



Department of Planning & Community & Economic Development

Planning Division

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May 22, 2023

To: Plan Commission

RE: 2023 Comprehensive Plan Interim Update authorizing resolution

Background

The [City of Madison Comprehensive Plan](#) is a broad-based plan that creates a vision for a future Madison. It guides decision-making and investment. It guides private development through the Generalized Future Land Use (GFLU) map and Growth Priority Areas map. The City intends to undertake a full update to all sections of the City's Comprehensive Plan every 10 years, with a focused, interim update at the five-year mark. In 2023, the City will undertake an interim update to the 2018 Comprehensive Plan. A similar process was completed during 2011-2012, five years after the 2006 Comprehensive Plan was adopted.

Scope

The scope of the 2023 Comprehensive Plan Interim Update will focus on changes to the Growth Framework section of the Plan, specifically the Generalized Future Land Use (GFLU) map. Because land use decisions must be consistent with the Comprehensive Plan's GFLU map, conducting an interim update will maintain the GFLU map as an expression of current land use policy. It is anticipated that the majority of revisions to the GFLU map will be changes recommended in City plans adopted or amended after the Comprehensive Plan was adopted in August 2018. This Interim Update process also provides an opportunity for the public to propose revisions to the GFLU map.

Recap of April 24 Plan Commission Meeting

At the April 24 Plan Commission meeting, staff provided an overview of the following:

1. The proposed process and scope for the 2023 Comprehensive Plan Interim Update.
2. How the new Planning Framework Area Plans will interface with the Comprehensive Plan GFLU map going forward.
3. Anticipated public participation methods.
4. Summary of preliminary proposed revisions to the GFLU map and Plan text.
5. Draft criteria that will be used to evaluate the GFLU map amendment requests received from the public.

All materials from the April 24 Plan Commission meeting can be found in [Legistar file 77372](#). After the presentation by staff, the Plan Commission discussed and provided guidance on the above, which is documented in the third attachment to this memo for reference.

May 22 Plan Commission Meeting

The May 22 Plan Commission meeting provides another opportunity for commissioners to inform the Comprehensive Plan Interim Update with the authorizing resolution and review of the final draft of the public participation plan for the project. Based on feedback from Plan Commission, one change was made to the public participation plan to clarify that project email updates will also go out to groups like neighborhood associations. The only other changes to the public participation plan were format-related.

Attachments

1. Attachment 1: Presentation slides
2. Attachment 2: Draft public participation plan
3. Attachment 3: Summary of guidance from Plan Commission at April 24 meeting
4. Link to April 24 Plan Commission materials for reference: [Legistar file 77372](#)

2023 Comprehensive Plan Interim Update



Plan Commission: May 22, 2023



Project Scope



5-year interim update to the 2018 Comprehensive Plan

Main components of the scope:

1. Add Health and Safety element
2. Align Generalized Future Land Use (GFLU) map with recently adopted plans
3. Opportunity for public to propose revisions to the GFLU map

