

Public Review - Draft West Area Plan

February 23, 2024



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Draft West Area Plan

Planning Framework

The West Area Plan is one of the first to be prepared following the [City's new Planning Framework](#), which was adopted by the Common Council on August 2, 2022. The framework covers a consistent set of topics and provides clear, high-level plan recommendations for specific physical improvements. The framework established 12 distinct geographies, each of which will be updated approximately every 10 years. Many actions in this Plan can be implemented over the next decade, but some actions are included that either have an uncertain timeline or may take longer than a decade to implement.

While this Plan is a new effort under the Planning Framework, it is not the first plan to be prepared within the area. Since 2006, five plans were adopted by the Common Council to guide City and neighborhood decision-making in portions of the West Area. The five plans have been important for their neighborhoods over the past 15+ years. However, the Planning Framework provides a more equitable approach to creating plans than past planning efforts, where certain areas of the city received greater attention while others never had a plan beyond the citywide Comprehensive Plan. Providing full coverage of a growing city, along with regular area plan updates to reflect changing conditions, necessitated a new approach to planning. This approach also creates greater clarity with a single Area Plan rather than overlapping plans that have different and sometimes inconsistent recommendations for a particular geography.

Part of the West Area Plan process involved reviewing the previously adopted plans with a focus on potential physical or regulatory changes specific to the West Area, such land use, zoning, building height, transportation, parks and open space, public utilities, and stormwater infrastructure. Recommendations that simply repeated existing Citywide policies, have already been implemented, are inconsistent with current City policy, or were to be implemented by non-City entities were not incorporated in this Plan. The underlying plans were then archived: they will no longer guide development review, future City projects, policies, budgets, or work plans. Archived plans for the West Area are:

1. Odana Area Plan (2022)
2. University Hill Farms Neighborhood Plan (2016)
3. Midvale Heights/Westmorland Joint Neighborhood Plan (2009)
4. Southwest Neighborhood Plan (2008)
5. Spring Harbor Neighborhood Plan (2006)

Further discussion and detail of plan archiving is available in the appendix.

The West Area

The West area is over 5,500 acres (8.6 square miles) generally bounded by the West Beltline Highway to the west and south, Midvale Boulevard to the east and the City of Middleton and Lake Mendota to the north (see Map ____: West Planning Area). The area features several of Madison's largest commercial and employment centers, including Hilldale Mall, West Towne Mall, University Research Park, and the Odana Road Corridor. The planning area is also crisscrossed by some of the busiest roadways and transit corridors in the region, including University Avenue, Mineral Point Road, Whitney Way, and Gammon Road, as well as the West Beltline Highway.

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

The West Area’s social fabric includes many agencies and institutions. There are 27 registered neighborhood groups that vary in structure, mission, and agenda (see the [City’s Neighborhoods Map](#)). Some host occasional social events while others organize year-round activities, community improvement projects, presentations about city programs and services, advocacy for neighborhood positions concerning development proposals, advocacy on city infrastructure projects, and more.

Other community-based organizations that offer programming, entertainment, and other resources include the Lussier Community Education Center, Alicia Ashman Public Library, Madison School & Community Recreation (MSCR) Odana, Madinah Community Center, Huckleberry & Persimmon (an activity and education center for young children), the Rebalanced Life Wellness Association, Foundation for Black Women’s Wellness, and African Center for Community Development. There are also several groups that, while not physically located in the West Area, offer important outreach and community-building, such as the Madison Area Chinese Community Organization, Centro Hispano, and Latino Academy of Workforce Development.

Schools and places of worship also support community connections. The West Area has a strong network of schools, with four public elementary schools (and portions of six attendance areas), two middle schools, and one high school in the Madison Metropolitan School District. There are approximately 20 places of worship in the West Area. In addition to spiritual support and religious

Figure ____: West Area Demographics		
	West Area	City of Madison
Population*	30,099	274,622
Poverty rate (families)**	7%	5.9%
Median income **	\$82,401	\$70,466
Homeownership (Tenure)*	52.7%	42.4%
Cost-burdened households – owners		
Cost-burdened households – renters		
Commute to work		
% of HH without access to a car**	9.7%	11.2%
Racial and ethnic composition*		
White	72.5%	68.8%
Black	4.6%	7.3%
Asian	12.5%	9.4%
Other/Two or more	4.5%	5.4%
Hispanic	5.8%	9.0%
% of housing by construction date		
Jobs within area, by major sector		
% with 4+ years of college		
Source: Decennial Census 2020*, Madison Neighborhood Indicators Project 2022**		

affiliation, some offer community gathering space, pre-school classes, day care, social activities, blood drives, food pantries, health screenings, community gardens, and more.

West Area Development

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

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

Spurred by the redevelopment of the parking lots surrounding Hilldale Mall in the mid-2000s, the West Area has seen a number of significant redevelopment projects that have increased the density of the area. Major redevelopment projects over the last 15 years include University Crossing at Whitney Way and University Avenue, redevelopment of State-owned land as the Madison Yards development between Sheboygan Avenue and University Avenue, the completion of several major apartment buildings in the "University Park" project at the former Westgate Mall, and several major apartment/mixed-use buildings in the Grand Canyon Drive/Yellowstone Drive area north of Odana Road. With Bus Rapid Transit (BRT) coming to the West Area in late 2024, the demand for further residential and mixed-use redevelopment is expected to continue.

Planning Process and Public Engagement

The West Area Plan process officially began on January 3, 2023, with Common Council authorization (Resolution No. 74641, Enactment No. RES-23-00021). There were five planning phases, beginning with background data gathering and review of underlying sub-area plans (see Figure ____: Planning Process and Public Engagement). There were numerous opportunities for public participation. City staff hosted virtual and in-person public meetings in winter, spring and summer 2023, and invited people to share feedback through an online Interactive Map and Community Survey. City staff also conducted a business survey to learn about issues and priorities of business owners, and in spring 2023 staff engaged with area teens through the UW-Madison's People Program class on urban planning at Vel Phillips Memorial High School and the summer Youth Action internship program at Lussier Community Education Center.

Community Partners who have engagement expertise and trusted relationships with Black, Indigenous and People of Color communities were hired through a "Call for Community Partners" to ensure the

voices of people who are traditionally underrepresented in city processes were heard. Community Partners included the African Center for Community Development, Claire Baker, Francis Medrano, and Sedgwick Smith. They conducted a variety of outreach and education activities from May through November 2023, including helping city staff plan and facilitate focus groups, providing education and outreach at festivals, fairs, and other activities in the community, among other initiatives.

The final phase of the planning process in March 2024 included two virtual public meetings and an in person public meeting. The draft plan was also posted to the [City's webpage](#) for online review and feedback, and available at Alicia Ashman Library, Sequoya Library, and the Lussier Community Education Center. Themes that emerged from public feedback for each of the plan's topic areas are included within the introductions of each chapter (See Appendix ____: Summary of Public Feedback).

While adopted citywide plans (like the Comprehensive Plan) and adopted underlying plans served as the starting point for West Area Plan recommendations, public feedback provided additional insights into what people value and what they feel are the most important assets and opportunities. This helped identify themes and develop actions that are relevant to the community, while also being grounded in the realities of what is feasible for the City to implement and what can be implemented by community partners. In some cases, conflicting feedback had to be balanced when drafting actions. For example, some felt that more housing is needed, while others felt enough development has already occurred in the West Area.

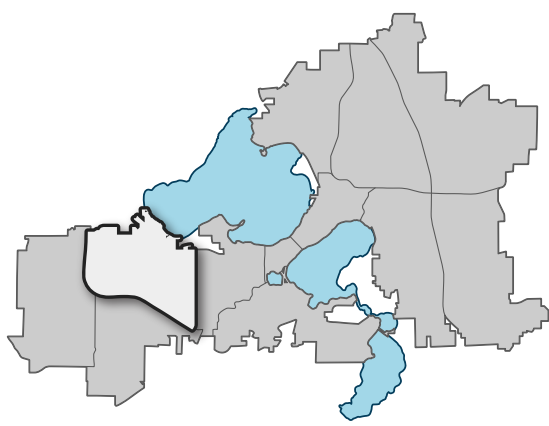
After the final phase of public engagement in March 2024, a final draft plan was developed for review and approval at City Board, Committee, and Commission meetings, and the Common Council. The adopted plan will be implemented over time by City agencies and other governmental entities, community organizations, and other stakeholders. Policy makers are responsible for the allocation of resources for the entire City. Funding for the West Area Plan's City-led recommendations will be weighed against other projects citywide. Securing funding from outside sources, leveraging funding with other available funding, or combining projects will help in implementing some of the actions in this Plan.

West Area Plan Chapter Format

The West Area Plan chapters generally have four main sections, in addition to various maps:

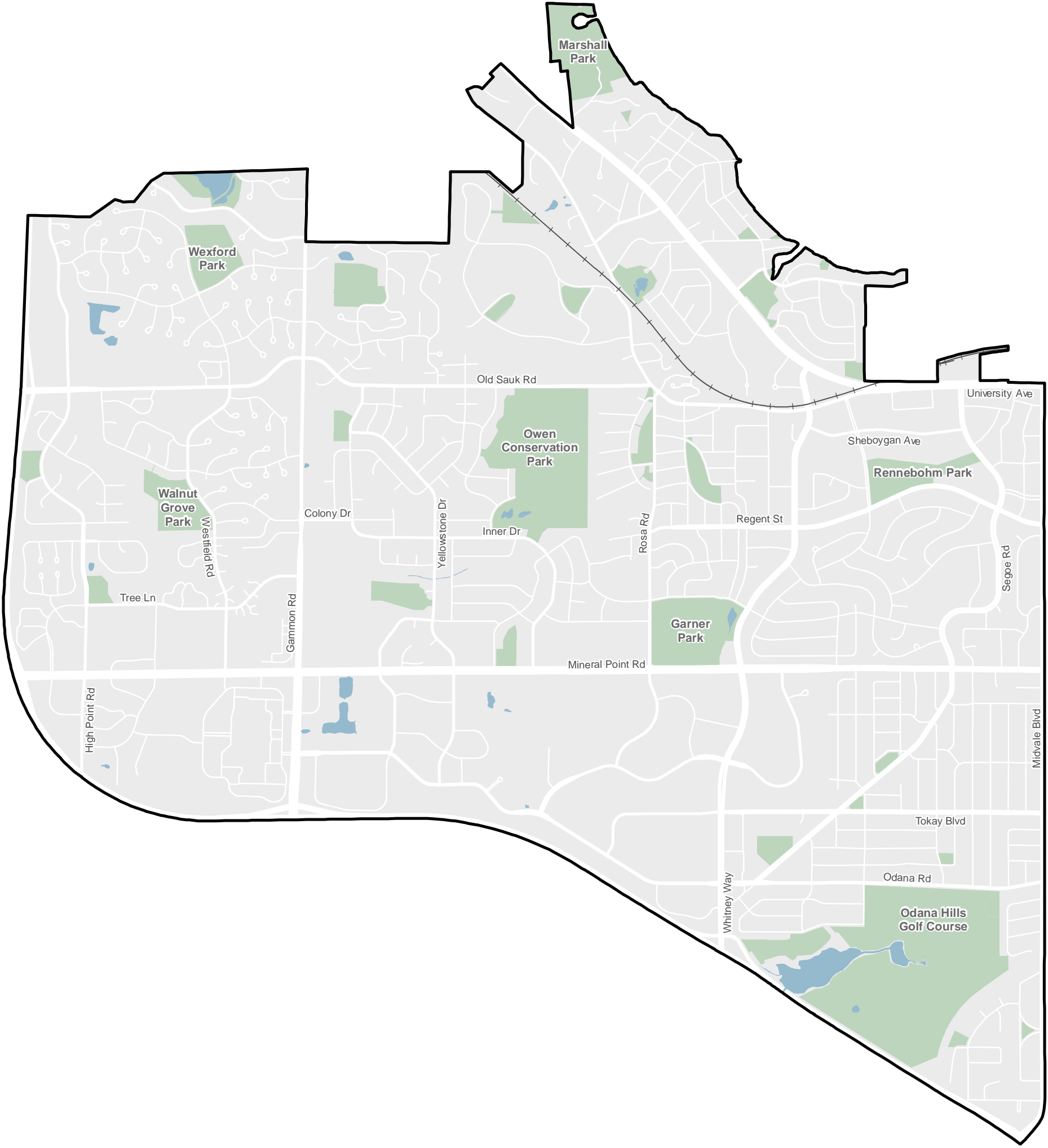
1. An Introduction, which covers background information and current conditions.
2. Public feedback themes.
3. Actions, which focus on City-led items.
4. Partnerships, which focus on actions led by entities other than the City but may have some City involvement or contributions.

The Land Use & Transportation chapter separates Land Use from Transportation when covering the above sections. While public feedback themes were generally used to inform actions and partnerships, not all summarized themes have corresponding actions or partnerships. This is due to a few factors: some themes are contradictory, some themes are inconsistent with adopted City policy established in the Comprehensive Plan, and some themes concern topics the City has little control over. Note that actions in each chapter are listed by number, but not by priority order.

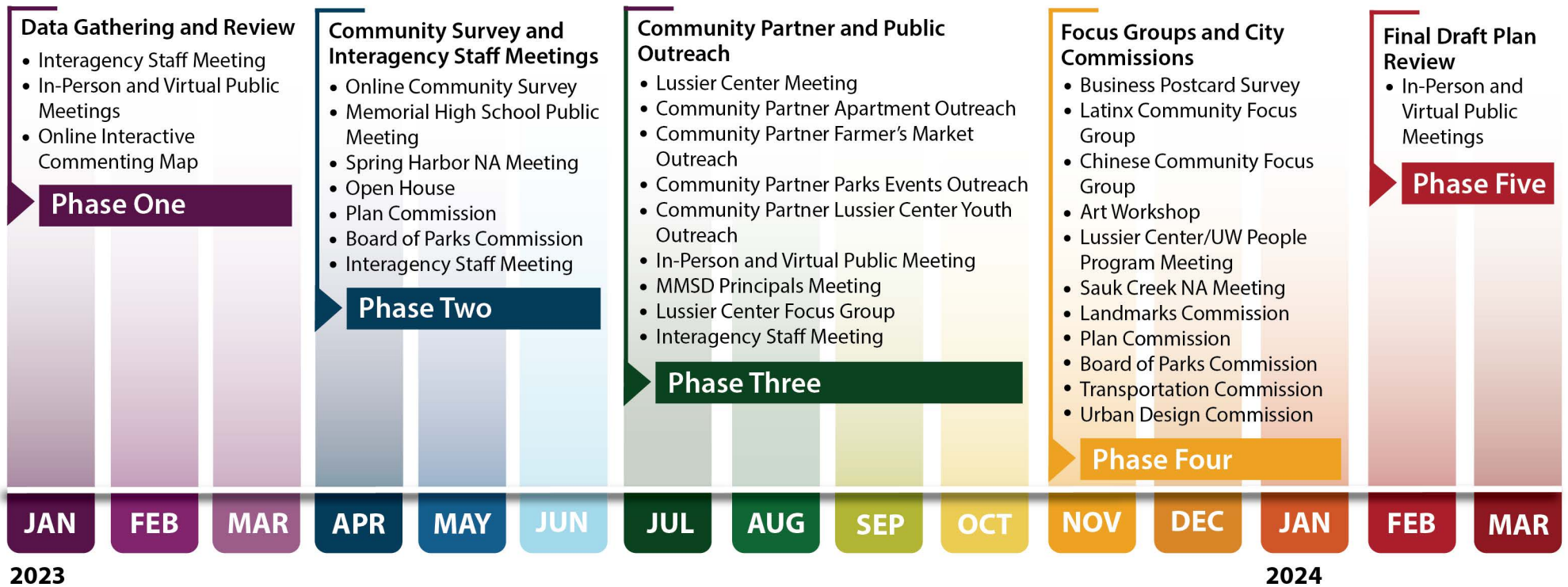


**West Area Plan
Planning Area**

— Area Plan Boundary



Planning Process and Public Engagement



Land Use & Transportation

Introduction - Land Use

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

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

According to the 2023 Comprehensive Plan the City is projected to add 115,000 new residents between 2020 and 2050. The City's Comprehensive Plan emphasizes accommodating this projected growth through redevelopment of underutilized sites in the already developed parts of the city.

Accommodating growth through redevelopment makes use of existing infrastructure, reduces dependency on automobile travel, preserves farmland, among other benefits.

Figure ____: West Area Land Use		
Land Use	Acres	% Of Total
Residential	2,446.6	43.9%
Commercial	814.4	14.6%
Institutional/Governmental	296.0	5.3%
Industrial	1.6	0.0%
Park and Open Space	648.3	11.6%
Agriculture/Vacant/Under Construction	102.3	1.8%
Utilities, Transportation	1268.8	22.7%
Total	5578.0	100.0%

Source: CARPC

Much of the redevelopment within the West Area to date has occurred along transit corridors, a trend that the West Area Plan anticipates will continue. The Generalized Future Land Use (GFLU) Map in the Plan recommends the most intensive planned land uses along BRT lines, including Mineral Point Road and Sheboygan Avenue. There are many underutilized properties and large surface parking lots along the BRT line that are recommended for increased development intensity under this Plan. In addition to allowing more intensity along major corridors, places of worship, which have traditionally been mapped as “Special Institutional” or “Low Residential” in past plans, have been shifted to land use categories that allow mixed-use or multi-family residential development. If the institutions should ever choose to consolidate, relocate, or close, more intense redevelopment can be considered.

