



Acknowledgments

Mifflandia Plan

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What is Mifflandia?

This Neighborhood Plan is an analysis of potential change, opportunities, and community priorities within a small area centered upon the 400-500 blocks of W Mifflin St and W Washington Ave as illustrated on the map, below. To accomplish this, the City of Madison Planning Division utilized a public engagement strategy called “Mifflandia” to interact with students, residents, businesses, property owners, and other stakeholders. “Mifflandia” uses a light hearted name to engage people who may not normally be interested in City planning efforts, and used social practice art and other techniques to reach a wide audience.

This plan provides guidance and recommendations to residents, business and property owners, stakeholders and City policymakers based on the larger goals and strategies of Madison’s Comprehensive Plan. Plan recommendations will be used by the City to evaluate development proposals, transportation improvements and inform city ordinances and policies that affect this downtown neighborhood. Plan recommendations are organized using the framework of the six elements of the Comprehensive Plan:

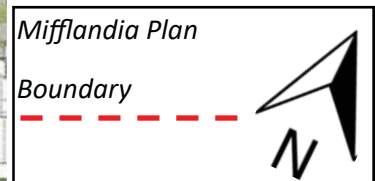
*Land Use & Transportation - Neighborhoods & Housing
Culture & Character - Green & Resilient
Economy & Opportunity - Effective Government*

Project Background

The 2012 Downtown Plan recommended the preparation of a “detailed development concept plan, design standards, and a comprehensive implementation strategy to guide future development. Recommendations may include building form as well as streetscape design standards to help create a distinctive urban character and sense of place.” The Downtown Plan established a vision for the future transformation of the W Mifflin area into a “distinctive, urban mixed-use neighborhood that blends employment, research, residential, and commercial uses in an engaging dynamic pedestrian oriented environment characterized by a consistent form-based design” and separately recommended that the City should enhance the “distinctive physical character of W Washington Ave as a gateway to Downtown, while providing opportunities for the development of additional high-quality housing and creation of an engaging transitional district linking the predominantly residential Bassett district and an evolving mixed-use Mifflin district.”

This plan looks more closely into whether or not the 2012 Downtown Plan Goals are still feasible and proposes more detailed land use concepts, building design standards/guidelines and a comprehensive implementation strategy. The plan will also address preservation, redevelopment opportunities, streetscape design, open space, activity nodes, and connectivity to the abutting neighborhoods, and tie proposed recommendations to the overall goals and strategies of the 2018 Comprehensive Plan.

Plan Boundary



Public Engagement Plan

This Plan used several traditional and experimental engagement methods. Altogether the engagement process reached over 500 people. Traditional methods included a website/email lists, three large public meetings, as well as several smaller focus groups and meetings with business/property owners, advocacy groups, neighborhood associations and other stakeholders.

In addition, this process integrated an experimental Social Practice Art component and collaborated with five local artists to engage people that might not normally be interested in city planning, but who could be drawn in through interactions with our diverse group of professional artists. The art component, combined with a light-hearted marketing scheme, snacks from local businesses within the planning area, and bold colorful posters and graphics also helped to engage more residents and people from traditionally underrepresented groups in Madison.

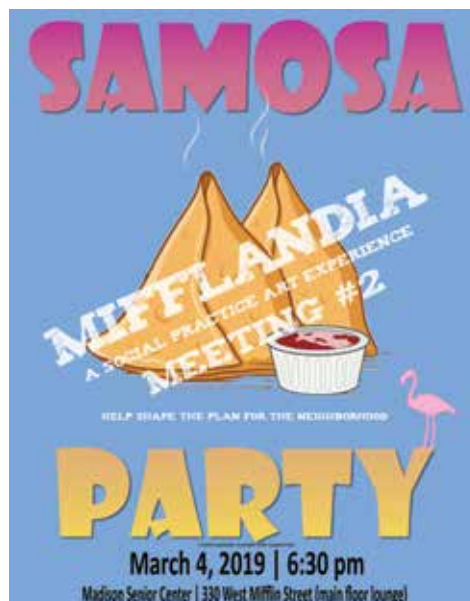
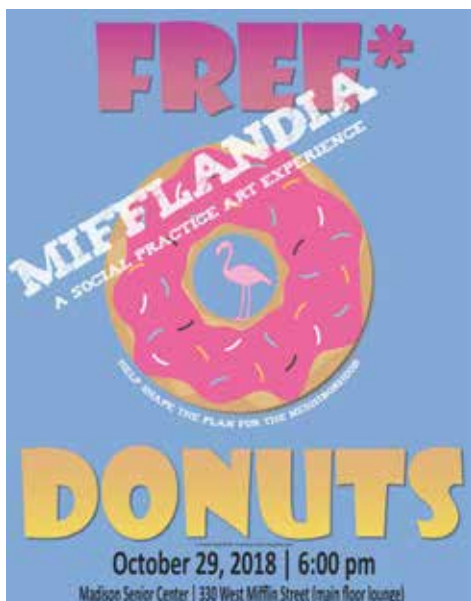
Planning staff also partnered with a University of Wisconsin Freshman Social Practice Art class to help host a gallery experience for the opening kick-off meeting and provided an additional opportunity to engage with students about the future of what has been a traditionally student neighborhood.

The Mifflandia kick-off public meeting had over 75 participants, about a third of which were under the age of 25. With this exception, most of the participants at large public meetings and through online surveys were predominantly white, over the age of 55, and most of which live in large condominiums over 50 units in size. This is a very specific demographic, which is why the public engagement specifically included opportunities to reach other demographics through social practice art.



A Social Practice Art Experiment

In addition to more traditional public engagement opportunities, the City's Planning Division worked with Emily Popp, who coordinated five Social Practice Artists for a series of events and projects to reach students, residents, and traditionally underrepresented groups in innovative and creative ways. In total, the five artists engaged over 300 residents in a series of four events and projects that provided essential concepts, ideas and ultimately impacted the plan recommendations in a significant way. To learn more about our artists and their projects, please see pages 25-27 of this plan.





Mifflin Street Block Party



Highly rated survey image of affordable housing

Key quotes from surveys

“Dislike the implication that none of the current homes/character will be retained..”

“Mifflin has a long history but buildings were more basic when built and are heavily used.”

“Losing West Washington setbacks will forever compromise the beauty of our City”

“I don’t think every building needs a pitched roof or a flat roof. I would like to see a stronger commercial corridor to improve the walkability of the neighborhood.”

“The West Washington-Bassett street intersection should be a node of residential service businesses as have evolved in other neighborhoods.”



Highly rated Mixed-Use Corner Building

What did we learn?

