



Department of Planning & Community & Economic Development

Planning Division

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TO: Plan Commission

FROM: Planning Division - Neighborhood Planning, Preservation and Design Section

DATE: August 28, 2017

SUBJECT: ID [47509](#) - Adopting the *Darbo-Worthington-Starkweather Neighborhood Plan* as a supplement to the *City of Madison's Comprehensive Plan*.

Summary

The Common Council authorized the preparation of a neighborhood plan for the Darbo-Worthington-Starkweather Neighborhood with resolution No. [37360](#), enactment No. Res-15-00436.

Study Area Boundaries: The planning study area is bounded roughly by East Washington Avenue on the west, Highway 30 on the north, and the railroad tracks and Starkweather Creek on the south east. The planning study area includes both the City of Madison and the Town of Blooming Grove.

Requested Action: Adopt the Darbo-Worthington-Starkweather Neighborhood Plan as a supplement to the City of Madison Comprehensive Plan.

Planning Process and Public Participation

In 2015, the Community Development Block Grant Committee (CDBG) selected the Darbo-Worthington-Starkweather study area to receive planning services for a number of reasons; including that there are a higher percentage of low and moderate-income households compared to the City as a whole, and the last neighborhood plan for the study area was completed in 2000.

The planning process started in February 2016. City staff, representing many different agencies, and members of the community developed plan recommendations and strategies and reviewed plan drafts.

The planning process included a number of opportunities for businesses, residents, and other stakeholders to participate, including five public open houses, various community gatherings, neighborhood walkthroughs, door-to-door interviews conducted in Hmong and Spanish languages, HIA Focus Groups, and multiple business and neighborhood surveys. An outline of the public participation process is on page 6 of the Plan.

For the first time in a neighborhood planning process, a health impact assessment (HIA) was conducted. A Dane County B.U.I.L.D. (Better Urban Infill Development) grant was used to hire a consultant to

investigate health determinants and to assess preliminary plan strategies and recommendations based upon short-term and long-term health impacts to the community.

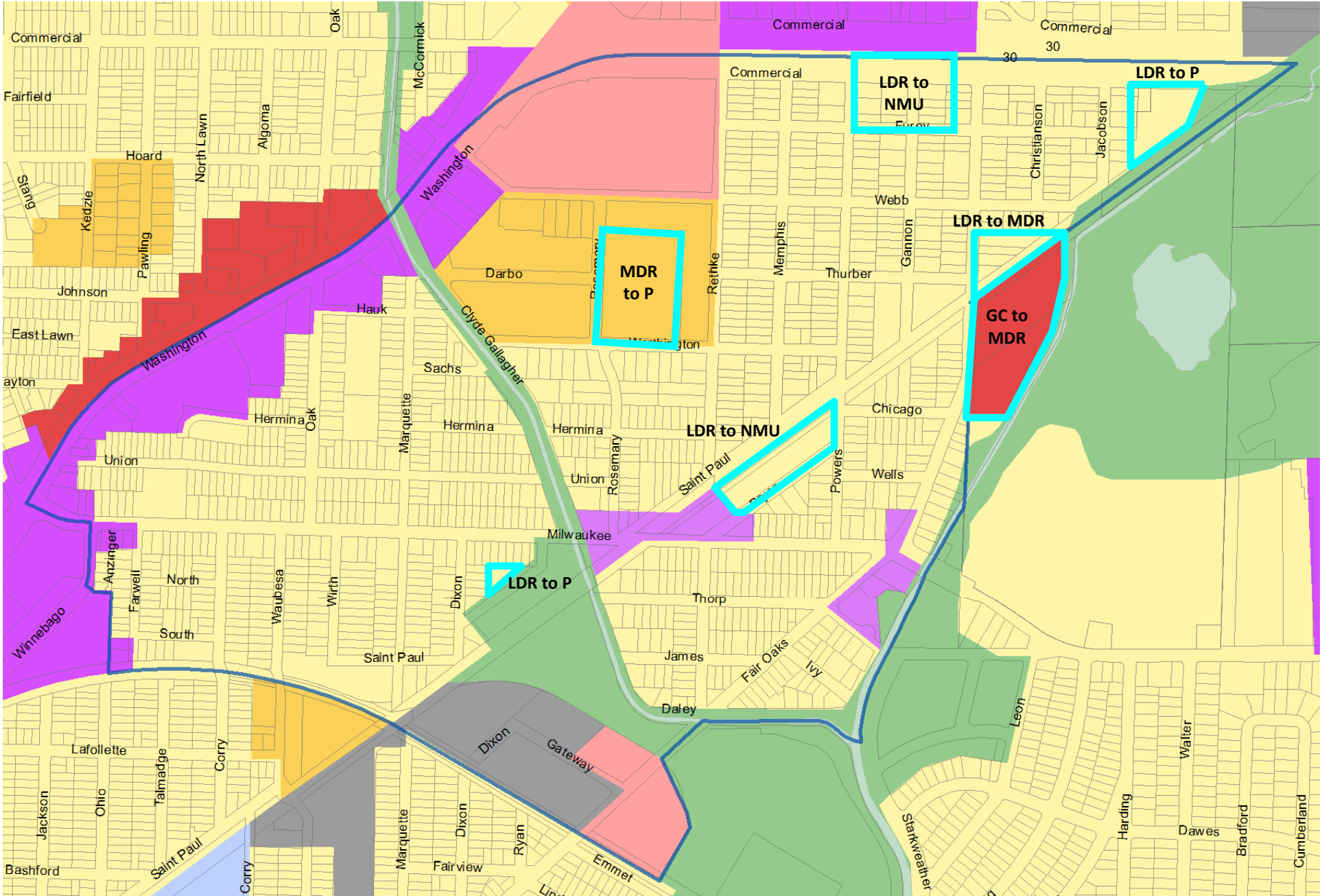
Proposed Comprehensive Plan Land Use Changes

