



Department of Planning & Community & Economic Development

## Planning Division

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TO: Plan Commission

FROM: Kirstie Laatsch, Planning Division

RE: 2023 Comprehensive Plan Interim Update

The City of Madison is undertaking an interim update to the [2018 Comprehensive Plan](#) which includes changes to the Growth Framework section of the Plan, specifically the Generalized Future Land Use (GFLU) Map, including the land use category descriptions and map notes. This process is similar to an interim update that was completed in 2012.

A special Plan Commission meeting related to the Comprehensive Plan Interim Update will be held on Thursday, September 7. If needed, discussion will continue at the Monday, September 18 Plan Commission meeting. While no formal action will be taken on this item in September, the meeting(s) will allow for early public comment, and for the Plan Commission to provide guidance to staff on the preparation of materials for formal public hearings later this year. The September meeting(s) will cover:

1. **Proposed amendments to the Comprehensive Plan's Generalized Future Land Use (GFLU) Map to reflect land use recommendations in [City plans \(see list on page 1\)](#) adopted or amended after the 2018 Comprehensive Plan.** These are shown in black outlines on the 2023 Draft GFLU Map (attachment 1).

The black outline areas also include changes to reflect:

- Annexations by McFarland at the far southeast edge of the city.
- The City's intergovernmental agreement with the Town of Cottage Grove.
- City-owned parks and stormwater areas of over one acre that were inadvertently not shown as Parks and Open Space on the 2018 GFLU Map.
- Recent approvals, such as plats (for example, the Raemisch Farm on the north side) and recent City land purchases for parks.

Staff has also recommended changes to the Map Notes that accompany the GFLU Map. The proposed Map Notes are included on the [online interactive map](#) and can be turned on in the layers list. This [link](#) includes a version that tracks the proposed changes.

2. **Proposed amendments to the 2023 Draft GFLU Map proposed by the public.** The City provided an opportunity for the public to propose amendments to the GFLU Map. 81 proposals were submitted. The [online interactive map](#) indicates the location (blue outlines) of the proposed amendments that are geographically specific. Items that are not geographically specific are not mapped. Please also note that proposals that apply to the same property/vicinity have been grouped together.

After reviewing each proposal, staff recommends 7 proposals be incorporated into the 2023 Draft GFLU Map. They are shown in **green** on the spreadsheet (attachment 2).

For the 5 items shown in **yellow** on the spreadsheet, staff recommends a change to the 2023 Draft GFLU Map that is slightly different from the applicant's proposal.

Staff suggests the Plan Commission discuss each of the items in green and yellow.

Plan Commission members may feel other proposals should be discussed and potentially included.

Commissioners should note any items that they would like to discuss at the September 7 meeting, as there will be an opportunity following the public comments for commissioners to identify items for further discussion.

After receiving direction from the Plan Commission, staff will compile a Revised Draft of the 2023 GFLU Map that will be formally reviewed by the Plan Commission and Common Council later this fall.

While reviewing the GFLU Map amendments proposed by the public, a number of themes arose:

- Throughout this process, staff has communicated that the City's twelve Area Plans are the best venue to consider changes to the GFLU Map. The Area Plans will cover the entire City, be updated every 10 years, engage a wide range stakeholders and provide context for considering potential changes to the GFLU Map. While staff is recommending the Plan Commission incorporate only 12 of the 81 proposals from the public, all of the suggested changes have been noted for consideration during the applicable Area Plan process. Additionally, there will be an opportunity to consider changes to the GFLU Map during the decennial update to the Comprehensive Plan, anticipated to occur in 2027-2028.
- Several applications propose changing areas designated as Low Residential (LR) to Low-Medium Residential (LMR) to allow a wider range of building forms, such as duplexes or three-unit buildings. It is a common misconception that only detached, single-family homes can be built within LR areas, but two-unit and two-family – twin buildings are listed as acceptable building forms in the Comprehensive Plan. In addition, three-unit, single-family attached, and small multifamily buildings are generally permitted along arterials and where these types of buildings already exist within LR areas. Also, applicable sub-area plans provide more detailed recommendations for building forms/densities.
- Several applications submitted by Downtown Madison, Inc. request a specific maximum building height or a specific number of stories for blocks in the Regent Street area between Camp Randall and Park Street. Since the GFLU Map covers the entire City it is not structured to provide specific height recommendations for parts of the City. Specificity regarding building height could be included in the upcoming Near West Area Plan.
- For your reference please see the Comprehensive Plan's recommended building forms and densities for the residential and mixed-use categories below.

### Residential Future Land Use Categories

Residential Building Form	Low Residential (LR)	Low-Medium Residential (LMR)	Medium Residential (MR)	High Residential (HR)
Single-Family Detached Building				
Civic/Institutional Building				
Two-Family, Two-Unit				
Two-Family – Twin				
Three-Unit Building	*			
Single-Family Attached	*			
Small Multifamily Building	*	**		
Large Multifamily Building		**		
Courtyard Multifamily Building		**		
Podium Building				
Number of Stories	1-2'	1-3	2-5	4-12~
General Density Range (DU/acre)	≤15	7-30	20-90	70+

\* Permitted in select conditions at up to 30 DU/ac and three stories, generally along arterial streets or where these types of buildings are already present or planned within an adopted sub-area plan as part of a pattern of mixed residential development.

\*\* Permitted in select conditions at up to 70 DU/ac and four stories, generally along arterial streets.

~ Or taller, if specified by an approved sub-area plan or PD zoning.

' Dormers or partial third floors are permitted.

### Mixed-Use Future Land Use Categories

Mixed-Use and Commercial Building Form	Neighborhood Mixed-Use (NMU)	Community Mixed-Use (CMU)	Regional Mixed-Use (RMU)	Downtown Mixed-Use (DMU)	Downtown Core (DC)
Commercial Block Building					
Civic or Institutional Building					
Residential - Commercial Conversion					
Live-Work Building					
Single-Family Attached Building					
Small Multifamily Building					
Courtyard Multifamily Building					
Large Multifamily Building					
Parking / Liner Buildings					
Free-Standing Commercial Building					
Podium Building					
Flex Building					
Number of Stories	2-4	2-6*	2-12**	See Downtown Plan, page 37	
General Residential Density Range	≤70	≤130	--	--	--

Note: Architectural features that create the appearance of an additional floor do not count towards the minimum number of floors.

\* One-story anchor retail is allowed as part of a larger, comprehensively planned mixed-use project or as part of a project transitioning from a suburban car-oriented layout to a more urban, pedestrian-oriented layout.

\*\* Or taller, if specified by an approved sub-area plan or by PD/MXC zoning approval. One-story anchor retail is allowed as part of a larger, comprehensively planned mixed-use project or as part of a project transitioning from a suburban car-oriented layout to a more urban, pedestrian-oriented layout.

-- indicates that the residential density is governed by the building height limit.

3. **Staff-proposed changes to the Comprehensive Plan document (outside of the GFLU Map).** Draft revisions to the Plan are summarized in a list (attachment 3) as well as through an interactive, [detailed markup of the document](#).

**Attachments**

- Attachment 1: 2023 Draft GFLU Map with staff-proposed changes
- Attachment 2: Spreadsheet of GFLU Map amendment applications proposed by the public and supporting materials for select GFLU Map amendment applications
- Attachment 3: Summary list of draft revisions to the Comprehensive Plan document