

# City of Madison Planning Division 2019 Annual Report



Monroe

Associated Bank





Together, we've come through an exciting 2019 under the leadership of Mayor Satya Rhodes-Conway, who will work to focus our collective efforts on racial equity, sustainability, the creation of more housing opportunities, and improving mobility through significant transit investment. The Planning Division and the commissions and committees we work with continue to be heavily involved in these priority areas.

In 2019, the Common Council adopted four subarea plans to lay the framework for development and redevelopment – including new housing opportunities – in both the Downtown area and on the far northeast edge of the city. The Mifflandia planning process benefited from involvement by local artists who were able to reach a broader cross-section of residents in creative ways to help generate a vision for future change in a small 6-block area between the Capitol Square and UW-Madison Campus. The Triangle Monona Bay planning process deeply engaged residents, institutions, and property owners to determine future connections within and through the area, and to set a predictable pattern for a continued emphasis on affordable housing as this area redevelops in the near future. The Rattman and Nelson Neighborhood Development Plans, originally completed in the early 1990s, were updated to reflect contemporary needs for urban infrastructure and land uses as the far northeast portion of the city continues to grow. Citywide, over 2,000 new housing units or lots, nearly 900,000 square feet of commercial space, and nearly 500 hotel rooms were approved in 2019. These figures are consistent with the overall pace of development we have experienced in recent years.

In 2019, the Planning Division supported a well-attended Mayor's Neighborhood Roundtable at Madison Central Library. This half-day event focused on housing, including the Mayor's call to action for residents and organizations to support more housing options in Madison's neighborhoods as we welcome more residents. Our Arts programs had a strong year, with both large, long-lasting pieces added to the city's collection, as well as smaller, less permanent additions that transform everyday streetscapes and infrastructure into colorful contributions to the Madison experience.

On-going projects we hope to complete in 2020 include the Historic Preservation Plan and associated ordinance revisions, the Oscar Mayer Special Area Plan, and the South Madison Neighborhood Plan. We'll begin work on concurrent planning processes in the areas surrounding the city's two regional malls to envision long-term possibilities for transit-oriented development and associated public infrastructure in these areas. Finally, Planning Division staff will continue to work with community partners through early 2020 to support a full count of Madison residents in the 2020 Census, which will significantly impact issues such as federal funding opportunities and fair representation over the course of the next decade.

As always, we are so thankful for the thoughtful direction, decisions, and contributions of the volunteers serving on the commissions and committees we support, and we look forward to a productive 2020.



# Public Engagement Summary



## Meetings:

Planning processes: 106

Development proposal  
neighborhood meetings: 35

Commission meetings: 102  
(PC, UDC, Landmarks, etc.)



## Project email lists

569 total recipients  
32 messages



823 social media followers  
132,650 website visits



**4,964 postcards sent**

As we close the book on the decade and enter the twenties, we continue to broadly engage residents and strive to reach a representative cross section of the community. Means and methods change, and 2019 saw a greater emphasis on digital access and promotion of events. At its core, engagement is fundamentally about listening to fully understand unique perspectives and reasoning, and to take into account these perspectives in City decision-making.

In 2019, the Planning Division established presences on Facebook, Twitter and Instagram to reach more people where they are. The varied nature of posts highlight community assets, project updates and upcoming events. These platforms allowed staff to test out new technology like live streaming meetings (including taking questions online). A few wrinkles need to be ironed out by the City before we can more widely use this technology, but it does hold promise to help us reach a larger and more diverse audience.

We also began a comprehensive redesign of the Planning Division's website. While this is still in process, the pages now focus on providing the most current and relevant information to public, in a more logical and simpler organization. Interactive maps help users more easily find items without having to know things like names of neighborhood associations or adopted plans.



City of Madison Planning

November 5, 2019 · 🌐

Another fabulous event last Saturday morning at the Madison Public Library! The Mayor's Neighborhood Roundtable 2019 was full of meaningful conversations and community connections. We want to thank all participants and MGE for their continued sponsorship. @CityofMadison



👍 4

👍 Like

💬 Comment

➦ Share

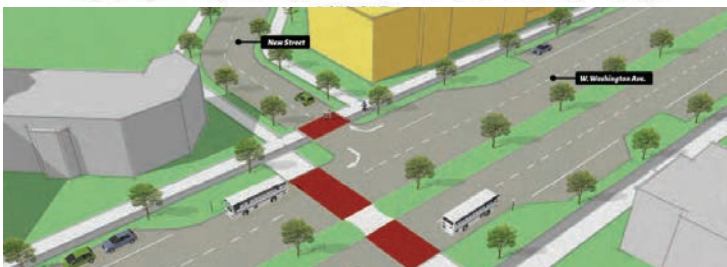
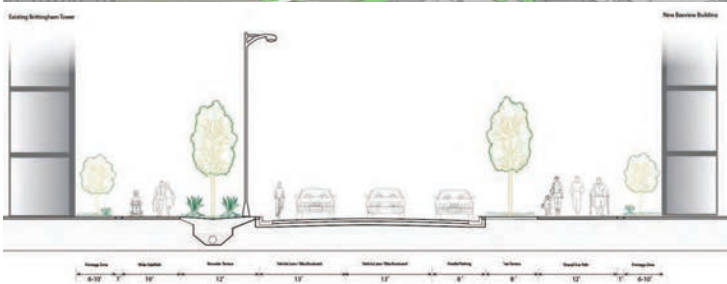


