

Southeast Area Plan & Southwest Area Plan-Related Amendment to the Comprehensive Plan

April 27, 2026

Amendment	Reason
<p>1. Update amendment dates and Plan Adoption and Amendment History (Comprehensive Plan cover and pages i and ii).</p>	<p>Reflect the updated Comprehensive Plan.</p>
<p>2. Revise the Generalized Future Land Use (GFLU) Map to reflect Southeast and Southwest Area GFLU Maps, including the three map notes in the Southwest Area (Comprehensive Plan, current pages 18-19):</p> <ul style="list-style-type: none"> a. SW Area Plan map note #1 is southwest of the Cross Country Road-Maple Grove Drive intersection: <i>“Explore public acquisition of the land east of Badger Prairie County Park to expand open space. In lieu of public acquisition, portions of the property may be appropriate for development in the Medium Residential 1 category if annexed to Madison and developed with City water and sanitary sewer. Development should dedicate parkland adjacent to the County open space.”</i> b. SW Area Plan map note #2 is along Cross Country Road west of Arctic Fox Drive: <i>“Privately owned large-lot properties shown as Parks and Open Space in this area may continue their current single-family use for as long as desired.”</i> c. SW Area Plan map note #3: <i>“The employment area along Freeport Road south of Knox Lane is appropriate for residential development up to Medium Residential 1 intensity only if Freeport Road connects to Knox Lane as a public street to provide full connectivity to the residential area to the west. Stand-alone residential uses along Freeport Road without this connection are not allowed.”</i> 	<p>Integrate GFLU map edits from the SE and SW Area Plans into the Comprehensive Plan GFLU Map.</p>
<p>3. Revise Growth Framework chapter to reflect creation of a new GFLU Map category: Medium Residential 1 (MR1).</p> <ul style="list-style-type: none"> a. Rename current “Medium Residential” to “Medium Residential 1” or “Medium Residential 2” as applicable throughout the chapter. <ul style="list-style-type: none"> i. Page 17 under the Generalized Future Land Use header (introductory text). ii. Page 21 under LR and MR2 sections. iii. Page 22 under MR2 and HR sections. iv. Page 23 under CMU section. v. Page 26 under SI section related to redevelopment. b. Add a photo and description for MR1 land use to page 21: “Medium Residential 1 (MR1) areas may include a variety of relatively intense housing types, including rowhouses, small multifamily buildings, and large multifamily buildings. Larger buildings should take measures to break up facades over 100’ long through changes in the setback from the street, in addition to other measures of creating visual interest such as balconies, changes in facade material, and facade modulation. The more intense end of the Missing Middle type of housing discussed in the LMR section falls within the MR1 designation. MR1 areas may be along collector streets, arterial streets, or embedded within neighborhoods as part of a mix of housing types. MR1 areas should be interconnected with surrounding development as part of a complete, 	<p>Adding this category to the GFLU Map is an initial step to phasing out the double asterisk LMR “select conditions” clause in the chart below (sometimes referred to as the LMR “escalator” clause). As the SE and SW GFLU Maps were developed, areas were explicitly mapped as either LMR or MR1. Over time, additional MR1 areas will be mapped on the GFLU Map. Phasing out the LMR “select conditions” clause will increase transparency and predictability for all stakeholders.</p>

MR 1 Photo:



<p>walkable neighborhood. Ground floor units should have individual entrances to better integrate development into the neighborhood and encourage walkability. Special attention must be paid to design within MR1 areas where the use adjoins less intense residential development – architectural features such as a stepback may be needed to transition MR1 development to less intense surrounding development. MR1 can provide both rental and owner-occupied housing, and ideally provides options for people of all ages who wish to live within a neighborhood.”</p>	
<p>4. Revise the Residential Future Land Use Categories chart Area (Comprehensive Plan, current page 20). The red text/outline on the proposed chart below indicates modifications to:</p> <ul style="list-style-type: none"> a. Add a column for the Medium Residential 1 GFLU Map category, and indicate building forms and general development parameters for the land use category. b. Make adjustments to the Low Residential (LR) column: <ul style="list-style-type: none"> i. Remove single asterisks for Three-Unit Buildings and Single-Family Attached development and instead shade those cells light yellow. ii. Change the footnote associated with the single asterisk to indicate “appropriate” rather than “permitted”. c. Make adjustments to the Low-Medium Residential (LMR) column to update allowed building types in these areas, and clarify where “select conditions” may be considered: <ul style="list-style-type: none"> i. Remove the double asterisks for Small Multi-Family Buildings. ii. Add text to footnote associated with the double asterisk “select conditions” clause (sometimes referred to as the “escalator” clause), indicating this clause does not apply to the LMR areas in the Southeast and Southwest areas. <p><i>Red text/outline on chart indicates modifications:</i></p>	<p>4a: See #3 above.</p> <p>4b: LR changes are to reflect recent changes to the zoning code for allowed building types and to have the footnote reflect that the chart is a policy, not an ordinance.</p> <p>4c: Since the 2018 Comprehensive Plan, the Small Multi-Family Building cell in the LMR column was both shaded and had a ** designation. The City’s zoning code, which the chart relates to, defines Small Multi-Family Buildings as having 4-8 units. Therefore the “select conditions” clause is not applicable.</p> <p>Additional text in the LMR footnote specifies that the footnote does not apply to the Southeast and Southwest areas. The LMR “select conditions” (aka “escalator”) clause will be phased out as area plans are adopted or when the Comprehensive Plan as a whole is updated. Phasing out the LMR “select conditions” clause will increase transparency and predictability for all stakeholders.</p>

Residential Future Land Use Categories

Residential Building Form	Low Residential (LR)	Low-Medium Residential (LMR)	Medium Residential 1 (MR1)	Medium Residential 2 (MR2)	High Residential (HR)
Single-Family Detached Building					
Civic/Institutional Building					
Two-Family, Two-Unit					
Two-Family – Twin					
Three-Unit Building	(asterisk deleted)				
Single-Family Attached	(asterisk deleted)				
Small Multifamily Building	*	(asterisks deleted)			
Large Multifamily Building		**			
Courtyard Multifamily Building		**			
Podium Building					
Number of Stories	1-2'	1-3	2-4	2-5	4-12~
General Density Range (DU/acre)	≤15	7-30	20-70	20-90	70+

* *Permitted Appropriate* 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.

** *Appropriate* in select conditions at up to 70 DU/ac and four stories. Factors to be considered include relationships between proposed buildings and their surroundings, natural features, lot and block characteristics, and access to urban services, transit, arterial streets, parks, and amenities. *This clause does not apply to the Southwest or Southeast Areas.*

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

' Dormers or partial third floors are permitted.

