

Greater East Towne Area Plan

Adopted February 22, 2022



Archived on September 10, 2024

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

Replaced by Northeast Area Plan

City of Madison

Greater East Towne Area Plan

Adopted by the City of Madison Common Council
on February 22, 2022
Enactment Number RES-22-00144
Legislative File ID 68802

Officials & Administrators

- Satya Rhodes-Conway, Mayor
- Alder Gary Halverson, District 17
- Alder Lindsay Lemmer, District 3
- Alder Samba Baldeh, District 17 (former)
- Matt Wachter, Director, Department of Planning, Community & Economic Development
- Heather Stouder, Director, Planning Division
- Bill Fruhling, Principal Planner, Planning Division

Planning Division Greater East Towne Area Plan Staff

- Rebecca Cnare
- Linda Horvath
- Bill Fruhling
- Ryan Jonely
- Kirstie Laatsch
- Chris Wells

Inter-Agency Staff Team

- Christie Baumel, Mayor's Office
- Caroline Burger, Engineering Division
- Julian Carow, Metro Transit
- Mike Cechvala, Transportation Department
- Kevin Engelbert (former library planner), Madison Public Library
- Mark Fitzgerald, DPCED Office of the Director
- Ann Freiwald, Parks Division
- Greg Fries, Engineering Division
- Rynn Kerkhove, Madison Public Library
- Tom Lynch, Director, Transportation Department
- Sean Malloy, Traffic Engineering Division
- Matt Mikolajewski, Economic Development Division
- Tom Otto, Economic Development Division
- Saran Ouk, Economic Development Division
- Chris Petykowski, Engineering
- Linette Rhodes, Community Development Division
- Ruth Rohlich, Economic Development Division
- Dan Rolfs, Economic Development Division
- Julie Spears, Community Development Division
- Yang Tao, Traffic Engineering Division

Table of Contents

Project Background	1
Land Use and Transportation	14
Neighborhoods and Housing	25
Economy and Opportunity	28
Culture and Character	31
Green and Resilient	35
Effective Government	40
Appendix: Site Design Elements	56
Glossary	58
Adopting Resolution	61

Project Background

General History of the Planning Area – Why Plan Here?

The Greater East Towne Area Plan boundary encompasses 786 acres, an area that is roughly similar in size to Madison's isthmus from Park Street to Ingersoll Street, encompassing more than the entire Central Business District. As shown in the figure below, the Greater East Towne Area is roughly bounded by East Washington Avenue on the north, Interstate 90/94/39 to the east, the Wisconsin and Southern Railroad corridor to the south, and Mendota Street to the west. The planning area is primarily made up of concentrations of single-use retail development surrounded by large parking lots. This style of development, primarily constructed from the 1970s through the 1990s, increases traffic, decreases pedestrian and bicycle activity, reduces the effectiveness of transit, and increases stormwater runoff, amongst other negative impacts.

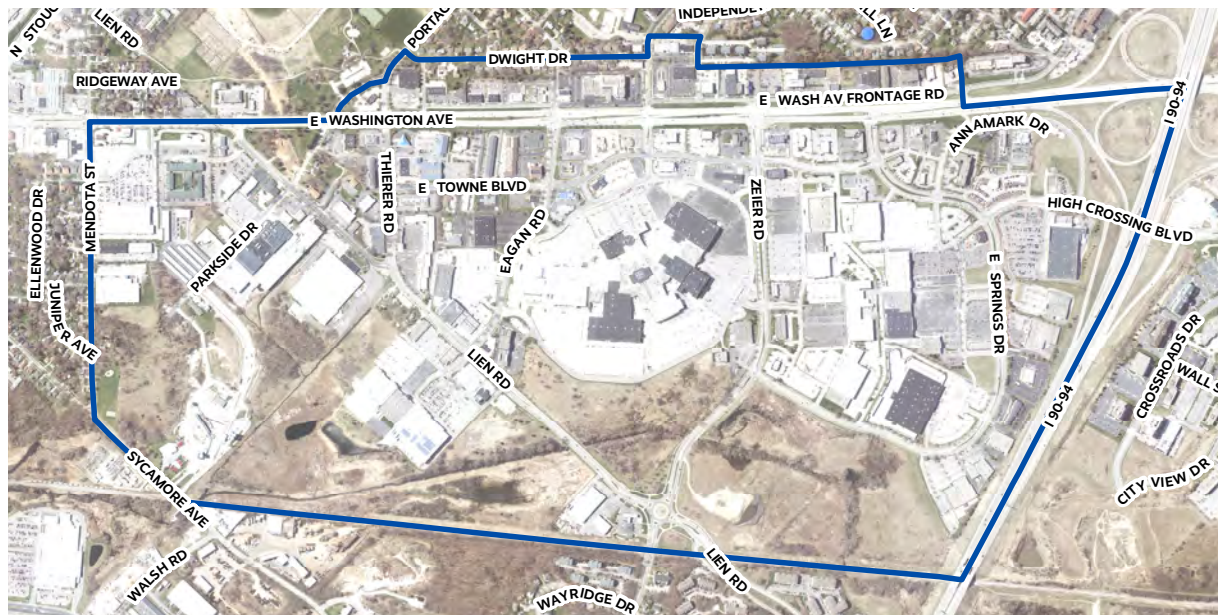


Aerial view of mall construction looking south – 1970

Located at the center of the planning area, East Towne Mall is the largest single use. East of the mall, in the East Springs area, a large “big box” retail development dominates the landscape. Surrounding these two main uses are a variety of smaller retail spaces, small office buildings, and car-oriented services and restaurants. There are no residential uses within the planning area, except for a few apartment buildings in the Sandburg Neighborhood at the very



East Towne Mall opened in 1973



East Towne Area Plan boundary shown in blue.

north edge of the planning boundary and several single-family homes on Parkside Drive. There are several neighborhoods with proximity to the area, including the Greater Sandburg Neighborhood to the north, the Mayfair Park Neighborhood to the west, and the Ridgewood Neighborhood to the south. These neighborhoods are more racially and ethnically diverse and generally more affordable places to live than the city as a whole.

The 2018 Comprehensive Plan recommends significantly increasing the amount of mixed-use development in the East Towne Area, but also noted that redevelopment that includes substantial residential components should be preceded by adoption of a detailed City plan that addresses connectivity improvements, provides parks and open space, infrastructure, and other amenities necessary to support residential development. This Greater East Towne Area Plan (GETAP) addresses those elements to facilitate redevelopment within an area that has, thus far, not seen as much redevelopment as many other

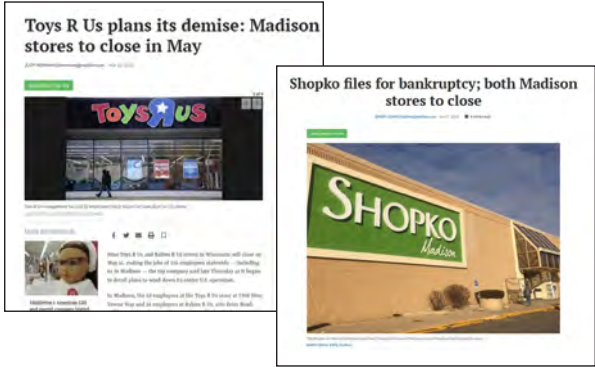
commercial areas of the city. The ultimate goal of this Plan is to unlock the significant development potential and guide the transition and redevelopment of predominantly commercial areas into mixed-use activity centers. The Plan also addresses and supports the planned Metro Rapid Transit service.

How will this Plan be used?

The Greater East Towne Area Plan sets a desired vision for the next 20-plus years to provide policy guidance for change. Recommendations will be used to make budget decisions on infrastructure, economic development, community facilities, parks and open space, and transportation priorities, as well as guide the Plan Commission and Common Council on proposed redevelopment projects within the planning area. Plan recommendations are organized into the same six Elements of the City’s Comprehensive Plan: Land Use and Transportation, Neighborhoods and Housing, Economy and Opportunity, Culture and Character, Green and Resilient, and Effective Government.

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

Planning Challenges



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

A Changing Retail Landscape

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

The complex ownership pattern, lack of public park space, large surface parking lots, and auto-oriented development make the Comprehensive Plan’s goal

of retrofitting the Greater East Towne Area into vibrant, mixed-use, pedestrian-oriented neighborhoods a challenge.

Stormwater Management

The Greater East Towne Area benefits from the Starkweather Creek environmental corridor to the south. However, the large amounts of impervious pavement will continue to threaten the water quality of this important resource. Future redevelopment will need to account for the increasing amount of rainfall our area is seeing due to climate change. Increased stormwater mitigation and recommendations from the upcoming 2022 Starkweather Creek Watershed Study will help highlight needed improvements and propose methods to alleviate flooding impacts.

Tree Canopy Cover

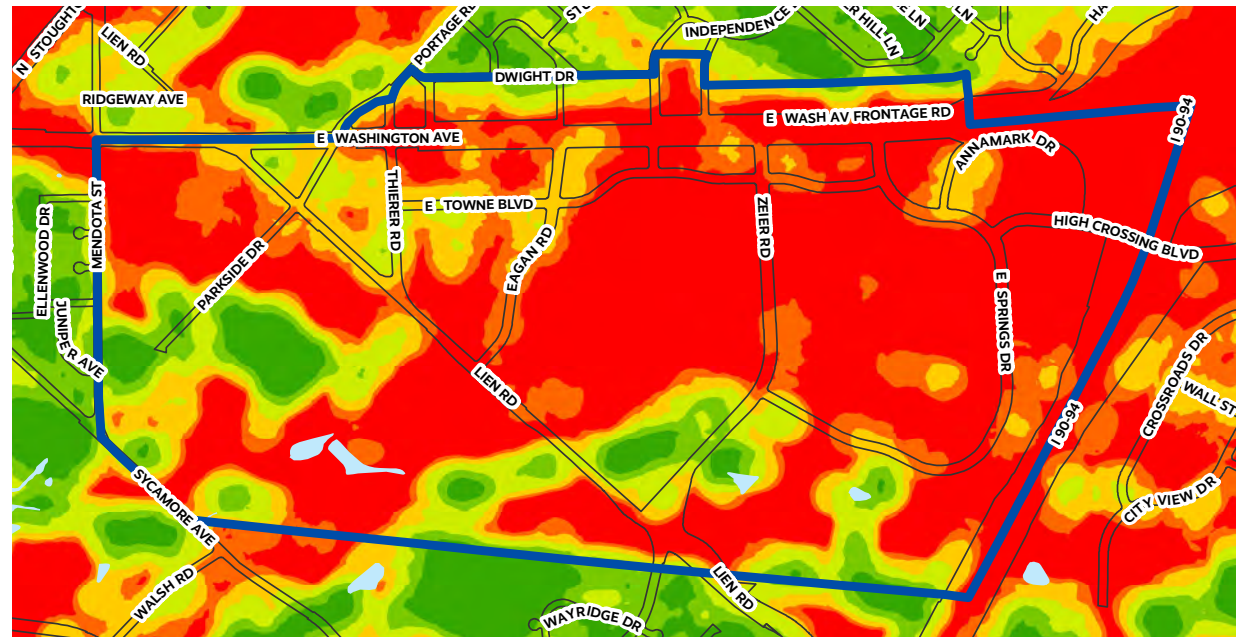
Trees are a critical part of urban ecosystems, providing habitat, helping reduce stormwater runoff, and shading hardscapes to minimize heat islands. They are also one of the simplest ways to improve the character of an area, as can be seen on a tree-lined street compared to one without trees. Madison averages approximately 29 percent canopy coverage, after adjusting for the airport and agricultural areas on the periphery. In contrast, the East Towne Area has less than five percent canopy coverage.

Block Size

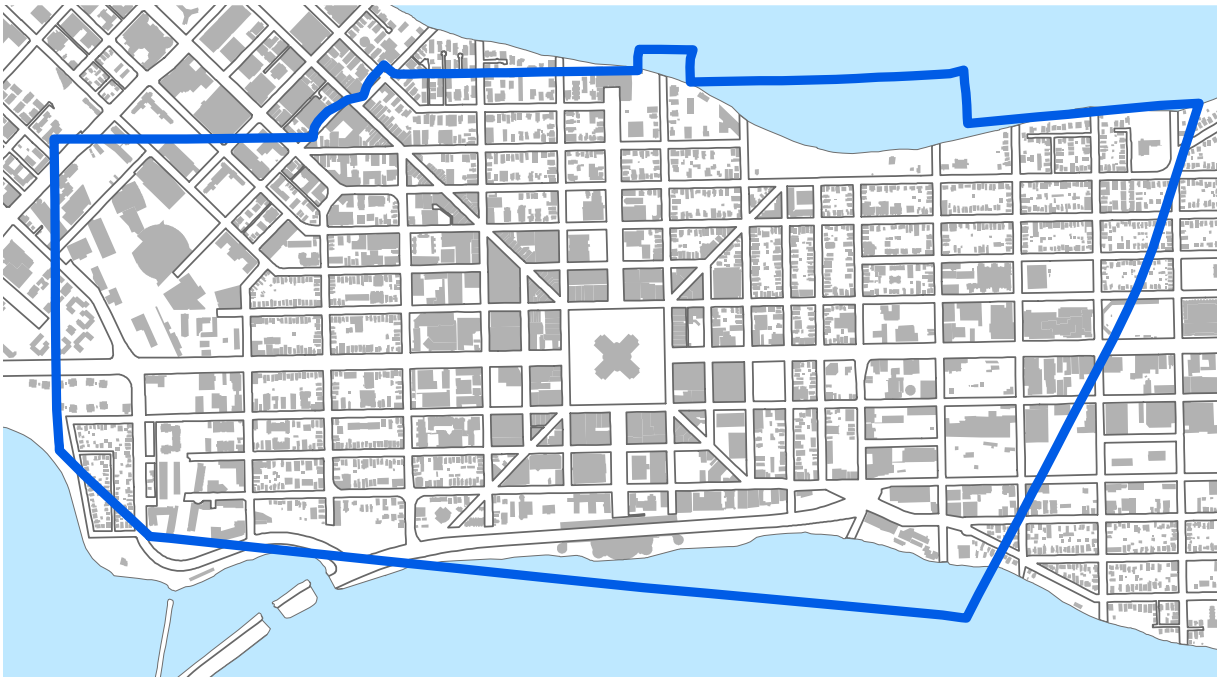
The predominant mode of transportation used when an area develops significantly influences street patterns and block sizes. The capitol and isthmus were developed during a time when cars were either non-existent or less prevalent, and are highly walkable and pedestrian-oriented because of smaller block sizes and a mix of uses in close proximity.



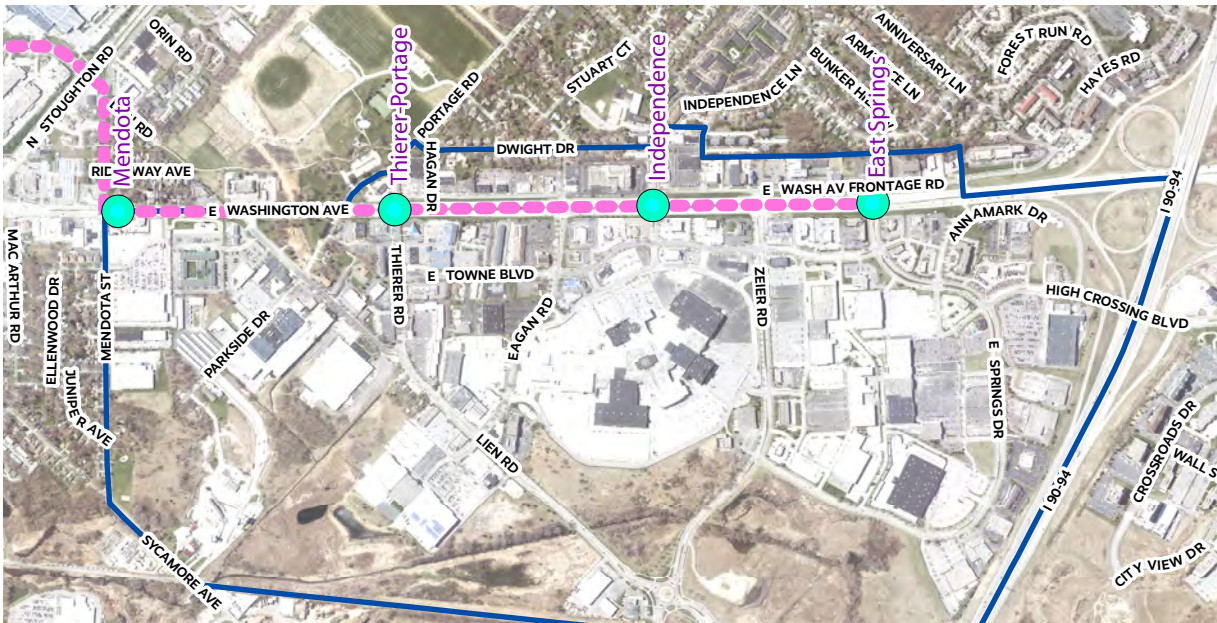
Impervious surfaces are shown in gray (parking lots) and black (building footprints). White represents streets.



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



Overlay of the planning area boundary on the isthmus at the same scale



Planned bus rapid transit route and stations

Typical block sizes on the isthmus are around two to five acres.

Contrast that to the East Towne Area, which was developed when cars dominated. Both areas are shown to the left at the same scale. East Towne Malls's 109-acre block is more than 7.5 times that of the Capitol Square's 14.5 acres. The large blocks force travel onto fewer roads, which then must carry all associated traffic. This results in roads that are hostile to pedestrians, as the number of lanes, traffic speed, and distances between safe crossings all increase. Establishing new connections and reducing block sizes is a needed first step towards moving away from the area's auto-dominated land use pattern.

Bus Rapid Transit

The City is investing in *MetroRapid*, a new bus rapid transit (BRT) system currently planned to start in 2024. BRT is a faster, more frequent level of service with larger buses that will provide "backbone" service from the East Towne Mall, through Madison College, the Downtown and UW Campus, all the way out to West Towne Mall. This Plan will help guide new developments that can take advantage of this new transit system. An important part of ensuring BRT is successful is creating the conditions for the East Towne Area to transition from its current auto-oriented single-use retail and office areas towards a more transit, bicycle, and pedestrian-friendly style of development.

This map shows the planned BRT route and stations in the Greater East Towne Area. BRT is anticipated to run in dedicated lanes of East Washington Avenue, with stations on either side of the street. The BRT system is planned to extend east of the planning boundary as a local route in order to accommo-

date larger charging stations. The station locations are subject to an ongoing BRT planning process.

Previous Planning Efforts

Imagine Madison – Comprehensive Plan (2018)

The City of Madison adopted its updated Comprehensive Plan in 2018. The long-range Plan looks 20 years into the future and provides guidance on policies and actions that affect City budgets and growth. The Greater East Towne Area Plan builds off the goals, strategies, and actions of the Comprehensive Plan and establishes a framework for implementing many of those recommendations in the Greater East Towne Area. Each chapter of this Plan outlines the comprehensive strategies that the Greater East Towne Area Plan seeks to advance, along with more specific recommendations in each of the six Elements.

East Towne – Burke Heights Plan (1987)

Adopted in 1987, the East Towne – Burke Heights Neighborhood Development Plan included land use, transportation, housing, economic development, and open space recommendations. The Plan recommended general commercial uses for most of the East Towne Area and guided residential uses south of the railroad corridor. In the case of any conflict between the Greater East Towne Area Plan and the Burke plan, the Greater East Towne Area Plan should govern, as the more recently adopted document.

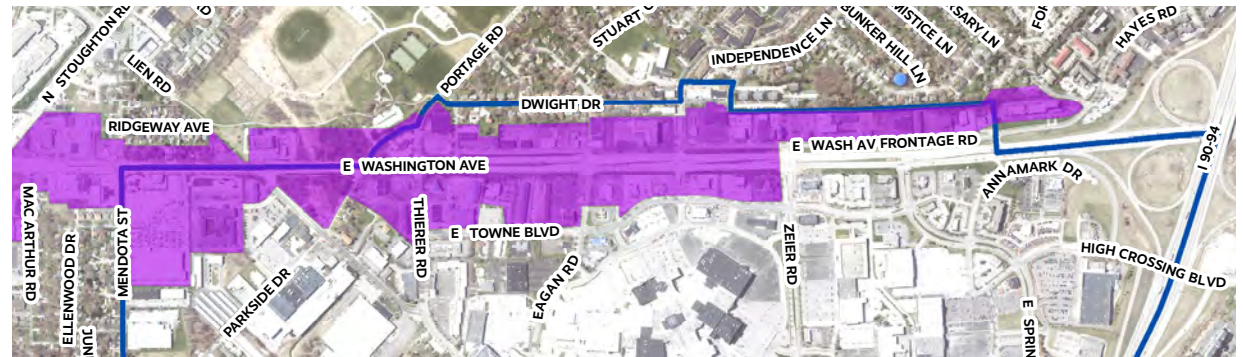
East Springs Center Covenants

In 1986, upon annexation to the City of Madison, the owners of the East Springs Commercial area created a set of development covenants that ran with the land and were in effect until 2015. The covenants

regulated development size, design, and type and limited potential development to commercial uses. However, changing retail and office economics have shown that mixed-use flexibility is an important tool for the revitalization of aging commercial corridors and mall areas.

