



Schenk-Atwood Neighborhood Business District Master Plan

**Prepared for the Schenk-Atwood Revitalization Association (SARA)
and the City of Madison**

Adopted as a supplement to the 2000 Schenk-Atwood-Starkweather-Worthington Park
Neighborhood Plan by the City of Madison Common Council on July 3, 2001
by Resolution No. 58505, Legislative File ID 29120

**SCHREIBER/ANDERSON ASSOCIATES, INC.
BEST Real Estate Group, Inc.  Design Coalition, Inc.**

December 7, 2000

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EXECUTIVE SUMMARY

December 7, 2000



Schenk-Atwood Neighborhood
Business District Master Plan

INTRODUCTION

In February 2000, the Schenk-Atwood Revitalization Association (SARA), and the City of Madison jointly commissioned Schreiber/Anderson Associates, Inc., BEST Real Estate, Inc., and Design Coalition, Inc. to prepare a detailed Master Plan and Implementation Strategy for the Schenk-Atwood Business District. The Master Plan focused on the Schenk-Atwood commercial district, generally defined by East Main Street on the north, Dunning Street on the east, Eastwood Drive on the south, and First Street on the west. The study area also included Schoep’s and the Jenifer Street Market area south of Eastwood Drive.

The primary purpose of the Master Plan is to build on the district’s strengths and assets by providing comprehensive guidelines for improvements to land use and business mix, transportation, parking, streetscape design, and district character over the next 10-15 years. The plan builds on the general recommendations for the business district stated in the Schenk-Atwood-Starkweather-Worthington Park Neighborhood Plan. This plan is intended as a tool to guide investment decisions by the City, public agencies, developers, business owners, property owners and others and to minimize the impacts of unguided planning decisions and parcel-by-parcel development.

The master plan document is highly graphic, providing the reader with eye-level and aerial photographs of the district to describe the existing conditions and character of the area. The plan also includes plans and sketches to illustrate recommendations such as desired development patterns and potential changes to streets and intersections.

PUBLIC PROCESS

The Schenk-Atwood Business District Master Plan was developed as part of a thorough public review and input process. A Master Plan Steering Committee was established to coordinate the project with members who represent the interests of the business district, including business and property owners, developers, residents, Alderperson Judy Olson, and Archie Nicolette from the City Department of Planning and Development. **A total of 18 meetings were held to discuss the plan and solicit public input, and numerous interviews were conducted with individual business owners, property owners, developers and residents throughout the planning process.** Preliminary plans and sketches were displayed in the storefront of Design Coalition on Atwood Avenue and an e-mail listserve was set up to receive public comment.

MASTER PLAN GOALS

The Schenk-Atwood Master Plan Steering Committee drafted the following Mission Statement and goals based on public input from Community Forums:

The Schenk-Atwood Neighborhood Business District Master Plan is a comprehensive planning and implementation process to guide the physical and economic revitalization of the Schenk-Atwood Neighborhood Business District. This planning process will build a partnership among business owners, property owners, residents, and the City to frame a long-term vision for the district and a coordinated strategy to achieve that vision.

1. Enhance the business mix, including neighborhood-oriented and community destination businesses, that fit the scale and character of the district and strengthen the district as an activity center.
2. Provide clear and efficient automobile circulation to the business district while strengthening pedestrian, bicycle and transit access and improving connections between the district and the adjoining neighborhood.
3. Strengthen visual character of the district through streetscape improvements, public space development, attractive entrances, historic preservation and architectural guidelines for new buildings and rehabilitation of existing buildings.
4. Provide adequate parking to support the business district in a manner that promotes efficient land utilization and an attractive streetscape character.
5. Promote a range of infill development opportunities that provide more residential choices and business opportunities that serve the neighborhood.
6. Develop funding strategies with the City and neighborhood and business/property owners to implement plan recommendations. Consider TIF as the primary funding tool to implement redevelopment opportunities and public improvements.
7. Create a business association to promote and manage the needs of the business district.



Schenk’s Corners at the intersection of Atwood Avenue and Winnebago Street



West gateway to the Schenk-Atwood Business District on Eastwood Drive from Williamson Street



Rail corridor at Second Street and East Main Street

MASTER PLAN RECOMMENDATIONS

A comprehensive list of Master Plan recommendations was prepared for the Schenk-Atwood Business District based on a review of recent plans and information, an inventory and analysis of existing conditions, an assessment of market potential, worksessions with the steering committee and City staff, and public input sessions. Short-term projects that will establish a framework for neighborhood rehabilitation, business improvements and new development activities were also identified.

Transportation Recommendations

Traffic Circulation
In the mid 1970’s, major street improvements were implemented in the Isthmus area in the Schenk-Atwood Business District to redirect traffic away from neighborhood streets. While these improvements were helpful in reducing traffic congestion in the neighborhood, they also isolated the business district, resulting in difficulty and confusion for customers to find and enter the district. The Schenk-Atwood Business District Master Plan recommends that the historic traffic patterns and the relationship of Schenk’s Corners to the arterial street system be re-established while continuing to allow commuters to bypass the district on Eastwood Drive and First Street. Several intersection and street design improvements have been recommended in the master plan, including the redesign of the intersections at Winnebago Street/Eastwood Drive (west) and Atwood Avenue/Eastwood Drive (east) to provide two-way access and egress for the district.

Pedestrian and Bicycle Accommodations
The Schenk-Atwood Business District is located at the center of several neighborhoods, and many community residents traverse the district on foot or by bicycle to reach work, school, or other destinations. Currently, arterial streets and the rail corridor are barriers that present challenges for safe pedestrian and bicycle access through and around the district. The master plan recommends several pedestrian and bicycle circulation improvements, including safer street crossings, additional sidewalks such as Amoth Court, parking lot designs that provide dedicated walkways, and improved bicycle paths.

Mass Transit
According to the 1998 Isthmus 2020 Committee Report, more than 50% of neighborhood residents in this area journey to work by means other than single occupancy vehicle. The master plan recommends improved bus connections and facilities and future commuter rail service to enhance transportation choices for residents, visitors and customers and to strengthen the connections between the business district and the community.

Parking Recommendations

The Schenk-Atwood Business District includes a system of public and private parking facilities that collectively support the district’s customer, employee and resident parking needs. While the interviews conducted during the planning process did not indicate a parking problem, it is important to maintain an adequate, convenient and attractive parking supply to meet the district’s current and future parking needs and enhance the economic success of the

business district. The master plan recommends additional areas where on-street and off-street parking can be provided, opportunities for shared parking, and zoning ordinance changes that allow greater flexibility for businesses to meet their parking requirements.

Redevelopment Recommendations

A number of recent initiatives including Isthmus 2020 and the Dane County BUILD program have encouraged infill development and the renovation of existing building stock in areas where there is already an existing infrastructure as sound, “smart growth” policy. Analysis of the business district indicates that large parts of the district have been assembled in common ownership, and interviews with property owners indicate a strong interest to redevelop and/or rehabilitate these properties. The master plan identifies several sites for both short-term and long-term development, rehabilitation and historic preservation, and provides design guidelines for how these sites should be developed to achieve a unified and coordinated land use pattern that complements and enhances the character of the neighborhood.

Business Mix
In the early 1900s, the Schenk-Atwood Business District was considered the “downtown” of eastside Madison. Today, surrounded by a stable housing stock, neighborhood schools and churches, and convenient public transportation, the Schenk-Atwood neighborhood retains strong viability and is considered to be one of Madison’s most successful neighborhood retail districts. The master plan recommends building on this foundation by recruiting new neighborhood-serving and community destination businesses, and by clustering related businesses together that complement one another and the adjoining land use mix and traffic patterns.

Streetscape and Open Space Recommendations

Enhancing the streetscape and visual character of the Schenk-Atwood Business District will be necessary to create a stronger identity for the district as a retail destination and to establish a pedestrian character that reflects the best principles of traditional “Main Street” design. The master plan recommends several improvements to enhance the visual and pedestrian character of the business district focusing on developing a Town Square at Schenk’s Corners as a focal point for the district, expanding open spaces and landscaped areas, creating attractive entrances to the district, and providing streetscape improvements.

Design Guidelines

General design guidelines were prepared for the Schenk-Atwood Business District to address how new development and rehabilitation can preserve and enhance the historic architectural character of the area, including:

- Preservation of historically significant buildings.
- Rehabilitation of commercial and residential buildings to enhance their traditional design features.
- How new infill development can complement the scale and character of the adjoining historic buildings and maintain the integrity of the historic block face.

The master plan recommends that a committee be formed to prepare detailed design guidelines, and then to use these guidelines to review proposed projects. It is recommended that this be a consensus-based body of neighborhood stakeholders, including members from both SARA and the Schenk-Atwood-Starkweather-Yahara Neighborhood Association (SASY).

IMPLEMENTATION STRATEGY

A key component to any master planning work is the ability to implement the plan’s recommendations. There needs to be an organized structure to coordinate and monitor implementation priorities. The Schenk/Atwood Revitalization Association (SARA) has played an important role in the neighborhood for over 20 years, installing beautiful neighborhood gardens, spearheading an elderly housing development on an underutilized site, assisting in a land swap with the City of Madison to make way for the development of the Eastwood Court Apartments, and participating in the purchase and renovation of the Barrymore Theatre to retrieve it from an undesirable use to the live performance venue it is today. **The master plan recommends that SARA, working closely with the City and the neighborhood, should assume the leadership role in implementing the master plan.** SARA should organize into a project management team (PMT) with a structure of subcommittees similar to the Bassett Neighborhood PMT. The plan outlines the key steps that this new organization should undertake to guide implementation.

The implementation strategy prioritizes the following public projects for implementation:

- Intersection reconstruction to improve traffic flow
- Development of a Town Square at Schenk’s Corners
- Gateway entrance improvements
- Pedestrian crossing improvements
- Bicycle circulation improvements
- Improved bus connections and facilities
- Landscape, public art and park improvements for the Isthmus Bicycle Parkway
- Street reconstruction coordinated with new development

The plan also identifies a possible phasing strategy for redevelopment activities, and how public infrastructure improvements should be coordinated with these activities.

Finally, the plan recommends that a Tax Incremental Financing District (TIF) be created for the business district, based on the real possibility that a number of significant developments will occur at the Dean Clinic site, the Bank One site and the Central Atwood area. It will be desirable to capture the income derived from these developments to fund public improvements recommended for the business district.

1.0 INTRODUCTION

In February 2000, the Schenk-Atwood Revitalization Association (SARA), and the City of Madison jointly commissioned Schreiber/Anderson Associates, Inc., BEST Real Estate, Inc., and Design Coalition, Inc. to prepare a detailed Master Plan and Implementation Strategy for the Schenk-Atwood business district. The Master Plan focused on the Schenk-Atwood business district, generally defined by East Main Street on the north, Dunning Street on the east, Eastwood Drive on the south, and First Street on the west. The study area also included Schoep's and the Jenifer Street Market area south of Eastwood Drive. **Figure 1** on page 6 provides a map of the study area, and **Figures 1A and 1B** on pages 7-8 provide a series of aerial photo views of the study area.

A master plan and implementation strategy for the Schenk-Atwood Business District was specifically prioritized as a recommendation in the adoption resolution for the Schenk-Atwood-Starkweather-Worthington Park Neighborhood Plan, adopted by the Madison Common Council in January 2000. The master plan has been funded by private donations and public funding through the City of Madison Department of Planning and Development and the City of Madison Community Development Block Grant (CDBG) Neighborhood Planning Program. The CDBG funding was approved by the steering committee for the Schenk-Atwood-Starkweather-Worthington Park Neighborhood Plan.

The primary purpose of the Master Plan is to provide comprehensive guidelines for improvements to land use and business mix, transportation, parking, streetscape design, and district character over the next 10 to 15 years to enhance and strengthen the business district's already established ability to serve the neighborhood and community. The plan builds on the general recommendations for the business district stated in the Schenk-Atwood-Starkweather-Worthington Park Neighborhood Plan. The plan is intended as a tool to guide short-term and long-term investment decisions by the City, public agencies, developers, business owners, property owners and others that will minimize the impacts of unguided planning decisions and parcel-by-parcel development.





Figure 1 Study Area Map



Overview of the Schenk-Atwood Business District looking east. Winnebago Street and Atwood Avenue cross at Schenk's Corners at the center of the photo. Eastwood Drive is on the right and the railroad corridor is on the left.



View of Schenk's Corners at the intersection of Atwood Avenue and Winnebago Street, looking north. The historic Bank One and Anchor Bank buildings are at the left and right of the intersection, respectively.

Figure 1A Study Area Aerial Views



View of central Atwood Avenue looking north. Amoth Court is at the left and Eastwood Drive is at the bottom. The United Way building was under construction when this photo was taken.



View of the First Street, Winnebago Street and Eastwood Drive intersection looking north. Trinity Lutheran Church is at the center of the photo.

Figure 1B Study Area Aerial Views

Public Process

The Schenk-Atwood Business District Master Plan has been developed over the last year as part of a thorough public review and input process. A Master Plan Steering Committee was established to coordinate the project, review consultant recommendations and solicit public input on plan recommendations. The Steering Committee included representatives from various groups within the business district including the Alderperson, the Schenk-Atwood-Starkweather-Yahara Neighborhood Council (SASY), the Schenk-Atwood Revitalization Association (SARA), business owners, property owners, developers, residents, and the City of Madison Department of Planning and Development.

A total of 18 meetings were held during the planning process to discuss the plan and solicit public input. These meetings included four community forums, eight steering committee meetings, two city staff review meetings, two work sessions with City Planning and Development and Transportation staff, one meeting with SARA, and one meeting with SASY. A schedule of meetings conducted during the planning process is included in the Appendix. In addition to the public meetings, numerous interviews were conducted with individual business owners, property owners, developers and residents throughout the planning process. A list of interviews is also included in the Appendix of this report.

Master Plan Goals

The Schenk-Atwood Master Plan Steering Committee drafted the following Mission Statement at the outset of the planning project based on input received at the initial public forum:

The Schenk-Atwood Neighborhood Business District Master Plan is a comprehensive planning and implementation process to guide the physical and economic revitalization of the Schenk-Atwood Neighborhood Business District. This planning process will build a partnership among business owners, property owners, residents, and the City to frame a long-term vision for the district and a coordinated strategy to achieve that vision.

The following goals were established and refined at public meetings throughout the planning process:

1. Enhance the business mix, including neighborhood-oriented and community destination businesses that fit the scale and character of the district and strengthen the district as an activity center.
2. Provide clear and efficient automobile circulation to the business district while strengthening pedestrian, bicycle and transit access and improving connections between the district and the adjoining neighborhood.
3. Strengthen the visual character of the district through streetscape improvements, public space development, attractive entrances, historic preservation and architectural guidelines for new buildings and rehabilitation of existing buildings.
4. Provide adequate parking to support the business district in a manner that promotes efficient land utilization and an attractive streetscape character.
5. Promote a range of infill development opportunities that provide more residential choices and business opportunities that serve the neighborhood.
6. Develop funding strategies with the City and neighborhood and business/property owners to implement plan recommendations. Consider TIF as the primary funding tool to implement redevelopment opportunities and public improvements.
7. Create a business association to promote and manage the needs of the business district.

Coordination with Other Plans

The Schenk-Atwood Business District Master Plan incorporates planning recommendations and principles from several other planning documents that relate specifically to the Schenk-Atwood Business District or its context within the Madison Isthmus area.

Schenk-Atwood-Starkweather-Worthington Park Neighborhood Plan, January 2000

This neighborhood plan was prepared over the past two years and adopted by the City of Madison in January 2000. The neighborhood planning area, which is bordered by East Washington Avenue, Starkweather Creek, Lake Monona and First Street, includes the Schenk-Atwood Business District study area. The neighborhood plan recognized the importance of the Schenk-Atwood Business District to the neighborhood and identified recommendations to attract neighborhood - oriented businesses, maintain an attractive historic appearance and promote the business district as a shopping destination. In addition, the neighborhood plan supported a mix of transportation modes that would make the business district pleasant to traverse and easy to use for shoppers and consumers. Traffic objectives included reducing and slowing automobile traffic on Atwood Avenue, increasing the ease of walking and bicycling, and facilitating the use of mass transit.

Isthmus 2020 Committee Report, A Guidebook For A Model Isthmus, June 1998

The Isthmus 2020 Committee Report approved by the Common Council in June 16, 1998, discusses the physical attributes of traditional neighborhoods and encourages their application to guide the development and redevelopment for all Isthmus neighborhoods and retail districts. These attributes include:

- Walkable size and density
- Neighborhood boundaries, edges and gateways
- Street grid pattern and narrow streets
- Mix of uses in neighborhood main streets
- Housing diversity
- Parks and community spaces
- Defining views
- Historic character and design

The report specifically cites Atwood Avenue as a good example of a neighborhood “main street” that contributes a greater sense of place for the neighborhood and adds an important element of convenience for nearby residents who are not required to drive long distances to take care of their daily shopping needs. The report also prioritizes the Isthmus as a good place to live and work. It encourages the renovation of existing housing stock and the development of new housing that fits the neighborhood character as an important component of redevelopment activities.

Marquette-Schenk-Atwood Neighborhood Plan, April 1994

This neighborhood plan, adopted in 1994, includes the Schenk-Atwood Business District within its planning area, bordered by East Washington Avenue, Division Street, Lake Monona and Blair Street. Among other recommendations, the plan prioritizes the revitalization of the Schenk-Atwood-Winnebago commercial area, the redevelopment of the east railroad corridor and the development of affordable and quality housing opportunities throughout the neighborhood.

