



# Northport-Warner-Sherman Neighborhood Plan Final Draft Volume II     June 29, 2009

# Table of Contents

Introduction.....4

Chapter1: Neighborhood Demographic Profile.....6

Chapter 2: Opportunities Analysis.....12

Chapter 3: Land Use, Urban Design and Zoning.....16

Chapter 4: Housing.....20

Chapter 5: Transportation and Major Corridors.....26

Chapter 6: Economic Development.....32

Chapter 7: Parks, Open Space and Natural Resources.....36

Chapter 8: Community Facilities, Resources and Organizations.....38

Chapter 9: Neighborhood and Personal Safety.....42

Chapter 10: Planned Improvements and Investments.....44

Appendix I: Community Facilities, Resources and Organizations.....48

Appendix II: Glossary of Terms.....50

Appendix III: Public Health Walking Audits.....54

## MAPS

Map 1:	Steering Committee's Opportunity Analysis Map.....	13
Map 2:	Comprehensive Plan Recommendations.....	15
Map 3:	Existing Land Use.....	16
Map 4:	Existing Zoning.....	17
Map 5:	Residential Structures by Type.....	19
Map 6:	Age of Single-Family Units.....	20
Map 7:	Assessed Value of Single-Family Structures.....	21
Map 8:	Tenure of Single-Family Structures.....	22
Map 9:	Bike Paths, Trails, and Routes.....	27
Map 10:	Transport 2020 Rail Alternatives.....	29
Map 11:	Parks and Open Space.....	35
Map 12:	Public Amenities and School Districts.....	38
Map 13:	Northside Motor Vehicle Crashes.....	41
Map 14:	Northside Projects, Plans, and Studies.....	44

## FIGURES

Figure 1:	Age-Gender Population Pyramid.....	5
Figure 2:	Education Levels of Population over age 25.....	8
Figure 3:	Average Daily Traffic by Year.....	25
Figure 4:	Top Employment by Industry.....	33

## TABLES

Table 1:	Planning Area Demographics.....	5
Table 2:	Population by Race.....	6
Table 3:	Population in Occupied Housing Units.....	6
Table 4:	Primary Trade Area Population Estimates by Race/Ethnicity for 2008-2013.....	7
Table 5:	Poverty Level.....	7
Table 6:	Household by Income 2000-2013.....	7
Table 7:	Education Attainment.....	8
Table 8:	Average Sale Price of 1-2 Unit Homes.....	21
Table 9:	Walking Audit Priority Recommendations.....	53

# Introduction

The Northside's long and rich history of diversity began nearly 12,000 years ago with the arrival of the first human inhabitants, referred to as Paleo-Indians. Over the ensuing years, the area was inhabited by people of the Archaic and Woodland eras, followed much later by the Fox, Sauk and Winnebago (Ho-Chunk). The treaty of 1832 transferred control of the territory in and around Madison from Native Americans to the U.S. government. In the years that followed, increasingly more settlers of European backgrounds moved to Madison, with some establishing their homes and farms amidst the largely rural landscape of the Northside.

Near the end of World War II, the Northside began to transition from open fields to suburban-style developments. The City of Madison annexed two major portions of the area in 1944 and 1952. The growth that followed was centered on a few major institutions, namely the State Asylum (now Mendota Mental Health Institute), Oscar Mayer, and the airport. This development was characterized by Post-WWII street patterns and building designs, which remain today. While there are countless people, places, and events that have shaped the Northside, some key highlights of the area's physical development are described in the adjacent historic timeline.

Just as the physical landscape of the area has changed over time, so too have the people of the Northside. Inhabited by Native Americans for thousands of years, and followed much later by an influx of Irish and German settlers and farmers, the rise of industry early in the 20th century attracted a new wave of working-class residents. More recently, this area has begun to attract people of varying incomes, ages, ethnic groups, and nationalities. Although the appearance of the neighborhood and its people have evolved,

several community characteristics have remained constant from the beginning – concern for the environment, well-knit and organized social interaction, and appreciation of diversity. Recent events in the neighborhood's history, including the creation of the Northside Farmers Market, Troy Gardens, and the addition of Pierce's Northside Market, exemplify this notion.

From its long and rich history, the Northside continues to change. In the past couple of decades, this vibrant community of concerned and caring people from varying backgrounds has come together to identify its key issues and opportunities, and to develop strategies for improvements. Examples of these efforts include the 1992 Northport-Warner Park Neighborhood Plan and the 1996 Brentwood Village-Packers-Sherman Neighborhood Plan. The 2009 Northport-Warner Park-Sherman Neighborhood Plan is an update of the 1992 and 1996 plans.

The 2009 neighborhood plan process began in 2007 with background information and data collection and analysis. This information was used to create the neighborhood profile that can be found on the following pages of Volume II. Included are key findings and planning issues for demographics, land use and urban design, the transportation system, economic development, parks and open space, community facilities, and neighborhood and personal safety. There is also an account of planned improvements and investments, a glossary of neighborhood plan terms, and a listing of planning area community facilities, services and organizations. The Steering Committee, community and City staff, used the data, key findings, and planning issues as a basis to develop the goals, strategies, and recommendations of Volume I.

- *Prior to 1750* – Native American people have lived in Madison for nearly 12,000 years. Native people of the Woodlands era (period from about 700 B.C. to 1200 A.D.) may have built many of the mounds in the Madison area, including the eagle, with a wingspan of over 624 feet, and the panther, both of which are located on the Mendota Mental Health Institute grounds.
- *1750-1832* – There is evidence to indicate that the Fox and Sauk indigenous tribes controlled the Madison area from about 1750 to 1800, followed by the Winnebago, or Ho-Chunk. In fact, the 1832 treaty ceding the Madison area to the U.S. government was signed by Winnebago Chief White Crow. Chief White Crow's major village was situated on the Lake Mendota shore near Fox Bluff. There is also evidence of dozens of additional camp and village sites of Native peoples who lived and farmed near and along Lake Mendota.
- *1860* – The State Asylum (now Mendota Mental Health Institute) opened and was home to 89 patients by the end of the year. This number grew to 1,300 by 1959. Currently the Institute provides beds and services for about 290 patients.
- *1871* – The Chicago & Northwestern railroad line was built to connect Madison with Minneapolis. The train made stops at Mendota and Waunakee.
- *1916* – Sherman Avenue paved with concrete to connect with Highway 113, Lodi Road, and Asylum Road. Early infrastructure improvements such as this served as a catalyst for future development.
- *1919* – Oscar Mayer started production in Madison after having relocated from Chicago into the bankrupt Farmers' Cooperative Packing Company plant. Oscar Mayer has expanded greatly over the years and remains a major employer of Northside residents.
- *1930* – Dane County opened the Lake View Sanatorium with 100 beds for adult tuberculosis patients. This closed in 1966, and the building, which is on the National Register of Historic Places, is now home to the Dane County Human Services Department.
- *1938* – The original airport terminal was built along North Stoughton Road on a 290-acre site purchased by the City. In 1966, a new terminal was opened, in its present location, across the field from the original. Dane County took over operation of the airport in 1974 and subsequently expanded its facilities several times.
- *1939* – The City of Madison purchased the first 7 acres of what is now Warner Park and dedicated it as park space. The City expanded the park in 1953 by purchasing the Moor Farm, and in 1955, the Reider Farm. In 1958, the City of Madison and Wisconsin Department of Natural Resources dredged the marsh area to form the Warner Park Lagoon.
- *1961* – Members of the Roth family developed their farmland into the Northgate Shopping Center. In early 2009, after nearly 50 years of ownership, the Roth family sold Northgate to the Alexander Company.
- *1964* – Richard Bruns opened Sherman Plaza (now Northside TownCenter). Richard's sons Don and David now run the Northside TownCenter. This site has been the home of the Lakeview Branch Library since 1966, after the library was moved from a previous Northside location where it had been located since 1959.



1932 aerial view of the Oscar Mayer meat packing plant looking north, with surrounding rural countryside. Source: Wisconsin Historical Society.

# Chapter 1:

## Neighborhood

### Demographic Profile

Demographic profiles provide an understanding of population dynamics within a neighborhood. Below is a description of planning area demographic trends from 1990 to 2000 in relation to the City as a whole using select data displayed in charts, tables, and maps. Most of the statistical information is derived from the US Census Bureau using data from the three Census Tracts that comprise the planning area. While this Census data is at least 10 or more years old, it is the most reliable demographic data source available to us today. Accordingly, it is important to clarify that some demographic changes may have occurred since 2000 that may not necessarily be reflected here. Other data sources include the City of Madison, Madison Metropolitan School District, and Dane County.

#### Population

A total of 10,847 people lived in the planning area in 2000. The population of this built-up suburban neighborhood grew less than one percent from 1990-2000. Although population growth was *flat*, there was a shift in population characteristics.

#### **What we know:**

- 8.5 percent (244) *decrease* in families in the planning area from 1990-2000.
- 8.0 percent *decrease* (168 persons) in the age range of 0-9 years and 6 percent *increase* (89 persons) 65 years or older in 2000 compared to 1990.
- The planning area is getting older, as reflected by an increasing proportion of persons 65 years and older.
- One out of every two residents, who was five

years or older in 1995, had relocated out of the Northside by 2000. This turnover of 55 percent of the population, and predictions of continued turnover based on the aging of the Northside population, will pose a challenge to forging a strong connection between residents and the place where they live.

#### Age Distribution

One of the most important demographic characteristics of a population is its age structure. An important use of the age pyramid is to estimate the number of economic dependents supported in a particular population. Populations between 0-14 years and 65 years and older tend to be the most economically dependent.

#### **What we know:**

- The planning area's economically dependent population in the 0-14 year range comprised 20.78 percent of the population (2,251 persons) and the age range of 65 years and older comprised 13.4 percent (1,450 persons).
- The planning area had a higher percentage of economically dependent populations than the City as a whole, 15.0 percent and 9.2 percent respectively.
- The bulge in the age pyramid between the ages of about 35 to 50 indicates that the largest segment of the population was within the post-World War II baby boom in 2000. This age group is now 45-60. As this population segment continues to age and climbs up the pyramid, there will be a much greater demand for senior services including health care, rehabilitation services, specialized

transportation, adult daycare, etc.

- Female survival chances exceed those of men, especially in the older age groups. This is reflected in the planning area where 66 percent of the population that is 80 years old or more, is female.
- In 2000, there were 8.0 percent fewer persons (168) in the age range of 0-9 years compared to 1990. This decrease in children is one indication of a trend toward smaller family size. While this is reflective of a national trend, it is important to raise the question of whether the community would like to attract families with children, especially in light of the recent discussions of school closures on the Northside.
- The population of school age children enrolled in the public elementary schools (Gompers, Lake View, Lindbergh, and Mendota) has been decreasing since 1990. There are roughly 460 (32.0 percent) elementary students in the classrooms compared to 1990. This decrease in school age children can be explained in part by redistricting which affected areas such as the Brentwood Village Neighborhood. This area's elementary school age children/youth (in the 2008-2009 school year there were approximately 50 such children/youth) now attend Emerson Elementary School, an Eastside School.

## **Race and Ethnicity**

Changing demographics, including languages spoken and English proficiency, have implications for how to best incorporate and serve local populations.

## **What we know:**

- In 2000, the planning area population was more racially diverse than the City as a whole with 75.8 percent White, 11.8 percent Black, and 5.6 percent Asian.
- From 1990-2000, both the planning area and the City became more racially diverse with minority populations increasing by 116 percent and 88 percent, respectively. Also during this time, the Hispanic population increased by 132 percent in the planning area and 120 percent in the City as a whole.
- 2008-2009 Madison Metropolitan School District (MMSD) demographics of students enrolled in Northside public schools show a more diverse population than the planning area as a whole: White (35.8 percent), Black (36.5 percent), Hispanic (14.1 percent), Asian (12.3 percent), Native American (1.0 percent). This data only provides a picture of students enrolled in area schools and cannot be extrapolated onto the entire planning area since less than 10 percent of the population is enrolled in elementary schools.
- 19.9 percent of elementary school and 21.5 percent of middle school students in the planning area are designated as language learner status by MMSD.

The *Northside Market Study* (2008) compiled demographic information from the 2000 Census and Forecast data for 2008 and 2013 for the primary trade area. The primary trade area is geographically larger than the planning area with the difference of including population lying west of the railroad tracks between STH 113 and Lake Mendota. Therefore, the statistical

Demographic Profile		
	Planning Area	Madison
Population	10,847	208,054
Households	4,802	89,019
Families	2,629	42,458
Male	46.9 percent	49.1 percent
Female	53.2 percent	50.9 percent
Population Change (1990-2000)	0.2 percent	8.8 percent
Median Age	~34.9 years	30.6 years

Table 1: Planning area demographics compared to the City of Madison as a whole. Source: Bureau of the Census, 2000.

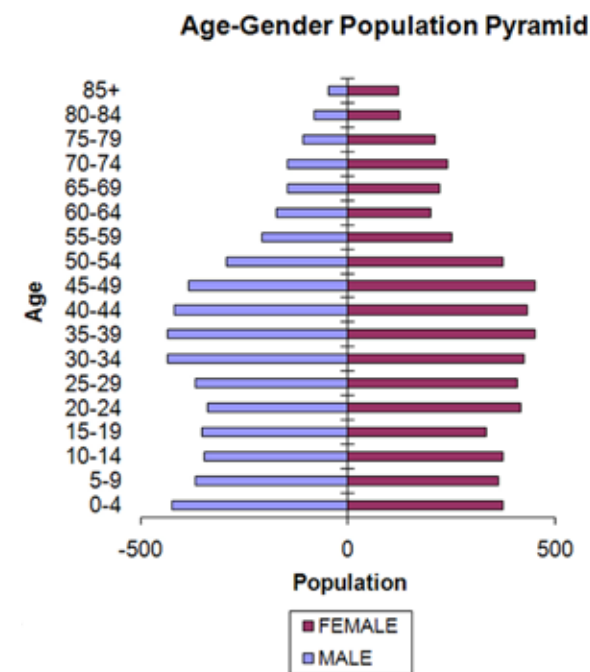


Figure 1: Age-Gender Pyramid showing relative numbers of people in age by gender. Source: Bureau of the Census, 2000.



<b>Race and Ethnicity</b>		
	<b>Planning Area</b>	<b>Madison</b>
White	75.8 percent	84.0 percent
Black	11.8 percent	5.8 percent
Asian	5.6 percent	5.8 percent
Native American	0.4 percent	0.4 percent
Pacific Islander	>0.1 percent	>0.1 percent
Two or More Races	4.0 percent	2.3 percent
Other	2.5 percent	1.7 percent
Minority Change (1990-2000)	+116 percent	+88 percent
<b>Hispanic Origin</b>		
Hispanic Origin	5.7 percent	4.1 percent
Hispanic Change (1990-2000)	+132 percent	+120 percent

Table 2: Racial composition of the planning area. Source: Bureau of the Census, 2000.

<b>Population in Occupied Housing Units</b>		
	<b>Planning Area</b>	<b>Madison</b>
Total Population in Housing Unit	10,853	195,221
Population in Owner-Occupied Units	55.6 percent	52.3
Population in Renter-Occupied Units	44.3 percent	47.7
Minority Population in Owner Occupied Units	8.4 percent	6.9 percent
Minority Population in Renter Occupied Units	40.3 percent	23.7

Table 3: Population in Occupied Housing Units. Source: Bureau of the Census, 2000 and City of Madison.

information includes persons living in the North Lake Mendota, Lake View Hills, and Vera Court neighborhoods. See Table 4: Population by Race/Ethnicity by Year by Geographic Location.

- The *Northside Market Study* (2008) population projections show the primary trade area growing in diversity. By 2013, 72.4 percent of the primary trade area is projected to be White, 13.1 percent Black, and 7.3 percent Asian: a 3.4 percent projected growth in diversity in a five-year time span.
- Population projections for 2008-2013 show persons of Hispanic origin increasing by 1.2 percent (212 persons).
- Population projections for 2008-2013 show the primary trade area becoming slightly more racially and ethnically diverse than the City as a whole.

### **Population in Occupied Housing Units**

#### **What we know:**

- The Northside is touted for its array of owner-occupied housing choices, such as condominiums, co-housing, land trusts, and affordable starter homes. Homeownership is one strategy to build assets (wealth) within a community.
- There are also a number of apartment communities in the planning area where individuals and families have stayed for many years, and there are often waiting lists for these rental homes.
- As of 2000, 8.4 percent of the minority population lived in owner-occupied units

compared with 55.6 percent of the population as a whole, living in owner-occupied units.

- Out of the 567 households with a person 65 years or older, 51.5 percent of them are living alone.

### **Income**

The *Northside Market Analysis (2008)* compiled statistical information from the 2000 US Census and compiled projected income for 2008 and 2013. The information was compiled based on a primary trade area that is larger than the study planning area.

#### **What we know:**

- In 2000, average household income in the primary trade area was less than the City's, \$49,486 compared to \$53,278, respectively.
- Household income in the primary trade area is projected to increase with the greatest gains in the \$100,000-\$149,999 earning households by 2013.
- An economic profile of families with school-age children in the area public schools shows that three out of four of the public elementary schools have a school population that is over 60 percent low-income. Out of the 31 Madison elementary schools, Lindbergh has 73.7 percent (ranked 2<sup>nd</sup>), Mendota has 70.4 percent (ranked 5<sup>th</sup>), and Lake View has 64.9 percent (ranked 8<sup>th</sup>) low-income population based on annual family income ranges.

### **Poverty**



Population by Race/Ethnicity by Year by Geographic Location by Primary Trade Area, 2000-2013						
	2000 Primary Trade Area	2008 Primary Trade Area (Estimated)	2013 Primary Trade Area (Estimated)	2000 City of Madison	2008 City of Madison (Estimated)	2013 City of Madison (Estimated)
Total Population	16,634	17,072	17,673	208,141	227,136	239,759
White Alone	80.9 percent	75.8 percent	72.4 percent	84.3 percent	79.9 percent	76.9 percent
Black Alone	9.2 percent	11.6 percent	13.1 percent	5.7 percent	7.0 percent	7.9 percent
American Indian Alone	0.4 percent	0.4 percent	0.4 percent	0.4 percent	0.4 percent	0.4 percent
Asian or Pacific Islander Alone	4.4 percent	6.1 percent	7.3 percent	5.6 percent	7.8 percent	9.3 percent
Some Other Race Alone	2.0 percent	2.7 percent	3.3 percent	1.7 percent	2.3 percent	2.7 percent
Two or More Races	3.1 percent	3.4 percent	3.6 percent	2.3 percent	2.6 percent	2.7 percent
Hispanic Origin	4.7 percent	6.5 percent	7.7 percent	4.2 percent	5.6 percent	6.7 percent

Table 4: Population by Race/Ethnicity by Year by Geographic Location by Primary Trade Area, 2000-2013. Source: Northside Market Study (2008). Bureau of the Census, 2000 and ESRI (Environmental Systems Research Institute) forecasts for 2008 and 2013.

