

AMENDED DECEMBER 5, 2023

CITY OF MADISON Comprehensive Plan



Imagine Madison
People Powered Planning



CITY OF MADISON
COMPREHENSIVE PLAN
AMENDED DECEMBER 5, 2023

Plan Adoption and Amendment History

This updated Comprehensive Plan was adopted by the Common Council via Ordinance ORD-23-00116 (Legistar File # 80281) on December 5, 2023, replacing the 2018 Comprehensive Plan.

The 2023 update focused on revisions to the Growth Framework within the Plan, including the Generalized Future Land Use (GFLU) Map. The majority of the GFLU Map revisions were to incorporate land use changes from sub-area plans adopted or amended since 2018. The public also had the opportunity to submit GFLU Map amendment applications. In addition, updates were made to the population projections and many of the maps included within the Plan (see the revision date listed on individual maps). Other than the addition of the seventh Element, Health and Safety, strategies and actions are unchanged from the 2018 Plan.

2018–2023 Implementation Progress

Since adoption of the Imagine Madison Comprehensive Plan in 2018, the City and community partners have made significant progress in implementing many of the Plan’s recommendations. Select projects and initiatives with major progress include:

1. Starting construction on the east-west **Bus Rapid Transit (BRT)** line to provide better access to jobs and reduce travel times
2. Establishing a **Transit-Oriented Development (TOD)** Overlay Zoning District covering areas within a quarter mile of BRT and Metro Transit’s primary bus lines
3. Adopting a **Complete Green Streets Guide** to inform decisions about how to accommodate different modes of travel
4. Adopting a **Transportation Demand Management (TDM)** ordinance to increase use of sustainable and safer forms of transportation
5. **Redesigning Metro Transit routes** to provide more direct, frequent service to destinations and improve service on the periphery of the city
6. Approving several **changes to the zoning ordinance** to allow additional small- and medium-size residential development projects as a permitted use
7. Establishing an **annual fund for land banking** to proactively buy key properties for the development of affordable housing
8. Securing funding and a site for a **purpose-built shelter** for those experiencing homelessness
9. Starting a **donor/recipient approach to TIF** funding which provides benefits to more areas of the city
10. Continued implementation of the **Madison Public Market** at First Street and Johnson Street
11. Adopting a **Historic Preservation Plan** which includes a survey of Underrepresented Communities Historic resources
12. Creating detailed **stormwater management plans** for watersheds across the city in response to increasingly large rain events
13. Securing federal funding to upgrade to a fleet of 46 **all-electric buses** for the upcoming Bus Rapid Transit (BRT) system
14. Collaborating with the Capital Area Regional Planning Commission and Dane County municipalities to develop the **2050 Regional Development Framework** to guide how and where growth occurs in Dane County

Additional information regarding Plan implementation can be found in the Progress Update reports on the Plan website: www.cityofmadison.com/CompPlan.

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City of Madison Comprehensive Plan

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Thank you to the many individuals and organizations who participated in shaping this Plan. A special thank you to all who participated in the Resident Panel program.

WELCOME

Madison, Wisconsin is a growing and changing city with a rich history behind us and a bright future ahead.

Together, over the last 18 months, we have collectively created this Comprehensive Plan to prioritize our values and map out our future. This Plan is a statement of where the community wants to go and how it will get there.

During these 18 months, our Imagine Madison campaign 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. This 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.

Some of the values, ideas, and issues were similar to those identified in the City of Madison's 2006 Comprehensive Plan. This includes concerns about balanced growth patterns, jobs, economic opportunity, safety, and access to transportation and daily needs. However, over the last decade, many new issues have risen to the top of our collective community conversation.

The issues at the forefront of our future focus on racial equity, inclusion, resiliency, enhancing community, and the ability of future generations to find success in a dramatically changing world.

This Plan will guide the City of Madison's policies, budgets, growth, and direction for the next generation and beyond.

Welcome. This is (y)our Plan.



– The Imagine Madison Team



Wisconsin State Comprehensive Planning Law (Statute 66.1001) requires cities, counties, and other local units of government to enact a Comprehensive Plan to guide their physical, social, and economic development over a 20-year planning period. The law requires communities to engage residents in a transparent planning process to guide future growth and development as related to land use, housing, transportation, utilities, economic development, agriculture, and intergovernmental relationships. Comprehensive Plans are to be updated every 10 years to reflect the dynamic growth, demographics, and economic changes.

The City of Madison adopted its first Comprehensive Plan under this state law in 2006. The 2006 Plan anticipated and supported significant redevelopment in and near Madison's Downtown. The Plan also emphasized sustainability, advocated for transit-oriented design, and encouraged compact and complete neighborhoods throughout the city. This 2018 Comprehensive Plan update builds upon those themes and looks forward to emerging trends and issues. This Plan replaces the 2006 Plan as the City's guide to decision making and investment.

DATA SNAPSHOT

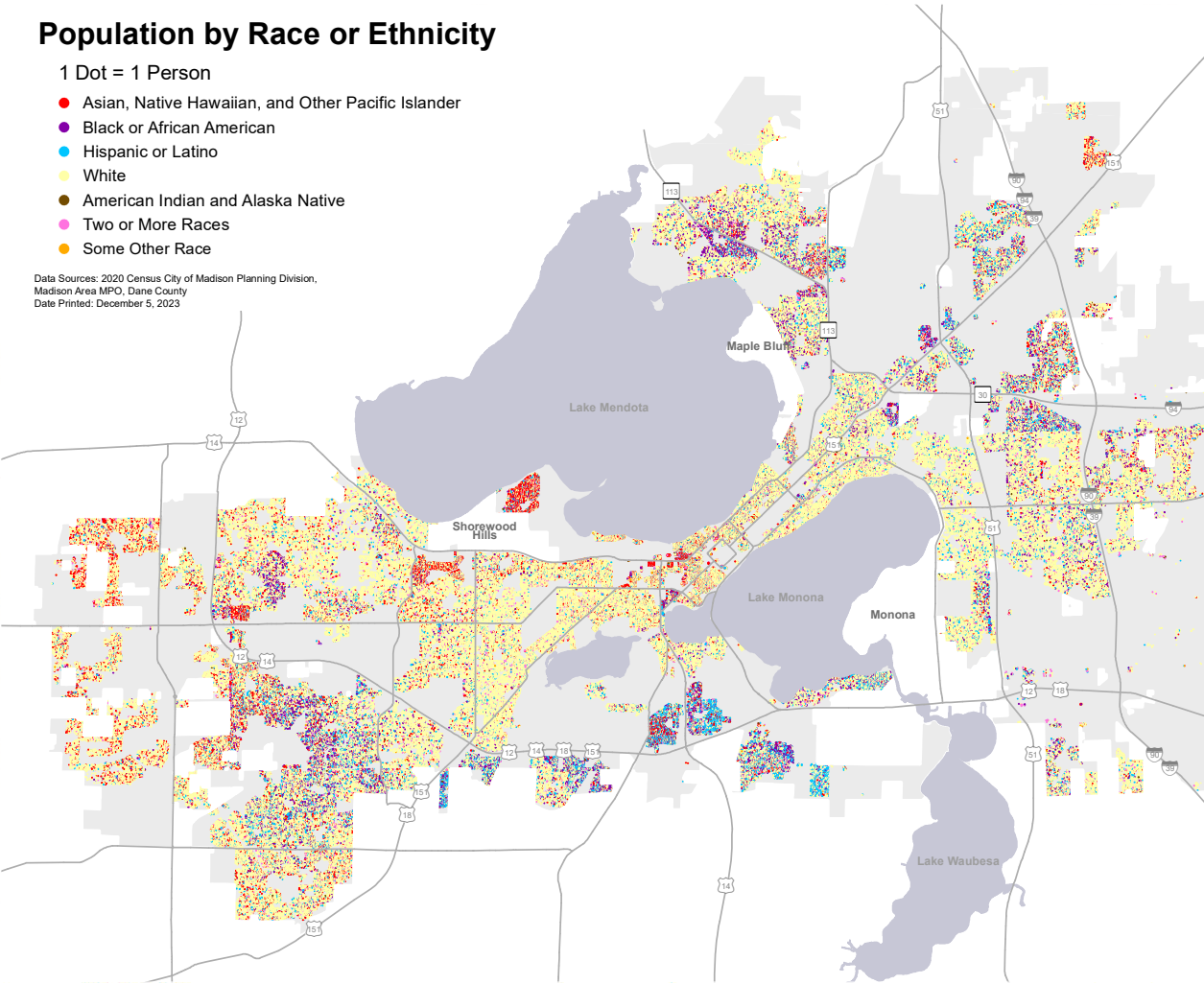
This Plan uses data to illustrate Madison's current state and projected future. Madison's population, like the rest of the nation, continues to become more diverse and culturally rich. Madison's residents under the age of 18 are much more diverse than the larger population, suggesting that the City's plans and policies need to be updated to reflect its changing demographics. For example, the number of people aged 60 and over has increased by 54 percent since 2000. However, the large increase in Millennials has driven the City's median age down. Population forecasts indicate that Madison could gain 43% more residents between 2020 and 2050. This growth and changing demographics highlight the importance of a forward looking Comprehensive Plan that focuses on policies to meet the needs of our future residents.

Population by Race or Ethnicity

1 Dot = 1 Person

- Asian, Native Hawaiian, and Other Pacific Islander
- Black or African American
- Hispanic or Latino
- White
- American Indian and Alaska Native
- Two or More Races
- Some Other Race

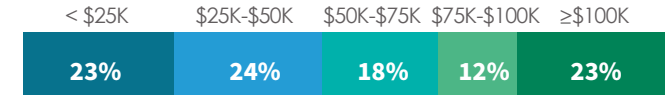
Data Sources: 2020 Census City of Madison Planning Division, Madison Area MPO, Dane County
Date Printed: December 5, 2023



2050 Population Forecasts¹

+ 115,000 new residents by 2050
+ 67,000 new households by 2050

Household Income Distribution²



Median Age from 2006 to 2014³

Wisconsin **37.6** → **39.2**
 Madison **32.3** → **30.8**

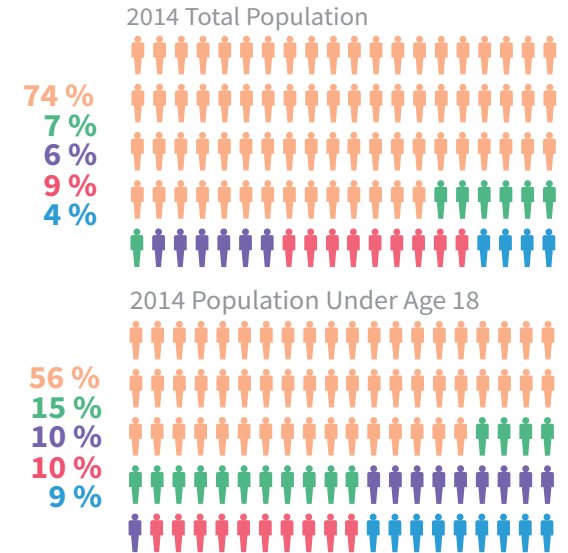
Educational Attainment⁴

More than **4 out of 5** Madisonians have at least some college education



Race and Ethnicity Trends⁵

White Black Hispanic or Latino Asian Other



WHAT IS A COMPREHENSIVE PLAN AND HOW DOES IT WORK?

The Comprehensive Plan is the document that translates community input and ideas into policies and actions that affect City budgets, ordinances, and growth. The Plan looks 20 years into the future and seeks opportunities to address long term issues, but focuses on action steps to guide the City’s near-term efforts.

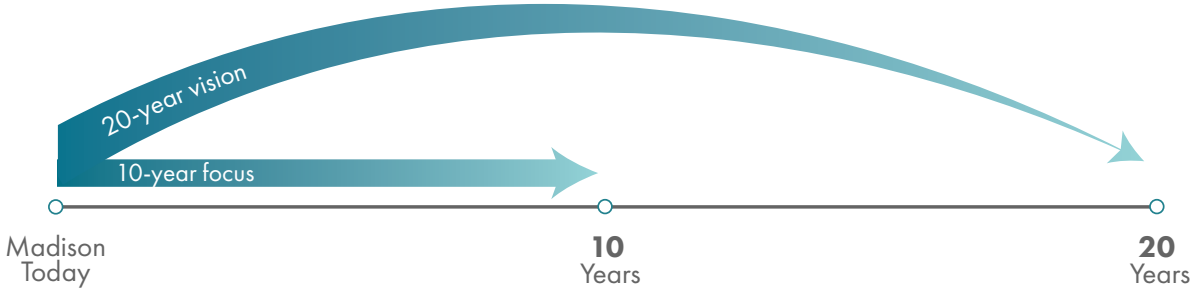
While the Comprehensive Plan is a declaration of the City’s values, desires, and future, it is important to maintain the realization that this Plan is only one part of a larger interconnected framework. It is a generalized, broad based plan that relies on its connections with other plans, policy studies, ordinances, budgets, and other processes that bring more clarity and specifics to everyday decisions.

The Plan’s recommendations are intended to:

- **Create a collective vision** for a future Madison.
- **Establish priorities** for public investment, including the City’s Operating Budget, Capital Budget, and five-year Capital Improvement Program.
- **Inform policies** that guide City decision-making.
- **Align the work of City Agencies** around the issues that matter most to our residents and stakeholders.
- **Create a framework for topic-specific plans** and initiatives that will expand on the Comprehensive Plan’s recommendations.
- **Guide private development** through the Generalized Future Land Use Map and Growth Priority Areas map.
- **Foster partnerships** with other entities to address shared goals.

Plan Limitations:

While forward looking, this Plan cannot foresee all eventualities. The Plan helps to prioritize Actions so Madison can maintain a high quality of life and be financially resilient through ever-changing economic circumstances. On occasion, State law may preempt the City’s ability to carry out several of the Plan’s recommended Actions. This Plan relies on the details and flexibility that other policy plans can provide on a more timely basis.



“Before a place becomes what any of us truly want, we have to imagine it.” — Neil Heinen
WISC Editor, For the Record Host

PLAN ORGANIZATION

The Plan is organized by seven Elements—major topic areas that influence the quality of life in the city. Within each Element, the Plan is further defined by Goals, Strategies, and Actions (see sidebar example). The Plan highlights several key Actions for each Strategy. These Actions represent possible implementation opportunities and can often be linked to measurable data. However, these Actions do not represent everything the City and community is currently doing, or could do in the future. More detailed plans and policy studies bring nuance, and can go deeper into individual issues and recommendations. Each Element lists Strategies and Actions in a general sequence of priority.

7 Elements

Major topic areas

14 Goals

Statements of what we want to achieve over the long-term within each Element

59 Strategies

General approaches to achieve the Goals

200+ Actions

Several implementation Actions for each Strategy

Appendix: The appendix contains a summary matrix with all of the Goals, Strategies, and Actions in one location. The matrix also indicates the anticipated lead City agency, or agencies, for implementation of each Action.

Land Use and Transportation Supplement: The State Comprehensive Planning Law requires that all land use decisions be consistent with the Comprehensive Plan. Additional details and recommendations related to growth, development, and land use are included in a supplement designed to more easily facilitate those decisions.

7 Comprehensive Plan Elements



Plan Organizational Structure Example

Element: Neighborhoods and Housing

Goal: Madison will have a full range of quality and affordable housing opportunities throughout the city.

Strategy: Increase the amount of available housing.

Action: Take a proactive approach to finding and marketing housing development opportunities to development partners.



Implementation Example: Through land banking, affordable housing funds, tax credit coordination, housing assistance, and other support, the East Washington Avenue Capitol East District has a wide range of housing from high-end luxury apartments to three-bedroom affordable townhomes for some of the city's lowest income households.

GUIDING LENSES

Early in the process of developing the Comprehensive Plan, four emphasis areas, or lenses, were identified as pertinent to the Plan. Issues related to each of the four lenses were highlighted throughout development of the Plan and are the driving force behind many of the Plan's recommendations.

Lenses Example

The Actions for Neighborhoods and Housing Strategy 1 on page 48 provide an example of how the lenses are embedded within the Plan recommendations. The recommended Actions address:

- Equity through access to a range of housing and amenities throughout the city
- Sustainability through less reliance on the automobile for daily life
- Health through access to active forms of transportation such as walking, bicycling, and transit
- Adaptability through neighborhood design that can respond to a changing society and environment



Equity

The inherent worth of each individual in Madison should be esteemed and fostered, enabling them to reach their full potential. This Plan addresses some of the structural and institutional inequities for our communities of color and other disadvantaged groups.

“For non-natives, they moved here because of the promise and reputation of Madison as a city of opportunity and growth, but many have not seen this materialize for themselves or others in the ways they expected, despite their hard work and best effort – but they are not willing to give up. All want to be part of Madison’s promising future.” — Resident Panel participant



Sustainability

This Plan will help Madison manage resources to promote welfare and equity for current and future generations by encouraging interconnected green space, a multi-modal transportation system, efficient mixed-use development, and protected environmental resources.

“New housing must be sustainable and take up less area than old-style housing. Having places for people to grow their own food is important, too. Community garden space should be available.”
— Community Meeting participant

“There’s a large amount of food insecure individuals in Madison. The city has done work to promote farmers’ markets and community gardens, but there is much more work to be done!” — online participant

“More integrated, dense neighborhoods will help allow more opportunity for a naturally more diverse economy that is accessible.”
— online participant



Health

This Plan will impact the choices people have concerning where to live and how to get around, access to healthful foods, opportunities for physical activity, air and water quality, traffic safety, mental health, social interactions, and exposure to pollution.



