

# CITY OF MADISON Comprehensive Plan

Draft - May 1, 2018

Imagine Madison  
People Powered Planning





**City of Madison**

# Comprehensive Plan

Adopted by the Common Council on \_\_\_\_\_

Ordinance ID (TBD)

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**Thank you to the many individuals and organizations who participated in shaping this Plan. A special thank you to all who participated in the Resident Panel program.**



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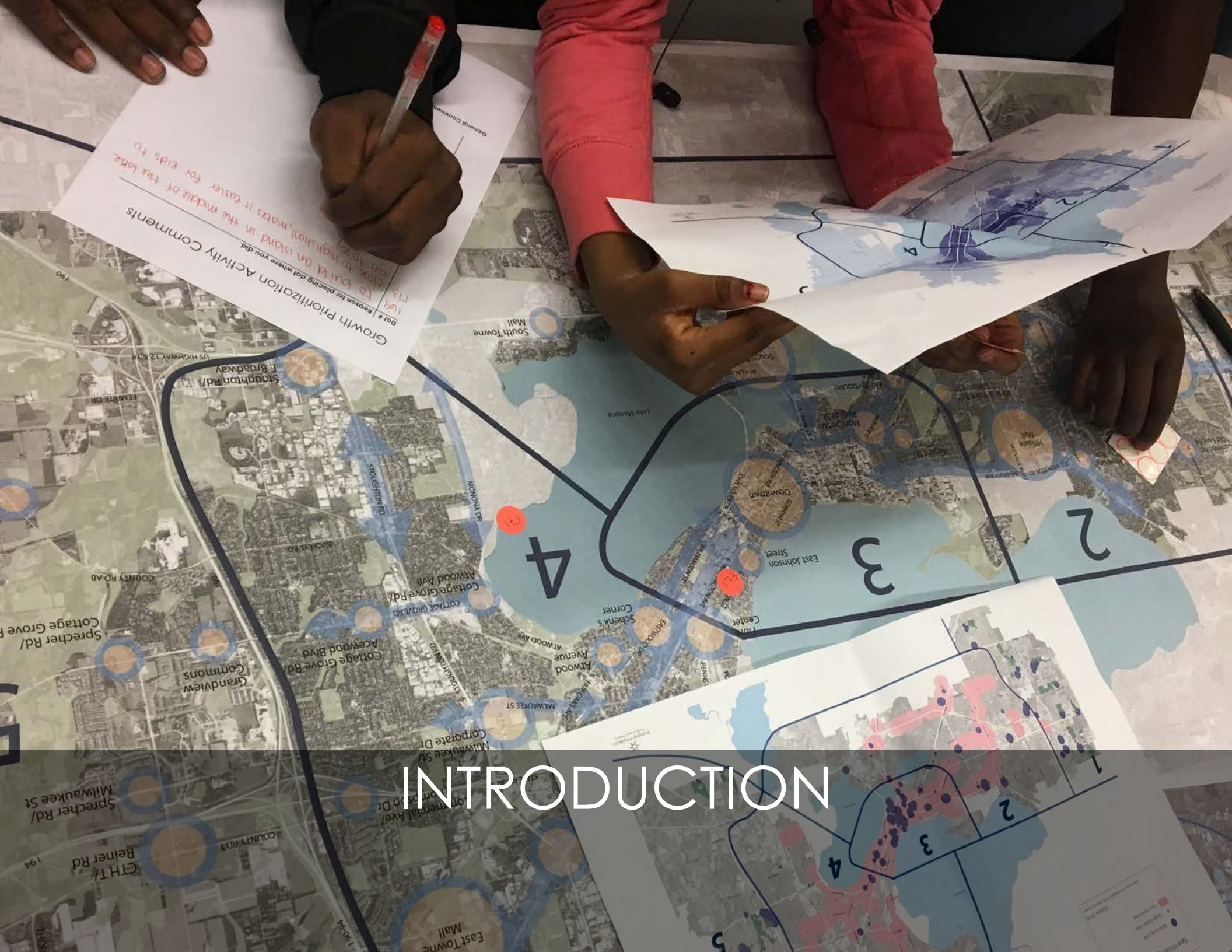
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# INTRODUCTION





# WELCOME

Madison, Wisconsin is a growing and changing city with a rich history behind us, and a bright future ahead.

Together, over the last 24 months, we have collectively created this Comprehensive Plan to prioritize our values and map out our future. This Plan is a statement of where the community wants to go, and how it will get there.

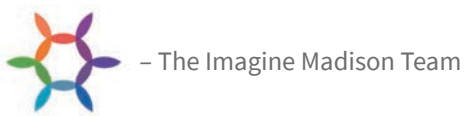
During these two years, our Imagine Madison campaign reached out to the larger community for guidance and had individual contacts with over **15,000** people to gain insight on their priorities, visions and ideas for a future Madison. This Plan reflects the primary issues identified through Imagine Madison and reinforces the importance of input from stakeholders representing many of the different communities within the city.

Some of the values, ideas, and issues were similar to those identified in the City of Madison's 2006 Comprehensive Plan. This includes concerns about balanced growth patterns, jobs, economic opportunity, safety, and access to transportation and daily needs. However, over the last decade, many new issues have risen to the top of our collective community conversation.

The issues at the forefront of our future focus on racial equity, inclusion, resiliency, enhancing community, and the ability of future generations to find success in a dramatically changing world.

This Plan will guide the City of Madison's policies, budgets, growth, and direction for the next generation and beyond.

Welcome. This is (y)our Plan.



Wisconsin State Comprehensive Planning Law (Statute 66.1001) requires cities, counties, and other local units of government to enact a Comprehensive Plan to guide their physical, social, and economic development over a 20-year planning period. The law requires communities to engage residents in a transparent planning process to guide future growth and development as related to land use, housing, transportation, utilities, economic development, agriculture, and intergovernmental relationships. Comprehensive Plans are to be updated every 10 years to reflect the dynamic growth, demographics, and economic changes.

The City of Madison adopted its first Comprehensive Plan in 2006. The 2006 Plan anticipated and supported significant redevelopment in and near Madison's Downtown. The Plan also emphasized sustainability, transit oriented design and encouraged compact and complete neighborhoods throughout the city. This 2018 Comprehensive Plan update builds upon those themes and looks forward to emerging trends and issues. This Plan will replace the 2006 Plan and become the City's guide to decision making and investment.



# DATA SNAPSHOT

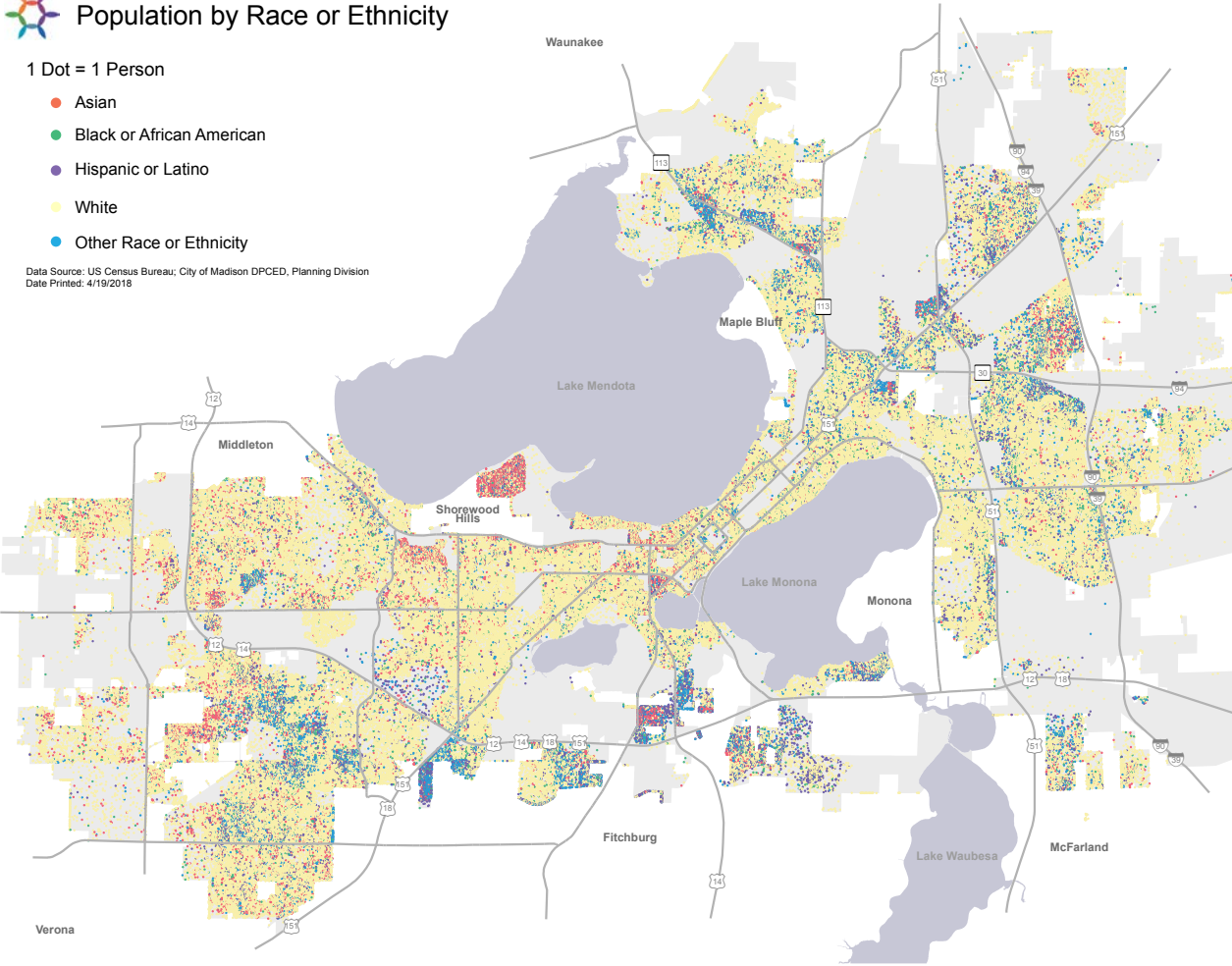
This Plan uses data to illustrate Madison’s current state and projected future. Madison’s population, like the rest of the nation, continues to become more diverse and culturally rich. Madison’s residents under the age of 18 are much more diverse than the larger population, suggesting that the City’s plans and policies need to be updated to reflect its changing demographics. Population trends forecast that Madison could gain 25% more residents over the next two decades. This growth highlights the importance of a forward looking Comprehensive Plan that focuses on policies to meet the needs of our future residents.

## Population by Race or Ethnicity

1 Dot = 1 Person

- Asian
- Black or African American
- Hispanic or Latino
- White
- Other Race or Ethnicity

Data Source: US Census Bureau; City of Madison DPCED, Planning Division  
Date Printed: 4/19/2018



2040 Population Forecasts<sup>1</sup>

+ 70,000

new residents by 2040

+ 40,000

new households by 2040

Household Income Distribution<sup>2</sup>

|         |             |             |              |          |
|---------|-------------|-------------|--------------|----------|
| ≤ \$25K | \$25K-\$50K | \$50K-\$75K | \$75K-\$100K | ≥ \$100K |
| 23%     | 24%         | 18%         | 12%          | 23%      |

Median Age from 2006 to 2014<sup>3</sup>

Wisconsin

37.6

→

39.2

Madison

32.3

→

30.8

Educational Attainment<sup>4</sup>

More than 4 out of 5 Madisonians have at least some college education

Race and Ethnicity Trends<sup>5</sup>

White

Black

Hispanic or Latino

Asian

Other

2014 Total Population

74 %

7 %

6 %

9 %

4 %

2014 Population Under Age 18

56 %

15 %

10 %

10 %

9 %



# WHAT IS A COMPREHENSIVE PLAN AND HOW DOES IT WORK?

The Comprehensive Plan is the key policy document that translates community input and ideas into actual policies and actions that affect City budgets, ordinances, and growth. The Plan looks 20 years into the future and seeks opportunities to address long term issues, but focuses on action steps to guide the City's near-term efforts.

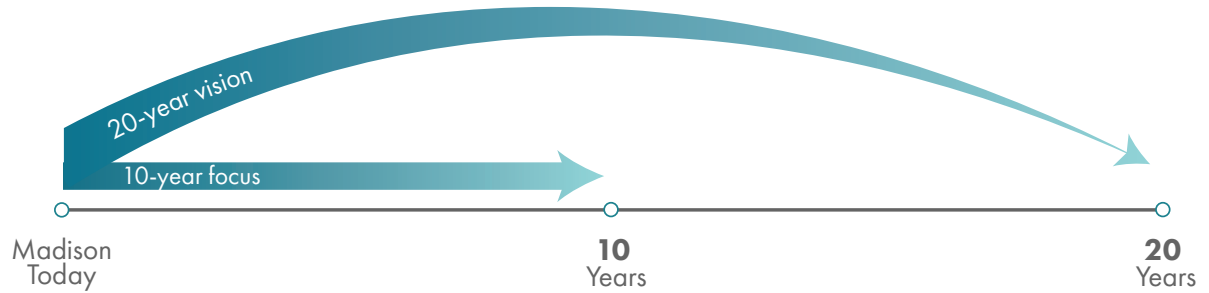
While the Comprehensive Plan is a declaration of the City's values, desires and future, it is important to maintain the realization that this Plan is only one part of a larger interconnected framework. It is a generalized, broad based plan that relies on its connections with other plans, policy studies, ordinances, budgets, and other processes that bring more clarity and specifics to everyday decisions.

## The Plan's recommendations are intended to:

- **Create a collective vision** for a future Madison.
- **Establish priorities** for public investment, including the City's Operating Budget, Capital Budget, and five-year Capital Improvement Program.
- **Inform policies** that guide City decision-making.
- **Align the work of City Agencies** around the issues that matter most to our residents and stakeholders.
- **Create a framework for topic-specific plans** and initiatives that will expand on the Comprehensive Plan's recommendations.
- **Guide private development** through the Generalized Future Land Use Map.
- **Foster partnerships** with other entities to address shared goals.

## Plan Limitations:

This Plan helps to prioritize actions, so that Madison can maintain quality of life standards and be financially resilient though different economic circumstances. While forward looking, this Plan also cannot foresee all eventualities, and relies on the details and flexibility that sub-area and other policy plans can provide on a more timely basis.



# PLAN ORGANIZATION

The Plan is organized by six Elements—major topic areas that influence the quality of life in the city. Within each Element, the Plan is further defined by Goals, Strategies and Actions (*see sidebar example*). The Plan highlights several key Actions for each Strategy. These Actions represent possible implementation opportunities and can often be linked to measurable data. However, these Actions do not represent everything the City and community is currently doing, or could do in the future, as the more detailed plans and policy studies bring nuance, and can go deeper into individual issues and recommendations.

6 Elements

Major Topic Areas

12 Goals

Statements of what we want to achieve over the long-term within each Element

50 Strategies

General approaches to achieve the Goals

150+ Actions

Several implementation Actions for each strategy

**Appendix:** The appendix contains a summary matrix with all of the Goals, Strategies, and Actions in one location. The matrix also indicates the anticipated lead City agency, or agencies, for implementation of each Action.

**Land Use Supplement:** The State Comprehensive Planning Law requires that all land use decisions be consistent with the Comprehensive Plan. Additional details and recommendations related to growth, development and land use are included in a supplement designed to more easily facilitate those decisions.

## 6 Comprehensive Plan Elements



### Plan Organizational Structure Example

**Element:** Neighborhoods and Housing

**Goal:** Madison will have a full range of quality and affordable housing opportunities throughout the city.

**Strategy:** Increase the amount of available housing.

**Action:** Take a proactive approach to finding and marketing housing development opportunities to development partners.



*Implementation Example: Through land banking, affordable housing funds, tax credit coordination, housing assistance and other support, the East Washington Avenue Capitol East District has a wide range of housing from high-end luxury apartments to three-bedroom affordable townhomes for some of the city's lowest income households.*



# GUIDING LENSES

Early in the process of developing the Comprehensive Plan, four emphasis areas, or lenses, were identified as pertinent to the Plan. Most, if not all of the Strategies and Actions in the plan are influenced by one or more of these lenses, as they intersect each of the six Elements. The lenses are Issues related to each of these lenses were highlighted throughout development of the Plan and are central to many of the Plan’s recommendations:



## Equity

The inherent worth of each individual in Madison should be esteemed and fostered, enabling them to reach their full potential. This Plan addresses some of the structural and institutional inequities for our communities of color and other disadvantaged groups.

“For non-natives, they moved here because of the promise and reputation of Madison as a city of opportunity and growth, but many have not seen this materialize for themselves or other in the ways they expected, despite their hard work and best effort – but they are not willing to give up. All want to be part of Madison’s promising future.”  
— Resident Panel participant



## Health

This plan will impact the choices people have concerning where to live and how to get around, access to healthful foods, opportunities for physical activity, air and water quality, traffic safety, mental health, social interactions, and exposure to pollution.



## Sustainability

This plan will help Madison manage resources to promote welfare and equity for current and future generations by encouraging interconnected green space, a multi-modal transportation system, efficient mixed-use development, and protected environmental resources.

“New housing must be sustainable and take up less area than old-style housing. Having places for people to grow their own food is important, too. Community garden space should be available.”  
— Community meeting participant

“There’s a large amount of food insecure individuals in Madison. The city has done work to promote farmers’ markets and community gardens, but there is much more work to be done!”  
— Online survey comment



## Adaptability

This plan will help Madison prepare for, respond to, and recover from hazards and threats with minimum damage to safety, health, security, and the economy. This includes the city’s ability to function during times of stress and to adapt to a “new normal” if necessary.

## How do the lenses affect the Plan’s Strategies and Actions?

### Example Goal from previous page:

Madison will have a full range of quality and affordable housing opportunities throughout the city.

When considering this Goal through the Health and Sustainability lenses, subsequent Strategies and Actions focus on issues relating to decreasing homelessness, increasing inspections to ensure safe and clean housing for vulnerable residents, promoting access to nutritious food, and supporting organizations that provide incentives for rehabilitation and green building practices. Other actions work to ensure a variety of housing types in complete neighborhoods, and to ensure that school attendance areas reflect development patterns.

# ASSESSING PROGRESS

The Comprehensive Plan was developed in tandem with Results Madison, an internal citywide organizational effort to align and measure City services and outcomes so that City operations and programs can be monitored and optimized. Results Madison purposefully uses the same six elements as the Comprehensive Plan.

The Comprehensive Plan’s recommendations, developed through an intensive community outreach program, offer guidance for identification of core city services and programs. Results Madison’s in-depth look at City services may reveal additional opportunities to implement the Comprehensive Plan’s Strategies and Actions. Results Madison’s monitoring of City performance data, will also help identify issues for future Plan updates. Together the six Elements link both internal and external efforts by the City and will help monitor implementation progress.

## Related Plans

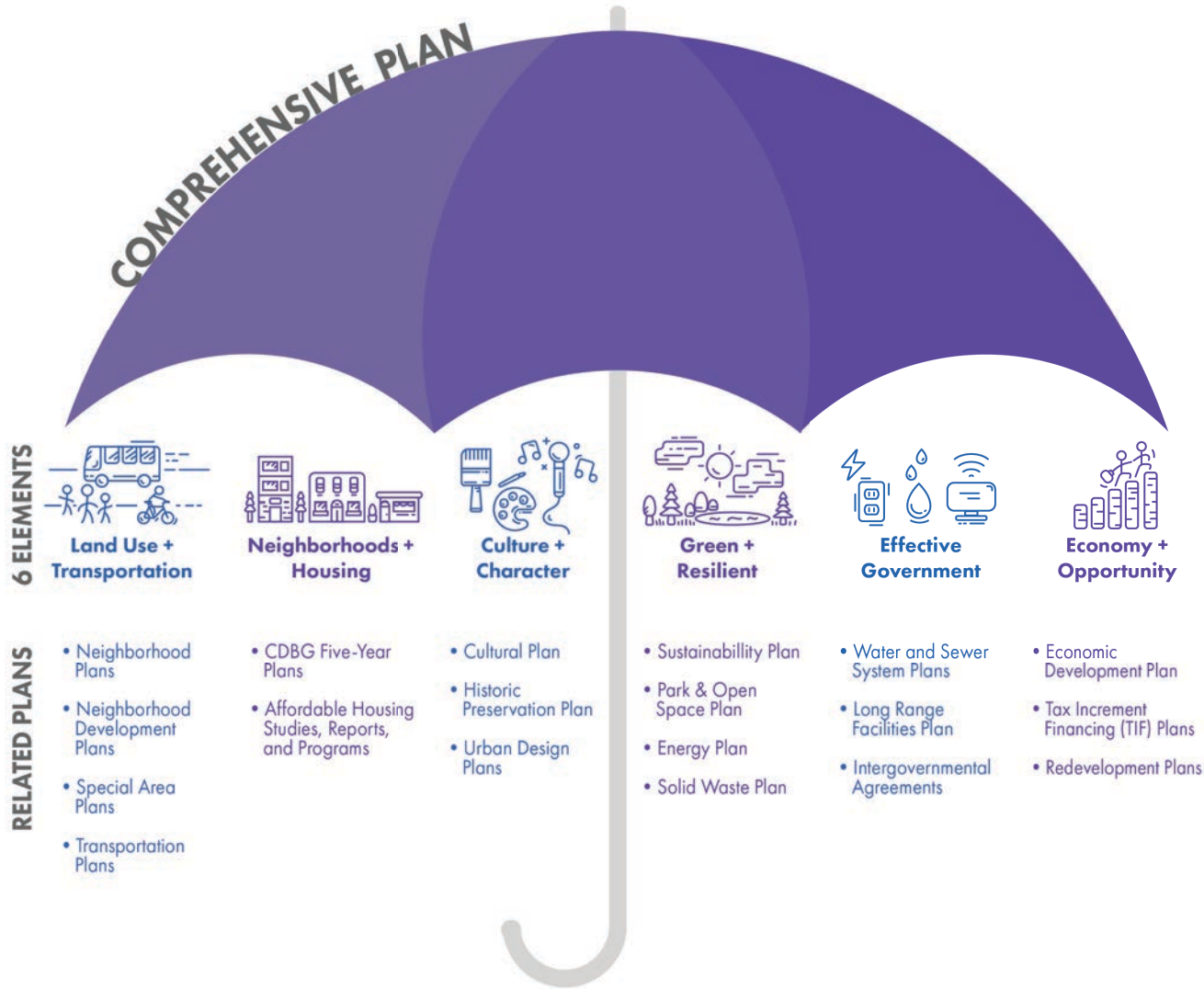
The City will continue to study policy issues and continue sub-area planning under the larger Comprehensive Plan umbrella. These related plans can provide detail and specific implementation actions, fine tune larger concepts, and react to rapidly developing issues, and provide in-depth analysis not possible at a city-wide level.

## Annual Progress Update

An annual update will be prepared to track progress on implementation of the Comprehensive Plan’s Goals, Strategies, and Actions. The update will highlight City and community projects that advanced the Plan’s recommendations and use data to measure progress. The report will be prepared in the first quarter of each year and be a resource for preparation of the City’s capital and operating budgets.

## Process to Update the Plan

Wisconsin’s Comprehensive Planning law requires that Comprehensive Plans be reviewed and updated not less than once every ten years. The City adopted its first Comprehensive Plan under this State Statute in 2006. In 2012, the City adopted an update to the Plan that focused on the Generalized Future Land Use (GFLU) Map. It is anticipated that an update to the GFLU Map will occur in approximately 2023 with another full-scale update of the Comprehensive Plan commencing in 2028.





# GOALS

## Land Use and Transportation

---

Madison will be comprised of compact, interconnected neighborhoods anchored by a network of mixed-use activity centers.

Madison will have a safe, efficient, and affordable regional transportation system that offers a variety of choices among transportation modes.

## Neighborhoods and Housing

---

Madison will be a safe and welcoming city of strong and complete neighborhoods that meet the needs of all residents.

Madison will have a full range of quality and affordable housing opportunities throughout the City.

## Economy and Opportunity

---

Madison will have a growing, diversified economy that offers opportunity for businesses and residents to prosper.

Madison will have equitable education and advancement opportunities that meet the needs of each resident.

## Culture and Character

---

Madison will be a vibrant and creative city that values and builds upon its cultural and historic assets.

Madison will have a unique character and strong sense of place in its neighborhoods and the city as a whole.

## Green and Resilient

---

Madison will be a leader in stewardship of our land, air, and water resources.

Madison will have a model park and open space system that preserves our significant natural features and offers spaces for recreation and bringing residents together.

## Effective Government

---

Madison will have efficient and reliable public utilities, facilities, and services that support all residents.

Madison will collaborate with other governmental and non-governmental entities to improve efficiency and achieve shared goals.





# ENGAGEMENT PROCESS



# 15,000+ people engaged through Imagine Madison



**Website**  
11,960 unique visitors



**Community Meetings**  
10 meetings / 371 participants



**Resident Panels**  
231 participants



**Markets and Festivals**  
19 Events / 649 interactions



**Social Media**  
803 followers



**Mini-Documentary**



**Planning Pop-ins**  
60 pop-ins / 1,775 attendees  
→ Hip Hop Architecture & Planning Camp  
→ Cap Times Talk  
→ UW-Madison PEOPLE Program  
→ UW-Madison Classes



**Inter-agency Staff Team**  
23 staff members / 17 departments



**Neighborhood Resource Teams**  
9 Teams / 118 attendees



**City Committees**  
16 Boards, Commissions, and Committees



# PUBLIC ENGAGEMENT

Actively involving community stakeholders and the public in developing Madison’s Comprehensive Plan was a primary objective of Imagine Madison. Broad public engagement helps ensure that the resulting Comprehensive Plan accurately reflects the vision, goals, and values of the community.

In June 2016, the Plan Commission and Common Council adopted the Public Engagement Plan for Imagine Madison, which outlined a broad participation effort. The main objectives of the Public Engagement Plan were to ensure community involvement was inclusive, relevant, transparent, flexible, and fun. Special emphasis was placed on finding ways to encourage involvement by groups within the community that are often underrepresented in planning processes.

The demographics of participants were tracked throughout the process to monitor how they matched that of the city population as a whole. Adjustments were made as demographic gaps in engagement were identified.

Imagine Madison used many methods to involve the community in the process. The primary methods used are summarized below.

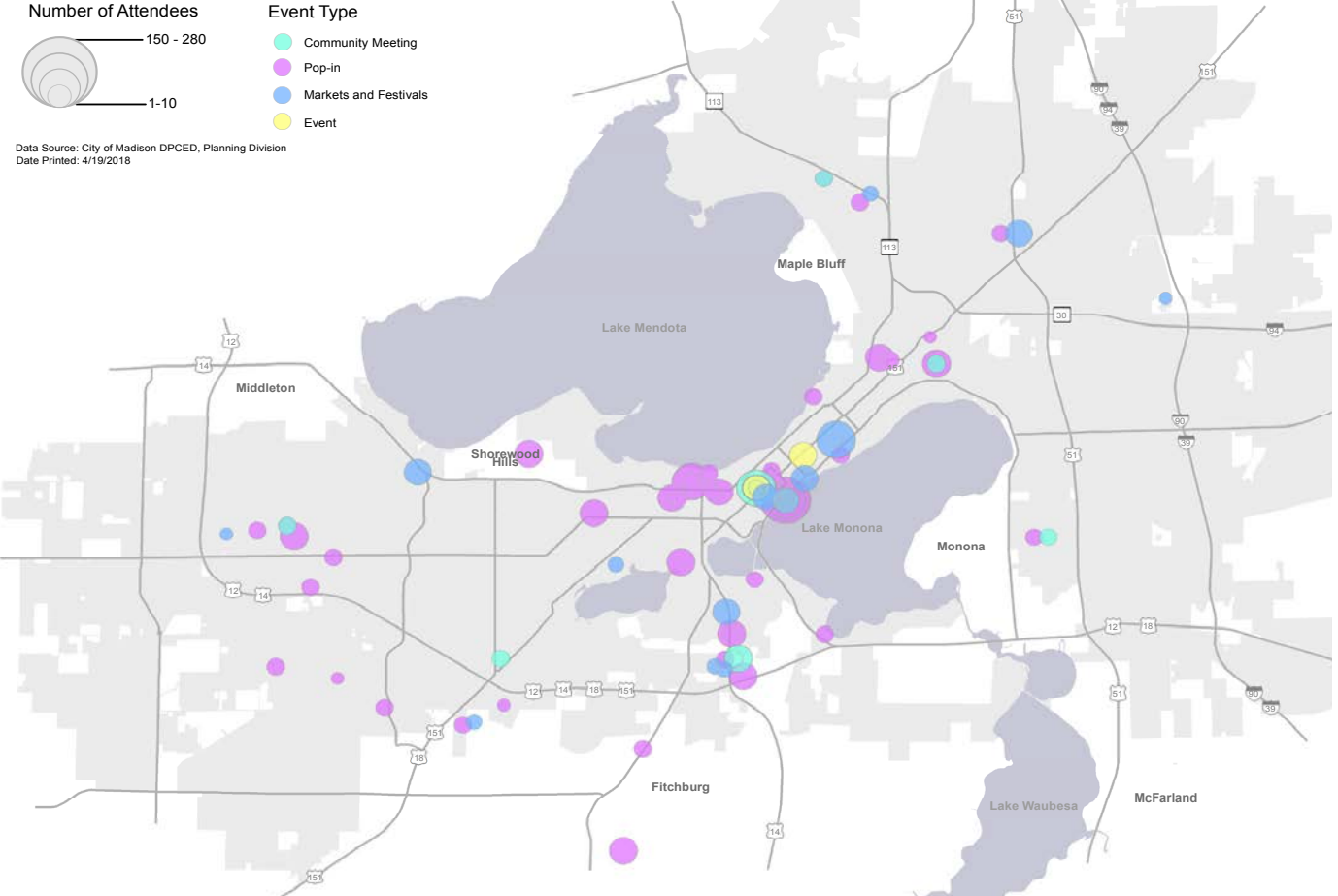
## Community Meetings

Community meetings were held to provide background information and gather input on key issues for each stage. Meetings were held in highly accessible facilities and distributed geographically throughout the city to remove barriers to participation. Food, childcare, and language translation services were provided at each meeting.

## Imagine Madison Website

The Imagine Madison project website (imaginemadisonwi.com) served as the project’s hub for information and engagement. The website had nearly 12,000 unique visitors throughout the project. In-depth surveys were available on the website during each phase, which provided an opportunity for online participants to complete activities similar to those at the community meetings and other venues.

## Public Engagement Events



## Resident Panels

Resident Panels were a significant part of the Public Engagement Plan for Imagine Madison. The Resident Panel initiative was a proactive approach to ensure that Imagine Madison engaged residents who have historically been underrepresented in City planning processes. The City partnered with community-based organizations that have connections to Madison’s communities of color, lower income residents, and other residents whose voices are often missing from community conversations. Selected community partners convened panels of approximately 10-15 residents to discuss and provide feedback on the topics of the Comprehensive Plan. The Panels completed activities similar to Community Meeting attendees.

Resident Panels were created to remove as many barriers to participation as possible. The City provided funding to the community partners to cover costs associated with convening the Panels, such as meeting space rental, food, childcare, and transportation.

## Pop-ins

Project staff attended various events and meetings in the community, such as Neighborhood Association meetings, University of Wisconsin - Madison classes, and LaSup (Latino Support Network of Dane County) meetings. Staff provided information and received feedback at these Planning Pop-ins.

# PROCESS

## PHASE 1



## PHASE 1

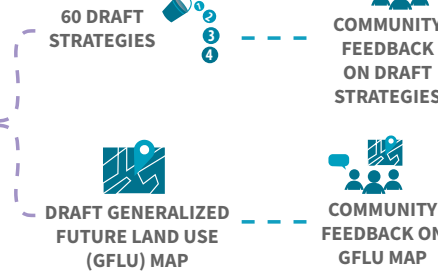
The primary purposes of Phase 1 were to:

- Describe what a Comprehensive Plan is and why it is important;
- Summarize background information on key trends that will affect Madison in the future;
- Receive feedback about what should be improved in Madison.

Thirteen Draft Goals were presented and the community was asked two questions about each Goal: is this goal important? And: how are we currently doing as a community to achieve this goal? Participants were also offered the opportunity to provide ideas for issues and goals that were missed.

Between Phase 1 and Phase 2, the Goals were revised back on feedback and re-organized into six Elements, with each Element having two Goals.

## PHASE 2



## PHASE 2

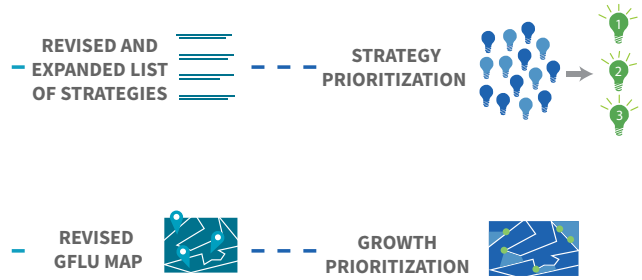
The primary purposes of Phase 2 were to:

- Identify Strategies we should use to achieve the Goals identified in Phase 1;
- Suggest changes to the Generalized Future Land Use (GFLU) Map.

For Strategy identification, participants reviewed draft Strategies and voted for the ones that they supported, or wrote in new Strategy ideas for others to see and vote on.

During this phase, the community also provided feedback on the Generalized Future Land Use Map. Staff then responded to those comments and created an updated Draft Future Land Use Map. Beginning in April 2017, the community made comments on the updated Draft Future Land Use Map for consideration by the Plan Commission.

## PHASE 3



## PHASE 3

The primary purposes of Phase 3 were to:

- Prioritize the Strategies identified in Phase 2;
- Suggest ideas for Action steps to implement the Strategies;
- Prioritize where Madison should accommodate growth.

For Strategy prioritization, the focus was to isolate which ideas were most important to ensure the Plan reflected community priorities. For growth priorization, background information on recent housing and population growth trends were provided for context. Participants could select locations in Madison where they felt future growth should be accommodated.





GROWTH FRAMEWORK



## INTRODUCTION

This chapter establishes the overall framework for the continued growth and development of the city over the next two-plus decades. It maps the planned land use outcomes that will result from implementation of many of the goals, strategies, and actions established within the other six Elements. For example, a goal within the Land Use and Transportation states that “Madison will be comprised of compact, interconnected neighborhoods anchored by a network of mixed-use Activity Centers.” The Growth Framework maps those Activity Centers, lending a more specific, location-based view of a very general goal. While it may appear that the Growth Framework primarily relates to the Land Use and Transportation Element, it is directly related to the implementation of all the Elements. The City cannot fulfill the Neighborhoods and Housing goals without first creating the land use framework that helps establish complete neighborhoods and provides opportunities for affordable housing construction. Similarly, the goals from all of this Plan’s Elements relate to the form that the physical development of the city will take over the next two decades.

The Growth Framework is split into three main components:

1. The Growth Priority Areas section identifies where the city should accommodate much of the anticipated 40,000 new housing units and 37,000 new jobs that it will see by 2040.
2. The Generalized Future Land Use section assigns general land use categories to all areas of the city and all areas that may become part of the city over the next twenty-plus years.
3. The Peripheral Planning Areas section looks further into the future than the Generalized Future Land Use section, describing areas that may eventually become part of the city, but likely not for at least two decades.

Together these three sections establish the physical framework for achieving the goals, strategies, and actions contained in the other Elements of this Plan.





## Growth Priority Areas

The Growth Priority Areas Map on the following page shows Activity Centers and corridors planned for infill development, as well as prioritized peripheral growth areas and new Activity Centers (see Strategy 5 in this chapter for a definition of “Activity Center”).

Activity Centers are broken down into Regional, Community, and Neighborhood Activity Centers, based on the centers’ general size, position within the metro area, and current or prospective ability to draw from the surrounding area or region. Regional Activity Centers tend to be larger in size, along major streets and transit routes, and have the capacity to serve as a relatively intense mixed-use center for both the surrounding area and the city as a whole. Community Activity Centers still tend to have access to transit and major streets, but are expected to develop at a lower intensity than regional centers and serve a smaller area. Neighborhood centers tend to draw primarily from the surrounding neighborhoods, generally have less transit access, and are sometimes located along less busy streets or sections of streets.

Activity Centers are also broken into categories based on whether they are already established as a mixed-use center, have existing commercial or employment development that should transition to a mix of uses, or are currently undeveloped but planned for a future Activity Center. Established Activity Centers have tended to attract the majority of redevelopment since the last Comprehensive Plan in 2006, as they have the walkability, transit service, destinations, and other amenities already in place that residents demand. Established Activity Centers will continue to see redevelopment, but unlocking the potential of Activity Centers that are identified for a transition to mixed-use development will be a major key in addressing the strong preference for redevelopment expressed throughout the public interactions that took place as part of the Imagine Madison process (see Strategy 6 in the Land Use and Transportation Element for further discussion). The City should continue to encourage appropriate redevelopment within Activity Centers and mixed-use corridors through implementation of strategies and actions within this Plan, but will also need to undertake










detailed planning to set the stage for some identified commercial and employment areas to transition to vibrant mixed-use Activity Centers. Some Transitioning and Future Centers may take 20 or more years to become Established Centers. While creating more Established Activity Centers is a major focus of this Plan, there is no specific timetable for building out the various Transitioning and Future Activity Centers. Implementation of some Activity Centers will depend upon annexation of land into the city under existing boundary agreements.