Carpenter-Hawthorne-Ridgeway-Sycamore-Truax Neighborhood Plan

Adopted in 2001, this Plan provides recommendations for several neighborhoods that are just east of, and slightly overlapping with the Greater East Towne



Urban Design District number 5

Area. Led by a steering committee of residents, the neighborhood plan includes recommendations to make Hawthorne Elementary School a more prominent and accessible public space; enhance and preserve parks, open space, and natural areas; redevelop several commercial and residential sites; and improve vehicular and pedestrian transportation. Most of the recommendations have been implemented. Of those that have not, some were incorporated into this Plan, such as increasing the size of Mayfair Park, extending Parkside Drive to Mendota Street to link the Greater East Towne Area to the Mayfair Park Neighborhood, incorporating transportation enhancements to make the area more pedes-

trian and bike friendly, and adding a new east-west street connecting Lien Road to Mendota Street, just south of East Washington Avenue, to provide better access to commercial uses.

Urban Design District Number 5

Urban Design District number 5 was established in 1995 to improve the appearance of development along the East Washington Avenue corridor, which constitutes a major entrance to the City of Madison. It aims to preserve and enhance the property values in the District, and to prevent a substantial depreci-

ation of the property values in the District. Design requirements and guidelines were established for both public and private improvements that are visible from the roadways.

Mall Reinvention Case Studies

A case study of several shopping centers that have redeveloped, or are redeveloping, to mixed-use activity centers show that careful and deliberate integration of high-capacity transit, a variety of housing options, vibrant and interesting open space, and a flexible plan that allows for phased redevelopment yields successful new neighborhoods.

Westgate Mall



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

Hilldale Mall



Hilldale Mall, which opened in 1962, about three years after Westgate Mall, started as a strip mall, and was then enclosed in the 1980s. Starting in 2004, it was remodeled to revert to exterior store entrances along a “main street.” The approximately 30-acre site stands as an example in some respects, such as infilling surface parking lots with residential and commercial uses while making use of structured parking.

The “liner” residential buildings along Midvale Boulevard and pedestrian orientation of the core retail area also serve as examples, as does nearby redevelopment that capitalizes on Hilldale’s proximity and excellent transit service. It is important to note that this redevelopment has catered to more affluent customers with high-end national retail chains. While the design, configuration, and walkability of the redevelopment is laudable, it doesn’t reflect the growing economic and racial diversity of the city of Madison.

Sequoia Commons



This redevelopment of the former Midvale Plaza strip mall turned approximately 3.5 acres of surface parking and single-story retail into two four-story

buildings with 101 apartments, 45 condominiums, and about 40,000 feet of commercial space (including the Sequoya branch library). While the project was controversial during its approval process in 2006, it was cited by city residents as a positive infill project during the recent 2018 Comprehensive Plan update and can serve as a mixed-use redevelopment example for smaller strip mall sites in the Greater East Towne Area.

Bayshore Town Center (Glendale, WI)



This 1950s-era mall on a 52-acre site in a Milwaukee suburb underwent a partial redevelopment that maintained some of the previous retail space while turning the property into a mixed-use town center that added a significant number of residential units, as well as a cinema and office space. The partial reuse and partial redevelopment serves as a Wisconsin example of meshing old with new that is larger and more intensive than Hilldale. This project, however, has also had its challenges and is a work in progress as it continues to redevelop portions of the old enclosed mall area to meet changing economic conditions.

Public Engagement

The public engagement process for this Plan included coordination with the Odana Area Plan, as the two planning efforts are addressing similar commercial areas, both of which have citywide implications. The Planning team used a variety of traditional and non-traditional public engagement efforts throughout the process. The COVID-19 pandemic added new complexity to public engagement, necessitating an [all-virtual approach](#). Despite the challenges,



Mall Madness

hundreds of residents, businesses, and property owners participated. There were conscious efforts to reach traditionally underrepresented groups that include Black, Indigenous, and People of Color (BI-POC) communities, as well as those living with lower incomes to ensure more voices were heard during this planning effort.

Mall Madness

To kick-off the public engagement, a “Mall Madness” tournament-style bracket was created to better understand public priorities and preferences about

how the areas could transform in the coming years. Each “team” represented a potential component of a comprehensive redevelopment vision. Teams in each bracket “region” represented a different focus: Things to Do, Places to Live and Work, Getting Around, and Design and Character. The social media interactions with this exercise were among the most popular of any online engagement the City had prior to COVID-19. The results of this elimination-style prioritization gave a clear understanding of what was most important to participants:

Major Property Owner Meetings

During staff meetings with CBL, owners of West Towne and East Towne Malls, it was noted that they were also seeing structural economic changes happening to regional shopping malls. CBL provided some examples of shopping malls that they own across the country that are beginning to diversify by adding entertainment and residential uses, although their near-term plans for East Towne generally maintain the current retail focus.

Virtual Public Meeting Series

Due to the pandemic, many of the pre-planned public engagement activities had to be quickly altered to meet new and safer digital platform expectations. The Planning team quickly pivoted and set up a series of virtual “Lunch and Learns” and “Evening Engagements” to reach residents and discuss different aspects of plan development. Over four weeks, participants gave a variety of input on changing malls and large commercial areas, the impact that the pandemic has had on shopping and activities, and in-depth looks at issues facing the success of the larger East Towne and Odana Areas. A second Zoom series later in the process focused on draft land use and transportation concepts.

Real Estate Professionals, Business, and Property Owner Roundtables

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

“Mixed use success means success of all uses, not just one. Building it is not enough. Need to make sure both uses are successful and/or supported.”

– Local Real Estate Professional

Interactive Mapping

In the spirit of continued experimentation, the City tested out a new interactive mapping exercise to gather input from residents and area employees on opportunities to make improvements in the Greater East Towne Area. Participants could click on the map and share thoughts under four categories: Green and Resilient, Transportation, Land Use and Development, and Other.

“I just can’t say enough how much I need to see green, water, and natural elements. There are areas with trees and stuff but it’s hard to feel connected to the land, you know, like — I don’t know, just hard to connect to the place you’re moving through — when it’s covered in concrete and has a fast food sign peeking out from behind the trees.”

– Quote from Cityzine

Cityzine: Social Practice Art

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

Reaching Traditionally Underrepresented Groups

During the public engagement phases of the Plan, it became clear that despite best efforts to reach BIPOC communities and those living with lower incomes through Social Practice Art and new methods of virtual engagement with a lower barrier to participation, older white adults were overrepresented. The Planning team refocused outreach efforts in numerous ways to reach a broader population.

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

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

These virtual meetings helped us better understand the unique issues and opportunities the Greater East Towne and Odana Areas present to BIPOC residents and business owners. From these meetings it became very clear that some of the biggest hurdles facing Black entrepreneurs were the availability of affordable and welcoming commercial spaces and the need for partnerships, mentoring, and encouragement within and among businesses owned by BIPOC communities.

Chambers Feedback

- “These redevelopment areas need to move past the “mall model” and understand the new dynamics of retailing, restaurants, and commercial areas.”
- “Redevelopment needs to show that “this place is for me” and be welcoming and inclusive.” Communities and development should have cultural relevancy.
- “Affordability is critical for both housing AND businesses.”
- Are there ways the City can lessen the burden on people of color with respect to the development process and business start up costs to encourage more diverse businesses?

East High School Black Student Union / Raza United

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

City Neighborhood Resource Teams (NRTs)

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

City Racial Equity and Social Justice Initiative (RESJI) Analysis

In October 2021, an inter-agency team conducted a racial equity analysis of the draft Plan. The purpose was to guide the Plan in creating equitable business and housing opportunities within the planning area for BIPOC communities and people living with lower incomes. Two of the most discussed unintended consequences during the analysis were the increased costs of rent for commercial and residential space that typically occur with redevelopment, and the likely possibility of displacement that follows. These consequences are more likely to have negative impacts on people of lower income and people from BIPOC communities. The analysis concludes with strategies to help mitigate these and other unintended consequences.

The RESJI strategies were used to write the Plan recommendations. Examples include promoting the

East High students:

- “Encourage more global marketplace opportunities with varied offerings, have some stores like ‘Tianguis’ public markets where local people can sell their goods.”
- “The new Global Market by East Towne is an example of a place we want to go.”



Greater East Towne Area Plan

City's Commercial Ownership Assistance program to help entrepreneurs purchase property at more affordable levels; creating a business incubator with affordable flex space; and, conducting an equity-based market study of the area which considers how to strengthen the economy while ensuring that people who have been traditionally left out are included in redevelopment and employment opportunities.

Comprehensive Plan – Revisiting the Resident Panels

During the 2018 Comprehensive Plan process, the City organized a rich and comprehensive group of Resident Panels that reached sectors of the community that have been traditionally underrepresented in planning processes, including BIPOC residents and those living with lower incomes. Feedback from this process remains acutely relevant to this Plan. Panelists noted that there is a lack of affordable housing that can accommodate extended and multi-generational families as new housing development has been primarily focused on high-end rental units. They emphasized that new residential areas should be livable even if you do not have a car.

Key Findings from Public Engagement

The extensive amount of feedback from the public engagement throughout the planning process shaped this Plan's recommendations. In many cases, similar and related feedback has led to a singular recommendation that can help address multiple concerns.

Some of the feedback gave clear direction that there was a once-in-a-generation opportunity to reimagine retail and office park areas into vibrant mixed-use activity centers. It also became clear that the future of this area needs to be culturally relevant to a

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

growing and diverse Madison population through an inclusive and welcoming environment that includes affordable housing and business opportunities for a variety of entrepreneurs. Feedback was not unanimous for some Plan elements – while a significant number of people felt the area is appropriate for increased development intensity and better public street connections, some were concerned about the prospect of taller buildings, increased traffic, and worry that BIPOC communities will be left out of the development process.

Ten Key Findings

1. The area lacks a sense of place. There are acres of empty parking lots, vacant storefronts, and limited housing without meaningful access to open space.
2. Mobility and transportation access needs to be improved for all modes: pedestrians, bicyclists, transit, and automobiles. Street, path, and sidewalk connections are missing crucial linkages and feel unsafe.
3. Easy residential and commercial access to the future bus rapid transit system could be the key for success.
4. A significant amount of housing is needed to complete a mixed-use neighborhood and should include a variety of types and affordability.
5. Mixed-use areas do not necessarily need a mix of uses in every building, but rather a mix of commercial, entertainment, retail, office, community, and housing uses throughout the neighborhood.

6. Affordable business spaces are just as important as affordable housing to support community wealth and provide opportunity for entrepreneurs of color.
7. This Plan needs to be careful not to overpromise and underdeliver, and show BIPOC communities that they were listened to and will be part of neighborhood change.
8. Communities and development should have cultural relevancy.
9. Redevelopment needs to put transit, sustainability, stormwater management, and energy conservation at the forefront to increase the neighborhood's resiliency and chances for success.
10. Starkweather Creek and related wetland areas are an underappreciated amenity in the area.

Guiding Principles and Design Guidelines

Five Guiding Principles

The City's 2018 Comprehensive Plan, combined with public feedback received through initial engagement, led to the formulation of the five Guiding Principles of the Plan. These principles help to shape land use, transportation, and other policy recommendations. While no plan is able to fully promise the successful implementation of all principles, it is important to keep these key elements in mind as redevelopment, infrastructure, and programs are put into place. City policies and investment should support these elements as the Greater East Towne Area changes over time.

1. Creating a place

Redevelopment should support a new complete neighborhood and activity center that has a mix of housing types, retail, service, employment, civic, institutional, and parks or public space. The design

of new spaces should be inclusive and welcoming. Art, welcoming signage, and activities programming should reflect the cultural diversity of a growing Madison.

2. Focus on mobility

Equitable access to transit, bicycle and pedestrian facilities, and increased street connections will improve mobility for residents. Mobility increases access to job options, more services, and participation in healthy modes of transportation.

3. Community wealth building

Economic development must support generating wealth for BIPOC communities. City policies and programs should look for ways to provide opportunities for community ownership and control, including addressing affordability for both housing and local businesses. Partnerships between local BIPOC leaders, non-profits, philanthropic groups, and community anchors can help activate existing local assets for the benefit of existing and new residents in the area. Collaborations with Madison College and the planned Imagination Center could help support economic diversity and the creation of more living wage jobs in the planning area.

4. Center nature and sustainability

Redevelopment provides an important opportunity to reduce impervious surfaces and incorporate additional tree canopy and open space in developed areas. Development should embrace natural areas like Starkweather Creek that provide both recreational and environmental benefits to the area.

5. Resiliency

Ensure all systems and features are adaptable to change in uncertain economic and changing climate conditions.

Design and Implementation Guidelines

In addition to the overarching Guiding Principles that help guide larger policy and program goals, the following Design and Implementation Guidelines can help to shape redevelopment, programming, and policy within the planning area, and lead to development that meets the Plan recommendations contained in the Plan chapters that follow.

1. Increase connectivity, walkability, and bikeability

The East Towne Area's auto-oriented development pattern, with extremely large blocks, overabundant surface parking, and a concentration of traffic on arterial roads, negatively impacts connectivity, walkability, bikeability, and transit use. East Towne Mall is part of a 109-acre block that measures more than a half mile on each side. The direct routes provided by a traditional small block, gridded street pattern has several advantages compared to the network currently in the East Towne Area:

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

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

2. Ensure new streets are designed for both people and transportation

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

3. New buildings should front public streets

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

4. Focus density along planned BRT corridor

Focusing growth on transit corridors is one of the City's primary strategies to grow in a more sustainable way. Effective transit that can get people to their destinations quickly is well used, and clustering the most intensive growth near BRT station areas

will result in more people using transit. This will lower traffic volumes from new development and the carbon footprint associated with transportation. Areas well-served by transit also need less parking, which can significantly reduce the cost of a development, particularly those needing structured or underground parking.

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

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

6. Maintain mixed-use cores

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

7. Incorporate open space as a focal point

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

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

Many buildings in the area are surrounded by expansive parking lots, with few, if any, trees or pervious surfaces outside of the Starkweather Creek greenway. Trees are an essential part of the urban environment: they provide shade, reduce heat island impacts, are effective stormwater management tools, and improve air quality. Impervious surfaces and a lack of tree canopy greatly contributes to stormwater management issues, which became a major focus after the historic August 2018 rain event. The future Starkweather Creek Watershed study will provide even more options and recommendations to increase stormwater management opportunities in the planning area.

9. Allow for creative reuse of existing viable buildings

While retail is changing, there are many viable buildings that can be repurposed for different uses in the future. Existing buildings generally offer lower rents needed for smaller, local businesses. Public engagement input emphasized the need for lower cost spaces that can support entrepreneurs, espe-

cially those from BIPOC communities. With nearly a third of a building's life cycle energy use estimated to occur as part of its construction, reuse of existing buildings is environmentally friendly. While demolition for redevelopment is expected as part of this Plan, not every building needs to be removed, particularly in early phases of redevelopment when growth can occur in underutilized parking areas. The Plan is flexible enough to allow for reuse of existing buildings, while still providing clear direction for future uses when property owners pursue redevelopment.

10. Create welcoming space

While there are a handful of small businesses that are owned by and/or cater to populations of color, feedback received from engagement with the chambers of commerce emphasized that BIPOC individuals and teens do not always feel comfortable within the area. Auto-oriented design, separation of uses, and lack of public space creates an exclusive dynamic that can make people feel unwelcome if they don't own a car and are not there to work or to actively shop. Implementing the design principles and public street network included as part of this Plan will help create a more welcoming feel. Direct City action along the lines of the purchase and

redevelopment of parks and open space can help to change the feel of the area. However, private organizations, businesses, and property owners also have a substantial role to play in creating a space that is welcoming to the full spectrum of an increasingly diverse Madison. In addition to the primarily City-led recommendations in the following chapters of this Plan, the City invites and encourages businesses, property owners, and other groups to diversify the climate of the Greater East Towne Area to make it welcoming and provide opportunities for more of Madison's population.

11. Create a resilient framework that can be implemented in phases

While East Towne and other commercial properties may look relatively organized, the property lines and ownership tell a different story. Unlike lots in some areas of the city, which were platted with relatively consistent sizes and shapes, the fractured and disorganized parcel boundaries in and around East Towne Mall responded to various legal concerns at the time they were platted. Varied ownership means varied perspectives on redevelopment; some property owners may choose to redevelop, while others will not. This Plan has been drafted to accommodate owners moving forward with redevelopment at different

paces, while ensuring that the result is a cohesive whole. The accompanying massing diagrams show an example of how redevelopment could progress in phases, as property owners in the planning area opt to redevelop.



1. The existing mall and surrounding area today.



2. Incremental redevelopment begins in existing vacant lots and pad sites surrounding the mall, with the addition of BRT on East Washington Avenue.



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



4. More infill continues as a portion of the mall redevelops. Some of the big box sites along the east (right) of the diagram are redeveloped into smaller-scale housing with centrally located public open space.



5. If/when the mall redevelops, a north/south running urban plaza becomes a central organizing feature surrounding mixed-use development. A complete new street network allows for connectivity throughout the area.

* Note that the diagrams do not represent a prediction or expectation, merely an example that is generally consistent with the street network shown on the Street Network map and the maximum building heights shown on the Maximum Building Height map.

Land Use and Transportation

Comprehensive Plan Strategies: Land Use and Transportation

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

1. **Improve transit service**, especially to peripheral employment and residential locations, with a focus on **reducing travel time** for transit-dependent populations.
3. **Ensure all populations benefit** from the City's transportation investments.
5. **Concentrate the highest intensity development along transit corridors, downtown, and at Activity Centers.**
6. **Facilitate compact growth** to reduce the development of farmland.
8. **Expand and improve the city's pedestrian and bicycle networks** to enable safe and convenient active transportation.

The Greater East Towne Area began developing in the early 1970s, during the time of postwar auto-oriented planning. Because planning decisions were based on cars, the development pattern featured an overabundance of surface parking, large blocks,



Retail vacancies have risen within the planning area and across the country

and a circuitous and disconnected street network that concentrates traffic on a handful of arterial streets hostile to pedestrians, bicyclists, and transit. In 1970, East Towne Mall was built at the very edge of the city, with little to no infrastructure or development around it. The success of the mall created an environment in which subsequent development was a series of auto-oriented, single-use clusters, existing largely independent of and detached from each other. Retail clustered around East Towne Mall and eventually a large “big box” commercial center grew in the East Springs Drive area. Limited employment uses were scattered among retail uses, and businesses catering to users of the I-90/94/39 Interstate System thrived in the 1980s, 1990s, and early 2000s. Without a fabric of compatible uses

around it, the single-use retail mall and surrounding retail uses started to feel the effects of the changing economics of retail beginning with the economic downturn of 2008. By the early 2010s, the area saw vacant buildings, business turnover, and a lack of new investment.

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

Regional growth projections from the 2018 Comprehensive Plan show that 2,500+ housing units could easily be built in the next 15-25 years within the Greater East Towne Area. Those growth projections estimated that a full build out of the area could accommodate an additional 16,000 people, 9,500 new housing units, and 27,000 new employees in the area. Since the 2018 Comprehensive Plan, changes in retail, service, and other commercial uses have demonstrated that mixed-use buildings need to be located along busy corridors with high transit use and pedestrian counts. This Plan recommends more mixed-use areas and less single-use commercial growth. As such, this Plan will likely increase the



Regional growth projections included are for the area outlined in red

potential of new housing and reduce the number of new employees.

This Plan promotes a variety of new development that could help the East Towne Mall area thrive, as it will encourage thousands of new residents and commercial uses in underutilized areas within the planning boundary. In addition, the proposed street network will make it easier for more people to get to the mall from multiple locations. Across the country, malls have taken advantage of new retail trends and adjacent developments to reimagine themselves by redeveloping parts or all of the existing mall structure. This Plan allows the mall to be flexible to respond to those trends over time.