Adaptability

This Plan will help Madison prepare for fundamental changes to our way of life. This includes impacts due to climate change, automation in the workplace, and technological changes that affect the transportation system.

THE PLAN IN ACTION

Results Madison

The Comprehensive Plan was developed in tandem with Results Madison, a performance management framework that is intended to align City services with the outcomes that matter most to residents. The Comprehensive Plan's recommendations, developed through an intensive community outreach program, offer guidance to City agencies on services that should be provided and projects that should be implemented to achieve desired outcomes in our community. Results Madison's in-depth look at City services will strengthen implementation of the Comprehensive Plan. Additionally, Results Madison's monitoring of City performance data will help identify issues for future Plan updates.

Related Plans

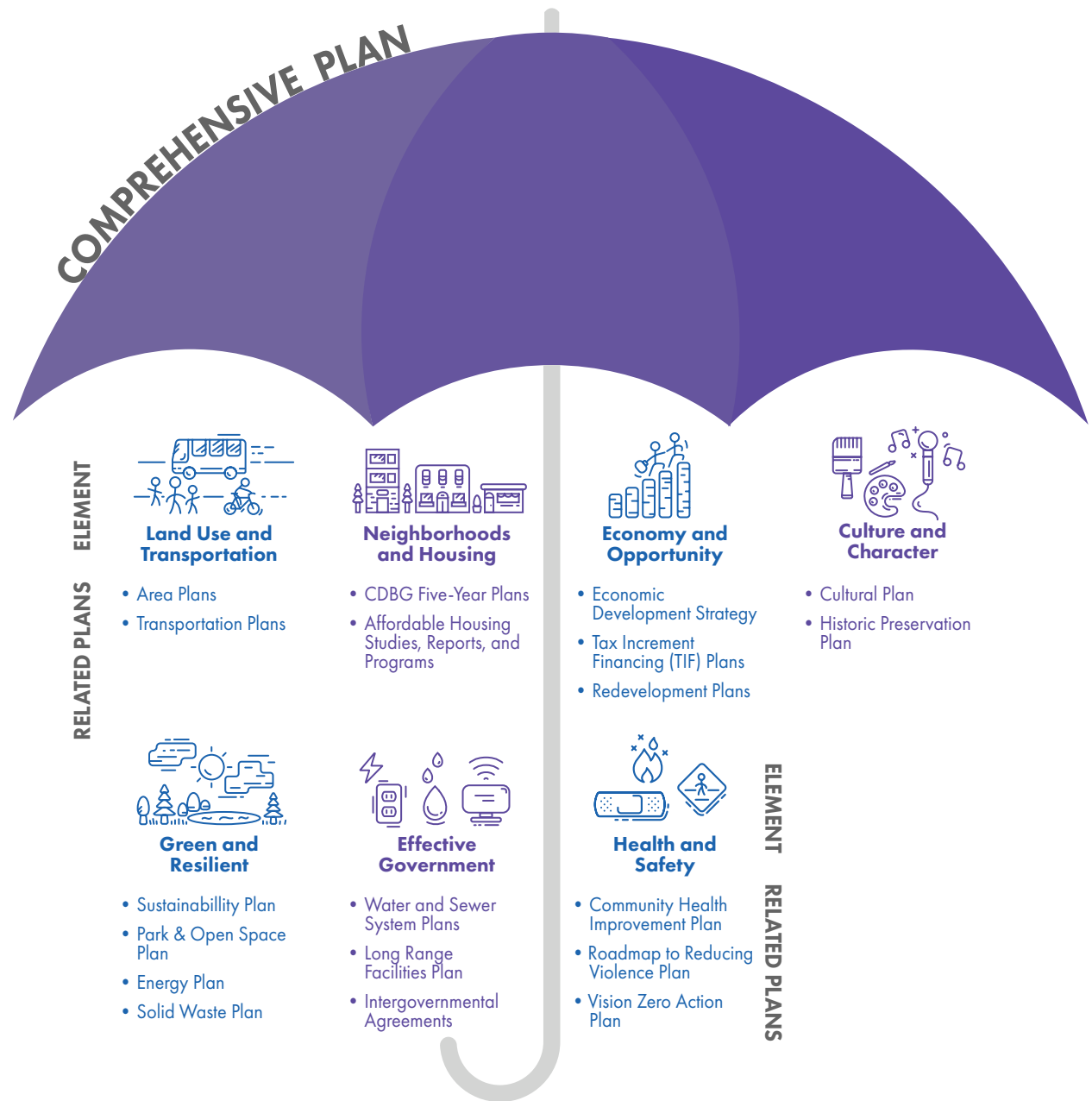
The City will continue to study policy issues and continue sub-area planning under the larger Comprehensive Plan umbrella. These related plans can provide detail and specific implementation actions, fine tune larger concepts, react to rapidly developing issues, and provide in-depth analysis not possible at a citywide level.

Recurring Progress Updates

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

Process to Update the Plan

Wisconsin's Comprehensive Planning law requires that Comprehensive Plans be reviewed and updated not less than once every ten years. The City adopted its first Comprehensive Plan under this State Statute in 2006. In 2012, the City adopted an update to the Plan that focused on the Generalized Future Land Use (GFLU) Map. A full scale update was adopted in 2018. A minor update to the Plan was completed in 2023, and further updates may be made prior to another full-scale update of the Comprehensive Plan commencing in 2027.



GOALS

The fourteen Goals of the Comprehensive Plan are statements of what the community wants to achieve over the long-term. Each of the Plan's Strategies and Actions are intended to contribute toward achieving the Goals.

NEIGHBORHOODS AND HOUSING

Madison will be a safe and welcoming city of strong and complete neighborhoods that meet the needs of all residents.

Madison will have a full range of quality and affordable housing opportunities throughout the City.

CULTURE AND CHARACTER

Madison will be a vibrant and creative city that values and builds upon its cultural and historic assets.

Madison will have a unique character and strong sense of place in its neighborhoods and the city as a whole.

EFFECTIVE GOVERNMENT

Madison will have efficient and reliable public utilities, facilities, and services that support all residents.

Madison will collaborate with other governmental and non-governmental entities to improve efficiency and achieve shared goals.

LAND USE AND TRANSPORTATION

Madison will be comprised of compact, interconnected neighborhoods anchored by a network of mixed-use activity centers.

Madison will have a safe, efficient, and affordable regional transportation system that offers a variety of choices among transportation modes.

ECONOMY AND OPPORTUNITY

Madison will have a growing, diversified economy that offers opportunity for businesses and residents to prosper.

Madison will have equitable education and advancement opportunities that meet the needs of each resident.

GREEN AND RESILIENT

Madison will be a leader in stewardship of our land, air, and water resources.

Madison will have a model park and open space system that preserves our significant natural features and offers spaces for recreation and bringing residents together.

HEALTH AND SAFETY

Madison will be a place where all residents have equitable health outcomes.

Madison will be a place where residents and visitors are safe at home and feel welcome in the community.



ENGAGEMENT PROCESS

15,000+ people engaged through Imagine Madison



Website
11,960 unique visitors



Planning Pop-ins
60 Pop-ins | 1,775 attendees

- Hip Hop Architecture & Planning Camp
- Cap Times Talk
- UW-Madison PEOPLE Program
- UW-Madison Classes



Community Meetings
10 meetings | 371 participants



Resident Panels
231 participants



Inter-Agency Staff Team
26 staff members | 17 departments



Markets and Festivals
19 Events | 649 interactions



Neighborhood Resource Teams
9 Teams | 118 attendees



Social Media
803 followers



City Committees
18 Boards, Commissions, and Committees



Mini-Documentary

PUBLIC ENGAGEMENT

Actively involving community stakeholders and the public in developing Madison's Comprehensive Plan was the primary objective of Imagine Madison. Broad public engagement helps ensure that the Comprehensive Plan accurately reflects the vision, goals, and values of the community.

In June 2016, the Plan Commission and Common Council adopted the Public Engagement Plan for Imagine Madison, which outlined a broad participation effort. The main objectives of the Public Engagement Plan were to ensure community involvement was inclusive, relevant, transparent, flexible, and fun. Special emphasis was placed on finding ways to encourage involvement by groups within the community that are often underrepresented in planning processes.

The demographics of participants were tracked throughout the process to monitor how they matched that of the city population as a whole. Adjustments were made as demographic gaps in engagement were identified.

Imagine Madison used many methods and marketing techniques to inform and involve the community in the process. The primary methods used are summarized below.

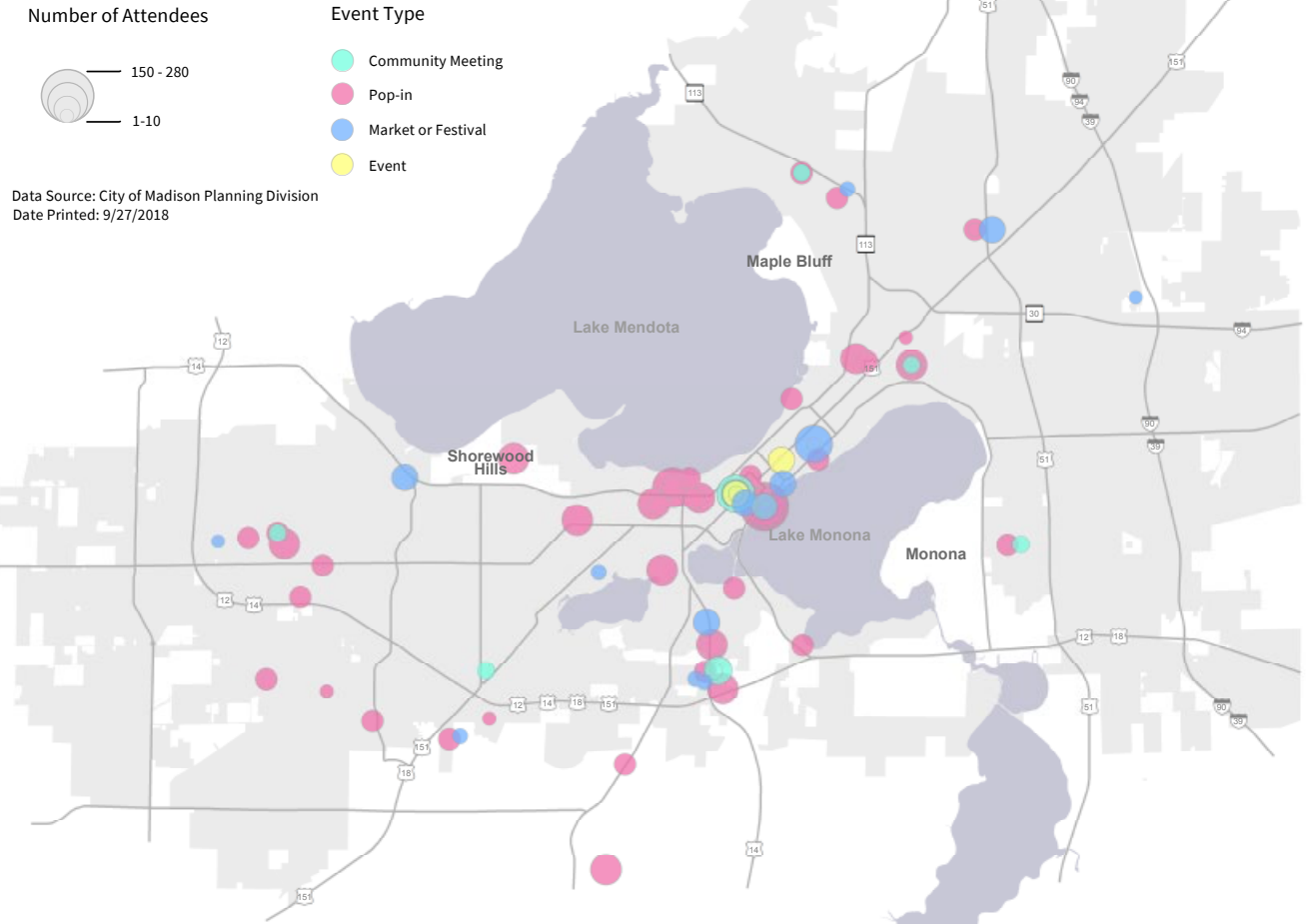
Community Meetings

Community meetings were held to provide background information and gather input on key issues for each stage. Meetings were held in highly accessible facilities and distributed geographically throughout the city to remove barriers to participation. Food, childcare, and language translation services were provided at each meeting.

Imagine Madison Website

The Imagine Madison project website (imaginemadisonwi.com) served as the project's hub for information and engagement. The website had nearly 12,000 unique visitors throughout the project. In-depth surveys were available on the website during each phase, which provided an opportunity for online participants to complete activities similar to those at the community meetings and other venues.

Public Engagement Events



Resident Panels

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

Resident Panels were created to remove as many barriers to participation as possible. The City provided funding to the community partners to cover costs associated with convening the Panels, such as meeting space rental, food, childcare, and transportation.

Pop-ins

Project staff attended various events and meetings in the community, such as Neighborhood Association meetings, University of Wisconsin - Madison classes, and LaSup (Latino Support Network of Dane County) meetings. Staff provided information and received feedback at these Planning Pop-ins.

PROCESS

Phase 1



Phase 1

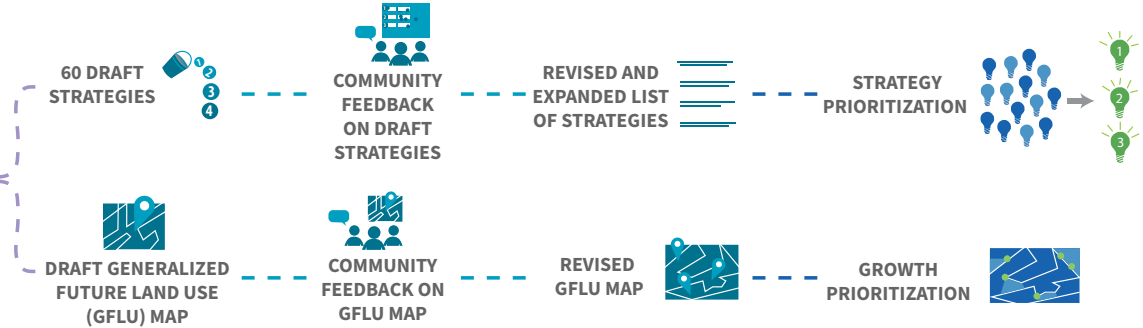
The major objectives of Phase 1 were to:

- Describe what a Comprehensive Plan is and why it is important;
- Summarize background information on key trends that will affect Madison in the future;
- Engage residents about what should be improved in Madison.

Thirteen Draft Goals were presented and the community was asked two questions about each Goal: is this Goal important? And: is the community currently doing enough to achieve this Goal? Participants were also offered the opportunity to provide ideas for issues and goals that were missed.

Between Phase 1 and Phase 2, the Goals were revised based on community discussion and reorganized into seven Elements, with each Element having two Goals.

Phase 2



Phase 2

The major objectives of Phase 2 were to:

- Identify Strategies that should be used to achieve the Goals identified in Phase 1;
- Suggest changes to the Generalized Future Land Use (GFLU) Map.

For Strategy identification, participants reviewed draft Strategies and voted for the ones that they supported or wrote in new Strategy ideas for others to see and vote on.

During this phase the community also provided feedback on the GFLU Map. Staff then responded to those comments and created an updated Draft GFLU Map. The community made additional comments on the map in April 2017, which were then reviewed by the Plan Commission.

Phase 3

The major objectives of Phase 3 were to:

- Prioritize the Strategies identified in Phase 2;
- Suggest ideas for Action steps to implement the Strategies;
- Prioritize where Madison should accommodate growth.

For Strategy prioritization, the focus was to determine which ideas were most important to ensure the Plan reflected community priorities. For growth prioritization, background information on recent housing and population growth trends were provided for context. Participants could select locations in Madison where they felt future growth should be accommodated.

Note: Because the people who engaged with the Comprehensive Plan were self-selected and not randomly chosen the results of surveys and questions are not the same as a scientific survey. As such, the results of Plan engagement would not likely be the same if the engagement process were repeated and a different group of individuals participated. Similarly, because the participants were self-selected, the results may indicate other trends, biases, etc.



GROWTH FRAMEWORK

INTRODUCTION

This chapter establishes the overall framework for the continued growth and development of the city over the next two-plus decades. It maps the planned land use outcomes that will result from implementation of many of the Goals, Strategies, and Actions established within the seven Elements. For example, a Goal within the Land Use and Transportation chapter states that “Madison will be comprised of compact, interconnected neighborhoods anchored by a network of mixed-use Activity Centers.” The Growth Framework maps those Activity Centers, lending a more specific, location-based view of a very general Goal. While it may appear that the Growth Framework primarily relates to the Land Use and Transportation Element, it is directly related to the implementation of all the Elements. The City cannot fulfill the Neighborhoods and Housing Goals without first creating the land use framework that helps establish complete neighborhoods and provides opportunities for affordable housing construction. Similarly, the Goals from all of this Plan’s Elements relate to the form that the physical development of the city will take over the next two decades.