Plan Implementation and Development Regulations

The land use categories reflected on the GFLU map are intended to guide decisions on zoning changes and redevelopment proposals but are not themselves [zoning designations](#). Future discussions and decisions on zoning and redevelopment proposals should be focused on whether the proposed changes are consistent with the recommended land use as well as the other goals and objectives of this Plan and the Comprehensive Plan.

Zoning plays a key role in the implementation of adopted plans, and a series of recent initiatives facilitate higher-density and compact forms of development across the city, including in the West Area. Those initiatives include increasing the number of dwelling units allowed in mixed-use buildings without conditional use approval and creation of a Transit Oriented Development (TOD) overlay zoning district. TOD encourages development of new housing units along the City’s primary transit routes through increases in allowed density and elimination of minimum parking requirements. The TOD overlay also includes design regulations to improve the character of new development. Portions of the West Area Plan are located within the TOD Overlay District (see Map ____: Proactive Rezoning, which includes the TOD overlay area).

Land Use Feedback Themes

The following themes emerged from feedback gathered during public participation activities. There is also a summary of public feedback in Appendix _____. Public feedback is weighed with adopted City policy and plans to draft plan actions:

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

Rezoning

This Plan identifies several properties that could be considered for proactive rezoning. Proactive rezoning is a City-initiated process that rezones property to a district consistent with the future land use recommended in this Plan. Implementation of proactive rezoning is a separate legislative process that occurs after the adoption of this Plan and includes further action by the Common Council. While a limited number of parcels are recommended for proactive rezoning consistent with this Plan's Generalized Future Land Use Map, other zoning districts that can achieve similarly consistent outcomes may be considered.

In addition to this proactive "Consistency Rezoning," the Plan also includes recommendations for "Corrective Rezoning". A Corrective Rezone assigns a zoning district that matches the current use of the property. For example, many of the City's parks are zoned as residential zoning districts when it would be more appropriate for them to be zoned under the parks and recreation district.

The West Area also has many properties that are covered by Planned Development (PD) zoning. Planned development zoning is a special zoning district - each PD has its unique set of regulations which is cumbersome for both residents and the City. This Plan recommends developments that were zoned PD be reviewed for potential transition into conventional zoning districts to simplify administration for staff.

Maximum Building Heights

This Plan provides additional guidance on maximum building heights than what is provided by the Comprehensive Plan for General Commercial (GC), Employment (E), Regional Mixed Use (RMU), and High Residential (HR) land use designations. Additionally, the maximum building heights in this plan are taller than the Morey Airport maximum height map in some cases. If a project seeks to exceed Morey height limits a variance would need to be secured from the City of Middleton.

Commercial Core Areas

Certain street frontages for mixed-use areas are identified as Commercial Core Areas in this Plan's Generalized Future Land Use Map. 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 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. Other mixed-use areas do not necessarily need to have a mix of uses in each building.

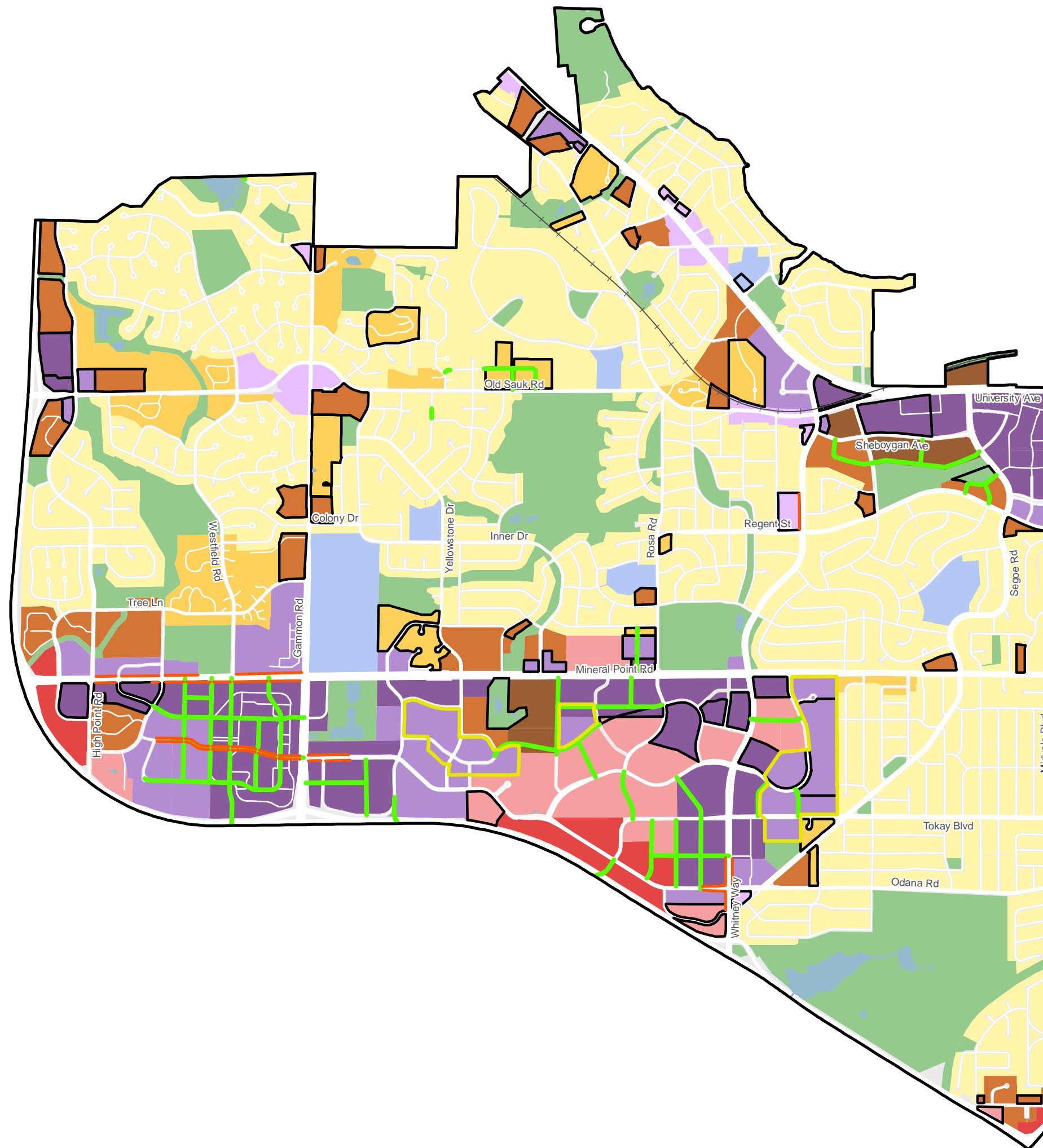
Employment or Residential Only Mixed-Use Areas

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

Land Use Actions

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

- a. University Avenue-Whitney Way-Old Middleton Road triangle: Change from NMX to RMX to allow for more intense development in close proximity to transit.
 - b. American Red Cross site at Sheboygan Avenue and Eau Claire Avenue: Change from SE to RMX to allow for more intense mixed-use development in close proximity to transit.
 - c. Block to the northwest of the Regent Street/Whitney Way intersection: Change from SR-C2 to NMX to allow for more intense development on a block with several large lots in close proximity to a bus rapid transit station.
 - d. Highlands area: Change from TR-R to SR-C1 to allow for smaller lot sizes and uses consistent with the zoning of the surrounding neighborhoods and several existing smaller lots in the Highlands neighborhood.
 - e. Beltline frontages: Change from CC-T to CC to make zoning more consistent with the GFLU Map's recommendation for General Commercial (GC) land uses and ensure that any projects proposed for residential or mixed-use development in these commercial areas address conditional use requirements along the Beltline Highway. Since residential developments are not always appropriate along highway frontages/interchanges, evaluating proposed residential and mixed-use projects on a case-by-case basis through the conditional review process would allow to proactively address some of the negative externalities.
3. Review Planned Development (PD) zoning covering development along or west of Gammon Road for a potential transition to conventional zoning to simplify administration for staff.
4. Rezone parks from residential and planned development zoning into Parks & Recreation (PR) zoning or Conservancy (CN) zoning, as applicable. Rezone parks used for active recreation that are currently zoned CN to PR.
5. Implement maximum building height recommendations shown on Map ____: Generalized Future Land Use via zoning, with a mechanism for allowing bonus stories for developments that achieve specific affordability or sustainability parameters, similar to downtown height bonuses in City ordinances (Madison General Ordinances 28.071(2)(a)2).
6. Create a new commercial and employment zoning district with limited allowable residential development for areas along the West Beltline Highway and similar areas elsewhere in the City.

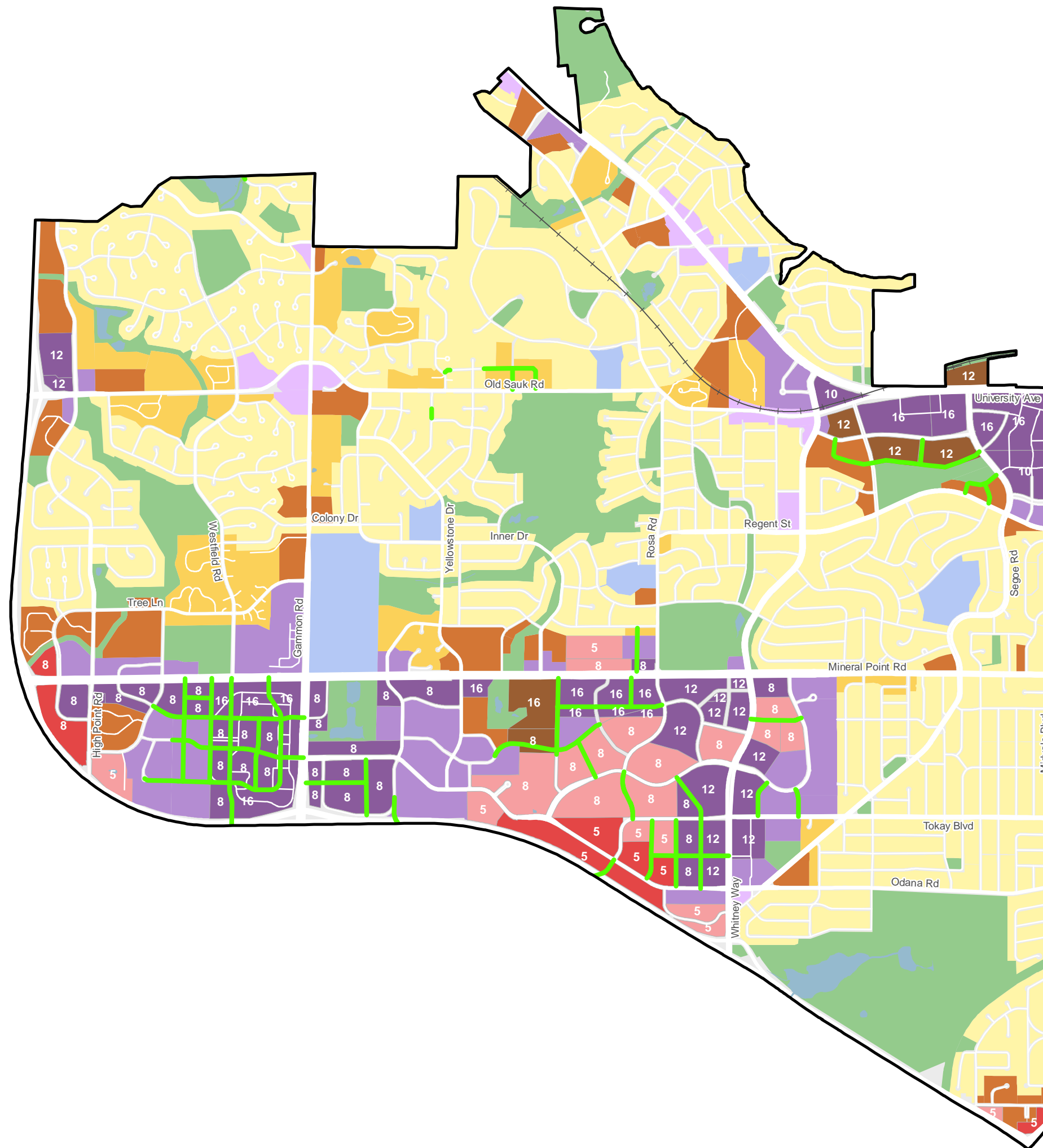


West Area Plan Generalized Future Land Use

- Employment or Residential Only Mixed Use Area
- Commercial Core
- Planned Streets
- Change in GFLU

Generalized Future Land Use

- Low Residential (LR)
- Low-Medium Residential (LMR)
- Medium Residential (MR)
- High Residential (HR)
- Neighborhood Mixed Use (NMU)
- Community Mixed Use (CMU)
- Regional Mixed Use (RMU)
- General Commercial (GC)
- Employment (E)
- Parks and Open Space (P)
- Special Institutional (SI)



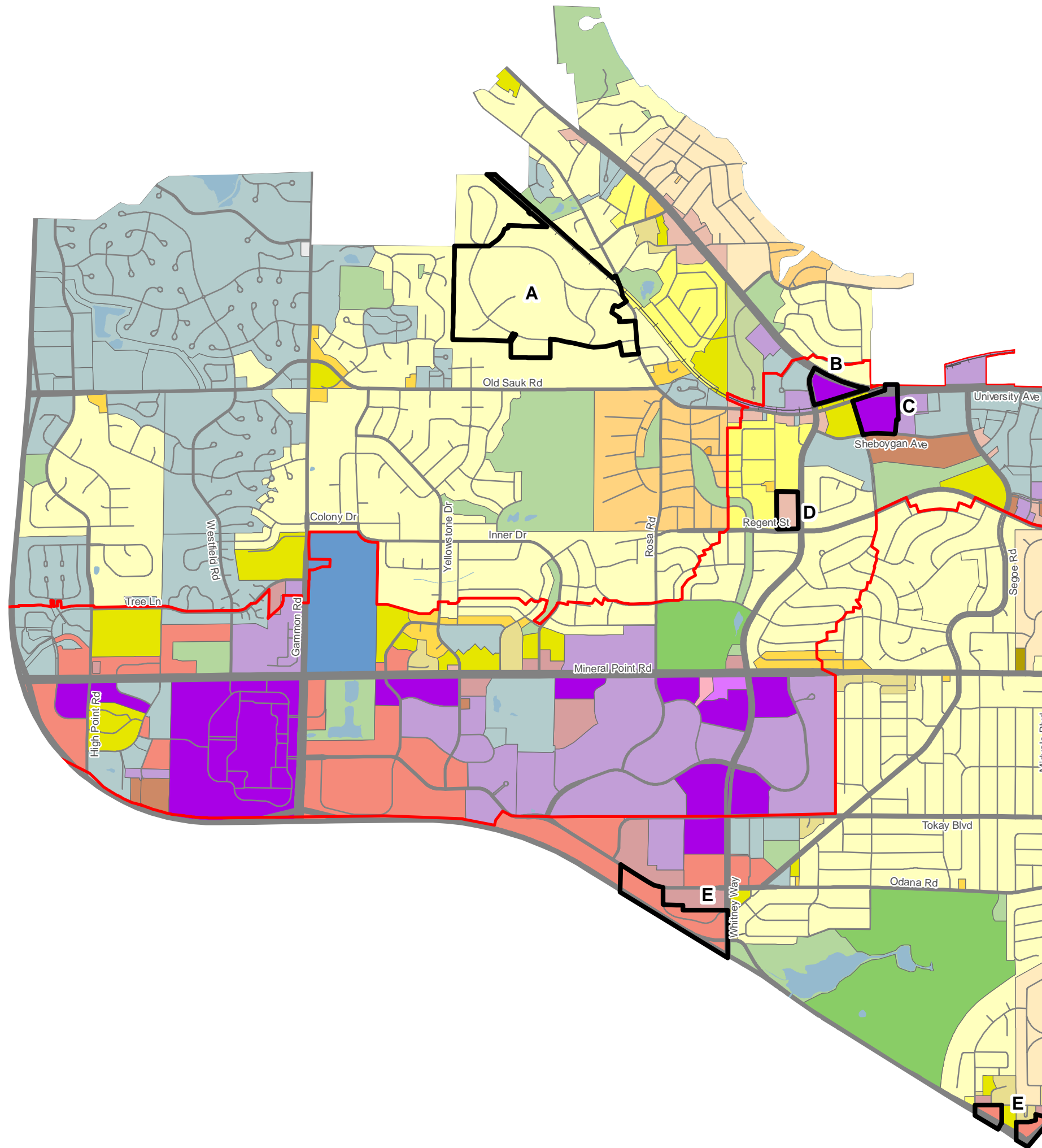
West Area Plan Generalized Future Land Use

Planned Streets

Generalized Future Land Use

- Low Residential (LR)
- Low-Medium Residential (LMR)
- Medium Residential (MR)
- # High Residential (HR)*
- Neighborhood Mixed Use (NMU)
- Community Mixed Use (CMU)
- # Regional Mixed Use (RMU)*
- # General Commercial (GC)*
- # Employment (E)*
- Parks and Open Space (P)
- Special Institutional (SI)

* # means maximum building height. Areas without a maximum # listed should refer to Comprehensive Plan guidance.



