



Department of Planning & Community & Economic Development

Planning Division

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To: Plan Commission

From: Dan McAuliffe, Angela Puerta and Northeast Area Plan Team

RE: Northeast Area Plan Updates

The Northeast Area Plan was discussed at the December 4th Plan Commission work session, and feedback heard from Commissioners was incorporated into plan recommendations.

At that time, the Northeast team was seeking additional information from Dane County Regional Airport regarding the Airport Height Limitation Zone. The plan team has obtained additional information and prepared a building height map.

Essential Questions

While we appreciate Plan Commissioners' general feedback, the most pertinent questions are highlighted below:

1. Do you agree with the official mapping recommendations?
2. Do you agree with the recommended proactive rezonings (with specific attention paid to #5 and #7)?
3. Do you agree with rezoning Planned Development Districts (PDs) to conventional zoning districts?

Proposed Generalized Future Land Use Map - Update

Recent updates to the draft GFLU map are discussed below:

Parks:

The most significant updates are related to future park spaces and lessons learned about acquisition. The Odana Area Plan and [Greater East Towne Area Plan](#) did not incorporate specific park locations into the GFLU map, reflecting the degree of uncertainty surrounding their location. Instead, general park locations were shown on the parks and open space map.

For this plan, the Northeast team worked with the Parks Division to identify specific recommended future park locations and incorporate them into the GFLU map where possible (south of East Towne Mall, near Eagan Road and Lien Road, and the planned expansion of Mayfair Park). Certain areas still have too much uncertainty and remain shown only as general park acquisition areas. Parks Division staff recently suggested evaluating options to expand Brigham Park. The Northeast team is evaluating options for this park.

Lien Road Area:

Two changes are recommended near Lien Road. First, the large format retail area a bit south of the Lien Road frontage is recommended to change from Community Mixed Use (CMU) to General Commercial (GC). The isolated nature, inability to make future connections to adjacent areas and proximity to heavy

industrial users make the southern portion of this area less appropriate for residential development. The Lien Road frontage is still seen as appropriate for residential development and remains CMU. The second change is the southwest quadrant of the Lien Road and Thompson Drive roundabout, changing from GC to CMU. After considering other land use changes, including the addition of park space to the north, new residential appears more appropriate.

East Washington Avenue:

Two blocks were changed from GC to mixed use categories to better correspond to existing zoning and acknowledging their appropriateness for residential. These are the northwest corner of East Washington and Portage and the southwest corner of Springs and East Washington. Other blocks on the south side of East Washington were changed from CMU to RMU to reflect their maximum allowable height.

Height Mapping - Update

While most land use categories have height guidance, Employment and General Commercial do not. Certain land uses like Regional Mixed Use have height ranges but allow underlying plans to recommend increased heights. This section of the plan aims to provide guidance to appropriate height in those areas.

Since the December Plan Commission meeting, Planning Division staff met with Dane County Regional Airport to better understand their height limits and variance process discussed in Dane County Ordinances. The Airport indicated variances to the height limitations are unlikely.

Staff prepared a finer grain analysis of height capacity than was used during the Greater East Towne Area Plan, matching [Airport Height Limits \(AHL\) maximum elevations](#) with topography data to map building height maximum in feet. This was translated to estimated stories using heights from the zoning code's Downtown height regulations ([MGO 28.071\(2\) Table 28E-3](#)). While lower floor to floor heights may create some additional capacity, some height will be needed for rooftop equipment and elevator penthouses which can't exceed AHL elevations.

Recommended heights are shown on Page 8. Heights shown in red are up to the AHL, while those in black are not. Using the Downtown code's heights resulted in decreases from certain maximum building heights shown in the [Greater East Towne Area Plan](#), specifically those on the south side of East Washington Avenue east of Eagan Road, which changed from 12 to 9 or 10 stories. Blocks west of Eagan Road increased from 8 to 10 stories.

Certain blocks north of East Washington (Community mixed use blocks west of Zeier Rd., which are not labeled) allow 6 stories due to their GFLU change from GC, an increase from 5 in the Greater East Towne Area Plan. These blocks could allow a further but modest increase, but the shallower blocks and adjacent LMR residential would require a substantial transition zone.

In the East Towne area, the additional height is possible in locations further south from East Washington Avenue. While revisiting these heights could be considered, distance from BRT stations and encouraging more diverse housing types were factors staff discussed.

Outside the East Towne area, employment and general commercial areas were typically assigned six stories unless lower heights were dictated by AHL.

Official Mapping

Following Plan Commission's feedback at the December work session, staff evaluated the planned street network and identified segments that appear most appropriate for official mapping. The segments reflect past guidance to officially map primary connecting streets and allow greater flexibility for planned local streets. Staff has not yet proactively reached out to property owners about official mapping additional planned streets. If Plan Commission believes these street segments are appropriate

for official mapping, staff will begin contacting property owners and initiate discussions prior to plan adoption. Any potential official mapping will take place after plan adoption.

