



Department of Planning & Community & Economic Development

Planning Division

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April 24, 2023

To: Plan Commission

RE: 2023 Comprehensive Plan Interim Update

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 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. The process will also include:

Limited edits to the text of the Plan. Most of the text edits can be considered administrative edits, but there are several potential revisions that would be considered non-administrative. The interim update will also incorporate the Health and Safety element, which was [adopted by the Common Council in 2022](#), into the Comprehensive Plan. Other content in the Comprehensive Plan, including background information, general narrative text, and the recommendations in the original six elements of the Plan will not be reviewed through the interim update process, as it will focus on minor updates.

Revisions to the updated draft GFLU map focus on changes recommended in City plans adopted or amended after the Comprehensive Plan was adopted in 2018. Other minor updates include: adjusting the map for annexations by McFarland, incorporating an intergovernmental agreement with the Town of Cottage Grove, ensuring that greenspace over one acre is mapped as parks/open space (consistent with existing Plan text), and updating select areas for recent development approvals.

Since the Comprehensive Plan's GFLU map guides the City's review of development proposals, this interim update offers the public an opportunity to propose revisions to the GFLU map. The attached draft Public Participation Plan outlines the methods that will be used to engage the public and keep them informed throughout the process.

Interface with New Planning Framework Area Plans

As part of the City's new [Planning Framework](#), 12 Area Plans will be created and then updated every ten years. Moving forward it is intended that Area Plans that are adopted will be immediately reflected in the Comprehensive Plan's GFLU map. Making these shifts will help ensure land use recommendations across plans are consistent, reduce layers of complexity, and better equip people to participate in Area Plan processes that are relevant to them. In addition, the scale of the Area Plan processes is better suited to make in-depth changes to the GFLU map than the city-wide interim update process.

Below is a general timeline for GFLU map updates:

- 2018: Comprehensive Plan adopted.
- 2023: Interim update to the Comprehensive Plan. The GFLU map is updated to reflect the adopted land use and street network from any plans adopted/amended between 2018 and 2023.
- Late 2023/Early 2024: The West and Northeast Area Plans are adopted. The adopted land use and future street network from these Area Plans is immediately incorporated into the Comprehensive Plan's GFLU map.
- 2024-2028: Additional Area Plans are adopted and immediately incorporated into the Comprehensive Plan's GFLU map.
- 2028: Decennial Comprehensive Plan Update. Most of the GFLU map has been recently updated, as most Area Plans have been created and incorporated into the map. The GFLU map is updated to reflect any non-Area Plans adopted between 2024 and 2028.

Generalized Future Land Use Revisions

Staff-recommended revisions to the GFLU 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.).

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 GFLU 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).
2. Add language under “Employment (E)” on page 24 to provide 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.

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.
2. Consider adding a sentence within the description for the Park and Open Space land use to address the topic of urban agriculture.
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).

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.

Questions for Discussion

- 1) Do you have any guidance regarding recommended edits to the GFLU map and plan text, especially with regard to non-administrative edits?
- 2) Are there any changes you recommend to the list of GFLU criteria that will be used to evaluate GFLU map amendment requests from the public?
- 3) Do you have any comments on the draft Public Participation Plan?

Attachments

1. [Presentation slides](#)
2. [Draft Public Participation Plan](#)
3. [Draft timeline](#)
4. [Updated Draft Generalized Future Land Use map](#)
5. [Adopted or In-Progress Plans Since 2018 map](#)

2023 Comprehensive Plan Interim Update



Plan Commission: April 24, 2023



Why Update the Comp Plan?



