

Department of Planning & Community & Economic Development

Planning Division

Heather Stouder, Director

215 Martin Luther King Jr. Blvd. Ste 017 P.O. Box 2985 Madison, Wisconsin 53701-2985 Phone: (608) 266-4635 Fax (608) 266-6377 www.cityofmadison.com

March 18, 2022

To: Plan Commission

From: Planning Division Staff (Brian Grady and Linda Horvath)

RE: March 24, 2022 Plan Commission Work Session

Proposed Planning Framework Comprised of Higher-Level Area Plans and Focused CDBG Plans

Currently, Madison has a wide variety of adopted sub-area plans that vary in title, size, scope, and level of specificity. While lacking full citywide coverage, some plans overlap with others, which can lead to confusion for stakeholders regarding expectations for future development, redevelopment, and infrastructure investment.

This proposed planning framework will simplify and standardize sub-area planning in Madison. The framework is based on thirteen higher-level "Area Plans" and complementary CDBG (Community Development Block Grant) Plans. The Area Plans will cover the entire City, be updated on a recurring schedule, and be considered the guiding plan for future land use and infrastructure investment. CDBG Plans will focus on nearer-term improvements and capacity building and partnerships in areas of the City with residents living with lower incomes.

Under this framework, the City would only undertake other types of sub-area plans (Special Area Plans, non-CDBG Neighborhoods Plans) in rare and unforeseen circumstances.

An initial Planning Framework concept (<u>memo</u> and <u>presentation</u>) was presented to the Plan Commission in December 2020. A more complete <u>proposal</u> was presented in July 2021. The current proposal provides additional background information and incorporates feedback received.

Below is a summary of notable updates and revisions made since the July 2021 Planning Framework materials:

- 1. A comprehensive <u>racial equity and social justice analysis</u> of the Planning Framework proposal was conducted by several staff and community members.
- 2. The City's RESJ (Racial Equity and Social Justice) Community Connections Staff Team provided feedback on the Planning Framework proposal and its public participation plan.
- 3. Updated background data and maps are provided for the Area Plan geographies.
- 4. Added Philadelphia's District Plans as an example approach to sub-area planning. This Planning Framework envisions a slightly less detailed version of Philadelphia's plans—although the topics may differ.

- 5. Added a document which outlines 5 Primary Benefits of switching to this Planning Framework.
- 6. Included a table which differentiates the contents of Area Plans and CDBG Plans to ensure minimal overlap between these two types of plans so as to avoid conflicting plan recommendations. Keeping the topics separate allows these two types of plans to be done at the same time (for overlapping geographies) or at different times.
- 7. The materials further emphasize that creation of new Special Area Plans and Neighborhood Plans will be rare.
- 8. Slight modifications were made to the proposed sequence for undertaking the Area Plans.
- 9. The proposed budget for Area Plans was modified to reflect the varied demographics (number of residents/stakeholders, race/ethnicity, income) of the thirteen Area Plan geographies.

Questions for the PC:

The Mayor and City staff are generally comfortable with the proposed Planning Framework. Staff would like to initiate the first Area Plan in the summer of 2022, with subsequent Area Plans starting every six to nine months.

- 1. Is the Plan Commission comfortable directing staff to initiate the Northeast Area Plan in the summer of 2022? Staff would seek official authorization (via resolution) in approximately June 2022.
- 2. Is there anything the Plan Commission would like staff to refine in advance of initiating the Northeast Area Plan?

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Primary Benefit #1 - A Clear Plan Recommendation

Discrete Plan Geographies

The City has 70 sub-area plans. Many of these plans cover overlapping areas, which produces overlapping plan recommendations.

For example, in the City's review of development proposals where sub-area plans overlap, City staff ends up citing the recommendation from multiple plans for a particular development site. Often, different stakeholders focus on the recommendation in the specific Plan that best supports their preference, resulting in stakeholders citing different Plans.

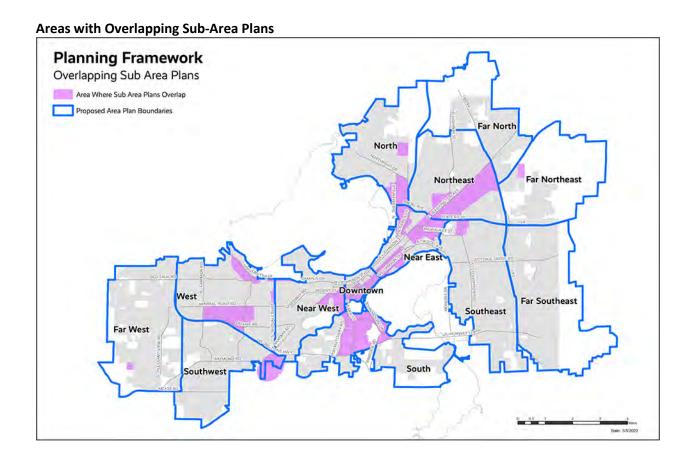
This Planning Framework has 13 discrete Area Plan geographies to reduce overlapping plans. These 13 plans will be updated over time, rather than stacking a new plan over the top of an existing plan.

Additionally, the Area Plan land use recommendations will update the Comprehensive Plan's GFLU Map, removing another layer of planning and another layer of confusion.

A System to Retire Plans that do not reflect current City policy/priorities

The City lacks a system to retire sub-area plans that do not reflect current City policies and priorities.

Under this Planning Framework, recommendations in existing underlying sub-area plans will be reviewed and considered as the Area Plan recommendations are developed. In the interest of clarity, sub-area plans that do not reflect current City policies and priorities may be retired through the review and adoption of an Area Plan.

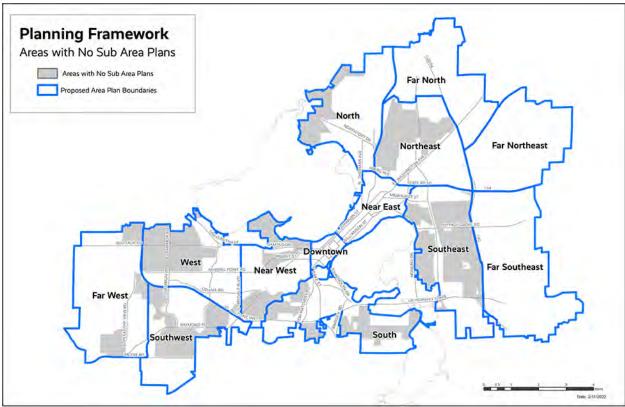


Primary Benefit #2 – Full City Coverage

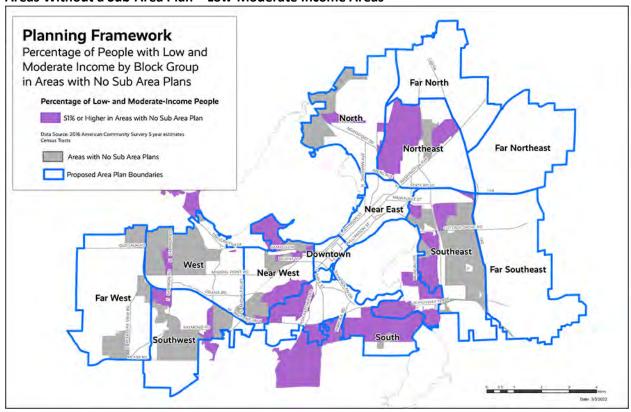
Portions of the City do not have a sub-area plan, which can be a disadvantage. Plan recommendations can help bring City investment and guide future change.

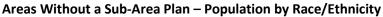
Some areas that lack a sub-area plan include parts of the City with a higher proportion of residents living with lower incomes and people of color.

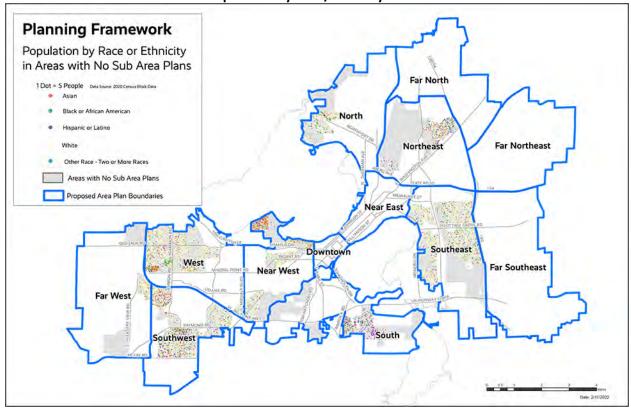
Areas Without a Sub-Area Plan



Areas Without a Sub-Area Plan – Low-Moderate Income Areas





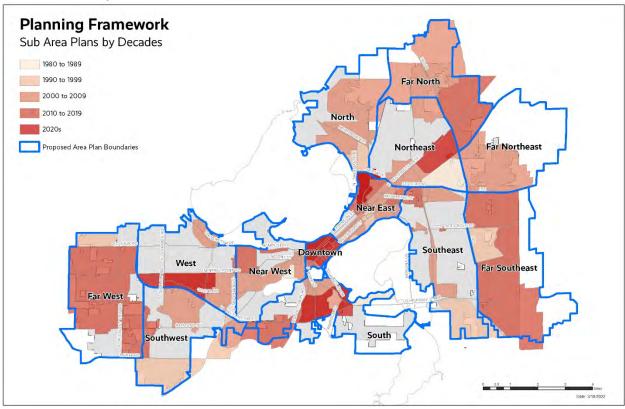


Primary Benefit #3 – Frequent Plan Updates

Some of the City's sub-area plans date back to the late 1980s and early 1990s. A lot has changed since then.

This Planning Framework envisions the 13 Area Plans will be developed over an approximately 8-year period. Area Plans will then be updated approximately every 10 years.

Sub-Area Plans by Decade



Primary Benefit #4 - Consistent Plan Topics, Higher-Level Recommendations

Consistent Plan Topics

The City's sub-area plans vary in terms of the topics that are covered. For example, some plans include an emphasis on sustainability, while others do not. In these cases, should the City prioritize sustainability in some areas of the City but not others?

Area Plans will address a consistent set of topics. An initial example is illustrated in the Example Area Plan Mockup. It is likely the set of topics will vary over time as City priorities change, but any changes will be carried through to subsequent Area Plan processes.

Higher-Level Recommendations

Recommendations in sub-area plans also have varying levels of detail. Recommendations in some plans are overly prescriptive, extending beyond the City's control and giving a false sense of what can be accomplished.

Area Plans will have higher-level recommendations, relying on supporting processes (e.g. street reconstruction projects) and tools (e.g. the Zoning Code) for implementation.

Primary Benefit #5 – Enhanced Coordination on City Initiatives

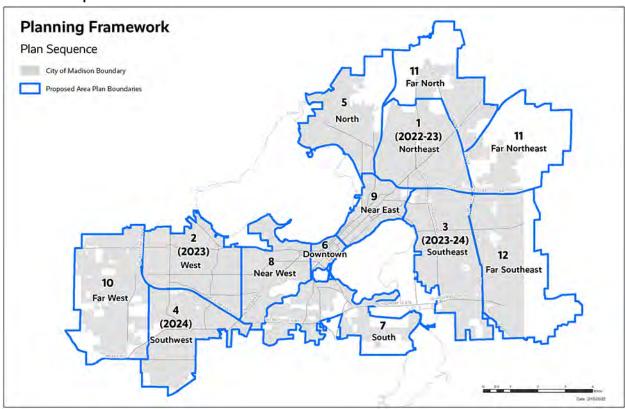
Having a schedule for when Area Plans will be developed, and then updated, provides benefits.

First and foremost, the City can communicate to stakeholders when a specific Area Plan will occur.

Secondly, with Area Plans covering the entire City and updated on a consistent schedule, there is an opportunity for increased coordination with other City initiatives. For example, the Economic Development Division could schedule a business survey in conjunction with an Area Plan process, with feedback informing applicable Area Plan recommendations.

Finally, community feedback obtained through, or in conjunction with, Area Plan processes can inform multiple City efforts. Increased utilization of stakeholder feedback reduces City costs and reduces engagement fatigue experienced by some stakeholder groups.

Area Plan Sequence



Examples of How Other Cities Approach their Planning

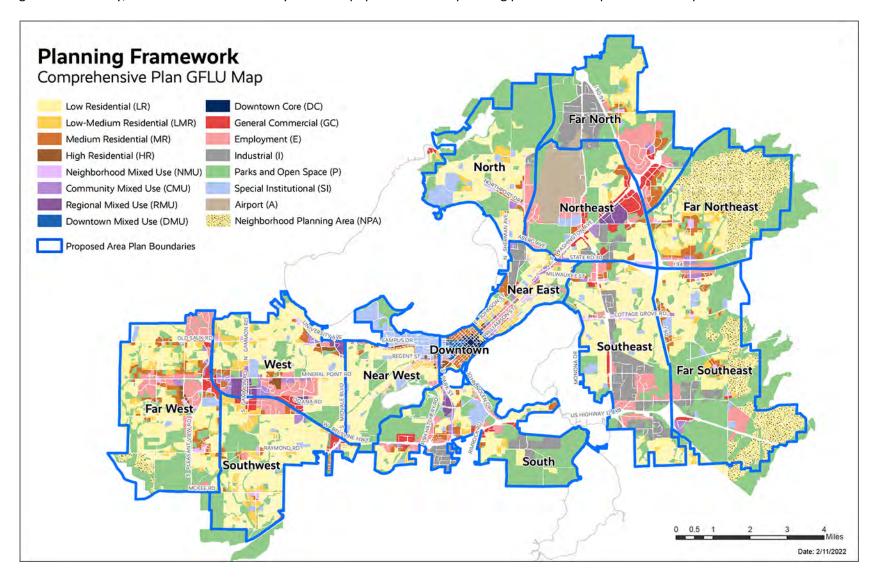
Below is a brief overview of how several cities approach their planning efforts. The proposed Planning Framework is most similar to the approach used in Philadelphia.

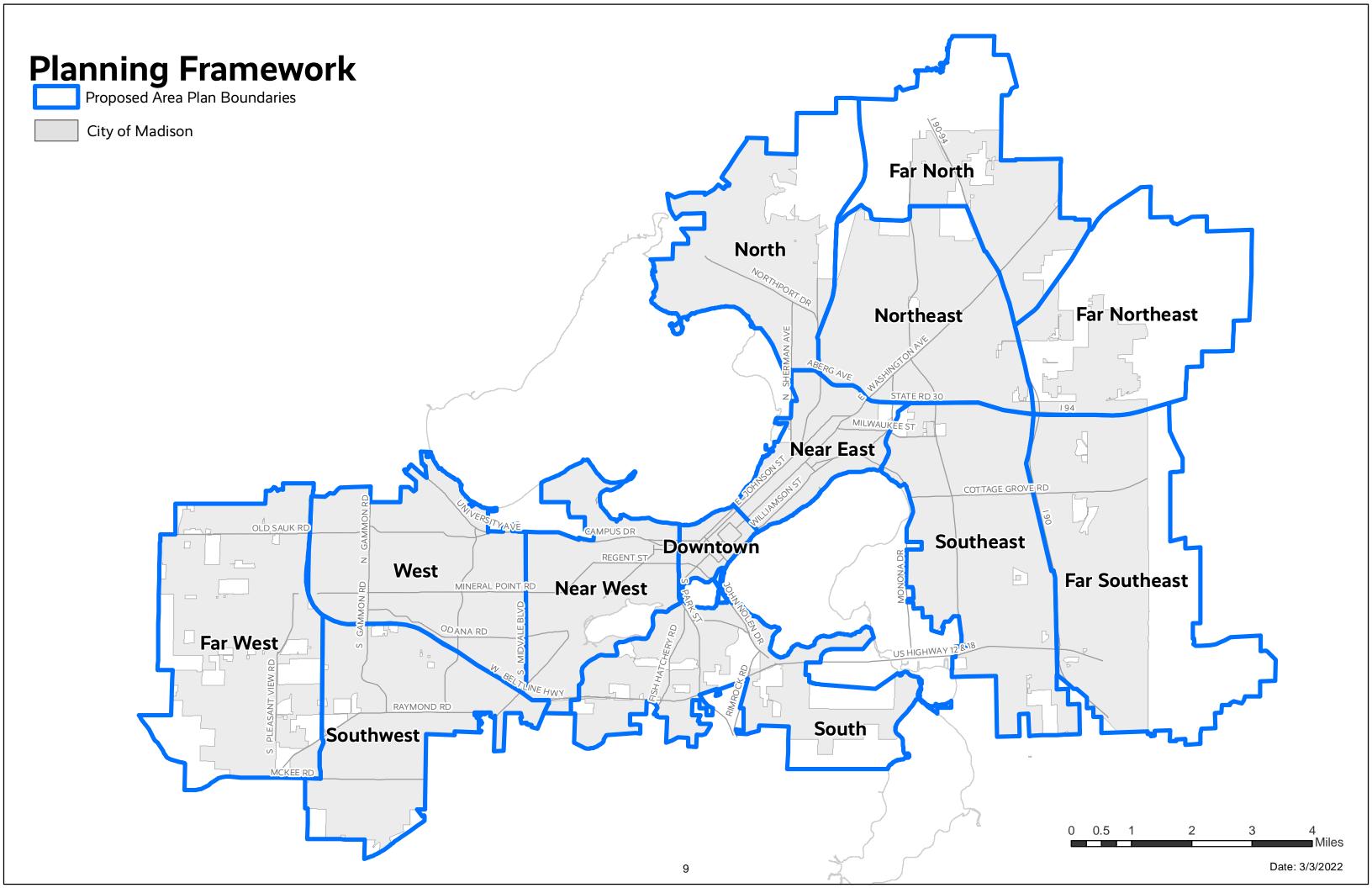
City	Comprehensive Plan/Area Plans	Notes
Madison, WI Population: 269,840 Land Area: 80 sq. miles	Comprehensive Plan with Generalized Future Land Use Map 70 Sub-Area Plans – adopted as a supplement to the Comprehensive Plan. Plans do not cover the entire city and vary greatly.	
Raleigh, NC Population: 467,665 Land Area: 147 sq. miles	Comprehensive Plan with Future Land Use Map 28 Area Plans – included in the Comprehensive Plan document. Plans do not cover the entire city and vary greatly.	Similar to Madison's current approach
Milwaukee, WI Population: 577,222 Land Area: 97 sq. miles	Citywide Policy Plan 14 Area Plans cover the entire city and are part of the Comprehensive Plan	
Denver, CO Population: 715,522 Land Area: 153 sq. miles	 High-level Comprehensive Plan that contains vision and goals Blueprint Denver – citywide land use and transportation plan 19 Area Plans will cover the entire City. 	 Details on transition to Area Plans: Neighborhood Planning Initiative Strategic Plan Planning process for an Area Plan intended to take 18-24 months, initial Plans have taken 24-36+ months.
Philadelphia, PA Population: 1,603,797 Land Area: 134 sq. miles	Comprehensive Plan 1 st phase: <u>Citywide Vision</u> Comprehensive Plan 2 nd phase: <u>18 District Plans</u> that cover the entire city and are part of the Comprehensive Plan	 District Plans were completed over an 8-year timeframe Approximately 1-year process for each Plan
Minneapolis, MN Population: 429,954 Land Area: 54 sq. miles	Comprehensive Plan with Future Land Use Map and Built Form Map	Retired Small Area Plans for development review purposes (non-land use recommendations in these plans still used) Moving toward more by-right development guided by the FLU Map and Built Form Map Focusing on strategic planning, partnerships and implementation such as 38th Street Thrive

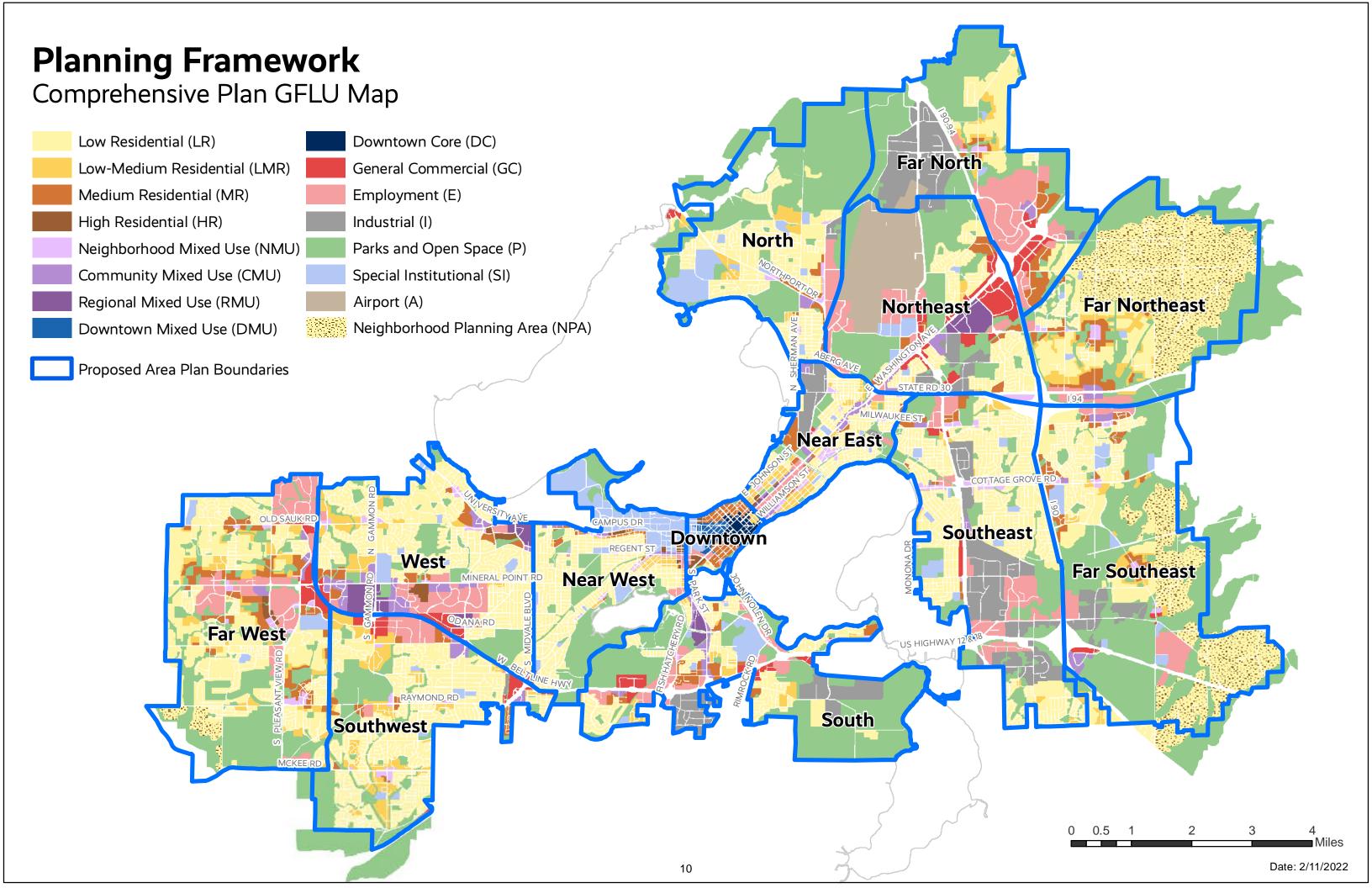
Area Plan Boundaries

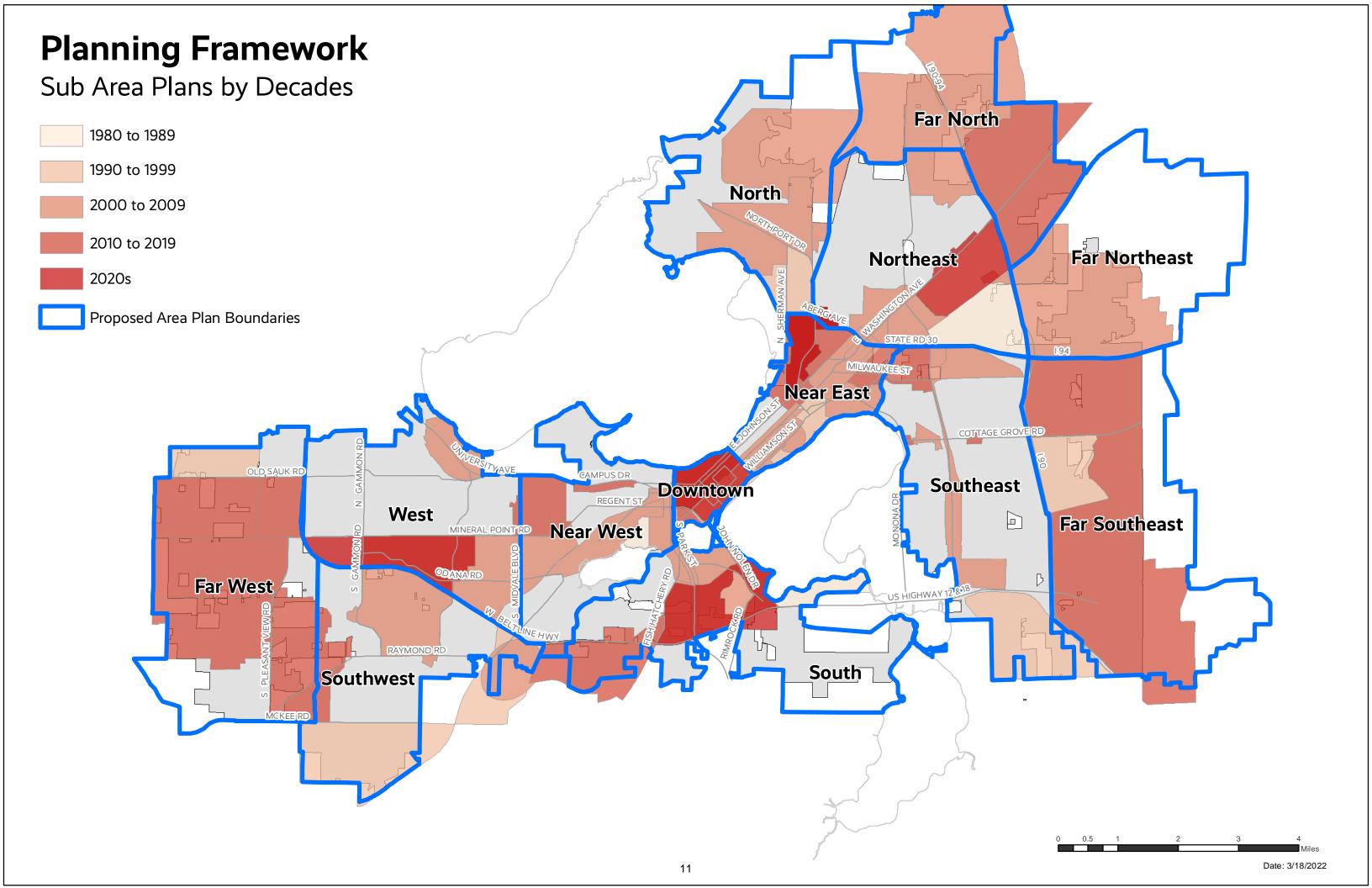
To minimize conflicting plan recommendations on either side of an Area Plan boundary, the proposed boundaries generally follow physical features that separate land uses. This includes highways, rail lines, and natural areas such as the Arboretum and Starkweather Creek. The City's major commercial and transportation corridors, including the planned Bus Rapid Transit routes, are generally maintained within one Area Plan geography.

