

City of Madison
Interdepartmental Correspondence

Date: October 8, 2009

To: Board of Park Commissioners

From: Linda Horvath, Planning Division

Subject: Proposed Revisions to 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 starting 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. The Plan Commission is the lead Commission and it will make the final recommendation regarding plan adoption to the Common Council.

On September 8, 2009, the Board of Parks Commissioners made a motion directing the Parks Division to work with the Planning Division to revise recommendations in Chapter 6 – Enhance Recreation and Sustainability of Green Spaces, and Chapter 8 – Create Stable and Inviting Places to Live, primarily to address wildlife habitat preservation issues and concerns. The plan revisions were spurred by public comment which was considered by the Board of Parks Commissioners. The proposed revisions are shown in red on the attached excerpt from the Final Draft NWS Plan.

As a reminder, a neighborhood-based Steering Committee, appointed by the Mayor, prepared the 2009 plan update. The Northport-Warner Park-Sherman Neighborhood Plan Steering Committee (NWS SC) includes 23 Committee member positions for neighborhood residents and business owners. The planning process began with a kickoff Open House on September 29, 2007. City Planning Division staff managed the planning process which included publicly noticing and facilitating 37 Steering Committee meetings, helping the SC host four large-scale public open house events, two public input coffees, and 20 interviews with area community organization representatives. City staff also worked with the SC to regularly feature articles in the Northside News, a publication that is sent to all Northside households, and neighborhood association newsletters to share plan process updates and draft plan recommendations. Additionally, the City's neighborhood plan webpage featured neighborhood plan drafts and encouraged public comment throughout the planning process. Also, City staff and members of the SC attended area neighborhood association and other community group meetings, activities, and events to share draft plan recommendations and ask for public input.

It is anticipated that the next step will be a motion from the Board of Parks Commissioners to recommend Plan Commission approval of the plan, including the attached revisions. The Plan Commission will then take up the Final Draft NWS Neighborhood Plan on October 19. It is anticipated that after reviewing the draft plan, motions from past review and approval bodies, and any additional public comment, the Plan Commission will make a final recommendation to the Common Council to adopt the plan.

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



Northport-Warner Park-Sherman Neighborhood Plan

Volume I - Final Draft - June 29, 2009

Table of Contents

Executive Summary.....v

Chapter 1: Introduction.....1

Chapter 2: Strategically Revitalize Key Areas and Guide New Development.....5

Land Use and Redevelopment Goals

Development and Redevelopment Design Concepts

Chapter 3: Create a Unique Identity and Branding.....23

Gateway Corridor Goals and Recommendations

Chapter 4: Enhance Local Economic Development.....27

Economic Development Goals and Recommendations

Chapter 5: Improve Safety and Efficiency of Walking, Biking and Driving.....33

Transportation Goals

Short-term Transportation Recommendations

Long-term Transportation Recommendations

Chapter 6: Enhance Recreation and Sustainability of Green Spaces.....37

Parks, Open Space and Natural Resources Goals and Recommendations

Chapter 7: Enhance and Expand Community Education and Recreation Opportunities.....41

Community Facilities Goals and Recommendations

Chapter 8: Create Stable and Inviting Places to Live.....45

Housing Goals and Recommendations

Neighborhood and Personal Safety Goals and Recommendations

Chapter 9: Implementation.....51

Chapter 10: Adopting Resolution.....55

MAPS

Map 1:	Neighborhood Associations Map.....	vi
Map 2:	Planning Area Map.....	3
Map 3:	Regional Context Map.....	4
Map 4:	Gateway Corridor Improvements Map.....	24
Map 5:	Strategic Improvements for Economic Development Map.....	32
Map 6:	Transportation Improvements Map.....	35
Map 7:	Strategic Improvements for Warner Park Map.....	38
Map 8:	Housing Rehabilitation Zones Map.....	46
Map 9:	Brentwood Village Housing Rehabilitation Map.....	47

