



Department of Planning & Community & Economic Development

## Planning Division

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July 1, 2021

To: Plan Commission

From: Planning Division Staff (Brian Grady and Linda Horvath)

RE: July 8, 2021 Plan Commission Work Session regarding Planning Framework Proposal

The July 8, 2021 Plan Commission Work Session will focus on the Planning Division's proposed shift in the City of Madison's sub-area planning framework to include thirteen "District Plans" that would cover the entire City, be updated on a recurring schedule, and would be considered the guiding plan for future land use and major public infrastructure investment. Currently, in addition to the City's Comprehensive Plan, Madison has a wide variety of adopted sub-area plans that vary in title, size, scope, and level of specificity. While lacking full citywide coverage, some plans overlap with others, which can lead to confusion for residents and property owners regarding expectations for future development, redevelopment, preservation, and infrastructure investment. This effort is meant to simplify and standardize sub-area planning in Madison, while still allowing for a small number of more specific, strategic, and/or time-sensitive planning efforts to take place in smaller geographic areas.

### 1. Goals and Benefits of this Planning Framework

- Discrete plan geographies
- More standardized plans relating to broader, citywide perspective while considering special area needs and circumstances
- Full citywide coverage:
  - Land use/building height recommendations
  - Infrastructure recommendations
- More frequent plan updates
- Replace decennial updates to the Comprehensive Plan GFLU Map
- Mechanism to retire sub-area plans that may not reflect current City policy/priorities

## 2. Examples of How Other Cities Approach their Planning

Staff previously shared examples of how other cities approach their planning efforts. Below is a brief overview for several cities Planning Division staff contacted.

City	Comprehensive Plan	Sub-area Plans	Unique Features
Minneapolis, MN	<ul style="list-style-type: none"> <li>Comprehensive Plan with Future Land Use and Built Form Maps</li> </ul>	<ul style="list-style-type: none"> <li>Focus on strategic planning</li> <li>Prep time varies</li> </ul>	<ul style="list-style-type: none"> <li>Continuing trend toward by-right development and administrative approvals</li> <li>Retired small area plans for development review purposes</li> </ul>
Denver, CO	<ul style="list-style-type: none"> <li>Blueprint Denver</li> </ul>	<ul style="list-style-type: none"> <li>Neighborhood Plans for 19 Districts.</li> <li><a href="#">Neighborhood Planning Initiative</a> adopted as part of Blueprint Denver-automatic update</li> <li>24 mos. or more</li> </ul>	<ul style="list-style-type: none"> <li>Plan Need Analysis</li> <li>Informal Steering Committee</li> </ul>
Milwaukee, WI	<ul style="list-style-type: none"> <li>Comprehensive Plan comprised of 14 Neighborhood Plans</li> </ul>	<ul style="list-style-type: none"> <li>14 adopted Neighborhood Plans</li> <li>Prep time varies</li> </ul>	<ul style="list-style-type: none"> <li>Private fundraising</li> <li>Community partners</li> </ul>
Raleigh, NC	<ul style="list-style-type: none"> <li>Comprehensive Plan with Growth Framework, Future Land Use and Built Form Maps</li> </ul>	<ul style="list-style-type: none"> <li>28 Area Plans adopted into Comprehensive Plan</li> <li><a href="#">International Association for Public Participation (IAP2)</a> “Collaborate” level</li> <li>9-18 mos.</li> </ul>	<ul style="list-style-type: none"> <li>Online Prioritization Tool for schedule of area plans-Council makes final decision</li> </ul>

### **3. Comparison Between Types of Plans**

This table provides an overview of the Plan Structure & Content for the Comprehensive Plan, a District Plan and other sub-area plans.

	Comprehensive	Sub-Area Plans	
	Plan	District Plan*	Other Sub-Area Plans**
Coverage	City Wide		Finer Grain 
Population	All	Generally >20,000 persons	Generally <10,000 persons
Plan Horizon	20 years	20 years	10-15 years
Update Frequency	Approx. 10 Years	Approx. 10 years	--
Plan Preparation Timeframe	1.5 years	18 months initially, 12 months thereafter	12-24 months
Plan Strategies Specificity	General		More Specific 
Bus, Pedestrian, Bicycle Systems		✓	✓ more detailed recommendations
Community Services & Programs			✓
Development Form – Height, Setbacks, & Guidelines		✓ maximum building heights	✓ could include design guidelines, setbacks
Economic Development			✓
Historic & Cultural Resources		✓ scan for historic and culturally significant sites	
Housing		✓	✓
Community Facilities		✓	✓
Land Use		✓	Now in District Plan
Parks, Trees, Recreational Programming		✓ identify new park locations, type and size	✓ details of park facilities and programming***
Pedestrian Safety, Sidewalks, Lighting			✓
Personal Safety			✓
Redevelopment Sites & Concepts		✓ identify sites	✓ could include site details
Stormwater		✓	Now in District Plan
Streets		✓	Now in District Plan
Utilities		✓	
RESJI Analysis		Fast Track	Comprehensive
Evaluation & Tracking System		✓	✓

#### **4. Identifying Plan Content and Level of Specificity in District Plans**

As staff continues to refine the Planning District proposal, the primary focus is on establishing the appropriate scope—specifically the topic areas that will be covered and the level of specificity in a District Plan’s recommendations. Generally, staff envisions District Plans as a hybrid between the City’s Neighborhood Development Plans and Plans that have been adopted for interior parts of the City. These two approaches are summarized below:

Neighborhood Development Plans (NDPs) are geared toward largely undeveloped areas and generally recommend future land uses and street patterns for when development occurs. NDPs rely heavily on mapped recommendations, which are implemented by the private sector through development and the City through the extension of infrastructure and City services.

Sub-Area Plans in interior parts of the City that are generally already developed have focused on improvements that can be made over the course of a decade or so by local government, non-profit organizations, residents, and the private sector. Examples of these plans include neighborhood plans, special area plans, and corridor plans. These plans typically include more specific recommendations than NDP—addressing land use, redevelopment, design, placemaking, and capacity building.

Recommendations in many of these plans include a focus on implementation and include details such as: 1) priority, 2) estimated cost, 3) proposed timeframe, and lead implementation City agency or external entity. The Planning Division has recently reinstated a tracking system for City agencies to report progress made in implementing recommendations. This tracking system is an important tool to emphasize the importance of prioritizing recommendations, given finite resources.

#### **5. Considering Recommendations in Existing Underlying Sub-Area Plans**

Recommendations in existing underlying Sub-Area Plans, that are within the scope of District Plans (land use, zoning, building height, transportation), will be reviewed and considered as a District Plan is developed. Recommendations that are outside the scope of District Plans will not be incorporated into the District Plan, but will remain in underlying sub-area plans unless they are retired.

#### **6. Sub-Area Plan Potential Retirement**

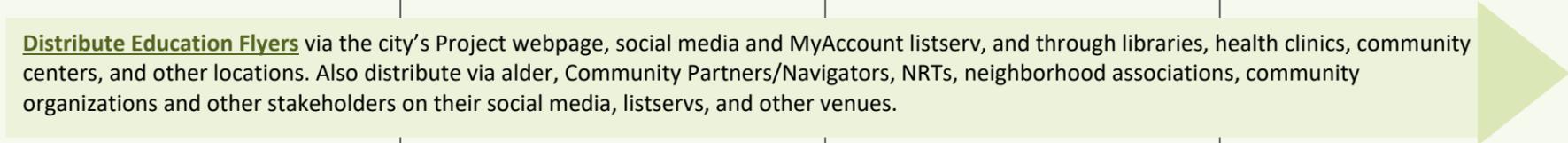
The Sub-Area Plan Retirement overview on page 126 of the [Comprehensive Plan](#) (PDF page 130 of 185) describes the complexity and confusion that results from overlapping Sub-Area Plans. The District Planning process provides an opportunity to review and consider older Sub-Area Plans for potential retirement as outlined in this section of the Comprehensive Plan. Staff will propose a process to consider Plan retirement as part of the resolution authorizing a District Plan.

## **7. District Plan Public Participation Outline**

This table provides a general outline for notifying the community of a District Plan process and for gaining specific feedback to guide the Plan's recommendations.

# DRAFT District Plan – Public Participation

(Conduct RESJ Analysis of District Plan Approach and Public Participation Plan and coordinate w/RESJ Community Connections Team)

Timeline	January-February	March	April-August	September-December	January-June	July and beyond
<b>PLAN STAGES</b>	<b>1. Authorizing Resolution, Project Scope and Schedule + Background Info, Data, and Public Participation Plan</b>	<b>2. Issues, Opportunities, Priorities and Values</b>	<b>3. Draft Land Use, Transportation, Parks and Open Space, and Community Facilities Concept</b>	<b>4. Draft Plan and Implementation/ Action Steps</b>	<b>5. Final Draft Plan and City Review and Adoption</b>	<b>6. Implementation and Monitoring</b>
<b>Inform and Build Awareness</b>  <b>External</b>	<p><b>Identify Key Stakeholders (January)</b></p> <ul style="list-style-type: none"> <li>Use Community Profile to identify key internal and external stakeholders; build contact lists</li> <li>Identify list of potential Community Partners/Neighborhood Navigators</li> </ul> <p><b>RFP for Community Partners/Navigators and Social Practice Artists (January)</b></p> <ul style="list-style-type: none"> <li>Develop and distribute RFP</li> <li>Host orientation workshop</li> </ul> <p><b>Kickoff Emails, Social Media and Other Outreach (January)</b></p> <ul style="list-style-type: none"> <li>Launch Project website</li> <li>Inform key stakeholders and larger study area of plan</li> <li>Distribute info cards at neighborhood and other community events</li> <li>Announce planning process via city’s MyAccount listserv and social media; and through neighborhoods, community groups, centers of worship, schools, Neighborhood Resource Teams, and other stakeholders</li> <li><b>Education Flyer 1 (distribute in January)</b> planning process description, benefit, outcome, and invitation to Public Open House I</li> </ul>	<p><b>Education Flyer 2 (March)</b> existing conditions, future trends, issues, opportunities, priorities and values</p>	<p><b>Education Flyer 3 (July)</b> link to draft plan concept, invitation to Public Open House II</p>	<p><b>Education Flyer 4 (October)</b> link to complete draft plan and highlights of recommendations and invite to Open House III</p>	<p><b>Education Flyer 5 (January)</b> final draft plan link and highlights, City review and approval process with opportunities to submit public comments and offer support for plan</p>	<p><b>Provide Implementation Status Report to Plan Commission and Key Stakeholders</b> (determine schedule of updates and possibilities for posting on city’s webpage)</p>
<b>Input / Consult</b>  <b>Internal</b>	<p><b>Introduce Project at Mayor’s Planning Team Meeting (January)</b></p> <p><b>Interagency Staff Team Outreach (January)</b> Send email request and host individual meetings to gather current and future issues, opportunities and proposed capital improvements</p>		<p><b>Mayor’s Planning Team and PWI (June)</b> <b>Present to Plan Commission (July)</b></p>	<p><b>Present to Plan Commission (September) Inter-Agency Staff Team Meeting #3 (October)</b></p>		
<p><b>Distribute Education Flyers</b> via the city’s Project webpage, social media and MyAccount listserv, and through libraries, health clinics, community centers, and other locations. Also distribute via alder, Community Partners/Navigators, NRTs, neighborhood associations, community organizations and other stakeholders on their social media, listservs, and other venues.</p> 						

	<p><b><u>Interagency Staff Team Kickoff Meeting (February)</u></b> Host kickoff meeting to introduce agencies to planning process, define their roles and, review and discuss background information, issues and opportunities</p>		<p><b><u>Inter-Agency Staff Team Meeting #2 (June)</u></b> Review and finalize draft concept materials</p>			
External	<p><b><u>Key Stakeholder Interviews (February)</u></b> Meet with large scale property and business owners, Neighborhood Resource Team leaders of plan area, neighborhood and community group leaders, centers of worship, schools, community centers and others as relevant to gather data and explore trends, issues and opportunities (combination of virtual and in-person options)</p> <p><b><u>Resident Survey on Values and Issues (February)</u></b> Distribute survey on values and issues using city Project webpage, alder, social media and MyAccount listserv, along with stakeholders listed above; mail postcard to residents with survey link</p> <p><b><u>Ask question –</u></b> What would you like to see? Here’s how you can tell us.</p>	<p><b><u>Focus Group Series I - Community Partners (March)</u></b> Further explore issues, opportunities and values from typically underrepresented groups at a series of focus groups (combination of virtual and in-person options)</p> <p><b><u>Social Practice Artists (March)</u></b> Host engagement activities and events to introduce typically underrepresented groups to the planning process and to gather issues, opportunities and values (combination of virtual and in-person options)</p> <p><b><u>Public Open House I (March)</u></b> Provide education, community data review, values exploration, issue and opportunity gathering and prioritization (in-person meeting shown live on social media and other platforms, along with interactive webpage activities, surveys and other virtual feedback opportunities)</p> <p><b><u>NRT Meeting I (March)</u></b> Present plan area and explore issues, opportunities and values with group</p> <p><b><u>Multi-family property owners/managers (March)</u></b> Identify current/changing tenant profile, future investments and locational assets</p> <p><b><u>Business survey/walk (March)</u></b> Identify business interests, concerns, and future plans</p>	<p><b><u>Meetings with Key Stakeholders (June-July)</u></b> Discuss and solicit comments on draft plan concepts and implementation steps (combination of virtual and in-person options)</p> <p><b><u>Focus Groups Series II -Community Partners (June-July)</u></b> Present draft plan concept at a series of focus group discussions; also offer to present and gather feedback at events and activities of typically underrepresented groups (combination of virtual and in-person options)</p> <p><b><u>Public Open House II (August)</u></b> Present draft plan concepts and invite public input (in-person meeting shown on live on social media and other platforms, along with interactive webpage activities, surveys and other virtual feedback opportunities)</p> <p><b><u>Invite further public input (August)</u></b> on draft plan concepts</p> <p><b><u>Distribute link to drafts</u></b> through alder, city’s Project webpage, social media and MyAccount listserv, stakeholder social media and other outlets, and show drafts in public locations such as libraries, community centers, public health clinics and others</p> <p><b><u>NRT Meeting II (July)</u></b> Present draft plan concept at NRT meeting and ask for feedback</p>	<p><b><u>Focus Group Series III - Community Partners (October)</u></b> Present draft plan through series of focus group discussions, and offer to present and gather feedback at events and activities of typically underrepresented groups (combination of virtual and in-person options)</p> <p><b><u>Public Open House III (November)</u></b> Present draft plan and implementation plan and invite public input (in-person meeting shown live on social media and other platforms, along with interactive webpage activities, surveys and other virtual feedback opportunities)</p> <p><b><u>Invite further public input (November)</u></b> on draft plan</p> <p><b><u>NRT Meeting III (October)</u></b> Present draft plan at NRT meeting and ask for feedback</p>	<p><b><u>Invite public comment (January-June)</u></b> on final draft plan during city review and approval process (Community Partners and stakeholders coordinate public comment with constituencies and show live meetings in public venues)</p>	<p><b><u>Invite key stakeholder and community partner involvement in implementation as identified in plan</u></b></p>

## 8. Proposed District Plan Budget

District Plans will cover the entire City and apply to all City residents. This modified approach may require an increase to the Planning Division's budget to accommodate increased interaction with residents through District Planning efforts. Regular updates to District Plans also provide a consistent venue that other City Departments could utilize to increase awareness and inform residents about other City initiatives. This potential collaboration among Departments could result in overall lower costs to the City and increased effectiveness when viewed from the perspective of residents.

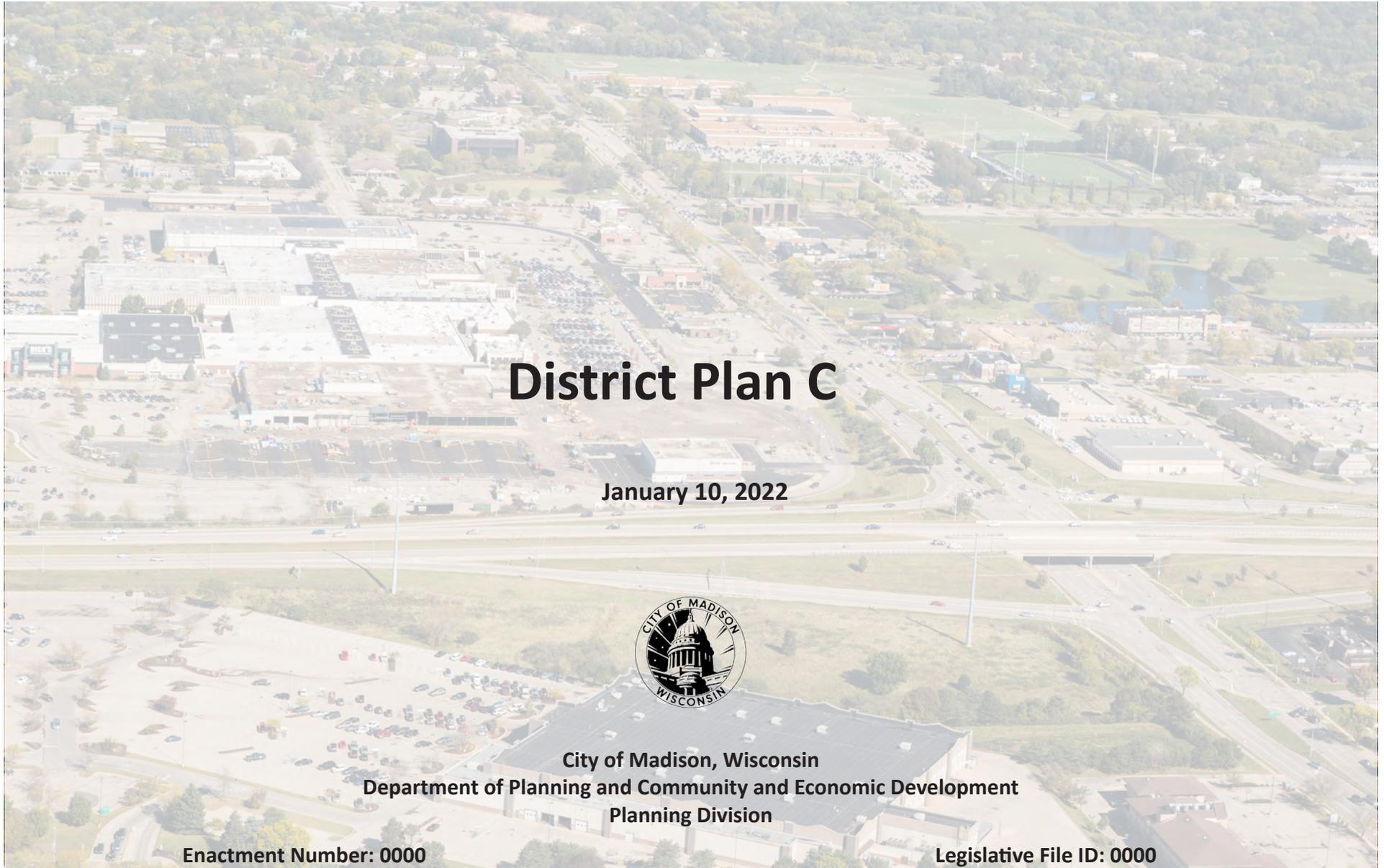
The budget will vary for each District Plan (including any imbedded sub-area plans) based on the number of residents in the planning area and the overall volume of interaction with stakeholders. The City will also need to determine whether outside expertise is needed for an upcoming District Plan for a market study, transportation analysis or other activity.