The Growth Framework is split into three main components:

1. The Growth Priority Areas section identifies where the city should accommodate much of the anticipated 67,000 new housing units and 50,000 new jobs that it will see by 2050.
2. The Generalized Future Land Use section assigns general land use categories to all areas of the city and all areas that may become part of the city over the next twenty-plus years.
3. The Peripheral Planning Areas section looks further into the future than the Generalized Future Land Use section, describing areas that may eventually become part of the city, but likely not for at least two decades.

Together these three sections establish the physical framework for achieving the Goals, Strategies, and Actions contained in the other Elements of this Plan.



Growth Priority Areas

The Growth Priority Areas Map on the following page shows Activity Centers and corridors prioritized for mixed-use infill development and redevelopment. It also shows prioritized peripheral growth areas and Activity Centers that are planned to become the cores of new neighborhoods (see page 36 for a definition of “Activity Center”).

Activity Centers

Activity Centers are broken down into Regional, Community, and Neighborhood Activity Centers, based on the centers’ general size, position within the metro area, and current or prospective ability to draw from the surrounding area or region. Regional Activity Centers tend to be larger in size, along major streets and transit routes, and have the capacity to serve as a relatively intense mixed-use center for both the surrounding area and the city as a whole. Community Activity Centers still tend to have access to transit and major streets, but are expected to develop at a lower intensity than regional centers and serve a smaller area. Neighborhood centers tend to draw primarily from surrounding neighborhoods, generally have less transit access, and are sometimes located along less busy streets or sections of streets.

Activity Centers are also broken into categories based on whether they are already established as a mixed-use center, have existing commercial or employment development that should transition to a mix of uses, or are currently undeveloped but planned for a future Activity Center. Established Activity Centers have tended to attract the majority of redevelopment since the last Comprehensive Plan in 2006, as they have the walkability, transit service, destinations, and other amenities already in place that residents demand. Established Activity Centers will continue to redevelop and evolve, but likely cannot absorb a majority of the city’s projected growth. In order to accommodate growth in redeveloping areas, as was the preference expressed throughout the Imagine Madison process, the City will need to focus on transitioning underutilized areas already well-served by transit into vibrant, mixed-use Activity Centers (see page 39 for further discussion). Public input suggested that automobile-dominated commercial areas be redeveloped over time with a mix of uses to

include a variety of residential development and the public infrastructure to support it. That feedback informed the high number of areas that have been identified as Transitioning Activity Centers on the Growth Priority Areas map.

The City should continue to encourage context-sensitive redevelopment within Activity Centers and mixed-use corridors through implementation of Strategies and Actions within this Plan, but will also need to undertake detailed planning to set the stage for some current commercial and employment areas to transition to vibrant mixed-use Activity Centers. Such planning efforts should address the role of the City in facilitating transitions to mixed-use areas, especially with regard to parking.

Some Transitioning and Future Centers may take 20 or more years to become Established Centers. While creating more Established Activity Centers is a major focus of this Plan, there is no specific timetable for building out the various Transitioning and Future Activity Centers. Implementation of some Future Activity Centers will depend upon annexation of land into the city under existing boundary agreements.

Corridors

The Growth Priority Areas Map also shows corridors that have potential for a mix of uses along their length. These corridors are broken down into two categories. Community Corridors tend to be smaller arterial streets that serve the surrounding neighborhood and City. Regional Corridors are larger arterials that serve both the city and the region. The main considerations for designating a Community or Regional Corridor were generally:

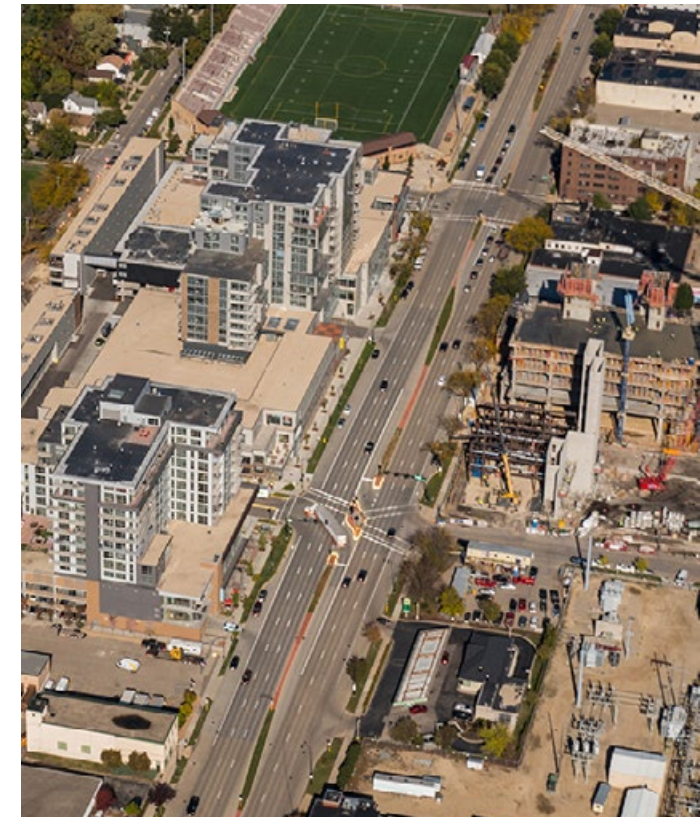
- Good existing or planned transit service; and
- A mix of land uses along the length of the corridor, as shown in the Generalized Future Land Use (GFLU) Map.

Some major streets in the city, like Whitney Way and North Sherman Avenue, have planned BRT, but are primarily lined with Low Residential land use in the GFLU Map and are therefore not designated as corridors. Other major streets, such as John Nolen Drive and Packers Avenue, have some transit, but lack a diversity of existing or planned future land uses along the corridors. All corridors, with the exception of Williamson Street and portions of the Monroe/Regent corridor, are (or will be) transitioning from










their current auto-oriented development to more transit-, walk-, and bike-friendly styles of development.

Peripheral Growth Areas

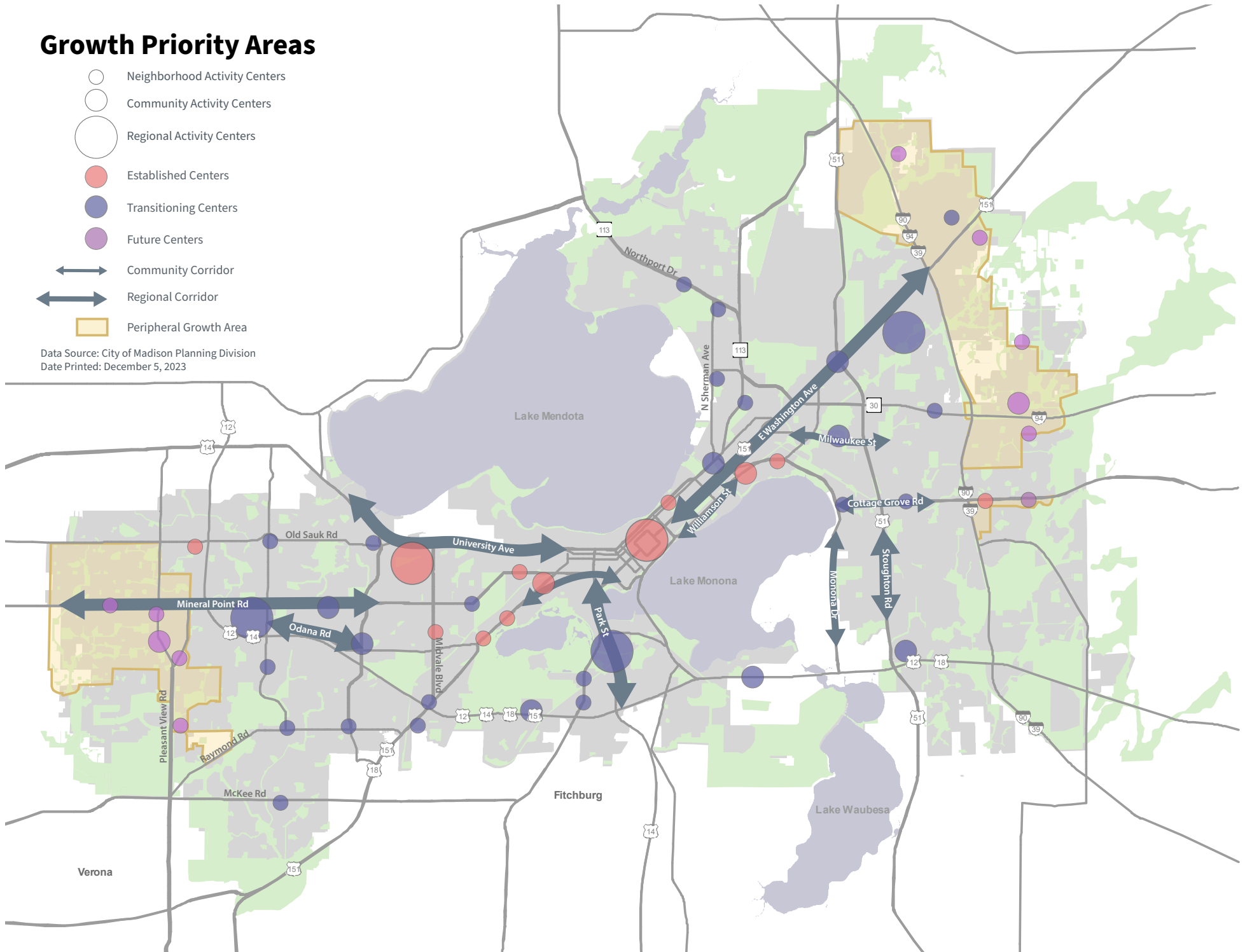
New peripheral growth should occur within priority areas, as shown on the map on the following page. The City has an opportunity to capture the high regional demand for walkable living as part of newly developed Traditional Neighborhood Developments (TNDs) on the periphery (see more on TND principles in Appendix B). The smaller lots, gridded streets, and Activity Centers that are a part of TNDs not only aid in creating a strong sense of place, but also create high-value development and allow for more residents to be served with less infrastructure. When combined with continuing redevelopment, which tends to generate even more property value and occurs in areas where infrastructure and services are already present, the City’s growth priorities will help contribute to long-term financial stability.



Growth Priority Areas

-  Neighborhood Activity Centers
-  Community Activity Centers
-  Regional Activity Centers
-  Established Centers
-  Transitioning Centers
-  Future Centers
-  Community Corridor
-  Regional Corridor
-  Peripheral Growth Area

Data Source: City of Madison Planning Division
Date Printed: December 5, 2023



Please see pages 78 and 79 for maps of the city's historic districts.

Generalized Future Land Use

The Generalized Future Land Use (GFLU) Map presents land use and development intensity recommendations to guide future city growth both in edge areas where new development is planned and in areas where redevelopment may occur. The Map applies the Goals, Strategies, and Actions of this Plan to the City's current and planned boundaries and recommends a pattern of future uses and development intensities that will guide the physical development of the City for the next 20-plus years. The Map is a planning tool that recommends broadly-categorized land uses for general areas. The Zoning Code and accompanying Zoning District Map are more specific tools that implement the recommendations of the Comprehensive Plan and sub-area plans by regulating the specific building forms and land uses for each individual property in Madison. Rezoning of property must be consistent with the GFLU Map.

While land uses are mapped to specific locations, the recommendations presented in the GFLU Map are still relatively broad, and the exact shape of many of the mapped land use categories are necessarily somewhat general. In many instances, the recommended land use pattern is refined in sub-area plans that may include more detailed land use categories that generally fit within the broad categories within this Plan, as well as design guidelines that respond to the specific surrounding context.

The GFLU Map is a major consideration when reviewing the appropriateness of proposed development. However, it is not the only consideration, and should not be used outside of the context of the rest of this Plan or other adopted City plans and ordinances. For example, some residential and mixed-use areas planned for more intense development within older parts of the city may have single-family, two- or three-unit homes, or small-scale commercial/mixed-use buildings interspersed with other, more intense, multifamily residential and mixed-use development. In such instances, it is important to refer to other Elements of this Plan and other city plans and ordinances (such as adopted neighborhood plans, the historic preservation plan, historic preservation ordinance, and urban design districts), when considering whether development



is appropriate for a given parcel. It is not the intent of the GFLU Map to encourage more intense development in all MR, HR, and mixed-use areas without consideration for other adopted plans and regulations. Similarly, it is not the intention of this Plan that any existing multifamily that may be in the “Low Residential” district must be transitioned to single-family or duplex development (see pages 36 and 38 for more information regarding integration of redevelopment).



















The category descriptions in this chapter, along with the accompanying charts for residential use and mixed-use, summarize the GFLU Map categories. Building form categories in the residential and mixed-use charts were drawn from the zoning ordinance. The general density range is intentionally broad for most categories because building form, not density, should be the primary consideration when determining whether a building fits appropriately within a given neighborhood, district, or corridor. Sub-area plans frequently offer more detailed height and design standards, and should be referred to in addition to this Plan. While adopted sub-area plan residential and

mixed-use standards should generally fit within the land use standards shown in this Plan, they may have heights that exceed what is shown in this plan. When that is the case, the sub-area plan standards should be applied, just as they are applied when more restrictive building heights are included. Refer to the appendix for further discussion on the relationship between this Plan and sub-area plans.

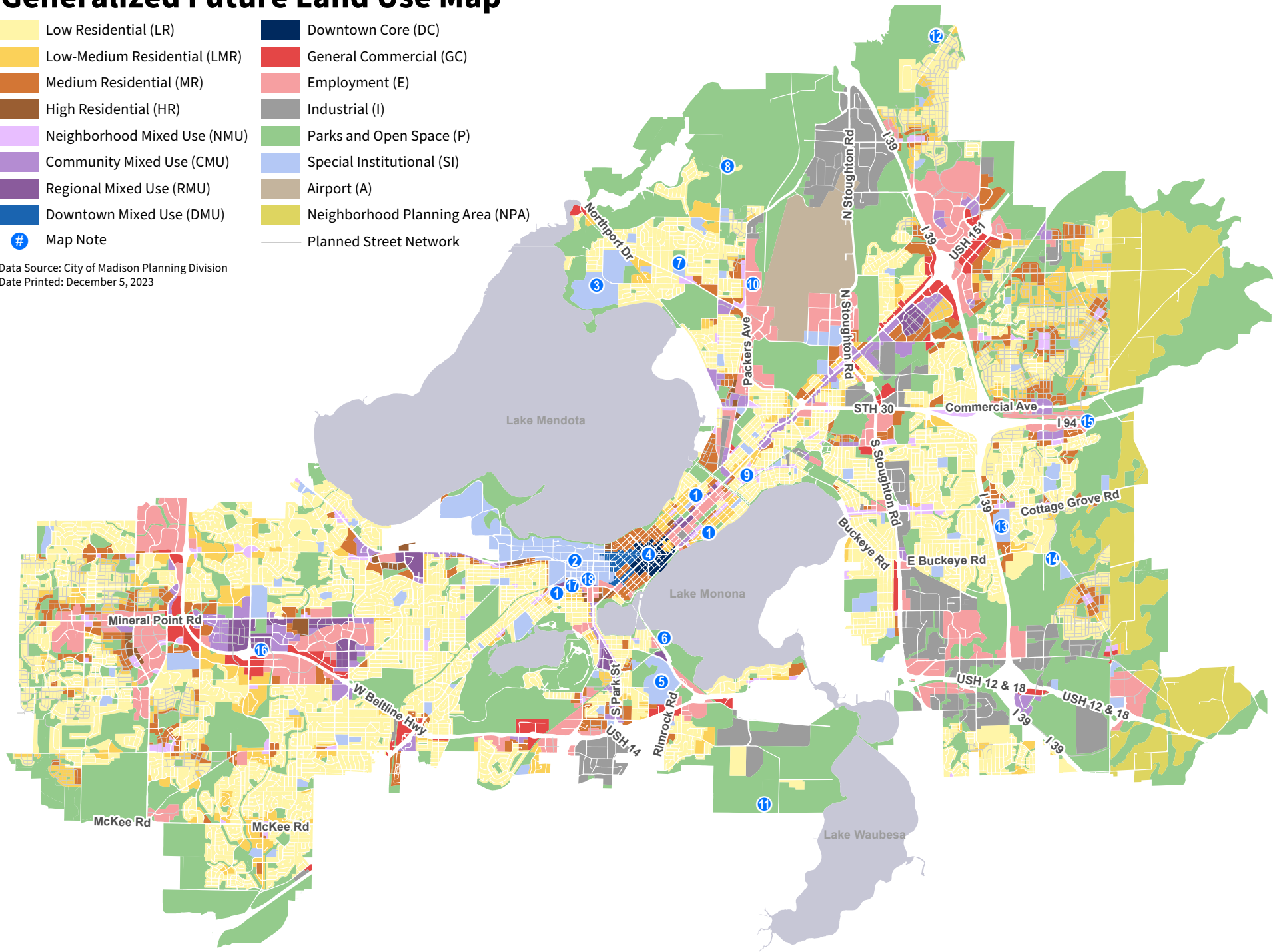
Generalized Future Land Use Map Categories

The list beginning on page 20, and the accompanying charts for residential and mixed-use land use categories, describe what is generally included within each land use category. Sub-area plans often provide additional detail beyond the broad land use categories within this Plan (see additional discussion on page 129 regarding the relationship between the Comprehensive Plan and sub-area plans).

