



# INTRODUCTION

## *BACKGROUND INFORMATION*

THIS INTRODUCTION IS IN BOTH VOLUMES.



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## ***INTRODUCTION***

Early in the 20<sup>th</sup> century, Madison was a small city of a little more than 19,000 residents. Its neighbors, at some distance away, were small farming communities. The boundaries of the City were essentially those of an extended Isthmus. Over the years, plans and decisions about where and how the City would grow were being made in many different ways---by businesses seeking to create environments that would help their industries and enterprises grow and prosper; by the University of Wisconsin as it expanded; by real estate developers and builders responding to residents' desires for new and affordable housing; and by concerned citizens and community groups seeking to guide and shape the City's growth in ways that would enhance and maintain Madison's essential character.

Madison today is no longer a small, compact community insulated from its neighbors and the larger world. As Madison and other communities in Dane County have grown, the City has become the center of a much larger region. Many of the issues are the same---where to grow and how much, affordable housing, transportation for workers, how to enhance and maintain the City's essential character---but the environment in which the City functions today is considerably more complex, and the number and scale of the entities that affect the future of the City more numerous.



*Madison Skyline*

The plans, goals and visions of individual citizens, organizations, institutions and neighboring communities continue to influence the shape and direction of the City of Madison's future. But in contrast to a century ago, these visions and influences are guided through an ongoing process of community planning to identify issues, evaluate alternative courses of action, and reach decisions that will balance sometimes competing objectives and address the myriad concerns of its citizens. This planning activity occurs at the regional, municipal, neighborhood and sub-neighborhood level, and has produced a diverse array of plans and planning recommendations. This Comprehensive Plan provides an overall framework for coordinating the multiple levels of community planning, evaluating city-wide, neighborhood and special area plans against common goals and objectives, and aligning them to the greatest extent possible.



## ***ROLE AND PURPOSE OF THE PLAN***

The City of Madison Comprehensive Plan establishes an urban development strategy and policies to guide the future growth and development of the community over the next two decades. The Plan assesses existing conditions and trends, and provides recommendations for the use and development of land, the extension and improvement of transportation services and infrastructure, the development of community facilities, the expansion of the City's economic base, the provision of housing, and the protection of natural resources.

The Comprehensive Plan has a long-range perspective, and is a policy document that provides a coordinated approach to making many decisions regarding land use and the location of development, the extension of urban services and the placement of community facilities. As such, the Comprehensive Plan is one of the primary tools used by the Madison Plan Commission, the Common Council, and the City administration in making decisions that affect the future of the community.

The new Comprehensive Plan supplements and updates the City's existing citywide master plan elements, which have been developed over time, and which, in turn, provide the planning framework for more detailed special interest and special area plans that are also often adopted as elements of the City master plan. The City currently has more than 45 adopted elements of its master plan, including general and special transportation plans; more than thirty neighborhood and special area plans, including plans for established neighborhoods, new neighborhoods on the edge of the City, and plans such as Downtown 2000; special interest plans such as the Downtown Historic Preservation Plan and several corridor plans focused on design as well as land use issues. The Comprehensive Plan also will provide a framework and guidance for the City's five-year capital improvement program, and for preparing revised and updated land development regulations, such as the zoning code.

The focus of the Comprehensive Plan is primarily to establish relatively broad, long-term goals, objectives, policies and implementation recommendations that will provide the framework for ongoing community planning activities, and for the wide array of other adopted City planning documents whose detailed recommendations will expand upon and supplement the more-general recommendations in the Comprehensive Plan.

The Comprehensive Plan complies with the State of Wisconsin's new Comprehensive Planning law, also sometimes known as the "Smart Growth" law, which establishes certain requirements regarding the content and process for preparing and adopting the Plan, as described further below. The City of Madison received a Comprehensive Planning Grant from the State of Wisconsin to assist in the preparation of this Comprehensive Plan.

## ***LOCAL COMPREHENSIVE PLANNING GOALS***

Communities that receive a Comprehensive Planning Grant from the State of Wisconsin must describe how their comprehensive plans will achieve the following fourteen local comprehensive planning goals defined in Section 16.965, of the Wisconsin Statutes:

1. Promote the redevelopment of lands with existing infrastructure and public services and the maintenance and rehabilitation of existing residential, commercial, and industrial structures.
2. Encourage neighborhood designs that support a range of transportation choices.
3. Protect natural areas, including wetlands, wildlife habitats, lakes, woodlands, open spaces and groundwater resources.
4. Protect economically productive areas including farmland and forests.
5. Encourage land uses, densities and regulations that promote efficient development patterns and relatively low municipal, state governmental and utility costs.
6. Preserve cultural, historic and archaeological sites.
7. Encourage coordination and cooperation among nearby units of government.
8. Build community identity by revitalizing main streets and enforcing design standards.
9. Provide an adequate supply of affordable housing for individuals of all income levels throughout each community.
10. Provide adequate infrastructure and public services and an adequate supply of developable land to meet existing and future market demand for residential, commercial and industrial uses.
11. Promote the expansion or stabilization of the current economic base and the creation of a range of employment opportunities at the state, regional, and local levels.
12. Balance individual property rights with community interests and goals.
13. Plan and develop land uses that create or preserve varied and unique urban and rural communities.
14. Provide an integrated, efficient, and economical transportation system that affords mobility, convenience and safety and that meets the needs of all citizens, including transit-dependent and disabled citizens.



*City Center West*

Goals, objectives, policies and implementation recommendations to achieve the fourteen comprehensive planning goals are provided within the chapters of the Comprehensive Plan. Because the fourteen planning goals are closely inter-related, many of the goals are addressed in several of the Comprehensive Plan chapters.



## ***PLAN CONSISTENCY***

Wisconsin's Comprehensive Planning law (Wisconsin Statutes, Section 66.1001) requires that beginning on January 1, 2010, Madison's zoning and land subdivision regulations will need to be consistent with the City's adopted Comprehensive Plan.

Because the Comprehensive Plan covers such a large and diverse planning area, the mapped land use recommendations in the Comprehensive Plan are necessarily relatively general. In order to provide the more detailed recommendations needed to guide land development and private and public investment in a complex urban environment, the Comprehensive Plan specifically requires that substantive changes in land use must also be consistent with the recommendations of a more detailed, City-adopted neighborhood, neighborhood development, or special area plan. The recommendations of more-detailed City plans are also required to be consistent with the broader recommendations of this Comprehensive Plan. Additional information regarding the relationship between the Comprehensive Plan and adopted City of Madison neighborhood and special area plans is also presented in Volume II, Chapter 2-Land Use, Appendix 2-3.

## ***KEY THEMES AND RECOMMENDATIONS***

### ***KEY THEMES***

Early in the process of developing its new Comprehensive Plan, Madison's citizens were asked to comment on what they liked and disliked about the community, and to identify the planning-related themes that were of most concern to them. Based on this information and similar information gathered from City boards, commissions, committees and City staff, five key themes were identified that would provide a broad framework for the Comprehensive Plan's more detailed recommendations. These were:

- THE ROLE OF THE COMPREHENSIVE PLAN IN SHAPING THE FUTURE OF THE CITY

The Comprehensive Plan, in its broadest form, is a statement of what the community will strive to achieve and what the City hopes to become. The Comprehensive Plan will provide basic policies to guide the many other community-based planning activities that are an integral and essential component of Madison's character. The Plan will help to determine public investment priorities, be a more-general framework for the development of more-detailed neighborhood and special area plans and the specific regulations and standards that will be created to help guide public and private developments. The Comprehensive Plan must have the flexibility to address changing conditions and adapt to new situations that may not be anticipated today.



- MADISON’S RELATIONSHIP TO THE REGION, ITS INSTITUTIONS AND NEIGHBORHOODS

Madison is part of a dynamic and growing region, is the seat of State and County government, and has more than 100 very active neighborhood, business and community organizations. The continued economic, social and fiscal health of the City will depend on its success in working with other communities, institutions and local organizations to identify opportunities for alignment and coordination to address shared planning goals.

- ENHANCING MADISON’S UNIQUE QUALITIES

The City will enhance its unique qualities, including a legacy of civic involvement; educational, economic and cultural connections to the University of Wisconsin; a natural setting of scenic beauty and abundant natural resources; and a rich fabric of historic districts and established neighborhoods which help convey a sense of Madison’s history and reinforce a sense of place, identity and location.