Household by Income						
Household Income Base	2000 Primary Trade Area	2008 Primary Trade Area (Estimated)	2013 Primary Trade Area (Estimated)	2000 City of Madison	2008 City of Madison (Estimated)	2013 City of Madison (Estimated)
<\$15,000	13.6percent	9.6percent	7.8percent	15.5percent	11.5percent	9.7percent
\$15-\$24,999	12.8percent	9.7percent	6.7percent	12.1percent	9.0percent	6.7percent
\$25-\$34,999	15.2percent	9.9percent	9.3percent	13.0percent	9.1percent	8.2percent
\$35-\$49,999	17.6percent	18.0percent	12.5percent	17.8percent	15.6percent	10.0percent
\$50-74,999	24.5percent	22.9percent	25.5percent	20.6percent	20.6percent	23.5percent
\$75-99,999	10.4percent	15.1percent	15.2percent	10.3percent	13.4percent	13.9percent
\$100-149,999	4.3percent	11.8percent	18.8percent	7.2percent	14.4percent	18.9percent
\$150-\$199,999	0.7percent	1.5percent	2.3percent	1.8percent	3.1percent	4.3percent
>\$200,000	0.9percent	1.5percent	2.0percent	1.5percent	3.3percent	4.8percent
Households	7,093	7,356	7,675	89,380	99,743	106,461
Average Household Income	\$49,486	\$63,048	\$73,278	\$53,278	\$70,476	\$83,998

Table 6: Household by Income from 2000-2013 by Primary Trade Area and the City of Madison. Source: Northside Market Study (2008). Bureau of the Census, 2000 and ESRI (Environmental Systems Research Institute) forecasts for 2008 and 2013.

Poverty Level		
	Planning Area	Madison
Families Living in Poverty	14%	6%
Female Headed HHSD in Poverty	10%	3%
Children Living in Poverty	13%	4%
HHSD with Public Assistance	3%	2%
HHSD with Social Security	28%	18%

Table 5: Poverty Level. Source: Bureau of the Census, 2000.

Education		
	Planning Area	City of Madison
Persons 25+	7,103	126,804
Less than 9 <sup>th</sup> Grade	5.7	2.9
9 <sup>th</sup> to 12 <sup>th</sup> Grade, No Diploma	7.1	4.7
High School Graduate	30.6	18.1
Some College, No Degree	23.8	18.5
Associate Degree	9.4	7.7
Bachelor's Degree	16.8	27.3
Master's/Prof/Doctorate Degree	6.3	20.7

Table 7: Education in planning area compared to the City of Madison as a whole. Source: Bureau of the Census, 2000.

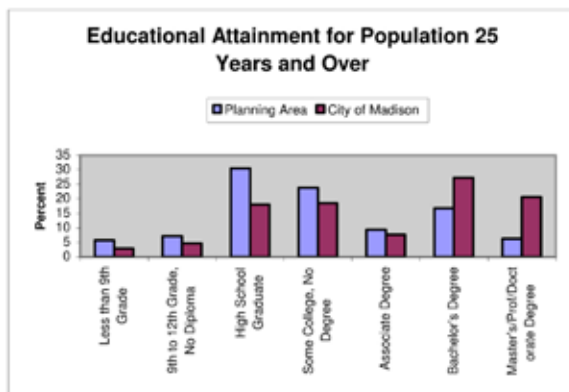


Figure 2: Educational Attainment for Population 25 Years and Over in the planning area compared to the City of Madison as a whole. Source: Bureau of the Census, 2000 and City of Madison.

### What we know:

- As of 2000, the Northside Planning Area had a higher percentage of families receiving incomes below the designated poverty level than the City of Madison as a whole. Of the 14 percent of families living below the poverty level in the planning area, 10 percent are Female-Headed Households.
- Considerably more families with children in the planning area live below the poverty level than the City of Madison, 13 percent and 4 percent respectively.
- Public assisted income serves 3 percent of the Northside's households; whereas, 28 percent of the area's households receive social security income.

### Educational Attainment

Educational attainment of a population directly influences family income; often increases in annual income result from more education. Educational attainment information is sometimes used by businesses to target customers of a particular educational level. This information can also be useful to determine the types of jobs that a particular area's economy is able to support. Additionally, an area with a large number of college graduates usually translates into higher wage-earning potential and a more diverse buyer market.

### What we know:

- Based on the 2000 Census, 12.8 percent (502 persons) of persons 25 years or older living

in the planning study area have not received a high school diploma.

- The Sherman neighborhood includes the highest concentration of residents living in the planning area without a high school diploma.
- Fewer persons in the planning area received college degrees compared to the city of Madison, 43.6 percent and 55.7 percent respectively.

### Voter Registration

The choice of whether or not to vote can directly reflect community involvement. The November 2008 Presidential election drew an impressive voting population to the polls: 79.2 percent of registered voters on the Northside cast their vote for a presidential candidate. A year prior, in the Mayoral election, a voter turnout between 20 and 40 percent was typical for the planning area with the exception of the Sherman neighborhood (ward 31), which drew 75.0 percent of voters to the polls.



Image 1: Playing basketball at Warner Park Community Recreation Center



Image 2: Gardening at Troy Gardens.



Image 3: Recess at Lake View Elementary School.

## Chapter 2: Opportunities Analysis

To better understand the intricacies of Northside neighborhoods, it is important to determine the physical and other significant features that influence the development of the community.

### **Land Use Pattern**

The land use pattern tells the story of how the area was established and helps describe its assets and limitations.

- Native American people were the first human settlers of the Northside, populating the area with their villages and cropland.
- In the latter part of the 19<sup>th</sup> century, the Northside was primarily a rural area used for farming. Built in the late 1800's, Mendota Mental Health Institute was one of the Northside's first major developments.
- Another early development was the Oscar Mayer meat processing plant. Built in 1919, Oscar Mayer was one of a number of industrial operations established in Madison's Eastside factory district during the early part of the 20<sup>th</sup> century.
- Several decades later, in the 1940's and 1950's, the Northside began establishing itself as a single-family residential suburb set among beautiful parks and open spaces. Some of the first single-family homes were built before 1950 in the Sherman and Brentwood Village Neighborhoods. Single-family homes continued to spread North over the years with the most recent development of Whitetail Ridge being built in the early 1990's.
- Many of the multi-family residential buildings were built in the 1950's and 1960's

and are primarily clustered along the major transportation corridors with no transition between multi-family and single family units. Multi-family units comprise more than half of the Northside's housing units but cover only 13 percent of Northside land area.

- Retail and business areas came later in the form of scattered site shops and small businesses followed by shopping centers such as Northgate and the Northside TownCenter. The Airport Business Park is a more recent development, which started with sites at the north end of the park along International Lane and continued south to sites located along Pankratz Drive.

### **Physical Barriers**

Natural and physical barriers have greatly influenced access to the Northside and the various circulation linkages that interconnect the neighborhood.

- Cherokee Marsh on the North, Lake Mendota on the West, Dane County Airport on the East, and the Village of Maple Bluff, Oscar Mayer, and other industrial lands on the South, border, and in some cases impede access to, the Northside.
- Northport Drive, Packers Avenue, CTH CV and North Sherman Avenue play an important role since they are the only roads leading in and out of the Northside. However, relatively high traffic volume and speed on those streets impedes pedestrian and bicycle safety and movement.





Image 4: Bird's eye view of the Brentwood and Sherman Neighborhoods with the Union Pacific railroad and the Village of Maple Bluff forming an edge in the foreground and Dane County Regional Airport forming another in the background.

- The curvilinear nature of the streets makes it difficult to find an East-West or North-South route through Northside neighborhoods.
- The Union Pacific railroad, running Northwest to Southeast, is a barrier due to its elevated grade from Knutson to North Sherman Avenue. This elevated railroad line makes it difficult to access Lake Mendota and the residential neighborhoods to the West. Within this 2.7-mile distance, there are only three locations for pedestrians and only two locations for vehicles to cross the railroad tracks. Pedestrians have created their own routes, which are sometimes unsafe, to cross the railroad tracks.

### **Political-Social Barriers**

- The Northside's multiple jurisdictions including the City of Madison, Village of Maple Bluff, and Towns of Burke and Westport, have created differences in land use planning, planned capital improvements, and delivery of services.
- Outsider perceptions of the Northside as having a higher crime rate, lower income households, and risky business ventures have deterred investment in the area, limiting its potential.
- Fast growth of racial and ethnic groups – particularly Southeast Asian and Hispanic – has created language barriers for individuals in the areas of business development, education, services, and housing.



Image 5: Warner Park Community Recreation Center.



Image 6: View of the neighborhood and Lake Mendota from the top of Lakeview Hill Park.

## **Physical-Social Assets**

There are distinctive physical and social assets that residents identify as defining features.

- The natural resources of Lake Mendota and the Cherokee Marsh are iconic open space features that residents often use to describe where they live. These iconic features provide habitat for ecological communities, and both passive and active recreational enjoyment for Northsiders and visitors from outside the area.
- The large number of high quality parks is another asset in the area. Compared to most city neighborhoods, a higher percentage of land on the Northside exists as parkland. There The parks provide access to Lake Mendota and Cherokee Marsh along with many public spaces for a wide variety of activities. The community might benefit from reviewing and evaluating some of its parkland to determine how these resources might better serve the area.
- The Dane County Human Services building set on a hill overlooking Lake Mendota and downtown Madison is another defining asset. This site could become even more prominent as plans progress on proposed gateway corridor enhancements.
- The planning area includes a larger base of community facilities and resources than many of Madison's neighborhoods. There are five community centers: Northport Community Learning Center, Packers Community Learning Center, Vera Court Neighborhood Center, Kennedy Heights Community

Center, Warner Park Community Recreation Center; four elementary schools: Lake View Elementary School, Mendota Elementary School, Gompers Elementary School, and Lindberg Elementary School; one middle school: Blackhawk Middle School; and one high school: Shabazz High School in the area. Schools become gathering places where families and children/youth meet, learn and grow together building relationships that help to strengthen the neighborhood.

- Another defining feature, which strengthens the neighborhood, is its diversity. The Northside has a long history of welcoming a broad spectrum of people from different races, cultures, nationalities and economic backgrounds to live together and share a wonderful diversity of language, food, crafts, music, dance and other customs.





Map 1: Opportunity Analysis Map. This drawing was produced as a part of a Steering Committee exercise early on in the planning process; it is intended to illustrate existing neighborhood assets and opportunities for improvement.



# Chapter 3:

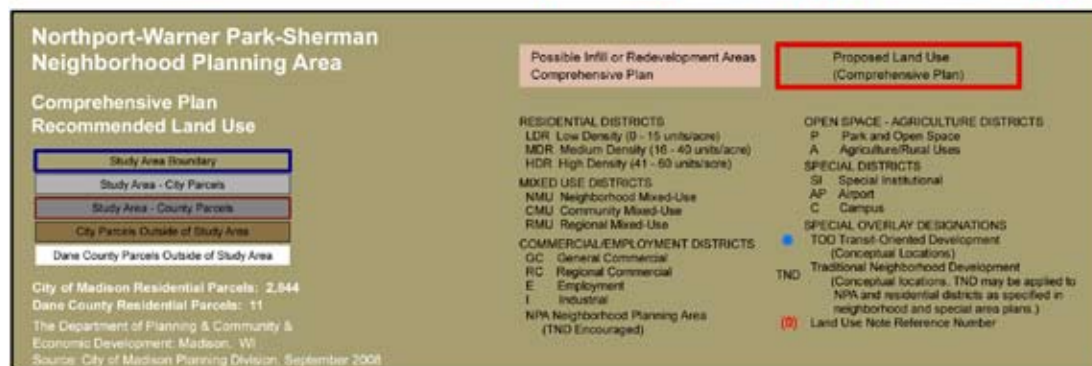
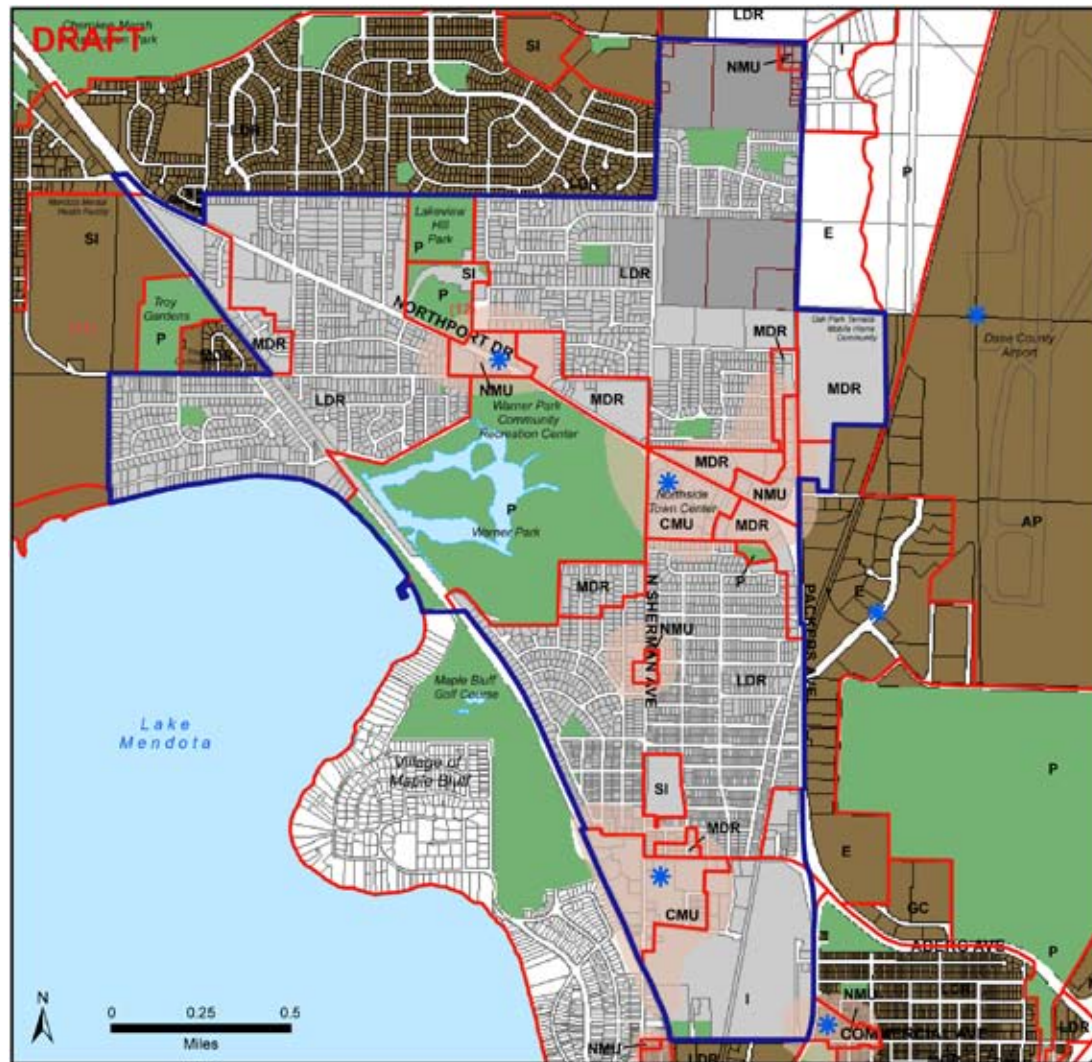
## Land Use, Urban Design and Zoning

### Key Findings

- Currently, residential uses encompass the largest amount of land within the planning area. Ranging from detached single-family homes to multi-family apartment communities, residential properties account for over 50 percent of the land area.
- The second most common land use in the planning area is parks and open space, which accounts for about ¼ of the neighborhood's land. Although there are small parks and open spaces scattered throughout the area, a great deal of the community's green space, and subsequent recreation opportunities, are concentrated within Warner Park.
- Currently, 33 percent of commercial property is concentrated on two sites. The Northside TownCenter, located near the intersection of Northport Drive and North Sherman Avenue, accounts for approximately 20.2 acres of commercial land, and the Northgate Shopping Center, located at the intersection of North Sherman Avenue and Aberg Avenue, consists of approximately 9.1 acres of similar property.
- Several large-scale land uses are located at the periphery of the planning area and include Cherokee Marsh Conservation Park, Lake Mendota, and the Dane County Regional Airport. Also, the Kraft/Oscar Mayer site, the Village of Maple Bluff, the Union Pacific railroad, and major traffic arterials separate the Northside from the Eastside. Together, these physical features and surrounding areas provide a unique, "secluded" character to the Northside.