Throughout the public engagement process, the combination of input from both traditional and experimental methods provided an important lens through which public planning and policy decisions should be made. There were both contradictions and consistencies about priorities, openness to change and what is important to people living and doing business in a downtown neighborhood. Through disparate data, the unifying themes that emerged concentrated on the uniqueness of the neighborhood and the desire to maintain a walkable, welcoming, unique and creative place.

Traditional Engagement Methods Results

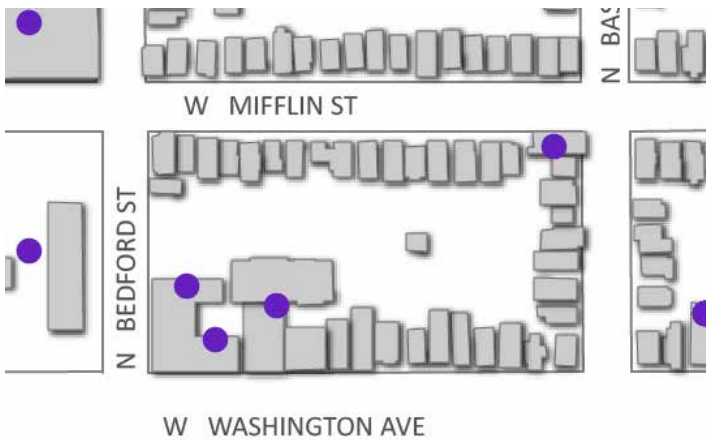
An interactive survey used at the kick-off meeting was also available online for several months to encourage additional participation. The survey emphasized questions to learn about how people live, work and play in the neighborhood, versus how they would like to live.

- Who are you?*
- How do you live?*
- How do you move?*
- How do you want to live?*

- A. Key contradictions between the meetings and survey results:
 1. Participants desire to live in larger buildings with more amenities. However, when asked to envision the future of Mifflin, many do not want the same from new development.
 2. Participants would like additional retail, shopping and other amenities within walking distance, but also do most of their non-grocery shopping online.
- B. Key consistencies between the meeting and survey results:
 1. There is a strong feeling of nostalgia for Mifflin, and preserving history is important.
 2. Participants value that the Mifflandia neighborhoods are prized for their access to transit, employment, and other cultural amenities.
 3. Participants like to be able to walk to nearby amenities, but wish it felt safer.
 4. Participants are concerned about affordability.
 5. The Mifflin Street Block party, while loved by students, is seen by all as a safety concern to the neighborhood.

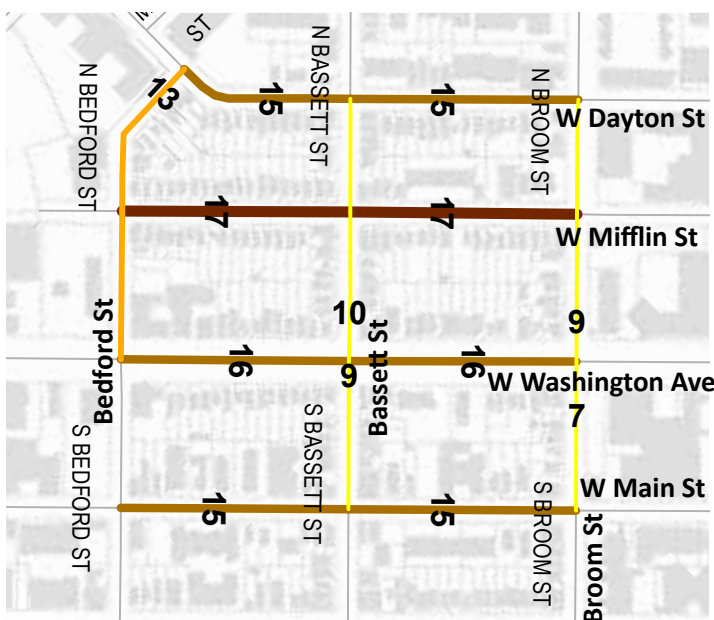
Data and Planning Area Research Results

Retail & mixed-use research: The State Street Retail Strategies Report (2017) outlined the changing retail landscape in Downtown Madison, and illustrated the need for compact retail and mixed-use nodes. In addition, a survey of local businesses in the district showed only 4+ businesses currently located on the 300-600 blocks of W Mifflin St. This is in contrast to the over 40 businesses currently located on the 300-600 blocks of W Washington Ave. The combination of these findings illustrates that creating a new mixed-use district in the interior of W Mifflin St no longer seems viable.



Dots represent businesses on the west side of Mifflandia

Setback mapping: Existing setbacks were mapped to both the building face as well as any porches or stoops that projected into the setback area. Averages along all street fronts helped to inform the proposed setback recommendations.



Average Building Setback Per Block Face (feet)



What did we learn from art?

Artists were able to engage residents in new and substantive ways, and provided invaluable input and insight into the priorities of vulnerable and underrepresented populations.

Many of the responses were sobering, as results showed that many underrepresented groups often feel at a loss for how they can affect their neighborhoods. While they have ideas, they do not think that the City is interested in hearing them. People that were engaged through this process are looking for ways that they can be seen, and feel represented in the spaces where they live and work. There needs to be more inclusive and welcoming spaces in Mifflandia, Downtown and throughout Madison that do not require a literal or figurative entry fee that requires people to look, act or be perceived in a certain way in order to be accepted.

The recommendations in this plan attempt to address these concerns, and work toward creating more inclusive, welcoming spaces and neighborhoods.

"I feel like city planning is not for me. I'm probably too young and poor for anyone to take my ideas seriously. Like an equal balance of emphasis on architecture and social services in order to plan a city might not be considered helpful or useful. But that's what I want to say! Do what you want with ugly buildings, I guess, but please make sure there's access to all of those buildings and that all voices are heard in the deliberation process."

- Quote from CITYZINE



Colorful, Creative Crosswalk for Pedestrian Safety, Seattle



Representation Through Familiar Art, Monona Drive



Funky and Unique: Trash Cans as Public Art, Oakland, CA



Transit Amenities at Westlawn, Milwaukee



Trainors Store - Start-up Incubator, Bedford St

Key Findings from Public Engagement & Data

Throughout the public engagement process, a few key themes and issues came to the forefront that ultimately guided the final recommendations.