Illustration of Design Guidelines - Residential and Mixed-Use Buildings



## Mifflandia

This neighborhood plan is an analysis of potential change, opportunities, and community priorities within a small area centered upon the 400-500 blocks of W Mifflin St and W Washington Ave as illustrated on the map, below. To accomplish this, the City of Madison Planning Division utilized new public engagement strategies to interact with students, residents, businesses, property owners, and other stakeholders. “Mifflandia” uses a light hearted name to engage people who may not normally be interested in City planning efforts, and involved social practice artists and other techniques to reach a wide audience. This plan provides guidance and recommendations to residents, business and property owners, stakeholders and City policymakers based on the larger goals and strategies of Madison’s Comprehensive Plan. Plan recommendations will be used by the City to evaluate development proposals, transportation improvements and inform city ordinances and policies that affect this downtown neighborhood. Plan recommendations are organized using the framework of the six elements of the Comprehensive Plan.



Triangle Monona Bay Neighborhood Plan was adopted by the Common Council on July 2, 2019. This 15-month planning process began with an 11-member steering committee that assisted City staff to identify issues and opportunities as well as final strategies and recommendations to improve the area. A very robust public engagement process intentionally involved residents that are not typically part of traditional City planning efforts such as people with mobility and/or mental health challenges, non-English speakers and households with very low incomes.

The main recommendations highlight the importance of establishing new connections within the neighborhood and nearby areas, using age-friendly and specialized design, adding a community center and more activity spaces, providing housing diversity, upgrading and expanding affordable housing, adding new housing and shopping areas on Park Street, preserving the single-family character areas and improving Brittingham Park.

## Triangle Monona Bay

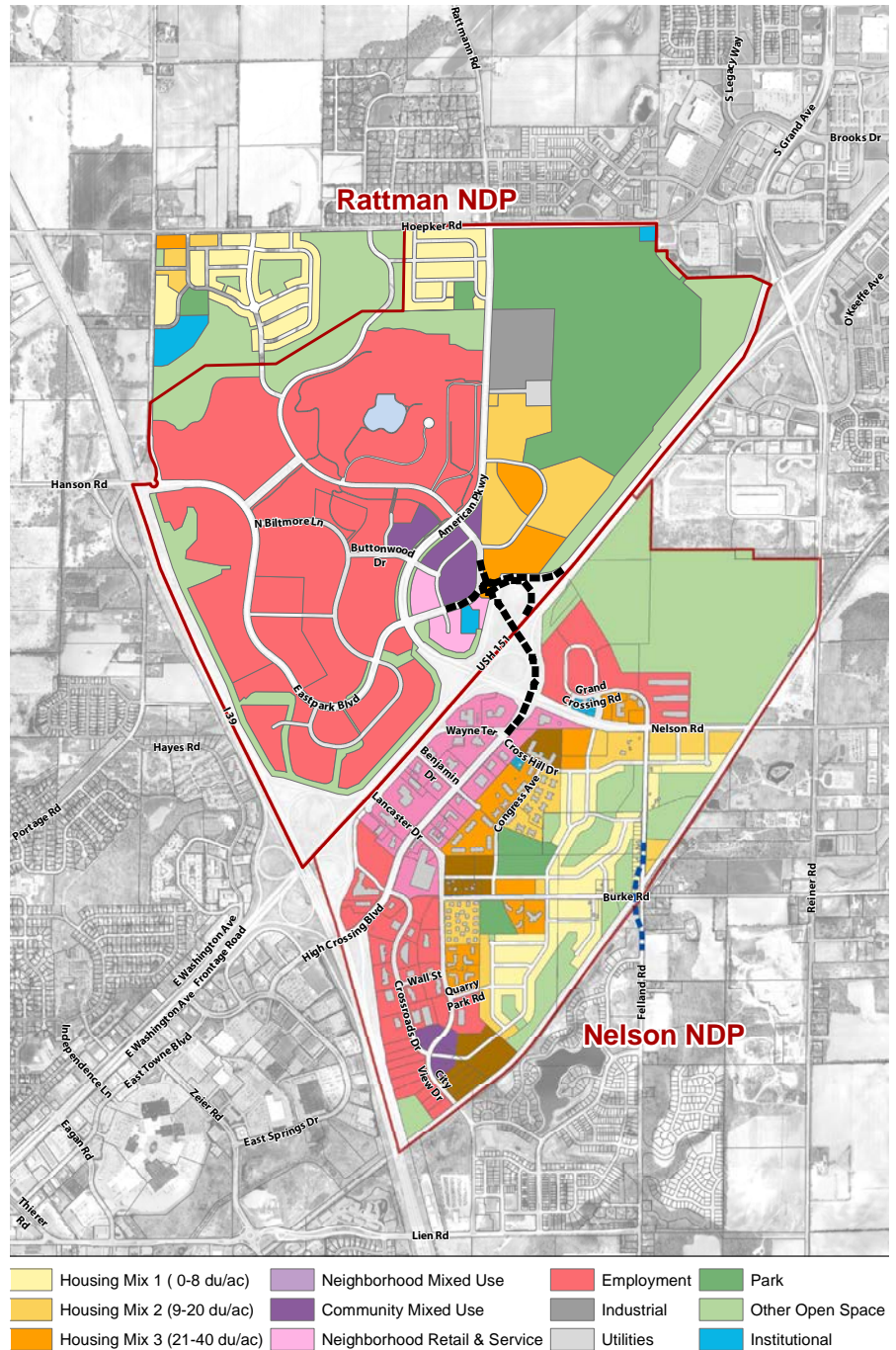


Planning Division staff completed an update to the Rattman neighborhood development plan (NDP) originally approved in 1992 comprising 1,212 acres. Amending the Rattman Neighborhood Development Plan will lead to an improved design of the remaining portions of the American Center office park and the future neighborhood, better park access, improved integration with transit and more accommodations for stormwater management.