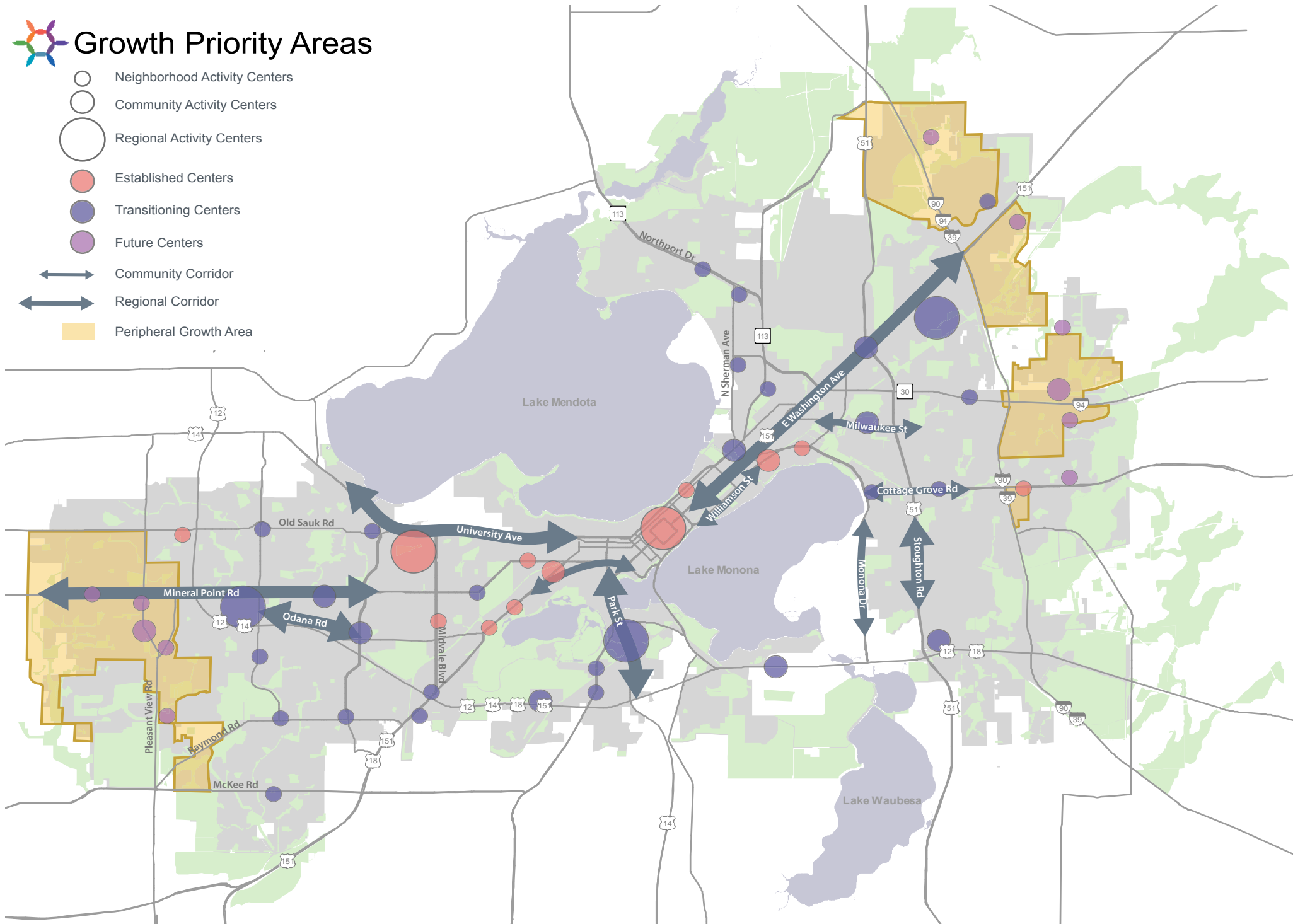
New peripheral growth will still be allowed, but should occur within priority areas, as shown on the map on the following page. The City has an opportunity to capture the high regional demand for walkable living as part of newly developed Traditional Neighborhood Developments (TNDs) on the periphery. The smaller lots, gridded streets, and Activity Centers that are a part of TNDs not only aid in creating a strong sense of place, but also create high-value development and allow for more residents to be served with less infrastructure. When combined with continuing redevelopment, which tends to generate even more property value and occurs in areas where infrastructure and services are already present, the City’s growth priorities will help contribute towards long-term financial stability.





# Growth Priority Areas

-  Neighborhood Activity Centers
-  Community Activity Centers
-  Regional Activity Centers
-  Established Centers
-  Transitioning Centers
-  Future Centers
-  Community Corridor
-  Regional Corridor
-  Peripheral Growth Area





## 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 Generalized Future Land Use 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 MR, 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.

The 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. Detailed 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.

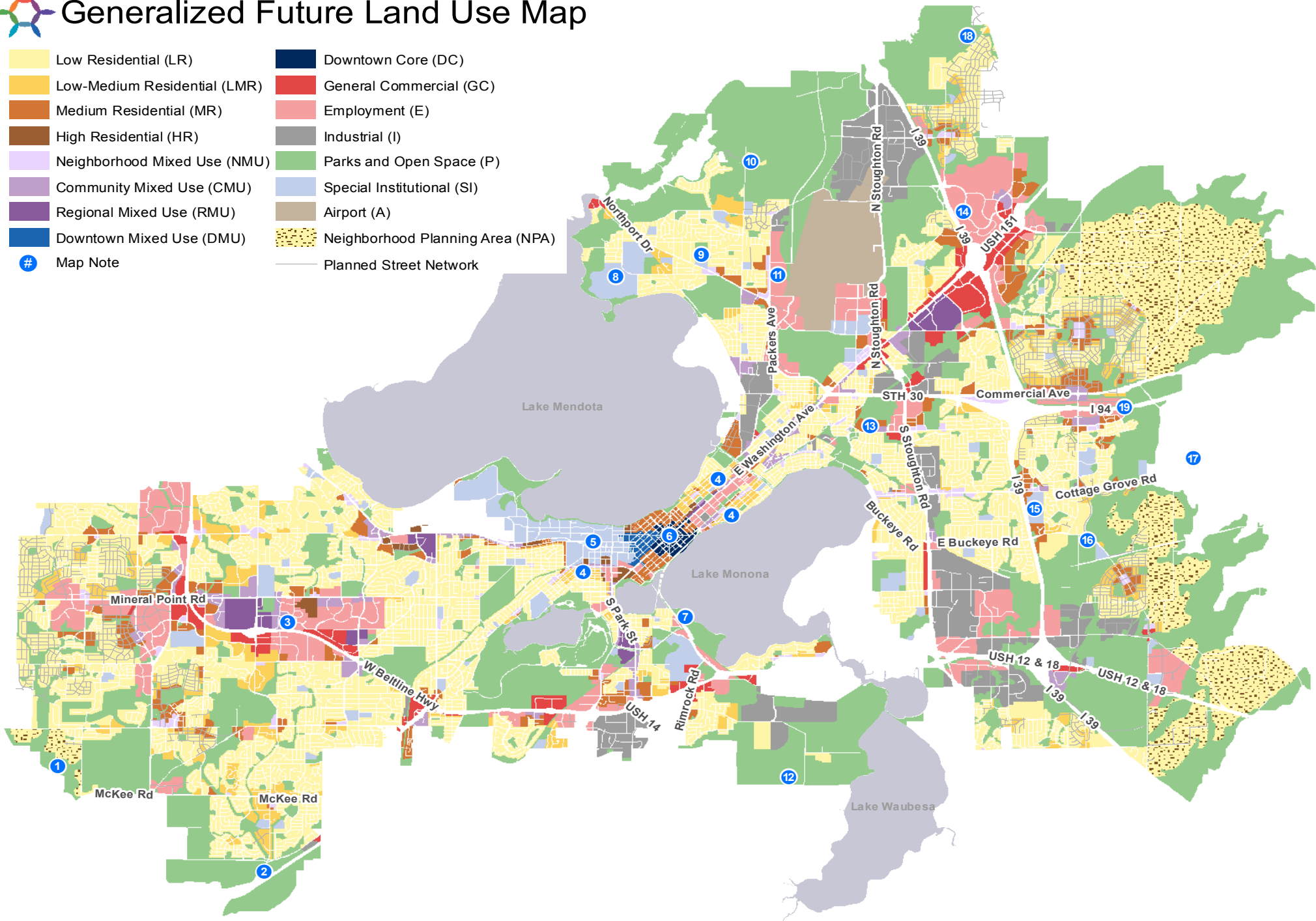
### Generalized Future Land Use Map Categories

The following list, along with the accompanying charts for residential and mixed-use land use categories, describes 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 – please see the additional discussion in the appendix to this Plan regarding the relationship between the Comprehensive Plan and sub-area plans.



# Generalized Future Land Use Map

- |                              |                                  |
|------------------------------|----------------------------------|
| Low Residential (LR)         | Downtown Core (DC)               |
| Low-Medium Residential (LMR) | General Commercial (GC)          |
| Medium Residential (MR)      | Employment (E)                   |
| High Residential (HR)        | Industrial (I)                   |
| Neighborhood Mixed Use (NMU) | Parks and Open Space (P)         |
| Community Mixed Use (CMU)    | Special Institutional (SI)       |
| Regional Mixed Use (RMU)     | Airport (A)                      |
| Downtown Mixed Use (DMU)     | Neighborhood Planning Area (NPA) |
| # Map Note                   | Planned Street Network           |





## Map Notes

1. There are significant natural glacial features along this corridor which should be preserved and incorporated into an Ice Age National Scenic Trail connection between University Ridge Golf Course and Mid Town Road at Shady Oak Lane.
2. While this parcel would ideally be retained as open space and/or farmland as part of a community separation area between Verona and Madison, it may be developed as an employment use.
3. West Towne Mall, the Odana Road corridor, and Westgate Mall are shown as future mixed-use areas. However, redevelopment that includes substantial residential components within the area that is generally bounded by Whitney Way (east), Mineral Point Road (north), High Point Road (west) and Schroeder Road (south) should be preceded by adoption of a detailed City plan. Such a plan should address for connectivity improvements, more parks and open space, and other amenities and infrastructure necessary to support residential development.
4. The “house-like” residential character of this LMR area should be retained, and any limited redevelopment should generally maintain the current single-family/two-flat/three-flat development rhythm.
5. The University of Wisconsin-Madison Campus Master Plan provides detailed land use and development recommendations for the UW Campus area. All UW development within the UW Campus boundary should be consistent with the Campus Master Plan unless an exception is approved by the City. Any neighborhood plans that cover part of the UW Campus should also be consulted when reviewing development within the Campus boundary.
6. 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 stepbacks/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.
7. The existing office and residential uses are recommended to continue until a future opportunity arises to convert this area to public park and open space use. The existing uses should not be expanded and the land should not be redeveloped.
8. 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
9. 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 mixed-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.
10. 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.
11. 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.
12. 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.
13. The City should work with the Town of Blooming Grove, as outlined in the 2005 intergovernmental agreement, to prepare a special area plan for land generally bounded by Milwaukee Street, Starkweather Creek, the railroad tracks/Highway 30, and Regas Road extended, prior to any development within the area.
14. Areas to the east and west of Eastpark Boulevard in this location may be appropriate for Community Mixed Use development if additional connectivity in the street network is provided to break up the large blocks and sufficient accessible parkland is dedicated for residential dwelling units.
15. 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.
16. If restoring the high ground east of Underdahl Road to open space is not feasible this area should transition to residential development.
17. Portions of this area should be considered for permanent open space and agricultural land preservation as part of a community separation agreement with the Village of Cottage Grove and Town of Cottage Grove.
18. A portion of this area may have the potential for limited development as a conservation subdivision.
19. An Interstate interchange in this general location would help implement the land uses and intensities planned for this area.

## 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 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 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.

### Residential Future Land Use Categories

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

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

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

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

' Dormers or partial third floors are permitted.



**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 the Neighborhoods and Housing Element 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 (MR)**

Medium Residential (MR) 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 MR designation. MR 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. MR 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 MR area. MR 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 MR areas where the use adjoins less intense residential development – architectural features such as a stepbacks may be needed to transition MR 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 allowed recommended by an approved neighborhood plan). Similar to MR 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 development as part of a complete neighborhood and should be transit-oriented.



## 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.*

## Mixed-Use Categories

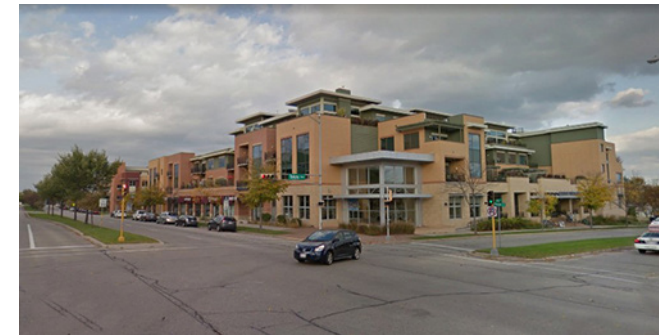
The various mixed-use categories are generally mapped along transit corridors and in areas recommended for development of Activity Centers. The range of nonresidential uses, and the development density of both residential and non-residential uses in mixed-use categories will vary depending on the size 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. 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 unit sizes, including three bedroom (or larger) units.

### Neighborhood Mixed-Use (NMU)

The Neighborhood Mixed-Use (NMU) category includes existing and planned relatively small 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 variety 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: the Plan Commission may consider one-story gas stations with an accompanying convenience store 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 MR category, though they may occur at higher intensities.



**Regional Mixed-Use (RMU)**

The Regional Mixed-Use (RMU) category includes existing and planned high-intensity centers supporting a variety of multi-family housing options and commercial activity serving the needs of the region. These areas typically include large-scale sites supportive of multistory buildings up to twelve stories in height, subject to recommendations in adopted subarea plans.

RMU areas should be the most intensively developed areas in the city outside of the downtown. Therefore, RMU areas are mapped close to the junctions of major streets, along major roads, close to highway interchanges, and along existing and planned high frequency/ high capacity public transit routes. As regional destinations for retail and jobs, RMU areas should be well connected with the adjoining street network and be transit-oriented. Areas should provide an urban environment characterized by a pedestrian friendly public street network, buildings placed close to the sidewalk and street, and should provide pedestrian amenities, such as decorative paving, lighting, plazas, benches, and landscaping. Parking should be located behind buildings, underground, in parking structures, or screened from the street. On street parking is desirable where possible.

The two largest RMU-mapped areas, East Towne Mall and West Towne Mall, are currently auto-oriented regional malls. They may continue to be regional malls for some time; however, future redevelopment that requires rezoning should begin the transition to a more pedestrian/ bicycle/ transit friendly environment with a wider variety of uses. The mall sites currently lack the internal street network, pedestrian network, and amenities that are necessary for successful mixed-use development. Any future intensive mixed-use redevelopment on the sites must proceed under either an adopted city plan for the area or be master-planned to ensure that redevelopment leads to a cohesive mixed-use project and not a series of disconnected buildings and discontinuous development. The addition of dwelling units to the sites will necessitate the provision of residential amenities, such as parkland, within easy walking distance of the new units. Such considerations must be addressed in any detailed city plan or developer master plan before widespread redevelopment occurs within both areas.



### **Downtown Mixed-Use (DMU)**

Downtown Mixed-Use (DMU) is used to delineate areas of the downtown that are outside the core of the downtown, but are still appropriate for intensive mixed-use development. DMU areas are generally more focused on residential, retail, and service uses than DC areas, but may also include some government and employment uses. Subject to the Downtown Plan height map, some DMU areas are appropriate for mixed-use development that can rival development intensities within DC areas (e.g., Ovation 309, The James, and The Hub developments). Refer to the Downtown Plan for details on heights, mix of uses, ground floor uses, pedestrian friendly design, and other considerations that must be addressed for development within this category.



### **Downtown Core (DC)**

Downtown Core (DC) represents the nucleus of downtown and accommodates a wide variety of employment, service, retail, government, residential, and other uses in large scale buildings that comprise the most intensely developed part of the city. Refer to the Downtown Plan for details on heights, use mixes, ground floor uses, pedestrian friendly design, and other considerations that must be addressed for development within this category.



## **Commercial and Employment Districts**

Commercial and employment areas are recommended locations for businesses, corporate and government offices, medical facilities, retail, services, and other commercial land uses. Compared to mixed-use districts, commercial and employment areas are not generally expected to include a residential component, although limited residential uses may be present in some areas. Some of the mapped Employment areas are relatively large, such as office parks. Others are relatively small and may represent the site of a single business or employer.

### **General Commercial (GC)**

General Commercial (GC) areas provide the city's population with a wide range of retail goods and services, including certain business and professional offices. GC districts are not generally recommended for residential uses, though such uses may be considered as part of a conditional use under relevant zoning districts. GC can encompass relatively compact areas along roadways and larger commercial districts containing a wide variety of retail or service activities. GC includes automobile-oriented uses and "heavy" commercial uses with the appearance or operational characteristics not generally compatible with residential or small-scale commercial activities. Depending on their location, GC areas may provide some supporting uses to adjacent neighborhoods. Smaller GC areas should provide an attractive interface and convenient pedestrian connections with adjacent residential areas and should be designed to encourage non-car accessibility.

Typically located along major thoroughfares and at highway interchanges, GC areas should be served by public transit, particularly areas with large numbers of employees or retail customers. Depending on specific uses, the districts may require significant buffering from adjacent land uses. There is no limit on the size of establishments that may be constructed within a GC area, but all uses should be compatible with the density and scale of the surrounding development. While GC areas tend to be auto-oriented, changes to GC development that improve walking, biking, and transit access are encouraged.

### **Employment (E)**

Employment (E) areas include predominantly corporate and business offices, research facilities, laboratories, hospitals, medical clinics, and other similar uses. They generally do not include retail and consumer service uses for the wider community, but may include limited retail and service establishments that primarily serve employees and users of the district. E districts are not generally recommended for residential uses, though such uses may be considered as part of a conditional use under relevant zoning districts. Although generally used to identify relatively large, multi-establishment employment districts, such as the University Of Wisconsin Research Park, the designation may also be applied to an individual property, such as a hospital. While there are no fixed limits on size of an establishment or development intensity within E areas, all uses should be compatible with the density and scale of surrounding development. The intensity of development may vary significantly depending on the location and surrounding context.





## **Industrial (I)**

Industrial (I) areas accommodate manufacturing, wholesale, storage, distribution, transportation, repair/maintenance, and utility uses. The designation may also be used for landfills and gravel or mineral extraction activities. Industrial areas can include “nuisance” uses that should not be located in proximity to residential, mixed-use, or some other types of non-residential uses due to noise, odor, appearance, traffic, or other impacts. The I designation is not intended for retail or office uses not related to an industrial use, except for limited retail goods and services provided primarily to employees and users of businesses within the area. Compared to the E designation, I areas generally have a relatively smaller workforce (for a given area), an emphasis on truck or rail traffic, and other characteristics such as outdoor work areas and outdoor equipment and materials storage.

Industrial areas typically require easy access to the regional highway system for deliveries and shipping of products. Some uses also require rail service and/or locations convenient to air transportation/shipping. Industrial areas should be served with public transportation whenever possible, especially areas with large numbers of employees. Shift work can be more common within industrial businesses, so demand for transit may occur outside of the typical rush hour times. Areas may provide a variety of flexible sites for small, local, or startup businesses and sites for large regional or national businesses.

Architectural, site design, and landscaping features within I areas may not be as extensive as in E areas, though properties should be well buffered and screened from adjacent land uses that may not be compatible and parking/storage areas should be screened from public streets. Buildings and site improvements may be more simple and vehicle-oriented than in other land use categories.

## **Special Districts**

Three categories – Parks and Open Space, Special Institutional, and Airport – are grouped together under “Special Districts.” Unlike the other groupings of categories, each of the three listed below are very different – see the descriptions below for what is allowed within each designation.

### **Parks and Open Space (P)**

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, 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 Edgewood 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.

### **Airport**

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.

## Peripheral Planning Areas

The Peripheral Planning Areas (PPAs) Map makes general recommendations for lands at the edges of the urban area where the City of Madison might have a potential interest in, and an opportunity for, future municipal expansion and urban development. More detailed planning will determine how much of these areas are recommended for development and whether the City should seek municipal jurisdiction over the entire area. This planning will also include the associated cities, villages, and towns to discuss areas of mutual concern. PPAs do not include lands within another city or village or where future City expansion is precluded by an intergovernmental agreement. In all cases, Neighborhood Development Plans (NDPs) should be completed for these areas prior to development. The PPAs are divided into two groups based on their priority for more detailed planning. See the Peripheral Planning Areas Map for the locations of areas A through F.

The City's primary objectives for PPAs include:

- Maintain the land in agriculture and open space uses until needed for planned urban expansion;
- Preserve the City of Madison's ability to annex land and extend urban services to serve future urban development;
- Seek to reduce conflicts with neighboring jurisdictions regarding annexation and urban development;
- Identify and seek to preserve lands that should be maintained in permanent agricultural or open space uses.

## Group 1 Planning Areas

Group 1 PPAs are the general locations recommended for City of Madison expansion and development, but for which detailed neighborhood development plans have not yet been prepared and adopted. Except for portions of PPA-A, -B and -C that are in close proximity to existing City services, City of Madison development within Group 1 areas is not anticipated in the next 10 years. Such development should

only proceed after a detailed NDP is adopted for the area. Not all of the land within Group 1 areas will necessarily be recommended for development or future City of Madison expansion.

### Planning Area A

Planning Area A (PPA-A) extends to the west of University Ridge Golf Course, between Mid-Town Road and CTH PD. This area is currently located within the Town of Verona and is adjacent to segments of the City of Verona's northern border. PPA-A is the only potential City of Madison expansion area on the west side of the City not already covered by a NDP and an intergovernmental agreement. City of Madison utilities and services currently serve development on adjacent lands and at least part of the area can be served by this existing infrastructure. A future MMSD sanitary sewer interceptor will eventually be extended between CTH PD and Mid-Town Road to serve the eastern half of this area. There is a considerable amount of unsewered residential development within the area, which influences the potential extent of City expansion and the prospects for more intensive development.

### Planning Area B

Planning Area B (PPA-B) is located to the east of the Nelson, Felland, and Northeast NDPs. The western part of this area is in the Town of Burke and will be attached to the City of Madison under the Burke Cooperative Plan. The Cooperative Plan also delineates an ultimate boundary between Madison and Sun Prairie. The remainder of PPA-B is currently within the Town of Sun Prairie. Sanitary sewer service would likely be provided by extensions of interceptors located in the Felland and Northeast NDPs.

### Planning Area C

Planning Area C (PPA-C) is located east of Madison's Sprecher Neighborhood and the Door Creek corridor. Recent attachments to the city as part of the Town of Blooming Grove Cooperative Plan have brought the city boundary close to this area. While the amount of existing unsewered residential development in the Town of Cottage Grove and planned sewer development in the Village of Cottage Grove may limit the potential for more intensive types of development in the City of Madison, at least some portions of PPA-C might be appropriate for future development.

This area could also include some form of permanent open space separation area between the Madison and Cottage Grove urbanized areas. A map note is included on the Generalized Future Land Use Map that indicates that "portions of this area should be considered for permanent open space and agricultural land preservation as part of a community separation agreement with the Village of Cottage Grove and Town of Cottage Grove." Community separation could be achieved by expanding the open space corridors associated with Door Creek and related wetland areas, creating other recreational areas, reserving public parklands, and creating permanent agricultural preservation areas.

### Planning Area D

Planning Area D (PPA-D) covers a potential expansion and urban development area to the southeast of the city. It is generally located between the Yahara Hills NDP and the Door Creek corridor. The City will be adjacent to northern half of PPA-D in 2020 as a result of a large, phased attachment from the Town of Blooming Grove. Sanitary sewer service for this area would likely come from extensions to the Yahara Hills NDP area.

## Group 2 Planning Areas

Group 2 PPAs are recommended for continued agricultural and open space uses. Urban development is not anticipated within this Plan's 20-year planning period. However, if regional growth continues at the currently projected pace, some portions of the Group 2 PPAs may be suitable for urban development after 2040, and are located where City of Madison services could potentially be extended. Even if urban development eventually reaches these areas, some of the land in the Group 2 PPAs may be appropriate for consideration as permanent agricultural use areas, in addition to any lands that would be reserved for park and open space uses.

### Planning Area E

Planning Area E (PPA-E) is located to the northeast of PPA-B and is currently in the Town of Sun Prairie. While PPA-E area appears generally suitable for some long-term future urban development, it is undetermined whether or to what extent the City would grow into the area. County Trunk



Highway N has an interchange with Interstate Highway 94 to the south of this area, making the area attractive for long-term employment growth. Interstate access is also likely to encourage nearer-term development of lands by adjacent municipalities.

**Planning Area F**

Planning Area F (PPA-F) is located to the southeast of the Yahara Hills NDP and PPA-D. Interstate Highway 39-90, U.S. Highway 12 & 18, and County Trunk Highway N provide good access to this area, potentially supporting long-term employment growth. The area is relatively distant from other cities and villages, making it less likely that long-term City of Madison expansion into the area will be precluded by expansion of another municipality.



## Peripheral Planning Areas

Neighborhood Development Plan Areas

### Peripheral Planning Areas

Group 1 (Areas A, B, C, D)

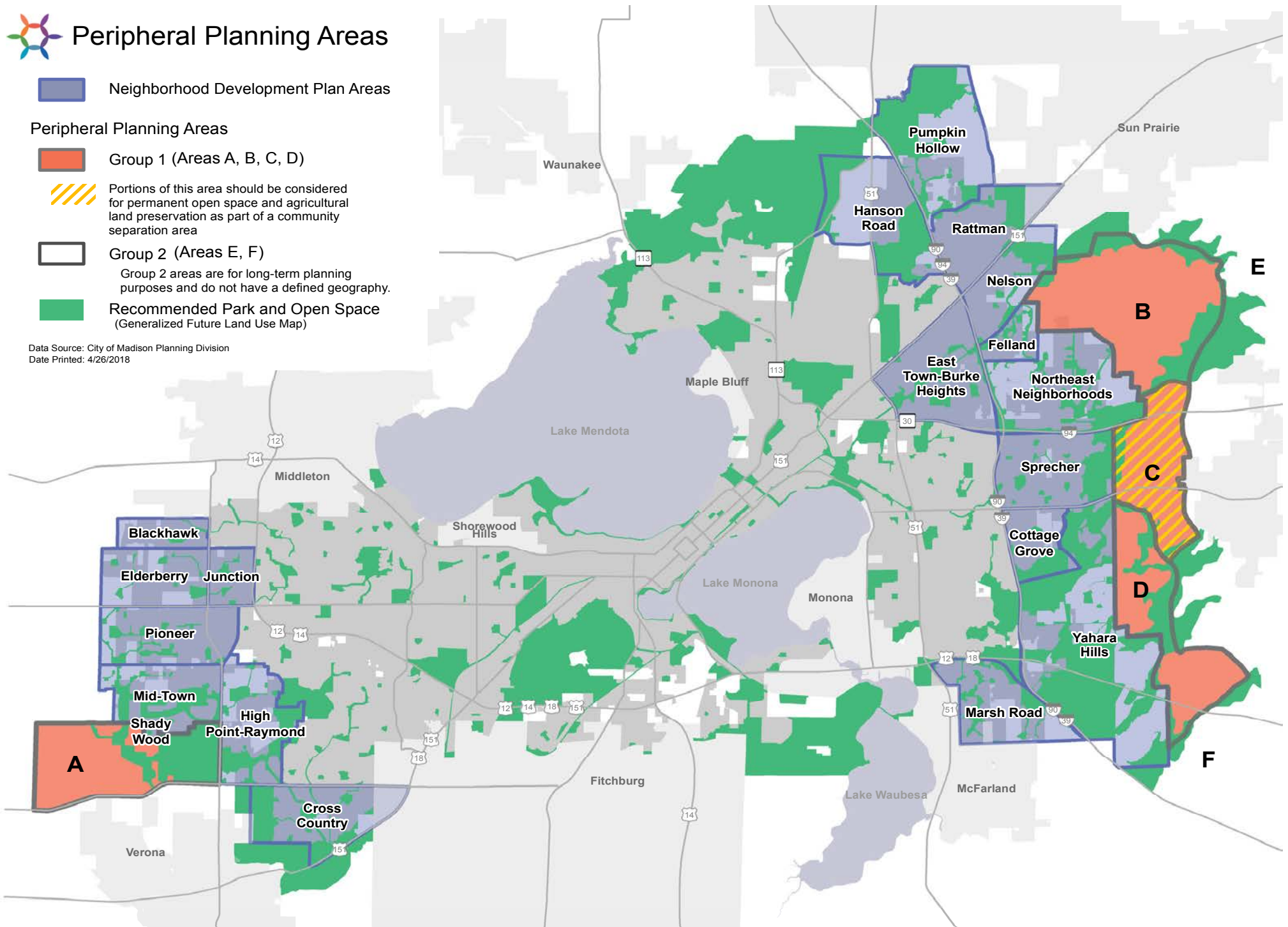
Portions of this area should be considered for permanent open space and agricultural land preservation as part of a community separation area

Group 2 (Areas E, F)

Group 2 areas are for long-term planning purposes and do not have a defined geography.

Recommended Park and Open Space  
(Generalized Future Land Use Map)

Data Source: City of Madison Planning Division  
Date Printed: 4/26/2018





An aerial photograph of Madison, Wisconsin, showing a dense urban area with a mix of residential and commercial buildings. The Wisconsin State Capitol is visible in the center. The city is surrounded by green spaces and trees, with the Koshongong River flowing through it. The text "LAND USE AND TRANSPORTATION" is overlaid on the bottom half of the image.

# LAND USE AND TRANSPORTATION

GOAL: Madison will be comprised of compact, interconnected neighborhoods anchored by a network of mixed-use activity centers.

GOAL: Madison will have a safe, efficient, and affordable regional transportation system that offers a variety of choices among transportation modes.



## INTRODUCTION

The City of Madison has added about 27,000 new residents since the last Comprehensive Plan was adopted in 2006 and almost 50,000 residents over the past 20 years. This Plan estimates that the city will grow by another 70,000 residents and 37,000 jobs by 2040. The city's growing economy, cultural amenities, vibrant neighborhoods, natural landscape, and inclusive government all attract people to the city and region. With all the reasons to live and work in Madison, this Element, combined with the Growth Framework, seeks to provide ways for the city to continue to accommodate new residents and jobs while enhancing all the factors that attracted them to the city in the first place.

While it is easy to accommodate growth, it is a challenge to grow in a way that successfully builds upon the city's strengths. Without guidance, development can happen in a way that is most convenient and profitable in the short term, with little regard for the long term impacts on the city and its residents. With that in mind, how does the city create great new neighborhoods? Where can all the residents with a desire for urban living go when the city's older neighborhoods aren't getting any bigger? Is enough space designated for new and growing businesses in the Generalized Future Land Use Map, especially as the ways commercial space is used rapidly changes? How do all these new residents and employees get from one place to another without overwhelming the city's streets and highways?

This Plan combines Land Use and Transportation into one Element, acknowledging the inseparable link between them. Urban living is more desirable when destinations are conveniently and safely reached by walking, biking, or transit. Living in developing peripheral neighborhoods is enhanced when there are amenities close by and viable alternatives to driving.

This Element, combined with the Growth Framework Chapter, sets the path for the city's overall long-term growth. Other Elements within this Plan will also impact how the city grows, and other City plans often provide more details on specific topics or smaller geographies. The appendix to

this Plan contains additional information related to land use and design, such as the relationship between this Plan and various sub-area plans, along with general land use and transportation principles that should be applied to future development, planning, and decision-making to help the city prosper over the long term. Additionally, the Generalized Future Land Use Map in the Growth Framework chapter will help guide development and redevelopment within the city, and should be implemented consistent with this chapter's Goals, Strategies, and Actions.

## STRATEGIES

1. Implement **bus rapid transit** to improve travel times, enhance reliability, and increase ridership.
2. Improve **transit service**, especially to peripheral employment and residential locations, with a focus on **reducing the travel time** for transit dependent populations.
3. Ensure **all populations benefit** from the City's **transportation investments**.
4. Improve access to **transit service to nearby cities**, such as Milwaukee, Chicago, and Minneapolis.
5. **Concentrate** the highest intensity **development along transit corridors**, downtown, and at Activity Centers.
6. Reduce the demand for development of **farmland** on the periphery of the city.
7. Maintain **downtown Madison** as a major activity center for the region while improving access and inclusivity.
8. Expand and improve our **pedestrian and bicycle networks** to enable safe and convenient active transportation.
9. Implement **new technologies** to more efficiently use our existing transportation infrastructure.





## Strategy 1

### Implement bus rapid transit (BRT) to improve travel times, enhance reliability, and increase ridership.

#### Actions:

- Build a new bus storage and maintenance facility to support an expanded bus fleet.
- Prepare detailed plans for BRT corridors to guide redevelopment and improve pedestrian and bicycle linkages.
- Integrate BRT-supportive features into street reconstruction and development projects along BRT corridors wherever feasible.
- Explore opportunities to use TIF to fund BRT infrastructure.

While 2016 Metro Transit ridership declined 13 percent from a record high 15.2 million riders in 2014, ridership is still up by 11 percent over 2006 levels and 46 percent since 1990 (outpacing 32 percent population growth since 1990). Given these increases, plus challenges with bus crowding on certain routes, the continuing growth of the city, and public support of continued redevelopment (see discussion in Strategy 6 in this Element), an upgrade to the city's transit system is needed within the next five years to provide people with an improved alternative to car travel. Bus rapid transit is a cost-effective way to provide more frequent, faster service than the traditional bus system. Under this Plan and the City's adopted Transportation Master Plan, it is a critical piece of the transportation system that will support both transit-oriented redevelopment and expansion of transit service to developing neighborhoods while improving transit travel times.

Implementing BRT will require additional funding (see Effective Government Strategy 2), continued detailed planning for the system itself, land use planning in areas around new BRT routes, and potentially prioritizing transit over car traffic and on street parking in some cases.

#### a. Bus Storage and Maintenance Facility

Metro Transit's current bus storage and maintenance facility is over capacity and lacks the infrastructure to serve the next generation of electric buses. A new facility is a prerequisite for implementing BRT and an expansion of traditional bus service to unserved areas. The existing bus maintenance facility also needs to be upgraded to improve safety, lighting, electrical service, and other elements.

#### b. Plans for BRT Corridors

The City has seen strong demand for redevelopment along major transit corridors. That demand is likely to increase when transit service is improved. BRT corridors should be among the areas prioritized for the preparation of detailed sub-area plans. Such plans should not only cover building use and design to complement investments in transit, but also improvements to pedestrian and bicycle infrastructure that make it easier for people to get to BRT stations.

**"Continue to pursue the implementation of rapid transit! This is how people are able to get to their jobs and access vital individual/community health and wellness resources."  
– Resident Panel participant**

#### c. BRT and Street Reconstruction

Some corridors, such as Park Street and University Avenue from Shorewood Boulevard to Campus Drive, are slated for reconstruction over the next decade or so. The City should design such streets for future BRT service to avoid having to retrofit them in the future.

#### What is "Bus Rapid Transit"?

Bus Rapid Transit (BRT) is an enhanced bus-based public transportation system that delivers faster service with more amenities than "standard" bus service. The best BRT systems integrate as many of the following features as possible:

- Dedicated lanes/alignment
- Off-board fare payment
- All-door boarding
- Platform-level boarding
- Priority treatment for buses at signalized intersections – traffic lights stay green as buses are approaching
- High-capacity articulated vehicles
- High-quality stations
- More widely spaced stations - generally about a half-mile apart, rather than a quarter-mile or less for typical bus service
- Faster service
- More frequent service
- Prominent branding to differentiate BRT from standard bus routes

#### d. TIF and BRT

Tax Increment Financing (TIF) is one of the few tools that the City has to fund economic development and infrastructure outside of using general debt or the general fund. With BRT's potential to spur redevelopment, there may be an opportunity to capture value from redevelopment projects and apply it to making the infrastructure improvements needed to implement BRT within some Tax Increment Districts. TIF funds can help finance land costs and certain non-assessable infrastructure costs associated with BRT construction. Any investment in BRT infrastructure will be limited to eligible project costs and balanced with supporting other expenditures within a Tax Increment District (TID). Please see the Economy and Opportunity Element for a definition of TIF.



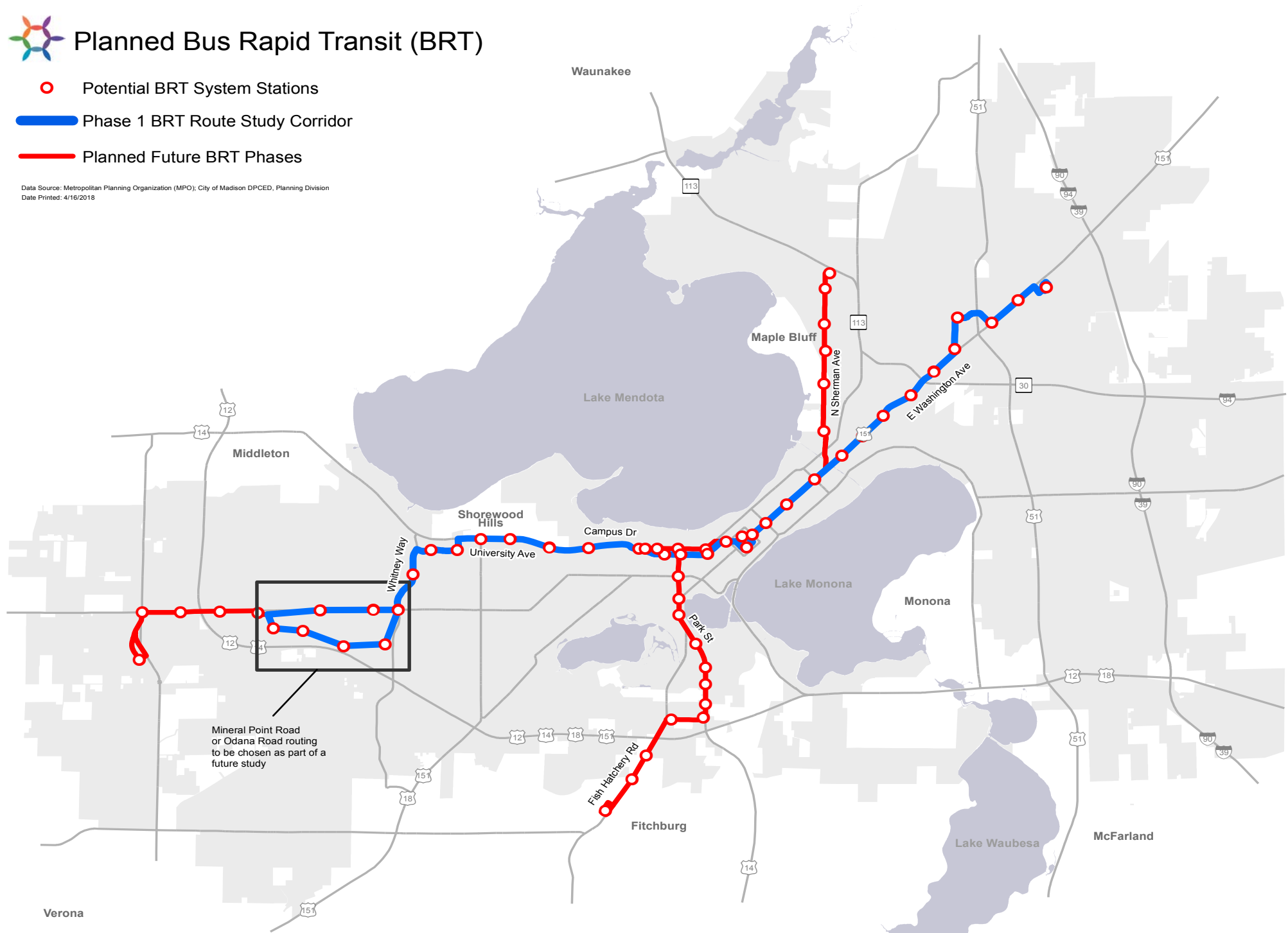
## Planned Bus Rapid Transit (BRT)

○ Potential BRT System Stations

— Phase 1 BRT Route Study Corridor

— Planned Future BRT Phases

Data Source: Metropolitan Planning Organization (MPO); City of Madison DPCE, Planning Division  
Date Printed: 4/16/2018





Strategy 2  
Improve transit service, especially to peripheral employment and residential locations, with a focus on reducing the travel time for transit dependent populations.

