

# City of Madison Planning Division 2018 Annual Report





# Letter from Heather

2018 marked the adoption of the City's Comprehensive Plan. With many hours of work by the Plan Commission, we completed this two-year process with engagement by a broad representation of Madison residents. We also completed the Milwaukee Street Special Area Plan to help unlock development opportunities in this east side neighborhood well-served by transit, the Oscar Mayer Strategic Assessment to provide a framework for redevelopment of the vacant industrial property and its surroundings, and updates to our Elderberry, Pioneer, and Junction Neighborhood Development Plans on the fast-growing far west side.

With 2,543 housing units or lots approved in 2018, Madison continues to grow both out and up. Citywide, 725,965 sf of commercial and office space, and a record 698 hotel rooms were approved. As we come out of this particularly cold winter, we expect to see a lot of construction activity and continued carefully thought-out changes to the built environment, shaped in part by our hard-working commissions.

The Planning Division worked to provide meaningful engagement opportunities for Madison residents to understand and help shape city processes, including supporting a successful Mayor's Neighborhood Conference and administering neighborhood grants. Public art projects and programs supported by the Planning Division and Madison Arts Commission in 2018 are fostering strong connections between people and places across the city. Meanwhile, we continued efforts to strengthen relationships with regional partners such as UW Madison, Dane County, and area municipalities and school districts.

Looking forward, we will complete on-going planning initiatives in 2019 including the Triangle Monona Bay Neighborhood Plan, Mifflin West Washington Subarea Plan, Rattman and Nelson Neighborhood Development Plans, Oscar Mayer Subarea Plan, and the citywide Historic Preservation Plan. We'll also initiate a plan for South Madison to include the Town of Madison properties joining the City in 2022, and begin laying the groundwork to transform underutilized commercial areas around regional malls into more complete neighborhoods. Importantly, we will strive in all of our planning efforts for inclusive and equitable development as we find ways to accommodate growth through high-quality housing choices affordable to a wide range of households, increased employment opportunities, neighborhood amenities, and convenient and sustainable transportation options.

As Planning Division staff, we are grateful for the on-going service of our thoughtful and dedicated commissioners, and we look forward to the coming year.



Heather Steiner



# Public Engagement Summary



## Meetings:

Plan creation: 106

Development review  
neighborhood meetings: 35

Meetings staffed: 102  
*(PC, UDC, Landmarks, etc.)*



## Project email lists

2,169 total recipients  
33 messages



## 23,786 website visits



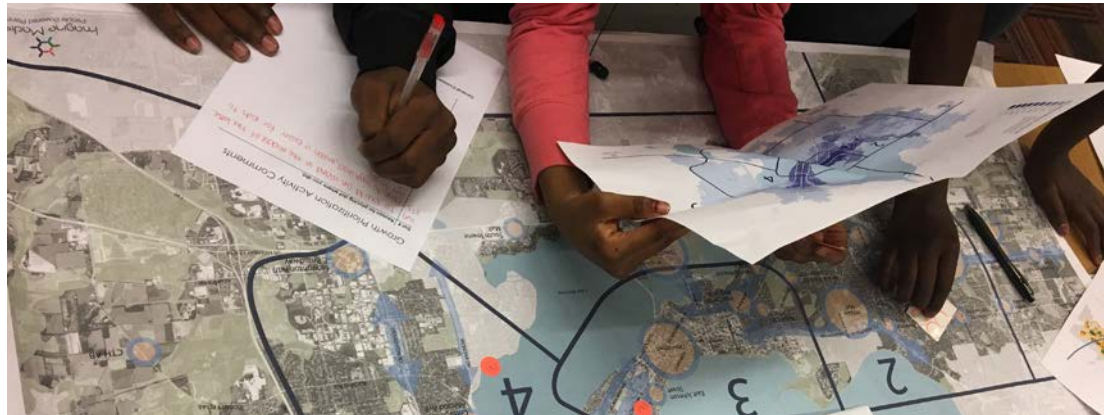
## 18,164 postcards sent

Public engagement is a foundational aspect of what we do in the Planning Division. From public open houses with 100+ attendees, to small presentations to neighborhood associations, to public hearings with the Plan Commission and Common Council, engaging residents, business owners and other stakeholders to understand their perspective leads to better plans and projects.

