

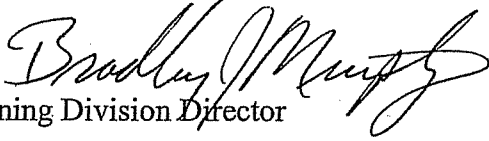


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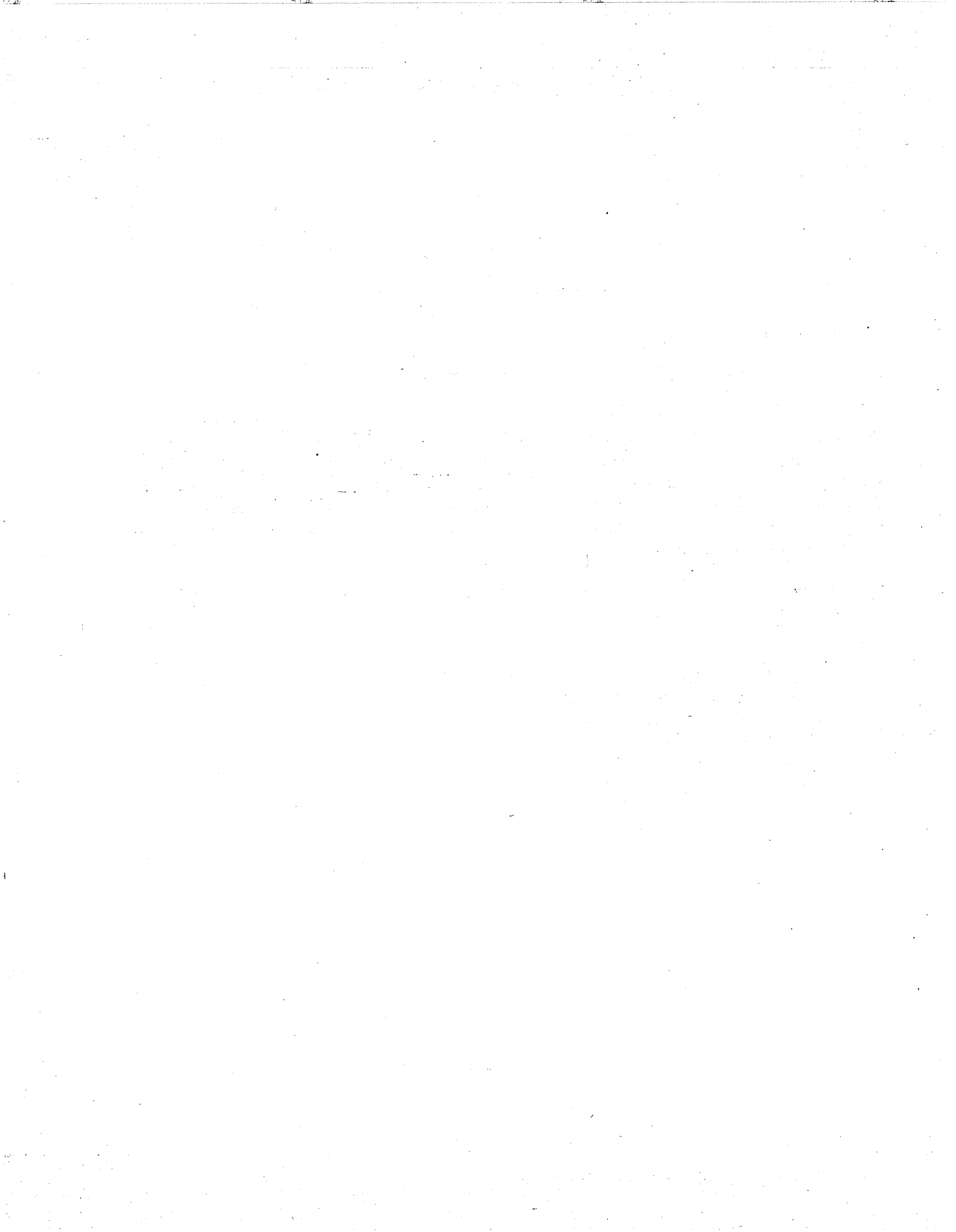
DATE: November 9, 2007

SUBJECT: Three to Five Year Allied Area Revitalization Plan

On September 4, 2007, the Common Council adopted Resolution Leg. ID. 07172 authorizing the City to negotiate with the CDA to act as master developer of City properties on Allied Drive. One of the provisions within the resolution calls an overall 3-5 year plan be prepared for the neighborhood be prepared to demonstrate how the redevelopment of the City's properties fits into a broader comprehensive strategy for the neighborhood. The attached "Allied Area Comprehensive Neighborhood Revitalization Strategy" responds to this request.

The document will appear on the Allied Area Task Force's agenda for its meeting of November 15, 2007 for an initial discussion.

c: Mayor David J. Cieslewicz
Mark A. Olinger, Director, DPCED
Joel Plant, Assistant to the Mayor
Allied Staff Team Members



**ALLIED AREA COMPREHENSIVE NEIGHBORHOOD
REVITALIZATION STRATEGY**

DRAFT

November 7, 2007

Prepared by: The Mayor's Allied Staff Team with representatives from the Department of Planning & Community & Economic Development including, Community Development Block Grant Office, Office of Community Services, Planning, Neighborhood Preservation & Inspection, and Economic & Community Development, Mayor's Office, Police Department, Metro Transit, City Engineering, Traffic Engineering, Health and Parks.

TABLE OF CONTENTS

INTRODUCTION	3
Demographics	4
Recent Improvements in the Neighborhood	5
REVITALIZATION STRATEGY	6
Building the Neighborhood.....	6
Changing the Dynamic	7
Capitalization.....	7
A Comprehensive Strategy for Affordability	8
Allied Drive Operating Framework.....	8
Safety.....	9
Accessibility.....	10
Community Projects.....	13
Economic Development.....	15
Housing (Tenure, Income Mix, Development Phasing).....	17
Partnerships.....	23

LIST OF MAPS

1. Allied-Dunn's Marsh and Belmar Neighborhoods.
2. Census Tract 6 and Block Groups.
3. Existing Land Use.
4. Recommended Land Uses (Comprehensive Plan).
5. Recommended Public Improvements for Allied-Dunn's Marsh and Belmar Neighborhoods.
6. Redevelopment and Revitalization Area Phasing Map.
 - a. Commercial and Mixed-Use Redevelopment Opportunities and Concepts.
 - b. Design Concepts for City's Property.
 - c. Allied Drive Multi-Family Redevelopment Concepts.
7. 2005 Allied-Dunn's Marsh Physical Development and Accessibility Plan.