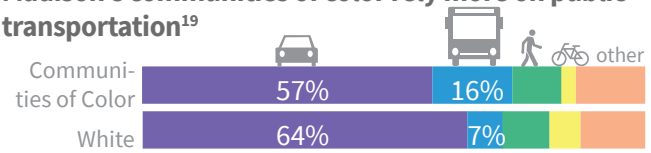
Actions:

- a. Pursue improvements to transit service in peripheral areas and adjacent municipalities.
- b. Consider implementing additional Madison Metro routes that more directly connect peripheral areas without traveling through Downtown.
- c. Prioritize improved service for transit-dependent populations when integrating Madison Metro routes and schedules with BRT.

Transit accessibility to destinations on the outskirts of the city and in the suburbs is a problem for many current and prospective users of Madison Metro. Some transit customers spend over an hour and make multiple transfers to get to destinations that would otherwise be a 20-minute ride on direct service. Other customers can take transit to their jobs, but due to shift work, cannot use transit to get home when their shifts end because buses are no longer running. Still more areas are totally inaccessible by transit, even during peak travel periods. With growing employment in suburban communities like Sun Prairie, DeForest, and Cottage Grove, job-seekers without cars are left behind. Access to employment is the primary issue for many households – without a stable, well-paying job, even “affordable” housing can be unattainable.

Stories of people declining job offers due to lack of transit service were mentioned during Imagine Madison’s engagement process, emphasizing the link between mobility and career opportunities. Career opportunities

Madison’s communities of color rely more on public transportation<sup>19</sup>



that should be available to all become limited for those who cannot reach employment due to lack of transit during the times that they need it most. Similarly, businesses can struggle to fill positions with qualified people if transit isn’t an option for their prospective employees. Linking employees and employers with transit will provide benefits to all.

Improving transit access was a high priority for many groups in the Imagine Madison process, but this strategy, and many of the related actions, cannot be adequately addressed without additional funding. Some nearby communities would like to participate in the Metro Transit system, but the City currently lacks the capacity to expand service due to constraints at its current maintenance facility. As a growing region, the Madison area needs to implement a regional transit system with a dependable funding mechanism. The funding is needed for both capital costs, such as a new bus storage and maintenance facility and new buses, as well as operating costs, such as diesel fuel (or electricity), bus maintenance, and drivers. Transit funding is addressed further under Strategy 2 in the Effective Government chapter.

a. Peripheral Transit Service

Transit system expansion has lagged on the growing periphery of the city. Further, there has been significant employment growth in suburban communities, much of which is not accessible by transit. While a Regional Transit Authority (RTA) would be the ideal solution, the City should work with other municipalities to extend transit service if the state does not enable RTA creation.

b. Peripheral Bus Route Connections

Current capacity constraints prevent any Metro service expansion and lack of a sustainable local funding source restricts Metro’s ability to expand coverage. Pursuing additional peripheral Metro connections is an important step towards improving transit service, but doing so will require additional funding.

c. Transit-Dependent Populations

The City will need to examine how best to integrate a future BRT system with the existing Metro system. A Racial Equity and Social Justice analysis should be completed as route restructuring progresses so that the impacts of changes on Metro customers are understood prior to implementation and measures can be taken to ensure that the system will be a net improvement for transit-dependent populations.

“Create transit routes that make it easier for city residents to take advantage of employment opportunities in outlying areas.”  
– Phase 3 website feedback



### Strategy 3

#### Ensure all populations benefit from the City's transportation investments.

##### Actions:

- Use the City's Racial Equity and Social Justice Initiative (RESJI) tools to inform major transportation projects.
- Partner with businesses and governmental entities to expand access to various money-saving transit pass programs.
- Pursue equitable distribution of amenities and traffic calming measures in street reconstruction projects throughout the city.

The City spends tens of millions of dollars every year to rebuild and maintain its street network. As the City addresses road maintenance needs, it is important to recognize that a significant portion of residents travel by non-auto modes of transportation. Increasing investment in transit, bike, and pedestrian infrastructure as the City maintains its roads will provide benefits to those who don't own a car or who do not drive (also see Strategy 8 in this chapter).

Similarly, amenities, pedestrian and bicycle enhancements, and traffic calming measures should be considered citywide, with a focus on the identification of priority projects based on an equitable process.

**"Ensure that more affordable neighborhoods farther from downtown also have reliable public transportation."**  
– online participant

##### a. Racial Equity, Social Justice and Transportation

The City's RESJI tools can help facilitate conscious consideration of equity and examine how communities of color and low-income populations will be affected by proposed City transportation projects.

##### b. Access to Transit Passes

Low income populations depend upon transit to get to jobs and appointments, but at the same time, are more likely to pay the full cash fare for a trip. Madison Metro has a Low Income Pass, but it is only sold during regular business hours at three locations. Making this pass available online or at libraries would increase access for communities most in need of the pass.

##### c. Amenities and Traffic Calming

The City's traditional outreach methods for major road reconstruction projects can result in project enhancements, but it can also put some neighborhoods at a disadvantage when residents do not attend input meetings due to job hours, child care needs, or other issues. Project enhancements, such as pedestrian and bicycle enhancements (or arterial streets) and traffic calming features (on collector and neighborhood streets) should be carefully assessed in any reconstruction project, with more deliberate assessment in areas with a greater concentration of underrepresented populations. Greater outreach to district alders, Neighborhood Resource Teams, or community-based organizations is a first step.





## Strategy 4

### Improve access to transit service to nearby cities, such as Milwaukee, Chicago, and Minneapolis.

#### Actions:

- Support construction of an intercity bus terminal that is well-integrated with Madison Metro and future BRT.
- Work with WisDOT and local railroad operators to maintain the viability of existing rail corridors for future passenger rail operations both within the city and to adjoining metro areas.
- Continue to advocate for high speed rail connections to nearby metro areas with state officials.

Better access to intercity bus service that is competitive with car travel to adjoining metro areas was a high priority for Imagine Madison Resident Panels. Resident panelists were more likely to be from communities of color and have relatives in nearby metropolitan areas. Faster transit options to get to those areas is an important piece of the transit picture for a significant portion of the city's population.

Madison has been without an intercity bus station since 2009. Pickup locations for intercity buses have since changed multiple times, with the current downtown/campus location on Langdon Street across from the UW-Madison's Memorial Union. This location, like others before it, simply has curbside pickup, and lacks any amenities. The City needs to support the establishment of a dedicated intercity bus terminal in a location easily accessible to Metro riders, future BRT riders, and the UW-Madison student population.

While intercity bus service will remain the city's primary transit link to nearby metro areas over the next ten-plus years, passenger rail connections to Milwaukee, Chicago, and Minneapolis should remain a long-term goal. The City should position itself to be ready to support implementation of intercity rail when there is more receptiveness to it at the State level.



#### a. Intercity Bus Terminal

While several bus companies provide service to destinations around the upper Midwest, the city lacks a bus terminal to provide shelter and amenities such as food or restrooms to people waiting for intercity buses. Any future terminal should be convenient to existing transit and easily accessible to the most frequent users of intercity buses. There may be an opportunity to integrate a terminal into a larger redevelopment project. In any case, the City will need to coordinate with private bus companies to ensure that they are supportive of the facility and will use it once it is complete.

**"In cooperation with bus companies, UW-Madison, and other partners, support the construction of an inter-city bus terminal."  
– online participant**

#### b. Existing Rail Corridors

The option for both commuter rail within Dane County and regional passenger rail connections to Milwaukee, Chicago, and Minneapolis should be preserved. Maintaining that option will require working with the Wisconsin DOT and railroad operators.

#### c. High Speed Rail

Fast, reliable, and convenient connections to larger Midwestern metro areas are needed to grow the city's economy. High-speed passenger rail can provide intermediate-distance connections faster and cheaper than cars or planes. Though state and federal support of this action varies, implementing rail connections to nearby metro areas remains an important element of a holistic transportation system for city residents and employers.

## Strategy 5

### Concentrate the highest intensity development along transit corridors, downtown, and at Activity Centers.

#### Actions:

- a. Implement Transit Oriented Development (TOD) overlay zoning along BRT and other existing and planned high-frequency transit service corridors to create development intensity minimums, reduce parking requirements, and support transit use.
- b. Ensure that redevelopment is well-integrated with adjacent low density residential areas.
- c. Facilitate the creation of Transportation Management Associations (TMAs) and implementation of Transportation Demand Management (TDM) strategies to serve high-intensity development at Activity Centers and along transit corridors.
- d. Prepare plans to transition auto-oriented commercial areas into mixed-use Activity Centers.

This Strategy and the accompanying Actions are closely related to Strategy 6 in this Element. The strong support for redevelopment discussed under Strategy 6 should be reflected in future neighborhood plans, updates to existing plans, and reviews of proposed projects while maintaining the high quality of life in existing neighborhoods.

The Growth Priority Areas in the Growth Framework Element identifies major corridors and activity centers, differentiating between established activity centers where additional redevelopment may continue, transitioning activity centers where more significant redevelopment is needed and can be accommodated, and future activity centers in new neighborhoods. The map also shows where growth on the periphery is prioritized. While redevelopment may occur outside of the priority centers and corridors, it is anticipated that much of the growing demand for walkable urban living will be met within the identified areas.

**“Focus investments in public infrastructure to enable development along priority corridors”**  
– online participant

#### a. TOD Overlay Zoning

As redevelopment occurs along transit corridors, downtown, and at Activity Centers, it will be important to not only provide enhanced transit options (see Strategy 1), but also ensure that development is constructed to support transit through its design and intensity. Implementation of the TOD overlay district in the City’s zoning ordinance will help support increased transit-oriented intensity in select areas.

#### b. Integration of Redevelopment

The design of redevelopment projects and the manner in which a project integrates with surrounding development is sometimes controversial, and is an issue that may become more apparent as the demand for urban living increases. Almost any new development will have some impact on the surrounding area, but there are general design strategies that should be considered to lessen these impacts so the use of adjoining properties is not substantially impaired (see the detail box on the following pages for design elements and project examples). Sub-area plans for areas where there is potential for redevelopment adjacent to low-intensity development that will remain should include guidance on the design of appropriate transitions between different building types and scales. Having such details established in sub-area plans prior to redevelopment being proposed frequently makes the development review process go more smoothly for the neighborhood, developer, and City staff.

#### c. TMAs and TDM

Development frequently includes inherent incentives to drive, such as low cost or free parking. Whether in conjunction with employment centers, mixed-use areas, or

large residential buildings, the space and cost of parking areas can present lost opportunities for more productive and efficient use of land, and can detract from the urban environment. Transportation Management Associations and Transportation Demand Management seek to offset the incentives to drive that are built in to our development pattern by increasing the convenience and economic competitiveness of alternative transportation options such as transit, biking, walking, and carpooling.

#### d. Prepare Mixed-use Activity Center Plans

Encouraging redevelopment is an important part of reducing the demand for peripheral development. Many redevelopment projects will continue to occur along corridors adjacent to existing residential neighborhoods. However, many commercial areas within the city, such as the regional malls and smaller strip malls, may be appropriate for mixed-use redevelopment if there is an accompanying detailed plan to provide the infrastructure and amenities needed to support new residential units. Detailed sub-area plans to guide the transition of many aging commercial areas to mixed-use Activity Centers should be prioritized to ensure that a sufficient supply of land is ready as property owners pursue redevelopment. Once detailed plans are in place, development proposals that comply with plans can move through the approval process more quickly.





### What is a Transportation Management Association?

A Transportation Management Association (TMA) is an organization that is formed to apply Transportation Demand Management (TDM) strategies and approaches to facilitate the movement of people and goods within a specific geographic area. TMAs typically operate as public/private partnerships where employers, developers, businesses, property owners, residents and governmental entities all work collectively to establish policies, programs and services to address local transportation problems. These can include discounted bus passes, a vanpool subsidy program, a guaranteed ride home program, shuttle services, parking pricing, and parking management.

The TMA service area may be as small as a major Activity Center or as large as a county. Funding for the TMA may come from various sources, such as developer fees, member dues, a Business Improvement District (BID), or grants from the public sector.

### What is an “Activity Center”?

An Activity Center is an area that is more intensely developed than its surroundings and serves as the visual and/or functional center of a neighborhood, multiple neighborhoods, or a district. Activity centers are typically mixed-use areas that contain some or all of the following uses: residential, retail, service, employment civic, institutional, and parks or public space. The mix of uses in close proximity and the intensity of development, when paired with robust transit service, can combine to lessen car traffic and increase walking, bicycling, and transit use when compared to lower-intensity and/or single-use development.

### What is Transportation Demand Management?

Transportation Demand Management (TDM) is a package of policies and programs designed to reduce single-occupancy vehicle (SOV) trips and enable the transportation system to function more effectively through expanding the supply and availability of SOV alternatives, controlling demand for SOV use, providing incentives for non-SOV travel, and imposing full-cost pricing on automobile use. TDM is implemented through a variety of methods, including: using alternative travel modes (bicycling, walking, and transit), increasing the number of passengers in vehicles (carpooling and vanpooling), eliminating the need for some trips altogether (compressed workweek), pedestrian-oriented design, paid parking, and transit subsidies. TDM can lead to more efficient use of transportation resources, less traffic, enhanced livability, and improved environmental quality and public health.



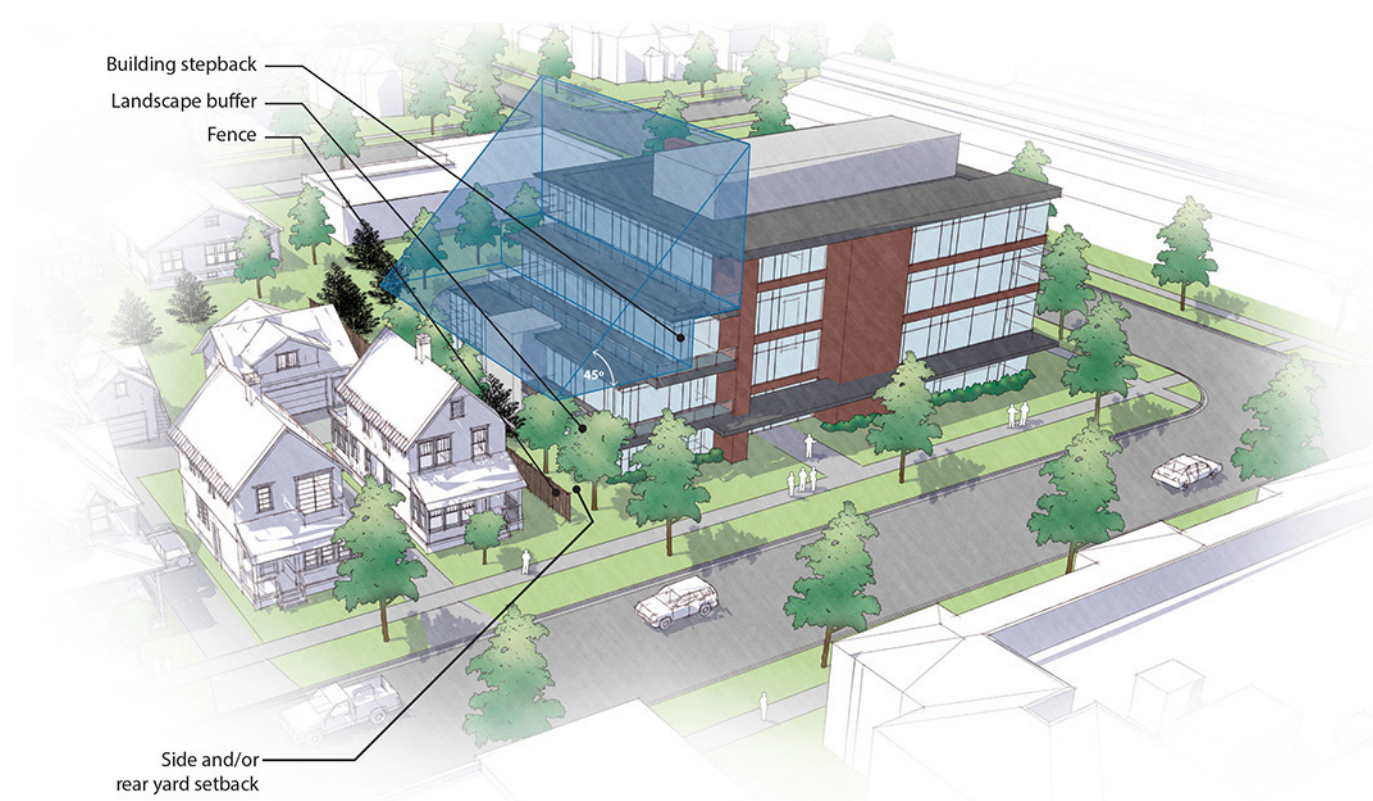


## Transitions Between Redevelopment and Existing Development

There are some general strategies that should be considered to lessen impacts on surrounding properties so that their use is not substantially impaired by redevelopment projects. These strategies can include:

1. Building setbacks to lessen massing and shadow impacts;
2. A landscape buffer to shield the ground floor from adjoining properties;
3. Fencing to improve backyard privacy;
4. A side yard and/or rear yard setback.

Neighborhood, corridor, or special area plans may create location-specific design standards that articulate what transition measures are needed in which areas of the city. Ultimately, determination as to whether a development proposal has an appropriate transition to existing development is up to the Plan Commission when the project requires a conditional use approval or the City Council when a rezoning is required, subject to relevant standards established in the zoning code.





## Strategy 6

### Reduce the demand for development of farmland on the periphery of the city.

#### Actions:

- Continue to update peripheral neighborhood development plans to increase allowable development intensity and create density minimums.
- Steer peripheral growth towards mapped priority areas, with a focus on land already served by utilities.
- Accommodate a majority of growth through infill and redevelopment.

Input on growth prioritization from Imagine Madison public feedback indicated a strong preference for infill (building on undeveloped land that is surrounded by other development) and redevelopment (building on previously developed land) over edge development (building on farmland) to satisfy continuing demand for more housing.

About 50% of the new housing units constructed in the City of Madison since 2006 have been in redevelopment projects, primarily as multifamily residential. When asked which areas of the city are most appropriate to accommodate future growth, 81% of Resident Panel survey respondents and 91% of community meeting respondents preferred land in already-developed areas. Similarly, about two-thirds of website survey respondents advocated for an even higher amount of infill and redevelopment than the city has seen since adoption of the city's last Comprehensive Plan in 2006. 20% of website survey respondents felt that aiming for a 50/50 mix was appropriate.

The strong community preference for infill and redevelopment should not be taken as a demand for totally eliminating edge growth. Recognizing the importance of creating well-designed and complete neighborhoods, regardless of where they are located, the City should continue to reexamine peripheral neighborhood development plans and update them, seeking opportunities to allow for more efficient land use and to reduce the rate at which farmland is developed. Such changes should be accompanied by increased street, bicycle, and pedestrian connectivity to

shorten trips, facilitate future transit service, and encourage more healthy transportation options such as walking and biking to nearby jobs and mixed-use activity centers. The city should continue to preserve options for urban growth by exercising its extraterritorial zoning powers and by working with nearby communities on intergovernmental agreements that prohibit low density, low-value, high (municipal service) cost development in potential future city expansion areas.

This strategy and the accompanying actions are closely related to Strategy 5 on the preceding pages.

#### a. Update Neighborhood Development Plans

Many of the City's peripheral neighborhood development plans (NDPs) were originally adopted in the late 1990s and early to mid-2000s. While they included some forward-thinking aspects, the layouts and mix of land uses tended to be disconnected, car-oriented, and low intensity. NDPs should be revised to boost development intensity where appropriate and to enhance the mix of land uses, which in turn will decrease City expenses for service provision and increase property tax revenue. Modifications should be accompanied by additional street and sidewalk connectivity to disperse traffic on a network of gridded streets and encourage biking, walking, and transit use. Such improvements will help mitigate potential increases in car traffic that may otherwise accompany more intense development and encourage more healthier transportation options, such as walking and biking.

**"Make housing affordable in the city so people don't have to build farther out."**  
– online participant



#### b. Priority Growth Areas

Peripheral growth should first occur in areas already served by utilities, followed by other areas already within the Central Urban Service Area (CUSA). Leapfrog development should be minimized, though it is sometimes unavoidable if certain landowners do not choose to develop their properties. Growth should be guided through careful planning of utility extensions and phasing plans included within updated NDPs. There is a significant amount of undeveloped land in the CUSA right now – any amendments to add land to the CUSA should be carefully considered and be consistent with adopted City plans. See the Growth Priority Areas Map in the Growth Framework Element for priority peripheral growth areas and priority infill / redevelopment areas.

#### c. Redevelopment and Infill Growth

Accommodation of a significant amount of growth within infill and redevelopment areas is one method to reduce the demand for the development of farmland. It should be noted that while not making land available for redevelopment forces growth to occur elsewhere, simply having land available for redevelopment does not mean that it will happen instead of edge development. Demographic and market forces can have as much, or more, influence on where people want to live as availability of land. Implementation of this Action will require implementation of other Actions within this Plan, including improvements to the transit system and the preparation of plans to transition auto-oriented commercial areas into mixed-use Activity Centers.

## Strategy 7

### Maintain downtown Madison as a major Activity Center for the region while improving access and inclusivity.

#### Actions:

- Continue to use the City's Affordable Housing Fund to support construction of affordable housing in and near downtown.
- Facilitate partnerships with community organizations to host more downtown events that attract a wider variety of demographic groups.
- Improve transit service to and from downtown outside of standard commuting hours.
- Develop and implement a park-and-ride plan to increase accessibility to downtown and the UW-Madison campus.

Downtown Madison is home to many facilities of regional significance, such as the Overture Center, Children's Museum, and Monona Terrace Community and Convention Center. It is also the most intensely developed, walkable, and transit-friendly area of the city, with the highest levels of public and private investment. It should be maintained as a major mixed-use Activity Center that serves as an employment, entertainment, and event destination for the region (see the Downtown Plan for more details). However, downtown is not equally accessible to everyone in the community – housing is more expensive, paying for parking can be a barrier to some lower-income households, and many special events tend to be targeted towards the city's majority white population. Additionally, it will be important to maintain a sense of safety and security for all visitors to and residents of downtown – without that, people will not want to live downtown and visitors will not want to visit downtown.

#### a. Affordable Housing

Much of the recent redevelopment in and around downtown has been focused on high-end residential units. As some older, more affordable units are occasionally demolished for more intense redevelopment, an effort

should be made to create new affordable units to make downtown living more available to households of all income levels. Using the Affordable Housing Fund to boost the chances of a project securing federal tax credits has been a successful strategy citywide, but thus far only one of 15 projects has been on the isthmus.

**“Build affordable housing, apartments, and offer more diverse entertainment similar to Concerts on the Square.”**  
– Resident Panel feedback on downtown

#### b. Facilitate Partnerships

Downtown is a major activity center for the entire region, but it needs to be inclusive and more broadly programed for the city's increasingly diverse residents. Some strides could be made if existing events and organizations reached out to underrepresented groups to attract more

attendees. In other cases, the City may be able to facilitate partnerships between community organizations to host new downtown events that attract a wider variety of residents from all areas of the city. Some City departments, like Parks and the Library, are especially well-positioned to implement this action.

#### c. Improve Transit Service

While downtown has the best transit service in the city, it can still be difficult to get to and from downtown from certain areas outside of standard commuting hours. Improving transit service to downtown from outlying areas and neighborhoods with a high proportion of transit-dependent residents will improve the accessibility of downtown, especially when considered in conjunction with other actions in this plan, such as Action “d” below.

#### d. Park-and-Ride Plan

Downtown can be challenging for lower-income families to visit due to expensive parking. While selectively lowering parking costs or subsidizing parking may not be not feasible or desirable, there are other options available to make downtown more easily accessible. For instance, expanding park-and-ride options can help people avoid the high cost of downtown parking and boost Metro ridership.





## Strategy 8

### Expand and improve the city's pedestrian and bicycle networks to enable safe and convenient active transportation.

#### Actions:

- a. Proactively fill gaps in the pedestrian and bicycle network
- b. Continue to integrate pedestrian and bicycle safety improvements and amenities into new and reconstructed streets.
- c. Update the subdivision ordinance to ensure that new developments incorporate the City's planned shared-use path network.
- d. Maintain a system-wide pedestrian and bicycle plan that advocates for implementation of modern design principles while also moving towards a financially sustainable maintenance program.

In addition to improving transit service as a way to provide viable alternatives to driving, the City must also make improvements to pedestrian and bicycle systems. Making it not only possible to bike and walk, but preferable, especially for shorter trips, can go a long way towards creating a healthier, more mobile community.

Part of making walking and biking a viable alternative to driving is creation of a connected street network. People are less likely to walk or bike to a destination if the route is circuitous. A gridded network of streets not only reduces traffic by shortening and dispersing car trips, but also makes biking and walking through a neighborhood a safer and more enjoyable experience. Connected local streets are a critical part of a robust active transportation system.

A comprehensive system of sidewalks and shared-use paths is also an integral part of any transit system. Paths and sidewalks also enable safer and easier travel by residents with limited mobility, and make walking or biking to and from school safer and easier for children. Sidewalks should be included on both sides of all new and reconstructed streets wherever possible, realizing that some site-specific

considerations, such as major heritage trees, may prevent installation of sidewalks in some cases.

Robust pedestrian and bicycle networks go hand-in-hand with mixed-use development, which can significantly increase pedestrian and bike trips and decrease car trips if the development is well-connected to surrounding residential and/or employment areas by local streets, sidewalks, and paths.

#### a. Pedestrian and Bicycle Network Gaps

As one of only five League of American Bicyclists platinum-rated bicycling cities in the country, Madison is ahead of the curve in many respects when it comes to cycling infrastructure. However, both the city's pedestrian and bicycle networks have major connectivity gaps that must be filled to further encourage biking and walking as a safe and convenient transportation choice. Just as streets that suddenly disappear then reappear a few blocks later would never be accepted, pedestrians and bicyclists should not have to deal with discontinuous sidewalks and paths. While some gaps in the system may be addressed as streets are repaved or reconstructed, others should be constructed sooner. The "Tier 1 Sidewalks" map in this Element was established as part of the City's Transportation Master Plan. These sidewalks are close to schools, transit routes, or along other features that attract pedestrians, and should be constructed without necessarily waiting for adjoining street reconstruction if site conditions allow. The Bicycle Facilities map in this Element shows existing bicycle facilities and planned facilities that are needed to connect gaps in the bicycle network.

#### b. Pedestrian and Bicycle Amenities

Recent street reconstruction projects such as Johnson Street, Williamson Street, and Monroe Street have included enhanced pedestrian and bicycle amenities and safety features such as raised intersections, rectangular rapid flashing beacons, bumpouts, bike racks, colored crosswalks, pedestrian islands, and pedestrian-oriented streetlights, among other things. This program of context-sensitive improvements should continue as additional street reconstruction projects are undertaken, realizing that not all amenities are appropriate for all locations. A comprehensive streetscape typology could establish

a clear policy on what amenities are appropriate where. Action "c" under strategy three in this Element contains additional information that relates to this Action.

#### c. Update Subdivision Ordinance

The City's current subdivision ordinance was originally adopted in the 1960s. While it has been amended many times since then, it lacks a comprehensive approach to ensuring that new subdivisions carry out the City's plans for new shared use paths. The subdivision ordinance should be revised or rewritten to include language that requires right-of-way dedication for planned paths.

#### d. Pedestrian and Bicycle Plan

While there are some basics to pedestrian-friendly and bicycle-friendly design that have been around for decades, newer design features are consistently coming to the fore. In 2006, the city had little in the way of countdown timers or green bike boxes, but such pedestrian and bicycle design features have become much more common across the city in the past decade. The City should consistently look to upgrade its pedestrian and bicycle network and implement modern methods for improving pedestrian and bicycle safety. In some cases, construction of off-street shared use paths may be undertaken without an accompanying increase in winter maintenance funding. It is the City's intent that primary paths will continue to be maintained in the winter, but that secondary paths where commuting is rare or nonexistent in the winter should not be plowed. This will allow more aggressive expansion of the off-street path network in a cost-effective manner, as it is easier to construct paths as part of a new neighborhood rather than retrofit a neighborhood later on. Evaluation of primary and secondary path designations can be undertaken at a later date, as needed. Additional funding for snow clearance will be required when secondary paths are reclassified as primary paths.

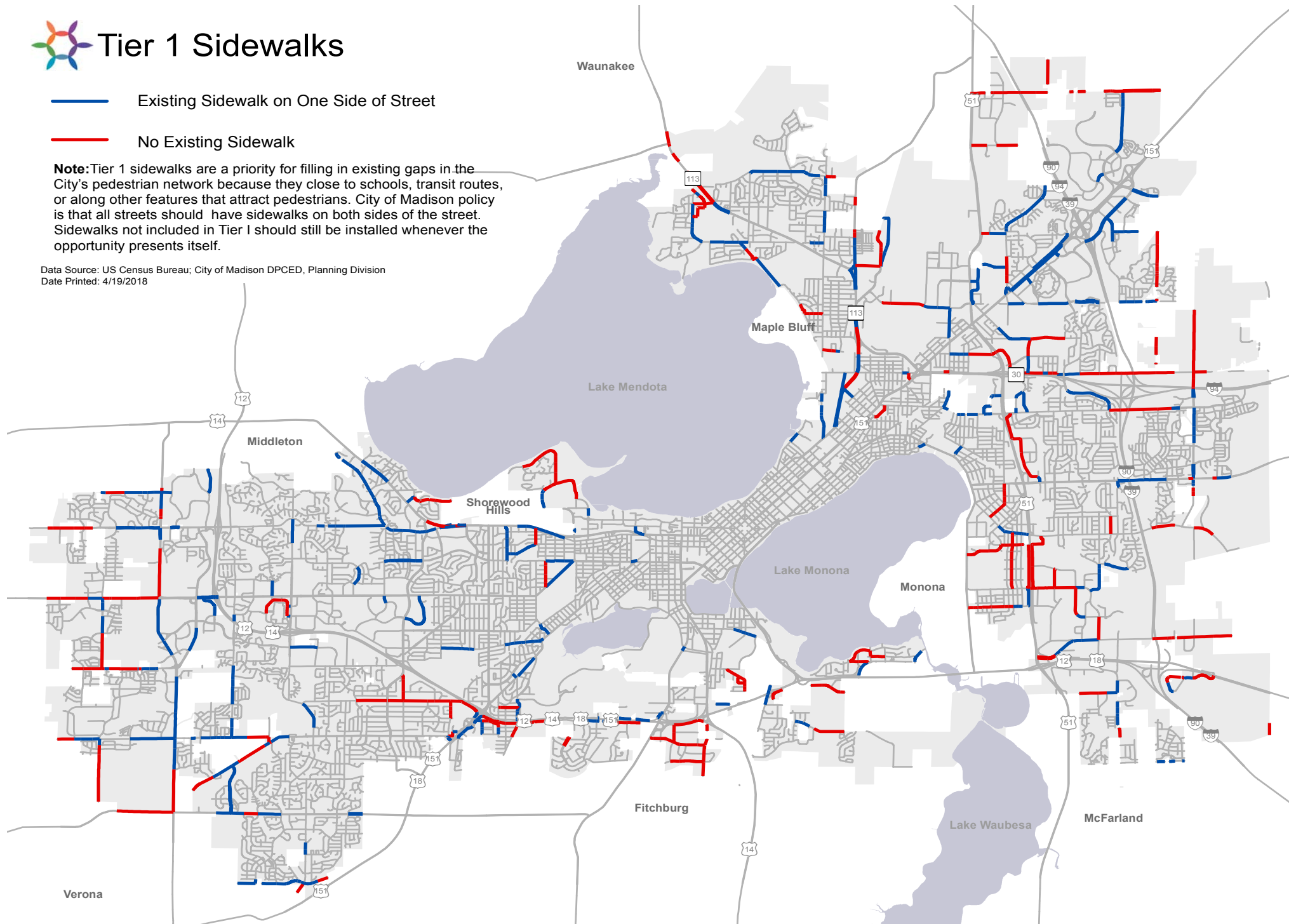


# Tier 1 Sidewalks

- Existing Sidewalk on One Side of Street
- No Existing Sidewalk

**Note:** Tier 1 sidewalks are a priority for filling in existing gaps in the City's pedestrian network because they close to schools, transit routes, or along other features that attract pedestrians. City of Madison policy is that all streets should have sidewalks on both sides of the street. Sidewalks not included in Tier I should still be installed whenever the opportunity presents itself.

Data Source: US Census Bureau; City of Madison DPCED, Planning Division  
Date Printed: 4/19/2018







## Bicycle Facilities

### Off-Street Facilities

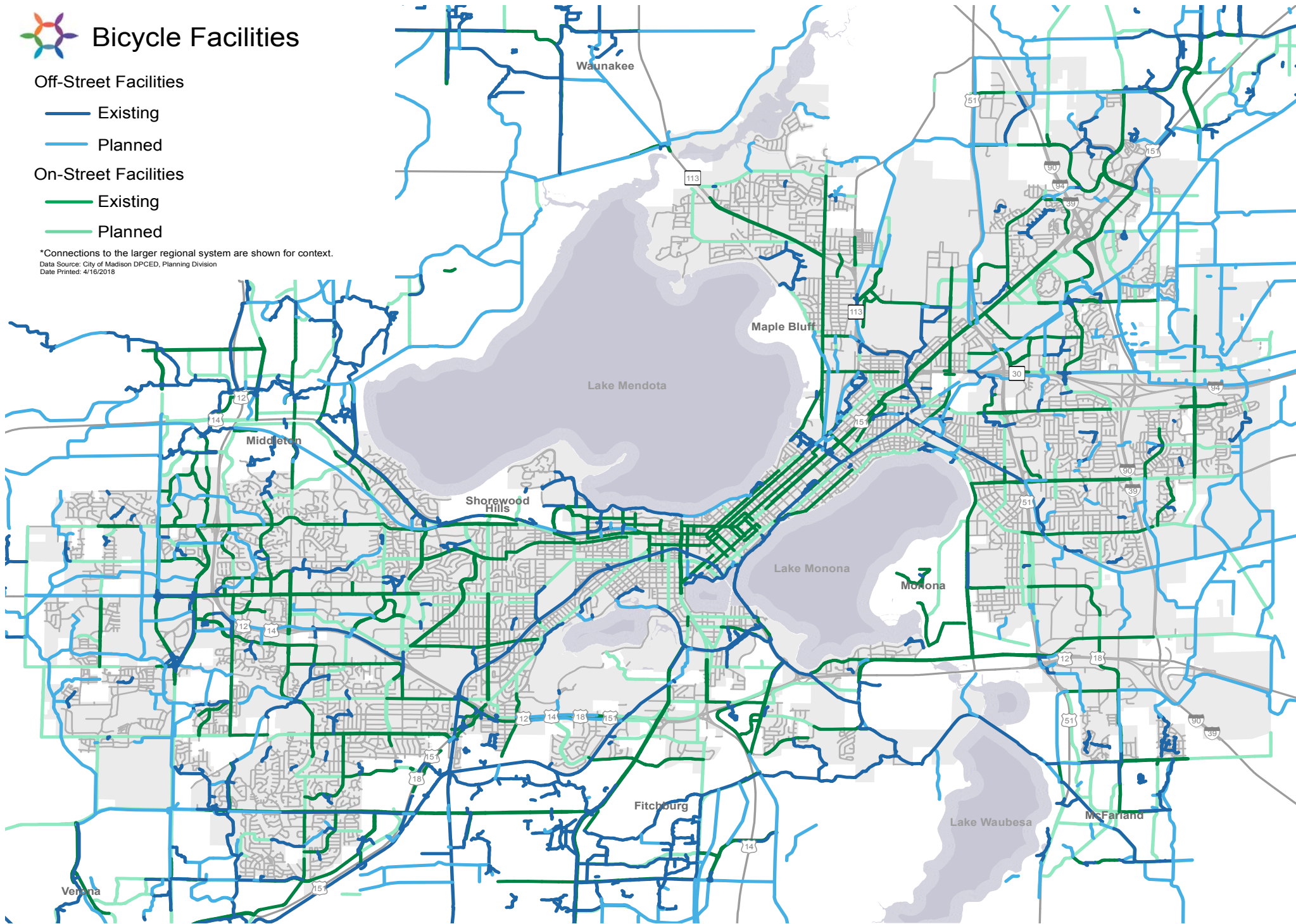
- Existing
- Planned

### On-Street Facilities

- Existing
- Planned

\*Connections to the larger regional system are shown for context.