### Key Planning Issues

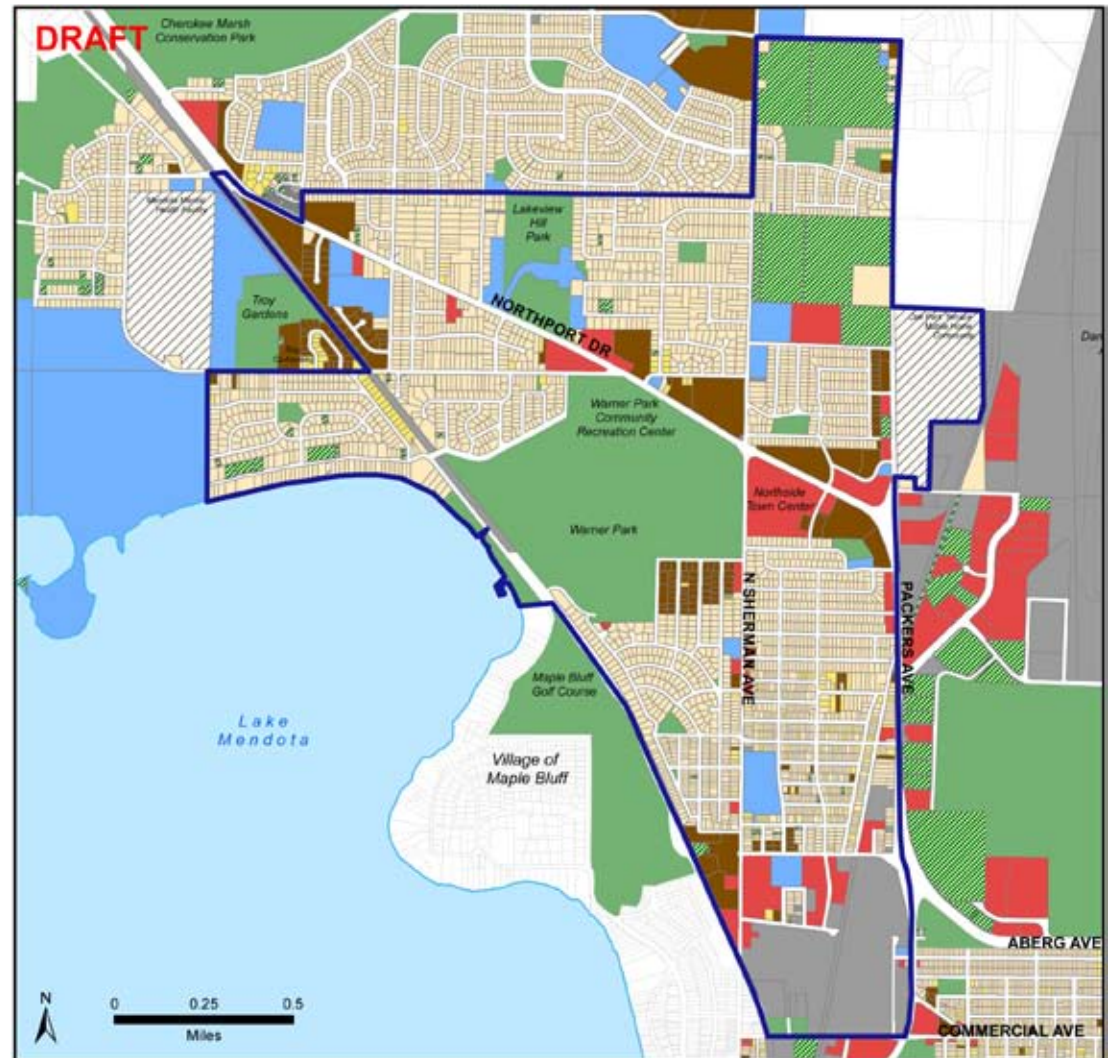
- Although over 50 percent of the housing units within the planning area are multi-family, most of it is only found in higher density apartment clusters generally located along major thoroughfares, such as Northport Drive. While integration of various housing options is a topic of concern, so too is the preservation of existing single-family neighborhoods; zoning may be an effective tool to help achieve both goals.
- While industrial land uses only comprise about 8 percent of the neighborhood's acreage, it is primarily located along or adjacent to major corridors and gateways. The physical appearance of some of these properties and facilities may lead to perceptions of the Northside as being outdated or unsightly.
- Several commercial and employment centers have large surface parking lots, presenting an opportunity for infill development. Some of the surface parking on these sites could be developed at a higher density with a mix of uses by incorporating Transit-Oriented Development and Traditional Neighborhood Development principles and surface parking spaces being replaced by structured parking or alternative modes of transportation.
- At this time, just over 8 percent of the land within the planning area is considered vacant, undeveloped, or agricultural, much of which is located north of Tennyson Lane between Sherman Avenue and Highway CV. Some of this land is included in the Cherokee Special Area Plan, which may serve as a reference in the potential development of this area. Currently, this land is zoned for Agriculture



(A), Limited Manufacturing (M1), and General Commercial (C2) uses, however; future redevelopment of these properties may require annexation into the City of Madison and some zoning changes such as the addition of residential uses. Also, although some of this property is abutting Lake View Elementary School, if/when this type of development were to happen, separate efforts would need to be taken to include this area in the Madison Metropolitan School District.

- The appearance and safety of several roads within the planning area, most notably Northport Drive and North Sherman Avenue, have been identified as important neighborhood concerns. Utilizing urban design principles to both calm traffic and beautify these corridors may result in more inviting, pedestrian-friendly, and safe streetscapes through the Northside.

Map 2: Comprehensive Plan Recommendations Map.



### Northport-Warner Park-Sherman Neighborhood Plan

#### Land Use Information

Study Area Boundary  
Dane County Parcels Outside of Study Area

\*\*City of Madison parcels outside of the plan area  
show land use categories as shown in the legend.

Total City of Madison Parcels: 3,007

Total Dane County Parcels: 19

The Department of Planning & Community &  
Economic Development, Madison, WI  
Source: City of Madison Planning Division, September 2008

LAND USE	PARCELS	ACRES	% ACRES
Residential- Single Family	2,591	629.3	41.2%
Residential- Two Family	110	22.0	1.4%
Residential- Three or More Family	149	121.1	7.9%
Res.-Other*	5	60.7	4.0%
Industrial	24	123.3	8.1%
Commercial	72	87.1	5.9%
Institutional	15	58.9	3.9%
Park, Open Space, or Drainage	22	293.7	19.1%
Vacant, Undeveloped, or Ag Land	38	129.5	8.5%
<b>TOTAL</b>	<b>3,026</b>	<b>1,525.6</b>	<b>100.0%</b>

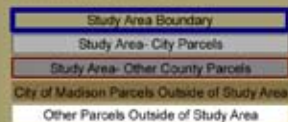
Map 3: Existing Land Use Map.





### Northport-Warner Park-Sherman Neighborhood Planning Area

#### Zoning Information



Total City of Madison Parcels: 3,007  
Total Dane County Parcels: 19

The Department of Planning & Community &  
Economic Development, Madison, WI  
Source: City of Madison Planning Division, September 2008

#### Madison Commercial Districts Zoning

- C1 Limited Commercial
- C2 General Commercial
- C3 Highway Commercial
- C3L Commercial Service & Distribution

#### Madison Residential Districts Zoning

- R1 Single-Family Residence
- R2 Single-Family Residence
- R2T Single-Family Residence
- R3 Single- and Two-Family Residence
- R4 General Residence
- R5 General Residence

#### Madison Manufacturing Districts Zoning

- M1 Limited Manufacturing
- M2 General Manufacturing

#### Madison Special Districts Zoning

- PCDMHPGDP Planned Mobile Home Park
- PUDGDP Planned Unit Development -  
General Development Plan
- PUDSIP Planned Unit Development -  
Specific Implementation Plan
- C Conservancy
- A Agriculture
- W Wetland

#### Dane County Zoning

- A1 Agriculture
- R3A Residence District
- B1 Local Business
- A1 C2 Agriculture & Commercial

Map 4: Existing Zoning Map.

## Chapter 4: Housing

The Northside is a predominantly residential neighborhood located along the northern shore of Lake Mendota among picturesque parks and open space. Approximately one-half of the residences are single-family homes spread over three-quarters of the landscape and the other one-half are multi-family residences primarily located along the Northport Drive corridor (see Map 5 Type of Residential Structure).

The Northside is an affordable place to own a single-family home. About three-quarters of the housing stock is assessed under \$200,000. With the average citywide sale price for a home at \$248,000, a buyer in the planning area can expect to purchase a quality house on an average sized lot for less than other parts of the City.

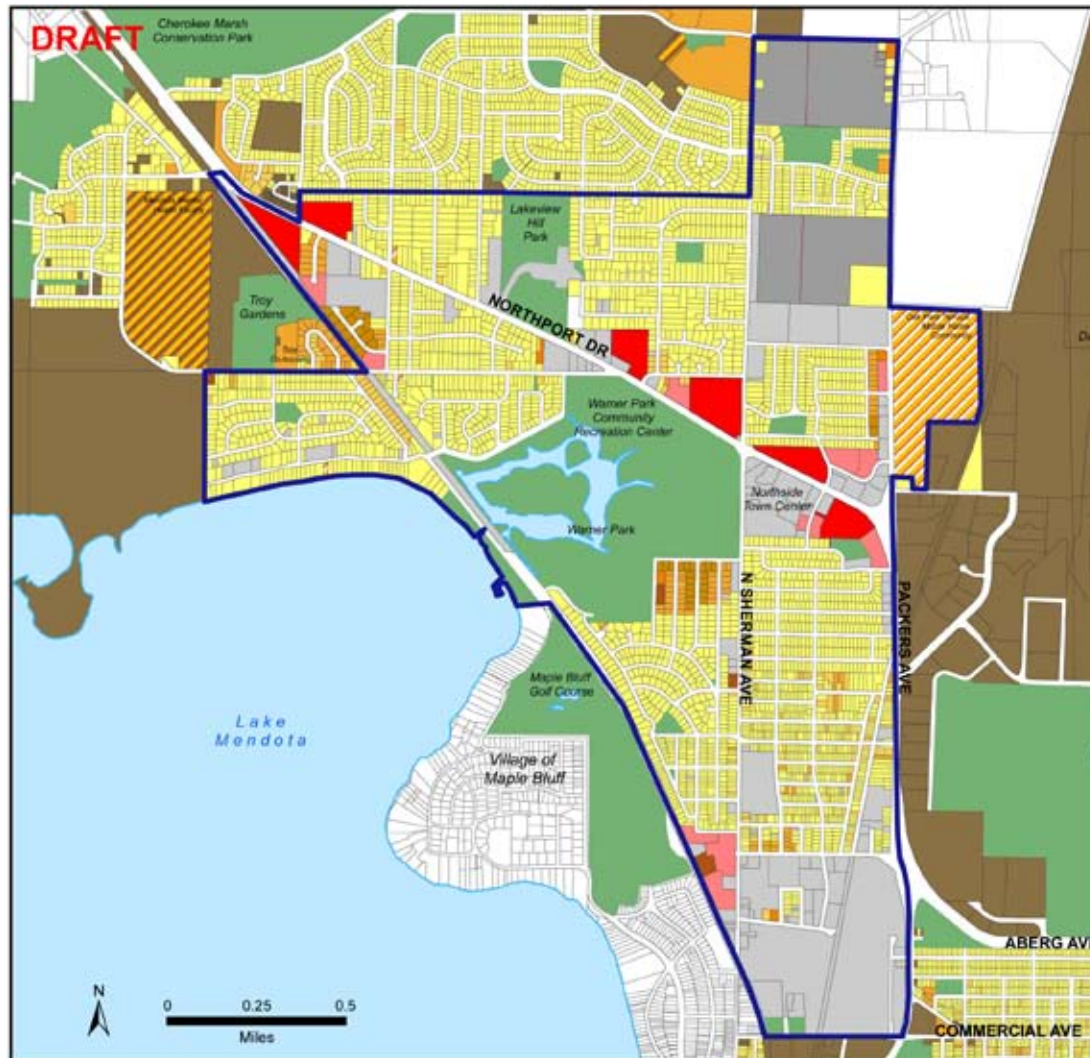
More than three-quarters of the housing is at least 40 years old creating the need and opportunity for maintenance and rehabilitation. Outreach to property owners regarding home rehabilitation resources and assistance from community organizations could help to continue to increase the quality of the planning area's housing stock.

Concentrations of problems with property maintenance, tenant screening, and crime are of primary concern along Kipling Drive, in the Woodlands area, and in a multi-family area just south of Warner Park within the Brentwood Village Neighborhood. Comprehensive strategies and plan recommendations are proposed to help improve these areas.

### **Key Findings**

- Of 5,464 total dwelling units, 2,591 are single-family homes (47.4 percent) and 2,873 (52.6 percent) are multi-family units.

- Out of the 2,591 single-family homes, 2,344 (90.4 percent) are owner-occupied and 247 (9.6 percent) are non-owner occupied housing units.
- Multi-family communities include Dryden Terrace, East Bluff, Cherokee Garden Condominiums, Kennedy Heights, Maple Wood Condominiums, Northport Apartments, Packers Townhouses, Vera Court, Woodland Hills, and Woodland Park, to name a few. Several other areas of rental living exist in the neighborhood such as the Kipling and Trailsway areas.
- The majority of the planning area's multi-family housing complexes are clustered along the Northport Drive corridor.
- The average sale price for single-family and two-family homes from 2003-2008 was under \$200,000. Some of the most affordable neighborhoods include the Sherman, Sheridan, and Berkley Oaks Neighborhoods (see Table 8, Average Sale Price of Northside Neighborhood Homes, 1-2 units, 2003-2005).
- More than three-quarters of Northside homes were built at least 40 years ago with the largest concentration of older housing in the Sherman Neighborhood and the newest in the Whitetail Ridge Neighborhood.
- The Northside includes 7.5 percent (352) of the City's total assisted housing units (4,695). Assisted housing includes units subsidized by Section 8 Sticky Vouchers, tax credits, or public housing.
- From 1999 to 2008, Northside property



owners invested \$12.5 million dollars in their residences. There was significantly greater investment by property owners south of Northport Drive (4:1).

- Roughly 20 percent (978) of housing units are heated by electricity. Electricity as a heating source is consistently more expensive.

### Key Planning Issues

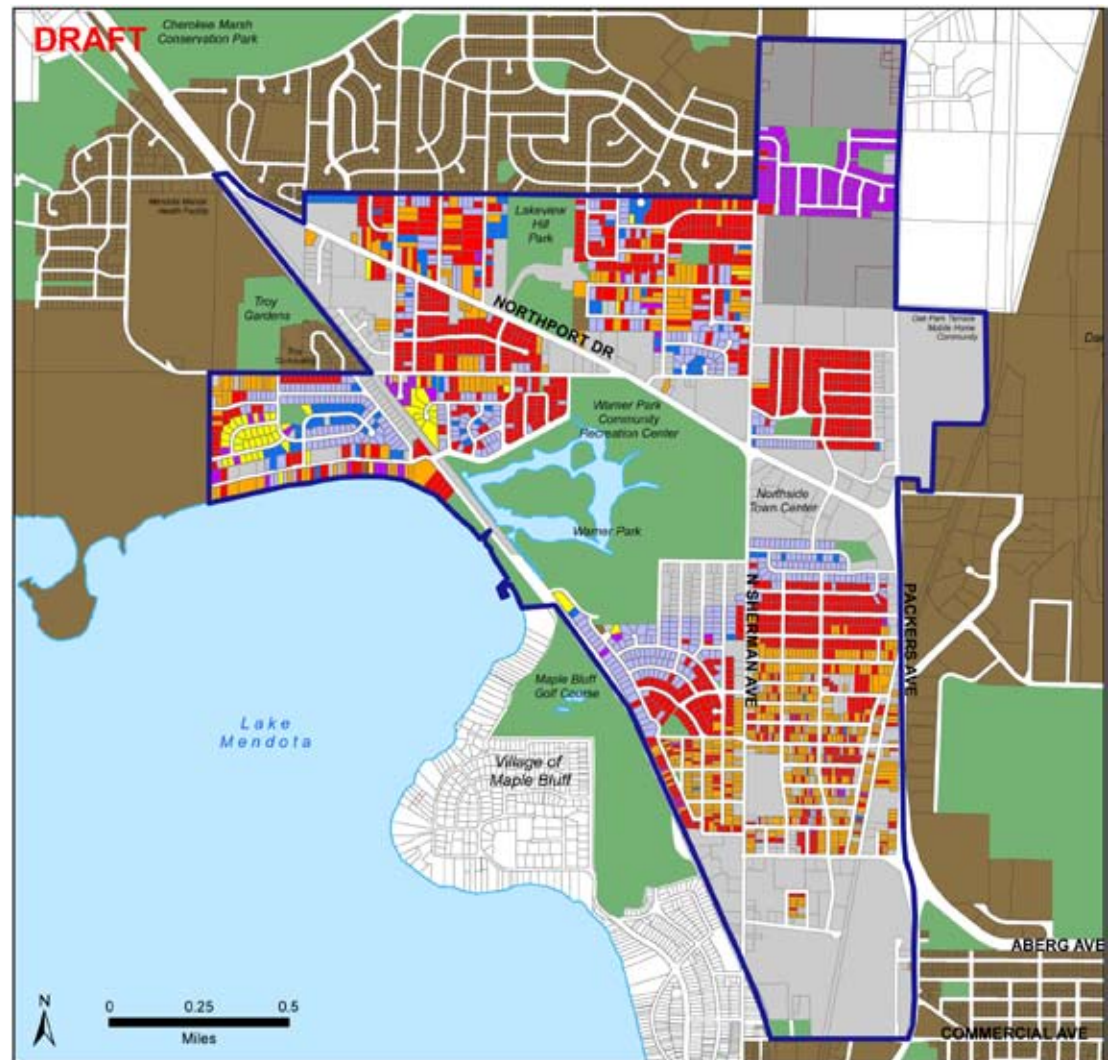
- Preserving single-family housing areas.
- Updating the existing, aging single-family and multifamily housing stock. Home and property rehabilitation can help maintain and improve neighborhood health while also increasing Northsider pride and improving outsider perceptions of the area.
- Encouraging more housing choices for people who would like to continue living in the neighborhood, but who are seeking a larger home that may include an open floor plan, more closet space, additional bedrooms, office space, a larger garage, etc. There is already an abundance of small and medium-size homes on the Northside, and increasing the amount of larger homes may encourage existing residents to stay in the neighborhood.
- Scattering any new multi-family residential development among other housing types

Map 5: Type of Residential Structures Map.



rather than grouping multi-family housing complexes together in large, high-density clusters. Mixing different housing types within residential areas has been highlighted as desirable for the planning area.

- Retaining a strong market for buying into existing housing and moving individuals into homeownership. Residential property turnover is expected to continue as the Northside's population ages. This creates an opportunity for first-time homebuyers to purchase property on the Northside.
- Ensuring affordable, safe, and environmentally sound housing for tenants.
- Stabilizing deteriorating sub areas with strategies for crime prevention, property management, and community building. Working collaboratively with district alderpersons, area landlords, realtors, tenants, Northside Planning Council, community centers, neighborhood associations, and other related organizations.



