch of the Starkweather Creek.
- Work with community partners to explore opportunities for tree planting events to expand the urban canopy.

Economy and Opportunity

The planning area has a diverse economy. It is anchored by the professional, scientific and technical services, educational services, health care and manufacturing industries. With nearly 8,000 jobs in 2019, it is also one of the larger employment centers in the Madison area. Jobs are concentrated in the Hwy 51 corridor, Lexington Avenue industrial area, and at Madison College. Madison College also offers a host of different programs to prepare students for a variety of professional careers and skilled trades. However, an issue shared during public participation is that the college does not prepare students for many of the jobs that are located nearby.

Additionally, some Madison College students who rely on the bus to get to school find that service is not frequent or reliable enough. This is a particular concern for those coming from outlying communities such as Sun Prairie where there is only one bus in the morning and one in the evening that students can take to the college. The closest stop is on East Washington Avenue at Mendota Street, and students must cross USH 51 and walk along streets without sidewalks. BRT, transit redesign and recommendations in this Plan to improve pedestrian and bike facilities will help enhance travel to Madison College.

Transit and related improvements will also make it faster and more reliable to commute to work by bus. Planning area residents primarily work in the Capitol and UW hospital areas, followed by the East Towne Mall and Hawthorne-Truax areas. More than 50% of residents are traveling less than 10 miles to work, and nearly 30% of residents' jobs are within walking distance of a future Bus Rapid Transit station. This access improvement may also encourage expansion of employment areas, particularly along USH 51 north of East Washington Avenue.

Education is one predictor of income and the percent of residents with a bachelor's degree is lower than the citywide average (58%), with block groups comprising Hawthorne-Truax ranging between 15-40%. This rate increased somewhat over the past six years, possibly indicating new residents moving in have more education than those moving out. Median household incomes are also lower than citywide, ranging from \$32,100 to \$58,500 for Hawthorne-Truax block groups compared to the citywide median of \$65,000 (2019). It is not surprising that people in this area are experiencing challenges meeting everyday needs, and some are living in poverty. This Plan seeks to use City resources and community partnerships to help residents access education and job training in preparation for high quality employment.

This will lead to more people moving out of poverty, and improve overall quality of life.

East Washington Avenue is the primary commercial corridor and includes numerous automotive businesses, a couple strip retail centers, a funeral home, two financial institutions, and a pharmacy/retail store, among other uses. While this centrally located corridor is not a neighborhood hub, there is potential to spur redevelopment at future BRT stations, vacant properties, and underutilized sites. This could help catalyze transformation of the corridor into more of a neighborhood-serving main street with a mix of housing, local businesses, and gathering places.

Growing thoughtfully with affordability in mind should continue to be a goal. Affordable business spaces, such as the area's older strip retail buildings, may be targeted for redevelopment. Rents for ground floor retail spaces in new mixed-use buildings can be double that of old spaces. Historically, displacement has disproportionately affected Black, Indigenous and People of Color (BIPOC) residents and business owners, and public engagement during this planning process and related efforts indicates BIPOC communities are concerned about their future here and in other parts of the city.



Further, while people of color represent approximately 27 percent of Madison's population, they represent only three to nine percent of business owners. There are also fewer developers and property owners among BIPOC communities, meaning they are not profiting from redevelopment to the degree of their White counterparts. Business and property ownership is a vital pathway to economic empowerment. For Madison to make meaningful progress in addressing racial disparities the City must go beyond programs focused on addressing basic needs, and direct more resources and strategies toward building wealth and economic empowerment among communities that are not sharing in the city's prosperity.

The [Commercial Ownership Assistance Program](#) is a City of Madison effort focused on helping business owners expand their enterprises by transitioning from renting space to owning commercial property. Recent examples include helping an entrepreneur of color purchase and remodel a vacant former adult entertainment venue on East Washington Avenue for a new grocery store with both traditional and ethnic goods, and assisting another business owner of color that provides much needed mental health therapy purchase a property that will allow her to increase services and create jobs.