Rezoning

A staff evaluation of zoning and the future land use map led to several potential rezonings that could be pursued following plan adoption. The potential rezonings include proactive rezonings intended to simplify the approval process for development proposals consistent with plan recommendations, and other zoning code changes to update and clarify districts. Staff will hold a rezoning-specific meeting with mailed notifications to impacted property owners prior to any rezoning process beginning. It is important to note that the plan will recommend flexibility if it is determined that other districts would ultimately be determined to best implementation the recommendation.

Proactive Rezoning:

The attached map shows sites staff identified as being potentially appropriate for proactive rezonings and a matrix outlining considerations and conclusions. Many of these sites are within the Transit Oriented Development (TOD) overlay district, so permitted use thresholds are higher than in non-TOD areas. The permitted use approval process limits the City's ability to implement plan elements like planned streets (new and vacated) and parks. As a result, certain areas are recommended for discussion at this point, reflecting the need for a rezoning to match land use recommendations but concern that a proactive rezoning may threaten ability to implement other elements (sites #5 and #7).

- Sites 1-4 are carry-over recommendations from the [Hawthorne Truax Neighborhood Plan](#). Site 1 is adjacent to the East Washington frontage road recommended for removal. Site 4 (CC to IL) is intended to prevent residential further north on Hwy 51 and aligns with existing uses. However, it may not be necessary so long as the "shall consider adopted plans" conditional use standard is sufficient to prevent new residential development in this area.
- Site 5 is the most complex and discussed by staff, who also seeks Plan Commissioners' perspectives on this. This block is recommended for Medium Residential and is currently zoned CC, but could be considered for CC-T zoning. CC-T is not a residential zoning district but does not create non-conforming uses and is often used to for residential and mixed-use projects. A more typical residential district would likely create non-conforming uses for existing commercial development. Importantly, staff acknowledges that the existing CC zoning does allow for residential and mixed-use development, but achieving MR-level density and intensity may be more difficult to achieve. Additionally, the block includes recommendations for a planned street and a park, which will be challenging to achieve in a permitted use development without official mapping.
- Sites 6 and 7 both explore CC to CC-T changes for mixed-use areas. Site 7 does have several planned streets, including the partially officially mapped extension of High Crossing Boulevard. The street network may be worth considering when approaching this rezoning.
- Site 8 recommends rezoning the land around the I-39/90/94 interchange from CC-T to CC to discourage residential uses in this area.
- Sites 9 and 10 recommend NMX and TE for a planned mixed use and employment area on Commercial Avenue with no planned streets or parks.

Planned Development Rezoning

The plan recommends rezoning existing Planned Developments (PD) to conventional zoning districts, with the attached PD rezoning map showing individual rezoning recommendations. There are several reasons to rezone these areas even when significant change or redevelopment is unlikely. Each PD has its own zoning text, which is rarely, if ever, updated. Since most of the PDs in the Northeast Area are

25+ years old, the zoning texts reflect 25-year-old planning approaches and have not evolved to meet current challenges the way other elements of the code have. The individual zoning texts also create an unnecessary administrative burden and delays the ability of staff to promptly respond to questions from customers about those properties. Property owners can't find answers for themselves since the hundreds of unique PD files are not available online. Lastly, the vast majority of PDs were approved under the old zoning code, which was replaced in 2013; the current code handles these now-typical developments much better than the old code could.

The zoning districts recommended best match the existing zoning text of the individual PDs, including allowable uses, setback, heights, etc. They are not intended to maximize the development potential of the underlying land use category. Because the PDs generally only allow what is already built, and recommended conventional districts best match zoning text of PDs, a matrix wasn't prepared as part of this update. Detailed rationale for each recommended zoning change would be part of any potential rezoning after plan adoption.