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

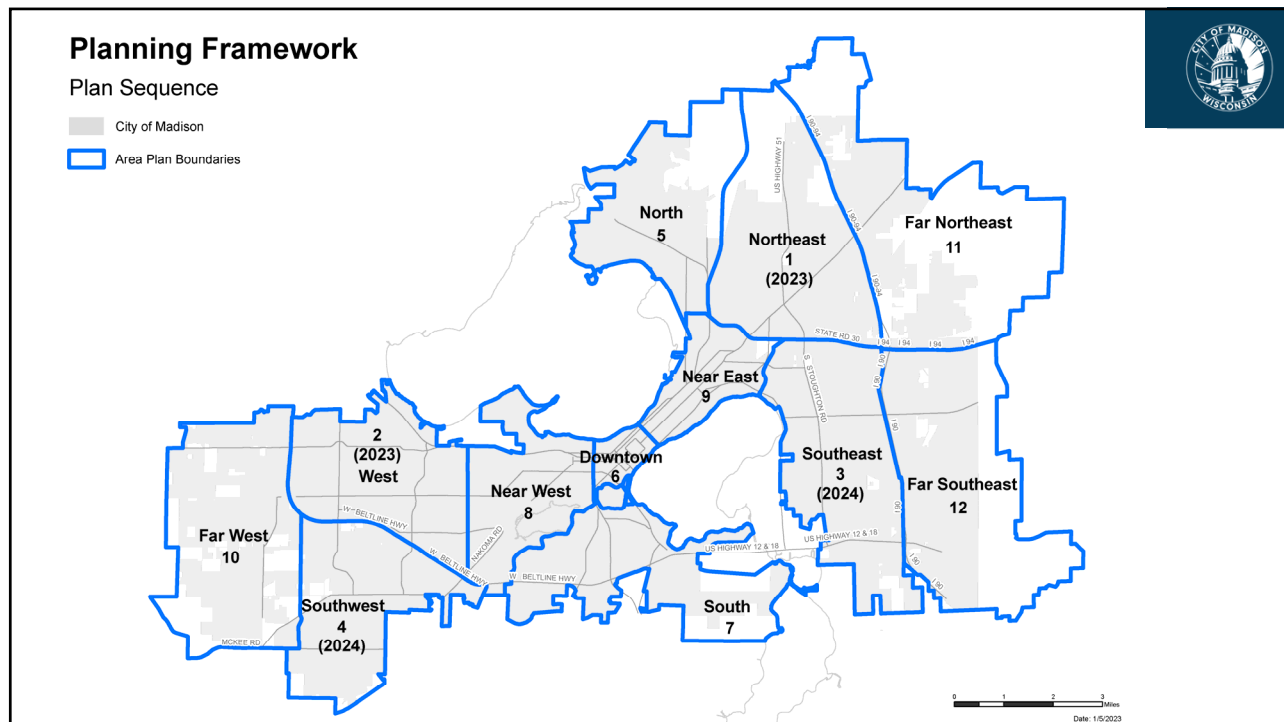


- 5-year interim update to the Comprehensive Plan – focus on minor revisions
- Biggest update is to GFLU map to reflect 17 new plans or amendments adopted between 2018-2023.
- Limited text edits:
 - Most in Growth Framework section.
 - Update growth projection (+70,000 pop 2015-2040 → +115,000 pop 2020-2050).
 - Add seventh element for Health & Safety – text already drafted and approved.
- Don't anticipate any edits to the Goals, Strategies, & Actions in original six elements
- Update most maps in the Plan but not reference maps in appendix.