INTRODUCTION

This plan for the Allied area envisions a neighborhood that is racially, culturally and ethnically diverse, economically healthy, affordable and safe. This Neighborhood Revitalization Strategy includes and builds on the goals and strategies included in the “Vision for the Allied Neighborhood” issued by Mayor David J. Cieslewicz in 2004. In that document, the Mayor called for the development of a shared vision and revitalization priorities for the neighborhood, including:

- **Cooperation:** keep public and private stakeholders informed and working together.
- **Resident participation:** include residents, neighbors, youth, and property owners in redevelopment.
- **Visible, immediate action:** provide proof of current and ongoing commitment to Allied.
- **Tough choices:** make decisions today that will get positive, long-term results.
- **Stabilization:** preserve affordable housing and community diversity and encourage residents to get involved and stay active.

The vision calls for City of Madison, Dane County, the City of Fitchburg, the Madison Metropolitan School District and the Verona School District to work together to address issues facing the Allied Area. These five governments can turn this coordination challenge into an asset by coordinating services and leveraging resources to jointly serve a community with a high level of social and economic needs. This coordination can also provide strategic direction to revitalize the neighborhood and promote its positive attributes. The draft vision document was provided to the community with the intent that it would be a living document which the neighborhood and stakeholders would use to build upon the vision and work to implement it.

This document updates the 2004 vision document and expands the revitalization strategy by focusing on the immediate Allied Drive area (the area between Carling Drive and Red Arrow Trail and the entrance to the Allied in the City of Madison) in the context a larger area known as the Allied-Dunn’s Marsh and Belmar neighborhoods (see Map 1). These neighborhoods are located in the City of Madison and the City of Fitchburg and have historically contained a diversity of businesses, housing types, and residents. The neighborhoods are surrounded by regional transportation corridors on the north and west (i.e. West Beltline and Verona Road) and by regional open spaces on the east and south (i.e. the University of Wisconsin Arboretum and Dunn’s Marsh). The larger neighborhoods are home to approximately 4,300 residents.

Demographics

Several years ago, the City asked the Mayo Corporation and Real Estate Dynamics to conduct a study of the housing market in the Allied-Dunn's Marsh area to assess housing market conditions and a review of alternative strategies that the City should consider in its neighborhood improvement efforts in the area. The study offered demographic information for the broader Census Tract 6 (includes Madison and Fitchburg). The data which follows is taken in part from that study. Other information below which is more specific to the immediate Allied Drive area (Block Group 2 of Census Tract 6) has been extrapolated from 2000 Census data. Map 2 shows the boundaries of Census Tract 6.

The larger neighborhood is one of Madison's most diverse, with a significant population of African-American, Southeast Asian, Latino and white residents. The larger neighborhood contains a mix of income levels and housing types with approximately 25% of the units being owner-occupied. In 2002 the larger neighborhood, including Madison and Fitchburg portions, had an average household income of \$51,225. The City of Madison portion of the neighborhood however had a much lower income of \$29,931. In 2002 the average age in the larger neighborhood was 29 years compared to 36 for the national average. The average household size rose from 2.20 in 1990 to 2.57 in 2000, opposite of the Citywide trend.

The 2000 census indicated that over 1,439 people lived in the City of Madison's portion of the immediate Allied Drive area (Block Group 2) in 614 apartment units. The 2000 census showed a vacancy rate of 19% in this area compared to vacancy rate less than 10% for the remainder of Census Tract 6. Recent surveys and school records suggest a decrease in the number of residents and an increase in vacancy rates that may now be as high as 30-40% in some cases. The 614 apartments which comprise the housing within the City of Madison portion of the Allied Drive area are home to primarily lower income households. According to the 2000 Census, the average household income for Block Group 2 was \$18,405.

More recent surveys for the immediate Allied area suggest a continuing change in the demographics of the immediate Allied Drive area (the area between Carling Drive and Red Arrow in the City of Madison). The survey conducted by Waldbillig and Besteman, Inc. as part of the September 4, 2006 four-day community design meeting showed the following findings for the immediate Allied area:

- The average household size was approximately 3.5 persons per household.
- The average household income was \$15,175 overall and \$20,562 for households with more than one income.
- Of the 186 households surveyed in the immediate Allied Drive area, 76% were one-family households while 24% of the households included two or more families in each household.
- The ethnicity of residents in the Allied Drive area included 55.8% African-American, 16.8% Hispanic, 2.1% Asian, 2.1% Native American, 9.5% multi-ethnic, and 13.7% white.

- 51% of the residents surveyed indicated that they lived in their current home or apartment for less than one year, while 29% indicated that they lived in their home or apartment for more than 3 years.
- 36% of the respondents indicated that they had lived in the Allied-Dunn's Marsh neighborhood for less than one year.

The immediate Allied area is home for many very low-income residents including some recent immigrants, ex-offenders, and people with alcohol or drug abuse issues. The high vacancy levels and very low incomes result in challenges for both residents and property owners. The high transient rate of 50% (50% of the residents move each year) results in less stability within this area than in most Madison neighborhoods.

These issues combine to create a situation where many struggle to meet their basic needs. It is common for residents in Allied to have limited access to employment, healthcare, childcare, and transportation. It is often the case that an entire family (both children and adults) need a number of programs and services to meet their basic needs. This necessitates cooperation between resource providers to ensure a seamless delivery system and to avoid confusion, duplication of effort and to collaboratively address barriers to service.

While most of Madison's residents enjoy a high quality of life which is built on a strong economy, active neighborhoods, a clean environment and recreational opportunities, many residents within the Allied Drive area do not share these same opportunities and assets. It is imperative that the resources of the entire community are brought together to ensure that all Madison residents share the high quality of life we have come to expect.

By working together, residents, government, business, and non-profit partners can address challenges on Allied Drive. The purpose of this strategy is to recommend an approach and an implementation strategy to move the revitalization of the Allied Drive area forward.

Recent Improvements in the Neighborhood

The City of Madison has worked with others to initiate many improvements within the Allied Area including community and social services, after school programming, housing rehabilitation and new housing construction. The City has created a tax incremental finance (TIF) district, and redevelopment district to assist in redevelopment efforts. The City also uses regulatory resources such as zoning and inspection, the provision of public health services, police and fire protection, transportation related services such as transit, and basic services including street maintenance, garbage collection, and advanced planning for additional improvements within the neighborhood.

The City has worked with the other units of government to develop revitalization plans and to undertake coordinated redevelopment projects for the area. These collaborative activities have included the construction of the Boys and Girls Club that now serves area residents with youth programs, a food pantry, a human service meeting place, the development of a joint neighborhood policing office, and the establishment of a community learning center in the heart of Allied neighborhood.