As we venture into 2019, we recognize that there is not a single method of public engagement that can effectively reach the entire community. While traditional public meetings will always have a place, they may not reach a cross section of the population. For those who work nights, parents with young children and people who rely on transit, traditional meetings may be out of reach. In recent years, we've begun to successfully incorporate innovative strategies to reach a wider audience: Imagine Madison utilized Resident Panels to gain input from historically underrepresented populations; the Milwaukee Street Special Area Plan held a pop-up open house at the East Transfer Point; Mifflandia leveraged the power of donuts and artists to gain input from college students; a selfie contest help identify historic resources relevant to residents. Our online presence continues to be an important aspect of engagement and communication and we continue to explore how we can better leverage this. Nearly all plans rely on project webpages and email lists to communicate out to the public, several have used online surveys as an effective way of gaining input from a wider audience, and Madison City Channel has live streamed videos of major meetings and helped produce other promotional content. In the future the methods and mediums of engagement may change, but the importance of understanding different perspectives will remain embedded in our work.







During fall 2016, the Planning Division began a complete re-write of the City's Comprehensive Plan. The final product successfully met objectives set at the start of the process to make the Plan concise, prioritized, and user-friendly.

Over the course of 18+ months, staff reached out to the community for guidance and had individual contacts with over 15,000 people to gain insight on their priorities, visions, and ideas for a future Madison. The Plan reflects the primary issues identified through Imagine Madison and reinforces the importance of input from stakeholders representing many of the different communities within the city. The three main methods used to engage residents were community meetings, the project website, and the Resident Panel Program.

The Resident Panels were a significant part of the Public Engagement Plan for Imagine Madison. The initiative was a proactive approach to ensure that Imagine Madison engaged residents who have historically been underrepresented in City planning

