



Department of Planning & Community & Economic Development

## Planning Division

Heather Stouder, Director

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215 Martin Luther King Jr. Blvd, Suite 017  
P.O. Box 2985  
Madison, Wisconsin 53701-2985  
Phone: (608) 266-4635  
Fax (608) 267-8739  
[www.cityofmadison.com](http://www.cityofmadison.com)

November 30, 2023

(for December 7, 2023 Plan Commission meeting)

To: Plan Commission  
From: Dan McAuliffe & Angela Puerta (Northeast Area Plan Project Managers); Ben Zellers & Linda Horvath (West Area Plan Project Managers)  
RE: Northeast and West Area Plan Updates

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Since January, the Planning Division has been working with City agencies, residents, Community Partners, Neighborhood Navigators, businesses, elected officials and others to prepare the West and Northeast Area Plans. Public participation has been extensive including virtual and in-person meetings, online community and business surveys, and engagement with underrepresented populations through neighborhood events, walking tours, door-door conversations, focus groups, and more. Public feedback, coordination with other City initiatives like park development plans and watershed plans, and relevant underlying plan actions have all helped guide and inform drafting of Area Plan actions.

Determining which underlying plan actions to incorporate and how to approach potential plan archiving/retirement has been challenging. Using guidance from the 2022 Planning Framework and 2018 Comprehensive Plan, and feedback from the public, elected officials, Planning staff, and other City agencies we created an approach for Plan Commission review and feedback. We will also present and ask for your feedback on other topics common to both Area Plans, like mapping for residential uses in General Commercial and Employment areas, mapping maximum building heights, and how to address non-physical development actions and actions to be implemented by non-City agencies, such as capacity building for neighborhood and community groups and community center improvements. Staff is seeking Commission feedback and direction on some topics common to both area plans, and some topics unique to each area, as reviewed below.

### Common Area Plan Discussion Points

- 1. Underlying Plan Review, Absorbing Recommendations into Area Plans, Potential Plan Archiving (Retirement):** Staff has reviewed underlying plans in the [West](#) and [Northeast](#) Areas. The review was conducted to analyze actions/recommendations within each plan for possible inclusion within the new West and Northeast Area Plans and to determine whether plans should be archived (retired). Actions where the City has little influence over implementation, that are already implemented, that conflict with current City policy, or that are adequately covered by existing City policies, programs, or ordinances would not be included in the area plans. Area-specific actions focused on physical development (land use, transportation, housing, etc.) that the City has control over or can influence would be included in area plans if an underlying plan is archived. Once archived, underlying plans will no longer be used for implementation. The area plan and Comprehensive Plan would instead be used to guide growth and development and to address community improvements. Archived plans will be put on file for reference, with a note indicating how their actions were addressed using the process above.

Given the high number of actions from older plans that would not be pulled in to area plans due to the reasons described above, staff feels it is appropriate to archive older plans. The opposite is true for more recent plans, like [Hawthorne-Truax](#), [Odana](#) and [Greater East Towne](#), where most actions are still relevant. Frequently actions in the Odana and Greater East Towne

Plans Underlying the West Area		Plans Underlying the Northeast Area	
Spring Harbor Neighborhood	2006	East Towne-Burke Heights Neighborhood Development	1987
Southwest Neighborhood*	2008	Hanson Road Neighborhood Development	2000
Midvale Heights/ Westmorland Neighborhood	2009	Carpenter-Ridgeway-Hawthorne-Truax Neighborhood	2001
University Hill Farms	2016	Ridgewood East Central Development	2002
Odana Area	2021	Greater East Towne Area (GETAP)	2022
		Hawthorne-Truax Neighborhood**	2023

\*Not included in the review – recommendations in this plan are focused south of the Beltline  
 \*\* Include in Northeast Area Plan as a Community Action (CDBG) chapter.

Area plans are also relevant to the larger surrounding area. Rather than repeating actions in the West and Northeast Area Plans that were in the Odana and Greater East Towne Plans, it may be appropriate to pull in actions from those more recently adopted plans and consider archiving those plans as well. Having actions all in one document can help elevate visibility, rather than requiring the community to refer to multiple documents.

At the same time, plans are more than documents. The process to create them builds community cohesion and relationships. People develop a shared vision for how they want the community to look and feel as it grows and changes, which generates ownership and pride in the resulting plans. It is possible that proposing archiving, especially of recently adopted plans, could create confusion and distrust. This may be especially important for the three most recently adopted plans (Odana, GETAP, Hawthorne-Truax) since they focused on engaging with typically underrepresented groups, including the Hmong, Latino and Black Chambers and the Madison Network of Black Professionals for the Odana and Greater East Towne Plans, and a community partners group representing the diverse population in the Hawthorne-Truax area. This deeper dive engagement led to important relationship building with community stakeholders and Plan actions to support equity, capacity building for community groups, and more.

If the City pursues archiving of these recently adopted plans, actions like those referred to above from Hawthorne-Truax could be included in a Community Action chapter of the Northeast Area Plan, and those from the Odana Area and Greater East Towne Area plans might be highlighted in Community Spotlight sidebars of the Area Plans. Regardless of which plans are archived, the City should clearly communicate its approach to the community, thanking those who were involved in the plans and demonstrating that many of the actions have been implemented, addressed through City policies and ordinances, or are being included in the Area Plans.

*Does the Commission feel it is appropriate to consider archiving (retirement) most or possibly all of underlying plans, given the review and reasoning described above or would you propose a different approach?*

- 2. Residential Development in Employment (E) and General Commercial (GC) Areas:** Many recent project approvals have added residential units to land designated as E and GC on the Comprehensive Plan Generalized Future Land Use (GFLU) map. The Odana Area Plan and the Greater East Towne Area Plan significantly reduced the amount of GC and E acres in favor of designating more mixed-use. There is some land remaining designated as E and GC in areas staff believes are not appropriate for residential development, such as along certain highway frontages/interchanges and/or in areas with large, pedestrian-unfriendly block networks without adequate access to park space. However, if the Commission feels residential development is appropriate in some remaining E and GC areas those areas should be designated as mixed-use to make the City’s intent clear, rather than adding residential to E and GC areas in the future on an ad hoc, project-by-project basis. If the current E and GC areas are appropriate staff would recommend proactive rezoning for properties in those areas that currently allow residential development by right.

*Does the Commission feel the currently designated E and GC areas are appropriate solely for employment and commercial development, or should any further E and GC areas be designated as mixed-use?*

- 3. Mapping Maximum Building Heights:** The current area plan approach to maximum building height is to map heights for land uses that do not have firm building height guidance in the Comprehensive Plan. E, GC, Regional Mixed-Use (RMU), and High Residential (HR) land uses do not have height guidance in the Comprehensive Plan (in the case of RMU and HR, the Comprehensive Plan references area plans for building heights). Most of the height recommendations from the Greater East Towne and Odana Area Plans have been integrated into the West and Northeast plans, but there may be opportunity for additional height in certain areas, particularly along major corridors. Additionally, the height limitations imposed by the two airports in or near the planning areas have been taken into account.

*Does the Commission agree with the approach to mapping maximum building heights?*

- 4. Approach to Retaining/Integrating non-Physical Development and/or non-City Actions/Feedback:** Throughout the planning processes' public engagement and review of underlying plans, there are some actions or recommendations that have emerged as priorities for the community that are either not under the City's control or do not fit within the area plan focus on physical development that was part of the [Council's approval of the Planning Framework](#). For example, the West Area team has heard from students and residents that the Lussier Community Education Center is undersized and needs to be expanded to address community needs. While the City may be able to play a facilitator role in expansion and potentially contribute some funds for capital costs, Lussier is not a City entity and is located on land owned by MMSD. However, staff feels it is important to represent the community's highest priorities in the plan in some fashion, even if the City cannot take the lead. With plan actions focused on things the City can carry out, staff is recommending that non-physical development and non-City actions be included in plan chapters as part of "Community Spotlight" sidebars.

*Does the Commission agree with the approach to integrating non-physical development and non-City actions into the area plans?*

- 5. Approach to Future Land Use Mapping for Institutions of Worship:** As part of the Area Plan review of future land use mapping, staff has proposed changing future land use for institutions of worship. Nearly all such institutions in the planning area are currently designated as Special Institutional (SI) or Low Residential (LR), which would not allow for feasible redevelopment given land values for taxable property throughout the planning area. With most places of worship on fairly large parcels located along major roads and/or transit corridors, staff has proposed mapping most of them as Low-Medium Residential (LMR), Medium Residential (MR), Neighborhood Mixed-Use (NMU), or Community Mixed-Use (CMU). All institutions could, of course, continue to operate as they have – with places of worship being tax exempt and not generally driven by a profit motive there is little reason for them to relocate unless they choose to do so.

*Is the Commission comfortable with GFLU map edits to change institutions of worship from SI and LR to LMR, MR, NMU, or CMU?*

- 6. Low-Medium Residential (LMR) Properties:** At its November 13th meeting the Commission discussed staff's recommendation regarding eliminating the LMR "escalator" clause for properties where an area plan is adopted, and ultimately recommended to Council that portion of the escalator clause edits not be implemented<sup>1</sup>. The LMR category was created in the 2018 Comprehensive Plan to help address the desire to see more Missing Middle housing, with a compromise to allow more intense development in LMR "generally" along arterial roads. The intent with the originally proposed Comprehensive Plan Interim Update escalator language edit was to undertake a thorough review of planned land use as part of Area Plan efforts, which

<sup>1</sup>: "Appropriate in select conditions at up to 70 DU/ac and four stories. ~~except for parts of the city with an Area Plan adopted after the 2023 Comprehensive Plan Interim Update.~~ 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."

presents an opportunity to firmly settle on a desired future land use without the uncertainty presented by the escalator clause compromise. Landowners and developers tend to pursue the upper limits when proposing projects, and the escalator clause's lack of predictability hampers staffs' ability to provide initial feedback on development concepts when approached by landowners/developers. It can also result in residents wondering what the City might consider appropriate for a site. With the Commission's escalator clause recommendation to Council<sup>2</sup>, staff would like the Commission's direction on what would be an acceptable alternative to the escalator edit staff had previously proposed. Staff would like to: ensure we are on the same page as the Commission, ensure we are able to provide feedback on preliminary development inquiries, and help reduce uncertainty amongst residents about what may be allowed in LMR areas. Note that further analysis of LMR-designated areas in the current draft of the West Area Plan future land use map will be needed based on the Council's decision on 12/5 and the Commission's discussion on 12/7, with an eye towards better delineating which LMR areas should be retained for Missing Middle housing and which could allow for more intensive development/redevelopment.

*What is the Commission's guidance on how to best address the uncertainty for staff, developers/landowners, and residents as to what may be considered appropriate in LMR areas?*

## West Area Plan Discussion Points

7. **Road Connectivity:** Most planned future streets shown on the map on [page 8](#) are integrated from the Odana Area Plan and the University Hill Farms Neighborhood Plan. However, there are a few connections where improving connectivity should be considered:
  - A. [Yosemite Place](#): extend south to Yosemite Trail.
  - B. [Middleton Street](#): connect across the Madison-Middleton border.
  - C. [Old Sauk Road Planned Streets](#): Contingent on redevelopment proposed in the area, extend Appalachian Way to the east, then south to connect to Old Sauk Road. Add new north-south street alongside the Cooper Lane Bike Path to connect with Appalachian Way extended.
  - D. [St. Dunstan Drive](#): Study whether changes in the configuration of St. Dunstan Drive should be made if the St. Dunstan's Episcopal Church site is proposed for redevelopment, including whether it should be established as a two-way street connecting University Avenue to Old Middleton Road.

*Does the Commission agree with the potential additional street connections? (note: the West Area Plan team will be visiting the Transportation Commission on 12/13 and will be asking for feedback from them as well)*

8. **Proactive Rezoning:** Similar to what was done for the Odana Area Plan and Greater East Towne Area Plan, staff is proposing proactive rezoning for select properties – see map on [page 9](#) (note that the map shows potential proactive rezones for parcels described below, not existing zoning). Draft proactive rezoning areas for Commission discussion are:
  - A. Change zoning from Traditional Residential-Rustic (TR-R) to Suburban Residential Consistent 1 (SR-C1). The minimum lot size in TR-R is 26,136 square feet; the next largest minimum lot size for single-family residential development is 8,000 square feet in SR-C1. TR-R was created to preserve large lots in the area in question, in addition to the district's statement of purpose "to stabilize and protect the natural beauty, historic character and park-like setting of certain heavily wooded low-density residential neighborhoods." Historic character would be better protected through a local historic district rather than creating a specific zoning district for one neighborhood, and protecting tree canopy through requiring large lots is at odds with other sustainability goals of the City. The district does not have any requirements to actually retain trees, and contains some regulations closer to private covenants, such as a prohibition on detached garages and a smaller accessory building requirement than other districts. The contiguous area of TR-R within the West Area Plan is the only mapped TR-R area in the city, and the zoning ordinance prohibits it from being mapped elsewhere.

2: Note that Council will be voting on the Comprehensive Plan amendment on December 5 – after this memo is drafted, but before the Plan Commission meeting on December 7.



- B. Change zoning from Neighborhood Mixed-Use (NMX) to Regional Mixed-Use (RMX). This area along University Avenue and Whitney Way is appropriate for intensive redevelopment, with its proximity to bus rapid transit. RMX zoning would bring it closer to implementing the proposed RMU future land use.
- C. Change zoning from Suburban Employment (SE) to Regional Mixed-Use (RMX). This area is appropriate for more intensive mixed-use redevelopment, with its proximity to bus rapid transit. RMX zoning would bring it closer to implementing the proposed RMU future land use.
- D. Change zoning from Suburban Residential Consistent 2 (SR-C2) to Neighborhood Mixed-Use (NMX). This area includes two large church lots adjacent to the bus rapid transit station at Regent and Whitney. NMX zoning would allow for more intensive uses if current church uses decide to relocate.

*Does the Commission agree with the proactive rezoning proposed for the West Area?*

9. **Sauk Creek Greenway Shared-Use Path:** There has been a significant amount of feedback from residents living close to the Sauk Creek Greenway regarding the planned shared-use path that is currently shown for the greenway. The planned path location dates back 30+ years in City plan documents, and was included in the 2006 and 2018 Comprehensive Plans. Concerns expressed have included that the path will: be dangerous, increase crime, lead to losing too many trees, not connect to anything, negatively impact wildlife, increase runoff, cost too much to build and maintain, and increase noise and litter. Similar concerns have been expressed in the past for both large path projects, like the [Southwest Path](#), and smaller path projects, like the [Rennebohm Park path](#). In addition to Madison examples, other communities, such as Middleton with the [Pheasant Branch Conservancy](#), and Fitchburg with the [Capital City Trail](#), have successfully integrated greenway paths with the landscape and wildlife. In addition to objections from residents close to the greenway a significant amount of feedback gathered through the planning process has expressed a need for a *more* connected and safe bicycle network through the planning area (summaries available [here](#) and [here](#)). Staff feels that continuing to show a planned Sauk Creek Greenway path in the West Area Plan will help address that feedback, is consistent with current Comprehensive Plan policy guidance, and will be an important future connection in the area's All Ages and Abilities bicycle network. If a path continues to be shown the specific design of the path would be integrated in to the [Sauk Creek Greenway corridor planning](#) and design process, which will be continuing through 2024. See map on [page 11](#) for the West Area planned path/bicycle network.

*Should staff continue to show a shared-use path connection in the Sauk Creek Greenway? (note: the West Area Plan team will be visiting the Transportation Commission on 12/13 and will be asking for feedback from them as well)*

## Northeast Area Plan Discussion Points

10. **Land Use Recommendations:** Given the recent adoption of the Hawthorne-Truax Neighborhood Plan and the Greater East Towne Area Plan, there are relatively few land use updates recommended by this plan, which can generally be organized into three categories discussed below:
- A. **North side of East Washington Avenue - Change from General Commercial to Community Mixed use with vacation of frontage roads:** Within the Greater East Towne Area Plan, these areas received less attention than those in the mall area south of East Washington, though maintaining affordable commercial space was also a consideration in that plan. However, these sites are very close to BRT stations and are zoned CC-T, which would allow substantial redevelopment by-right under the TOD overlay. Vacation of the frontage road would add approximately 2.5 acres of developable space, but redevelopment would need property assemblage, utility relocation and thoughtful phasing to occur. While challenging, the potential outcome of redevelopment could result in a much improved character and pedestrian-oriented nature of the sites.
  - B. **Hwy 51 and CV - Add General Commercial to provide amenities for existing and future area employees; Change from Parks and Open Space to Employment on parcels north of CV, where prior uncertainty of utilities had existed:** The shift to General Commercial near Hwy 51 and the Interstate largely reflects what is already there and allows for new commercial uses to support employment in the surrounding area. The Hanson Road NDP envisioned similar commercial options, however this recommendation shifts that

location from Hoepker Road to the CTH CV and interchange area. North of CTH CV and west of Hwy 51, we are recommending a change from Open Space to Employment, as the property is developable and has received some interest. The intergovernmental agreement specifies the Village of Deforest provide water and the site can be connected to its nearby sanitary sewer system. After attachment (2036), new sanitary sewer service can only be provided by mutual agreement with the Village of Deforest. Conversations with staff at the Village indicate there is capacity and willingness to serve this area. The City of Madison is not able to effectively serve this area with utilities.

- C. **Low Medium Residential expansion within neighborhoods:** The Northeast Area Plan recommends expansion of LMR in select already established neighborhood areas, most notably north of East Washington/Portage Road area and near Sycamore and Thompson Drive. The intent of these actions is to allow for a greater amount of Missing Middle housing in areas with amenities like park and transit.

*Does the Commission agree with the proposed Future Land use changes?*

- 11. Transportation Recommendations:** Similarly, updated transportation recommendations focus on areas without recently adopted plans. More significant items are discussed below:
- A. **Hwy 51 and I-94 corridor studies:** The Hwy 51 recommendations from Hawthorne-Truax will be carried forward, with an emphasis on the intersections of East Washington, Anderson and Lexington/Commercial. The redesign of the East Washington-USH 51 intersection could have significant impacts (positive or negative) on the corridor and the Planning Division is working with Transportation and in coordination with WisDOT on reviewing options. The potential Interstate interchange at Hoepker Road did not raise land use concerns in the Northeast Area, but was a consideration with bike network evaluation.
  - B. **Bike Network:** Several new shared-use paths are recommended, particularly in the northern portion of the planning area, which is largely served with rural streets and highways. Major themes in public comment included the fragmented nature of the bike network in the Northeast Area, improving the Portage Road facilities, and increasing safe crossings of Hwy 51.
  - C. **Street Network:** The most significant street recommendations are the vacation of frontage roads on East Washington (as previously discussed) and the potential extension of Nakoosa Trail. Nakoosa Trail currently ends at Zielgler Road, with right of way extending to Pulley Drive on the south side of Sycamore Park. A connection to Jana Lane would address safety concerns, enhance park visibility and better connect the Burke Heights neighborhood to the Thompson Drive area. The seamless connection of Vernon Rd to Hazelcrest Dr. and Commercial Ave is also proposed.