Recommendations

39. Utilize City land banking to purchase properties, particularly along the BRT and other transit corridors, for the purpose of establishing affordable housing, and possibly to support business uses.
40. Utilize Tax Increment Finance (TIF) District 52, which will be located in the planning area along East Washington Avenue, to fund non-assessable infrastructure such as bicycle network improvements, pedestrian safety improvements, new streets, and stormwater management improvements; affordable housing; and initiatives like business incubators; land banking; and small business assistance.
41. Explore creating a new business/community/neighborhood improvement district along East Washington Avenue to help make public spaces more welcoming to all Madison's residents, maintain amenities, facilitate events and promote the area to customers.
42. Explore a commercial rental assistance or guarantee program to help small and emerging businesses, particularly those owned by BIPOC individuals, afford space in the East Washington Avenue commercial corridor where rent increases may occur. Gap assistance could be used to help businesses displaced by redevelopment afford ground-floor space in new mixed-use buildings.
43. Continue to use the [Commercial Ownership Assistance Program](#) to help businesses located in the planning area transition from renting space to owning commercial property.
44. Increase resident access to affordable childcare by expanding the capacity and broadening the eligibility of Madison College childcare, bringing in providers such as Reach Dane and others to commercial spaces of new mixed-use buildings like RISE Madison, assisting with creation of childcare cooperatives and in-home businesses, and encouraging employers in the neighborhood to provide on-site childcare.

45. Target promotion of the City's Facade Grant Improvement Program to this area for physical improvements to commercial buildings.
46. Work with community partners to identify job opportunities for youth along the BRT corridor, including major employers like the City, County and State government.
47. Encourage area employers to hire college students, high school students and recent graduates living in the planning area, and help these young people find and keep jobs by offering mentorship and guidance during the job search and after they are hired.
48. Expand the City's [Small Cap TIF](#) Loan Program and Building Improvement Grant Program, both targeted to small business, to this neighborhood, utilizing TID #52 funding

Recommendations for Community Partners and Other Entities

- Promote the East High School internship and apprenticeship program to employers in the planning area so that teens living nearby are better able to benefit from this important resource.
- Explore creating an East Washington Avenue Business Association for the purpose of connecting business owners with each other and with the City, and facilitating economic growth and development.
- Work with Madison College and the surrounding community so area residents have a full understanding of career opportunities available to them through programs offered at the College.

Community Programs, Partnerships and Effective Government

An effective government provides the City's residents and visitors with equitable day-to-day services and facilities that contribute to a high quality of life. These services and facilities include police and fire protection, waste management, snow removal, libraries, neighborhood centers, and more. As the planning area continues to grow in population, the demand for essential services will increase. Maximizing the efficient provision of facilities and services can best be achieved through careful coordination among City agencies and other units of government like the County and State, and through partnerships with area nonprofits, and the private sector to develop and operate facilities and services. An important focus on the provision of services is to provide individuals and groups, especially underrepresented populations, with the tools necessary to effectively gain access to Madison's many services and resources.

A combination of City, community-based, and private sector services and resources serve Hawthorne-Truax residents. In the immediate area, the East Madison Community Center provides social, recreation, and nutrition programs among other resources, Access Community Health Center provides medical, dental, and behavioral health care and affiliated pharmacy services, and Madison College provides college courses, career support, job skills training and some recreation facilities and services that are open to non-students. There are also a number of childcare facilities. Located outside the planning area, RISE Wisconsin offers child and family support and Goodman Community Center and New Bridge Madison provide programs for older adults. There are also a number of cultural groups serving the area like the Senegambia Women's Association, the Senegambia Association, and the African Center for Community Development.

Through conversations with the plan's Community Partners Group and public feedback, it is clear that residents could benefit from better connections to

existing resources and expansions of community services and programming in the immediate area. Many residents struggle to meet their basic daily needs. The average median income is lower than citywide, and a greater number of residents are experiencing poverty. The lack of affordable childcare is one of the area's biggest issues, and in some cases, parents have to choose between working and caring for their kids. Necessities like food, housing, and healthcare are also difficult to afford, especially for single parents. Further, there are barriers to renting such as credit history, previous convictions, earnest fees and security deposits. In particular, a growing number of teens and young adults are living unhoused. There is also very limited programming and services or gathering places in the planning area for middle school and teenage youth.

Many residents who need supportive services and programming do not drive, and public transit presents scheduling limitations. However, as mentioned in other parts of this Plan, faster, more reliable transit service is coming soon. This may be particularly important for older adults who rely on programs and services at Goodman Community Center and NewBridge Madison in Warner Park Community Recreation Center. Even with transit improvements however, some older adults will still have trouble walking from bus stops to their destinations. In part, this can be addressed by bringing



senior programming and services to the community rooms of new housing developments, and to the future [Imagination Center at Reindahl Park](#). Some of these locations could also house teen gathering places, and involving teens in the design and programming of these facilities will help ensure that they become popular hangouts where teens find interesting and engaging things to do with their friends.

