Odana Area Plan

Adopted September 21, 2021

City of Madison

Odana Area Plan

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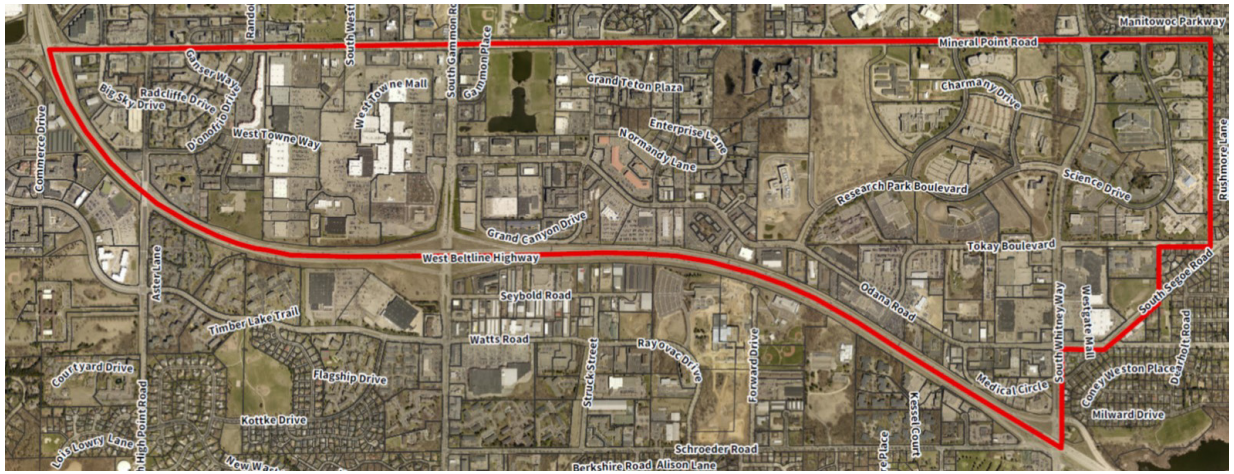
Project Background

General History of the Planning Area: Why Plan Here?

The Odana Area Plan boundary encompasses 1,044 acres - an area 73% larger than downtown Madison. As shown in the map below, the Odana Area is bound by the Beltline Highway on the south and west, Mineral Point Road on the north, and the University Research Park and Segoe Road to the east. The area is primarily made up of concentrations of single-use office and single-use retail development surrounded by large parking lots. This style of development, primarily constructed from the 1960s through the 1990s, increases traffic, decreases pedestrian and bicycle activity, reduces the effectiveness of transit, and increases stormwater runoff, amongst other negative impacts.

The two largest uses in the planning area are West Towne Mall at the western end of the planning area and the University Research Park office complex at the eastern end. In and amongst these two large uses are a variety of smaller retail spaces, small office buildings, and automobile dealerships. Residential uses are limited, with the Oakwood Village senior housing campus and the High Point Commons apartments accounting for most residents in the area.

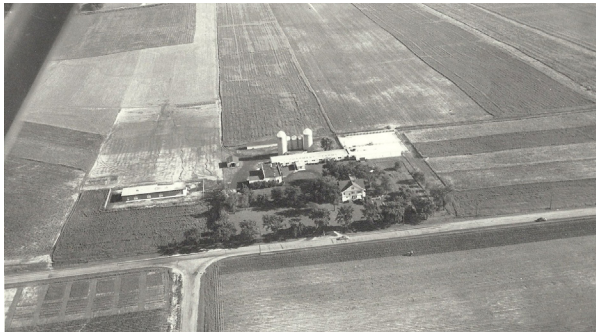
The 2018 Comprehensive Plan recommends significantly increasing the amount of mixed-use development in the Odana Area, but also noted that redevelopment that includes substantial residential components should be preceded by adoption of a detailed plan that addresses connectivity improvements and provides for more parks, open space, and other amenities and infrastructure necessary to



Odana Area Plan Boundary shown in red.

West Towne Mall opened in 1970

Aerial view of West Towne Mall looking east – 1985


Charmany Farm (1952) would later become the University Research Park (URP)

support residential development. This Odana Area Plan addresses those elements to facilitate redevelopment within an area that has, thus far, not seen as much redevelopment as many other commercial areas of the city. The ultimate goal of this plan is to unlock the area's significant development potential and guide the transition and redevelopment of predominantly commercial areas into mixed-use Activity Centers. The Plan also helps prepare the Area for successful integration of planned Bus Rapid Transit service.

How will this plan be used?

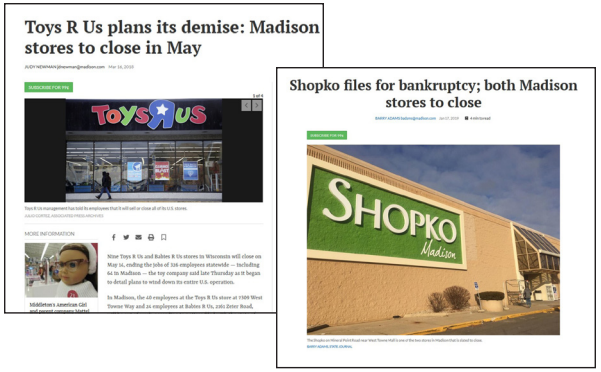
The Odana Area Plan sets a desired vision for the next 20-plus years, providing policy guidance to the Plan Commission and Common Council for redevelopment and infrastructure projects in the planning area. Recommendations will be used to make budget decisions on infrastructure, economic development, parks, community facilities, and transportation priorities. Plan recommendations are organized into the six elements of the Madison Comprehensive Plan: Land Use & Transportation, Neighborhoods & Housing, Economy & Opportunity, Culture & Character, Green & Resilient, and Effective Government. The chart below provides some examples of things an area plan does, alongside things that typically happen after an area plan is adopted.

Planning Challenges

A Changing Retail Landscape

Regional shopping centers around the country are feeling the effects of a changing retail landscape. E-commerce growth was rapid, even prior to the Covid-19 pandemic, doubling from 2009 to 2019. While not all sectors have been impacted by changing retail shopping habits, the department stores, large national chains, and big box stores that are often concentrated in and around malls have felt the greatest impact. To stem these losses, many regional shopping centers have begun to add residential development and diversify their offerings with more experiential uses to become more complete urban activity centers. The pandemic highlighted the economic deficiencies of single-use commercial developments, while also adding uncertainty around the viability of experiential uses, such as restaurants, theaters, and entertainment businesses that had been shoring up the financial stability of many retail areas.

Topic	What the Plan Does...	What happens later...
Parks	Designate general park and open space sizes, location	Land acquisition, park design
Land Use & Urban Design	Designate general land use parameters (mixed-use, residential, commercial); building height ranges; proactive rezoning recommendations	Rezoning, private development proposals, construction, etc.
Economic Development	Create recommendations for broad strategies (example: land banking)	Budgeting of funds, possible Tax Increment District (TID) creation
Transportation	Show general street network connections; street right-of-way recommendations; bike routes; sidewalks/shared-use paths	Land acquisition, engineering/ design of streets



News articles over the past several years highlight the struggles for retail and nationwide bankruptcies

The complex ownership pattern, lack of public park space, large surface parking lots, and auto-oriented development make the Comprehensive Plan's goal of retrofitting the Odana Area into vibrant, mixed-use, pedestrian oriented neighborhoods a challenge.

Stormwater Management

Some of the Odana Area experiences flooding during significant rainfall events. The most recent and severe event was in August of 2018. The map on the following page shows impervious surfaces in the Odana Area. Many areas, including West Towne Mall, were developed prior to the City establishing stormwater regulations and landscape requirements, and therefore those areas have virtually no pervious surfaces to infiltrate stormwater. Improvements are needed to help mitigate flooding impacts, and future redevelopment will need to account for the increasing amount of rainfall our area is seeing due to climate change. The City Engineering Division has updated the City's stormwater management ordinance and undertaken watershed studies that recommend specific improvements to the area's stormwater management systems.

Impervious surfaces are shown in gray (parking lots) and black (building footprints). White represents streets.

Block Size

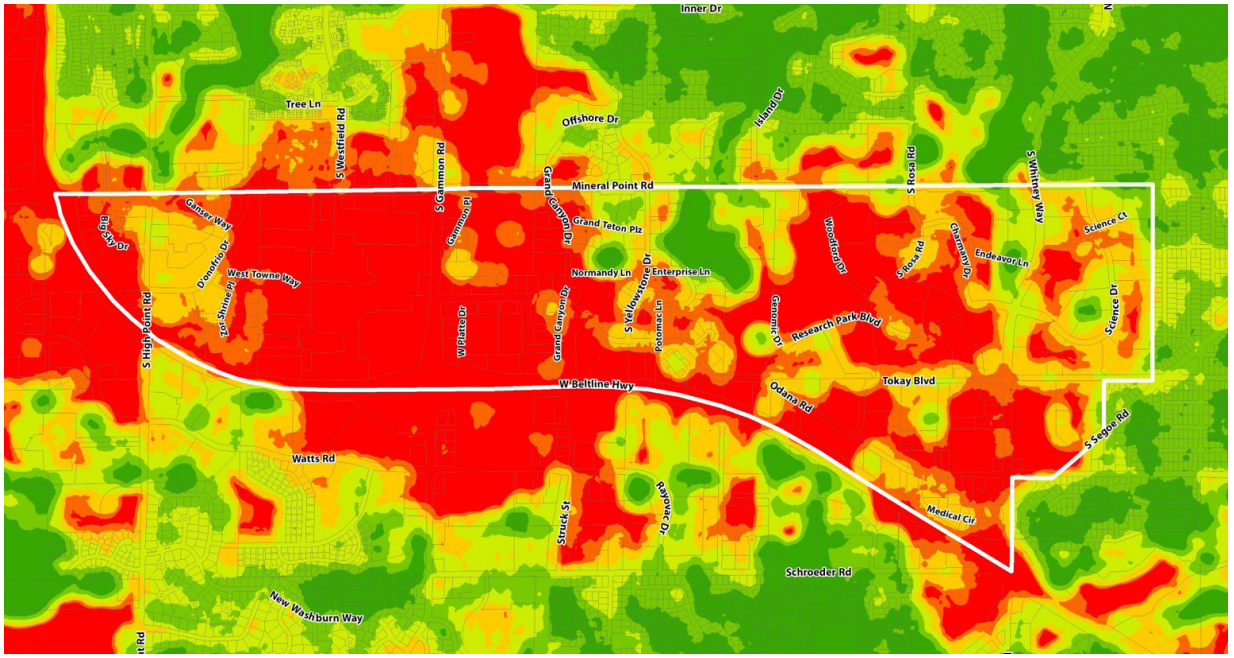
The predominant mode of transportation used when an area develops significantly influences street patterns and block sizes. The isthmus was developed when cars were either non-existent or far less prevalent. It is highly walkable and pedestrian-oriented because of smaller block sizes and a mix of uses in close proximity. Typical block sizes on the isthmus are around two to five acres.

Contrast that to the Odana Area, which was developed when cars dominated. The isthmus and Odana Area are shown at the same scale on the following page. West Towne Mall's 173 acre block is more than 10 times that of the Capitol square. The large blocks force travel onto fewer roads, which then must carry all associated traffic. This results in roads that are hostile to pedestrians, as the number of lanes, traffic speed,

Tree Canopy Cover

Trees are a critical part of urban ecosystems, providing habitat, helping reduce stormwater runoff, and shading hardscapes to minimize heat islands. They are also one of the simplest ways to improve the character of an area, as can be seen on a tree-lined street vs. one without trees. Madison averages approximately 29% canopy coverage, after adjusting for the airport and agricultural areas on the periphery. The Odana Area plan boundary, in contrast, has less than 9% canopy coverage with most locations between 0 and 5%.

The City's most recent street tree inventory showed many ash trees in the Odana Area, which could result in further canopy loss due to the emerald ash borer.



Tree canopy cover (red is <5%, dark green is >50%)

Block size within the Odana Area Plan is shown in acres; inset shows the isthmus to scale for comparison

and distances between safe crossings all increase. Establishing new connections and reducing block sizes is a needed first step towards moving away from the area's auto-dominated land use pattern.

Bus Rapid Transit

Finally, this Odana Area Plan has been undertaken to help prepare the area for Bus Rapid Transit (BRT), a faster, more frequent bus service planned to start in 2024. BRT will provide "backbone" service from the Odana Area, through the UW Campus and downtown, out to the Madison College campus and East Towne Mall. BRT is planned to run in dedicated center lanes on Mineral Point Road, with median stations. The existing curb bus/bike lane is planned for conversion to general traffic. The station locations shown on the map are subject to an ongoing BRT planning process.

An important part of ensuring successful BRT is transitioning the Odana Area from its current auto-oriented single-use retail and office areas towards a more transit, bicycle, and pedestrian-friendly style of development.

Previous Planning Efforts

Comprehensive Plan (2018)

The 2018 Comprehensive Plan looks 20 years into the future, providing guidance on policies and actions that affect City budgets and growth. It contains six main chapters. The Odana Area Plan uses the same framework established by the Comprehensive Plan, but provides further detail targeted towards addressing the unique context and issues in the Odana Area. Each chapter in this Plan summarizes the Comprehensive Plan strategies that the Odana Area Plan seeks to advance through specific recommendations in each of the six elements.

Midvale Heights-Westmorland Neighborhood Plan (2009)

Adopted in 2009, the Midvale Heights-Westmorland Neighborhood Plan includes land use, transportation, housing, economic development, and open space recommendations. The planning area overlaps the Odana Area Plan boundary east of Whitney Way. The Midvale plan encourages redevelopment on several sites, the most prominent of which is the former Westgate

Planned Bus Rapid Transit route and stations

Mall on the east side of South Whitney Way, between Odana Road and Tokay Boulevard. The Midvale plan recommends continued employment uses north of Tokay Boulevard and east of Whitney Way. In the case of any conflict between the Odana Area Plan and the Midvale plan, the Odana Area Plan should govern, as the more recently adopted document.

Southwest Neighborhood Plan (2008)

The 2009 Southwest Neighborhood Plan overlaps the central portion of the Odana Planning Area – from South Gammon Road to South Whitney Way, and from the Beltline to Mineral Point Road. However it did not make substantive recommendations for the overlapping planning area.

Mall Re-invention Case Studies

Several mall and commercial area redevelopments were reviewed to provide examples of how underutilized sites can be transformed into vibrant mixed use areas. These case studies vary in scale and include national and local examples.

Hilldale Mall

Hilldale Mall opened in 1962 as a strip mall, and was enclosed in the 1980s. Starting in 2004, the mall was remodeled to revert to exterior store entrances along a new "main street." New store space, new parking garages, and residential development were added. The approximately 30-acre site stands as an example for the Odana Area in some respects, such as infilling surface parking lots with residential and commercial uses while making use of structured parking.

The "liner" residential buildings along Midvale Boulevard and pedestrian orientation of the core retail area also serve as examples for the Odana Area, as does

nearby redevelopment that capitalizes on Hilldale's proximity and excellent transit service.

Sequoya Commons

This redevelopment of the former Midvale Plaza strip mall turned approximately 3.5 acres of surface parking and single-story retail into two four story buildings with 101 apartments, 45 condominiums, and about 40,000 feet of commercial space (including the Sequoya branch library). While the project was controversial during its approval process in 2006, it was cited by city residents as a positive infill project during the recent 2018 Comprehensive Plan update, and can serve as mixed-use redevelopment example for smaller strip mall sites in the Odana Area.

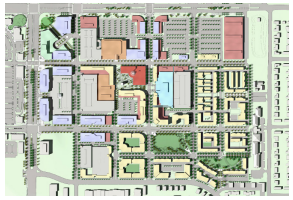
Bayshore Town Center (Glendale, WI)

This 1950s-era mall on a 52 acre site in a Milwaukee suburb underwent a partial redevelopment that maintained some of the previous retail space while turning the property in to a mixed-use town center that added a significant number of residential units, a cinema, and office space. The reuse and redevelopment model serves as a Wisconsin example of meshing old with new that is larger and more intensive than Hilldale. Portions of the old enclosed mall area continue to be redeveloped to meet changing economic conditions.