The ten-month process included a public open house, an informational meeting with the Plan Commission and the formal adoption process. Throughout the process staff met with various stakeholders including property owners, neighborhood residents, City staff, business association and other affected groups and individuals to solicit their input. This plan reflects an effort to consider the private objectives of the parties, while providing a comprehensive long-range vision for neighborhood development.

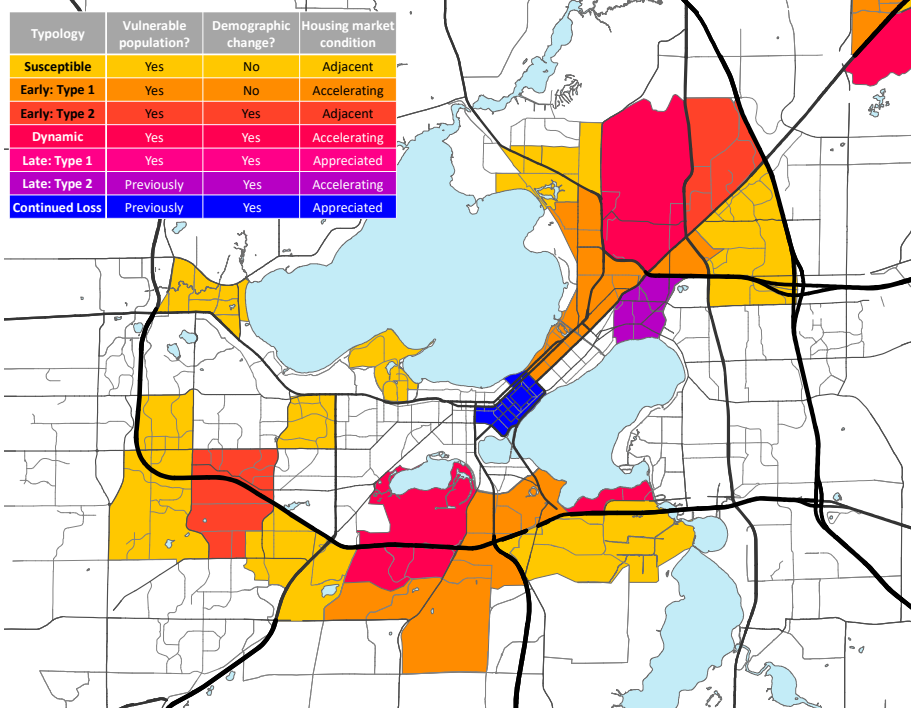
The completely revised and updated Nelson Neighborhood Development Plan was finalized in November 2019, after a five month pause to allow for state approval of a City View Drive crossing of the Wisconsin & Southern railroad tracks along the south side of the planning area. The Plan replaces the original Nelson NDP, which had undergone six amendments to its future land use map since its original adoption in 1992. This new Nelson NDP significantly updated the future land use map and transportation network, bringing it into much closer alignment to the 2018 Comprehensive Plan. Future land use map edits focused on providing additional residential housing mix details. Plans for the area's future bicycle and pedestrian network were mapped, as was a more robust, connected local street network.

# Rattman Neighborhood Development Plan



# Nelson Neighborhood Development Plan

Typology	Vulnerable population?	Demographic change?	Housing market condition
Susceptible	Yes	No	Adjacent
Early: Type 1	Yes	No	Accelerating
Early: Type 2	Yes	Yes	Adjacent
Dynamic	Yes	Yes	Accelerating
Late: Type 1	Yes	Yes	Appreciated
Late: Type 2	Previously	Yes	Accelerating
Continued Loss	Previously	Yes	Appreciated