The Imagination Center will be an important resource for people of all ages. It will have traditional library functions but will also include facilities and services such as child care, food preparation, health services, and satellite government services like bill payment, permits and licensing, public housing and childcare services, and more. While adjacent to the planning area, it will still be somewhat challenging to access. Similar to the Hawthorne Library, most area residents will need to cross major streets to access the Imagination Center.

Other concerns that can be addressed by expanding community-based and City services include issues of people experiencing homelessness, mental illness and drug activity. The City will build a permanent men's shelter in the planning area on Bartillon Road that includes a place to sleep along with supportive services. This Plan recommends adding sidewalks along nearby streets to better connect the shelter with bus service, the Imagination Center and other resources.

There are certain locations in the planning area that are isolated and tend to be dark at night. Residents indicate that drug dealing and use is common in the commercial area at the northern end of Mayfair Road near Commercial Avenue and along Reindahl and Graceland Avenues. The North and East Police Districts both serve the planning area and are working together to address drug issues through efforts like increased patrols. There is also a program through Public Health Madison Dane County to address drug and mental illness issues and it could be expanded in the planning area.

Most children in the area attend the centrally located Hawthorne Elementary School (3344 Concord Avenue). Hawthorne Elementary School is also a community school with targeted funding to support outreach coordinators and programs like Walking School Bus (WSB). WSB is particularly important for the many students who must cross major streets to get to school. It will be beneficial to explore expanding the WSB so it serves more parts of the planning area. It would also be helpful in addressing community service and programming needs if the Hawthorne community school could establish a type of Open Schoolhouse on certain days in the evening or on weekends so that community members could take classes and use the gym, library and computer lab.

Recommendations

49. Increase awareness and access to existing community programs and services and explore expanding them in such locations as the community rooms of new housing developments, Hawthorne Elementary School, the Imagination Center, and through co-location of community-based organizations.
50. Enhance promotion to neighborhood residents of programs for rental and utility payment support, the City's property tax assistance program for seniors, and the City's low cost mortgage and rehabilitation loans.
51. Explore establishing criteria for the City's Housing Forward Fund and Affordable Housing Fund that encourages applicants to be more flexible with renters in regard to credit histories, previous convictions, earnest fees and security deposits.
52. 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.

Left: Concept rendering of Madison Public Library's Imagination Center under development in Reindahl Park.

Below: Mural in pedestrian tunnel under East Washington Avenue at Fair Oaks Avenue.



53. Work to support Joining Forces for Families and East Madison Community Center in their efforts to address Truax resident needs like finding affordable childcare, healthcare, and nutritious food.
54. 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
55. Encourage the establishment of community spaces in new mixed-use areas and invite youth to help design and program these spaces for artistic expression, gathering with friends, recreation, and other activities.
56. Encourage and support organizations such as New Bridge Madison and Goodman Community Center to bring programming and services for older adults to the planning area; explore potential locations like apartment community rooms, East Madison Community Center, Madison College and the Imagination Center.
57. 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.
58. Provide technical support and ideas for grants and other resources that could assist residents in re-activating the Hawthorne Neighborhood Association, a previously long-standing organization that organized social events and activities, connected residents to resources and helped them gain a voice in City processes and other initiatives affecting their neighborhood.

Recommendations for Community Partners and Other Entities

- Coordinate with area financial institutions to explore creating financial literacy programming for residents including adults, youth and school age kids.
- 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 women, babies, and young children.
- Work with community partners to support and expand Hawthorne Community School. Consider establishing Open Schoolhouse evenings that offer community programs and resources such as:
 - English as a Second Language and Spanish classes.
 - Job search and employee skills training
 - Open computer lab
 - Open gym
 - Zumba, yoga, Tai Chi, and other health and fitness classes; partner with YMCA, MSCR, Access Community Health and other providers
- Explore needs and identify opportunities to expand the Hawthorne Elementary Walking School Bus so that in addition to kids from Truax Neighborhood, it also serves students from Carpenter-Ridgeway and Hawthorne Neighborhoods.
- Share information on programs such as the Home Buyers Round Table of Dane County and Consumer Credit Counseling Service, tenant education programs for building and repairing credit, financial planning, finding and maintaining housing, understanding property owner/tenant and fair housing laws, communicating with rental property owners and understanding notices and contracts associated with renting.