*Does the Commission agree with the potential Nakoosa Trail extension, proposed E Washington Frontage Road vacation and other transportation recommendations?*

- 12. Proactive Rezoning and Official Mapping:** Proactive rezoning and official mapping has not been extensively discussed by the project team since most proposed land use changes are outside the City of Madison and Greater East Area Plan just completed a proactive rezoning and official mapping process. However, plan team members have noted the Greater East Towne Area Plan pursued a less extensive level of official mapping compared to the Odana Area Plan. It is our understanding this difference was primarily due to concerns of the former alder. As part of the NEAP process, staff could explore an official mapping approach more similar to that used in the Odana Area Plan. Proactive rezoning recommendations from the Hawthorne-Truax Neighborhood Plan which have not occurred will be carried forward.

*Should staff explore a more comprehensive official mapping approach than the one employed during the Greater East Towne Area Plan?*

## Summary of Questions

### Area Plan General Questions

1. *Does the Commission feel it is appropriate to consider archiving (retirement) most or possibly all of underlying plans, given the review and reasoning described above or would you propose a different approach?*
2. *Does the Commission feel the currently designated E and GC areas are appropriate solely for employment and*

*commercial development, or should any further E and GC areas be designated as mixed-use?*

3. *Does the Commission agree with the approach to mapping maximum building heights?*
4. *Does the Commission agree with the approach to integrating non-physical development and non-City actions into the area plans?*
5. *Is the Commission comfortable with GFLU map edits to change institutions of worship from SI and LR to LMR, MR, NMU, or CMU?*
6. *What is the Commission's guidance on how to best address the uncertainty for staff, developers/landowners, and residents as to what may be considered appropriate in LMR areas?*

#### **West Area Plan Specific Questions**

7. *Does the Commission agree with the potential additional street connections? (note: the West Area Plan team will be visiting the Transportation Commission on 12/13 and will be asking for feedback from them as well)*
8. *Does the Commission agree with the proactive rezoning proposed for the West Area?*
9. *Should staff continue to show a shared-use path connection in the Sauk Creek Greenway? (note: the West Area Plan team will be visiting the Transportation Commission on 12/13 and will be asking for feedback from them as well)*

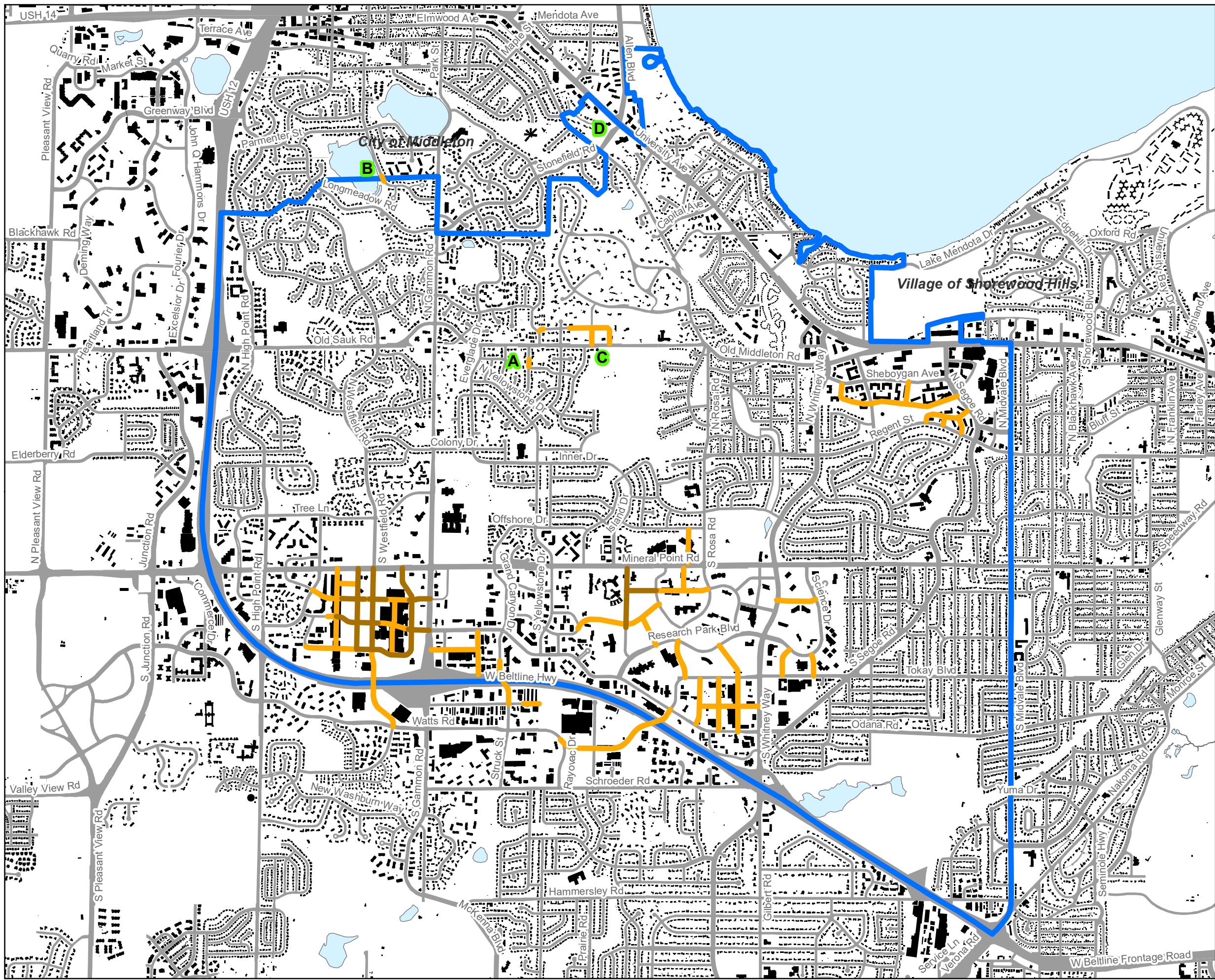
#### **Northeast Area Plan Specific Questions**

10. *Does the Commission agree with the proposed Future Land use changes?*
11. *Does the Commission agree with the potential Nakoosa Trail extension, proposed E Washington Frontage Road vacation and other transportation recommendations?*
12. *Should staff explore a more comprehensive official mapping approach than the one employed during the Greater East Towne Area Plan?*

#### **Attachments**

- West Area Plan – [Planned Streets Map](#) (draft)
- West Area Plan – [Proactive Rezoning Map](#) (draft)
- West Area Plan – [Generalized Future Land Use](#) (draft)
- West Area Plan – [Bicycle Network](#) (draft)
- Northeast Area Plan – [Generalized Future Land Use with Maximum Building Heights](#) (draft)
- Northeast Area Plan – [Generalized Future Land Use](#) (draft)
- Northeast Area Plan – [Street Network Map](#) (draft)
- Northeast Area Plan – [Bicycle Network](#) (draft)
- [December 7, 2023 Plan Commission Presentation](#)



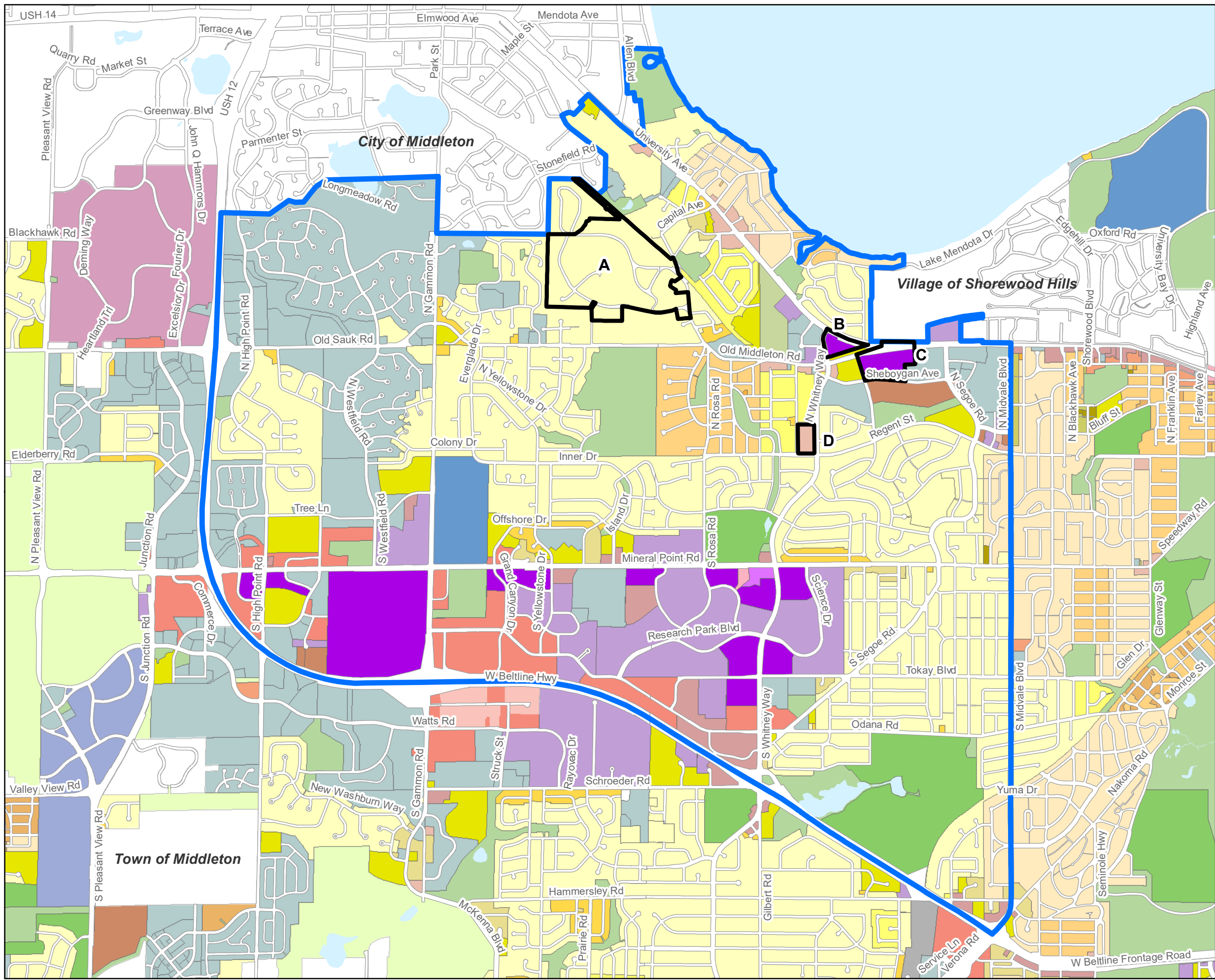


### West Area Plan Planned Streets

-  Area Boundary
-  Planned Street
-  Officially Mapped Planned Street
-  Building Footprint
-  Public Right-of-Way







# West Area Plan Proactive Rezoning

- Area Boundary
- Proactive Rezoning Recommendations

## Residential Zoning

- SR-C1
- SR-C2
- SR-C3
- SR-V1
- SR-V2
- TR-C1
- TR-C2
- TR-C3
- TR-C4
- TR-P
- TR-R
- TR-U1
- TR-U2
- TR-V1
- TR-V2

## Mixed Use and Commercial Zoning

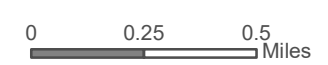
- CC
- CC-T
- NMX
- RMX
- TSS

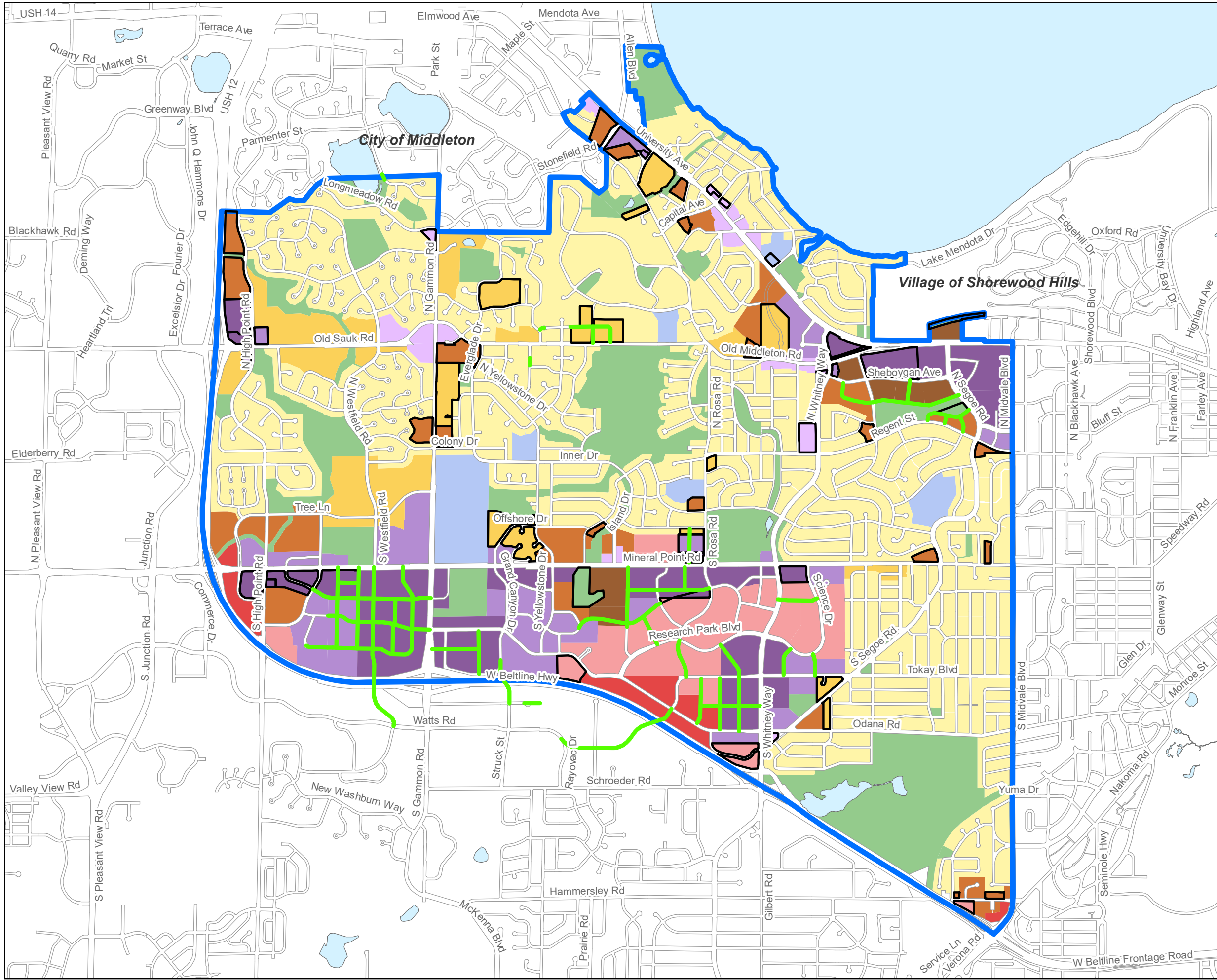
## Employment Zoning

- EC
- IL
- SE
- SEC
- TE

## Special District Zoning

- A
- CI
- CN
- PD
- PR





# West Area Plan Generalized Future Land Use

- Planned Streets
- Change in GFLU\*
- Area Boundary

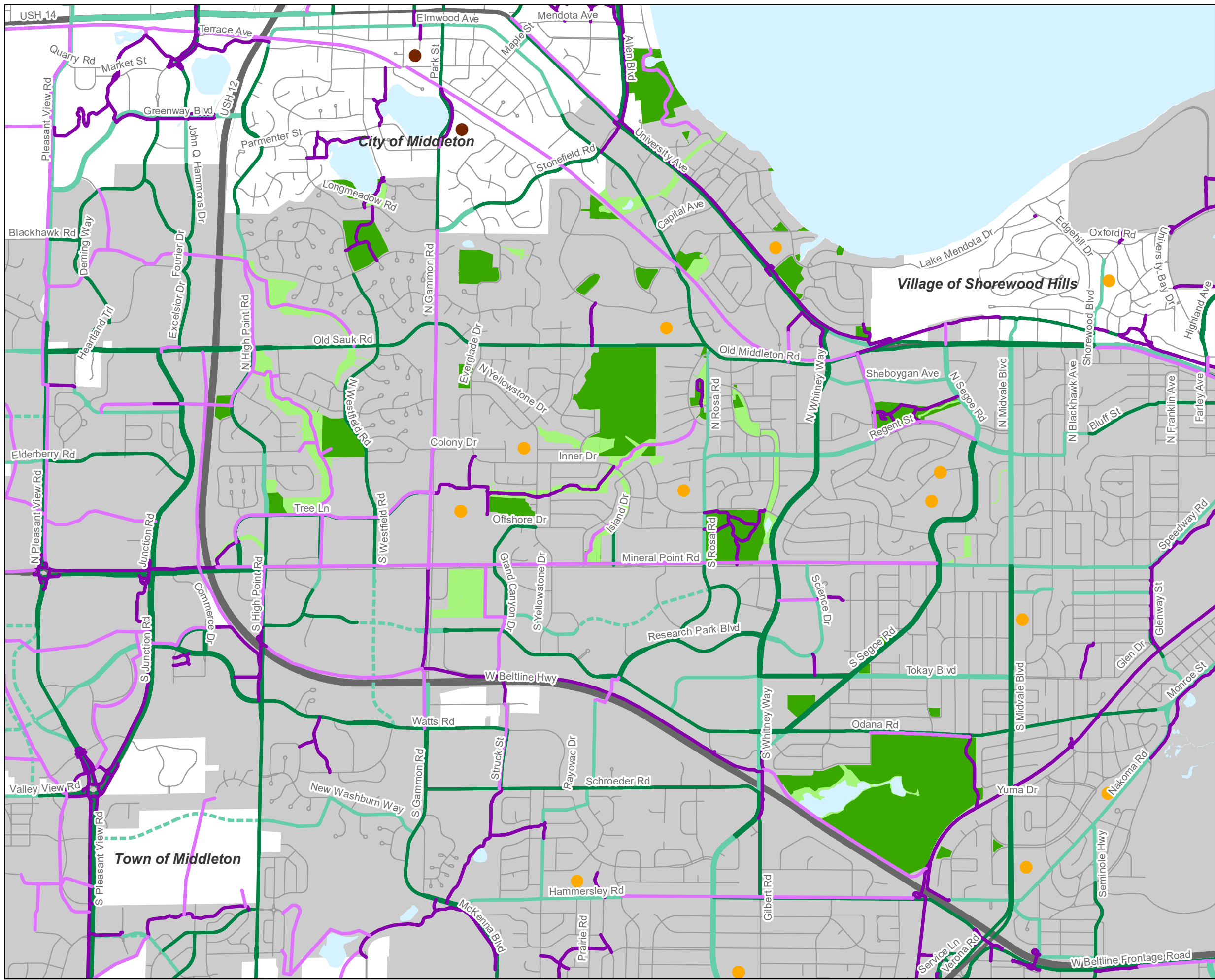
## Generalized Future Land Use

- Low Residential (LR)
- Low-Medium Residential (LMR)
- Medium Residential (MR)
- High Residential (HR)
- Neighborhood Mixed Use (NMU)
- Community Mixed Use (CMU)
- Regional Mixed Use (RMU)
- General Commercial (GC)
- Employment (E)
- Parks and Open Space (P)
- Special Institutional (SI)

\* From 2023 Comprehensive Plan.  
 Note: Includes amendments to the Comprehensive Plan generalized future land use map and planned streets recommended by plans adopted since 2018.