- A. Key findings specific to W Washington Ave area include:
 1. Make street crossings safer, pedestrian-friendly, fix lane markings, improve safety
 2. Keep wide terraces, and existing building setbacks
 3. More mixed-use and larger buildings on W Washington Ave
- B. Key findings specific to W Mifflin Area include:
 1. Make Broom easier to cross, pedestrian-friendly
 2. Concerns about maintaining affordability
 3. Concerns about losing historic buildings/character
 4. Development should have a pedestrian-friendly rhythm and not look dated in 10 years
 5. Consider less height than 6 stories for Mifflin St
 6. More residential scale, mix of roof types, porches higher quality materials
- C. Key findings from the Social Practice Artists:
 1. Mifflandia often isn't very welcoming to all people.
 2. Underrepresented groups often feel their ideas and concerns are not considered by policymakers during discussions about planning, and wish that more policies would be viewed through their eyes, as their experiences often don't match that of the top ten lists on which Madison often finds itself
 3. Mifflandia could benefit from a larger creative emphasis on the arts and inclusivity
 4. Architecture can send strong messages about who is supposed to be or live there; thresholds of porches and semi-public spaces could provide an important opportunity to make spaces welcoming
- D. Key Findings from Neighborhood Engagement:
 1. The neighborhood should emphasize its uniqueness, funkiness and creativity
 2. There is a continued need for a neighborhood park
 3. Use setbacks to minimize building mass at the street to preserve neighborhood character
 4. Concerns about loss of historic character and affordability
 5. Concerns about flooding and importance of including sustainability components in new development
- E. Key Findings from Business Focus Groups:
 1. Property owners reluctant to invest in buildings if they're not sure about the future
 2. Lots of potential with a great framework for redevelopment; conflicting plans makes it difficult.
 3. Improve pedestrian safety to benefit businesses
 4. Take advantage of growing tech hub on Bedford St.
 5. W Washington Ave could use some sprucing up, with more retail and flexibility on land use

Plan Recommendations

The twelve goals of the Madison Comprehensive Plan (2018) are statements of what the community wants to achieve over the long-term. Each of the Comprehensive Plan's strategies and actions are intended to contribute toward achieving the goals. The Recommendations of this Plan are organized by the Comprehensive Plan chapters. Goals and strategies from the Comprehensive Plan that are especially relevant are included in each section for context.



Comprehensive Plan Goals

1. Madison will be comprised of compact, interconnected neighborhoods anchored by a network of mixed-use activity centers.
2. Madison will have a safe, efficient, and affordable regional transportation system that offers a variety of choices among transportation modes.

Comprehensive Plan strategies relating to the Mifflandia Plan include:

- Strategy 5: Concentrate the highest intensity development along transit corridors, downtown, and at Activity Centers
- Strategy 6: Facilitate compact growth to reduce the development of farmland.
- Strategy 7: Maintain downtown Madison as a major activity center for the region while improving access and inclusivity.
- Strategy 8: Expand and improve the city's pedestrian and bicycle networks to enable safe and convenient active transportation.

Land Use Recommendations

1. Change the Generalized Future Land Use in the Downtown Plan and Comprehensive Plans to encourage more mixed-use along W Washington Ave and residential uses in the W Mifflin St area. (See land use map on page 9.)
2. Change the Maximum Building Heights Map in the Downtown Plan (see height map on page 9) to reflect land use changes.
3. Utilize setbacks and stepbacks (see setback/stepback map on page 10) to maintain a pedestrian friendly street experience while allowing added density.

New Generalized Land Use Map Recommendations

Since the Downtown Plan was adopted, changes in retail, employment, 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. A large mixed-use district centered on W Mifflin St, which is a less traveled street, seems less economically viable. A dense residential district along W Mifflin and W Dayton Streets can take advantage of public transportation options to nearby retail, educational and employment opportunities available to people who do not own cars.

The map below illustrates a desired residential use in the Mifflin Neighborhood and a strong preference for mixed-use on W Washington Ave, especially adjacent to exciting mixed-use at Bedford and Broom Streets. The cross-hatched area centered on W Washington Ave and Bassett Street illustrates that either residential uses or mixed-use could be viable, and proposals could be evaluated on a case-by-case basis.



Downtown Park

A key recommendation of the Downtown Plan was to “develop a new park near the intersections of Bassett and West Johnson streets to meet the needs of the undeserved high-density housing at this location.” This planning process recommends a new park on Bedford St, as shown on the adjacent map. More information on park recommendations can be found in the Green and Resilient Recommendations on page 21 of this plan.



Maximum Height Recommendations

This plan recommends some alterations to the existing Downtown Height Map, Section 28.071(2)(a) of the Madison Zoning Code.

As illustrated in the map below, this plan recommends the maximum height for development proposals facing W Dayton, W Main and W Doty Streets shall remain unchanged at 6 stories and 4 stories respectively.

As shown by the area bounded by the dotted yellow line in the map below, the maximum height for developments along W Mifflin St and W Washington Ave shall be four stories, with an allowance for 2 additional stories provided that they meet the required setbacks.



Recommended New Maximum Building Heights



2012 Downtown Plan Maximum Building Heights

Setback and Stepback Recommendations

This plan recommends very specific setback and stepback requirements in order to preserve the character, scale and walkability of new development as it relates to the existing neighborhood, and are illustrated in the map below.

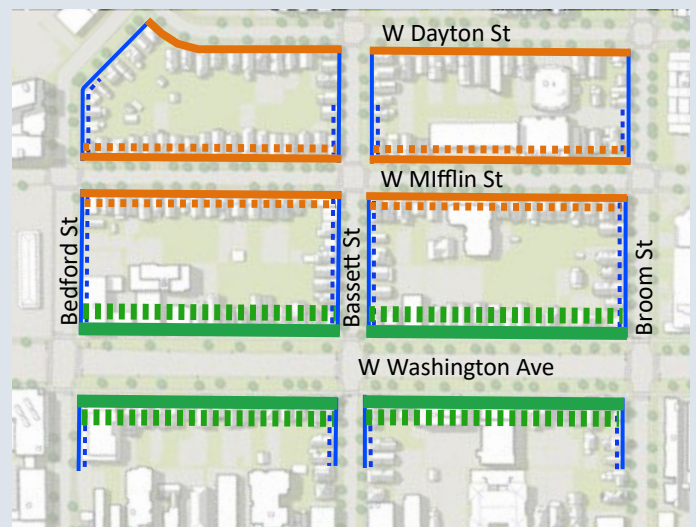
Setbacks

Setbacks for new development shall closely align with the existing and historic setbacks for the neighborhoods, and should act as a build-to line for the majority of each building face in order to maintain a consistent street wall. As it is historically appropriate in this area, porches, stoops, and entry features are allowed, and encouraged to encroach into the setback area, as allowed by the Zoning Code.

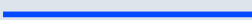
Buildings shall be setback 20 feet on West Washington, 15 feet from other all east-west facing street frontages, and 10 feet on all north-south street facing frontages.