Data Source: City of Madison DPCEd, Planning Division  
Date Printed: 4/16/2018



## Strategy 9 Implement new technologies to more efficiently use our existing transportation infrastructure.

### Actions:

- Work with the Madison Area Transportation Planning Board (MATPB) and other entities to implement the Regional Intelligent Transportation Systems (ITS) Plan for the Madison Metropolitan Area.
- Partner with UW-Madison and other entities to safely test and build transportation infrastructure that supports connected and autonomous vehicles.
- Use technology to enhance parking management systems.
- Evaluate emerging technologies for use in bridging “first mile/last mile” gaps in the transit system.

**“Instead of building more roads and widening them...maintain what we have and move toward public transport.”**  
– online participant

Many of the city’s main thoroughfares are becoming more congested as the city and region continue to grow. These streets, such as University Avenue and East Washington Avenue, have no space for expansion. The City should not pursue major road expansion projects in areas that have long been developed, but there are still options to increase the efficiency of congested roads without adding lanes. Intelligent Transportation Systems (ITS) is a collection of technologies and systems that enable multiple agencies to work together to collaboratively manage a transportation network. ITS includes advanced sensors, computers, and communications systems, and can enable more efficient use of existing

streets by providing real-time information on traffic conditions that can be acted upon to reduce congestion.

### a. Intelligent Transportation Systems Plan

The MATPB, in collaboration with the City and other entities, developed an ITS Plan that contains many recommendations on how technology can be used to more efficiently manage our transportation system. The City should work with the MATPB and other organizations and governmental bodies to implement ITS recommendations.

### b. Connected and Autonomous Vehicles

ITS-related initiatives, such as testing and preparing for advances in connected and autonomous vehicles, will be important over the next five to ten years. As technology in those fields continues to rapidly advance, the City must understand the challenges and benefits of the technology and how it will impact City operations. Continuing with Smart City initiatives will go a long way towards preparing for autonomous vehicles.

### c. Parking Management

Parking management technology continues to advance and change, with sensors able to provide real-time availability and allow for demand-responsive pricing. Continued technological advancements in parking management may be beneficial to more efficiently manage the City’s on-street and structured parking spaces.



### d. First Mile / Last Mile Gaps

Emerging technology may help to address persistent challenges in bridging the “first mile-last mile” gap between fixed-route transit and passenger origins and destinations. New ideas and new technologies offer the opportunity to connect areas currently unserved or underserved by transit with major transit corridors through the use of ridesharing or shuttle services. Opportunities in this advancing and changing field should be examined with an eye towards enhancing the City’s transit offerings.

### What is a “Smart City”?

The US Department of Transportation launched a “Smart City Challenge” in 2015. The Challenge offered \$40 million to a mid-sized city to develop ideas for an integrated smart transportation system that would use data, applications, and technology to help people and goods move more quickly, cheaply, and efficiently. While Columbus, OH ended up winning the challenge, Madison has continued to work on Smart City initiatives with the two dozen partners that participated in the City’s submittal to the DOT.







# NEIGHBORHOODS AND HOUSING

GOAL: Madison will be a safe and welcoming city of strong and complete neighborhoods that meet the needs of all residents.

GOAL: Madison will have a full range of quality and affordable housing opportunities throughout the City.

## INTRODUCTION

Neighborhoods are the basic building block of the city. Housing is a basic need, providing shelter from the elements, a source of stability and investment, an economic driver, and contributor to the fabric of complete neighborhoods. This plan seeks to strengthen Madison's neighborhoods and existing housing while recognizing that our community is constantly evolving, and emerging neighborhoods and new housing options are needed.

Madison's neighborhoods differ depending on their layout, housing mix, and accompanying features. Madison's central core has many established, compact, mixed-use neighborhoods constructed before World War II. However, during the latter half of the 20th century, many of Madison's neighborhoods were developed at lower densities with more homogenous development patterns and stricter separation between residential and non-residential uses. This resulted in more auto-dependent single-use neighborhoods, which contributes to increased traffic congestion, greater consumption of land, and decline or disappearance of traditional, walkable areas with shops, restaurants, and other services.

This Plan seeks to establish the framework for creating more complete neighborhoods, through a focus on Traditional Neighborhood Developments (TNDs – see Land Use Supplement in the appendix for more information), redevelopment of single-use commercial areas into mixed-use Activity Centers, and creation of Activity Centers in newly developing neighborhoods. The City has adopted more than 60 Neighborhood Plans, Neighborhood Development Plans, and Special Area Plans to help guide development at this finer scale (see the Neighborhood Plans Map on the next page and the Land Use Supplement in the appendix), and will continue to emphasize the importance of mixed-use Activity Centers in new and updated detailed plans.

One's housing situation can greatly influence one's sense of connection to, or isolation from, the overall community. Housing location, wealth, poverty, cultural norms, and discrimination may lead to isolation for particular groups. As Madison's demographic makeup changes, its housing stock must also change to address the residents' changing

needs. The City must plan for these changes and work with developers who will design, build, and maintain a mix of housing types within neighborhoods to provide a sense of connection across socioeconomic and cultural groups.

One of the most important issues identified by Imagine Madison participants was the need for housing affordable to low and moderate-income households, with an emphasis on the location, accessibility, and integration into neighborhoods with many amenities. Encouraging more amenities in all neighborhoods and locating affordable housing in areas that already have amenities are the two primary methods to create affordable housing opportunities in complete neighborhoods.

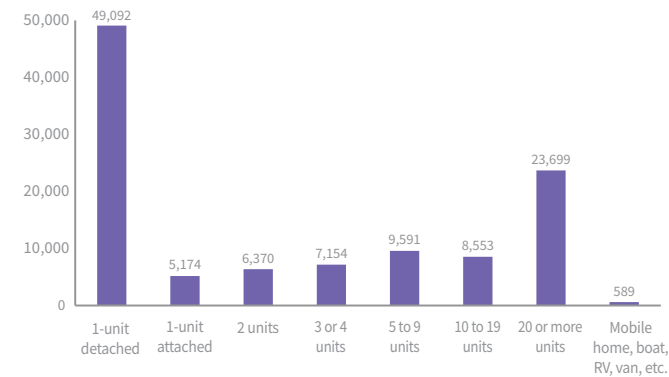
While the City can plan for many initiatives and adopt progressive policies, a variety of public and private partners will be an integral part of implementing the Goals, Strategies, and Actions of this Element. This chapter highlights strategies and actions that will make Madison a city of welcoming and safe neighborhoods and homes.

## STRATEGIES:

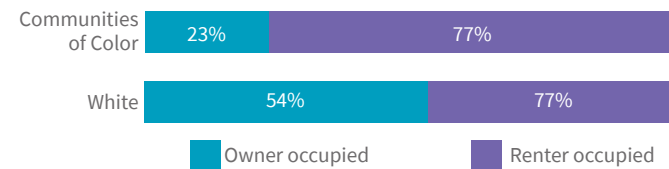
1. Create **complete neighborhoods** across the city where residents have access to transportation options and resources needed for daily living.
2. Support development of a **wider mix of housing** types, sizes, and costs throughout the city.
3. Increase the **amount of available housing**.
4. Integrate **lower priced housing**, including subsidized housing, into complete neighborhoods.
5. Provide **housing options with health and social services** for residents who need it most, including residents experiencing homelessness.
6. Support the **rehabilitation of existing housing stock**, particularly for first-time homebuyers and people living with lower incomes.
7. Support **neighborhood-scaled schools** that offer amenities and services to the surrounding area.
8. Ensure **access to food** that is affordable, nutritious, and culturally specific.

## DATA SNAPSHOT

### Housing Units in Structure<sup>7</sup>



### Home Ownership and Rental Rates<sup>8</sup>



23% of households of color owned their home in 2014, compared to 54% for white households.



**A poem by Madison resident, Tess Lopata**

**Our neighborhood in reflection  
Defined community interconnection  
I belong here there is no rejection  
Beloved city with natural perfection**



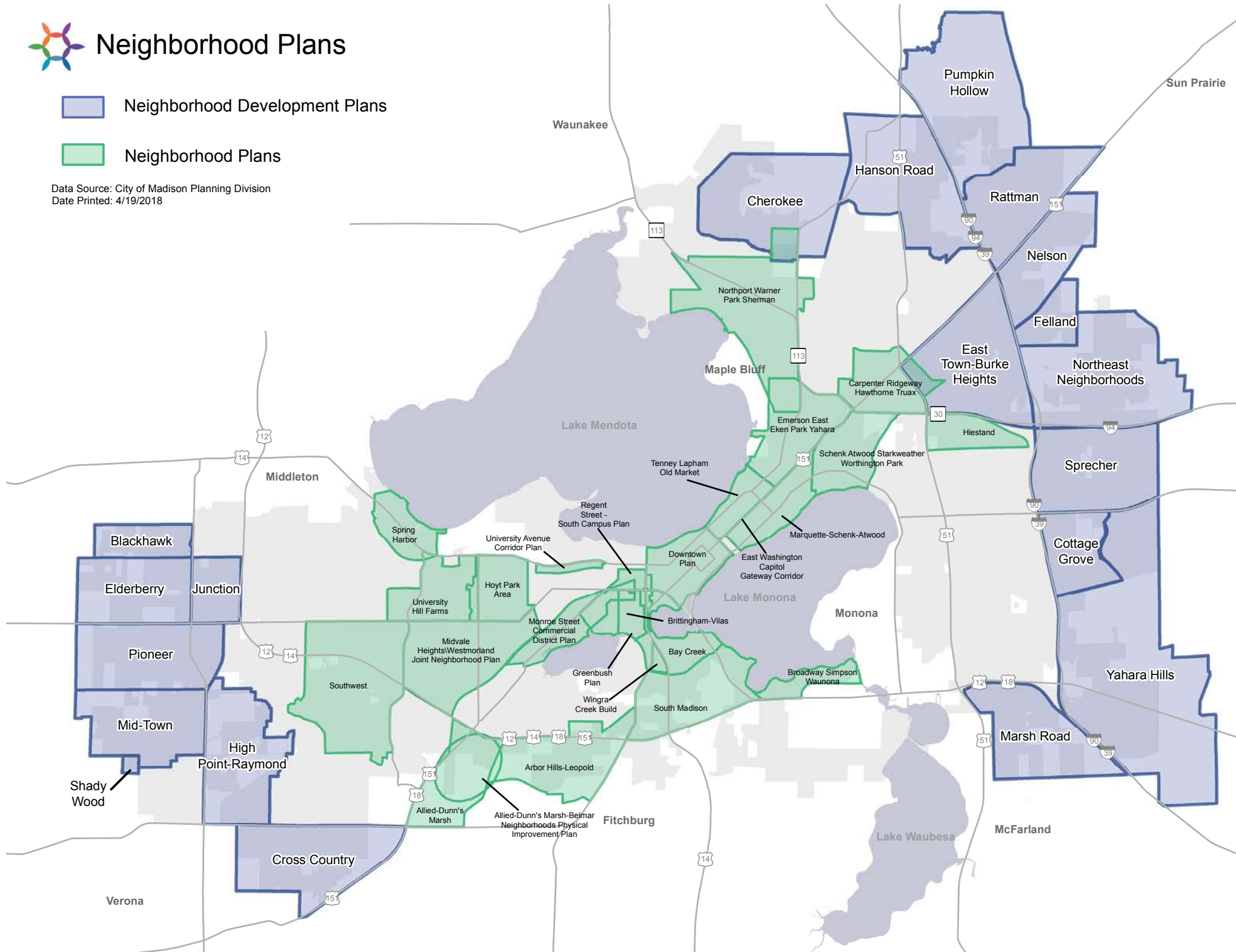


# Neighborhood Plans

Neighborhood Development Plans

Neighborhood Plans

Data Source: City of Madison Planning Division  
Date Printed: 4/19/2018



## Strategy 1

### Create complete neighborhoods across the city where residents have access to transportation options and resources needed for daily living.

#### Actions:

- a. Plan for and facilitate mixed-use neighborhood centers featuring shops, services, employment, and a mix of housing types within and near single-use neighborhoods as identified in the Growth Prioritization map.
- b. Plan for complete neighborhoods in developing areas on the city's periphery to avoid the need to retrofit them in the future.
- c. Support the integration of a mix of housing types and neighborhood amenities near existing transit corridors and shared use paths.
- d. Ensure that existing and future neighborhoods are well served by transit routes, shared use paths, and sidewalks.

Creating more complete neighborhoods from single-use residential areas can be challenging. While Madison has many established, compact, and mixed-use neighborhoods, many neighborhoods in the second half of the twentieth century were developed at low densities with separation between different housing types and between residential and non-residential uses. As a result, many of Madison's post-World War II neighborhoods are not complete neighborhoods. New development should occur according to Traditional Neighborhood Development (TND) principles (see Land Use Supplement for more information on TND). The City must ensure complete neighborhoods are designed and built from the start to avoid challenging and expensive retrofits decades from now.

#### a. Mixed-use Neighborhood Centers

Madison strives to have high-quality neighborhoods that are compact; aesthetically pleasing; feature a mix of uses; and are served by a highly interconnected system of streets,

#### Complete Neighborhoods

Complete neighborhoods are neighborhoods where residents have safe and convenient access to the goods and services needed in daily life. Complete neighborhoods include a range of housing types and costs, a network of well-connected streets and blocks, useable public spaces, and a system of connected parks, paths, and greenways. Complete neighborhoods have amenities such as stores, schools, and places of worship within walking distance of residences. Employment and more regional shopping, service, and civic opportunities are accessible via nearby transit or a bicycle ride.

sidewalks, paths, and open spaces. Ideally, these complete neighborhoods will provide residents with access to schools, childcare, civic spaces, recreation opportunities, parks and open spaces, and healthy food without having to rely on automobiles for every trip. These principles should guide both the enhancement of existing neighborhoods and the design and construction of future Madison neighborhoods as identified on the Growth Prioritization map.

#### b. New Complete Neighborhoods

New Madison neighborhoods should satisfy the daily needs of residents without constant reliance on automobiles. New neighborhoods should include a balanced mix of land uses, including civic buildings, retail and work places, a mix of dwelling sizes and types, and open spaces to support a wide variety of households over time. New housing development should be planned within the Central Urban Services Area (CUSA) and within access to multi-modal transportation options, or in areas where such options do not yet exist, but could be extended. The size of new neighborhoods is ideally based on a comfortable quarter-mile walking distance from the center of the neighborhood to its edge. However, some of Madison's larger neighborhoods will consist of several sub-neighborhoods.

#### c. Housing Near Transportation

Many neighborhoods already feature a mix of housing types, amenities, and multiple transportation options. Within existing complete neighborhoods with good transit service, bicycle, and pedestrian facilities, the addition



of more housing units can provide those advantages to more residents. More housing and new building types can be added to accommodate a wider mix of uses while taking advantage of the existing multi-modal transportation options to create new complete neighborhoods. Marginal commercial spaces located along transportation corridors can be rehabilitated to provide more housing, neighborhood-serving retail, employment, leisure, and civic activities.

#### d. Neighborhoods & Transportation

Streets and sidewalks should form a connected network that provides equitable access for pedestrians, bicycles, and automobiles. In existing neighborhoods, sidewalks should be added where missing and discontinuous streets can be connected to repair the disjointed street network, though through-block paths and greenways may suffice. Better transit access can be added, though improvements to Metro Transit service are incremental and will require additional funding. In addition to retrofitting existing neighborhoods, currently developing and future neighborhoods should be built with a complete and robust transportation network.



## Strategy 2

### Support development of a wider mix of housing types, sizes, and costs throughout the city.

#### Actions:

- Detailed neighborhood plans and neighborhood development plans should encourage “Missing Middle” housing types.
- Encourage life cycle housing choices by supporting lower priced or lower maintenance accessible housing options integrated into places with convenient transportation options.
- Continue to enable and encourage a variety of ownership and occupancy structures including co-housing, condominiums, and owner-occupied rentals.

Madison’s demographic character continues to change as Baby Boomers age, Millennials move to Madison in large numbers, and racial and ethnic diversity increases. The growing diversity among residents in Madison requires a wider range of housing choices, and Madison’s neighborhoods should include options beyond single-family detached houses and large apartment buildings to meet the changing needs of residents across their lifespan. Additionally, a mix of 2-, 3-, and 4-bedroom units for families with children need to be thoughtfully included in addition to the majority of studio and 1-bedroom units currently built in multifamily buildings.

#### a. Missing Middle

Introducing a variety of building types, such as rowhouses, 2-, 3-, and 4-unit buildings, tiny homes, bungalow courts, courtyard apartment buildings, accessory dwelling units, live-work buildings, and multifamily dwellings above shops provides housing options within a neighborhood. Inclusion of a broad range of housing types and price levels within neighborhoods also fosters daily interaction among people of diverse ages, races, and incomes, thereby building a sense of community across various social groups.

#### b. Life Cycle Housing

Housing must be provided to accommodate all stages of life and all abilities. Integrating life-cycle and accessible housing options within neighborhoods allows residents to upsize or downsize along with life milestones and changing situations without leaving the established social network of a neighborhood. The inclusion of more accessible housing across the city supports not only the residents themselves, but also visitors who may benefit from accessible features. This can include both accessible new construction, which already occurs, and retrofitting existing buildings. Older adults can stay in the neighborhoods of their choice if housing more appropriate to their changing needs is available throughout the city, especially in amenity-rich areas with good transportation options and proximity to healthcare and other basic needs.

#### c. Ownership & Occupancy Types

Physical building type is only one aspect of housing variety. Different occupancy and ownership structures, including fee simple ownership, renting, owner-occupied two- and three- unit rentals, condominiums, co-housing, housing cooperatives, boarding houses, and communal living are ways to provide residents with choices and fight housing insecurity. Several Imagine Madison plan participants, especially within Resident Panels, stressed that providing diverse housing options creates housing that is more accessible to, inclusive of, and supportive of all people, especially LGBTQ+, people of color, people with disabilities, people with undocumented status, and older adults.

#### Missing Middle Housing

“Missing middle housing” is a range of multi-unit or clustered housing types scaled between single-family detached houses and larger apartment buildings. Missing middle housing is compatible in scale with most single-family residential areas, and can help meet the growing demand for urban living. Missing middle housing types contribute to a walkable neighborhood, require simpler construction types than larger buildings, and contribute to higher residential densities than single-family homes. Despite the higher density, they have lower perceived density than other building types because the units are small and well designed. Housing types that should be considered as part of the missing middle include:

- Tiny homes
- Traditional small-lot single-family detached homes
- Side-by-side duplexes (two-family twin)
- Two-flat (over-under two-unit)
- Three-flat (three stacked units)
- Four-flat (2-up, 2-down)
- Rowhouses (single-family attached)
- Live-Work Buildings (similar to rowhouses, but with small ground floor commercial spaces used by residents in the building)



### Strategy 3 Increase the amount of available housing.

#### Actions:

- Support substantial new housing opportunities by prioritizing planning efforts to transition underutilized, automobile-dominated commercial areas into complete neighborhoods and mixed-use Activity Centers.
- Explore adjustments to the number of dwelling units, building size, and height thresholds between permitted and conditional uses to increase the allowable density for residential buildings in mixed-use zoning districts and select residential zoning districts.
- Take a proactive approach to finding and marketing housing development opportunities to development partners.
- Explore the widespread replacement of residential density maximums with building height maximums outside of the downtown area.

Madison's strong real estate market, healthy economy, plentiful jobs, and high quality of life rankings have led to high housing costs and low vacancy rates. The addition of housing units and thoughtful accommodation of higher housing intensities in both edge development and redevelopment can reduce public infrastructure costs and private household costs and improve housing choice and availability.

While this Plan does not recommend a halt to development on the City's edges, Imagine Madison participants overwhelmingly advocated for redevelopment; 67% of Imagine Madison web survey respondents favored more infill and redevelopment vs. 13% for more peripheral development and 20% for a 50/50 split.

This sentiment sometimes clashes with the reaction to individual redevelopment proposals. Many of Madison's established neighborhoods have unique character and design elements essential to their identity. Proposals to add housing to existing neighborhoods through redevelop-

ment sometimes cause conflict, and opposition from nearby residents can be a barrier to the addition of new housing opportunities. Some Imagine Madison plan participants called for less development oversight by neighborhood associations, while others argued for even greater neighborhood oversight. Regardless of neighborhood association participation, the wide variety of neighborhood-based organizations in Madison should be involved in planning processes. This also underscores the importance of ensuring redevelopment can integrate well with its surroundings through context-sensitive design and scale.

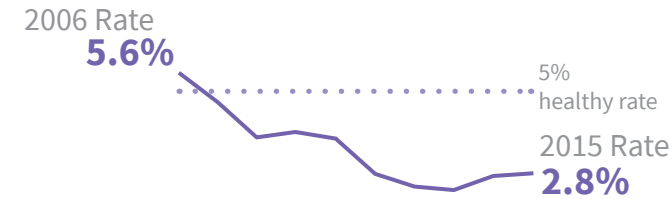
As an example, the Sequoya Commons redevelopment was very controversial when proposed, but praised as a "good example" project in Imagine Madison survey responses. City Planning, the Plan Commission, and Common Council must keep these many issues in mind as they balance wishes of neighborhood residents and the needs of the whole community.

**"In order to build enough housing, neighborhood plans that were written by incumbent, well-to-do homeowners will have to be ignored. They were written to protect existing home values—not a problem today!"**  
— online participant

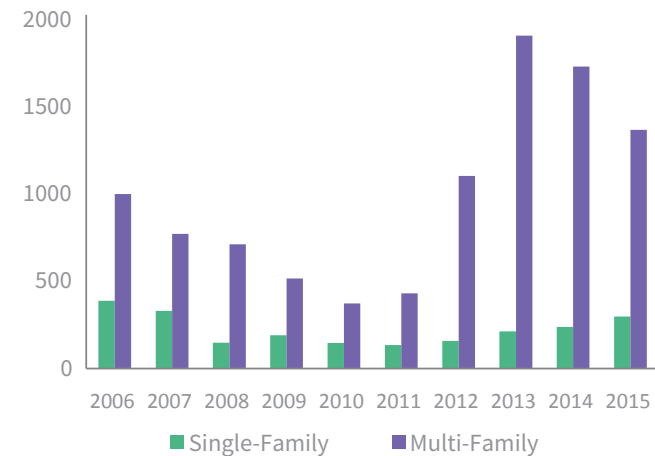
**"Above all, the city and its committees should respect the wishes of neighborhoods in the planning process and not simply roll over them like an armored vehicle. Begin and end with neighborhoods, not committees."**  
— online participant

#### Madison Area Rental Vacancy Rate<sup>10</sup>

Since 2006, we've fallen well below the healthy rental vacancy rate of 5%



#### Residential Units Added by Year<sup>11</sup>



#### a. Creating Neighborhoods in Commercial Areas

Opening more areas for redevelopment that includes housing can help the city slow the increase in housing costs while also helping to meet the continued demand for homes in walkable, mixed-use areas with access to transit. Many commercial areas, including underutilized retail strips and some office parks can be prioritized for infill and redevelopment. These areas also provide opportunities to create new mixed-use, complete neighborhoods while lessening potential redevelopment impacts on existing neighborhoods. The creation of Development Districts where a full suite of City programs and resources are focused on a handful of targeted areas with substantial redevelopment potential would support this action.



### **b. Increase Permitted Uses**

“By-right” multifamily residential development rarely occurs in Madison. Under Madison’s zoning code, almost every mixed-use building or significant multifamily residential development requires conditional use review by the Plan Commission due to building height, size, number of housing units, and other thresholds. Only two buildings with multifamily residential components totaling 12 dwelling units were approved as permitted uses between 2013 (when the city’s new zoning code was adopted) and 2016, of approximately 7,800 total new multifamily units approved during this period. Adjusting conditional use thresholds may streamline the project review process, accelerate the addition of new units, and slow the increase in housing costs.

### **c. Match Developers with Opportunities**

The City can help to increase the amount of available housing by identifying targeted locations for development, redevelopment, or infill for housing, assisting in land acquisition, land banking, providing incentives, and partnering with private organizations to achieve development goals. This may go as far as identifying a developer that specializes in a specific building or development type and connecting them to a specific landowner or property. Development Districts may be used to further target development.

### **d. Density & Height Maximums**

Most people interact with the urban environment based on what buildings look like and how large they are. Dwelling unit density alone can be very misleading: two buildings of a similar size could have very different densities based on the lot area, dwelling unit size, or bedroom count of the building. Regardless of its residential density, a new building could fit well within the fabric of nearby buildings. Height, form, placement of entrances, and the distance between buildings of different scales often best prescribe how new development will fit into the surrounding context. Replacement of residential density maximums in plans and ordinances with building height or mass maximums could lead to more predictable outcomes as new housing is integrated within existing neighborhoods.



# Strategy 4

## Integrate lower priced housing, including subsidized housing, into complete neighborhoods.

- Actions:**
- a. Support the distribution of affordable housing throughout the city.
  - b. Explore how TIF could be better utilized to fund affordable housing.
  - c. Continue allocating money to the City’s Affordable Housing Fund.
  - d. Continue to pursue a variety of county, state, and federal funding and public-private partnerships to support the development of affordable housing.

Affordable housing was a consistently identified priority throughout the Imagine Madison process. Participants emphasized the need for more affordable housing that is well served by transportation options and amenities. Public input highlighted issues related to homelessness, housing cost burden, housing for low-income families, affordable housing for older adults, and affordable housing downtown for students. Resident Panels specifically prioritized strategies promoting affordability and support for Madison’s homeless populations.

Affordable housing must go beyond simply low-cost housing. It must be clean and safe, and fit the needs of the household. All housing, regardless of price, should meet standards of quality and provide a safe, healthy environment for those living there. True affordability must also consider transportation costs; lower-cost housing far from jobs and services may actually cost a household more than higher-cost housing that is close to jobs and transit. Further, in addition to adding new affordable housing, it is often more cost-efficient to preserve the existing affordable public and private housing stock.

Though Madison generally embraces a variety of affordable housing development and some neighborhoods advocate

for it, some residents and neighborhoods can resist the construction of housing for low-income households due to concerns about perceived impacts on area property values, questions about the adequacy of supportive services, and other reasons. The City must strive to maintain the quality of life in existing neighborhoods while avoiding exclusionary housing practices that lead to segregation by income and race. Each development proposal should be judged on its merits, without regard for the income level of prospective residents.

“You can’t spend 80% of your income on your housing, you have nothing left. You’re just surviving.”  
 — Mini-Documentary participant

**a. Distribute Affordable Housing**

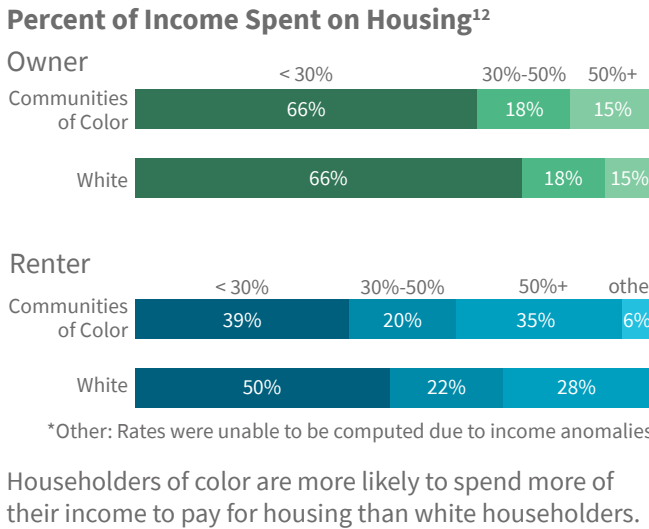
Affordable housing should be distributed throughout the city and within areas that have access to transit, city services, and amenities for daily living. Distributing affordable housing makes it more likely that the housing and residents contribute to a stable neighborhood and may result in better outcomes for residents, whereas large concentrations of isolated low-income housing tends to result in greater demands for services. New lower cost and subsidized housing should be located in areas that already have a high level of resources and amenities available at a range of income levels. Meanwhile, resources and amenities must also be more equitably located throughout Madison to provide more convenient choices for those living in established residential areas currently lacking amenities within walking distance.

**b. TIF for Housing**

The City can also explore how to better use Tax Increment Financing (TIF) to provide affordable housing. Affordable housing assistance could be included as a budget item in new non-industrial TIF district spending plans. Additionally, existing tax increment districts can be extended for a year before closure to fund housing programs, which has been done with some of Madison’s districts.

# Affordable Housing

For housing to be considered affordable, no more than 30% of household income should go toward housing costs (mortgage, rent, utilities, etc.). More than half of all renters and nearly one in five homeowners in Madison spend at least 30% of their income on housing costs. However, affordable housing must go beyond simply low-cost housing. It must be clean, safe, and fit the needs of the household. Further, true housing affordability must also take into account transportation costs; a lower-cost dwelling far from jobs and services may cost a household more than a more expensive dwelling near jobs and transit access.





### **c. Affordable Housing Fund**

The Affordable Housing Fund seeks to increase the quantity of safe, quality, affordable rental housing throughout the city, particularly in locations well served by transit and basic amenities. By the end of 2017, 320 affordable units have been completed, and 424 new affordable units have been proposed or approved with assistance from the Affordable Housing Fund toward the City's goal of creating 1,000 new affordable units by 2019. The City should continue allocating money to the Affordable Housing Fund and explore expanding its use, such as utilizing the fund to purchase and hold land for targeted redevelopment as affordable housing.

### **d. Seek New Funding Sources**

Funding and tax structures enable Madison and its partners to use funding from sources within their control to leverage additional funding mechanisms from other sources. Programs such as the Affordable Housing Fund are used to leverage tax credits. Tax Increment Financing (TIF) can be used to leverage private investment on a focused, local scale. Dane County has been an important partner in addressing the issue of homelessness. The sources and potential uses of county, state, and federal funding are constantly changing, so the City must be proactive in identifying challenges and opportunities to funding affordable housing.





## Strategy 5

### Provide housing options with health and social services for residents who need it most, including residents experiencing homelessness.

#### Actions:

- Through partnerships, support organizations that provide temporary shelter and access to a full range of supportive services in or near affordable housing.
- Continue to support the provision of tenant resources and information about housing rights and options, especially for low-income households.
- Continue the permanent supportive housing program and monitor the success of the program in meeting the challenges of homelessness.

Beyond shelter, Madison's most vulnerable residents need additional services including physical and mental health care, vocational assistance, and social services. The City and its partners must work together to support the availability of safe, decent, and sanitary housing for all Madison residents, regardless of social or economic status, and contribute to the development of strong neighborhoods. Resident Panels highly prioritized strategies promoting housing with social services and support for Madison's homeless populations.

#### a. On-Site Supportive Services

Many residents requiring assistance come and go, only needing shelter or services provided by Madison and its partners for a short time, but others need additional supportive services. A small group needs substantial support. Dane County and a number of nonprofit organizations

are the primary partners in providing healthcare, mental health assistance, and vocational resources in conjunction with housing for low-income residents with additional needs. Private sector partners also meet some of these needs, but additional partnerships should be explored.

**“Support the development of a holistic consortium of service providers.”**  
— Resident Panel participant

#### b. Tenant Resources

Vulnerable populations, such as those with bankruptcy histories or poor credit, past evictions, a criminal record, or substance abuse issues, often face challenges when looking for housing that is both affordable and in decent condition. Such populations are frequently left with few options regarding the quality of housing options. In these cases, the responsibilities of landlords must be clearly expressed, understood, and enforced to protect vulnerable residents who may be fearful of filing a complaint with the City because of a fear of landlord reprisal or mistrust of government.

#### c. Homelessness

Homelessness was an issue raised often by Imagine Madison plan participants, especially by Resident Panels. There are several approaches that are especially pertinent to housing our most vulnerable populations. The Permanent Supportive Housing program has made progress in addressing chronic homelessness; the City should continue monitoring this program and seeking ways to improve it. In addition to short-term housing programs directed towards people experiencing homelessness, such as Rapid Rehousing or shelters, some plan participants identified the need to “decriminalize” homelessness as an important step in addressing homelessness.





## Strategy 6

### Support the rehabilitation of existing housing stock, particularly for first-time homebuyers and people living with lower incomes.

#### Actions:

- Increase inspection and enforcement activities for rental housing maintenance, prioritizing areas with vulnerable residents.
- Partner with MG&E, the Madison Metropolitan Sewerage District, the Madison Water Utility, and others to provide incentives for rehabilitation; maintenance; and enhanced accessibility and sustainability.
- Review the use of first time homeowner assistance programs, small cap tax incremental financing, and other similar rehabilitation and ownership programs.

Madison possesses a relatively well-maintained and balanced housing stock, but more than a third of Madison's housing stock is over 50 years old. Current housing will continue to age and deteriorate without investment in maintenance. Reinvestment in existing housing stock, in conjunction with development of new housing, should create a range of housing choices for residents of all ages, income levels, and abilities, and contribute to the development of safe, healthy, and welcoming neighborhoods for all residents. Building Inspection, the Fire Department, and other agencies and partners will work together to ensure housing safety. As part of Madison Measures and other initiatives, the City should continue to track data to help identify opportunities to preserve affordability.

Historic preservation can improve the quality of housing in Madison's older central neighborhoods by encouraging the rehabilitation, maintenance, and adaptive reuse of high-quality older buildings, sometimes with the help of tax credits in the case of structures within National Historic Districts. However, historic preservation is applicable only to a small portion of Madison's housing stock. Special area plans guide the processes of preservation, conservation, and rehabilitation in established neighborhoods, even if a neighborhood conservation or historic district is not in

place. Finally, housing conservation and rehabilitation will help achieve the City's sustainability goals, as the most sustainable housing stock is that which already exists.

#### a. Inspections

Private investment and property maintenance in existing developed areas should be encouraged to prevent property deterioration and promote renovation and rehabilitation. This is especially important for Madison's most vulnerable populations, as many are left with few options regarding the quality of housing available to them. Those that live in low-quality rental housing can sometimes be reluctant to report poor conditions for fear of retaliation from landlords who would face building code enforcement.

#### b. Housing Upgrades

Measures to improve energy efficiency and resource sustainability of housing can result in lower household costs and better housing conditions. Regulatory and technological advances in the building industry have changed expectations of how a dwelling can perform in terms of energy conservation, environmental health, and other issues. While these upgrades can be an upfront cost, there are long-term savings for owners and residents. A focus on

upgrades to existing affordable public and private housing will extend the lifetime and use of accessible affordable housing options. Further, rehabilitation to enhance accessibility can broaden housing choices for residents with disabilities. Partnerships to support and expand such upgrades should be sought and strengthened and the City should partner with local utilities to maximize reinvestment into housing.

#### c. Ownership and Rehabilitation

There are several existing ownership and rehabilitation programs that are either sponsored by the City or supported through partners. First time homeownership education and assistance programs, rent-to-own programs targeted toward lower-income households, and encouraging owner-occupied two- and three-unit rentals all expand ownership opportunities. The careful use of Small Cap Tax Increment Financing in some of the City's older central neighborhoods could be revisited and expanded to encourage reinvestment, especially as students are moving out of older housing stock in neighborhoods to newer units closer to campus. Existing ownership and rehabilitation programs should continue to be reviewed and improved upon.



## Strategy 7

### Support neighborhood-scaled schools that offer amenities and services to the surrounding area.

#### Actions:

- Support development of neighborhood-scaled schools that serve the community while fitting within the context of the neighborhood.
- Ensure that Madison's existing schools can remain strong and viable by supporting housing for families with children near existing and planned schools.
- Work with Madison Metropolitan School District (MMSD) and surrounding school districts to ensure school attendance areas reflect development patterns and account for planned growth areas.
- Support expansion of the MMSD "Community School" program.

Schools are catalysts for creating community as children's activities, daily social interactions, and community projects are primary methods for creating connections and establishing strong neighborhoods. Beyond their impact on the character of neighborhoods and housing values, schools serve their primary purpose of educating youth and preparing them to participate in the workforce and contribute to society. In the unfortunate event in which a neighborhood school does close, the community should seek ways to reuse it in a positive manner for the neighborhood. See the Economy and Opportunity Element for more discussion of education in Madison.

#### a. Neighborhood-Scale

Schools and other civic and institutional uses should be embedded in neighborhoods and accessible to residents, not isolated in remote locations. Smaller schools connect and better serve the neighborhood and walkable schools can support daily activity and healthier children. New schools should be sized and located to be easily accessible by children and parents on foot or bicycle. When well placed in neighborhoods, schools can provide amenities to

the community, such as doubling as after-hours community or recreation centers.

#### b. Family Housing

Due to demographic changes and rising housing costs, many neighborhoods within the older areas of Madison have seen depopulation, especially among households with children. Larger demographic changes are leading to a rise in single-person households, and the market has responded with new housing dominated by studio and one-bedroom apartments. In the past, Madison has experienced the threat of school closures in neighborhoods where the critical mass of households with children to keep local schools open was lost. By encouraging a variety of housing types – for both homeowners and renters – that attract and support families with children, our existing schools can remain open and healthy. Ideally, these units would have two or more bedrooms and be located near parks or other open spaces.

#### c. Attendance Areas

Busing and driving by parents to large or distant schools can increase traffic and reduce opportunities for transit dependent households to be fully involved in school activities. School attendance areas within districts split neighborhood children living on the same street or block. At a district level, district boundaries no longer follow municipal boundaries. The Madison Schools and Districts Map on the following page demonstrates how Madison includes or borders nine school districts. MMSD and adjacent school districts pursue tax base and households in newly developing areas according to district boundary rules set by the State, causing discontinuous attendance areas, unnecessary busing, and segregation. While this is an issue where the City must play a secondary role, Madison should continue to work to improve coordination with the school districts within its boundaries and the adjacent districts to arrive at reasonable and equitable district boundaries and attendance areas.