FIGURES

Figure 1:	Conceptual Designs of the Raemisch Property.....	vii
Figure 2:	Conceptual Designs along Northport Drive.....	vii
Figure 3:	Potential Redevelopment Sites.....	6
Figure 4:	Conceptual Designs of the Northside TownCenter.....	7
Figure 5:	Phasing Conceptual Designs of the Northside TownCenter.....	9
Figure 6:	Conceptual Designs of the Airport Gateway.....	10
Figure 7:	Conceptual Designs of the Northport - Troy Area.....	13
Figure 8:	Conceptual Designs of the Raemisch Property.....	15
Figure 9:	Private Consultant Conceptual Designs of the Raemisch Property.....	18
Figure 10:	Conceptual Designs of the Northgate - Oscar Mayer.....	19
Figure 11:	Conceptual Designs of the Packers Avenue Frontage Area.....	22
Figure 12:	Gateway Concepts from the Northside Art and Design Charrette.....	25
Figure 13:	Conceptual Designs along Northport Drive.....	26
Figure 14:	Park Concepts from the Northside Art and Design Charrette.....	40

Chapter Six: Enhance Recreation and Sustainability of Green Spaces

The planning area encompasses a wealth of parks, open space, and natural resources. Warner Park, Lake View Hill County Park, Cherokee Conservation Park and Lake Mendota are some of the area's larger parks and natural resources, while some of the smaller neighborhood parks include Windom Park, Berkeley Park, Whitetail Ridge Park and Brentwood Park (*see Volume II, Chapter 7 for background information*).

Maintaining and improving the quality of parks, open space, and natural resources is a high priority theme running throughout the neighborhood plan. This theme is addressed through the following goals, recommendations and strategies.

Parks, Open Space and Natural Resource Goals

Support and encourage sustainability in community improvement efforts to minimize environmental impacts and resource consumption and help ensure all may enjoy the area's natural resources, green space, and recreational opportunities.

- Encourage involvement by neighborhood environmentalists and conservationists in community improvement efforts.
- Develop an interconnected system of parks, greenways, and trails to take advantage of the close proximity to the natural resources within the neighborhood, such as Cherokee Marsh, Lake View Conservation Park, and Mendota State Hospital lands.
- Develop parks adjacent to, or provide a recreational linkage to, public schools or other open space to capitalize on the benefits

provided by combining public-private lands for recreational use.

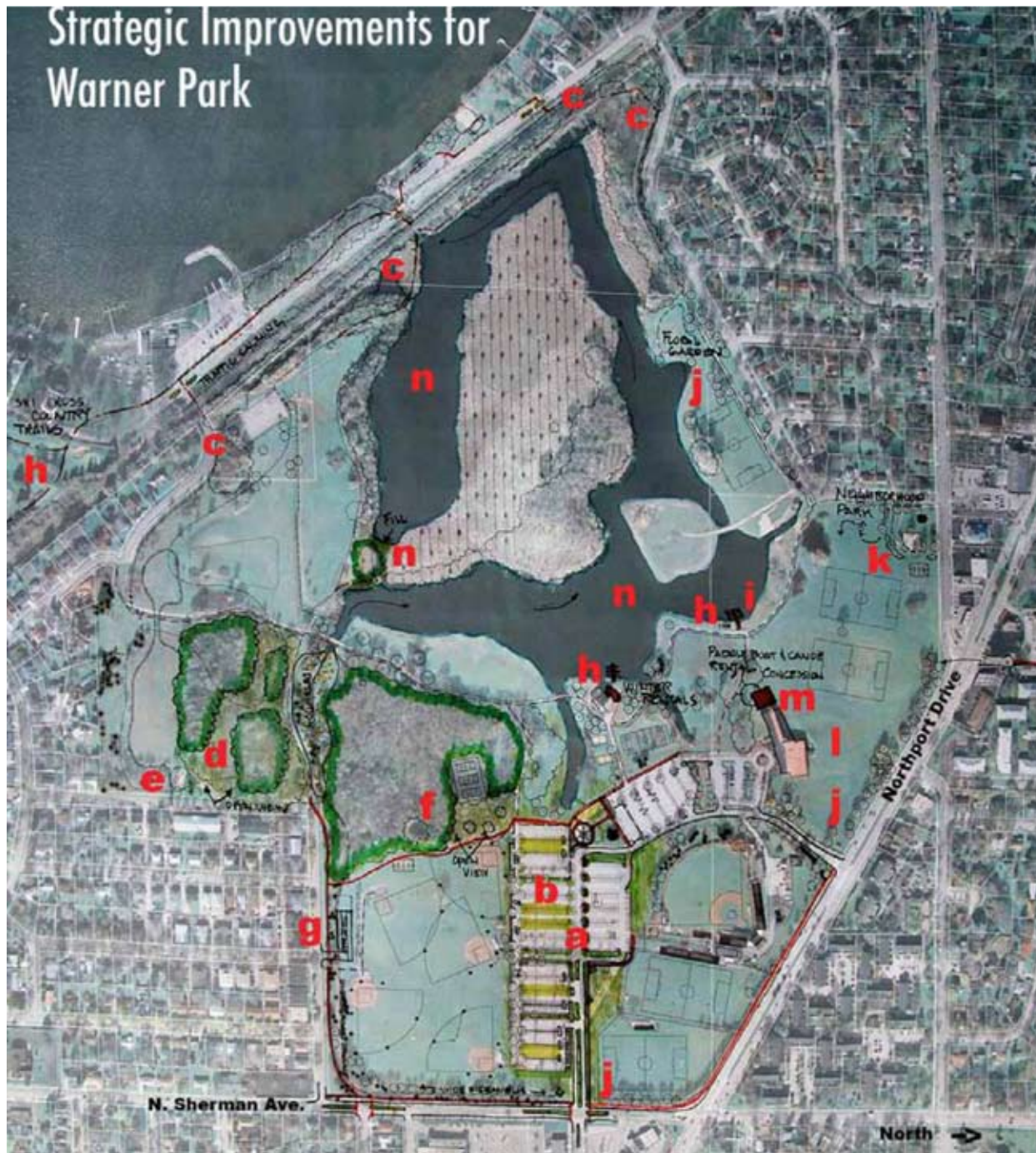
- Improve and enhance the quality of existing park and open spaces, including seasonal activities such as boat rental, ice skating, and cross county skiing.
- Promote neighborhood type, passive recreation uses in community parks.