Stepbacks

Stepback requirements are intended for any mass above 4 stories on developments proposed for areas where there is a 4+2 height limit. Upper levels above 4 stories shall be setback 30 feet from the building face on W Washington Ave, 15 feet on W Mifflin St, and 10 feet on all mass fronting on north-south streets, as illustrated below.



Building Face Setback from Property Line

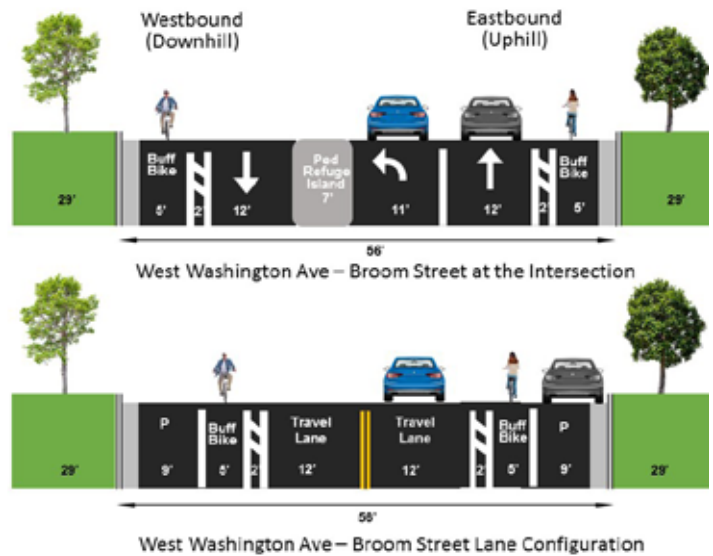
-  20 Feet on West Washington Ave
-  15 Feet on other East/West Streets
-  10 Feet on North/South Streets

Upper level Stepback above Four Stories

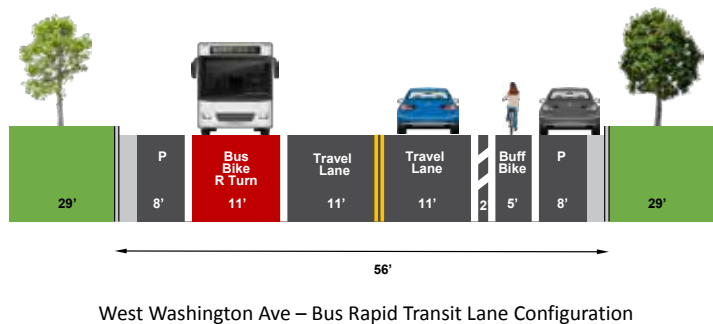
-  30 Feet on West Washington Ave
-  15 Feet on West Mifflin Street
-  10 Feet on North/South Streets

Transportation Recommendations

4. Improve the safety of all users of the transportation system, through the following recommendations:
 - a. W Washington Ave
 - i. Restripe W Washington Ave between Bedford St and Broom St as a two-lane facility with considerations for on-street parking, bike lanes and potential improvements in transit service.
 - ii. Add pedestrian refuge islands at intersections of Broom St and Bassett St.
 - iii. Pavement area should not be expanded beyond the current width of 56 feet.
 - b. W Mifflin St
 - i. Consider designating W Mifflin St as a bike boulevard and connect to the Southwest Path.
 - ii. Consider creating an on-street seasonal bike corral on W Mifflin St.
 - iii. Consider improving pedestrian and bicycle crossings at the intersection of Bassett Street and Broom St to improve the safety and visibility of pedestrians in the crosswalk.
 - c. Bassett St: Support the 2019 buffered bike lane pilot.
 - d. Pedestrian Crossings: Work with Traffic Engineering Division to consider more decorative crosswalks at lower volume intersections to visually enhance pedestrian crossings.
 - e. Transit
 - i. Support Bus Rapid Transit within or adjacent to the planning area.
 - ii. Increase rider amenities at bus stops.
5. Consider constructing an interblock Mifflin Lane within the deeper 400-500 blocks between W Washington Ave and W Mifflin St.



Example W Washington Ave Lane Configurations



Example W Washington Ave Lane Configuration for support of Bus Rapid Transit



Transit, Bicycle and Pedestrian Improvement Examples

Interblock Mifflin Lane



An inter-block lane could create a unique opportunity in the district that would facilitate redevelopment in the rear yards of existing uses, and provide a unique pedestrian experience with opportunities for lane facing residential entrances. A lane could also:

- a. Facilitate increased on-street parking capacity on W Mifflin St and W Washington Ave as individual curb cuts and driveways could be removed.
- b. Fewer driveways could aid tree canopy health and allow for more terrace trees.
- c. Could reduce vehicular/bike conflicts on Mifflin St.



Potential Mifflin Lane Concept



Comprehensive Plan Goals

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

Neighborhoods and Housing strategies that directly relate to the Mifflandia Plan include:

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

Neighborhoods and Housing Recommendations

1. Support housing redevelopment that consists of a wide mix of housing types, sizes and costs that increase amount of housing close to amenities.
2. Support affordable housing of all types, including different sizes, costs and income levels for a broad range of residents including but not limited to students, seniors, families using available incentive programs.
3. Consider Mifflandia for a permanent supportive housing project for homeless individuals, due to its close access to amenities, transit and employment opportunities.



Mifflander, Affordable Housing on Mifflin St



Affordable Housing on Bike Boulevard, Madison



*Permanent Supportive Housing Project Example
La Casa, Washington DC*



Comprehensive Plan Goals

- Madison will be a vibrant and creative city that values and builds upon its cultural and historic assets.
- Madison will have a unique character and strong sense of place in its neighborhoods and the city as a whole.

Culture and Character strategies that directly relate to the Mifflandia Plan include:

- Strategy 1: Create vibrant and inviting places through creative architecture and urban design.
- Strategy 2: Preserve historic and special places that tell the story of Madison and reflect racially and ethnically diverse cultures and histories.
- Strategy 3: Create safe and affirming community spaces that bring people together and provide social outlets for underrepresented groups.
- Strategy 5. Preserve defining views of the lakes, downtown skyline, and Capitol from publicly accessible locations.
- Strategy 6: Integrate public art throughout the city.

Culture and Character Recommendations

Inclusive and Welcoming Spaces Recommendations

1. Utilize the findings and experiences from the Mifflandia social practice artists to form the basis for policies and programs to make the neighborhood, and Downtown more welcoming to all people.
 - a. Find opportunities to make our public spaces more inclusive and welcoming.
 - b. Create and encourage spaces that do not require a literal or figurative entry fee that requires people to look, act or be perceived in a certain way in order to be accepted.