Generalized Future Land Use Map

- | | |
|--|--|
|  Low Residential (LR) |  Downtown Core (DC) |
|  Low-Medium Residential (LMR) |  General Commercial (GC) |
|  Medium Residential (MR) |  Employment (E) |
|  High Residential (HR) |  Industrial (I) |
|  Neighborhood Mixed Use (NMU) |  Parks and Open Space (P) |
|  Community Mixed Use (CMU) |  Special Institutional (SI) |
|  Regional Mixed Use (RMU) |  Airport (A) |
|  Downtown Mixed Use (DMU) |  Neighborhood Planning Area (NPA) |
|  Map Note |  Planned Street Network |

Data Source: City of Madison Planning Division
Date Printed: December 5, 2023



Please see pages 78 and 79 for maps of the city's historic districts.

Map Notes

1. Any redevelopment within this LMR area should generally add to the City's Missing Middle housing stock while maintaining the current single-family/ two-flat/ three-flat development rhythm.
2. The University of Wisconsin-Madison Campus Master Plan provides detailed land use and development recommendations for the UW-Madison. That document was originally approved by the City in 2017 as part of the requirements for the UW-Madison's Campus-Institutional Zoning. All UW-Madison development within the campus boundary must be consistent with the Campus Master Plan unless an exception or alteration is approved by the City, consistent with applicable regulations, procedures, and standards. The Comprehensive Plan's SI designation for the UW-Madison campus is primarily to address the UW's use of property. However, there are some privately owned properties within the SI-designated areas. If such privately owned parcels redevelop, their use and design should be consistent with adopted sub-area plans, the most relevant of which, as of the adoption of this Plan, is the Regent Street-South Campus Neighborhood Plan. In the rare case where private redevelopment is proposed for an area that is not covered by a sub-area plan, multifamily residential and mixed-use development shall be considered appropriate, so long as the scale, massing, and design of the building fits in with the surrounding context, as determined by the Plan Commission and City Council.
3. This property is currently the site of the State of Wisconsin Mendota Mental Health Institute. A detailed development plan for the property should be prepared and adopted by the City prior to any redevelopment to new uses. Land along Lake Mendota is recommended for public park and open space.
4. Refer to the Downtown Plan for the area bounded by the lakes, Blair Street, Regent/Proudfit Streets, and Park Street for viewshed preservation, mix of land uses, building design standards (including heights and setbacks/setbacks), streetscape design, and other land use and design elements. Note that residential uses shown in this area should be considered "primarily residential," as defined in the Downtown Plan.
5. The Alliant Energy Center is shown as SI, but is currently zoned Parks & Recreation, which allows for a variety of uses. Future development on the site may include restaurant, entertainment, recreation, hotel, and other uses if a Master Plan for the area that includes those uses is adopted by the City.
6. The existing residential uses may continue until an opportunity arises to convert this area to public park and open space. The existing uses should not be expanded and the land should not be redeveloped.
7. This former sanitarium site is presently owned by Dane County and used as an office building. Adaptive reuse of the existing buildings for employment, residential, or a mix of those uses is recommended if this site is redeveloped. The open area south of the buildings should remain undeveloped and any reuse of the site should be designed to preserve and enhance the views from the site to Lake Mendota and the Isthmus. The wooded portion of the site north of the buildings should be maintained as open space.
8. It is recommended that there be no additional development on the top portion of this hill. Future development may be allowed around the lower portions of this hill only if such development is done with sensitivity to the topography in a manner that preserves open space and views to the hill from surrounding properties and provides adequate vegetative buffers from the existing park property.
9. The City may consider buildings taller than four stories in this contiguous NMU area for large parking lots/vacant areas.
10. It is not recommended that the mobile home park that currently occupies this area cease operations, but employment is the most appropriate future use of the property if the property owner does close the park.
11. Land in this area is part of the Town of Blooming Grove and will be attached to the City before November 1, 2027. This land should either continue in its current agricultural use or be incorporated into the adjacent Capital Springs State Recreation Area.
12. A portion of this area may have the potential for limited development as a conservation subdivision.
13. The majority of this site is undeveloped - a detailed plan for any change in the site's current use should be approved by the City prior to consideration of any rezoning request.
14. If restoring the high ground east of Underdahl Road to open space is not feasible this area should transition to residential development.
15. An Interstate interchange in this general location would help implement higher intensity employment and mixed use land uses planned for this area.
16. Property solely accessed from Grand Canyon Drive and/or West Platte Drive south of Odana Road should not be redeveloped with residential uses until redevelopment of properties accessed from Odana Road occurs in a manner that increases access and visibility.
17. Buildings may be considered up to two stories taller than the maximum height in the Regent Street-South Campus Neighborhood Plan for property designated as mixed-use along the north side of Regent Street, mixed-use along the south side of Regent Street between Randall Street and Mills Street, Employment at the southeast and southwest corners of the Regent Street and Park Street intersection, and Special Institutional along Monroe Street between Regent Street and Randall Avenue.
18. Buildings up to 10 stories tall may be considered in High Residential (HR) areas south of Spring Street that overlap the Regent Street-South Campus Neighborhood Plan and up to 12 stories tall in HR areas north of Spring Street that overlap the Regent Street-South Campus Neighborhood Plan.

Residential Categories

The accompanying Residential Future Land Use Map Categories chart summarizes which building forms are associated with residential land use categories. Note that the categories overlap when it comes to building form, building height, and general density range. These overlapping specifications are meant to provide flexibility within each individual category. Categories do not address owner-occupied vs. renter-occupied housing or housing affordability. Neighborhoods should be developed with

a mixture of ownership and rental options, along with a variety of price points, including housing affordable for people or families who make less than the county median income. Multifamily residential development should contain a mixture of unit sizes, including three bedroom (or larger) units.

A limited amount of nonresidential uses may also be located within residential categories. Such uses, which often serve as focal points for neighborhood activity, are often relatively small, and therefore not always identified at the scale of the GFLU Map. Nonresidential uses within residential areas may include: parks and recreational facilities, community gardens, urban agriculture, elementary and middle schools, day care centers, places of assembly and worship (if at a scale compatible with other existing or planned uses), small civic facilities (such as libraries and community centers), and small-scale commercial uses. Small-scale commercial uses within residential categories

should be limited to small establishments providing convenience goods or services primarily to neighborhood residents, either as a freestanding business or within a larger, predominantly residential building.

Low Residential (LR)

Low Residential (LR) areas are predominantly made up of single-family and two-unit structures. Some LR areas, particularly in older neighborhoods, may include “house-like” structures that were built as or have been converted to multi-unit dwellings. Smaller two-, three-, and four-unit apartment buildings and rowhouses may be compatible with the LR designation, especially when specified within an adopted neighborhood or special area plan and when constructed to fit within the general “house-like” context LR areas. While more intense forms of multifamily or mixed-use development may occur as mapped along major corridors adjacent to, or running through, LR areas, any infill or redevelopment that occurs within an LR area



should be compatible with established neighborhood scale, and consistent with any relevant sub-area plan.

LR areas should be conducive to walking, and all housing and other uses should share an interconnected sidewalk and street system.

LR areas should provide a range of housing choices for households with varying incomes, sizes, ages, and lifestyles. Newly developing LR areas should include at least two different residential building forms and include both owner- and renter-occupied housing. Though not a replacement for a diversity of other residential building forms, accessory dwelling units (ADUs) are an additional method of creating housing diversity within LR areas. ADUs are allowed on single-family lots in both existing and newly developing LR areas, subject to zoning regulations and approvals.

Many small institutional uses, such as places of worship, are mapped as Low Residential (LR), consistent with their surroundings. If current institutions embedded in residential areas relocate, cease to exist, or remain as part of a redevelopment, such sites may be redeveloped with more intensive residential uses. Redevelopment with Low-Medium Residential (LMR) uses is appropriate. In limited circumstances, intensities and heights in the Medium Residential (MR) land use category could be appropriate for the site or a portion of the site. Due to site-specific considerations, MR intensities may not be appropriate for all sites.

Residential Future Land Use Categories

Residential Building Form	Low Residential (LR)	Low-Medium Residential (LMR)	Medium Residential (MR)	High Residential (HR)
Single-Family Detached Building				
Civic/Institutional Building				
Two-Family, Two-Unit				
Two-Family – Twin				
Three-Unit Building	*			
Single-Family Attached	*			
Small Multifamily Building	*	**		
Large Multifamily Building		**		
Courtyard Multifamily Building		**		
Podium Building				
Number of Stories	1-2'	1-3	2-5	4-12~
General Density Range (DU/acre)	≤15	7-30	20-90	70+

* Permitted in select conditions at up to 30 DU/ac and three stories, generally along arterial streets or where these types of buildings are already present or planned within an adopted sub-area plan as part of a pattern of mixed residential development.

** Appropriate in select conditions at up to 70 DU/ac and four stories. Factors to be considered include relationships between proposed buildings and their surroundings, natural features, lot and block characteristics, and access to urban services, transit, arterial streets, parks, and amenities.

~ Or taller, if specified by an approved sub-area plan or PD zoning.

' Dormers or partial third floors are permitted.

Factors to be considered include relationships between proposed buildings and their surroundings, natural features, lot and block characteristics, and access to urban services, transit, arterial streets, parks, and amenities.

Low-Medium Residential (LMR)



Low-Medium Residential (LMR) areas are made up of any or all of the following types of housing: small-lot single-family development, two-unit buildings, three-unit buildings, rowhouses, and small multifamily buildings. LMR areas are largely characterized by what is sometimes referred to as the “Missing Middle” of housing development: the range of multi-unit or clustered housing types that fall between the extremes of detached single-family homes and large apartment buildings (see page 49 for more on Missing Middle housing). Building forms present within the LMR category of housing are generally compatible in scale with single-family homes, and may therefore be intermixed with small-lot single-family development or used as a transition from more intense development to lower intensity areas comprised primarily of single-family development.

While some areas mapped as LMR are currently multifamily developments that are isolated from surrounding development, LMR areas should be characterized by a walkable, connected street network. Existing, isolated LMR areas should be better connected with their surroundings when opportunities arise, and newly developing LMR areas should be seamlessly integrated with surrounding development. LMR areas should help meet the growing demand for walkable urban living.

Medium Residential (MR)



Medium Residential (MR) areas may include a variety of relatively intense housing types, including rowhouses, small multifamily buildings, and large multifamily buildings. The more intense end of the Missing Middle type of housing discussed in the LMR section falls within the MR designation. MR areas are generally located close to major streets, mixed-use areas, or commercial/employment areas to provide convenient, walkable access to transit, shopping, restaurants, and other amenities. MR areas should be interconnected with surrounding development as part of a complete neighborhood, and should be transit-oriented, even if transit has not yet been extended to a developing MR area. MR can provide both rental and owner-occupied housing, and ideally provides options for people of all ages who wish to live within a neighborhood. Special attention must be paid to design within MR areas where the use adjoins less intense residential development – architectural features such as a stepback may be needed to transition MR development to less intense surrounding development.

High Residential (HR)



High Residential (HR) areas include large multifamily buildings or complexes that are generally four to 12 stories (or taller, if recommended by an approved neighborhood plan). Similar to MR areas, HR areas are located close to major streets, mixed-use areas, or commercial/employment areas to provide convenient, walkable access to transit, shopping, restaurants, and other amenities. HR areas should be interconnected with surrounding development as part of a complete neighborhood and should be transit-oriented.

Mixed-Use Future Land Use Categories

Mixed-Use and Commercial Building Form	Neighborhood Mixed-Use (NMU)	Community Mixed-Use (CMU)	Regional Mixed-Use (RMU)	Downtown Mixed-Use (DMU)	Downtown Core (DC)
Commercial Block Building					
Civic or Institutional Building					
Residential - Commercial Conversion					
Live-Work Building					
Single-Family Attached Building					
Small Multifamily Building					
Courtyard Multifamily Building					
Large Multifamily Building					
Parking / Liner Buildings					
Free-Standing Commercial Building					
Podium Building					
Flex Building					
Number of Stories	2-4	2-6*	2-12**	See Downtown Plan, page 37	
General Residential Density Range	≤70	≤130	--	--	--

Note: Architectural features that create the appearance of an additional floor do not count towards the minimum number of floors.

** One-story anchor retail is allowed as part of a larger, comprehensively planned mixed-use project or as part of a project transitioning from a suburban car-oriented layout to a more urban, pedestrian-oriented layout.*

*** Or taller, if specified by an approved sub-area plan or by PD/MXC zoning approval. One-story anchor retail is allowed as part of a larger, comprehensively planned mixed-use project or as part of a project transitioning from a suburban car-oriented layout to a more urban, pedestrian-oriented layout.*

-- indicates that the residential density is governed by the building height limit.

Mixed-Use Categories

The various mixed-use categories are generally mapped along transit corridors and in areas recommended for development of Activity Centers. The range of nonresidential uses and the development density of both residential and non-residential uses in mixed-use categories will vary depending on the size of the district and the type and intensity of the surrounding development. While both residential and nonresidential uses are accommodated within mixed-use districts, not every building in a mixed-use district needs to include both residential and non-residential uses. However, special attention should be paid to maintaining commercial street frontages along mixed-use streets without creating residential “gaps” along streets that otherwise have commercial tenants at ground level.

Mixed-use development must also be carefully designed where the use adjoins less intense residential development. Additional setbacks and architectural features such as stepbacks may be needed to transition mixed-use development to less intense surrounding development (see Action b on page 36). The mixed-use chart summarizes the building forms that are generally appropriate for each of the Generalized Future Land Use Map’s mixed-use categories. Integration of affordable housing into mixed-use areas is encouraged, especially along major transit corridors. Multifamily residential within the mixed-use category should contain a mixture of unit sizes, including three bedroom (or larger) units.

Neighborhood Mixed-Use (NMU)



The Neighborhood Mixed-Use (NMU) category includes relatively small existing and planned Activity Centers that include residential uses, as well as retail, restaurant, service, institutional, and civic uses primarily serving nearby residents. Development and design within NMU areas should be compact and walkable, ideally adjacent to existing or planned transit. NMU areas should be well connected and integrated into neighborhoods, and development should be transit-oriented, even in areas where transit service does not yet exist. Buildings in NMU areas should be oriented towards streets, with buildings close to public sidewalks. On-street parking is recommended where practical, with private off-street parking placed primarily behind buildings, underground, or shielded from public streets by liner buildings.

Nonresidential uses in NMU areas typically focus on serving nearby residents, though some buildings may also include specialty businesses, services, or civic uses that attract customers from a wider area. An individual building should not include more than 10,000 square feet of commercial space, except for buildings containing grocery stores and/or community facilities (such as libraries). When larger uses are present, the building should still be designed in a manner that integrates well with the surrounding context. Commercial spaces should be constructed in a range of sizes to add variety and encourage a mix of different commercial uses.

While new buildings in NMU areas are expected to be two to four stories in height, single-story buildings may be supported in very limited circumstances. One-story gas stations with an accompanying convenience store may be considered in newly developing NMU areas if the proposed development is designed in a manner that does not impede or substantially detract from the existing or planned development in the surrounding area. Any such development should integrate site design elements that facilitate pedestrian and bicyclist access to the retail portion. Any convenience store/gas station development proposed in a NMU area should provide a new service to the area, and should not be located in close proximity to a similar existing development, avoiding oversaturation of a neighborhood, corridor, or portion of a corridor with primarily auto-oriented uses.

Community Mixed-Use (CMU)



The Community Mixed-Use (CMU) category includes existing and planned areas supporting an intensive mix of residential, commercial, and civic uses serving residents and visitors from the surrounding area and the community as a whole. CMU areas are generally located at major intersections and along relatively high-capacity transit corridors, often extending several blocks. CMU areas can generally accommodate significant development with a variety of housing options and commercial uses that attract a wide customer base. Subject to adopted detailed plans for the area, CMU areas are intended to include buildings two to six

stories in height, with more residential units and commercial space compared with development in NMU areas. Many of the City's aging, auto-oriented strip commercial centers are recommended for CMU redevelopment due to their accessible locations along major transportation corridors and the opportunities to significantly increase integrated housing and commercial development.

Development and design within CMU areas should create a walkable node or corridor, ideally adjacent to existing or planned transit. Development should be transit-oriented, even in areas where transit is planned but does not yet exist. On-street parking may be provided, but intense development in CMU areas may require structured parking. Buildings should screen any surface parking from the street. CMU areas should be well connected with surrounding neighborhoods and have buildings placed close to the sidewalk. Development within CMU areas should be designed to support surrounding residential uses by providing services and retail, and designed to support nearby employment areas by providing residential units close enough to make walking and biking the most convenient method of commuting.

Employment, retail, civic, institutional, and service uses serving both adjacent neighborhoods and wider community markets are recommended for CMU areas. Residential uses will generally be similar to the MR category, though they may occur at higher intensities.

Regional Mixed-Use (RMU)



The Regional Mixed-Use (RMU) category includes existing and planned high-intensity centers supporting a variety of multifamily housing options and commercial activity serving the needs of the region. These areas typically include large-scale sites supportive of multistory buildings up to twelve stories in height, subject to recommendations in adopted sub-area plans.

RMU areas should be the most intensively developed areas in the city outside of the downtown. Therefore, RMU areas are mapped close to the junctions of major streets, along major roads, close to highway interchanges, and along existing and planned high frequency/high capacity public transit routes. As regional destinations for retail and jobs, RMU areas should be well connected with the adjoining street network and be transit-oriented. Areas should provide an urban environment characterized by a pedestrian friendly public street network, buildings placed close to the sidewalk and street, and should provide pedestrian amenities, such as decorative paving, lighting, plazas, benches, and landscaping. Parking should be located behind buildings, underground, in parking structures, or screened from the street. On-street parking is desirable where possible.