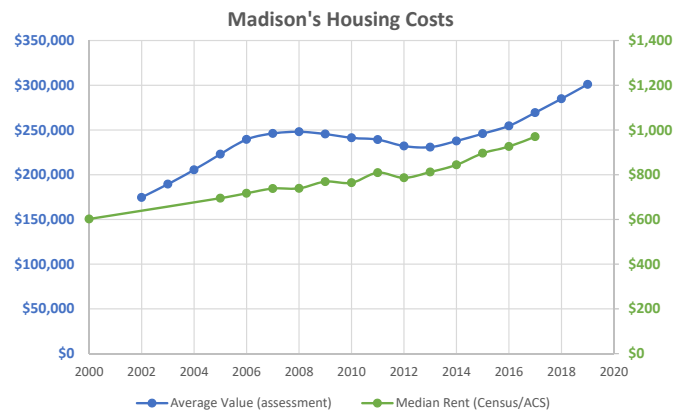
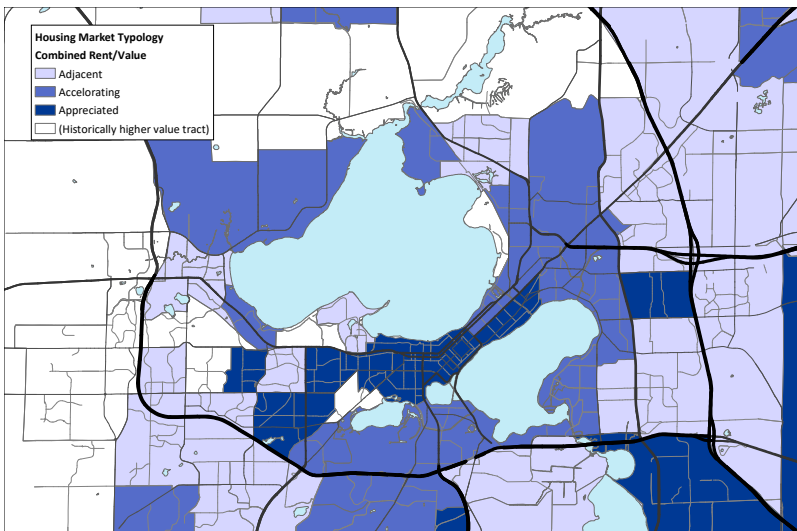
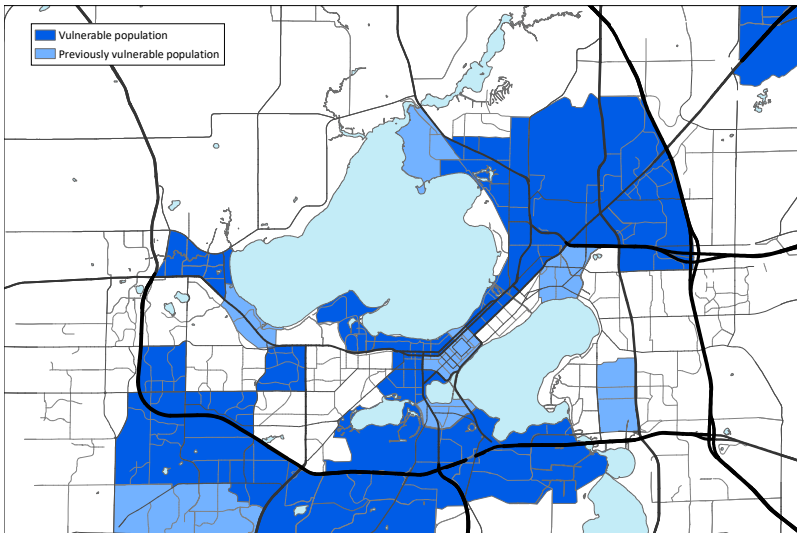
## Equitable Development Report

In Madison and in cities across the country, residents face constrained and increasingly expensive housing markets attributable to factors such as rising income inequality, generational shift in preferences, smaller households sizes and demand outpacing supply. As housing pressures rise, neighborhoods can change and displacement and evictions are becoming central components of this changing landscape.

In an effort to better understand which areas in Madison are susceptible or experiencing gentrification and to identify strategies to promote a more inclusive, equitable pattern of development, Planning Division staff created the Equitable Development Report.

Using time-series data about education, income/poverty, race/ethnicity and rent/housing value, the report highlighted areas that have vulnerable populations, where demographic change has occurred and areas with rapidly appreciating housing costs.

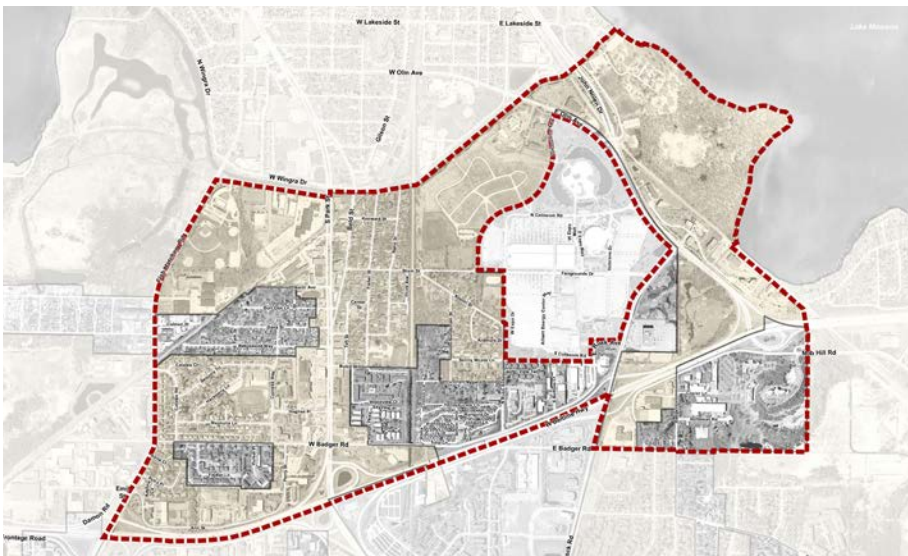
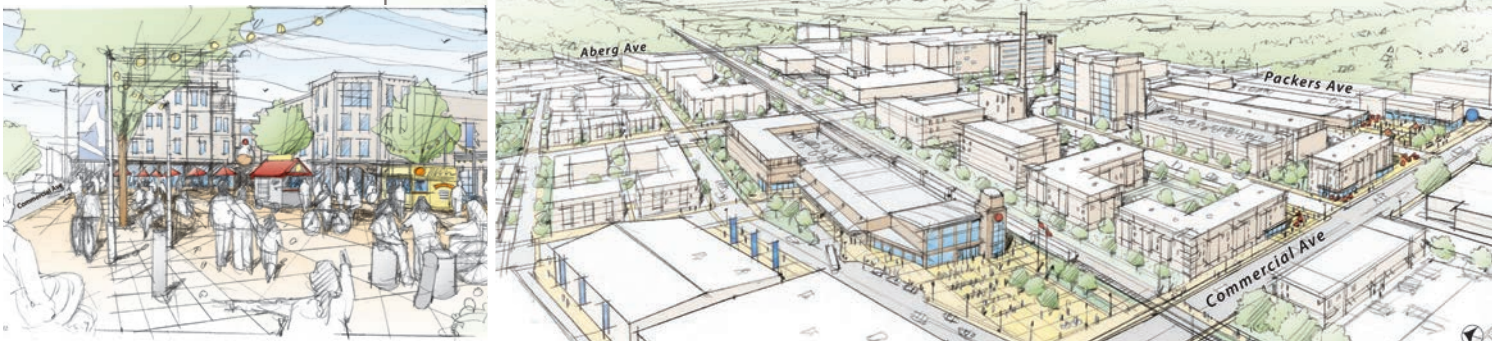
Along with the data analysis, the report included a toolkit of strategies to help maintain the presence of affordable housing options and minimize impacts resulting from new growth. Strategies address different stages of gentrification and include actions the City is currently taking and those that could be implemented.