The City itself has worked with Project Home to help them acquire and transform 48 apartment units into higher quality, better-managed, affordable rental housing. The City has used tax incremental financing to help Gorman and Company acquire the former Super Saver site within the commercial development area on the northern edge of the neighborhood to build 104 mixed income dwelling units near the gateway to the neighborhood. In 2005 the City adopted a Physical Improvements Plan which identified additional physical improvements within the larger neighborhoods to improve neighborhood connectivity, functionality, safety, and appearance. Finally in 2006 the City invested 4.35 million to buy the former Hawk properties to aid the revitalization effort.

REVITALIZATION STRATEGY

The focus of this revitalization strategy includes an emphasis on five improvement areas:

- Safety
- Housing
- Accessibility
- Community Projects
- Economic Development

The approach that will be used to implement these improvements and to revitalize and transform the Allied Drive neighborhood focuses on four goals:

- Building the neighborhood
- Changing the current dynamic
- Capitalization
- Implementing a comprehensive strategy for affordability

Building the Neighborhood

The larger Allied Drive neighborhoods were built as discreet subdivision plats in an area that by its nature was isolated from the rest of the community. Map 3 is an existing land use map for the neighborhood. Within the larger neighborhoods, each subdivision plat provided primarily one type of housing with limited connections to other parts of the neighborhood. While single-family owner-occupied housing dominates the eastern portion of the neighborhoods, the City of Madison portion of the neighborhood (Allied Drive) also dominated one type of housing, multi-family rental. Allied Drive was not built as a neighborhood. It was built as a series of apartment buildings in the absence of an overall neighborhood development plan which could have ensured that neighborhood serving amenities would be provided to this area with adequate connections and linkages to the larger neighborhoods and the remainder of the City. Unfortunately those connections, linkages, and amenities are largely missing. To create a viable Allied Drive neighborhood we need to build on the elements of successful neighborhoods elsewhere within the community that are presently lacking in Allied. To organize the neighborhood building initiatives the following overarching goals and strategies are recommended.

1. Provide a sense of commonwealth for Allied residents by creating a sense of community association, a pride of ownership, a sense of civility and security, and the acknowledgement that all of the residents and property owners are stakeholders.
2. Provide a sense of place and orientation for the neighborhood by creating attractive gateways and definable boundaries, and through the creation an efficient network of vehicular, pedestrian, and bicycle connections.
3. Provide for harmonious development within the neighborhood by including:
 - a. Attractive and useful common spaces,
 - b. Desirable and affordable housing attainable through new housing, renovated housing, and creating new rental and ownership opportunities.
 - c. Complementary institutions such as schools and churches.
 - d. Supportive businesses and commercial areas.
 - e. Coordinated human service and day care supports.

Map 4 shows the recommended land uses for the neighborhood based on the adopted Comprehensive Plan. These recommendations will be expanded on and further detailed in the subsequent sections of this report.

Changing the Dynamic

Challenges facing Allied Drive were summarized in the introduction. The response and attitude towards addressing these challenges is critical to move the neighborhood forward. It is important that existing residents, service providers, and City policy makers maintain a realistic and optimistic view of the future. The neighborhood is perceived as a location for very low income residents, new arrivals to the city, affordable housing for individuals associated with the correctional system (probation and parole) and individuals with alcohol, mental health, and abuse issues. In order to address the higher concentration of households and individuals with serious social challenges, the community has responded by providing a very high level of services to households and residents within the neighborhood. If the neighborhood and community wish to see Allied transformed into a "healthy neighborhood" the changes need to occur. Vacancy rates and crime rates need to go down, property owners will need to be able to realize sufficient income from their properties in order to continue to invest in the maintenance and renovation of existing housing stock and the improvement of their properties, some income levels will need to go up, an influx of some new residents into the area will be needed and the introduction of some affordable owner-occupied housing is desirable. The current situation within the Allied Neighborhood is not sustainable residents, property owners or service providers as further described in the following section.

Capitalization

There are two separate but related financial issues at work in the Allied area. First, existing owners of both residential and commercial property in the area are terribly undercapitalized. Based upon a review of the conditions of buildings in the area most, if not all, do not have

enough resources available to weather extended vacancies, make necessary repairs to maintain the building at a decent, safe, and sanitary level; let alone actually improve them. Compounding the resource issues in the area is management. Management of rental housing in low and moderate-income areas can be very difficult and labor intensive. It demands an extraordinary level of involvement on the part of owners in the area, many of whom have other full-time jobs. This undercapitalization, high vacancy rates, and the inability to manage, maintain and improve properties, leads to predictable turnover in ownership and contributes to the decline of the neighborhood.

Second, having enough financing readily available to help stimulate revitalization activities (e.g. acquisitions, improvements, redevelopment) is critical. Revitalizing the Allied Drive area will take many millions of dollars. Funding sources will need to be identified. Because this transformation does not need to happen all at the same time, a comprehensive strategy needs to be in place to guide the revitalization efforts over time with the highest priority initial phases being committed to now. Although the need for substantial financing is very real, that does not suggest that the majority of the funding will need to fall on the shoulders of the City. Other opportunities exist, such as attracting other development partners.

A Comprehensive Strategy for Affordability

Too often the dialogue about the future of housing within the Allied area tends to drift to the extremes. On the one hand, efforts to increase ownership opportunities and improve conditions within the neighborhood are viewed as part of an attempt to displace existing very low-income residents. On the other hand, providing significant resources to assist existing residents so that they can remain within the neighborhood and benefit from improved conditions is viewed as resigning the neighborhood to being a location for Madison's poorest residents. Transforming Allied into a healthy neighborhood should involve a blending of both approaches which acknowledges that going down either path alone is not possible or desirable. It is possible to do both; to respect the dreams, aspirations, and even the fears of existing residents; honor them and work with them in building a new Allied Drive while providing an opportunity to improve the area by attracting some new households and families into the area.

Allied Drive Operating Framework

The implementation of the revitalization strategy for Allied Drive involves the Allied Area Task Force, Allied landlords, developers, businesses, Allied area service providers, neighborhood residents, the schools, area local officials, and the staff team.

The Allied Task Force was charged with the task of making recommendations to the Mayor and Common Council regarding the Mayor's vision for Allied and any other focused sets of strategies, phases, and potential resources to help improve the Allied neighborhood in the next five years. The Task Force has focused their efforts on safety, housing, and employment with the intent of creating a plan based upon these focused elements. The Task Force continues to work with other stakeholders to develop and evaluate plans and proposals.

The following sections update and expand on the recommendations in the "Vision for the Allied Community," prepared initially in 2004.