5. Revise Peripheral Planning Areas (PPA) Map to reflect archiving of the Cross Country and Marsh Road Neighborhood Development Plans and the partial archiving of the High Point-Raymond Neighborhood Development Plan (Comprehensive Plan, current page 28).

Consistent with the archiving of Sub-Area Plans (see #7 below), update the PPA map to reflect that these Neighborhood Development Plans are no longer referred to by the City.

6. Revise Bicycle Facilities Map to reflect Southeast and Southwest Area Shared-Use Path & Bicycle Network Maps and to reflect citywide projects completed since 2024 (Comprehensive Plan, current page 43).

Integrate bike facilities map edits from the SE and SW Area Plans into the Comprehensive Plan Bicycle Facilities Map to maintain consistency. At the same time: update the map to reflect that certain projects shown as planned have been completed since the map was published in 2024.

7. Revise Sub-Area Plans Map to reflect adoption of Southeast and Southwest Area Plans and archiving of the Milwaukee Street Special Area Plan, Cottage Grove Road Activity Centers Plan, Stoughton Road Revitalization Project, Royster-Clark Special Area Plan (also referred to as Royster Clark Redevelopment – BUILT), Hiestand Neighborhood Plan, Marsh Road Neighborhood Development Plan, Cross Country Neighborhood Development Plan, Allied-Dunn’s Marsh Neighborhood Plan, Allied-Dunn’s Marsh-Belmar Neighborhoods Physical Improvement Plan, Southwest Neighborhood Plan, and High Point-Raymond Neighborhood Development Plan* (*denotes that only the portion overlapping the Southwest Area will be archived; Comprehensive Plan, current page 47)

The Sub-Area Plans Map in the Comprehensive Plan will be updated with the adoption of the SE and SW Area Plans. Other plans will be archived under the procedure established during the 2024 Comprehensive Plan amendment (see Comp Plan pages 129-131).

8. Revise Appendix B, Sub-Area Plans and the Comprehensive Plan to modify the Area Plans subsection (Comprehensive Plan, current page 130) to list the Southeast and Southwest Area Plans as being adopted, remove archived plans as listed in #7 above from the lists of Adopted Sub-Area Plans (except the High Point-Raymond Neighborhood Development Plan, which will have a note specifying it no longer applies to the Southwest Area).

The plans list in the Comprehensive Plan will be updated with the adoption of the SE and SW Area Plans. Other plans will be archived under the procedure established during the 2024 Comprehensive Plan amendment (see Comp Plan pages 129-131).

AMENDED MONTH DATE, 2026

CITY OF MADISON Comprehensive Plan



Imagine Madison
People Powered Planning



CITY OF MADISON

COMPREHENSIVE PLAN

AMENDED MONTH DATE, 2026

Plan Adoption and Amendment History

This updated Comprehensive Plan was adopted by the Common Council via Ordinance **ORD-26-000XX** (Legistar File #XXXXX) and Ordinance **ORD-26-000XX** (Legistar File #XXXXX) on **Month XX, 2026**, replacing the 2023 Comprehensive Plan.

The 2023 update focused on revisions to the Growth Framework within the Plan, including the Generalized Future Land Use (GFLU) Map. The majority of the GFLU Map revisions were to incorporate land use changes from sub-area plans adopted or amended since 2018. The public also had the opportunity to submit GFLU Map amendment applications. In addition, updates were made to the population projections and many of the maps included within the Plan (see the revision date listed on individual maps). Other than the addition of the seventh Element, Health and Safety, strategies and actions are unchanged from the 2018 Plan.

2018–2023 Implementation Progress

Since adoption of the Imagine Madison Comprehensive Plan in 2018, the City and community partners have made significant progress in implementing many of the Plan’s recommendations. Select projects and initiatives with major progress include:

1. Starting construction on the east-west **Bus Rapid Transit (BRT)** line to provide better access to jobs and reduce travel times
2. Establishing a **Transit-Oriented Development (TOD)** Overlay Zoning District covering areas within a quarter mile of BRT and Metro Transit’s primary bus lines
3. Adopting a **Complete Green Streets Guide** to inform decisions about how to accommodate different modes of travel
4. Adopting a **Transportation Demand Management (TDM)** ordinance to increase use of sustainable and safer forms of transportation
5. **Redesigning Metro Transit routes** to provide more direct, frequent service to destinations and improve service on the periphery of the city
6. Approving several **changes to the zoning ordinance** to allow additional small- and medium-size residential development projects as a permitted use
7. Establishing an **annual fund for land banking** to proactively buy key properties for the development of affordable housing
8. Securing funding and a site for a **purpose-built shelter** for those experiencing homelessness
9. Starting a **donor/recipient approach to TIF** funding which provides benefits to more areas of the city
10. Continued implementation of the **Madison Public Market** at First Street and Johnson Street
11. Adopting a **Historic Preservation Plan** which includes a survey of Underrepresented Communities Historic resources
12. Creating detailed **stormwater management plans** for watersheds across the city in response to increasingly large rain events
13. Securing federal funding to upgrade to a fleet of 46 **all-electric buses** for the upcoming Bus Rapid Transit (BRT) system
14. Collaborating with the Capital Area Regional Planning Commission and Dane County municipalities to develop the **2050 Regional Development Framework** to guide how and where growth occurs in Dane County

Additional information regarding Plan implementation can be found in the Progress Update reports on the Plan website: www.cityofmadison.com/CompPlan.



GROWTH FRAMEWORK

Generalized Future Land Use

The Generalized Future Land Use (GFLU) Map presents land use and development intensity recommendations to guide future city growth both in edge areas where new development is planned and in areas where redevelopment may occur. The Map applies the Goals, Strategies, and Actions of this Plan to the City's current and planned boundaries and recommends a pattern of future uses and development intensities that will guide the physical development of the City for the next 20-plus years. The Map is a planning tool that recommends broadly-categorized land uses for general areas. The Zoning Code and accompanying Zoning District Map are more specific tools that implement the recommendations of the Comprehensive Plan and sub-area plans by regulating the specific building forms and land uses for each individual property in Madison. Rezoning of property must be consistent with the GFLU Map.

While land uses are mapped to specific locations, the recommendations presented in the GFLU Map are still relatively broad, and the exact shape of many of the mapped land use categories are necessarily somewhat general. In many instances, the recommended land use pattern is refined in sub-area plans that may include more detailed land use categories that generally fit within the broad categories within this Plan, as well as design guidelines that respond to the specific surrounding context.

