



# Northport-Warner Park-Sherman Neighborhood Plan

*City of Madison, Wisconsin*

*Adopted by the Common Council on November 3, 2009 Enactment No: Res-09-00906 Legislative File ID: 15282*





Image 1: From the start of the planning process in 2007, until plan adoption on November 3, 2009, people of varying ages and backgrounds contributed their viewpoints and creative ideas and opinions to the development of the neighborhood plan. As a result, the recommendations of the Northport-Warner Park-Sherman Neighborhood Plan reflect many different voices, all with the intent to preserve the most treasured assets, realize strategic improvements, and create an even better Northside community.

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### **Community Groups, Centers of Worship**

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- Northport/Packers Community
- Learning Centers
- Kennedy Heights Community Center
- Vera Court Neighborhood Center
- Warner Park Community Recreation Center
- Northside TownCenter
- Lakeview Library
- St. Paul Lutheran Church
- Lakeview Lutheran Church
- St. Peter Catholic Church

### **Photo Credits**

Jeffrey Affeldt, Tom Hinds, Valerie Holden, Linda Horvath, Dave Kress, Lydia Maurer and Archie Nicolette.

Thank you to everyone that contributed to this planning effort.

This plan and information about the planning process is located at: <http://www.cityofmadison.com/neighborhoods/northsideplan/index.com>.

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# Executive Summary

Madison's Northside is a post World War II suburban area set among the natural beauty and recreational assets of Lake Mendota, Warner Park and Cherokee Conservation Park. The Northside also includes commercial, employment, industrial and transportation related development such as Kraft/Oscar Mayer, the Airport, scattered site retail and offices and larger shopping centers such as Northgate and the Northside TownCenter.

Families, seniors and young adults representing many different ethnicities, cultures and nationalities live on the Northside. There are four elementary schools, two middle schools and one high school. There are also five different community and neighborhood centers, which provide academic support, job skills training and recreation, among other resources.

The Northside is a great place to live and do business today, in large part because of the major strides it has made since the adoption of its first strategic plan 18 years ago. In the early 1990s, the Northport, Packers and Vera Court areas were challenging places to live, and there was high poverty among single mothers and new immigrant populations in certain parts of the Northside. The community began to successfully address its most pressing issues with the creation and adoption of its strategic plan and the formation of a number of key organizations and relationships.

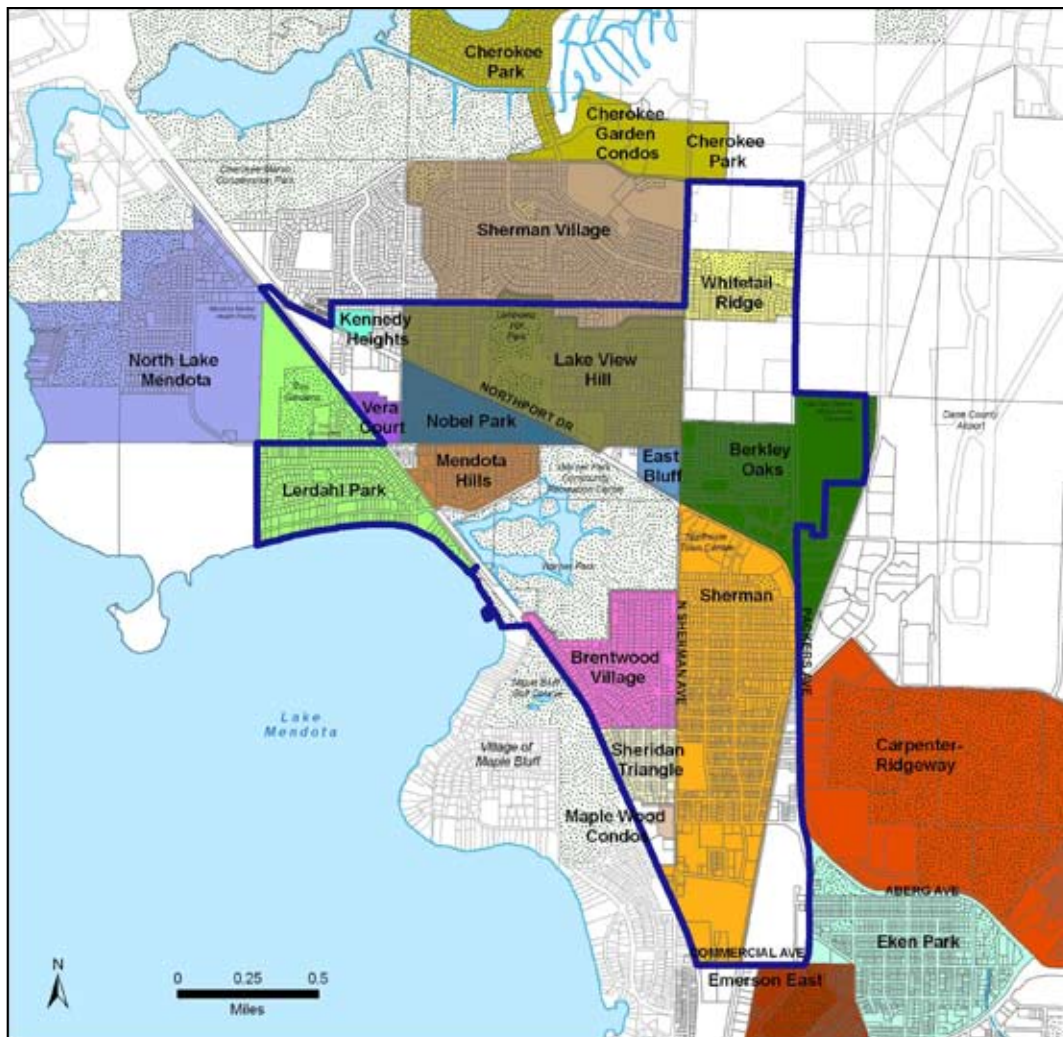
The establishment of the Northside Planning Council, a coalition of neighborhood-based stakeholders working toward common goals, and the creation of the Northport/Packers Community Learning Centers, Vera Court Neighborhood Center and Kennedy Heights Community Center began to fill gaps of great need for educational, social and referral assistance. Warner Park Community Recreation Center also became

integral as a focal place for social and recreational activities, and the new North District Police Station began forging working relationships with the neighborhood and business community.

Today, Madison's Northside has a new set of issues regarding livability. This suburban-era neighborhood, located just five miles from Madison's vibrant downtown, seems to have been neglected in terms of reinvestment compared to other parts of Madison. Aging strip shopping centers, minimally landscaped transportation corridors, underutilized industrial warehouses and well-kept, but not necessarily upgraded housing, seems to be commonplace. The booming growth in nearby communities of Deforest and Waunakee compounds the perception that the Northside is a place that has been forgotten.

Madison's Northside has tremendous opportunity to reinvent itself. It has unique features, which if marketed well, could appeal to the next generation of buyers and renters. It is close to downtown Madison, Lake Mendota, Cherokee Marsh and other recreational opportunities for healthy living. The Northside also has smaller to medium size well-built homes that are within financial reach of most families and that can be retrofitted to accommodate green and high tech preferences. There are also opportunities for infill residential and commercial development that can bring more compact, sustainable development that will support a new retail mix. And the easy access to Dane County Airport, the I90 system and underutilized industrial lands along an active freight line are tremendous locational benefits that can attract a new array of businesses, jobs and economic development.

The area's first neighborhood plans, Northport-Warner Park (1992) and Brentwood-Sherman-



**Northport-Warner Park-Sherman Neighborhood Plan**  
 Neighborhoods in and near Planning Area

Study Area Boundary

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

Packers (1996), were efforts to build upon the assets of the area and to address the issues facing community services, housing, parks and open space, land use, transportation and safety. These were the first large-scale efforts of neighborhoods working together to design a workable strategy to encourage public and private investment in the northern part of Madison.

The 2009 Northport-Warner Park-Sherman Neighborhood Plan (NWS Plan) is an effort to update the earlier plans. It will be used by policymakers in their deliberations on how to make strategic changes to the area. The Plan began with the appointment by the Mayor, and confirmation by the Common Council, of the neighborhood-based Northport-Warner Park-Sherman Steering Committee (NWS SC) to guide Plan preparation.

There were many opportunities for public input from residents, the business community and locally-based organizations during the planning process that lasted from January 2008-June 2009. There was a series of four open houses at key points in the process, interviews with community groups and centers of worship, presentations and facilitated discussions with neighborhood associations, public forums hosted by the Northside Planning Council, publicly noticed Steering Committee meetings, public input coffees, meetings with school principals and other stakeholders, an interactive webpage where members of the public could submit written comments and articles and announcements about the plan in area

Map I-1: Neighborhoods.

newsletters, webpages and the Northside News. This Plan addresses the elements of what makes a great neighborhood:

- A mix of uses, services and amenities that serve residents and attract newcomers to live in the neighborhood.
- Local businesses such as grocery stores, hardware stores, restaurants, all within walking distance.
- A strong business climate where commercial/ industrial space exists and relationships help people find jobs, start new businesses and raise capital.
- A variety of housing choices for people in different stages of life and income levels.
- Walkability and connectivity to neighborhood serving places, such as business districts, community centers, employment centers, schools and recreational lands.
- Placemaking to provide gathering spots for community, educational, recreational and social enjoyment.
- Attractive public and private realm, in terms of housing, businesses, or open space, which makes a statement that the neighborhood is well-kept.
- Safe, healthy and sustainable environments, in residential and business districts, alike.
- Local businesses such as grocery stores, hardware stores and restaurants, within walking distance.

The Northport-Warner Park-Sherman Neighborhood Plan is an advisory document for initiating, directing and managing change. The plan begins with an overall vision for the planning area, which was composed by the  
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Steering Committee with community input. Each of the subsequent chapters covers a theme that includes goals and recommendations. The recommendations for land use focus on potential development and redevelopment sites. These sites are in order of NWS SC priority, but the associated recommendations for each site are not. All of the other themes include recommendations listed in NWS SC priority order. The Steering Committee also came up with a list of top six recommendations across the entire plan. This list is included in Chapter 9.

### **Vision**

The Northside is a diverse, inviting and vibrant community of neighborhoods where people of many different ethnic and cultural backgrounds, ages and incomes live, work, play and learn in healthy and sustainable ways.

Toward this vision, we will:

Ensure residents of all ages and incomes are able to flourish via improved community relationships and connections;

Preserve and restore the natural beauty of the lakes, beaches and open spaces; making them accessible to all and encouraging their active use;

Expand and promote accessible recreational options for a wide variety of individual and community recreational activities;

Improve safe pedestrian, bicycle and vehicular movement within the area;

Employ universal design concepts to enhance accessibility and mobility for all residents;

Ensure personal, property and transit safety;

Promote community spirit while preserving the unique character of neighborhoods;

Encourage thriving town centers that offer residents cultural, community and commercial amenities;

Maximize quality educational and entertainment opportunities;

Maintain and enhance continued participation of children and families in schools and other educational centers;

Celebrate diverse cultures by supporting and encouraging community wide turnout to cultural events;

Enable businesses and employers to prosper and to employ Northside residents;

Preserve the quiet enjoyment of homes, parks and neighborhoods.

### **Theme 1**

#### **Strategically Revitalize Key Areas and Guide New Development**

Recommendations include concept designs for key areas that the planning process identified as having redevelopment and development potential. Key areas include: 1) Northside TownCenter; 2) Airport Gateway; 3) Northport-Troy; 4) Raemisch Property; 5/6) Northgate Shopping Center/Kraft/Oscar Mayer; and; 7) Packers Avenue Frontage.

### **Theme 2**

#### **Create a Unique Identity and Branding**

Recommendations include creating a unique identity and brand to help market the Northside. The unique identity and brand will be reflected in a unified design for gateway corridor enhancements such as benches, sculptural median fencing,

public art and entrances to parks and other public gathering places.

### **Theme 3 Enhance Local Economic Development**

This theme includes recommendations to improve marketing of the Northside to retain existing businesses and attract new businesses, improve and expand economic development opportunities, support coordination of Northside economic development, improve the appearance of major corridors and business and commercial areas, and create a partnership with community groups to enhance and expand job training and job opportunities.

### **Theme 4 Improve Safety and Efficiency of Walking, Biking and Driving**

There are short-term and long-term recommendations to improve safety and efficiency for pedestrians, bicyclists and public transit riders, while also improving movement and safety of motor vehicles. Areas of focus are North Sherman Avenue, Northport Drive, STH 113 and Packers Avenue.

### **Theme 5 Enhance Recreation and Sustainability of Green Spaces**

The primary recommendation is for a Warner Park land use plan that includes recommendations to beautify the large parking lot off of North Sherman Avenue and make it more pedestrian friendly, complete a walking path connection around the park perimeter, improve water quality and recreation opportunities of Warner Park lagoon and Warner Beach, preserve and enhance natural habitat for birds and other wildlife, assess

the cost and neighborhood impacts of a potential pool located within the park, etc.

### **Theme 6 Enhance and Expand Community Education and Recreation**

Recommendations include enhancing and expanding programming for children/youth, establishing a neighborhood-based network to assemble and disseminate community information, encouraging Madison School and Community Recreation to establish academic programming, exploring options to improve community support resources and social services, etc.

### **Theme 7 Create Stable and Inviting Places to Live**

Recommendations include such efforts as sustaining a mix of housing types, preserving single-family housing character, exploring and considering neighborhood stabilization options for emerging neighborhood areas (e.g. Brentwood, Karstens, Kipling and Vera Court), exploring options to encourage quality management and to improve screening processes, promoting and improving access and information for home buyers, and providing property owners with green building/rehabilitation alternatives education and information.



Figure I-1: Conceptual design of the Raemisch Property.

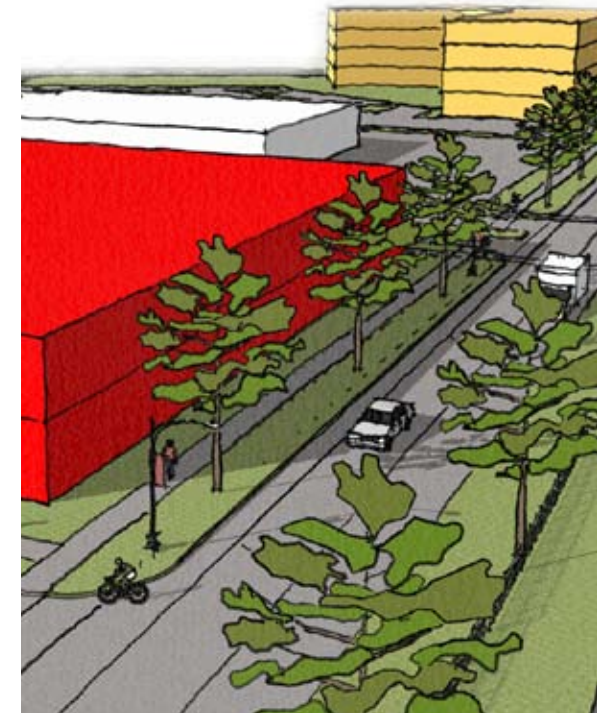


Figure I-2: Conceptual design along Northport Drive.





# VOLUME I

# Chapter I-1: Introduction

In the early 1990s, Northside neighborhoods came together to work collectively on a strategy to improve the livability of the area. The area's first plans, *Northport-Warner Park Plan* (1992) and *Brentwood-Sherman Neighborhood Plan* (1996), were efforts to build upon the assets of the area and to address the issues facing community services, housing, parks and open space, land use, transportation and safety issues. It was the first large-scale effort of neighborhoods working together to design a workable strategy to encourage public and private investment in the northern part of Madison.

Over the last 18 years, district alderpersons, neighborhoods, community centers and other Northside organizations have worked toward the betterment of the physical, social and economic well-being of the area. The Northport-Warner Park-Sherman Neighborhood (NWS) Plan is an update of the earlier plans. This advisory Plan will be used by policymakers in their deliberations on how to make strategic changes to this area.

## What the Plan is

The NWS Plan is an advisory document for initiating, directing and managing change. It was prepared with the guidance of a Mayoral appointed neighborhood-based Steering Committee that incorporated input from residents, the business community and locally-based organizations. The planning process began in January 2008 and continued until Plan adoption in November 2009. The Plan accomplishes the following:

1. Provides a clear and common vision and a set of goals for the future development/redevelopment of the neighborhood.
2. Provides information about neighborhood positions on proposed actions and changes.

3. Identifies short- and long-term actions, which address specific issues in the neighborhood.
4. Identifies opportunities in timing, funding and in public-private collaborations to achieve desired outcomes.

The NWS Plan identifies issues and strategies to address priority issues for the next 10 years. The implementation plan includes the lead organizations and the action steps that need to be taken to realize the recommendations and strategies. Many of the Plan recommendations and strategies will need City Board and Commission review and approval, including operating and capital budget approval, prior to implementation. Each of these processes will have public input stages.

## Why the Northside?

The Northport-Warner Park-Sherman area was selected to receive planning services by the Community Development Block Grant Commission (CDBG) to update the previously adopted Northport-Warner Park Plan (1992) and Brentwood-Sherman Neighborhood Plan (1996). An update of the existing plans will determine what is still important to Northsiders' as well as new issues that residents and the business community would like to address. The area also qualified for planning assistance since there are a higher percentage of low- and moderate-income households compared to the City as a whole. In addition, approximately \$106,000 of federal funding will be available to implement eligible projects.

## Planning Area

At the onset of the planning process, the Northside was to receive planning assistance for two separate



plans: The Northport-Warner Park area in 2008 and the Brentwood-Sherman area in 2009. Eight months into the first planning process, a change was made to combine the planning areas into a unified whole. Combining the planning areas and expanding the Steering Committee from 15 to 23 members, enabled Northsiders to plan for neighborhood issues throughout the larger region.

The planning area is roughly bound by Packers Avenue on the east, Wheeler Road and Havey Road on the north, Union Pacific Railroad, Harper Road and Lake Mendota on the west and Commercial Avenue on the south (see Map I-3).