*Martin Luther King Jr. Boulevard*

- PLANNING FOR FUTURE GROWTH, CONTINUITY AND CHANGE

Madison and the Dane County region are among the fastest growing communities in Wisconsin, and the communities are not just growing, but changing. Demographic shifts, increased diversity, technological advances, changing business practices and evolving lifestyles all will require corresponding changes in the way the multiple functions of the City are organized, designed and served. The Comprehensive Plan will seek to balance the need to accommodate growth and change with the desire to conserve and enhance the special qualities that make the City of Madison a great place to live, work, and play.

- LIVING WITHIN OUR RESOURCES

The City of Madison must grow in a sustainable manner to meet the needs of the present without compromising the ability of future generations to meet their own needs. The Comprehensive Plan will work to accomplish this through environmental stewardship; compact, mixed-use development; safe, convenient and efficient transportation facilities; and high-quality, cost-effective community services.

These themes are discussed in more detail in the “Key Themes for the Comprehensive Plan” paper, which is available from the Department of Planning and Development.



## ***KEY RECOMMENDATIONS***

The broad goals of the Comprehensive Plan were summarized in the Mayor's introduction to the Fall 2003 series of public meetings at the downtown Madison Civic Center. In his remarks, the Mayor emphasized his support for a Comprehensive Plan that will help the City to achieve compact growth integrated with transportation, housing options that meet the needs of a range of income levels, a mix of businesses that are committed to providing quality jobs with opportunities for advancement, preservation of environmental corridors and greenways, and a variety of parks and recreational activities for everyone.

Some of the key recommendations designed to help realize the goals of the Comprehensive Plan include:

- Balance redevelopment and infill development with the preservation of the unique character of Madison's existing neighborhoods, focusing on such issues as requiring that the size and scale of new development enhances and is compatible with the established and planned neighborhood character and density.
- Create neighborhoods that include compact, mixed-use development patterns; high quality architecture and urban design features; protection of significant natural areas and features and provision of high-quality recreational facilities; a highly-interconnected pattern of pedestrian and bicycle-oriented streets; and provision of mass transit service.
- Develop affordable housing and other support facilities and programs necessary to ensure that Madison remains a place of opportunity for individuals and families with a variety of income and personal resources.
- Develop Madison as a community where housing, employment, transportation, recreation and entertainment are accessible to persons with disabilities.
- Maintain and enhance Downtown Madison as the predominant community and regional center for government, employment, health care, educational, cultural, entertainment activities, and as a vibrant urban residential community characterized by diverse and engaging neighborhoods.



*Madison's Isthmus*



*Concerts on the Square*

- Preserve and enhance Madison’s unique beauty and character by implementing architectural, urban design and natural resource policies that will promote and protect a sustainable, high-quality built environment and preserve the area’s important natural resources and open spaces.
- Develop and maintain a coordinated and balanced transportation system that provides accessible, multi-modal travel opportunities, including automobile, public transit, pedestrian and bicycle choices within the community, and convenient highway, rail and air linkages to the region and beyond.
- Create new mixed-use, transit-oriented developments, and encourage appropriately-scaled mixed-use redevelopment and infill development, at strategic locations within the City identified in the Comprehensive Plan as one means of creating a more complete and engaging urban environment and reducing the reliance on automobile transportation.
- Maintain and strengthen a healthy regional economy that builds upon the Madison area’s high quality of life, highly-skilled work force, world class educational facilities and established enterprises in key employment sectors, including government, health care, services, technology-based businesses, and research and development.
- Generally, create a development pattern and service infrastructure that supports and encourages energy-efficient lifestyles and promotes long-term conservation of natural resources and the health of our environment. Encourage sustainable development by promoting urban infill and redevelopment, and high-performance green building.
- Help Madison residents live fulfilling lives by providing access to high quality housing and employment, a healthy natural environment, nutritious food, and clean air and water.



*Lake Monona Pedestrian and Bike Path*



*Orton Park Festival*



*Fishing on the Yahara River*



## ***PLAN STRUCTURE AND CONTENT***

### ***REQUIRED PLAN ELEMENTS***

Wisconsin's Comprehensive Planning law requires that all comprehensive plans contain at least all of the following elements, but communities are allowed flexibility in how the plan elements are organized and presented:

1. Issues and Opportunities
2. Housing
3. Transportation
4. Utilities and Community Facilities
5. Agricultural, Natural and Cultural Resources
6. Economic Development
7. Intergovernmental Cooperation
8. Land Use
9. Implementation





## **COMPREHENSIVE PLAN VOLUMES AND CHAPTERS**

The City of Madison Comprehensive Plan is presented in two volumes, with most of the background information contained in Volume I, and the discussion of planning issues, goals, objectives, policies and implementation recommendations presented in Volume II. This Introduction appears at the front of both volumes. The two volume format of the Comprehensive Plan encompasses the nine required elements and specific issues that must be addressed in all comprehensive plans, but provides a more usable planning document that better fits the City's planning needs, compared to using a strict "element" format. The two volumes of the Comprehensive Plan and their respective chapters are:

### VOLUME I

#### BACKGROUND INFORMATION

##### *Introduction*

1. Population and Demographics
2. Land Use
3. Transportation
4. Housing
5. Economic Development
6. Natural and Agricultural Resources
7. Parks and Open Space
8. Historic and Cultural Resources
9. Community Facilities
10. Utilities
11. Intergovernmental Cooperation

### VOLUME II

#### THE PLAN: ISSUES, GOALS, OBJECTIVES, POLICIES AND IMPLEMENTATION RECOMMENDATIONS

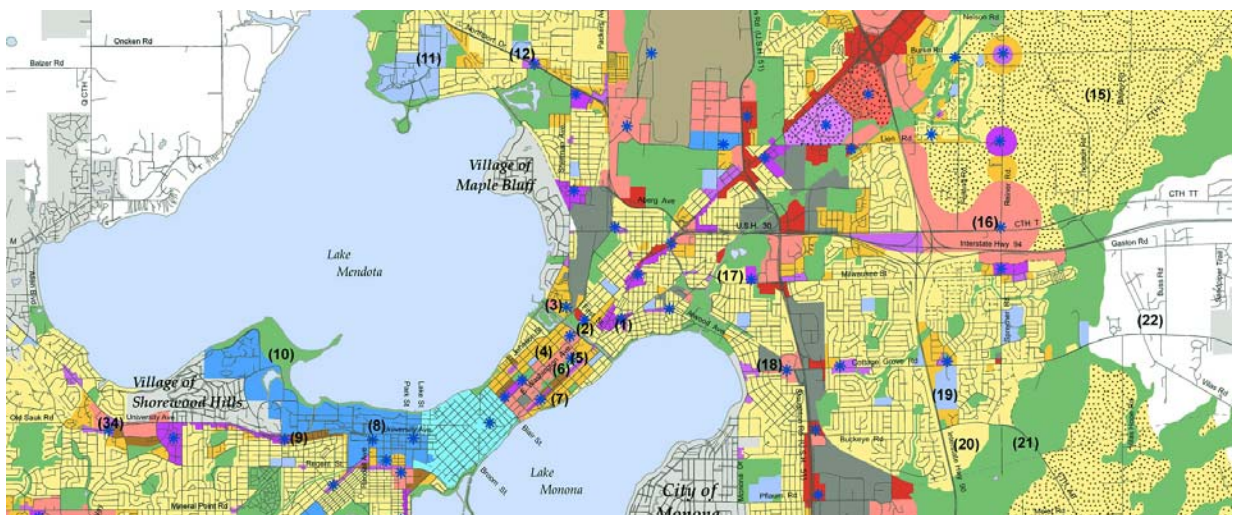
1. *Introduction*
2. Land Use
3. Transportation
4. Housing
5. Economic Development
6. Natural and Agricultural Resources
7. Parks and Open Space
8. Historic and Cultural Resources
9. Community Facilities
10. Utilities
11. Intergovernmental Cooperation

There is a high degree of interrelationship and considerable overlap between the issues and recommendations in the individual plan chapters. It is important that the Comprehensive Plan be considered as a whole since the recommendations in one chapter of the Plan may be expanded, strengthened or nuanced by the recommendations in another chapter. While specific plan recommendations sometimes appear to be in competition, the intent of the Comprehensive Plan is to establish a policy framework that balances these apparently competing objectives in order to maximize public benefit and best achieve the broad community goals expressed in the Plan.