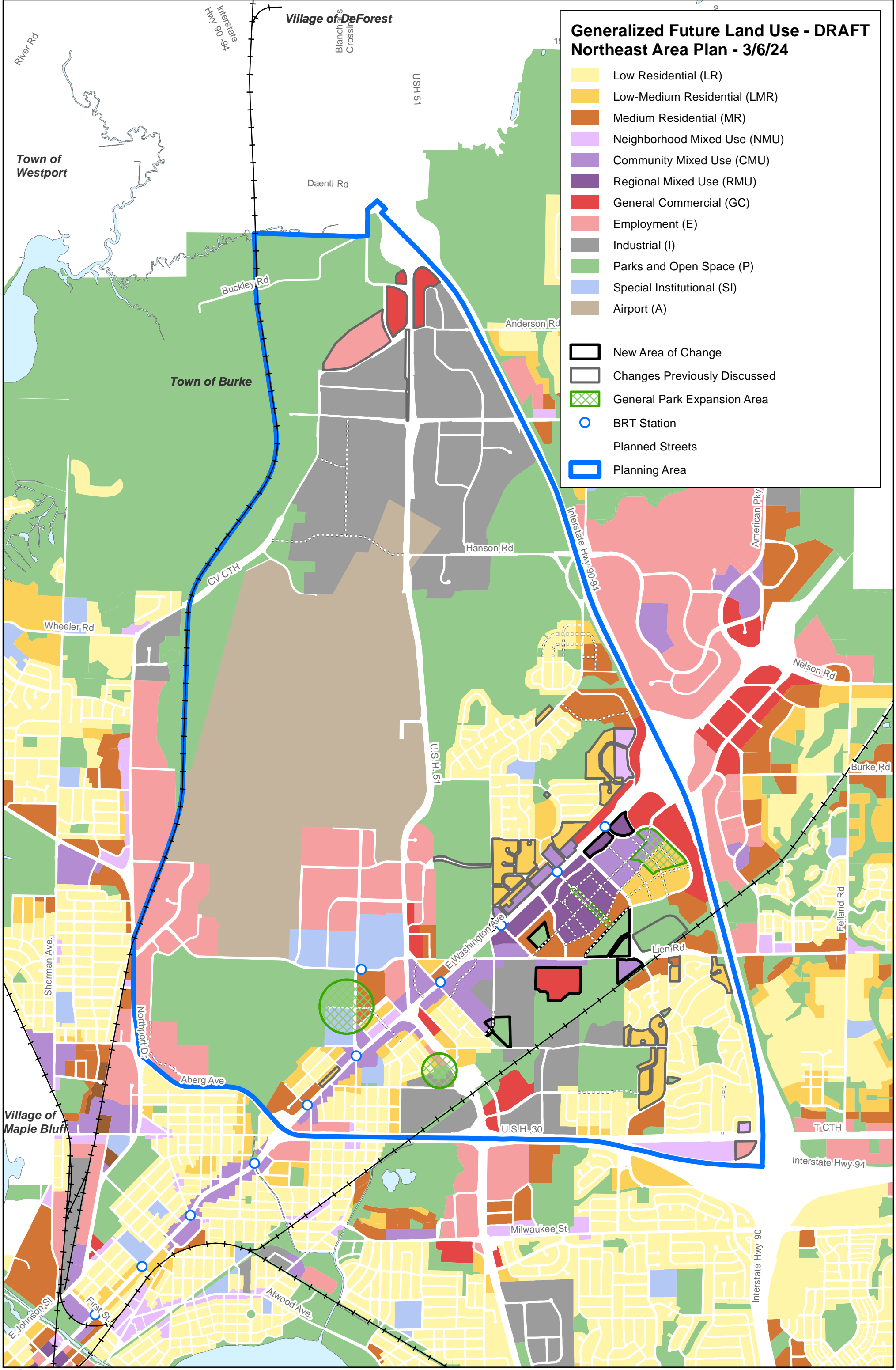
The draft West Area Plan contains a similar recommendation to convert PD zoned areas to conventional zoning districts. However, potential zoning changes for the large number of PDs in the West Area will be considered after adoption of the West Area Plan.

Parks Rezoning:

Many neighborhood parks are not zoned PR (parks and recreation), and instead zoned CN (conservation) or other residential categories. After consulting with the Parks Division, the plan includes a recommendation to rezone most parks to PR, and designated conservation parks to CN. While this zoning change only impacts City properties and largely does not impact the use of those properties, it will better clarify a park's purpose. As a result, implementing these zoning changes will likely be a lower priority after Plan adoption.