#### Northport-Warner Park-Sherman Neighborhood Plan

##### Age of Single-Family Units (City of Madison Residential Single Family Parcels only)

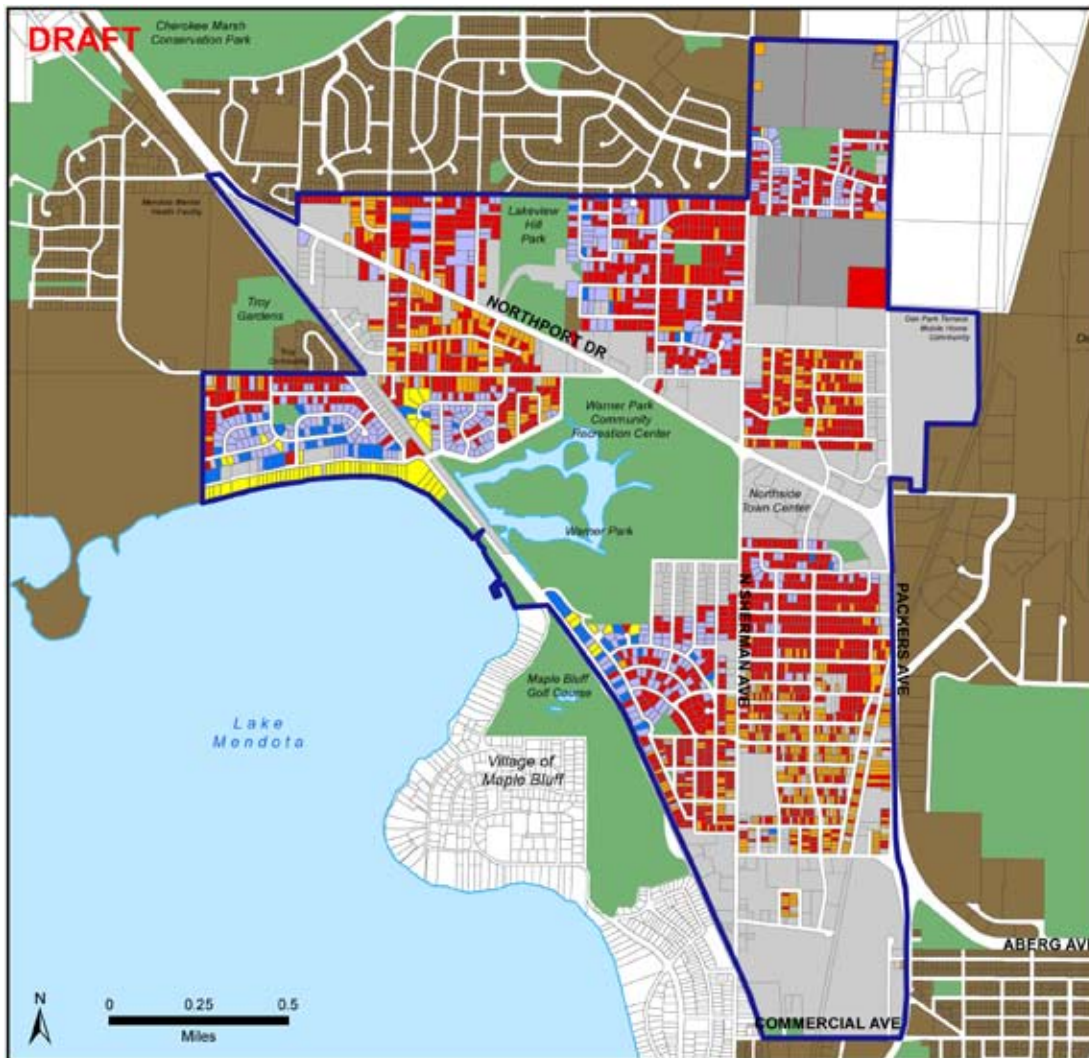
Study Area Boundary
Study Area- Other City Parcels
Study Area- Other County Parcels
City of Madison Parcels Outside of Study Area
Dane County Parcels Outside of Study Area

CONSTRUCTION YEAR	PARCELS	PERCENT
Before 1950	626	24.3%
1950 - 1959	1,080	41.8%
1960 - 1969	481	18.6%
1970 - 1979	109	4.2%
1980 - 1989	54	2.1%
1990 - Present	231	9.0%
<b>TOTAL (City of Madison Single-Family Parcels only)</b>	<b>2,581</b>	<b>100.0%</b>

The Department of Planning & Community & Economic Development, Madison, WI  
Source: City of Madison Planning Division, September 2008

Map 6: Age of Single-Family Units Map.





Northport-Warner Park-Sherman Neighborhood Plan			
2009 Assessed Value of Single-Family Structures			
Study Area Boundary	SINGLE-FAMILY PARCELS	NUMBER	PERCENT
Study Area- Other City Parcels	Under \$150,000	538	20.8%
Study Area- Other County Parcels	\$150,000 - \$199,999	1,473	56.8%
City of Madison Parcels Outside of Study Area	\$200,000 - \$249,999	448	17.3%
Other Parcels Outside of Study Area	\$250,000 - \$299,999	70	2.7%
	\$300,000 and Over	63	2.4%
	TOTAL	2,592	100.0%

The Department of Planning & Community & Economic Development, Madison, WI  
 Source: City of Madison Planning Division, March 2009

City of Madison SF Parcels: 2,582  
 Dane County SF Parcels: 10

**Figure 10 Average Sale Price of Northside Neighborhood Homes, 1-2 Units, From 2003-2005**

Neighborhood	Average Sale Price from 2003-2005
Sherman and Sheridan Neighborhoods	\$149,915
Berkley Oaks Neighborhood	\$151,770
Brentwood Village Neighborhood	\$188,965
Lerdahl and Mendota Hills Neighborhoods	\$187,657
Lake View Hill Neighborhood	\$174,595

Table 8: Average Sale Price of 1-2 Unit Homes in Northside Neighborhoods from 2003-2005. Source: City of Madison Assessor's Office

Map 7: 2009 Assessed Value of Single-Family Structures Map.



### Northport-Warner Park-Sherman Neighborhood Plan

#### Tenure of Single-Family Structures

Study Area Boundary
Study Area- Other City Parcels
Study Area- Other County Parcels
City of Madison Parcels Outside of Study Area
Other Parcels Outside of Study Area

TENURE	PARCELS	PERCENT
Owner Occupied	2,344	90.4%
Non-Owner Occupied	247	9.6%
<b>Total Single-Family Parcels</b>	<b>2,591</b>	<b>100.0%</b>

The Department of Planning & Community & Economic Development, Madison, WI  
 Source: City of Madison Planning Division, September 2008

Map 8: Tenure of Single-Family Structures Map.





Image 7: Various examples of existing neighborhood housing.

## Chapter 5: Transportation and Major Corridors

The Northside is an important gateway to Madison. Many local residents, commuters, Airport travelers, business owners and employees, visitors, and others use the Northside's major gateway corridors daily. These corridors provide thousands of travelers with their first and last glimpse of the City. Enhancing the look of the gateway corridors and improving traffic flow and safety, can enhance mobility, improve Northsiders' pride and enjoyment of their area, encourage commuters and visitors to shop and have fun on the Northside, and enhance community economic development efforts.

Some Northside residents cannot drive or choose not to. They may get around by taking the bus, biking, and walking. However, periodic disregard for pedestrians and bicyclists by drivers, lack of bike lanes and paths, incomplete sidewalk connections, a lack of adequate bus service, and uncomfortable waiting conditions at the North Transfer Point and many of the area's bus stops make it challenging to use these transportation alternatives. Improving pedestrian and bicycle facilities and the comfort and convenience of the North Transfer Station and other bus stops can encourage more people to take the bus, walk, and bike, helping to relieve traffic congestion, and its associated environmental and public health impacts, and increase quality of life for all.

### **Key Findings and Planning Issues**

- **Major Gateway Corridors.** The major gateway corridors of Northport Drive, Packers Avenue, and North Sherman Avenue carry the most traffic of any routes to and through the Northside. In 2008, the average daily traffic on Northport Drive and Packers Avenue ranged from 30,000 to 40,000 vehicles. There was a slight increase in traffic on Northport

Drive overall from 1996 to 2008 and traffic remained relatively constant along Packers Avenue and North Sherman Avenue during this time period (see Figure 3).

While the gateway corridors are important local and regional routes for transporting high volumes of people and goods, these corridors also form barriers that make it difficult, unpleasant, and unsafe to get around, particularly by walking and biking. There is limited space for bikes, poor street conditions, and lack of bike lanes and bikepaths. These routes also have exceptionally wide right-of-way and poorly marked crosswalks, making it unsafe and stressful for pedestrians to cross. Pedestrian safety issues at intersections are described in detail below.

- **Pedestrian Crossing Issues.** There are a number of intersections in the planning area that the NWS Steering Committee, the Public Health Walking Audit, and members of the public have identified as being unsafe and/or inconvenient for pedestrians.

***Northport Drive.*** 1) Kennedy Road – children getting on and off the school bus cross this wide intersection with poor crosswalk visibility; 2) School Road – children and others cross this uncontrolled intersection with poor crosswalk visibility, wide right-of-way, and a hill that impairs motorists' visibility of pedestrians; 3) Troy Drive – wide right-of-way, no crosswalk marking on west leg of intersection; 4) Warner Park Community Recreation Center – pedestrians cross at this midblock location with no crosswalks or other pedestrian safety amenities; 5) North Sherman Avenue – poor crosswalk visibility, wide intersection, no crosswalk on west leg of intersection, red-

light running, free-flow right-turn lane; 6) Northside TownCenter – pedestrian-light but poor visibility of crosswalks; 7) Dryden Drive – poor visibility of crosswalks, wide intersection; 8) Packers Avenue/CV – poor visibility of crosswalks, curve in road makes it difficult for motorists to see pedestrians.

**North Sherman Avenue.** 1) Northport Drive - poor crosswalk visibility, wide intersection, free-flow right-turn lane, red-light running, inadequate crossing time on pedestrian light; 2) Warner Park & Northside TownCenter entrances - residents of apartment complexes along Northport Drive, Warner Park Community Recreation Center event goers, and others cross at these entrances and there are no pedestrian crossing enhancements; 3) Trailsway – Sherman Neighborhood, Trailsway, and Brentwood residents access Warner Park and the Northside TownCenter at Trailsway. There is a lack of pedestrian crossing enhancements and frequent intersection flooding; 4) Aberg Avenue to Commercial Avenue – seniors from Maple Wood and other area residents access the Northgate Shopping Center at Aberg Avenue and Roth Street, where there are minimal or no pedestrian facilities. Additionally Roxbury, Oxford, and Commercial also lack pedestrian facilities.

**Packers Avenue.** 1) Scott Lane – children cross here to board school bus and Oak Park Terrace Manufactured Housing Community residents cross here to board City bus. Recent painting increased the visibility of crosswalks but intersection is very wide and can still be difficult to cross; 2) Darwin Road – Pedestrians cross here to access River Food Pantry on Darwin Road and there are no crosswalk

markings or other pedestrian safety amenities on the wide intersection; 3) Schlimgen Road, near railroad tracks and at Elka Lane – Pedestrians cross at these locations to access bus stops. There are no crosswalk markings or other facilities on Packers Avenue at any of these locations making it unsafe and inconvenient for pedestrians to cross to and from the bus stops.

**Aberg Avenue.** 1) Huxley Street – bus riders and others cross here to access the North Transfer Point and businesses, but there are no pedestrian crosswalk markings or other facilities to provide safe and convenient crossing.

**Woodward Avenue.** 1) Farwell, Sheridan and Forster – uncontrolled intersections with no pedestrian amenities making it unsafe and uncomfortable for people to access the Warner Park Beach and to walk around the perimeter of Warner Park.

**Ruskin.** 1) Sherman Middle School – at Heath Street, stairs create a visual barrier; at Schlimgen Avenue, cars are not yielding to pedestrians; and at Northwestern, buses block the view of the crosswalk.

- **Sidewalks and Connectivity Issues.** In addition to pedestrian safety issues at intersections, parts of the Northside are not well-connected with sidewalks. Gaps in sidewalk connectivity can make walking difficult and unsafe. Troy Drive is one primary thoroughfare that is only partly lined with sidewalks. There is a sidewalk on one side of the road or the other, and in some cases no sidewalk from Marcy Road to just West of Forster Road, at which point,

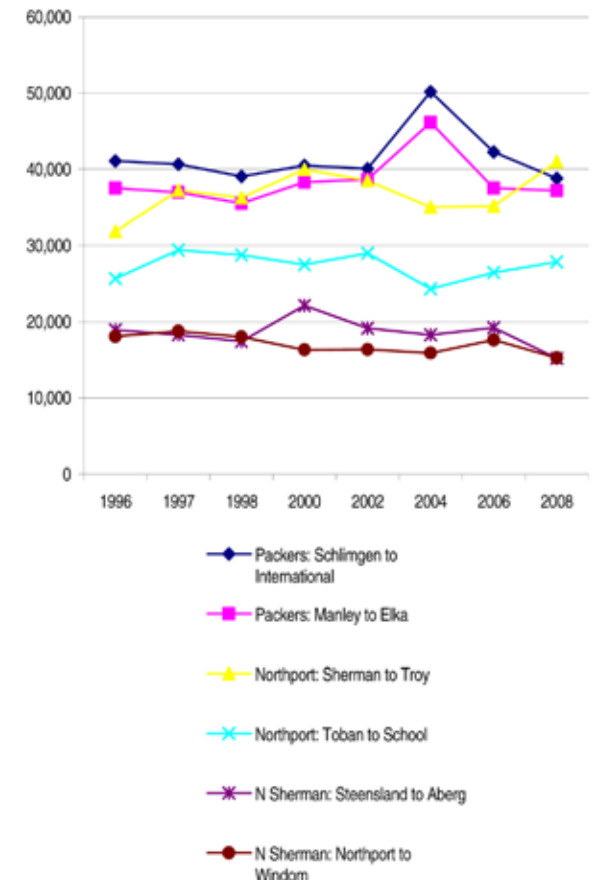


Figure 3: Average Daily Traffic Volume 1996-2008: Northport Drive, Packers Avenue, and North Sherman Avenue. Source: City of Madison Traffic Engineering Division, 1996-2008. Note: The traffic spike in 2004 was the result of vehicles diverting to Packers Avenue during East Washington Avenue reconstruction.





Image 8: Pedestrians about to cross Northport Drive's six to eight traffic lanes.



Image 9: Vehicular traffic along Northport Drive.

there are sidewalks on both sides of the road continuing East to Northport Drive. The City of Madison has programmed completion of sidewalks along Troy Drive for 2009.

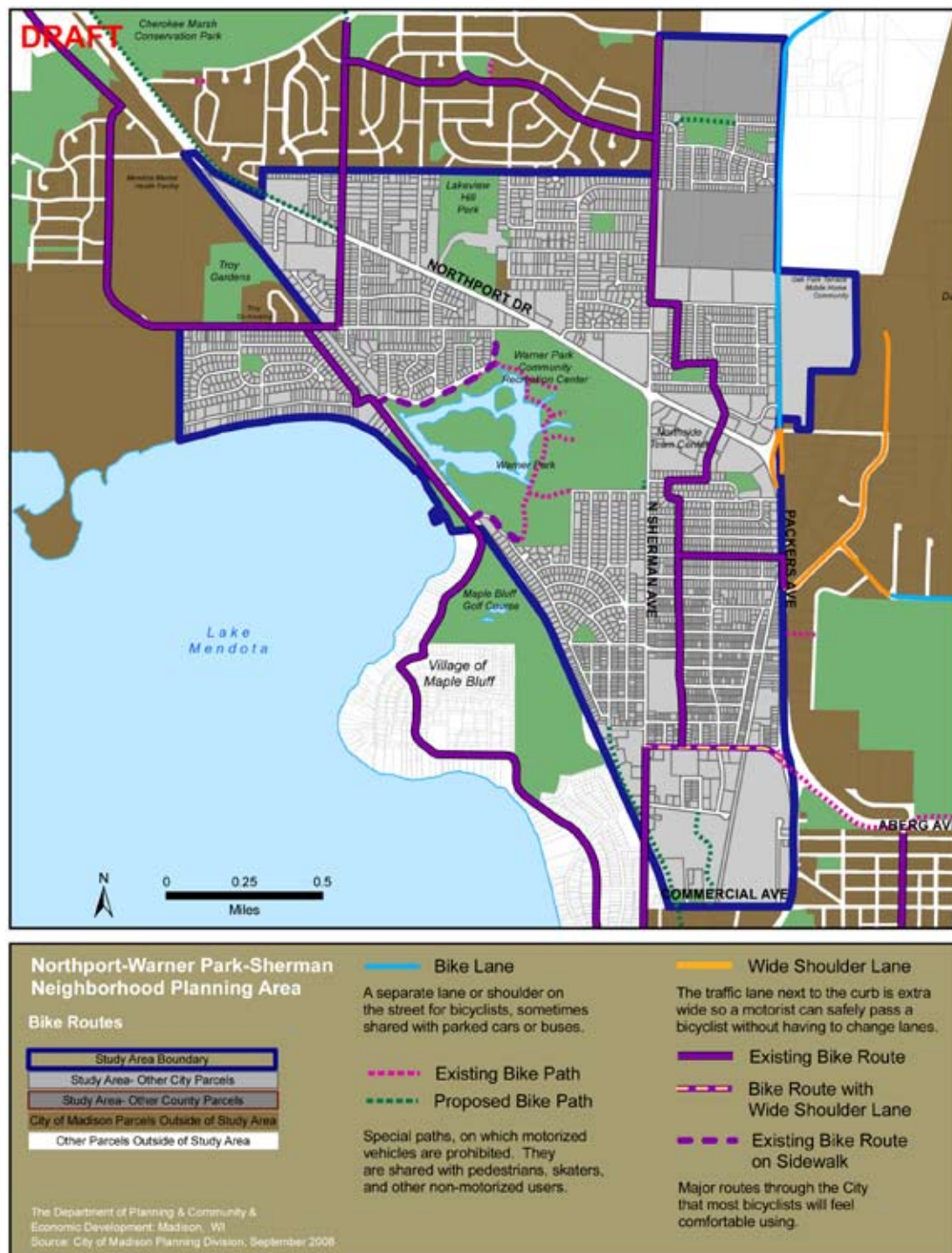
Neighborhoods that are not well-served by sidewalks include Brentwood Village, Lerdahl, Mendota Hills, and Lake View Hill. Nearly all of the interior streets in the Whitetail Ridge, Berkley Oaks, and Sherman Neighborhoods have sidewalks on both sides of the streets. CTH CV and Packers Avenue have either no sidewalks, or sidewalks on only one street side, except for a segment of sidewalk extending one-block North from Schlimgen Street.