The GFLU Map is a major consideration when reviewing the appropriateness of proposed development. However, it is not the only consideration, and should not be used outside of the context of the rest of this Plan or other adopted City plans and ordinances. For example, some residential and mixed-use areas planned for more intense development within older parts of the city may have single-family, two- or three-unit homes, or small-scale commercial/mixed-use buildings interspersed with other, more intense, multifamily residential and mixed-use development. In such instances, it is important to refer to other Elements of this Plan and other city plans and ordinances (such as adopted neighborhood plans, the historic preservation plan, historic preservation ordinance, and urban design districts), when considering whether development



is appropriate for a given parcel. It is not the intent of the GFLU Map to encourage more intense development in all MR1, MR2, HR, and mixed-use areas without consideration for other adopted plans and regulations. Similarly, it is not the intention of this Plan that any existing multifamily that may be in the “Low Residential” district must be transitioned to single-family or duplex development (see pages 36 and 38 for more information regarding integration of redevelopment).

The category descriptions in this chapter, along with the accompanying charts for residential use and mixed-use, summarize the GFLU Map categories. Building form categories in the residential and mixed-use charts were drawn from the zoning ordinance. The general density range is intentionally broad for most categories because building form, not density, should be the primary consideration when determining whether a building fits appropriately within a given neighborhood, district, or corridor. Sub-area plans frequently offer more detailed height and design standards, and should be referred to in addition to this Plan. While adopted sub-area plan residential and

mixed-use standards should generally fit within the land use standards shown in this Plan, they may have heights that exceed what is shown in this plan. When that is the case, the sub-area plan standards should be applied, just as they are applied when more restrictive building heights are included. Refer to the appendix for further discussion on the relationship between this Plan and sub-area plans.

Generalized Future Land Use Map Categories

The list beginning on page 20, and the accompanying charts for residential and mixed-use land use categories, describe what is generally included within each land use category. Sub-area plans often provide additional detail beyond the broad land use categories within this Plan (see additional discussion on page 129 regarding the relationship between the Comprehensive Plan and sub-area plans).

Map Notes

1. Any redevelopment within this LMR area should generally add to the City's Missing Middle housing stock while maintaining the current single-family/ two-flat/ three-flat development rhythm.
2. The University of Wisconsin-Madison Campus Master Plan provides detailed land use and development recommendations for the UW-Madison. That document was originally approved by the City in 2017 as part of the requirements for the UW-Madison's Campus-Institutional Zoning. All UW-Madison development within the campus boundary must be consistent with the Campus Master Plan unless an exception or alteration is approved by the City, consistent with applicable regulations, procedures, and standards. The Comprehensive Plan's SI designation for the UW-Madison campus is primarily to address the UW's use of property. However, there are some privately owned properties within the SI-designated areas. If such privately owned parcels redevelop, their use and design should be consistent with adopted sub-area plans, the most relevant of which, as of the adoption of this Plan, is the Regent Street-South Campus Neighborhood Plan. In the rare case where private redevelopment is proposed for an area that is not covered by a sub-area plan, multifamily residential and mixed-use development shall be considered appropriate, so long as the scale, massing, and design of the building fits in with the surrounding context, as determined by the Plan Commission and City Council.
3. This property is currently the site of the State of Wisconsin Mendota Mental Health Institute. A detailed development plan for the property should be prepared and adopted by the City prior to any redevelopment to new uses. Land along Lake Mendota is recommended for public park and open space.
4. Refer to the Downtown Plan for the area bounded by the lakes, Blair Street, Regent/Proudfit Streets, and Park Street for viewshed preservation, mix of land uses, building design standards (including heights and setbacks/setbacks), streetscape design, and other land use and design elements. Note that residential uses shown in this area should be considered "primarily residential," as defined in the Downtown Plan.
5. The Alliant Energy Center is shown as SI, but is currently zoned Parks & Recreation, which allows for a variety of uses. Future development on the site may include restaurant, entertainment, recreation, hotel, and other uses if a Master Plan for the area that includes those uses is adopted by the City.
6. The existing residential uses may continue until an opportunity arises to convert this area to public park and open space. The existing uses should not be expanded and the land should not be redeveloped.
7. This former sanitarium site is presently owned by Dane County and used as an office building. Adaptive reuse of the existing buildings for employment, residential, or a mix of those uses is recommended if this site is redeveloped. The open area south of the buildings should remain undeveloped and any reuse of the site should be designed to preserve and enhance the views from the site to Lake Mendota and the Isthmus. The wooded portion of the site north of the buildings should be maintained as open space.
8. It is recommended that there be no additional development on the top portion of this hill. Future development may be allowed around the lower portions of this hill only if such development is done with sensitivity to the topography in a manner that preserves open space and views to the hill from surrounding properties and provides adequate vegetative buffers from the existing park property.
9. The City may consider buildings taller than four stories in this contiguous NMU area for large parking lots/vacant areas.
10. It is not recommended that the mobile home park that currently occupies this area cease operations, but employment is the most appropriate future use of the property if the property owner does close the park.
11. Land in this area is part of the Town of Blooming Grove and will be attached to the City before November 1, 2027. This land should either continue in its current agricultural use or be incorporated into the adjacent Capital Springs State Recreation Area.
12. A portion of this area may have the potential for limited development as a conservation subdivision.
13. The majority of this site is undeveloped - a detailed plan for any change in the site's current use should be approved by the City prior to consideration of any rezoning request.
14. If restoring the high ground east of Underdahl Road to open space is not feasible this area should transition to residential development.
15. An Interstate interchange in this general location would help implement higher intensity employment and mixed use land uses planned for this area.
16. Property solely accessed from Grand Canyon Drive and/or West Platte Drive south of Odana Road should not be redeveloped with residential uses until redevelopment of properties accessed from Odana Road occurs in a manner that increases access and visibility.
17. Buildings may be considered up to two stories taller than the maximum height in the Regent Street-South Campus Neighborhood Plan for property designated as mixed-use along the north side of Regent Street, mixed-use along the south side of Regent Street between Randall Street and Mills Street, Employment at the southeast and southwest corners of the Regent Street and Park Street intersection, and Special Institutional along Monroe Street between Regent Street and Randall Avenue.
18. Buildings up to 10 stories tall may be considered in High Residential (HR) areas south of Spring Street that overlap the Regent Street-South Campus Neighborhood Plan and up to 12 stories tall in HR areas north of Spring Street that overlap the Regent Street-South Campus Neighborhood Plan.
19. Explore public acquisition of the land east of Badger Prairie County Park to expand open space. In lieu of public acquisition, portions of the property may be appropriate for development in the Medium Residential 1 category if annexed to Madison and developed with City water and sanitary sewer. Development should dedicate parkland adjacent to the County open space.
20. Privately owned large-lot properties shown as Parks and Open Space in this area may continue their current single-family use for as long as desired.