Public Art Recommendations

2. Create new opportunities for public art throughout the planning area in both traditional and innovative ways.
 - a. Consider a program to make the wide terraces along W Washington Ave an outdoor gallery for the display of permanent or rotating public art.
 - b. Encourage public art to recognize and celebrate the neighborhood’s history with regard to the 1960’s counter culture and anti-war movement.
 - c. Include art that is welcoming and represents the culture and character of Madison’s traditionally underrepresented groups.
 - d. Encourage property owners to include unique and creative art on private property
 - e. Explore art opportunities in a new downtown park, or in partnership with new development in the area.
 - f. Consider restoring, rehabilitating or reworking the mural on the side of the former Miffin Street Coop to reflect the diverse culture and history of Miffin St.



Milwaukee Terrace Art & ABC for Health Mural

Inclusive Art: Mural Alley & Hip Hop Architecture Camp

Culture and Character Recommendations Continued

Historic Preservation Recommendations

1. Support preservation of places and structures of historical significance that reflect the culture and history of Mifflandia.
 - a. Initiate the evaluation of existing potential historic resources, both as described in the 1998 Downtown Preservation Plan, below, as well as any additional resources identified during the development of the Historic Preservation Plan (currently underway), and support their designations as local landmarks.
 1. 32 N Bassett St (Reis Grocery/Mifflin Street Co-op - ABC for Health)
 2. 120 S Broom St (Brader House)
 3. 405 W Washington Ave (Baldwin House)
 4. 448 W Washington Ave (Holstein Friesian Building)
 5. 540-542 W Washington Ave (Joyce Funeral Home / Carter & Kerwin Antiques)
 6. 544-548 W Washington Ave (Arcade Pharmacy / Felly's Flowers)
 7. 550 W Washington Ave (Bassett Warehouse Apartments)
 8. 602 W Washington Ave (Illinois Central Railroad Freight Depot - UHaul)
 - b. Advise owners with potentially historic properties of the economic and tax benefits related to National Register listing.



Former Illinois Central Freight Depot



Former Holstein Friesian Building



Former Reis Grocery/Mifflin Co-op

Urban Design Recommendations

One of the directives from the Downtown Plan was to prepare design standards for new development regarding building form and streetscape standards to create a distinctive urban character and sense of place. The following detailed design guidelines will help guide new development in the neighborhood.

1. Consider the creation a new Urban Design District to ensure that new development contributes to the evolution of a unique, identifiable, and creative destination district within the City.
 - a. Use established urban design and architectural features such as porches and wide terraces, to bridge new development with existing buildings as the area changes over time.
 - b. Emphasize the importance of the public realm, including the design and character of the public-to-private transition from the street to building face.
 - c. Development should enhance the pedestrian experience of this vibrant downtown neighborhood.
 - d. Preserve and enhance the wide terraces and Capitol views along W Washington Ave.

Urban Design District Proposed General Guidelines

The following design standards and guidelines could be used as starting point for the creation of an Urban Design District intended to be the key implementation mechanism to further the Plan's core design strategies. The goal is not to create a uniform "style" or character for the street, but rather to allow the area to evolve as a unique, funky, creative and distinctive place that builds on the strengths of its culturally diverse businesses and neighborhoods. *These guidelines would be in addition to the design standards found within Madison Zoning Code Section 28.071: General Provisions for Downtown and Urban Districts.*

Design Guidelines provide standards on building height, mass and rhythm, design articulation, materials, entrances, private open space, landscaping and have a special emphasis on the public-to-private transition and sustainability. These sections would be unique to the City's Design District Ordinance, however public input stressed the importance of future sustainability and of a public realm transition as key design characteristics of the neighborhood. Urban Design guidelines can also help navigate the relationship between new development and historic structures in the neighborhood. Examples of these guidelines in use are illustrated in the building design examples on page 20 of this plan.



Urban Design District Proposed General Guidelines

The following pages outline and illustrate the main guidelines that a future urban design district should include.

Bulk Design of Buildings

Building Height, Setbacks and Stepbacks

- A. Amend the Zoning Code with new building heights, setbacks and stepbacks as recommended in this plan.
- B. Buildings shall have a minimum height of 2 stories.
- C. Required setbacks:
 - 1. Setbacks shall be considered a build-to line for a substantial portion of any street facing building façade.
 - 2. See map on page 10 for recommended setbacks
 - 3. Side-yard setbacks of at least 5 feet should be required in order to maintain building separation and pedestrian rhythm.
- D. Building stepbacks for 4+2 Blocks: Any mass above 4 stories shall have a stepback of 15 feet on W Mifflin St, 30 feet on W Washington Ave, and 10 feet on north-south streets.
 - 1. Any mass above 4 stories shall have a minimum stepback of 10 feet on all non-street facing sides.
 - 2. Any mass above 4 stories shall be designed to complement the overall building design, and use compatible materials, character and design elements.



15 ft average setback with 7 ft porch encroachments



Fifth story is setback 30 ft from street wall

Materials

- E. Exterior materials as allowed by the Zoning Code, with the exception that Exterior Insulation Finish Systems (EIFS), stucco or similar materials are prohibited.
- F. Material changes shall not be made within the same plane without a programmatic change or a minimum notable relief.
- G. Primary building materials, excluding glazing and trim elements, is limited to three different materials.



Building Entrances

- H. All ground floor residential units facing the street shall have their own street entrance (sliding doors prohibited.)
- I. All ground floor commercial uses shall have usable street facing entrances.
- J. 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 Articulation

- K. Buildings should be designed so that uses, entrances, and design elements provide amenities to enhance the visual and pedestrian character of the street.
- L. Architectural modulation shall relate to the building program and relationship to the street.
 - 1. Modulation to create porches, balconies, roof terraces, entrances and other active uses are encouraged.
 - 2. Blank building walls with little detail or variety along primary facades shall be avoided.
 - 3. Buildings shall have a positive visual termination at the top of the building.
- M. Establish a maximum building length to ensure building separation, pedestrian scale and walkability.
- N. Buildings wider than 33 feet shall be divided into vertical intervals and incorporate articulation, design and massing to respond to the historic 33 feet wide lot rhythm through the utilization of program elements such as storefronts, cafes, porches or balconies, arcades, awnings, window bays, and other methods.



Modern Mixed-use, University Avenue



Rhythm, materials, modulation, Denver

Porches and Balconies

- O. All buildings with residential units shall have front porches/entry stoops over at least approximately half of its ground floor street frontage.
- P. All street facing residential entries shall include a sizable, usable front stoop or porch area.
- Q. Balconies, porches and other elements directly connected to the principal building should be made of complementary materials and design that emphasizes the rhythm of porches and patios in the district.
- R. Porches and balconies should be well integrated within the design and provide usable open space for residential tenants.
 - 1. Establish a minimum usable depth for balconies, stoops and porches.
 - 2. Balconies should be substantially engaged with the facade, for at least half of its depth or stacked so as to be read as an architectural bay.
 - 3. Recessed balconies should be opted for where possible because they provide better privacy, better weather protection and better architectural articulation and facade depth than cantilevered balconies.