The Oscar Mayer Special Area Plan was a major effort in 2019, with anticipated completion the spring of 2020. The plan aims to implement the vision and redevelopment objectives of the Strategic Assessment, leveraging the high level of transit service to become a significant employment center, mixed-use hub and new neighborhood linking Madison's north and east sides.

## Oscar Mayer



## South Madison

The South Madison Plan is an update to the 2005 South Madison Neighborhood Plan for areas south of Wingra Creek, east of Fish Hatchery Road, north of USH 12 & 18 (Beltline), and west of Lake Monona. Topics covered by this planning effort will include: land use, housing, economic development, redevelopment, parks and open space, transportation, and safety.

## Reiner Neighborhood Development Plan



The Reiner Neighborhood Development Plan is currently in the process of being prepared. The Planning Area covers approximately 1,500 acres generally bounded by Felland Road, the Wisconsin & Southern railroad, the Burke Town line and Thorson Road. The plan will provide detailed recommendations regarding land uses, transportation and public utilities and services.

The Development Review and Plan Implementation section had a busy year, reviewing nearly 200 proposals with the Plan Commission, covering a wide range of residential, commercial, employment, and institutional projects. The city's development review process guides and improves development proposals from the earliest stages to the point building permits are issued. The Plan Commission welcomed a new chair and four new members in 2019.

In addition to a similarly busy schedule of design review, the Urban Design Commission helped develop design recommendations for future small cell installations and the Mifflandia Neighborhood Plan.

## Residential Approvals

332 single family lots  
1,789 multifamily units

## Non-Residential Approvals

877,626 sf total  
491 hotel rooms

## Proposals before PC

85 conditional uses or alterations  
39 zoning changes  
69 plats and CSMs  
44 demolitions

**Proposals before UDC: 97**

### Select approved projects:

#### 1936-1938 Atwood Avenue

Four-story, 79-unit building with 4,000 square feet of commercial space and 120 structured parking stalls.



#### 2801 Hickory Ridge Road

#### Esker Apartments

202 multifamily units in eight buildings and four single-family homes





Select approved projects reviewed by Urban Design Commission and Plan Commission:



770 Regent Street (Hilton Garden Inn)  
929 E Washington (Archipelago)



2340 Winnebago (Movin' Out & Red Caboose)  
636 West Washington



1032-1050 E Washington Ave  
Arden

11-story, 124-unit building with 53,000 square feet of commercial space, 295 structured parking stalls, and a 61,000-square foot youth arts center.



7043 Tree Lane  
Vista West

Five-story, senior living center with 147 independent living units, 28 assisted living units, memory-care center, restaurant, café, wellness center, and structured parking.



## Comprehensive Plan Implementation

Since adoption in 2018, Imagine Madison (the City's Comprehensive Plan) has been used by many City agencies to align priorities. One major example is its use in the City's budgeting process. All budget requests are now tied back to Comprehensive Plan elements and recommendations. In addition, the Plan won a Wisconsin Chapter of the American Planning Association Planning Excellence award for Best Practice.

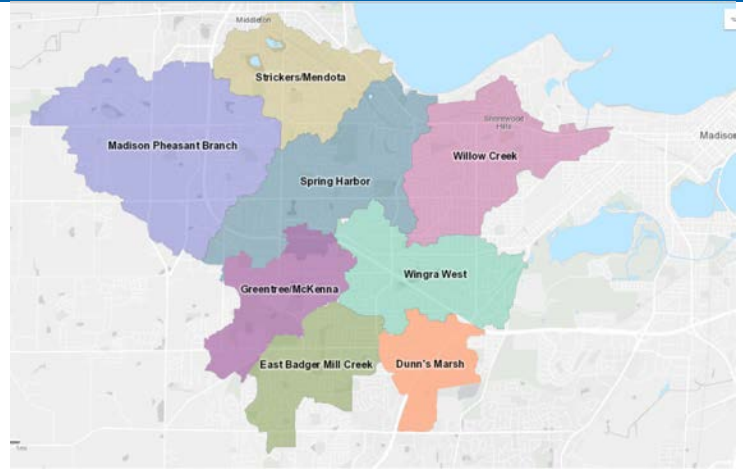
The first annual progress update will be released in the spring of 2020, tracking implementation progress and including data where feasible to measure progress over time.