Land Use

The Land Use and Transportation Concepts map on the following page shows the Plan's land use recommendations, following the [general categories established in the 2018 Comprehensive Plan](#). The

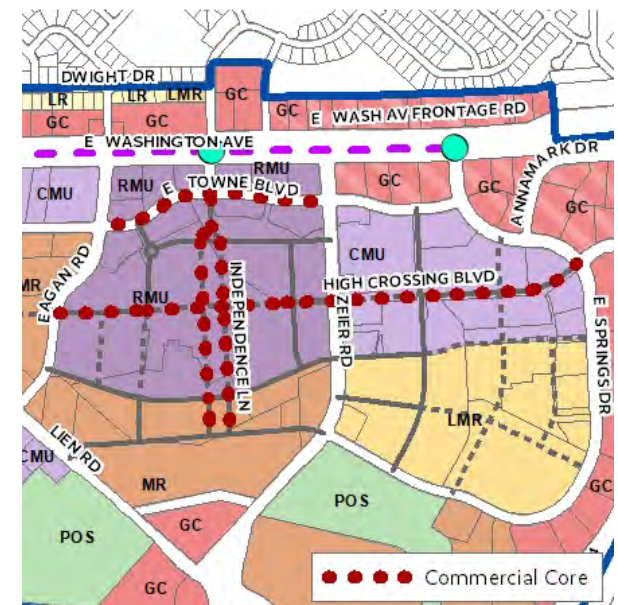
Plan recommends that several areas accommodate mixed-use development.

The following highlights illustrate the proposed changes from the 2018 Comprehensive Plan:

1. Regional Mixed Use (RMU) is recommended only for the core of the existing mall, to encourage redevelopment of a new mixed-use urban core.
2. Additional Community Mixed-Use (CMU) is recommended for areas adjacent to the planned BRT line south of East Washington Avenue. This added density and flexible land use will allow for a range of uses that will complement and support the transit service.
3. Medium Residential (MR) is recommended for areas south of the mixed-use areas. These residential-only areas will provide much needed housing opportunities for the city.
4. Low-Medium Residential (LMR) is recommended for an area adjacent to proposed park and open space and the Starkweather Creek natural environmental corridor. This LMR designation will create an opportunity for a neighborhood of small-scale housing to support families within a larger mixed-use environment.
5. An added layer of Employment is recommended as an overlay to the General Commercial areas on the far eastern area of the planning boundary. This highly visible area could provide employment opportunities adjacent to BRT.
6. While not illustrated on the Land Use Map, there is extensive park and open space recommended for the planning area. Additional park land, shown with an overlay on the Parks and Open Space map and described in the Green and Resilient chapter, will be acquired through a combination of redevelopment and willing sellers, and this plan provides a flexible framework for park acquisition opportunities.

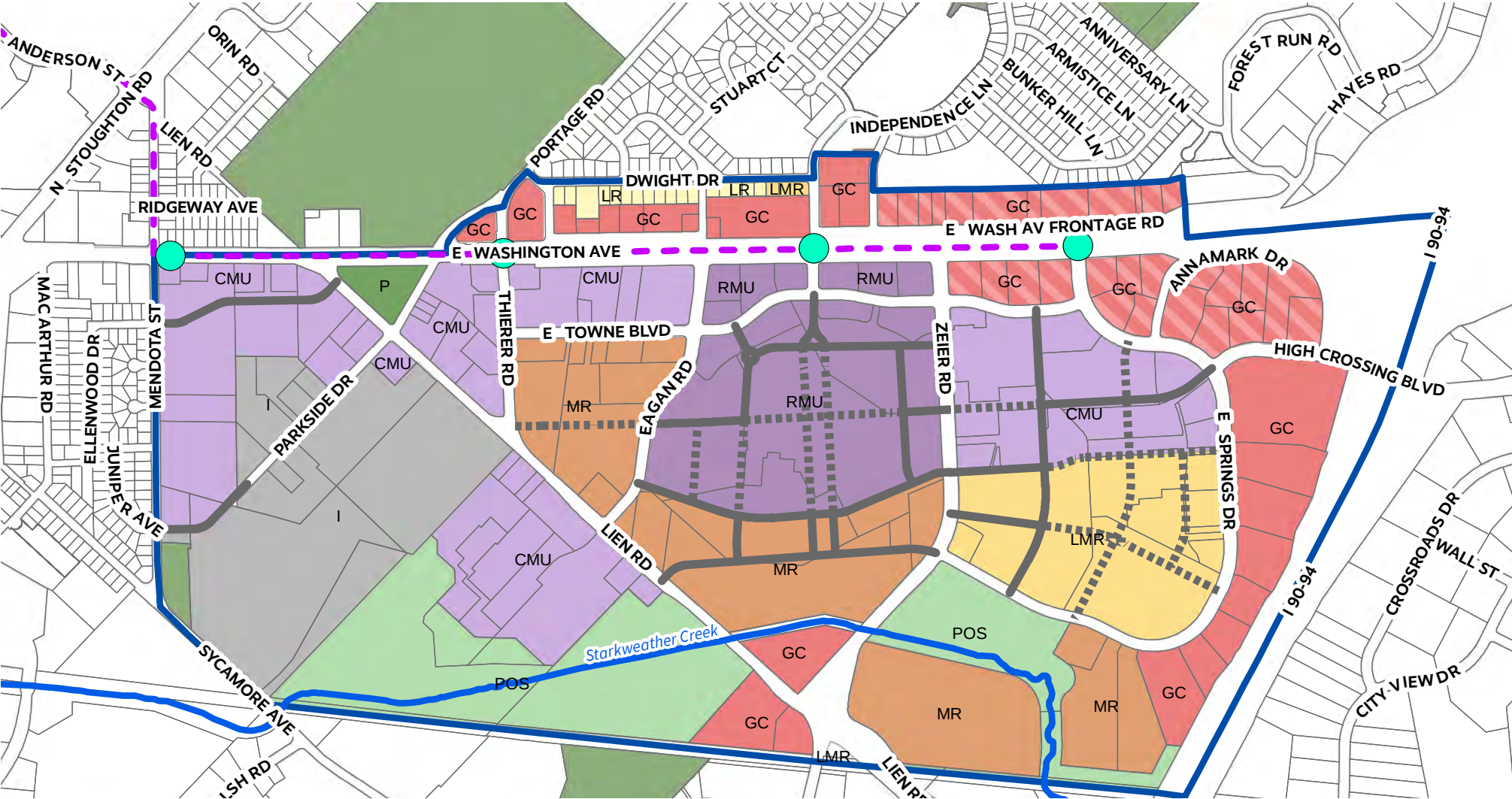
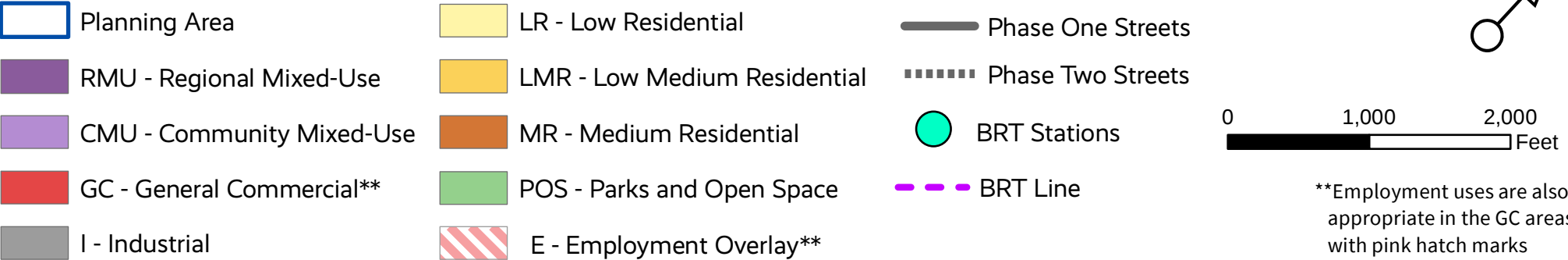
7. See the Culture and Character chapter for details about urban design and architectural character considerations and interaction with the City's Urban Design District number 5 for redevelopment along the East Washington Avenue Corridor.

Certain street frontages for mixed-use areas are called out as Commercial Core. These frontages should have ground floor commercial uses (retail, restaurant, service, or office uses). The intent of designating certain frontages as a Commercial Core is to create 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 need to have a mix of uses within each building.

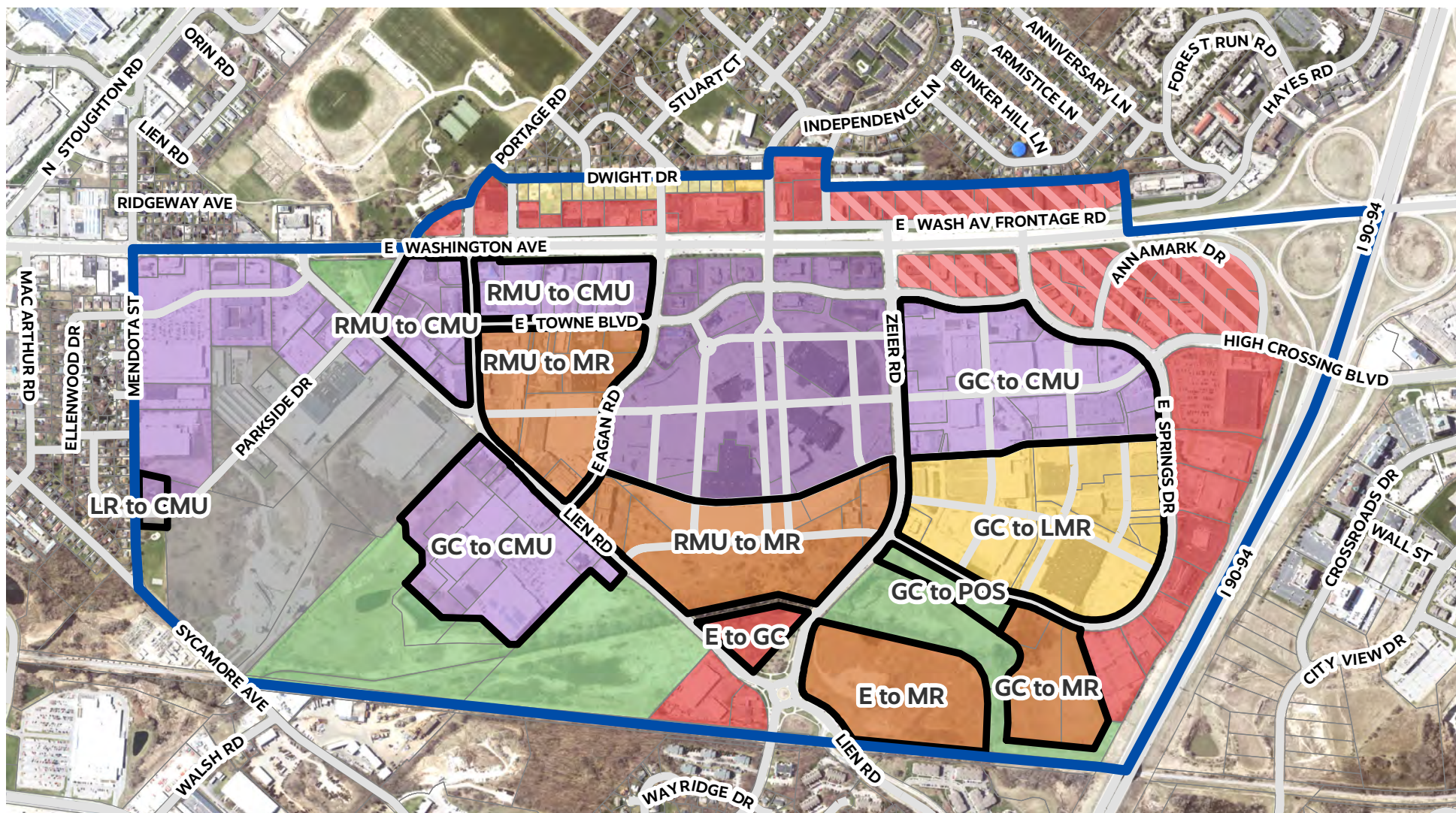
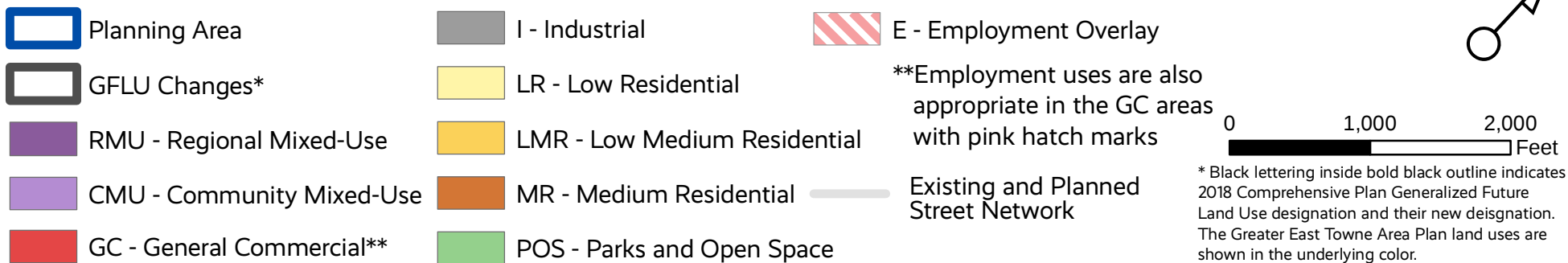


The Commercial Core frontages should have ground floor commercial uses (retail, restaurant, service, or office uses).

Land Use and Transportation Concepts



Changes to Comprehensive Plan Generalized Future Land Use (GFLU)

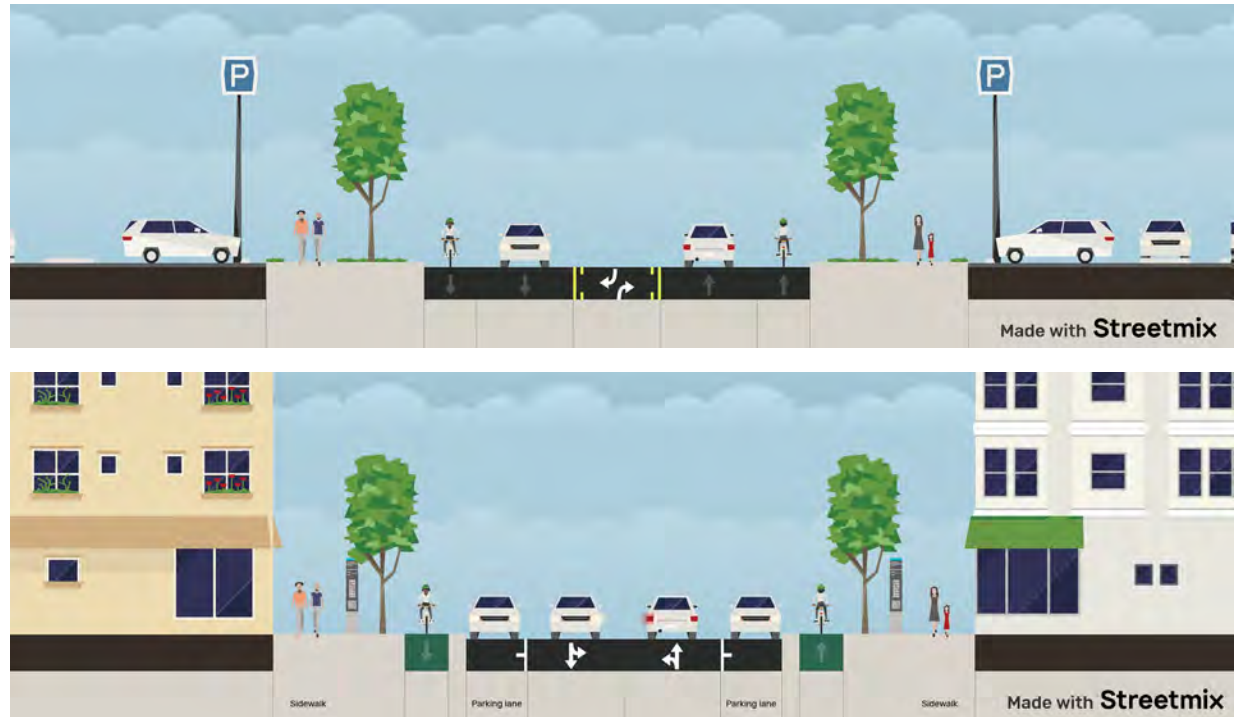


The Changes to Comprehensive Plan Generalized Future Land Use (GFLU) map highlights changes from the 2018 Comprehensive Plan Generalized Future Land Use Map.

Proactive rezoning is one step that can be taken to encourage redevelopment consistent with this Plan. Proactive rezoning can prevent development that would be inconsistent with and detract from the future character discussed in this Plan, while simplifying the approval process for development consistent with the Plan. Proactive rezoning is recommended primarily for the East Towne Mall area and near BRT station areas on East Washington Avenue (see the Proactive Rezoning and Official Mapping map). East Towne Mall and areas adjacent to proposed BRT stops are recommended to be rezoned from either Commercial Center – Transition (CC-T) or Commercial Center (CC) to Regional Mixed Use (RMX). All three districts could be used to implement the Plan, however, RMX is a better fit for the higher-intensity redevelopment planned for the area and prevents new low-density single-story buildings, like those often seen on pad sites surrounding malls. RMX zoning is also a better fit for ensuring public accessibility, as the district does not allow the private ring road to be used as a front lot line.

Land Use and Zoning Recommendations

1. Change the Comprehensive Plan Generalized Future Land Use Map to match the adopted Future Land Use in this Plan in order to encourage more viable concentrated mixed-use activity centers and encourage a wide variety of residential densities to create new neighborhoods.
 - a. Ground floor commercial uses may not be economically feasible in all mixed-used areas



Cross-sections show existing East Towne Boulevard (top). With redevelopment over time, East Towne Boulevard should feature protected bike lanes, on street parking, and at least six foot sidewalks.

but should be required in the Commercial Core areas noted on the Commercial Core Areas map.

- b. Encourage a mix of residential densities throughout the planning areas to take advantage of the direct access to BRT transportation options.
2. Increase the amount of land dedicated to public greenspace, as detailed in the Green and Resilient chapter.
3. Proactively rezone properties called out on the Proactive Rezoning and Official Mapping map.
 - a. Rezoning of property should only be considered if it advances the goals, strategies, and recommendations of this Plan and the

Comprehensive Plan with respect to creating a more compact, walkable, interconnected area. Rezoning that regresses to more suburban-style development or simply perpetuates the status quo should not be considered. For example, rezoning from CC to TSS would be acceptable, but rezoning from TSS to CC would not be acceptable.

Transportation

A New Public Street Network

Building a more robust public street network will set the framework for cohesive redevelopment as the area changes. Breaking up the existing large blocks to create a more walkable, bikeable, and transit-friendly mixed-use neighborhood is a major

component of this Plan. Connectivity to, within, and through the area on a network of public streets is critically important to the successful implementation of this Plan for a number of reasons:

1. Transit accessibility and routing. Additional public street connections under the control of the City are not subject to private owners restricting transit access and transit station locations.
2. City ownership of the right-of-way allows the City to adjust access, design, and management of a complete network of streets to the benefit of the public at large. A series of privately owned and managed streets prioritizes the needs of adjacent properties above the public.
3. Public streets reinforce the idea that all are welcome in a space, and rules are enforced equally amongst all residents. Private streets may have rules, regulations, and inconsistent enforcement that are discriminatory.
4. The public right-of-way is not just about roads – it represents the City's largest network of public space. Redeveloping areas should not be short-changed of the public space that comes with an interconnected public street network.

Existing Street Extensions

The Street Network map shows the planned street network within the Greater East Towne Area. Several critical new street connections are envisioned to help link previously isolated single-use clusters and provide more direct routes for transit, bikes, and pedestrians. The extension of Parkside Drive through to Mendota Street would connect the Mayfair Park neighborhood to the East Towne Area. If a future redevelopment of East Towne Mall should occur, the several street extensions would create a better-connected mixed-use neighborhood. Redesignated street connections should provide a comfortable, safe,

and connected pedestrian and bicycle experience and accommodate transit where needed. The street cross section images on the previous page illustrate how reconstructed streets and street extensions can transform auto-oriented areas into dynamic mixed-use environments. The Plan's recommended potential future street extensions are:

1. Parkside Drive through to Mendota Street.
2. High Crossing Boulevard from East Springs Drive, through East Towne Mall to Lien Road.
3. S East Springs Road through East Towne Mall to Eagan Road.
4. Independence Lane south, through a redeveloped East Towne Mall.

New Streets

While minor changes to the planned street network may occur, they should not impact the level of public street and path network connectivity or impact the ability to effectively implement this Plan over time. The Potential Future Street Network Map (page 22) illustrates Priority Streets that can be constructed without demolition, and Secondary Streets requiring more intensive redevelopment. Private streets may supplement, but should not replace, planned public streets. The area of Low-Medium Residential (LMR) housing in the southeastern portion of the planning area will likely need additional public streets to ensure a walkable pedestrian-scale neighborhood. The images below illustrate one example of additional local streets within the larger street network.