Project Scope



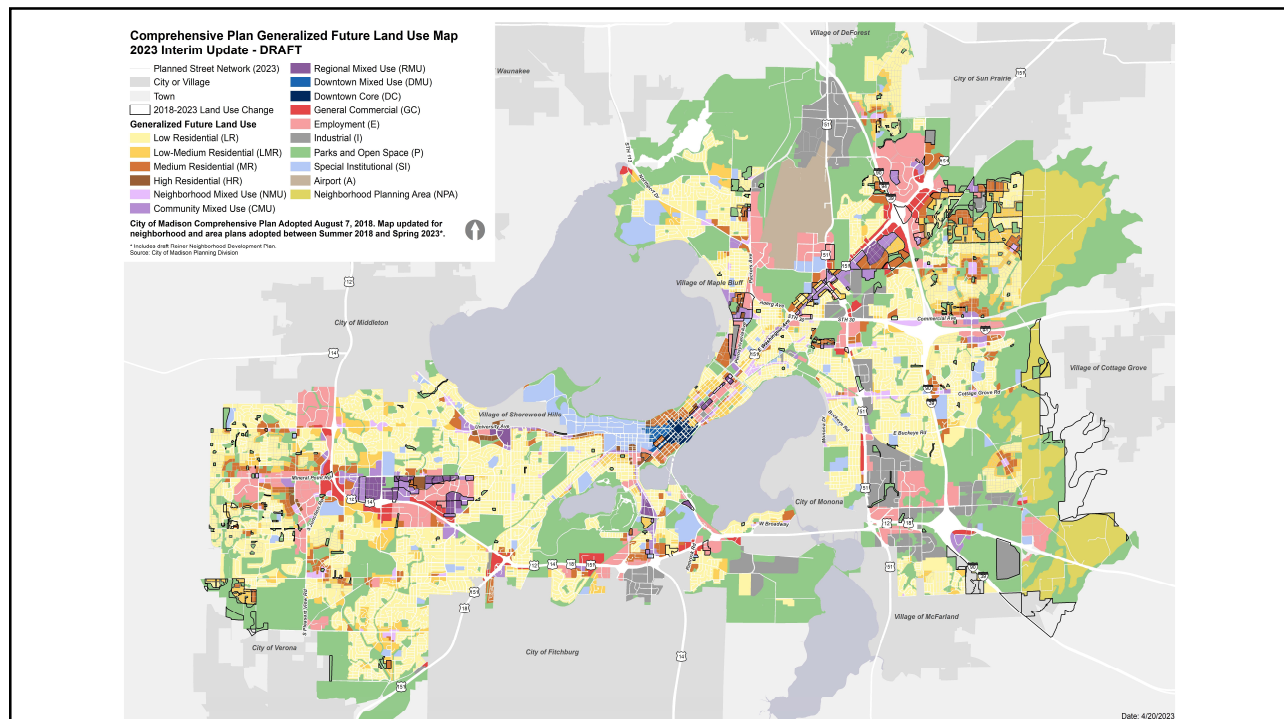
- 5-year interim update to the Comprehensive Plan focuses on minor revisions – not a full decennial update like the 2016 - 2018 process
- Similar interim update was completed in 2012
- Biggest update is to GFLU map to reflect 17 new plans or plan amendments adopted between 2018-2023
- Add Health & Safety element – text already approved by Council
- Don't anticipate any edits to the Goals, Strategies, & Actions in original six elements

GFLU Map Revisions



Staff-proposed revisions to the updated draft GFLU map include:

1. Changes recommended in City plans adopted or amended after the Comp Plan was adopted in 2018.
2. Adjusting for annexations by McFarland
3. Incorporating intergovernmental agreement with Town of Cottage Grove
4. Ensuring greenspace over one acre is mapped as parks & open space
5. Updating select areas for recent development approvals



Summary of Feedback on April 24



Plan Commission generally agreed with the following proposed edits:

1. Add language under “Low Residential (LR)” on page 20 addressing redevelopment of small Special Institutional uses designated as LR (related to item 3 below).
2. Add language under “Employment (E)” on page 24 to guide consideration of residential development in employment areas. For example, whether there is transportation connectivity, parks and open space access, transit access, other amenities for residential.
3. Add paragraph on page 26 to provide guidance for redevelopment of Special Institutional areas into non-institutional uses.

Summary of Feedback on April 24



Commissioners had varying opinions on the following proposed edit:

- Revising map note 4 (applied to areas on the isthmus and near west side):
“The “house-like” residential character of this Low Medium Residential (LMR) area should be retained, and any limited redevelopment should generally maintain the current single-family/ two-flat/three-flat development rhythm.”
 - Move away from the phrase “house-like” toward “missing middle” building forms, which are referenced elsewhere in the Plan. Consider changing the word “character,” due to its exclusionary connotation.

Summary of Feedback on April 24



Commissioners recommended we add the word “generally” at the start of the sentence for criteria #5.

- GFLU revision criteria → The proposed change is:
 1. Outside of an area with a neighborhood, neighborhood development, or area plan adopted after the 2018 Comprehensive Plan.
 2. Outside of an area with an in-process plan (Northeast and West Area Plans).
 3. Consistent with the Comprehensive Plan’s Goals, Strategies, and Actions as applied in the context of the amendment area.
 4. A better fit with the predominant uses and development pattern in the surrounding area.
 5. Larger than 2 acres and meets the other criteria.

Public Participation



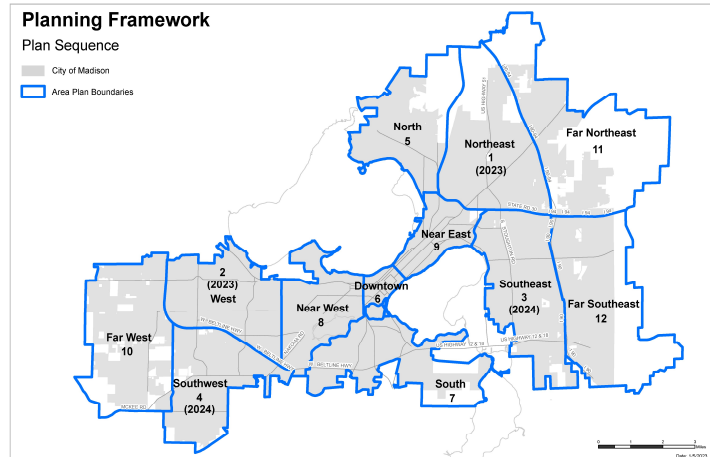
Public participation methods:

- Project web page
- Project email list
- Handouts/flyers; materials at all libraries
- Virtual meeting(s)
- Committee meetings & public hearing(s)
- Traditional media (press releases)
- Social media

Public Participation



- Want to make sure it is clear the scope is limited and this is not a decennial full update to the Plan
- Area Plan processes for making geographically specific land use changes
 - After adoption of each Area Plan, Comp Plan GFLU map will be revised to incorporate land use changes



2023 Comprehensive Plan Interim Update Draft Public Participation Plan

Revised: May 9, 2023



CITY OF
MADISON

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Broad public engagement is needed to shape revisions made to the Plan. This document outlines the procedures designed to foster public participation as required by [Wis. Stats. §66.1001\(4\)\(a\)](#). The following methods will be used to engage the public and keep them informed throughout the process:

1. PROJECT WEBSITE

The project website will include components such as interactive maps that allow users to zoom in and review specific areas of the GFLU map, as well as ways for the public to ask questions.

2. EMAILED PROJECT UPDATES

Project updates will be sent out periodically via email to local groups like neighborhood associations as well as individuals who sign up.

The email list from the Imagine Madison process, which contains over 1,200 emails, will be notified of the opportunity to sign up to receive these project updates.

3. INFORMATIONAL MATERIALS

Project materials such as handouts and flyers will be distributed widely and printed copies of materials and maps will be available at each branch of the Madison Public Library.

Materials will use simple, concise language and focus on making the project relevant to people, as well as explain how this process relates to the new Planning Framework Area Plans.

4. VIRTUAL MEETINGS

At least one virtual meeting will be offered. The meeting recording will be available afterward on the project website.

5. COMMITTEE MEETINGS

All meetings with the Plan Commission and Common Council will be noticed and open for public attendance and comment. Comments received from the public will be conveyed to the Plan Commission and Common Council.

6. PUBLIC HEARINGS

Proposed revisions to the Plan will be reviewed during public hearings which are noticed at least 30 days in advance.

7. TRADITIONAL MEDIA

Press releases will be made available to local media outlets.

8. SOCIAL MEDIA

Facebook, Twitter, and Instagram will be used to spread awareness. If possible, advertisements on social media will be used to increase awareness.

9. NOTICE TO ADJACENT MUNICIPALITIES AND QUARRIES

Other requirements of Wis. Stats. §66.1001(4)(a) include distributing notice to adjacent municipalities as well as owners or leaseholders of properties in which extraction of nonmetallic mineral resources is permitted.

Attachment 3: Summary of Guidance from Plan Commission at April 24 meeting

Guidance received from Plan Commission during their April 24 meeting is shown in red italics after applicable items. All other content in this attachment is unchanged since April 24.

Generalized Future Land Use Revisions

Staff-recommended revisions to the GLFU map

1. Modify the GFLU map to reflect planned streets and land use recommendations in plans amended or adopted after the 2018 Comprehensive Plan.
 - a. Elderberry Neighborhood Development Plan (NDP) Amendment (July 2018) Note: the Elderberry-Pioneer-Junction NDP Amendments were introduced prior to Comprehensive Plan adoption in 2018, but several late-in-process land use revisions were made after the Comprehensive Plan was introduced.
 - b. Pioneer NDP Amendment (July 2018)
 - c. Junction NDP Amendment (July 2018)
 - d. Milwaukee Street Special Area Plan (December 2018)
 - e. Triangle-Monona Bay Neighborhood Plan (July 2019)
 - f. Rattman NDP (July 2019)
 - g. Mifflandia Neighborhood Plan (November 2019)
 - h. Nelson NDP (November 2019)
 - i. Oscar Mayer Special Area Plan (July 2020)
 - j. East Washington Avenue Capitol Gateway Corridor Plan Amendment (October 2020) Note: additional GFLU edits in this plan area are also proposed to make land use consistent with height regulations in Urban Design District #8.
 - k. Odana Area Plan (September 2021)
 - l. South Madison Neighborhood Plan (January 2022)
 - m. Greater East Towne Area Plan (February 2022)
 - n. Yahara Hills NDP Amendment (May 2022)
 - o. Shady Wood NDP Amendment (January 2023)
 - p. Hawthorne-Truax Neighborhood Plan (March 2023)
 - q. Reiner NDP (planned introduction in May 2023)
2. Adjust GFLU to reflect McFarland annexations on the far southeast side of the city.
3. Adjust GFLU to reflect the intergovernmental agreement with the Town of Cottage Grove to the east of the city boundary.
4. Designate City-owned parks and stormwater areas of over one acre that were not shown as Parks and Open Space as Parks and Open Space. Note: the 2018 Plan states that existing and planned parks/stormwater areas over one acre were shown, but some were missing.
5. Update areas impacted by recent approvals, such as plats (for example, the Raemisch Farm on the north side) and recent City land purchases for parks.