Stacked and Inset Balconies in Milwaukee



A Mix of Porches and Patios at City Row in Madison

Restoration/Preservation Activities

S. Several buildings within the planning area have historic value and interest and are noted in this plan. When considering building improvements, property owners of noted historic buildings that are not designated landmarks are encouraged to restore the original character of the building.

1. Distinguishing features of the original building should be preserved.
2. Where practical, the original masonry should be restored and missing elements such as cornices, windows and storefronts that were part of the original building design should be reconstructed.
3. New elements should be designed to complement the character, materials and design of the original building.



Restoration and Adaptive Re-use, Bedford St

Resiliency and Sustainability*

T. Include sustainable building design elements to promote energy efficiency; e.g. net zero buildings, electric vehicle charging stations, and solar ready buildings.

1. Renewable energy mechanical equipment can be design features integrated into the building design.
2. Substantial vegetative cover (green roof) or water retention cover (blue roof) are encouraged.
3. Roof-top photo-voltaic panels are encouraged.
4. Encourage Leadership in Energy and Environmental Design (LEED) Silver certification, or equivalent.
5. Encourage integration of vegetation into the built environment, such as green roofs and green walls.
6. Encourage use of sustainable building materials, i.e. wood from managed forests, natural materials.
7. On sites with designated historic structures and/or structures eligible for designation, the incorporation, preservation, or rehabilitation of such structures in the development is strongly encouraged.

U. Encourage sustainable practices in landscape and site design.

1. Permeable pavement on all paved surfaces not used for motor vehicles.
2. Salt-wise training for building maintenance staff regarding correct use of salt during winter.
3. Improve and preserve urban biodiversity and support natural habitat with native plantings
4. Improve lake and stream water quality through stormwater management guidelines, green infrastructure and adaptive stormwater management such as on-site retention, blue roof design and underground storage.

(*see page 21 for more recommendations related to Sustainability)



Mass Timber is a Sustainable Structural Material



Stormwater Retention & Sustainable Vegetation, Houston

Guidelines for the Public to Private Transition

Mifflandia has a distinctive public realm transition characterized by layered zones that transition from public to semi-public to semi-private to private that define the rhythm, character and pedestrian experience. An Urban Design District would emphasize this important attribute of the neighborhood. Developments are encouraged to activate these zones through **creative, unique, artistic and dynamic** use of art, landscaping, patios, stairs, and other design elements and amenities to foster a pedestrian friendly, welcoming, active public realm.

Public Zone

- V. The Public Zone is comprised of the terrace and sidewalk located within the public right-of-way
 1. Existing viable trees shall remain and new trees planted according to city forestry guidelines.
 2. Wide terraces on W Washington to be preserved at existing width.
 3. Establish minimum sidewalk widths, i.e.: 5 ft for residential uses, 6 ft for commercial uses.
 4. Paved terraces must follow the established City Terrace Treatment Policy Guidelines, and should only be considered for north-south streets adjacent to mixed-use developments, or limited to areas directly across from or adjacent to entrances.
 5. No circular drop-offs; single curb cuts and shared driveways are preferred.
 6. Corner developments to provide driveway access from north-south streets.

Semi-Public Zone

- W. The Semi-Public Zone is located within the setback area and guides the materials and elements in the area immediately adjacent to the right-of-way.
 1. Establish minimum vegetative cover at ground level; sustainable vegetative cover is encouraged.
 2. Zone should be activated through the use of patios, plazas, cafes, stairs, ramps, railings, art & landscape.
 3. Walkways shall be provided to connect the building entrance to the public sidewalk.
 4. Elements should be complementary to the overall building design and create a pedestrian friendly rhythm.
 5. Wider sidewalks adjacent to commercial are desired.

Semi-Private Zone

- X. The Semi-Private Zone guides the materials and elements in the 7 ft encroachment area where Zoning Code section 28.132 permits some building elements, such as porches to extend into the required setback.
 1. Establish minimum vegetative cover at ground level; sustainable vegetative cover is encouraged.
 2. Zone should be activated through the use of patios, plazas, cafes, stairs, ramps, railings, art & landscape
 3. Porches, balconies, arcades, and awnings are encouraged as allowed by Zoning Code and should emphasize the district's historic lot rhythm.
 4. Residential buildings shall have front porches/balconies along approximately half of street frontage.
 5. Non-continuous arcades, awnings, porch roofs and other allowed overhangs to emphasize historic lot rhythm.



Illustration of Design Guidelines - Residential and Mixed-Use Buildings

Urban Design Guidelines - Residential Building



Urban Design Guidelines - Mixed-Use Building





Comprehensive Plan Goals

- Madison will be a leader in stewardship of our land, air, and water resources.
- Madison will have a model park and open space system that preserves our significant natural features and offers spaces for recreation and bringing residents together.

Green and Resilient strategies that directly relate to the Mifflandia Plan include:

- Strategy 3: Increase the use and accessibility of energy efficiency upgrades and renewable energy.
- Strategy 4: Acquire parkland and upgrade park facilities to accommodate more diverse activities and gatherings.
- Strategy 6: Develop a healthy and diverse urban tree canopy.



Examples of Sustainable Landscape and Building Elements



Consider Improvements for the Senior Center Open Space

Green & Resilient Recommendations

Sustainability

1. Establish sustainable design as a core identity of the neighborhood and support this through requirements and guidelines within an Urban Design District.
 - a. Consider making Mifflandia an energy efficiency district by encouraging net zero buildings, electric vehicle charging stations, and solar ready buildings.
 - b. Improve and preserve urban biodiversity and support natural habitat with native plantings.
 - c. Improve lake and stream water quality through stormwater management guidelines, incentivizing green infrastructure and adaptive stormwater management such as on-site retention, blue roof design and underground storage.
 - d. Encourage integration of vegetation into the built environment, such as green roofs and green walls.
 - e. Consider a pilot for food scrap compost program in the neighborhood to reduce landfill waste.

Park Space

2. Preserve and enhance historic tree terrace width to provide for a healthy tree canopy.
3. Improve the open space at the City owned plaza adjacent to the Madison Senior Center to create a pocket park.
4. Support a new downtown park in a location that creates a welcoming space for diverse gathering and social events, reflects the history of the neighborhood, provides an opportunity to demonstrate urban greenspace water management and sustainability, and is reflective of the growing diversity of Madison.
 - a. Preferred Park Site: 602 W Washington Ave
The existing building is eligible to be on the National Register of Historic Places, and likely eligible for local landmark status. This parcel’s conversion to a park could provide a building with restrooms, community space for events, as well as an open space with great visibility and access to the City’s transportation infrastructure.
 - b. The City will remain open to other potential sites as properties become available.