### Who was involved?

The Madison Common Council confirmed the appointment of the neighborhood-based NWS Steering Committee to guide the planning process. Twenty-three steering committee members, representing geographic areas or constituent groups, started the planning process by:

- Identifying the assets and opportunities of the neighborhood area.
- Assessing existing conditions, trends and potential future influences in the region.
- Inventorying and assessing the social fabric of the neighborhoods.
- Identifying ways to solicit input from the larger Northside community.

The Neighborhood Plan webpage at: <http://www.cityofmadison.com/neighborhoods/northsideplan.com/> includes detailed information on the above Plan components. A Planning Process Timeline with highlighted Steering Committee and City Staff work tasks and public input can be found to the right.

### Public Input Process

Approximately 30,000 people live on the Northside, and about 10,000 live within the planning area. To solicit input, the NWS SC hosted the following events and activities. Interpreters for non-English speakers were made available as needed:

- **Open Houses:** September 29, 2007 (15 participants); April 10, 2008 (12 participants); December 11, 2008 (over 80 participants); and April 18, 2009 (over 120 participants).
- **Neighborhood Associations:** Presentations and discussions with neighborhood associations (attended 11 meetings and hosted one public input coffee where four different neighborhood associations participated).
- **Northside Business Association:** Presentations and discussions with Northside Business Association (two regular meetings and one trade show where NBA members discussed plan recommendations)
- **Schools and Community Organizations:** During the course of the planning process, over 20 meetings, group interviews and “input coffees” were conducted with staff and other representatives from a variety of area schools and community service organizations.
- **Northside Planning Council (NPC):** NPC hosted two community forums, one focused on economic development and the other on transportation. The NPC also used regular meetings to discuss Plan issues and recommendations and then provided comments on the Plan. Additionally, planning staff presented NWS Plan information and solicited input at NPC’s 15-year anniversary event.
- **Northside Market Study:** Focus Groups

### Planning Process Timeline

#### 2007

##### Summer

- Background information and data collection and analysis

##### Fall

- City Staff Team Appointment
- Community Open House Kickoff September 29, 2007

#### 2008

##### Winter

- Neighborhood Steering Committee Appointment and Work Session Kickoff
- Key Issue Identification and Analysis

##### Spring/Summer

- 12 Northside Market Study Focus Groups
- Community Concerts and Festivals, 11 Neighborhood Association Meetings and over 20 Stakeholder Interviews

##### Fall

- Kickoff Combined Planning Area Process
- Northside Market Study Community Presentation October 2, 2008
- Goals and Strategies Development
- Community Open House December 11, 2008

#### 2009

##### Winter

- Draft Recommendations Development

##### Spring

- Draft Recommendations Refinement
- Community Open House April 18, 2009
- Northside Artists’ Charette, Public Input Coffees with Neighborhood Associations, Community Learning Centers and Others for Draft Recommendation Feedback

##### Summer/Fall

- Final Draft Plan Completion and Approval by Steering Committee
- City Commission and Board Review and Approval Process with Public Comment Opportunities
- Plan Adoption

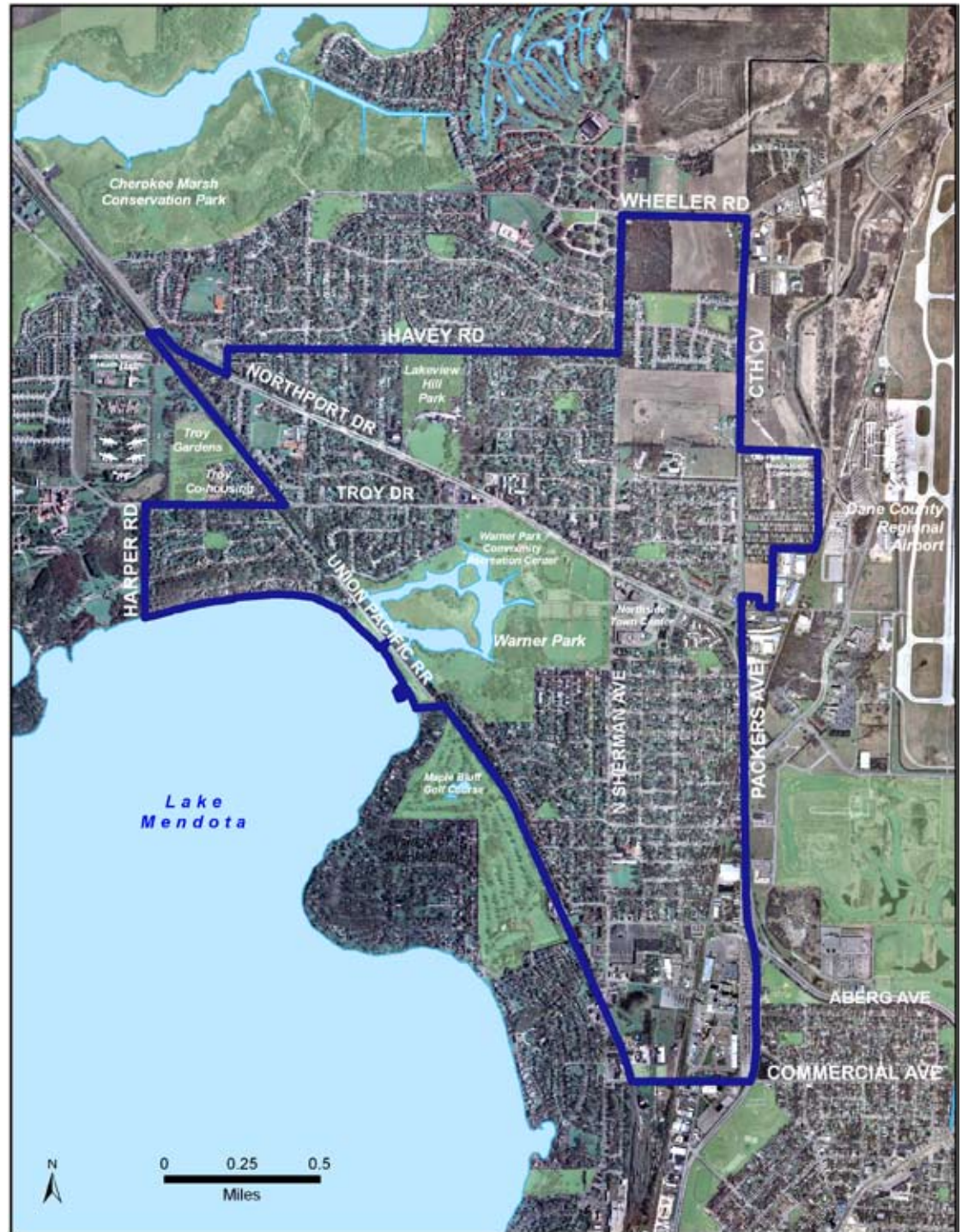
#### Next 5 to 10 Years

- Plan Implementation

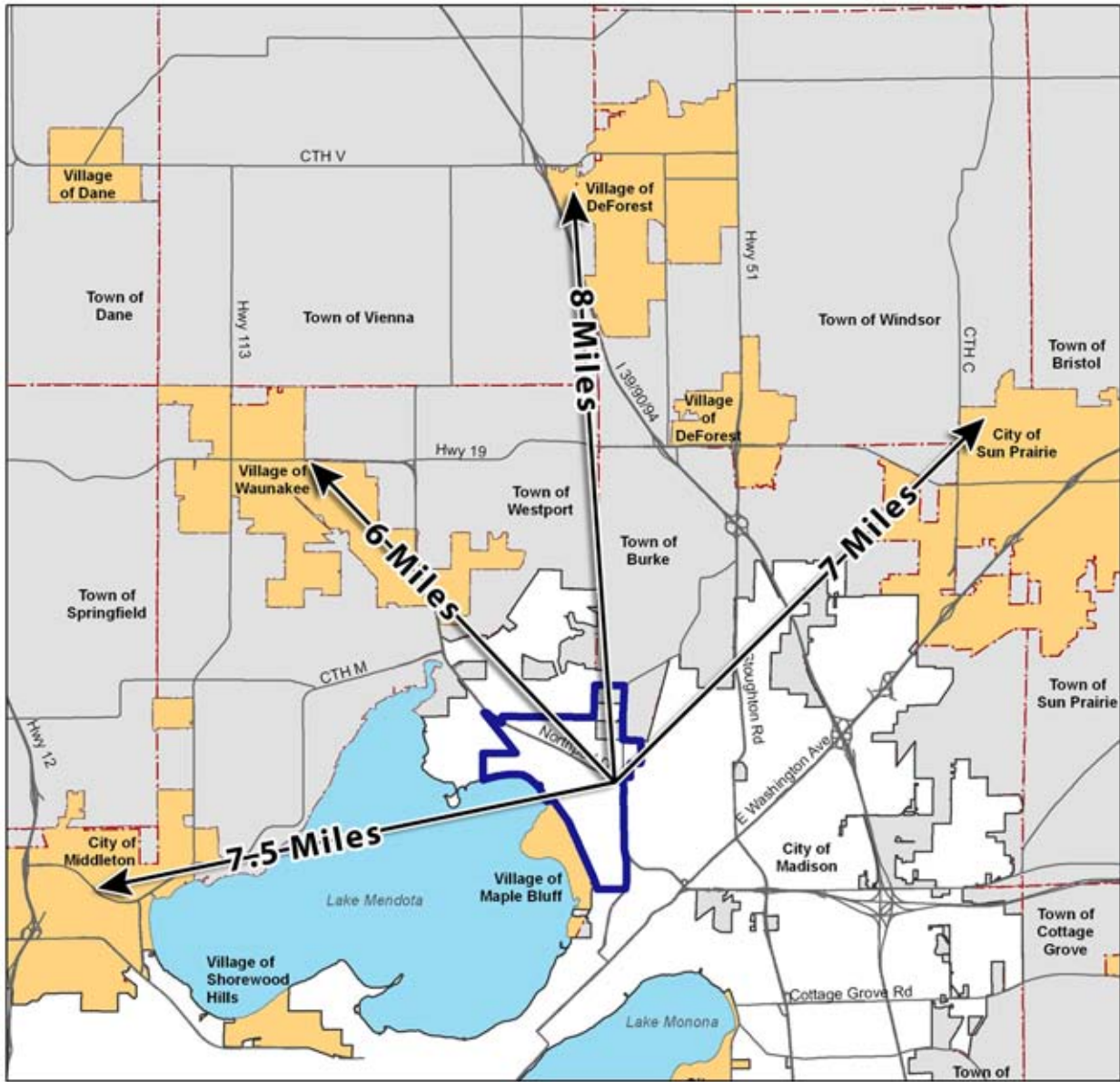
**Note:** Plan Process Updates in Northside News, Northport News and other neighborhood publications and listservs; public input was also welcome through the neighborhood plan webpage, email, letters, phone calls and regular Steering Committee meetings.

(12 focus groups) and public presentation of Market Study Results (October 2, 2008).

- **Madison Arts Commission:** The Madison Arts Commission brought together nine local artists, designers and other volunteers to participate in a day-long charrette to discuss and conceptualize various neighborhood beautification ideas (April 11, 2009).
- **Information Displays and Public Interviews:** Plan informational displays and interviews at neighborhood events such as North/Eastside Senior Coalition concerts in Warner Park, Northside Farmers Market and Kennedy Heights Spring Fling.



Map I-2: Planning Area.



Map I-3: Regional Context.



Image 2: April 2009 Public Meeting.



Image 3: Steering Committee Meeting.

# Chapter I-2: Strategically Revitalize Key Areas and Guide New Development

The City of Madison Comprehensive Plan provides general land use guidance for neighborhoods. Neighborhood plans focus on particular sites, providing redevelopment ideas in the form of principles and concepts. Specific development details are worked out by the developer, landowners and neighborhoods.

## Potential Redevelopment and Development Sites

Through discussion at Steering Committee meetings, city staff analysis and public input, the Steering Committee worked with city staff to identify the following potential redevelopment and development sites in the planning area: 1) Northside TownCenter; 2) Airport Gateway; 3) Northport-Troy; 4) Raemisch Property; 5/6) Northgate Shopping Center/Kraft/Oscar Mayer and; 7) Packers Avenue Frontage (see Figure I-3). Site selection criteria included potential for land use change; vacant land; underutilized land; etc. Through further research and analysis of site characteristics, interviews with property owners, public input and further discussions, city staff worked with the Steering Committee to create land use goals, concepts, design principles and revitalization strategies for these sites. The land use goals are included below and are followed by a series of redevelopment/development conceptual designs and ideas for each site. Existing and potential property owners are encouraged to use these concepts as a guide when considering future development matters.

## Land Use Goals

- Promote sound and orderly development that will enhance Northside neighborhoods.
- Preserve single-family, owner-occupied areas within neighborhoods.

- Create a more balanced supply of housing occupancy to include increasing the number of owner-occupied homes.
- Ensure that new infill single-family, multi-family and mixed-use development remain comparable with, and sensitive to, the existing form of the neighborhood as a whole with exception to areas designated for compact, higher density developments.
- Ensure that new infill mixed-use or commercial developments along and/or adjacent to the major transportation corridors incorporate traditional neighborhood design principals, especially regarding pedestrian-oriented features.

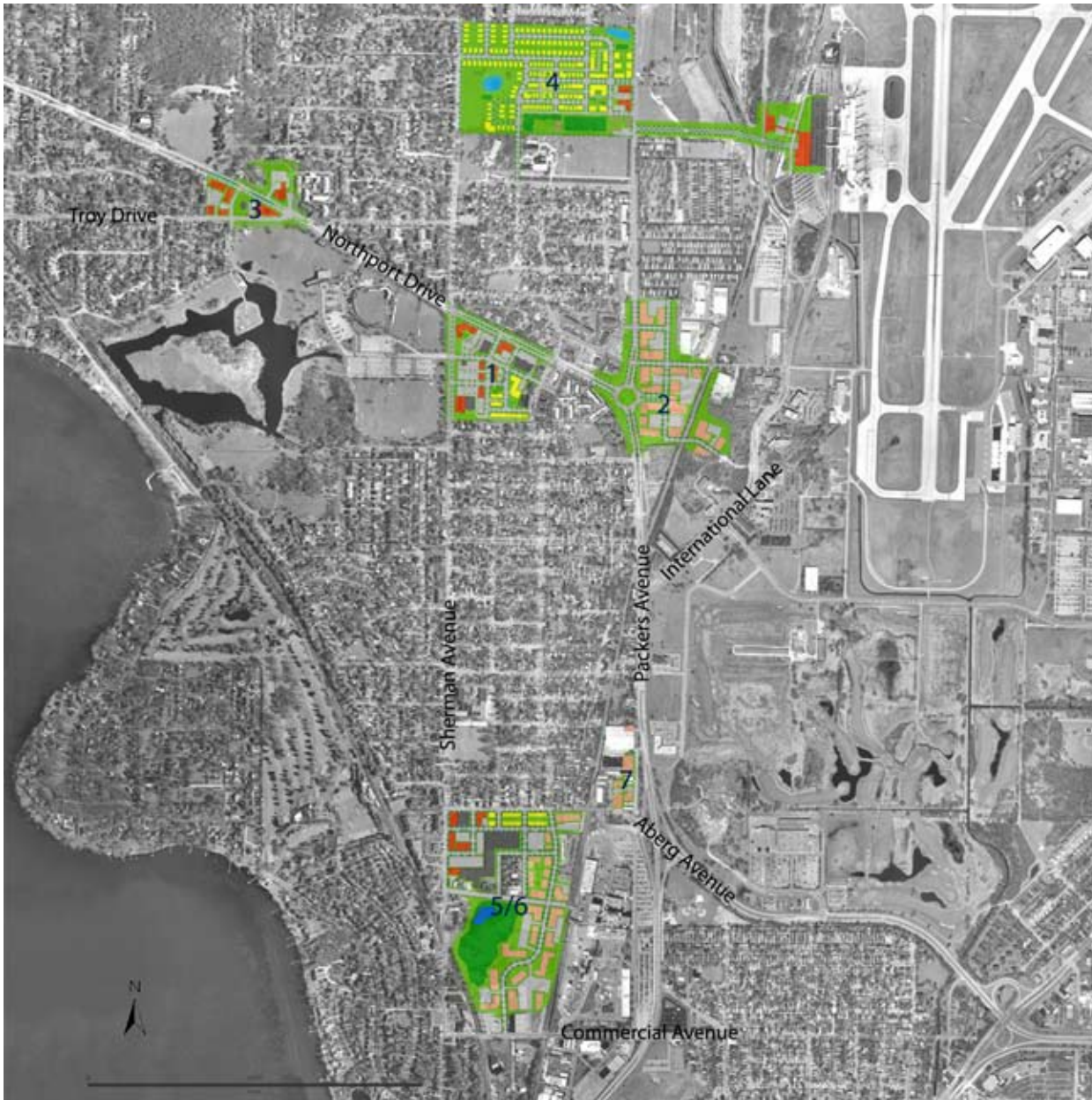


Figure I-3: Potential Redevelopment Sites.

### Redevelopment Goals

Promote and assist redevelopment of sites that will revitalize the Northport, Packers and North Sherman corridors into places to live, work and enjoy cultural experiences.

- Support the redevelopment of underutilized sites to improve the economic vitality and appearance of the major transportation corridors.
- Create redevelopment concepts for identified mixed-use or commercial nodes. New internal circulation (e.g. streets and sidewalks systems) should connect to existing street network.
- Encourage compact, green building and site design that minimizes resource consumption and environmental impacts.

## Conceptual Redevelopment and Development Designs

### Area One: Northside TownCenter

The Northside TownCenter is located in the heart of the Northside at the intersection of two major roads (Northport Drive and North Sherman Avenue). It is a primary commercial destination within the neighborhood and is home to such places as Pierce’s Market, AnchorBank, True Value, Benvenuto’s Italian Grill, Lakeview Library and the Northside Farmers Market. These businesses and institutions, among others, have contributed to the character and activity of the Northside TownCenter, and as such, this site remains a key focal point within the community. It is a clearly identifiable and defining feature for the Northside, but its outdated appearance and amount of surface parking and vacant buildings may not necessarily be the image Northsider’s would like their “town center” to convey. Therefore, the Northside TownCenter has been identified as a potential area of redevelopment.