**15,000+ people engaged through Imagine Madison** between Fall 2016 and Spring 2018. Select statistics below.

## Website

11,960 unique visitors

## Community Meetings

10 meetings | 371 participants

## Resident Panels

231 participants

## Planning Pop-ins

60 Pop-ins | 1,775 attendees



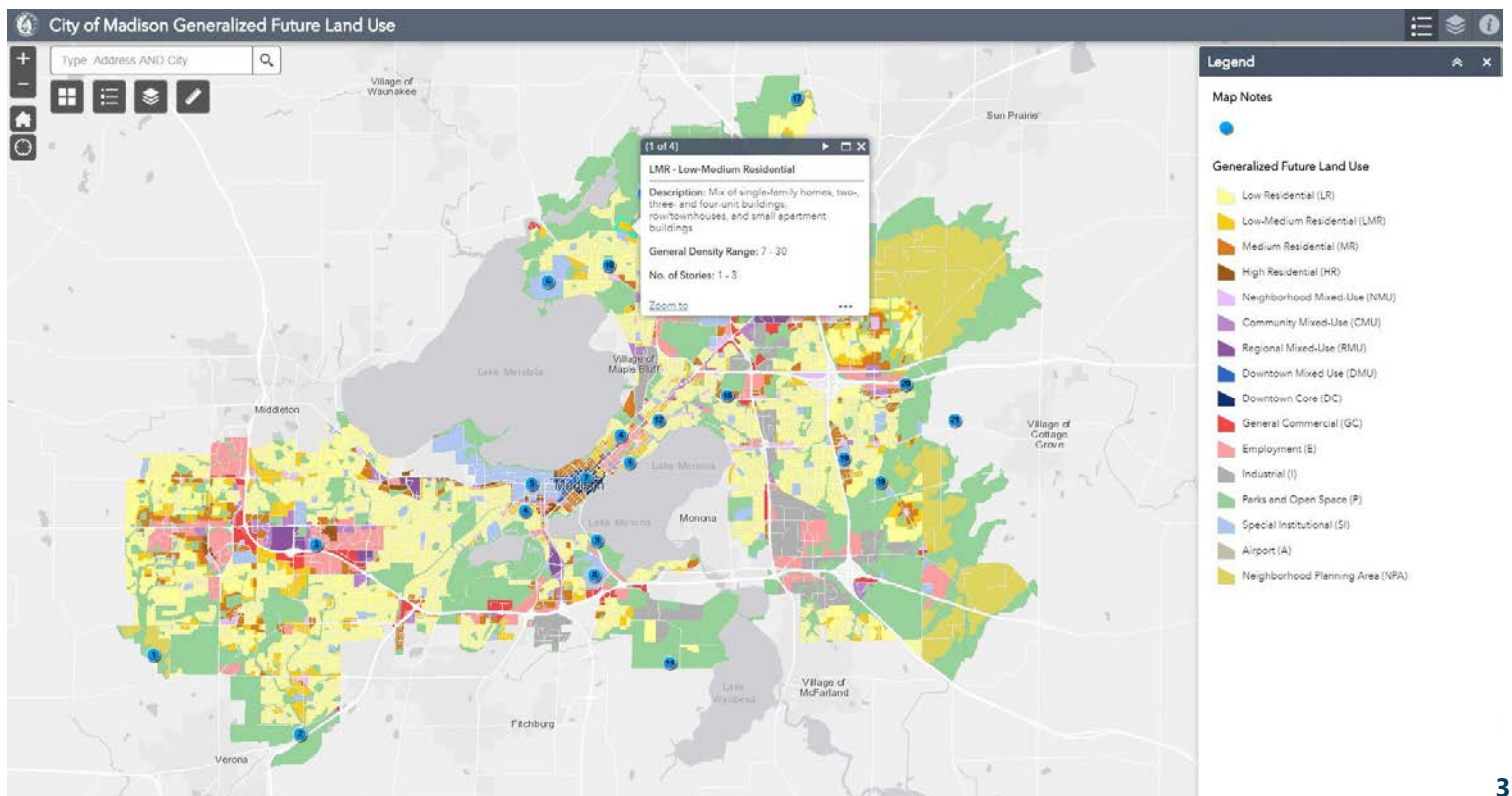
processes. The City partnered with community-based organizations that have connections to Madison's communities of color, lower income residents, and other residents whose voices are often missing from community conversations. Selected community partners convened panels of approximately 10-15 residents to discuss and provide feedback on the topics of the Comprehensive Plan. The City provided funding to remove as many barriers to participation as possible.

The planning process also included significant internal engagement. An inter-agency staff team made up of 23 City staff from seventeen departments provided valuable feedback throughout the entire process.

Several things were done to make the Plan more user-friendly. An online, [interactive version](#) the Generalized Future Land Use (GFLU) Map was created.

The online interface (shown below) allows users to more easily view land use recommendations across the city. Additionally, a [website](#) with an interactive version of the entire Plan was created. It includes direct hyperlinks to related resources on many pages of the Plan. All of the maps within the Plan will also be made interactive in early 2019.

An annual progress update will be prepared to track progress on implementation of the Comprehensive Plan's recommendations. The progress update will highlight projects that advanced the Plan's recommendations, with a focus on improvements that directly relate to feedback received through Imagine Madison. Where feasible, it will use data to measure progress over time. The report will be a resource for preparation of the City's capital and operating budgets.







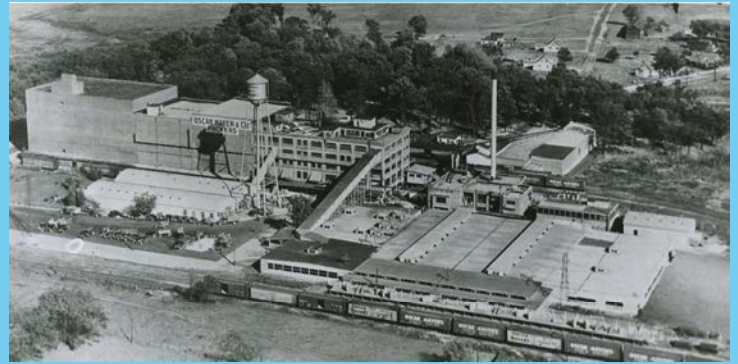


## Oscar Mayer Strategic Assessment

In 2017, Kraft Heinz announced the closing of Oscar Mayer, which at its peak employed 4,000 people on 72 acres. The closing created challenges but also presented significant opportunities to leverage key assets, allowing it to be reinvented as a new hub of Madison's northside.