## West Area Plan Bicycle Network

- MMSD School
- MCPAD School

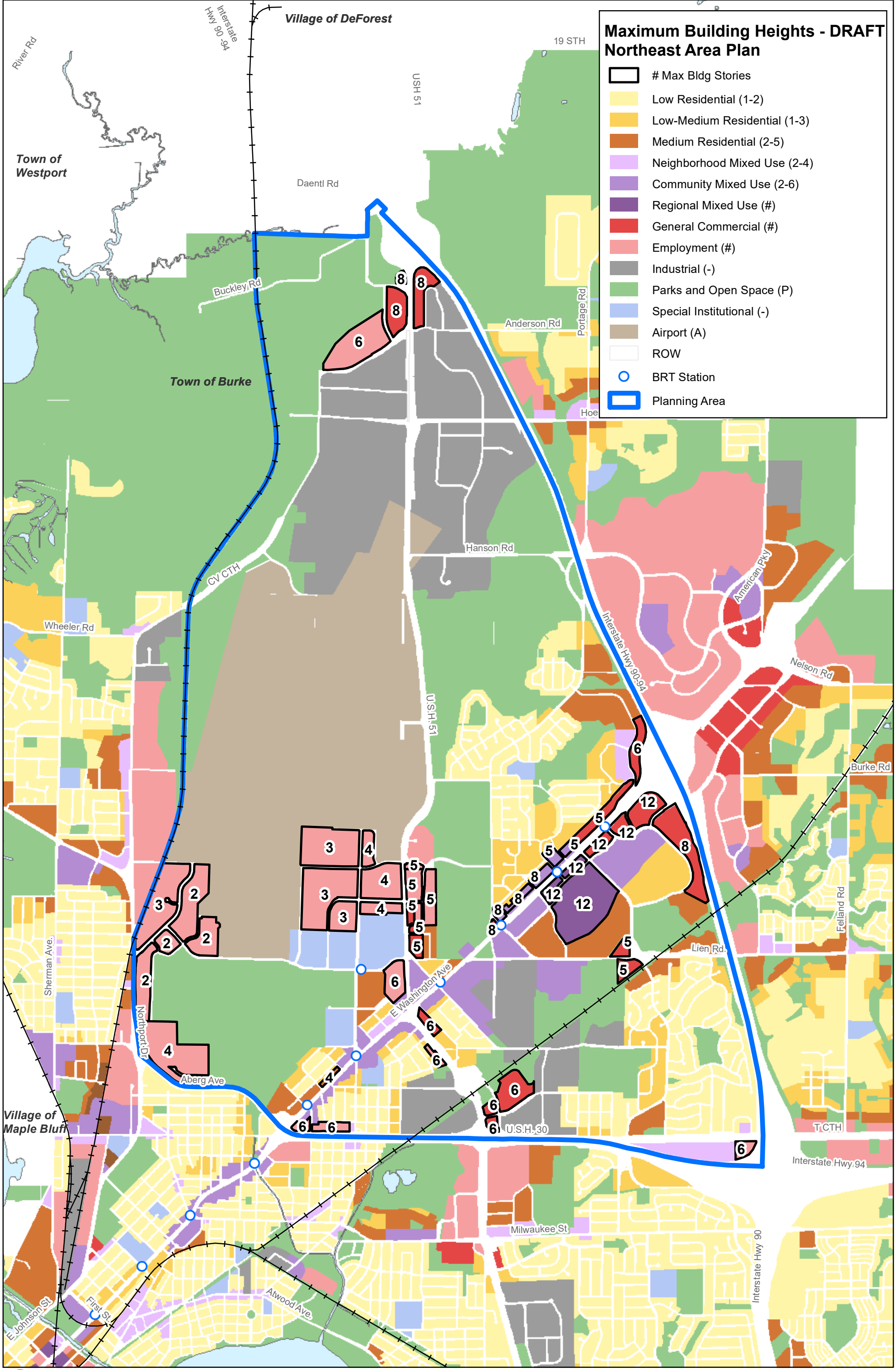
### Existing & Planned Bicycle Facilities

- Planned Bike Path/Wide Sidewalk
- Existing Bike Path/Wide Sidewalk
- Existing On-Street Bike Lane
- Planned On-Street Bike Lanes
- - - Planned On-Street Bike Lane (planned roads)
- Greenway
- City of Madison Park/Open Space
- City of Madison Boundary



# Maximum Building Heights - DRAFT Northeast Area Plan

	# Max Bldg Stories
	Low Residential (1-2)
	Low-Medium Residential (1-3)
	Medium Residential (2-5)
	Neighborhood Mixed Use (2-4)
	Community Mixed Use (2-6)
	Regional Mixed Use (#)
	General Commercial (#)
	Employment (#)
	Industrial (-)
	Parks and Open Space (P)
	Special Institutional (-)
	Airport (A)
	ROW
	BRT Station
	Planning Area

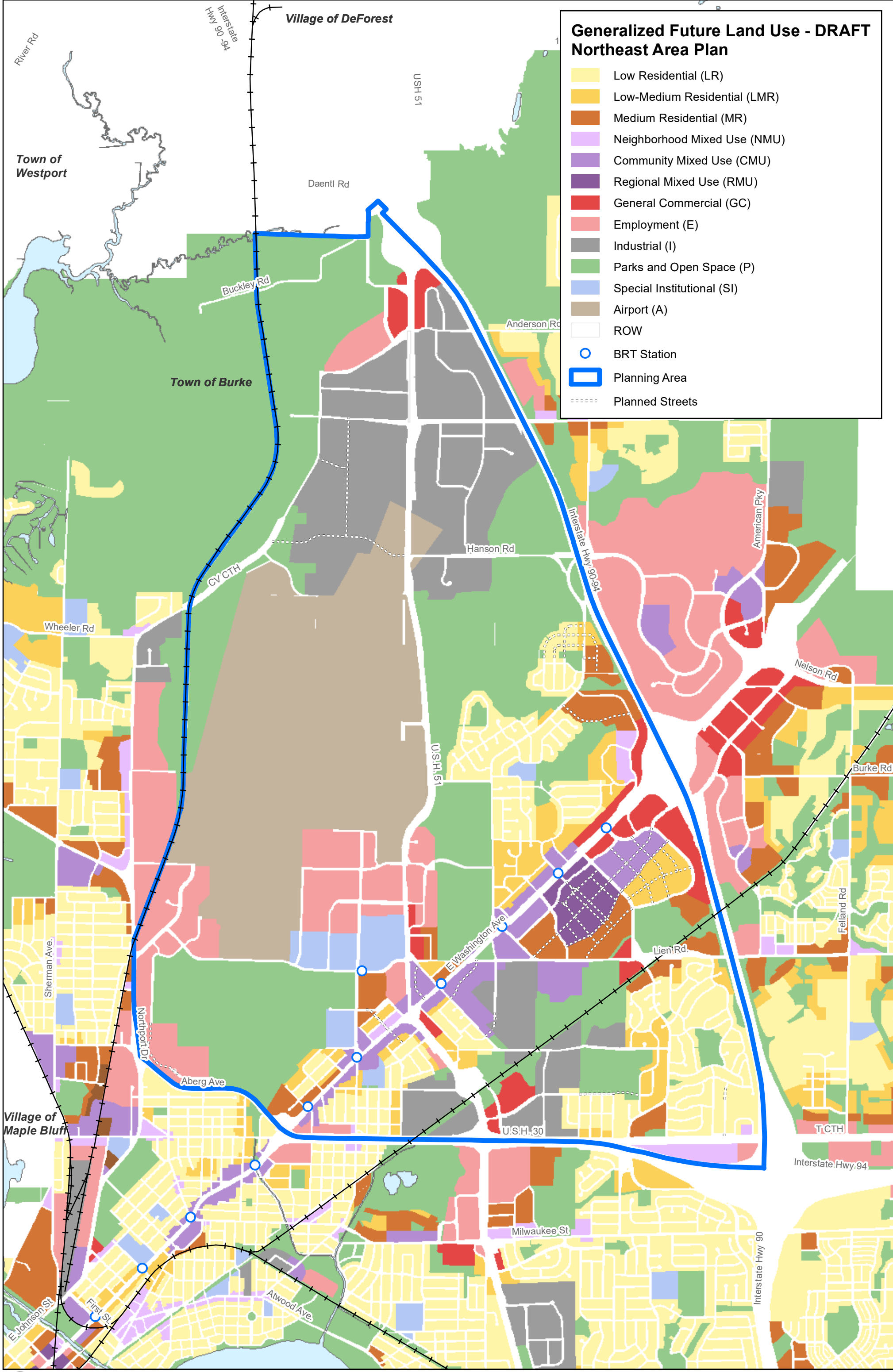


\*Note: Includes amendments to Comprehensive Plan generalized future land use map recommended by plans adopted since 2018. Proposed streets does not integrate recommendations since 2018.



# Generalized Future Land Use - DRAFT Northeast Area Plan

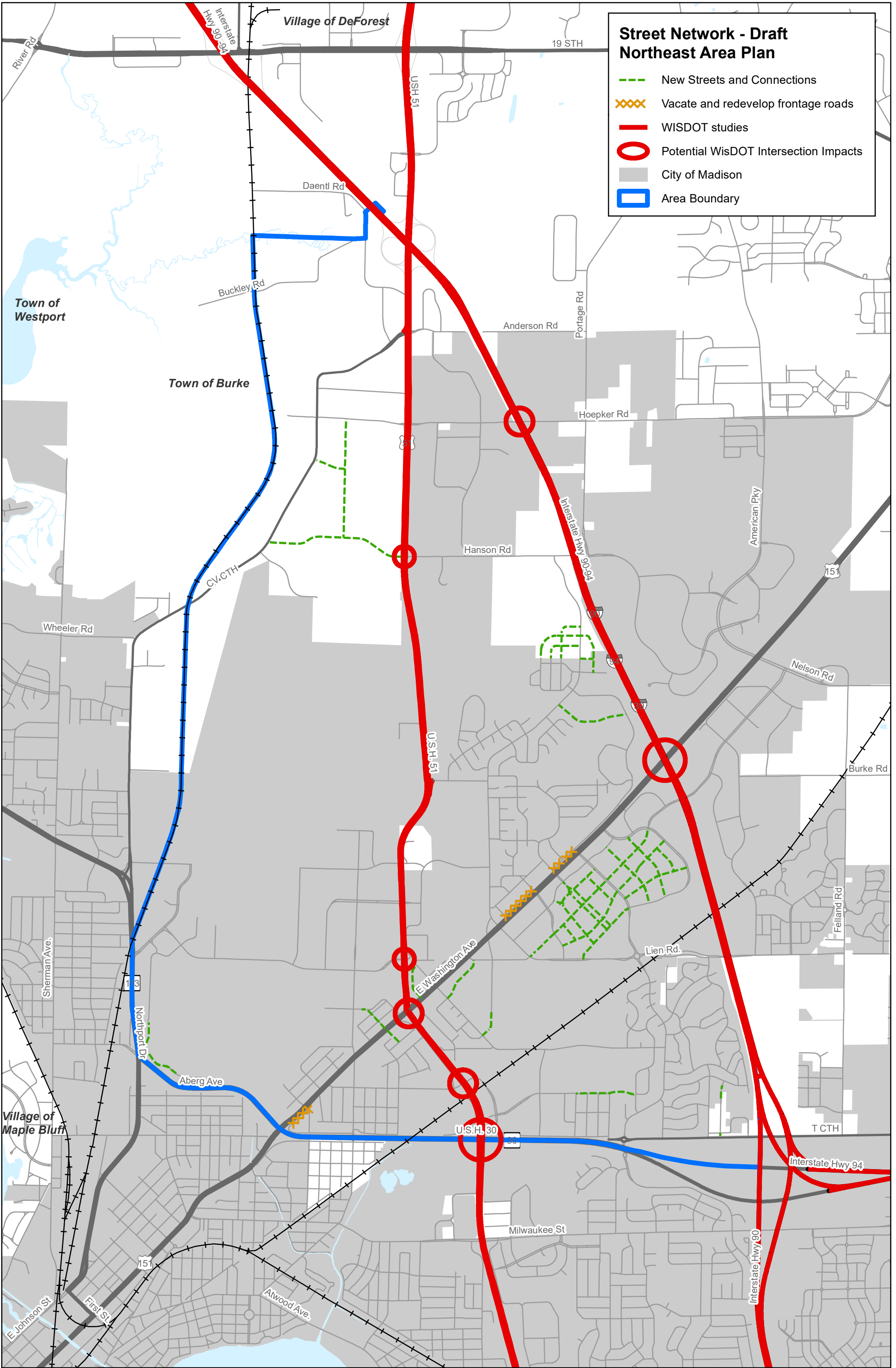
- Low Residential (LR)
- Low-Medium Residential (LMR)
- Medium Residential (MR)
- Neighborhood Mixed Use (NMU)
- Community Mixed Use (CMU)
- Regional Mixed Use (RMU)
- General Commercial (GC)
- Employment (E)
- Industrial (I)
- Parks and Open Space (P)
- Special Institutional (SI)
- Airport (A)
- ROW
- BRT Station
- Planning Area
- Planned Streets



\*Note: Includes amendments to Comprehensive Plan generalized future land use map recommended by plans adopted since 2018. Proposed streets does not integrate recommendations since 2018.

### Street Network - Draft Northeast Area Plan

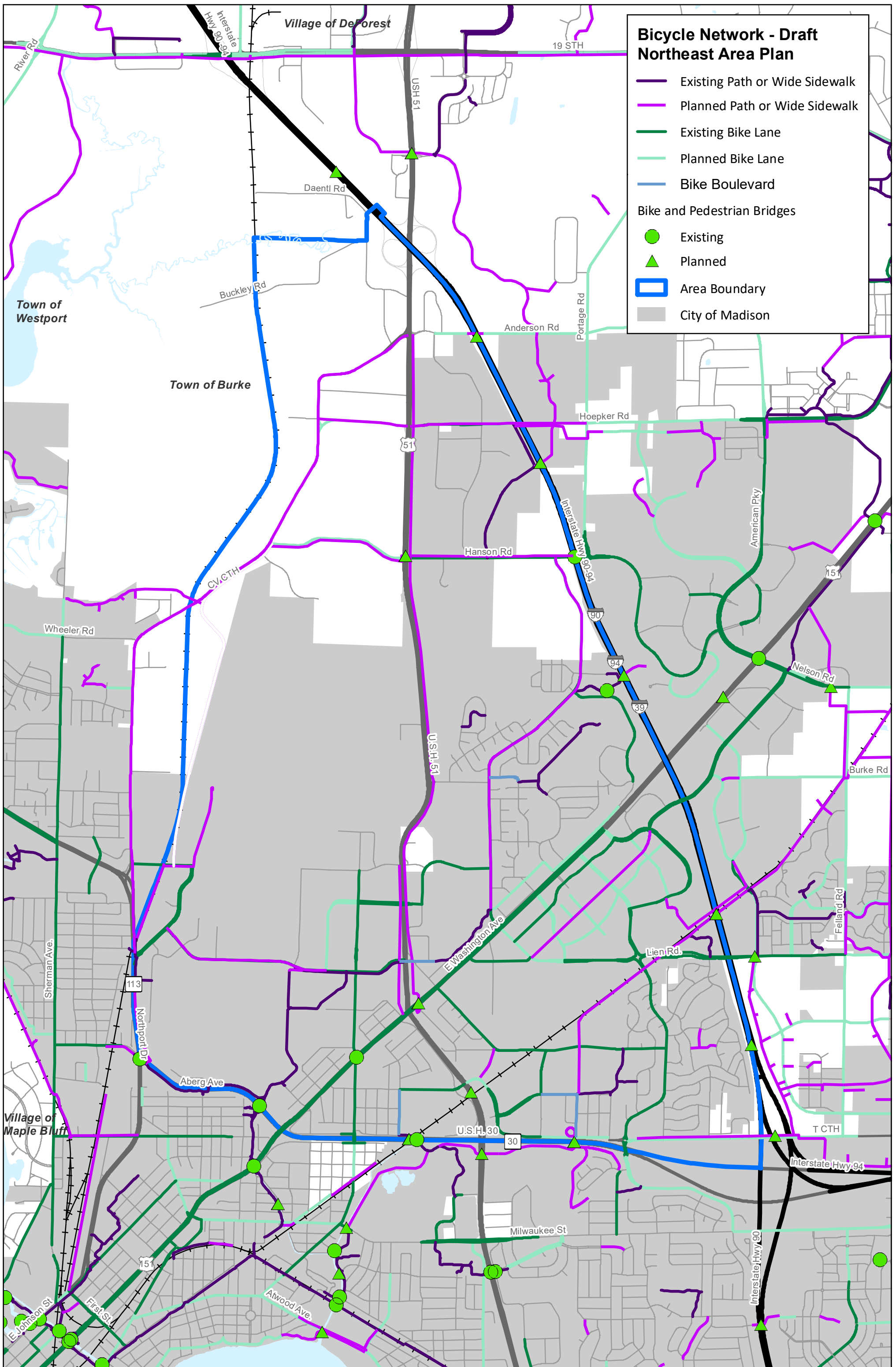
- New Streets and Connections
- XXXX Vacate and redevelop frontage roads
- WISDOT studies
- Potential WisDOT Intersection Impacts
- City of Madison
- Area Boundary