- Explore creating teen lofts at the East Madison Community Center, and in community rooms of new housing and mixed-use development, and encourage the inclusion of youth programming at the Imagination Center.
- Promote FoodShare, food pantries, and other food and nutrition assistance programs to residents along with establishing an essentials pantry to complement the food pantry at East Madison Community Center.
- Explore hosting community service and health fairs at Access Community Health Center, East Madison Community Center, Hawthorne Elementary School and other neighborhood locations.



Community Development Block Grant Funding for Community Projects

The Community Development Block Grant (CDBG) Committee allocated \$250,000 of CDBG funds for implementation of community-defined projects that address issues identified during the planning process. While community members expressed ideas throughout the plan development process, January 2023 meetings, displays in public places, and a survey focused on refining and prioritizing potential projects.

Below: Bike skills pump track

Center: The tunnel under East Washington Avenue was improved with the murals, but is dark and can be uncomfortable to some.

Right: a light installation provides visual interest while its illumination improves comfort and safety.



Community Priorities

The projects described below reflect the most commonly heard community priorities.

Recreational facilities and spaces for youth and young adults

The need for youth gathering spaces and recreational facilities was heard from early on in the planning process. A basketball court, splash pad and bike skills course were specifically identified for the Truax area. While there are some facilities in surrounding parks, most are not easily accessible by foot from the area and are often hidden in the depth of the spaces.

Improve comfort of users and address perceived safety issues in pedestrian tunnels

Numerous participants in the planning process mentioned poor conditions of the tunnel underneath East Washington Avenue at Fair Oaks Avenue/Wright Street and some talked about the Marsh View Path underneath the Hwy 30 overpass. Hawthorne School kids beautified the East Washington tunnel with a mural a few years ago. However frequent vandalism of the mural, littering, low lighting, and safety concerns make the space feel uncomfortable, especially for kids relying on it as an alternative to crossing the heavily traveled East Washington Avenue. Suggested improvements include cameras and lighting upgrades.



Photo: Dane Arts Mural Arts

Placemaking and Public Art

Public art and other placemaking strategies could help address the "No There There" theme which emerged during Phase 1 public engagement. While additional opportunities may present themselves, several ideas have emerged as potential paths for placemaking and improved visual character. The first is a mural painted on the handball courts at East Madison Community Center. The mural design would be defined by a community-led process, helping create more resident ownership of the space and expanding how people use it. The second concept could expand on a lighting project related to the Marsh View Path, utilizing artistic illumination under the Hwy 30 bridge to address user comfort, while creating visual interest. Others include a community gathering space on the underutilized Wright Street greenspace triangle, a mural painted by Hawthorne students to brighten up a wall facing their community garden, and upgraded play spaces and other improvements to the school's greenspace that make it accessible to children with disabilities and encourage community-wide use.



Photo: Brian Wancho

Increase affordable childcare options

Many residents shared that they struggle to find affordable childcare options or that they know parents in this situation. Opportunities may open up in this planning area for renovation of existing commercial spaces where non-profit childcare providers could locate. It would be best if they are along transit corridors and near commercial uses that families need to access.

Top: Accessible playground equipment

Bottom: Parklets repurpose on-street parking spaces into an active neighborhood place for people



Recommended Community Projects

Not all of the projects can be implemented with this plan's CDBG funds, and some may only be possible if unique opportunities arise in the future. Working with property owners and relevant agencies, City staff will determine project feasibility and finalize implementation details. As a result, potential projects were organized into two categories:

Tier 1 Projects

Tier 1 Projects are those where there is a relatively clear path to implementation. Discussions with property owners and other implementation partners have already begun:

- Youth recreation facilities near Truax apartments like a splash pad, bike skills course and/or skateboard park
- Lighting and other enhancements in the East Washington Avenue pedestrian tunnel at Wright Street
- Public art at locations like the Hwy 30 underpass along Marsh View Bike Path, Hawthorne Elementary School and East Madison Community Center

Tier 2 Projects

Tier 2 Projects are those with known issues to overcome, but could be implemented over time as opportunities arise. These projects are shown given their importance to the community, with the understanding that there are some known challenges to overcome before the projects could be implemented:

- Basketball court near Truax apartments
- Hawthorne Elementary School Open Space upgrades such as accessible playground facilities
- Parklets on Fair Oaks Avenue
- Gathering place on Wright Street triangle
- Non-profit childcare (renovate existing building space)