Parks, Open Space and Natural Resource Recommendations

The recommendations listed below are in priority order as determined by the Steering Committee. (*Also refer to Map 7 Strategic Improvements for Warner Park*)

1. ~~Prepare a~~ Revisit the Land Use Master Plan for Warner Park. As part of ~~the Land Use~~ this Plan:
 - a. Inventory existing uses and evaluate current use level;
 - b. Carefully evaluate natural areas to protect, preserve and enhance habitat for birds, fish and other wildlife;
 - c. Identify future recreational activities with site locations, dimensions, and capacity standards, including Warner Park Community Center expansion, and proposed Warner Park public swimming pool;
 - d. Determine cost estimates; and;
 - e. Evaluate neighborhood impacts.

Land Use Plan Strategic Improvements to Warner Park (see Map 7)



Map 7: Strategic Improvements for Warner Park Map.

- a. Reconfigure the main entrance drives into Warner Park off of North Sherman Avenue and Northport Drive. Install “formal” entrances with public art (see Figure 14), landscaped medians, and improved sidewalk system. Create a central focal point with a predominant feature such as public art at end of drive.
- b. Modify parking lots abutting North Sherman Avenue entrance with either a permeable green paving system or bioswales to provide vegetative cover with minimal loss of parking spaces.
- c. Develop a more extensive path system around the park’s periphery. Connect existing pedestrian gaps and install specific feeder paths to connect with the existing path system. Identify specific locations for benches, picnic tables, trash cans, path lighting, shade trees, or other amenities.
- d. Clear select trees and brush (focusing on invasive species) in the heavily overgrown area off of Monterey Drive to make it more visible and safer for park path users and to improve the habitat for birds and other wildlife. Restore native plantings where appropriate and explore adding meadow management areas and prairies to increase wildlife habitat.
- e. Upgrade Monterey/Warner Park playground area and install a sidewalk leading to it from Monterey Drive.
- f. Clear select trees and brush (focusing on invasive species) near the tennis court (southern end) to make it more visible and safer to park users.

- g. Explore options for additional parking, if needed, to address parking needs in the Monterey/Trailsway area. Relocate some of existing parking to a new, small parking lot off of Trailsway near the existing baseball diamonds.
- h. Evaluate the capacity and cost/benefit of expanding the community center to provide concession and equipment rental space for outdoor activities at the Center or an accessory location, and explore job training for youth at these facilities.
- i. Make Warner Park more of a *winter destination* by considering adding groomed cross country ski trails and snow shoe trails (with potential to connect to Maple Bluff golf course trails), ice skating rink on the lagoon, and rental facilities for skiing and skating in Warner Park.
- j. Add water-related recreational activities in Warner Park such as accessible piers for fishing in the lagoon and canoe and paddle boat pontoon rentals by the lagoon (see Water Quality n. for recommendations to improve water quality). Recreational activities should be limited in scope to prevent adverse impacts to wildlife habitat.
- k. Create small site gathering places in Warner Park for quiet respite, private ceremonies, small site performance art, concerts, etc. Gathering places could include master gardens, benches, public art, water fountains, gazebo, etc. (See Figure 14). Two Three locations to consider include: 1) Main park entrances

at North Sherman and Northport Drive, 2) Forster Drive (northeast corner of Park), 3) ~~island in the lagoon with specific wetland habitat (not in the area for fireworks staging).~~