Generalized Future Land Use - DRAFT Northeast Area Plan - 3/6/24

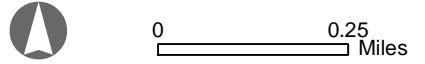
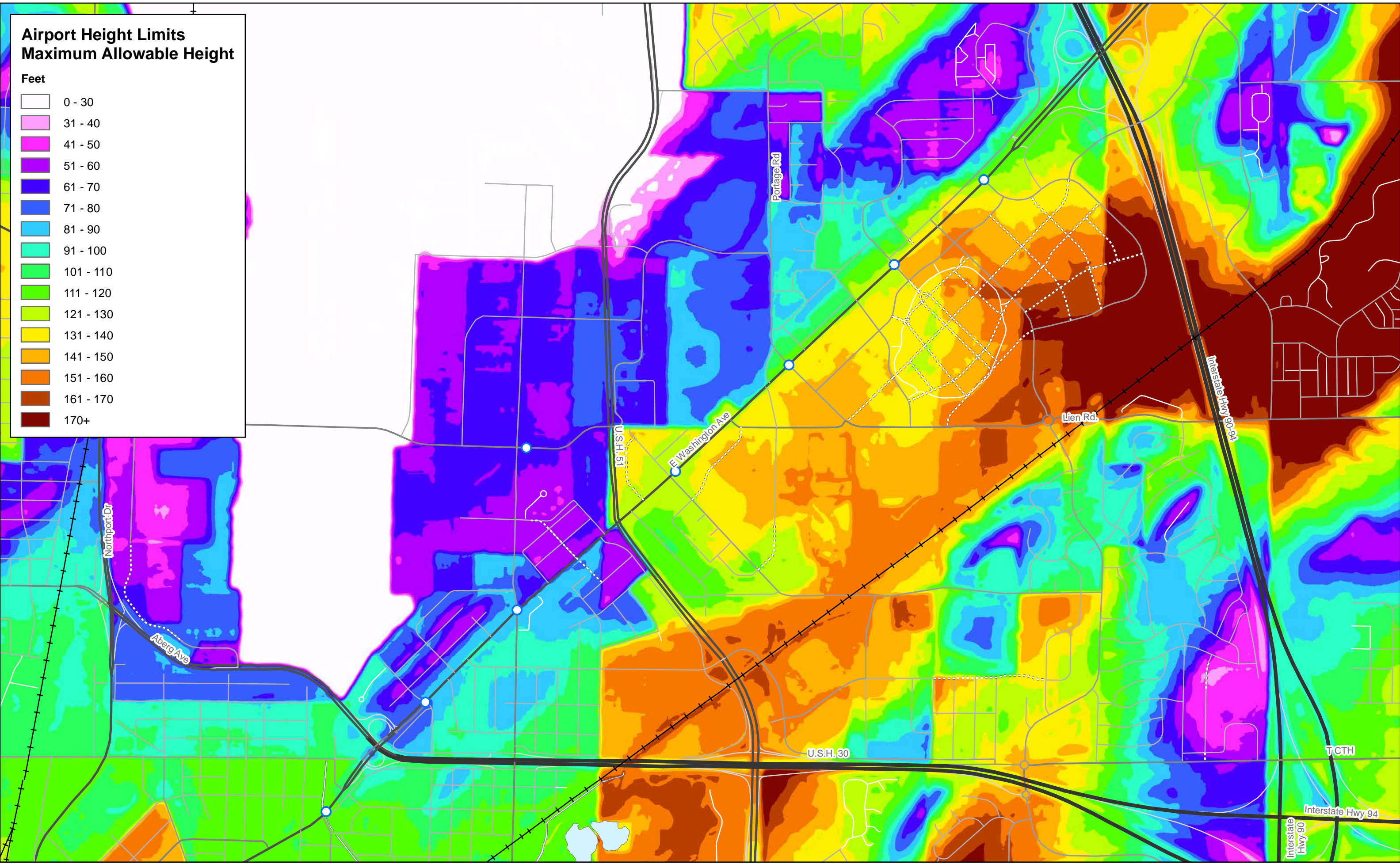
- Low Residential (LR)
- Low-Medium Residential (LMR)
- Medium Residential (MR)
- Neighborhood Mixed Use (NMU)
- Community Mixed Use (CMU)
- Regional Mixed Use (RMU)
- General Commercial (GC)
- Employment (E)
- Industrial (I)
- Parks and Open Space (P)
- Special Institutional (SI)
- Airport (A)
- New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



**Airport Height Limits
Maximum Allowable Height**

Feet

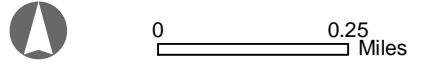
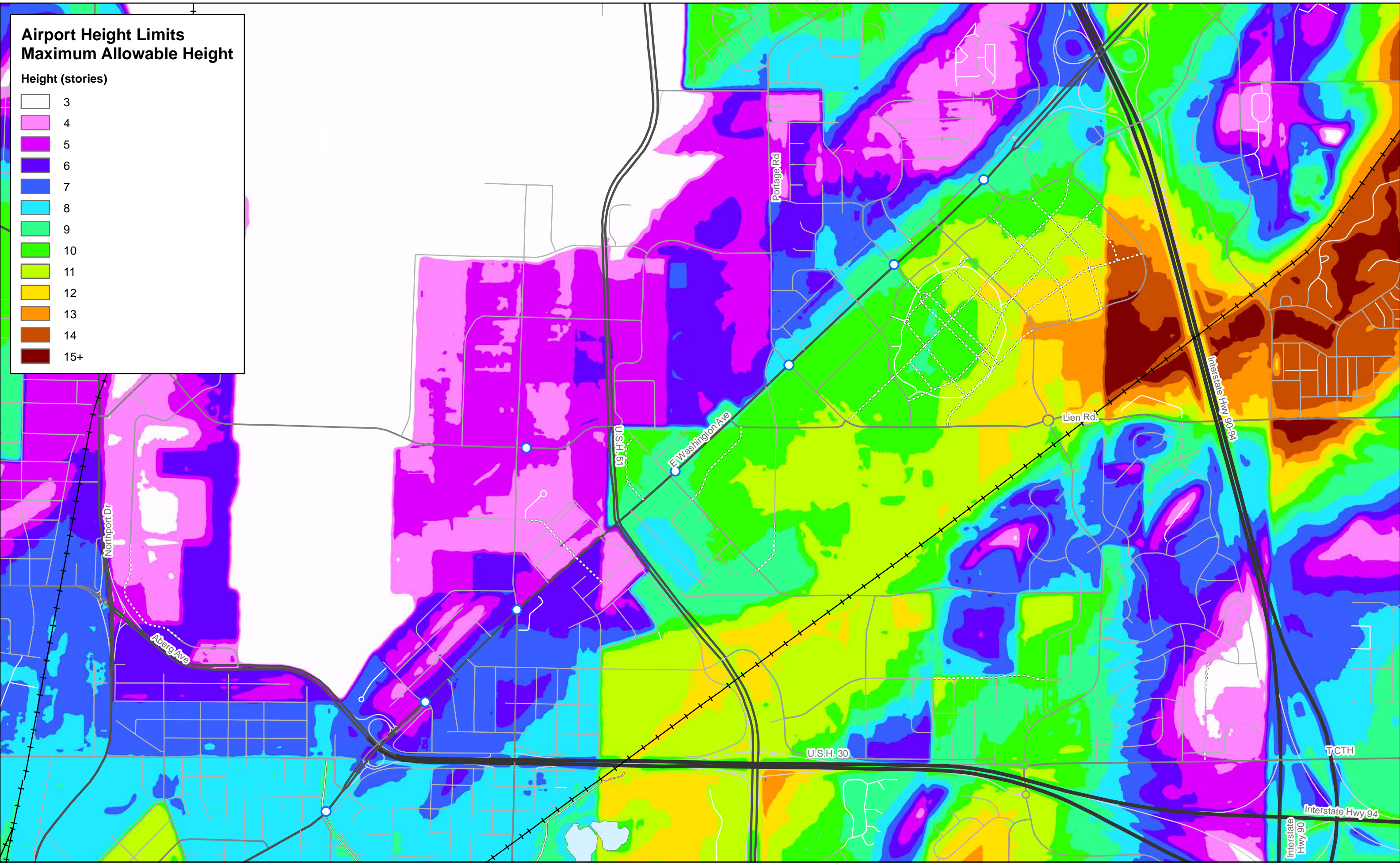
0 - 30
31 - 40
41 - 50
51 - 60
61 - 70
71 - 80
81 - 90
91 - 100
101 - 110
111 - 120
121 - 130
131 - 140
141 - 150
151 - 160
161 - 170
170+