Plan Implementation

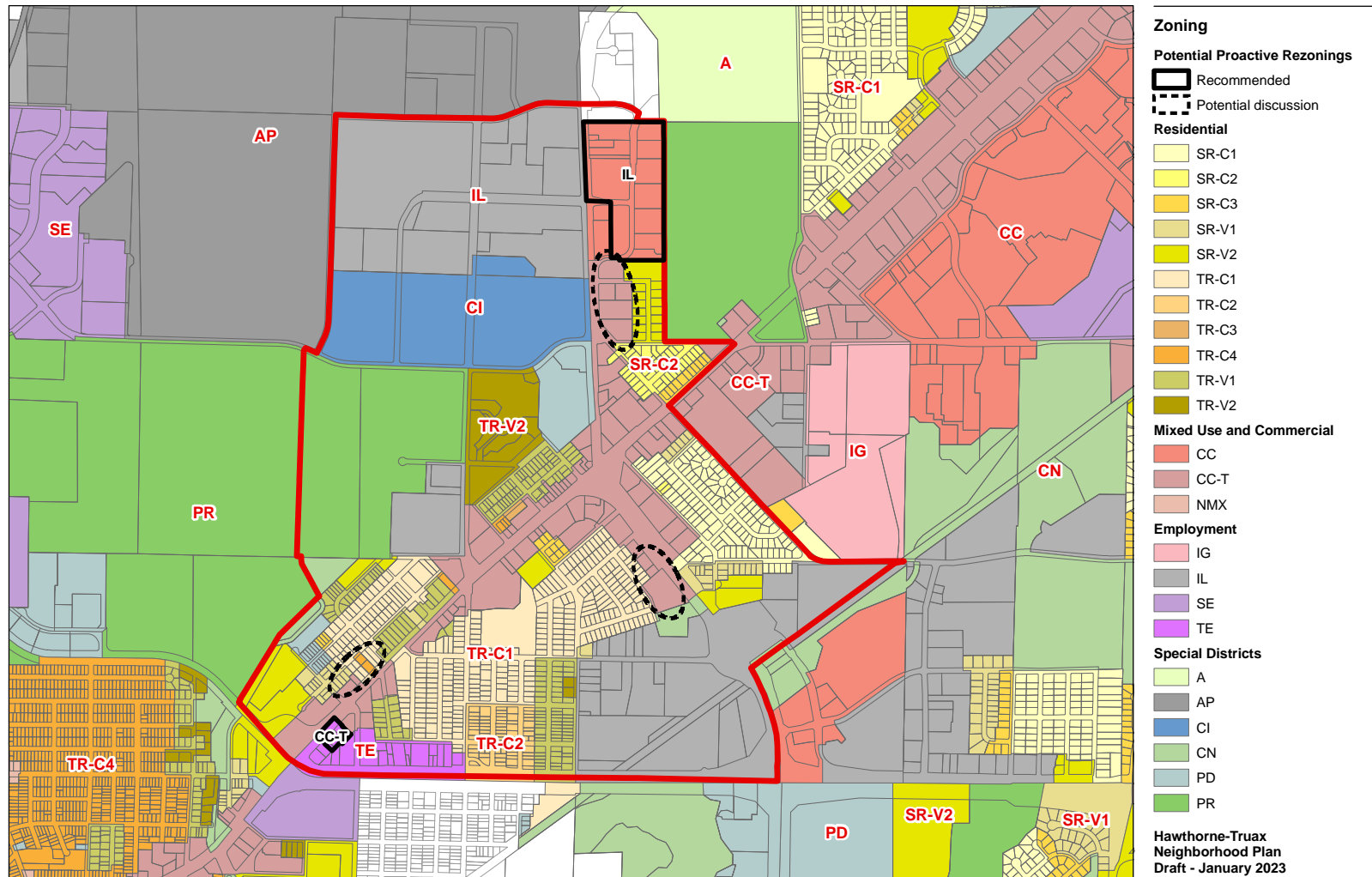
This plan is a framework for lead implementation agencies and community partners to improve the Hawthorne-Truax planning area. A matrix with all plan recommendations, lead implementers and a time frame for completion begins on the following page.

Lead implementers will incorporate neighborhood improvement projects in capital or operating budgets and work plans, and project staff will work with the City's Community Development Block Grant Office to finalize expenditure of CDBG funds targeted for use by the Hawthorne-Truax Neighborhood Plan. Other implementation tools may also be used such as the City's Tax Incremental Finance program, and public and private grant monies.