The two largest RMU-mapped areas, East Towne Mall and West Towne Mall, are currently auto-oriented regional malls. They may continue to be regional malls for some time; however, future redevelopment that requires rezoning should begin the transition to a more pedestrian/bicycle/transit friendly environment with a wider variety of uses. The mall sites currently lack the internal street network, pedestrian network, and amenities that are necessary for successful mixed-use development. Any future intensive mixed-use redevelopment on the sites must proceed under either an adopted city plan for the area or be master-planned to ensure that redevelopment leads to a cohesive mixed-use project and not a series of disconnected buildings and discontinuous development. The addition of dwelling units to the sites will necessitate the provision of residential amenities, such as parkland, within easy walking distance of the new units.

Downtown Mixed-Use (DMU)



Downtown Mixed-Use (DMU) is used to delineate areas of the downtown that are outside the core of the downtown, but are still appropriate for intensive mixed-use development. DMU areas are generally more focused on residential, retail, and service uses than Downtown Core (DC) areas, but may also include some government and employment uses. Subject to the Downtown Plan height map, some DMU areas are appropriate for mixed-use development that can rival development intensities within DC areas (e.g., Ovation 309, The James, and The Hub developments). Refer to the Downtown Plan for details on heights, mix of uses, ground floor uses, pedestrian friendly design, and other considerations that must be addressed for development within this category.

Downtown Core (DC)



Downtown Core (DC) represents the nucleus of downtown and accommodates a wide variety of employment, service, retail, government, residential, and other uses in large scale buildings that comprise the most intensely developed part of the city. Refer to the Downtown Plan for details on heights, use mixes, ground floor uses, pedestrian friendly design, and other considerations that must be addressed for development within this category.

Commercial and Employment Categories

Commercial and employment areas are recommended locations for businesses, corporate and government offices, medical facilities, retail, services, and other commercial land uses. Compared to mixed-use districts, commercial and employment areas are not generally expected to include a residential component, although limited residential uses may be present in some areas. Some of the mapped Employment areas are relatively large, such as office parks. Others are relatively small and may represent the site of a single business or employer.

General Commercial (GC)



General Commercial (GC) areas provide the city's population with a wide range of retail goods and services, including certain business and professional offices. GC districts are not generally recommended for residential uses, especially those that are adjacent to highways due to noise impacts, though such uses may be considered as part of a conditional use under relevant zoning districts when there is adequate access to parks, transit, and a

walkable street network. GC can encompass relatively compact areas along roadways and larger commercial districts containing a wide variety of retail or service activities. GC includes automobile-oriented uses and "heavy" commercial uses with the appearance or operational characteristics not generally compatible with residential or small-scale commercial activities. Depending on their location, GC areas may provide some supporting uses to adjacent neighborhoods. Smaller GC areas should provide an attractive interface and convenient pedestrian connections with adjacent residential areas and should be designed to encourage non-car accessibility.

Typically located along major thoroughfares and at highway interchanges, GC areas should be served by public transit, particularly areas with large numbers of employees or retail customers. While GC areas tend to be auto-oriented, changes to GC development that improve walking, biking, and transit access are encouraged. Depending on specific uses, the districts may require significant buffering from adjacent land uses. There is no limit on the size of establishments that may be constructed within a GC area, but all uses should be compatible with the density and scale of the surrounding development.

Employment (E)



Employment (E) areas include predominantly corporate and business offices, research facilities, laboratories, hospitals, medical clinics, and other similar uses. They generally do not include retail and consumer service uses for the wider community, but may include limited retail and service establishments that primarily serve employees and users of the area. E areas are not generally recommended

for residential uses, especially those that are adjacent to highways due to noise impacts, though such uses may be considered as part of a conditional use under relevant zoning districts when there is adequate access to parks, transit, and a walkable street network. The need to retain employment areas that have highway access and visibility should also be considered.

Although generally used to identify relatively large, multi-establishment employment areas, such as the University of Wisconsin Research Park, the designation may also be applied to an individual property, such as a hospital. While there are no fixed limits on size of an establishment or development intensity within E areas, all uses should be compatible with the density and scale of surrounding development. The intensity of development may vary significantly depending on the location and surrounding context.

Industrial (I)



Industrial (I) areas accommodate manufacturing, wholesale, storage, distribution, transportation, repair/maintenance, and utility uses. The designation may also be used for landfills and gravel or mineral extraction activities. Industrial areas can include “nuisance” uses that should not be located in proximity to residential, mixed-use, or some other types of non-residential uses due to noise, odor, appearance, traffic, or other impacts. The I designation is not intended for retail or office uses not related to an industrial use, except for limited retail goods and services provided primarily to employees and users of businesses within the area. Compared to the E designation, I areas generally have a relatively smaller workforce (for a given

area), an emphasis on truck or rail traffic, and other characteristics such as outdoor work areas and outdoor equipment and materials storage.

Industrial areas typically require easy access to the regional highway system for deliveries and shipping of products. Some uses also require rail service and/or locations convenient to air transportation/shipping. Industrial areas should be served with public transportation whenever possible, especially areas with large numbers of employees. Shift work can be more common within industrial businesses, so demand for transit may occur outside of the typical rush hour times. Areas may provide a variety of flexible sites for small, local, or startup businesses and sites for large regional or national businesses.

Architectural, site design, and landscaping features within I areas may not be as extensive as in E areas, though properties should be well-buffered and screened from adjacent land uses that may not be compatible and parking/storage areas should be screened from public streets. Buildings and site improvements may be more simple and vehicle oriented than in other land use categories.

Special Categories

Four categories – Parks and Open Space, Special Institutional, Airport, and Neighborhood Planning Area – are grouped together under “Special Districts.” Unlike the other groupings of categories, each of the four listed below are very different – see the descriptions below for what is allowed within each designation.

Parks and Open Space (P)



The Parks and Open Space (P) category includes public parks, conservation areas, recreation areas, private recreation uses (such as golf courses), cemeteries, stormwater management facilities, greenways, urban agriculture, community gardens, major public trails, and other natural features and lands with a park-like character that are recommended for preservation. Parks often serve as important community gathering places, and should be designed to have frontages on public streets that make them both visible and accessible by neighborhood and city residents. Greenways and stormwater conveyances provide opportunities to link otherwise separate open spaces with both habitat corridors and bicycle and pedestrian connections when multiple uses are compatible.

As the Generalized Future Land Use Map is general in nature, smaller parks (generally less than an acre) may be shown as an adjoining land use. Parks and open space uses are allowed uses in all other land use categories, regardless of whether or not the area is mapped as Parks and Open Space. Note that areas mapped as Parks and Open Space in newly developing parts of the city are preliminary and may be refined as plats are submitted.

Special Institutional (SI)



The Special Institutional (SI) designation is used primarily to identify current or recommended locations for grade schools, colleges, the UW-Madison campus, and relatively large places of assembly and worship. The designation also covers the Alliant Energy Center and Mendota Mental Health Institute. SI uses, especially uses on small sites (generally

less than an acre), may be classified with surrounding land uses, as civic and institutional buildings are allowed in most land use categories. In particular, specific sites for schools and churches in developing neighborhoods may not be precisely known, but may still be located within those areas as part of a complete neighborhood design.

Schools and places of assembly and worship should be located to provide convenient access to such facilities. Buildings in SI districts often exceed 50,000 square feet of floor area and may be located on sites more than 10 acres in size. Larger uses in particular should be located on or near an arterial or collector street, and be designed so that high volumes of traffic will not be drawn through local neighborhood streets. SI uses should be served by public transit, if feasible, and good bicycle and pedestrian access should be provided to and within the site. Accessing the site via biking and walking should be encouraged with site design elements such as placing the building close to the street and providing bicycle parking close to building entrances. SI uses may require buffering from adjoining uses. Large SI uses are often highly visible and should be designed to fit gracefully with, rather than dominate, their surroundings.

Large campus uses, such as the UW-Madison and Edgewood College, may be further governed by a campus master plan adopted under the City's Campus-Institutional zoning district. In general, campus areas should be designed so that vehicle access and the location and amount of parking minimizes congestion and potential negative impacts both within the campus and in the surrounding neighborhoods. Frequent transit service to and/or within the campus should be provided. Streets, walkways, and multi-use paths and trails should provide strong pedestrian and bicycle linkages throughout the campus areas, and be interconnected with similar facilities beyond campuses. Campus development should be compatible with surrounding uses and their design characteristics, and mitigate potential negative impacts on adjacent areas. Campus areas should not expand into adjacent neighborhoods unless such expansions are also consistent with a City-adopted plan.

Buildings that include places of worship, schools, and other institutions may be optimal for adaptive reuse or redevelopment with residential uses when the institu-

tional use(s) relocate, cease to exist, or perhaps remain as part of a redevelopment. These sites are often embedded in residential areas, and are typically larger than most surrounding residential lots, making them good candidates for more intensive residential development. Redevelopment with Low-Medium Residential (LMR) uses is appropriate. In limited circumstances, intensities and heights in the Medium Residential (MR) land use category could be appropriate for the site or a portion of the site. Due to site-specific considerations, MR intensities may not be appropriate for all sites. Factors to be considered include relationships between proposed buildings and their surroundings, natural features, lot and block characteristics, and access to urban services, transit, arterial streets, parks, and amenities.

Airport (A)

The Airport (A) designation is used for the Dane County Regional Airport, including passenger and freight terminals, aircraft and airport operations, maintenance, storage facilities, surface and structured parking, and car rental agencies. It also includes military/Air National Guard facilities.

Neighborhood Planning Area (NPA)

Neighborhood Planning Area (NPA) designates areas that may become part of the city, but do not yet have planned land uses. These areas should undergo an area plan process prior to subdivisions or major development proposals being approved. Area plans should comprehensively lay out planned future land uses to ensure any future development is cohesive and follows the goals established in this Plan.

Peripheral Planning Areas

The Peripheral Planning Areas (PPAs) Map indicates areas where the City of Madison has, or may eventually have, an interest in future municipal expansion and urban development. More detailed planning will determine how much of the PPAs are recommended for development and potential municipal expansion. Planning will also include the associated towns, cities and villages to discuss areas of mutual concern. PPAs do not include lands within another city or village or where future City expansion is precluded

by an intergovernmental agreement. In all cases, an area plan/neighborhood development plan (NDP) should be completed prior to development. PPAs are listed in the likely order of potential future urban development. See the Peripheral Planning Areas Map for the locations of areas A through D.

The City's primary objectives for PPAs are:

- Maintain the land in agriculture and open space uses until needed for planned urban expansion;
- Preserve the City of Madison's ability to annex land and extend urban services to serve future urban development;
- Seek to reduce conflicts with neighboring jurisdictions regarding annexation and urban development;
- Identify and seek to preserve lands that should be maintained in permanent agricultural or open space uses.

Planning Area A

Land within Peripheral Planning Area A (PPA-A) is currently located in the Town of Cottage Grove but is in close proximity to the City of Madison. It is identified as a "Potential Madison Expansion Area" and may be annexed to the City of Madison under the intergovernmental agreement established with the Town of Cottage Grove in 2022. The Town has agreed not to oppose unanimous annexation to the City within this area. The City has agreed not to annex land east of this area during the agreement. Sanitary sewer and municipal water are currently close to the northern and southern portions of PPA-A, which could serve urban development in the City. The City will establish a detailed area plan for PPA-A in the near future. The plan will recommend future land uses and potential phasing of any urban development.

Planning Area B

Peripheral Planning Area B (PPA-B) encompasses land east of the Reiner and Northeast Neighborhoods NDPs. The land is currently within the Town of Sun Prairie, and may be appropriate for City expansion after development progresses in the Reiner and Northeast Neighborhoods NDP areas. The City may pursue an intergovernmental agreement with the Town of Sun Prairie, and potentially

agreements with the City of Sun Prairie and Village of Cottage Grove, to provide long-term certainty for stakeholders.

Planning Area C

Peripheral Planning Area C (PPA-C) includes lands generally bounded by Door Creek on the west, Hope Road to the north, and Little Door Creek to the south and east. This area is located within the Town of Cottage Grove and is a potential long-term growth area for the City. Land within PPA-C cannot be annexed to the City before 2062, per the intergovernmental agreement with the Town.

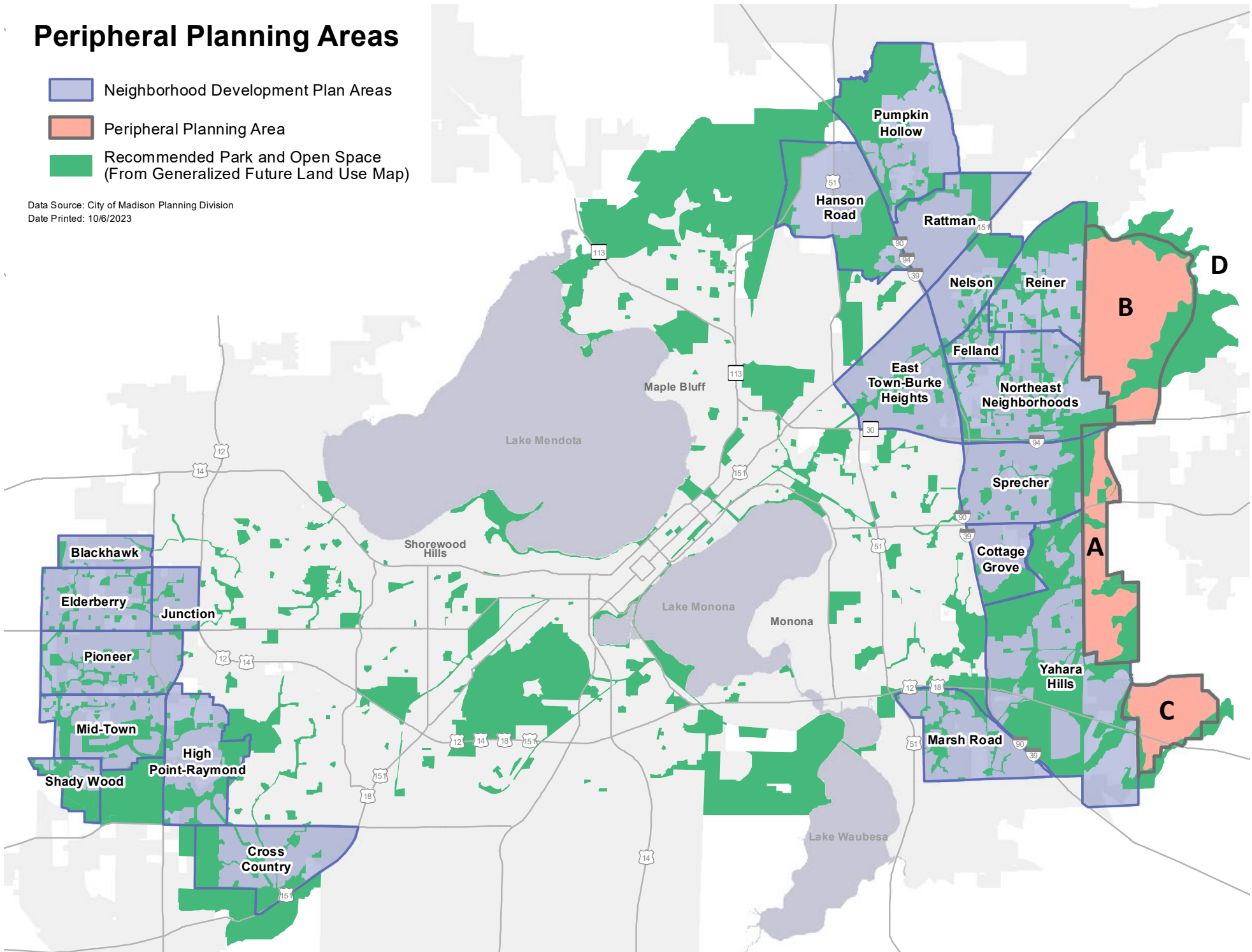
Planning Area D

Peripheral Planning Area D (PPA-D) includes land east of PPA-C in the Town of Sun Prairie, and should continue with current agricultural and open space uses during this Plan's 20-year planning period. Even if urban development eventually reaches this area, some of the land may be appropriate for consideration as permanent agricultural use areas, in addition to any lands that would be reserved for park and open space uses. Long-term growth into PPA-D may be informed by any potential agreements reached with the Town of Sun Prairie, City of Sun Prairie, and Village of Cottage Grove.

Peripheral Planning Areas

- Neighborhood Development Plan Areas
- Peripheral Planning Area
- Recommended Park and Open Space
(From Generalized Future Land Use Map)

Data Source: City of Madison Planning Division
Date Printed: 10/6/2023





LAND USE AND TRANSPORTATION

Goal: Madison will be comprised of compact, interconnected neighborhoods anchored by a network of mixed-use activity centers.

Goal: Madison will have a safe, efficient, and affordable regional transportation system that offers a variety of choices among transportation modes.

INTRODUCTION

The City of Madison has added about 27,000 new residents since the last Comprehensive Plan was adopted in 2006 and almost 50,000 residents over the past 20 years. This Plan estimates that the city will grow by another 115,000 residents and 50,000 jobs between 2020 and 2050. The city's growing economy, vibrant neighborhoods, cultural amenities, and natural landscape all attract people to the city and region. With all the reasons to live and work in Madison, this Element, combined with the Growth Framework, seeks to provide ways for the city to continue to accommodate new residents and jobs while enhancing all the factors that attracted them to the city in the first place.

