



# 2

## LAND USE

**THE PLAN: GOALS, OBJECTIVES, POLICIES AND  
IMPLEMENTATION RECOMMENDATIONS**



## TABLE OF CONTENTS

<a href="#"><u>Land Use Overview</u></a> .....	2-1
<a href="#"><u>Summary of Land Use Issues</u></a> .....	2-2
<a href="#"><u>Accommodating Growth</u></a> .....	2-3
<a href="#"><u>Neighborhoods</u></a> .....	2-4
<a href="#"><u>Urban Design</u></a> .....	2-6
<a href="#"><u>Commercial District Design</u></a> .....	2-7
<a href="#"><u>Land Use/Transportation Linkages</u></a> .....	2-8
<a href="#"><u>Downtown/Campus Area Planning</u></a> .....	2-9
<a href="#"><u>Adaptability and Sustainability</u></a> .....	2-10
<a href="#"><u>Land Use Goals, Objectives, and Policies</u></a> .....	2-11
<a href="#"><u>Accommodating Growth</u></a> .....	2-11
<a href="#"><u>Accommodating Future City Growth</u></a> .....	2-11
<a href="#"><u>Urban Form</u></a> .....	2-14
<a href="#"><u>Future Development</u></a> .....	2-16
<a href="#"><u>Urban Fringe Development</u></a> .....	2-17
<a href="#"><u>Permanent Open Space Preservation</u></a> .....	2-20
<a href="#"><u>Infill Development and Redevelopment</u></a> .....	2-22
<a href="#"><u>Neighborhoods</u></a> .....	2-24
<a href="#"><u>Neighborhood Planning and Participation</u></a> .....	2-24
<a href="#"><u>Future Neighborhoods</u></a> .....	2-25
<a href="#"><u>Established Neighborhoods</u></a> .....	2-31
<a href="#"><u>Urban Design</u></a> .....	2-39
<a href="#"><u>Planning the Built Environment</u></a> .....	2-39
<a href="#"><u>The Relationship between Street Design and Urban Design</u></a> .....	2-46
<a href="#"><u>The Natural Environment</u></a> .....	2-49
<a href="#"><u>Commercial District Design</u></a> .....	2-50
<a href="#"><u>Mixed-Use Employment and Commercial Activity Centers</u></a> .....	2-50
<a href="#"><u>Employment Centers</u></a> .....	2-53
<a href="#"><u>Commercial Districts</u></a> .....	2-54
<a href="#"><u>Conventional Suburban-Style Commercial Development</u></a> .....	2-54
<a href="#"><u>Land Use and Transportation Linkages</u></a> .....	2-56
<a href="#"><u>Downtown/Campus Area Planning</u></a> .....	2-62
<a href="#"><u>Downtown/Campus Area</u></a> .....	2-62
<a href="#"><u>General Land Use in the Downtown/Campus Area</u></a> .....	2-63
<a href="#"><u>Economic Development in the Downtown/Campus Area</u></a> .....	2-64
<a href="#"><u>Housing in the Downtown/Campus Area</u></a> .....	2-64



<a href="#"><u>Open Space and Recreation for the Downtown/Campus Area</u></a>	2-65
<a href="#"><u>Transportation in the Downtown/Campus Area</u></a>	2-66
<a href="#"><u>General Urban Design in the Downtown</u></a>	2-66
<a href="#"><u>Downtown Educational Institutions and Facilities</u></a>	2-67
<a href="#"><u>Adaptability and Sustainability</u></a>	2-69
<a href="#"><u>Sustainable Development</u></a>	2-69
<a href="#"><b>Generalized Future Land Use Plan</b></a>	<b>2-72</b>
<a href="#"><u>Generalized Future Land Use Plan Maps (Introduction)</u></a>	2-73
<a href="#"><u>General Design Recommendations for New and Established Neighborhoods</u></a>	2-74
<a href="#"><u>New Neighborhoods</u></a>	2-74
<a href="#"><u>Established Neighborhoods</u></a>	2-75
<a href="#"><u>General Neighborhood or District Redevelopment</u></a>	2-75
<a href="#"><u>Limited Infill Development and Redevelopment</u></a>	2-76
<a href="#"><u>Introduction of Neighborhood Supporting Non-Residential Development</u></a>	2-76
<a href="#"><b>Generalized Future Land Use Plan Maps (Details)</b></a>	<b>2-77</b>
<a href="#"><u>Land Use Plan Map Notes (also see appendix 2-1)</u></a>	2-78
<a href="#"><b>Generalized Future Land Use Plan Use Categories</b></a>	
<a href="#"><u>Residential Districts</u></a>	2-79
<a href="#"><u>Low Density Residential (LDR)</u></a>	2-79
<a href="#"><u>Medium Density Residential (MDR)</u></a>	2-82
<a href="#"><u>High Density Residential (HDR)</u></a>	2-85
<a href="#"><u>Mixed-Use Districts</u></a>	2-86
<a href="#"><u>Neighborhood Mixed-Use (NMU)</u></a>	2-86
<a href="#"><u>Community Mixed-Use (CMU)</u></a>	2-88
<a href="#"><u>Regional Mixed-Use (RMU)</u></a>	2-90
<a href="#"><u>Commercial and Employment Districts</u></a>	2-92
<a href="#"><u>General Commercial (GC)</u></a>	2-92
<a href="#"><u>Regional Commercial (RC)</u></a>	2-94
<a href="#"><u>Employment (E)</u></a>	2-95
<a href="#"><u>Industrial (I)</u></a>	2-97
<a href="#"><u>Open Space – Agriculture Districts</u></a>	2-99
<a href="#"><u>Park and Open Space (P)</u></a>	2-99
<a href="#"><u>Agriculture/Rural Use (A)</u></a>	2-101



<a href="#"><u>Special Districts</u></a> .....	2-102
<a href="#"><u>Special Institutional (SI)</u></a> .....	2-102
<a href="#"><u>Airport (AP)</u></a> .....	2-103
<a href="#"><u>Campus (C)</u></a> .....	2-103
<a href="#"><u>Downtown</u></a> .....	<b>2-105</b>
<a href="#"><u>Neighborhood Planning Areas</u></a> .....	2-117
<a href="#"><u>Special Overlay Designations</u></a> .....	2-118
<a href="#"><u>Transit-Oriented Development (TOD)</u></a> .....	2-119
<a href="#"><u>Traditional Neighborhood Development (TND)</u></a> .....	2-121
<a href="#"><u>Opportunities for Redevelopment</u></a> .....	<b>2-127</b>
<a href="#"><u>Redevelopment Sites Identified in City Neighborhood Plans</u></a> .....	2-128
<a href="#"><u>Peripheral Planning Areas</u></a> .....	<b>2-129</b>
<a href="#"><u>Peripheral Planning Areas Map</u></a> .....	2-132
<a href="#"><u>Land Use Implementation Recommendations</u></a> .....	<b>2-153</b>

## Appendices

<a href="#"><u>Appendix 2-1</u></a> ; Land Use Plan Map Notes.....	2-157
<a href="#"><u>Appendix 2-2</u></a> ; The Charter of the New Urbanism.....	2-165
<a href="#"><u>Appendix 2-3</u></a> ; Relationship between The Comprehensive Plan and Neighborhood and Special Area Plans.....	2-169
<a href="#"><u>Appendix 2-4</u></a> ; Plan Evaluation Process.....	2-175
<a href="#"><u>Appendix 2-5</u></a> ; Plan Adoption and Amendment Process.....	2-179

## Maps

<a href="#"><u>Map 2-1</u></a> ; Generalized Future Land Use Plan
<a href="#"><u>Map 2-2a through 2-2h</u></a> ; Generalized Future Land Use Plan (section maps)
<a href="#"><u>Map 2-3</u></a> ; Downtown Districts
<a href="#"><u>Map 2-4</u></a> ; Peripheral Planning Areas
<a href="#"><u>Map 2-5</u></a> ; Potential Redevelopment and Infill Areas

## **LAND USE OVERVIEW**

The purpose of the Land Use chapter is to guide public and private decisions regarding the use of land in the City of Madison and its peripheral growth areas. This chapter updates, revises and refines the goals, objectives, policies and recommendations of various adopted City plans including "A Land Use Plan for the City of Madison" (1988), "Objectives and Policies for the City of Madison" (1985), the "Peripheral Area Development Plan" (1990) and numerous neighborhood and special area plans.

Wisconsin's Comprehensive Planning law requires that beginning on January 1, 2010, certain programs or actions of a local governmental unit that affect land use shall be consistent with the local governmental unit's comprehensive plan, which sets forth the broad framework of goals, objectives, policies, and implementation recommendations for land use decisions. In Madison, the more detailed and specific expression of the Comprehensive Plan's goals, objectives, policies, and implementation recommendations are found in the City's many special area plans, in particular, the individual neighborhood development plans. The Comprehensive Plan, neighborhood, and special area plan adoption and amendment process is described in Volume II, Land Use, Appendix 2-3.

To be useful as a day-to-day decision-making guide with a long-range focus, the Land Use chapter must be flexible and must balance the seemingly opposite goals of being both adaptable to unanticipated changes and specific to current conditions and issues in the community. During the next 20 years, conditions in the community will invariably change. This change is to be expected and is due to numerous factors including unexpected economic, social and technological change. In some cases, these factors may change dramatically from present conditions. For these reasons, and in order that it remain a useful decision-making guide, the Land Use chapter should be monitored closely and updated as necessary, at least once every ten years.



*Greentree Neighborhood Sign*

In many cases the content of the goals, objectives, policies and implementation recommendations in the Land Use chapter will overlap with those in the other Comprehensive Plan chapters, such as the Transportation chapter and the Housing chapter. The Comprehensive Planning law requires all chapters of the Comprehensive Plan to be integrated and consistent with each other. In order to achieve this, the City will need to balance the goals, objectives, policies and implementation recommendations within the Plan so that decisions implement the broad goal of protecting the public interest. To achieve this balance, the City's Plan Commission, Common Council and other decision-making bodies will need to carefully consider the implications and effects of their decisions and actions on all Comprehensive Plan chapters and may amend the chapter from time to time.

Implementation of the Land Use chapter through the careful and strategic use of various urban planning tools such as the City's zoning ordinance, land division ordinance, official map, annexation policy, and capital improvements program, will help the community realize its goals and aspirations as they relate to the physical growth and development of the community. It is through the incremental, daily decisions of the Plan Commission, Common Council, State of Wisconsin, major regional institutions, neighboring jurisdictions, private property owners, developers and other interest groups that the City's vision for its future will either be realized or lost. Successful implementation of the Land Use chapter will require a sustained effort by the public and private sectors to use the Chapter as the essential daily decision-making guide as land use related decisions are made over the next 20- year period.

## **SUMMARY OF LAND USE ISSUES**

The land use issues addressed in the City of Madison Comprehensive Plan are summarized below. The community identified these issues through a public participation process that included a series of public meetings, a community survey, discussion groups, and City staff work sessions with the Plan Commission. The key issues are intended to provide the basis for the goals, objectives, policies, and implementation recommendations of the Land Use chapter. The following choices, decisions and factors will be considered:



*Comprehensive Plan public participation meeting*

## **ACCOMMODATING GROWTH**

The City of Madison and Dane County have both experienced relatively steady employment and population growth over the last several decades, and this growth is projected to continue. This issue considers how the City will plan for its continued participation in regional growth and development. Growth-related issues include: determining how much of the projected growth the City of Madison wants and is able to accommodate, identifying suitable locations for additional business and residential development, and guiding future growth to ensure that it enhances the character and quality of the City as a great place to live, work and play.

The following choices, decisions and factors will need to be considered regarding this issue:

- Determine the extent to which the City will require that the Comprehensive Plan recommendations must be followed and are not just suggestions.
- Identify the implementation tools needed to ensure that Comprehensive Plan recommendations are followed to the extent required.
- Determine how much future employment and residential growth the City will seek to accommodate, and the amount and type of land needed to do this.
- Determine the public costs of additional growth under different location and development assumptions and how to pay for them.
- Decide the locations that will be recommended for peripheral expansion and potential urban redevelopment.
- Identify and recommend peripheral locations for future City growth.
- Decide whether new mixed-use models of urban form and community design, such as Traditional Neighborhood Development and Transit-Oriented Development, are appropriate and desirable in Madison.
- Decide whether or not to establish a defined, identifiable City edge where this is still a choice.
- Decide whether or not to seek or maintain a “green” separation between urban Madison and its urban neighbors where this is still a choice.
- Identify and recommend locations within the currently developed parts of the City that are suitable for future redevelopment with different uses and/or densities.
- Determine approaches to facilitate coordinated planning for future development near municipal boundaries.
- Determine the proper balance between preserving the scale and character of existing developed areas and accommodating selective infill and redevelopment with different uses and/or higher density.
- Determine the tools and techniques for encouraging and facilitating the recommended types of redevelopment.

## **NEIGHBORHOODS**

The Comprehensive Plan articulates the City's goals, objectives, policies and implementation recommendations for creating and preserving neighborhoods that are well maintained, safe, attractive, affordable and diverse. The Plan envisions established, new and revitalized neighborhoods that will offer City residents a variety of quality housing choices, convenient access to basic services and shopping, and a strong sense of community.

The neighborhood is the basic planning unit and building block of the City. Neighborhoods are limited in physical size, with the size of new neighborhoods ideally based on a five-minute walk from the center of the neighborhood to its edge. Some of Madison's larger neighborhoods consist of several 'sub-neighborhoods'. Ideally, neighborhoods should have well-defined edges and centers, and be designed at a human scale. Careful design and placement of buildings in relation to the street can create street level interest, pedestrian comfort, and a sense of spatial enclosure. Spatial enclosure creates memorable urban spaces and fosters pedestrian activity.



*The Neighborhood Grants program encourages Neighborhood Associations to improve and help create a strong sense of community.*

While Madison is graced with numerous compact, mixed-use neighborhoods, in the years after the Second World War many of Madison's neighborhoods were developed at relatively low densities with homogenous development patterns and strict separation between different dwelling unit types and between residential and non-residential development. As a result, many of Madison's post-Second World War neighborhoods are almost totally auto dependent.

The City of Madison recognizes the problems associated with typical low density suburban development patterns such as increased traffic congestion, urban sprawl that consumes inordinate amounts of vacant land at the urban edge, the decline of downtown and neighborhood shopping areas, loss of a sense of community, and unaesthetic development. In response to these and other problems and increasing dissatisfaction with the quality of new neighborhoods, the City is striving to achieve consistently high quality neighborhoods that are more compact; mixed-use; aesthetically pleasing; and served by a highly interconnected system of streets, sidewalks, paths, and open spaces. New Madison neighborhoods, such as Grandview Commons, incorporate many of the classic design principles and characteristics found in the City's older neighborhoods. These design principles can serve as models for the design and construction of future Madison neighborhoods and the preservation or enhancement of existing neighborhoods.



The City understands the importance of maintaining its existing neighborhoods as a means of providing a range of attractive, safe, affordable, and quality living and working environments. Many of Madison's existing neighborhoods, especially the older neighborhoods, are well served by mass transit. In addition, preservation of services and shopping in existing neighborhoods helps strengthen the livability and quality of life in these areas. To achieve these ends, the City allocates substantial efforts and resources into maintaining and enhancing Madison's older neighborhoods. Implementation of neighborhood goals, objectives, policies and implementation recommendations will help the City achieve and maintain consistently high quality neighborhoods.

Key neighborhood related issues are summarized below. Through a planning process that included a series of public meetings, a community survey, discussion groups, and public work sessions, the public, Plan Commission and City staff identified the key issues. The key issues are intended to provide the basis for the neighborhood-oriented goals, objectives, policies and implementation recommendations of the Comprehensive Plan.

The following issues consider ways to advance the City's objective of creating attractive, pedestrian-friendly neighborhoods that include a variety of housing types, as well as neighborhood-supporting land uses such as parks, convenience shopping, civic uses and multi-use transportation facilities:

- Determine the extent to which the City will require that the Comprehensive Plan recommendations must be followed and are not just suggestions.
- Identify the implementation tools needed to ensure that Comprehensive Plan recommendations are followed to the extent required.
- What are the desired design attributes of City neighborhoods?
- Should small commercial uses be allowed in new or existing neighborhoods?
- How can a meaningful range of housing choices, including affordable housing, be provided in new and redeveloping neighborhoods?
- Identify potential redevelopment locations that may provide opportunities to introduce additional neighborhood supporting uses for housing variety.
- How can additional affordable housing be provided in established neighborhoods where there is little or no affordable housing available, but where potential redevelopment opportunities are limited?
- How can existing neighborhoods be protected from the potential negative impacts caused by the introduction of more dense redevelopment or infill development into Madison's established neighborhoods?



## **URBAN DESIGN**

Urban design is the process of managing the physical and visual character of the City. The aesthetic quality of Madison's built and natural environments largely defines the City's visual distinctiveness and beauty. Each year, the City's continued growth results in significant new public and private sector development investments. These investments occur in both newly developing areas on the City's urban edge and on redevelopment and infill sites in built up areas of the community. Each public and private sector development either enhances or degrades Madison's unique visual character and beauty. A comprehensive urban design strategy is essential if the City is to maintain these attributes.

Madison is visually stunning for many reasons, including its Isthmus location between several lakes, its rich architectural heritage, and its charming older neighborhoods. However, recent development in the community, especially at the edges, is often visually non-distinct, and as a result, contributes little or even detracts from the attractiveness of the City. The Urban Design goals, objectives, policies, and implementation recommendations are intended to help the City achieve consistently high quality, attractive public and private sector investments in the community.

The following choices, decisions and factors will need to be considered regarding this issue:

- Are there public benefits from established broad (or detailed) mandatory design requirements for new development projects?
- Should building heights be regulated to maintain an interesting city skyline that reflects the underlying landform?
- Identify key "gateway" corridors, intra-city linkages, and highly visible locations and views to receive special design consideration and treatment.
- Identify and address over time particularly egregious examples of ugliness at critical locations.
- Should "everyday" public streetscape components (street lights, street trees, pavement treatments, etc.) be enhanced to be more like streetscapes in "special" areas?
- Identify key neighborhood "centers" and "edges" for enhanced design treatment that will add to the general attractiveness of the area and promote neighborhood identity.

## **COMMERCIAL DISTRICT DESIGN**

Many of the City's employment and commercial districts are characterized by a relatively limited range of land uses clustered together in isolated pods of similar development. Examples include Madison area office and research parks and large regional retail centers. While focusing on a limited range of uses may create synergies and other benefits, there are lost opportunities to provide greater convenience and supporting services to users of the district. The design of many commercial districts, both large and small, often seeks to accommodate the automobile user at the expense of pedestrians and bicyclists. Further, some commercial districts have become congested and confusing for motor vehicles as well as pedestrians and bicyclists. This issue deals with ways to plan and design new commercial districts and redesign older districts so they function better and become more complete, diverse and pedestrian-friendly.

The following choices, decisions and factors will need to be considered regarding this issue:

- Identify and recommend development and design standards for employment and commercial districts that would create an environment and streetscape that encourages and facilitates walking, bicycle and transit use both within and to the district, while also providing safe and convenient access and circulation for motor vehicles.
- Are new standards to be developed for all types of non-residential districts, or only some types and/or at some locations?
- Determine the implementation mechanisms and techniques that will be used to achieve the identified development and design tools.



*East Johnson Street Commercial District*



## **LAND USE/TRANSPORTATION LINKAGES**

This issue deals with ways that the locations and design of development can be coordinated with the location and design of transportation facilities and services to increase transportation convenience and efficiency, provide additional transportation choices, and encourage greater use of public transit, bicycles and walking as alternatives to private automobiles for at least some business and personal travel.

The following choices, decisions and factors will need to be considered regarding this issue:

- Identify and recommend locations for future more intensive development and redevelopment that have good existing or potential service by high capacity transit.
- Should rights-of-way for potential off-street transit (rail or bus ways) be planned in new neighborhoods and employment districts?
- Should locations with potential to be “stations” along a future rail transit system be preserved from relatively low-density new development or redevelopment?
- How to balance the goal of increased intensity of use along potential high-capacity transit corridors with goals for preservation of established neighborhood character?
- What site design and building placement attributes to encourage walking and transit uses should be required in new development or redevelopment?
- How to balance the goal of increased intensity of use along potential high-capacity transit corridors with the goal of preventing unacceptable levels of traffic congestion due to increased automobile traffic to these same uses?
- Recognize that not all land uses have acceptable transportation impacts at all locations.
- Is the City willing to reject proposed developments that are not consistent with city plans and which will have negative transportation impacts?



*Madison Metro Transfer Station*

## DOWNTOWN/CAMPUS AREA PLANNING

Downtown Madison and the adjacent University of Wisconsin-Madison campus are very unique parts of the community and have experienced dramatic growth and change in the last decade. The following choices, decisions and factors will need to be considered regarding this issue:

- To what extent should there be a “planned” arrangement of different major types of downtown land uses—cultural and entertainment, state government, office employment, residential, shopping, medical, higher education—to help focus synergistic activities?
- Where are the opportunities to increase major employment uses in the downtown area (what types of employment and where can they be located)?
- How can the downtown-campus area be effectively linked with potential high-capacity commuter transit located in the existing rail corridor?
- Should plans for the downtown provide for a future downtown railroad station in the event that inter-city rail or light-rail service is reestablished?
- Identify locations for future commuter rail stops and stations and plan for Transit-Oriented Development near them.
- Identify other key downtown public streets that can be improved to create more engaging pedestrian connections between major downtown uses and activity centers.
- Should there be a permanent edge to the UW campus, and if so, where should it be?
- As the University expands its facilities, how can these facilities be interlaced with private sector support businesses, such as restaurants, bookstores, clothing stores, and groceries? How can the community retain a “city” rather than a “campus” feel to the streets and neighborhoods south of University Avenue and east of Park Street?
- Should housing suitable only for students or other groups of non-family singles be the only type of housing provided in near campus areas?



*State Street*

## **ADAPTABILITY AND SUSTAINABILITY**

The way in which Madison grows impacts natural resources, many of which are finite. The City can take actions now to grow in an efficient and sustainable manner. The manner in which our neighborhoods, activity centers, transportation facilities and buildings are designed will have a dramatic impact on the degree to which City growth is sustainable in the years and decades ahead. This issue needs to consider the potential courses of action the City has to take in order to create a community that is environmentally, economically and socially viable now and in the future.

The following choices, decisions and factors will need to be considered regarding this issue:

- How can neighborhoods be designed to support less energy-intensive lifestyles in the future (if that choice is voluntarily made or forced upon us), yet still function well in the current high consumption, high transportation demand lifestyle?
- To what extent does the community want to accommodate near term preferences and demand for high consumption, high energy use lifestyles even though this is not a sustainable way of life?



*Green roofs are used to help reduce stormwater run-off and reduce heating and cooling costs for buildings.*



## ***LAND USE GOALS, OBJECTIVES, POLICIES, AND IMPLEMENTATION RECOMMENDATIONS***

The land use goals, objectives, policies, and implementation recommendations provide the basic framework on which all land use-related decisions, whether public or private, shall be based. A *goal* is defined as a statement that describes in general terms a desired future condition. An *objective* is a statement that describes a specific future condition to be attained. A *policy* is defined as a course of action or rule of conduct to be used to achieve the goals and objectives of the plan.

The goals, objectives, policies, and implementation recommendations reflect previously adopted plans and policy documents, as well as the ideas, comments, and concerns expressed by numerous groups and individuals at community open houses, small group meetings and through a community survey.

### ***ACCOMMODATING GROWTH***

**Goal: Madison will continue to accommodate a significant share of future regional population and economic growth and development in an orderly manner consistent with community objectives.**

*Note: Madison will strive to attain approximately 1/3 (based on past trends) of Dane County's population and employment growth over the next 20 years. This number is only a target, which may need to be adjusted based on changes to any number of factors, which influence population and employment growth.*

#### **Objectives and Policies for Accommodating Future City Growth**

**Objective 1:** Ensure that urban development within the City of Madison is consistent with the City's goals and objectives for land use and community development.

**Policy 1:** Adopt the City of Madison Comprehensive Plan as the basic policy guide for all community development decisions that affect the City. Prepare, adopt and implement as components of the City of Madison Comprehensive Plan, City-wide Generalized Future Land Use Plan Maps and text, the Peripheral Area Development Plan, the 2006 Peripheral Planning Areas Map (Volume II, [Map 2-4](#)) and associated text. Prepare and adopt as supplements to the City of Madison Comprehensive Plan detailed neighborhood development,



### **Objectives and Policies for Accommodating Future City Growth, continued**

neighborhood, and other special area plans for existing and new City development and redevelopment areas as required.

*Note: Not all parts of the City will have adopted special area and detailed neighborhood development plans, however, the Comprehensive Plan will provide overall guidance for these areas.*

**Policy 2:** Use the Comprehensive Plan, and other adopted plans that are consistent with the Comprehensive Plan, as the basic daily decision-making guides for all community development related decisions, both public and private. Approve development and redevelopment projects only if such projects are consistent with the recommendations of the Comprehensive Plan, Peripheral Area Development Plan, City-adopted detailed neighborhood development plans and similar special area plans.

**Policy 3:** Implement the City of Madison Comprehensive Plan primarily through the City's land development regulations such as the zoning code, subdivision regulations, (including extraterritorial plat review powers), official map, capital improvement programs, annexations, and public and private investments in community development.

**Policy 4:** Develop and implement a process for regularly reviewing, evaluating and updating the Comprehensive Plan, and neighborhood plans to keep the recommendations current.

*Note: Neighborhood plan refers to detailed neighborhood development plans, neighborhood development plans and special area plans.*

**Policy 5:** Provide the staff and other resources needed to conduct periodic evaluations and make necessary revisions to the City's Comprehensive Plan and other adopted plans, and to prepare new plans as required.

**Objective 2:** Continue to involve citizens in City of Madison planning and plan implementation and decision-making processes.

**Policy 1:** Strive to maximize productive public participation in planning and development review processes by publicizing upcoming meetings and public hearings, working closely with neighborhood, community, and advocacy organizations, and using various forms of communication media such as the internet, the City websites, cable television, and print.



**Objectives and Policies for Accommodating Future City Growth, continued**

**Policy 2:** Improve public access to information regarding upcoming land and development decisions including documents such as submitted plats, site plans, staff reports, etc.

**Objective 3:** Ensure that the City of Madison has sufficient available land within the City and its planned expansion areas to accommodate projected future City growth.

**Policy 1:** Ensure through long-range planning that there is an adequate supply of development land for future urban uses that is properly zoned and can be provided with the full range of urban services.

**Objective 4:** Provide the sites, capital improvements, public services and other assistance needed to support industrial, commercial and residential development in the City of Madison and its planned urban expansion areas.

**Policy 1:** Coordinate new development in the City with the City's capital improvement planning program.

**Objective 5:** Seek to ensure that new developments cover the public costs incurred in providing public improvements and public services to the development unless a specific policy creates an exception for defined public purposes.

**Policy 1:** Seek to establish impact fees (to the extent provided by State law) for new development that will cover the public costs of providing the on-site and off-site public improvements and facilities needed to serve the development.

**Policy 2:** For large or complex projects that will require significant new or upgraded public improvements, the City may require prior to its approval of a project, that the project's developer provide a fiscal impact analysis of the proposed development based on a methodology approved by the City.

**Policy 3:** Consider for approval projects that do not "pay their own way" if the City determines that they make a strong positive contribution to implementation of adopted public planning or policy objectives, such as revitalization of a blighted neighborhood or the creation of a very high-quality designed mixed-use activity center, or if they provide other public benefits such as affordable housing units, for example.

### **Objectives and Policies for Urban Form**

**Objective 6:** Create and maintain a City of interconnected, compact, mixed-use neighborhoods, districts, corridors and edges.

**Policy 1:** Create, adopt and implement zoning and land division regulations that will enable the creation of mixed-use development such as Traditional Neighborhood Developments (TND) and Transit-Oriented Developments (TOD).

**Policy 2:** Address important corridors and edges in neighborhood plans.

**Note:** Refer to the *Neighborhoods & Urban Design* sections of the Land Use chapter for definitions and discussion concerning districts, corridors and edges.

**Objective 7:** Encourage the development of compact, mixed-use neighborhoods and districts.

**Policy 1:** Encourage the creation of compact, mixed-use development projects that include a variety of land uses in close proximity to each other. Such development should be consistent with City adopted plans, design guidelines and land development regulations that apply to mixed-use developments.



Tenney Lapham Neighborhood

**Policy 2:** Adopt and implement land development regulations (i.e. zoning, land division, official map, urban design standards) that facilitate the creation of compact, mixed-use neighborhoods and districts.



Sprecher Neighborhood

*More detailed information on the design and character of Traditional Neighborhood Developments can be found in Appendix 2-2 of this chapter.*



### **Objectives and Policies for Urban Form, continued**

**Objective 8:** Maintain where this is still possible and desirable a visual and physical separation between the City of Madison and neighboring communities.

**Policy 1:** When beneficial for the City of Madison and its neighbors to do so, enter into intergovernmental agreements that will facilitate the objective of achieving visual and physical separation between Madison and its neighboring jurisdictions.

**Policy 2:** Where no open space separation is planned between Madison and a neighboring community, seek to develop a joint plan that will identify other appropriate means to create a sense of "entry" from one community to the other.



*The open space network that separates Madison from parts of Verona and Middleton includes the National Ice Age Trail.*

**Objective 9:** Maintain in the Dane County region the visual and functional distinction between urban and rural communities and places.

**Policy 1:** Encourage Dane County and the towns to take stronger roles in preventing more intensive development in the rural unincorporated areas outside the urban cities and villages. This policy would generally apply both to rural areas between cities and villages and to long-term urban growth areas adjacent to cities and villages not yet staged for urban development with full urban services.

**Policy 2:** Use the City of Madison's extraterritorial jurisdiction regulatory power to help discourage non-farm development in its peripheral area and continue to follow the City's current policy of not approving land divisions for non-agricultural use, except in very limited situations involving infill of existing development.



### **Objectives and Policies for Future Development**

**Objective 10:** Achieve an efficient, balanced urban growth pattern by guiding new development, infill and redevelopment projects to planned development areas throughout the City of Madison.

**Policy 1:** Adopt the Comprehensive Plan, detailed neighborhood development plans, neighborhood plans and other special area plans that identify future development locations and allocate future City growth to various areas of the City.

**Policy 2:** Maintain sufficient alternative urban development locations to provide locational choices and competition among landowners and land developers.

**Policy 3:** Avoid creating an excess of competing development locations that would result in wasteful underutilization of land, inefficient services extension, and loss of ability to guide and stage new development.

**Policy 4:** Maintain a "balanced" City growth pattern, with planned development and redevelopment locations available throughout the City.

**Objective 11:** Seek to reduce the demand for vacant development land on the periphery of the City by encouraging urban infill, redevelopment, and higher development densities in areas recommended in City plans as appropriate locations for more intense development.

**Policy 1:** Identify potential infill and urban redevelopment locations in the Comprehensive Plan, neighborhood plans for established neighborhoods and through special planning studies of specific areas.

**Policy 2:** Place a high priority on re-uses or more intensive use of sites within the City where City adopted plans recommend reuse, redevelopment and/or infill development.



*The Kohl Center is a large University of Wisconsin athletic center infill project built upon a former rail yard.*



*Union Corners is a redevelopment project on the site of a former battery factory.*



### **Objectives and Policies for Future Development, continued**

**Objective 12:** Identify “smart growth” areas within and at the expanding urban edges of the City of Madison and guide new development and redevelopment to these areas whenever possible.

*Note: Smart growth areas are defined by the State of Wisconsin as “an area that will enable the development and redevelopment of lands with existing infrastructure and municipal, state and utility services, where practicable, or that will encourage efficient development patterns that are both contiguous to existing development and at densities which have relatively low municipal, state governmental and utility costs.”*

**Policy 1:** Prepare detailed neighborhood plans, neighborhood development plans and/or more limited plans focused on the redevelopment area for locations the City designates as “smart growth” areas.

### **Objectives and Policies for Urban Fringe Development**

**Objective 13:** Guide development on Madison’s urban edge based on the recommendations of the City’s Comprehensive Plan, the Peripheral Area Development Plan (PADP), City-adopted neighborhood development plans and other City plans.

**Policy 1:** Identify potential long-term urban development and City of Madison expansion areas in the Comprehensive Plan and Peripheral Area Development Plan.

**Policy 2:** Prepare detailed neighborhood development plans which include land use, infrastructure and development staging recommendations for identified future City of Madison growth areas prior to consideration or approval of development proposals or the beginning of urban development.

**Policy 3:** Use the City of Madison Comprehensive Plan, Peripheral Area Development Plan, detailed neighborhood development plans, and other applicable City plans as policy guides when making decisions about the location and sequence of future urban development.

**Objective 14:** Direct new urban growth to planned development locations that are suitable for intensive urban development and have easy access to essential urban infrastructure and services.



### **Objectives and Policies for Urban Fringe Development, continued**

**Objective 15:** Direct urban development away from lands that are unsuitable for development due to engineering or environmental constraints or which have been identified in adopted City plans for long-term preservation in open space uses.

**Policy 1:** Map environmental corridors and direct development away from these features.

*Note: Environmental corridors are defined in the Natural and Agricultural Resources chapter and in the glossary.*

**Objective 16:** Ensure that urban development within identified City of Madison growth areas is provided with the public improvements and urban services needed to serve business expansion and population growth in a large urban community.

**Objective 17:** Extend urban services to new City of Madison urban growth areas in a manner that accommodates the market demand for development, while using existing and planned City infrastructure efficiently.

**Policy 1:** Require new urban development on Madison's edge to be located within the City of Madison, and to the greatest extent possible, be in close proximity to existing and planned City of Madison urban services and facilities.

**Policy 2:** Extend City of Madison urban services in a logical and efficient manner that avoids leapfrog development patterns where new development skips over areas of land that is currently undeveloped but is potentially developable.

**Policy 3:** Direct urban development into the City and away from rural areas outside the City limits.

**Policy 4:** Create a capital recovery fee or similar mechanism, to equitably assign costs and reduce reliance on the citywide tax base to subsidize growth on the City's urban edge.

*Note: This policy is not intended to imply that fiscal impact assessment and a capital recovery fee should be applied so as to annex only those developments that fully "pay their own way." However, such tools will allow both citizens and elected officials to make decisions based on a thorough knowledge of the fiscal consequences of growth.*



**Objectives and Policies for Urban Fringe Development, continued**

**Objective 18:** Protect and enhance the City of Madison's ability to expand its municipal boundaries and extend urban services as needed to accommodate and serve its long-term future growth and development objectives.

**Policy 1:** Accept annexation petitions for unincorporated lands within planned City of Madison growth areas prior to urban development.

**Policy 2:** When it is in the City's best interests, accept annexation petitions for unincorporated lands within planned City of Madison growth areas well in advance of the time of development provided that the development staging recommendations of the adopted plan for the area are maintained unless amended.

**Policy 3:** The City may also annex lands in unincorporated areas that are beyond current planned City growth areas when necessary to prevent premature development or preserve the City's long-term growth options.

**Objective 19:** Prevent premature non-farm development in unincorporated areas identified as potential locations for long-term urban development and City of Madison expansion, and maintain the land in agricultural and other open space uses until it is needed for planned City development.

**Policy 1:** Prohibit unincorporated development on the City's periphery that would block future City growth options or make orderly and efficient City expansion and extension of urban services more difficult.

**Policy 2:** Seek agreements with adjacent municipalities, the County and regional planning bodies that would help to preserve long-term options for planned, orderly City expansion.

**Policy 3:** Use the City's extraterritorial plat approval jurisdiction to implement land use and development staging recommendations contained in adopted City plans.



### **Objectives and Policies for Urban Fringe Development, continued**

**Policy 4:** The City of Madison should reject all unsewered land divisions (subdivision plats and certified survey maps) within its extraterritorial plat approval jurisdiction if such land divisions will in any way impair the ability of the City to expand its physical boundaries as recommended in the City of Madison's Comprehensive Plan and in City-adopted neighborhood development plans and other special area plans. The exception to this policy is where intergovernmental agreements between the City of Madison and its neighboring municipalities may allow such development.