Belmar (Lakewood, Colorado)

One of the most complete redevelopments of a mall area into a new neighborhood is in Lakewood, Colorado. Belmar is the redevelopment of the failed 1960s Villa Italia Mall into a vibrant urban village. The 104-acre site is bordered by two high volume state highways adjacent to Lakewood's civic center, community park and single family neighborhoods. The new neighborhood is organized as a traditional street grid that emphasizes pedestrian movement with shops oriented close to the street. The neighborhood includes over a million square feet of retail, office, hospitality and entertainment uses, and almost 1,700 residential units in a variety of housing types. Important commu-

nity assets, such as parks and plazas, are integrated into the project.



Belmar, Lakewood CO

Mix of housing types

Emphasizes walkability

Encourages community activities

Westgate Mall

The redevelopment of the former Westgate Mall to the north of Hy-Vee provides an example for potential redevelopment of other struggling retail sites in the Odana Area. This approximately 10 acre site will be redeveloped with five residential buildings containing a total of 464 dwelling units, which includes senior housing and housing set aside for people making less than the area median income. A future phase is planned for an office building/clinic at the corner of Whitney Way and Tokay Boulevard.

Public Engagement

The Planning team used a variety of traditional and non-traditional public engagement efforts throughout the Odana Area Plan process. The Covid-19 pandemic added new complexity to public engagement, necessitating an all-virtual approach. Despite the challenges, hundreds of residents, businesses, and property owners participated. There were conscious efforts to reach traditionally under-represented communities to ensure more voices were heard during this planning effort.

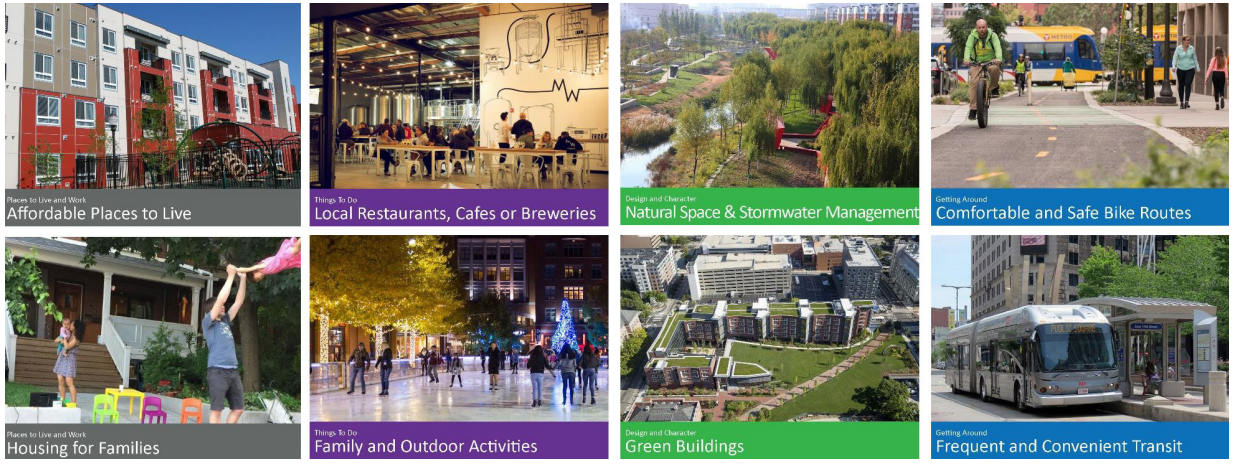
The public engagement process for the Plan teamed up with the Greater East Towne Area Plan to reach people, as the two planning efforts are addressing similar areas, both of which have city-wide implications.

Mall Madness

To kick-off the public engagement, a "Mall Madness" tournament style bracket was created to better understand public priorities and preferences about how the areas could transform in the coming years. Each "team" represented a potential component of a comprehensive redevelopment vision. Teams in each bracket "region" represented a different focus: Things to Do, Places to Live and Work, Getting Around, and Design and Character. The social media interactions with this exercise were among the most popular of any on-line engagement the city had prior to Covid-19. The results of this elimination style prioritization gave an understanding of what was most important to participants.

Major Property Owner Meetings

It became clear during meetings with the two major property owners in the Planning Area, the University Research Park (URP) and CBL, owners of West Towne and East Towne Malls, that they too were seeing structural economic changes happening to regional shopping malls and office parks. URP has plans to continue urbanizing and diversifying their development pattern with their "Element" project at the southwest corner of Mineral Point Road and Whitney Way. CBL provided some examples of shopping malls that they own across the country that are beginning to diversify by adding entertainment and residential uses, although their



Mall Madness

near-term plans for West Towne generally maintain the current retail focus.

Real Estate Professionals, Business and Property Owner Roundtables

The City contracted with local planning consultant SEH to reach out to real estate developers, business owners, and property owners within the planning area. This allowed participants to engage without city staff present so they felt comfortable being direct and honest about the prospects for change in the planning area.

Virtual Public Meeting Series #1 & #2

The planning team hosted a series of virtual "Lunch and Learns" and "Evening Engagements" to reach residents and discuss different aspects of plan development. Over four weeks, participants gave a variety of input on changing malls and large commercial areas, the impact that the pandemic has had on shopping and activities, and in-depth looks at issues facing the success of the larger Odana Area. A second Zoom series focused on draft land use and transportation concepts.

> **"The Odana Area really has not evolved over time. It seems to be standing still."**
>
> *– Local Real Estate Professional*

Story Map and Interactive Mapping

The City published an interactive mapping exercise to gather input from residents, property owners, and area employees on opportunities to make improvements in the Odana Area. Participants could post comments at specific areas on a map to share thoughts under four categories: Green & Resilient, Transportation, Land Use & Development, and Other.

Cityzine: Social Practice Art

In addition to more traditional public engagement opportunities, the City's Planning Division worked with Social Practice Artist Borealis. Social practice artists aim to affect their community and environment in a real (rather than symbolic) way to help guide social change. Social Practice Art is collaborative, often participatory, and involves people as the medium or material of the work. Borealis created a "Cityzine", a project to interview traditionally underrepresented groups about their ideas and visions for a future Odana Area.

Reaching Traditionally Underrepresented Groups

Halfway through the engagement plan, it became clear that despite best efforts to reach underrepresented populations through Social Practice Art and new methods of virtual engagement with a lower barrier to participation, older white adults were overrepresented. The Planning team refocused outreach efforts in numerous ways to reach a broader population.

Focus Groups: Black, Latino and Hmong Chambers, Madison Network of Black Professionals

The planning team reallocated a portion of public engagement funding into building relationships with local business organizations that support business owned by people of color. Planning Division staff worked with the Economic Development Division and business consultant SEH to engage with the Madison Black Chamber of Commerce, Latino Chamber of Commerce of Dane County, and Hmong Wisconsin Chamber of Commerce via a series of focus groups in fall and winter of 2020. Staff also met with the Madison Network of Black Professionals.

> **"...affordable housing. Everywhere!"**
>
> "I'm sitting here asking myself if I have ever seen a bird in some of these west side areas. I mean, I'm being kind of dramatic, but there is just so much pavement and concrete that it's hard to even visualize life in some of these areas. I sometimes fantasize about what it would be like for an alien to fly overhead and look down. **What would they think all that concrete is for?"**
>
> *– Quotes from Cityzine*

These virtual meetings helped us better understand the unique issues and opportunities the Odana Area presents to Black and brown residents and to businesses owned by people of color. From these meetings it became very clear that some of the biggest hurdles facing Black entrepreneurs was the availability of affordable and welcoming commercial spaces, and the need for partnerships, mentoring, and encouragement within and among businesses owned by people of color.

East High School Black Student Union / Raza United

Due to Madison Public School's Virtual learning, there was an opportunity to engage a group of East High School's Black Student Union and Raza United, a Latinx Student Group. This group was excited about the possibility for change but emphasized the need for welcoming and inclusive spaces for residents, and especially teens, to be able to recreate and feel at home in public spaces.

- It's critical that the Plan create space that teens want to use and is welcoming.
- Incorporate cultural inclusion – how do we build spaces that are oriented to inclusion?

City Neighborhood Resource Teams (NRTs)

"Encourage more global marketplace opportunities with varied offerings, have some stores like 'Tianguis' public markets where local people can sell their goods."

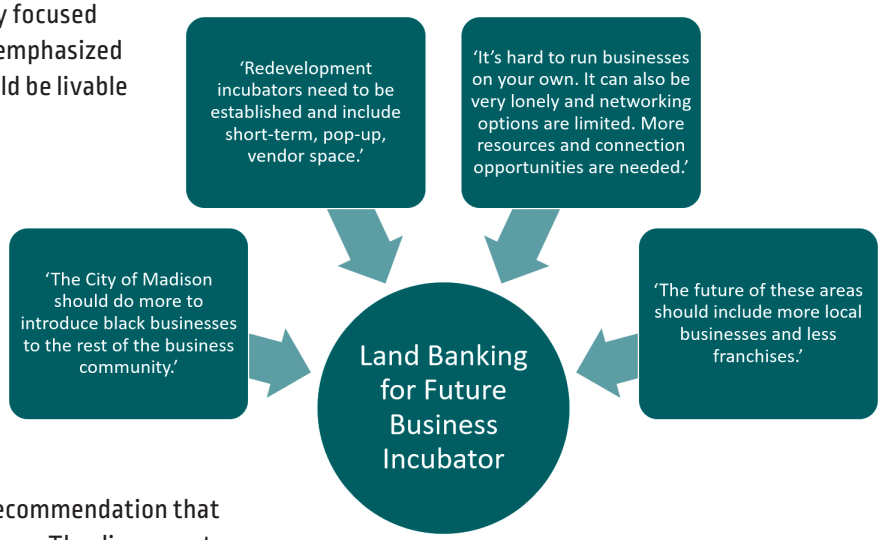
NRTs play a vital role in the City's efforts to improve and coordinate local government services, promote equity, and improve the quality of life. NRTs are comprised of City staff, neighborhood leaders, and service providers. Meetings with the four west side NRTs highlighted the need for affordable housing, safe and reliable transportation, mobility, and childcare options.

Comprehensive Plan – Revisiting the Resident Panels

During the 2018 Comprehensive Plan process, the City organized a rich and comprehensive group of resident panels focused on reaching communities that have been traditionally underrepresented in planning processes. While this effort did not occur as part of the Odana Area Plan, its findings remain relevant to this Plan. Panelists noted that there is a lack of affordable housing that can accommodate extended and multi-generational families, as new housing development has been primarily focused on high-end rental units. They emphasized that new residential areas should be livable even if you do not have a car.

Key Findings from Public Engagement

The extensive amount of feedback from public engagement throughout the planning process shaped this Plan's recommendations. In many cases, similar and related feedback has led to a singular recommendation that can help address multiple concerns. The diagram at right illustrates how a variety of community input from different groups can all lead toward a single plan recommendation.



Some of the feedback clearly expressed that this planning effort is a once-in-a-generation opportunity to re-imagine the West Side's retail and office park areas into active, vibrant mixed-use centers. It also became clear that the future of this area needs to be culturally relevant to a growing and diverse Madison population, with an inclusive and welcoming environment, affordable housing, and affordable business space for entrepreneurs. Feedback was not unanimous for some plan elements – while a significant number of people felt the area is appropriate for increased development intensity and better public street connections, some were concerned about the prospect of taller buildings, increased traffic, and worry that communities of color will be left out of the development process.

Chambers Feedback

- Affordability is critical for both housing AND businesses.
- Development needs to be more equitable, racially diverse, welcoming and inclusive.
- Don't over-promise and under-deliver.
- Communities and development should have cultural relevancy.
- BIPOC Businesses want the City to "Show us that we were listened to." They are worried that input stays in conversation-mode only.
- The City and community should invest in small businesses and allow small businesses to be part of development process.

Nine more key findings

- The Odana Area lacks a sense of place. There are acres of empty parking lots, vacant storefronts, and limited housing without meaningful access to open space.
- Mobility and transportation access needs to be improved for all modes: pedestrians, bicyclists, transit and automobiles. Street, path and sidewalk connections are missing crucial linkages and feel unsafe.

- Easy access to the future Bus Rapid Transit System could be the key for success of the area.
- A significant amount of housing is needed to complete a mixed-use neighborhood, and should include a variety of types and affordability.
- Mixed-use areas do not necessarily need a mix of uses in every building, but rather a mix of commercial, entertainment, retail, office, community and housing uses throughout the neighborhood.
- Affordable business spaces are just as important as affordable housing to support community wealth, and provide opportunity for entrepreneurs of color.
- This plan needs to be careful not to over promise and under-deliver, and show Black, Indigenous, Latino, Asian and other communities of color that they were listened to and will be part of neighborhood change.
- Buildings, public spaces, and businesses should have cultural relevancy.
- Redevelopment needs to put transit, sustainability, stormwater management, and energy conservation at the forefront to increase the neighborhood's resiliency and chances for success.

Design Principles

The City's 2018 Comprehensive Plan, combined with public feedback received through initial engagement, led to the formulation of guiding design principles for this Plan, most of which were presented at public meetings in January 2021. The principles can be viewed as goals for the future of the Odana Area, and helped lead to development of the recommendations contained in plan chapters that follow.

Increase connectivity, walkability, and bikeability

The Odana Area's auto-oriented development pattern, with extremely large blocks, overabundant surface parking, and a concentration of traffic on arterial roads, negatively impacts connectivity, walkability, bikeability, and transit use. West Towne Mall is part of a 173 acre block that measures more than a half mile on each side. The direct routes provided by a traditional small block, gridded street pattern has several advantages compared the network currently in the Odana Area:

- Direct routes and low volume streets keep travel distances shorter and safer for pedestrians and bikes, a critical factor in encouraging non-motorized modes of transportation.
- Direct routes are critical to effective and efficient transit service, as circuitous routes greatly impact travel time.
- Multiple route options balance auto traffic over a greater number of streets so no street is so burdened by traffic it negatively impacts the surrounding area's character.

The addition of new streets that connect to and through the plan area is an essential piece of a long-term redevelopment vision.

Ensure new streets are designed for both people and transportation

Streets must be more than just avenues for moving vehicles. They are the City's largest network of public space, and are home to hundreds of thousands of trees and hundreds of miles of sidewalks and pedestrian paths. They are places to talk to a neighbor, walk a dog, for sidewalk chalk art, and sidewalk cafés. They must support neighborhoods and their businesses. They need to support movement, including vehicles. However, the car-focused design of streets in the Odana Area must change to better serve pedestrians, bicyclists, and transit users, recognizing that moving vehicles are just one of many components of a street.

New buildings should front public streets

Part of making streets attractive public spaces is having interesting development and destinations oriented to the street. Buildings close to and facing public streets are critical components of establishing unique character for an area. The Odana Area's existing pattern of buildings set back behind large surface parking lots creates an environment that heavily favors the car while simultaneously making the area hostile to walking, biking, and transit use.

Focus density along planned BRT corridor

Focusing growth on transit corridors is one of the City's primary strategies to grow in a more sustainable way. Effective transit that can get people to their destinations quickly is well used, and clustering the most intensive growth near BRT station areas will result in more people using transit. This will lower traffic volumes from new development and the carbon footprint associated with transportation. Areas well served by transit also need less parking, which can significantly reduce the cost of a development, particularly those needing structured or underground parking.

Allow a range of building scales to encourage diversity in housing options

Complete neighborhoods have housing options for a wide variety of residents, at various life stages, often taking a variety of physical forms. Having a place for townhomes and small multifamily buildings alongside larger apartments and mixed-use buildings provides options for individuals and establishes a balanced housing mix that incorporates missing middle scales.

Maintain mixed-use cores

Activity Centers at the scales present in the Odana Area can be thought of as satellite downtowns, with a mixture of uses expected in the future. A mixture of uses, however, does not mean that every building needs to be mixed-use. In many areas, having a mix of single use buildings (for example, an office building next to a residential building) is entirely appropriate. However, certain core areas should still be planned for active ground floor uses like retail, restaurants, entertainment, and services. It is critical to provide these focused, active cores as a pedestrian-friendly amenity for nearby residents and the community as a whole to have access to goods and services needed in daily life. Upper floors of residential and employment in these "commercial core" areas provide day and night support for ground floor businesses.

Incorporate open space as a focal point

Urban open spaces not only provide space for residents, employees and visitors, they can be leveraged to support active ground floor uses in surrounding areas. In particular, clustering restaurants around open space can allow outdoor seating areas to spill out onto sidewalks that have park views. Park activity attracts people to restaurant uses, and vice versa. Beyond ground floor uses, upper floors fronting the open space will have attractive views over the park.