0 0.25  
Miles

\*Note: Projects shown here are recently completed projects

City of Madison Planning Division - 9/25/2023  
Source: City of Madison, Dane County LIO



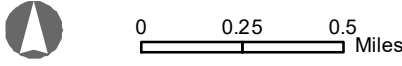
### Bicycle Network - Draft Northeast Area Plan

- Existing Path or Wide Sidewalk
- Planned Path or Wide Sidewalk
- Existing Bike Lane
- Planned Bike Lane
- Bike Boulevard

**Bike and Pedestrian Bridges**

- Existing
- ▲ Planned

- Area Boundary
- City of Madison

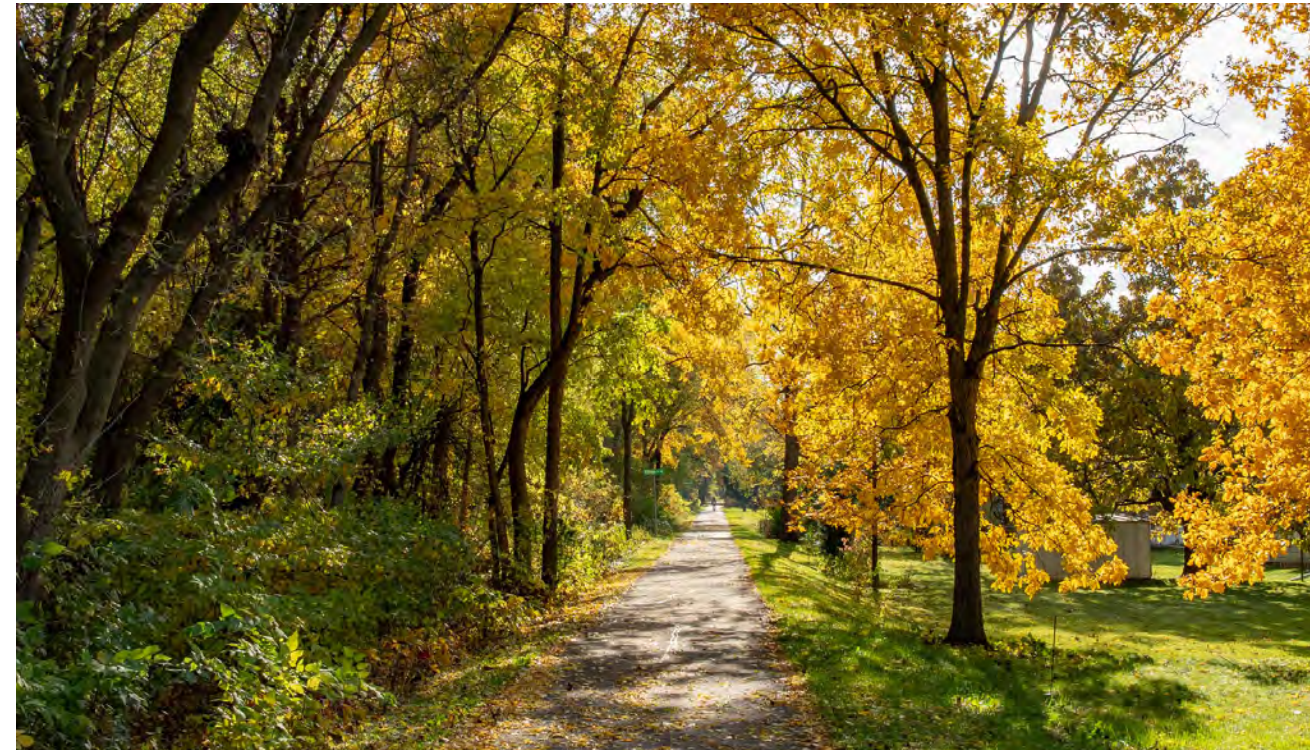


\*Note: Projects shown here are recently completed projects

City of Madison Planning Division - 11/30/2023  
Source: City of Madison, Dane County LIO



# West & Northeast Area Plans



**West Area Project Team:** Linda Horvath • Ben Zellers • Breana Collins •  
Urvashi Martin • Colin Punt • Shea Wegner •

**Northeast Area Project Team:** Dan McAuliffe • Angela Puerta •  
Lisa McNabola • Kirstie Laatsch • Ryan Jonely • Shea Wegner • Kevin Firchow

Plan Commission Update: December 7, 2023





# Agenda

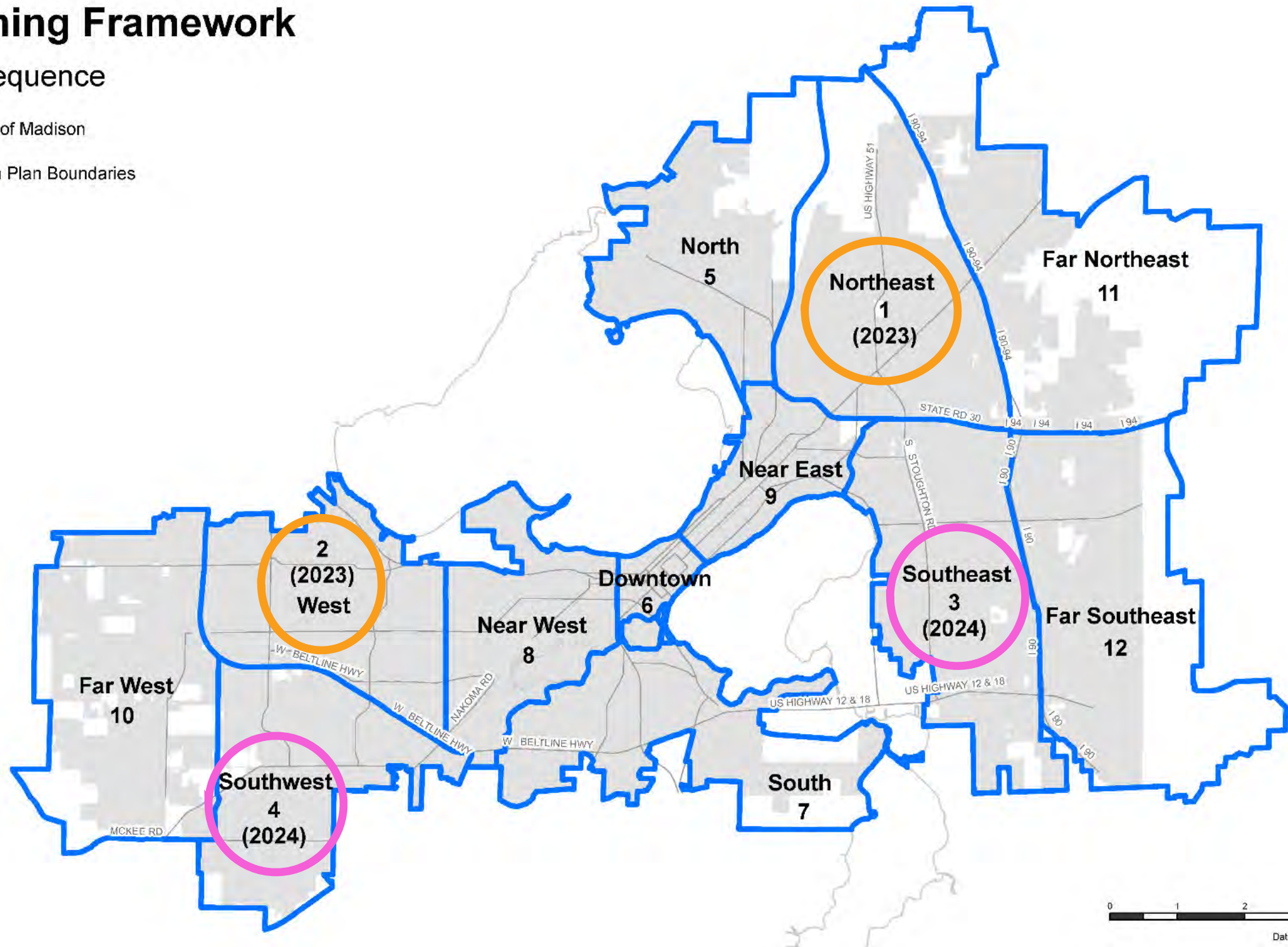


- Planning Framework
- West Area Plan:
  - Background, Public Participation, Draft Plan Actions, Timeline
- Northeast Area Plan:
  - Background, Public Participation, Draft Plan Actions, Timeline
- Common Area Plan Topics
- Underlying Plan Actions and Plan Archive/Retirement
- Discussion

# Planning Framework

## Plan Sequence

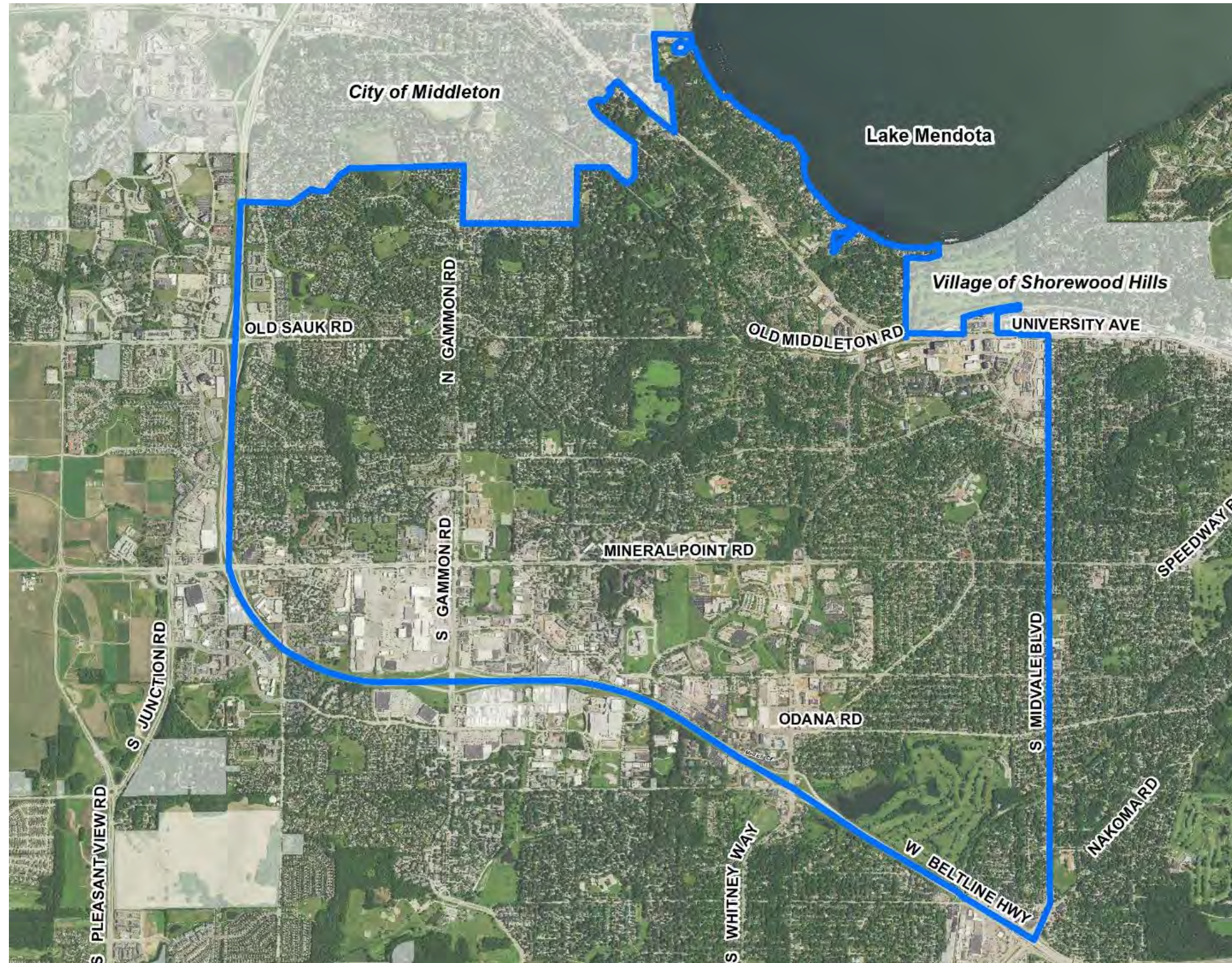
-  City of Madison
-  Area Plan Boundaries





# West Area Plan

- ~5,600 acres
- ~30,000 residents
- ~15,200 housing units
- 27.5% people of color
- ~25,000 jobs

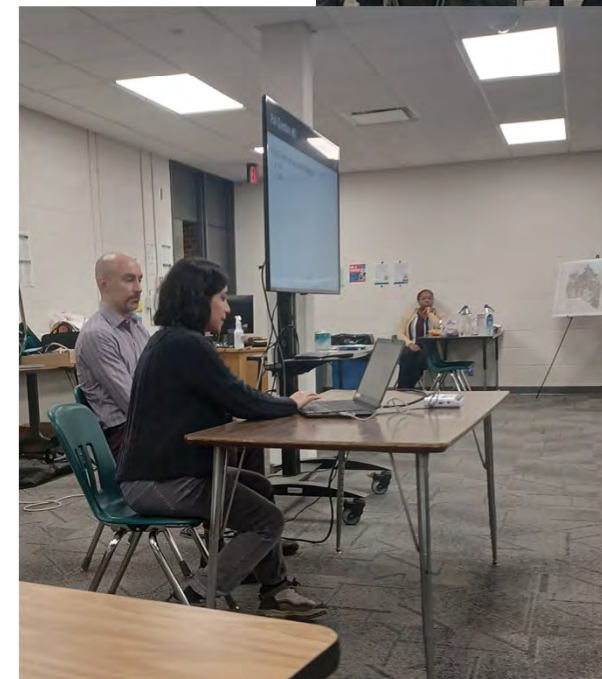




# West Area Public Participation Activities



- Virtual & In-Person public meetings (February-March)
- Interactive Commenting Map
- Community Survey
- Open House (May 10)
- BPC and PC check-ins (May)
- Virtual & In-Person public meetings (July-August)
- Interagency staff team meetings
- Business postcard survey
- UW People Program, Lussier summer interns
- School principal meetings
- Focus Groups – Chinese Community, Arts, Lussier and Wexford Areas



# Feedback Thus Far



People want to see . . .	People also want to see. . .
Lower density/lower rise buildings	More mixed-use; Higher density development
Expanding bike paths; Improved ped/bike safety; Connected greenways	No paths in greenways
More parking	Prioritizing people - not cars; Decrease car lanes
More affordability	Less subsidized housing
More diverse housing stock; Increased housing development	Less multifamily development
Address stormwater runoff	Maintaining greenway trees

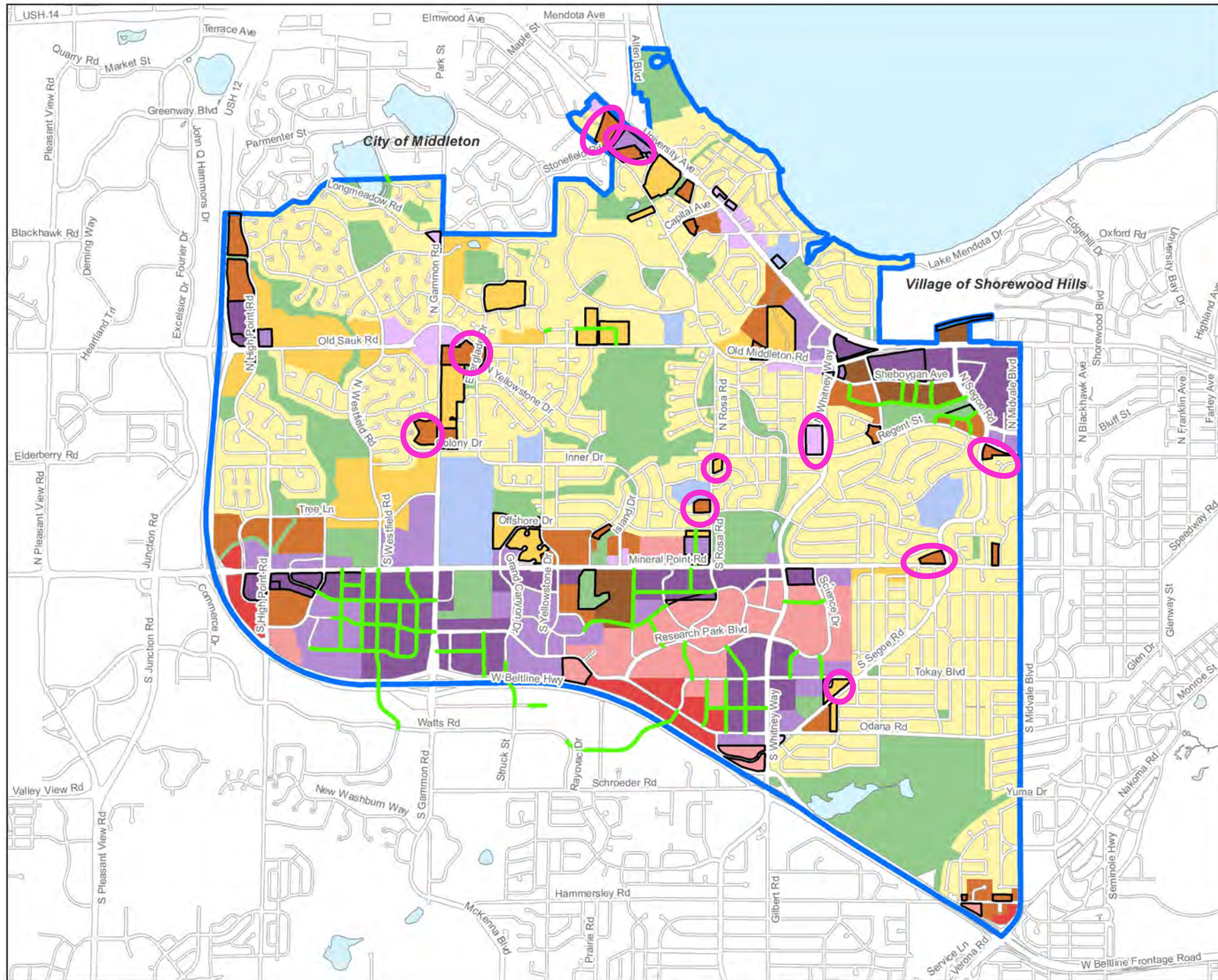
- Health & Safety: safe and low crime listed as an area asset; reducing crime listed as a recommendation/concern

# Feedback Thus Far



- Underrepresented groups
  - Unsafe walking routes to Memorial H.S. -- low lighting, major intersections
  - On-street bike lanes feel unsafe
  - Isolation and segregation due to affordable housing being located in select areas
  - Limited youth programming and job opportunities
- Arts
  - Community art studios & gathering spaces (e.g. libraries, empty storefronts, parks)
  - Colorful public art & community i.d. along major corridors
  - Public art in parks
  - Performance & education space (e.g. vacant mall spaces, corporate employers)



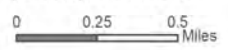


**West Area Plan  
Generalized Future Land Use**

- Planned Streets
- Change in GFLU\*
- Area Boundary
- Generalized Future Land Use**
- Low Residential (LR)
- Low-Medium Residential (LMR)
- Medium Residential (MR)
- High Residential (HR)
- Neighborhood Mixed Use (NMU)
- Community Mixed Use (CMU)
- Regional Mixed Use (RMU)
- General Commercial (GC)
- Employment (E)
- Parks and Open Space (P)
- Special Institutional (SI)
- Place of worship

**DRAFT**

\* From 2023 Comprehensive Plan.  
Note: Includes amendments to the Comprehensive Plan generalized future land use map and planned streets recommended by plans adopted since 2018.