The Strategic Assessment, the first element of a two-phase planning process, took a "big picture" look at the study area to understand its role within the region and the ways in which redevelopment could most effectively contribute to the well-being of the community. The Mayor and Common Council appointed a 13-member committee which met 10 times to guide the development of the report and public engagement activities.

The Strategic Assessment defined a vision, 10 redevelopment objectives and 15 specific recommendations for the future of the Oscar Mayer Site.



## Plans in Progress

Several plans are in progress and will be featured in future annual reports.

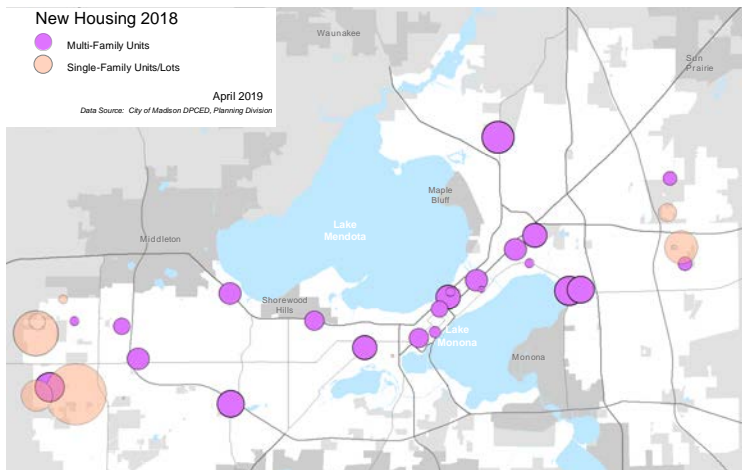
The Triangle Monona Bay Neighborhood Plan is nearing completion of draft land use concepts for CDA and Bayview housing redevelopment, and recommendations for land use, transportation, open space and community services in the area between Park, Regent, W. Washington and the Monona Bay.

As discussed in the 2012 Downtown Plan, a more detailed study of the 400 and 500 block of West Mifflin Street was initiated in the fall of 2018. Mifflandia is using innovative public engagement efforts to reach a broader cross section of the Mifflin Street community to discuss how the neighborhood could change in the future.

The Nelson and Rattman Neighborhood Development Plan updates were also started in 2018. These efforts will update land use and transportation recommendations for certain undeveloped areas on the east side of Madison.



The Development Review and Plan Implementation section had a busy year, reviewing over 200 proposals with the Plan Commission, covering a wide range of residential, commercial, employment, and institutional projects. The City's development review process guides and improves development proposals for the earliest stages to the point building permits are issued. In addition to a similarly busy schedule of design review, the Urban Design Commission welcomed three new Commission members and launched the first edition UDC Policy & Procedure manual. The planning team led a few UDD #8 text edits and started research for future large-scale UDD Design Guidelines updates.



## Residential Approvals

1342 single family lots

1201 multifamily units

## Non-Residential Approvals

725,965 sf total

698 hotel rooms

## Proposals before PC

100 conditional uses or alterations

33 zoning changes

69 plats and CSMs

53 demolitions

### Select Plan Commission Projects:

#### 1720 Monroe Street

5-story, 65-unit building with 16,343 square feet of commercial space



#### 211 North Carroll Street

Drury Plaza Hotel

Repurposed downtown MATC building and construction of a 10 story addition for a 310 -room hotel with 256 structured parking stalls and 12,000 square feet of commercial space.





## Select Urban Design Commission Projects:



Madison College Park Street Campus in UDD #7



Olbrich Gardens Education Center Expansion

## Exact Sciences Campus in UDD #1



## 1314-1326 East Washington Avenue

Valor

5-story, 59-unit building with preference for veterans. Includes 5,000 square feet of commercial space, currently approved for Dryhooch veterans' peer support organization. Partially funded through the Affordable Housing Fund.