Street cross-section of a new local street surrounded by smaller-scale housing within the area designated for Low-Medium Residential

Proactive Zoning and Official Mapping

 Planning Area

Official Map

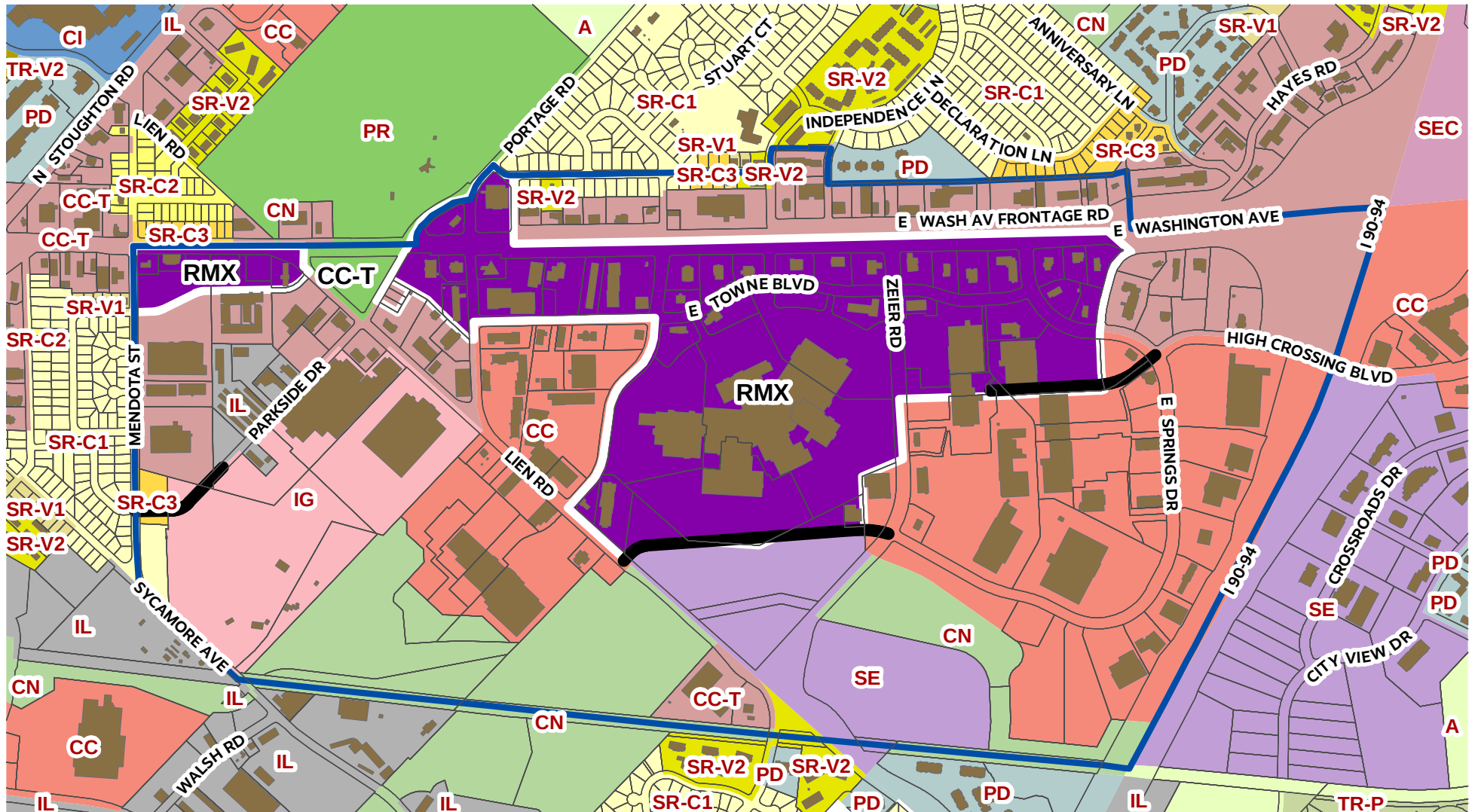
 BRT Station

 Officially Map

Proactive Rezoning -
(White Outlines/Black Labels)

Existing Zoning - (**Red Labels**)

0 1,000 2,000
Feet



The Proactive Zoning and Official Mapping map recommends official mapping of certain planned street rights-of-way. Official mapping reserves space for future streets by preventing building permits from being issued in designated areas. Official mapping does not acquire the right-of-way itself, and property owners are still free to use the space for uses such as parking. Recommendations for official mapping are limited to certain planned streets in and around the Greater East Towne Area. This approach is beneficial because officially mapped rights-of-way may count as front lot lines for zoning purposes, enabling more development within central areas of the large site. The street segments recommended for official mapping do not extend into existing buildings, which means property owners are able to continue normal operations of their buildings within the existing footprint without needing to go through a variance-type process to get building permits typical of commercial renovations or tenant buildouts. Because proactive rezoning and official mapping work together as a system to encourage development consistent with Plan recommendations, they should be considered together during their approval process.

Transportation Recommendations

Streets and Rights-of-Way

4. Authorize City staff to begin a corridor study of East Washington Avenue, focused on pedestrian, transit, and bicycle safety.
5. Officially map future public street connections called out on the Proactive Zoning and Official Mapping map and reserve sufficient public right-of-way to implement the planned street network.
6. Evaluate the creation of a new tax increment district (TID) in the planning area to fund non-assessable transportation improvements

that support walkable, bikeable, transit-oriented redevelopment.

7. Design new and reconstructed streets as complete streets, with appropriate bicycle, pedestrian, and transit facilities.
8. Work to address barriers to plan implementation, such as cross access easements, shared drive-ways, and restrictive covenants.

Bicycles and Pedestrians

9. Implement the shared-use path/wide sidewalk network, bicycle lane network, and sidewalk connections shown on the Sidewalk Network map and Bicycle Network map including:
 - a. Construct an expanded sidewalk or shared-use path along East Washington Avenue, preferably on both sides for better connections to the planned BRT system.
 - b. Extend the planned shared-use paths to and through the Starkweather Creek natural areas to provide longer, continuous linkages along Starkweather Creek to Lake Monona.
 - c. Stripe bicycle lanes on Lien, Thierer, Eagan, and Zeier Roads where currently missing.
 - d. Integrate bicycle lanes and bicycle wayfinding into planned streets and planned street extensions including but not limited to: Independence Lane, High Crossing Boulevard, Parkside Drive, East Springs Drive, and other new local connections.
 - e. 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 the Commercial Core map.
 - f. Install facilities to encourage bike-and-ride use at BRT stations.
 - g. Improve pedestrian safety and comfort on existing streets by adding crosswalks, pedestrian

islands, tabletop crossings, rectangular rapid flashing beacons (RRFBs), bumpouts, and other pedestrian infrastructure, both proactively and as part of reconstruction projects.

- h. Add sidewalks to all new public streets.

10. Encourage expansion of bicycle share facilities to the Plan area, as an extension of the current facilities at Madison College.
11. Prioritize safe pedestrian crossings of East Washington Avenue, and consider a pedestrian bridge or other separated structure near Reindahl Park or other locations as determined appropriate by the East Washington Avenue corridor study.

Transit

12. Prioritize improved service for transit-dependent populations when integrating Madison Metro routes with BRT.
13. Identify a location for a park-and-ride to support transit use and reduce the burden of BRT com-

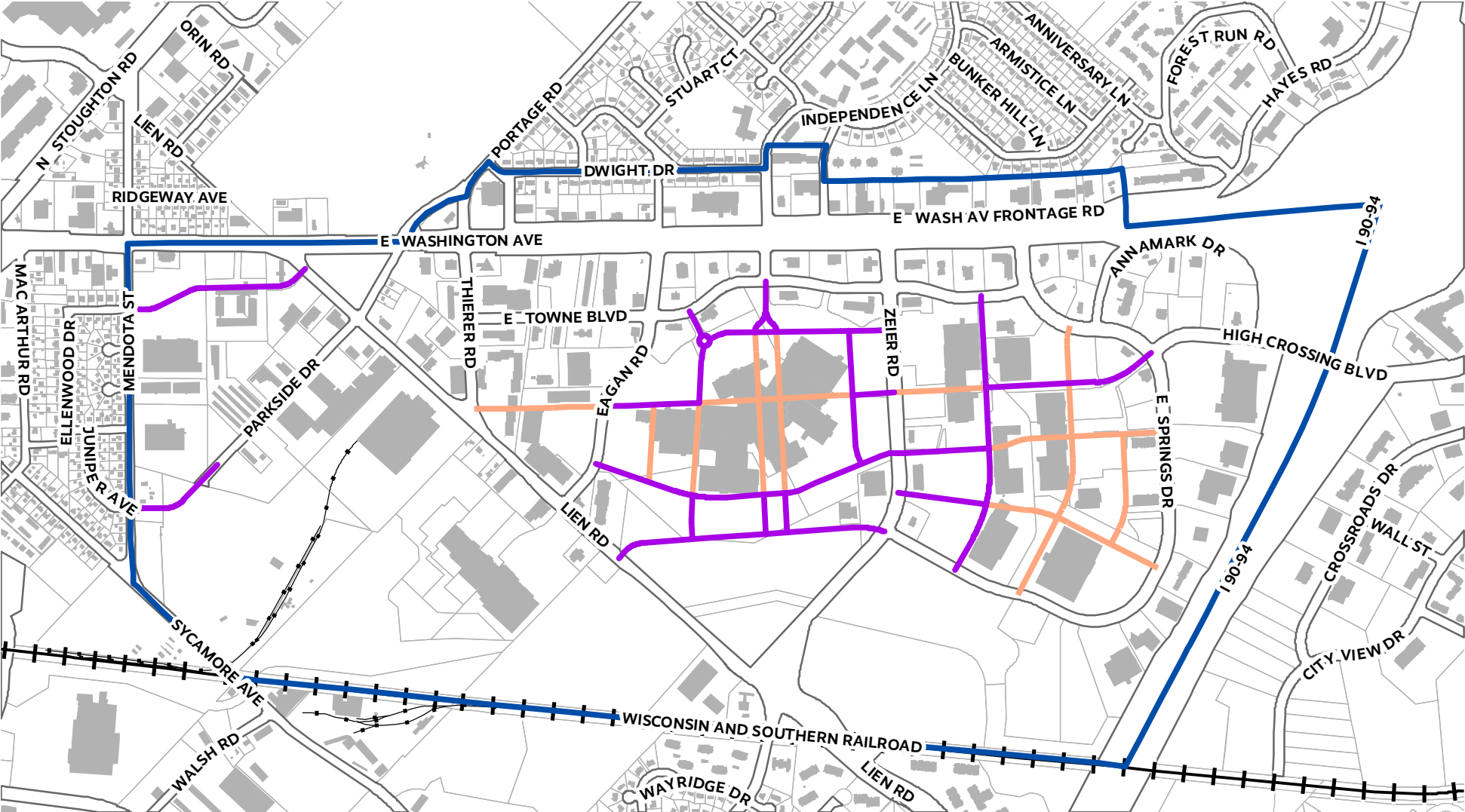
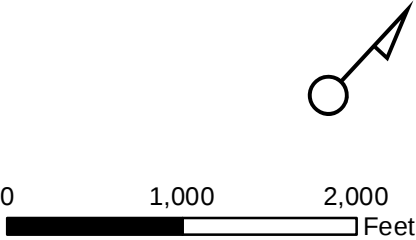


Bus service adjacent to the mall

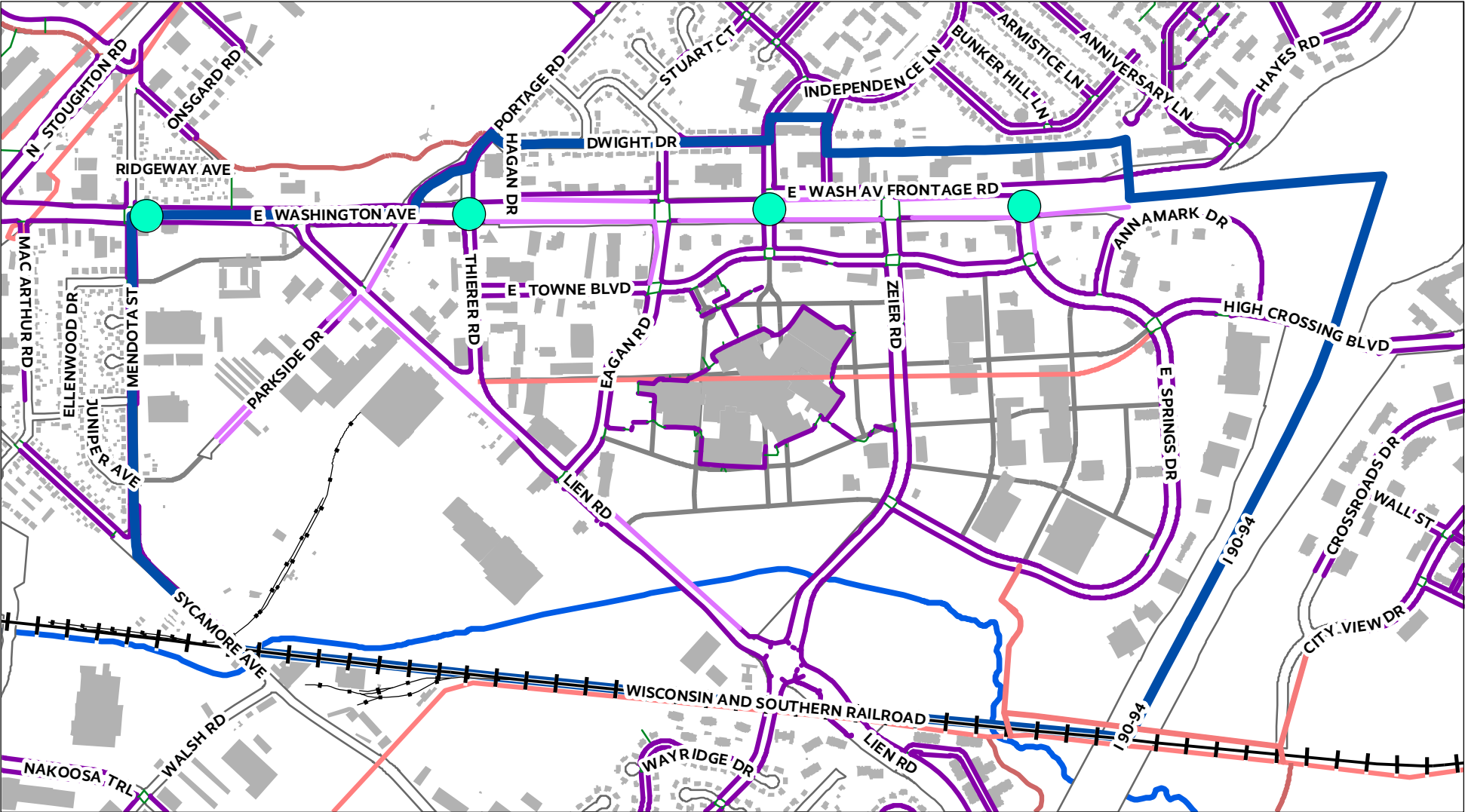
muters parking within residential and commercial areas.

Potential Future Street Network

-  Planning Area
-  Priority Street Connections
-  Secondary Street Connections

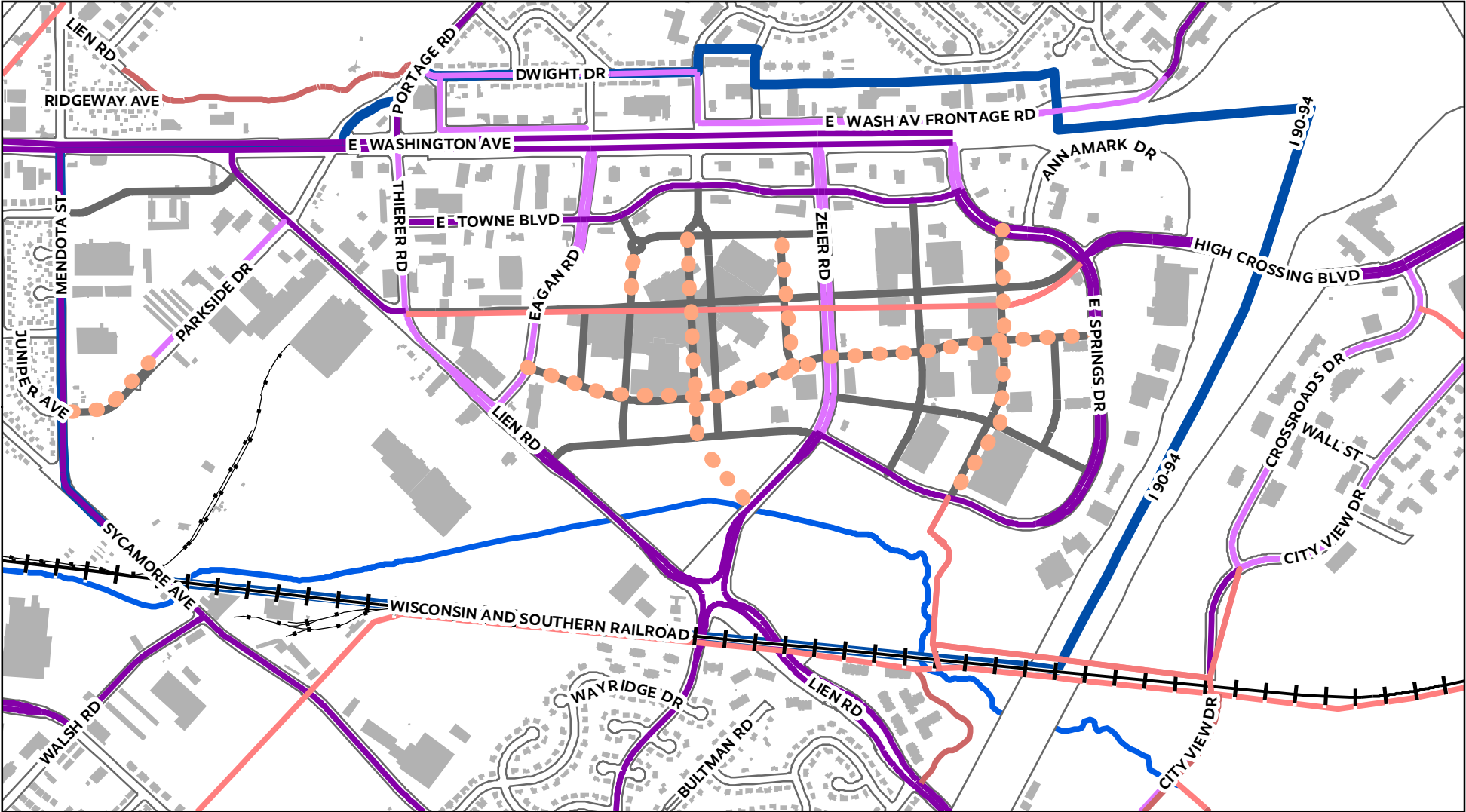
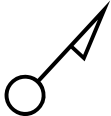
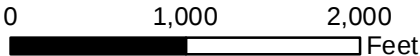


Sidewalk Network



Bicycle Network

- Planning Area
- Existing On-Street Bike Lane
- Planned On-Street Bike Lane
- Existing Off-Street Bike Path
- Planned Off-Street Bike Path
- Potential Street Network
- New Bicycle Lanes on Potential New Streets



Neighborhoods and Housing

Comprehensive Plan Strategies: Neighborhoods and Housing

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

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

Introduction

With the City expected to add over 50,000 new residents between 2022 and 2040, the Greater East Towne Area provides a unique opportunity to build a new neighborhood with a significant quantity of new housing in close proximity to services, jobs, and the planned bus rapid transit (BRT) network. Regional growth projections based on the 2018 Comprehensive Plan show that the area could accommodate at least 12,000 new housing units at full build out approximately 30-40 years from now.

The planning area is currently dominated by commercial land uses, with residential uses existing across major barriers, such as East Washington Avenue to the north and the railroad tracks to the south. New housing within the planning area can link these existing residential areas to create more cohesive and connected neighborhoods. Because redevelopment will primarily occur on underutilized parking areas or commercial sites, it will not result in displaced residents.

The City's 2019 Equitable Development Report found that the Census tract containing the East

Towne Mall Area and the Ridgewood neighborhood to the south to be one of the more affordable areas of the city, with relatively low increases in property values over the previous seven years. The census tract located just north of the study area, Sandburg neighborhood, also contains housing that is relatively affordable, but is showing early signs of gentrification and displacement. Without new housing in the area, growth pressures could cause rent increases in one of the few relatively affordable areas of Madison.

Racial disparities persist in all aspects of housing in Madison from racially discriminatory housing practices and federal housing policy. Recent data shows that approximately 23% of BIPOC household owned their home compared to 54% for white households. Building generational wealth through homeownership is an opportunity that many BIPOC residents have been left out of. This Plan aims to increase homeownership opportunities, particularly for BIPOC communities. However, it must be acknowledged that even with very successful Plan implementation, the City's ability to significantly impact this objective may be limited.



