

# Northeast Area Plan & West Area Plan-Related Comprehensive Plan Amendments

1. Update amendment dates and Plan Adoption and Amendment History (Comprehensive Plan cover and pages i and ii).
2. Revise Generalized Future Land Use (GFLU) Map to reflect Northeast and West Area GFLU Maps; note that Map Note #16 in the West Area would remain (Comprehensive Plan page 18).
3. Revise Peripheral Planning Area Map to reflect archiving of the Hanson Road and East Towne-Burke Heights Neighborhood Development Plans (Comprehensive Plan page 28).
4. Revise Bicycle Facilities Map to reflect Northeast and West Area Shared-Use Path & Bicycle Network Maps (Comprehensive Plan page 43)
5. Revise Sub-Area Plans Map to reflect adoption of Northeast and West Area Plans and archiving of the Hawthorne-Truax Neighborhood Plan, Greater East Towne Area Plan, Hanson Road Neighborhood Development Plan, Ridgewood East Central Development Plan, Carpenter-Hawthorne-Ridgeway-Sycamore-Truax Neighborhood Plan, East Towne-Burke Heights Neighborhood Development Plan, Spring Harbor Neighborhood Plan, Southwest Neighborhood Plan\*, Midvale Heights/Westmorland Joint Neighborhood Plan\*, Hoyt Park Area Neighborhood Plan\*, University Hill Farms Neighborhood Plan, Odana Area Plan (\*denotes that only the portion underlying the West Area will be archived; Comprehensive Plan page 47)
6. Revise Appendix B, Sub-Area Plans and the Comprehensive Plan, as shown on the following pages (with redlined and clean versions) to:
  - a. Add a subsection on Area Plans and list the Northeast and West Area Plans, remove archived plans as listed in #3 above from the lists of Adopted Sub-Area Plans.
  - b. Reflect the plan archiving procedure in the Planning Framework resolution passed by the City Council on August 2, 2022 (Legistar #71147), which was further refined and detailed through the Northeast and West Area Plans.

## SUB-AREA PLANS AND THE COMPREHENSIVE PLAN

### Relationship Between the Comprehensive Plan and Sub-Area Plans

~~This Plan includes a Generalized Future Land Use (GFLU) Map which makes general land use recommendations. The land use categories mapped included in this Plan's Generalized Future Land Use (GFLU) Map are broad and applied to relatively large geographic areas. Each land use category encompasses a range of potential land uses, development intensities, and building forms which establish the characteristics recommended within a given area. The land use and design recommendations within area, neighborhood, neighborhood development, or special area plans may assign more specific uses, intensities, or forms to particular locations. Such plans should be consistent with, and fit within, the broad Comprehensive Plan future land use categories. There is considerable variation in the level of detail in different neighborhood or special area plans. Despite this, it is intended that all neighborhood and special area plans include land use and design recommendations that are specific enough to provide meaningful guidance to developers, neighborhoods, City agencies, policy makers, and others involved in the initiation or review of development projects.~~

~~In 2022 Additionally, the City adopted a planning framework with 12 Area Plans in August 2022 to simplify planning and make it more equitable. Area Plans adopted under the framework, starting with the Northeast and West Area Plans adopted in 2024, are drafted to be consistent with the Comprehensive Plan. With Area Plans using the same GFLU categories as the Comprehensive Plan, the Comprehensive Plan should be amended to reflect Area Plan GFLU maps. Similarly, the Comprehensive Plan should be amended to be consistent with Area Plan Bicycle Facilities mapping and to update maps to show newly adopted area plans and archived sub-area plans (see Sub-Area Plan Archiving at the end of this section).~~

~~In a community the size of Madison, the Comprehensive Plan can sometimes be too general to provide fine-grained levels of guidance on design considerations that tend to be site-specific. At the same time, the State-mandated comprehensive planning process is too cumbersome to allow for continuous updates to this Plan. Sub-area plans should be adopted as "a supplement to the Comprehensive Plan" to reflect their function and status in providing more detailed planning recommendations than are often needed to effectively implement the Plan. This Plan provides a long-term, broad, generalized policy framework for land use, growth, and large-scale investment priorities for the City. Sub-area plans provide more detailed recommendations for a specific geographic area. This Plan should be modified if a sub-area plan makes recommendations for a given area that is inconsistent with this Plan.~~

