

**City of Madison**  
**Interdepartmental Correspondence**

Date: August 2, 2009

To: Economic Development Committee

From: Linda Horvath, Planning Division

Subject: FINAL DRAFT Northport-Warner Park-Sherman Neighborhood Plan

The Common Council adopted the Northport-Warner Park Neighborhood Plan on November 10, 1992 and the Brentwood Village-Packers-Sherman Neighborhood Plan on July 2, 1996. The FINAL DRAFT 2009 Northport-Warner Park-Sherman Neighborhood Plan is an update of the 1992 and 1996 plans. Review and approval of the 2009 Final Draft by 11 Boards, Committees, and Commissions is underway. Plan adoption by the Common Council is anticipated October 6, 2009.

A neighborhood-based Steering Committee, appointed by the Mayor, prepared the 2009 final draft neighborhood plan. The Northport-Warner Park-Sherman Neighborhood Plan Steering Committee (NWS SC) includes 23 Committee member positions for neighborhood residents and business owners. City Planning Division staff managed the planning process which included facilitating 37 Steering Committee meetings and helping the SC host four large-scale public open house events, two public input coffees, 20 interviews with area community organization representatives, and participation in area neighborhood association and other community group meetings, activities, and events.

**FINAL DRAFT Northport-Warner Park-Sherman Neighborhood Plan**

The *City of Madison Comprehensive Plan* (adopted 2006) recommends adoption of neighborhood plans for established residential neighborhoods within the City. The *Northport-Warner Park-Sherman Neighborhood Plan (NWS Plan)* is a mid-range (5-10 year) plan that will be adopted as a supplement to the City's Comprehensive Plan. The planning area boundaries include: Commercial Avenue on the south, Packers Avenue and CTH CV on the east, Wheeler and Havey Roads on the north, and Woodward Drive and Lake Mendota on the west. The *NWS Plan* recommendations are divided into categories consistent with the Comprehensive Plan: land use, transportation, housing, economic development, parks and open space, and community facilities. There are also recommendations for gateway corridors and neighborhood and personal safety.

Implementation of the neighborhood plan will take place over a 5-10 year planning horizon. To help account for limited City resources, plan implementation will be based on NWS SC priorities as indicated by the order of recommendations in each section of Volume I. The SC also set its top six priorities for the overall plan which are included on page four of this memo. Planning assistance through Community Development Block Funds is also available for the SC's list of eligible priority projects included in Volume I, Chapter Ten. Finally, a Tax Incremental Finance District (TIF) has been proposed for the Northside. This potential TIF could provide some resources for eligible neighborhood plan projects.

**Board and Commission Review**

The *Northport-Warner Park-Sherman Neighborhood Plan* was introduced at the July 7<sup>th</sup> Common Council meeting. Referrals include the Plan Commission (lead), Community Services Committee, Board of Public Works, Pedestrian/Bicycle/Motor Vehicle Commission, Economic Development Commission, Urban Design Commission, Board of Parks Commissioners, Community Development Block Grant Commission, Long Range Transportation Planning Commission, Transit and Parking Commission, and the Board of Estimates. Boards and Commissions will review the Plan based on their area of expertise. All motions to adopt, or adopt with conditions, will be forwarded to the Plan Commission. The Plan Commission will compile a *final report* to the Common Council. It is anticipated the Common Council will take action on the Plan at its October 6, 2009 meeting.

## **Planning Area Overview**

The Northside a residential community set among picturesque green places like Warner Park and Cherokee Marsh. There is limited commercial and industrial development including the Northside TownCenter, Northgate Shopping Center, Kraft Oscar Mayer, and the Dane County Regional Airport. There are also five community centers serving the area, Lakeview Library, five elementary schools, two middle schools, and one high school. There are also several higher education facilities including the Madison Area Technical College and Lakeland College. Most of the Northside's existing homes and other structures were constructed during the 50's and 60's. Many of the building designs are outdated and the shopping centers and scattered site commercial and light industrial buildings that front the major transportation corridors are older and appear somewhat in need of renewal.

According to the 2008 Northside Market Analysis, employment numbers are greatest in the airport, health care, finance/insurance, and engineering sector. The Airport and Kraft Oscar Mayer are the two single largest employers. The Northside currently loses almost half of its buying potential to other parts of Madison and surrounding communities. The greatest leakage is in grocery stores, food and drinking places, general merchandise, clothing, furniture, and home furnishings.

The Northside Market Analysis also indicates that some of the most promising opportunities for new retail and service lie in the areas of motor vehicle related businesses and health and personal care services. Part of the problem with attracting new economic development to the area is that the Northside lacks an easily recognizable, positive identity and perception from outsiders.

Using the Northside Market Analysis findings and recommendations, combined with additional research and analysis, and discussions with stakeholders, the NWS SC developed the NWS Neighborhood Plan economic development and related recommendations. The NWS SC's highest priority recommendation is to improve the identity and marketing of the Northside. A summary of all NWS plan recommendations is included below.

## **NWS Neighborhood Plan Recommendations Summary**

### **Economic Development Recommendations Summary (Volume I, pages 27-32)**

- Develop a strategy to improve the identity, branding, marketing, and retention of Northside businesses.
- Promote employment development opportunities.
  - Explore feasibility of a new industrial park near airport.
  - Explore feasibility of new business incubators, urban agriculture, commercial kitchen incubator, other growing industries by directing potential enterprises and funding to the Northside.
  - Develop partnership with MATC to help forge new businesses or improve competitiveness of existing businesses.
  - Support job-training pathways for residents.
- Support coordination of Northside economic development.
  - Assess the formation, role, and structure of an organization and/or contractual agreement of an existing organization to promote Northside economic development.
  - Identify potential government economic programs to attract and retain Northside employers.
  - Aggressively pursue economic programs or tools like Business Improvement Districts, Brownfield and Workforce Development Loans, etc.
  - Create a partnership and improved coordination between the City, businesses, community centers, and schools to provide job readiness training.
- Improve the appearance and ambience of commercial districts, business parks, and gateways.
  - Improve transportation gateways.
  - Accentuate the two major commercial districts with signage, building and parking lot improvements, and streetscape improvements.
  - Encourage commercial property owners to upgrade appearance of storefronts, parking lots, and landscaping.