Existing attached single-family homes in Madison

The Resident Panels from the Comprehensive Plan highly prioritized strategies promoting housing with social services and support for those who are experiencing homelessness. Overall, the City and its partners must work together to support the availability of safe, quality housing for all Madisonians, regardless of social or economic status. There is not one simple solution that can be included in a plan such as this to end homelessness. Instead, there are multiple ways of housing people to meet their needs and work toward permanent housing opportunities. Some examples consist of the inclusion of integrative supportive housing units in developments that include affordable housing, conversion of hotels to housing for those with lower incomes, as well as shelters and other services that meet the needs of those experiencing homelessness.



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

The scale of, and diverse contexts within, the Greater East Towne Area allows for a wide variety of housing types to be built. This includes smaller-scale housing types (referred to as Missing Middle hous-

ing in the Comprehensive Plan) like owner-occupied townhomes and small apartment buildings, in addition to larger-scale apartments and residences within mixed-use buildings. In addition to diversity in scale, diversity in price of units is important as well. While funds are limited, the City's Affordable Housing Fund (AHF), along with federal funds administered by the Community Development Division (CDD), are the primary tools used to assist development of safe, quality, affordable housing. One scoring criteria in the CDD's competitive loan programs links locations to transit access, with a quarter mile surrounding BRT station areas being considered "super preferred."

The Comprehensive Plan has a goal of accommodating a majority of future growth through infill and redevelopment, rather than development on the periphery of the city. Encouraging and facilitating new housing in areas that have not yet experienced as much growth as other neighborhoods and corridors close to downtown helps the City meet this goal. However, simply building housing does not create complete neighborhoods. It also depends on such elements like public parks and gathering space, local businesses, community facilities and services, and an interconnected network of streets and paths. Those facets are addressed in other chapters of this Plan, and will work together to create a cohesive whole. See the Effective Government chapter for details on the topic of school district boundaries in relation to meeting the needs of the neighborhoods.

Nearby Neighborhoods and Housing Recommendations

1. Encourage development of a wide mix of housing unit types, sizes, and costs close to transit and other amenities.

Complete Neighborhoods

Complete neighborhoods are neighborhoods where residents have safe and convenient access to the goods and services needed in daily life. Complete neighborhoods include a range of housing types and costs, a network of well-connected streets and blocks, usable public spaces, and a system of connected parks, paths, and greenways. Complete neighborhoods have amenities such as stores, schools, and places of worship within walking distance of residences. Employment and more regional shopping, service, and civic opportunities are accessible via nearby transit or a bicycle ride.

- a. In the Affordable Housing Fund (AHF) Targeted Area Map, show BRT station areas within the Greater East Towne Area Plan boundary as "super preferred."
 - b. Evaluate other areas for "preferred" designations on the AHF Targeted Area Map following completion of Metro's Transit Network Redesign process.
 - c. Utilize the AHF Targeted Area Map to direct all sources of City financial assistance, including tax increment financing, for affordable housing development to transit rich areas.
2. Encourage the highest housing densities along the BRT corridor and the future mixed-use node along the new Independence Lane south of East Washington Avenue (see the Land Use and Transportation Concepts map). Within these areas, consider zoning districts that have no minimum parking requirement to encourage transit use and increase housing affordability for those without vehicles.



Example of smaller-scale, owner-occupied housing that could be built within Low-Medium Residential areas.

3. Support development of affordable housing of all types, including different sizes, costs, and income levels for a broad range of residents.
 - a. Encourage a wider mix of apartment unit sizes, including those large enough to support larger families (3+ bedroom).
 - b. Encourage and incentivize development of smaller-scale housing types, such as attached townhomes, small apartment buildings, bungalow courts, and courtyard apartment buildings.
 - c. Set aside specific areas for Low-Medium Residential housing, aimed specifically at creating smaller-scale, owner-occupied housing types as a way for wealth building and implementing strategies to increase homeownership in BIPOC households. Refer to the Land Use and Transportation Concepts map for areas designated as Low-Medium Residential.
 - d. Encourage a variety of ownership and occupancy structures in addition to apartments, including co-housing, condominiums, housing cooperatives, and community land trusts.
 - e. Continue to target City, state and federal affordable housing funding sources within

preferred and super-preferred areas on the AHF Targeted Area Map.

- f. Budget funds for affordable housing in any new tax increment districts with property in the Greater East Towne Area.
- g. Explore the use of height bonuses for projects incorporating affordable housing units (see recommendation #1 in the Site Design Elements appendix).



Example diagram of Low-Medium Residential housing adjacent to a public park.

- h. Explore the conversion of hotels/motels to housing for those with lower incomes.

4. Undertake proactive rezoning of properties, as recommended in the Land Use and Transportation chapter, to allow housing at scales and locations recommended in this Plan as permitted uses to speed housing construction.
5. Incentivize affordable housing development on properties in close proximity to transit, especially those that are acquired through the City's Land Banking program in accordance with the Land Banking Policy.
6. Continue to prioritize the inclusion of integrative supportive housing units for individuals and families experiencing homelessness in City-assisted affordable housing developments.
7. Continue the work to end homelessness in Madison through the work of the Community Development Division and its numerous Homeless Services Consortium partners as outlined in the Community Plan to Prevent and End Homelessness in Dane County.
8. Encourage new housing developments to include community-gathering space.

Economy and Opportunity

Comprehensive Plan Strategies: Economy and Opportunity

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

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

Introduction

The Greater East Towne Area is one of Madison's largest economic hubs. Its location at a primary gateway to the city, where East Washington Avenue and I-90/94/39 intersect, and its proximity to the Wisconsin and Southern rail line and the Dane County Regional Airport provides great access for people, goods, and services. Bus rapid transit will also start serving the area in 2024, and there are numerous recommendations in the Land Use and Transportation Chapter of this Plan to improve walking and biking.

Another asset of the area is the diversity of uses, with East Towne Mall at the center, surrounded by restaurants, financial institutions, big box retailers, hotels, and motels. North of the mall on Independence Lane there is also an enclave of businesses owned by people of Latinx backgrounds, making it an important part of Madison's retail diversity. In addition, there is a light industrial area along Lien Road with a concrete plant, recycling plant, Madison Streets East Drop-Off site, and other uses. In terms of workforce training and development, Madison College and the East Madison Community Center are about one mile northeast, Dane County Jobs



View toward the Capitol down East Washington Avenue.



Cluster of Latinx-owned businesses near Independence Lane.



Madison College

Center is about two miles north, and plans are underway to establish a new library and community center, the Imagination Center, at Reindahl Park.

There are about 6,000 jobs in the planning area, 70 percent of which are in retail, accommodations, and food services; however, retail is declining, just as it is across the country. More recently, Boston Store, Sears, Shopko, and Menards all closed. Some of the buildings that housed these retailers are still vacant, and there are numerous vacancies in the mall itself.



Boston Store at East Towne Mall closed in 2018.

It is expected that brick and mortar retail will continue declining, while adaptation and reuse of vacant retail buildings for experience-based businesses and service uses will continue to occur. Recent examples in the area include the Global Market & Food Hall's adaptation of Babies R Us, the Plumbers Union Local 75 adaptation of Menards, and in the Odana Area where the Urban Air Adventure Park adapted and is reusing the former Toys R Us.

Retail's decline over time is attributable to a number of factors such as online shopping, competition from retail growth in neighboring Sun Prairie, and more recently the COVID-19 pandemic. COVID-19 has also led to a drop in restaurant business and an increase in people working remotely. It is likely that remote working will continue to be popular in the

near future, meaning there will be fewer employees in the area patronizing the restaurants and other businesses. It is also expected though, that over the 15 to 20 year horizon of this Plan, many people will transition back to working in-person and hybrid models of working in-person, and office workers will once again be important contributors to the area's economy.

Along with these factors, long-term growth projections show that the area could accommodate an additional 16,000 people, 9,500 new dwelling units, and 27,000 new employees or more. To accommodate this growth, this Plan greatly increases residential land use that supports a range of housing types and affordability, more mixed-use, additional park space to serve new residents, customers and employees, and employment overlays on commercial areas to allow a shift to more employment over time. Increasing numbers of residents and employees will bring more customers to businesses, helping retail to experience some recovery (see Land Use and Transportation Concepts Map).

New growth and development will reinvigorate this area. However, if redevelopment occurs rapidly and is accompanied by increasing rents, local business could be priced out of existing locations. Affordable business spaces, such as older strip retail buildings, are often targeted for redevelopment, and rents for ground floor retail spaces in new mixed-use buildings can be double that of old spaces. Public engagement during this planning process indicated that this may particularly affect BIPOC business owners such as the owners of Latinx-based businesses along Independence Lane, just north of East Washington Avenue. This Plan seeks to use City resources to maintain existing affordable commercial space, exploring creation of a business incubator or

business accelerator space with lower cost rents, and create quality living wage jobs through use of the Jobs TIF program, Worker Cooperative Enterprise Development program, and other options.

In addition to concerns about having to leave the area, BIPOC communities also expressed that they do not typically experience benefits of growth and development in Madison. While people of color represent approximately 27 percent of Madison's population, they represent only three to nine percent of business owners. There are also fewer developers and property owners among BIPOC communities, meaning they are not profiting from redevelopment to the degree of their white counterparts.

Business and property ownership is a vital pathway to economic empowerment. For Madison to make meaningful progress in addressing racial disparities the City must go beyond programs focused on addressing basic needs, and direct more resources



Global Market & Food Hall's adaptation of former Babies R Us has been widely successful.

and strategies toward building wealth and economic empowerment among communities that are not sharing in the city's prosperity. The Commercial Ownership Assistance Program is a City of Madison effort focused on helping business owners expand their enterprises by transitioning from renting space to owning commercial property for their establish-

ments. Recent examples include helping an entrepreneur of color purchase and remodel a vacant former adult entertainment venue on East Washington Avenue for a new West African community grocery store, and assisting another business owner of color that provides much needed mental health therapy purchase a property that will allow her to increase her services and create jobs.

Economy and Opportunity Recommendations

1. Conduct an equity-based market study of the area to further explore strategies for strengthening the economy with an emphasis on ensuring that people who have been traditionally excluded are included in redevelopment, ownership, entrepreneurship, and employment opportunities.
2. Expand the reach of the Commercial Ownership Assistance program to more areas of the city to broaden and increase its ability to help local entrepreneurs of color obtain forgivable loans that they can use to transition from renting to owning commercial property.
3. Concentrate employment and commercial uses in areas that best relate to existing and planned future transit, infrastructure, and other amenities.
4. Support the development of business incubators and accelerators, with lower-cost space, shared resources, and expertise needed to help grow local businesses.
 - a. Partner with outside businesses, community organizations such as Latino, Black, Hmong, and Madison Chambers of Commerce, Wisconsin Women's Business Initiative Corporation, and established incubators, to ensure an incubator meets the needs of BIPOC-owned businesses and fosters opportunities for long-term success.
- b. Work with members of the Chambers' BIPOC communities to design permanent indoor spaces, as well as temporary pop-up and vending opportunities near mixed-use hubs and bus rapid transit (BRT) stations.
- c. Assist BIPOC-owned businesses in finding rental spaces or with down payment assistance for property ownership through the Commercial Ownership Assistance program.
- d. Consider integrating an incubator with land banking, using renovated commercial space to grow local businesses.
- e. Incorporate networking, mentorship, and collaboration opportunities as part of business incubator planning.
- f. Integrate youth mentorship/training into incubator space, potentially in partnership with Madison College, East Madison Community Center, and Madison East High School.
- g. Explore creating a program similar to the Madison Public Market's "Market Ready" program as part of incubator planning to help new businesses and small businesses prepare for incubator occupancy.
- h. Work with local commercial brokers and property owners to connect small businesses to available space as they "graduate" from an incubator.
5. Explore creation of a Tax Increment Finance (TIF) District to fund non-assessable infrastructure, such as bicycle network improvements, pedestrian safety improvements, new streets, and storm water management improvements; affordable housing; creation of a business incubator; land banking; small business assistance; and other economic development initiatives.
6. Explore creating a new business improvement district, community improvement district, neighborhood improvement district, or other tools to help make public spaces more welcoming to all Madison residents. Maintain amenities, facilitate events, and promote the area to customers.
7. Consider marketing strategies to draw employment to the area as it recovers over the long-term.
8. Allow flexibility for future uses to adapt and reuse existing retail spaces, particularly large-format retail. This could include a variety of uses, such as employment and food production, services, or active uses that bring families from throughout the community to the area, like entertainment and recreation.
9. Preserve affordable commercial space outside major redevelopment areas to the extent practical. The impact on affordable commercial spaces of zoning changes, TIF assistance, and other actions that encourage redevelopment should be considered as part of project deliberations.
10. Explore a commercial rental assistance or guarantee program to help small and emerging businesses, particularly those owned by BIPOC individuals, 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.
11. Continue building relationships with and supporting economic development partners, especially those with ties to BIPOC 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. 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 Greater East Towne Area.
12. Consider creating a cultural inclusion plan for developers that would provide guidance on promoting a diverse mix of tenants.

Culture and Character

Comprehensive Plan Strategies: Culture and Character

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

1. Create vibrant and inviting places through creative architecture and urban design.
3. Create safe and affirming community spaces that bring people together and provide social outlets for underrepresented groups.
4. Balance the concentration of cultural and entertainment venues between the downtown and other areas of the city.
6. Integrate public art throughout the city.

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

Implementation of this Plan will help create a new identity for the area, with a greater focus on creating memorable experiences. The design of recent new developments along other commercial corridors, such as the Capitol East District, represent an improvement over the traditional auto-oriented office

and retail development. The Greater East Towne Area provides a unique opportunity to create a whole and complete mixed-use neighborhood from an underutilized auto-oriented district. With most of the area having developed from the 1970s through 1990s, there is little historic character that can be drawn upon for inspiration. There are no spaces like

libraries, neighborhood centers, or performance venues that are widely viewed as being open and welcoming to the entire community. Even the creation of something like a neighborhood center or community center assumes the existence of a neighborhood or community, which is currently lacking in the area. This lack of community can be changed with private and public sector efforts to create great experiences that bring people into the area. Well-designed buildings, outdoor spaces, streetscapes, public art, performance spaces, and engaging “third places” (restaurants, entertainment, etc., that are neither work nor home) that are accessible and welcoming to the entire community will all contribute to a vibrant future mixed-use neighborhood.

The recommendations in this chapter, coupled with the Design and Implementation Guidelines in the Project Background chapter, and the Design Elements appendix, focus on guiding development to create building and site designs that will fit within



Mosaic wall incorporated into a bus stop along a bike path



the Comprehensive Plan's vision for the area as a series of neighborhoods with mixed-use activity centers and corridors. Recommendations for other important elements of the area's character, such as the arts, are also included while aspects covered elsewhere in this Plan will also have a substantial impact on the character of the area, from new street connections, to affordable housing, to new parks, and economic development.

The Culture and Character chapter of the Comprehensive Plan talks about preserving defining views of the downtown skyline and Capitol from publicly accessible locations. That Plan recommends conducting viewshed studies from vantage points within the city and beyond its borders and implementing zoning restrictions to preserve these views. For this Plan, a viewshed analysis (see illustration above) revealed that the capitol is visible from High Ridge Trail and some points in the Nelson Neighborhood, beyond the planning area boundary. These views are limited however by topography, street alignment, and existing development, and therefore were not

a determinant of the proposed maximum building heights.

Culture and Character Recommendations

Architecture and Urban Design

1. Revise Urban Design District (UDD) number 5 (MGO section 33.24(12)) to reflect and implement the design recommendations of this Plan, including those found in the Design Elements appen-

dix. Extend UDD 5 to the Interstate and also explore expanding it to include key sites south of East Washington Avenue.

2. Consider utilizing transit-oriented development (TOD) overlay zoning as necessary to implement the land use, design, and transportation goals of this Plan if not adequately addressed in the revised UDD 5.

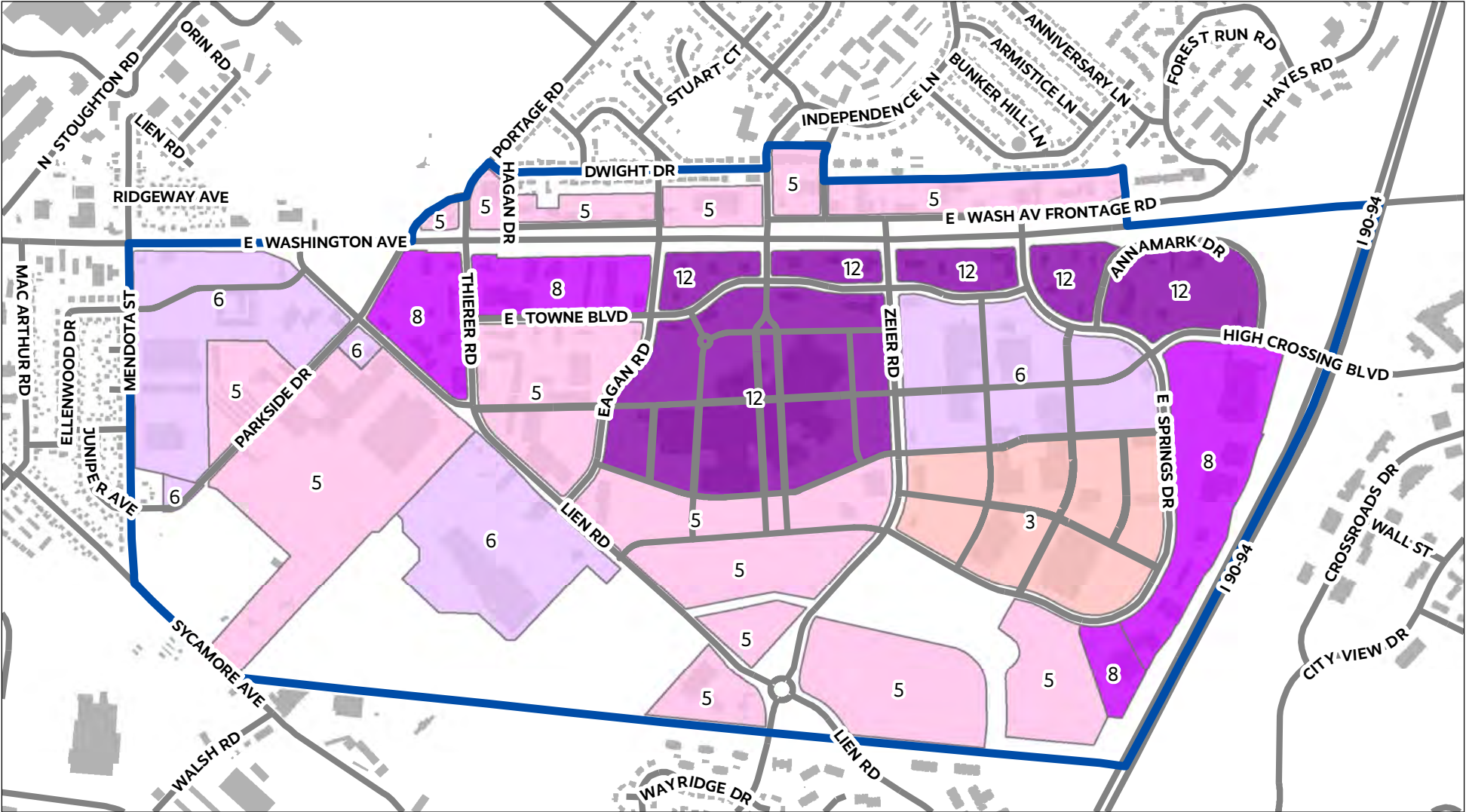
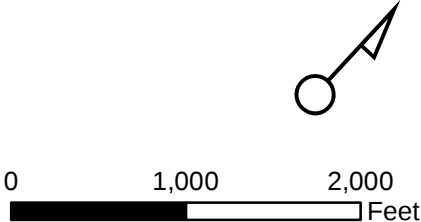
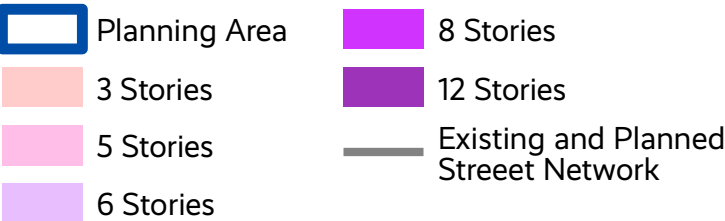
Community Spaces

3. Design community gathering spaces, including within larger parks and urban plazas, in partnership with BIPOC communities to ensure that these spaces will be welcoming, safe, and affirming cultural hubs. This should start with utilizing the findings from the Social Practice Artists engaged in this planning process.
4. Utilize a comprehensive, community-based process for the design of community gathering spaces that integrates policies, programming, and activities along with the physical design to ensure they are welcoming to all.
5. Design the new neighborhoods of the Greater East Towne Area so people are comfortable expressing their culture and feel that they are part of a community. This applies to streets,



Dedication ceremony for *The Badger*, a sculpture by the late Ho-Chunk artist, Harry Whitehorse.

