

**City of Madison
Interdepartmental Correspondence**

Date: September 9, 2009
To: Plan Commission
From: Linda Horvath, Planning Division
Subject: FINAL DRAFT Northport-Warner Park-Sherman Neighborhood Plan

The Northport-Warner Park-Sherman Neighborhoods received planning assistance to prepare neighborhood plans in 1992 and 1996, and to update these plans in 2007. The FINAL DRAFT 2009 Northport-Warner Park-Sherman Neighborhood Plan is an update of the 1992 and 1996 plans. Review and approval of the 2009 Final Draft by 11 Boards, Committees, and Commissions is underway. Plan adoption by the Common Council is anticipated October 6, 2009.

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

FINAL DRAFT Northport-Warner Park-Sherman Neighborhood Plan

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

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

Board, Committee, and Commission Review

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

report to the Common Council. It is anticipated the Common Council will take action on the Plan at its October 6, 2009 meeting.

Plan Recommendation Summary

The Northside is a post World War II area of neighborhoods built around beautiful parks and open space including Warner Park, Lake View Hill Park, and Cherokee Marsh Conservation Park. Single-family homes comprise most of the residential land use and there are concentrations of multi-family residences clustered along Northport Drive, Trailway, north of Troy Drive and west of School Road, and along Kipling Drive. Industrial land use includes Kraft Oscar-Mayer and some parcels along Packers Avenue. There are also concentrations of commercial and employment development such as the Airport Industrial Park along Packers Avenue, Northgate Shopping Mall, scattered site businesses along North Sherman Avenue, and the Northside TownCenter.

Early in the planning process, the NWS SC worked with City staff to identify areas that may be likely to develop/redevelop in the planning horizon of 5 to 10 years. The five areas are included below with recommendations highlighted.

Land Use and Redevelopment Recommendations (Volume I, pages 5 to 22)

- Northside TownCenter Design Concepts
 - Integrated mix of uses, increased density, street-fronting and compact building forms, taller structures with a step-down technique, and small, yet flexible gathering spaces.
 - Private and/or public main streets north-south and east-west through the site with high visibility crosswalks, sidewalks, pedestrian signs, and other pedestrian safety and access amenities.
- Airport-Gateway Design Concepts
 - Light industrial, high-tech employers with a possible connection to Madison Area Technical College, the T.E.C. IncubatorCenter, and the Airport.
 - Any plans for potential redevelopment of the Oak Park Terrace Manufactured Housing Community site should include a Comprehensive Plan amendment to change the land use from Medium Density Residential to Employment.
 - Potential passenger rail connection integrated with other modes and well-connected with surrounding neighborhoods.
 - Bike/pedestrian path through this area using City-owned rail right-of-way.
 - Safer pedestrian crossings and intersection improvements along Packers Avenue/ CTH CV and improvements to Packers Avenue/CTH CV/Northport Drive intersection.
- Northport-Troy Design Concepts
 - Maintain and expand unique and popular commercial destinations.
 - Consider adding a quality, architectural building at the corner of Northport Drive and Troy Drive.
 - Public cul-de-sac with sidewalks from Northport Drive to the future UW Credit Union site, Woodlands Apartments, and commercial uses; and a pedestrian/bicycle connection using the easement behind UW Credit Union and connecting from the northwest corner of Warner Park to the southeast corner of Lake View Hill Park.
- Raemisch Farm Property Design Concepts
 - Diversity in housing to provide a balance in options and prices for both owner and rental occupied housing.
 - Housing that forms a small-scale pedestrian friendly atmosphere with narrower lots, closer to the street.
 - Neighborhood buildings that can achieve LEED-type certification, and/or zero net energy design.
 - Explore and consider annexation of Raemisch Farm Property so that any new residential development on this land would be within the Madison Metropolitan School District.
 - Space set aside for urban agriculture and community gardening.

- Streets designed with traffic-calming elements.
- Street/path system connecting to adjacent sites, the rest of the Northside, and the City.
- Bike/pedestrian pathway linked to other proposed pathways to the Cherokee Marsh Conservation Park and south to existing and proposed bicycle routes.
- Keller property immediately south of the Raemisch Farm Property could be integrated with and connected to uses on land to the north and south. Consider residential uses with limited neighborhood mixed-use node and possibility of urban agriculture connected to parcels to the north.
- Northgate – Oscar Mayer Design Concepts
 - Increased density and transit-oriented development principles.
 - “Main street” system connecting existing streets like Stephen Street and Ruskin Street, and new streets to enhance connectivity within and through the site.
 - Connection between potential street/path system, commuter rail, and bus transfer point.
 - Consider relocation of bus transfer point to this site.
 - Maintain warehouse/employment uses near Everett Street and Packers Avenue frontage to maintain coherence with Kraft-Oscar Mayer and light industrially in Airport Business Park across Packers Avenue.
 - Preserve existing open space near wetland area to serve as greenway gateway to the Northside.
 - Street or pedestrian/bike east-west connection near Schlingen Avenue across Packers Avenue to Pankratz Street.
 - Support Sherman Flyer bikepath and interim bikepath proposed to extend from Commercial Avenue to Roth Street and Huxley Street.

Gateway Corridor Enhancement Recommendations (Volume I, pages 23-26)

- Streetscape enhancements along Northport Drive, North Sherman Avenue, and Packers Avenue with a uniform design – may include artistic median fencing, screen fencing, banners, plantings, public art, benches, etc.
- Create a “main street” along North Sherman Avenue using the above streetscape enhancements.
- Create gateway entrances at major intersections and other prominent locations.
- Plant trees in street terraces and medians of major roads.