Increase tree canopy coverage, reduce impervious surfaces, and improve stormwater management

Many buildings in the Odana Area are surrounded by expansive parking lots, with few, if any, trees or pervious surfaces present. Trees are an essential part of the urban environment: they provide shade, reduce heat island impacts, are effective stormwater management tools, and improve air quality. Impervious surfaces and a lack of tree canopy greatly contributes to stormwater management issues, which became a major focus after the historic August 2018 rain event.

Allow for creative reuse of existing viable buildings

While retail is changing, there are many viable buildings that can be repurposed for different uses in the future. Existing buildings generally offer lower rents needed for smaller, local businesses. With nearly a third of a buildings' life cycle energy use estimated to occur as part of its construction, reuse of existing buildings is environmentally friendly. While demolition for redevelopment is expected as part of this plan, not every building needs to be removed, particularly in early phases of redevelopment when growth can occur in underutilized parking areas. The plan is flexible enough to allow for reuse of existing buildings, while still providing clear direction for future uses when property owners pursue redevelopment.

Create a resilient framework that can be implemented in phases

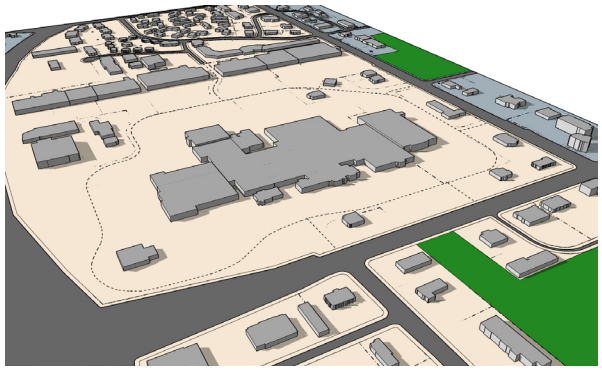
While West Towne and other commercial properties may look relatively organized, the property lines and ownership tell a different story. Unlike lots in some areas of the city, which were platted with relatively consistent sizes and shapes, the fractured and disorganized parcel boundaries in many parts of the Odana Area, especially in and around West Towne Mall, responded to various legal concerns at the time they were platted. Varied ownership means varied perspectives on redevelopment; some property owners may choose to redevelop, while others won't. This plan has been drafted to accommodate owners moving forward with redevelopment at different paces, while ensuring that the result is a cohesive whole.

The accompanying massing diagrams show an example of how redevelopment could progress in phases, as property owners in the general West Towne Mall area opt to redevelop. Note that the diagrams do not represent a prediction or expectation, merely an example that is generally consistent with the street network shown on Map 4 and the maximum building heights shown on Map 6.

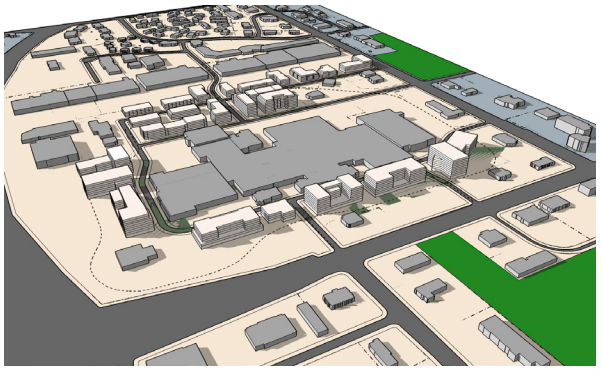
Create Welcoming Space

While there are a handful of small businesses that are owned by and/or cater to populations of color, feedback received from engagement with the chambers of commerce emphasized that populations of color and teens don't always feel comfortable within the Odana Area.

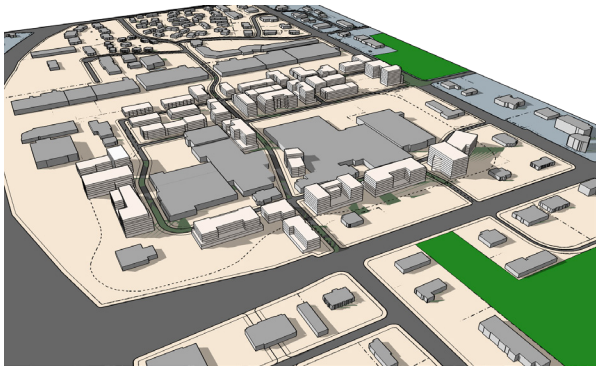
In addition to the state- and nationwide issues of policing and surveillance of communities of color that can make them feel unwelcome in certain commercial and residential areas, there is a further element within the Odana Area that can contribute to communities of color feeling unwelcome in the area. The auto-oriented nature of the area, separation of uses, and lack of public space creates an exclusive dynamic that can make people feel unwelcome if they don't own a car and are not there to work or to actively shop. Implementing the design principles and public street network included as part of this Plan will help create a more welcoming feel. Direct City action along the lines of the purchase and redevelopment of the Truman-Olson site on South Park Street can also help to change the feel of the area. However, private organizations, businesses, and property owners also have a substantial role to play in creating a space that is welcoming to the full spectrum of an increasingly diverse Madison. In addition to the primarily City-led recommendations in the following chapters of this Plan, the City invites



1. The existing mall area is a 173-acre block with no public streets.



2. The large amounts of surface parking offer significant opportunities for infill development with structured parking fronting new public streets, while maintaining existing buildings.



3. If/when the main mall building starts to redevelop, Odana Road is shown extending to connect with High Point Road.

4. Public open space is shown, centrally located to redevelopment, to serve future residents. Infill continues on surrounding parcels, while some existing buildings continue to be maintained.

5a. Further big box sites along the west (top) of the diagram are redeveloped, with accompanying extensions of the public street network.

5b. Public open space is shown in an alternative location.

and encourages businesses, property owners, and other groups to diversify the climate of the Odana Area to open it up to more of Madison's population.

Land Use and Transportation

Comprehensive Plan Strategies: Land Use & Transportation

This plan aims to advance the following strategies from the 2018 Comprehensive Plan:

3. Ensure all populations benefit from the City's transportation investments.
5. Concentrate the highest intensity development along transit corridors, downtown, and at Activity Centers.
6. Facilitate compact growth to reduce the development of farmland.
8. Expand and improve the city's pedestrian and bicycle networks to enable safe and convenient active transportation.

The Odana Area began developing in the late 1960s, at the peak of postwar auto-oriented planning. Because planning decisions were based on cars, the development pattern featured an overabundance of surface parking, large blocks, and a circuitous and disconnected street network that concentrates traffic on a handful of arterial streets hostile to pedestrians, bicyclists, and transit. As development continued over time, a series of auto-oriented, single-use clusters resulted, existing largely independent of and detached from each other. Retail clustered around Westgate Mall and West Towne Mall, senior housing developed at Oakwood Village along Mineral Point Road, employment clustered in UW Research Park and southwest of Oakwood, and car dealerships developed along Odana Road between

Much of the planning area is unfriendly to pedestrians, with sidewalks bracketed by large parking lots and high-speed traffic on arterial roads.

Grand Canyon Drive and Tokay Boulevard. This style of growth was a major departure from the traditional development patterns that defined Madison until the late 1940s, which featured smaller block sizes and a mix of uses that are friendlier to walking, biking, and transit.

Significant changes are needed within the Odana Area if it is to successfully transition from its current auto orientation to the series of mixed-use corridors and activity centers called for in the 2018 Comprehensive Plan's Growth Framework. Retrofitting the low density, auto-oriented Odana Area to include more uses and activity, to be more walkable, bike-able, and transit-oriented, will establish an improved character with lasting economic and environmental benefits while also accommodating a significant share of the city's growth.

Land Use

Map 1 shows planned land use within the Odana Area, following the general categories established in the 2018 Comprehensive Plan. The plan recommends several areas accommodate mixed-use development. Certain street frontages for mixed-use areas are called out as "commercial core." These frontages should have ground floor commercial uses (retail, restaurant, service, or office uses). The intent of designating certain frontages as a commercial core is to create several activity centers where there are goods and services within a relatively compact area that is accessible via nearby transit, walking, and biking on a connected public street network. All other mixed-use areas, as noted in the Comprehensive Plan, do not have to have a mix of uses within each building.

Much of the interior of University Research Park is recommended to remain as employment, and the Odana corridor is largely recommended to remain commercially oriented. However, all land designated as General Commercial is also suitable for Employment uses within the Odana Area boundary. Some areas the Comprehensive Plan had previously designated as employment are now shown as mixed-use on the map, but designated as employment or residential only. The intent for these areas is that they would not include new retail/restaurant uses.

See the "Culture & Character" chapter for details about design considerations like building heights and site

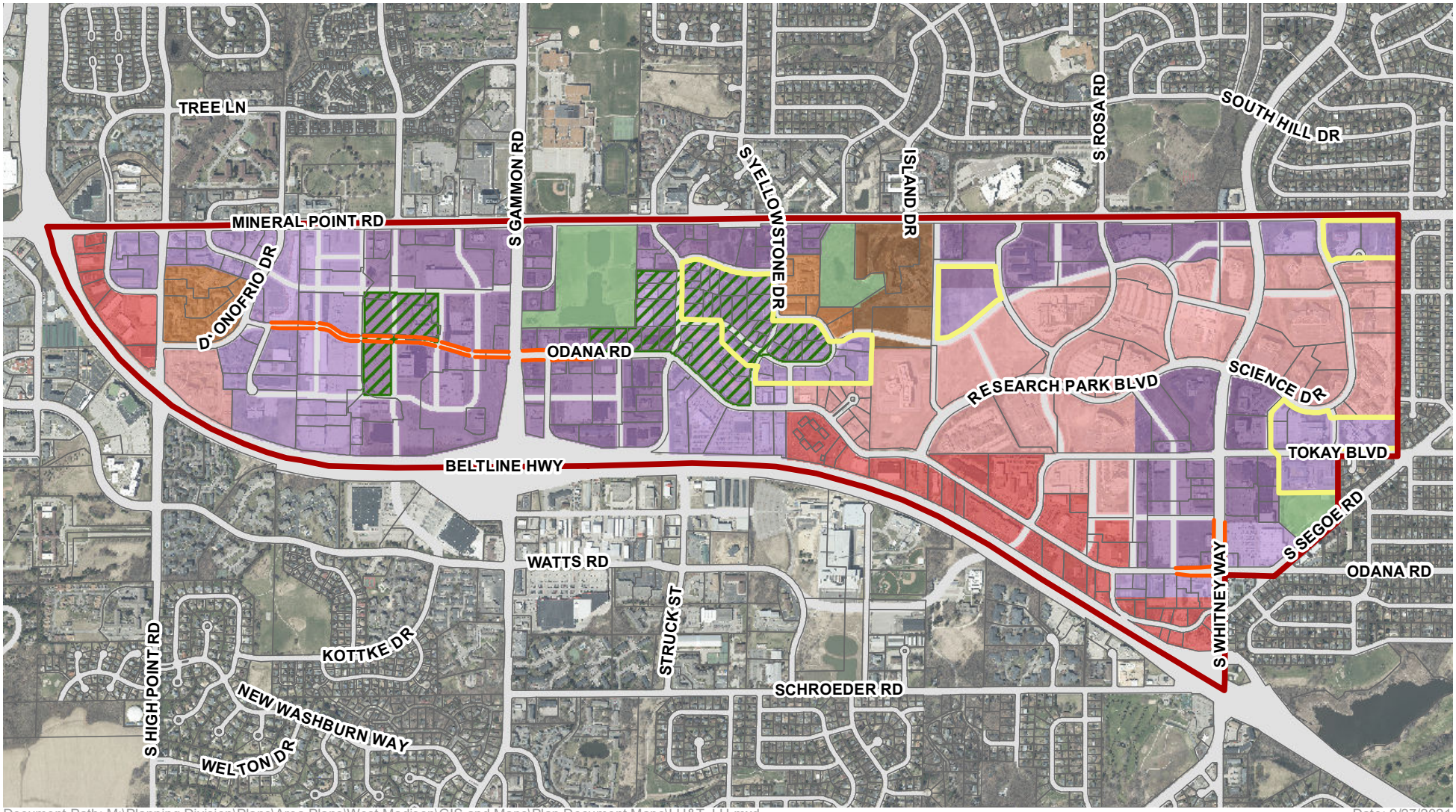
Map 1: Future Land Use

- Planning Area
- Commercial Core
- Residential or Employment Only Mixed Use Area
- General Future Park Area*
- Medium Residential (MR)
- High Residential (HR)
- Community Mixed Use (CMU)
- Regional Mixed Use (RMU)
- General Commercial (GC)**
- Employment (E)
- Parks and Open Space (P)
- Existing and Planned Street Network

N

0 1,600 3,200 Feet

* Acquire minimum of 5 acres in western overlay (out of 13 acres shown). Acquire minimum of ~10 acres in eastern overlay (out of 45 acres shown), in either one or two contiguous areas. See the Green & Resilient chapter for more information.
** Employment (E) uses are also OK for GC.



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Map 2: Changes to Comprehensive Plan Future Land Use

- Planning Area
- GFLU Changes*
- Medium Residential (MR)
- High Residential (HR)
- Community Mixed Use (CMU)
- Regional Mixed Use (RMU)
- General Commercial (GC)**
- Employment (E)
- Parks and Open Space (P)
- Existing and Planned Street Network

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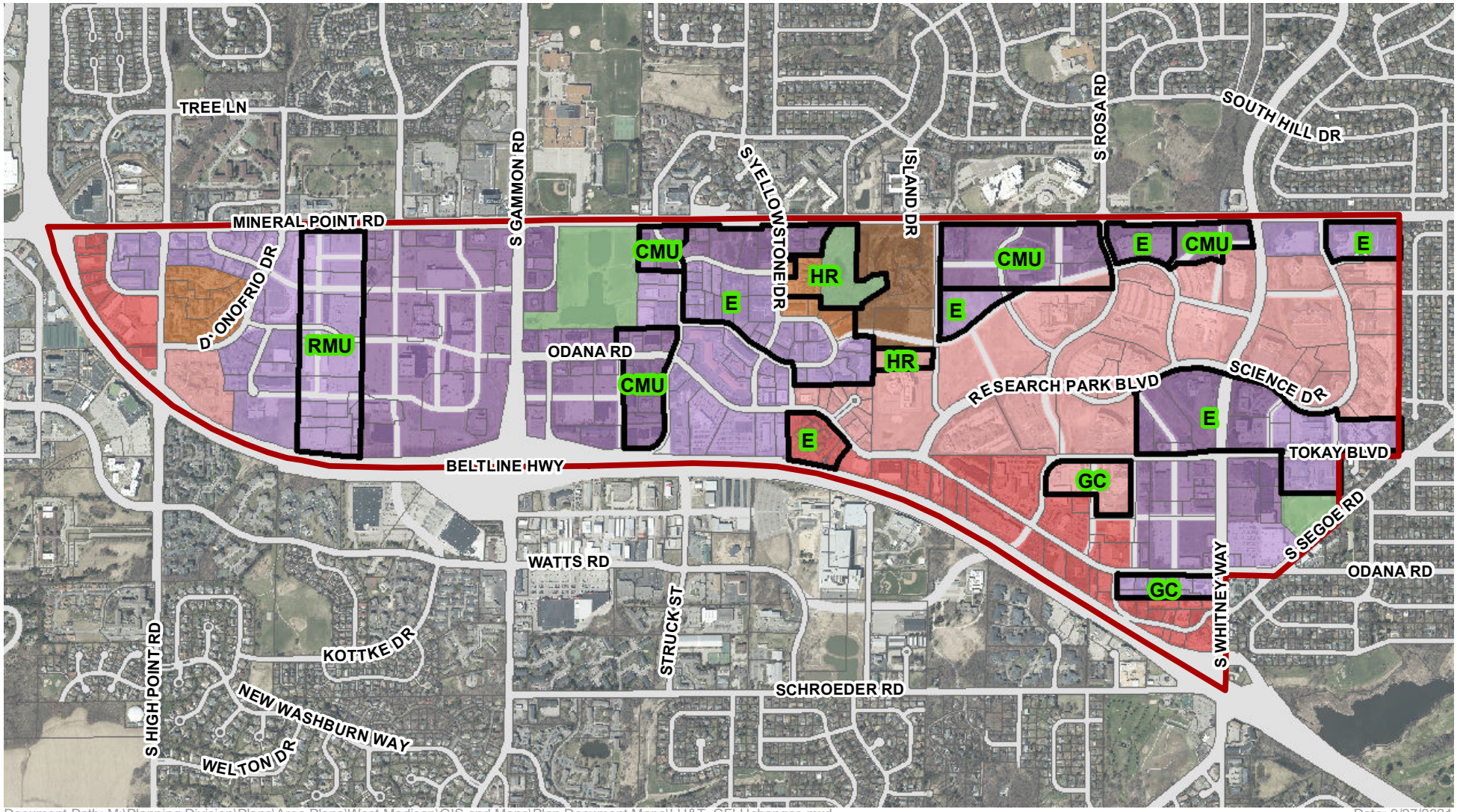
* Green lettering inside bold black outline indicates 2018 Comprehensive Plan Generalized Future Land Use designation. The Odana Area Plan changes the future land use to the underlying color.
** Employment (E) uses are also OK for GC.