Inclusion of Projects in City of Madison Operating and Capital Budgets

The Hawthorne-Truax Neighborhood Plan recommendations provide direction for proposed improvements and the implementation strategies provide action steps. Implementation includes the lead implementers and partners, estimated costs, and a general timeline for completion. Plan implementation of neighborhood projects and programs is contingent upon available resources. Policy makers are responsible for the allocation of resources for the entire City and thus funding for Hawthorne-Truax Neighborhood Plan recommendations will be weighed against other worthy projects citywide. Securing funding from outside sources, leveraging funding with other available funding, or dovetailing proposed new projects with planned projects will help implement the desired activities and projects.

	Recommendation	Responsible Agencies	Cost to City	Time frame
1	Incorporate the Generalized Future Land Use Map recommendations in this document into the City's Comprehensive Plan to guide future development proposals and to ensure development outcomes are consistent with resident priorities guiding this plan.	Planning	\$	1-2 years
2	Proactively rezone select properties to support the goals in this plan and prevent development detrimental to the character envisioned.	Planning	\$	1-2 years



Proactive rezoning is a separate legislative action and could be considered after the adoption of this plan. The map above represents a starting point of a potential rezoning process, which would need approvals from both the Plan Commission and Common Council.

	Recommendation	Responsible Agencies	Cost to City	Time frame
3	Work with Wisconsin DOT to ensure the future form of the Hwy 51 corridor aligns with the City's vision for transportation and land use.	Engineering, Traffic Engineering, Planning	\$	1-2 years
4	Proactively add sidewalks where there is a critical need, including on Lexington Avenue and streets leading toward Hawthorne Elementary, and on Mendota Street between Lien Road and East Washington Avenue.	Engineering, Traffic Engineering	\$\$	1-5 years
5	Add missing sidewalks on all neighborhood streets when reconstructions occur.	Engineering, Traffic Engineering	\$	Ongoing
6	Fair Oaks Avenue Redesign: Consider short and long-term improvements to Fair Oaks Avenue 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 planning would allow complete reimagining of what the street could be. Reconstruction timing is based on several factors including pavement, curb and utility conditions, and is not currently known.	Engineering, Traffic Engineering	\$\$\$	5-10 years
7	Vacate East Washington Avenue Frontage Road: As redevelopment occurs, vacate the frontage road on East Washington Avenue between the westbound Hwy 30 ramp intersection and Rethke Avenue while ensuring access to other properties is maintained. This would bring redevelopment closer to the actual street, improving the visual character and pedestrian experience on the sidewalk.	Engineering, Traffic Engineering, Planning	\$\$	As redevelopment occurs
8	Extend Schmedeman Avenue north to Straubel Street and south to Prairie Avenue (as redevelopment occurs) to improve connections between neighborhoods and facilitate a more pedestrian-oriented redevelopment south of East Washington Avenue.	Planning, Engineering, Traffic Engineering,		As redevelopment occurs
9	Continue to evaluate options to reduce excessive speeds, particularly at peak and evening hours.	Traffic Engineering, Police		1-2 years
10	Improve pedestrian crossings on the west side of Fair Oaks Avenue at East Washington Avenue by removing or better controlling right turn slip lanes.	Traffic Engineering	\$\$	2-3 years
11	Evaluate intersection designs or other options to control speed on Anderson Street east of the airport.	Traffic Engineering	\$\$	2-3 years
12	Consider intersection and pedestrian improvements at Fair Oaks Avenue and Hwy 30.	Traffic Engineering	\$\$	2-3 years
13	Designate Mayfair Avenue a bike boulevard between Lexington Avenue and the Marsh View Path connection under Hwy 30.	Traffic Engineering	\$	2-3 years
14	Continue to pursue the planned extension of Goodman Path along the rail corridor.	Traffic Engineering	\$\$\$	5-10 years
15	Evaluate the potential for a future bike and pedestrian connection linking Mendota Street and Sycamore Avenue to the Commercial/Lexington Avenue corridor.	Traffic Engineering	\$\$\$	5-10 years