West Area Plan Proactive Rezoning

Proactive Rezoning Recommendations

Transit-Oriented Development (TOD) Overlay Zoning

Residential Zoning

SR-C1

SR-C2

SR-C3

SR-V1

SR-V2

TR-C1

TR-C2

TR-C4

TR-P

TR-R

TR-U2

TR-V2

Mixed Use and Commercial Zoning

CC

CC-T

NMX

RMX

TSS

Employment Zoning

SE

TE

Special District Zoning

CI

CN

PD

PR

Introduction – Transportation

The West Area’s transportation system is anchored by the West Beltline Highway, Old Sauk Road, Mineral Point Road, Gammon Road, University Avenue and Midvale Boulevard (see Map ____: West Planning Area). Transit routes and bike facilities are concentrated along these major streets, and local streets also provide a good biking network. Additionally, there are some shared-use paths and a sidewalk network that provide relatively good connectivity. However, some neighborhoods were constructed without sidewalks, and people report there is a lack of north-south bike connectivity overall in the West Area.

There are some system-wide road connectivity issues as well. For example, major streets have limited connections with neighborhoods, commercial areas, and employment centers. Further, many residential areas have internally focused street systems featuring winding, circuitous routes, or they have cul-de-sac and dead-end configurations which concentrates traffic on fewer streets, increasing travel time for all modes of transportation. An exception is the Midvale Heights Neighborhood, which has more of a grid street system and multiple connections to major streets. In commercial and employment areas like West Towne Mall and University Research Park, there are only a few through streets and private drives, which also have limited connections to major streets. With this type of transportation network, traffic does not disperse among area streets.

Transit

Transit service in the West Area is robust, with Metro Transit’s east-west Bus Rapid Transit (BRT) route replacing Route A in late 2024. Rapid Route A will provide 15-minute service starting at Junction Road, travelling along Mineral Point Road, Whitney Way, Sheboygan Avenue and University Avenue, through campus and downtown, and along East Washington Avenue to East Towne Mall (see the [City’s BRT Map](#)). It will serve high ridership areas, including West Towne Mall and surrounding commercial areas, Vel Phillips Memorial High School and Ezekial Gillespie Middle School, Sheboygan Avenue apartments, and the Hilldale Mall area. The BRT system will include dedicated bus lanes along much of its length, passenger stations, and larger all-electric articulated buses.

Metro Transit also recently completed its Transit Network Redesign (see the [Metro Transit Route Map](#)). To improve reliability and efficiency, the new system limits the number of streets that buses travel on and eliminates some bus stops. The West Area is served by new routes D1, D2, E, F, J, H, R, R1, R2, 28, and 38. Mineral Point Road and some portions of Whitney Way and University Avenue have 15-minute bus service on weekdays and Saturday. Tokay Boulevard, portions of Whitney Way, Old Sauk Road, University Avenue, and Odana Road have 30-minute weekday/Saturday service. North Gammon Road and a portion of Old Sauk Road has 60–80-minute service. The Transit Network Redesign has led to mixed experiences for transit riders with some preferring it over the old system, while others find it difficult and sometimes unsafe to access stops.

Pedestrian/Bicycle Infrastructure

Regarding pedestrian access, much of the West area includes sidewalks, but a number of neighborhoods were constructed without them, including Spring Harbor, Glen Oak Hills, Crestwood, Highlands, Wexford Village, Sauk Creek, and Walnut Grove (see Map ____: Sidewalk Network). It is City policy to add sidewalks as streets are reconstructed, so over time these areas will become safer, more enjoyable places to walk. The City's Complete Green Streets Guide will guide reconstruction, including how the space within the right of way will be used for the street, terrace, sidewalk or other pedestrian/bicycle infrastructure, in context with the surroundings.

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

The City established an initial "All Ages and Abilities Bike Network" map in the [2022 Complete Green Streets Guide](#). The network identifies streets and paths that are intended to provide a complete network of low-stress bikeways between neighborhoods, key destinations in the city, and to adjacent municipalities. The streets or paths may need to be built or improved to provide a low-stress connection, but the map serves as the long-range planning document to reach the goal of a full network. The initial All Ages and Abilities Bike Network map is planned to be updated in late 2024/early 2025. Information in the West Area Plan on recommended bicycle facilities will inform potential route changes.

Vision Zero – High Injury Streets/Intersections

Map ____: High Injury Network shows street segments with elevated levels of serious injuries and fatalities. Because collisions between motor vehicles and people result in more serious injuries, areas where people tend to walk, bike and board transit are of particular concern. This includes the street segments shown near Hilldale Mall, especially at the Midvale Boulevard/University Avenue intersection, Sheboygan Avenue, the commercial area along South Whitney Way between Tokay Boulevard and the

Transportation Feedback Themes

The following themes emerged from feedback gathered during public participation activities. There is also a summary of public feedback in Appendix _____. Public feedback is weighed with adopted City policy and plans to draft plan actions:

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

West Beltline Highway, Gammon Road near Vel Phillips Memorial High School and Ezekiel Gillespie Middle School, and the Midvale Boulevard/Southwest Path intersection.

The City's [Vision Zero campaign](#) and [Safe Streets Madison Program](#) focus on eliminating traffic deaths and serious injuries on city streets by improving public infrastructure. The West Area Plan's transportation actions complement these initiatives. Vision Zero's main goal is eliminating traffic fatalities throughout the city by 2035. This includes re-designing high injury and fatality street segments to slow vehicle speeds and making intersections safer for people walking, biking and driving. Safe Streets Madison emphasizes traffic safety measures such as speed humps, mini traffic circles, and pedestrian refuge islands. Further initiatives that will be complementary include the upcoming All Ages and Abilities and Pedestrian Network Plans. In all of these initiatives, there is an emphasis on improvements in areas where people with low incomes and people of color live since they face disproportionate impacts.

Transportation Actions

Pedestrian and Bicycle Network

1. Close gaps in the sidewalk network shown on Map ____: Sidewalk Network, as streets are reconstructed.
2. Implement the pedestrian and bicycle improvements shown on Map ____: Shared Use Path & Bicycle Network. Further description is included below with the actions corresponding to the numbers on the map.
3. Vel Phillips Memorial High School and Ezekiel Gillespie Middle School
 - Study the addition of a left turn arrow from northbound N. Gammon Rd. into Tree Ln. to the traffic signal at the Tree-Gammon intersection.
 - Add a shared-use path along the east side of N. Gammon Rd. from Mineral Point Rd. to the City of Middleton.
 - Coordinate with the Madison Metropolitan School District (MMSD) on an improved east-west shared-use path connection through the high school and middle school property.
 - Work with the Wisconsin Department of Transportation (WisDOT) to clarify the lane markings and signage at the W. Beltline Hwy. ramps at Gammon Rd. to improve pedestrian and bicyclist safety and comfort.
 - When WisDOT pursues replacement of the W. Beltline Hwy. bridge at S. Gammon Rd., work with them to extend the wide sidewalk/shared-use path under the highway.
 - Work with WisDOT to add lighting under the S. Gammon Rd. overpass to brighten the space.
 - Improve pedestrian and bike access and safety at the Mineral Point Rd. intersections with S. High Point Rd., S. Gammon Rd., and Grand Canyon Dr.
4. Crestwood Elementary School
 - Review MMSD's school travel plan and flow of people walking, biking and driving to the school to improve safety at the school.
 - Add a sidewalk along the north side of Old Sauk Rd. from Old Middleton Rd. to the existing sidewalk just west of San Juan Tr.
5. Stephens Elementary School
 - In coordination with MMSD, mark bike lanes on N. Rosa Rd. while adding bump outs for school busses and installing more durable terrace paving for students getting on and off busses.

- Consider adding an alternate student drop-off/pick-up area at the back of the school on Cable Ave.
 - Add sidewalk on the remainder of the north side of Cable Ave., the west side of Beach St. and the north and south sides of Anchorage Ave. between Beach St. and Rosa Rd., along with crosswalks at the Cable Ave. and Beach St. intersection.
6. Spring Harbor Middle School
 - Replace the pedestrian underpass beneath the railroad between Old Middleton Rd. and Craig Ave. and add lighting and a new pathway extending from Craig Ave.
 7. If the rail corridor becomes inactive, work with the Wisconsin Department of Transportation to study the feasibility of converting the corridor to a shared-use path that parallels University Ave., like the Southwest Path.
 8. Construct a shared-use path from Island Dr. through Owen Conservation Park to Bordner Dr. in coordination with the Crestwood Neighborhood Association.
 9. During the Sauk Creek Greenway Corridor Plan, use detailed engineering data to consider the impacts and benefits of a shared-use path through the greenway. Any paths within the greenway should use environmentally sensitive best practices, and where possible, the path should follow existing or proposed maintenance paths to provide continued access for greenway management without impacting additional trees. Paths should also provide a safe, accessible, and comfortable route for bicyclists, pedestrians, people in wheelchairs and other users, while minimizing disruption to natural habitats and adjacent properties.
 10. When the Wexford Pond Greenway comes up for reconstruction, use environmentally sensitive best practices to design a shared-use path through the greenway. Where possible, the path should follow the existing maintenance path to provide continued access for greenway management, and it should provide a safe, accessible, and enjoyable route for bicyclists, pedestrians, people in wheelchairs and other users, while minimizing disruption to natural habitats and adjacent properties.
 11. Convert existing five-foot wide sidewalks to 10' wide shared-use paths along Regent St. from N. Segoe Rd. to Eau Claire Ave. and along Eau Claire Ave. from Old Middleton Rd. to Regent St. This would facilitate bicycle connections without removing on-street parking that is needed to serve Rennebohm Park. Shared-use path implementation should occur in concert with additional dedication of parkland for Rennebohm Park.
 12. 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 ____: Generalized Future Land Use Map.
 13. Integrate facilities like bike racks, bike lockers and BCycle stations in street reconstruction and development projects along BRT corridors and at BRT stations.
 14. Implement bicycle wayfinding.
 15. Work with the City of Middleton to:
 - a. Extend a shared use path from Camelot Drive through Marshall Park to connect with Middleton Beach Road.
 - b. Ensure cross-border bicycle connectivity as both communities continue to improve bicycle facilities, including lanes on John Q. Hammons Dr., paths or lanes on N. High Point Rd., and a possible path along N. Gammon Rd.
 16. Work with the Wisconsin DOT to improve pedestrian and bicycle connectivity across the Beltline by:

- a. Integrating new Beltline crossings, as shown on Map ____: Shared-Use Path and Bicycle Network, into any future Beltline construction/reconstruction to enhance connectivity for pedestrians and bicyclists.
 - b. Improving conditions for transit, bicyclists, and pedestrians at Beltline interchanges.
 - c. Improving conditions of the W. Beltline Hwy. underpass at Struck St. and make needed improvements for safety and comfort of pedestrians and bicyclists such as upgrades to pavement, drainage, and lighting.
17. Improve pedestrian and bicyclist safety at the following intersections:
- a. Mineral Pt. Rd intersections with: S. High Point Rd., Rosa Rd., S. Whitney Way, S. Segoe Rd., S. Midvale Blvd.
 - b. Tomahawk Trl/University Ave.
 - c. Remove Berwyn Dr. from Laub Ln. to S. Segoe Rd. and remove the S. Segoe Rd. median gap. Enhance the pedestrian crossing at Hillview-Segoe-Laub.
 - d. S. Whitney Way/Odana Rd.
 - e. Island Dr./Mineral Point Rd.
 - f. Randolph Dr./D'onofrio Dr./Mineral Point Rd.
 - g. D'onofrio Dr./West Towne Way

Road Connectivity and Traffic Circulation

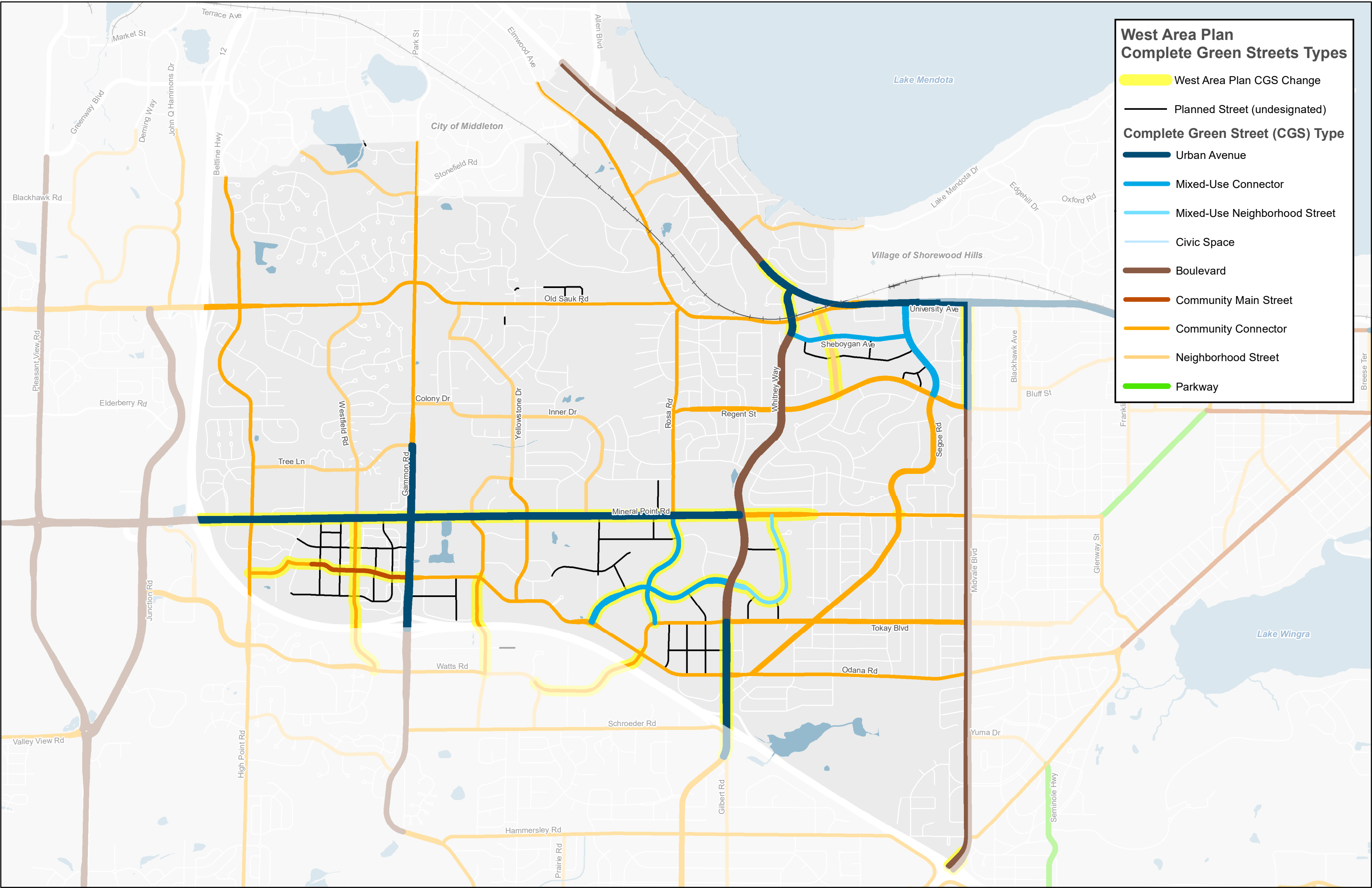
17. Work with Wisconsin DOT to:
- a. Add new Beltline crossings, as shown on Map ____: Planned Streets to enhance connectivity for cars, pedestrians, bicyclists, and transit, shorten trips, and provide alternative north-south routes to Beltline interchanges at S. Gammon Rd. and S. Whitney Way.
 - b. Contribute to planning related to the Beltline Highway to ensure that City interests are represented as part of DOT processes.
18. Update the Complete Green Streets Guide to reflect recommendations in the West Area shown on Map ____: Complete Green Streets Types.
19. Improve road connectivity with the following street segment changes (also see Map ____: Planned Streets):
- a. Study the transformation of St. Dunstan's Drive to a two-way street from Allen Blvd. to Old Middleton Rd. if the St. Dunstan's Episcopal Church site is proposed for redevelopment.
 - b. Connect Yosemite Place to Yosemite Trail to improve connectivity south of Old Sauk Rd.
 - c. Connect the two segments of Middleton St. along the east border of Stricker's Pond, in coordination with the City of Middleton.
 - d. Contingent on redevelopment proposed in the area, extend Appalachian Way to the east, then south to connect to Old Sauk Road. Add a new north-south street alongside the Cooper Lane Bike Path to connect with Appalachian Way extended.