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Map 3: Proactive Rezoning Recommendations

Areas recommended for proactive rezoning are shown with a black text label and white outline. Existing zoning is shown with red text labels.

- Planned Street Connection for Official Mapping
- Planned Street Connection

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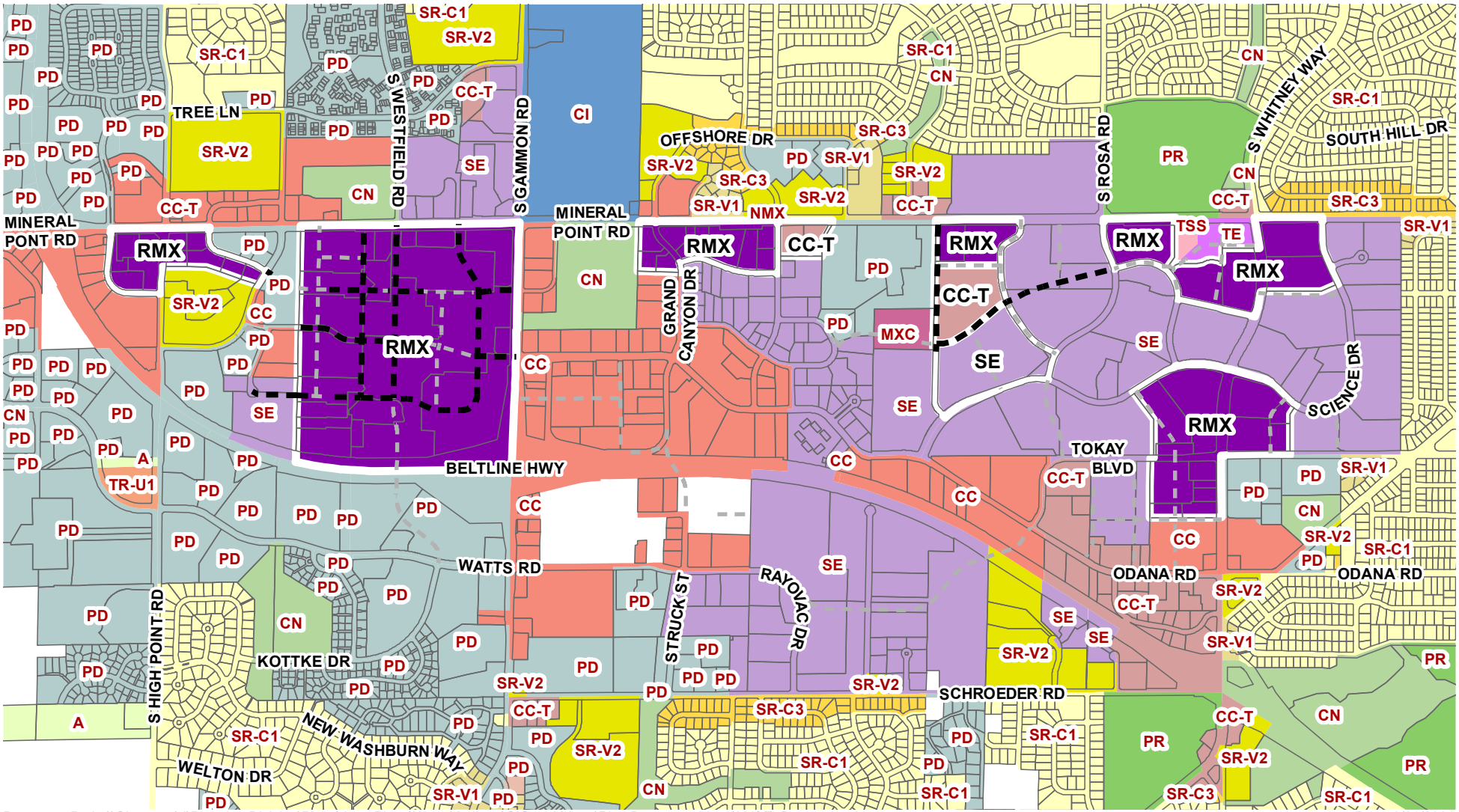

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layout and the "Green & Resilient" chapter for a discussion of planned park space.

Map 2 highlights changes from the 2018 Comprehensive Plan Generalized Future Land Use Map.

Proactive rezoning is one step that can be taken to encourage redevelopment consistent with this Plan. Proactive rezoning can prevent development that is inconsistent with and detrimental to the future character discussed in this Plan while simplifying the approval process for development consistent with the Plan.

Proactive rezoning is recommended primarily for the West Towne Mall area and near BRT station areas on Mineral Point Road and Whitney Way (see Map 3). The West Towne Mall area is recommended to be rezoned from Commercial Center (CC) to Regional Mixed Use (RMX). Both districts could be used to implement the plan, however RMX is a better fit for the more intense redevelopment planned for the area and prevents new low-density single story buildings like those often seen on pad sites surrounding malls. RMX zoning is also a better fit for ensuring public accessibility, as the district does not allow the private ring road to be used as a front lot line.

Land Use & Zoning Recommendations

1. Change the Comprehensive Plan Generalized Future Land Use Map to match the adopted Future Land Use Map in this Plan.
2. Increase the amount of land dedicated to public greenspace, as detailed in the Green & Resilient chapter.
3. Work to proactively rezone properties called out on Map 3.
4. Rezoning of property should only be considered if it advances the goals, strategies, and recommendations of this Plan and the Comprehensive Plan with respect to creating a more compact, walkable, interconnected area. Rezoning that regresses to more suburban style development or simply perpetuates the status quo should not be considered. For example, rezoning from CC to TSS would be acceptable, but rezoning from TSS to CC would not be acceptable.
5. Revise and expand the City's Transit-Oriented Development (TOD) overlay zoning district zoning language and apply the district to the BRT corridor (see the appendix for urban design elements, many of which should be considered for inclusion in a revised TOD ordinance).

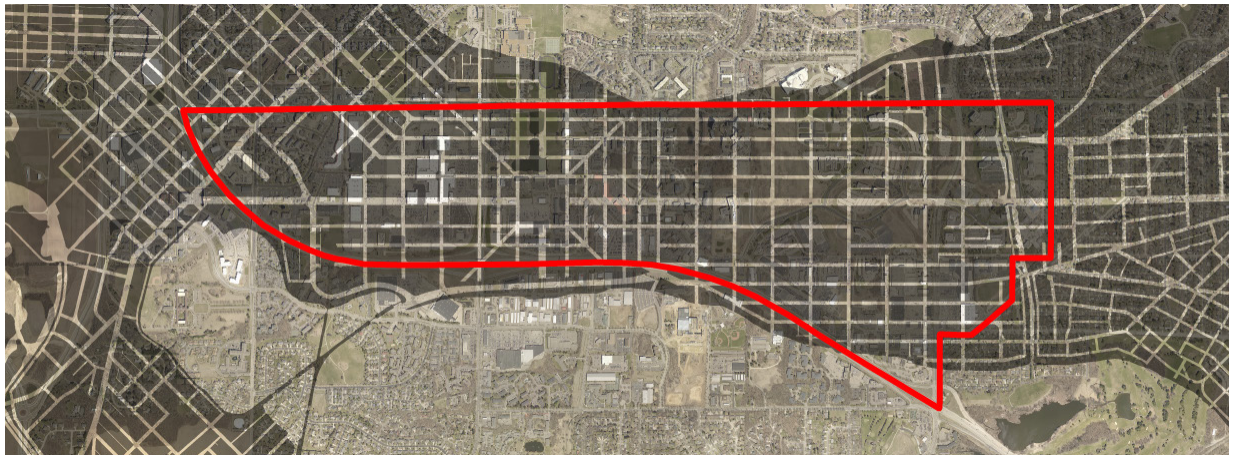
Transportation

Map 4 shows the planned street network within the Odana Area. Several critical new street connections are envisioned to help link previously isolated single use clusters and provide more direct routes for transit, bikes and pedestrians. Extensions include:

- Odana Road from Gammon Road through West Towne to High Point Road
- Westfield Road from Mineral Point Road south through West Towne, crossing the Beltline and extending to Watts Road
- Charmany Drive west through the UW Research Park to Normandy Lane

Building a more robust public street network will set the framework for cohesive redevelopment as the Odana Area changes. Breaking up the existing large blocks to create a more walkable, bikeable, and transit-friendly Odana Area is a major component of this plan. Connectivity to, within, and through the area on a network of public streets is critically important to the successful implementation of this plan for a number of reasons:

- Transit accessibility and routing. Additional public street connections under the control of the City are not subject to private owners restricting transit access and transit station locations.
- City ownership of the right-of-way allows the City to adjust access, design, and management of a complete network of streets to the benefit of the public at large. A series of privately owned and managed



Breaking up the existing large blocks in the Odana Area will create a framework for a more pedestrian- bicycle- and transit-friendly area. The above image overlays the planning area boundary and air photo on the isthmus (shaded blocks).

Map 4: Street Network

- Planning Area
- Planned Street Connection for Official Mapping
- Planned Street Connection
- Building Footprint
- Public Right-of-Way

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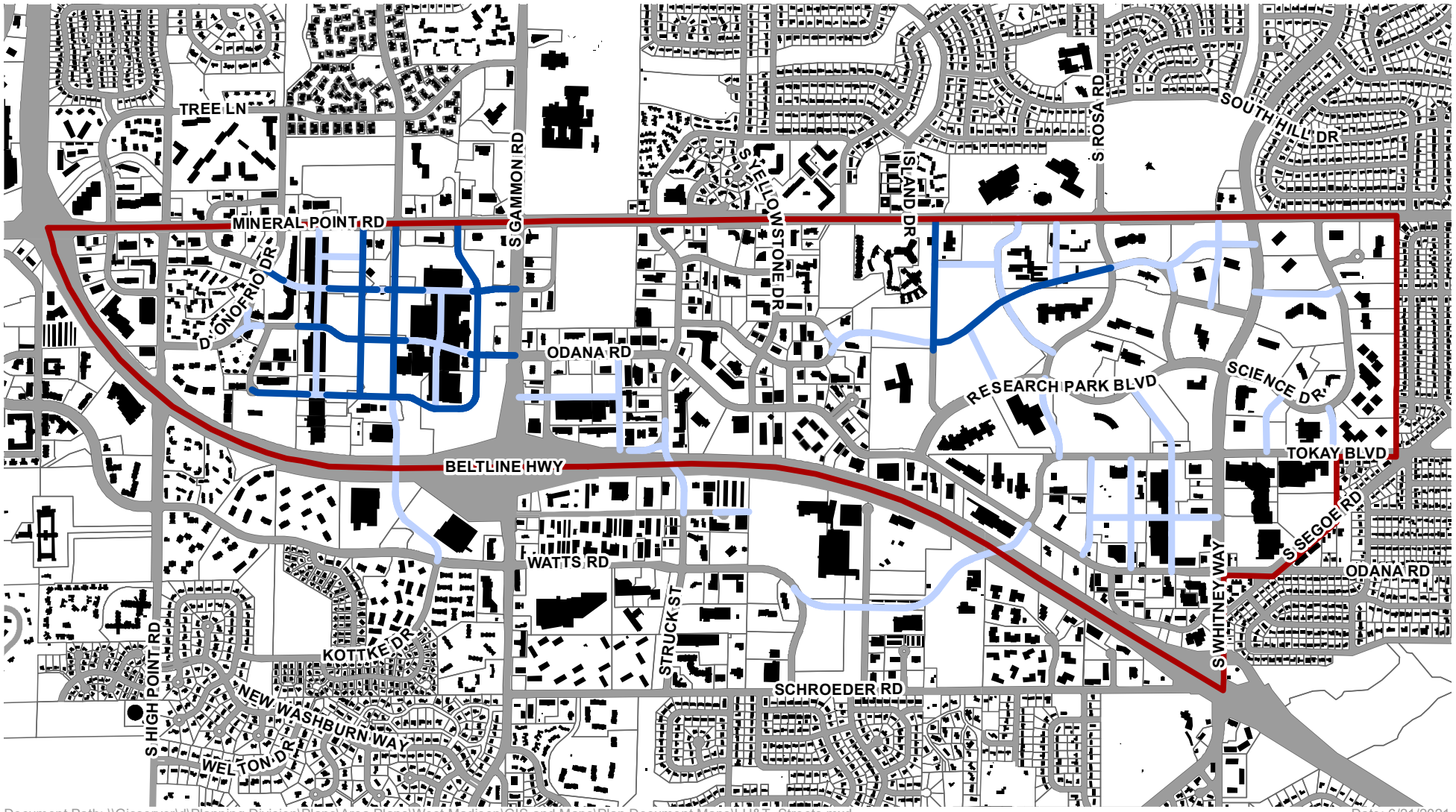

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streets prioritizes the needs of adjacent properties above the public.

- Public streets reinforce the idea that all are welcome in a space, and not subject to the potentially inconsistent rules, regulations, and enforcement of varied owners of private streets.
- The public right-of-way is not just about roads – it represents the City's largest network of public space. Redeveloping areas should not be shortchanged of the public space that comes with an interconnected public street network.

While minor changes to the planned street network may occur, they should not impact the level of public street and path network connectivity or impact the ability to effectively implement this plan in phases. Private streets may supplement, but should not replace, planned public streets.

Map 4 recommends official mapping of certain planned street rights-of-way. Official mapping reserves space for future streets by preventing building permits from being issued in designated areas. Official mapping does not acquire the right of way itself, and property owners are still free to use the space for uses such as parking. Recommendations for official mapping are limited to certain planned streets in and around the West Towne area and primary connecting streets in University Research Park. This approach is beneficial because officially mapped right of ways may count as front lot lines for zoning purposes, enabling more development within central areas of the large site. The streets segments recommended for official mapping do not extend into existing buildings, which means property owners are able to continue normal operations of their buildings within the existing footprint without needing to go through a variance-type process to get building permits typical of commercial renovations or tenant buildouts. Because proactive rezoning and official mapping work together as a system to encourage development consistent with plan recommendations, they should be considered together during their approval process. If Plan Commission or Common Council have concerns and choose not to proceed with official mapping of certain streets, it is recommended that proactive rezonings in those areas also not proceed.

In many respects, Hilldale Mall offers a good example for converting a mall from an auto-oriented mall into a more walkable setting. However, its lack of public street connections is a limiting factor.