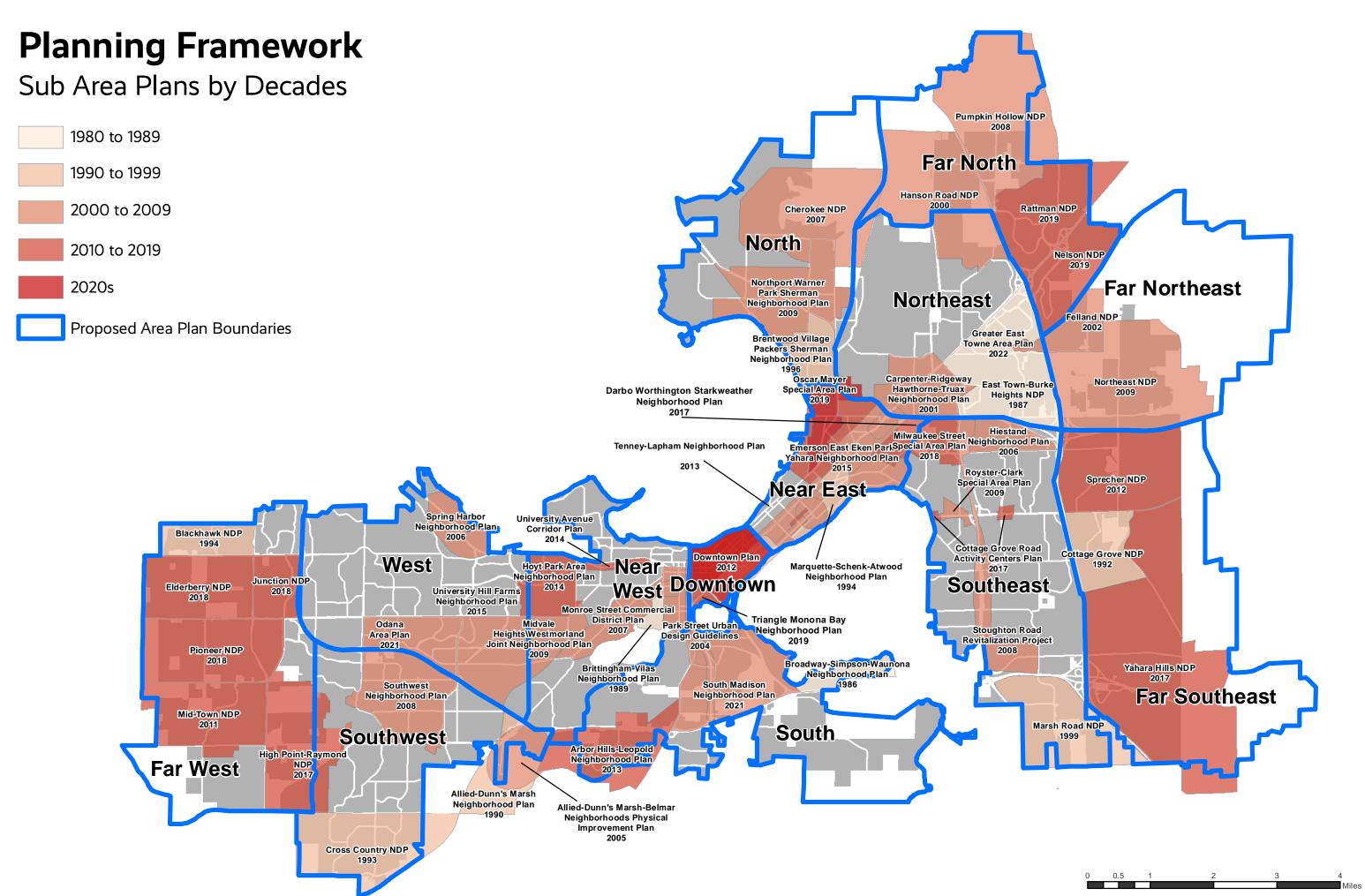
The Area Plan geographies are intended to remain consistent over time. With varying populations and demographics, some Area Plans may have a slightly shorter or longer planning process. The Plan Sequence proposes pairing up the Far North and Far Northeast Area Plans into one planning process for greater efficiency, since these areas currently have low populations. The planning process would produce two separate Plan documents.





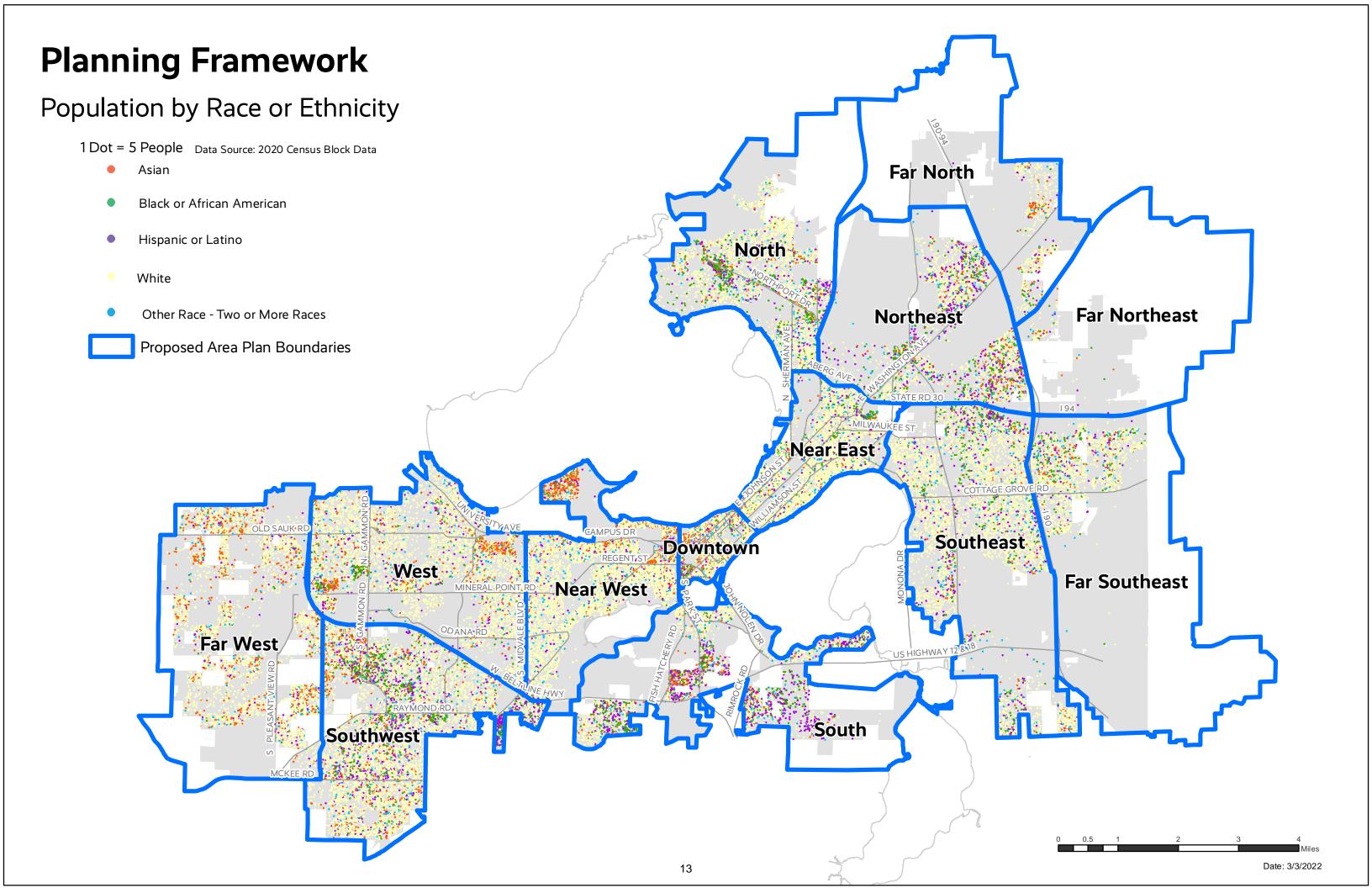


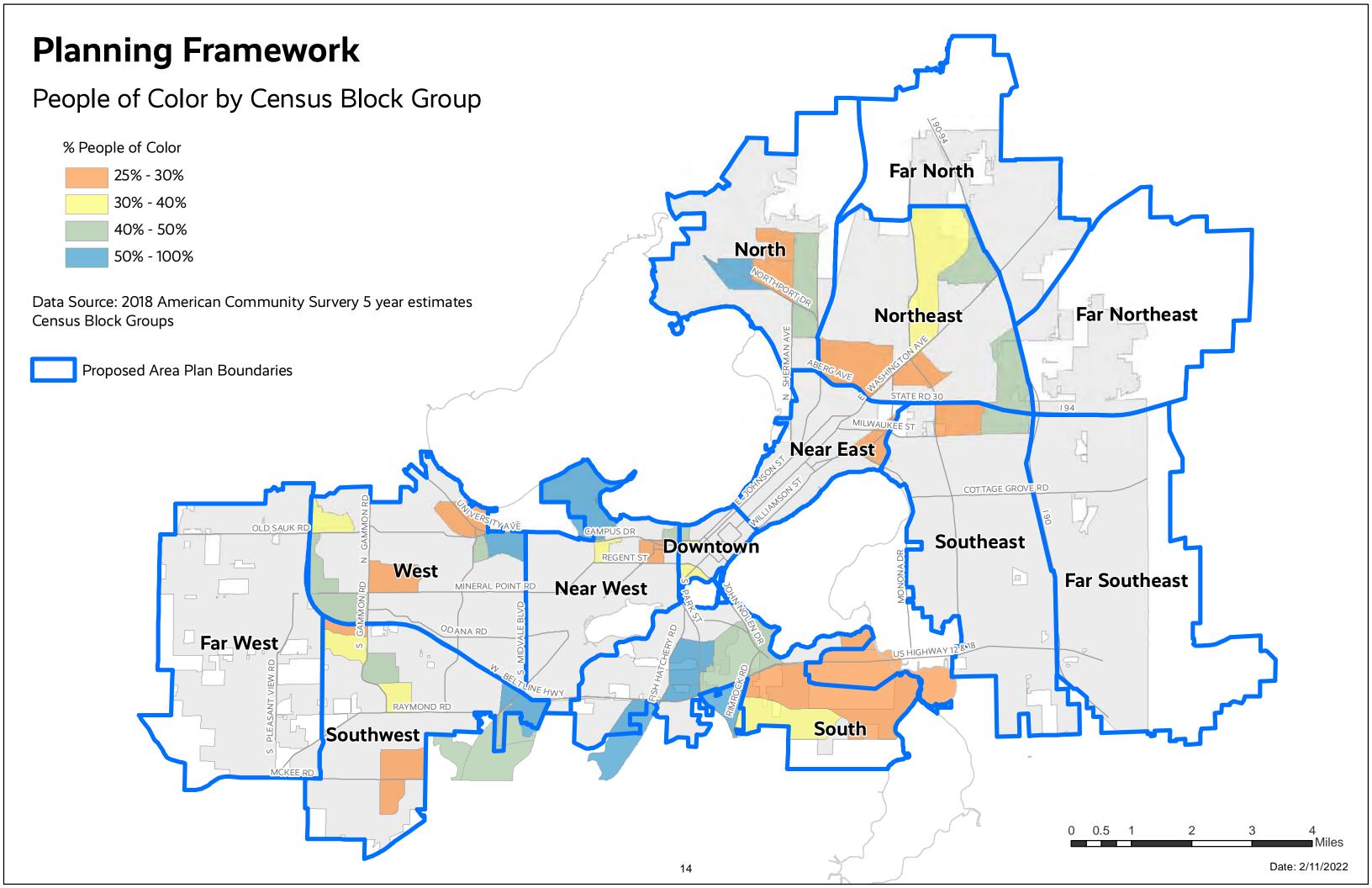


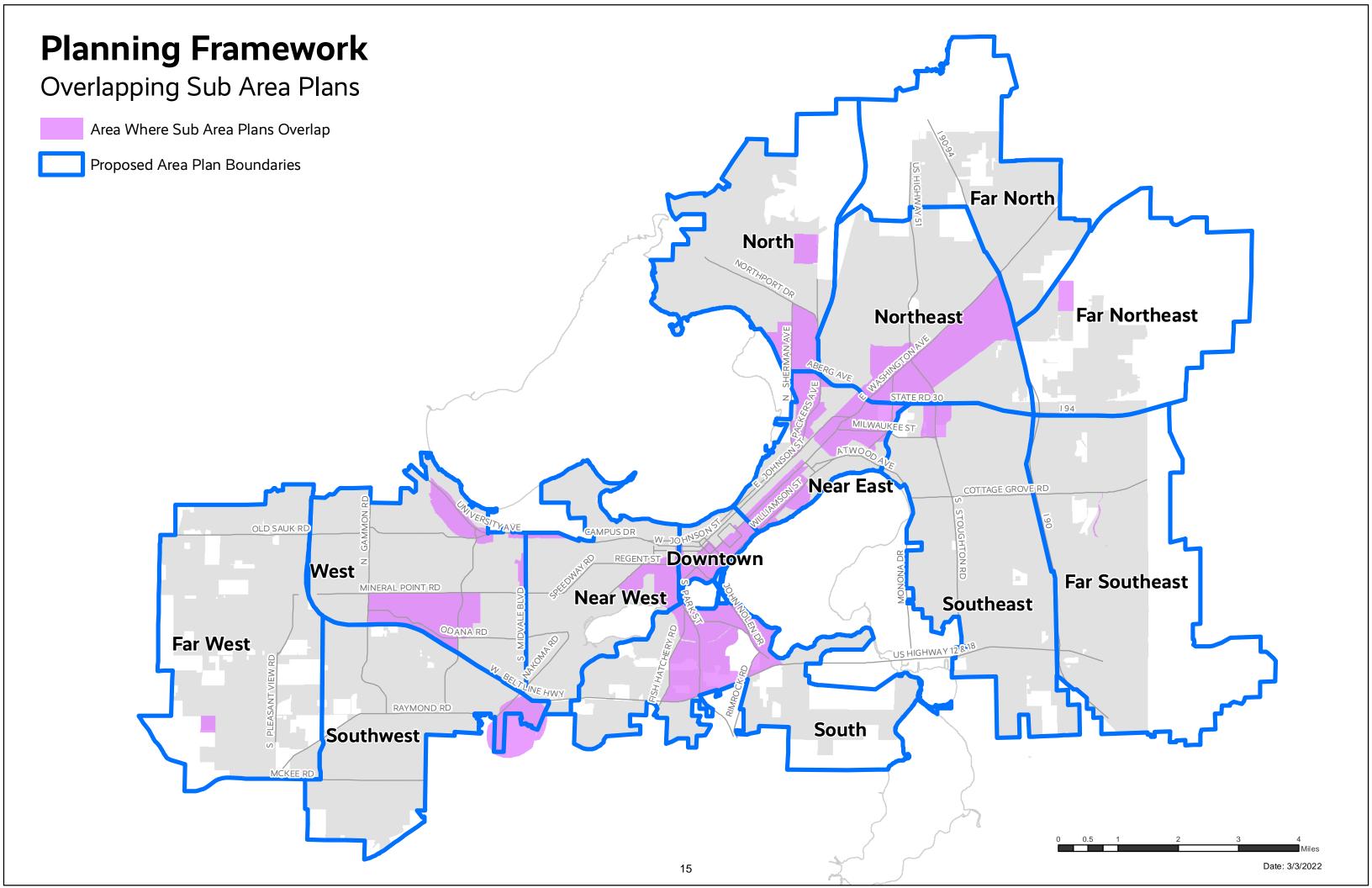


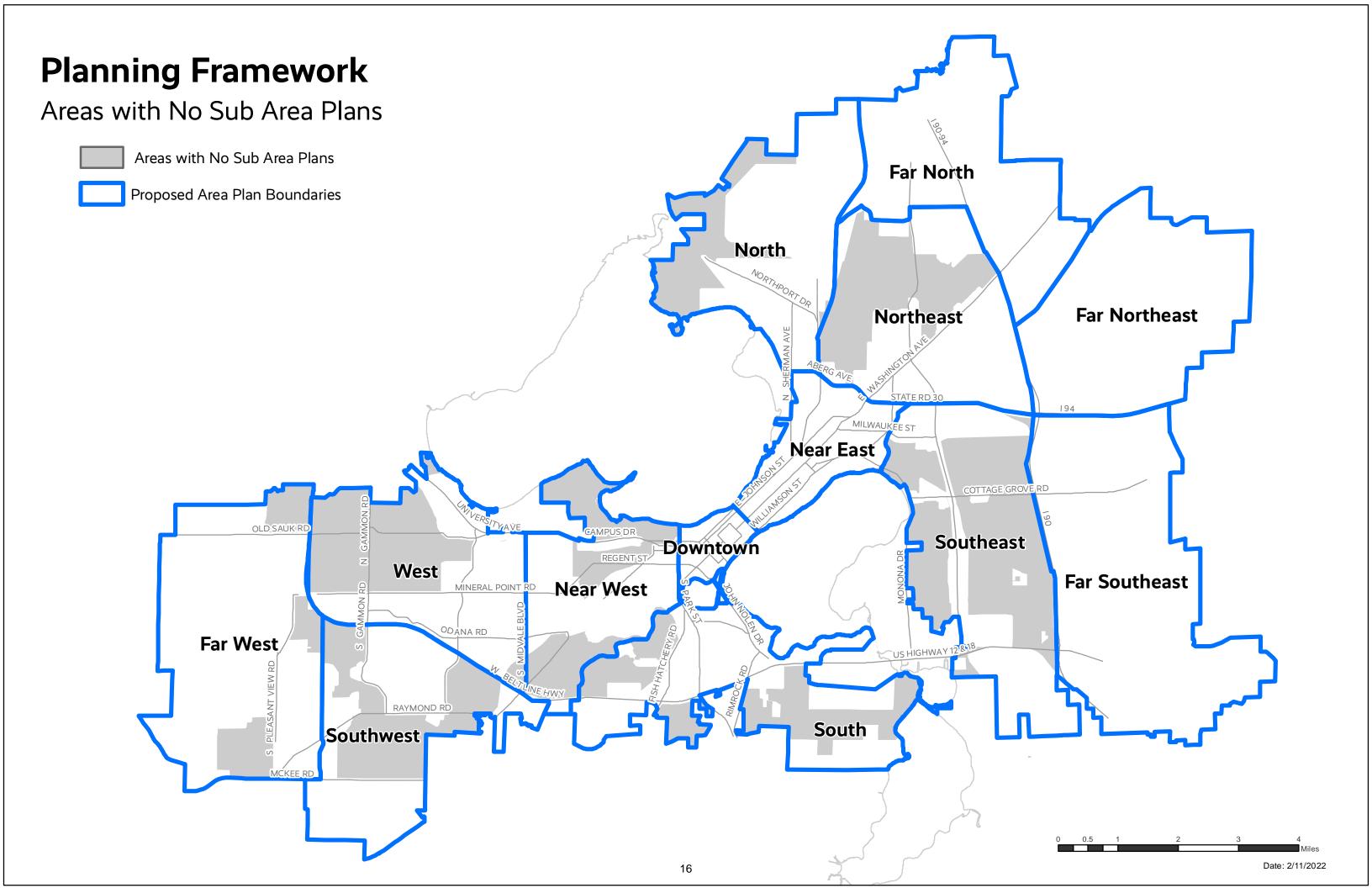
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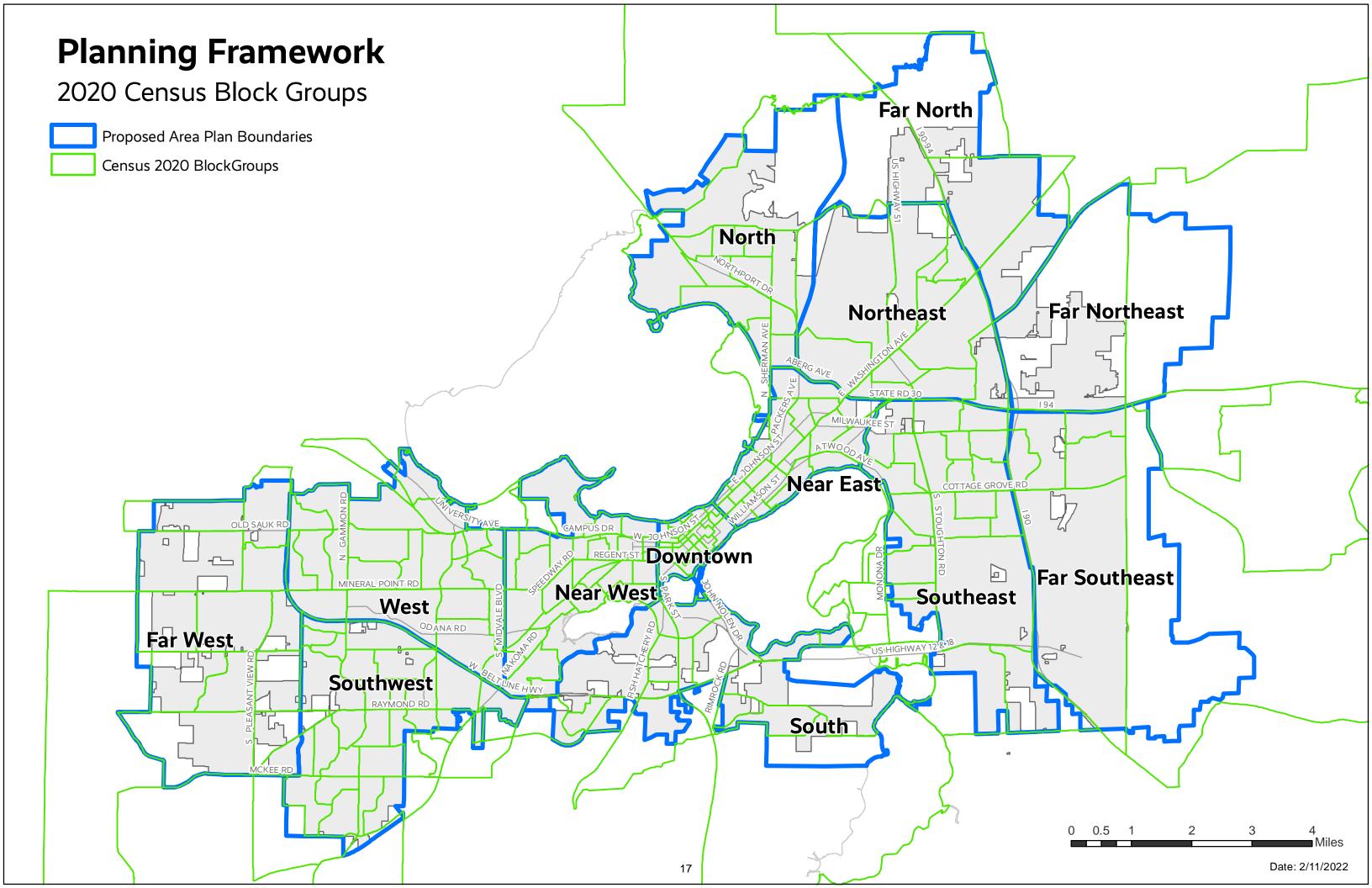
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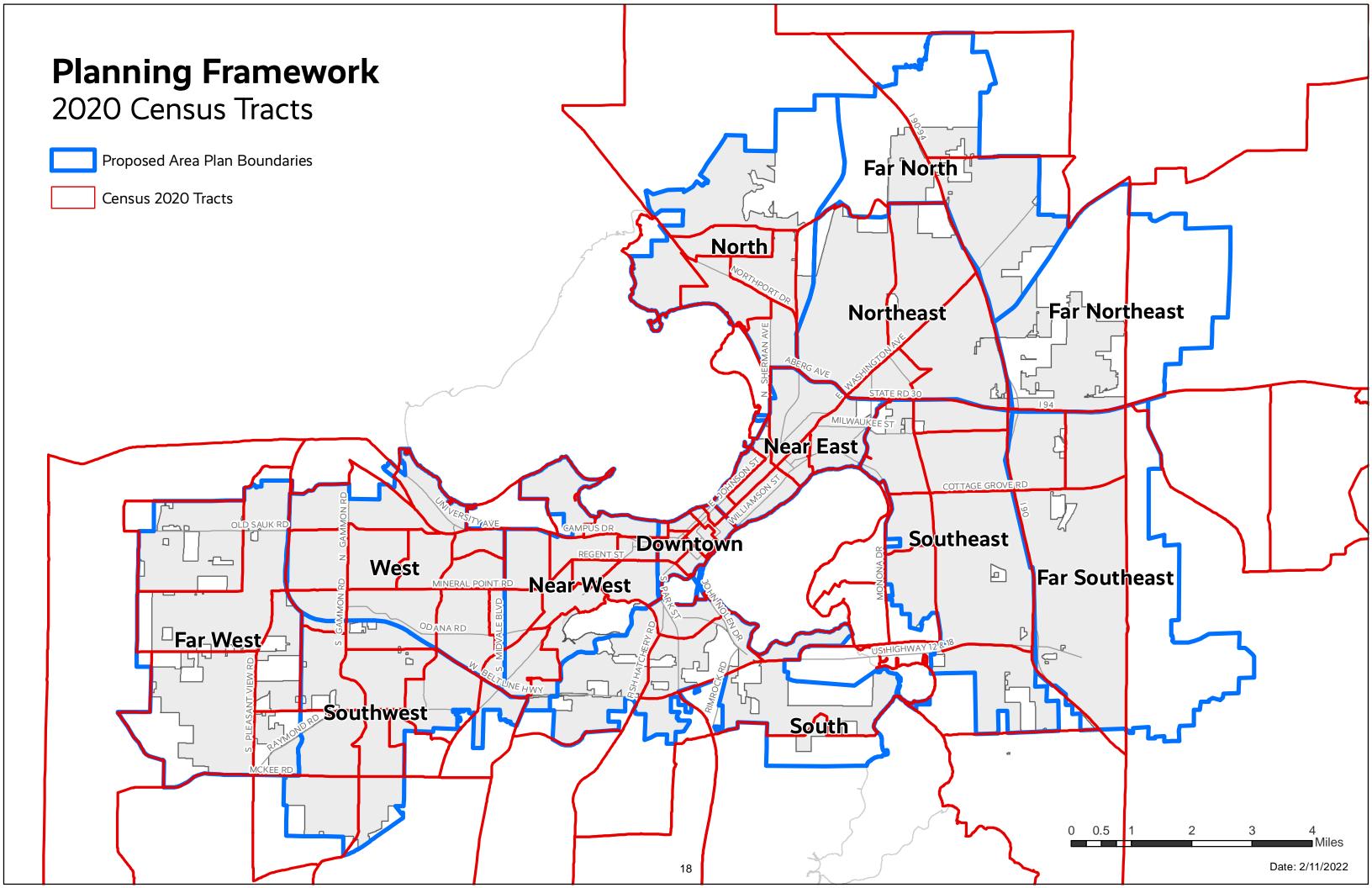