Summary of Revisions



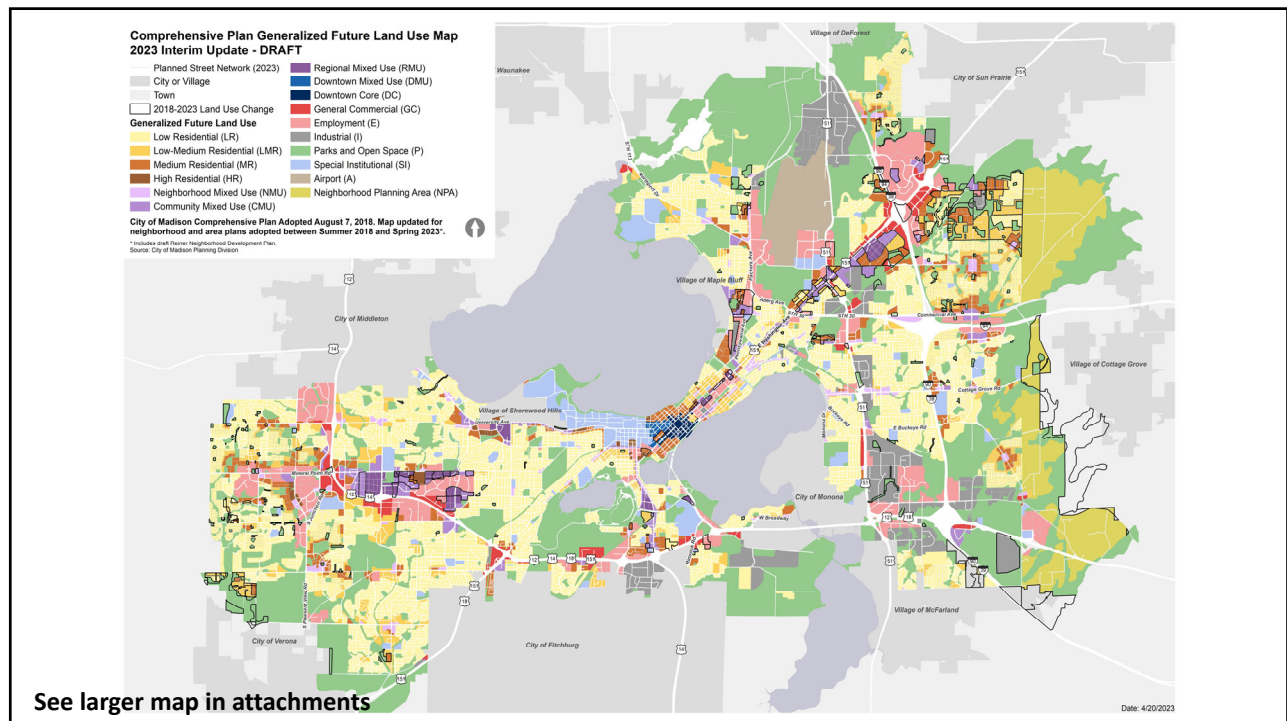
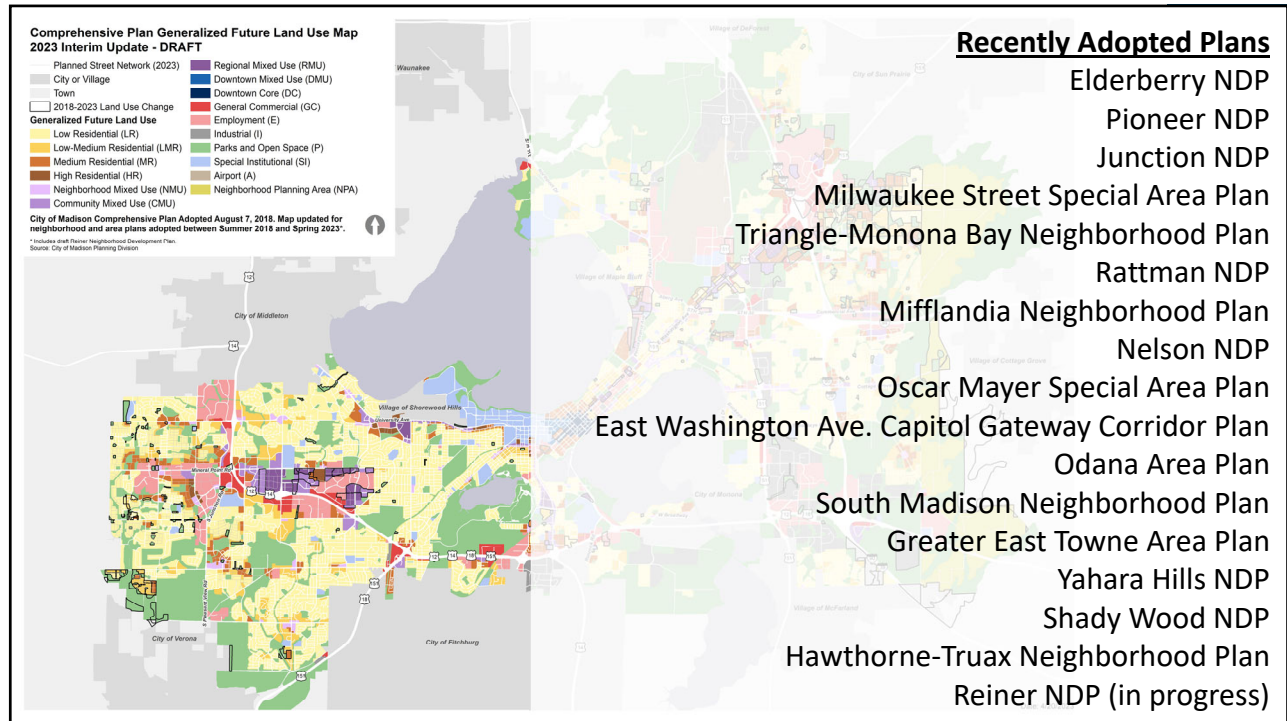
- Revisions to the GFLU Map
 1. Staff-recommended revisions related to recently adopted plans/policies
 2. Staff-recommended changes not related to plans/policies (non-administrative revisions)
 3. Review proposed GFLU amendments from the public
- Text Revisions
 1. Staff-recommended text revisions
 - Add Health & Safety element, update most maps, minor corrections, etc.
 2. Staff-recommended text revisions that are non-administrative
 3. Other potential non-administrative text revisions staff would like guidance on



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



Draft 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.