- l. Enhance the existing playground by the intersection of Troy and Forster Drives: i) add additional age-appropriate play equipment; ii) use accessible fill such as recycled tires; use trees, shrubs and other materials, to create a more well-defined, distinct playground which is visually separate from the larger Warner Park system (maintain sight lines into play area for safety reasons); iii) install small sun shelter with picnic tables; and iv) name the play area to distinguish it as a subarea of Warner Park.
- m. Any consideration of a swimming pool will start with a separate planning process to evaluate the cost/benefit and impacts of a pool to nearby neighborhoods including traffic noise, parking implications, pool use noise, and other potential negative impacts.
- n. ~~Evaluate the capacity and cost/benefit of expanding the community center to provide concession and equipment rental space for outdoor activities at the Center or an accessory location.~~
- o. Work with the Wisconsin Department of Natural Resources State, Dane County and other groups to determine the best way to improve lagoon water quality and fish habitat. Consider the following: Dredge lagoon and use resulting material to fill soccer fields north of WPCRC, and fill a small portion of lagoon between island and the southwest shore to initiate circulation of lagoon water. ~~Also~~ install carp control measures, a lagoon

aerator, and consider options to improve stormwater management to control runoff from impervious surfaces in the park as well as stormwater coming into the park from upstream development.

- 2. Explore options to improve water quality at Warner Park Beach with Wisconsin Department of Natural Resources, Dane County, and City of Madison Parks Division.
- 3. Explore creating a greenway connection and/or wayfinding system between Cherokee Marsh and Conservation Park, Lake View Hill County Park, Warner Park, Mendota Mental Health Hospital, Central Wisconsin Center, Governor's Island and connecting south to Tenney Park. Designating key entrances, installing kiosks with locational maps, and locating wayfinding signage at recreational sites will help inform users of their whereabouts and how to navigate to other Northside open spaces.
- 4. Consider locating a spray park at Warner Park Community Center, Berkley Park, or another appropriate park or open space.
- 5. Evaluate building a footbridge over the culvert at 1158 Woodward Drive to connect the north and south sections of the beach area. See Figure 14 for proposed location and possible bridge design.
- 6. Consider enhancing park amenities such as the changing house/restrooms at both ends of the beach with a play area, additional grills, etc. (see Figure 14).
- 7. Support the Dane County Lake View Hill Master Plan. To improve the connectivity of







Gateways	 <p><i>Concept</i></p>	 <p><i>Example</i></p>
Inviting Spaces	 <p><i>Concept</i></p>	 <p><i>Example</i></p>
Pedestrian Access	 <p><i>Concept</i></p>	 <p><i>Example</i></p>

Figure 14: Concepts from Northside Art & Design Charrette held on April 11, 2009. Participants include: Jeffery Affeldt, Ellen Barnard, Ron Baeseman, Kate Clapper, Mike Gasch, Martha Kauppi, Julia Weaver, Rachel Winkley, and Marcia Yapp.

Lake View Hill Park to Warner Park, explore a pedestrian path along the rear property easement of the 1410-1422 Northport Drive (Lakeview Office and future UW Credit Union site) to Troy Drive.

8. Remove low-growth vegetation along property line between Windom Way Park and Packers Townhouse Apartments to improve the visibility. Explore installing community gardens and soccer field.
9. Consider installing artistic screen panels between the sidewalk and road along Woodward Drive to create an attractive buffer between pedestrians and traffic. Explore ways to involve area children/youth in designing and installing panels. See Figure 14 for recommended screen location and possible designs.
10. Consider adding a play structure and half-court basketball to Brentwood Village Park.

Chapter Eight: Create Stable and Inviting Places to Live

Throughout the planning process, the NWS SC discussed and debated issues of neighborhood stability and personal safety. The group carefully developed strategic goals and recommendations to address these issues.