## 208 Cottage Grove Road

The Grove

Two 4-story buildings with 112 residential units and 5,125 square feet of commercial space, partially funded through the Affordable Housing Fund.





## Downtown

Madison was highlighted in Planning Magazine's July 2018 issue regarding our recent Downtown Retail Strategies Report. The article was called: Retail Realities: Rebuilding economic resiliency as brick and mortar goes to pieces.

The Madison Night Market, a partnership with Madison's Central BID won a Merit award from the International Downtown Association.

Madison's Utility Box Art Program gives Madison artists the opportunity to transform ordinary objects of urban infrastructure into something fun and unique, enhancing our public spaces. We wrapped 28 boxes throughout the downtown this year.

Madison's new Downtown Visitor Information Booth replaced a 15 year old plywood hut with a new modern booth to encourage a more welcoming, open, and interactive experience. The booth is wrapped with a design by local Graphic Artist Daniella Echeverria.



## Affordable Housing Fund (AHF) Staff Team

In 2018, the City awarded \$6.8 million in AHF and HOME funds to four projects seeking a 2019 award of Low-Income Housing Tax Credits from WHEDA. If all four of these projects are awarded tax credits, it will result in the creation of 310 units of affordable housing and 355 units in total. Also in 2018, four projects were completed and opened for occupancy:

- The Breese (65 units, 55 affordable)
- 8Twenty Park (67 units, 58 affordable)
- Tree Lane Apartments (45 units, all affordable)
- The Royal (48 units, 40 affordable)

Planning assisted the AHF Staff Team to further refine the parameters that informed the Affordable Housing Targeted Area Map. The "Preferred" Areas are largely driven by core transit areas, or areas within a quarter-mile walking distance to a 30 minute/7 day per week bus stop. In 2018, an additional designation of Ineligible Area was added. These areas are prohibitively zoned parcels (those zoned Industrial and the airport) and areas on Madison's fringe that have poor access to transit or other amenities.







Better Together by Flavia Zimbardi / Caetano Calomino / Henrique Nardi



People's Pronouns by Ray Chi



Flamingo Wings by Gabrielle Javier Cerulli



Utility box by Nate Koehler



Souvineers of Trade by Sylvie Rosenthal

## Grants, Events and Public Art

2018 was a busy year for the Arts in Madison. One of the most visible events was the opening celebration of Mural Alley, behind Hawthorne Library and the Madison East Shopping Center. Seven artists worked with local teens on this placemaking effort envisioned through the Darbo Worthington Starkweather Neighborhood Plan.

Madison Arts Commission awarded over \$100,000 in grants to fund works throughout Madison. The Commission continued its Blink temporary art program in 2018 with three grant cycles. One of the art installations was the highly visible and interactive Flamingo Wings by Gabrielle Javier Cerulli, which transformed a blank wall on the Wisconsin State Historical Museum at the top of State Street into a social media-friendly photo backdrop.

This past year also brought a major expansion of the Utility Box Art Program, which transforms ordinary objects of urban infrastructure into something fun and unique, enhancing our public spaces. The program highlights Madison artists by giving them the opportunity to present their artwork publicly.

The Madison Arts Commission also oversaw the selection of public art for Pennsylvania Park on East Johnson between First and Third Streets. The Commission selected "The Peoples Pronouns" by Ray Chi. Still in process of design refinement, the project is anticipated to be completed in 2019 or 2020.

In partnership with the Madison Community Foundation, Madison Parks, Wisconsin Urban Wood, the Madison Arts Commission (MAC) "Phoenix from the Ashes" is an unique effort to reclaim ash trees decimated by the emerald ash borer infestation. This program gave ten artists and artisans \$1,500 grants to demonstrate a variety of ways that our urban canopy can be used as a resource within our city. Felled ash trees are kiln dried, milled and made available to the artists to be transformed into decorative or functional art for a fall 2019 exhibition.