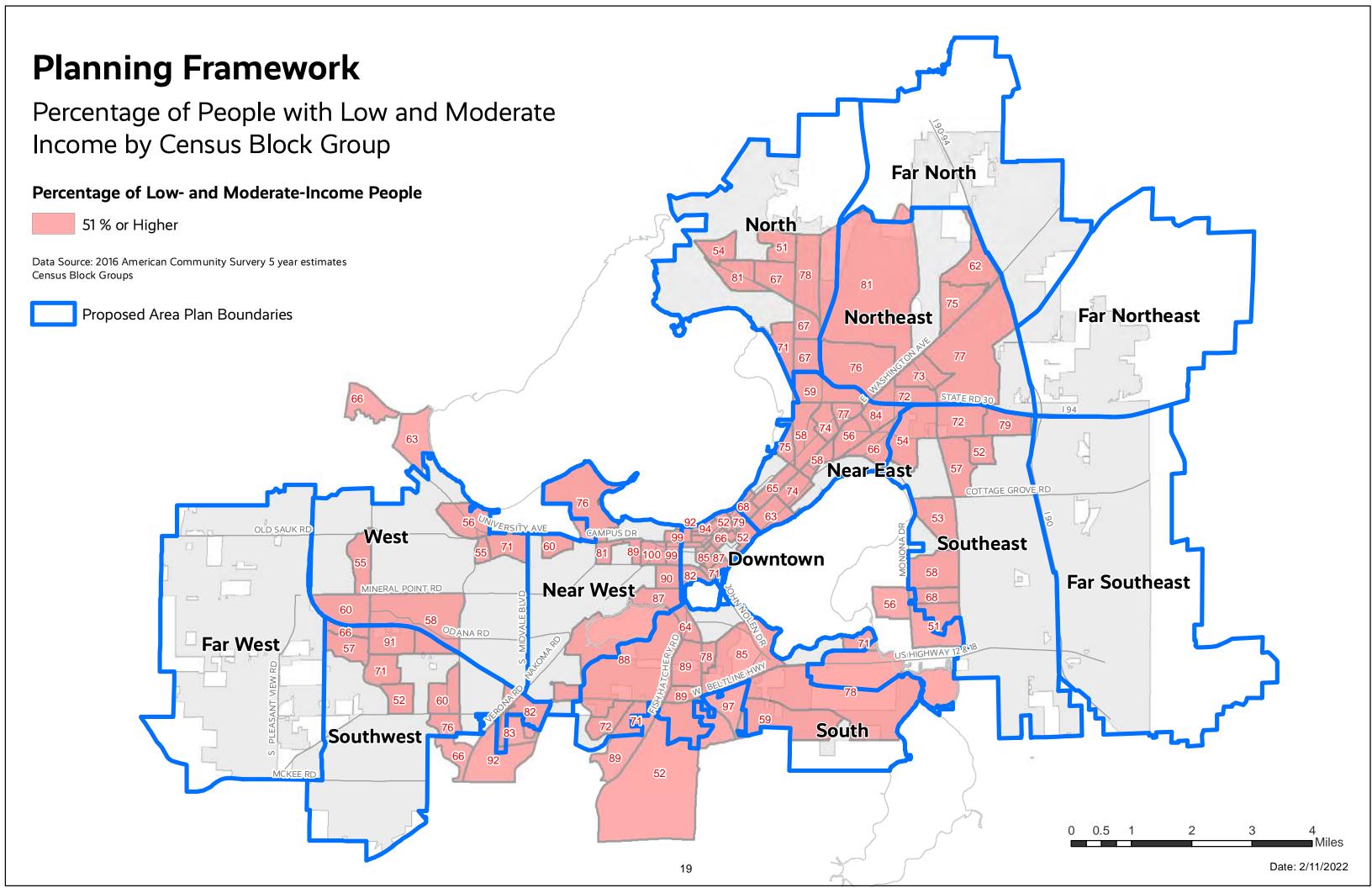


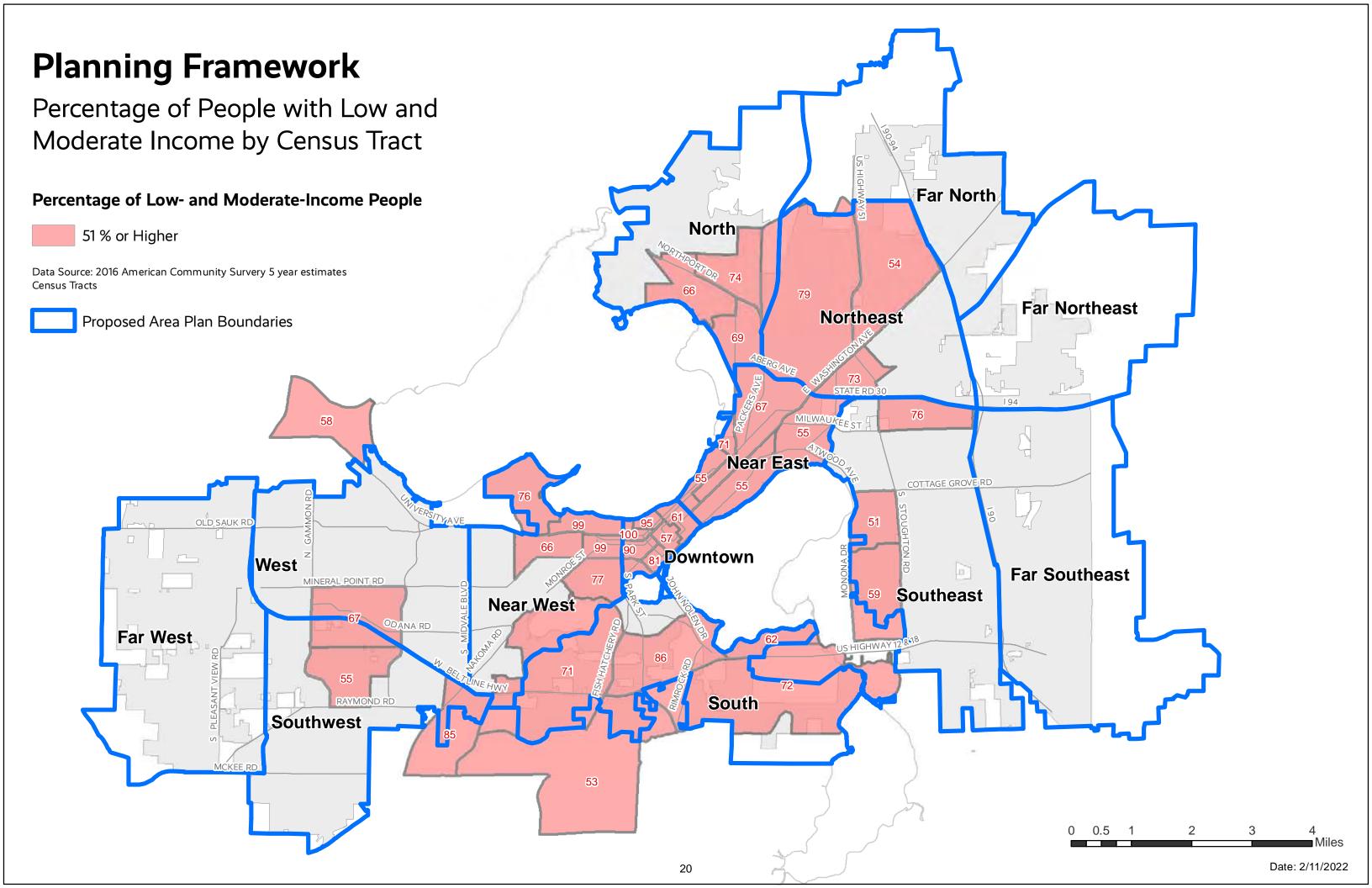


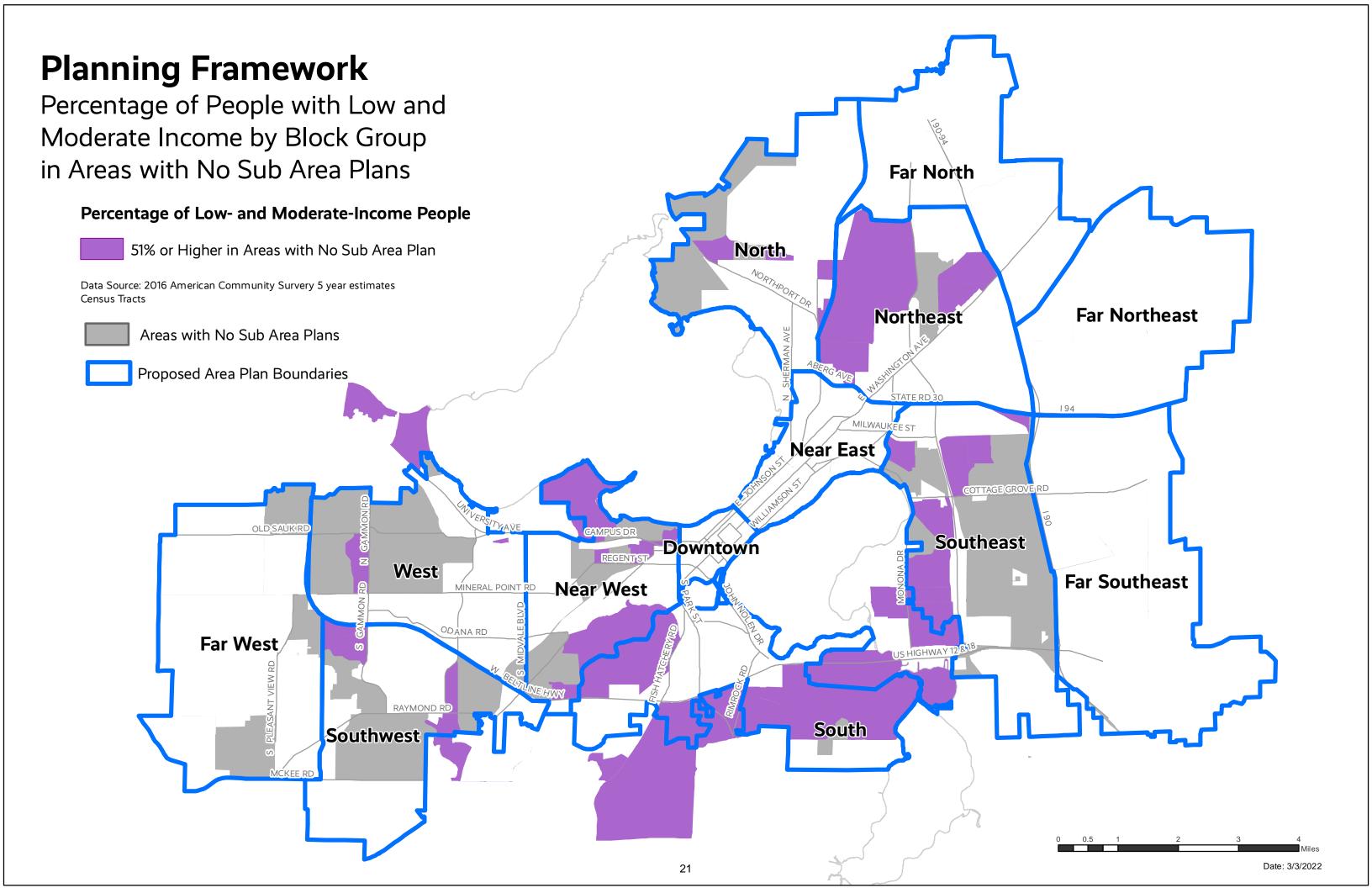


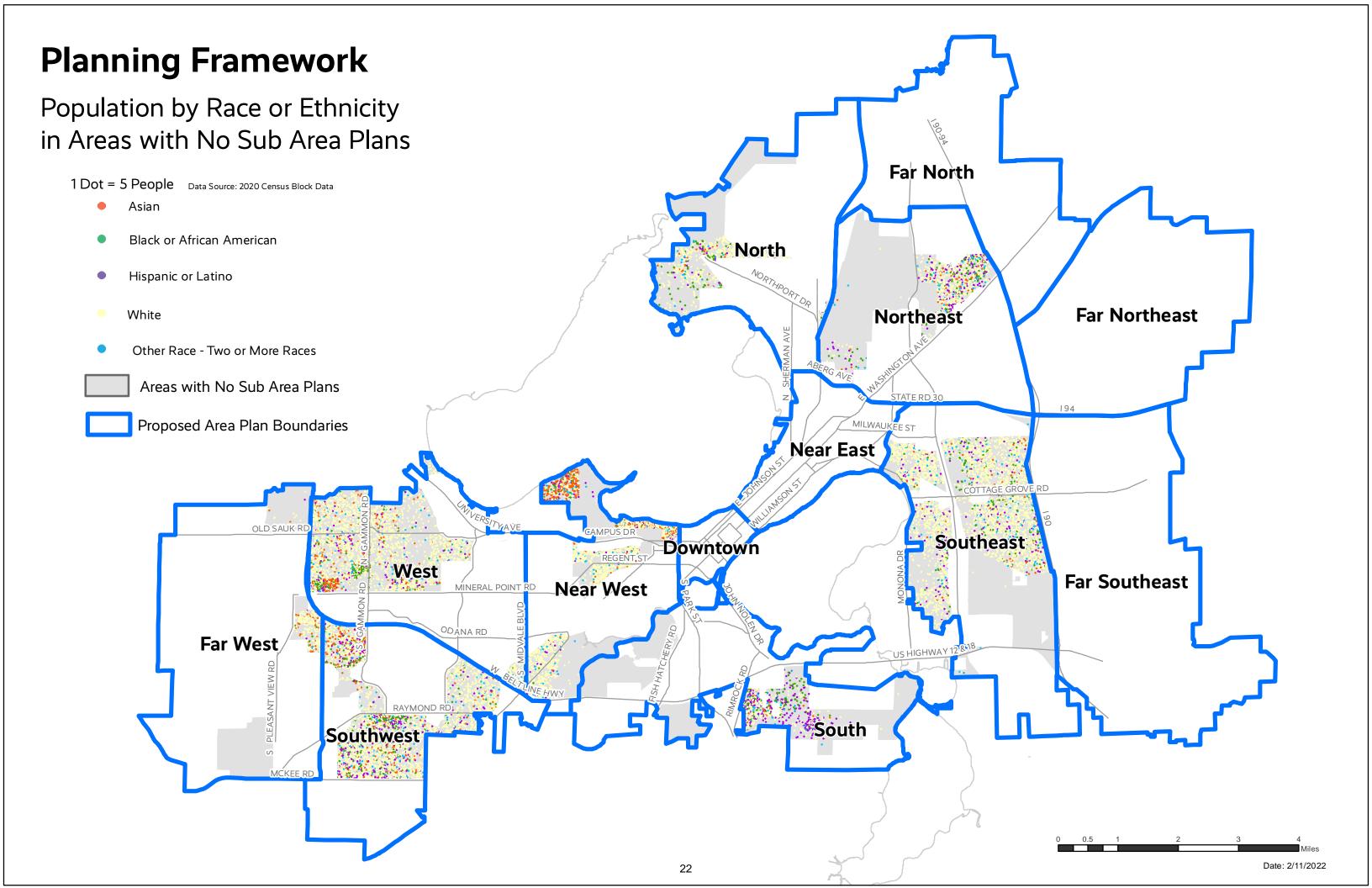


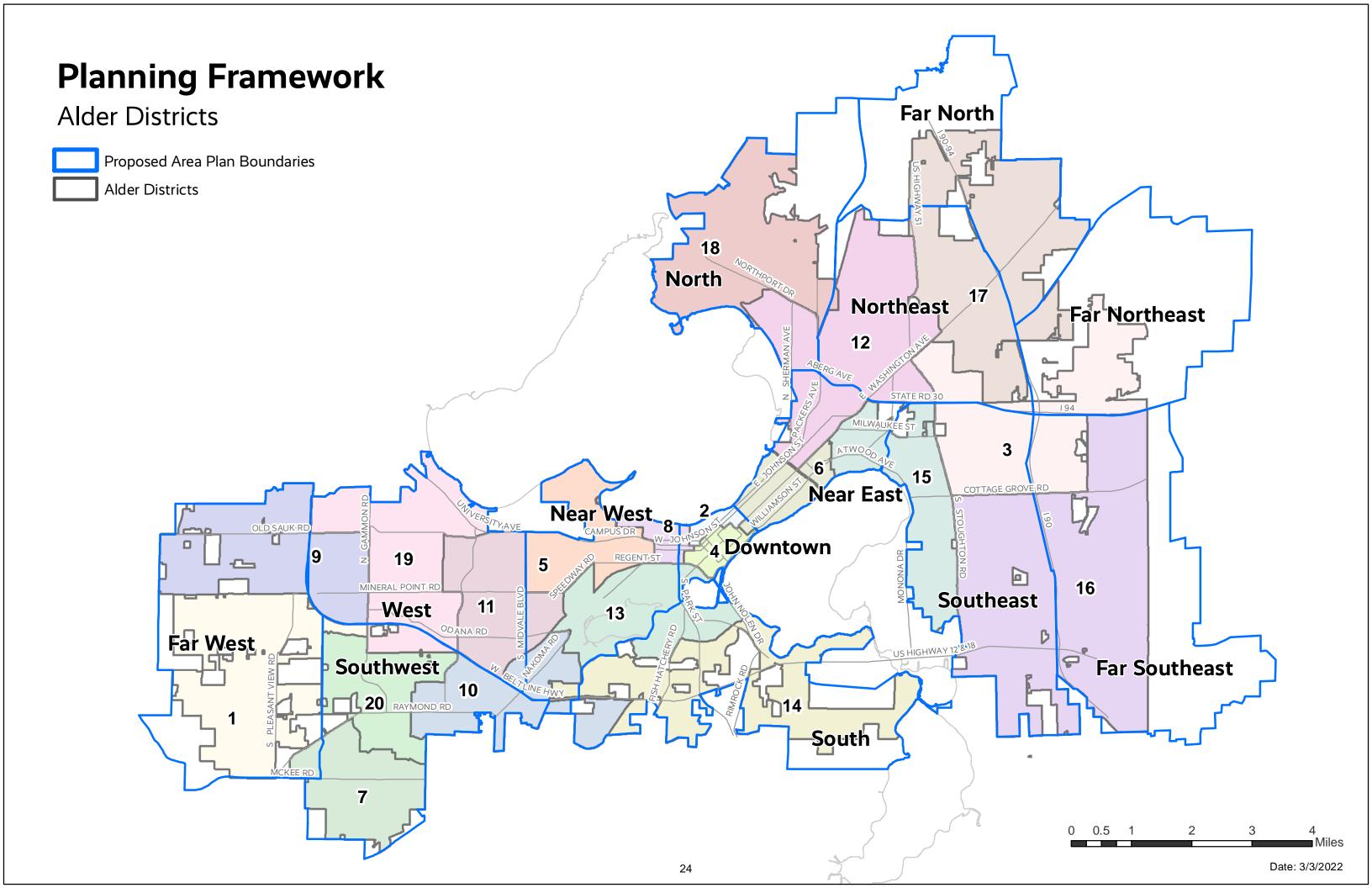












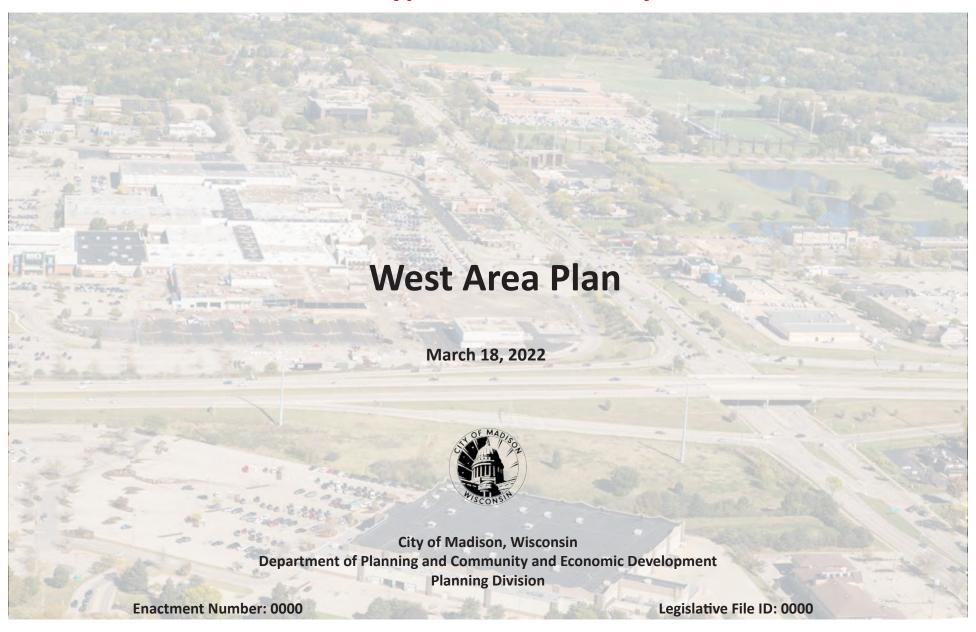
2020 Census Data - Area Plan Geographies

Source: U.S. Census Bureau, 2020 Census Data by Block Prepared by: City of Madison Planning Division February 4, 2022

Race	Hispanic Origin	People of Color
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		Wh	ite	Non-White								Non-White Hispanic							(Non-White & Hispanic) Housing U					ts		
Area Plan	Total Population	#	%	Bla	ck		Indian and Native	Asia	n		awaiian and cific Islander	Some Two or Other More		White	I White	I White I	White Non-White	White Sub Total		Sub Total		Vacant		Occupied		Total
		#	70	#	%	#	%	#	%	#	%	Race	Races	Hispanic	Hispanic	#	%	#	%	#	%	#	%	Total		
Far West	19,191	14,175	73.9%	430	2.2%	37	0.2%	3,198	16.7%	14	0.1%	242	1,095	236	632	868	4.5%	5,884	30.7%	317	3.4%	9,020	96.6%	9,337		
West	30,114	22,181	73.7%	1,407	4.7%	89	0.3%	3,767	12.5%	16	0.1%	616	2,038	351	1,406	1,757	5.8%	9,690	32.2%	665	4.4%	14,594	95.6%	15,259		
Southwest	36,890	24,052	65.2%	3,897	10.6%	222	0.6%	3,127	8.5%	19	0.1%	2,348	3,225	753	4,032	4,785	13.0%	17,623	47.8%	505	3.1%	15,957	96.9%	16,462		
Near West	37,131	28,023	75.5%	865	2.3%	132	0.4%	4,862	13.1%	24	0.1%	577	2,648	457	1,331	1,788	4.8%	10,896	29.3%	679	4.6%	13,969	95.4%	14,648		
South	19,125	9,773	51.1%	2,978	15.6%	207	1.1%	1,407	7.4%	11	0.1%	2,451	2,298	41	615	656	3.4%	10,008	52.3%	478	5.3%	8,612	94.7%	9,090		
Downtown	34,124	24,973	73.2%	1,309	3.8%	133	0.4%	4,668	13.7%	32	0.1%	682	2,327	771	1,461	2,232	6.5%	11,383	33.4%	827	5.2%	15,209	94.8%	16,036		
Near East	26,233	21,029	80.2%	1,625	6.2%	148	0.6%	878	3.3%	1	0.0%	620	1,932	449	1,262	1,711	6.5%	6,915	26.4%	604	4.1%	14,075	95.9%	14,679		
North	18,597	12,265	66.0%	2,925	15.7%	106	0.6%	1,019	5.5%	10	0.1%	753	1,519	350	1,329	1,679	9.0%	8,011	43.1%	457	5.4%	8,045	94.6%	8,502		
Northeast	14,591	8,585	58.8%	2,064	14.1%	110	0.8%	1,092	7.5%	8	0.1%	1,271	1,461	393	1,967	2,360	16.2%	8,366	57.3%	272	4.0%	6,461	96.0%	6,733		
Far North	3,614	2,477	68.5%	205	5.7%	14	0.4%	592	16.4%	10	0.3%	114	202	52	181	233	6.4%	1,370	37.9%	160	7.8%	1,893	92.2%	2,053		
Far Northeast	510	338	66.3%	34	6.7%	12	2.4%	77	15.1%	0	0.0%	4	45	14	22	36	7.1%	208	40.8%	48	17.1%	233	82.9%	281		
Southeast	26,205	19,941	76.1%	2,115	8.1%	141	0.5%	865	3.3%	9	0.0%	1,014	2,120	522	1,788	2,310	8.8%	8,574	32.7%	329	2.9%	11,099	97.1%	11,428		
Far Southeast	9,659	7,367	76.3%	843	8.7%	38	0.4%	469	4.9%	7	0.1%	237	698	131	477	608	6.3%	2,900	30.0%	132	2.9%	4,447	97.1%	4,579		
Totals	275,984	195,179	70.7%	20,697	7.5%	1389	0.5%	26,021	9.4%	161	0.1%	10,929	21,608	4,520	16,503	21,023	7.6%	101,828	36.9%	5,473	4.2%	123,614	95.8%	129,087		

DRAFT - Hypothetical Plan Layout



^{*} Please note this is a Mock Up for a Area Plan example not an actual Planning Document

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ACKNOWLEDGEMENTS

	STAFF TEAM	KEY STAKEHOLDERS
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• • • • • •	INTER-AGENCY STAFF TEAM	COMMUNITY PARTNERS/NEIGHBOR-HOOD NAVIGATORS

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INTRODUCTION

Planning Framework is an initiative to cover 100% of the city with area plans. In 2022 the Planning Division created a Planning Framework that established 13 discrete geographies that cover the entire City. See Figure 1: Area Plan Geographies. One of the goals of establishing this framework was to have a more equitable process for planning for the City.

The Area Plans will function as a supplement to the City of Madison's Comprehensive Plan with more detailed recommendations for the specific geographic area. They will be updated on a 10 year schedule and will be used to update the Generalized Future Land Use Map (GFLU) of the Comprehensive Plan.