	Recommendation	Responsible Agencies	Cost to City	Time frame
16	Encourage the development of new affordable housing in the area, using tools such as the City's Affordable Housing Fund and supporting affordable housing development on Dane County's vacant Wright Street property.	Community Development, Planning	\$\$\$	Ongoing
17	Maintain naturally occurring affordable units by ensuring new housing growth keeps up with demand.	Planning	\$	Ongoing
18	Expand paths to home ownership by promoting existing programs such as the City's First Time Buyer Assistance and other outside programs. Take steps to minimize displacement of lower income residents by raising awareness of other assistance like property repair/rehabilitation loans.	Community Development	\$	2-3 years
19	Assist older residents who want to remain in the neighborhood by promoting property tax assistance programs and encouraging the establishment of life-cycle housing, creating options for different and changing housing needs and levels of care.	Community Development, Planning	\$\$	Ongoing
20	Minimize noise impact from the airport on neighborhood residents by encouraging sound insulation on existing buildings and new construction. Work to ensure eligible households are aware of Part 150 soundproofing programs. Identify sound mitigation options for properties outside sound contours, particularly Hawthorne Elementary, which may include weatherization (air sealing) programs.	Planning, Dane County Regional Airport, Community Development	\$\$	1-5 years
21	Encourage the development of spaces that support neighborhood-oriented destinations like restaurants or cafes, by including ground floor commercial space in new mixed-use building at appropriate locations, such as near BRT stations.	Planning		Ongoing
22	Work with the community to identify areas which lack lighting and explore solutions like tree trimming, porchlight campaigns and additional streetlights.	Planning	\$	1-2 years
23	Invite residents of all backgrounds to participate in a community-based process to design public gathering spaces and streetscapes along East Washington Avenue so that as this commercial area redevelops into more of a neighborhood-serving place, people will be comfortable expressing their culture there and feel that they belong.	Planning, Engineering, Parks	\$	Ongoing
24	Revise Urban Design District (UDD) number 5 (MGO section 33.24(12) in coordination with transit-oriented development (TOD) overlay zoning to reflect and implement the design recommendations of this Plan.	Planning		1-2 years
25	Encourage the creation of neighborhood-oriented events, such as block parties, food cart nights or summer concert series, to bring residents together more frequently.	Economic Development, Planning, Parks	\$\$	Ongoing
26	Explore the feasibility of creating urban arts districts along Lexington, Mayfair, and Commercial Avenues to support the establishment of artist workshops, music studios and makerspaces; explore modifying the City's art grant program to help artists secure studio space in these areas.	Madison Arts Commission	\$\$	2-5 years
27	Explore the possibilities of adding murals to blank facades such as the telecommunications building at Rowland and East Washington Avenue.	Madison Arts Commission	\$\$	2 years

	Recommendation	Responsible Agencies	Cost to City	Time frame
28	Work with Dane County to identify community-oriented interim uses for the greenspace in the Wright street triangle.	Madison Arts Commission	\$\$	2 years
29	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, but is not limited to, pop-up galleries, artist-in-residencies and murals.	Madison Arts Commission	\$\$	8-10 years
30	Fully implement the “Art Through City Building” concepts as described in the City’s Public Art Framework, Cultural Plan, and other adopted policies to make the Hawthorne-Truax Area more welcoming to people of every race, ethnicity, gender, age, and ability.	Madison Arts Commission		Ongoing
31	Improve access to and visibility of City of Madison park spaces through selective property acquisitions, including three single-family homes on Lexington Avenue abutting the Hawthorne School Open Space	Parks, Real Estate	\$\$\$	As property becomes available
32	As part of all street reconstructions, ensure terrace widths are sufficient to support large canopy trees and explore distributed green infrastructure, such as terrace rain gardens, where possible.	Engineering, Forestry	\$	Ongoing
33	Proactively work with the Streets Division and Forestry section to identify and address areas without street tree plantings.	Streets Division, Forestry	\$\$	Ongoing
34	Continue to pursue a residential tree rebate program to encourage tree plantings on private property, and prioritize areas with lower canopy coverage levels, higher heat island impacts and lower incomes.	Streets Division, Forestry	\$\$	1-3 years
35	Seek a public access easement or dedication along the east branch of Starkweather Creek between Hwy 30 and Commercial Avenue (behind the Kriete Trucking Center property).	Parks, Real Estate	\$\$\$	As property becomes available
36	Add one or more canoe and kayak launches along the west branch of the Starkweather Creek.	Engineering, Parks	\$	2-3 years
37	Flood Reduction: Coordinate with the Starkweather Creek Watershed Study to develop stormwater management and watershed protection recommendations. Investigate solutions to areas with chronic flooding such as at Lexington Avenue and Hwy 51 and in the “triangle” area between the East Washington Avenue Frontage Road and the Commercial Avenue Service Road. Chronic flooding can eliminate primary neighborhood access points during heavy rain events.	Engineering	\$\$\$\$	1-2 years
38	Stormwater Quality Improvement: Coordinate with the City’s Wisconsin Pollutant Discharge Elimination System (WPDES) Municipal Separate Storm Sewer (MS4) Permit requirements to target areas to improve stormwater quality. Approximately every five years, the City updates its Stormwater Quality Management Plan to quantify the City’s existing pollution reduction and what else needs to be done. Stormwater quality practices, such as pervious pavement or biofilters, in this area can help improve the neighborhood’s resilience.	Engineering	\$\$\$\$	1-2 years