While it is easy to accommodate growth, it is a challenge to grow in a way that successfully builds upon the City's strengths. Without guidance, development can happen in a way that is most convenient and profitable in the short-term, with little regard for the long-term impacts on the city and its residents. With that in mind, how does the City create great new neighborhoods? Where can all the residents with a desire for urban living go when the city's older neighborhoods aren't getting any bigger? Is enough space designated for new and growing businesses in the Generalized Future Land Use Map, especially as the ways commercial space is used rapidly changes? How do all these new residents and employees get from one place to another without overwhelming the city's streets and highways and negatively impacting existing neighborhoods?

This Plan combines Land Use and Transportation into one Element, acknowledging the inseparable link between them. Urban living is more desirable when destinations are conveniently and safely reached by walking, biking, or transit. Living in developing peripheral neighborhoods is enhanced when there are amenities close by and viable alternatives to driving.

This Element, combined with the Growth Framework Chapter, sets the path for the city's overall long-term growth. Other Elements within this Plan will also impact how the City grows, and other City plans often provide more details on specific topics, like the Transportation

Master Plan, or smaller geographies, like the city's sub-area plans. The appendix to this Plan contains additional information related to land use and design, such as the relationship between this Plan and various sub-area plans, along with general land use and transportation principles that should be applied to future development, planning, and decision-making to help the city prosper over the long term. Additionally, the Generalized Future Land Use (GFLU) Map in the Growth Framework chapter will help guide development and redevelopment within the city, and should be implemented consistent with this chapter's Goals, Strategies, and Actions.

STRATEGIES

1. Improve **transit service**, especially to peripheral employment and residential locations, with a focus on **reducing the travel time** for transit dependent populations.
2. Implement **bus rapid transit (BRT)** to improve travel times, enhance reliability, and increase ridership.
3. Ensure **all populations benefit** from the City's **transportation investments**.
4. Improve access to **transit service to nearby cities**, such as Milwaukee, Chicago, and Minneapolis.
5. Concentrate the highest intensity **development along transit corridors**, downtown, and at Activity Centers.
6. Facilitate compact growth to reduce the development of **farmland**.
7. Maintain **downtown Madison** as a major activity center for the region while improving access and inclusivity.
8. Expand and improve the city's **pedestrian and bicycle networks** to enable safe and convenient active transportation.
9. Implement **new technologies** to more efficiently use existing transportation infrastructure.



Strategy 1 Improve transit service, especially to peripheral employment and residential locations, with a focus on reducing the travel time for transit dependent populations.

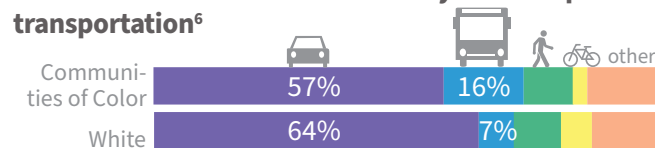
Actions:

- Pursue improvements to transit service in peripheral areas and adjacent municipalities.
- Consider implementing additional Madison Metro routes that more directly connect peripheral areas without traveling through Downtown.
- Prioritize improved service for transit-dependent populations when integrating Madison Metro routes and schedules with BRT.

Transit accessibility to destinations on the outskirts of the city and in the suburbs is a problem for many current and prospective users of Madison Metro. Some transit customers spend over an hour and make multiple transfers to get to destinations that would otherwise be a 20-minute ride on direct service. Other customers can take transit to their jobs, but due to shift work, cannot use transit to get home when their shifts end because buses are no longer running. Still more areas are totally inaccessible by transit, even during peak travel periods. With growing employment in suburban communities like Sun Prairie, DeForest, and Cottage Grove, job-seekers without cars are left behind. Access to employment is the primary issue for many households – without a stable, well-paying job, even “affordable” housing can be unattainable.

Stories of people declining job offers due to lack of transit service were mentioned during Imagine Madison’s engagement process, emphasizing the link between

Madison’s communities of color rely more on public transportation⁶



mobility and career opportunities. Career opportunities that should be available to all become limited for those who cannot reach employment due to lack of transit during the times that they need it most. Similarly, businesses can struggle to fill positions with qualified people if transit isn’t an option for their prospective employees. Linking employees and employers with transit will provide benefits to all. The need for more direct and frequent service, along with the need to extend service to areas currently underserved by transit, were themes of the most recent Transit Development Plan (TDP) prepared by the Madison Area Transportation Planning Board in cooperation with Metro Transit. Due to funding constraints, many of the service improvement recommendations have yet to be implemented and thus these will likely continue to be important themes as the TDP is updated to provide details that will help address this Strategy.

Improving transit access was a high priority for many groups in the Imagine Madison process, but this Strategy, and many of the related Actions, cannot be adequately addressed without additional funding. Some nearby communities would like to participate in the Metro Transit system, but the City currently lacks the capacity to expand service due to constraints at its current maintenance facility. As a growing region, the Madison area needs to implement a regional transit system with a dependable funding mechanism. The funding is needed for both capital costs, such as a new bus storage and maintenance facility and new buses, as well as operating costs, such as diesel fuel (or electricity), bus maintenance, and drivers. Transit funding is addressed further on page 102.

“Create transit routes that make it easier for city residents to take advantage of employment opportunities in outlying areas.” — online participant



a. Peripheral Transit Service

Transit system expansion has lagged on the growing periphery of the city. When transit is extended, existing service tends to be “stretched” to cover new areas, rather than truly expanded. The cost of extending transit service when peripheral development is considered should be accounted for. Further, there has been significant employment growth in suburban communities, much of which is not accessible by transit. While a Regional Transit Authority (RTA) would be the ideal solution, the City should work with other municipalities to extend transit service if the state does not enable RTA creation. The City should also explore other methods of paying for transit service expansion, such as transit impact fees.

b. Peripheral Bus Route Connections

Current capacity constraints prevent any Metro service expansion and lack of a sustainable local funding source restricts Metro’s ability to expand coverage. Pursuing additional peripheral Metro connections is an important step towards improving transit service, but doing so will require additional funding.

c. Transit-Dependent Populations

The City will need to examine how best to integrate a future BRT system with the existing Metro system. A Racial Equity and Social Justice analysis should be completed as route restructuring progresses so that the impacts of changes on Metro customers are understood prior to implementation and measures can be taken to ensure that the system will be a net improvement for transit-dependent populations.

Strategy 2

Implement bus rapid transit (BRT) to improve travel times, enhance reliability, and increase ridership.

Actions:

- a. Build a new bus storage and maintenance facility to support an expanded bus fleet.
- b. Prepare detailed plans for BRT corridors to guide redevelopment and improve pedestrian and bicycle linkages.
- c. Integrate BRT-supportive features into street reconstruction and development projects along BRT corridors wherever feasible.
- d. Explore opportunities to use alternative methods to fund BRT infrastructure.

While 2016 Metro Transit ridership declined 13 percent from a record high 15.2 million riders in 2014, ridership is still up by 11 percent over 2006 levels and 46 percent since 1990 (outpacing 32 percent population growth since 1990). Given these increases, plus challenges with bus crowding on certain routes, the continuing growth of the city, and public support of continued redevelopment (see discussion on page 39), an upgrade to the city's transit system is needed within the next five years to provide people with an improved alternative to car travel. Bus rapid transit is a cost-effective way to provide more frequent, faster service than the traditional bus system. Under this Plan and the City's adopted Transportation Master Plan, it is a critical piece of the transportation system that will support both transit-oriented redevelopment and expansion of transit service to developing neighborhoods while improving transit travel times.

Implementing BRT will require additional funding (see page 102), continued detailed planning for the system itself, land use planning in areas around new BRT routes, and potentially prioritizing transit over car traffic and on street parking in some cases.

a. Bus Storage and Maintenance Facility

Metro Transit's current bus storage and maintenance facility is over capacity and lacks the infrastructure to serve the next generation of electric buses. A new facility is a prerequisite for implementing BRT and an expansion of traditional bus service to unserved areas. The existing bus maintenance facility also needs to be upgraded to improve safety, lighting, electrical service, and other elements.

b. Plans for BRT Corridors

The City has seen strong demand for redevelopment along major transit corridors. That demand is likely to increase when transit service is improved. BRT corridors should be among the areas prioritized for the preparation of detailed sub-area plans. Such plans should not only cover building use and design to complement investments in transit, but also improvements to pedestrian and bicycle infrastructure that make it easier for people to get to BRT stations.

“Continue to pursue the implementation of rapid transit! This is how people are able to get to their jobs and access vital individual/community health and wellness resources.”
— Resident Panel participant

c. BRT and Street Reconstruction

Some corridors, such as Park Street and University Avenue from Shorewood Boulevard to Campus Drive, are slated for reconstruction over the next decade or so. The City should design such streets for future BRT service to avoid having to retrofit them in the future.

d. BRT Funding

BRT will likely require a variety of nontraditional funding sources to be implemented. Tax Increment Financing (TIF) is one of the few tools that the City has to fund economic development and infrastructure outside of using general debt or the general fund. With BRT's potential to spur

What is “Bus Rapid Transit”?

Bus Rapid Transit (BRT) is an enhanced bus-based public transportation system that delivers faster service with more amenities than “standard” bus service. The best BRT systems integrate as many of the following features as possible:

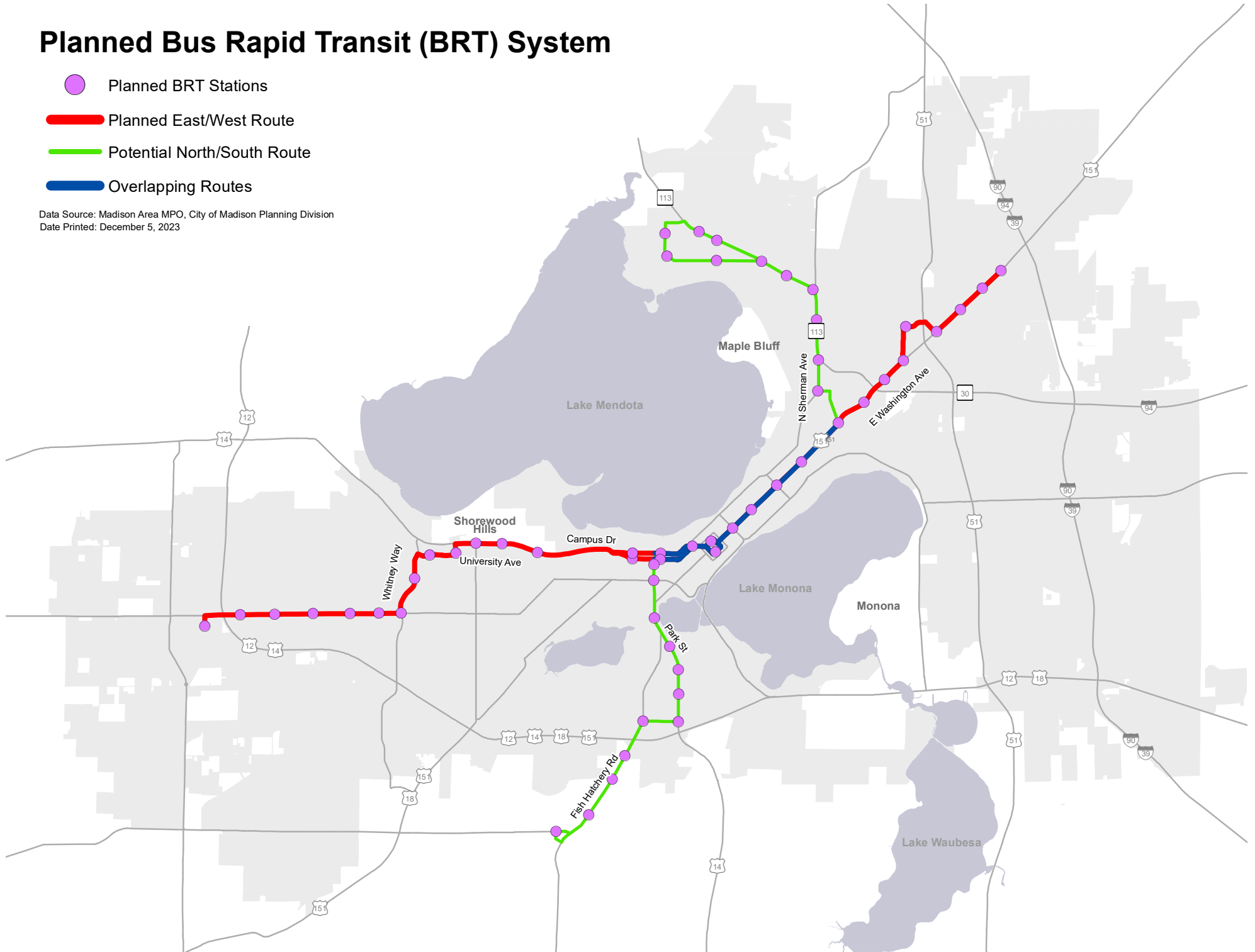
- Dedicated lanes/alignment
- Off-board fare payment
- All-door boarding
- Platform-level boarding
- Priority treatment for buses at signalized intersections – traffic lights stay green as buses are approaching
- High-capacity articulated vehicles
- High-quality stations
- More widely spaced stations - generally about a half-mile apart, rather than a quarter-mile or less for typical bus service
- Faster service
- More frequent service
- Prominent branding to differentiate BRT from standard bus routes

redevelopment, there may be an opportunity to capture value from redevelopment projects and apply it to making the infrastructure improvements needed to implement BRT within some Tax Increment Districts (TIDs). TIF funds can help finance land costs and certain non-assessable infrastructure costs associated with BRT construction. Any investment in BRT infrastructure will be limited to eligible project costs and balanced with supporting other expenditures within a TID. Please see page 63 for more information regarding TIF. Other methods for funding BRT that should be explored are special assessments and transit impact fees.

Planned Bus Rapid Transit (BRT) System

- Planned BRT Stations
- Planned East/West Route
- Potential North/South Route
- Overlapping Routes

Data Source: Madison Area MPO, City of Madison Planning Division
 Date Printed: December 5, 2023



Strategy 3 Ensure all populations benefit from the City's transportation investments.

Actions:

- a. Use the City's Racial Equity and Social Justice Initiative (RESJI) tools to inform major transportation projects.
- b. Partner with businesses and governmental entities to expand access to various money-saving transit pass programs.
- c. Pursue equitable distribution of amenities and traffic calming measures in street reconstruction projects throughout the city.

The City spends tens of millions of dollars every year to rebuild and maintain its street network. As the City addresses road maintenance needs, it is important to recognize that a significant portion of residents travel by non-auto modes of transportation. Increasing investment in transit, bike, and pedestrian infrastructure as the City maintains its roads will provide benefits to those who don't own a car or who do not drive (see also page 41).

Similarly, amenities, pedestrian and bicycle enhancements, and traffic calming measures should be considered citywide, with a focus on the identification of priority projects based on an equitable process. Some major roads are controlled by the county, state, or federal governments. In such cases, the City should work with other governments to ensure that amenities and enhancements are well-integrated into transportation projects.

“Ensure that more affordable neighborhoods farther from downtown also have reliable public transportation.”
— online participant

a. Racial Equity, Social Justice and Transportation

The City's RESJI tools can help facilitate conscious consideration of equity and examine how communities of color and low-income populations will be affected by proposed City transportation projects.

b. Access to Transit Passes

Low-income populations depend upon transit to get to jobs and appointments, but at the same time, are more likely to pay the full cash fare for a trip. Madison Metro has a Low-Income Pass, but it is only sold during regular business hours at three locations. Making this pass available online or at libraries would increase access for communities most in need of the pass.

c. Amenities and Traffic Calming

The City's traditional outreach methods for major road reconstruction projects can result in project enhancements, but it can also put some neighborhoods at a disadvantage when residents do not attend input meetings due to job hours, child care needs, or other issues. Infrastructure projects, such as pedestrian and bicycle enhancements (on arterial streets) and traffic calming features (on collector and neighborhood streets) should be carefully assessed in any reconstruction project, with more deliberate assessment in areas with a greater concentration of underrepresented populations. Greater outreach to district alders, Neighborhood Resource Teams, or community-based organizations is a first step.



Strategy 4 Improve access to transit service to nearby cities, such as Milwaukee, Chicago, and Minneapolis.

Actions:

- Support construction of an intercity bus terminal that is well-integrated with Madison Metro and future BRT.
- Work with WisDOT and local railroad operators to maintain the viability of existing rail corridors for future passenger rail operations both within the city and to adjoining metro areas.
- Continue to advocate for high speed rail connections to nearby metro areas with state officials.

Better access to intercity bus service that is competitive with car travel to adjoining metro areas was a high priority for Imagine Madison Resident Panels. Resident panelists were more likely to be from communities of color and have relatives in nearby metropolitan areas. Faster transit options to get to those areas is an important piece of the transit picture for a significant portion of the city's population.

Madison has been without an intercity bus station since 2009. Pickup locations for intercity buses have since changed multiple times, with the current downtown/campus location on Langdon Street across from the UW-Madison's Memorial Union. This location, like others before it, simply has curbside pickup, and lacks any amenities. The City needs to support the establishment of a dedicated intercity bus terminal in a location easily accessible to Metro riders, future BRT riders, and the UW-Madison student population.