21. The employment area along Freeport Road south of Knox Lane is appropriate for residential development up to Medium Residential 1 intensity only if Freeport Road connects to Knox Lane as a public street to provide full connectivity to the residential area to the west. Stand-alone residential uses along Freeport Road without this connection are not allowed.

Residential Categories

The accompanying Residential Future Land Use Map Categories chart summarizes which building forms are associated with residential land use categories. Note that the categories overlap when it comes to building form, building height, and general density range. These overlapping specifications are meant to provide flexibility within each individual category. Categories do not address owner-occupied vs. renter-occupied housing or housing affordability. Neighborhoods should be developed with

a mixture of ownership and rental options, along with a variety of price points, including housing affordable for people or families who make less than the county median income. Multifamily residential development should contain a mixture of unit sizes, including three bedroom (or larger) units.

A limited amount of nonresidential uses may also be located within residential categories. Such uses, which often serve as focal points for neighborhood activity, are often relatively small, and therefore not always identified at the scale of the GFLU Map. Nonresidential uses within residential areas may include: parks and recreational facilities, community gardens, urban agriculture, elementary and middle schools, day care centers, places of assembly and worship (if at a scale compatible with other existing or planned uses), small civic facilities (such as libraries and community centers), and small-scale commercial uses. Small-scale commercial uses within residential categories

should be limited to small establishments providing convenience goods or services primarily to neighborhood residents, either as a freestanding business or within a larger, predominantly residential building.

Low Residential (LR)



Low Residential (LR) areas are predominantly made up of single-family and two-unit structures. Some LR areas, particularly in older neighborhoods, may include “house-like” structures that were built as or have been converted to multi-unit dwellings. Smaller two-, three-, and four-unit apartment buildings and rowhouses may be compatible with the LR designation, especially when specified within an adopted neighborhood or special area plan and when constructed to fit within the general “house-like” context LR areas. While more intense forms of multifamily or mixed-use development may occur as mapped along major corridors adjacent to, or running through, LR areas, any infill or redevelopment that occurs within an LR area should be compatible with established neighborhood scale, and consistent with any relevant sub-area plan.

LR areas should be conducive to walking, and all housing and other uses should share an interconnected sidewalk and street system.

LR areas should provide a range of housing choices for households with varying incomes, sizes, ages, and lifestyles. Newly developing LR areas should include at least two different residential building forms and include

Residential Future Land Use Categories

Residential Building Form	Low Residential (LR)	Low-Medium Residential (LMR)	Medium Residential 1 (MR1)	Medium Residential 2 (MR2)	High Residential (HR)
Single-Family Detached Building					
Civic/Institutional Building					
Two-Family, Two-Unit					
Two-Family – Twin					
Three-Unit Building	(asterisk deleted)				
Single-Family Attached	(asterisk deleted)				
Small Multifamily Building	*	(asterisks deleted)			
Large Multifamily Building		**			
Courtyard Multifamily Building		**			
Podium Building					
Number of Stories	1-2'	1-3	2-4	2-5	4-12~
General Density Range (DU/acre)	≤15	7-30	20-70	20-90	70+

* *Permitted Appropriate* 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.

** *Appropriate* in select conditions at up to 70 DU/ac and four stories. Factors to be considered include relationships between proposed buildings and their surroundings, natural features, lot and block characteristics, and access to urban services, transit, arterial streets, parks, and amenities. *This clause does not apply to the Southwest or Southeast Areas.*

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

' Dormers or partial third floors are permitted.

both owner- and renter-occupied housing. Though not a replacement for a diversity of other residential building forms, accessory dwelling units (ADUs) are an additional method of creating housing diversity within LR areas. ADUs are allowed on single-family lots in both existing and newly developing LR areas, subject to zoning regulations and approvals.

Many small institutional uses, such as places of worship, are mapped as Low Residential (LR), consistent with their surroundings. If current institutions embedded in residential areas relocate, cease to exist, or remain as part of a redevelopment, such sites may be redeveloped with more intensive residential uses. Redevelopment with Low-Medium Residential (LMR) uses is appropriate. In limited circumstances, intensities and heights in the Medium Residential 1 (MR1) land use category could be appropriate for the site or a portion of the site. Due to site-specific considerations, MR1 intensities may not be appropriate for all sites. Factors to be considered include relationships between proposed buildings and their surroundings, natural features, lot and block characteristics, and access to urban services, transit, arterial streets, parks, and amenities.

Low-Medium Residential (LMR)



Low-Medium Residential (LMR) areas are made up of any or all of the following types of housing: small-lot single-family development, two-unit buildings, three-unit buildings, rowhouses, and small multifamily buildings. LMR areas are largely characterized by what is sometimes referred to as the “Missing Middle” of housing development: the range

of multi-unit or clustered housing types that fall between the extremes of detached single-family homes and large apartment buildings (see page 49 for more on Missing Middle housing). Building forms present within the LMR category of housing are generally compatible in scale with single-family homes, and may therefore be intermixed with small-lot single-family development or used as a transition from more intense development to lower intensity areas comprised primarily of single-family development.

While some areas mapped as LMR are currently multifamily developments that are isolated from surrounding development, LMR areas should be characterized by a walkable, connected street network. Existing, isolated LMR areas should be better connected with their surroundings when opportunities arise, and newly developing LMR areas should be seamlessly integrated with surrounding development. LMR areas should help meet the growing demand for walkable urban living.

Medium Residential 1 (MR1)



Medium Residential 1 (MR1) areas may include a variety of relatively intense housing types, including rowhouses, small multifamily buildings, and large multifamily buildings. Larger buildings should take measures to break up facades over 100’ long through changes in the setback from the street, in addition to other measures of creating visual interest such as balconies, changes in facade material, and facade modulation. The more intense end of the Missing Middle type of housing discussed in the LMR

section falls within the MR1 designation. MR1 areas may be along collector streets, arterial streets, or embedded within neighborhoods as part of a mix of housing types. MR1 areas should be interconnected with surrounding development as part of a complete, walkable neighborhood. Ground floor units should have individual entrances to better integrate development into the neighborhood and encourage walkability. Special attention must be paid to design within MR1 areas where the use adjoins less intense residential development – architectural features such as a stepback may be needed to transition MR1 development to less intense surrounding development. MR1 can provide both rental and owner-occupied housing, and ideally provides options for people of all ages who wish to live within a neighborhood.