Comprehensive Plan Goals

- Madison will have a growing, diversified economy that offers opportunity for businesses and residents to prosper.
- Madison will have equitable education and advancement opportunities that meet the needs of each resident.

Economy and Opportunity strategies that directly relate to the Mifflandia Plan include:

- Strategy 2: Ensure an adequate supply of sites for a wide variety of employers to operate and grow.
- Strategy 6: Support small businesses and cultivate entrepreneurship, especially businesses owned by underrepresented groups.

Economy and Opportunity Recommendations

1. Expand the existing entrepreneurial community located along Bedford St by allowing additional mixed-use development along W Washington Ave.
2. Concentrate employment and commercial uses in areas that best relate to existing transit, infrastructure and other amenities.



Entrepreneurial Hub in the West Rail Area



Comprehensive Plan Goals

- Madison will have efficient and reliable public utilities, facilities, and services that support all residents.
- Madison will collaborate with other governmental and non-governmental entities to improve efficiency and achieve shared goals.

Effective Government strategies that directly relate to the Mifflandia Plan include:

- Strategy 3: Locate community facilities to provide a high-level of service to all communities.
- Strategy 5: Ensure new development occurs in locations that can be efficiently served to minimize cost on the community as a whole.

Effective Government Recommendation

1. Shape policies, ordinances and programs that support City investment for transit, parks and public facilities and services to accommodate anticipated growth and development in the planning area.



Expected City growth in the next 20 years

PLAN IMPLEMENTATION MATRIX

The table below includes those recommendations, identified and prioritized by the community, that can be undertaken with minimal staff or budget resources within the next three years. The intent is to identify the parties primarily responsible for their implementation and suggest next step(s) to initiate the effort.

Recommendation	Lead Agency/Group	Next Step(s)
<i>Land Use and Transportation Recommendations</i>		
1. Change the Generalized Future Land Use in the Downtown and Comprehensive Plans to encourage more mixed-use along W Washington Ave and residential uses in the W Mifflin St area.	Planning	Begin process to change Downtown Plan and Comprehensive Plan maps.
2. Change the Maximum Building Heights Map.	Planning and Zoning	Change Downtown Maximum Height map in Zoning Code.
3. Utilize setbacks and setbacks to maintain a pedestrian friendly street experience while allowing added density.	Planning and Zoning	Add proposed setbacks to Zoning Code.
4 a. W Washington Ave <ul style="list-style-type: none"> i. Restripe W Washington Ave between Bedford and Broom Sts as a two-lane facility ii. Add pedestrian refuge islands at intersections of Broom and Bassett Sts. 	Traffic Engineering and Engineering	Traffic Engineering to start a pilot to test impacts of new lane configurations and refuge islands.
4 b. W Mifflin St <ul style="list-style-type: none"> i. Designate W Mifflin St as a bike boulevard and connect to the Southwest Path. ii. Consider creating an on-street seasonal bike corral on W Mifflin St iii. Install a rapid flashing beacon and/or continental crosswalks at the intersection of Broom St to improve the safety and visibility of pedestrians in the crosswalk. 	Traffic Engineering	Traffic Engineering to study connections, signage and budget needed to create Bike Boulevard, on-street bike corral, and rapid flashing beacons where needed.
4 c. Support buffered bike lane pilot on Bassett St.	Traffic Engineering	Continue pilot project
4 d. Pedestrian Crossings: Work with Dept. of Transportation to consider decorative crosswalks to better visually enhance pedestrian crossings.	Traffic Engineering and Planning	Explore federally allowed crosswalk enhancement options to increase visibility and creativity.
4 e. Transit: Support Bus Rapid Transit within or adjacent to the planning area and increase rider amenities at bus stops.	Metro Transit	Explore the feasibility of adding BRT and bus amenities/shelters at locations in the planning area.
5. Consider constructing an interblock Mifflin Lane within the deeper 400-500 blocks between W Washington Ave and W Mifflin St.	Planning, Engineering and Real Estate	Further explore the costs and benefits for creation of an interblock lane
<i>Neighborhoods and Housing Recommendations</i>		
1. Support housing redevelopment that consists of a wide mix of housing types, sizes and costs that increase amount of housing close to amenities.	Planning and Community Development	Consider financially supporting affordable housing projects in the planning area.
2. Support affordable housing of all types, for a broad range of residents including but not limited to students, seniors, and families.	Planning and Community Development	Consider available incentives to support affordable housing developments.
3. Consider Mifflandia for a permanent supportive housing project for homeless individuals.	Planning and Community Development	Consider Mifflin area as a prime location for a permanent supportive housing project.

Recommendation	Lead Agency/Group	Next Step(s)
<i>Culture and Character Recommendations</i>		
1. Utilize the findings and experiences from the Mifflandia social practice artists: <ol style="list-style-type: none"> Find opportunities to make our public spaces more inclusive and welcoming. Create and encourage spaces that do not require a literal or figurative entry fee. 	Planning, Parks	Conduct a Racial Equity and Social Justice Initiative review of all public projects related to planning area.
2. Create new opportunities for public art. <ol style="list-style-type: none"> W Washington Ave terrace gallery Recognize 1960's counter culture/anti-war movement Include art that is welcoming and represents the culture and character of Madison's traditionally underrepresented groups. Explore art opportunities in a downtown park Consider restoring, rehabilitating or reworking the mural on the former Mifflin Street Coop. 	Planning, Engineering, Parks	Explore budget and project requirements for an outdoor tree terrace gallery and/or ways to recognize cultural milestones of the neighborhood. Work with Parks to include inclusive art opportunities in downtown open spaces.
3. Initiate evaluation of existing historic resources and advise owners of historic properties of the economic and tax benefits of National Register listing.	Planning	Contact current owners and begin historic property evaluation.
4. Consider the creation of a new Urban Design District to ensure that new development contributes to the evolution of a unique, identifiable, and creative destination district within the City.	Planning	Begin process to establish an Urban Design District and create more detailed design requirements based on plan recommendations.
<i>Green and Resilient Recommendations</i>		
1. Establish sustainable design as a core identity of the neighborhood and support through requirements and guidelines within an Urban Design District.	Planning	Consider sustainable practices when developing Urban Design Ordinance.
2. Preserve and enhance historic tree terrace width to provide for a healthy tree canopy.	Engineering, Parks, Traffic Engineering and Planning	Maintain current terrace width and improve tree canopy where possible.
3. Improve the City owned plaza adjacent to the Madison Senior Center to create a pocket park.	Parks	Begin process to develop pocket park.
4. Support a new downtown park in a location that creates a welcome space for diverse gathering and social events, reflects the history of the neighborhood, and provides an opportunity to demonstrate sustainability.	Parks, Planning and Real Estate	Continue process to identify and purchase a suitable site for a new downtown park.
<i>Economy and Opportunity Recommendations</i>		
1. Expand the existing entrepreneurial community located along Bedford St, by allowing additional mixed-use development along W Washington Ave.	Planning, and Economic Development	Support mixed use developments along W Washington Ave.
2. Concentrate employment and commercial uses in areas that best relate to existing transit, infrastructure and other amenities.	Planning, and Economic Development	Consider use of incentives, public amenities and other polices that would support employment.
<i>Effective Government Recommendations</i>		
1. Shape policies, ordinances and programs that support City investment for transit, parks and public facilities and services to accommodate anticipated growth and development in the planning area.	City-wide	Identify policies and projects that affect the planning area.