Municipal Restored, the grand reopening of the historic Municipal Building, featured a variety of still, video and performance art featuring works on loan from rotating artists and highlighting work from the permanent collection.



## Historic Districts Ordinance Revisions

The City is revising the ordinance standards for each of its five local historic districts. Currently, each district has its own ordinance requirements for additions, alterations, and new construction. Some of these ordinances are over 40 years old, and have not been modified since they were created. The Landmarks Ordinance Review Committee, Landmarks Commission, Planning Division staff, and a consultant team are leading this effort. In 2018, this effort focused on developing an ordinance framework that is consistent with State statutes and receiving input from stakeholders in each district. The Landmarks Ordinance Review Committee began working with the proposed framework in early 2019 and revisions will be adopted later in the year.



## Historic Preservation Plan

The City is creating its first ever Historic Preservation Plan to identify, celebrate and preserve the places that represent our collective histories. It will provide a framework for future preservation that goes beyond the City's current, primarily regulatory, role. It will recommend strategies to more effectively integrate historic preservation into public policy, explore zoning and land use tools, capitalize on economic development and financial incentives, and encourage heritage tourism. The Historic Preservation Plan Advisory Committee, Planning Division staff, and a consultant team are leading this effort, and in 2018 developed community values, goals and objectives, and draft strategies for prioritization.



## Madison Municipal Building Remodel

After two years in temporary space, the Planning Division returned to a much improved Madison Municipal Building. While the renovation was led by the Engineering Division, planning staff was intimately involved in the design process, ensuring the Landmark building was renovated with a nod to its historic past while greatly enhancing the public experience, meeting and office spaces.

On December 8, 2018, the City celebrated MMB's grand reopening with Municipal Restored, a day-long event showcasing a variety of permanent and temporary art installations and activities.





## Neighborhood Indicators Project

Neighborhood Indicators Project (NIP) was designed by the Planning Division with the support of the University of Wisconsin-Madison's Applied Population Lab. The NIP allows users to follow a neighborhood's wellness over time, and can help users understand changes within Madison neighborhoods.