Safety

The goal in the "Vision for the Allied Community" recommended that the City:

Goal: Engage residents who are interested in developing a safety plan to address crime, drugs, traffic, and other related concerns.

The specific strategies intended to address the goal included police focus groups, study circles, nuisance abatement efforts, and inspection efforts. Current recommended strategies include the following:

- **Strategy: Working Together.** In order to have long-term positive impact on the neighborhood, the City, landlords, residents and police have to work collaboratively on addressing the safety issues confronting the neighborhood. Landlords need to continue to improve their screening criteria for tenants and be visible and active in the neighborhood. Residents also need to send a message by their actions that drug use and violent unlawful behavior will no longer be tolerated in the neighborhood. The Police Department needs to maintain a police presence, have officers spend more time on foot to increase their contacts with residents, increase resident's participation in reporting problems and arrest violent offenders in the neighborhood. Active participation and ownership by members of the neighborhood are key factors in dealing with safety issues because one of the factors influencing the neighborhood's crime rate is a neighbors' willingness to act.
- **Strategy: Building Inspection.** The City will continue to use its building inspection program to conduct thorough, unannounced inspections throughout all properties within the neighborhood. The City's building inspectors check for clean walls, windows, doors, and floors; smoke detector maintenance; and general maintenance of common areas and basements. Exteriors are checked for property maintenance issues including junk, trash, and debris, tall grass and weeds, lack of grass, unshoveled sidewalks, and inoperable cars. In addition, building inspectors respond to complaints. The City will also continue to review public lighting along the City's bike path and within streets and on private properties with a continued emphasis on lighting which could be installed on private property to benefit the public and neighborhood.
- **Strategy: Nuisance Abatement.** The City will continue to crack down on problem tenants and landlords on properties identified by the Police Department as the most problematic. Nuisance abatement efforts have been successful in the past and will continue to allow properties to be placed in the hands of responsible owners/managers.
- **Strategy: Traffic Calming.** During the community design meeting in September of 2006, neighborhood residents working with the American Institute of Architects and City staff identified opportunities to reduce speeds on Allied Drive by introducing traffic tables north and south of the Lovell Lane intersection with Allied Drive and by creating traffic circles at the Lovell Lane and Jenewein intersections with Allied Drive.

Accessibility

The "Vision for the Allied Community" included the following goal:

Goal: Create opportunities to make the Allied neighborhood less isolated and more integrated with the community at large.

Achieving this goal involves the inter-relationship of land use, neighborhood pattern, and all modes of transportation including Metro Transit, pedestrian and bicycle facilities, and vehicular connections. These connections are shown on Map 5 entitled "Recommended Public Improvements for Allied-Dunn's Marsh and Belmar Neighborhoods." Achieving this goal also involves implementing more smart growth transportation and land use guidelines as well as increasing access to community services and businesses such as grocery stores, daycare centers, job centers and neighborhood shopping centers.

- **Strategy: Apply Smart Growth Transportation and Land Use Guidelines to Redevelopment.** As noted by the Smart Growth Network, American Planning Associations and Institute of Transportation Engineers, smart growth is a complex mix of land use and transportation design. Smart growth refers to a set of policies governing transportation and planning that benefit communities and preserve the natural environment and established neighborhoods. Smart growth advocates land use patterns that are compact, transit-oriented, walkable, bicycle-friendly, and include mixed-use development with a range of housing choices. Redevelopment in the Allied area should create a unique sense of community and place; preserve and enhance natural and cultural resources; equitably distribute the costs and benefits of development; expand the range of transportation, employment and housing choices; value long-range, regional considerations of sustainability over a short term focus; and promote public health and healthy communities.

Elements of smart growth and increasing access and accessibility to the Allied Drive neighborhood include:

1. Mixed Use, Compact Development.

Mixed use, compact, livable urban neighborhoods attract more people and businesses. Creating such neighborhoods is a critical element of reducing urban sprawl and protecting the climate. Such a tactic includes adopting redevelopment strategies and zoning policies that channel housing and job growth into urban centers and neighborhood business districts to create compact, walkable, bike and transit friendly hubs. Incorporating live work units and encouraging entrepreneurship through home-based businesses along Allied Drive and seeking mixed-use redevelopment of portions of the commercial entrance to the neighborhood will further this goal.

2. Transit Oriented Development.

Transit-oriented development (TOD) is a residential or commercial area designed to maximize access to public transport, and mixed-use/compact neighborhoods tend to use transit at all times of the day. Regional cooperation to increase efficiency and expand services, and moving buses more frequently through Allied should continue to be pursued. Transit strategies are described in the following section.

3. Walkable and Bicycle-Friendly Design.

Biking and walking instead of driving can greatly reduce emissions, save money on fuel and car maintenance and foster a healthier population. Improvements to such infrastructure can include increasing street and walkway connections, developing an urban bike trail system, creating or increasing the number of bike lanes on main streets, increasing bike parking, improving pedestrian crossings, and creating associated master plans.

- **Strategy: Metro Transit.** The immediate Allied Drive neighborhood has limited street connectivity both internally and extending to adjacent neighborhoods. This limits the routing options for bus transit service and stop locations in the area. The goals of any redevelopment plans should include both maintaining and improving access into and within the neighborhood, with special emphasis on protecting the linkage between Raymond Road to the west across the Verona Road corridor into the Allied neighborhood. If the local road connections identified below were implemented, additional bus service could be extended to the Allied Drive Neighborhood. For example, additional extensions or connections could be made to the West Transfer Point if Raymond Road were extended to the Allied area. Additional street connections increases the possibility and flexibility for transit service to serve workers with non-traditional work hours and for the neighborhood to be more integrated with the community at large.

The current traffic calming islands along Allied Drive have generated complaints to Metro Transit due to the fact they were installed at intersections adjacent the existing bus stop locations, and automobile traffic has been observed to pass stopped buses loading passengers on the wrong side of the islands in the oncoming traffic lane. Any plans to improve the Allied Drive streetscape should include a review of the current traffic calming devices with a goal of removing the conflicts with existing transit operations.

The multiple political jurisdictions complicate the delivery of transit service in the larger Allied/Dunn's Marsh area, as annual budget decisions must be coordinated with each municipality to then develop a comprehensive route structure serving all of the communities involved. Metro Transit will continue to coordinate with the local governments involved to determine the levels of service that can be carried forward in subsequent years.

Historically, the local governments have made a high level of service a goal in the Allied neighborhood. The route changes that took place in August of 2006 increased the

frequency of service on holidays and emphasized a higher level of service along Allied Drive in the City of Madison seven days a week. These increases were offset in part by less frequent service in parts of the City of Fitchburg adjacent Allied Drive and by longer travel times on some trips through the neighborhood. In September of 2007, the City of Fitchburg implemented new transit service between the West Transfer Point and the Jamestown neighborhood and Orchard Pointe commercial development west of Verona Road on McKee Road.