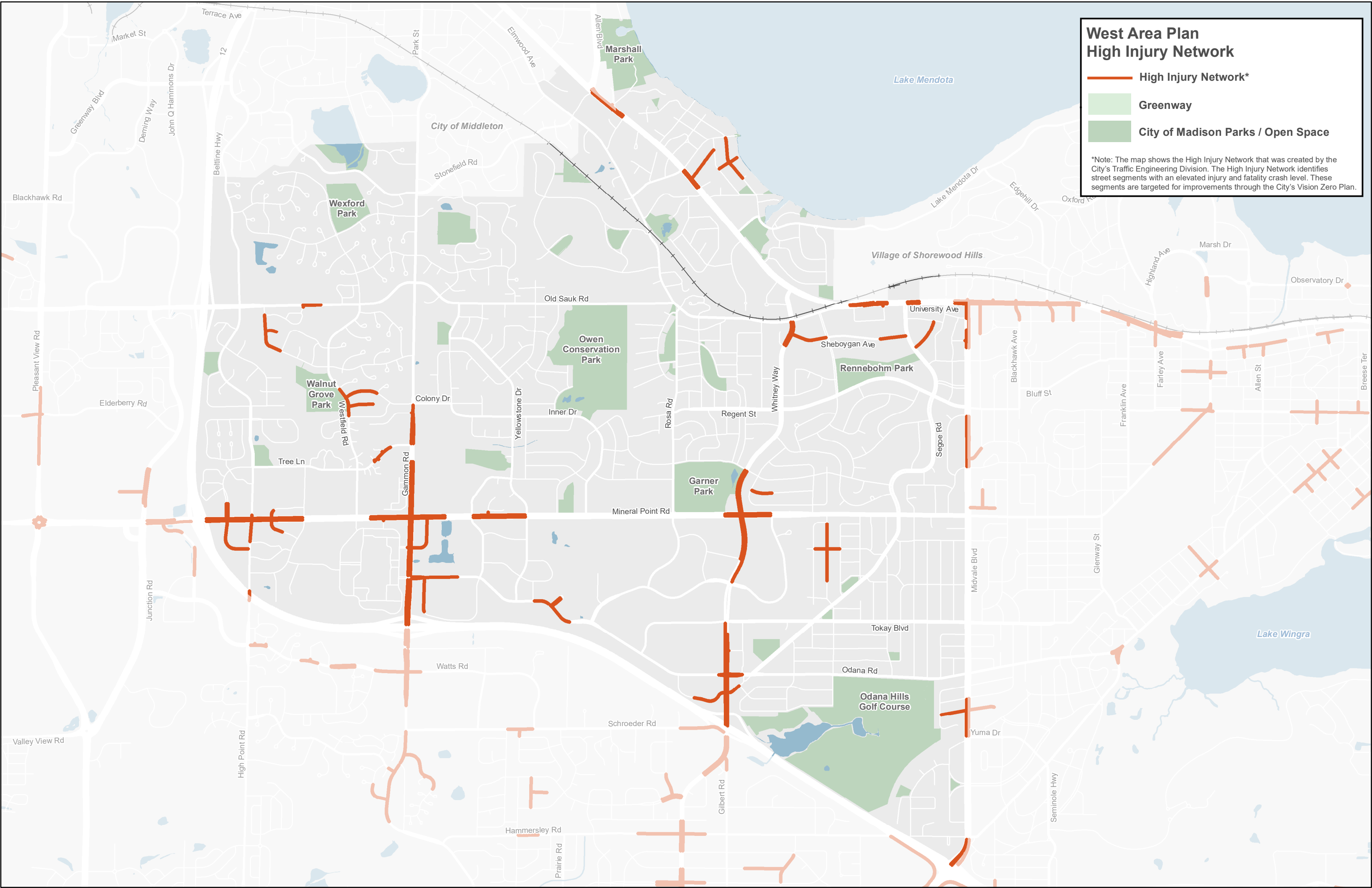
Transportation Partnerships

The City generally takes the lead to implement the actions above, but there are some actions that were important to the community where partners would take the lead and the City may take a supporting implementation role:

- 1. Increase lighting along the north-south shared-use path that runs along the east side of the Ezekial Gillespie Middle School property and connects to Inner Dr.

2. Explore public-private partnerships with area commercial property owners to create a Park and Ride system that makes better use of underutilized parking lots on the weekdays.
3. Work with the Madison Metropolitan School District and school principals to address pedestrian, bicycle, and traffic safety issues around schools wherever and whenever street repaving, reconstruction, or other changes to the right-of-way are being considered. Strategies may include such things as signage, increasing crosswalk visibility, modifying traffic patterns, increasing nearby sidewalk connectivity, and implementing safe all ages and abilities bicycle connections.





West Area Plan High Injury Network

High Injury Network*

Greenway

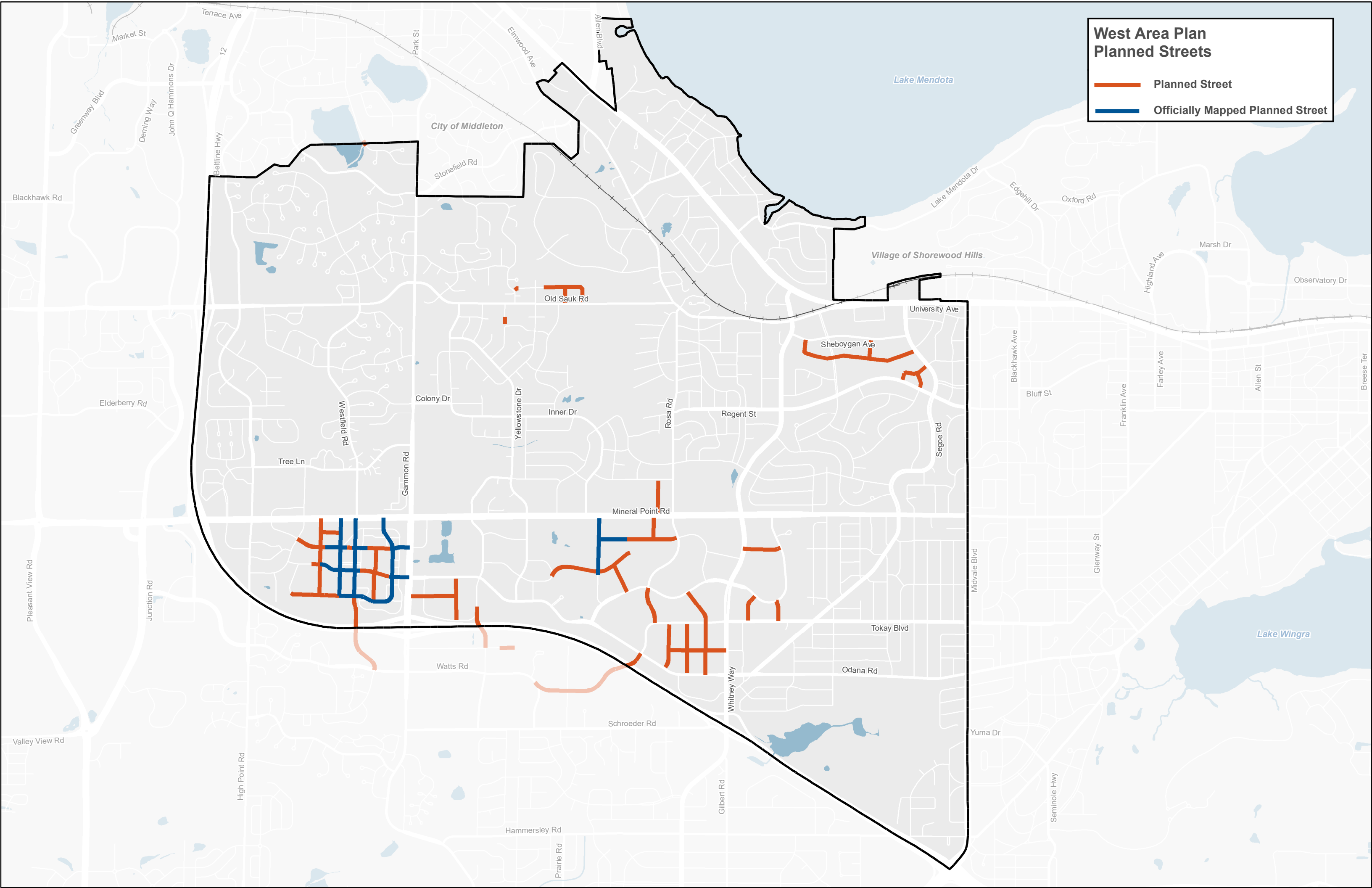
City of Madison Parks / Open Space

*Note: The map shows the High Injury Network that was created by the City's Traffic Engineering Division. The High Injury Network identifies street segments with an elevated injury and fatality crash level. These segments are targeted for improvements through the City's Vision Zero Plan.

West Area Plan
Planned Streets

Planned Street

Officially Mapped Planned Street



**West Area Plan
Shared-Use Path & Bicycle Network**

- Existing Bicycle/Pedestrian Overpass or Underpass
- ▲ Planned Bicycle/Pedestrian Overpass or Underpass
- ⬡ MMSD School

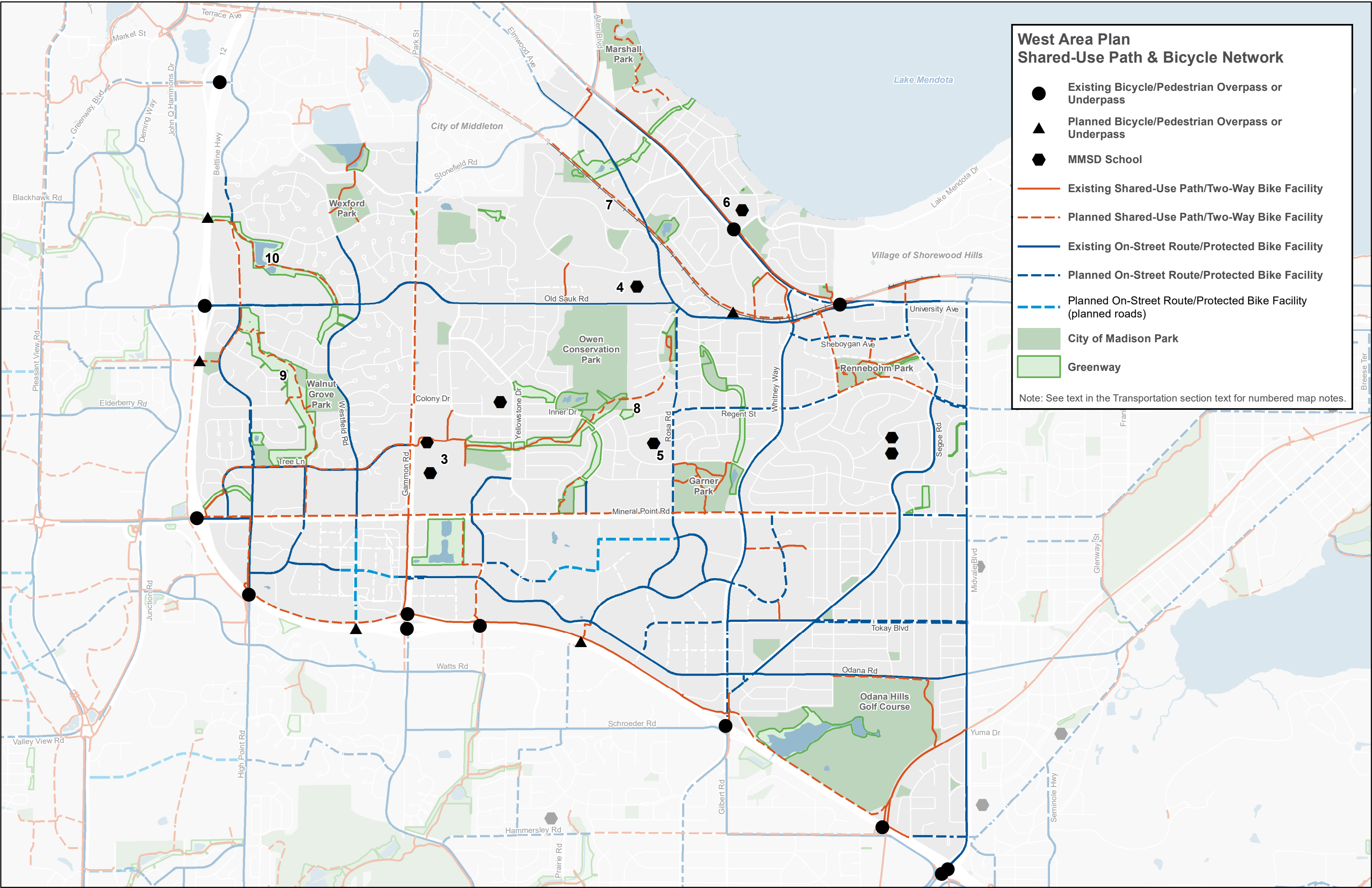
- Existing Shared-Use Path/Two-Way Bike Facility
- - - Planned Shared-Use Path/Two-Way Bike Facility

- Existing On-Street Route/Protected Bike Facility
- - - Planned On-Street Route/Protected Bike Facility





- - - Planned On-Street Route/Protected Bike Facility (planned roads)

- City of Madison Park
- Greenway

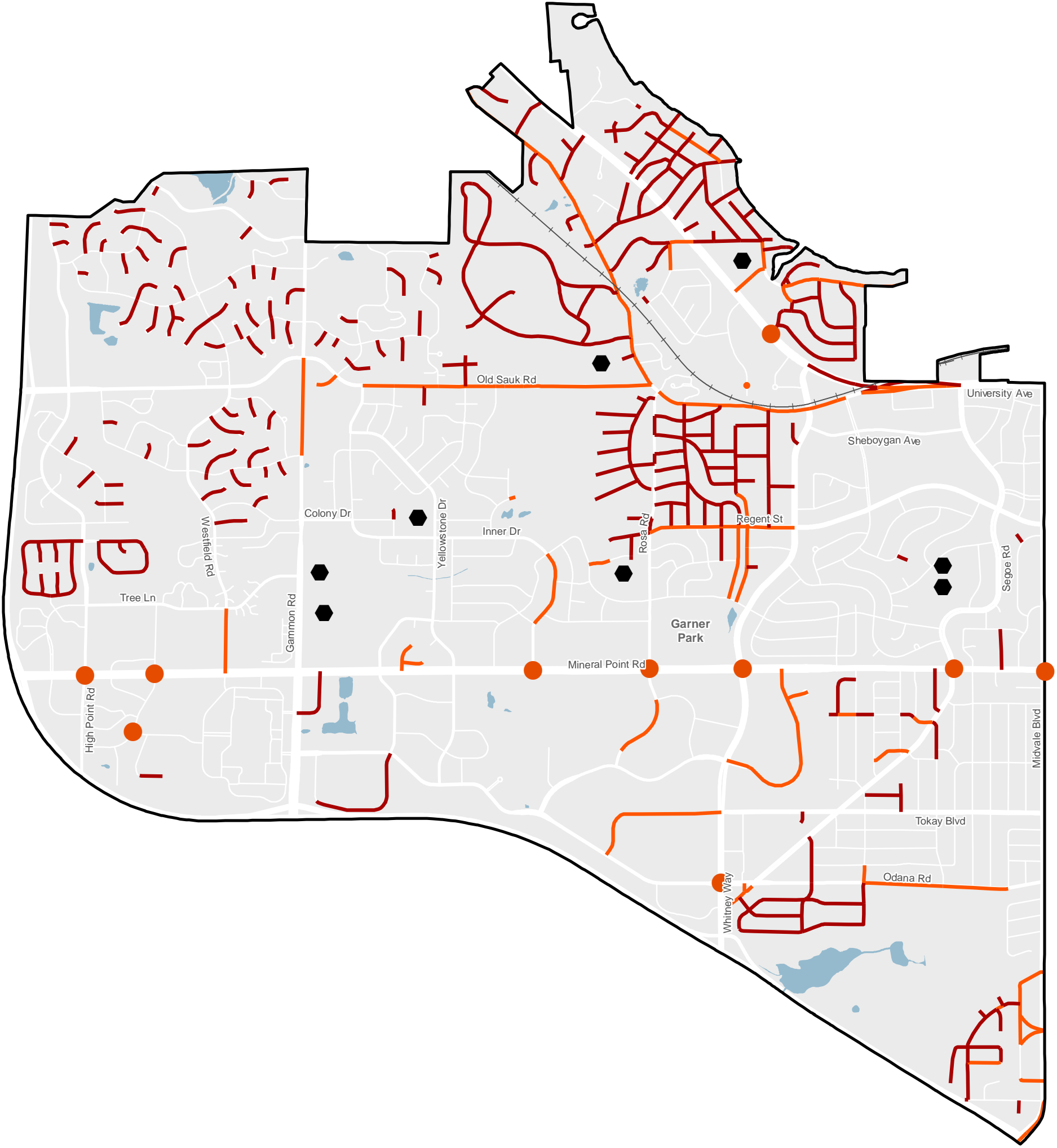
Note: See text in the Transportation section text for numbered map notes.