### Design Ideas:

The two concept plans shown in Figure I-4 illustrate a series of ideas and design principles for the redevelopment of the Northside TownCenter. These concepts are intended to convey important design principles and are two of many potential design solutions. Concept A and Concept B each focus on strengthening this site as a key focal point in the neighborhood and enhancing the image of the community. Concept A emphasizes connectivity between new and existing commercial and residential uses with several new

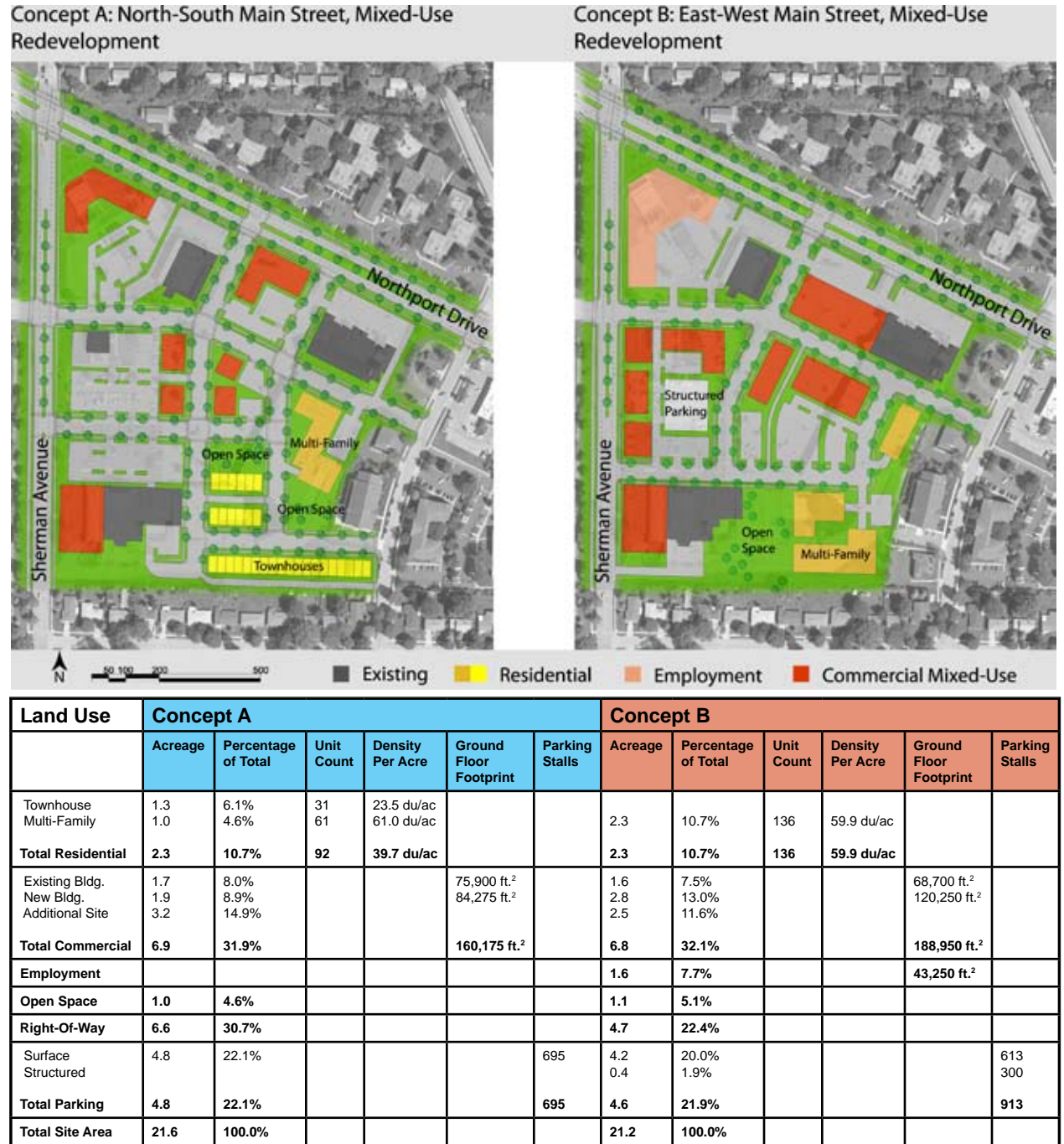


Figure I-4: Conceptual Designs for the Northside TownCenter.

linkages through the site. Concept B introduces a significant amount of new commercial mixed-use as well as employment and residential uses that are served by both structured and surface parking. Both of these concepts share major planning and design goals:

- **Mixed-Use Redevelopment:** By integrating a mix of uses (commercial, residential, employment, etc.) on this site it may become a more diverse and vibrant community node. Commercial and employment uses, in particular, may wish to capitalize on the site’s highly-visible and heavily-trafficked location.
- **Street-Oriented Development:** Increased density, street-fronting, compact building forms are an important element in creating a more pedestrian-friendly and sustainable built environment.
- **Connectivity:** Creating new linkages (streets, paths, etc.) throughout the site may improve access and circulation to and through this site and the surrounding neighborhood. Improving pedestrian safety at intersections and crossings around this site may also contribute to making the area more walkable.
- **Community Interaction:** Including small, flexible gathering spaces (park, square, plaza, etc.) in this location may promote and serve activities such as youth-oriented library programs and a farmers market.
- **Building Height:** Building height limit for all structures is two-four stories, except for the residential tower to the rear of the site which is between 6-8 stories.
- **Appearance and Streetscape:**
  - Building design with urban character, for example flat roofs.

- Large first floor windows.
- Well-defined entrances.
- Pedestrian-scale site features and pedestrian amenities: benches, trash containers, bike racks, trees, lighting and awnings.
- Retail buildings built to sidewalk.
- Townhouses built with 10-15 foot setback; residential tower built with 15-25 foot setback.

**Recommendations:**

- a. Increased density and more compact building form in relation to transit-oriented development (TOD) principles as stated in the City’s adopted Comprehensive Plan.
- b. Taller structures implementing a “step down” technique according to its context.
- c. A prominent, architecturally-significant building located at the corner of Northport Drive and North Sherman Avenue that may serve as a neighborhood “landmark.”
- d. A through-site private main street connecting Northport Drive to the southern area of the site and/or a public main street connecting Dryden Drive to Warner Park with sidewalks, high visibility crosswalks, pedestrian signs and other pedestrian safety and access amenities.
- e. A well-designated connection with Warner Park across North Sherman Avenue implementing safe pedestrian crossing.
- f. Site entrances should be located in a manner that provides safe street crossings, as well as enhances the use of adjacent commercial buildings.



Image 4: Bird’s eye view of the Northside TownCenter.



Image 5: Photo of the Northside TownCenter parking lot.

- g. Work with property-owner and Madison Metro to develop site amenities (e.g. signage, benches) and promote this location as a Park n' Ride facility.
- h. An urban open space near the library that may provide more recreation/learning opportunities for the neighborhood's children/youth.
- i. A community gathering area designed to connect and serve surrounding business and commercial uses such as a farmers market.

The redevelopment of the Northside TownCenter is dependent on the owners' ability to undertake this type of project. Although many factors weigh into redeveloping a site such as this, this Plan simply illustrates many of the concepts that are important to the neighborhood. The schemes shown in Figure I-5 demonstrate one approach to phasing redevelopment over time.



Figure I-5: Potential phasing for redevelopment of the Northside TownCenter. *Note: Tear downs and new construction can span 10 or more years. The key is to reserve land for the main street to ensure that the phased construction can eventually achieve the town square concept.*



**Concept A: Roundabout & Employment-based Redevelopment**

**Concept B: "T"-intersection & Employment-based Redevelopment**



Figure I-6: Conceptual Designs for the Airport Gateway Area.

**Area Two: Airport Gateway**

The intersection of Northport Drive, Packers Avenue and Highway CV and the area that surrounds it, termed the “Airport Gateway” for the purposes of this Neighborhood Plan, serve as a primary entrance into the Northside community. However, the appearance and design of this area do not provide the welcoming identity and physical quality that a major traffic node could provide. Instead, the intersection, and the large amount of surface parking adjacent to it, tend to disconnect the buildings and activities to the east from the rest of the neighborhood, further reducing the urban feel necessary to establish a gateway. Aesthetic concerns aside, the intersection design presents navigation challenges and pedestrian and vehicular safety issues.

**Design Ideas:**

The two concept plans shown in Figure I-6 illustrate a series of ideas and design principles for the Airport Gateway area redevelopment. These are schematic designs that convey important design principles and are two of many potential design solutions. Concept A and Concept B each recognize this area as a primary gateway into the Northside and demonstrate different manners in which transportation, building and landscaping improvements could enhance its physical appearance. Concept A displays a roundabout and Concept B displays a “T” intersection at the intersection of Northport Drive, Packers Avenue and Highway CV as key organizing features for the future development of this location as a potential employment center. Either design will help improve traffic and pedestrian circulation



Image 6: Bird's eye view of the Northport Drive - Packers Avenue - Highway CV intersection.



Image 7: Street-level photo of the Northport Drive - Packers Avenue - Highway CV intersection.

and safety and create a more dramatic gateway. Concept A with the roundabout will provide space for a focal point (artwork, plantings, etc.) in the center. Concept B will organize the space to allow for urban form redevelopment. Another option would be to use the existing intersection configuration, but make improvements such as enhancing lane continuity and the southbound merge from CTH CV. Both of these concepts share major planning and design goals:

- **Transit-Oriented Development:** This area's proximity to major streets and the rail line make it an ideal location for future high-density, two to four story employment (light-industrial, office, high-tech, etc.) and commercial growth.
- **Gateway Features:** Constructing or improving buildings in this area with high-quality materials and environmentally-friendly design practices may help to physically display the identity and character of the Northside. Streetscape improvements (trees, plantings, art, etc.) in conjunction with these building treatments may also enhance the image and appearance of this location.
- **Street Circulation and Parking:** Major transportation improvements, especially at the intersection of Northport Drive, Packers Avenue and Highway CV, may strengthen connectivity within and through this area, allowing multiple forms of traffic (pedestrian, bike and vehicle) a safer, more efficient system of streets and paths. Where possible, surface parking should be shielded from the street by buildings and landscaping.
- **Building Heights:** Building heights must be under the Airport height restriction of two to four stories.

- **Appearance and Streetscape:**

- Building design with urban character including flat or hipped roofs.
- Facades with windows, well-defined entrances, no blank walls.
- Parking and loading in rear of building or possibly on side of structure.
- Interior sidewalks and landscaping.
- Sidewalk setbacks of 10 to 15 feet.

**Recommendations:**

- a. Light industrial, high-tech employers with a possible connection to Madison Area Technical College, the T.E.C. Incubator Center (Technology, Education and Commerce) and the Dane County Regional Airport.
- b. Potential passenger rail connection between Dane County Regional Airport and Downtown Madison with a transit stop in this location that is integrated with other modes of transport and is connected well with neighborhoods.
- c. Bike/pedestrian path through this particular area using City-owned rail right-of-way linking to a larger system that circulates throughout Madison.
- d. Safer pedestrian crossings and intersection improvements at CTH CV – Darwin Road as well as Packers Avenue – Schlimgen Avenue.
- e. Attractive landscaping improvements along Northport Drive and Packers Avenue to make the streets and sidewalks more inviting for public use.
- f. Directional gateway signs and other entryway features.
- g. If/when redevelopment or any other major change is planned for the Oak Park Terrace

Manufactured Housing Community site, a land use change from residential to employment would occur. Plans for redevelopment would include:

- i. A Comprehensive Plan amendment to reflect the land use change from Medium-Density Residential to Employment.
  - ii. A multi-year phasing plan for relocation of residents.
- h. Extend Urban Design District #4 north along CTH CV to Wheeler Road or utilize other options to improve building and site design aesthetics.
- i. Request that WisDOT, Traffic Engineering and Engineering explore improvements to the Packers Avenue/CTH CV/Northport Drive intersection to aid in redevelopment of this gateway area.

## Area Three: Northport-Troy

Located near the intersection of Northport Drive and Troy Drive and in between Warner Park, Lake View Hill Park and Troy Gardens, the Northport-Troy area is surrounded by community assets. However, some of the buildings in this area remain vacant and underutilized, while others are surrounded with surface parking and little landscaping. The intersection handles high traffic volume and presents safety concerns for pedestrians, bicyclists and motorists.

### Design Ideas:

The two concept plans shown in Figure I-7 illustrate a series of ideas and design principles for the redevelopment of the Northport-Troy area. These are schematic designs that offer two of many potential design solutions. Concept A recognizes that unique commercial destinations (e.g. Jung Garden Center, Mercado Juarez and D&S Bait, Tackle and Archery) and other existing businesses should be retained within redevelopment sites. Concept A demonstrates one design that may increase density, improve building appearance and strengthen connectivity between Warner Park and Lake View Hill Park. Concept B illustrates possible small-scale, cost-effective building/site enhancements focused on improved facades, landscaping and entrance conditions. Both of these concepts share major planning and design goals:

- **Building/Site Aesthetics:** Improving physical appearance, by promoting street-oriented, pedestrian-friendly, aesthetically-pleasing design practices, may help strengthen this

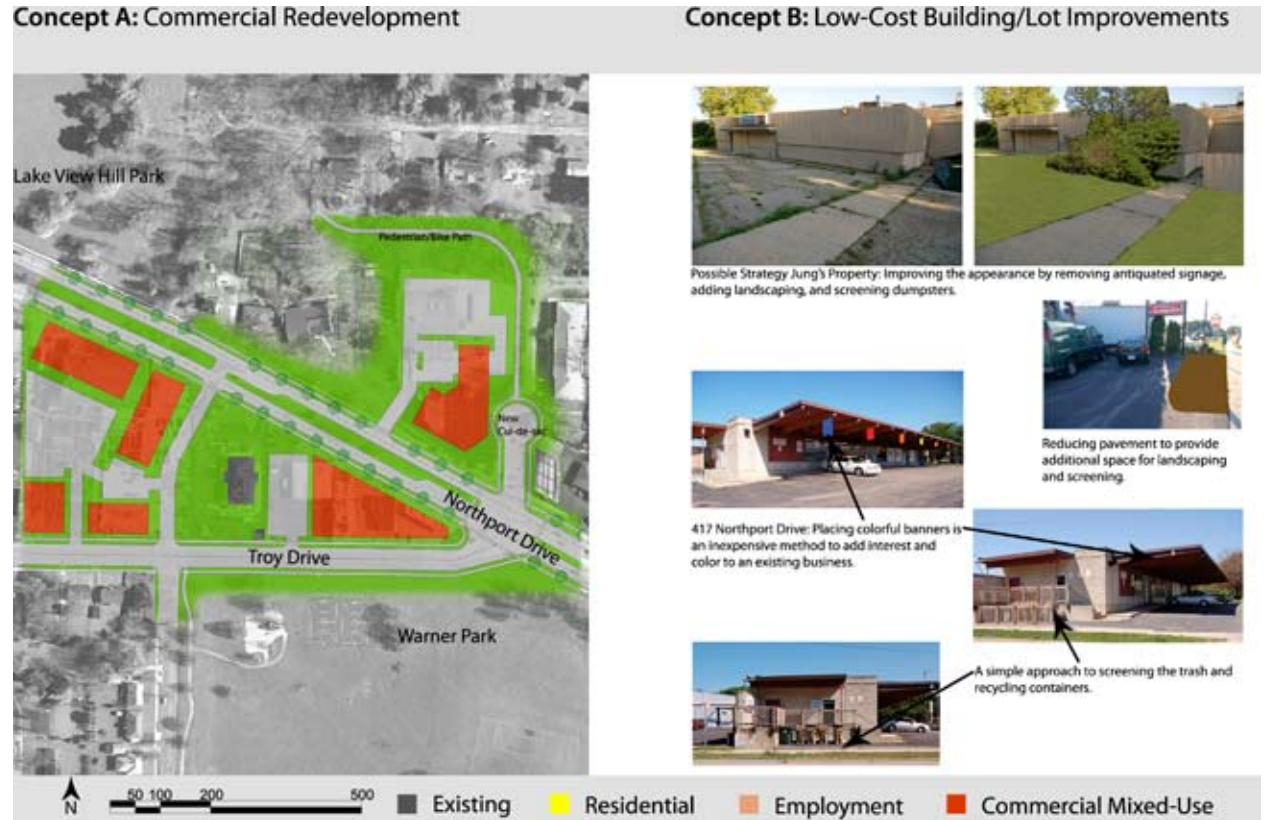


Figure I-7: Conceptual Designs for the Northport-Troy Area.

area as a commercial destination. These same principles can apply to new construction and site improvements with special attention to facade treatments, landscaping and entrance conditions.

- **Connecting Open Spaces:** Creating a more well-defined link between Warner Park and Lake View Hill Park may increase pedestrian, bicycle and commercial activity in this area and would allow the neighborhood's parks to begin to function as an interconnected open space system.
- **Business Retention & Expansion:** By retaining existing businesses, improving their facilities and attracting new businesses in the neighborhood, this area may grow into a more connected and identifiable commercial node.
- **Building Heights:** Two-story limit.
- **Appearance and Streetscape:**
  - Urban character for building design with flat or hipped roofs.
  - Large first floor windows.
  - Well-defined entrances.
  - Pedestrian amenities.
  - Three to eight foot sidewalk setback.

#### Recommendations:

- a. Maintain and expand unique and popular commercial destinations, such as existing Jung Garden Center, Mercado Juarez and D&S Bait, Tackle and Archery that may serve the needs of the neighborhood, as well as draw people from around the City to this area.
- b. Consider constructing a quality, architectural building at the corner of Northport Drive and Troy Drive.