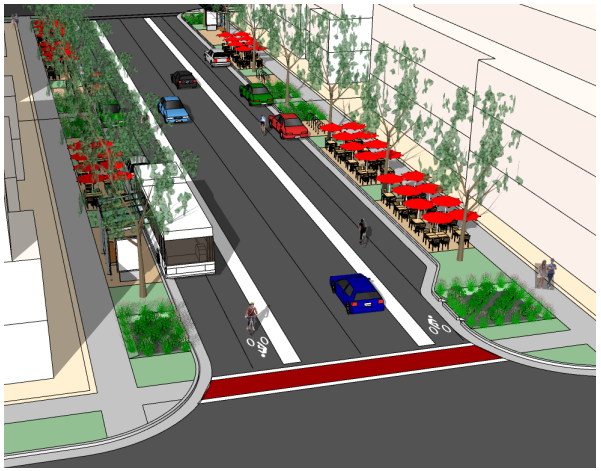
Transportation Recommendations

Streets & Rights-of-Way

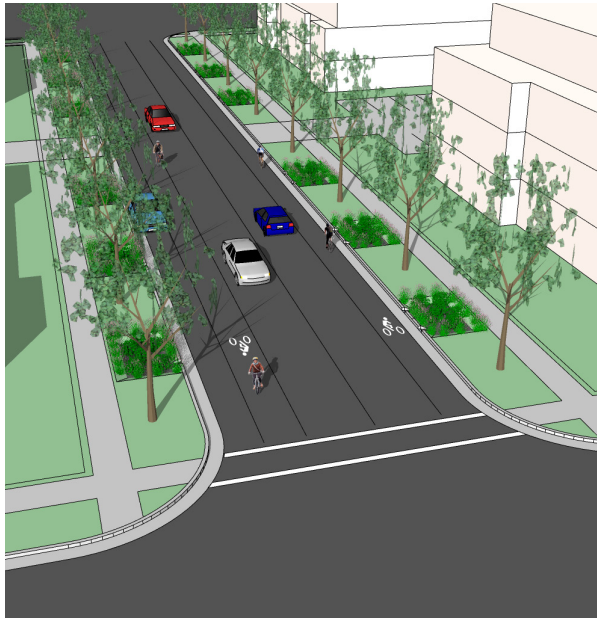
6. Work with the Wisconsin Department of Transportation to improve connectivity across the Beltline by:
    a. Adding new Beltline crossings, as shown on Map 4, to enhance connectivity for cars, pedestrians, bicyclists, and transit, shorten trips, and provide alternative north-south routes to Beltline interchanges at Gammon Road and Whitney Way.
    b. Extend the Beltline bicycle path west to High Point Road and east to the Southwest Path.
    c. Improve conditions for transit, bicyclists, and pedestrians at Beltline interchanges.
7. Officially map future public street connections called out on Map 4 and reserve sufficient public right-of-way to implement the planned street network (see Table 1).
8. Reevaluate the financial capacity of TID #46 in 2023-2024 as a funding source for non-assessable improvements to the street network shown on Map 4.
9. Evaluate the creation of a new TID west of University Research Park to fund non-assessable transportation improvements that support walkable, bikeable, transit-oriented redevelopment.

Bicycles & Pedestrians

10. Implement the shared use path/wide sidewalk network, bicycle lane network, and sidewalk connections shown on Map 5, including:
    a. Construct an expanded sidewalk or shared-use path along Mineral Point Road, preferably on the north side, to replace the shared bus/bike lanes that are planned for BRT use. Consider extending the wide sidewalk/path from Whitney Way east to Segoe Road.



Odana Road, when extended, should feature buffered bike lanes, on-street terraces, 10 foot minimum terraces, and at least six foot sidewalks.



Charmany Drive should be extended west to connect with Normandy Drive. It should include on-street bike lanes. Westfield Road should be extended south from Mineral Point Road in a similar configuration as Charmany, but with parking on both sides of the street.

b. Extend the Beltline shared-use path west to High Point Road and east to the Southwest Path.
c. Enhance public access to existing and planned segments of the Beltline shared-use path wherever possible, with a priority connection near the Research Park Boulevard-Odana Road intersection.
d. Stripe bicycle lanes on Science Drive.
e. Extend the shared-use paths from the Grand Canyon Drive bicycle/pedestrian underpass north to Mineral Point Road and south to the Greentree Park Path at Schroeder Road while enhancing bicyclist safety along the route.
f. Integrate bicycle lanes into planned streets: Westfield Road extension, Odana Road extension, and Charmany Drive extension to Normandy Lane.
g. Enhance pedestrian and bicyclist safety and comfort crossing Mineral Point Road north to Memorial High School and Jefferson Middle School through traffic signal adjustments, pavement markings, and physical changes to intersections/crossings.

A wide sidewalk or shared-use path is needed, preferably on the north side of Mineral Point Road, to replace the shared bus/bike lane that will be converted to a traffic lane as planned center-running BRT is implemented.

Table 1: Street Rights-of-Way and Required Facilities

New Street Section	Recommended ROW Width	Sidewalks Both Sides?	Terrace?	Dedicated Bicycle Facility?	On-Street Parking
Odana Rd (Gammon to D'onofrio)	90'	Y	Y (10' min. recommended)	Y (on street, buffered)	Both sides
Westfield Rd (Mineral Point to Watts)	80'	Y	Y (10' min. recommended)	Y (on street)	Both sides
Charmany Dr (Rosa to Normandy)*	80'	Y	Y (10' min. recommended)	Y (on street)	One side
Local Streets	66'	Y	Y	N	One or both sides, as needed to support surrounding uses (wider terraces possible if only one side)

*Grades may limit ROW width on the western section of this road, approaching Normandy Lane; on-street parking and a wide terrace may need to be eliminated to create the connection.

Map 5: Path, Pedestrian, and Bicycle Network Improvements

- Planned Sidewalk
- Existing Off-Street Path
- Planned Off-Street Path or Wide Sidewalk
- Street with Existing Bike Lane
- Street with Planned Bike Lane
- Existing and Planned Street Network (no on-street bicycle facilities)
- Building Footprint

N

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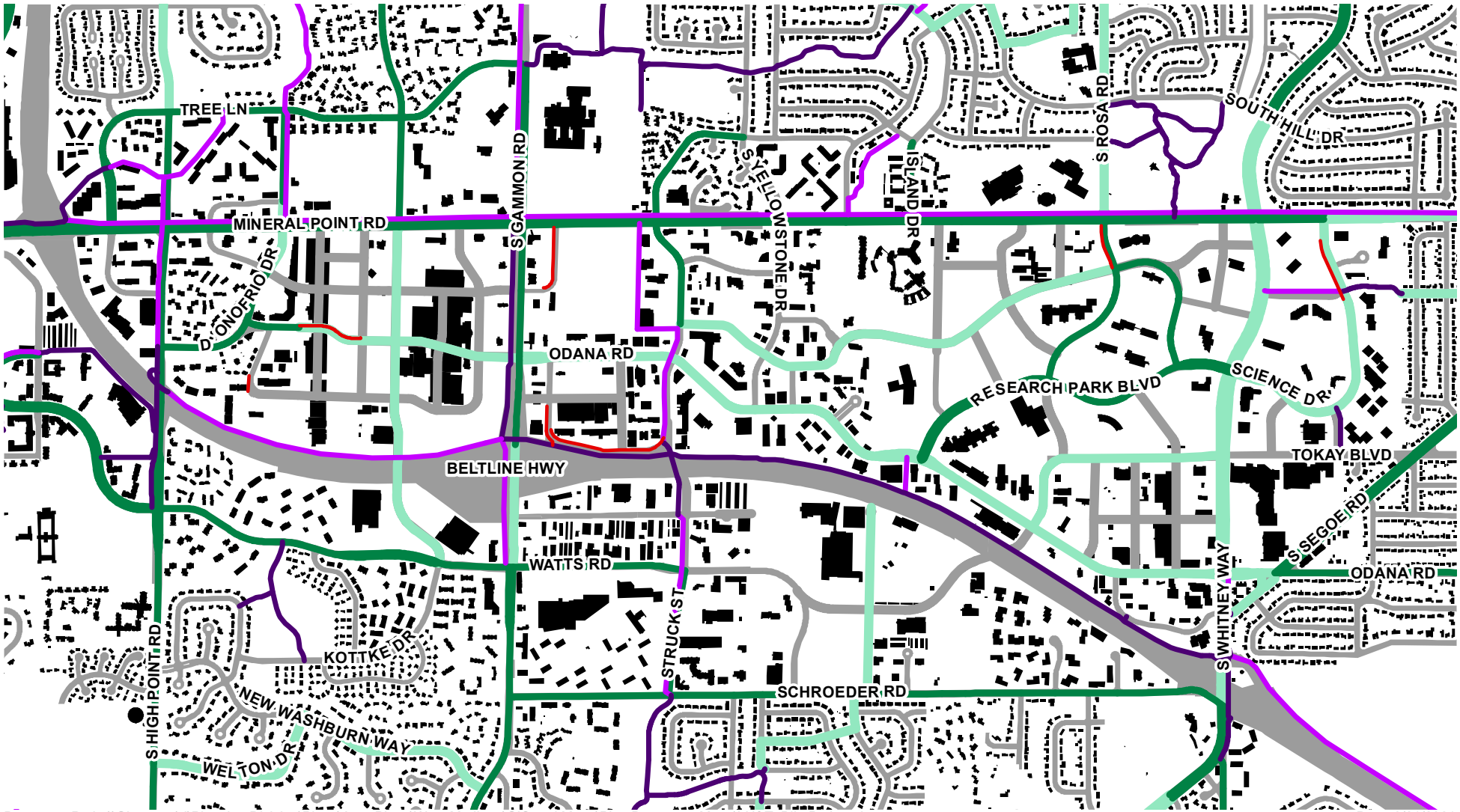

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11. Integrate pedestrian and bicycle infrastructure like benches, pedestrian-oriented lighting, and bike racks into terrace areas, especially in and around the "Commercial Core" areas shown on Map 1.
12. Install facilities to encourage bike-and-ride use at the West Transfer Point and/or at BRT stations.
13. Implement bicycle wayfinding.
14. Improve pedestrian safety and comfort of existing streets by adding crosswalks, pedestrian islands, tabletop crossings, rectangular rapid flashing beacons (RRFBs), bumpouts, and other pedestrian infrastructure, both proactively and as part of repaving/reconstruction projects. Such projects may include, but are not limited to:
    a. Improve major intersections, such as Mineral Point Road – High Point Road, Whitney Way – Odana Road, Whitney Way at the Hy-Vee entrance, and others.
    b. Add pedestrian refuge islands at secondary intersections, such as Research Park Boulevard-Rosa Road, Research Park Boulevard at Charmany Drive, and High Point Road at Big Sky Drive.
    c. Stripe crosswalks at all public street intersections on all collector roads in the Odana Area, all legs of signalized intersections on all arterial roads in the Odana Area, and at public street intersections of high-volume local streets like D'onofrio Drive.

Transit

15. Use Tax Increment District (TID) #46 funding to implement BRT and to make improvements to the pedestrian and bicycle network that improves accessibility to BRT.
16. Implement the Metro Transit Network Redesign in and around the Odana Area to improve transit service and integrate local service with the planned BRT system.

Neighborhoods and Housing

Comprehensive Plan Strategies: Neighborhoods & Housing

This plan aims to advance the following strategies from the 2018 Comprehensive Plan:

1. Create complete neighborhoods across the city where residents have access to transportation options and resources needed for daily living.
2. Support development of a wider mix of housing types, sizes, and costs throughout the city.
3. Increase the amount of available housing.
4. Integrate lower-priced housing, including subsidized housing, into complete neighborhoods.
5. Provide housing options with health and social services for residents who need it most, including residents experiencing homelessness.
8. Ensure access to food that is affordable, nutritious, and culturally specific.

Introduction

With the City expected to add over 70,000 new residents by 2040, the Odana Area provides a unique opportunity to build a significant quantity of new housing in close proximity to services, jobs, and the planned bus rapid transit network. The Odana Area is dominated by commercial land uses, with only a few residential nodes. New housing in the area can link these existing isolated areas to create a more cohesive neighborhood. Because redevelopment will primarily occur on underutilized parking areas or commercial sites, it will not result in displaced residents.

The City's 2019 Equitable Development Report found that the Census tract bound by Gammon Road, Mineral Point Road, Whitney Way, and Raymond Road to be relatively affordable, but showing early signs of gentrification and displacement. The vast majority of residential in that tract is located south of the Beltline, however, without new housing in the area, growth pressures could cause rent increases in one of the few relatively affordable areas of Madison.

The scale of, and diverse contexts within, the Odana Area allows for a wide variety of housing types to be built. This includes "missing middle" housing types like townhomes and small multifamily, as well large scale apartments and residences in mixed use buildings. In addition to diversity in scale, diversity in price of units is important as well. The City's Affordable Housing Fund is the primary tool used to assist development of safe, quality, affordable rental housing. One scoring criteria in the competitive grant program links locations to transit access, with most locations at BRT station areas being considered "super preferred."

The Odana Area's ability to accommodate growth through redevelopment will become increasingly important as the downtown, Capitol East district, and corridors like Monroe Street, Williamson Street, and Cottage Grove Road continue to experience robust growth. Encouraging and facilitating new housing in areas that have not yet experienced as much growth as other neighborhoods and corridors close to downtown helps the city meet its Comprehensive Plan goal of accommodating at least 50% of growth through infill and redevelopment. Combined with other investments, like BRT, it can also take some pressure off of neighborhoods that have been the focus of much of the redevelopment in the city since the previous iteration of the Comprehensive Plan in 2006. However, simply building housing does not create neighborhoods; those depend on elements like public park space, local businesses, good urban design, and an interconnected network of streets and paths. Those facets are addressed in other chapters of this plan, and will work together to create a cohesive whole.

The Venture apartment building is along Segoe Road, just south of University Avenue. It is in an area that was designated for "Transit-Oriented Development" In the 2006 Comprehensive Plan. With planned BRT along Mineral Point Road, similar densities are possible in select areas.

Neighborhoods & Housing Recommendations

1. Support development of a wide mix of housing unit types, sizes, and costs close to transit and other amenities.
    a. Encourage a wider mix of apartment unit sizes, including those large enough to support family living (3+ bedroom).
    b. Support development of "Missing Middle" housing types such as row houses, small apartment buildings, bungalow courts and courtyard apartment buildings.
2. Encourage the highest housing densities along the BRT corridor, particularly at station areas. Within these areas, consider zoning districts that have no minimum parking requirement to encourage transit use and increase housing affordability for those without vehicles.
3. Support development of affordable housing of all types, including different sizes, costs, and income levels for a broad range of residents.
    a. Budget funds for affordable housing in any new tax increment districts with property in the Odana Area.
    b. Evaluate the financial feasibility of budgeting additional funds for affordable housing as part of any future TID #46 amendments.
    c. In the Affordable Housing Fund Targeted Area Map, show BRT station areas within the Odana Area Plan boundary as "super preferred." Evaluate other areas for preferred designations following completion of Metro's Transit Network Redesign process.
    d. Make use of state and federal affordable housing funding sources within preferred and super-preferred areas.

Affordable housing with ground floor commercial at Union Corners along East Washington Avenue was provided with assistance from the City's Affordable Housing Fund.

    e. Explore the use of height bonuses for projects incorporating affordable units (see recommendation #1 in the Design Elements appendix).
4. Encourage a variety of ownership and occupancy structures in addition to apartments, including co-housing, condominiums, housing cooperatives, and community land trusts.
5. Undertake proactive rezoning of properties, as recommended in the Land Use & Transportation chapter, to allow housing at scales and locations recommended in this plan as permitted uses to speed housing construction.
6. Evaluate the feasibility of affordable housing development on any property acquired through the City's land banking program and incorporate affordable housing into residential projects on land-baked areas as part of a diverse mix of unit types, potentially including "missing middle" styles and lower-cost owner-occupied housing.
7. Allow a future permanent supportive housing project east of Gammon Road for individuals experiencing homelessness, due to its proximity to amenities, transit, and employment opportunities.

Economy and Opportunity

Comprehensive Plan Strategies: Economy & Opportunity

This plan aims to advance the following strategies from the 2018 Comprehensive Plan:

1. Retain existing employers and attract new employers to ensure residents have access to jobs.
2. Ensure an adequate supply of sites for a wide variety of employers to operate and grow.
3. Support more jobs that pay a family-supporting living wage.
6. Support small businesses and cultivate entrepreneurship, especially businesses owned by underrepresented groups.
7. Support efforts for businesses and consumers to produce and buy local food, products, and services.

While the form and land use mix of the Odana Area are expected to change, it is, and must continue to be, a major economic hub for Madison. As of 2018, 13,667 jobs existed in the plan area, an employment level which has been relatively steady since the recovery from the great recession of 2009. Retail trade, professional services, health care, and the service industry comprise nearly 70% of all jobs in the plan area.

The retail changes seen nationally are also occurring in the plan area. Retail employment (including part time positions) peaked in 2005 with 4,368 jobs, but contracted to only 3,442 in 2018. Between 2014 and 2018, retail employment in the plan area declined by more than 15%. Service industry jobs have been more stable, hovering around 1,200 since 2011. Professional services and health care jobs have increased steadily over time and now account for 2,635 and 1,945 jobs respectively.

While past employment data is helpful to understand, it does not consider employment changes that have emerged from the Covid-19 pandemic. Retail has continued to see challenges as more shopping has moved online, restaurant sales were a fraction of years' past, and many non-public facing positions worked remotely. As the city recovers from the pandemic, it's nearly impossible to say which changes are temporary and which will have lasting impacts. One example is remote working, which is expected to be a popular option as life returns to normal. Few people in offices means fewer potential customers for restaurants and other businesses located near employment hubs.