2019 implementation highlights:

- \$7 million federal grant to create a satellite bus storage facility, a critical step to expand service and advance Bus Rapid Transit
- Watershed studies which inform future capital investment through the Citywide Flood Mitigation program and identify existing problems, develop solutions, and prioritize improvements
- Launch of Kiva Greater Madison initiative, providing \$100,000 in microloans to 18 local businesses borrowers who have historically not been able to access capital (women, people of color, immigrants, veterans, and lower income populations)

## Neighborhood Centers Data Toolkit

To help community organizations use data better and improve services for Madison's neighborhoods, the Planning Division prepared the Neighborhood Center Data Toolkit for the Community Development Division. The toolkit includes an interactive map-based online application and is intended to help neighborhood centers view data on geographic areas surrounding their center and to provide local data to support their grant application process. The toolkit provides City funded neighborhood centers with demographic and area profile data describing the 1/2 mile and 3/4 mile areas surrounding each center; data for this project are prepared based on the NIP 2018 datasets and are therefore directly comparable with NIP information covering a larger area.



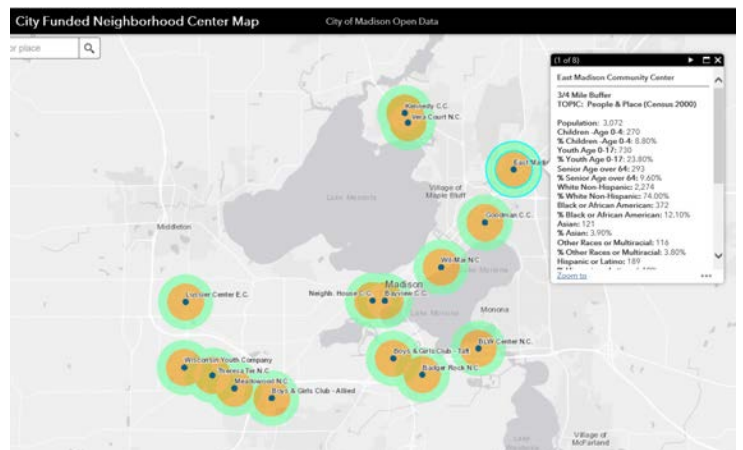
## Neighborhood Indicators Project Quality of Life Report

The 2018 Edition of the Neighborhood Indicators Project (NIP) provides localized information about 63 planning districts, 79 neighborhood associations and the City as a whole. Information is organized in seven topics (People and Place (2010), Housing, Public Safety, Health, Education, Economy, Transportation), and measured through 52 variables.

The Quality of Life report is a summary that provides an overview of NIP data at the city level and Plan District level. This Plan District level summary presents also comparison between Plan Districts and across time.

The most consistent NIP variables for trend analysis by topic are:

- Housing: average value of single-family owner occupied houses
- Safety: 'Police Incidents'
- Health: percentage of births receiving adequate maternal prenatal care
- Education: MMSD variables



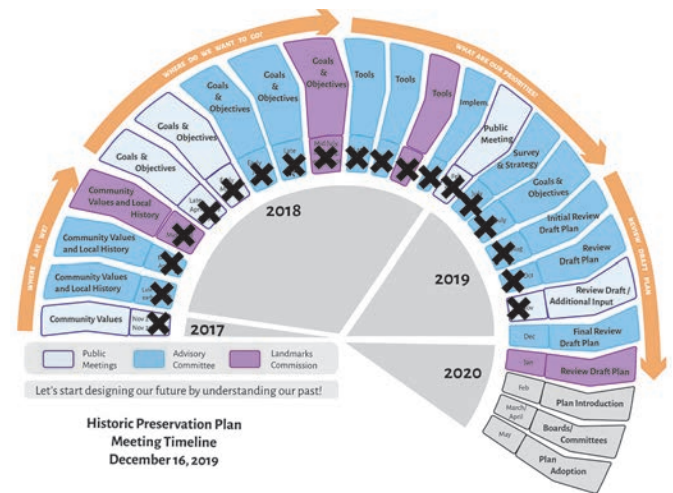


Nearly fifty years since the founding of the preservation program, the City is creating its first Historic Preservation Plan to identify, celebrate and preserve the places from our past that represent our collective and diverse histories and heritage. The creation of the plan was guided by community input and research from the Underrepresented Communities Historic Resources Survey Report, which identified 78 new resources and updated information on 86 previously recorded properties. Utilizing public feedback and information from the survey, a thirteen-member Historic Preservation Plan Advisory Committee met eleven times between 2018 and 2019. At their final meeting, they referred the working draft of the plan to the Landmarks Commission, which will take up final review of the plan before it is introduced for Common Council approval in 2020.

The Historic Preservation Program had a productive year, which included 121 environmental reviews, 139 administrative project reviews, and 62 Landmarks Commission project reviews. One notable project that the Landmarks Commission reviewed included the first property to complete the Demolition by Neglect provisions that the City added to the ordinance in 2015. As that project nears completion, it affirms that having those tools available greatly assist the City in preserving our cultural assets in the rare circumstances where all other means of intervention have not been effective.