- **Strategy: Pedestrian and Bicycle Connections.** The Southwest Bike Path bisects the neighborhood paralleling Allied Drive and Carling Drive. This is a critical connection which allows Allied residents to safely access the grocery store and other businesses north of Verona Road. The upkeep and maintenance of the trail is important to all users. The City has worked with not-for-profit groups to help maintain the bike path and also worked with service providers to insure the safety and well-being of those who use it.

The Allied-Dunn's Marsh Belmar Neighborhood's Physical Improvements Plan has recommended additional pedestrian and bicycle connections within the neighborhood. Some of the more significant connections include:

- A bicycle pedestrian connection connecting Allied Drive to the Southwest Bike Path between Jenewein Road and Thurston Lane completed in 2005,
 - A new major east-west bike path on the south side of the neighborhood is proposed along the northside of Dunn's Marsh within a railroad corridor,
 - An additional pedestrian and bicycle connection should be provided within the City-owned property on Allied Drive to connect with the Renaissance on the Park single-family home development in the City of Fitchburg,
 - Additional connections are recommended through Marlborough Park to connect the northeast and westerly portions of the larger neighborhood and between the Avalon Madison Village development and neighborhoods to the east and south.
- **Strategy: Verona Road EIS.** The State of Wisconsin has prepared a draft environmental impact statement for improvements to the West Beltline and Verona Road and, in particular, the interchange between these two State highways. The City has identified improvements to the project to minimize the reconstruction's negative impacts on the Allied neighborhood and to use the project as an opportunity to enhance local roads into and out of the Allied community. Improvements associated with the Wisconsin Department of Transportation's project include the extension of Raymond Road across Verona Road to connect to Thurston, improvements to the Summit Avenue/Atticus Way gateway into the neighborhood, and improvements to the frontage road system.
- **Strategy: Local Road Connections.** Map 5 also shows additional potential local road connections for the Allied neighborhood which would provide better access throughout the neighborhood. These additional roadways are intended to break up the very long blocks along Allied Drive, which contribute to speeding on Allied Drive and the lack of sense of place within the neighborhood. In the charter for the Congress for the New Urbanism, it states that "the revitalization of urban places depends on safety and security.

The design of streets and buildings should reinforce safe environments, but not at the expense of accessibility and openness.”

Cities are moving away from the narrow perception that streets are for moving vehicles and are understanding that the street right-of-way serves many important functions that contribute to healthy neighborhoods. Streets are public places that can physically define an area, increase safety and provide a place for people to meet and move about.

Additional streets can provide better vehicular connections but more importantly they can open up areas by providing a public space (the street/terrace/sidewalk) for people, bicyclists, and vehicles to reconnect. The small blocks encourages pedestrian movement to places difficult to get to safely or conveniently. In many places it is more convenient for people to cut through private property to get to their destination. New smaller blocks can help to spatially redefine the area creating a different perception of a neighborhood. The smaller blocks can visually open up the neighborhood, increase safety and can create more ownership or sense of place. The additional street connections can help to reshape, redefine and revitalize the area.

These additional local road connections include:

1. Possible extension of the frontage road across the Southwest Bike Path connecting to Carling Drive.
2. Possible extension of Jenewein Road across the Southwest Bike Path to connect with Carling Drive.
3. Possible extension of Lovell Lane to Pawnee Pass as part of the redevelopment of the City's property. (This extension could also be a pedestrian-bicycle connection.)
4. Extension of a north-south access way either as a public street or private drive as part of the development of the City-owned property.
5. Extension of Atticus Way to Red Arrow Trail, Thurston Lane, and
6. Aligning the frontage road/Lovell Lane access to Verona Road with Lovell Lane.
7. Pedestrian connections to the northwest corner of Marlborough Park from the north and west would be desirable.

Community Projects

The “Vision for the Allied Community” included the following goal:

Goal: Engage Allied residents in community organizing and stewardship of the neighborhood once the basic needs of residents are addressed.

The vision acknowledged the efforts to stabilize the then neighborhood center and the goal of building a new Boys and Girls Club which has since been accomplished. The vision also identified the following recommendations:

- **Strategy: Community Gardens.** The City identified a desire to expand the Community Gardens located in Marlborough Park at the existing location or to add a new plot at a second site, perhaps closer to the core of the Allied neighborhood. The City has worked

with Allied residents and the Community Gardens Committee to expand the gardens. Between 2005 and 2007 the gardens expanded from 1.6 to 2.1 acres. The gardens serve a diverse mix of families. The number of families served increased from 51 to 111.

- **Strategy: Wellness Center.** Allied Partners (a local faith-based coalition) and local health-care providers saw a critical need to improve the health and nutrition and promote the wellness of Allied residents. The Wellness Center opened its doors in June 2004, offering community parish nurse services, holistic health programming, and other community-related activities. The center provides space and support for local initiatives and leadership-building activities that advance holistic wellness in the community. Most recently, the center has hosted Saturday morning exercise classes at the Boys & Girls Club, as well as started the *Welcome Program*, which connects neighborhood leaders to new residents as they move into the neighborhood. The Wellness Center is supported by the City through the Office of Community Services.
- **Strategy: Encouraging involvement.** There are many ways to encourage residents to take a stake in the safety and stability of their neighborhood. The City will continue working with residents to develop vibrant, active neighborhood associations. The City supports each of the associations active in the greater neighborhood. The City, with its other partners, can also help by providing mentoring and grassroots leadership training. Since the Vision document was prepared, the City has worked closely with the Allied-Dunn's Marsh Neighborhood Association to grow the association. In April 2007, the Association will celebrate its 3rd anniversary. Some of the major accomplishments of the Association include: creating a neighborhood newspaper, *Allied Voices*; hosting several community-building events such as peace marches, community meals and rallies; participating in the City's revitalization planning processes; and sponsoring a monthly mobile food pantry in partnership with local organizations and churches.
- **Strategy: Health Promotion and Communicable Disease Prevention.** Public Health of Madison-Dane staffs the Allied neighborhood with two public health nurses, who provide direct services to families and individuals. The two public health nurses provide approximately 1.4 full time staff time (FTE).

Services include public health nurse home visits to pregnant women (before, and up to six months after delivery), follow up on communicable diseases, such as tuberculosis; and nurse-staffing of the Food Pantry located at the Boys and Girls Club.

The public health nurses identify children and families who would benefit from the Department's Well Child and Immunization clinics. And, each fall, several influenza immunization clinics are held at the pantry for Allied residents.