Several common themes emerged related to supporting businesses during public engagement for this Plan. The need to maintain affordable space for businesses was cited as a critical need - small and emerging businesses often can't afford newer commercial space with higher rents. Affordable businesses spaces, such as older strip retail buildings, are often targeted for redevelopment, and rents for ground floor retail spaces in new mixed use buildings can be double that of old spaces. If redevelopment occurs rapidly and is accompanied by increasing rents, local business could be priced out of their existing locations.

Economy & Opportunity Recommendations

1. Allow flexibility for future uses to adapt and reuse existing retail spaces, particularly large format retail. This could include a variety of employment uses, food production, etc., and/or active uses that bring families from throughout the community to the area, like entertainment and recreation/sports. However, adaptive reuse should not include large-scale warehousing or distribution.
2. While redevelopment of auto-oriented commercial areas is expected, preserve affordable commercial space outside major redevelopment areas to the extent practical. The impact on affordable commercial spaces of zoning changes, TIF assistance, and other actions that encourage redevelopment should be considered as part of project deliberations.
3. Consider land banking within the Odana Area as a potential method for reusing existing buildings for affordable local business space as part of an incubator and for redeveloping surplus surface parking into affordable housing.
4. Explore the development of a business incubator, with lower cost space, shared resources and expertise needed to help grow local businesses.

    a. Partner with outside business, economic development, and community organizations, such as Latino, Black, Hmong, and Madison Chambers

of Commerce, WWBIC, and established incubators, to ensure an incubator meets the needs of BIPOC-owned businesses and fosters opportunities for long-term success.

b. Consider integrating an incubator with land banking, using renovated commercial space to grow local businesses and retain affordable options.

c. Incorporate networking, mentorship, and collaboration opportunities as part of business incubator planning.

d. Integrate youth mentorship/training into incubator space, potentially in partnership with nearby Memorial High School.

e. Explore creating a program similar to the Public Market's "Market Ready" as part of incubator planning to help new businesses and small businesses prepare for incubator occupancy.

f. Work with local commercial brokers and property owners to connect small businesses to available space as they "graduate" from an incubator.

5. Explore amending TID #46 and creating a new TID to fund affordable housing, non-assessable infrastructure (bicycle network improvements, pedestrian safety improvements, new streets, stormwater management improvements, etc.), creation of a business incubator, land banking, small business assistance, and other economic development initiatives in the Odana Area.
6. Explore a commercial rent assistance or guarantee program to assist small and emerging businesses, particularly those owned by persons of color, afford space in areas where rent increases may occur. Gap assistance could be used to help businesses displaced by redevelopment afford ground-floor space in new mixed use buildings.
7. As the area transitions to a more connected, pedestrian-friendly environment, assist the creation of a neighborhood business association or BID (business improvement district) to maintain amenities and facilitate events.
8. Continue building relationships with and supporting economic development partners, especially those with ties to historically underrepresented communities. For example, the Madison Black Chamber of Commerce, Latino Chamber of Commerce of Dane County, and the Hmong Wisconsin Chamber of Commerce have vibrant memberships, and the City should collaborate with them, and other similar business and economic development groups, to help them grow opportunities for entrepreneurs to locate in the Odana Area.

What is a BID?

A Business Improvement District (BID) is a commercial or mixed-use area where property owners vote to levy an additional tax on commercial properties within a BID boundary. The funds from the tax can be used to help promote, market, and maintain the BID area. BIDs are governed by Wis. Stats. 66.1109.

Culture and Character

Comprehensive Plan Strategies: Culture & Character

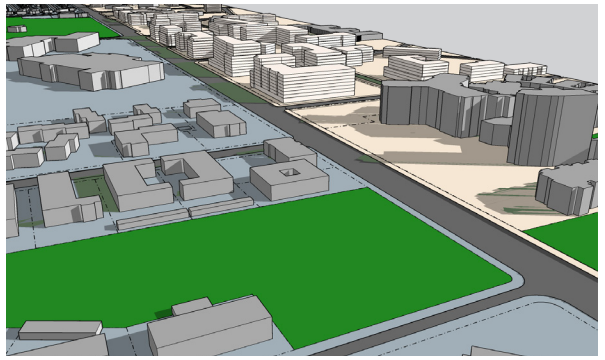
This plan aims to advance the following strategies from the 2018 Comprehensive Plan:

1. Create vibrant and inviting places through creative architecture and urban design.
3. Create safe and affirming community spaces that bring people together and provide social outlets for underrepresented groups.
6. Integrate public art throughout the city.

Culture and character reflects how the community shapes a place and how a place shapes the community. It speaks to the experience of being in a place, the unique elements impacting how someone feels in that place, and the lasting memories fostered there. In many ways, the Odana Area lacks the qualities that make memorable places, as do many similar commercial corridors across the country developed in the same auto-oriented period. The most common experience is driving between parking lots of stores, restaurants, or places of work. Few gathering spaces, historic buildings, or art elements are present to create a sense of place.

Implementation of this Plan will help create a new identity for the area, with a greater focus on creating memorable experiences. The design of recent new developments, like the Exact Sciences headquarters in University Research Park, represent an improvement over the traditional auto-oriented office and retail development, but the overall look and feel of the Odana Area can only be upgraded with a sustained effort over time on sites throughout the area. With most of the area having developed from the late 1960s through 1990s, there is little historic character that can be drawn upon for inspiration. There are no spaces like libraries, neighborhood centers, or performance venues that are widely viewed as being open and welcoming to the entire community. Even the creation of something like a "neighborhood center" or "community center" assumes the existence of a neighborhood or community, which is currently lacking in the Odana Area. This lack of community can be changed with private and public sector efforts to create great experiences that bring people into the area. Well-designed buildings, outdoor spaces, streetscapes, public art, performance spaces, and engaging "third places" (restaurants, entertainment, etc., that are neither work nor home) that are accessible and welcoming to the entire community, will all contribute to a vibrant future Odana Area.

Example massing: Mineral Point Road looking southwest, at UW Research Park. Garner Park is the green shape at right. Map 1 of this Plan allows for Regional Mixed Use along much of Mineral Point Road west of Whitney Way, and Map 6 illustrates maximum building heights, which go up to 12 stories along portions of Mineral Point Road.



Example massing: Mineral Point Road looking southeast. Nautilus Point Park is the green shape in the foreground, and Oakwood Village is center-right. Beyond shows possible infill development massing along Mineral Point Road on vacant land owned by CUNA, at the UW's Charmany Farms location, and in University Research Park.

The recommendations in this chapter and the design elements appendix focus on guiding development to create building and site designs that will fit within the Comprehensive Plan's vision for the area as a series of mixed-use activity centers and corridors. Recommendations for other important elements of the area's character are also included, such as the arts, while elements covered elsewhere in this plan will also have a substantial impact on the character of the area, from new street connections, to affordable housing, new parks, and economic development.

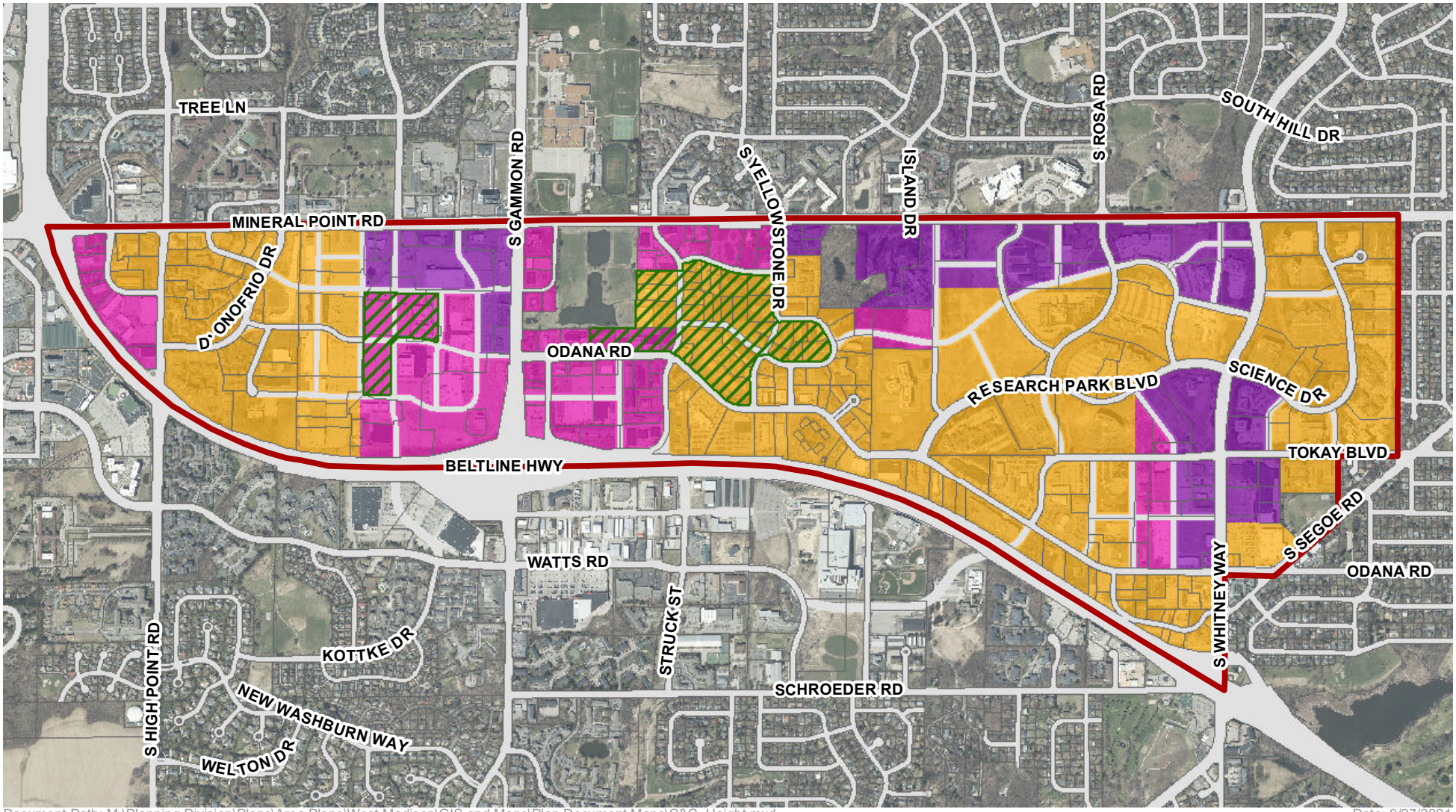
Map 6: Maximum Building Height

- Planning Area
- General Future Park Area*
- Maximum Height: 5 Floors
- Maximum Height: 8 Floors
- Maximum Height: 12 Floors
- Existing and Planned Street Network

N

0 1,600 3,200 Feet

* Acquire minimum of 5 acres in western overlay (out of 13 acres shown). Acquire minimum of ~10 acres in eastern overlay (out of 45 acres shown), in either one or two contiguous areas.
Note: Exceptions to building height limits on this map may be considered for properties that dedicate park space in General Future Park Areas in a manner that is acceptable to the Parks Division.



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Date: 9/27/2021

Culture & Character Recommendations

Ordinance Revisions

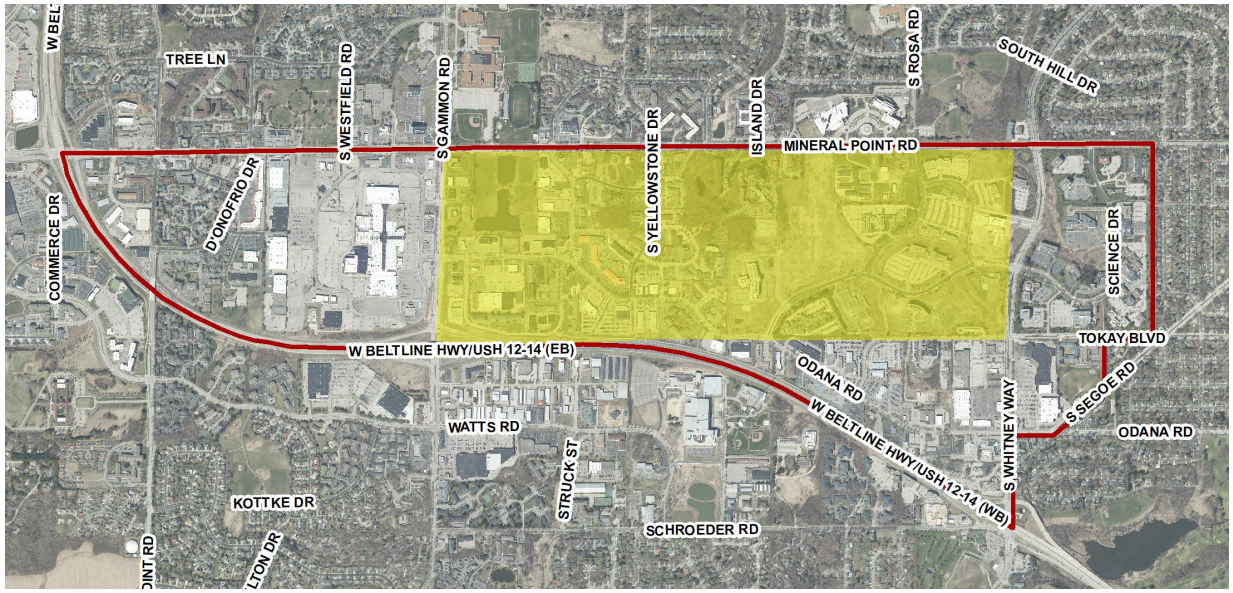
1. Revise the City's Transit-Oriented Development (TOD) overlay ordinance to implement the design elements contained in the appendix to this Plan, and other transit- bicycle- and pedestrian-friendly design considerations that may be developed, as requirements within the majority of the Odana Area, especially within a quarter-mile of BRT stops and frequent local transit service.

    a. TOD ordinance requirements should generally be objective and reviewable at the staff level, to streamline redevelopment in the area and reduce the need for Committee referrals.

2. Review Urban Design District (UDD) 3 (MGO section 33.24(10)) to determine whether it should be revised or repealed – many requirements for UDD 3 development are adequately addressed by the current zoning code, which was adopted approximately 25 years after UDD 3. Other ordinance language governing UDD 3, such as the Statement of Purpose that says the requirements were established, in part, to "assure that future development will complement the existing development in the district," contradict the recommendations in this Plan, which expressly seek to move the area away from its current auto-oriented form.

Arts, Public Space, History

3. Consider integrating art within the public right-of-way, such as sidewalk poetry, as part of construction projects.
4. Using the City's percent for arts program, encourage temporary or permanent art installations near bus rapid transit stations.
5. Consider replacing street signs to include an identifiable district logo, similar to street signs on and in State Street, Mansion Hill and Tenney-Lapham.
6. When new streets are constructed, identify active but lower volume streets that might be appropriate for future street festivals similar to Willy Street Fair.
7. Design city signs, parks, and other public facilities with bilingual and other inclusive design components.
8. Explore opportunities to secure/reserve space that would be well-positioned to serve as a community center, neighborhood center, library, or meeting space for future residents of a new Odana neighborhood, potentially in conjunction with, or close to, new park space.
9. Add artist-in-residency space within the area as tenant space in an existing building, space in a future incubator, or as part of a new community/ neighborhood center.
10. The property at 6405 Mineral Point Road hosts the historic Otto & Louisa Toepfer Farm house, which is now part of Otto's Restaurant & Bar. Should changes or development be proposed for this site, the property owner is encouraged to restore the historic building.



The historic Otto & Louisa Toepfer Farm house is a remnant of the Toepfer Farm, the former boundary of which is shown above. Redevelopment in this area may require additional review from the Wisconsin Historical Society for work with a State or Federal nexus (funding, permitting, etc.).

Green and Resilient

Comprehensive Plan Strategies: Green & Resilient

This plan aims to advance the following strategies from the 2018 Comprehensive Plan:

2. Improve lake and stream water quality.
4. Acquire parkland and upgrade park facilities to accommodate more diverse activities and gatherings.
5. Improve and preserve urban biodiversity through an interconnected greenway and habitat system.
6. Develop a healthy and diverse urban tree canopy.

Other than Odana School Park on the southeastern edge of the plan area, there is no park space within the office- and retail-focused Odana Area. This Plan calls for a significant amount of residential development to be included as properties in the area redevelop, which necessitates additional park space in close proximity to new residents.