<b>District Plan Budget (Typical)</b>	
Postcard notification mailing, Printing	\$3,000-\$11,000
Public Meetings (3-6 meetings @ \$1,000 each for room rental, childcare, food)	\$3,000-\$6,000
Community Partners - local community organizations, social practice artists, other	\$15,000
Marketing, Other Public Engagement opportunities	\$3,000
Consultant (if applicable): Market Study / Transportation Analysis / Other	\$15,000
<b>Total</b>	<b>\$39,000-\$50,000</b>

## **9. District Plan Mockup and Maps**

This mockup illustrates how a District Plan could begin to take shape. It includes a series of hypothetical example maps for Planning District C.

# ***DRAFT - Hypothetical Plan Layout***



**\* Please note this is a Mock Up for a District Plan example not an actual Planning Document**

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# ACKNOWLEDGMENTS

## STAFF TEAM

- .....
- .....
- .....
- .....

## KEY STAKEHOLDERS

- .....
- .....

## COMMUNITY PARTNERS/NEIGHBORHOOD NAVIGATORS

- .....
- .....
- .....

## INTER-AGENCY STAFF TEAM

- .....
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## INTRODUCTION

In 2021 the Planning Division created a Planning Framework that established 13 discrete geographies or districts that cover the entire City. **See Figure 1: District Plan Geographies.** One of the goals of establishing this framework was to have a more equitable process for planning for the City.

The District Plans will function as a supplement to the City of Madison's Comprehensive Plan with more detailed recommendations for the specific geographic area. They will be updated on a 10 year schedule and will be used to update the Generalized Future Land Use Map (GFLU) of the Comprehensive Plan.

These District Plans will be used as a guide for land use, subdivisions, zoning, transportation and other proposed public infrastructure investments within the planning area

This Planning effort is to develop the plan for District

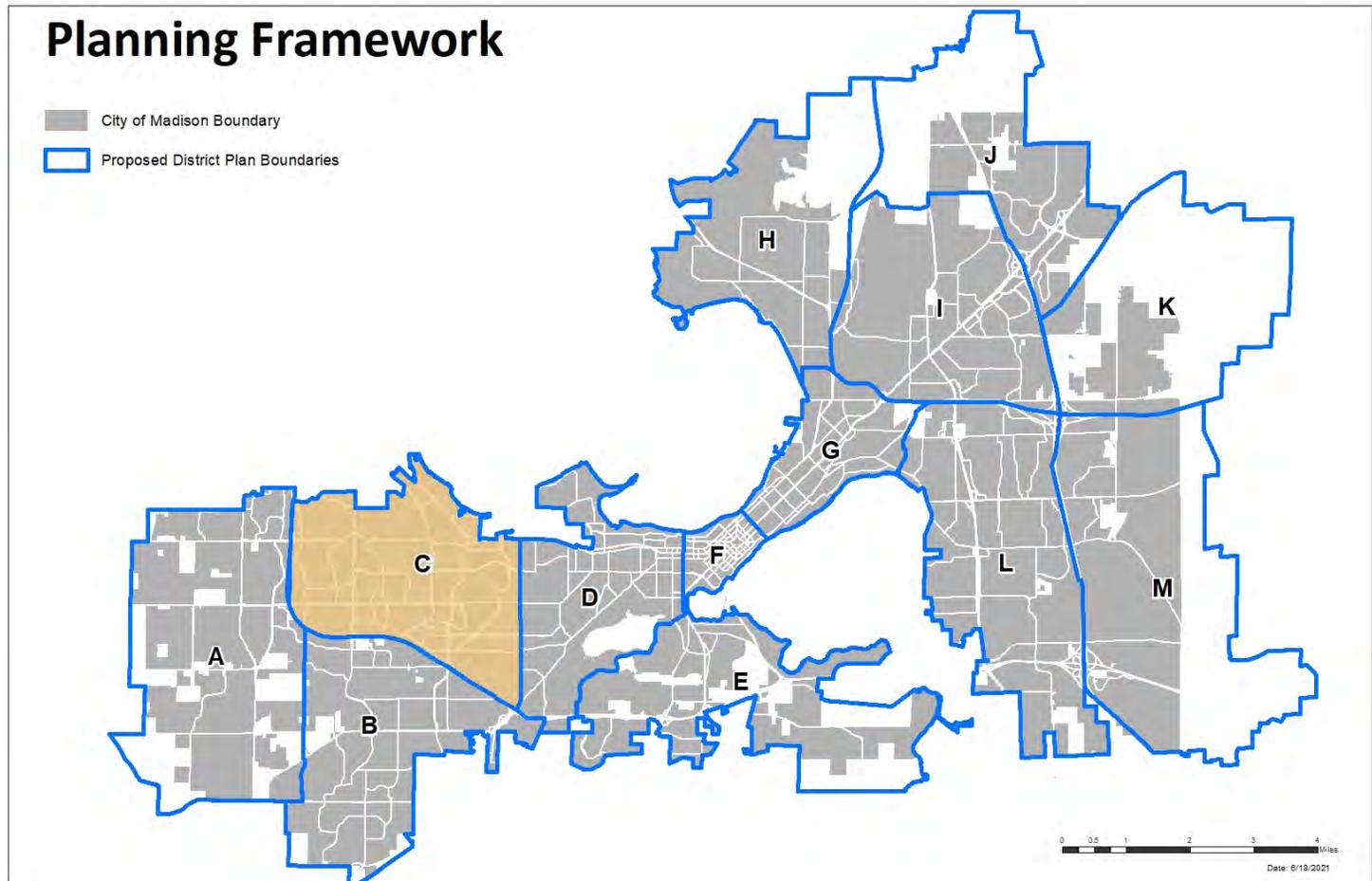


Figure 1: District Plan Geographies

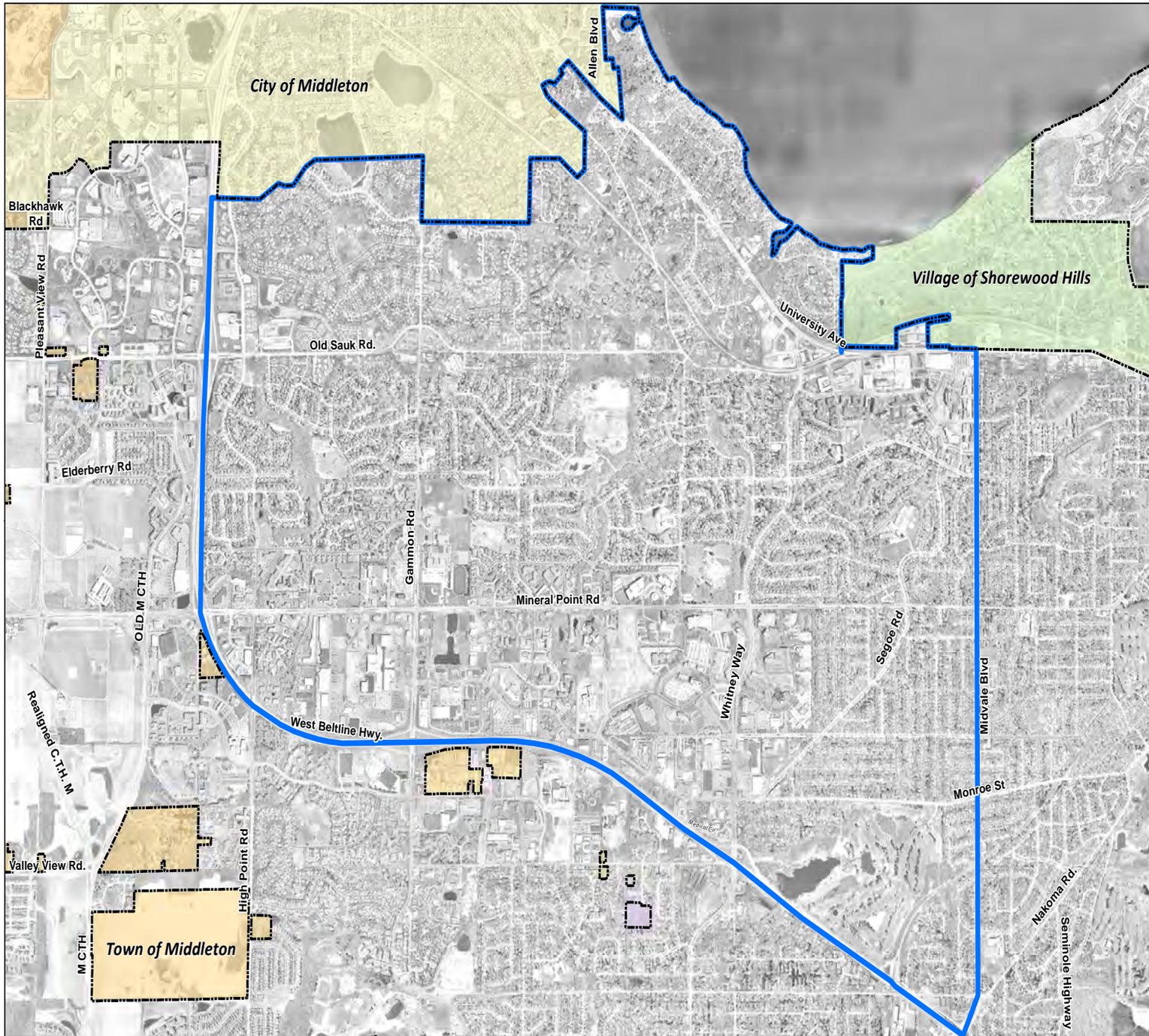
C. The District C planning area is generally bounded by City municipal boundaries (north), Midvale Blvd (east) and Beltline Highway (west and south). **See Map 1: Planning Area.** The District C Plan Boundary encompasses approximately 5,588 acres. The District Plan will be used to guide future development by providing City staff and elected and appointed officials a basis for reviewing private development proposals that may be submitted in the future.

**DRAFT**

Map 1: Planning Area

District Plan C

-  City of Madison Boundary
-  District Boundary
-  City of Middleton
-  Town of Madison
-  Town of Middleton
-  Village of Shorewood Hills



City of Madison Planning Division  
Date: 6/17/2021

Source Info: Dane County LIO, Madison Planning Division  
Path: M:\Planning Division\Projects - Planning Department\Planning Framework\MXD\Final\_Draft\_Maps\Map\_Mockups\Map\_1\_Planning\_Area.mxd



## PUBLIC PARTICIPATION

The Planning team used a variety of traditional and non-traditional public engagement efforts throughout the planning process.

The Public Participation process included the participation of District property owners and residents, City officials, and other affected groups and individuals. The Plan used many methods and techniques for public engagement in the process.

The primary methods used are summarized below:

- Public Meetings
- Website
- Community Navigators
- Social Practice Artists



Example Image: Illustrate Public Participation during planning process

Insert Image

Include feedback received

## BACKGROUND

There are xxxx people living within the planning area. The Planning Area’s demographics are explained by a data info-graphic. **See Figure 2. Map 9: Existing Demographics and Future Projections** shows the demographic distribution for this area and the projected population increase by 2050.

District C is surrounded by several other municipalities such as City of Middleton, Village of Shorewood Hills and Town of Middleton. The Municipal Boundary of City of Madison and the adjacent municipalities is shown on **Map 2: Municipal Jurisdiction**.

In terms of natural and environmental features District C has several natural features. See **Map 3: Natural Features** and **Map 4: Elevation Model** that illustrate the natural features and topography of this area.

The planning area comprises of approximately 5,588 acres and is mostly developed. In terms of Land Uses, most of lands within the Planning Area are Residential Uses. For existing land uses in this area see **Map 5: Existing Land Use**.

The planning area includes several major transportation corridors. The south west side of the planning area includes the West Towne Mall area that has large block sizes that limits street connectivity and a ped/bike network. **Map 6: Existing Transportation Network** describes the existing transportation network in the planning

Insert Infographic

FIGURE 2: DEMOGRAPHIC PROFILE

area.

The planning area includes lands which fall under several different zoning districts. **Map 7: Existing Zoning** shows the different zoning districts in the planning area.

The District Plan C builds off previous planning efforts in this area. The previous plans and studies that were referenced for this planning effort are included in **Appendix 4**. The planning area does not have any Local Historic Districts however has two Urban Design Districts. For existing plans and districts see **Map 8: Existing Plans and Districts**.

The 2018 Comprehensive Plan’s Generalized Future LandUse Map shows the general land uses recommended for this area. See **Map 10: Comprehensive Plan Generalized Future Land Use** for 2018 Comprehensive Plan’s recommendations for this area.

See **Map 11: Community Assets** for the various community assets and public services such as Libraries, Police Stations and so on within the planning area.

In terms of School Districts, majority of the planning area falls within MMSD (Madison Metropolitan School District) with the exception of a small portion that falls within the Middleton-Cross Plains Area School District.

## RECOMMENDATIONS

### LAND USE

A General Development Concept is shown on **Map 13: Land Use and Street Plan** that identifies the Future Land Uses and Street Network. It demonstrates the City’s long-range view of how particular properties should be configured and developed over time, and identifies each area’s function and character in more detail. It ensures that adjacent properties develop in a cohesive manner. These areas are conceptual. Modifications may be considered as specific developments are proposed, if the general land use pattern is consistent with the Plan.

There are currently xxxx dwelling units within the planning area. If all lands within District C recommended for residential and mixed-use development were built out at densities estimated in the Plan, there would be xxxx dwelling units of all types in the planning area. This is a general estimate for planning purposes and the number of future dwelling units depends on the amount of land developed with residential use and the actual density of individual projects. See Table 2 for Units per Acre and Building Height Range.

**Table 2: Recommended Land Uses**

Land Use	Acres	Percent of Total	Building Heights Range	Comprehensive Plan GFLU Category
Housing Mix 1 ( 0-8 du/ac)			1-2	Low Residential (LR)
Housing Mix 2 (9-20 du/ac)			1-3	Low-Medium Residential (LMR)
Housing Mix 3 (21-40 du/ac)			2-4	Medium Residential (MR)
Housing Mix 4 (41-70 du/ac)			3-5	Medium Residential (MR)
Housing Mix 5 (71-100 du/ac)			4-8	High Residential (HR)
Housing Mix 6 (101+ du/ac)			8-12	High Residential (HR)
Neighborhood Mixed Use			2-4	Neighborhood Mixed Use (NMU)
Community Mixed Use			2-6	Community Mixed Use (CMU)
Regional Mixed Use			2-12	Regional Mixed Use (RMU)
Neighborhood Retail and Service				General Commercial (GC)
Community Retail and Service				General Commercial (GC)
Regional Retail and Service				General Commercial (GC)
Employment				Employment (E)
Industrial				Industrial (I)
Utilities				Industrial (I)
Institutional				Special Institutional (SI)

Land Use	Acres	Percent of Total	Building Heights Range	Comprehensive Plan GFLU Category
Park				Parks and Open Space (P)
Stormwater and Other Open Space				Parks and Open Space (P)

#### BUILDING FORM - DESIGN GUIDELINES

This plan recommends very specific building form and design guidelines such as the maximum building height, setback and stepback requirements in order to preserve the character, scale and walkability of new development as it relates to the existing neighborhoods. See **Map 13: Land Use and Steet Plan** for the maximum building height recommendations.

#### PARKS AND OPEN SPACE

Parks are located to provide open space and recreational opportunities to nearby residents. Specific amenities and programming will be determined through a Parks Division master planning process. The Planning Area currently has several Parks serving the residents living in this area. **Map 14: Parks and Open Space Plan** shows the existing parks and also future Parks and opens spaces recommended for this area. The plan recommends the creation of xxx new parks in this area. The plan also recommends xxx improvements in xxx parks as shown on Map 14. Detailed recommendations and implementation for the park are included in **Table 4**.

#### TRANSPORTATION

The plan seeks to create and significantly improve the transportation infrastructure through a connected street network and multimodal transportation options. See **Map 15: Transportation Plan** for the Transportation recommendations of the plan. As shown on Map 15, it is recommended that on-street bicycle facilities be added to several streets, shared-use paths are recommended in xxx locations. To improve pedestrian safety and comfort, small scale improvements on existing streets such as adding crosswalks, pedestrian refuge islands, rapid flashing beacons (RRFB) and other pedestrian infrastructure are recommended in xxx locations.