The Darbo-Worthington-Starkweather Neighborhood Plan recommends changes to the 2006 Comprehensive Plan Future Land Use Map and DRAFT 2017 Comprehensive Plan Future Land Use Map shown on the next page.

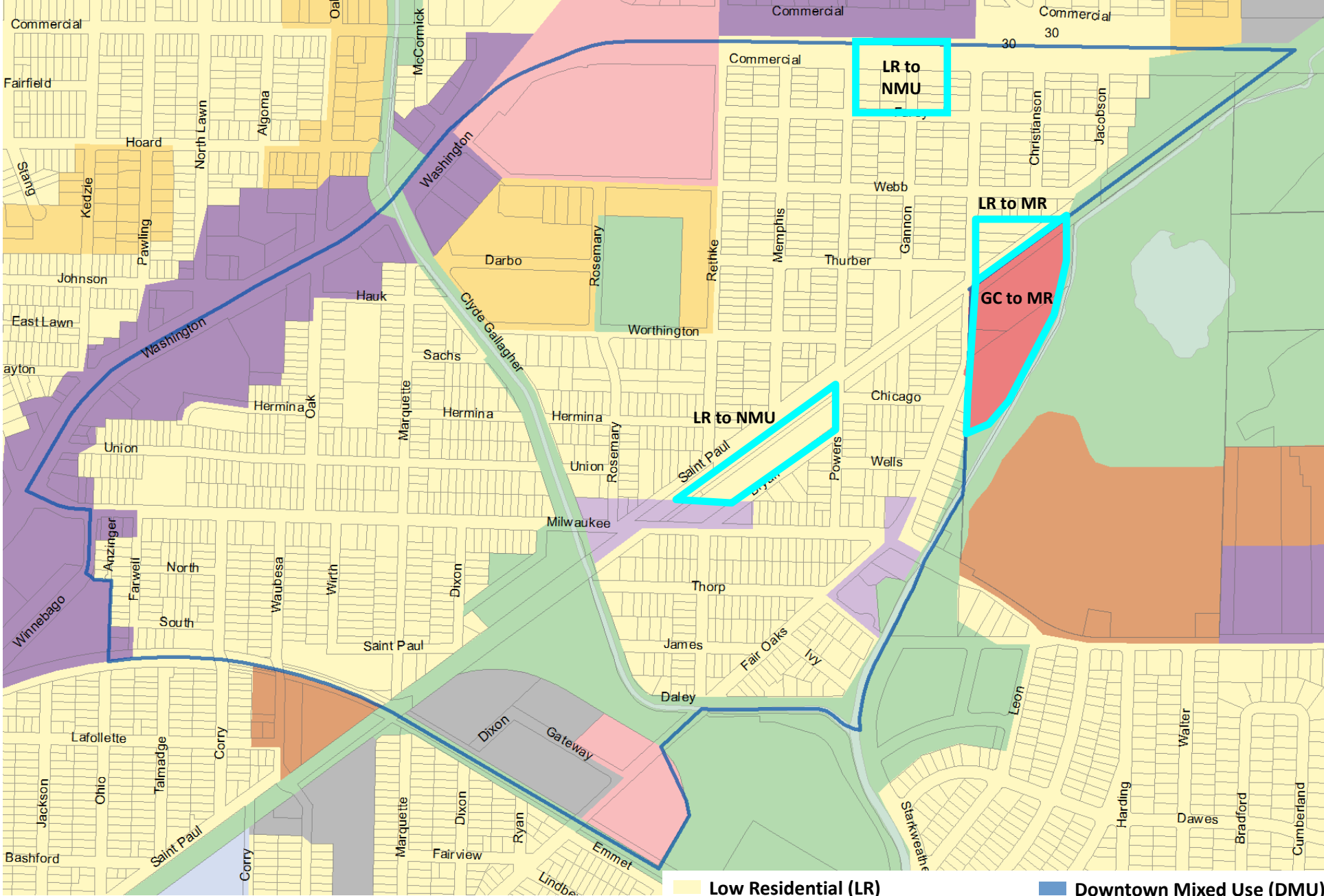
In addition, Planning Division staff recommends the following language be added to page 10 of the plan:

Preserve Small Houses on Small Lots – There are many small homes on small lots in the planning area, providing an affordable homeownership option, and helping to define the neighborhood character. Efforts should be made to maintain this housing stock, providing low to moderate income residents the opportunity to become homeowners.

Proposed Darbo-Worthington-Starkweather Neighborhood Plan Changes to the 2006 Comprehensive Plan Future Land Use Map



Proposed Darbo-Worthington-Starkweather Neighborhood Plan Changes to the Draft 2017 Comprehensive Plan Future Land Use Map



The teal outlines on the above maps emphasize the proposed Darbo-Worthington-Starkweather Neighborhood Plan changes to the 2006 Comprehensive Plan Future Land Use (FLU) Map and the draft 2017 Comp Plan FLU Map. There are six changes to the 2006 FLU map and 3 changes to the draft 2017 FLU map.

- Low Residential (LR)

Low-Medium Residential (LMR)

Medium Residential (MR)

High Residential (HR)

Neighborhood Mixed Use (NMU)

Community Mixed Use (CMU)

Regional Mixed Use (RMU)

Neighborhood Planning Area (NPA)

Downtown Mixed Use (DMU)

Downtown Core (DC)

General Commercial (GC)

Employment (E)

Industrial (I)

Parks and Open Space (P)

Special Institutional (SI)

Airport (A)

Related Reviews and Actions

The *Darbo-Worthington-Starkweather Plan* was referred to ten City Boards/Commissions/Committees. Table 2 below summarizes actions taken by each referral body. Specific recommendations from referral bodies and staff responses to these recommendations can be found in Table 3.

Table 2: General Recommendations from Referral Bodies

Governmental Body	Final Action (2017)	Action Summary
Common Council	20-Jun	<i>INTRODUCTION ONLY</i>
Transit & Parking Commission	12-Jul	Recommended APPROVAL
Board of Park Commissioners	12-Jul	Recommended APPROVAL with changes
Community Development Block Grant Committee	13-Jul	Recommended APPROVAL
Board of Public Works	19-Jul	Recommended APPROVAL
Community Service Committee	26-Jul	Recommended APPROVAL
Community Development Authority	27-Jul	Recommended APPROVAL
Madison Policy Food Council (MFPC)	2-Aug	Recommended APPROVAL with changes
Urban Design Commission	2-Aug	Recommended APPROVAL
Ped/Bike/Motor Vehicle Commission	22-Aug	Recommended APPROVAL with changes

Planning Division staff have carefully reviewed the Draft *Darbo-Worthington-Starkweather Neighborhood Plan* and recommendations made by reviewing boards, committees, and commissions. The recommendations made by reviewing boards, committees, and commissions are listed below in the order they appear within the Plan, along with Planning Division staff recommendations to the Plan Commission for each.