Medium Residential 2 (MR2)



Medium Residential 2 (MR2) areas may include a variety of relatively intense housing types, including rowhouses, small multifamily buildings, and large multifamily buildings. The more intense end of the Missing Middle type of housing discussed in the LMR section falls within the MR2 designation. MR2 areas are generally located close to major streets, mixed-use areas, or commercial/employment areas to provide convenient, walkable access to transit, shopping, restaurants, and other amenities. MR2 areas should be interconnected with surrounding development as part of a complete neighborhood, and should be transit-oriented, even if transit has not yet been extended to a developing MR2 area. MR2 can provide both rental and

owner-occupied housing, and ideally provides options for people of all ages who wish to live within a neighborhood. Special attention must be paid to design within MR2 areas where the use adjoins less intense residential development – architectural features such as a stepback may be needed to transition MR2 development to less intense surrounding development.

High Residential (HR)



High Residential (HR) areas include large multifamily buildings or complexes that are generally four to 12 stories (or taller, if recommended by an approved neighborhood plan). Similar to MR1 and MR2 areas, HR areas are located close to major streets, mixed-use areas, or commercial/employment areas to provide convenient, walkable access to transit, shopping, restaurants, and other amenities. HR areas should be interconnected with surrounding develop-

ment as part of a complete neighborhood and should be transit-oriented.

Mixed-Use Categories

The various mixed-use categories are generally mapped along transit corridors and in areas recommended for development of Activity Centers. The range of nonresidential uses and the development density of both residential and non-residential uses in mixed-use categories will vary depending on the size of the district and the type and intensity of the surrounding development. While both residential and nonresidential uses are accommodated within mixed-use districts, not every building in a mixed-use district needs to include both residential and non-residential uses. However, special attention should be paid to

maintaining commercial street frontages along mixed-use streets without creating residential “gaps” along streets that otherwise have commercial tenants at ground level. Mixed-use development must also be carefully designed where the use adjoins less intense residential development. Additional setbacks and architectural features such as stepbacks may be needed to transition mixed-use development to less intense surrounding development (see Action b on page 36). The mixed-use chart summarizes the building forms that are generally appropriate for each of the Generalized Future Land Use Map’s mixed-use categories. Integration of affordable housing into mixed-use areas is encouraged, especially along major transit corridors. Multifamily residential within the mixed-use category should contain a mixture of unit sizes, including three bedroom (or larger) units.

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.

Neighborhood Mixed-Use (NMU)



The Neighborhood Mixed-Use (NMU) category includes relatively small existing and planned Activity Centers that include residential uses, as well as retail, restaurant, service, institutional, and civic uses primarily serving nearby residents. Development and design within NMU areas should be compact and walkable, ideally adjacent to existing or planned transit. NMU areas should be well connected and integrated into neighborhoods, and development should be transit-oriented, even in areas where transit service does not yet exist. Buildings in NMU areas should be oriented towards streets, with buildings close to public sidewalks. On-street parking is recommended where practical, with private off-street parking placed primarily behind buildings, underground, or shielded from public streets by liner buildings.

Nonresidential uses in NMU areas typically focus on serving nearby residents, though some buildings may also include specialty businesses, services, or civic uses that attract customers from a wider area. An individual building should not include more than 10,000 square feet of commercial space, except for buildings containing grocery stores and/or community facilities (such as libraries). When larger uses are present, the building should still be designed in a manner that integrates well with the surrounding context. Commercial spaces should be constructed in a range of sizes to add variety and encourage a mix of different commercial uses.

While new buildings in NMU areas are expected to be two to four stories in height, single-story buildings may be supported in very limited circumstances. One-story gas stations with an accompanying convenience store may be considered in newly developing NMU areas if the proposed development is designed in a manner that does not impede or substantially detract from the existing or planned development in the surrounding area. Any such development should integrate site design elements that facilitate pedestrian and bicyclist access to the retail portion. Any convenience store/gas station development proposed in a NMU area should provide a new service to the area, and should not be located in close proximity to a similar existing development, avoiding oversaturation of a neighborhood, corridor, or portion of a corridor with primarily auto-oriented uses.

Community Mixed-Use (CMU)



The Community Mixed-Use (CMU) category includes existing and planned areas supporting an intensive mix of residential, commercial, and civic uses serving residents and visitors from the surrounding area and the community as a whole. CMU areas are generally located at major intersections and along relatively high-capacity transit corridors, often extending several blocks. CMU areas can generally accommodate significant development with a variety of housing options and commercial uses that attract a wide customer base. Subject to adopted detailed plans for the area, CMU areas are intended to include buildings two to six

stories in height, with more residential units and commercial space compared with development in NMU areas. Many of the City's aging, auto-oriented strip commercial centers are recommended for CMU redevelopment due to their accessible locations along major transportation corridors and the opportunities to significantly increase integrated housing and commercial development.

Development and design within CMU areas should create a walkable node or corridor, ideally adjacent to existing or planned transit. Development should be transit-oriented, even in areas where transit is planned but does not yet exist. On-street parking may be provided, but intense development in CMU areas may require structured parking. Buildings should screen any surface parking from the street. CMU areas should be well connected with surrounding neighborhoods and have buildings placed close to the sidewalk. Development within CMU areas should be designed to support surrounding residential uses by providing services and retail, and designed to support nearby employment areas by providing residential units close enough to make walking and biking the most convenient method of commuting.

Employment, retail, civic, institutional, and service uses serving both adjacent neighborhoods and wider community markets are recommended for CMU areas. Residential uses will generally be similar to the **MR2** category, though they may occur at higher intensities.

Regional Mixed-Use (RMU)



The Parks and Open Space (P) category includes public parks, conservation areas, recreation areas, private recreation uses (such as golf courses), cemeteries, stormwater management facilities, greenways, urban agriculture, community gardens, major public trails, and other natural features and lands with a park-like character that are recommended for preservation. Parks often serve as important community gathering places, and should be designed to have frontages on public streets that make them both visible and accessible by neighborhood and city residents. Greenways and stormwater conveyances provide opportunities to link otherwise separate open spaces with both habitat corridors and bicycle and pedestrian connections when multiple uses are compatible.

As the Generalized Future Land Use Map is general in nature, smaller parks (generally less than an acre) may be shown as an adjoining land use. Parks and open space uses are allowed uses in all other land use categories, regardless of whether or not the area is mapped as Parks and Open Space. Note that areas mapped as Parks and Open Space in newly developing parts of the city are preliminary and may be refined as plats are submitted.