The second phase of updating the Landmarks Ordinance began in June 2017 and is focused on the regulations for our five historic districts. This year's work included thirteen meetings of the Landmarks Ordinance Review Committee, which is comprised of five Alders. The committee has scheduled additional meetings for 2020 with plans to complete a draft ordinance later in the year.

Finally, one of the larger preservation successes in the City was the opening of Garver Feed Mill. The century old landmark is a rare remaining resource of Madison's industrial heritage and had fallen into extreme disrepair. Through a public-private partnership, this resource was reinvented as an incubator for food and wellness entrepreneurial businesses.





2019 was a banner year for completion of public art projects throughout the City.

The confluence where State Street intersects with East Campus Mall and Library Mall received ***Both/And – Tolerance/Innovation*** by David Dahlquist and Matt Niebuhr of RDG Dahlquist Studios.

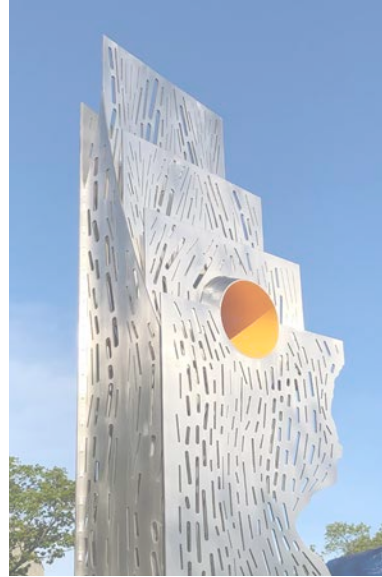
At Marshall Park, the City dedicated ***Mildred*** by John Durbrow, celebrating the life of Mildred Fish Harnack, a Milwaukee-born literary scholar and participant in the German Resistance movement who was executed in Nazi Germany. Dozens of people attended the unveiling including a delegation of presidents of German universities. So impressed with the art and the community support, they commissioned a duplicate sculpture to be unveiled in 2020 in the town of Giessen, Germany, where Fish Harnack completed her PhD.

***Momental*** by Jeff Repko, funded through the Art in Public Places grant program, was installed at Elver Park.

An inter-agency partnership between the Planning Division and Parking Utility resulted in two permanent public art projects: ***Glimpse (2019)*** by Actual Size Artwork (Gail Simpson & Aris Georgiades) at the Livingston Street Parking Garage and ***Multiplicity (2019)*** by the Momentum Art Tech Street Artist Collective at the Wilson Street Parking Garage at Judge Doyle Square.

And last but not least, the ***People’s Pronouns*** by Ray Chi were installed at Emerson East Park (formerly Pennsylvania Park).

The Madison Arts Commission and the Bubbler at Madison Public Library launched the new, long-term artist residency program earlier this year, which will be based out of a dedicated art studio at Thurber Park 3325 Thurber Ave. Eric Adjetey Anang was selected to be the first artist-in-residence at the Thurber Park Artist Residency. He will receive access to a free private art

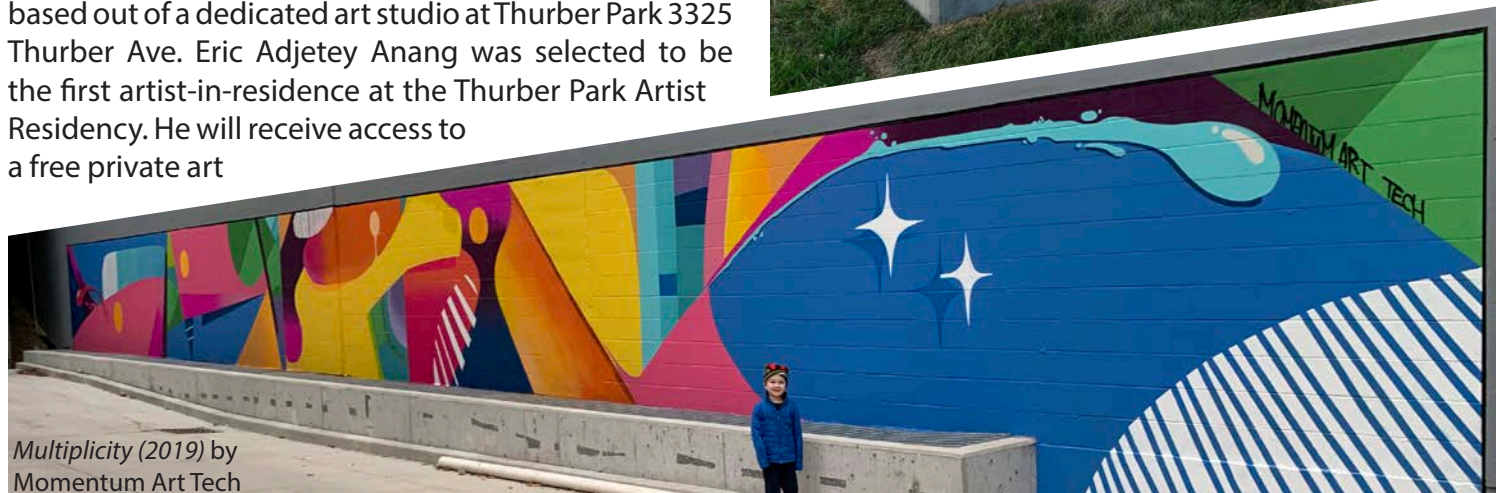


*Both/And – Tolerance/Innovation* by David Dahlquist and Matt Niebuhr



*Mildred* by John Durbrow

*Momental* by Jeff Repko



*Multiplicity (2019)* by Momentum Art Tech



*Cows and Giant Dandelions*  
Rosa Cruz  
Downtown Doors



studio for about a year, as well as a stipend, community programming opportunities, and the culmination of his work while in residence will be creating a public art installation in the children's area for the Madison Public Market.