These Area Plans will be used as a guide for land use, subdivisions, zoning, transportation and other proposed public infrastructure investments within the planning area

This Planning effort is to

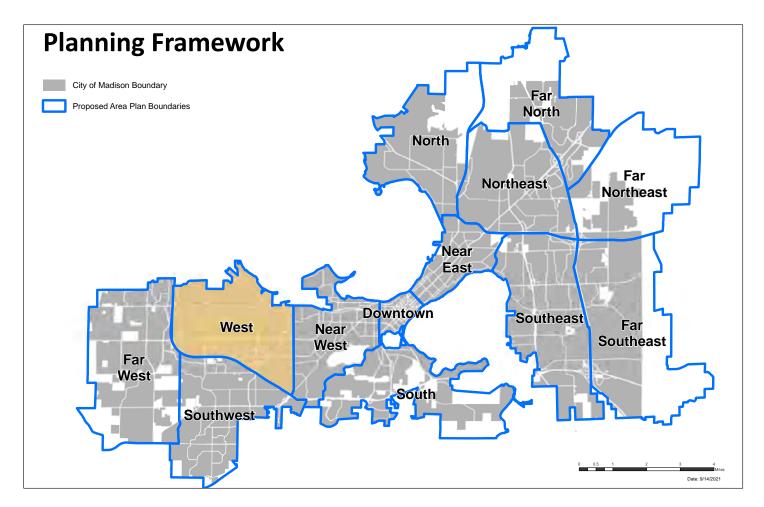
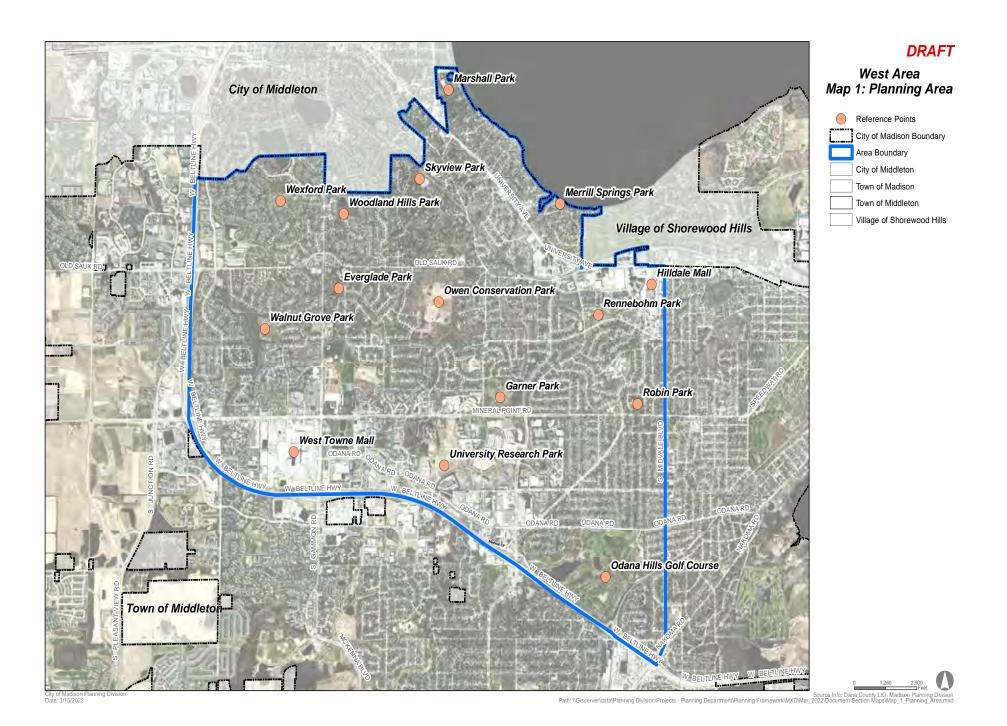


Figure 1: Area Plan Geographies

develop the plan for West Area. The West Area planning area is generally bounded by City municipal boundaries (north), Midvale Blvd (east) and Beltline Highway (west and south). **See Map 1: Planning Area**. The West Area Plan Boundary encompasses approximately 5,588 acres. The Area Plan will be used to guide future development by providing City staff and elected and appointed officials a basis for reviewing private development proposals that may be submitted in the future.

West Area Plan



PUBLIC PARTICIPATION

The Planning team used a variety of traditional and non-traditional public engagement efforts throughout the planning process.

The Public Participation process included the participation of District property owners and residents, City officials, and other affected groups and individuals. The Plan used many methods and techniques for public engagement in the process.

The primary methods used are summarized below:

- Public Meetings
- Website
- Community Navigators
- Social Practice Artists

Insert Image



Example Image: Illustrate Public Participation during planning process

Include feedback received

BACKGROUND

There are xxxx people living within the planning area. The Planning Area's demographics are explained by a data info-graphic. See Figure 2. Map 9: Existing Demographics and Future Projections shows the demographic distribution for this area and the projected population increase by 2050.

West Area is surrounded by several other municipalities such as City of Middleton, Village of Shorewood Hills and Town of Middleton. The Municipal Boundary of City of Madison and the adjacent municipalities is shown on **Map 1**.

In terms of natural and environmental features West Area has several natural features. See Map 2: Natural Features and Map 3: Elevation Model that illustrate the natural features and topography of this area.

The planning area comprises of approximately 5,588 acres and is mostly developed. In terms of Land Uses, most of lands within the Planning Area are Residential Uses. For existing land uses in this area see **Map 4: Existing Land Use.**

The planning area includes several major transportation corridors. The south west side of the planning area includes the West Towne Mall area that has large block sizes that limits street connectivity and a ped/bike network. Map XXX: Existing Transportation Network describes the existing transportation network in the planning area.

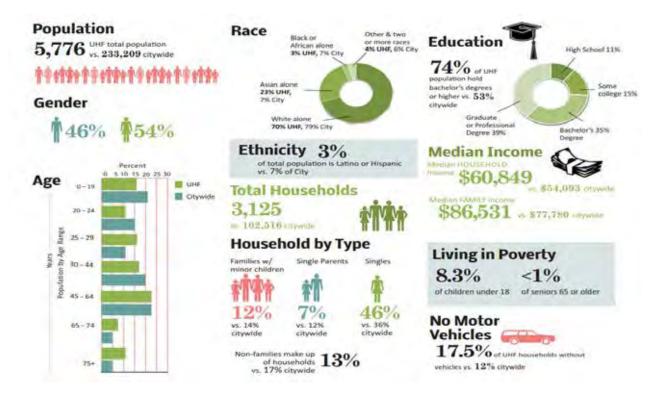


FIGURE 2: DEMOGRAPHIC PROFILE

The planning area includes lands which fall under several different zoning districts. **Map 5: Existing Zoning** shows the different zoning districts in the planning area.

The West Area Plan builds off previous planning efforts in this area. The previous plans and studies that were referenced for this planning effort are included in **Appendix 4**. The planning area does not have any Local Historic Districts however has two Urban Design Districts. For existing plans and districts see **Map 6: Planning Features Overlay.**

The 2018 Comprehensive Plan's Generalized

Future LandUse Map shows the general land uses recommended for this area. See Map 9: Comprehensive Plan Generalized Future Land Use for the 2018 Comprehensive Plan's recommen-dations for this area.

See Map 10: Community Assets for the various community assets and public services such as Libraries, Police Stations and so on within the planning area.

In terms of School Districts, majority of the planning area falls within MMSD (Madison Metropolitan School District) with the exception of a small portion that falls within the Middleton-Cross Plains Area School District. See Map 10: Community Assets.

West Area Plan

RECOMMENDATIONS

LAND USE

A General Development Concept is shown on **Map 13: Land Use and Street Plan** that identifies the Future Land Uses and Street Network. It demonstrates the City's long-range view of how particular properties should be configured and developed over time, and identifies each area's function and character in more detail. It ensures that adjacent properties develop in a cohesive manner. These areas are conceptual. Modifications may be considered as specific developments are proposed, if the general land use pattern is consistent with the Plan.

There are currently xxxx dwelling units within the planning area. If all lands within West Area recommended for residential and mixed-use development were built out at densities estimated in the Plan, there would be xxxx dwelling units of all types in the planning area. This is a general estimate for planning purposes and the number of future dwelling units depends on the amount of land developed with residential use and the actual density of individual projects. See Table 1 for Units per Acre and Building Height Range.

Table 1: Recommended Land Uses

Land Use	Acres	Percent of Total	Building Heights Range	Comprehensive Plan GFLU Category
Housing Mix 1 (0-8 du/ac)		10001	1-2	Low Residential (LR)
Housing Mix 2 (9-20 du/ac)			1-3	Low-Medium Residential (LMR)
Housing Mix 3 (21-40 du/ac)			2-4	Medium Residential (MR)
Housing Mix 4 (41-70 du/ac)			3-5	Medium Residential (MR)
Housing Mix 5 (71-100 du/ac)			4-8	High Residential (HR)
Housing Mix 6 (101+ du/ac)			8-12	High Residential (HR)
Neighborhood Mixed Use			2-4	Neighborhood Mixed Use (NMU)
Community Mixed Use			2-6	Community Mixed Use (CMU)
Regional Mixed Use			2-12	Regional Mixed Use (RMU)
Neighborhood Retail and Service				General Commercial (GC)
Community Retail and Service				General Commercial (GC)
Regional Retail and Service				General Commercial (GC)
Employment				Employment (E)
Industrial				Industrial (I)
Utilities				Industrial (I)
Institutional				Special Institutional (SI)

Land Use	Acres	Percent of Total	Building Heights Range	Comprehensive Plan GFLU Category
Park				Parks and Open Space (P)
Stormwater and Other Open Space				Parks and Open Space (P)

PARKS AND OPEN SPACE

Parks are located to provide open space and recreational opportunities to nearby residents. Specific amenities and programming will be determined through a Parks Division master planning process The Planning Area currently has several Parks serving the residents living in this area. **Map 14:**Parks and Open Space Plan shows the existing parks and also future Parks and opens spaces recommended for this area. The plan recommends the creation of xxx new parks in this area. The plan also recommends xxx improvements in xxx parks as shown on Map 14. Detailed recommendations and implementation for the park are included in **Table 2**.

TRANSPORTATION

The plan seeks to create and significantly improve the transportation infrastructure through a connected street network and multimodal transportation options. See **Map 15: Transportation Plan** for the Transportation recommendations of the plan. As shown on Map 15, it is recommended that on-street bicycle facilities be added to several streets, shared-use paths are recommended in xxx locations. To improve pedestrian safety and comfort, small scale improvements on existing streets such as adding crosswalks, pedestrian refuge islands, rapid flashing beacons (RRFB) and other pedestrian infrastructure are recommended in xxx locations.

COMMUNITY FACILITIES

Community facilities provide the services and infrastructure to meet the needs of the planning area residents. The Planning Area currently has several community facilities such as libraries, fire stations, police stations, schools, community centers and so on serving this area. See **Map 10. Community Assets**.

UTILITIES

Map 16: Utilities shows the existing availability of water, sewer and storm water infrastructure in this area. The entire planning area is already within the Central Urban Service Area which means it can be provided with municipal utilities and services. The map also illustrates future expansion of water and sewer infrastructure as development continues to occur in this area.

PLAN IMPLEMENTATION

PLAN ADOPTION

The District Plan will be adopted as a supplement to the City of Madison Comprehensive Plan. It will become the Comprehensive Plan's Generalized Future Land Use Plan map.

PROACTIVE REZONING AND OFFICIAL MAPPING

The Plan is recommending proactive rezoning of certain properties within the planning area to simplify the process and allow uses recommended in this plan as permitted uses. See **Map 17: Official Mapping and Proactive Rezoning** for the proposed plan recommendations.

PLAN IMPLEMENTATION MATRIX

The land use recommendations of the plan will be implemented by the private sector through development. Table 2 below outlines the various rec-ommendations for the City and the City Agencies responsible for implementation of the recommendation and in what timeframe. City Agencies will implement these recommendations through the City's Capital Budget and detailed agency work plans.

Table 2: Plan Implementation Matrix

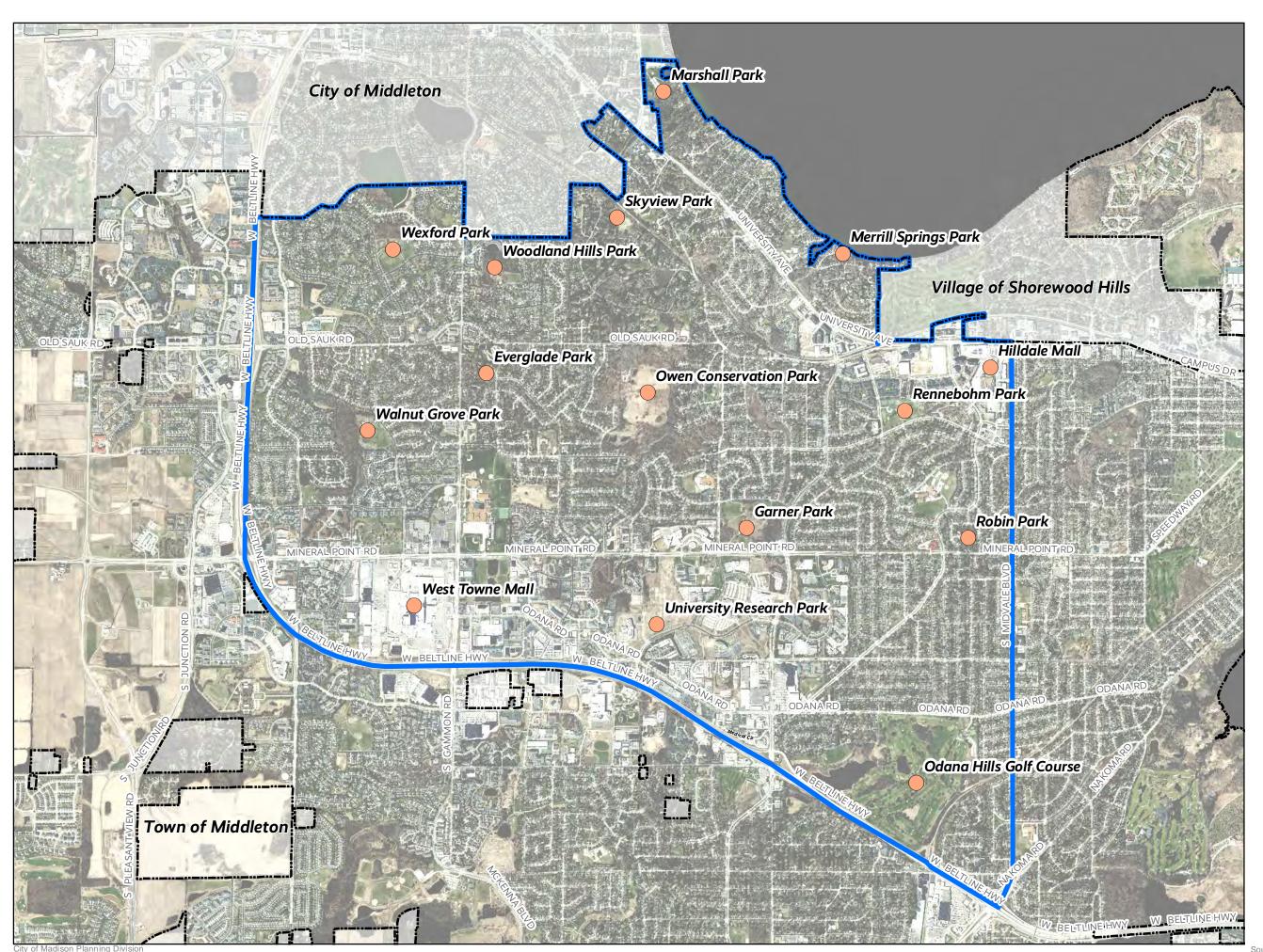
Recommendation	Implementation Agency	Timeframe	Cost Estimate
1. Change the Comprehensive Plan GFLU Map to match the adopted ed Future Land Use Map in this Plan.	Planning	Short Term (1 to 3 years)	Staff Time (\$0)
Undertake proactive rezoning of properties under Plan Implementation to allow uses recommended in this plan as permitted uses.	Planning, Zoning	Short Term (1 to 3 years)	Staff Time (\$0)
3. Implement the shared use path/wide sidewalk network, bicycle lane network, and sidewalk connections shown on Map 15.	Traffic Engineering, Engi- neering	Ongoing	\$1
4. Officially map primary future public street connections called out on Map 17 and reserve sufficient public right-of-way to implement the planned street network	Engineering	Official Mapping - Short Term (1 to 3 years) ROW reservation - Ongoing	Staff Time (\$0)
5. Create xxx new parks that are a minimum of five acres (see Map 14)	Parks	Long Term (5+ years)	\$1
6. Consider integrating public art as part of the design of new parks within the planning area.	Planning, Parks	Long Term (5+ years)	\$1

Recommendation	Implementation Agency	Timeframe	Cost Estimate
7. Explore the prospects of budgeting TIF funds for stormwater management improvements as existing TIDs are amended or new TIDs are created.	Economic Development, Engineering	Short Term (1 to 3 years)	\$1
8. Terrace widths on new streets shall be wide enough to accommodate healthy canopy trees. Expansion of existing substandard terraces (generally less than eight feet) should be accommodated through additional dedication of right-of-way whenever possible.	Forestry, Planning, Trans- portation, Engineering	Ongoing	\$1

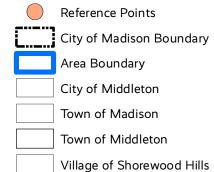
ADOPTING RESOLUTION

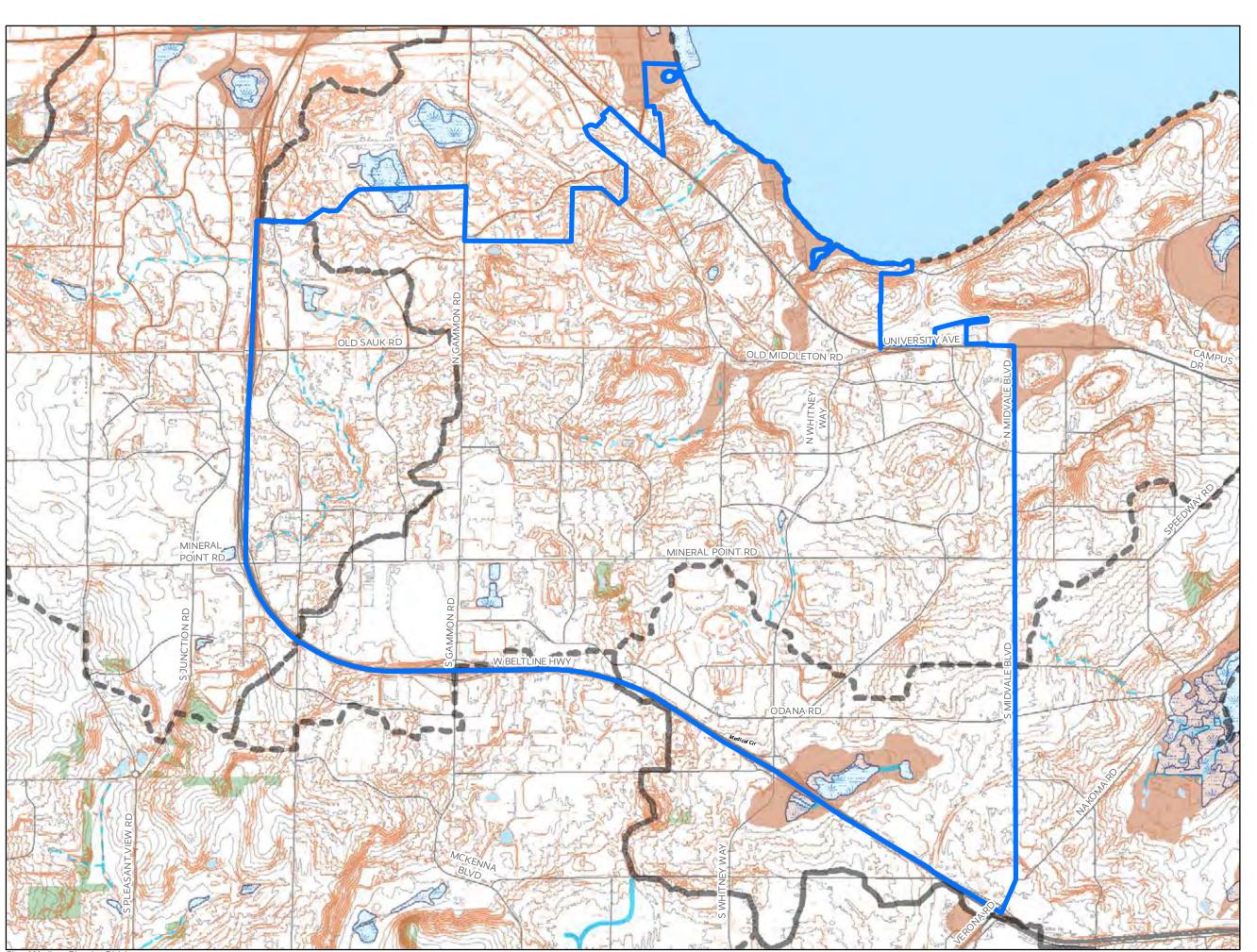
INSERT MAPS

INSERT APPENDICES



West Area Map 1: Planning Area







West Area Plan Map 2: Natural Features

Area Boundary

Major Watersheds

Wetlands

Surface Water

Perennial Stream

Intermittent Stream

Hydric

Steep Slopes 12%+

10' Elevation Contours

Woodlands

AE FLOODWAW (1% Annual Chance of Flood)