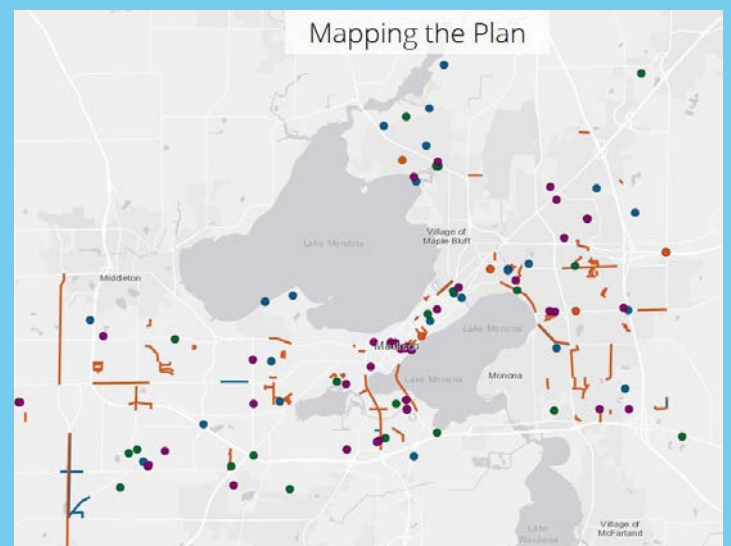
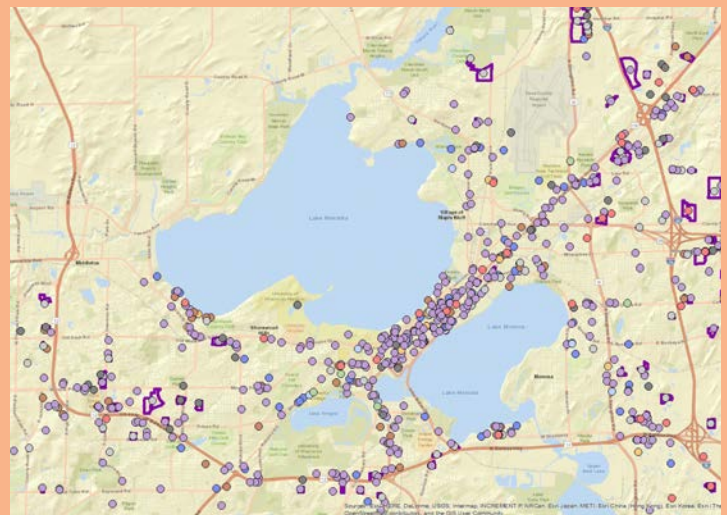
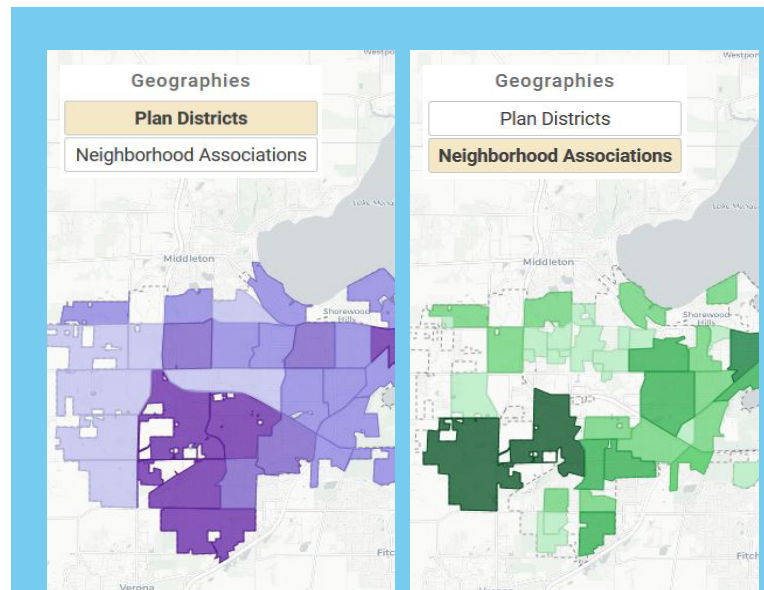
In 2018, the NIP webpage was revamped on a new web-interface and re-launched on August 1st. In 5 months it attracted more than 1,800 users with monthly average of 300 new users. Planning staff provided in-depth training to 25 community members and 40 organizations received a rapid training.

## Spatial database of "pipeline" projects

Planning Division staff have developed a database of all proposed, submitted, approved, and completed development proposals reviewed by the Plan Commission, going back to January 2016. The Planning Division is often called on to provide data regarding development and land use patterns to other City agencies, government entities, and the public. Because of the time from when a land owner or developer first opens discussions with staff to when a completed project is recorded by the City assessor, the City can go years without necessary or useful information about development in Madison that can inform important housing, land use, and transportation decisions. By tracking development proposals through the approval and construction process, the Planning Division is able to provide more robust, up-to-date information to better respond to data requests and planning needs.

## Capital Improvement Plan Mapping

The Planning Division assisted other departments in mapping the 2019 Capital Improvement Plan (CIP). The 5-year CIP funds projects that maintain infrastructure and improve the services the City provides. For the second time, the mapping was implemented through an interactive, online interface. Users can click on any project to learn more about the project's budget, timeline, and status. Data and charts, such as funding sources and funding by year for each budget category, were also integrated within the interface to provide more information to residents, elected officials, and staff.





## Mayor's Neighborhood Conference



The City of Madison Mayor's Neighborhood Conference 2018 was another huge success. On November 17th, over 380 people gathered for the full-day event at Monona Terrace. The event offered 23 workshops, 12 small group table conversations, and 40 exhibitors.

The diversity of this conference has significantly increased over the years in terms of age, income, and race. The neighborhood conference provides the opportunity for policy makers to hear directly from residents what is relevant to their communities and neighborhoods. Residents can ask questions in a less formal atmosphere, discuss successes and challenges with other neighborhood-based groups, and exchange knowledge of city policies and procedures.