- c. Utilize existing planting easement located behind the future UW Credit Union site to construct a pedestrian/bicycle connection from the northwest corner of Warner Park to southeast corner of Lake View Hill Park to be built with neighborhood and County input. Explore adding a segment to this pedestrian/bicycle connection heading east to Hanover Street.
- d. Strengthen pedestrian safety along and across Northport Drive (see Chapter I-5 Improve Safety and Efficiency of Walking, Biking and Driving).
- e. Improve access to and interface between residential and commercial uses near the future UW Credit Union site by creating a public cul-de-sac street with sidewalks.
- f. Install streetscape improvements along Northport Drive and Troy Drive to make these corridors more inviting for pedestrians and connect existing public open spaces.



Image 8: Bird's eye view of the Northport-Troy area.



Image 9: Street-level photo of buildings along Troy Drive.

## Area Four: Raemisch Property

As the Northside has grown along CTH CV over the past 20 years, the 61-acre Raemisch Property has remained agricultural land. Within the past few years, the owners of the Raemisch Property have expressed interest in developing their land. Given the property is largely a greenfield site and the owners are considering development ideas, the Neighborhood Plan identifies this land as a potential redevelopment area.

### Design Ideas:

The two concept plans shown in Figure I-8 illustrate a series of ideas and design principles for the redevelopment of the Raemisch Property. These are schematic designs that are intended to convey important design principles and are two of many potential design solutions. Concept A focuses primarily on residential development (most of which is single-family) with buildings on narrower lots, placed closer to the street and street-oriented elements such as front porches. Concept B shares some similar features to the “traditional residential development concept;” however, it also includes increased communal/green space, urban agriculture (a term that encompasses a variety of different ways of farming in the City) and a greater diversity of housing options. Both of these concepts share major planning and design goals:

- **Flexibility:** The goal of these conceptual plans is to provide a flexible approach to developing the site with a variety of options and directions to achieve a denser, more urban project.

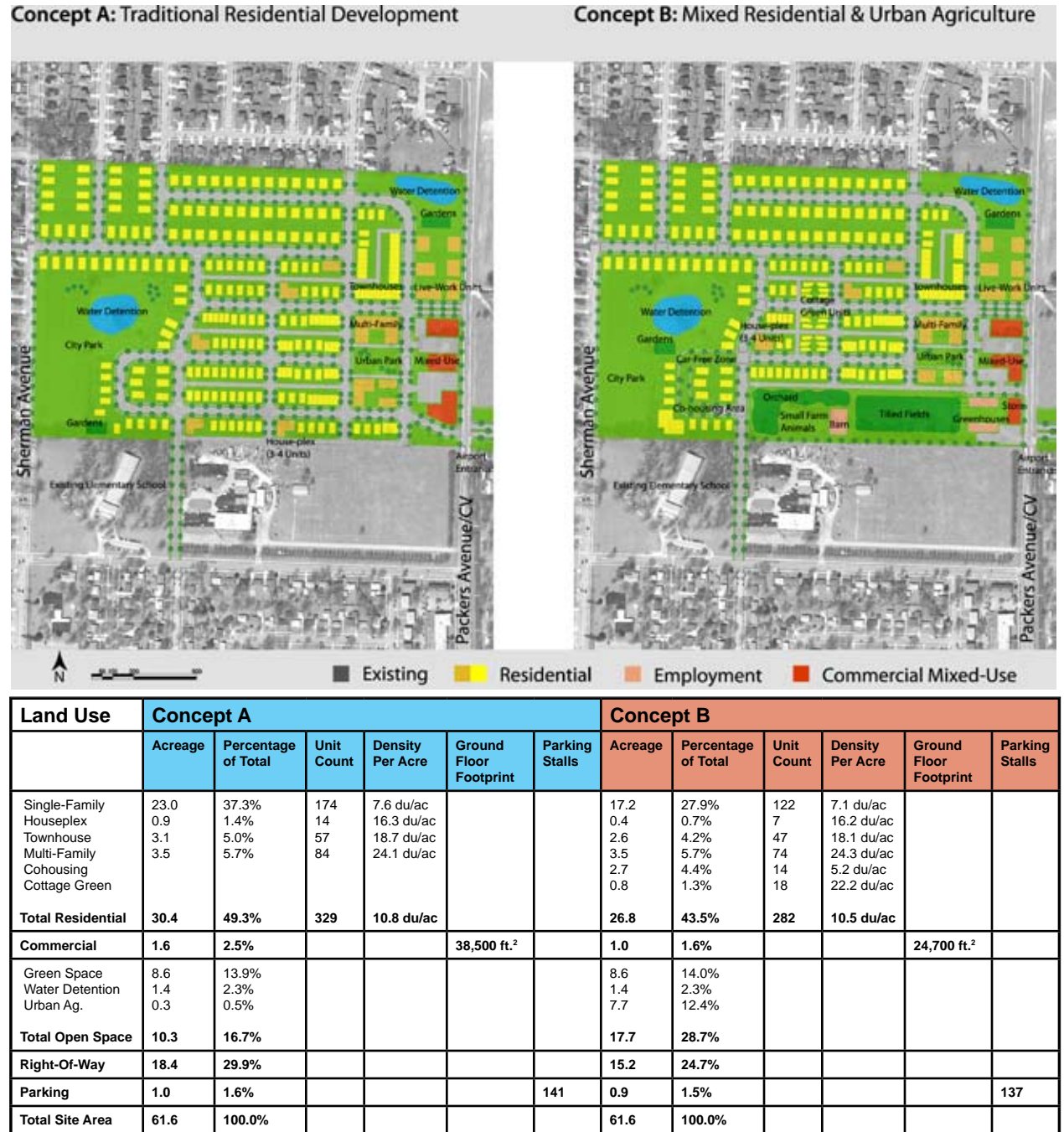


Figure I-8: Conceptual Designs for the Raemisch Property.

- **Diversity of Buildings and Uses:** Including a mix of residential units (in terms of size, density and style), neighborhood-serving commercial uses and community gathering spaces may transform this underutilized site into a thriving part of the Northside.
- **Sustainable Neighborhood Design:** Sustainable site planning and building design techniques may advance the neighborhood’s “green vision” and allow this new development to become both environmentally- and pedestrian-friendly.
- **New Street Connections:** Creating a new street/path system may connect the proposed uses for this site and the surrounding community while focusing on safety and efficiency. Incorporating traffic-calming and “car-light” (places where car use is greatly reduced or eliminated because most destinations are within easy reach by public transport, walking, or cycling) elements may help in achieving these goals.
- **Preserve Open Space:** As a part of the development of this site, an emphasis on preserving open spaces for a variety of purposes (recreation, community gathering, food production, views, etc.) may increase a sense of community and neighborhood ownership in this area.

**Recommendations:**

- a. Diversity in housing to include single-family houses, co-housing, townhouses and limited-size multi-family residential buildings (16-30 units per building) to provide a balance in options and prices for both owner and rental-occupied housing, with a preference for the majority of housing to be owner-occupied.

- b. Neighborhood serving small-site, commercial mixed-use located at the east end of the site along the CTH CV corridor.
- c. A portion of the land, currently zoned for agricultural use, may be permitted to remain that way, to allow for an urban agriculture business, as long as the proposed uses are compatible with the residential portions of the property.
- d. Space for community gardens could be set aside, with a number of plots reserved for low-to-moderate income residents of the property.
- e. Consider including community space, in the form of a community center, public meeting rooms, retreat center or the like.
- f. Housing that forms a small-scale pedestrian-friendly atmosphere by designing buildings on narrower lots, placed closer to the street and architectural elements such as front porches focused on enhancing the neighborhood streetscape presence.
- g. Neighborhood buildings that can achieve LEED-type certification and/or zero net energy design.
- h. A compact development pattern utilizing transit-oriented development principles to provide the opportunity for more multi-modal transportation options.
- i. Streets shall be designed with traffic-calming elements at appropriate locations in order to move traffic safely and efficiently.
- j. Organization of a newly created street/path system shall emphasize connections to existing streets adjacent to the site and connections to the street systems for the rest of the Northside and City.



Image 10: Bird’s eye view of the Raemisch Property with Lake Mendota at the top of the image and CTH CV in foreground.



Image 11: Photo of the existing Raemisch Property site looking north toward Whitetail Ridge Neighborhood.

- k. Consider “car-light” design by using a combination of the principles listed in this recommendation.
- l. Bicycle and pedestrian route through the property linking to other proposed pathways north to the Cherokee Marsh Conservation Park and south to existing and proposed bicycle routes.
- m. Parking and access for residential units could be focused at the back of sites to emphasize the importance of a safe, inviting street frontage.
- n. Take advantage of topography at hilltop and accentuate views to the north.
- o. Utilize land in the southwest corner of the site near Lake View Elementary School as a park space.
- p. Retention ponds designed at areas of lowest topography to efficiently manage stormwater runoff.
- q. Design public open space to increase sense of community and neighborhood ownership, especially in the urban park.
- r. Due to proximity to the Dane County Regional Airport, request an aviation easement be in place as lots are sold for new housing units.
- s. Work with the City of Madison to explore and consider annexation of the Raemisch Farm property so that any new residential development on this land would be within the Madison Metropolitan School District.
- t. Development of the Keller property along Tennyson Lane immediately to the south of the Raemisch Farm property could be

integrated with and connected to uses on land lying to the north and south. Future use of this site could focus on residential uses with an opportunity for a limited neighborhood mixed-use node at the intersection of Packers Avenue and Tennyson Lane. Other uses could include urban agriculture development integrated with and connected to uses north of this parcel.



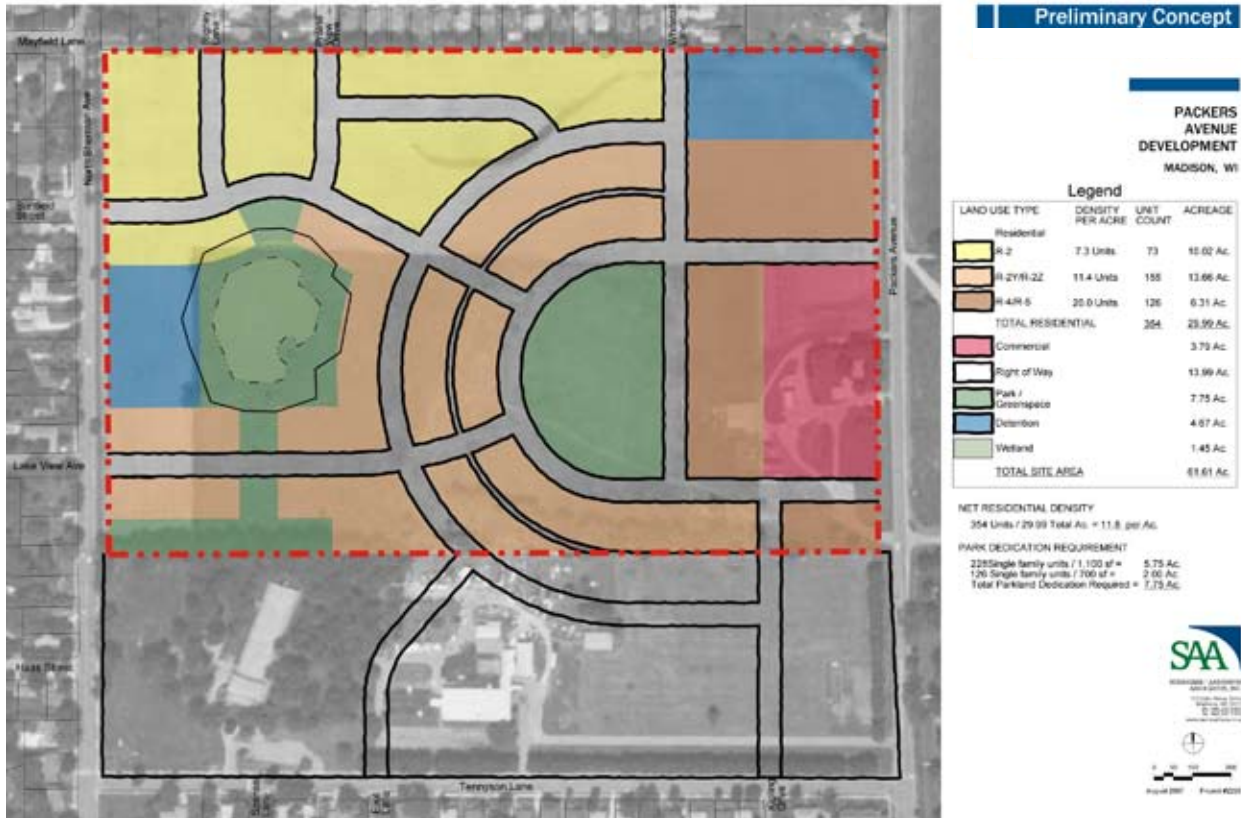


Figure I-9: Preliminary concept created by a private consultant for the Raemisch Property prior to this neighborhood planning process.

Figure I-9 shows the original concept for developing the Raemisch Farm and adjacent property. The drawing is included to share earlier thoughts from the owners and consultants on redevelopment of the site.

## Area Five/Six: Northgate – Kraft/Oscar Mayer

The Northgate Shopping Center and Kraft/Oscar Mayer facility are the most visible sites south of Aberg Avenue in the planning area. Northgate and Kraft/Oscar Mayer are important workplaces and Northgate also offers job development services, unemployment services and retail shops and restaurants. Northgate asserts a strong visual presence in the North Sherman Avenue corridor, as does Kraft/Oscar Mayer in the Packers Avenue corridor. High volumes of underutilized surface parking and vacant land and large numbers of vacant buildings may negatively influence how potential residents, businesses and visitors perceive the Northgate and Kraft/Oscar Mayer sites, as well as the entire Northside. Also, limited street, pedestrian path and bike path linkages restrict connectivity and movement within and through these sites.

### Design Ideas:

Figure I-10 includes two concept plans that illustrate ideas and important design principles for the redevelopment of the Northgate-Kraft/Oscar Mayer area. The Steering Committee worked with City staff to generate the designs recognizing that they offer two of many potential solutions. It should be noted, that Oscar Mayer/Hartmayer Estates has no near-term plans to redevelop/develop these lands.

Concept A and Concept B each demonstrate that infrastructure improvements, such as the addition of new streets, hold the potential to enhance and increase existing and new uses in this area.

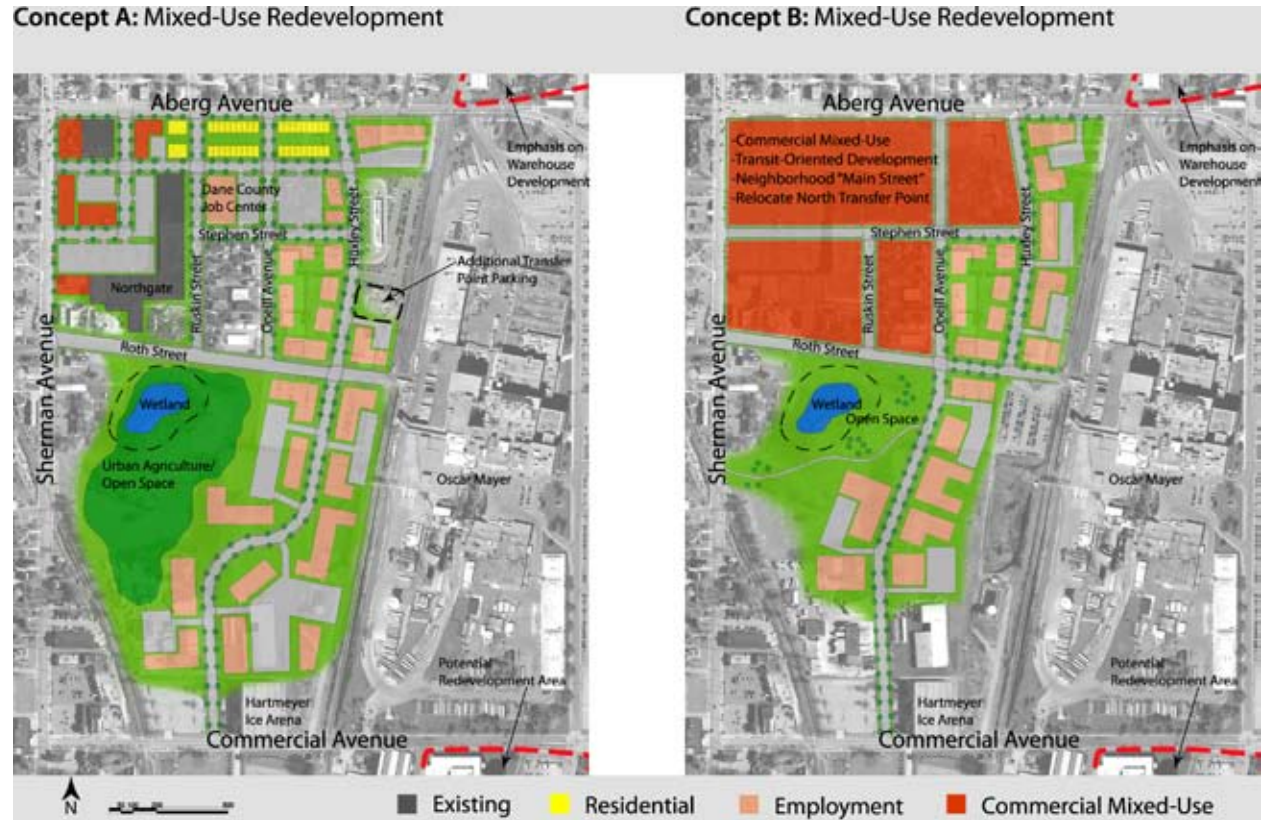


Figure I-10: Conceptual Designs for the Northgate - Kraft/Oscar Mayer Area.