**Airport Height Limits
Maximum Allowable Height**

Height (stories)

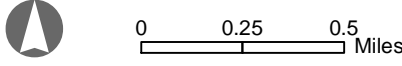
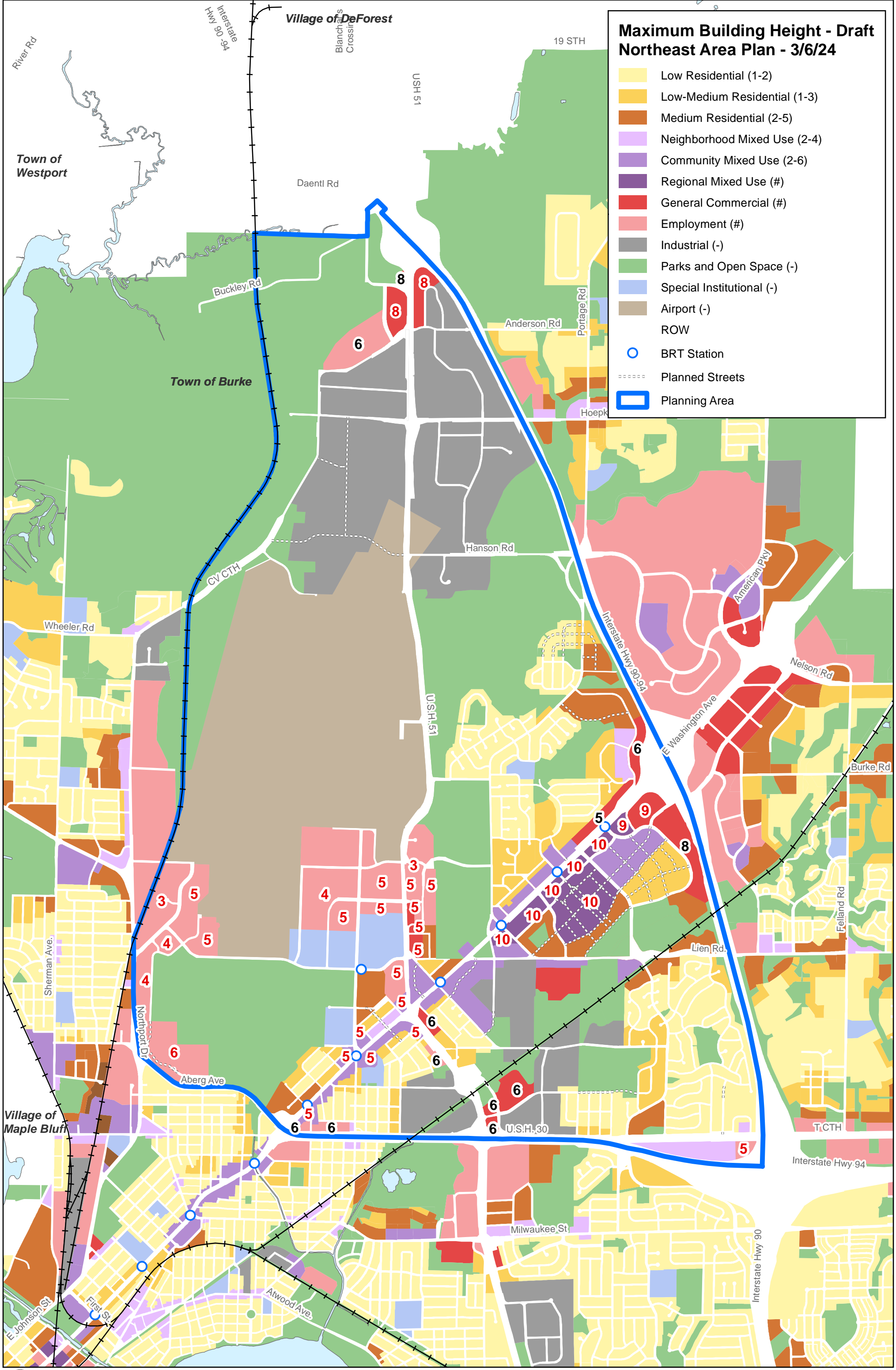
3
4
5
6
7
8
9
10
11
12
13
14
15+



Note: Downtown Building Height (feet/story) values used.