#### COMMUNITY FACILITIES

Community facilities provide the services and infrastructure to meet the needs of the planning area residents. The Planning Area currently has several community facilities such as libraries, fire stations, police stations, schools, community centers and so on serving this area. See **Map 11. Community Assets**.

#### UTILITIES

**Map 16: Utilities** shows the existing availability of water, sewer and storm water infrastructure in this area. The entire planning area is already within the Central Urban Service Area which means it can be provided with municipal utilities and services. The map also illustrates future expansion of water and sewer infrastructure as development continues to occur in this area.

## PLAN IMPLEMENTATION

### PLAN ADOPTION

The District Plan will be adopted as a supplement to the City of Madison Comprehensive Plan. It will become the Comprehensive Plan’s Generalized Future Land Use Plan map.

### PROACTIVE REZONING AND OFFICIAL MAPPING

The Plan is recommending proactive rezoning of certain properties within the planning area to simplify the process and allow uses recommended in this plan as permitted uses. See **Map 17: Official Mapping and Proactive Rezoning** for the proposed plan recommendations.

### PLAN IMPLEMENTATION MATRIX

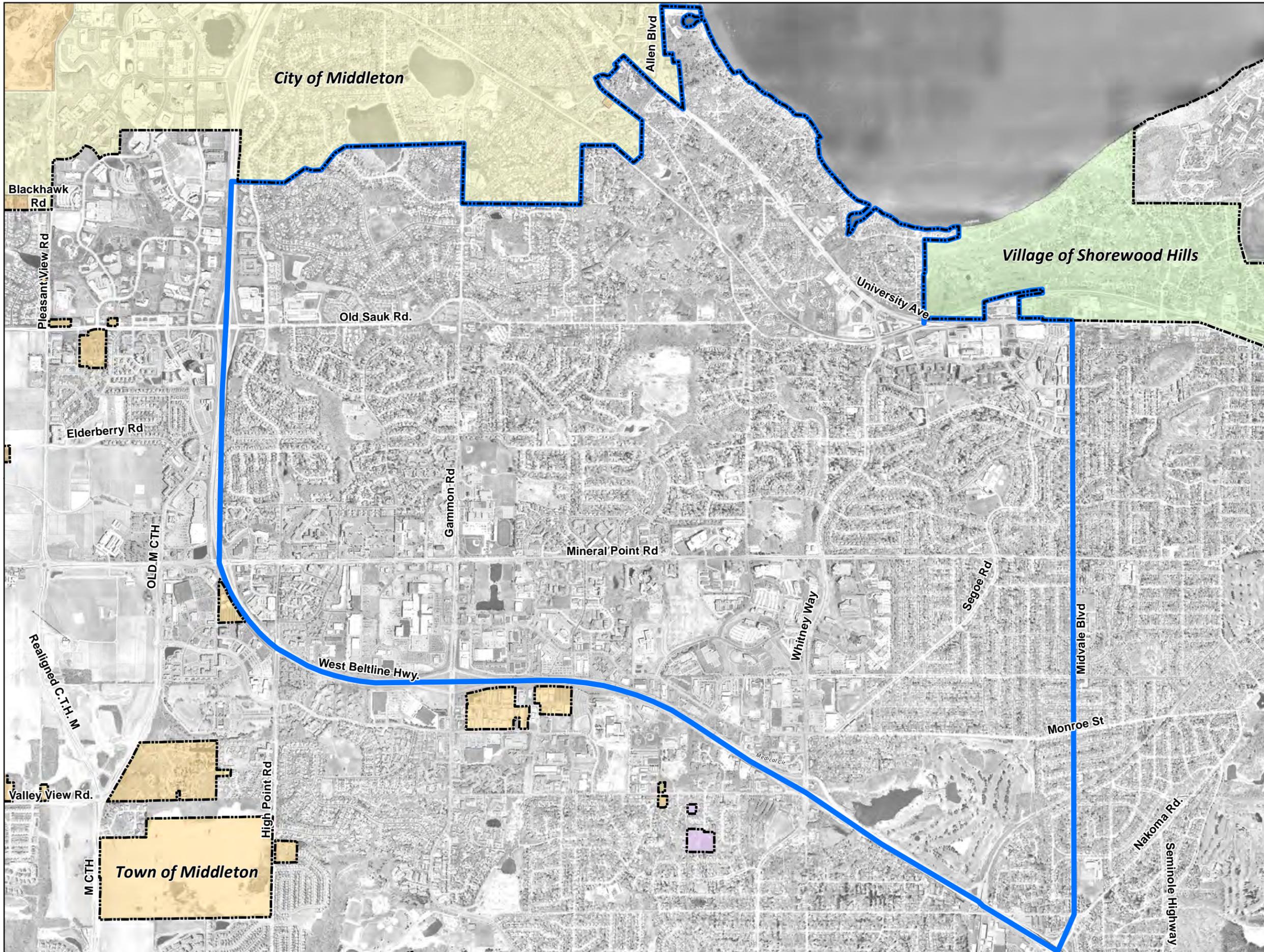
The land use recommendations of the plan will be implemented by the private sector through development. Table 4 below outlines the various recommendations for the City and the City Agencies responsible for implementation of the recommendation and in what timeframe. City Agencies will implement these recommendations through the City’s Capital Budget and detailed agency work plans.

**Table 4: Plan Implementation Matrix**

Recommendation	Implementation Agency	Timeframe	Cost Estimate
1. Change the Comprehensive Plan GFLU Map to match the adopted Future Land Use Map in this Plan.	Planning	Short Term (1 to 3 years)	Staff Time (\$0)
2. Undertake proactive rezoning of properties under Plan Implementation to allow uses recommended in this plan as permitted uses.	Planning, Zoning	Short Term (1 to 3 years)	Staff Time (\$0)
3. Implement the shared use path/wide sidewalk network, bicycle lane network, and sidewalk connections shown on Map 15.	Traffic Engineering, Engineering	Ongoing	\$1
4. Officially map primary future public street connections called out on Map 17 and reserve sufficient public right-of-way to implement the planned street network	Engineering	Official Mapping - Short Term (1 to 3 years) ROW reservation - Ongoing	Staff Time (\$0)
5. Create xxx new parks that are a minimum of five acres (see Map 14)	Parks	Long Term (5+ years)	\$1
6. Consider integrating public art as part of the design of new parks within the planning area.	Planning, Parks	Long Term (5+ years)	\$1

Recommendation	Implementation Agency	Timeframe	Cost Estimate
7. Explore the prospects of budgeting TIF funds for stormwater management improvements as existing TIDs are amended or new TIDs are created.	Economic Development, Engineering	Short Term (1 to 3 years)	\$1
8. Terrace widths on new streets shall be wide enough to accommodate healthy canopy trees. Expansion of existing substandard terraces (generally less than eight feet) should be accommodated through additional dedication of right-of-way whenever possible.	Forestry, Planning, Transportation, Engineering	Ongoing	\$1

Map 1: Planning Area  
District Plan C



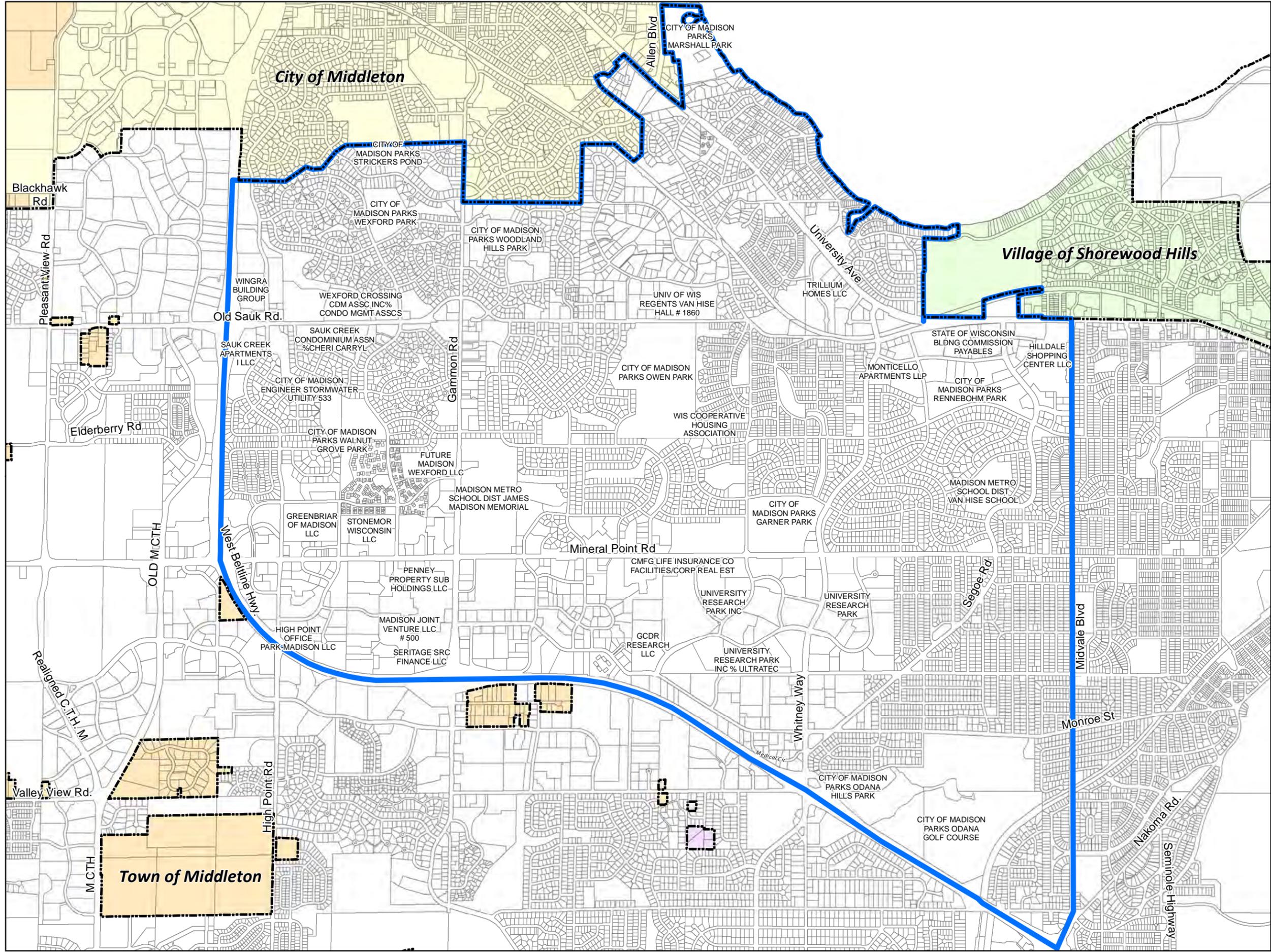
-  City of Madison Boundary
-  District Boundary
-  City of Middleton
-  Town of Middleton
-  Town of Middleton
-  Village of Shorewood Hills



Map 2: Property Ownership

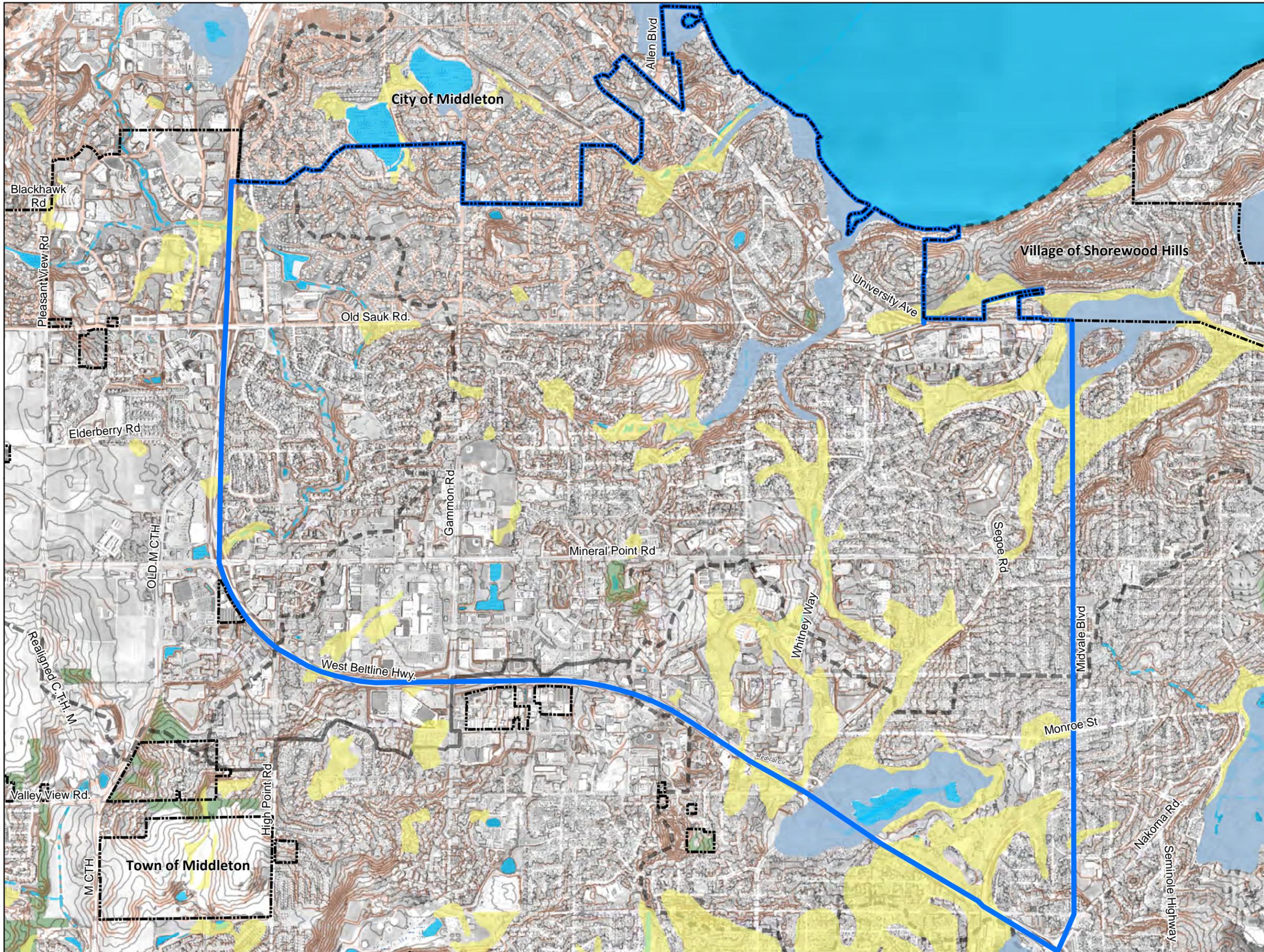
District Plan C

-  City of Madison Boundary
-  District Boundary
-  Parcels
-  City of Middleton
-  Town of Madison
-  Town of Middleton
-  Village of Shorewood Hills



Map 3: Natural Features

District Plan C



- City of Madison Boundary
  - District Boundary
  - Major Watersheds
  - Perennial Stream
  - Intermittent Stream
- hydric\_rating**
- Hydric
  - Partially Hydric
  - Steep Slopes 12%+
  - 10' Elevation Contour
  - Woodlands
  - GISdw.L.HydroPoly
  - AE - FLOODWAY
  - A
  - DNR Wetland Polygons