**West Area Plan
Sidewalk Network**

-  No sidewalk
-  Sidewalk on one side only
-  Problem Intersection
-  MMSD School

See the Transportation section, Action 16 for Problem Intersections.
Note: Only public streets without sidewalks are mapped.
City of Madison policy is that all streets should have sidewalks on both sides of the street.



Neighborhoods & Housing

Introduction

This plan seeks to strengthen neighborhoods in the West Area while recognizing that the community is constantly evolving and new housing options are needed. Madison's strong job market and high quality of life has led to consistent population growth. However, a limited housing supply leads to limited housing options and high housing costs. With Madison anticipated to add about 115,000 new residents between 2020 and 2050, housing supply issues will continue despite ongoing efforts to improve housing availability. The Comprehensive Plan directs a majority of future growth to occur as infill and redevelopment, as Madison is gradually losing the ability to expand geographically and extending city services for peripheral development is costly. For these, and other reasons, the City's ability to accommodate growth through redevelopment is increasingly important. The West Area provides an opportunity to build a significant quantity of new housing in close proximity to jobs, shopping, services and transit. There is also an opportunity to diversify the West Area's housing stock, which includes an abundance of areas comprised solely or almost entirely of single-family homes. Additionally, large parts of the West Area are low-density commercial land uses. Because much of the redevelopment in the West Area will occur on these auto-oriented commercial sites and underutilized parking areas it should not displace residents.

As current residents age, young residents move to Madison in large numbers (an increase of approximately 14,000 more 20-40-year olds in the past ten years), and racial and ethnic diversity increases, it is important to have housing options to accommodate all stages of life and living arrangements. While household size has been declining for decades in both Madison and Wisconsin and the number of families with children has remained flat compared to overall household growth, a mix of 2-, 3-, and 4-bedroom units for families should be thoughtfully included, especially near schools.

Missing Middle

In addition to larger multifamily buildings constructed in the activity centers and corridors identified in the Comprehensive Plan, lower-impact residential development can occur in existing lower-density residential areas through the addition of smaller buildings often referred to as the "Missing Middle." These building types are designed to fit with predominantly single-family residential areas. On the recommended future land use map Low-Medium Residential areas are intended to accommodate

Missing middle housing is a range of multi-unit or clustered housing types scaled between single-family detached houses and larger apartment buildings, such as rowhouses, small multifamily buildings, tiny homes, bungalow courts, courtyard apartment buildings, accessory dwelling units, and live-work buildings.

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

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

The City of Madison **Community Development Division Housing Development Financing & Program** [provides loans](#) to for-profit and non-profit housing developers for the construction and rehabilitation of new income and rent-restricted affordable rental and owner-occupied housing.

Missing Middle. Missing Middle housing types can also be added to Medium Residential areas and in Low Residential areas located near activity centers.

In addition to the different physical characteristics of housing, such as size of units and number of units in a building, it is also important for a variety of tenancy structures to also be available. By far the most common tenancy arrangements are fee-simple ownership, often for single-family residences, and rental apartments. In addition to these tenancy types, including co-housing, condominiums, housing cooperatives, and community land trusts provides housing choice to residents of the area.

Affordability

The City's most effective way to increase the supply of new legally income and rent-restricted affordable rental housing is through its financial assistance programs offered by the Community and Economic Development Divisions. The Affordable Housing Fund-Tax Credit (AHF-TC) and Tax Increment Financing (TIF) Programs, especially both work in cooperation with the Wisconsin Housing and Finance Authority's Low-Income Housing Tax Credits, is as the City's primary tool for the greatest impact on affordable rental housing development. It should be noted that state statutes and court decisions do not allow the City to enact rent control or require new developments to include affordable housing. CDD also provides financial support to smaller scale, non-tax credit affordable rental developments including, but not limited to housing cooperatives. New lower cost or subsidized housing should be in areas that already have a high level of resources and amenities, including transit. Areas along University Avenue, Sheboygan Avenue, Whitney Way, and Mineral Point Road are particularly well-positioned for this type of development. For the existing older housing stock that is naturally more affordable than new construction, it is often more cost-efficient to preserve the existing than to build new low-cost housing. While naturally-occurring affordability necessarily requires a "hands-off" stance from the City, maintenance is obviously required and it may be lost altogether as prices continue to increase if additional needed housing is not built to meet demand.

Neighborhood Facilities

Awareness and access to existing community programs and services, especially for youth and seniors is important for neighborhood health. Several community facilities provide services along the southern portion of the area such as MSCR Odana, Madinah Community Center, and Huckleberry & Persimmon. Except for the Alicia Ashman Library and Lussier Community Education Center, there are large geographic areas without support in the rest of the West Area. Residents of the area desire more

Neighborhoods & Housing Feedback Themes

The following themes emerged from feedback gathered during public participation activities. There is also a summary of public feedback in Appendix __. Public feedback is weighed with adopted City policy and plans to draft plan actions:

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

community facilities where residents can obtain programming and support including childcare, job training, senior care, managing living expenses, and other family needs.

Schools are also catalysts for establishing strong neighborhoods, as children's activities, daily social interactions, and community projects create community connections. The West Area has a strong network of schools, with four public elementary schools (and portions of six attendance areas), two middle schools, and one high school in the Madison Metropolitan School District.

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

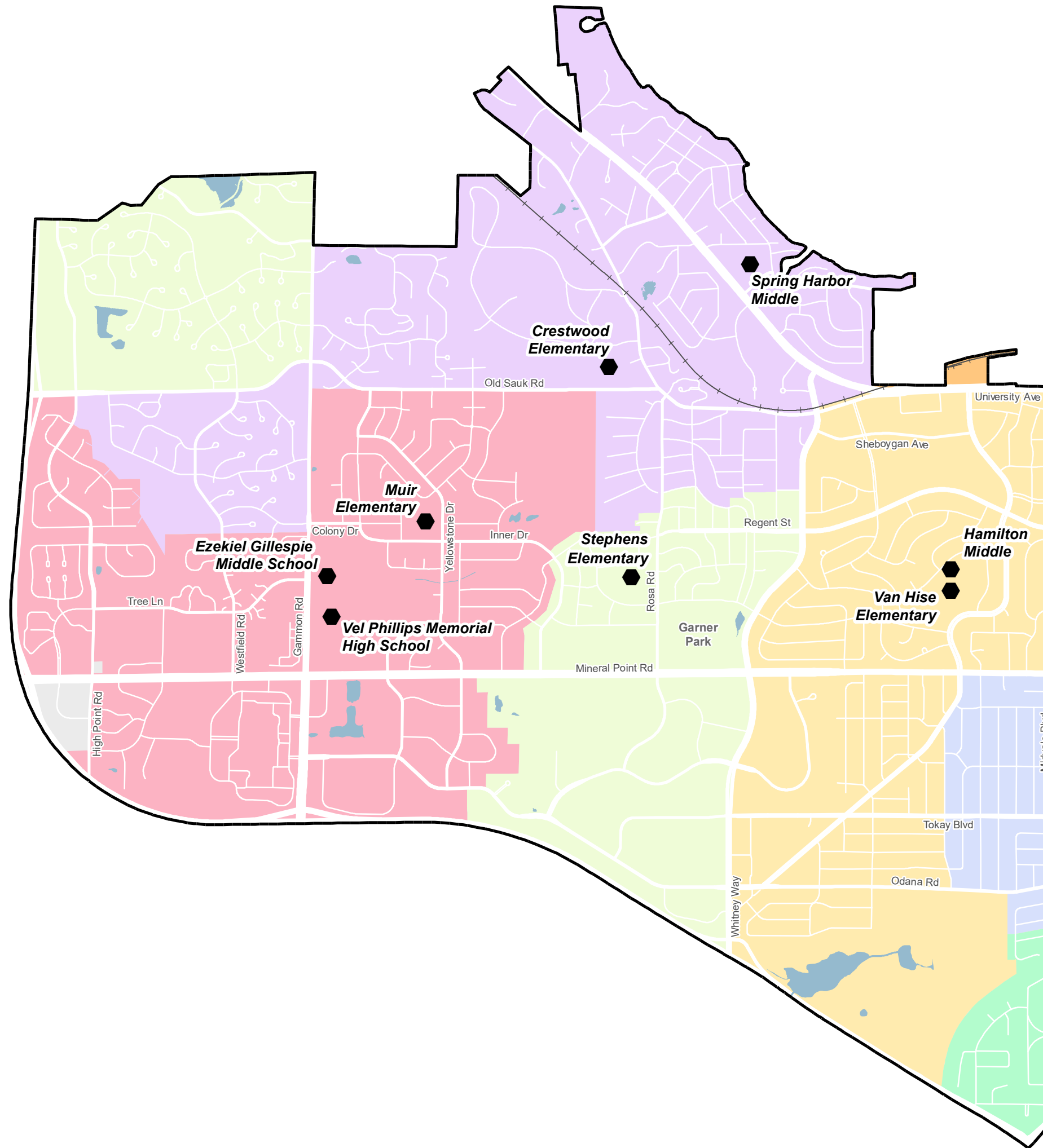
Neighborhoods & Housing Actions

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

Neighborhoods & Housing Partnerships

The City generally takes the lead to implement the actions above, but there are some actions that were important to the community where partners would take the lead and the City may take a supporting implementation role:


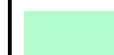

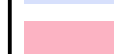

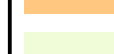
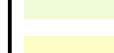
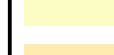
1. Increase awareness and access to existing community programs and services, especially for youth and seniors, and explore expanding them in such locations as the community rooms of new housing developments, Lussier Community Education Center, and through co-location of community-based organizations.



West Area Plan Elementary School Attendance Areas

 School

Elementary School Attendance Area

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

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

Economy & Opportunity

Introduction

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

Major employment nodes within the area include the approximately 4,200 jobs within University Research Park, which is a hub for biotechnology companies in Wisconsin. Many of these jobs are high-paying jobs. The West Area includes two of the region's most successful retail areas: West Towne Mall and Hilldale Mall, both of which attract shoppers from around southcentral Wisconsin. There are numerous health care clinics, along with a concentration of dentistry practices at Old Sauk and Gammon Roads. Financial services, led by TruStage (formerly CUNA) along Mineral Point Road, are a significant employer as well. The State of Wisconsin continues to consolidate multiple state agencies into the new Hill Farms State Office Building, including the State Department of Transportation headquarters. Additionally, the State of Wisconsin Investment Board has moved from downtown to a new office building in the Hilldale area.

Office Development

The COVID-19 pandemic significantly increased remote work, generally reducing office occupancy. This shift has heavily affected older office space. In the West Area older ("Class C") office space in the Yellowstone-Grand Canyon Drive area is receiving increased interest from developers looking to bring multifamily housing and mixed-use development to an area that, until recently, has not had any residences west of Yellowstone Drive.

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

Economy & Opportunity Feedback Themes

The following themes emerged from feedback gathered during public participation activities. There is also a summary of public feedback in Appendix ___. Public feedback is weighed with adopted City policy and plans to draft plan actions:

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

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

Service and Retail Sector

The changing retail landscape, which was accelerated by COVID, is impacting the West Towne area more significantly than the Hilldale area, with small strip malls along the Odana Road corridor attracting developer interest for multifamily residential and mixed-use projects. The steady long-term trend of big box retail being adaptively reused for entertainment, fitness, and services, which started pre-COVID with Dave & Busters taking over a portion of a former Sears store and Urban Air Adventure Park taking over a former Toys R Us store, is continuing with Crunch Fitness moving into a former Shopko and MSCR filling a high-turnover space along the Beltline. T.J. Maxx moving across Whitney Way opened the former Westgate Mall property for redevelopment with almost 500 units of multifamily housing. Similar consolidation elsewhere in the West Area can both help fill vacant retail space and open land to address the city's ongoing need for housing. While these changes all illustrate the evolving retail landscape, they also demonstrate the overall adaptability, health, and desirability of the West Area, as many vacant or underutilized spaces are adaptively reused or redeveloped relatively quickly.

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

Economy & Opportunity Actions

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

Economy & Opportunity Partnerships

The City generally takes the lead to implement the actions above, but there are some actions that were important to the community where partners would take the lead and the City may take a supporting implementation role:

1. Explore the development of a business incubator, with lower cost space, shared resources and expertise needed to help grow local businesses.
 - a. Partner with business, economic development, and community organizations, such as Latino, Black, Hmong, and Madison Chambers of Commerce, 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 Vel Phillips Memorial High School.
 - e. Explore creating a program similar to the Public Market's "Market Ready" as part of incubator planning to help new businesses and small businesses prepare for incubator occupancy.
 - f. Work with local commercial brokers and property owners to connect small businesses to available space as they "graduate" from an incubator.
2. 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.
3. Continue building relationships with and supporting economic development partners, especially those with ties to historically underrepresented communities. For example, the Madison Black Chamber of Commerce, Latino Chamber of Commerce of Dane County, and the Hmong Wisconsin Chamber of Commerce have vibrant memberships, and the City should collaborate with them, and other similar business and economic development groups, to help them grow opportunities for entrepreneurs to locate in the West Area.

West Area Plan

Tax Increment Districts (TIDs)

Tax Increment District #41

Tax Increment District #46

This map illustrates the West Area Plan, highlighting two specific Tax Increment Districts (TIDs) within the City of Middleton. The map features a network of roads, including major thoroughfares like Terrace Ave, Elmwood Ave, and University Ave, as well as local streets such as Stonefield Rd, Old Sauk Rd, and Sheboygan Ave. Notable landmarks include Owen Conservation Park and the proximity to Lake Mendota and Lake Wingra. Tax Increment District #41 is depicted as a small, irregularly shaped area in the northeast, colored orange. Tax Increment District #46 is a larger, more complex area in the center and west, colored blue. The map also shows the boundaries of the City of Middleton and the Village of Shorewood Hills, with various other roads and geographical features labeled throughout the region.

Culture & Character

Introduction

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

The West Area encompasses many sites and resources rich in history and culture. Residents expressed appreciation of these sites, the history of the West Area, scenic views from local vantage points, and the desire for more public art and art opportunities. Staff identified several historical and architectural sites of interest, as shown on Map ____: Historic Resources, which may be eligible for future historic designation (see the Historic Resources Review in the Appendix for further details). As part of this planning process, staff conducted a viewshed analysis of vantage points of the Capitol from publicly accessible locations within the planning area. For this Plan the viewshed analysis did not impact recommended actions, as the few views from the West Area were limited by existing development, street alignments, and topography.

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

Culture and Character not only includes historic resources and cultural assets, but also the urban design of an area. While some aspects of urban design are regulated through the zoning code for commercial

Culture & Character Feedback

Themes

The following themes emerged from feedback gathered during public participation activities. There is also a summary of public feedback in Appendix _____. Public feedback is weighed with adopted City policy and plans to draft plan actions:

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

and multifamily residential projects, some other elements are governed by Urban Design Districts, which have further requirements for development in certain areas or corridors throughout the city. There are two Urban Design Districts in the planning area: Urban Design District (UDD) 3 and UDD 6. UDD 3 is to the southwest of the Tokay Boulevard and Whitney Way intersection and is characterized by commercial and employment development. UDD 6 runs along University Avenue from Middleton to University Bay Drive. Actions and considerations to make potential modifications to the UDDs through a citywide UDD review process are included in this Plan.

Culture & Character Actions

1. Review Urban Design District (UDD) 3 (MGO section 33.24(10)) to determine whether it should be revised or removed. 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 seeks to transition the area away from its current auto-oriented form.
2. Changes to UDD 6 (MGO (Sec. 33.02(13))) should be analyzed as part of a larger citywide UDD review to:
 - a. Revise the boundaries to remove single-family development and add multifamily development to the south of Sheboygan Avenue and commercial development between Hilldale Mall, Midvale Blvd., Regent St., and Sheboygan Avenue.
 - b. Establish a cohesive frontage and streetscape for Sheboygan Avenue.
 - c. Align regulations with the TOD overlay zoning district.
 - d. Explore whether UDD 6 should be split into multiple districts to account for the widely varied characteristics and surroundings along the three-plus mile long corridor.
 - e. Consider establishing minimum and maximum building heights in some or all of UDD 6 (note that there is already a two-story minimum height in the portions of the UDD that are within the TOD overlay zoning district).
 - f. Integrate design standards into the “Building Design” requirements to ensure buildings fronting shared-use paths address the path with architectural elements and building access at the same design level as the front of the building.
 - g. Add additional building and site design elements to the “Building Design” requirements to require ground floor residential units facing public right-of-way have individual unit entrances from the sidewalk.
 - h. Add an element to the “Building Design” guidelines to provide direct pedestrian connection(s) from buildings to adjacent public parks and/or shared-use paths.
3. Integrate public art into upcoming public construction projects, including Sidewalk Poetry, Utility Box Art Wraps, and public art at bus rapid transit stations, along gateway corridors, and along bike paths. For large-scale construction projects, explore hosting workshops with the community to identify locations for public art.
4. Fully implement the “Art Through City Building” concepts as described in the [City’s Public Art Framework](#), [Cultural Plan](#), and other adopted policies to make the West Area more welcoming to people of every race, ethnicity, gender, age, and ability.