Public Participation



Public participation methods:

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

Timeline



Date	Action
April 24	Plan Commission discussion
May 16	Council resolution authorizing work, approving Public Participation Plan
May 22	Plan Commission recommendation to Council
June 6	Council adopts resolution authorizing work
June 7	Post revised draft GFLU Map (includes staff-recommended changes) Post staff-recommended text edits, Call for proposals to revise GFLU map
August 6	Deadline for GFLU edit proposals
August 31	Staff analysis of requested GFLU edits posted to website
September 7, 18	Plan Commission discussion(s)
October 17	Council introduction of amended plan
October 30	Plan Commission public hearing
November 7	Council reviews/adopts ordinance amending Comprehensive Plan

Discussion Questions



1. Do you have any guidance regarding recommended edits to the GFLU map and plan text, especially with regard to non-administrative edits?
2. Are there any changes you recommend to the list of GFLU criteria that will be used to evaluate GFLU map amendment requests from the public?
3. Do you have any comments on the draft Public Participation Plan?

Comprehensive Plan Interim Update (2023)

Draft Public Participation Plan

Revised: April 19, 2023

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 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.

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 into 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 those who sign up.
 - The email list from Imagine Madison, 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 both large and small 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.

2023 Comprehensive Plan Interim Update

Draft Process Timeline

Updated April 20, 2023

Date	Action
January 13	Planning Division staff meeting: Outline proposed process
April 13	Mayor's Planning Team: Outline proposed process
April 24	Plan Commission – initial discussion and feedback/direction on process
May 16	Common Council - introduce resolution authorizing Interim Update and public participation plan , refer to Plan Commission
May 22	Plan Commission formal review of resolution, recommendation to Council
June 6	Common Council adopts authorizing resolution
June 7	Release call for proposed Generalized Future Land Use (GFLU) map edits with an application form (include draft GFLU map with staff-recommended changes)
August 6	Deadline for GFLU edit proposals
August 9	Post GFLU edit proposals on project website
August 31	Post staff written response/recommendation for all GFLU map proposals on project website; post staff recommended edits to non-GFLU sections of the Comprehensive Plan
September 7	Special Plan Commission meeting: review GFLU proposals and provide direction to staff
September 18	Continued Plan Commission discussion of GFLU proposals (if needed)
September 19	Class 1 notice to WSJ – publish 30 days (or more) prior to public hearing
Mid-September – Early October	Staff drafts final amendment based on PC feedback (including corresponding changes to sub-area plans if needed)
October 17	Introduce Comprehensive Plan amendment ordinance at Common Council, refer to Plan Commission for public hearing
October 30	Plan Commission public hearing , recommendation on ordinance to Common Council
November 7	Common Council ordinance review/adoption

Items in **green** are work products

Items in **red** are related to public hearing

**Comprehensive Plan Generalized Future Land Use Map
2023 Interim Update - DRAFT**

Planned Street Network (2023)

City or Village

Town

2018-2023 Land Use Change

Generalized Future Land Use

Low Residential (LR)

Low-Medium Residential (LMR)

Medium Residential (MR)

High Residential (HR)

Neighborhood Mixed Use (NMU)

Community Mixed Use (CMU)

Regional Mixed Use (RMU)

Downtown Mixed Use (DMU)

Downtown Core (DC)

General Commercial (GC)

Employment (E)

Industrial (I)

Parks and Open Space (P)

