

City of Madison
INTER-DEPARTMENTAL
Correspondence

DATE: November 4, 2010
TO: Madison Plan Commission
FROM: Michael Waidelich, Principal Planner
SUBJECT: Materials related to the 2010 Comprehensive Plan Review

The Plan Commission packet for the November 8, 2010 meeting includes materials related to the 2010 Comprehensive Plan Review, including an overview of the proposed review process, a tentative schedule for the review and consideration of potential amendments, and a preliminary list of potential Comprehensive Plan map amendments prepared by Planning Division staff.

As described in the accompanying document titled “Process for Considering Limited Amendments to the Comprehensive Plan,” the table titled “Preliminary List of Potential Comprehensive Plan Map Amendments for Possible Consideration” is a listing of all of the potential Comprehensive Plan map amendments that have been identified for possible for consideration at this time. The Plan Commission will finalize the list of possible amendments at a subsequent meeting, and the amendments on that list will be prepared for formal review and consideration. The final list may include additions, deletions or modifications to the this preliminary list. Please note that no action is being taken on any potential amendment at this time; and that inclusion on the list means that the proposed amendment will be considered, but does not necessarily imply that staff or the Plan Commission or Common Council will ultimately support the amendment.

The potential Comprehensive Plan amendments in the Preliminary List table are broadly grouped by the reason for including the amendment:

- Amendments to correct omissions and errors

[Page 1 of the List - Locator Maps A through F]

These Comp Plan map changes are essentially technical corrections of mistakes, but since the Comp Plan as originally adopted included these errors, it seems best to correct them through an amendment rather than editorially.

- Amendments specifically recommended in plans for existing neighborhoods

[Pages 2 and 3 of the List - Locator Maps G through J]

These Comp Plan map changes were specifically recommended in neighborhood plans or plan amendments adopted since January 2006. These plans were developed through an extensive neighborhood planning process and adopted by the Common Council.

- Amendments to reflect the land use recommendations in special area plans

[Page 4 of the List - Locator Maps K though M]

These Comp Plan map changes reflect the land use recommendations contained in special area plans adopted since January 2006. These special area plans were developed though an extensive planning process and adopted by the Common Council.

- Amendments to reflect land use recommendations in neighborhood development plans
[Pages 5 and 6 of the List - Locator Maps N through U]

Most of these Comp Plan map changes reflect the land use recommendations in new neighborhood development plans prepared for peripheral areas, or in amendments to older NDPs, adopted since January 2006. These plans or amendments were developed through an extensive planning process and adopted by the Common Council.

As described in the List, some of these Comp Plan map changes reflect modifications to the land use and street pattern illustrated in the neighborhood plans as originally adopted that were approved as part of the subsequent approval of specific land subdivision and development projects.

- Amendments requested by prospective developers to accommodate a current or future project
[Page 7 of the List - Locator Maps V through X]

These potential changes to the Comp Plan map were proposed by prospective developers to accommodate current or future proposed projects that would not otherwise be consistent with the Comprehensive Plan as currently adopted.

- Amendments to replace an unrealistic land use recommendation with a more appropriate alternative
[Page 8 of the List - Locator Map Y]

This potential change to the Comp Plan map was suggested for possible consideration by DPCED staff.

2010 COMPREHENSIVE PLAN REVIEW
PROCESS FOR CONSIDERING LIMITED AMENDMENTS TO THE COMPREHENSIVE PLAN

Introduction

The City of Madison Comprehensive Plan was adopted in January 2006. Since that time, several new neighborhood, neighborhood development, and special area plans¹ have been prepared and adopted as supplements to the Comprehensive Plan, and several of these plans have been amended; but there have been no formal amendments to the Plan itself.

The Madison Comprehensive Plan includes a recommendation to conduct an annual review and evaluation of both it and the supplemental neighborhood plans, but this frequent and extensive review of all of these plans has been found to be unrealistic in light of the staff resources available---and also generally not necessary. The recommendations in the Comprehensive Plan are relatively broad, with more-detailed and nuanced recommendations contained in the neighborhood and special area plans prepared for smaller geographic areas. This structure provides a degree of flexibility in the Comprehensive Plan's recommendations, and revisions to the City's adopted plans that may need to be considered in response to new policy initiatives, unanticipated development opportunities, or changed community objectives or conditions, can often be addressed at the neighborhood plan level---so long as the neighborhood plan remains generally consistent with the Comprehensive Plan.

Beginning in January 2010, Wisconsin law requires that all land use regulations and approvals must be consistent with the Comprehensive Plan---including some approvals related to zoning, land subdivision, and official mapping ordinances². The City of Madison Comprehensive Plan specifies that land use approvals should be consistent with the Comprehensive Plan, and that significant changes in land use or development intensity should also be consistent with the more-detailed recommendations in an adopted neighborhood plan. As a consequence, land use proposals that are not consistent with the Comprehensive Plan either should not be approved, or the Comprehensive Plan should be amended as needed to accommodate the proposal. Similarly, if recommendations in an adopted neighborhood plan are not generally consistent with the Comprehensive Plan, one or both of the plans should be amended so that there is consistency.

Subsequent planning activities and land use approvals since 2006 have resulted in at least a few situations where the recommendations in the Comprehensive Plan are no longer fully consistent with the most-current neighborhood plan, or with minor modifications to a neighborhood plan made as part development project approvals. In addition, several new development projects have been proposed, or are expected to be proposed, that could not currently be approved because they would be inconsistent with the adopted Comprehensive Plan. In these cases, considering a potential Comprehensive Plan amendment at the same time that the project itself is considered may also be appropriate.

¹ To avoid unnecessary repetition, the term "neighborhood plan" may also encompass "neighborhood development plans" and sometimes "special area plans" unless the context indicates otherwise.

² Legislation effective May 18, 2010 attempted to clarify the consistency requirement by stating that "consistent with" means "furthers or does not contradict the objectives, goals, and policies contained in the comprehensive plan." While this definition only references the "objectives, goals and policies" identified in the comprehensive plan, it is not intended that other things included in the comprehensive plan be ignored, such as the future land use map, which graphically represents the application of the objectives, goals and policies in a geographic context.

In order to ensure that the Comprehensive Plan remains an accurate expression of community goals, a limited review and evaluation of the plan is proposed at this time to identify situations where the plan is no longer consistent with the current recommendations in an adopted neighborhood plan, or may be inconsistent with a proposed development project that the community may wish to support. Following the evaluation, amendments to the Comprehensive Plan may be proposed for consideration.

Scope of the Comprehensive Plan Review and Evaluation

The limited review will focus on the mapped land use recommendations found in the Land Use chapter of the Comprehensive Plan (Volume II, Chapter 2), including:

- Potential revisions to the Generalized Future Land Use Plan Map.
- Potential revisions to the definitions and recommendations for the land use districts used on that map. These include:
 - Location and design characteristics
 - Recommended land uses
 - Recommended development intensity/density
 - Recommended housing types
- Potential revisions or additions to the Land Use Plan Map Notes (Appendix 2-1).

Other content in the Comprehensive Plan, including background information in Volume I, general narrative text, and the goals, objectives, and policies in the Land Use and other chapters, will not be reviewed at this time.

Potential Sources of Proposed¹ Amendments

- Amendments to correct omissions or technical errors in the adopted Comprehensive Plan.
 - These may include corrections to the land use designation assigned to areas that were already developed and where no redevelopment was recommended
- Amendments specifically recommended in neighborhood plans or special area plans adopted or amended since January 2006 for areas within existing neighborhoods.
- Amendments to reflect the more-detailed land use recommendations included in new neighborhood development plans adopted or amended since January 2006.
 - These may include amendments to reflect modifications made as part of the development approval process to the detailed and use and street pattern presented in a neighborhood development plan as initially adopted. Not all of these modifications necessarily require a corresponding Comprehensive Plan map amendment, but this may sometimes be warranted to maintain map clarity.

¹ Note: Potential proposed amendments include all Comprehensive Plan amendments advanced for consideration, and might include proposals that are not necessarily recommended by City staff or the Plan Commission.

- Amendments that would be needed in for the Comprehensive Plan to be considered consistent with a specific current or anticipated development proposal.

Decisions regarding whether or not to amend the Comprehensive Plan to accommodate a specific current or anticipated development proposal will be made as part of the amendment process.

In some cases, a corresponding amendment to the applicable neighborhood plan would also be required for the proposed project to be considered consistent with that plan. In general, it is recommended that proposed amendments to the Comprehensive Plan and to a neighborhood plan that are intended to accommodate the same project be considered concurrently. In some cases, the development project itself may be considered concurrently with the plan amendments.

- Amendments recommended by City staff to more accurately reflect the intended land uses recommended in a neighborhood plan and/or which appear more appropriate for the area considering the existing land use and zoning.

These situations may be identified through other planning activities, including staff work with the draft zoning district maps for the new Zoning Code, and essentially reflect changed recommendations regarding the most appropriate land use designation to apply to certain areas where a more-detailed neighborhood plan does not exist, or where that plan's detailed land use recommendations are not clear.

Drafting Responsibility

In general, the map revisions and narrative revisions (if any) proposed for formal consideration as amendments to the Comprehensive Plan will be drafted by Planning Division staff, whether the proposed amendments are generated internally or elsewhere.

Public Participation

The following approaches will be used to involve the public in the amendment process:

Comprehensive Plan Website

The Comprehensive Plan website will be updated to provide public information about the plan review and amendment process, including:

- Description and proposed schedule for the plan amendment process.
- Notices and agendas of meetings where Comprehensive Plan amendments will be discussed or considered.
- Copies of all materials presented or produced at Comprehensive Plan meetings.
- Copies of all proposed amendments.
- Copies of any staff analyses or other information provided regarding proposed amendments.
- Information on how to submit comments on a proposed amendment.
- Copies of all comments received regarding proposed amendments.
- Staff contact information.

Plan Commission Meetings

The Plan Commission will be the lead commissions for the review of the proposed Comprehensive Plan amendments, and may discuss and provide direction on proposed plan amendments at their regular meetings as an agenda item. Plan Commission meetings where the Comprehensive Plan will be discussed will also be noticed on the Comprehensive Plan website.

Public Hearings on Proposed Amendments

Both the Plan Commission and the Common Council will hold a public hearing on proposed Comprehensive Plan amendments. Notices of the public hearings will be sent at least 30 days before the hearings to neighborhood and community groups and organizations, as well as to adjacent municipalities, with copies to the District Alder.

Potential Neighborhood Meeting(s)

In the event that Comprehensive Plan map amendments are proposed that were not previously considered as part of a neighborhood planning process, and/or if a corresponding amendment to the neighborhood plan should be considered concurrently, a neighborhood meeting in the area affected by the amendment may also be held to hear comments and concerns.

General Format for Proposed Amendments

Proposed Comprehensive Plan map amendments presented for consideration will be prepared by Planning Division staff (regardless of the origin of the proposal) and will include the following information:

- A locator map and description indicating the location of the proposed change.
- A description of the proposed change or changes to the land use designations.
- An excerpt from the Generalized Future Land Use Plan Map showing the recommended land use districts currently and after the proposed change.
- A statement of the reason for the proposed change.
- An analysis and evaluation of the effect of the proposed change.

Amendment Evaluation Criteria

The following criteria will be used by the Plan Commission as a basis for considering the adoption of proposed Comprehensive Plan map amendments.

- The proposed change would correct an inaccuracy in the original Generalized Future Land Use Plan Map as adopted in January 2006.

The most obvious cases would include a missing land use district designation or boundary line, or a boundary between recommended uses that seems inappropriate considering the actual pattern of existing land uses or zoning in the area.

- The proposed change would be more consistent with the recommendations of an adopted neighborhood plan, special area plan or neighborhood development plan.

Because they are more-detailed, and are created through a process that typically has a higher level of local participation, the Comprehensive Plan generally seeks to encompass and reflect neighborhood plan recommendations, except when that plan is no longer considered a reasonably-current statement of neighborhood objectives.

Neighborhood plans adopted or revised since the adoption or most-recent revision of the Comprehensive Plan that include land use recommendations not consistent with the Comprehensive Plan should include a recommendation for a corresponding amendment to the Comprehensive Plan so that consistency is maintained. But even if they do not, such an amendment should be included for consideration during the next Comprehensive Plan evaluation cycle.

Note that not all neighborhood plans include clear land use recommendations for specific locations. In addition, the recommended land use classifications used in some neighborhood plans do not always fit neatly within the broader Comprehensive Plan land use categories. In these cases, the Comprehensive Plan seeks to apply the land use designations that best reflect the general objectives of the neighborhood plan.

Note also that in cases where the neighborhood plan was considered particularly outdated, the Comprehensive Plan sometimes included recommendations different from the neighborhood plan. The best practice is for the Comprehensive Plan and the neighborhood plans to remain consistent. As neighborhood plans are periodically adopted, reviewed and revised, either the neighborhood plan and/or the Comprehensive Plan should be amended to provide consistency between them.

- The proposed change would be more consistent with the overall goals, objectives and policies of the Comprehensive Plan as applied in the context of the amendment area.

When there is no current neighborhood plan for an area, the Comprehensive Plan recommendation usually reflects general Comprehensive Plan recommendations as modified by existing land uses, zoning or other attributes that provide a local context and basis for assumptions about preferred uses.

If a proposed Comprehensive Plan amendment would represent a significant change in recommended land use or development intensity, there should be a corresponding amendment to the adopted neighborhood plan, if one exists. If a neighborhood plan does not exist, the proposed Comprehensive Plan amendment review should include neighborhood participation similar to that which occurs as part of neighborhood planning.

- The proposed change would better fit with the predominant uses and development pattern in the surrounding area.

- Conditions in the area have changed sufficiently to warrant the proposed change.

This would include changes in expectations and future potential, as well as recent development trends and physical changes to the area

**CITY OF MADISON
2010 COMPREHENSIVE PLAN REVIEW SCHEDULE**

Identification of Potential Comp Plan Map Amendments

Prepare initial list of potential Comp Plan amendments to be considered ¹	Nov 8
Post initial list of potential amendments on the Comp Plan website	Nov 10
Plan Commission finalizes the list of potential amendments to evaluate	Nov 22
Draft all proposed amendments to be considered ²	Dec

General Community Review of Proposed Map Amendments

Schedule and conduct community meetings as required	Dec-Feb
Neighborhood meetings as required ³	
Compile comments received on the proposed Comp Plan amendments ⁴	Feb

Formal Review and Adoption of Proposed Map Amendments

Introduce an ordinance adopting the Comp Plan amendments, for referral	Jan 4
Introduce resolutions adopting corresponding neighborhood plan amendments	Jan 4
Prepare staff response and recommendations on amendment comments received	Feb
Plan Commission considers resolution recommending adoption of the Comp Plan amendment ordinance ⁵	Feb 21
Plan Commission considers and makes recommendation on the resolutions adopting corresponding neighborhood plan amendments	Feb 21
Common Council public hearing on the proposed Comp Plan amendments ⁶	Mar 1
Common Council considers the ordinance adopting the Comp Plan amendments	Mar 15
Common Council considers the resolutions adopting corresponding neighborhood plan amendments	Mar 15

¹ The listing includes a location map, a description of the proposed change, and the stated reason for the proposed change. Some potential Comprehensive Plan amendments would also require a corresponding neighborhood or neighborhood development plan amendment to accommodate the proposed activity. It is recommended that these be considered concurrently with the Comprehensive Plan amendments.

² The time required for this activity will depend on number and complexity of proposed amendments. For many amendments, the information included in the list of potential amendments may be sufficient. In situations where a corresponding neighborhood plan amendment is also required, this activity includes drafting those amendments.

³ Neighborhood meetings are most likely to be scheduled when a corresponding amendment to an adopted neighborhood plan must be considered concurrently with the Comprehensive Plan amendment.

⁴ Depending on the ground rules established for the review process, this could potentially include proposals for additional amendments.

⁵ The Plan Commission action includes recommendations for any revisions to the proposed Comprehensive Plan amendments based on comments received.

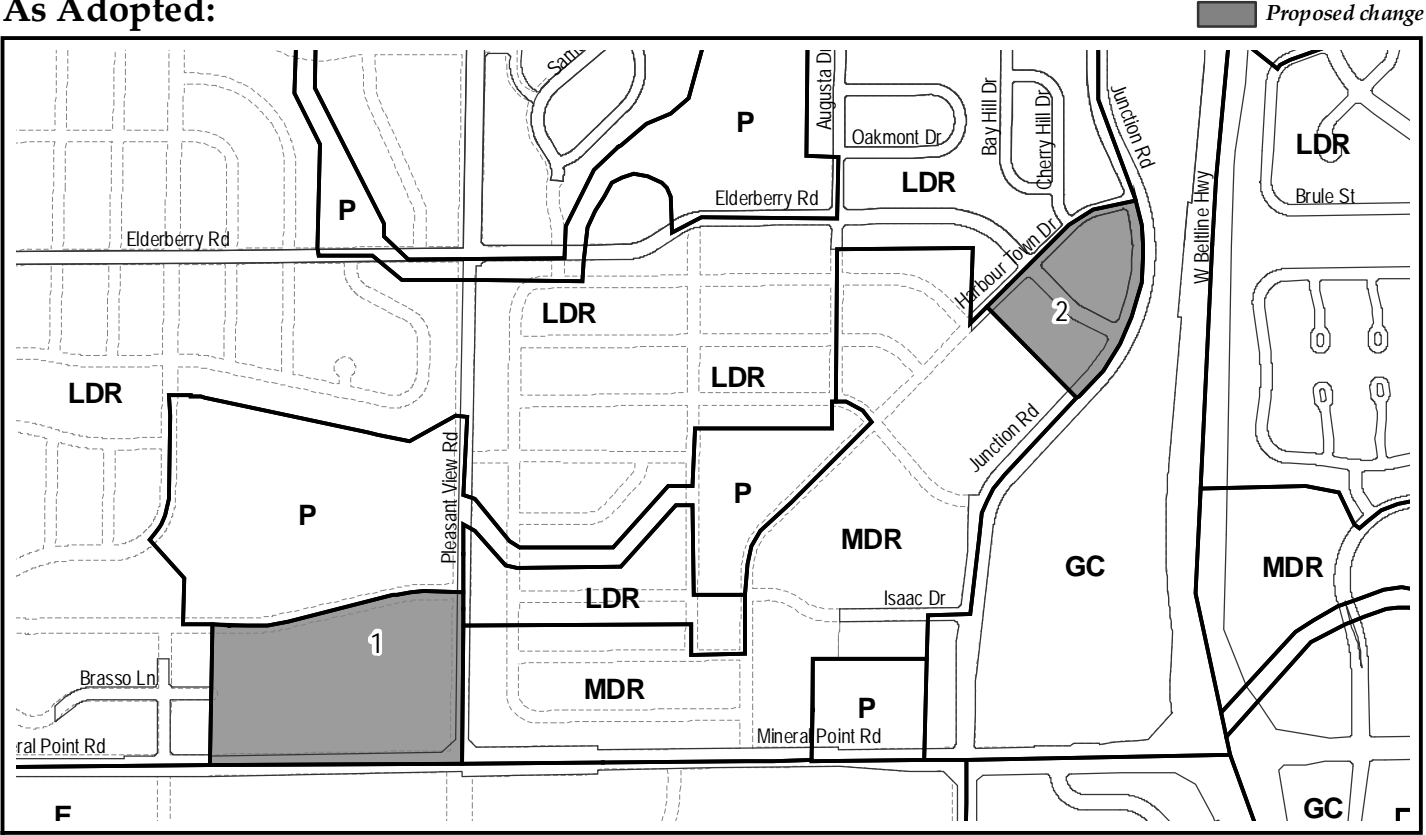
⁶ Notices for the public hearing sent at least 30 days before the hearing to the usual neighborhood and community groups and organizations, as well as to adjacent municipalities, with copies to the District Alder.