**"Continue the trend of increasing the number of 'neighborhood schools' which serve as a focal point for neighborhood needs i.e. health services, food pantries, social services, tutoring, etc."**  
— online participant

#### d. Community Schools

The MMSD Community Schools program helps families access the programming and services they need by bringing many different health and human service providers and other community partners to one centralized location. The program integrates activities and services that students, families and community members feel are needed, such as health care, academic tutoring, mentoring, adult learning, food access, recreation, and more, directly into schools, making them hubs of coordinated support. Mendota and Leopold Elementary Schools were the first two Community School locations. The City and other community partners can support and participate in the integrated services provided at Community Schools.







# Madison Schools & Districts

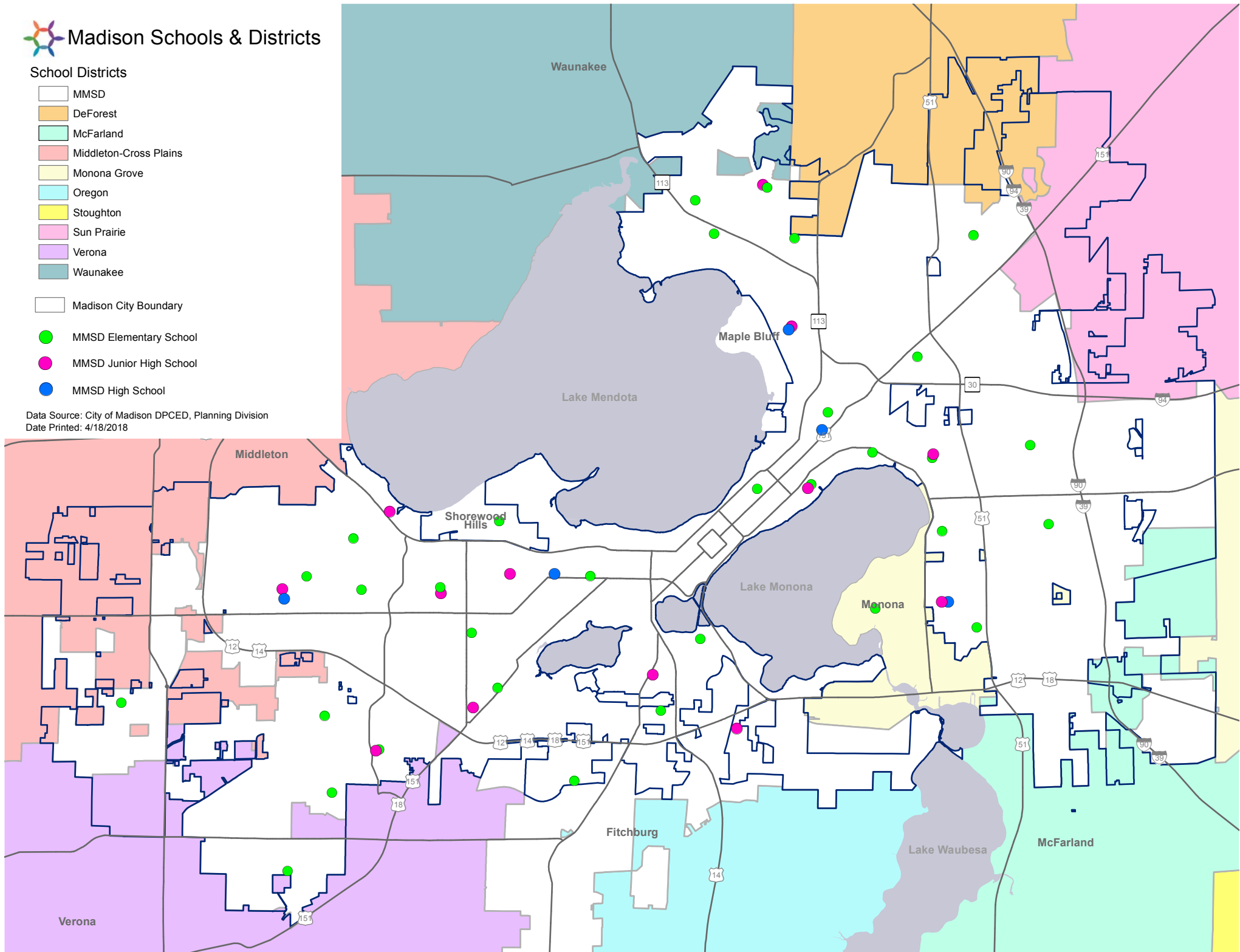
## School Districts

- MMSD
- DeForest
- McFarland
- Middleton-Cross Plains
- Monona Grove
- Oregon
- Stoughton
- Sun Prairie
- Verona
- Waunakee

Madison City Boundary

- MMSD Elementary School
- MMSD Junior High School
- MMSD High School

Data Source: City of Madison DPCED, Planning Division  
Date Printed: 4/18/2018



## Strategy 8

### Ensure access to food that is affordable, nutritious, and culturally specific.

#### Actions:

- Continue initiatives to support the introduction of neighborhood-serving grocery stores into under-served established neighborhoods.
- Identify public and private spaces suitable for community gardens and explore expansion of existing gardens to meet demand.
- Improve access to fresh foods by encouraging and facilitating the equitable distribution of farmers markets and farm stands.
- Encourage initiatives that support the emergency food system and facilitate donation of near-expired, but high-quality foods.

Access to healthful foods, especially for families with children, has major impacts on quality of life. There are several areas of the city where residents, especially low-income residents and those without cars, face significant barriers to purchasing affordable nutritious food. The Food Access Improvement Areas Map on page 60 identifies these areas. Beyond being healthy, available food must be affordable, meaning people with lower incomes are able to regularly purchase it without falling back on cheaper processed foods. It must be nutritious, meaning that it should be part of a healthful and balanced diet. Lastly, it must be culturally specific, meaning that it should reflect the cultural norms of the people eating it. This is especially needed in the racially and ethnically diverse areas of the city. Many partners will participate in achieving this strategy; for instance, Meadowridge Library has a kitchen and provides food and cooking classes to neighborhood children and adults.

#### a. Retail Access

Some areas in Madison are “food deserts,” regions without easy access to grocery stores or other outlets for healthful food. These areas may not be totally devoid of food out-

lets, but may only be served by convenience stores or other establishments that generally sell unhealthy processed foods, often at high prices. The Healthy Retail Access Program, Double Dollars, and SEED Grants are existing programs that should be continued and expanded to combat food insecurity and create more opportunities for people to purchase affordable, healthful food.

#### b. Gardens

Residual open space throughout neighborhoods should be considered for conversion into community gardens. These areas can evolve into neighborhood centers that include food production space, parks, plazas, meeting spaces, spaces for food sale or distribution, and paths or transit stops for greater access. Community gardens were strongly supported by Resident Panels and other Imagine Madison participants. Gardens can be located in a variety of both public and private spaces. Identifying locations for additional community gardens and urban agriculture should be undertaken in a future citywide planning effort.

**“Those from low-income neighborhoods do not have access to affordable healthy foods. There are food deserts in Madison & we need to address this!”**  
— community meeting participant





### c. Farmers Markets and Food Stands

Additional farmers market and food stands were strongly supported by Resident Panels and other public Imagine Madison participants. Expansion of these businesses to more areas of the city would reach many more people, many of whom do not have regular access to healthful food. A “lemonade stand” style of business was proposed for food stands—small scale startup food businesses with low barriers to entry for entrepreneurs while being nimble enough to respond to the food and nutrition needs of the neighborhood.

### d. Emergency Food System

Innovative collection, distribution, and partnerships will help meet food and nutrition needs of Madison’s low income and vulnerable populations in cases when the other actions of this strategy fail to meet their needs. The City and its partners should encourage alternative sources for food distribution, such as food pantries and food banks, especially within food deserts and areas with concentrations of low-income residents. Near-expired, but high-quality, edible foods from grocery stores and restaurants can be donated to food pantries and similar outlets for immediate use.



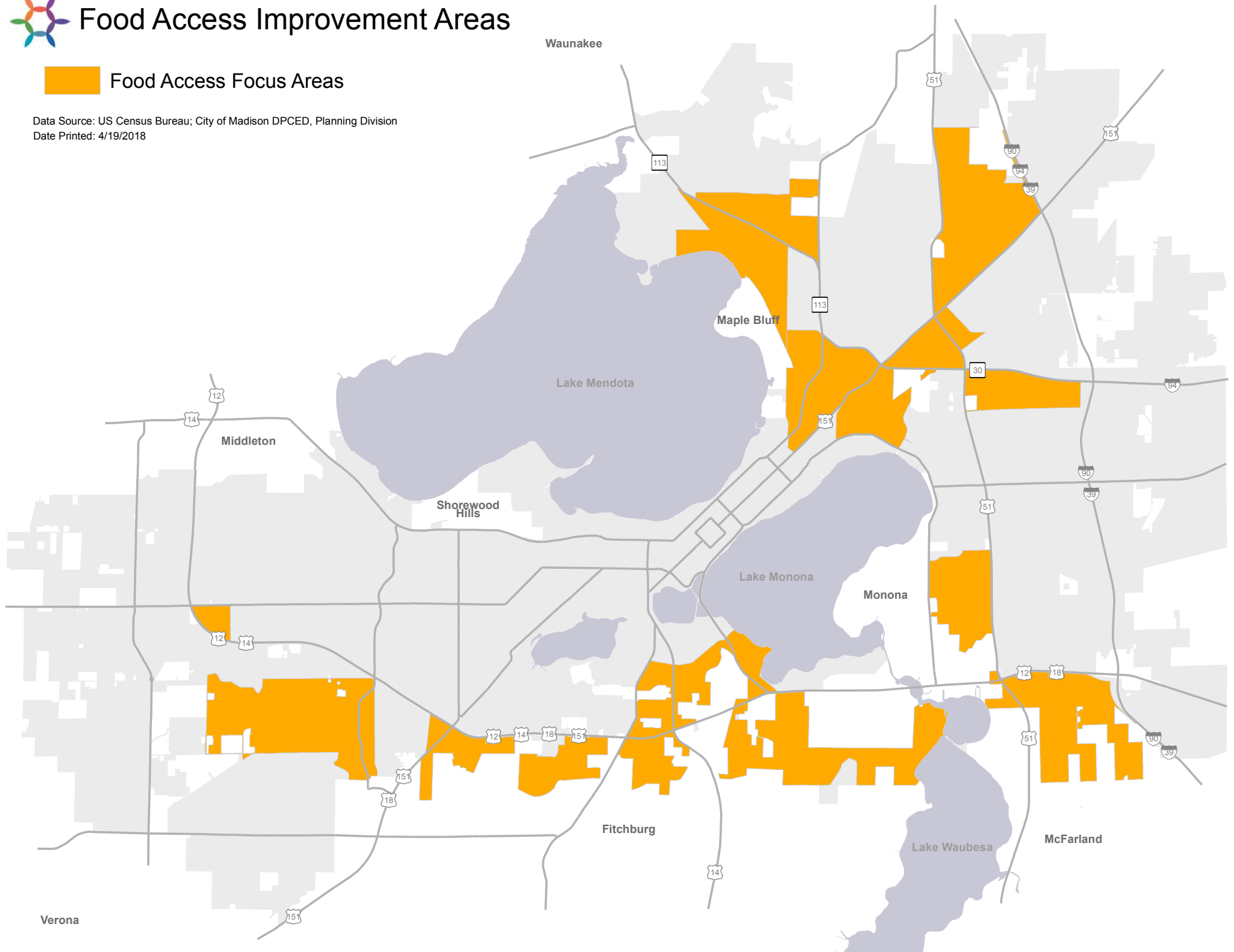


# Food Access Improvement Areas



Food Access Focus Areas

Data Source: US Census Bureau; City of Madison DPCED, Planning Division  
Date Printed: 4/19/2018







# ECONOMY AND OPPORTUNITY

Madison will have a growing, diversified economy that offers opportunity for businesses and residents to prosper.

Madison will have equitable education and advancement opportunities that meet the needs of each resident.



## INTRODUCTION

As the home of University of Wisconsin's flagship campus, education and innovation are ingrained in the city's institutions. Our highly educated workforce continues to drive research and innovation. A 2017 Brookings Institution report ranked the Madison area as the 20th strongest U.S. metro area for high tech job growth. Between 2013 and 2015, our region added approximately 2,900 jobs in the technology sector—outpacing many larger regions. The city's overall job growth produces many opportunities and high incomes for residents with a formal education. Madison's consistently strong economy and high quality of life brings a steady influx of new residents from across the state and nation.

The community's greatest challenge is ensuring that the strong economy benefits all residents. Madison has significant racial disparities in education and advancement opportunities that keep the community from reaching its full potential. Opportunity should be available to everyone, no matter where they started in life or where they are today. Addressing these issues requires collaboration among many entities and service providers—from child care for our youngest residents to job training for older adults seeking new careers in an ever-changing economy.

The following Strategies and Actions consider how we can grow Madison's economy and bring opportunity for all residents.

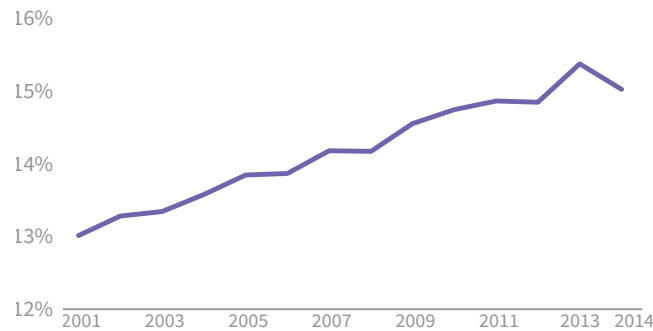
## STRATEGIES

1. Retain existing **employers** and attract new employers to ensure residents have access to jobs.
2. Ensure an **adequate supply of sites** for a wide variety of employers to operate and grow.
3. Support more jobs that pay a **family-supporting living wage**.
4. Close the **educational opportunity gap**.
5. Remove barriers to achieving **economic stability**.
6. Support **small businesses** and cultivate **entrepreneurship**, especially businesses owned by underrepresented groups.

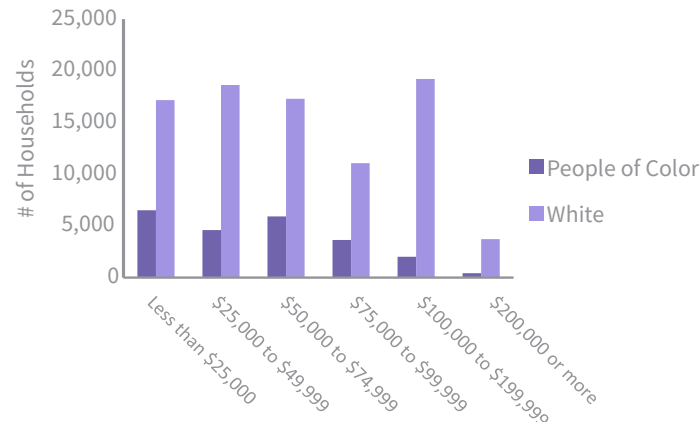
7. Support efforts for businesses and consumers to **produce and buy local** food, products, and services.
8. City government should lead and encourage other employers to develop a **diverse workforce** best able to serve an increasingly diverse population.

## DATA SNAPSHOT

### Madison Metro GDP as a % of Wisconsin GDP<sup>13</sup>

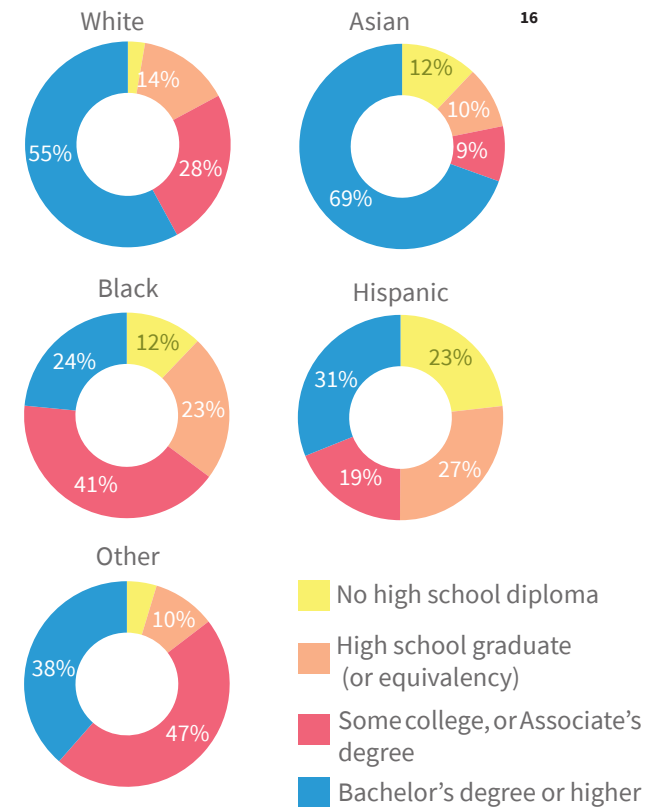
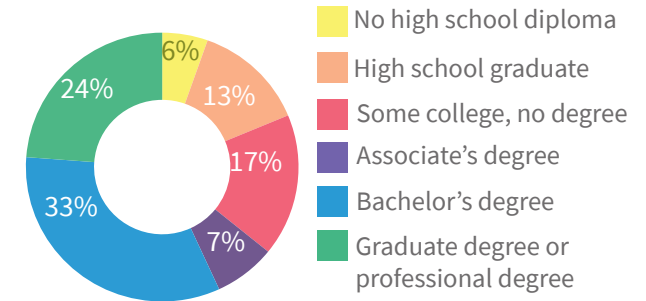


### Household Income by Race/Ethnicity<sup>14</sup>



## Educational Attainment<sup>15</sup>

Madison population 25 years and older



More than 60% of white adults in Madison have a bachelor's degree or higher, compared to about 40% of people of color. However, fewer than 30% of people in Wisconsin and the nation have a bachelor's degree or higher.



## Strategy 1

### Retain existing employers and attract new employers to ensure residents have access to jobs.

#### Actions:

- Target Business Retention and Expansion (BRE) efforts in industries where Madison has a competitive advantage.
- Continue the Business Walk program.
- Support the siting of state government facilities within the city.
- Expand the City's Tax Increment Financing (TIF) program to keep Madison regionally competitive and support small businesses.

Employers, in all forms and sizes, are the lifeblood of the city's economy. The city has a wide variety of employers, from decades old companies to recent start-ups located in a food cart or a co-working space. Madison should work to ensure existing businesses continue to find success and support their opportunities to expand within the city. The City should also pursue strategic opportunities to bring new employers to Madison.

#### a. Target BRE Efforts

The City has identified four specific industries where the Madison area has a competitive advantage: Information Technology, Biotechnology, Food Systems, and Precision Manufacturing. In these areas, Madison has a high concentration of businesses, increasing employment, and other unique assets. Efforts to retain existing businesses and bring new businesses to Madison should emphasize these sectors. Additionally, our efforts should emphasize businesses that offer employment opportunities accessible to residents with varying levels of education and experience.

#### b. Business Walk

The City's Business Walk program is an example of important outreach to the private sector. Through the program, City staff and economic development partners

visit hundreds of businesses in a predetermined area of the city in one day. This offers an opportunity for City representatives to meet business owners and employees to gain insights on successes and obstacles for business community. Additionally, the program provides a conduit for businesses to obtain information or assistance from City agencies. The City should continue to develop the Business Walk program and visit parts of the community at regular intervals.

#### c. State Facilities Within City

While strong private sector job growth is shifting Madison's economic base, jobs affiliated with the State of Wisconsin and UW – Madison are generally well paying and support many of the city's families. A large number of these positions are accessible to residents with a wide range of educational and employment backgrounds. Many of the State agencies in Madison are located along corridors with transit service, which reduces traffic congestion in the city and can reduce employees' daily transportation costs and the need for a vehicle. The City should continue to support State of Wisconsin and UW – Madison entities with expansion and relocation plans to sites within the city.

#### What is Tax Increment Financing (TIF)?

Tax Increment Financing is a governmental finance tool that the City of Madison uses to provide funds to construct public infrastructure, promote development opportunities and expand the future tax base. TIF assistance in Madison is only used when the proposed development would not occur "but for" City assistance.

#### d. Expand TIF

The City has a successful track record of using Tax Increment Financing to support job creation and increase the city's tax base. The Tax Increment Districts (TID) Map, notes the location of the City's current TIDs. The City should explore opportunities to expand the use of TIF. Madison's current TIF policy can limit the City's ability to compete with other communities for business expansions and attractions and the policy indirectly limits the use of TIF for small businesses. Potential changes could include adjusting the eligibility requirements for the Jobs TIF program and creating a TIF program focused on small businesses.





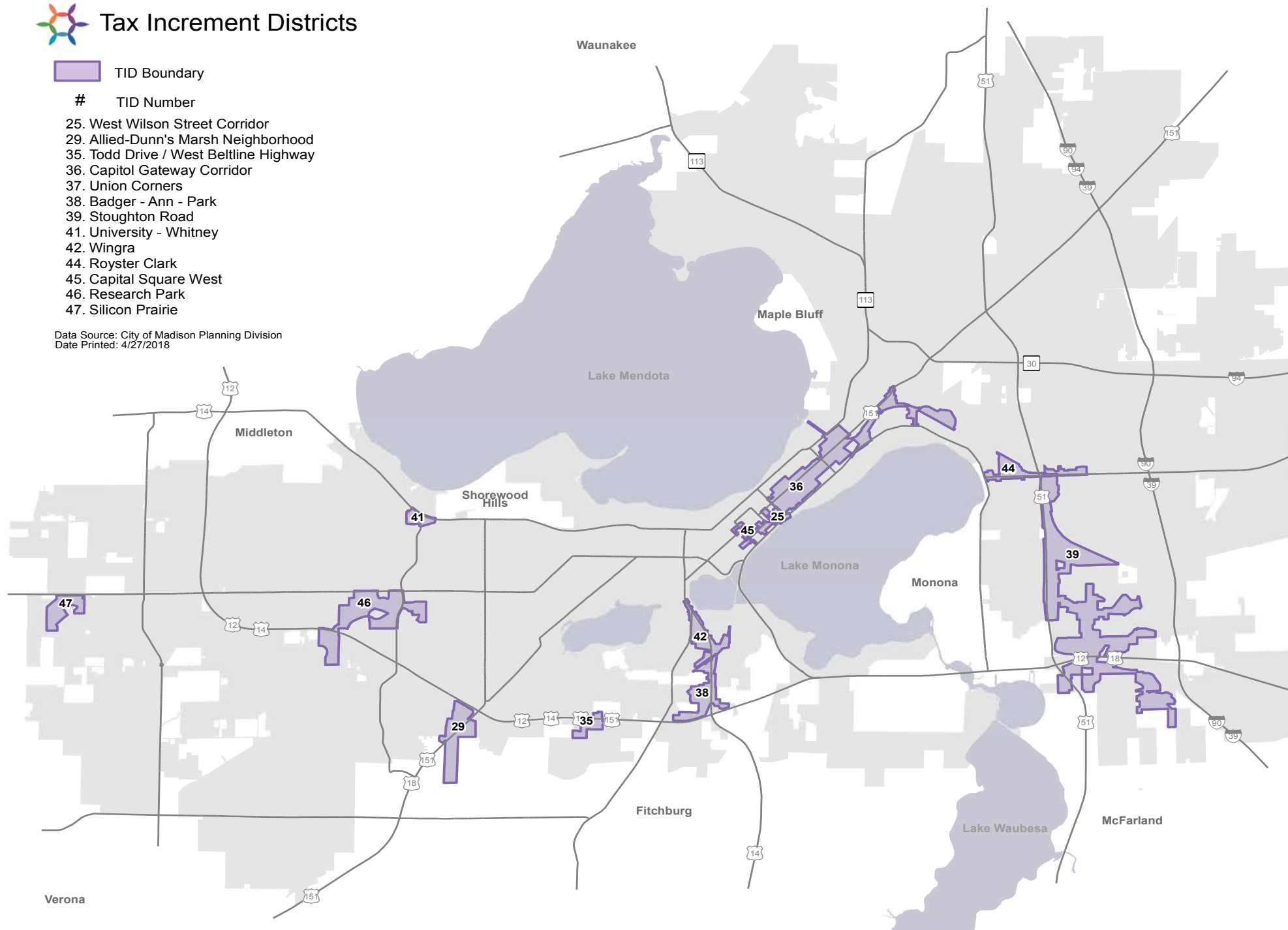
## Tax Incremental Districts

 TID Boundary

# TID Number

- 25. West Wilson Street Corridor
- 29. Allied-Dunn's Marsh Neighborhood
- 35. Todd Drive / West Beltline Highway
- 36. Capitol Gateway Corridor
- 37. Union Corners
- 38. Badger - Ann - Park
- 39. Stoughton Road
- 41. University - Whitney
- 42. Wingra
- 44. Royster Clark
- 45. Capital Square West
- 46. Research Park
- 47. Silicon Prairie

Data Source: City of Madison Planning Division  
Date Printed: 4/27/2018





## Strategy 2

### Ensure an adequate supply of sites for a wide variety of employers to operate and grow.

#### Actions:

- Reserve sites for employment uses in City land use plans.
- Layer tools and incentives in specific geographic areas
- Facilitate the reuse of brownfield sites.
- Participate in site selection and site certification programs.

One of the most important roles government has in economic development is to ensure there is an adequate supply of development-ready land and buildings to accommodate the needs of business. In addition to providing jobs that support the community's families, employment uses provide a fiscal benefit to the city. They generally produce more in tax revenue than it costs to provide them with City services.

Pressures to use land for purposes other than employment can make it difficult for local businesses to remain in their current locations or expand within the city. Reserving employment locations can help maintain an overall balance between commercial and residential uses in the city, and ensure there are conveniently accessible employment opportunities throughout Madison.

#### a. Reserve Sites

The City should reserve sufficient areas for employment uses when developing more detailed sub-area plans and considering potential changes to the Generalized Future Land Use (GFLU) Map. Madison's portfolio of existing and potential employment sites should accommodate a wide variety of employers. This ranges from larger industrial sites and office sites to smaller and lower cost space within business incubators.

#### b. Layer tools and incentives

The City has a variety of tools and incentives to facilitate development. In the late 2000s and early 2010s, the City catalyzed significant redevelopment along a segment of East Washington Avenue. The City adopted a detailed land use plan for the area, acquired several large underutilized sites during the midst of an economic recession, cleaned up on-site contamination and then sold individual development sites to developers through a competitive bidding process. By layering tools and incentive programs in one specific area, the City was able to attract high quality development projects that are consistent with the adopted land use plan.

The City should identify several key geographic areas and focus tools and incentives on these areas. There should be an emphasis on encouraging employment growth in transit-served areas with high needs for jobs. This includes the use of TIF, land banking, and various state and federal tax credit programs.

#### c. Brownfields

Brownfields are abandoned or underused properties where perceived or actual contamination has hindered redevelopment. The Potential Brownfields Map includes sites from the Wisconsin Department of Natural Resources' (DNR) Bureau for Remediation and Redevelopment Tracking System (BRRTS). These sites have an active environmental investigation or remediation or were formerly investigated and could still have contamination that must be addressed prior to redevelopment. These potential brownfields are primarily former industrial and commercial sites and are therefore well located along Madison's business and transportation corridors. Brownfields offer an opportunity to upgrade underutilized properties with new employment opportunities in areas that already have transit service and other amenities. In recent years, the City has obtained \$1.2 million in federal and state funding for the assessment and clean-up of brownfields. The City should continue to pursue brownfields funding to mitigate obstacles to redevelopment of these sites.

#### d. Site Selection and Certification

The City should continue working with the Madison Region Economic Partnership (MadREP) to respond to national

site selector searches to encourage large employers to consider locating in Madison. Further, the City should explore opportunities to work with the Wisconsin Economic Development Corporation and MadREP to include Madison properties in state and regional site certification programs. Certifying sites as ready for development is helpful in securing interest from businesses selecting sites within a short timeframe. These programs ensure that all regulatory approvals are in place and infrastructure such as roads and utilities are available to serve the property.



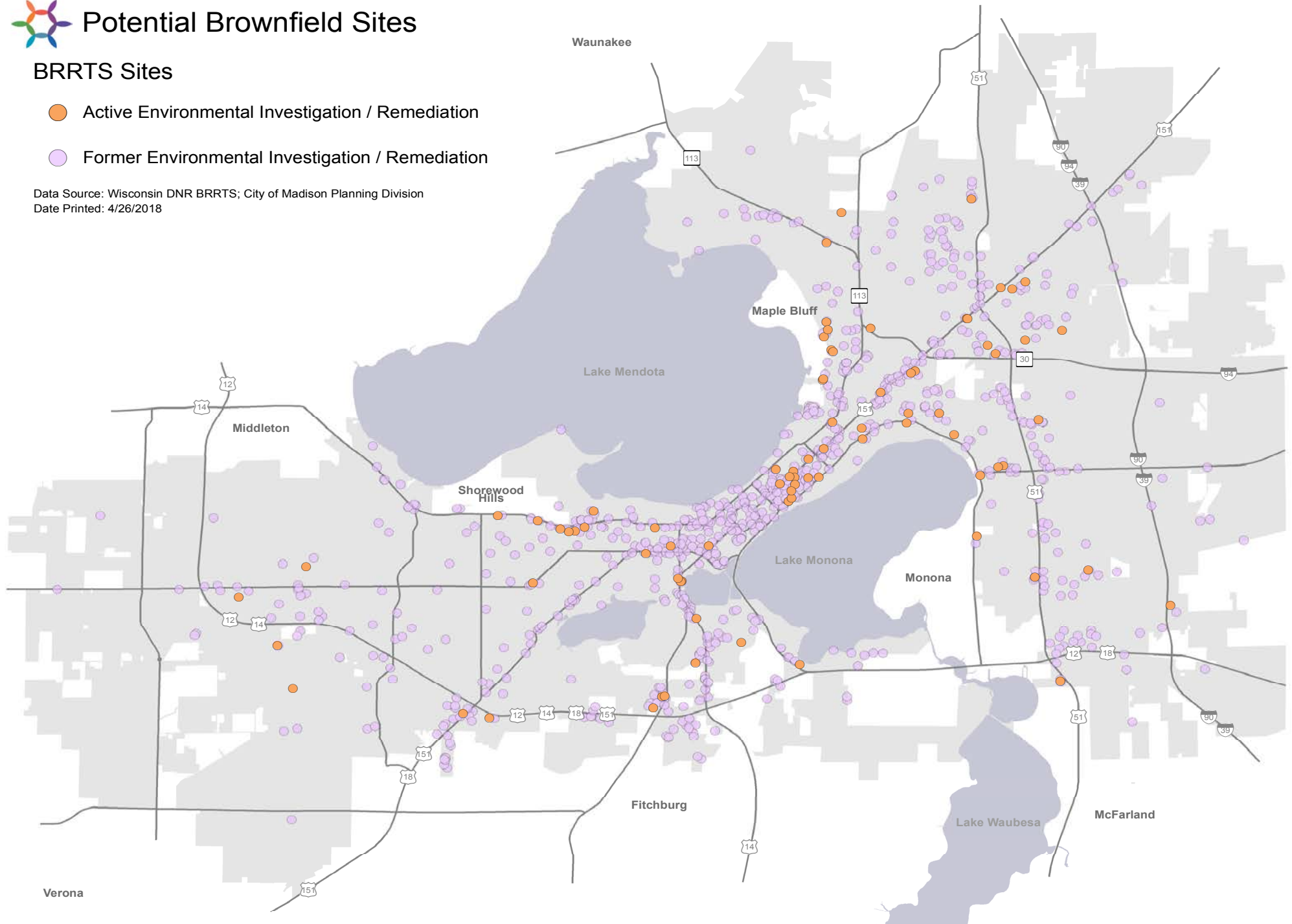


## Potential Brownfield Sites

### BRRTS Sites

- Active Environmental Investigation / Remediation
- Former Environmental Investigation / Remediation

Data Source: Wisconsin DNR BRRTS; City of Madison Planning Division  
Date Printed: 4/26/2018





### Strategy 3

#### Support jobs that pay a family-supporting living wage.

##### Actions:

- a. Continue the living wage for City employees and contractors.
- b. Leverage the Jobs TIF program to support living wage jobs.
- c. Pursue increases to Wisconsin's minimum wage.

In the feedback received through the Imagine Madison process, residents strongly supported pursuing opportunities that produce living wage jobs. For employed individuals, a living wage allows for the provision of shelter, food, and other everyday necessities. With a living wage, people should not have to work multiple jobs to support their household.

Overall, Madison's strong employment growth produces a consistently low unemployment rate. Nonetheless, many Madison residents are unable to find family-supporting employment opportunities. Growth in the city's workforce is occurring at opposite ends of the economic spectrum with high-wage, high-skill jobs in technology-based sectors and low-wage, low-skill jobs in service sectors. There are fewer and fewer job opportunities in the middle.

##### a. Living Wage for City Employees and Contractors

The City of Madison should continue the living wage requirement adopted in 1999. The ordinance applies to individuals directly employed by the City of Madison, are working for an employer with a service contract with the City or are funded by the City. The wage equates to an annual income that is 110% of the poverty level for a family of four. For 2018, it is \$13.01 per hour. The wage is calculated annually and adjusted for inflation.

##### b. Jobs TIF

The City should continue using the Jobs TIF program to support the retention and creation of living wage jobs. This program is a potential option where a TIF District is in place and sufficient increment is available or will be created by

a development project. TIF supported jobs must provide a living wage under the City's current policy for the program.

##### c. Minimum Wage

The City, as part of a larger coalition, should pursue opportunities to increase the minimum wage in Wisconsin to support residents living with lower incomes. Wisconsin's minimum wage has been \$7.25 per hour since 2009. According to the National Conference of State Legislatures, Minnesota has a minimum wage of \$9.65 per hour for larger businesses. Smaller businesses must pay at least \$7.87 per hour. Michigan and Illinois have minimum wages of \$9.25 and \$8.25 per hour, respectively. If a higher minimum wage is adopted, it should adjust annually to keep pace with inflation as it does in some other states.

**"Families need viable career opportunities that can position them to live stable lives—not scraping by paycheck to paycheck, and that will help to close the wealth gap over time."**  
- Resident Panel participant





## Strategy 4

### Close the educational opportunity gap.

#### Actions:

- Continue to improve access to quality child care with an emphasis on marginalized populations.
- Continue support for out of school time programming.
- Align City internships and initiatives with work-based learning opportunities for youth and young adults.
- Expand access to low-cost, high-speed internet service.

Community feedback for Connect Madison, the City's Economic Development Strategy, overwhelmingly highlighted equity as the community's most significant economic development challenge. Kindergarten through 12th grade education was cited as the area of greatest influence to address disparities. Feedback gathered through the Imagine Madison process echoed this sentiment. The community is concerned about the number of students of color that are falling behind relative to literacy and other essential skills. This affects their college and career prospects as well as Madison's future workforce.

#### a. Child Care

Feedback received through the Imagine Madison process emphasized the need to support our children with enriching child care during the critical developmental years between birth and 5 years of age. Feedback cited several specific considerations: having convenient locations, affordable rates, and opportunities for culturally appropriate care.

The City should continue to improve access to high quality child care and early education. Madison provides direct support to families that do not qualify for the Wisconsin Shares program. The City's Pathways to Quality program is intended to expand the number and distribution of child care facilities throughout Madison, enhance the quality of care provided at these facilities and produce more opportunities for lower-income families to find care. This is done primarily through more accredited child care

providers and a higher YoungStar rating, which reflect a higher level of care.

The City should continue to facilitate more accredited in-home child care facilities throughout Madison. These facilities can provide conveniently located child care options, and possibly more venues for culturally appropriate care, while creating opportunities for home-based businesses with minimal start-up and operating costs.

#### b. Out of School Time

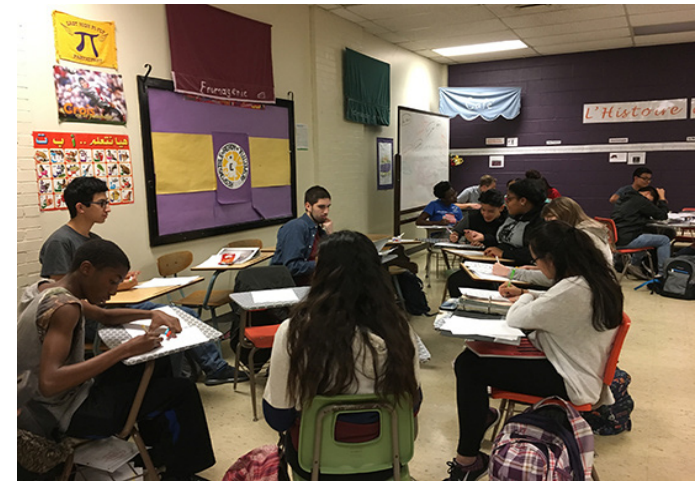
The City should continue its support for the Madison Out of School Time (MOST) initiative that offers learning and enrichment activities after school, during summer break, and other times when children are out of school. MOST, a partnership between the City of Madison and MMSD, has been identified as a national model for effectiveness in improving educational outcomes. The program serves as a hub for over 100 out of school time providers that register their programs on a shared website and commit to shared quality standards. The programs are based in Madison area community centers, schools, and other venues.

#### c. Align City Internships and Initiatives

Aligning City internship opportunities, such as the Wanda Fullmore and AASPIRE programs, with MMSD's Pathways Initiative and similar community initiatives will produce greater results. The Pathways Initiative incorporates field specific learning opportunities into the high school curriculum, starting with freshman year. It is intended to increase student engagement during the high school years and to better prepare students for post-secondary education and work opportunities.