Culture & Character Partnerships

The City generally takes the lead to implement the actions above, but there are some actions that were important to the community where partners would take the lead and the City may take a supporting implementation role:

1. Work with the property owners and managers of the apartments on Sheboygan Avenue to identify opportunities to partner on placemaking opportunities to enliven the area and engage the community.
2. Work with neighborhoods eligible for creation of a local historic district and/or a national register historic district to establish district(s). National Register nominations should be initiated by the neighborhood, with technical assistance provided by the City. Note that National Register districts allow residents to apply for tax credits, whereas local historic districts establish design requirements (see the Historic Resources Review in the Appendix for more information).
3. 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.
4. Encourage the creation of neighborhood-oriented events in underserved areas, such as block parties, food cart nights, or summer concert series, to bring residents together more frequently. Such events should focus promotion on underserved communities.
5. Work with area property owners and nonprofits to add space for artist(s)-in-residence, affordable artist studios, exhibitions, performances, and rehearsals.
6. Work with University Research Park and UW-Madison Arts staff to explore possibilities for locating arts space within or close to Research Park. Space could take the form of studios, partnerships with businesses, a residency, or other formats.

Design Elements

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

Building Height, Stepbacks, and Setbacks

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

Building Materials and Articulation

4. Material changes shall not be made within the same plane without a programmatic change or a minimum notable relief.

5. Buildings should be designed so that uses, entrances, and design elements provide amenities to enhance the visual and pedestrian character of the street.
6. Blank building walls that lack architectural detail, variety, and windows along street-facing facades shall be avoided.
7. Modulation to create porches, balconies, roof terraces, entrances, and other active uses are encouraged for residential units/buildings.
8. Porches and balconies should be well integrated within the design and provide usable open space for residential tenants.

Site Layout & Building Orientation

9. New buildings should be oriented on sites to maximize pedestrian, transit, and bicyclist use while shielding parking from the public realm.
10. All ground floor commercial uses shall have usable entrances facing a public street that are open to the public during businesses' regular hours.
11. Where possible, parking should be placed under buildings (below grade), in parking structures, or behind buildings. Parking should be shielded from streets by landscaping, walls, or fences, and should not be placed between a building and the street. Above-ground structured parking should be shielded from public streets by liner buildings.
12. All ground floor residential units facing a street shall have their own street entrance with a front porch/stoop.
13. Building entrances should be designed as the focal points of the front facade, and should utilize overhangs, porches, stoops or other elements to add a pedestrian rhythm to the street façade.
14. "Commercial Core" areas, as shown on Map 1, should have active ground floor commercial uses (retail, restaurant, service, or office uses) and are encouraged to have outdoor patios, dining, awnings, and display windows.
15. Where possible, locate the tallest mass of a building to minimize shading of the sidewalk/street (However, other guidelines should not be compromised to meet this element).

Urban Design District 6 Considerations

Urban Design District 6 - Area 1 Considerations: University Corridor- Neighborhood and Community Mixed- Use - Farley Road to Midvale Boulevard

- This area is characterized by the neighborhood serving mixed-use. Development in this area is currently auto-oriented, but should transition to a more urban, walkable, and transit-friendly development style to support surrounding neighborhoods, create complete neighborhoods, and provide walkable amenities to residents in the area.
- Development should be designed in a manner that is sensitive to surrounding neighborhoods and provides adequate transitions between differing levels of development (height, mass, and bulk) and land uses (non-residential and residential uses).

Urban Design District 6: Area 2 considerations: University Corridor- Regional and Neighborhood Mixed- Use and Employment- Midvale Boulevard to Tomahawk Trail

- This area is characterized by its location and neighborhood scale. Development in this area should support both regional and neighborhood-serving mixed-use development and provide walkable amenities to residents. This area is currently a mix of auto-oriented site design and more urban, walkable design, and supports the larger community and region.
- Support preserving naturally occurring affordable housing.

- The proximity to the amenity of Hilldale Mall and the variety of shops and services is a benefit to residents in new and planned housing nearby.
- Development should be compact, walkable, and be undertaken in accordance with Transit-Oriented Development regulations.

Urban Design District 6: Area 3 Considerations: University Corridor- Neighborhood and Community Mixed Use serving Residential and Employment – Tomahawk Trail to Middleton border.

- This area is the northwest gateway to the City of Madison.
- Development in this area should consider active ground space and inviting street frontage with connections to the neighborhood, public gathering spaces, high-quality buildings and site design, and design details that will enhance the visual and pedestrian character of the street.
- Provide high quality and attractive buildings and site designs that build on the neighborhood's role as a gateway to the City of Madison
- Emphasize landscaping and buildings, not parking, close to University Avenue and internal streets.
- Plant vegetation such as trees, shrubs, and bushes along the street frontage, with particular emphasis on a street configuration that helps to create a narrower field of vision for motorists.

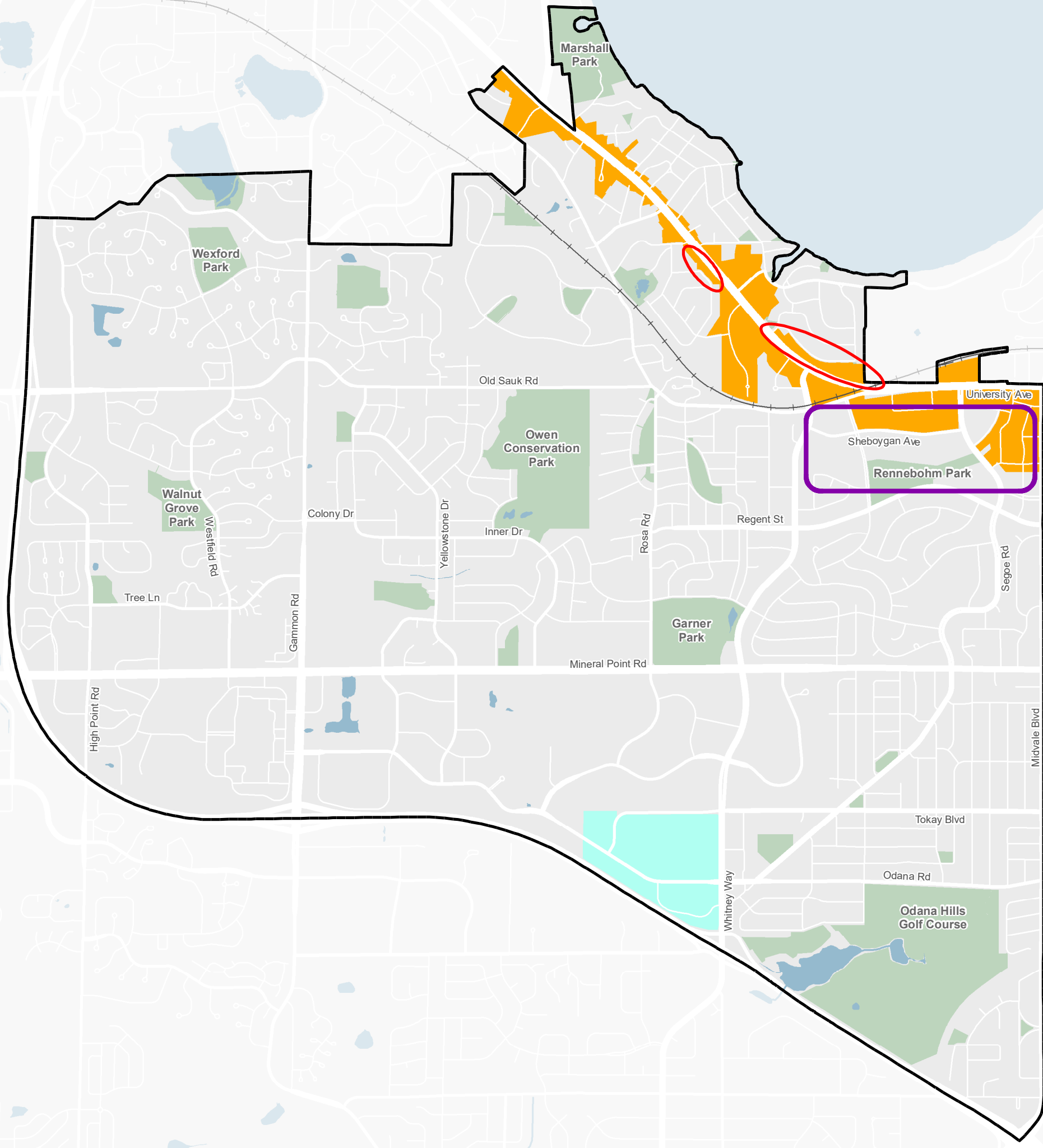
West Area Plan Urban Design Districts

Urban Design District (UDD) 3

Urban Design District (UDD) 6

Remove from UDD

Add to UDD



Green & Resilient

Introduction

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

Parks & Greenways

Overall, the West Area has an excellent system of parks, with a total of 540 acres in 36 parks to serve the area's approximately 5,600 acres and 30,000 residents. However, there is an area south of Mineral Point Road lacking in park access that is emerging as a new neighborhood with residential units replacing former retail and office development. This area around Grand Canyon Drive and Yellowstone Drive requires new park space to serve the growing number of residents that do not have access to nearby park space. Additionally, the West Area has about 207 acres of greenways that are maintained by the Engineering Division for stormwater management. In some limited cases parks and greenways overlap (see Map ____: Parks & Open Space). While the main purpose of greenways are for stormwater management, they also provide significant wildlife habitat and tree canopy in some locations. Engineering has recently completed a series of watershed studies (see Map ____: Watershed Study Flood Risk) that cover the West Area that will help prioritize greenway and stormwater management projects to address runoff from more intense storms due to climate change.

Types of Parks

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

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

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

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

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

While the variety of amenities present in the area's parks are appreciated by residents, continued investments will need to be made to keep up with the growing population of the area and the changing preferences of residents. For example, the City's first dedicated pickleball courts were added to Garner Park in 2016 to meet the exploding popularity of the sport, and a playground in Rennebohm Park was replaced with an inclusive playground in 2023. Community park amenities like those found in Garner and Rennebohm parks can attract residents from across the West Side of Madison. While mini and neighborhood parks tend to focus on serving the immediately surrounding neighborhoods, they can also sometimes feature unique recreational opportunities which can draw from a large area. Investments and changing amenities will be guided by a Parks Development Plan (PDP) for mini and neighborhood parks and master plans for community parks. The Parks Division is completing West Area PDPs for all mini and neighborhood parks alongside the West Area plan, and master plans for community parks are expected to follow over the next decade. See Map ____: Parks and Open Space for the locations of parks throughout the West Area.

Trees & Canopy Coverage

Overall, the West Area has about 31% canopy coverage, with most coverage to the north of Mineral Point Road and east of University Research Park. West Area parks and greenways – especially conservation parks like Owen – play a strong role in the area's tree canopy, but ultimately City terrace trees and canopy on private property play a larger role. The City does not regulate trees on single-family or duplex lots but does require landscaping plans for multifamily and commercial development. Current landscaping requirements are currently more stringent than when most of the West Area originally developed. The requirements should result in more canopy on private property over the long term as properties, some of which have substantial surface parking lots, are redeveloped. Maintaining terrace trees is a citywide effort, but over the long term there will be an opportunity to add more terrace trees in the West Area as properties are redeveloped and the planned street network is implemented to break up large blocks and expanses of surface parking.

Stormwater Management

Trees, parking, and greenspace all have an impact on stormwater management, which continues to be a concern within the West Area. The City's stormwater management ordinance was revised in 2020 to require better stormwater management on redeveloping properties. Still, the West Area contains some of the more challenging watersheds in the city for stormwater management, such as a portion of the

Green & Resilient Feedback Themes

The following themes emerged from feedback gathered during public participation activities. There is also a summary of public feedback in Appendix _____. Public feedback is weighed with adopted City policy and plans to draft plan actions:

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

Willow Creek watershed, which drains stormwater from a low point at University Avenue and Midvale Boulevard that would not drain if not for two large storm sewer pipes, one of which was completed in 2023. While significant upgrades in stormwater management have been made, more investment in the system is needed. The watershed studies completed in the West Area and across the city will help prioritize the most effective solutions for the City to implement in greenways and for storm sewers. With so much of the area developed as single-family housing, homeowners can also help improve water quality and decrease flooding in small events by implementing green infrastructure projects like rain gardens.

Other sustainability measures, like renewable energy and energy efficient buildings, have a major role to play in a green and resilient city but are more effectively addressed on a citywide basis. The actions below focus on elements specific to the West Area.

Green & Resilient Actions

Parks

1. Garner Park:
 - a. Explore additional trails in Garner Park as part of any future improvements for the park.
2. Rennebohm Park:
 - a. Require dedication of additional parkland as part of any redevelopment of land adjoining the park that increases the number of residential dwelling units.
 - b. Consider the following elements as part of future upgrades to the park: addition of a water play feature, improvements to the shelter, additional seating near the shelter/tennis courts/paths, and path lighting.
 - c. Provide pedestrian and bicycle access to the park from Sheboygan Avenue, potentially as part of additional north-south and east-west streets (see planned future streets in the Land Use and Transportation chapter).
3. Marshall Park: Increase access to the park from the south by constructing a pedestrian/bicycle connection to the park from Lake Mendota Drive/Camelot Drive. Note: the line shown on the Parks and Open Space map represents the connection but may not be the final route.
4. Implement changes in Odana Hills Golf Course and adjacent park land to:
 - a. Reinvest in the Course in a manner that is aligned with the Task Force on Municipal Golf's recommendations to provide a sustainable, high-quality 18-hole course that is environmentally and financially sustainable and inclusive of year-round diverse golf park programming.
 - b. Work to integrate stormwater management into the Course to protect neighboring properties, enhance the natural environment, and build off of volunteer-driven efforts to promote a more sustainable landscape.
 - c. Replace the existing clubhouse with a year-round, fully accessible facility that serves a broader public purpose beyond golf.
 - d. Take a holistic approach to managing Odana Hills Park (west), Odana Hills Park (east), and Odana Hills Golf Course to expand the variety of recreational opportunities available throughout the combined properties.
5. Zook Park: Increase connectivity between the park, surrounding neighborhood, and the Southwest Commuter Path via a paved path.
6. Initiate Park Master Plans within the next 10 years for community parks in the planning area (Garner, Marshall, Rennebohm, Walnut Grove, Wexford).

7. Implement adopted Park Development Plans for neighborhood and mini parks over the next 15 years.
8. Improve public lake access at lake access courts and parks north of Lake Mendota Drive.
 - a. Construct an ADA- compliant accessible path at the most appropriate location to increase inclusive lake access.
 - b. Add signage (in addition to the existing standard green street signs) to indicate public lake access.
 - c. Work with the Ho-Chunk Nation to place educational plaques at courts and/or along Lake Mendota Drive to describe and illustrate the history of the Ho-Chunk Nation in the area.
9. Create a small neighborhood park with a variety of outdoor recreation opportunities south and west of University Avenue and west of Spring Harbor Drive to serve this part of the West Area, which is underserved by existing parks.
10. Look for opportunities to install recreational biking facilities in the planning area, such as skill tracks, pump tracks, and single track biking facilities, in alignment with Madison Bicycle Adventure Trail (MadBAT) goals.
11. Create three new parks that are a minimum of five acres each to serve future residents in redeveloping commercial areas (see Map ____: Parks and Open Space). The General Future Park Area overlay shown on the map designates the general area within which a smaller portion of the land will be sited for a park or open space in the future. The large general overlay is necessary because at this point it is not known where the park and open space will be sited.
 - a. One park should be as centrally located as possible amongst any future redevelopment of West Towne Mall and the big box stores to the west of the mall. While the block containing the Von Maur site would be ideal if the mall were redeveloped all at once, Von Maur is the most recent investment in the area and therefore likely to remain over the mid- or long-term. Alternative locations are shown within the overall western green hatched “general future park area” labeled as “A” on Map ____: Parks and Open Space. This park may need to be two smaller parcels connected by a green corridor.
 - b. An urban feel, like Lisa Link Peace Park or McPike Park, should be considered for the western park (A on the map), due to its location amidst more intensive planned mixed-use development and the possibility of serving residents, patrons of nearby businesses, and visitors to the area. A design that can accommodate special events and programming, such as farmers’ markets, festivals, and concerts is encouraged.
 - c. Two other parks should be created between the stormwater ponds and Oakwood Village. See the eastern green hatched area labeled as “B” on Map ____: Parks and Open Space 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 property availability.
 - d. Park space should be acquired through purchase of property and through parkland dedication which is required of new residential development. Parkland dedication may be required of projects when they are proposed adjacent to dedicated parkland in either area A or area B on the map.
 - e. The eastern park(s) (B on the map) may be developed with a focus on serving the local neighborhood and would ideally include park space adjacent to the major stormwater facility south of Mineral Point Road and west of Gammon Place.
 - f. Future designs and amenities for new park land will be determined via park development planning processes undertaken by the Parks Division. Such a planning process will proactively engage a diverse group of residents, including students from

nearby Ezekiel Gillespie and Vel Phillips Memorial schools. The park planning process will consider amenities and park names that are welcoming to BIPOC residents.