Maximum Building Height



sidewalks, paths, transit stops, and other public amenities as well as private development. It may include physical amenities such as multilingual community signage, permanent or temporary art, poetry in sidewalks, murals, and so on.

Culture and Entertainment

6. Explore opportunities for a variety of cultural and entertainment venues as the area develops. This should include spaces that vary in size and are well suited for a variety of visual and performing arts to make them easily accessible to area residents.
7. Explore opportunities for the temporary use of vacant or transitional spaces to support emerging artists while adding to the vibrancy of the area. This may include, but is not limited to, artist-in-residency spaces, pop-up galleries, and murals.

Public Art

8. 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 Greater East Towne Area more welcoming to people of every race, ethnicity, gender, age, and ability.
9. Require that artists (including Social Practice Artists) be a part of design teams hired by the City for major public works projects, such as parks and transportation improvements, as appropriate.



The Madison Mural (2020) along Monroe Street, by Triangulador and Henrique Nardi. Photo: Jim Escalante.

Comprehensive Plan Strategies: Green and Resilient

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

1. Protect Madison's water supply and infrastructure to provide **safe, clean drinking water**.
3. Increase the use and accessibility of **energy efficiency upgrades and renewable energy**.
4. Acquire **parkland** and upgrade **park facilities** to accommodate more diverse activities and gatherings.
5. Improve and preserve **urban biodiversity** through an interconnected greenway and habitat system.
6. Develop a healthy and diverse **urban tree canopy**.

Introduction

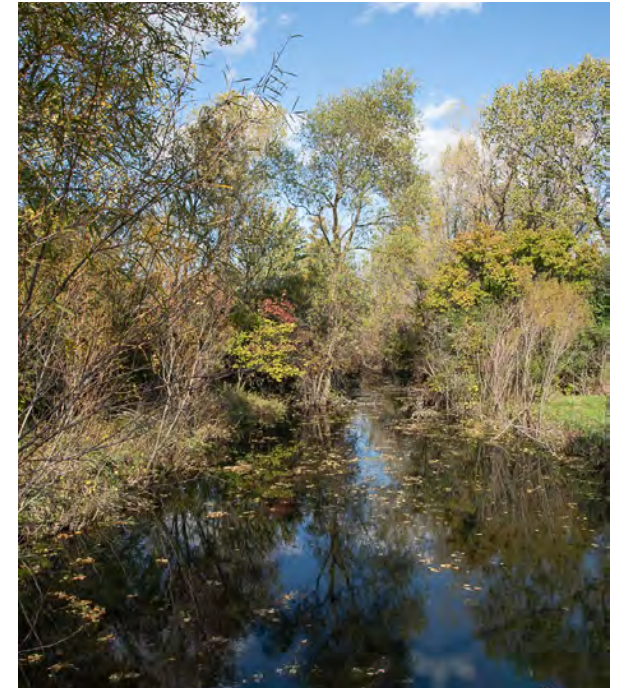
Other than the large Reindahl community park on the northeastern edge of the plan area and the Mayfair neighborhood park on the southeastern edge, there is no park space within the large commercial and retail-focused East Towne Area. This Plan calls for a significant amount of residential development to be included as properties in the area redevelop, which necessitates additional park space in close proximity.

Along the south edge of the planning area, the Starkweather Creek natural area provides a welcome opportunity to interact with natural sedge meadows,

prairies, trees, and wildlife. Starkweather Creek is a navigable creek that stretches all the way through the east side of Madison, linking several community parks and recreation areas before emptying out into Lake Monona at Olbrich Park.

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

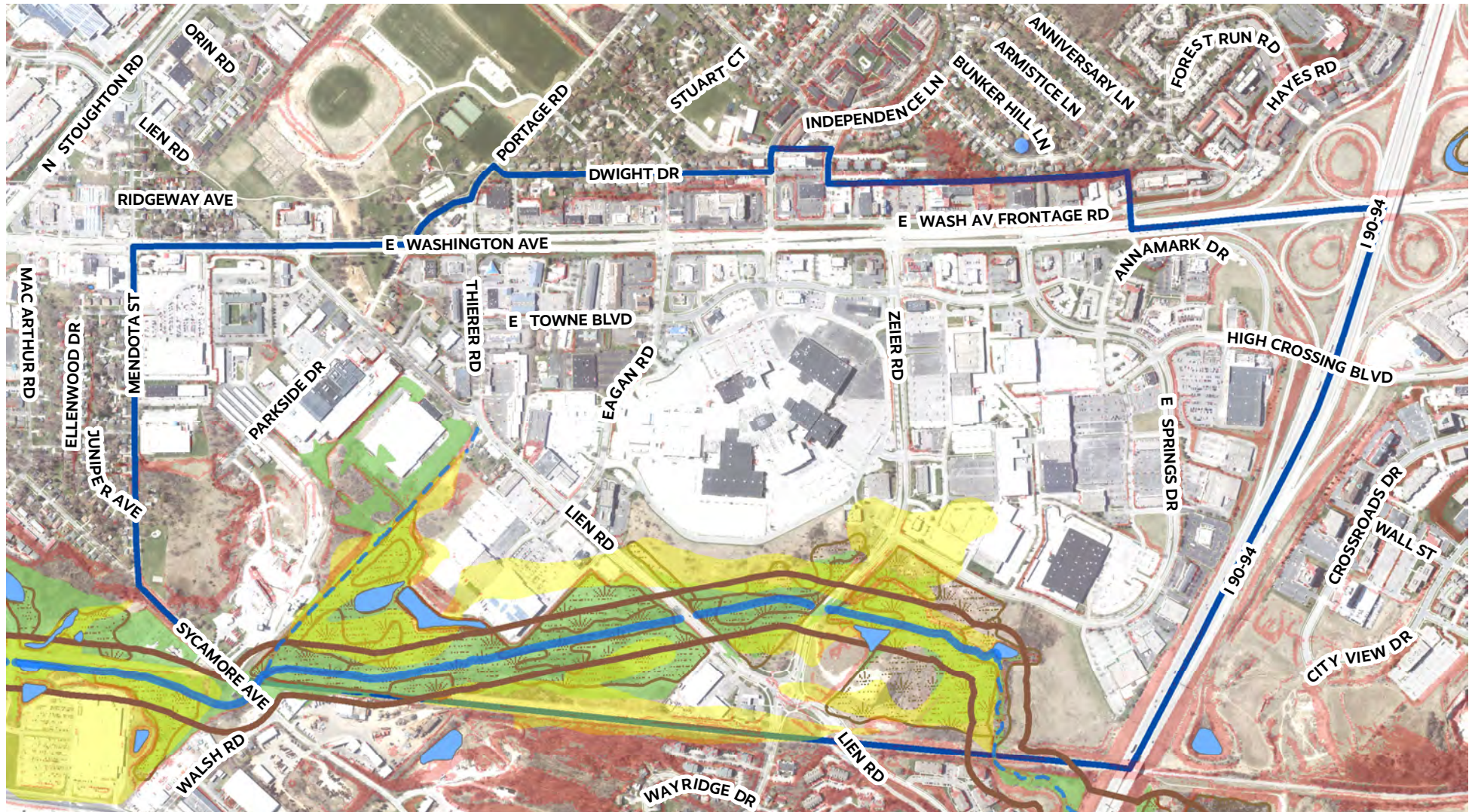
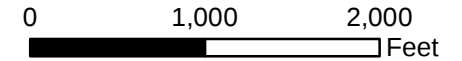
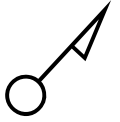
With strict state limits on the City's ability to require energy efficiency and green energy measures with new construction, this Plan can only encourage measures related to many important sustainability metrics. A major element of a green and resilient community, though, is reducing energy consumption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



View of the Starkweather Creek within the planning area.

Natural Features

- | | |
|--|---|
|  Planning Area |  Surface Water |
|  Slope 12% and Greater |  Starkweather Creek |
|  Hydric Soils |  200' Buffer of Starkweather Creek |
|  Dilineated Floodplain |  Wetlands |



Green and Resilient Recommendations

Parks and Open Spaces

1. Create and expand parks to serve future residents within the Greater East Towne Area (see the Parks and Open Space map).
 - a. Park space should be acquired through dedication and purchase of property as needed.
 - b. Two neighborhood parks (3-5 acres in size) should be considered near the center of the planning area in the general locations shown on the Parks and Open Space map. A larger community park should be located near the Starkweather Creek corridor in areas that are not affected by wetlands.
 - c. Expand Mayfair Park on the southwest side of the planning area to provide active recreation opportunities, such as single track/recreational biking trails.



Playground at Mayfair Park.

- d. An urban plaza should be centrally located as future redevelopment of the area occurs. An urban setting should be considered for the plaza, 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 with spaces that are affirming and welcoming to a diversity of people, including BIPOC communities, is encouraged. The design should accommodate such activities as ethnic and cultural festivals, farmers' markets, concerts, and other public events and activities.



Urban Plaza example of Clyde Warren Park in Dallas. Photo credit: VisitDallas.

- e. Future design and amenities for all parks will be determined via a park master planning process undertaken by the Parks Division. Such a planning process will proactively engage a diverse group of residents. Park planners will consider ways to provide spaces for youth to be able to gather and interact with each other in safe and inviting ways.
2. Green corridors connecting new and existing parks and open spaces should be considered in the planning area
3. Consider opportunities along Starkweather Creek to celebrate, educate and inform users of area parks and recreational facilities about the importance of this place as a headwaters site, its native habitats, and the indigenous people who originally settled here.

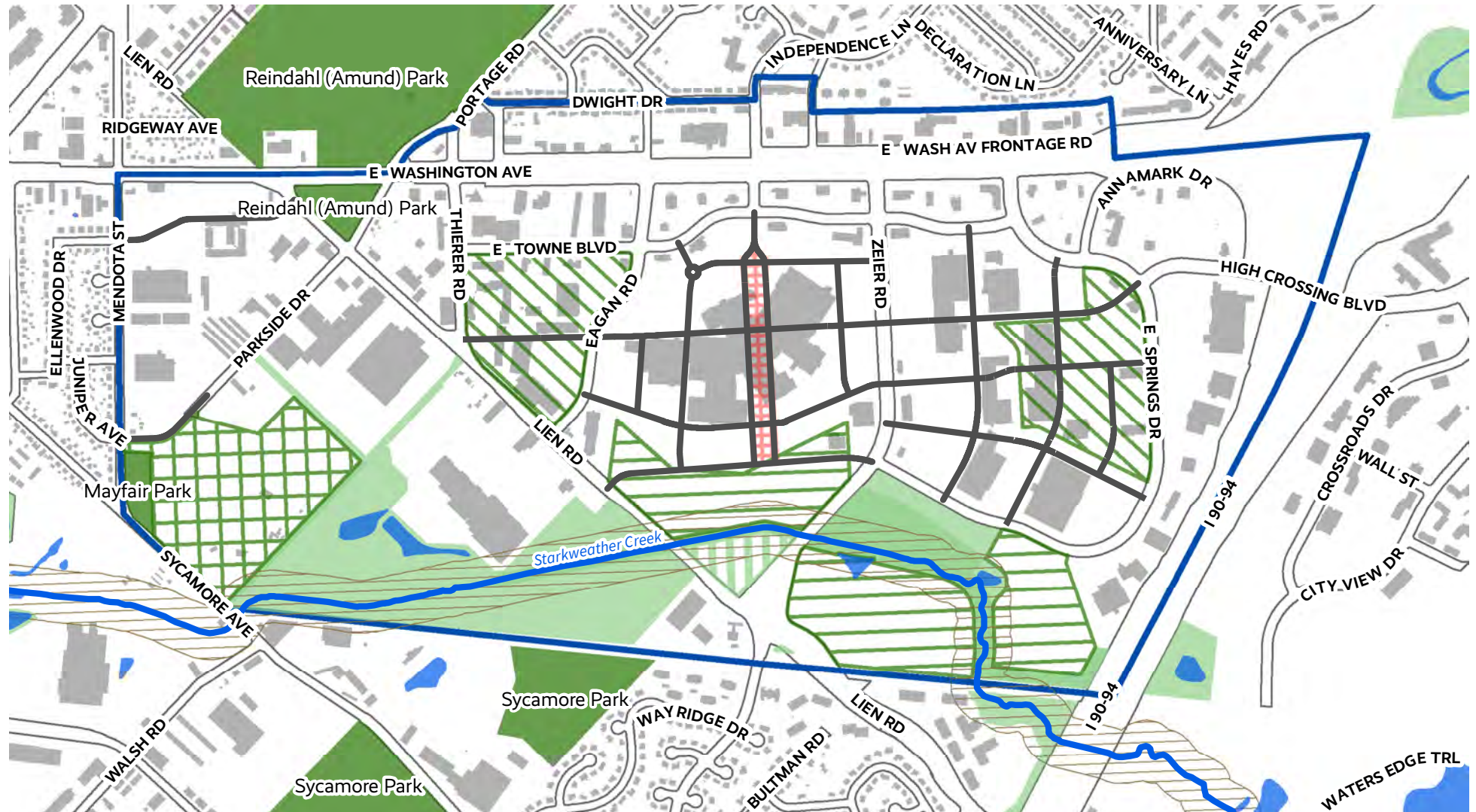
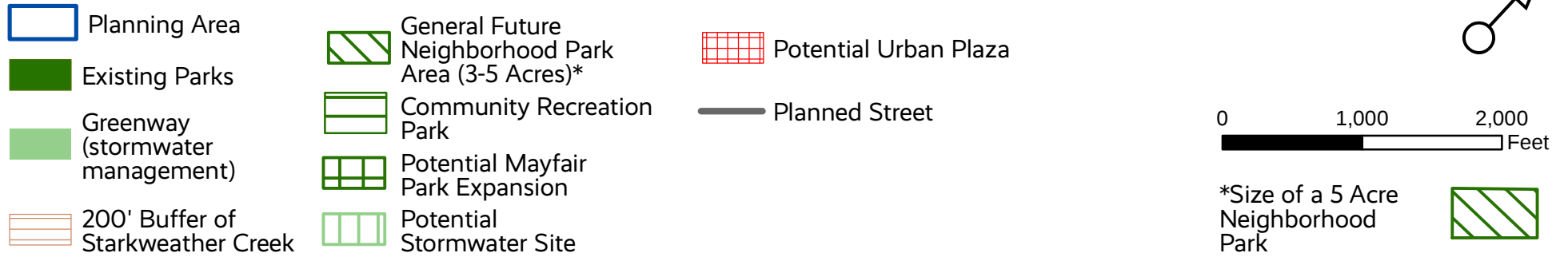
Tree Canopy

4. Enhance the tree canopy on public rights-of-way by filling in existing street tree gaps in terraces, maximizing the planting of street trees in new terraces, planting trees in medians, and proactively replacing dead and dying trees throughout the planning area.
5. Terrace widths on new streets should be wide enough to accommodate healthy canopy trees and/or bioswales, typically requiring a minimum of ten feet. Expansion of existing substandard terraces (generally less than eight feet) should be accommodated through additional dedication of right-of-way whenever possible.
6. Park and open space design and development should conserve and protect sensitive plant and animal habitats that exist in the Starkweather Creek corridor.

Stormwater Management

7. Implement recommendations included in the City's watershed studies to reduce flooding and create a more resilient stormwater management system. The planning area is located within the boundaries of the Starkweather Creek Watershed and the study is anticipated to be completed in 2022.
8. Implement stormwater management techniques as part of future right-of-way design for both new street construction and reconstruction of existing streets.
9. 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.
10. Consider property located at the intersection of Lien and Zeier Roads as a new possible open

Parks and Open Space



space for stormwater management purposes (see the Parks and Open Space map).

Sustainability

11. Require buildings/projects seeking City funding assistance (via TIF, the Affordable Housing Fund, or other programs) to describe how they will exceed energy efficiency and sustainability requirements in existing building codes. Strategies may include such things as:
 - a. Complete the Focus on Energy New Construction Energy Design Assistance Whole Building Analysis, or a similar program, and incorporate a substantial number of recommendations.
 - b. Seek LEED, Energy Star, Passive House, or a similar certification maximizing energy efficiency.
 - c. Implement renewable energy programs (incentives/funding options include Focus on Energy, MadiSun, and others).
 - d. Incorporate sustainable design techniques described in the AIA's Framework for Design Excellence. This includes designing for integration into the surrounding area, equitable community building, and site programming that understands possible changes of use in the future.
 - e. Reduce or eliminate dependence on fossil fuels for heating by using heat pumps, geothermal heating, and other methods.
 - f. Integrate renewable energy into building design (such as rooftop solar panels or solar-ready design that does not conflict with any green roof designs).
 - g. Integrate stormwater management through features like green roofs, blue roofs, gray water systems, and other methods.
 - h. Use sustainable building materials.
12. Sites are encouraged to integrate stormwater management into site design features like permeable paving and rain gardens.
13. Maximize the planting of canopy trees and native landscaping.
14. Both residential and office buildings are encouraged to host shared vehicles to allow residents to reduce or eliminate car ownership and allow office employees to take transit to work.
15. Explore the feasibility of a geothermal system under planned new park space for adjoining properties.

Effective Government

Comprehensive Plan Strategies: Effective Government

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

1. Pursue **regional solutions** to regional issues.
3. Locate **community facilities** to provide a **high level of service** to all communities.
5. Ensure **new development** occurs in locations that can be **efficiently served** to minimize cost on the community as a whole.
7. Ensure that the City of Madison government is **transparent and accountable**.

Introduction

An effective government provides City residents and visitors with equitable, efficient, and environmentally sustainable services and facilities. The other chapters of this Plan provide many recommendations, which are components of effective government – from improving pedestrian/bicycle conditions to adding new park space. This chapter covers community services and facilities, and it includes an implementation matrix at the end with all of the Plan’s recommendations, lead implementers, and a timeline for completion.

The services and facilities provided by the City include police and fire protection, waste management, snow removal, libraries, neighborhood centers, and more. As the City continues to grow in both population and area, so too does the demand for essential

services. An important focus on the provision of services is to provide individuals and groups, especially underrepresented populations, with the tools necessary to effectively gain access to Madison’s many services and resources.

While there are not community and social services currently located within the planning area, there are service providers located nearby. The East Madison Community Center (located at 8 Straubel Court) provides social, educational, recreational, and cultural programming to neighborhood residents as well as residents across the east side of Madison. The Access Community Health Center (located at 3434 East Washington Avenue) provides medical, dental, and behavioral health care and affiliated pharmacy services. Madison College (located at 1701 Wright Street) provides college courses and some recreation

facilities and services that are open to non-students. All of these facilities are located roughly a half mile west of the planning area. While they are not close enough to the majority of the planning area to be considered walkable, they are all easily accessible via both car and transit.

The planning area is in the East Police District and is served by patrol and community police officers. The East Police Station is located at 809 South Thompson Drive. The planning area is also served by Fire Station 8, located at 3945 Lien Road. As this area continues to grow and develop, additional police and fire resources may be needed.