**Objective 20:** Seek to reduce conflicts between the City of Madison and neighboring jurisdictions concerning annexation and urban development and where possible identify common planning objectives.

**Policy 1:** Maintain good communication with neighboring jurisdictions and seek opportunities to realize mutual objectives and resolve differences when this is consistent with other City planning goals.

**Policy 2:** Work with neighboring jurisdictions to establish plans and regulatory tools to implement the recommendations in the City of Madison Comprehensive Plan.

**Policy 3:** The City will seek to implement the land use and staging recommendations for the peripheral area contained in its adopted plans unless additional planning studies result in City of Madison agreement to a different land use recommendation.

### **Objectives and Policies for Permanent Open Space Preservation**

**Objective 21:** Permanently preserve important open space features and corridors within and at the edges of the Madison urbanized area.

**Policy 1:** Identify general areas to be studied for potential permanent open space preservation in the Comprehensive Plan and the Peripheral Area Development Plan and establish priorities for follow-up studies.

**Policy 2:** Refine the boundaries and recommended uses for identified potential permanent open space preservation areas in the detailed neighborhood



**Objectives and Policies for Permanent Open Space Preservation, continued**

development plans prepared by the City prior to beginning urban development in the peripheral area.

**Policy 3:** Seek the cooperation of neighboring municipalities, Dane County and regional planning bodies for joint planning for permanent preservation of open spaces of regional significance---particularly open spaces that connect or encompass parts of several jurisdictions.

**Policy 4:** The City should not approve plans, land divisions, re-zonings or development proposals within its municipal limits that are not consistent with the open space preservation recommendations in adopted City plans.

**Policy 5:** In areas where the City has not adopted a detailed neighborhood development plan, the City should not support or approve land division applications within areas identified as potential permanent open spaces areas unless they are consistent with the recommendations of a preservation plan for the area that has been accepted by the City and the Town having municipal jurisdiction. Until a preservation plan has been accepted, the City will not support or approve any more intensive development within the district.

**Policy 6:** Until an acceptable preservation plan is prepared, no rezonings, land divisions or other actions should be approved by any jurisdiction if such approval would facilitate more intensive use or development.

**Policy 7:** Increase public interest and support for the concept of preserving relatively large areas as permanent open space, including the areas recommended in the Comprehensive Plan, Peripheral Area Development Plan and other adopted City plans.

**Policy 8:** Identify additional tools that could be used to preserve and enhance the open space qualities of the districts on a permanent basis.

*Note: In general, open space preservation should rely, wherever possible, on planning and regulation, with public acquisition considered primarily when other methods are not adequate or when public access is required. City financial participation will be subject to budget constraints and established City priorities for park and open space acquisition and development.*

### **Objectives and Policies for Infill Development and Redevelopment**

**Objective 22:** Seek to reduce the demand for vacant development land on the periphery of the City by encouraging urban infill, redevelopment, and higher development densities at locations recommended in City plans as appropriate locations for more intense development.

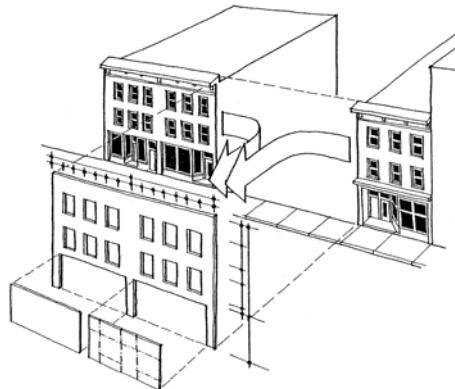
**Policy 1:** Identify potential infill and urban redevelopment locations in the Comprehensive Plan, neighborhood plans for established neighborhoods and through special planning studies of specific areas.

**Policy 2:** The City should identify priority redevelopment and infill development areas, focusing first on those sites that have the potential to redevelop or develop within the next five years.

**Policy 3:** Place a high-priority on reuse or more intensive use of sites within the City where adopted City plans recommend reuse, redevelopment and/or infill development.

**Policy 4:** Use the following principles of redevelopment to guide all infill, redevelopment and adaptive reuse projects within the older neighborhoods and districts of the City:

- Maintain an easily walkable neighborhood size (approximately one-quarter mile from neighborhood center to edge).
- Maintain or seek to create clearly defined neighborhood centers, edges and gateways.
- Redevelopment scale and density should be appropriate to redevelopment objectives defined in the applicable City plans and reasonably compatible with established neighborhood character --- including the evolving character in areas with substantial redevelopment.



*Newly designed infill development should be compatible with existing buildings.*



*This infill project on Williamson Street restored the corner building, and integrated it with new development.*



**Objectives and Policies for Infill Development and Redevelopment, continued**

- Maintain or improve an interconnected grid-like street pattern with relatively narrow local streets. Maintain or provide on street parking to the extent feasible.
- Provide a diversity of housing types, sizes, tenure and costs.
- Maintain, enhance or seek to create a strategic mix of non-residential uses appropriate to the location and potential market so that at least some neighborhood supporting goods and services are conveniently available to residents.
- Provide adequate parks and community gathering places.
- Protect and enhance defining neighborhood views.
- Preserve and enhance established neighborhood character and design.

**Policy 5:** Take City actions to initiate and support private investment on City-identified and planned infill, redevelopment and/or reuse sites.

*Note: Such actions might include, for example, land assembly and clearance, developer solicitation and selection, and construction of capital improvements.*

**Policy 6:** Develop and provide incentives for the reintroduction of neighborhood businesses and services, especially neighborhood-serving grocery stores, into appropriate locations of under-served established neighborhoods.

*Note: These incentives might include, for example, assistance with market studies, site assembly, environmental clearances, business capital investment, employee training, and other measures.*

**Objective 23:** Promote the assessment, clean up and reuse of polluted ("brownfield") sites.

**Policy 1:** Promote the use of local, state and federal programs that are intended to foster reinvestment and redevelopment of polluted, blighted and abandoned properties.



*The Madison Enterprise Center houses a business incubator in a former factory building.*

## **NEIGHBORHOODS**

**Goal:** Energize and empower City residents by providing meaningful opportunities for participation in decisions that affect their neighborhoods and the City as a whole.

### **Objectives and Policies for Neighborhood Planning and Participation**

**Objective 24:** Continue to promote and strengthen Madison's tradition of active neighborhood associations and organizations.

**Policy 1:** Provide technical and organizational assistance to Madison's neighborhoods.

*Note: This assistance may include education of neighborhood organizations, periodic neighborhood planning conferences; grant programs, workshops and publications. Neighborhood planning councils can be utilized to provide a coordinated grass roots approach to neighborhood organizing.*



*Williamson Marquette Neighborhood Planning Session*

**Policy 2:** Foster neighborhood involvement in all development decisions that will impact the neighborhood.

**Objective 25:** Continue to promote neighborhood identity as a means of creating a sense of belonging to the community.

**Policy 1:** Promote a sense of community in neighborhoods through neighborhood associations, neighborhood planning councils, community artwork, community gardens and special neighborhood-based events and activities.

**Policy 2:** Encourage neighborhood identity initiatives including construction of community centers and neighborhood identification signage.



*Atwood Community Gardens have used public art to attract users to the new watering system,*



**Goal:** Madison will be a city of compact, interconnected, mixed-use neighborhoods that are attractive, well-maintained, safe, and provide an engaging residential environment to meet the needs of a diverse population.

**Objectives and Policies for Future Neighborhoods**

**Objective 26:** Guide future urban development in identified City growth areas through adoption and implementation of detailed neighborhood development plans that are consistent with the Comprehensive Plan.

**Policy 1:** Prepare and adopt detailed neighborhood development plans prior to consideration or approval of requests for rezonings, land divisions, or development projects within future City growth areas.

**Policy 2:** Require new development in City growth areas to be consistent with the goals, objectives, policies and implementation recommendations of adopted neighborhood development plans and the City of Madison Comprehensive Plan.

**Policy 3:** Develop and implement a process for regularly reviewing and updating neighborhood plans to keep the recommendations current.

**Objective 27:** Establish a City of Madison policy and regulatory framework that will encourage mixed-use development, including Traditional Neighborhood Developments (TNDs) and Transit-Oriented Developments (TODs), at appropriate locations.

**Policy 1:** Adopt and implement zoning, land division ordinance, building code, fire code and street design regulations that encourage, facilitate and provide incentives for the development of Traditional Neighborhood Developments (TNDs) & Transit-Oriented Developments (TODs).



*Traditional Neighborhood Designs (TNDs) vary housing types and styles within one neighborhood, served by interconnected streets. TNDs can fit the same amount of uses as a conventional suburban design in a smaller area to conserve and protect open space.*

**Policy 2:** Whenever possible, incorporate elements of the Charter of the New Urbanism into the design of neighborhoods (see Volume II, Appendix 2-2 at the end of this Chapter).

### **Objectives and Policies for Future Neighborhoods, continued**

**Objective 28:** Create mixed-use neighborhoods that provide a variety of land uses and are designed around a series of interconnected neighborhood activity centers.

*Note: Neighborhood activity centers are focal points in the neighborhood where residents may gather for community, recreational, or social activities.*

**Policy 1:** Plan neighborhood activity centers within a convenient distance that most people feel comfortable walking in five minutes.

*Note: Generally, a comfortable walking distance is considered by most people to be approximately one-quarter mile, provided the environment is pedestrian-friendly.*

**Policy 2:** Encourage at appropriate locations neighborhood centers that are pedestrian-oriented, mixed-use areas that may include a central square, plaza or green, a variety of housing types, civic buildings, and where market feasible, small-scale commercial or mixed-use buildings that provide everyday goods and services to neighborhood residents.



*Knickerbocker Place is a small-scale pedestrian friendly neighborhood infill project.*

**Policy 3:** Design neighborhoods that include a variety of parks and open spaces that provide recreational opportunities and community gathering places located within easy access of all neighborhood residents.

**Objective 29:** Provide a range of affordable, quality housing choices in all neighborhoods to meet the needs of households of different sizes, lifestyles, incomes and tastes.

**Policy 1:** Require a mix of housing unit types, sizes, tenures and costs (including affordable housing units) in all new neighborhoods.

**Policy 2:** Within each neighborhood, provide different types of housing at multiple locations throughout the neighborhood, rather than concentrating each type to separate locations.

**Policy 3:** Implement Madison's Inclusionary Zoning Ordinance as one means of providing affordable housing.



**Objectives and Policies for Future Neighborhoods, continued**

**Policy 4:** Distribute affordable housing throughout all new neighborhoods and the larger region.

*Note: Madison's Inclusionary Zoning Ordinance is one means of providing affordable housing.*

**Policy 5:** Locate all housing types to provide convenient access to neighborhood activity centers, reduce transportation distances, and create an overall pleasing residential environment.

**Objective 30:** Serve Madison's neighborhoods with a balanced system of neighborhood parks and open spaces.

**Policy 1:** Provide new neighborhoods with parks, open spaces and recreational facilities conveniently located to serve neighborhood residents, and particularly children, within easy walking distance.

**Policy 2:** Develop parks adjacent to elementary schools and open space corridors when possible to capitalize on the benefits provided by shared use of public land.



*Hawthorne School and Park*

**Policy 3:** The City will work with school districts to coordinate planning for the location of school sites and parks.

**Policy 4:** Use stormwater greenways and environmental corridors to form linkages between parks and neighborhoods.



*Cherokee Marsh wetlands*

**Policy 5:** Create safe, attractive pedestrian and bicycle linkages between neighborhood, area and community parks and recreational facilities to provide good accessibility to activities not available locally within the neighborhood.

### **Objectives and Policies for Future Neighborhoods, continued**

**Objective 31:** Foster the creation of engaging and visually attractive neighborhoods, each with a distinctive sense of place.

**Policy 1:** Create a strong sense of place in neighborhoods by carefully coordinating the types and functions of buildings; the design of streets, the placement of buildings in relation to the street or sidewalk; the use and design of the areas between building facades and lot lines; the placement and visibility of garages and parking areas, and the design of public streetscape features such as landscaped terraces, sidewalks, street trees, street lights, and street furniture such as benches or trash baskets.



*Outdoor cafes, umbrellas attractive storefronts, and other high quality street furnishings help make memorable places.*

**Policy 2:** When designing new neighborhoods, seek opportunities to establish and preserve defining views and visual references that contribute to neighborhood identity and character.

**Policy 3:** Encourage diversity in neighborhood design as one way to create neighborhood identity and distinctiveness.

**Note:** Even subtle variations in building setbacks, building orientations, building types and architectural design, street design and furnishing and landscaping of street terraces can provide variety from one neighborhood to the next--even among neighborhoods with generally similar land uses and intensity.

**Policy 4:** Street designs in neighborhood activity centers should include distinctive urban design features such as decorative lighting, landscaped street terraces, special paving materials in sidewalks and crosswalks, decorative street furniture, and a generous supply of street trees to create a high-quality public realm.



*Street design, a variety of public and private open spaces, high quality architecture, strategic placements of buildings, and street furniture help to create attractive and interesting neighborhoods with human scale.*

### **Objectives and Policies for Future Neighborhoods, continued**

**Policy 5:** Discourage the creation of new single-use residential neighborhoods that are characterized by large tracts of exclusively single-family residential dwellings or large, isolated clusters of duplex or multiple-family buildings.

**Policy 6:** Avoid monotonous “cookie cutter” housing designs in new neighborhoods.

**Policy 7:** Avoid housing designs that emphasize the garage as the primary facade element that is visible from the street.

**Policy 8:** When interlacing different housing types in close proximity, maintain general design compatibility between single-family, duplex and multiple-family housing types.



A new neighborhood south of McKee Road includes rowhouses compatible with single-family homes.

*Note: Design elements that can help different types of housing coexist well include building placement in relation to the street and other buildings, roof pitches, articulation and fenestration of building facades, and landscaping.*

**Policy 9:** Prepare and adopt detailed urban design and development guidelines as required to ensure that development at key locations, such as within proposed mixed-use neighborhood centers, supports the objectives and recommendations for function and appearance included in the neighborhood development plan.

*Note: The basic framework for additional design guidelines or regulations may also be included in the Comprehensive Plan.*

**Objective 32:** Develop and extend a system of local residential streets that are highly interconnected, relatively narrow, and designed to meet the needs of pedestrians, bicyclists, motorists, public transit, and vehicles associated with periodic service providers.

**Policy 1:** Neighborhood streets and sidewalks should provide an interconnected transportation network that links neighborhoods, districts and corridors without forming barriers between them. Dead-end streets and cul-de-sacs shall generally be avoided unless necessary to protect sensitive environmental features or address significant changes in topography.



New neighborhood designs should incorporate a balanced street network and open space system.

### **Objectives and Policies for Future Neighborhoods, continued**

**Policy 2:** Neighborhood street networks should be designed to discourage cut-through non-local traffic and excessive travel speeds.

**Note:** Street widths and curb radii should be as narrow as possible to accommodate day-to-day auto traffic, as well as, less frequent travel by emergency and service vehicles. Other traffic calming features such as "T"-intersections, traffic circles, raised and textured street pavement, and crosswalk bump-outs may be used to slow traffic and encourage pedestrian and bicycle activity.

**Policy 3:** Neighborhood street spacing should create compact blocks with short block faces and perimeters to enhance pedestrian convenience and activity. For example, the common short block face standard is 400' to 600' long.

**Policy 4:** Design the street networks in all City neighborhoods and districts to provide good access and circulation routes for current or future transit service.

**Objective 33:** Maintain harmonious transitions between new neighborhoods and existing established neighborhoods.

**Policy 1:** Edges between neighborhoods with differing intensity, scale, or character should be formed by major features such as busy thoroughfares, rail lines or green space corridors shared with adjacent neighborhoods, when these features are available.

**Note:** Streets that are themselves activity districts or important entry corridors generally should have development of similar scale and character along both street frontages, even if the neighborhoods on either side of the street differ in scale or character.

**Policy 2:** Where neighborhoods directly abut, their shared edges should be developed with land uses of similar character, density and intensity to provide continuity and a smooth transition.



Traffic Calming: planted medians and pedestrian crosswalk on Olin Avenue



### **Objectives and Policies for Established Neighborhoods**

**Objective 34:** Guide the processes of preservation, rehabilitation and redevelopment in established City neighborhoods through adoption and implementation of neighborhood plans, special area plans and major project plans consistent with the Comprehensive Plan.

**Policy 1:** In established neighborhoods identified in the Comprehensive Plan as recommended locations for near-term or longer-term transition to different or more-intensive land uses, prepare and adopt a detailed neighborhood plan that clearly defines the locations where redevelopment, changes in use and/or increased density are recommended, the areas where no significant changes in use or intensity are recommended, and the essential character, scale and design elements that are critical to ensuring that new development is compatible with existing development.

*Note: Where only relatively limited portions of a neighborhood are identified as areas where redevelopment is recommended, a detailed plan for just those areas may be prepared as a substitute for, or supplement to a complete neighborhood plan. These plans should cover an area larger than the proposed redevelopment site in order to address issues such as land use and density transitions between the redevelopment site and adjacent neighborhoods and districts and traffic impacts.*

**Policy 2:** Develop and implement a process for regularly reviewing, evaluating, and updating neighborhood plans to keep the recommendations current.

**Policy 3:** Changes in established neighborhoods should be carefully planned in collaboration with neighborhood residents, businesses, owners and institutions.

**Policy 4:** Balance the preferences of residents with City-wide and neighborhood planning objectives and priorities when determining the acceptability of changes to parcels of land in or adjacent to existing residential development.

**Policy 5:** Adopt regulations and design standards to protect the desired street and block patterns, land use patterns, and development characteristics of the City's established neighborhoods, such as building size and height, building setbacks and placement on the lot, density, parking, landscaping, and streetscape improvements.



*Schley Pass residents want to preserve the character of their unique neighborhood.*

### **Objectives and Policies for Established Neighborhoods, continued**

**Objective 35:** Maintain and enhance economically viable neighborhood business centers as a source of local employment, a focal point for neighborhood activities and a centralized convenience shopping and service center for area residents.

**Policy 1:** Support the retention of neighborhood-based businesses and employers and public uses as centers of neighborhoods.

**Policy 2:** Actively promote Madison's existing neighborhood commercial centers as a neighborhood amenity and destination for residents.

**Policy 3:** Identify in City plans declining or obsolete commercial districts or centers where additional planning for rehabilitation or redevelopment may be beneficial.



*The Williamson Street Business District includes this pet store, adjacent veterinary clinic and Willy Street Park, a small local open space.*

*Note: There are several commercial districts and centers along East Washington Avenue, for example that could be redeveloped.*

**Objective 36:** Provide a range of housing opportunities, including affordable housing, that will be attractive to both owner and renter households of different sizes, lifestyles, incomes and tastes.

**Policy 1:** In established neighborhoods characterized predominantly by single-family and two-family housing types, generally maintain the current housing mix while encouraging multi-family and mixed-use projects in neighborhood centers and business districts and along major transit corridors.

**Policy 2:** Encourage a mixture of owners and renters in neighborhoods by including single-family housing within multi-family housing developments.

**Policy 3:** In established neighborhoods that are or are expected to be characterized predominantly by multi-family housing types, maintain opportunities for larger families by providing some larger apartments as well as smaller units in projects, and encourage both condominium as well as rental housing to provide tenure choices.

### **Objectives and Policies for Established Neighborhoods, continued**

**Policy 4:** Promote the availability of quality, owner-and renter-occupied market rate and affordable housing in Madison's neighborhoods.

**Policy 5:** Explore alternative and non-traditional housing solutions such as co-housing that will provide greater choice in affordable dwelling units.

**Policy 6:** Encourage the rehabilitation of both single-family and multi-family dwellings to provide safe, decent quality housing.

**Objective 37:** Create a balanced system of neighborhood parks and open spaces to serve Madison's neighborhoods.

**Policy 1:** Address identified park deficiencies in established neighborhoods and improve existing recreational and open space facilities, including the accessibility to parks both within and beyond the neighborhood.

**Policy 2:** Work with school districts and the City's Parks Division to coordinate school and park recreational planning and seek opportunities for mutually beneficial shared use of facilities.

**Objective 38:** Retain and enhance public and community-based institutions and facilities, such as schools, churches, libraries and parks, as important neighborhood centers and providers of employment, services and amenities.

**Policy 1:** Ensure that community facilities or neighborhood schools that are no longer utilized for their originally intended use, remain an asset to the neighborhood through cooperative efforts between the facility/building owner, the City, the neighborhood and local stakeholders.



Co-housing development on Mills Street



House renovations



St James Catholic Parish and School

**Objectives and Policies for Established Neighborhoods, continued**

**Objective 39:** Provide for the growth and expansion of major community institutions such as colleges and universities; schools, medical facilities; governmental, civic and cultural facilities, and similar uses while protecting the character and integrity of adjacent neighborhoods.

**Policy 1:** Work with major institutions located within and adjacent to established neighborhoods to set growth boundaries and develop mutually-agreed master plans for those facilities to help ensure that their expansion projects are consistent with the Madison Comprehensive Plan and protect neighborhoods from the potential negative impacts associated with such expansions.



*St Marys Hospital is currently expanding to create a new campus that will add vitality to South Park Street*

**Policy 2:** Expansions of major institutions should be carefully planned and constructed so as to avoid undue negative impacts on adjacent neighborhoods, such as loss of housing stock, increased traffic congestion, or spill over parking on neighborhood streets.

**Objective 40:** Protect Madison's historic structures, districts and neighborhoods and encourage the preservation, rehabilitation, maintenance and adaptive reuse of high-quality older buildings.

**Policy 1:** Continue to enforce existing City regulations, policies and programs that protect Madison's historic structures, districts and neighborhoods and foster the preservation, rehabilitation and maintenance of existing buildings.



*Machinery Row has been adapted into office and retail space.*

**Objectives and Policies for Established Neighborhoods, continued**

**Objective 41:** Maintain a balance between redevelopment and preservation in established neighborhoods that recognizes the general satisfaction of many residents with their neighborhoods as they currently are and focuses redevelopment activity on selected areas and sites within the neighborhood where the objectives of increased density and a wider range of uses will be most supportive of objectives to maintain existing neighborhood character and quality.

**Policy 1:** Protect residential areas from inappropriate commercial and industrial encroachment by directing those activities to the locations identified in adopted plans.

**Policy 2:** General locations where a transition into a denser neighborhood or district is appropriate should be identified in the Comprehensive Plan and in detailed neighborhood development plans and other special area plans.

*Note: In many cases, not all sites within a "transition" area are necessarily recommended or expected to be redeveloped. Often redevelopment will be directed toward the smaller, more obsolete or poorly maintained sites, while more substantial, attractive or historically interested structures are recommended for rehabilitation or adaptive reuse.*

**Policy 3:** In general, predominantly single-family blocks within established neighborhoods should continue in this use, since significant intensification in these areas could be detrimental to the neighborhood and exceed infrastructure capacities.

**Policy 4:** In neighborhoods that currently are deficient in neighborhood-supporting uses, such as neighborhood activity centers and gathering places, convenience shopping and services, or recreational opportunities, neighborhood plans should explore the interest in these amenities and seek to identify appropriate locations where limited amounts of these additional uses might beneficially be introduced.

**Policy 5:** Where appropriate, as determined by adopted neighborhood plans, established neighborhoods may be retrofitted with neighborhood-serving civic uses such as parks, recreation centers, library branches, schools, or day care, which offer opportunities for building community, but which do not unnecessarily dislocate viable existing housing stock.

**Objective 42:** Ensure that new development is compatible with the existing and planned design and development characteristics of the neighborhood and minimize land use conflicts between infill or redevelopment projects and existing neighborhood development.

**Objectives and Policies for Established Neighborhoods, continued**

**Policy 1:** Infill development or redevelopment in existing neighborhoods should be designed to incorporate or improve upon existing positive qualities such as building proportion and shape, pattern of buildings and yards, building orientation to the street, and building materials and styles.



700 E. Washington Avenue has been adapted into a restaurant and entertainment space.

**Policy 2:** Recognize that infill development is not inherently "good" simply because it is infill, or higher density because it is higher density. Where increased density is recommended, it is always only one among many community and neighborhood objectives, and other factors such as architectural character and scale (including building height, size, placement and spacing) block and street patterns, landscaping and traffic generation are also important.

**Objective 43:** Provide and upgrade as necessary essential neighborhood infrastructure and services including streets, utilities, transit service, sidewalks, parks, schools, police and fire, ambulance service and code enforcement.

**Policy 1:** Target public resources and programs such as Community Development Block Grants (CDBG) and tax increment finance districts (TIDs) to neighborhoods that are challenged by aging infrastructure, blight, brownfield sites, deteriorating structures, high levels of crime, lack of basic City facilities and services, and private sector disinvestments.



Capitol West development proposal

**Objective 44:** Encourage private investment and property maintenance in existing developed areas to prevent property deterioration and promote renovation and rehabilitation.

**Policy 1:** The City shall continue to offer programs and incentives to property owners to foster the maintenance and enhancement of existing properties.

### **Objectives and Policies for Established Neighborhoods, continued**

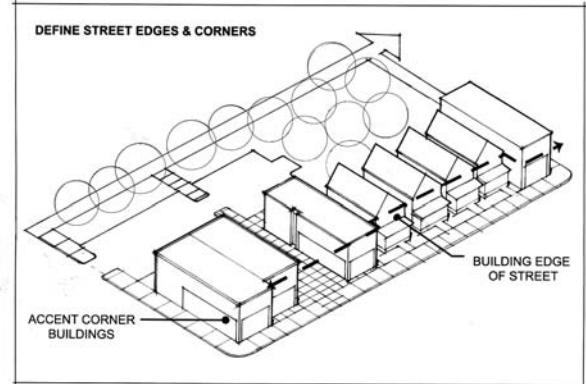
**Policy 2:** The City shall continue to enforce applicable property maintenance, building, and zoning codes to minimize the physical deterioration of properties in established neighborhoods.

**Policy 3:** Building code requirements for the rehabilitation of existing buildings should protect the safety of building occupants, while also recognizing the need for flexibility that comes with rehabilitating existing buildings.

**Policy 4:** Public and private monies can be used to develop new programs that attract private property owners to redevelop strategic sites.

**Objective 45:** Continue public and private efforts to beautify Madison's neighborhoods.

**Policy 1:** Adopt and enforce urban design principles, standards, and guidelines for infill and redevelopment projects in established neighborhoods. These guidelines should address building design, height, setback, materials and orientation to the street.



*This is an illustration of the urban design guidelines that may be found in neighborhood and special area plans.*

**Note:** Urban Design principles are objectives that explain the purpose of standards and guidelines. Standards are mandatory requirements for approval. Guidelines are recommendations that may be used as criteria for approval depending on the circumstances. The Williamson Street BUILD II Plan is an example of a plan with detailed design guidelines for an existing, older neighborhood.

**Policy 2:** Preserve and enhance the beauty of Madison's neighborhoods through landscaping and tree planting in streets terraces and other highly visible locations, placement of neighborhood identification signs, removal of graffiti and litter, and installation of decorative lighting, benches, kiosks and other improvements.

**Objectives and Policies for Established Neighborhoods, continued**

**Objective 46:** Create safe neighborhoods through good planning, design, community programs, services and intervention when appropriate to respond to identified problems.

**Policy 1:**

Plan neighborhoods to include an array of alternative social, recreational, and economic opportunities that may reduce interest in engaging in disruptive or criminal activities.



*Madison's Neighborhood Centers are an important source of neighborhood interaction. Wexford Ridge Neighborhood Center offers programs and activities for youth and adult residents.*

**Policy 2:** Incorporate design principles such as "eyes on the street" that have been shown to be effective in discouraging disruptive or criminal activity into planning for development projects.

**Policy 3:** Continue to enforce regulations that require businesses and property owners to protect the safety of their customers, tenants, and employees.



*Neighborhood House Community Center on South Mills Street*

**Policy 4:** Continue to implement City programs that strive to reduce criminal activity in Madison neighborhoods.

**Policy 5:** Foster safety in areas where relatively high crime levels are a real or perceived problem through increased neighborhood involvement in seeking solutions, more visible police presence, and other steps to reduce criminal behavior.





## URBAN DESIGN

**Goal:** Madison will preserve and enhance the unique character and beauty of the City.

### **Objectives and Policies for Planning the Built Environment**

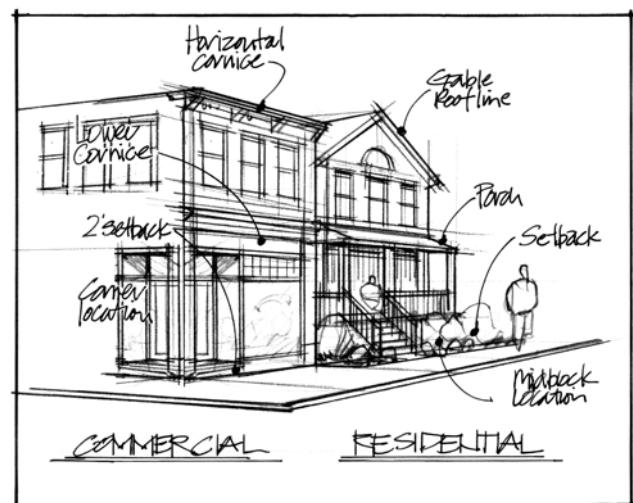
**Objective 47:** Ensure that public and private investment and development within the City of Madison is consistent with and supports the City's goals, objectives, policies and implementation recommendations for urban design and the creation of an attractive and engaging built environment that respects the community's unique setting and established character.

**Policy 1:** Incorporate appropriate general urban design guidelines and principles in the City of Madison Comprehensive Plan and other adopted City plans, including identification of locations and specific types of developments where the creation and implementation of more-detailed guidelines, standards and regulations is recommended.

**Policy 2:** Include mandatory urban design, architecture and landscaping standards, principles and guidelines in all detailed neighborhood development plans and other sub-area or special area plans.

**Policy 3:** Adopt innovative, creative, and original design-related regulations and standards in City ordinances as needed to implement the design recommendation in adopted City plans. General urban design standards that treat all areas of the City the same should be avoided.

**Policy 4:** Develop and implement detailed design requirements and guidelines for each of the City's designated Urban Design Districts. Amend these guidelines and create additional Urban Design Districts as needed to implement the urban design and land use objectives expressed in the Comprehensive Plan and other City plans.



Sketch from the Williamson Street Design Guidelines



### **Objectives and Policies for Planning the Built Environment, continued**

**Policy 5:** Adopt and implement ordinances and design manuals that include urban design standards and guidelines for the Downtown area, Traditional Neighborhood Developments, Transit-Oriented Developments, and other types of mixed-use development.

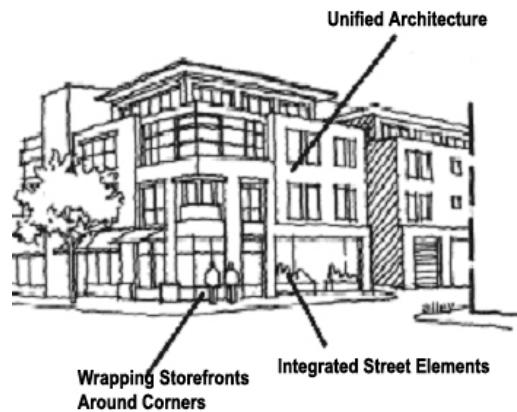
**Policy 6:** Adopt and implement urban design and architectural standards and guidelines for infill and redevelopment projects in the City. Infill development and redevelopment should respect the desirable design characteristics, scale, intensity and density of the adjacent neighborhood or district.

**Policy 7:** Work with the State of Wisconsin, the University of Wisconsin and other major institutions to create architectural and urban design standards that ensure a consistently high quality built environment in the Downtown/Campus area.

**Objective 48:** Implement planning, urban design and architectural design standards that foster creation of a unique sense of place for the City as a whole, and within its individual neighborhoods, districts and gathering places.

**Policy 1:** The design of neighborhoods and districts should create memorable places for people and be designed at a human-scale to create a strong sense of place and community. A sense of place can be created by such things as:

- Carefully coordinating types & functions of new buildings with local prevalent styles.
- The placement of buildings in relation to the street or sidewalk.
- The use and design of the areas between building facades and lot lines.
- The design of the public streetscape (i.e. landscaped terraces, sidewalks, street trees, street lights, etc.).
- The design of streets.

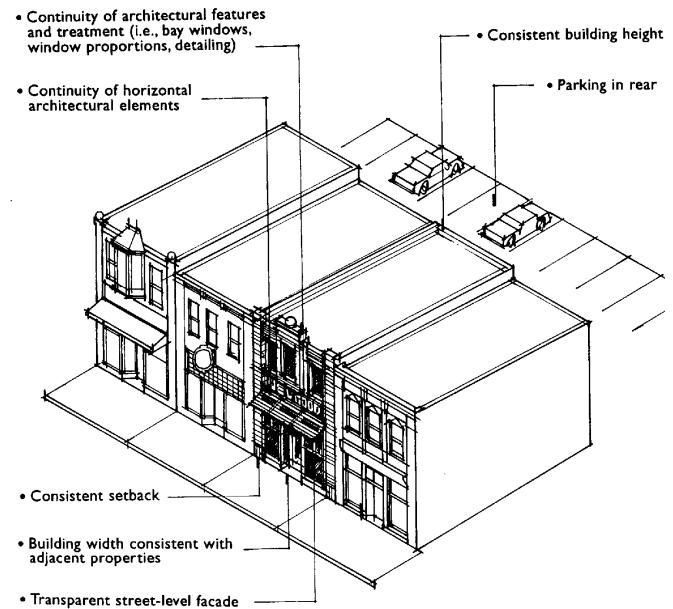


*Design guideline example*

### **Objectives and Policies for Planning the Built Environment, continued**

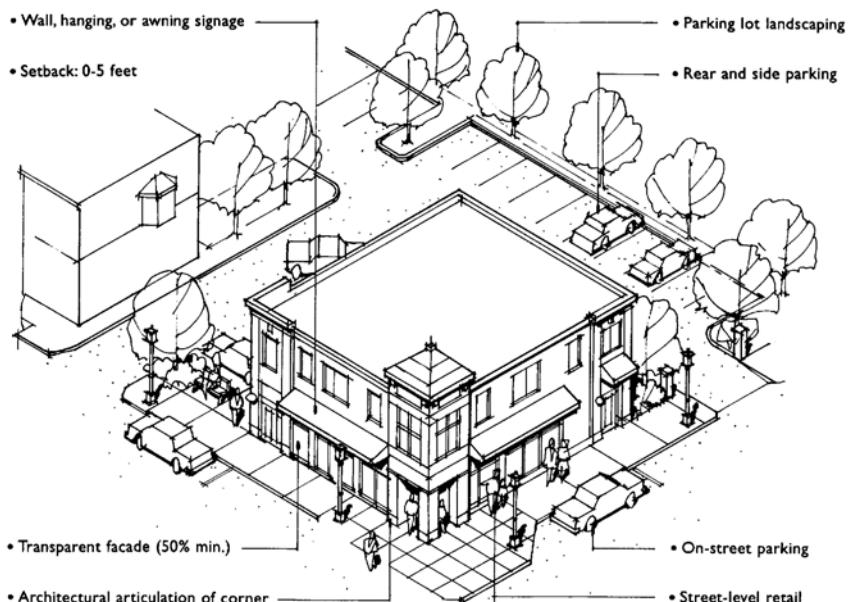
- Emphasis on human-scale design. Human-scale refers to site and building design elements that are dimensionally related to pedestrians, such as:

- Small building spaces with individual entrances.
- Larger buildings, which have articulation and detailing to break up large masses.
- Narrower streets with tree canopies.
- Smaller parking areas or parking areas broken up into small plazas, outdoor seating, lighting, weather protection and similar features.



*Design guidelines example*

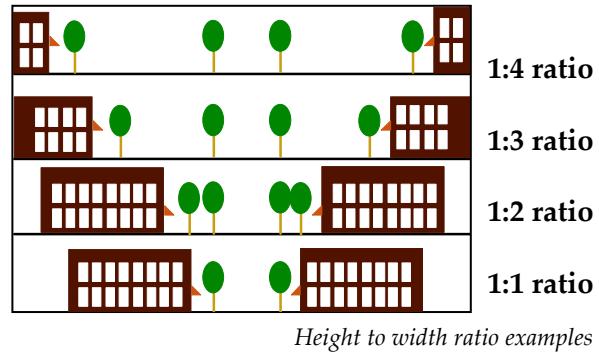
**Policy 2:** Streets and squares should be safe, comfortable and interesting to pedestrians. Building placement should create a sense of spatial enclosure and promote pedestrian activity.



### **Objectives and Policies for Planning the Built Environment, continued**

**Policy 3:** Require new development to establish effective levels of spatial enclosure. Spatial enclosure is created through the use of a height-to-width ratio (i.e. the relationship between a building's height and the width of the street on which it fronts).

**Note:** The optimum height-to-width ratio in Madison may be about 1:1, although ratios that are greater than 1:1 may be appropriate in certain locations in the city as identified in special area plans or neighborhood plans. Too small a ratio generally does not result in the creation of a sense of place.



**Policy 4:** Establish a compatible mix of diverse land uses that create multi-purpose neighborhood activity centers.

**Policy 5:** Concentrations of civic, institutional and market feasible commercial uses should be embedded within neighborhoods to foster community activities.

**Policy 6:** Architectural styles, facade treatments, walls, fences, streetscape elements and colors should relate to a complementary vocabulary of materials and scale.

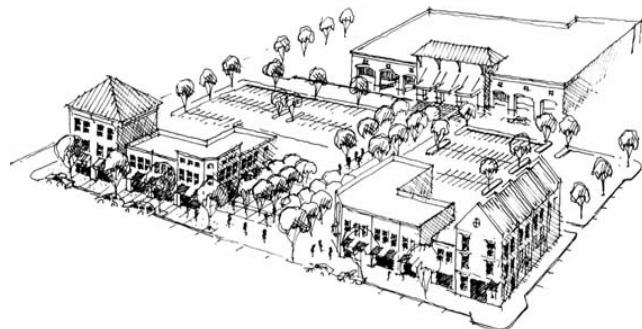


*Project drawing highlighting the street edge and relationship to the neighborhood.*

**Policy 7:** Discourage corporate architectural designs that do not respect and enhance Madison's unique visual character and beauty. Standard corporate architectural designs may be allowed in limited areas of the City provided they are of high-quality design and are desirable or acceptable in certain areas of Madison as identified in the Comprehensive Plan, neighborhood plans and/or special area plans.

**Objectives and Policies for Planning the Built Environment, continued**

**Policy 8:** Large, standard corporate designed retail buildings ("i.e. big boxes") placed in a sea of surface parking are strongly discouraged. Large retail buildings should be incorporated into compact mixed-use developments that have a "main street" look and feel. Multi-story buildings and liner buildings along the perimeter of parking structures and large retail buildings should be used to frame streets, improve the aesthetic quality of the development and encourage pedestrian activity. On-street, structured or underground parking is encouraged over large surface parking lots.



*Large retail stores may be incorporated into larger developments that relate well to the surrounding neighborhood and create a high level of urban design.*

**Objective 49:** The design of public buildings and other public improvements should be of the highest quality and should make positive and lasting contributions to the City's rich architectural and design heritage.

**Policy 1:** Use public investment in buildings and other public improvements to advance the urban design goals of the community.



*State Street bus shelter*

**Policy 2:** Use public improvements such as parks and open space, public art, fountains, monuments, decorative lighting, landscaping and paving to create attractive, distinctive and memorable places.

**Policy 3:** Bridges should be designed with an emphasis on creating a visually attractive, beautiful structure that enhances the City's unique sense of place.



*Yahara River bridge design*

**Objectives and Policies for Planning the Built Environment, continued**

**Objective 50:** Create a visually striking and dramatic Isthmus skyline, while at the same time protecting views to the State Capitol.

**Policy 1:** Establish building height standards that promote variety rather than uniformity in the heights of structures on the Isthmus and at other locations where relatively tall buildings are consistent with adopted plans.

**Policy 2:** Establish building height standards for the Downtown/Isthmus area that will result in a skyline that reflects and emphasizes the natural topography, with taller buildings on the high ground and lower buildings toward the lakeshores.



*Skyline effect resulting from establishing maximum building heights relative to the base of the Capitol dome.*



*Skyline effect resulting from establishing maximum building heights relative to the natural topography of the Isthmus.*

**Policy 3:** Establish building design standards that encourage tall buildings with interesting and varied upper stories and tops rather than buildings that are essentially large rectangular boxes.

**Policy 4:** Identify key view corridors toward the Capitol from points within the Downtown/Campus/Isthmus area and the major entryways to Downtown and establish building standards that will preserve these views as new development occurs.

**Objective 51:** Protect and enhance features and places within the community that are of architectural and historical significance.

**Policy 1:** Continue to enforce existing City regulations, policies and programs that protect Madison's historic structures, districts and neighborhoods and foster the preservation, rehabilitation and maintenance of existing buildings.



*Mansion Hill*

**Objectives and Policies for Planning the Built Environment, continued**

**Policy 2:** Existing buildings that add to the vitality of the street and the historic fabric of the City should be preserved or adapted to meet the changing needs of our neighborhoods.



**Policy 3:** New developments should create harmonious design relationships between older and newer buildings, particularly in older neighborhoods with an established character and buildings of historic or architectural interest and value.



*The Quisling Clinic was adapted into apartment housing.*

**Objective 52:** Seek to ensure that the placement and design of signage and public utility facilities are consistent with the goal of creating a beautiful city.

**Policy 1:** Regulate the size, location and design of signage as needed to maintain an attractive built environment, especially in commercial, industrial and mixed-use areas.



**Policy 2:** Prohibit off-premise signs (i.e. billboards) in the City of Madison.



**Policy 3:** Whenever possible, require utility wires to be placed underground.

*Unique signage is found throughout the Schenk-Atwood and Williamson Street Business Districts.*

### **Objectives and Policies for the Relationship between Street Design and Urban Design**

**Objective 53:** Recognize that the design of the street and the features that line it are some of the most important determinants of the visual quality of the City.

**Policy 1:** The design of streets should complement the distinctive character of the City's neighborhoods, districts and corridors by creating safe, comfortable and memorable outdoor spaces for pedestrians, bicyclists, transit riders, and motorists.

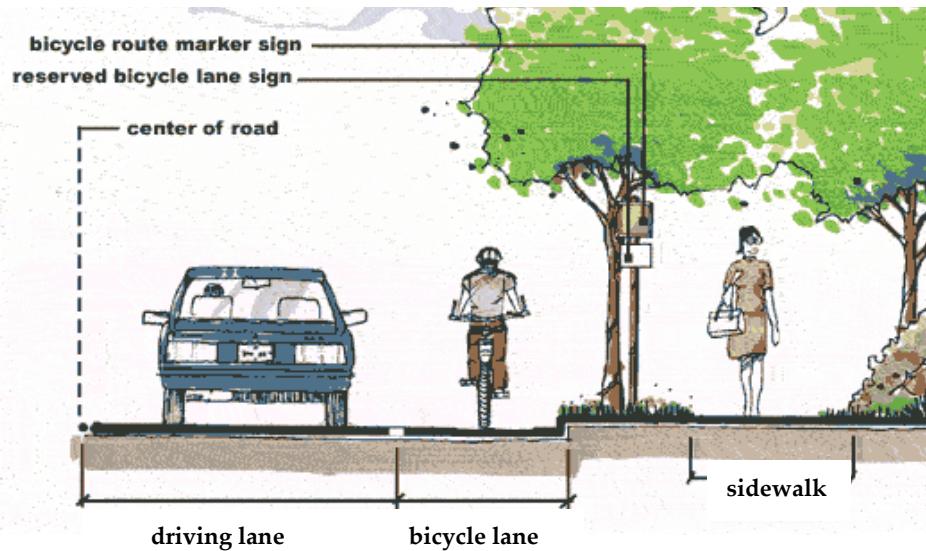
**Policy 2:** Coordinate the design of streets with the design, placement and scale of buildings, and open space to create a visually attractive and engaging public realm (those parts of the City that are held in common, such as streets, parks and open space, and civic buildings).

**Policy 3:** Use the concept of build-to lines (the maximum allowable setback line for the front facade of a building) along streets to create a sense of spatial enclosure.



Build-to line

**Policy 4:** Streets should be designed to facilitate transportation by foot, bicycle, auto and transit. A balanced circulation system promotes mobility choices and helps make transit comfortable and convenient.



**Objectives and Policies for the Relationship between Street Design and Urban Design, continued**

**Policy 5:** Streets should be designed and integrated into patterns that create attractive walking and biking environments and adequately accommodate automobiles.

**Policy 6:** Design streets so that primary views terminate at important buildings, distinctive architectural elements, natural features, parks or open spaces.

**Policy 7:** Encourage street designs that include shade trees and decorative lighting in the landscaped terraces along the sides of streets and in landscaped boulevards down the center of major streets.



*State Street's Philosopher's Grove Stones as street furniture art.*



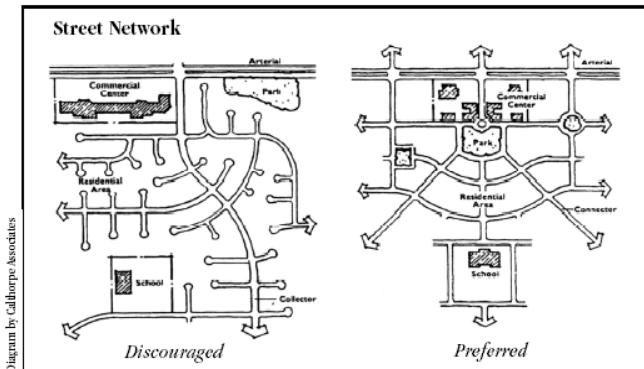
*Special granite pavers and plantings signify intersections.*



*New traffic roundabouts on Madison's eastside have plantings in the middle of this traffic calming measure.*

**Objectives and Policies for the Relationship between Street Design and Urban Design, continued**

**Policy 10:** Create an interconnected system of highly landscaped parkways that link City neighborhoods, districts and corridors.



*Good street planning creates a network of connected streets. Civic places and neighborhood features are designed to be located at important intersections and focal points.*

**Objective 54:** Primary entry routes into the City and to important destinations within the City should provide a welcoming and attractive gateway to the community.

**Policy 1:** Adopt and implement urban design standards for major City “gateway” corridors. These standards should address building architecture, landscaping, site design, lighting, signage, utilities, access controls and special design themes to distinguish individual gateways.



*View of Madison's Isthmus from John Nolen Drive causeway*



### **Objectives and Policies for the Natural Environment**

**Objective 55:** Seek an urban form in the greater Madison area that provides a clear distinction between urbanized areas and surrounding rural areas at the urban edge.

**Policy 1:** Support efforts to maintain physical and visual separation between adjacent municipalities through preservation of open space features that form logical development boundaries at the edges of area communities.

**Policy 2:** Prohibit scattered non-farm development in rural areas within the City of Madison's extraterritorial plat approval jurisdiction.

**Policy 3:** Enter into mutually beneficial intergovernmental agreements that establish permanent physical and visual separation between communities.

**Objective 56:** Ensure that views and vistas of significant value, such as views of the lakes, open space or the Capitol, are treated sensitively by new structures or potential visual obstructions.

**Policy 1:** Require the design of subdivision plats to protect and enhance outstanding views of natural resource features.

**Policy 2:** Protect Madison's shorelines from incursions by overly dense development that will degrade views to and from the lakes, rivers and creeks.

**Objective 57:** Preserve natural areas with outstanding ecological and aesthetic qualities.

**Policy 1:** Adopt and enforce zoning code, land division ordinance and other regulations that protect from development environmental corridors and the natural resource features of which they are comprised, such as lakeshores, hilltops, and significant wooded areas, for example.

**Policy 2:** Incorporate natural and environmentally sensitive areas into the design of parks, open space corridors and recreation facilities.

**Objective 58:** Establish an interconnected system of parks, greenways and other types of open space that contributes to the unique sense of place and natural beauty of the City.

**Policy 1:** Design neighborhoods and districts so that parks and natural features function as an interconnected system of community focal points.

**Policy 2:** Whenever possible, use green space to terminate vistas down important neighborhood and district streets.

**Policy 3:** Maintain and expand to the greatest degree possible, public access to Madison's lakes, rivers and creeks.

## ***COMMERCIAL DISTRICT DESIGN***

**Goal:** Madison will continue to be the predominant employment and commercial center of the south central Wisconsin region.

### **Objectives and Policies for Mixed-Use, Employment and Commercial Activity Centers**

**Objective 59:** Identify sites within the City and its planned urban expansion areas that are appropriate locations for mixed-use employment and commercial activity centers.

**Policy 1:** Prepare detailed neighborhood development plans that include location criteria and design standards for mixed-use activity centers.

**Policy 2:** Concentrate the highest densities of employment, commercial, residential, and mixed-use development in the downtown/Isthmus area and at other planned major activity centers in the City of Madison identified in City plans.

**Policy 3:** Ensure that future development and redevelopment activities in City-planned mixed-use areas are consistent with the recommendations of the City of Madison's Comprehensive Plan, adopted detailed neighborhood development plans, and similar special area plans.

*Note: These plans should identify general study area boundaries, establish an appropriate mix of uses and densities, integrate development proposals across property boundaries, establish a primary street network, identify appropriate design guidelines, and provide strategies for financing construction of public improvements.*

**Policy 4:** The design of mixed-use town and neighborhood centers shall follow basic adopted design standards for such developments and shall promote walking, bicycling, transit use and ride sharing, while also accommodating the auto. Mixed-use buildings with dwelling units or offices located above ground floor retail and service uses are encouraged in these areas.

**Policy 5:** Require that individual development projects in mixed-use areas follow the design standards and criteria of the areas' adopted neighborhood or special area plans.

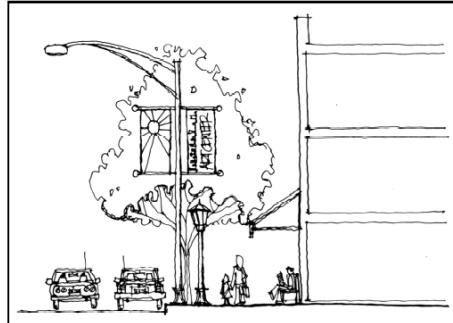
*Note: These standards and criteria should address street layouts (with minor variations allowed provided the basic street and block pattern is maintained), recommended development density/intensity, building placement, building scale, architectural character of the development and its surroundings, pedestrian access and site design.*

**Objectives and Policies for Mixed-Use, Employment and Commercial Activity Centers, continued**

**Objective 60:** Encourage the creation of compact, mixed-use activity ("town") centers as "urban" alternatives to conventional suburban style, single-use, low-density office and research parks.

**Policy 1:** Prepare detailed neighborhood development plans that include location criteria and design standards for mixed-use activity centers.

**Policy 2:** Comfortable waiting areas, appropriate for year-round weather conditions, shall be provided at transit stops in mixed-use areas. Passenger loading zones shall be close to the stop, but not interfere with pedestrian access.



*Transit waiting areas may be incorporated into building facades as part of the overall urban design of the area.*

**Policy 3:** Adopt land development regulations that foster the development of compact, mixed-use town centers as "urban" alternatives to the conventional suburban style office and research park type employment center.



*Mixed-use neighborhoods may include employment, retail and housing and offer an alternative to conventional office parks and strip retail centers.*

**Policy 4:** Mixed-use areas should be uniquely designed, easily discernible urban places. These areas should function as primary neighborhood, community or regional activity centers (with the scale of the development determined by City-adopted plans) and act as important destinations for living, working, shopping, entertainment and recreation.

**Policy 5:** Each new mixed-use development shall contain a strategic mix of uses (vertical mixed-use in buildings and horizontal mixed-use on the ground), including residential, retail, office, service, civic and open space. The specific mix of uses shall be determined in detailed neighborhood development plans or special area plans for the individual sites and should include convenient uses that serve employees and residents of the area.

**Objectives and Policies for Mixed-Use, Employment and Commercial Activity Centers, continued**

**Policy 6:** Buildings in mixed-use areas shall provide attractive pedestrian-scale features and spaces. Building placement, massing and entryways shall relate to the street and nearby buildings and make a positive contribution toward creating a strong urban environment.

**Policy 7:** Buildings in mixed-use areas shall reinforce and revitalize streets and public spaces, by providing an ordered variety of architectural features that may include entries, windows, bays, and balconies along public ways. Buildings shall be human scale in terms of architectural details and massing of structures.



*This building design sketch has architectural details that emphasize entrances, sidewalks, awnings and pedestrian interaction.*

**Policy 8:** Scale streets and blocks in mixed-use areas to the needs of pedestrians. Strongly discourage superblocks (i.e. large blocks where buildings are spread out from each other in a low-density manner).



*This retail and entertainment complex emphasizes street design and places the parking behind buildings that are built up to the street.*

**Policy 9:** Locate commercial uses in mixed-use areas so that they are directly visible and accessible from an existing or planned transit route.

**Policy 10:** Encourage structured or underground parking in mixed-use town centers and in conventional commercial developments.



*Parking garages should be a part of any well-designed mixed-use project.*



### **Objectives and Policies for Employment Centers**

**Objective 61:** Develop and implement strategies to strengthen and diversify the local economy, expand the local tax base, cultivate an entrepreneurial culture, and stimulate job creation, while preserving and enhancing the high quality of life currently enjoyed by City residents and businesses.

**Policy 1:** Provide in the City and its planned growth areas a generous supply of developable, strategically located sites for office, research and development, and industrial uses.

**Policy 2:** Locate employment and industrial districts in areas with excellent and efficient access to transportation systems such as major streets, highways, and rail lines.

**Policy 3:** Provide adequate public facilities and services to areas that are planned for employment center development such as convenient access to efficient bicycle and transit routes for employee and customer use.

**Objective 62:** Retain and expand Madison's existing base of offices, research and development businesses, and industrial facilities.

**Policy 1:** Work with the private and non-profit sectors to implement strategies for maintaining a quality stock of affordable offices and retail spaces for use by start-up entrepreneurs.

**Policy 2:** Encourage the development of corporate office, research and development, and light industrial uses on blighted or underutilized sites in Madison's Isthmus area.

**Objective 63:** Design employment centers so as to minimize potential negative impacts on adjoining land uses.

**Policy 1:** Design employment centers in a manner that allows them to be located in close proximity to housing, civic, commercial and recreational uses.

**Policy 2:** Design employment centers to protect the vitality and quality of life in adjacent neighborhoods.

**Policy 3:** Adopt development, design and performance standards that promote excellence in the design and construction of buildings, outdoor spaces, transportation facilities, and streetscapes in employment centers.

**Policy 4:** Ensure that public and private initiatives preserve and enhance historic downtown/Isthmus resources.

## ***COMMERCIAL DISTRICTS***

**Goal:** Madison's primary commercial activity centers will be attractive, compact, pedestrian and transit-oriented, mixed-use development areas.

### **Objectives and Policies for Conventional Suburban-Style Commercial Development**

**Objective 64:** Discourage the creation of new conventional, suburban style strip commercial centers, auto-oriented regional shopping malls, and low-density office and business parks.

**Policy 1:** Strongly discourage the creation of conventional suburban-style activity centers that segregate land uses and are of a design and scale that is not conducive to pedestrian activity and transit use.

**Policy 2:** Standard, corporate franchise-based big box retail building designs and architectural styles shall be prohibited.

**Policy 3:** Establish regulations and standards that require the design of big box retail uses to contribute to the creation of a pedestrian-scale, mixed-use town center.

**Objective 65:** Transform, over time, existing conventional suburban-style commercial developments into more compact, mixed-use, pedestrian, bicycle and transit-oriented destinations that have a greater variety of activities including retail, office, entertainment, civic, open space, and residential uses.

**Policy 1:** When existing developed areas are redeveloped or retrofitted, provide whenever possible and desirable to do so, pedestrian and auto access from surrounding neighborhoods to the development.

*Mall Transformation, Winter Park, Florida*



*Conventional suburban shopping mall*



*First Phase Redevelopment*



*Complete transformation into a mixed-use commercial and residential neighborhood  
(Dover Kohl Design)*

**Objectives and Policies for Conventional Suburban-Style Commercial Development,  
continued**

**Policy 2:** In general, the City will encourage and support the transformation of existing, auto-oriented strip commercial areas, stand alone "big box" retail developments, conventional suburban-style shopping centers and malls into compact, mixed-use "town centers" that are visually attractive and equally conducive to pedestrian, bicycle, transit and motor vehicle activity. Such transformations should be consistent with adopted detailed plans for the area.

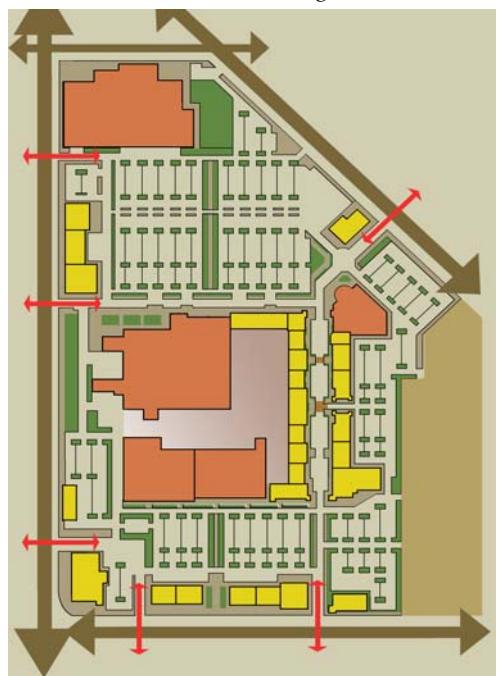


*Small retail elements built up to the street can be part of a larger 'big box' development.*

**Policy 3:** New big box retail uses should only be allowed as part of compact, mixed-use developments that include a "main street" style development pattern. Well-designed big box buildings should serve as terminal features in newly created main street style town center developments. Large, stand-alone big box buildings surrounded by a sea of surface parking stalls are strongly discouraged.



*Big Box retail projects should reflect quality architectural design and urbanism.*



*This large retail development creates a new street with smaller retail, and shares service areas between two large retail stores.*

## ***LAND USE AND TRANSPORTATION LINKAGES***

**Goal:** Madison's land use and transportation decisions will be mutually supportive.

### **Objectives and Policies for Land Use/Transportation Linkages**

**Objective 66:** Link the location, type and density of development to planned roadway and transportation service capacities.

**Policy 1:** Strive to balance the goal of increased land use intensities and densities along potential high capacity transit corridors with the goal of preventing unacceptable levels of traffic congestion resulting from such development.

**Policy 2:** Link major land uses such as regional shopping and employment districts to major highways and interchanges in order to provide safe, convenient access to such uses.

**Policy 3:** Locate multi-family development so that it has convenient access to transit facilities.

**Objective 67:** Ensure that land use decisions and the resulting land use patterns, densities and intensities along major transportation corridors will support travel by pedestrians, bicyclists, motorists and transit users.

**Policy 1:** Prepare and adopt detailed neighborhood development plans or special area plans for new or expanded major roadway corridors prior to approving development in those areas.

**Policy 2:** Create strong pedestrian and bicycle linkages between major activity areas and existing and future transit facilities.



*The Capital City Bike Trail is used by many commuters during the week, and by families and other recreational users on the weekend.*



**Objectives and Policies for Land Use/Transportation Linkages, continued**

**Objective 68:** Encourage Transit-Oriented Development (TOD) at strategic locations in the City as identified in City plans.

**Policy 1:** Adopt and implement Transit-Oriented Development plans and standards that address:

- Land use patterns.
- Zoning (including building setbacks, development density/intensity).
- Building design.
- Auto, pedestrian, and bicycle access to the area.
- Site design.
- Traffic and parking management.
- Implementation strategies.



*Transit Oriented Development in Portland, Oregon*

**Policy 2:** Prepare and adopt Transit-Oriented Development zoning standards in order to foster the implementation of TOD projects.

**Policy 3:** Use, where TOD zoning is not applicable, the planned unit development zoning process combined with detailed neighborhood development plans and/or site-specific special area plans to plan for and implement Transit-Oriented Development projects.

**Policy 4:** Vary specific development standards for Transit-Oriented Development projects from site to site based on a variety of factors including, but not limited to the:

- Type of transit vehicle served by the TOD site.
- Frequency of transit service at the site.
- Local and regional market for various land uses at the site.
- Existing land use pattern and density in the area around the site.

**Objectives and Policies for Land Use/Transportation Linkages, continued**

**Policy 5:** Focus regulatory provisions for Transit-Oriented Developments on creating active, walkable streets. This can be achieved through development of detailed plans that will address the following:

- **Land Use;** Active streets require a mix of land uses that will generate pedestrian activity. While the mix of uses may vary from TOD to TOD, the land use mix shall offer many activities within walking distance and place a range of housing types in close proximity to the transit system. Typically, retail uses will be located on the ground floor of buildings with office and residential uses above. Formal civic and open space uses are also desirable in TODs.
- **Sidewalks;** Require bicycle and pedestrian facilities on all streets within TODs. In addition, provide interior (i.e. within a development site) walkways and paths to ensure safe and convenient pedestrian mobility.
- **Building Placement and Orientation;** Orient buildings to the street with minimal or no setbacks from the sidewalk, depending on the established development pattern in the area and the level of "urbanism" desired at the site. Corner buildings are especially important and must "hold the corner" with facades on both streets. Require build-to-lines, which create a street wall with consistent building frontages, where appropriate.
- **Entrances;** Provide building entrances that open onto public streets and sidewalks in order to provide convenient access to transit facilities.
- **Fenestration;** Provide windows at the ground level of buildings and with a minimum percentage of glass based on the size of the facade.



*Kennedy Place*



*United Way of Dane County*

*The Schenk-Atwood Business District has many qualities of a TOD: including mixed-use developments, community centers, transit services and a high quality of urban design.*



### **Objectives and Policies for Land Use/Transportation Linkages, continued**

#### *Policy 5, Continued*

- Block size: Require small blocks in order to create a high level of connectivity that provides a choice of routes for travelers, active walking environments, and the opportunity for diversity in design. Objectives and Policies for Land Use/Transportation Linkages, continued
- Placement and Supply of Parking; Prohibit large and highly visible surface parking in TODs, especially in the core areas of TODs. Parking standards should address the minimum and maximum amount of parking for each TOD. Address the management and supply of parking in the specific special area plan for each TOD.
- Street Standards; Design street systems to be comfortable for walking. A high degree of street connectivity between the TOD and the local street network is essential. Traffic calming measures such as pedestrian crossings, medians and bulb-outs are encouraged. A grid system of streets, small blocks, and alleys is desirable.

*Note: Consider integrating the "woonerf" street design concept (a shared-use street concept) in TODs, where appropriate. For more information about woonerfs, please refer to Volume II Chapter 3, Transportation, page 3-7 for an extended discussion of woonerfs.*

- Memorable Public Spaces. Design TODs to create memorable public and private spaces that attract pedestrians and foster transit use. High-quality open spaces, distinctive architecture, and establishment of a landmark/focal activity area can be used to create memorable spaces.



*Concerts on the Square*

*Note: High-quality open spaces, distinctive architecture, and establishment of a landmark/focal activity area can be used to create memorable spaces.*

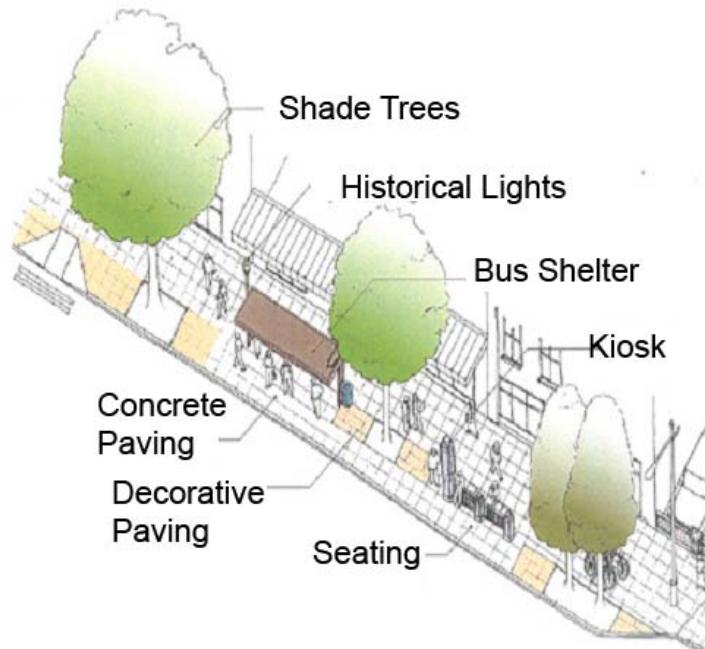
**Policy 6:** Use Transport 2020 and other high-capacity transit plans as guides for implementing Transit-Oriented Development in Madison.

**Objectives and Policies for Land Use/Transportation Linkages, continued**

**Objective 69:** Plan for the anticipated development associated with the construction of major transportation improvements such as new highways, highway interchanges and transit corridors.

**Policy 1:** Plan transportation facilities and transit corridors to help organize areas of urban development and revitalize blighted or underutilized urban areas.

**Policy 2:** Ensure that new development along transportation corridors and near highway interchanges is carefully planned and incorporates design features appropriate to the location as defined in City plans.



*Street design on transit corridors and in Transit Oriented Development should incorporate transit facilities, shade trees, and street furniture.*

**Objective 70:** Within the region, plan the location of housing, commercial and employment centers in a manner that will contribute to an efficient transportation system.

**Policy 1:** Locate concentrations of high density housing, commercial and employment uses along transit lines to foster transit use and help mitigate congestion generated by development.



**Objectives and Policies for Land Use/Transportation Linkages, continued**

**Objective 71:** Use the City's official mapping powers within the City and its extraterritorial jurisdiction to reserve rights-of-way for future transportation facilities.

**Policy 1:** Preserve future transportation corridors and sites for transportation facilities by fully utilizing the City's official mapping powers.

**Policy 2:** Identify future major transportation corridors and strategies for implementing major transportation facility construction projects by using the City of Madison's Comprehensive Plan and the City's adopted neighborhood development plans and special area plans.

**Policy 3:** Evaluate City policies regarding the use of undeveloped public rights-of-way and other city-owned property, including issues of public access, maintenance, signage, delineation of property lines and notification to adjacent property owners of potential public uses, and revise or develop new policies as required.

**Objective 72:** Physically arrange land use activities in compact, interconnected, mixed-use neighborhoods, districts, and corridors to permit convenient, energy efficient travel between homes, businesses, open spaces, schools and other civic uses.

**Policy 1:** Create walkable, transit and bicycle-oriented neighborhoods, districts and corridors by requiring development patterns that have a high frequency of street connections, a mixed-use land use pattern, transit supportive densities and traffic calming measures.



*The Dudgeon Monroe Neighborhood is located near the Monroe Street Business District and the Edgewood Campus.*

**Policy 2:** Concentrate higher density/intensity, mixed-use development near major intersections, existing and planned transit routes, and existing and planned activity centers and focal points.

**Policy 3:** Maintain existing grid or modified grid-based street and pedestrian-scaled block patterns where they exist and create them where they do not exist.

**Policy 4:** Connect parks, open spaces and recreation corridors with an interconnected system of streets, trails and sidewalks.



## DOWNTOWN/CAMPUS AREA PLANNING

**Goal:** Maintain and enhance downtown<sup>1</sup> Madison as the predominant activity center and community gathering place for the City of Madison and the surrounding region, and a diverse, attractive, and unique place to live, work, learn, shop, dine and enjoy entertainment and cultural activities.

### Objectives and Policies for the Downtown/Campus Area

**Objective 73:** Continue to recognize Madison's downtown/campus area as a unique and important City and regional center that merits special planning and design attention.

**Policy 1:** Prepare, adopt and implement a Downtown Plan that provides a detailed framework and recommendations to guide development and activities in Madison's downtown area.

**Policy 2:** Use the Downtown Plan to establish general land use districts and more detailed sub-districts to guide downtown development. The recommended general land use districts should include a residential and mixed-use district with several sub-districts within each.

*Note: The Downtown Plan will provide more-detailed and specific recommendations to guide downtown area development and redevelopment than are provided in the more general Comprehensive Plan. The Downtown Advisory Report may be used as a starting point and will be refined in the forthcoming downtown plan. The Downtown Plan will be coordinated with other plans that affect the downtown area, such as the Downtown historic preservation and neighborhood plans.*

**Policy 3:** Maintain a proactive program of City initiatives to promote and encourage private investment in downtown area development.



State Street

*Note: These initiatives could include, for example, historic preservation, City capital investments to improve streets, streetscapes, infrastructure and parking, or establishment of site-specific downtown/ Isthmus area redevelopment and reinvestment areas.*

<sup>1</sup> "Downtown" refers to the intensively developed urban core of the City, where the highest density employment, residential and other uses are located. The boundary is not precise, but a working definition will be the area generally bounded by Park and Regent Streets, and Proudfit and Blair Streets, recognizing that some adjacent areas share these characteristics. This definition includes that portion of the UW campus located within these boundaries.



### **Objectives and Policies for the Downtown/Campus Area, continued**

**Policy 4:** Actively support private initiatives consistent with the City's plans and policies to promote downtown area investment.

**Policy 5:** Work with major downtown employers, and units of government and government agencies, to coordinate the planning and development of new or expanded facilities with the City of Madison's plans for the downtown area.

**Objective 74:** Improve relationships and communication among downtown developers, City staff and neighborhood and advocacy organizations.

**Policy 1:** Continually evaluate the development review process to determine what works and what does not work for developers, citizens, neighborhood organizations, City staff, and policymakers.

### **Objectives and Policies for General Land Use in the Downtown/Campus Area**

**Objective 75:** Promote land use diversification and increases in development densities at selected locations in Madison's downtown area.

**Policy 1:** Promote and preserve the downtown's unique social and cultural character by:

- Enhancing daytime and nighttime activities;
- Providing and maintaining public spaces
- for community entertainment, exhibits and public gatherings;
- Supporting and enhancing the vitality of the arts and entertainment for diverse ethnic, age, and social groups in the downtown;
- Involving a diversity of people in decision-making and planning for downtown arts, cultural and entertainment activities.

**Policy 2:** Increase high-quality employment and diverse housing opportunities in the downtown area by identifying appropriate redevelopment and infill sites through the planning process, and facilitating development at these locations.

**Policy 3:** Facilitate through detailed sub-area planning and incentives, the development of Transit-Oriented Developments at appropriate locations within the downtown area.

**Policy 4:** Strategically use existing City tools and powers, such as land assembly, eminent domain, tax incremental district financing, and revenue bonding, to help implement downtown reinvestment projects identified through City planning processes.



### **Objectives and Policies for Economic Development in the Downtown/Campus Area**

**Objective 76:** Maintain and strengthen downtown Madison as a major employment, service and shopping center serving neighborhood, regional, and national and international markets.

**Policy 1:** Develop strategies to provide suitable business locations and facilities downtown for expanding existing businesses and employers and to attract and accommodate potential new businesses identified in coordination with the City's economic development strategy.

**Policy 2:** Use the economic, educational, social, and cultural resources provided by the University of Wisconsin, Edgewood College, Madison Area Technical College and other institutions of higher education as one potential source of future employment growth in the downtown/campus area, as well as elsewhere in the community.

**Objective 77:** Maintain downtown Madison as the government center for the State and the region.

**Objective 78:** Concentrate most major civic, institutional, cultural, and entertainment uses in the downtown/campus area.

**Policy 1:** The City should work with downtown businesses and business organizations to coordinate economic development planning with arts, cultural and entertainment events and facilities.

**Policy 2:** Sustain and promote downtown Madison as a state, regional and national tourist destination and convention center.



*Pub on the Capitol Square*

### **Objectives and Policies for Housing in the Downtown/Campus Area**

**Objective 79:** Increase the amount of housing in the downtown/campus area and provide a variety of housing choices for different household types, sizes, and incomes, including families and lower/middle-income households.

**Policy 1:** Develop downtown housing as part of vibrant mixed-use neighborhoods that include a range of neighborhood-serving retail, service and recreational activities.



*Downtown retirement housing creates additional housing choices.*



### **Objectives and Policies for Housing in the Downtown/Campus Area, continued**

**Policy 2:** Identify and guide new housing to appropriate residential and mixed-use development locations in downtown neighborhoods, in the East and South Campus areas, and in the near east, west and south Isthmus neighborhoods that provide significant housing opportunities convenient to the downtown.

*Note: Detailed downtown plans and Isthmus area neighborhood plans will identify more specific locations for housing development in the downtown/Isthmus area.*

**Policy 3:** Develop and implement strategies to encourage owner-occupied or long-term rental/lease residential properties in established neighborhoods.

**Policy 4:** Locate a large proportion of housing for University students within walking distance of campus.

**Policy 5:** Efforts to build additional housing in the downtown/Isthmus area should not result in extensive demolition of quality, existing housing that is perceived by the community to be valuable to the neighborhood.

**Policy 6:** As housing markets change, foster the rehabilitation and redevelopment needed to ensure a quality-housing environment for all people.

**Policy 7:** Explore the creation of City programs to rehabilitate historic downtown residential properties.

### **Objectives and Policies for Open Space and Recreation in the Downtown/Campus Area**

**Objective 80:** Create and maintain an integrated system of readily accessible, linked parks and open spaces to provide recreational opportunities for downtown residents, users and visitors.

**Policy 1:** Balance the desire and need for parks and recreational facilities to serve an increasing downtown population with other land use needs in the relatively constrained downtown/campus area.

**Policy 2:** Identify opportunities to increase and improve public access to the Lake Monona and Lake Mendota waterfronts.

**Policy 3:** Expand safe, attractive pedestrian, bicycle and transit access to and linkages between downtown and regional parks and open spaces.



Bike race around Lake Monona

**Policy 4:** Take advantage of opportunities to create small, passive open spaces within the downtown area.



### **Objectives and Policies for Transportation in the Downtown/Campus Area**

**Objective 81:** Ensure efficient, safe and convenient access to, from and within the downtown/campus area for all modes of transportation, including walking, biking, transit and automobiles.

**Policy 1:** Develop a downtown public transportation system that facilitates efficient and convenient movement of people among major downtown activity centers.

**Policy 2:** Plan for and continually evaluate an appropriate amount and location of parking spaces in the downtown/campus area.

**Policy 3:** Enhance the efficient movement of goods and services to, from and within the downtown by planning for delivery vehicle movement with street infrastructure improvements and commercial development and redevelopment projects.

**Policy 4:** Improve the wayfinding system downtown for all modes of transportation by adding or improving signage that directs pedestrians, bicyclists, vehicles, and others to downtown destinations.

**Policy 5:** Continue to examine and expand, as needed, bicycle trails and routes that safely and efficiently traverse through and connect to the downtown.

**Policy 6:** Identify and preserve suitable locations for future commuter rail station(s) and encourage Transit-Oriented Development near existing or potential future rail stations.

**Policy 7:** Encourage creative management of public and private parking to maximize efficient utilization of spaces. (*For example, shared parking, day/night, etc.*)

### **Objectives and Policies for General Urban Design in the Downtown<sup>2</sup>**

**Objective 82:** Create a high-quality physical and design environment downtown that is inspiring, creative, diverse and complementary of historic and natural resources.

**Policy 1:** Ensure that downtown buildings are of the highest quality design and make positive and lasting contributions to the City's rich architectural and design heritage.

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<sup>2</sup>Note: Additional urban design goals, objectives and policies are found in the Urban Design section of the Land Use chapter.



### **Objectives and Policies for General Urban Design in the Downtown, continued**

**Policy 2:** Preserve and enhance through complementary infill development, the character of downtown's unique places and established neighborhoods.

**Policy 3:** Preserve and protect historically and architecturally significant older buildings in the downtown area.

**Policy 4:** Promote the adaptive re-use of older buildings that contribute to the overall design and character of downtown.

### **Objectives and Policies for Downtown Educational Institutions and Facilities**

**Objective 83:** Accommodate the continued growth development needs of downtown educational institutions, and integrate their facilities and activities smoothly into the overall fabric of the downtown area.

**Policy 1:** Provide for growth of major institutions while protecting the character and integrity of surrounding neighborhoods.

**Policy 2:** Coordinate the development and redevelopment plans of the City, the University of Wisconsin-Madison, Edgewood College, Madison Area Technical College and other higher education facilities.



*The Department of Chemistry recently built a new building on the University of Wisconsin campus.*

**Policy 3:** Identify through detailed planning activities logical permanent edges between the university/college campuses and adjacent residential neighborhoods and commercial and mixed-use districts.

**Policy 4:** Outside the "core" University of Wisconsin-Madison campus area defined by University Avenue and Park Street, encourage interlacing of university and non-university uses and structures so that many of the non-educational needs of university students, faculty and staff, and visitors can be provided at locations convenient to the campus, and community access to university resources and activities is encouraged.

**Policy 5:** Work with the University and other groups to provide community access to University facilities and amenities.



### **Objectives and Policies for Downtown Educational Institutions and Facilities, continued**

**Policy 6:** Work with educational facilities to adopt and maintain master plans that define their anticipated future physical expansion needs. The plans should:

- Identify land needs and establish perimeter growth boundaries;
- Identify locations for new buildings or additions and establish design guidelines to ensure new buildings are compatible with the scale and character of adjacent properties;
- Encourage building up rather than out to preserve open space and minimize the need to acquire additional properties;
- Identify locations for new or expanded parking lots and/or ramps and require well-designed parking structures and parking lot landscaping and screening from streets and abutting properties;



*Murray Mall sketch from the UW Campus Master Plan.*

**Note:** On highly visible public streets, mixed-use structures with non-parking uses along the frontage can help maintain continuity and an engaging pedestrian environment.

- Encourage shared parking arrangements between adjacent land uses;
- Minimize congestion and other traffic related issues on local residential streets;
- Establish master lighting plans, paying particular attention to lighting around athletic facilities and other high activity night-use facilities to minimize light impacts on the surrounding area;
- Establish comprehensive sign programs to foster identification and circulation and to minimize the proliferation of excessive signage in neighborhoods;
- Comply with City ordinances, design standards and guidelines.

**Policy 6:** Help to maintain the quality and stability of existing residential neighborhoods near university/college campuses by discouraging the conversion of owner-occupied homes to student rental housing.

**Policy 7:** Implement measures that contribute to the safety of University students, faculty and visitors.



## ADAPTABILITY AND SUSTAINABILITY

**Goal:** Madison will grow and develop in a sustainable way that will protect the high quality natural environment, promote energy efficiency and conservation of natural resources, and create a built environment that is adaptable to future changes in conditions.

### Objectives and Policies for Sustainable Development

**Objective 84:** Manage growth and development to create a compact, relatively high-density urban development pattern.

*Note: A compact, relatively high-density urban form reduces the amount of land needed for urban growth, shortens distances between destinations, and provides greater support for public transportation and mixed-use development compared to less concentrated, lower-density urban form. The Comprehensive Plan recommends future urban growth areas, general urban redevelopment areas, and proposed development densities.*

**Objective 85:** Design mixed-use neighborhoods and special districts that support and encourage energy-efficient transportation modes and lifestyles.

**Policy 1:** Provide a mix of supporting land uses within neighborhoods and districts to allow many goods and services needed by residents and district users to be provided within convenient distance.

*Note: The mix of uses and appropriate locations for neighborhood activity centers will be identified in detailed neighborhood and/or special area plans. Designing neighborhoods that have the potential to accommodate greater amounts of mixed-use in the future maintains the opportunity to do that at a later time, even if near-term market support is limited.*

**Policy 2:** Design neighborhoods and districts to support multiple modes of transportation, including an inter-connected street and sidewalk system supplemented by off-street pedestrian and bicycle paths as required, a street layout which creates efficient routes for public transit service, and good connections to city-wide transportation networks.

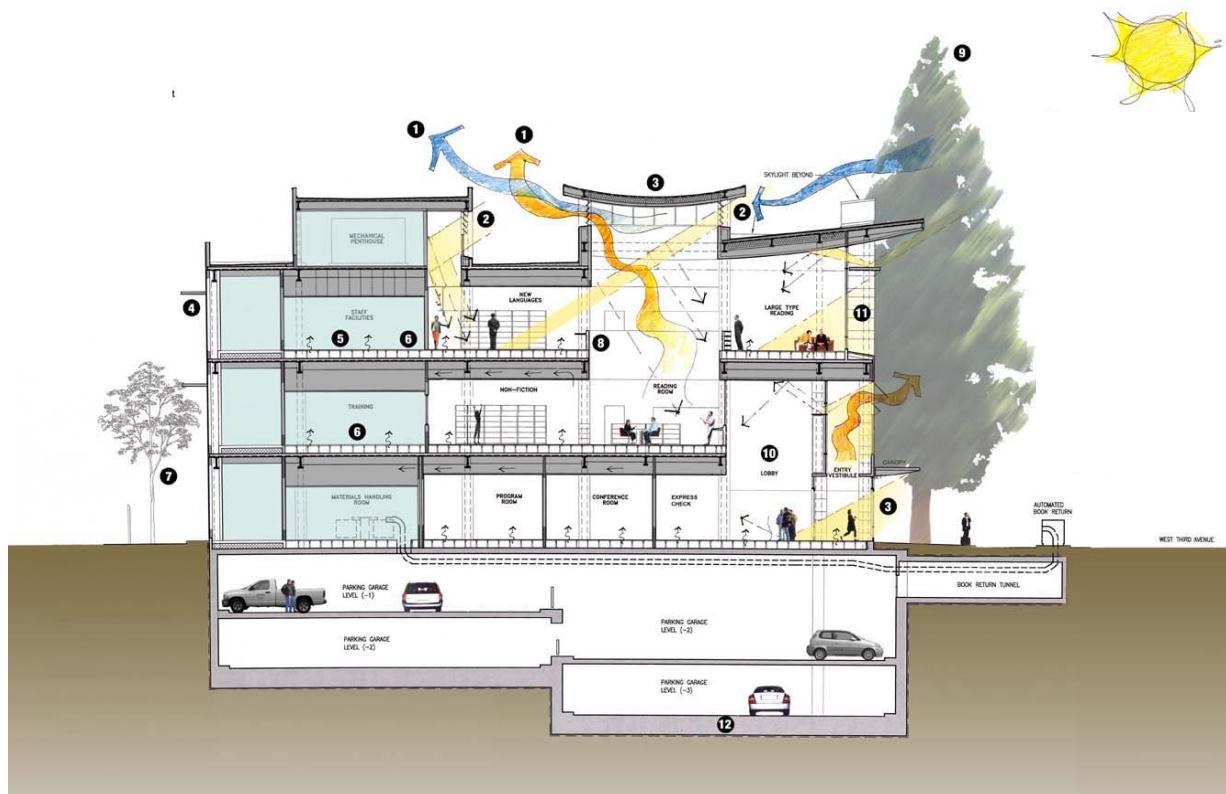
*Note: Providing walking, biking and transit alternatives to automobile use creates the potential for residents to make greater use of these modes at a future time, as well as support for current use. If the neighborhood design does not adequately provide for alternative transportation modes, shifting to them later will be more difficult and less convenient, even if residents would like to do so.*

### Objectives and Policies for Sustainable Development, continued

**Objective 86:** Reduce energy use and resource consumption in the design, construction, renovation and long-term operation of new and existing development.

**Policy 1:** Encourage “green building” where public and private buildings are designed to conserve energy, water and other resources, minimize waste, and prevent pollution, both during their construction and long-term operation and maintenance.

*Note: “Green Building” is defined by the United States Environmental Protection Agency as “Structures that incorporate the principles of sustainable design – design in which the impact of a building on the environment will be minimal over the lifetime of that building. Green buildings incorporate principles of energy and resource efficiency, practical applications of waste reduction and pollution prevention, good air-quality and natural light to promote occupant health and productivity, and transportation efficiency in design and construction, during use and reuse.”*



Architectural sketch of green building techniques.



### Objectives and Policies for Sustainable Development, continued

**Policy 2:** Facilitate the adaptive reuse of sound existing buildings and improvements that will increase their energy-efficiency.

**Objective 87:** Enhance the long-term adaptability of the built environment to changing conditions by encouraging building designs that can serve multiple uses and a variety of occupants with different needs.

**Policy 1:** Where near-term market demand may not be sufficient to support non-residential uses in planned mixed-use neighborhood activity centers, require “flexible” building designs that will provide for easy conversion of buildings, or parts of buildings, to the recommended non-residential use at a future time when an adequate market is available.



*This old market has been adapted into housing.*

**Note:** Flexible building designs may include such techniques as designing floor and window heights to allow easy conversions from residential to nonresidential uses. Flexible building designs can include live-work units in which mixes of nonresidential and residential uses are allowed in a single building. Numerous live-work uses already exist in Madison.

**Policy 2:** In general, encourage development of housing that can meet the needs of many types of households and limit the development of housing that is suitable for only one type of resident.

**Note:** Housing that appeals to relatively few types of households include, for example, projects consisting primarily of very small units (efficiencies) or very large units (4-bedroom).

**Policy 3:** Consider the potential need for future expansion in the building and site design of new projects, when appropriate.



## **GENERALIZED FUTURE LAND USE PLAN**

A primary land use challenge for the City of Madison is how it will accommodate its projected share of regional economic and population growth, while also preserving and enhancing the City's high quality of life. The Comprehensive Plan's goals, objectives, policies and recommendations outline a growth strategy with five broad components:

- Promote compact, orderly and efficient urban development by guiding future growth to planned redevelopment areas within the established portions of the City, and to planned new neighborhoods on the urban periphery.
- Encourage a pattern of mixed land uses and development densities that will locate a variety of different life activities, such as employment, housing, shopping and recreation, in convenient proximity, and which will encourage and support multiple modes of transportation, including walking, bicycling, and transit, in addition to motor vehicles both within and between neighborhoods and districts.
- Balance the goals of accommodating growth and increasing average density within the City with the goals to stabilize and preserve the established character of sound older neighborhoods by clearly defining locations where redevelopment is encouraged, and by requiring that redevelopment be guided by a detailed neighborhood or special area plan.
- Use selective, planned redevelopment at appropriate locations as one method of providing additional land use diversity and choices within districts and neighborhoods currently characterized by a limited range of land uses and activities.
- In both redevelopment areas and new growth areas on the periphery, establish planning and design standards that will promote development of attractive, engaging, transit and pedestrian-oriented districts and neighborhoods.

This section of the Comprehensive Plan presents mapped land use and development density recommendations to guide future City of Madison growth to appropriate vacant or underutilized lands within the City, and to recommended locations for future development of compact, mixed-use neighborhoods and districts at the urban edge.



## **GENERALIZED FUTURE LAND USE PLAN MAPS**

The Comprehensive Plan establishes goals, objectives, policies, and implementation recommendations for land use and development in the City of Madison and its planned expansion areas. The Generalized Future Land Use Plan Map presented in this section of the Plan applies these goals, objectives, policies, and implementation recommendations in a geographic context and recommends a pattern of future land uses and development intensities to guide the physical development of the City for the next 20 years (See Volume II, [Maps 2-1](#), and [2-2a](#) through [2-2h](#)).

While they are mapped to specific locations, the land use recommendations presented in the Generalized Future Land Use Plan Maps are still relatively broad, and the exact shape of many of the land use districts is necessarily somewhat conceptual. In many instances, the recommended land use pattern will need to be refined and detailed in neighborhood or special area plans that may include area-specific planning objectives, more-detailed land use categories within the broad categories used in the Generalized Future Land Use Plan Maps, design guidelines and standards, and additional narrative regarding the purposes of the plan. Because neighborhood and special area plans are more detailed, smaller areas of land use may be mapped in these plans that are not identified individually in the Generalized Future Land Use Plan Maps.

The Generalized Future Land Use Plan Maps illustrate a conceptual recommended land use pattern for the City of Madison and its future growth areas as a whole, but the maps are usually not sufficiently detailed to address the many nuances and specialized planning objectives of specific locations. For this reason, the Comprehensive Plan recommends that future changes in land use should be guided by the more-detailed recommendations of an adopted neighborhood plan, neighborhood development plan, or special area plan. It is also recommended that such a plan be prepared and adopted for all areas where future land use changes are recommended or anticipated, and that these plans be maintained current.

## **GENERAL DESIGN RECOMMENDATIONS FOR NEW AND ESTABLISHED NEIGHBORHOODS**

The Generalized Future Land Use Plan Maps recommend the general locations for specific types of land uses, and illustrate how these uses are related to each other geographically. While the fine-grained intermixing of land uses is not shown at this scale and level of generality, the maps are not intended to emphasize the segregation or separation of uses and most “neighborhoods” typically will be comprised of a variety of different land uses in relatively close proximity.

### **New Neighborhoods**

New neighborhoods developed at the edges of the city will typically be planned to include a variety of land use categories that together, integrate the neighborhood into the City’s broader overall physical development pattern. For example, in new neighborhoods, Low Density Residential areas may be located adjacent to Medium or High Density Residential areas, which in turn may be located adjacent to areas designated Neighborhood Mixed-Use, Community Mixed-Use, or Regional Mixed-Use.

All new neighborhoods should include at least one activity center focal point that is comprised of complementary non-residential service and convenience uses such as parks and open spaces, civic/institutional uses, compactly developed commercial development, clusters of relatively dense residential development and other uses that will foster the creation of a neighborhood gathering point. New neighborhoods should include a mix of housing unit types, sizes, costs and densities. Large areas of a single housing type should generally be avoided.



*Open space adjacent to commercial area in the Sprecher Neighborhood.*

Because the recommended location and arrangement of these multiple land uses is established through more-detailed neighborhood planning, the land use recommendations for new neighborhoods shown on the Generalized Future Land Use Plan Maps reflect the land uses in the applicable Neighborhood Development Plan, if one has been adopted for the area. In potential future growth areas at the edges of the city for which a detailed plan has not yet been adopted, the Generalized Future Land Use Plan Maps generally assign the area to the Neighborhood Planning Area district, but may also include conceptual locations as “placeholders” for specific land uses that are recommended for consideration as the detailed plans are prepared.

### **Established Neighborhoods**

No significant changes to the character of existing neighborhoods will be initiated by the Comprehensive Plan. In areas where the Comprehensive Plan's recommendations differ from the existing conditions, future changes in land uses, if any, will be carefully planned and guided by the detailed recommendations of an adopted neighborhood plan or special area plan. The City will continue to work with neighborhoods as neighborhood plans and special area plans are prepared or revised and ensure that neighborhood residents have opportunities to participate.

### **General Neighborhood or District Redevelopment**

In a very few locations, the Comprehensive Plan's long-term recommendations for a relatively large portion of a neighborhood or commercial district are for land uses or densities that are significantly different from much of the existing development in those areas. These situations include some portions of the older downtown-campus area where a transition to much higher densities is proposed, and some larger commercial districts recommended for eventual mixed-use or Transit-Oriented Development, for example. Although the future character of these neighborhoods or districts may be quite different from what exists today, the transition to different uses or development densities should be orderly and guided by the recommendations of an adopted neighborhood or special area plan. New development also must be reasonably sensitive to surrounding developments that have not made the transition, including any historic structures or other uses that are expected to continue indefinitely. More typically, the land use recommendations for established areas may identify more limited areas for potential infill or redevelopment with different uses or densities.



*Franklin Street in the  
First Settlement Neighborhood.*

## **Limited Infill Development and Redevelopment**

Infill and redevelopment activity within established neighborhoods that are not generally planned for higher density uses may be supported if designed to complement and extend the positive qualities of surrounding development and adjacent buildings in terms of general intensity and use, street pattern, and any identifiable style, proportions, shapes, relationships to the street, patterns of buildings and yards, and patterns created by doors, windows, projections and recesses. In neighborhoods where infill and/or redevelopment is recommended in the Comprehensive Plan, detailed neighborhood plans or special area plans, higher densities may be appropriate, and the plans should clearly define the locations within the neighborhood where different uses or higher densities are recommended. Potential forms of infill and redevelopment that may be recommended include:

- Addition of new dwellings on vacant lots and other undeveloped parcels surrounded by existing residential development.
- Dwelling units added to existing houses (e.g. basement or upstairs apartments).
- Small-detached dwellings added to lots of sufficient size with existing houses (e.g. secondary dwelling units or "granny flats.")
- Development of new non-residential buildings on vacant lots and other undeveloped parcels within an existing business, commercial, or mixed-use district.
- Redevelopment of properties with new residential or non-residential uses.

## **Introduction of Neighborhood-Supporting Non-Residential Development**

In established neighborhoods currently characterized by the relative lack of neighborhood gathering places, convenience shopping or service opportunities, the Comprehensive Plan recommends that opportunities for introduction of these activities be identified where suitable locations are available. Introduction of new uses into an established neighborhood should be considered only at locations identified in City-adopted detailed neighborhood or special area plans and must respect the neighborhood's positive characteristics related to such factors as the level of activity, intensity of use, building size and design, and parking and traffic conditions. Appropriate performance and architectural standards should be included in the adopted neighborhood or special area plan.



*Wingra BUILD Plan focuses on potential redevelopment at the Fish Hatchery Rd and Park Street Intersection.*



## **GENERALIZED FUTURE LAND USE PLAN MAPS**

The Generalized Future Land Use Plan Maps (i.e. the city-wide map (Volume II, [Map 2-1](#)) and sector maps (i.e. Volume II, [Maps 2-2a-2-2h](#)) use 17 land use districts and two special overlay designations to make relatively broad recommendations for the future distribution of land uses throughout the city and its planned expansion areas over the next 20 years. The Maps are a representation of the recommended pattern of future land uses at a large scale, and is not intended for application on a parcel-by-parcel basis; nor should it be interpreted as similar to a zoning district map. Recommended land uses are generalized in that the exact boundaries between one land use category and another are often only approximate, the range of different land uses and development densities encompassed within the use district definitions is relatively large, and all of the districts may include a variety of land uses in addition to the primary use. As noted above, refined recommendations applicable to individual properties will be provided through preparation and adoption of detailed neighborhood and special area plans. The City zoning ordinance may be amended as necessary to implement the recommendations of the Comprehensive Plan and adopted neighborhood and special area plans.

The 17 land use districts designated on the Generalized Future Land Use Plan Maps are:

### **RESIDENTIAL DISTRICTS**

- Low Density Residential
- Medium Density Residential
- High Density Residential

### **MIXED-USE DISTRICTS**

- Neighborhood Mixed-Use
- Community Mixed-Use
- Regional Mixed-Use

### **COMMERCIAL/EMPLOYMENT DISTRICTS**

- General Commercial
- Regional Commercial
- Employment
- Industrial

## ***OPEN SPACE-AGRICULTURE DISTRICTS***

- Park and Open Space
- Agriculture/Rural Use

## ***SPECIAL USE DISTRICTS***

- Special Institutional
- Airport
- Campus
- Downtown
- Neighborhood Planning Area

In addition to the mapped categories, two overlay designations identify general locations where it is recommended that additional, more-specific minimum land use and design standards be applied. These are conceptual locations and are indicated on the map with a symbol, rather than being mapped with defined boundaries.

## ***SPECIAL OVERLAY DESIGNATIONS***

- Transit-Oriented Development
- Traditional Neighborhood Development

## ***LAND USE PLAN MAP NOTES***

The recommended land use district designations used on the Generalized Future Land Use Plan Maps are supplemented by the Land Use Plan Map Notes keyed to specific locations on the Maps. These notes provide additional explanation regarding the intent of the land use designation as applied to that location, and may indicate some of the additional land use and design issues and choices that should be addressed in more-detailed neighborhood plans or special area plans. The Land Use Plan Map Notes are located at the end of this chapter in Appendix 2-1.

## **RESIDENTIAL DISTRICTS**

All three residential districts reflect relatively large areas where housing is the primary recommended use. Ideally, residential areas should be located in reasonable proximity to mixed-use or commercial districts that provide employment, shopping and service, and recreational opportunities to neighborhood residents; and a wide range of supporting and civic uses considered appropriate within residential districts is encompassed in the definition of all three districts.

### **Low Density Residential (LDR)**

Low Density Residential districts are characterized by relatively low densities and a predominance of single-family and two-unit housing types. Some Low Density Residential areas, particularly in the older neighborhoods, may include many "house-like" structures that were built as, or that have been converted to multi-unit dwellings. Smaller two, three and four-unit apartment buildings may be compatible with the Low Density Residential designation at locations specified in an adopted neighborhood or special area plan, but large apartment buildings or apartment complexes are not.

In general, Low-Density Residential areas should be protected from encroachments of higher density or higher intensity uses than presently exist in the neighborhood, and future conversions of housing in older mixed-housing type neighborhoods from single-family to multi-unit should be discouraged. Infill or redevelopment projects should be compatible with established neighborhood character and be consistent with an adopted neighborhood or special area plan.



*Grandview Commons in the Sprecher Neighborhood*

### **Net Density Range**

An average of less than 16 units per net acre (0-15) for the Low Density Residential area as a whole. Most developments within the area should fall within this range, although small areas of slightly higher density may exist, either due to the historical development pattern or based on a specific recommendation in an adopted neighborhood or special area plan. Small-scale apartment complexes comprised of relatively small, low-rise buildings (such as garden apartments) may be included in the Low Density Residential category, but large-scale apartment buildings and large apartment complexes will generally be designated as Medium Density Residential areas, even if the actual parcel density falls within the low-density range.



### **Low Density Residential (LDR), continued**

#### **Location and Design Characteristics**

Mapped Low Density Residential areas are often relatively large, and on the Generalized Future Land Use Plan Map may encompass adjacent portions of several neighborhoods. The size, layout and design of Low Density Residential areas should incorporate the neighborhood design principles recommended in the Comprehensive Plan. Ideally, Low Density Residential areas will form individual but interconnected "neighborhoods" that extend about one-quarter to one-half mile from the neighborhood's primary activity center focal point. The neighborhood design should be conducive to walking and all of the housing and other uses should share an interconnected sidewalk and street system.

Higher density housing types within Low-Density Residential areas generally should be located nearer Mixed-Use or other more intensively developed areas, with a transition to smaller buildings such as duplexes and single-family detached houses as the distance from the more intensively developed area increases.

#### **Housing Types in Low Density Residential Districts**

- Single-family detached houses on individual lots.
- Townhouses or row houses.
- Duplexes and two-flat buildings.
- Three-flat buildings (stacked units in a three-story buildings similar in character to the single-family buildings in the area.)
- Apartment buildings (multi-unit dwellings with units accessed via shared entrances and hallways) compatible with neighborhood character.) Generally limited to no more than four-unit buildings if interlaced with other housing types. Small-scale apartment complexes may include buildings with more than four units.
- Accessory dwelling units.



*Low Density Residential Townhouses*

In order to provide a range of housing choices for households of different sizes, ages, incomes and lifestyles, Low Density Residential areas should include at least two different housing types and include both owner-occupied and rental housing. Single-family housing should include a variety of lot sizes.



### **Low Density Residential (LDR), continued**

#### **Other Uses within the District**

Although primarily a residential designation, a limited amount of other land uses are also located within Low Density Residential areas, and these often serve as focal points for neighborhood activity. At the scale of the Generalized Future Land Use Plan Maps, these small areas of non-residential use generally are not shown. Non-residential uses within a Low Density Residential area may include:

- Parks and recreational facilities.
- Community gardens.
- Elementary schools.
- Day care centers.
- Small civic facilities, such as libraries or community centers.
- Places of assembly and worship, if at a scale compatible with other existing or planned development in the area.
- Commercial uses
  - Neighborhood-serving retail and service uses, especially in mixed-use buildings.
  - Small offices, especially in mixed-use buildings.



*Hawthorne Branch Library*



*Marquette Elementary and Georgia O'Keeffe Middle School*

Within designated Low Density Residential areas, commercial uses are limited to small-scale establishments providing convenience goods or services to neighborhood residents. Because of the scale of the plan maps, these isolated, single commercial uses within a Residential district are generally not mapped. Groupings of commercial use within a neighborhood generally will be separately identified on the Plan Map as a mixed-use, commercial or employment district as appropriate.

Specific locations for non-residential support uses within Low Density Residential districts, as well as more-detailed planning or design standards, should be identified in adopted neighborhood or special area plans.

### **Medium Density Residential (MDR)**

Medium Density Residential districts are locations recommended primarily for relatively dense multi-family housing types, such as larger apartment buildings and apartment complexes. The Medium-Density designation is also applied to portions of some established neighborhoods that are composed primarily of "house-like" residential buildings, although there may also be a scattering of apartment buildings. In these areas, the medium-density designation reflects the large number of houses that were originally built as multi-unit, duplex, two-flat, or three-flat structures, or have subsequently been converted to contain several dwelling units. In these situations, it is recommended that these areas continue to maintain the "house-like" character, and the designation is not intended to encourage further conversion or replacement of existing housing with apartment-style buildings, except as may be specifically recommended in an adopted neighborhood or special area plan. Note that there may be little outward visible difference between portions of these mixed-housing-type neighborhoods designated as Medium Density and those portions designated as Low Density.

#### **Net Density Range**

An average of 16 to 40 dwelling units per net acre for the Medium Density Residential area as a whole. Most developments within the area should fall within or below this range, although small areas of higher density development may be included, either due to the historical development pattern or based on a specific recommendation in an adopted neighborhood or special area plan. Large-scale apartment buildings and large apartment complexes will also generally be designated as Medium Density Residential areas, even if the actual parcel density falls within the low-density range, to reflect the predominant building type.

#### **Location and Design Characteristics**

Medium Density Residential areas typically are relatively compact areas within a larger neighborhood and generally should be located around and near more-intensively developed areas, such as Mixed-Use, General Commercial, or Employment districts in order to provide convenient access to these activity centers for the greatest number of residents.



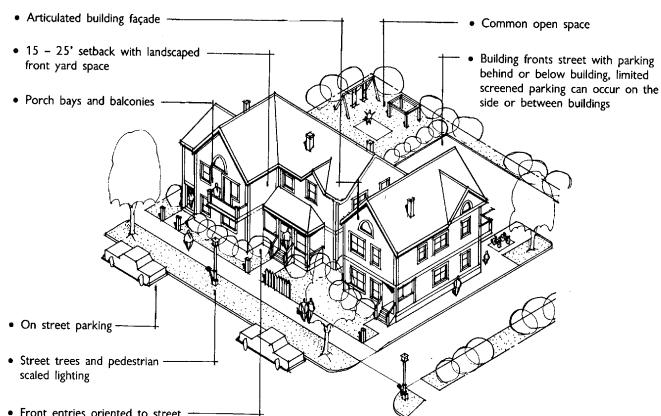
*Rowhouses adjacent to a central square*

### Medium Density Residential (MDR), continued

Within relatively large Medium Density areas, the largest-scale, highest-density housing should be located closest to an activity center, with a transition to smaller-scale and lower-density buildings as the distance from the center increases.

Medium Density Residential districts may also be planned at other locations to provide additional housing variety and choices within neighborhoods primarily comprised of large areas of Low Density Residential use.

All residential areas should encourage walking and provide multiple routes to most neighborhood destinations.



*Guidelines may be created in Neighborhood Plans to specify design and style of medium density residential.*

#### Housing Types in Medium Density Residential Districts

- Single-family detached houses on individual lots.
- Townhouses or row houses.
- Duplexes and two-flat buildings.
- Three-flat buildings (stacked units in a three-story building similar in character to the single-family buildings in the area.)
- Apartment buildings (multi-unit dwellings with units accessed via shared entrances and hallways) with no specific size limitation if compatible in scale and character with other neighborhood buildings.
- Accessory dwelling units.
- Live-work units if consistent with the recommendations of an adopted neighborhood or special area plan.



Rowhouses on Madison's southwest side



Condominiums in the Bassett Neighborhood



### **Medium Density Residential (MDR), continued**

#### **Other Uses within the District**

Although primarily a residential designation, a limited amount of other land uses are also located within Medium Density Residential areas, and these often serve as focal points for neighborhood activity. At the scale of the Generalized Future Land Use Plan Maps, these small areas of non-residential use generally are not shown. Non-residential uses within a Medium Density Residential area may include:

- Parks and recreational facilities.
- Community gardens.
- Elementary schools.
- Day care centers.
- Small civic facilities, such as libraries or community centers.
- Places of assembly and worship, if at a scale compatible with other existing or planned development in the area.
- Commercial uses.
  - Neighborhood-serving retail and service uses, especially in mixed-use buildings
  - Offices, especially in mixed-use buildings.

Compared to Low Density Residential areas, within designated Medium Density Residential areas the commercial uses may be larger and the scale of the buildings may be greater, but are still relatively small establishments primarily providing convenience goods or services to neighborhood residents.

Isolated commercial uses within a Residential district are generally not shown on the Plan Maps. Groupings of commercial use within a neighborhood generally will be separately identified on the Plan Maps as a mixed-use, commercial or employment district as appropriate.

Specific locations for non-residential support uses within Medium Density Residential districts, as well as more-detailed planning or design standards, should be identified in adopted neighborhood or special area plans.



*This mixed-use building has small studio apartments above a small cafe and wine shop.*

### **High Density Residential (HDR)**

High Density Residential districts are multiple-family housing areas where relatively larger and taller apartment buildings are the predominant recommended building type.

#### **Net Density Range**

An average of 41 to 60 units per net acre for the High Density Residential district as a whole. Most developments within the area should fall within or below this range, although smaller areas of higher density may be included.

#### **Location and Design Characteristics**

High Density Residential districts typically are relatively compact areas located adjacent to or very close to larger Mixed-Use, Commercial and Employment districts, the Downtown and Campus districts, and other intensively developed lands. Isolated High Density Residential areas might be recommended at specified locations within a larger surrounding Medium or Low Density Residential area, but it is generally recommended that higher-density uses be located close to other activity centers.

#### **Housing Types in High Density Residential Districts**

- Apartment buildings, with no specific size limitation if compatible in scale and character with other neighborhood buildings and the recommendations of applicable plans.
- Townhouses or rowhouses.

In larger High Density districts, smaller scale and lower-density housing types may also be present, primarily reflecting the mixing of new with older and historic buildings. In general, however, the expectation is that most buildings will be relatively dense multi-family types.



#### **Other Uses within the District**

Generally, the same types of supporting uses as in Medium Density Residential districts, except that retail or service nodes could include larger establishments and are more likely to be within a mixed-use building.

Specific locations for non-residential support uses within High Density Residential districts, as well as more-detailed planning or design standards, should be identified in adopted neighborhood or special area plans.

*Student Apartments on  
Old University Avenue*

### **Mixed-Use Districts**

Mixed-Use districts are recommended locations for development of activity centers that are specifically planned to include both residential and non-residential uses. The range of non-residential uses, and the development density of both residential and non-residential uses in Mixed-Use districts will vary depending on the size of the district and the type and intensity of the surrounding development. Not every building in a Mixed-Use district needs to include both residential and non-residential uses, but that both types of land uses will be accommodated within the district as a whole is inherent in the designation, and Mixed-Use districts must be planned to provide a suitable residential environment.

Developments within Mixed-Use districts should be consistent with an adopted neighborhood plan or special area plan, which may also provide detailed land use or design standards.

### **Neighborhood Mixed-Use (NMU)**

Neighborhood Mixed-Use districts are the recommended locations for clusters of relatively small convenience shopping and service uses that serve as activity centers and gathering places for the surrounding neighborhoods or districts.

#### **Location and Design Characteristics**

Neighborhood Mixed-Use districts typically form activity centers located along relatively important streets within or adjacent to residential districts. Most neighborhood mixed-use districts are relatively compact, often consisting only of several buildings on one or more corners of a street intersection; but neighborhood mixed-use districts also may be stretched out for several blocks along a local business street.



*Small retail and office development on Madison's west side is adjacent to senior and condominium housing.*

Development in Neighborhood Mixed-Use districts should be consistent with the design standards for mixed-use areas recommended in City plans, and should provide a pedestrian-oriented "urban" environment generally characterized by:

- Well-designed buildings placed close to the sidewalk and street.
- Parking located primarily behind the buildings or underground. On-street parking is recommended where sufficient right-of-way is available. Buildings that are more than one story, with maximum building height compatible with the size of the district and surrounding structures and land uses. Specific height standards may be recommended in an adopted neighborhood or special area plan.
- Pedestrian-friendly design amenities, such as decorative paving and lighting along sidewalks and paths, plazas, benches, and landscaping.

### **Neighborhood Mixed-Use (NMU)**

Whenever possible, Neighborhood Mixed-Use areas should be designed to incorporate some or all of the Transit-Oriented Development standards outlined in the Comprehensive Plan.

#### **Recommended Land Uses**

- Neighborhood-serving commercial buildings and uses. While primarily intended to serve the adjacent neighborhoods, neighborhood mixed-use districts may also include specialty businesses serving wider markets, provided the size of establishment and scale of building is consistent with the character of the district and the surrounding neighborhood.
- Housing types similar to Low-Density Residential districts, but with no fixed maximum number of apartment or row house dwelling units in a building, provided the building scale is appropriate. Generally, this will be a relatively small building when the adjacent neighborhood is low density.
- Mixed-use buildings.
- Non-commercial residential support uses similar to Low-Density Residential districts.



*This coffee shop and cafe on Allen Street is part of a Neighborhood Mixed Use District at the corner of Regent and Allen Streets.*

#### **Recommended Development Intensity**

- Generally, buildings should be between two and four stories in height. Specific height standards should be established in neighborhood or special area plans, and should be compatible with the scale and intensity of the adjacent neighborhood. One-story buildings may be appropriate in limited circumstances but are not encouraged.
- The maximum development intensity (floor area ratio) for commercial uses should be established in a detailed neighborhood or special area plan.
- Gross square footage of commercial buildings (including single-tenant and multi-tenant buildings) should not exceed 10,000 square feet, except for neighborhood-serving grocery stores, which should not exceed 25,000 square feet.
- Net residential densities within a neighborhood mixed-use district generally should not exceed 40 dwelling units per acre, but a neighborhood or special area plan may recommend small areas within the district for a higher maximum density if the development is compatible with the scale and character of the neighborhood.

### **Community Mixed-Use (CMU)**

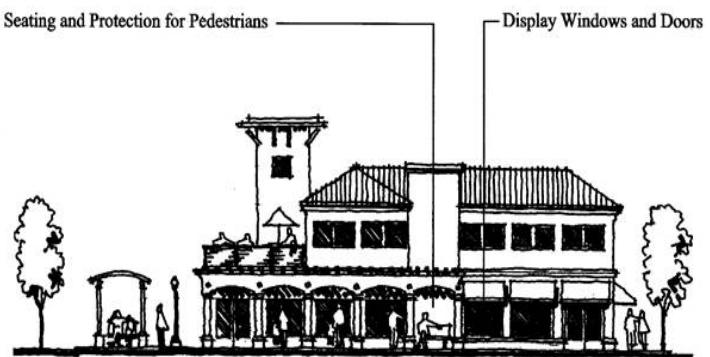
Community Mixed-Use districts are the recommended locations for a relatively high-density mix of residential, retail, office, institutional and civic uses in a compact urban setting. Compared to Neighborhood Mixed-Use districts, Community Mixed-Use districts are typically larger, may extend several blocks in each direction, and are intended to include a much wider range of non-residential activities.

#### **Location and Design Characteristics**

Community Mixed-Use areas should be located adjacent to Medium and High Density Residential areas whenever possible. As an alternative, when adjacent to Low Density Residential areas, the mixed-use district should be large enough to include a significant amount of relatively high-density housing within the defined district. Community Mixed-Use districts should also be located along existing or planned high-capacity public transit routes, and a transit stop should be located at, or very close to, all activity center focal points within the district. Because of their location along transportation corridors, it is recommended that many of the City's aging strip commercial centers and suburban-style shopping centers be considered for eventual redevelopment as Mixed-Use districts. Community Mixed-Use areas may also be located adjacent to Employment areas whenever possible, in order to provide employment centers with easy access to the amenities and advantages that nearby residential, commercial, mixed-use, institutional, park and open space offer.

Community Mixed-Use areas should include at least one activity center focal point which is developed at relatively high densities and focused on a specific use or cluster of uses, such as a mixed-use or commercial core area, an urban plaza or square, a civic use, or a dense residential development. Community Mixed-Use areas should be consistent with the design standards for mixed-use areas recommended in City plans, and should provide a pedestrian-oriented "urban" environment generally characterized by:

- Well-designed buildings placed close to the sidewalk and street.
- Parking located primarily behind the buildings or underground. On-street parking is recommended where sufficient right-of-way is available.



*This architectural sketch illustrates the scale and activities typical in a Community Mixed-Use District.*

### **Community Mixed-Use (CMU)**

- Buildings more than one story in height, with maximum building height compatible with the size of the district, surrounding structures and land uses. Specific height standards may be recommended in an adopted neighborhood or special area plan.
- Pedestrian-friendly design amenities, such as decorative paving and lighting along sidewalks and paths, plazas, benches, landscaping.

Whenever possible, Community Mixed-Use districts should be designed to incorporate some of the Transit-Oriented Development standards outlined in the Comprehensive Plan.

#### **Recommended Land Uses**

- Commercial buildings, employment, retail and service uses serving both adjacent neighborhoods and wider community markets. Detailed neighborhood or special area plans may provide specific recommendations on allowed types of non-residential uses.
- Housing types generally similar to Medium-Density Residential districts, provided the building scale is appropriate to the district and the adjacent neighborhood.
- Mixed-use buildings.
- Non-commercial residential support uses similar to Medium-Density Residential districts.



*Rowhouses on Midvale Boulevard built in front of a parking structure serving Hilldale Mall.*

#### **Recommended Development Intensity**

- Generally, buildings should be at least two stories in height. Specific height standards should be established in neighborhood or special area plans and should be compatible with the scale and intensity of the district as a whole and the context of the surrounding neighborhood.
- The maximum development intensity (floor area ratio) for commercial uses should be established in a detailed neighborhood or special area plan.
- No fixed limits on the gross square footage of commercial buildings or establishments, but the types and sizes of commercial uses appropriate in the district may be defined in an adopted neighborhood or special area plan.
- Net residential densities within a Community Mixed-Use district generally should not exceed 60 dwelling units per acre, but a neighborhood or special area plan may recommend small areas within the district for a higher maximum density if the development is compatible with the scale and character of the neighborhood.

### **Regional Mixed-Use (RMU)**

Regional Mixed-Use districts are recommended locations for large, high-intensity regional centers that may include region-serving retail, office, service and entertainment uses, large hotels and motels; high density residential uses; and civic and institutional uses. As with the other mixed-use districts, Regional Mixed-Use areas are specifically intended to include a substantial residential component.

#### **Location and Design Characteristics**

Regional Mixed-Use districts should be the most intensively developed areas in the metropolitan area, not including the Downtown district, which is separately identified as a special land use designation. These districts are recommended as regional commercial destinations with high concentrations of jobs. Medium and High-Density Residential uses are recommended in close proximity to Regional Mixed-Use areas, but the residential uses may also be provided within the district. Regional Mixed-Use districts should be located at or near the junctions of regional transportation corridors and high-frequency/high capacity public transit routes, and a transit stop should be located at activity center focal points within the district.

Regional Mixed-Use districts should include at least one activity center focal point. Activity centers should be the most intensively developed parts of the district and focused on a specific use or cluster of uses, such as a mixed-use or commercial core area, an urban plaza or square, a civic use, or a dense residential development. Regional Mixed-Use districts should be consistent with the design standards for Mixed-Use districts recommended in City plans, and should provide a pedestrian-oriented "urban" environment generally characterized by:

- Well-designed buildings placed close to the sidewalk and street.
- Parking located primarily behind the buildings or underground. On-street parking is recommended where sufficient right-of-way is available. Buildings more than one story in height, with maximum building height compatible with the size of the district and surrounding structures and land uses. Specific height standards may be recommended in an adopted neighborhood or special area plan.
- Pedestrian-friendly design amenities, such as decorative paving and lighting along sidewalks and paths, plazas, benches, landscaping.



*This sketch of a project on Madison's westside is part of a larger regional retail center and acts as a transition between a conventional retail center and medium density residential neighborhood.*

### **Regional Mixed-Use (RMU)**

Whenever possible, Regional Mixed-Use districts should be designed to incorporate some or all of the Transit-Oriented Development standards outlined in the Comprehensive Plan.

#### **Recommended Land Uses**

- Similar to Community Mixed-Use districts.

#### **Recommended Development Intensity**

- The recommended development density for the entire district should be established in a City-adopted special area plan.
- No fixed limits on size of establishment.
- Residential densities may exceed 60 units per acre.



*Birkdale Village, Huntington, North Carolina*



*Birkdale Village, in North Carolina, and Market Common Clarendon in Arlington, Virginia are examples of Regional Mixed-Use projects. They both include retail and office developments that have several floors of residential uses.*

## ***COMMERCIAL AND EMPLOYMENT DISTRICTS***

Commercial and Employment districts are the recommended locations for business, corporate and government offices, medical facilities, retail and service centers and other commercial land uses. Compared to the Mixed-Use districts, Commercial and Employment districts are not generally expected to include a residential component, although limited residential uses may be present in some districts. Some of the mapped Employment districts are relatively large, such as an office park, for example. Others are relatively small and may represent the site of a single business or employer.

### ***General Commercial (GC)***

General Commercial districts provide the City's population with a wide range of goods and services, including certain business and professional offices that are appropriately located throughout the city, but the districts are not generally expected to include residential uses. They include relatively compact districts located along roadways, and larger commercial districts serving a wide variety of retail or service activities, including automobile-oriented uses and "heavy" commercial uses with appearance or operational characteristics not generally compatible with residential or small-scale commercial activities. Depending on their location, General Commercial districts may provide some supporting uses to adjacent neighborhoods, and an attractive interface and convenient pedestrian connections with adjacent residential areas should be provided to encourage this.

#### **Location and Design Characteristics**

General Commercial districts are typically located along major thoroughfares and at highway intersections. Most districts should be served by public transit, particularly districts with large numbers of employees or serving retail customers; and many districts will have direct access to the regional transportation network. Relatively higher-density housing may be located near districts with large numbers of employees. Depending on specific uses, the districts may require significant buffering along the transition between other adjacent land uses. Attractive building and site designs are encouraged and districts are required to meet applicable standards for site design, architecture, signage and landscaping. Neighborhood or special area plans may recommend specific uses and development standards for the district.



*This retail strip center on Junction Road  
is in a General Commercial District.*

### **General Commercial (GC)**

#### **Recommended Land Uses**

- Retail and service business establishments, including buildings with large floor areas.
- Business and corporate offices.
- Clinics and health care facilities.
- Hotels and motels.
- Restaurants, entertainment and related uses.
- Wholesale, storage and distribution.
- Automobile-oriented uses, such as service stations, repair garages, car washes, vehicle sales and drive-through facilities.
- Construction and contractors offices, building materials and supply stores.

#### **Recommended Development Intensity**

No fixed limits on size of establishment or development intensity, but all uses should be compatible with the density and scale of surrounding development. More specific recommendations may be included in applicable neighborhood or special area plans, and also will be established by applicable zoning regulations.



*Hotel in a General Commercial District*



*The TDS Business Center is located in a General Commercial District and includes some retail uses.*

### **Regional Commercial (RC)**

The Regional Commercial district is used primarily to identify major existing commercial-retail activity centers that serve the surrounding region. It is recommended in the Comprehensive Plan that at least portions of these districts eventually be transformed into Regional Mixed-Use areas.

#### **Location and Design Characteristics**

Regional Commercial districts are located near major arterial highways, interchanges, and high-capacity mass transit routes. While higher-density housing may be located close to these areas, the districts are often so large and poorly-designed for pedestrian access and circulation that they do not provide particularly attractive locations for neighborhood-oriented convenience shopping or service activities. In addition to recommending that portions of these areas be redeveloped over time into Transit-Oriented Developments that would also include residential uses, design and development standards are recommended that would help to make developments within existing regional commercial districts more attractive, engaging and accessible places. This would include development of multiple access points to disperse traffic, and a complete system of internal street, sidewalks and pedestrian and bicycle paths to provide circulation within the district and connections to the surrounding roadway and bicycle route system.

#### **Recommended Land Uses**

- Large retail, service and office uses, including free standing "big box" stores, enclosed shopping malls, clinics and health care facilities.
- Hotels and motels.
- Restaurant, entertainment and related uses.
- Wholesale, storage and distribution businesses typically confined to a defined location within the larger district.



*This Goodwill Industries store is located within a Regional Commercial District adjacent to the Interstate.*

#### **Recommended Development Intensity**

No fixed limits on size of establishment or development intensity, but all uses should be compatible with the density and scale of surrounding development.

More specific recommendations may be included in applicable neighborhood or special area plans, and also will be established by applicable zoning regulations.

### **Employment (E)**

Employment districts (as distinct from the Commercial districts) are recommended as predominantly office, research and specialized employment areas; and generally do not include retail and consumer service uses serving the wider community. Limited retail and service establishments primarily serving employees and users of the district are encouraged. Although primarily used to identify relatively large, multi-establishment employment districts, such as the University of Wisconsin Research Park, the designation may also be applied to an individual property, such as a hospital, for example.

#### **Location and Design Characteristics**

Employment districts typically require good transportation access and should be located on or near major arterial or collector roadways and served by high-capacity transit routes. This is especially important for districts with large numbers of employees. Districts should provide a variety of flexible sites for small, local or start-up businesses, as well as sites for large national or regional enterprises.

Employment districts should be designed to encourage multimodal travel and convenient circulation to supporting uses located within the district. This would include multiple access points to help disperse traffic, and a complete system of streets, sidewalks and pedestrian and bicycle paths to provide circulation within the district and connections to the surrounding roadway and bicycle route system. Whenever possible, Employment districts should be located close to other Commercial or Mixed-Use districts that provide restaurants, lodging and other services, particularly when these are not available within the district. Location close to residential areas is also recommended.



*MG&E Innovations Center Office and Research Park Development*

Whenever possible, Employment districts should be designed to compact urban activity centers rather than low-density suburban-style development, particularly in newly developing areas where the pattern of development is not yet established. Design and development standards are recommended that would help to make developments within existing districts more attractive, engaging and accessible places.

## **Employment (E)**

### **Recommended Land Uses**

- Corporate and business offices.
- Research facilities and laboratories.
- Hospitals, medical clinics and similar uses.
- Complementary uses primarily serving district employees and users, such as business services, conference centers, child care, restaurants, convenience retail, and hotels and motels.

### **Recommended Development Intensity**

No fixed limits on size of establishment or development intensity, but all uses should be compatible with the density and scale of surrounding development. More specific recommendations may be included in applicable neighborhood or special area plans, and also will be established by applicable zoning regulations. The recommended intensity of development will vary greatly depending on location.



*Meriter Hospital & Clinics Campus Map*



*Main Street Industries is a business incubator building located within an employment district in Madison's East Rail Corridor.*



*Childcare services are a common land use within employment districts.*

### **Industrial (I)**

Industrial districts accommodate typical industrial and manufacturing uses, including some "nuisance" uses not appropriately located in proximity to residential or many types of non-residential activities due to noise, odor, appearance or traffic impacts, for example. The district 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 the district. Compared to the Employment districts, factors that distinguish an Industrial district include a relatively smaller workforce (for a given area), an emphasis on truck or rail traffic, and characteristics such as outdoor work areas and outdoor equipment and materials storage.

#### Location and Design Characteristics

Industrial districts typically require relatively direct access to the regional highway system for truck delivery and shipping of products to and from the site. Some industrial uses also require rail service; others seek locations convenient to air transportation. As with other types of employment districts, Industrial districts should be served by public transit whenever possible--particularly districts with large numbers of employees. Districts should provide a variety of flexible sites for small, local or start-up businesses, as well as sites for large national or regional enterprises.



*Light Industrial Building*

Due to the types of uses typically found in Industrial districts, design features and landscaping are generally not as extensive as in the Employment districts, for example. Buildings and site improvements may be simple, practical, and more vehicle-oriented than in other land use categories, and may lack a unified design theme or character. Development standards should allow metal buildings, tilt-up buildings and similar large-span construction, as well as aprons and paved areas for work and storage. Parking lots and outside storage areas should be screened from public streets and adjacent land uses. Industrial districts generally should be located away from, or adequately buffered from residential neighborhoods and mixed-use districts. Perimeter streetscape design standards should be consistent with those in other parts of the community. To the extent compatible with adequate buffering, Industrial districts should be reasonably close to restaurants, services and open space areas, particularly if these activities are not available within the district.

### **Industrial (I)**

#### **Recommended Land Uses**

- Light manufacturing (limited off-site impacts).
- Heavy manufacturing (may have negative visual, noise, odor or other impacts).
- Wholesale, storage, and distribution.
- Transportation hubs and truck terminals, railroad yards and facilities.
- Repair and maintenance facilities.
- Large-scale electrical, gas, sewer, water and other utility facilities.
- Active landfills.
- Gravel and other mineral extraction activities.
- Residential uses are not recommended in industrial districts due to the potential negative impacts from allowed industrial activities.

#### **Recommended Development Intensity**

No fixed limit on size of establishment. Specific types of industrial uses or standards limiting the size and scale of activities may be recommended in neighborhood or special area plans.



*Transportation, storage and distribution are all land uses found in an industrial district.*



*Wisconsin & Southern trains adjacent to Fordem Avenue*

## ***OPEN SPACE - AGRICULTURE DISTRICTS***

The two Open Space-Agriculture districts encompass both the types of park, recreational, and open space uses that are typically found within urbanized areas, as well as agricultural and food production uses typically found in rural areas beyond the urban edge. Compared to most urban land uses, both districts maintain an essentially outdoor character not dominated by buildings or other types of structures and facilities.

### **Park and Open Space (P)**

Park and Open Space districts identify the recommended locations for public parks, some types of public and private outdoor recreational facilities, conservation areas, some stormwater management drainageways and detention areas, cemeteries, and similar relatively extensive uses that have an open space character and are not recommended for eventual development with more intensive uses. Smaller park features, including urban squares, greens and plazas are not always shown at the scale of the Generalized Future Land Use Plan Maps although they are encouraged in neighborhoods and mixed-use areas. Similarly, smaller stormwater management greenways may not be shown, although relatively narrow open space corridors may be shown if they are also recommended locations for pedestrian or bicycle trail connections. The exact location and extent of most open space uses are shown in greater detail in the Madison Park and Open Space Plan, Dane County park and open space plans, Environmental Corridor maps, and detailed neighborhood and special area plans.



*The pedestrian and bike path along Lake Monona connect several parks and recreation facilities throughout the City.*

### **Location and Design Characteristics**

Parks and public recreational facilities are located where there is convenient access to the neighborhood, community or regional populations that they are intended to serve, and where the land is suitable for the planned activities. Convenient access to neighborhood parks should be provided by local streets, sidewalks, and bicycle and pedestrian paths and trails, with a reasonably direct route available from most neighborhood locations. Adequate vehicle parking and pedestrian and bicycle support facilities, such as benches, lockers and bike racks, should be provided. Larger park and open space facilities serving the wider community should have excellent access to the regional highway system and be located within  $\frac{1}{4}$  to  $\frac{1}{2}$  mile of existing or future transit routes when possible. Detailed development standards for different types of parks are provided in the City's Park and Open Space Plan.

### **Park and Open Space (P)**

Within neighborhoods, a park also often serves as an important community gathering place and activity center. Park location and design should seek to reinforce these attributes. Parks and open spaces contribute significantly to the aesthetic qualities of the neighborhood, and can enhance the neighborhood by such techniques as locating open spaces where they will provide "terminal views" for segments of the local street system. Urban squares and greens can provide an attractive setting for surrounding higher-density residential, mixed-use, or non-residential development, in addition to their function as activity centers. Conservation areas and many parks incorporate and help to preserve desirable natural features, such as steep slopes, rock outcroppings, shoreland or high-quality woodlands, that otherwise might be destroyed by more-intensive development. Large, extended open space corridors, such as the Door Creek corridor, provide multiple opportunities for linked open space uses that may include hiking and bicycle trails, local and regional recreational parks, conservation areas, and stormwater management.

Stormwater management facilities typically follow natural drainageways, and may be developed with detention and retention areas, culverts, and other improvements as required to handle the anticipated stormwater flows. Development of open stormwater greenways is coordinated with stormwater facilities on or beneath City streets. Because they often form extended corridors that connect neighborhoods or municipalities, stormwater greenways can also be developed with pedestrian and bicycle trails, when the two uses are compatible.

#### **Recommended Land Uses**

- Public parks, recreation areas and facilities.
- Private recreational uses characterized by open space, such as golf courses.
- Urban plazas, squares and greens (small features may not be shown on Plan Maps).
- Other uses with a park-like character, such as cemeteries.
- Stormwater management facilities and greenways, including those with paths or trails.
- Nature preserves and conservation areas.
- Other natural features and areas recommended for preservation.

Relatively large mapped Park and Open Space districts may include smaller areas of other existing land uses. These are not necessarily incompatible with the purposes of the district and may or may not be recommended to remain over the long term; but expansion of the non-open space uses is not recommended. In urban growth locations, designated open space areas are preliminary and will be refined through future more-detailed planning. Where open space corridors may also function as community separation areas between Madison and neighboring cities and villages, creation of a wider permanent open space area should be considered. This objective may also be enhanced by establishing permanent agricultural use areas on lands adjacent to the designated open space.



### Agriculture / Rural Use (A)

This designation is primarily applied to certain undeveloped lands within the City's long-term peripheral planning area where continuation of essentially agricultural uses is recommended well into the 20-year planning period. Until more-detailed neighborhood development plans are prepared at some future time, it is not determined whether non-urban or agricultural uses will be recommended for the very long term. Additional land subdivision and non-farm development is generally not consistent with an Agriculture/Rural Use land use recommendation, regardless of current municipal jurisdiction. The City should work with other units of government to prevent non-farm development in designated Agriculture/Rural Use areas, and may use its extraterritorial review jurisdiction to implement this objective.

#### Location and Design Characteristics

Agriculture/Rural Use areas are located beyond the current extent of planned City of Madison development. The locations are outside the Central Urban Service Area and without current access to municipal sanitary sewer and water service. While scattered non-farm development may exist, the areas are primarily rural and agricultural, and are characterized by active farming operations and associated fields, meadows, woodlots and other natural features.



*Local Farmland*

#### Recommended Land Uses

- Farms and similar agricultural, pastoral and horticultural activities.
- Open and wooded rural lands not currently used in farm operations.
- Very low-density farm-related residential development.



## **SPECIAL DISTRICTS**

Five different land use classifications are grouped together as Special Districts for convenience in presentation. The Special Institutional district identifies small areas recommended for certain institutional land uses that do not fit the definitions of the other land use districts, but are useful to identify and map as a distinct use. The Airport, Campus and Downtown districts are large areas characterized by unique uses, an intensity of development, or other attributes which make them different enough from other parts of the community that separate land use classifications are needed to define them. In the case of the University of Wisconsin Campus area, the mapped recommendations included in the Comprehensive Plan are only preliminary, and more-detailed planning is specifically recommended to develop the fine-grained recommendations needed to shape and guide future development in this very important area. The Neighborhood Planning Areas are potential future urban growth locations at the urban edge where the detailed planning needed to map specific recommended land uses has not yet occurred. More detailed planning is recommended before urban development begins in these areas.

### **Special Institutional (SI)**

The Special Institutional designation is used primarily to identify current or recommended locations for high schools and middle schools, and relatively large places of assembly and worship. The designation is sometimes used to identify smaller institutional uses, such as an elementary school, to help provide orientation for other mapped land uses.

#### **Location and Design Characteristics**

Schools and places of assembly and worship should be located to provide convenient access to users of the facility. Buildings in Special Institutional 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. Special Institutional uses should be served by public transit if feasible, and good bicycle and pedestrian access should be provided to and within the site. Special Institutional uses may adjoin Mixed-Use or Residential districts, but may require buffering, careful site and building design, and operational performance standards if located adjacent to less-intensive uses.



*Madison East High School*

Large special institutional uses are often highly visible and should be designed to fit gracefully within rather than dominate their surroundings. Particularly when located in

### **Special Institutional (SI)**

attractive settings with high-quality architecture and generous landscaping, special institutional uses can contribute significantly to the visual character of the neighborhood, and may also provide engaging “terminal views” for neighborhood street segments.

#### **Recommended Land Uses**

- High schools and middle schools.
- Places of assembly and worship, particularly large community-serving facilities.

Smaller special institutional uses may also be identified to help provide orientation to other mapped land uses.

### **Airport (AP)**

This designation identifies the Dane County Regional Airport and closely related activities, including passenger and freight terminals; aircraft and airport operations; maintenance, and storage facilities; surface and structured parking; car rental agencies; and lodging. Adjacent general employment or commercial activities not directly related to airport activities are usually not included in the Airport district land use category.



Dane County Regional Airport

### **Campus (C)**

This designation is applied only to the campuses of the University of Wisconsin-Madison, Edgewood College, and the Madison Area Technical College. These are defined areas that comprise more than a single urban block and represent specialized sub-areas within the community which may include a wide diversity of uses associated with the primary education mission.

#### **University and College Master Plans**

Campus master plans should include the proposed location and mix of land uses; recommended development density and intensity; and building size, height and design parameters. The campus plans should identify locations for future infill opportunities and address recommended land uses in transitional areas at the edges of the campus area, both within and outside the defined campus. The City will continue to work with the University and the Colleges as these educational facilities develop and implement their campus master plans, with a particular goal of creating attractive and engaging interfaces between the campus and adjacent land uses.



University of Wisconsin  
West Campus Master Plan



### **Campus (C)**

#### **Location and Design Characteristics**

The University and the Colleges are important activity centers and significant traffic generators. Campus planning should include an emphasis on developing and enhancing multi-modal transportation service to and within the campuses. Vehicle access and the location and amount of parking should be designed to minimize 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 the 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 neighborhood or special area plan.

Both the City and Campus plans should specifically address the goal of creating a productive and engaging relationship between University and College-related activities and other compatible activities within the campus transition area.

#### **Recommended Land Uses**

- Educational facilities.
- Research and employment centers.
- Cultural and performance facilities.
- Student, faculty and employee housing.
- Student-oriented retail, service, dining and entertainment.
- Other institutional uses.

Outside of the University of Wisconsin-Madison core campus area generally located west of Park Street and north of University Avenue, interlacing of University-related facilities with appropriate types of compatible non-University uses is specifically recommended.



*Bascom Hall*



*UW Hospital & Clinics*



*Humanities Building*



### **Downtown**

The Downtown district recognizes the unique functions, mix of uses, and much greater intensity of use that are characteristic of urban downtowns. The diversity of the Downtown is reflected in the pattern of downtown land uses, which include a wide variety of activities found nowhere else in the community. Densities in the downtown also vary widely, with residential densities at some locations exceeding 300 dwelling units per acre. Some parts of the Downtown are undergoing extensive infill and redevelopment; while relatively modest changes are occurring in other parts of Downtown. The recent increased pace of redevelopment has created a corresponding interest in historic preservation and neighborhood conservation in at least portions of Madison's oldest neighborhoods, such as Bassett, Mansion Hill, Old Market Place and First Settlement.



*Kites on Ice Festival in front of the Monona Terrace*

The Comprehensive Plan includes goals, objectives and policies to begin to address the unique planning challenges and opportunities in the Downtown area. Broad land use recommendations for the Downtown are made in the context of ten defined sub-districts that share important characteristics related to function, predominant land uses, scale, density, and urban design. Each sub-district has its own development recommendations and standards. These recommendations are partly based on existing plans that cover portions of the Downtown area, and on the analyses and recommendations included in the 2004 Downtown Advisory Report prepared as part of the Comprehensive Planning process. The Comprehensive Plan also recommends preparation of one or more updated special area and/or neighborhood plans for the Downtown area as a high priority; and the land use recommendations in this Comprehensive Plan should be considered preliminary until more-detailed plans for the Downtown area are developed and adopted. These plans should, at a minimum, address recommended land uses, development density and intensity, building height, and building and site design standards; and should establish Downtown as the focal point of the city. More-detailed planning may also revise the recommendations for, or boundaries of, the Downtown sub-districts included in the Comprehensive Plan.



*Block 89 Office Development*

## Desirable Downtown Characteristics

- Very high-quality urban architecture, site design and urban design. All development should comply with the Comprehensive Plan, City-adopted detailed neighborhood development plans, special area plans and urban design guidelines for the Downtown area and its sub-districts.
- Buildings should be spaced close together and placed close to the street. Stepbacks are recommended when needed to provide additional space between the upper floors of taller buildings to prevent a "walled in" look, or to maintain adequate access to sunlight along public sidewalks.
- Very high-quality pedestrian, bicycle and streetscape amenities.
- Very high-quality public open spaces, including smaller squares and plazas maintained on private property.
- Emphasis on historic preservation and neighborhood conservation as defined in City-adopted neighborhood, special area, and other special plans, such as historic preservation plans, and/or City zoning regulations and historic and urban design guidelines.
- Land use intensity should decrease as distance from the Downtown center increases, establishing a transition between intensive urban uses and adjacent lower-intensity development.
- Compact, highly interconnected pattern of relatively short, intensively developed blocks.
- Emphasis on multi-modal travel, especially for pedestrians, bicyclists and transit users.
- Well-served by arterial, collector and local streets.
- Excellent access to high frequency mass transit.
- Should be developed using Transit-Oriented Development standards.
- On street, structured and underground parking encouraged.
- Avoid large surface parking lots.
- 24-hour regional activity center focal point.
- Mixed-use, multi-story buildings encouraged at locations defined in sub-districts



Crazylegs Annual Run



Bassett Street Neighborhood

### **Recommendations for Downtown Sub-Districts (a through j)**

Major land uses recommended at various locations within the Downtown district include: high-density office and employment uses; retail and service uses serving regional, community and local residents and businesses; residential uses over a broad range of densities, educational and cultural activities; government, civic and institutional uses, entertainment and recreation; restaurants and taverns; structured parking; and open space, including squares and plazas. Although the range of uses and densities within the Downtown as a whole is very wide, it is made up of numerous relatively-compact sub-areas characterized by shared predominant land uses; development density; building height, scale and urban design; special amenity features; historic character; or other distinguishing attributes. The Comprehensive Plan's mapped land use recommendations for the Downtown reflect these sub-areas, and provide recommendations for ten defined sub-districts within the Downtown area designed to enhance the downtown as a highly-interconnected community of specialized and general activity districts and neighborhoods, each with individual character and identity.

The ten mapped sub-districts within the Downtown district include four districts primarily recommended for mixed-use development with substantial amounts of both non-residential and residential use, and six districts primarily recommended for residential development, although they may also contain some non-residential uses:

#### Mixed-Use Sub-Districts

- Downtown Core (a)
- State Street (b)
- Findorff Yards (e)
- City Station (f)

#### Residential Sub-Districts

- Broom Street (c)
- Mifflin-Bassett (d)
- Student High-Rise (g)
- Langdon (h)
- Mansion Hill (i)
- First Settlement-Old Market Place (j)

Refinements of these sub-districts may occur as City-adopted detailed neighborhood development plans or special area plans are prepared for the Downtown area. Recommended land uses and development standards for the 10 Downtown sub-districts are described below.

## Downtown Mixed-Use Sub-Districts

### Downtown Core (a)

This sub-district includes the State Capitol, the Capitol Concourse, government buildings, and a wide variety of cultural, institutional, retail, dining, entertainment, lodging, employment, office, service, open space, high-density residential, and parking structure uses. The Downtown Core is the most intensively developed Downtown sub-district, with a predominance of multiple-story, mixed-use buildings. The Downtown Core includes high-quality urban building designs and urban design amenities that foster pedestrian and transit activity and create an attractive, vibrant, unique destination.

#### Recommended Land Uses

- Government and institutional uses.
- Community, convention and cultural centers.
- Retail, service, entertainment and dining.
- Offices.
- Mixed-use buildings with first story retail/dining/entertainment/service/office and upper story residential uses.
- Commercial lodging.
- Structured parking.
- High density residential (greater than 60 dwelling units per net acre) with specific densities defined in City-adopted detailed neighborhood plans or special area plans. Density may also be established indirectly by design standards.
- Public and private open space.

#### Building Height

- Two stories minimum.
- Capitol view maximum height limit at the Capitol Square, with a maximum height step down away from the Square to reflect the underlying topography of the central Isthmus.

#### Design Standards

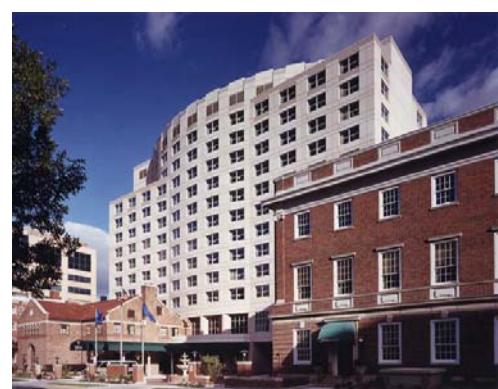
- All development in this sub-district shall be consistent with City-adopted building, urban design and site design standards.
- Historic preservation standards for historic buildings and sites within the sub-district.



Pinckney Street in Winter



Downtown Core



The Hilton Hotel and the Madison Club

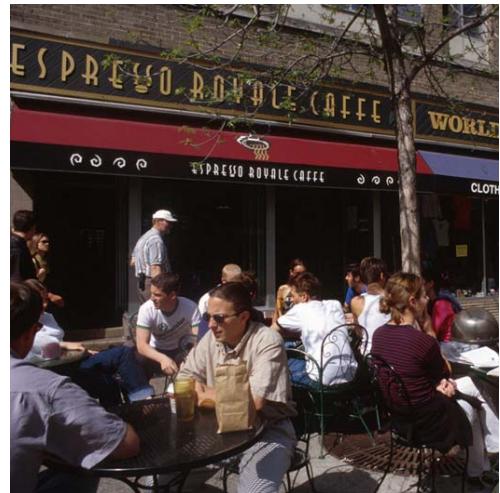
## Downtown Mixed-Use Sub-Districts

### State Street (b)

The State Street sub-district consists of State Street and limited segments of intersecting and adjacent streets. It is predominantly a cultural, entertainment, and shopping mixed-use district, and includes the Overture Center, Main Branch Public Library and the concentration of retail, entertainment, and drinking and dining establishments along State Street and extending up the cross streets. Residential uses are encouraged above ground-floor retail. Design standards seek to maintain the retail continuity of the State Street frontage and preserve the mid-rise character.

#### Recommended Land Uses

- Mixed-use buildings with a combination of retail, dining, entertainment, office, or service uses on the ground floor and residential uses on upper floors.
- Government and institutional uses.
- Cultural and arts facilities and activities.
- Education facilities.
- Dining and entertainment.
- Multi-unit residential buildings.
- Commercial Lodging.
- Structured parking, but not on the State Street frontage.
- Public and private open space.



State Street

#### Building Height

- Upper State Street: 2 story minimum, 4 story maximum at the street; 6 stories maximum if the building is stepped-back.



Overture Center for the Arts



## Downtown Mixed-Use Sub-Districts

### Findorff Yards (e)

This sub-district is focused on Findorff properties and adjacent lands. This area includes new construction such as the Findorff corporate headquarters building and adaptive reuse of the historic tobacco warehouses into residential uses.

#### Recommended Land Uses

- Mixed-use buildings with retail, service, dining, entertainment, offices, and/or residential.
- Office/Service.
- Neighborhood commercial.
- Multi-unit residential buildings (41 to 60 dwelling units per net acre or less), with density ranges and dwelling unit types defined in adopted neighborhood or special area plans.
- Public and private open space.
- Historic preservation/rehabilitation



Findorff Headquarters

#### Building Height

- Two-story minimum, 4 story maximum.

### City Station (f)

The City Station sub-district includes a mix of office, retail and residential uses. This sub-district abuts the University of Wisconsin-Madison campus. Planning for redevelopment in these areas will require careful coordination between the City and the University.

#### Recommended Land Uses

- Offices.
- Mixed-use buildings with retail, service, dining, entertainment, offices, and/or residential.
- Commercial (C-3 zoning).
- Industrial (M-1 zoning)
- Residential medium density (16 to 40 dwelling units per net acre or less), with densities defined in adopted neighborhood or special area plans.
- Public and private open space.



City Station

## Downtown Residential Sub-Districts

### Broom Street (c)

This sub-district is experiencing significant new development including Metropolitan Place, Block 51 and Nolen Shore. New infill/ redevelopment in this sub-district is predominantly tall, mixed-use buildings with mostly residential uses and some office and retail uses. The scale of development in this sub-district is more intensive than development in the Mifflin-Bassett sub-district to the west, where smaller scale residential/mixed-use buildings are being constructed.

#### Recommended Land Uses

- Mixed-use high-rise and mid-rise buildings with first floor retail, service, dining, entertainment, or offices, and upper floor residential use.
- Multi-unit high-density residential (>60 dwelling units per net acre), specific density ranges and dwelling unit types defined in adopted neighborhood or special area plans.
- Structured parking.
- Public and private open space.

#### Building Height

- Capitol view maximum in some areas, but varied, area-specific standards that will create more variety within the district and help maintain a more-interesting city skyline may be recommended in adopted neighborhood or special area plans.



Architectural Sketch, Capitol West Development



Metropolitan Place Condominiums

## Downtown Residential Sub-Districts

### Mifflin-Bassett (d)

This sub-district is developed with predominantly small (2-3 stories) student-oriented dwellings and some larger infill development that is either student or non-student residential or mixed-use buildings. A key issue in this sub-district is redevelopment and whether it is consistent with the predominant scale of buildings in the area.

#### Recommended Land Uses

- Mixed-use buildings with first floor retail, service, dining, entertainment, offices, and upper floor residential.
- Multi-unit high-density residential (up to 60 or more dwelling units per net acre), with densities and dwelling unit types defined in adopted neighborhood or special area plans.
- Neighborhood commercial.
- Historic preservation areas and neighborhood conservation areas in strategic locations as defined in City-adopted detailed neighborhood, special area, and other special plans.
- Public and private open space.



Bassett Street Condominiums

#### Building Height

- Two to 4 stories.



Bassett Neighborhood housing infill project



Nolen Shores rowhouses



## Downtown Residential Sub-Districts

### Student High-Rise (g)

This sub-district is developing into a high-rise student housing area. Student residential (with some mixed-use) that are much taller than existing buildings in the sub-district are being built. The Student High-Rise sub-district abuts the University of Wisconsin-Madison campus. Development in this area should be consistent with both City and University plans.

#### Recommended Land Uses

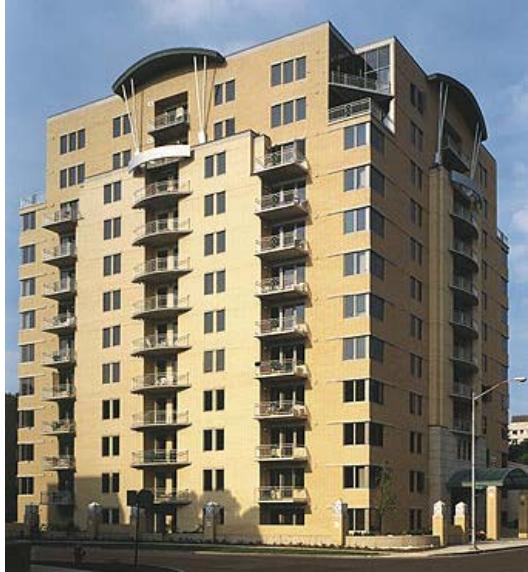
- Mixed-use high-rise buildings with first floor retail, service, dining, entertainment, offices, and upper floor residential.
- Residential high density (greater than 60 dwelling units per net acre) with densities and dwelling unit types defined in City neighborhood or special area plans.
- Public and private open space.



*The Embassy and Palisade student-oriented housing*

#### Building Height

- Maximum of 8 to 10 stories, plus a 2-story bonus.



## Downtown Residential Sub-Districts

### Langdon (h)

This sub-district is developed with student housing including fraternities and sororities. Some nonresidential uses such as the Edgewater Hotel are also located in this sub-district. Historic preservation and neighborhood conservation are issues that need to be addressed as properties in this sub-district are redeveloped.

#### Recommended Land Uses

- Mixed-use buildings with first floor retail, service, dining, entertainment, offices, and upper floor residential.
- Small-scale neighborhood commercial uses.
- Multi-unit residential (16 to 60+ dwelling units per net acre) with dwelling unit types and densities defined in City-adopted detailed neighborhood or special area plans.
- Historic preservation areas and neighborhood conservation areas in strategic locations as defined in City-adopted detailed neighborhood development plans and/or special area plans.
- Public and private open space.

#### Building Height

- Two to 8 stories, with the tallest buildings in State Street transition area.



*Delta Gamma Sorority*



*Langdon Street includes old houses converted into student housing and fraternities or sororities, as well as new apartment buildings with a more varied mix of residents.*

## Downtown Residential Sub-Districts

### Mansion Hill (i)

This sub-district is located north of the Downtown Core and includes many historic structures including a mix of owner occupied and rental housing and two large office buildings located along the Lake Mendota shoreline. Because of the historic significance of this sub-district, any development/redevelopment will need to be consistent with adopted City plans for the area.

#### Recommended Land Uses

- Mixed-use buildings with first floor retail, service, dining, entertainment, offices, and upper floor residential.
- Neighborhood commercial.
- Multi-unit high-density residential (up to 60 or more dwelling units per net acre), with densities and dwelling unit types defined in adopted neighborhood or special area plans.
- Office/service.
- Institutional uses.
- Historic preservation areas and neighborhood conservation areas in strategic locations as defined in City-adopted detailed neighborhood, special area or other special plans.
- Public and private open space.

#### Building Height

- 2 stories minimum, maximum established by underlying zoning



West Wisconsin Avenue



*Mansion Hill has several large historic structures, as well as some smaller development.*

## Downtown Residential Sub-Districts

### First Settlement-Old Market Place (j)

This sub-district includes owner occupied and rental dwelling units. Historic preservation and neighborhood conservation are key issues in this sub-district. The sub-district is experiencing redevelopment, which is predominantly multiple-family housing.

#### Recommended Land Uses

- Mixed-use buildings with first floor retail, service, dining, entertainment, offices, and upper floor residential.
- Residential (16 to 60 dwelling units per net acre) with densities and dwelling unit types defined in City-adopted detailed neighborhood development plans and/or special area plans.
- Historic preservation areas and neighborhood conservation areas in strategic locations as defined in City-adopted detailed neighborhood or special area plans.
- Neighborhood commercial uses.
- Commercial uses along East Washington Avenue.
- Office/service uses.
- Institutional uses.
- Public and private open space.

#### Building Height

- Two to 8 stories.



New development in the Old Marketplace Neighborhood.



Franklin Street Rowhouses



Old Marketplace Single-family and two-unit homes



## **NEIGHBORHOOD PLANNING AREAS (NPA)**

This designation identifies relatively large future growth areas at the edges of the City where urban development is recommended to begin in at least portions of the area within the 20-year planning period, but where detailed planning studies have not yet been conducted. Prior to beginning urban development within these areas, one or more detailed neighborhood development plans will be prepared and adopted by the City that will define a recommended urban street network and pattern of land uses for the area.

### Recommended Land Uses

Future neighborhoods developed within Neighborhood Planning Areas will include a wide variety of land uses and development intensities, and may include at a minimum, Employment, Mixed-Use, Commercial, Residential, and Park and Open Space uses as defined in this Comprehensive Plan. The neighborhood development plans prepared for these areas may recommend more detailed land uses within this relatively broad range. Residential uses should include at least some Medium Density as well as some Low Density areas, and a range of housing types, sizes, costs and tenures is expected within both categories. Mixed-use (including Traditional Neighborhood Developments and Transit-Oriented Developments) and/or Commercial use areas should be planned at appropriate locations to provide employment and goods and services to future neighborhood residents. Locations for parks and open spaces, civic and institutional uses, and other smaller support uses will be recommended in neighborhood development plans. The neighborhood development plans should incorporate the objectives and design principles recommended in this Comprehensive Plan.

In some cases, portions of a Peripheral Planning Area identified as locations for future City of Madison growth future may be designated for a specific land use to indicate that the use is recommended in that general vicinity within a larger future development area. These preliminary designations are conceptual and will be refined during future, more-detailed neighborhood planning.

## **SPECIAL OVERLAY DESIGNATIONS**

The two special overlay designations identify general locations where it is recommended that additional, more-specific minimum land use and design standards be applied. These are conceptual locations and are indicated on the map with a symbol or a label, rather than being mapped as a district.

### **Transit-Oriented Development (TOD)**

The Comprehensive Plan includes an objective and policies that encourage Transit-Oriented Development (TOD) at strategic locations in the City. Transit-Oriented Development is characterized by a compact, mixed-use development pattern that focuses the highest development densities and intensities in very close proximity to high capacity transit stops. Special development, architectural and site design standards are required in TODs in order to achieve a development pattern at and near transit stops that fosters travel via high-capacity mass transit.

Transit-Oriented Development design standards may vary from location to location depending on the modes of transit served (bus, light rail, streetcars, etc.), and site-specific conditions such as the existing development pattern in the area and the market for various land uses at the TOD site.



*New development at Hilldale Mall is part of a Transit-Oriented Development neighborhood at University Avenue and Midvale Boulevard.*

The standards listed below are intended to serve as general guidelines for TODs. It is expected that more-specific TOD standards will be provided in detailed neighborhood development plans, special area plans, and the City's zoning ordinance.

### **Standards for Transit-Oriented Development**

Transit-Oriented Developments (TODs) should include a mix of residential, retail, office, open space and public uses in a compact, walkable environment that makes it convenient for residents, customers, and employees to travel by transit, bicycle, foot, or car. Transit-Oriented Developments should incorporate the following general design standards:

- Provide a variety of land uses and activities within walking distance of transit facilities, including housing, employment, entertainment, civic, institutional, retail and services.



## L a n d   U s e

### Transit-Oriented Development (TOD), continued

- Locate transit stations in the most-intensive heart of the development so they generate and benefit from the activity at the center.
- Place buildings so they create a sense of street spatial enclosure.
- Provide urban open spaces such as plazas or squares.
- Create a high-quality public realm (network of public spaces such as streets, sidewalks, pathways, squares, plazas and parks), which will help define the character of the City and provide a unique sense of place.
- Connect Transit-Oriented Developments to multiple travel modes, important neighborhood destinations, and activity centers throughout the community and region.
- Include uses that generate pedestrian activity; retail shops, services and offices, particularly at the ground-floor level.
- Use quality design to integrate all components of a Transit-Oriented Development to create a unified, attractive environment.
- Create both vertical and horizontal mixed-use development patterns.
- Provide a mixture of housing types, sizes, tenures, and costs (for sale, for rent, market rate, affordable, senior housing, etc.).
- Manage parking to balance automobile accessibility with provisions to ensure attractive and convenient transit, walking and bicycle accessibility.
- Provide shared parking facilities, parking structures and underground parking.
- Create a highly interconnected system of streets, sidewalks, and paths that serve the area.



*This sketch illustrates a concept plan for Transit-Oriented Development in Cathedral City, California*

### Core Areas

Transit-Oriented Developments should have a *core area* with the following characteristics:

- Locate core areas adjacent to high-frequency transit stops.
- Develop core areas as intensive commercial, employment or mixed-use activity center focal points.
- Spacing between TOD core areas will vary depending on the modes of transit serving the area (bus, light rail, streetcars, etc.).



*Schenks Corners has many characteristics of a Transit-Oriented Development.*



### Transit-Oriented Development (TOD), continued

- The walking distance of 1/8 mile from the transit stop will often define the size of the TOD core area, although this is only a guideline. The actual size of TOD core areas should be determined by the conditions and characteristics of each specific TOD site and the adjacent and surrounding areas.
- At a minimum, core areas should include convenience retail and service uses. Larger core areas may also contain comparison shopping, including major department stores; supermarkets; pharmacies; restaurants and entertainment uses; commercial services; high-density apartments and condominiums; upper floor residential in mixed-use buildings; and employment-intensive office and light industrial uses.
- Mixed-use buildings with ground floor retail, office, and commercial space, and upper floor office and/or residential dwelling units are strongly encouraged in TOD core areas.
- Recommended land use allocations within TOD core areas are listed below. Not all of the uses listed below will be located in most TODs, and these recommendations are intended to serve as general guidelines to be refined in the detailed City neighborhood development or special area plans prepared for each TOD:
  - Commercial (40 to 75 percent of total core area).
  - Office (25 to 50 percent of total core area).
  - Light manufacturing (0 to 10 percent of total core area).
  - Institutional (2 to 5 percent of total core area).
  - Multiple-family residential (20 to 60 percent of total core area).
  - Mixed-use buildings (25 to 50 percent of total core area).
  - Public open spaces (2 to 5 percent of total core area).



*This neighborhood design includes a mixed-use development adjacent to a transit rail line.*

### Residential Standards

- In general, the net density of lands within  $\frac{1}{4}$  mile (1,320 feet) of a core area transit stop should be no less than 18 dwelling units per acre.
- Higher net densities of 30 dwelling units per acre or more are recommended within 1/8 mile of the transit stop. These net densities may not always be feasible or desirable, especially in built up areas of the City where adjacent development is at a lower density.



## L a n d   U s e

### Traditional Neighborhood Development (TND)

Traditional Neighborhood Developments (TNDs) include a mix of housing types located in close proximity to each other and to neighborhood serving businesses (or locations designated for potential businesses that may be established at a future time); neighborhood parks, plazas, squares and greens; schools, and other neighborhood-scale civic and institutional uses. Traditional Neighborhood Developments are compact, mixed-use areas served with a highly interconnected system of pedestrian and bicycle-scaled streets, sidewalks, paths and trails.

Traditional Neighborhood Developments are designed around the concept of the *pedestrian shed*; typically a five to ten-minute walk from the center of the neighborhood to its edge. Because of the mixed-use character and relatively high density of TNDs, high-quality architectural design, site design and urban design is required. Local examples of TNDs include Grand View Commons (Madison), Middleton Hills (Middleton), Smith's Crossing (Sun Prairie) and Providence (Sun Prairie).

The City encourages that the Traditional Neighborhood Development (TND) be the primary land use designation for those areas designated on the Future Generalized Land Use Plan maps as Neighborhood Planning Areas. Detailed neighborhood development plans and special area plans will provide more specific recommendations regarding the exact location and design of potential TND areas. The TND designation is also recommended as an alternative land use district in areas designated as Low, Medium and High Density Residential districts. The TND designation may be applied to these areas, provided such a designation is consistent with a neighborhood development plan or special area plan for the subject lands. Traditional neighborhood development infill projects should be designed to be compatible with the established land use pattern in the general area.



*This TND in Madison has several houses that directly face onto a common public green space.*

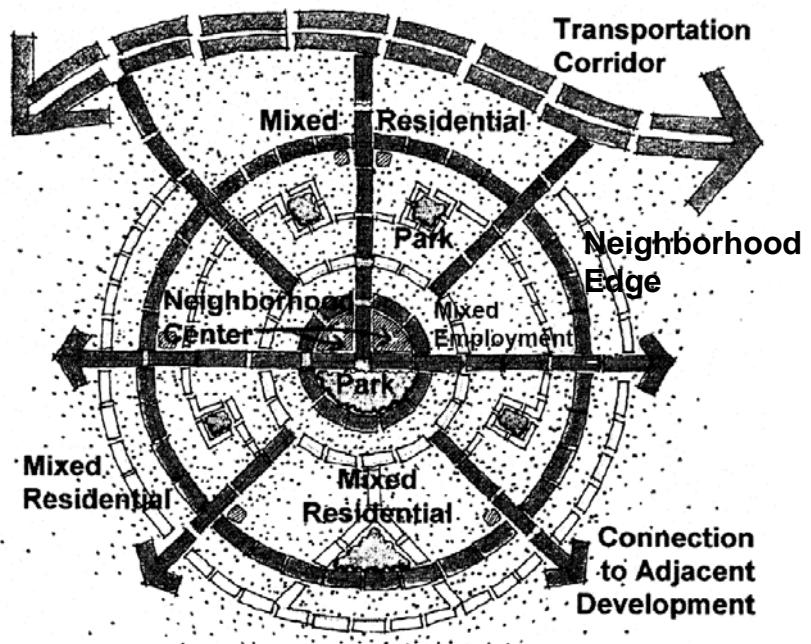


*Middleton Hills*

### Traditional Neighborhood Development (TND), continued

Traditional Neighborhood Developments may be divided into four sub-areas:

- 1) Mixed Residential Area,
- 2) Neighborhood Center Area,
- 3) Mixed Employment District
- 4) Neighborhood Edge Area.



*Concept sketch of a Traditional Neighborhood Development*

Recommendations for these sub-areas are provided as general guidelines, and may be refined as a TND zoning district is created and adopted by the City. Prior to the approval of zoning requests and land divisions for a TND, the sub-areas should be mapped in a City-adopted neighborhood development plan or special area plan or their equivalents. Detailed neighborhood or special area plans for the proposed TND should determine the number, location, density and intensity of the sub-areas, as well as the appropriate mix of dwelling unit types and non-residential uses for the TND.

Regardless of the number of property owners, development of TNDs must provide a coordinated plan for the entire site. Further, implementation plans should be prepared as part of every City neighborhood development plan or special area plan that covers a TND. These plans should include financing strategies to ensure that public improvements such as schools, parks, public facilities, roads, and other infrastructure are built in a coordinated and timely manner, and that the cost of those improvements is equitably distributed among property owners and other beneficiaries. In addition, coordinated architectural standards should be established if a TND will be developed by multiple developers or owners.



### Traditional Neighborhood Development (TND), continued

Wisconsin statutes require the City to adopt a Traditional Neighborhood Development zoning district as part of its Zoning Code. The TND zoning district will provide detailed development standards for all TNDs, and may establish sub-areas with names and development standards that are different from the sub-areas and standards described in this Plan. Nevertheless, the TND zoning district will implement the basic spirit and intent of the TND land use overlay designation described in this Plan. Traditional Neighborhood Developments may also be developed using the Planned Unit Development (PUD) zoning district, or combinations of PUD and standard zoning districts.



*Mixed residential densities in the Mid-Town Neighborhood*

#### Recommended Size of Traditional Neighborhood Developments

- In general, TNDs should be between 35 and 160 acres. Sites larger than 160 acres should usually be developed as multiple TNDs.
- The size and locations of the TND sub-areas (*Mixed Residential Area, Neighborhood Center Area, Mixed Employment District and Neighborhood Edge Area*) should be established in an adopted neighborhood or special area plan. These sub-areas may be renamed and redefined in a future City TND zoning district.
- In general, between 50 and 70 percent of the land area of a TND, exclusive of non-developable areas such as parks or environmental corridors, should be residential lots. This range may be adjusted based on the recommendations of a detailed City-adopted neighborhood development plan or special area plan.

#### Net Density Ranges

- Minimum average of 8 dwelling units per net acre for the entire TND neighborhood.
- The maximum net density for each TND shall be established in a detailed City-adopted neighborhood or special area plan.
- Densities up to 40 dwelling units per net acre may be allowed in *TND-Neighborhood Center Areas* as long as the overall density of the TND does not exceed the maximum net density for the entire TND as specified in the neighborhood or special area plan.
- The net density in *TND-Neighborhood Edge Areas* should be similar to the density of adjacent development.



### Traditional Neighborhood Development (TND), continued

#### Traditional Neighborhood Development Design Characteristics:

- Dwelling unit types in TNDs should include a mix of single-family detached dwellings on various sized lots, townhouses, duplexes/two flats, apartments and dwellings in mixed-use buildings.
- Traditional Neighborhood Developments should have relatively short block lengths (generally not more than 600 feet), narrow block widths (generally not more than 300 feet), and narrow streets lined with sidewalks and street trees. If necessary because of topography or existing street patterns, the City may grant exceptions to the block dimension standards. In such cases, mid-block pedestrian paths will be required.
- Buildings in TNDs should be designed using “timeless” principles of quality architectural design rather than mandating a specific architectural style. Critical factors in establishing a “timeless” architectural quality in the neighborhood include: massing and composition of the structure (i.e. roof pitch, height, and overall form of the building); the proportion and profile of windows, doors and other elements of the facade; orientation of doors, windows, balconies, porches and roof decks toward the street; and the choice of facade materials and colors.
- The conditions, covenants and restrictions for each TND land division should include architectural standards for the property. These standards should be approved by the City and must include a process for assuring their long-term application and implementation.
- Parking facilities should be located behind, beneath, or at the side of buildings.
- Garages should not dominate the view from the street to the building.
- Use of alleys for access to parking areas is preferred over front loaded driveways. Exceptions may be granted if the garage is setback from the front facade of the principal building.
- Garages and surface parking spaces should not dominate the front yard.
- Land use changes should occur at mid-block so that similar uses face each other.



*Timeless architectural design*



## L a n d   U s e

### Traditional Neighborhood Development (TND), continued

#### Additional Recommendations for Traditional Neighborhood Development Sub-Areas

Each Traditional Neighborhood Development should include, at a minimum, a *Mixed Residential Area* and a *Neighborhood Center Area*.

##### TND-Mixed Residential Areas

- *Mixed Residential Areas* may include a variety of inter-mixed residential dwelling unit types, with a maximum of 8 dwelling units per building.
- A limited number of stand alone “corner stores” may be allowed in the *Mixed Residential Areas* of TNDs provided these establishments do not exceed 2,500 square feet in total floor area and a limited number of employees. Parking for the corner stores should be located behind the building, and most customers would be expected to walk or bike to these establishments. The potential location of “corner stores” should be identified in an adopted neighborhood development or special area plan.
- Buildings in *Mixed Residential Areas* should be set close to the street and have doors and windows facing the street.



*Traditional Neighborhood Development in Madison*



*Single-family lots in the Sprecher Neighborhood often include alleys.*

##### TND-Neighborhood Center Areas

- *TND-Neighborhood Center Areas* should serve as an activity center focal point for each TND. A *TND-Neighborhood Center Area* should include engaging public spaces, such as a pedestrian-oriented “main street,” square, green, or plaza; public buildings such as a library, church or community center;



*Cannery Row town center development in Sun Prairie*



### Traditional Neighborhood Development (TND), continued

#### TND-Neighborhood Center Areas, continued

a transit stop; multi-unit residential buildings at least two stories in height; and depending on market conditions, neighborhood-scale retail uses. Mixed-use and flex-use buildings with ground floor retail and service uses and upper floor office or residential uses are encouraged

- TND-Neighborhood Center Areas should have the highest density and intensity development in the TND. The density and intensity for these areas should be established in a detailed neighborhood or special area plan.
- Two to four story mixed-use buildings are required in *TND-Neighborhood Center Areas* if such buildings front on a square, plaza, or "main street". (The height of the buildings on each side of a street, square or plaza in relation to the width of the street, square or plaza determines the spatial enclosure. Effective spatial enclosure creates a sense of place and fosters pedestrian activity).
- Buildings in *TND-Neighborhood Center Areas* should be set close to the street with doors and windows facing the street.

#### TND-Mixed Employment District

- A TND may have a *Mixed Employment District*. This district is a mixed-use area (with similar densities and intensities as *TND-Neighborhood Center Areas*) in which the predominant building use is workplace and employment. Some types of commercial, large office and light industrial uses that would not be appropriate in *TND-Neighborhood Center Area* or a *TND-Mixed Residential Area* may be permitted in *TND-Mixed Employment Districts*.
- *TND-Mixed Employment Districts* may include mixed-use and multi-unit residential buildings.

#### TND-Neighborhood Edge Areas

- *TND-Neighborhood Edge Areas* are intended to be the least dense portions of a TND, typically matching the density of existing adjacent lower density residential areas. These areas primarily consist of single-family detached dwelling units on larger lots with greater setbacks than the rest of the TND.
- Civic spaces in *TND-Neighborhood Edge Areas* should be primarily parks and greens.



Sprecher Neighborhood

## **OPPORTUNITIES FOR REDEVELOPMENT**

In a large urban center such as Madison, there are numerous opportunities for redevelopment of existing developed areas or infill development on vacant or underutilized sites in the built up areas of the City. While redevelopment and infill development on under-used lands are important goals of the Comprehensive Plan and the principles of Smart Growth, they are often difficult to achieve for a variety of reasons. First, it is often easier (although not necessarily more efficient) to develop vacant lands or "greenfield" sites at the urban edge. Greenfield lands are typically free of contamination and are often relatively large tracts under single ownership. These factors make land assemblage for development sites easier than on urban redevelopment or infill sites that usually don't have these characteristics. Further, greenfield sites are frequently physically separated from existing development, thereby reducing the possibility that adjacent landowners or residents will contest proposals to develop the property.

As the amount of developable land on the City's periphery is developed or protected from development by intergovernmental boundary agreements, environmental corridors and other mechanisms, City expansion options on the urban fringe are becoming increasingly limited. Redevelopment and urban infill development can accommodate some of the City's projected future growth, thereby reducing the need for development expansion areas on the urban fringe.

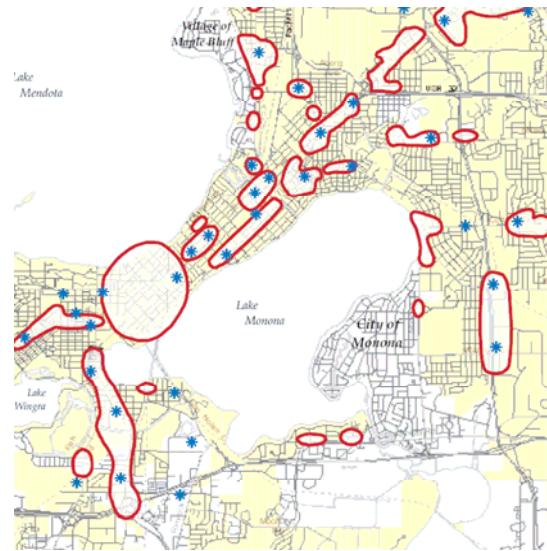
Because of the sheer number of potential redevelopment/infill sites in a city the size of Madison, it is very difficult to anticipate the exact location and timing of all potential redevelopment and infill development projects. These projects are often located in areas where redevelopment is expected but where the timing of such development is unknown. However, some areas where redevelopment and infill development is underway include sites in the Downtown/Isthmus area; within the East Rail Corridor; and along stretches of Williamson Street, Atwood Avenue, East and West Washington Avenue, and Park Street. These projects help to reduce the City's need for urban expansion areas on Madison's periphery and have the added benefit of utilizing existing City infrastructure including streets, sanitary sewer and municipal water.



*These townhouses were an infill project in the Tenney Lapham Neighborhood.*

### **Opportunities for Redevelopment, continued**

It is important that redevelopment projects be compatible with the scale and character of adjacent neighborhoods. Redevelopment projects should be consistent with adopted neighborhood or special area plans. Volume II, [Map 2-5](#) at the end of this chapter shows potential development and redevelopment sites. These mapped “bubble” areas are very conceptual and are not meant to be site or even neighborhood specific. Not all areas within the mapped conceptual “bubble” areas shown on Volume II, Map 2-5, will be or should be developed or redeveloped. The reader should refer to City redevelopment plans, neighborhood plans and special area plans for more detailed recommendations regarding the location of potential redevelopment and infill development sites.



*An excerpt from the redevelopment map at the end of this chapter, Volume II, Map 2-5*

### **REDEVELOPMENT SITES IDENTIFIED IN CITY NEIGHBORHOOD PLANS**

The City's numerous neighborhood development plans, especially the Community Development Block Grant concentrated neighborhood plans, such as the Schenk-Atwood and Northport-Warner Park plans, and the neighborhood initiated development plans, such as the First Settlement and Bassett Neighborhood Plans, include detailed recommendations regarding potential redevelopment and infill sites in the respective neighborhoods. Sites recommended for redevelopment are numerous, and therefore, the reader should refer to specific neighborhood plans for a comprehensive list of recommended redevelopment sites. It should be noted that the recommendations of some of the neighborhood plans may no longer be relevant to current conditions.

## **PERIPHERAL PLANNING AREAS**

### **Peripheral Area Land Use and Development Recommendations**

The Comprehensive Plan recommends that a significant share of Madison's long-term economic and population growth be accommodated through infill development and redevelopment of older sites within the established portions of the City, but for the foreseeable future, the largest share of the City's growth will continue to occur in new neighborhoods at the urban edge. The City of Madison's municipal expansion has been guided since 1990 by the recommendations of the Peripheral Area Development Plan, adopted in December of that year. As part of preparing the Comprehensive Plan, these recommendations were reviewed and updated using essentially the same planning objectives, analysis techniques and selection criteria, but modified as needed to reflect changes since 1990. The Comprehensive Plan's Peripheral Planning Areas recommendations are intended to serve as an update of the 1990 Peripheral Area Development Plan. See Volume I, pages 2-21 through 2-26, 2-30, and 2-41 for a description of the 1990 Peripheral Area Development Plan and the Neighborhood Development Plans prepared for peripheral growth areas. Recommended revisions to the 1990 Peripheral Area Development Plan are presented on pages 2-132 through 2-152 of this chapter, and on Volume II, [Map 2-4](#).

### **Changes in the Peripheral Area Since 1990**

The peripheral growth and development recommendations presented in this section of the Comprehensive Plan reflect the changes that have occurred in the peripheral area since the Peripheral Area Development Plan was adopted in 1990. These include adoption of detailed development plans for fourteen peripheral neighborhoods, boundary agreements with several adjoining municipalities, and recognition that permanently preserving large-scale open space districts at the edges of the urbanizing area is extremely difficult without a strong commitment shared by all regional communities and significant sources of public or private funding.



*Traditional Neighborhood Development in Madison*



### **Neighborhood Development Plans**

In 1990, the City had virtually no development plans for areas beyond the then-current urban edge. By 2005, the City had adopted fourteen detailed neighborhood development plans for lands within the defined peripheral area. These plans encompass more than 15,000 acres, of which about 8,000 acres are presently undeveloped, and include all of the areas identified in the Peripheral Area Development Plan as Urban Expansion-A districts, as well as several Urban Expansion-B and Transition Reserve districts (See Volume I, [Map 2-8](#)).

Because detailed plans have already been adopted for these fourteen neighborhoods, there was no need to re-evaluate their suitability for urban growth and City of Madison expansion in the Comprehensive Plan. The land use recommendations from the neighborhood development plans are reflected in the Generalized Future Land Use Plan maps, and these neighborhoods are illustrated on the Peripheral Planning Areas map (Volume II, [Map 2-4](#)) as locations for which neighborhood development plans have already been prepared.



*An excerpt from the Sprecher Neighborhood Development Plan*

### **Municipal Boundary Agreements**

Since 1990, the City of Madison has entered into seven intergovernmental agreements with neighboring communities that include provisions establishing long-term boundaries between municipal jurisdictions (See Volume I, [Map 11-2](#)). The details of the provisions are different in each agreement, but to the extent that they set a boundary beyond which the City may not expand, areas beyond this limit are effectively eliminated from consideration as potential future City growth areas. The Comprehensive Plan does not make recommendations for peripheral lands where the City's future expansion is precluded by an intergovernmental agreement, and land use recommendations for these lands are not included in the Generalized Future Land Use Plan maps, with the exception of some recommended open space corridors, which are shown to emphasize their intended continuity across municipal jurisdictions.



### **Permanent Open Space Areas**

The 1990 Peripheral Area Development Plan designated relatively large areas as Permanent Open Space districts, recommended as the highest-priority locations for long-term open space preservation in the Madison peripheral area. Commitment by neighboring communities and cooperative regional efforts to protect the areas from more-intensive urban development were cited as essential to their long-term preservation in open space uses.

Experience since 1990 has demonstrated the difficulties encountered in seeking to preserve large areas of open space in a rapidly growing urban area. Some lands within the recommended Permanent Open Space districts have been successfully preserved through public purchase or public dedication as a part of development approvals on surrounding lands; but in general, the areas ultimately preserved have been significantly smaller than the districts shown in the Peripheral Area

Development Plan. Reasons for this include necessary compromises negotiated with landowners and developers, a lack of a commitment by neighboring communities not to expand into these areas if Madison did not, and the rapid escalation in land values, which has limited public and private ability to fund the purchase of land for preservation purposes.



*Door Creek Open Space*

In the Comprehensive Plan, peripheral lands recommended as permanent open space are not designated as separate planning areas as they were in the Peripheral Area Development Plan. Instead, lands recommended for permanent open space uses are identified on the Generalized Future Land Use Plan maps as Park and Open Space districts, and these districts are also shown as a recommended land use within the designated Peripheral Planning Areas. Mapping these recommended open spaces within peripheral planning areas where land use recommendations are otherwise very general emphasizes the importance of maintaining and enhancing these key open space corridors as the surrounding lands become more urbanized.



## ***PERIPHERAL PLANNING AREAS MAP***

The Peripheral Planning Areas map (Volume II, [Map 2-4](#)) makes general recommendations for lands at the edges of the urban area where the City of Madison might have a potential interest in, and an opportunity for, future municipal expansion and urban development. The defined Peripheral Planning Areas do not include lands within another city or village, or where future City expansion is precluded by an adopted intergovernmental agreement. Peripheral Planning Areas are recommended as planning areas, and more-detailed planning will not necessarily recommend that all the lands within each of these areas should eventually be developed with urban uses, or that the City should seek municipal jurisdiction over the entire area.

### ***Peripheral Planning Areas Map Categories***

The Peripheral Planning Areas (PPAs) are relatively large geographic areas that share physical or service efficiency characteristics that make them logical coherent areas for more-detailed analysis and planning. The PPAs are divided into three broad groups based on their urban development potential and recommended priority for more detailed planning; and each group includes several Peripheral Planning Areas. The broad group categories and Peripheral Planning Areas identified on the Peripheral Planning Areas map (Volume II, [Map 2-4](#)) are:



*This greenhouse and nursery is in one of Madison's Peripheral Planning Areas.*



### **Group 1 Planning Areas (A, B, C, & D)**

Group 1 Peripheral Planning Areas (PPAs) are the general locations recommended for relatively near-term City of Madison expansion and future urban development, but for which detailed neighborhood development plans have not yet been prepared and adopted. Urban development under City of Madison jurisdiction is expected to begin within at least portions of all of the Group 1 Peripheral Planning Areas within one to five years. Depending upon the recommendations in individual neighborhood development plans, not all of the lands within every Group 1 Peripheral Planning Area will necessarily be recommended for intensive urban development or future City of Madison expansion.

**Objectives for the Group 1 Planning Areas include:**

- 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
- Ensure that future urban development is provided with necessary public improvements and the full range of urban services.
- Ensure that future development is consistent with the City of Madison's goals, objectives, policies and implementation recommendations.
- Seek to reduce conflicts with neighboring jurisdictions regarding annexation and urban development.

**Recommendations for the Group 1 Planning Areas include:**

- Seek to have planned future City of Madison expansion areas also recognized in the plans of Dane County and neighboring jurisdictions.
- Seek County support for a policy of non-development until the land is needed for planned urban expansion.
- Prepare and adopt a detailed neighborhood development plan prior to initiating urban development.
- Identify lands recommended for permanent open space in the neighborhood development plan and recommend an implementation strategy for preservation.
- Approve development only if consistent with the adopted neighborhood development plan.
- Seek to prevent additional non-farm development prior to the beginning of planned urban development, unless consistent with a mutually approved intergovernmental agreement for the area.



### **Planning Area A**

Planning Area A includes the University Ridge Golf Course and lands extending to the west between Mid-Town Road and McKee Road. PPA-A is the only potential City of Madison expansion area on the west side of the City not already covered by a City-adopted neighborhood development plan and an intergovernmental agreement. There is a considerable amount of existing unsewered residential development within the area, primarily along the existing roadways, and this will partly influence the potential extent of more-intensive development and City expansion. A small area southwest of the Mid-Town Road/Woods Road intersection was recommended as a Transition Reserve district in the 1990 Peripheral Area Development Plan (PAPD), but much of the PPA-A area was included within a recommended Permanent Open Space district, primarily to recognize the glacial features within the area and the potential for a greenspace separation area between Madison and the City of Verona.

#### **Reasons for the Group 1 Recommendation:**

- PPA-A is the only potential City of Madison expansion area on the west side where the limit of the City's ultimate expansion is not already established by an intergovernmental boundary agreement.
- Madison has partial boundary agreement with the City of Verona along McKee Road, but it does not extend west of Shady Oak Lane.
- The City of Verona is expanding northward as a result of the large Epic annexation.
- Madison does not have an intergovernmental agreement with the Town of Verona.
- City of Madison utilities and services are currently being extended to serve development on adjacent lands to the north and east, and at least part of the area can be served by this existing infrastructure. A planned future MMSD sanitary sewer interceptor through the western portions of the Elderberry, Pioneer and Mid-Town neighborhoods, and eventually extending south to CTH PD and the City of Verona, will be able to serve the more-westerly portions of PPA-A that may be developed more intensively.
- There is current development interest in the lands located immediately southwest of the Mid-Town Road/Woods Road intersection.



### **Planning Area A, continued**

#### **Existing Land Use Summary:**

Total Acres:	2,282.3
Developed Acres*:	814.2
<i>Residential:</i>	178.1
<i>Commercial:</i>	0.0
<i>Industrial:</i>	1.2
<i>Institutional:</i>	0.0
<i>Parks:</i>	573.1
<i>Rights-of-way:</i>	61.7
Wetlands/Floodplain:	12.6
Undeveloped Acres:	1,455.5

#### **Current Municipal Jurisdiction:**

- Town of Verona

\*Developed acres include government-owned parkland.

#### **Proposed Land Uses:**

- Primarily residential development is recommended within PPA-A, with limited supporting uses possible, depending on the extent and density of the developed area.
- There are important glacial features within the area that are worth preserving as permanent open space, and an extension of the National Ice Age Scenic Trail should be provided across this area, connecting the planned trail segment within the University Ridge Golf Course with trail segments continuing northward along the terminal moraine. More detailed planning will need to determine the exact boundaries of the recommended open space, and identify how permanent preservation will be accomplished.
- Lands not planned for future City of Madison urban expansion should remain in rural and open space uses and no additional non-farm development should occur unless consistent with a mutually agreed intergovernmental agreement.



### **Planning Area B**

Planning Area B is located north of the current City of Madison limits and the City's Hanson Road and Rattman neighborhoods. It is bounded on the south by Hoepker Road, on the west by Cherokee Marsh, on the north by State Highway 19 and an area south of STH 19 recently annexed by the Village of DeForest, and on the east by the City of Sun Prairie. PPA-B includes a substantial amount of existing commercial development along the USH 51 corridor and several unsewered residential plats in the area east of Interstate Highway 39-90-94.

#### **Reasons for the Group 1 Recommendation:**

- PPA-B is the only potential City of Madison expansion area on the north side where the limit of the City's ultimate expansion is not already established by an intergovernmental boundary agreement or the municipal limits of neighboring incorporated jurisdictions.
- As a result of invalidated annexations by the Village of DeForest and the subsequent Burke-DeForest Stipulation and Order for Judgment dated April 18, 2003, the Village of DeForest now extends south of State Highway 19. In addition, the Village of DeForest and the Town of Windsor are working on a Settlement Agreement for current and future Village boundaries and annexation areas. Given the impact of the legal actions and the subsequent Village of DeForest municipal boundaries, it is very timely for the City of Madison to determine the extent of its interest in these lands.
- There are currently no City of Madison intergovernmental agreements applicable to these lands.
- City of Madison utilities and services are currently available or are being extended to serve development within the adjacent Hanson Road and Rattman Neighborhoods to the south, and these services could also be extended to support more-intensive City development within PPA-B. Much of the existing development along the USH 51 corridor currently receives sanitary sewer and public water services through the Town of Burke.
- Landowners and similar interests in this area have recently expressed interest in annexation to the City and urban development.



### **Planning Area B, continued**

#### **Existing Land Use Summary:**

Total Acres:	2,389.2
Developed Acres:	1,162.0
<i>Residential:</i>	390.1
<i>Commercial:</i>	48.3
<i>Industrial:</i>	23.2
<i>Institutional:</i>	5.8
<i>Parks:</i>	437.2
<i>Rights-of-way:</i>	257.5
Wetlands/Floodplain:	157.8
Undeveloped Acres:	1,069.3

#### **Current Municipal Jurisdiction:**

- Town of Burke

#### **Proposed Land Uses:**

- The commercial area on both sides of U.S. Highway 51 is currently partly developed with a variety of highway-oriented commercial and industrial/distribution uses. This area is adjacent to an industrial district in Madison's Hanson Road Neighborhood to the south, and lands west of Interstate Highway 39-90-94 are generally recommended for continued non-residential uses, as are some lands adjacent to the east. With improved service levels it is likely that some of the current uses would eventually be replaced by more intensive types of industrial and commercial employment. The area is not recommended for large scale or regional retail activities.
- An existing County Park and other recommended permanent open space corridors associated with Cherokee Marsh and the Yahara River are located along the east side of Interstate Highway 39-90-94, southeast of the Village of DeForest.
- North of Hoepker Road and east of the recommended open space corridor, primarily residential land uses are recommended. There are several large unsewered subdivisions along both sides of Rattman Road, and future neighborhood planning for this area will need to consider how to coordinate new development with the existing residential developments in the Town of Burke, and those being planned by the Village of DeForest. Limited supporting uses are possible, depending on the extent and density of the developed area.



## **Planning Area C**

Planning Area C is located east of Interstate Highway 39-90-94 and Madison's Nelson and Felland neighborhoods, and north of Interstate Highway 94. PPA-C encompasses two areas designated as Urban Expansion-B districts in the 1990 Peripheral Area Development Plan.

### **Reasons for Group 1 Recommendation:**

- This area was recommended for future City of Madison expansion in 1990, but at this time, a detailed neighborhood development plan has been prepared for only a relatively small portion of the area (the Felland Neighborhood and a part of the Nelson Neighborhood).
- A significant portion of the area is already within the City of Madison.
- There is current development interest in this area, and neighborhood development planning for at least some additional portions of the area is expected to begin during 2005.
- The City of Madison and the City of Sun Prairie have an intergovernmental agreement, which includes a partial ultimate boundary delineation that forms the northern edge of Planning Area C. The City and the Town of Blooming Grove have an intergovernmental agreement that will provide for an orderly annexation of the remaining township into the City of Madison by 2027. However, there currently is no agreement between the City of Madison and the Towns of Burke or Sun Prairie, where the majority of the non-City lands are located.
- City of Madison utilities and services are available or being extended to serve development in the Felland Neighborhood to the west and the Sprecher Neighborhood to the south, and can also be extended in stages to serve urban development within PPA-C. The northwestern portion of PPA-C drains north and west toward the sanitary sewer interceptors that will be extended northeast through the Felland Neighborhood generally parallel to the railroad track. The southeastern portion of PPA-C drains south and east toward Door Creek. The MMSD Door Creek Interceptor built to serve the Sprecher Neighborhood can be extended northward to also serve much of PPA-C, as well as portions of PPA-E to the east. There are numerous sub-basins within the area, and the exact route of future sewer lines and locations for temporary or permanent lift stations that may be provided will be determined as part of more-detailed neighborhood development planning.



### **Planning Area C, continued**

#### **Existing Land Use Summary:**

Total Acres:	2,864.4
Developed Acres:	658.1
<i>Residential:</i>	252.8
<i>Commercial:</i>	17.3
<i>Industrial:</i>	119.5
<i>Institutional:</i>	0.0
<i>Parks:</i>	0.0
<i>Rights-of-way:</i>	268.6
Wetlands/Floodplain:	65.3
Undeveloped Acres:	2,141.0

#### **Current Municipal Jurisdictions:**

- City of Madison
- Town of Burke
- Town of Sun Prairie
- Town of Blooming Grove
- Town of Cottage Grove

#### **Proposed Land Uses:**

- One or more detailed neighborhood development plans will be prepared for this relatively large area, and these will identify the locations for many different types of land use. Planning will encourage Traditional Neighborhood Development principles and mixed-use development at appropriate locations within the planned neighborhoods.
- Development of one or several relatively large employment districts is recommended along the Reiner Road corridor, north of Interstate Highway 94. The employment area might also extend north along the east side of Interstate Highway 39-90-94, depending on the planned size of the employment center and specific types of employment intended. The employment function could include employment-based mixed-use districts that also accommodate residential uses. All larger employment districts should include retail and service support uses for employees and users of the district.
- Mixed-use centers near the intersections of Reiner and Lien Roads and Reiner and Burke Roads are recommended conceptually in the adopted Felland Neighborhood Development Plan. Other mixed-use nodes and activity centers may be identified as a result of more-detailed neighborhood planning.
- Some relatively concentrated medium-density housing is recommended close to the proposed employment area. Away from the proposed employment center and the primary transportation corridors, the predominant use will be low-density residential. Neighborhood plans will recommend parks, open spaces, schools, and other support uses.
- A relatively small area near the southeastern edge of PPA-C is recommended for permanent open space as part of the Door Creek open space corridor. Hiking and bicycle facilities within this corridor are recommended as part of a regional recreational trail system.



### **Planning Area D**

Planning Area D is located generally east of Interstate Highway 39-90 and south of Madison's Cottage Grove and Sprecher Neighborhoods, and extending east of the Yahara Hills Golf Course and south to Interstate Highway 39-90. Urban Expansion-A, Transition Reserve, and Permanent Open Space districts were identified within this area in the 1990 Peripheral Area Development Plan. The PADP noted that the recommended open space districts included large areas of existing agricultural use, and that if more-intensive uses began to occur on adjacent lands to the east, a different strategy would be needed to retain a meaningful open space corridor within an expanded urbanized area. The PADP also noted that because of the extensive drained wetlands, more-detailed planning would be needed to determine which lands were suitable for development and which should remain undeveloped.

#### **Reasons for the Group 1 Recommendation:**

- The Cottage Grove Neighborhood and City neighborhoods west of Interstate 39-90 are virtually fully developed, and PPA-D is the logical area for additional expansion and urban development in the southeast portion of the City.
- Part of the area, including the General Electric office and manufacturing facility east of I-39-90, have been in the City of Madison for several decades.
- The area is well-served by existing and planned roadways, including the major Sprecher Road/CTH AB arterial with the potential for possible future development of an interchange with USH 12 & 18 or with Interstate Highway 39-90. This good transportation access makes the area an attractive location for future business and employment development.
- The City of Madison and the Town of Blooming Grove have an intergovernmental agreement that provides for orderly annexation of the remaining township into the City of Madison by 2027.
- The City currently has no agreement with the Town of Cottage Grove, where the majority of this Planning Area is located. The City needs to identify its long-term interests in this area in order to work cooperatively with the Town to address issues of mutual concern.
- City of Madison utilities and services are currently provided to adjacent lands within the City, and portions of PPA-D can utilize these facilities. The MMSD Far East Interceptor Door Creek Extension and Cottage Grove Extension cross-northern portions of PPA-D. Additional lands farther to the east or to the south would be served by the extension of new sanitary sewer interceptors that would connect to the MMSD Southeast Interceptor Blooming Grove Extension. There are numerous sub-basins within the area, and the exact route of future sewer lines and the locations for temporary or permanent lift stations that may be provided will be determined as part of future detailed neighborhood development planning.



### **Planning Area D, continued**

#### **Existing Land Use Summary:**

Total Acres:	4,870.7
Developed Acres:	676.8
<i>Residential:</i>	78.2
<i>Commercial:</i>	48.3
<i>Industrial:</i>	87.2
<i>Institutional:</i>	14.8
<i>Parks:</i>	127.3
<i>Rights-of-way:</i>	221.1
Wetlands/Floodplain:	1,017.7
Undeveloped Acres:	3,176.3

#### **Current Municipal Jurisdictions:**

- City of Madison
- Town of Blooming Grove
- Town of Cottage Grove

#### **Proposed Land Uses:**

- One or more detailed neighborhood development plans will be prepared for this relatively large area, and these will identify locations for many different types of land use. Planning will encourage use of Traditional Neighborhood Development principles and seek to incorporate mixed-use development at appropriate locations within the planned neighborhoods.
- It is recommended that development of an employment district be considered in the area east of Interstate Highway 39-90, north and south of Femrite Drive; and also in the general area east of CTH AB, south of Femrite Drive.
- Some relatively concentrated medium-density housing is recommended close to the proposed employment areas. Elsewhere in these neighborhoods, the predominant use will be low-density residential, and might include opportunities for integrating housing development with small-scale agricultural uses and conservation and restoration of some of the drained wetlands that characterize much of this area.
- There are several important drumlins and substantial areas of wetland and drained wetland within this area. These features are recommended for preservation, where feasible, and incorporation into local or regional parks or otherwise protected from inappropriate development.





## Group 2 Planning Areas (E, F, & G)

Group 2 Peripheral Planning Areas are locations identified as generally suitable for future City of Madison expansion and urban development, but where City of Madison urban development is not expected to begin within the next five years. In some of the Group 2 Areas, the actual potential for future City of Madison expansion may be constrained by the relative nearness to neighboring jurisdictions that are also expanding toward Madison. Some portions of the Group 2 Areas might also become the subject of future intergovernmental agreements to either establish long-term boundary agreements or maintain permanent open space areas, or both.

### Objectives for the Group 2 Planning Areas include:

- 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, except as may be provided by future mutually agreed intergovernmental agreements.
- Ensure that future urban development is provided with necessary public improvements and the full range of urban services.
- Ensure that future development is consistent with the City of Madison's goals, objectives, policies and implementation recommendations .
- Seek to reduce conflicts with neighboring jurisdictions regarding annexation and development.

### Recommendations for the Group 2 Planning Areas include:

- Seek recognition of planned future City of Madison expansion areas in the plans of Dane County and neighboring jurisdictions.
- Seek County support for a policy of non-development until the land is needed for planned urban expansion.
- Prepare and adopt a detailed neighborhood development plan prior to initiating City of Madison urban development within the area.
- Identify lands recommended for permanent open space in the neighborhood development plan and recommend an implementation strategy for preservation.
- Approve development only if consistent with the adopted neighborhood development plan.
- Seek to prevent additional non-farm development prior to the beginning of planned urban development, unless consistent with a mutually approved intergovernmental agreement for the area.



### **Planning Area E**

Planning Area E extends eastward from Planning Area C north of Interstate Highway 94, and represents a longer-term potential for eventual urban expansion and more-intensive development. The north and eastern boundaries of Planning Area C generally follow a large area of mapped wetland associated with Door Creek and Koshkonong Creek. General urban development in this area is not anticipated to begin for at least five to ten years, and may involve only parts of the area when it does occur.

#### **Reasons for the Group 2 Recommendation:**

- PPA-E represents an eastward extension of PPA-C and is differentiated from it primarily by its greater distance from Madison's current urban edge, rather than specific natural features or service parameters. As additional development planning occurs within PPA-C, it is possible that portions of PPA-E may be included in the neighborhood development plans.
- Most of this area is currently within the Town of Sun Prairie, with smaller portions within the Town of Burke. At present, the City of Madison does not have intergovernmental agreements with either township. The City needs to identify its long-term interests in this area in order to work cooperatively with the towns to address issues of mutual concern.
- The City of Madison currently extends east to Thorson Road and is virtually adjacent to the area at that point. City utilities and public services extended to serve future development within PPA-C could also be efficiently extended to serve much of PPA-E as well. Sanitary sewer service would most likely be provided by a further extension of the Door Creek interceptor, but several configurations of this system are possible, depending on the sequence of development and detailed planning considerations.



### **Planning Area E, continued**

#### **Existing Land Use Summary:**

Total Acres:	2,620.1
Developed Acres:	274.7
<i>Residential:</i>	161.7
<i>Commercial:</i>	2.5
<i>Industrial:</i>	35.7
<i>Institutional:</i>	0.0
<i>Parks:</i>	1.9
<i>Rights-of-way:</i>	73.0
Wetlands/Floodplain:	503.0
Undeveloped Acres:	1,842.3

#### **Current Municipal Jurisdiction:**

- Town of Burke
- Town of Sun Prairie

#### **Proposed Land Uses:**

- Future urban development in this area will occur essentially as an eastward extension of the development in Planning Area C to the west. One or more detailed neighborhood development plans will be prepared for this relatively large area, and these will identify locations for many different types of land use. Planning will encourage use of Traditional Neighborhood Development principles and seek to incorporate mixed-use development at appropriate locations within the planned neighborhoods.
- Significant identified wetland and drained wetland areas exist within PPA-E, and these should be preserved as permanent open space.
- It is recommended portions of the prime farmland within this large potential City expansion area be maintained within the City for existing and future food production activities, and that these activities be integrated into the neighborhood development plans for the area.



### **Planning Area F**

Planning Area F is located east of Madison's Sprecher Neighborhood and the northern portion of Planning Area D. There is already a new church development within the City of Madison east of the planned Door Creek open space corridor in the Sprecher Neighborhood, but in general, the recommended eastern boundary of this planned regional open space is not precisely defined in detailed City plans. While the amount of existing unsewered residential development in the Town of Cottage Grove and planned and proposed seweraged development in the Village of Cottage Grove may limit the potential for more-intensive types of development in the City of Madison, at least some portions of PPA-F might be appropriate for development in the relatively near term.

#### **Reasons for the Group 2 Recommendation**

- The City of Madison is immediately adjacent to the west along most of the Sprecher Neighborhood border.
- There is a significant amount of existing unsewered residential subdivision development within the area, and the long-term future of much of this is not primarily agricultural.
- The Village of Cottage Grove Comprehensive Plan indicates a long-term intention to expand into this area from the east.
- The Town of Cottage Grove Comprehensive Plan indicates a desire to promote additional development in the western parts of the township.
- The City of Madison, Village of Cottage Grove and Town of Cottage Grove have each expressed interest in maintaining some type of permanent open space separation between the Madison and Cottage Grove urbanized areas. This could be achieved by expanding the relatively narrow planned open space corridors associated with the Door Creek valley and related wetland areas, to include permanent agricultural uses and other recreational areas, and public parklands to create a wider separation between more intensively-developed lands. Continued development within the Town, and anticipated future expansion by both the City and Village, make it imperative that planning for a wider permanent open space begin soon, while there are still opportunities to prevent more intensive uses on lands that have few physical constraints to prevent their eventual development.
- The City of Madison currently does not have an intergovernmental agreement with either the Town or Village of Cottage Grove, but both communities are interested in pursuing an agreement with the City. It is likely that the ultimate boundary between the City of Madison and the Village and/or Town of Cottage Grove will be somewhere within this planning area, and the City needs to identify its interests in this area in order to work cooperatively with the Town and Village on issues of mutual concern.



### **Planning Area F, continued**

- Depending upon the extent of development, sanitary sewer service to this area could be provided by the existing Door Creek and Cottage Grove interceptors, or by a new interceptor system extending southward through the lowlands separating PPA-D from PPAs F, G and I which could connect to the existing MMSD Southeast Interceptor Blooming Grove Extension. A series of interim lift stations could be utilized as staged development occurred.

#### **Existing Land Use Summary:**

Total Acres:	1,717.4
Developed Acres:	515.7
<i>Residential:</i>	177.4
<i>Commercial:</i>	3.9
<i>Industrial:</i>	10.5
<i>Institutional:</i>	20.4
<i>Parks:</i>	154.1
<i>Rights-of-way:</i>	149.5
Wetlands/Floodplain:	89.3
Undeveloped Acres:	1,112.5

#### **Current Municipal Jurisdiction:**

- Town of Cottage Grove

#### **Proposed Land Uses:**

- More detailed neighborhood planning should establish the exact boundaries of the Door Creek open space corridor preservation area located along the western edge of the Planning Area.
- Additional portions of PPA-F should also be considered for permanent open space and agricultural land preservation as part of a community separation area between the Madison and Cottage Grove urbanized areas.
- Future City urban development within this area could be planned as one or more neighborhoods, but might also be considered as an expansion of the City neighborhoods that exist or are planned to the west.
- Given the extensive residential development that has already occurred within this area, the primary future land uses are likely to be predominantly residential, but the neighborhood plan would seek to establish more urban densities and increase housing variety.
- If densities will support it, some neighborhood mixed-use nodes could be provided as the neighborhood develops.



### **Planning Area G**

Planning Area G is a relatively small area located south of Planning Area F and east of Planning Area D. Planning Area G represents a potential enlargement of Planning Area D, which is located within the same broad drainage basin and is distinguished from it primarily by its greater distance from Madison's current urban edge.

#### **Reasons for the Group 2 Recommendation:**

- No significant natural features or service parameters distinguish PPA-G from PPA-D to the west. As additional development planning occurs within PPA-D, it is possible that portions of PPA-G may be included in the neighborhood development plans.
- Most of this area is currently within the Town of Cottage Grove, with smaller portions within the Town of Burke. At present, the City of Madison does not have intergovernmental agreements with either township. The City needs to identify its long-term interests in this area in order to work cooperatively with the Towns to address issues of mutual concern.
- Planning Area G is currently relatively far from the City of Madison, and the potential for Madison to expand into this area will depend on the extent of the City's expansion into Area D to the west.
- There is some scattered unsewered residential development within the area.
- The Village of Cottage Grove Comprehensive Plan indicates a near-term intention to expand southward toward this area, but the westward extent of this planned expansion appears relatively limited at this time.
- It is likely that the ultimate boundary between the City of Madison and the Village and/or Town of Cottage Grove will be somewhere within this planning area.
- Depending upon the extent of development, sanitary sewer service to this area could be provided by a new interceptor system extending southward through the lowlands separating PPA-D from PPAs G and which could connect to the existing MMSD Cottage Grove Extension or Southeast Interceptor Blooming Grove Extension. A series of interim lift stations could be utilized as staged development occurred.



### **Planning Area G, continued**

#### **Existing Land Use Summary:**

Total Acres:	1,044.3
Developed Acres:	174.1
<i>Residential:</i>	121.8
<i>Commercial:</i>	0.0
<i>Industrial:</i>	13.4
<i>Institutional:</i>	0.0
<i>Parks:</i>	5.1
<i>Rights-of-way:</i>	33.9
Wetlands/Floodplain:	271.0
Undeveloped Acres:	599.2

#### **Current Municipal Jurisdiction:**

- Town of Cottage Grove

#### **Proposed Land Uses:**

- This area could be planned as one or more neighborhoods, but may also be considered as an expansion of the City neighborhoods that exist or are planned to the west.
- Given the extensive residential development that has already occurred within this area, the primary future land uses within PPA-G are likely to be predominantly residential, but the neighborhood plan would seek to establish more urban densities and increase housing variety. If densities will support it, some neighborhood mixed-use nodes could be provided as the neighborhood develops.



### **Group 3 Planning Areas (H & I)**

Group 3 Peripheral Planning Areas are recommended for continued agricultural uses, and urban development within the planning period is not recommended or anticipated. However, if regional growth in Dane County continues at the currently projected pace, some westerly portions of the Group 3 Planning Areas appear generally suitable for more-intensive urban development, and are located where City of Madison services could potentially be extended---although they are presently much more distant from City utilities and services at present than are the Group 1 and Group 2 Planning Areas. Even if urban development eventually reaches these areas, some of the land in the Group 3 Areas may be appropriate for consideration as permanent agricultural or rural use areas, in addition to any lands that would be reserved for park and open space uses. Group 3 Planning Areas are highly conceptual.

**Objectives for the Group 3 PPAs include:**

- Maintain the land in agricultural and open space uses until and unless planning urban expansion is recommended as a result of later planning studies.
- Preserve the long-term ability to plan for more intensive urban development and efficient extension of the full range of urban services to the westerly portions of these areas at some future time.
- Identify and seek to preserve lands within the Planning Areas that should be maintained permanently in agricultural or open space uses.

**Recommendations for the Group 3 PPAs include:**

- Seek to prevent additional non-farm development.
- Work cooperatively with other units of governments to develop mutually agreeable plans and policies for the areas.



## **Planning Area H**

Planning Area H is located east of Planning Area E and north of Interstate Highway 94, on both sides of County Trunk Highway N. While the area appears generally suitable for at least some long-term future urban development, whether the westerly portion of this area is a location that the City of Madison would want to, or be able to, grow into is undetermined at this time. It is identified as a Peripheral Planning Area because at least portions of this area are likely to become urbanized if regional economic and population growth continues in the long term, as presently projected, and it is appropriate to include so that planning recommendations for the area in this Comprehensive Plan.

### **Reasons for the Group 3 Recommendation:**

- County Trunk Highway N has an interchange with Interstate Highway 94. The Interstate access makes the area an attractive location for long-term business and employment development, but also is likely to encourage nearer-term development of lands around the interchange and northward along the County highway.
- County Trunk Highway T generally parallels I-94 and intersects with CTH N just north of I-94. Because there are no Interstate interchanges on the east side of Madison between USH 12 & 18 and USH 151, CTH T, and CTH N, provide a reasonably-convenient alternative from Madison's eastern peripheral neighborhoods, particularly for travel toward Milwaukee.
- There is some development along CTH T in the area north of the Village of Cottage Grove.
- The Village of Cottage Grove has recently annexed lands immediately south of I-94 at CTH N, and the Village's Comprehensive Plan indicates an intention to expand northward along CTH N.
- Planning Area H does not include the lands immediately north of I-94 and CTH T because these lands are expected to become more intensively developed and/or be annexed by the Village of Cottage Grove in the relatively near term. Planning Area H represents lands more distant from both the Village and the Cities of Madison and Sun Prairie, which may form an agricultural holding area that may or may not ever be needed for urban expansion.

### **Current Municipal Jurisdiction:**

- Town of Sun Prairie

### **Recommended Land Uses:**

- For the foreseeable future, the recommended land use is continued agricultural and rural uses.
- Consideration should be given to establishing permanent open space and agricultural uses within at least portions of this area.
- If the area becomes urbanized at a future time, a variety of uses would be anticipated, with more intensive uses located closer to CTH N.



## **Planning Area I**

Planning Area I is located southeast of Planning Areas D and G, generally straddling Interstate 39-90 and CTH N. The westerly portion of this planning area represents a longer-term southeasterly expansion of Planning Areas D and G. The area appears generally suitable for at least some long-term future urban development, but whether this is a location that the City of Madison would want to, or be able to, grow into is undetermined at this time. It is identified as a Peripheral Planning Area because at least portions of this area are likely to become urbanized if long-term regional economic and population growth continues as presently projected, and it is appropriate to include planning recommendations for the area in this Comprehensive Plan.

### **Reasons for the Group 3 Recommendation:**

- Interstate Highway 39-90, U. S. Highway 12 & 18, and County Trunk Highway N provide good highway accessibility to this area and make it an attractive location for future business and employment development.
- Most of the area is relatively distant from other incorporated cities or villages, and the potential for long-term City of Madison expansion into the area may be less likely to be precluded by the nearer-term expansion of another municipality.

### **Current Municipal Jurisdictions:**

- Town of Cottage Grove
- Town of Pleasant Springs

### **Recommended Land Uses:**

- For the foreseeable future, the recommended land use is continued agricultural and rural uses.
- There are areas of flood plain and wetland along the western edges of PPA-I that should be preserved in open space uses.
- Consideration should be given to establishing permanent agricultural uses within at least portions of this area.
- If the area becomes urbanized at a future time, a variety of uses would be anticipated, with more intensive uses located closer to CTH N.



## **LAND USE IMPLEMENTATION RECOMMENDATIONS**

The Land Use chapter will be implemented through both public and private sector actions. Primary public implementation tools include but are not limited to the City's zoning and subdivision ordinances, official map, neighborhood development plans and special area plans, urban design districts, the Central Urban Service Area, intergovernmental agreements and capital improvement programs. Many City plans and ordinances will require amendments in order to implement the goals, objectives, policies and implementation recommendations of the Land Use chapter. For example, new zoning districts such as a Traditional Neighborhood District and other mixed-use zoning districts will facilitate implementation of the Land Use chapter. Further, revisions of the subdivision ordinance standards, such as maximum block lengths, will be needed to implement this chapter. Finally, the City will need to consistently follow the recommendations and policies of the Land Use chapter and the other Comprehensive Plan chapters in order to implement the Comprehensive Plan.

Actions listed as Priority 1 are those activities that should be implemented immediately. Priority 2 actions are mid-term activities that should be implemented within five years of adoption of the Comprehensive Plan and Priority 3 actions are those activities that will be implemented over a longer period of time 10 years and beyond. As conditions change over time, these actions may be reprioritized to better meet the needs of the community.

**Table 1 – Land Use Implementation Recommendations**

Priority	Action	Lead & Coordinating Agencies
1	Plan Adoption: The City of Madison will formally adopt the Comprehensive Plan as required by Chapter 66.1001 (4) Wis. Stats.	Department of Planning and Development  City Boards and Commissions  Plan Commission  Common Council
1	Annual Comprehensive Plan Evaluation. The City will annually review the Comprehensive Plan and may propose amendments of the Plan.	Plan Commission
1	Neighborhood Development Plans and Special Area Plans: The City will continue to prepare and adopt neighborhood development plans and special area plans to as supplements to the Comprehensive Plan. These plans will be used	Department of Planning and Development  Neighborhood Associations



## L a n d   U s e

**Table 1 – Land Use Implementation Recommendations**

Priority	Action	Lead & Coordinating Agencies
	to guide growth, development and redevelopment in new and established neighborhoods.	City Boards and Commissions Plan Commission Common Council Dane County Better Urban Infill Development Program
1	Redevelopment: The City will continue its efforts to partner with the private sector to redevelop blighted and underutilized properties in the community. The City may identify first priority redevelopment or infill development sites. These sites have the potential for redevelopment or infill development during the next five years. Special emphasis will be placed on fostering the assessment, clean up and redevelopment of brownfield sites.	Community & Economic Development Unit Community Development Block Grant Office Office of Business Assistance Community Development Authority Economic Development Commission Madison Economic Development Commission City Boards & Commissions Plan Commission City Council
1	Peripheral Planning Areas: Identify in the Comprehensive Plan areas on the City's edge where development is recommended. Assign development priorities to the Peripheral Planning Areas based on the Comprehensive Plan or neighborhood development plans.	Department of Planning and Development Engineering Division and other City agencies City Boards and Commissions



## L a n d   U s e

**Table 1 – Land Use Implementation Recommendations**

Priority	Action	Lead & Coordinating Agencies
		Plan Commission
1	Amend the Zoning and Subdivision Ordinances:  The City intends to amend existing ordinances and create new ordinances as necessary to implement the policies and recommendations of the Comprehensive Plan. Special focus will be placed on creating new mixed-use zoning districts, a Traditional Neighborhood Development district and zoning standards for Transit-Oriented Development.	Department of Planning & Development  Zoning Text Amendment Staff Team  City Boards and Commissions  Plan Commission  Common Council
1	Official Map: The City will amend the Official Map as necessary to implement the Comprehensive Plan.	Department of Planning and Development  Engineering Division  City Boards and Commissions  Plan Commission
1	Site, Development Plan and Land Division Review:  The City will use the Comprehensive Plan to guide decisions and actions related to land development and land divisions. This recommendation includes land divisions within the City limits and its 3-mile extraterritorial jurisdiction plat approval jurisdiction.	Department of Planning and Development  Engineering Division  Traffic Engineering  Other City departments and agencies  Plan Commission  Common Council
1	Central Urban Service Area Amendments: The	Department of Planning &



## L a n d   U s e

**Table 1 – Land Use Implementation Recommendations**

Priority	Action	Lead & Coordinating Agencies
	City will seek amendments to the Central Urban Service Area from time to time to implement goals, objectives, policies and implementation recommendations of the Comprehensive Plan.	Development  Engineering Division  Dane County Community Analysis and Planning Division or successor agency  Wisconsin Department of Natural Resources
1	Annexation Policy: The City will expand its municipal boundaries via annexation when such annexations will further the goals, objectives, policies and implementation recommendations of the Comprehensive Plan.	Department of Planning & Development  City Boards and Commissions  Plan Commission  Common Council
2	Intergovernmental Coordination & Cooperation: The City will work with its neighbors to implement Comprehensive Plan policies and implementation recommendations that transcend local borders. This may include entering into mutually beneficial intergovernmental agreements with other units of governments regarding land use, transportation, environmental protection, parks and open space, public facilities and services, schools, and similar issues.	Department of Planning and Development  Plan Commission  Common Council  Neighboring Jurisdictions and Agencies  Regional Planning Agency



## **APPENDIX 2-1**

### ***LAND USE PLAN MAP NOTES***

The following Land Use Plan map notes explain some of the land use designations on the set of Generalized Future Land Use Plan maps at the end of this chapter. Volume II Map 2-1 shows the entire City and includes all of the map notes. Volume II Maps 2-2a through 2-2h show detailed sections of the Generalized Future Land Use Plan and the corresponding map notes for each section.

#### **Map 2-2a**

Note 1: This is currently the site of a long-established ice cream production facility located within a predominantly residential neighborhood. If this site is redeveloped at some future time, a mix of residential development and neighborhood-serving commercial or employment uses is recommended rather than redevelopment with a new industrial use. The existing grocery adjacent to the ice cream plant is a significant amenity to the surrounding residential area, and a neighborhood grocery should be retained as part of any future redevelopment. Buildings should be generally compatible in scale with existing residential and commercial buildings in the area.

Note 2: This location is currently the site of a lumber and construction materials business. If the site becomes available for redevelopment at a future time, the East Washington Avenue frontage is recommended for Employment uses as part of the Capitol Gateway Corridor, while proximity to the Yahara River and adjacent residential areas makes the East Main Street frontage an attractive location for future residential development. [Note revised 5-17-11]

Note 3: The Employment designation for this site recognizes the existing office use on the property. If this site changes use or is redeveloped in the future, residential development is recommended for the property. Such redevelopment should be consistent with a City-adopted land use plan for the area.



**Land Use Plan Map Notes, continued**

Note 4: This portion of the neighborhood consists primarily of buildings that are "house-like" in character, although there is a scattering of apartment-style buildings as well. The Medium-Density Residential designation reflects the current density resulting from past conversions of many larger houses to multi-family use, but is not intended to encourage further conversions or the replacement of existing homes with new buildings that are out of scale and character with the existing housing stock. It is recommended that the essentially "house-like" residential character of the area be retained, and any limited infill redevelopment generally should maintain the small-lot rhythm of individual houses on separate lots, and be designed to look like single-family, two flat or three flat homes.

Note 5: Creation of a conservation district is recommended for the East Wilson Street/Schley Pass/Dewey Court area to preserve the unique character of the existing cluster of housing along these streets. The district should be designed to preserve the residential use and the essential character, small scale, and identity of the area, rather than necessarily to preserve the physical historical fabric.

Note 6: This is the location for the future central park recommended in the adopted East Rail Corridor Plan.

Note 7: This area is similar in character to the area explained in Note 4 above. See Note 4 for explanatory language.

Note 8: The University of Wisconsin-Madison Campus Master Plan provides detailed land use and development recommendations for the UW Campus area. As part of preparing the detailed City plan for the Downtown-Campus area recommended in the Comprehensive Plan, the City will review the Master Plan, particularly the interface between University and other land uses in, and adjacent to, the part of the defined campus located south of University Avenue and east of Park Street, and may make additional recommendations for enhancing the physical relationships and social synergies between the campus and surrounding districts and neighborhoods.

Note 9: Development density and the heights of buildings should be greatest adjacent to Campus Drive and then step down to lower densities and heights on the University Avenue frontage, and again along the south frontage of University Avenue to provide a good transition to the low density residential neighborhood to the south.

Note 10: Although located within the designated UW Campus area, the lands adjacent to Lake Mendota are designated Park and Open Space to reinforce the importance of the contiguous open space corridor along the shoreline and associated natural features.



**Land Use Plan Map Notes, continued**

**Map 2-2b**

Note 11: This large campus-like property is currently the site of the State of Wisconsin Mendota Mental Health Institute. If this property becomes available for redevelopment at a future time, it has the potential for residential or Traditional Neighborhood Development. Prior to any future change in use on the site, a detailed development plan for the property should be prepared and adopted by the City, and should include consideration of reusing the existing buildings. Lands along the Lake Mendota shore are specifically recommended for public park and open space uses.

Note 12: This former sanitarium site is presently owned by Dane County and used as an office building. If this site is redeveloped at a future time, adaptive reuse of the existing buildings for employment, residential or mixed-uses is recommended; but the open area south of the buildings should remain undeveloped and any reuse of the site should be designed to preserve and enhance the long views from the site to Lake Mendota and the Isthmus. The wooded portion of the site north of the buildings is recommended for preservation as open space.

Note 13: 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.

Note 35: The Medium Density Residential designation recognizes the long-established mobile home park which currently occupies the site. It is not recommended that the mobile home park cease operations, but if the park does cease operations at some future time and this site is redeveloped, Employment is recommended as a more appropriate use for the property than alternative residential uses or general commercial/retail uses. [Note added 5-17-11]



**Land Use Plan Map Notes, continued**

**Map 2-2c**

Note 14: This is currently an active landfill, but after the landfill is closed, the recommended future use of the site is Park and Open Space as part of the Madison-Sun Prairie community separation area.

Note 15: As the City of Madison begins to expand into this large future urban growth area, it is recommended that portions of this prime farmland be maintained within the City for existing and future food production activities, and integrated into the neighborhood plans for the area (for example, by identifying locations for small-site farms and community garden plots). The five-acre Troy Community Farm and the City's existing community gardens offer useful models for smaller examples, but larger areas of food-production use could also be considered. Any permanent agricultural uses should be compatible with surrounding residential development, and agricultural uses should be located where they will not adversely affect the City's long-term urban expansion opportunities or the ability to provide needed future street connections and public service extensions.

Note 16: A portion of this area may have the potential for limited development as a conservation subdivision. [Note added 5-17-11]

[Original Note 16, which applied to a potential employment area located east of Interstate Highway 39-90-94 that is now covered by the *Northeast Neighborhoods Development Plan* and detailed *Comprehensive Plan* land use recommendations, was removed 5-17-11.]



**Land Use Plan Map Notes, continued**

**Map 2-2d**

Note 17: This existing gravel quarry operation, together with adjacent vacant and underutilized properties, is a prime urban infill opportunity, and the site is an excellent location for Traditional Neighborhood Development and Transit-Oriented Development. The western portions of the site include important environmental corridors associated with Starkweather Creek and planned trail connections. It is recommended that the City of Madison and the Town of Blooming Grove cooperate to prepare a neighborhood development plan for the lands located generally north of Milwaukee Street and east of the Starkweather Creek as provided by the 2005 intergovernmental agreement between the two municipalities. It is envisioned that these lands will be planned as a series of interconnected neighborhoods that provide a variety of housing types, parks and open space, and potentially, commercial and institutional development. The most intensively developed areas should be concentrated near Madison Metro's East Transfer Point.

Note 18: The Community Mixed Use designation is applied to this area to allow the potential to develop a large grocery store of not more than 60,000 square feet at this location, provided that it is part of an integrated, comprehensively-planned mixed-use center and utilizes shared parking, provides good pedestrian connectivity and amenity, and features unique architectural treatments, durable, high-quality building materials, and extensive landscaping. Development of other types of large-scale retail uses in this area is not intended. [Note added 3-20-12]

[Original Note 18, which applied to the Royster-Clark fertilizer plant site that is now covered by the *Royster-Clark Special Area Plan* and detailed *Comprehensive Plan* land use recommendations, was removed 5-17-11.]

Note 19: This site is currently occupied by a Special Institutional use, the Schoenstatt Sisters of Mary, but the majority of the site is undeveloped. Detailed plans for any future change in the current use of the site should be prepared as part of a revision to the Cottage Grove Neighborhood Development Plan.

Note 20: There is currently an active quarry operation on the majority of this site, but in the long-term, the location is considered appropriate for future residential development as an extension of the adjacent Cottage Grove Neighborhood north of Buckeye Road. In the near-term, any new uses should be consistent with the long-term land use recommendation but may be constrained by concerns about noise, vibrations and other quarry impacts.



**Land Use Plan Map Notes, continued**

Note 21: Restoration and preservation as open space is the long-term recommendation for the limited area of high ground east of Underdahl Road currently occupied by small industrial-commercial uses. If this is not feasible, the alternative of limited residential development would be more visually and functionally compatible with the surrounding open space uses than would redevelopment with new commercial or industrial uses. [Note revised 5-17-11]

Note 22: Portions of this area should be considered for permanent open space and agricultural land preservation as part of a community separation area between the City of Madison and the Village of Cottage Grove.

**Map 2-2e**

Note 23: Expansion of the existing employment area along the east frontage of Interstate Highway 39-90 is recommended. Because a detailed neighborhood development plan has not yet been prepared for this area, the boundaries of the proposed Employment District are only conceptual. Some Medium Density Residential uses should be located in close proximity to the proposed employment district to provide convenient workforce housing opportunities.

Note 24: The site north of U.S. Highway 12 & 18 is currently an active Dane County landfill, but after the landfill is closed, the recommended future use of the site is open space. The City's Yahara Hills Golf Course is located south of USH 12 & 18.

Note 25: Development of an Employment District east of County Trunk Highway AB, generally between Femrite Drive and USH 12 & 18, is recommended. Because a detailed neighborhood development plan has not yet been prepared for this area, the boundaries of the proposed Employment District are only conceptual. Some Medium Density Residential uses should be located in close proximity to the proposed employment district to provide convenient workforce housing opportunities.



**Land Use Plan Map Notes, continued**

**Map 2-2f**

Note 26: Given the natural beauty of this area and its prominent location on Lake Monona, alternative development with park and open space uses should be considered for these lands over the long term. Until a future opportunity arises to convert this area to public park and open space use, the existing office and residential uses are recommended to continue, but the existing uses should not be expanded or the lands redeveloped with more intensive developments.

Note 27: Located between Park Street and Fish Hatchery Road, two primary gateways into the City of Madison, these lands are currently developed with a variety of retail, service, employment, institutional and residential uses. Recent City plans for the area recommend increasing residential density, providing workforce housing for the Dean Clinic and other area employers, increasing employment of area businesses and creating a Transit-Oriented Development pattern. Future development within this area should seek to strengthen internal pedestrian connections and also provide improved connections to the existing low-density residential areas located west of Fish Hatchery Road and east of Park Street.

Note 28: This area is currently developed with a variety of uses, including an auto dealership, middle school, park and a variety of commercial establishments. In the long term, this area has the potential for mixed-use development/redevelopment that is more urban in character. The proximity of the area to Wright Middle School, Wingra Creek, the Arboretum and Bowman Park make this area attractive for medium density residential uses. Commercial uses are also appropriate here and should be made part of any future redevelopment plans for the area. Very high quality building and site design is essential at this location, given its visibility and access from the Park Street-Fish Hatchery Road gateway corridors. The addition of high quality, mixed-use, multiple story buildings to this area would help create a more urban development pattern.

Note 29: The central portion of this site has residential uses on both the east and west, and has potential for future residential development if Moorland Road is extended to improve access to the area.

Note 30: Under the provisions of the intergovernmental agreement between the City of Madison, the Town of Madison and the City of Fitchburg, lands currently within the township will eventually become a part of either the City of Madison or the City of Fitchburg. Land use recommendations are made for all lands currently in the town regardless of which municipality will have ultimate jurisdiction.



**Land Use Plan Map Notes, continued**

**Map 2-2g**

Note 31: There are significant natural glacial features along this corridor which should be preserved and incorporated into a future extension of the Ice Age National Scenic Trail connecting the planned trail segment within the University Ridge Golf Course with trail segments extending north along the terminal moraine. City plans for future development of adjacent lands should include plans for permanent preservation and trail development within this recommended open space corridor.

**Map 2-2h**

Note 32: The lands along the north side of Odana Road are currently developed with a wide variety of predominantly suburban style commercial and office uses. In the future, at least portions of this area have the potential to be redeveloped as integrated, urban style Community Mixed-use Districts that include residential as well as commercial uses, and which provide a more engaging and pedestrian-oriented environment.

Note 33: CUNA Mutual Insurance is working with the University of Wisconsin Research Park to prepare a comprehensive development plan for this significant urban infill site. As currently envisioned, the proposed development would be a relatively dense New Urbanism type development with a mix of residential, employment, commercial, and open space uses; and would include structured parking, high quality architecture and urban design, and strong street and trail connections between the site and adjacent properties. Prior to development of the site, the property owners should work closely with the City and adjacent landowners to prepare a detailed special area development plan that can be adopted as part of the City master plan.

Note 34: This site is designated Community Mixed Use to encourage future redevelopment of lands on both sides of Whitney Way as a relatively high density Transit-Oriented Development employment district which may include limited retail and residential uses to support the primary recommended employment use. [Note revised 5-17-11]

Note 35 is listed with other Map 2-2b notes on Page 2-159.

## APPENDIX 2-2

### **THE CHARTER OF THE NEW URBANISM\***

New Urbanism is an urban design movement that began in the late 1980's and early 1990's in response to a growing dissatisfaction with the results of urban planning and development in America's cities and towns in the decades following the Second World War. As a response to the Congress for the New Urbanism (CNU)'s growing concerns about the unsustainable, auto-dependent, uninspired development that is occurring in most North American communities, the CNU members drafted a document titled the "Charter of the New Urbanism." The Charter is the movement's seminal document and provides a set of interrelated principles for guiding public policy, development practice, urban planning and design.

The interrelated principles are organized under three basic components:

- The region: metropolis, city and town;*
- The neighborhood, district and the corridor;*
- The block, street and the building.*

In combination, New Urbanists believe these principles provide a comprehensive framework for realizing a more sustainable and engaging urban environment based on timeless principles of urban planning and design.



*Seaside, Florida, designed by Andreas Duany, and Elizabeth Plater-Zyberk, was the first prototype of a New Urbanism Town.*



*The transect, as designed by Andreas Duany and Elizabeth Plater-Zyberk, illustrates the density and development pattern of traditional cities and towns.*



**The Charter of the New Urbanism, continued**

**The region: metropolis, city and town**

Metropolitan regions are finite places with geographic boundaries derived from topography, watersheds, coastlines, farmlands, regional parks, and river basins. The metropolis is made of multiple centers that are cities, towns, and villages, each with its own identifiable center and edges.

The metropolitan region is a fundamental economic unit of the contemporary world. Governmental cooperation, public policy, physical planning, and economic strategies must reflect this new reality.

The metropolis has a necessary and fragile relationship to its agrarian hinterland and natural landscapes. The relationship is environmental, economic, and cultural. Farmland and nature are as important to the metropolis as the garden is to the house. Development patterns should not blur or eradicate the edges of the metropolis. Infill development within existing urban areas conserves environmental resources, economic investment and social fabric, while reclaiming marginal and abandoned areas. Metropolitan regions should develop strategies to encourage such infill development over peripheral expansion.

Where appropriate, new development contiguous to urban boundaries should be organized as neighborhoods and districts, and be integrated with the existing urban pattern. Noncontiguous development should be organized as towns and villages with their own urban edges, and planned for a jobs/housing balance, not as bedroom suburbs.

The development and redevelopment of towns and cities should respect historical patterns, precedents and boundaries.

Cities and towns should bring into proximity a broad spectrum of public and private uses to support a regional economy that benefits people of all incomes. Affordable housing should be distributed throughout the region to match job opportunities and to avoid concentrations of poverty.

The physical organization of the region should be supported by a framework of transportation alternatives. Transit, pedestrian, and bicycle systems should maximize access and mobility throughout the region while reducing dependence upon the automobile.

Revenues and resources can be shared more cooperatively among municipalities and centers within the regions to avoid destructive competition for tax base and to promote rational coordination of transportation, recreation, public services, housing and community institutions.



**The Charter of the New Urbanism, continued**

**The neighborhood, the district and the corridor**

The neighborhood, the district and the corridor are the essential elements of development and redevelopment in the metropolis. They form identifiable areas that encourage citizens to take responsibility for their maintenance and evolution.

Neighborhoods should be compact, pedestrian-friendly, and mixed-use. Districts generally emphasize a special single use, and should follow the principles of neighborhood design when possible. Corridors are regional connectors of neighborhoods and districts; they range from boulevards and rail lines to rivers and parkways.

Many activities of daily living should occur within walking distance, allowing independence to those who do not drive, especially the elderly and the young. Interconnected networks of streets should be designed to encourage walking, reduce the number and length of automobile trips, and conserve energy.

Within neighborhoods, a broad range of housing types and price levels can bring people of diverse ages, races, and incomes into daily interaction, strengthening the personal and civic bonds essential to an authentic community.

Transit corridors, where properly planned and coordinated, can help organize metropolitan structure and revitalize urban centers. In contrast, highway corridors should not displace investment from existing centers.

Appropriate building densities and land uses within walking distance of transit stops, permitting public transit to become a viable alternative to the automobile.

Concentrations of civic, institutional, and commercial activity should be embedded in neighborhoods and districts, not isolated in remote, single-use complexes. Schools should be sized and located to enable children to walk or bicycle to them.

The economic health and harmonious evolution of neighborhoods, districts and corridors can be improved through graphic urban design codes that serve as predictable guides for change.

A range of parks, from tot-lots and village greens to ball fields and community gardens, should be distributed within neighborhoods. Conservation areas and open lands should be used to define and connect different neighborhoods and districts.



**The Charter of the New Urbanism, continued**

**The block, the street and the building**

A primary task of all urban architecture and landscape design is the physical definition of streets and public spaces as places of shared use.

Individual architectural projects should be seamlessly linked to their surroundings. This issue transcends style.

The revitalization of urban places depends on safety and security. The design of streets and buildings should reinforce safe environments, but not at the expense of accessibility and openness.

In the contemporary metropolis, development must adequately accommodate automobiles. It should do so in ways that respect the pedestrian and the form of public space.

Streets and squares should be safe, comfortable, and interesting to the pedestrian. Properly configured, they encourage walking and enable neighbors to know each other and protect their communities.

Architecture and landscape design should grow from local climate, topography, history, and building practice.

Civic buildings and public gathering places require important sites to reinforce community identity and the culture of democracy. They deserve distinctive form, because their role is different from that of other buildings and places that constitute the fabric of the City.

All buildings should provide their inhabitants with a clear sense of location, weather and time. Natural methods of heating and cooling can be more resource-efficient than mechanical systems.

Preservation and renewal of historic buildings, districts and landscapes affirm the continuity and evolution of urban society.

\*The preceding principles were reproduced with the written permission of the Congress for the New Urbanism, Charter of the New Urbanism: Region/Neighborhood, District, and Corridor/Block, Street and Building. Edited by Michael Leccese and Kathleen McCormick. New York: McGraw-Hill, 2000.



## APPENDIX 2-3

### ***RELATIONSHIP BETWEEN THE COMPREHENSIVE PLAN AND NEIGHBORHOOD\* AND SPECIAL AREA PLANS.***

The Comprehensive Plan provides general goals, objectives, policies and implementation recommendations to guide the future growth and development of the City, and includes the Generalized Future Land Use Plan Maps which make general land use recommendations in a geographic context. The recommended land use categories mapped in the Comprehensive Plan are relatively broad, and are applied to relatively large geographic areas. Each land use category encompasses a range of potential land uses and a range of densities which establish the general types of uses, intensity of development, and design characteristics recommended within that area. But the Generalized Future Land Use Plan Maps do not define the specific land uses, development intensity or design characteristics recommended for particular locations within the broader mapped areas.

To provide the detailed land use recommendations needed to guide future development at specific development locations, the Comprehensive Plan requires that all significant changes in land use from existing conditions must be consistent with the recommendations of a City-adopted neighborhood, neighborhood development, or special area plan. The land use and design recommendations of the neighborhood or special area plan should be consistent with the recommendations of the Comprehensive Plan, but generally should be more detailed and specific regarding the types of land uses recommended at particular locations within the area, the recommended development density, and any recommended design standards or guidelines applicable to the location. Currently, there is considerable variation in the level of detail in different plans, and that difference may continue; but it is intended that all neighborhood and special area plans include land use and design recommendations that are specific enough to provide meaningful guidance to developers, neighborhoods, City agencies and policy makers, and others involved in the initiation or review of development projects.

This appendix describes the relationship between the Comprehensive Plan and the more-detailed neighborhood, neighborhood development and special area plans, and some of the differences between them.

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\*Note: To avoid unnecessary repetition, the term “neighborhood plan” may also encompass “neighborhood development plans” and sometimes “special area plans,” unless the context indicates otherwise. Please see Volume I, Chapter 2, Pages 2-28 to 2-30 for a definition of these three types of plans.



*Status of Neighborhood and Special Area Plans Under Wisconsin Statutes*

Currently, the City of Madison master plan consists of many elements, including the Madison Land Use Plan, dozens of neighborhood, neighborhood development, and special area plans, and other special interest plans, as summarized in the Introduction and described in more detail in Volume I, Chapter 2, Land Use Background Information. Each of these plans was prepared and adopted separately as "an element of the City of Madison master plan," and has the same legal status as other elements of the master plan provided in Wisconsin Statutes, Section 62.23(3). However, while Wisconsin's new Comprehensive Planning law largely leaves this Section intact, Section 66.1001(1) includes a definition that, a "comprehensive plan means . . . a master plan that is adopted or amended under 66.23(2) or (3)." Other sections of the Comprehensive Planning law require that a Comprehensive Plan must be adopted as a single document all at one time, and must adhere to specific prescribed requirements regarding plan content and adoption procedure. Together, these changes mean that the individual plans adopted separately by the City at different times as a result of neighborhood or other specialized planning activities should no longer be adopted as "elements of the Comprehensive Plan" or as "elements of the master plan," which now means the same thing.

Planning is an ongoing activity in the City of Madison, and preparation and adoption of individual neighborhood and special area plans as required from time-to-time is the only way that meaningful community planning can be carried out. In a community the size of Madison, the Comprehensive Plan is too generalized to provide the necessary degree of guidance, and the State-mandated comprehensive planning process is too cumbersome to be a continuous activity. The Comprehensive Plan specifically requires that significant changes in land use or density from existing conditions must be consistent with the recommendations of an adopted neighborhood or special area plan, and in order to establish the link between these plans and the Comprehensive Plan, it is recommended that, following adoption of this Comprehensive Plan, they be adopted as "a supplement to the Comprehensive Plan" to reflect their function and status in providing the more-detailed planning recommendations needed to effectively implement the Comprehensive Plan.



Land Use and Design Recommendations in Neighborhood and Special Area Plans

The Comprehensive Plan Generalized Future Land Use Plan Maps make relatively broad land use and design recommendations applied to broad geographic areas. Neighborhood and special area plans may, and usually should, include more detailed land use and design recommendations applied to more-precisely defined geographic areas. The land use and design recommendations in neighborhood and special area plans should be consistent with, and "fit within," the broad Comprehensive Plan recommended future land use categories. The examples below illustrate this relationship.

**Example 1: Recommendations for a Neighborhood Mixed-Use District**

*Comprehensive Plan Recommendation*

The Comprehensive Plan might designate a six-block area along a collector street as a "Neighborhood Mixed-Use District." This designation identifies the area as an activity center recommended for a mixture of residential and commercial uses, which could occur in both mixed-use and single-use buildings. Generally, buildings should be between two and four stories in height, although one-story buildings may be appropriate in limited circumstances, and be compatible with the scale and intensity of the adjacent neighborhood. Development density for commercial uses is not specified, although gross square footage of commercial buildings is generally recommended to not exceed 10,000 square feet, except for grocery stores. The recommended residential density range is not more than 40 dwelling units per net acre. The Comprehensive Plan also recommends that more specific land use and design recommendations, and more precise map recommendations, be established in a neighborhood or special area plan---which may also identify small areas within the district where uses or densities outside the general ranges for a Neighborhood Mixed-Use District are recommended.

*Neighborhood Plan Recommendation*

A neighborhood plan that encompasses the location of this same six-block Neighborhood Mixed-Use District might establish more-detailed recommendations for land uses and design at specific locations within the District. For example, the neighborhood plan might specify that on two of the blocks, the ground floor of all buildings should be a neighborhood-serving retail or service use, with either residential or office uses on the upper floors. On two other blocks, single-use commercial buildings, single-use residential buildings and mixed-use buildings might all be recommended as appropriate uses. And, on the remaining two blocks, predominantly residential uses might be recommended, but with limited commercial uses allowed in mixed-use buildings only.



## L a n d   U s e

The neighborhood plan might also specify that on two of the six blocks, all buildings must be at least two stories, but not more than four stories in height; but on the other four blocks, buildings should not exceed three stories and one story buildings may be considered, although at least two stories is preferred. The neighborhood plan could also include detailed design standards or guidelines regarding the scale and mass of buildings, building placement and orientation, and elements of building design, such as type of roof or building materials.

The neighborhood plan might recommend that a small plaza be created at a defined location within the six-block mixed-use district. This small feature would not be shown in the Comprehensive Plan. The area recommended for a mix of uses might also be slightly larger or smaller in the neighborhood plan than the area mapped in the Comprehensive Plan.

All of these more-detailed recommendations would be consistent with the general Neighborhood Mixed-Use District recommendation in the Comprehensive Plan.

### **Example 2: Recommendations for a Low-Density Residential District**

#### *Comprehensive Plan Recommendation*

The Comprehensive Plan designates a large area within a neighborhood as a Low-Density Residential District. The average residential density recommended for the district as a whole is within the “less than 16 units per net acre” range, but small areas outside this range may be appropriate when recommended in a neighborhood plan. Recommended housing types include single-family houses, rowhouses, and two and three flat buildings. Small-scale apartment buildings with up to four units may be interlaced with other housing types, but buildings with more than four units may also be included within small scale apartment complexes. A wide variety of supporting uses are consistent with the Low-Density Residential District recommendation, including parks, schools, civic uses, and small neighborhood-serving retail and service uses, especially in mixed-use buildings.

#### *Neighborhood Plan Recommendation*

The neighborhood plan covering this same Low-Density Residential District might show additional detail and create additional land use categories. For example, within the “less than 16 units per acre” density range of the Comprehensive Plan designation, the neighborhood might create a “low-density” zone of less than 8 units per acre, and a “low-medium density” zone of 8 to 16 units per acre, each of which would be mapped. The plan might identify separate locations recommended primarily for single-family and two-family residences, attached row houses, a mixture of housing types up to four-units, and small-



## L a n d   U s e

scale garden apartments. The neighborhood plan also should identify specific recommended locations for any non-residential uses compatible with the definition of the Low-Density Residential District, such as parks, schools, or a neighborhood “corner store.”

All of these more-detailed recommendations would be consistent with the general Low-Density Residential District recommendation in the Comprehensive Plan. But, all of these uses would not necessarily be consistent with the Comprehensive Plan unless the more-detailed recommendation is included in an adopted neighborhood plan. That is, small retail uses serving the neighborhood would be consistent with a Low-Density Residential District recommendation, but only at locations specified and mapped in a detailed plan.

### Consistency among Individual Neighborhood and Special Area Plans

Madison has a large number of neighborhood and special area plans, and if they are to be easily understood by those who will look to them for guidance regarding the types of developments recommended at particular locations, there needs to be a reasonable degree of consistency in the way that their land use and design recommendations are defined and presented. To help establish consistency among different neighborhood and special area plans, and between these plans and the Comprehensive Plan, the Planning Unit of the Department of Planning and Development should prepare guidelines for use in developing the land use and design recommendations included in the more-detailed plans that will be adopted as supplements to the Comprehensive Plan. The proposed guidelines are not intended to unduly restrict the content and presentation style of individual plans, but to ensure that each presents their land use and design recommendations using reasonably-standardized definitions and format to facilitate use and comparison.

### Consistency between Neighborhood Plans and the Comprehensive Plan

The mapped land use recommendations in the Comprehensive Plan are intended to be consistent with the recommendations in City-adopted neighborhood, neighborhood development, and special area plans to the extent possible, considering the differences in scale and generality between the types of plans. As described above, considerable flexibility is provided within the land use categories mapped in the Comprehensive Plan to allow neighborhood and special area plans to establish more-detailed land use and design recommendations that are mapped more precisely. Thus, for example, a few small apartment buildings scattered within a Low-Density Residential District is not necessarily inconsistent with the recommended land use, nor would recommending a few locations for this use in a neighborhood plan necessarily require that the Comprehensive Plan recommendation for those locations be amended to maintain consistency between the plans. On the other hand, if the neighborhood plan recommends a four-block area for apartment development within a larger



## L a n d   U s e

area recommended primarily for single-family and duplex development, then the area recommended for apartments generally should also be identified as a separate land use category (Medium-Density Residential, for example) in the Comprehensive Plan.

The Comprehensive Plan and a neighborhood or special area plan may also have small differences in the mapped boundaries between areas recommended for different land uses without necessarily making the plans inconsistent, or requiring an amendment to either plan. These differences are inherent in plans that differ significantly in scale, particularly when the land use categories have considerable scope. For example, if a neighborhood plan recommends a block at the edge of a large designated Community Mixed-Use District primarily for residential uses, there is not necessarily an inconsistency with the Comprehensive Plan because residential developments are among the uses included in the Community Mixed Use District definition. But if the neighborhood plan recommended several blocks of mixed-use development within an area designated as Medium Density Residential, this would be considered inconsistent since the neighborhood plan proposes a significant amount of non-residential use where the Comprehensive Plan recommends primarily residential uses.

Determining whether or not the recommendations in a neighborhood or special area plan are consistent with the Comprehensive Plan is to some extent a judgment call, and the range of uses and densities that would be considered consistent with the Comprehensive Plan recommendation will be greater within some land use categories compared to others. For example, the range of recommended uses that could be considered generally consistent with the Comprehensive Plan is much larger within a designated Community Mixed-Use District than within a Low-Density Residential District. The Planning Unit of the Department of Planning and Development should prepare guidelines to assist in determining whether or not the detailed land use and design recommendations in a proposed neighborhood or special area plan are consistent with the more general Comprehensive Plan recommendations. In cases where the proposed recommendations are determined to be not consistent with the Comprehensive Plan, either the neighborhood plan must be revised to be consistent, or an amendment the Comprehensive Plan must be adopted to change the land use designation for the area of potential conflict, as described further below.



## **APPENDIX 2-4**

### **PLAN EVALUATION PROCESS**

Both the Comprehensive Plan and the neighborhood, neighborhood development, and special area plans adopted as supplements to the Comprehensive Plan should be reviewed, evaluated and updated periodically as needed to ensure that they continue to reflect current conditions and community planning objectives. The Comprehensive Plan recommends the following schedule for these evaluations:

#### *Comprehensive Plan*

The Plan Commission will conduct an annual review and evaluation of the Comprehensive Plan as a means of keeping the Plan and its goals, objectives, policies, and implementation recommendations up-to-date. During the annual evaluations, the Plan Commission may identify and recommend changes to the Comprehensive Plan text and maps, and will consider Comprehensive Plan amendments requested by the public or other City boards and commissions. If the Plan Commission recommends that the Comprehensive Plan be amended, the City will follow the Comprehensive Plan amendment process summarized below in Appendix 2-5.

Amendments to the Comprehensive Plan may be proposed to change the recommendations for lands within the established portions of the City, including potential redevelopment locations, or for vacant lands at the periphery of the City. Because it is intended that the several types of adopted plans remain consistent with one another, amendments to the Comprehensive Plan will generally be made in association with the preparation of a new neighborhood, neighborhood development, or special area plan; or with an amendment to those plans. An exception would be when an amendment to the Comprehensive Plan is made to correct an error in the original map recommendation.

#### *Neighborhood Plans*

Neighborhood Plans are prepared for established neighborhoods within the built-up areas of the City, as described in Volume I, Chapter 2, Land Use Background Information. These plans typically address a wide variety of issues, and land use is not necessarily their primary focus. But most of the neighborhoods for which plans have been prepared are also experiencing, or are expected to experience, at least some redevelopment. It is important, therefore, that the plans for these neighborhoods include detailed land use and design recommendations to guide that development and establish the parameters for the types of redevelopment that will be supported. All neighborhood plans should be reevaluated from time-to-time to determine



## L a n d   U s e

whether changes to the land use and design recommendations should be considered. Reevaluation of the adopted plan will be needed more frequently in some neighborhoods than in others, depending on the pace of development and other changes in existing conditions in the neighborhood. In some cases, just the land use and design recommendations in the plan might be reviewed and updated, without necessarily revisiting all of the issues typically addressed in a neighborhood plan. In situations where future land use changes are anticipated or recommended in only a small portion of a neighborhood, or where the neighborhood does not have an individual neighborhood plan, a special area plan may be prepared for just the lands surrounding the potential redevelopment location, rather than preparing a plan for the entire neighborhood.

In order to ensure that neighborhood plans remain current, the Planning Unit of the Department of Planning and Development should prepare a realistic schedule for periodic review and updating of the City's adopted neighborhood plans.

### *Neighborhood Development Plans*

Neighborhood development plans are prepared to guide the future development of new neighborhoods at the periphery of the City, as described in Volume I, Chapter 2, Land Use Background Information. These plans are primarily concerned with land use, transportation and the extension of public services; and provide a detailed land use and street plan to guide future development on lands that are largely agricultural or undeveloped at the time that the plans are prepared. Neighborhood development plans are used to review proposed subdivision plats, rezoning requests, and specific project proposals. Amendments to neighborhood development plans occur in two basic ways.

Because the recommended pattern of land uses and the alignment of future streets presented in neighborhood development plans are necessarily somewhat conceptual, the pattern of land uses and the alignment of streets proposed in subdivision plats and rezoning requests submitted for City approval typically will differ to some extent from what is shown in the neighborhood development plan. Each neighborhood development plan should describe the key elements of the plan that proposed developments must be consistent with, such as the general location of activity centers and parks, the alignment of collector streets and other major local streets, and the general locations and mix of land use types and densities. Some elements of a proposed development, such as the precise alignment of local streets, or the precise locations of specific detailed land uses and types and densities of housing, often differ to some extent from what is shown in the neighborhood development plan. These differences are still considered consistent with the plan if they maintain the general recommended land use and street pattern, provide similar densities and housing types, maintain street connectivity, and maintain the intended relationships between different land uses and between land uses and transportation facilities. If



## L a n d   U s e

the proposed development is determined to be generally consistent with the neighborhood development plan, the plat or rezoning request can be approved, and the approval should specify that the plan is amended as required to reflect any changes to the land use and street pattern. As part of revising the neighborhood development plan to reflect the approved project, the recommendations for lands not yet developed may also be adjusted to maintain logical land use relationships and street connections, for example. These types of revisions do not require formal plan amendments.

When significant changes to the neighborhood development plan's recommended land use or street pattern are proposed, a formal amendment is prepared and considered following the process described below. Consideration of an amendment may be in response to a specific development proposal not considered consistent with the current plan, or it may be initiated by the City in response to changed conditions, new information, or a desire to expand the scope or quality of the plan's recommendations. Examples of proposed changes that would require consideration of a neighborhood development plan amendment include development of an employment and commercial center on lands currently recommended for residential uses, a large multi-family development in the heart of a recommended low-density area, or realignment of a planned major roadway.

The ongoing review of subdivision plats, rezoning requests, and specific project proposals requires frequent review and application of the recommendations in the neighborhood development plan, and amendments to the plans are made frequently either as part of, or prior to, approval of these proposals. As a result, the neighborhood development plans are generally more current and up-to-date than many of the neighborhood plans, although a few of them no longer reflect current conditions or expectations.

New neighborhood development plans are prepared from time-to-time as additional lands within identified City growth areas are recommended for development and extension of City services. Future City urban growth areas were identified in the 1990 Peripheral Area Development Plan, and are updated in this Comprehensive Plan. Current City plans and this Comprehensive Plan require that a neighborhood development plan be prepared and adopted prior to submittal of requests to amend the Central Urban Service Area or consideration of development approvals, such as rezoning requests or subdivision plats.



## L a n d   U s e

### *Special Area Plans*

Special area plans, described in Volume I, Chapter 2 Land Use Background Information, vary greatly in the scope of issues considered and in geographic coverage. *Downtown 2000* is a special area plan, as are the Yahara River Parkway Master Plan and the East Rail Corridor Plan, for example. Some plans, like the East Rail Corridor Plan, include relatively detailed land use and design plans that supplement earlier or more-general neighborhood plans that encompass the special planning area. Others, like the Yahara River Parkway Master Plan, may include land use recommendations only for properties that directly affect the primary focus of the plan---in this case the Yahara River corridor across the isthmus. Land use and design recommendations in special area plans should be consistent with the recommendations in other plans that cover the same area, such as a neighborhood plan (if one exists) and the Comprehensive Plan.

Special area plans should be reviewed and evaluated as required to maintain them as useful and effective guides to planning and development activities, but the need for this varies greatly between plans. Some special area plans are very long-range, and provide useful guidance for decades. Others were prepared to provide recommendations to guide the redevelopment of a specific relatively-small area that subsequently was redeveloped: so there is no reason to update the plan. In some cases, the recommendations of a special area have been incorporated into another plan, such as a neighborhood plan, and there is no longer a need to have a separate plan for the smaller area. Special area plans for large, important areas with a lot of development activity, such as downtown Madison, for example, should be reviewed frequently and updated as required. It is a specific recommendation of this Comprehensive Plan that a new plan for the downtown area be prepared as a high priority.



## **APPENDIX 2-5**

### **PLAN ADOPTION AND AMENDMENT PROCESS**

The process for adoption and amendment of the Comprehensive Plan is prescribed by Wisconsin's Comprehensive Planning law, and differs from the process followed in adopting and amending neighborhood, neighborhood development and special area plans.

#### *Comprehensive Plan*

As required by Wisconsin Statutes, Section 66.1001(3), the Comprehensive Plan must be adopted by the Common Council by ordinance, after being recommended for adoption by a resolution of the Plan Commission. Specific procedures described in the Introduction must be followed in adopting the plan, and the plan must be adopted as a single document all at one time. Amendments to the Comprehensive Plan must follow the same procedures as the original adoption, including notification of adjacent communities and government entities, placement of the proposed amended plan in public libraries, opportunities for public comment, holding a public hearing, and distribution of the adopted amended plan. This is required even if the proposed amendment is a small one with very limited, if any, effect outside the immediate area of the amendment.

#### *Neighborhood, Neighborhood Development and Special Area Plans*

The process for adopting and amending the City's neighborhood, neighborhood development and special area plans is determined by the City Plan Commission and Common Council. These plans are adopted by the Common Council, by resolution, following a recommendation from the Plan Commission; and a public hearing is held before both the Plan Commission and Common Council. The resolutions adopting these plans initially are usually referred to other City boards, commissions and committees, which typically may include the Long-Range Transportation Planning Commission, Pedestrian/ Bicycle/Motor Vehicle Commission, Transit/Parking Commission, and Urban Design Commission; but which may also include other commissions, such as the Park Commission, Landmarks Commission, Economic Development Commission or Board of Estimates, depending on the subject of the plan. Amendments to neighborhood plans, neighborhood development plans and special area plans may be referred to fewer boards, commissions and committees, depending on the scope and importance of the proposed amendment.

Neighborhood associations and business organizations are notified of any proposed neighborhood, neighborhood development or special area plans, or plan amendments in their area, and other organizations may also be notified. Individual property owners are not usually notified, but may be notified in the case of new neighborhood development plans, as may property owners within or adjacent to a proposed amendment area.