Map 4: Elevation Model

District Plan C

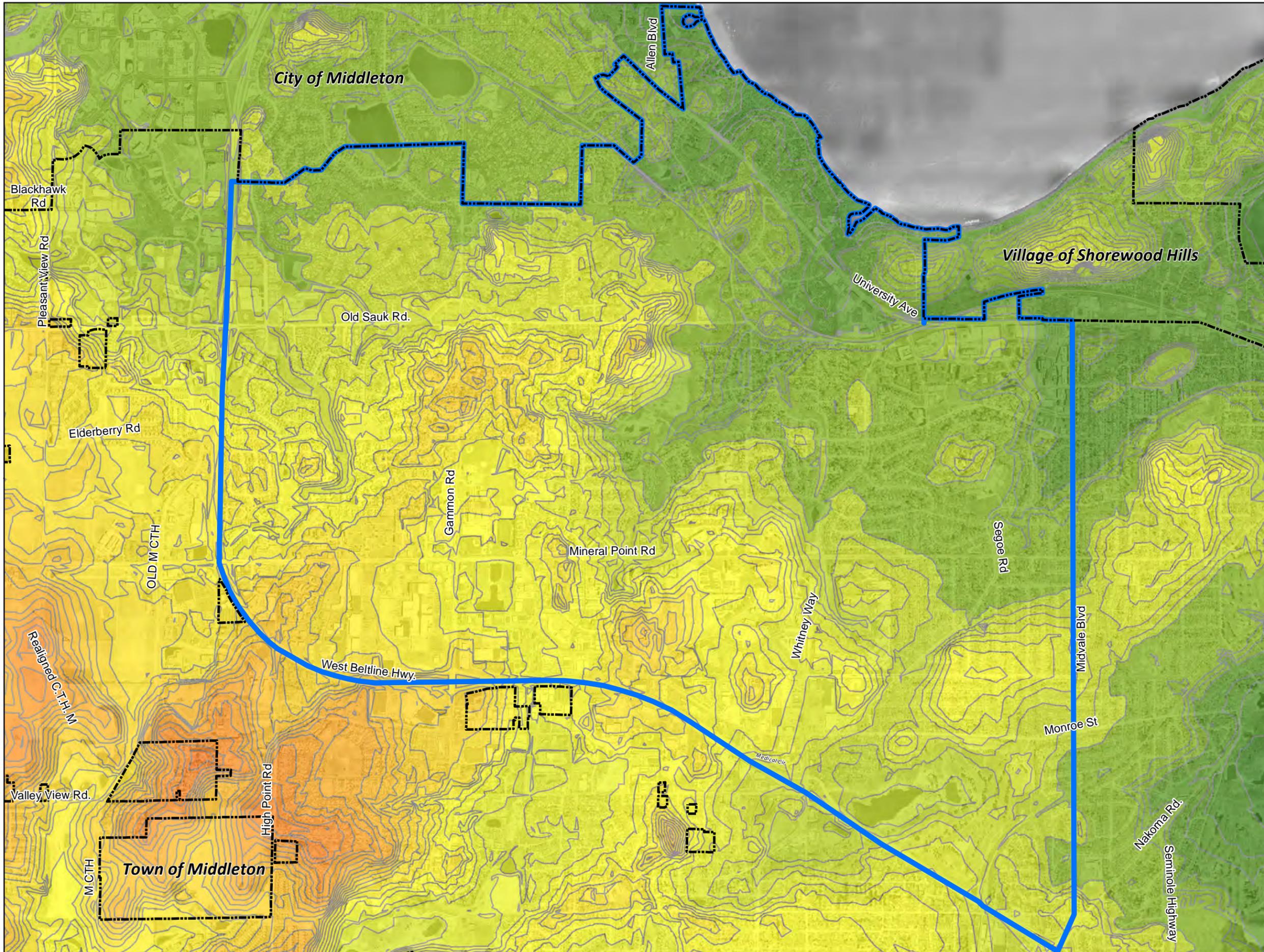
City of Madison Boundary

District Boundary

Elevation

Low Elevation

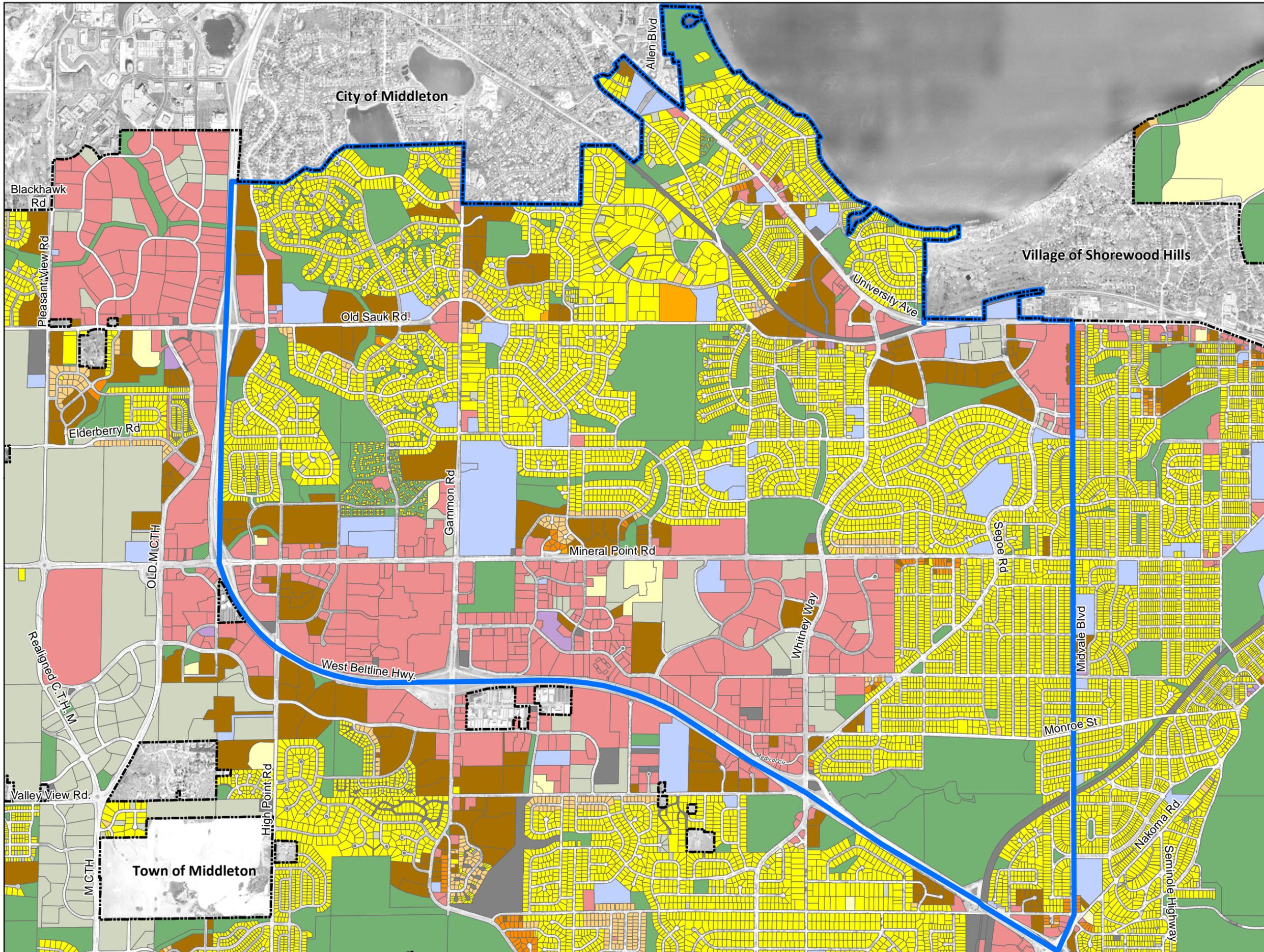
High Elevation



Map 5: Existing Land Use

District Plan C

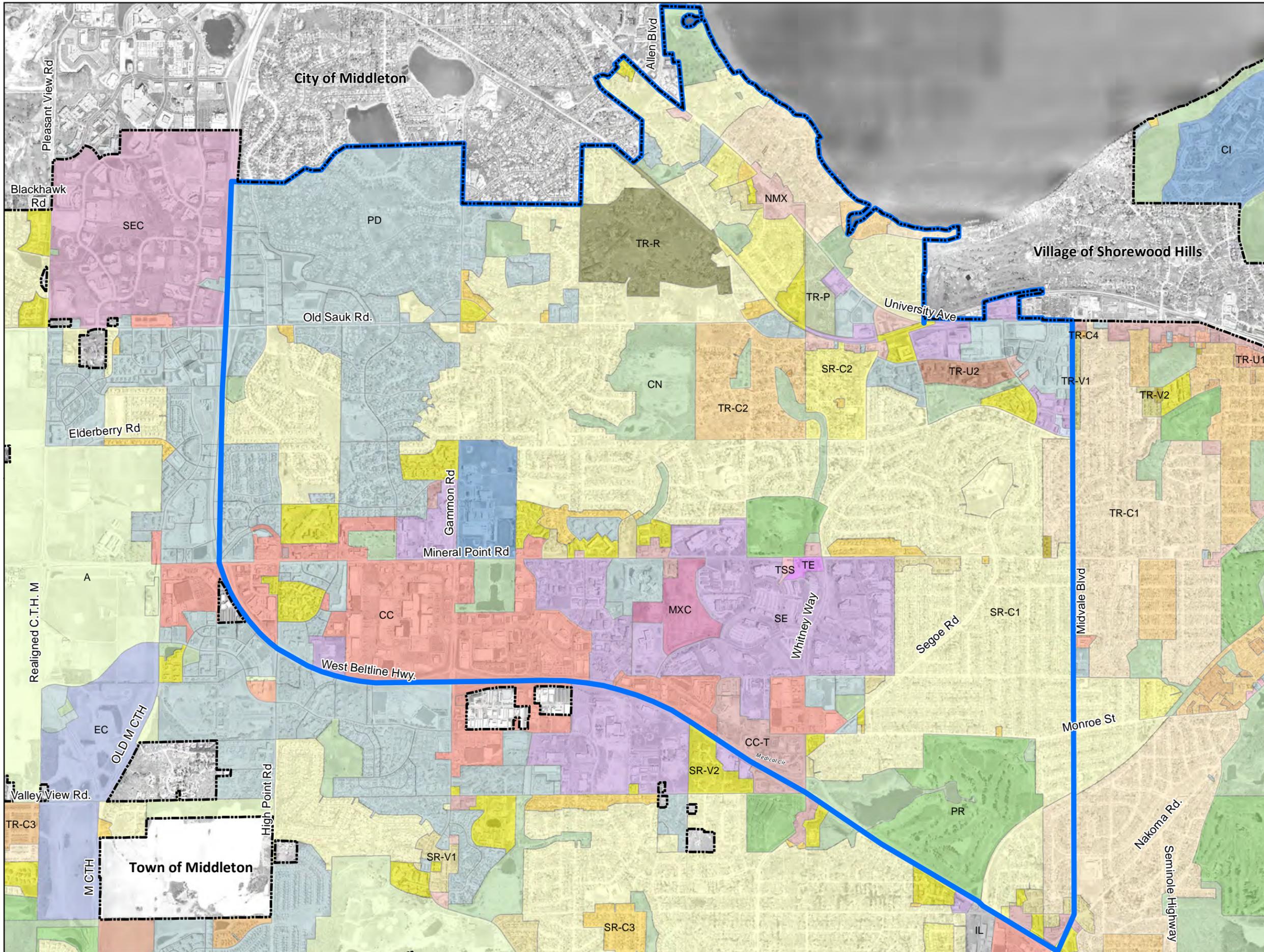
-  City of Madison Boundary
-  District Boundary
- Land Use Category**
-  One Unit Residential
-  Two Unit Residential
-  Three Unit Residential
-  Four Unit Residential
-  Five + Unit Residential
-  Other Residential
-  Mixed Used Residential / Commercial
-  Commercial
-  Institutional
-  Industrial
-  Park and Open Space
-  Agricultural or Vacant Land



Map 6: Existing Zoning

District Plan C

-  City of Madison Boundary
-  District Boundary



Interactive City of Madison Zoning Districts Map:  
<https://cityofmadison.maps.arcgis.com/apps/webappviewer/index.html?id=89737c066cda41eea5d986dd71291576>

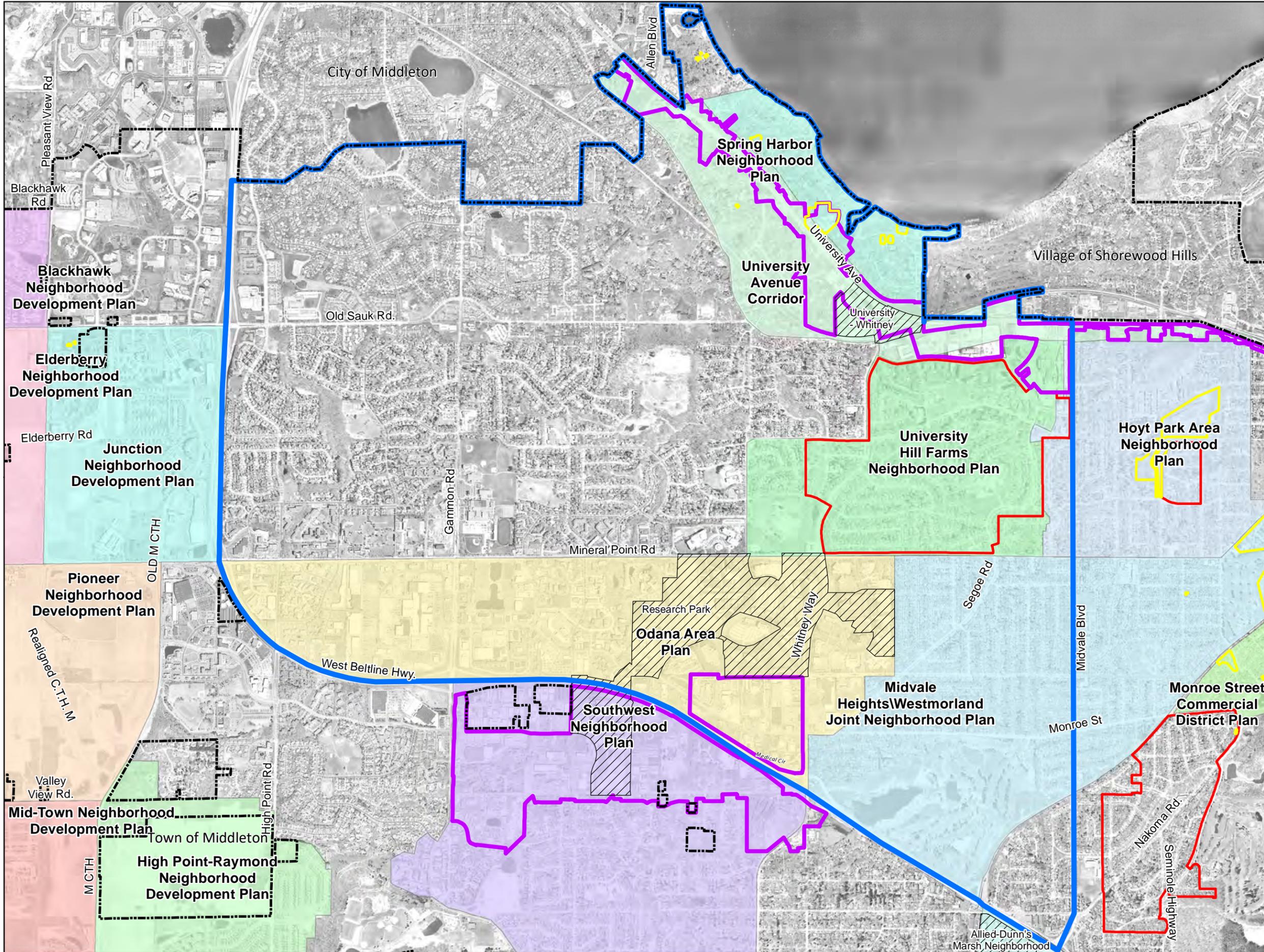


**DRAFT**

# Map 7: Planning Features Overlay

District Plan C

-  City of Madison Boundary
-  District Boundary
-  TIF District
-  Local Landmarks
-  Urban Design District
-  National Register of Historic Places