Special Institutional (SI)



The Special Institutional (SI) designation is used primarily to identify current or recommended locations for grade schools, colleges, the UW-Madison campus, and relatively large places of assembly and worship. The designation also covers the Alliant Energy Center and Mendota Mental Health Institute. SI uses, especially uses on small sites (generally

less than an acre), may be classified with surrounding land uses, as civic and institutional buildings are allowed in most land use categories. In particular, specific sites for schools and churches in developing neighborhoods may not be precisely known, but may still be located within those areas as part of a complete neighborhood design.

Schools and places of assembly and worship should be located to provide convenient access to such facilities. Buildings in SI districts often exceed 50,000 square feet of floor area and may be located on sites more than 10 acres in size. Larger uses in particular should be located on or near an arterial or collector street, and be designed so that high volumes of traffic will not be drawn through local neighborhood streets. SI uses should be served by public transit, if feasible, and good bicycle and pedestrian access should be provided to and within the site. Accessing the site via biking and walking should be encouraged with site design elements such as placing the building close to the street and providing bicycle parking close to building entrances. SI uses may require buffering from adjoining uses. Large SI uses are often highly visible and should be designed to fit gracefully with, rather than dominate, their surroundings.

Large campus uses, such as the UW-Madison and Edge-wood College, may be further governed by a campus master plan adopted under the City's Campus-Institutional zoning district. In general, campus areas should be designed so that vehicle access and the location and amount of parking minimizes congestion and potential negative impacts both within the campus and in the surrounding neighborhoods. Frequent transit service to and/or within the campus should be provided. Streets, walkways, and multi-use paths and trails should provide strong pedestrian and bicycle linkages throughout the campus areas, and be interconnected with similar facilities beyond campuses. Campus development should be compatible with surrounding uses and their design characteristics, and mitigate potential negative impacts on adjacent areas. Campus areas should not expand into adjacent neighborhoods unless such expansions are also consistent with a City-adopted plan.

Buildings that include places of worship, schools, and other institutions may be optimal for adaptive reuse or redevelopment with residential uses when the institu-

tional use(s) relocate, cease to exist, or perhaps remain as part of a redevelopment. These sites are often embedded in residential areas, and are typically larger than most surrounding residential lots, making them good candidates for more intensive residential development. Redevelopment with Low-Medium Residential (LMR) uses is appropriate. In limited circumstances, intensities and heights in the Medium Residential 1 (MR1) and Medium Residential 2 (MR2) land use category could be appropriate for the site or a portion of the site. Due to site-specific considerations, MR1 and MR2 intensities may not be appropriate for all sites. Factors to be considered include relationships between proposed buildings and their surroundings, natural features, lot and block characteristics, and access to urban services, transit, arterial streets, parks, and amenities.

Airport (A)

The Airport (A) designation is used for the Dane County Regional Airport, including passenger and freight terminals, aircraft and airport operations, maintenance, storage facilities, surface and structured parking, and car rental agencies. It also includes military/Air National Guard facilities.

Neighborhood Planning Area (NPA)

Neighborhood Planning Area (NPA) designates areas that may become part of the city, but do not yet have planned land uses. These areas should undergo an area plan process prior to subdivisions or major development proposals being approved. Area plans should comprehensively lay out planned future land uses to ensure any future development is cohesive and follows the goals established in this Plan.

Peripheral Planning Areas

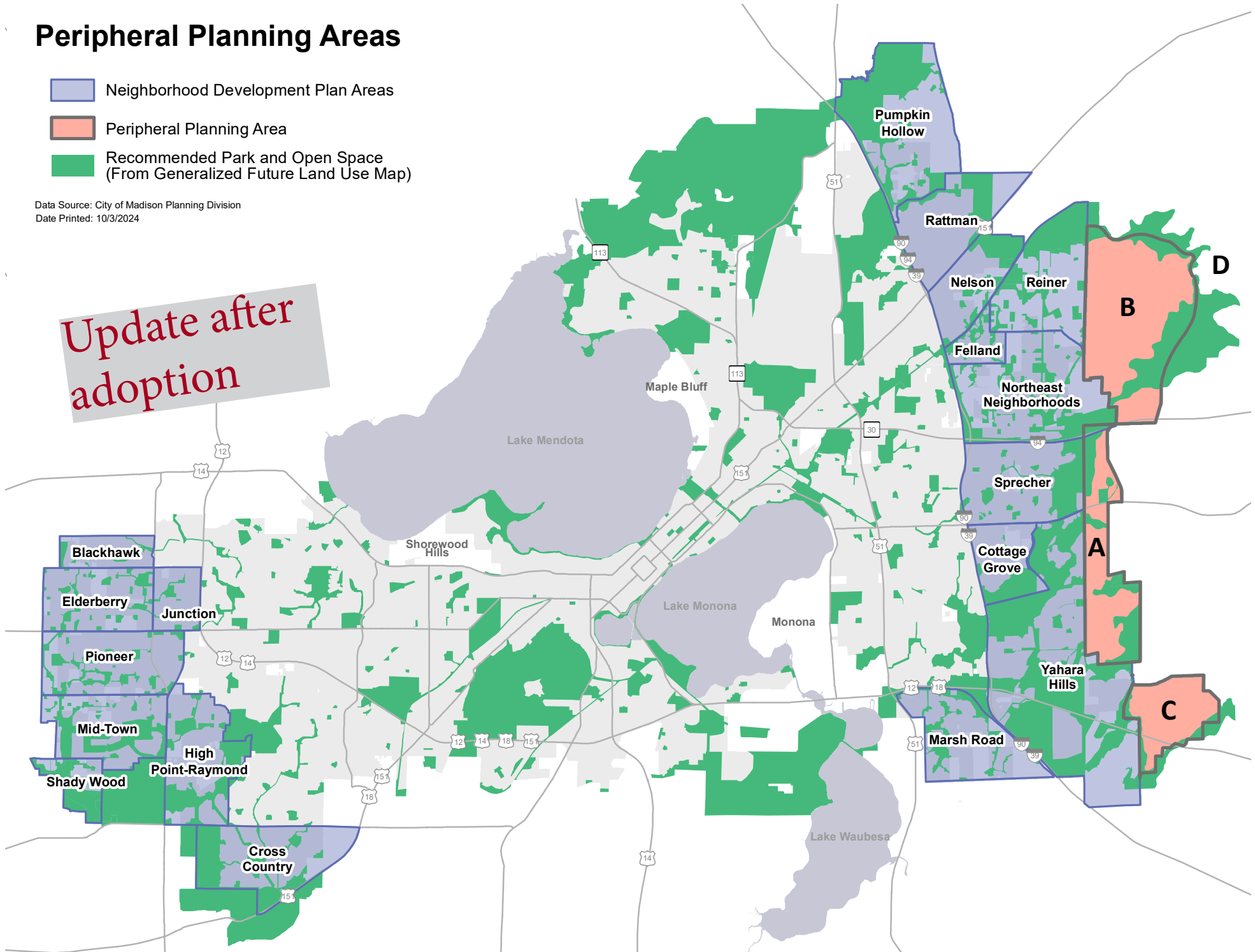
The Peripheral Planning Areas (PPAs) Map indicates areas where the City of Madison has, or may eventually have, an interest in future municipal expansion and urban development. More detailed planning will determine how much of the PPAs are recommended for development and potential municipal expansion. Planning will also include the associated towns, cities and villages to discuss areas of mutual concern. PPAs do not include lands within another