### Consistency Between Sub-Area Plans and the Comprehensive Plan

The Generalized Future Land Use (GFLU) Map in this Plan is generally consistent with land use recommendations in City-adopted sub-area plans, considering the differences in scale and specificity between the types of plans. Considerable flexibility is provided within the land use categories mapped in this Plan. ~~Future sub-Area Plans, unless they specifically recommend edits to this Plan, should will work within use~~ Comprehensive Plan land use GFLU categories ~~to establish more detailed and precise land use and design recommendations. The Comprehensive Plan should be amended concurrent with adoption of Area Plans to maintain GFLU Map consistency between Area Plans and this Plan.~~

The generalized nature of the GFLU Map means that boundaries between land uses are not meant to be exact. Similarly, because future land use is not mapped on a parcel-by-parcel basis, some small inconsistencies between existing development and planned future land uses may be present, such as a small apartment building in the midst of a Low Residential area. It is not the intent of this Plan that such areas must always be brought into compliance with the GFLU Map. Please see additional discussion about the GFLU Map and land use categories starting on page 17 of the Growth Framework chapter.

This Plan and sub-area plans may have small differences in the mapped boundaries between areas recommended for different land uses without necessarily making the plans inconsistent or requiring an amendment to either plan. These differences are inherent in plans that differ significantly in scale, particularly when this Plan's GFLU categories have considerable scope.

~~If an inconsistency is identified between this Plan and a reasonably contemporary sub-area plan, substantial weight should be given to the sub-area plan. Additionally, either the sub-area plan or this Plan should be amended to eliminate the inconsistency. In cases where a sub-area plan is determined by the Plan Commission or Common Council to be inconsistent with this Plan, either the sub-area plan should be revised to be consistent, or an amendment to this Plan should be adopted to remedy the conflict. Because amending this Plan is a substantial undertaking, the City may not immediately amend this Plan to reflect sub-area plans that have been newly adopted (or amended) as a supplement to this Plan. Instead, it may aggregate GFLU amendments and other edits recommended by sub-area plans into a single, larger update. The City will still review proposals with respect to their compliance with sub-area plans that have been adopted as a supplement to this Plan even if such an update to this Plan has not yet been adopted.~~

### Adopted Sub-Area Plans

Over the years, the City of Madison has adopted numerous sub-area plans. These include neighborhood development plans (NDPs) for peripheral areas, neighborhood plans for already-developed areas, and other special area plans for corridors or small areas. With the adoption of the West and Northeast Area Plans in September 2024 the City is shifting to a framework that creates fewer plans that are updated more frequently for larger areas. As they are adopted, the 12 Area Plans will take the place of previously adopted NDPs, Neighborhood Plans, and many other plans. No further additional NDPs or Neighborhood Plans will be created, and other planning efforts would be limited to special circumstances, like the closure of a major employer.

There are some instances where an Area Plan has not yet been adopted and sub-area plans overlap. Where this occurs, the more recently adopted plan should govern unless otherwise specified within the plan or within a plan amendment. Adopted plans are listed below by category, with dates reflecting the original adoption of the plans and subsequent amendments.

### Neighborhood Development Plans

The City has ~~adopted 2018~~ neighborhood development plans (NDPs) ~~as of December 2023~~. These plans cover lands on the City's edge. Some of these NDPs, like Blackhawk, have experienced significant development over time, while others, such as Pumpkin Hollow, have seen little or no development. The intent of NDPs is to provide a detailed plan that addresses land use, transportation, utilities, and services. These plans often include large areas of undeveloped rural land. It is expected that over time new development will be constructed within ~~approved~~ NDP boundaries. However, some areas will potentially remain in rural/agricultural use for the foreseeable future. An alphabetical list of NDPs is shown below (see the Peripheral Planning Areas map on page 28 for NDP boundaries):

- Blackhawk (1994, 2006)
- Cottage Grove (1992, 2006)
- Cross Country (1993, 1998)
- ~~East Towne Burke Heights (1987)~~
- Elderberry (2002, 2018)
- Felland (2002)
- ~~Hanson Road (2000)~~
- High Point-Raymond (1997 2001, 2005, 2006, 2017)
- Junction (1990, 1992, 2015, 2018)
- Marsh Road (1999)
- Midtown (1999, 2001, 2004)
- Nelson (1992, 1993, 1999, 2001, 2005, 2009, 2017, 2019)
- Northeast Neighborhoods (2009)
- Pioneer (2004, 2013, 2018)
- Pumpkin Hollow (2008)
- Rattman (1992, 1995, 1997, 2000, 2019)
- Reiner (2023)
- Shady Wood (2009, 2023)
- Sprecher (1998, 1999, 2001, 2005)
- Yahara Hills (2017, 2022)