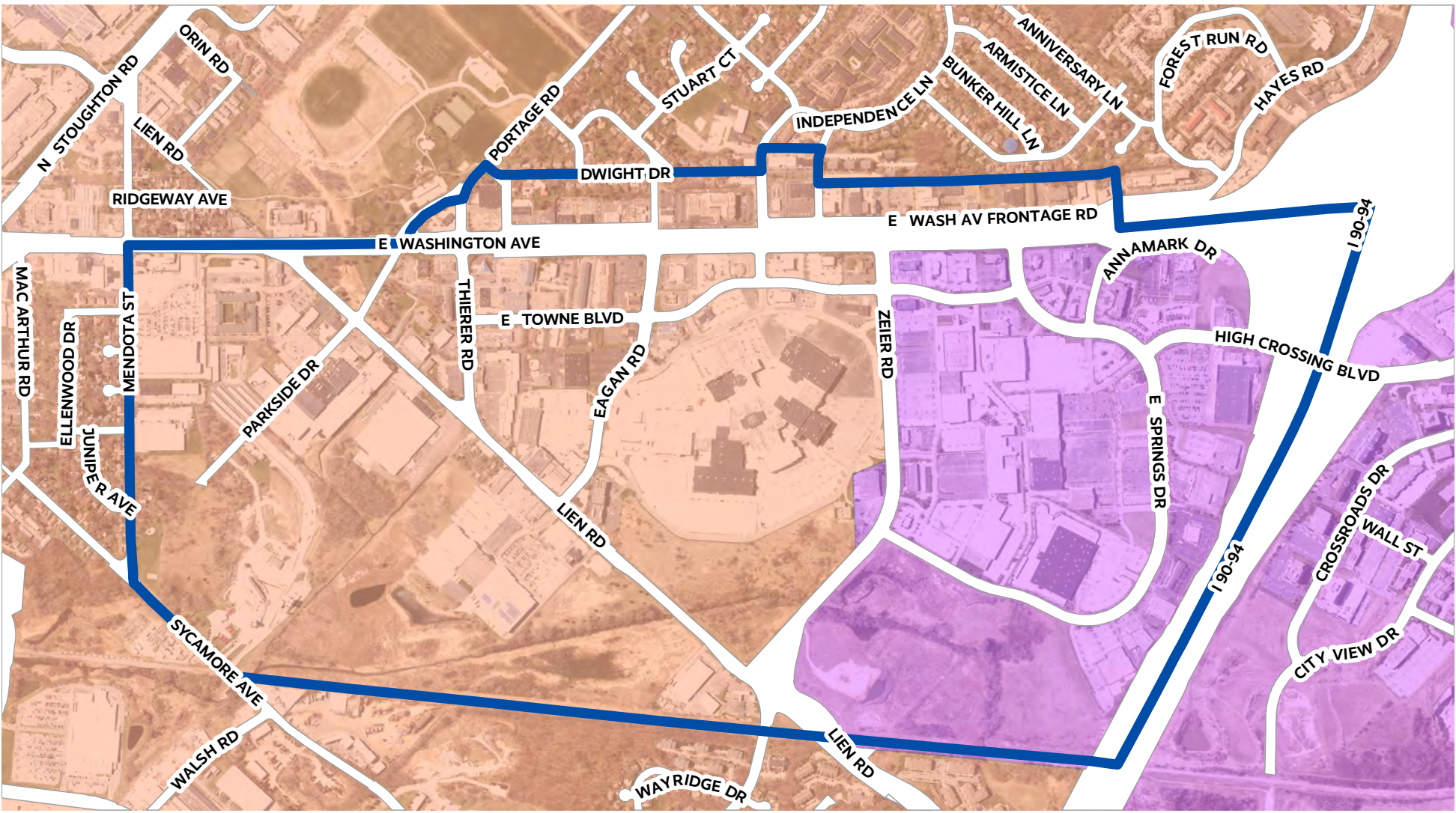


The sign out front of the East Madison Community Center

In terms of public libraries, while the nearest is located roughly one mile southwest of the planning area (Hawthorne Library, 3737 East Washington Avenue), the City of Madison has plans to construct a new public library – called the Imagination Center – in nearby Reindahl Park. This public library will not only have the traditional library functions but, based on community feedback, may also include services

School Districts

-  Planning Area
-  Madison Metropolitan School District
-  Sun Prairie Area School District



such as child care, food preparation, health services, and satellite government services like bill payment, permits and licensing, public housing and childcare services, and more.

With regard to K-12 public education, the land to the west of Zeier Road falls within the Madison Metropolitan School District (MMSD), while the land to the east falls within the Sun Prairie Area School District (SPASD), as shown on the School Districts map. Sandburg Elementary School (4114 Donald Drive) is the closest MMSD school serving the planning area located roughly one mile to the north, followed by Sherman Middle School (1610 Ruskin Street), 3.2 miles northwest, and East High School (2222 East Washington Avenue), 3.3 miles west. The SPASD portion of the planning area is served by schools that are all at least four miles to the east.



East High School students wait for a bus.

As increasingly more residential units are added to the area over time, the service and facility needs of its inhabitants will change. One such change will be the marked increase of school-age children. As mentioned above, a large portion of the planning area falls within the Sun Prairie Area School District. This roughly 290-acre area is cut off from the rest

of SPASD by the Interstate. Concern must be given to the possibility of the school-age children feeling cut off and disconnected from the rest of the school district. This is due not only to the separation caused by the Interstate but also by the bussing that will be required as all of the schools which serve this area are located more than four miles away. Given these distances, thought should be given to difficulties family members of the school-age children might have getting to kids' school-related events and activities. See the recommendations below for ways to address these school-related issues and other issues related to effective government.

Effective Government Recommendations

1. Work with the Madison Metropolitan School District (MMSD) to locate a school(s) as needed in an appropriate location to serve the influx of new residents over the next 10 to 20 years.
2. When considering any rezoning or conditional use request for additional residential development in the area between Zeier Road and I-90/94/39, solicit input from both school districts (the Madison Metropolitan School District (MMSD) and Sun Prairie Area School District (SPASD)) to forward to the Plan Commission and Council as they make their decisions.
3. Create a safe pedestrian environment within the planning area, particularly across East Washington Avenue to facilitate school-age children walking to school at Sandburg Elementary School.
4. The addition of new residences will generate new voting wards (i.e., a geographic area which contains 2000 people), which each need a polling place. Ideas for polling places include but are not limited to the following: park shelters with bathrooms, enclosed rooms with power, public

libraries, community rooms in private developments, and assisted living facilities.

5. After Reindahl Imagination Center is built, and there is some new housing in the planning area, conduct a review of community service and facility needs. If gaps are discovered, work with the Community Development Division to consider building a community center or service provider facility (e.g. The Village on Park) where providers can rent space and offer such things as employment services, business development skills, computer skills training, preventive health services, food and essentials pantry, fitness and recreation, and other offerings found to be needed in the area. Also rent space to others like centers of worship and ethnic and cultural associations.
6. Encourage creation of a health and wellness-type facility to serve unmet needs of residents by facilitating partnerships among service providers, financial investors, health care facilities and others; seek development funds through TIF, grants, and other City programs.
7. Explore satellite facilities for government services to accommodate resident and business schedules and needs, potentially at the new Reindahl Imagination Center.
8. Implement the proactive rezoning recommended in the Land Use and Transportation chapter to streamline the redevelopment process for select properties, especially those with large amounts of surface parking in close proximity to planned bus rapid transit.
9. Proactively enforce property maintenance ordinances for vacant properties.

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

Land Use and Transportation

Recommendation	Implementation Agency	Timeframe
Land Use and Zoning		
1. Change the Comprehensive Plan Generalized Future Land Use Map to match the adopted Future Land Use in this Plan in order to encourage more viable concentrated mixed-use activity centers and encourage a wide variety of residential densities to create new neighborhoods.	Planning, Zoning	Short Term (1 – 3 years)
a. Ground floor commercial uses may not be economically feasible in all mixed-used areas but should be required in the Commercial Core areas noted on the Commercial Core map.		
b. Encourage a mix of residential densities throughout the planning areas to take advantage of the direct access to BRT transportation options.		
2. Increase the amount of land dedicated to public greenspace, as detailed in the Green and Resilient chapter.	Planning, Zoning	Short Term (1 – 3 years)
3. Proactively rezone properties called out on the Proactive Zoning and Official Mapping map.	Planning, Zoning	Short Term (1 – 3 years)
a. Rezoning of property should only be considered if it advances the goals, strategies, and recommendations of this Plan and the Comprehensive Plan with respect to creating a more compact, walkable, interconnected area. Rezoning that regresses to more suburban style development or simply perpetuates the status quo should not be considered. For example, rezoning from CC to TSS would be acceptable, but rezoning from TSS to CC would not be acceptable.		
Streets and Rights-of-way		
4. Authorize City staff to begin a corridor study of East Washington Avenue, focused on pedestrian, transit, and bicycle safety.	Transportation, Engineering	Short Term (1 – 3 years)
5. Officially map future public street connections called out on Proactive Zoning and Official Mapping map and reserve sufficient public right-of-way to implement the planned street network.	Transportation, Engineering, Planning, Engineering-Mapping	Map: Short Term (1 – 3 years); Reserve: Ongoing
6. Evaluate the creation of a new tax increment district (TID) in the planning area to fund non-assessable transportation improvements that support walkable, bikeable, transit-oriented redevelopment.	Economic Development, Transportation, Planning	Short Term (1 – 3 years)
7. Design new and reconstructed streets as complete streets, with appropriate bicycle, pedestrian, and transit facilities.	Transportation, Engineering	Ongoing
8. Work to address barriers to plan implementation, such as cross access easements, shared driveways, and restrictive covenants.	Transportation, Engineering, Planning, Engineering-Mapping	Ongoing

Land Use and Transportation

Recommendation	Implementation Agency	Timeframe
Bicycles and Pedestrians		
9. Implement the shared-use path/wide sidewalk network, bicycle lane network, and sidewalk connections shown on the Sidewalk Network map including:	Transportation, Engineering	
a. Construct an expanded sidewalk or shared-use path along East Washington Avenue, preferably on both sides for better connections to the planned BRT system.	Transportation, Engineering	Ongoing
b. Extend the planned shared-use paths to and through the Starkweather Creek natural areas to provide longer, continuous linkages along Starkweather Creek to Lake Monona.	Transportation, Engineering	Ongoing
c. Stripe bicycle lanes on Lien, Thierer, Egan, and Zeier Roads where currently missing.	Transportation, Engineering	Ongoing
d. Integrate bicycle lanes and bicycle wayfinding into planned streets and planned street extensions including but not limited to: Independence Lane, High Crossing Boulevard, Parkside Drive, East Springs Drive, and other new local connections.	Transportation, Engineering	Ongoing
e. 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 the Commercial Core map.	Transportation, Engineering	Ongoing
f. Install facilities to encourage bike-and-ride use at BRT stations.	Transportation, Engineering	Short Term (1 – 3 years)
g. Improve pedestrian safety and comfort on existing streets by adding crosswalks, pedestrian islands, tabletop crossings, rectangular rapid flashing beacons (RRFBs), bumpouts, and other pedestrian infrastructure, both proactively and as part of repaving/reconstruction projects.	Transportation, Engineering	Ongoing
10. Encourage expansion of bicycle share facilities to the Plan area, as an extension of the current facilities at Madison College.	Transportation	Short Term (1 – 3 years)
11. Prioritize safe pedestrian crossings of East Washington Avenue, and consider a pedestrian bridge or other separated structure near Reindahl Park or other locations as determined appropriate by the East Washington Avenue corridor study.	Transportation, Engineering	Mid Term (3 – 5 years)
Transit		
12. Prioritize improved service for transit-dependent populations when integrating Madison Metro routes with BRT.	Metro, Transportation	Ongoing
13. Identify a location for a park-and-ride to support transit use and reduce the burden of BRT commuters parking within residential and commercial areas.	Metro, Transportation	Mid Term (3 – 5 years)

Neighborhoods and Housing

Recommendation	Implementation Agency	Timeframe
1. Encourage development of a wide mix of housing unit types, sizes, and costs close to transit and other amenities.	Planning	Ongoing
a. In the Affordable Housing Fund (AHF) Targeted Area Map, show BRT station areas within the Greater East Towne Area Plan boundary as “super preferred.”	Planning, Community Development, Economic Development	Ongoing
b. Evaluate other areas for “preferred” designations on the AHF Targeted Area Map following completion of Metro’s Transit Network Redesign process.	Planning, Community Development, Economic Development	Ongoing
c. Utilize the AHF Targeted Area Map to direct all sources of City financial assistance, including tax increment financing, for affordable housing development to transit rich areas.	Planning, Community Development, Economic Development	Ongoing
2. Encourage the highest housing densities along the BRT corridor and the future mixed-use node along the new Independence Lane south of East Washington Avenue (see the Land Use and Transportation Concepts map). Within these areas, consider zoning districts that have no minimum parking requirement to encourage transit use and increase housing affordability for those without vehicles.	Planning	Ongoing
3. Support development of affordable housing of all types, including different sizes, costs, and income levels for a broad range of residents.	Planning, Community Development, Economic Development	Ongoing
a. Encourage a wider mix of apartment unit sizes, including those large enough to support larger families (3+ bedroom).	Planning	Ongoing
b. Encourage and incentivize development of smaller-scale housing types, such as attached townhomes, small apartment buildings, bungalow courts, and courtyard apartment buildings.	Planning	Ongoing
c. Set aside specific areas for Low-Medium Residential housing, aimed specifically at creating smaller-scale, owner-occupied housing types as a way for wealth building and implementing strategies to increase homeownership in BIPOC households. Refer to the Land Use and Transportation Concepts map for areas designated as Low-Medium Residential.	Planning, Community Development, Economic Development	Ongoing
d. Encourage a variety of ownership and occupancy structures in addition to apartments, including co-housing, condominiums, housing cooperatives, and community land trusts.	Planning, Zoning	Ongoing
e. Continue to target City, state and federal affordable housing funding sources within preferred and super-preferred areas on the AHF Targeted Area Map.	Economic Development, Community Development	Ongoing
f. Budget funds for affordable housing in any new tax increment districts with property in the Greater East Towne Area.	Economic Development, Community Development	Ongoing

Neighborhoods and Housing

Recommendation	Implementation Agency	Timeframe
g. Explore the use of height bonuses for projects incorporating affordable housing units (see recommendation #1 in the Design Elements appendix).	Planning, Community Development, Zoning	Ongoing
h. Explore the conversion of hotels/motels to housing for those with lower incomes.	Community Development, Economic Development, Planning,	Ongoing
4. Undertake proactive rezoning of properties, as recommended in the Land Use and Transportation chapter, to allow housing at scales and locations recommended in this Plan as permitted uses to speed housing construction.	Planning, Zoning	Short Term (1 – 3 years)
5. Incentivize affordable housing development on properties in close proximity to transit, especially those that are acquired through the City's Land Banking program in accordance with the Land Banking Policy.	Economic Development, Planning, Community Development	Ongoing
6. Continue to prioritize the inclusion of integrative supportive housing units for individuals and families experiencing homelessness in City-assisted affordable housing developments.	Community Development, Planning,	Ongoing
7. Continue the work to end homelessness in Madison through the work of the Community Development Division and its numerous Homeless Services Consortium partners.	Community Development, Planning,	Ongoing
8. Encourage new housing developments to include community-gathering space.	Planning	Ongoing

Economy and Opportunity

Recommendation	Implementation Agency	Timeframe
1. Conduct an equity-based market study of the area to further explore strategies for strengthening the economy with an emphasis on ensuring that people who have been traditionally excluded are included in redevelopment and employment opportunities.	Economic Development	Short Term (1 – 3 years)
2. Expand the reach of the Commercial Ownership Assistance program to more areas of the city to broaden and increase its ability to help local entrepreneurs of color obtain forgivable loans that they can use to transition from renting to owning commercial property.	Economic Development	Short Term (1 – 3 years)
3. Concentrate employment and commercial uses in areas that best relate to existing and planned future transit, infrastructure, and other amenities.	Planning, Zoning; Community Development	Ongoing
4. Explore the development of business incubators and accelerators with lower cost space, shared resources, and expertise needed to help grow local businesses.	Planning, Community Development, Economic Development	Long Term (5+ years)
a. Partner with outside businesses, community organizations such as Latino, Black, Hmong, and Madison Chambers of Commerce, Wisconsin Women's Business Initiative Corporation, and established incubators, to ensure an incubator meets the needs of BIPOC-owned businesses and fosters opportunities for long-term success.		
b. Work with members of the Chambers' BIPOC communities to design permanent indoor spaces, as well as temporary pop-up and vending opportunities near mixed-use hubs and bus rapid transit (BRT) stations.		
c. Assist BIPOC-owned businesses in finding rental spaces or with down payment assistance for property ownership through the Commercial Ownership Assistance program.		
d. Consider integrating an incubator with land banking, using renovated commercial space to grow local businesses.		
e. Incorporate networking, mentorship, and collaboration opportunities as part of business incubator planning.		
f. Integrate youth mentorship/training into incubator space, potentially in partnership with Madison College, East Madison Community Center, and Madison East High School.		
g. Explore creating a program similar to the Madison Public Market's "Market Ready" program as part of incubator planning to help new businesses and small businesses prepare for incubator occupancy.		
h. Work with local commercial brokers and property owners to connect small businesses to available space as they "graduate" from an incubator.		

Economy and Opportunity

Recommendation	Implementation Agency	Timeframe
5. Explore creation of a Tax Increment Finance (TIF) District to fund non-assessable infrastructure, such as bicycle network improvements, pedestrian safety improvements, new streets, and stormwater management improvements; affordable housing; creation of a business incubator; land banking; small business assistance; and other economic development initiatives.	Economic Development	Short Term (1 – 3 years)
6. Explore creating a new business improvement district, community improvement district, neighborhood improvement district, or other tools to help make public spaces more welcoming to all Madison's residents. Maintain amenities, facilitate events, and promote the area to customers.	Economic Development, Community Development	Short Term (1 – 3 years)
7. Consider marketing strategies to draw/encourage employment to the area as it recovers over the long-term.	Economic Development	Mid Term (3 – 5 years)
8. Allow flexibility for future uses to adapt and reuse existing retail spaces, particularly large-format retail. This could include a variety of uses, such as employment and food production, or active uses that bring families from throughout the community to the area, like entertainment and recreation.	Planning, Economic Development	Ongoing
9. Preserve affordable commercial space outside major redevelopment areas to the extent practical. The impact on affordable commercial spaces of zoning changes, TIF assistance, and other actions that encourage redevelopment should be considered as part of project deliberations.	Planning, Community Development, Economic Development	Ongoing
10. Explore a commercial rental assistance or guarantee program to help small and emerging businesses, particularly those owned by BIPOC individuals, afford space in areas where rent increases may occur. Gap assistance could be used to help businesses displaced by redevelopment afford ground-floor space in new mixed-use buildings.	Community Development, Economic Development	Short Term (1 – 3 years)
11. Continue building relationships with and supporting economic development partners, especially those with ties to BIPOC 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. 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 Greater East Towne Area.	Economic Development, Economic Development Partners; Community Partners	Ongoing
12. Consider creating a cultural inclusion plan for developers that would provide guidance on promoting a diverse mix of tenants.	Civil Rights, Planning	Mid Term (3 – 5 years)
13. Create a development agreement for projects that the City is investing in to help implement employment recommendations.	Economic Development	Short Term (1 – 3 years)

Culture and Character

Recommendation	Implementation Agency	Timeframe
Architecture and Urban Design		
1. Revise Urban Design District (UDD) number 5 (MGO section 33.24(12)) to reflect and implement the design recommendations of this Plan, including those found in Appendix X. Extend UDD 5 to the Interstate and also explore expanding it to include key sites south of East Washington Avenue.	Planning, Zoning	Short Term (1 – 3 years)
2. Consider utilizing transit-oriented development (TOD) overlay zoning as necessary to implement the land use, design, and transportation goals of this Plan if not adequately addressed in the revised UDD 5.	Planning	Short Term (1 – 3 years)
Community Spaces		
3. Design community gathering spaces, including within larger parks and urban plazas, in partnership with BIPOC communities to ensure that these spaces will be welcoming, safe, and affirming cultural hubs. This should start with utilizing the findings from the Social Practice Artists engaged in this planning process.	Parks, Planning, Engineering	Ongoing
4. Utilize a comprehensive, community-based process for the design of community gathering spaces that integrates policies, programming, and activities along with the physical design to ensure they are welcoming to all.	Parks, Planning, Engineering	Ongoing
5. Design the new neighborhoods of the Greater East Towne Area so people are comfortable expressing their culture and feel that they are part of a community. This applies to streets, sidewalks, paths, transit stops, and other public amenities as well as private development. It may include physical amenities such as multilingual community signage, permanent or temporary art, poetry in sidewalks, murals, and so on.	Planning, Engineering, Transportation, Metro	Ongoing
Culture and Entertainment		
6. Explore opportunities for a variety of cultural and entertainment venues as the area develops. This should include spaces that vary in size and are well suited for a variety of visual and performing arts to make them easily accessible to area residents.	Planning, Community Partners	Ongoing
7. Explore opportunities for the temporary use of vacant or transitional spaces to support emerging artists while adding to the vibrancy of the area. This may include, but is not limited to, artist-in-residency spaces, pop-up galleries, and murals.	Planning, Community Partners	Ongoing
Public Art		
8. 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 Greater East Towne Area more welcoming to people of every race, ethnicity, gender, age, and ability.	Planning	Ongoing
9. Require that artists (including Social Practice Artists) be a part of design teams hired by the City for major public works projects, such as parks and transportation improvements, as appropriate.	Planning, Parks, Engineering, Traffic Engineering, Metro, others	Ongoing