Peripheral Planning Areas

- Neighborhood Development Plan Areas
- Peripheral Planning Area
- Recommended Park and Open Space
(From Generalized Future Land Use Map)

Data Source: City of Madison Planning Division
Date Printed: 10/3/2024

Update after adoption



Bicycle Facilities

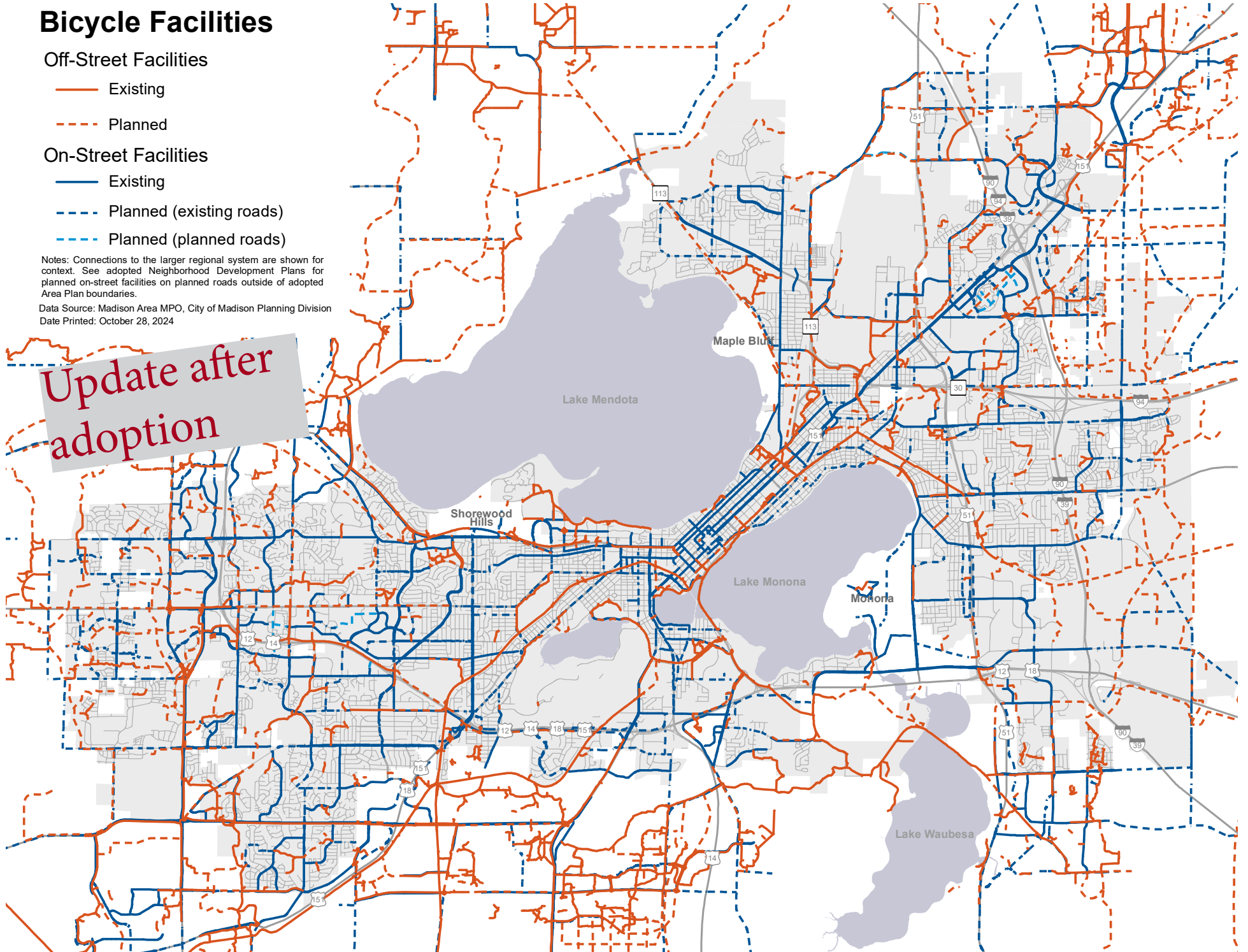
Off-Street Facilities

- Existing
- - - Planned

On-Street Facilities

- Existing
- - - Planned (existing roads)
- · - · - Planned (planned roads)

Notes: Connections to the larger regional system are shown for context. See adopted Neighborhood Development Plans for planned on-street facilities on planned roads outside of adopted Area Plan boundaries.
Data Source: Madison Area MPO, City of Madison Planning Division
Date Printed: October 28, 2024



Update after adoption

The generalized nature of the GFLU Map means that boundaries between land uses are not meant to be exact. Similarly, because future land use is not mapped on a parcel-by-parcel basis, some small inconsistencies between existing development and planned future land uses may be present, such as a small apartment building in the midst of a Low Residential area. It is not the intent of this Plan that such areas must always be brought into compliance with the GFLU Map. Please see additional discussion about the GFLU Map and land use categories starting on page 17 of the Growth Framework chapter.

This Plan and sub-area plans may have small differences in the mapped boundaries between areas recommended for different land uses without necessarily making the plans inconsistent or requiring an amendment to either plan. These differences are inherent in plans that differ significantly in scale, particularly when this Plan's GFLU categories have considerable scope.

Adopted Sub-Area Plans

Over the years, the City of Madison has adopted numerous sub-area plans. These include neighborhood development plans (NDPs) for peripheral areas, neighborhood plans for already-developed areas, and other special area plans for corridors or small areas. With the adoption of the West and Northeast Area Plans in September 2024 the City is shifting to a framework that creates fewer plans that are updated more frequently. As they are adopted, the 12 Area Plans will take the place of previously adopted NDPs, neighborhood plans, and other plans. No additional NDPs or neighborhood plans will be created, and other planning efforts would be limited to special circumstances.