### Neighborhood Plans

Neighborhood ~~p~~Plans are adopted for areas that have already been built out. They are frequently undertaken for areas that are either experiencing substantial redevelopment interest and/or have various challenges to neighborhood stability. Neighborhood ~~P~~Plans generally address such things as land use, urban design, economic development, transportation, parks, and community health and wellness. An alphabetical list of ~~n~~Neighborhood ~~p~~Plans is shown below:

- Allied-Dunn's Marsh (1990)
- Allied-Dunn's Marsh-Belmar (2005)
- Arbor Hills-Leopold (2013)
- Bassett Neighborhood Master Plan (1997)
- Bay Creek (1991)
- Brittingham-Vilas (1989)
- Brentwood Village-Packers-Sherman Village (1996)
- Broadway-Simpson-Waunona (1986)
- ~~Carpenter Hawthorne Ridgeway Sycamore Truax (2001)~~
- Darbo-Worthington-Starkweather (2017)
- Emerson East-Eken Park (1998)
- Emerson-East-Eken Park-Yahara (2016)
- First Settlement Neighborhood Master Plan (1995)
- Greenbush (2008)

- Greenbush-Vilas Neighborhood Housing Revitalization (2010)
- ~~Hawthorne Truax (2023)~~
- Hiestad (2006)
- Hoyt Park Area (2014)\*
- Marquette Neighborhood Center Master Plan (2000)
- Marquette-Schenk-Atwood (1994)
- Midvale Heights-Westmorland Joint Neighborhood (2009)\*
- Mifflandia (2019)
- Northport-Warner Park-Sherman (2009)
- Royster Clark Redevelopment - BUILD (2009)
- Regent Street South Campus (2008)
- ~~Ridgewood East Central Development (2002)~~
- Schenk-Atwood-Starkweather-Worthington Park (2000)
- South Madison (2005, 2022)
- Southwest (2008)\*
- ~~Spring Harbor (2006)~~
- Tenney-Lapham (2008, 2014)
- Triangle Monona Bay (2019)
- ~~University Hill Farms (2016)~~

\* Only the portion of this planning area that does not overlap with an Area Plan is in effect. See the list below for adopted Area Plans and the map on page 47.

### **Area Plans**

~~The City Common Council adopted a planning framework in August 2022 with 12 Area Plans to simplify planning, and make it more equitable, and to ensure all areas of the city have a current plan in place. The city was split into 12 discreet areas so all areas of the city would have an Area Plan in place to help guide development. Area Plans will be updated every decade and are will be expected to be the primary method of updating this Plan's GFLU Map. The anticipated sequence for undertaking the 12 planning areas are Area Plans is listed below. Area Plans that have been established adopted s with have their year of adoption listed have an adopted plan:~~

- ~~1. Northeast (2024)~~
- ~~2. West (2024)~~
- ~~3. Southeast~~
- ~~4. Southwest~~
- ~~5. North~~
- ~~6. Downtown~~
- ~~7. South~~
- ~~8. Near West~~
- ~~9. Near East~~
- ~~10. Far West~~
- ~~11. Far Northeast~~
- ~~12. Far Southeast~~

### **Other Plans**

- Central Park (2011)
- Cherokee Special Area (2007)
- Cottage Grove Road Activity Centers (2017)
- Downtown Plan (2012)
- East Rail Corridor (2004)
- East Washington Gateway Revitalization - BUILD (2004)
- East Washington Avenue Capitol Gateway Corridor (2008, 2016, 2020, 2021)
- East Washington Old East Side Master Plan - BUILD (2000)
- ~~Greater East Towne Area Plan (2022)~~
- Lamp House Block (2014)
- Milwaukee Street Special Area Plan (2018)
- Monroe Street Commercial District (2007)
- ~~Odana Area Plan (2021)~~
- Oscar Mayer Special Area Plan (2020)
- Park Street Urban Design Guidelines (2004)
- Schenk-Atwood Neighborhood Business District Master Plan (2001)
- South Capitol Transit Oriented Development District (2014)

- Stoughton Road Revitalization (2008)
- University Avenue Corridor (2014)
- Williamson Street - BUILD (2005)
- Wingra Creek Market Study and Redevelopment - BUILD (2006)

Additionally, the City has adopted a campus master plans prepared by ~~Edgewood College and~~ the University of Wisconsin-Madison ~~prepared~~ under the City's Campus-Institutional zoning district.