Each nurse has a caseload of families and works with other community agencies and providers, such as the Early Childhood Initiative, Joining Forces for Families and the Allied Stakeholders Group to coordinate care and referrals.

Whether working through the pantry or other providers, such as the Wellness Center, the public health nurses identify current or potential health problems and help families by referring them to other community resources. Many individuals are uninsured. Even

those who have health insurance often have large deductibles or co-pays that stand in the way of their access to primary health care services. Lack of access to dental health services, however, is one of the most frequent problems identified by Allied residents. Even residents insured through Medicaid cannot find a dentist willing to accept them as a patient.

Nutrition during pregnancy and childhood is an important issue for many families in the Allied area. These families are served by the WIC (Women, Infants and Children) program at one of the clinic sites (Harambee, Centro Guadalupe or Ridgewood).

Other public health staff are working with the parish nurse to develop strategies to identify, counsel, and refer to primary care those individuals at risk for diabetes who live in the neighborhood. Other public health staff are also working with the parish nurse to create a neighborhood emergency preparedness program.

Economic Development

The "Vision for the Allied Community" included the following goal:

Goal: Provide greater access to reliable jobs that pay a living wage. The City will work with other public and private partners to help Allied residents overcome the major barriers to stable employment: lack of education or a strong employment history, unreliable transportation or a personal history that includes criminal activity, mental health issues or drug addiction.

The following strategies were identified in the vision document:

- **Strategy: Cooperation with Business.** The City will work with the private sector to help identify employment opportunities for Allied residents. The City has worked with the Neighborhood Association to co-sponsor three job fairs since March 2004, with the third job fair focused on youth. A fourth job fair was held in the spring of 2007.

Promote pre-employment, training and job coaching opportunities for Allied residents. The City funds three employment-related projects for Allied residents.

1. The Madison Urban League will recruit Allied residents, assess employment skills and interests, and work with businesses to match residents with available employment. The Urban League is also working with the YWCA and the MAP (Madison Apprenticeship Program) to provide focused pre-employment training.
2. The Building Trades Council and Centro Hispano have teamed together to organize an apprenticeship preparation program to Allied residents.
3. MAP will provide additional life skills training for Allied residents.

- **Strategy: Ensure access to affordable stable quality childcare**

Childcare in Allied is in bad shape, and getting worse. The only infant-toddler center (Great Beginnings on Verona Road) had a 2006 deficit of more than \$100,000. Small

Wonders appealed the revocation of their license to operate, lost the appeal and has since closed. There are currently 10 certified and 1 licensed in-home family child care providers in Allied. These small programs generally serve 3 or fewer children and often operate under the lowest level of regulation. Since the Wisconsin Shares cuts, 21 family childcare providers in the area have gone out of business. The City should consider assisting with this critical service by completing the plan to build an economically integrated childcare center in collaboration with the University of Wisconsin.

- **Strategy: Collaboration With Madison Schools.** Superintendent Art Rainwater has offered a Madison Metropolitan School District (MMSD) employee to provide childcare training, in conjunction with the Madison Office of Community Services for providers and parents based in the Allied neighborhood. In 2006, MMSD started a family literacy program, *Play & Learn*, with the aim of supporting parents and caregivers as they help children be ready for school. Due to the popularity of this program, MMSD has doubled the number of Play & Learn sessions offered in the neighborhood.
- **Improve access from the neighborhood to employment and support centers.**
 1. The City will continue to promote, schedule and adjust Metro bus routes to help link Allied residents to employment centers and other employment training resources. Additionally, consideration will be given for the needs of workers with non-traditional work hours and transit services to better meet the needs of the neighborhood.
 2. The City will continue to explore, promote, and support alternative transportation options that help Allied residents connect to employment and training opportunities.
- **Strategy: Redevelopment Activities.** A significant portion of the Allied area is located within a Tax Incremental District. The available TIF dollars in this area have been used to support redevelopment activities. The City acquired and then sold the former Super Saver site to the Gorman & Company, which built 104 mixed-income rental units within the declining shopping center on the northern edge of the neighborhood. The City also used TIF dollars to acquire the 9+ acre former Hawk properties in order to renovate and redevelop housing on Allied Drive. The City facilitated negotiations between the Neighborhood Association and a private developer to reach a memorandum of understanding for the developer to provide some support for the job fairs and for resident recruitment activity. The City helped fund Operation Fresh Start to redevelop two properties on Crescent Road into affordable owner occupied homes, using the renovation activities to employ and train seven youths from the Allied neighborhood during the rehab.

The City anticipates that the redevelopment of the City-owned property (the former Hawk and Friends properties) will offer some additional opportunities for recruitment, training, and employment of Allied residents. The City expects to use the potential for resident employment as one of several rating criteria for the selection of a developer(s) of the City site.
- **Retail/Commercial Redevelopment.** The City will identify opportunities for support of neighborhood-serving small businesses and for resident employment as part of the

redevelopment of the Madison Plaza area into a more viable commercial and mixed-use retail area.

The City has identified several redevelopment opportunities as part of the overall plan for the area. These redevelopment opportunities exist along portions of Allied Drive as identified on Map 6. These redevelopment opportunities are focused primarily on housing for the neighborhood and will be discussed in the next section under the Housing Goal. Additional redevelopment opportunities exist in the vicinity of the entrance to the neighborhood at Summit and Atticus Way in the area of the existing Madison Plaza shopping area. These opportunities and possible development concepts are shown on Map 6a. The adopted Allied-Dunn's Marsh Belmar Neighborhoods Physical Improvement Plan identifies recommendations for the redevelopment of this former regional shopping center and the creation of a neighborhood mixed-use center intended primarily to serve the immediate neighborhood. Studies prepared as part of the preparation of that plan concluded that the area can support approximately ½ of the retail space that existed at that time. The recommendations for the redevelopment of this area include the renovation of existing buildings and the redevelopment of areas to create a more human-scale commercial center that serves the neighborhood and provides a mix of uses, including the potential for additional housing. Redevelopment and revitalization goals for the neighborhood commercial center include the following:

- Redesign the center to serve the community, not the region and reduce the amount of retail space to a level that the market can support.
- Create an identifiable pedestrian-oriented neighborhood center and provide pedestrian access into the site from all directions.
- Orient the center toward the surrounding neighborhood.
- Break up the scale of the site.
- Explore homeownership opportunities and supply additional rental units.
- Extend Summit Road (now Atticus Way) to connect to Arrow Trail or Thurston.
- Retain the Walgreen's and McDonald's within any redevelopment plan.
- Possible retail/commercial uses could include daycare centers, medical clinics, incubator offices, offices for community services, food pantry and other units which would benefit the neighborhood.
- Look for opportunities to incorporate live-work units into mixed-use redevelopment proposals.
- Seek opportunities to eliminate predatory businesses from the neighborhood.