Concept A displays a more detailed approach to the redevelopment; employment uses are centered around an extension to Huxley Street, North Transfer Point parking is expanded and new residential and commercial uses and many street connections are introduced near the Northgate Shopping Center. Concept B emphasizes a new connection along O’Neill Avenue, relocates the North Transfer Point and focuses on “main street” concepts within the Northgate area. Both of these concepts share major planning and design goals:

- **Transit-Oriented, Mixed-Use Redevelopment:** By building upon existing uses and activities in this area and the proximity to major streets and the rail line, the application of transit-oriented, mixed-use development principles may help in creating innovative and attractive buildings, uses and open spaces and stimulating economic and employment growth.
- **Building/Site Aesthetics:** Encouraging street-oriented, pedestrian-friendly, aesthetically-pleasing building and streetscape design practices may improve the physical perception of the neighborhood and present this area as an inviting place to live, work and play.
- **Connectivity and “Main Streets”:** Creating a well-linked and well-designed system of streets and paths may connect existing and new streets, activities and uses, as well as promote walkability and multi-modal transportation options. Some of these goals may be achieved by incorporating “main street” design (special attention given to pedestrian amenities such as benches, plantings and banners).
- **Preserve Open Space:** Preserving and enhancing the existing wetland area and the natural open space features that surround it may promote community building and

identity in this area, serve employers/employees and serve as a greenspace gateway to the Northside.

- **Building Height:**
  - Two to three stories for retail buildings.
  - Three to six stories for Dane County Job Center building.
  - Three to four stories for employment buildings.
- **Building Setbacks:**
  - 0-5 feet for retail buildings.
  - Three to 10 feet for County building.
  - 15 to 30 feet for employment buildings.

**Recommendations:**

- a. Employment and commercial buildings focused on creating inviting streetscapes.
- b. Increased density to utilize transit-oriented development (TOD) principles.
- c. Create a “main street” system that connects existing streets (such as Stephen Street and Ruskin Street) and new streets to enhance connectivity within and through the site.
- d. Site entrances should be located in a manner that provides safe street crossings, as well as enhances the use of adjacent commercial buildings.
- e. Consider Northgate as a possible site to relocate Metro Transit’s North Transfer Station.
- f. Maintain warehouse/employment uses near Everett Street and Packers Avenue Frontage Road to maintain coherence with Oscar Mayer to the south and light industrial development across Packers Avenue in Airport Business Park.



Image 12: Photo of the area to the west of Kraft/Oscar Mayer.



Image 13: Photo of the Northgate Shopping Center.

- g. Extend Ruskin Street near Commercial Avenue north to connect with Huxley Street and the existing neighborhood beyond, while mitigating traffic impacts to the neighborhood through traffic-calming measures.
- h. Connection between potential street/path system, commuter rail and bus transfer point to provide a wide variety of easily accessible transit options.
- i. Street or pedestrian/bike east-west connection near Schlimgen Avenue access across Packers Avenue to Pankratz Street.
- j. Preserve open space near existing wetland area to serve as greenspace gateway to the Northside and work with City Engineering to stabilize run-off into the pond. This same space may also be used for urban agriculture purposes.
- k. Support development of the Sherman Flyer bikepath and the interim bikepath proposed to extend from Commercial Avenue to Roth Street and Huxley Street.



Image 14: Bird's eye view of the Northgate - Oscar Mayer area with the intersection of Roth and Huxley Streets in the center of the image, Northgate Mall in the upper left and Oscar Mayer on the right side.



## Packers Avenue Frontage | Industrial Redevelopment Concept

Figure I-11: Conceptual Design for the Packers Avenue Frontage Area.

### Area Seven: Packers Avenue Frontage

The Packers Avenue frontage area is nestled between two major arterials, an active rail line and housing to the north. There is a mixture of uses including warehouse, auto repair, storage units and housing. The Steering Committee investigated a number of land use approaches in the event that property owners consider redeveloping. The Comprehensive Plan identifies this area as Employment and it is presently zoned C-3, the most flexible commercial zoning district.

Figure I-11 illustrates a potential redevelopment concept for this area. It encompasses one of the goals of the overall neighborhood plan, to provide job opportunities on the Northside. This area may benefit from future investment in development of warehouse, employment and office or other industrial uses.

It is ideally located near a rail line, the Airport and interstate highways. If and when future redevelopment is considered, employment is the recommended land use.

**Design Ideas:** Due to the location of the site, warehouses may be appropriate with facades, a limited amount of windows and a utilitarian design. There is a screening buffer from Packers Avenue that visually separates this area. Building height can be one to three stories.

**Recommendation:** Maintain the existing zoning and Comprehensive Plan designations for the area and recommend future development be employment based.

# Chapter I-3: Create a Unique Identity and Branding

Creating a unique identity and branding to help positively market the planning area was identified by the Steering Committee and other stakeholders as one of the most important themes for the neighborhood plan to address. The Steering Committee developed a description to portray the community's assets:

*The Northside is a safe, prosperous and engaging place to live, shop, do business and recreate.*

This community description can be the foundation of further efforts to create an identity/brand that is depicted in unified designs for major transportation corridors, gateway entrances to parks, wayfinding signage in open spaces, natural area interpretive signs and other public amenities.

A unified design reflecting the community's identity will improve the appearance of the area helping people to feel better about their environment, positively influencing perceptions of the Northside, helping to retain existing businesses and attract new businesses, and resulting in the reinvestment of private and public dollars.

## Gateway Corridor Goal

- Improve the aesthetics of the major gateways and transportation corridors leading into and through the neighborhood.

## Gateway Corridor Recommendations

The North Sherman Avenue and Northport Drive/Packers Avenue corridors are the main routes that many travelers use to access the City's Northside. These corridors provide commuters, visitors, employees, Dane County Airport travelers and

others with their initial view of the Northside. Physical improvements to these corridors will help improve the image of the Northside as a quality place to shop, work, walk, invest and live.

Corridor improvements can be divided into two subareas:

- 1) properties adjacent to the corridor
- 2) public right-of-way

The recommendations listed below are in priority order as determined by the Steering Committee (also refer to Map I-4 Gateway Corridor Improvements).

## Public Right-of-Way

1. Explore and consider installing streetscape enhancements with a uniform design that may feature iconic neighborhood images and other decorative elements. Consider including multi-cultural aspects to the designs to reflect the diversity of the Northside (see Chapter I-5 for pedestrian and bicycle safety and connection improvements and see Figures I-12 and I-13 for decorative streetscape amenity examples).
  - a. Consider clustering streetscape enhancements near commercial areas to create a "main street."
  - b. Use artistic median fencing installed in strategic locations to beautify the corridor and direct pedestrians to safer, highly visible crossings.
  - c. Add screen fencing in strategic locations to offer privacy and an attractive buffer from fast moving, high volume traffic.



- d. Install banners, plantings, public art, trash containers, benches and streetlight and pedestrian lighting clustered in primary shopping areas including the Northgate Shopping Center and Northside TownCenter.
  - e. Install benches in convenient locations for bus riders and others who rely on walking to get around.
  - f. Install artistic bus shelters that incorporate designs of other streetscape amenities such as benches, fences, etc.
2. Explore and consider creating gateway entrances at major intersections and other prominent locations (see Map I-4 for recommended locations). Shorter-term gateway features could include a combination of entrance signs, public art and flower /shrub plantings to draw attention to these areas.
  3. Explore and consider planting trees in the public right-of-way of major roads and install median plantings in select areas (street tree and median planting will in many cases need to wait for a major reconstruction project to occur to change roadway dimensions, such as widening the terrace to provide additional space for planting).

### Adjacent Properties

4. Provide property owners with information on making aesthetic changes using the City's Facade Grant Improvement Program and other tools to paint storefronts, install new siding and upgrade signage and parking lots. Also

Map I-4: Gateway Corridor Improvements.

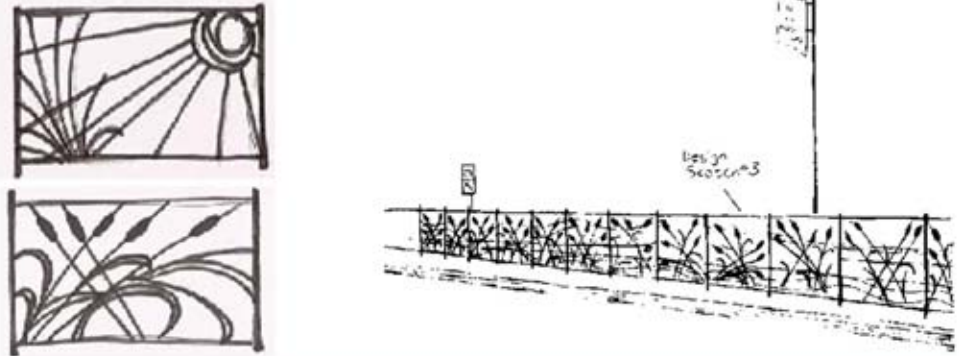
encourage new landscaping and screening for parking lots and dumpsters.

5. At key and larger properties encourage rehab of building facades, landscaping, trash screening and/or redevelopment of sites into pedestrian-oriented, neighborhood scale, mixed-use developments following new urbanist principles.

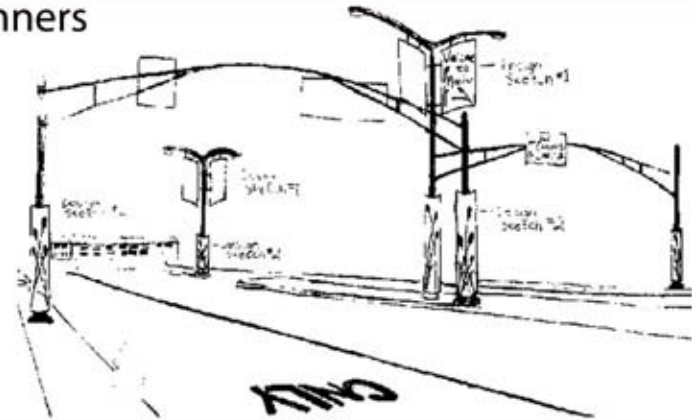
## Bus Stops



## Median Fence Screens



## Light Posts/Banners



## Community Identity & Unified Design



Figure I-12: Some concepts from Northside Art & Design Charrette held on April 11, 2009. Participants included: Jeffery Affeldt, Ellen Barnard, Ron Baeseman, Kate Clapper, Mike Gasch, Martha Kauppi, Julia Weaver, Rachel Winkley and Marcia Yapp.

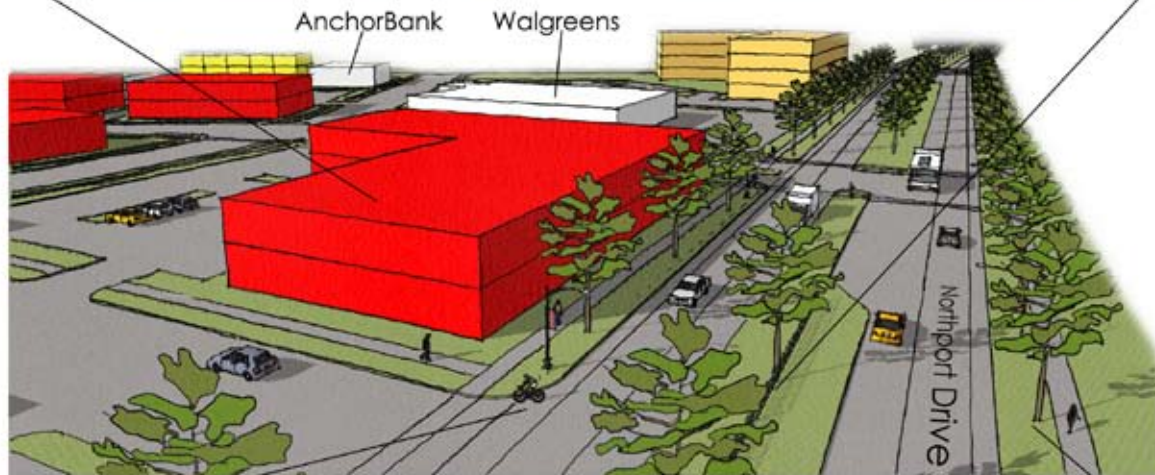


# Northport Drive and Proposed Land Use Concepts

Mixed-Use Infill



Median Fencing



Bike Lanes



Street Trees

Figure I-13: Conceptual design of streetscape improvements along Northport Drive.

# Chapter I-4: Enhance Local Economic Development

Enhancing local economic development was a recurrent theme of Steering Committee discussions. This theme encompasses the need for developing an identity/brand for the community, enhancing and expanding business attraction and retention, expanding outreach and programming for education and work skills development, creating opportunities for new businesses such as incubators and other new business space, and coordinating it all with some sort of organization or group of partners.

The overarching element of the economic development theme is identity/branding, also addressed in the gateway corridor goals and recommendations of Chapter I-3. Physical improvements to major corridors can help attract public and private investment including new employers, facade and landscaping improvements and new infrastructure such as sidewalks, bike lanes and paths, curb and gutter and roads. Visual and functional improvements can promote a greater sense of community pride inspiring residents and others to enjoy the area's recreation, shopping and business opportunities.

## Economic Development Goals

Residents are interested in continued economic vitality of their neighborhood and its connection with the larger regional market. The area welcomes the continuation of businesses, expansion of businesses and new start-up of businesses.

- Develop an identity/branding/marketing plan for the Northside.
- Develop business strategies to attract and retain small- to medium-scale retailers, whose products are unique to the local market.
- Promote opportunities for business start-up, skills training and job placement.

Five major themes for reshaping the *economy* of the Northside emerged during the planning process:

### 1. Reinvest in Public and Private Places

- Redevelop aging strip shopping centers into higher density, mixed-use urban centers.
- Incorporate placemaking strategies at Northside TownCenter and Northgate Shopping Centers, Warner Park and other visible pockets to improve the attractiveness and activity level of the street.
- Transform transportation corridors to have multi-dimensional purposes: attractive, placemaking destinations as much as facilitators of movement.

### 2. Build Market Share by Recapturing and Redirecting Consumer Spending

- Redirect the flow of consumer spending back into neighborhood businesses and services by improving identity and branding of the Northside and promoting area businesses to residents, local employers and commuters.
- Improve ambience, increase activity levels and renew the desire for consumers from the Northside and greater Madison to patronize local establishments day or night.

### 3. Grow New Businesses

- As the City of Madison grows new basic sector employment, including green collar jobs, promote the workforce and location of the Northside.
- Support existing home-based businesses

by working with them to determine the appropriate resources/support that is needed to grow their business.

- The high percentage of home-based remodeling and building contractors could lead the way to the growth and strengthening of all area home-based businesses.
- Encourage businesses that support sustainability such as green building, urban agriculture, etc.
- Capitalize on the fact that existing commercial, office and industrial building space is available at a lower cost on the Northside compared to the region.
- Reuse existing commercial, office and industrial spaces by reconfiguring space for single or multiple users.
- Forge alliances with public and private sectors to attract new investment, market share and training.

#### 4. Reinvest in People

- Connect potential entrepreneurs with appropriate resources.
- Connect social service agencies/resources to individuals seeking/entering labor force to provide employment skill training, career counseling and job placement.

#### 5. Improve Access to Jobs

- Improve multimodal connections to places of employment.

Integrated into this economic strategy is the acknowledgement that the long-term health of the neighborhood is strongly tied to:

- Supporting opportunities for the low-income population to build asset wealth and secure career ladder jobs.
- Growing the middle and higher income class by attracting individuals/families to live and shop on the Northside.
- Producing high performing schools with strong curriculum, modernized facilities and growing school-age population of all income levels.
- Retaining affordable, quality and safe housing.

### Economic Development Strategies and Recommendations

The recommendations listed below are in priority order as determined by the Steering Committee (also refer to Map I-5).

1. Develop a strategy to improve the identity, branding, marketing and retention of Northside businesses.
  - a. Develop a broad-based branding strategy and marketing plan that brands the Northside as a great and safe place to live, shop, do business and recreate.
  - b. Develop base marketing materials that include a listing of businesses, location map and amenities, trade area demographics and list of available sites/spaces and contact information for use in recruiting prospective businesses or relocation of current businesses.
  - c. Meet with existing Northside businesses to determine what will help them sustain or grow their businesses. In addition, identify workforce issues such as training, housing and transportation issues.



Image 15: Photo of the Madison Mallards baseball stadium in Warner Park.



Image 16: Photo of outdoor seating at Manna Cafe & Bakery.

- d. Compile a listing of economic development organizations and programs targeted to helping small businesses. Provide information and/or sponsor periodic informational workshops.
- e. Explore joint advertising/marketing of Northside businesses and the continued coordination and funding of such efforts (e.g. Business Improvement District). Build upon the Buy Northside – Northside Pride Campaign. As part of this effort, investigate opportunities to better attract consumers to dine/shop at local businesses when larger events, such as Mallards Baseball, Rhythm and Booms and other events hosted at Warner Park occur. Also attract employees of major employers such as Dane County Airport and Business Park and residents of communities nearby including Deforest and Waunakee.

2. Promote Employment Development Opportunities

- a. Explore the feasibility of creating a new industrial park adjacent to or in the vicinity of the airport with improved highway and rail access.
- b. Explore the feasibility of developing business incubators, urban agriculture, commercial kitchen incubator, or other growing industries by directing potential enterprises and funding to the Northside.
- c. Work with the Madison Area Technical College (MATC) to develop a partnership that would assist in forging new businesses or helping existing business become increasingly competitive.
- d. Support existing employers located on International Lane in their efforts to grow

and expand. Explore options for local hiring.

- e. Support job-training pathways for residents to be competitive in securing employment. Utilize the Dane County Job Center, MATC, Kennedy Heights Community Center, Northport-Packers Community Learning Centers, Vera Court Neighborhood Centers, Warner Park Community Recreation Center and other resources to strengthen job-training efforts.

3. Support Coordination of Northside Economic Development

- a. Assess the formation, role and structure of an organization and/or contractual agreement of existing organization to promote Northside economic development.
- b. Identify potential federal, State and local economic programs to attract and retain Northside employers.
- c. Aggressively pursue economic programs or tools such as Business Improvement Districts, Brownfield and Workforce Development Loans, Facade Improvement Grants, Capital Revolving Loan Funds, Tax Incremental Financing and Economic Development of Micro-Enterprises.
- d. Create a partnership and improved coordination between the City, businesses, community centers and the schools to provide job readiness training.