There are some instances where an Area Plan has not yet been adopted and sub-area plans overlap. Where this occurs, the more recently adopted plan should govern unless otherwise specified within the plan or within a plan amendment. Adopted plans are listed below by category, with dates reflecting the original adoption of the plans and subsequent amendments.

Neighborhood Development Plans

The City has adopted 18 neighborhood development plans (NDPs). These plans cover lands on the City's edge. Some

of these NDPs, like Blackhawk, have experienced significant development over time, while others, such as Pumpkin Hollow, have seen little or no development. The intent of NDPs is to provide a detailed plan that addresses land use, transportation, utilities, and services. These plans often include large areas of undeveloped rural land. It is expected that over time new development will be constructed within NDP boundaries. However, some areas will potentially remain in rural/agricultural use for the foreseeable future. An alphabetical list of NDPs is shown below (see the Peripheral Planning Areas map on page 28 for NDP boundaries):

- Blackhawk (1994, 2006)
- Cottage Grove (1992, 2006)
- **Cross-Country (1993, 1998)**
- Elderberry (2002, 2018)
- Felland (2002)
- High Point-Raymond (1997 2001, 2005, 2006, 2017)*
- Junction (1990, 1992, 2015, 2018)
- **Marsh Road (1999)**
- Midtown (1999, 2001, 2004)
- Nelson (1992, 1993, 1999, 2001, 2005, 2009, 2017, 2019)
- Northeast Neighborhoods (2009)
- Pioneer (2004, 2013, 2018)
- Pumpkin Hollow (2008)
- Rattman (1992, 1995, 1997, 2000, 2019)
- Reiner (2023)
- Shady Wood (2009, 2023)
- Sprecher (1998, 1999, 2001, 2005)
- Yahara Hills (2017, 2022)

** Only the portion of this planning area that does not overlap with an Area Plan is in effect. See the list below for adopted Area Plans and the map on page 47.*

Neighborhood Plans

Neighborhood plans are adopted for areas that have already been built out. They are frequently undertaken for areas that are either experiencing substantial redevelopment interest and/or have various challenges to neighborhood stability. Neighborhood plans generally address such things as land use, urban design, economic development, transportation, parks, and community health and wellness. An alphabetical list of neighborhood plans is shown below:

- **Allied-Dunn's Marsh (1990)**

- **Allied-Dunn's Marsh-Belmar (2005)**
- Arbor Hills-Leopold (2013)
- Bassett Neighborhood Master Plan (1997)
- Bay Creek (1991)
- Brittingham-Vilas (1989)
- Brentwood Village-Packers-Sherman Village (1996)
- Broadway-Simpson-Waunona (1986)
- Darbo-Worthington-Starkweather (2017)
- Emerson East-Eken Park (1998)
- Emerson-East-Eken Park-Yahara (2016)
- First Settlement Neighborhood Master Plan (1995)
- Greenbush (2008)
- Greenbush-Vilas Neighborhood Housing Revitalization (2010)
- **Hiestad (2006)**
- Hoyt Park Area (2014)*
- Marquette Neighborhood Center Master Plan (2000)
- Marquette-Schenk-Atwood (1994)
- Midvale Heights-Westmorland Joint Neighborhood (2009)*
- Mifflandia (2019)
- Northport-Warner Park-Sherman (2009)
- **Royster Clark Redevelopment - BUILD (2009)**
- Regent Street South Campus (2008)
- Schenk-Atwood-Starkweather-Worthington Park (2000)
- South Madison (2005, 2022)
- **Southwest (2008)***
- Tenney-Lapham (2008, 2014)
- Triangle Monona Bay (2019)

** Only the portion of this planning area that does not overlap with an Area Plan is in effect. See the list below for adopted Area Plans and the map on page 47.*

Area Plans

The Common Council adopted a planning framework in 2022 with 12 Area Plans to simplify planning, make it more equitable, and to ensure all areas of the city would have a current plan in place. Area Plans will be the primary method of updating this Plan's GFLU Map. The anticipated sequence for undertaking the 12 Area Plans is listed below. Area Plans that have been adopted have their year of adoption listed:

1. Northeast (2024)
2. West (2024)
3. Southeast (2026)

4. Southwest (2026)
5. North
6. Downtown
7. South
8. Near West
9. Near East
10. Far West
11. Far Northeast
12. Far Southwest

Other Plans

- Central Park (2011)
- Cherokee Special Area (2007)
- ~~Cottage Grove Road Activity Centers (2017)~~
- Downtown Plan (2012)
- East Rail Corridor (2004)
- East Washington Gateway Revitalization - BUILD (2004)
- East Washington Avenue Capitol Gateway Corridor (2008, 2016, 2020, 2021)
- East Washington Old East Side Master Plan - BUILD (2000)
- Lamp House Block (2014)
- ~~Milwaukee Street Special Area Plan (2018)~~
- Monroe Street Commercial District (2007)
- Oscar Mayer Special Area Plan (2020)
- Park Street Urban Design Guidelines (2004)
- Schenk-Atwood Neighborhood Business District Master Plan (2001)
- South Capitol Transit Oriented Development District (2014)
- ~~Stoughton Road Revitalization (2008)~~
- University Avenue Corridor (2014)
- Williamson Street - BUILD (2005)
- Wingra Creek Market Study and Redevelopment - BUILD (2006)

Additionally, the City has adopted a campus master plan prepared by the University of Wisconsin-Madison under the City's Campus-Institutional zoning district.

Sub-Area Plan Archiving

Prior to the City's adoption of a planning framework in 2022, the City lacked a system for reviewing and archiving previously adopted sub-area plans. The City has dozens of sub-area plans, some of which date back to the 1980s. In

many cases, multiple sub-area plans overlap the same geographic area, which can result in differing recommendations for the same area or recommendations inconsistent with this Plan, current City policy, or current conditions. Other recommendations have either been implemented or are for things the City has little influence over. As part of the Area Plan processes the City will review underlying plans for recommendations that are still relevant given current City policy and the scope of Area Plans. Those recommendations will be absorbed into the Area Plan. As part of the adoption process, the Plan Commission and Council will consider archiving underlying plans. Archived plans are previously adopted plans that generally address the same area as more recently adopted Area Plans. Archived plans are no longer used to guide development proposals, infrastructure investment, or other City actions. They are made available as historical resources, but no longer influence the City's planning and decision-making processes.