Housing (Tenure, Income Mix, Development Phasing)

The "Vision for the Allied Community" identified the following housing goal:

Goal: Protect the area's housing affordability, increase mixed-use housing in order to encourage homeownership and help stabilize resident turnover.

The vision for the Allied Neighborhood included a goal to create owner occupied housing to promote stabilization and investment within the neighborhood, as well as a goal to keep housing

affordable for current residents and to not move them out. The vision called for a variety of affordable housing options with the hope of moving some current residents toward home ownership. Finally, workshops under the leadership of the Tenant Resources Center were recommended to offer training for residents to make them aware of their rights and responsibilities. Also being considered was a similar program for property owners that would help them screen tenants, communicate better among themselves and with their tenants, and be involved as active participants in the community. Since 2004 the City has assisted in providing 151 units of housing in Madison Avalon Village and Prairie Crossing affordable to households at various income levels described in the table below.

The following is a brief summary of the long-range housing recommendations for the Allied neighborhood. The number of units, tenure, and income mix are general targets and approximations, with the actual outcomes being dependent on individual projects implemented over the next ten to fifteen years.

Current Dwelling Units: 614 Rental Units + 104 Rental units in Madison Avalon Village

Long Range Goal: Approximately 500 Total units

30% owner-occupied (150 units)
75% rental (350 units)

Affordability (Income Levels):

<u>Percentage of Units</u>	<u>Average Median Income (AMI)</u>
25-35%	0-30% of AMI
20-30%	30-50% of AMI
25-35%	50-80% of AMI
15-25%	80% and above

Tenure and Income Mix on City Site: Approximately 100 units:

Create a mixture of owner-occupied, rental, rent-to-own and perhaps cooperative housing. Ensure that a majority of units are affordable for at least 25 years. Provide options for a range of incomes focusing on those less than 120% of AMI with a goal of meeting the percent of units affordable at the AMI noted above. Affordable is defined as a renter paying no more than 30% of the household income on rent and utilities, including fuel for heat, hot water and cooking; electricity for lights, trash removal, and water and waste water charges and a homeowner pays no more than 30% of the household income on housing costs, including mortgage, condo fees, taxes and insurance.

60% a majority of which are owner-occupied (approximately 60 units)
40% rental (approximately 40 units)

Phase I: 40 affordable rental units targeted to households at 30% of AMI or below as determined feasible through the use of available financing such as tax-credits,

project-based vouchers, rental subsidies, low-interest loans, or other creative financing tools.

- 30 a majority of which are for sale units
- 10 for households at 40-60% AMI
- 10 for households at 60-80% AMI
- 10 for households at 80% AMI or over

- Phase II: 30 a majority of which are for sale units
- 10 for households at 40-60% AMI
 - 10 for households at 60-80% AMI
 - 10 for households at 80% AMI or over

Tenure and Income Mix for Remainder of Neighborhood: Approximately 400 units:

22% owner-occupied (90 units)
78% rental (310 units)

- Phase 1: 24 for sale units affordable to households at 40% AMI
151 rental units at Madison Avalon Village and Prairie Crossing
- 20 units Section 8
 - 33 units at 30% AMI
 - 14 units at 40% AMI
 - 26 units at 50% AMI
 - 26 units at 60% AMI
 - 32 units at market rate

- Phase 2: 20 units of for-sale housing for households at 50% AMI or above

10 affordable rental units targeted to households at 40% of AMI and 25 rental units targeted to households between 50% - 80% AMI as feasible through the use of available financing such as, rental subsidies, low-interest loans, or other creative financing tools.

Select number of rental rehab loans for private owners

- Phase 3: 20 units of for-sale housing for households at 50% AMI or above

The projects recommended above for the City's property and for other properties within the neighborhood program approximately 350 of the total 500 dwelling units envisioned for the neighborhood in three phases. Additional projects beyond these first phase projects may be identified to continue to work to achieve the income mix and affordability envisioned for the overall neighborhood. The first three phases result in a distribution of dwelling units by income level as follows:

<u>Number of Units</u>	<u>Percentage of Units</u>	<u>Average Median Income (AMI)</u>
93	23%	0-30% of AMI
117	29%	31-50% of AMI
97	24%	51-80% of AMI
52	13%	Above 80% of AMI
40	10%	Above 50% of AMI
399	100%	

- Strategy: Overall Number of Housing Units.** The vision document indicated that the allied community has a high density of rental properties. More than 25 property owners manage these properties and their condition is varied. The housing stock is more than 25 years old and as such there is a need to collaborate with landlords and residents to ensure that properties and the neighborhood are maintained.

Within the city portion of the Allied Drive neighborhood there are approximately 718 dwelling units. This includes 614 units located along Rosenberry Road, Allied Drive and Carling Drive, in addition to the 104 units of tax credit housing built on the former Super Saver site by Gorman & Company (Madison Avalon Village). Recent estimates place the number of vacant units within the neighborhood at approximately 200.

In order to create a more livable neighborhood over time along Allied Drive with better internal connections, more green space, a wider range of homes of various sizes, incomes and tenure, and with dwelling units that can accommodate a wider range of families, the overall number of dwelling units within the neighborhood may be reduced by as many as 200 units over the next 10-15 years. The reduction in the number of units is not required because the overall density (number of units per acre) is in itself too high. This possible reduction is the result of the existing deficiencies with the design of the individual buildings and how they relate to their lots (many have inadequate parking), the layout of the neighborhood when it was built in the 1970's, the elements that are missing from the neighborhood, and because the neighborhood is dominated by essentially one type of housing (i.e. multi-family rental with common central hallways and generally inadequate parking).

In order to address the housing goals for the neighborhood, it is likely that the number of units will be reduced over time to a level, which is more sustainable than the current number, and unit mix. Because of the current high number of vacancies, the low quality of existing units and the high turnover among residents (approximately 50% per year) these goals should be able to be accomplished without displacement of responsible tenants and property owners from the neighborhood.

- **Strategy: Affordability.** The general affordability ranges for units within the Allied area, including the City owned properties on Allied Drive are as follows:

<u>Percentage of Units</u>	<u>Average Median Income (AMI)</u>
25-35%	0-30% of AMI
20-30%	30-50% of AMI
25-35%	50-80% of AMI
15-25%	80% and above

The federal definition of “affordable” housing will be used for both renters and owners.

Given the long-term goal that 30% of the Allied dwelling units are owner-occupied, it is recommended that this housing could be targeted to households with a range of income levels. It is recommended that both the initial phases and later phases include a range of incomes.