Dane County BUILD Program

In 1998, Dane County established the Better Urban Infill Development Program (BUILD) to assist local governments in preparing plans that promote infill development and traditional neighborhood principles. New residential development and renovation of existing housing are promoted as part of an urban revitalization strategy to improve local property values, generate new customers, and improve commercial and service opportunities. Two projects near the Schenk-Atwood Business District have been funded through the BUILD program: East Washington Avenue BUILD and Williamson Street BUILD. While not funded through the BUILD Program, the Schenk-Atwood Business District Master Plan supports BUILD principles, including:

- Encourage development in areas where there is already existing infrastructure
- Provide jobs near services
- Enhance existing neighborhoods and businesses
- Avoid developing productive farmland
- Provide more residential choices for the community
- Clean up contaminated sites
- Encourage mixed-use development and provide a range of infill development opportunities
- Encourage a public discussion and input in community plans

Schenk-Atwood, A Walk Through Traditional Neighborhood Design, October 1995

Design Coalition, Inc., as part of the 1995 Alternate Parade of Homes, prepared a promotional brochure describing the principles of traditional neighborhood design and how they apply to the Schenk-Atwood Neighborhood. The brochure highlighted the features that make the neighborhood special, including defined edges and gateways; street grid; walkable size and density; diversity and mix; schools, churches and institutions; parks and community spaces; neighborhood business district; and attractive views and vistas.

Schenk-Atwood Neighborhood Development Strategy, June 1985

This neighborhood plan, adopted in 1985, highlighted initiatives that would be needed to improve and revitalize the Schenk-Atwood Neighborhood. The plan, which focused on a large geographic area between East Washington Avenue and Starkweather Creek, included the Schenk-Atwood Business District. Plan goals included revitalization of the business district by recruiting a competitive specialty retail and business mix, strengthening SARA as the lead organization for monitoring implementation activities, and increasing availability of cooperative or multiple-unit housing to allow elderly residents to remain in the neighborhood.

Yahara River Parkway and Environs Master Plan, June 1988

This master plan describes the history of the Yahara River Parkway and makes recommendations for neighborhood rehabilitation, new infill development, parks and open space development, and transportation facilities, with a priority on pedestrian and bicycle accommodations adjoining the river. The plan also includes an implementation and financing strategy.

Dane County Commuter Rail, Feasibility Study: Phase I Report—Recommended Next Steps for Madison's Transit Future, September 1998

A preliminary study of operations, ridership and cost of a regional commuter rail service. Possible transit stops in the Isthmus are identified.

Description of the Business District

The Schenk-Atwood Business District, which is geographically located at the center of several neighborhoods, serves the needs of these neighborhoods as a business district and activity center. **Figure 2** describes the neighborhood context, key institutions, activity centers, retail destinations and open spaces that occur in and around the Schenk-Atwood Business District. **Figure 3** shows the location of the Business District in relation to its Isthmus context and other adjoining neighborhood retail districts, arterial street patterns and open space corridors.

The Schenk-Atwood Business District is considered to be one of the more successful neighborhood retail districts in Madison for many reasons, including its relationship to the neighborhood and its mix of retail, service, institutional, entertainment and residential uses. The district is both a neighborhood-serving and community retail district and an incubator for many successful new small service and retail businesses. Two prominent industrial uses, Schoep's Ice Cream and Anderson-Thomas, are located in the district and serve as a job base for the neighborhood and community. The district includes several buildings that are considered community and neighborhood-serving focal points and destinations such as the Barrymore Theatre, Jenifer Street Market, Blue Plate Diner, Second Street Post Office, Trinity Lutheran Church and United Way.

The business district has a diverse mix of architecture styles including several historic buildings and landmarks such as Schenk's Corners, the Barrymore Theatre, the East Side Bakery Building, and the Hoffman-Kennedy Dairy Horse Barn.

The business district has good transportation connections through a network of arterial streets, a regional bikeway corridor, several bus routes, and a potential future commuter rail connection. Physically, the Schenk-Atwood Business District is part of a walkable neighborhood where children, older people and non-drivers are active and independent because of the proximity of local businesses and the availability of several alternative transportation modes. According to the 1998 Isthmus 2020 Committee Report, more than 50% of neighborhood residents in this area journey to work by means other than single occupancy automobiles.



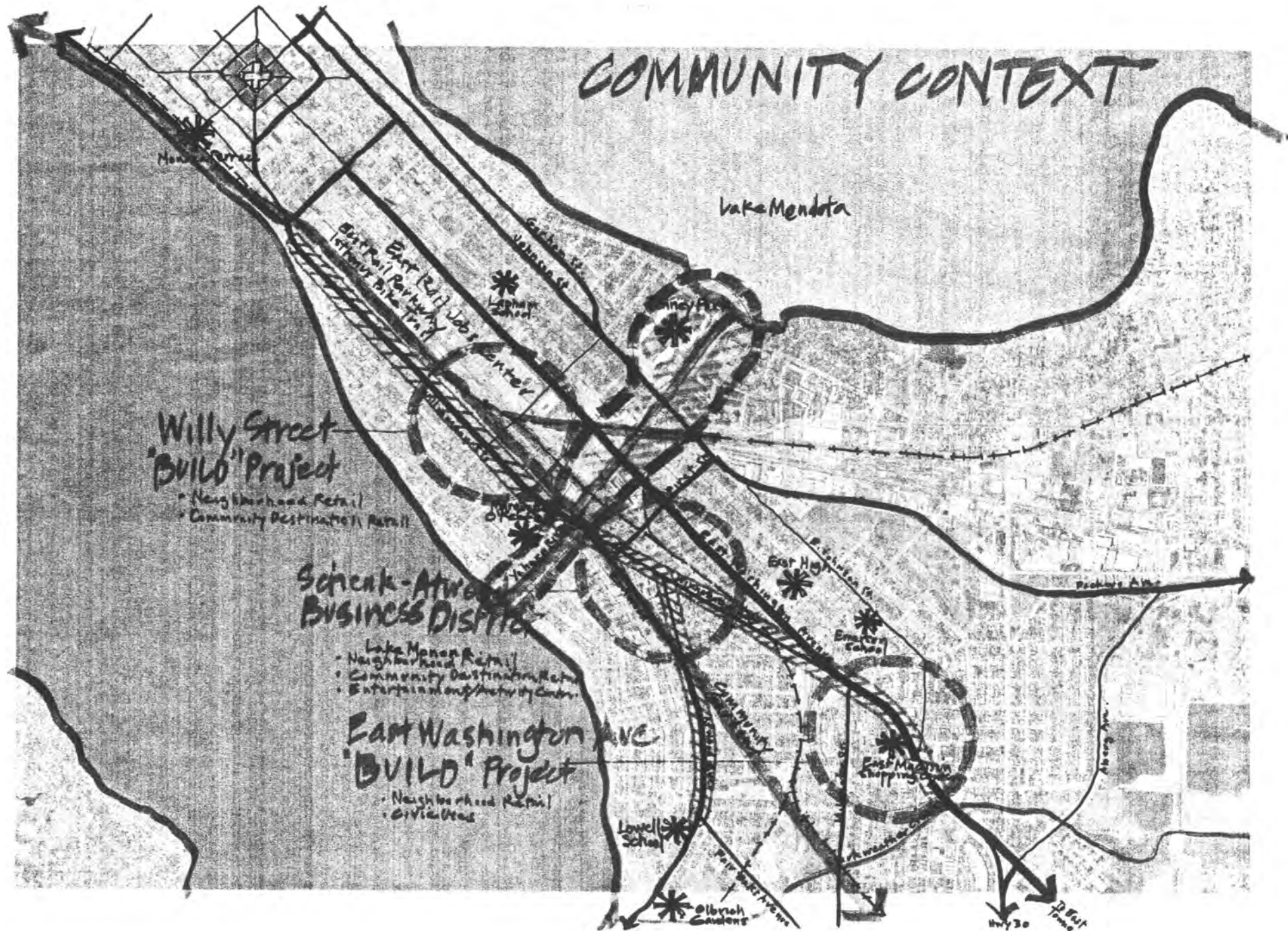
Historic Kennedy Dairy Horse Barn on Eastwood Drive

A hand-drawn map titled "Neighborhood Context" showing the Emerson East Neighborhood and surrounding areas. The map includes the following features:

- Streets:** East Washington Blvd, Ray-O-Vac, Washington Ave, Emerson Ave, Barry Ave, United Way, Schaefer's Ice Cream, Janifer St, Lake Ave, and others.
- Landmarks:** East High School, Focal Pt, United Way, Schaefer's Ice Cream, Janifer St, and others.
- Transportation:** Railroad corridor, East Rail Redevelopment, and a dashed line indicating a route.
- Neighborhoods:** Emerson East Neighborhood, Schenkwood Neighborhood, and others.
- Other:** Lake Monona, St. Bernard's Focal Point, and others.

The map is oriented with North at the top. A dashed line with an arrow points from the bottom left towards the top right, passing through the Emerson East Neighborhood. Another dashed line with an arrow points from the top right towards the bottom left, passing through the Schenkwood Neighborhood. The map is labeled "Neighborhood Context" at the bottom right.

Figure 3 Community Context



History

The Schenk-Atwood Business District developed at the turn of the century with the installation of Madison's electric streetcar system. Public transportation promoted the growth of regional business centers because people no longer had to live close to their employment or shopping districts. After World War I, Schenk's Corners, which was located near public transportation lines, surrounded by new housing development and close enough to the rural area to attract business from local farmers, became a thriving shopping and business community with two major financial institutions, grocery, pharmacy, clothing store, hardware store, livery stable and a blacksmith, movie theater and a bakery. The East Side Businessman's Association was created to promote neighborhood business and the East Side News was established as a weekly newspaper advertising and promoting local business. Through the 1940s, Schenk's Corners served as a commercial center and "downtown" for Madison's east side.

Beginning in the 1950s, the Schenk-Atwood commercial district began to decline with the development of new regional shopping centers, such as the Madison East Shopping Center and later, the East Towne Mall. In 1974, the construction of Eastwood Drive and the conversion of several streets to one-way traffic to reduce rush hour traffic on neighborhood streets resulted in the further isolation of the business district.

Since the 1980s, beginning with the preparation and adoption of the 1985 Schenk-Atwood Neighborhood Development Strategy and the creation and involvement of the Schenk-Atwood Revitalization Association (SARA), the business district experienced a revival that included the renovation of several buildings including the Barrymore Theatre and the transition to a new business mix of neighborhood-serving shops, offices, and service businesses. The Schenk-Atwood-Starkweather-Worthington Park Neighborhood Plan (adopted in January 2000) and the Schenk-Atwood Business District Master Plan are current initiatives that are focused on continuing this revitalization effort and strengthening the relationship of the Schenk-Atwood Business District to the adjoining neighborhood.



Schenk's Corners today, approaching on Atwood Avenue

2.0 MARKET ASSESSMENT

The evolving role of neighborhood business districts in a constantly changing and increasingly competitive marketplace poses a particularly challenging set of problems. Unlike conventional new shopping centers, office parks or residential complexes, which typically have a very definable role in the marketplace, today's neighborhood business districts are often struggling to reinvent themselves. Making neighborhood business districts competitive involves understanding their market potential and what opportunities are available for restructuring these districts to restore their economic vitality and make them more responsive to their customers. In addition to understanding market potential, **it is important to understand that re-energizing business districts such as the Schenk-Atwood Business District requires sustained citizen involvement, sensible planning and the active implementation of a well-thought out plan that can protect, preserve and enhance the unique qualities of the market area.**

As part of the Schenk-Atwood Business District Master Plan, an assessment of market opportunities was undertaken to identify and qualify initial directions for retail, business and residential mix. This assessment, which involved a general analysis of existing conditions, demographics and stakeholder needs, is an appropriate first step for master planning purposes. However, as specific projects are proposed, it will be necessary to further evaluate the feasibility of these projects with more detailed market analysis.

Demographics

For further background on the Schenk-Atwood Business District, we can look at demographics and consumer expenditure data in their likely market area, along with how that information compares to the Madison market in general. The market areas examined were:

- One-half (1/2) mile radius from the corner of Atwood Avenue and Winnebago Street.
- 1-mile radius from the corner of Atwood Avenue and Winnebago Street.
- The entire Madison Metropolitan Statistical Area (MSA).

The 1/2 and 1-mile neighborhood demographics were selected as a likely range for those businesses that are supported by a neighborhood. Of course, there are many businesses in the market area which pull from a much broader range, including all of Madison and even Dane County and beyond. For the purposes of review in this analysis, we have used the 1-mile radius and looked at how that market area compares with the Madison MSA in general. This information can be useful in planning for not only retail growth, but also housing stock. Significant comparisons include:

- Population growth from 1980-1990 in the 1-mile radius of 4.02% is substantially less than the MSA of 13.46%. This is logical due to the notable increase in suburban development during this time period and the lack of available land for redevelopment in the 1-mile radius. Estimated population growth from 1990-2000 does reflect a higher percentage increase in the 1-mile radius of 8.3%, however the MSA is still achieving significantly more growth at 17.7%. This does indicate the overall strength and stability of the total Madison market area, which is good for all neighborhoods.
- The ratio of owner occupied units to renter units is fairly close between the 1-mile radius and the MSA. The 1-mile radius is slightly weighted in renter units at 59.09% and owner units at 40.91% compared to the MSA of renter units at 44.78% and owner units at 55.22%.

- The 2000 estimated per capita incomes in the 1-mile radius are at \$21,609, while the MSA is at \$25,415. Median household incomes in the 1-mile radius are \$35,973, and the MSA median at \$51,141 or 30% higher than the 1-mile radius number.
- The above median household income numbers also correlate with the median property values, which are \$60,015 in the 1 mile radius, and \$78,402 in the MSA, or 25% higher than the 1 mile radius number. However, when comparing median rent, the 1-mile radius is at \$406 per month, while the MSA is only at \$423, or just 9.5% higher.
- From 1985 through March of 1990, there was only a 2.36% increase in new housing units built in the 1-mile radius, with a 10.76% increase in the MSA.
- Average household size in 1-mile radius and the MSA are 2.06 and 2.46 respectively. Households projected with children in the year 2000 are greatest in the MSA at 26.8%, and the 1-mile radius at 18.4%. Median age in the 1-mile radius is 35.95, and the MSA at 34.32.
- Statistically there is not significant difference among the populations by race with the MSA projecting a 2000 estimate of 91.86% white and the 1-mile radius projecting 89.95%.
- The education level of the population of 25+ in the 1-mile radius as noted by the percentages with bachelor's degrees is 26.17%, which is higher than the overall MSA 20.68%. More of the population in the 1-mile radius, 17.25%, has a graduate level education compared to that of the MSA at 13.47%.
- In the 1-mile radius area, 64.68% of the households had 0-1 vehicles, while only 44.06% of the MSA had 0-1 vehicles.

Stakeholder Interviews

As part of the Schenk Atwood Business District Master Plan work, Best Real Estate Group, Inc. conducted on-site interviews with business owners/managers and key stakeholders in the neighborhood, to help develop a "snapshot" of the current business/retail environment. Questions posed by the interviewers included: factors which led them to locate their business in the area, factors which contributed to their success/failure, feedback from their customers regarding their location, and their opinions on what needs to be accomplished in the neighborhood to create/maintain a healthy business environment. Best Real Estate Group, Inc. conducted approximately 25 personal interviews lasting approximately 30-45 minutes each. A list of the interview participants and questions is included in the Appendix of this report.

The following is an overview of comments from these interviews that are noteworthy to understand the existing conditions:

- Interviewees identified changes such as the neighborhood becoming safer, more family-oriented and the growth and diversity of business area as positive.
- The majority of the business owners attribute their success to factors directly associated with the neighborhood including the support of the local residents, affordability of the space, and positive changes in the market area.
- A significant portion of the businesses cited the high quality of their product/service as a key factor in the success of their business.

- Parking was not considered a large problem, and many interviewees felt that both the off-street and on-street parking was sufficient. However, a small percentage of businesses did identify parking as a deterrent to the success of their businesses, and expressed concern about new development if parking was not adequately addressed.
- A leading factor inhibiting business success was identified as political factors including the shift away from supporting small businesses, zoning challenges, tax laws, etc.
- A large portion of the businesses felt it was difficult to easily direct customers to their location. This, along with a consumer perception that “everything east of the Capitol was on the other side of the world,” did have a negative effect on their business. These concerns were reiterated when interviewees were asked what customers said about the neighborhood.
- Overall comments from customers as related by interviewees were very positive citing feedback including love for the restaurants, the diversity of the neighborhood, the friendly atmosphere and better product value.

Suggestions for future accomplishments were varied and included a broad range of issues to address as listed below:

- Continue to strive for business diversity. Many recognized the decrease in the number of bars, but felt there were still too many bars located at the west end of the street.
- Improve the housing stock, perhaps add more density.
- Watch the design and character of the neighborhood. The United Way building is fine as long as this size/type of construction is limited. And, “don’t become Monroe Street.”
- Determine buildings that do not merit renovation and get rid of them. Upgrade old buildings to accommodate professional firms.
- Other aesthetic improvements included increasing the public lighting, keeping lights on longer, improving signage, adding more greenspace, and addressing trash problems from bars.
- Improve communication between businesses and residents and developing a more active business association.
- In addition to vehicle parking, more bike parking is needed.
- Keep rents manageable, offer support for start-up businesses, and continue to attract more small businesses.

Retail/Business Zones

Since the early 1900's, the Schenk-Atwood business district has had a vitality and sustainability relatively unmatched in the Madison area. It truly was the “downtown” of eastside Madison. Surrounded by a stable housing stock, neighborhood schools and churches, and convenient public transportation, Schenk-Atwood has held its own against the draw of the suburbs. Likewise, the retail, service, and manufacturing businesses that have made their home here have also enjoyed the strong sense of community that has supported them, and that makes Schenk-Atwood such an appealing area in which to live and work. In fact, a number of businesses such as Flagstad Flowers, Schenk Huegel Co., Schoep's Ice Cream Co., Barrymore Theatre, Capitol Water Softener and The Dean Clinic have been in the neighborhood for over 40 years.

In the Master Plan study area, we currently find a mix of approximately 100 businesses encompassing many category types from retail shops, restaurants/bars, service businesses, and professional firms. A list of existing businesses and institutions is included in the Appendix. The majority of these businesses are found in street-level space, with second floor space as either office space, residential housing or unoccupied.