Additionally, there are no designated pedestrian walkways through the parking lots in Warner Park and shopping malls such as the Northgate Mall and Northside TownCenter.

- **Biking Facilities and Issues.** Warner Park has an existing bike path and there are several "bike routes" in other parts of the neighborhood, which connect the planning area from North to South. As Map 9 illustrates, there is a lack of convenient and safe connections within the planning area and to other parts of the City with bike routes, lanes, and paths. Biking on the major gateway corridors provides the most convenient access to the many destinations located along these routes and the most direct ride through the Northside; however, biking on Northport Drive, North Sherman Avenue, and Packers Avenue is unsafe and uncomfortable with the current lack of bike facilities.
- **Sherman Flyer.** To improve pedestrian and bicycle movement, one of the City of

Madison's high priority projects is to build an on-road and off-road bicycle path from Yahara Parkway to Troy Drive. Part of the Sherman Avenue Flyer has been built: a segment from Yahara River to East Johnson Street was completed in 2007. The second segment, from Fordem Avenue to Sheridan Road, has two obstacles: 1) permission/purchase of land from railroad to use the transportation corridor and 2) state/federal funding to assist in land acquisition and construction costs. The second segment is estimated to cost \$2.08 million. Contact Tony Fernandez, City Engineering, at 608-266-9219 or [afernandez@cityofmadison.com](mailto:afernandez@cityofmadison.com).

- **Traffic Management.** Measures to improve traffic congestion, speeding, and safety were implemented in several different areas in the neighborhood. Traffic management was used in the Anhalt, Mandrake, and Tennyson areas, which included the use of roundabouts, traffic circles, and speed bumps. Individuals, neighborhoods, and others may initiate study and analyses of potential traffic management measures through the City Traffic Engineering Division. Contact Mark Winter, City Traffic Engineering, at 608-266-6543 or [mwinter@cityofmadison.com](mailto:mwinter@cityofmadison.com).
- **Resurfacing of North Sherman Avenue.** North Sherman Avenue was resurfaced from the railroad tracks (just south of Roth Street) to Trailsway in 2008. The remaining segment, from Trailsway to Northport, is scheduled to be completed in the fall of 2009. Pedestrian and/or bicycle improvements are currently being discussed. Contact: Christy Bachmann, City Engineering, 608-266-4095 or [cbachmann@cityofmadison.com](mailto:cbachmann@cityofmadison.com).



- **State Highway 113 Resurfacing Project.** Wisconsin Department of Transportation (WisDOT) has programmed the resurfacing of State Highway 113 (Northport Drive). The \$8.3 million roadway maintenance improvement is split into two projects: Segment 1: STH 113 from First Street to Packers Avenue and Segment 2: Packers Avenue to Debbs Road. Currently both projects are scheduled for 2013 but are listed on the advanceable list if funds become available prior to 2013. Pavement replacement will occur along with minor intersection changes. However, no other improvements are scheduled to occur along the transportation corridor. Contact: Christy Bachmann, City Engineering, 608-266-4095 or [cbachmann@cityofmadison.com](mailto:cbachmann@cityofmadison.com).
- **North Mendota Environmental and Transportation Study.** Several studies have evaluated the feasibility of constructing a “North Ring” multimodal transportation corridor extending along and/or parallel to Highways K, M, 113, and 19 between Highway 12 and Interstate 39/90/94. The *North Mendota Environmental and Transportation Study* identifies significant agricultural, natural, and recreational resources and evaluates a transportation corridor for a future North Mendota Parkway. There is no funding to build the facility in the near future. Further contact: Robert McDonald, Madison Planning Metropolitan





Image 10: Madison Metro's North Transfer Point.



Image 11: Biking on North Sherman Avenue.

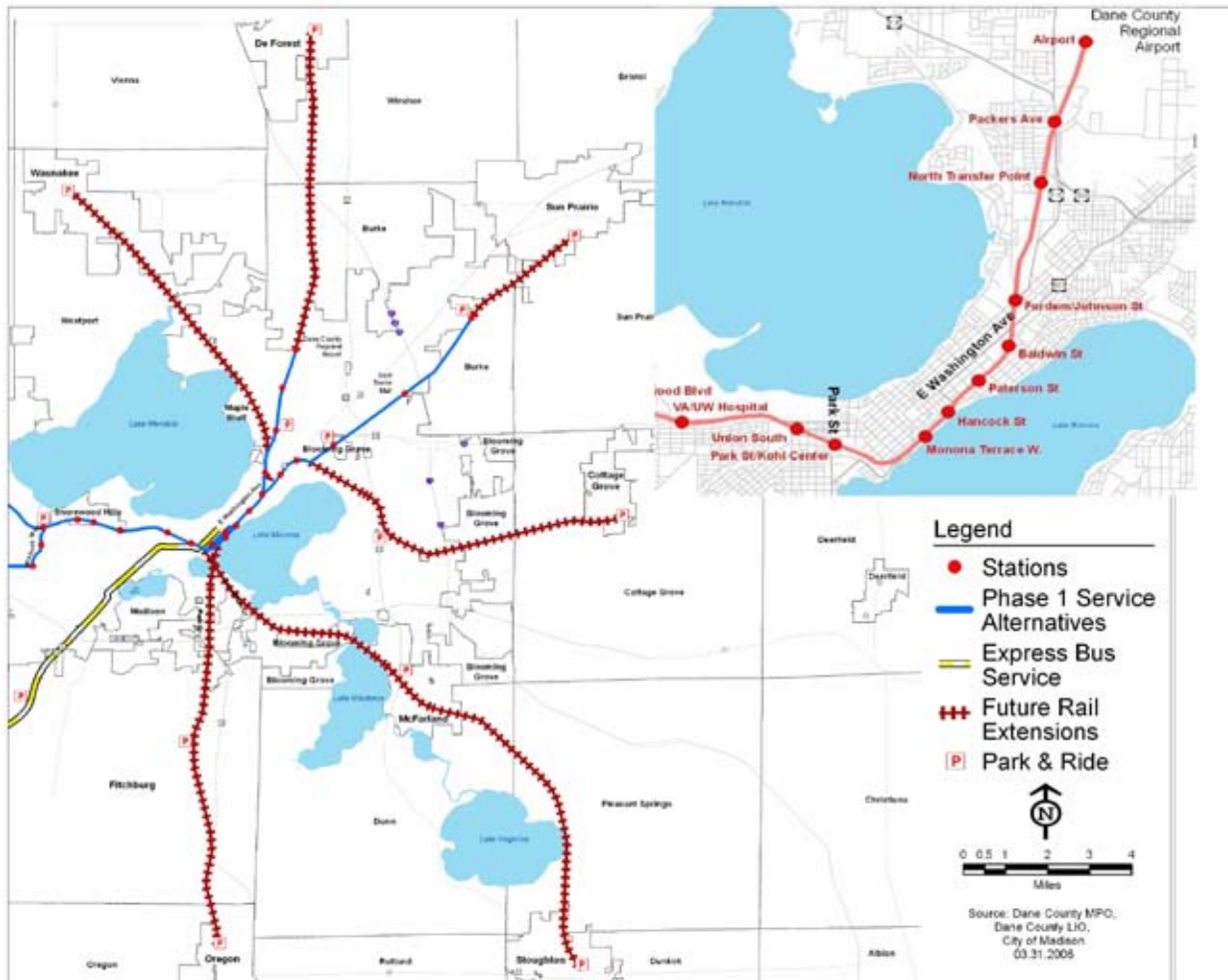
Organization, 608-266-4518 or [rmcdonald@cityofmadison.com](mailto:rmcdonald@cityofmadison.com).

Analysis showing how the proposed parkway would affect Northside traffic was completed in 2003. It showed that at build-out in 2050, traffic patterns would stay largely the same as they are now with 60 percent of traffic along Northport Drive going to and from County Highway M, while 40 percent would continue to go to and from Northern locations along STH 19.

- **Northport-Warner Park-Sherman Public Health Walking Audits.** In 2007, Public Health-Madison and Dane County worked with neighborhoods, businesses, schools, City agencies, the Village of Maple Bluff, County officials, and Safe Communities to identify pedestrian and bicycling safety issues on the Northside. Walking audits were conducted by 40 adults and 50 youth representing 19 north side neighborhoods, 4 neighborhood centers, and 2 middle schools. Contact: Lisa Bullard-Cawthorne, Public Health, 608-294-5303 or [lbullardcawthorne@cityofmadison.com](mailto:lbullardcawthorne@cityofmadison.com).
- **Bus Service.** Madison Metro Transit serves the planning area all day with Routes 20, 21, and 22; Route 29 provides service during the peak times of 6:00 a.m. to 9:00 a.m. and 3:00 p.m. to 7:00 p.m. These bus routes are primarily located along major roads such as North Sherman Avenue, Northport Drive, Packers Avenue, Troy Drive, and Wheeler Road. The North Transfer Station is located at 1213 Huxley Street and is a key thoroughfare for bus traffic. It also includes a 167-space Park & Ride where motorists may park for free and take the bus, however; it is not as easily accessible for those traveling by bike.

Bike access improvements should be part of future changes to the North Transfer Point. The other Park & Ride is located at the Northside TownCenter, at the corner of North Sherman Avenue and Northport Drive.

- **Transport 2020.** Transport 2020 is a study process, initiated in 1998, that has evaluated transportation improvement alternatives for the Dane County/Greater Madison Metropolitan Area. Transport 2020 has been managed by an intergovernmental partnership of the City of Madison, Dane County, and the Wisconsin Department of Transportation. The Transport 2020 Implementation Task Force has completed an Alternatives Analysis and has identified a Locally-Preferred Alternative for a Phase 1 commuter rail line (operating through the isthmus, between the City of Middleton and an area just southwest of the City of Sun Prairie). Transport 2020 expects to produce a Draft Environmental Impact Statement (DEIS) on this project in 2009. Future extensions of the recommended Phase 1 service could include rail service to the Dane County Regional Airport, or service to the Village of Waunakee. These extensions would likely utilize existing freight railroad corridors located in the Northport-Warner Park neighborhood area. Further contact: David Trowbridge, Planning Division, 608-267-1148 or [dtrowbridge@cityofmadison.com](mailto:dtrowbridge@cityofmadison.com).
- **Freight Rail.** Two operating freight railroads pass through the Northside of Madison, the Canadian Pacific Railway and Union Pacific. Traffic on both of these routes includes approximately two trains, five to seven days per week. The City of Madison has designed a proposed bike path, the Sherman Flyer, to



Map 10: Transport 2020 Locally Preferred Rail Alternatives.  
Source: Transport 2020, 2006.

parallel the Union Pacific rail line. Before constructing this bikepath, the City would need to obtain use rights from Union Pacific to use land in the rail right-of-way. The Sherman Flyer bikepath would connect with the existing bikepath along the Yahara River.

- Air Quality.** The City of Madison and Dane County meet federal air quality standards for a majority of pollutants. However, levels of ozone and fine particulate matter are just below these standards. There were 21 days from 2000 through 2008 when ozone or fine particulate matter reached levels “unhealthy for sensitive populations” such as children, the elderly, and people with respiratory or cardiovascular disease. On-road vehicles are the largest contributor to nitrogen oxides and second largest contributor of volatile organic compounds to Dane County air. Both of these chemicals contribute to the production of ozone. Improving pedestrian, bike, and public transit access can help to encourage people to use alternate forms of transportation and reduce pollutant levels that produce unhealthy levels of ozone and particulate matter.

## Chapter 6:

# Economic Development

The Northside is a suburban area that was built at a time when people lived apart from their workplaces, shopping, and entertainment. Driving was the primary way that people got around. This auto-driven development pattern has associated economic implications such as limited access to local jobs and businesses and the tendency for residents to shop in other areas of the City.

The City of Madison hired RA Smith National, Inc. to prepare a market analysis that assessed current conditions and opportunities for retail, residential, office, and industrial uses in the planning area. The final report, *Northside Market Analysis (November 2008)*, highlighted the competitive advantages and disadvantages of the Northside. A summary of selective key points is listed below:

### Disadvantages

- The identity of the Northside, or the lack of it, hampers how residents and the larger region value the area. Mallards Baseball, Oscar Mayer, Warner Park, and the airport are known icons. But they are not the gravitational pulls that bring people to live, work, and shop on the Northside.
- East Towne Mall, Highway 30 & 51, and nearby suburbs of Deforest, Sun Prairie, and Waunakee are strong competitors and thus limit the potential mix of future business that is economically feasible on the Northside.
- A combination of consumers' lack of knowledge of neighborhood businesses, well-established shopping behavior of purchasing goods and services outside of the neighborhood, and the uneasiness of personal safety at shopping areas are obstacles to

overcome.

- Poor condition of Packers-Northport corridor and public right-of-way, aging shopping centers, and clusters of large multifamily housing complexes with no distinguishable design, detract from the desirability of surrounding uses.
- Visibility of existing commercial, office and industrial lands are marginal, which plays against attracting potential users to Northside locations.
- Limited east-west bicycle and vehicular pattern limits movement to Northside employment centers, office parks, and retail outlets by potential workers and consumers.

### Advantages

- Easy physical access to all means of transportation including airport, bus routes, major thoroughfares, and interstates, is a strong locational factor that is attractive to businesses and residents alike. A high-speed rail station at the airport would be an asset to future economic growth.
- Proximity to economic generators such as Dane County Regional Airport, MATC, and downtown Madison provides an opportunity for locating complementary businesses.
- The Northside has an inventory of commercial, office and industrial space that is typically of lower lease/buy cost than other location in Madison. The overall cost of a business start-up might be more favorable in locating in a lower lease/rent/buy area.



- Increasing commuting costs may make locations closer to a large workforce more attractive than sites in outlying communities, especially those not served by public transit.
- A workforce that spans a range of racial and ethnic diversity, skilled and unskilled workers, and a high percentage of entrepreneurs (as reflected in the multitude of home-based businesses) provides a positive locational advantage to prospective businesses.

The future competitive advantage of the Northside will depend upon the support of public and private entities to promote, improve, and to strengthen the ties with the regional economy. City government should focus on improving the environment for businesses through such means as:

- Provide guidance for future land use development;
- Provide quality local infrastructure such as sidewalks, streets, utilities, etc. to help ensure efficient access to businesses.
- Promote Northside's advantages to prospective businesses and support business start-ups or expansions.
- Support workforce development and training.

The private sector should focus on building strategic relationships and partnerships to grow the Northside's economy.

- Develop a Northside identity and promote existing businesses and niche markets;
- Build alliances with local employers and help link residents to jobs.

## **Key Findings**

### **Employment**

- The *Northside Market Study* cited that 1,084 businesses with a total of about 22,000 jobs are located on the Northside. The market analysis included a geographic area larger than the planning area.
- Some of the largest employers in the area include the Dane County Regional Airport with more than 3,000 jobs, Kraft-Oscar Mayer with 2,500 jobs, and Covance Laboratories with 1,800 jobs.
- The Northside has the highest business counts in industries such as construction, legal services, office administrative services, social services, and some categories of retail.
- In 2007, \_\_\_ home-based businesses were operating on the Northside. Construction and home improvement businesses were the most prevalent home based business.
- Fastest growing new employment sectors include Renewable Energy (RE) and Energy Efficiency (EE) such as: wind, solar thermal, solar photovoltaic, fuel cells, biofuel, energy efficient windows/doors, and green building. The vast majority of jobs created by RE&EE are in roles similar to roles that are in other industries: electricians, truck drivers, welders, machinists, roofers, accountants, cashiers, software engineers, civil engineers, energy efficient construction, energy audit specialists.
- Education level on the Northside is lower compared to the city: 12.5 percent of the



Image 12: Jung Garden Center.

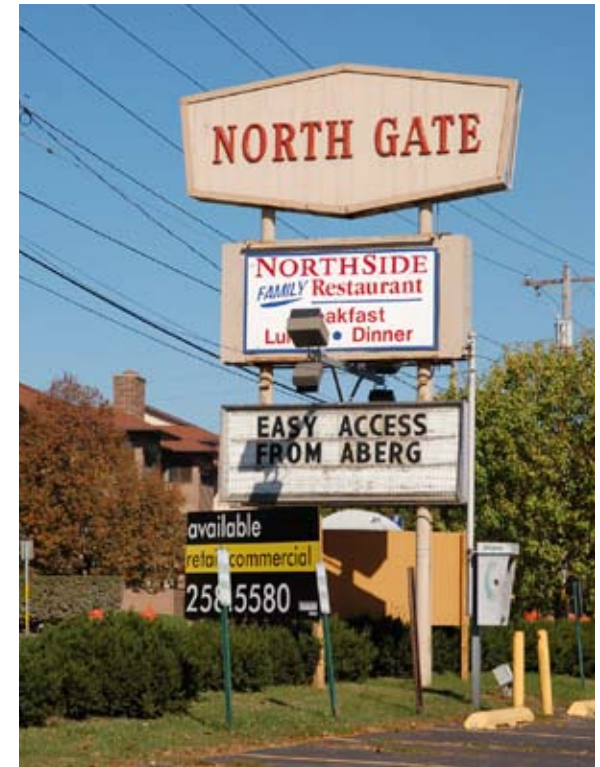


Image 13: Northgate Shopping Center.

population does not have a high school diploma compared to 6.2 percent citywide.

- While the Northside has a public transit network linking its neighborhoods to the Downtown, the area has limited east-west transit and pedestrian-bicycle routes to the employment centers located to the west of Parkers Avenue: Airport Business Park, Dane County Airport, and MATC Campus.
- Overall, the planning area hosts a variety of industry types. Industries employing the most people include Accommodation and Food Services, Public Administration, and Health Care and Social Assistance, with 239, 339, and 415 employees, respectively.

### **Consumer Spending**

There is an estimated adjusted \$165 million in potential sales from the primary and secondary trade areas. \$111 million (67.3 percent) is spent outside of the Northside. Categories with the greatest leakage include grocery stores, food service and drinking places, general merchandise, clothing and furniture and home furnishing.