Transportation Recommendations (Volume I, pages 33-36)

- **Short-term (0 to 3 years)**
 - Pedestrian safety and aesthetic improvements along North Sherman Avenue from Trailway Street to Northport Drive with landscaped pedestrian islands and high visibility crosswalks.
 - High visibility crosswalks and other pedestrian amenities at locations along Northport Drive, North Sherman Avenue and Packers Avenue.
 - Remove free-flow right turn lane from Northport Drive onto North Sherman Avenue and replace with a dedicated right turn lane and pedestrian safety enhancements.
 - Support efforts to continue planning for the Sherman Flyer and Hartmeyer bike paths.
- **Long-term (more than 3 years)**
 - Comprehensive transportation plans for the North Sherman Avenue and Northport/Packers/CTH CV corridors with recommendations for pedestrian, bike, bus, and motor vehicle movement and safety improvements; corridor connections to potential high-speed rail station; economic development strategies; aesthetic enhancements.
 - On Northport Drive from Packers Avenue to North Sherman Avenue or Troy Drive consider:
 - a) reducing Northport Drive from three lanes to two lanes; b) widen terrace, and plant street trees and other landscaping; c) mark bike lanes.

- On Northport Drive from Troy Drive to Knutson Road, consider widening street terrace and narrowing median, plant street trees and other landscaping, install environmentally friendly drainage on median, and mark bike lanes.
- “Main street” along North Sherman Avenue, perhaps where commercial development is concentrated, with safer pedestrian and bicycle connections, streetscape enhancements, etc.
- On Aberg Avenue, pedestrian island at Huxley Street, high visibility crosswalks, bike lanes from Packers Avenue to North Sherman Avenue.
- Work with DOT to explore options for pedestrian, bike and motor vehicle safety and traffic flow improvements to intersection of Northport Drive/Packers Avenue/CTH CV with possible reconstruction to a roundabout or t-intersection, high visibility crosswalks, wide sidewalks and bike facilities.
- In Airport/Packers Gateway area, new public street connecting Packers Avenue/CTH CV/Northport intersection and American Drive.
- Widen sidewalk along Warner Park side of Northport Drive from North Sherman Avenue to Troy Drive.
- Consider marking bike lanes along a possible future street connection from Eliot Lane to Prairie View Road with any new development in Tennyson Lane and Raemisch farm areas.
- Pankratz Street connection to Shopko Drive.
- Sidewalk and street lighting on southside of Darwin Road from Packers Avenue to River Food Pantry.
- High visibility crosswalks, and pedestrian islands at Woodward Drive intersections with Farwell and northwest end of Warner Beach; also install sidewalks in Warner Park along Forster Drive.
- Close gap between Warner Park beach sidewalk and sidewalks on Sheridan Drive and Farwell Drive in Maple Bluff.

Priority Plan Recommendations

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

- Strategy to improve the identity, branding, marketing, and retention of Northside businesses (*Economic Development #1*).
- Land use plan for Warner Park (*Parks, Open Space, and Natural Resource #1*).
- “Main street” along North Sherman Avenue, perhaps where commercial development is concentrated, with safer pedestrian and bicycle connections to businesses and adjoining neighborhood streets, and streetscape enhancements. (*Transportation Long-Term #2 and Gateway Corridor #1 for further streetscape details*)
- More programming for children/youth within the neighborhood including after/before school programs for school age children, positive youth development activities, academic support and recreation for middle school and high school age youth. Strive to grow, enhance, and support existing youth programs, and replicate or grow successful programs in areas with unmet needs. (*Community Facilities #1*)
- Neighborhood stabilization options for emerging neighborhood areas including Brentwood, Karstens, Kipling, and Vera Court; include landlord training, property inspection and maintenance, and hiring of local residents for property management or neighborhood improvement activities. Provide support for resident involvement, strengthen connection to local schools and community centers, and improve access to and information of local resources for children/youth and families. (*Housing #3*)
- Improve social services and community support resources for the Northside (*Community Facilities #7*).

CDBG Priority Projects

As part of the planning process, the Community Development Block Grant (CDBG) Commission has allocated \$106,900 to fund *eligible* projects in the NWS Neighborhood Planning Area.

Projects recommended by Steering Committee for CDBG funds, in SC priority order:

1. Northport Drive Streetscape Enhancements: To provide improved safety and aesthetic enhancements, replace existing chain link fence with a forged-metal sculpture median fence along Northport Drive between North Sherman Avenue and Dryden Drive.
2. North Sherman Avenue Streetscape Enhancements: To provide improved aesthetic enhancements, install/upgrade all or a combination of the following: bus shelter, benches, trees, banners along Sherman Avenue between Northport Drive and Commercial Avenue.
3. North Sherman Avenue Warner Park Entrance: To provide an improved aesthetic entrance/gateway into Warner Park.
4. Commercial Kitchen Incubator: To provide financial assistance to launch a Northside commercial kitchen. The kitchen incubator would support the start-up/growth of local businesses. Criteria for funding assistance: 1) The building must be acquired (permanent structure with no rental lease); 2) the building must be located on the Northside; 3) high preference for nonprofit status; and 4) Public funding cannot exceed 50 percent of total project cost. To be eligible for the above-mentioned funding, the applicant must submit a sound, acceptable business plan and have reached 50 percent project development/contract milestone by December 31, 2009; final deadline to launch project is March 31, 2010.
5. Northport Drive Warner Park Entrance: To provide an improved aesthetic entrance/gateway into Warner Park.

Public Participation

The Northport-Warner Park-Sherman Neighborhoods solicited input from a wide cross-section of the community prior to and during the planning process:

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

Neighborhood planning information was also made available at Lakeview Library.

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