The current tenant mix (placement of businesses as they relate to those businesses around them) in the study area seems fairly well “self organized.” For the most part, categories of businesses or compatible business types have found common ground in this business district along Atwood Avenue and Winnebago Street. For example, there has already been a natural tendency for retail/food service businesses to cluster around the Barrymore Theatre; a sound group of service retailers can be found just east of the study area on Atwood Avenue; and a fairly well-balanced mix of retail/food/bar businesses can be found at Schenk's Corners around the Bank One building.

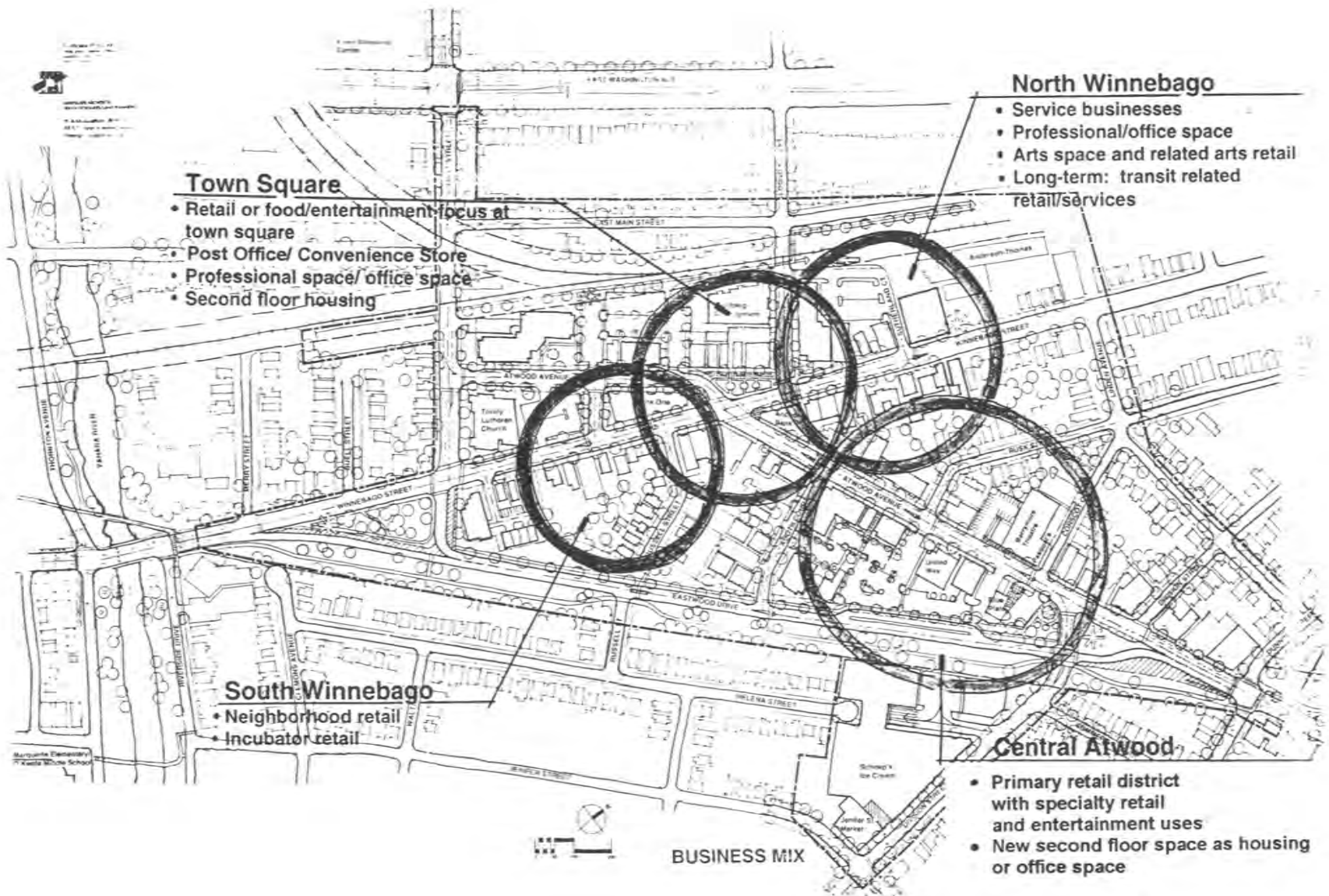
In our interviews with businesses and some residents, we found that most people in the neighborhood like the current make-up of storefront space. These tend to be businesses that support the local neighborhood area along with drawing in a market from the broader Madison area. In fact, what we heard is that the neighborhood just wanted “more of what we already have.”

In the master planning process, we have outlined some potential development opportunities along with physical changes to the neighborhood infrastructure. These opportunities also help us define four retail/business segments in the neighborhood study area:

- **South Winnebago** — approximately 2 blocks on Winnebago Street across from Bank One and the Trinity Lutheran Church parking lot
- **Town Square** — at the heart of Schenk's Corners, or the intersection of Atwood Avenue and Winnebago Street
- **North Winnebago** — north of Atwood Avenue up to the Anderson/Thomas property
- **Central Atwood** — Atwood Avenue from Amoth Court to Division Street.

Figure 4 illustrates these retail/business zones and the following text summarizes the recommended business mix for each zone.

Figure 4 Retail/Business Zones



South Winnebago

The real estate in this area has good presence on Winnebago Street, most with very adequate storefront visibility. The building footprints are modest in size, and rental rates have been affordable. The potential of creating a better traffic flow from Williamson Street onto Winnebago Street will only help traffic counts and accessibility for businesses in this area. The combination of these attributes establishes this area as a very good area for incubator retail or service business growth. Second floor space provides the opportunity for either office or housing.

Town Square

The master planning process identified this area as an opportunity to provide for a defined public space or “Town Square” at the intersection of Winnebago Street and Atwood Avenue. The proposed Town Square would help anchor this end of the business district and provide a focal point for the businesses that surround it. The current mix of businesses in this quadrant includes retailers/bars/restaurants and professional firms. This mix is very appropriate for the area, but could be enhanced with the further addition of similar businesses, and/or shifts in existing businesses. Perhaps a restaurant like Wonders Pub could offer an outside dining option, or retailers such as Flagstad Flowers could “spill” some of their wares out onto the sidewalk during summer months.

At some point, perhaps more retail or restaurant uses may be considered for the space currently occupied by Anchor Savings Bank. This would begin to ring the new Town Square with space that feels interactive to the consumer. Also, the neighborhood is extremely fortunate to have maintained a postal station that is now located in the Stop-N-Go convenience store. As this agreement with the Postal Service and Stop-N-Go matures, it will be important to monitor the success of this co-tenancy, or whether another alternative site should be sought for the postal station. Additionally, the convenience store and laundromat are both positive components in this overall mix for the neighborhood as they provide necessary neighborhood services and goods.

North Winnebago

The north Winnebago Street area is currently home to a number of service-oriented businesses and professional space, all of which are excellent uses for this area. Additionally, a current property owner has turned an older commercial building into artists’ workshop/studio space. This studio space has been very well received and has remained, for the most part, fully occupied. This same property owner has purchased properties across the street and is remodeling a building for their glass blowing studio/business, which will eventually feature a retail and viewing area. This niche of artists and arts related space is an exciting addition to the neighborhood and sets up the potential to expand on the concept for further studio or retail space, i.e. dance studio, gallery space, rehearsal space, etc.

It is also a possibility that at some time in the future there could be a transit-related component to the neighborhood in this quadrant. It would be logical at that time to consider uses that provide services and goods to transit users, i.e. postal station, convenience store, coffee shop, day care. It will be important to discourage long-term transit parking in this area in order to maintain an adequate parking supply to support existing and future business needs.

Central Atwood

This section of the study area could be identified as the primary retail district of the neighborhood. These blocks of Atwood Avenue have a foundation of “anchor” type businesses such as the Barrymore Theatre, United Way and Monty’s Blue Plate Diner. Each of these businesses helps draw a different category of potential customers into the neighborhood that is a great benefit to other retail/service and professional firms. This particular quadrant of the business district also has the best opportunity for new commercial space development with the Maxwell/Moren and Krupp properties. Both of these property owners have indicated an interest in redeveloping sites that would likely combine some store-front retail with upper floor housing or professional space.

In the recruitment of new retail/ service businesses in this Central Atwood area, it would be our recommendation to first seek out those users whose primary market would be the near eastside area. These might include: 1) a budget type hair salon (Great Clips, Cost Cutters); 2) travel agency; 3) another food opportunity, perhaps sub sandwiches (Big Mike’s); 4) recycled goods, i.e. clothing, CD’s, books; 5) collectibles shop, baseball cards, etc. Service businesses such as massage therapists, acupuncture, and holistic health centers could also find this Atwood neighborhood as an excellent location, but should be considered for second-floor locations to maintain a retail environment on Atwood Avenue.



Monty's Blue Plate Diner on Atwood Avenue

Business Management

In considering the satisfactory business mix for any business district (or shopping center), you also need an understanding about the customers themselves. In the last several years, customer priorities have changed dramatically, and their expectations have risen just as dramatically. Overall, selection has topped out the number one reason for choosing a place to shop, followed by convenience and then pricing. Shoppers define selection as being “what I want is always in stock”, “a good selection” and “unique merchandise”. Because there are so many options for customers to locate bargains (warehouse clubs, ongoing sale merchandise, mass merchandisers) low or good prices are assumed and expected. Because there are so many stores to choose from, along with catalogs and the availability of the Internet, a convenient location is also a given.

Habit is a key factor as to why customers chose to shop one store over another. Shoppers will repeatedly shop the same store because it is familiar and easy. This suggests a lack of time or desire to reevaluate certain shopping choices. Operating on “automatic” for shopping allows one to concentrate on other things. This underscores the value of building and promoting loyalty by making it easy for people to shop.

Those types of stores that have had the biggest increase in shoppers most recently are the non-clothing specialty stores. Big winners in the specialty category are home-related stores such as Pottery Barn, Bed Bath & Beyond, Crate & Barrel and Home Depot. This increase reflects growing customer interest in a broader, better selection and a unique variety of merchandise.

Neighborhood retailers need to pay attention to these trends, and fortify their survival strategies and tactics, such as customer service, marketing, merchandising, store operations, management, human resources and finance.

To be competitive in any marketplace, businesses need to create the best destination shopping experience as possible; experience, management, advertising, store design merchandising and customer service are all pieces to making retail work. Today’s customers are smart, sophisticated and demanding, and they are seeking out retailers that have a vision or passion for their business category.

As the established neighborhood business association, SARA should take the following initiatives to enhance the existing and future success of the business district:

- Undertake a neighborhood consumer survey to determine the make-up of residents, shopping patterns, unmet consumer demands, how often they shop Atwood Avenue, etc. Use this information to support the existing businesses and the recruitment of new businesses.
- Undertake a thorough survey of the businesses in the Atwood Avenue area. This information can help identify trends, opportunities, upcoming closures, potential vacancies, expansions, consumer data, etc. Use this information to support the existing businesses and the recruitment of new businesses.
- Capitalize on the existing successful businesses that provide draw in the categories of food, arts and entertainment, e.g. Barrymore Theatre, Monty’s Blue Plate, Pasta Per Tutti, etc. Recruitment of complementary food/entertainment players will continue to enhance and promote the area as a destination.
- Recognize the differences between the immediate neighborhood market and the larger community market. Inventory the current businesses in the Atwood Avenue area and evaluate which market area they are dominant in (or if they are in both markets). Strive to maintain a balance of businesses that have the ability to pull from a larger market area by being a destination, and those businesses that serve the more immediate market area.

Housing Potential

To look at the housing market potential, we should start with the current demographic makeup of the neighborhood within the one mile radius. Some key points are:

- Based on the 1990 census, there were approximately 16,734 residents, and 8,081 households. This equates to about 2.07 persons per household.
- Based on the 2000 estimates, there are approximately 18,128 residents, and 8,832 households. This equates to about 2.05 persons per household.
- Based on the 2005 estimates, there will be approximately 18,774 residents, and 9,174 households. This equates to about 2.15 persons per household.
- The 2000 estimates also suggest a slightly higher female population compared to male, or 51.57% to 48.43%, and an average population age of 35.29.
- Married couples make up only 28.80% of the total 2000 estimated households.
- 2000 estimates reflect only a 3.55% vacancy factor for all housing units.
- Based on 1990 census data, approximately 41% of the households were living in single-family homes, while 59% were living in multiple unit properties.

The Schenk-Atwood neighborhood is fortunate to have an excellent blend of single-family homes in established neighborhood areas, along with a mix of multi-family units. The population make-up does reflect that the household sizes seem to be somewhat smaller than the general Madison MSA, which has a 2000 estimate size of 2.56 per household. Also, married couples in the Schenk-Atwood neighborhood make up 28% of the households, while they make up 50.61% of all households in the Madison MSA. These numbers reflect a rather typical contrast between more urban dwellers and those who live in suburbs.

The wonderful advantage that neighborhoods like Schenk-Atwood have, is that they can provide a wider range of housing options that appeal to a broader mix of household types. And, with the proximity of neighborhood service business, retailers, schools and churches, Schenk-Atwood can offer lifestyle benefits that many other neighborhoods cannot.

Although not tested by a specific market study, the following markets would seem logical for this area:

Senior Housing

The ability to move older adults from their present single-family homes and keep them in the neighborhood should be considered in new residential development in the Schenk-Atwood Business District. Easy pedestrian access to many important services, i.e., medical, postal, churches, convenience store, etc., and good transit access to other parts of the community make the business district an attractive location for new senior housing.

Single Family Housing

Given the lack of available land to actually create a tract of single-family homes, it is appropriate to look at other alternatives to raise the percentage of single-family ownership in the neighborhood. Such alternatives could include zero lot-line townhomes or condominiums, or converting residential structures back to their original single-family use.

Multifamily Housing

With apparent low vacancy rates, and potential pent-up demand (e.g., the Second Street Apartments project), there seems to be more opportunity for multi-family housing. Demographically, housing units that accommodate somewhat smaller households, from 1-3 occupants, would make sense.

Home/Offices

With the trend in homemaker households exploding to 55 million this year, there is great potential in the development of real estate that can meet this demand. Homeowners or renters who want to integrate their lifestyle with their workstyle will be looking for real estate that affords this opportunity. Well-planned office space with all the technological necessities such as generous electrical outlets, multiple telephone jacks, access to high speed internet connections, etc. will become critical for the home office user.

Cooperative/Co-housing

It will be important to consider these housing options, which have been tested successfully within the Isthmus area, to provide affordable housing options for the neighborhood.



The Dean Care site could provide opportunities for housing-related redevelopment

4.0 MASTER PLAN RECOMMENDATIONS

Prior to the preparation of Master Plan recommendations, the consultant team prepared an opportunity analysis for the Schenk-Atwood Business District based on a review of existing plans and information, personal interviews, an inventory of existing conditions, an assessment of market potential, and work sessions with the Steering Committee and City staff. Planning goals and opportunities for the Schenk-Atwood Business District were presented and discussed at a public meeting and a memorandum summarizing the opportunity analysis was distributed to meeting participants for review and comment (see Appendix). Articles were also published in the Eastside News discussing opportunities for the business district and requesting public comment through Alderperson Judy Olson. An e-mail listserve was set up to receive public comment throughout the planning process.

This section of the Master Plan report summarizes the specific master plan recommendations and design guidelines for the Schenk-Atwood Business District, based on the results of this input. Master Plan recommendations were subsequently presented and discussed at two additional public meetings.

Specific Recommendations

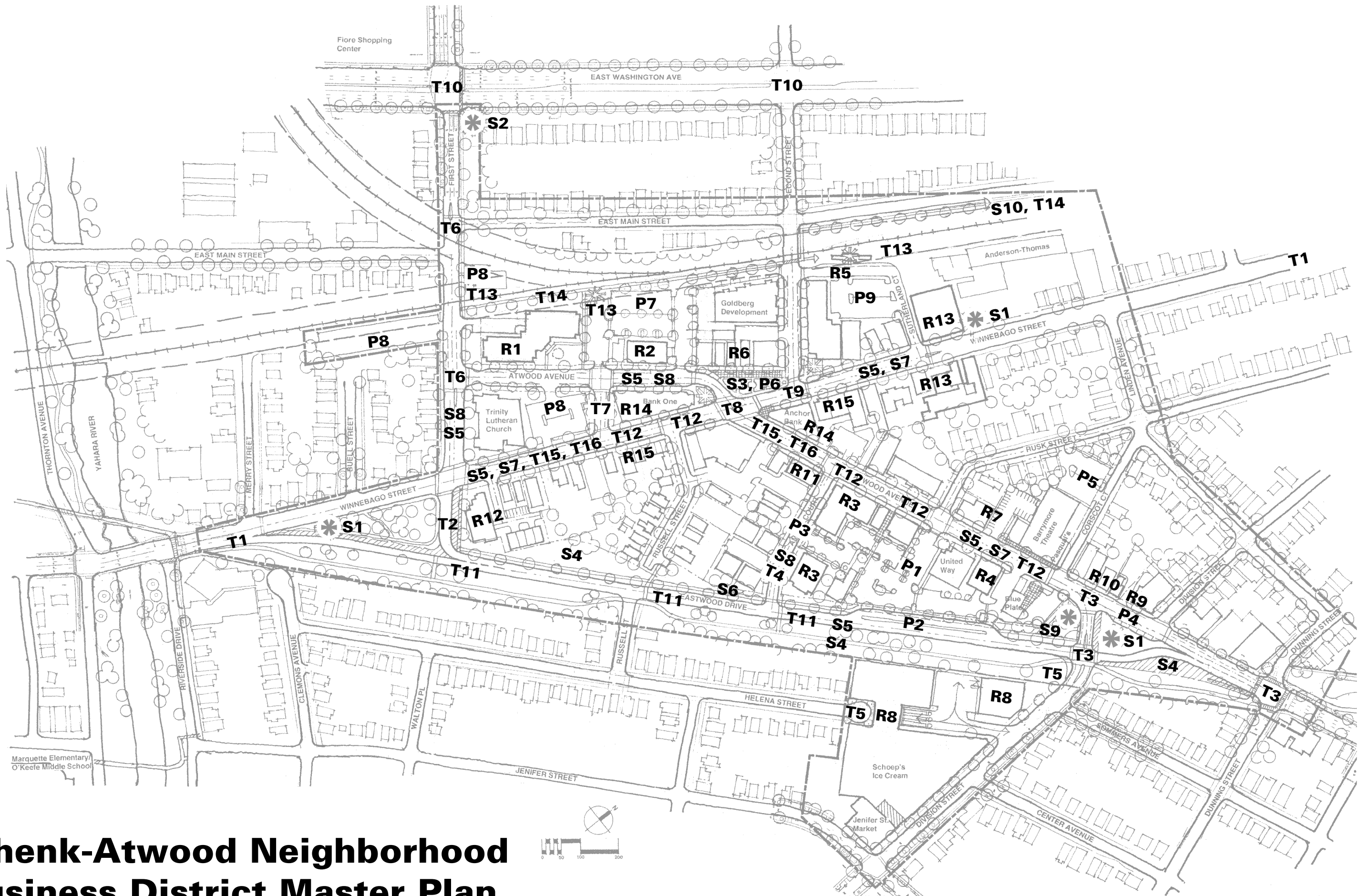
The following recommendations represent a comprehensive list of improvements that should be considered for the Schenk-Atwood Business District over the next 10 to 15 years. This list should be evaluated and prioritized on an annual basis to ensure orderly and coordinated implementation. **Recommendations for short-term priorities are identified in the Implementation Strategy for this report.**

Master plan recommendations are divided into four categories that include Redevelopment (R), Transportation (T), Parking (P), and Streetscape and Open Space (S). Master plan recommendations identified in these categories are numbered and keyed to the foldout master plan graphic (**Figure 5**). Recommendations in each of these categories should be coordinated to ensure comprehensive results. For example, public infrastructure improvements should be coordinated with private development projects, street reconstruction for traffic circulation improvements should be coordinated with streetscape improvements, etc.