While intercity bus service will remain the city's primary transit link to nearby metro areas over the next ten-plus years, passenger rail connections to Milwaukee, Chicago, and Minneapolis should remain a long-term goal. The City should position itself to be ready to support implementation of intercity rail when there is more receptiveness to it at the State level.



a. Intercity Bus Terminal

While several bus companies provide service to destinations around the upper Midwest, the city lacks a bus terminal to provide shelter and amenities such as food or restrooms to people waiting for intercity buses. Any future terminal should be convenient to existing transit and easily accessible to the most frequent users of intercity buses. There may be an opportunity to integrate a terminal into a larger redevelopment project. In any case, the City will need to coordinate with private bus companies to ensure that they are supportive of the facility and will use it once it is complete.

“In cooperation with bus companies, UW-Madison, and other partners, support the construction of an intercity bus terminal.”
— online participant

b. Existing Rail Corridors

The option for both commuter rail within Dane County and regional passenger rail connections to Milwaukee, Chicago, and Minneapolis should be preserved. Maintaining that option will require working with the Wisconsin DOT and railroad operators.

c. High Speed Rail

Fast, reliable, and convenient connections to larger Midwestern metro areas are needed to grow the city's economy. High-speed passenger rail can provide intermediate-distance connections faster and cheaper than cars or planes. Though state and federal support of this Action varies, implementing rail connections to nearby metro areas remains an important element of a holistic transportation system for city residents and employers.

Strategy 5 Concentrate the highest intensity development along transit corridors, downtown, and at Activity Centers.

Actions:

- a. Implement Transit Oriented Development (TOD) overlay zoning along BRT and other existing and planned high-frequency transit service corridors to create development intensity minimums, reduce parking requirements, and support transit use.
- b. Ensure that redevelopment is well-integrated with adjacent low density residential areas.
- c. Facilitate the creation of Transportation Management Associations (TMAs) and implementation of Transportation Demand Management (TDM) strategies to serve high-intensity development at Activity Centers and along transit corridors.
- d. Prepare plans to transition auto-oriented commercial areas into mixed-use Activity Centers.

This Strategy and the accompanying Actions are closely related to Strategy 6 in this Element. The support for redevelopment discussed under Strategy 6 should be reflected in future neighborhood plans, updates to existing plans, and reviews of proposed projects while maintaining the high quality of life in existing neighborhoods.

The Growth Priority Areas in the Growth Framework chapter identify major corridors and activity centers, differentiating between established activity centers where additional redevelopment may continue, transitioning activity centers where more significant redevelopment is needed and can be accommodated, and future activity centers in new neighborhoods. The map also shows where growth on the periphery is prioritized. While redevelopment may occur outside of the priority centers and corridors, it is anticipated that much of the growing demand for walkable urban living will be met within the identified areas.

“Focus investments in public infrastructure to enable development along priority corridors”
— online participant

a. TOD Overlay Zoning

As redevelopment occurs along transit corridors, downtown, and at Activity Centers, it will be important to not only provide enhanced transit options (see page 31), but also ensure that development is constructed to support transit through its design and intensity. Implementation of the TOD overlay district in the City’s zoning ordinance will help support increased transit-oriented intensity in select areas.

b. Integration of Redevelopment

The design of redevelopment projects and the manner in which a project integrates with surrounding development is sometimes controversial, and is an issue that may become more apparent as the demand for urban living increases. Almost any new development will have some impact on the surrounding area, but there are general design strategies that should be considered to lessen these impacts so the use of adjoining properties is not substantially impaired (see the detail box on the following pages for design elements and project examples). Sub-area plans for areas where there is potential for redevelopment adjacent to low-intensity development that will remain should include guidance on the design of appropriate transitions between different building types and scales. Such plans should also include an analysis of existing and projected traffic and parking issues and methods that could be used to mitigate such issues. Having such details established in sub-area plans prior to redevelopment being proposed frequently makes the development review process go more smoothly for the neighborhood, developer, and City staff.

What is an “Activity Center”?

An Activity Center is an area that is more intensely developed than its surroundings and serves as the visual and/or functional center of a neighborhood, multiple neighborhoods, or a district. Activity centers are typically mixed-use areas that contain some or all of the following uses: residential, retail, service, employment, civic, institutional, and parks or public space. The mix of uses in close proximity and the intensity of development, when paired with robust transit service, can combine to lessen car traffic and increase walking, bicycling, and transit use when compared to lower-intensity and/or single-use development.

What is Transportation Demand Management?

Transportation Demand Management (TDM) is a package of policies and programs designed to reduce single-occupancy vehicle (SOV) trips and enable the transportation system to function more effectively through expanding the supply and availability of SOV alternatives, controlling demand for SOV use, providing incentives for non-SOV travel, and imposing full-cost pricing on automobile use. TDM is implemented through a variety of methods, including: using alternative travel modes (bicycling, walking, and transit), increasing the number of passengers in vehicles (carpooling and vanpooling), eliminating the need for some trips altogether (compressed workweek), pedestrian-oriented design, paid parking, and transit subsidies. TDM can lead to more efficient use of transportation resources, less traffic, enhanced livability, and improved environmental quality and public health.

c. TMAs and TDM

Development frequently includes inherent incentives to drive, such as low cost or free parking. Whether in conjunction with employment centers, mixed-use areas, or large residential buildings, the space and cost of parking areas can present lost opportunities for more productive and efficient use of land, and can detract from the urban environment. Transportation Management Associations and Transportation Demand Management seek to offset the incentives to drive that are built in to the existing development pattern by increasing the convenience and economic competitiveness of alternative transportation options such as transit, biking, walking, and carpooling.

d. Prepare Mixed-use Activity Center Plans

Encouraging redevelopment is an important part of reducing the demand for peripheral development. Many redevelopment projects will continue to occur along corridors adjacent to existing residential neighborhoods. However, many commercial areas within the city, such as the regional malls and smaller strip malls, may be appropriate for mixed-use redevelopment if there is an accompanying detailed plan to provide the infrastructure and amenities needed to support new residential units. Detailed sub-area plans to guide the transition of many aging commercial areas to mixed-use Activity Centers

should be prioritized to ensure that a sufficient supply of land is ready as property owners pursue redevelopment and so that needed community infrastructure such as optimal networks of streets, sidewalks, stormwater infrastructure, public park space, and adequate parking are addressed prior to redevelopment. Once these sub-area plans are adopted as a framework, development proposals that comply with plans can move through the approval process more quickly.

What is a Transportation Management Association?

A Transportation Management Association (TMA) is an organization that is formed to apply Transportation Demand Management (TDM) strategies and approaches to facilitate the movement of people and goods within a specific geographic area. TMAs typically operate as public/private partnerships where employers, developers, businesses, property owners, residents and governmental entities all work collectively to establish policies, programs and services to address local transportation problems. These can include discounted bus passes, a vanpool subsidy program, a guaranteed ride home program, shuttle services, parking pricing, and parking management.

The TMA service area may be as small as a major Activity Center or as large as a county. Funding for the TMA may come from various sources, such as developer fees, member dues, a Business Improvement District (BID), or grants from the public sector.

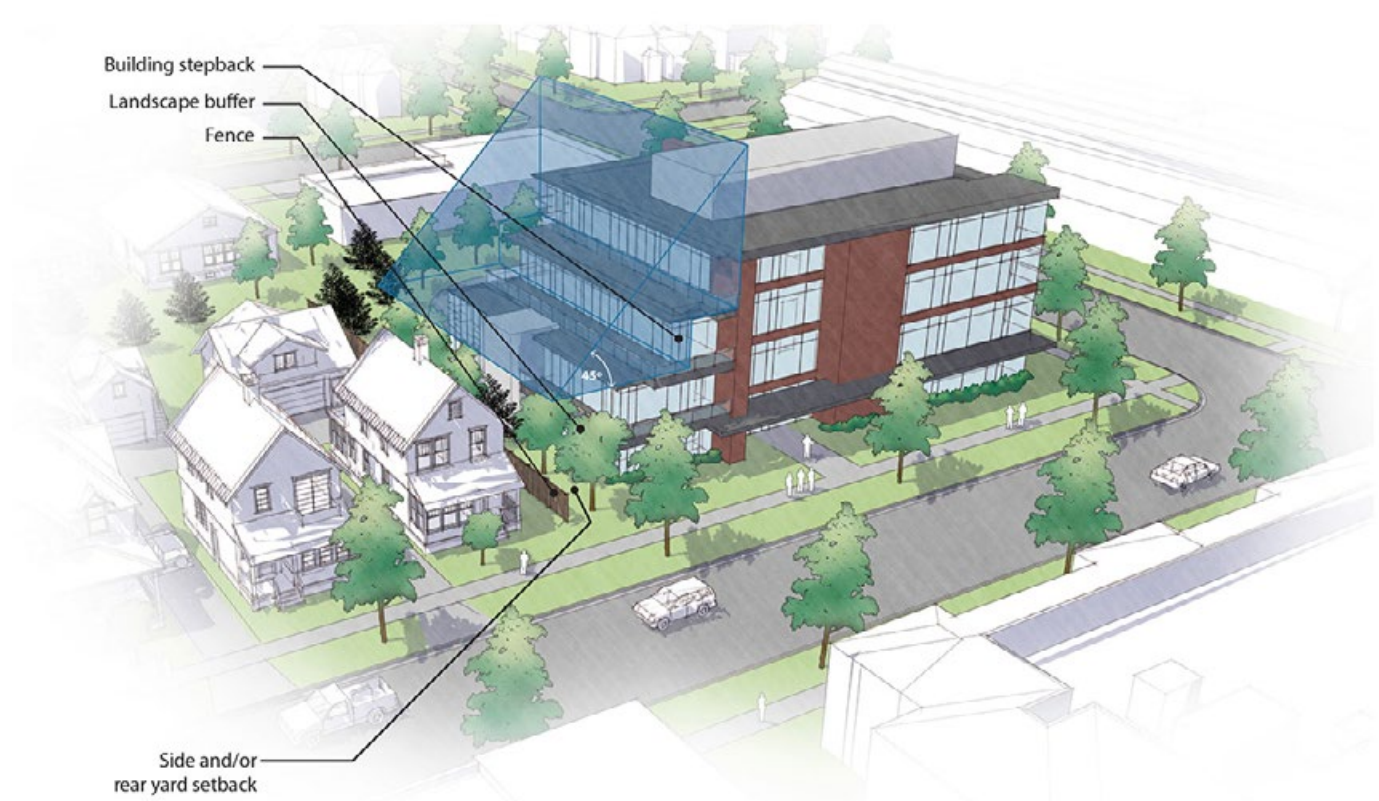


Transitions Between Redevelopment and Existing Development

There are some general strategies that should be considered to lessen impacts on surrounding properties so that their use is not substantially impaired by redevelopment projects. These strategies can include:

1. Building setbacks to lessen massing and shadow impacts;
2. A landscape buffer to shield the ground floor from adjoining properties;
3. Fencing to improve backyard privacy;
4. A side yard and/or rear yard setback.

Neighborhood, corridor, or special area plans may create location-specific design standards that articulate what transition measures are needed in which areas of the city. Ultimately, determination as to whether a development proposal has an appropriate transition to existing development is up to the Plan Commission when the project requires a conditional use approval or the City Council when a rezoning is required, subject to relevant standards established in city ordinances, such as zoning, historic preservation, and urban design districts.



Strategy 6 Facilitate compact growth to reduce the development of farmland.

Actions:

- a. Continue to update peripheral neighborhood development plans to increase allowable development intensity and create density minimums.
- b. Steer peripheral growth towards mapped priority areas, with a focus on land already served by utilities.
- c. Accommodate a majority of growth through infill and redevelopment.

Dane County contains some of Wisconsin’s most productive farmland. Feedback through the Imagine Madison process highlighted the importance of infill/redevelopment and compact edge growth to reduce the loss of farmland. The City of Madison strives to accommodate a large share of Dane County’s growth within a small geographic area. For example, about 50% of the new housing units constructed in Madison over the last decade were infill/redevelopment projects (primarily multifamily residential projects). This compact growth pattern reduces the demand for development of farmland within the county. Even City of Madison edge development that converts farmland to housing and employment uses is an improvement over spreading the same amount of housing and employment development over a much larger rural area. The impacts of low density rural development are particularly acute when they are located in isolated areas and interrupt larger tracts of farmland and efficient farming operations.

The community preference for infill and redevelopment should not be taken as a demand for eliminating edge growth. Recognizing the importance of creating well-designed and complete neighborhoods, regardless of where they are located, the City should continue to reexamine peripheral neighborhood development plans and update them, seeking opportunities to allow for more efficient land use and to reduce the rate at which farmland is developed. Such changes should be accompanied by increased street, bicycle, and pedestrian connectivity to shorten trips, facilitate future transit service, and

encourage more healthy transportation options such as walking and biking to nearby jobs and mixed-use activity centers. The City should continue to preserve options for urban growth by exercising its extraterritorial jurisdiction and by working with nearby communities on intergovernmental agreements that limit low density, low-value, high (municipal service) cost development in potential future city expansion areas.

This Strategy and the accompanying Actions are closely related to Strategy 5 on the preceding pages.

a. Update Neighborhood Development Plans

Many of the City’s peripheral neighborhood development plans (NDPs) were originally adopted in the late 1990s and early to mid-2000s. While they included some forward-thinking aspects, the layouts and mix of land uses tended to be disconnected, car-oriented, and low intensity, and significantly under-valued agricultural land for food production. NDPs should be revised to boost development intensity where appropriate and to enhance the mix of land uses, which in turn will decrease City expenses for service provision and increase property tax revenue. Modifications should be accompanied by additional street and sidewalk connectivity to disperse traffic on a network of gridded streets and encourage biking, walking, and transit use. Such improvements will help mitigate potential increases in car traffic that may otherwise accompany more intense development and encourage healthy transportation options, such as walking and biking.

b. Priority Growth Areas

Peripheral growth should first occur in areas already served by utilities, followed by other areas already within the Central Urban Service Area (CUSA). Leapfrog development should be minimized, though it is sometimes unavoidable if certain landowners do not choose to develop their

“Make housing affordable in the city so people don’t have to build farther out.”
— online participant



properties. Growth should be guided through careful planning of utility extensions and phasing plans included within updated Neighborhood Development Plans. There is currently a significant amount of undeveloped land in the CUSA. Amendments to add land to the CUSA should be consistent with adopted City plans and should include consideration of variables including the amount of farmland that would be lost and the amount of development that would be accommodated. See the Growth Priority Areas Map on page 16 for priority peripheral growth areas and Activity Centers.

c. Redevelopment and Infill Growth

Accommodation of a significant amount of growth within infill and redevelopment areas is one method to reduce the demand for the development of farmland. Redevelopment should be integrated into corridors and established and transitioning Activity Centers identified on the Growth Priority Areas map, consistent with this Plan and adopted sub-area plans. It should be noted that while not making land available for redevelopment forces growth to occur elsewhere, simply having land available for redevelopment does not mean that it will happen instead of edge development. Demographic and market forces can have as much, or more, influence on where people want to live as availability of land. Implementation of this Action will require implementation of other Actions within this Plan, including improvements to the transit system and the preparation of plans to transition auto-oriented commercial areas into mixed-use Activity Centers.

Strategy 7

Maintain downtown Madison as a major Activity Center for the region while improving access and inclusivity.

Actions:

- Continue to use the City’s Affordable Housing Fund to support construction of affordable housing in and near downtown.
- Facilitate partnerships with community organizations to host more downtown events that attract a wider variety of demographic groups.
- Improve transit service to and from downtown outside of standard commuting hours.
- Develop and implement a park-and-ride plan to increase accessibility to downtown and the UW-Madison campus.

Downtown Madison is home to many facilities of regional significance, such as the Overture Center, Children’s Museum, and Monona Terrace Community and Convention Center. It is also the most intensely developed, walkable, and transit-friendly area of the city, with the highest levels of public and private investment. It should be maintained as a major mixed-use Activity Center that serves as an employment, entertainment, and event destination for the region (see the Downtown Plan for more details). However, downtown is not equally accessible to everyone in the community – housing is more expensive, paying for parking can be a barrier to low-income households, and many special events tend to be targeted towards the city’s white population. Additionally, it will be important to maintain a sense of safety and security for all visitors to and residents of downtown – without that, people will not want to live downtown and visitors will not want to visit downtown.

a. Affordable Housing

Much of the recent redevelopment in and around downtown has been focused on high-end residential units. As some older, more affordable units are occasionally demolished for more intense redevelopment, an effort should be made to create new affordable units to make downtown

living more available to households of all income levels. Using the Affordable Housing Fund (AHF) to boost the chances of a project securing federal tax credits has been a successful strategy citywide, but thus far only one of 15 projects funded by the AHF has been on the isthmus.