## COMPREHENSIVE PLAN ADOPTION AND AMENDMENT PROCESS

In addition to prescribing certain elements that must be included in a Comprehensive Plan, Wisconsin's Comprehensive Planning law also establishes certain minimum requirements that a community must follow during the preparation, review and adoption of a Comprehensive Plan. These include a requirement that the governing body formally adopt written procedures for public participation in the planning process, and specific requirements regarding such matters as the distribution of the draft and final adopted Comprehensive Plan, the scheduling and notice of public hearings on the Plan, provision of opportunities for community review and comment on the Plan, and the required response to those comments. The Statutes provide that the Plan Commission must recommend adoption of the Comprehensive Plan to the Common Council by resolution; and the Common Council must adopt the Plan by ordinance. The legislation also requires that a Comprehensive Plan be periodically reviewed and updated not less than once every ten years. Consideration and adoption of future amendments and revisions to the Comprehensive Plan must follow essentially the same procedures as were followed in adopting the original plan.

In the case of land use, for example, the generalized land use and design recommendations presented and mapped in the Comprehensive Plan are supplemented by the more-detailed land use and design recommendations contained in the City's many adopted neighborhood, neighborhood development and special area plans. These other community plans are adopted separately from the Comprehensive Plan and their preparation will follow procedures determined by the City, rather than the State-required procedures established for a Comprehensive Plan.



*An excerpt from the Generalized Future Land Use Plan Map found in Volume II of the Comprehensive Plan.*

## ***ANNUAL COMPREHENSIVE PLAN REVIEW AND EVALUATION***

It is anticipated that the Comprehensive Plan will require major amendments relatively infrequently. However, community trends may change unexpectedly, and Comprehensive Plan recommendations based on information that is no longer current may need to be reviewed. The Comprehensive Plan and other adopted City plans are also required to be consistent with one another, and this may require periodic revisions to one or both types of plans. In order to ensure that the Comprehensive Plan remains a current and useful guide to community planning and development, it is recommended that the Plan be reviewed, evaluated and updated as required.

The Plan Commission will conduct an annual review and evaluation of the Comprehensive Plan, and will establish a general schedule and procedure for this review. This review may include a review of the background information contained in the Plan and/or the Plan's goals, objectives, policies and implementation recommendations – including mapped recommendations such as the Generalized Future Land Use Plan Maps. The annual review and evaluation should include a process for notifying the public and for soliciting comments and suggestions regarding the Comprehensive Plan.



*Newville Park*

As part of the annual review and evaluation, the Plan Commission may, if it chooses, recommend proposed amendments to the Comprehensive Plan for formal consideration by the Common Council. Any such proposed amendments will be reviewed and considered following the process and procedures required for preparation and adoption of a comprehensive plan; and if adopted, will be incorporated into a revised Comprehensive Plan document. While it is important that the Comprehensive Plan remain current, it is not intended that it be amended frequently just to make relatively minor, non-substantive changes. The Plan Commission may establish criteria to assist in the evaluation of proposed Comprehensive Plan amendments as required.

In general, it is recommended that amendments to the Comprehensive Plan be proposed or considered only during the established annual review and evaluation period, except as may be required from time-to-time to maintain consistency with other newly-adopted or amended City plans.



***COMPREHENSIVE PLAN AMENDMENT IN CONJUNCTION WITH THE ADOPTION OF MORE-DETAILED CITY PLANS***

As described above, and in the Land Use chapter of Volume II, the recommendations of the Comprehensive Plan are supplemented by the more-detailed recommendations of other adopted City plans; and the recommendations of these other adopted City plans must be consistent with the broader recommendations of the Comprehensive Plan. In the case of land use, the Comprehensive Plan also specifically requires that substantial changes in land use must be consistent with an adopted, more-detailed neighborhood plan, neighborhood development plan, or special area plan. The relatively broad recommended land use categories used in the Comprehensive Plan provide for considerable flexibility in making more-detailed land use and design recommendations, but there will be situations when a neighborhood or special area plan, or plan amendment, is proposed for adoption which includes recommendations that could not be considered consistent with the current adopted Comprehensive Plan.

Rather than adopt a City plan that is in conflict with another adopted City plan, it is recommended that the review process for the proposed new plan, or plan amendment, directly address any potential inconsistencies with the Comprehensive Plan. If there is determined to be an inconsistency, either the recommendation in the proposed new plan or plan amendment should be modified prior to its adoption to be consistent with the Comprehensive Plan; or an appropriate amendment to the Comprehensive Plan must be prepared and adopted at the same time as the new plan is adopted. In the latter case, the proposed amendment to the Comprehensive Plan would need to follow the same State-mandated review and adoption procedures required for any Comprehensive Plan amendment. If the potential conflict is not resolved prior to consideration of the new plan, or plan amendment, both alternatives (revision to the proposed neighborhood or special area plan, or amendment to the Comprehensive Plan) may be forwarded to the Plan Commission and Common Council for their recommendation and decision.

FINAL REPORT of the  
East Rail Corridor Plan Advisory Committee



January 2004

In cases where a proposed neighborhood or special area plan, or plan amendment, is not necessarily inconsistent with the current adopted Comprehensive Plan, but where a different Comprehensive Plan recommended land use designation would more accurately describe the intended uses at a particular location, consideration of a proposed amendment to the Comprehensive Plan to make this change may be deferred to the regular annual Comprehensive Plan review and evaluation process, rather than considering it at the same time as the neighborhood or special area plan.



This Comprehensive Plan also recommends that neighborhood and special area plans be reviewed and updated as needed to ensure that they reflect current community objectives and recommendations. It is not intended that neighborhood or special area plans be amended on an *ad hoc* basis to accommodate specific development proposals that would otherwise be inconsistent with the adopted plan---whether or not this would also require a corresponding amendment to the Comprehensive Plan.

## ***PREPARATION OF THE COMPREHENSIVE PLAN***

### ***PLANNING AREA***

The City of Madison is located in south-central Wisconsin, approximately 78 miles west of Milwaukee and 148 miles northwest of Chicago. Situated in the glaciated portion of Dane County, Madison lies between Lakes Mendota and Monona and among a series of smaller lakes. Madison was designated as the capital of the Wisconsin Territory in 1836. It became a village in 1843, and received a city charter in 1856. As Madison grew and developed into a governmental and educational center, people were drawn to the City to live, work, and visit, due to the availability of jobs, commercial markets and business opportunities; the educational and cultural resources; and the area's renowned natural beauty.

Madison is home to the central offices of most State agencies and the largest campus of the University of Wisconsin System. The City of Madison is the second largest municipality in Wisconsin, with an estimated population on January 1, 2005, of 221,731 (Wisconsin Department of Administration). State agencies and the University of Wisconsin, along with City, County and Federal government agencies, employ about one-quarter of the Madison and Dane County area work force. Total employment in trade and service industries is increasing relative to the other sectors. This diverse employment base helps Madison and Dane County maintain an unemployment rate that is consistently the lowest in the State.

The planning area covered by the City of Madison Comprehensive Plan includes the current City of Madison, plus identified or potential long-term City growth areas---including lands at the edges of the urban area where the City has adopted Neighborhood Development Plans to guide the future development of new neighborhoods, and Peripheral Planning Areas where the City has yet to determine its long-term interests, but where future City expansion into at least portions of these areas remains a possibility at this time. In January 2005, the City of Madison comprised about 76 square miles. The total planning area, including the Neighborhood Development Plan areas and the Peripheral Planning Areas, encompasses more than 121 square miles.

## ***PUBLIC PARTICIPATION***

Actively involving community stakeholders and the public in developing Madison's Comprehensive Plan was an important City goal, consistent with the community's long history of public participation in planning activities. Public participation helps to ensure that the resulting Comprehensive Plan accurately reflects the vision, goals, and values of the community.

### ***Public Participation Strategy and Procedures***

Wisconsin's Comprehensive Planning legislation [Wisconsin Statutes, Section 66.1001(4)(a)] specifically required that the Madison Common Council adopt written procedures designed to foster public participation—including open discussion, communication programs, information services and public meetings for which advance notice has been provided—at every stage in the preparation of the City's Comprehensive Plan. The written procedures must provide for wide distribution of the Plan, an opportunity for the public to submit written comments, and provisions for City response to such comments.



*A Downtown Planning Session  
for the Comprehensive Plan*

The Comprehensive Plan *Public Participation Strategy and Procedures*, adopted by the Common Council in April 2002, established the major goals of the strategy and a matrix of specific activities and techniques designed to provide a variety of participation opportunities for every audience group at every stage of the planning process. Over fifty activities were identified and reviewed as possible public participation methods, with a special emphasis placed on finding ways to encourage involvement by groups within the community that are often underrepresented in planning processes. The actual range of tasks utilized during the development of the Comprehensive Plan was selected based on time and budgetary constraints, and experience gained during the planning process about the relative effectiveness of various techniques. Additional details are provided in the adopted *Public Participation Strategy and Procedures* document, which is found at the end of this chapter as Appendix I-4. Public participation procedures for future amendments to the Comprehensive Plan will be developed as part of the City's Plan amendment process.