Table 3: Specific Recommendations from Referral Bodies and Staff Response

Rec.	Page	Acting Body	Body Recommendation	Planning Division Recommendation
1	12	MFPC (Madison Food Policy Council)	Under <u>Urban Agriculture, Locally Produced Products</u> mention potential for urban agriculture and job opportunities at Garver Feed Mill redevelopment project.	SUPPORT. Planning staff recommends the following additional statement: <u>Garver Feed Mill redevelopment will have the potential to add urban agricultural spaces and job opportunities for local residents.</u>
2	12	MFPC	Under <u>Thurber Park</u> indicate when Thurber Park (Town of Blooming Grove) will be attached to the City.	SUPPORT. Planning staff recommends the following rewording: A shelter, playground and play field are recreational features at this Town of Blooming Grove park, <u>which is expected to be attached to the City of Madison by 2027.</u>
3	12	MFPC	Under <u>Parks and Open Space</u> add a new bullet point to describe feasibility of OB Sherry Park for community garden space and potential CDBG funding for community gardens.	SUPPORT. See response under Rec. 11 on page 5 of staff report.

Rec.	Page	Acting Body	Body Recommendation	Planning Division Recommendation
6	28	PBMVC	Under <u>Transportation, Connectivity, Access and Infrastructure</u> recommend that when the E. Washington Ave. Frontage Rd. is removed, a multi-use path be built in its place with a connection coming off the Starkweather Path.	SUPPORT. Planning Division staff recommends adding the following text: When the E. Washington Ave. Frontage Rd. is removed, construct a multi-use path in its place from Starkweather Path to Webb Avenue.
4	29	PBMVC	Under <u>Table 3: Transportation Mid-Term Action</u> add bike accommodations on Milwaukee Street.	SUPPORT in part. The plan recommends bike lane markings be completed on Milwaukee St. between Schenk St. and N. Fair Oaks Ave. just east of the planning area. Traffic Engineering staff determined that Milwaukee St. between N. Fair Oaks Ave. and E. Washington Ave. is only wide enough to accommodate either bike lanes, or the existing parking, but not both features. Planning staff presented this potential trade off at a public open house and neighborhood participants indicated they preferred retaining the existing parking, versus inclusion of bike lanes. No change to the plan is recommended.
4	31	MFPC	Under <u>Community and Individual Health and Wellness</u> insert the "Food Grocery Product Availability" map.	SUPPORT. Insert map and text reference.
5	32	MFPC	Under <u>Table 5: Community Health and Wellness Short-Term Actions</u> , add Gardens Network as partner in #5 and #6. And Parks Division as a partner in #5.	SUPPORT.
6	33	MFPC	Under <u>Table 6: Community Health and Wellness Mid-Term Actions</u> , add that both Salvation Army and a tenant located in the East Madison Shopping Center have commercial kitchens, and add FoodWise program to the list of partners.	SUPPORT. Planning staff recommends adding the following wording to Table 5: <u>Seek partnerships with current commercial kitchens in the area such as Salvation Army and the tenant at Madison East Shopping Center for shared/expanded food production.</u> <u>Responsible Parties: Lead: Neighborhood based groups, Darbo Neighborhood Resource Team (NRT).</u> <u>Partners: Business community, FoodWise program, service providers, Neighborhood Associations.</u>
7	34	MFPC	Under <u>Economic Development and Employment Opportunities</u> mention potential economic opportunities at Garver Feed Mill, including both food jobs and tourism.	SUPPORT. Planning staff recommends adding the following wording to the third paragraph: <u>Develop strategies for residents/local businesses to sell, produce or work at Garver Feed Mill or the public market.</u>