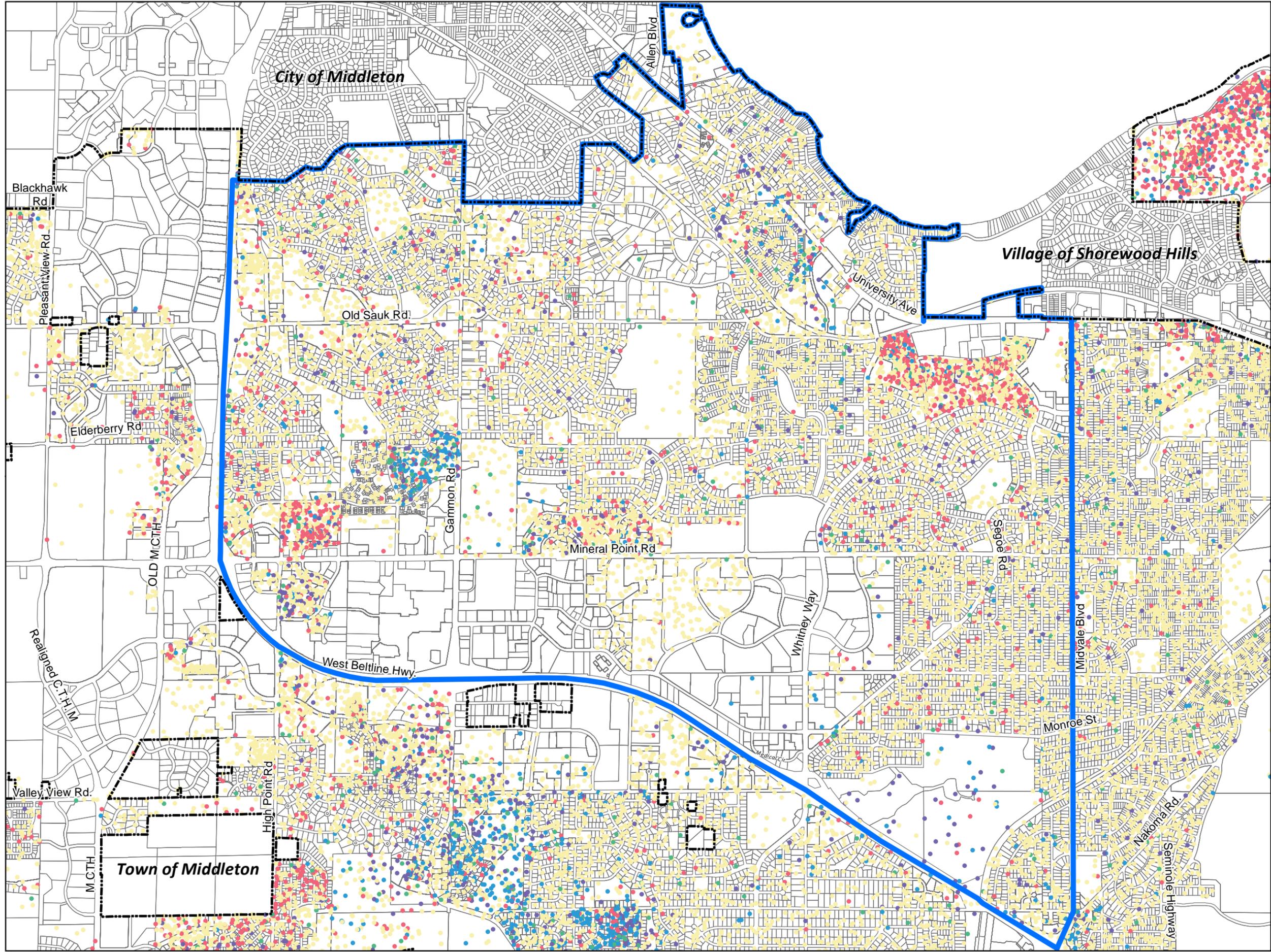


**Map 8: Population by Race or Ethnicity  
District Plan C**

-  City of Madison Boundary
-  District Boundary

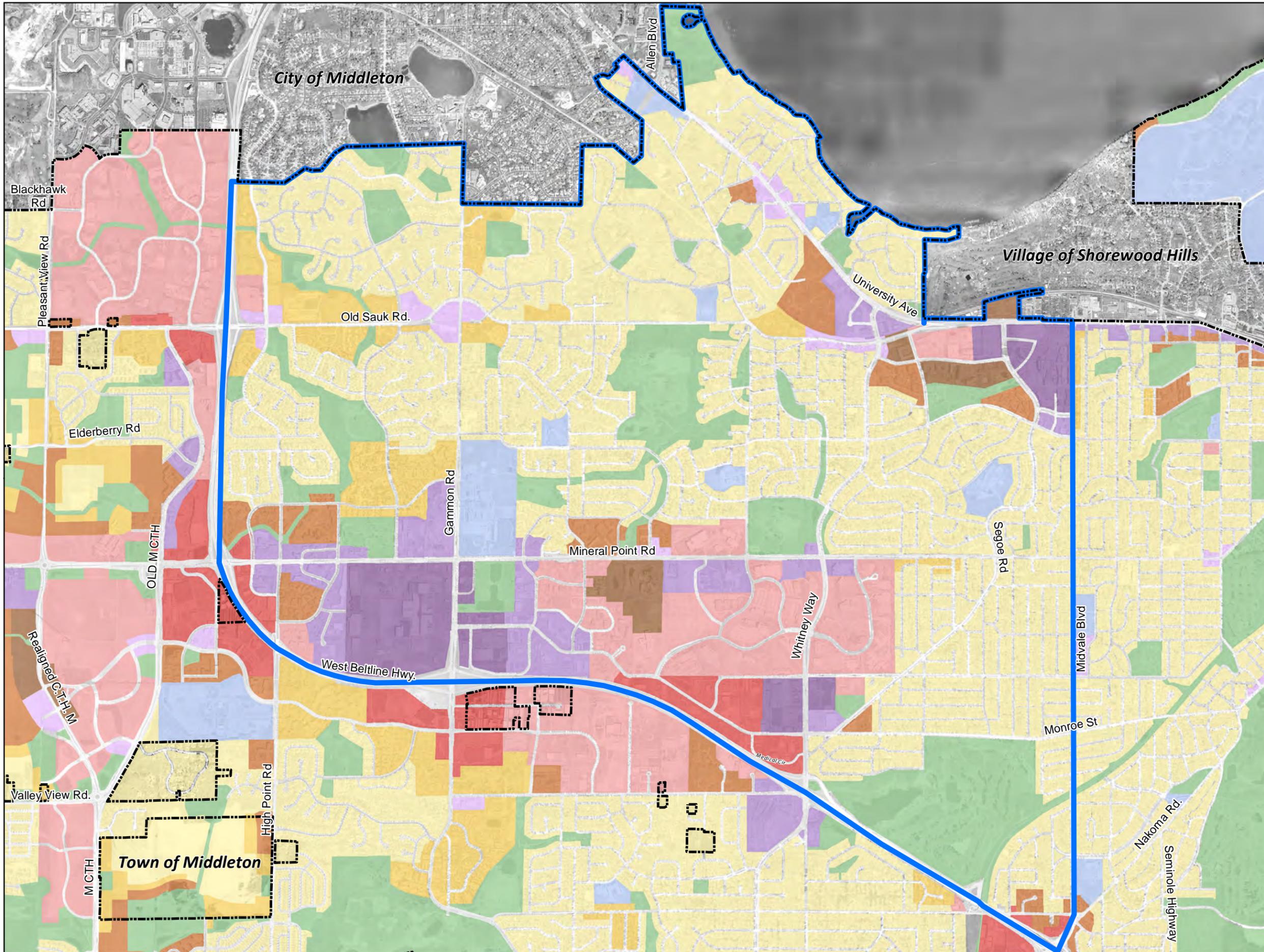
1 Dot = 3 Person

-  Black or African American
-  Some Other Race or Ethnicity
-  Asian
-  Hispanic or Latino
-  White



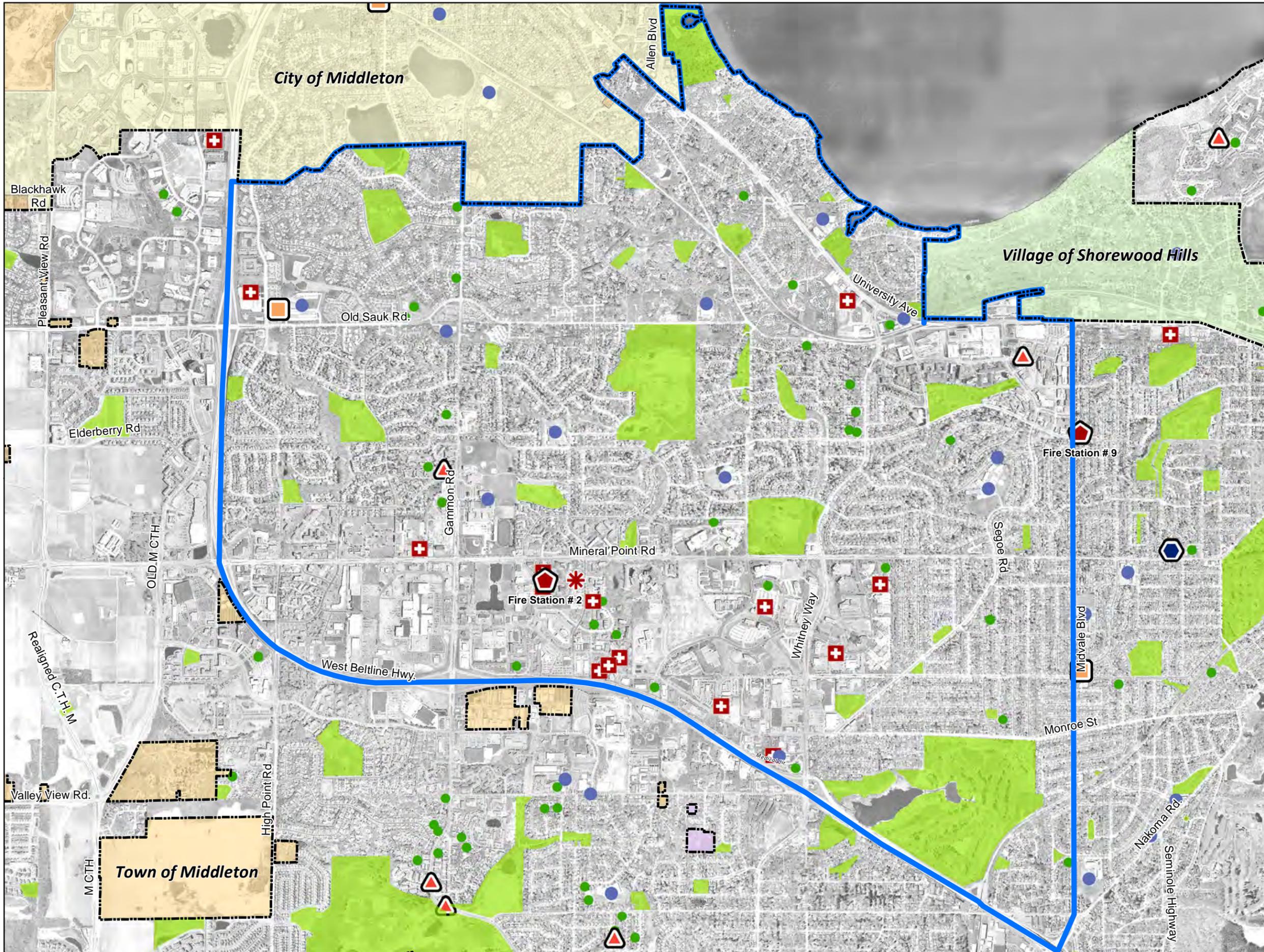
**DRAFT**

**Map 9: Comprehensive  
Plan Generalized Future  
Land Use Map  
District Plan C**



- City of Madison Boundary
- District Boundary
- Generalized Future Land Use**
- Low Residential (LR)
- Low-Medium Residential (LMR)
- Medium Residential (MR)
- High Residential (HR)
- Neighborhood Mixed Use (NMU)
- Community Mixed Use (CMU)
- Regional Mixed Use (RMU)
- Downtown Mixed Use (DMU)
- Downtown Core (DC)
- General Commercial (GC)
- Employment (E)
- Industrial (I)
- Parks and Open Space (P)
- Special Institutional (SI)
- Airport (A)
- Neighborhood Planning Area (NPA)

Map 10: Community Assets



- District Plan C*
- City of Madison Boundary
  - District Boundary
  - Library
  - Community Centers
  - Schools
  - Police Station
  - Planned and/or Proposed Police Station
  - Fire Station
  - Planned and/or Proposed Fire Station
  - Emergency Medical Services
  - Hospitals
  - Primary Care Clinics
  - Child Care Centers Serving 4-12 Year Olds
  - Parks and Open Spaces
  - City of Middleton
  - Town of Madison
  - Town of Middleton
  - Village of Shorewood Hills

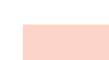
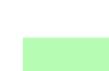


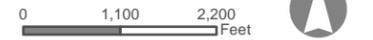
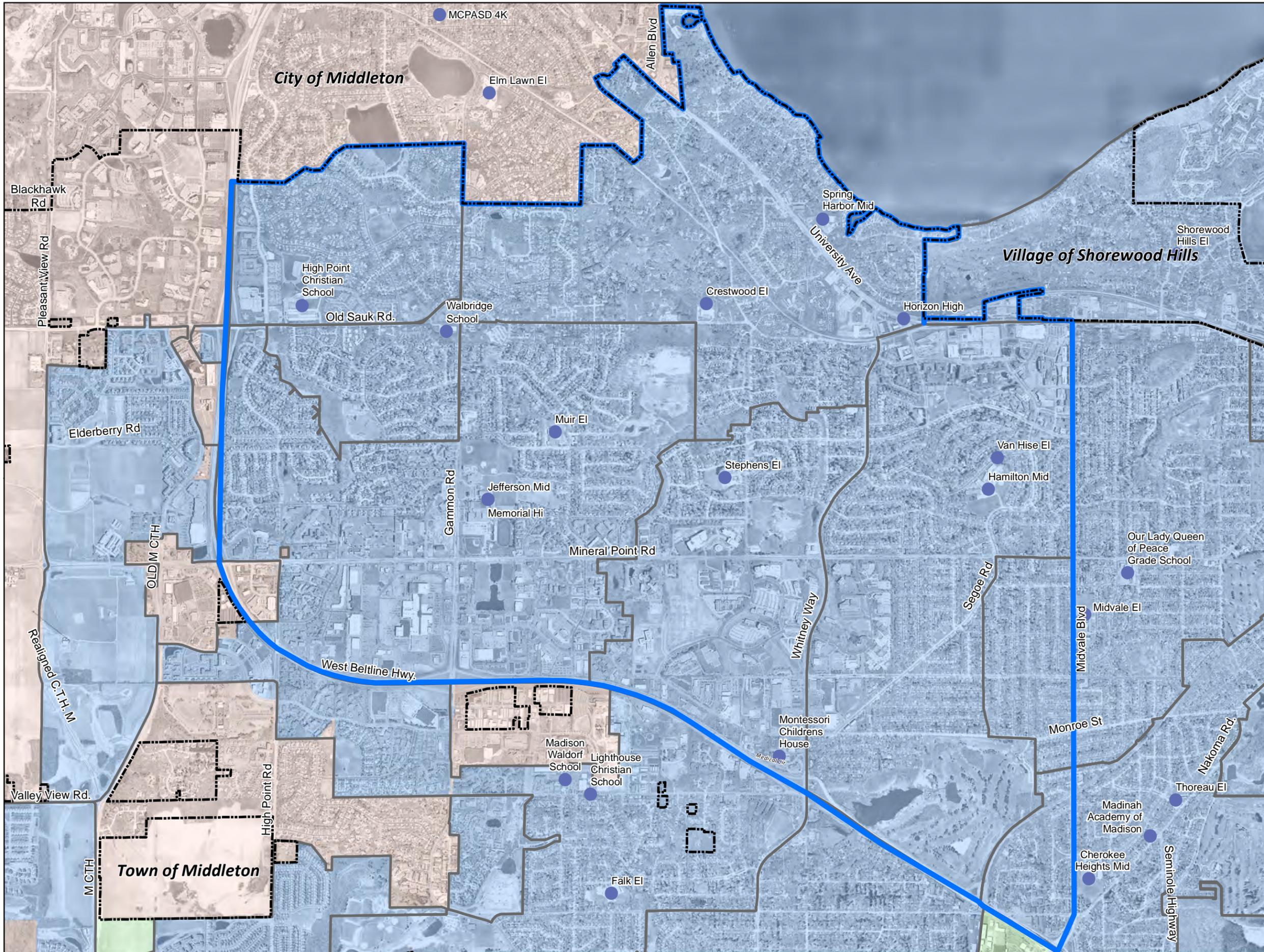
Map 11: School Districts

District Plan C

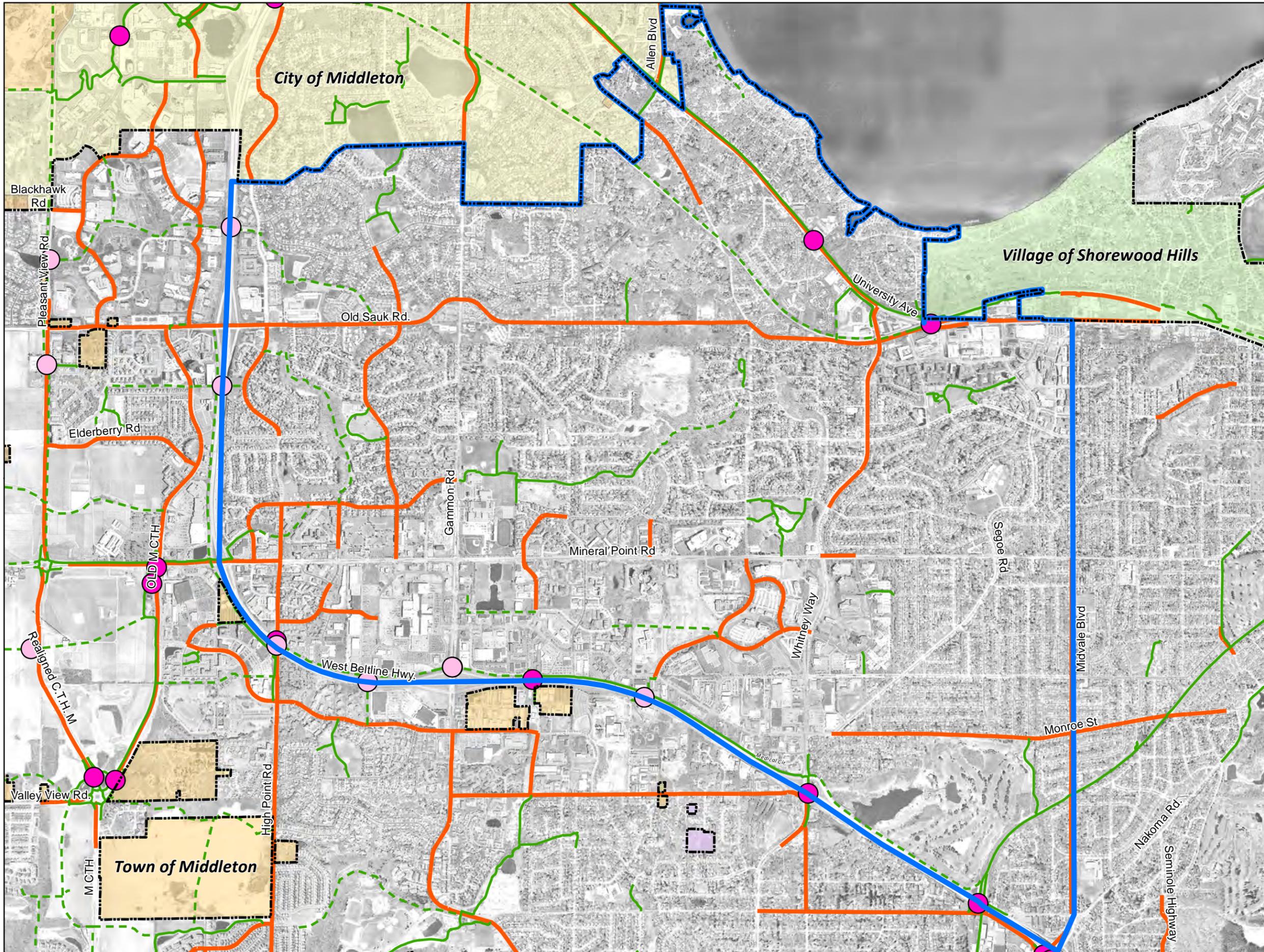
-  City of Madison Boundary
-  District Boundary
-  Schools

School District

-  Madison Metropolitan School District
-  Middleton-Cross Plains Area School District
-  Verona Area School District
-  MMSD Elementary Attendance Area