Trees

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

Stormwater Management

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

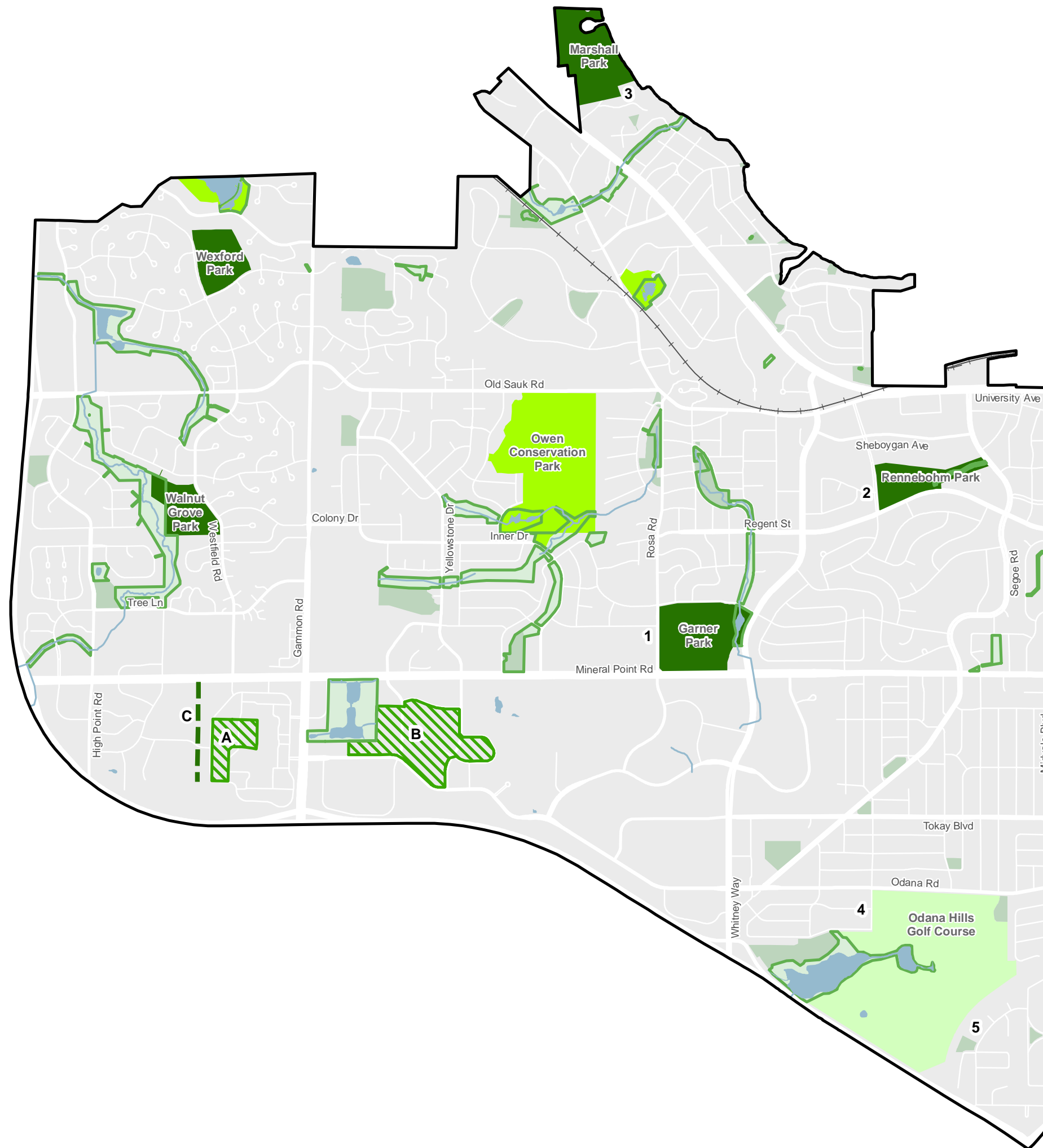
Sustainability & Urban Agriculture

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

Green & Resilient Partnerships

The City generally takes the lead to implement the actions above, but there are some actions that were important to the community where partners would take the lead and the City may take a supporting implementation role:

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



West Area Plan Parks and Open Space

City of Madison Ponds/Greenways****

Mid-Block Passage

General Future Park Area***

Community Park*

Conservation Park

Neighborhood or Mini Park**

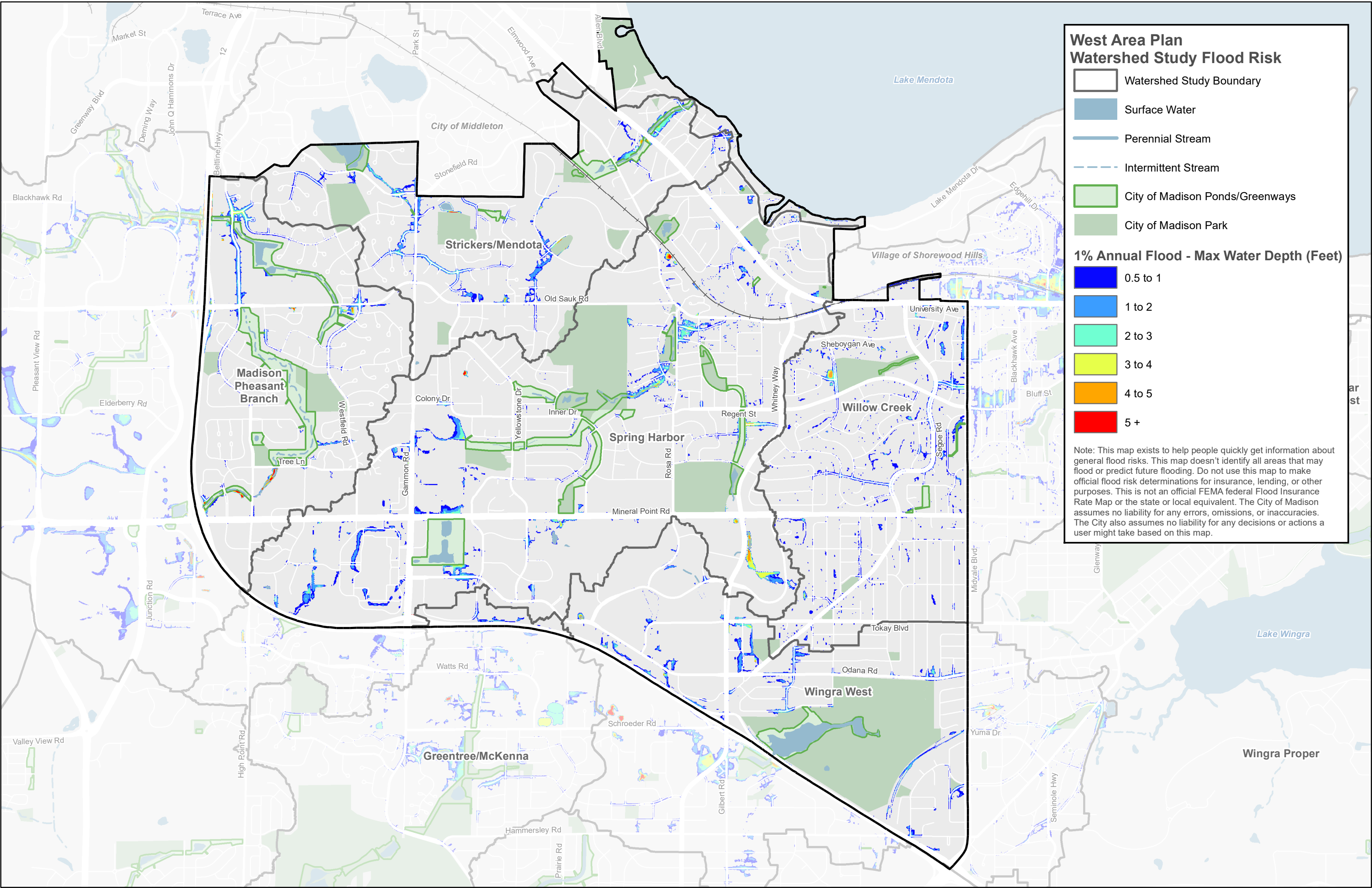
City Golf Course

* See details for numbered parks in the Parks section.

** Includes land designated as "Open Space." Follow adopted Parks Development Plans for Neighborhood and Mini Parks.

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

**** Land managed by City Engineering.



West Area Plan Watershed Study Flood Risk

- Watershed Study Boundary
- Surface Water
- Perennial Stream
- Intermittent Stream
- City of Madison Ponds/Greenways
- City of Madison Park

1% Annual Flood - Max Water Depth (Feet)

- 0.5 to 1
- 1 to 2
- 2 to 3
- 3 to 4
- 4 to 5
- 5 +

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

Effective Government

Introduction

The West Area has been largely developed since the mid-1990s, with the exception of several parcels in University Research Park. With that has come the full complement of government services, such as police and fire protection, utilities, waste management, snow removal, and libraries. The City will continue to provide a full range of services to all neighborhoods, while optimizing where community facilities are located in the West Area and surrounding areas to balance provision of services with the long-term costs to operate facilities and the growing and changing population of the West Side. For example, the West District of the Police Department was split when the Midtown Police Station was completed in 2018 to better cover West Madison in the face of rapid growth on the far West Side. A public works campus is also taking shape to the west of the Beltline to improve service delivery on the West Side as land continues to develop west of the Beltline.

Changing land uses in the West Area, such as redevelopment of retail and office uses into residential, results in changing demands for City services and infrastructure. City sanitary sewer mains may need upsizing as redevelopment transitions low-density commercial and office space to mixed-use development or multifamily residential development (see Map ____: Sanitary Sewer Network). Upsizing of sanitary sewer mains is most likely to be needed when properties are served by a main of eight inches in diameter. Additional adjustments to services will likely be needed in the future as the West Area, and the city, continues to grow.

Maximizing the efficient provision of facilities and services can be achieved through careful coordination among City agencies and with other municipalities. Examples include many Madison residents visiting the Middleton Library and the City of Madison Fire Department providing service to the Village of Shorewood Hills. Such cooperation can help avoid costly duplication of services. A further important focus on the provision of services is to provide customers, especially underrepresented populations, with the tools necessary to effectively gain access to Madison's many services and resources.

Effective Government Actions

1. Review sanitary sewer capacity needs related to anticipated development/redevelopment and work to pair capacity upgrades with road construction projects where possible. Much of the area planned for more intense mixed-use and/or multifamily redevelopment was originally developed as low-density office or commercial, necessitating less sanitary sewer capacity than will be needed for planned redevelopment.
2. Study water utility service area #8 (West Towne area and north of West Towne) to determine whether a new well is needed to serve the area.

Effective Government Feedback Themes

The following themes emerged from feedback gathered during public participation activities. There is also a summary of public feedback in Appendix _____. Public feedback is weighed with adopted City policy and plans to draft plan actions:

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

Effective Government Partnerships

The City generally takes the lead to implement the actions above, but there are some actions that were important to the community where partners would take the lead and the City may take a supporting implementation role:

1. Work with the Madison Metropolitan School District and the Lussier Community Education Center to facilitate expansion of Lussier to provide additional community space and services to area residents and students.
2. Explore opportunities to secure/reserve space that would be well-positioned to serve as a community center, neighborhood center, or meeting space for future residents of a new Odana neighborhood, potentially in conjunction with, or close to, new park space.

West Area Plan
Sanitary Sewer Network

≤8" Sanitary Sewer Main

10" Sanitary Sewer Main

12-18" Sanitary Sewer Main

20+" Sanitary Sewer Main

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

This map illustrates the sanitary sewer network for the West Area Plan. The network is composed of four distinct pipe size categories, each represented by a different color: red for pipes 8 inches or smaller, orange for 10-inch pipes, light blue for 12 to 18-inch pipes, and dark blue for pipes 20 inches or larger. The map shows a dense grid of streets, with major thoroughfares like University Ave, Sheboygan Ave, Regent St, Mineral Point Rd, and Tokay Blvd clearly labeled. Other streets shown include Old Sauk Rd, Colony Dr, Yellowstone Dr, Inner Dr, Rosa Rd, Gammon Rd, Westfield Rd, Tree Ln, High Point Rd, Whitney Way, Odana Rd, Midvale Blvd, and Segoe Rd. The network shows a complex arrangement of mains, with larger pipes (20+ inches) generally running along major corridors and smaller pipes (≤8 inches) filling the residential street grid. The map also includes several small blue areas representing water bodies or wetlands.

Health & Safety

Introduction

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

According to the Neighborhood Indicators Project 2022 data on Public Safety, the West Area is relatively safe compared to the city as a whole. Despite having 11% of the City's population and a significant amount of commercial development, only 9% of property related offenses which includes thefts, burglary, stolen vehicles and such other offenses were reported. The West Area also only had 6% of the City's crimes against people and 5% crimes against society.

The West Area also had only 11% of citywide crashes and

Health & Safety Feedback Themes

The following themes emerged from feedback gathered during public participation activities. There is also a summary of public feedback in Appendix __. Public feedback is weighed with adopted City policy and plans to draft plan actions:

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

Figure: __ West Area Health and Safety Statistics				
	West Area		City of Madison	
Reported Police Incidents: Property Related	761	10.3%	7,359	100.0%
Reported Police Incidents: Society Related	460	6.3%	7,331	100.0%
Verified Criminal Offenses: Person Related	183	6.4%	2,874	100.0%
Verified Criminal Offenses: Property Related	928	9.4%	9,864	100.0%
Verified Criminal Offenses: Society Related	723	5.1%	14,239	100.0%
Crashes	287	11.1%	2,576	100.0%
Calls for EMS Service	2,958	12.2%	24,258	100.0%
Calls for Fire Service	1,323	9.9%	13,331	100.0%
Infant Health: Pre-Term Births (%)		17.5%		17.7%
Infant Health: Pre-Term Births (count)	162		1,461	
Prenatal Care: Less than Adequate (%)		8.7%		9.0%
Prenatal Care: Less than Adequate (count)	81		743	
Community Pride Violations	105	5.6%	1,882	100.0%
Source: Neighborhood Indicators Project 2022 Data				

only 12% of EMS calls for service and 9% calls for Fire service. Also, with regard to infant health, several

measures indicate the West Area is doing very well compared to the rest of the city. Only 11% of births are pre-term and only 10% received less than adequate prenatal care. The West Area also had very few property maintenance and zoning violations in the city with only five % of reported violations for 2022.

West Area Plan recommendations support health and safety for residents, with a focus on physical changes. This includes building off of strategies and actions the City is already engaged with through the All Ages and Abilities Plan, Vision Zero Program, Violence Prevention Plan, and Community Health Improvement Plan. Implementation of these initiatives will help improve health and safety in the West Area, and citywide, through things like neighborhood friendly infrastructure and street design, building safe public spaces by providing buffers and green spaces that separate public areas from transportation corridors, providing protected on-street facilities for vulnerable users in street design, and focusing on All Ages and Abilities facilities when possible while encouraging human centered transportation design such as slow street and shared streets, and closing gaps in the pedestrian and bicycle network. Health and Safety also covers equitable outcomes for residents, and this includes continued citywide efforts that will also support West Area residents such as expanding resources to build and maintain a strong, connected fiber network and radio communication system for existing and future City operations.

Health & Safety Actions

1. Monitor driving behavior and speed and enforce traffic regulations on streets along school routes including N. Gammon Rd., Tree Ln., Old Sauk Rd., Rosa Rd., Segoe Rd., and other areas where people walk frequently and feel endangered and/or are experiencing higher levels of serious traffic related injuries and fatalities (see Map ____: High Injury Network).
2. Conduct Vision Zero speed analysis of Indian Hills, High Point Rd., Tree Ln., Whitney Way., Mineral Point Rd., Old Sauk Rd., Rosa Rd. and Segoe Rd. and explore potential traffic calming improvements such as road diets and speed bumps; pair these actions with speed enforcement.
3. Increase opportunities for West District Police and community members to engage and build trust in areas where residents of color and people living with lower incomes are concentrated like Tree Ln., Oakbridge and Wexford Ridge areas. Activities could include Coffee with a Cop, and Police participation with youth recreation programs, block parties and cultural events and activities.
4. Include the Tree Ln. and Wexford Ridge neighborhood as a potential new Neighborhood Resource Team area to improve equitable outcomes by focusing City resources and attention there and building stronger community connections for the growing population of people of color and those living with lower incomes.
5. Require new residential developments such as any proposed along Odana Rd. and the W. Beltline Hwy., to construct noise barriers, sound walls or other solutions to mitigate the highway traffic noise from the W. Beltline Hwy.