The area was also developed in an era with less stringent stormwater management and landscaping requirements, which resulted in expansive impervious surfaces and little tree canopy cover. The City's recently updated stormwater management ordinance requires more stringent measures for private redevelopment projects, but investments by the City in the public system of treatment, conveyance and retention are also needed.

With strict state limits on the City's ability to require energy efficiency and green energy measures with new construction, this Plan can only encourage measures related to many important sustainability metrics. A major element of a green and resilient community, though, is reducing energy consumption by linking intensive land use with transit service, encouraging new residential development in close proximity to employment and services, reducing single-occupancy vehicle use by providing better pedestrian/bicycle amenities and transit service, and absorbing demand for new housing and employment in already-developed areas.

Green & Resilient Recommendations

Parks & Trees

1. Create three new parks that are a minimum of five acres each to serve future residents within the Odana Area (see Map 7). The General Future Park Area overlay shown on the map designates the generalized area within which a smaller portion of the land will be sited for a park or open space in the future. The large generalized overlay is necessary because at this point it is not known where the park and open space will be sited.

   - One park should be as centrally located as possible amongst any future redevelopment of West Towne Mall and the big boxes to the west of the mall. While the block containing the Von Maur site would be ideal if the mall were redeveloped all at once, it is the most recent investment in the area and therefore likely to remain over the mid- or long-term. Alternative locations are shown within the overall western green hatched "general future park area" on Map 7. This park may need to be two smaller parcels connected by a green corridor.
   - An urban feel should be considered for the western park, due to its location amidst more intensive planned mixed-use development and the possibility of serving residents, patrons of nearby businesses, and visitors to the area. A design that can accommodate special events and programing, such as farmers' markets, festivals, and concerts is encouraged.
   - Two other parks should be created between the stormwater ponds and Oakwood Village. See the eastern green hatched area on Map 7 for a generally acceptable location for these parks. The Parks Division may opt to proceed with one larger park, if that is found to be preferable based on future property availability.
   - Park space should be acquired through purchase of property from willing sellers and through parkland dedication.
   - The eastern park(s) may be developed with a more traditional neighborhood orientation, and would ideally include park space adjacent to the major stormwater facility south of Mineral Point Road and west of Gammon Place.
   - Future design and amenities for all parks will be determined after later park master planning processes undertaken by the Parks Division. Such a planning process should proactively engage a diverse group of residents, and, if

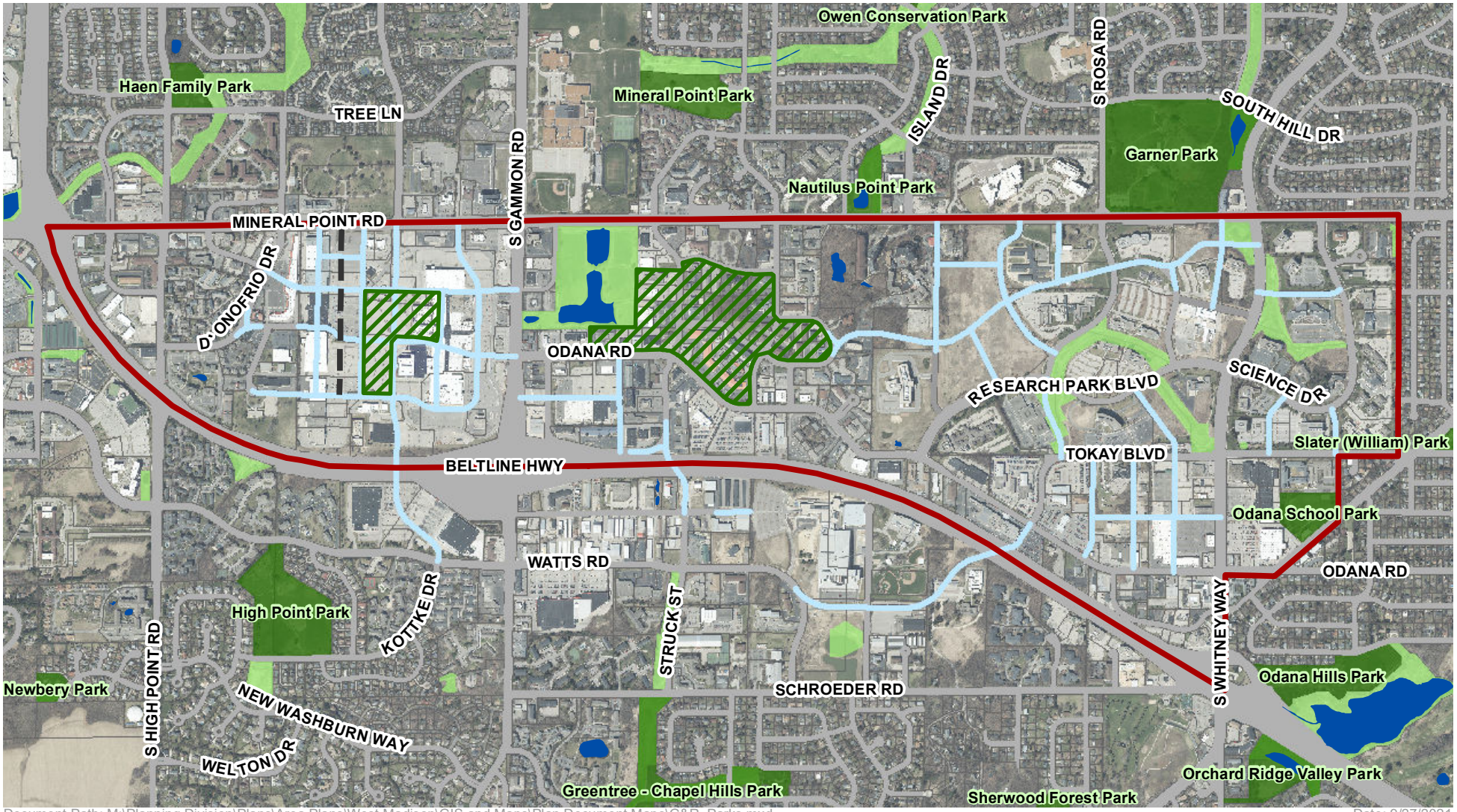
Map 7: Parks & Greenways

- Mid-Block Greenway
- Greenway (stormwater management)
- Pond
- Planning Area
- General Future Park Area*
- Existing Park
- Planned Street

N

0 1,600 3,200 Feet

* Acquire minimum of 5 acres in western overlay (out of 13 acres shown). Acquire minimum of ~10 acres in eastern overlay (out of 45 acres shown), in either one or two contiguous areas.



possible, students from nearby Jefferson and Memorial schools. The park planning process should consider amenities and park naming that will be welcoming to BIPOC residents.

2. Consider integration of public art as part of the design of new parks within the Odana Area.
3. Enhance the tree canopy on public right-of-way by filling in existing street tree gaps in terraces, maximizing the planting of street trees in new terraces, planting trees in medians, and by proactively replacing dead and dying trees throughout the planning area.
    - The biggest opportunity for increasing street tree canopy on existing streets is within University Research Park.
4. Terrace widths on new streets should be wide enough to accommodate healthy canopy trees and/or bioswales, typically requiring a minimum of 10 feet. Expansion of existing substandard terraces (generally less than eight feet) should be accommodated through additional dedication of right-of-way whenever possible.
5. Work with Oakwood Village to explore the prospects of an official, publicly accessible "green corridor" connecting Nautilus Point Park through the Oakwood campus to planned City park space along Normandy Lane and to the stormwater ponds to the west.

Stormwater Management

6. Implement recommendations included in the City's watershed studies to reduce flooding and create a more resilient stormwater management system (the Odana Area is primarily within the Spring Harbor and Wingra West watersheds, but does overlap small parts of three other watersheds: Madison Pheasant Branch, Greentree/McKenna, and Willow Creek).
7. Implement innovative stormwater management techniques as part of future right-of-way design for both new street construction and reconstruction of existing streets.
8. Explore the prospects of budgeting TIF funds for stormwater management improvements in and around the Odana Area as existing TIDs are amended or new TIDs are created.
9. Projects in the four planned blocks directly south of the entrance to Sunset Memory Gardens should explore placing stormwater management measures mid-block, as a contiguous feature with accompanying mid-block pedestrian connections (see the "Mid-Block Greenway" shown on Map 7).
10. Consider integration of stormwater management into future park space for large storms as a natural feature in a way that does not compromise the amenities and use of the park outside of large storm events.

Sustainability

11. Require buildings/projects seeking City funding assistance (via TIF, the Affordable Housing Fund, or other programs) to describe how they will exceed energy efficiency and sustainability requirements in existing building codes. Strategies may include such things as:
    - Complete the Focus on Energy New Construction Energy Design Assistance Whole Building Analysis, or a similar program, and incorporate a substantial number of recommendations;
    - Seek LEED, Energy Star, Passive House, or a similar certification;
    - Implement renewable energy programs (incentives/funding options include Focus on Energy, MadiSun, and others);
    - Incorporate sustainable design techniques described in the AIA's Framework for Design Excellence.

    Due to the long-term nature of this Plan, programs may change, but the overall intent of this recommendation is that projects receiving City assistance will describe and implement sustainability strategies that significantly exceed building code requirements (further inspiration can be drawn from guidelines in cities as varied as Eau Claire and New York City).
12. Buildings are encouraged to:
    - Maximize energy efficiency;
    - Reduce or eliminate dependence on fossil fuels for heating by using heat pumps, geothermal heating, and other methods;
    - Be net zero energy users;
    - Integrate renewable energy into building design (like rooftop solar panels or solar-ready design that does not conflict with any green roof designs);
    - Integrate stormwater management as a feature of the building through features like green roofs, blue roofs, gray water systems, etc.; and
    - Use sustainable building materials.
13. Sites are encouraged to:
    - Integrate stormwater management into site design through features like permeable paving and raingardens;
    - Maximize the planting of canopy trees and native landscaping.
14. Both residential and office buildings are encouraged to host shared vehicles to allow residents to reduce or eliminate car ownership and allow office employees to take transit to work even if they have off-site meetings that require car travel.
15. Explore the feasibility of a geothermal system under planned new park space for adjoining properties.

Effective Government

Comprehensive Plan Strategies: Effective Government

This plan aims to advance the following strategies from the 2018 Comprehensive Plan:

3. Locate community facilities to provide a high level of service to all neighborhoods.
5. Ensure new development occurs in locations that can be efficiently served to minimize costs on the community as a whole.
6. Improve accessibility to government agencies and services.

Many of the recommendations throughout other chapters of this plan – from improving pedestrian/bicycle conditions to adding new park space – are components of effective government. As such, this chapter focuses less on providing further recommendations, and more on who will contribute to implementing the plan and when via an implementation matrix.

Effective Government Recommendations

1. Explore satellite facilities for Government services to accommodate resident and business schedules and needs.
2. Implement the proactive rezoning recommended in the Land Use & Transportation chapter to streamline the redevelopment process for select properties, especially those with large amounts of surface parking in close proximity to planned bus rapid transit.
3. Proactively enforce property maintenance ordinances for vacant properties.
4. Work with existing service providers in and around the area, such as the Lussier Community Education Center, to provide needed services to new residents."

The chart below summarizes the recommendations in this plan, along with lead City agencies. Many recommendations will also require partnerships with entities outside of City government to effectively implement.

Land Use and Transportation

Recommendation	Implementation Agency	Timeframe
Land Use & Zoning		
1. Change the Comprehensive Plan Generalized Future Land Use Map to match the adopted Future Land Use Map in this Plan.	Planning	Short Term (1 to 3 years)
2. Increase the amount of land dedicated to public greenspace, as detailed in the Green & Resilient chapter.	Parks	Long Term (5+ years)
3. Work to proactively rezone properties called out on Map 3.	Planning, Zoning	Short Term (1 to 3 years)
4. Rezoning of property should only be considered if it advances the goals, strategies, and recommendations of this Plan and the Comprehensive Plan with respect to creating a more compact, walkable, interconnected area. Rezoning that regresses to more suburban style development or simply perpetuates the status quo should not be considered. For example, rezoning from CC to TSS would be acceptable, but rezoning from TSS to CC would not be acceptable.	Planning, Zoning	Ongoing
5. Revise and expand the City's Transit-Oriented Development (TOD) overlay zoning district zoning language and apply the district to the BRT corridor (see the Culture & Character chapter for urban design elements, many of which should be considered for inclusion in a revised TOD ordinance).	Planning, Transportation	Short Term (1 to 3 years)

Recommendation	Implementation Agency	Timeframe
Streets & Rights-of-Way		
6. Work with the Wisconsin Department of Transportation to improve connectivity across the Beltline by: a. Adding new Beltline crossings, as shown on Map 4, to enhance connectivity for cars, pedestrians, bicyclists, and transit, shorten trips, and provide alternative north-south routes to Beltline interchanges at Gammon Road and Whitney Way. b. Extend the Beltline bicycle path west to High Point Road and east to the Southwest Path. c. Improve conditions for transit, bicyclists, and pedestrians at Beltline interchanges.	Transportation, Engineering	Long Term (5+ years)
7. Officially map future public street connections called out on Map 4 and reserve sufficient public right-of-way to implement the planned street network (see Table 1).	Engineering	Map: Short Term (1 to 3 years); Reserve: Ongoing
8. Reevaluate the financial capacity of TID #46 in 2023-2024 as a funding source for non-assessable improvements to the street network shown on Map 4.	Economic Development	Short Term (1 to 3 years)
9. Evaluate the creation of a new TID west of University Research Park to fund non-assessable transportation improvements that support walkable, bikeable, transit-oriented redevelopment.	Economic Development	Short Term (1 to 3 years)
Bicycles and Pedestrians		
10. Implement the shared use path/wide sidewalk network, bicycle lane network, and sidewalk connections shown on Map 5.	Traffic Engineering, Engineering	Ongoing
11. Integrate pedestrian and bicycle infrastructure like benches, pedestrian-oriented lighting, and bike racks into terrace areas, especially in and around the "Commercial Core" areas shown on Map 1.	Planning, TE, Property owners	Ongoing
12. Install facilities to encourage bike-and-ride use at the West Transfer Point and/or BRT stations.	Transportation, TE, Engineering, Metro	Short Term (1 to 3 years)
13. Implement bicycle wayfinding.	Transportation, Engineering	Mid Term (3 to 5 years)
14. Improve pedestrian safety and comfort of existing streets by adding crosswalks, pedestrian islands, tabletop crossings, rectangular rapid flashing beacons (RRFBs), bumpouts, and other pedestrian infrastructure, both proactively and as part of repaving/reconstruction projects. Such projects may include, but are not limited to: a. Improve major intersections, such as Mineral Point Road – High Point Road, Whitney Way – Odana Road, Whitney Way at the Hy-Vee entrance, and others. b. Add pedestrian refuge islands at secondary intersections, such as Research Park Boulevard-Rosa Road, Research Park Boulevard at Charmany Drive, and High Point Road at Big Sky Drive. c. Stripe crosswalks at all public street intersections on all collector roads in the Odana Area, all legs of signalized intersections on all arterial roads in the Odana Area, and at public street intersections of high-volume local streets like D'onofrio Drive.	TE, Engineering	Mid Term (3 to 5 years)

Recommendation	Implementation Agency	Timeframe
Transit		
15. Use Tax Increment District (TID) #46 funding to implement BRT and to make improvements to the pedestrian and bicycle network that improves accessibility to BRT.	Economic Development, Metro, TE, Engineering	Short Term (1 to 3 years)
16. Implement the Metro Transit Network Redesign in and around the Odana Area to improve transit service and integrate local service with the planned BRT system.	Metro, Transportation	Short Term (1 to 3 years)

Neighborhoods and Housing

Recommendation	Implementation Agency	Timeframe
1. Support development of a wide mix of housing unit types, sizes, and costs close to transit and other amenities. a. Encourage a wider mix of apartment unit sizes, including those large enough to support family living (3+ bedroom). b. Support development of "Missing Middle" housing types such as row houses, small apartment buildings, bungalow courts and courtyard apartment buildings.	Planning	Ongoing
2. Encourage the highest housing densities along the BRT corridor, particularly at station areas. Within these areas, consider zoning districts that have no minimum parking requirement to encourage transit use and increase housing affordability for those without vehicles.	Planning	Ongoing
3. Support development of affordable housing of all types, including different sizes, costs, and income levels for a broad range of residents. a. Budget funds for affordable housing in any new tax increment districts with property in the Odana Area. b. Evaluate the financial feasibility of budgeting additional funds for affordable housing as part of any future TID #46 amendments. c. In the Affordable Housing Fund Targeted Area Map, show BRT station areas within the Odana Area Plan boundary as "super preferred." Evaluate other areas for preferred designations following completion of Metro's Transit Network Redesign process. d. Make use of state and federal affordable housing funding sources within preferred and super-preferred areas. e. Explore the use of height bonuses for projects incorporating affordable units	Planning, Zoning, Community Development, Economic Development	Ongoing
4. Encourage a variety of ownership and occupancy structures in addition to apartments, including co-housing, condominiums, housing cooperatives, and community land trusts.	Planning, Zoning	Ongoing