#### Wanda Fullmore and AASPIRE Internships

The City has two primary youth internship programs. The Wanda Fullmore program is geared towards MMSD high school females and students of color that are entering their junior or senior year. The Affirmative Action Student Professional in Residence (AASPIRE) program provides City internship opportunities to those currently or recently enrolled in a higher education program and emphasizes opportunities for females and people of color.



#### d. Internet Service

As education and technology become increasingly intertwined, addressing the digital divide becomes increasingly important. Elementary school classes now have some online component. Parent/guardian communication with schools and educators, a key aspect for supporting student achievement, is moving online. Higher education programs only offered online are becoming more prevalent. The City should continue initiatives to bring low-cost, high-speed internet service to underserved neighborhoods. This could include the pursuit of external funding, partnerships with the private sector, and potentially a public internet utility. Additionally, Madison's public libraries should continue to offer internet access at each location.



## Strategy 5

### Remove barriers to achieving economic stability.

#### Actions:

- Continue support for neighborhood centers.
- Work with partners to better align efforts in job training and placement programs.
- Increase awareness of programs that build residents' financial capability.

Without the benefit of a support system, many households in the city are one setback away from not being able to afford food or becoming homeless when faced with an unexpected financial challenge such as healthcare expenses or car repairs. Continually facing challenges in providing food and shelter means that some families cannot achieve economic stability and prosperity.

Working multiple jobs to support a family can also present challenges. The work schedule can turn fundamental aspects of life, such as raising children, commuting to work, or preparing food, into a constant struggle. Often, these residents are unable to take time out of their work schedule to take advantage of education and training opportunities that could lead to a better job. It is therefore important for Madison area entities to seek holistic approaches to support residents in overcoming these barriers. This could include providing child care along with job training opportunities or assisting with transportation to a job fair.

The community also expressed concern over the potential for residents to be shut out of the workforce as advances in technology lead to more automation of tasks traditionally performed by humans. Specifically, artificial intelligence has the potential to disrupt entire lines of work as computers become able to complete tasks that require decision-making. It could affect jobs across the employment spectrum, from blue collar to white collar, and the families that rely on these jobs.

#### a. Neighborhood Centers

Neighborhood centers can play a key role in removing barriers to economic opportunity by providing spaces for residents to learn and connect to resources, whether it be accessing a food pantry, attending a home-ownership workshop or participating in a hands-on job training. The City currently supports 16 community centers that serve as hubs for neighborhood-specific programs and services. Continual requests for City support to expand existing centers and develop new centers has prompted a holistic review of City funding for these facilities. This review will help guide the siting of any future neighborhood centers, including how they interface with MMSD's Community Schools initiative. It will also develop benchmarks to guide City funding for the ongoing operation of these centers.

#### b. Job Training and Placement

The City provides funding to several community-based organizations that provide training to remove barriers to employment for marginalized populations, such as formerly incarcerated residents, English language learners, women, and people of color. Services range from helping residents complete general education development (GED) programs to providing training opportunities for women and people of color who are underrepresented in the fields of computer coding and construction.

To ensure programs are meeting the needs of residents and area employers, the City should work with area partners to better align efforts through establishing an inventory of existing programs, assessing their effectiveness and identify programming gaps. Partners in this area include the Workforce Development Board of South Central Wisconsin, Madison College, UW-Madison, Dane County, and community-based organizations that the City funds.

To address issues related to artificial intelligence and other automation in the workplace, the City and partner agencies should monitor impacts from technological advances and continue to calibrate our region's training programs to address these changes.

#### c. Financial Capability

According to Bank On, more than 50% of African American and 46% of Latinx households nationwide do not have

sufficient access to banking tools, compared to 20% of white households. Many area financial institutions and community non-profits offer well-regarded programs designed to improve residents' financial capability. This includes awareness of and access to tools such as savings accounts, checking accounts, and home-buying or small business development assistance. Many of these programs also assist residents in improving their credit score. The City should increase awareness of and support participation in these programs.

## Strategy 6

### Support small businesses and cultivate entrepreneurship, especially businesses owned by underrepresented groups.

#### Actions:

- Continue the Business Assistance Team.
- Continue development of underrepresented contractors.
- Continue implementation of the Madison Public Market and MarketReady program.
- Establish a Kiva City crowdfunding program.

Entrepreneurship and small business growth drives our local economy forward. According to ReferenceUSA, there are 16,582 employers in Madison and 94% of these employers have 50 or fewer employees. Led, in large part, by the research and innovation associated with UW-Madison, the city of Madison leads the state in business formation and patents issued.

Feedback through the Imagine Madison process highlighted the importance of support for entrepreneurship and business opportunities for people of color. Creating more successful businesses in Madison owned by people of color can propel more families into the middle class and beyond. These businesses could also attract more diverse job applicants and hire more people of color.

#### a. Business Assistance Team

The City recently formed a multi-agency staff team to help new businesses sort through regulatory challenges and connect with resources. It creates a single point-of-entry into City government and a staff team that includes agencies that most often interact with businesses. The team helps businesses navigate municipal licensing and regulations and connect with resources in the community, including City-sponsored programs that help finance small businesses. The team also identifies potential challenges for new businesses and establishes improvements to mitigate them.

**“The group wants to see an emphasis on small business development. There must be support for local businesses like Farmer Markets. The economy depends a lot on the community as consumer but we must participate.”**

**- Resident Panel participant**

#### b. Underrepresented Contractors

The City should continue to develop the pipeline of contractors that are led by, and include, women, people of color, and other underrepresented groups. Madison’s consistently strong real estate market produces a strong construction sector. Yet many of the employees in the trades are at or nearing retirement age, resulting in a shortage of qualified workers. This gap offers an opportunity for underrepresented residents to obtain well-paying jobs. Woman, Minority, and Disadvantaged Business Enterprise (WMDBE) goals for projects that include federal funding create further opportunities. There are not currently enough WMDBE contractors and subcontractors to bid on this large amount of work.

Examples of City support includes start-up grants and technical assistance to create and expand these companies. This support is provided directly to these companies or through area non-profits that have particular expertise in working with these communities. The City is also assisting employees organize as a union crew to bid on projects and encouraging more worker owned union enterprises through the Co-operative Enterprise Development Program.

#### c. Public Market and MarketReady

The City of Madison is in the process of developing the Madison Public Market. The core mission of this project is to create a platform for diverse small businesses to reach customers for their products in a low cost space. As part of the planning for the Public Market, the City is implementing the MarketReady program, which is a training, technical assistance, coaching, and micro-grant program focused on a cohort of 30 prospective Public Market merchants. The City should continue to focus on diverse entrepreneurship in the planning and implementation of the Public Market project, and explore funding and implementing future cohorts of the MarketReady Program

#### d. Kiva City

The City should continue efforts to establish Madison as a Kiva City to offer another source of start-up funding to support entrepreneurs. Through the Kiva Cities program, interest free loans are crowdfunded and specifically targeted to entrepreneurs that have been traditionally underserved by the financial system. Traditional measures of credit worthiness, such as credit history or cash flow, are not considered. Instead, loan applicants are endorsed by a neighborhood organization or individual trustee who attests to the character of the borrower.

In the city of Milwaukee’s Kiva program, a successful crowdfunding campaign of \$5,000 brings matching funds and technical assistance from a local non-profit organization. These resources support both the success of the business and repayment of the loan.





## Strategy 7

### Support efforts for businesses and consumers to produce and buy local food, products, and services.

#### Actions:

- a. Foster a Northside Food Innovation District.
- b. Continue support for business incubators.
- c. Expand the Street Vending program.

In the 1980s, big box stores started acquiring a significant share of retail spending, sending profits to company headquarters and shareholders rather than keeping them in the local economy. The rise of Amazon and e-commerce in the 2000s continued this trend. When we buy goods and services from local businesses, however, it is estimated that every dollar spent has a multiplier effect and is returned to the local economy three times.

As our climate changes, our access to food grown in other states and countries becomes less certain. We can reduce our dependence on other sources by producing more of our food locally. This also provides economic benefits to growers, suppliers, distributors and retailers in the food system. A growing food sector can also benefit residents that face barriers to employment. Many jobs in the food industry do not require college degrees but offer the opportunity to advance into the middle class.

#### a. Food Innovation District

The Oscar Mayer plant produced various food products and anchored the north side's economy for nearly 100 years. The plant closed in 2017 but momentum is building for a 21st Century food economy on the north side, with entities such as Madison College's culinary school and the FEED Kitchen. Once developed, the Public Market could be the anchor for a north side food innovation district. Having these businesses clustered in close proximity provides benefits from sharing ideas, talent, vendors, and infrastructure. The north side could be considered for development of a food aggregation and distribution hub that would support area farmers, processors, and buyers and the sale and purchase of local food.

#### b. Business Incubators

Business incubators provide lower-cost space for entrepreneurs to turn ideas into businesses. The City supports non-profit organizations in their efforts to update or establish incubator facilities. These facilities are primarily located downtown and on the near east side. Madison also provides funding to organizations that in turn provide loans to start-ups, many of which are located in a business incubator. The City should continue to support incubators alongside our community partners and promote the development of these facilities throughout the city.

#### c. Street Vending

The City's Street Vending program adds to Madison's vitality and provides a low-cost startup business opportunity for diverse entrepreneurs. For example, city staff estimate that 75% of Madison's licensed food carts are owned and operated by immigrants or people of color. Food carts often serve as a launchpad to creating a larger business. Madison vendors have added second or third carts, moved into

brick-and-mortar restaurants, started catering companies, and expanded into producing value-added food products.

While being mindful of the competitiveness of this industry and monitoring potential over-saturation, the City should find ways to continue to grow and support street vending as an entrepreneurial opportunity. This includes connecting food carts with more vending opportunities throughout Madison, such as large events or employment locations, and supporting programming to help vendors connect with resources and training programs.

**"Support incubators that foster an environment for small business/start-ups"**  
- community meeting participant



## Strategy 8

**City government should lead and encourage other employers to develop a diverse workforce best able to serve an increasingly diverse population.**

### Actions:

- Continue the City's Equitable Workforce program.
- Support community efforts to diversify Madison's workforce.

Madison is becoming more diverse and the community's workforce should reflect that diversity. From a business perspective, a diverse workforce is more in touch with the preferences of the customer base. From a community-wide perspective, Madison's economy must become more equitable for the city to remain economically competitive.

Feedback through the Imagine Madison process noted that many people move to Madison for its high quality of life, not for a specific job, and many of these residents have a college degree. It is important that career ladders also exist for residents that do not currently have a college degree.

### a. Equitable Workforce

The City has implemented programs to advance hiring of women and people of color. The composition of the City's workforce, especially the higher-level positions within

the organization, does not reflect the demographics of Madison's residents and therefore cannot fully represent all interests. The Equitable Workforce program is specific to each City agency. One of the primary activities is to identify and implement improvements to employee recruitment and hiring practices.

### b. Community Efforts

The City should support community partners in their efforts to diversify Madison's workforce. One prominent example is the partnership between the Urban League of Greater Madison and the Madison Region Economic Partnership to advance diversity and inclusion amongst area employers. The two entities provide leadership by demonstrating to employers the benefits of a diverse and inclusive workforce.

### Madison Police Department's Diverse Workforce

Disparities between the racial composition of police departments and communities they serve has been a national conversation. The Madison Police Department (MPD) strives to have a staff that reflects the community. About 20 percent of officers are people of color, close to Madison's overall demographics. Over 30 percent of officers are women, far exceeding the 15 percent national average.

MPD has taken several steps to increase the diversity of the police force. In 2015, the Hiring Resource Group was implemented. This group of 13 officers seeks to provide transparency and show potential applicants what a career with MPD could look like. Additionally, all officers are engaged in recruiting and small interest groups exist to serve the current officers and appeal to applicants of different backgrounds. To strengthen bonds, new officers are paired with a more experienced mentor.

Despite the successes of MPD's hiring practices, more progress can be made in recruiting Asian and Latinx officers and increasing the number of people of color who serve in the upper ranks.

More Information:

Hiring Resource Group: <https://www.cityofmadison.com/police/jointeam/hiringResource.cfm>







# CULTURE AND CHARACTER

Madison will be a vibrant and creative city that values and builds upon its cultural and historic assets.

Madison will have a unique character and strong sense of place in its neighborhoods and the city as a whole.



## INTRODUCTION

No two cities are alike, and each city's unique identity and values are reflected in both its residents and its places. This chapter focuses on some of the culture and character attributes that make Madison, Madison.

Madison is fortunate to have a unique natural setting with lakes and gently rolling topography that are sacred to Native people, foundational to early settlers, and celebrated by modern generations. The earliest permanently settled portions of the city were on the isthmus, which later become home to the State Capitol and the University of Wisconsin, and which now forms the core of much of Madison's present identity.

"Sense of place" refers to people's perceptions, attitudes and emotions about a place. It is influenced by the natural and built environments and peoples' interactions with them. Madison is a community that values its many special places, neighborhoods, and districts. They provide a wide range of opportunities for people to live, work, and play and offer something for everyone. While each of these unique places is important and should be supported, the key is what they contribute to the culture and character of the whole of the community.

Many people see Madison as a vibrant and creative city offering many opportunities for cultural and leisure time pursuits. Whether it's spending time outdoors, attending an event, eating out, visiting a museum, going to a concert or play, or something else, there is a lot to do in Madison. However, not everyone feels as connected to these activities. Whatever one's perception of the city is, it is undeniable that the city is growing and becoming more diverse. As the city changes, it is essential to maintain aspects of what makes it such a great city for many and to improve and diversify its offerings for others.

An increasingly diverse population contributes new cultures and experiences to the community for residents and visitors alike. Reflecting diverse populations in the built environment and providing opportunities for leisure activities that appeal to a broad range of ages, races, ethnicities, and backgrounds helps connect people to a

place and helps them know that they belong. It also brings people together as Madisonians.

As Madison continues to grow and change, one of the greatest challenges will be to balance growth with the historic and cultural resources that make Madison unique while creating new places that reflect what is important to all residents. This chapter highlights some strategies and actions that are important in maintaining Madison's unique culture and character and making it a welcoming place for everyone to live, work and play.

## STRATEGIES

1. Create **vibrant and inviting places** through creative architecture and urban design.
2. Preserve **historic and special places** that tell the story of Madison and reflect our racially and ethnically diverse cultures and histories.
3. Create **safe and affirming community spaces** that bring people together and provide social outlets for underrepresented groups.
4. Balance the concentration of **cultural and entertainment venues** between the downtown and other areas of the city.
5. Preserve **defining views** of the lakes, downtown skyline, and Capitol from publicly accessible locations.
6. Integrate **public art** throughout the city.
7. Provide opportunities to **learn about, create, collaborate, and enjoy the arts**.

### What Connects People to Their Community:

- Social Offerings
- Aesthetics
- Openness

The Knight Foundation and Gallup partnered to survey over 40,000 people to understand why people love where they live and why it matters. The Soul of the Community study identified drivers of attachment to one's community. The top drivers in creating an emotional bond to community were social offerings, aesthetics, and openness. If people feel attached to the community, they are more likely to engage and help make it a better place.  
<https://knightfoundation.org/sotc/>



## Strategy 1

### Create vibrant and inviting places through creative architecture and urban design.

#### Actions:

- a. Prioritize placemaking as a way to focus on who and how public spaces will be used and designed throughout the city.
- b. Emphasize high quality, human-scaled design in new buildings and public spaces.
- c. Use the City's development review standards and processes to ensure that redevelopment and infill projects result in interesting, high-quality buildings and spaces and harmonious design relationships with older buildings.
- d. Update Urban Design Districts 1-6 and consider expanding urban design districts to redeveloping corridors.

Cities are collections of places - some grand, some informal; some old, some new; some chaotic, some contemplative. Each city's values are reflected in these places that are often largely defined by their design. Depending on the success of its design, a place can create a sense of ownership and belonging, or it can create a sense of detachment and emptiness. People's positive or negative experience in a space is often influenced by the built environment.

Madison is a dynamic city that strives to offer something for everyone. Its variety and mix of land uses offer an array of choices to live, shop, work, and play providing the foundation for this diversity. As Madison continues to evolve, it must focus on creating a very high-quality urban setting with a range of vibrant and inviting places.

Urban design is the process of managing the physical and visual character of the city. The aesthetic quality of Madison's built and natural environments largely defines the city's visual distinctiveness and beauty. Each year, the city's continued growth results in significant new public and private sector investment. Such investment occurs in both newly developing areas on the city's edge

## Jackson Street Plaza Placemaking

The Schenk Atwood Starkweather Yahara Neighborhood, working with the City, experimented with temporarily closing Jackson Street at its intersection with the Capitol City Path, where a new ice cream shop with a walk-up window had just opened. Neighbors added tables and chairs, food carts, and other activities to this natural gathering space. While the street proved to be too important to close permanently, this placemaking experiment led to several new design improvements that will solidify "Jackson Street Plaza" as a community asset.

and on redevelopment and infill sites in established neighborhoods. Each public and private sector development either enhances or degrades Madison's unique visual character and beauty. Madison must strive to ensure they all enhance its character.

#### a. Placemaking

Placemaking is a way of thinking about public spaces from a community perspective. It is a process that involves users of the space to think about its design, how it's used, and how it could be used. This approach can result in more active spaces in which community members feel some ownership.

#### b. Human-Scaled Design

Human-scaled design means thinking about the scale, form, rhythm, texture, materials, detail, and other aspects of a building or public space that makes them more comfortable, approachable, and usable for all people. For example, buildings with long, blank walls can convey that one is not welcome, where simply adding more windows or doors, some architectural variety, and other details can make the same building seem much more inviting. A collection of buildings designed for how people experience them from the outside can help draw residents, visitors, customers, and employees to a neighborhood or district.



#### c. Design Relationships

Every infill and redevelopment site has an existing context. When developing concepts for new buildings, the designer must understand how the building will fit into that existing environment. Context-sensitive design is particularly important in neighborhoods with an established character and where redevelopment or infill is occurring in close proximity to buildings of historic or architectural value. The City's various plans and development review standards should be continually evaluated and updated to ensure that they remain effective tools in achieving architecturally interesting, very high quality, enduring buildings.

#### d. Urban Design Districts

The City established the Urban Design Commission in the 1970s to ensure high quality design of civic buildings and of development along major thoroughfares. There are currently eight Urban Design Districts. The ordinances governing the earlier districts tend to be more general than the newer ones. The standards and regulations in these districts should be reviewed and updated to continue to produce the desired design results. Establishment of new districts should be considered for redeveloping corridors such as Monroe Street and Atwood Avenue.

## Strategy 2

### Preserve historic and special places that tell the story of Madison and reflect our racially and ethnically diverse cultures and histories.

#### Actions:

- Complete, adopt, and implement the Historic Preservation Plan as a framework for the future of Madison's historic preservation program.
- Finish updating the Historic Preservation Ordinance by revising the standards for each of the local historic districts.
- Identify ways to retain older buildings and places that contribute to the special character of an area, or are associated with diverse cultures, through the adoption of sub-area plans prior to redevelopment pressures.

Madison has long valued its historic and cultural resources—from 2,000-year-old mounds to 50-year-old post World War II buildings. Madison's full history and the places that are part of that unique story are important to preserve for residents, visitors, and future generations to experience.

**"The Madison area is the Ho-Chunk Nation's ancestral home, a history not often included in Madison, which usually prioritizes references to people like John Nolen and Frank Lloyd Wright."  
- Missy Tracy (Cap Times, March 1, 2018)**

Historically, Madison's preservation efforts have focused on buildings with unique architecture or places associated with people with notable historic achievements. However, this only tells part of the city's story. As the community has evolved and the population has become more diverse, the

City is expanding its approach to preservation and making a deliberate effort to include the histories of all groups. Seeing one's heritage in the fabric of the city can help connect a person to the place and help them know that they belong.

Madison adopted its first Landmarks Ordinance in 1969, just three years after the passage of the National Historic Preservation Act. The City established its Landmarks Commission in 1971, and today recognizes 182 historic landmarks and five local historic districts. Madison is also home to 28 National Register Historic Districts and 119 properties listed on the National Register of Historic Places. National Register properties are eligible for Federal and/or State tax credits to finance historically appropriate rehabilitation. Madison's landmarks and the local and National Register historic districts are shown on the Historic Resources Map.

One of the greatest challenges for the City regarding historic and cultural resource preservation is balancing preservation with infill and redevelopment. Community feedback received during the Imagine Madison process indicated a preference for increasing density in already developed areas over lower-density development on the edge of the city. Madison will need to find the balance between encouraging redevelopment and infill while protecting the qualities that made existing neighborhoods appealing to begin with.

The preservation of a city's historic and cultural resources can have significant economic benefits to a community. Heritage tourism is a fast growing economic sector in many cities, including Madison. As visitors spend more money on trips and experiences, many are traveling to experience the history and culture of different cities. This is a largely untapped opportunity for Madison and the surrounding area. Promoting Native people's history in the region and the Madison area's association with Frank Lloyd Wright are a couple examples of opportunities to grow and enhance tourism.

#### a. Historic Preservation Plan

In late 2017, the City began a process of creating its first ever Historic Preservation Plan to "identify, celebrate, and preserve the places that represent our collective history." This effort will result in a more comprehensive approach to preservation, and include: updating the historic resources inventory, identifying culturally significant sites, exploring incentives, promoting heritage tourism, and recommending educational opportunities, among other topics.

#### b. Local Historic Districts

In the five decades since its inception, Madison's historic preservation effort has been primarily focused on the administration of its Historic Preservation Ordinance, which has changed little during that time. The City is currently undertaking a multi-year process to thoroughly update its Historic Preservation Ordinance, including updating the standards in each of the local historic districts. This is important to ensure that the ordinance achieves the community's preservation priorities in balance with modern construction methods and materials.



#### c. Retain Older Buildings

Old buildings, even if they are not formally recognized as landmarks or part of a historic district, often establish the character of a place. These buildings often have a level of design, detail, materials and craftsmanship not typically found in newer buildings. They also often represent connections between certain segments of the community to the history of a particular neighborhood. Reuse or rehabilitation of these buildings can extend their life beyond the originally intended purpose and achieve many sustainability goals, such as keeping materials out of landfills and not wasting the embodied energy contained within the existing building. In addition, older buildings are often less expensive for residential and commercial tenants than new construction. Sub-area planning efforts should identify the older buildings that should be retained and recommend the most appropriate means for doing so.

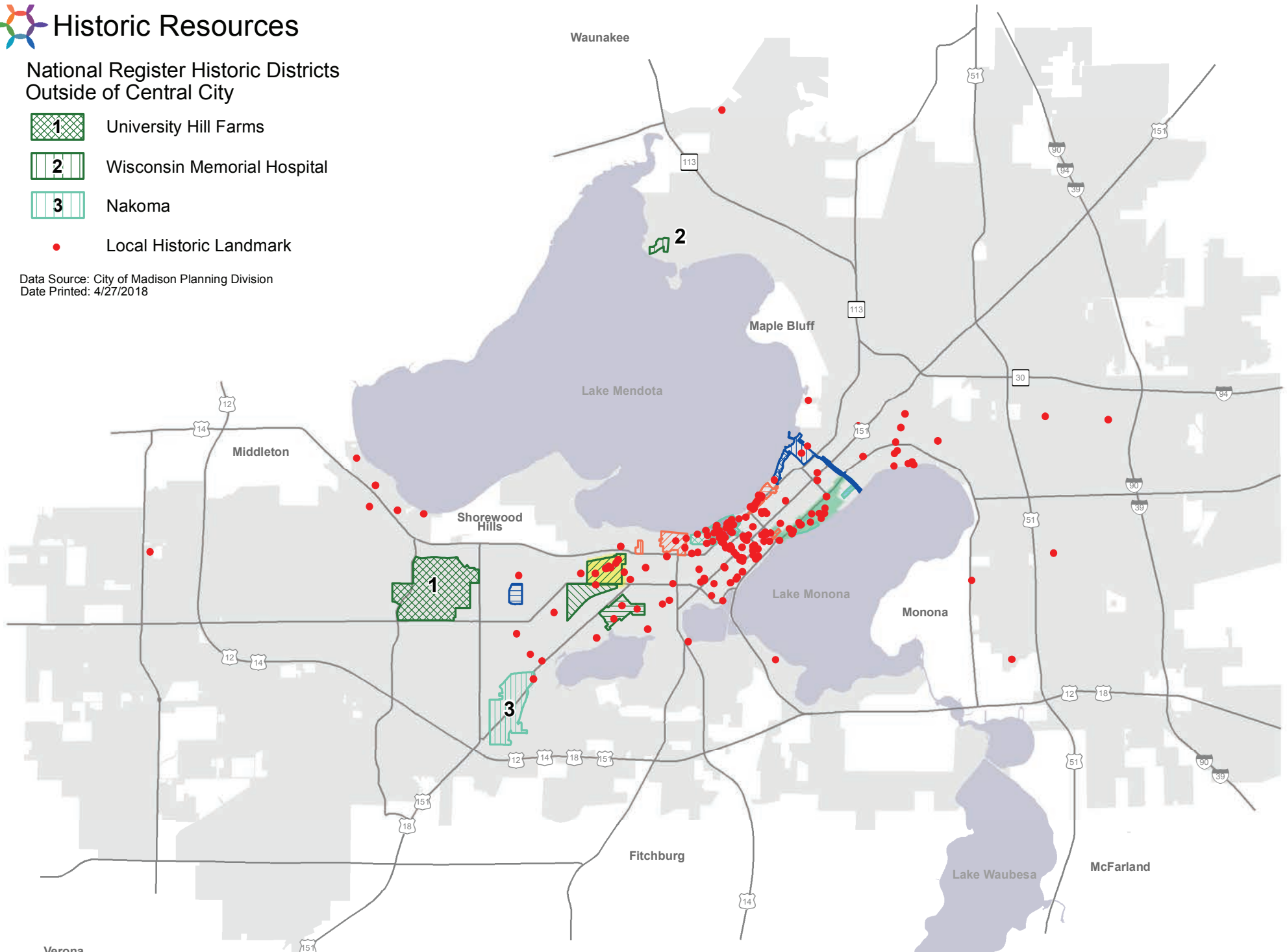


# Historic Resources

## National Register Historic Districts Outside of Central City

-  1 University Hill Farms
-  2 Wisconsin Memorial Hospital
-  3 Nakoma
-  Local Historic Landmark

Data Source: City of Madison Planning Division  
Date Printed: 4/27/2018



# Historic Resources

## Local Historic Districts

**A** First Settlement **B** Mansion Hill **C** Marquette Bungalows **D** Third Lake Ridge **E** University Heights

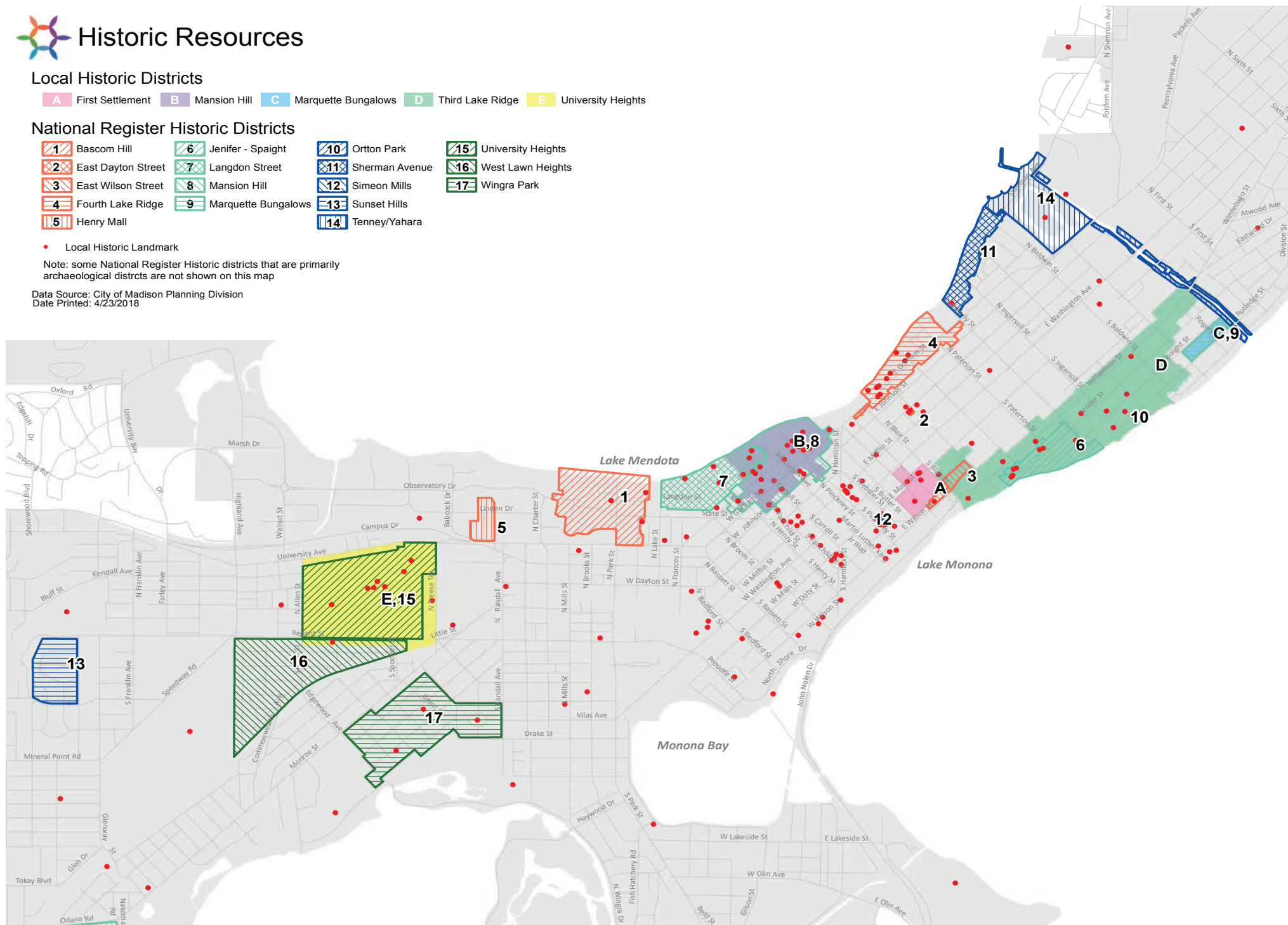
## National Register Historic Districts

- |                             |                              |                          |                              |
|-----------------------------|------------------------------|--------------------------|------------------------------|
| <b>1</b> Bascom Hill        | <b>6</b> Jenifer - Spaight   | <b>10</b> Orton Park     | <b>15</b> University Heights |
| <b>2</b> East Dayton Street | <b>7</b> Langdon Street      | <b>11</b> Sherman Avenue | <b>16</b> West Lawn Heights  |
| <b>3</b> East Wilson Street | <b>8</b> Mansion Hill        | <b>12</b> Simeon Mills   | <b>17</b> Wingra Park        |
| <b>4</b> Fourth Lake Ridge  | <b>9</b> Marquette Bungalows | <b>13</b> Sunset Hills   |                              |
| <b>5</b> Henry Hall         |                              | <b>14</b> Tenney/Yahara  |                              |

• Local Historic Landmark

Note: some National Register Historic districts that are primarily archaeological districts are not shown on this map

Data Source: City of Madison Planning Division  
Date Printed: 4/23/2018





### Strategy 3

#### Create safe and affirming community spaces that bring people together and provide social outlets for underrepresented groups.

##### Actions:

- Identify existing spaces, both public and private, and help facilitate their increased usage and activation.
- Design and program a wide variety of new parks and public spaces in developing parts of the city for enjoyment by a broad range of users.
- Engage artists and talent to find positive ways for the City to improve its support of concerts, events, and gatherings, including encouraging music venues for a wider range of audiences.

Opportunities for social interaction is a major factor that attract and connect people to cities. Whether it's interacting with others they identify with or experiencing different cultures, traditions, and lifestyles, cities provide natural opportunities for people to interact, share, and learn. It is important for residents and visitors alike to feel welcome. Providing an array of quality public spaces is not a luxury, but a necessity for community wellbeing. Successful cities recognize this and make it a priority to provide an array of spaces that bring social, physical, health, and economic benefits to the larger population.

Public spaces knit a community together and come in many forms, including parks, streets and sidewalks, and just about any public space where people interact. They also often include a range of facilities, such as community centers, libraries, and schools. Vibrant, engaging places can be one of the community's most valuable assets. Poorly designed and uninviting spaces often go unused, or are mis-used, deaden the surrounding area, and can be a drain on City resources.

Madison has a reputation for providing a wider range of cultural, artistic, and entertainment offerings that go beyond many cities of its size. However, as Madison welcomes new residents, its cultural offerings must continue to grow and become more reflective of its

population to ensure that everyone feels welcome and safe. This includes providing culturally appropriate venues for events, family gatherings, traditions, music, and exhibits.

##### a. Existing Spaces

Creating safe and affirming spaces doesn't have to mean creating new spaces. There are countless opportunities to improve on existing under used, or unused, spaces across the city. Working with the community to inventory these spaces and evaluating their potential could get residents talking to each other about creative ways these spaces could help address needs in their neighborhood. Simply ensuring these spaces are welcoming and accessible for informal gatherings is often all that is needed for them to serve as cultural hubs.

##### b. New Spaces

As Madison continues to grow, it is important to consider the needs of future residents in new neighborhoods on the edges of the city. These suburban areas are sometimes criticized as being dull and generic, but incorporating a variety of places that can be used by a wide range of residents should be a goal of neighborhood development plans. The City should specifically review proposals for new subdivision and development projects to ensure they are providing and designing inclusive community spaces.

**"When members of Madison's Hmong community go to the park, they may host a gathering of 30 or 40 people, which is complicated by the fact that many parks have isolated picnic tables or grills. Something as simple as putting grills or tables closer together would make the community more willing to use Madison parks."  
–Peng Her (Cap Times, March 1, 2018)**

##### c. City Support of Events

Madison offers many events that appeal to a wide range of residents and visitors. The City supports these events in multiple ways, and new events are continually being proposed. As with any new event or venue, it can take some time to fully understand the needs of those putting on the events as well as those attending them. In addition to event organizers, the City should engage artists and talent to discuss issues surrounding permitting, policing, transportation, and other matters so they can be addressed in a comprehensive manner. A current example of this is the City's Task Force on Equity in Music and Entertainment and their work on Hip Hop in Madison.



#### **Strategy 4.**

### **Balance the concentration of cultural and entertainment venues between the downtown and other areas of the city.**

#### **Actions:**

- a. Continue to implement Madison's Cultural Plan and regularly update it to ensure it reflects Madison's changing population.
- b. Promote cultural and music events in diverse neighborhoods where the whole community is welcome.
- c. Develop a streamlined protocol to set up temporary spaces for smaller events.

Madison, like most cities, has a concentration of arts, cultural, and entertainment venues in or near the downtown. Traditionally, downtowns form the core of the community that people identify with and where they come together. It is often the most accessible part of the community and the primary destination for visitors.

It is essential that Madison continue to build an active, vibrant and healthy downtown where everyone feels welcome. However, providing access to a variety of cultural and entertainment venues close to where people live is also a necessary component of complete neighborhoods. Such venues provide opportunities for residents to come together, express themselves, and enjoy cultural experiences on a more comfortable scale as part of people's everyday lives.

Providing opportunities that reflect each neighborhood's culture and history helps to articulate, foster, and promote a neighborhood's unique character. Balancing the distribution and types of cultural and entertainment venues across the community will provide broader access to residents and artists alike.

#### **a. Cultural Plan**

Creating "cultural clusters" was a topic of Madison's first ever Cultural Plan (adopted in 2013). This plan identified several naturally occurring clusters that, in addition to

the lower UW Campus/Downtown corridor, included: the Regent Street/Monroe Street corridor, the South Park Street corridor, and the Williamson Street/ Atwood Avenue corridor. The plan recognized that a movement of cultural clusters and venues out from the downtown is already occurring and could continue to spread. While the Cultural Plan clearly recognized the city's changing demographics and some of the needs and opportunities associated with that change, regularly updating the Plan will ensure that opportunities are being identified and expanded to Madison's more isolated and less resourced neighborhoods. Updating the Plan should include establishing a more formalized mechanism for distributing arts funding across the city, such as the creation of arts districts.

#### **b. Culture and Music**

Concerts, festivals, and similar events can provide a reason for someone to visit a part of the city they may not be familiar with. Holding these events in neighborhoods with more diverse populations where the neighborhood is the primary audience, but where everyone is welcome, can be a great way to showcase the assets, history, and culture

of the neighborhood and for people to interact. This may require resources from outside of the neighborhood.

#### **c. Streamlined Protocol**

Some of the most locally popular small events occur in spaces that are primarily used for other purposes, or are underused. Parking lots, vacant lots, and other public, quasi-public, or private spaces can provide space for temporary events without a large investment. However, permitting and other requirements can be overwhelming to an organizer, and often events that would be great for the community don't materialize. The successes and challenges experienced with new and emerging events should be evaluated and addressed, with a streamlined protocol for approvals as the goal. Make Music Madison, for example, is a one-day music festival where artists perform at venues around the city ranging from someone's front porch or a street corner to a park or established performance venue. It offers a good model for how a streamlined protocol can lead to an ongoing popular event.





## Strategy 5. Preserve defining views of the lakes, downtown skyline, and Capitol from publicly accessible locations.

### Actions:

- a. Adhere to the Maximum Building Heights Map and Views and Vistas Maps in the Downtown Plan.
- b. Conduct a viewshed study of the lakes, downtown skyline, and Capitol from vantage points within the city and beyond its borders. Implement zoning restrictions to preserve these views.

Key views of the lakes, skyline, and Capitol, from both near and far, are important contributors to the character and identity of Madison. As stated in the Downtown Plan (adopted 2012), “A city’s skyline often serves as its signature- an identifiable perspective that is unique to that community. That is true for Madison, where Downtown’s location on a narrow isthmus between two lakes, coupled with an iconic Capitol building on its highest point, provides many opportunities for “postcard views” of the skyline.”