Map 12: Ped/Bike Network



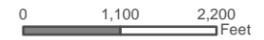
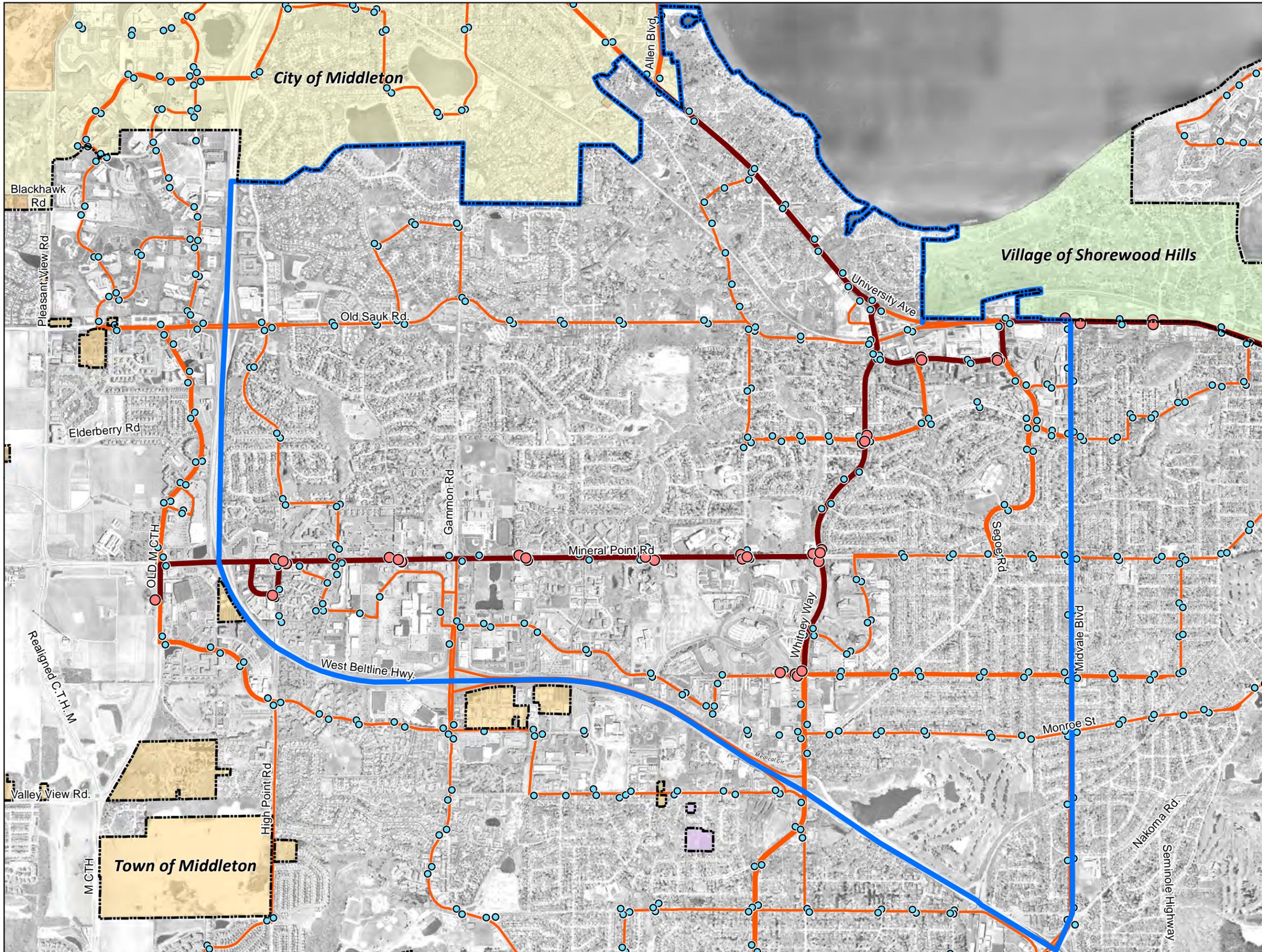
- District Plan C**
- City of Madison Boundary
- District Boundary
- Planned Overpass/Underpass
- Existing Overpass/Underpass
- Planned Shared-Use Path
- Existing Shared-Use Path
- Planned On Street Bicycle Facility
- Existing On Street Bicycle Facility
- City of Middleton
- Town of Madison
- Town of Middleton
- Village of Shorewood Hills



Map 13: Transit Network

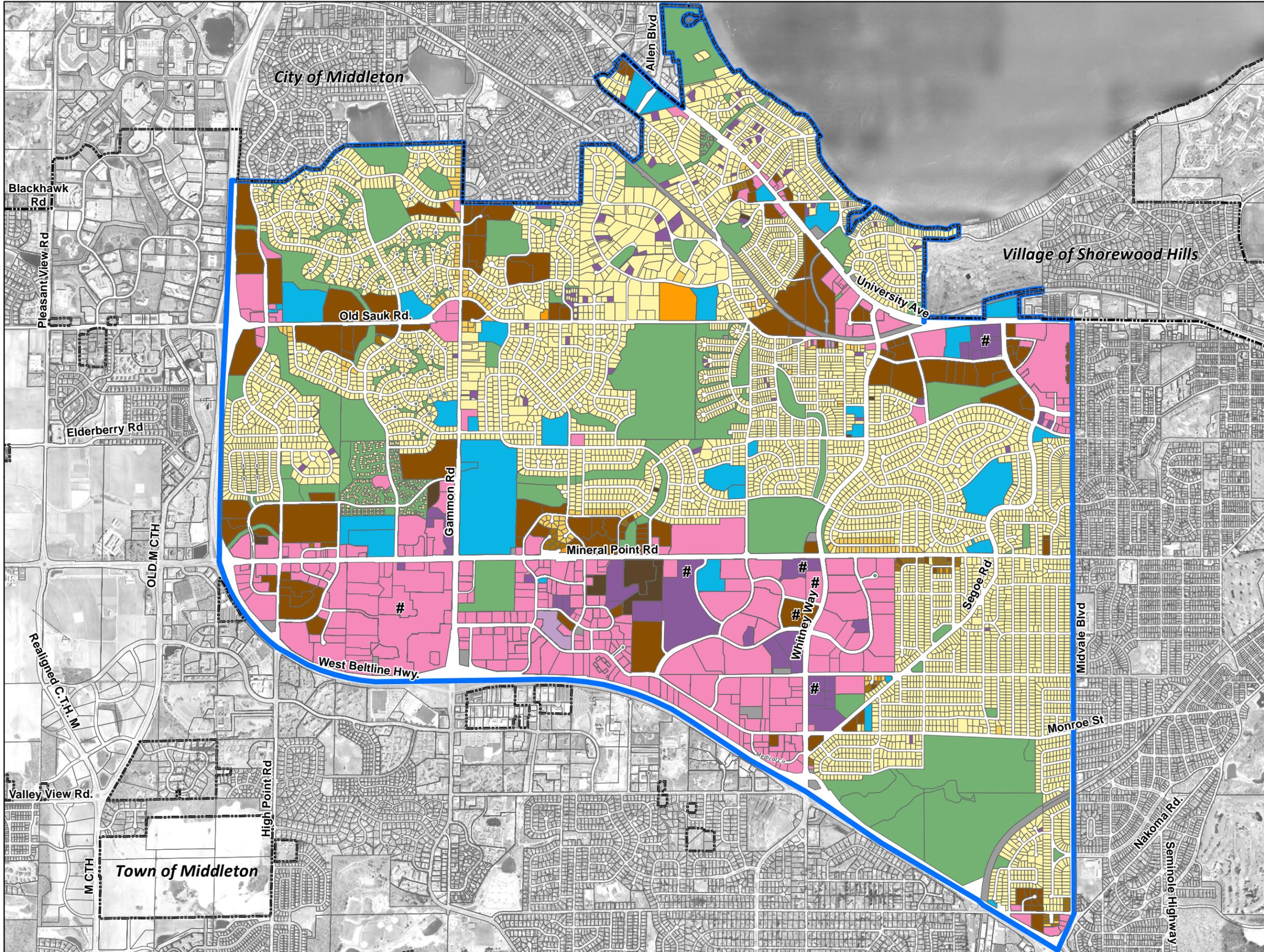
District Plan C

-  City of Madison Boundary
-  District Boundary
-  Proposed BRT Stops
-  Metro Stops
-  Proposed BRT Routes
-  Metro Routes
-  City of Middleton
-  Town of Madison
-  Town of Middleton
-  Village of Shorewood Hills



**DRAFT**

Map Y: Land Use and Street Plan  
District Plan C



-  City of Madison Boundary
-  District Boundary
-  Housing Mix 1 ( 0-8 du/ac)
-  Housing Mix 2 (9-20 du/ac)
-  Housing Mix 3 (21-40 du/ac)
-  Housing Mix 4 (41-70 du/ac)
-  Housing Mix 5 (71-100 du/ac)
-  Housing Mix 6 (101+ du/ac)
-  Neighborhood Mixed Use
-  Community Mixed Use
-  Community Retail and Service
-  Institutional
-  Industrial
-  Park and Open Space
-  Building Height Maximum  
Refer to table x for building heights allowed



## 10. Proposed Sequence of District Plans

Below is an initial proposal for sequencing the creation of District Plans, including a brief summary or the rationale for prioritization.

### **District I – 2022/2023** (would include Carpenter-Mayfair CDBG Plan)

- Greater East Towne Area Plan (2022), Carpenter-Ridgeway-Hawthorne-Truax Neighborhood Plan (2001), East Towne-Burke Heights Neighborhood Development Plan (1987)
- Most of this area includes people living with low to moderate incomes; the Carpenter-Mayfair area will be addressed with a CDBG Plan during the District Plan process
- Greater East Towne Area Plan to be adopted in 2022, but other parts of the area are not covered by a contemporary subarea plan
- Bus Rapid Transit's east-west route anticipated along E. Washington Avenue in 2024, helping to increase transit access and spur redevelopment
- Reindahl Imagination Center anticipated in the next 10 years

### **District D – 2022/2023**

- University Avenue Corridor Plan (2014), Hoyt Park Area Neighborhood Plan (2014), Monroe Street Commercial District Plan (2007), Midvale Heights/Westmorland Joint Neighborhood Plan (2009), Brittingham-Vilas Neighborhood Plan (1989)
- About half of the area is not currently covered by a plan
- Bus Rapid Transit's east-west route will be coming to University Avenue in 2024, helping to increase transit access and spur redevelopment

### **District C – 2024/2025**

- Odana Area Plan (2021), University Hill Farms Neighborhood Plan (2015), Spring Harbor Neighborhood Plan (2006)
- About half of this area is not currently covered by a plan
- Bus Rapid Transit's east-west route will be coming to University Ave. in 2024, helping to increase transit access and spur redevelopment

### **District L – 2024/2025** (could include a Lake Edge/Glendale CDBG Plan)

- Milwaukee Street Special Area Plan (2018), Cottage Grove Road Activity Centers Plan (2017), Royster Clark Special Area Plan (2009), Stoughton Road Revitalization Project (2008), Hiestand Neighborhood Plan (2006)
- While this area includes a number of special area plans and one neighborhood plan, most of the area has never received planning services
- A significant portion of people in the Lake Edge Glendale area live with low to moderate incomes; this area will be addressed with a CDBG Plan during the District Plan process
- Stoughton Rd. corridor reconstruction planned for late 2020s

### **District B – 2025/2026**

- Southwest Neighborhood Plan (2008), Cross Country Neighborhood Development Plan (1993).
- Much of this area has not received planning services.

**District H – 2025/2026**

- Northport-Warner Park-Sherman Neighborhood Plan (2009), Cherokee Neighborhood Development Plan (2007), Brentwood Village Packers Sherman Neighborhood Plan (1996)
- All area plans are more than 10 years old, and there are continued challenges with connectivity to the rest of the city and limited development investment.
- Bus Rapid Transit's north-south route will run along Sherman Avenue increasing transit access and spurring redevelopment.

**District F – 2027/2028**

- Downtown Plan (2012)

**District G – 2027/2028**

- Darbo-Worthington-Starkweather Neighborhood Plan (2017), Emerson-East-Eken Park-Yahara Neighborhood Plan (2016), Tenney-Lapham Neighborhood Plan (2013), Marquette-Schenk-Atwood Neighborhood Plan (1994), Capitol East Gateway Corridor Plan (2005)
- There are a number of overlapping plans, and inconsistent plan recommendations in this area; a District Plan could help address these issues.

**District A – 2028/2029****District M – 2028/2029****District E – 2030/2031** (could include Bridge-Lakepoint CDBG Plan)**Districts J and K – 2030/2031**

- Staff proposes developing District Plans for areas J and K through the same planning process, but with two individual Plan documents created. Areas J and K are adjacent to each other and currently have the least amount of residential development within them.

## **11. Integrating a CDBG Plan and a District Plan**

The City will continue to develop Plans in smaller areas where residents generally have low to moderate incomes. These Plans are partially funded and implemented with Community Development Block Grant (CDBG) funds, and generally take approximately two years. Since CDBG Plans and District Plans are scheduled in advance, outlined below is an integrated CDBG Plan/District Plan process that ensures recommendations in these Plans are consistent.

- CDBG Plan begins 3-6 months prior to the District Plan with community asset and stakeholder identification, community partners/navigators RFP, relationship building, and background information gathering and analysis.
- District Plan begins and the CDBG effort joins that process for land use, transportation, parks and open space and other large systems planning.
- CDBG focused planning continues and informs District land use and other large system recommendations, with an emphasis on people and topics like displacement, affordable housing and commercial spaces, community services, detailed pedestrian/bicycle facilities, traffic calming, and transit access.
- The integrated CDBG Plan and District Plan process would produce two separate Plan documents, since a CDBG Plan covers a different (smaller) geography at a greater level of detail. The proposed CDBG Plan and District Plan would go through the City's Board/Committee/Commission (BCC) review process at the same time, although the two Plans may not be reviewed by the same BCCs. At the end of the BCC process, the Plan Commission would reconcile suggested changes to the Plans by the various BCCs. The Common Council would then review the draft Plans for adoption.

## **12. Criteria for undertaking a sub-area plan outside of a District Plan process**

A shift to scheduled District Plans, including an integrated CDBG Plan every two years, will limit the Planning Division's capacity to do other types of sub-area plans. There may be situations, however, where a critical need or opportunity arises that warrants creating a sub-area plan outside of a District Plan. Several examples situations below.

- Provide recommendations for an unforeseen and/or urgent need that is not addressed in a District Plan and would not be addressed until the next District Plan update (could be up to 10 years depending on age of District Plan). Example: Oscar Mayer.
- Address an equity concern or a different need in the community in greater detail and/or in a timely manner.
- Leverage a funding opportunity (e.g. federal/state, philanthropic) that may be time sensitive or would require greater detail. Example: BRT station area planning grant.

### **13. How the City might handle past Sub-Area Plans under this Planning Framework**

It is difficult to predict which areas of the City will warrant a sub-area plan in the future. However, we can look back at a few recent City planning efforts and consider how these areas/issues could be addressed once all 13 District Plans are in place under this Planning Framework.

#### **2020 Oscar Mayer Special Area [Plan](#)**

If confronted with this issue (closing of a very large employer/facility) again and the City decided a Special Area Plan was required, it is anticipated a Special Area Plan would focus on a smaller geography and focus on land use and transportation recommendations. As part of the adoption process for the Special Area Plan, the affected portion of the larger District Plan would be amended to keep the land use and transportation consistent. At the next regularly-scheduled update to the District Plan, the District Plan's recommendations might begin to deviate from the Special Area Plan. At some point in the future, potentially 20 or 30 years later, the City would consider retiring the Special Area Plan.

Under this Planning Framework, the economic development/community development related recommendations included the Oscar Mayer Plan could be included in some form of strategic plan for the area/topic, rather than a Special Area Plan.

#### **2017 Cottage Grove Road Activity Centers [Plan](#)**

An eventual District Plan covering this area would have likely provided enough detail in terms of the land use and transportation recommendations, where a Special Area Plan would not be needed. Potentially, a sudden change in the desired land use, for example an unanticipated change to a planned BRT station location, could result in a focused (geography and scope) Special Area Plan. As part of the adoption process for the Special Area Plan, the mapped land use and transportation recommendations in the affected portion of the larger District Plan would be amended to keep them consistent.

#### **Odana Area [Plan](#) and Greater East Towne Special Area [Plan](#)**

An eventual District Plan covering these areas would have likely provided enough detail in terms of the land use and transportation recommendations where a Special Area Plan would not be needed. A sudden change in conditions could warrant a focused (geography and scope) Special Area Plan, with a corresponding update to the mapped land use and transportation recommendations in the affected area of District Plan.

#### **14. Interface with the Comprehensive Plan GFLU Map/Comprehensive Plan Update Process**

District Plans that are developed and adopted will eventually replace the Comprehensive Plan's [Generalized Future Land Use Map](#). The District Plans will have slightly more detailed land use categories that nest within current GFLU Map categories (e.g. Housing Mix 3 and Housing Mix 4 in a District Plan translate to GFLU Map's Medium Residential category). Below is a timeline for transitioning the GFLU Map.

- 2018: Comprehensive Plan adopted.
- 2022-2023: 2-3 District Plans are developed and adopted. The adopted land use and street network from these District plans is immediately incorporated into the Comprehensive Plan's GFLU Map.
- 2023: Interim update to the Comprehensive Plan GFLU Map. The GFLU Map is updated to reflect non-District Plans approved between 2018 and 2023.
- 2023-2027: Approximately 6 District Plans are developed and adopted.
- 2027-2028: Decennial Comprehensive Plan Update process. The GFLU Map is already 70% complete, as most District Plans have been previously developed and incorporated into the Map. The GFLU Map is updated to reflect non-District Plans approved between 2024 and 2028.
- 2029-2031: The remaining 4 District Plans are developed, adopted and incorporated into the GFLU Map.
- Going forward: The GFLU Map is continually updated to reflect updates to the District Plans. The GFLU Map update process is no longer conducted during the decennial Comprehensive Plan update process.

#### **15. Comprehensive Plan Notification Procedures**

It is recommended that the land uses and streets in a new or updated District Plan be immediately reflected on the Comprehensive Plan's GFLU Map to keep the City's planning documents in synch. Immediately incorporating the District Plan recommendation into the GFLU Map would require the following Comprehensive Plan amendment procedures include in State Law [66.1001\(4\)](#). These procedures could be incorporated into the City's District Plan adoption process.