4. Improve the appearance and ambience of commercial districts, business parks and gateway.

- a. Improve the gateways into the Northside: Pennsylvania Avenue to Packers Avenue to Northport Drive, including County CV and Fordem Avenue to North Sherman Avenue.
  - b. Accentuate the two major commercial districts, Northgate and Northside TownCenter, with signage, building and parking lot improvements and streetscape improvements.
  - c. Encourage commercial property owners to upgrade the appearance of storefront facades, parking lots and landscaping.
  - d. Improve the Airport Business Park and Corbin Business Park by upgrading/maintenance of existing buildings, improved signage, parking lot improvements and new street and bicycle connections.
  - e. Identify potential locations for public art in the business district. Identify local artists and funding sources for initial projects. Figures I-12 and I-13, on pages I-25 and I-26, show potential artistic enhancements for aesthetic improvement.
5. Expand/promote job training centers and job opportunities within Northside Community Centers and/or Lakeview Library
    - a. Utilize the existing community centers and library for on-site job training.
    - b. Setup locations for distribution of employment and job training information.
    - c. Develop closer ties to local employers and align job-training programs, including apprentice programs, to employers/employment needs and placement.
  6. Develop a strategy to improve the identity, branding and marketing of Dane County Airport Park and Corbin Business Park.
    - a. Identify existing businesses and determine future plans and needs.
    - b. Work with current property owners: Rifken, Executive Management Inc., Dane County Regional Airport and Ruedebusch to develop a plan.
    - c. Address the issue of high vacancy rates, deferred maintenance of and potential redevelopment of existing holdings.
  7. Create a partnership and improved coordination between the City, businesses, community centers and community learning centers and the schools to provide job readiness training and a more coordinated, integrated effort to support educational achievements, locally based and on-the-job training and supportive resources.



Image 17: Photo of the Northside Farmers Market held at the Northside TownCenter.



Image 18: Photo of the Dane County Job Center.

## **Key for Strategic Improvements for Economic Development Map (Map I-5)**

### **1. Packers Avenue Corridor**

- Upgrade exterior building façade and parking lot landscaping.
- Improve streetscape with new plantings and fencing.

### **2. Gateway Entry at Northport-Packers-Highway CV**

- Key entryway feature announcing the Northside.

### **3. Northside TownCenter Shopping Center**

- Improve visibility of shopping center by creating a prominent entrance, internal pedestrian movement, building facade/sign improvements and streetscape along North Sherman Avenue and Northport Drive (short-term).
- Reconfigure large, vacant commercial space to smaller, flexible space (short term).
- Redevelop shopping center to mixed use urban center (long term).

### **4. Troy Drive District**

- Upgrade exterior building facade and parking lots of businesses south of Northport.
- Construct new north-south cul-de-sac from Northport Drive into the future UW Credit Union site. Install sidewalks.
- Create two or more commercial/office lots on the future UW Credit Union site.

### **5. Northgate Shopping Center**

- Upgrade exterior building facade and parking lots (short term).

- Visually connect North Sherman Avenue street frontage with business district to south (Village of Maple Bluff) and business to north (to Sherman Middle School) with streetscape improvements (i.e. banners, street furniture).

- Redevelop shopping center to mixed use urban center (long term).

### **6. Aberg Avenue**

- Improve streetscape with improved plantings and fencing.

### **7. Hartmeyer District**

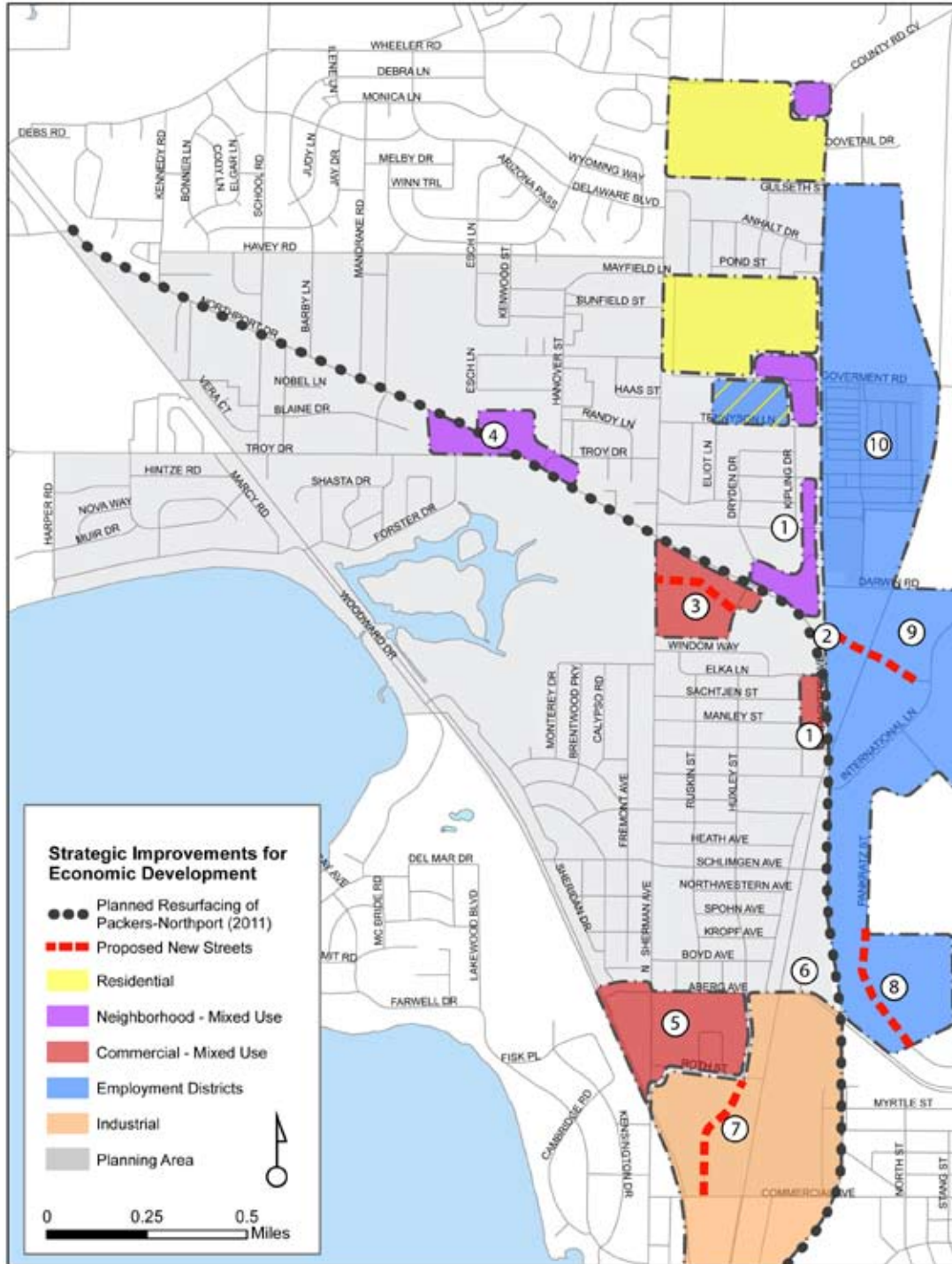
- Construct new north-south street from Commercial Avenue to Roth Street. Develop an interconnected set of bicycle routes on streets or bike paths.
- Create buildable industrial lots along new street. Promote industrial and urban agriculture uses.

### **8. Pankratz Street to Shopko Drive**

- Complete public street connection to provide access to Airport Business Park. Install sidewalks and bicycle connections.
- Create buildable lots along the street frontage.

### **9. Airport Business Park**

- Construct new street to access Packers Avenue and employment lands to the north. Street connection requires approval to cross railroad corridor.
- Create buildable office lots along new street frontage. Build at higher density.
- Provide connection with planned high-speed rail station.



### 10. Employment Uses along Highway CV (East)

- Reserve street right-of-way for future Dane County Airport entrance near Government Road.
- Develop street system (with sidewalks) at the time new development occurs.
- Promote employment activities in a planned development pattern on the eastside of Packers Avenue from Darwin to Highway CV.
- Promote new employment opportunities in a manner that retains Oak Terrace Mobile Home Park in the short-term with long-term phase out of the residential use.
- Expand commercial uses to the west of Northgate Shopping Center (long term) and north of Roth Street.
- Upgrade exterior building facade and parking lot landscaping.
- Improve streetscape with new plantings and fencing.

Map I-5: Strategic Improvements for Economic Development.

# Chapter I-5: Improve Safety and Efficiency of Walking, Biking and Driving

Improving transportation safety and efficiency facilitates better connections between neighborhoods and people and connects them to jobs, services, shopping and recreation opportunities within the area and beyond. The Northport/Packers and North Sherman Avenue corridors provide primary access to the Northside and the rest of the City, but they also create barriers to safe and efficient movement for pedestrians and bicyclists and they have an outdated and uninviting appearance. Also, the planning area is served by a number of bus routes but some of the bus stops and other waiting areas are not comfortable due to lack of bus shelters and benches and inadequate signage.

Safer crosswalks, additional bike lanes and physical appearance improvements to gateway corridors could improve walking, biking and motor vehicle access within the planning area and to other parts of the City. Improvements to bus waiting areas such as additional bus shelters, identification signage for bus stops and park and ride sites and benches could improve the bus riding experience. Continued support for commuter and/or high speed rail with a stop on the Northside will also serve to improve resident, business and visitor access to the planning area.

## Transportation Goals

Through improvements to our roads, bicycle routes and public transportation, all members of the community will have access to safe and efficient transportation options throughout our neighborhoods.

- Promote a system of safe pedestrian and bicycle connections linking key activity areas and destinations, such as community centers, open spaces, schools and shopping areas.

- Develop strategies to improve pedestrian crossings at key arterial intersections while implementing traffic calming devices to address safety issues on local streets.
- Improve and/or complete links to the existing system of bicycle paths, bicycle lanes and sidewalks that provide access to community centers, schools and other important public areas.
- Provide convenient public transit routes to major employment, education and shopping destinations; develop and clarify future transit route options to guide long-term and future land use decisions.
- Promote compact, higher density development along and around transit corridors/stops.

## Transportation Recommendations

The Steering Committee worked with City staff and community stakeholders to develop the following recommendations to address the Plan's goals. There are short-term recommendations with an implementation timeframe of between 0 to three years, and long-term recommendations to be implemented in three or more years. Within each of these categories, the recommendations are listed in priority order as determined by the Steering Committee (also refer to Map I-6 Transportation Improvements, on page I-35).

## Overall Recommendations

1. American Association of State Highway Transportation Officials (AASHTO) requirements shall be followed for the design, construction and reconstruction of sidewalks and bike paths.
2. Projects on STH 113 and North Sherman Avenue should follow the requirement that State funded projects accommodate all modes of transportation.



## Short-Term Recommendations (0 to 3 years)

1. Improve pedestrian safety and aesthetics on North Sherman Avenue from Trailsway Street to Northport Drive considering the following:
  - a) on the west side of the road, widen the right-of-way immediately north of Trailsway Street and at the Warner Park entrance;
  - b) install one landscaped pedestrian island at Trailsway Street and two larger pedestrian islands at the Warner Park entrance;
  - c) install high visibility crosswalks at both locations.
2. Consider installing high visibility crosswalks at Dryden Drive, the mid-block crossing near Walgreen's, North Sherman Avenue, Warner Park entrance, Troy Drive, School Road and Kennedy Road.
3. Improve pedestrian safety and aesthetics on North Sherman Avenue from Trailsway Street to Commercial Avenue such as installing better street lighting, higher visibility crosswalks, pedestrian islands, pedestrian signs and crossing flags. Focus on the following crossing locations:
  - a) Shabazz High School;
  - b) Aberg Avenue;
  - c) Mid-block crossing between Aberg Avenue and Roth Street;
  - d) Roth Street;
  - e) Commercial Avenue; and
  - f) Schlimgen to Trailsway.
4. Consider replacing the chain link fence on the Northport Drive median between Packers Avenue and North Sherman Avenue with a more attractive and durable option.
5. Explore and consider options for increasing safety for children/youth walking or biking to and from school through such measures as pedestrian and bicycle safety improvements, crime deterrents such as designated safe routes using the Safe Routes to School program, no turn on red signs during times when children/youth are most apt to be sharing the roads and additional crossing guards and adult supervision on the way to and from school.
6. Support efforts to continue planning for Sherman Flyer bike path and Hartmeyer bike path.
7. Consider installing a high visibility crosswalk at entrance to Warner Park Community Recreation Center location and consider installing a pedestrian crossing light.
8. Consider options to improve the safety of the pedestrian crossing on Northport Drive at Kennedy Road and consider options for moving the bus stop further east to reduce loitering by area apartment residents and help improve the comfort and safety of children/youth waiting for the bus at this location.
9. Consider removing the free-flow right turn lane from Northport Drive onto North Sherman Avenue. In addition, add a pedestrian crossing on the west leg (Northport Drive) of the intersection.
10. Consider timing traffic lights on North Sherman Avenue to provide larger gaps in traffic that allow pedestrians more time to cross.
11. Consider reducing speed limit from 30 mph to 25 mph along North Sherman Avenue from Commercial Avenue to Northport Drive.
12. Consider relocating the bus stop on Northport Drive, which is currently aligned with the East Bluff Condominiums, with the entrance to the Warner Park Community Recreation Center.
13. Consider options and improve pedestrian safety on Packers Avenue from Tennyson Lane to Schlimgen Avenue using such features as:
  - a) high visibility crosswalks;



Image 19: Photo of the intersection of Northport Drive and Dryden Drive.



Image 20: Photo of Madison Metro's North Transfer Point.

ADA ramps where they do not exist, c) and pedestrian islands.

14. Consider installing pedestrian cycle on signal and countdown timers at all signalized intersections on Northport Drive.
15. Investigate the feasibility of placing bicycle lanes on all arterial and collector streets at the time of proposed street reconstruction. In addition to streets already indicated in this Plan, include Aberg Avenue, Fordem Avenue, North Sherman Avenue north of Northport Drive, Troy Drive (west) and Commercial Avenue.
16. Work with neighborhoods to explore adding pedestrian connections where they do not exist. For example, consider the following: create a ped/bike path from Pankratz Street to Shopko Drive to serve as an interim measure until such time that a street connection with a sidewalk may be constructed along this same route; create a continuous pedestrian connection from Commercial Avenue to East Johnson Street; and add a sidewalk from Monterey Drive to Monterey Drive/Warner Park playground.
17. Work with WisDOT to consider options to reconstruct the intersection of Northport Drive/Packers Avenue/CTH CV with a roundabout or T-intersection or improved lane continuity and merging the existing configuration that incorporates high visibility pedestrian crossings, wide sidewalks and bike facilities.

Map I-6: Transportation Improvements.



## Long-Term Recommendations (more than 3 years)

1. Explore and consider developing comprehensive transportation plans for the North Sherman Avenue and Northport/Packers/CV corridors incorporating many of the recommendations in this chapter including pedestrian, bike, bus and motor vehicle movement and safety improvements; corridor connections to the potential high-speed rail station; economic development strategies; aesthetic enhancement improvements; etc.
2. Explore and consider options for creating a “main street” along North Sherman Avenue, perhaps where commercial development is concentrated, with safer pedestrian and bicycle connections to businesses and adjoining neighborhood streets and streetscape enhancements (see Chapter I-3 for streetscape enhancement recommendations).
3. On Aberg Avenue, explore and consider installing a pedestrian island at Huxley Street, crosswalks more visible to motorists at all intersections and installing bike lanes on both sides of Aberg Avenue from Packers Avenue to North Sherman Avenue.
4. Consider options to widen street terrace and narrow median along Northport Drive from Troy Drive to Knutson Road, add enough terrace area to plant street trees and other landscaping, install environmentally friendly drainage such as a bioswale and landscaping on median and mark bike lanes.
5. Explore and consider providing a public road/cul-de-sac with sidewalks and terraces at entrance to the future UW Credit Union site, Woodland Apartments, Pizza Hut, etc. off of Northport Drive; connect cul-de-sac with a pedestrian/bike path through the commercial properties (use existing 30 foot rear easement) to Lake View Hill County Park.
6. Explore and consider constructing a public street through the Northside TownCenter property from the North Sherman Avenue/Warner Park entrance to Dryden Drive. Provide pedestrian, bicycle and other improvements.
7. Explore and consider extending/constructing a new public street from Commercial Avenue to Huxley Street where it intersects with Roth Street. Assess traffic volume, traffic speed and pedestrian safety impacts to surrounding neighborhoods.
8. In the Airport/Packers Gateway area, explore and consider constructing a new public street connecting the Packers Avenue/CTH CV/Northport Drive intersection and American Drive (Independence Lane) in the Airport Industrial Park.
9. From Packers Avenue to North Sherman Avenue or Troy Drive (west) consider: a) reducing Northport Drive from three lanes to two lanes in each direction; b) widen terrace and plant street trees and other landscaping; c) mark bike lanes.
10. Explore and consider widening the sidewalk along the Warner Park side of Northport Drive from North Sherman Avenue to Troy Drive.
11. At such time new development occurs (Tennyson Lane and Raemisch areas), consider marking bike lanes along a possible future street connection from Eliot Lane to Prairie View Road.
12. With consideration of pedestrian improvements, explore relocating bus stops as necessary to accommodate new crosswalks and make all bus stops ADA accessible.