2010 Comprehensive Plan Review

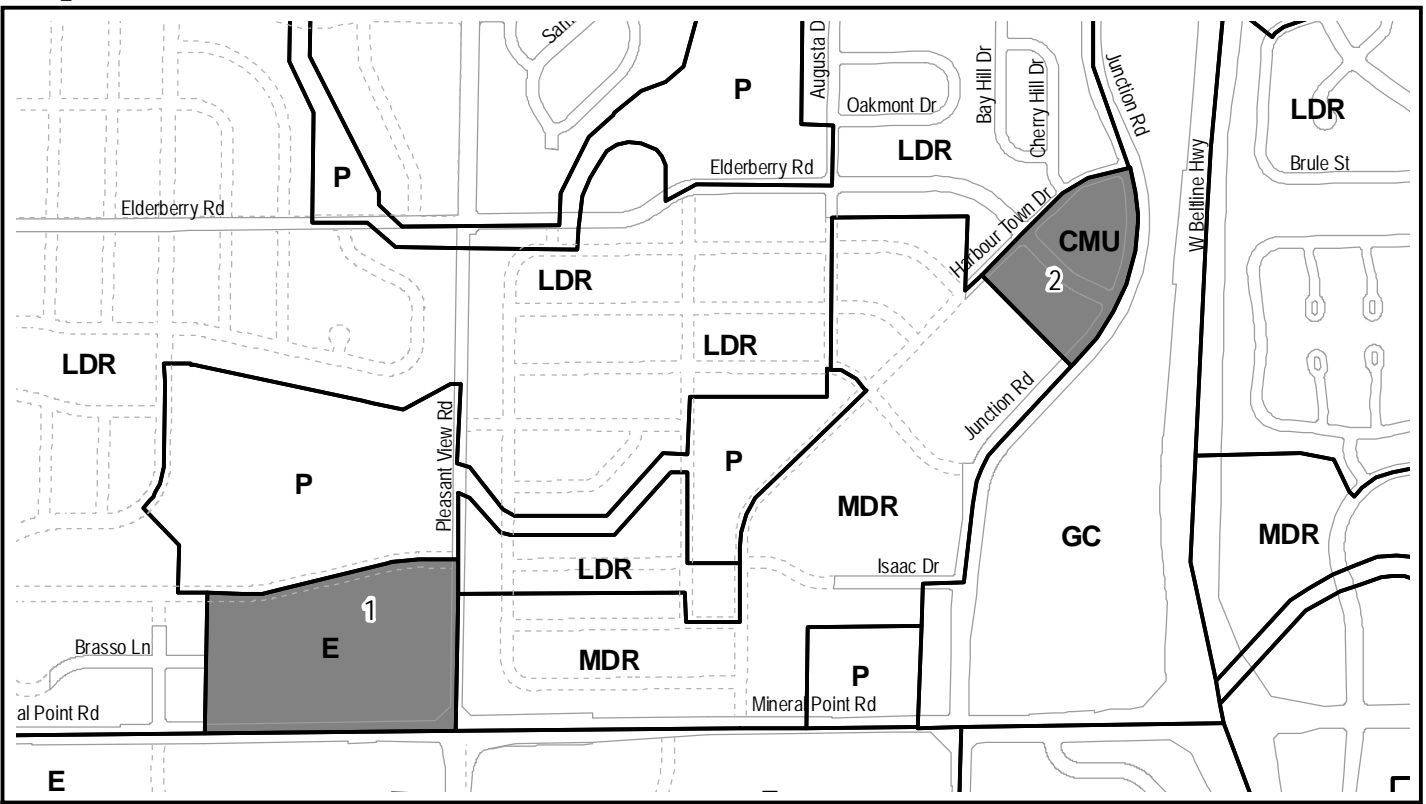
Map Amendments - Corrections

Locator Map A

As Adopted:



Proposed Corrections:




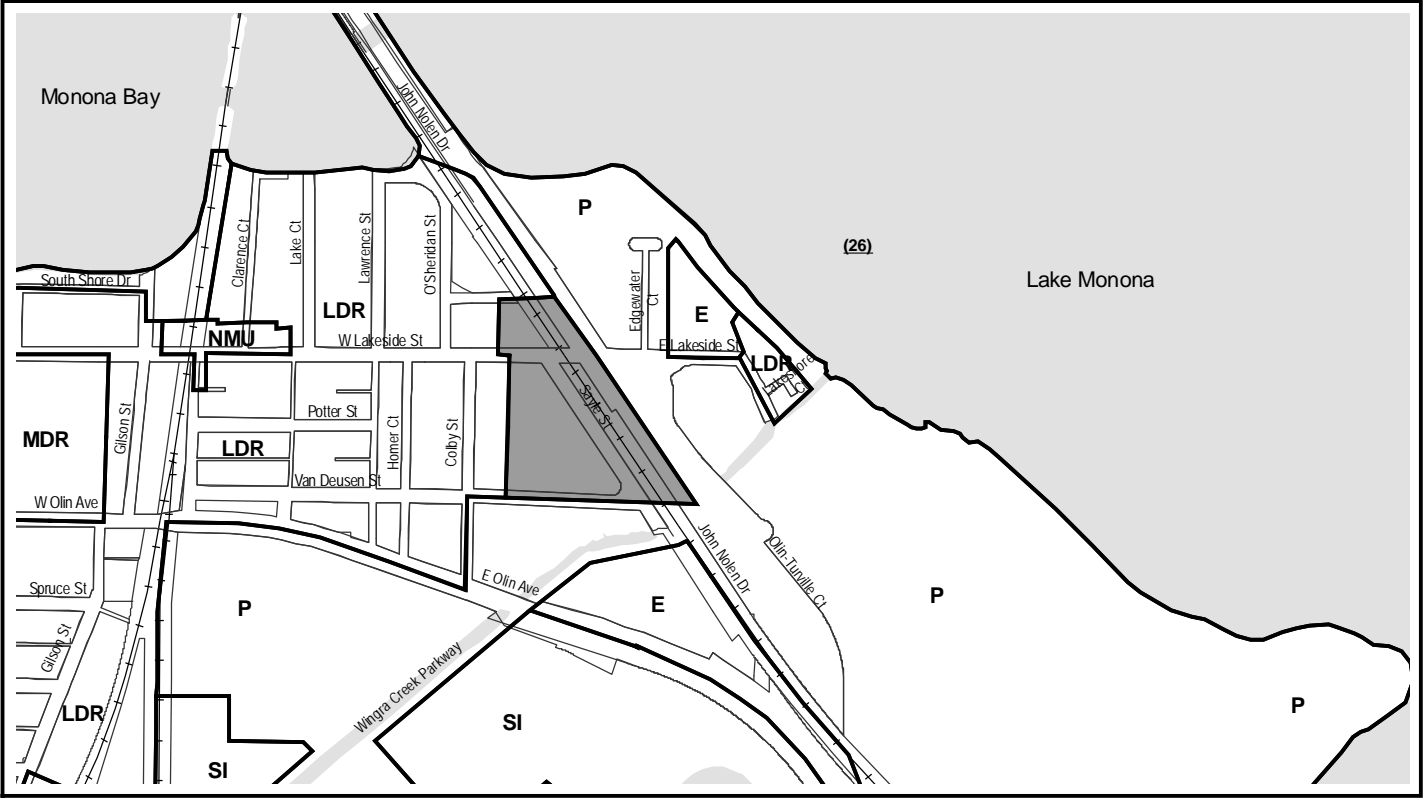
2010 Comprehensive Plan Review

Map Amendment - Correction

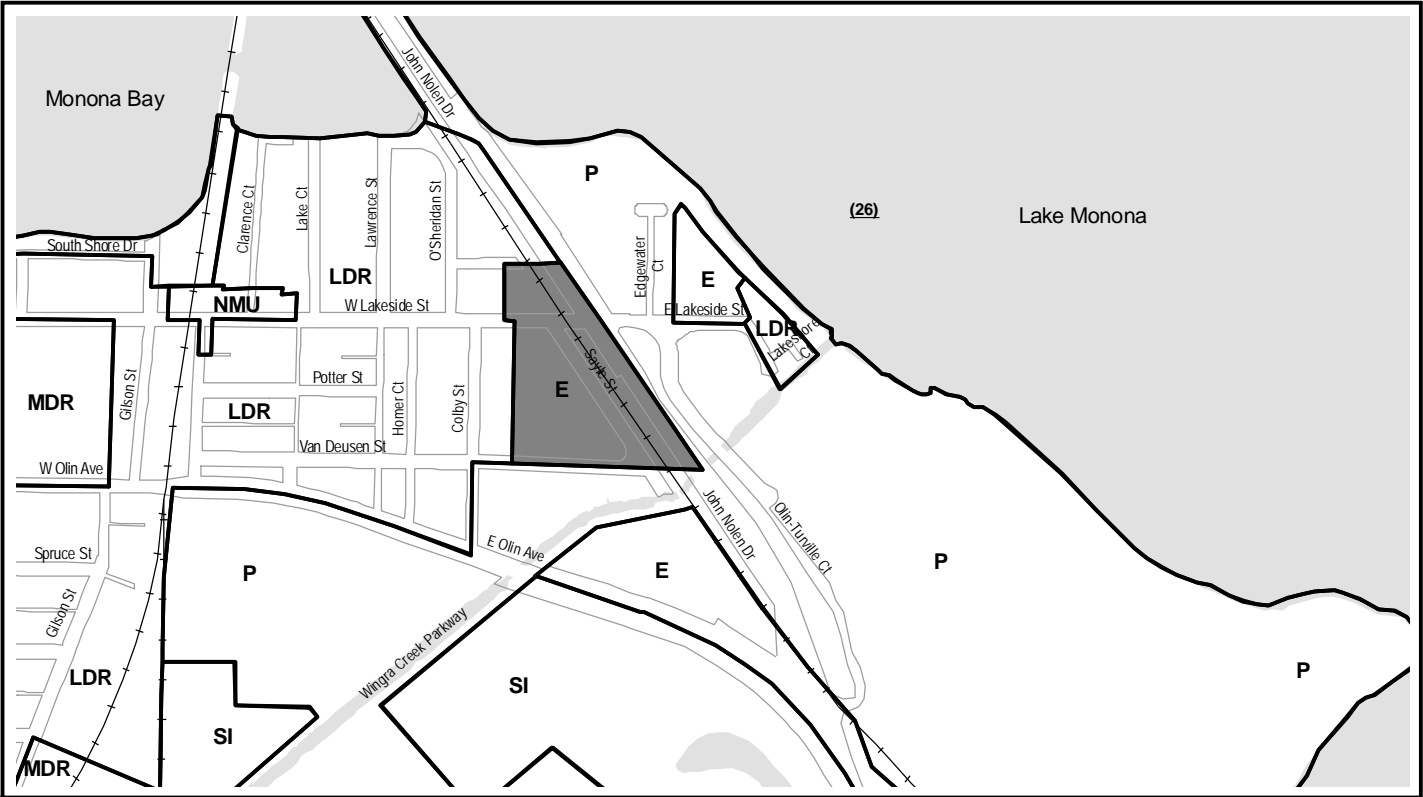
Locator Map B

As Adopted:

 Proposed change



Proposed Correction:




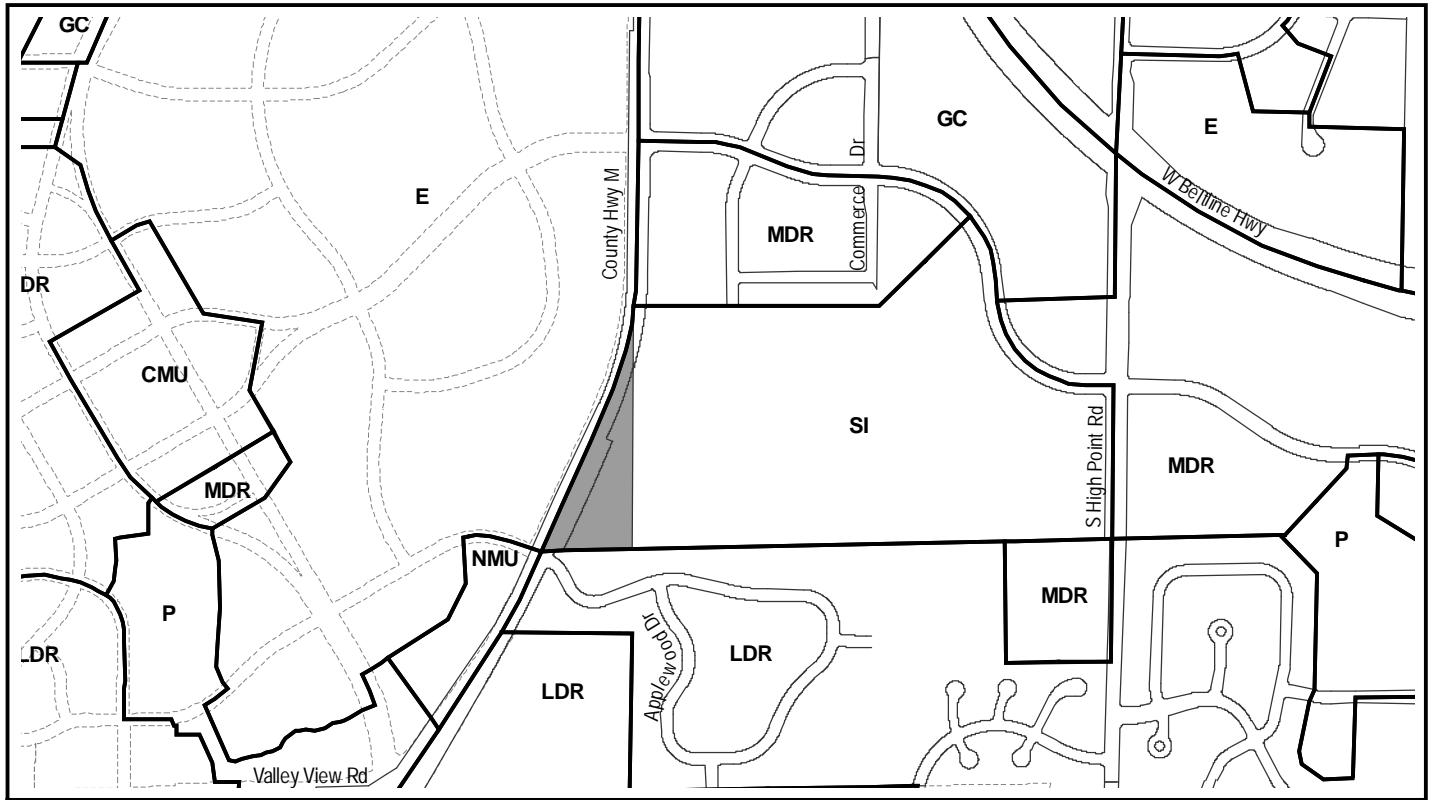
2010 Comprehensive Plan Review

Map Amendment - Correction

Locator Map C

As Adopted:

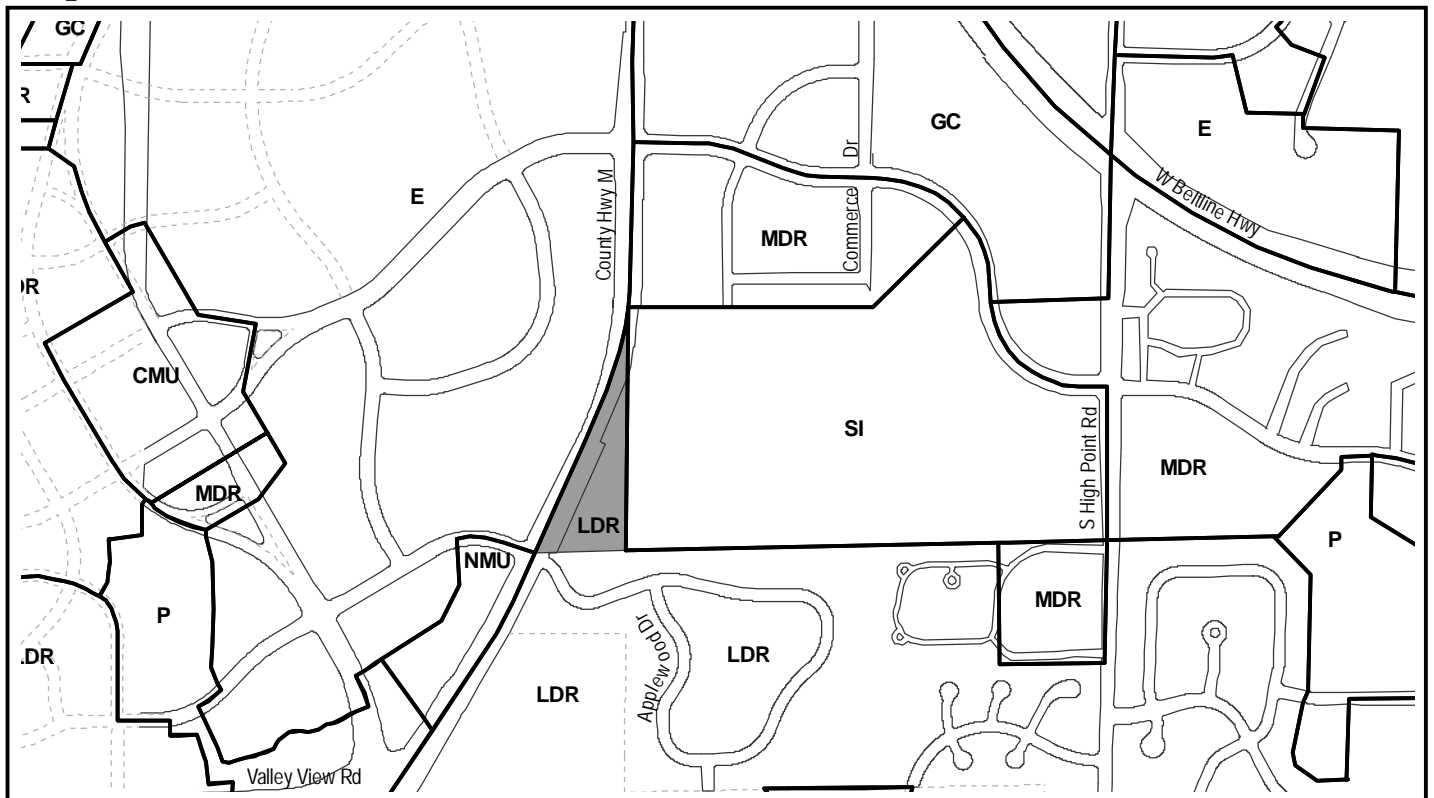
 Proposed change



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Proposed Correction:




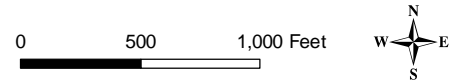
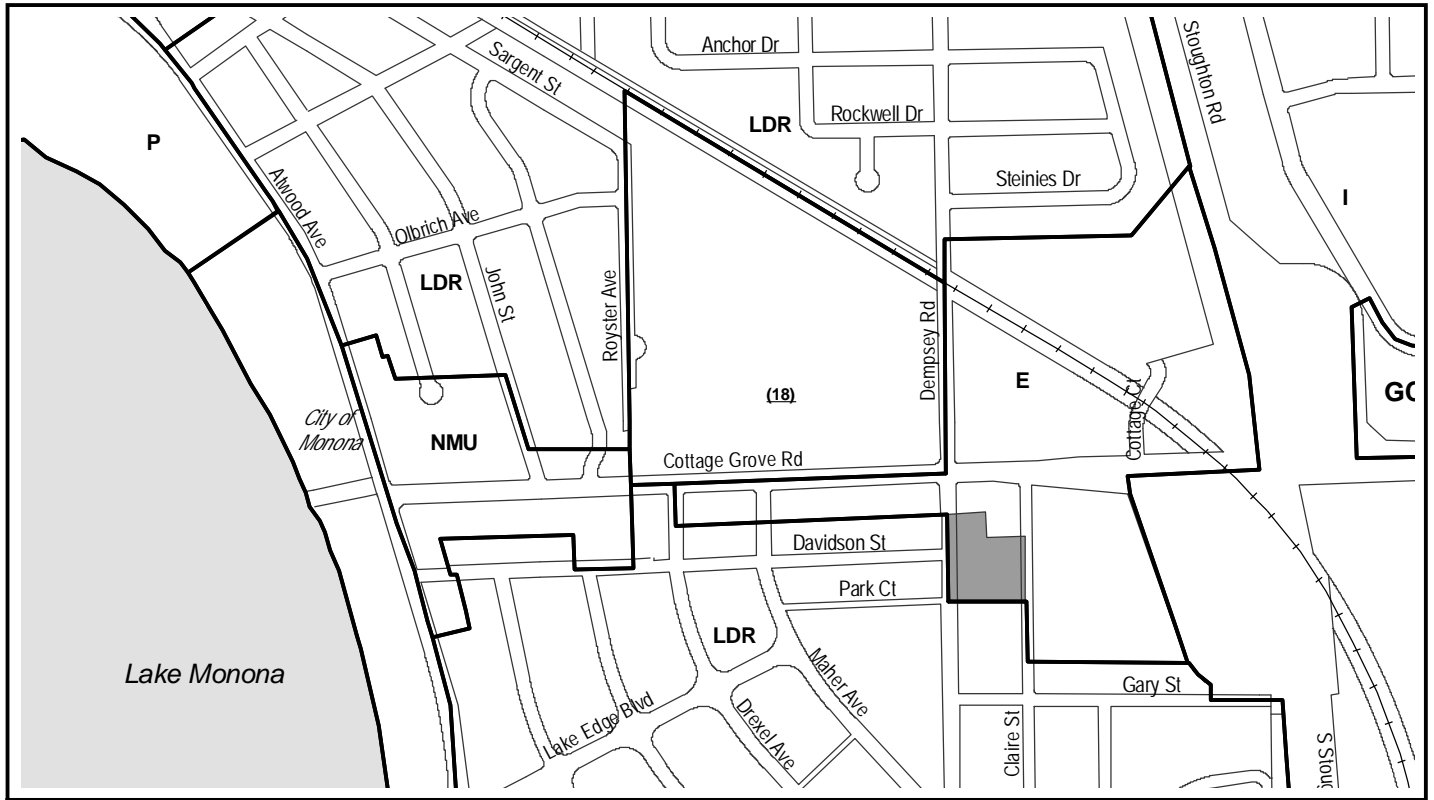
2010 Comprehensive Plan Review