Redevelopment

The following recommendations identify areas within the Schenk-Atwood Business District that offer redevelopment potential. **Redevelopment can be broadly defined as physical changes to existing buildings and building patterns, including new construction, building rehabilitation, historic preservation, façade improvements, etc.** Redevelopment projects should be planned comprehensively, addressing land use mix, parking, transportation, streetscape and visual character to achieve the desired economic and physical development goals for the district. Important considerations for redevelopment include enhancing the district as an activity center for the neighborhood; developing new residential opportunities to increase the customer base for the district; strengthening retail and business mix; preserving historic resources; improving the visual character and identity for the district; and strengthening the land use relationships between the business district and the neighborhood.

These recommendations, which have been based on an analysis of physical conditions and market opportunities, are intended as guidelines to be considered by property owners and developers as they prepare specific development proposals. Other uses and development patterns may be proposed, but should be evaluated by the business association, neighborhood and the City for their ability to address the comprehensive goals of the Schenk-Atwood Business District Master Plan. ***It is also important to state that these guidelines do not obligate property owners to improve or redevelop their properties. Redevelopment will take place only when property owners are motivated to make improvements.***



Schenk-Atwood Neighborhood Business District Master Plan

Figure 5: Master Plan Recommendations

- R1** Redevelopment of the Dean Care site for senior housing with enclosed parking.
- R2** Redevelopment of the Bank One site for market rate apartments fronting Atwood Avenue with enclosed parking. Surface parking to support Bank One, new housing, and adjoining businesses.
- R3** Redevelopment of parcels between Amoth Court and Rusk Street for new office and retail development with enclosed parking. New gateway office building fronting Eastwood Drive.
- R4** Potential redevelopment for a new commercial building with ground floor retail and second floor offices, building frontages on both Atwood Avenue and Eastwood Drive, and rear parking connected to adjoining parking areas.
- R5** Long-term redevelopment for a commuter rail system and transit-oriented uses, including a new post office at the corner of Second Street and Winnebago Street.
- R6** Rehabilitation of existing buildings fronting a new Town Square at the Atwood Avenue and Winnebago Street intersection.
- R7** Redevelopment of the city parking lot for new mixed-use building with ground floor retail and second floor residential with enclosed parking. Acquisition of adjoining building to relocate public parking.
- R8** Redevelopment of Schoep's, including a new loading dock and truck parking on a vacated portion of Helena Street. New corporate offices with enclosed parking at the intersection of Division Street and Eastwood Drive.
- R9** Redevelopment of the corner of Atwood Avenue and Division Street for a mixed use development for retail, office and/or residential uses with enclosed parking.
- R10** Rehabilitation of existing buildings at the east gateway entrance to the business district.
- R11** Redevelopment of the west corner of Atwood Avenue and Amoth Court for a new commercial building with ground floor retail and second floor office use.
- R12** Redevelopment of the west gateway entrance to the business district for new owner-occupant and rental housing with enclosed parking and access from Moulton Court. Potential for affordable housing.
- R13** Redevelopment for artist studios, art related retail, professional offices and housing.
- R14** Historic preservation of the Bank One and Anchor Bank buildings as focal points for the business district at the new Town Square.
- R15** Rehabilitation of existing commercial buildings on Winnebago Street at the west gateway entrance to the business district.

Transportation

The following recommendations identify specific transportation improvements for Schenk-Atwood Business District including automobile, transit, pedestrian and bicycle circulation and commuter rail. Important considerations for transportation improvements include improving access to the district for all travel modes in a manner that is consistent with community transportation goals; strengthening the district as a neighborhood and community destination; and providing safe, attractive and convenient pedestrian circulation patterns. These recommendations have been developed in consultation with the city and the neighborhood. It will be necessary to further evaluate and refine these recommendations with more detailed transportation analysis and design prior to implementation.

- T1** Intersection improvements to allow two-way traffic flow on Winnebago Street. Terminate Winnebago Street at Milwaukee Street to discourage through traffic.
- T2** Reconstruct First Street south of Winnebago Street for one-way traffic flow into Eastwood Drive. Reclaim existing pavement for parkway and open space use.
- T3** Intersection and street improvements for Atwood Avenue, Eastwood Drive, Division Street and Dunning Street to allow two-way eastbound traffic on Atwood, a four-legged intersection at Dunning, and a reduction in street width on Division.
- T4** Reconstruct Amoth Court with on-street parking and a sidewalk on one side.
- T5** Vacate the end of Helena Street for use by Schoep's as a truck loading facility.
- T6** Reconstruct the intersection of Atwood Avenue and First Street to eliminate the free flow right turn. Provide a safe pedestrian crossing on First at Atwood Avenue and East Main Street.
- T7** Construct a new two-way street to allow better access between Atwood Avenue and Winnebago Street with one side on-street parking.
- T8** Evaluate potential to reduce the width of Atwood Avenue intersection to expand the Town Square and provide better defined pedestrian crossings. Maintain efficient one-way traffic flow on Atwood Avenue.
- T9** Reconstruct Winnebago Street intersection at Atwood Avenue and Second Street to provide additional terrace and landscape space and a safer intersection for automobile, pedestrian and bicycle circulation.
- T10** Provide better defined ped./bike crossings on East Washington Avenue at First Street, Second Street and Fourth Street.
- T11** Provide better defined ped./bike crossings on Eastwood Drive at First Street, Russell Street and Amoth Court.
- T12** Provide better defined pedestrian crossings on Atwood Avenue at Amoth Court, Rusk Street, and Corscot Court, and Winnebago Street at Russell Street and the new street near Bank One.
- T13** Evaluate the location for a future commuter rail station between First Street and Second Street. Possible locations include the area west of Second Street near the existing post office; the Dean Clinic site at the extension of the new street (T7); and the parking lot at the junction of the rail lines east of First Street. Each site must accommodate a bus loop for transit connections and provide convenient pedestrian access to retail uses. Long-term transit parking is discouraged.

- T14** Develop a bike trail in the railroad right-of-way for recreational use and commuter rail connections.
- T15** Work with the City, neighborhood and business association to identify options for safe bicycle circulation on Atwood Avenue and Winnebago Street. Provide bicycle storage areas convenient to retail and entertainment destinations.
- T16** Improve bus connections between the business district and the community. Enhance bus stops with benches, shelters and signage.

Parking

The following recommendations identify specific parking improvements for the Schenk-Atwood Business District. Important considerations for parking improvements include maintaining an adequate parking supply for the district, both on-street and off-street; increasing the supply of parking for customers; encouraging enclosed parking for new developments; working with the city to establish flexible parking requirements that allow businesses to fulfill their parking needs through shared parking arrangements; improving the visual appearance of parking lots from the public street; and providing signage to direct customers to parking facilities.

- P1** Expand shared parking opportunities between Amoth Court and Division Street.
- P2** Potential on-street parking for Eastwood Drive connected by walkways to Atwood Avenue.
- P3** Provide one-side on-street parking for Amoth Court.
- P4** Remove existing City parking lot to create a new gateway entrance feature at Division Street. Provide on-street parking to replace lost parking.
- P5** Evaluate the potential to reconfigure the existing Barrymore parking lot and add parking spaces for business district use.
- P6** Provide parallel parking spaces in lieu of the existing diagonal spaces to decrease the street width and increase open space at Schenk's Corners as part of a new Town Square. Provide additional on-street parking with the reconfiguration of the Second Street/Winnebago Street intersection to replace lost parking.
- P7** Provide shared off-street parking to serve the needs of Bank One, adjoining businesses and residential developments.
- P8** Coordinate with Trinity Lutheran Church and the City to provide long-term parking for the business district in existing parking lots along First Street.
- P9** Provide new off-street parking to serve existing and future development.

Streetscape and Open Space

The following recommendations identify comprehensive streetscape improvements for the Schenk-Atwood Business District. Important considerations for streetscape improvements include enhancing the pedestrian character of the district; enhancing the major entrances and approach corridors to the district; strengthening the connections between the business district and adjoining neighborhoods; strengthening the historic character and identity of the district; providing public spaces to enhance the district as a pedestrian activity area; and strengthening the relationship between the business district and the neighborhood.

- S1** Create gateway entrance features to the business district, including signage and landscaping coordinated with new intersection improvements.
- S2** Provide an entrance sign to the Schenk-Atwood Neighborhood at First Street.
- S3** Create a new Town Square to establish a focal point and public space for the business district including intersection and crosswalk improvements, landscaping, seating areas and public art.
- S4** Expand the Isthmus Bicycle Parkway along Eastwood Drive by reclaiming existing pavement areas through proposed intersection reconstruction. Add landscaping, public art, seating areas and ped./bike crossings to enhance the passive enjoyment of the parkway.
- S5** Work with MGE to remove overhead lines on Atwood Avenue, Winnebago Street, First Street and Eastwood Drive to improve the visual character of the business district.
- S6** Provide streetscape improvements on the north side of Eastwood Drive including an urban sidewalk and pedestrian-scale ornamental lighting. Provide walkway connections through parking areas to Atwood Avenue.
- S7** Provide streetscape improvements on Atwood Avenue east and Winnebago Street with a priority on Atwood Avenue between Winnebago Street and Division Street. Streetscape amenities include pedestrian-scale ornamental lighting, benches, planters and expanded terrace areas to enhance the pedestrian character of the business district.
- S8** Provide pedestrian-scale lighting on Atwood Avenue west, Amoth Court and First Street.
- S9** Reconstruct the existing pocket park at Division Street to orient towards Atwood Avenue and the Blue Plate Diner.
- S10** Provide landscaping in the railroad corridor to improve the visual character of the business district's northern boundary.

Land Use Areas

The following text and graphics summarize how the specific master plan recommendations can be applied to establish unified, coordinated and interconnected land use areas within the Schenk-Atwood Business District. Each area, by virtue of its location, use mix and traffic patterns, plays a different role within the business district. Each area is linked at Schenk's Corners, the historic center of the district. **Coordinated planning for each of these land use areas will strengthen the Schenk-Atwood Business District as a diverse, mixed-use activity center.** Figure 6 identifies the location of these land use areas within the larger business district, and the following text describes a potential public and private development pattern for each area.

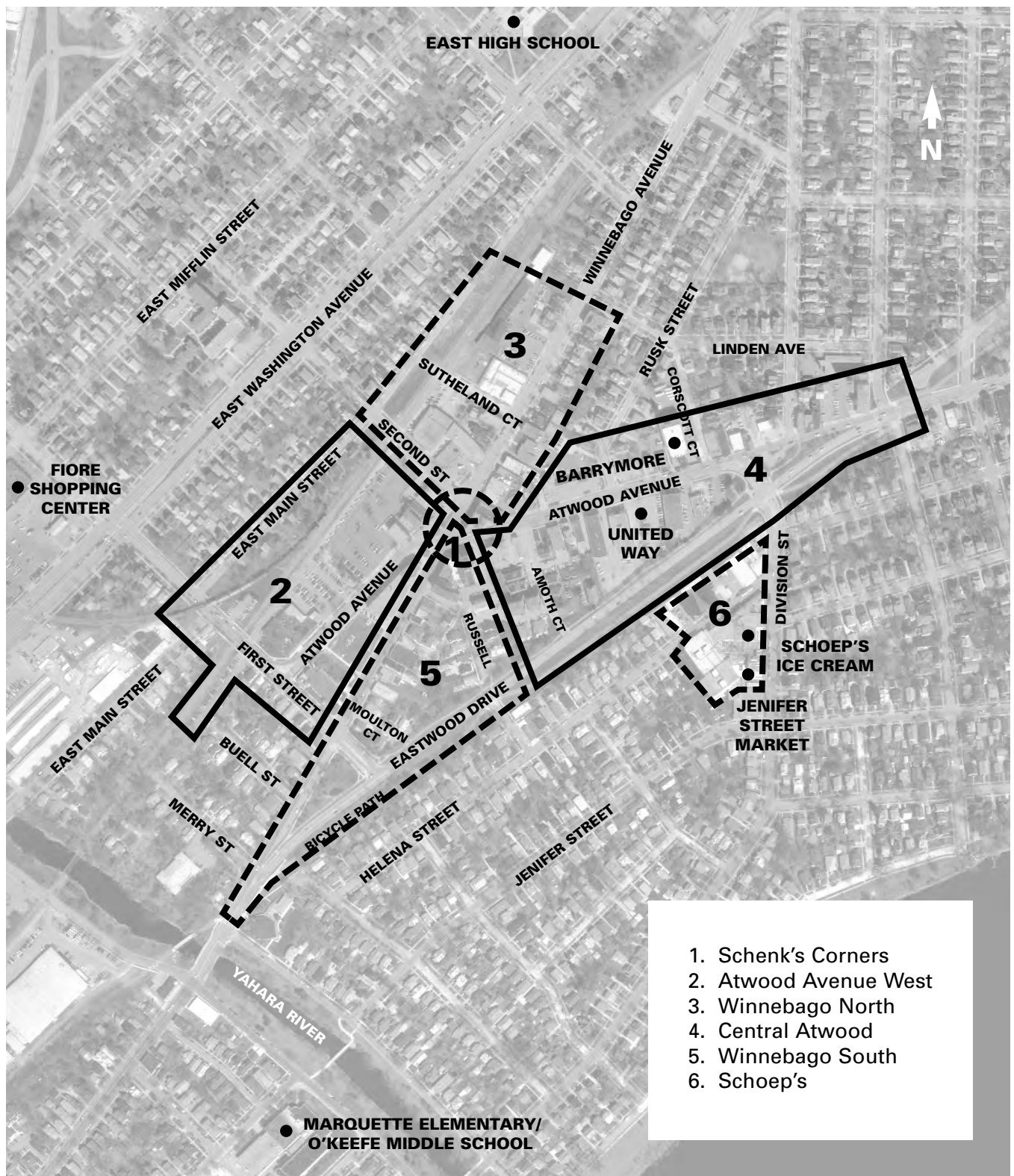


Figure 6 Land Use Areas

1. Town Square

Schenk's Corners, which is formed by the intersection of Atwood Avenue and Winnebago Street, is the historic center of the Schenk-Atwood Business District. This intersection, which is still framed by several historic buildings and storefronts, is a major architectural focal point for the business district. Garden displays, maintained by dedicated volunteers, help to beautify the intersection, but overall there is very little usable open space and the adjoining streets lack pedestrian friendliness.

Schenk's Corners has the potential to be much more than a traffic intersection. Its central location, the physical enclosure created by the surrounding buildings and the intersection of pedestrian movements present an opportunity to create a civic plaza or town square that could be the central feature and gathering place for the Schenk-Atwood Business District. By redefining existing street and parking lot configurations while maintaining traffic circulation patterns on Atwood Avenue and Winnebago Street, the existing open space can be expanded to create a town square. **Figure 7** illustrates a recommended layout for the Atwood Avenue/Winnebago Street intersection overlaid on the existing street pattern. Key features of this new intersection proposal include:

- Reducing the width of Atwood Avenue in front of Bank One to 24', still accommodating the two-lane, one-way traffic flow to First Street.
- Reconfiguring the existing diagonal parking to parallel parking, which would result in the loss of 5 parking stalls.
- Extending the Second Street intersection to Winnebago Street, which would expand open space and add on-street parking to offset the loss of diagonal parking spaces.
- Bulbing the intersection at the Anchor Bank Building for additional pedestrian space.

Figures 8 and 9 provide a plan and perspective sketch of possible improvements for a new town square. Public art, landscaping, seating areas, informational kiosks, improved crosswalks, and potential performance and special events space should be programmed, and local artists should be encouraged to contribute their design ideas to this important space. **Historic preservation and rehabilitation of buildings that surround this space should be prioritized.** Future redevelopment of the northeast corner of Second Street as a Post Office should be planned to strengthen Schenk's Corners as a civic space and focal point. Finally, Schenk's Corners should be strengthened as a transit hub with integrated bus shelters, bicycle parking and direct access to a future commuter rail station.