Health & Safety Partnerships

The City generally takes the lead to implement the actions above, but there are some actions that were important to the community where partners would take the lead and the City may take a supporting implementation role:

1. Work with Madison School & Community Recreation (MSCR) and Lussier Community Education Center (LCEC) to improve access for West Area residents to health and recreation programs at

MSCR Odana, LCEC, schools, and other locations such as walking/running groups, yoga, meditation, and healthy cooking and nutrition classes.

2. Work with resident leaders to continue to monitor environmental factors that may contribute to, or protect against violence (e.g. dimly lit areas, abandoned buildings, increased green space, etc. *Violence Prevention Plan*).
3. Work with MMSD to monitor school capacity issues at Van Hise/Hamilton and consider restructuring school attendance areas to better distribute student population.
4. Work with the National Interscholastic Cycling Association and other organizations that offer recreational activities outside of schools, to welcome, encourage, and support participation by middle and high school students of color.
5. Expand options in the West Area where residents without air conditioning can go to get relief from the heat by partnering with LCEC, area businesses, centers of worship, and others to establish them as City-recognized cooling sites.
6. Partner with Pepartnership Inc. to establish a personal essentials pantry in the Tree Ln. and Wexford Neighborhood area.
7. Create partnerships between neighborhood groups, YMCA, MSCR and area schools to establish youth recreation programs at Haen Family Park and nearby school open space for activities like flag football, basketball and soccer.
8. Work with residents, neighborhood groups, Madison Arts and non-profit organizations to activate West Area parks and other greenspaces in Oakbridge, Tree Ln., and Wexford Ridge areas with musical performances, community meals, arts activities and recreation.

Appendices

Underlying Plan Review & Plan Archiving

Generally, the [City's Area Plans](#) focus on guiding changes to the physical aspects of our community, such as development initiated by the private sector and infrastructure improvements typically carried out by the public sector. This includes topics such as land use, zoning, building height, transportation, parks and open space, public utilities, and stormwater infrastructure that the city has control over or can influence.

There are five existing Sub-Area Plans previously adopted by the Common Council that fall partially or entirely within the West Area Plan boundaries:

1. Spring Harbor Neighborhood Plan (adopted in 2006);
2. Southwest Neighborhood Plan (2008);
3. Midvale Heights-Westmorland Joint Neighborhood Plan (2009);
4. University Hill Farms Neighborhood Plan (2016); and
5. Odana Area Plan (2021).

Staff reviewed the recommendations in those underlying plans as part of the West Area Plan process. Recommendations that are within the scope of Area Plans were considered for incorporation into the West Area Plan. Recommendations that are outside the scope of Area Plans, were already implemented (including through the revised Zoning Code), or that are not consistent with current City policies and priorities were not incorporated.

For example, this transportation recommendation from the Midvale Heights-Westmorland Neighborhood Plan was included in the West Area Plan: *'Determining the feasibility of constructing an off-street bicycle path along the southern border of Odana Golf Course from South Whitney Way to the Southwest Bicycle Path.'* This action falls within the scope of the Plan and was incorporated as a planned facility in the Shared-Use Path and Bicycle Network map.

Recommendations from underlying plans related to topics where the city has little influence over implementation or that are annual reoccurring events were not considered for integration into the West Area Plan. For example, the Spring Harbor Neighborhood Plan has a recommendation to *'Conduct an annual neighborhood clean-up day for all natural areas within the neighborhood, but with a specific focus on Spring Harbor, Spring Harbor Beach, and Kettle Pond.'* The plan assigned implementation of this recommendation to the neighborhood. Because area plans focus on recommendations with City involvement, recommendations where the neighborhood or other groups take the lead are generally not carried forward into the West Area Plan. Such actions can still be carried out by neighborhoods or other groups regardless of whether they are in an area plan.

Other recommendations that have already been implemented were not considered for inclusion in the West Area Plan. For example: *'Work with the City, County, and WI DNR to have Spring Harbor dredged'* was a recommendation in the Spring Harbor Neighborhood Plan. It was implemented in 2022.

Recommendations that are not a current City policy or priority were also not included in the West Area Plan. For example: *'The Transport 2020 commuter rail project is currently entering the preliminary engineering phase of implementation. The startup service includes daily commuter rail service between*

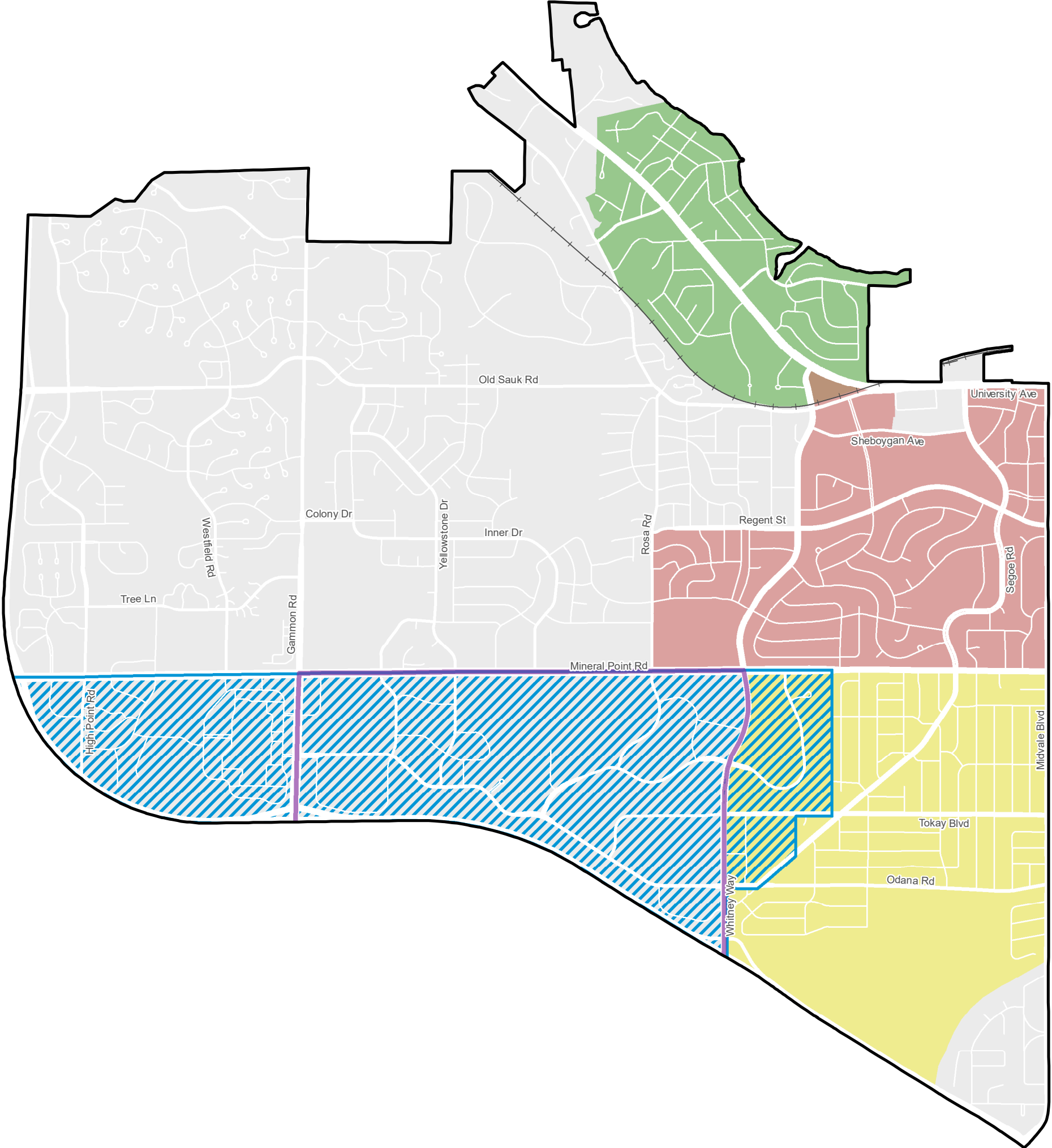
Greenway Center in Middleton and East Towne Mall, operating within the current freight rail corridor (including the Wisconsin and Southern Railroad in Spring Harbor). A station is recommended in the Old Middleton Road/Whitney Way area. This improvement should not come in lieu of improvements to current Madison Metro. A second neighborhood stop could be located at Norman Way or Temkin Avenue.’ This is another recommendation from the Spring Harbor Neighborhood Plan. This recommendation is obsolete, as the Transport 2020 project was replaced by Bus Rapid Transit, which is currently being implemented.

Finally, recommendations adequately covered by existing City policies, programs, or ordinances, especially those adopted since underlying plans were created, are also not included. For example, the Midvale Heights / Westmorland Neighborhood Plan has a recommendation to *‘Work with future development to achieve stormwater infiltration to the greatest extent possible, given site characteristics and constraints. Site considerations should include soils, topography, location, desired density, neighboring uses, cost, and possible contamination.’* The City’s stormwater management ordinance, which was recently made more stringent, is mandatory, and already addresses requirements for stormwater infiltration, making the plan recommendation duplicative.






Many areas of the city, including the areas included within the West Area Plan boundary, are subject to recommendations from several plans, some of which were adopted 15+ years ago, and, for reasons described above, may have recommendations that are no longer applicable or relevant. As part of the process of drafting the West Area Plan the Plan Commission discussed archiving older underlying plans and recommended archiving as many plans as possible to ensure there is clarity and consistency on land use, transportation, housing, and the other topics addressed in the West Area Plan. “Archiving” means that older plans that had previously covered portions of the larger West Area will no longer be referred to by the City for planning purposes but would remain available to the public as a historic reference document. All five plans that had overlapped the West Area Plan boundary are now archived:

1. Spring Harbor Neighborhood Plan (adopted in 2006),
2. Southwest Neighborhood Plan (2008)
3. Midvale Heights-Westmorland Joint Neighborhood Plan (2009)
4. University Hill Farms Neighborhood Plan (2016)
5. Odana Area Plan (2021)

In the case where plan boundaries only partially overlap the West Area only the overlapping portion is considered archived.



**West Area Plan
Underlying Plans**

-  Southwest Neighborhood Plan (2008)**
-  Odana Area Plan (2021)
-  University Hill Farms Neighborhood Plan (2016)*
-  Midvale Heights\Westmorland Neighborhood Plan (2009)**
-  Spring Harbor Neighborhood Plan (2006)

* While the 2014 Hoyt Park Neighborhood Plan overlaps a few blocks along Midvale Boulevard, the 2016 University Hill Farms Neighborhood Plan adoption specified that the more recent plan governs those blocks.
** The boundaries for these plans extend outside the West Area Plan boundary. Only the portion inside the West Area Plan is shown on this map.

Summary of Public Feedback

The Phase 1 Public Feedback Summary is [available here](#) and the Phase 2 Public Feedback Summary is [available here](#). A full public feedback summary will be included in the final draft plan after all public participation activities have concluded.

Historic Resources Review

To complete an assessment of historic resources in the planning area for the West Area Plan, staff completed a windshield survey on November 16, 2022, and noted several properties of potential architectural significance. Staff then completed additional research using files from the Wisconsin Historical Society, City of Madison preservation and building permit files, and some archival phone directories and US Census records.

The area contains 6 designated City of Madison landmarks: 3 for history, one for architecture and history, and two for archaeology. The area also contains the University Hill Farms National Register Historic District, which is an honorary designation that comes with financial incentives to encourage adaptive reuse of historic resources. The Preservation Planner identified 35 individual properties that warranted additional investigations to explore either National Register or local historic designations. There are also 4 neighborhoods that warrant additional investigations for possible National Register historic district designation: Crestwood, Blackhawk Park, Highlands, and Odana Hills.

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

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

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

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

There are also several known archaeological sites throughout the planning area, with most relating to pre-contact Native American history. Several of these sites are mound locations, which means they are both significant culturally and are the locations of human burials. Some of these have been disturbed by subsequent development, but all of the areas identified as human burial sites would be required to secure a Request to Disturb approval from the Wisconsin Office of the State Archaeologist prior to ground-disturbing work. In addition to the burial sites, there are also several historic village locations. While there is a concentration of archaeological sites along the shore of Lake Mendota, there are sites throughout the planning area as Madison has been the site of long-term human occupation.

There are several individual properties and some neighborhoods that could benefit from having their story officially documented through the National Register process. As it is an honorary process, it does not place additional regulations on private property owners but does provide additional considerations for government undertakings that may impact their properties and opens the possibility for preservation

tax credits to help property owners adapt their properties for new and ongoing uses. The preservation tax credit program is very popular as there is both a State and Federal program.

For property owners who are interested in the property protections that come as part of being a designated landmark or local historic district, the Preservation Planner will work with property owners to help them navigate that process.

West Area Plan
Historic Resources

▲

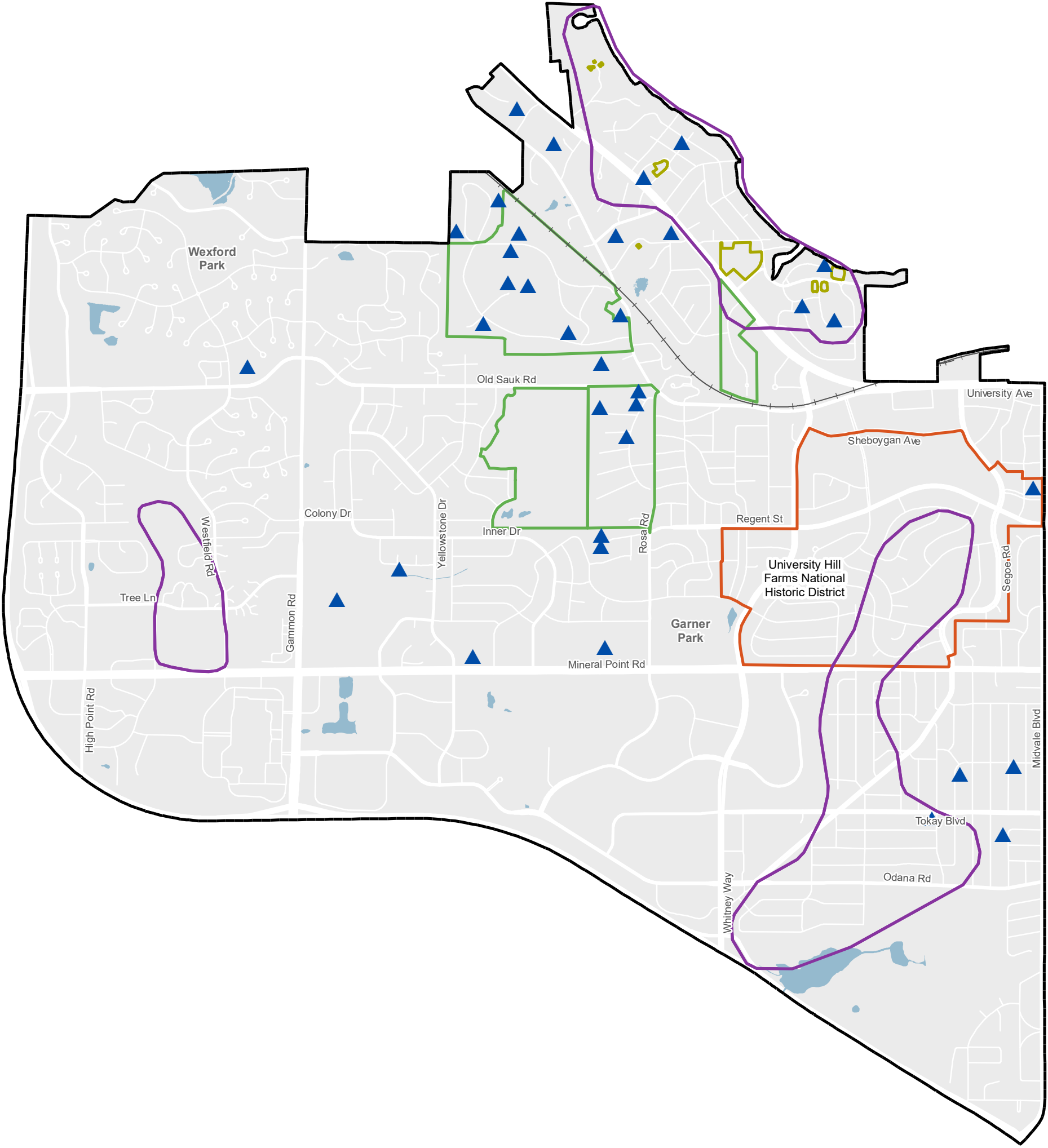
Property of Historic Interest

Potential Archeological Considerations

Potential Historic District

National Register Historic District

Local Landmark



Plan Implementation Summary

An actions table with lead implementers will be included in the final draft plan.