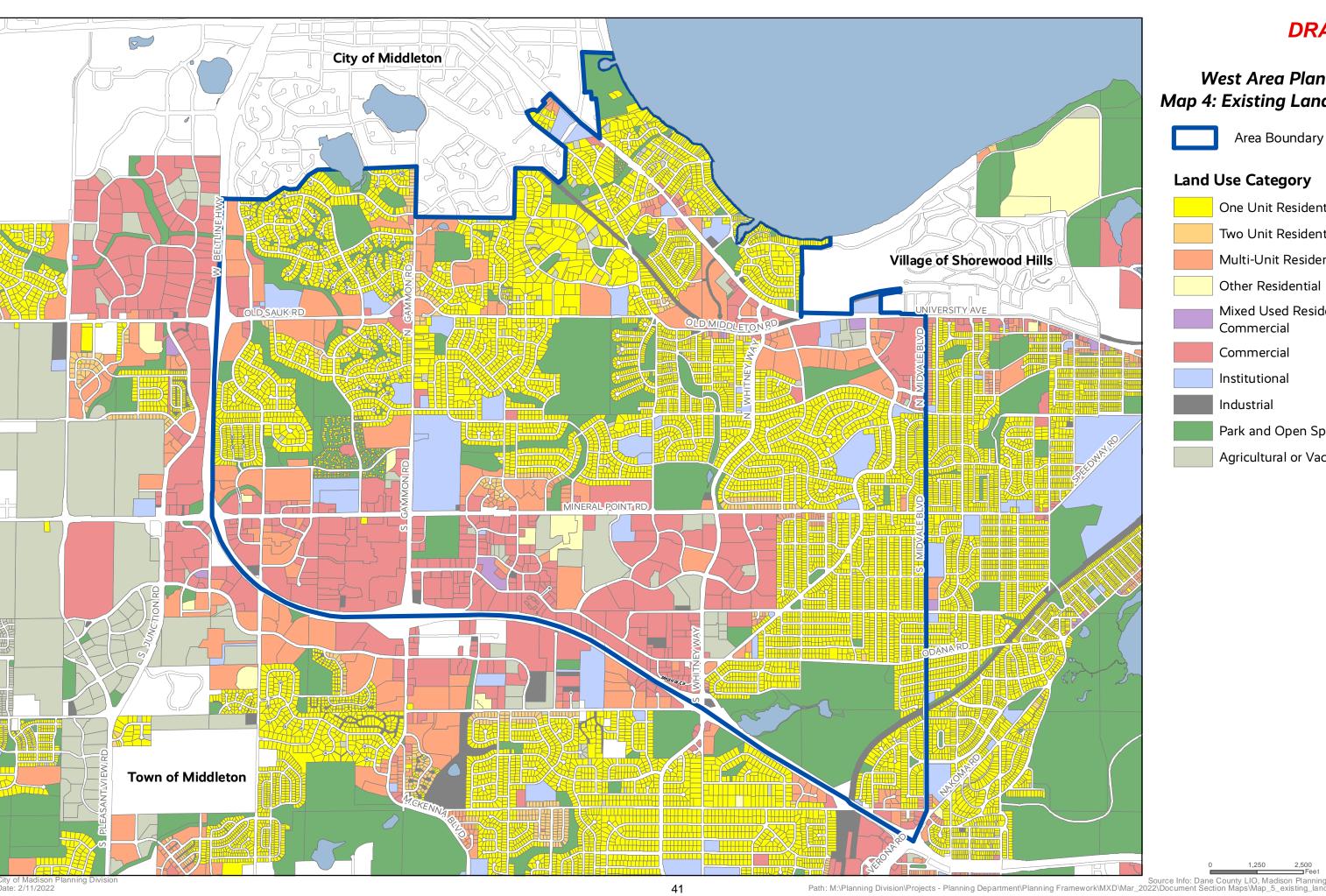
West Area Plan Map 3: Elevation Model

Area Boundary

Elevation

Low Elevation

High Elevation







Area Boundary

Land Use Category

One Unit Residential

Two Unit Residential

Multi-Unit Residential

Other Residential

Mixed Used Residential / Commercial

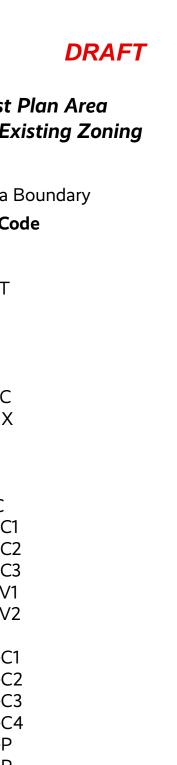
Commercial

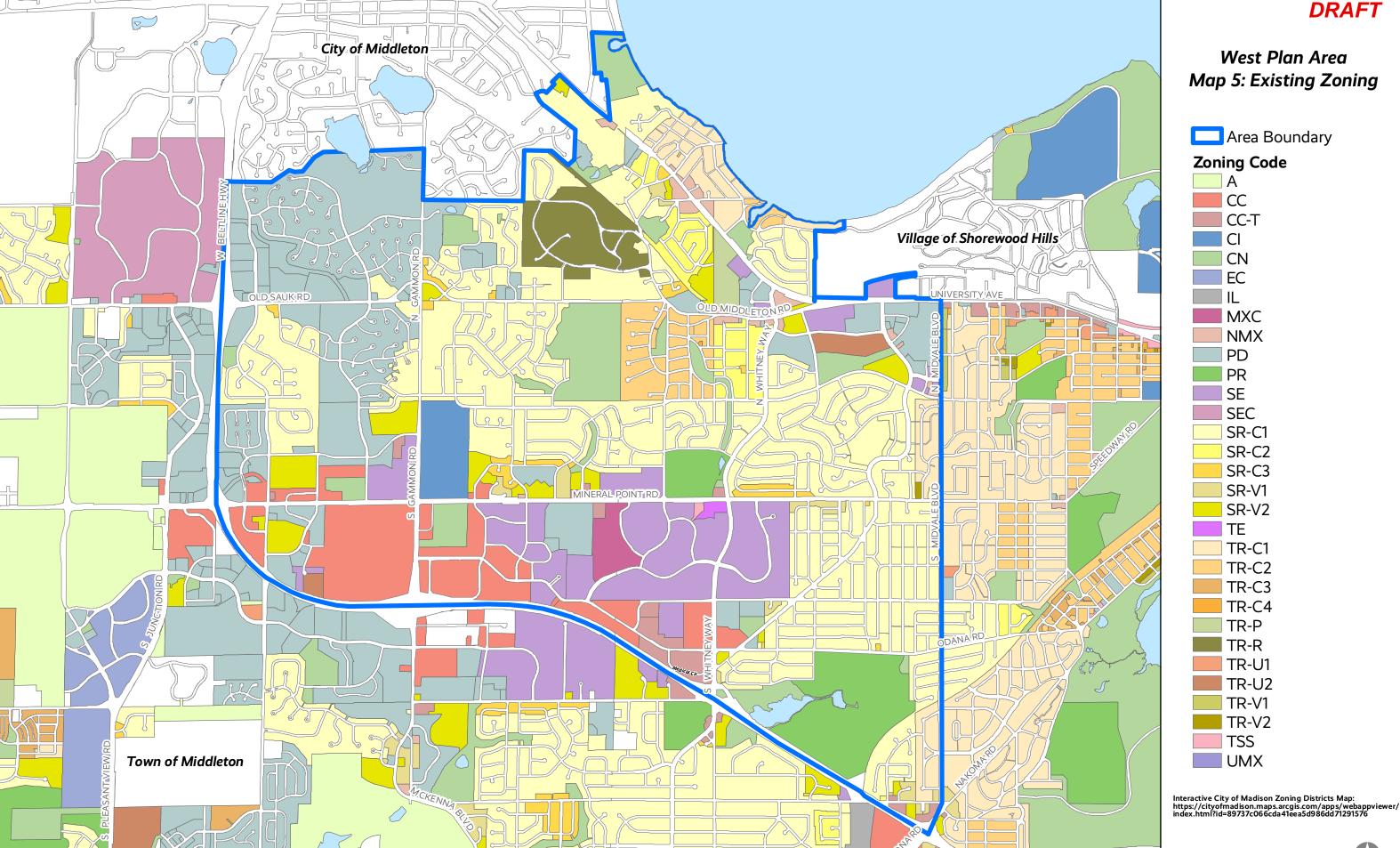
Industrial

Park and Open Space

Institutional

Agricultural or Vacant Land



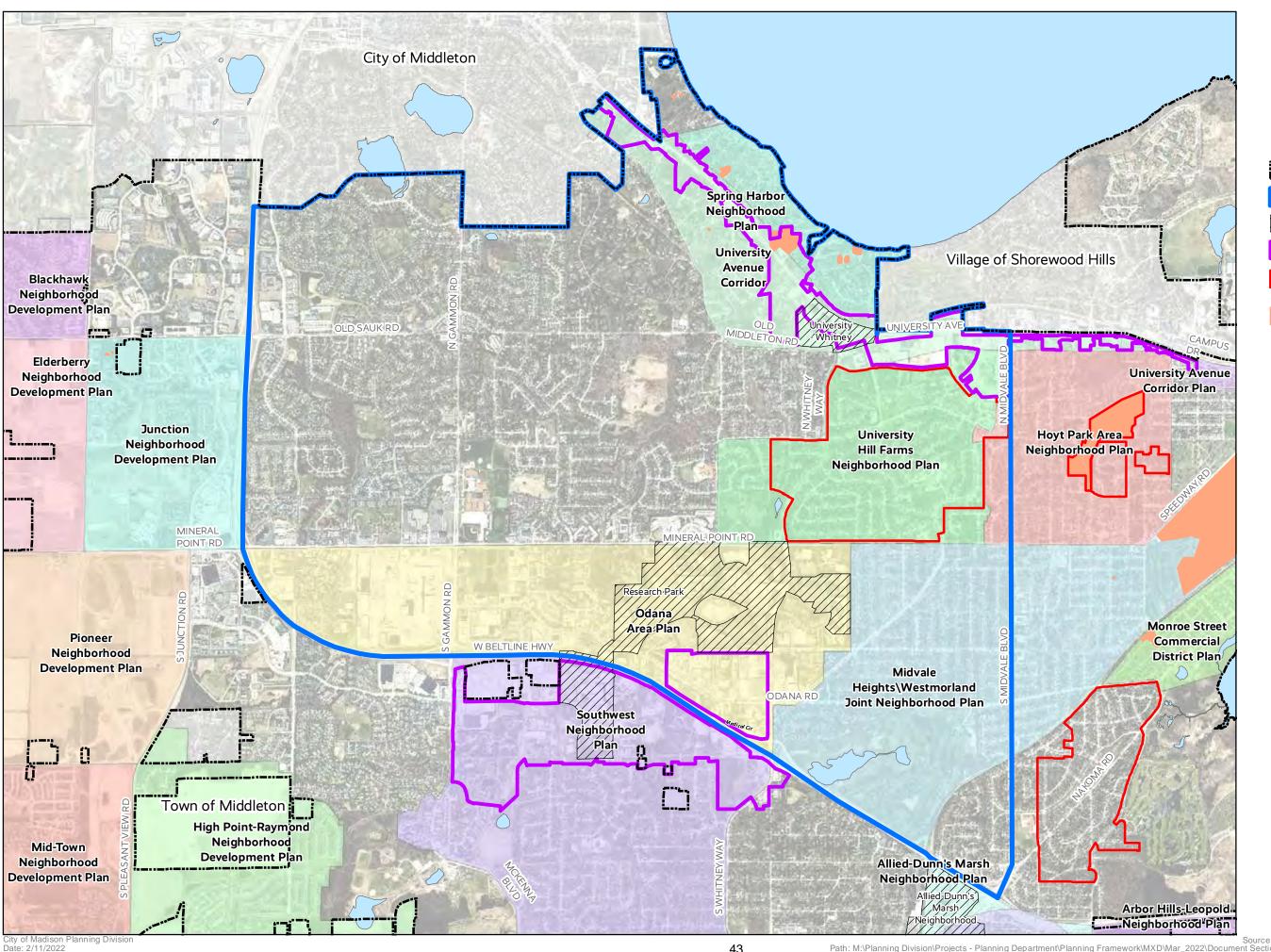


West Area Plan Map 6: Planning Features Overlay

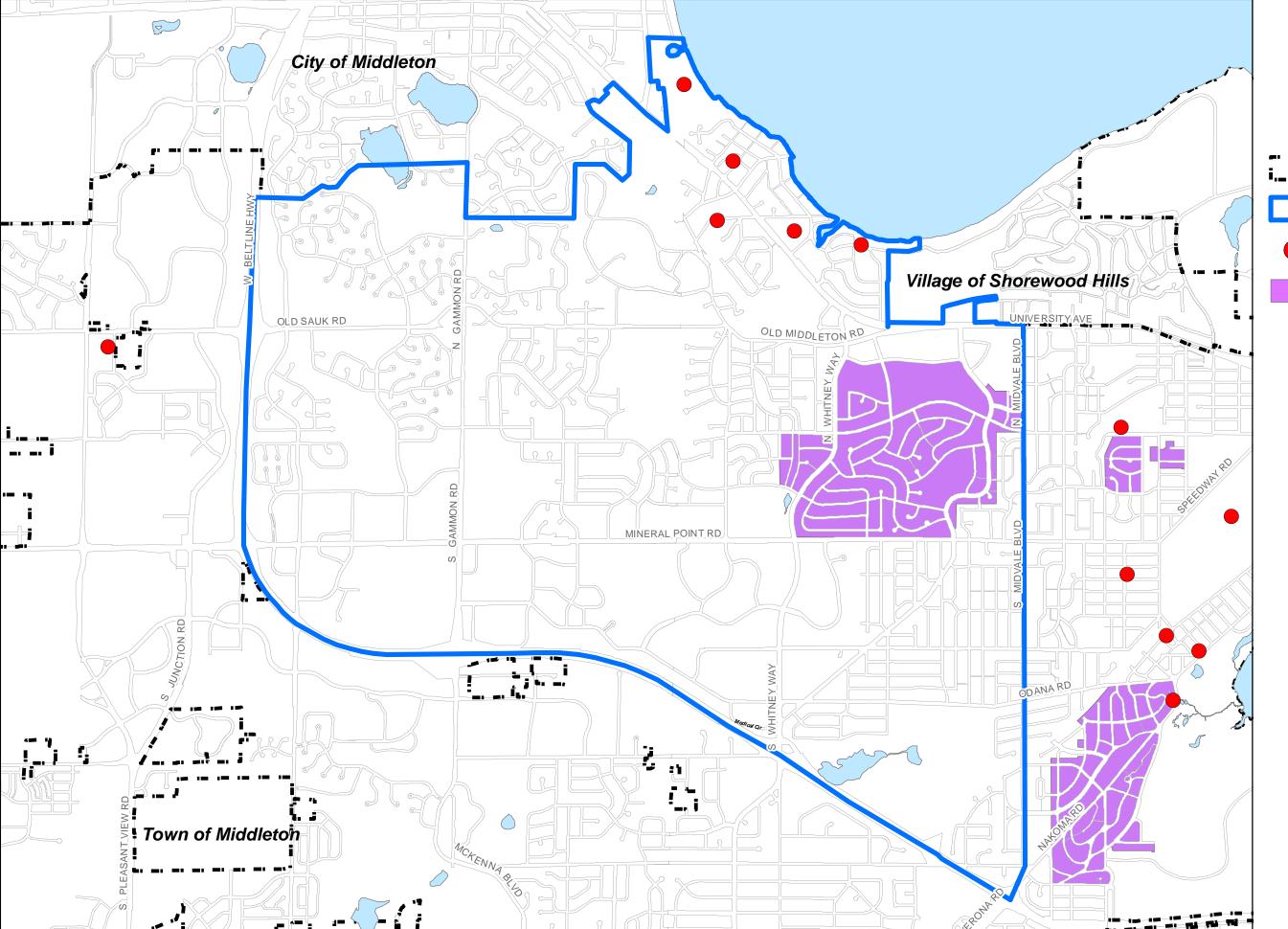
City of Madison Boundary Area Boundary /// TIF District

Urban Design District National Register of Historic Places

Local Landmarks







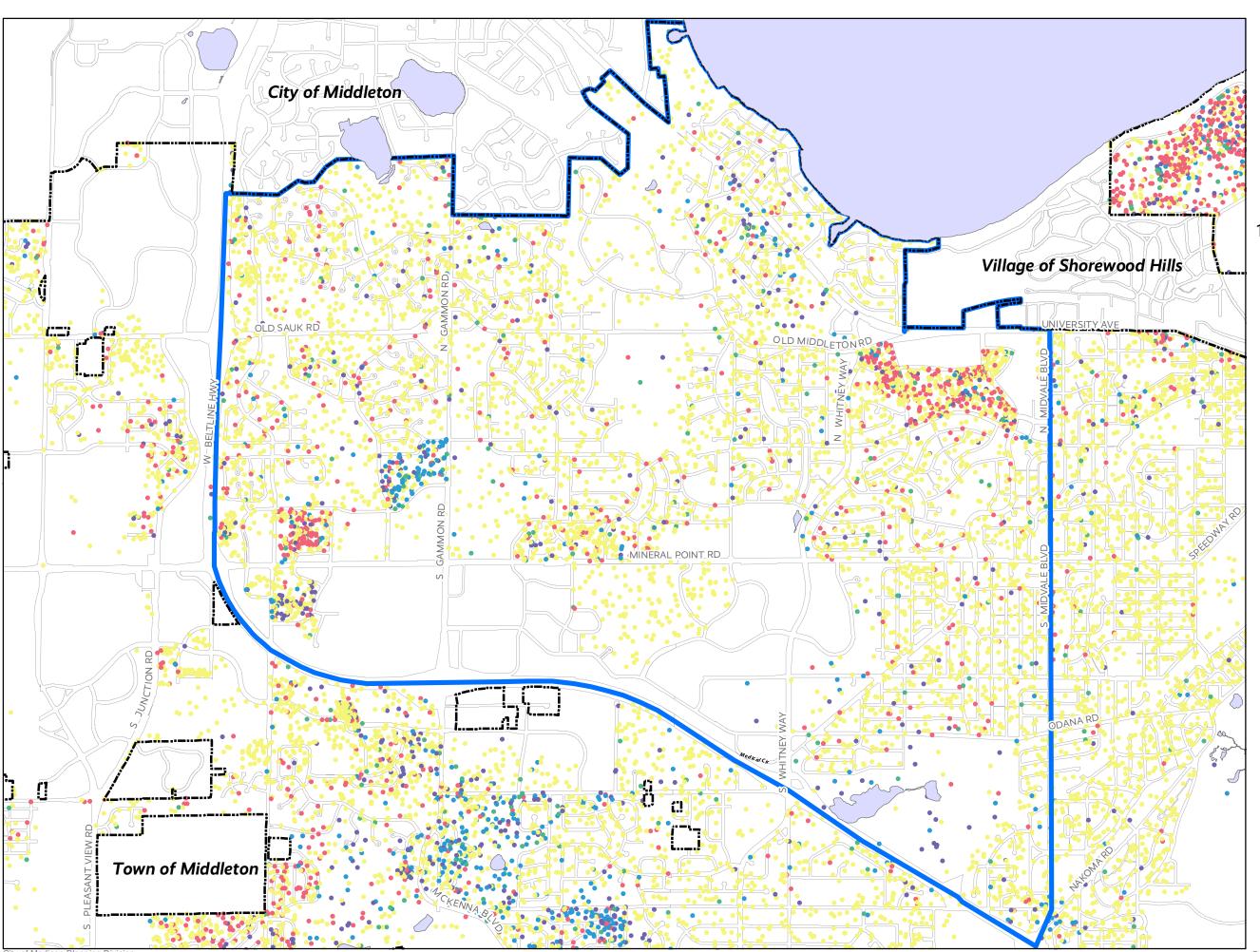
West Area Plan Map 7: Historic Resources

City of Madison

Area Boundary

Landmark Properties

National Register of Historic Places

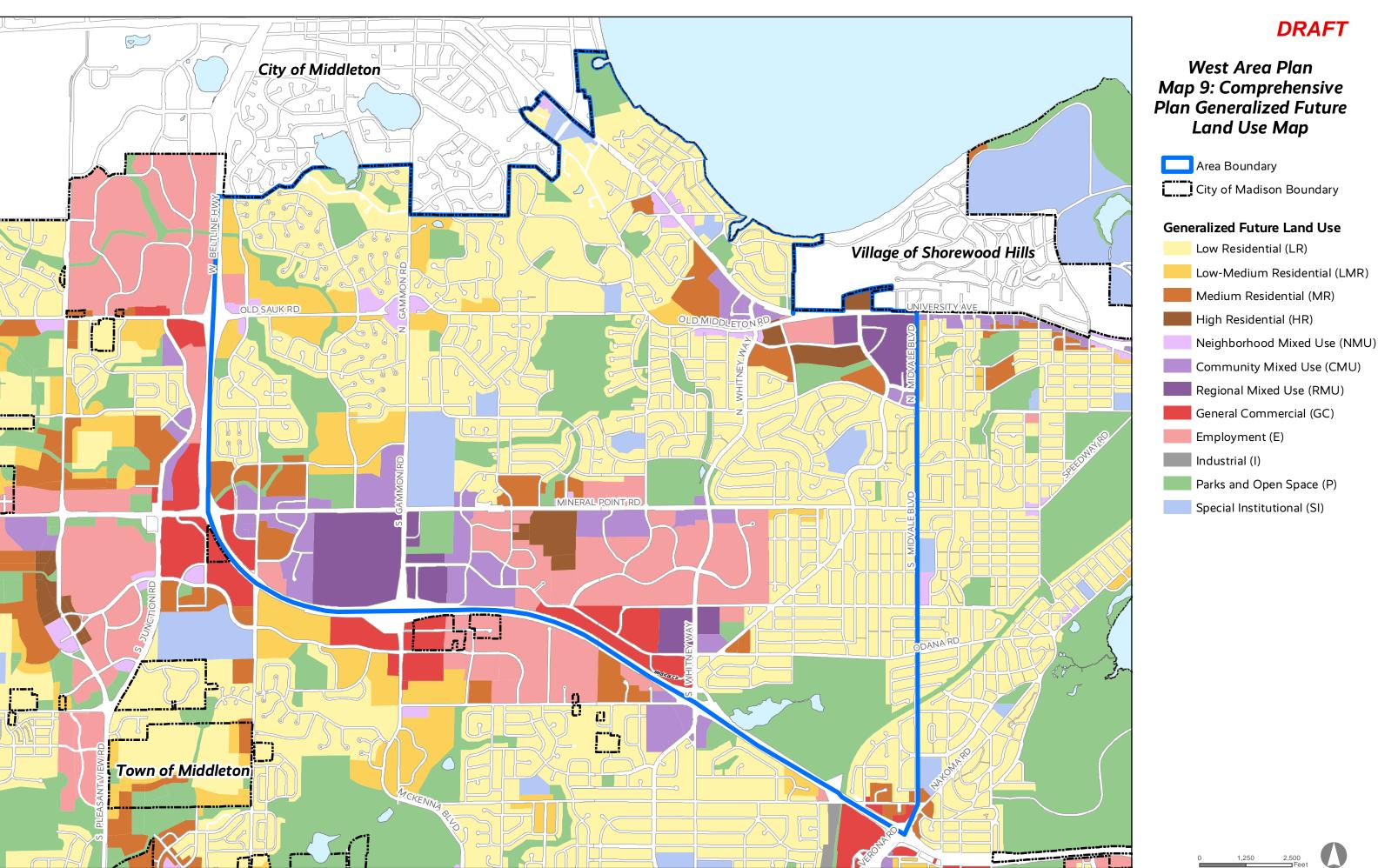


West Area Plan Map 8: Population by Race or Ethnicity

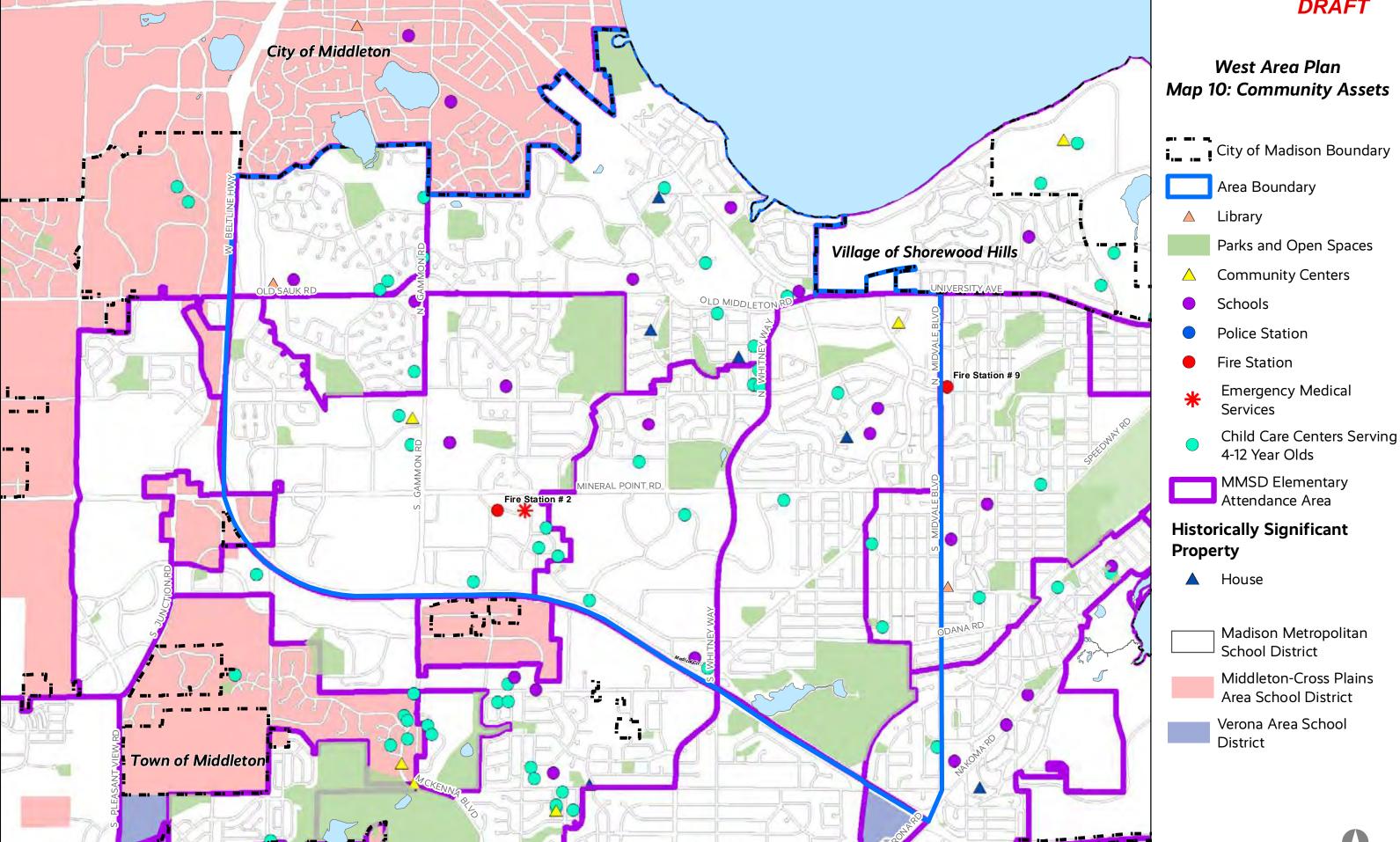
City of Madison Boundary Area Boundary

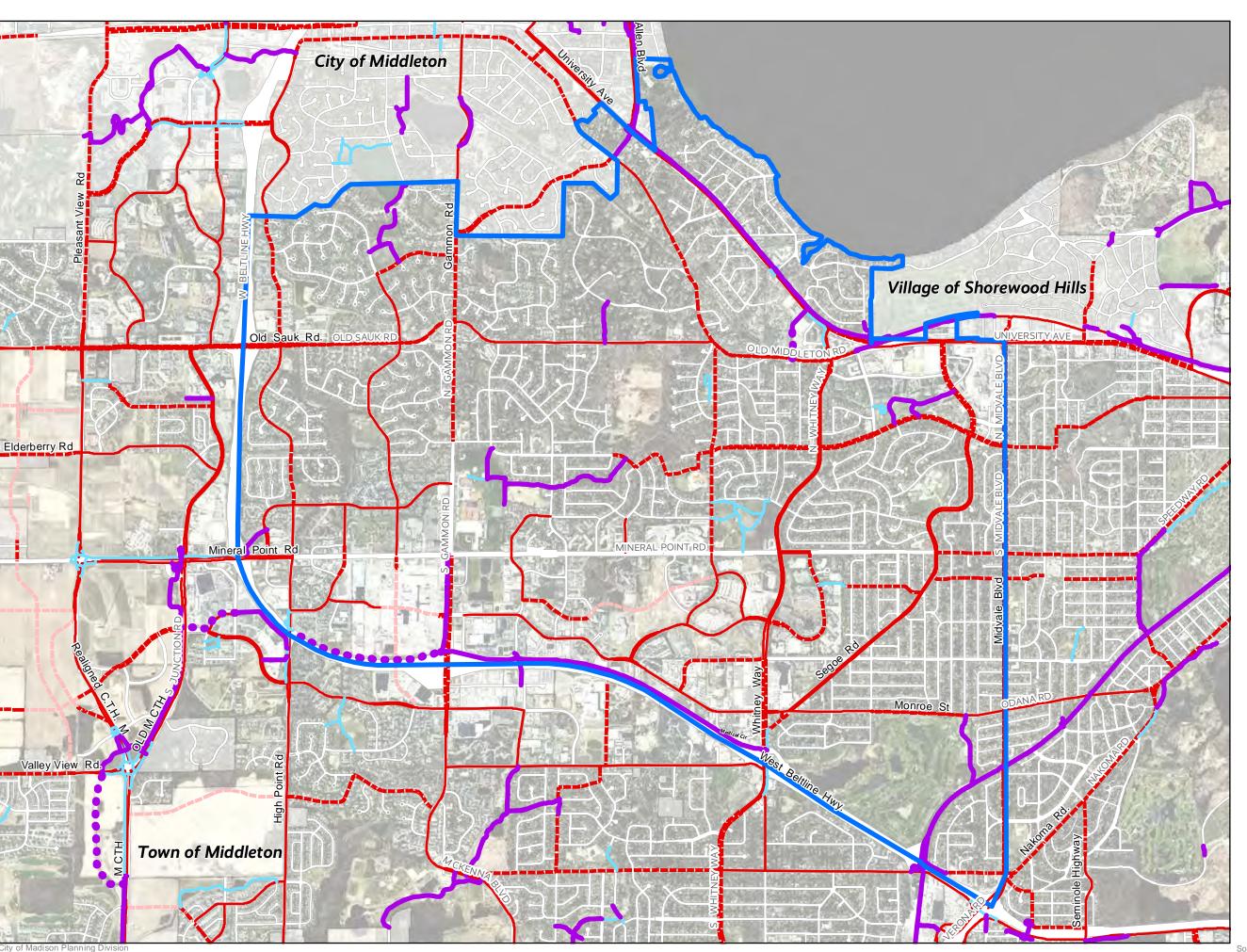
1 Dot = 5 Persons

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









West Area Plan Map 11: Ped/Bike Network

District Boundary

Shared Use Paths

Off Street Existing

Off Street Programmed

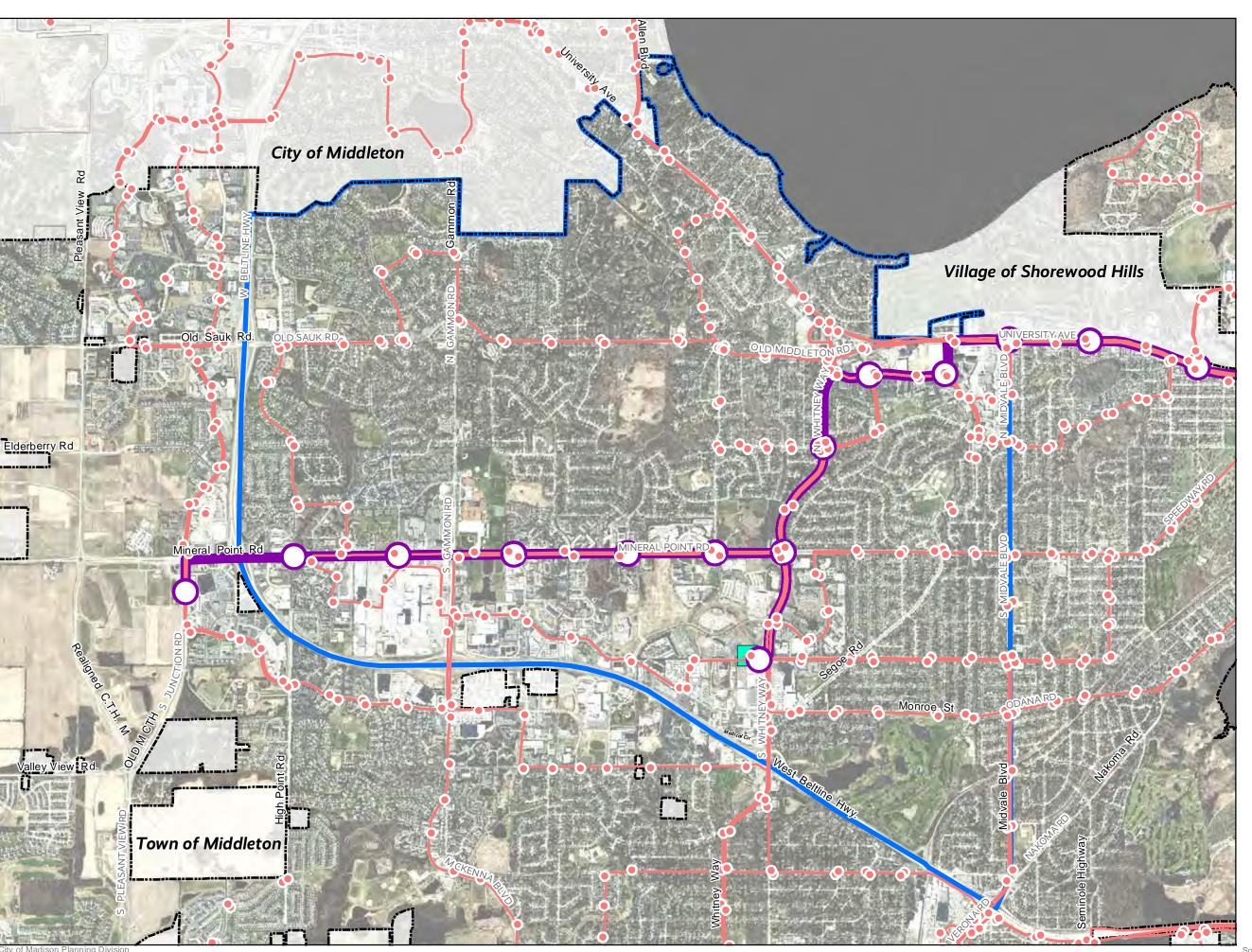
Existing Pedestrian Path or Wide Sidewalk (Bikes Allowed)