The success of the conference can largely be attributed to city staff and community members identifying relevant and timely issues. Planning Division staff is the lead, working closely with the Mayor's office in coordinating the event. Many city agencies also support the community-based event, whether it is making presentations, staffing exhibits, or encouraging residents to attend. The conference cost is supported by the operating budget, conference fees, and our long-time sponsor Madison Gas & Electric.

Highlights from this year's conference include: An update on this summer's flooding, keynote from the City's Transportation Director Tom Lynch, in depth ways to cultivate community engagement and to collaborate with underrepresented populations, addressing stigma for a safer community, effective strategies to work with governmental officials and city staff, affordable housing strategies, and a tour of the newly renovated Madison Municipal Building.

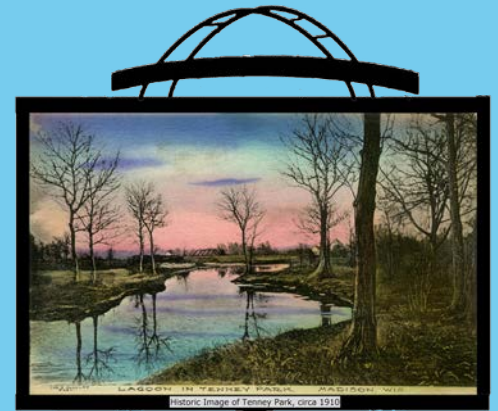




## Neighborhood Grants Program

This annual program helps neighborhoods beautify gateways, create public gathering places, or build organizational capacity and leadership skills while fostering neighbors' ideas, determination and pride as part of the Madison landscape.

In 2018, the City awarded six grants to neighborhood associations to help further a variety of initiatives. Tenney Lapham sought to install signage in Tenney Park with historic images of the landmark park space. Eken Park enhanced its neighborhood gateway with sculpture and signage. The Bayview Foundation worked with an artist to create a mixed media project to enhance the visual character of a fence at the neighborhood border. The Elvehjem neighborhood produced a video documenting and celebrating the neighborhood's 50 years of existence. The Madison West Neighborhood Association sought assistance with expanding their farmers market and to better serve lower-income residents.



## Neighborhood Resource Teams

Planning Division staff serve as leads on three of Madison's Neighborhood Resource Teams. In 2018, the Leopold NRT attended a neighborhood block party, picnic, and other events, engaging residents and providing information. The NRT also continued encouraging Safe Routes to School with UW Healthy Kids' Collaborative through the Walking School Bus at Leopold Elementary School. The Allied Drive NRT continued working towards solutions to housing issues facing some tenants in the Allied Drive area. In Darbo Worthington, the NRT actively communicated with the neighborhood regarding physical improvements being made, including Mural Alley behind Hawthorne Library, new lighting and relocating a fountain at Worthington Park, and a new street connection.





## City of Madison Planning Division Staff

Heather Stouder, Director  
Ruth Ethington, Program Assistant

### Comprehensive Planning & Regional Cooperation

Brian Grady, Principal Planner  
Milena Bernardinello  
Pat Empey  
Jeff Greger  
Kirstie Laatsch  
Urvashi Martin  
Ben Zellers

### Neighborhood Planning, Preservation & Design


Bill Fruhling, Principal Planner  
Heather Bailey  
Rebecca Cnare  
Linda Horvath  
Ryan Jonely  
Dan McAuliffe  
Angela Puerta  
Jule Stroick  
Karin Wolf

### Development Review & Plan Implementation

Kevin Firchow, Principal Planner  
Janine Glaeser  
Tim Parks  
Sydney Prusak  
Colin Punt  
Chris Wells

**We thank members of the boards, commissions and committees staffed by the Planning Division**

Plan Commission  
Urban Design Commission  
Landmarks Commission  
Madison Arts Commission  
Downtown Coordinating Committee  
Joint Campus Committee



The August flooding from heavy rains and high lake levels was perhaps the most memorable event of 2018. Parts of the isthmus were particularly impacted, offering a stark contrast between recent successes (vibrant, transit-oriented redevelopment) and the challenges we face as we adapt to the impacts of climate change.