“Build affordable housing, apartments, and offer more diverse entertainment similar to Concerts on the Square.”
— Resident Panel participant

b. Facilitate Partnerships

Downtown is a major activity center for the entire region, but it needs to be inclusive and more broadly programed for the city’s increasingly diverse residents. Some strides could be made if existing events and organizations reached out to underrepresented groups to attract more attendees. In other cases, the City may be able to facilitate partnerships between community organizations to host downtown events that attract a wider variety of residents from all areas of the city. Some City departments, like Parks and the Library, are especially well-positioned to implement this Action.

c. Improve Transit Service

While downtown has the best transit service in the city, it can still be difficult to access downtown from certain areas outside of standard commuting hours. Improving transit service to downtown from outlying areas and neighborhoods with a high proportion of transit-dependent residents will improve the accessibility of downtown, especially when considered in conjunction with other Actions in this Plan, such as Action d below.

d. Park-and-Ride Plan

Downtown can be challenging for low-income families to visit due to expensive parking. While selectively lowering parking costs or subsidizing parking may not be feasible or desirable, there are other options available to make downtown more easily accessible. For instance, expanding park-and-ride options can help people avoid the high cost of downtown parking and boost Metro ridership. The City should work with the Wisconsin DOT on developing and implementing a park-and-ride plan. Park-and-ride planning should also include options for park-and-bike. Increasing park-and-ride options also allows more people to access downtown and the campus without increasing traffic on the isthmus. Substantial increases in parking downtown may create diminishing returns as there are no plans to increase road capacity leading to downtown on roads that are already congested during peak travel times.



Strategy 8 Expand and improve the city's pedestrian and bicycle networks to enable safe and convenient active transportation.

Actions:

- a. Proactively fill gaps in the pedestrian and bicycle network.
- b. Continue to integrate pedestrian and bicycle safety improvements and amenities into new and reconstructed streets.
- c. Update the subdivision ordinance to ensure that new developments incorporate the City's planned shared-use path network.
- d. Develop and adopt a citywide pedestrian and bicycle plan that advocates for implementation of modern design principles while also moving towards a financially sustainable maintenance program.

In addition to improving transit service as a way to provide viable alternatives to driving, the City must also make improvements to pedestrian and bicycle systems. Making it not only possible to bike and walk, but preferable, especially for shorter trips, can go a long way towards creating a healthier, more mobile community.

Part of making walking and biking a viable alternative to driving is creation of a connected street network. People are less likely to walk or bike to a destination if the route is circuitous. A gridded network of streets not only reduces traffic by shortening and dispersing car trips, but also makes biking and walking through a neighborhood a safer and more enjoyable experience. Connected local streets are a critical part of a robust active transportation system.

A comprehensive system of sidewalks and shared-use paths is also an integral part of any transit system. Paths and sidewalks also enable safer and easier travel by residents with limited mobility, and make walking or biking to and from school safer and easier for children. Sidewalks should be included on both sides of all new and reconstructed streets wherever possible, realizing that some site-specific

considerations, such as major heritage trees, may prevent installation of sidewalks in some cases.

Robust pedestrian and bicycle networks go hand-in-hand with mixed-use development, which can significantly increase pedestrian and bike trips and decrease car trips if the development is well-connected to surrounding residential and/or employment areas by local streets, sidewalks, and paths.

a. Pedestrian and Bicycle Network Gaps

As one of only five League of American Bicyclists platinum-rated bicycling cities in the country, Madison is ahead of the curve in many respects when it comes to cycling infrastructure. However, both the city's pedestrian and bicycle networks have major connectivity gaps that must be filled to further encourage biking and walking as safe and convenient transportation choices. Just as streets that suddenly disappear then reappear a few blocks later would never be accepted, pedestrians and bicyclists should not have to deal with discontinuous sidewalks and paths. While some gaps in the system may be addressed as streets are repaved or reconstructed, others should be constructed sooner. The "Tier 1 Sidewalks" map in this Element was established as part of the City's Transportation Master Plan. These sidewalks are close to schools, transit routes, or along other features that attract pedestrians, and should be constructed without necessarily waiting for adjoining street reconstruction if site conditions allow. The Bicycle Facilities map in this Element shows existing bicycle facilities and planned facilities that are needed to connect gaps in the bicycle network.

b. Pedestrian and Bicycle Amenities

Recent street reconstruction projects such as Johnson Street, Williamson Street, and Monroe Street have included enhanced pedestrian and bicycle amenities and safety features such as raised intersections, rectangular rapid flashing beacons, bumpouts, bike racks, bike boxes, striped bike lanes, colored crosswalks, pedestrian islands, and/or pedestrian-oriented streetlights, among other things. This program of context-sensitive improvements should continue as additional street reconstruction projects are undertaken, realizing that not all amenities are appropriate for all locations. A comprehensive streetscape typology

could establish a clear policy on what amenities are appropriate where. Action c under Strategy 3 in this Element contains additional information that relates to this Action.

c. Update Subdivision Ordinance

The City's current subdivision ordinance was originally adopted in the 1960s. While it has been amended many times since then, it lacks a comprehensive approach to ensuring that new subdivisions carry out the City's plans for new shared use paths. The subdivision ordinance should be revised or rewritten to include language that requires right-of-way dedication for planned paths.

d. Pedestrian and Bicycle Plan

While there are some basics to pedestrian-friendly and bicycle-friendly design that have been around for decades, newer design features are consistently coming to the fore. In 2006, the city had little in the way of countdown timers or green bike boxes, but such pedestrian and bicycle design features have become much more common across the city in the past decade. The City should consistently look to upgrade its pedestrian and bicycle network and implement modern methods for improving pedestrian and bicycle safety. Such upgrades should be guided by citywide bicycle and pedestrian plans that specify needed improvements to the bicycle and pedestrian systems within the city.

Development of bicycle and pedestrian plans should be done with an eye towards necessary expansion of both systems while still maintaining a practical view of ongoing maintenance needs. In some cases, construction of off-street shared use paths may be undertaken without an accompanying increase in winter maintenance funding. It is the City's intent that primary paths that tend to be used for both commuting and recreation will continue to be maintained in the winter, but that secondary paths where commuting is rare or nonexistent in the winter should not be plowed. This will allow more aggressive expansion of the off-street path network in a cost-effective manner, as it is easier to construct paths as part of a new neighborhood rather than retrofit a neighborhood later on. Evaluation of primary and secondary path designations can be undertaken as part of plan development. Additional funding for snow clearance will be required when secondary paths are reclassified as primary paths.

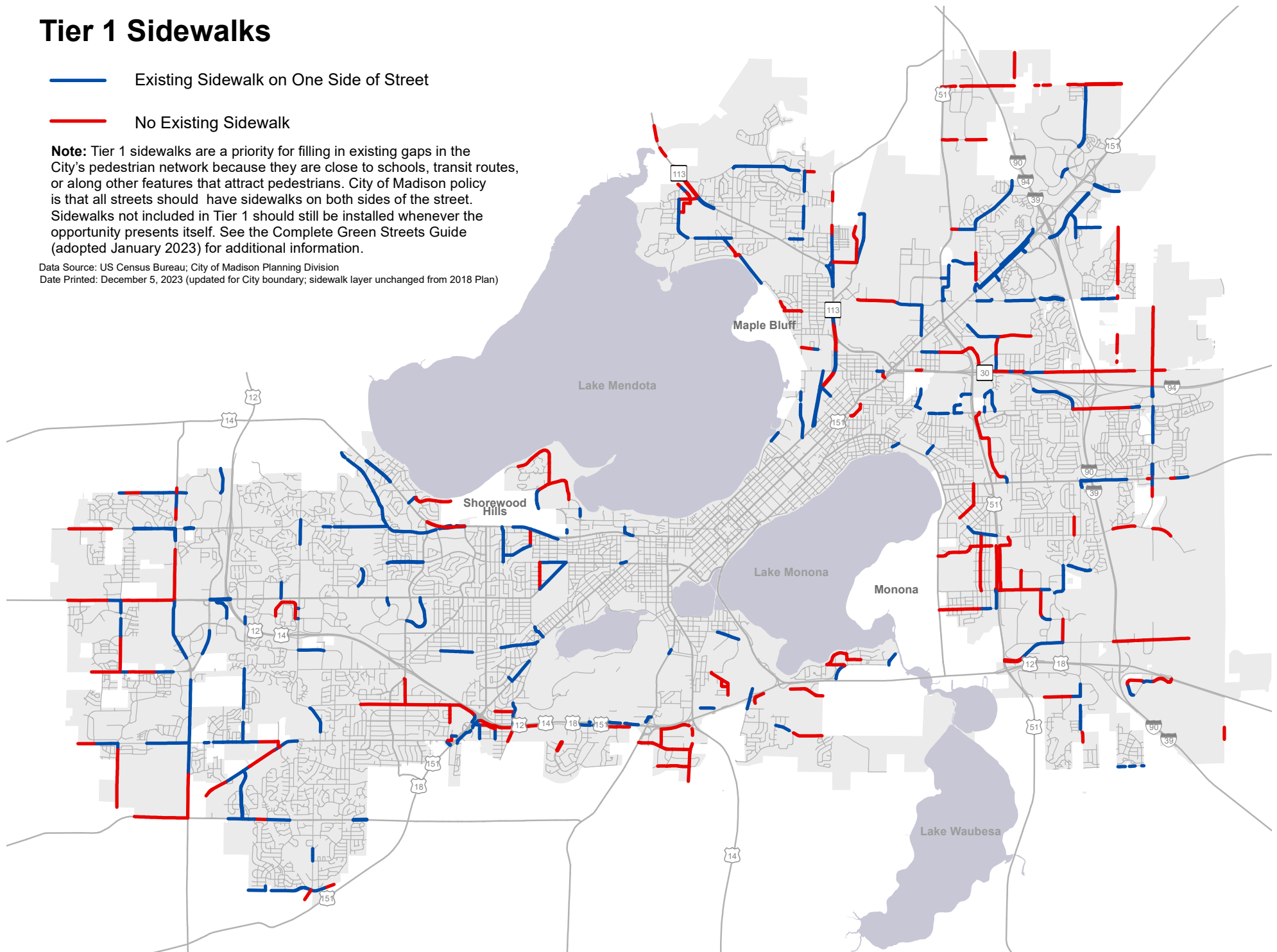
Tier 1 Sidewalks

— Existing Sidewalk on One Side of Street

— No Existing Sidewalk

Note: Tier 1 sidewalks are a priority for filling in existing gaps in the City's pedestrian network because they are close to schools, transit routes, or along other features that attract pedestrians. City of Madison policy is that all streets should have sidewalks on both sides of the street. Sidewalks not included in Tier 1 should still be installed whenever the opportunity presents itself. See the Complete Green Streets Guide (adopted January 2023) for additional information.

Data Source: US Census Bureau; City of Madison Planning Division
Date Printed: December 5, 2023 (updated for City boundary; sidewalk layer unchanged from 2018 Plan)



Bicycle Facilities

Off-Street Facilities

Existing

Planned

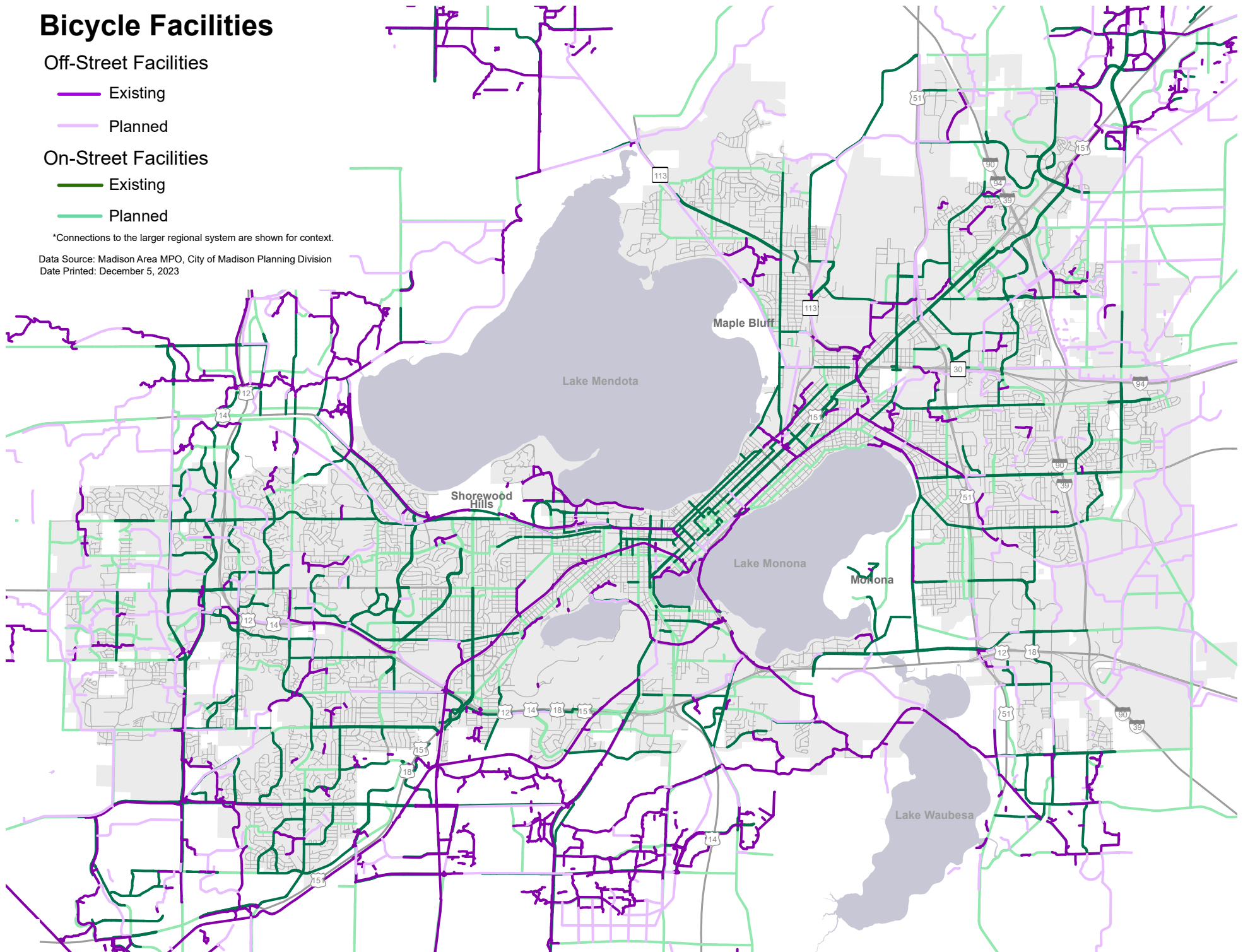
On-Street Facilities

Existing

Planned

*Connections to the larger regional system are shown for context.

Data Source: Madison Area MPO, City of Madison Planning Division
Date Printed: December 5, 2023



Strategy 9 Implement new technologies to more efficiently use existing transportation infrastructure.

Actions:

- Work with the Madison Area Transportation Planning Board (MATPB) and other entities to implement the Regional Intelligent Transportation Systems (ITS) Plan for the Madison Metropolitan Area.
- Partner with UW-Madison and other entities to safely test and build transportation infrastructure that supports connected and autonomous vehicles.
- Use technology to enhance parking management systems.
- Evaluate emerging technologies for use in bridging “first mile/last mile” gaps in the transit system.

“Instead of building more roads and widening them... maintain what we have and move toward public transport.” — online participant

Many of the city’s main thoroughfares are becoming more congested as the city and region continue to grow. These streets, such as University Avenue and East Washington Avenue, have no space for expansion. The City should not pursue major road expansion projects in areas that have long been developed, but there are still options to increase the efficiency of congested roads without adding lanes. Intelligent Transportation Systems (ITS) is a collection of technologies and systems that enable multiple agencies to work together to collaboratively manage a transportation network. ITS includes advanced sensors, computers, and communications systems, and can enable more efficient use of existing

streets by providing real-time information on traffic conditions that can be acted upon to reduce congestion.

a. Intelligent Transportation Systems Plan

The MATPB, in collaboration with the City and other entities, developed an ITS Plan that contains many recommendations on how technology can be used to more efficiently manage the transportation system. The City should work with the MATPB and other organizations and governmental bodies to implement ITS recommendations.

b. Connected and Autonomous Vehicles

ITS-related initiatives, such as testing and preparing for advances in connected and autonomous vehicles, will be important over the next five to ten years. As technology in those fields continues to rapidly advance, the City must understand the challenges and benefits of the technology and how it will impact City operations. Continuing with Smart City initiatives will go a long way towards preparing for autonomous vehicles.

c. Parking Management

Parking management technology continues to advance and change, with sensors able to provide real-time availability and allow for demand-responsive pricing. Continued technological advancements in parking management may be beneficial to more efficiently manage the City’s on-street and structured parking spaces. Advancements in other transportation-related technology will also impact parking demand and management. Ridesharing continues to increase in popularity, and autonomous vehicle technology continues to evolve. The City will need to account for these, and other, advancements in its parking management strategy.

d. First Mile/Last Mile Gaps

Emerging technology may help to address persistent challenges in bridging the “first mile-last mile” gap between fixed-route transit and passenger origins and destinations. New ideas and new technologies offer the opportunity to connect areas currently unserved or underserved by transit with major transit corridors through the use of ridesharing or shuttle services. Opportunities in this advancing and changing field should be examined with an eye towards enhancing the City’s transit offerings.



What is a “Smart City”?

The US Department of Transportation launched a “Smart City Challenge” in 2015. The Challenge offered \$40 million to a mid-sized city to develop ideas for an integrated smart transportation system that would use data, applications, and technology to help people and goods move more quickly, cheaply, and efficiently. Although the City didn’t prevail in 2015, Madison will continue to pursue Smart City initiatives with the two dozen partners that participated in the City’s submittal to the DOT.