- City adopts written public participation procedures
- City notifies certain parties
- Plan Commission holds a public hearing (Class 1 notice, 30 days prior) and adopts a resolution recommending the Comprehensive Plan amendment
- Common Council adopts an ordinance adopting the Comprehensive Plan amendment
- Staff updates the Comprehensive Plan's GFLU Map
- Staff emails a link of the updated Comprehensive Plan and adopting ordinance to area governmental entities

## **16. Suggested Schedule for Establishing this Planning Framework**

- July 8 – Additional feedback from the Mayor/City staff
- July 8 – Plan Commission Work Session
- July/August – Racial Equity & Social Justice [Initiative](#) Analysis, Continue to refine Framework
- September – Common Council Executive Committee
- November/December – Resolution supporting Planning Framework
- Q2 2022 – Start District Plan I
- Q4 2022 – Start District Plan D

## **17. Questions for the Plan Commission**

Staff appreciates the Plan Commission’s review of these materials and looks forward to the meeting on July 8. Staff specifically requests feedback from the Commission on the following topics:

1. Is the Commission generally comfortable with the scope and level of detail proposed for the district plans?
2. In a district plan, should the maximum height maps fully cover the entire district/city, or should this implementation tool be reserved for certain areas?
3. Given limited staff resources, does the Commission have advice/guidance on criteria to consider other sub-area planning efforts outside of the district plan framework?
4. Each planning process will need to begin with a resolution recommended by Plan Commission and approved by Council. That said, at this stage, does the Commission generally support the sequence of the first few district plans suggested for the coming years?

## **18. Staff Contact Information**

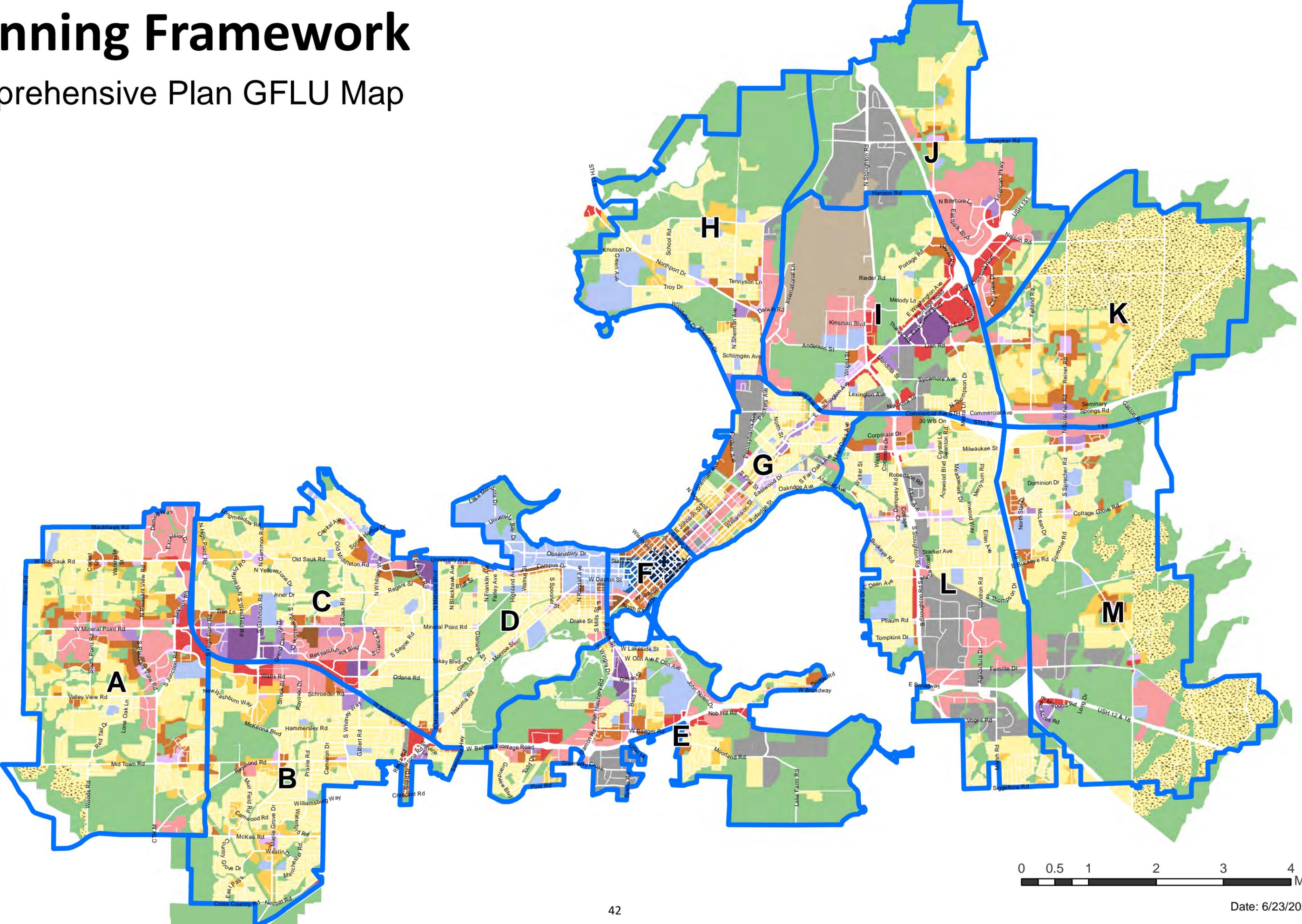
While many staff have contributed to this proposal, please contact Brian or Linda with any questions.

Brian Grady – (608) 261-9980 or [bgrady@cityofmadison.com](mailto:bgrady@cityofmadison.com)

Linda Horvath – (608) 267-1131 or [lhovath@cityofmadison.com](mailto:lhovath@cityofmadison.com)

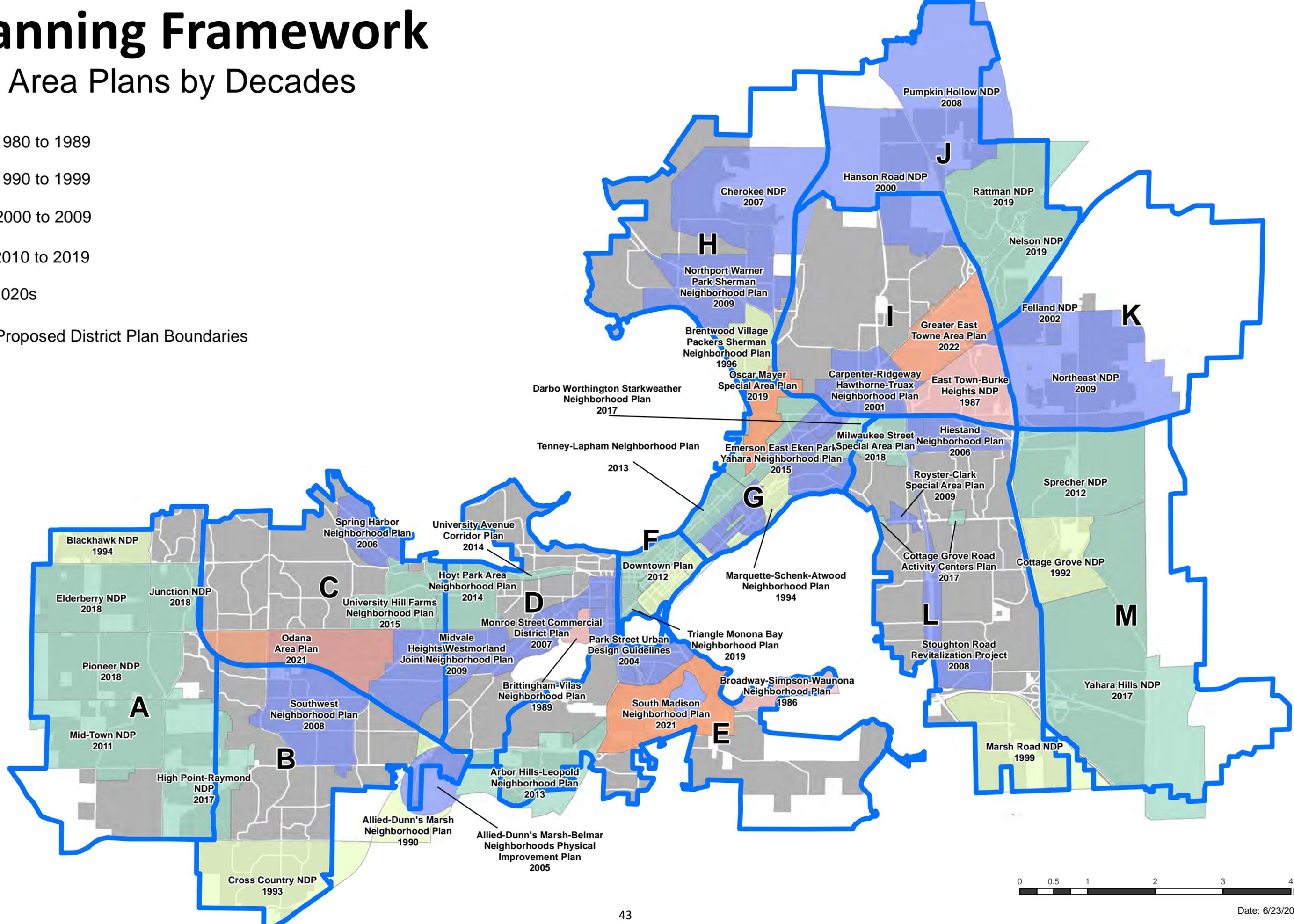
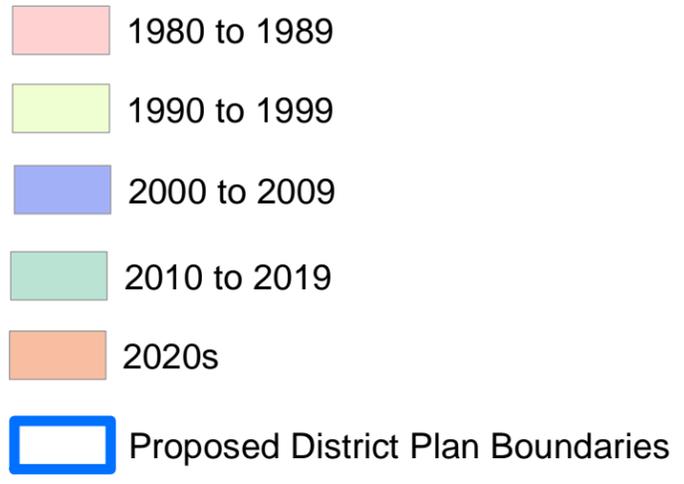
# Planning Framework

## Comprehensive Plan GFLU Map



# Planning Framework

## Sub Area Plans by Decades



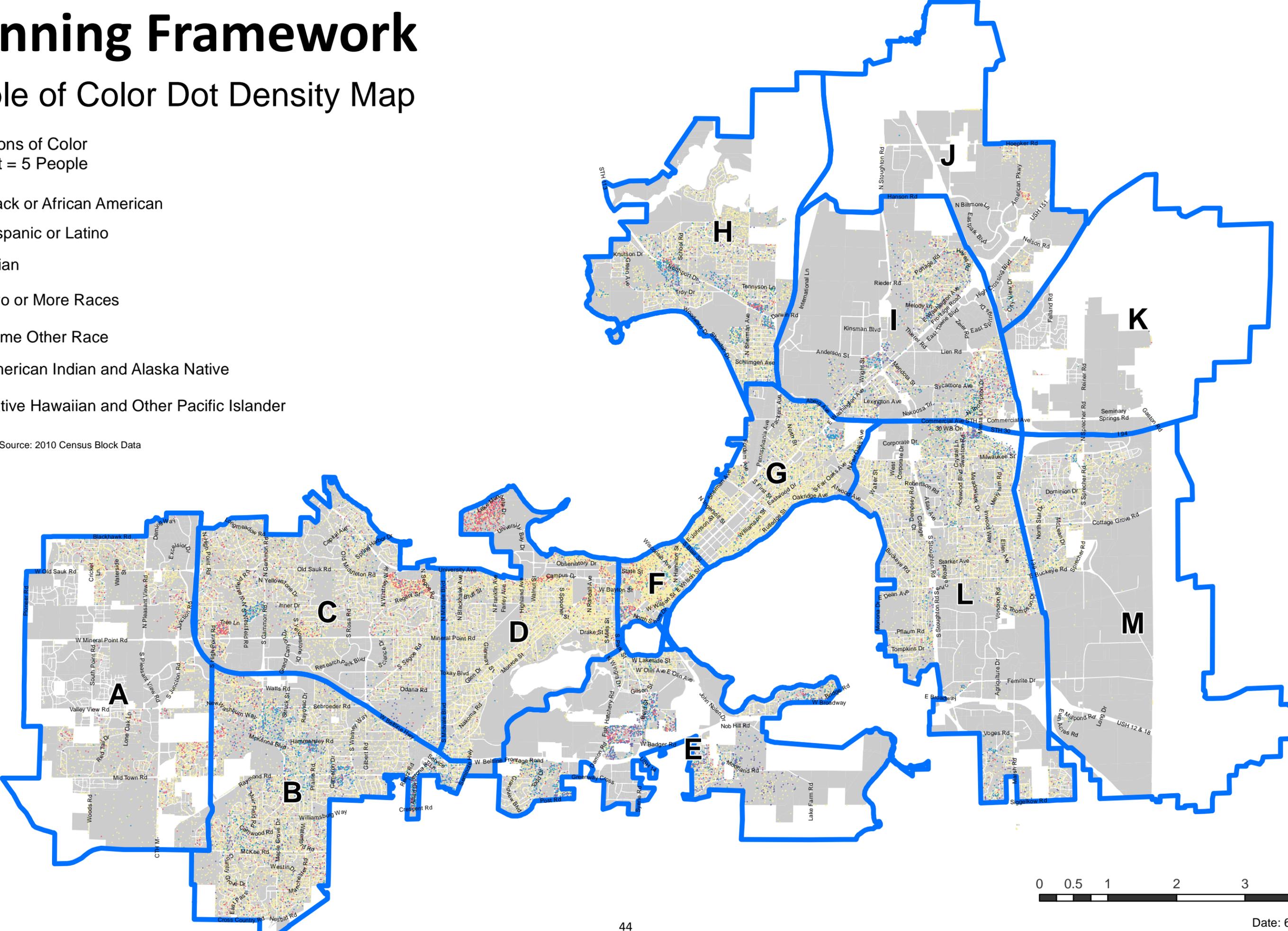
# Planning Framework

## People of Color Dot Density Map

Persons of Color  
1 Dot = 5 People

- Black or African American
- Hispanic or Latino
- Asian
- Two or More Races
- Some Other Race
- American Indian and Alaska Native
- Native Hawaiian and Other Pacific Islander

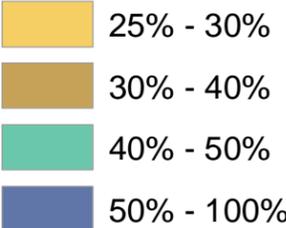
Data Source: 2010 Census Block Data



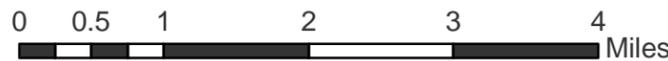
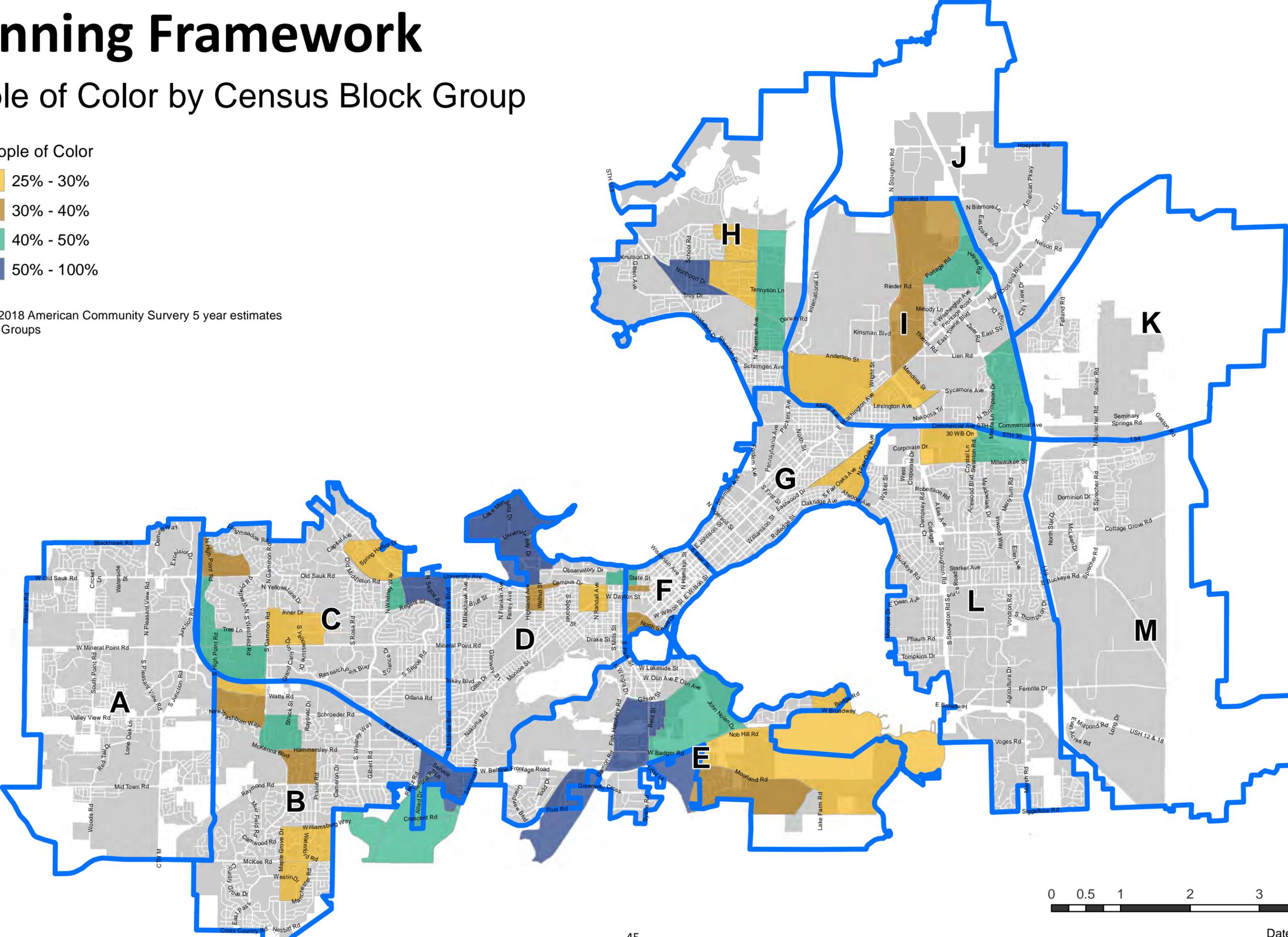
# Planning Framework