Current diagonal parking at proposed Town Square

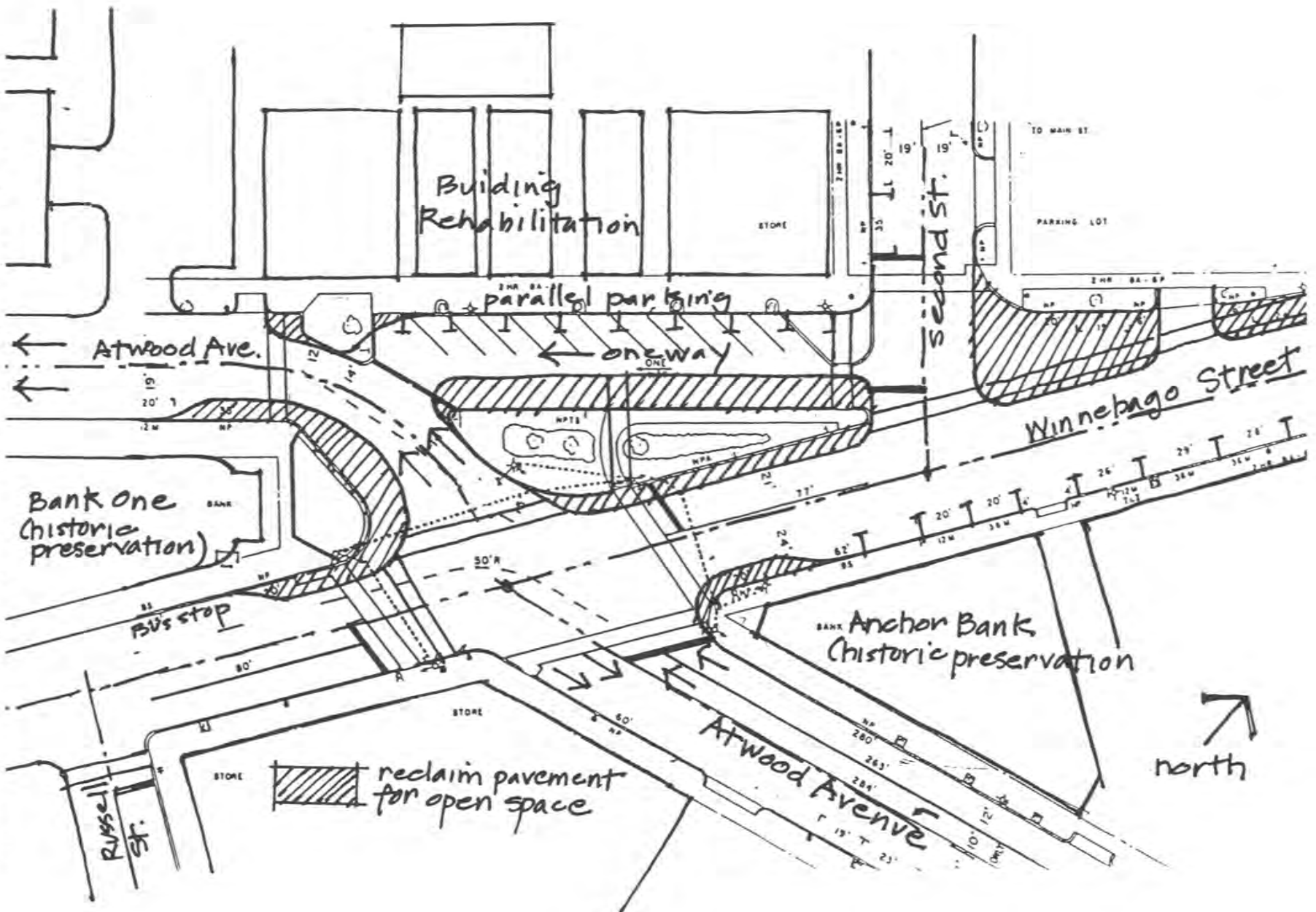
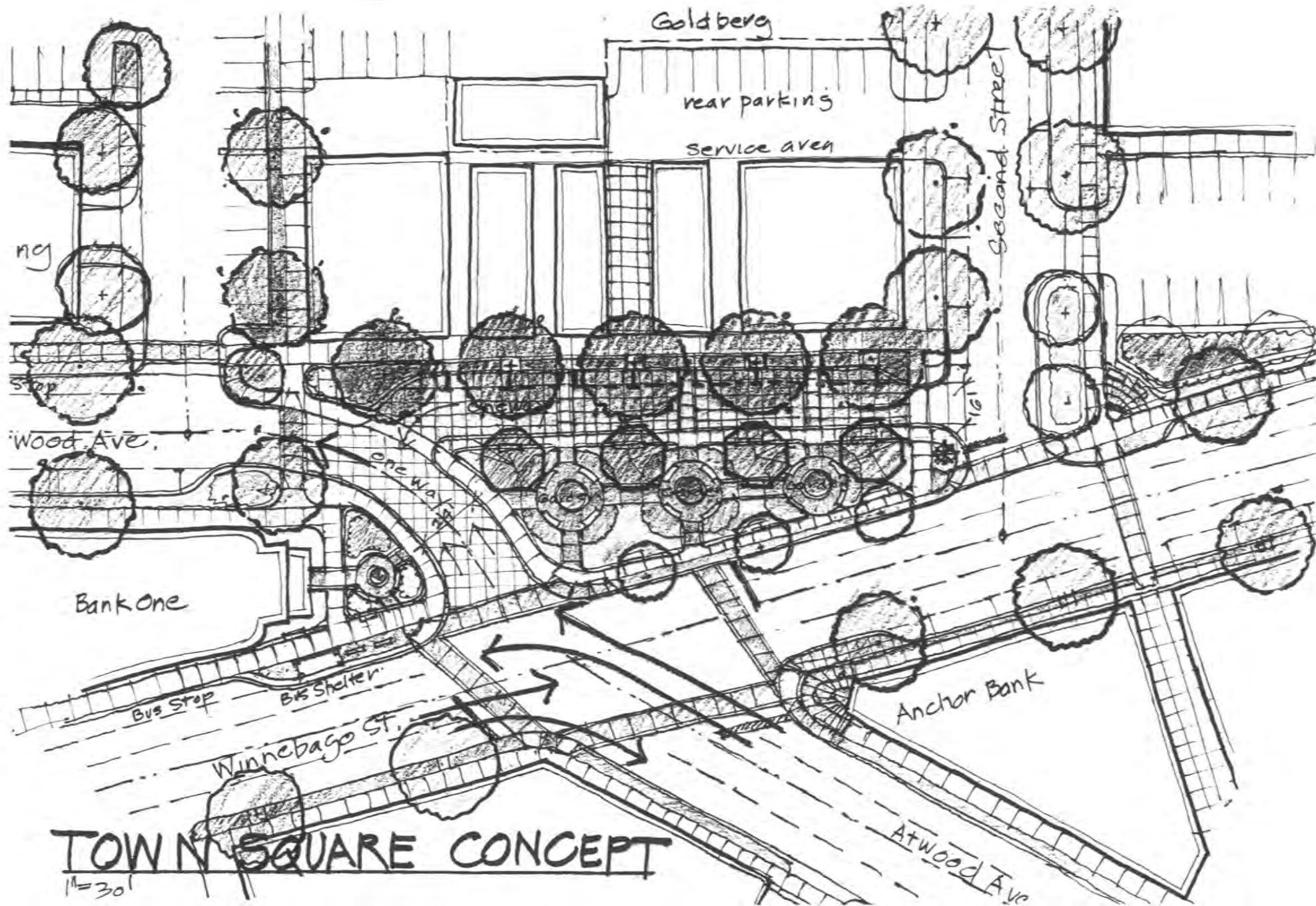


Figure 7 Town Square: Recommended Layout for Atwood/Winnebago Intersection

Figure 8 Town Square Concept: Plan View



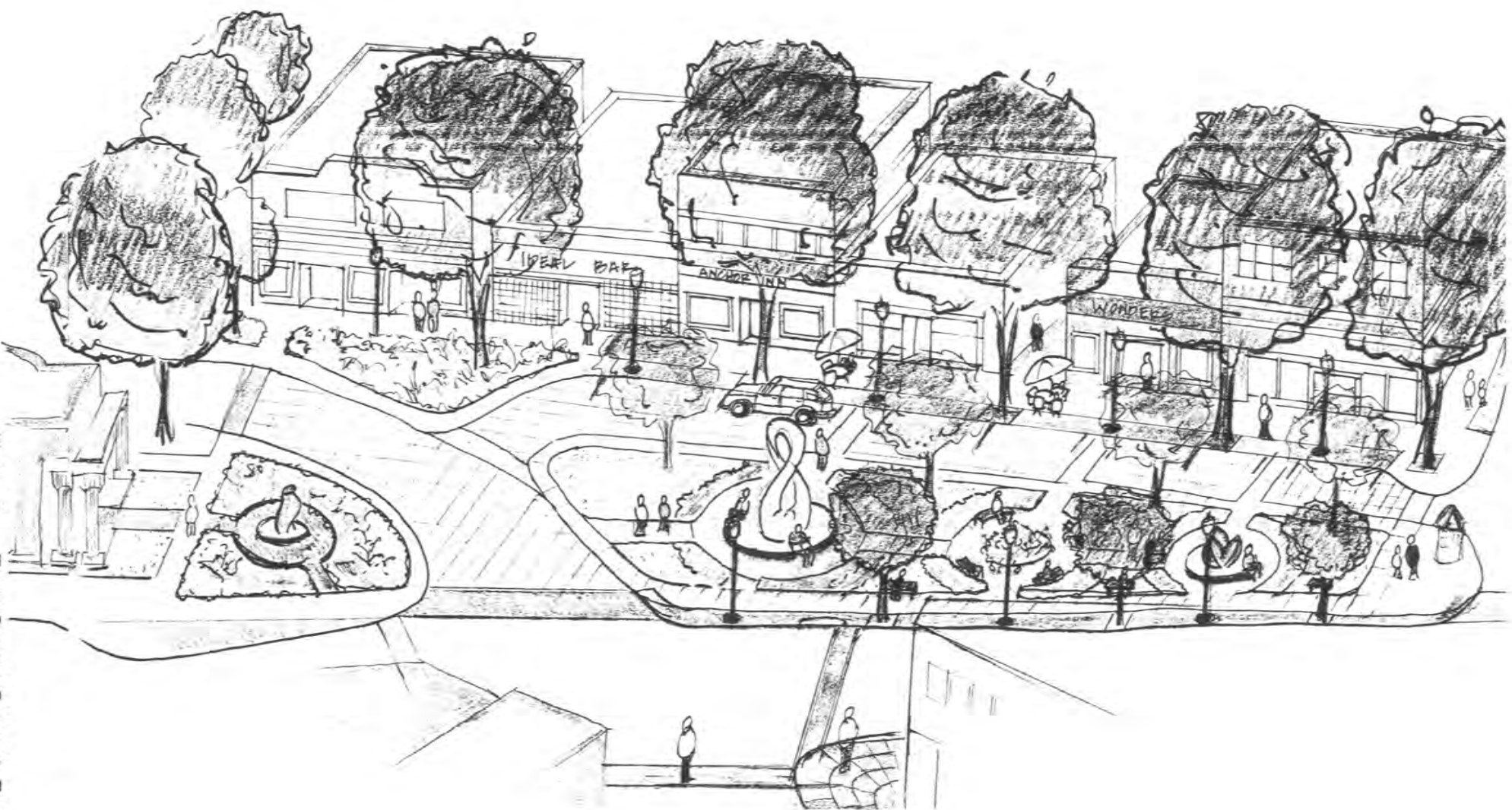


Figure 9 Town Square Concept: Perspective Sketch

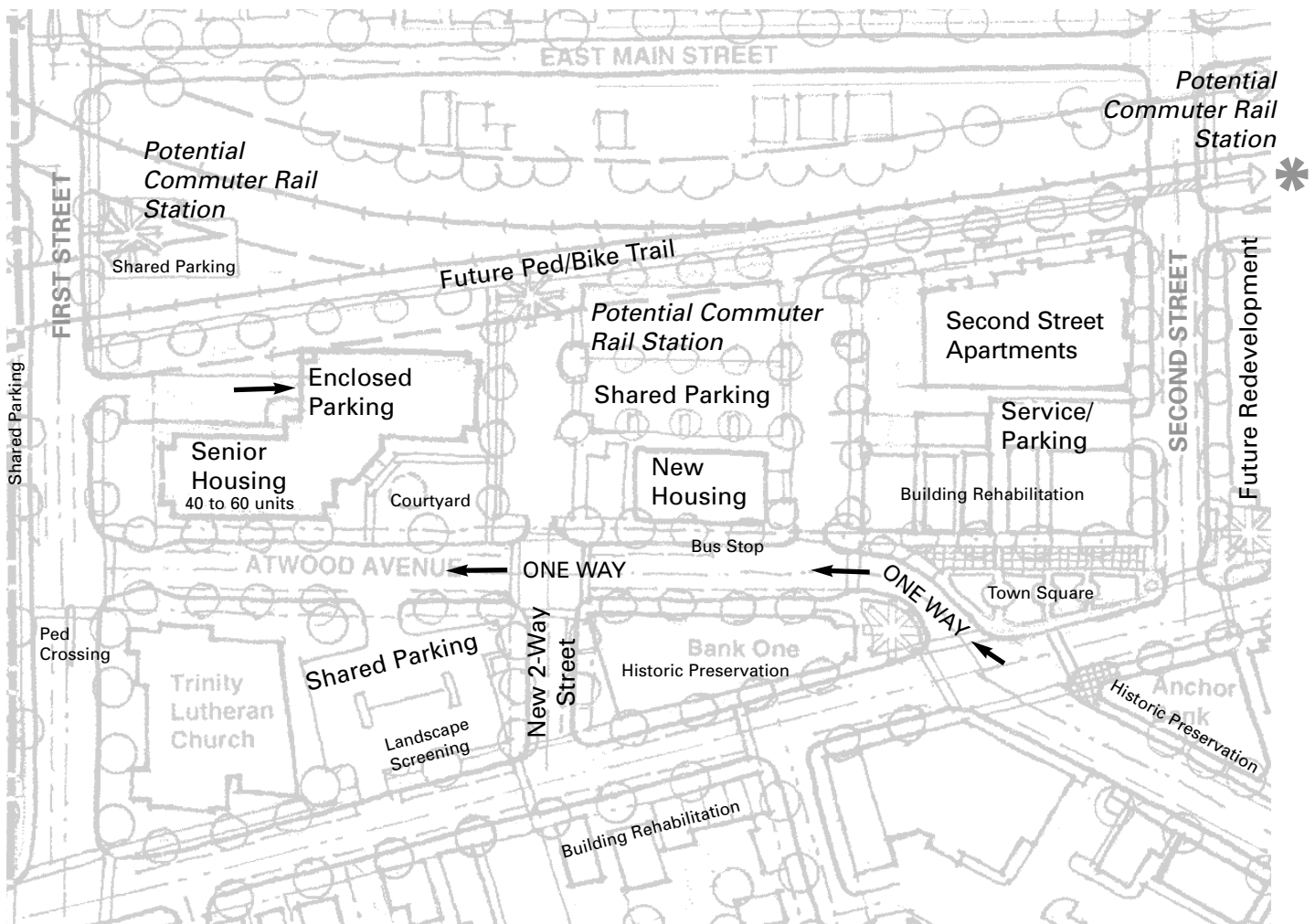


Figure 10 Atwood Avenue West: Possible Redevelopment Pattern

2. Atwood Avenue West

As properties east of Schenk's Corners transition to new uses, there is an opportunity to expand housing opportunities within the business district. Residential development is an appropriate land use for this area because the area is less visible as a retail destination, has limited access because of the one-way street pattern, and already includes the recently completed Second Street Apartments.

Figure 10 illustrates a possible redevelopment pattern for this area, which includes a mix of medium- to high-density housing (25-30 DU/AC). Key features of this proposal include:

- Market rate apartments or condominiums in a row house style with enclosed parking on the Bank One site. Surface parking to support the parking needs for Bank One and new housing developments. Potential for shared parking for the adjoining businesses.
- Senior housing with enclosed parking on the Dean Care site with walkway connections to the retail district and potential services provided by Trinity Lutheran Church.

- Off-street parking lots on First Street to provide shared parking opportunities for the business district.
- Landscaped walkways to the Second Street Apartments to better integrate this development with the business district.
- A new street between Trinity Lutheran Church and Bank One to improve access between Atwood Avenue and Winnebago Street.
- Improved pedestrian crossings at First Street, including pedestrian refuge islands and modifications to the free-flow right hand turn lane.
- A potential future commuter rail station that is directly accessible by pedestrian, bicycle and bus circulation. Possible locations include First Street, the Dean Clinic site, or the area west of Second Street.
- Streetscape improvements including walkways, pedestrian scale lighting and removal of overhead power lines to enhance the residential character of this area and visually connect the area to Schenk's Corners and the Schenk-Atwood Business District.
- Landscaped parking areas with walkways interconnecting new uses with the public streets.