	Recommendation	Responsible Agencies	Cost to City	Time frame
39	Utilize City land banking to purchase properties, particularly along the BRT and other transit corridors, for the purpose of establishing affordable housing, and possibly to support business uses.	Economic Development	\$\$\$\$	3-5 years
40	Utilize Tax Increment Finance (TIF) District 52, which will be located in the planning area along East Washington Avenue, to fund non-assessable infrastructure such as bicycle network improvements, pedestrian safety improvements, new streets, and stormwater management improvements; affordable housing; and initiatives like business incubators; land banking; and small business assistance.	Economic Development		2-3 years
41	Explore creating a new business/community/neighborhood improvement district along East Washington Avenue to help make public spaces more welcoming to all Madison's residents, maintain amenities, facilitate events and promote the area to customers.	Economic Development	\$	3-5 years
42	Explore a commercial rental assistance or guarantee program to help small and emerging businesses, particularly those owned by BIPOC individuals, afford space in the East Washington Avenue commercial corridor where rent increases may occur. Gap assistance could be used to help businesses displaced by redevelopment afford ground-floor space in new mixed-use buildings.	Economic Development	\$	Ongoing
43	Continue to use the Commercial Ownership Assistance Program to help businesses located in the planning area transition from renting space to owning commercial property.	Economic Development	\$\$	3-5 years
44	Increase resident access to affordable childcare by expanding the capacity and broadening the eligibility of Madison College childcare, bringing in providers such as Reach Dane and others to commercial spaces of new mixed-use buildings like RISE Madison, assisting with creation of childcare cooperatives and in-home businesses, and encouraging employers in the neighborhood to provide on-site childcare.	Community Development, Economic Development	\$\$	2-3 years
45	Target promotion of the City's Facade Grant Improvement Program to this area for physical improvements to commercial buildings.	Economic Development	\$	Ongoing
46	Work with community partners to identify job opportunities for youth along the BRT corridor, including major employers like the City, County and State government.	Economic Development	\$	1-2 years
47	Encourage area employers to hire college students, high school students and recent graduates living in the planning area, and help these young people find and keep jobs by offering mentorship and guidance during the job search and after they are hired.	Economic Development, Community Development	\$	1-2 years
48	Expand the City's Small Cap TIF Loan Program and Building Improvement Grant Program, both targeted to small business, to this neighborhood, utilizing TID #52 funding	Economic Development	\$\$	2-3 years

	Recommendation	Responsible Agencies	Cost to City	Time frame
49	Increase awareness and access to existing community programs and services and explore expanding them in such locations as the community rooms of new housing developments, Hawthorne Elementary School, the Imagination Center, and through co-location of community-based organizations.	Community Development	\$	1-2 years
50	Enhance promotion to neighborhood residents of programs for rental and utility payment support, the City's property tax assistance program for seniors, and the City's low cost mortgage and rehabilitation loans.	Community Development	\$	Ongoing
51	Explore establishing criteria for the City's Housing Forward Fund and Affordable Housing Fund that encourages applicants to be more flexible with renters in regard to credit histories, previous convictions, earnest fees and security deposits.	Community Development	\$	1-2 years
52	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 Madison Dane County		1-2 years
53	Work to support Joining Forces for Families and East Madison Community Center in their efforts to address Truax resident needs like finding affordable childcare, healthcare, and nutritious food.	Community Development		Ongoing
54	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	Economic Development, Parks, Madison Arts Commission, Planning	\$	1-2 years
55	Encourage the establishment of community spaces in new mixed-use areas and invite youth to help design and program these spaces for artistic expression, gathering with friends, recreation, and other activities.	Planning		Ongoing
56	Encourage and support organizations such as New Bridge Madison and Goodman Community Center to bring programming and services for older adults to the planning area; explore potential locations like apartment community rooms, East Madison Community Center, Madison College and the Imagination Center.	Public Health Madison Dane County		2-3 years
57	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		2-3 years
58	Provide technical support and ideas for grants and other resources that could assist residents in re-activating the Hawthorne Neighborhood Association, a previously long-standing organization that organized social events and activities, connected residents to resources and helped them gain a voice in City processes and other initiatives affecting their neighborhood.	Planning		1-2 years