

**City of Madison**  
**INTER-DEPARTMENTAL**  
**Correspondence**

**DATE:** January 5, 2006  
**TO:** Madison Plan Commission  
**FROM:** Michael Waidelich, Principal Planner  
**SUBJECT:** Comments from the Public Hearing on the Draft Comprehensive Plan

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After the public hearing on the draft Comprehensive Plan held at the Common Council meeting of December 13, 2005, the draft Plan and the adopting ordinance were referred back to the Plan Commission and Park Commission to consider whether additional revisions to the draft Plan were warranted in response to the comments made at the hearing. The Planning Staff have prepared a summary of the comments made by speakers at the public hearing, as well as a recommended response to these comments. Except for revisions recommended in response to concerns expressed regarding the proposed central park in the East Rail Corridor, staff do not believe that further revisions to the draft Plan are required. Please note that at their January 11<sup>th</sup> meeting, the Park Commission will also be considering the proposed revisions to the Parks and Open Space chapter recommended by staff, and will report their recommendation back to the Common Council.

Although not absolutely necessary, staff also recommends that a new Plan Commission resolution be approved Monday evening recommending adoption of the Comprehensive Plan to the Common Council, and that a substitute ordinance adopting the Comprehensive Plan also be recommended to the Council. In both cases, the new resolution/revised ordinance clarifies the recent history of the Plan adoption process, and that the adopted Comprehensive Plan incorporates the revisions recommended by the Plan Commission at both their December 5, 2005 and January 9, 2006 meetings.

Obviously, the Council could still propose further revisions to the Plan when the ordinance gets back to them, but with luck this will not be necessary.

Please let me or another member of the Comprehensive Plan staff know if you have any questions. Thank you.

Comments from the Common Council Public Hearing

on the

October 2005 Public Hearing Draft  
CITY OF MADISON COMPREHENSIVE PLAN

and

Planning Staff Response and Recommendation

Department of Planning & Development  
Planning Unit  
January 5, 2006

## **October 2005 Public Hearing Draft – City of Madison Comprehensive Plan COMMENTS FROM THE DECEMBER 13, 2005 COMMON COUNCIL PUBLIC HEARING**

A public hearing on the draft Comprehensive Plan was conducted at the Common Council meeting of December 13, 2006. This section presents a summary of the comments made by the speakers and the Planning Staff proposed response and recommendation.

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### Comment by Dar Ward, representing the Bicycle Federation of Wisconsin

Registered in opposition to adoption of the Comprehensive Plan due to lack of recognition of the proposed Central Park located in the East Rail Corridor.

### Comment by Marsha Rummel, representing the Marquette Neighborhood Association

Registered in support of adoption of the Comprehensive Plan, but commented that the draft Plan should be revised as needed to include adequate recognition of the proposed Central Park.

### Comment by Heather Mann representing the Urban Open Space Foundation

Registered in opposition to adoption of the Comprehensive Plan due to lack of recognition of the proposed Central Park, and of the role that the Urban Open Space Foundation and similar private organizations can play in public-private partnerships to support park and recreation activities. The following written comments were also submitted with her suggestions for additions to the Comprehensive Plan narrative to address her concerns:

**Page 7-8** should speak to known deficiencies of parkland in established downtown neighborhoods and the need to retrofit open space in the already built environment.

**The following should be inserted on Page 7-10 after “Regional Park:”**

#### *Community Partnership Parks*

Madison has a well-established tradition of private-sector involvement in the creation and maintenance of public parks. From 1892 through 1931, the Madison Park and Pleasure Drive Association functioned as the city’s unofficial parks department. This not-for-profit created and maintained many of Madison’s most beloved parks, including: Tenney Park, the Yahara River Parkway, Henry Vilas Park, Brittingham Park, Olin Park, and Olbrich Park. In 1979, the Olbrich Botanical Society – a non-profit organization whose members support the Gardens’ fund-raising and educational activities – was born. Their efforts resulted in a new Rose Garden, Perennial Garden, Herb Garden, All-America Garden, and Rock Garden. In 1996, the Urban Open Space Foundation – a statewide non-profit working with communities to create and revitalize public places-preserved and enhanced Troy Gardens, the Yahara River Parkway, and launched the acquisition and development of Central Park in Madison’s Capitol Gateway Corridor. In the spirit

of enhancing Madison's legacy of diverse parklands, the Park Commission and staff welcome these and other public-private partnership opportunities to accomplish broad park and open space goals.

**The following should be inserted on Page 7-12:**

Another strategy for eliminating parkland deficiencies in older parts of the city is to recognize the catalytic potential of high quality open space in redevelopment projects. The proposed Central Park-a vibrant 17-acre urban destination in an area nearly 40-acres short of parkland-is now demonstrating the positive economic impact of parks to the City's property tax base, and the desire of new businesses and homes to be located in close proximity to quality open space amenities. Due to the documented parkland deficiency, the availability of under-utilized land, and the broad-based consensus surrounding the effort, the City should continue to work with Central Park advocates to develop and maintain the park.