Rec.	Page	Acting Body	Body Recommendation	Planning Division Recommendation
8	35	MFPC	Add Madison Food Policy Council as Lead in #9: Work with the city's Healthy Food Retail Program, SEED Grant Program, and other city programs to strengthen neighborhood access to healthy foods.	SUPPORT. Add Madison Food Policy Council as lead and move listed leads to partners.
9	36	MFPC	Under <u>Table 7: Economic Development Short-Term Actions</u> , add the general opportunity for community gardens in parks to the text.	SUPPORT. Planning staff recommends the following wording: <i>Tables 9-11, pages 39-40</i> include recommended actions to enhance the planning area's parks and open spaces, creating more engaging and active places, preserving and enhancing native habitats, and protecting environmental quality, <u>as well as creating more community gardens.</u>
10	36	Parks	Recommend adding language that would consider the property adjacent to Olbrich Park as potential park land expansion (property bounded by Olbrich Park, Starkweather Creek, the railroad and Fair Oaks Ave.).	DO NOT SUPPORT. Planning staff recommends that this property continue to be recommended for Employment use as shown in the 2006 Comprehensive Plan Land Use Map and the Draft 2017 Comprehensive Plan Land Use Map.
11	37	Parks	In <u>Figure 8: Starkweather Creek Corridor Concept</u> the community garden location in OB Sherry Park is shown in a flood plain and may not be feasible as shown in the plan. Any requests for community gardens on parkland would be coordinated by Community Ground Works and reviewed by the Parks Division and Board of Park Commissioners.	SUPPORT. Figure 8 shows potential sites for community gardens, the west side of the park is currently in a flood plain. However, it might be feasible to establish community gardens on the east side. Further evaluation needs to be conducted by Community Ground Works.
12	39	MFPC	<u>Under Table 9: Parks and Open Space Short-Term Actions</u> add Salvation Army "reinvigorate garden site" given the estimate it could accommodate 70+ 10x10 plots.	SUPPORT. Planning staff recommends adding the following wording to Table 9: <u>Description: Expand current Salvation Army garden site with approximately 60 plots of 10 by 10 feet. Lead: Salvation Army, Community Ground Works and Community Development Block Grant (CDBG). Partners: Residents, gardeners and Food Policy Council.</u>
13	39	MFPC	Add potential parks for gardens identified in plan with details.	DO NOT SUPPORT. Potential community gardens in parks is previously mentioned in page 32, Table 5, item 5, includes Salvation Army site, OB Sherry and Thurber Parks.

Rec.	Page	Acting Body	Body Recommendation	Planning Division Recommendation
14	39	MFPC	Parks Division should be listed as Lead for #1: Activate parks and open space with placemaking activities, events, organized programs, and other activities. And #2: Enhance Reger Park.	DO NOT SUPPORT. Parks Division should be consulted, and in some cases, issue necessary permits for activities, but the Parks Division is not typically the lead.
15	40	MFPC	Under <u>Table 10: Parks and Open Space Mid-Term Actions</u> add Reger & OB Sherry parks (with appropriate timeframe). Note whether garden space is feasible in each site. Consider adding Salvation Army space (space for 70+ garden plots).	SUPPORT in part. Reger Park is currently in the 1-2 year timeframe, page 39. Planning staff considers this timeframe appropriate. OB Sherry is not within the planning study area and therefore, the plan does not have detailed recommendations for this park. If CDBG funding allows, the CDBG office will work on the feasibility of community garden at OB Sherry. Gardens at the Salvation Army site is referenced in page 39 as written in Rec. 12 of this table of the staff report.
16	40	MFPC	Under <u>Table 10: Parks and Open Space Long-Term Actions</u> add caption about expanding Worthington Park. Preserve mature trees and affordable housing (expand CDA area?).	SUPPORT in part. Planning staff recommends the following rewording: At the time CDA housing (Webb-Rethke) is upgraded, explore the feasibility of new building footprint which would expand Worthington Park to the east. Future CDA buildings could be more compact which would allow using a smaller building footprint, and preservation of oak trees flanking the southern edge of the CDA property.
17	41	Parks	Under <u>Chapter 4: Adoption and Implementation</u> add explanation that any proposed improvements to specific parks identified in the plan would typically go through a separate park planning process and neighborhood engagement/public input meeting(s) prior to implementation. If the proposed improvements require a change to the park master plan, a master plan amendment requires Board of Park Commissioners approval.	SUPPORT. Planning staff recommends the following sentence to be added: <u>At the time projects are approved in the capital or operating budget, the lead agency will work with district alderperson(s) and the public prior to implementation of the project. In some cases, the lead agency will need to amend existing plans, such as Parks Master Plans, before work commences.</u>
18	46	MFPC	Make sure map and text on page 49 are consistent and complete.	SUPPORT. Planning Staff reviewed that maps were consistent with each other and complete.

Staff Recommendation

Planning Division staff recommends that the Plan Commission adopt Resolution ID. [47509](#) adopting the *Darbo-Worthington-Starkweather Neighborhood Plan* as a supplement to the *City of Madison Comprehensive Plan* as submitted with the described Planning Division changes in the table above, as well as necessary revisions to the Plan narrative consistent with these recommendations.

CC: Alder Marsha Rummel, District 6