The Madison Arts Commission provided a special \$25,000 matching grant to the Wisconsin Institute for Discovery to begin their new initiative, Science to Street Art, a collaborative creative placemaking and public art initiative that will highlight and promote science through street art.

Conservation of City-owned Sid Boyum sculptures, by Terri Marche, an artist and board member on Friends of Sid Boyum continued and the Friends group placed many more Sid Boyum sculptures on City owned lands in cooperation with Parks and Engineering. In South Madison, conservation of the South Madison's Gateway by Edgar Jerome Jeter in Beld Triangle Park was completed.

The City collaborated with Downtown Madison Inc. to create *Downtown Doors*, turning blank or unattractive doors into an outdoor gallery featuring the work of 25 local artists.

The Madison Arts Commission awarded over \$100,000 in grant funds to artists and non-profits throughout Madison, continued to add more utility boxes to the utility box program, funded *Blink* (temporary art) projects throughout the City, and continued funding *Between the Waves* and *Make Music Madison* with expanded staff assistance to support MMM's diversity and inclusion efforts.

*Phoenix from the Ashes* was completed with a final exhibition at the Overture Center. The project, in which artists transformed felled urban ash trees into works of art, created a national model of creative response to a civic crisis. The New Pinney Library will showcase reuse of urban ash including an ash ceiling, benches by Tom Loeser and donor wall by Aaron Laux, both Phoenix from the Ashes participants. Other art projects for the library, opening March 12, were commissioned through the City's Art in Public Places program.



*Angela Puerta and Grupo Candela, Madison Area Music Awards*

*Their Story, Our Story*  
Aaron Laux  
Phoenix from the Ashes







## Mayor's Neighborhood Roundtable

Over 200 civic-minded persons attended the City of Madison Mayor's Neighborhood Roundtable 2019 on November 2nd. The half-day event offered two workshops and eight small group table conversations.

A major focus this year was to discuss Madison's housing trends and challenges, including the Mayor's housing workshop. A panel of City staff and housing experts provided information on current conditions, housing demands and projections of housing needs. City staff discussed current strategies to meet demands for rental and owner-occupied housing, including efforts to retain and build affordable housing units. A nonprofit housing provider described various ways to make housing affordable and to expand stable housing opportunities for families in Madison by leveraging federal, state and local housing funding and building new partnerships with nonprofit developers. Participants had the opportunity to discuss and devise action steps on how to build support for new housing in built-up areas.

Bayview Foundation, Bridge-Lakepoint-Waunona Community Center, Centro Hispano, Neighborhood Organizing Institute and Progress Center for Black Women offered a workshop on how to cultivate meaningful community engagement and how best to collaborate with underrepresented populations. Small group discussions were led by community residents on what was done in their neighborhoods to build capacity, leadership and get projects off the ground.

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

[Conference videos are available on the Planning Division's website](#)



## Neighborhood Grants Program

In 2019, a total of \$26,130 was awarded to six different neighborhood organizations. The Triangle Neighborhood received a grant to start a new neighborhood association and run its community art program. Meadowood received funding to re-create its logo, design and install three new welcome signs at neighborhood gateways. Eken Park also received funding for a welcome sign and worked with a local artist to design a sign in the shape of an 'eken' or 'oak leaf'. Truax and Hawthorne neighborhoods received funding to beautify and increase safety in the East Washington Avenue tunnel at Fair Oaks Avenue by painting a colorful mural, working with Dane Arts Mural Arts and Hawthorne Elementary students. Arbor Hills and Bay Creek neighborhoods received funding for a neighborhood association best practices training series, to help neighborhood groups strengthen their capacity, gain important skills and network with their peers.

The Planning Division also analyzed the Neighborhood Grant Program using the Racial Equity and Social Justice Tool. Although the analysis is being finalized, some of the recommendations are being implemented in the



2020 Neighborhood Grant Program. These include accepting video applications, translating program materials in Spanish and Hmong (and other languages as requested) and offering additional grant workshops.

## Census 2020 Preparation

The Planning Division spent much of 2019 publicizing Census 2020 to help Madison have the most complete count possible. Everyone, from newborns to seniors will be counted. The 15-months publicity plan started in the Spring 2019 using media, advertising and community engagement efforts. Census 2020 logos will be featured on library bookmarks, City cars, Metro buses, and other prominent areas.

Much of the work is to help people understand the importance of the Census and what it means for Madison. Federal funding for education, health care, affordable housing, nutrition/food, transportation and other programs is tied to data gathered in the Census. Census data is also used to draw local, state, and federal voting districts. Ensuring people understand personal information is confidential and not shared with other governmental or private entities, including law enforcement agencies, also further encourages participation in often underrepresented populations.







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

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