On Street Facilities

Existing

Existing Roads

---- Planned Roads



West Area Plan Map 12: Transit Network





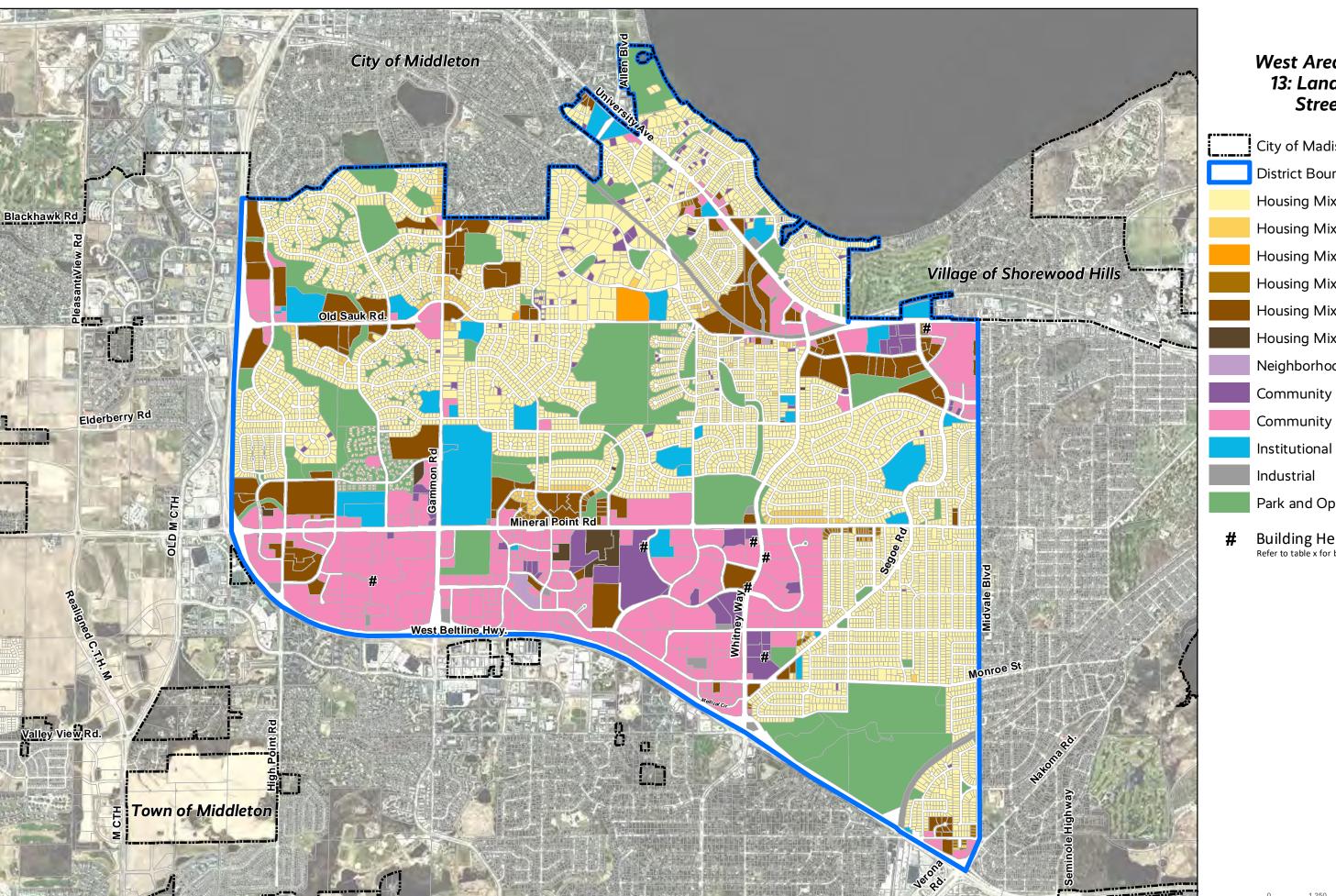
Metro Transit Bus Stops

Metro Transit Bus Route

Metro Transit Transfer Station

Proposed BRT Station

Proposed BRT Route



West Area Plan Map 13: Land Use and Street Plan

City of Madison Boundary

District Boundary

Housing Mix 1 (0-8 du/ac)

Housing Mix 2 (9-20 du/ac)

Housing Mix 3 (21-40 du/ac)

Housing Mix 4 (41-70 du/ac)

Housing Mix 5 (71-100 du/ac)

Housing Mix 6 (101+ du/ac)

Neighborhood Mixed Use

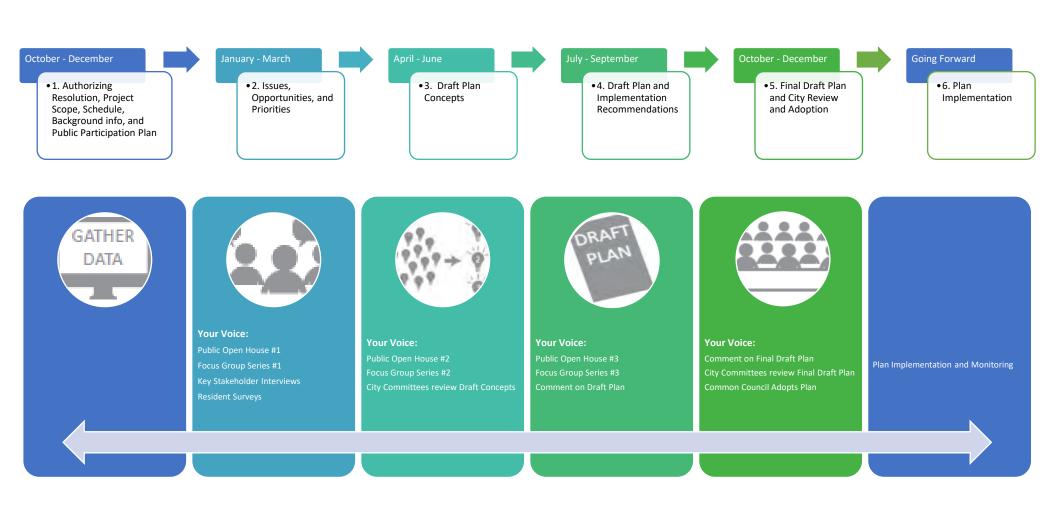
Community Mixed Use

Community Retail and Service

Park and Open Space

Building Height Maximum Refer to table x for building heights allowed

Example Area Plan Process and Timeline



Example Area Plan Public Engagement Budget

Public engagement methods will include a combination of general outreach to stakeholders and focused outreach to underrepresented stakeholders. The engagement methods will vary based on the characteristics of each Area Plan geography.

Community feedback obtained through, or in conjunction with, Area Plan processes can inform multiple City efforts. Increased utilization of stakeholder feedback reduces City costs and reduces engagement fatigue experienced by some stakeholder groups.

Example Budget

Public Meetings (3-6 meetings @ \$1,000 each for room rental, childcare, food)	\$3,000-\$6,000
Community Partners - local community organizations, social practice artists, other	\$3,000-15,000
Other Public Engagement Opportunities, Marketing, Printing	\$3,000-15,000
Total	\$9,000-36,000

Differentiating Area Plans and CDBG Plans

The City will continue to develop Plans in smaller areas where residents generally have low to moderate incomes. These Plans are partially funded and implemented with Community Development Block Grant (CDBG) funds.

In some situations, it may be possible to have an overlapping CDBG Plan and Area Plan take place at the same time. This would likely result in increased efficiencies. It would also ensure recommendations in the two plans are consistent.

In situations where it is not possible undertake these plans at the same, having these types of plans focus on different topics will reduce Plan recommendations that are inconsistent with each other.

	Area Plans	CDBG Plans	
Coverage Entire City and planned City expansion areas		Census tracts and block groups where more than 50% of residents have low and moderate incomes and there are concentrations of people color	
# of Residents in Plan Area	5,000 - 35,000	Generally <10,000	
Plan Preparation	12 months	14 months	
Plan Update Schedule	Every 10 years	Based on issues of change and demographic changes	
Plan Horizon	20 years or more	Up to 15 years	
Public Participation	Broad, with emphasis on underrepresented stakeholders	Emphasis on underrepresented stakeholders	
Plan Specificity	General	More specific	
Plan Implementation	Primarily private sector implementation of mapped recommendations, public implementation of infrastructure (such as roads, utilities)	Community partnerships, public-private partnerships and public implementation	
System to Track Plan Implementation	✓	✓	
RESJI Analysis	✓	✓	
Guiding Lenses (e.g. equity, sustainability, health, adaptability)	✓	✓	

Detailed future land use and basic focus areas		Basic focus areas where public-private partnerships are likely	
Transportation			
Streets	✓		
Bus routes	✓		
Bus stop locations & design		✓	
Bike lanes and paths	✓		
Pedestrian safety	Sidewalks, overpasses	Crosswalks, bump outs, pedestrian islands, rapid flashing beacons, street lights	
Housing	✓	✓	
Community programs, services, and personal safety		✓	
Community relationships and capacity building		✓	
Parks, Recreational Programming	Identify new park locations, type and size	Details of park facilities and programming	
Stormwater Management	✓		
Economic Development	Identify business and employment districts	Community wealth building, local businesses, job skills, commercial property ownership and business development for people of color	
Culture & Character			
Design Guidelines	Maximum building heights	Culturally sensitive design in public realm	
Historic & Cultural Resources	Scan for historic and cultural sites of significance		
Placemaking		✓	
Facilities and Utilities	✓		

Interface with the Comprehensive Plan's GFLU Map, GFLU Map Update Process

Area Plans that are developed and adopted will update the Comprehensive Plan's <u>Generalized Future</u> <u>Land Use Map</u>. Area Plans will have slightly more detailed land use categories that nest within current GFLU Map categories. This will be similar to how the City's Neighborhood Development Plan land use categories nest within the GFLU Map categories (e.g. Housing Mix 3 and Housing Mix 4 in a Neighborhood Development Plan translates to the GFLU Map's Medium Residential category).

Below is a timeline for transitioning the GFLU Map.

- 2018: Comprehensive Plan adopted.
- 2022-2023: Approximately 2 Area Plans are adopted. The adopted land use and street network from these Area plans is immediately incorporated into the Comprehensive Plan's GFLU Map.
- 2023: Interim update to the Comprehensive Plan GFLU Map. The GFLU Map is updated to reflect the adopted land use and street network from any non-Area Plans adopted between 2018 and 2023.
- 2024-2028: An additional 7 Area Plans are adopted and immediately incorporated into the Comprehensive Plan's GFLU Map.
- 2028: Decennial Comprehensive Plan Update process. Approximately 66% of the GFLU Map has been recently updated, as most Area Plans have been adopted and incorporated into the Map. The GFLU Map is updated to reflect any non-Area Plans adopted between 2024 and 2028.
- 2029-2030: The remaining 4 Area Plans are adopted and incorporated into the GFLU Map.
- Going forward: The GFLU Map is updated upon adoption of an Area Plan update. The decennial and interim update to the GFLU Map is no longer needed.

Comprehensive Plan Notification Procedures

Immediately incorporating the Area Plan recommendations into the GFLU Map would require following Comprehensive Plan amendment procedures in State Law <u>66.1001(4)</u>. These procedures could be incorporated into the City's Area Plan adoption process.

- City adopts written public participation procedures
- City notifies certain parties
- Plan Commission holds a public hearing (Class 1 notice, 30 days prior) and adopts a resolution recommending the Comprehensive Plan amendment
- Common Council adopts an ordinance adopting the Comprehensive Plan amendment
- Staff updates the Comprehensive Plan's GFLU Map
- Staff emails a link of the updated Comprehensive Plan and adopting ordinance to area governmental entities

Interface with Existing/Future Sub-Area Plans

Considering Recommendations in Existing Sub-Area Plans

Recommendations in an existing underlying sub-area plan that is within the scope of Area Plans (e.g. land use, building height, transportation) will be reviewed and considered as an Area Plan is developed. Recommendations that are outside the scope of Area Plans will not be incorporated into an Area Plan, but will remain in the underlying sub-area plan unless the plan is retired.

Existing Sub-Area Plan Potential Retirement

The Sub-Area Plan Retirement overview on page 126 of the <u>Comprehensive Plan</u> (PDF page 130 of 185) describes the complexity and confusion that results from overlapping sub-area plans. The Area Plan process provides an opportunity to review and consider older sub-area plans for potential retirement as outlined in the Comprehensive Plan. Staff will propose a process to consider Plan retirement as part of the resolution authorizing an Area Plan.

Criteria for undertaking a Future Sub-Area Plan (that is not an Area Plan or CDBG Plan)

Under this Planning Framework, the City would only undertake other types of sub-area plans (Special Area Plans, non-CDBG Neighborhood Plans) in rare an unforeseen circumstances. There may be situations, however, where a critical need or opportunity arises that warrants a geographically focused amendment to an Area Plan or creation of a different sub-area plan. Several situations are noted below.

- Provide recommendations for an unforeseen and/or urgent need that is not addressed in an Area Plan and would not be addressed until the next Area Plan update. Example: Oscar Mayer.
- Address an equity concern or different need in the community in detail and in a timely manner.
- Leverage a funding opportunity (e.g. federal/state, philanthropic) that may be time sensitive or would require greater detail. Example: BRT station area planning grant.

How the City might handle past situations under this Planning Framework

Below are potential approaches to recent City planning efforts.

2020 Oscar Mayer Special Area Plan

If confronted with this situation (closing of a very large employer/facility), the City could consider a geographically focused amendment to the Area Plan.

Another option would be a focused (geography and scope) Special Area Plan. As part of the adoption process for a Special Area Plan, the affected portion of the Area Plan would be amended to keep the land use and transportation consistent. At the next regularly-scheduled update to the Area Plan, the Area Plan's recommendations might begin to deviate from the Special Area Plan. At some point in the future, the City would retire the Special Area Plan.

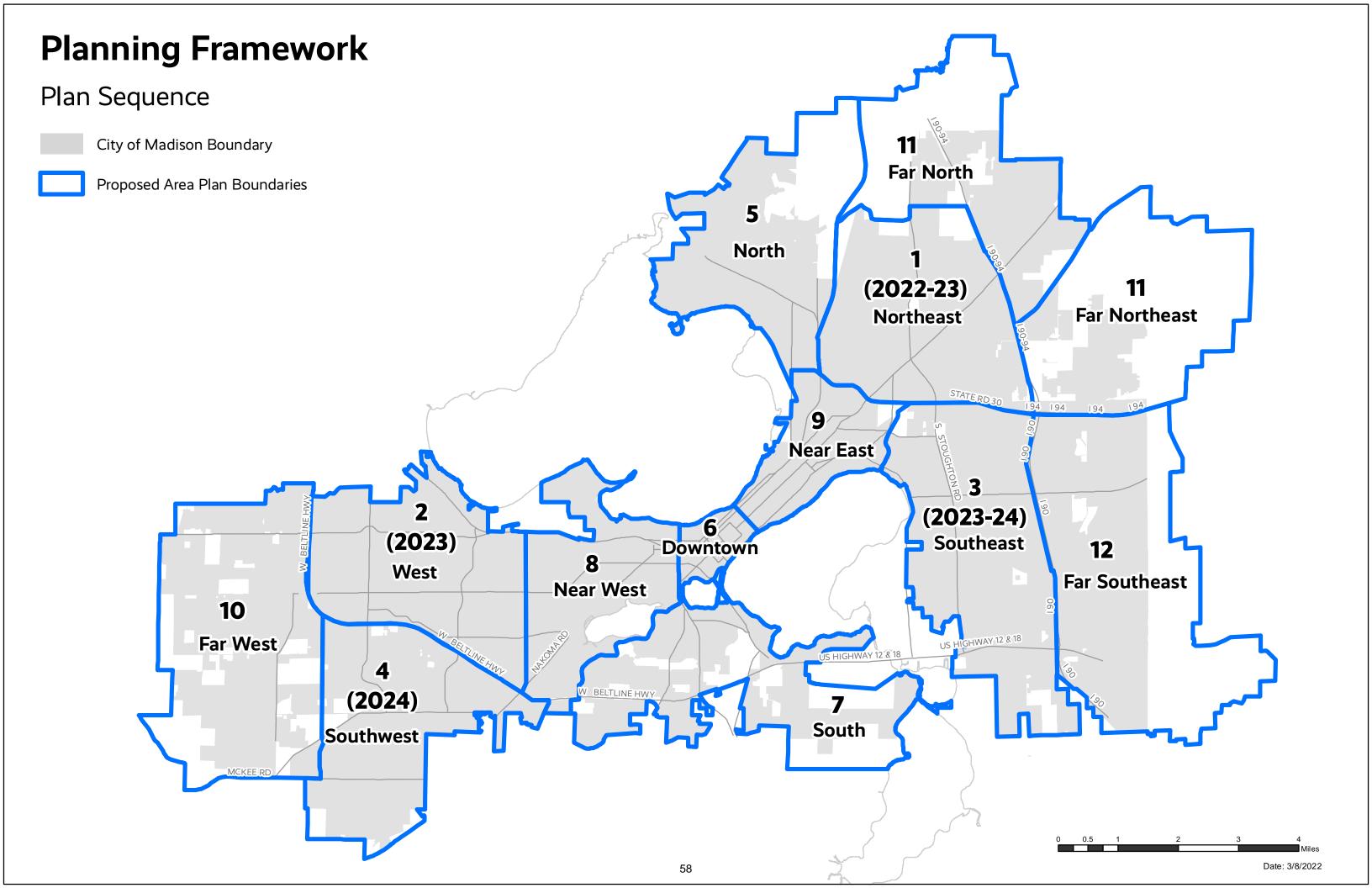
Under this Planning Framework, the economic development and community development related recommendations included in the Oscar Mayer Special Area Plan could be included in some form of strategic plan for the area/topic, rather than a Special Area Plan.

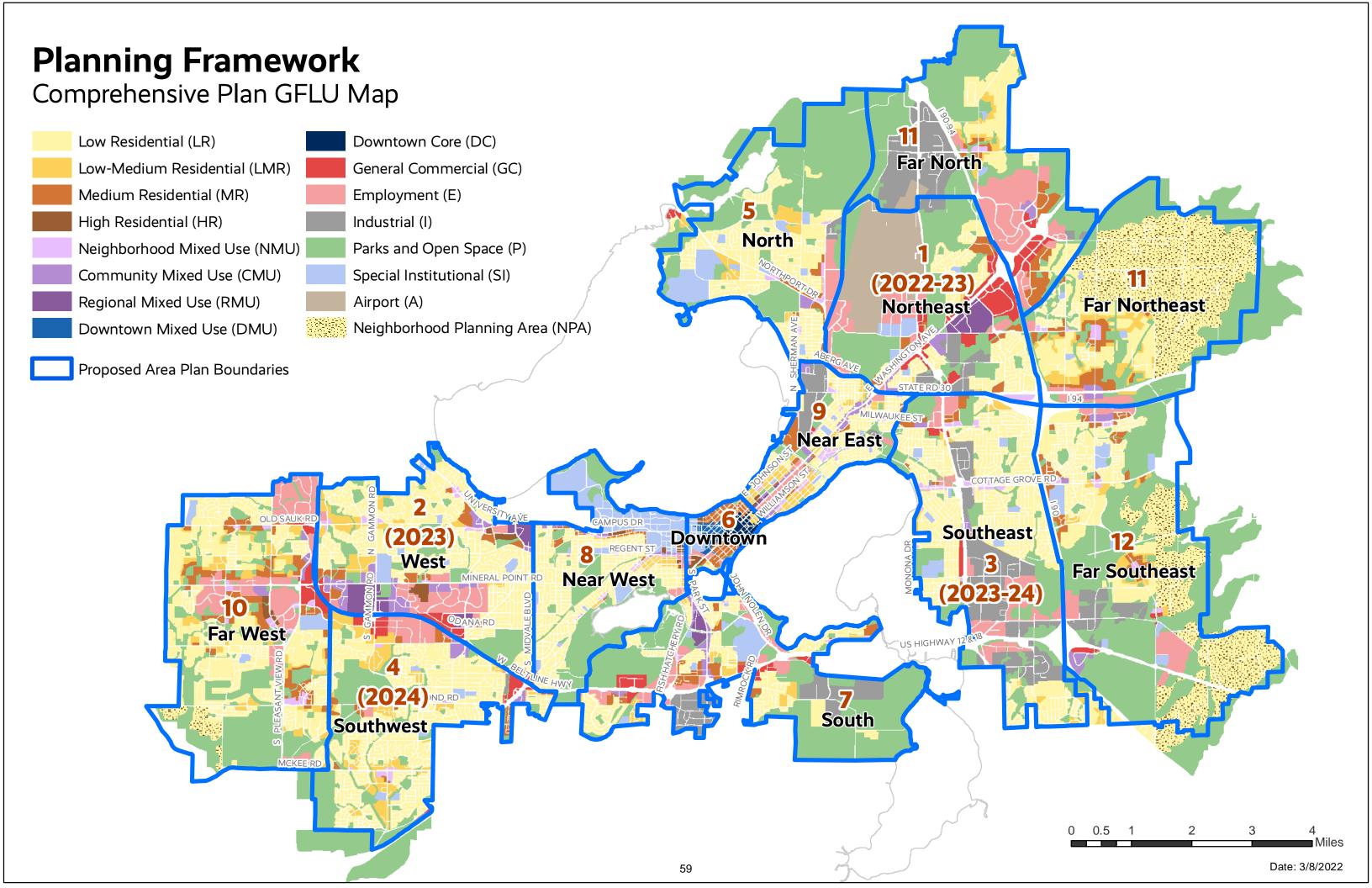
2017 Cottage Grove Road Activity Centers Plan

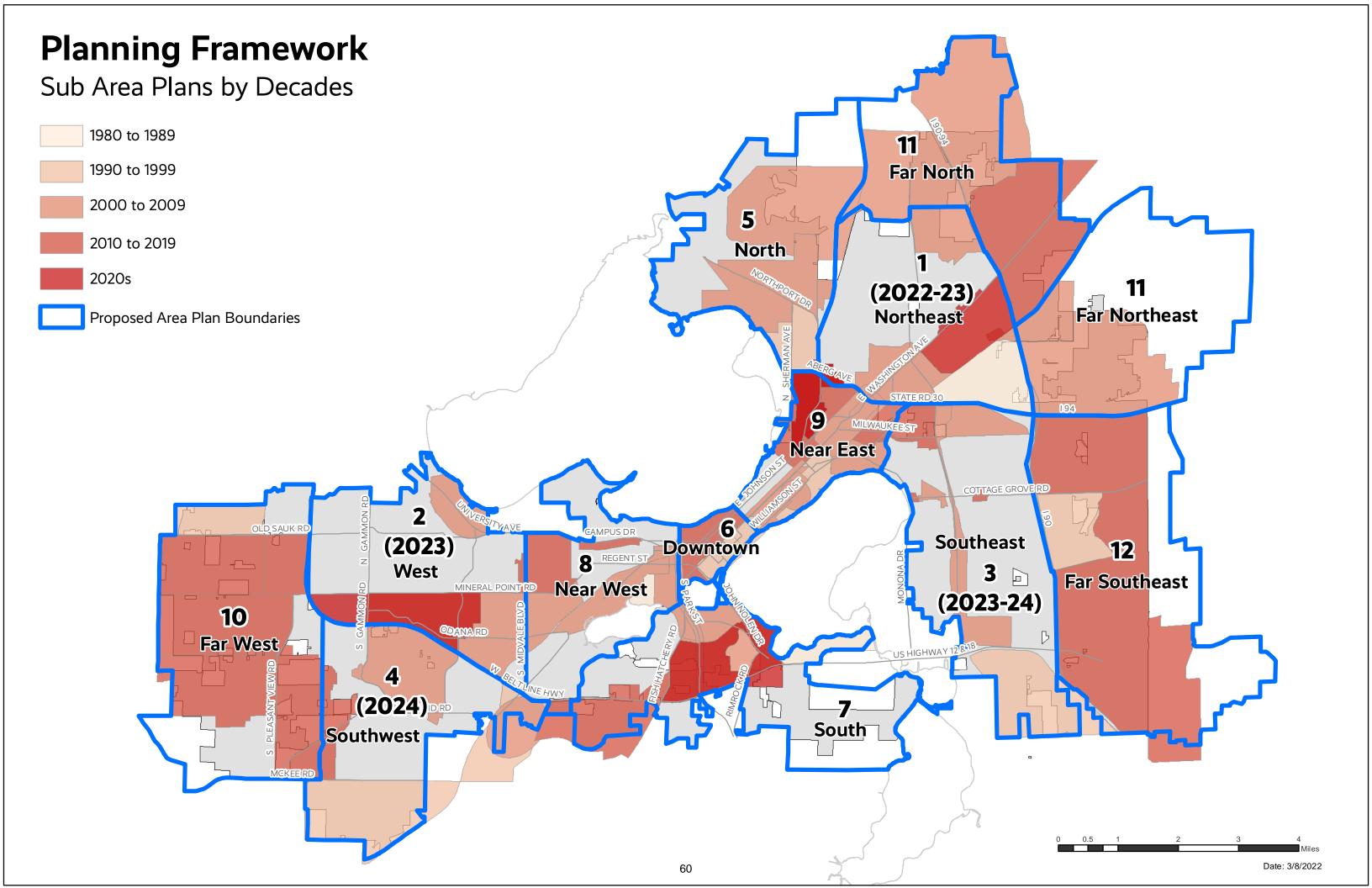
An eventual Area Plan covering this area would provide sufficient detail in terms plan recommendations, where a Special Area Plan would not be needed. Potentially, a sudden change in the City's desired land use for a larger site (e.g. closure of Royster Clark feed mill), could result in a focused amendment to the Area Plan or a focused (geography and scope) Special Area Plan.