Recommendation	Implementation Agency	Timeframe
5. Undertake proactive rezoning of properties, as recommended in the Land Use & Transportation chapter, to allow housing at scales and locations recommended in this plan as permitted uses to speed housing construction.	Planning, Zoning	Short Term (1 to 3 years)
6. Evaluate the feasibility of affordable housing development on any property acquired through the City's land banking program and incorporate affordable housing into residential projects on land-banked areas as part of a diverse mix of unit types, potentially including "missing middle" styles and lower-cost owner-occupied housing.	Community Development, Planning, Economic Development	Ongoing
7. Allow a future permanent supportive housing project east of Gammon Road for individuals experiencing homelessness, due to its proximity to amenities, transit, and employment opportunities.	Planning, Community Development	Long Term (5+ years)

Economy and Opportunity

Recommendation	Implementation Agency	Timeframe
1. Allow flexibility for future uses to adapt and reuse existing retail spaces, particularly large format retail. This could include a variety of employment uses, food production, etc., and/or active uses that bring families from throughout the community to the area, like entertainment and recreation/sports. However, adaptive reuse should not include large-scale warehousing or distribution.	Planning, Economic Development	Ongoing
2. While redevelopment of auto-oriented commercial areas is expected, preserve affordable commercial space outside major redevelopment areas to the extent practical. The impact on affordable commercial spaces of zoning changes, TIF assistance, and other actions that encourage redevelopment should be considered as part of project deliberations.	Planning, Economic Development	Ongoing
3. Consider land banking within the Odana Area as a potential method for reusing existing buildings for affordable local business space as part of an incubator and redeveloping surplus surface parking into affordable housing.	Planning, Community Development, Economic Development	Ongoing

Recommendation	Implementation Agency	Timeframe
4. Explore the development of a business incubator, with lower cost space, shared resources and expertise needed to help grow local businesses. a. Partner with outside business, economic development, and community organizations, such as Latino, Black, Hmong, and Madison Chambers of Commerce, WWBIC, and established incubators, to ensure an incubator meets the needs of BIPOC-owned businesses and fosters opportunities for long-term success. b. Consider integrating an incubator with land banking, using renovated commercial space to grow local businesses and retain affordable options. c. Incorporate networking, mentorship, and collaboration opportunities as part of business incubator planning. d. Integrate youth mentorship/training into incubator space, potentially in partnership with nearby Memorial High School. e. Explore creating a program similar to the Public Market's "Market Ready" as part of incubator planning to help new businesses and small businesses prepare for incubator occupancy. f. Work with local commercial brokers and property owners to connect small businesses to available space as they "graduate" from an incubator.	Planning, Community Development, Economic Development	Long Term (5+ years)
5. Explore amending TID #46 and creating a new TID to fund affordable housing, non-assessable infrastructure (bicycle network improvements, pedestrian safety improvements, new streets, stormwater management improvements, etc.), creation of a business incubator, land banking, small business assistance, and other economic development initiatives in the Odana Area.	Economic Development	Short Term (1 to 3 years)
6. Explore a commercial rent assistance or guarantee program to assist small and emerging businesses, particularly those owned by persons of color, afford space in areas where rent increases may occur. Gap assistance could be used to help businesses displaced by redevelopment afford ground-floor space in new mixed use buildings.	Community Development, Economic Development	Mid Term (3 to 5 years)
7. As the area transitions to a more connected, pedestrian-friendly environment, assist the creation of a neighborhood business association or BID (business improvement district) to maintain amenities and facilitate events.	Economic Development	Long Term (5+ years)
8. Continue building relationships with and supporting economic development partners, especially those with ties to historically underrepresented communities. For example, the Madison Black Chamber of Commerce, Latino Chamber of Commerce of Dane County, and the Hmong Wisconsin Chamber of Commerce have vibrant memberships, and the City should collaborate with them, and other similar business and economic development groups, to help them grow opportunities for entrepreneurs to locate in the Odana Area.	Economic Development, Economic Development Partners, Community Partners	Ongoing

Culture and Character

Recommendation	Implementation Agency	Timeframe
Ordinance Revisions		
1. Revise the City's Transit-Oriented Development (TOD) overlay ordinance to implement the design elements contained in the appendix to this Plan, and other transit- bicycle- and pedestrian-friendly design considerations that may be developed, as requirements within the majority of the Odana Area, especially within a quarter-mile of BRT stops and frequent local transit service. a. TOD ordinance requirements should generally be objective and reviewable at the staff level, to streamline redevelopment in the area and reduce the need for Committee referrals.	Planning, Zoning	Short Term (1-3 years)
2. Review Urban Design District (UDD) 3 (MGO section 33.24(10)) to determine whether it should be revised or repealed – many requirements for UDD 3 development are adequately addressed by the current zoning code, which was adopted approximately 25 years after UDD 3. Other ordinance language governing UDD 3, such as the Statement of Purpose that says the requirements were established, in part, to "assure that future development will complement the existing development in the district," contradict the recommendations in this Plan, which expressly seek to move the area away from its current auto-oriented form.	Planning	Short Term (1-3 years)
Arts, Public Space, History		
3. Consider integrating art within the public right-of-way, such as sidewalk poetry, as part of construction projects.	Planning, Engineering	Ongoing
4. Using the City's percent for arts program, encourage temporary or permanent art installations near bus rapid transit stations.	Planning, Transportation	Ongoing
5. Consider replacing street signs to include an identifiable district logo, similar to street signs on and in State Street, Mansion Hill and Tenney-Lapham.	Transportation	Ongoing
6. When new streets are constructed, identify active but lower volume streets that might be appropriate for future street festivals similar to Willy Street Fair.	Planning, Transportation, Engineering	Ongoing
7. Design city signs, parks, and other public facilities with bilingual and other inclusive design components.	Transportation, Parks, others	Ongoing
8. Explore opportunities to secure/reserve space that would be well-positioned to serve as a community center, neighborhood center, library, or meeting space for future residents of a new Odana neighborhood, potentially in conjunction with, or close to, new park space.	Community Development, Parks	Long Term (5+ years)
9. Add artist-in-residency space within the area as tenant space in an existing building, space in a future incubator, or as part of a new community/neighborhood center.	Planning, Library	Long Term (5+ years)
10. The property at 6405 Mineral Point Road hosts the historic Otto & Louisa Toepfer Farm house, which is now part of Otto's Restaurant & Bar. Should changes or development be proposed for this site, the property owner is encouraged to restore the historic building.	Planning	--

Green and Resilient

Recommendation	Implementation Agency	Timeframe
Parks and Trees		
1. Create three new parks that are a minimum of five acres each to serve future residents within the Odana Area (see Map 7). The General Future Park Area overlay shown on the map designates the generalized area within which a smaller portion of the land will be sited for a park or open space in the future. The large generalized overlay is necessary because at this point it is not known where the park and open space will be sited · One park should be as centrally located as possible amongst any future redevelopment of West Towne Mall and the big boxes to the west of the mall. While the block containing the Von Maur site would be ideal if the mall were redeveloped all at once, it is the most recent investment in the general area and therefore likely to remain over the mid- or long-term. Alternative locations are shown within the overall western green hatched "general future park area" on Map 7. This park may need to be two smaller parcels connected by a green corridor. · An urban feel should be considered for the western park, due to its location amidst more intensive planned mixed-use development and the possibility of serving residents, patrons of nearby businesses, and visitors to the area. A design that can accommodate s pecial events and programing, such as farmers' markets, festivals, and concerts is encouraged. · Two other parks should be created between the stormwater ponds and Oakwood Village. See the eastern green hatched area on Map 7 for the acceptable location for these parks. The Parks Division may opt to proceed with one larger park, if that is found to be preferable based on future property availability. · Park space should be acquired through purchase of property from willing sellers and through parkland dedication. · The eastern park(s) may be developed with a more traditional neighborhood orientation, and would ideally include park space adjacent to the major stormwater facility south of Mineral Point Road and west of Gammon Place. · Future design and amenities for all parks will be determined after later park master planning processes undertaken by the Parks Division. Such a planning process should proactively engage a diverse group of residents, and, if possible, students from nearby Jefferson and Memorial schools. The park planning process should consider amenities and park naming that will be welcoming to BIPOC residents.	Parks	Long Term (5+ years)
2. Consider integration of public art as part of the design of new parks within the Odana Area.	Planning, Parks	Long Term (5+ years)
3. Enhance the tree canopy on public right-of-way by filling in existing street tree gaps in terraces, maximizing the planting of street trees in new terraces, planting trees in medians, and by proactively replacing dead and dying trees throughout the planning area. a. The biggest opportunity for increasing street tree canopy on existing streets is within University Research Park.	Forestry, Transportation, Engineering	Ongoing

Recommendation	Implementation Agency	Timeframe
4. Terrace widths on new streets shall be wide enough to accommodate healthy canopy trees and/or bioswales, typically requiring a minimum of 10 feet. Expansion of existing substandard terraces (generally < eight feet) should be accommodated through additional dedication of right-of-way whenever possible.	Forestry, Planning, Transportation, Engineering	Ongoing
5. Work with Oakwood Village to explore the prospects of an official, publicly accessible "green corridor" connecting Nautilus Point Park through the Oakwood campus to planned City park space along Normandy Lane and to the stormwater ponds to the west.	Planning, Parks, Engineering	Long Term (5+ years)
Stormwater Management		
6. Implement recommendations included in the City's watershed studies to reduce flooding and create a more resilient stormwater management system (the Odana Area is primarily within the Spring Harbor and Wingra West watersheds, but does overlap small parts of three other watersheds: Madison Pheasant Branch, Greentree/McKenna, and Willow Creek).	Engineering	Ongoing
7. Implement innovative stormwater management techniques as part of future right-of-way design for both new street construction and reconstruction of existing streets.	Engineering	Ongoing
8. Explore the prospects of budgeting TIF funds for stormwater management improvements in and around the Odana Area as existing TIDs are amended or new TIDs are created.	Economic Development, Engineering	Short term (1 to 3 years)
9. Projects in the four planned blocks directly south of the entrance to Sunset Memory Gardens should explore the placing stormwater management measures mid-block, as a contiguous feature with accompanying mid-block pedestrian connections (see the "Mid-Block Greenway" shown on Map 7).	Planning, Engineering	Long Term (5+ years)
10. Consider integration of stormwater management into future park space for large storms as a natural feature in a way that does not compromise the amenities and use of the park outside of large storm events.	Parks, Engineering	Long Term (5+ years)
Sustainability		
11. Require buildings/projects seeking City funding assistance (via TIF, the Affordable Housing Fund, or other programs) to describe how they will exceed energy efficiency and sustainability requirements in existing building codes. Strategies may include such things as: · Complete the Focus on Energy New Construction Energy Design Assistance Whole Building Analysis, or a similar program, and incorporate a substantial number of recommendations; · Seek LEED, Energy Star, Passive House, or a similar certification; · Implement renewable energy programs (incentives/funding options include Focus on Energy, MadiSun, and others); · Incorporate sustainable design techniques described in the AIA's Framework for Design Excellence.	Planning, Economic Development, Community Development, Engineering	Ongoing

Recommendation	Implementation Agency	Timeframe
12. Buildings are encouraged to: a. Maximize energy efficiency; b. Reduce or eliminate dependence on fossil fuels for heating by using heat pumps, geothermal heating, and other methods; c. Be net zero energy users; d. Integrate renewable energy into building design (like rooftop solar panels or solar-ready design that does not conflict with any green roof designs); e. Integrate stormwater management as a feature of the building through features like green roofs, blue roofs, gray water systems, etc.; and f. Use sustainable building materials.	—	Ongoing
13. Sites are encouraged to: a. Integrate stormwater management into site design through features like permeable paving and raingardens; b. Maximize the planting of canopy trees and native landscaping.	—	Ongoing
14. Both residential and office buildings are encouraged to host shared vehicles to allow residents to reduce or eliminate car ownership and allow office employees to take transit to work even if they have off-site meetings that require car travel.	—	Ongoing
15. Explore the feasibility of a geothermal system under planned new park space for adjoining properties.	Engineering, Parks	Long term (5+ years)

Effective Government

Recommendation	Implementation Agency	Timeframe
1. Explore satellite facilities for Government services to accommodate resident and business schedules and needs.	Finance	Long Term (5 years)
2. Implement the proactive rezoning recommended in the Land Use & Transportation chapter to streamline the redevelopment process for select properties, especially those with large amounts of surface parking in close proximity to planned bus rapid transit.	Planning, Zoning	Short Term (1 to 3 years)
3. Proactively enforce property maintenance ordinances for vacant properties.	Zoning, Building Inspection	Ongoing
4. Work with existing service providers in and around the area, such as the Lussier Community Education Center, to provide needed services to new residents.	Community Development	Ongoing

Appendix: Design Elements

Building Height, Setbacks, and Stepbacks

1. Implement the maximum building heights, as shown on Map 6, by ordinance. Consider allowing bonus stories for affordable housing and/or green building techniques within the Odana Area as part of a larger, citywide approach to bonus stories adopted by ordinance.
2. New buildings should have a minimum height of two stories.
3. Buildings fronting "Commercial Core" areas, as shown on Map 1, should be set back no more than five feet to create a consistent, engaging, and walkable street frontage.

A readily apparent main entrance, materials that change with building articulation, a commercial business emphasized by awnings and outdoor seating, and usable balconies for residential units are all important elements of buildings in the Odana Area.

4. Buildings not fronting Commercial Core areas should generally be minimally set back to maintain walkability and create easy pedestrian connections to the street and nearby transit. Substantial variations in setbacks between adjoining parcels should be avoided.
5. Buildings over five floors should step back a minimum of 15 feet from the setback line above the fifth floor along rights-of-way that are under 110' wide.

Building Materials and Articulation

6. Exterior materials are as allowed by the Zoning Code, with the exception that Exterior Insulation Finish Systems (EIFS), stucco or similar materials are prohibited.
7. Material changes shall not be made within the same plane without a programmatic change or a minimum notable relief.
8. Buildings should be designed so that uses, entrances, and design elements provide amenities to enhance the visual and pedestrian character of the street.
9. Blank building walls that lack architectural detail, variety, and windows along street-facing facades shall be avoided.
10. Modulation to create porches, balconies, roof terraces, entrances, and other active uses are encouraged for residential units/buildings.
11. Porches and balconies should be well integrated within the design and provide usable open space for residential tenants.

Site Layout & Building Orientation

12. New buildings should be oriented on sites to maximize pedestrian, transit, and bicyclist use while shielding parking from the public realm.
    a. All ground floor commercial uses shall have usable entrances facing a public street that are open to the public during businesses' regular hours.
    b. Wherever possible, parking should be placed under buildings (below grade), in parking structures, or behind buildings. Parking should be

"The Boulevard" building along University Avenue has business entrances facing the street, with parking behind.

Ground floor residential units facing the street must have their own entrances from the sidewalk.

Outdoor patios and dining are encouraged, especially in Commercial Core areas.

shielded from streets, and should not be placed between a building and the street. Above-ground structured parking should be shielded from public streets by liner buildings.

c. All ground floor residential units facing a street shall have their own street entrance with a front porch/stoop. Sliding doors are prohibited for ground floor residential entrances.

13. Building entrances should be designed as the focal points of the front facade, and should utilize overhangs, porches, stoops or other elements to add a pedestrian rhythm to the street façade. Building uses, entrances, and design elements should enhance the visual and pedestrian character of the street.

14. "Commercial Core" areas, as shown on Map 1, should have active ground floor commercial uses (retail, restaurant, service, or office uses).

    a. Commercial Core areas are encouraged to have outdoor patios, dining, awnings, and display windows.

    b. Commercial Core areas should have a floor-to-ceiling height of at least ten (10) feet and have at least sixty percent (60%) facade transparency between two (2) and eight (8) feet from ground level.