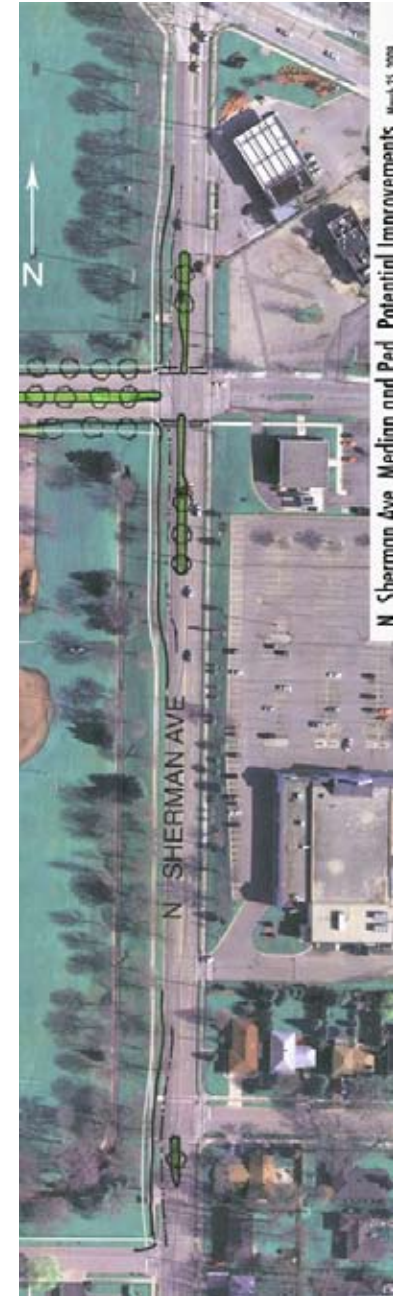


Figure I-14: Conceptual design of streetscape improvements along North Sherman Avenue.

13. Connect Pankratz Street to Shopko Drive. Include bicycle lanes. Create a pedestrian/bicycle connection to the Airport Gateway Area either from the Aberg Avenue interchange or across Packers Avenue.
14. Explore and consider connecting Pankratz Street to Anderson Street aligning with the driveway on the northside of Anderson Street.
15. Explore and consider installing a sidewalk and street lighting on the south side of Darwin Road from Packers Avenue to the River Food Pantry.
16. Explore and consider installing crosswalks more visible to motorists and pedestrian islands at Woodward Drive intersections with Farwell and northwest end of Warner Beach Park; install sidewalks in Warner Park along Forster Drive (continue to connect with Warner Park Beach sidewalk).
17. Explore and consider closing gap between Warner Park Beach sidewalk and sidewalks on Sheridan Drive and Farwell Drive in Maple Bluff.
18. Improve pedestrian and bicycle access and safety at Warner Park entrances on North Sherman Avenue and Northport Drive and improve the pedestrian and bike paths through the park as indicated in Chapter I-6, pages I-39 and I-40, recommendations a, b and c.

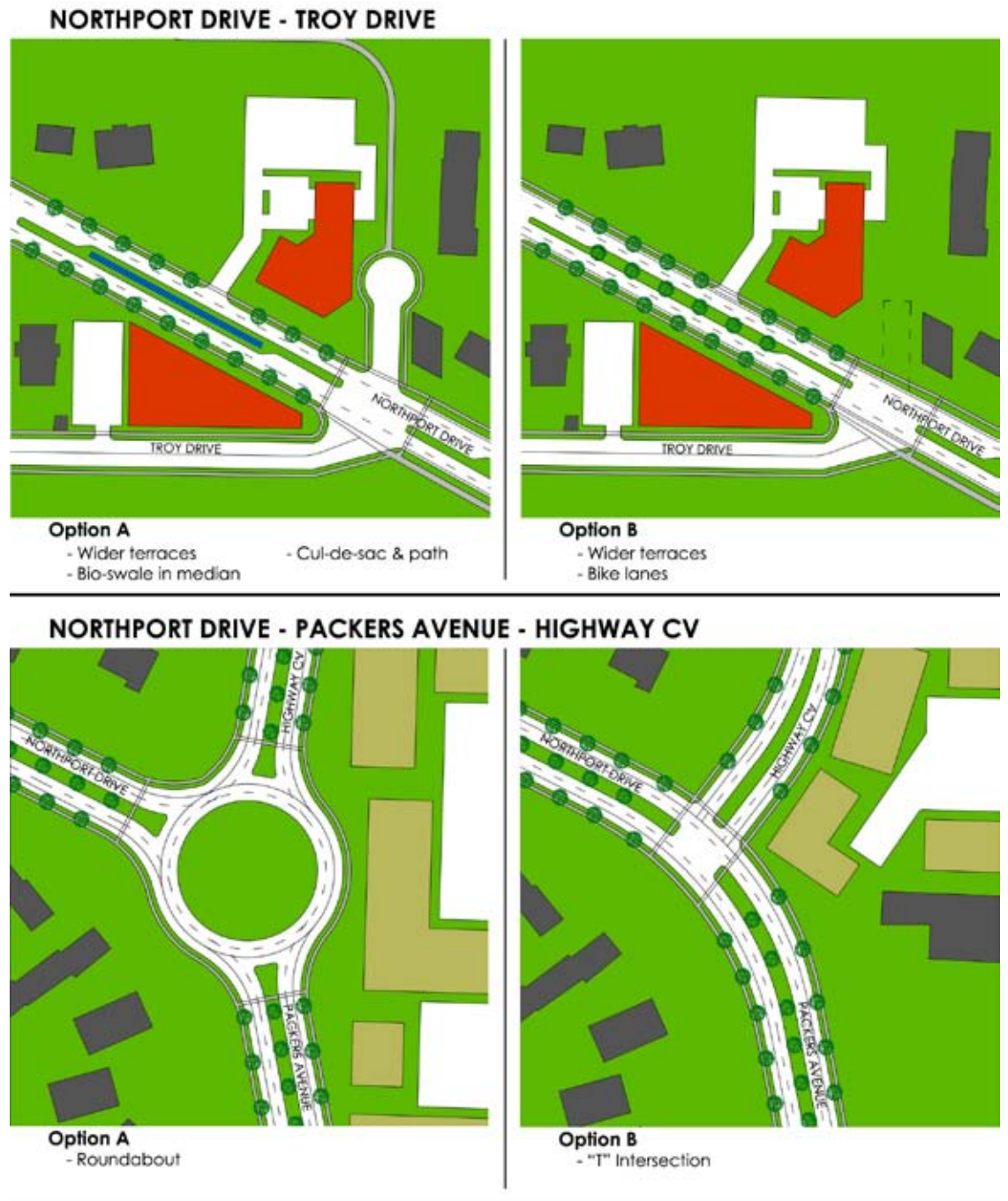


Figure I-15: Conceptual designs of improvements at various heavily-used intersections.

19. Explore and consider the feasibility of placing bicycle lanes on all remaining arterial and collector streets such as Packers Avenue.
20. Consider constructing a bicycle/pedestrian path (The Sherman Flyer) from the Yahara River Path to Warner Park and the Town of Westport along the Union Pacific rail corridor.
21. Explore placing bicycle directional/distance signage at key path-path, street-street, path-street intersections.

# Chapter I-6: Enhance Recreation and Sustainability of Green Spaces

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

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

## **Parks, Open Space and Natural Resource Goals**

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

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

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

## **Parks, Open Space and Natural Resource Recommendations**

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

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

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

- a. Reconfigure the main entrance drives into Warner Park off of North Sherman Avenue and Northport Drive. Install "formal" entrances with public art (see Figure I-14 on page I-36), landscaped medians and improved sidewalk system. Create a central focal point with a predominant feature such as public art at end of drive.



Map I-7: Strategic Improvements for Warner Park.

- b. Modify parking lots abutting North Sherman Avenue entrance with either a permeable green paving system or bioswales to provide vegetative cover with minimal loss of parking spaces.
- c. Develop a more extensive path system around the park's periphery. Connect existing pedestrian gaps and install specific feeder paths to connect with the existing path system. Identify specific locations for benches, picnic tables, trash cans, path lighting, shade trees, or other amenities.
- d. Study the possibility of removing select trees and brush (focusing on invasive species) in the heavily overgrown area off of Monterey Drive to make it more visible and safer for park path users and to improve the habitat for birds and other wildlife. Restore native plantings where appropriate and explore adding meadow management areas and prairies to increase wildlife habitat.
- e. Upgrade Monterey/Warner Park playground area and study the possibility of installing a sidewalk leading to it from Monterey Drive.
- f. Study the possibility of removing select trees and brush (focusing on invasive species) near the tennis court (southern end) to make it more visible and safer to park users.
- g. Explore options for additional parking, if needed, to address parking needs in the Monterey/Trailway area.

- h. Evaluate the capacity and cost/benefit of expanding the community center to provide concession and equipment rental space for outdoor activities at the Center or an accessory location and explore job training for youth at these facilities.
- i. Make Warner Park more of a winter destination by considering adding groomed cross country ski trails and snow shoe trails (with potential to connect to Maple Bluff golf course trails), ice skating rink on the lagoon and rental facilities for skiing and skating in Warner Park.
- j. Create small site gathering places in Warner Park for quiet respite, private ceremonies, small site performance art, concerts, etc. Gathering places could include master gardens, benches, public art, water fountains, gazebo, etc. (see Figure I-14). Two locations to consider include: 1) Main park entrances at North Sherman and Northport Drive, 2) Forster Drive (northeast corner of Park).
- k. Enhance the existing playground by the intersection of Troy and Forster Drives: 1) add additional age-appropriate play equipment; 2) use accessible fill such as recycled tires; use trees, shrubs and other materials, to create a more well-defined, distinct playground which is visually separate from the larger Warner Park system (maintain sight lines into play area for safety reasons); 3) install small sun shelter with picnic tables; and 4) name the play area to distinguish it as a subarea of Warner Park.
- l. Any consideration of a swimming pool will start with a separate planning process to evaluate the cost/benefit and impacts of a pool to nearby neighborhoods including traffic noise, parking implications, pool use noise and other potential negative impacts.
- m. Work with the Wisconsin Department of Natural Resources, Dane County and other groups to determine the best way to improve lagoon water quality and fish habitat. Consider the following: Dredge lagoon and use resulting material to fill soccer fields north of WPCRC and fill a small portion of lagoon between island and the southwest shore to initiate circulation of lagoon water; install carp control measures, a lagoon aerator and consider options to improve stormwater management to control runoff from impervious surfaces in the park as well as stormwater coming into the park from upstream development.
- 2. Explore options to improve water quality at Warner Park Beach with Wisconsin Department of Natural Resources, Dane County and City of Madison Parks Division.
- 3. Explore creating a greenway connection and/or wayfinding system between Cherokee Marsh and Conservation Park, Lake View Hill County Park, Warner Park, Mendota Mental Health Hospital, Central Wisconsin Center, Governor's Island and connecting south to Tenney Park. Designating key entrances, installing kiosks with locational maps and locating wayfinding signage at recreational sites will help inform users of their whereabouts and how to navigate to other Northside open spaces.
- 4. Consider locating a spray park at Warner Park Community Recreation Center, Berkley Park, or another appropriate park or open space.
- 5. Evaluate building a footbridge over the culvert at 1158 Woodward Drive to connect the north and south sections of the beach area (see Figure I-16 on page I-42 for proposed location and possible bridge design).
- 6. Consider enhancing park amenities such as the changing house/restrooms at both ends of the beach with a play area, additional grills, etc. (see Figure I-16 on page I-42).
- 7. Support the Dane County Lake View Hill Master Plan. To improve the connectivity of Lake View Hill Park to Warner Park, explore a pedestrian path along the rear property easement of the 1410-1422 Northport Drive (Lakeview Office and future UW Credit Union site) to Troy Drive.
- 8. Remove low-growth vegetation along property line between Windom Way Park and Packers Townhouse Apartments to improve the visibility. Explore installing community gardens and soccer field.
- 9. Consider installing artistic screen panels between the sidewalk and road along Woodward Drive to create an attractive buffer between pedestrians and traffic. Explore ways to involve area children/youth in designing and installing panels (see Figure I-16 for recommended screen location and possible designs).
- 10. Consider adding a play structure and half-court basketball to Brentwood Village Park.



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

Figure I-16: Concepts from Northside Art & Design Charrette held on April 11, 2009. Participants included: Jeffery Affeldt, Ellen Barnard, Ron Baeseman, Kate Clapper, Mike Gasch, Martha Kauppi, Julia Weaver, Rachel Winkley and Marcia Yapp.

# Chapter I-7: Enhance and Expand Community Education and Recreation

Improving and expanding neighborhood resources to better engage, enrich and serve residents of all backgrounds and abilities was identified as an important theme for the planning area. Education can prepare people for meaningful and gainful employment, and where there is a cycle of poverty, education can help break this chain. It can lead to financial stability, a greater sense of personal satisfaction and an overall higher quality of life. Recreation also enhances people's lives, providing relaxation and enjoyment while helping to build lifelong habits of health and fitness.

The neighborhood planning process took a look at educational programming offered in area schools, community learning centers, community centers and higher education and adult education facilities. Recreational programming through Madison School and Community Recreation and other organizations was also explored. The following goals and recommendations were developed to help address the planning area's unmet educational and recreational needs.

## Community Facilities Goals

Educational and recreational activities and programming for residents of all ages to supplement existing programs and to address unmet needs.

- Encouraging neighborhood communication and involvement from the area's wealth of cultural, ethnic and international groups and people of all ages and abilities will help us keep our community unified and strong.
- Promote resident involvement in neighborhood associations, community groups and/or neighborhood and community sponsored activities, events and programs.

- Devise strategies to engage individuals with diverse backgrounds.
- Devise strategies to engage individuals and communities of different cultural heritage, ages and abilities.
- Institute a broad-based approach between neighborhoods, other neighborhood-based stakeholders and community organizations to address improvement strategies.

## Community Facilities Recommendations

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

1. Increase programming for children/youth within the neighborhood. Expand and create after/before school programs for school age children, and provide positive youth development activities, academic support and recreation for middle school and high school age youth and strive to supplement existing youth programs. Replicate or grow successful programs in areas with unmet needs.
2. Foster a collaborative relationship between the Madison Metropolitan School District and community groups where community groups can use area schools for neighborhood and after-school activities at low or no cost (particularly the gyms and classrooms) and schools can use the community centers for parent-teacher conferences, special events and additional space during the school day.
3. Consider the expansion of Warner Park Community Recreation Center and broaden outreach for programming and other resources to all area children/youth and adults. Add a dedicated professional youth development staff person to the Warner Park staff team (also see Chapter I-6 Enhance Recreation and Sustainability of Green Spaces).



Image 21: Photo of neighborhood children taking part in a car wash.



Image 22: Photo of youth baseball team practicing at Warner Park.



Image 23: Photo of the River Food Pantry.

4. Continue support for the Northside Planning Council and encourage collaboration between this group and other community organizations.
5. Continue support for the Northside Farmers Market and winter market.
6. Consider increasing the size of the Lakeview Library building, expand hours and add bilingual staff members.
7. Explore options to improve social services and community support resources for the Northside such as: English language learner classes and other services for non-native English speakers.
  - Early childhood education, quality childcare.
  - Family literacy.
  - Vocational and job training.
  - Senior programs including meals and recreation.
  - Parent education, training and support.
  - Public Health services such as mobile clinics run by UW Madison and St. Mary's Hospital.
  - Health fairs and workshops by community groups, Touched Twice United, etc.
  - Mobile food pantries.
  - U.W. Extension programs.
  - WIC (Women, Infants and Children) programs.
8. Work with community centers, schools, Madison School and Community Recreation,



Image 24: Photo of youth participating in English Language Learners program at Sherman Avenue United Methodist Church.



Image 25: Photo of the Kennedy Heights Community Center.

Lakeview Library, neighborhood associations, centers of worship, food pantries and other non-profit service delivery organizations to explore establishing a neighborhood-based network and/or distribution relationship to assemble and disseminate community information about neighborhood events, programs and social and economic issues such as jobs, healthcare and education. Information distribution methods could include listservs, websites, school newsletters, neighborhood newsletters, etc.

9. Continue support for the River Food Pantry.
10. Strengthen existing neighborhood and resident associations and establish new groups in areas of the neighborhood without resident representation. Areas to concentrate on: Lerdahl, Mendota, Sherman Village and Woodlands.
11. Provide continued support to multi-family communities that have achieved great success in becoming safer, more enjoyable places to live such as the Woodlands, Vera Court, Northport/Packers, Kennedy Heights and others.
12. Explore and consider strengthening existing programs and increasing the number of programs that provide resources and encouragement for area youth and adults to access higher education. Encourage higher education institutions to locate satellite classrooms at community centers, Lakeview Library and other accessible neighborhood locations.
13. Encourage MSCR to explore the possibility of increasing academic programming and encourage MSCR to employ Northside residents.
14. Conduct an inventory and assessment of Northside health and dental services including additional services that are needed and resident access particularly in high need locations. Consider nurses that are on-site, home-visit nurses, Public Health Madison-Dane County nurses, Parish nurses and school nurses in high-need locations.
15. Explore and consider working with Northside job centers to establish job training/employment programs in neighborhood schools for positions such as teacher aides, administrative aides, database related positions, etc.
16. Support establishment of community gardens on appropriate open spaces.
17. Support collaborative efforts between the East Area PTO and neighborhood associations to keep area elementary schools open.
18. If the need arises, encourage the City to facilitate a process to identify a permanent location for the Northside Farmers Market.
19. Explore options to improve Northsiders' access to existing swimming pools such as pool admission and membership scholarships, and/or sliding scale admission fees and a direct summer bus route from the Northside to Goodman Pool (area swimming pools that may be targeted include East High School, Madison Area Technical College, Lapham Elementary School and the Princeton Club. Also see Chapter I-6 Enhance Recreation and Sustainability of Green Spaces).
20. Work with schools and the East Area PTO Coalition to welcome parents of all ethnic, cultural and socio-economic backgrounds to participate; plan meetings and other activities at locations, times and with provisions such

as childcare to make it more feasible for all to participate.

21. Create a partnership between the Dane County Time Bank and neighborhood schools where Time Bank resources are used to strengthen schools and the community and advertise job training, volunteer and employment opportunities.
22. Work with Northside schools and the East Area PTO Coalition to support school performance improvements.
23. Explore and consider improving the connection between Northside residents and affordable, nutritious food through mobile food pantries and working with Food Share of Wisconsin to include the Northside as one of its food drop-off sites.