Maximum Building Height - Draft Northeast Area Plan - 3/6/24

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

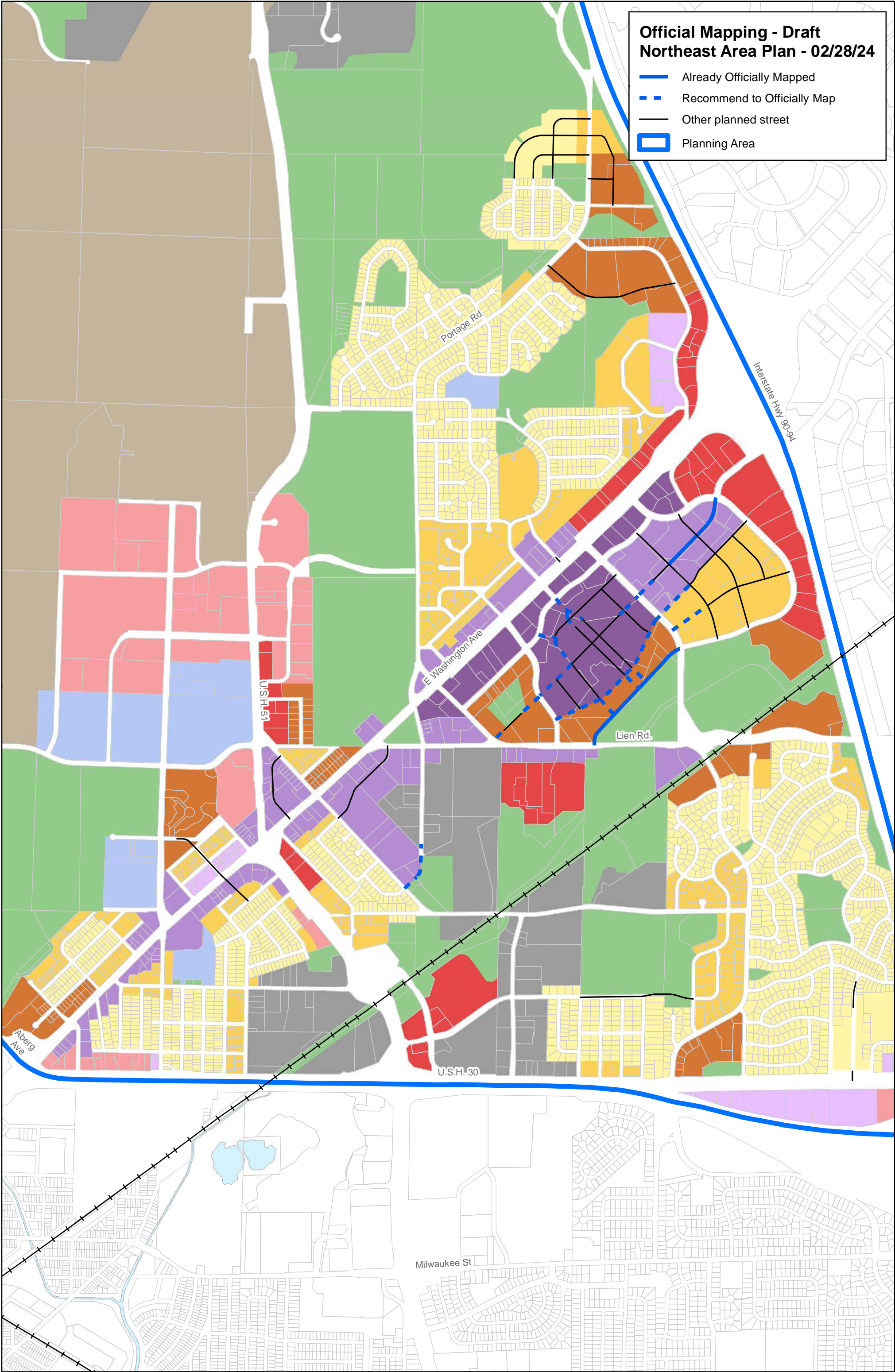


Note: Downtown Building Height (feet/story) values used.
Red labels indicate maximum building height impacted by airport height limits.