### **Future Opportunities**

- Future opportunities for new business development include motor vehicle businesses, retail and services, furniture and home furnishing, electronics and appliances, gasoline stations with convenience stores, and sporting goods or hobby stores. Fewer opportunities include foods stores and general merchandise.
- Configuration of existing commercial space is not well matched to the types of businesses

considered most likely to locate within the area. Potential new stores will generally have a smaller footprint. Renovations or redevelopment may be necessary in order to create the kind of space potential retailers find desirable.

- A high-speed rail route from Chicago through Milwaukee and Madison to Minneapolis/St. Paul has been proposed as part of the Midwest Regional Rail Initiative. The Dane County Airport is a likely rail station stop. Planned economic growth around the rail station will potentially open up new economic growth.
- Packers Avenues and Northport Drive are the major transportation corridors into the Northside. These primary entry points have a worn, post-industrial appearance to them, which often is a detriment to the image of the area. Wisconsin DOT will invest over \$8.1 million in the resurfacing of Packers and Northport Drives in 2011 or sooner.
- Building and parking lot upgrades or the addition of streetscape amenities to the public right-of-way will elevate the image of the area.

### **Key Planning Issues**

- The Northside has charm: it simply lacks strategic packaging that conveys to visitors the assets and business opportunities the Northside has to offer. What are ways to make the Northside more recognizable? Competitive?
- Population growth has been relatively *flat* over the last decade. One of the compelling issues is how to increase population growth and/or

### Top Employment Industries (Located within Census Tracts 22, 23.01, 24.02)

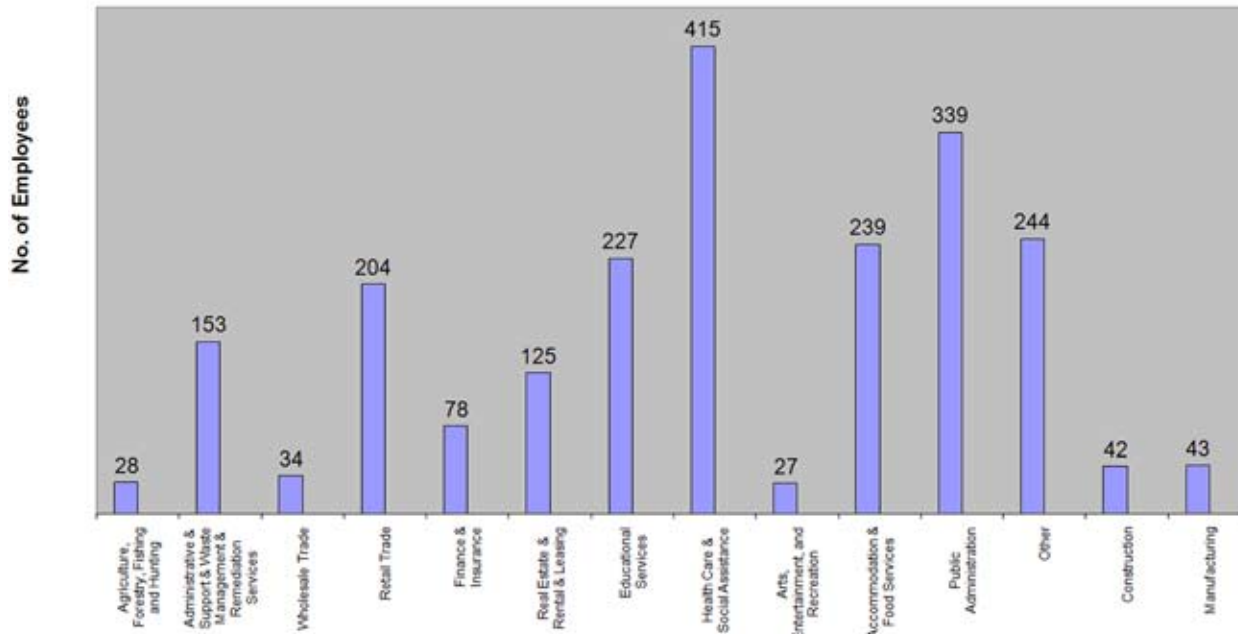


Figure 4: Employment by Industry Graph. Source: Bureau of the Census, 2000.

consumer buying power so local businesses are likely to stay in business? Attract new businesses to diversify the business mix?

- Historically, manufacturing jobs have been living wage earning jobs, especially for the unskilled labor force. The industrial corridor along Packers Avenue is becoming a rarity in the Madison landscape. What proactive measures can be instituted to grow the industrial sector?
- The Northside has several major employers, which employ a large workforce. What are their plans for the future? What can be done to support retention/expansion of facilities? Workforce needs? Employee issues?
- The Northside has a growing population of persons of diverse racial and ethnic backgrounds. Is there opportunity to create niche markets?
- Home-based businesses are abundant throughout the Northside. To what degree can they be a catalyst for Northside economic growth? What do they need to move to the next stage?
- What type of alliances, coordination, and resources are necessary to support individual entry into the workforce? Career ladder movement?
- What land use policy, development decisions, or infrastructure improvements will help position the Northside to attract and retain businesses?

## Chapter 7:

# Parks, Open Space and Natural Resources

### Key Findings

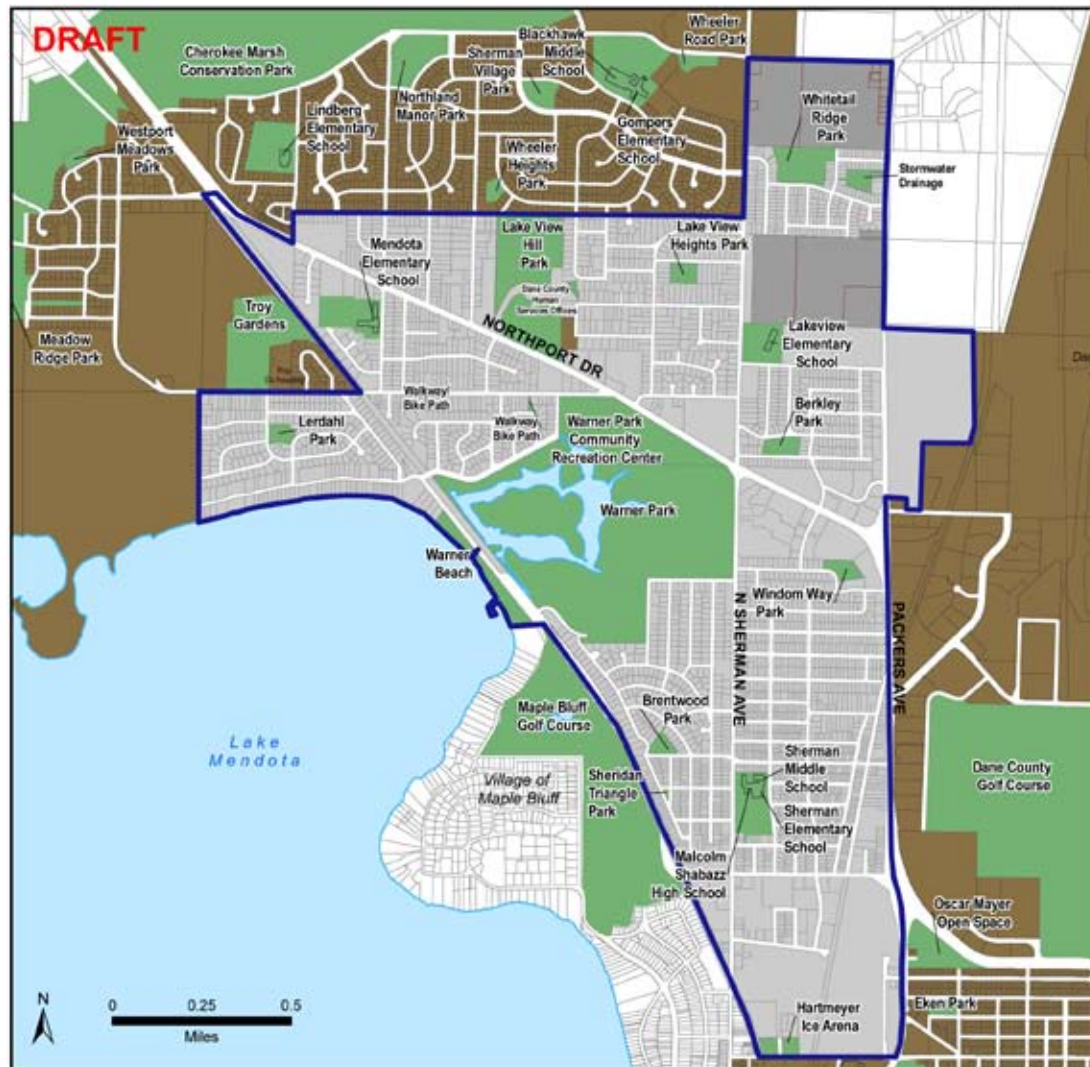
- Within the planning area and its surroundings there are a wide array of parks and open spaces. In fact, the 293.7 acres of green space found here accounts for over 25 percent of the neighborhood's land. There are ten parks and open spaces located within the planning area, varying greatly in size from Warner Park (226.6 acres) to Sheridan Triangle Park (0.2 acres).
- Lake Mendota and other Madison area lakes are often referred to as the City's most valuable asset. Within the planning area, there are over 1900 feet of public frontage at Warner Beach along Lake Mendota's northeast shore.
- The area's largest public space, Warner Park, provides the community with a plethora of passive and active recreation options. Athletic fields and courts, walking and biking trails, lakefront access, and a dog park can all be found in this park. Warner Park is also home to the Madison Mallards (a summer college league baseball team), Rhythm and Booms (an annual fireworks extravaganza), and a variety of wildlife species that take refuge in its marsh and lagoon areas.
- The majority of the neighborhood's water supply is pumped from Unit Well 7 and Unit Well 13. Over the course of 2006 and 2007, the Madison Water Utility collected a total of 156 samples from these two wells, testing for bacteria, minerals, agricultural chemicals, and a variety of other contaminants that may impact drinking water safety. None of these samples were found to have any indication of a potential threat to public health.

- Aside from the nearly 300 acres of parks and open spaces found within the planning area, there are also a number of expansive green spaces located just outside of the planning boundaries. These peripheral green spaces include Troy Gardens, a nationally recognized community garden, Cherokee Marsh Conservation Park, the largest wetlands in Dane County, and Mendota Mental Health Institute, found on the shores of Lake Mendota.

### Key Planning Issues

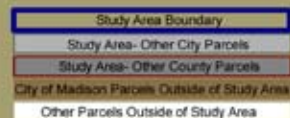
- While many lakefront sites within the City are home to a dynamic assortment of recreational, social, and environmental activities, the same does not apply on the Northside. Without attention to the shorelines and waters of Warner Beach and Lagoon, these areas run the risk of becoming less attractive and unusable. Therefore, efforts to improve accessibility and water quality within these areas would be influential towards increasing lakefront activity and utilizing this natural asset to its fullest potential.
- Although the Northside boasts a great deal of opportunities within its parkland and along its lakefront, there is very little connection between its major natural and recreational features. Developing and enhancing new and existing pedestrian and bicycle linkages may be beneficial in maintaining and improving the vitality of the neighborhood and its open spaces.
- A recent master planning process was completed for Lakeview Hill Park to determine a direction for the future of this green space. The potential for an updated master plan for





### Northport-Warner Park-Sherman Neighborhood Planning Area

#### Parks & Open Space



Total City of Madison Parcels: 3,007  
Total Dane County Parcels: 19

The Department of Planning & Community &  
Economic Development: Madison, WI  
Source: City of Madison Planning Division, September 2008

PARKS	ACRES
BERKLEY PARK	3.1
BRENTWOOD PARK	2.0
HARTMEYER ICE ARENA	2.9
LAKE VIEW HEIGHTS PARK	2.9
LERDAHL PARK	2.3
SHERIDAN TRIANGLE PARK	0.2
WARNER PARK	226.6
WHITETAIL RIDGE PARK	9.6
WINDOM WAY PARK	2.8
OPEN SPACES	ACRES
DRAINAGE GREENWAYS	3.3
LAKE VIEW HILL PARK	38.0
<b>TOTAL</b>	<b>293.7</b>

Warner Park has also been discussed recently and could include a decision about locating a new swimming pool on this site. While each of these plans involve separate planning processes, coordinating and understanding the concepts, goals, and recommendations of both in conjunction with the Northport-Warner Park-Sherman Plan may result in a more holistic vision for the future of the neighborhood and its parks.

Map 11: Parks and Open Space Map.

## Chapter 8: Community Facilities, Resources and Organizations

The Northside includes a broad diversity of people representing many different backgrounds and age groups. This area is rich with wonderful assets along with multi-faceted needs and challenges. There are people of many races, ethnicities and nationalities. It is also the case that there are more young children, elderly, people in poverty, and people without work on the Northside compared to the City as a whole. To help meet the needs of this diverse population, the Northside strives to provide a broad-based community service structure.

Community learning centers, community centers, neighborhood associations, and institutions provide a structure for neighborhoods to organize, network, and potentially address the needs and wants of residents, businesses, non-profit organizations, and others. Key findings and planning issues for the Northside's community facility and service structure are included below. An inventory list of community facilities, resources, and organizations is included in Appendix I.

### **Key Findings**

- In 2000, 24 percent of the population was of a minority background compared to 16 percent for the City as a whole.
- Over the past 10 years, elementary and middle school students distinguished as both minority and low income students increased approximately 65 percent. As a result, it may be necessary to increase and diversify the array of community programs and services for low-income children.
- There are 25 regulated childcare programs serving the Northside, which are licensed to

serve 380 children, but are currently serving 480 children. 69 percent of these children are from low-income families. This finding further supports the need for increased community programs and services to serve low-income children.

- Also in 2000, 6.2 percent of the population over 16 years old was unemployed compared to 4.8 percent for the City. This indicates a greater need on the Northside for unemployment services, job training and before and after school childcare services for parents and other caregivers who may be working several jobs to make ends meet.
- In 2000, women living in poverty headed 20.4 percent of Northside households. Of these households, 10.2 percent included children. This finding also supports the need for affordable before and after school childcare programs.
- There were 7.4 percent children/youth under five years old in 2000. These children/youth are now pre-teens and teenagers who could benefit from extra-curricular activity programs, drop-in centers with computers, academic tutoring, volunteer opportunities, mentoring, pre-employment skill development, and job training.
- The population included 21 percent over 55 years old in 2000. These people are now over 65 years old and can benefit from meal and recreational activity programs, coordinated volunteer opportunities, social events and more. The North/Eastside Senior Coalition offers a wealth of high quality senior resources. Additional resources could be directed towards creating an even more

extensive offering of senior programs and services.

- The Mendota Mental Health Institute located at 301 Troy Drive opened as the Wisconsin Hospital for the Insane on July 14, 1860. It was one of the first accredited mental hospitals. Portions of the Institute are within the Wisconsin Memorial Hospital Historic District, #88002183. The Wisconsin Department of Health and Family Services currently operates the facility running 17 different treatment units for children and adults.
- The Dane County Human Services building located at 1202 Northport Drive on a hill overlooking the City and Lake Mendota is listed in the National Register of Historic Places. It was built in 1929-1930 as the Lake View Sanatorium for tuberculosis patients. The facility was built with porches where patients were supposed to spend most of their days and nights breathing in as much fresh air as possible. This was thought to be the best treatment for the disease, which had no cure.
- For thousands of years, Madison and many other Wisconsin communities were home to Native Americans. There were many different indigenous sites clustered along Lake Mendota and Native Americans created a path around the perimeter of the Lake to connect their villages, camps, workshops, cornfields, sugarbush fields, and effigy mounds. The Mendota Mental Health Institute grounds include the largest effigy mound in Madison, an eagle with a 600-foot wingspread.

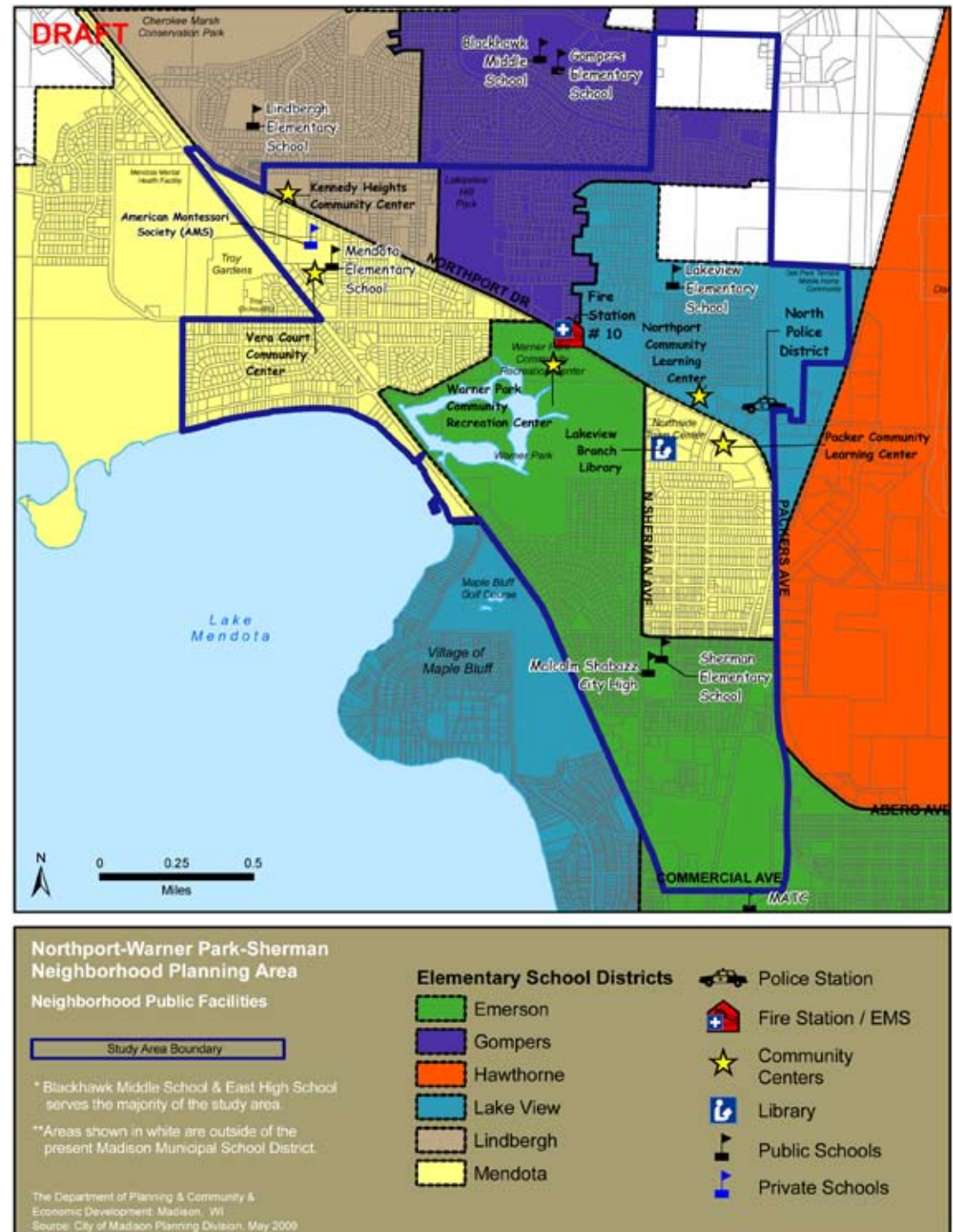
### **Key Planning Issues**

- There is concern about the number of school-age children/youths in poverty and the distribution of resources among schools to ensure that all children have equal access to resources. The East Attendance Area PTO Coalition developed an Equity statement designed to change the resource allocation among schools.
- Many Northsiders are concerned about threats to close area schools. The East Attendance Area PTO Coalition is working with many other community organizations to come up with strategies such as advocating for school funding reform before any school closings are proposed.
- The Raemisch Farm Property is in the DeForest Area School District. If future development of this property includes residences, children living there would have to travel 8 miles north to attend Windsor Elementary School, rather than go to the City of Madison's Lake View Elementary School, which is located immediately adjacent.
- Through public input and Steering Committee discussions, it has been observed that there are not enough jobs and job training programs for teens. Improving the connection between teens and the Dane County Job Center, Madison Area Technical College, Herzog Technical College, and other area programs could help teens prepare for future employment.
- The area's community programs and services are not widely advertised and therefore they may not be meeting peoples' needs as well as



they could.