## **Major Comprehensive Plan Public Participation Activities and Events**

Major public participation activities and events that occurred during the development of the Comprehensive Plan included:

### **Comprehensive Plan Web Page**

The percentage of Madison homes connected to the Internet is one of the highest in the nation, and a Comprehensive Plan web page was set up in early 2002 to share information and obtain input throughout the planning process. The Comprehensive Plan web page is located at [www.madisonplan.org](http://www.madisonplan.org). The site includes a description of the Comprehensive Plan and the process for developing it; background information; draft chapters of the Comprehensive Plan for review and comment by the public; a schedule of upcoming events; and information about ways the public can become involved in the planning process.

### **Fall 2002 Public Meetings - Background Information and Issues Identification**

The public phase of the Comprehensive Planning process began with a kickoff meeting held October 28, 2002 at the Madison Civic Center. The primary purposes of the meeting, attended by about 150 citizens, were to introduce and explain the essential characteristics of a comprehensive plan, present background information on Madison's existing plans and planning activities, and describe key trends that will affect Madison and Dane County in the future. The open house format meeting included informational displays and featured short talks by the Mayor and City staff. The meeting also provided opportunities to comment about what was especially valued about Madison and what should be improved, and to offer suggestions regarding Madison's future. This was the first step in identification of the key issues that should be addressed in the Comprehensive Plan.

The kickoff meeting was followed by a series of local open house meetings with similar formats held at eight locations throughout the community. The local meetings were designed to provide residents with an atmosphere where they felt comfortable providing their input regarding a vision for the City's future and implementation ideas. A list of meeting dates and locations for the local open houses is provided in Appendix I-3.



*Open House Meeting*



## **Fall 2003 Public Meetings – Issues Validation, Priorities and Alternatives Exploration**

In Fall 2003, the City held a series of three public meetings to validate the issues that had been identified during the Fall 2002 meetings, and begin to determine which were the most important to address in the Comprehensive Plan. The meetings included a presentation on the issues that had been identified to date during the planning process, informational displays, and an interactive component where participants were asked to review and rate the community's success at achieving goals, objectives and policies based on issues identified at the Fall 2002 meetings or in current adopted City plans. Participants were also asked to rank the relative importance of these goals, objectives and policies. The intent of the exercise was to identify issues which Madison citizens felt were important, but not being effectively addressed, as focus areas for developing the Comprehensive Plan recommendations. Meeting dates and locations are listed in Appendix I-3.

## **Comprehensive Plan Mail Survey**

In the Fall and Winter of 2003, Real World Research, Inc., worked with City staff to develop a mail survey that explored the opinions and preferences of Madison residents regarding a variety of Comprehensive Plan issues and topics. The random sample survey was important to ensure that input was received from residents who might not participate at public meetings, and who might have different perceptions regarding planning issues, objectives and priorities. The survey was mailed to a random sample of 1,248 residents and had an excellent return rate of 42 percent. The mail survey included over-sampling for minority population groups to ensure meaningful representation.

The survey questions were designed to generate thoughts and ideas on the difficult trade-offs that the Comprehensive Plan addresses. Some examples of the tradeoffs explored included: 1) deciding whether or not to add a small grocery store to a neighborhood, an asset which would provide convenient access to food and other items but at the same time would generate additional traffic and noise in the neighborhood; or 2) deciding whether to purchase a home with a large yard that is not near a park or to purchase a home with a small yard that is within walking distance of a neighborhood park. Results of the survey can be found in a report titled, *Madison Comprehensive Plan Citizen Survey: Analysis and Report*, which is on file with the City of Madison Department of Planning and Development.



### Discussion Kits

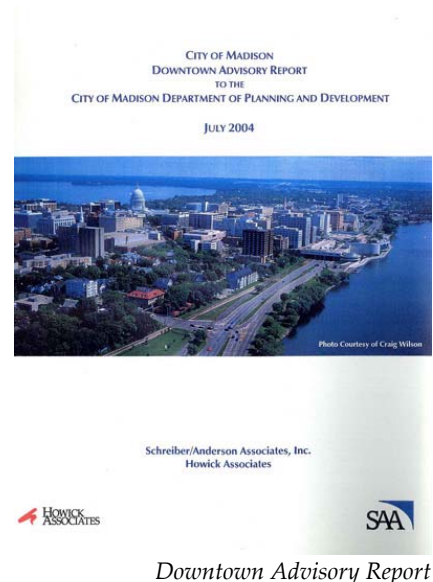
During the Spring of 2004, the City worked with Real World Research to develop a series of discussion kits for use by community groups and organizations that wanted to host a discussion on important questions that the Comprehensive Plan should address. Each kit focused on a different planning issue, using alternative scenarios or viewpoints to encourage discussion of the critical “trade-off” choices facing Madison in its planning for future growth and development. The kits were designed to foster 60-90 minute discussions for groups of between 8 and 12 persons. Summaries of the discussions and conclusions reached were reported back to Real World Research, and were used along with other inputs to develop the Comprehensive Plan recommendations. Summary reports from the discussion kit meetings are on file with the Department of Planning and Development.

### Spring 2004 - Special Downtown Planning Process

During March through May 2004, a consultant team of Schreiber/Anderson Associates, Inc. and Howick Associates worked with City staff to conduct a special planning process to begin to develop downtown area recommendations for the Comprehensive Plan. This process was not intended to develop a detailed “downtown plan” at that time, but rather to prepare an advisory document which identified key downtown planning issues, and provided a basis for the preliminary, relatively-broad recommendations that would be included in the Comprehensive Plan. These recommendations will also provide a starting point for subsequent preparation of the more detailed downtown plan that is a specific recommendation of the Comprehensive Plan.

The downtown advisory planning process included a review and analysis of 12 existing adopted plans and key planning documents that apply to the downtown area, and a series of public meetings, workshops, and focus groups to identify a future direction for the downtown and gather public input regarding key issues the Comprehensive Plan needed to address. Over 200 people with a variety of interests and backgrounds attended these meetings and shared their concerns, comments and ideas.

The July 2004, *Downtown Advisory Report to the City of Madison Department of Planning and Development* was an important tool used to develop the downtown recommendations for the Comprehensive Plan. The *Downtown Advisory Report* is on file with the Department of Planning and Development.





## **Summer 2005 - Discussion Draft Comprehensive Plan Public Review and Comment**

The Discussion Draft of the Comprehensive Plan was released for community review at a May 2005 roll-out presentation at the Monona Terrace Community and Convention Center. The complete Draft Plan was posted on the Comprehensive Plan web page and copies were placed in all Madison Public Library branches. The Draft Plan was available to members of the public in both print and Compact Disk format, upon request. Although not required for a discussion draft, copies of the Draft Plan were sent to all adjacent and overlapping units of government, and to others designated in Wisconsin Statutes to receive the final adopted Comprehensive Plan. Neighborhood, community and business organizations, and citizens who had signed up to be on the notification list were advised of the availability of the Draft Plan via mail, email, the Comprehensive Plan list serve, and through posters, flyers, and media advertising and notices.

Following the roll-out presentation, seven additional public meetings were held throughout the City to provide an opportunity to learn about, ask questions, and offer comments on the Draft Plan. Meeting dates and locations are listed in Appendix I-3. Additional opportunities for the public to submit comments on the Draft Plan were provided by mail, email, and through an interactive comment form on the Comprehensive Plan web page. Information on ways to comment on the Draft Plan was provided on the web page, through the media, at public meetings, and packaged with each copy of the Plan. The Draft Comprehensive Plan was also scheduled for informal discussion at key City boards, commissions and committees, who were encouraged to provide comments on the draft. All of the comments received were compiled, together with a staff response, for review by the Madison Plan Commission as it considered potential revisions to the Discussion Draft at a series of special work session meetings held during August through mid-October 2005.

## **Fall 2005 - Final Draft Comprehensive Plan Public Review and Plan Adoption**

The revised Public Hearing Draft of the City of Madison Comprehensive Plan was released for public review and discussion at the end of October 2005. An ordinance adopting the Comprehensive Plan was introduced to the Common Council for referral to the appropriate City boards, commissions and committees, and a public hearing at the Common Council was scheduled for December 13, 2005. Distribution of the Public Hearing Draft Plan and notification of the Draft Plan's availability followed essentially the same process used for the May 2005 Discussion Draft, and similar opportunities for public comment on the Draft Plan were again provided.

During November, the Public Hearing Draft of the Comprehensive Plan was scheduled for formal consideration by eight City boards, commissions and committees: the Housing Committee, Park Commission, Transit and Parking Commission, Economic Development Commission, Urban Design Commission, Long Range Transportation Planning Commission, Board of Estimates, and Pedestrian/Bicycle/Motor Vehicle Commission. Each recommended approval of the Draft Plan, in some cases also recommending specific revisions to the Draft. All of the comments on the Draft Plan received from the public and the reviewing agencies, including specific recommended revisions, were compiled and a response to each was prepared by City staff for consideration by the Plan Commission and Common Council. The compiled comments and staff response were also posted on the Comprehensive Plan web page.

On December 5, 2005, the Madison Plan Commission reviewed all of the comments and recommended revisions to the Public Hearing Draft Plan, and passed a resolution recommending adoption of the October 2005 Draft Comprehensive Plan with revisions specified in the Plan Commission minutes. On December 13, 2005, the Madison Common Council conducted the scheduled public hearing on the Draft Plan. Following the public testimony, the Plan was referred back to the Park Commission and Plan Commission for their recommendations in response to concerns expressed at the hearing. On January 9, 2006, the Plan Commission considered the recommendation of the Park Commission and passed a substitute resolution, ID 02692, recommending adoption of the October 2005 Draft Comprehensive Plan with additional revisions as specified in the Plan Commission minutes for the meetings of December 5, 2005, and January 9, 2006.

On January 17, 2006, the Madison Common Council adopted Substitute Ordinance ID 02207, adopting and confirming the City of Madison Comprehensive Plan, with additional revisions as specified in the Plan Commission minutes for the December 5, 2005, and January 9, 2006, meetings.



*4<sup>th</sup> Ward Loft Interior Courtyards*



## ***APPENDIX I-1***

### ***GLOSSARY OF TERMS***

The glossary of terms is provided to help the reader understand technical planning terms whose meaning is not familiar to most readers of the Comprehensive Plan. The following terms are defined to assist the reader in better understanding the existing conditions, goals, objectives, policies and implementation recommendations of the Comprehensive Plan.

**Activity center:** An intensively developed area that is the visual and/or functional center of a neighborhood(s) or a district. Activity centers are typically comprised of high intensity land uses including: residential, commercial, employment, civic, institutional, parks and open space or any combination thereof.

**Americans with Disabilities Act (ADA):** The Americans with Disabilities Act, Public Law 336 of the 101st Congress, was enacted July 26, 1990. The ADA prohibits discrimination and ensures equal opportunity for persons with disabilities in employment, State and local government services, public accommodations, commercial facilities, and transportation.

**Alternative transportation:** Forms of travel that are different than traveling by automobile, including walking; bicycling; and use of transit vehicles such as buses, streetcars, light rail and commuter rail.

**Best management practices (BMPs):** BMPs minimize the impact of development and other land use activities on the natural environment, such as reducing stormwater, through the use of rain gardens and other infiltration devices and practices.

**Bicycle facility linkages:** Facilities that allow bicyclists to move between destinations and access various land uses. Examples include an on-street bicycle lane or a separate bicycle path.

**Build-to-lines:** The maximum building setback from a front yard street property line. Buildings, or a specified portion of a front building facade, must be set no farther back than the build-to line. (See Objective 68 in Volume II, Land Use chapter, for detailed discussions about build-to-lines.)

**Bulb-outs:** A paved area usually located at a street intersection that extends from the sidewalk out into the street to narrow the effective street width and shorten the distance a pedestrian must walk to cross the street.



**Compact urban development patterns:** A development pattern characterized by neighborhoods where a mix of residential and non-residential land uses are located in close proximity to each other, and lot sizes and block lengths that are generally smaller and shorter than conventional development; thereby creating a built environment conducive to travel by car, walking, transit or bicycling. Also defined as new development located in close proximity to existing development.

**Fenestration:** The openings (e.g. windows and doors) that form part of a building facade.

**Fixed-route accessible bus service:** A bus service that is operated along a prescribed route according to a set schedule, which includes providing designated public transportation service by public and private entities.

**Focal Point:** A building, structure, open space or other feature that naturally draws the eye and provides an aesthetically pleasing view. Focal points are often located at the termination of a street or streets, in plazas, and squares, and in neighborhood or district activity centers.

**Functional classification of roadways:** Streets and highways serve two separate and conflicting functions, one to carry traffic, and the other to provide access to abutting property (land use). The more traffic a road carries, the greater the difficulty in accessing property directly from the road. But, as the number and density of access points along the road increases, safety is compromised and speed limits need to be lowered, reducing the traffic carrying capacity of the street or highway. Streets and highways are classified by function, and range from roadways with the sole purpose of carrying traffic to roadways that primarily provide access to property. Following is a generally accepted classification and functional characterization of highways and streets:

**Principal arterial:** A street or highway designed and given preference to carry traffic, but also providing access to abutting property. Cross traffic is accommodated at at-grade, signalized intersections for streets with high traffic levels, and at at-grade intersections without signals, for streets with moderate or low traffic levels. If intersections do not have signals, through traffic flow on the principal arterial is given preference.

**Freeway:** A fully access-controlled highway designed for high-speed travel with the sole purpose of facilitating non-stop traffic flow without obstruction from cross traffic. Access is not provided to abutting property, and access is only provided to other streets or highways at grade-separated interchanges. Freeways are a design type of principal arterials.



**Expressway:** A partially access-controlled highway designed for high-speed travel for the sole purpose of facilitating traffic flow with minimal obstruction from adequately spaced cross traffic. No access is provided to abutting property and access is provided to other streets or highways at grade-separated interchanges for streets with high traffic levels, at at-grade, signalized intersections for streets with moderate traffic levels, and at at-grade intersections without signals for streets with low traffic levels. Expressways are a design type of principal arterials.

**Minor arterial:** A street or highway designed to both carry traffic and provide access to abutting property. Cross traffic is accommodated at at-grade intersections without signals for streets with low traffic levels. The primary purpose of the minor arterial is to serve moderate length neighborhood trips and to channel traffic from collectors and local streets to principal arterials or expressways.

**Collector:** A street or highway designed to carry traffic and provide access to abutting property. Cross traffic is accommodated at at-grade intersections with local streets. No signals are provided. The primary purpose of the collector is to serve short length neighborhood trips and to channel traffic from local streets and abutting properties to minor arterials and principal arterials.

**Local street:** A street or rural road designed to provide access to abutting property and only incidentally channel traffic short distances to collectors or minor arterials.

**Green Building:** The United States Environmental Protection Agency defines green buildings 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.”

**Groundwater recharge:** The natural process of infiltration and percolation of rainwater from land areas or streams through permeable soils into water-holding rocks.

**Impervious surface:** A surface through which water cannot penetrate, such as roof, road, sidewalk, or paved parking lot – the amount of impervious surface increases with development and results in the need for drainage facilities to carry the increased run-off.

**Infill development:** Development or redevelopment of vacant land that has been skipped-over in otherwise built-up areas.

**Infiltration:** The downward movement of water from the surface of the land to the subsoil.



**Intercity bus service:** Bus transit service between communities, such as between Madison and Milwaukee.

**Jurisdictional transfers:** A change in the ownership and maintenance/improvement responsibilities of a roadway facility, such as a State trunk highway becoming a County trunk highway, or a County road becoming a local City street.

**Landmark:** An individual structure or group of structures on a single lot, a site, an area, a district, or combination thereof, having a special historical, architectural, cultural, or aesthetic value.

**Land use pattern:** A description of the physical arrangement of different land uses; created either by natural features, buildings, agriculture, recreational facilities, roads, etc., or a combination thereof.

**Madison Area Metropolitan Planning Organization (MPO):** The Madison Area Metropolitan Planning Organization (Madison Area MPO) is the designated policy body responsible for cooperative, comprehensive regional transportation planning and decision making for the Madison Metropolitan Planning Area.

**Midwest Regional Rail Initiative (MWRRI):** The Midwest Regional Rail Initiative (MWRRI) is a cooperative, multi-agency effort to provide new high-speed passenger rail service that began in 1996 and involves nine Midwest states (Indiana, Illinois, Iowa, Michigan, Minnesota, Missouri, Nebraska, Ohio, and Wisconsin) as well as the Federal Railroad Administration. The Midwest Regional Rail System (MWRRS) Plan elements include: Use of 3,000 miles of existing rail right-of-way to connect rural and urban areas; operation of a hub and spoke passenger rail system; and, introduction of modern, high-speed trains operating at speeds up to 110 mph.

**Mixed-use activity centers:** The development of a tract of land or building or structure with two or more different uses such as, but not limited to, residential, office, retail, public or entertainment, in a compact urban form. More specific definitions of “mixed-use” may be included in City plans.

**Multi-use trails:** Transportation trails that allow use by all forms of non-motorized transportation, such as bicycles, pedestrians and in-line-skaters.

**New Urbanism:** The process of reintegrating the components of modern life--housing, workplace, shopping, and recreation--into compact, pedestrian-friendly, mixed-use neighborhoods linked by transit and set in a larger regional open space framework.



**Official map:** A map indicating the location, width and extent of existing and proposed streets, highways, parkways, parks and other open spaces, adopted by any unit of government enabled to do so by state law.

**Open space:** Open land that does not include any structural development; includes natural areas, wetlands, and open water, wildlife habitats, areas of managed production of resources such as farmlands and grazing areas, open areas requiring special management or regulation to protect the public health and safety, and outdoor recreation areas.

**Paratransit services:** Flexible transportation services operated publicly or privately and using small or intermediate size vehicles. This can include taxis, services for elderly and disabled, airport limousines and others.

**Pedestrian scale:** A combination of development features that people find comfortable; created by elements such as the size and design of buildings, the relationship between building height and street width, streetscape features such as trees, decorative lighting, or benches, and outdoor spaces.

**Pedestrian-oriented development:** A kind of urban form and land development pattern that is conducive to access and circulation on foot, rather than, or in addition to, by automobile or transit.

**Planned unit development (PUD):** A zoning tool that provides a voluntary regulatory framework designed to encourage and promote improved environmental and aesthetic design in the City of Madison by allowing greater freedom, imagination and flexibility in the development of land while ensuring substantial compliance to the basic intent of the Zoning Code and adopted City plans.

**Quality of life:** Those aspects of the economic, social and physical environment that make a community a desirable place to live or to do business. Quality of life factors include such considerations as climate, natural features, the quality of local schools and higher education opportunities, housing availability and cost, employment opportunities, medical facilities, cultural and recreational amenities, and public services.

**Regional travel demand forecasting model:** A transportation planning tool that forecasts the amount of future traffic using a region's streets and transit system – based on land use, demographic, vehicle ownership, fuel cost, parking cost and transportation mode preference information.

**Regulatory provisions:** A rule or order prescribed for managing government. Examples related to community development include zoning ordinances and land subdivision ordinances.



**Smart Growth:** Planning, regulatory, and development practices and techniques founded upon and promoting the following principles: (1) use land resources more efficiently through compact building forms, infill development, and moderation in street and parking standards in order to lessen land consumption and preserve natural resources; (2) support the location of stores, offices, residences, schools, recreational spaces, and other public facilities within walking distance of each other in compact neighborhoods that are designed to provide alternate opportunities for easier movement and interaction; (3) provide a variety of housing choices so that the young and old, single persons and families, and those of varying economic ability may find places to live; (4) supporting walking, cycling, and transit as attractive alternatives to driving; providing alternative routes that disperse rather than concentrate, traffic congestion; and lowering traffic speeds in neighborhoods; (5) connecting infrastructure and development decisions to minimize future costs by creating neighborhoods where more people use existing services and facilities, and by integrating development and land use with transit routes and stations; and (6) improving the development review process and development standards so that developers are encouraged to apply the principles stated above.

Smart Growth is also popularly used to refer to Wisconsin's new Comprehensive Planning law, although the term is not found in the legislation.

**Sustainability:** Meeting today's needs without compromising the ability of future generations to meet their own needs. A sustainable development is a development whose patterns of production and consumption can be reproduced indefinitely without doing irreparable damage to essential natural ecosystems. Sustainable development is achieved through adhering to the triple bottom line: environment, economy and social equity.

**Traffic calming:** An approach and technique designed to reduce the adverse impacts of motor vehicles on built-up areas. Usually involves reducing vehicle speeds, providing more space for pedestrians and bicyclists. An example of a traffic calming technique is a round-about or traffic circle along an through street to discourage speeding.

**Transit-oriented development (TOD):** A mixed-use area within walking distance to a transit stop. Transit-oriented developments mix residential, retail, office, and public uses in a walkable environment, making it convenient for residents and employees to travel by transit, bicycle, foot or car. (See Objective 68 and the Special Overlay Designation section of Volume II, Land Use chapter, for detailed discussions about Transit-Oriented Development.)

**Trip generation:** The total number of trips arriving and leaving a particular destination, including walking trips, vehicle trips and transit trips.



## ***APPENDIX I-2***

### ***CITY OF MADISON COMPREHENSIVE PLAN REFERENCE DOCUMENTS***

Numerous documents were used as reference material during the preparation of the City of Madison Comprehensive Plan. Some text in the Comprehensive Plan (Volumes I and II) is based on text found in one or more of the reference documents listed below:

#### ***City of Madison and Regional Plans and Reports***

Bicycle Transportation Plan for the Madison Urban Area and Dane County (2000)  
Building a Green Capital City: A Blueprint for Madison's Sustainable Design and Energy Future (2005)  
Enhancing the Madison Advantage – A 3-Year Economic Development Plan (1983)  
A Land Use Plan for the City of Madison (1988)  
Growing a Stronger Community with Community Gardens: An Action Plan for Madison (1999)  
Madison Comprehensive Plan Citizen Survey: Analysis and Report (2004)  
Madison, Wisconsin: The Healthy City Model for a Forward Economy (2004)  
Objectives and Policies for the City of Madison (1985)  
City of Madison Park and Open Space Plan (2000)  
Pedestrian Transportation Plan for Madison, Wisconsin (1997)  
Preserving Community Gardens in a Growing Community: A Report on the Community Gardens Planning Process in Madison, Wisconsin (2000)  
City of Madison Peripheral Area Development Plan (1990)  
Public Art Framework and Field Guide for Madison, Wisconsin (2002)  
Dane County Regional Trends (1990-2004)  
Dane County and Community Data 1970-2000, DCRPC (September 2002)  
Dane County Water Quality Plan - Summary Plan (2004)  
Transport 2020: Alternatives Analysis for the Dane County/Greater Madison Metropolitan Area (adopted by Madison Common Council January 2003)  
Vision 2020 Dane County Land Use and Transportation Plan (1997)

#### ***City of Madison Neighborhood Plans and Special Area Plan and Reports:***

Allied-Dunn's Marsh Neighborhood Plan (2002)  
Bay Creek Neighborhood Plan (1991)  
Bassett Neighborhood Master Plan (1997)  
Blackhawk Neighborhood Development Plan (1994)  
Brayton Lot Design and Development Framework (2001)  
Brentwood Village-Packers-Sherman Neighborhood Plan (1996)



Broadway-Simpson-Waunona Neighborhood Plan (1986)  
Brittingham-Vilas Neighborhood Plan (1989)  
Carpenter-Hawthorn-Ridgeway- Sycamore-Truax Neighborhood Plan (2001)  
City of Madison Downtown Advisory Report (2004)  
Cottage Grove Neighborhood Development Plan (1992)  
Cross Country Neighborhood Development Plan (1993)  
Design Guidelines and Criteria for Preservation: Williamson Street 600-1100 Blocks Plan  
[Williamson Street BUILD Phase 2] (2005)  
Downtown 2000 (1998) Downtown Historic Preservation Plan (1998)  
East Rail Corridor Plan (2004)  
East Towne-Burke Heights Neighborhood Development Plan (1987)  
East Washington Avenue Old East Side Master Plan [BUILD Phase 1] (2001)  
East Washington Avenue Gateway Revitalization Plan [BUILD Phase 2] (2003)  
Elderberry Neighborhood Development Plan (2002)  
Emerson-East-Eken Park Neighborhood Plan (1998)  
Felland Neighborhood Development Plan (2002)  
The First Settlement Neighborhood Master Plan (1995)  
Fourth District-Old Market Place Neighborhood Plan Strategy (1983)  
Hanson Road Neighborhood Development Plan (2000)  
High Point-Raymond Neighborhood Development Plan (1997)  
Isthmus 2020 Committee Report (1998)  
Junction Neighborhood Development Plan (1990)  
Marsh Road Neighborhood Development Plan (1999)  
Marquette Schenk-Atwood Neighborhood Plan (1994)  
Marquette Neighborhood Center Master Plan [Williamson Street BUILD Phase 1] (2001)  
Midtown Neighborhood Development Plan (1999)  
Nelson Neighborhood Development Plan (1992)  
Northport-Warner Park Neighborhood Plan (1992)  
Park Street Revitalization: Possibilities to Reality (2001)  
Pioneer Neighborhood Development Plan (2004)  
Rattman Neighborhood Development Plan (1992)  
Schenk-Atwood Business District Master Plan (2001)  
Schenk-Atwood-Starkweather-Worthington Park Neighborhood Plan (2000)  
South Madison Neighborhood Plan (2005)  
Sprecher Neighborhood Development Plan (1998)  
State Street Strategic Plan (1999)  
Tenney-Lapham/Old Market Place Neighborhood Plan (1995)  
Wingra Market Study and Conceptual Redevelopment Plan Summary Report (Draft 2005)  
Yahara River Parkway & Environs Master Plan (1998)



**Plans from Other Communities Outside the Region**

Anchorage (Alaska) 2020: Anchorage Bowl Comprehensive Plan (2001)  
The Boulder (Colorado) Valley Comprehensive Plan (2001)  
The Town of Cary (North Carolina) Land Use Plan (1996)  
City Plan: Fort Collins, Colorado Comprehensive Plan (1997)  
Confluence: The La Crosse (Wisconsin) Comprehensive Plan (December 2002) URS  
The Denton Plan: The Comprehensive Plan of the City of Denton (Texas) 1999-2020 (2000)  
Getting to Smart Growth: 100 Policies for Implementation (Smart Growth Network) (2002)  
Green Bay (Wisconsin) Smart Growth 2020, URS (2003)  
Greensboro (North Carolina) Connections 2025 Comprehensive Plan (2003)  
Legacy: A Development Guide for the New Century in Winston-Salem and Forsyth County  
(North Carolina) (2001)  
Lincoln (Nebraska) and Lancaster County Comprehensive Plan, 2025 (2002)  
City of Olathe, Kansas, Traditional Neighborhood Design Manual (1998)  
The City of Orlando, Florida Growth Management Plan (2002)  
The Raleigh (North Carolina) Comprehensive Plan: Vision 2020 Raleigh's Focus on the Future  
(1998)  
The City of Raleigh, North Carolina, Urban Design Guidelines for Mixed-Use Neighborhood  
and Village Centers (2002)  
Sarasota (Florida) 2050, Resource Management Area System Comprehensive Plan Amendment  
RMA-1 (2002)  
A Plan for Managing Growth 2004-2024, Seattle's Comprehensive Plan, Toward a Sustainable  
Seattle (January 2005)

**Other Sources and References**

Arendt, Randall, *Crossroads, Hamlet, Village, Town: Design Characteristics of Traditional  
Neighborhoods, Old and New*. Planning Advisory Service Report Number 487/488, American  
Planning Association, 1999  
Bohl, Charles, *Place Making: Developing Town Centers, Main Streets, and Urban Villages*.  
Washington, D.C.: ULI-the Urban Land Institute, 2002  
*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  
Calthorpe, Peter, *The Next American Metropolis*. New York: Princeton Architectural Press, 1993  
Dittmar, Hank & Ohland, Gloria, Editors, *The New Transit Town: Best Practices in Transit-  
Oriented Development*. Washington, Covelo, London, Island Press, 2004  
Duany Plater-Zyberk & Co. *The Lexicon of the New Urbanism*. 2002  
Ewing, Reid, *Best Development Practices*. Chicago, IL & Washington, D.C.: Planners Press,  
American Planning Association, 1996



- Gause, Jo Allen, Editor, *Great Planned Communities*. Washington, D.C.: ULI-the Urban Land Institute, 2001
- Hedman, Richard, Jaszewski, Andrew, *Fundamentals of Urban Design*. Washington D.C., Chicago, IL. Planners Press, American Planners Association, 1984
- Kaiser, Edward J., Godschalk, David R., Chapin, F. Stuart, *Urban Land Use Planning, Fourth Addition*, Urbana and Chicago, University of Illinois Press, 1995
- Moughtin, Cliff, *Urban Design: Street and Square*. Jordan Hill, Oxford OX2 8DP, Butterworth Architecture: An imprint of Butterworth-Heinemann Ltd, Lincare House, 1992
- Nelessen, Anton, *Visions for a New American Dream*. Chicago, IL & Washington D.C.: Planners Press, American Planners Association, 1994
- Porter, Douglas, R., *Making Smart Growth Work*. Washington, D.C.: ULI-the Urban Land Institute, 2002
- Urban Design Associates, *The Urban Design Handbook: Techniques and Working Methods*. New York and London, W.W. Norton and Company, 2003
- Schmitz, Adrienne, et al. *The New Shape of Suburbia: Trends in Residential Development*. Washington, D.C.: ULI-the Urban Land Institute, 2003
- Urban Land Institute, ULI Development Handbook Series, *Mixed-Use Handbook, Second Addition*. Washington, D.C.: ULI-the Urban Land Institute, 2003
- Urban Land Institute, *Transforming Suburban Business Districts*. Washington, D.C.: ULI-the Urban Land Institute, 2001



## **APPENDIX I-3**

### **PUBLIC MEETINGS HELD DURING THE COMPREHENSIVE PLANNING PROCESS**

#### **FALL 2002 PUBLIC MEETINGS**

October 28 <sup>th</sup>	Madison Civic Center (Kickoff Meeting)	211 State Street
November 4 <sup>th</sup>	Madison Labor Temple	1602 S. Park Street
November 7 <sup>th</sup>	Warner Park Community Center	1625 Northport Drive
November 11 <sup>th</sup>	Jefferson Middle School	101 S. Gammon Road
November 11 <sup>th</sup>	Toki Middle School	5606 Russett Road
November 14 <sup>th</sup>	Madison Civic Center	211 State Street
November 14 <sup>th</sup>	Kennedy Elementary School	221 Meadowlark Drive
November 14 <sup>th</sup>	Olbrich Garden Center	3330 Atwood Avenue
November 21 <sup>st</sup>	Midvale Elementary School	502 Caromar Drive

#### **FALL 2003 PUBLIC MEETINGS**

November 12 <sup>th</sup>	Madison Civic Center	211 State Street
November 13 <sup>th</sup>	Olbrich Garden Center	3330 Atwood Avenue
November 19 <sup>th</sup>	Jefferson Middle School	101 S. Gammon Road

#### **SPRING 2004 DOWNTOWN PLANNING PUBLIC MEETINGS**

March 24 <sup>th</sup>	Madison Civic Center (Kickoff Meeting)	211 State Street
March 30 <sup>th</sup>	Madison Civic Center (2 Theme Workshops)	211 State Street
March 31 <sup>st</sup>	Madison Civic Center (3 Theme Workshops)	211 State Street

#### **SUMMER 2005 PUBLIC MEETINGS**

May 26 <sup>th</sup>	Monona Terrace (Roll-out Meeting)	1 John Nolen Drive
June 2 <sup>nd</sup>	Dean Clinic East	1821 S. Stoughton Road
June 9 <sup>th</sup>	Catholic Multicultural Center	1821 S. Beld Street
June 14 <sup>th</sup>	Alicia Ashman Branch Library	733 N. High Point Road
June 15 <sup>th</sup>	Warner Park Recreation Center	1625 Northport Drive
June 22 <sup>nd</sup>	MG&E Innovation Center	510 Charmany Drive
June 23 <sup>rd</sup>	Sequoia Branch Library	513 S. Midvale Blvd
June 28 <sup>th</sup>	Madison Central Library	201 W. Mifflin Street



## ***APPENDIX I-4***

### ***CITY OF MADISON COMPREHENSIVE PLAN***

#### ***PUBLIC PARTICIPATION STRATEGY AND PROCEDURES ADOPTED APRIL 9, 2002***

In 2001, the City of Madison was awarded a Comprehensive Planning Grant from the Wisconsin Department of Administration to develop a comprehensive plan that complies with Wisconsin's new "Smart Growth" planning law. A key State-required component is actively involving community stakeholders as the comprehensive plan is being developed. This is also the City's goal and is consistent with the City's long history of public participation in planning activities. Public participation will help to ensure that the resulting comprehensive plan accurately reflects the vision, goals, and values of the community.