When people feel a sense of stability in their homes and neighborhoods, they experience a higher quality of life. Stable and inviting places to live include high quality housing, which is owned and rented by people who take responsibility for the appearance and upkeep of their homes. These folks might also enjoy working with each other to help maintain public gathering spaces, address neighborhood problems, and organize block parties, picnics, neighborhood fundraisers and other engaging activities.

Stable and inviting places to live are themselves deterrents to negative behavior and crime. Where there are engaging, enriching neighborhood activities and attractive surroundings, there are also residents with a sense of civic respect and pride. Inviting places to live will, in turn, continually attract new people who also take pride in their homes and neighborhoods.

The following goal and recommendations provide a guide to the planning area's neighborhoods, community organizations and City agencies on how to address the area's housing and safety issues. The recommendations also incorporate ways to build upon assets and opportunities in the area to better address the issues.

There is a sub-team of City agency and community representatives that has begun strategizing and taking action to address housing and neighborhood and personal safety issues in the Brentwood-Trailway area. Strategies from this sub-team are included in this chapter and

are intended to be applicable to other parts of the planning area that have experienced similar housing and safety challenges.

Housing Goal

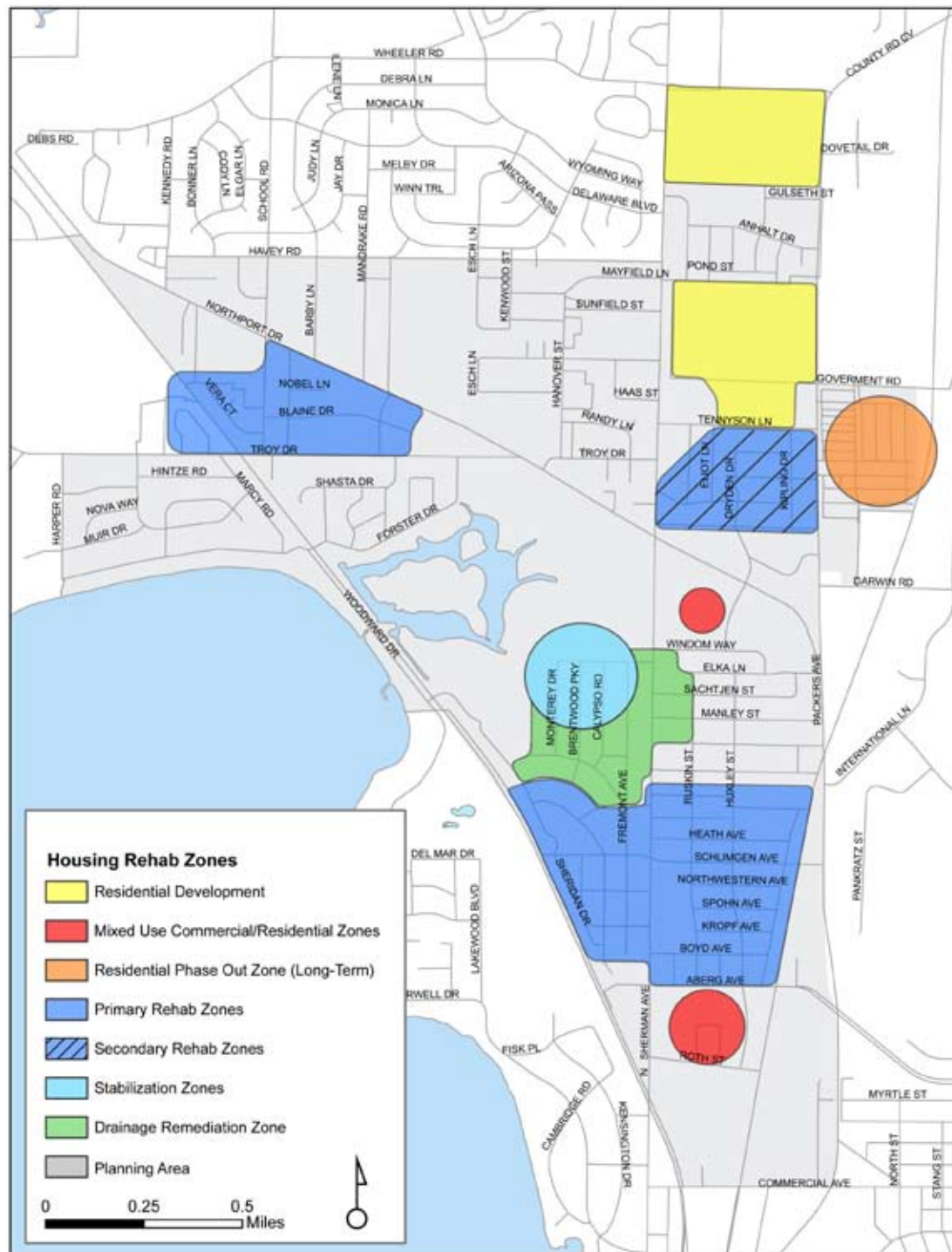
Stable, inviting residential areas with preservation of existing single-family, owner-occupied areas and well-kept and rehabilitated housing throughout the Northside.