- The Mendota Mental Health Institute and the Central Wisconsin Center are located on land along Lake Mendota, East of Troy Gardens and Harper Road and North to approximately Westport Road. If and when these facilities scale back operations, move, or close, the neighborhood would like to have input into their future use.



Map 12: Public Facilities and School Attendance Map.



Image 14: Northport Community Learning Center and Northport Apartments.



Image 15: Fire Department Station 10 located on Troy Drive.



Image 16: Sherman Middle School.

## Chapter 9:

# Neighborhood and Personal Safety

### Neighborhood and Personal Safety

The level of safety felt by residents, business owners and others living, working, shopping and enjoying recreational activities on the Northside, combined with actual safety incidents, contribute to issues of neighborhood and personal safety. Safety in the context of the neighborhood plan refers to a sense of freedom to go about daily life without feeling threatened by criminal behaviors such as theft, assault, vandalism, intimidating language, and other anti-social behaviors.

Safety is also used in the plan as it refers to the ability to get around safely in the neighborhood while walking, biking, driving and taking public transit. There is the perception of road safety and the reality of actual accidents and other incidents. Some factors that can shape how safe people feel on the road include perceived and real motor vehicle speed, width of roads, presence or absence of pedestrian and bicycle safety facilities, width of sidewalk terraces, and consistency of traffic violation enforcement.

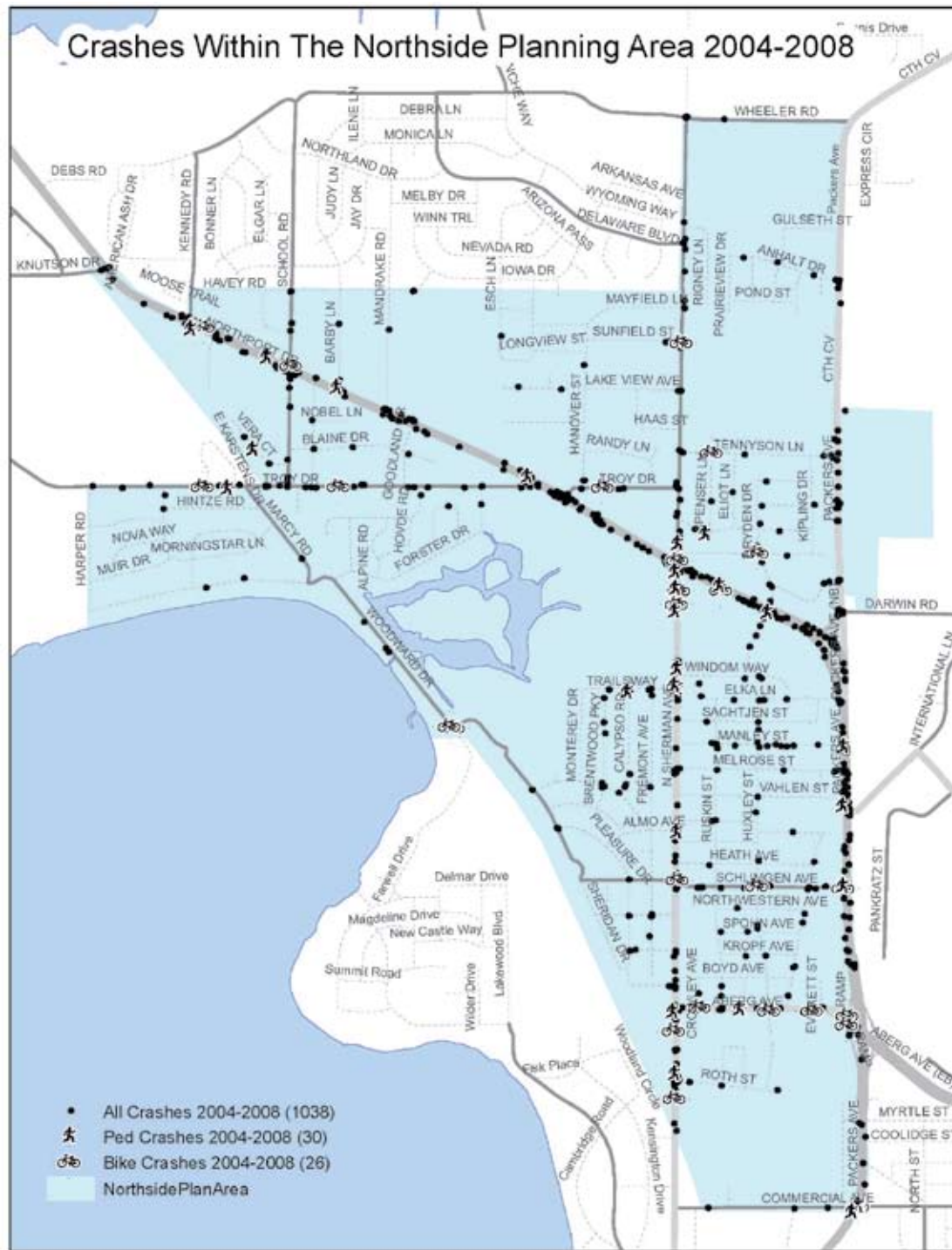
As one of the primary organizations serving public safety needs in the planning study area, the North District and its officers, are committed to working in coordination with individuals, neighborhoods, community organizations, business owners and others to maintain safety, prevent criminal activities, and arrest offenders.

### Key Findings

- According to Madison Police Department data, the North District is one of the safest in the City, with the second lowest amount of service calls for crimes against persons (assault, battery, sexual offenses) compared to the other four Madison police districts.

- Calls for service to the North District for crimes against persons decreased from 561 in 2007 to 440 in 2008. This is reflective of the low level of service calls seen in 2004. Property crime reports are also down, decreasing from 2,823 in 2007 to 2,333 in 2008.
- The one area of service calls which has increased is public order crimes or crimes against society, which include open intoxicification, noise disturbances, ambulance calls, graffiti, etc.
- A total of 1,038 traffic crashes occurred in the planning area from 2004 through 2008 (see Map 13). The crashes shown are only those where at least one motor vehicle was involved and an injury was reported and/or damages exceeded \$1,000..
- In 2007, the Public Health-Madison and Dane County Safe Communities Project initiated a Northside Walking and Biking Audit in conjunction with a Stop on Red Campaign. These efforts identified pedestrian and bike safety issues and encouraged motor vehicle drivers to properly yield right-of-way and regard traffic control signals at intersections. The findings reiterate Northside residents' pedestrian and bicycle safety concerns such as the safety of crosswalks, road safety hazards to bicyclists, traffic speeds, and red light running (See Appendix III for Walking Audit Priority Recommendations). The Stop on Red Campaign focused on the high crash intersection at Northport Drive and North Sherman Avenue where motor vehicle drivers were frequently observed disregarding traffic signals.





## Key Planning Issues

- Often, perceived safety does not coincide with reality. For example, neighborhood plan interviews with Northside residents indicated that some people felt the Northside was not very safe. They cited panhandling and theft at area shopping centers, roving groups of youth, and other incidents. While these incidents do occur, the media tends to sensationalize crime and other anti-social behaviors contributing to the perception that an area is less safe than it really is.
- Over the past couple of years, the Madison Police Department has changed their documentation of reported incidents. The Department is now required to get case numbers for all of the work they do which at first may lead to the perception of an increase in crime. There is also a concerted effort by the Police District to encourage people to report any problems.
- Although crashes are dispersed throughout the planning area, there is a somewhat high concentration in particular areas such as on STH 113 from Schlimgen Avenue to Troy Drive. The intersection of STH 113/North Sherman Avenue appears especially unsafe for pedestrians and bicyclists. Other areas that appear unsafe include Aberg Avenue between Packers Avenue and North Sherman Avenue, and the North Sherman Avenue/Trailway Street intersection.

Map 13: Map of Northside Crashes, 2004 through 2008.

## Chapter 10:

# Planned Improvements and Investments

### Planning Studies

**Village of Maple Bluff Gateway Plaza Redevelopment BUILD (Better Urban Infill Development) Planning Project.** In 2006, the Village of Maple Bluff annexed 22 parcels lying east of North Sherman Avenue between Commercial Avenue and Oxford Place extended from the Town of Burke. The Village conducted a planning process, with the assistance of a \$16,000 grant from Dane County, to create a redevelopment strategy for the mixed-use area. A walking audit of the predominately commercial area was conducted in Fall 2007. No public or private initiatives have taken place since the completion of the plan. Contact: Tim Krueger, Maple Bluff Administrator, at 608-244-3048 or [tjkrueger@villageofmaplebluff.com](mailto:tjkrueger@villageofmaplebluff.com).

**Cherokee Special Area Plan.** The Madison Common Council adopted the Cherokee Special Area Plan on January 16, 2007. The purpose of the Plan is to guide the future growth and development on lands west of the Dane County Regional Airport, parts of the Whitetail Ridge and Sherman Village subdivisions, lands east of the Yahara River and lands south of the Cherokee Conservation Park and adjacent marshlands. The Plan recommends a variety of residential densities and dwelling unit types throughout the planning area with an estimated 723 dwelling units at complete build out. In addition, a small neighborhood mixed-use area that could include retail, office, service, and residential uses is recommended along the north side of Wheeler Road and CTH CV. The Plan recommends some additional development around the existing Cherokee Country Club clubhouse. Much of the undeveloped land in the Cherokee Special Area Plan planning area is currently open space and is recommended to remain in this use. Contact:

Rick Roll, Planning Division, 608-267-8732 or [rroll@cityofmadison.com](mailto:rroll@cityofmadison.com).

### Development Projects

**Tennyson Terrace Commercial Bungalow.** Developer Tom Keller received approval to build commercial business incubator buildings on a 19-acre parcel located at the corner of Packers Avenue and Tennyson Lane. The redevelopment would include demolishing the existing buildings, which were at one time used for animal research and now are used for warehousing, and constructing approximately 63 buildings consisting of 126 units of commercial condominium space. The developer has not moved forward with construction since the May 5, 2008 approval. Contact: Tom Keller at Keller Real Estate Group, 608-227-6543, or [thomas@kellerrealestategroup.com](mailto:thomas@kellerrealestategroup.com).

### Economic Studies

**Northside Market Study.** The City of Madison hired RA Smith National Inc. to conduct a market study for the Northside. The market study assesses current conditions and opportunities for retail, residential, office, and industrial for the Northside. In addition, it identifies competitive advantages/disadvantages of the market area as well as possible physical improvements that would improve the business climate. Contact Matt Mikolajewski, Office of Business Resources at 608-267-8737 or [mmikolajewski@cityofmadison.com](mailto:mmikolajewski@cityofmadison.com).

### Park and Open Space Studies

**Warner Park Stadium Reconstruction.** The City of Madison had discussed the feasibility of reconstructing the Madison Mallards Stadium at

Warner Park. The City Council approved a \$4 million financing package for the project in its 2008 capital budget, including \$800,000 in city money to renovate the aging bleachers and a \$1.2 million city loan to the Mallards, with the remainder to be covered by the team. However, a conceptual design and budget report released by Eppstein Uhen Architects found the reconstruction plan could cost as much as \$5.6 million. The Parks Division and Mallards Mgmt. are currently in discussions with the consultant to re-design the planned improvements that will include only replacing the existing bleachers, with capacity consistent with what exists currently. Anticipated Timeline: Construction Phase: Fall 2009 with Completion in Spring 2010. Contact: Bill Bauer, Parks Division, 608-266-4711 or [bbauer@cityofmadison.com](mailto:bbauer@cityofmadison.com).

**Planned Public Swimming Pool at Warner Park.** In 2004, the Ad Hoc Swimming Pool Committee was appointed to identify three locations for the construction of public swimming pools. The report identifies Warner Park as the location for the second public swimming pool in Madison. The Warner Park Circle of Friends have been diligently fund raising since before completion of the Goodman Pool in 2006 to raise the necessary capital or find a lead donor to start construction on the Warner Pool. The Warner Park Community Recreation Center was designed to accommodate a pool along the north side of the building. As the WPCRC Advisory Board has been looking at the feasibility of facility expansion, The Circle of Friends has seen this as an opportunity that might lend itself well to including the concept of an 'indoor' / outdoor pool to encourage and meet the needs of the entire population by providing year-round swim lessons, water fitness programming, aqua-therapy programs, and family recreational opportunities

that are missing from most pool venues in Madison, the 'Fit-City'. Contact: Bill Bauer, Parks Division, 608-266-4711 or [bbauer@cityofmadison.com](mailto:bbauer@cityofmadison.com).

**Dane County Human Services Campus Master Plan.** A campus plan will be prepared for the Dane County Department of Human Services building and four associated buildings (1202-1206 Northport Drive). The study will focus on the building's current and future use. Anticipated start-up is early 2008 with completion of the campus plan by the end of the year. Contact: Laura Huttner, Dane County Department of Human Services, at 608-242-6260 or [huttner@co.dane.wi.us](mailto:huttner@co.dane.wi.us).

**Lake View Hill County Park Master Plan.** Dane County Land & Water Resources Department and the Friends of Lake View Hill Park are in the final stages of completing a master planning process for Lake View Hill Park (formerly referred to as Lakeview Woods). The county hired Ken Saiki Design to prepare a conceptual physical design for the site. The report also addresses continuing and future vegetation/natural resource management, park operations and maintenance, development, and environmental interpretation of natural resources and cultural/historic elements. Contact: Sara Kwitek, Dane County Land and Water Resources Department at 608-224-3611 or [kwitek@dane.co.wi.us](mailto:kwitek@dane.co.wi.us).

### **Transportation Projects/Studies**

**State Highway 113 Resurfacing Project.** Wisconsin Department of Transportation (WisDOT) has programmed the resurfacing of State Highway 113 (Northport Drive). The \$8.3 million roadway maintenance improvement is split into 2 projects: Segment 1: STH 113 from



Image 17: Bird's eye view along Highway CV; visible are the sites of the Cherokee Special Area Plan and Tennyson Terrace Commercial Bungalow.



Image 18: Bird's eye view of Lakeview Hill Park and the Sanatorium building.

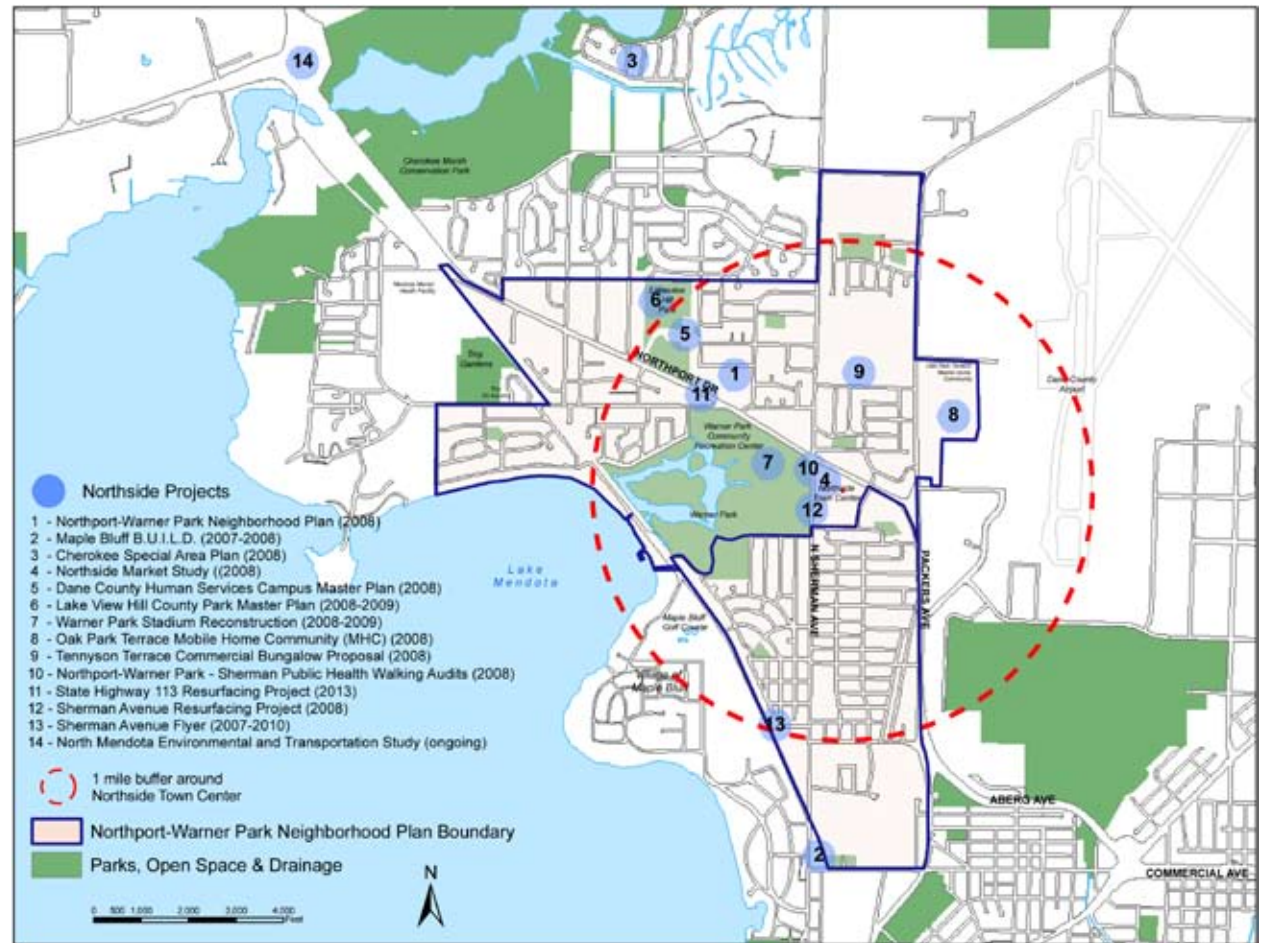


First Street to Packers Avenue and Segment 2: Packers Avenue to Debbs Road. Currently both projects are scheduled for 2013 but are listed on the advanceable list if funds become available prior to 2013. Pavement replacement will occur along with minor intersection changes. However, no other improvements are scheduled to occur along the transportation corridor. Contact: Christy Bachmann, City Engineering, 608-266-4095 or [cbachmann@cityofmadison.com](mailto:cbachmann@cityofmadison.com).