Other potential non-administrative GFLU revisions staff would like guidance on

1. Review office-oriented areas, currently designated on the map for Employment, that are located along major corridors for locations that can be or are transitioning to Residential or Mixed Use (this was already done in University Research Park as a part of the Odana Area Plan, but the Interim Update could review locations like Old Sauk Trails, Schroeder Rd, Royster Corners, etc.). *Commissioners did not provide any guidance about this item specifically, but one commissioner endorsed something similar, which was needing guidance for considering residential development in employment areas.*

Text Revisions

Staff-recommended text revisions

1. Update Plan text and diagrams throughout to reflect the addition of a seventh element, Health and Safety, at the end of the Plan after Effective Government. Add those recommendations into the table in Appendix A.
2. Update population forecast on page 3 and modify related text elsewhere in the document.
3. Update all maps in the main document, except for the Tier 1 sidewalk map on page 42 (add footnote to reference Complete Green Streets and possibly an upcoming Pedestrian Plan being undertaken by Transportation).
4. Update map notes on page 19 associated with the GLFU map (delete map notes 1, 2, 3, 15, 16, 21; modify #9 to reflect new Parks Division office)
5. Add Neighborhood Planning Area (NPA) GFLU category description on page 25 under “Special Categories.”
6. Modify Peripheral Planning Areas section on pages 26-27 to reflect newly approved Neighborhood Development Plans (NDPs) and boundary agreements.
7. Update list of adopted plans on pages 125-126.
8. Add missing UrbanFootprint chart on page 138.
9. Add a note to Appendix D cover (page 150) that the reference maps, except for municipal boundaries map, have not been updated.
10. Include a simple way to acknowledge the existence of major policies/initiatives adopted since 2018. This could be done through a brief cover memo in the Plan or through adding a column in the table of recommendations in Appendix A.

Staff-recommended text revisions that are non-administrative

The following potential revisions are not included in any recently adopted/amended plans or policies. Staff would like these to be more fully vetted by the public, given that they have not been reviewed through a public process like the other proposed revisions.

1. Add language under “Low Residential (LR)” on page 20 addressing redevelopment of small Special Institutional uses designated as LR (related to item 3 below). *Commissioners generally agreed with making this text revision.*
2. Add language under “Employment (E)” on page 24 to guide consideration of residential development in employment areas. For example, whether there is transportation connectivity, parks and open space access, transit access, other amenities for residential. *Commissioners generally agreed with making this text revision.*
3. Add paragraph on page 26 to provide guidance for redevelopment of Special Institutional areas into non-institutional uses. *Commissioners generally agreed with making this text revision.*

Other potential non-administrative text revisions staff would like guidance on

1. Consider revising map note #4 which is applied to areas on the isthmus and near west side and says: “The “house-like” residential character of this Low Medium Residential (LMR) area should be retained, and any limited redevelopment should generally maintain the current single-family/ two-flat/three-flat development rhythm.”
 - a. Move away from the phrase “house-like” toward “missing middle” building forms, which are referenced elsewhere in the Comprehensive Plan. Consider changing the word “character,” due to its exclusionary connotation. *Commissioners had varying opinions regarding this proposed revision.*
2. Consider adding a sentence within the description for the Park and Open Space land use to address the topic of urban agriculture. *Commissioners did not provide any guidance about this item.*

3. Consider adding a map note or text revision to provide guidance related to housing being proposed in Mixed Use areas near the Beltline/Interstate (would want access to parks and open space, transit, and other amenities for residential). *Commissioners did not provide any guidance about this item.*

Draft List of GFLU Criteria

Staff proposes the following criteria be used to evaluate GFLU map amendment requests received from the public.

The proposed change is:

1. Outside of an area with a neighborhood, neighborhood development, or area plan adopted after the 2018 Comprehensive Plan.
2. Outside of an area with an in-process plan (Northeast and West Area Plans).
3. Consistent with the Comprehensive Plan's Goals, Strategies, and Actions as applied in the context of the amendment area.
4. A better fit with the predominant uses and development pattern in the surrounding area.
5. Larger than 2 acres and meets the other criteria. *Commissioners recommended we add the word "generally" at the start of the sentence for criteria #5 ("Generally larger than 2 acres. . .").*