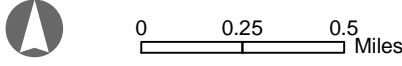
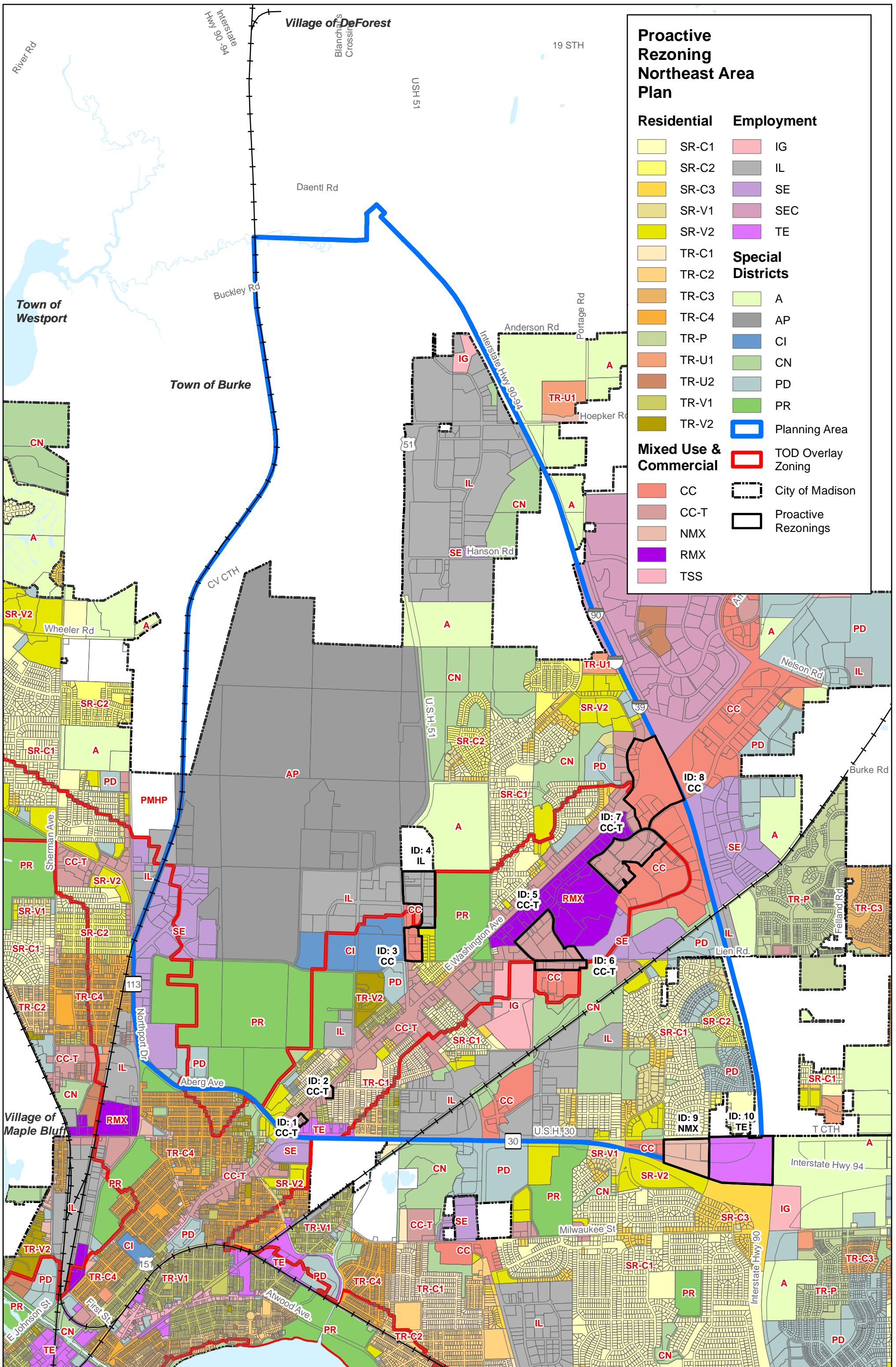
City of Madison Planning Division - 3/12/2024
Source: City of Madison, Dane County LIO

**Official Mapping - Draft
Northeast Area Plan - 02/28/24**

- Already Officially Mapped
- - Recommend to Officially Map
- Other planned street
- ▭ Planning Area