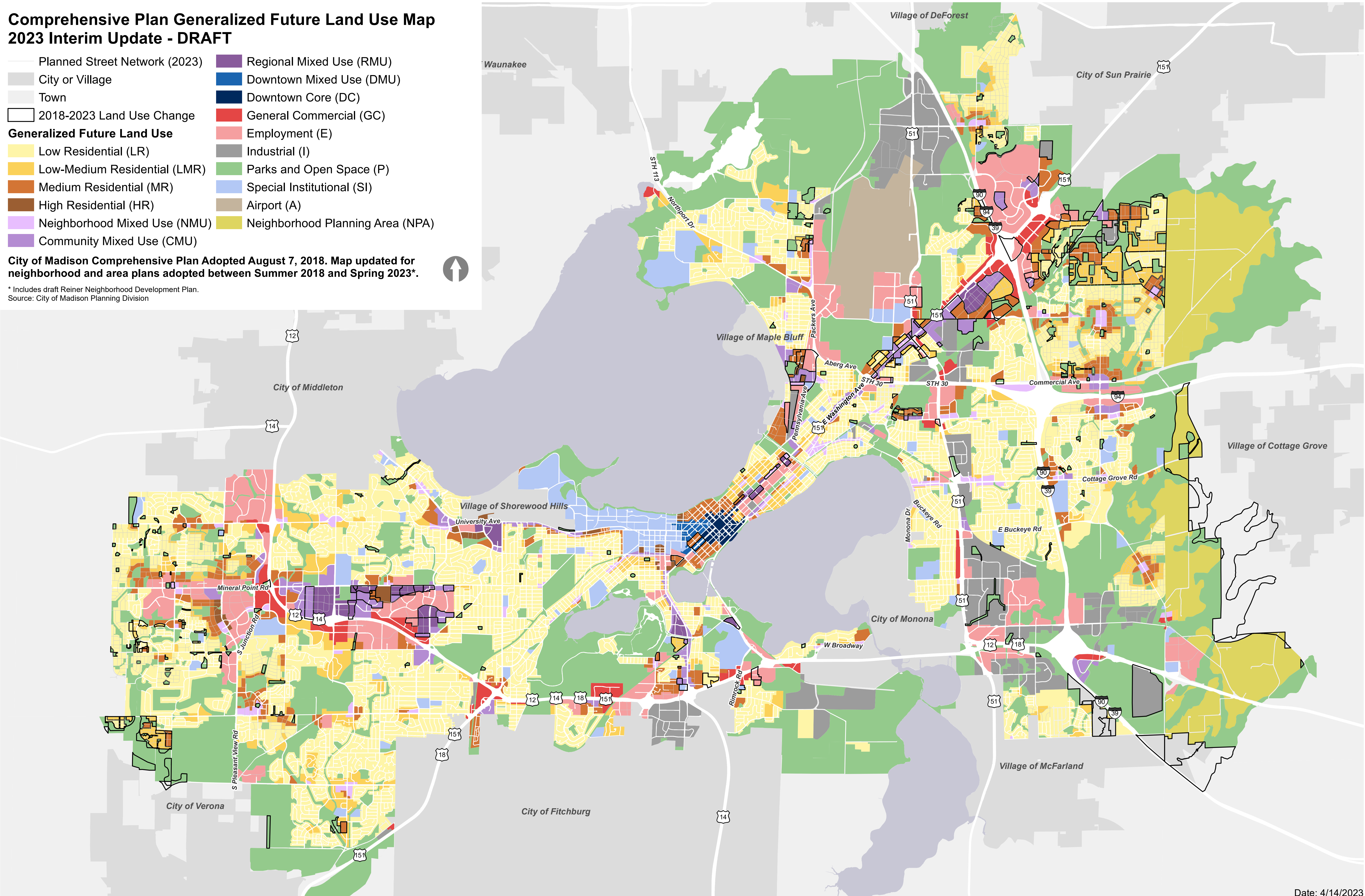
Special Institutional (SI)

Airport (A)

Neighborhood Planning Area (NPA)

City of Madison Comprehensive Plan Adopted August 7, 2018. Map updated for neighborhood and area plans adopted between Summer 2018 and Spring 2023*.

* Includes draft Reiner Neighborhood Development Plan.
Source: City of Madison Planning Division



Adopted or In-Progress Plans Since 2018

2018-2023 Adopted or In-Progress Plans

Planned Street Network (2023)

City or Village

Town

Regional Mixed Use (RMU)

Downtown Mixed Use (DMU)

Downtown Core (DC)

General Commercial (GC)

Employment (E)

Industrial (I)

Parks and Open Space (P)

Special Institutional (SI)

Airport (A)

Neighborhood Planning Area (NPA)

Generalized Future Land Use*

Low Residential (LR)

Low-Medium Residential (LMR)

Medium Residential (MR)

High Residential (HR)

Neighborhood Mixed Use (NMU)

Community Mixed Use (CMU)

* For detailed plans and boundaries visit the Plans page; for a detailed Generalized Future Land Use map visit the interactive GFLU map page.
Note: This map includes GFLU edits from adopted 2018-2023 plans and the Reiner Neighborhood Development Plan.
Source: City of Madison Planning Division
April 18, 2023

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Miles