### **Sub-Area Plan Retirement Archiving**

~~Many areas of the city are subject to recommendations from a number of plans. In some cases, these plans were adopted more than 20 years ago. Prior to the City's adoption of a planning framework in 2022, the City lacked a system for reviewing and archiving previously adopted sub-area plans. The City has dozens of sub-area plans, some of which date back to the 1980s. In many cases, multiple sub-area plans overlap in the same geographic area, which can result in and may have differing recommendations for the same area or will have recommendations inconsistent with this Plan, current City policy, or current conditions. Other recommendations have either been implemented or are for things the City has little influence over. As part of the Area Plan processes staff the City will review underlying plans for recommendations and actions that are still relevant given current City policy and the scope of Area Plans defined by Council. Those recommendations and actions will be absorbed into the Area Plan. As part of the adoption process, staff will list underlying plans for the Plan Commission and Common Council to will consider archiving underlying plans. Archived plans are previously adopted plans that generally address the same area as more recently adopted Area Plans. Archived plans are no longer used to guide development proposals, infrastructure investment, or other City actions. They are made available as historical resources, but no longer influence the City's planning and decision-making processes.~~ There is currently no process for retiring adopted city plans. This leads to some instances where staff must compare proposed projects to plans that have recommendations that have already been implemented or are out of step with more recently adopted policies and plans. The lack of a plan retirement process also leads to circumstances where there can be two, three, or four overlapping plans for the same area, leading to confusion by staff, policymakers, developers, and residents as to what plan recommendations govern. As the city continues to grow and change, plans that have largely been implemented, have been superseded by a more recently adopted plan for the same area, or no longer reflect current priorities, as determined by this Plan, the Plan Commission, and City Council, should be retired. While the age of a plan does tend to play a role, how much of the plan has been implemented and whether the plan reflects current city priorities are also factors, meaning that a broad-brush approach that retires plans due to some arbitrary age limit is inadequate. Some older plans still reflect the general priorities contained in this Plan and play an important role in establishing detailed recommendations for specific areas that may still be developed or redeveloped.

This Plan recommends that the Planning Division and Plan Commission establish a procedure to periodically review plans to determine whether they should be retired. Stakeholders of areas covered by the plan will be engaged in the review and determination of whether the plan should be retired. General considerations for review may include, but are not limited to:

1. Whether a plan has been implemented.
2. Whether a more recent plan has been adopted for the same area or a similar area.
3. The age of the plan.

### **Overlapping Sub-Area Plans**

There are some instances where sub-area plans overlap. Where this occurs, the more recently adopted plan should govern unless otherwise specified within the plan or within a plan amendment. To avoid confusion and streamline review of proposed projects, plans developed after adoption of this Comprehensive Plan should include an analysis of previously adopted sub-area plans that are still in effect for any part of the planning area. This should be followed by a statement about how the new plan does, or does not, impact the previously adopted plans. If the new sub-area plan largely replaces previous planning efforts for a given area, retirement of the previous plans for the area should be considered at the time the new plan is adopted.

## SUB-AREA PLANS AND THE COMPREHENSIVE PLAN

### **Relationship Between the Comprehensive Plan and Sub-Area Plans**

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This Plan and sub-area plans may have small differences in the mapped boundaries between areas recommended for different land uses without necessarily making the plans inconsistent or requiring an amendment to either plan. These differences are inherent in plans that differ significantly in scale, particularly when this Plan's GFLU categories have considerable scope.

### **Adopted Sub-Area Plans**

Over the years, the City of Madison has adopted numerous sub-area plans. These include neighborhood development plans (NDPs) for peripheral areas, neighborhood plans for already-developed areas, and other special area plans for corridors or small areas. With the adoption of the West and Northeast Area Plans in September 2024 the City is shifting to a framework that creates fewer plans that are updated more frequently. As they are adopted, the 12 Area Plans will take the place of previously adopted NDPs, neighborhood plans, and other plans. No additional NDPs or neighborhood plans will be created, and other planning efforts would be limited to special circumstances.