## People of Color by Census Block Group

% People of Color



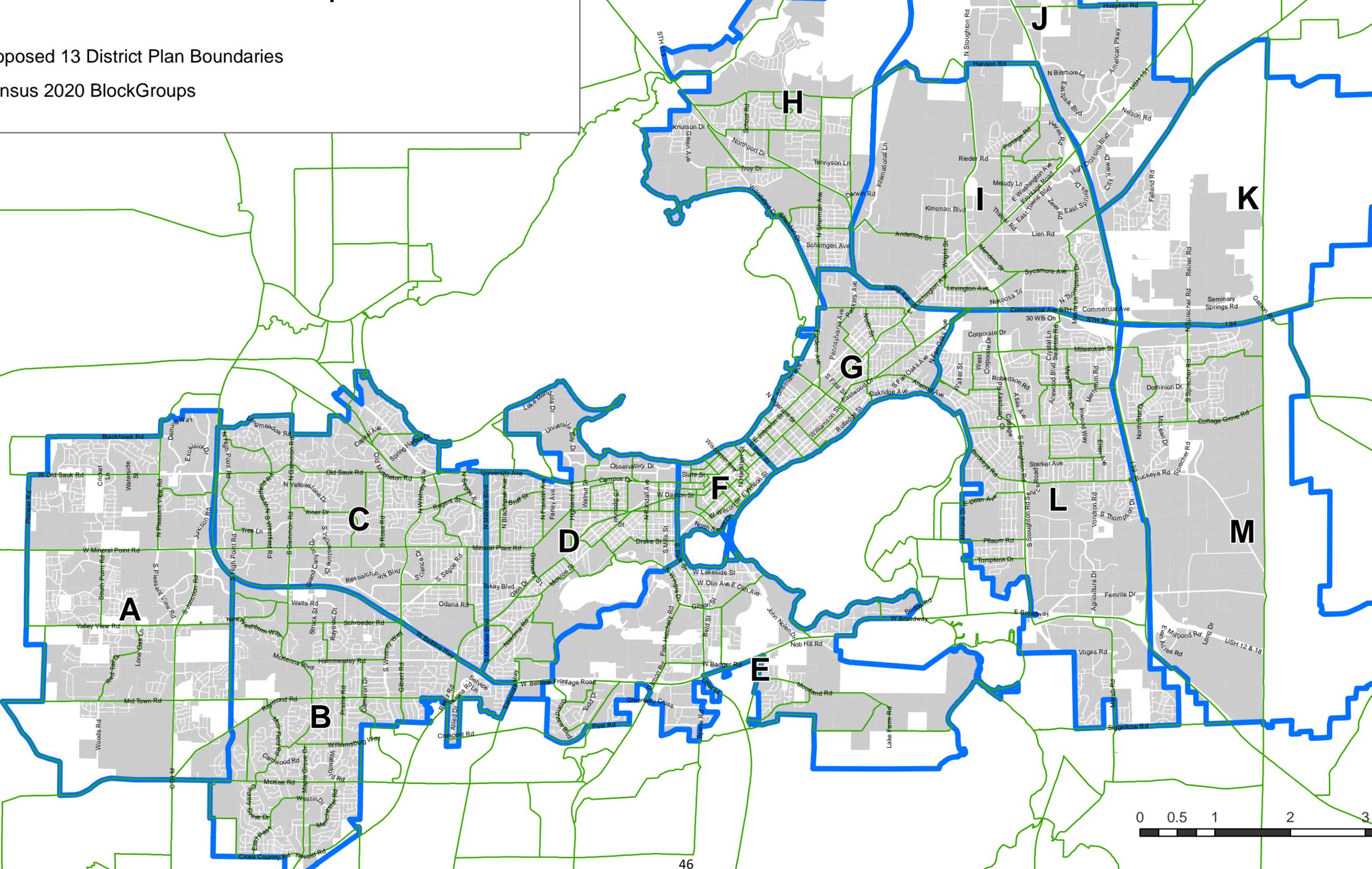
Data Source: 2018 American Community Survey 5 year estimates  
Census Block Groups



# Planning Framework

## 2020 Census Block Groups

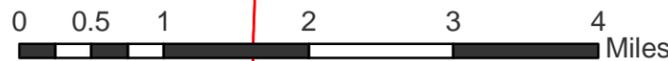
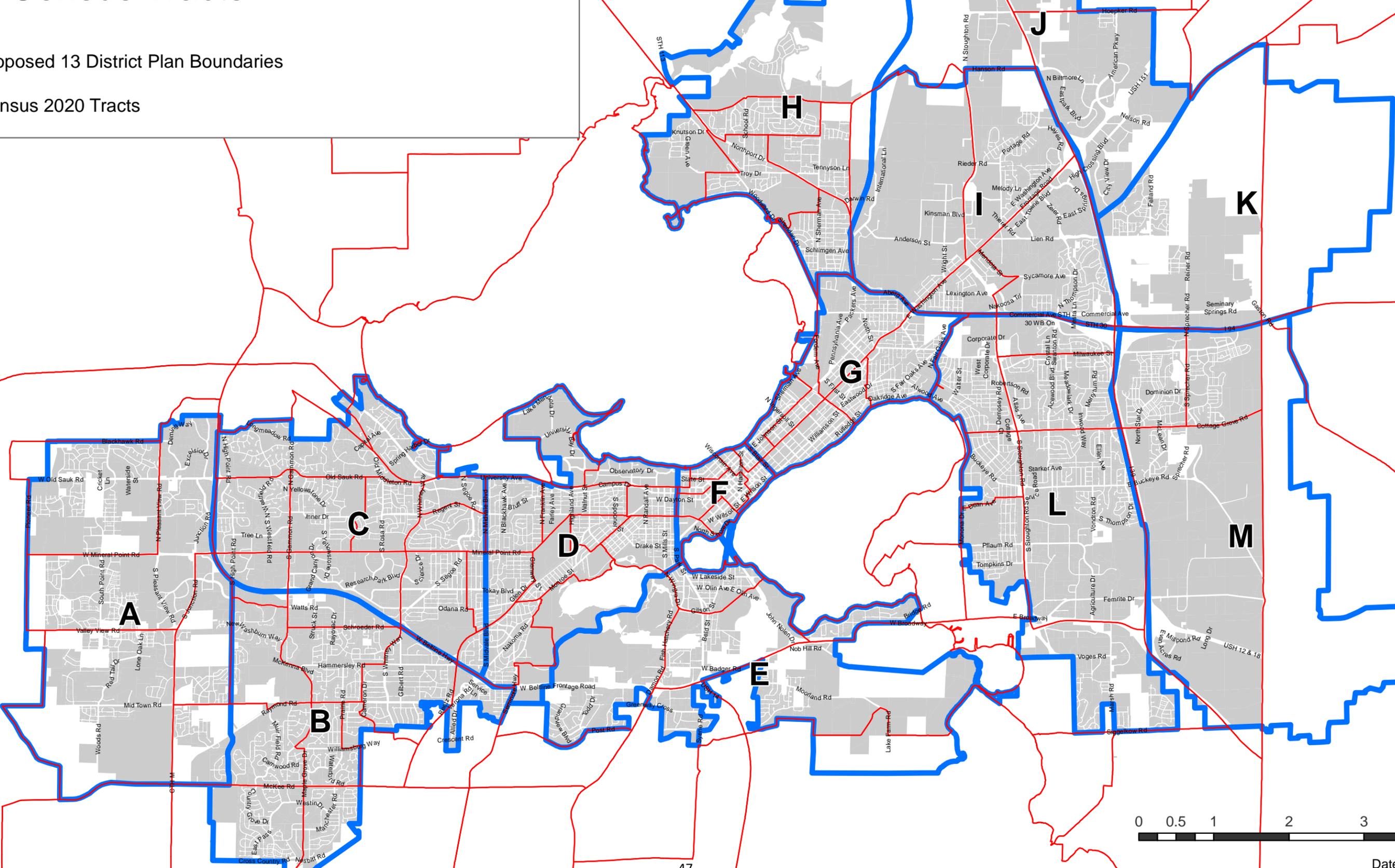
-  Proposed 13 District Plan Boundaries
-  Census 2020 BlockGroups



# Planning Framework

## 2020 Census Tracts

-  Proposed 13 District Plan Boundaries
-  Census 2020 Tracts



Date: 6/28/2021

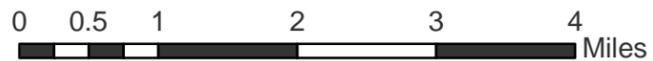
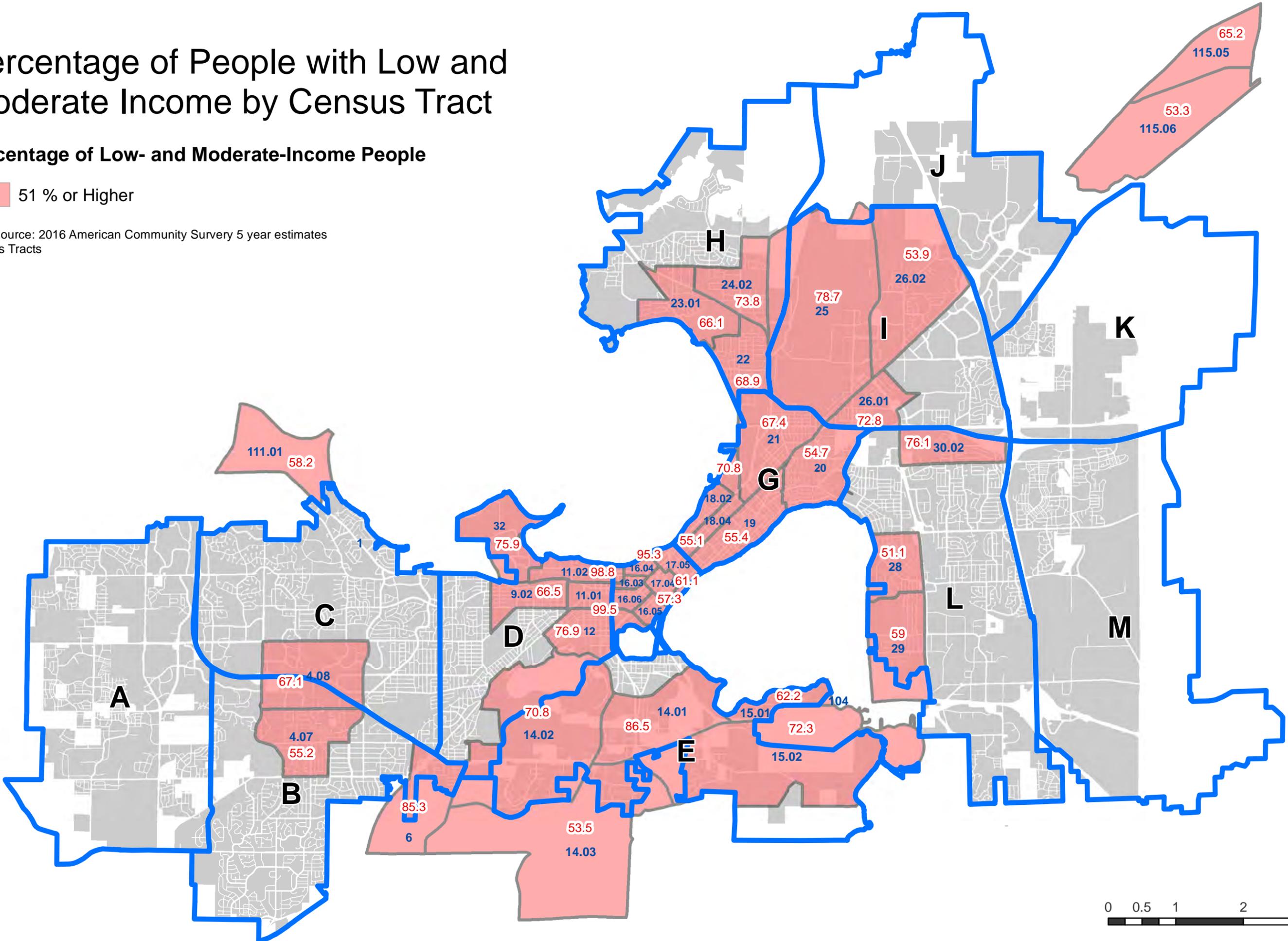


# Percentage of People with Low and Moderate Income by Census Tract

## Percentage of Low- and Moderate-Income People

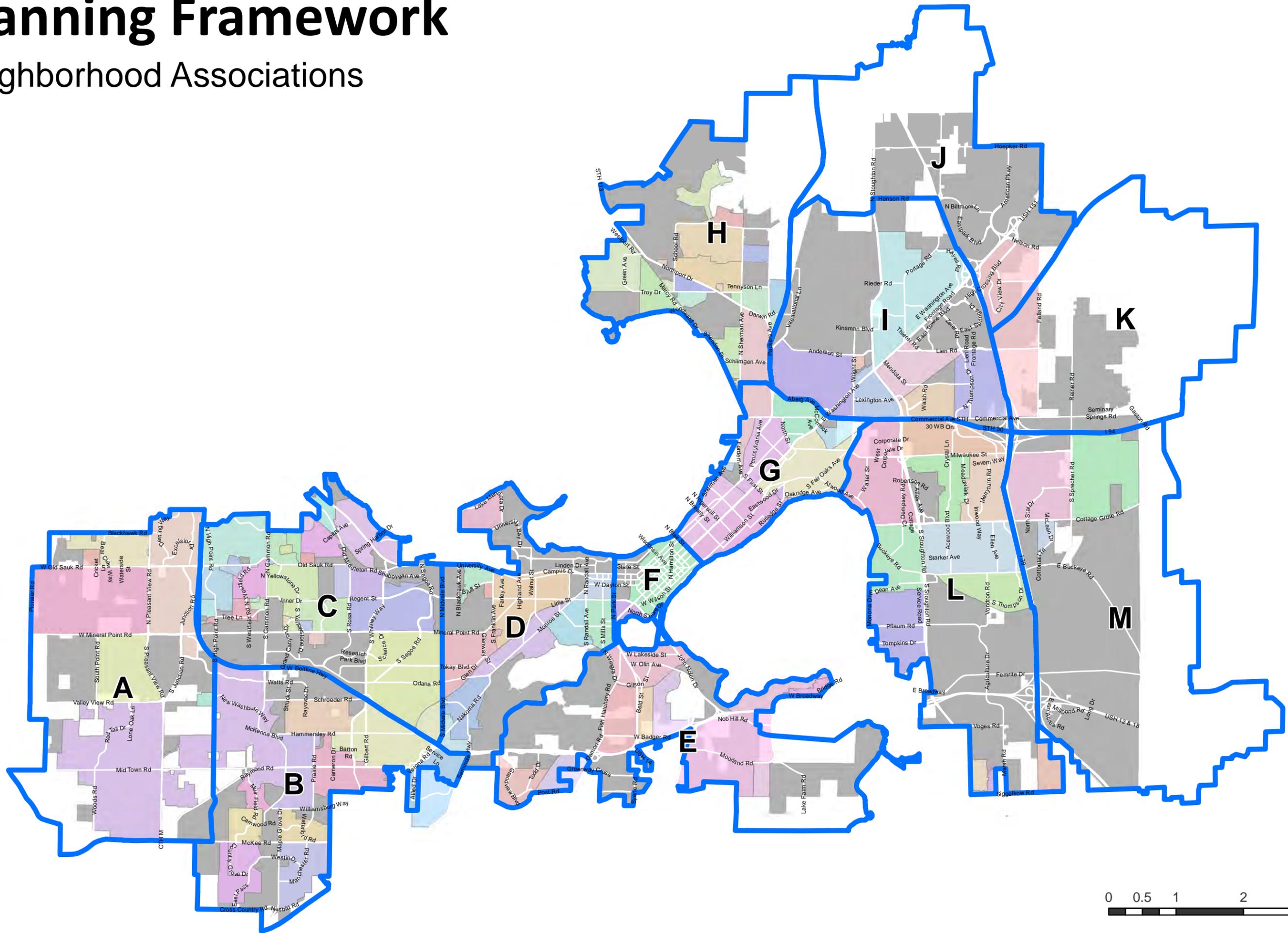
51 % or Higher

Data Source: 2016 American Community Survey 5 year estimates  
Census Tracts



# Planning Framework

## Neighborhood Associations



# Planning Framework

## Aldermanic Districts

-  Proposed 13 District Plan Boundaries
-  Aldermanic Districts