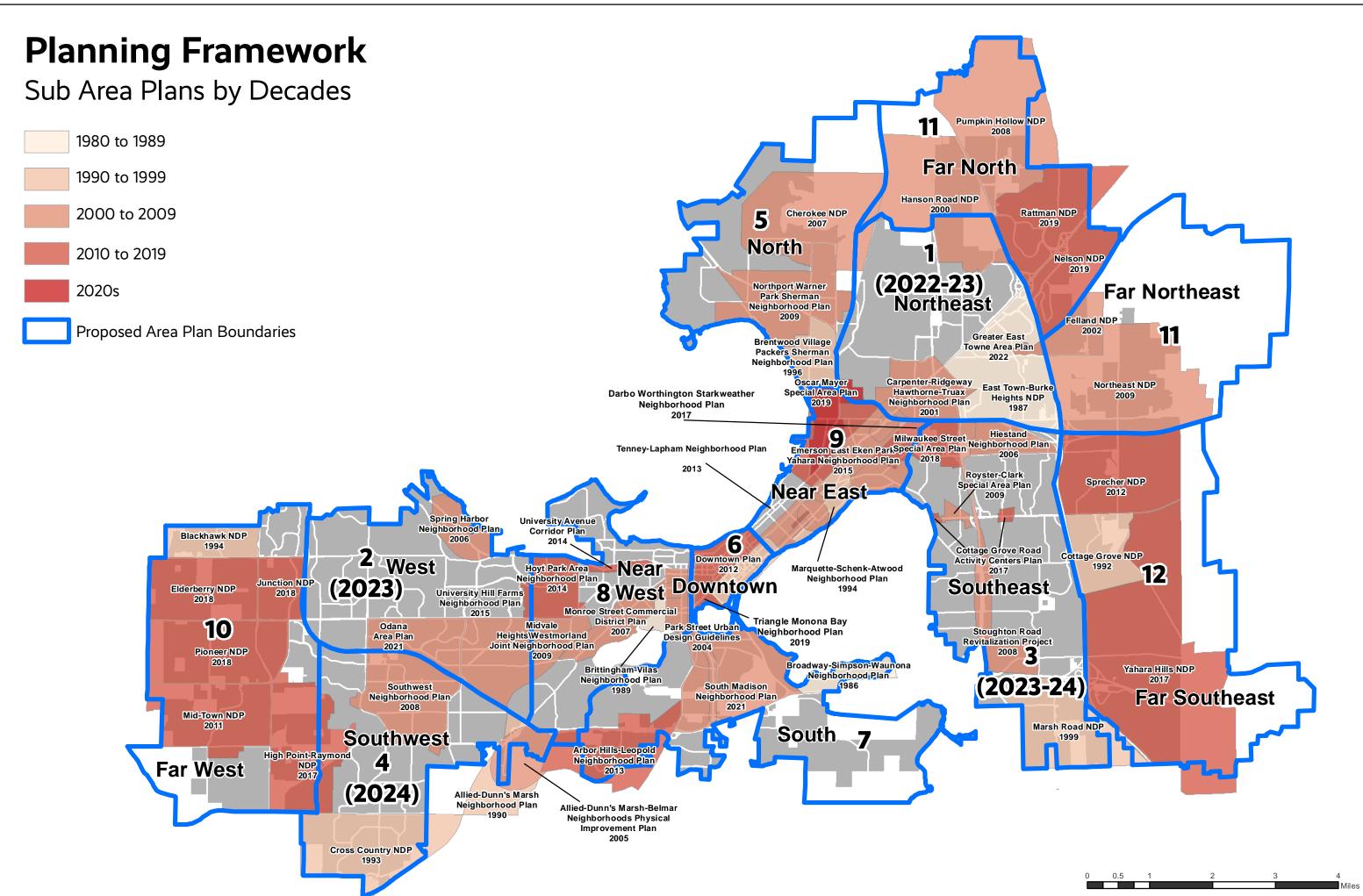
Odana Area Plan and Greater East Towne Special Area Plan

Eventual Area Plans covering these areas would have likely provided sufficient detail in terms of plan recommendations. A sudden change in conditions could warrant a focused amendment to the Area Plan or a focused (geography and scope) Special Area Plan.