Trinity Lutheran Church at the west entrance to the Business District

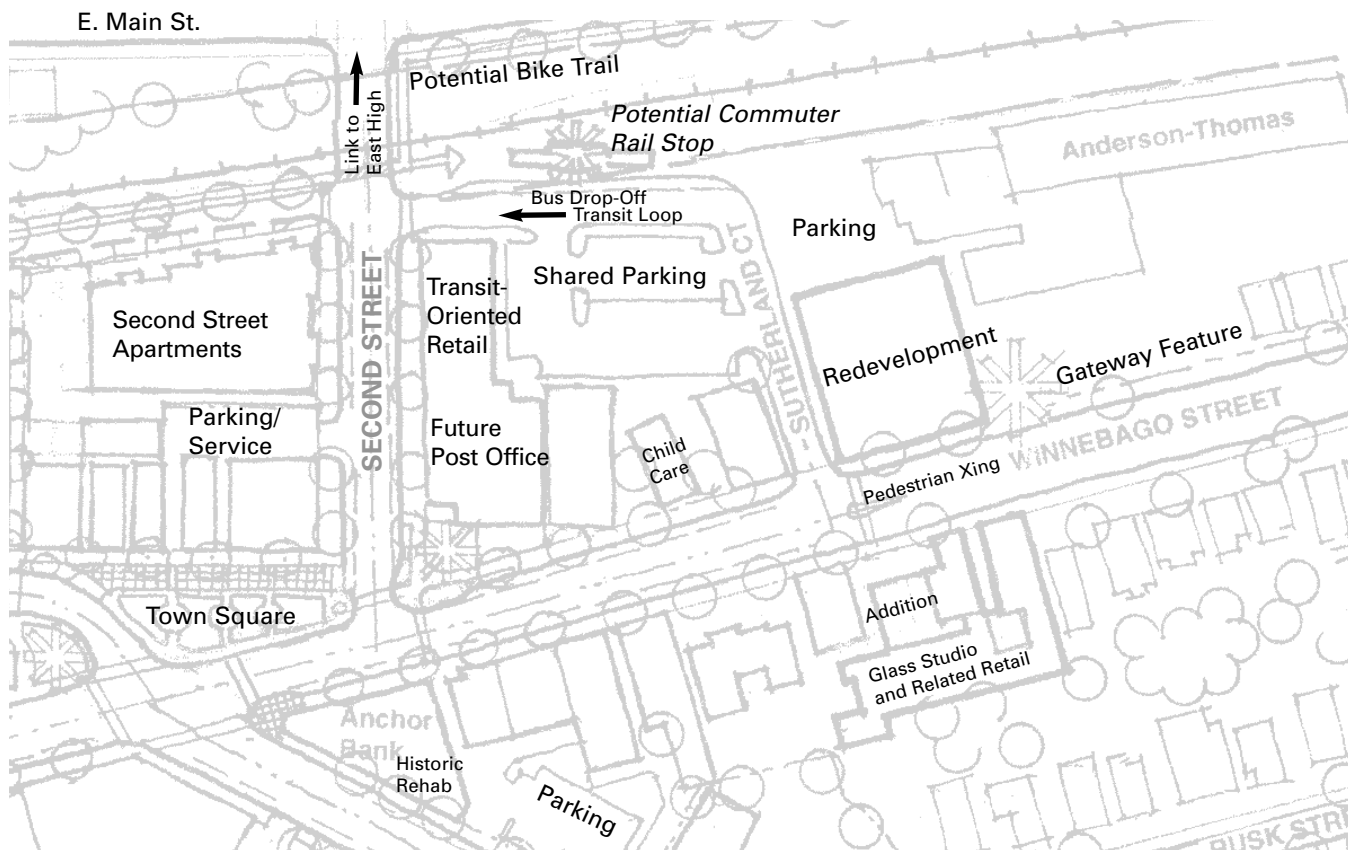


Figure 11 Winnebago North: Possible Redevelopment Pattern

3. Winnebago North

The Winnebago North land use area is located just to the north of Schenk's Corners and the proposed town square. This area currently includes a mix of service-oriented businesses, professional office space, artist studios, and residential uses. **Figure 11** illustrates a possible redevelopment pattern for this area. Key redevelopment features include the following:

- Redevelopment of properties near Sutherland Court on both sides of Winnebago Street for artist studios and related retail, professional office space and housing. Potential vacation of Sutherland Court to facilitate redevelopment.
- Redevelopment of the Second Street area for a possible neighborhood commuter rail station with transit-oriented uses anchored by a new post office at Second Street and Winnebago Street. Redevelopment should include shared parking to support existing businesses such as Impression Graphics and new transit-oriented businesses. Long-term transit parking should be discouraged.
- Streetscape improvements to Second Street (landscaping, lighting, walkways and improved rail crossing) to establish this street as a key pedestrian street connecting the business district to neighborhoods on both sides of East Washington Avenue.
- Development of a gateway feature to the business district with an entrance sign and landscaping.
- Potential new intersection at Winnebago Street and Sixth Street to discourage through traffic on Winnebago Street and improve the safety of the Milwaukee Street and East Washington Avenue intersection.



Figure 12 Central Atwood: Possible Redevelopment Pattern

4. Central Atwood

The Central Atwood land use area is located between Schenk's Corners and Dunning Street. This area is proposed as the primary retail street for the business district with the potential for new retail frontage, mixed use development and shared parking. **Figure 12** illustrates a possible redevelopment pattern for this area. Key redevelopment features include the following:

- Acquisition and removal of the East End building to facilitate redevelopment of properties between Amoth Court and United Way for new mixed-use development with enclosed parking, shared surface parking and expanded retail frontage on Atwood Avenue.
- Reorganization of existing parking lots between Amoth Court and Division Street to create an interconnected parking supply for adjoining businesses, and landscaped, lighted walkways providing safe and attractive pedestrian connections between businesses.
- Potential on-street parking on Eastwood Drive with walkway connections to Atwood Avenue.
- New development frontage on Eastwood Drive to improve the visibility of the Schenk-Atwood Business District from Eastwood Drive and the Isthmus Bicycle Parkway.
- Redevelopment of existing City parking lot and adjoining residential building for mixed-use retail and residential development with enclosed parking. This redevelopment will increase retail frontage on the north side of Atwood Avenue. Public and private surface parking spaces will be combined as part of a shared parking facility.

- Mixed-use redevelopment next to the Laborer’s Hall with ground floor retail uses, second floor office/residential uses and rear parking.
- Building rehabilitation, storefront improvements and mixed-use redevelopment for the block face between Corscot Court and Division Street.
- New mixed development for retail/office/residential uses at the corner of Atwood Avenue and Dunning Street.
- Streetscape improvements, ornamental pedestrian lighting, furnishings, and removal of overhead power lines to enhance the pedestrian character of Atwood Avenue as the primary retail street.

In addition to these land use, parking and streetscape improvements, several transportation improvements are also proposed. **Figure 13** illustrates potential improvements to the Atwood Avenue/Eastwood Drive intersection to allow two-way traffic flow on Atwood Avenue with one eastbound lane on Atwood Avenue merging with one eastbound lane on Eastwood Drive near Dunning Street. This improvement will reduce the width of Division Street and create a 4-legged intersection at Dunning. In addition to improving traffic flow for the business district, this intersection will promote pedestrian and bicycle access and expand open space for the Isthmus Bicycle Parkway. Relocating the off-street parking near Division Street for landscaping and an entrance feature will also enhance the east gateway entrance to the business district. New on-street parking can be created on Atwood and Eastwood to offset the loss of off-street spaces.

Other transportation improvements for the Central Atwood area include better defined pedestrian crossings. **Priority should be given to a crossing between the Barrymore Theatre and the Blue Plate Diner at Corscot Court on Atwood Avenue, and crossings at Amoth Court and Russell Street on Eastwood Drive.** Options for pedestrian crossing should be evaluated, including colored pavements, in-street pedestrian yield signs, and pedestrian refuge islands.

Figure 13 Central Atwood: Potential Transportation Improvements

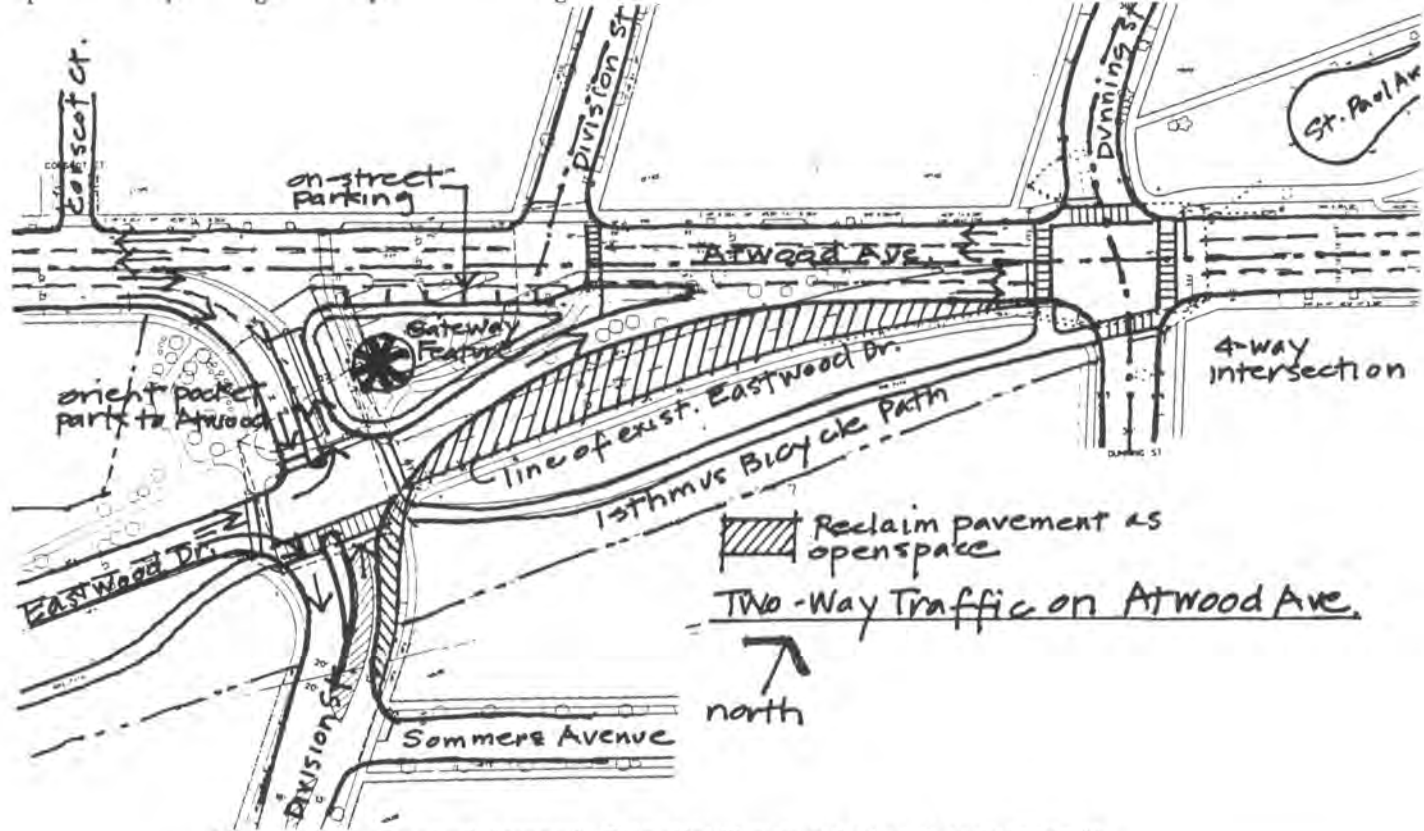


Figure 13 Central Atwood: Potential Transportation Improvements

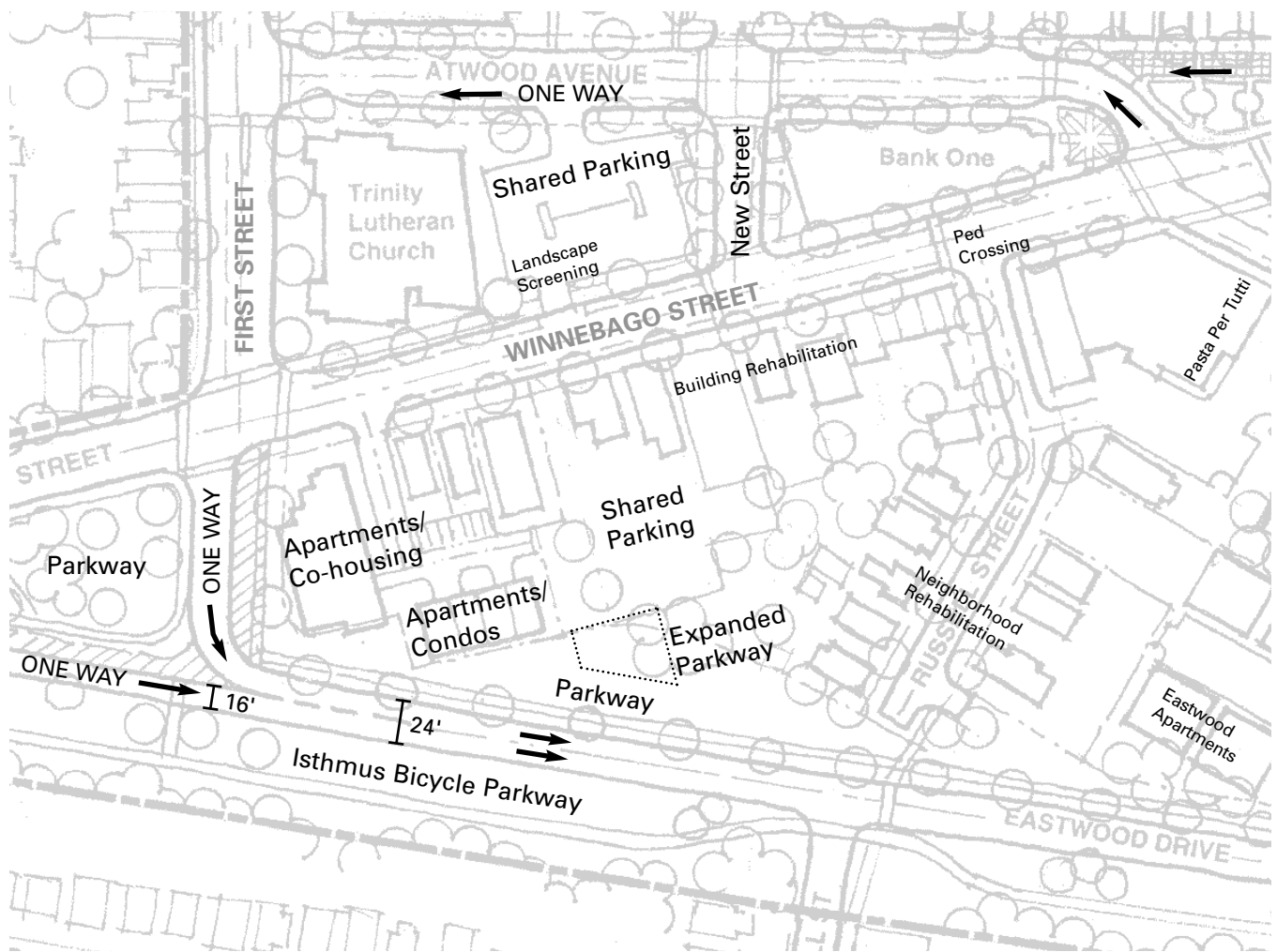


Figure 14 Winnebago South: Possible Redevelopment Pattern

5. Winnebago South

The Winnebago South land use area, which is located between Schenk's Corners and Riverside Drive, includes a mix of apartments, single-family homes, professional offices and service-oriented businesses. This area is also identified as the west gateway entrance to the business district.

Figure 14 illustrates the potential for redevelopment of the First Street/Winnebago Street/Eastwood Drive intersection for a medium-density residential development (15-25 DU/AC) with a mix of apartments or ownership housing. This proposal would replace 4 buildings (3 apartments and 3 single-family homes) with approximately 18-20 new housing units that could be targeted for affordable housing such as cooperative or co-housing. This development should be designed to take advantage of the lower grade at the end of Moulton Court to provide enclosed parking and first floor access to the adjoining parkway. In addition to new infill development, redevelopment of the Winnebago South area should also include the rehabilitation of existing commercial and residential buildings along Winnebago Street and Russell Street, and improvements to rear parking areas to facilitate shared parking opportunities.

The Winnebago South area has been proposed for traffic flow improvements to allow direct access into the business district on Winnebago Street while maintaining a choice to bypass the business district on Eastwood Drive. **Figure 15** illustrates improvements to the Winnebago Street/Eastwood Drive intersec-

tion that would allow one lane of eastbound traffic to continue onto Winnebago Street with one lane splitting off to Eastwood Drive. This proposal would also eliminate the need for two-way traffic on First Street between Winnebago Street and Eastwood Drive. Collectively, these improvements would reclaim existing street pavements to expand open space and landscaping for the Isthmus Bicycle Parkway, and improve the visual character of the west gateway to the business district, and provide better, more direct access to the business district.