Preserving the many unique and engaging views of Downtown has long been a goal of the City, and preserving views of the Capitol has long been a desire shared by both the City and the State. The view of the Capitol dome from

afar is generally protected by a State statute and City ordinance that limit the height of buildings within a one-mile radius. In 1966, the City adopted the Capitol View Preservation Ordinance. The State enacted the Capitol View Preservation Statute in 1990. Together these actions provide a mechanism for protecting some of the most striking views of the Capitol from various parts of the Madison metro area.

### a. Building Heights

A study of views and vistas in the central city was conducted during the development of the Downtown Plan. Key views to the lakes, Capitol, and other views within the Downtown were identified, and the Plan then recommended measures to ensure that the most important views remained. Many of those measures were subsequently incorporated into the Zoning Code in the form of maximum building heights and building setback and stepback requirements for new development.

### b. Viewshed Study

There are many important views of the lakes, skyline, and Capitol from outside of the downtown area. Some of these are iconic long views, mostly of the Capitol, from vantage points that are near the edge of or even beyond the City limits. Some of these views are shorter, more intimate views of the lake that reinforce people’s connection to nature and the city, but all of these views are important. Once they are lost, they are impossible to recover. A comprehensive views

and vistas analysis will identify these long and short views, prioritize their importance, and explore ways for them to be preserved for current residents and future generations to enjoy, in balance with redevelopment goals.

The Views and Vistas Map from the Downtown Plan provides an example of a similar study done within the downtown during the development of that plan. That map helped inform the maximum building height recommendations in the Downtown Plan that were later codified in the Zoning Ordinance.

**“No other city of the world, so far as I know, has such a unique situation on a series of lakes with an opportunity for so much and such direct relationship to beautiful water frontages. The physical situation is distinctly individual.”**  
– John Nolen









## Strategy 6

### Integrate public art throughout the city.

#### Actions:

- a. Continue to implement recommendations in the Public Art Framework and schedule a comprehensive revision of that plan to ensure it represents all segments of the community.
- b. Emphasize the equitable geographic distribution of City investment in public art.
- c. Incorporate art and the work of artists that reflects Madison's cultural diversity and heritage at City facilities.
- d. Work with community partners to integrate art into their buildings and spaces.

It has been proven that a rich and vibrant arts atmosphere positively affects a community's overall quality of life. A thriving arts community can play a significant part in a city's sense of place. In general, art makes cities more fun, interesting, and engaging places.

Public art can be meaningful on a variety of scales. It can serve as a permanent icon in the city and a place that visitors come to see. It can also be more localized or temporary in nature and reflect certain qualities of a neighborhood or place where residents gather. Regardless of the scale or time period, one of the most important aspects of public art is that it can connect people to their community as it is integrated into the public realm and into people's daily experiences.

Public art is much more than art for the sake of art. It can serve as a component for furthering a variety of citywide goals. For example, public art should be a component of the city's economic development strategy because it supports economic development initiatives, such as tourism. Additionally, incorporating public art into the plans for a park can make the space more interesting, inviting, and reflective of the neighborhood's sense of place.



#### a. Public Art Framework

Madison has a strong tradition of making a variety of public art available to all members of the community. In 2002, the City adopted the Public Art Framework to provide a roadmap for incorporating art into the cityscape. Much of the City's current public art program is rooted in that document, but the Framework should be revised and expanded to ensure that it is keeping up with the changing community. It should also consider methods and funding sources for conserving the City's public art collection.

#### b. City Investment

Madison adopted a Percent for Art Ordinance in 2017. The ordinance requires one percent of the City's share of capital projects of \$5 million or more go towards public art. However, that does not mean that those are the only public projects that should be considered for inclusion of art. Many City construction projects have price tags that are far less but can benefit just as much from incorporating art into their design. The City also invests in public art through its Municipal Art Fund and annual Arts Grants Program. All of these programs should be evaluated to ensure funding is being equitably distributed across the city.

#### c. Art at City Facilities

The challenge of providing varied and appropriate opportunities for all residents to experience the arts continues as the city's population increases and becomes more diverse. The City owns a wide range of facilities across the community. Each of these facilities presents unique opportunities to incorporate both historical and contemporary references that will help connect people to the community. City facilities, such as the Madison Public Market, provide ongoing opportunities to incorporate art that reflects this diversity and the work of local artists of different cultures and backgrounds.

#### d. Community Partners' Buildings

Public art is an endeavor for the benefit of all sectors of the community. As such, partners from all sectors (private, public, and not-for-profit) should work together to provide public art throughout the community by incorporating it in the exterior of buildings, on building sites, and within publicly-accessible interior spaces.

## Strategy 7

### Provide opportunities to learn about, create, collaborate, and enjoy the arts.

#### Actions:

- Promote and support a diverse array of local artists to increase their ability to flourish as creative professionals.
- Support the efforts of community partners to identify and implement art and creative activities that are open and accessible to the public.
- Work with educational institutions and community organizations to provide culturally relevant arts education for all groups and age ranges.
- Utilize artists in planning and other City processes to highlight the value of art as a cross-cultural communication tool.

Madison is home to many talented and gifted visual artists, poets, musicians, actors, filmmakers, DJs, authors, singers, dancers, and other artists. The City has worked hard for decades to nurture and harness that creative energy for the benefit of artists and consumers alike. The City understands that art, in all of its forms, positively contributes to the health and well-being of individuals, groups, and the entire community.

In general, Madisonians value smaller-scale, local artists who are more connected to the community and/or their neighborhood. The Madison Arts Commission provides grants to support these more localized events and artists. Madison also welcomes regional, national, and international artists as they often provide a different perspective and vision. They can also bring new attention to, and discussion around, the greater value of art to the community.

Like most communities, Madison's art scene has evolved from more "traditional" mediums to a broader array of works it values. As would be expected, this evolution has not been without controversy because art often evokes deep emotion and community dialogue. What interests

youth in terms of art is not necessarily what interests older generations. There is an ongoing need to revise school curriculum and other programming and offerings throughout the community to educate youth so that they see art as a way of self-expression and connection to the community in which they live. This is especially evident in many underrepresented communities. The more education and awareness there is about arts offerings and opportunities in a community, the more likely people are to engage with it. As public school budgets are tightening across the country, arts and music classes are often among the first programs to be reduced or eliminated. It is important for the community to work together to fill this gap in new and creative ways.

#### a. Promote Local Artists

As the population of the city continues to become more racially, ethnically, economically, and age diverse so should its diversity of art and artists. Providing opportunities for these artists to create, collaborate, and flourish will be important to realize the fullest benefits to the community. Hiring racially and ethnically diverse artists for new art funded through the Percent for Art Ordinance is one opportunity. Emerging artists, particularly young artists, often need additional support to become established. Many recognized artists are willing to mentor them in their craft, and the City and community should support that relationship.

#### b. Arts and Creative Activities

Art and creative activities provide opportunities for self-expression, connection, and learning about others. Providing a variety of formal and informal opportunities for these activities can help connect residents. The City should support the efforts of arts organizations, neighborhood and business organizations, and others in providing these opportunities equitably throughout the city.

#### c. Art Education

Arts education and programming is a community endeavor. Many people consider art education as a primary and secondary school issue, but it is much more than that. Arts education and appreciation is a lifelong learning pursuit, and the need to support that is an ongoing challenge for cities, schools, arts organizations,

and others. The City should partner with the school district, community centers, the library, and other institutions where children spend time to incorporate art education and creation, especially in underserved communities. Any Given Child Madison illustrates how impactful such a collaboration can be. This program brings together many community partners seeking to provide equity and access to arts education for all students. Additionally, all libraries host programs featuring poets, musicians, artists, and writers.

#### d. Artists in City Processes

Because of the ability of the arts to bring people together, and in many cases transcend culture, race, language, age, and other barriers, art can serve as an effective communication and public engagement tool. Using artists, including social practice artists, in certain City planning and other efforts can engage people in a civic dialog about important community issues in new ways.







# GREEN AND RESILIENT

GOAL: Madison will be a leader in stewardship of our land, air, and water resources.

GOAL: Madison will have a model park and open space system that preserves our significant natural features and offers spaces for recreation and bringing residents together.



## INTRODUCTION

Our society exists within an environment that must be respected and preserved for future generations. While the visual character of cities is established predominantly by the built environment, the preservation of important natural features and systems is critical to maintaining a healthy environment and ecological balance.

Madison has a long-standing commitment to protecting the natural environment, but we must continue to lead. Stormwater runoff from both urban and rural sources pollutes our lakes and streams. Our reliance on nonrenewable energy contributes to global climate change and negatively affects our health. Due to invasive species such as the emerald ash borer and garlic mustard, our biodiversity is threatened. Waste that cannot decompose and does not get recycled pollutes our land and water. In addition, environmental degradation disproportionately affects communities of color and other underrepresented communities that have fewer choices.

The Strategies and Actions in this chapter will help to ensure Madisonians experience the benefits of a livable and healthy environment as the city continues to grow and change.

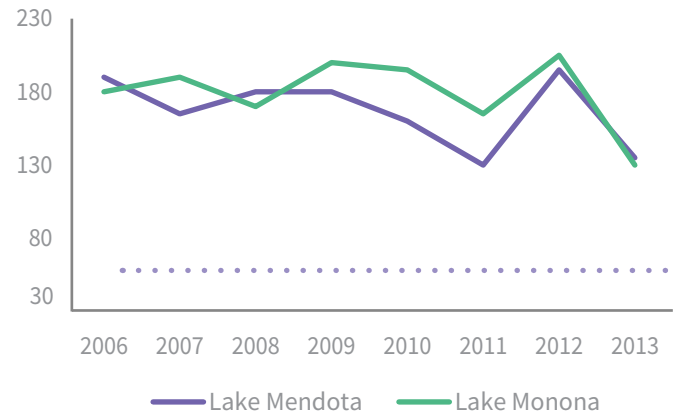
## STRATEGIES:

1. Protect Madison's water supply and infrastructure to provide **safe, clean drinking water**.
2. Improve **lake and stream water quality**.
3. Increase the use and accessibility of **energy efficiency** upgrades and **renewable energy**.
4. Acquire **parkland** and upgrade **park facilities** to accommodate more diverse activities and gatherings.
5. Improve and preserve **urban biodiversity** through an interconnected greenway and habitat system.
6. Develop a healthy and diverse **urban tree canopy**.
7. Improve public **access to the lakes**.
8. Increase **recycling rates** and reduce the use of waste that is not biodegradable.
9. Support **sustainable farming and gardening** practices that protect the ecosystem and public health.

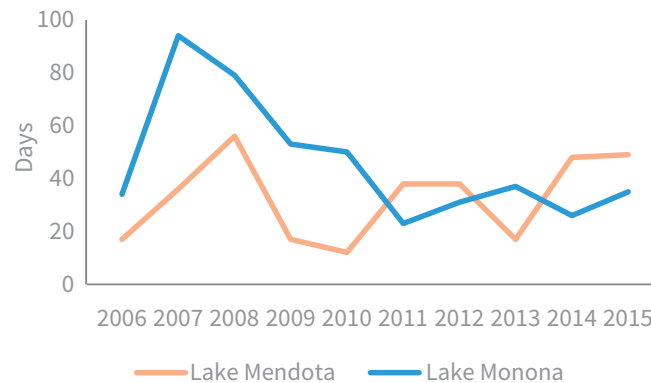
## DATA SNAPSHOT

### Lake Water Quality<sup>17</sup>

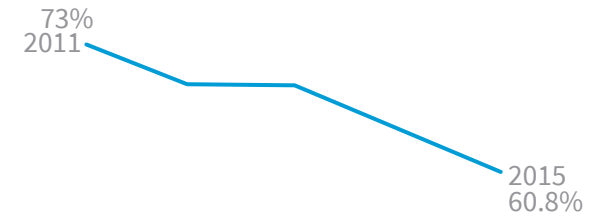
Phosphorus Levels (ppb) \*Algae blooms can occur in environments with phosphorus levels above 50 ppb (dotted line)



### Beach Closures per Year<sup>19</sup>



### Solid Waste Diversion Rate<sup>18</sup>

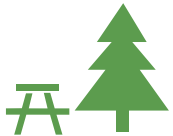


Solid waste diversion rate is the percentage of household waste that is recycled or composted. The rate has declined in recent years.

### Access to Parks<sup>20</sup>

Approximately **93%** of residential neighborhoods are within a quarter to half mile of a mini or neighborhood park.

**97%** of residential neighborhoods are within the 2 mile service areas of community parks.





## Strategy 1

### Protect Madison's water supply and infrastructure to provide safe, clean drinking water.

#### Actions:

- Continue the accelerated water main replacement program and infrastructure renewal program.
- Expand education programs related to appropriate salt application.
- Pursue updates to the building code to expand use of rainwater harvesting and use of graywater for water conservation.
- Continue to partner with Project Home to help lower-income homeowners make water conservation upgrades.

Access to water is easy to take for granted. Water is always there when we turn on the faucet to get a drink or wash dishes. Madison is also fortunate to have an abundant water supply and it is our duty to protect and preserve this critical resource for future generations.

In addition to preservation, we must ensure safe access to water. Everything we put on the ground has the potential to eventually end up in our drinking water. Map 604The Public Water Supply Map shows the locations of wells and reservoirs and identifies areas where groundwater contributes to the well water supply. These are areas where contaminants have the greatest potential to end up in our drinking water. The wellhead protection program limits land uses that have the potential to contaminate groundwater, such as gas stations and heavy industrial uses. The Actions below are important steps the City must take to protect our drinking water supply and infrastructure.

#### a. Infrastructure Renewal and Replacement

A hidden network of pipes, wells, and pump stations ensure clean and safe water is provided to residents and businesses across the city. Some of the pipes used to provide water date back to the 1880s. Most of the water main pipes installed between 1930 and 1960 are deteriorating because

of the pipe materials used and need to be replaced. In fact, over 300 miles of water main pipes must be replaced as soon as possible. Madison Water Utility will replace about 10 miles of water main each year to ensure protection of Madison's water infrastructure.

#### b. Road Salt

Paved areas are often treated with road salt during our harsh Wisconsin winters to maintain safe travel conditions. Unfortunately, salt is often applied too liberally, and is contaminating our lakes and the underground aquifer, causing environmental concerns and long-term concerns about the quality and taste of drinking water. The City should address the issue by reducing our road salt application through the creation of education programs and training materials with standards for application. These resources should be made available in several languages to improve accessibility.

The City recently worked with public and private salt applicators to develop the Winter Salt Certification Program. The program teaches individuals and private organizations best practices in salt application.

#### c. Water Conservation

Water conservation is another vital piece of the puzzle when it comes to sustainability. Our water supply must be

protected for future generations. There are plenty of simple water conservation methods like shortening showers, watering lawns less, and using more efficient fixtures. These methods are important, but reaching a point of diminishing returns. Re-using water is another effective method.

Graywater is the relatively clean wastewater gathered from household uses including sinks, bathtubs, and washing machines (but not wastewater from toilets). The City should pursue updates to the building code to allow expanded use of greywater, which could result in increased water conservation and rainwater harvesting.

#### d. Project Home

The Water Utility has partnered with Project Home to help low-to-moderate income homeowners reduce water waste, increase efficiency, and save money on their water bills. The program is the first of its kind in Wisconsin. The Home Water Conservation Program focuses on installing high-efficiency toilets, fixing plumbing leaks, and installing water saving devices. Installing just one high efficiency toilet can save 4,000 - 10,000 gallons of water every year and drastically reduce the amount of money and energy needed to pump and distribute water. This important partnership increases accessibility to these water-conserving upgrades for more residents.





# Public Water Supply

Water Reservoir Site

Water Well Site

Water Booster Site

Water Distribution Mains

Proposed Water Reservoir Site

Proposed Water Well Site

Proposed Water Booster Site

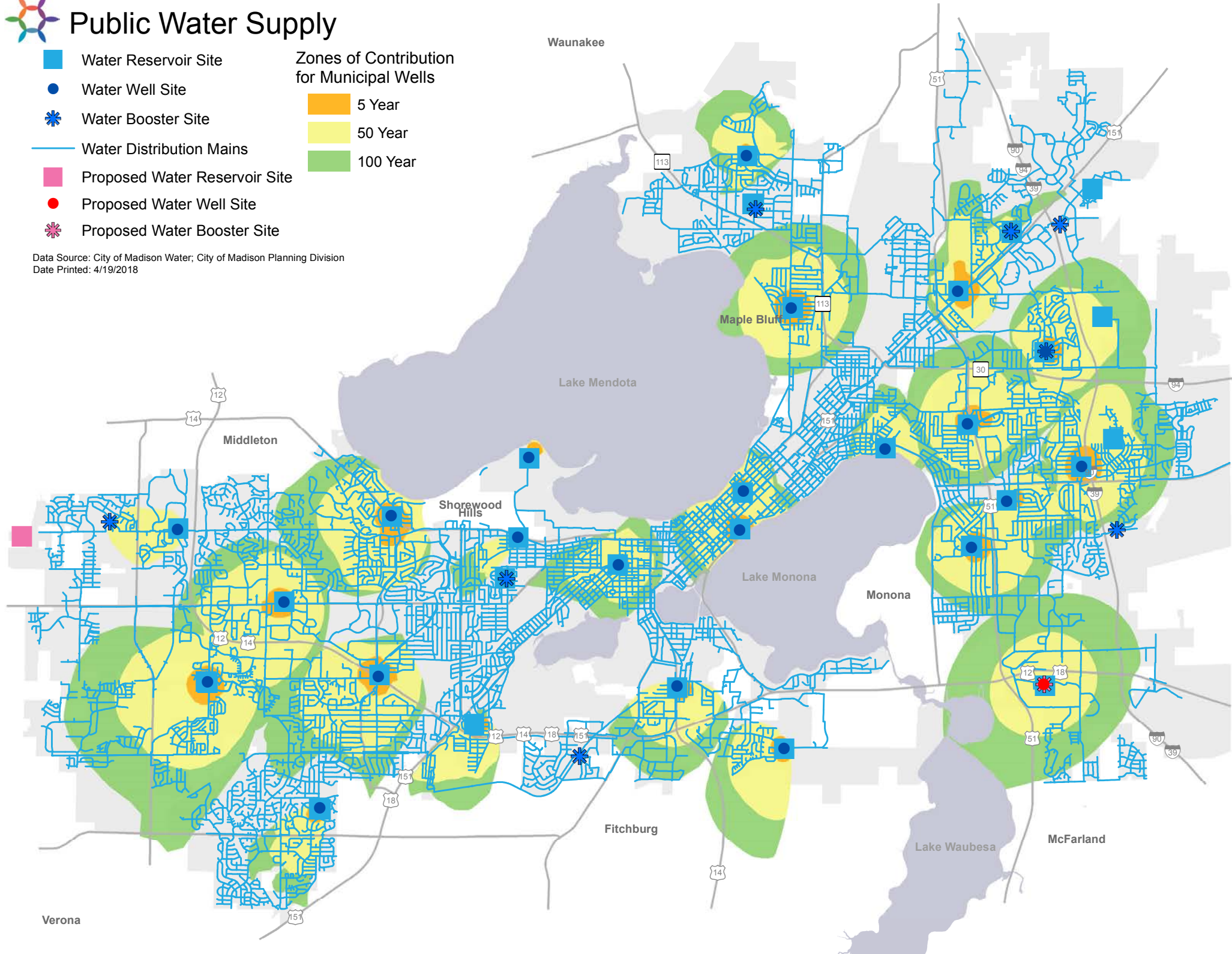
Zones of Contribution  
for Municipal Wells

5 Year

50 Year

100 Year

Data Source: City of Madison Water; City of Madison Planning Division  
Date Printed: 4/19/2018





## Strategy 2

### Improve lake and stream water quality.

#### Actions:

- Partner with other entities to keep phosphorus and other pollutants out of the lakes.
- Increase frequency of leaf collection and street sweeping to reduce phosphorus runoff.
- Further incentivize rain gardens and other types of green infrastructure.

Many beautiful lakes and streams surround and define Madison, but they are subject to frequent algae blooms and pollutant runoff from streets, yards, and farms. Blue-green algae blooms, caused by excess phosphorous levels and warm water temperatures, decrease water quality, harm aquatic life, and can cause illness.

#### a. Partnerships

Improving our lake and stream water quality is not an endeavor the City can take on alone. The City should partner with other entities such as the County, the University of Wisconsin - Madison Metropolitan Sewer District, and non-

profits. Water quality is not only an urban issue, but rural as well. Much of the phosphorus runoff is from agricultural uses in the region. Strong partnerships with farmers to amend agricultural practices have diverted phosphorus from the lakes.

#### b. Leaf Collection

It might be surprising, but leaves are actually a major threat to surface water quality in Madison. Leaves, like all living things, contain phosphorus. When leaves are swept into the streets, they are picked up by stormwater, carrying more phosphorus directly to our lakes and streams, supporting the growth of algae and harming fish and other native aquatic organisms. The City should increase the frequency of leaf collection and street sweeping to reduce the amount of phosphorus runoff into local waterways.

#### c. Green Infrastructure

Rain gardens and other types of green infrastructure reduce the amount of contaminants that enter our water resources. The City should further incentivize use of green infrastructure by updating ordinances to create greater financial incentives for installation, especially for property owners. Additionally, the City should consider creating a grant program to encourage property owners to install rain gardens and other green infrastructure on private property.

## What is Green Infrastructure?

Green infrastructure projects are a resilient approach for management of stormwater and other wet weather impacts. While traditional drainage and water treatment systems treat storm and runoff water in centralized locations, green infrastructure manages stormwater at its source by filtering stormwater through soil before it flows into larger bodies of water. Examples of green infrastructure include native plantings, green roofs, permeable paved surfaces, and rain gardens.

Rain gardens are one type of green infrastructure that has been implemented in Madison. Through a collaboration between the Friends of Lake Wingra, local homeowners, and City Engineering, over 3,300 plants were installed in seven rain gardens on Adams Street.

For more information, visit:  
<https://www.epa.gov/green-infrastructure/>



**“I am a rower and I have noticed Lake Monona looked better this year. The algae bloom is a problem on our beautiful lakes. All connected to what is upstream too.”**  
— online participant

### Strategy 3

#### Increase the use and accessibility of energy efficiency upgrades and renewable energy.

##### Actions:

- Promote various financing tools to fund energy efficiency upgrades.
- Partner with electrical utilities to provide education about renewable energy and associated cost savings
- Identify locations for solar installations and other renewable energy sources, including City facilities.
- Support infrastructure to expand the use of electric vehicles, including the City's fleet.

There has been a lot of change and technological advancement in the area of renewable energy in recent years. Solar energy is competing with non-renewable sources such as coal and natural gas. We must continue to evaluate and address climate change impacts by reducing greenhouse gas emissions through the expanded use of renewable energy and promotion of energy efficiency measures.

##### a. Financing Tools

The City should promote programs that finance the cost of energy efficiency upgrades. Property Assessed Clean Energy (PACE) financing, sourced through an open lending market, can cover the full cost of energy efficiency upgrades over a long repayment period. Energy savings can offset the repayment cost. Like property taxes, PACE financing may be transferred to the next property owner if the property is sold. Examples of energy efficiency upgrades that can be financed through PACE include lighting, heating and cooling, insulation, and solar panels. Shared Savings and Focus on Energy are other programs which help residents and businesses reduce energy waste.

##### b. Education

Another method for increasing the use and accessibility of sustainable energy practices is through awareness. The City should partner with electrical utilities to create an education program about energy cost parity, which occurs when the cost of renewable energy becomes equal to or

less than electricity from conventional energy forms like fossil fuels. This program should provide materials in several languages and be promoted to community based organizations that directly work with underrepresented groups.

##### c. Identify Locations

The City recently adopted a community wide goal to transition to 100% renewable energy and net-zero carbon emissions. To implement this goal, the community must identify projects in public and private buildings to reduce our fossil-fuel based energy consumption and expand use of renewable energy sources. The City should prioritize installation of renewable energy systems, such as solar, wind, and geothermal, on City facilities. In addition, the City's detailed land use plans should identify opportunities for shared solar installations.

##### d. Electric Vehicle Infrastructure

Transportation is a major contributor to greenhouse gas emissions. In addition to providing alternative forms of transportation for the public, the City should plan for and support infrastructure to expand the use of electric vehicles. This vital infrastructure will support not only privately owned vehicles, but also the transition of the City's fleet to electric vehicles.

**"Make green energy more accessible to low income families. Programs to help with solar panels, LED lights, low-flow toilets, etc. don't make it to the Hmong community." — Resident Panel participant**





## Strategy 4

### Acquire parkland and upgrade park facilities to accommodate more diverse activities and gatherings.

#### Actions:

- Incorporate preferences specific to different cultures, age groups, and abilities in parks and open spaces.
- Pursue acquisition of parkland in areas planned for significant redevelopment.
- Increase connectivity between parks and open spaces through greenways and trails.

City of Madison parks play a vital role in the well-being of the community. They improve the health and wellness of residents, and contribute to the economic and environmental well-being of a community and region. The City of Madison Parks Division owns over 270 parks totaling over 5,600 acres of parkland.

#### a. Preferences

Designing parks to accommodate the needs of a wide spectrum of users is of the utmost importance if a parks system is to be truly equitable. Individuals of different backgrounds have distinct preferences and patterns when it comes to park usage. For example, through Imagine Madison, Hmong residents noted the absence of a tuj lub court in Madison's parks. Tuj lub is a traditional Hmong game that combines elements of baseball, golf, and bocce ball. By providing more diverse amenities, our parks can be more inclusive.

Feedback from Resident Panels also highlighted a preference for more picnic tables and grills clustered in one area so that park spaces can accommodate large family gatherings. Also more un-programmed spaces in parks for "pick-up" soccer games.

Methods to address changing park needs will focus on maintaining flexible spaces within parks and working directly with residents and community groups to identify park preferences specific to different cultures, ages, and abilities.



#### b. Acquisition of Parkland

Madison continues to become more densely populated, especially as redevelopment in the interior parts of the city continues. In areas where Madison is expecting to see a significant increase of housing development, the City should pursue parkland acquisition to serve those new residents. With this in mind, the City may need to rely more heavily on acquisition and development of existing developed sites for parkland as opposed to existing underdeveloped agriculture land. One example of an area like this is around Westgate and West Towne malls, where parks will be needed to serve longer-term mixed-use redevelopment with a significant amount of housing.

#### c. Connectivity Between Parks

Access to nature has been shown to improve emotional and mental wellbeing (Kuo, 2015). Improving access to parks must also include a component related to the accessibility of an interconnected park system. In locations where acquiring parkland is not feasible, the City should increase connectivity between parks through greenways and trails.

#### Park and Open Space Plan

The City's Park and Open Space Plan is updated every five years to stay current with changing recreational trends, demographics, park needs, and to reflect the planning efforts of related City and County agencies. The Plan makes detailed recommendations to guide the future of our park system.

The 2018-2022 Park and Open Space Plan was developed at the same time as this Comprehensive Plan. Engaging the public was a key part of this planning process. Parks related feedback during the Imagine Madison process helped to guide the Park and Open Space Plan update, creating cohesion in the recommendations of each Plan.

## Strategy 5

### Improve and preserve urban biodiversity through an interconnected greenway and habitat system.

#### Actions:

- Enhance the capability of greenways and open spaces to support natural habitats.
- Integrate vegetation into the built environment, such as terrace plantings, living walls, and green roofs.

Many species of wildlife can coexist successfully within and on the fringes of cities if community plans recognize and maintain the necessary habitats and conditions. As the city becomes more developed, preservation of urban biodiversity is not only essential for protecting and maintaining the natural environment, but it also adds richness to urban life.

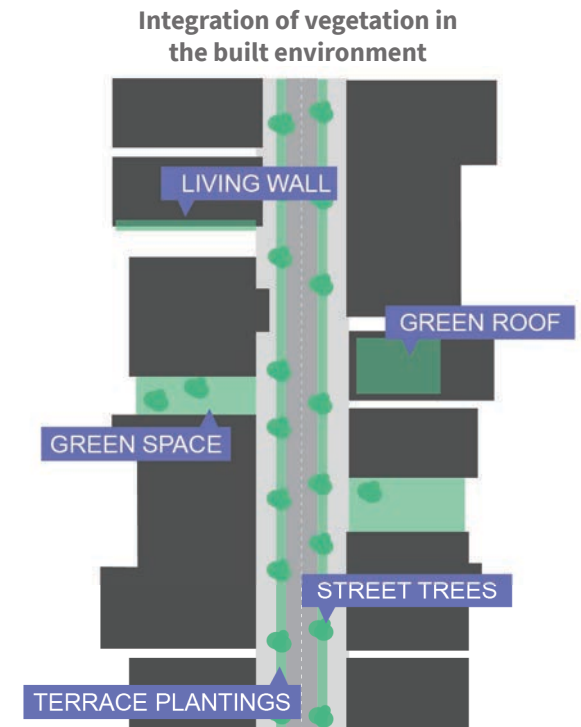
#### a. Improve Greenways to Support Habitats

Linking parks and open spaces is not only valuable for humans. An interconnected greenway system also allows wildlife to move among habitats. Improving our biodiversity supports wildlife, such as pollinators and birds, in many ways. Greenways should be kept as “natural” as possible. In addition, it is essential that we continue to analyze our greenways and open spaces to determine changes to enhance them. Some of the primary methods for enhancement include bank stabilization and reducing invasive species.

#### b. Integrate Vegetation

There are also ways that we can improve our existing built environment to enhance urban biodiversity. The City should seek opportunities for greenspace in our most intensively developed areas. We should encourage trees and native plantings in terraces and along transportation corridors, which are often dominated by pavement. Urban life is significantly enhanced with the addition of shade-providing trees and water filtering vegetation.

Nature is not only in our parks and open spaces, it is everywhere. Even just the street trees and plantings between buildings support biodiversity and act as a nearby nature access point for residents. Madison should support integration of vegetation into the built environment. Methods such as living walls, green roofs, and urban agriculture should be integrated wherever possible to support biodiversity and increase equitable access to the myriad positive health benefits associated with contact with nature.





## Strategy 6

### Develop a healthy and diverse urban tree canopy.

#### Actions:

- Continue to prioritize tree species diversity to create a resilient tree canopy.
- Work across agencies to optimize the tree canopy.
- Review and update City policies, practices, programs, and operations that impact the urban tree canopy.

Trees are a fundamental component of the urban landscape. Urban trees provide many economic, environmental, health, and aesthetic benefits to communities. Trees remove air pollutants, reduce cooling costs, capture storm water, increase property values, absorb noise, and much more. Larger sized trees increase the benefits of trees almost exponentially.

#### a. Tree Species Diversity

Disease, insects, wildlife, and weather pose constant threats to trees. Dutch Elm Disease in the 1960's and 1970's eliminated thousands of American Elm trees across the city. In more recent years, the emerald ash borer beetle (EAB) has threatened Madison's tree canopy. The larvae of this invasive species feeds on the inner bark of ash trees, damaging or killing them. Prior to the discovery of EAB in the City in 2013, ash street trees made up about 21% of the street tree population. The City should prioritize tree species diversity so that our tree canopy is resilient in the face of future threats such as this one.

#### b. Work Across Agencies

Redevelopment and Public Works projects demonstrate the competition for space, amenities, and provision of City services. Street trees need to compete for space in the public terrace (the area between the road and the sidewalk) with lighting, fire safety access, bicycle parking opportunities, underground utilities, and more. Appropriate tree species must be chosen and placed strategically in the terrace to avoid both underground and above ground infrastructure conflicts and to allow for sufficient fire safety access. These factors not only limit the placement of public and private trees, but can also minimize the amount of soil volume for trees to grow in, negatively impacting their long-term success. As redevelopment continues, City agencies must work together to increase tree canopy to maximize the urban forest's meaningful contribution to our environment.

#### Madison Canopy Project

The Urban Tree Alliance, a Madison nonprofit, works to preserve and grow the urban forest canopy.

With the Madison Canopy Project, a program started in 2014, the Urban Tree Alliance carries out its mission and provides trees to residents in Madison and Fitchburg neighborhoods. Neighborhoods are selected based on the amount of cover currently provided by their tree canopy. Projects such as this that encourage landowner collaboration to improve our tree canopy are proving to be effective.

This project is funded in part by an urban forestry grant from the State of Wisconsin Department of Natural Resources Forestry Program.

For more information visit: [www.urbantreealliance.org/](http://www.urbantreealliance.org/).







## The Urban Forest Taskforce

The Urban Forest Taskforce was created in early 2018. They are to complete several tasks and provide recommendations to the Mayor and Common Council, including:

- Review available research and best practices on promoting a vibrant, healthy, and sustainable urban forest.
- Review City policies, practices, programs, and operations that impact the urban forest.
- Solicit input from local stakeholders with additional information on the issue as needed
- Develop recommendations to the Mayor, Common Council, Committees or Commissions, and/or City agencies on the establishment of a Canopy Coverage Goal and action plan for the city covering both public and private trees.
- Develop recommendations to the Mayor, Common Council, Committees or Commissions, and/or City agencies to preserve and expand our urban forest resources through a well-planned and systematic approach to tree management.

### c. Update City Policies

Reviewing and updating City policies, practices, programs, and operations will be a key step in maintaining a healthy tree canopy. The City and partners should work to review the zoning code, procedures for treatment against invasive species, and policies for undergrounding utilities. For example, undergrounding overhead utilities is quite costly and will likely require financial participation from property owners. The City should review policies and determine how an undergrounding program could be equitably applied throughout the City and not just include neighborhood with the greatest ability to cover cost.

### The Poet Tree

Poem by Madison resident, Pippa Schroeder

**I am smooth and ancient.**

**I grow from the past and to the future.**

**I see families in the future taking their rocket ships out for a ride.**

**And I see families in the past, leaving on horse-drawn carriages.**

**And all the stories told by cave people and science fiction engineers,**

**End up in one place where they slowly grow,**

**To places never, ever seen before,**

**In a garden of peace and happiness, it stays.**

**Our poet tree still remains.**



## Strategy 7 Improve public access to the lakes.

### Actions:

- Expand protected shoreline through the purchase of property or easements.
- Provide additional connections to and along the lakes.
- Prioritize water quality improvements at public beaches.

Madison is situated among the five lakes of the Yahara system of lakes. These lakes provide countless benefits to residents of Madison. They are not only a natural asset, but also a source of recreation. To maintain and improve access to the lakes, we must take measures to protect them.

### a. Protected Shoreline

Access to the lakes can be improved through physical measures, such as maximizing the amount of protected shoreline. The City should map out the highest priority lakeside

properties and then purchase or obtain easements when these properties become available.

### b. Additional Connections

Paths should be added along the lakes to enhance ease of access. A great deal of feedback from the community mentioned needing improved connections to the lakes from downtown, often calling out improvements to Law Park. Because downtown is so well served by transit, access to the lakes can be significantly increased with additional and enhanced downtown connections to and along the lakes. An initial step has already been taken to begin addressing this Action when the City Council included funds for a Law Park planning process in the 2018 budget.

### c. Beach Water Quality

Physical access to the lakes is one component of accessibility, but beach water quality is another important factor. Part of access is being able to actually swim and play at Madison's 12 beaches. In 2015, on Lake Monona alone, there were 35 beach closures out of 99 beach days due to water quality issues. The main factors impacting beach water quality include algal blooms caused by high phos-

phorus levels and heavy rain events, which can carry fecal matter from animals and lead to closures due to E. coli.

Along with many other methods to improve lake water quality, the City and partners should investigate installing more "beach exclosures," which use a floating plastic barrier to isolate water in the swimming area from the rest of the lake. The water is pumped into a small filtration facility and returned back to the swimming area once it has been treated. The results have been promising since the City installed a similar system at Brittingham Beach in 2011. While this method should not be the only solution to lake water cleanup, it is an important step to ensuring beaches are accessible for swimming.



**"Even though much of our lakes' water quality issues stem from intense agriculture production around us, the City should work to reduce runoff." — online participant**

## Strategy 8

### Increase recycling rates and reduce the use of waste that is not biodegradable.

#### Actions:

- Establish the new westside full-service drop-off site for recyclables, hazardous materials, and yard waste.
- Establish a citywide food scrap recycling program.
- Create multi-lingual educational information about recycling and composting.

Even though we recycled or composted over 60% of our waste stream in 2015, we still sent 50,000 tons of material to the Dane County Landfill. As the Solid Waste Diversion Rate figure shows, in recent years Madison's solid waste diversion rate has decreased, meaning we are sending a

higher percentage of our solid waste to the landfill. This decrease can be partially attributed to the increase in construction, and associated waste created, in 2015 compared to 2011.

It is imperative that Madison takes action to reduce land-filled waste. Feedback from the community showed that residents are interested in ways they can make changes to improve our solid waste diversion.

#### a. New Drop-off Site

The City has two year-round drop-off sites where items that cannot be collected at the curb can be recycled. Residents can drop off items such as brush and yard waste, electronics, batteries, and other potential recycling opportunities. A new, full-service drop-off site is needed on the west side to increase capacity and improve convenience to customers to increase use of this service.

#### b. Food Scrap Recycling

Food waste can be a significant resource. The food scraps can be composted, so rather than being wasted in a landfill, they can be used in gardens and farms to return useful nutrients to the soil. Food scraps could also be processed in an anaerobic digester that can capture and utilize the natural gas emitted by food scraps and also generate material for composting. The City must secure a permanent processing site, whether composting or digestion facility, in order for food scraps to be used as the valuable resource it is.

#### c. Education Information

One barrier to improving recycling rates is language access to information about recycling. Madison should work to create educational information about recycling and composting in Spanish and Hmong and promote these materials. The Recyclopedia and recycling calendar should also be made available in other languages.





## Strategy 9

### Support sustainable farming and gardening practices that protect the ecosystem and public health.

#### Actions:

- Work with partners to continue to support community gardens and associated infrastructure.
- Identify opportunities to support local food production within the city.

Sustainable farming and gardening practices enable us to produce local, healthful food using techniques that do not come at the expense of public or environmental health. Some common practices include minimizing water use, reducing runoff, and using natural soil amendments such as compost.