Map Amendment - Correction

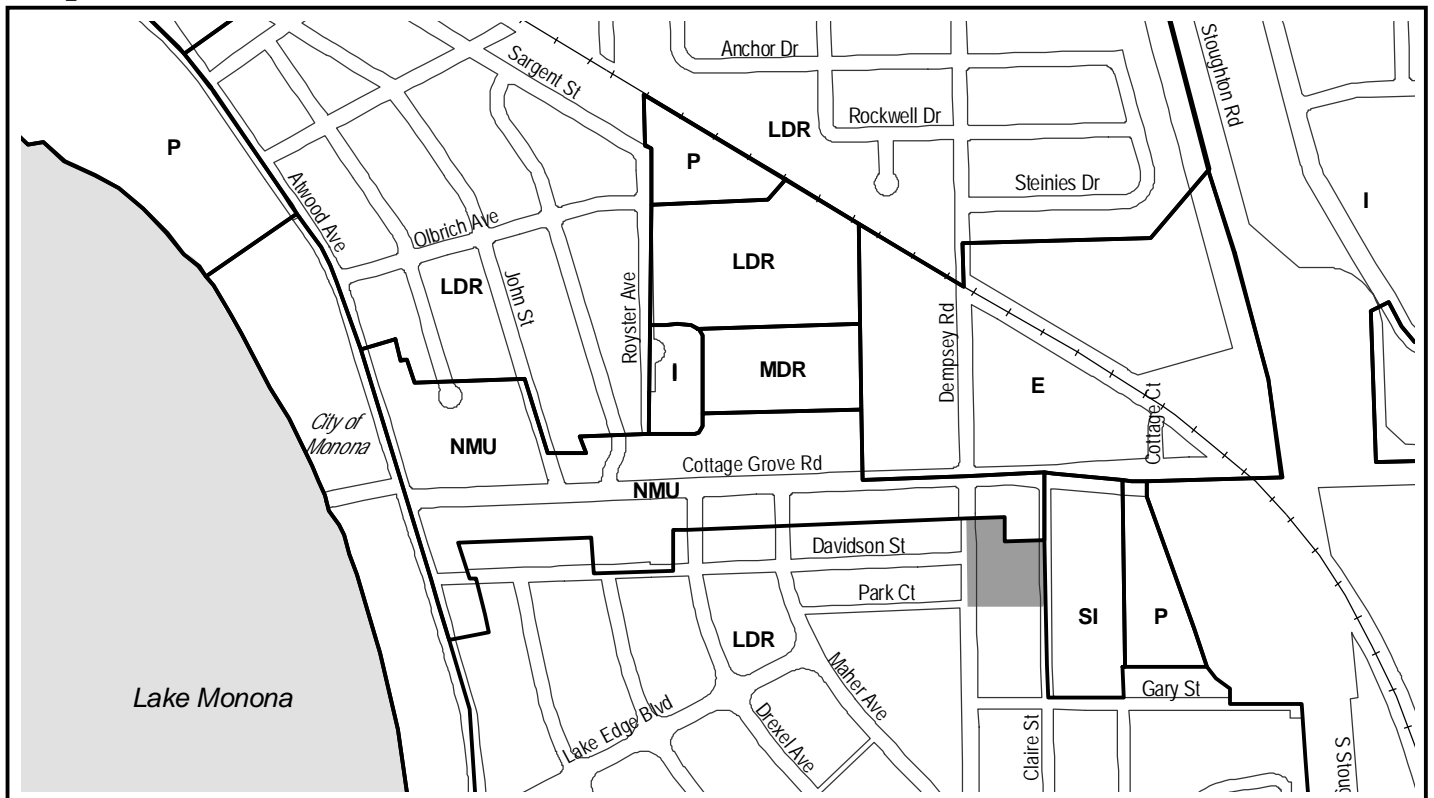
Locator Map D

As Adopted:

 Proposed change



Proposed Correction:

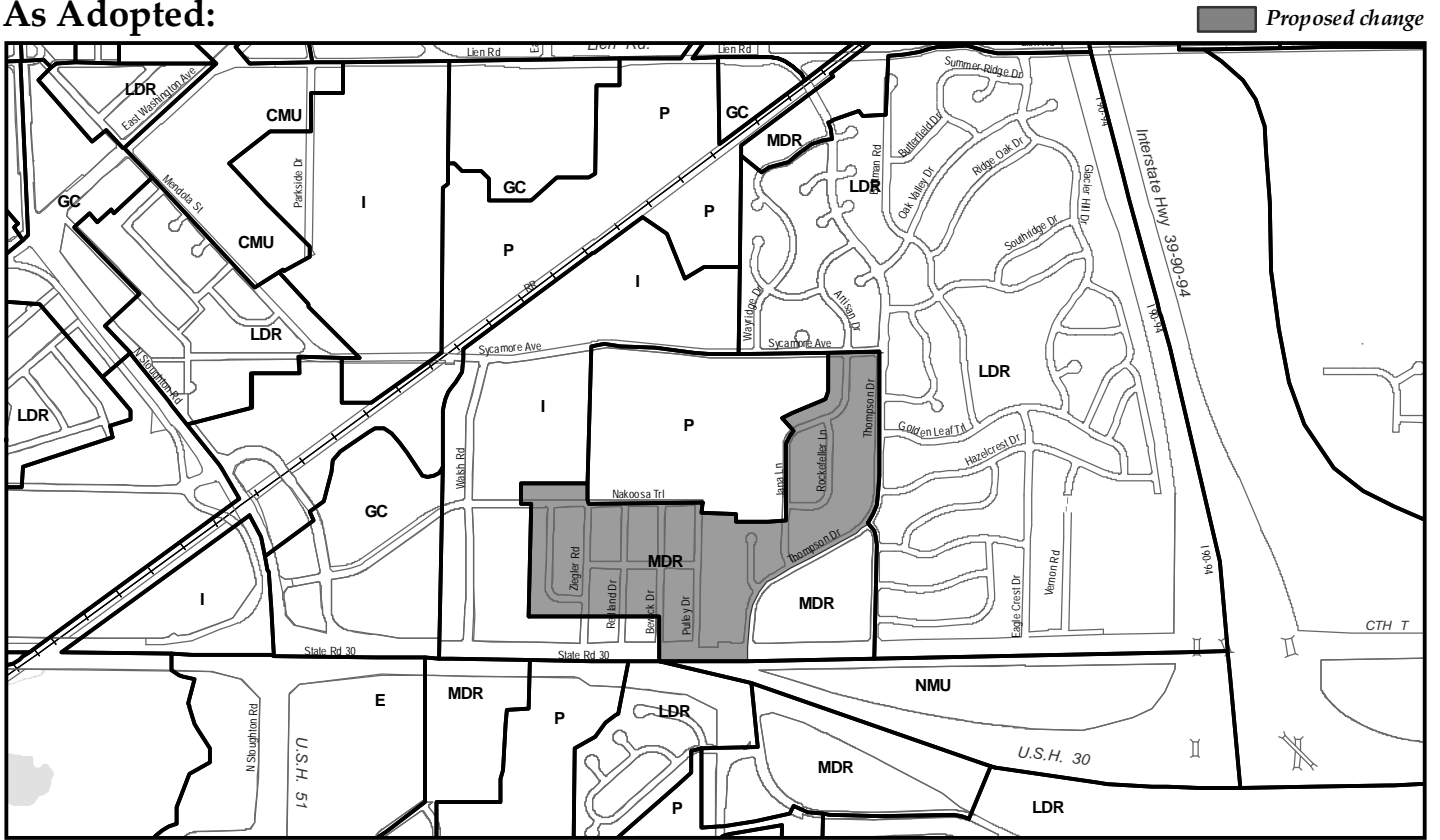


2010 Comprehensive Plan Review

Map Amendment - Correction

Locator Map E

As Adopted:

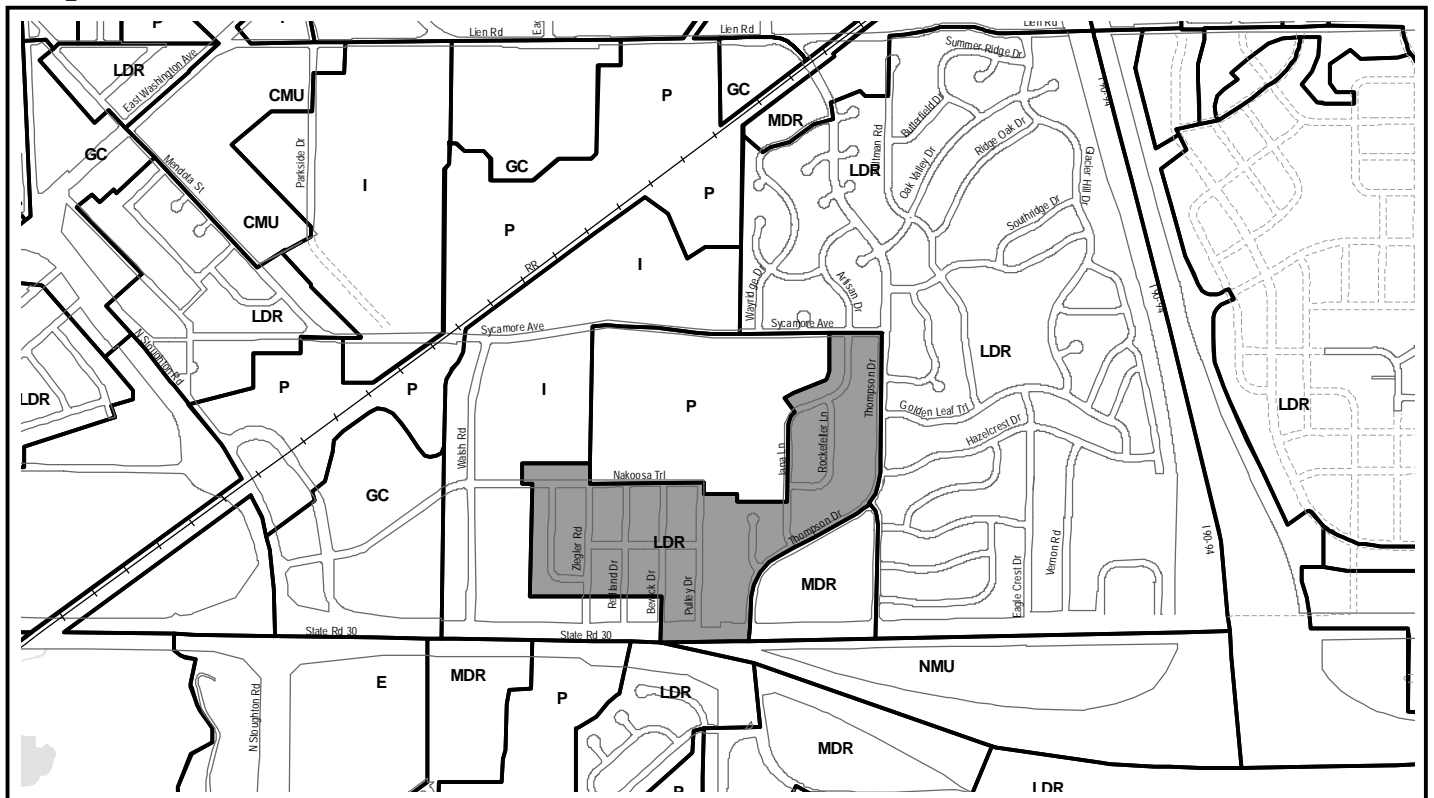


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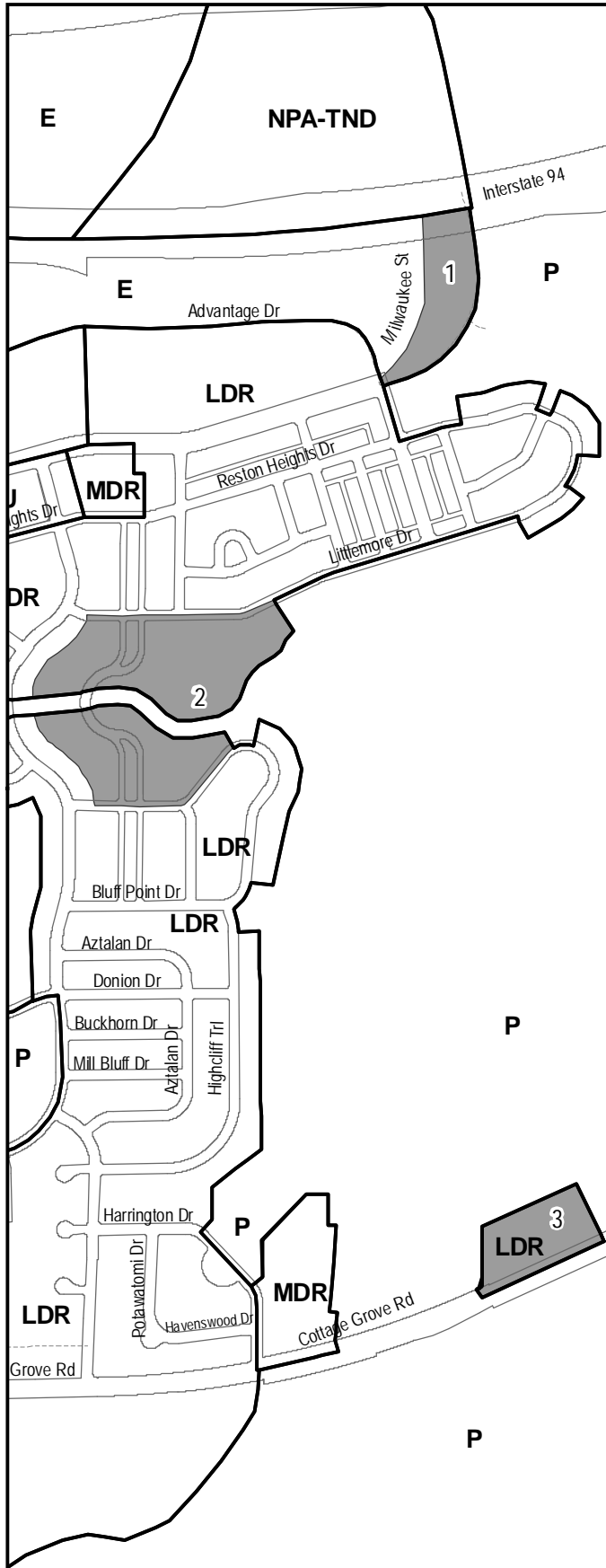


2010 Comprehensive Plan Review

Map Amendments - Corrections

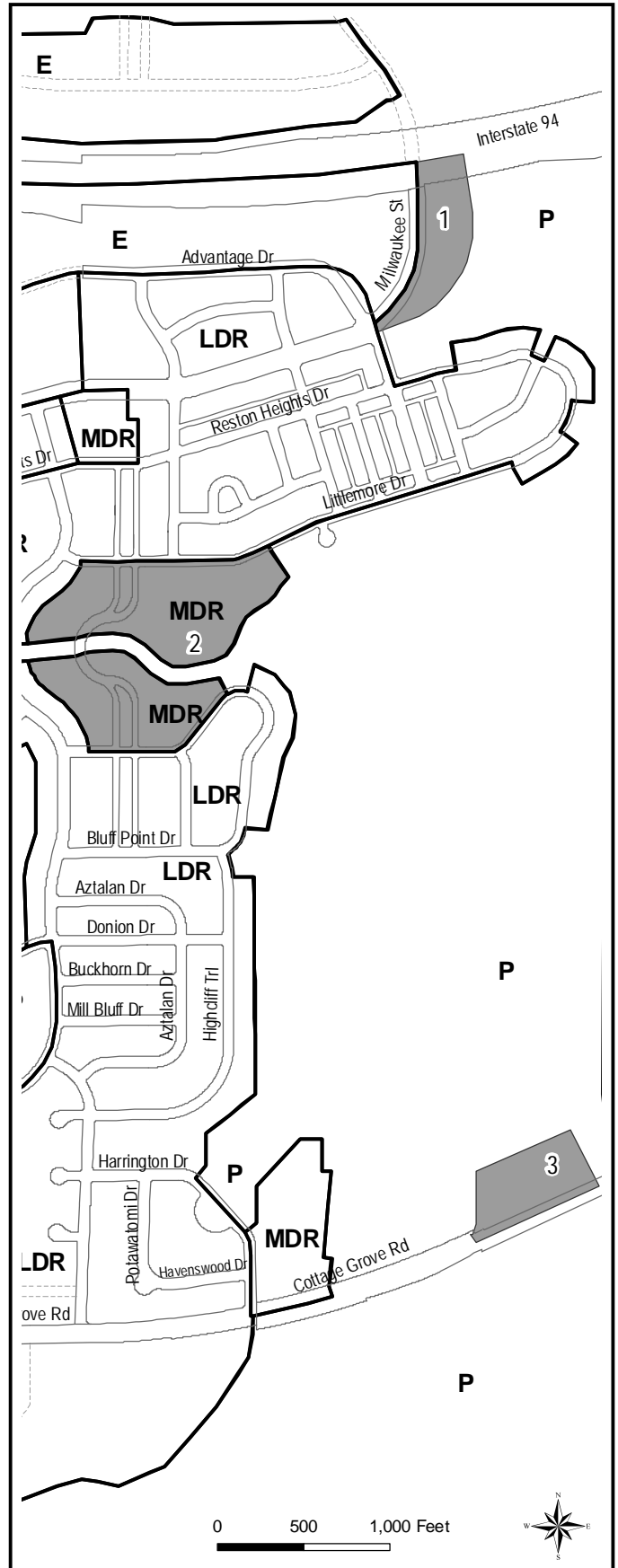
Locator Map F

As Adopted:



Proposed Corrections:

█ Proposed change



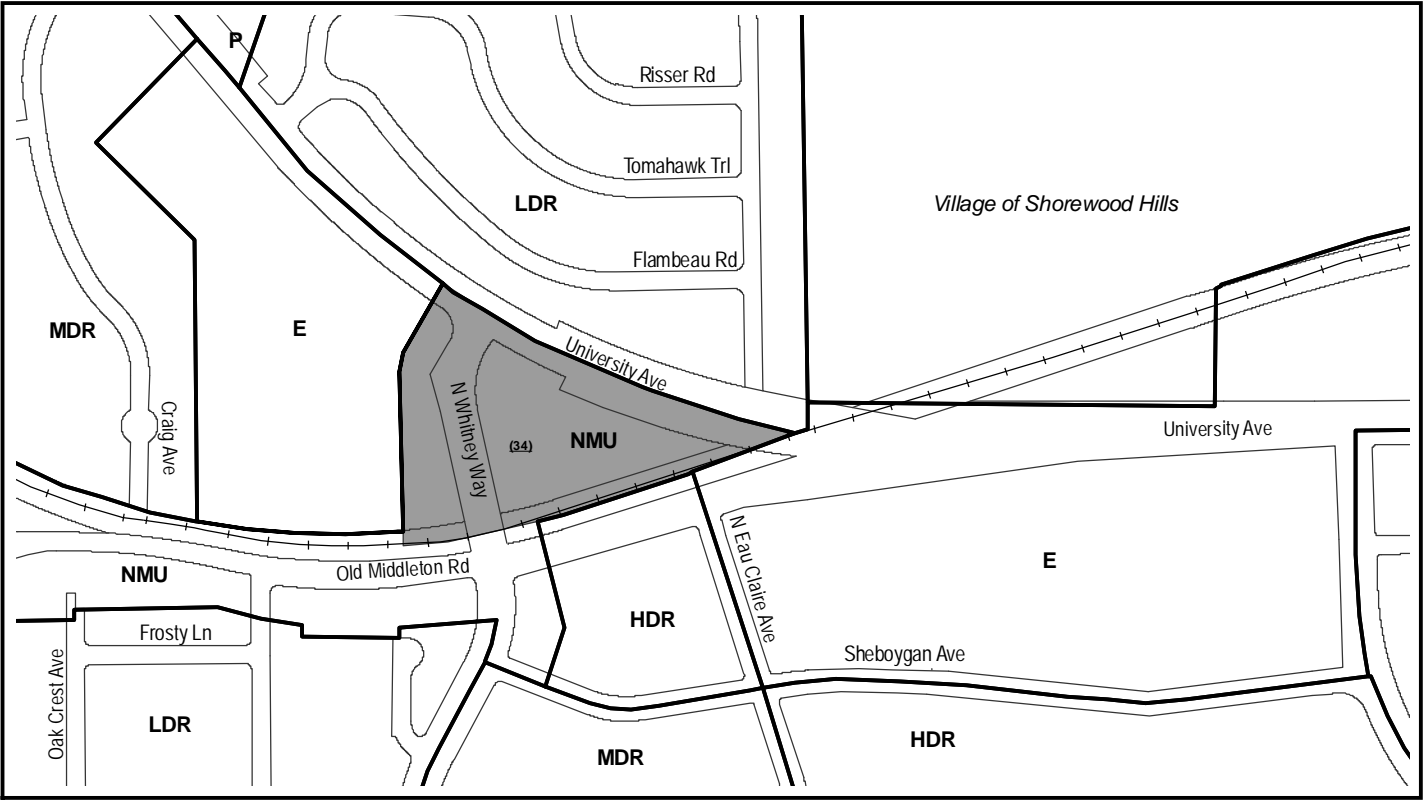
2010 Comprehensive Plan Review

Potential Map Amendment

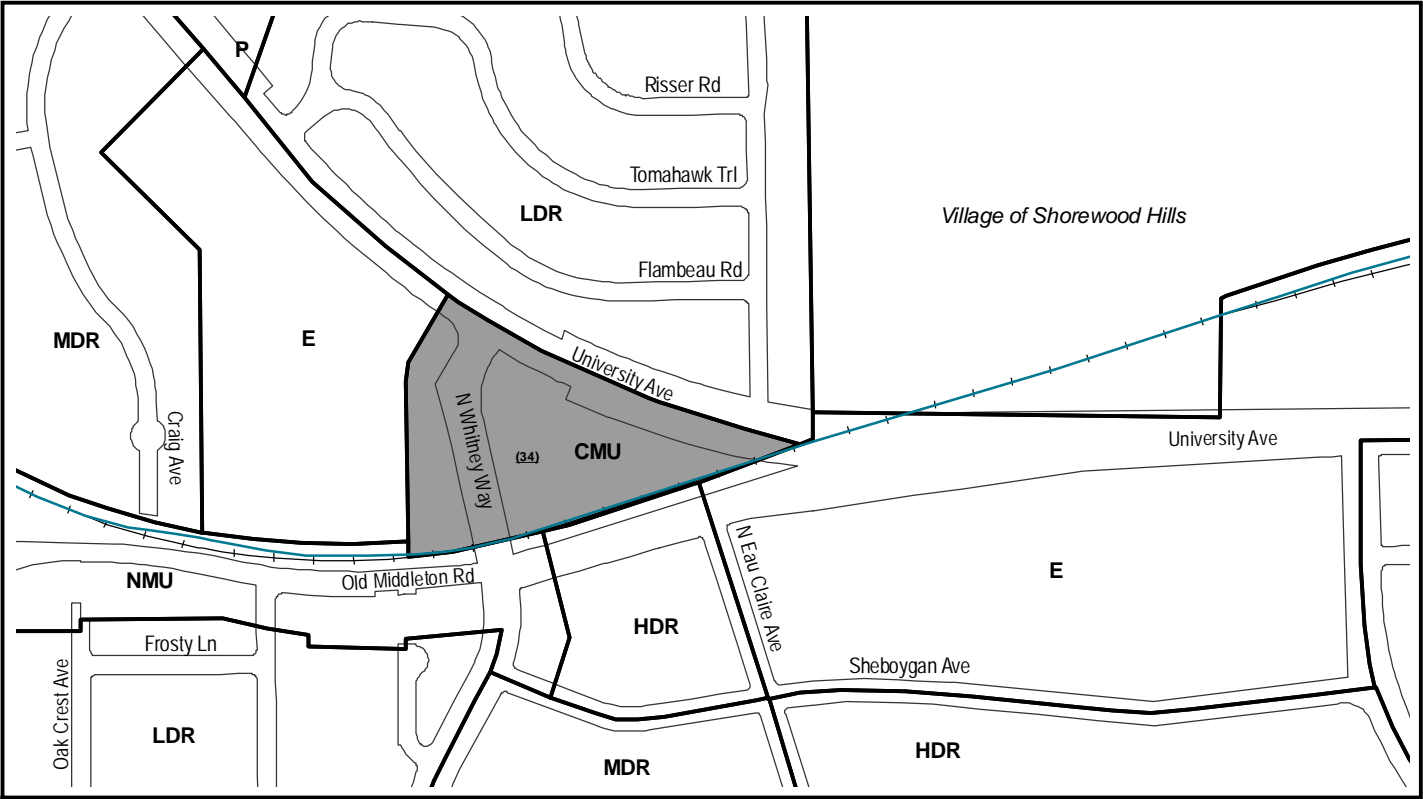
Locator Map G

As Adopted:

█ Proposed change



Proposed Amendment:




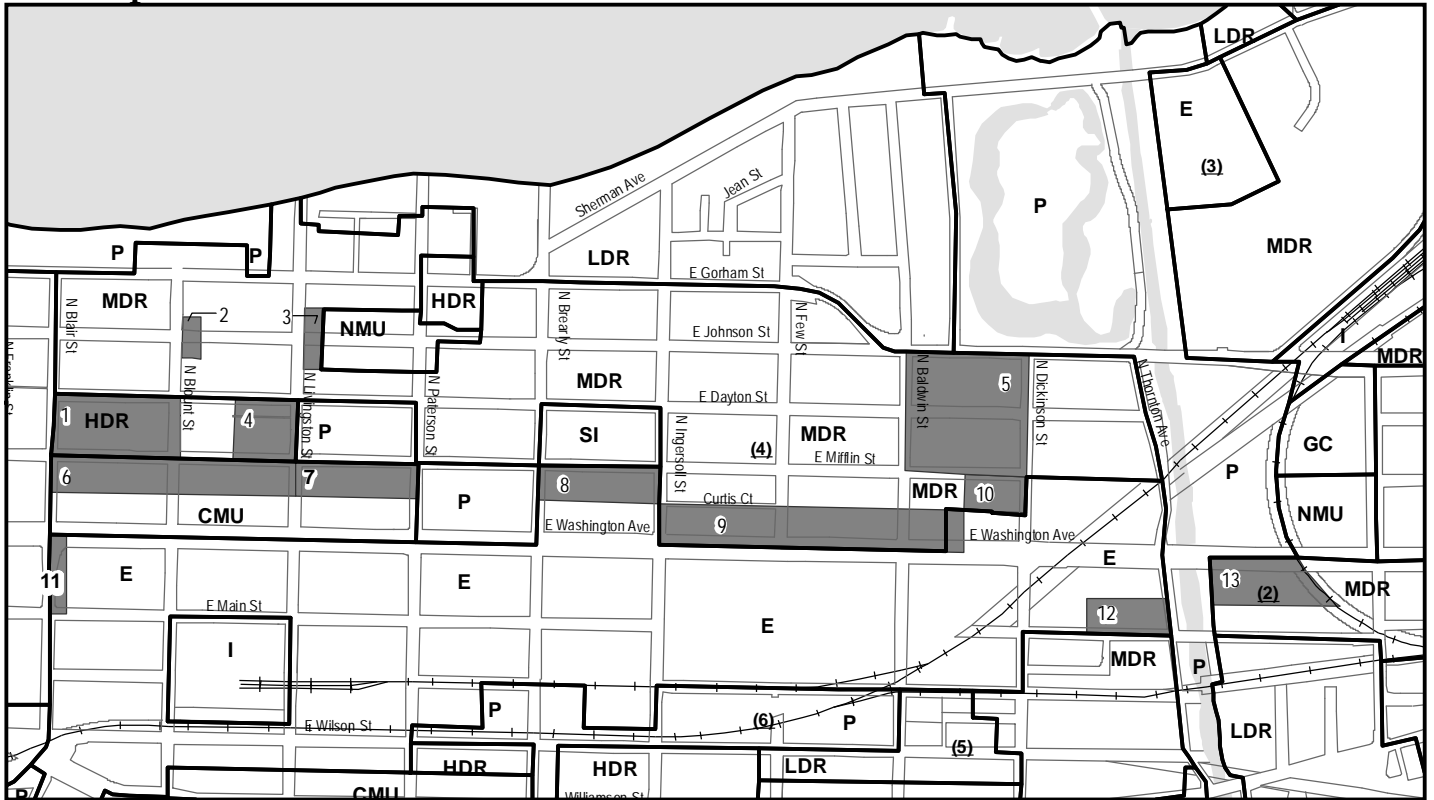
2010 Comprehensive Plan Review

Potential Map Amendments

Locator Map H

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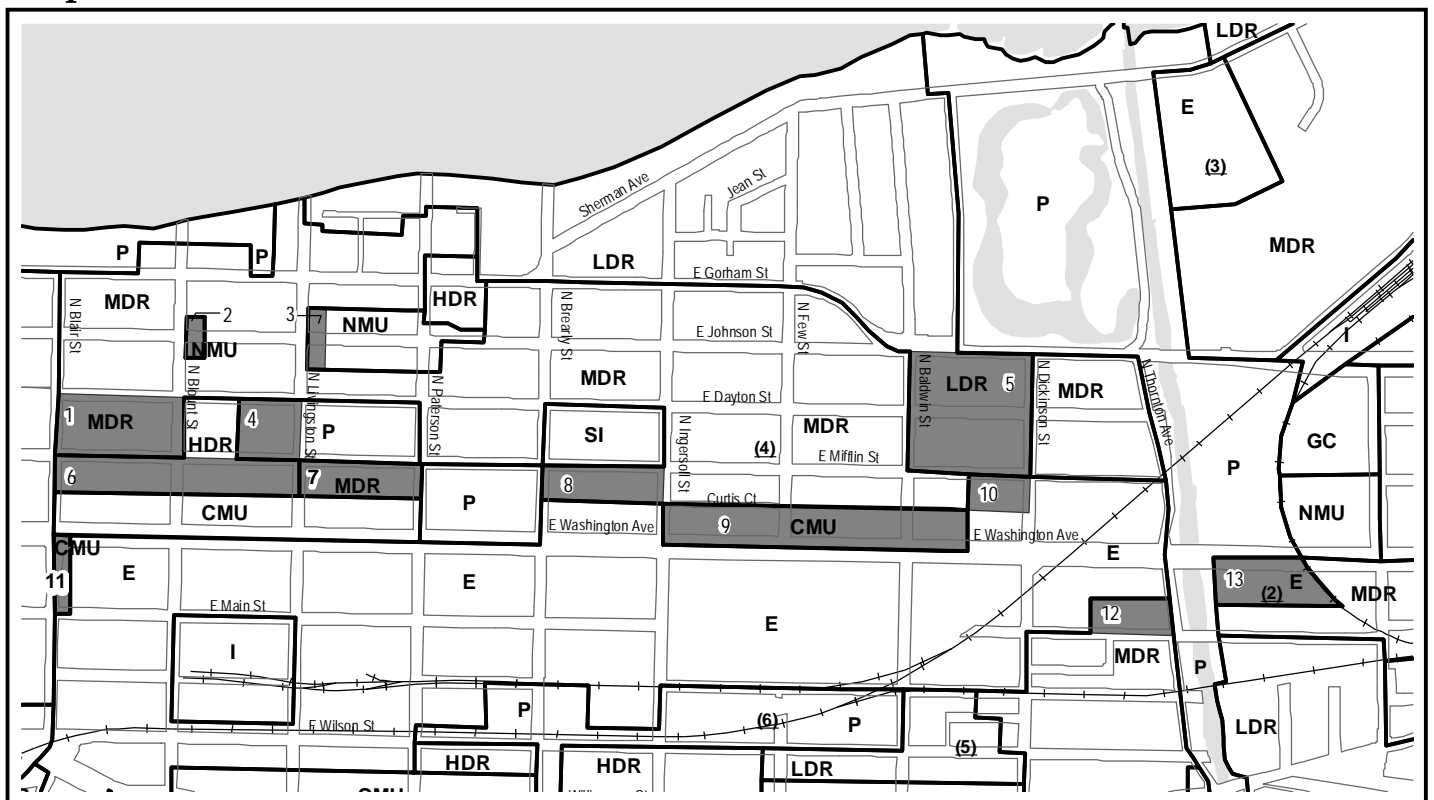
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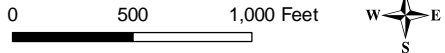
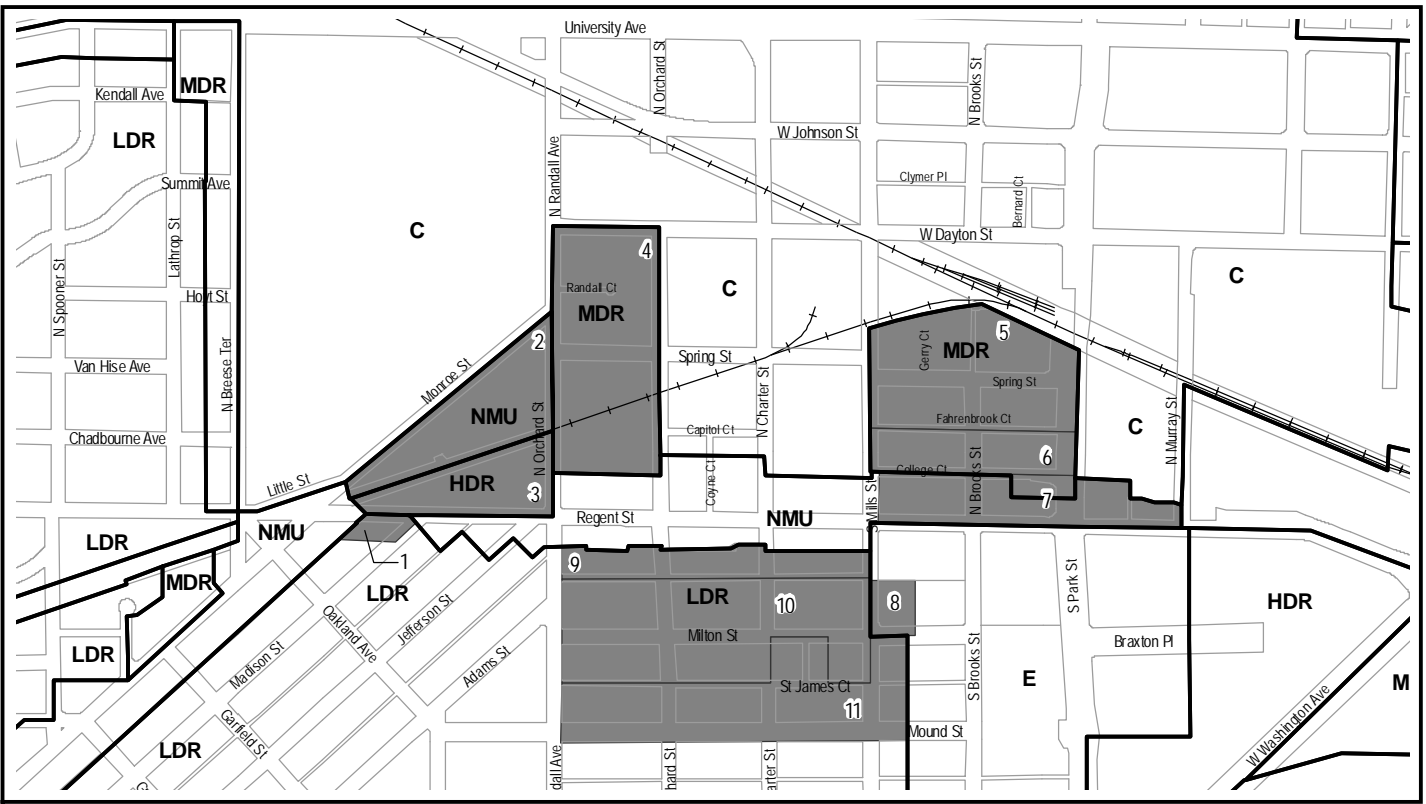


2010 Comprehensive Plan Review

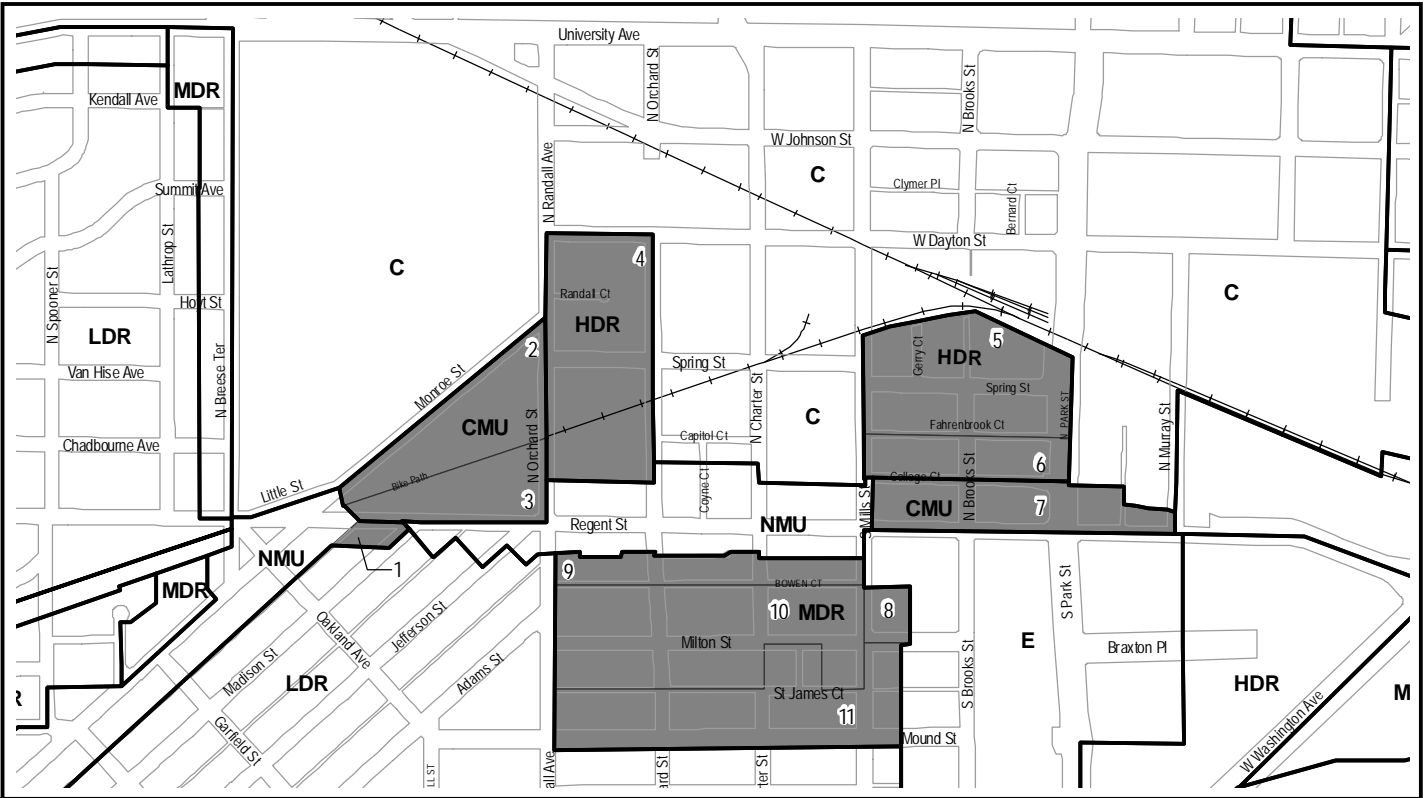
Potential Map Amendments

Locator Map I

As Adopted:



Proposed Amendments:




Note: Proposed land use designations for sub-areas 6, 7 and 8 show staff recommended alternatives.

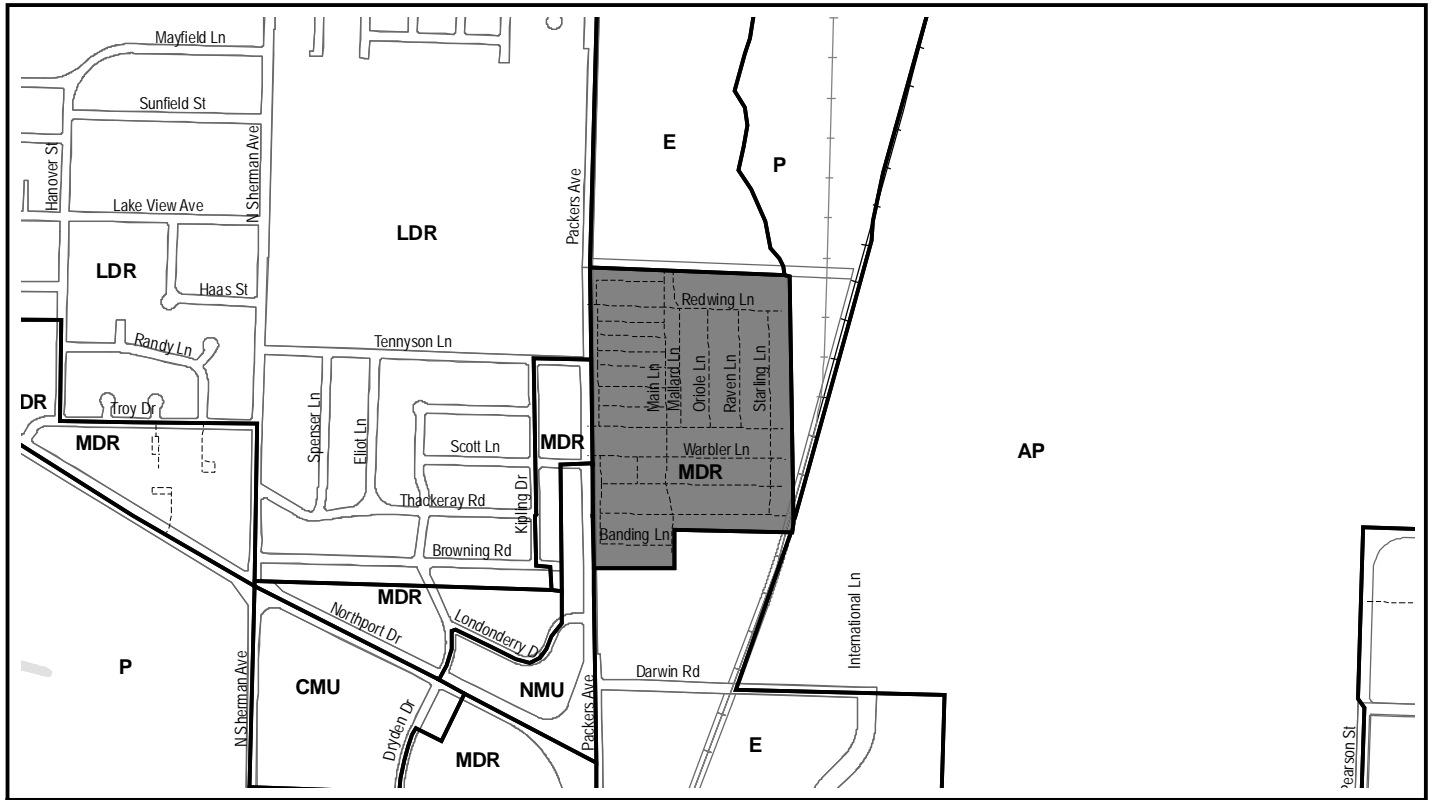
2010 Comprehensive Plan Review

Potential Map Amendment

Locator Map J

As Adopted:

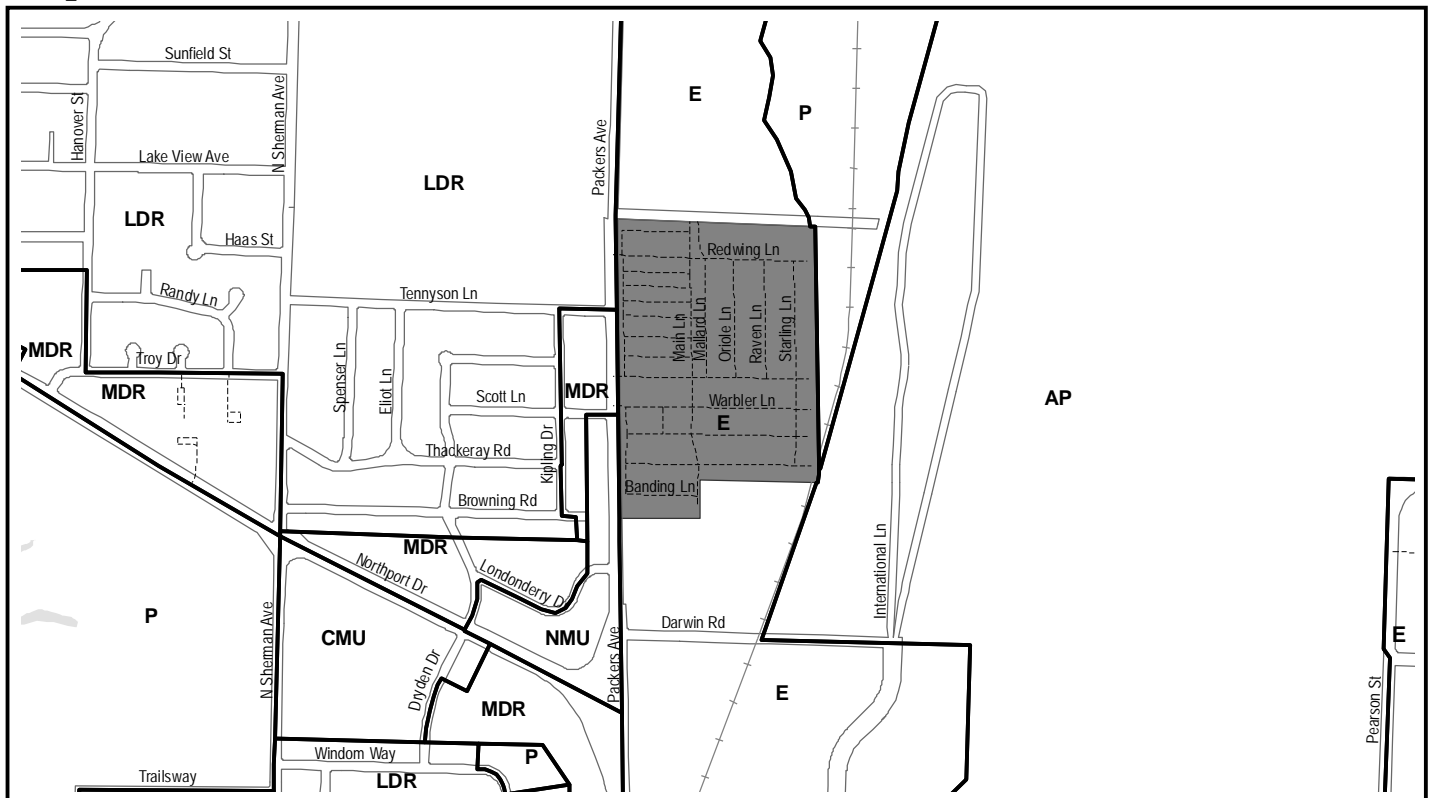
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Proposed Amendment:




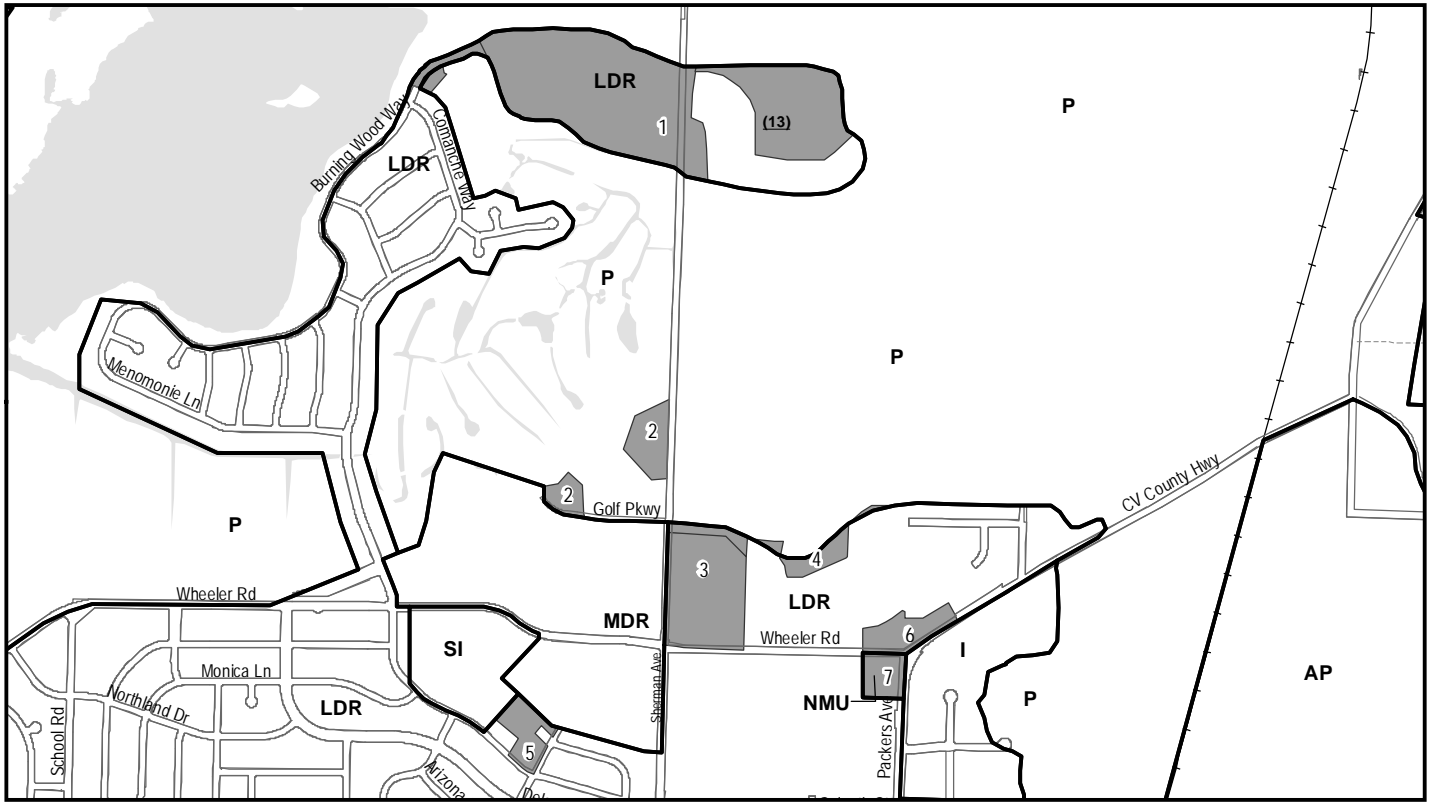
2010 Comprehensive Plan Review

Potential Map Amendments

Locator Map K

As Adopted:

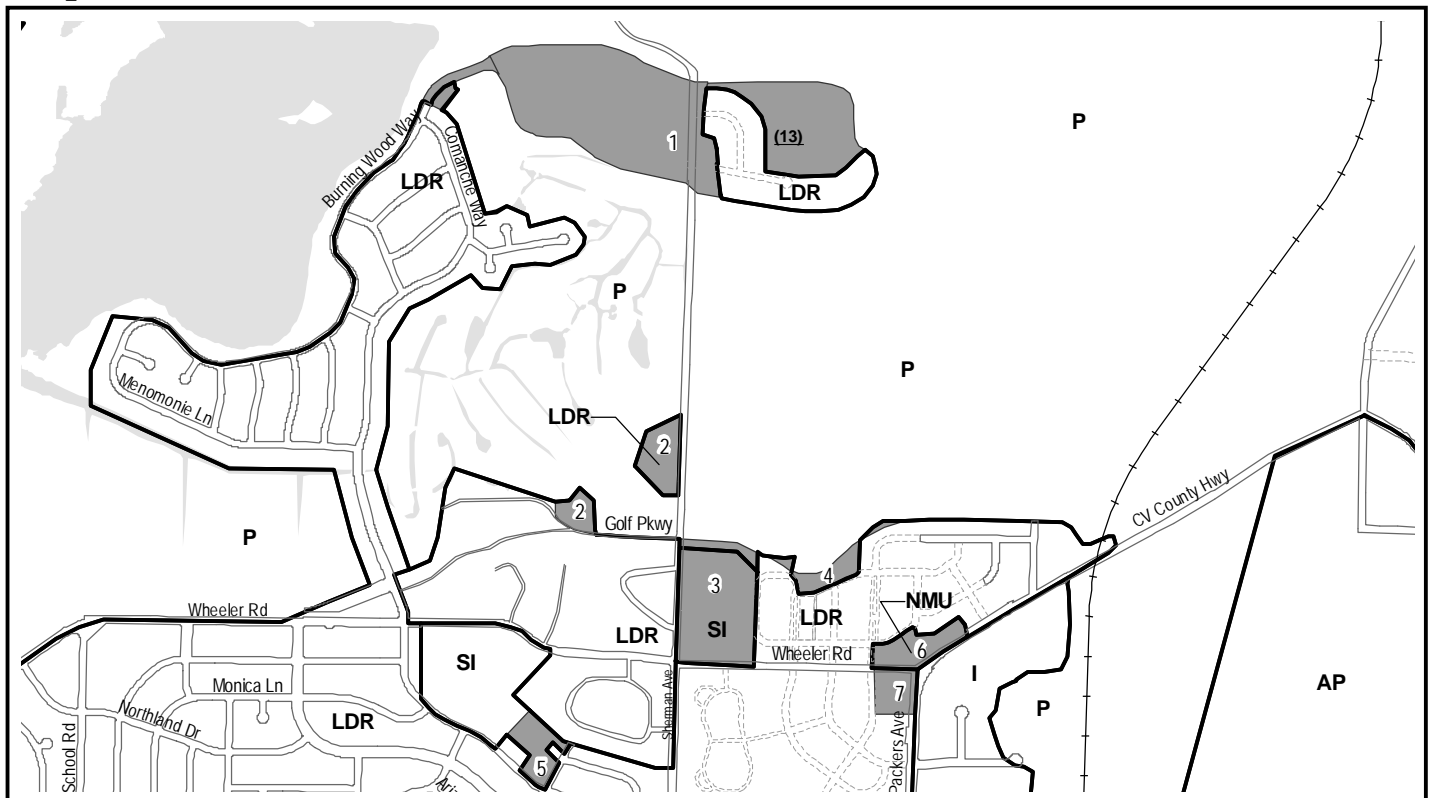
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Proposed Amendments:




2010 Comprehensive Plan Review

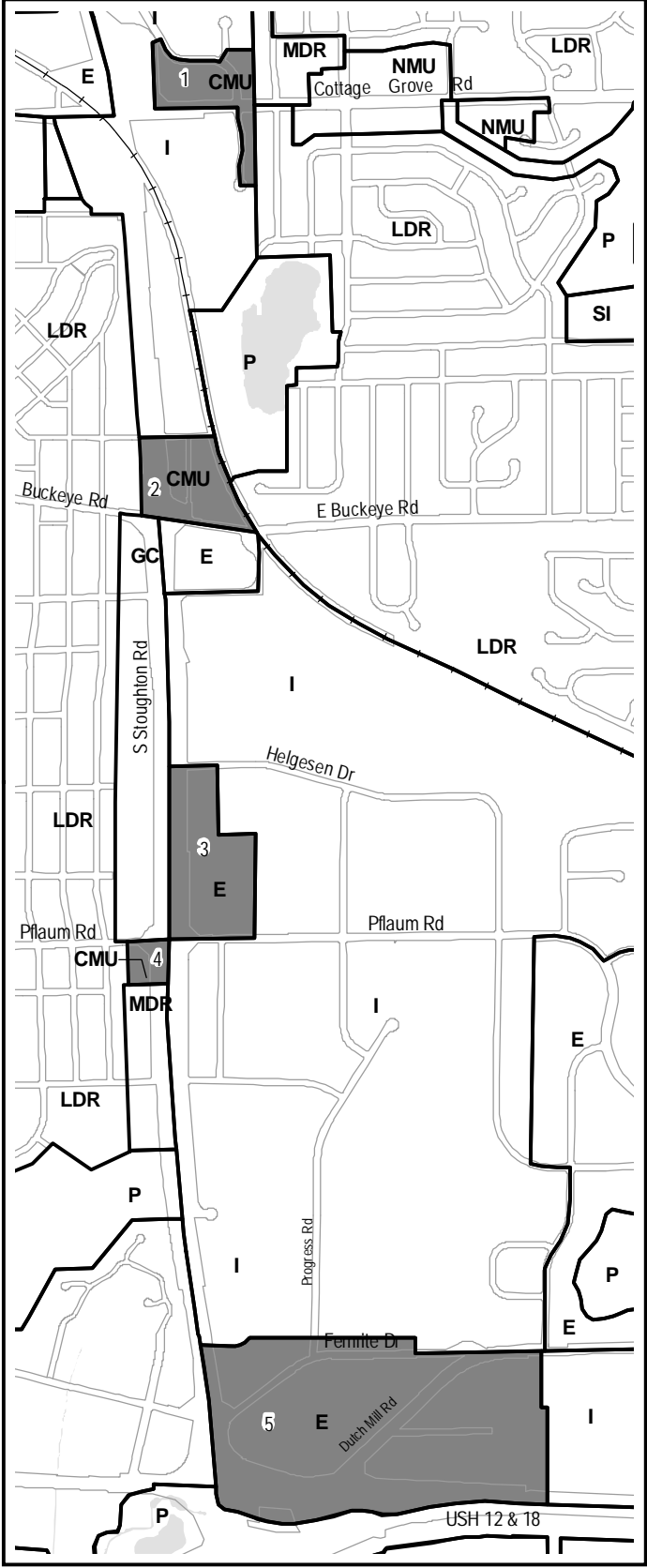
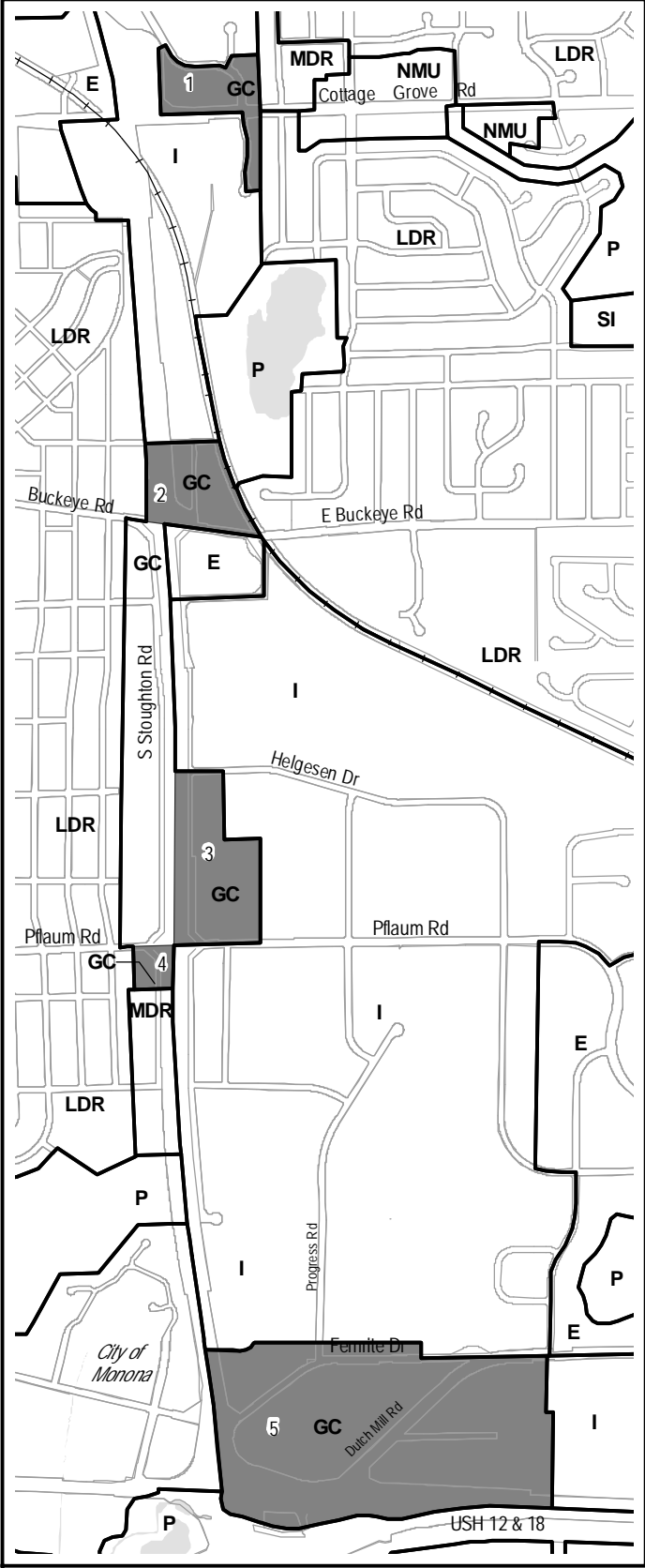
Potential Map Amendments

Locator Map L

As Adopted:

Proposed Amendments:

 Proposed change



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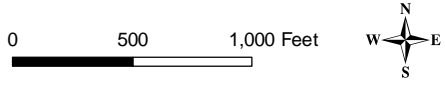
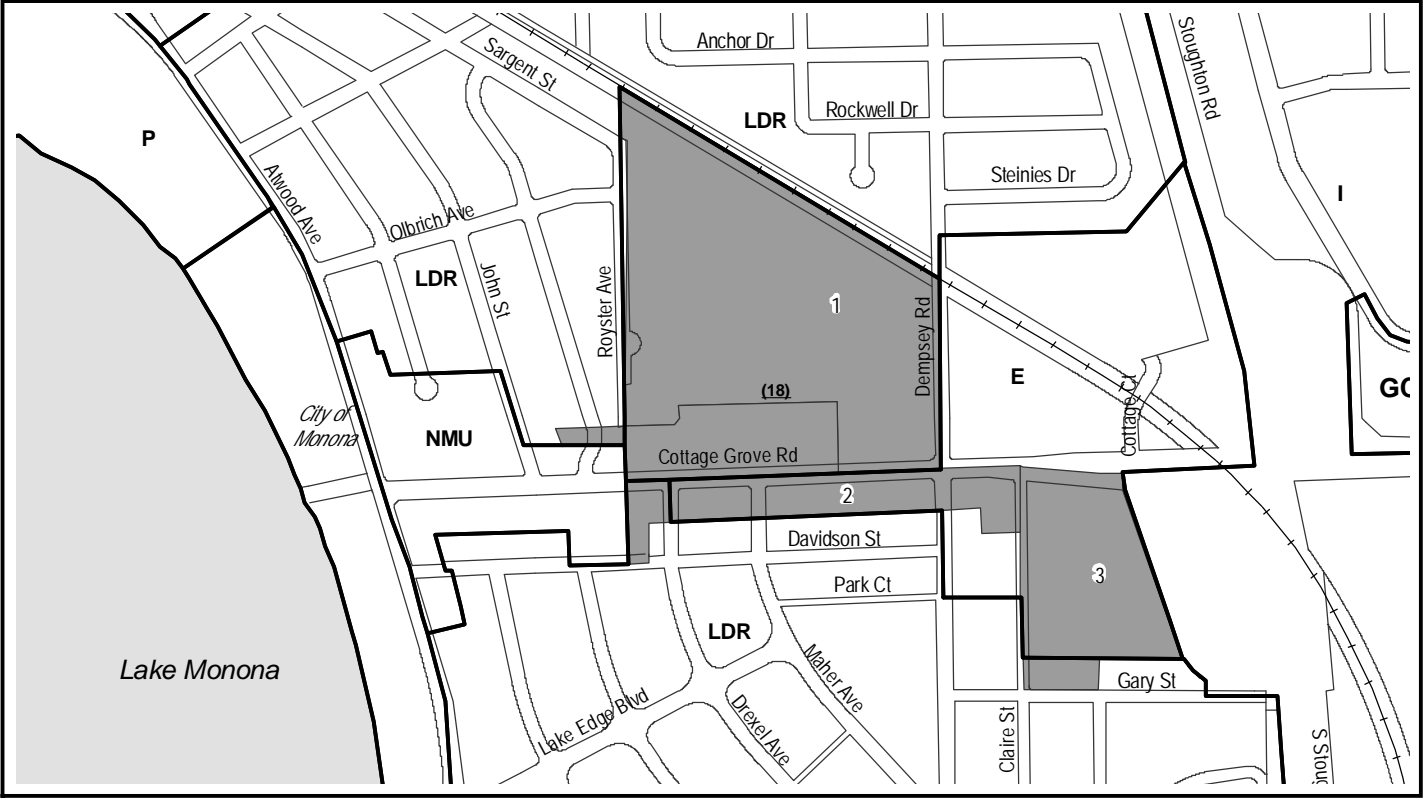
2010 Comprehensive Plan Review

Potential Map Amendments

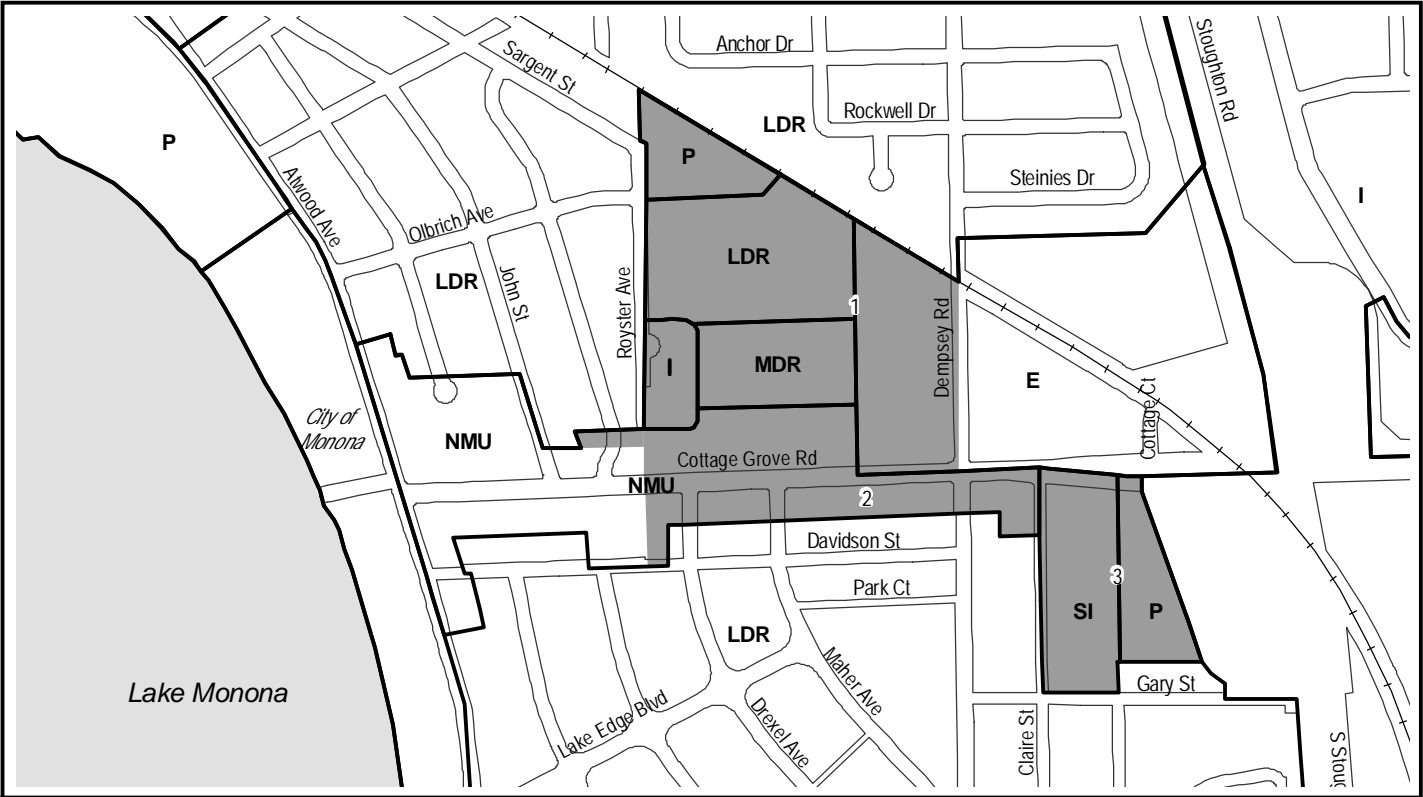
Locator Map M

As Adopted:

 Proposed change



Proposed Amendments:




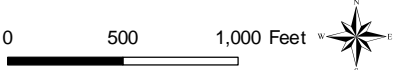
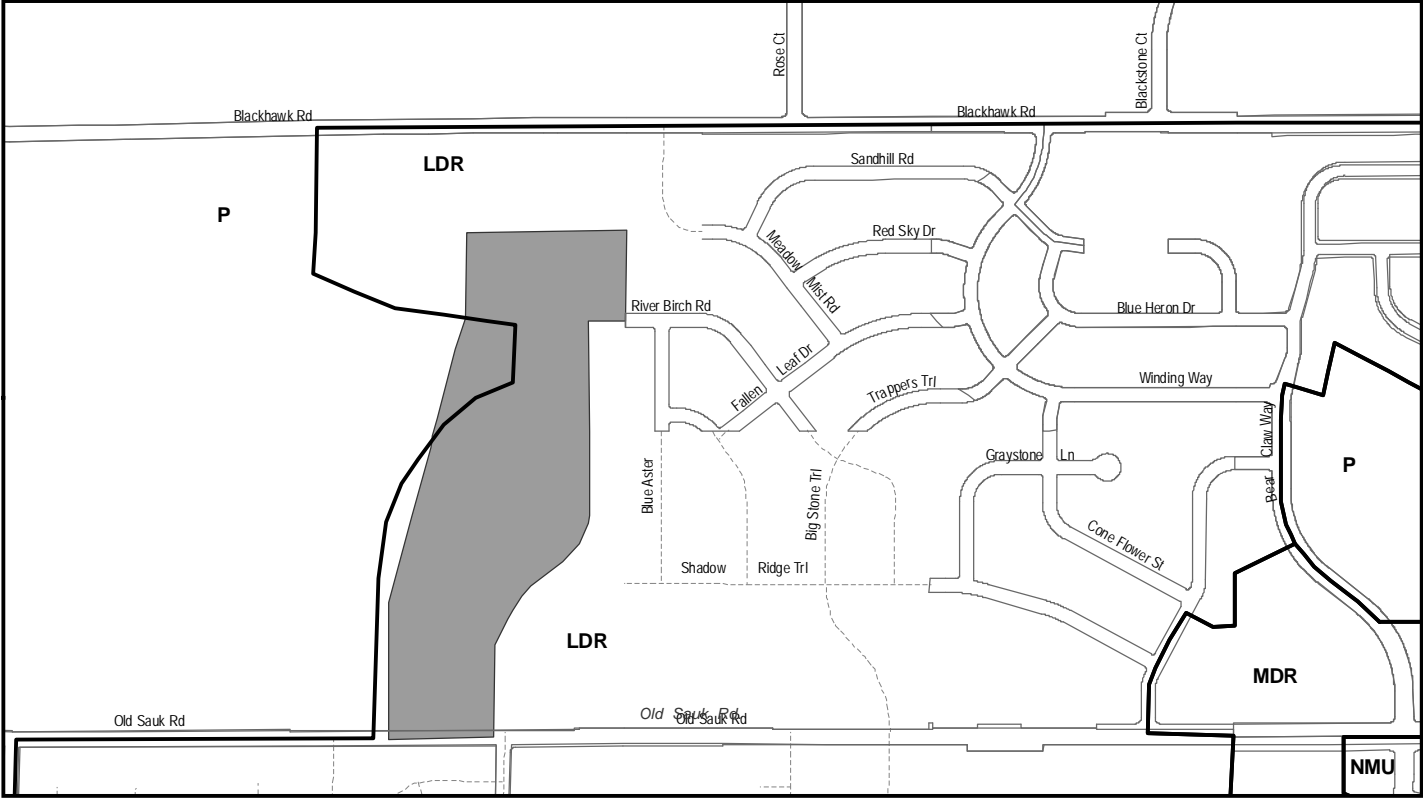
2010 Comprehensive Plan Review

Potential Map Amendment

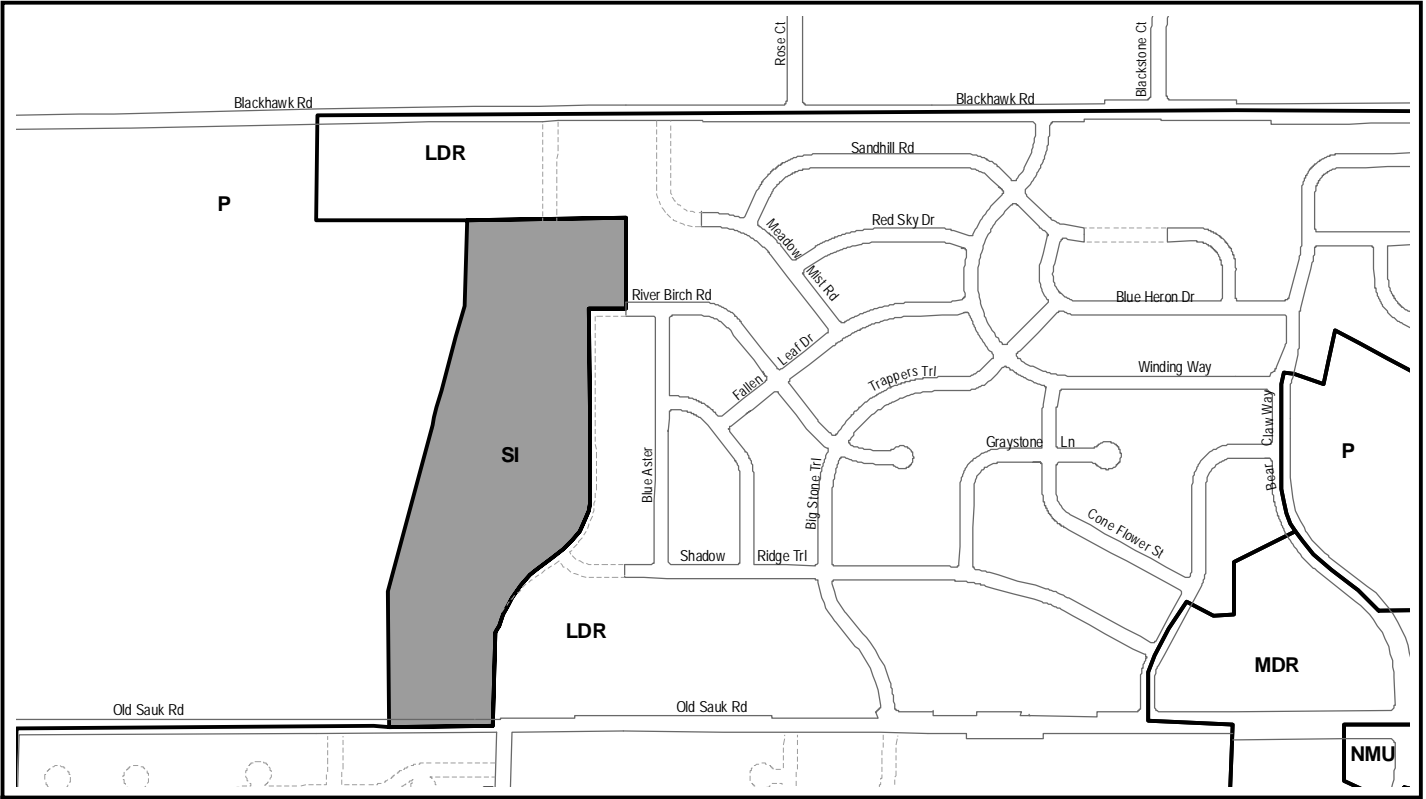
Locator Map N

As Adopted:

 Proposed change



Proposed Amendment:




2010 Comprehensive Plan Review

Potential Map Amendments

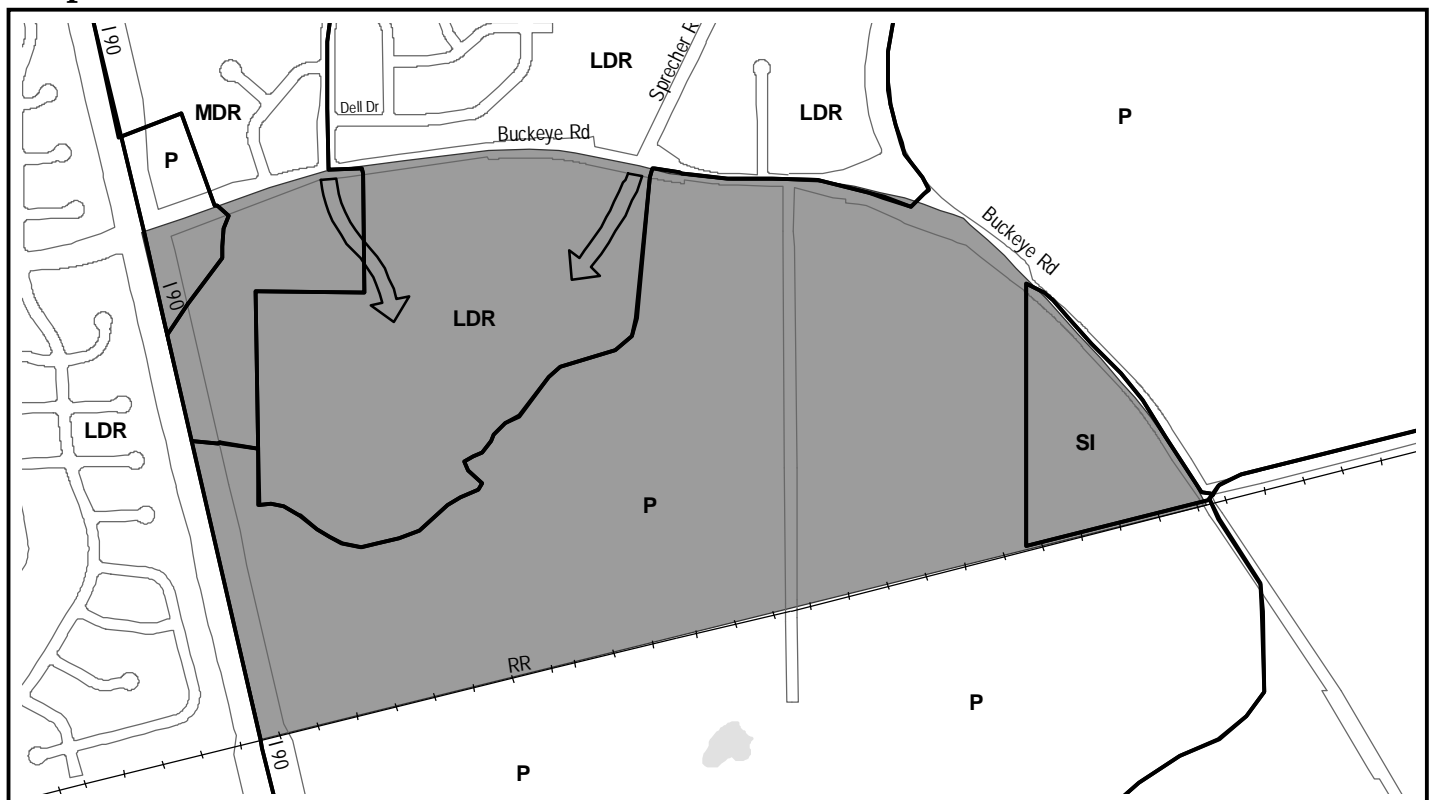
Locator Map O

As Adopted:

 Proposed change



Proposed Amendments:

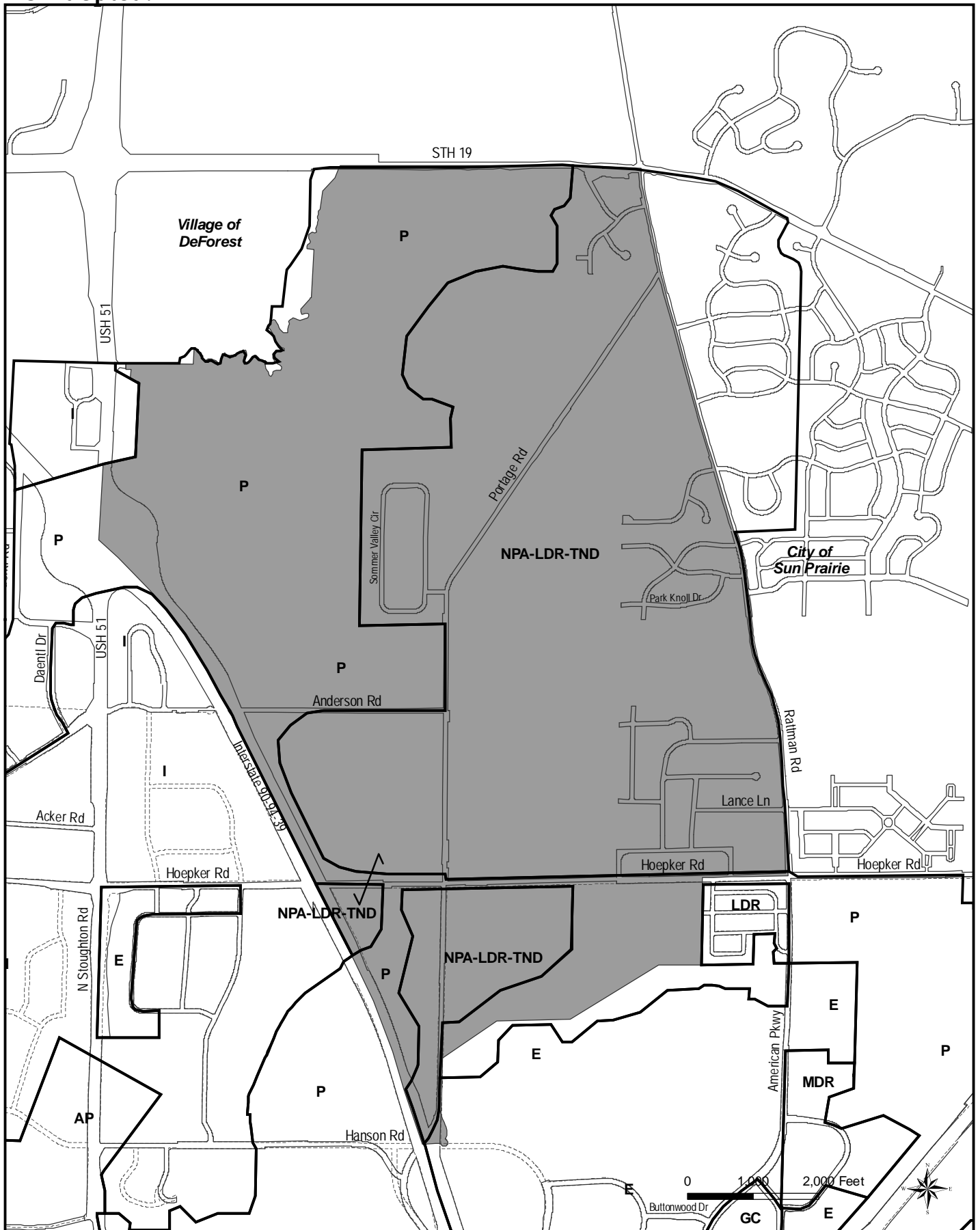


2010 Comprehensive Plan Review

Potential Map Amendments

Locator Map P - a

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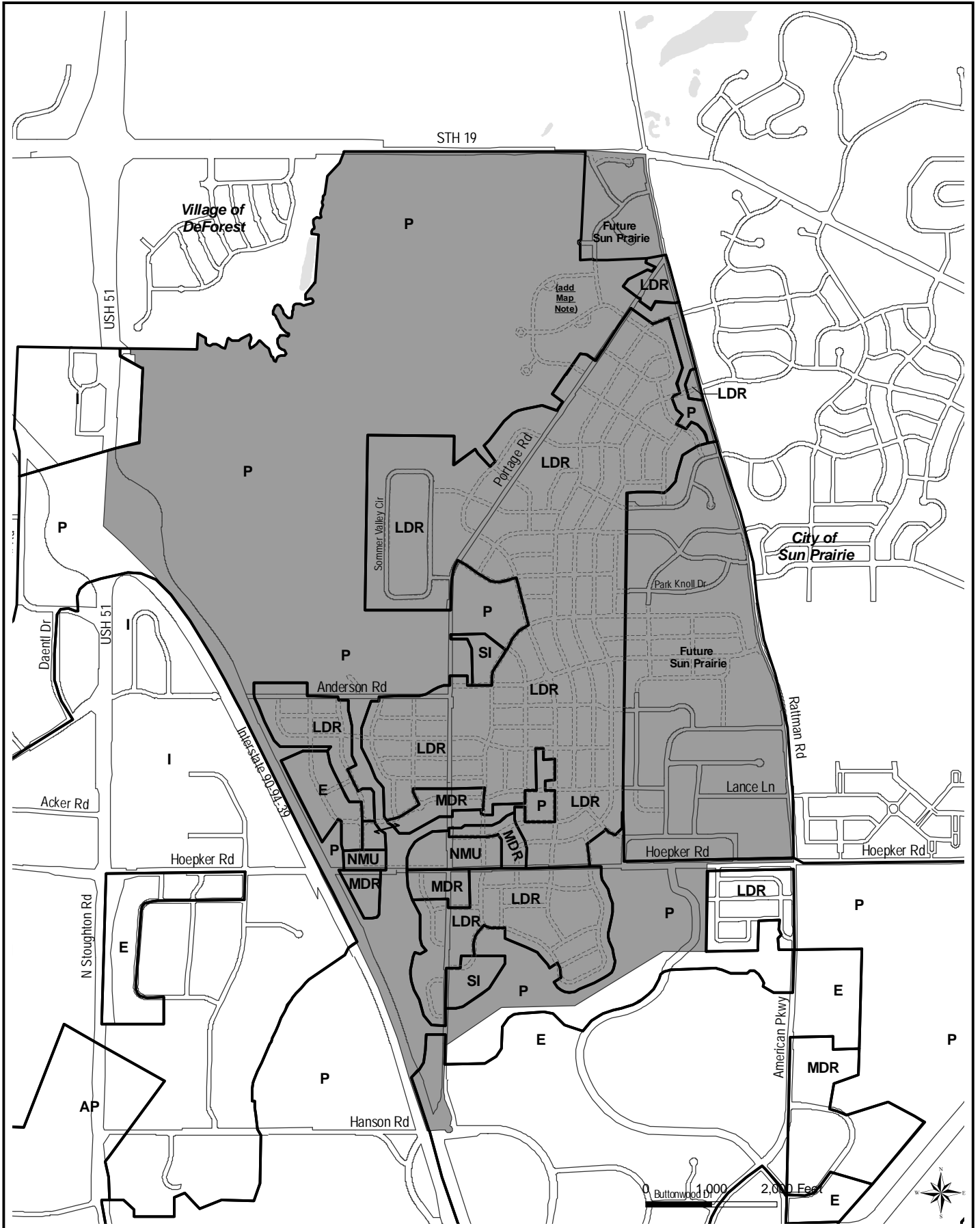


2010 Comprehensive Plan Review

Potential Map Amendments

Locator Map P - b

Proposed Amendments:




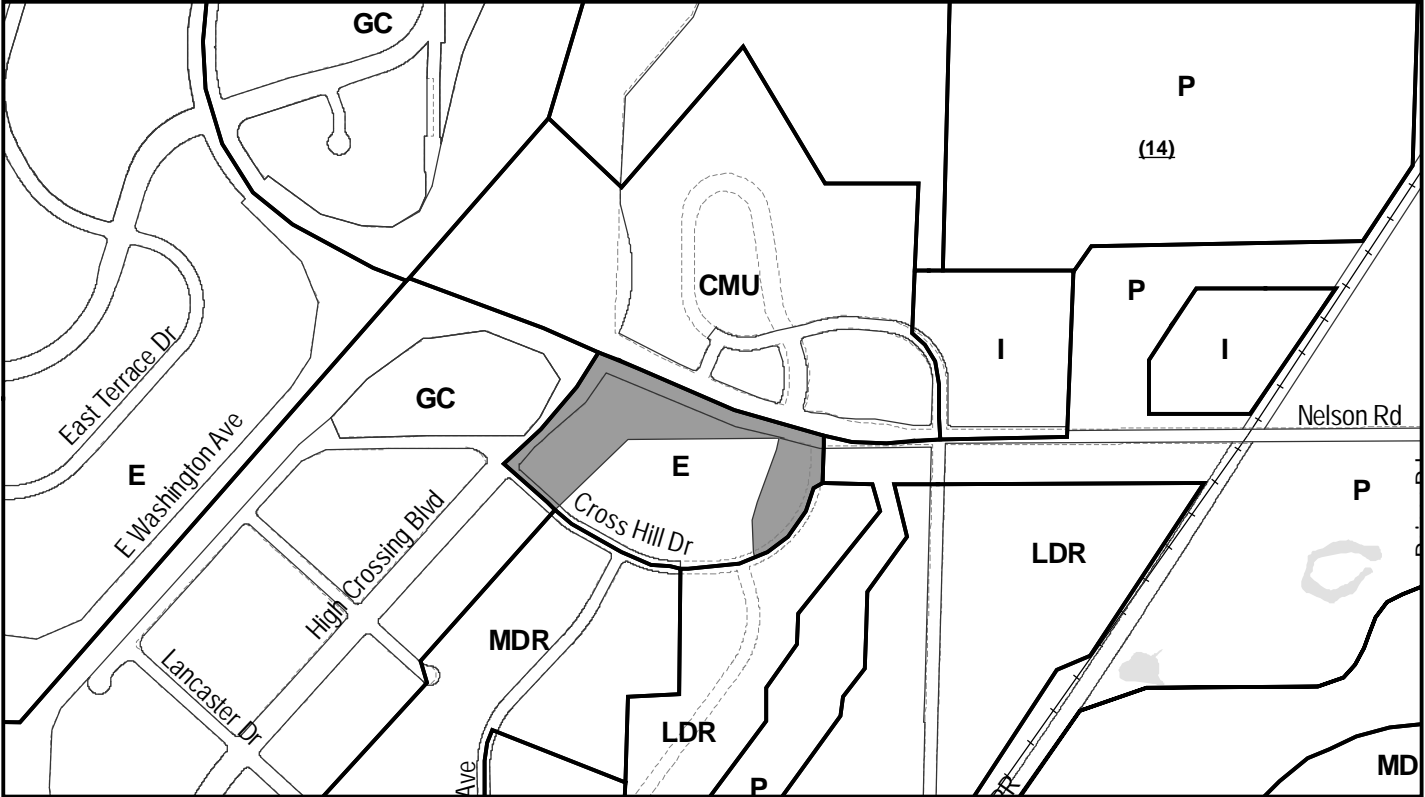
2010 Comprehensive Plan Review

Potential Map Amendment

Locator Map Q

As Adopted:

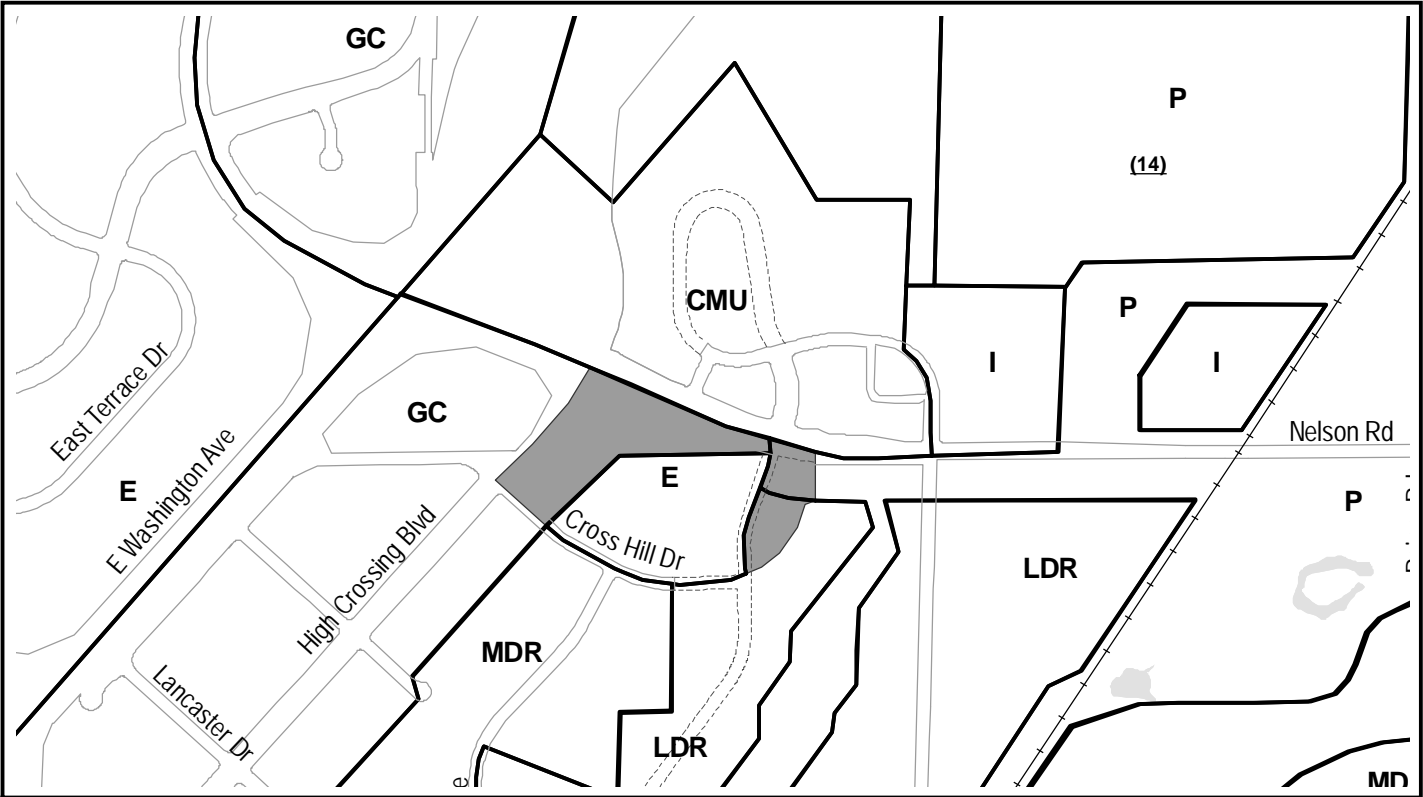
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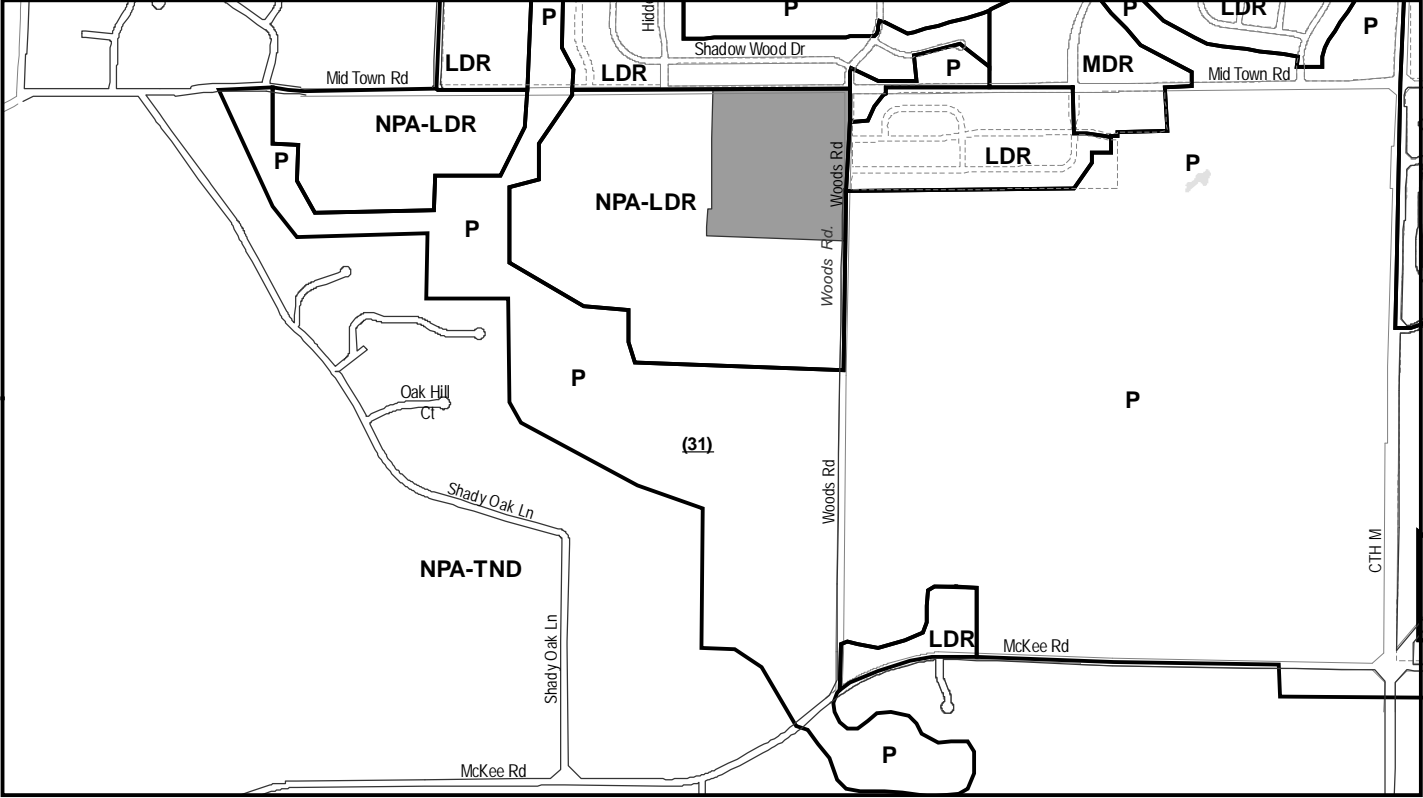
2010 Comprehensive Plan Review

Potential Map Amendments

Locator Map R

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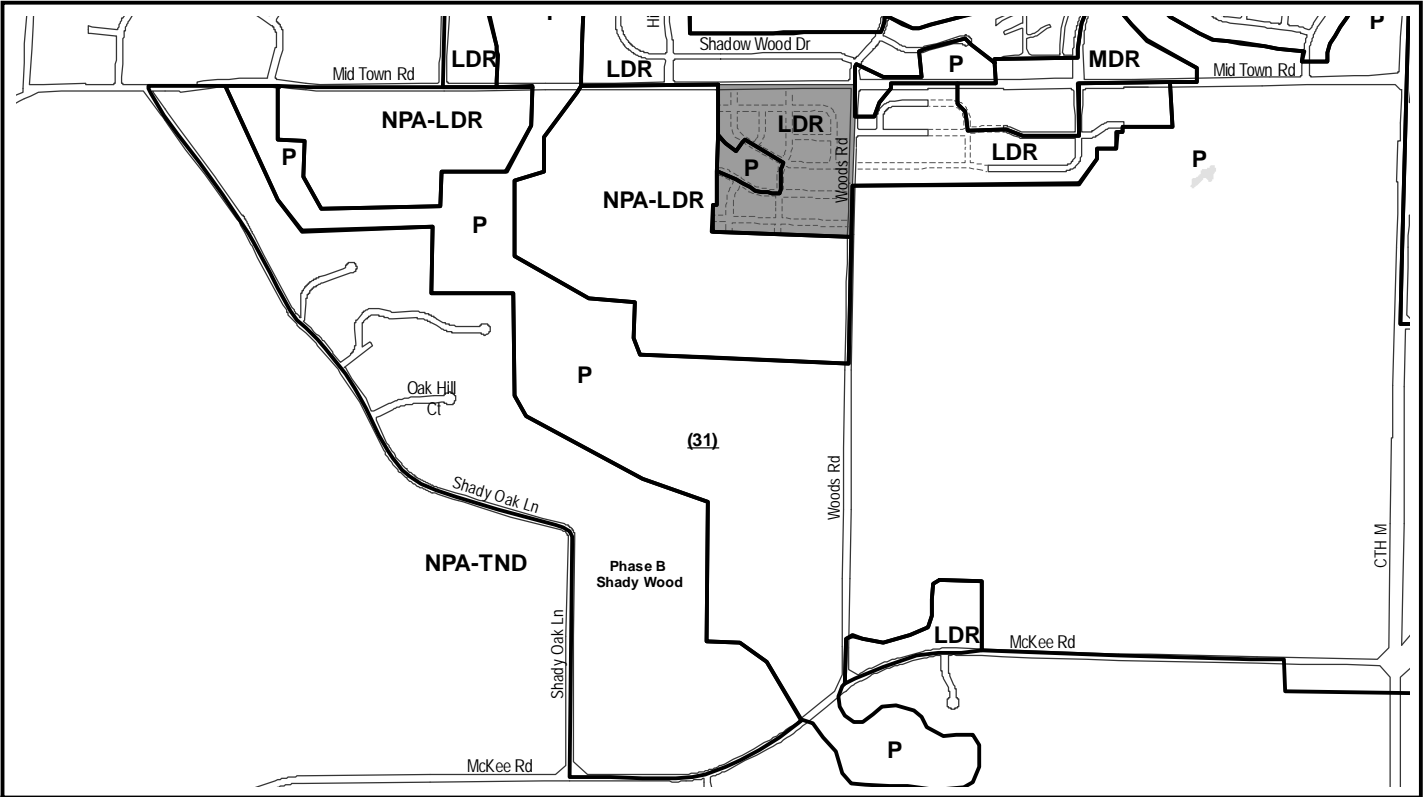
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Proposed Amendments:



2010 Comprehensive Plan Review

Potential Map Amendments

Locator Map S - a

As Adopted:

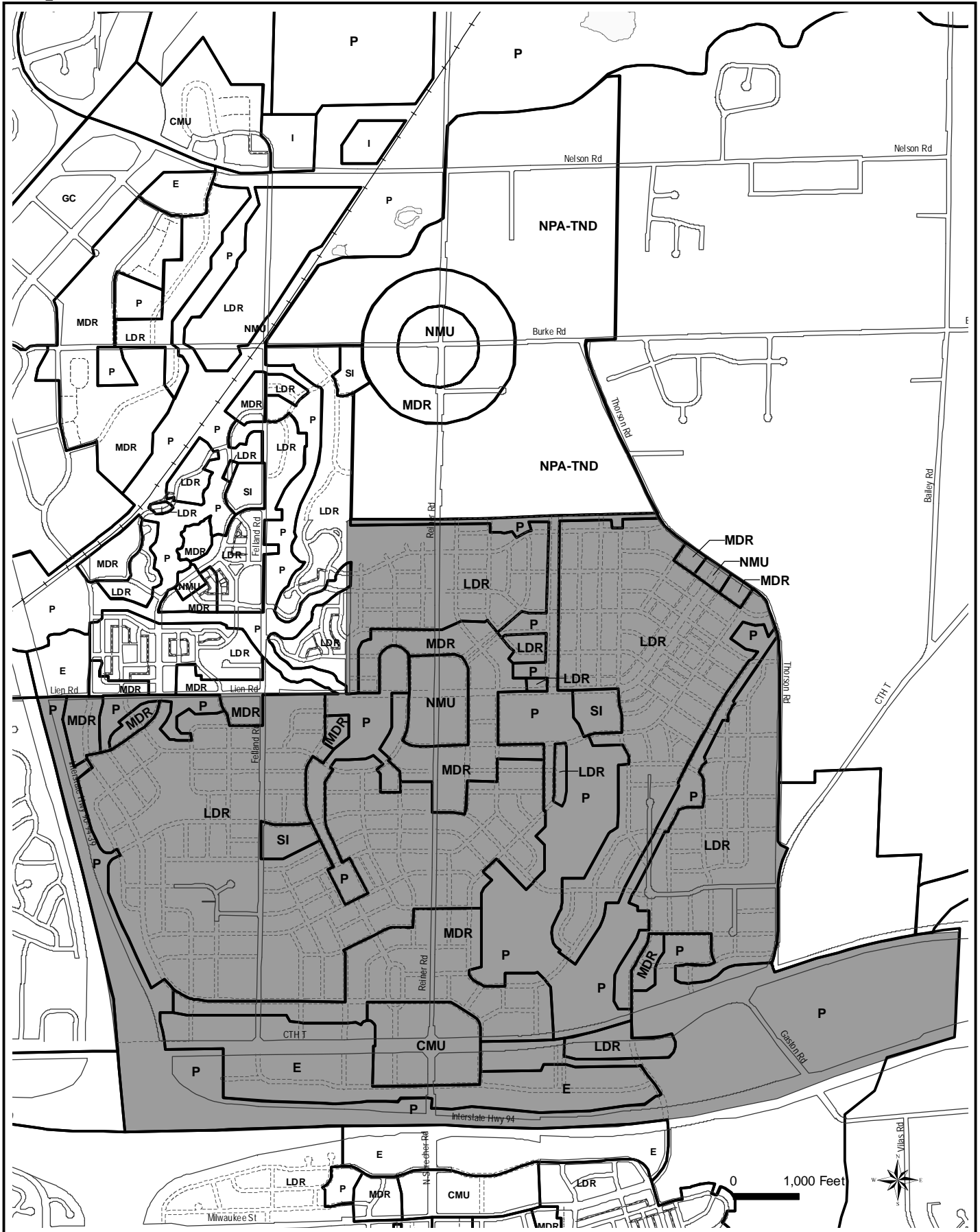


2010 Comprehensive Plan Review

Potential Map Amendments

Locator Map S- b

Proposed Amendments:



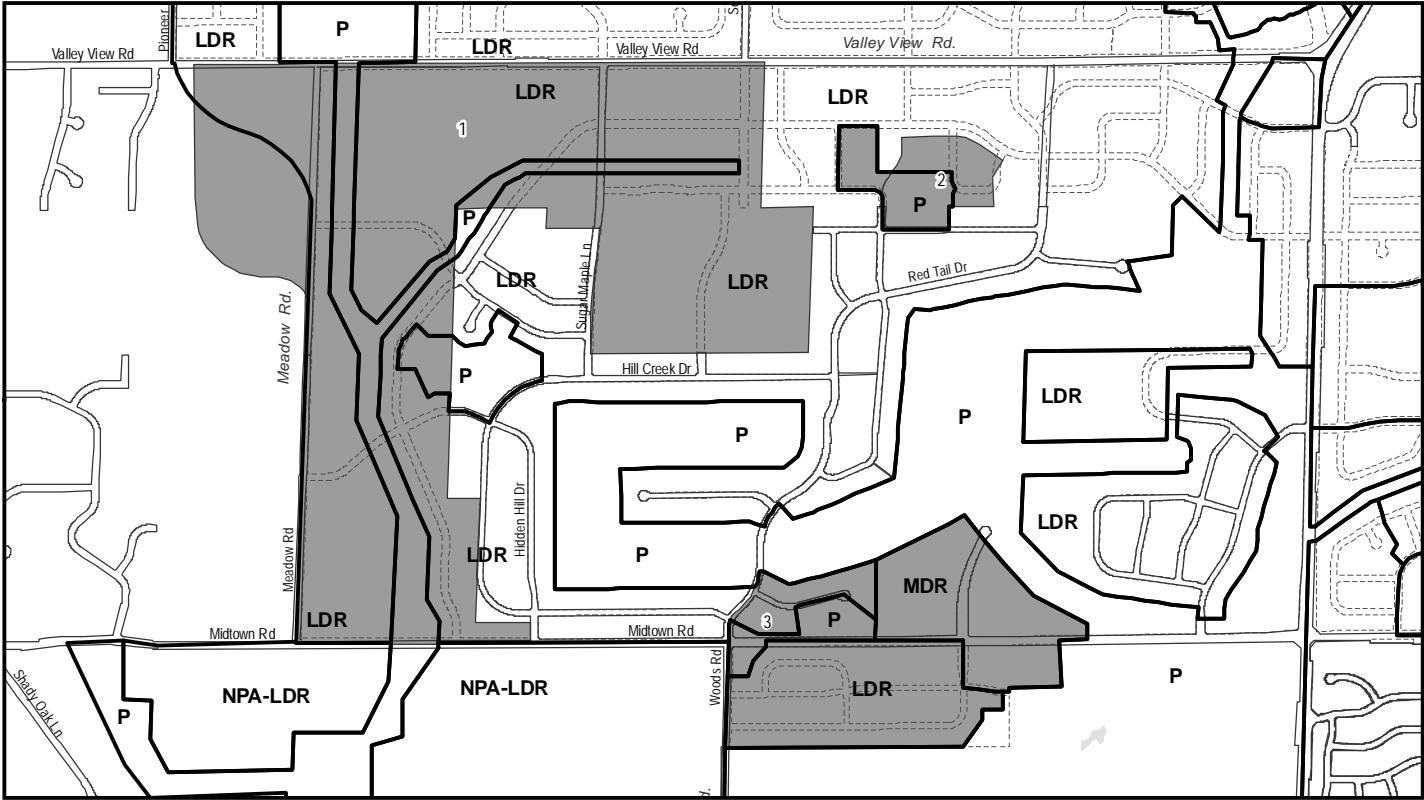
2010 Comprehensive Plan Review

Potential Map Amendments

Locator Map T

As Adopted:

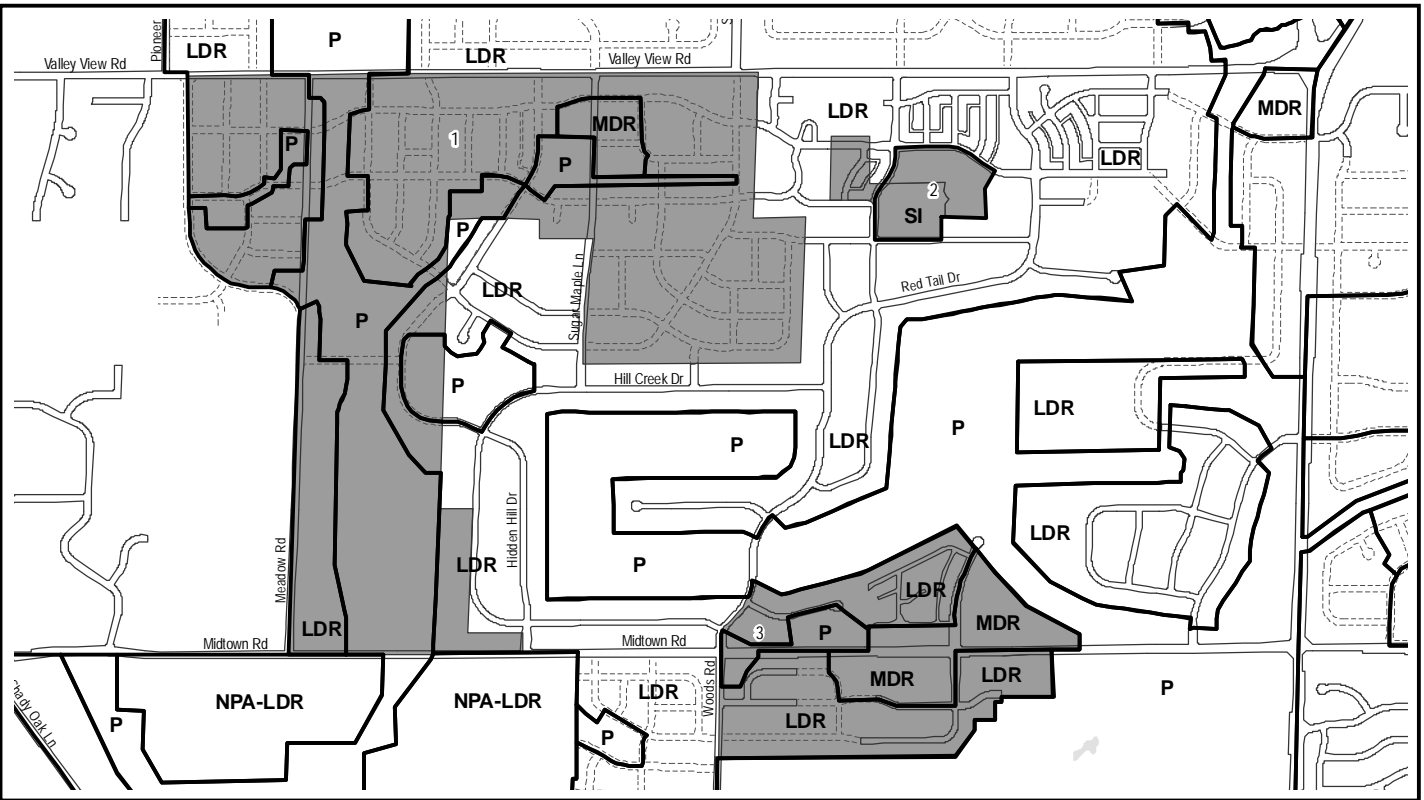
Proposed change



0 500 1,000 Feet



Proposed Amendments:




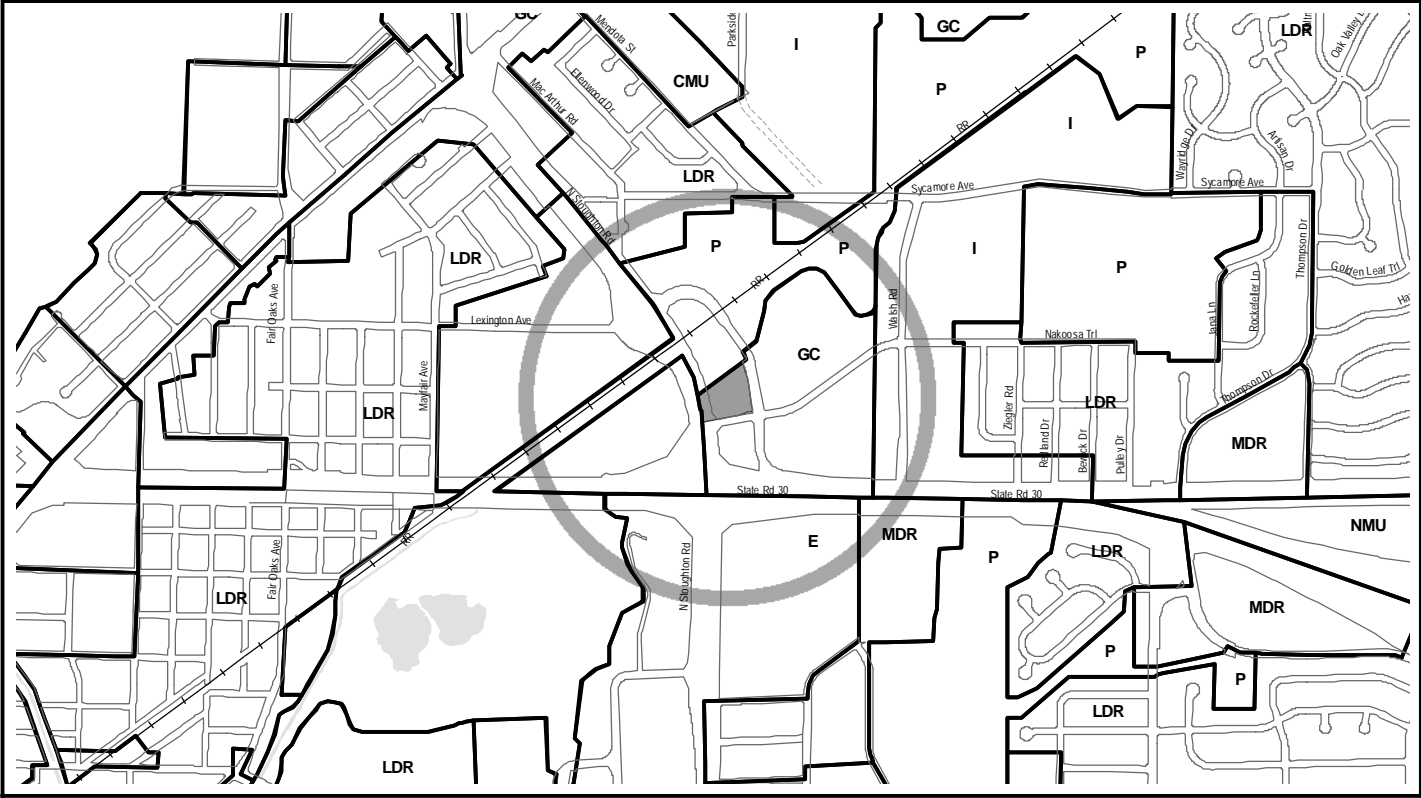
2010 Comprehensive Plan Review

Potential Text Amendment

Locator Map U

As Adopted:

 Proposed change



0 500 1,000 Feet




Proposed Amendment:

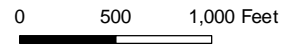
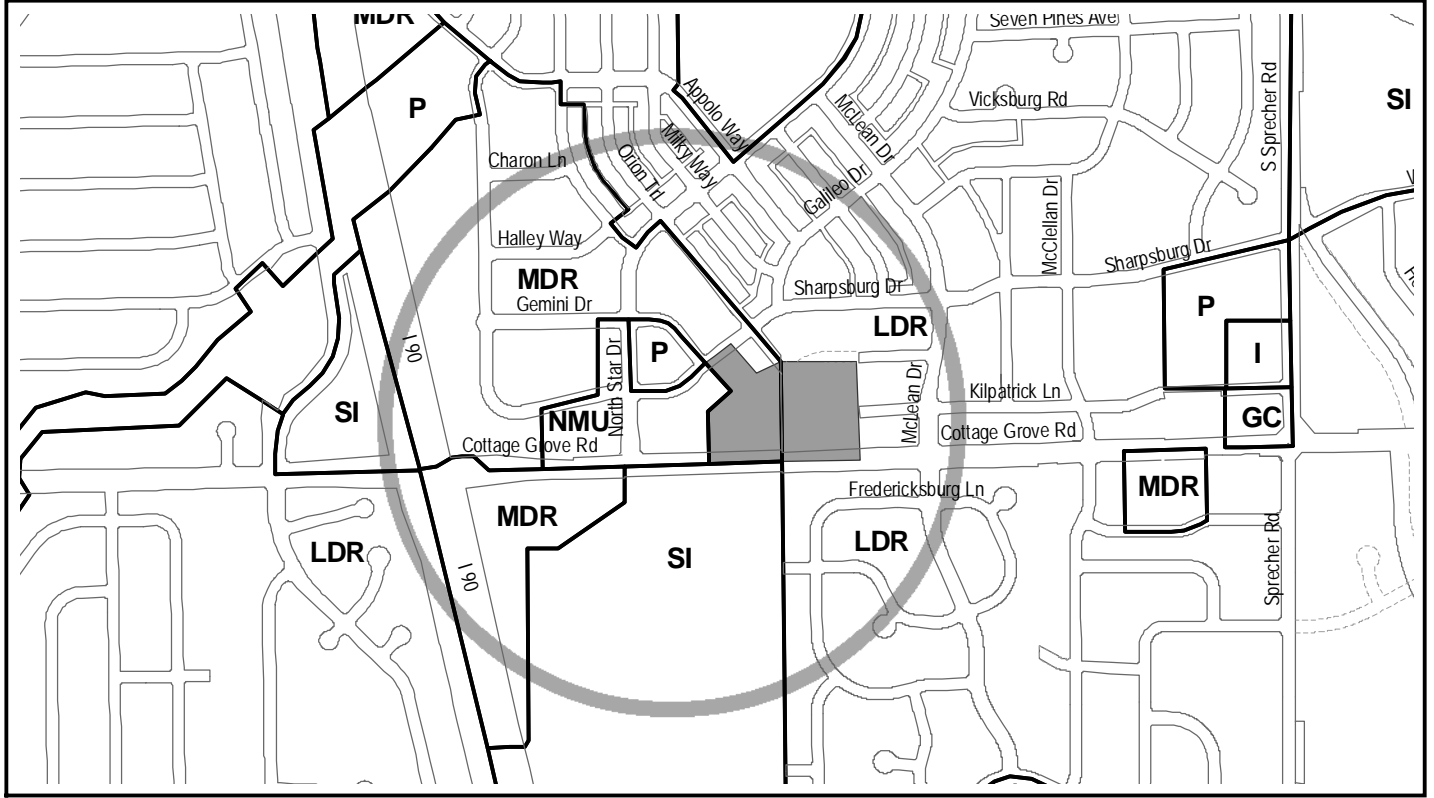
2010 Comprehensive Plan Review

Potential Map Amendment

Locator Map V

As Adopted:

 Proposed change




Proposed Amendment:

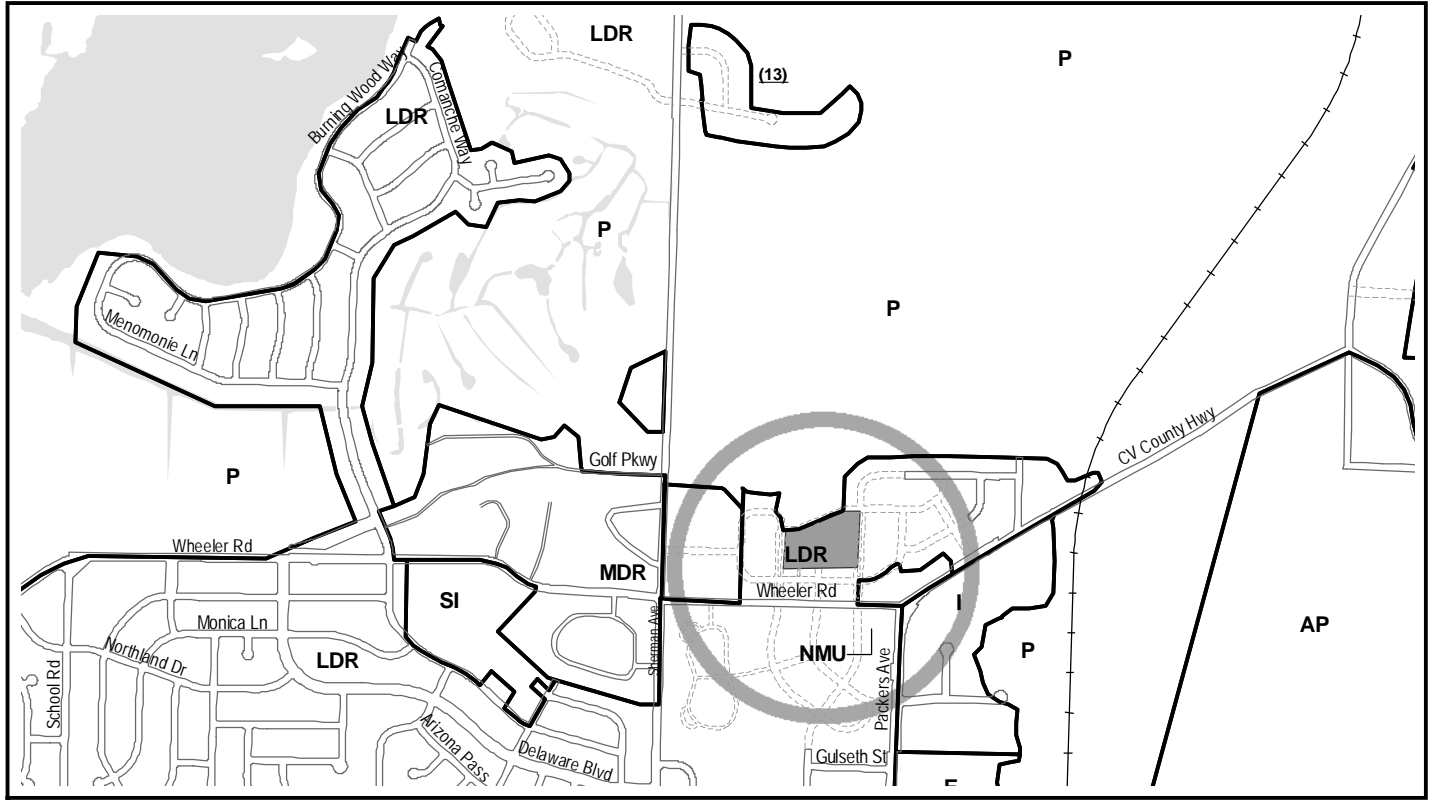
2010 Comprehensive Plan Review

Potential Map Amendment

Locator Map W

As Adopted:

 Proposed change




Proposed Amendment:

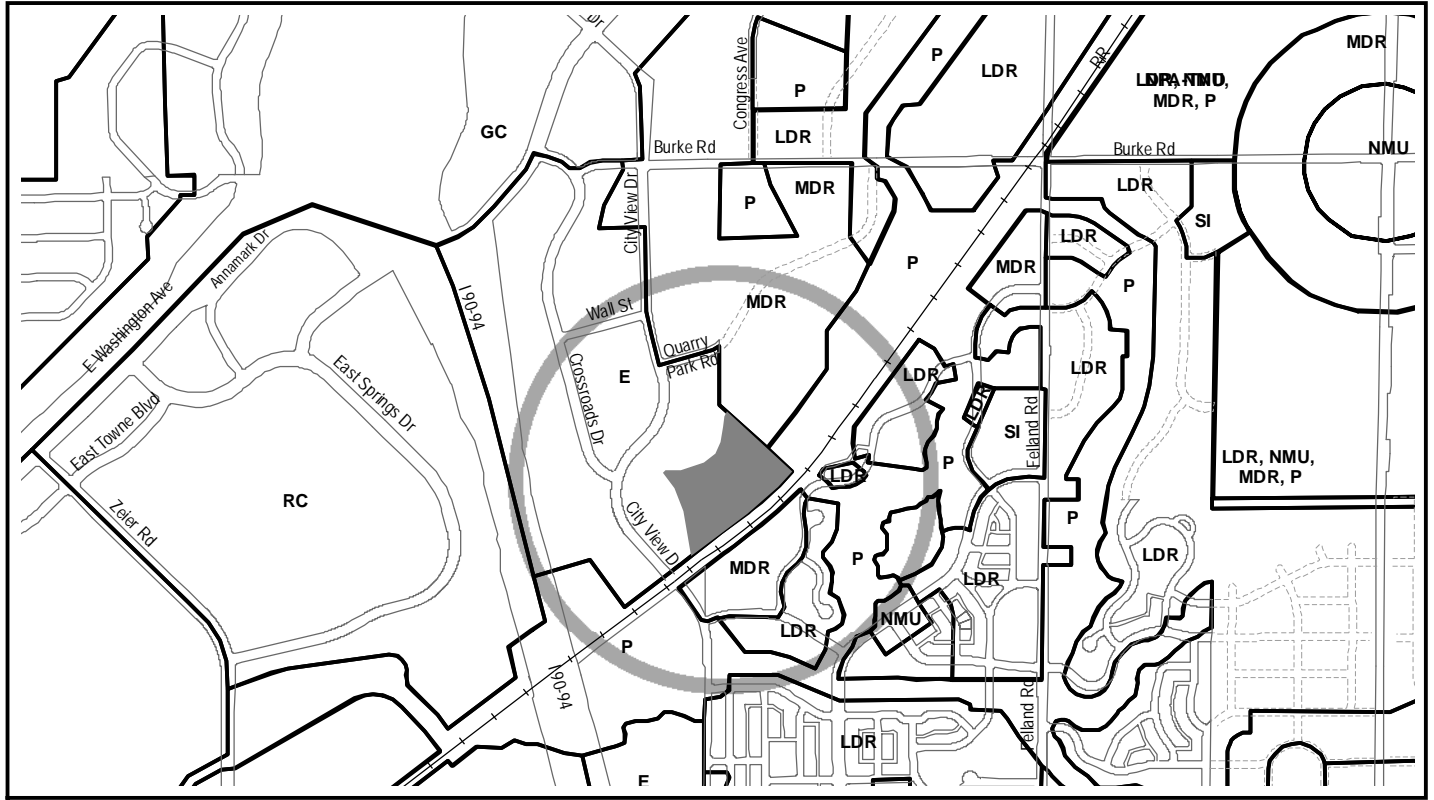
2010 Comprehensive Plan Review

Potential Map Amendment

Locator Map X

As Adopted:

 Proposed change



0 500 1,000 Feet




Proposed Amendment:

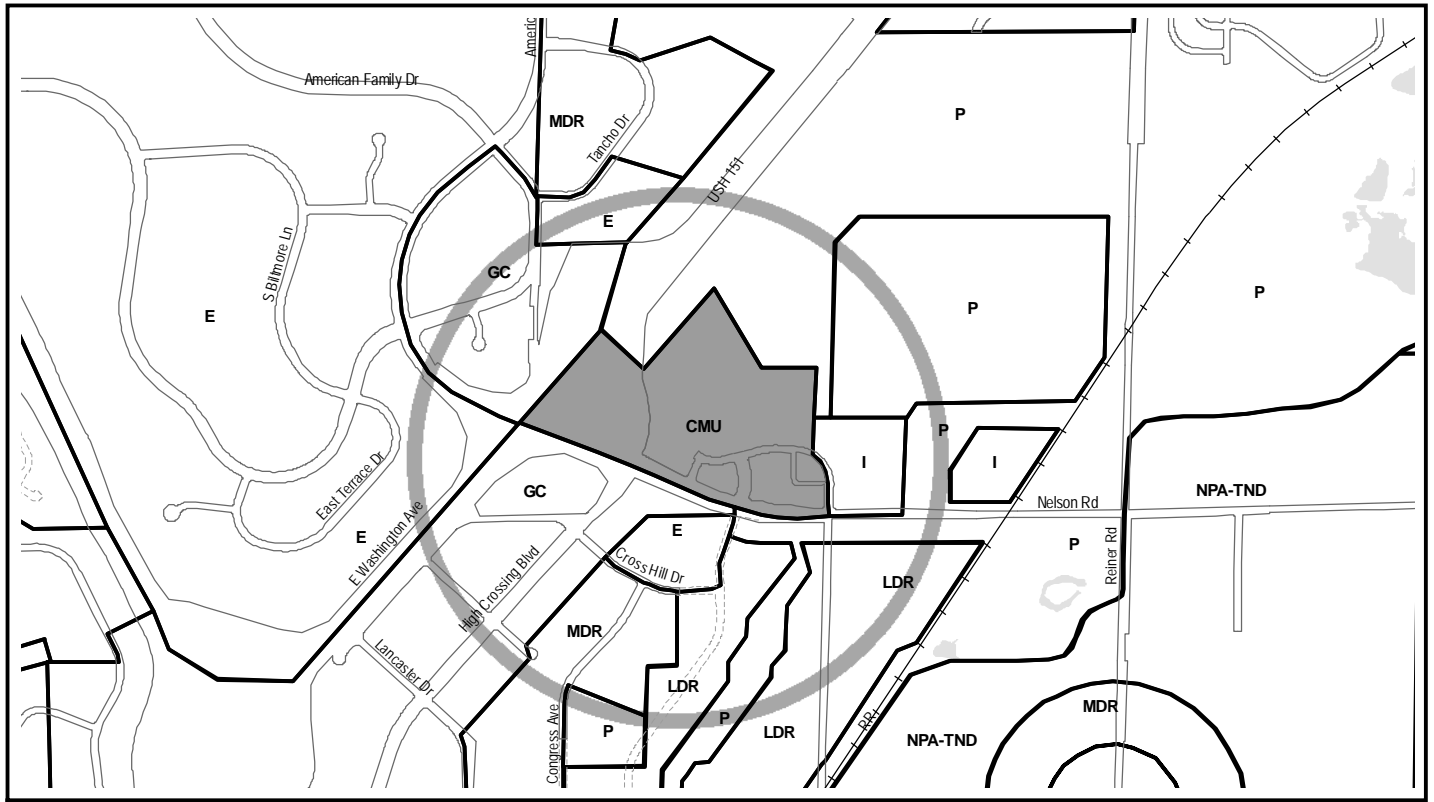
2010 Comprehensive Plan Review

Potential Map Amendment

Locator Map Y

As Adopted:

 Proposed change



0 500 1,000 Feet



Proposed Amendment: