NEIGHBORHOODS AND HOUSING

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

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

INTRODUCTION

Neighborhoods are the basic building block of the city. Housing is a basic need, providing shelter from the elements, a source of stability and investment, an economic driver, and contributor to the fabric of complete neighborhoods. This plan seeks to strengthen Madison's neighborhoods and existing housing while recognizing that the community is constantly evolving, new neighborhoods are emerging, and new housing options are needed.

Madison's neighborhoods differ depending on their layout, housing mix, and accompanying features. Madison's central core has many established, compact, mixed-use neighborhoods constructed before World War II. However, during the latter half of the 20th century, many of Madison's neighborhoods were developed at lower densities with more homogenous development patterns and stricter separation between residential and non-residential uses. This resulted in more auto-dependent single-use neighborhoods, which contributes to increased traffic congestion, greater consumption of land, and decline or disappearance of traditional, walkable areas with shops, restaurants, and other services.

This Plan seeks to establish the framework for creating more complete neighborhoods through a focus on Traditional Neighborhood Developments (TNDs – see page 123 for more information), redevelopment of single-use commercial areas into mixed-use Activity Centers, and creation of Activity Centers in newly developing neighborhoods. The City has adopted more than 60 Neighborhood Plans, Neighborhood Development Plans, and Special Area Plans to help guide development at this finer scale (see the Neighborhood Plans Map on the next page and the Land Use and Transportation Supplement beginning on page 121), and will continue to emphasize the importance of mixed-use Activity Centers in new and updated sub-area plans.

One's housing situation can greatly influence one's sense of connection to, or isolation from, the overall community. Housing location, wealth, poverty, cultural norms, and discrimination may lead to isolation for particular groups. As Madison's demographic makeup changes, its housing stock must also change to address residents' changing needs. The City must plan for these changes and work with developers who will design, build, and maintain a mix of housing types within neighborhoods to provide a sense of connection across socioeconomic and cultural groups.

One of the most important issues identified by Imagine Madison participants was the need for housing that is affordable to low and moderate-income households, with an emphasis on location, accessibility, and integration into neighborhoods with many amenities. Encouraging more amenities in all neighborhoods and locating affordable housing in areas that already have amenities are the two primary ways to create affordable housing opportunities in complete neighborhoods.

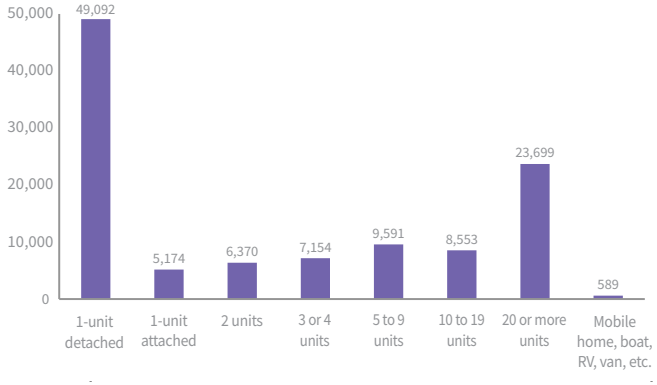
While the City can plan for many initiatives and adopt progressive policies, a variety of public and private partners will be an integral part of implementing the Goals, Strategies, and Actions of this Element. This chapter highlights Strategies and Actions that will make Madison a city of welcoming and safe neighborhoods and homes.

STRATEGIES

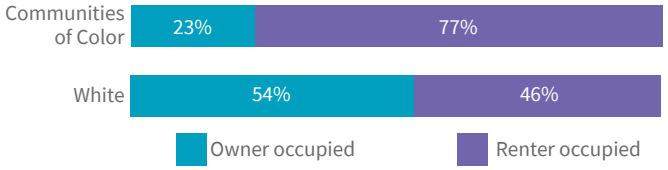
1. Create **complete neighborhoods** across the city where residents have access to transportation options and resources needed for daily living.
2. Support development of a **wider mix of housing** types, sizes, and costs throughout the city.
3. Increase the **amount of available housing**.
4. Integrate **lower priced housing**, including subsidized housing, into complete neighborhoods.
5. Provide **housing options with health and social services** for residents who need it most, including residents experiencing homelessness.
6. Support the **rehabilitation of existing housing stock**, particularly for first-time homebuyers and people living with lower incomes.
7. Support **neighborhood-scaled schools** that offer amenities and services to the surrounding area.
8. Ensure **access to food** that is affordable, nutritious, and culturally specific.

DATA SNAPSHOT

Number of Housing Units by Building Type[7]



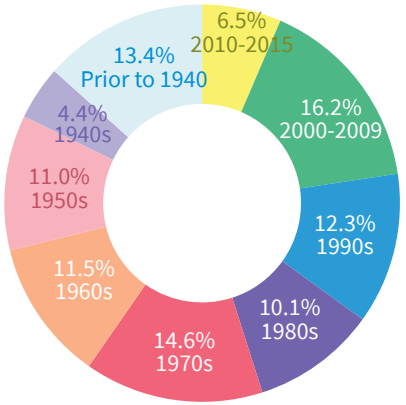
Home Ownership and Rental Rates[8]



23% of households of color owned their home in 2014, compared to 54% for white households.

From 2007 to 2015, **9 out of 10** new Madison residents were renters[9]

Housing Units by Year Built[10]



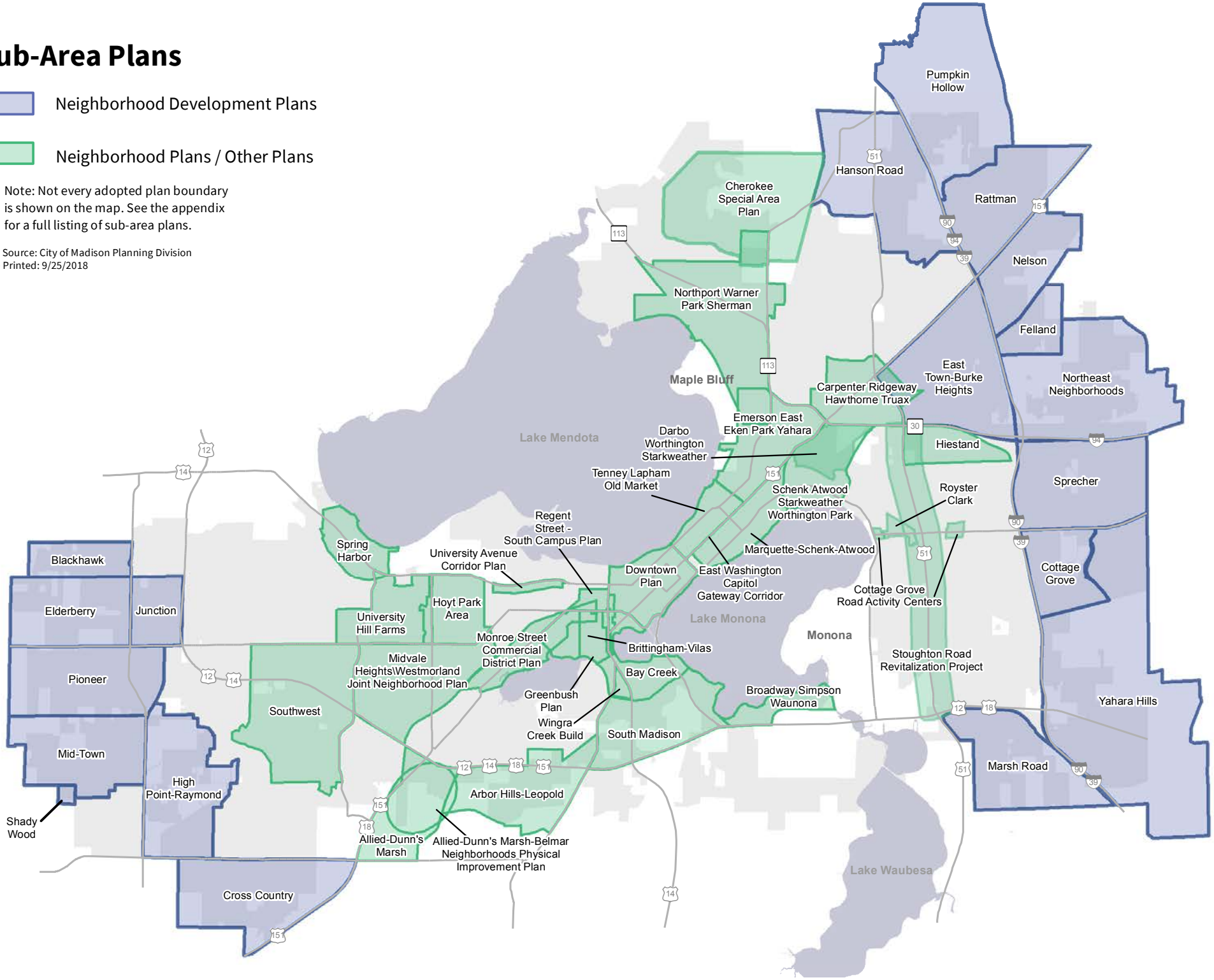
Sub-Area Plans

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: 9/25/2018



Strategy 1
Create complete neighborhoods across the city where residents have access to transportation options and resources needed for daily living.

Actions:

a. Plan for and facilitate mixed-use neighborhood centers featuring shops, services, employment, and a mix of housing types within and near single-use neighborhoods as identified in the Growth Priority Areas Map.

b. Plan for complete neighborhoods in developing areas on the city's periphery to avoid the need to retrofit them in the future.

c. Support the integration of a mix of housing types and neighborhood amenities near existing transit corridors and shared use paths.

d. Ensure that existing and future neighborhoods are well served by transit, shared use paths, and sidewalks.

Creating more complete neighborhoods from single-use residential areas can be challenging. While Madison has many established, compact, and mixed-use neighborhoods, many neighborhoods in the second half of the twentieth century were developed at low densities with separation between different housing types and between residential and non-residential uses. As a result, many of Madison's post-World War II neighborhoods are not complete neighborhoods. New development should occur according to Traditional Neighborhood Development (TND) principles (see page 123 for more information on TND). The City must ensure complete neighborhoods are designed and built from the start to avoid challenging and expensive retrofits decades from now.

a. Mixed-use Neighborhood Centers
Madison strives to have high-quality neighborhoods that are compact, aesthetically pleasing, feature a mix of uses, and are served by a highly interconnected system of streets, sidewalks, paths, and open spaces. Ideally, these complete neighborhoods will provide residents with access to schools, childcare, civic spaces, recreation opportunities, parks and open spaces, and healthy food without having to rely on automobiles for every trip. These principles should guide both the enhancement of existing neighborhoods and the design and construction of future Madison neighborhoods as identified on the Growth Priority Areas Map.

Complete Neighborhoods

Complete neighborhoods are neighborhoods where residents have safe and convenient access to the goods and services needed in daily life. Complete neighborhoods include a range of housing types and costs, a network of well-connected streets and blocks, usable public spaces, and a system of connected parks, paths, and greenways. Complete neighborhoods have amenities such as stores, schools, and places of worship within walking distance of residences. Employment and more regional shopping, service, and civic opportunities are accessible via nearby transit or a bicycle ride.

b. New Complete Neighborhoods
New Madison neighborhoods should satisfy the daily needs of residents without constant reliance on automobiles. New neighborhoods should include a balanced mix of land uses, including civic buildings, retail and work places, a mix of dwelling sizes and types, and open spaces to support a wide variety of households over time. New housing development should be planned within the Central Urban Service Area (CUSA) and with access to multi-modal transportation options, or in areas where such options do not yet exist, but could be extended. The size of new neighborhoods is ideally based on a comfortable quarter-mile walking distance from the center of the neighborhood to its edge. However, some of Madison's larger neighborhoods will consist of several sub-neighborhoods.

c. Housing Near Transportation
Many neighborhoods already feature a mix of housing types, amenities, and multiple transportation options. The addition of more housing units within existing complete neighborhoods with good transit service, bicycle routes, and pedestrian facilities can provide more living options to residents and help meet the demand for walkable urban living. More housing and new building types can be added to accommodate a wider mix of uses while taking advantage of the existing multi-modal transportation options to create new complete neighborhoods. Underutilized commercial spaces located along transportation corridors can be rehabilitated to provide more housing, neighborhood-serving retail, employment, leisure, and civic activities.

d. Neighborhoods and Transportation
Streets and sidewalks should form a connected network that provides equitable access for pedestrians, bicycles, and automobiles. In existing neighborhoods, sidewalks should be added where missing and discontinuous streets can be connected to repair the disjointed street network, though through-block paths and greenways may suffice. Better transit access can be added, though improvements to transit will require additional funding. In addition to retrofitting existing neighborhoods, currently developing and future neighborhoods should be built with a complete and robust transportation network.

Strategy 2
Support development of a wider mix of housing types, sizes, and costs throughout the city.

Actions:

a. Include "Missing Middle" housing types within detailed sub-area plans.

b. Encourage provision of life cycle housing choices by supporting lower priced or lower maintenance accessible housing options integrated into places with convenient transportation options.

c. Continue to enable and encourage a variety of ownership and occupancy structures including co-housing, condominiums, and owner-occupied rentals.

Madison's demographic character continues to change as Baby Boomers age, Millennials move to Madison in large numbers, and racial and ethnic diversity increases. The growing diversity among residents in Madison requires a wider range of housing choices, and Madison's neighborhoods should include options beyond single-family detached houses and large apartment buildings to meet the changing needs of residents across their lifespan. Additionally, a mix of 2-, 3-, and 4-bedroom units for families with children need to be thoughtfully included in addition to the large supply of studio and 1-bedroom units currently built in multifamily buildings.

a. Missing Middle

Introducing a variety of building types, such as rowhouses, 2-, 3-, and 4-unit buildings, tiny homes, bungalow courts, courtyard apartment buildings, accessory dwelling units, live-work buildings, and multifamily dwellings above shops provides housing options within a neighborhood. Inclusion of a broad range of housing types and price levels within neighborhoods also fosters daily interaction among people of diverse ages, races, and incomes, thereby building a sense of community across various social groups.

b. Life Cycle Housing

Housing must be provided to accommodate all stages of life and all abilities. Integrating life-cycle and accessible housing options within neighborhoods allows residents to upsize or downsize along with life milestones and changing situations without leaving the established social network of a neighborhood. The inclusion of more accessible housing across the city supports not only the residents themselves, but also visitors who may benefit from accessible features. This can include both accessible new construction, which already occurs, and retrofitting existing buildings. Older adults can stay in the neighborhoods of their choice if housing more appropriate to their changing needs is available throughout the city, especially in amenity-rich areas with good transportation options and proximity to healthcare, basic needs, and programing and resources for seniors.

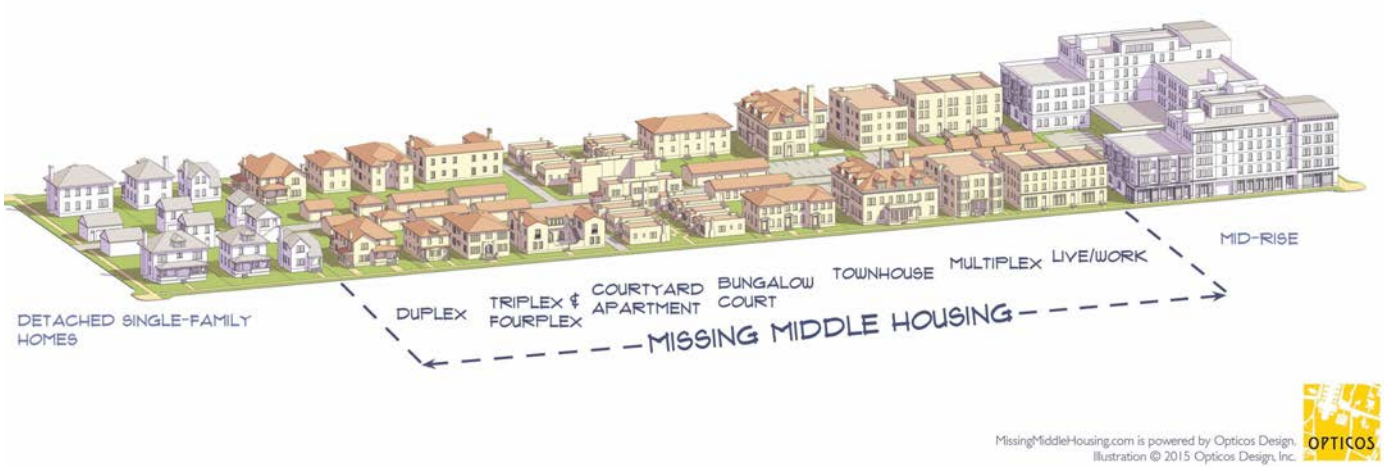
c. Ownership and Occupancy Types

Physical building type is only one aspect of housing variety. Different occupancy and ownership structures, including fee simple ownership, renting, owner-occupied two- and three- unit rentals, condominiums, co-housing, housing cooperatives, boarding houses, and communal living are ways to provide residents with choices and fight housing insecurity. Several Imagine Madison plan participants, especially within Resident Panels, stressed that providing diverse housing options creates housing that is more accessible to, inclusive of, and supportive of all people, especially LGBTQ+, people of color, people with disabilities, people with undocumented status, and older adults.

Missing Middle Housing

"Missing middle housing" is a range of multi-unit or clustered housing types scaled between single-family detached houses and larger apartment buildings. Missing middle housing is compatible in scale with most single-family residential areas, and can help meet the growing demand for urban living. Missing middle housing types contribute to a walkable neighborhood, require simpler construction types than larger buildings, and contribute to higher residential densities than single-family homes. Despite the higher density, they have lower perceived density than other building types because the units are small and well designed. Housing types that should be considered as part of the missing middle include:

- Tiny homes
- Traditional small-lot single-family detached homes
- Side-by-side duplexes (two-family twin)
- Two-flat (over-under two-unit)
- Three-flat (three stacked units)
- Four-flat (2-up, 2-down)
- Rowhouses (single-family attached)
- Live-Work buildings (similar to rowhouses, but with small ground floor commercial spaces used by residents in the building)
- Accessory dwelling units
- Small apartment buildings



Strategy 3
Increase the amount of available housing.

Actions:

a. Support substantial new housing opportunities by prioritizing planning efforts to transition underutilized, automobile-dominated commercial areas into complete neighborhoods and mixed-use Activity Centers.

b. Explore adjustments to the number of dwelling units, building size, and height thresholds between permitted and conditional uses to increase the allowable density for residential buildings in mixed-use zoning districts and select residential zoning districts.

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

d. Explore the widespread replacement of residential density maximums with building height maximums outside of the downtown area.

Madison's strong real estate market, healthy economy, plentiful jobs, and high quality of life rankings have led to high housing costs and low vacancy rates. The addition of housing units and thoughtful accommodation of higher housing intensities in both edge development and redevelopment can reduce public infrastructure costs and private household costs and improve housing choice and availability.

"In order to build enough housing, neighborhood plans that were written by incumbent, well-to-do homeowners will have to be ignored. They were written to protect existing home values—not a problem today!"
— online participant

The city limits will continue to expand to accommodate new growth. However, when asked where to accommodate Madison's projected new housing needs, Imagine Madison participants across all engagement channels generally indicated a preference for infill and redevelopment. Much of the infill over the last decade has occurred in the downtown and isthmus areas, and this will continue to some extent. Directing redevelopment and infill to existing auto-oriented commercial centers and other areas as identified in the Growth Priority Areas Map, Generalized Future Land Use Map and sub-area plans will help accommodate needed growth while protecting the historic character of older neighborhoods.

The general preference for infill and redevelopment sometimes clashes with the reaction to individual redevelopment proposals. Many of Madison's established neighborhoods have unique character and design elements essential to their identity. Proposals to add housing to existing neighborhoods through redevelopment sometimes cause conflict, and opposition from nearby residents can be a barrier to the addition of new housing opportunities. Some Imagine Madison plan participants called for less development oversight by neighborhood associations, while others argued for even greater neighborhood oversight. Regardless of neighborhood association participation, the wide variety of neighborhood-based organizations in Madison should be involved in planning processes. This also underscores the importance of ensuring redevelopment can integrate well with its surroundings through context-sensitive design and scale.

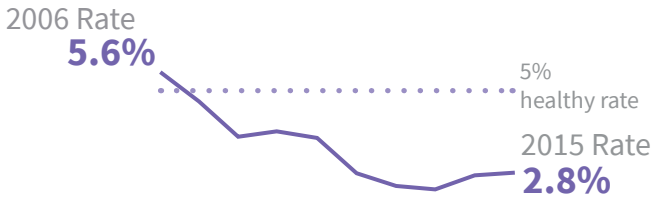
"Above all, the city and its committees should respect the wishes of neighborhoods in the planning process and not simply roll over them like an armored vehicle. Begin and end with neighborhoods, not committees."
— online participant

As an example, the Sequoya Commons redevelopment was very controversial when proposed, but praised as a "good example" project in Imagine Madison survey responses. City Planning, the Plan Commission, and Common Council must keep these many issues in mind as they balance wishes of neighborhood residents and the needs of the whole community.

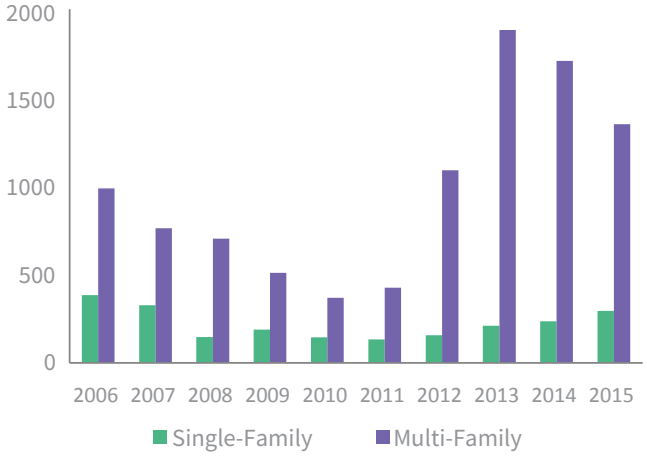
a. Creating Neighborhoods in Commercial Areas
Opening more areas for redevelopment that includes housing can help the city slow the increase in housing costs while also helping to meet the continued demand for homes in walkable, mixed-use areas with access to transit. Many commercial areas, including underutilized retail strips and some office parks, can be prioritized for infill and redevelopment. These areas also provide opportunities to

Madison Area Rental Vacancy Rate[11]

Since 2006, we've fallen well below the healthy rental vacancy rate of 5%



Residential Units Added by Year[12]



create new mixed-use, complete neighborhoods while lessening potential redevelopment impacts on existing neighborhoods. The creation of "Development Districts" where a full suite of City programs and resources are focused on a handful of targeted areas with substantial redevelopment potential would support this Action.

b. Increase Permitted Uses

"By-right" multifamily residential development rarely occurs in Madison. Under Madison's zoning code, almost every mixed-use building or significant multifamily residential development requires conditional use review by the Plan Commission due to building height, size, number of housing units, and other thresholds. Only two buildings with multifamily residential components totaling 12 dwelling units were approved as permitted uses between 2013 (when the city's new zoning code was adopted) and 2016, out of approximately 7,800 total new multifamily units approved during this period. Adjusting conditional use thresholds may streamline the project review process, accelerate the addition of new units, and remove a barrier to adding multifamily housing units to the city.

c. Match Developers with Opportunities

The City can help to increase the amount of available housing by identifying targeted locations for development, redevelopment, or infill for housing, assisting in land acquisition, land banking, providing incentives, and partnering with private organizations to achieve development goals. This may go as far as identifying a developer that specializes in a specific building or development type and connecting them to a specific landowner or property. Development Districts may be used to further target development.

d. Density and Height Maximums

Most people interact with the urban environment based on what buildings look like and how large they are. Dwelling unit density alone can be very misleading: two buildings of a similar size could have very different densities based on the lot area, dwelling unit size, or bedroom count of the building. Regardless of its residential density, a new building could fit well within the fabric of nearby buildings. Height, form, placement of entrances, and the distance between buildings of different scales often best prescribe how new development will fit into the surrounding context. Replacement of residential density maximums in plans and ordinances with building height or mass maximums could lead to more predictable outcomes as new housing is integrated within existing neighborhoods. The provision of two- and three-bedroom units to accommodate families with children should remain a priority (see also pages 20, 22, and 56).

A poem by Madison resident Tess Lopata

Our neighborhood in reflection
Defined community interconnection
I belong here there is no rejection
Beloved city with natural perfection

Strategy 4
Integrate lower priced housing, including subsidized housing, into complete neighborhoods.

Actions:

a. Support the distribution of affordable housing throughout the city.

b. Explore how TIF could be better utilized to fund affordable housing.

c. Continue allocating money to the City's Affordable Housing Fund.

d. Continue to pursue a variety of county, state, and federal funding and public-private partnerships to support the development of affordable housing.

e. Support and partner with non-profit organizations to preserve affordable housing for the long term.

Affordable housing was a consistently identified priority throughout the Imagine Madison process. Participants emphasized the need for more affordable housing that is well served by transportation options and amenities. Public input highlighted issues related to homelessness, housing cost burden, housing for low-income families, affordable housing for older adults, and affordable housing close to the UW-Madison campus for students. Resident Panels specifically prioritized Strategies promoting affordability and support for Madison's homeless populations.

Affordable housing must go beyond simply low-cost housing. It must be clean, safe, and fit the needs of the household. All housing, regardless of price, should meet standards of quality and provide a safe, healthy environment for those living there. True affordability must also consider transportation costs; lower-cost housing far from jobs and services may actually cost a household more than higher-cost housing that is close to jobs and transit. Further, in addition to adding new affordable housing, it is often more cost-efficient to preserve the existing affordable public and private housing stock.

Though Madison generally embraces a variety of affordable housing development and some neighborhoods advocate for it, some residents and neighborhoods can resist the construction of housing for low-income households due to concerns about perceived impacts on area property values, questions about the adequacy of supportive services, and other reasons. The City must strive to maintain the quality of life in existing neighborhoods while avoiding exclusionary housing practices that lead to segregation by income and race. Each development proposal should be judged on its merits, without regard for the income level of prospective residents.

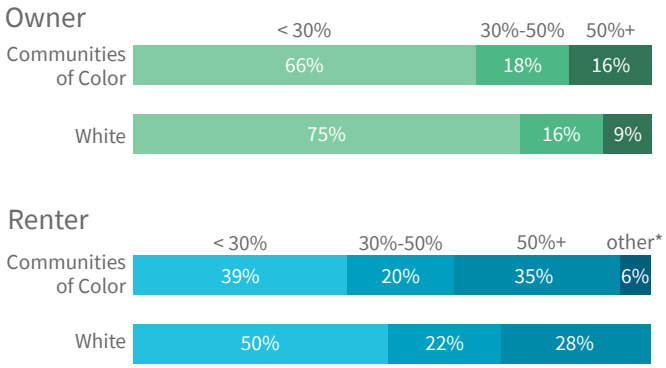
> **"You can't spend 80% of your income on your housing, you have nothing left. You're just surviving."**
> **— Mini-Documentary participant**

a. Distribute Affordable Housing
Affordable housing should be distributed throughout the city and within areas that have access to transit, City services, and amenities for daily living. Integrating affordable housing into neighborhoods makes it makes it more likely that the housing and residents contribute to a stable neighborhood and may result in better outcomes for residents, whereas large concentrations of isolated low-income housing tends to result in greater demands for services. New lower cost and subsidized housing should be located in areas that already have a high level of resources and amenities available at a range of income levels. Meanwhile, resources and amenities must also be equitably located throughout Madison to provide more convenient choices for those living in established residential areas currently lacking amenities within walking distance.

b. TIF for Housing
The City should explore how to better use Tax Increment Financing (TIF) to provide affordable housing. Affordable housing assistance could be included as a budget item in new non-industrial tax increment district spending plans. Additionally, existing tax increment districts can be extended for a year before closure to fund housing programs, which has been done with some of Madison's districts.

c. Affordable Housing Fund
The Affordable Housing Fund seeks to increase the quantity of safe, quality, affordable rental housing throughout the city, particularly in locations well served by transit and basic amenities. 472 affordable housing units with long-term restrictions to remain affordable to low and moderate income households were completed, or are scheduled to be completed, between 2013 and the end of 2018. 376

Percent of Income Spent on Housing[13]



*Other: Rates were unable to be computed due to income anomalies

Householders of color are more likely to spend more of their income to pay for housing than white householders.

Affordable Housing

For housing to be considered affordable, no more than 30% of household income should go toward housing costs (mortgage, rent, utilities, etc.). More than half of all renters and nearly one in five homeowners in Madison spend at least 30% of their income on housing costs. However, affordable housing must go beyond simply low-cost housing. It must be clean, safe, and fit the needs of the household. Further, true housing affordability must also take into account transportation costs; a lower-cost dwelling far from jobs and services may cost a household more than a more expensive dwelling near jobs and transit access.

additional units have been proposed or approved with assistance from the City's Affordable Housing Fund toward the goal of creating 1,000 new affordable units by 2020. The City should continue allocating money to the Affordable Housing Fund and explore expanding its use, such as utilizing the fund to purchase and hold land for targeted redevelopment as affordable housing.

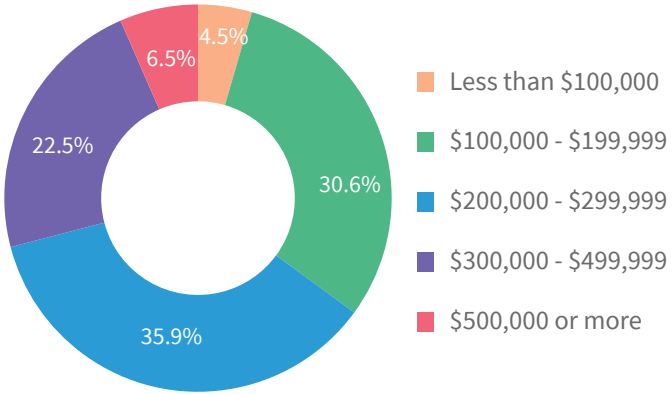
d. Seek Funding Sources

Madison and its partners use funding from sources within their control to leverage funding from other sources. Programs such as the Affordable Housing Fund are used to leverage tax credits. The City can use Tax Increment Financing (TIF) to leverage private investment on a focused, local scale. Other issues, such as homelessness, are best addressed at the regional scale. Dane County, with its range of social service programs, has been an important partner in addressing homelessness. The sources and potential uses of county, state, and federal funding are constantly changing, so the City must be proactive in identifying challenges and opportunities to funding affordable housing.

e. Preserve Affordable Housing

Many of the affordable housing units across the City are subsidized in order to limit rents households for certain income levels. The most common mechanism, which the City has strongly supported, is the WHEDA Section 42 tax credit program. Housing units constructed with this type of financing must remain affordable for specified income levels for a period of 30 years, but could then revert to market-rate housing units. The City should be aware of the timelines for each subsidized housing development and partner with property owners and non-profit organizations to explore ways to extend the life of affordable housing beyond the required period.

Owner Occupied Housing Value[14]



Strategy 5
Provide housing options with health and social services for residents who need it most, including residents experiencing homelessness.

Actions:

a. Through partnerships, support organizations that provide temporary shelter and access to a full range of supportive services in or near affordable housing.

b. Continue to support the provision of tenant resources and information about housing rights and options, especially for low-income households.

c. Continue the permanent supportive housing program and monitor the success of the program in meeting the challenges of homelessness.

Beyond shelter, Madison's most vulnerable residents need additional services including physical and mental health care, vocational assistance, and social services. The City and its partners must work together to support the availability of safe, decent, and sanitary housing for all Madison residents, regardless of social or economic status, and contribute to the development of strong neighborhoods. Resident Panels highly prioritized Strategies promoting housing with social services and support for Madison's homeless populations.

a. On-Site Supportive Services

Many residents requiring assistance come and go, only needing shelter or services provided by Madison and its partners for a short time, but others need additional supportive services. A small group needs substantial support. Dane County and a number of nonprofit organizations are the City's partners in providing health care, mental health assistance, and vocational resources in conjunction with housing for low-income residents with additional needs. Private sector partners also meet some of these needs, but additional partnerships should be explored.

> **"Support the development of a holistic consortium of service providers."**
> **— Resident Panel participant**

b. Tenant Resources

Vulnerable populations, such as those with bankruptcy histories or poor credit, past evictions, a criminal record, or substance abuse issues, often face challenges when looking for housing that is both affordable and in decent condition. Such populations are frequently left with few options regarding the quality of housing options. In these cases, the responsibilities of landlords must be clearly expressed, understood, and enforced to protect vulnerable residents who may be fearful of filing a complaint with the City because of a fear of landlord reprisal or mistrust of government.

c. Permanent Supportive Housing

Homelessness was an issue raised often by Imagine Madison plan participants, especially by Resident Panels. There are several approaches that are especially pertinent to housing the city's most vulnerable populations. The Permanent Supportive Housing program has made progress in addressing chronic homelessness; the City should continue monitoring this program and seeking ways to improve it. In addition to short-term housing programs directed towards people experiencing homelessness, such as Rapid Rehousing or shelters, some Imagine Madison participants identified the need to "decriminalize" homelessness as an important step in addressing homelessness.

Strategy 6
Support the rehabilitation of existing housing stock, particularly for first-time homebuyers and people living with lower incomes.

Actions:

a. Increase programmed building inspections and enforcement activities for rental housing maintenance, prioritizing areas with vulnerable residents.

b. Partner with MGE, the Madison Metropolitan Sewerage District, the Madison Water Utility, and others to provide incentives for rehabilitation, maintenance, and enhanced accessibility and sustainability of housing of housing.

c. Review the use of first time homeowner assistance programs, small cap tax incremental financing, and other similar rehabilitation and ownership programs.

Madison possesses a relatively well-maintained and balanced housing stock, but more than a third of Madison's housing stock is over 50 years old. Current housing will continue to age and deteriorate without investment in maintenance. Reinvestment in existing housing stock, in conjunction with development of new housing, should create a range of housing choices for residents of all ages, income levels, and abilities, and contribute to the development of safe, healthy, and welcoming neighborhoods for all residents. Building Inspection, the Fire Department, and other agencies and partners work together to ensure housing safety. As part of Madison Measures and other initiatives, the City should continue to track data to help identify opportunities to preserve affordability.

Historic preservation can improve the quality of housing in Madison's older central neighborhoods by encouraging the rehabilitation, maintenance, and adaptive reuse of high-quality older buildings, sometimes with the help of tax credits (in the case of structures within National Historic Districts). However, historic preservation is applicable only to a small portion of Madison's housing stock. Special area plans guide the processes of preservation, conservation, and rehabilitation in established neighborhoods, even if a neighborhood conservation or historic district is not in place. Finally, housing conservation and rehabilitation will help achieve the City's sustainability goals, as the most sustainable housing stock is that which already exists.

a. Inspections

Private investment and property maintenance in existing developed areas should be encouraged to prevent property deterioration and promote renovation and rehabilitation. This is especially important for Madison's most vulnerable populations, as many are left with few housing options. Those that live in low-quality rental housing can sometimes be reluctant to report poor conditions for fear of retaliation from landlords who would face building code enforcement. The City enforces housing codes and building codes to foster safe, quality development in the community. These codes require buildings to meet basic regulations for safe construction, property maintenance, and sanitary living conditions. The City should work within the limits of State legislation to use regular inspections to ensure safe and sanitary housing for all Madisonians.

b. Housing Upgrades

Measures to improve energy efficiency and resource sustainability of housing can result in lower household costs and better housing conditions. Regulatory and technological advances in the building industry have changed expectations of how a dwelling can perform in terms of energy conservation, environmental health, and other issues. While these upgrades can be an upfront cost, there are long-term savings for owners and residents. A focus on upgrades to existing affordable public and private housing will extend the lifetime and use of accessible affordable housing options. Further, rehabilitation to enhance accessibility can broaden housing choices for residents with disabilities. Partnerships to support and expand such upgrades should be sought and strengthened and the City should partner with local utilities to maximize reinvestment into housing.

c. Ownership and Rehabilitation

There are several existing ownership and rehabilitation programs that are either sponsored by the City or supported through partners. First time homeownership education and assistance programs, rent-to-own programs targeted toward low-income households, and encouraging owner-occupied two- and three-unit rentals all expand ownership opportunities. The careful use of Small Cap Tax Increment Financing in some of the City's older central neighborhoods could be revisited and expanded to encourage reinvestment, especially as students are moving out of older housing stock in neighborhoods to newer units closer to campus. A program should also be considered to support the rehabilitation of privately-owned rental properties in areas of the city that are lacking private investment. Existing ownership and rehabilitation programs should continue to be reviewed and improved.

Strategy 7
Support neighborhood-scaled schools that offer amenities and services to the surrounding area.

Actions:

a. Support development of neighborhood-scaled schools that serve the community while fitting within the context of the neighborhood.

b. Ensure that Madison's existing schools can remain strong and viable by supporting housing for families with children near existing and planned schools.

c. Work with Madison Metropolitan School District (MMSD) and surrounding school districts to ensure school attendance areas reflect development patterns and account for planned growth areas.

d. Support expansion of the MMSD "Community School" program.

Schools are catalysts for creating community as children's activities, daily social interactions, and community projects are methods for creating connections and establishing strong neighborhoods. Beyond their impact on the character of neighborhoods and housing values, schools serve their primary purpose of educating youth and preparing them to participate in the workforce and contribute to society. In the unfortunate event in which a neighborhood school does close, the community should seek ways to reuse it in a positive manner for the neighborhood. See page 68 for more discussion of education in Madison.

a. Neighborhood-Scale

Schools and other civic and institutional uses should be embedded in neighborhoods and accessible to residents, not isolated in remote locations. Smaller schools connect and better serve the neighborhood and walkable schools can support daily activity and healthier children. New schools should be sized and located to be easily accessible by children and parents on foot or bicycle. When well placed in neighborhoods, schools can provide amenities to the community, such as doubling as after-hours community or recreation centers.

b. Family Housing

Due to demographic changes and rising housing costs, some neighborhoods in Madison have a decreasing population, especially among households with children. Larger demographic changes are leading to a rise in single-person households, and the market has responded with new housing dominated by studio and one-bedroom apartments. In the past, Madison has experienced the threat of school closures in neighborhoods where the critical mass of households with children to keep local schools open was lost. By encouraging a variety of housing types – for both homeowners and renters – that attract and support families with children, existing schools can remain open and healthy. Ideally, these units would have two or more bedrooms and be located near parks or other open spaces.

c. Attendance Areas

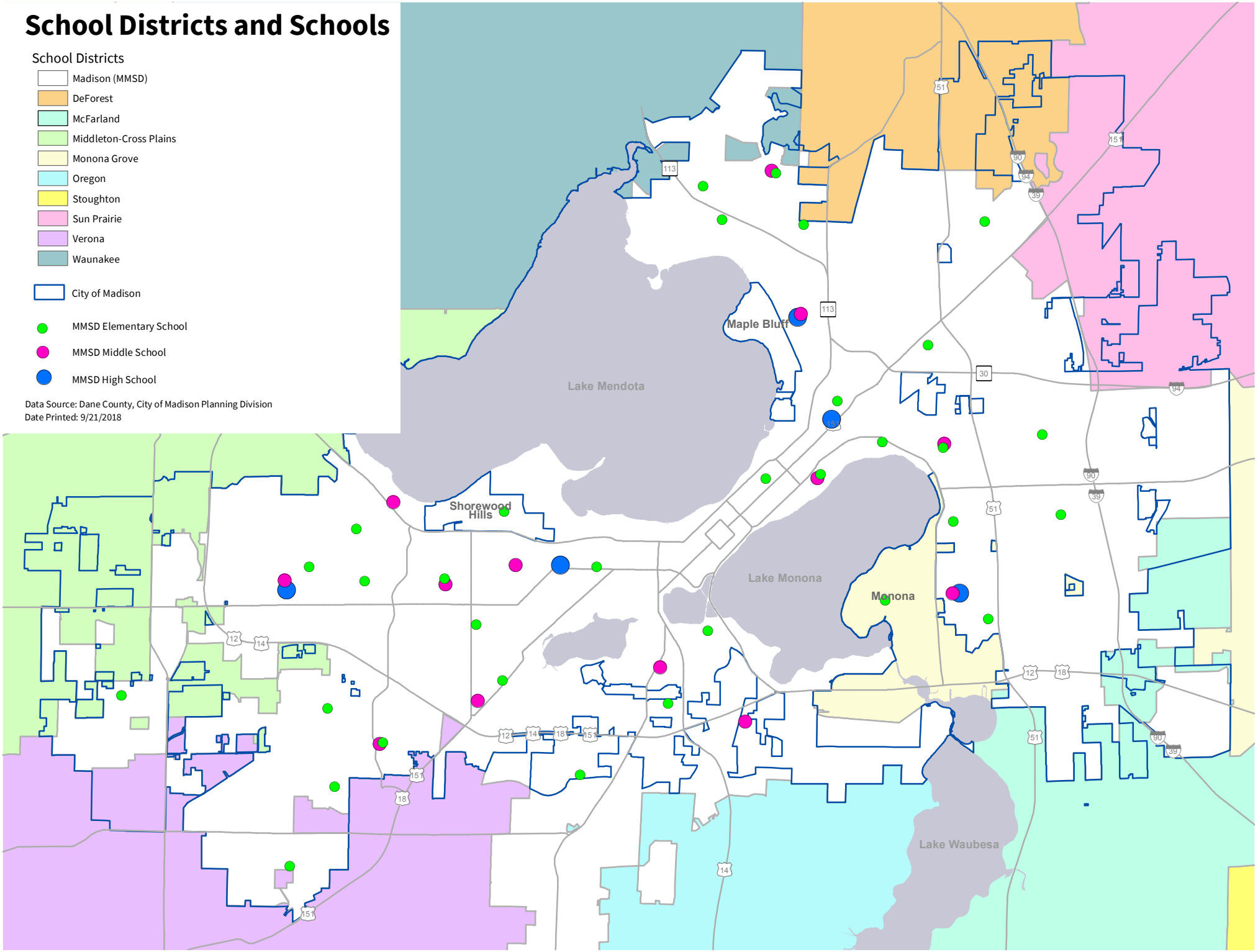
Busing and driving by parents to large or distant schools can increase traffic and reduce opportunities for transit dependent households to be fully involved in school activities. School attendance areas within districts occasionally split neighborhood children living on the same street or block. At a district level, district boundaries no longer follow municipal boundaries. The Madison Schools and Districts Map on the following page shows how Madison includes or borders nine school districts. MMSD and adjacent school districts pursue tax base and households in newly developing areas according to district boundary rules set by the State, causing discontinuous attendance areas, unnecessary busing, and segregation. While this is an issue where the City must play a secondary role, Madison should continue to work to improve coordination with the school districts within its boundaries and the adjacent districts to arrive at reasonable and equitable district boundaries and attendance areas.

d. Community Schools

The MMSD Community Schools program helps families access the programming and services they need by bringing many different health and human service providers and other community partners to one centralized location. The program integrates activities and services that students, families and community members feel are needed, such as health care, academic tutoring, mentoring, adult learning, food access, recreation, and more, directly into schools, making them hubs of coordinated support. Mendota and Leopold Elementary Schools were the first two Community School locations. The City and other community partners can support and participate in the integrated services provided at Community Schools.

"Continue the trend of increasing the number of 'neighborhood schools' which serve as a focal point for neighborhood needs i.e. health services, food pantries, social services, tutoring, etc." — online participant

School Districts and Schools



Strategy 8
Ensure access to food that is affordable, nutritious, and culturally specific.

Actions:

a. Continue initiatives to support the introduction of neighborhood-serving grocery stores into underserved established neighborhoods.

b. Identify public and private spaces suitable for community gardens and explore expansion of existing gardens to meet demand.

c. Improve access to fresh foods by encouraging and facilitating the equitable distribution of farmers markets and farm stands.

d. Encourage initiatives that support the emergency food system and facilitate donation of near-expired, but high-quality, foods.

Access to healthy food is one of the most basic life-sustaining Strategies of the Comprehensive Plan. There are several areas of the city where residents, especially low-income residents and those without cars, face significant barriers to purchasing affordable nutritious food. The Food Access Improvement Areas Map on page 60 identifies these areas. Beyond being healthful, available food must be affordable, meaning people with lower incomes are able to regularly purchase it without falling back on cheaper processed foods. It must be nutritious, meaning that it should be part of a healthful and balanced diet. Lastly, culturally specific food that reflects the cultural norms of the people eating it should be available. This is especially needed in the racially and ethnically diverse areas of the city. Many partners will participate in achieving this Strategy. For instance, Meadowridge Library has a kitchen and provides food and cooking classes to neighborhood children and adults.

a. Retail Access

Some areas in Madison are "food deserts," regions without easy access to grocery stores or other outlets for healthful food. These areas may not be totally devoid of food outlets, but may only be served by convenience stores or other establishments that generally sell unhealthy processed foods, often at high prices. The Healthy Retail Access Program, Double Dollars, Farmers' Market Nutrition Program, and SEED Grants are existing programs that should be continued and expanded to combat food insecurity and create more opportunities for people to purchase affordable, healthful food.

b. Gardens

Open space throughout neighborhoods should be considered for conversion into community gardens. These areas can evolve into neighborhood centers that include food production space, parks, plazas, meeting spaces, spaces for food sale or distribution, and paths or transit stops for greater access. Community gardens were strongly supported by Resident Panels and other Imagine Madison participants. Gardens can be located in a variety of both public and private spaces. Identifying locations for additional community gardens and urban agriculture should be undertaken in a future citywide planning effort.

"Those from low-income neighborhoods do not have access to affordable healthy foods. There are food deserts in Madison & we need to address this!" — Community Meeting participant

c. Farmers Markets and Food Stands
Additional farmers market and food stands were strongly supported by Resident Panels and other Imagine Madison participants. Expansion of these businesses to more areas of the city would reach many more people, many of whom do not have regular access to healthful food. A "lemonade stand" style of business was proposed for food stands—small scale startup food businesses with low barriers to entry for entrepreneurs while being nimble enough to respond to the food and nutrition needs of the neighborhood.

d. Emergency Food System
Innovative partnerships for the collection and distribution of food will help meet the nutrition needs of Madison's low-income and vulnerable populations. The City and its partners should encourage alternative sources for food distribution, such as food pantries and food banks, especially within food deserts and areas with concentrations of low-income residents. Near-expired, but high-quality, foods from grocery stores and restaurants can be donated to food pantries and similar outlets for immediate use.

Food Access

Food Access Areas*

Major Food Store

Small Food Store / Specialty Food Store

Convenience Store / Pharmacy

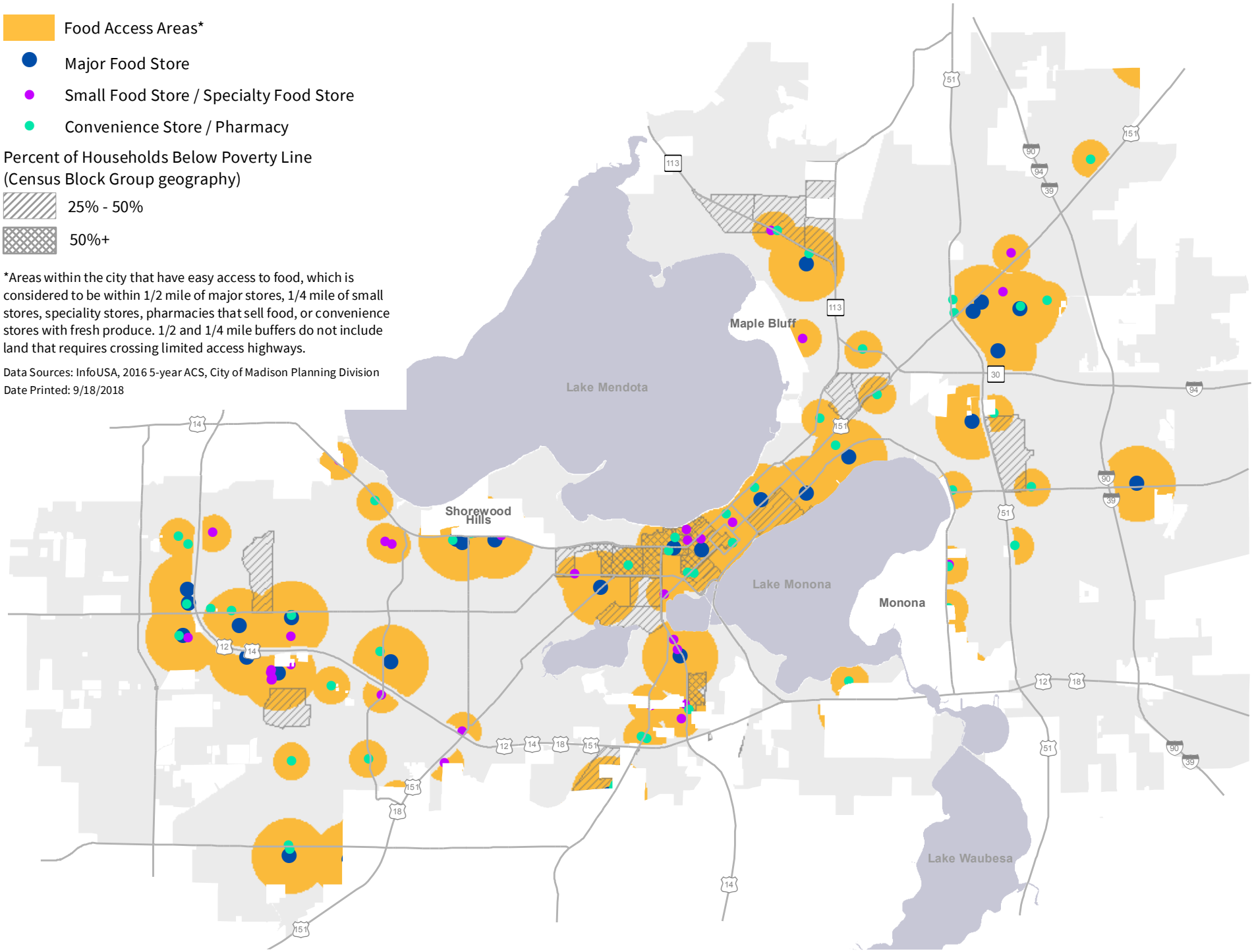
Percent of Households Below Poverty Line
(Census Block Group geography)

25% - 50%

50%+

*Areas within the city that have easy access to food, which is considered to be within 1/2 mile of major stores, 1/4 mile of small stores, speciality stores, pharmacies that sell food, or convenience stores with fresh produce. 1/2 and 1/4 mile buffers do not include land that requires crossing limited access highways.

Data Sources: InfoUSA, 2016 5-year ACS, City of Madison Planning Division
Date Printed: 9/18/2018



ECONOMY AND OPPORTUNITY

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

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

INTRODUCTION

As the home of University of Wisconsin's flagship campus, education and innovation are ingrained in the city's institutions. Madison's highly educated workforce continues to drive research and innovation. A 2017 Brookings Institution report ranked the Madison area as the 20th strongest U.S. metro area for high tech job growth. Between 2013 and 2015, the Madison region added approximately 2,900 jobs in the technology sector—outpacing many larger regions. The city's overall job growth produces many opportunities and high incomes for residents with a formal education. Madison's consistently strong economy and high quality of life brings a steady influx of new residents from across the state and nation.

The community's greatest challenge is ensuring that the strong economy benefits all residents. Madison has significant racial disparities in education and advancement opportunities that keep the community from reaching its full potential. Opportunity should be available to everyone, no matter where they started in life or where they are today. Addressing these issues requires collaboration among many entities and service providers—from child care for young residents to job training for older adults seeking new careers in an ever-changing economy.

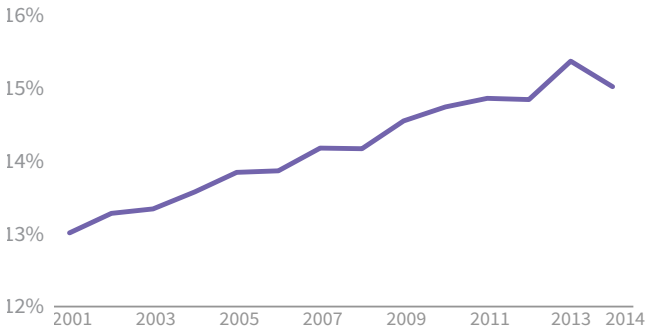
The following Strategies and Actions are intended to grow Madison's economy and bring opportunity for all residents.

STRATEGIES

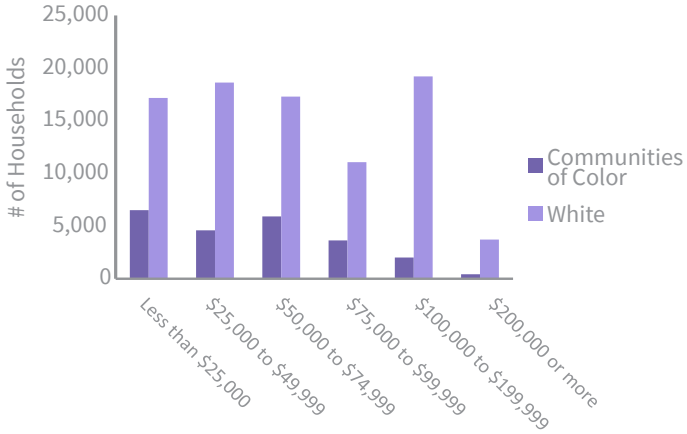
1. Retain existing **employers** and attract new employers to ensure residents have access to jobs.
2. Ensure an **adequate supply of sites** for a wide variety of employers to operate and grow.
3. Support more jobs that pay a **family-supporting living wage**.
4. Close the **educational opportunity gap**.
5. Remove barriers to achieving **economic stability**.
6. Support **small businesses** and cultivate **entrepreneurship**, especially businesses owned by underrepresented groups.
7. Support efforts for businesses and consumers to **produce and buy local** food, products, and services.
8. City government should lead and encourage other employers to develop a **diverse workforce** best able to serve an increasingly diverse population.

DATA SNAPSHOT

Madison Metro GDP as a % of Wisconsin GDP[15]

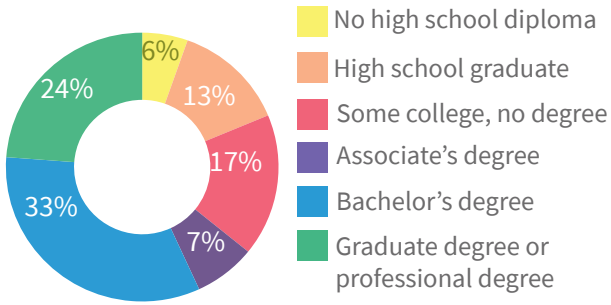


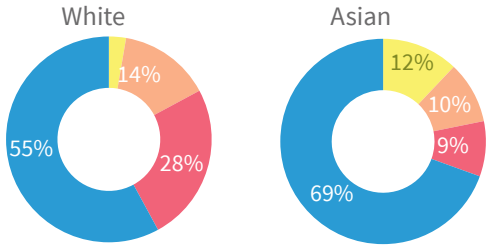
Household Income by Race/Ethnicity[16]

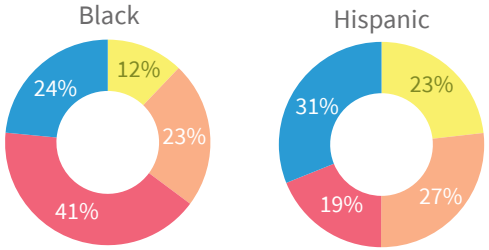


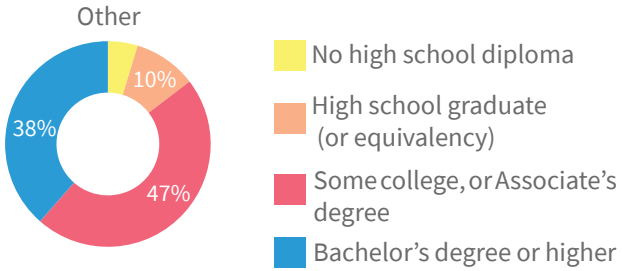
Educational Attainment[17]

Madison population 25 years and older









More than 60% of white adults in Madison have a bachelor's degree or higher, compared to about 40% of people of color. However, fewer than 30% of people in Wisconsin and the nation have a bachelor's degree or higher.

Strategy 1
Retain existing employers and attract new employers to ensure residents have access to jobs.

Actions:

a. Target Business Retention and Expansion (BRE) efforts in industries where Madison has a competitive advantage.

b. Continue the Business Walk program.

c. Support the siting of state government facilities within the city.

d. Expand the City's Tax Increment Financing (TIF) program to keep Madison regionally competitive and support small businesses.

Employers, in all forms and sizes, are the lifeblood of the city's economy. The city has a wide variety of employers, from decades old companies to recent start-ups located in a food cart or a co-working space. Madison should work to ensure existing businesses continue to find success and support their opportunities to expand within the city. The City should also pursue strategic opportunities to bring new employers to Madison.

a. Target BRE Efforts

The City has identified four specific industries where the Madison area has a competitive advantage: Information Technology, Biotechnology, Food Systems, and Precision Manufacturing. Madison has a high concentration of businesses, increasing employment, and other unique assets in these fields. Efforts to retain existing businesses and bring new businesses to Madison should emphasize these sectors. Additionally, the City's efforts should emphasize businesses that offer employment opportunities accessible to residents with varying levels of education and experience.

b. Business Walk

The City's Business Walk program is an example of important outreach to the private sector. Through the program, City staff and economic development partners visit hundreds of businesses in a predetermined area of the city in one day. This offers an opportunity for City representatives to meet business owners and employees to gain insights on successes and obstacles for the business community. Additionally, the program provides a conduit for businesses to obtain information or assistance from City agencies. The City should continue to develop the Business Walk program and visit parts of the community at regular intervals.

c. State Facilities Within City

While strong private sector job growth is shifting Madison's economic base, jobs affiliated with the State of Wisconsin and UW-Madison are generally well paying and support many of the city's families. A large number of these positions are accessible to residents with a wide range of educational and employment backgrounds. Many of the State agencies in Madison are located along corridors with transit service, which reduces traffic congestion in the city and can reduce employees' daily transportation costs and the need for a vehicle. The City should continue to support State of Wisconsin and UW-Madison entities with expansion and relocation plans to sites within the city.

What is Tax Increment Financing (TIF)?

Within designated tax increment financing areas, increases in tax revenue (called the increment) are allocated to a TIF fund. Funds are used to facilitate development that would not have happened "but for" the TIF incentive. Incentives can range from infrastructure, such as transportation and utility improvements, to reimbursements for employers if specific job creation or retention goals are met.

d. Expand TIF

The City has a successful track record of using tax increment financing to support job creation and increase the city's tax base. The Tax Increment Districts (TIDs) Map notes the location of the City's current TIDs. The City should explore opportunities to expand the use of TIF. Madison's current TIF policy can limit the City's ability to compete with other communities for business expansions and attractions. The policy also indirectly limits the use of TIF for small businesses. Potential changes could include adjusting the eligibility requirements for the Jobs TIF program and creating a TIF program focused on small businesses.

Tax Increment Districts (TIDs)

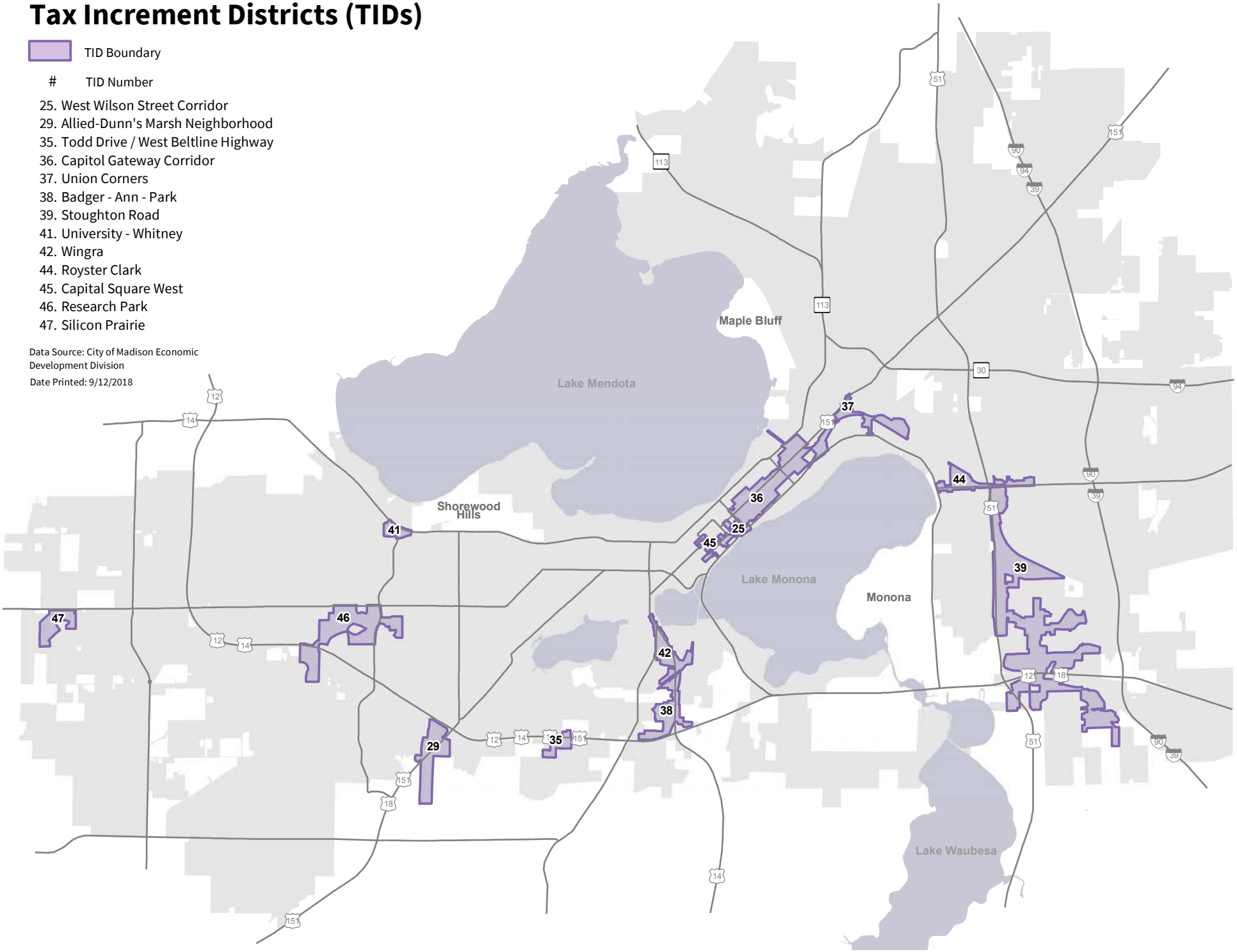
TID Boundary

\# TID Number

25. West Wilson Street Corridor
29. Allied-Dunn's Marsh Neighborhood
35. Todd Drive / West Beltline Highway
36. Capitol Gateway Corridor
37. Union Corners
38. Badger - Ann - Park
39. Stoughton Road
41. University - Whitney
42. Wingra
44. Royster Clark
45. Capital Square West
46. Research Park
47. Silicon Prairie

Data Source: City of Madison Economic Development Division

Date Printed: 9/12/2018



Strategy 2
Ensure an adequate supply of sites for a wide variety of employers to operate and grow.

Actions:

a. Reserve sites for employment uses in City land use plans.

b. Layer tools and incentives in specific geographic areas.

c. Facilitate the reuse of brownfield sites.

d. Participate in site selection and site certification programs.

One of the most important roles government has in economic development is to ensure there is an adequate supply of development-ready land and buildings to accommodate the needs of business. In addition to providing jobs that support the community's families, employment uses provide a fiscal benefit to the City. They generally produce more in tax revenue than it costs to provide them with City services.

Pressures to use land for purposes other than employment can make it difficult for local businesses to remain in their current locations or expand within the city. Reserving employment locations can help maintain an overall balance between commercial and residential uses in the city, and ensure there are conveniently accessible employment opportunities throughout Madison.

a. Reserve Sites
The City should reserve sufficient areas for employment uses when developing more detailed sub-area plans and considering potential changes to the Generalized Future Land Use (GFLU) Map. Madison's portfolio of existing and potential employment sites should accommodate a wide variety of employers, ranging from larger industrial and office sites to smaller and lower-cost space within business incubators.

b. Layer tools and incentives
The City has a variety of tools and incentives to facilitate development. In the late 2000s and early 2010s, the City catalyzed significant redevelopment along a segment of East Washington Avenue. The City adopted a detailed land use plan for the area, acquired several large underutilized sites during the midst of an economic recession, cleaned up on-site contamination and then sold individual development sites to developers through a competitive bidding process. By layering tools and incentive programs in one specific area, the City was able to attract high quality development projects that are consistent with the adopted land use plan.

The City should identify several key geographic areas and focus tools and incentives on these areas. There should be an emphasis on encouraging employment growth in transit-served areas. This includes the use of TIF, land banking, and various state and federal tax credit programs.

c. Brownfields
Brownfields are abandoned or underused properties where perceived or actual contamination has hindered redevelopment. The Potential Brownfields Map includes sites from the Wisconsin Department of Natural Resources' (DNR) Bureau for Remediation and Redevelopment Tracking System (BRRTS). These sites have an active environmental investigation or remediation or were formerly investigated and could still have contamination that must be addressed prior to redevelopment. These potential brownfields are primarily former industrial and commercial sites and are therefore generally located along Madison's business and transportation corridors. Brownfields offer an opportunity to upgrade underutilized properties with new employment opportunities in areas that often already have transit service and other amenities. The City has obtained $1.2 million in federal and state funding for the assessment and cleanup of brownfields in recent years. The City should continue to pursue brownfields funding to mitigate obstacles to redevelopment of these sites.

d. Site Selection and Certification
The City should continue working with the Madison Region Economic Partnership (MadREP) to respond to national site selector searches and encourage large employers to locate in Madison. Further, the City should explore opportunities to work with the Wisconsin Economic Development Corporation and MadREP to include Madison properties in state and regional site certification programs. Certifying sites as ready for development is helpful in securing interest from businesses selecting sites within a short timeframe. These programs ensure that all regulatory approvals are in place and infrastructure such as roads and utilities are available to serve the property.

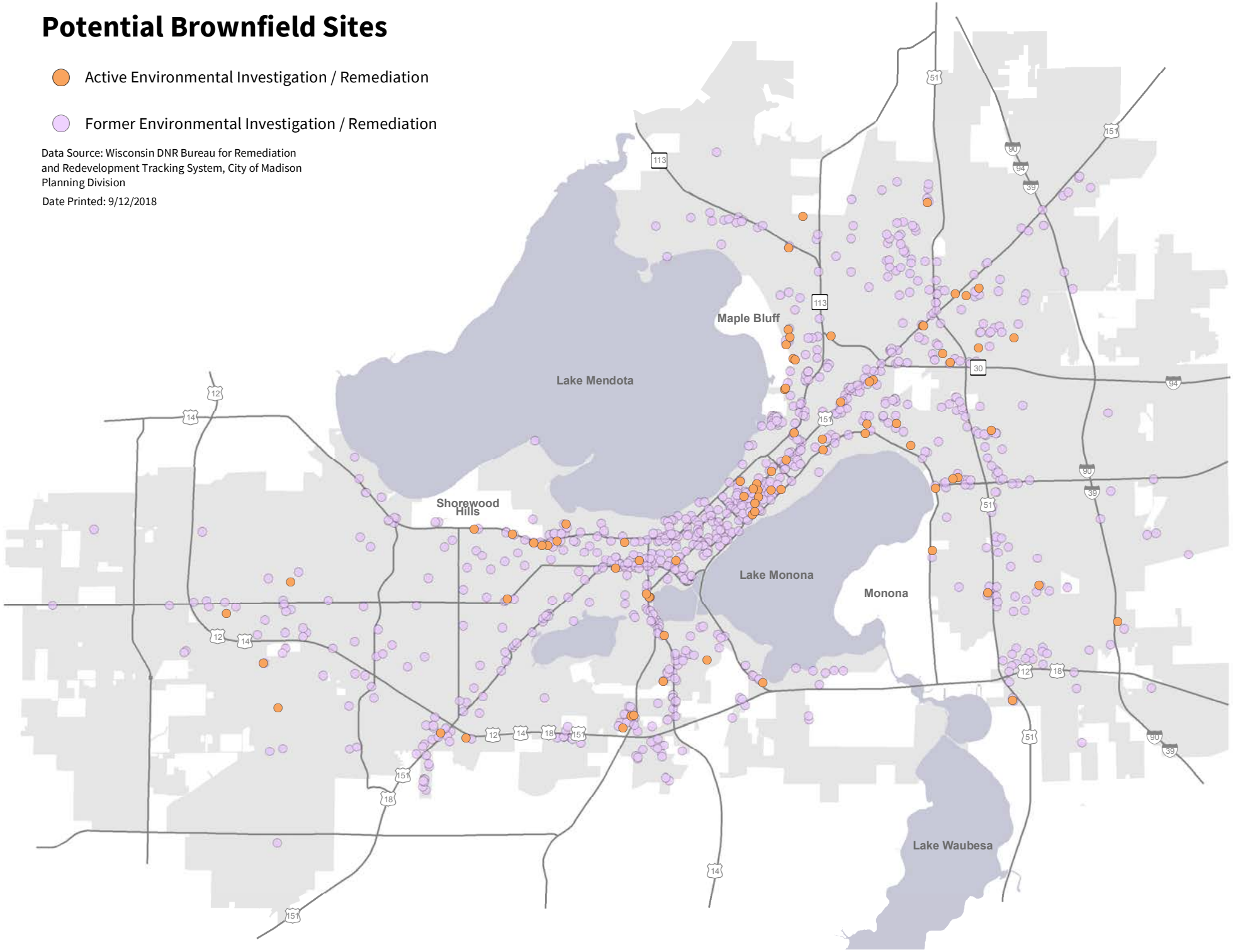
Potential Brownfield Sites

Active Environmental Investigation / Remediation

Former Environmental Investigation / Remediation

Data Source: Wisconsin DNR Bureau for Remediation and Redevelopment Tracking System, City of Madison Planning Division

Date Printed: 9/12/2018



Strategy 3
Support jobs that pay a family-supporting living wage.

Actions:

a. Continue the living wage for City employees and contractors.

b. Leverage the Jobs TIF program to support living wage jobs.

c. Pursue increases to Wisconsin's minimum wage.

In the feedback received through the Imagine Madison process, residents strongly supported pursuing opportunities that produce living wage jobs. For employed individuals, a living wage allows for the provision of shelter, food, and other everyday necessities. With a living wage, people should not have to work multiple jobs to support their household.

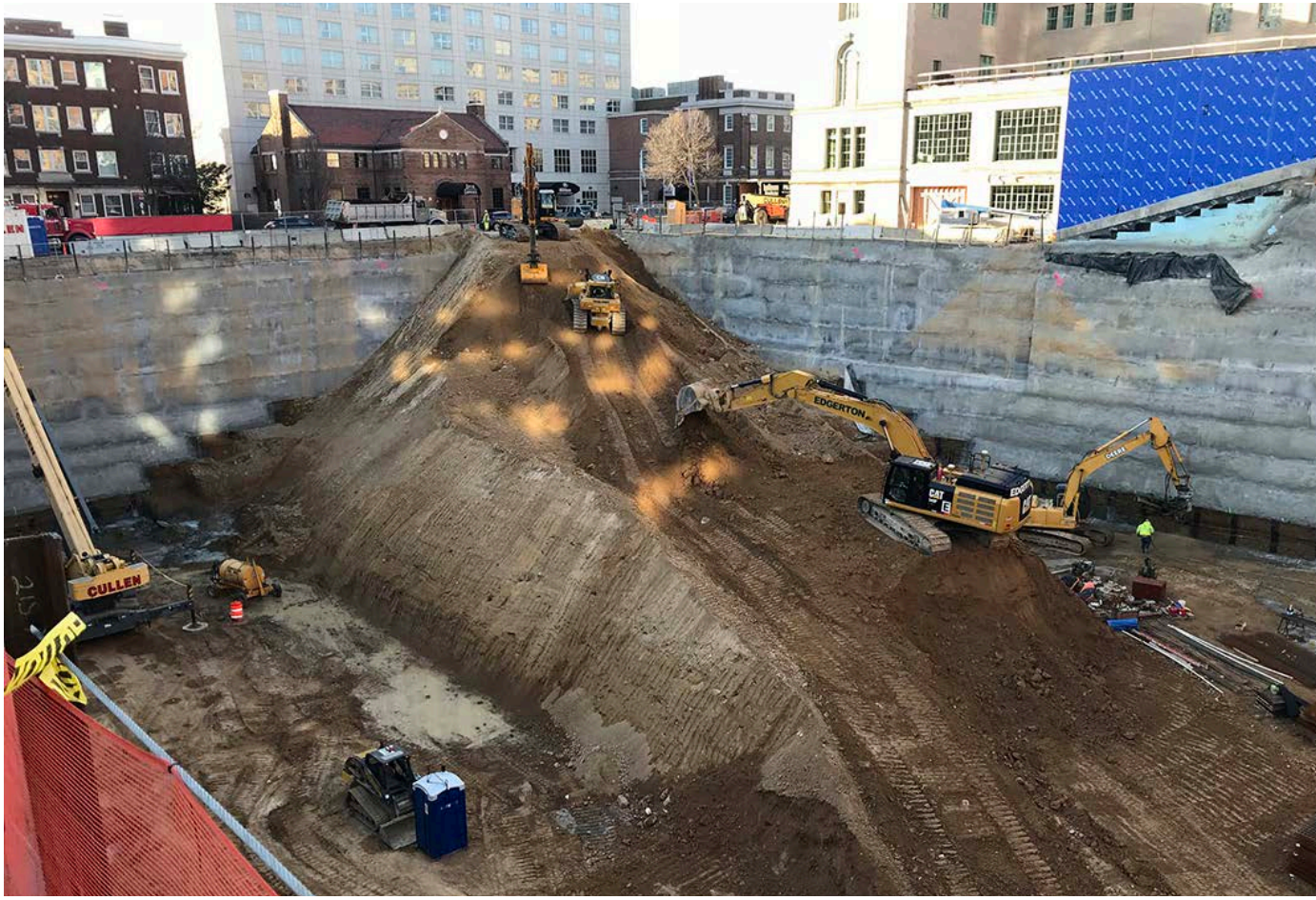
Overall, Madison's strong employment growth produces a consistently low unemployment rate. Nonetheless, many Madison residents are unable to find family-supporting employment opportunities. Growth in the city's workforce is occurring at opposite ends of the economic spectrum with high-wage, high-skill jobs in technology-based sectors and low-wage, low-skill jobs in service sectors. There are fewer and fewer job opportunities in the middle.

a. Living Wage for City Employees and Contractors
The City of Madison should continue the living wage requirement adopted in 1999. The ordinance applies to individuals who are directly employed by the City of Madison, are working for an employer with a service contract with the City, or are funded by the City. The wage equates to an annual income that is 110% of the poverty level for a family of four. For 2018, it is $13.01 per hour. The wage is calculated annually and adjusted for inflation.

b. Jobs TIF
The City should continue using the Jobs TIF program to support the retention and creation of living wage jobs. This program is a potential option where a Tax Increment District is in place and sufficient increment is available or will be created by a development project. TIF supported jobs must provide a living wage under the City's current policy for the program.

c. Minimum Wage
The City, as part of a larger coalition, should pursue opportunities to increase the minimum wage in Wisconsin to support residents living with lower incomes. Wisconsin's minimum wage has been $7.25 per hour since 2009. According to the National Conference of State Legislatures, Minnesota has a minimum wage of $9.65 per hour for larger businesses. Smaller businesses must pay at least $7.87 per hour. Michigan and Illinois have minimum wages of $9.25 and $8.25 per hour, respectively. If a higher minimum wage is adopted, it should adjust annually to keep pace with inflation as it does in some other states.

"Families need viable career opportunities that can position them to live stable lives—not scraping by paycheck to paycheck, and that will help to close the wealth gap over time." — Resident Panel participant



Strategy 4
Close the educational opportunity gap.

Actions:

a. Continue to improve access to quality child care with an emphasis on underrepresented groups.

b. Continue support for out of school time programming.

c. Align City internships and initiatives with work-based learning opportunities for youth and young adults.

d. Expand access to low-cost, high-speed internet service.

Community feedback for Connect Madison, the City's Economic Development Strategy, overwhelmingly highlighted equity as the community's most significant economic development challenge. Kindergarten through 12th grade education was cited as the area of greatest influence to address disparities. Feedback gathered through the Imagine Madison process echoed this sentiment. The community is concerned about the number of students of color that are falling behind in literacy and other essential skills. This affects their college and career prospects as well as Madison's future workforce.

a. Child Care

Feedback received through the Imagine Madison process emphasized the need to support children with enriching child care during the critical developmental years between birth and 5 years of age. Feedback cited several specific considerations: having convenient locations, affordable rates, and opportunities for culturally appropriate care.

The City should continue to improve access to high quality child care and early education. Madison provides direct support to families that do not qualify for the Wisconsin Shares program. The City's Pathways to Quality program is intended to expand the number and distribution of child care facilities throughout Madison, enhance the quality of care provided at these facilities, and produce more opportunities for low-income families to find care. This is done primarily through support for more accredited child care providers across the city and improving providers' YoungStar rating, which reflects a higher level of care.

The City should continue to facilitate more accredited in-home child care facilities throughout Madison. These facilities can provide conveniently located child care options and possibly more venues for culturally appropriate care, while creating opportunities for home-based businesses with minimal start-up and operating costs.

b. Out of School Time

The City should continue its support for the Madison Out of School Time (MOST) initiative that offers learning and enrichment activities after school, during summer break, and other times when children are out of school. MOST, a partnership between the City of Madison and MMSD, has been identified as a national model for effectiveness in improving educational outcomes. The program serves as a hub for over 100 out of school time providers that register their programs on a shared website and commit to shared quality standards. The programs are based in Madison area community centers, schools, and other venues.

c. Align City Internships and Initiatives

Aligning City internship opportunities, such as the Wanda Fullmore and AASPIRE programs, with MMSD's Pathways Initiative and similar community initiatives will produce greater results. The Pathways Initiative incorporates field specific learning opportunities into the high school curriculum, starting with freshman year. It is intended to increase student engagement during the high school years and to better prepare students for post-secondary education and work opportunities.

d. Internet Service

As education and technology become increasingly intertwined, addressing the digital divide becomes increasingly important. Elementary school classes now have some online component. Parent/guardian communication with schools and educators, a key aspect for supporting student achievement, is moving online. Higher education programs only offered online are becoming more prevalent. The City should continue initiatives to bring low-cost, high-speed internet service to underserved neighborhoods. This could include the pursuit of external funding, partnerships with the private sector, and potentially a public internet utility. Additionally, Madison's public libraries should continue to offer internet access at each location.

Wanda Fullmore and AASPIRE Internships

The City has two primary youth internship programs. The Wanda Fullmore program is geared towards MMSD high school females and students of color that are entering their junior or senior year. The Affirmative Action Student Professional in Residence (AASPIRE) program provides City internship opportunities to those currently or recently enrolled in a higher education program and emphasizes opportunities for females and people of color.

Strategy 5
Remove barriers to achieving economic stability.

Actions:

a. Continue support for neighborhood centers.

b. Work with partners to better align efforts in job training and placement programs.

c. Increase awareness of programs that build residents' financial capability.

Without the benefit of a support system, many households in the city are one setback away from not being able to afford food or becoming homeless when faced with an unexpected financial challenge, such as healthcare expenses or car repairs. Continually facing challenges in providing food and shelter means that some families cannot achieve economic stability and prosperity.

Working multiple jobs to support a family can also present challenges. The work schedule can turn fundamental aspects of life, such as raising children, commuting to work, or preparing food, into a constant struggle. Often, these residents are unable to take time out of their work schedule to take advantage of education and training opportunities that could lead to a better job. It is therefore important for Madison area entities to seek holistic approaches to support residents in overcoming these barriers. This could include providing child care along with job training opportunities or assisting with transportation to a job fair.

The community also expressed concern over the potential for residents to be shut out of the workforce as advances in technology lead to more automation of tasks traditionally performed by humans. Specifically, artificial intelligence has the potential to disrupt entire lines of work as computers become able to complete tasks that require decision-making. It could affect jobs across the employment spectrum, from blue collar to white collar, and the families that rely on these jobs.

a. Neighborhood Centers

Neighborhood centers can play a key role in removing barriers to economic opportunity by providing spaces for residents to learn and connect to resources, whether it be accessing a food pantry, attending a homeownership workshop or participating in a hands-on job training. The City currently supports 16 community centers that serve as hubs for neighborhood-specific programs and services. Continual requests for City support to expand existing centers and develop new centers has prompted a holistic review of City funding for these facilities. This forthcoming review will help guide the siting of any future neighborhood centers, including how they interface with MMSD's Community Schools initiative and opportunities for co-location with other City facilities. It will also develop benchmarks to guide City funding for the ongoing operation of these centers.

b. Job Training and Placement

The City provides funding to several community-based organizations that provide training to remove barriers to employment for marginalized populations, such as formerly incarcerated residents, English language learners, women, and people of color. Services range from helping residents complete general education development (GED) programs to providing training opportunities for women and people of color who are underrepresented in the fields of computer coding and construction.

To ensure programs are meeting the needs of residents and area employers, the City should work with area partners to better align efforts through establishing an inventory of existing programs, assessing their effectiveness and identifying programming gaps. Partners in this area include the Workforce Development Board of South Central Wisconsin, Madison College, UW-Madison, Dane County, and community-based organizations that the City funds.

To address issues related to artificial intelligence and other automation in the workplace, the City and partner agencies should monitor impacts from technological advances and continue to calibrate the region's training programs to address these changes.

c. Financial Capability

According to Bank On, more than 50% of African American and 46% of Latinx households nationwide do not have sufficient access to banking tools, compared to 20% of white households. Many area financial institutions and community non-profits offer well-regarded programs designed to improve residents' financial capability. This includes awareness of and access to tools such as savings accounts, checking accounts, and home-buying or small business development assistance. Many of these programs also assist residents in improving their credit score. The City should increase awareness of and support participation in these programs.

Poem by Madison resident Shawn Tando

Muy lejos hemos llegado, pero más allá debemos ir.
Hasta que todos en la comunidad, tengan un mejor porvenir
Que podamos prosperar juntos, no solo coxistir
Deseo que esta bella cuidad sea un model a seguir.

We have come very far, but we must go further.
Until all in the community, have a better future
That we can prosper together, not just coexist
I want this beautiful city to be a model to follow.

Strategy 6
Support small businesses and cultivate entrepreneurship, especially businesses owned by underrepresented groups.

Actions:

a. Continue the Business Assistance Team.

b. Continue development of underrepresented contractors.

c. Continue support for business incubators.

d. Establish a Kiva City crowdfunding program.

Entrepreneurship and small business growth drives the local economy forward. According to ReferenceUSA, there are 16,582 employers in Madison and 94% of these employers have 50 or fewer employees. Led, in large part, by the research and innovation associated with UW-Madison, Madison leads the state in business formation and patents issued.

Feedback through the Imagine Madison process highlighted the importance of support for entrepreneurship and business opportunities for people of color. Creating more successful businesses in Madison owned by people of color can propel more families into the middle class and beyond. These businesses could also attract more diverse job applicants and hire more people of color.

a. Business Assistance Team

The City recently formed a multi-agency staff team to help new businesses sort through regulatory challenges and connect with resources. It creates a single point-of-entry into City government and a staff team that includes agencies that most often interact with businesses. The team helps businesses navigate municipal licensing and regulations and connect with resources in the community, including City-sponsored programs that help finance small businesses. The team also identifies potential challenges for new businesses and establishes improvements to mitigate them.

b. Underrepresented Contractors

The City should continue to develop the pipeline of contractors that are led by, and include, women, people of color, and other underrepresented groups. Madison's consistently strong real estate market produces a high demand for contractors in the construction and building rehabilitation sectors. Yet many of the employees in the trades are at or nearing retirement age, resulting in a shortage of qualified workers. This gap offers an opportunity for underrepresented residents to obtain well-paying jobs. Woman, Minority, and Disadvantaged Business Enterprise (WMDBE) goals for projects that include federal funding create further opportunities. There are not currently enough WMDBE contractors and subcontractors to bid on this large amount of work.

Examples of City support includes start-up grants and technical assistance to create and expand these companies. This support is provided directly to these companies or through area non-profits that have particular expertise in working with these communities. The City is also assisting employees organize as a union crew to bid on projects and encouraging more worker owned union enterprises through the Co-operative Enterprise Development Program.

> **"The group wants to see an emphasis on small business development. There must be support for local businesses like Farmer Markets. The economy depends a lot on the community as consumer but we must participate."**
> **— Resident Panel participant**

c. Business Incubators

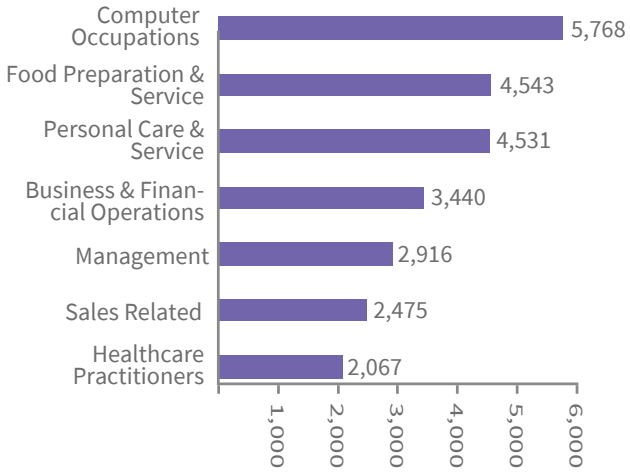
Business incubators provide low-cost space for entrepreneurs to turn ideas into businesses. The City supports non-profit organizations in their efforts to update or establish incubator facilities. These facilities are primarily located downtown and on the near east side. Madison also provides funding to organizations that provide loans to start-ups, many of which are located in a business incubator. The City should continue to support incubators alongside community partners and promote the development of these facilities throughout the city.

d. Kiva City

The City should continue efforts to establish Madison as a Kiva City to offer another source of start-up funding to support entrepreneurs. Through the Kiva Cities program, interest free loans are crowdfunded and specifically targeted to entrepreneurs that have been traditionally underserved by the financial system. Traditional measures of credit worthiness, such as credit history or cash flow, are not considered. Instead, loan applicants are endorsed by a neighborhood organization or individual trustee who attests to the character of the borrower.

In the City of Milwaukee's Kiva program, a successful crowdfunding campaign of $5,000 brings matching funds and technical assistance from a local non-profit organization. These resources support both the success of the business and repayment of the loan.

Top Occupations for Projected Employment Growth in Dane County (2014-2024)[18]



Strategy 7
Support efforts for businesses and consumers to produce and buy local food, products, and services.

Actions:

a. Foster a Northside Food Innovation District.

b. Continue implementation of the Madison Public Market and MarketReady program.

c. Expand the Street Vending program.

In the 1980s, big box stores started acquiring a significant share of retail spending, sending profits to company headquarters and shareholders rather than keeping them in the local economy. The rise of Amazon and e-commerce in the 2000s continued this trend. When goods and services are bought from local businesses, however, it is estimated that every dollar spent has a multiplier effect and is returned to the local economy three times.

As the climate changes, access to food grown in other states and countries becomes less certain. Dependence on other sources of food can be reduced by producing more local food. This also provides economic benefits to growers, suppliers, distributors, and retailers in the food system. A growing food sector can also benefit residents that face barriers to employment. Many jobs in the food industry do not require college degrees but some offer opportunities for advancement.

a. Food Innovation Districts

Madison is positioned to develop strong local and regional food-related infrastructure. The City and partners should seek opportunities to cluster and incentivize the growth of aggregation, processing, and distribution facilities. The developing Public Market will anchor a food innovation district connected to the north side, linking the FEED Kitchens (shown in the photo below), Madison College's culinary school, and the former Oscar Mayer plant site. There will be similar opportunities in south Madison, and elsewhere in the city. Having food-related businesses cluster in close proximity provides benefits from sharing ideas, talent, vendors, and infrastructure. Food innovation districts in Madison will, in turn, support growers, processors and buyers in Dane County and the region.

b. Public Market and MarketReady

The City of Madison is in the process of developing the Madison Public Market. The core mission of this project is to create a platform for diverse small businesses to reach customers for their products in a low-cost space. As part of the planning for the Public Market, the City is implementing the MarketReady program, which is a training, technical assistance, coaching, and micro-grant program focused on a cohort of 30 prospective Public Market merchants. The City should continue to focus on diverse entrepreneurship in the planning and implementation of the Public Market project, and explore funding and implementing future cohorts of the MarketReady Program.

c. Street Vending

The City's Street Vending program adds to Madison's vitality and provides a low-cost startup business opportunity for diverse entrepreneurs. For example, City staff estimate that 75% of Madison's licensed food carts are owned and operated by immigrants or people of color. Food carts often serve as a launchpad to creating a larger business. Some vendors have added second or third carts, moved into brick-and-mortar restaurants, started catering companies, and expanded into producing value-added food products.

While being mindful of the competitiveness of this industry and monitoring potential over-saturation, the City should find ways to continue to grow and support street vending as an entrepreneurial opportunity. This includes connecting food carts with more vending opportunities throughout Madison, such as large events or employment locations, and supporting programing to help vendors connect with resources and training programs.

"Support incubators that foster an environment for small business/start-ups." — Community Meeting participant

Strategy 8
City government should lead and encourage other employers to develop a diverse workforce best able to serve an increasingly diverse population.

Actions:

a. Continue the City's Equitable Workforce program.

b. Support community efforts to diversify Madison's workforce.

Madison is becoming more diverse. The community's workforce should reflect that diversity. From a business perspective, a diverse workforce is more in touch with the preferences of the customer base. From a community-wide perspective, Madison's economy must become more equitable for the city to remain economically competitive.

Feedback through the Imagine Madison process noted that many people move to Madison for its high quality of life, not for a specific job, and many of these residents have a college degree. It is important that career ladders also exist for residents that do not currently have a college degree.

a. Equitable Workforce

The City has implemented programs to advance hiring of women and people of color. The composition of the City's workforce, especially the higher-level positions within government, does not reflect the demographics of Madison's residents and therefore cannot fully represent all interests. The Equitable Workforce program is specific to each City agency. One of the primary activities is to identify and implement improvements to employee recruitment and hiring practices.

b. Community Efforts

The City should support community partners in their efforts to diversify Madison's workforce. One prominent example is the partnership between the Urban League of Greater Madison and the Madison Region Economic Partnership to advance diversity and inclusion amongst area employers. The two entities provide leadership by demonstrating to employers the benefits of a diverse and inclusive workforce.

Madison Police Department's Diverse Workforce

Disparities between the racial composition of police departments and communities they serve has been a national conversation. The Madison Police Department (MPD) strives to have a staff that reflects the community. About 20 percent of officers are people of color, close to Madison's overall demographics. Over 30 percent of officers are women, far exceeding the 15 percent national average.

MPD has taken several steps to increase the diversity of the police force. In 2015, the Hiring Resource Group was implemented. This group of 13 officers seeks to provide transparency and show potential applicants what a career with MPD could look like. Additionally, all officers are engaged in recruiting and small interest groups exist to serve the current officers and appeal to applicants of different backgrounds. To strengthen bonds, new officers are paired with a more experienced mentor.

Despite the successes of MPD's hiring practices, more progress can be made in recruiting Asian and Latinx officers and increasing the number of people of color who serve in the upper ranks.

More Information:
Hiring Resource Group: www.cityofmadison.com/police/jointeam/hiring

CULTURE AND CHARACTER

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

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

INTRODUCTION

No two cities are alike, and each city's unique identity and values are reflected in both its residents and its places. This chapter focuses on some of the culture and character attributes that make Madison, Madison.

Madison is fortunate to have a unique natural setting with lakes and gently rolling topography that are sacred to Native people, foundational to early settlers, and celebrated by modern generations. The earliest permanently settled portions of the city were on the isthmus, which later became home to the State Capitol and the University of Wisconsin, and which now forms the core of much of Madison's present identity.

"Sense of place" refers to people's perceptions, attitudes and emotions about a place. It is influenced by the natural and built environments and peoples' interactions with them. Madison is a community that values its many special places, neighborhoods, and districts. They provide a wide range of opportunities for people to live, work, and play and offer something for everyone. While each of these unique places is important and should be supported, the key is what they contribute to the culture and character of the whole of the community.

Many people see Madison as a vibrant and creative city offering many opportunities for cultural and leisure time pursuits. Whether it's spending time outdoors, attending an event, eating out, visiting a museum, going to a concert or play, or something else, there is a lot to do in Madison. However, not everyone feels connected to these activities. Whatever one's perception of the city is, it is undeniable that the city is growing and becoming more diverse. As the city changes, it is essential to maintain aspects of what makes it such a great city for many and to improve and diversify its offerings for others.

An increasingly diverse population contributes new cultures and experiences to the community for residents and visitors alike. Reflecting diverse populations in the built environment and providing opportunities for leisure activities that appeal to a broad range of ages, races, ethnicities, and backgrounds helps connect people to a place and helps them know that they belong. It also brings people together as Madisonians.

As Madison continues to grow and change, one of the greatest challenges will be to balance growth with the historic and cultural resources that make Madison unique while creating new places that reflect what is important to all residents. This chapter highlights some Strategies and Actions that are important in maintaining Madison's unique culture and character and making it a welcoming place for everyone to live, work and play.

STRATEGIES

1. Create **vibrant and inviting places** through creative architecture and urban design.
2. Preserve **historic and special places** that tell the story of Madison and reflect racially and ethnically diverse cultures and histories.
3. Create **safe and affirming community spaces** that bring people together and provide social outlets for underrepresented groups.
4. Balance the concentration of **cultural and entertainment venues** between the downtown and other areas of the city.
5. Preserve **defining views** of the lakes, downtown skyline, and Capitol from publicly accessible locations.
6. Integrate **public art** throughout the city.
7. Provide opportunities to **learn about, create, collaborate, and enjoy the arts.**

What Connects People to Their Community:

- Social Offerings
- Aesthetics
- Openness

The Knight Foundation and Gallup partnered to survey over 40,000 people to understand why people love where they live and why it matters. The Soul of the Community study identified drivers of attachment to one's community. The top drivers in creating an emotional bond to community were social offerings, aesthetics, and openness. If people feel attached to the community, they are more likely to engage and help make it a better place.
www.knightfoundation.org/sotc

Strategy 1
Create vibrant and inviting places through creative architecture and urban design.

Actions:

a. Prioritize placemaking as a way to focus on who and how public spaces will be used and designed throughout the city.

b. Emphasize high quality, human-scaled design in new buildings and public spaces.

c. Use the City's development review standards and processes to ensure that redevelopment and infill projects result in interesting, high-quality buildings and spaces and harmonious design relationships with older buildings.

d. Update Urban Design Districts 1-6 and consider expanding urban design districts to redeveloping corridors.

Cities are collections of places - some grand, some informal; some old, some new; some chaotic, some contemplative. Each city's values are reflected in these places that are largely defined by their design. Depending on the success of its design, a place can create a sense of ownership and belonging, or it can create a sense of detachment and emptiness. People's positive or negative experience in a space is often influenced by the built environment.

Madison is a dynamic city that strives to offer something for everyone. Its variety and mix of land uses offer an array of choices to live, shop, work, and play providing the foundation for this diversity. As Madison continues to evolve, it must focus on creating a very high-quality urban setting with a range of vibrant and inviting places.

Urban design is the process of managing the physical and visual character of the city. The aesthetic quality of Madison's built and natural environments largely defines the city's visual distinctiveness and beauty. Each year, the city's continued growth results in significant new public and private sector investment. Such investment occurs in both newly developing areas on the city's edge and on redevelopment and infill sites in established neighborhoods. Each public and private sector development either enhances or degrades Madison's unique visual character and beauty. Madison must strive to ensure they all enhance its character.

Jackson Street Plaza Placemaking

The Schenk Atwood Starkweather Yahara Neighborhood, working with the City, experimented with temporarily closing Jackson Street at its intersection with the Capitol City Path, where a new ice cream shop with a walk-up window had just opened. Neighbors added tables and chairs, food carts, and other activities to this natural gathering space. While the street proved to be too important to close permanently, this placemaking experiment led to several new design improvements that will solidify "Jackson Street Plaza" as a community asset.

a. Placemaking

Placemaking is a way of thinking about public spaces from a community perspective. It is a process that involves users of the space to think about its design, how it's used, and how it could be used. This approach can result in more active spaces in which community members feel ownership.

b. Human-Scaled Design

Human-scaled design means thinking about the scale, form, rhythm, texture, materials, detail, and other aspects of buildings and public spaces that make them more comfortable, approachable, and usable for all people. For example, buildings with long, blank walls can convey that one is not welcome, where simply adding more windows or doors, some architectural variety, and other details can make the same building seem much more inviting. A collection of buildings designed for how people experience them from the outside can help draw residents, visitors, customers, and employees to a neighborhood or district.

c. Design Relationships

Every infill and redevelopment site has an existing context. Designers must understand how a new building will fit into that existing environment when developing concepts for new buildings. Context-sensitive design is particularly important in neighborhoods with an established character and where redevelopment or infill is occurring in close proximity to buildings of historic or architectural value. Restoration of historic assets can be an important part of context-sensitive design (Culture and Character Strategy 2, Action c also covers this topic). The City's various plans and development review standards should be continually evaluated and updated to ensure that they remain effective tools in achieving architecturally interesting, high quality, enduring buildings.

d. Urban Design Districts

The City established the Urban Design Commission in the 1970s to ensure high quality design of civic buildings and of development along major thoroughfares. There are currently eight Urban Design Districts. The ordinances governing the earlier districts tend to be more general than the newer ones. The standards and regulations in these districts should be reviewed and updated to continue to produce the desired design results. Establishment of new districts should be considered for redeveloping corridors such as Monroe Street and Atwood Avenue.

Strategy 2
Preserve historic and special places that tell the story of Madison and reflect racially and ethnically diverse cultures and histories.

Actions:

a. Complete, adopt, and implement a Historic Preservation Plan as a framework for the future of Madison's historic preservation program.

b. Finish updating the Historic Preservation Ordinance by revising the standards for each of the local historic districts.

c. Identify ways to retain older buildings and places that contribute to the special character of an area, or are associated with diverse cultures, through the adoption of sub-area plans prior to redevelopment pressures.

d. Update the zoning code and height maps to better link the code with the City's historic preservation plan and ordinance.

Madison has long valued its historic and cultural resources—from 2,000-year-old mounds to 50-year-old post World War II buildings. Madison's history, and the places that contribute to that history, are important to preserve for residents, visitors, and future generations to experience.

Historically, Madison's preservation efforts have focused on buildings with unique architecture or places associated with people with notable historic achievements. However, this only tells part of the city's story. As the community has evolved and the population has become more diverse, the City is expanding its approach to preservation and making a deliberate effort to include the histories of all groups. Seeing one's heritage in the fabric of the city can help connect a person to the place and help them know that they belong.

Madison adopted its first Landmarks Ordinance in 1971, just five years after the passage of the National Historic Preservation Act. The City established its Landmarks Commission in 1971, and today recognizes 182 historic landmarks and five local historic districts. Madison is also home to 20 National Register Historic Districts and 119 properties listed on the National Register of Historic Places. National Register properties are eligible for Federal and/or State tax credits to finance historically appropriate rehabilitation. Madison's landmarks and the local and National Register historic districts are shown on the Historic Resources Map.

One of the greatest challenges for the City regarding historic and cultural resource preservation is balancing preservation with infill and redevelopment. Community feedback received during the Imagine Madison process indicated a general preference for accommodating more growth through infill and redevelopment over new development on the edge of the city. Madison will need to balance encouraging redevelopment and infill with protecting the qualities that made existing neighborhoods appealing to begin with. Redeveloping existing auto-oriented commercial centers and other areas identified in the Growth Priority Areas Map, Generalized Future Land Use Map, and sub-area plans will help accommodate needed growth while respecting the historic character of older neighborhoods.

The preservation of a city's historic and cultural resources can have significant economic benefits to a community. Heritage tourism is a fast growing economic sector in many cities. As visitors spend more money on trips and experiences, many are traveling to experience the history and culture of different cities. Heritage tourists often stay longer and spend more money than other tourists. This is a largely untapped opportunity for Madison and the surrounding area. Promoting Native peoples' history in the region and the Madison area's association with Frank Lloyd Wright are a couple examples of opportunities to grow and enhance tourism. Historic preservation also has many other benefits. It contributes toward establishing a sense of place that makes Madison feel unique and embodies the social aspects of the city's history that helped shape Madison.

"The Madison area is the Ho-Chunk Nation's ancestral home, a history not often included in Madison, which usually prioritizes references to people like John Nolen and Frank Lloyd Wright." — Missy Tracy (Cap Times, March 1, 2018)

a. Historic Preservation Plan

The City began a process of creating its first ever Historic Preservation Plan in 2017 to 'identify, celebrate, and pre-

serve the places that represent our collective history.' This effort will result in a more comprehensive approach to preservation, and includes: updating the historic resources inventory, identifying culturally significant sites, exploring incentives, promoting heritage tourism, and recommending educational opportunities, among other topics.

b. Local Historic Districts

In the five decades since its inception, Madison's historic preservation effort has been primarily focused on the administration of its Historic Preservation Ordinance. In 2015 the City adopted a thorough revision of the Ordinance's provisions relating to process and procedure, and is currently updating the standards in each of the local historic districts. This is important to ensure that the ordinance achieves the community's preservation priorities and is compliant with recent state legislation.

c. Retain Older Buildings

Old buildings, even if they are not formally recognized as landmarks or part of a historic district, often establish the character of a place. These buildings often have a level of design, detail, materials and craftsmanship not typically found in newer buildings. They also often represent connections between certain segments of the community to the history of a particular neighborhood. Reuse or rehabilitation of these buildings can extend their life beyond the originally intended purpose and achieve many sustainability goals, such as keeping materials out of landfills and not wasting the embodied energy contained within the existing building. In addition, older buildings are often less expensive for residential and commercial tenants than new construction. Sub-area planning efforts should identify the older buildings that should be retained and recommend the most appropriate means for doing so.

d. Zoning Code and Height Maps

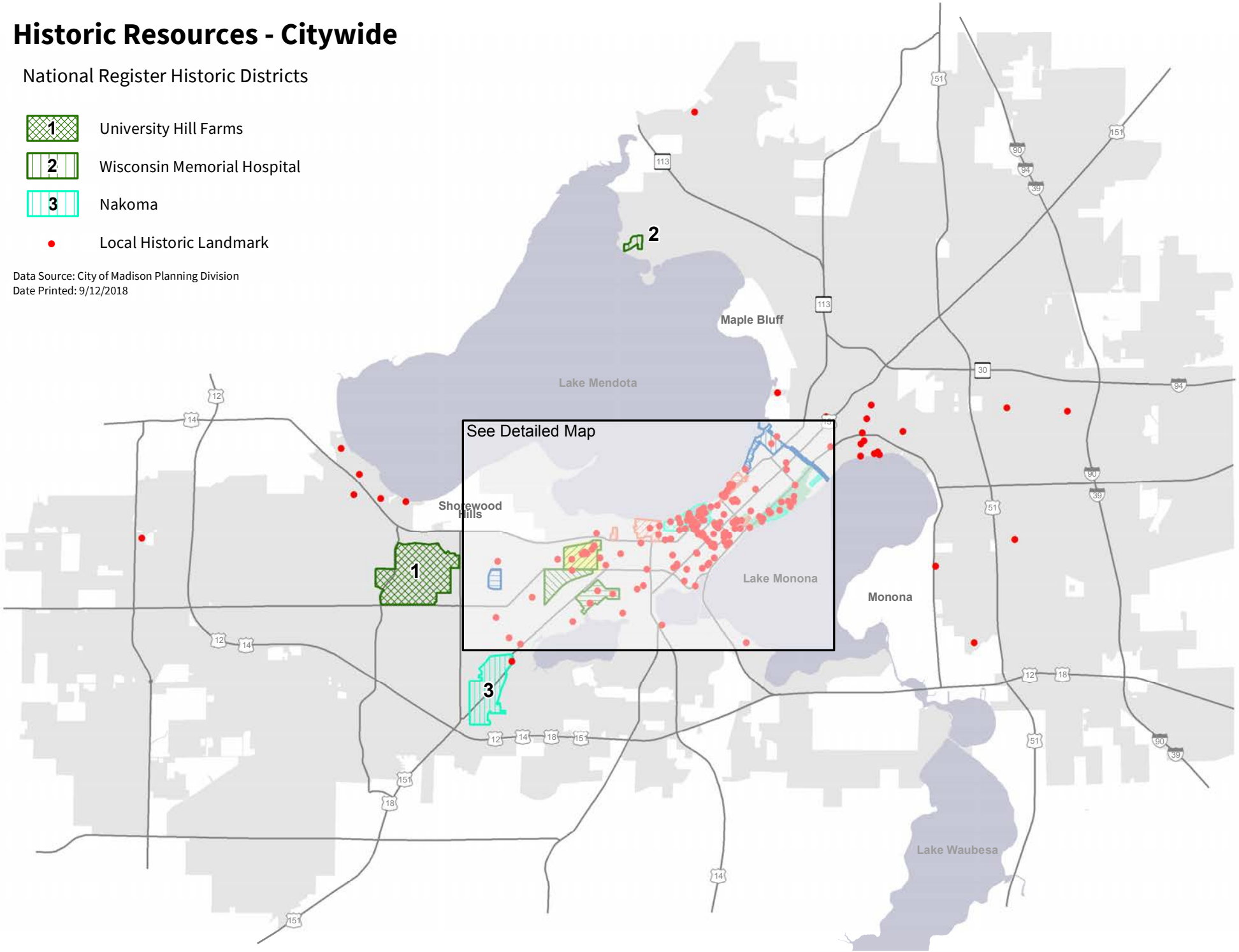
The City was drafting a Historic Preservation Plan (HPP) and modifying its historic preservation ordinance as this Plan was written. Both the HPP and the ordinance have elements that relate to the City's zoning code. The zoning code should be reviewed with respect to the new HPP and the revised historic preservation ordinance and modified as needed to ensure that the provisions of the code are consistent with the HPP and the historic preservation ordinance.

Historic Resources - Citywide

National Register Historic Districts

- 1 University Hill Farms
- 2 Wisconsin Memorial Hospital
- 3 Nakoma
- Local Historic Landmark

Data Source: City of Madison Planning Division
Date Printed: 9/12/2018



Historic Resources - Central City

Local Historic Districts

A. First Settlement | B. Mansion Hill | C. Marquette Bungalows | D. Third Lake Ridge | E. University Heights

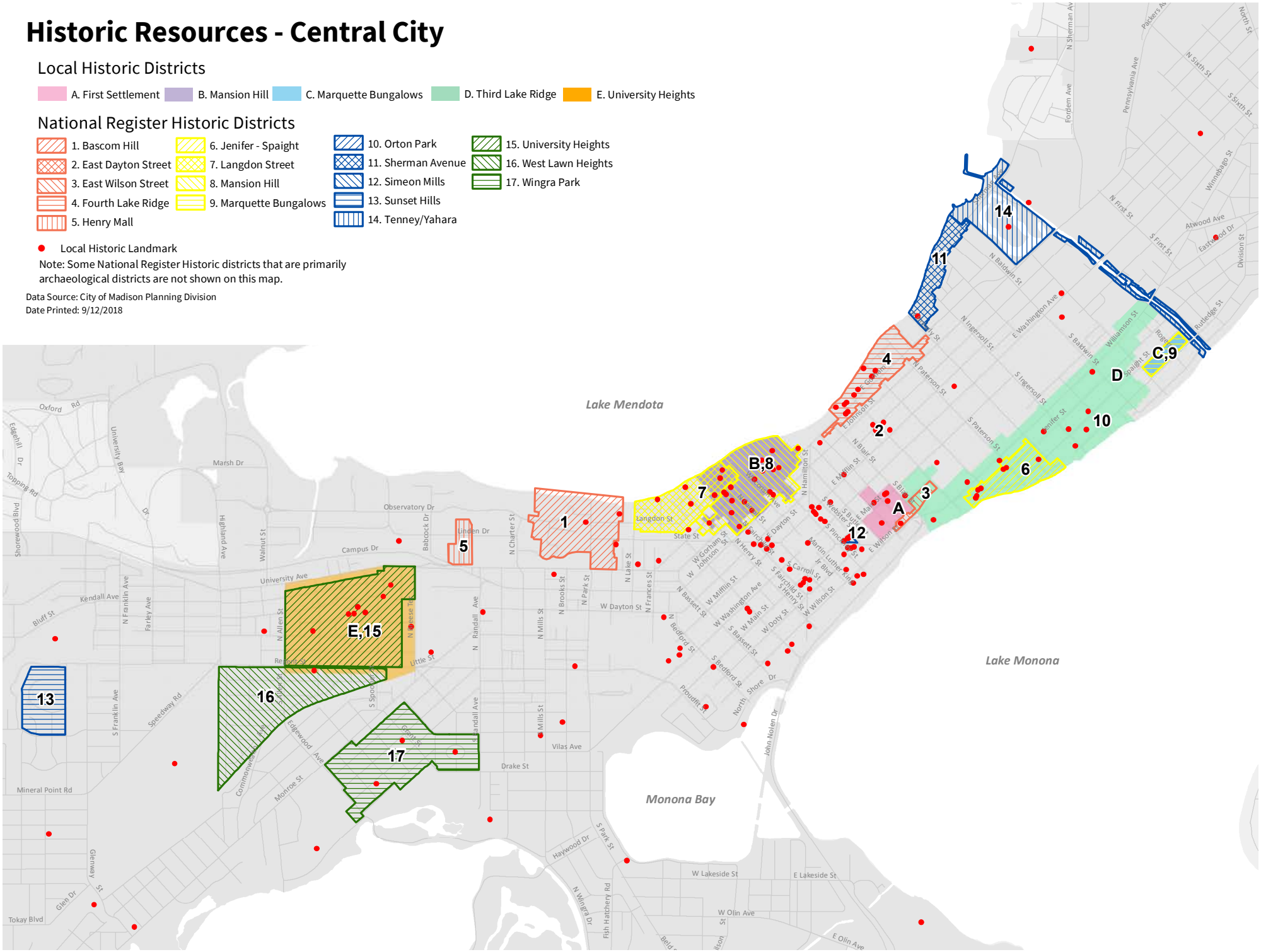
National Register Historic Districts

1. Bascom Hill
2. East Dayton Street
3. East Wilson Street
4. Fourth Lake Ridge
5. Henry Mall
6. Jenifer - Spaight
7. Langdon Street
8. Mansion Hill
9. Marquette Bungalows
10. Orton Park
11. Sherman Avenue
12. Simeon Mills
13. Sunset Hills
14. Tenney/Yahara
15. University Heights
16. West Lawn Heights
17. Wingra Park

● Local Historic Landmark

Note: Some National Register Historic districts that are primarily archaeological districts are not shown on this map.

Data Source: City of Madison Planning Division
Date Printed: 9/12/2018



Strategy 3
Create safe and affirming community spaces that bring people together and provide social outlets for underrepresented groups.

Actions:

a. Identify existing underutilized spaces, both public and private, and help facilitate their increased usage and activation.

b. Design a wide variety of new parks and public spaces in developing parts of the city for enjoyment by a broad range of users.

c. Engage artists and talent to find positive ways for the City to improve its support of concerts, events, and gatherings, including encouraging music venues for a wider range of audiences.

Opportunity for social interaction is a major factor that attracts and connects people to cities. Whether it's interacting with others they identify with or experiencing different cultures, traditions, and lifestyles, cities provide natural opportunities for people to interact, share, and learn. It is important for residents and visitors alike to feel welcome. Providing an array of quality public spaces is not a luxury, but a necessity for community wellbeing. Successful cities recognize this and make it a priority to provide an array of spaces that bring social, physical, health, and economic benefits to the larger population.

Public spaces knit a community together and come in many forms, including parks, streets, sidewalks, and just about any public space where people interact. They also often include a range of facilities, such as community centers, libraries, and schools. Vibrant, engaging places can be one of the community's most valuable assets. Poorly designed and uninviting spaces often go unused, or are misused, deaden the surrounding area, and can be a drain on City resources.

Madison has a reputation for providing a wider range of cultural, artistic, and entertainment offerings than many cities of its size. However, as Madison welcomes new residents, its cultural offerings must continue to grow and become more reflective of its population to ensure that everyone feels welcome and safe. This includes providing culturally appropriate venues for events, family gatherings, food, traditions, music, and exhibits.

a. Existing Spaces

Creating safe and affirming spaces doesn't have to mean creating new spaces. There are countless opportunities to improve on existing under used, or unused, spaces across the city. Working with the community to inventory these spaces and evaluating their potential could get residents talking to each other about creative ways these spaces could help address needs in their neighborhood. Simply ensuring these spaces are welcoming and accessible for informal gatherings is often all that is needed for them to serve as cultural hubs.

b. New Spaces

As Madison continues to grow, it is important to consider the needs of future residents in new neighborhoods on the edges of the city. These suburban areas are sometimes criticized as being dull and generic, but incorporating a variety of places that can be used by a wide range of residents should be a goal of neighborhood development plans. The City should specifically review proposals for new subdivisions and development projects to ensure they are providing and designing inclusive community spaces.

> **"When members of Madison's Hmong community go to the park, they may host a gathering of 30 or 40 people, which is complicated by the fact that many parks have isolated picnic tables or grills. Something as simple as putting grills or tables closer together would make the community more willing to use Madison parks."**
> **— Peng Her (Cap Times, March 1, 2018)**

c. City Support of Events

Madison offers many events that appeal to a wide range of residents and visitors. The City supports these events in multiple ways, and new events are continually being proposed. As with any new event or venue, it can take some time to fully understand the needs of those putting on the events as well as those attending them. In addition to event organizers, the City should engage artists and talent to discuss issues surrounding permitting, policing, transportation, and other matters so they can be addressed in a comprehensive manner. A current example of this is the City's Task Force on Equity in Music and Entertainment and their work on hip hop in Madison.

Strategy 4
Balance the concentration of cultural and entertainment venues between the downtown and other areas of the city.

Actions:

a. Continue to implement Madison's Cultural Plan and regularly update it to ensure it reflects Madison's changing population.

b. Promote cultural and music events in diverse neighborhoods where the whole community is welcome.

c. Develop a streamlined protocol to set up temporary spaces for smaller events.

Madison, like most cities, has a concentration of arts, cultural, and entertainment venues in or near the downtown. Traditionally, downtowns form the core of the community that people identify with and where they come together. It is often the most accessible part of the community and the primary destination for visitors.

It is essential that Madison continue to build an active, vibrant and healthy downtown where everyone feels welcome. However, providing access to a variety of cultural and entertainment venues close to where people live is also a necessary component of complete neighborhoods. Such venues provide opportunities for residents to come together, express themselves, and enjoy cultural experiences on a more comfortable scale as part of people's everyday lives.

Providing opportunities that reflect each neighborhood's culture and history helps to articulate, foster, and promote a neighborhood's unique character. Balancing the distribution and types of cultural and entertainment venues across the community will provide broader access to residents and artists alike.

a. Cultural Plan

Creating "cultural clusters" was a topic of Madison's first ever Cultural Plan (adopted in 2013). This plan identified several naturally occurring clusters that, in addition to the lower UW-Madison Campus/Downtown corridor, included: the Regent Street/Monroe Street corridor, the South Park Street corridor, and the Williamson Street/Atwood Avenue corridor. The plan recognized that a movement of cultural clusters and venues out from the downtown is already occurring and could continue to spread. While the Cultural Plan clearly recognized the city's changing demographics and some of the needs and opportunities associated with that change, regularly updating the Plan will ensure that opportunities are being identified and expanded to Madison's more isolated and less resourced neighborhoods. Updating the Plan should include establishing a more formalized mechanism for distributing arts funding across the city, such as the creation of arts districts.

b. Culture and Music

Concerts, festivals, and similar events can provide a reason for someone to visit a part of the city they may not be familiar with. Holding these events in neighborhoods with more diverse populations where the neighborhood is the primary audience, but where everyone is welcome, can be a great way to showcase the assets, history, and culture of the neighborhood and for people to interact. Implementing this Action may require resources from outside of the neighborhood.

c. Streamlined Protocol

Some of the most locally popular small events occur in spaces that are primarily used for other purposes or are underused. Parking lots, vacant lots, and other public, quasi-public, or private spaces can provide space for temporary events without a large investment. However, permitting and other requirements can be overwhelming to an organizer, and often events that would be great for the community don't materialize. The successes and challenges experienced with new and emerging events should be evaluated and addressed, with a streamlined protocol for approvals as the goal. Make Music Madison, for example, is a one-day music festival where artists perform at venues around the city ranging from someone's front porch or a street corner to a park or established performance venue. It offers a good model for how a streamlined protocol can lead to an ongoing popular event.

Strategy 5
Preserve defining views of the lakes, downtown skyline, and Capitol from publicly accessible locations.

Actions:

a. Adhere to the Maximum Building Heights Map and Views and Vistas Maps in the Downtown Plan.

b. Conduct a viewshed study of the lakes, downtown skyline, and Capitol from vantage points within the city and beyond its borders and implement zoning restrictions to preserve these views.

Key views of the lakes, skyline, and Capitol, from both near and far, are important contributors to the character and identity of Madison. As stated in the Downtown Plan (adopted 2012), "A city's skyline often serves as its signature – an identifiable perspective that is unique to that community. That is true for Madison, where Downtown's location on a narrow isthmus between two lakes, coupled with an iconic Capitol building on its highest point, provides many opportunities for 'postcard views' of the skyline."

Preserving the many unique and engaging views of Downtown has long been a goal of the City, and preserving views of the Capitol has long been a desire shared by both the City and the State. The view of the Capitol dome from afar is protected by a State statute and City ordinance that limit the height of buildings within a one-mile radius. In 1966, the City adopted the Capitol View Preservation Ordinance. The State enacted the Capitol View Preservation Statute in 1990. Together these laws provide a mechanism for protecting some of the most striking views of the Capitol from various parts of the Madison metro area.

a. Building Heights

A study of views and vistas in the central city was conducted during the development of the Downtown Plan. Key views to the lakes, Capitol, and other views within the Downtown were identified, and the Plan then recommended measures to ensure that the most important views remained. Many of those measures were subsequently incorporated into the Zoning Code in the form of maximum building heights and building setback and stepback requirements for new development.

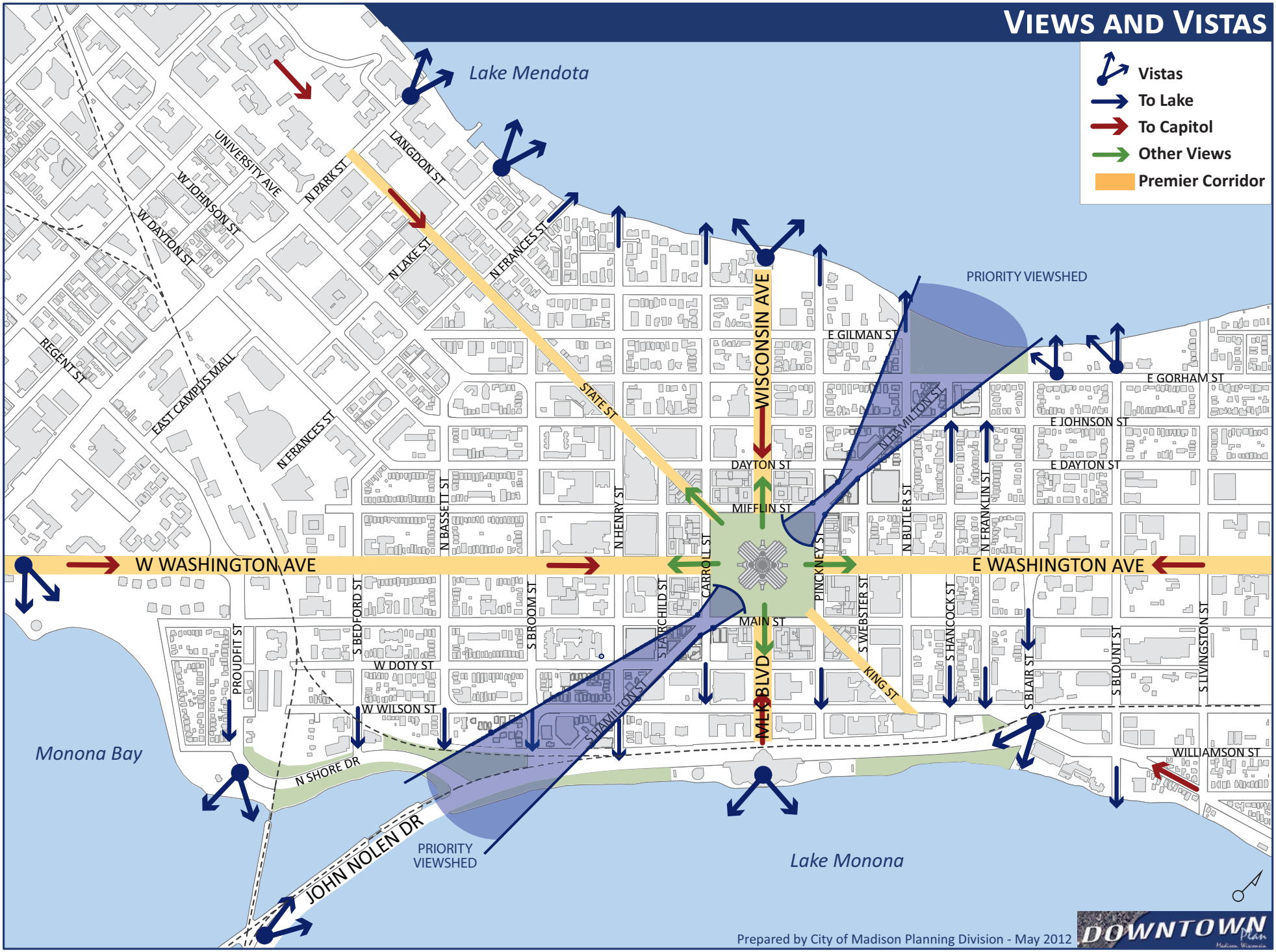
b. Viewshed Study

There are many important views of the lakes, skyline, and Capitol from outside of the downtown area. Some of these are iconic long views, mostly of the Capitol, from vantage points that are near the edge of or even beyond the City limits. Some of these views are shorter, more intimate views of the lake that reinforce people's connection to nature and the city, but all of these views are important. Once they are lost, they are impossible to recover. A comprehensive views and vistas analysis will identify these long and short views, prioritize their importance, and explore ways for them to be preserved for current residents and future generations to enjoy, in balance with redevelopment goals.

The Views and Vistas Map from the Downtown Plan on the following page provides an example of a similar study done within the downtown during the development of that plan. That map helped inform the maximum building height recommendations in the Downtown Plan that were later codified in the Zoning Ordinance.

"No other city of the world, so far as I know, has such a unique situation on a series of lakes with an opportunity for so much and such direct relationship to beautiful water frontages. The physical situation is distinctly individual."
— John Nolen

Views and Vistas



Strategy 6
Integrate public art throughout the city.

Actions:

a. Continue to implement recommendations in the Public Art Framework and schedule a comprehensive revision of that plan to ensure it represents all segments of the community.

b. Emphasize the equitable geographic distribution of City investment in public art.

c. Incorporate art and the work of artists that reflects Madison's cultural diversity and heritage at City facilities.

d. Work with community partners to integrate art into their buildings and spaces.

It has been proven that a rich and vibrant arts atmosphere positively affects a community's overall quality of life. A thriving arts community can play a significant part in a city's sense of place. In general, art makes cities more fun, interesting, and engaging places.

Public art can be meaningful on a variety of scales. It can serve as a permanent icon in the city and a place that visitors come to see. It can also be more localized or temporary in nature and reflect certain qualities of a neighborhood or place where residents gather. Regardless of the scale or time period, one of the most important aspects of public art is that it can connect people to their community as it is integrated into the public realm and into people's daily experiences.

Public art is much more than art for the sake of art. It can serve as a component for furthering a variety of citywide goals. For example, public art should be a component of the city's economic development strategy because it supports economic development initiatives, such as tourism. Additionally, incorporating public art into the plans for a park can make the space more interesting, inviting, and reflective of the neighborhood's sense of place.

a. Public Art Framework
Madison has a strong tradition of making a variety of public art available to all members of the community. In 2002, the City adopted the Public Art Framework to provide a roadmap for incorporating art into the cityscape. Much of the City's current public art program is rooted in that document, but the Framework should be revised and expanded to ensure that it is keeping up with the changing community. It should also consider methods and funding sources for conserving the City's public art collection.

b. City Investment
Madison adopted a Percent for Art Ordinance in 2017. The ordinance requires one percent of the City's share of capital projects of $5 million or more go towards public art. However, that does not mean that those are the only public projects that should be considered for inclusion of art. Many City construction projects have price tags that are far less but can benefit just as much from incorporating art into their design. The City also invests in public art through its Municipal Art Fund and annual Arts Grants Program. All of these programs should be evaluated to ensure funding is being equitably distributed across the city.

c. Art at City Facilities
The challenge of providing varied and appropriate opportunities for all residents to experience the arts continues as the city's population increases and becomes more diverse. The City owns a wide range of facilities across the community. Each of these facilities presents unique opportunities to incorporate both historical and contemporary references that will help connect people to the community. City facilities, such as the planned Madison Public Market, provide ongoing opportunities to incorporate art that reflects this diversity and the work of local artists of different cultures and backgrounds.

d. Community Partners' Buildings
Public art is an endeavor for the benefit of all sectors of the community. As such, partners from all sectors (private, public, and not-for-profit) should work together to provide public art throughout the community by incorporating it in the exterior of buildings, on building sites, and within publicly-accessible interior spaces.

Strategy 7
Provide opportunities to learn about, create, collaborate, and enjoy the arts.

Actions:

a. Promote and support a diverse array of local artists to increase their ability to flourish as creative professionals.

b. Support the efforts of community partners to identify and implement art and creative activities that are open and accessible to the public.

c. Work with educational institutions and community organizations to provide culturally relevant arts education for all groups and age ranges.

d. Utilize artists in planning and other City processes to highlight the value of art as a cross-cultural communication tool.

Madison is home to many talented and gifted visual artists, poets, musicians, actors, filmmakers, DJs, authors, singers, dancers, and other artists. The City has worked hard for decades to nurture and harness that creative energy for the benefit of artists and consumers alike. The Between the Waves Conference and Festival, founded in 2017, brings together musicians, educators, and music industry leaders for an immersive experience built on inspiration, instruction, networking, and support. This unique conference is one example of innovative support for the arts in Madison. The City understands that art, in all of its forms, positively contributes to the health and well-being of individuals, groups, and the entire community.

In general, Madisonians value smaller-scale, local artists who are connected to the community and/or their neighborhood. The Madison Arts Commission provides grants to support these localized events and artists. Madison also welcomes regional, national, and international artists as they often provide a different perspective and vision. They can also bring new attention to, and discussion around, the greater value of art to the community.

Like most communities, Madison's art scene has evolved from more "traditional" mediums to a broader array of works. As would be expected, this evolution has not been without controversy because art often evokes deep emotion and community dialogue. What interests youth in terms of art is not necessarily what interests older generations. There is an ongoing need to revise school curriculum and other programming and offerings throughout the community to educate youth so that they see art as a way of self-expression and connection to the community in which they live. This is especially evident in many underrepresented communities. The more education and awareness there is about arts offerings and opportunities in a community, the more likely people are to engage with it. As public school budgets are tightening across the country, arts and music classes are often among the first programs to be reduced or eliminated. It is important for the community to work together to fill this gap in new and creative ways.

a. Promote Local Artists

As the population of the city continues to become more diverse when it comes to race, ethnicity, age, and economics, so should its artists. Providing opportunities for artists to create, collaborate, and flourish will be important to realize the arts benefits to the community. Hiring racially and ethnically diverse artists for new art funded through the Percent for Art Ordinance is one opportunity. Emerging artists, particularly young artists, often need additional support to become established. Many recognized artists are willing to mentor them in their craft, and the City and community should support that relationship.

b. Arts and Creative Activities

Art and creative activities provide opportunities for self-expression, connection, and learning about others. Providing a variety of formal and informal opportunities for these activities can help connect residents. The City should support the efforts of arts organizations, neighborhood and business organizations, and others in providing these opportunities equitably throughout the city.

c. Art Education

Arts education and programming is a community endeavor. Many people consider art education as a primary and secondary school issue. Arts education and appreciation is a lifelong learning pursuit, and the need to support that is an ongoing challenge for cities, schools, arts organizations, and others. The City should partner with the school district, community centers, the library, and other institutions where children spend time to incorporate art education and creation, especially in underserved communities. Any Given Child Madison illustrates how impactful such a collaboration can be. This program brings together many community partners seeking to provide equity and access to arts education for all students. Additionally, all libraries host programs featuring poets, musicians, artists, and writers.

d. Artists in City Processes

Because of the ability of the arts to bring people together, and in many cases transcend culture, race, language, age, and other barriers, art can serve as an effective communication and public engagement tool. Using artists, including social practice artists, in certain City planning and other efforts can engage people in a civic dialog about important community issues in new ways.

GREEN AND RESILIENT

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

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

INTRODUCTION

Society exists within an environment that must be respected and preserved for future generations. While the visual character of cities is established predominantly by the built environment, the preservation of important natural features and systems is critical to maintaining a healthy environment and ecological balance.

Madison has a long-standing commitment to protecting the natural environment (see the Sustainability Plan for recent detailed recommendations), but the City must continue to lead. Stormwater runoff from both urban and rural sources pollutes local lakes and streams. Business and resident reliance on nonrenewable energy contributes to global climate change and negatively affects community health. Due to invasive species such as the emerald ash borer and garlic mustard, biodiversity is threatened. Waste that cannot decompose and does not get recycled pollutes land and water. In addition, environmental degradation disproportionately affects communities of color and other underrepresented communities that have fewer resources.

The Strategies and Actions in this chapter will help to ensure Madisonians experience the benefits of a livable and healthy environment as the city continues to grow and change.

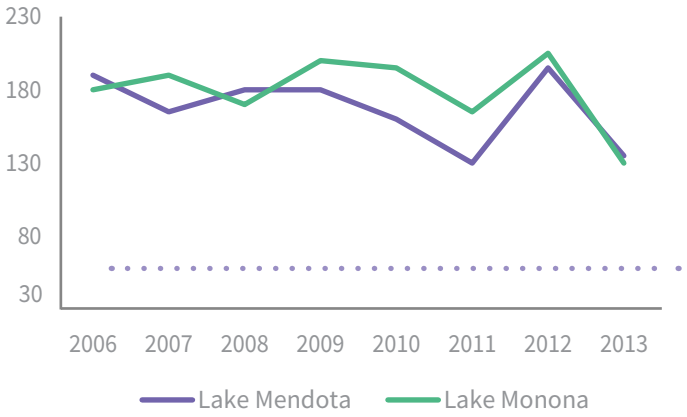
STRATEGIES

1. Protect Madison's water supply and infrastructure to provide **safe, clean drinking water.**
2. Improve **lake and stream water quality.**
3. Increase the use and accessibility of **energy efficiency** upgrades and **renewable energy**.
4. Acquire **parkland** and upgrade **park facilities** to accommodate more diverse activities and gatherings.
5. Improve and preserve **urban biodiversity** through an interconnected greenway and habitat system.
6. Develop a healthy and diverse **urban tree canopy**.
7. Improve public **access to the lakes**.
8. Reduce **landfilled waste.**
9. Support **sustainable farming and gardening** practices that protect the ecosystem and public health.

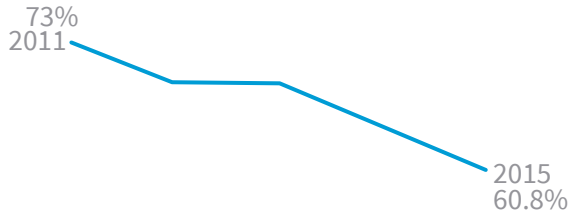
DATA SNAPSHOT

Lake Water Quality[19]

Phosphorus Levels (ppb) *Algae blooms can occur in environments with phosphorus levels above 50 ppb (dotted line)

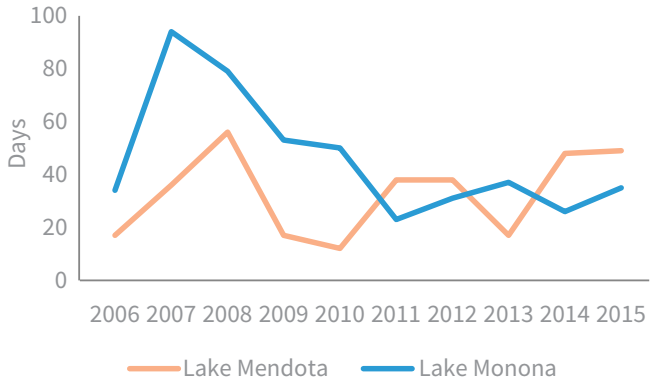


Solid Waste Diversion Rate[20]



Solid waste diversion rate is the percentage of waste that is recycled or composted. The rate has declined in recent years.

Beach Closures per Year[21]



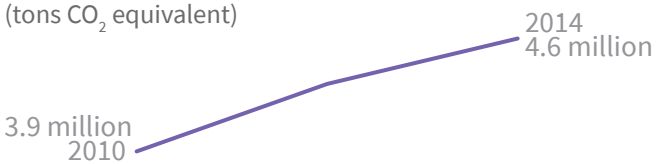
Access to Parks[22]

Approximately **93%** of residential neighborhoods are within a quarter to half mile of a mini or neighborhood park.

97% of residential neighborhoods are within the 2 mile service areas of community parks.

Total Citywide Greenhouse Gas Emissions[23]

(tons CO_2 equivalent)



Strategy 1
Protect Madison's water supply and infrastructure to provide safe, clean drinking water.

Actions:

a. Continue the accelerated water main replacement program and infrastructure renewal program.

b. Expand education programs related to appropriate salt application.

c. Pursue updates to the building code to expand use of rainwater harvesting and use of graywater for water conservation.

d. Continue to partner with Project Home to help homeowners make water conservation upgrades.

Access to water is easy to take for granted. Water is always there when the faucet is turned on to get a drink or wash dishes. Madison is also fortunate to have an abundant water supply. It is the community's duty to protect and preserve this critical resource for future generations.

In addition to preservation, Madison must ensure safe access to water. Everything put on the ground has the potential to eventually end up in Madison's drinking water. The Public Water Supply Map shows the locations of wells and reservoirs and identifies areas where groundwater contributes to the well water supply. These are areas where contaminants have the greatest potential to end up in the drinking water supply. The wellhead protection program limits land uses that have the potential to contaminate groundwater, such as gas stations and heavy industrial uses. The Actions below are important steps the City must take to protect the drinking water supply and infrastructure.

a. Infrastructure Renewal and Replacement

A hidden network of pipes, wells, and pump stations ensure clean and safe water is provided to residents and businesses across the city. Some of the pipes used to provide water date back to the 1880s. Most of the water main pipes installed between 1930 and 1960 are deteriorating because of the pipe materials used and need to be replaced. In fact, over 300 miles of water main pipes must be replaced. Madison Water Utility will replace about 10 miles of water main each year to ensure protection of Madison's water infrastructure.

b. Salt Application

Paved areas are often treated with salt during the winter to maintain safe travel conditions. Unfortunately, salt is often applied too liberally, and is contaminating local lakes and the underground aquifer, causing environmental concerns and long-term concerns about the quality and taste of drinking water. The City should address the issue by reducing salt application through the creation of education programs and training materials with standards for application. These resources should be made available in several languages to improve accessibility.

The City recently worked with public and private salt applicators to develop the Winter Salt Certification Program. The program teaches individuals and private organizations best practices in salt application. The City should coordinate with large entities that manage substantial grounds, such as UW-Madison and Madison Metropolitan School District, to facilitate participation in the program.

c. Water Conservation

Water conservation is another vital piece of the puzzle when it comes to sustainability. The city's water supply must be protected for future generations. There are plenty of simple water conservation methods like shortening showers, watering lawns less, and using more efficient fixtures. These methods are important, but are reaching a point of diminishing returns. Reusing water is another effective method.

Graywater is the relatively clean wastewater gathered from household uses including sinks, bathtubs, and washing machines (but not wastewater from toilets). The City should pursue updates to the building code to allow expanded use of graywater, which could result in increased water conservation and rainwater harvesting.

d. Project Home

The Water Utility has partnered with Project Home to help low-to-moderate income homeowners reduce water waste, increase efficiency, and save money on their water bills. The program is the first of its kind in Wisconsin. The Home Water Conservation Program focuses on installing high-efficiency toilets, fixing plumbing leaks, and installing water saving devices. Installing just one high efficiency toilet can save 4,000 - 10,000 gallons of water every year and drastically reduce the amount of money and energy needed to pump and distribute water. This important partnership increases accessibility to these water-conserving upgrades for more residents.

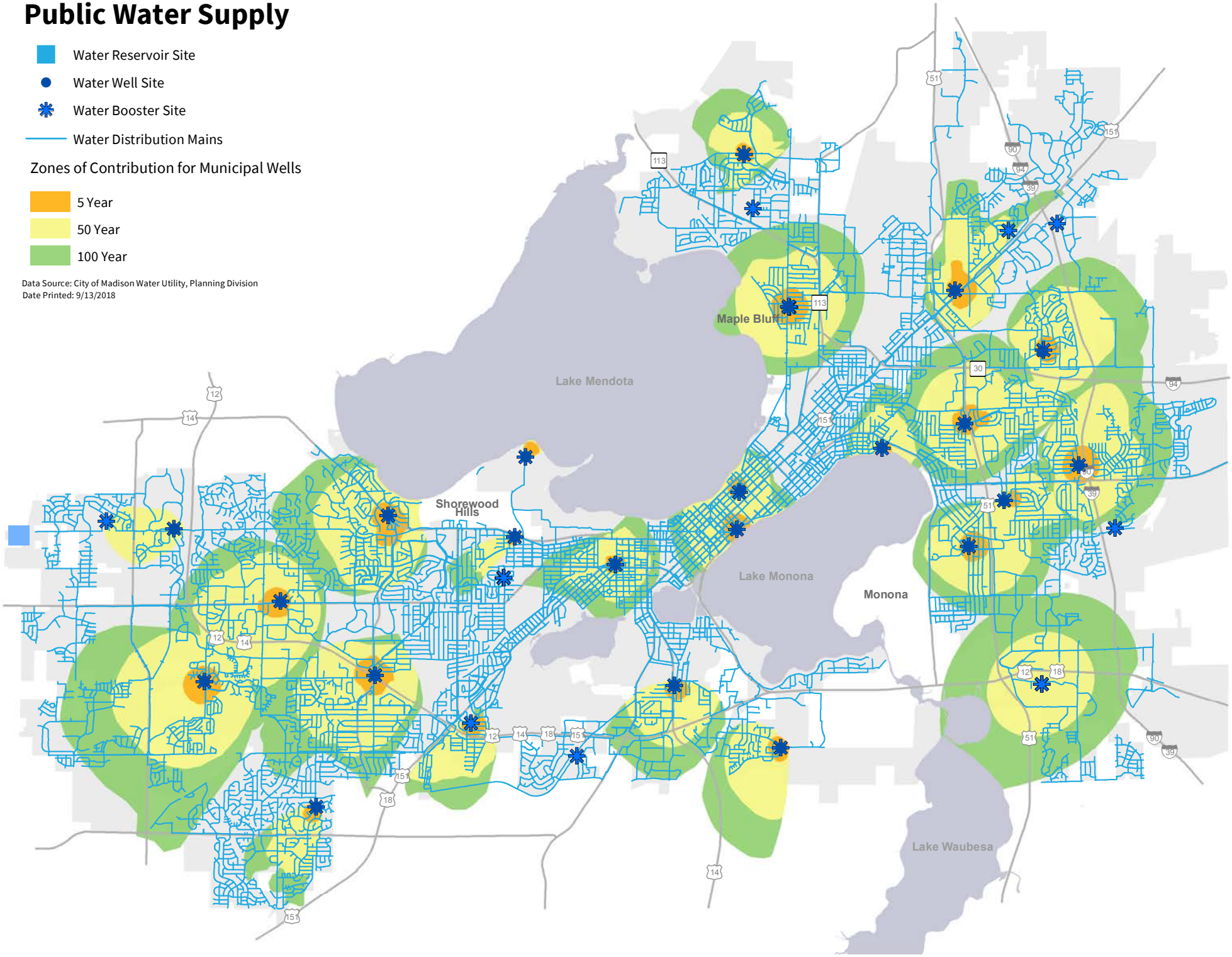
Public Water Supply

- Water Reservoir Site
- Water Well Site
- Water Booster Site
- Water Distribution Mains

Zones of Contribution for Municipal Wells

- 5 Year
- 50 Year
- 100 Year

Data Source: City of Madison Water Utility, Planning Division
Date Printed: 9/13/2018



Strategy 2
Improve lake and stream water quality.

Actions:

a. Partner with other entities to keep phosphorus and other pollutants out of the lakes.

b. Increase frequency and efficiency of leaf collection and street sweeping to reduce phosphorus runoff.

c. Further incentivize rain gardens and other types of green infrastructure.

d. Continue adaptive stormwater management and erosion control to prepare for more intense rain events.

Many beautiful lakes and streams surround and define Madison, but they are subject to frequent algae blooms and pollutant runoff from streets, yards, and farms. Blue-green algae blooms, caused by excess phosphorous levels and warm water temperatures, decrease water quality, harm aquatic life, and can cause illness. Regardless of state and federal requirements, the City is committed to reducing phosphorus and improving regional river and lake water quality.

a. Partnerships

Improving lake and stream water quality is not an endeavor the City can take on alone. The City should partner with other entities such as the County, UW-Madison, Madison Metropolitan Sewer District, and nonprofits. Water quality is not only an urban issue, but rural as well. Much of the phosphorus runoff is from agricultural uses in the region. Strong partnerships with farmers to amend agricultural practices have diverted phosphorus from the lakes. The City should also work with other entities to remove "legacy phosphorus" that has accumulated in river and lake sediment.

b. Leaf Collection

Leaves are a major threat to surface water quality in Madison. Leaves, like all living things, contain phosphorus. Leaves that fall or are swept into the streets are picked up by stormwater and carry phosphorus directly to lakes and streams. The overabundance of phosphorus supports the growth of algae, which harms fish and other native aquatic organisms. The City should increase the frequency and efficiency of leaf collection and street sweeping to reduce the amount of phosphorus runoff into local waterways.

c. Green Infrastructure

Rain gardens and other types of green infrastructure result in infiltration of water into the ground, thus reducing the amount of contaminants that enter lakes and rivers. The City should further incentivize use of green infrastructure by updating ordinances to create greater financial incentives for installation, especially for property owners. Additionally, the City should consider creating a grant program to encourage property owners to install rain gardens and other green infrastructure on private property. These actions and others will help capture and infiltrate runoff closer to the source and improve surface water quality.

d. Stormwater Management and Erosion Control

Climate change has increased the frequency of intense rain storms. The resulting runoff causes localized flooding, increased pollutant transport, and erosion. The City should continue to implement mitigation techniques for this issue including emergency planning, increasing the capacity of the storm sewer system when rebuilding streets, and upgrading greenways to handle the increased flows. The increased frequency of larger storm events also impacts the erosion control efforts at building and street construction sites. Proper erosion control installation and maintenance and working with contractors and engineers to improve the overall level of erosion control is critical in reducing the risk of sediment and phosphorus transport from construction sites.

"I am a rower and I have noticed Lake Monona looked better this year. The algae bloom is a problem on our beautiful lakes. All connected to what is upstream too." — online participant

What is Green Infrastructure?

Green infrastructure projects are a resilient approach for management of stormwater and other wet weather impacts. While traditional drainage systems tend to convey runoff to centralized locations, green infrastructure manages stormwater at its source by filtering stormwater through soil before it flows into larger bodies of water. Examples of green infrastructure include native plantings, green roofs, permeable paved surfaces, and rain gardens.

Rain gardens are one type of green infrastructure that has been implemented in Madison. Through a collaboration between the Friends of Lake Wingra, local homeowners, and City Engineering, over 3,300 plants were installed in seven rain gardens on Adams Street.

For more information, visit:
www.epa.gov/green-infrastructure

Strategy 3
Increase the use and accessibility of energy efficiency upgrades and renewable energy.

Actions:

a. Implement the Energy Plan to reach the goal of 100% renewable and zero-net carbon emissions.

b. Promote various financing tools to fund energy efficiency upgrades and renewable energy.

c. Partner with electrical utilities to increase renewable energy and provide education on the cost savings.

d. Support infrastructure to expand the use of electric vehicles and other eco-friendly fuel sources.

The City recently adopted a community wide goal to transition to 100% renewable energy and net-zero carbon emissions. There has been a lot of change and technological advancement in the area of renewable energy in recent years. Solar and wind energy is competing with non-renewable sources such as coal and natural gas. The City, utilities, and the community must continue to evaluate and address climate change impacts by reducing greenhouse gas emissions through the expanded use of renewable energy and promotion of energy efficiency measures.

Madison Gas & Electric (MGE), which provides electric power to most Madison customers, sources 12% of its electricity from renewable resources and purchases 19% of its electricity, some of which may be renewable. Alliant Energy (Wisconsin Power & Light), which serves portions of the city, obtains 15% of its electricity from renewable sources plus 5% from nuclear power. The City of Madison is already advancing renewable energy through partnerships with electrical utilities, installing solar energy systems on City buildings through the Green Madison program, and encouraging businesses and residents to install solar through MadiSUN. Regarding energy efficiency, all new City government buildings are LEED certified. For other City facilities, the City provides funding to add insulation, upgrade lighting and HVAC systems, and trains building management staff on strategies to reduce energy use.

a. Implement the Energy Plan

A key part of moving toward cleaner energy will be identifying projects in public and private buildings to reduce fossil-fuel based energy consumption and expand use of renewable energy sources. The City should continue to prioritize installation of renewable energy systems, such as solar, wind, and geothermal, on City facilities. In addition, the City's detailed sub-area plans should identify opportunities for shared solar installations.

b. Financing Tools

The City should promote programs that finance the cost of energy efficiency upgrades and renewables. Property Assessed Clean Energy (PACE) financing, sourced through and open lending market, can cover the full cost of energy efficiency upgrades and renewables over a long repayment period. Energy savings can offset the repayment cost. Like property taxes, PACE financing may be transferred to the next property owner if the property is sold. Examples of energy efficiency upgrades that can be financed through PACE include lighting, heating and cooling, insulation, and solar panels. Shared Savings through Madison Gas and Electric and Focus on Energy are other programs which help residents and businesses reduce energy usage. Additionally, the City offers rebates to both residents and businesses for solar installations.

c. Increase Renewables and Provide Education

Working with electrical utilities to increase renewable energy sources is one method the City should pursue to decrease reliance on fossil fuels. Another way to increase the use and accessibility of sustainable energy practices is through awareness. The City should partner with electrical utilities to create an education program about the cost savings and environmental benefits associated with switching to renewable energy sources. This program should provide materials in several languages and be promoted to community based organizations that directly work with underrepresented groups.

d. Eco-Friendly Vehicle Infrastructure

Transportation is a major contributor to greenhouse gas emissions. In addition to providing alternative forms of transportation for the public, the City should plan for and support infrastructure to expand the use of electric vehicles and other eco-friendly fuel sources including biogas, natural gas, and plug-in hybrids. This vital infrastructure will support not only privately owned vehicles, but also the transition of the City's fleet to electric vehicles and biogas. Madison is in the implementation stage of converting the City's fleet to cleaner energy sources by bringing electric cars and buses into the fleet.

"Make green energy more accessible to low-income families. Programs to help with solar panels, LED lights, low-flow toilets, etc. don't make it to the Hmong community."
— Resident Panel participant

Strategy 4
Acquire parkland and upgrade park facilities to accommodate more diverse activities and gatherings.

Actions:

a. Incorporate preferences specific to different cultures, age groups, and abilities in parks and open spaces.

b. Pursue acquisition of parkland in areas planned for or which have had significant redevelopment.

c. Increase connectivity between parks and open spaces through greenways and trails.

City of Madison parks play a vital role in the well-being of the community. They improve the health and wellness of residents and contribute to the economic and environmental well-being of the community and region. The City of Madison Parks Division owns over 270 parks totaling over 5,600 acres of parkland.

a. Preferences

Designing parks to accommodate the needs of a wide spectrum of users is of the utmost importance if a parks system is to be equitable. Individuals of different backgrounds have distinct preferences and patterns when it comes to park usage. For example, through Imagine Madison, Hmong residents noted the absence of tuj lub courts in Madison's parks. Tuj lub is a traditional Hmong game that combines elements of baseball, golf, and bocce ball. City parks can be more inclusive by providing more diverse amenities.

Feedback from Resident Panels also highlighted a preference for more picnic tables and grills clustered in one area so that park spaces can accommodate large family gatherings. More unprogrammed spaces in parks for activities like pickup soccer games were also cited as a need.

Methods to address changing park needs should focus on maintaining flexible spaces within parks and working directly with residents and community groups to identify park preferences specific to different cultures, ages, and abilities.

b. Acquisition of Parkland

Madison continues to become more densely populated, especially as redevelopment in the interior parts of the city continues. The City should pursue parkland acquisition to serve new residents in areas where there has been, or areas that are expected to have, new housing development. With this in mind, the City may need to rely more heavily on acquisition and development of existing developed sites for parkland as opposed to existing underdeveloped agriculture land. One example of an area like this is around Westgate and West Towne malls, where parks will be needed to serve longer-term mixed-use redevelopment with a significant amount of housing.

c. Connectivity Between Parks

Access to nature has been shown to improve emotional and mental wellbeing.[24] Improving access to parks must also include a component related to the accessibility of an interconnected park system. In locations where acquiring parkland is not feasible, the City should increase connectivity between parks through greenways and trails.

Park and Open Space Plan

The City's Park and Open Space Plan is updated every five years to stay current with changing recreational trends, demographics, park needs, and to reflect the planning efforts of related City and County agencies. The Plan makes detailed recommendations to guide the future of the park system.

The 2018-2022 Park and Open Space Plan was developed at the same time as this Comprehensive Plan. Engaging the public was a key part of this planning process. Parks related feedback during the Imagine Madison process helped to guide the Park and Open Space Plan update, creating cohesion between the recommendations of each Plan.

Strategy 5
Improve and preserve urban biodiversity through an interconnected greenway and habitat system.

Actions:

a. Enhance the capability of greenways and open spaces to support natural habitats.

b. Integrate vegetation into the built environment, such as terrace plantings, living walls, and green roofs.

Many species of wildlife can coexist successfully within and on the fringes of cities if community plans recognize and maintain the necessary habitats and conditions. It is also important to reduce conflict between the built environment and the natural environment. For example, birds can collide with glass clad buildings. As the city becomes more developed, preservation of urban biodiversity is not only essential for protecting wildlife and the natural environment, but it also adds richness to urban life.

a. Improve Greenways to Support Habitats

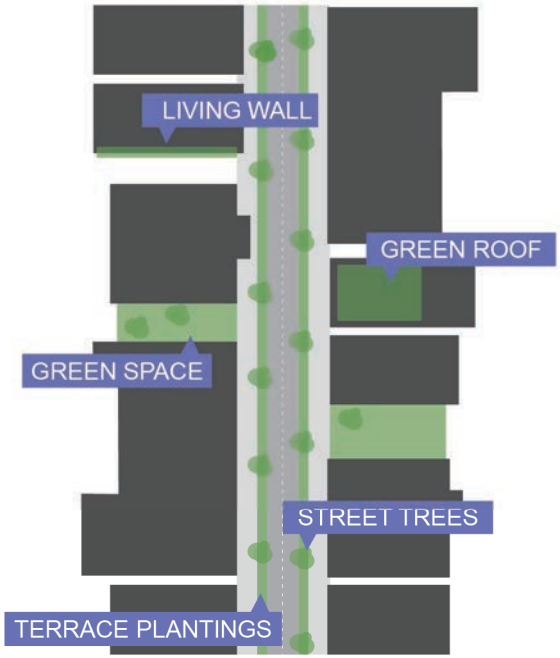
Linking parks and open spaces is not only valuable for humans. An interconnected greenway system also allows wildlife to move among habitats. Improving biodiversity supports wildlife, such as pollinators and birds, in many ways. Greenways that do not have a current or planned multi-use path should be kept as "natural" as possible. In addition, it is essential that the City continues to analyze greenways and open spaces to determine changes to enhance them. Some of the primary methods for enhancement include bank stabilization, phytoremediation, minimizing compaction of soil, and reducing invasive species.

b. Integrate Vegetation

There are ways the City and the community can improve the built environment to enhance urban biodiversity. The City should seek opportunities for greenspace in intensively developed areas and encourage trees and native plantings in terraces and along transportation corridors, which are often dominated by pavement. Urban life is significantly enhanced with the addition of shade-providing trees and water filtering vegetation.

Nature is not only in parks and open spaces, it is everywhere. Even just the street trees and plantings between buildings support biodiversity and act as a nearby nature access point for residents. Madison should support integration of vegetation into the built environment. Methods such as living walls, vines, green roofs, and urban agriculture should be integrated wherever possible to support biodiversity and increase equitable access to the myriad positive health benefits associated with contact with nature.

Integration of vegetation in the built environment



Strategy 6
Develop a healthy and diverse urban tree canopy.

Actions:

a. Continue to prioritize tree species diversity to create a resilient tree canopy.

b. Work across agencies to increase the tree canopy.

c. Review and update City policies, practices, programs, and operations that impact the urban tree canopy.

Trees are a fundamental component of the urban landscape. Urban trees provide many economic, environmental, health, and aesthetic benefits to communities. Trees remove air pollutants, reduce cooling costs, capture storm water, increase property values, absorb noise, and much more. Larger sized trees increase the benefits of trees almost exponentially.

The City government has limited control over the tree canopy because most of the trees in Madison are located on private property. For this reason, education and partnerships will both play a vital role in maintaining a healthy and diverse urban tree canopy.

a. Tree Species Diversity

Disease, insects, wildlife, and weather pose constant threats to trees. Dutch Elm Disease in the 1960s and 1970s eliminated thousands of American Elm trees across the city. In more recent years, the emerald ash borer beetle (EAB) has threatened Madison's tree canopy. The larvae of this invasive species feeds on the inner bark of ash trees, damaging or killing them. Prior to the discovery of EAB in the City in 2013, ash street trees made up about 21% of the street tree population. The City should prioritize tree species diversity so that the tree canopy is resilient in the face of future threats such as this one. In addition to species diversity, other factors, such as native tree species and species that are beneficial to pollinators should be considered.

b. Work Across Agencies

Redevelopment and Public Works projects demonstrate the competition for space, amenities, and provision of City services. Street trees need to compete for space in the public terrace with lighting, fire safety access, underground parking, bicycle parking, utilities (such as high voltage overhead wires), and more. Appropriate tree species must be chosen and placed strategically in the terrace to avoid both underground and above ground infrastructure conflicts and to allow for sufficient fire safety access. These factors not only limit the placement of public and private trees, but can also minimize the amount of soil volume for trees to grow in, negatively impacting their long-term success. As development and redevelopment continues, City departments must work together internally and with utility companies and developers to increase the tree canopy.

c. Update City Policies

Reviewing and updating City policies, practices, programs, and operations will be a key step in maintaining a healthy tree canopy. The City and partners should work to review the zoning code, procedures for treatment against invasive species, and policies for undergrounding utilities. For ex-

Madison Canopy Project

The Urban Tree Alliance, a Madison nonprofit, works to preserve and grow the urban forest canopy.

With the Madison Canopy Project, a program started in 2014, the Urban Tree Alliance carries out its mission and provides trees to residents in Madison and Fitchburg neighborhoods. Neighborhoods are selected based on the amount of cover currently provided by their tree canopy. Projects such as this that encourage landowner collaboration to improve the tree canopy are proving to be effective.

This project is funded in part by an urban forestry grant from the State of Wisconsin Department of Natural Resources Forestry Program.

For more information visit: www.urbantreealliance.org

The Urban Forestry Taskforce

The Urban Forestry Taskforce was created in early 2018 to complete several tasks and provide recommendations to the Mayor and Common Council, including:

- Review available research and best practices on promoting a vibrant, healthy, and sustainable urban forest.
- Review City policies, practices, programs, and operations that impact the urban forest.
- Solicit input from local stakeholders with additional information on the issue as needed.
- Develop recommendations to the Mayor, Common Council, Committees or Commissions, and/or City agencies on the establishment of a Canopy Coverage Goal and action plan for the city covering both public and private trees.
- Develop recommendations to the Mayor, Common Council, Committees or Commissions, and/or City agencies to preserve and expand urban forest resources through a well-planned and systematic approach to tree management.

ample, undergrounding overhead utilities is quite costly and will likely require financial participation from property owners. The City should review the standards for spacing of terrace tree plantings and the proximity of trees to intersections. Additionally, the City should determine how an undergrounding program could be equitably applied throughout the City and not just include neighborhoods with the greatest ability to cover cost.

The Poet Tree
Poem by Madison resident Pippa Schroeder

I am smooth and ancient.
I grow from the past and to the future.
I see families in the future taking their rocket ships out for a ride.
And I see families in the past, leaving on horse-drawn carriages.

And all the stories told by cave people and science fiction engineers,
End up in one place where they slowly grow,
To places never, ever seen before,
In a garden of peace and happiness, it stays.
Our poet tree still remains.

Strategy 7
Improve public access to the lakes.

Actions:

a. Expand protected shoreline through the purchase of property or easements.

b. Provide additional connections to and along the lakes.

c. Prioritize water quality improvements at public beaches.

Madison is situated among the five lakes of the Yahara system of lakes. These lakes provide countless benefits to residents of Madison. They are not only a natural asset, but also a source of recreation. The City and region must take measures to protect the lakes and maintain and improve access to the lakes.

a. Protected Shoreline

Access to the lakes can be improved through physical measures, such as maximizing the amount of protected shoreline. The City should map out the highest priority lakeside properties and then purchase or obtain public access easements when these properties become available.

b. Additional Connections

Paths should be added along the lakes to enhance ease of access. A great deal of feedback from the community mentioned needing improved connections to the lakes from downtown, often calling out improvements to Law Park. Because downtown is so well served by transit, access to the lakes can be significantly increased with additional and enhanced downtown connections to and along the lakes. An initial step has already been taken to begin addressing this Action when the City Council included funds for a Law Park planning process in the 2018 budget.

c. Beach Water Quality

Physical access to the lakes is one component of accessibility, but beach water quality is another important factor. Part of access is being able to actually swim and play at Madison's 12 beaches. In 2015, on Lake Monona alone, there were 35 beach closures due to water quality issues. The main factors impacting beach water quality include algal blooms caused by high phosphorus levels and heavy rain events, which can carry fecal matter from animals and lead to closures due to E. coli.

Along with many other methods to improve lake water quality, the City and partners should investigate installing more "beach exclosures," which use a floating plastic barrier to isolate water in the swimming area from the rest of the lake. The water is pumped into a small filtration facility and returned back to the swimming area once it has been treated. The results have been promising since the City installed a similar system at Brittingham Beach in 2011. While this method should not be the only solution to lake water cleanup, it is an important step to ensuring beaches are accessible for swimming.

"Even though much of our lakes' water quality issues stem from intense agriculture production around us, the City should work to reduce runoff."
— online participant

Strategy 8
Reduce landfilled waste.

Actions:

a. Establish a new westside full-service drop-off site for recyclables, hazardous materials, and yard waste.

b. Establish a citywide food scrap recycling program.

c. Create multi-lingual educational information about recycling and composting.

Even though city residents and businesses recycled or composted over 60% of waste in 2015, 50,000 tons of material was still sent to the Dane County Landfill. As the Solid Waste Diversion Rate figure shows (as noted on page 87), in recent years Madison's solid waste diversion rate has decreased, meaning residents and businesses are sending a higher percentage of their solid waste to the landfill. This decrease can be partially attributed to the increase in construction, and associated waste created, in 2015 compared to 2011.

It is imperative that Madison takes action to reduce landfilled waste because it will lengthen landfill lifetime, lower landfill maintenance costs, and improve stewardship of resources. Feedback from the community showed that residents are interested in ways they can make changes to improve solid waste diversion.

a. New Drop-off Site

The City has two year-round drop-off sites where items that cannot be collected at the curb can be recycled. Residents can drop off items such as brush and yard waste, electronics, batteries, and other potential recycling opportunities. A new, full-service drop-off site is needed on the west side to increase capacity and improve convenience to customers to increase use of this service.

b. Food Scrap Recycling

Food waste can be a significant resource. Food scraps can be composted instead of landfilled, then used in gardens and on farms to return useful nutrients to the soil. Food scraps could also be processed in an anaerobic digester that can capture and utilize the natural gas emitted by food scraps and also generate material for composting. The City must secure a permanent processing site, whether composting or digestion facility, in order for food scraps to be used as the valuable resource they are.

c. Education Information

One barrier to improving recycling rates is language access to information about recycling. Madison should work to create educational information about recycling and composting in Spanish and Hmong and promote these materials. The Recyclopedia and recycling calendar should also be made available in other languages.

Strategy 9
Support sustainable farming and gardening practices that protect the ecosystem and public health.

Actions:

a. Work with partners to continue to support community gardens and associated infrastructure.

b. Identify opportunities to support local food production within the city.

c. Establish guidelines for sustainable agricultural best practices.

Sustainable farming and gardening practices enable farmers and residents to produce local, healthful food using techniques that do not come at the expense of public or environmental health. Some common practices include minimizing water use, reducing runoff, and using natural soil amendments such as compost.

a. Support Community Gardens
Community gardens play a vital role in supplying residents with locally grown food. The City and partners should explore two measures to sustain and expand the use of community gardens. The leases of community gardens on City-owned property should be evaluated for extension. In addition, community partners should collaborate on identifying opportunities for new facilities in areas that would require little infrastructure to provide water and access to gardens.

b. Food Production within the City
As Madison continues to grow it will be necessary to balance development with the use of land or buildings for urban agriculture and food production. Food security is enhanced through the preservation of agricultural lands and expanded support for local and regional food production. Properties owned by the City, currently undeveloped properties, or properties in commercial and industrial areas have potential to increase local, sustainable food production and encourage neighborhood interaction and increase social capital. A map of existing agricultural operations should be developed, followed by a prioritization of properties where food production as a future land use could be encouraged.

The City should also identify locations that would be suitable for agrihoods, where development is integrated with a working farm. Troy Gardens on Madison's north side is a good example. Agrihoods could be developed at a variety of scales, but may be most appropriate on the edge of the city where they could serve as a transition to existing rural uses.

c. Establish Guidelines
Madison must work to reduce the use of harmful fertilizers, pesticides, and herbicides. Pesticides have negative environmental and health impacts. Fertilizers contain high levels of phosphorus which negatively affects the lakes and waterways. Guidelines should be established for urban agriculture to promote best practices that support the natural environment and public health in the community.

Urban Agriculture

Urban agriculture involves the production of food for personal consumption, market sale, donation, or education, within cities and suburbs. Urban agriculture exists in multiple forms, including market farms, community gardens, school gardens, full-year vegetable production in greenhouses, orchards, rooftop gardens, and the raising of chickens, fish, and bees.

Madison has supported a recent growth in urban agriculture through its Zoning Code, and other City ordinances permitting community gardens, fruit and nut trees, beehives, and backyard chickens. The Zoning Code allows the creation of Urban Agriculture Districts to encourage small-scale farming within the city, one example being the 4.5-acre Troy Community Farm on Madison's north side. A joint city/county resident work group has also been formed to develop supportive policies for urban farms and community gardens across Madison and Dane County.

EFFECTIVE GOVERNMENT

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

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

INTRODUCTION

Effective government includes providing the City's residents and visitors with equitable day-to-day services and facilities that contribute to a high quality of life. These services and facilities include police and fire protection, waste management, snow removal, libraries, neighborhood centers, and more. As the City continues to grow in both population and area, so too does the demand for essential services.

Maximizing the efficient provision of facilities and services can best be achieved through careful coordination among City agencies and with other municipalities. This cooperation can help avoid costly and unnecessary duplication of services. The City establishes partnerships with surrounding municipalities, area nonprofits, and the private sector to develop and operate facilities and services.

The City strives to provide a number of ways for people to access city services. An important focus on the provision of services is to provide individuals and groups, especially underrepresented populations, with the tools necessary to effectively gain access to Madison's many services and resources. The City is committed to providing services that will reach all residents and workers.

STRATEGIES

1. Pursue **regional solutions** to regional issues.
2. Collaborate with State and local officials to create a **regional transit authority** to enhance public transit in the Madison area.
3. Locate community facilities to provide a **high-level of service** to all neighborhoods.
4. Work with area municipalities and regional entities to preserve long-term options for **efficient City expansion**.
5. Ensure **new development** occurs in locations that can be **efficiently served** to minimize costs on the community as a whole.
6. Improve **accessibility to government agencies** and services.
7. Ensure that the City of Madison government is **transparent and accountable**.
8. Continue to **build better relationships** between police officers and the diverse communities they serve.
9. Ensure all **neighborhoods are clean and safe** through the provision of quality non-emergency services.

Strategy 1
Pursue regional solutions to regional issues.

Actions:

a. Strengthen the capacity of regional agencies to foster collaboration and consensus.

b. Work with Dane County and adjacent communities to improve the quality of area lakes and preserve other natural resources and facilities.

c. Work with Dane County and other municipalities to develop a regional food systems plan.

Dane County is comprised of 61 cities, villages, and towns. While intergovernmental collaboration is important for a number of issues, the number of municipalities in the county can make collaboration difficult. Some issues, such as transportation, water quality, and urban growth are best addressed at the regional level. The City should continue to work with regional entities to address issues that require sustained efforts by multiple jurisdictions.

a. Collaboration and Consensus

Madison works with various agencies to address regional issues. One of the City's key partners in addressing water quality and urban growth issues is the Capital Area Regional Planning Commission (CARPC). CARPC provides many services to area communities, including review of amendments to urban service areas and region-wide land use planning. The City should continue to work closely with CARPC on key regional issues such as water quality and loss of farmland. The City and Dane County should work together to address various issues including affordable housing, social services, clean air, green space, transit, and economic development.

Finding regional solutions continues to increase in importance as the region itself grows. Issues of affordable housing, homelessness, transportation, and water quality are best addressed through collaboration at a regional level. With nearly half of the county's population, the City has the opportunity to contribute to collaborative efforts with not only CARPC, but also the Madison Area Transportation Planning Board, Dane County, and the Madison Region Economic Partnership (MadREP). The City should also take a leadership role in consensus building on transit.

b. Lake Water Quality and other Natural Features

The water quality of Madison's lakes is very important to the City and other municipalities in the region. Challenges to lake quality include agricultural runoff and discharge of urban storm water. The 359 square mile Yahara River watershed contains dozens of governmental units, necessitating a regional approach to improve the quality of Madison's lakes. In addition to working with other local governments, Madison should also collaborate with the variety of community groups working on water quality issues.

c. Regional Food Systems

Dane County has some of the most productive agricultural land in the world, as well as a strong food economy. The City should support Dane County and other entities in developing a regional food systems plan that identifies key improvements to the regional food supply chain. Strengthening the local supply chain will bring additional food security to the region, job opportunities for residents with a wide range of backgrounds, and support preservation of agricultural land.

Strategy 2
Collaborate with State and local officials to create a regional transit authority to enhance public transit services in the Madison region.

Action:

a. Collaborate with area municipalities and businesses to make the case for the creation of a regional transit authority.

Transit is costly to operate but yields significant economic and environmental benefits. Madison has high transit ridership, but the City is unable to expand operations due to funding and jurisdictional constraints. Unlike in many mid-sized and large metro areas throughout the country, there is currently no mechanism to create a dedicated funding source for transit for local or regional governments in Wisconsin. Transit is inherently a regional issue but is currently operated by a City agency. Metro Transit service is provided in the City of Madison and to some surrounding communities through a contract.

Creation of a regional transit authority (RTA), which necessitates enabling legislation by the Wisconsin Legislature, would provide a governing and funding mechanism to create a higher level of transit service in the Madison region. An RTA could fund capital and operating costs for a regional transit system, including bus rapid transit and expansion of bus service to outlying City neighborhoods and adjacent communities. Because transit is a regional issue, the City should not only engage with other local governments in the area on funding and shared governance of an RTA, but also with Dane County.

What is a Regional Transit Authority?

A regional transit authority (RTA) is a special-purpose district, organized as either a corporation chartered by statute or as a government agency, and created for the purpose of providing public transportation within a specific region. RTAs often have authority to raise revenues through taxation for the purposes of providing public transportation facilities and services.

While creation of an RTA with a dedicated funding source is a crucial step to both administering and paying for public transit, other funding solutions may need to be explored as well. Transit impact fees, special assessments, and TIF are all potential methods for paying for some of the capital costs associated with enhanced transit, especially BRT.

a. Regional Transit Authority

The City and region should build a coalition of local governments in Dane County, the County itself, and governments in other metro areas throughout the state to make the case for RTA enabling legislation with the State. The coalition will need to demonstrate the benefits of creating an RTA to the Wisconsin Legislature. One benefit of a regional transit authority and higher quality transit service is improved access to education and employment, which in turn leads to better long-term economic opportunities. Riding the bus is safer than driving, and transit users tend to be more physically active, which improves health outcomes. Riding the bus also saves residents money. Finally, greater transit use will help mitigate the increasing traffic congestion that the region is experiencing as it continues to grow.

Building public and private sector support for an RTA would help make the case to lawmakers that enhanced and expanded transit will better meet the needs of people and businesses, making the Madison area more economically competitive at the national level.

Strategy 3
Locate community facilities to provide a high level of service to all neighborhoods.

Actions:

a. Create a long-range facilities plan to guide the siting of City facilities.

b. Co-locate community facilities to improve service provision and reduce capital and operating costs.

c. Establish partnerships with other entities to improve service delivery and reduce duplicative services.

The City of Madison strives to provide a full range of services to all neighborhoods. At the same time, the City should try to optimize where community facilities are located to balance provision of services with the long-term costs to operate facilities. With a growing population and footprint, the City must take a long range view to make sure that facilities are well-situated to provide services to developing areas, redeveloping areas, and neighborhoods that are experiencing change, understanding that each area presents unique challenges. For developing areas, the City must secure land for water towers, fire stations, and other facilities that provide the services that residents throughout the city expect. In redeveloping areas, modernizing older facilities like libraries and neighborhood centers or constructing new facilities like the Public Market necessitate a different approach. In some neighborhoods, changing demographics bring changing service demands that do not align with existing facilities in the area. The City will continue its efforts to provide efficient and equitable facilities and services throughout the community.

a. Long Range Facilities Plan

Demands for City services consistently evolve as the City continues to grow both upward, with infill and redevelopment projects, and outward, with greenfield development on the edge. The City also faces challenges to efficiently serve areas that are separated by the lakes and other municipalities. The City should develop a long-range facilities plan to identify underserved areas and determine how to cost-effectively provide services to these areas. The facilities plan should also influence development patterns by steering development toward areas that can be served by City facilities that have available capacity.

b. Co-locate Community Facilities

The City has traditionally located facilities in stand-alone buildings or spaces. However, more recently the City has and should continue to pursue opportunities to co-locate facilities to save money and better serve the community. For example, the Meadowridge Library and Meadowood Community Center are located in side-by-side spaces, which enables them to share a community room and easily collaborate on programming and activities. Other opportunities to co-locate facilities should be studied as the city grows and additional services and locations are needed.

> **"The City should have more multi-use spaces that combine multiple City services in one building!"**
> **— Neighborhood Resource Team participant**

c. Partnerships

The City should pursue partnerships for implementing services across the area. In some cases, the City may partner with nonprofit entities to provide services, as has been done with city-assisted construction of permanent supportive housing that provides services to formerly homeless individuals. In other cases, the City may collaborate with other governmental units on the efficient delivery of services. Metro Transit provides service to the cities of Fitchburg, Verona, and Middleton; the Madison Fire Department provides service to the Village of Shorewood Hills and the Town of Burke; and the Madison Water Utility provides water service to several adjacent municipalities.

Strategy 4
Work with area municipalities and regional entities to preserve long-term options for efficient City expansion.

Actions:

a. Meet with area municipalities to share and discuss community goals and growth plans.

b. Work closely with the Capital Area Regional Planning Commission and Dane County on regional planning.

c. Continue to enter into intergovernmental agreements with neighboring municipalities when it is beneficial to do so.

d. Continue to use the City's extraterritorial review authority to limit unsewered, low density development on the City's periphery.

Overall, the City strives to grow in a compact manner. While feedback through the Imagine Madison process generally favored infill and redevelopment to accommodate much of the city's anticipated growth, there will continue to be a demand for additional development on the periphery of the city, including areas currently outside the City. The City plans for these areas well in advance of development to ensure that they can be developed efficiently, which can require coordination with other municipalities.

a. Share Goals and Plans

Madison borders 12 other cities, villages, and towns, each with their own plans for growth. In a fast growing metropolitan area, there are many potential locations for development to occur. If growth is not coordinated with neighboring jurisdictions, problems can arise. Poorly managed growth can have negative impacts on land use, transportation, open space, the environment, and utilities, and may lead to wasteful and inefficient development. The City should meet with neighboring jurisdictions to share growth plans and discuss areas of mutual concern.

b. Regional Planning

Entities such as CARPC and Dane County provide a forum for regional planning. CARPC is in the process of developing A Greater Madison Vision (AGMV) which is a Comprehensive Plan that covers Dane County and beyond. AGMV provides an opportunity for individual jurisdictions to consider how they fit within and contribute to the success of the region. A shared vision also offers a starting point for local municipalities' planning efforts and identifies opportunities for adjacent municipalities to collaborate on areas of mutual interest. In a very different role, CARPC's Commission reviews local municipalities' requests to open up new areas for development through the urban service area amendment process. This process provides a public forum for growth requests to be considered from a city, village, and town perspective. Dane County plays a key role in shaping the county through their review of development proposals within town areas, some of which include planned Madison growth areas. Scattered development in these areas can negatively impact the Madison's ability to grow in a compact and efficient manner. The City should continue to participate in these regional planning efforts and review processes to advance regional interests while also considering the City's interests.

c. Intergovernmental Agreements

As shown on the Intergovernmental Boundary Agreements map on the following page, the City has entered into agreements with the Town of Blooming Grove, Town of Madison, City of Fitchburg, Town of Burke, Village of DeForest, City of Sun Prairie, and the Town of Middleton. These intergovernmental agreements and cooperative plans provide more predictable and efficient development and help to avoid land use and annexation conflicts. Agreements can also establish long-term municipal boundaries, which provides

Intergovernmental Boundary Agreements

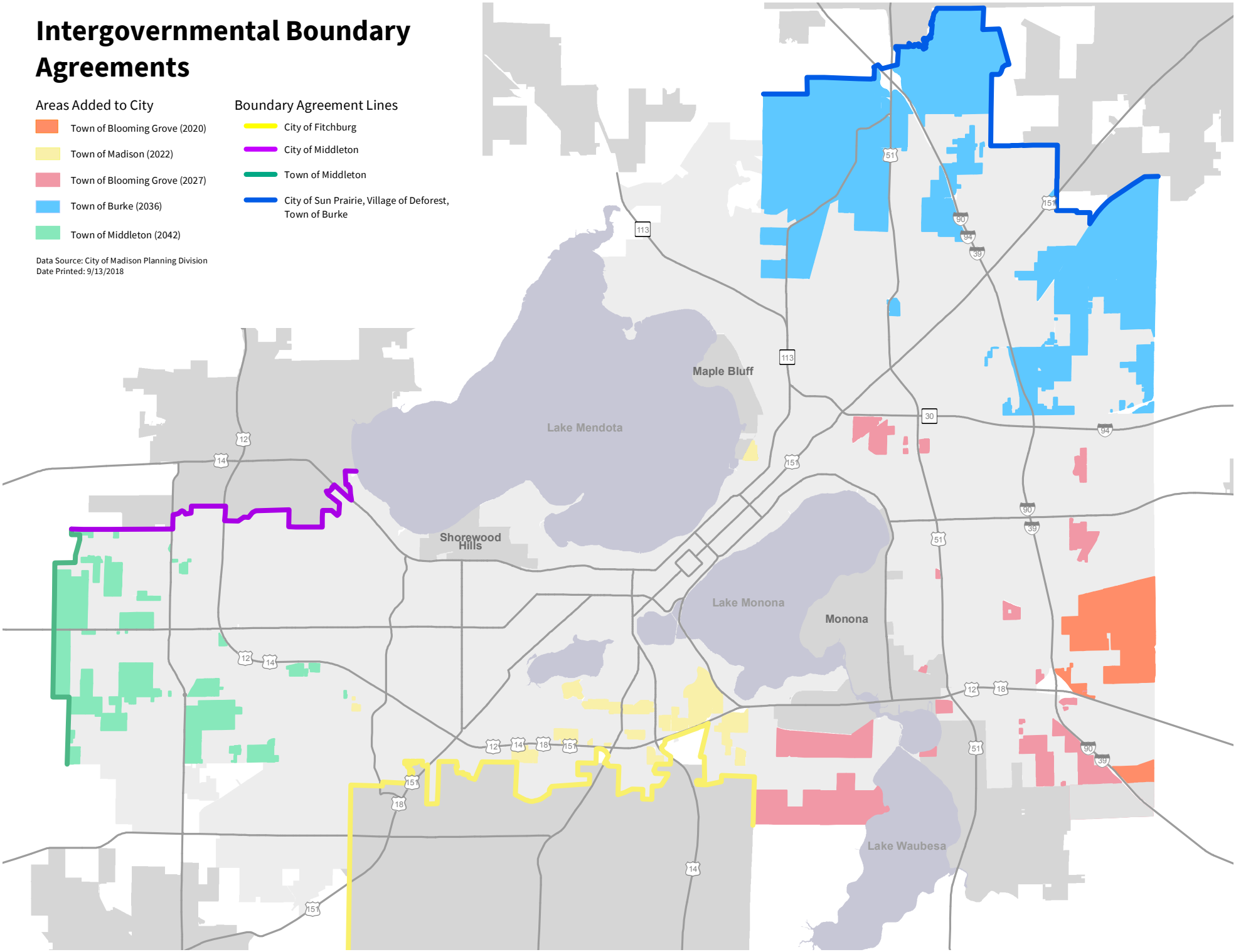
Areas Added to City

- Town of Blooming Grove (2020)
- Town of Madison (2022)
- Town of Blooming Grove (2027)
- Town of Burke (2036)
- Town of Middleton (2042)

Boundary Agreement Lines

- City of Fitchburg
- City of Middleton
- Town of Middleton
- City of Sun Prairie, Village of Deforest, Town of Burke

Data Source: City of Madison Planning Division
Date Printed: 9/13/2018



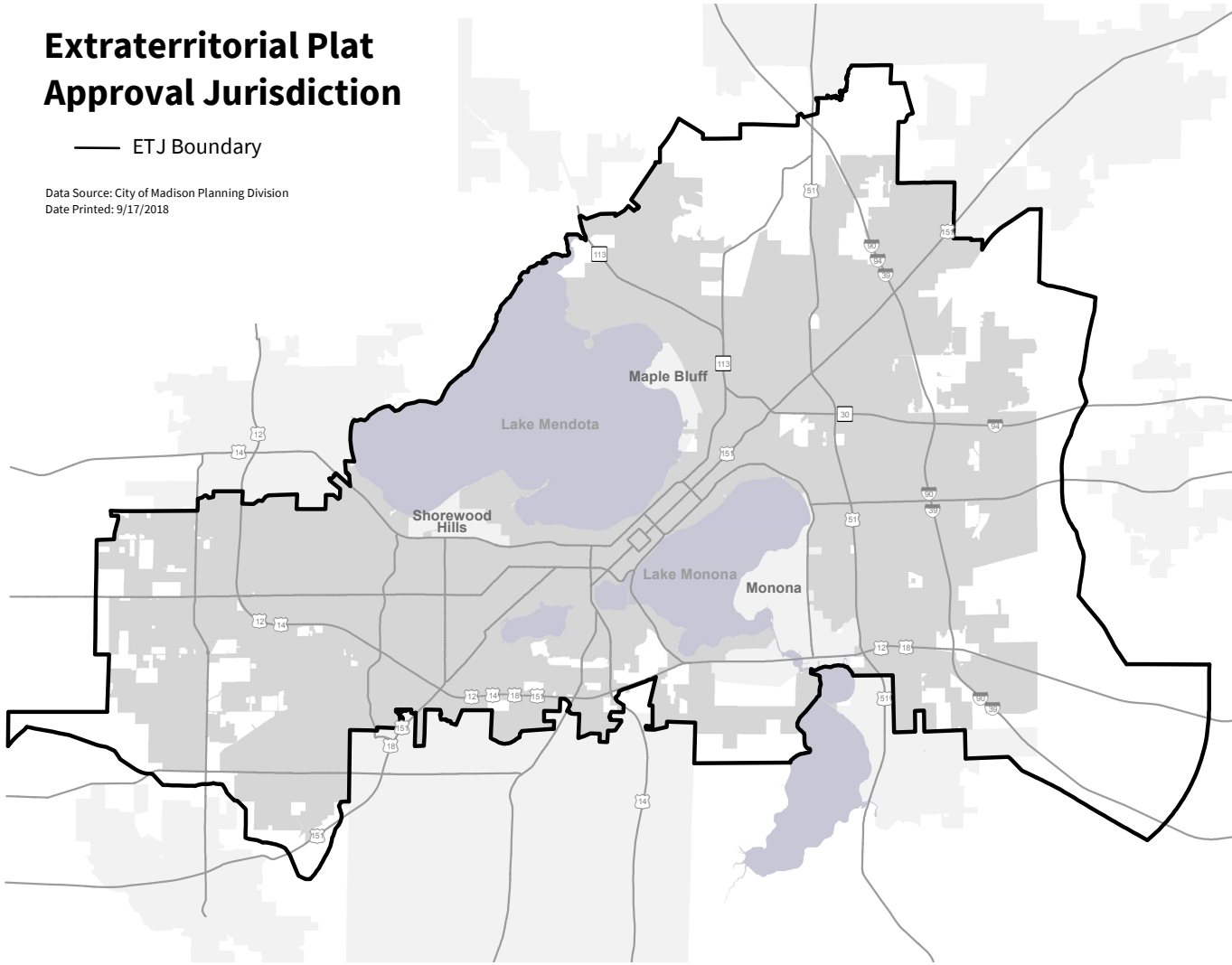
more certainty for planning long-term City facilities and infrastructure. Other issues often addressed in intergovernmental agreements and cooperative plans are preservation of shared open space and community separation areas.

d. Extraterritorial Review Jurisdiction

The purpose of extraterritorial plat review is to provide cities and villages with a statutory tool to review and approve or deny land divisions outside city and village boundaries to preserve undeveloped land for anticipated future development at urban densities. Extraterritorial plat approval jurisdiction is defined in Wisconsin Statutes, Chapter 236. For Madison, approval authority extends three miles out from the City's boundary. In most areas, the City's review area overlaps the ETJ area associated with nearby cities and villages. Madison's review area extends to the midpoint between Madison and the nearby city or village in these cases. Additionally, the City voluntarily pares back its ETJ review in areas not contemplated for future City expansion. This includes areas west of the Town of Middleton and north of Lake Mendota.

Recent court cases limit the use of extraterritorial plat review. A city or village does not have the authority to impose its own development standards and specifications for public improvements as a condition of extraterritorial land division approval. In addition, State law does not allow cities and villages to condition approval of a land division on annexation. Further, cities and villages cannot regulate land use through the subdivision approval process.

The City will continue to use its ETJ review powers to avoid costly and inefficient development on Madison's urban edge. The City will use the Comprehensive Plan and neighborhood development plans as the basis for its ETJ review. Madison will continue to oppose premature development in ETJ areas where the City may develop at a much higher density over time. Low-density rural development is inconsistent with the City's desire to guide development to areas where compact development is planned.



Strategy 5
Ensure new development occurs in locations that can be efficiently served to minimize costs on the community as a whole.

Actions:

a. Use the Comprehensive Plan and sub-area plans to guide development towards areas that can be efficiently served.

b. Use the urban service area process to guide development to areas that can be served best.

c. Be judicious with outward expansion of utilities and community facilities.

An important part of the City's growth strategy is to achieve efficient growth patterns. Detailed City plans provide service and facility recommendations for planned growth areas. Sometimes growth on the urban edge leapfrogs existing development as property owners have different timelines for making their property available for development. The City must maintain a sensible growth pattern that does not place undue costs on residents for overextension of services, while allowing for the fact that landowners will continue to have different timetables for future development of their property.

a. Guide Development

The City strives to foster an efficient development pattern that uses existing City services whenever possible. The most efficient and cost effective development occurs in areas where City services and infrastructure exist and have remaining capacity. Completion of sub-area plans for existing neighborhoods can set the conditions for redevelopment, making it easier to proceed with projects once a vision and accompanying design standards are established. Completion of sub-area plans for developing neighborhoods coordinate land use and transportation patterns between adjacent parcels of land that frequently have different owners with different interests who will be developing on different timelines. These peripheral neighborhood development plans address land use, transportation, parks and open space, transit, and urban services like sewer and water. City requests to Capital Area Regional Planning Commission (CARPC) to amend the Central Urban Service Area (CUSA) must follow an adopted neighborhood development plan.

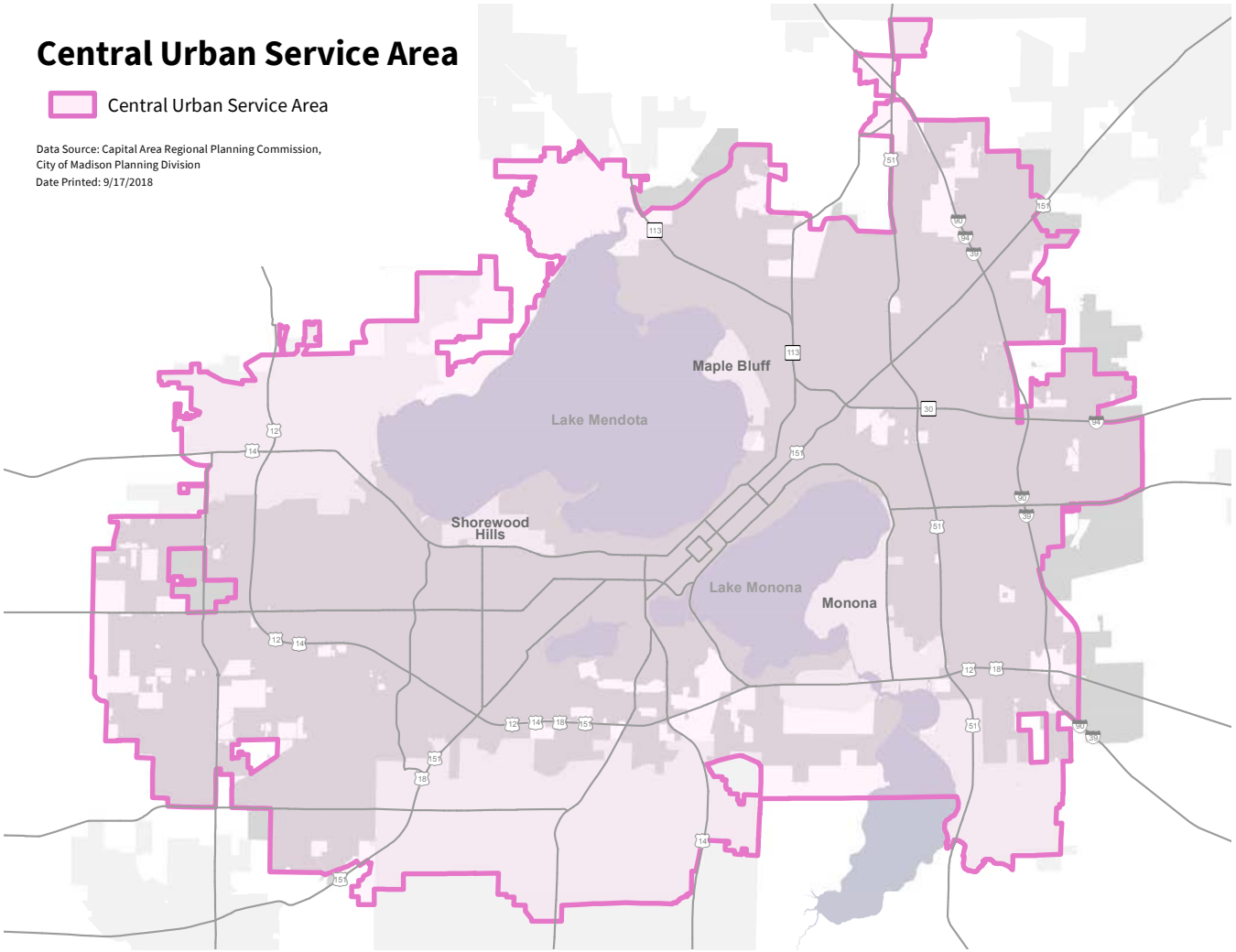
The City must also include a development phasing plan in its application to CARPC, which helps in guiding development to areas that can be served efficiently. Refer to the Growth Priority Areas map in the Growth Framework chapter for areas anticipated for future development.

b. Urban Service Area

Prior to opening up an area on the edge of the City for development, Madison must first receive CARPC and DNR approval to extend sanitary sewer service. The City's adopted plans, including the Comprehensive Plan and the various neighborhood development plans, are used to determine where new development should occur. Completion of detailed Neighborhood Development Plans (NDPs), followed by the in-depth analysis required for urban service area amendments, will help the City ensure that growth occurs in areas that can be efficiently provided with services.

c. Utilities and Community Facilities

While developers of new neighborhoods are responsible for installing local water and sanitary sewer lines to serve



specific parcels within their subdivision, the Madison Metropolitan Sewerage District (MMSD) and the City are responsible for extending major water and sewer infrastructure that provides the backbone of these systems. Extension of water and sewer lines, including accompanying investments like pumping stations, water towers, and sewerage lift stations, enables development of land within the city.

The City, its water utility, and MMSD are in a situation where extending services not only enables, but encourages development by raising the value of land and necessitating that costs of extension be recouped by signing up new ratepayers. Additional expenses, such as the provision of parks, garbage/recycling pickup, snowplowing, and fire protection service then follow.

While this Plan and various neighborhood development plans lay the groundwork for long-term development on the edge of the city, the City must still be judicious in extending utilities to these areas in a logical and coordinated pattern to limit "leapfrog" development and ensure that development is phased in a manner that makes financial sense for taxpayers.

"So proud of Madison's past action to replace lead pipes."
— online participant

Strategy 6
Improve accessibility to government agencies and services.

Actions:

a. Provide language translation and interpretation to meet the needs of residents.

b. Consider new systems and technologies, such as a 311 system, for people to efficiently communicate with the City.

c. Explore expanded office hours and satellite facilities to accommodate customers with varying work schedules or those who rely on transit.

A basic function of government is to provide access to City services to meet the needs of residents, workers, and visitors. As new technologies emerge, more and more aspects of daily life can be done online and outside of an 8:00 a.m. to 5:00 p.m. workday. The City strives to provide services through new technology and better use of existing resources. The City should pursue opportunities for residents to access services in a way and at a time that is convenient for them.

a. Language Translation and Interpretation

Many Madison residents speak a language other than English at home. Services should not be denied or restricted to any individual because of limited proficiency in English or due to any disability. The City is committed to providing equal opportunities in all programs, services, and activities to Limited English Proficiency (LEP) individuals. To provide access for non-English speakers, the City should have written translation and oral interpretation, free of cost, to LEP individuals to ensure meaningful, accurate, and equal access to programs, benefits, and activities.

b. New Technology

Technological innovations are continuously changing the way that people communicate. The last Comprehensive Plan process, in 2006, largely depended upon Plan Commission public hearings, community meetings, emails, and website updates to interact with residents. The process for this Plan used all of those methods, but also took advantage of the previously unheard-of avenue of "social media," with Imagine Madison accounts on now ubiquitous platforms. Some cities are pursuing innovations with 311 systems (a hotline for non-emergency calls) or smartphone based apps that allow residents to report problems. With the rapidly changing pace of technology, it is impossible to predict what methods of communication might emerge over the next 10-15 years, but the City should be nimble enough to change with resident preferences when it comes to communicating with their government. Some existing methods of interacting with the City could be enhanced through the use of newer technologies. For example, the Report-a-Problem web page could be expanded to a smartphone app to reach a broader user group.

"There should be an app that tells us when bike lanes and paths are closed!" — summer event participant

c. Expanded Hours and Locations

Accessing City services can be a challenge for people who work a full time job during normal business hours or who cannot easily travel to City offices, most of which are concentrated downtown. The City has had success in expanding absentee voting to libraries. Other opportunities to expand access to the most-used City services should be explored. Small satellite offices could be considered for the most commonly used city services.

Strategy 7
Ensure that the City of Madison government is transparent and accountable.

Actions:

a. Provide information on City operations and initiatives through Results Madison and other mechanisms.

b. Use customer satisfaction surveys to gain feedback on City services.

c. Engage city residents by providing meaningful opportunities for participation in decisions that affect their neighborhoods and the city as a whole.

d. Provide a wide range of opportunities for involvement in planning and decision making, with targeted access and inclusion of underrepresented populations.

A transparent and accountable government is essential for building community trust and successfully implementing programs and policies that improve residents' quality of life. The City needs to explore ways to give everyone the opportunity to stay informed and provide feedback — listening and responding to residents' questions and concerns is paramount when it comes to building trust and creating transparent government. The City publishes various items on its web site including meeting agendas, meeting minutes, and various ways to contact the Common Council and the Mayor. However, improvements on current methods of disseminating information and communication with residents and businesses are needed.

a. Results Madison

A new City initiative, Results Madison, is built around Citywide data analysis, performance management, and budgeting. The purpose of the program is to provide customers with information about City services and facilities and to generate insights that will lead to improvement of these services. Results Madison is also designed to provide Madison's agencies with the tools and training necessary to ensure that the City's programs are applied effectively and consistently.

b. Surveys

While various City departments have undertaken community outreach on their own as part of specific projects, the City lacks a comprehensive approach to gauging customer satisfaction with City services. A statistically valid survey that gauges residents' satisfaction with City services could provide information to improve services and to consider new initiatives during budget time. The City could also pursue less formal surveys, such as website surveys or point of service surveys, to gauge customer satisfaction with specific City services.

c. Engage Residents

Madison has a long history of community involvement. This early resident involvement on broad issues affecting quality of life issues set the foundation for 100+ neighborhood associations today. The city's neighborhood associations differ in levels of activity based on the capacity the neighborhood has to manage a volunteer organization. A valuable lesson learned over the decades is that the city is stronger, and the results are better, when a diversity of residents are informed, involved, consulted, and in partnerships in all aspects of city decision-making. Newly forming and existing neighborhood-based associations are reevaluating ways to become more equitable, inclusive, and meaningful in communicating ways to become engaged in local and city decisions.

d. Targeted Inclusion of Underrepresented Populations

The demographics for the City are changing. It is the City's responsibility to build positive relationships, engage with, and support civic responsibility within communities. Preparation of well-thought out public participation plans to ensure equity, inclusion, and meaningful input will bring the voices of residents into decisions earlier and throughout policy, planning, and investment decisions. The City needs to improve community involvement efforts through new and creative methods, tools, and technologies to help people understand and evaluate information and provide input. One example of a tool that can reach underrepresented groups is Resident Panels. See page 11 for more information on the Resident Panel initiative.

"I am excited about the opportunity to engage with more diverse community members. I want to see my children grow up in a community where they are accepted for who they are without judgment."
— Resident Panel participant

Strategy 8
Continue to build better relationships between police officers and the diverse communities they serve.

Actions:

a. Continue outreach programs that develop connections with individual residents and the community.

b. Increase avenues for community feedback and influence in police practices.

c. Continue Madison Police Department training in cultural competency.

Lack of trust in the Madison Police Department (MPD) was noted as a concern of some residents who offered feedback in the Imagine Madison process. Open communication and dialogue on race and policing can help identify concerns of residents and the police. MPD has a variety of community outreach programs to build relationships with the Madison community. The Department should continue these programs to build trust and communication with Madison residents, visitors, and workers.

a. Outreach Programs

Programs like the Community Academy, which gives the public a working knowledge and understanding of the values, goals, and operations of the Police Department, are a way to enhance communication with the public. The objective of the Academy is to help build a positive relationship between the Department and the community, while improving the lines of communication with the community members it serves. This program allows community members to gain a deeper understanding of the Police Department and allows officers to better understand the community they serve.

The Police Department's Community Outreach and Resource Education (CORE) Team is another program that facilitates communication with residents. CORE's mission is to reduce disproportionate arrests related to racial disparities and improve trust and perception of fairness through procedural justice, community outreach, education, and problem solving.

The Department's Youth Academies (Black Youth Academy and Latino Youth Academy) are offered each summer and are held at the MPD Training Center. These week long academies strive to break down barriers and to cultivate a better understanding between the community and police regarding the role and function of police. Youth academies are also designed to instill and nurture leadership qualities and provide participating youth with opportunities to challenge themselves and work together as a team.

b. Avenues for Feedback

The Madison Police Department is continuously working to explore various ways to solicit feedback from the community. The public is involved in various parts of the hiring process, and stakeholders from neighborhoods frequently participate in panel interviews for officers to fill vital positions. Community input is received formally through letters, email, and internet contact. For example, community stakeholders reached out to MPD with training ideas and concepts that would be of value to MPD. The Training Team reviewed the recommendations and, working collaboratively, MPD was able to use this input in training for officers, including training led by outside partners at the Fall 2017 in-service. MPD also takes input on the Code of Conduct and Standard Operating Procedures through formal correspondence from the community.

The Madison Police Department has also started a new outreach committee called MPD PRIDE, which is comprised of LGBTQ+ employees and allies within the Madison Police Department. The mission of PRIDE is to serve as a resource to employees within MPD by providing information and support in light of the unique challenges that LGBTQ+ individuals often face. In addition, the committee serves as the points of contact for members of Madison's LGBTQ+ community at large, working to cultivate trust and to offer an added level of support to LGBTQ+ individuals in need of police services.

c. Cultural Competency Training

The Madison Police Department trains its officers in cultural competency as a means to better understand and serve the City's diverse community. The Department also strives to hire a diverse workforce. These actions help the Department respond to the needs of Madison's diverse population and better understand the needs and concerns of its residents. Building and maintaining trust in the community is an important part of working with the community, and this can only be accomplished if officers are well-trained in the broad range of experiences that are present throughout Madison.

Strategy 9
Ensure all neighborhoods are clean and safe through the provision of quality non-emergency services.

Actions:

a. Raise awareness of the City's Report a Problem service to increase use and quickly address resident concerns.

b. Continue to pursue innovation and efficiency in the provision of core City services.

Madison provides many non-emergency services to its residents, workers, and visitors. These services range from building permits to trash collection to snowplowing. Some of the City's most essential services often do not receive as much attention as policing or fire protection, but end up representing the majority of interactions between the City and its customers. In addition to the Actions discussed below, continuing programmed building inspections is also an important part of this Strategy. That is discussed in more detail in Strategy 6, Action a of the Neighborhoods and Housing Element.

a. Report a Problem

The City provides a web-based serviced called Report a Problem that allows anyone to report issues that need to be addressed, and covers everything from potholes to snow removal to graffiti. Better education about this service, and how to access it, will help enable residents to efficiently contact the City to have issues of concern quickly addressed. The City should work to increase access to this service through different language interfaces, and allow reporting through multiple formats. Collection of data on how Report a Problem is used and how problems are addressed could help the City analyze the service and make improvements to enhance the user experience and responsiveness of the service

b. Innovation and Efficiency

The City should continue to identify technologies that offer faster and more convenient ways for people to access city services. Technology can also enable the City to more efficiently provide services. For example, advances in GPS and traffic signal technologies can enable faster transit, faster emergency response times, and enable traffic signals to be managed in real-time to better facilitate traffic flow.