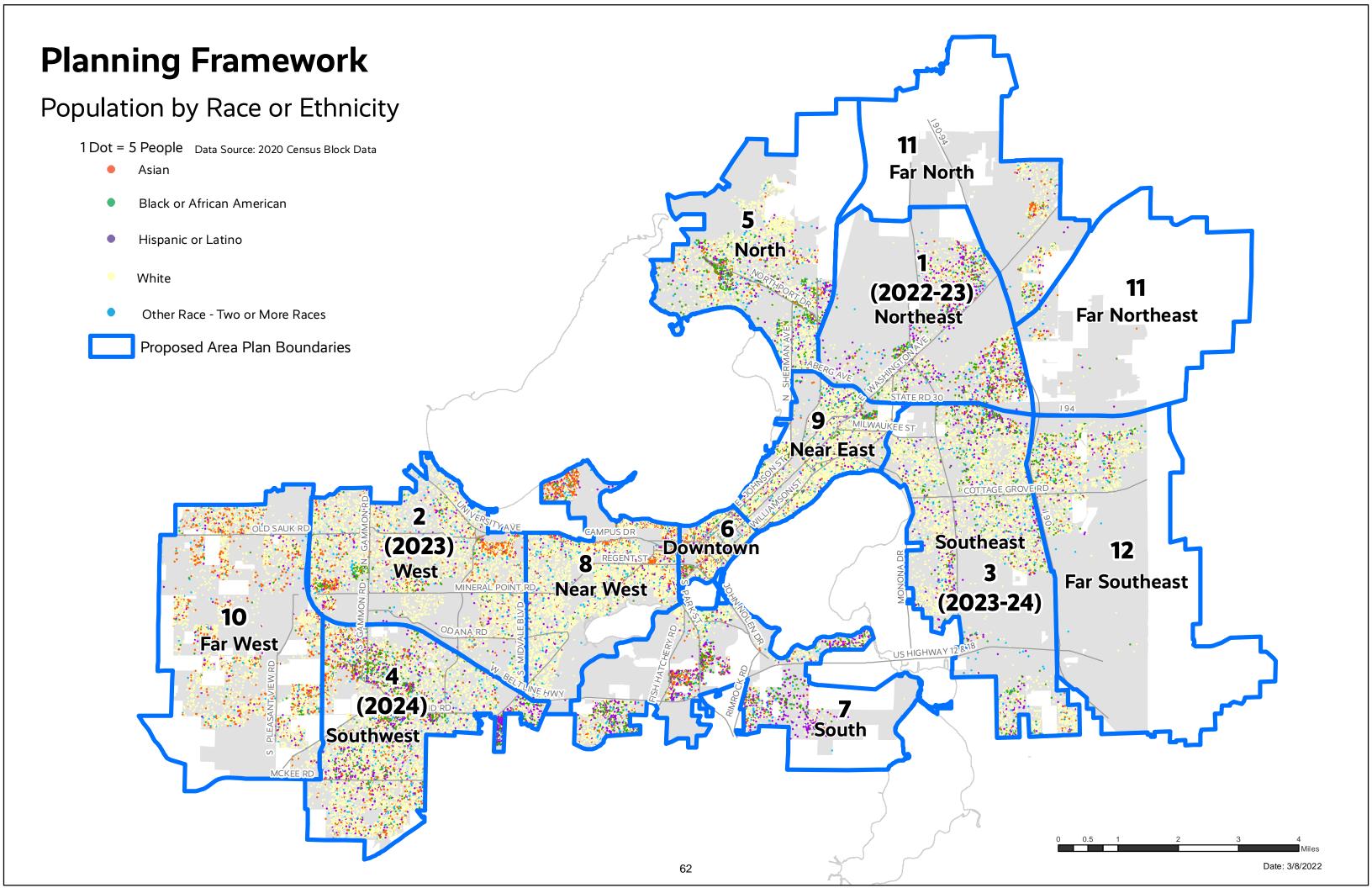


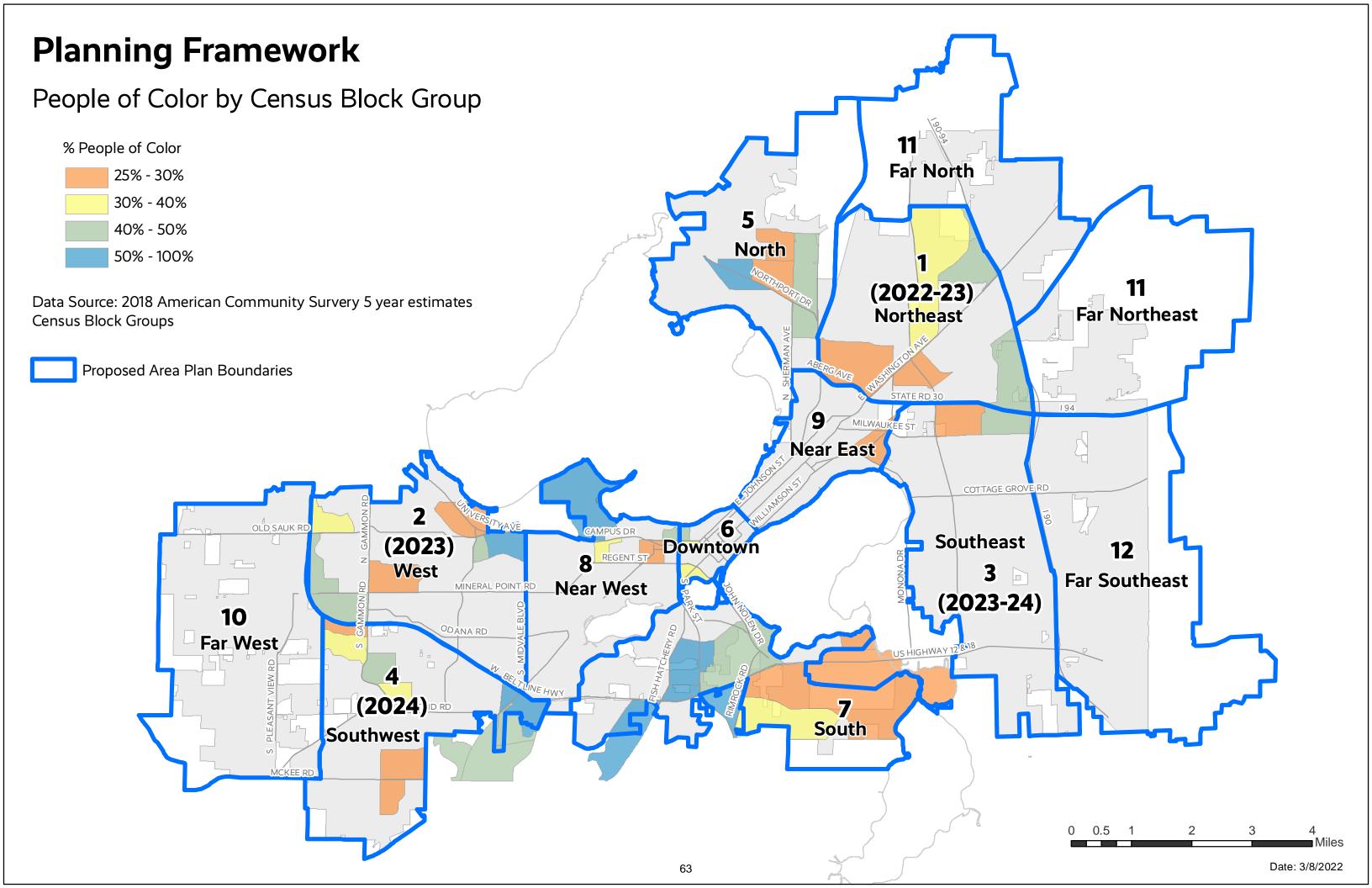


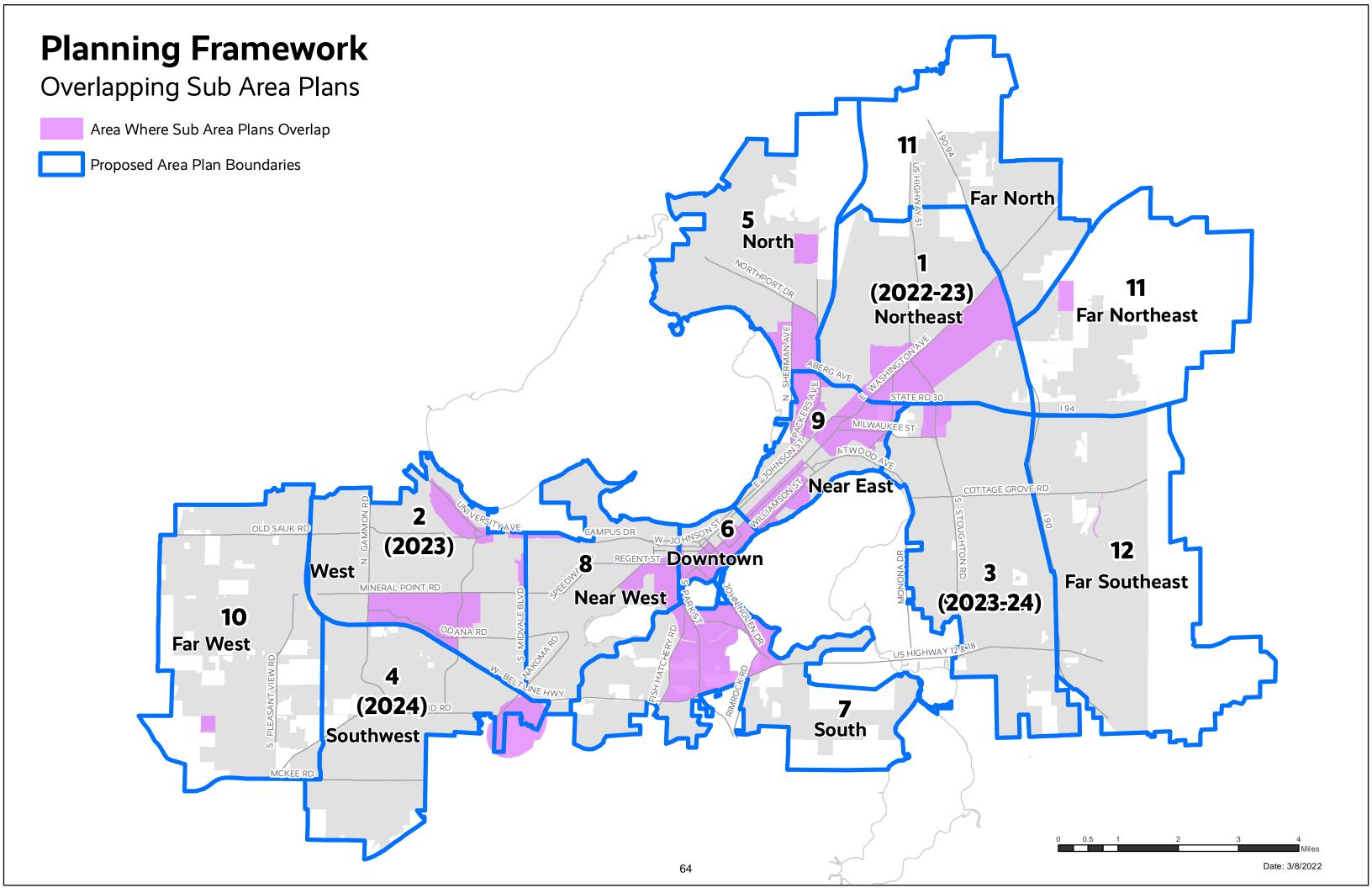


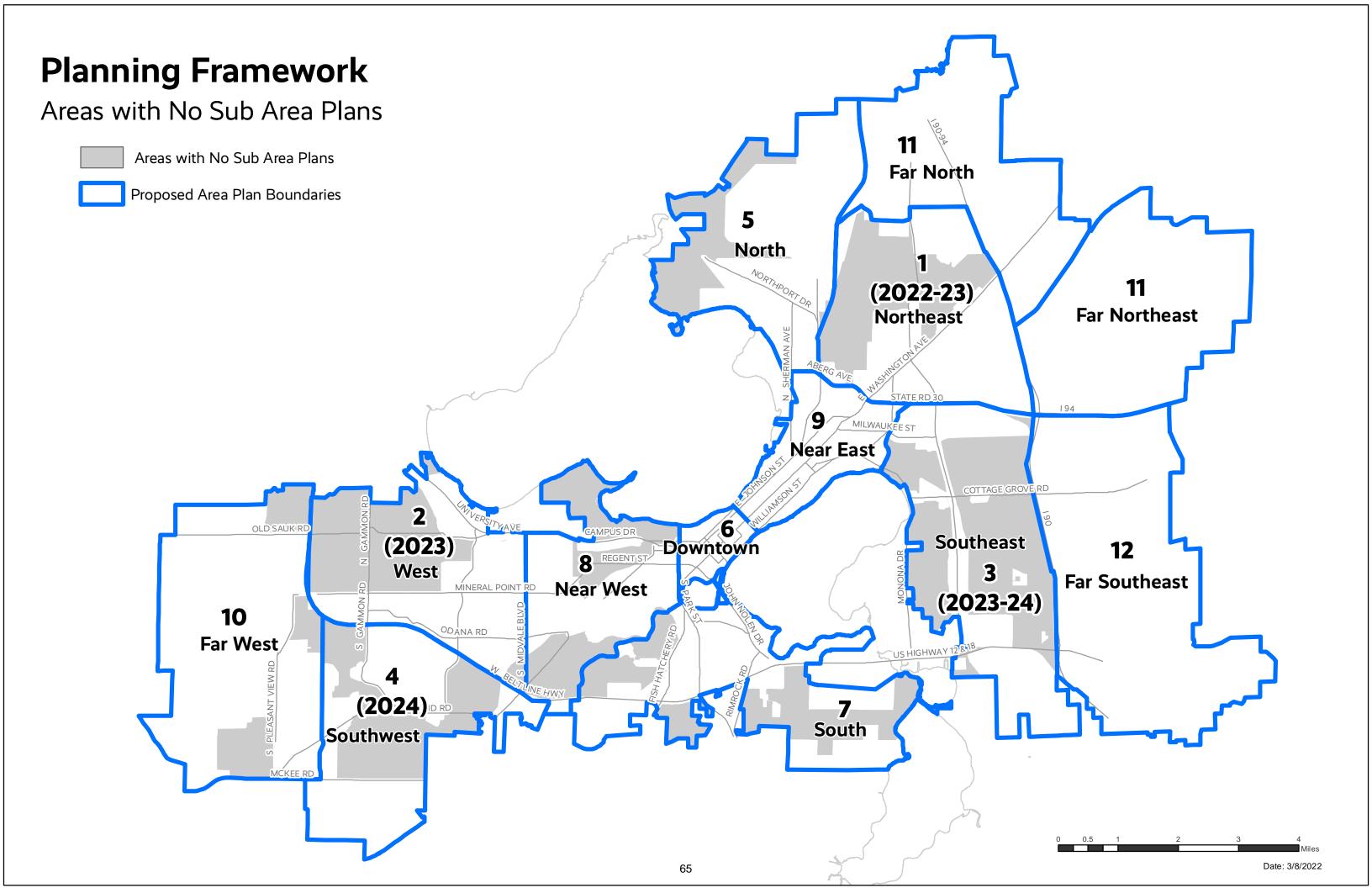


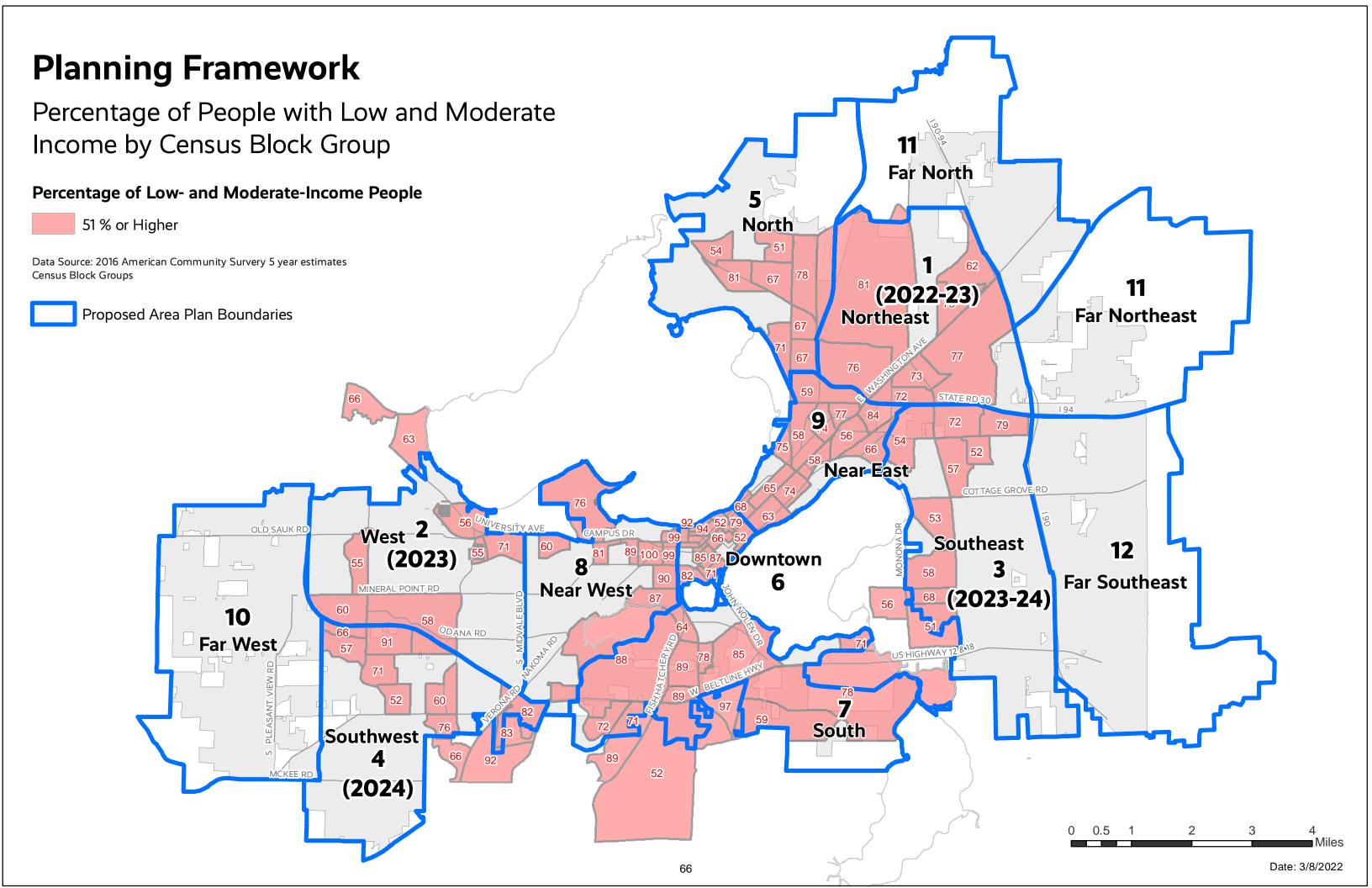
Date: 3/8/2022

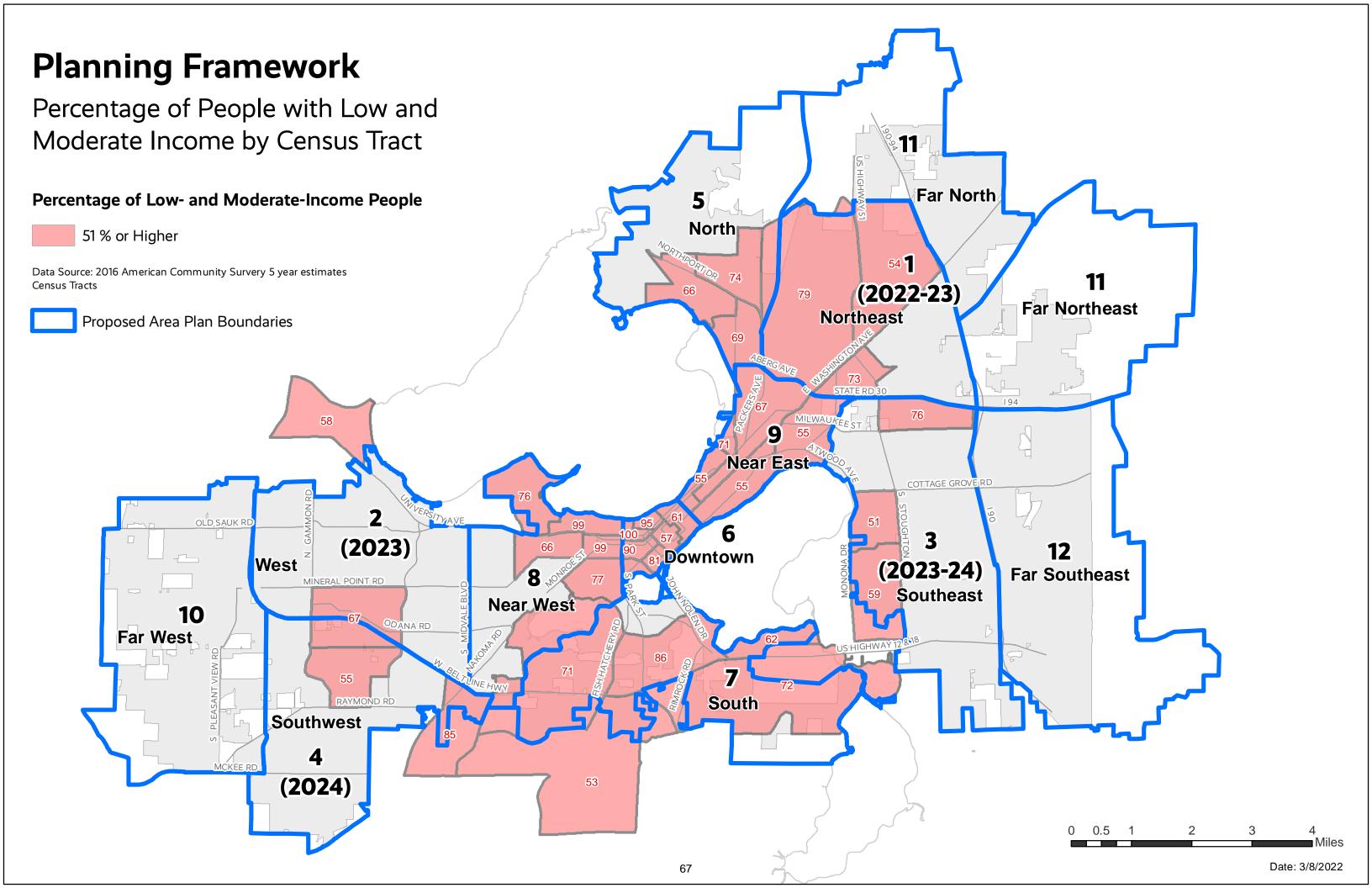


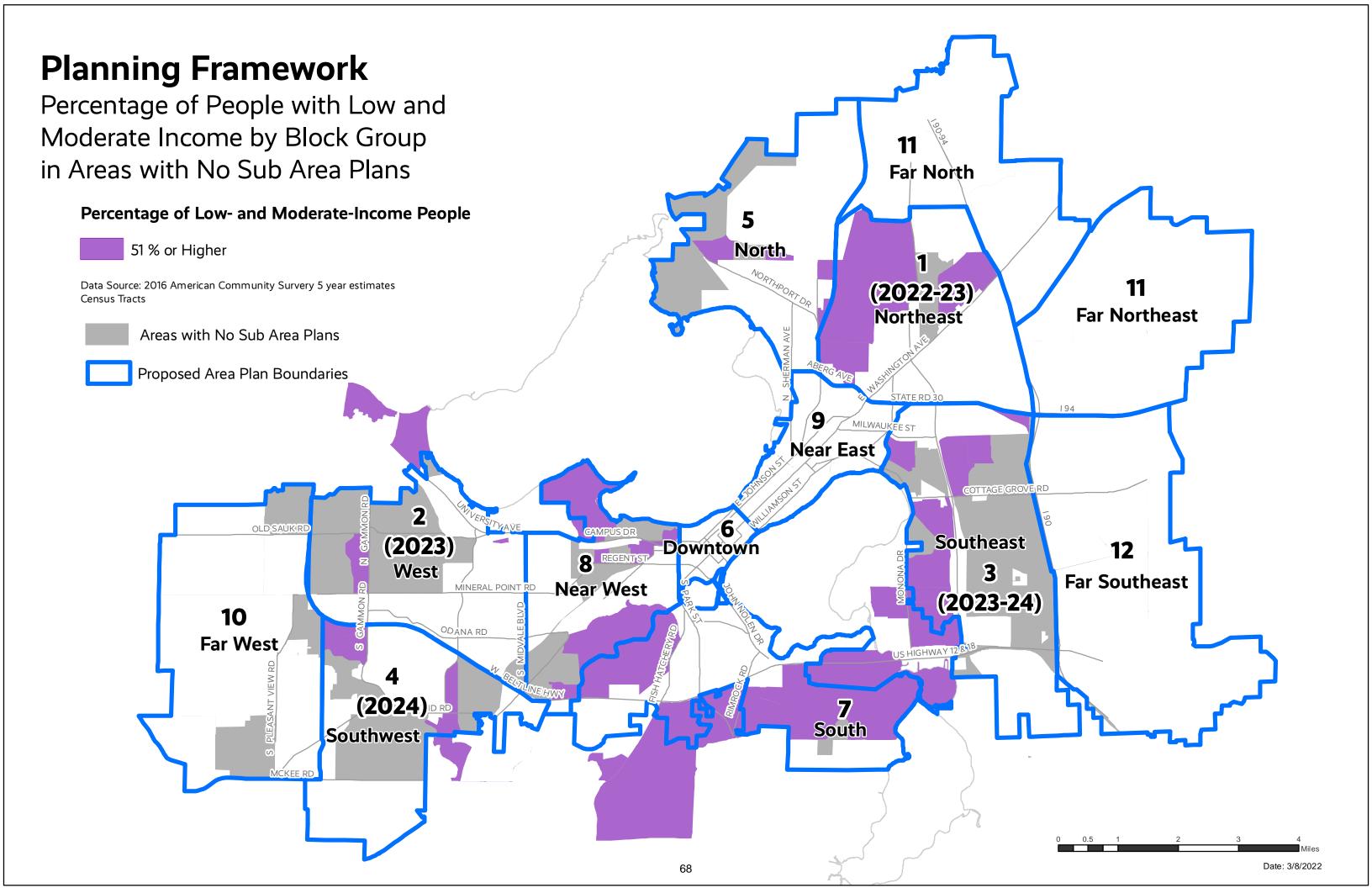


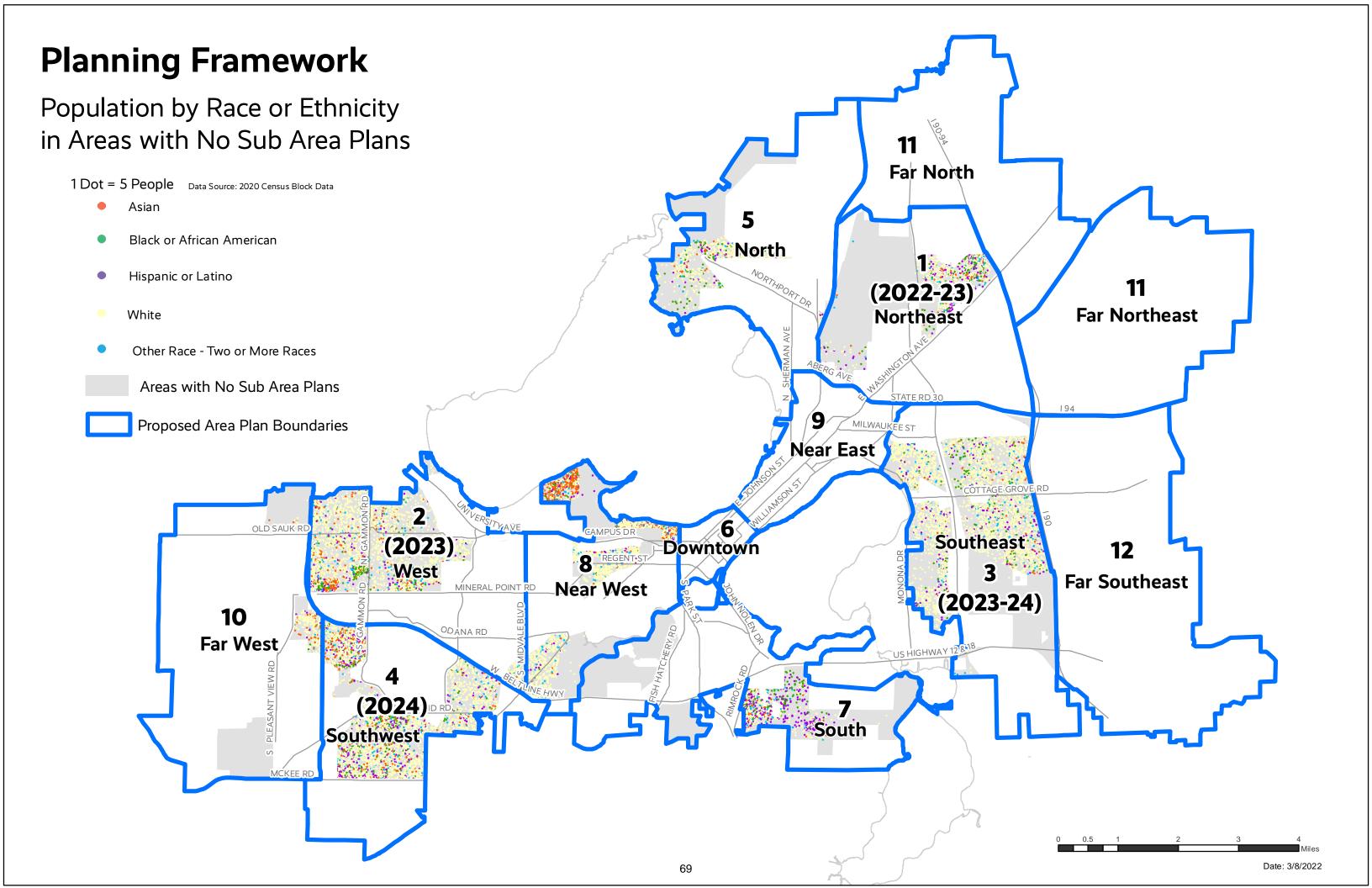


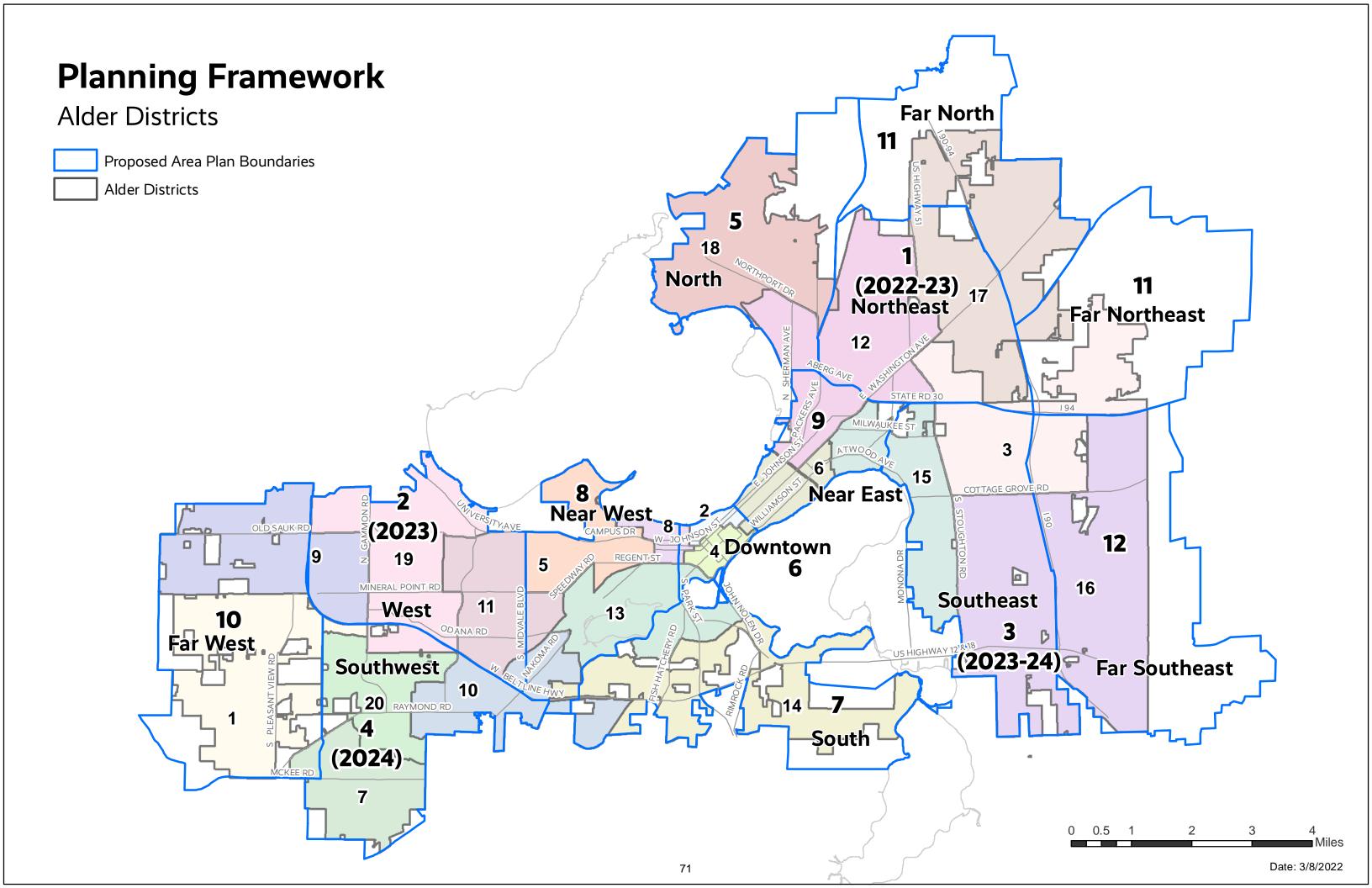












Racial Equity and Social Justice Tool

A comprehensive <u>racial equity and social justice analysis</u> of the Planning Framework proposal was conducted by staff and several community members in September 2021. Staff members from the Madison Public Library, Department of Civil Rights, and several racially diverse communities leaders from different geographic areas of the city participated in this effort. The purpose of the analysis was to identify considerations related to the Planning Framework proposal that would increase equity in the planning process and potential Plan outcomes.

One of the most discussed topics was the Public Participation Plan. It was recommended to continue reviewing and refining the Public Participation Plan to minimize the burden of repetitious requests for input and to address barriers to the planning process for marginalized communities. There were several recommendations on intentional mechanisms to reach people who have been traditionally left out of planning processes like working with community public figure(s) to amplify information and messages and funding relationship building to improve the infrastructure for outreach. Simplifying and increasing accessibility of the process with innovative outreach strategies would also improve outreach to the public.

The group also discussed tracking implementation of plan recommendations and establishing indicators related to plan recommendations. Tracking indicators like wealth distribution trends and patterns of gentrification would help keep the Planning Framework accountable in addressing negative impacts on people living with lower incomes and communities of color.

RESJI Community Connection Team

The Community Connections Team, one of the four Racial Equity & Social Justice Initiative's (RESJI) action teams, works on identifying current City's public participation practices and creating a public participation guide. In August 2021, the team met with the Planning Framework staff to provide input on the Planning Framework proposal and its public participation plan.

The Public Participation Plan was the most discussed topic. It was recommended to monitor and build a list of best community outreach practices. Some recommended practices include collaborating with community partners to reach targeted audiences, undertaking public engagements during favorable weather conditions and months, and incentivizing community participation. The Community Communications Team also proposed involving community members in the designing of the public participation plan per feedback from the Comprehensive Plan's Resident Panels.

The group also discussed not limiting the Area Plans' recommendations and inviting larger and more visionary recommendations when the opportunity arises. A designated Area Plan should be prepared to take advantage of opportunities unique to the area and capture feedback even if it is not applicable to the Area Plan.

	Plantage	Chahara	V	Park.
1	PlanName Reiner Neighborhood Development Plan	Status In Progress	Year 2022	Link https://www.cityofmadison.com/dpced/planning/reiner-neighborhood-development-plan/3274/
2	Hawthorne-Truax Neighborhood Plan	In Progress	2022	https://www.cityofmadison.com/dpced/planning/hawthorne-truax-neighborhood-plan/3759/
3	Greater East Towne Area Plan	Adopted	2022	https://www.cityofmadison.com/dpced/planning/greater-east-towne-area-plan/3297/
4	South Madison	Adopted	2022	https://www.cityofmadison.com/dpced/planning/documents/SMP_Plan_PDF_Version_FINAL.pdf
5	Odana Area Plan	Adopted	2021	https://www.cityofmadison.com/dpced/planning/documents/OAP%20Final%20Document CC 2021-09
6	Oscar Mayer Special Area Plan	Adopted	2020	https://www.cityofmadison.com/dpced/planning/documents/OscarMayerSpecialAreaPlan.pdf
7	Rattman Neighborhood Development Plan	Adopted	2019	https://www.cityofmadison.com/dpced/planning/documents/Rattman NDP update 070219.pdf
8	Nelson Neighborhood Development Plan	Adopted	2019	https://www.cityofmadison.com/dpced/planning/documents/Nelson%20NDP Final 2019-11-08 web.
9	Mifflandia Neighborhood Plan	Adopted	2019	https://www.cityofmadison.com/dpced/planning/documents/MIfflandia Plan Final%2011-5-19v3.pdf
10	Triangle Monona Bay	Adopted	2019	https://www.cityofmadison.com/dpced/planning/documents/TMB 2019.pdf
11	Junction Neighborhood Development Plan	Adopted	2018	https://www.cityofmadison.com/dpced/planning/documents/Junction NDP(2).pdf
12	Elderberry Neighborhood Development Plan	Adopted	2018	https://www.cityofmadison.com/dpced/planning/documents/Elderberry_NDP_update(1).pdf
				https://www.cityofmadison.com/dpced/planning/documents/Pioneer NDP_update(1).pdf
13	Pioneer Neighborhood Development Plan	Adopted	2018	
14	Milwaukee Street Special Area Plan	Adopted	2018	https://www.cityofmadison.com/dpced/planning/documents/Milwaukee%20Street%20SAP%20121218
15	High Point-Raymond Neighborhood Development Plan	Adopted	2017	https://www.cityofmadison.com/dpced/planning/documents/High%20Point%20Raymond%20NDP%20
16	Yahara Hills Neighborhood Development Plan	Adopted	2017	https://www.cityofmadison.com/dpced/planning/documents/YH_FINAL_ADOPTED_PLAN.pdf
17	Cottage Grove Road Activity Centers	Adopted	2017	https://www.cityofmadison.com/dpced/planning/documents/Cottage Grove Road Activity Centers I
18	Darbo Worthington Starkweather Neighborhood Plan	Adopted	2017	https://www.cityofmadison.com/dpced/planning/documents/FINALDarbo_Worthington_Starkweather
19	University Hill Farms Neighborhood Plan	Adopted	2016	https://madison.legistar.com/View.ashx?M=F&ID=4459687&GUID=D7165D3F-97B5-489D-94AD-D6E52
20	Emerson East Eken Park Yahara Neighborhood Plan	Adopted	2015	https://www.cityofmadison.com/dpced/planning/documents/EEEPYNP2016.pdf
21	University Avenue Corridor Plan	Adopted	2014	https://www.cityofmadison.com/dpced/planning/documents/UAC_Plan%20June2014.pdf
22	Hoyt Park Area Neighborhood Plan	Adopted	2014	https://www.cityofmadison.com/dpced/planning/documents/Hoyt_Neighborhood_Plan2014.pdf
23	Lamp House Block	Adopted	2014	https://www.cityofmadison.com/dpced/planning/documents/Final Report of Lamp House Ad Hoc
24	Arbor Hills-Leopold Neighborhood Plan	Adopted	2013	https://www.cityofmadison.com/dpced/planning/documents/AHL Plan.pdf
25	Sprecher Neighborhood Development Plan	Adopted	2012	https://www.cityofmadison.com/dpced/planning/documents/Sprecher%20NDP%20WEB%20May2013.
	Downtown Plan	Adopted	2012	https://www.cityofmadison.com/dpced/planning/documents/Downtown Plan.pdf
_0				https://www.cityofmadison.com/dpced/planning/documents/Midtown_NDP(1).pdf
27	Mid-Town Neighborhood Development Plan	Adopted	2011	
28	Shady Wood Neighborhood Development Plan	Adopted	2009	https://madison.legistar.com/LegislationDetail.aspx?ID=1065819&GUID=A38C4723-17DF-4375-8783-7
29	Northeast Neighborhoods Neighborhood Development Plan	Adopted	2009	https://www.cityofmadison.com/dpced/planning/documents/NortheastNeighborhoodsNDP.pdf
30	Northport Warner Park Sherman Neighborhood Plan	Adopted	2009	https://www.cityofmadison.com/dpced/planning/documents/NWS_NeighborhoodPlan.pdf
	Midvale Heights\Westmorland Joint Neighborhood Plan	Adopted	2009	https://www.cityofmadison.com/dpced/planning/documents/Midvale Westmorland.pdf
32	Royster-Clark Special Area Plan	Adopted	2009	https://www.cityofmadison.com/dpced/planning/documents/Royster Clark Final Plan 020210.pdf
33	Pumpkin Hollow Neighborhood Development Plan Tenney-Lapham Neighborhood Plan	Adopted	2008	https://www.cityofmadison.com/dpced/planning/documents/Pumpkin Hollow NDP.pdf
34		Adopted	2008	https://www.cityofmadison.com/dpced/planning/documents/Tenney.pdf
35	Southwest Neighborhood Plan	Adopted	2008	https://www.cityofmadison.com/dpced/planning/documents/Southwest.pdf
36	Greenbush Neighborhood Plan	Adopted	2008	https://www.cityofmadison.com/dpced/planning/documents/Greenbush.pdf
37	Regent Street - South Campus Plan	Adopted	2008	https://www.cityofmadison.com/dpced/planning/documents/RSSCPI.pdf
38	East Washington Capitol Gateway Corridor	Adopted	2008	https://www.cityofmadison.com/dpced/planning/documents/Capitol Gateway Corridor Plan.pdf
39	Stoughton Road Revitalization Project	Adopted	2008	https://www.cityofmadison.com/dpced/planning/documents/SRRPPlanFinal%209 08.pdf
40	Cherokee Neighborhood Development Plan	Adopted	2007	https://www.cityofmadison.com/dpced/planning/documents/Cherokee_NDP.pdf
41	Monroe Street Commercial District Plan	Adopted	2007	https://www.cityofmadison.com/dpced/planning/documents/monroe.pdf
42	Spring Harbor Neighborhood Plan	Adopted	2006	https://www.cityofmadison.com/dpced/planning/documents/Spring Harbor.pdf
43	Hiestand Neighborhood Plan	Adopted	2006	https://www.cityofmadison.com/dpced/planning/documents/Hiestand.pdf
44	Wingra Creek Build	Adopted	2006	https://madison.legistar.com/View.ashx?M=F&ID=3480038&GUID=BE976492-BDFF-430E-82E3-695837
45	South Madison Neighborhood Plan	Adopted	2005	https://www.cityofmadison.com/dpced/planning/documents/South Madison2005.pdf
	Allied-Dunn's Marsh-Belmar Neighborhoods Physical Improvement Plan		2005	https://www.cityofmadison.com/dpced/planning/documents/Allied_Belmar.pdf
		Approve		https://www.cityofmadison.com/apced/planning/documents/Allied_Belmar.pdf https://www.cityofmadison.com/dpced/planning/documents/ercreport.pdf
47	East Rail Corridor Plan Williamson Street Design Cuidelines	Approve	2004	
48	Williamson Street Design Guidelines	Adopted	2004	https://www.cityofmadison.com/dpced/planning/documents/WilliamsonSt BUILD II 2004.pdf
49	Park Street Urban Design Guidelines	Adopted	2004	https://www.cityofmadison.com/dpced/planning/documents/ParkStDesignGuidelines_2004.pdf
	East Washington Gateway Revitalization Plan - BUILD (2003)	Adopted	2003	www.cityofmadison.com/dpced/planning/documents/EWash_BUILD_Plan2003(1).pdf
51	Felland Neighborhood Development Plan	Adopted	2002	https://www.cityofmadison.com/dpced/planning/documents/felland.pdf
52	Ridgewood East Central Development Plan	Adopted	2002	https://www.cityofmadison.com/dpced/planning/documents/Ridgewood 2002.pdf
53	Carpenter-Ridgeway-Hawthorne-Truax Neighborhood Plan	Adopted	2001	https://www.cityofmadison.com/dpced/planning/documents/carpenter.pdf
54	Hanson Road Neighborhood Development Plan	Adopted	2000	https://www.cityofmadison.com/dpced/planning/documents/Hanson_Road_NDP_2021.pdf
55	Schenk-Atwood-Starkweather-Worthington Park Neighborhood Plan	Adopted	2000	https://www.cityofmadison.com/dpced/planning/documents/schenk.pdf
56	Marquette Neighborhood Center Master Plan	Adopted	2000	https://www.cityofmadison.com/dpced/planning/documents/Marquette Center.pdf
57	Old East Side Master Plan	Adopted	2000	https://www.cityofmadison.com/dpced/planning/documents/EWash Old East Side MasterPlan2000.
58	Marsh Road Neighborhood Development Plan	Adopted	1999	www.cityofmadison.com/dpced/planning/documents/Marsh Road NDP(2).pdf
59	Bassett Neighborhood Master Plan	Adopted	1997	https://www.cityofmadison.com/dpced/planning/documents/bassett.pdf
60	Brentwood Village Packers Sherman Neighborhood Plan	Adopted	1996	https://www.cityofmadison.com/dpced/planning/documents/brentwood.pdf
	First Settlement Neighborhood Master Plan	Adopted	1995	https://www.cityofmadison.com/dpced/planning/documents/firstsettlement1995.pdf
62	Blackhawk Neighborhood Development Plan	Adopted	1994	https://www.cityofmadison.com/dpced/planning/documents/Blackhawk NDP.pdf
63	Marquette-Schenk-Atwood Neighborhood Plan	Adopted	1994	https://www.cityofmadison.com/dpced/planning/documents/marquette.pdf
64	Cross Country Neighborhood Development Plan	Adopted	1993	https://www.cityofmadison.com/dpced/planning/documents/Cross County NDP.pdf
65	Cottage Grove Neighborhood Development Plan	Adopted	1992	https://www.cityofmadison.com/dpced/planning/documents/Cottage Grove NDP.pdf
	Bay Creek Neighborhood Plan	Adopted	1991	https://www.cityofmadison.com/dpced/planning/documents/baycreek.pdf
66		Adopted	1990	https://www.cityofmadison.com/dpced/planning/documents/allied.pdf
66 67	Allied-Dunn's Marsh Neighborhood Plan	Adopted	2000	
	Allied-Dunn's Marsh Neighborhood Plan Brittingham-Vilas Neighborhood Plan	Adopted	1989	https://www.cityofmadison.com/dpced/planning/documents/vilas.pdf
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