Section 66.1001(4)(a) of Wisconsin Statutes specifically requires the Madison Common Council to adopt written procedures designed to foster public participation—including open discussion, communication programs, information services and public meetings for which advance notice has been provided—at every stage in the preparation of the comprehensive plan. The written procedures must provide for wide distribution of the comprehensive plan, an opportunity for the public to submit written comments on the plan, and provisions for City response to such comments.

#### ***APPROACH***

The City has prepared a preliminary list of public participation activities designed to foster public participation throughout every stage of the comprehensive planning process. That list is attached in a document entitled "Public Participation Strategy Matrix." This matrix describes the City's overall public involvement strategy. The matrix lists over fifty tasks that the City may consider to actively involve the public. The actual range of tasks that will be completed may be adjusted based on time constraints, budgetary constraints, and experience gained through the planning process.

There are five stages and three audience groups described in the matrix. The major stages of the planning process include Stage I—Education and Background, Stage II—Issues and Opportunities, Stage III—Alternatives Analysis, Stage IV—Recommendations and Refinement, and Stage V—Adoption and Implementation. The public audiences from which input will be sought include (A) community-wide audiences; (B) audiences with interests or residences in specific geographic areas; and (C) audiences with interests in one of the required plan elements



such as land use, housing, or transportation. Each task is further classified by the level of City time or budget resources expected for successful completion of the task.

To assist staff in implementing the public participation strategy, the City is preparing a more detailed description of each of the tasks identified in the Strategy Matrix. This includes additional information on the expected work effort, anticipated start and completion dates, desired outcomes and products, methods of soliciting public involvement, and key contacts. As the planning process progresses, these task descriptions will be updated with additional information on task logistics, costs, and actual outcomes.

## ***MAJOR GOALS OF THE PUBLIC PARTICIPATION STRATEGY***

The City's Comprehensive Plan public participation strategy embodies the following goals:

- Include a variety of input opportunities for every audience group at every stage of the process.
- Provide opportunities for people to participate “a little” or “a lot” in the process, while assuring that one or a few individuals or interest groups do not dominate the process.
- Meet both the letter and spirit of Wisconsin's Smart Growth legislation.
- Recognize that ongoing public involvement is essential to create an innovative plan, yet one that can be implemented.
- Use existing planning, neighborhood, and committee frameworks as a foundation for the comprehensive planning process.
- Engage media and educational institutions to increase public input opportunities and leverage City resources.
- Inform and work with other governments and institutions with an interest in planning for the Madison area.
- Recognize that the goals expressed above must be balanced with the need to complete a comprehensive plan within a set budget and timeframe.

## ***General Techniques to Involve the Public***

The attached Public Participation Strategy Matrix includes what initially appears to be a daunting number of tasks. First, it should be noted that the City may choose to not complete all tasks. Second, the various tasks actually fall into a more manageable group of eight general techniques, many of which may be carried out throughout the process, which is expected to last about thirty months. These general techniques include:

1. **Policy Advisory Committee**: The Policy Advisory Committee will discuss and shape policy decisions at each stage of the planning process. All of its meetings will be open public meetings; some may involve the seeking of public input. Input from City commissions and



committees with responsibilities covering each of the comprehensive plan elements is also included in the strategy matrix. It is recommended that the Policy Advisory Committee be the City Plan Commission. Common Council members will be invited to all Policy Advisory Committee meetings.

2. Media Partnerships: The strategy matrix proposes the formation of active partnerships with local print, radio, and television media to share information and obtain broader public input. These efforts may include “electronic town meetings” and presentation and review of plan alternatives through the print media. A specific Media Coordination Function is identified to lead this effort.
3. Educational Partnerships: The strategy matrix suggests partnerships with educational institutions including Madison Public Schools, Madison Area Technical College and UW-Madison. These partnerships should be used both to seek youth and college student perspectives on planning issues and recruitment to assist in getting input from others, such as through student workshops.
4. Use of Internet: The percentage of Madison homes connected to the Internet is one of the highest in the nation. The City will make creative use of a special comprehensive plan project site on its Web page to share information and obtain input throughout the planning process.
5. Community-wide Events: The strategy matrix proposes two major community-wide “check-in” meetings over the planning process. Each would help relay, understand, and refine input obtained through other tasks, and provide opportunities for media coverage.
6. Geographic Sector Meetings: In order to provide participation opportunities that can also focus on issues that may be specific to different areas of the City, it is proposed that eight to ten geographic sectors be established based on groupings of Aldermanic Districts. Three rounds of meetings in each of these grouped Aldermanic District sectors are recommended as part of the planning process. Compared to community-wide meetings, geographic sector meetings would provide more intimate settings for input on residents’ visions, preferred futures, and implementation ideas.
7. Intergovernmental and Community Institution Meetings: The participation strategy includes efforts to work with other governmental units and major community institutions with an interest in planning for the Madison area.
8. Element-specific Working Groups: Madison is fortunate to have among its residents a deep pool of expertise on a variety of relevant planning issues. The recommended Element-specific Working Group component of the strategy would tap that expertise as needed to explore new ideas and find better ways to implement old ones.

*Techniques to Involve Underrepresented Groups*

The City will place a high priority on encouraging broader involvement by groups that are typically underrepresented in planning processes. These groups include lower income residents, children, the elderly, persons with physical limitations, businesses and business groups, and individual residents not affiliated with any particular organization or cause. Efforts that may be used to encourage such involvement include:

- Providing meeting locations that are easily accessible by a variety of transportation means to serve the needs of bus riders, bike riders and pedestrians as well as automobile users, and including the availability of transportation in event meeting notices and advertising.
- Making accommodations for people with sight, hearing, or mobility impairments.
- Providing and advertising the availability of childcare at public involvement events.
- Providing and advertising the availability of food and refreshments at meetings.
- Seeking meeting facilitators that represent the diversity of the community.
- Assuring that advertising for planning events includes placement in media whose primary audience includes minority populations and underrepresented groups.
- Exploring special accommodations to reach non-English speaking residents.
- Seeking sponsors associated with underrepresented groups.
- Including specific youth participation opportunities.



*Madison Planning Meeting*



**Opportunities for Comments/Responses on the Draft Comprehensive Plan**

This section addresses statutory requirements to provide wide distribution of the Comprehensive Plan, opportunities for written public comments, and an approach to respond to such comments.

The City will provide copies of draft plan materials through its Web page, in the City's public libraries, to adjacent and overlapping governments as required by statutes, and to members of the participating public. The City may charge for public copies an amount equal to the costs of time and materials to produce such copies.

Public comments will be solicited and responded to at every stage of comprehensive plan creation and alternative exploration. Written comments on the Comprehensive Plan may be:

- Mailed to: City of Madison Department of Planning & Development  
Planning Unit  
215 Martin Luther King, Jr. Blvd  
P.O. Box 2985  
Madison, WI 53701-2985
- Faxed to: Department of Planning & Development at 267-8739, or
- E-mailed to: A special address that will be established on the City of Madison Web page (<http://www.ci.madison.wi.us/>) once the comprehensive planning project site is established.

The City will respond to written comments via mail, e-mail, fax, telephone, meeting, and/or through consideration of appropriate changes to the Comprehensive Plan.

***FUTURE ADJUSTMENTS TO PUBLIC PARTICIPATION STRATEGY AND PROCEDURES***

This Public Participation Strategy and Procedures document, and the associated Public Participation Strategy Matrix, may be adjusted and revised during the comprehensive planning process. The most current version of these documents will be available for viewing on the comprehensive planning project site on the City's Web page, once that site is established.



***ATTACHMENT B***

***ESTIMATED COSTS FOR THE PUBLIC PARTICIPATION PLAN***

The Public Participation Plan for the City of Madison Comprehensive Plan proposes to use a combination of existing City staff resources and contracted consultant services to carry out the tasks described in the Public Participation Strategy and Procedures document and summarized in the Public Participation Strategy Matrix. Preliminary estimated costs for those tasks recommended to be provided primarily through contracted services are:

Web site development and maintenance	\$25,000
Public survey preparation and administration	\$25,000
Coordinated media outreach function	\$25,000
Scheduling and coordinating community meetings	\$10,000
Special activities with the Madison Metropolitan School District, UW, Channel 12, etc.	\$10,000
	_____
	\$95,000

These preliminary estimates will be refined as more detailed specifications and scopes of services are prepared for individual task elements. The estimated cost allocations for contracted consultant services to support public participation activities also reflect other anticipated expenditures during the preparation of the Comprehensive Plan and the total amount of additional funding expected to be available for plan preparation.