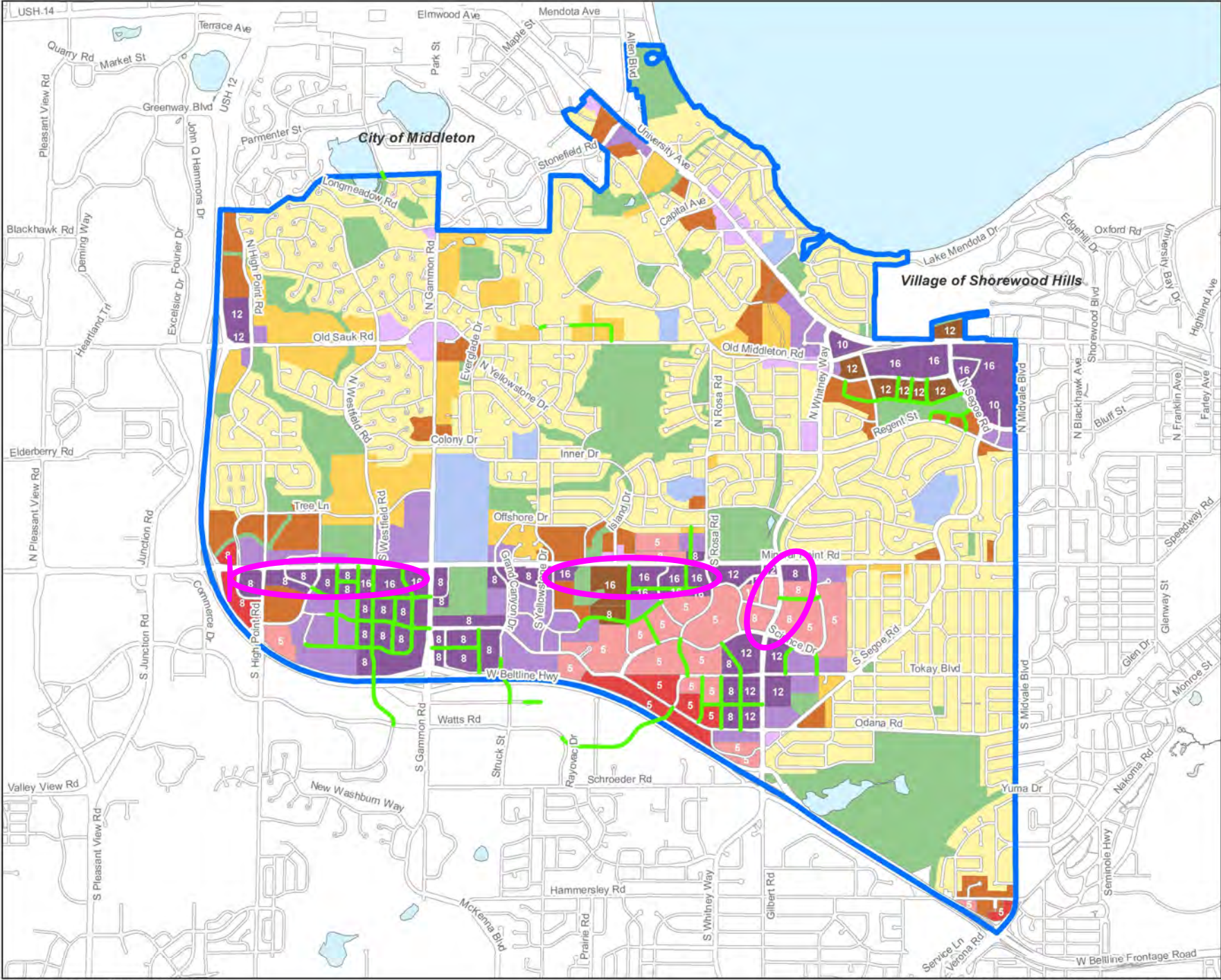
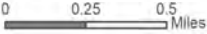


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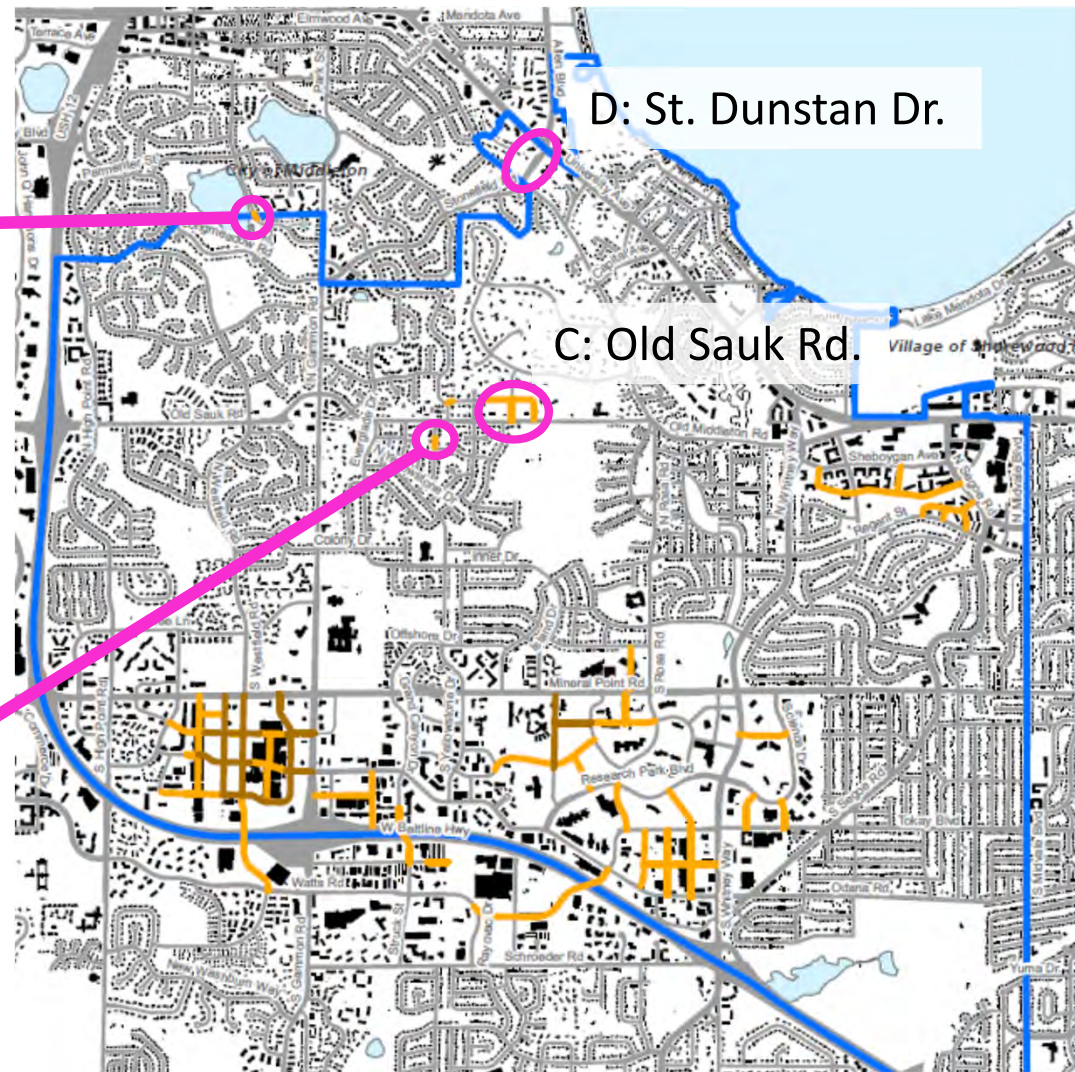
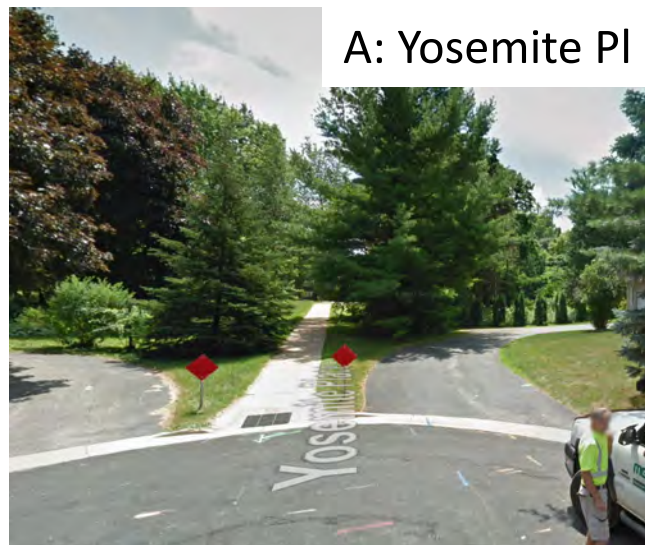
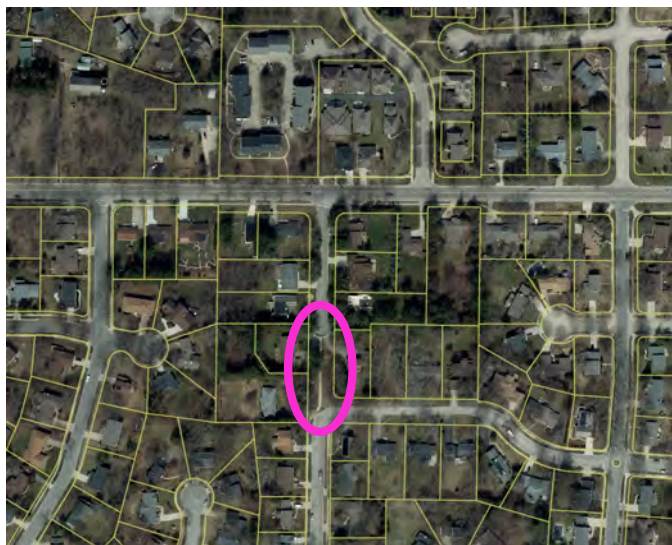
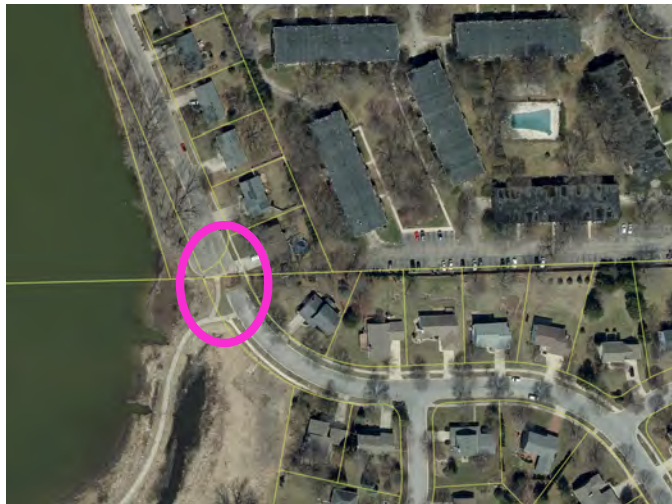
**DRAFT**

\*# means maximum building height. Areas without a maximum # listed should refer to Comprehensive Plan guidance.





# West Area Streets

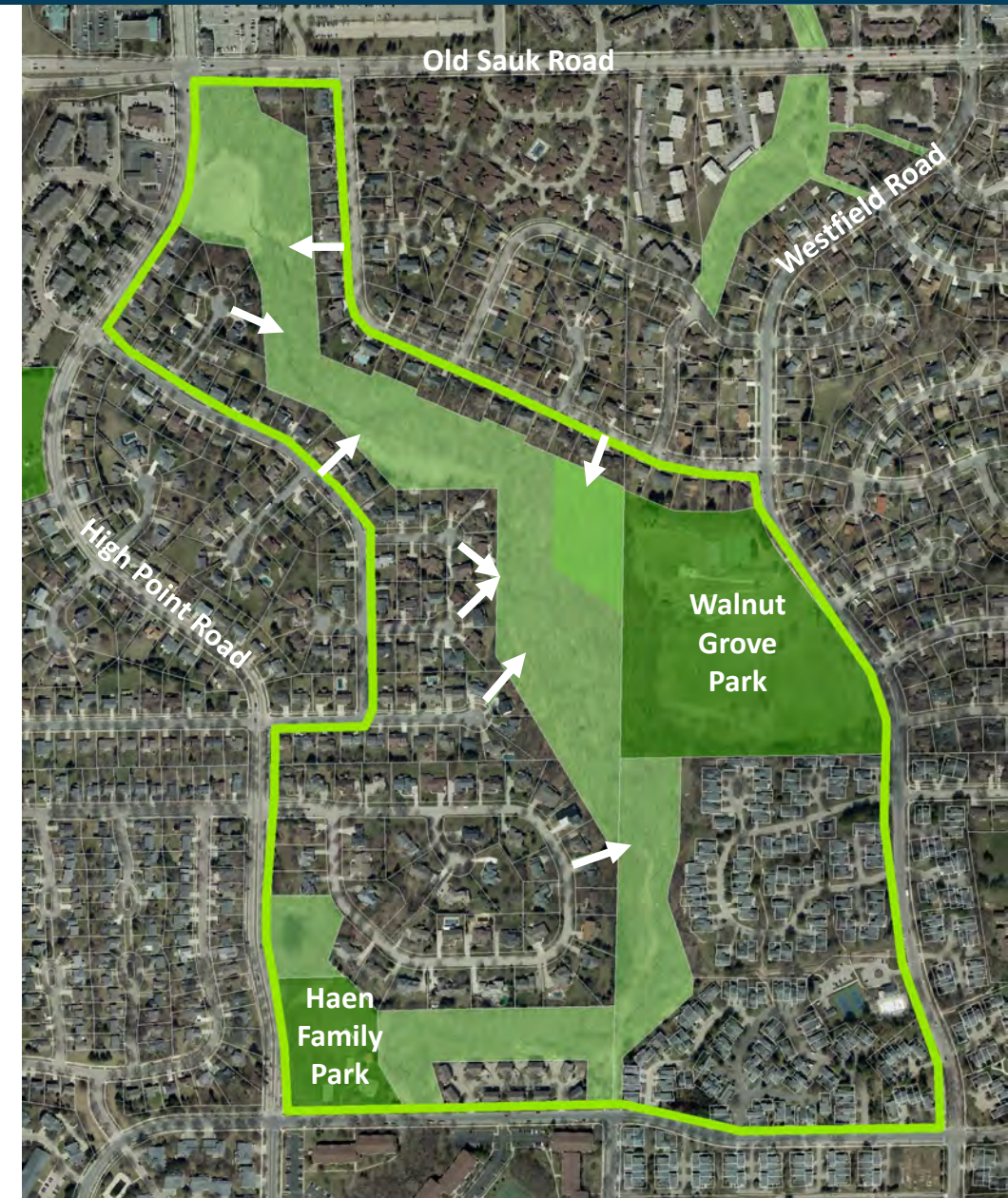




# Sauk Creek Greenway



- ~ 150 acre block
- Bounded by two parks
- Important potential link in All Ages and Abilities bicycle network
- Plan show path connection going back 30+ years
- Strong neighbor opposition to shared-use path (dangerous, crime, preserve tree canopy, unneeded, doesn't connect to anything, wildlife, runoff, cost, noise, maintenance)
- General support for more safe bicycle connections in the planning area



# West Area Plan Timeline



Action	West
Alders Check-In	November 17, 2023
Landmarks Commission Check-In	December 4, 2023
Plan Commission Check-In	December 7, 2023
Transportation Commission Check-In	December 13, 2023
Board of Park Commissioners Check-In	December 13, 2023
Complete first draft of recommendations, plan	Through end of 2023
Urban Design Commission Check-In	January 10, 2024
Draft Plan Public Engagement	January 2024
Final Draft of Plan for Introduction	January-February 2024
Adoption Process	February-April 2024?