For rental housing, it is recommended that the City pursue the construction of a 40-plus-unit affordable project on the City property as a Phase I project and at the same time work to stabilize Prairie Crossing to ensure that it and Madison Avalon Village remain viable projects, providing affordable housing at the income levels identified earlier. As a second phase project in 2010 or beyond, it is recommended that another 35 rental units be created elsewhere than on the City property, affordable to households at the income levels identified earlier. It is also recommended that in the second phase the City provide rental rehab loans for a select number of private owners.

- **Strategy: Redevelop the City Properties.**

Map 6b shows the 9+ acre redevelopment site on Allied Drive owned by the City of Madison. The map also shows three alternative development concepts developed during the September 2006 four-day design meetings conducted by The American Institute of Architects. A fourth concept plan prepared by the City of Madison is also included. The redevelopment of the City’s property will consider the feasibility of rehabilitating existing units, as well as the demolition and redevelopment of buildings. The following are elements common to all of the alternatives, which should be incorporated into the redevelopment of the City property.

- ✓ Individual entries where possible,
- ✓ The extensive use of town homes and row house units,
- ✓ An enhanced streetscape,
- ✓ Incorporation of some live-work units or units that can adapt for in-home businesses,
- ✓ Incorporation of an area to accommodate support services, (The City is currently evaluating options for a support services center in the neighborhood which may or may not be located on the development site.)
- ✓ Energy efficient design,
- ✓ Better accessibility within units, and accessibility to and through the neighborhood,

- ✓ Designs which enhance security and safety,
- ✓ Private yards/semi-private yard area (defensible space),
- ✓ Parking which is well lit, including private driveways, garages and carports where appropriate.

In July, 2007 the Common Council adopted a resolution entitled "Adopting an Affordable Housing Plan for the Allied Drive Area." That resolution includes the following additional goals:

- ✓ Creates significant areas of greenspace (including space for community gardens and pocket parks),
- ✓ Contributes to an overall improvement in the livability of the neighborhood,
- ✓ Inspires residents and neighbors to care for and steward the properties and adjacent neighborhood,
- ✓ Promotes community-based decision-making and participation,
- ✓ Creates a sustainable project by utilizing "Universal Design" and "Green Building" techniques,
- ✓ Gives a priority to current residents of City-owned properties and current residents of Allied Drive.
- ✓ There will be a minimum of 100 dwelling units produced through any combination of building renovation and/or demolition and redevelopment.
- ✓ The number of 3-4 bedroom units shall be substantially increased to address and reflect the need for units of that size.
- ✓ The redevelopment projects prioritize efforts to employ Allied residents in the reconstruction effort,
- ✓ The City of Madison will work with the Allied Neighborhood Association to update, finalize, and obtain approval of the Allied Neighborhood Plan; and
- ✓ The redevelopment plan be based on one of the three visions (or some combination thereof), set out through the neighborhood design workshop conducted by the Wisconsin Chapter of the American Institute of Architects that took place in September, 2006.

The development concept plans prepared for the City's property call for the creation of smaller blocks by incorporating east-west public streets between Allied Drive and a potential new north-south street in the vicinity of the eastern edge of the property. The feasibility of the use of the City's greenway for development, community gardens and a public street is in the process of being evaluated.

The City envisions the northern 1/3 of the property being devoted to new affordable rental housing. The middle 1/3 of the property could be developed with townhouses or row houses, which would lend themselves to home ownership with a diversity of affordability. The southern 1/3 of the property is also envisioned as owner-occupied housing. The City envisions the 9+ acre property developing in two or three development phases. The first phase would consist of approximately 40 plus affordable rental units developed on the northern approximately 1/3 of the site with 30 for sale units developed within the southern 2/3 of the property as part of a first or second phase. A second or

third phase (the timing of which is still being considered) would consist of approximately 30 additional for sale units. There may be some rental units included in these later phases to diversify the income mix. It is anticipated that one or more requests for proposals will be released to develop the for sale units in one or two phases on the southern 2/3 of the City's property. The City/CDA will also pursue the development of the 40 affordable rental units on the northern 1/3 of the property through the use of available financing such as tax-credits, project-based vouchers, rental subsidies, low-interest loans, or other creative financing tools.

- **Strategy: Other Redevelopment Areas.** Map 6 identifies those areas along Allied Drive, Carling Drive and Rosenberry Road that appear to be the most appropriate locations for either the preservation of existing housing stock and maintenance of the current buildings and unit types, or the redevelopment of properties to provide new housing of a type which does not yet exist on Allied Drive. The map shows properties that may be candidates for partial redevelopment, focusing on the properties on Allied Drive and Carling Drive, north of Lovell Lane.

For these properties, it is recommended that opportunities be fully evaluated to incorporate additional parking for residents, additional open space on the sites, units which look out over the Southwest Bike Path to provide eyes on the bike path, opportunities to incorporate units which have individual entrances facing Allied Drive, incorporation of studio apartments over garages, provision of larger 3-4 bedroom units with washers and dryers within each unit. These concepts are shown on Map 6C.

Partnerships

The "Vision for the Allied Community" included a number of goals that involved City partnering or support of other public entities and private for profit and not-for-profit groups to help in Allied's revitalization.

Goal: Work with other public entities, private for-profit businesses, and community-based organizations to enhance City and neighborhood revitalization efforts, leverage City resources, and enlist others' expertise in the redevelopment of the Allied community.

- **Strategy: Dane County.** Work with Dane county to support their efforts in childcare, employment and training, and overall coordination and provision of human services.
- **Strategy: Madison and Verona Public Schools, Madison Area Technical College, and other educational institutions.** Work with MMSD and VPS to enhance school and learning opportunities for Allied children and youth of school age, encourage parental involvement in their children's education, and broaden family opportunities for recreational and continuing education. Work with other educational groups to broaden opportunities for adult job readiness training and technical or career opportunities.
- **Strategy: Community based organizations.** Work with members of the Allied Stakeholders, churches, Allied Partners, CAC Gardens and other community based

organizations to encourage the effective use of their talents and resources in broadening opportunities for Allied residents, encouraging the effective use of resources in revitalization efforts.

- **Strategy: Allied property owners and managers.** Work with Allied property owners and managers to support their efforts to offer a decent, safe and sanitary environment, provide affordable housing to Allied residents, manage effectively their properties, and improve the quality of the housing stock in the area.
- **Strategy: Allied area businesses.** Work with businesses in the area or with an interest in Allied to encourage their participation in the employment and training opportunities for Allied residents.
- **Strategy: United Way, Madison Community Foundation, Community Shares, and other funders.** Work with other funders to foster cooperative and productive efforts to address community needs in ways that are systematic and sustainable, and tap resource otherwise unavailable to this neighborhood.