Housing Recommendations

The recommendations listed below are in priority order as determined by the Steering Committee. *(Also refer to Map 8 Housing Rehab Zones and Map 9 Housing Rehab Target Areas)*

1. Sustain a mix of available housing types including: single-family, owner-occupied, rental, multi-unit or multifamily, senior housing, affordable housing, and also encourage development of housing in the upper ranges of the current market.
2. Preserve single-family housing character in residential areas. Specifically, explore rezoning the southern end of the Sherman Neighborhood from R4 to R3, or equivalent zoning classification, to retain existing single-family and two-family character. Consider preserving the following design characteristics:

Design of new residential structures should follow the basic design patterns of the existing houses found in the neighborhood. These include size (ca. 800-1500 square feet on ground level, typically one to three bedrooms); height (one to two stories); and main roof



configuration (gabled roofs, including single gable, two perpendicular gables). Roof pitch for new residential structures should be within the range found on houses on that block. In cases where a new residential built to replace a house formerly located on the lot, the new structure should follow the same footprint (placement and outline on lot) as the former house. Exceptions may be made if the original house was placed off center (side to side) or its set-back was not in the range of contributing houses. If the original house was exceedingly small, the replacement house may be larger but should be within the size range of contributing houses.

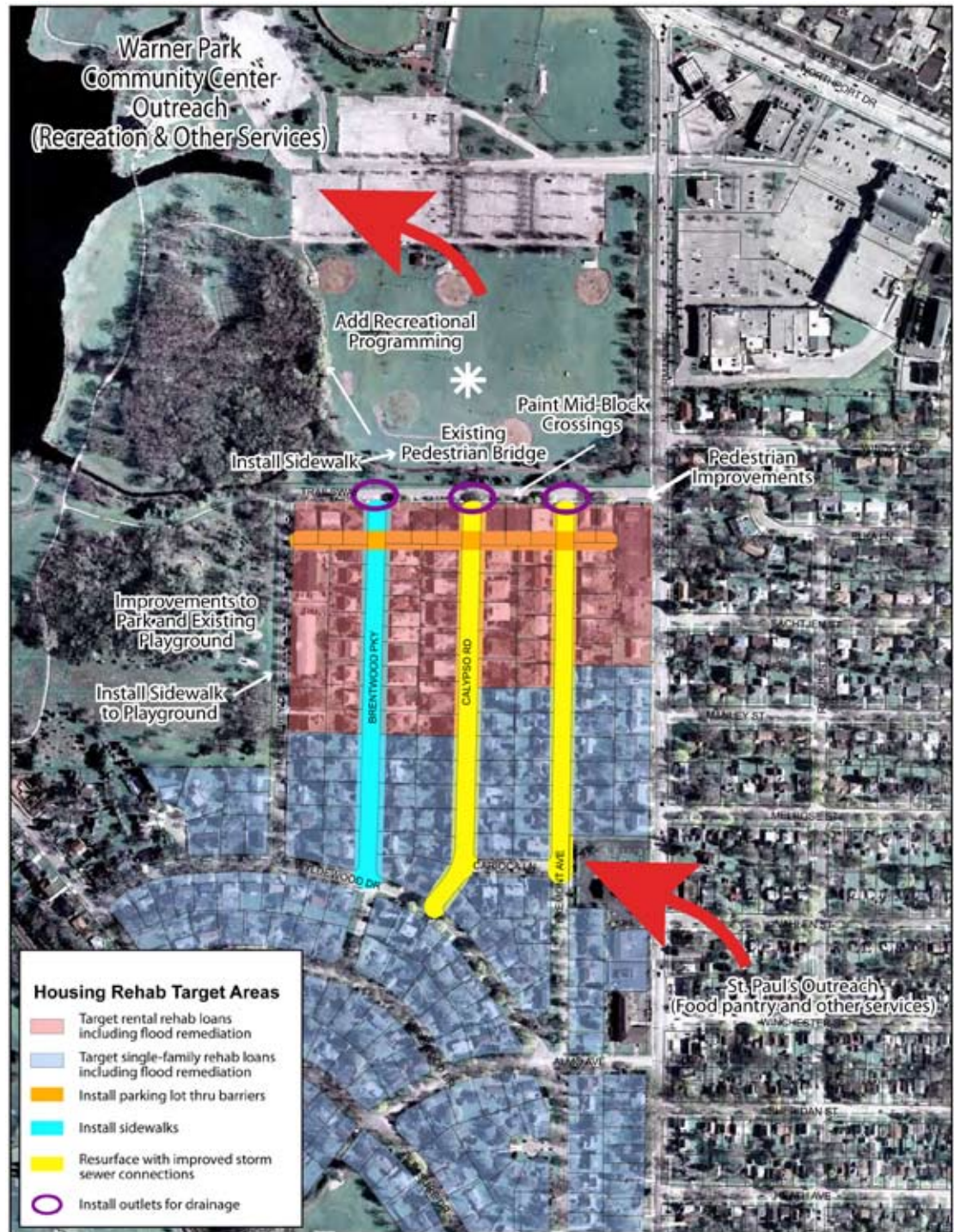
3. Explore and consider neighborhood stabilization options for emerging neighborhood areas including Brentwood, Karstens, Kipling, and Vera Court; include landlord training, property inspection and maintenance, and local hiring of residents for property management or neighborhood improvement activities. 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.
4. Explore options to encourage quality management and improved screening processes for rental residential units through partnerships and training sessions with the Apartment Association of South Central