# Northeast Area Plan

- About 7,500 acres
- 15,000 residents
- One of the most diverse areas in the city - 43.7% black indigenous and persons of color, Hispanic
- 21,000+ jobs





# Planning Process Background

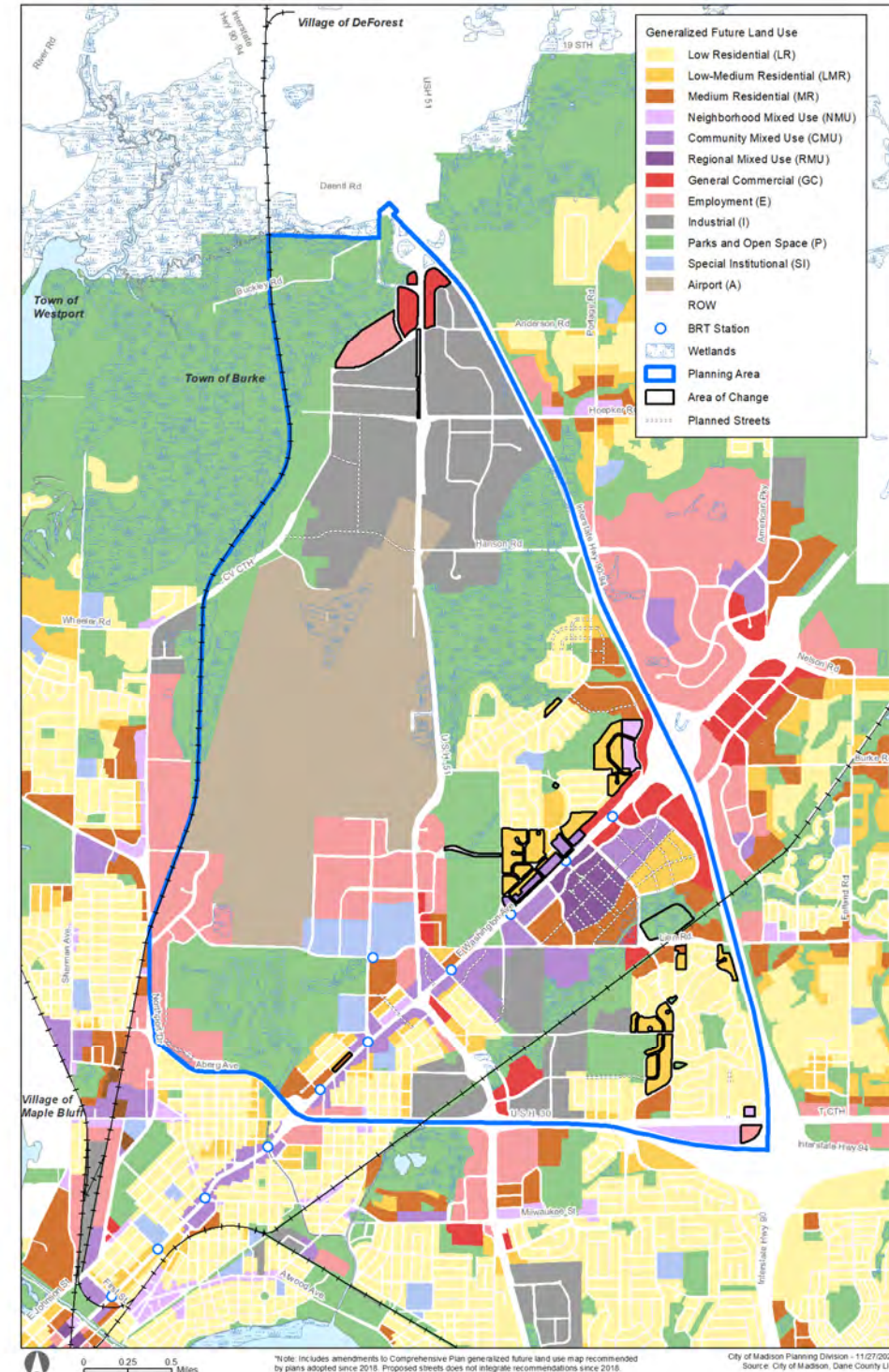


- **Public Outreach**
  - 2 virtual meetings; 5 in-person discussions; 2 neighborhood walks; 3 informal visits
  - 2 Community Navigators
  - 2 Community Surveys
  - 1 Commenting map
- **Most frequent public input**
  - Excitement about BRT and E. Washington Redevelopment
  - Desire for more walkable destinations
  - Concern about housing affordability
  - Fragmented bike network
  - Excitement about Imagination Center
  - Concern about homeless and impacts
  - Safety: lighting improvements and neighborhood traffic management



# Land Use

- Generally avoid changes in recently adopted plan areas
  - Hawthorne-Truax
  - Greater East Towne
- Highlights:
  - East Washington Frontage Roads
  - LMR in neighborhoods
  - Hwy 51 and CV

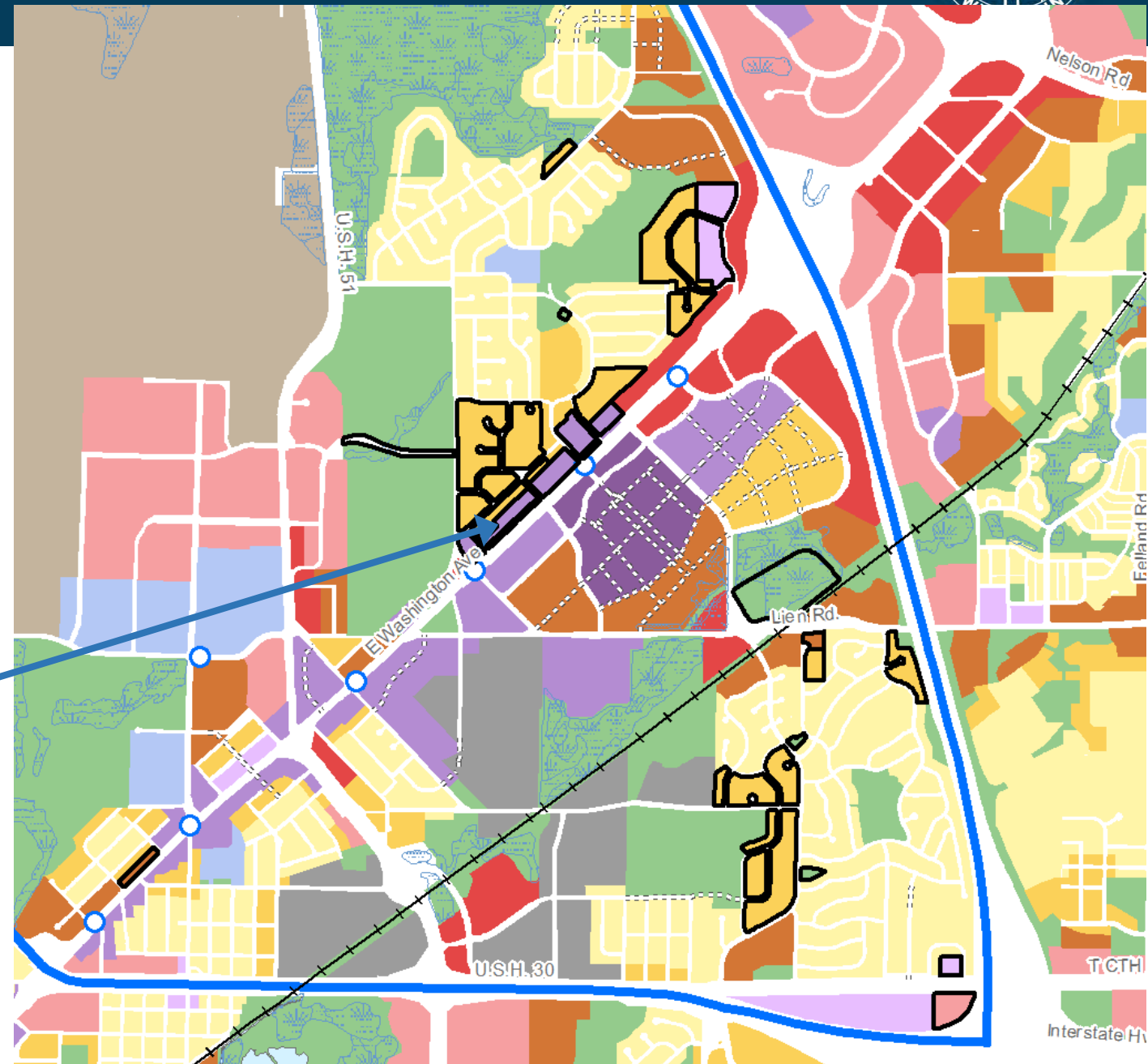




# Land Use: East Washington Frontage Roads



- Commercial to Community Mixed Use with vacation of frontage roads





# Land Use: East Washington Frontage Roads



## Vacate E Washington Frontage Roads

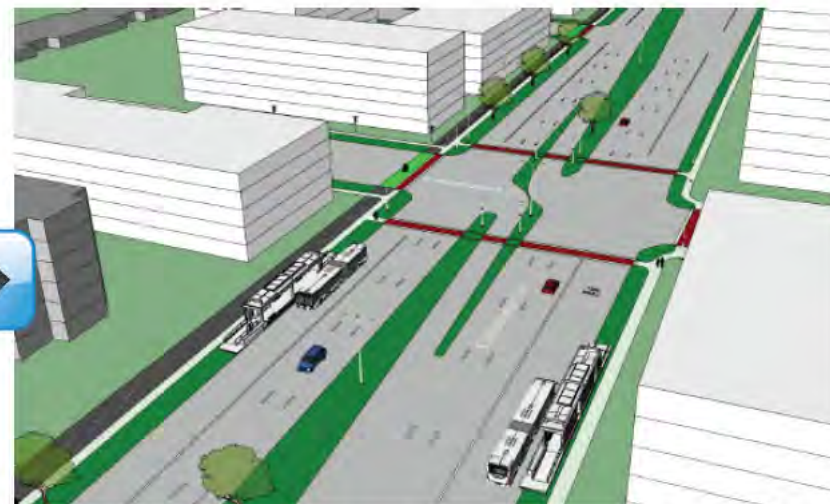
### What we heard

- Unsafe for pedestrians and bicyclists to cross
- Lacking visual appeal and community character
- Absence of visual cues for slowing down vehicles
- Confusing car turning movements
- Inactive public spaces with limited bike access
- Inadequate tree canopy
- Buildings set far from street, creating an unwelcoming pedestrian space



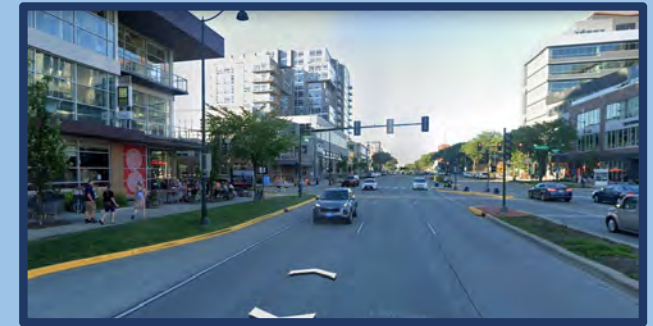
### What if we...

- Redevelop frontage road
- Enhance corridor unity
- Streamline intersection dynamics by simplifying car turning movements and allowing for smoother traffic flow that helps reduce congestion
- Include bike infrastructure
- Improve pedestrian safety with a more visible pedestrian crossing and a beacon light
- Add urban density and bring buildings to the front of the road



Note: This image does not intent to illustrate changes of the intersection of Independence Ln and E Washington Ave.

### Street and Development Character:

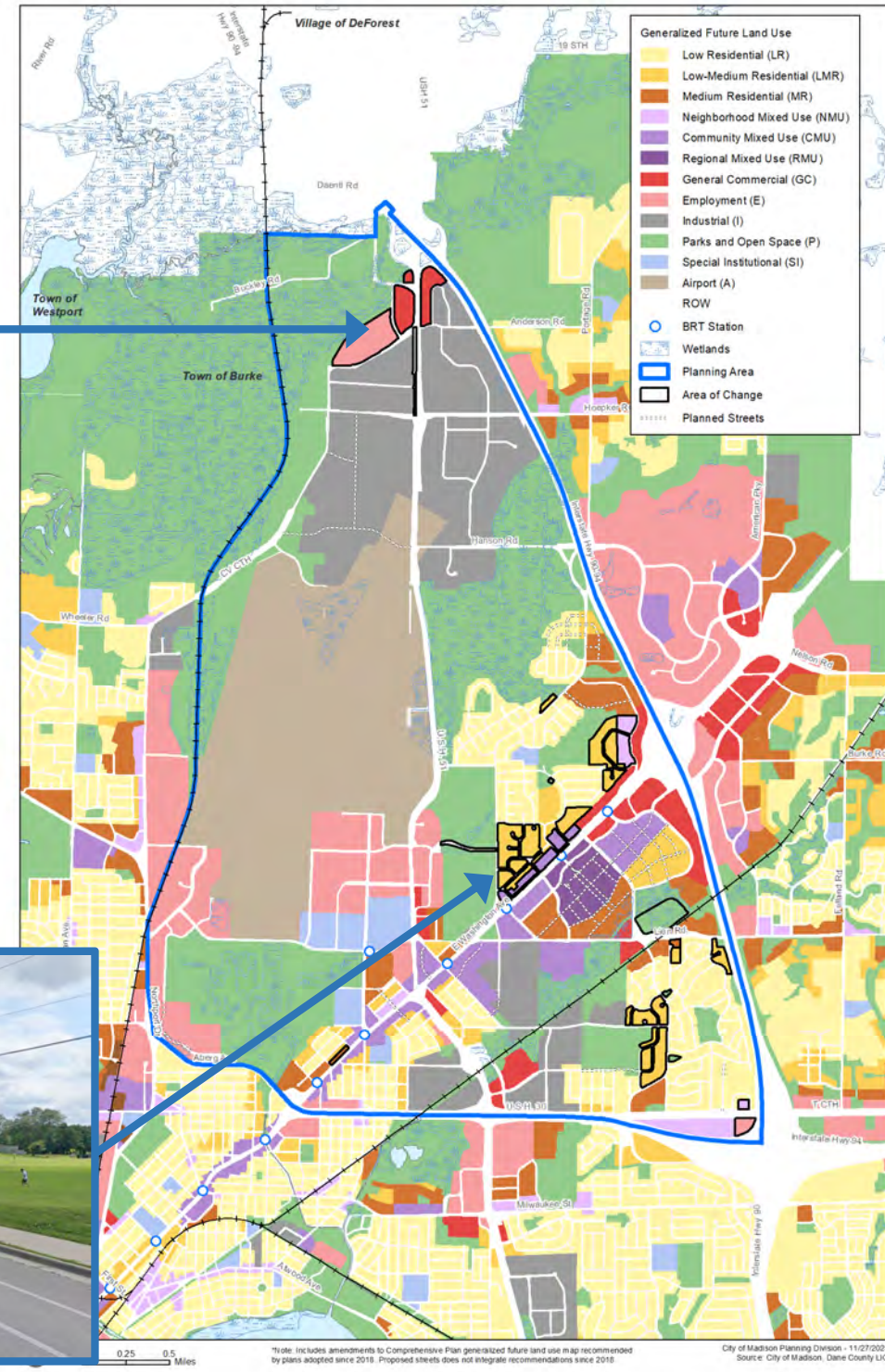
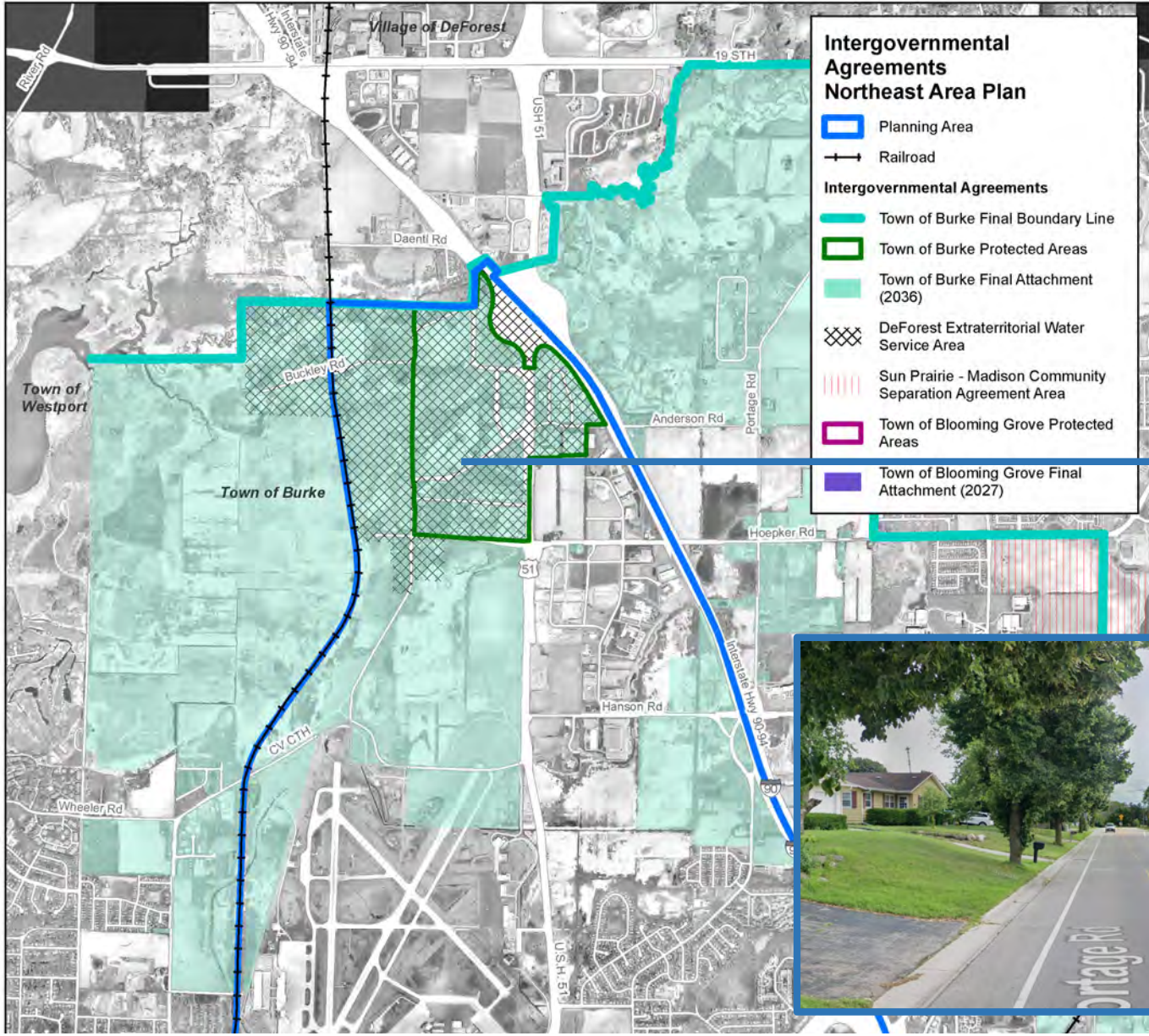


VS.