#### North Sherman Avenue Resurfacing Project.

North Sherman Avenue was resurfaced from the railroad tracks (just south of Roth Street) to Trailway in 2008. The remaining segment, from Trailway to Northport, is scheduled to be completed in the fall of 2009. Pedestrian and/or bicycle improvements are currently being discussed. Contact: Christy Bachmann, City Engineering, 608-266-4095 or [cbachmann@cityofmadison.com](mailto:cbachmann@cityofmadison.com).

**Sherman Flyer.** To improve pedestrian and bicycle movement, one of the City of Madison high priority project is to build an on-road and off-road bicycle path from Yahara Parkway to Troy Drive. Part of the Sherman Avenue Flyer has been built: a segment from Yahara Rive to East Johnson Street was completed in 2007. The second segment, from Fordem Avenue to Sheridan Road, has two obstacles: 1) permission/purchase of land from railroad to use the transportation corridor and 2) state/federal funding to assist in land acquisition and construction costs. The second segment is estimated to cost \$2.08 million. Contact Tony Fernandez, City Engineering, at 608-266-9219 or [afernandez@cityofmadison.com](mailto:afernandez@cityofmadison.com).



Map 14: Northside Projects, Plans and Studies Map.

**Northport-Warner Park-Sherman Public Health Walking Audits.** In 2007, Public Health-Madison and Dane County worked with neighborhoods, businesses, schools, City agencies, the Village of Maple Bluff, County officials, and Safe Communities to identify pedestrian and bicycling safety issues on the Northside. Walking audits were conducted by 40 adults and 50 youth representing 19 north side neighborhoods, 4 neighborhood centers, and 2 middle schools. Contact: Lisa Bullard-Cawthorne, Public Health, 608-294-5303 or [lbullardcawthorne@cityofmadison.com](mailto:lbullardcawthorne@cityofmadison.com).

**North Mendota Environmental and Transportation Study.** Several studies have evaluated the feasibility of constructing a “North Ring” multimodal transportation corridor extending along and/or parallel to Highways K, M, 113, and 19 between Highway 12 and Interstate 39/90/94). In the Fall of 2007, a *North Mendota Environmental and Transportation Study* was initiated to identify significant agricultural, natural, and recreational resources and evaluate a transportation corridor for a future North Mendota Parkway. The present study effort is expected to conclude in the Spring of 2008. There is no funding to build the facility in the near future. Further contact: Robert McDonald, Madison Planning Metropolitan Organization, 608-266-4518 or [rmcdonald@cityofmadison.com](mailto:rmcdonald@cityofmadison.com).

**Transport2020.** Transport2020 is a study process, initiated in 1998, that has evaluated transportation improvement alternatives for the Dane County/Greater Madison Metropolitan Area. Transport 2020 has been managed by an intergovernmental partnership of the City of Madison, Dane County, and the Wisconsin Department of Transportation.

The Transport 2020 Implementation Task Force has completed an Alternatives Analysis and has identified a Locally-Preferred Alternative for a Phase 1 commuter rail line (operating through the isthmus, between the City of Middleton and area just southwest of the City of Sun Prairie). Transport 2020 expects to produce a Draft Environmental Impact Statement (DEIS) on this project in 2009. Future extensions of the recommended Phase 1 service could include rail service to the Dane County Regional Airport, or service to the Village of Waunakee. These extensions would likely utilize existing freight railroad corridors located in the Northport-Warner Park neighborhood area. Further contact: David Trowbridge, Planning Division, 608-267-1148 or [dtrowbridge@cityofmadison.com](mailto:dtrowbridge@cityofmadison.com).

### **Environmental Studies/Plans**

**Clean Lakes & Beaches: A Water Quality Plan.** Completed in 2005, this report provides a guideline for pursuing water quality improvement efforts for surface and storm water for the next 15 years in the City of Madison. The water quality improvement efforts within this plan consist of in-lake management, methods of controlling suspended solids in stormwater, information and education, and a list of potential future practices and demonstration projects. For example, efforts that may be particularly relevant to the NWS Neighborhood Plan include the use of rain gardens, detention basins, and pervious pavement. Further contact: Genesis Bichanich, City Engineering, 608-266-4059 or [gbichanich@cityofmadison.com](mailto:gbichanich@cityofmadison.com).

# Appendix I: Community Facilities, Resources and Organizations

## **Business Association**

- Northside Business Association

## **Centers of Worship**

- St. Paul Lutheran Church
- St. Peter Catholic Church
- Lakeview Lutheran Church
- Sherman Avenue United Methodist Church
- Mandrake Road Church of Christ
- Madison Community 7th Day Adventist Church

## **Community Centers**

- Kennedy Heights Community Center
- Northport Community Learning Center
- Packers Community Learning Center
- Vera Court Neighborhood Center
- Warner Park Community Center

## **Recreation and Activity Organizations**

- Madison School and Community Recreation
- Hartmeyer Ice Skating Rink

## **Financial Institutions**

- Anchor Bank
- Associated Bank
- Great Midwest Bank
- Heritage Federal Credit Union
- M&I Bank
- UW Credit Union

## **Government Services**

- Dane County Job Center
- Lakeview Branch Library
- U.S. Postal Service Branch (at M&I Bank)
- North Police District
- Fire Station #10

## **Higher Education**

- MadisonAreaTechnicalCollege(immediately

outside the planning study area)

- Lakeland College (also immediately outside the planning study area)
- Herzing College of Technology (located immediately North of I/90-I/94 off East Washington Avenue)

## **Major Service Organizations Operating in the Neighborhood**

- Dane County Human Services
- Dane County Job Center
- North/Eastside Senior Coalition
- Dane County Timebank
- Family Enhancement
- Canopy Center Healing and Family Support Services
- United Asian Services of Wisconsin
- Kajsia House
- Latino Family Resource Center

## **Medical Clinics**

- Lakeview Medical
- Northeast Family Medical

## **Neighborhood Associations**

- Berkley Oaks Neighborhood Association
- Brentwood Village Neighborhood Association
- East Bluff Homeowner's Association
- Kennedy Heights Neighborhood Association
- Lake View Hill Neighborhood Association
- Maple Wood Condominium Association
- Mendota Hills Neighborhood Association
- Northside Planning Council
- Sheridan Triangle Neighborhood Association
- Sherman Neighborhood Association
- Vera Court Neighborhood Association
- Whitetail Ridge Neighborhood Association



### **Neighborhood Communications**

- Northside News
- Northport News
- Brentwood Village Association Newsletter
- Packer's Press
- Sheridan Triangle Newsletter
- Sherman Middle School Newsletter

### **Schools and Related Organizations**

- Gompers Elementary School
- Lake View Elementary School
- Lindbergh Elementary School
- Mendota Elementary School
- Malcolm Shabazz High School
- Blackhawk Middle School
- Sherman Middle School
- East High School
- East Attendance Area Parent Teacher Organization

## Appendix II: Glossary of Terms

*Alternative Transportation:* Modes of travel other than private cars, such as walking, bicycling, rollerblading, carpooling and transit.

*Basic Sector Employment:* Employment and economic activity that serves the non-local sector by “exporting” goods and services thus bringing in revenue to stimulate the local economy. Basic sector employment includes industries such as manufacturing, agriculture, professional, scientific, and technical services, and accommodations.

*Bioswale:* A landscape element that provides a water flow path by making use of wide shallow ditches, gentle slopes, and vegetative fill, compost, and/or riprap. By maximizing the amount of time rainwater and water collected from roads and parking lots spends in the swale, this landscape mechanism serves to reduce storm water runoff and improve water quality through filtration

*Business Incubator:* An organization that provides business support to entrepreneurs by providing physical space, capital, coaching, common services, and networking connections.

*Car-Light:* Places where car use is greatly reduced or eliminated because most destinations are within easy reach by public transport, walking, or cycling. Possible elements of a car-light neighborhood may include increased urban densities, mixed use development, reduced space allocated to the private car, and greater support for alternative forms of transportation.

*Communal Space:* A place that is shared by a group rather than individuals; belonging to the community.

*Dark Skies Compliant Lighting:* Outdoor lighting

techniques that reduce misdirected, excessive, or unnecessary glare, and obtrusive light. At the same time, such techniques reduce unnecessary energy use.

*Easement:* A legal interest in real property that grants the right to use in some specified manner the property of another; often, specifically, the right to enter upon or pass over another’s land.

*Green Building or Green Design:* The United States Environmental Protection Agency defines green buildings as “Structures that incorporate the principles of sustainable design – design in which the impact of a building on the environment will be minimal over the lifetime of that building. Green buildings incorporate principles of energy and resource efficiency, practical applications of waste reduction and pollution prevention, good air-quality and natural light to promote occupant health and productivity, and transportation efficiency in design and construction, during use and reuse.”

*Greenfield Site:* A piece of land where development has not previously taken place, either currently used for agriculture, landscape design, or just left to nature.

*Green Paving System:* A pavement system that makes use of pervious surfaces such as gravel, crushed stone, or open and/or porous paving blocks for driveways, sidewalks, and patios. By allowing on-site infiltration, such mechanisms serve to minimize storm water runoff.

*Green Space:* Any piece of land covered with permeable vegetation, such as soil, grass, shrubs, and trees. Examples include parks, golf courses, sports fields and other open land within a built-up area, whether publicly accessible or not.

*Hip Roof:* A hip roof, or hipped roof, is a type of roof where all roof sections slope back towards the center of the house, usually with a fairly gentle slope and almost always at the same pitch or slope. Thus it contains no gables. The line where two adjacent sloping sides of a roof meet is called the Hip.

*Kitchen Incubator:* A shared commercial kitchen facility in which food-business entrepreneurs are provided the space, equipment, and startup capital needed to produce sellable quantities of food products in a manner that satisfies food-safety regulations.

*LEED Certification:* The Leadership in Energy and Environmental Design (LEED) Green Building Rating System, developed by the U.S. Green Building Council (USGBC), provides a suite of standards for environmentally sustainable construction.

*Mixed-Use Development:* A building or structure with two or more uses. Such uses could include: residential, office, manufacturing, retail, public or entertainment uses.

*Multi-modal:* Those issues or activities that involve or affect more than one mode (i.e. car, bus, bicycle, etc.) of transportation, including transportation connections, choices, cooperation, and coordination of various modes.

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

*Spraypark:* Often referred to as aquatic playgrounds, splash pads, water playgrounds, water play areas, or spraygrounds, a spraypark is a recreational facility where water is sprayed from structures or ground sprays and then drained away before it can accumulate.

*Section 8 Sticky Vouchers:* A US Department of Housing and Urban Development program which subsidizes housing for low income-families and individuals. Also referred to as Enhanced Vouchers.

*Step Down:* A building or group of buildings that decrease incrementally in height to match the existing scale of surrounding buildings.

*Streetscape:* The space between the buildings on either side of a street that defines its character. The elements of a streetscape include: building frontage/façade; landscaping (trees, yards, bushes, plantings, etc.); sidewalks; street paving; street furniture (benches, kiosks, trash receptacles, fountains, etc.); signs; awnings; and street lighting.

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

*Sustainable Development:* Development with the goal of preserving environmental quality, natural resources, and livability for present and future generations. Sustainable initiatives work to ensure efficient use of resources.

*Tax Increment Financing (TIF):* A program designed to leverage private investment for economic development or infrastructure projects that benefits the public interest.

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

*Traditional Neighborhood Development:* A development style similar to that of the early to mid-20<sup>th</sup> century prior to widespread automobile use. Features include an integrated mix of housing types and price ranges, an interconnecting street network, a town center, formal civic spaces and public squares, and pedestrian oriented design in which garages and parking lots are often constructed in the rear of house lots.

*Transit-Oriented Development (TOD):* A mixed-use area within walking distance to a transit stop. Transit-oriented developments mix residential, retail, office, and public uses in a walkable environment, making it convenient for residents and employees to travel by transit, bicycle, foot, or car.

*Urban Agriculture:* The practice of producing, processing, and distributing food within an urban area. Generally this is achieved by applying intensive production methods and (re)using natural resources and urban wastes to yield a diversity of crops and livestock. Examples include: community gardens, backyard gardens, urban farms, greenhouses, and vertical agriculture.

*Urban Park:* A municipal or public park in an incorporated area with the purpose of providing recreational opportunities and green space for residents and visitors.

*Walking Audit:* A review of walking conditions in which community members, business owners, city government officials, and other interested parties walk specified streets and routes. Streets are usually reviewed in terms of sidewalk width and condition, street crossings, connectivity to parking, on-street and off-street parking, screening, tree canopy, and building placement and accessibility.





**Appendix III:**  
**Northport-Warner Park-**  
**Sherman Public Health**  
**Walking Audits**

In 2007, Public Health-Madison and Dane County worked with neighborhoods, businesses, schools, City agencies, the Village of Maple Bluff, County officials and Safe Communities to identify pedestrian and bicycling safety issues on the Northside. Walking audits were conducted by 40 adults and 50 youth representing 19 north side neighborhoods, 4 neighborhood centers, and 2 middle schools. After performing the audits, community members gathered to share their findings, concerns, and recommendations for improving pedestrian and bicycle safety. Recommendations were discussed at voted upon to determine their priority (See Table 9).

WALKING AND BIKING ON THE NORTHSIDE - AUDIT PRIORITIES	
Priority Recommendations – January 2008	Priority Votes
<b>Priority 1:</b> Improve pedestrian crossing on N. Sherman Avenue, as part of a comprehensive plan, including: <ul style="list-style-type: none"> <li>- Warner Park entrance (16)</li> <li>- Northport (3)</li> <li>- Aberg (2)</li> <li>- Trailsway</li> <li>- Roxbury/Commercial (Maple Bluff Meeting)</li> </ul>	43
<b>Priority 2:</b> Reduce Biking Hazards on N. Sherman Avenue.	42
<b>Priority 3:</b> Improve bicycle connections between Madison, railroad and Maple Bluff	
<b>Priority 4:</b> Reduce traffic speed on N. Sherman Ave. (9)	Traffic on N. Sherman (35)
<b>Priority 5:</b> Reduce red light running at intersection of Sherman and Northport (3)	
<b>Priority 6:</b> Improve pedestrian crossing on Northport Ave., in particular at the following locations: <ul style="list-style-type: none"> <li>- Near Walgreens (4)</li> <li>- School Rd. (people will not use tunnel) (3)</li> <li>- Kennedy Rd. (2)</li> <li>- Bus stops (2)</li> <li>- Warner Park entrance/exit (2)</li> </ul>	35
<b>Priority 7:</b> Make improvements on Troy Dr. <ul style="list-style-type: none"> <li>- Install sidewalks on Troy Dr. (17)</li> <li>- Improve pedestrian facilities at railroad viaduct (4)</li> </ul>	23
<b>Priority 8:</b> Improve pedestrian crossing at Aberg Ave and Huxley (N. Transfer Pt)	10
<b>Priority 9:</b> Improve safety at Metro N. Transfer Pt. <ul style="list-style-type: none"> <li>- Reduce adolescent fighting</li> <li>- Discourage "joy riding"</li> </ul>	youth
<b>Priority 10:</b> Improve pedestrian crossing at bus stops on Packers Ave. <ul style="list-style-type: none"> <li>- Schlimgen (4)</li> <li>- Near railroad tracks</li> </ul>	14
<b>Priority 11:</b> Improve pedestrian crossing on CV at Darwin (food pantry). (3)	
<b>Priority 12:</b> Improve the entrance/exit of Warner Park/Mallard's stadium <ul style="list-style-type: none"> <li>- Enter/exit Sherman Ave. (11)</li> <li>- Exit Northport Ave (esp. trying to go West) (11)</li> </ul>	
<b>Priority 13:</b> Improve the ability for pedestrians to walk through the parking lot at Warner Park and Mallard's.	2
<b>Priority 14:</b> Improve the ability for pedestrians to walk through the parking lot at Northside TownCenter.	youth
<b>Priority 15:</b> Improve road conditions and install sidewalks in the Woodward area.	8
<b>Priority 16:</b> Improve the pedestrian crossing on Ruskin for students attending Sherman Middle School: <ul style="list-style-type: none"> <li>- Heath (stairs on sidewalk)</li> <li>- Schlimgen – cars don't yield to pedestrians</li> <li>- Northwestern – buses block view of crosswalk</li> </ul>	3
<b>Priority 17:</b> Consider wheelchair ramp (curb cut for disabled) at Northport/Mandrake.	

Table 9: Walking Audit Priority Recommendations