**Central Park should be delineated with a large circle on Map 7-1: Existing & Proposed Park and Open Space**

**Planning Staff Response**

The comments of these three speakers all relate to the same issue and are considered together.

Omission of the proposed central park from the Existing & Proposed Park and Open Space map in Volume I was an unintended oversight and will be corrected. The site of the proposed central park as recommended in the adopted East Rail Corridor Plan is already shown on the Generalized Future Land Use Plan map in Volume II as lands recommended for long-term park and open space uses, but staff recommends that a note also be added to the map to further specify the location as the site of the proposed central park.

After meeting with representatives from the Urban Open Space Foundation, the Park Superintendent has prepared an alternative recommendation for revisions to narrative of the Parks and Open Space chapter of Volume I of the Comprehensive Plan that will provide additional discussion of the potential role of public-private partnerships in park development activities, as well as specific recognition of the proposed central park and the Urban Open Space Foundation and similar organizations.

**Planning Staff Recommendations**

Volume I, Chapter 7, Parks and Open Space, Page 7-3

Staff recommends the following revisions to Paragraph 2:

Park and open space standards are used to establish a measure against which the existing and future needs of Madison's park, open space and outdoor recreation system may be assessed. Madison is proud of its century-long tradition of high standards for parks and open space. With financial constraints and pressing urban issues to be addressed, the success of our parks and open space program will more and more depend on successful partnerships with such entities as the Madison Parks Foundation, the Urban Open Space Foundation and its Central Park initiative, the Olbrich Botanical Society and other groups like the Friends of Hoyt Park.

[Start new paragraph]TheyOur standards can only be used to measure specific aspects of recreation within the system. They cannot be used to measure the total recreation needs, or the psychological needs of the population to view and use natural surroundings. Table 1 on the next page provides a summary of Madison's park and open space standards.

Volume I, Chapter 7, Parks and Open Space, Page 7-11

Staff recommends the following addition to the end of Paragraph 3:

...Ed Keif Park is an example of a long-term project to relieve a park deficiency. The Urban Open Space Foundation's Central Park initiative is an example of a public-private partnership that may provide new park resources and facilities in our central city.

Volume I, Chapter 7, Park and Open Space, Map 7-1, Existing & Proposed Park and Open Space

Staff recommends that Map 7-1 be revised to add an asterisk (the symbol for a proposed future park) on the proposed Central Park site within the East Rail Corridor.

Volume II, Chapter 2, Land Use, Maps 2-1 and 2-2a, Generalized Future Land Use Plan

Staff recommends that Maps 2-1 and 2-2a be revised to add a new Map Note at the location of the proposed Central Park to read, "This is the location for the future central park recommended in the adopted East Rail Corridor Plan."

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Comment by Michael Neuman

Registered in opposition to adoption of the Comprehensive Plan and addressed the following issues:

1. He is opposed to adoption of the Draft Comprehensive Plan because it does not address motor vehicle emissions and the health problems that people suffer as a result of these emissions.
2. The plan does not adequately address reduction of motor vehicle miles traveled. He would like to see this in the Plan along with a timeline for achieving it.
3. The City needs to work with suburban and rural neighbors to reduce motor vehicle miles traveled. Expanding transit to these areas would help.
4. Staff needs to address pollution caused by the Dane County Regional Airport.

### Alder Golden's Response

Alder Golden acknowledged Mr. Neuman's comments and the issues he raised, but is not sure they belong in the Comprehensive Plan. Alder Golden recollects that the Comprehensive Plan is strong in reaching out to neighboring jurisdictions to address issues raised by Mr. Neuman. Alder Golden asked that City staff look at Mr. Neuman's comments and issues, but not necessarily change the Comprehensive Plan.

### Planning Staff Response

Numerous Transportation Chapter objectives and policies address the goal to reduce auto driving. The Madison Comprehensive Plan recommends that there is a need to reduce the amount of automobile traffic and the overall level of driving in our community, and thus improve air quality. We feel the best way to do this is to enhance the attractiveness of other modes, such as public transit (by providing fast, frequent, reliable, safe and comfortable service), limit the amount of new roadway capacity and use transportation demand management (TDM) mechanisms to make transit (and other modes) more desirable and driving less attractive. TDM measures include reduced transit fares, better transit facilities, better bicycle and pedestrian facilities and carefully controlling the cost of auto parking. In addition, the Comprehensive Plan recommends that new neighborhoods and activity centers be developed as compact, walkable areas that reduce the need to travel by motor vehicles.

The following sections of the Comprehensive Plan address Mr. Neuman's comments:

### Objectives and Policies for Transportation Demand Management (TDM)

**Objective 7:** Utilize Transportation Demand Management (TDM) measures, as part of a comprehensive City-wide strategy to reduce the amount of automobile traffic in Madison, and enhance the desirability of non single-occupancy vehicle (SOV)-based transportation modes. The formation of Transportation Management Associations (TMAs) should be considered, where appropriate, as a mechanism to organize individual employers and administer TDM initiatives.