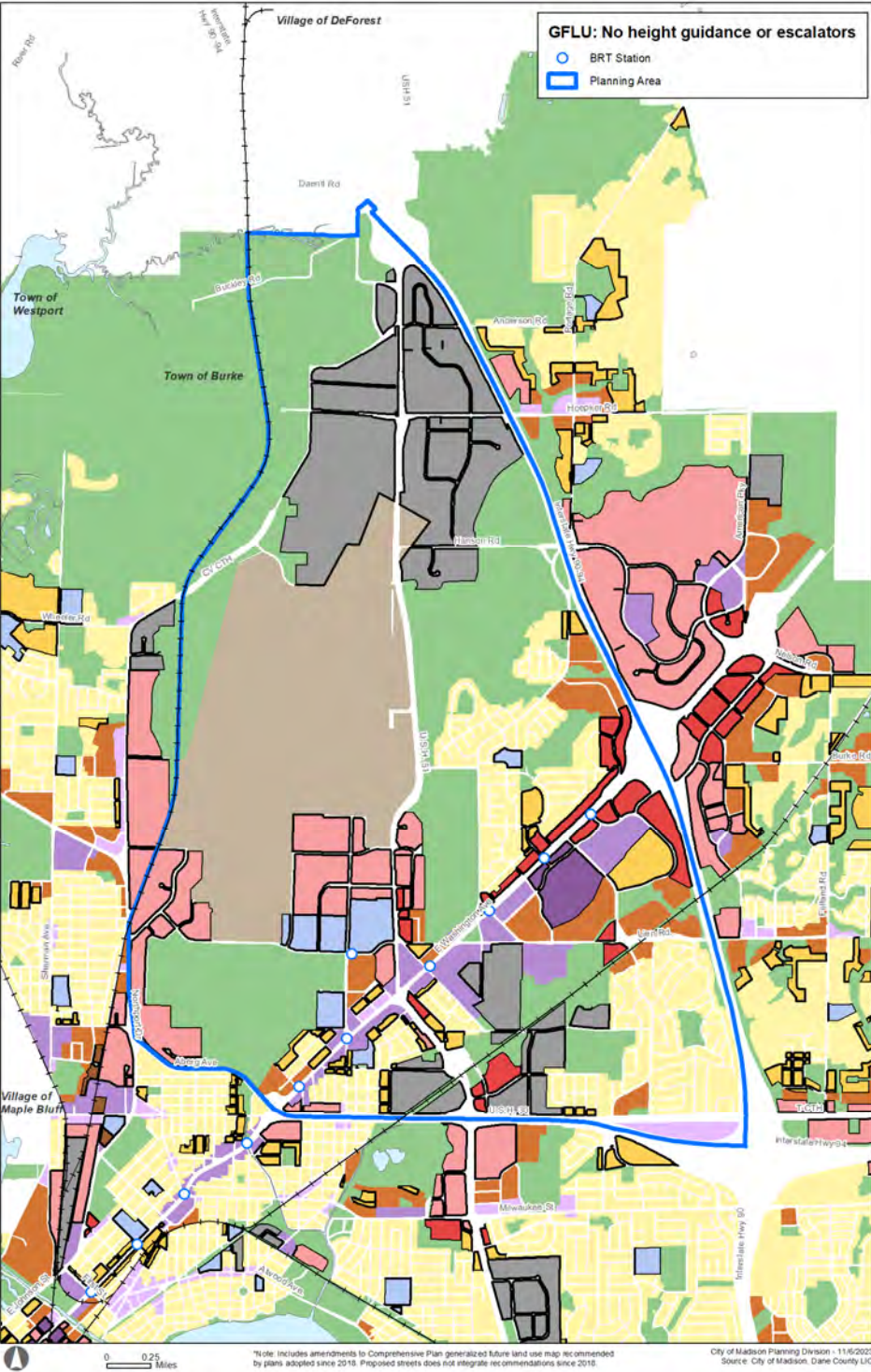
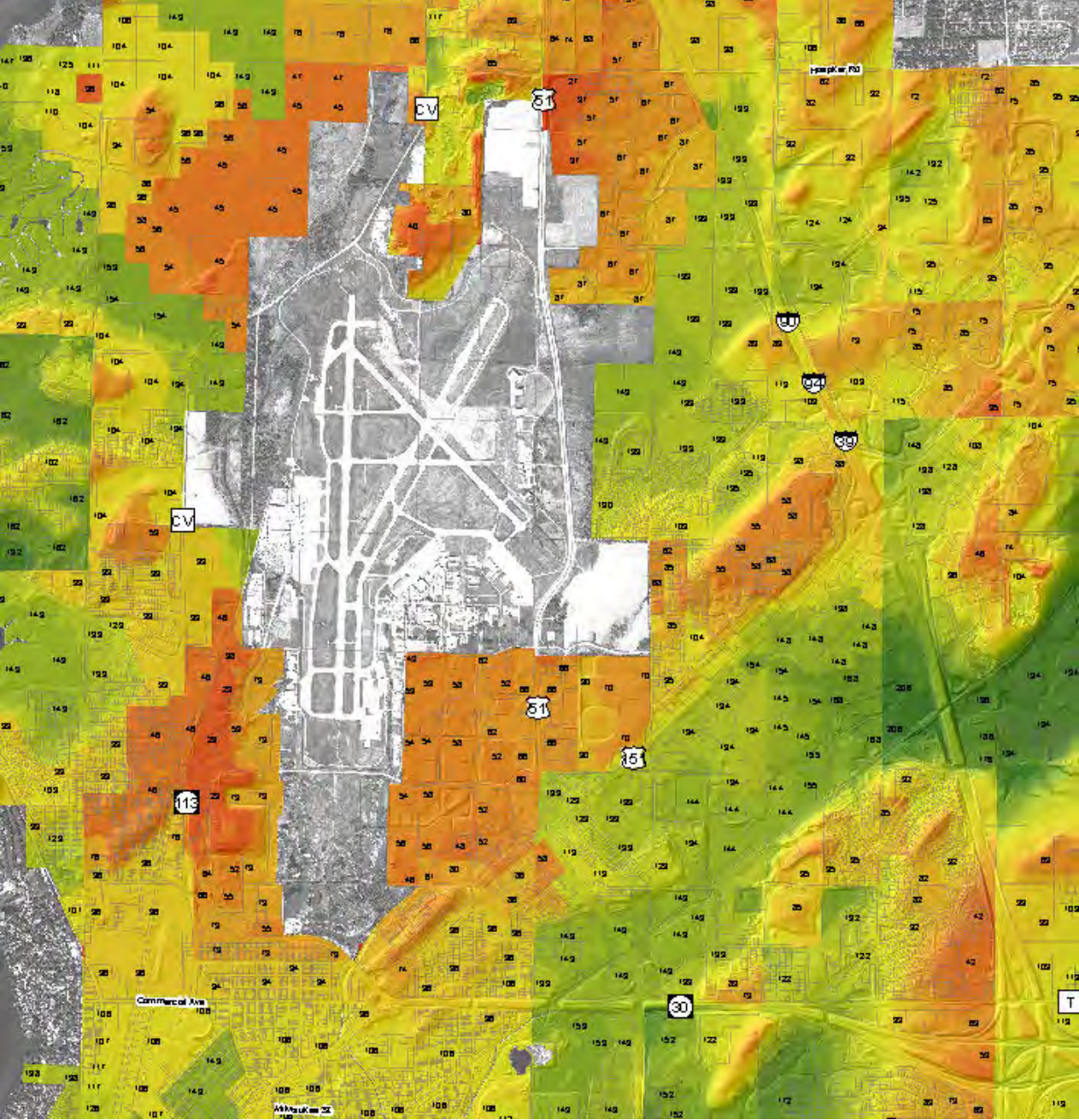
# Land Use: Hwy 51 & CV; LMR



\*Note: Includes amendments to Comprehensive Plan generalized future land use map recommended by plans adopted since 2018. Proposed streets does not integrate recommendations since 2018. City of Madison Planning Division - 11/27/2023 Source: City of Madison, Dane County LUC



# Land Use: Building Heights



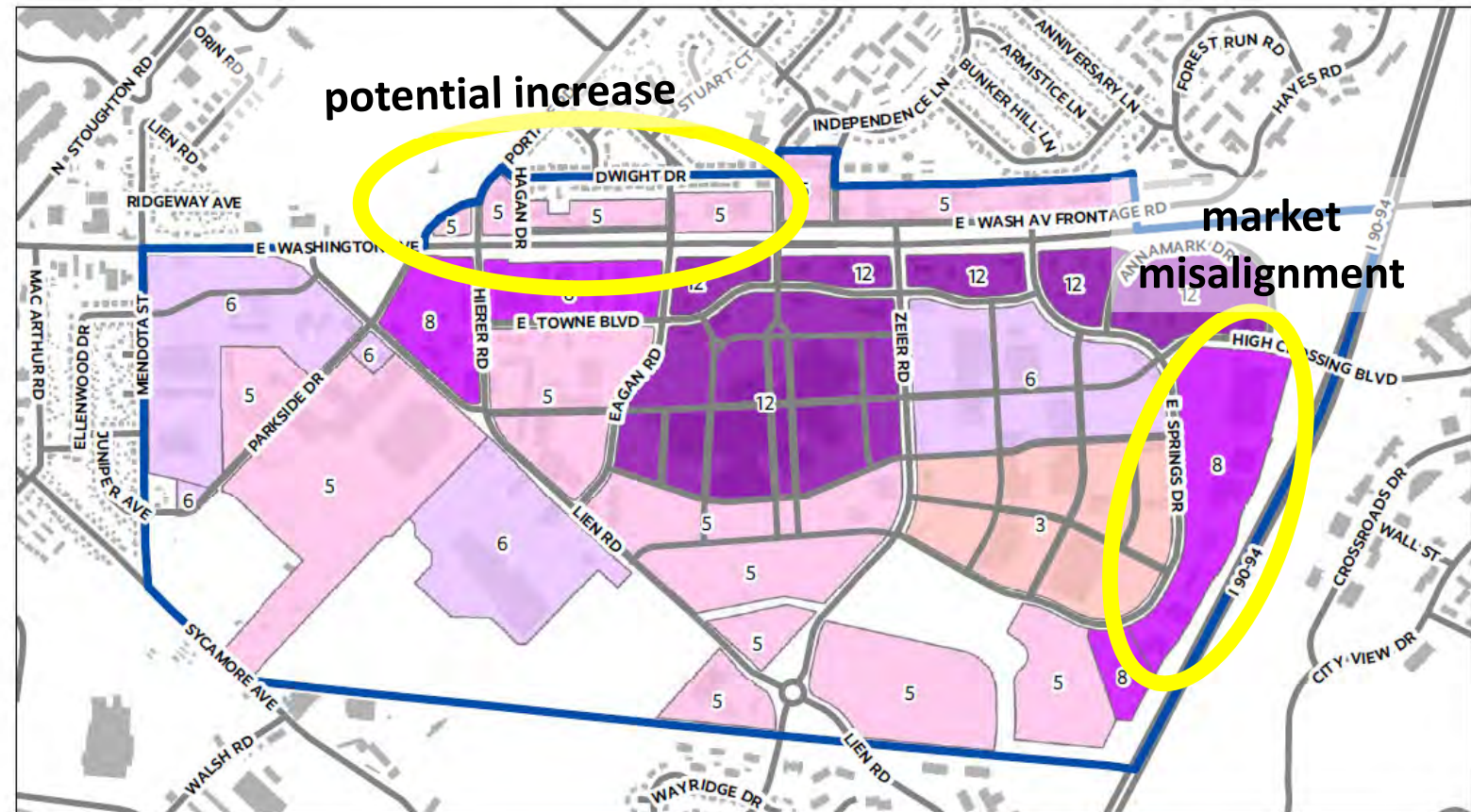
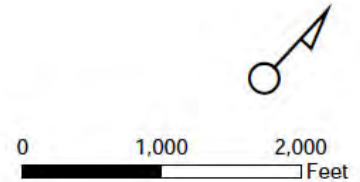


# Land Use: Building Heights



Updating adopted Greater East Towne Mall Plan, Maximum Building Height Map

















## Maximum Building Height

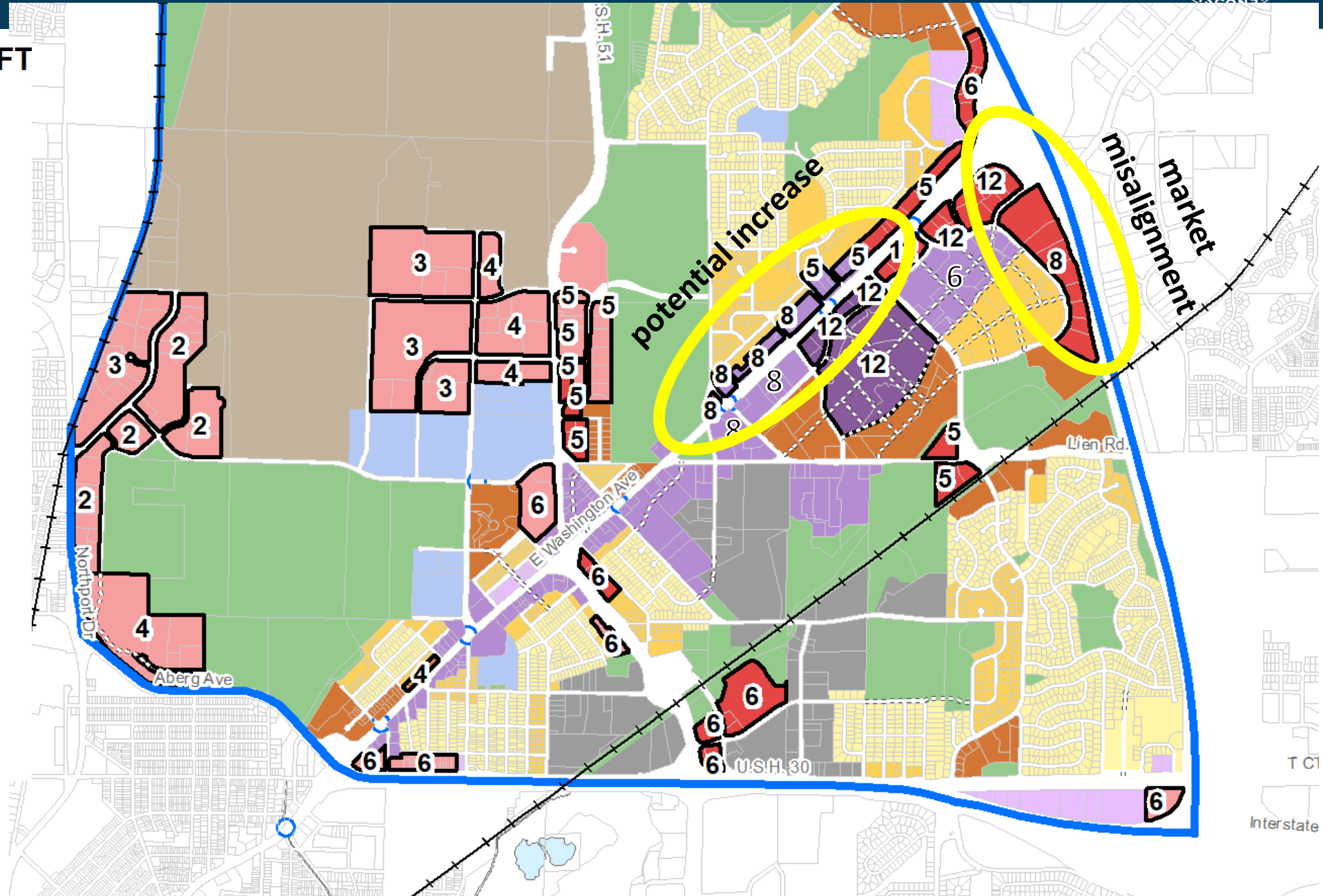


# Land Use: Building Heights



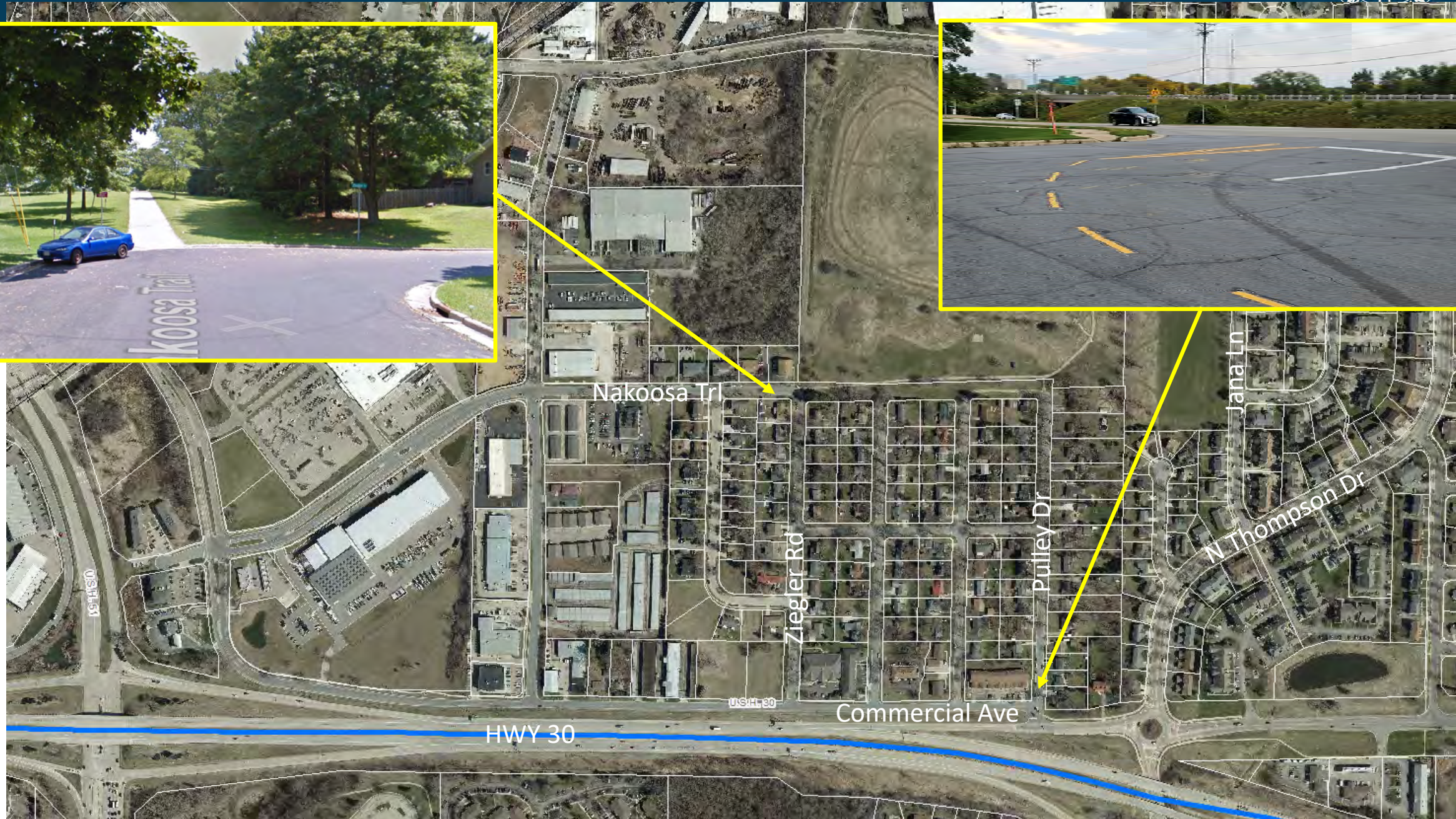
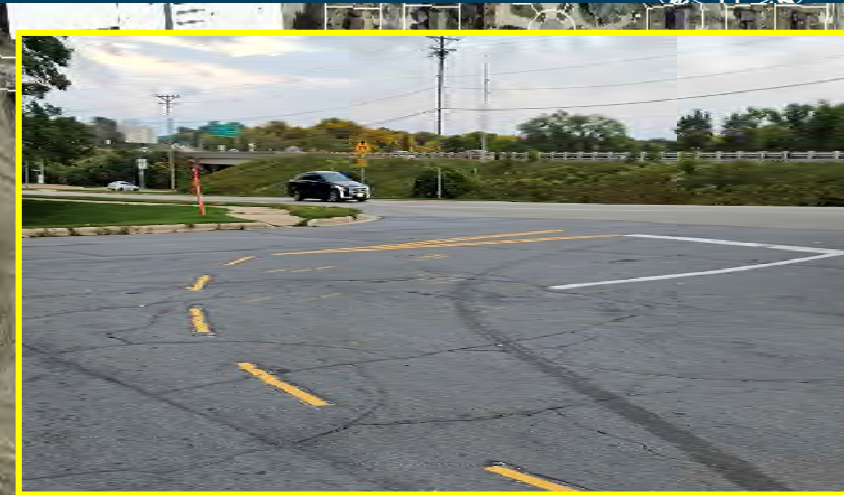
## Maximum Building Heights - DRAFT Northeast Area Plan