There are some instances where an Area Plan has not yet been adopted and sub-area plans overlap. Where this occurs, the more recently adopted plan should govern unless otherwise specified within the plan or within a plan amendment. Adopted plans are listed below by category, with dates reflecting the original adoption of the plans and subsequent amendments.

#### **Neighborhood Development Plans**

The City has 18 neighborhood development plans (NDPs). These plans cover lands on the City's edge. Some of these NDPs, like Blackhawk, have experienced significant development over time, while others, such as Pumpkin Hollow, have seen little or no development. The intent of NDPs is to provide a detailed plan that addresses land use, transportation, utilities, and services. These plans often include large areas of undeveloped rural land. It is expected that over time new development will be constructed within NDP boundaries. However, some areas will potentially remain in rural/agricultural use for the foreseeable future. An alphabetical list of NDPs is shown below (see the Peripheral Planning Areas map on page 28 for NDP boundaries):

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- Felland (2002)
- High Point-Raymond (1997 2001, 2005, 2006, 2017)
- Junction (1990, 1992, 2015, 2018)

- Marsh Road (1999)
- Midtown (1999, 2001, 2004)
- Nelson (1992, 1993, 1999, 2001, 2005, 2009, 2017, 2019)
- Northeast Neighborhoods (2009)
- Pioneer (2004, 2013, 2018)
- Pumpkin Hollow (2008)
- Rattman (1992, 1995, 1997, 2000, 2019)
- Reiner (2023)
- Shady Wood (2009, 2023)
- Sprecher (1998, 1999, 2001, 2005)
- Yahara Hills (2017, 2022)

### **Neighborhood Plans**

Neighborhood plans are adopted for areas that have already been built out. They are frequently undertaken for areas that are either experiencing substantial redevelopment interest and/or have various challenges to neighborhood stability. Neighborhood plans generally address such things as land use, urban design, economic development, transportation, parks, and community health and wellness. An alphabetical list of neighborhood plans is shown below:

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\* Only the portion of this planning area that does not overlap with an Area Plan is in effect. See the list below for adopted Area Plans and the map on page 47.

### **Area Plans**

The Common Council adopted a planning framework in 2022 with 12 Area Plans to simplify planning, make it more equitable, and to ensure all areas of the city have a current plan in place. Area Plans will be the primary method of updating this Plan’s GFLU Map. The anticipated sequence for undertaking the 12 Area Plans is listed below. Area Plans that have been adopted have their year of adoption listed:

1. Northeast (2024)
2. West (2024)
3. Southeast
4. Southwest
5. North
6. Downtown

7. South
8. Near West
9. Near East
10. Far West
11. Far Northeast
12. Far Southeast

### **Other Plans**

- Central Park (2011)
- Cherokee Special Area (2007)
- Cottage Grove Road Activity Centers (2017)
- Downtown Plan (2012)
- East Rail Corridor (2004)
- East Washington Gateway Revitalization - BUILD (2004)
- East Washington Avenue Capitol Gateway Corridor (2008, 2016, 2020, 2021)
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- Lamp House Block (2014)
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Additionally, the City has adopted a campus master plan prepared by the University of Wisconsin-Madison under the City's Campus-Institutional zoning district.

### **Sub-Area Plan Archiving**

Prior to the City's adoption of a planning framework in 2022, the City lacked a system for reviewing and archiving previously adopted sub-area plans. The City has dozens of sub-area plans, some of which date back to the 1980s. In many cases, multiple sub-area plans overlap the same geographic area, which can result in differing recommendations for the same area or recommendations inconsistent with this Plan, current City policy, or current conditions. Other recommendations have either been implemented or are for things the City has little influence over. As part of the Area Plan processes the City will review underlying plans for recommendations that are still relevant given current City policy and the scope of Area Plans. Those recommendations will be absorbed into the Area Plan. As part of the Area Plan adoption process, the Plan Commission and Common Council will consider archiving underlying plans. Archived plans are previously adopted plans that generally address the same area as more recently adopted Area Plans. Archived plans are no longer used to guide development proposals, infrastructure investment, or other City actions. They are made available as historical resources, but no longer influence the City's planning and decision-making processes.