What is Social Practice Art? How can it be used in Public Engagement?

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.

How does a gallery meeting work?

The three large public meetings were advertised as gallery events, and each had a unique experience to infuse art into planning. The City’s Planning Division collaborated with a Student Social Practice Art class for the kick-off gallery event.

At the second public meeting, participants added to the colorful squares of artist Maria Wood’s Priorities Board, and Emily Popp drew cartooned illustrations of participants’ visions for the neighborhood.

The final gallery meeting was the culmination of several months of work by the professional social practice artists. Artists presented their findings from their respective events and projects, and further engaged participants in interactive experiences.



Plan Kick-off Meeting Gallery Experience

The October 2018 Public Kick-off Meeting included an gallery experience thanks to student artists from the University of Wisconsin Art Department. The students explored ideas that were important to them, including sustainability, what makes a student neighborhood viable and important, and what is the value of porches in a neighborhood like Mifflandia.



**Social Practice Art Class:
“How to Live? Art, Ethics and the Everyday”
Instructor: Michael Peterson**

Class Description: How does daily life inform creativity? How can creative practice sustain and transform how we live? How can art tie our individual well-being to the beauty and happiness of others? This studio art course uses interactive art-making to explore the daily activities of living, our choices as citizens, friends, consumers, and loved ones, and the value in considering ethics and aesthetics as social rather than individual challenges. The premise of the course is that paying attention to the creativity of daily life can make contributions big and small, to personal health, public policy, business practices, or political action.

Rob Dz The RELATE Room

The purpose of The RELATE Room was to encourage members of our community to come together to brainstorm on ideas and issues to make Madison a truly inclusive community. These conversations help to push the envelope on making Madison the progressive city that it claims to be. Over 50 people attended a Friday evening social event, and 50 more through an online forum to explore what they think will make Madison feel like home, for all.

Participants explored different themes of music and conversation including Economics, Education & Access and Social Elevation. They demonstrated the importance of representation in public spaces and art, and being able to see themselves in spaces that are welcoming to people of all colors and ethnicities. There was an emphasis on the need for free places and activities that do not have an entry fee or require people to make a purchase.



@iamrobdz

Hip Hop Artist with ties to the Public Library Bubbler, Boys and Girls Club, Nehemiah Center, Joining Forces for Families, as well as teaching audio production and personal branding to area youth and incarcerated juveniles.

Borealis CITIZEN CITYZINE

This zine contains excerpts from interviews that artist Borealis conducted with peer queers in and around the Mifflin neighborhood. Borealis asked LGBTQ+ interviewees to imagine an ideal neighborhood in whatever terms were appropriate and interesting to them, addressing their primary concerns about and hopes for city planning in Madison. A city survey helped guide many of the conversational prompts, although the zine represents hours of collective imagining sparked by a queer urge to organize. We hope that the ideas shared in the zine will help shed light on opinions concerning development all around Madison, including incorporating more art, open spaces, and social supports within neighborhoods. Included in this zine are instant images taken during the Thresholds Mapping component of Mifflandia, facilitated by Anwar Floyd-Pruitt and Emily Popp.

The zine can be read in its entirety at:
www.cityofmadison.com/mifflandia



alauraborealisart.com

Queer and feminist artist, writer, Educator and Outreach Director at the Arts + Literature Laboratory. Their major creative works are transdisciplinary, social, and performative, while day to day projects work through questions in small visual experiments.



City of Madison

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

Legislation Text

File #: 56838, **Version:** 1

No additional City appropriation is required with the adoption of the Mifflandia Neighborhood Plan. Implementing recommendations within the Plan will require the inclusion of expenditures in future capital and operating budgets, subject to Common Council approval at that time.

Adopting the Mifflandia Neighborhood Plan as a supplement to the Comprehensive Plan and the Downtown Plan and directing staff to implement the recommendations contained in the plan.

WHEREAS, the Downtown Plan was adopted in July, 2012 (Legistar File # 24468) and contained recommendations for the Mifflin and West Washington areas, including to “Prepare a detailed development concept plan, design standards, and a comprehensive implementation strategy to guide future redevelopment. Recommendations may include building form as well as streetscape design standards to help create a distinctive urban character and sense of place;” and

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’s Future Land Use Map includes a note referring to the Downtown Plan for guidance on issues such as viewshed preservation, mix of land uses, building design standards (including heights and setbacks/setbacks), streetscape design; and other land use and design elements; and

WHEREAS, in July, 2018, the Common Council adopted a resolution (Legistar File # 51892), authorizing the development of a special area plan for the greater West Mifflin/West Washington area; and

WHEREAS, the Mifflandia Neighborhood Plan is the special area plan that focused on implementing the recommendations of the Downtown Plan and Comprehensive Plan for the area generally centered on the 400-500 blocks of W Mifflin St and W Washington Ave; and

WHEREAS, the Mifflandia Plan process utilized multiple traditional public engagement activities (public meetings, focus groups, surveys, etc.) as well as integrated social practice artists as a way to involve stakeholders who are less likely to partake in more traditional planning activities; and

WHEREAS, the Mifflandia Plan is organized by the Comprehensive Plan topics and includes notable recommendations including:

- Altering the Generalized Future Land Use Map in the Comprehensive Plan and Downtown Plan;
- adjusting the Maximum Building Heights Map in the Downtown Plan;
- establishing building setbacks and setbacks along street frontages;
- enhancing street design and improving bicycle and pedestrian safety;
- creating an urban design district; and
- identifying a preferred location for a new park.

NOW, THEREFORE BE IT RESOLVED, that the Mifflandia Plan is hereby adopted as a supplement to the Comprehensive Plan and Downtown Plan.

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