

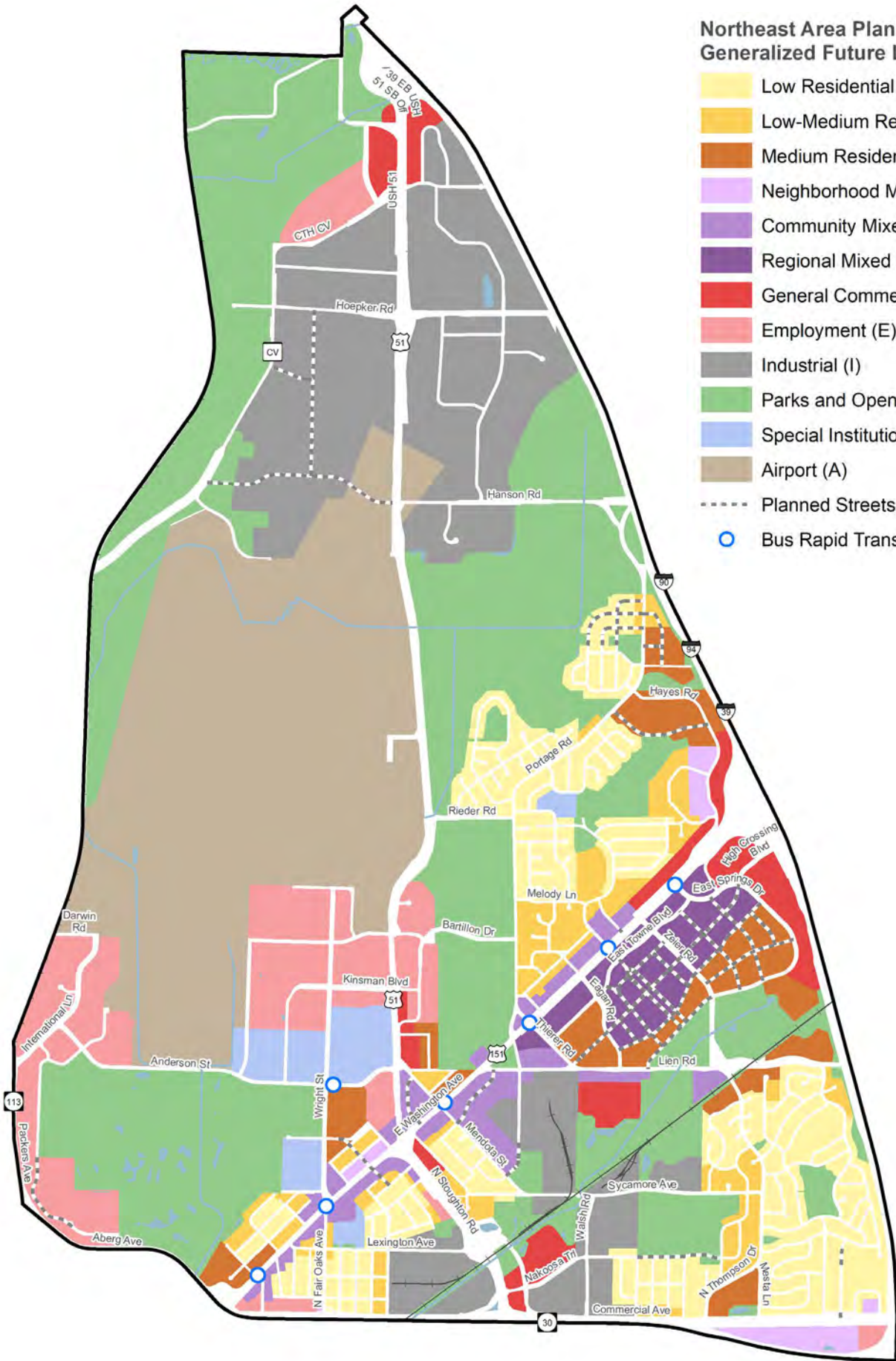
# Northeast Area Plan & West Area Plan-Related Comprehensive Plan Amendments

July 22, 2024

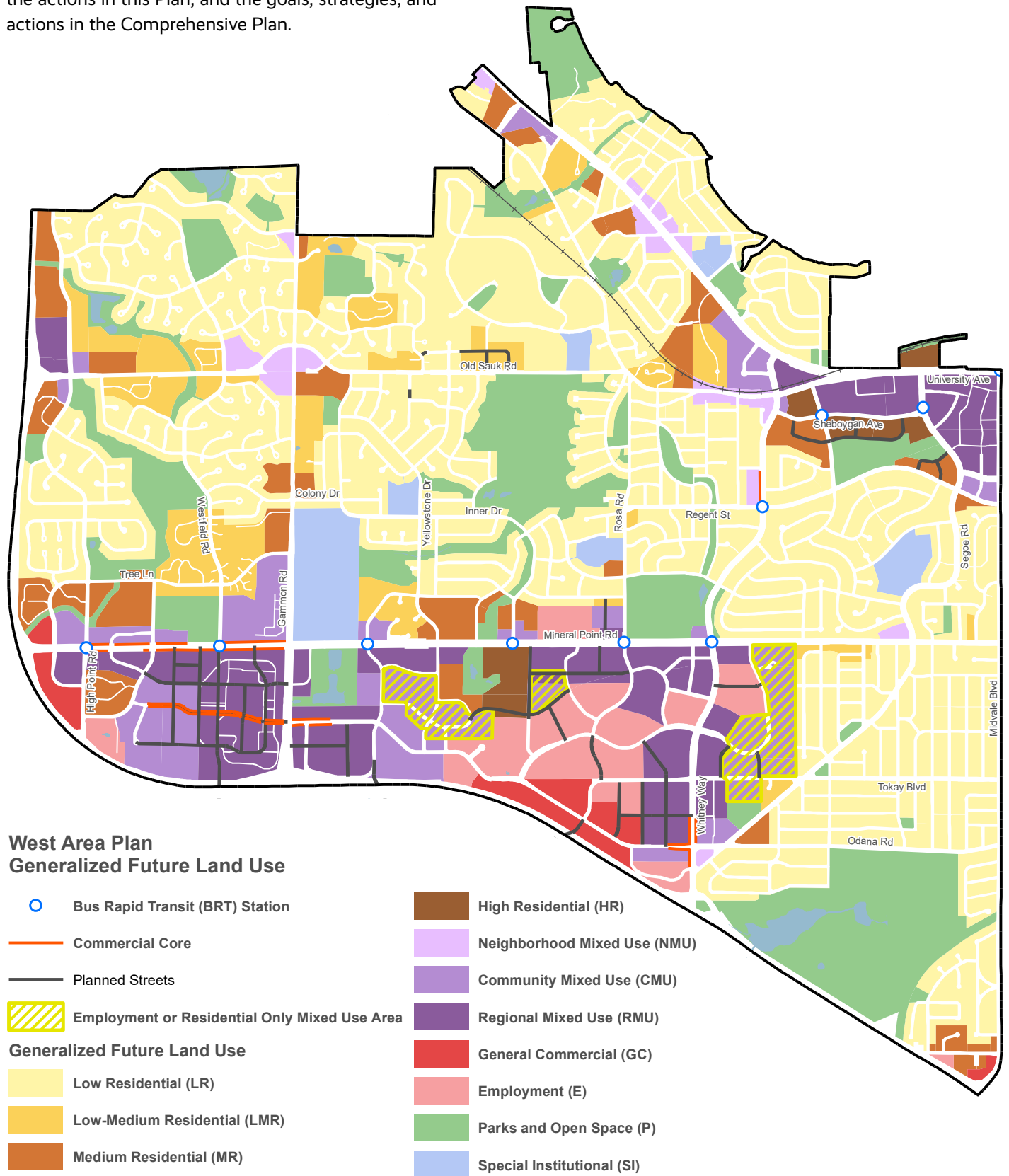
1. Update amendment dates and Plan Adoption and Amendment History (Comprehensive Plan cover and pages i and ii).
2. Revise Generalized Future Land Use (GFLU) Map to reflect Northeast and West Area GFLU Maps; note that Map Note #16 in the West Area would remain (Comprehensive Plan page 18).
3. Revise Peripheral Planning Area Map to reflect archiving of the Hanson Road and East Towne-Burke Heights Neighborhood Development Plans (Comprehensive Plan page 28).
4. Revise Bicycle Facilities Map to reflect Northeast and West Area Shared-Use Path & Bicycle Network Maps (Comprehensive Plan page 43)
5. Revise Sub-Area Plans Map to reflect adoption of Northeast and West Area Plans and archiving of the Hawthorne-Truax Neighborhood Plan, Greater East Towne Area Plan, Hanson Road Neighborhood Development Plan, Ridgewood East Central Development Plan, Carpenter-Hawthorne-Ridgeway-Sycamore-Truax Neighborhood Plan, East Towne-Burke Heights Neighborhood Development Plan, Spring Harbor Neighborhood Plan, Southwest Neighborhood Plan\*, Midvale Heights/Westmorland Joint Neighborhood Plan\*, Hoyt Park Area Neighborhood Plan\*, University Hill Farms Neighborhood Plan, Odana Area Plan (\*denotes that only the portion underlying the West Area will be archived; Comprehensive Plan page 47)
6. Revise Appendix B, Sub-Area Plans and the Comprehensive Plan to:
  - a. Add a subsection on Area Plans and list the Northeast and West Area Plans, remove archived plans as listed in #3 above from the lists of Adopted Sub-Area Plans (except that Southwest, Midvale Heights/Westmorland, and Hoyt Park will remain with a note specifying they no longer apply to the West Area).
  - b. Reflect the plan archiving procedure in the Planning Framework resolution passed by the City Council on August 2, 2022 (Legistar #71147), which was further refined and detailed through the Northeast and West Area Plans.

**Northeast Area Plan  
Generalized Future Land Use Map**



















- Low Residential (LM)\*
- Low-Medium Residential (LMR)\*
- Medium Residential (MR)
- Neighborhood Mixed Use (NMU)
- Community Mixed Use (CMU)
- Regional Mixed Use (RMU)
- General Commercial (GC)
- Employment (E)
- Industrial (I)
- Parks and Open Space (P)
- Special Institutional (SI)
- Airport (A)
- Planned Streets
- Bus Rapid Transit (BRT) Station



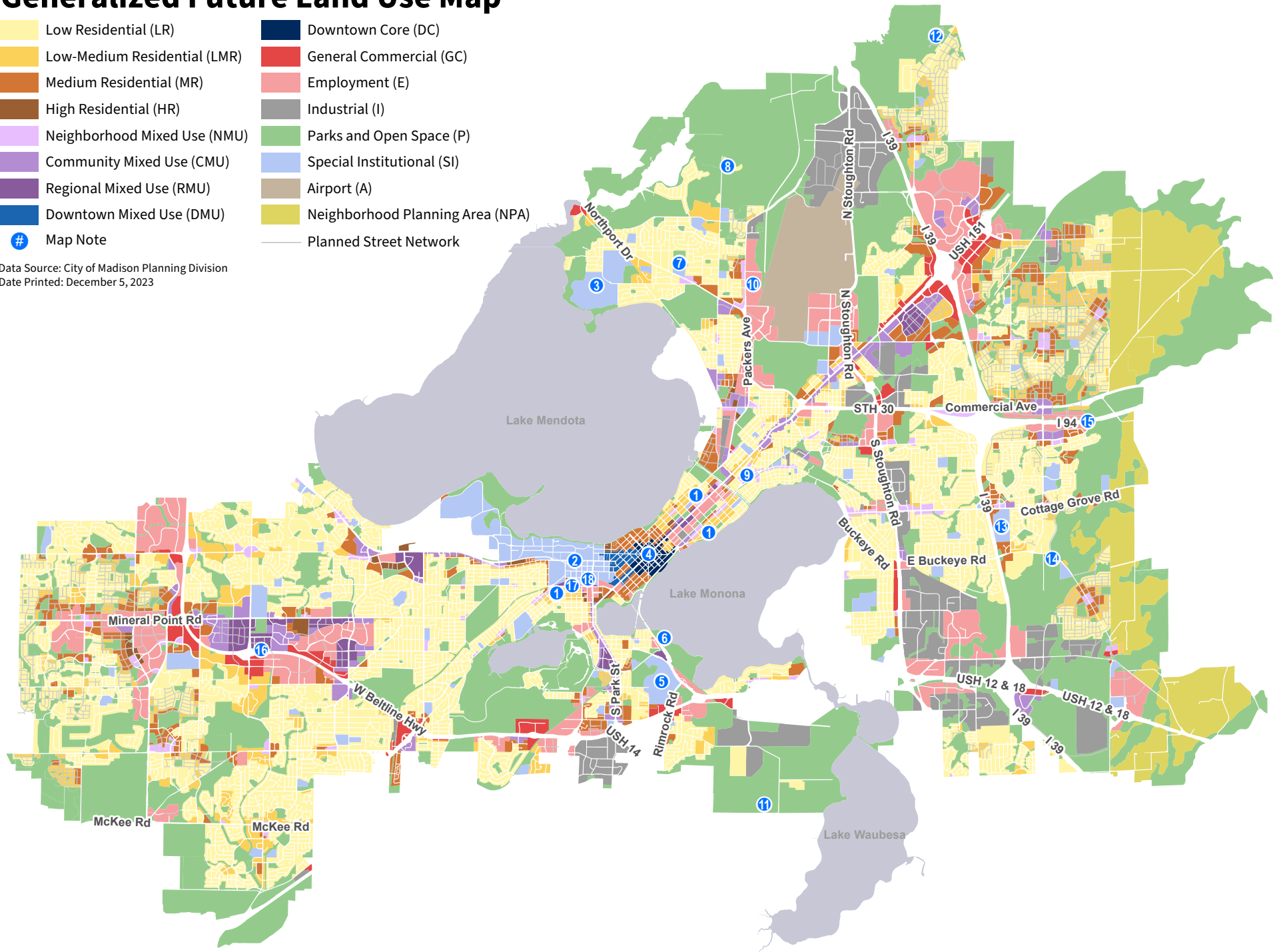
redevelopment proposals. However, they are not [zoning designations](#). Future discussions and decisions on zoning and redevelopment proposals should be focused on whether the proposed changes are consistent with the GFLU Map, the actions in this Plan, and the goals, strategies, and actions in the Comprehensive Plan.



# Generalized Future Land Use Map

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

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

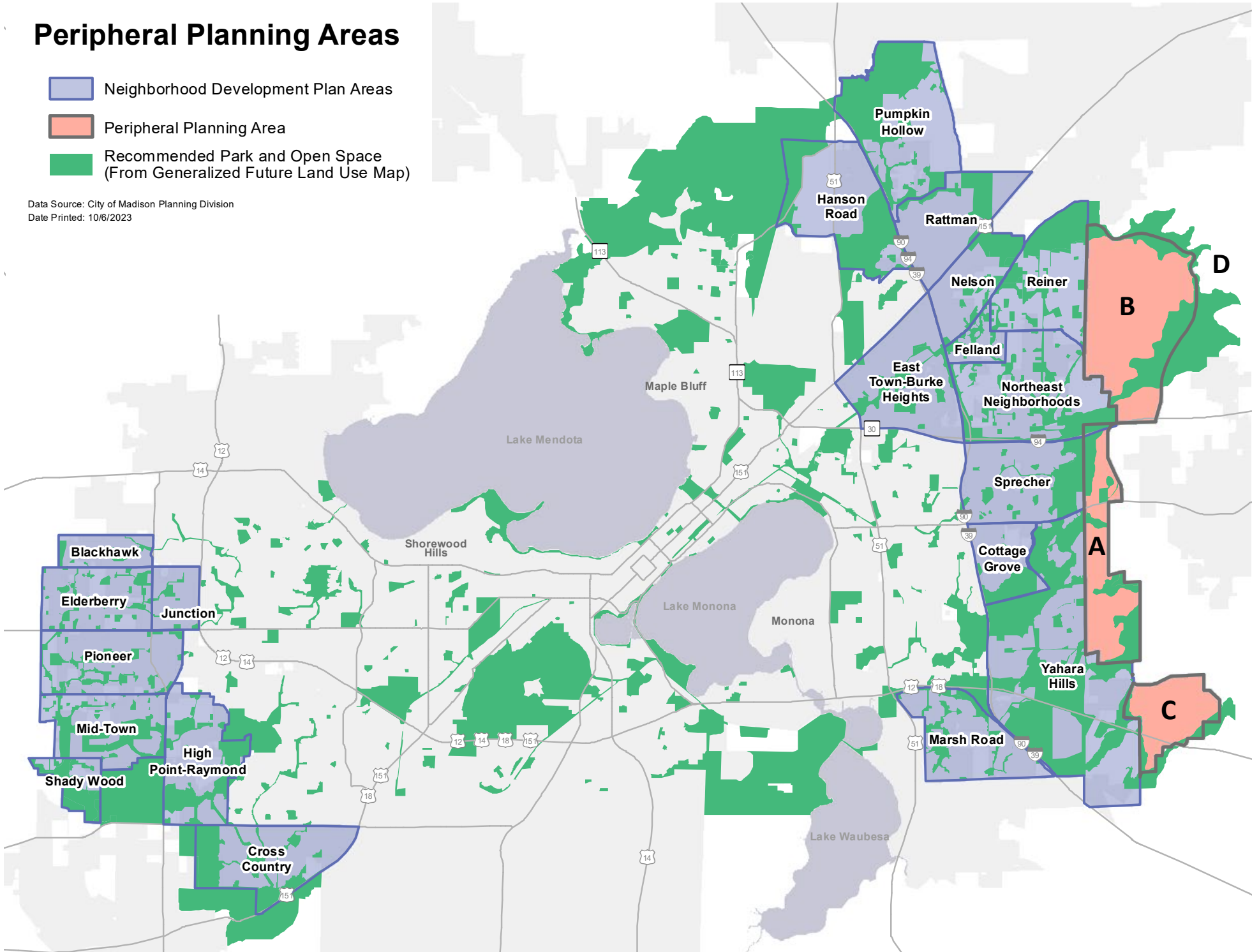


Please see pages 78 and 79 for maps of the city's historic districts.

# Peripheral Planning Areas

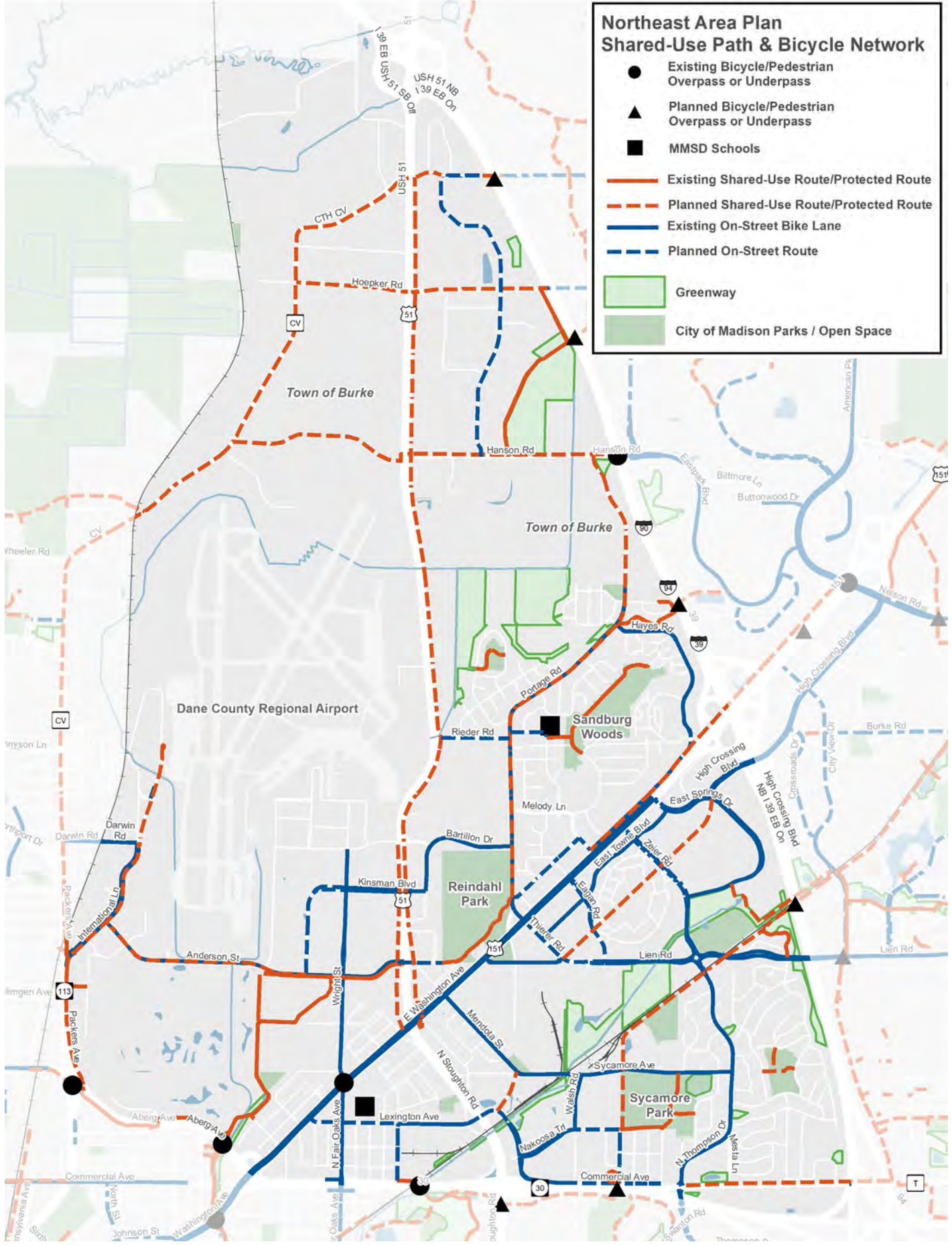
- Neighborhood Development Plan Areas
- Peripheral Planning Area
- Recommended Park and Open Space  
(From Generalized Future Land Use Map)

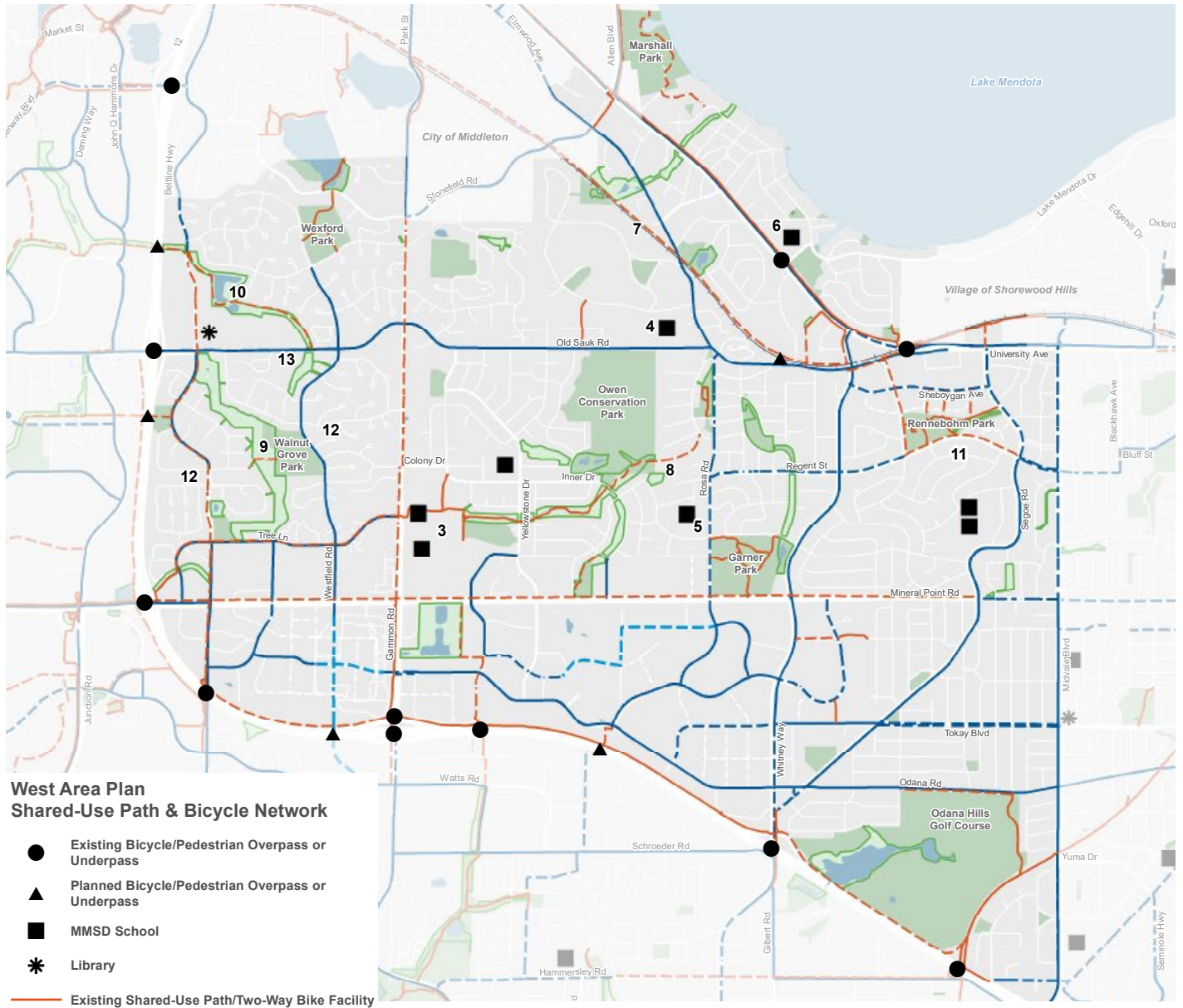
Data Source: City of Madison Planning Division  
Date Printed: 10/6/2023



### Northeast Area Plan Shared-Use Path & Bicycle Network

- Existing Bicycle/Pedestrian Overpass or Underpass
- ▲ Planned Bicycle/Pedestrian Overpass or Underpass
- MMSD Schools
- Existing Shared-Use Route/Protected Route
- - - Planned Shared-Use Route/Protected Route
- Existing On-Street Bike Lane
- - - Planned On-Street Route
- ▭ Greenway
- ▭ City of Madison Parks / Open Space





**West Area Plan  
Shared-Use Path & Bicycle Network**

- Existing Bicycle/Pedestrian Overpass or Underpass
- ▲ Planned Bicycle/Pedestrian Overpass or Underpass
- MMSD School
- \* Library
- Existing Shared-Use Path/Two-Way Bike Facility
- - - Planned Shared-Use Path/Two-Way Bike Facility
- Existing On-Street Route/Protected Bike Facility
- - - Planned On-Street Route/Protected Bike Facility
- - - Planned On-Street Route/Protected Bike Facility (planned roads)
- City of Madison Park
- Greenway

Note: See text the Transportation actions for numbered map notes.

**Actions  
Pedestrian and Bicycle Network**

1. Close gaps in the sidewalk network shown on the Sidewalk Network Map through the Safe Streets Madison Program, as streets are reconstructed, and as priority sidewalk additions can be constructed through state and federal grants (see priority sidewalk actions 4 b. and 5 c. below)
2. Implement the pedestrian and bicycle improvements shown on the Shared-Use Path and Bicycle Network Map. Further description is included below with the actions corresponding to the numbers on the map.
3. Vel Phillips Memorial High School and Ezekiel Gillespie Middle School
  - a. Study the addition of a left turn arrow from northbound N. Gammon Rd. into Tree Ln. to the traffic signal at the Tree-Gammon intersection.
  - b. Add a shared-use path along the east side of N. Gammon Rd. from Mineral Point Rd. to the City of Middleton. Starting at Tree Lane or Colony Drive, narrow Gammon Road to one lane of traffic in each direction with a center turn lane to reduce speeding, increase safety, and allow for construction of the shared-use path.

# Bicycle Facilities

## Off-Street Facilities

Existing

Planned

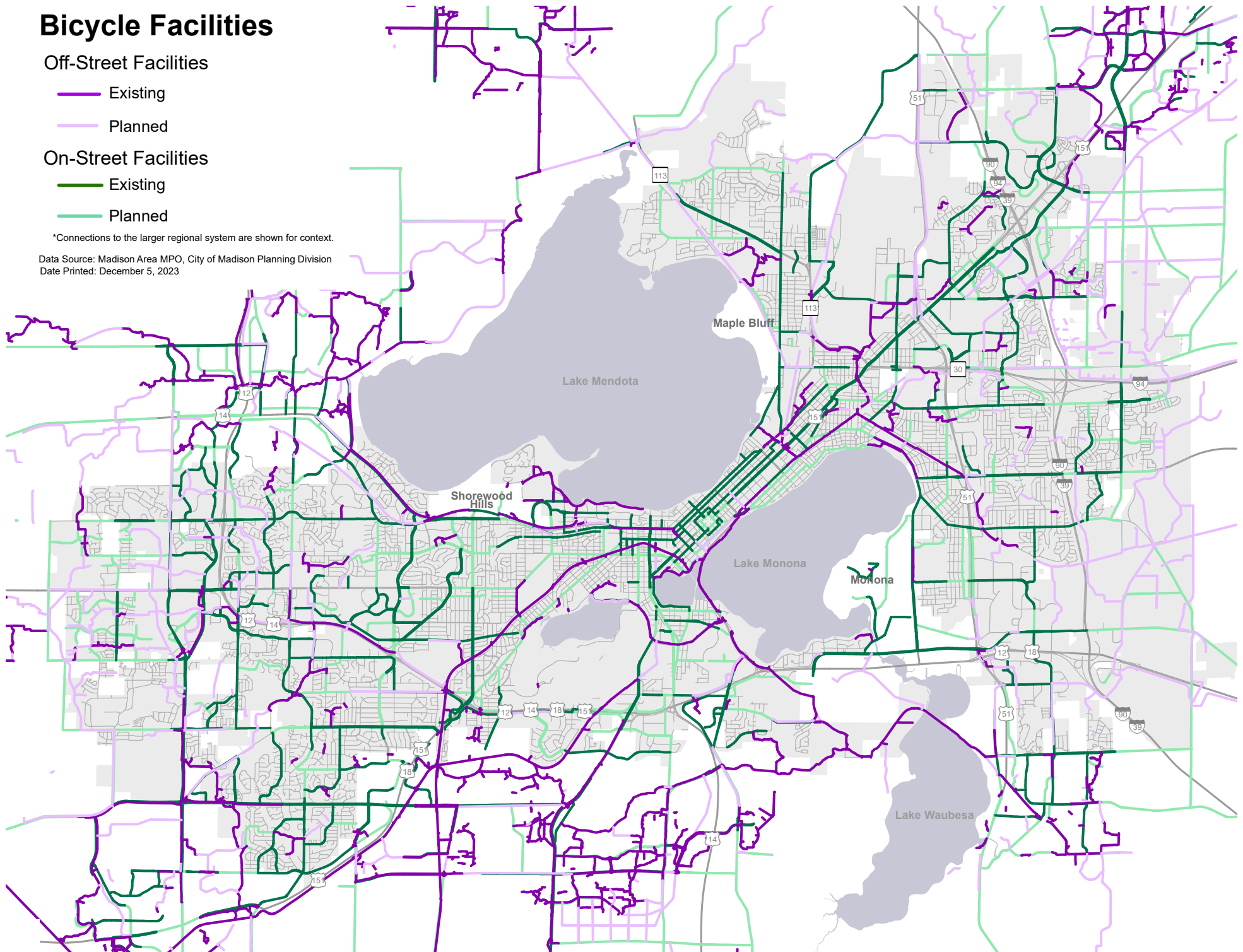
## On-Street Facilities

Existing

Planned

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

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



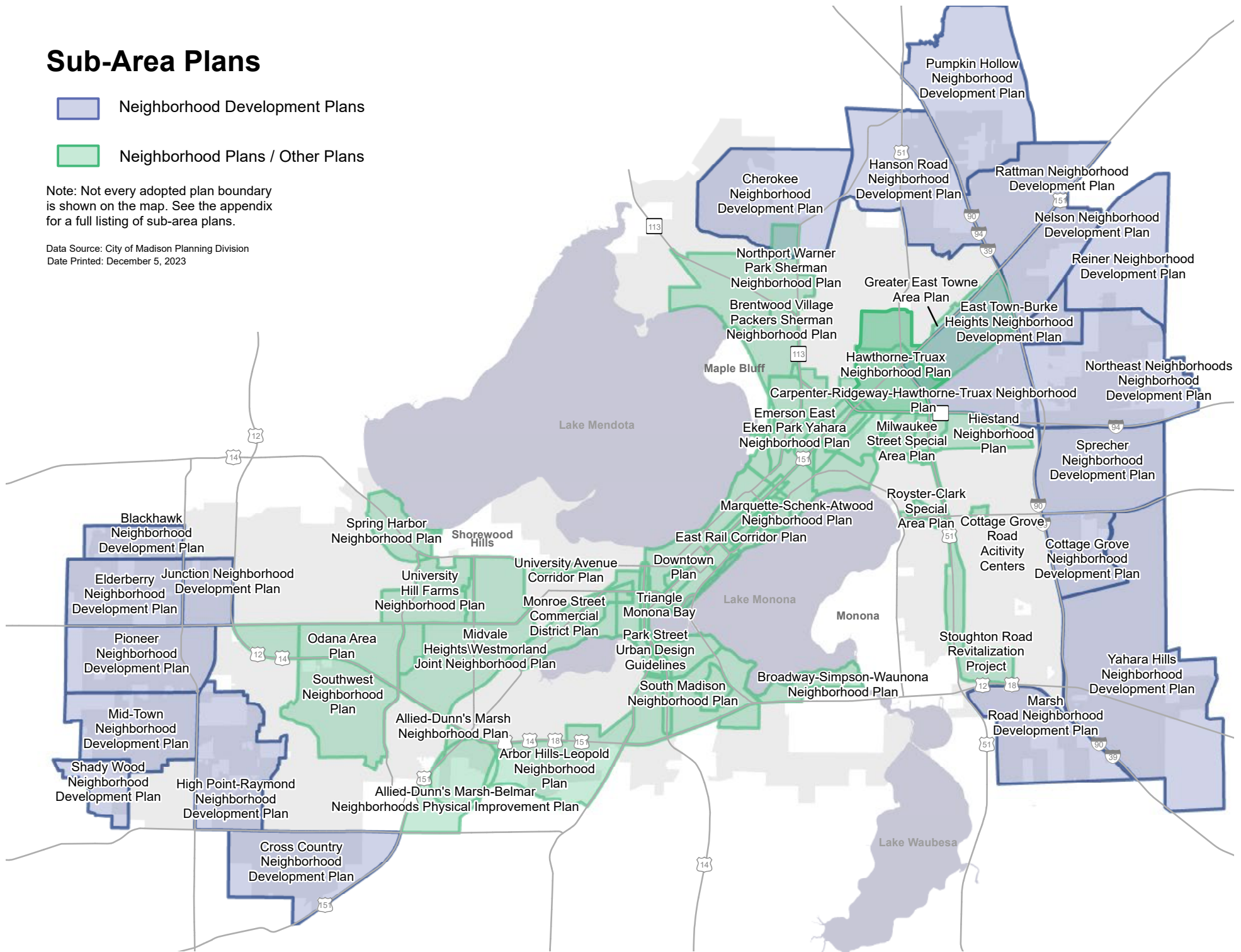


# Sub-Area Plans

- Neighborhood Development Plans
- Neighborhood Plans / Other Plans

Note: Not every adopted plan boundary is shown on the map. See the appendix for a full listing of sub-area plans.

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



- TNDs should exceed eight dwelling units per net acre, with the most intense development close to or within the neighborhood center, along major street corridors, or in close proximity to public facilities (community centers, libraries, schools, etc.).
- Dwelling units should include a mix of single-family detached dwellings on small and medium-sized lots, townhouses, duplexes, two flats, multifamily buildings, and dwellings in mixed-use buildings.
- Multifamily residential should contain a mixture of small units (efficiencies and one bedroom units), medium sized units, and larger units (with three or more bedrooms).
- TNDs 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. Mid-block pedestrian paths may be required if larger blocks are necessary due to topography or existing street patterns.
- A pattern of streets, sidewalks, bicycle facilities, and public transit facilities that maximizes the connectivity of land uses within the neighborhood and maximizes connectivity to areas outside the neighborhood.
- Connections to surrounding street networks should be made early in the development process.
- Streets should be relatively narrow and include on-street parking where possible.
- 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; 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.
- Any conditions, covenants, and restrictions for TND land division should include architectural standards for the property. These standards should be approved by the City and 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 and driveways should not dominate the front yard. Garages facing the front of the lot should be set back from the front façade of the principal building.
- The use of alleys for access to parking areas is preferred over front loaded driveways.
- Land use changes should occur at mid-block so that similar uses face each other.
- Multifamily buildings should have street entrances for all ground-floor units.
- Multifamily buildings, townhomes, commercial buildings, mixed-use buildings, and alley-loaded single-family and duplex residences should be set close to the street and have doors and windows facing the street.
- Front-loaded single-family and duplex homes may be set back further from the street, generally by enough distance to allow for a car to be left on the driveway without blocking the sidewalk (approximately 18-20 feet).
- The center of a TND should serve as a focal point for the TND and include as many of the following elements as possible: engaging public space, such as a pedestrian-oriented “main street,” square, green, or plaza; public buildings, such as a library, place of worship, or community center; a transit stop; multi-unit residential buildings or mixed-use buildings; and, depending on market conditions, neighborhood-scale retail uses.
- Two- to four-story mixed-use buildings and/or multifamily residential buildings should be included in TND centers.

## SUB-AREA PLANS AND THE COMPREHENSIVE PLAN

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

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

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

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

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

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

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

If an inconsistency is identified between this Plan and a reasonably contemporary sub-area plan, substantial weight should be given to the sub-area plan. Additionally, either the sub-area plan or this Plan should be amended to eliminate the inconsistency. In cases where a sub-area plan is determined by the Plan Commission or Common Council to be inconsistent with this Plan, either the sub-area plan should be revised to be consistent, or an amendment to this Plan should be adopted to remedy the conflict. Because amending this Plan is a substantial undertaking, the City may not immediately amend this Plan to reflect sub-area plans that have been newly adopted (or amended) as a

supplement to this Plan. Instead, it may aggregate GFLU amendments and other edits recommended by sub-area plans into a single, larger update. The City will still review proposals with respect to their compliance with sub-area plans that have been adopted as a supplement to this Plan even if such an update to this Plan has not yet been adopted.

## Adopted Sub-Area Plans

Over the years, the City of Madison has adopted numerous sub-area plans. These include neighborhood development plans for peripheral areas, neighborhood plans for already-developed areas, and other special area plans for corridors or small areas. Adopted plans are listed below by category, with dates reflecting the original adoption of the plans and subsequent amendments.

### Neighborhood Development Plans

The City has adopted 20 neighborhood development plans (NDPs) as of December 2023. These plans cover lands on the City's edge. Some of these NDPs, like Blackhawk, have experienced significant development over time, while others, such as Pumpkin Hollow, have seen little or no development. The intent of NDPs is to provide a detailed plan that addresses land use, transportation, utilities, and services. These plans often include large areas of undeveloped rural land. It is expected that over time new development will be constructed within approved NDP boundaries. However, some areas will potentially remain in rural/agricultural use for the foreseeable future. An alphabetical list of NDPs is shown below (see the Peripheral Planning Areas map on page 28 for NDP boundaries):

- Blackhawk (1994, 2006)
- Cottage Grove (1992, 2006)
- Cross Country (1993, 1998)
- East Towne Burke Heights (1987)
- Elderberry (2002, 2018)
- Felland (2002)
- Hanson Road (2000)
- High Point-Raymond (1997 2001, 2005, 2006, 2017)
- Junction (1990, 1992, 2015, 2018)
- Marsh Road (1999)
- Midtown (1999, 2001, 2004)
- Nelson (1992, 1993, 1999, 2001, 2005, 2009, 2017, 2019)

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

### Neighborhood Plans

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

- Allied-Dunn's Marsh (1990)
- Allied-Dunn's Marsh-Belmar (2005)
- Arbor Hills-Leopold (2013)
- Bassett Neighborhood Master Plan (1997)
- Bay Creek (1991)
- Brittingham-Vilas (1989)
- Brentwood Village-Packers-Sherman Village (1996)
- Broadway-Simpson-Waunona (1986)
- Carpenter-Hawthorne-Ridgeway-Sycamore-Truax (2001)
- Darbo-Worthington-Starkweather (2017)
- Emerson East-Eken Park (1998)
- Emerson-East-Eken Park-Yahara (2016)
- First Settlement Neighborhood Master Plan (1995)
- Greenbush (2008)
- Greenbush-Vilas Neighborhood Housing Revitalization (2010)
- Hawthorne-Truax (2023)
- Hiestad (2006)
- Hoyt Park Area (2014)
- Marquette Neighborhood Center Master Plan (2000)
- Marquette-Schenk-Atwood (1994)
- Midvale Heights-Westmorland Joint Neighborhood (2009)
- Mifflandia (2019)
- Northport-Warner Park-Sherman (2009)

- Royster Clark Redevelopment - BUILD (2009)
- Regent Street South Campus (2008)
- Ridgewood East Central Development (2002)
- Schenk-Atwood-Starkweather-Worthington Park (2000)
- South Madison (2005, 2022)
- Southwest (2008)
- Spring Harbor (2006)
- Tenney-Lapham (2008, 2014)
- Triangle Monona Bay (2019)
- University Hill Farms (2016)

### Other Plans

- Central Park (2011)
- Cherokee Special Area (2007)
- Cottage Grove Road Activity Centers (2017)
- Downtown Plan (2012)
- East Rail Corridor (2004)
- East Washington Gateway Revitalization - BUILD (2004)
- East Washington Avenue Capitol Gateway Corridor (2008, 2016, 2020, 2021)
- East Washington Old East Side Master Plan - BUILD (2000)
- Greater East Towne Area Plan (2022)
- Lamp House Block (2014)
- Milwaukee Street Special Area Plan (2018)
- Monroe Street Commercial District (2007)
- Odana Area Plan (2021)
- Oscar Mayer Special Area Plan (2020)
- Park Street Urban Design Guidelines (2004)
- Schenk-Atwood Neighborhood Business District Master Plan (2001)
- South Capitol Transit Oriented Development District (2014)
- Stoughton Road Revitalization (2008)
- University Avenue Corridor (2014)
- Williamson Street - BUILD (2005)
- Wingra Creek Market Study and Redevelopment - BUILD (2006)

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

### Sub-Area Plan Retirement

There is currently no process for retiring adopted city plans. This leads to some instances where staff must compare proposed projects to plans that have recommendations that have already been implemented or are out of step with more recently adopted policies and plans. The lack of a plan retirement process also leads to circumstances where there can be two, three, or four overlapping plans for the same area, leading to confusion by staff, policymakers, developers, and residents as to what plan recommendations govern. As the city continues to grow and change, plans that have largely been implemented, have been superseded by a more recently adopted plan for the same area, or no longer reflect current priorities, as determined by this Plan, the Plan Commission, and City Council, should be retired. While the age of a plan does tend to play a role, how much of the plan has been implemented and whether the plan reflects current city priorities are also factors, meaning that a broad-brush approach that retires plans due to some arbitrary age limit is inadequate. Some older plans still reflect the general priorities contained in this Plan and play an important role in establishing detailed recommendations for specific areas that may still be developed or redeveloped.

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

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

### Overlapping Sub-Area Plans

There are some instances where sub-area plans overlap. Where this occurs, the more recently adopted plan should govern unless otherwise specified within the plan or within a plan amendment. To avoid confusion and streamline review of proposed projects, plans developed after adoption of this Comprehensive Plan should include an analysis of previously adopted sub-area plans that are still in effect

for any part of the planning area. This should be followed by a statement about how the new plan does, or does not, impact the previously adopted plans. If the new sub-area plan largely replaces previous planning efforts for a given area, retirement of the previous plans for the area should be considered at the time the new plan is adopted.