#### a. Support Community Gardens

Community gardens play a vital role in supplying residents with locally grown food. There are several measures the City and partners can continue to make community gardens more secure for long-term use. The leases of community gardens on City-owned property should be evaluated for extension. In addition, community partners should collaborate on identifying opportunities to locate facilities in areas that would require little infrastructure to provide water and access to gardens.

#### b. Food Production within the City

As Madison continues to grow it will be necessary to balance development with the use of land or buildings for urban agriculture and food production. Food security is enhanced through the preservation of agricultural lands and expanded support for local and regional food production. Properties owned by the City, currently undeveloped properties, or buildings in commercial and industrial areas have potential to increase our local, sustainable food production. A map of existing agricultural operations should be developed, followed by a prioritization of properties where food production as a future land use could be encouraged.

## Urban Agriculture

Urban Agriculture is the practice of growing plants and raising animals in and around cities. Urban agriculture can serve several different purposes: supplement a healthy diet, serve as a subsistence food source, or generate income. In the United States, community gardens are the dominant form of urban agriculture.

Madison has supported urban agriculture through the Zoning Code and other City ordinances. Backyard chickens, beehives, and community gardens are permitted. The City's first Urban Agriculture District was created (then as a Planned Development District) for Troy Gardens, a five-acre urban farm on Madison's north side. In recent years, the amount of urban agriculture in the City has increased.







# EFFECTIVE GOVERNMENT

GOAL: Madison will have efficient and reliable public utilities, facilities, and services that support all residents.

GOAL: Madison will collaborate with other governmental and non-governmental entities to improve efficiency and achieve shared goals.



## INTRODUCTION

Effective government includes providing the City's residents and visitors with equitable day-to-day services and facilities that contribute to a high quality of life.

These services and facilities include police and fire protection, waste management, snow removal, libraries, neighborhood centers, and more. As the City continues to grow in both population and area, so too does the demand for essential services.

Maximizing the efficient provision of facilities and services can best be achieved through careful coordination among City agencies and with other municipalities. This cooperation can help avoid costly and unnecessary duplication of services. The City establishes partnerships with surrounding municipalities, area nonprofits, and the private sector to develop and operate facilities and services.

The City strives to provide a number of ways for people to access city services. An important focus on the provision of services is to provide individuals and groups, especially underrepresented populations, with the tools necessary to effectively gain access to Madison's many services and resources. The City is committed to providing services that will reach all residents and workers.

## STRATEGIES:

1. **Pursue regional solutions** to regional issues.
2. Collaborate with State and local officials to create a **regional transit authority** to enhance public transit in the Madison area.
3. Locate community facilities to provide a **high-level of service** to all neighborhoods.
4. Work with area municipalities and regional entities to preserve long-term options for **efficient City expansion**.
5. Ensure new development occurs in locations that can be **efficiently served** to minimize costs on the community as a whole.
6. Improve **accessibility to government agencies** and services.
7. Ensure that the City of Madison government is **transparent and accountable**.
8. Continue to **build better relationships** between police officers and the diverse communities they serve.
9. Ensure all **neighborhoods are clean and safe** through the provision of quality non-emergency services.



## Strategy 1

### Pursue regional solutions to regional issues.

#### Actions:

- Strengthen the capacity of regional agencies to foster collaboration and consensus.
- Work with Dane County and adjacent communities to improve the quality of area lakes and preserve other natural resources and facilities.
- Work with Dane County to develop a regional food systems plan.

Dane County is comprised of 61 cities, villages, and towns. While intergovernmental collaboration is important for a number of issues, the number of municipalities in the county can make collaboration difficult. Some issues, such as transportation, water quality, and urban growth are best addressed at the regional level. The City should continue to work with regional entities to address issues that require sustained efforts by multiple jurisdictions.

#### a. Collaboration and Consensus

Madison works with various agencies to address regional issues. One of the City's key partners in addressing water quality and urban growth issues is the Capital Area Regional Planning Commission (CARPC). CARPC provides many services to area communities, including review of amendments to urban service areas and region-wide land use planning. The City should continue to work closely with CARPC on key regional issues such as water quality and loss of farmland. The City and Dane County should work together to address various issues including affordable housing, social services, clean air, green space, transit, and economic development.

Finding regional solutions continues to increase in importance as the region itself grows. Issues of affordable housing, homelessness, transportation, and water quality are best addressed through collaboration at a regional level. With nearly half of the county's population, the City has the opportunity to contribute to collaborative efforts with not only CARPC, but also the Transportation Planning Board,

Dane County, and the Madison Region Economic Partnership (MadREP). The City should also take a leadership role in consensus building on transit.

#### b. Lake Water Quality and other Natural Features

The quality of Madison's lakes is very important to the City and other municipalities in the region. Challenges to lake quality include agricultural run-off and discharge of urban storm water. The 359 square mile Yahara River watershed contains dozens of governmental units, necessitating a regional approach to improve the quality of our lakes. In addition to working with other local governments, Madison should also collaborate with the variety of community groups working on water quality issues.

#### c. Regional Food Systems

Dane County has some of the most productive agricultural land in the world, as well as a strong food economy. The City should support Dane County and other entities in developing a regional food systems plan that would advance the many components of the food supply chain. Strengthening our local supply chain will bring additional food security to our region, job opportunities for residents with a wide range of backgrounds, and support preservation of our agricultural land.





**Strategy 2**  
**Collaborate with State and local officials to create a regional transit authority to enhance public transit services in the Madison region.**

- Action:**
- a. Collaborate with area municipalities and businesses to make the case for the creation of a regional transit authority.

Transit is costly to operate but yields significant economic and environmental benefits. Madison has very high transit ridership, but the City is unable to expand operations due to funding and jurisdictional constraints. Unlike in many mid-sized and large metro areas throughout the country, there is currently no mechanism to create a dedicated funding source for transit for local or regional governments in Wisconsin. Transit is inherently a regional issue and is currently operated by a City agency. Metro Transit service is provided to the City of Madison and some adjacent communities.

Creation of a regional transit authority (RTA), which necessitates enabling legislation by the Wisconsin Legislature, would provide a governing and funding mechanism to create a higher level of transit service in the Madison region. An RTA could fund capital and operating costs for a regional transit system, including bus rapid transit and expansion of bus service to outlying City neighborhoods and adjacent communities.

**What is a Regional Transit Authority?**

A regional transit authority (RTA) is a special-purpose district, organized as either a corporation chartered by statute or as a government agency, and created for the purpose of providing public transportation within a specific region. RTAs often have authority to raise revenues through taxation for the purposes of providing public transportation facilities and services.

**a. Regional Transit Authority**

The City and region should build a coalition to make the case for an RTA. The coalition will need to demonstrate the benefits of creating an RTA to the Wisconsin Legislature. One benefit of a regional transit authority and higher quality transit service is improved access to education and employment, which in turn leads to better long-term economic opportunities. Riding the bus is safer than driving, and transit users tend to be more physically active, which improves health outcomes. Riding the bus also saves residents money. Finally, greater transit use will help mitigate the increasing traffic congestion that the region is experiencing as it continues to grow.

Building public and private sector support for an RTA would help make the case to lawmakers that enhanced and expanded transit will better meet the needs of people and businesses, making the Madison area more economically competitive at the national level.



### Strategy 3

#### Locate community facilities to provide a high level of service to all neighborhoods.

##### Actions:

- Create a long-range facilities plan to guide the siting of City facilities.
- Co-locate community facilities to improve service provision and reduce capital and operating costs.
- Establish partnerships with other governments and nongovernmental entities to improve service delivery and reduce duplicative services.

The City of Madison strives to provide a full range of services to all neighborhoods. At the same time, the City should try to optimize where community facilities are located to balance provision of services with the long-term costs to operate facilities. With a growing population and footprint, the City must take a long range view to make sure that facilities are well-situated to provide services to developing areas, redeveloping areas, and neighborhoods that are experiencing change, understanding that each area presents unique challenges. For developing areas, the City must secure land for water towers, fire stations, and other facilities that provide the services that residents throughout the city expect. In redeveloping areas, modernizing older facilities like libraries and neighborhood centers or constructing new facilities like the Public Market necessitate a different approach. In some neighborhoods, changing demographics bring changing service demands that do not align with the facilities in the area. The City will continue its efforts to provide efficient and equitable facilities and services throughout the community.

##### a. Long Range Facilities Plan

Demands for City services consistently evolve as the City continues to grow both upward, with infill and redevelopment projects, and outward, with greenfield development on the edge. The City also faces challenges to efficiently serve areas that are separated by the lakes and other municipalities. The City should develop a long-range facilities plan to identify underserved areas and determine how to

cost-effectively provide services to these areas. Taking a longer view in the siting of facilities may reveal opportunities to address service gaps in innovative, and potentially more cost-effective, ways. The facilities plan should also influence development patterns by steering development toward areas that can be served by City facilities that have available capacity.

##### b. Co-locate Community Facilities

The City has traditionally located facilities in stand-alone buildings or spaces. However, the City should continue to pursue opportunities to co-locate facilities to save money and better serve the community. For example, the Meadowridge Library and Meadowood Community Center are located in side-by-side spaces, which enables them to share a community room and easily collaborate on programming and activities. Other opportunities to co-locate facilities should be studied as the city grows and additional services and locations are needed.

**“The City should have more multi-use spaces that combine multiple City services in one building!”**  
— Neighborhood Resource Team

##### c. Partnerships

The City should pursue partnerships for implementing services across the area. In some cases, the City may partner with nonprofit entities to provide services, as has been done with city-assisted construction of permanent supportive housing that provides services to formerly homeless individuals. In other cases, the City may collaborate with other governmental units on the efficient delivery of services. Metro Transit provides service to the cities of Fitchburg, Verona, and Middleton; the Madison Fire Department provides service to the Village of Shorewood Hills and the Town of Burke; and the Madison Water Utility provides water service to several adjacent municipalities.





## Strategy 4

### Work with area municipalities and regional entities to preserve long-term options for efficient city expansion.

#### Actions:

- a. Meet with area municipalities to share and discuss community goals and growth plans.
- b. Work closely with the Capital Area Regional Planning Commission and Dane County on regional planning.
- c. Continue to enter into intergovernmental agreements with neighboring municipalities when it is beneficial to do so.
- d. Continue to use the City's extraterritorial review authority to limit unsewered, low density development on the City's periphery.

Overall, the City strives to grow in a compact manner. While feedback through the Imagine Madison process heavily favored infill and redevelopment to accommodate much of the city's anticipated growth, there will continue to be a demand for additional development on the periphery of the city, including areas currently outside the City. The City plans for these areas well in advance of development to ensure that they can be developed efficiently, which can require coordination with other municipalities.

#### a. Share Goals and Plans

Madison borders 12 other cities, villages, and towns, each with their own plans for growth. In a fast growing metropolitan area, there are many potential locations for development to occur. If growth is not coordinated with neighboring jurisdictions, problems can arise. Poorly managed growth can have negative impacts on land use, transportation, open space, the environment, and utilities, and may lead to wasteful and inefficient development. The City should meet with neighboring jurisdictions to share growth plans and discuss areas of mutual concern.

#### b. Regional Planning

Some regional plans are advisory, while others provide a formal process, such as the urban service area amendment process. Regional agencies, such as CARPC, and Dane County provide a forum for intergovernmental planning. Regional plans, such as the in-progress A Greater Madison Vision, can form the basis for local plans that address land use, transportation, open space, and utilities.

The city encourages compact urban redevelopment over low-density greenfield development. While development at the city's edge will continue, a focused effort will be placed on infill and redevelopment. In locations where acquiring parkland is not feasible, the City should increase connectivity between parks through greenways and trails.

#### c. Intergovernmental Agreements

The City has entered into intergovernmental agreements and cooperative plans with the Town of Blooming Grove, Town of Madison, City of Fitchburg, Town of Burke, Village of DeForest, City of Sun Prairie, Village of McFarland, and the Town of Middleton. These intergovernmental agreements and cooperative plans provide more predictable and efficient development and help to avoid land use and annexation conflicts. Agreements can also establish long-term municipal boundaries, which provides more certainty for planning long-term City facilities and infrastructure. Other issues often addressed in intergovernmental agreements and cooperative plans are preservation of shared open space and community separation areas. See Intergovernmental Boundary Agreements map on the next page.





# Intergovernmental Boundary Agreements

## Final Boundary Agreement Lines

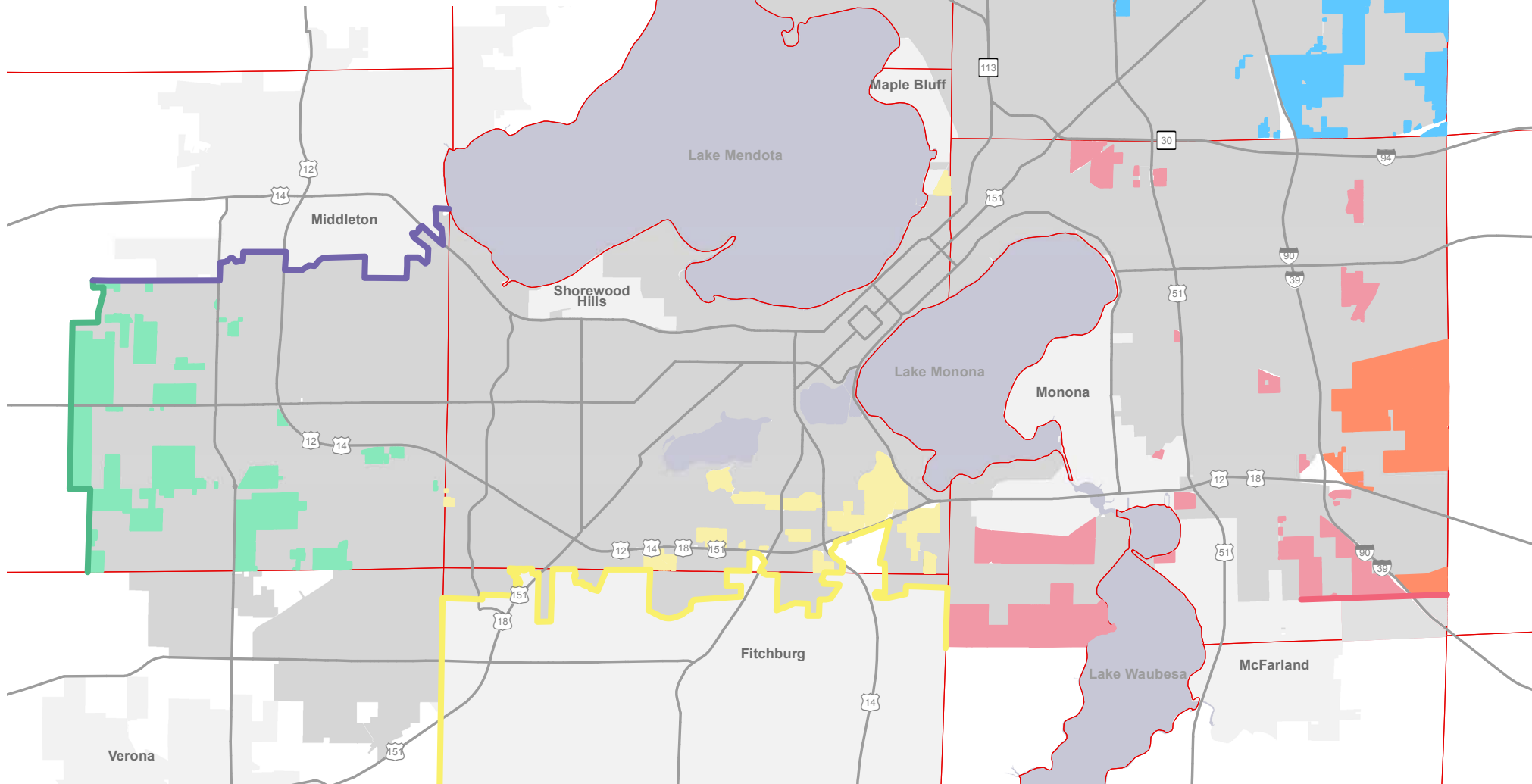
- City of Fitchburg (2022)
- Village of McFarland
- City of Middleton
- Town of Middleton (2042)
- City of Sun Prairie, Village of Deforest, Town of Burke (2036)

Township Boundary Lines

## Future Parcels From

- Town of Blooming Grove (2020)
- Town of Blooming Grove (2027)
- Town of Burke (2036)
- Town of Madison (2022)
- Town of Middleton (2042)

Data Source: City of Madison DPCED, Planning Division  
Date Printed: 4/18/2018



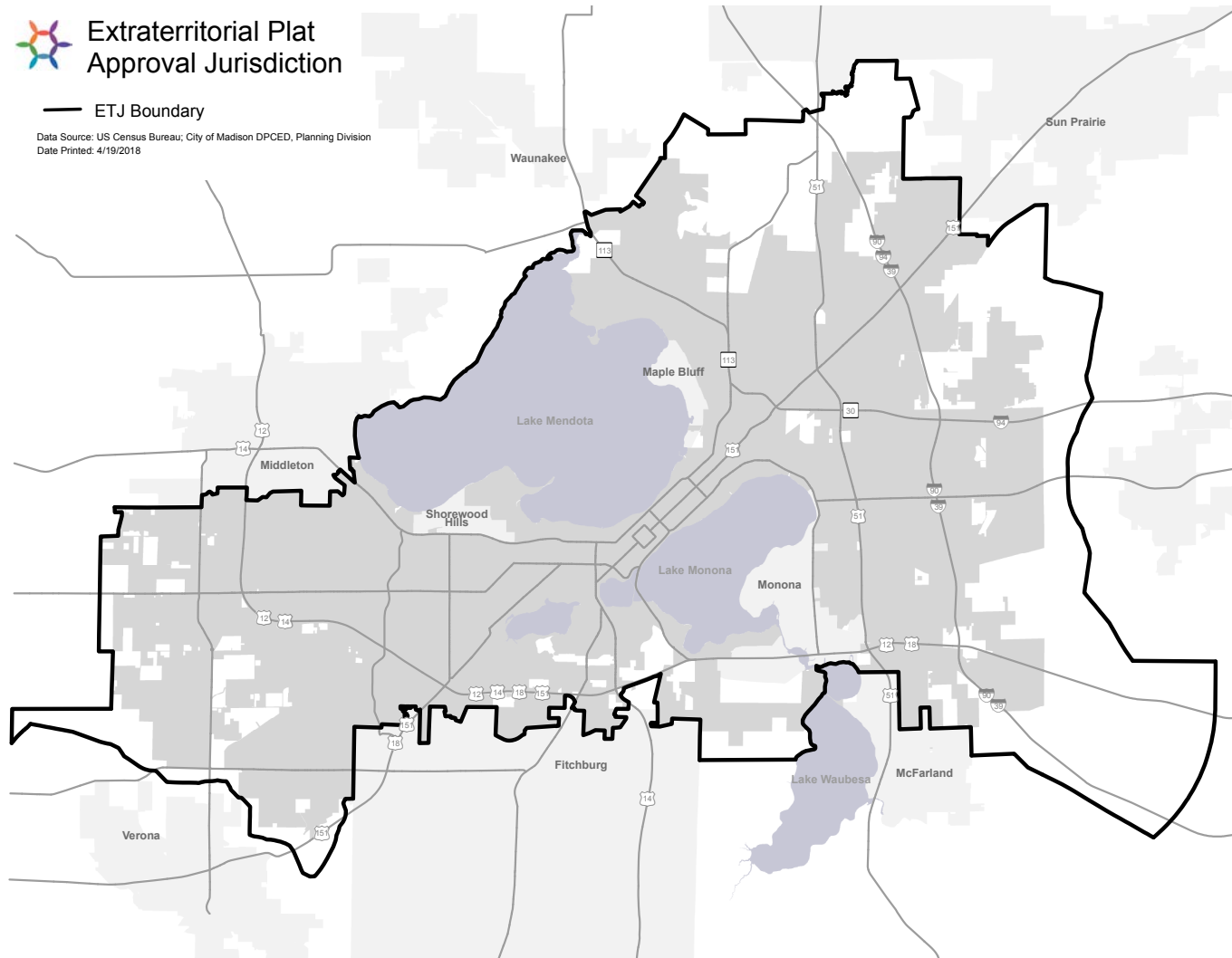


#### d. Extraterritorial Review Jurisdiction

The purpose of extraterritorial plat review is to provide cities and villages with a statutory tool to review land divisions outside city and village boundaries in anticipation of urban development. Extraterritorial plat approval jurisdiction is defined in Wisconsin statutes (62.23(7)). For Madison, the approval authority is 3 miles out from the city's boundary. In most areas, the city's review area overlaps with another city or village extraterritorial plat approval jurisdiction (ETJ) area. The review area extends to the midpoint between Madison and the nearby city or village in these cases. Further, the City has voluntarily pared back its ETJ review in areas not contemplated for future City expansion. This includes areas west of the Town of Middleton and north of Lake Mendota.

Recent court cases limit the use of extraterritorial plat review. A city or village does not have the authority to impose its own development standards and specification for public improvements as a condition of extraterritorial land division approval. In addition, State law does not allow cities and villages to condition approval of a land division on annexation. Further, cities and villages cannot regulate the use of land through the subdivision approval process.

The City will continue to use its ETJ review powers to avoid costly and inefficient development on Madison's urban edge. The City will use the Comprehensive Plan and neighborhood development plans as the basis for its ETJ review. Madison will continue to oppose premature development in ETJ areas where the City may develop at a much higher density over time. Low-density rural development is inconsistent with the City's desire to guide development to areas where compact development is planned.



**Strategy 5**  
**Ensure new development occurs in locations that can be efficiently served to minimize costs on the community as a whole.**

**Actions:**

- a. Use the Comprehensive Plan and sub-area plans to guide development towards areas that can be efficiently served.
- b. Use the urban service area process to guide development to areas that can be best served by utilities
- c. Be judicious with outward expansion of utilities and community facilities.

An important part of the City’s growth strategy is to achieve efficient growth patterns. Detailed City plans provide service and facility recommendations for planned growth areas. Sometimes growth on the urban edge leapfrogs existing development as property owners have different timelines for making their property available for development. Some property owners have no interest in development, while others who are further away from existing city development want to develop their properties.

**a. Guide Development**

The City strives to foster an efficient development pattern that uses existing City services whenever possible. The most efficient and cost effective development occurs in areas where City services and infrastructure exist and have remaining capacity. Completion of sub-area plans for existing neighborhoods can set the conditions for redevelopment, making it easier to proceed with projects once a vision and accompanying design standards are established. Completion of sub-area plans for developing neighborhoods coordinate land use and transportation patterns between adjacent parcels of land that frequently have different owners with different interests who will be developing on different timelines. These peripheral neighborhood development plans address land use, transportation, parks and open space, transit, and urban services like sewer and water. City requests to Capital Area Regional Planning Commission (CARPC) to amend the Central Urban Service

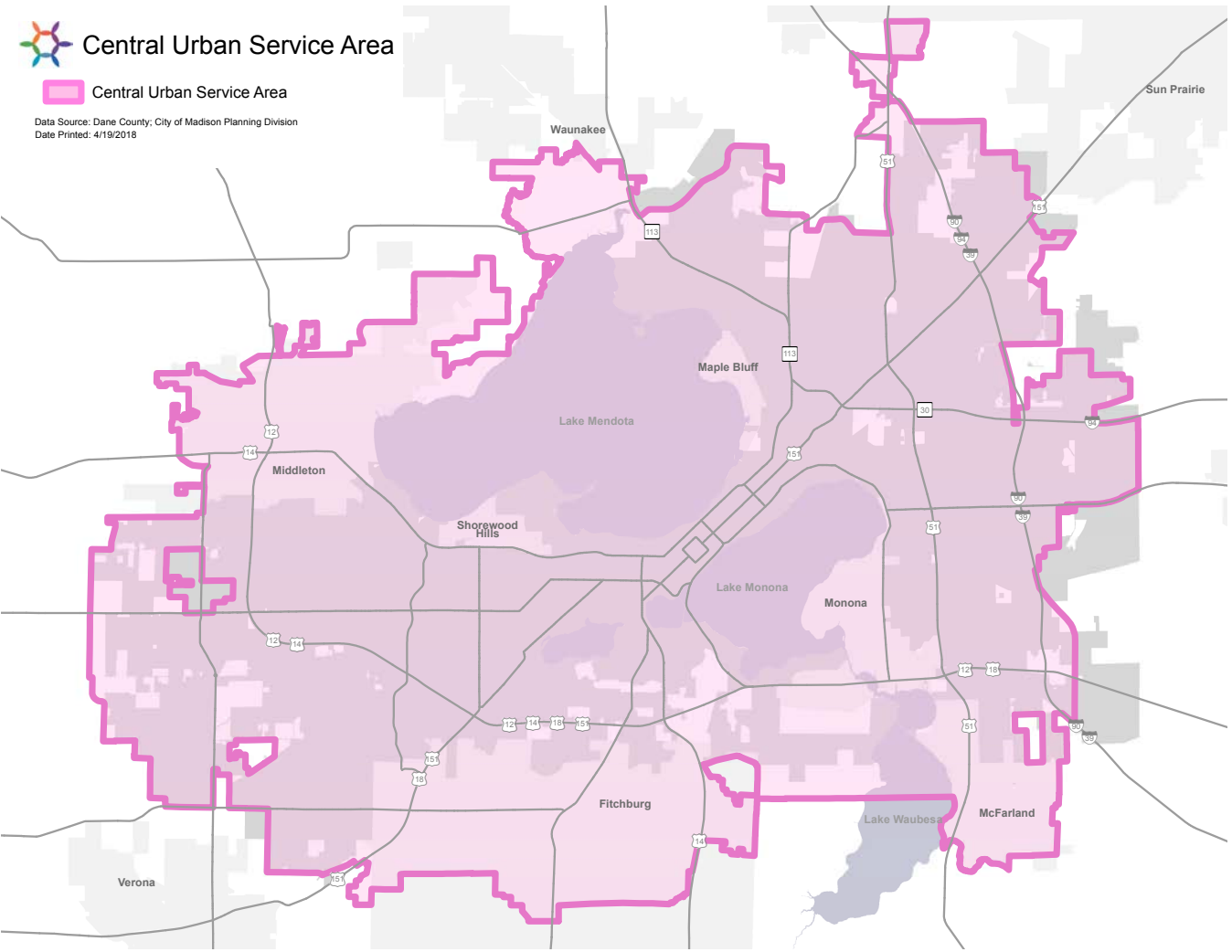
Area (CUSA) must follow an adopted neighborhood development plan.

The City must also include a development phasing plan in its application to CARPC, which helps in guiding development to areas that can be served efficiently. Refer to the Growth Priority Areas map in the Land Use and Transportation chapter for areas anticipated for future development.

**b. Urban Service Area**

Prior to opening up an area on the edge of the City for development, Madison must first receive CARPC and DNR ap-

proval to extend sanitary sewer service. The City’s adopted plans, including the Comprehensive Plan and the various neighborhood development plans, are used to determine where new development should occur. Completion of detailed Neighborhood Development Plans (NDPs), followed by the in-depth analysis required for urban service area amendments, will help the City ensure that growth occurs in areas that can be efficiently provided with services.





### c. Utilities and Community Facilities

While developers of new neighborhoods are responsible for installing local water and sanitary sewer lines to serve specific parcels within their subdivision, the Madison Metropolitan Sewerage District (MMSD) and the City are responsible for extending major water and sewer infrastructure that provides the backbone of these systems. Extension of water and sewer lines, including accompanying investments like pumping stations, water towers, and sewerage lift stations, enables development of land within the city.

The City, its water utility, and MMSD are in a situation where extending services not only enables, but encourages development by raising the value of land and necessitating that costs of extension be recouped by signing up new ratepayers. Additional expenses, such as the provision of parks, garbage/recycling pickup, snowplowing, and fire protection service then follow.

While this Plan and various neighborhood development plans lay the groundwork for long-term development on the edge of the city, the City must still be judicious in extending utilities to these areas in a logical and coordinated pattern to limit “leapfrog” development and ensure that development is phased in a manner that makes financial sense for taxpayers. Whenever possible, facilities such as parks should be provided in locations that allow the City to properly maintain them over time.

**“So proud of Madison’s past action to replace lead pipes.” — online participant**



## Strategy 6

### Improve accessibility to government agencies and services.

#### Actions:

- Provide language access to meet the needs of residents.
- Consider new systems and technologies such as a 311 system, for people to efficiently communicate with the City.
- Explore expanded office hours and satellite facilities to accommodate customers with varying work schedules or those who rely on transit.

A basic function of government is to provide access to City services to meet the needs of residents, workers, and visitors. As new technologies emerge, more and more aspects of daily life can be done online and outside of an 8:00 a.m. to 5:00 p.m. workday. The City strives to provide services through new technology and better use of existing resources. The City should pursue opportunities for residents to access services in a way and at a time that is convenient for them.

#### a. Language Access

Many Madison residents over five years of age speak a language other than English at home. Services should not be denied or restricted to any individual because of limited proficiency in English or due to any disability. The City is committed to providing equal opportunities in all programs, services, and activities to Limited-English Proficiency (LEP) individuals. To provide access for non-English speakers, the City should have written translation and oral interpretation, free of cost, to LEP individuals to ensure meaningful, accurate, and equal access to programs, benefits, and activities

#### b. New Technology

Technological innovations are continuously changing the way that people communicate. The last Comprehensive Plan process, which started in 2003 and led to plan adoption in 2006, largely depended upon Plan Commission public hearings, community meetings, emails, and website updates to interact with residents. The process for this Plan used all of those methods, but also took advantage of the then unheard-of avenue of “social media,” with Imagine Madison accounts on now ubiquitous Twitter, Facebook, and Instagram. Some cities are pursuing innovations with 311 systems (a hotline for non-emergency calls) or smartphone based apps that allow residents to report problems. With the rapidly changing pace of technology, it is impossible to predict what methods of communication might emerge over the next 10-15 years, but the City must be nimble enough to change with resident preferences when it comes to communicating with their government. The Report a Problem service could be used as an app to reach a broader user group.

**“There should be an app that tells us when bike lanes and paths are closed!” — summer event participant**

#### c. Expanded Hours and Locations

Accessing City services can be a challenge for people who work a full time job during normal business hours or who cannot easily travel to City offices, most of which are concentrated downtown. The City has had success in expanding absentee voting to libraries. Other opportunities to expand access to the most-used City services should be explored. Small satellite offices could be considered for the most commonly used city services.





## Strategy 7

### Ensure that the City of Madison government is transparent and accountable.

#### Actions:

- Provide information on City operations and initiatives through Results Madison, customer surveys, and other mechanisms.
- Use customer satisfaction surveys to gain feedback on City services.
- Engage City residents by providing meaningful opportunities for participation in decisions that affect their neighborhoods and the City as a whole.
- Provide a wide range of opportunities for involvement in planning and decision making, with targeted access and inclusion of underrepresented populations.

A transparent and accountable government is essential for building community trust and successfully implementing programs and policies that improve residents' quality of life. The City needs to explore ways to give everyone the opportunity to stay informed and provide feedback — listening and responding to residents' questions and concerns is paramount when it comes to building trust and creating transparent government. The City publishes various items on its web site including meeting agendas, meeting minutes, and various ways to contact the Common Council and the Mayor. However, improvements on current methods of disseminating information and communication with residents and businesses are needed.

#### a. Results Madison

The City's new program, Results Madison, is built around City-wide data analysis, performance management, and budgeting. The purpose of the program is to provide customers with information about City services and facilities. This program will provide insights on how City services can be improved to best meet the needs of the City's customers. Results Madison is also designed to provide Madison's agencies with the tools and training necessary to ensure that the City's programs are applied effectively and consistently.

#### b. Surveys

While various City departments have undertaken community outreach on their own as part of specific projects, the City lacks a comprehensive approach to gauging customer satisfaction with City services. A statistically valid survey that gauges residents' satisfaction with City services could provide information to improve services and to consider new initiatives during budget time. The City could also pursue less formal surveys, such as website surveys or point of service surveys, to gauge customer satisfaction with specific City services.

#### c. Engage Residents

Madison has a long history of community involvement that surged and strengthened in the 1970s. This early resident involvement on broad issues affecting quality of life issues set the foundation of 100+ neighborhood associations today. The city's neighborhood associations differ in levels of activity based on the capacity the neighborhood has to manage a volunteer organization. A valuable lesson learned over the decades is that the city is stronger, and the results are better, when a diversity of residents are informed, involved, consulted, and in partnerships in all aspects of city decision-making. Newly forming and existing neighborhood-based associations are reevaluating ways to become more equitable, inclusive, and meaningful in communicating ways to become engaged in local and city decisions.

**"I am excited about the opportunity to engage with more diverse community members. I want to see my children grow up in a community where they are accepted for who they are without judgement." — Resident Panel participant**

#### d. Targeted Inclusion of Underrepresented Populations

The demographics for the City are changing. It is the City's responsibility to build positive relationships, engage with, and support civic responsibility within communities. Preparation of well-thought out public participation plans to ensure equity, inclusion, and meaningful input will bring the voices of residents into decisions earlier and throughout policy, planning, and investment decisions. The City needs to improve community involvement efforts through new and creative methods, tools, and technologies to help people understand and evaluate information and provide input. One example of a tool that can reach underrepresented groups is Resident Panels. See the Engagement Process chapter for more information on this initiative.

## Strategy 8

### Continue to build better relationships between police officers and the diverse communities they serve.

#### Actions:

- Continue outreach programs that help/allow police to develop connections with individual residents and the community.
- Increase avenues for community feedback and influence in police practices.
- Continue Madison Police Department training in cultural competency.

Lack of trust in the Madison Police Department (MPD) was noted as a concern of some residents who offered feedback in the Imagine Madison process. Open communication and dialogue on race and policing can help identify concerns of residents and the police. The Madison Police Department (MPD) has a variety of community outreach programs to build relationships with the Madison community. The Department should continue these programs to build trust and communication with Madison residents, visitors, and workers.

#### a. Outreach Programs

Programs like the Community Academy, which gives the public a working knowledge and understanding of the values, goals, and operations of the Police Department, are a way to enhance communication with the public. The objective of the Academy is to help build a positive relationship between the Department and the community, while improving the lines of communication with the members it serves. This program allows community members to gain a deeper understanding of the Police Department and officers to better understand the community they serve.

The Police Department's Community Outreach and Resource Education (CORE) Team is another program that facilitates communication with residents. CORE's mission is to reduce disproportionate arrests related to racial disparities and improve trust and perception of fairness through

procedural justice, community outreach, education, and problem solving.

The Department's Youth Academies (Black Youth Academy and Latino Youth Academy) are offered each summer and are held at the MPD Training Center. These week long academies strive to break down barriers and to cultivate a better understanding between the community and police regarding the role and function of police. Youth academies are also designed to instill and nurture leadership qualities and provide participating youth with opportunities to challenge themselves and work together as a team.

#### b. Avenues for Feedback

The Madison Police Department is continuously working to explore various ways to solicit feedback from the community. The public is involved in various parts of the hiring process, and stakeholders from neighborhoods frequently participate in panel interviews for officers to fill vital positions. Community input is received formally through letters, email, and internet contact. For example, community stakeholders reached out to MPD with training ideas and concepts that would be of value to MPD. The Training Team reviewed the recommendations and working collaboratively, MPD was able to use this input in training for officers, including training led by outside partners at the Fall 2017 in-service. MPD also takes input on the Code of Conduct

and Standard Operating Procedures through formal correspondence from the community.

The Madison Police Department has also started a new outreach committee called MPD PRIDE, which is comprised of LGBTQ+ employees and allies within the Madison Police Department. The mission of PRIDE is to serve as a resource to employees within MPD by providing information and support in light of the unique challenges that LGBTQ+ individuals often face. In addition, the committee serves as the points of contact for members of Madison's LGBTQ+ community at large, working to cultivate trust and to offer an added level of support to LGBTQ+ individuals in need of police services.

#### c. Cultural Competency Training

The Madison Police Department trains its officers in cultural competency as a means to better understand and serve the City's diverse community. The Department also strives to hire a diverse workforce. These actions help the Department respond to the needs of Madison's diverse population and better understand the needs and concerns of its residents. Building and maintaining trust in the community is an important part of working with the community, and this can only be accomplished if officers are well-trained in the broad range of experiences that are present throughout Madison.





## Strategy 9

### Ensure all neighborhoods are clean and safe through the provision of quality non-emergency services.

#### Actions:

- a. Raise awareness to increase use of the City's Report a Problem service.
- b. Continue to pursue innovation and efficiency in the provision of core City services.
- c. Continue programmed building inspections.

Madison provides many non-emergency services to its residents, workers, and visitors. These services range from building permits to trash collection to snowplowing. Some of the City's most essential services often do not receive as much attention as policing or fire protection, but end up representing the majority of interactions between the City and its customers.

#### a. Report a Problem

The City provides a web-based service called Report a Problem that allows anyone to report issues that need to be addressed, and covers everything from potholes to snow removal, to graffiti. Better education about this service, and how to access it, will help enable residents to efficiently contact the City to have issues of concern quickly addressed. The City should work to increase access to this service through different language interfaces, and allow reporting through multiple formats.

#### b. Innovation and Efficiency

The City should continue to identify technologies that offer faster and more convenient ways for people to access city services. Technology can also enable the City to more efficiently provide services. For example, advances in GPS and traffic signal technologies can enable faster transit, faster emergency response times, and enable traffic signals to be managed in real-time to better facilitate traffic flow.

#### c. Programmed Building Inspections

Feedback from Imagine Madison highlighted the importance of programmed building inspections. Some residents who may be living in substandard conditions are concerned that contacting their landlord about housing issues will trigger retaliation. Regular building inspections of rental housing is the primary way to ensure that people of all incomes have access to decent, safe housing conditions.

The City enforces housing codes and building codes to foster safe, quality development in the community. These codes require new development and existing development to meet basic regulations that will provide safe construction. Property maintenance is also covered. Deteriorated porches, siding, chimneys and roofs, broken windows, inadequate heat, plumbing issues, and electrical problems are all covered by City codes.