Green and Resilient

Recommendation	Implementation Agency	Timeframe
Parks & Trees		
1. Create and expand parks to serve future residents within the Greater East Towne Area (see the Parks and Open Space map).	Parks	Long Term (5+ years)
a. Park space should be acquired through dedication and purchase of property as needed.		
b. Two neighborhood parks (3-5 acres in size) should be considered near the center of the planning area in the general locations shown on the Parks and Open Space map. A larger community park should be located near the Starkweather Creek corridor in areas that are not affected by wetlands.		
c. An expansion of Mayfair Park on the southwest side of the planning area could provide active recreation opportunities such as single track/recreational biking trails..		
d. An urban plaza could be centrally located as future redevelopment of the area occurs. An urban setting should be considered for the plaza, 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 with spaces that are affirming and welcoming to a diversity of people, including those traditionally left out, is encouraged. The design should accommodate such activities as ethnic and cultural festivals, farmers' markets, concerts, and other public events and activities.		
e. Future design and amenities for all parks will be determined via a park master planning process undertaken by the Parks Division. Such a planning process will proactively engage a diverse group of residents. Park planners- will consider ways to provide spaces for youth to be able to interact with each other in safe and inviting ways.		
2. Green corridors connecting new and existing parks and open spaces should be considered in the planning area.	Planning, Parks, Engineering	Long Term (5+ years)
3. Consider opportunities along Starkweather Creek to celebrate, educate and inform users of area parks and recreational facilities about the importance of this place as a headwaters site, its native habitats and the indigenous people who originally settled here.	Parks, Engineering, Planning	Mid Term (3 – 5 years)
Tree Canopy		
4. Enhance the tree canopy on public rights-of-way by filling in existing street tree gaps in terraces, maximizing the planting of street trees in new terraces, planting trees in medians, and proactively replacing dead and dying trees throughout the planning area.	Forestry	Ongoing

Green and Resilient

Recommendation	Implementation Agency	Timeframe
5. Terrace widths on new streets should be wide enough to accommodate healthy canopy trees and/or bioswales, typically requiring a minimum of 10 feet. Expansion of existing substandard terraces (generally less than eight feet) should be accommodated through additional dedication of right-of-way whenever possible.	Forestry, Transportation, Engineering, Planning	Ongoing
6. Park and open space design and development should conserve and protect sensitive plant and animal habitats that exist in the Starkweather Creek corridor.	Parks, Planning, Engineering	Ongoing
Stormwater Management		
7. Implement recommendations included in the City's watershed studies to reduce flooding and create a more resilient stormwater management system. The planning area is located within the boundaries of the Starkweather Creek Watershed and the study is anticipated to be completed in 2022.	Engineering	Ongoing
8. Implement stormwater management techniques as part of future right-of-way design for both new street construction and reconstruction of existing streets.	Engineering	Ongoing
9. Consider integration of stormwater management into future park space for large storms as a natural feature in a way that does not compromise the amenities and use of the park outside of large storm events.	Parks, Engineering	Long Term (5+ years)
10. Consider property located at the intersection of Lien and Zeier Roads as a new possible open space for stormwater management purposes (see the Parks and Open Space map).	Engineering	Ongoing
Sustainability		
11. Require buildings/projects seeking City funding assistance (via TIF, the Affordable Housing Fund, or other programs) to describe how they will exceed energy efficiency and sustainability requirements in existing building codes. Strategies may include such things as:	Planning, Community Development, Economic Development, Engineering	Ongoing
a. Complete the Focus on Energy New Construction Energy Design Assistance Whole Building Analysis, or a similar program, and incorporate a substantial number of recommendations.		
b. Seek LEED, Energy Star, Passive House, or a similar certification maximizing energy efficiency.		
c. Implement renewable energy programs (incentives/funding options include Focus on Energy, MadiSun, and others).		
d. Incorporate sustainable design techniques described in the AIA's Framework for Design Excellence. This includes designing for integration into the surrounding area, equitable community building, and site programing that understands possible changes of use in the future.		
e. Reduce or eliminate dependence on fossil fuels for heating by using heat pumps, geothermal heating, and other methods.		

Green and Resilient

Recommendation	Implementation Agency	Timeframe
f. Integrate renewable energy into building design (such as rooftop solar panels or solar-ready design that does not conflict with any green roof designs).		
g. Integrate stormwater management through features like green roofs, blue roofs, gray water systems, and other methods.		
h. Use sustainable building materials.		
12. Sites are encouraged to integrate stormwater management into site design features like permeable paving and raingardens.	-	Ongoing
13. Maximize the planting of canopy trees and native landscaping.	-	Ongoing
14. Both residential and office buildings are encouraged to host shared vehicles to allow residents to reduce or eliminate car ownership and allow office employees to take transit to work.	-	Ongoing
15. Explore the feasibility of a geothermal system under planned new park space for adjoining properties.	Engineering, Parks	Long Term (5+ years)

Effective Government

Recommendation	Implementation Agency	Timeframe
School-Related		
1. Work with the Madison Metropolitan School District (MMSD) to locate a school(s) as needed in an appropriate location to serve the influx of new residents over the next 10 to 20 years.	Planning	Ongoing
2. When considering any rezoning or conditional use request for additional residential development in the area between Zeier Road and the Interstate, solicit input from both school districts (the Madison Metropolitan School District (MMSD) and Sun Prairie Area School District (SPASD)) to forward to the Plan Commission and Council as they make their decisions.	Planning	Ongoing
3. Create a safe pedestrian environment within the planning area, particularly across East Washington Avenue to facilitate school-age children walking to school at Sandburg Elementary School.	Transportation	Ongoing
Supportive Services-Related		
4. After Reindahl Imagination Center is built, and there is some new housing in the planning area, conduct a review of community service and facility needs. If gaps are discovered, work with the Community Development Division to consider building a community center or service provider facility (e.g. The Village on Park) where providers can rent space and offer such things as employment services, business development skills, computer skills training, preventive health services, food and essentials pantry, fitness and recreation, and other offerings found to be needed in the area. Also rent space to others like centers of worship and ethnic and cultural associations.	Community Development, Planning, Community Partners	Ongoing

Effective Government

Recommendation	Implementation Agency	Timeframe
5. Encourage creation of a health and wellness-type facility to serve unmet needs of residents by facilitating partnerships among service providers, financial investors, health care facilities and others; seek development funds through TIF, grants, and other City programs.	Planning, Community Partners	Ongoing
6. Explore satellite facilities for government services to accommodate resident and business schedules and needs, potentially at the new Reindahl Imagination Center.		
Miscellaneous		
7. The addition of new residences will generate new voting wards (i.e., a geographic area which contains 2000 people), which each need a polling place. Ideas for polling places include but are not limited to the following: park shelters with bathrooms, enclosed rooms with power, public libraries, community rooms in private developments, and assisted living facilities.	Planning	Ongoing
8. Implement the proactive rezoning recommended in the Land Use and Transportation chapter to streamline the redevelopment process for select properties, especially those with large amounts of surface parking in close proximity to planned bus rapid transit.	Planning, Zoning	Short Term (1 – 3 years)
9. Proactively enforce property maintenance ordinances for vacant properties.	Building Inspection	Ongoing

Site Design Elements

Recommendation	Implementation Agency	Timeframe
Building Height, Setbacks, and Stepbacks	Zoning, Planning	Ongoing
1. Implement the maximum building heights, as shown on the Maximum Building Height map, by ordinance. Consider allowing bonus stories for affordable housing and/or green building techniques within the Greater East Towne Area as part of a larger, citywide approach to bonus stories adopted by ordinance.		
2. New buildings should have a minimum height of two stories.		
3. Buildings fronting Commercial Core areas, as shown on the Commercial Core map, should be set back no more than ten feet to create a consistent, engaging, and walkable street frontage.		
4. Buildings not fronting Commercial Core areas should generally be minimally set back to maintain walkability and create easy pedestrian connections to the street and nearby transit. Substantial variations in setbacks between adjoining parcels should be avoided.		
5. Buildings over five floors should step back a minimum of 15 feet from the setback line above the fifth floor along rights-of-way that are under 110 feet wide.		
Building Materials and Articulation	Zoning, Planning	Ongoing
6. Exterior materials are as allowed by the Zoning Code, with the exception that Exterior Insulation Finish Systems (EIFS), stucco or similar materials are prohibited.		
7. Material changes shall not be made within the same plane without a programmatic change or a minimum notable relief.		
8. Buildings should be designed so that uses, entrances, and design elements provide amenities to enhance the visual and pedestrian character of the street.		
9. Blank building walls that lack architectural detail, variety, and windows along street-facing facades shall be avoided.		
10. Modulation to create porches, balconies, roof terraces, entrances, and other active uses are encouraged for residential units/buildings.		
11. Porches and balconies should be well integrated within the design and provide usable open space for residential tenants.		

Site Design Elements

Recommendation	Implementation Agency	Timeframe
Site Layout and Building Orientation	Zoning, Planning	Ongoing
12. New buildings should be oriented on sites to maximize pedestrian, transit, and bicyclist use while shielding parking from the public realm.		
a. All ground floor commercial uses shall have usable entrances facing a public street that are open to the public during businesses' regular hours.		
b. Wherever possible, parking should be placed under buildings (below grade), in parking structures, or behind buildings. Parking should be shielded from streets, and should not be placed between a building and the street. Above-ground structured parking should be shielded from public streets by liner buildings.		
c. All ground floor residential units facing a street shall have their own street entrance with a front porch/stoop. Sliding doors are prohibited for ground floor residential entrances.		
13. Building entrances should be designed as the focal points of the front facade, and should utilize overhangs, porches, stoops or other elements to add a pedestrian rhythm to the street façade. Building uses, entrances, and design elements should enhance the visual and pedestrian character of the street.		
14. Commercial Core areas, as shown on the Commercial Core map, should have active ground floor commercial uses (retail, restaurant, service, or office uses).		
a. Commercial Core areas are encouraged to have outdoor patios, dining, awnings, and display windows.		
b. Commercial Core areas should have a floor-to-ceiling height of at least ten (10) feet and have at least sixty percent (60%) facade transparency between two (2) and eight (8) feet from ground level.		

Appendix: Site Design Elements

Building Height, Setbacks, and Stepbacks

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



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

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

Building Materials and Articulation

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

Site Layout and Building Orientation

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



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



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



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

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

- c. All ground floor residential units facing a street shall have their own street entrance with a front porch/stoop. Sliding doors are prohibited for ground floor residential entrances.
13. Building entrances should be designed as the focal points of the front facade, and should utilize overhangs, porches, stoops, or other elements to add a pedestrian rhythm to the street façade. Building uses, entrances, and design elements should enhance the visual and pedestrian character of the street.

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

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

This glossary was added as an attachment for reference only after the Plan was adopted.

Glossary

Activity Center - An intensively developed area in the middle of a neighborhood(s) or a district. Activity centers are typically comprised of a mix of land uses developed at a higher intensity than the surrounding area including residential, commercial, employment, civic, institutional, and parks and open space uses.

Affordable housing - Affordable housing is generally defined as 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 .

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

Big box retail - A large store with at least 75,000 square feet of gross floor area, a lot of parking, and a regional sales market. (Based on definition from APA: A Planners Dictionary)

Bioswale - a long, channeled depression or trench that receives rainwater runoff (as from a parking lot) and has vegetation (such as grasses, flowering herbs, and shrubs) and organic matter (such as mulch)

to slow water infiltration and filter out pollutants. (Source: Merriam-Webster).

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

Blue roof - Detention stormwater management practices that provide temporary storage and slow release of rainwater on a rooftop. Outflow is controlled using orifices prior to discharge, which is typically directed to the building's storm drains, scuppers, or downspouts. (Source: Philadelphia Water Department)

Brownfield - abandoned or underused properties, typically former industrial and commercial sites, where perceived or actual contamination has hindered redevelopment.

Bus rapid transit (BRT) - A high-capacity bus system with features that are similar to a light rail system, such as frequent service, dedicated bus lanes, off-board fare collection, fewer stops, and traffic signal priority. (Source: Institute for Transportation and Development Policy)

Business incubator - An area, commercial space and/or building designated for the cultivation and enhancement of new or future businesses.

Commercial Core - Certain street frontages for mixed-use areas are called out as "commercial core." These frontages should have ground floor commercial uses (retail, restaurant, service, or office uses). The intent of designating certain frontages as a commercial core is to create several activity centers where there are goods and services within a relatively compact area that is accessible via nearby transit, walking, and biking on a connected public street network.

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

Commercial Ownership Assistance program - The City's Commercial Ownership Assistance Program (COA) is focused on helping business owners expand their enterprises by transitioning from renting space to owning commercial property for their business. Priority is given to applicants who are people of col-

or, immigrants, women, the disabled, veterans and any other underrepresented groups.

Community wealth building - A system-changing approach to community economic development that works to produce broadly shared economic prosperity, racial equity, and ecological sustainability through the reconfiguration of institutions and local economies on the basis of greater democratic ownership, participation, and control. (Source: community-wealth.org)

Complete neighborhood - A neighborhood where a mix of residential and non-residential buildings are in close proximity to each other with multiple transportation options. This enables community members to reach destinations needed for daily living (like grocery stores, schools, banks, and more) quickly, conveniently, and safely.

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

Free standing vending - The activity of selling or offering for sale of any goods and/or foodstuffs by placing a cart or equipment on private property; preparing food, beverage or articles for sale; or in any other manner participating in the vending operation or attempting to publicly sell or offer for sale any goods/foodstuffs from private property.

Frontage road - A street adjacent to a freeway, expressway, or arterial street separated therefrom by a dividing strip and providing access to abutting properties. (Source: APA: A Planners Dictionary)

Geothermal system - Heat derived below the earth's surface that is harnessed to generate clean, renewable energy. (Source: U.S. Department of Energy)

Gray water system - Wastewater gathered from sinks, bathtubs, and washing machines (but not wastewater from toilets). (Source: APA, A Planners Dictionary)

Green roof - A roof covered with soil (or other growing media) and vegetation that retains, then evaporates water. (Source: U.S. EPA)

Greenway - Linear corridors of land and water and the natural, cultural, and recreational resources they link together. (Source: Massachusetts Office of Energy and Environmental Affairs)

Heat island - Urbanized areas that experience higher temperatures than outlying areas. Structures such as buildings, roads, and other infrastructure absorb and re-emit the sun's heat more than natural landscapes such as forests and water bodies. (Source: EPA)

Infill development - Development of vacant or underused lots that are surrounded by developed areas.

Impervious surface - Any hard-surfaced area that does not readily absorb or retain water, including but not limited to building roofs, parking and driveway areas, graveled areas, sidewalks, and paved recreation areas. (Source: APA: A Planners Dictionary)

Jobs TIF program - the use of tax increment financing to provide assistance to employers for the purpose of creating or retaining jobs within the City.

Land Banking - A City program used to acquire land and buildings that could be used for future

economic development, affordable housing projects, and other City uses. The goal is to acquire strategic properties for future purposes that might include: assisting displaced businesses, reducing blight, stabilizing housing markets, improving the quality of life of residents and neighborhoods, and preserving land for City purposes.

Limited equity housing cooperative - a homeownership model in which residents purchase a share in a development (rather than an individual unit) and commit to resell their share at a price determined by formula—an arrangement that maintains affordability at purchase and over the long term. (Source: Local Housing Solutions)

Missing middle housing - Also referred to as smaller-scale housing, it is a range of smaller multi-unit or clustered housing types compatible in scale with single-family homes. (Source: Opticos Design, Inc.)

Mixed-use - A building or groups of buildings designed to encourage a diversity of compatible land uses, which include a mixture of two or more of the following uses: residential, office, retail, recreational, light industrial, and other miscellaneous uses. (Source: Beaverton, Ore.)

Neighborhood Resource Teams - A City program with the mission of promoting racial equity and improving the quality of life for Madison's neighborhoods by understanding and elevating residents' needs, issues, and priorities. Neighborhood Resource Teams (NRTs) provide a regular forum for City employees and community partners to meet, discuss, support each other's efforts and build relationships that contribute to the delivery of excellent City and community services. NRT membership can include alderpersons, city staff, County staff, residents,

community organizations and other non-City staff participants.

Pad sites - a building lot that has been separated out from and adjacent to a shopping center or mall. These are usually found along ring roads or frontage roads.

Placemaking - The creation of a built environment that builds community, stimulates interaction, encourages entrepreneurship, fosters innovation and nurtures humanity. (Source: Project for Public Spaces)

Rain gardens - Specially designed gardens that collect and infiltrate stormwater from impervious areas such as roofs, driveways, and heavily compacted lawns.

Redevelopment - Construction of a new building where a building already exists.

Resident Panels - A cornerstone of the 2018 City of Madison Imagine Madison Comprehensive Plan public engagement process. Formed through partnerships between the City of Madison and community-based organizations that have connections to Madison's communities of color, lower-income residents, and other residents whose voices are often missing from the planning processes, the Resident Panels meant that the voices heard in the Imagine Madison process were more representative of the city's population.

Restrictive covenant - A restriction on the use of land set forth in a formal binding agreement. Restrictive covenants run with the land and are binding upon subsequent owners of the property. (Source: APA: A Planners Dictionary)

Sense of place - The characteristics of a location that make it readily recognizable as being unique and different from its surroundings and that provides a feeling of belonging to or being identified with that particular place. (Source: Scottsdale, AZ)

Setbacks - A building design where there are fewer stories closer to the lot line (for example, near sidewalks and adjacent properties) than the rest of the building.

Smaller-scale housing - Also referred to as missing middle housing, it is a range of smaller multi-unit or clustered housing types compatible in scale with single-family homes. (Source: Opticos Design, Inc.)

Social Practice Artists - Artists who focus on social engagement, inviting collaboration with individuals, communities, and institutions in a dialog about community issues.

Stepbacks - A step-like recession in an exterior wall located at a level above the ground floor.

Stormwater - Untreated runoff from rainfall and snowmelt. It flows across impervious surfaces, through fields and over construction sites, crossing municipal boundaries and carrying contaminants to our lakes and streams. (Source: Dane County Office of Lakes & Watersheds)

Streatory Program - Program designed by the City's Economic Development and Planning Division to allow restaurants and taverns expand their outdoor dining onto the public sidewalks, on-street parking areas, or privately owned parking lots.

Tax Increment Financing - A governmental finance tool to provide funds to construct public infrastruc-

ture, promote development opportunities, and expand the tax base.

Terrace - The space that lies between the sidewalk and the curb.

Third places - Restaurants, entertainment, etc., that are neither work nor home.

Transit-Oriented Development (TOD) - Compact, walkable, pedestrian-oriented, mixed-use development that is centered around a high-quality transit line or system to encourage transit use and reduce traffic generated by new development.

Viewshed - The area within view from a defined observation point.

Watershed - The entire region contributing runoff or surface water to a watercourse or body of water.

Wayfinding - Wayfinding refers to information systems that guide people through a physical environment and enhance their understanding and experience of the space. (Source: The Society for Experiential Graphic Design)

Workforce housing - Housing that is affordable to households earning between 60 and 120 percent of area median income (AMI). Workforce housing targets middle-income workers who may not always qualify for housing subsidized by the Low-Income Housing Tax Credit (LIHTC) program or the Housing Choice Vouchers program. (Source: Urban Land Institute)

Zoning Code - An ordinance that regulates land use, lot size, building placement, building height, and other aspects of the development of land.

**The City of Madison Common Council
Adopted the Greater East Towne Plan
on February 22, 2022:**

**Enactment on February 25, 2022 by
Enactment #: RES-22-00144**



City of Madison

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

Legislation Text

File #: 68802, Version: 1

No City appropriation required. City costs associated with urban development in this area will be included in future operating and capital budgets, subject to Common Council approval.

Adopting the Greater East Towne Plan as a supplement to the Comprehensive Plan and directing staff to implement the recommendations contained in the plan.

WHEREAS, the Comprehensive Plan, adopted in August, 2018 (Legistar File # 51349), provided a vision for the City's future and established goals, strategies and actions in the following areas: Land Use and Transportation, Neighborhoods and Housing, Economy and Opportunity, Culture and Character, Green and Resilient, and Effective Government; and

WHEREAS, the Comprehensive Plan calls for the preparation and adoption of a detailed plan addressing connectivity improvements, more parks and open space, and other amenities and infrastructure necessary to support residential development within the area; and

WHEREAS, the changing nature of retail has resulted in several store closures, vacant retail spaces and changes of uses, all of which has been further accelerated by Covid-19; and

WHEREAS, the auto-oriented style of the majority of the development in the area has detrimental impacts on climate and the environment by encouraging driving through the overprovision of surface parking; and

WHEREAS, the Greater East Towne Area is planned to receive bus rapid transit service, which is an enhanced level of transit that is expected to further increase the demand for redevelopment within the planning area and reduce the area's dependence on the automobile; and

WHEREAS, in November 2019, the Common Council adopted a resolution (Legistar File # 57900), authorizing the development of an area plan for the Greater East Towne Area; and
WHEREAS, the Greater East Towne Area Plan process utilized multiple public engagement activities that were adapted to seek input and feedback during a pandemic, in which traditional in-person public engagement was not possible (virtual public meetings, focus groups, surveys, etc.); and

WHEREAS, the Greater East Towne Area Plan has been developed to guide redevelopment, transportation, and sustainability improvements within this underutilized area and identify recommendations to implement a new vision for the area; and

WHEREAS, the Greater East Towne Area Plan allows for phased redevelopment, not requiring major demolition for impactful infill development to occur.

NOW, THEREFORE BE IT RESOLVED, that the Greater East Towne Area Plan is hereby adopted as a supplement to the Comprehensive Plan.

BE IT FINALLY RESOLVED, that staff is directed to implement the recommendations contained in the Plan.