Figure 15 Winnebago South: Potential Transportation Improvements

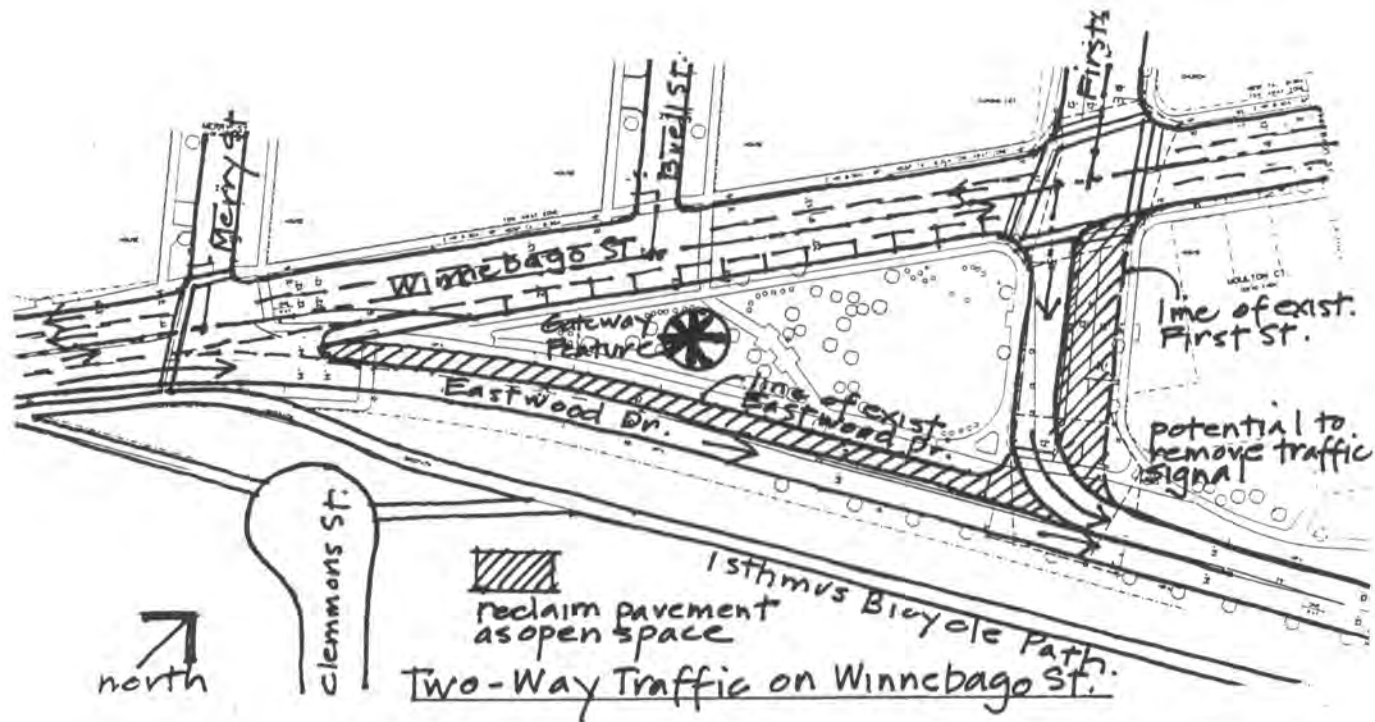


Figure 15 Winnebago South: Potential Transportation Improvements

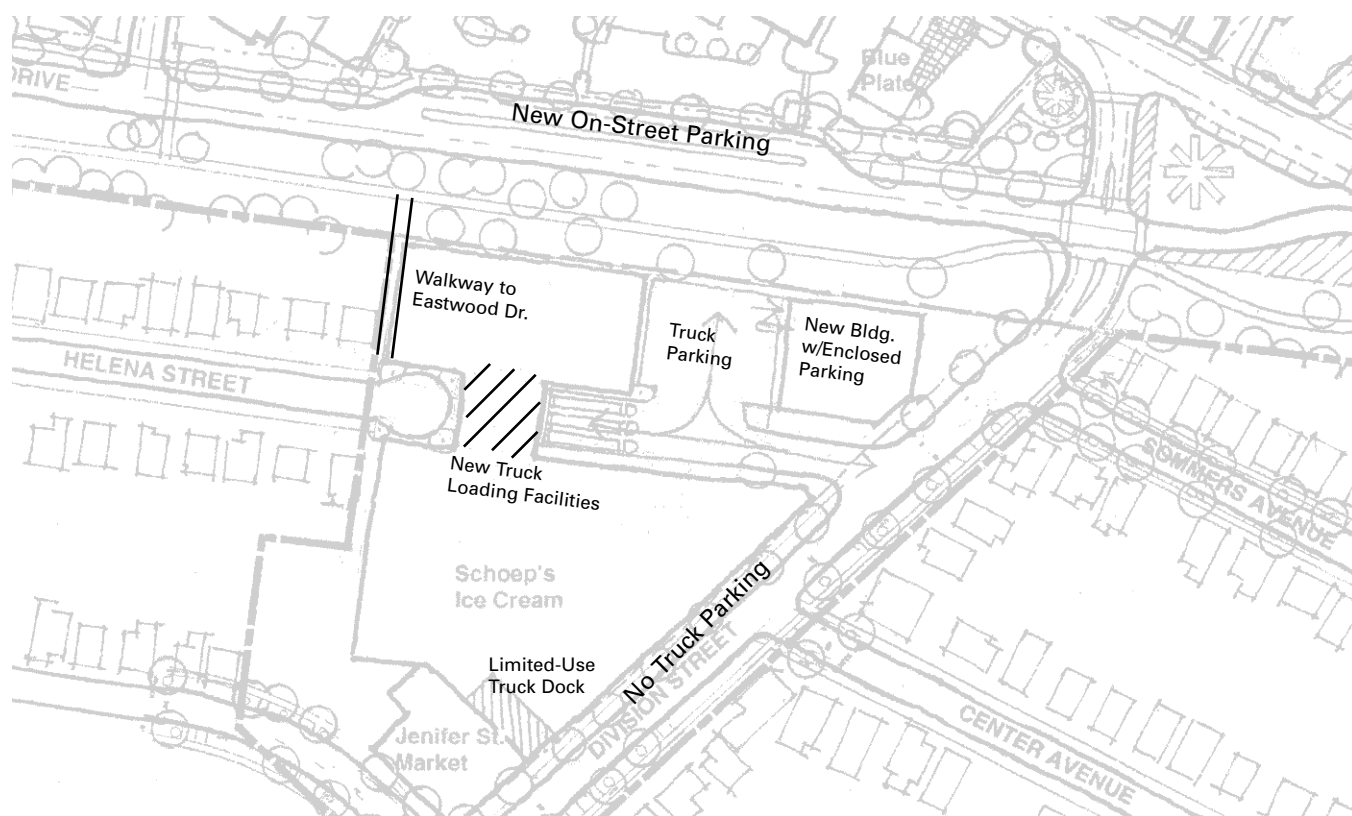


Figure 16 Schoep's: Possible Redevelopment Pattern

6. Schoep's

The Schoep's Ice Cream production facility, located at the intersection of Division Street and Eastwood Drive, has operated in the neighborhood for many years. This historic business provides an important employment and customer base for the neighborhood and the business district. In spite of these benefits, the neighborhood has raised serious concerns about truck traffic, parking and loading operations on Division Street and their impact on pedestrian and bicycle safety, traffic congestion and aesthetics. As part of the Schenk-Atwood Business District Master Plan, proposals were discussed to mitigate these concerns including vacating the end of Helena Street for Schoep's truck parking and loading facilities, as illustrated in **Figure 16** (see photo on p. 55). **This proposal is offered as a basis for further discussion between Schoep's, the neighborhood and the City.** Resolution of Schoep's truck loading issue will have to address the concerns raised by Helena Street residents regarding street vacation, including noise abatement, emergency vehicle access, and walkway connections from the end of Helena Street to the business district. This proposal will also have to be evaluated further by Schoep's regarding their operational needs and financing options.

Recommended Design Guidelines

Preserving and restoring the traditional character of the Schenk-Atwood Business District is important to maintaining the identity of Schenk's Corners as the historic East Side commercial center. It is this character which makes Schenk's Corners distinctive, and what appeals to new and long term businesses.

We recommend that detailed design guidelines be prepared for the Schenk-Atwood Business District to supplement the Master Plan. The guidelines should address how rehabilitation and new development can preserve and enhance the historic architectural character of the area.

Design guidelines should consider the following:

- High quality architecture
- New construction should complement the scale and character of the adjoining buildings and maintain the integrity of the historic block face
- Adaptive reuse of existing quality older buildings should be encouraged
- Building design should enhance the pedestrian scale and character of the street.
- New development should be planned to minimize the demolition of quality traditional buildings
- New developments which replace quality traditional buildings should be of equal or higher quality than what is replaced
- Redevelopment should retain sufficient existing building stock to preserve a block's historic character

These detailed design guidelines are not intended as an overlay zoning code nor as a building code.

Rather, they are district-specific indicators of the characteristics of appropriate development. Such design guidelines will be a valuable resource to developers, property owners, designers and public review bodies.

Master Plan Review Committee

It is necessary that a Master Plan Review Committee be formed to create the design guidelines, and then use them to review proposed projects. It is recommended that this be a consensus-based body of neighborhood stakeholders, a standing joint committee that includes members from both SARA and SASY. The guidelines should include a description of the ongoing process to be used for project reviews, the submittal requirements for proposed projects, and a mechanism for updating the guidelines.

The Master Plan Review Committee may wish to use the recently formed Bassett neighborhood Project Management Team as a model, which is successfully implementing the master plan for that area. It is important that the Master Plan Review Committee be formed very early in the process because:

1. The joint SARA/SASY committee will need time to write the guidelines, establish review procedures and orient its members.
2. The first projects to be built under the design guidelines effectively create a precedent that will be followed. The effectiveness and credibility of the Master Plan Review Committee with neighborhood residents, business owners and project developers will hinge on its early work.
3. There are relatively few building sites in the master plan area, and therefore each individual site can have a considerable impact on the whole.



Historic Architectural Character

Streetfront Buildings with Basic Architectural Pattern

Schenk's Corners is the historic outlying commercial center of Madison's East Side. It has a stock of well-made urban buildings that are architecturally significant. About a dozen of these existing street-front buildings all share essentially the same architectural pattern:

1. 2 to 3 stories overall height
2. Mixed-use retail uses below at street level office or housing above on upper floors
3. Attractive, well-proportioned detailing
4. Quality materials
 - Brick walls
 - Accents of stone and precast concrete similar to stone (sills, lintel, cornices, ornamental elements)
 - Lower-quality materials such as vinyl siding, synthetic stucco etc., are not used on the 'public' faces of the building
5. Building walls are close to the street on all frontages. These are streetfront buildings
6. Distinctive entrances located immediately onto the sidewalk.
7. Traditional proportions of fenestration (that is, windows and other openings) are appropriate to the use of each level
 - Large windows at street-level retail
 - Smaller double-hung windows at the upper floors
 - Separate entrances for grade level and upper floors
8. Signage conforms to and respects the architectural features
 - Scaled to pedestrian, not vehicles
 - Does not obscure architectural features
 - No flashing or other movement
 - In-window signage is tastefully done and preserves the transparency of the windows
 - Little or no lighted signage
 - Minimal display of corporate logos

9. Building colors are the earth tones of masonry materials
10. Block face of buildings has continuity and integrity when seen as a whole. The overall massing and bulk of individual buildings, though distinct, is similar enough to form a harmonious “street wall” that establishes the character of the street.

The Master Plan will refer to the above as the Streetfront Building Pattern. Below are photos of some existing buildings which exhibit the Streetfront Building Pattern:



Landmark Buildings with Special Character

Of the buildings in the vicinity of Schenk's Corners, there are 5 with special architectural significance beyond the Streetfront Building Pattern described above. **These Design Guidelines strongly recommend that these buildings specifically be retained and, when possible, preserved and upgraded to their original condition.**

The Bank One and Anchor Bank buildings basically follow the architectural pattern above. However, these buildings exhibit a higher level of architectural design in their proportions and detailing. Their prominence and design quality is due in no small part to their special locations on relatively narrow, triangular flatirons lots that face each other en pointe. It is these two buildings that we perceive as forming the 'corners' of Schenk's Corners.



The historic Schenk-Huegel/Anchor Bank building



The neoclassical Bank One building

The Barrymore Theatre and United Way (below) are 'anchor' types of structures, with special community-oriented uses. As such, they both depart significantly from the Streetfront Building Pattern. If any building can be said to most clearly identify Schenk's Corners, it is the Barrymore Theatre. More than a theater, the structure actually includes three other storefront businesses as well. The Barrymore and United Way nearly face each other across Atwood. Together with the Blue Plate restaurant, they form a community-use oriented region at the east end of Schenk's Corners.



Barrymore Theatre building



New United Way building

The Trinity Lutheran Church building (page 38) has a strong architectural presence that is appropriate to its civic stature. It is a landmark and functions the western ‘gateway’ into Schenk’s Corners. There are several other important neighborhood landmark structures—Lowell School (at the eastern ‘gateway’) and Saint Bernard’s Church (marking the bend midway along Atwood Avenue). These structures lie outside of the Master Plan study area.

Topics addressed by the design guidelines should be:

- Parking
- Architectural design
- Massing and setbacks
- Density of housing
- Lighting



*Building built-to the sidewalk
with a step-back (State Street)*

Design Guidelines for Existing Mixed Use/Commercial Buildings

- Architectural design and materials follow the streetfront building pattern
- Signage follows the streetfront building pattern
- Removal of building elements and materials that are inappropriate on the streetfront building pattern
- Adaptive reuse of the existing structures is encouraged

Design Guidelines for New Development

The Master Plan proposes to use the architectural patterns of the existing significant streetfront buildings as a model for new commercial and mixed development on Atwood Avenue and Winnebago Streets. The intent, however, is not to replicate historical buildings. In fact, contemporary interpretations of these patterns are encouraged. This is a neighborhood that welcomes appropriate diversity. **The purpose of the design guidelines is not to require uniformity, but rather preserve and enhance the architectural diversity within Schenk’s Corners’ historic context.** We recognize that it is the architectural patterns that create the character of the street, not simply “historic” or “traditional” details.

The following is intended as a template for writing the district’s guidelines. The potential new development and the character of each of the various areas of the district is quite distinct. This suggests somewhat different guidelines for each area and type of development. Accordingly, examples for guidelines will be presented here for 3 distinct types of new development: “Central Atwood” mixed use/commercial, “Atwood Avenue West” multi-unit residential and “Winnebago South” multi-unit residential.

There are several locations in the Master Plan area that can comfortably accommodate housing densities that are consistent with the urban character of Schenk’s Corners if designed well. Examples of high quality multi-unit residential and mixed-use building design in the medium density (16 to 25 dwelling units per acre) and medium-high density ranges (26 to 40 dwelling units per acre) are available from the City Planning and Development Department that can be used as models in the creation of the design guidelines.

1. Central Atwood Mixed Use/Commercial

Examples: the site east of Laborer's Hall (R11); the corner that currently includes On Belay (R3); the site of the current City parking lot (R7); current Gemini Landscaping site (R9)

- a. Parking
 - Shared access and cross-easements where possible and appropriate
 - Below-building
 - No parking in front yards
 - Parking in side and rear yards should be configured in smaller blocks to avoid large areas of paving
 - Landscaping within the lot, i.e., tree and planting islands approximately 1 to 12 cars
 - Walkways connecting to the public sidewalks should be provided.
 - Provide generous, convenient bicycle parking
- b. Architectural design
 - Follows the Streetfront Building Pattern
 - Bay windows, exterior balconies and other recessed or projecting elements of the facade are encouraged to add interest to the façade. are built up to the street lot lines.
 - Encroachment over the sidewalk is acceptable if appropriately handled in context of the block face.
- c. Massing, setbacks, build-to's and setbacks
 - 3 story height limit - height should complement existing adjoining buildings.
 - 4-story height may be permitted, especially on parcels close to 'downtown' Schenk's Corners, on selected portions of the building only. These might include elements at the corners and above the entry, and adequately stepped-back portions away from the streetfront facade of the building.
 - **The integrity of the block face must be maintained and impact on the balance of the streetscape carefully designed for taller building height and greater mass to be allowed.**
 - All streetfront facades are built to the lot line; some setbacks are encouraged if they provide for outdoor use such as dining or seating, and provide for additional amenities.

2. Atwood Avenue West Multi-Unit Housing

Examples: Current Dean Clinic site(R1); Bank One parking lot(R2)

- a. Parking
 - Shared access and cross-easements where possible and appropriate.
 - Below-building parking encouraged.
 - No parking in front yards.
 - Parking in side and rear yards should be configured in smaller blocks to avoid large areas of paving.
 - Landscaping within the lot, e.g. tree and planting islands at approximately 1 per 12 cars.
 - Walkways connecting to the public sidewalks should be provided.
 - Provide indoor bicycle parking for residents and generous visitor bicycle parking.
- b. Architectural design
 - Building design does not need to conform strictly to the streetfront building pattern, but should reflect historic design detailing.
 - Residential massing, roof pitches, fenestration are appropriate.
 - Brick and masonry walls at lower portions of the 'public' faces of the building.
 - Residential materials such as siding, wood trim and detailing are appropriate on upper portions of the building.
 - Usable porches and balconies are strongly encouraged.

- c. Massing, setbacks, build-to's and setbacks
 - 3-story height limit.
 - 4-story may be permitted on selected portions of the building, such as elements at the corners and above the entry, and stepped-back portions that are away from the streetfront facade of the building.
 - Use interior courts for residents, and to reduce the bulkiness of the building mass.
 - Exterior open space that is well-designed and usable by the residents.
 - Bay windows that extend to the building foundation and exterior and balconies are encouraged.
 - Major plane of the building facade on Winnebago Street and Atwood Avenue should respect the build-to line of the adjacent buildings. Portions of the building may be set back somewhat for landscaping, patios, porches.
 - Building facades not on Winnebago Street and Atwood Avenue should be set back for landscaping, patios, porches.
 - Building and individual unit entry doors should be oriented to the public street.
- d. Density
 - 25 to 30 dwelling units per acre (medium to high density). Higher density may be allowed depending on design quality

3. *Winnebago South Multi-Unit Housing*

Example: First Street block between Eastwood and Winnebago (R12)

- a. Parking
 - Shared access and cross-easements where possible and appropriate.
 - Below-building parking encouraged.
 - No parking in front yards.
 - Provide indoor bicycle parking.
- b. Architectural design
 - Building design does not need to conform to the streetfront building pattern.
 - Residential massing, roof pitches, fenestration are appropriate.
 - Brick and masonry walls at lower portions of the 'public' faces of the building.
 - Residential materials such as siding, wood trim and detailing are appropriate.
 - Usable porches and balconies are strongly encouraged.
- c. Massing, setbacks, build-to's and setbacks
 - 2-story height limit (not including roof).
 - 3-story may be permitted on selected portions of the building, such as elements at the corners and above the entry, and stepped-back portions that are away from the streetfront facade of the building.
 - Exterior open space that is well-designed and usable by the residents.
 - Bay windows that extend to the building foundation and exterior.
 - Balconies are encouraged.
 - Building facade may be set back from the sidewalk a few feet to allow for some landscaping and separation of lower floor windows from the street.
 - Building facades may be set back up to 15 feet.
 - Individual unit entry doors onto the sidewalk are strongly encouraged.
- d. Density
 - 15 to 25 dwelling units per acre (medium density). Higher density may be allowed depending on design quality.

Site and Parking Lot Lighting (all areas)

- Use shielded cut-off type of fixtures to control glare and light spill.
- Pole-mounted lighting should be low, between 8' and 20' in height.
- Metal halide lighting is preferred for color correct lighting.
- Use the minimum amount of lighting needed for safety and usability.
- Pedestrian scale ornamental lighting for walkways and use areas is encouraged. Style of lighting should complement the building architecture and public street character.

Special Opportunities

Design guidelines are used to encourage appropriate development, and to provide a mechanism to limit the negative effects of non-contextual or mediocre designs. Good design guidelines should motivate owners, developers and designers to propose high quality designs. Designs that exhibit good urban design, such as those that frame or create views, and buildings that attractively establish a street corner wall, should also be encouraged. **High quality design may be rewarded with density bonuses.** For example, particular contributions to the public realm—such as attractive interior courts or semi-public walkways, extraordinary architectural detailing, or above-average sensitivity to historic context—might qualify a project for additional density or height beyond that envisioned by the basic guidelines.