Map 8: Housing Rehabilitation Zones Map.

Wisconsin, Tenant Resource Center, North Police District, landlords, neighborhood associations and other organizations.

5. Discourage existing owner-occupied housing from transitioning to rental housing or vacancy for an excessively long time period.
6. Work with local employers such as Corbin Business Park, Dane County Regional Airport, Dane County Airport Park, Madison Area Technical College, Kraft-Oscar Mayer, and with the Northside Business Association, real estate agents, and financial institutions to promote and market the Northside as a place to purchase a home or rent long term.
7. In the Vera Court area, explore options to: 1) coordinate housing, neighborhood center and residents; 2) retain affordable housing options; and 3) support continued operation of the Vera Court Neighborhood Center.
8. Promote and improve access and information about the availability of homebuyer loans, down payment assistance, and rehabilitation loans by publishing information in neighborhood publications and setting up counseling sessions with individuals. Market programs through the Northside News, neighborhood newsletters, and direct mail, and setup informational meetings with financial, real estate, and area landlords.

Map 9: Brentwood Village Housing Rehabilitation Strategy Map.



9. Provide property owners with information on green building/rehabilitation alternatives for planned construction and improvement projects.
10. Encourage the 1) use and/or development of foreclosure prevention counseling programs; 2) early tenant notification of foreclosure proceedings and tenant rights; and 3) monitoring of property, and quick action if necessary, of building code or safety violations.

Brentwood Village Stabilization Strategy

Stabilize the northern portion of the Brentwood Village area through a multifaceted approach to address housing maintenance, management, and neighborhood environment:

1. Communication

- Support the Brentwood Neighborhood Association and the continuation of the Brentwood Village landlord meetings.
- Establish subgroup of the North Neighborhood Resource Team (NRT) to be the conduit of information flow and to monitor improvements in the Brentwood area. This subgroup would communicate with the Brentwood Neighborhood Association, District Alderperson, Neighborhood Guidance Team, Northside Planning Council, and area stakeholders.
- Support the publication of a neighborhood newsletter to residents and landlords.

2. Property Maintenance and Improvement

- Check building approval permits/ approvals for parking lots “barriers” and parking lot lighting to ensure all building codes are in compliance.
- Interior and exterior systematic inspection for area bounded by Trailsway on the north, Fremont on the east, Monterey on the west, Wyldewood on the south.
- Develop a tracking system to monitor property code violations for district alderperson, North Neighborhood Resource Team, and city and non-city stakeholders to use.
- Targeted outreach of rehabilitation loan programs for single-family and multifamily structures, including eligible loans for drainage improvements by direct mail to property-owners and publishing information in neighborhood publications.