- Identify locations for public art.
- Expand/promote job training centers and job opportunities within community centers and library.
  - Utilize existing community centers and library for on-site job training.
  - Setup locations for distribution of employment and job training information.
  - Develop closer ties to local employers and along job-training programs.
- Develop a strategy to improve the identity, branding, and marketing of airport industrial park and Corbin Business Park.
- Create a partnership and improved coordination between the City, businesses, community centers, and community learning centers, and the schools to provide job readiness training.

### **Land Use and Redevelopment Goals and Recommendations (Volume I, pages 5-22)**

- Northside TownCenter
  - Mixed-use redevelopment that includes commercial, residential, employment, etc. capitalizing on the site’s highly-visible and heavily-trafficked location.
  - A prominent, architecturally significant building at the corner of Northport Drive and North Sherman Avenue.
  - Increased density and more compact building form in relation to transit-oriented development principles (TOD).
- Airport-Gateway
  - Light industrial, high-tech employers with possible connection to MATC, TEC Incubator Center, and Airport.
  - If/when redevelopment or any other major change is planned for the Oak Park Terrace Manufactured Housing Community, change land use to employment (requires Comprehensive Plan amendment from Medium-Density Residential to Employment).
  - Extend Urban Design District #4 north along CTH CV to Wheeler Road or utilize other options to improve building and site design aesthetics.
- Northport-Troy
  - Maintain and expand unique and popular commercial destinations, such as existing Jung Garden center, Mercado Juarez, and D&S Bait, Tackle and Archery.
  - Quality architectural building at corner of Northport and Troy Drives.
  - Pedestrian safety and access improvements.
  - Streetscape enhancement improvements along Northport and Troy Drives.
- Raemisch Farm Property
  - Neighborhood-serving small-site, commercial mixed-use buildings at east end of site along CTH CV corridor.
  - Diversity of housing and limited-size multi-family (16-30 units per building).
  - Compact Transit-Oriented-Design style development.
- Northgate – Oscar Mayer
  - Employment and commercial buildings that create inviting streetscapes.
  - TOD style development.
  - Greenspace gateway to the Northside near existing detention basin.

### **Priority Plan Recommendations**

The *Northport-Warner Park-Sherman Neighborhood Plan* identifies six top recommendations:

- Strategy to improve the identity, branding, marketing, and retention of Northside businesses (*Economic Development #1*).
- Land use plan for Warner Park (*Parks, open Space, and Natural Resource #1*).
- “Main street” along North Sherman Avenue, perhaps where commercial development is concentrated, with safer pedestrian and bicycle connections to businesses and adjoining neighborhood streets, and

streetscape enhancements. (*Transportation Long-Term #2 and Gateway Corridor #1 for further streetscape details*)

- More programming for children/youth within the neighborhood including after/before school programs for school age children, positive youth development activities, academic support and recreation for middle school and high school age youth. Strive to grow, enhance, and support existing youth programs, and replicate or grow successful programs in areas with unmet needs. (*Community Facilities #1*)
- Neighborhood stabilization options for emerging neighborhood areas including Brentwood, Karstens, Kipling, and Vera Court; include landlord training, property inspection and maintenance, and hiring of local residents for property management or neighborhood improvement activities. Provide support for resident involvement, strengthen connection to local schools and community centers, and improve access to and information of local resources for children/youth and families. (*Housing #3*)
- Improve social services and community support resources for the Northside (*Community Facilities #7*).

## **Public Participation**

The preparation of a neighborhood plan requires input from a wide cross-section of the community. The Northport-Warner Park-Sherman Neighborhoods solicited input from neighborhood residents and the business community prior to and during the planning process.

- *Community Group Interviews* with 20 organizations conducted prior to the start of the planning process to identify key planning issues for the planning process to address.
- Four *Large-Scale Public Open Houses* held during the planning process to identify important neighborhood issues and to review plan drafts.
- Steering Committee members and City staff attended various *neighborhood events and activities* such as Kennedy Heights Spring Fling, Northside Farmer's Market, and North-Eastside Senior Coalition concerts in Warner Park to inform people about the planning process and to solicit public input.
- *Participation in meetings of stakeholder groups* such as the Northside Planning Council, Northside Business Association, and 11 neighborhood associations to discuss planning issues and recommendations.
- *Two public input coffees* with representatives of community groups such as the Northport and Packers Community Learning Centers, neighborhood associations, schools, and the Northside Planning Council.
- One-on-one *stakeholder interviews* were conducted with individuals that represented organizations or primary property interest in the area.
- 12 *focus groups* with stakeholders were conducted as part of the Northside Market Study to solicit input and ideas about economic development.
- *Neighborhood planning articles and announcements of public input opportunities* were published in the Northside News, Northport News, Sherman Neighborhood Newsletter, among other publications, beginning in fall 2007.
- A *planning website* was created during the planning process (<http://www.cityofmadison.com/neighborhoods/northsideplan/index.cfm>) which includes an overview of the plan, agendas, minutes, background information, public open house results, and the draft versions on the neighborhood plan.

Neighborhood planning information was also made available at Lakeview Library.

cc: Ald. Satya Rhodes-Conway, District 12  
Ald. Michael Schumacher, District 18