There is a further opportunity—unique to Schenk's Corners—that the district's design guidelines may wish to explore. The lower edge of the Barrymore's dome is approximately 40' above the street level. This may suggest an upper height limitation for the street facades of new buildings, similar to the downtown height limitation of the bottom of the Capitol dome. A limit of around 40' also accords closely with the historic 2-to-3 story storefront building heights. Although the Barrymore does not enjoy the same prominence as the Capitol, does not stand by itself on raised land as the Capitol does, nor is it at the center of a radiating system of streets, it certainly is the distinctive architectural feature of the neighborhood. **By maintaining views of the Barrymore dome, the district ensures that this landmark will always serve to identify Schenk's Corners.**

4.0 IMPLEMENTATION STRATEGY

A key component to any master planning work is the ability to implement the plan's recommendations. Implementation needs a structure from which to draw participants and to effect a work plan. There needs to be an organized structure to coordinate and monitor implementation priorities. SARA has played an important role in the neighborhood for over 20 years, installing beautiful neighborhood gardens; spearheading an elderly housing development on an underutilized site; assisting in a land swap with the City of Madison to make way for the development of the Eastwood Court Apartments; and participating in the purchase and renovation of the Barrymore Theatre to retrieve it from an undesirable use to the live performance venue it is today. **The master plan recommends that SARA, working with the City and the neighborhood, should assume the leadership role in implementing the plan. SARA should organize into a project management team (PMT) with a structure of subcommittees similar to the successful Bassett Neighborhood PMT.** Solid leadership, thoughtful prioritization of the plan recommendations, a thorough understanding of the resources required and a realistic working schedule can help to ensure the success of an implementation plan while meeting the needs of the neighborhood.

Public Project Priorities

This master plan document is a vision for the long-term growth and vitality of the Schenk-Atwood Business District. **The plan includes many recommendations that may require 10-15 years to fully implement through a coordinated investment effort by both the public and private sectors. The following public projects are recommended as implementation priorities** to provide a framework for neighborhood rehabilitation, business improvement, and new development activities. These projects are keyed by numbers to the foldout master plan graphic (Figure 5, page 27).

1. Intersection reconstruction to improve traffic flow (T1, T2, T3)
2. Development of Town Square at Schenk's Corners (S3, P6, T8, T9)
3. Gateway entrance improvements (S1, S2)
4. Pedestrian crossing improvements (T6, T10, T11, T12)
5. Bicycle circulation improvements including bicycle storage areas convenient to the district (T15)
6. Improved bus connections and facilities (T16)
7. Landscape, public art and park improvements for the Isthmus Bicycle Parkway (S4)
8. Street reconstruction coordinated with new development:
 - Amoth Court reconstruction (T4, S8, P3)
 - New street construction near Bank One (T7)
 - Helena Street reconstruction pending agreement with Schoep's and the neighborhood to relocate truck loading and truck parking facilities (T5)

Project Phasing and Funding

In the next five years, a significant amount of redevelopment could occur in the Schenk-Atwood Business District based on current plans and the real possibility that large sites such as the East Madison Dean Clinic site and the Bank One parking lot site will be available for redevelopment. **SARA and the City should work with property owners to qualify this development potential and begin the process of establishing a Tax Incremental Financing District (TIF) to fund public improvements recommended in the master plan.** A TIF District is a funding mechanism that is structured to capture revenues derived from the change in tax base before and after new development occurs. Public and private improvements planned for the TIF District can be financed with these revenues.

The Schenk-Atwood Business District Master Plan identifies many public improvements that would probably not occur without a TIF district. The following summary identifies a possible phasing of development projects and their related public improvements. All of these projects could occur within a 7-year TIF spending period. Redevelopment and public improvement projects are keyed by number to the foldout master plan graphic (**Figure 5**, page 27).

Phase One: Central Atwood Redevelopment (R3)

West gateway intersection and street improvements (S1, T1, T2)

Street and streetscape improvements for Amoth Court (T4, P3, S8)

Pedestrian crosswalks and streetscape improvements on Atwood Avenue East (T12, S5, S7)

Neighborhood signage at First Street and East Washington Avenue (S2)

Provide shared parking for the business district (P1)

Phase Two: Atwood Avenue West Redevelopment (R1, R2)

Town Square development (S3, T8, T9, P6)

East gateway intersection and streetscape improvements (T3, S1, S9, P4)

Atwood Avenue and First Street intersection improvements (T6)

Streetscape improvements for Atwood Avenue west (S5, S8)

New street connecting Atwood Avenue and Winnebago Street (T7)

New bicycle trail and landscaping in railroad corridor (T14, S10)

Provide shared parking for business district (P7, P8)



Schoep's Ice Cream at Helena Street

Phase Three: Schoep's (R8)

Vacate and reconstruct the end of Helena Street (T5)

Phase Four: Central Atwood and Winnebago North Redevelopment (R7, R9, R11, R13)

North gateway and streetscape improvements for Winnebago Street (S1, S5, S7)

Pedestrian crosswalk, streetscape and parking improvements for Atwood Avenue and Eastwood Drive (T11, S6, P2)

Isthmus Bicycle Parkway landscaping and amenities (S4)

Improved bicycle circulation on Atwood Avenue and Winnebago Street (T15)

Improved bus connections for the business district (T16)

Identify future commuter rail location (T13)

Phase Five: East Washington Avenue Reconstruction

Pedestrian crosswalk improvements at First Street and Second Street (T10)

Streetscape improvements for First Street (S5, S8)

Project Management Team

The following text summarizes the recommended steps that should be undertaken by a newly organized Project Management Team (PMT), working with the City and neighborhood, to implement the Master Plan.

Adopt the Schenk-Atwood Business District Master Plan as an Amendment of the Schenk-Atwood-Worthington Park - Starkweather Creek Neighborhood Plan.

1. Secure consensus and support from neighborhood on the Master Plan.
2. Work with Alderperson, City and SASY to adopt the Master Plan by January 2001.

Recognize SARA as the lead organization to implement the Schenk-Atwood Business District Master Plan.

1. Recruit new leadership for Board of Directors
 - Help build consensus
 - Commit to the time required
 - Commit to the plan
2. Recruit or reactivate new and existing membership.
 - Varied interests and skills
 - Willingness to work on subcommittees
3. Identify and activate subcommittees using the Bassett Project Management Team as a model.
4. Set regular meeting schedule.
5. Share information via newsletter with members and community.
6. Build a working relationship with SASY and other neighborhood groups.
7. Analyze and prioritize opportunities within the master plan.

Pursue all financing alternatives that can support Master Plan goals.

1. Establish a working subcommittee with interests and/or skills in financing strategies.
2. Explore Tax Incremental Financing.
 - Qualify development opportunities
 - Initiate the process for a TIF district with the city
 - Identify TIF boundaries
 - Commission a blight study
 - Ongoing community input
 - Establish a TIF district by 2002
3. Explore grants, loans and other public funding sources.
 - CDBG funds
 - Neighborhood rehabilitation programs
 - Façade improvement grants
 - Capital Improvement Program
 - CitiArts
 - Community Enhancement Program Grant
 - Industrial Revenue Bonds
 - Neighborhood Planning grants

4. Explore the creation of a Business Improvement District (BID)
5. Explore membership dues and event revenue
 - SARA membership dues
 - Neighborhood festival revenue
6. Recruit volunteers
 - Installation of some streetscape items
 - Maintenance of public spaces
 - Holiday decorations

Develop a strategy to proactively review redevelopment opportunities and provide neighborhood input consistent with the Master Plan.

1. Establish a working subcommittee with interest and/or skills in development and land use issues.
2. Review redevelopment opportunities as per Master Plan and develop likely timeframes.
 - Dean Clinic (R1)
 - Bank One parking lot (R2)
 - Krupp Properties/East End (R3)
 - Moren/Maxwell properties (R9, R11)
 - City parking lot site (R7)
 - First Street/Winnebago Street housing site (R12)
 - Schoep's/Helena Street (R8)
3. Actively monitor proposed development projects.
4. Inform potential developers of any design review criteria by neighborhood.
 - Historic guidelines
 - Business District design guidelines
 - Neighborhood Conservation District
 - Isthmus Façade Program
5. Understand zoning issues that may be a benefit or detriment to redevelopment.
 - Rezoning of commercial properties to allow for residential use - i.e., Dean Clinic
 - Greater flexibility in current parking requirements
 - Overlay zoning
6. Review and explore parking options and requirements.
 - City zoning requirements
 - Business/property owner needs
 - Cross parking/access agreements for shared parking
 - Detailed needs analysis
 - Formal and informal agreements
7. Review TIF status and its implications for specific projects

Develop a strategy to implement transportation modifications consistent with the Master Plan.

1. Establish a working subcommittee with interest and/or skills in transportation.
2. Prioritize the transportation modifications as outlined in the Master Plan
 - Schenk's Corners - Atwood Avenue - Winnebago Street intersection
 - Eastwood Drive - First Street intersection
 - Eastwood Drive - Division Street - Atwood Avenue intersection
 - First Street - Atwood Avenue intersection
 - Potential street between Bank One and Trinity Lutheran Church
 - Helena Street - Schoep's Ice Cream - Capital Water Softener
3. Secure consensus and support from the neighborhood for targeted projects.
4. Coordinate with the City on traffic and engineering requirements.
 - Develop detailed plans and cost estimates
 - Construction schedule
 - Construction disruption plan
5. Funding opportunities
 - TIF
 - Capital Improvement Program
 - Community Enhancement Program Grant
 - CDBG

Develop a strategy to implement public and green space modifications consistent with the Master Plan.

1. Establish a working subcommittee with interest and/or skills in public space and green space design.
2. Prioritize public/green space modifications as outlined in the Master Plan.
 - Town Square at Atwood Avenue and Winnebago Street intersection
 - Gateway at Eastwood Drive, Division Street and Atwood Avenue intersection
 - Gateway at Eastwood Drive, Winnebago Street and First Street intersection
 - Eastwood Drive, Isthmus Bicycle Parkway
3. Secure consensus and support from the neighborhood for targeted projects.
4. Coordinate with the City on engineering requirements.
 - Develop detailed plans and cost estimates
 - Construction schedule
 - Construction disruption plan
5. Public art potential.
 - Coordinate with Madison CitiArts
6. Funding opportunities.
 - TIF
 - CitiArts
 - CDBG
 - Private fundraising
 - Community Enhancement Program Grant

Develop a strategy to implement streetscape modifications consistent with the Master Plan.

1. Establish a working subcommittee with interest and/or skills in streetscape.
2. Prioritize streetscape modifications as outlined in the Master Plan.
 - Lighting
 - Landscaping
 - Public furniture
 - Public art
 - Bike racks
3. Explore potential for burying overhead power lines.
 - Establish working relationship with MG&E
4. Secure consensus and support from the neighborhood on targeted projects.
5. Coordinate with the City on engineering requirements.
 - Develop detailed plans and cost estimates
 - Construction schedule
 - Construction disruption plan
6. Review funding options
 - TIF
 - Pedestrian Lighting Assessment District
 - Private fundraising

Identify, assign and monitor ongoing tasks that SARA membership and the neighborhood can undertake.

1. Community relations
 - Exchange of information and ideas with businesses and residents
 - Exchange of information with city staff
 - Exchange of information with other neighborhood organizations
2. Management and maintenance
 - Explore cooperative advertising between merchants
 - Coordinate public place maintenance
 - Coordinate neighborhood gardens
 - Coordinate efforts to control graffiti
 - Coordinate efforts to monitor safety and security issues
3. Business retention
 - Provide a resource data bank for ongoing support - i.e., legal, accounting, financial
 - Offer training programs - i.e., customer service, advertising
4. Business Recruitment
 - Establish and maintain a database of relevant property information
 - Update or conduct a consumer survey
 - Update or conduct a market survey
 - Assess the tenant mix
 - Establish a recruitment action plan

AGENDA # _____

CITY OF MADISON, WISCONSIN

A SECOND SUBSTITUTE RESOLUTION

Adopting the Schenk-Atwood Business District Master Plan as ~~an update~~ a supplement to the Schenk-Atwood -Starkweather-Worthington Park Neighborhood Plan.

Drafted by: Ald. Judy Olson, District 6

Date: March 5, 2001

Fiscal Note: This is a 5 to 15 year plan. City Departments and Agencies will review the Plan's recommendations annually to determine priorities and recommend items to the City Budget.

PRESENTED

March 6, 2001
(By Title Only)

REFERRED

Plan Commission,

Ped/Bike/Motor Vehicle Comm., Transit & Parking Comm., Board of Public Works, Board of Estimates

REFERRED

PC, PBMVC, TPC, BPW, BOE, and UDC (4/3/01)

REPORTED BACK

JUL 03 2001

ADOPTED ☒

POF

RULES SUSPENDED

PUBLIC HEARING

APPROVAL OF FISCAL NOTE IS NEEDED
BY THE COMPTROLLER'S OFFICE

Approved By

Comptroller's Office

SUBS. RESOLUTION NO.

ID NUMBER

58505

29120

SPONSORS: Mayor Susan J.M. Bauman, Ald. Judy Olson

WHEREAS, the adopted Land Use Plan for the City of Madison recommends the development of Neighborhood Plans for established residential neighborhoods located within the City; and,

WHEREAS, the Schenk-Atwood-Starkweather-Worthington Park Neighborhood Plan was prepared and adopted March 2000, Resolution No. 56972; and,

WHEREAS, this plan was prepared by a neighborhood steering committee appointed by the Madison Common Council and guided by staff from the Department of Planning and Development; and,

WHEREAS, a recommendation of this neighborhood plan is the preparation of a focused master plan to guide the redevelopment and improvement of the Schenk-Atwood Business District; and,

WHEREAS, the Schenk-Atwood Business District Master Plan Steering Committee has prepared such a plan with the assistance of consultants from Schreiber Anderson and Associates; and,

WHEREAS, the Steering Committee worked closely with neighborhood residents, business and property owners, and staff of City agencies to prepare the plan recommendations; and,

WHEREAS, the Plan is intended to provide a policy framework to guide future land use and development decisions within the Schenk-Atwood Business District and future investment decisions by the City and private property owners for the area;

WHEREAS, the Plan is intended to encourage a coordinated public and private development effort over the next 15 years to **consider** implementing the Master Plan recommendations;

WHEREAS, the neighborhood-based Project Implementation Committee (PIC) comprised of neighborhood representatives has been formed to help monitor the implementation of the Plan Recommendations;

NOW, THEREFORE BE IT RESOLVED, that the Common Council does hereby adopt the Schenk-Atwood Business District Master Plan as an update a supplement to the 1999 Schenk-Atwood-Starkweather-Worthington Park Neighborhood Plan; and

~~BE IF FURTHER RESOLVED that appropriate City staff work with the neighborhood-based Project Implementation Committee (PIC) comprised of Schenk-Atwood Revitalization Association, Schenk-Atwood-Starkweather-Yahara Neighborhood Association, alderperson, residents, business owners and property owners, to assign priority to the following projects and activities necessary for the implementation of the plan recommendations:~~

- ~~1.) Land use recommendations for the area be incorporated into the City of Madison Land Use Plan;~~
- ~~2.) The Planning Unit and Zoning Section investigate amending the Zoning Code to create a new Mixed Use Urban Village District to help preserve and reinforce the traditional mixed use neighborhood shopping areas;~~
- ~~3.) The City of Madison Planning Unit work with the PIC to prepare design guidelines for new infill development and rehabilitation of existing properties~~
- ~~4.) The Engineering Division work with the PIC to prioritize street reconstructions consistent with the recommendations of the master plan;~~
- ~~5.) Traffic Engineering work with the PIC to coordinate the selection of a future commuter rail stop in the area;~~
- ~~6.) The Community and Economic Development Unit work with the PIC to encourage the rehabilitation of commercial buildings, the development of new housing affordable to a mix of incomes and promoting long-term tenancy;~~
- ~~7.) The Community and Economic Development Unit work with the PIC to explore the use of TIF and other financial tools to fund public improvements recommended in the plan;~~

~~A coordinated investment effort by both the public and private sectors be mounted over the next fifteen years to implement the Master Plan recommendations. The focus of implementation over the next 3-5 years should be on the following priority projects, which are identified by their code within the Master Plan. Traffic Engineering Division should prepare a design study for each of the transportation improvements recommended in the plan:~~

- ~~a.) Intersection reconstruction to improve traffic flow at Winnebago St. and Eastwood Drive (T1), First Street and Eastwood Drive (T2), and Atwood Avenue and Dunning Street (T3);~~
- ~~b.) Town Square development and associated parking and transportation improvement (S3, P6, T8, T9);~~
- ~~c.) Gateway entrance improvements (S1, S2);~~
- ~~d.) Pedestrian crossing improvements (T6, T10, T11, T12);~~

- e.) ~~Improvements promoting safe bicycle circulation on Atwood Avenue and Winnebago St., including bicycle storage areas convenient to the business district (T16);~~
- f.) ~~Improved bus connections for the business district, including bus stops with shelters;~~
- g.) ~~Improvements to the Isthmus Bike Parkway (S4);~~
- h.) ~~Amoth Court reconstruction (T4, S8, P3);~~
- i.) ~~New street construction near Bank One (T7);~~
- j.) ~~Helena Street reconstruction pending agreement with Schoep's to relocate its truck loading and parking facilities (T5)~~

BE IT FURTHER RESOLVED that prior to the commencement of the annual budget process, the Department of Planning and Development will prepare a status report on the **review of** implementation of neighborhood/business district plan recommendations and forward this status report to City agencies for consideration in establishing future agency work plans and budget submittals.

BE IT FINALLY RESOLVED, that future City budget processes consider programming funds to implement these projects for those plan recommendations with capital budget implications, the Department will forward this information to the Capital Improvement Review Committee for consideration as part of the annual capital budget review process.