-  Max # Stories
-  Low Residential (1-2)
-  Low-Medium Residential (1-3)
-  Medium Residential (2-5)
-  Neighborhood Mixed Use (2-4)
-  Community Mixed Use (2-6)
-  Regional Mixed Use (#)
-  General Commercial (#)
-  Employment (#)
-  Industrial (-)
-  Parks and Open Space (P)
-  Special Institutional (-)
-  Airport (A)
-  ROW
-  BRT Station
-  Planning Area





# Transportation – Streets: Nakoosa Trail





# CAS Expenditure Priorities



## Sandburg

Top 5	Community Action Project- in Order	Potential Location
1	Lighting and Safety	Lighting <ul style="list-style-type: none"> <li>Bike and walking paths (Starkweather Creek Path, Sandburg Woods)</li> </ul> Safety: traffic calming and safer crossings along: <ul style="list-style-type: none"> <li>Portage Rd between E Wash and Reider</li> <li>Independence Ln</li> <li>Anniversary Ln</li> <li>Melody and Bartillion</li> <li>Clove and Basil</li> <li>Dwight Drive</li> </ul>
2	Public Gathering Spaces	<ul style="list-style-type: none"> <li>Sandburg Park</li> <li>Benches in Sandburg Woods</li> </ul>
3	Community Garden	<ul style="list-style-type: none"> <li>Sandburg Park</li> </ul>
4	Shelters and Pavilions in Parks	<ul style="list-style-type: none"> <li>Sandburg Park</li> </ul>
5	Permanent Games in Parks	<ul style="list-style-type: none"> <li>Sandburg Park</li> <li>Westchester Gardens Park</li> </ul>

## Burke Heights

Top 5	Community Action Project- in Order	Potential Location
1	Lighting and Safety	<ul style="list-style-type: none"> <li>Sycamore Park</li> <li>Neighborhoods surrounding Sycamore Park</li> <li>Speed limit signs along Sycamore and Mendota</li> </ul>
2	Community Garden	<ul style="list-style-type: none"> <li>Sycamore Park</li> <li>Fruit trees</li> </ul>
3	Bike Pump Track	<ul style="list-style-type: none"> <li>Mayfair Park</li> </ul>
4	Permanent Games in Parks	<ul style="list-style-type: none"> <li>Mayfair Park</li> </ul>
5	Amphitheaters/Stages	<ul style="list-style-type: none"> <li>Mayfair Park</li> </ul>



# Northeast Area Plan Estimated Timeline



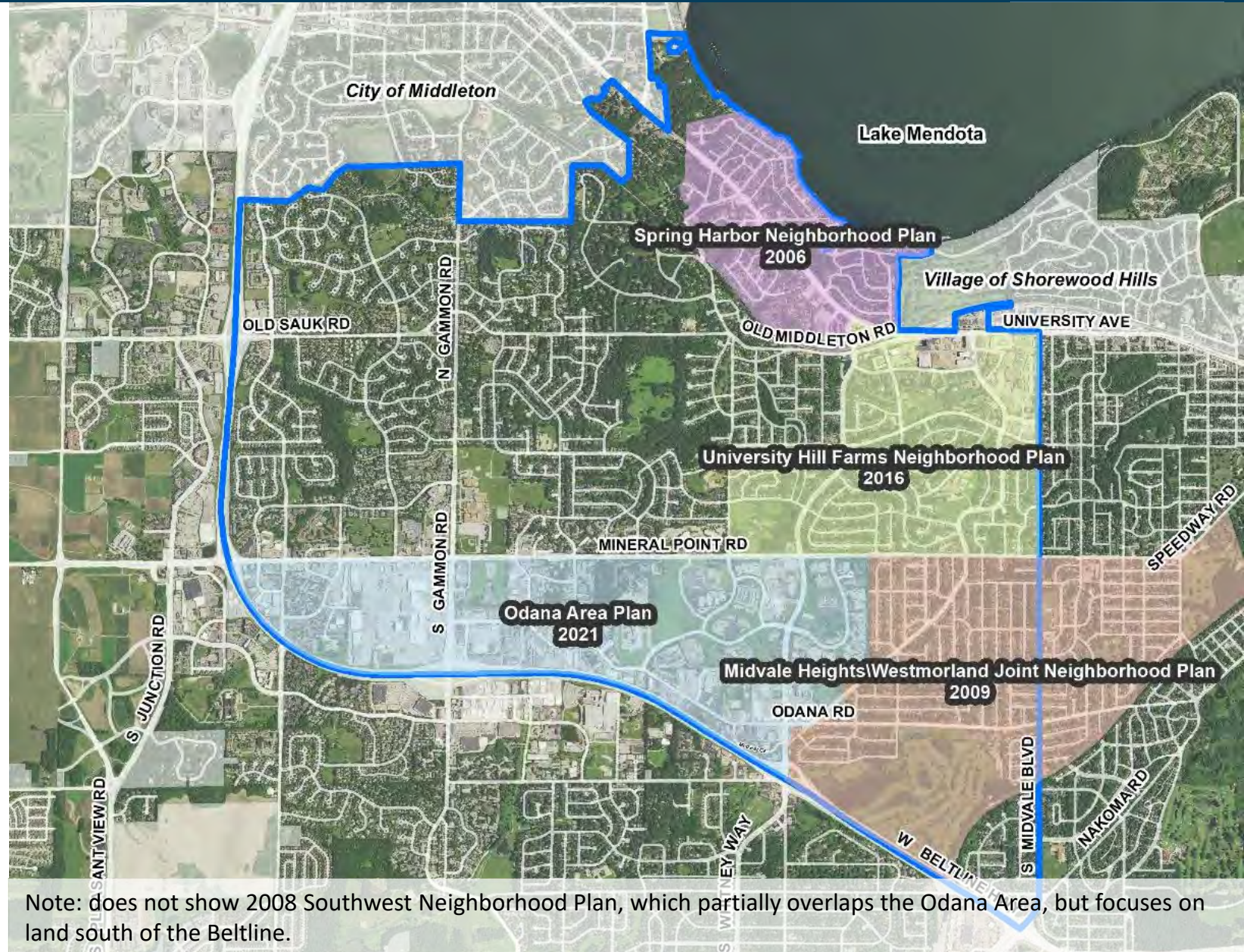
Action	Northeast
Plan Commission Check-In	December 7, 2023
Alder Check-In	Week of December 11, 2023
Community Meeting (in-person): WisDOT Hwy 51 Study	December 18, 2023
Community Meeting (virtual): WisDOT Hwy 51 Study	December 19, 2023
Art Workshop or Design Charrette	January 24, 2024
Complete First Draft of Plan	First week of February 2024
BCC Check-In Meetings	Mid-February-Mid-March 2024
Draft Plan Public Engagement	Through end of March 2024
Adoption Process	April-May 2024?



# Underlying Plans Review/Action Integration



- During each Area Plan process, review underlying plans:
  - Include area-specific actions that City has control over/can influence in West Plan
  - Don't include actions that:
    - The City has little influence over
    - Are already implemented
    - Conflict with current City policy
    - Are adequately covered by existing City policies, programs, or ordinances



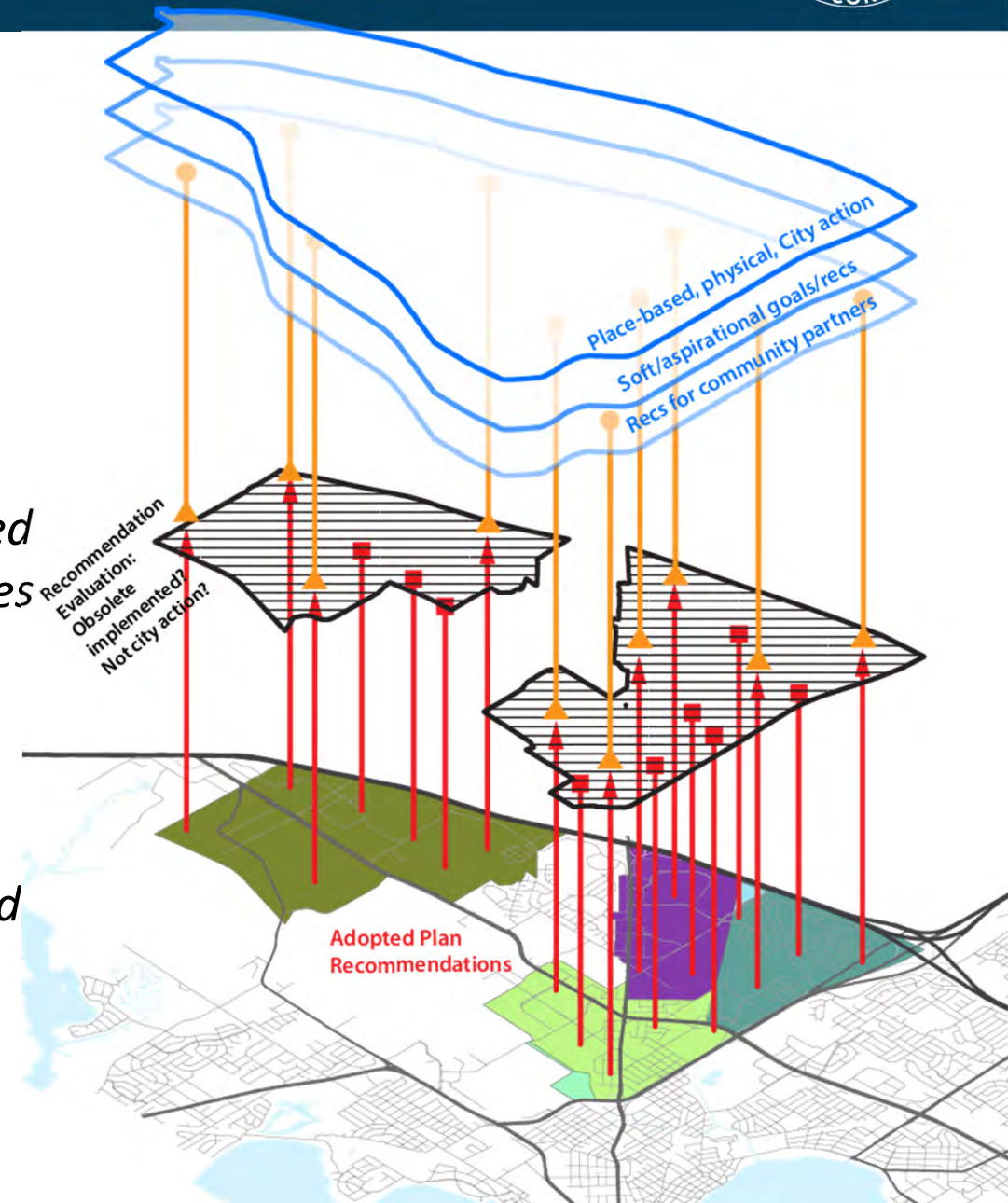
Note: does not show 2008 Southwest Neighborhood Plan, which partially overlaps the Odana Area, but focuses on land south of the Beltline.



# Past Plan Recommendations and Archiving



- **Goal:** balance brevity, comprehensiveness and usability
- **Place-based, physical, City action:**  
*Creation of a Tax Increment Finance (TIF) District to fund non-assessable infrastructure, such as bicycle network improvements, pedestrian safety improvements, new streets, and stormwater management improvements....(GETAP)*
- **Aspirational goals and recommendations:**  
*Set aside specific areas for Low-Medium Residential housing, aimed specifically at creating smaller-scale, owner-occupied housing types as a way for wealth building and implementing strategies to increase homeownership in BIPOC households. (GETAP)*
- **Recommendations that are not City actions:**  
*Explore creating an East Washington Avenue Business Association for the purpose of connecting business owners with each other and with the City, and facilitating economic growth and development. (HTNP)*
- Letter vs. spirit of recommendation?



# West Area Plan Archiving



## West Area Plan



- What Happens to Underlying Plans?
  - Consider archiving
  - If not archived, the City will follow recommendations in Area Plan and Comprehensive Plan if they differ with older plans.
- Archive:
  - Spring Harbor (2006)
  - Southwest (2008)\*
  - Midvale Westmorland (2009)\*
- Likely archive: University Hill Farms (2016)
- Further internal/review discussion of archiving: Odana Area Plan (2021).

Spring Harbor

\*Southwest

\*Midvale-Westmorland

University-Hill Farms?

Odana?



\*Portion overlaps West Area



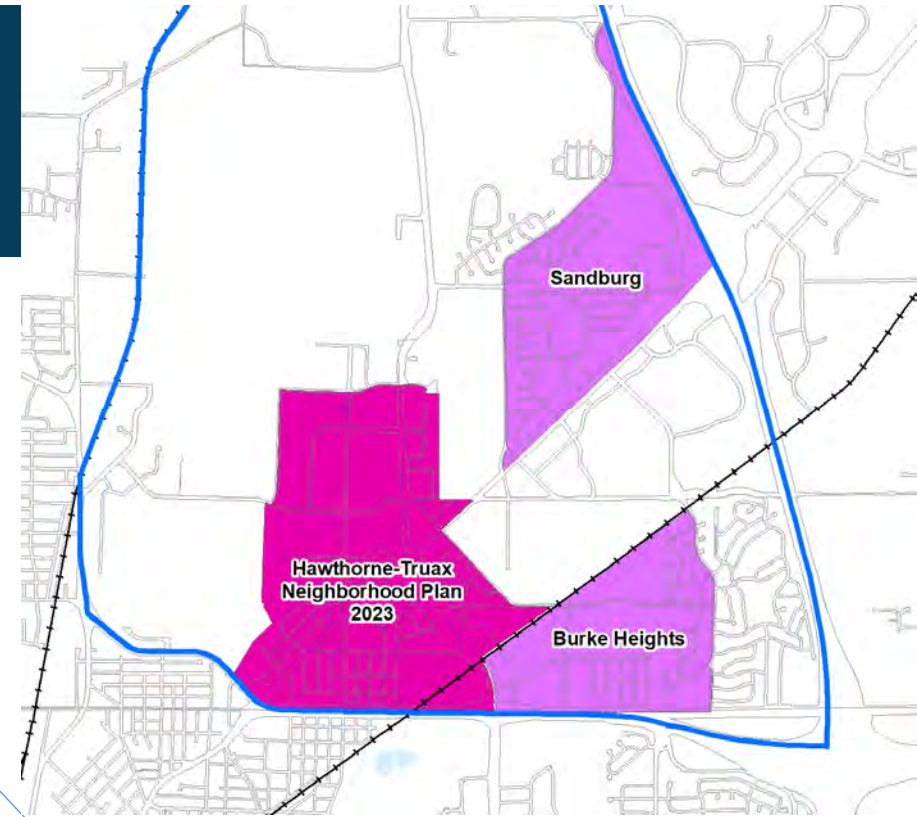
# Northeast Area Plan Archiving

Northeast Area Plan



Community Action Strategy chapter

- Sandburg
- Burke Heights
- Hawthorne-Truax



East Towne  
NDP



Carpenter  
Ridgeway



Ridgewood



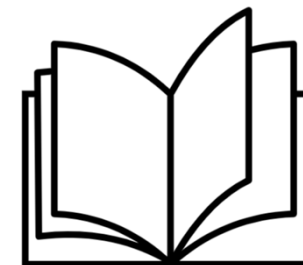
Hanson Rd  
NDP



GETAP



Hawthorne-  
Truax



# Common Area Plan Discussion Points



1. Does the Commission feel it is appropriate to consider archiving (retirement) most or possibly all of underlying plans, given the review and reasoning described above or would you propose a different approach?
2. Does the Commission feel the currently designated E and GC areas are appropriate solely for employment and commercial development, or should any further E and GC areas be designated as mixed-use?
3. Does the Commission agree with the approach to mapping maximum building heights?
4. Does the Commission agree with the approach to integrating non-physical development and non-City actions into the area plans?
5. Is the Commission comfortable with GFLU map edits to change institutions of worship from SI and LR to LMR, MR, NMU, or CMU?
6. What is the Commission's guidance on how to best address the uncertainty for staff, developers/landowners, and residents as to what may be considered appropriate in LMR areas?



# West Area Plan Discussion Points



7. Does the Commission agree with the potential additional street connections?
8. Does the Commission agree with the proactive rezoning proposed for the West Area?
9. Should staff continue to show a shared-use path connection in the Sauk Creek Greenway?

# Northeast Area Plan Discussion Points



10. Does the Commission agree with the proposed Future Land use changes?
11. Does the Commission agree with the potential Nakoosa Trail extension, proposed E Washington Frontage Road vacation and other transportation recommendations?
12. Should staff explore a more comprehensive official mapping approach than the one employed during the Greater East Towne Area Plan?