3. Property Management

- Conduct training sessions for landlords on applicant screening through the North Police District and provide information on rental agreements, and tenant resources.
- Work with individual property owners to identify issues and to develop plan of action to address issues.

4. Property Acquisition

- Inform affordable housing service providers of building pre-foreclosures, foreclosures, or for sale properties.
- Targeted outreach of home downpayment and home purchase programs for single-



Image 27: Photo of the North District Police Station.



Image 28: Photo of cohousing development at Troy Gardens.

family and multifamily structures.

- Aggressively target citywide real estate agents, financial institutions, and other entities to promote the Northside and its assets.

5. Improve Streets and Sidewalks

- Install new inlets on Trailsway, install storm sewers on Calypso and Fremont, and secure drainage easements on private property to address drainage issues.
- Install sidewalks on all or a portion of Brentwood Parkway to improve pedestrian safety.
- At the time Calypso Road and Fremont Avenue are resurfaced, explore streetscape improvements such as tree planting in the right-of-way.
- Install a sidewalk leading from Monterey Drive to Monterey Drive/Warner Park playground.

6. Community Safety

- Continue to maintain police presence and quick response to safety concerns.

7. Neighborhood Engagement and Involvement

- Explore stronger linkage between Brentwood Neighborhood Association, area centers of worship, Lakeview Public Library, Northside Timebank, Warner Park Community Recreation Center,

Northport/Packers Community Learning Center, Kennedy Heights Community Center, and Vera Court Neighborhood Center.

- Work with Brentwood Neighborhood Association, Northside Planning Council, area service providers to distribute information and/or improve outreach of services and programs offered within the Northside. If feasible, investigate providing recreational programming in Warner Park in close proximity to the neighborhood.
- Investigate strategies to engage residents in knowing their neighbors and participating in neighborhood-related events.

8. Park Improvements

- Expand Monterey/Warner Park playground.
- ~~Clear select trees and brush in the heavily overgrown area off of Monterey Drive to expand the types of activities that could occur there.~~ Clear select trees and brush (focusing on invasive species) in the heavily overgrown area off of Monterey Drive to make it more visible and safer for park path users and to improve the habitat for birds and other wildlife. Restore native plantings where appropriate and explore adding meadow management areas and prairies to increase wildlife habitat.
- Investigate placement of ~~a neighborhood type soccer field or~~ community

gardens by the Monterey/Warner Park playground area.

at neighborhood meetings, community events, and youth programs.

will help deter crimes of opportunity.

Neighborhood and Personal Safety Goals

- Encourage positive communication and collaboration between the North Police District and the community and encourage police participation in neighborhood and community-wide events, activities, and programs.
- Create welcoming and engaging public gathering spaces, shopping and dining destinations, and parks and open spaces and improve perceived and real safety of these areas through strategic layout and design that includes benches, welcome banners, streetlamps, etc. that are visually coordinated with a design theme.

Neighborhood and Personal Safety Recommendations

The recommendations listed below are in priority order as determined by the Steering Committee.

1. Continue to develop and enhance communication mechanisms between the North Police District, property-owners, neighborhood associations, individual neighborhood residents, Northside Business Association and Northeast Senior Coalition
 - a. Emphasize the need for residents to notify the Police Department of suspicious activities.
 - b. Educate the public about actual crime statistics via the Northside News, North District News, Annual Public Safety Forum, and police attendance
2. Develop relationships and partnerships between landlords/managers of apartment complexes and the North Police District. Provide training, support, and access to information for landlords to deal with tenant issues and maintain safe, well-managed facilities.
3. Explore and consider developing and scheduling activities and events for open spaces, such as Warner Park, Windom Park, and the parking lot of the Northside TownCenter, to encourage positive use of these public and private spaces.
4. Explore establishing partnerships between neighborhood associations, apartment complexes, and the North Police District to implement community empowerment activities such as resident led Neighborhood Walk and Watch Programs and National Night Out events.
5. Explore installing additional dark skies compliant lighting and upgrading existing lighting to improve visibility and illumination in public and private places in key areas such as the Kipling Drive area.
6. Consider increasing the visibility of police patrols at key times and places, and encourage positive police contact with at-risk populations.
7. Set up training sessions to educate residents about locking/securing property, Crime Prevention Through Environmental Design tactics, and other prevention strategies that