*Note: Transportation demand management (TDM) is a set of actions or strategies, the goal of which to encourage travelers to use alternatives to driving alone, especially at the most congested times of the day. The term TDM encompasses both alternative modes to driving alone and the techniques, or strategies, that encourage use of these modes. TDM alternatives include travel options such as:*

- Carpools and vanpools;
- Public and private transit (including shuttles); and,
- Bicycling, walking, and other non-motorized travel.

*TDM measures also can include "alternative work hours," program options that reduce the number of days commuters need to travel to the worksite, or that shift commuting travel to non-peak period times of the day. Alternative work hours include:*

- Compressed workweeks, in which employees work a full 40-hour workweek in fewer than the typical 5 days;
- Flexible work schedules, which allow employees to shift their work start and end times (and thus travel times) to less congested times of the day; and
- Telecommuting, in which employees work one or more days at home or at a "satellite work center" closer to their homes.

*TDM strategies include improvements in alternative modes of transportation; financial and/or time incentives for commuters who use alternative modes; information dissemination and marketing activities that heighten travelers' awareness of and/or interest in alternatives; and supporting services that make the use of alternatives more convenient or that remove psychological impediments to use of alternatives. Examples of TDM strategies are:*

- *Improvements to existing transportation services, such as shuttle buses and vanpool programs;*
- *Financial/time incentives, for example, preferential parking for ride sharers, subsidies for transit riders, and transportation allowances;*
- *Parking management programs;*
- *Priority treatment for ride sharers, for example, high occupancy vehicle (HOV) lanes and freeway ramps; and*
- *Employer support measures, such as employee transportation coordinators, on-site transit pass sales, on guaranteed ride home programs; and*
- *Marketing and promotion techniques (such as transportation fares or periodic prize drawings for users of alternatives modes).*

*A Transportation Management Association, or TMA, is an organized group that applies various approaches to help facilitate the movement of people and goods with an urban area - most often stressing the use of transportation demand management strategies and measures. TMAs are often legally constituted and frequently lead by the private sector, in partnership with public sector entities, in an effort to address transportation challenges*

**Objective 9, Policy 11:** Work with Dane County, the Madison Area MPO, the University of Wisconsin and the Wisconsin Department of Transportation to implement the recommendations of Transport 2020, which recommend initiating a system that provides high-capacity transit linkages throughout the City (utilizing new express bus service, commuter rail, and streetcar service, and improvements to the local bus system). Volume II, Map 3-1, at the end of this chapter, illustrates the Transport 2020 Start Up System and Volume II, Map 3-2 Full System Vision.

*Note: The long-term transportation system vision proposed in Transport 2020 is a public transit system that utilizes several transit modes, including commuter rail, electric streetcars, express bus services, park-and-ride lots and improvements to local bus service. Extensions of this system to serve many communities in Dane County are anticipated over time.*

**Objective 18, Policy 5:** Work with Dane County to evaluate the impacts of air traffic on residential areas throughout the City. Prepare an air traffic management plan to address negative impacts of air service on residential areas, including potential future expansion of airport activities.

See Volume II, Page 6-4 for a discussion of air quality issues in Madison. The City's adopted Climate Protection Plan (2002) may be a plan that would best address the air quality concerns expressed by Mr. Neuman.

#### **Planning Staff Recommendation**

No revisions to the draft Comprehensive Plan are required at this time.

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Comment by Roger Korfmacher

Registered in opposition to adoption of the Comprehensive Plan and stated his concern with the way that the City of Madison deals with proposed land subdivisions within its Extraterritorial Review Jurisdiction, citing recent personal experiences with his property.

**Planning Staff Response**

Staff recognizes that the City's adopted policies and ordinances regarding review and approval of proposed land divisions or developments within the area covered by its extraterritorial review jurisdiction may not always be consistent with what an individual owner would like to do with their property. But staff considers the City's policies for areas recommended for continued agricultural and open space uses, or areas recommended for eventual urban uses but not yet planned for compact urban development with the full range of urban services, to be appropriate and consistent with the City's broader long-term objectives for urban development and municipal growth. The goal, objectives, policies and implementation recommendations in the Comprehensive Plan are consistent with the City's continued commitment to compact urban development with full urban services, and preservation of the distinction between rural and urban communities. City agencies are expected to work to accommodate the approval requests of extraterritorial property owners to the extent that their proposals are consistent with City plans, policies and ordinances.

**Planning Staff Recommendation**

No revisions to the draft Comprehensive Plan are required.

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Comment by Phil Salkin, representing the Realtor's Association of South Central Wisconsin

Registered in support of adoption of the Comprehensive Plan and stated that, while he did not necessarily support every detailed recommendation, he considered the Plan to be an excellent document that would be of great usefulness and benefit to the Madison area community.

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Also registered in opposition to adoption of the Comprehensive Plan but not wishing to speak was Kris Hampton.

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