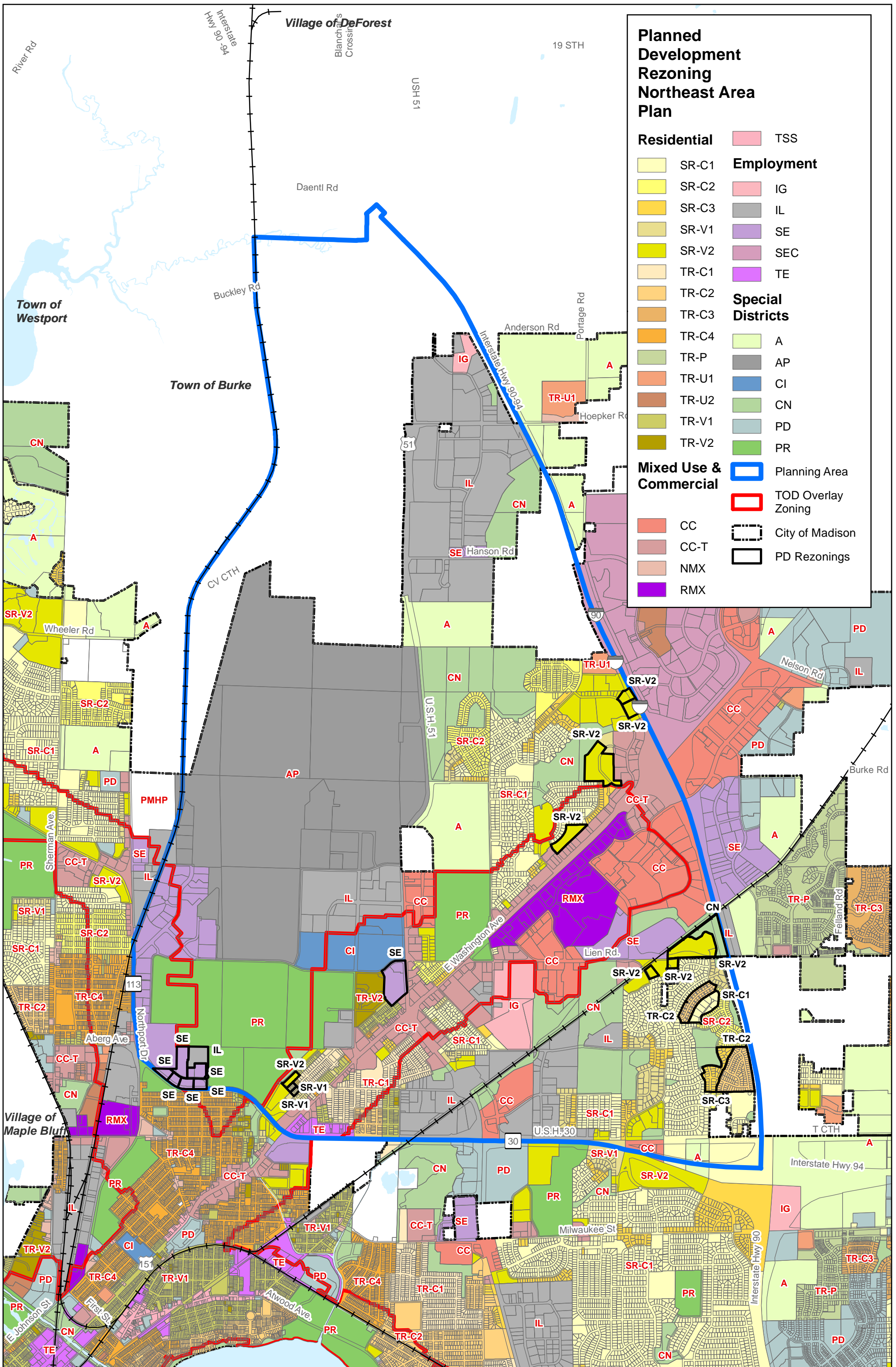


0 0.25 Miles



Northeast Area Plan - Proactive Rezoning Matrix

ID	GFLU	Planned Streets	Planned Park	Existing Zoning	TOD Overlay	Allow Development Consistent with Plan Recommendations	Allow Development Detrimental to Plan Character	Potential Zoning	Non-Conforming Uses Created	Staff Conclusion	Discussion
1	CMU	Vacate Frontage Road	No	TE	Yes	Maybe	Maybe	CC-T	No	Consider	Shift from Employment to CMU and create consistency for redevelopment.
2	CMU	No	No	TR-C1	Yes	No	No	CC-T	No	Pursue	
3	GC	No	No	CC-T	Yes	Yes	No	CC	No	Pursue	Change to discourage residential in inappropriate area.
4	E	No	No	CC	Partial	Maybe	No	IL	No	Pursue	Change to prevent residential in inappropriate area.
5	MR	Not Officially Mapped	Yes	CC	Yes	No	Maybe	CC-T	No	Consider	Would allow uses consistent with plan recommendations, but may not have mechanism to compel dedications. CC-T is not a residential category but is often used for residential implementation. Could official map street and park
6	CMU	No	No	CC	Yes	Maybe	No	CC-T	No	Pursue	Would create split zoning on Target parcel
7	CMU	Partially Officially Mapped	No	CC	Yes	Maybe	No	CC-T	No	Consider	Would allow uses consistent with plan recommendations, but may not have mechanism to compel dedications.
8	GC	No	No	CC-T	Partial	Yes	No	CC	No	Pursue	Change to discourage residential in inappropriate area.
9	NMU	No	No	SR-C1, A	No	No	No	NMX	No	Pursue	Recommendation to vacate excess ROW on Commercial Avenue
10	NMU, E	No	No	SR-C1	No	No	No	TE	No	Pursue	Recommendation to vacate excess ROW on Commercial Avenue



Planned Development Rezoning Northeast Area Plan

Residential	SR-C1	SR-C2	SR-C3	SR-V1	SR-V2	TR-C1	TR-C2	TR-C3	TR-C4	TR-P	TR-U1	TR-U2	TR-V1	TR-V2	
Employment	TSS	IG	IL	SE	SEC	TE									
Mixed Use & Commercial	CC	CC-T	NMX	RMX											
Special Districts	A	AP	CI	CN	PD	PR	Planning Area	TOD Overlay Zoning	City of Madison	PD Rezoning					