# Chapter I-8: Create Stable and Inviting Places to Live

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

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

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

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

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

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

## Housing Goal

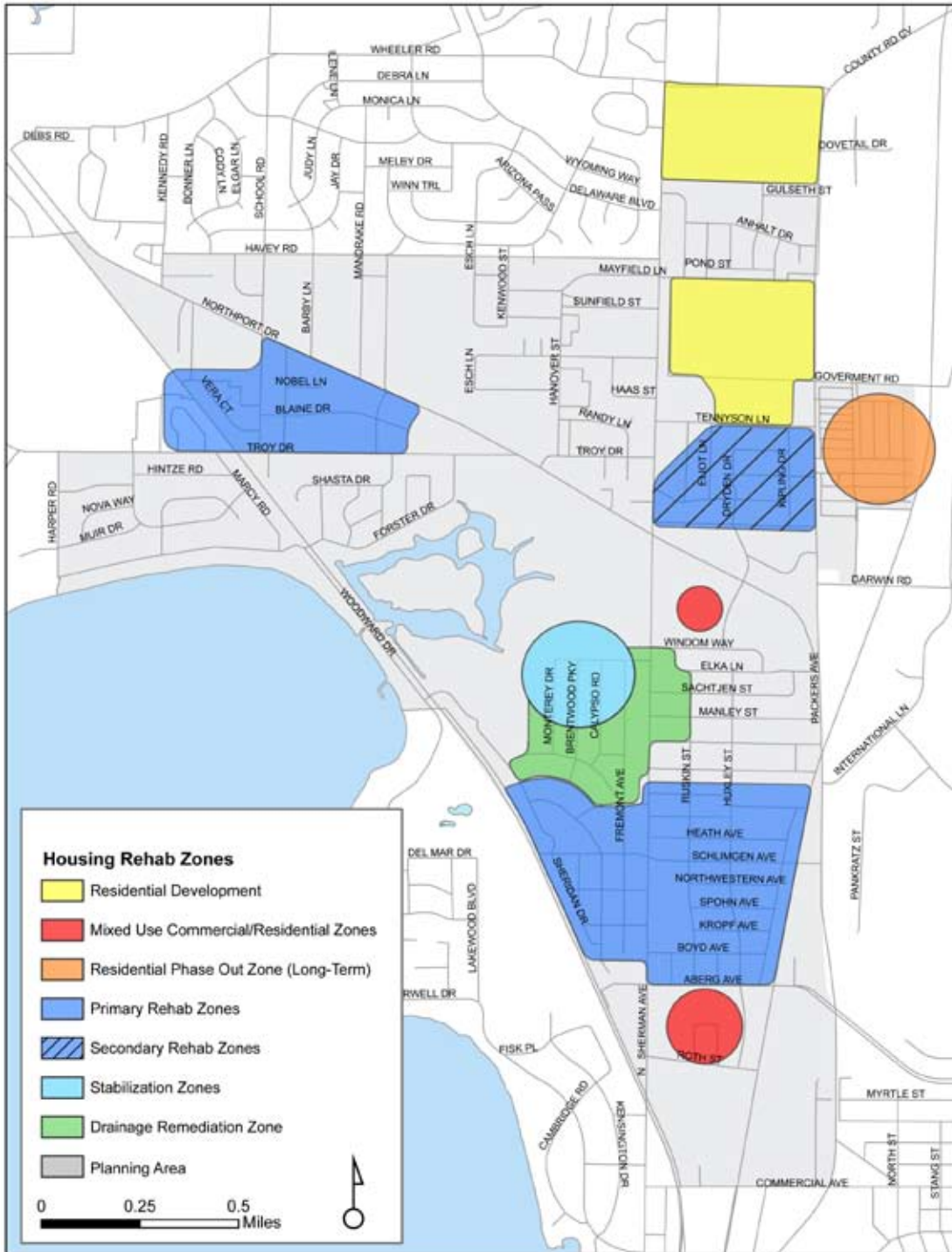
Stable, inviting residential areas with preservation of existing single-family, owner-occupied areas and well-kept and rehabilitated housing throughout the Northside.

## Housing Recommendations

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

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

Design of new residential structures should follow the basic design patterns of the existing houses found in the neighborhood. These include size (ca. 800-1500 square feet on ground level, typically one to three bedrooms); height (one to two stories); and main roof configuration (gabled roofs, including single gable, two perpendicular gables). Roof pitch for new residential structures should be within the range found on houses on that



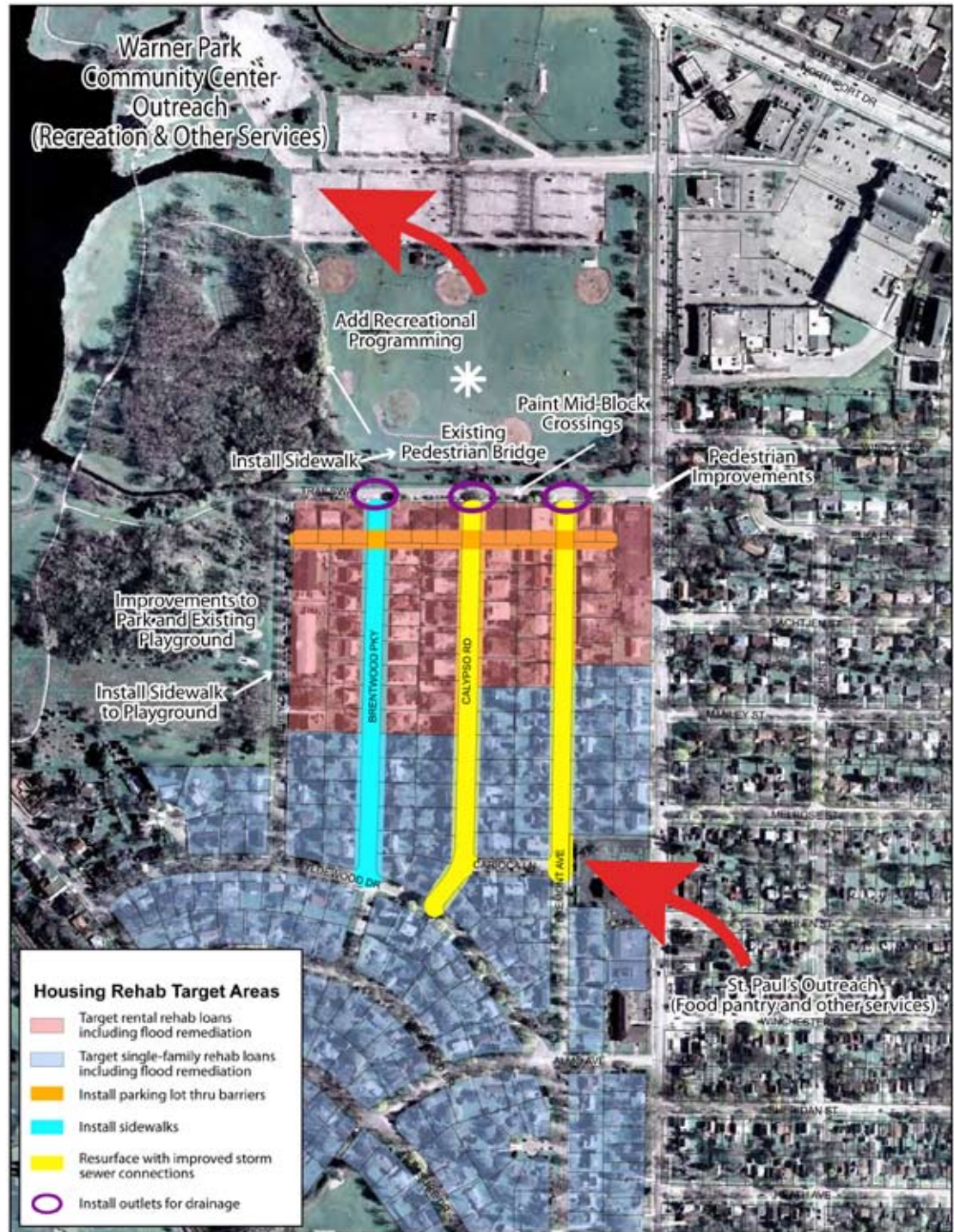
block. In cases where a new residence is built to replace a house formerly located on the lot, the new structure should follow the same footprint (placement and outline on lot) as the former house. Exceptions may be made if the original house was placed off center (side to side) or its set-back was not in the range of contributing houses. If the original house was exceedingly small, the replacement house may be larger but should be within the size range of contributing houses.

3. Explore and consider neighborhood stabilization options for emerging neighborhood areas including Brentwood, Karstens, Kipling and Vera Court; include rental property owner training, property inspection and maintenance and local hiring of residents for property management or neighborhood improvement activities. Provide support for resident involvement, strengthen connection to local schools and community centers and improve access to and information of local resources for children/youth and families.
4. Explore options to encourage quality management and improved screening processes for rental residential units through partnerships and training sessions with the Apartment Association of South Central Wisconsin, Tenant Resource Center, North Police District, rental property owners, neighborhood associations and other organizations.

Map I-8: Housing Rehabilitation Zones.

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

Map I-9: Brentwood Village Housing Rehabilitation Strategy.





programs; 2) early tenant notification of foreclosure proceedings and tenant rights; and 3) monitoring of property, and quick action if necessary, of building code or safety violations.

### **Brentwood Village Stabilization Strategy**

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

#### **1. Communication**

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

#### **2. Property Maintenance and Improvement**

- Check building approval permits/approvals for parking lots “barriers” and parking lot lighting to ensure all building codes are in compliance. Interior and exterior systematic inspection for area bounded by Trailsway on the north, Fremont on the east, Monterey on the west, Wyldewood on the south. Develop a tracking system to monitor property code violations for District Alderperson,

North Neighborhood Resource Team and City and non-City stakeholders to use.

- Targeted outreach of rehabilitation loan programs for single-family and structures, including eligible loans for drainage improvements by direct mail to property-owners and publishing information in neighborhood publications.

#### **3. Property Management**

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

#### **4. Property Acquisition**

- Inform affordable housing service providers of building pre-foreclosures, foreclosures, or for sale properties.
- Targeted outreach of home downpayment and home purchase programs for single-family and multi-family structures.
- Aggressively target citywide real estate agents, financial institutions and other entities to promote the Northside and its assets.

#### **5. Improve Streets and Sidewalks**

- Install new inlets on Trailsway, install storm sewers on Calypso and Fremont and secure drainage easements on private property to address drainage issues.
- Install sidewalks on all or a portion of Brentwood Parkway to improve pedestrian safety.
- At the time Calypso Road and Fremont Avenue are resurfaced, explore streetscape



Image 26: Photo of the North District Police Station.



Image 27: Photo of cohousing development at Troy Gardens.

improvements such as tree planting in the right-of-way.

- Study the possibility of installing a sidewalk leading from Monterey Drive to Monterey Drive/Warner Park playground.

## 6. Community Safety

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

## 7. Neighborhood Engagement and Involvement

- Explore stronger linkage between Brentwood Neighborhood Association, area centers of worship, Lakeview Public Library, Northside Timebank, Warner Park Community Recreation Center, Northport/Packers Community Learning Center, Kennedy Heights Community Center and Vera Court Neighborhood Center.
- Work with Brentwood Neighborhood Association, Northside Planning Council and area service providers to distribute information and/or improve outreach of services and programs offered within the Northside. If feasible, investigate providing recreational programming in Warner Park in close proximity to the neighborhood.
- Investigate strategies to engage residents in knowing their neighbors and participating in neighborhood-related events.

## 8. Park Improvements

- Expand Monterey/Warner Park playground.
- Study the possibility of removing select

trees and brush (focusing on invasive species) in the heavily overgrown area off of Monterey Drive to make it more visible and safer for park path users and to improve the habitat for birds and other wildlife. Restore native plantings where appropriate and explore adding meadow management areas and prairies to increase wildlife habitat.

- Investigate placement of community gardens by the Monterey/Warner Park playground area.

## Neighborhood and Personal Safety Goals

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

## Neighborhood and Personal Safety Recommendations

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

1. Continue to develop and enhance communication mechanisms between the North Police District, property-owners, neighborhood associations, individual neighborhood residents, Northside Business Association and Northeast Senior Coalition.

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

# Chapter I-9: Adoption and Implementation

The Northport-Warner Park-Sherman Neighborhood Plan was introduced to the Madison Common Council on July 7, 2009 and adopted on November 3, 2009 (see Figure I-18: Adopting Resolution on page I-56). The NWS Plan is now part of the City's Comprehensive Plan. It is a framework for lead implementation agencies and organizations as they carry out Plan recommendations to improve the Northside. Appendix I - Implementation Plan includes a comprehensive summary of Plan recommendations, lead implementers and key partners, and the way that these implementers will incorporate neighborhood improvement projects in capital or operating budgets and work plans. The Steering Committee will also continue to work with the City's Community Development Block Grant Office to finalize decisions on how to allocate the CDBG funds targeted for use by the NWS Neighborhood Plan. Other implementation tools may also be used such as Tax Incremental Finance District #40 and public and private grant monies.

## **Inclusion of Projects in City of Madison Operating and Capital Budgets.**

The NWS Neighborhood Plan and Implementation Strategy work in conjunction to address and implement the prioritized Plan recommendations (see preceding Chapters for priority order of recommendations). The Neighborhood Plan provides direction for proposed improvements and the implementation strategy provides a framework for action for the top Plan recommendations: lead implementation organizations and estimated cost, critical steps for City and neighborhood groups and general timeline for completion. Plan implementation of neighborhood projects and programs is contingent upon available resources. Policy makers are responsible for the allocation of

resources for the entire City and thus funding for the NWS Neighborhood Plan recommendations will be weighed against other worthy projects Citywide. Because of scarce resources, it will be important to understand that City/public funding of proposed improvements is and will be in competition with existing projects, and in many cases, will require special earmarking of funding to undertake projects, as well as ongoing maintenance costs. Securing funding from outside sources, leveraging funding with other available funding, or dovetailing proposed new projects with planned projects will help in implementing the desired activities and projects.

## **Priority Recommendations**

The NWS Neighborhood Steering Committee spent many of its work sessions developing Plan recommendations that address the issues and opportunities of the planning area. The group drafted and redrafted the recommendations, then circulated them for City agency, community stakeholder and public input. The SC incorporated input and then prioritized the recommendations within each theme and across the whole Plan. The prioritization process provides policymakers, lead implementers and City staff with the relative importance of the recommendations.

The land use theme is structured in a slightly different way than the other themes. Potential redevelopment areas are in priority order, but the associated recommendations for each of these areas are not.

The six recommendations that the SC prioritized from the entire Plan represent four of the Plan's themes:

1. Develop a strategy to improve the identity, branding, marketing and retention of

- Northside businesses (see Chapter I-4 - Recommendation #1).
2. Revisit the Land Use Master Plan for Warner Park (see Chapter I-6, Recommendation #1).
  3. Explore and consider options for creating a “main street” along North Sherman Avenue, perhaps where commercial development is concentrated, with safer pedestrian and bicycle connections to businesses and adjoining neighborhood streets and streetscape enhancements (see Chapter I-5, Long-Term Recommendation #2 and Chapter I-3, Recommendation #1).
  4. Increase programming for children/youth within the neighborhood. Expand and create after/before school programs for school age children, and provide positive youth development activities, academic support and recreation for middle school and high school age youth. Strive to grow, enhance and support existing youth programs and replicate or grow successful programs in areas with unmet needs (see Chapter I-7, Recommendation #1).
  5. Explore and consider neighborhood stabilization options for emerging neighborhood areas including Brentwood, Karstens, Kipling and Vera Court; include rental property owner training, property inspection and maintenance and hiring of local residents for property management or neighborhood improvement activities. Provide support for resident involvement, strengthen connection to local schools and community centers and improve access to and information of local resources for children/youth and families (see Chapter I-8, Recommendation #3).
  6. Explore options to improve social services and community support resources for the Northside such as:

- English language learner classes and other services for non-native English speakers.
- Early childhood education, quality childcare.
- Family literacy.
- Vocational and job training.
- Senior programs including meals and recreation.
- Parent education, training and support.
- Public Health services such as mobile clinics run by UW Madison and St. Mary’s Hospital.
- Health fairs and workshops by community groups, Touched Twice United, etc.
- Mobile food pantries.
- U.W. Extension programs.
- WIC (Women, Infants and Children) programs.

(see Chapter I-7, Recommendation #7)

**Allocation of Community Development Block Grant funding to eligible projects.**

As part of the planning process, the Community Development Block Grant (CDBG) Commission has allocated \$106,900 to fund eligible projects in the NWS Neighborhood Planning Area. After the adoption of the NWS Neighborhood Plan, the CDBG Office will pursue authorization from the Common Council to contract with organizations to carryout the projects.

Projects recommended for CDBG funding are included below in priority order:

1. Northport Drive Streetscape Enhancements:  
To provide improved safety and aesthetic



Image 28: Photo of cranes in Warner Park.



Image 29: Photo of children playing in a park.



Figure I-17: Conceptual design for Warner Park entrance (Northside Art & Design Charrette).



Image 30: Banner along Northport Drive from the Northside Pole Banner Project led by Dale Matthews and the Northside Farmer's Market and supported by the Northside Business Association and City of Madison's Neighborhood Grant Program.

enhancements, replace existing chain link fence with a forged-metal sculpture median fence along Northport Drive between North Sherman Avenue and Dryden Drive.

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



Title

**Adopting the Northport-Warner Park-Sherman Neighborhood Plan as a supplement to the City of Madison Comprehensive Plan.**

Body

**WHEREAS the City of Madison Comprehensive Plan, adopted January 17, 2006, recommends the adoption of neighborhood plans for established residential neighborhoods within the City; and**

**WHEREAS the Northport-Warner Park-Sherman Neighborhood Plan area (Census Tracts 22.0, 23.01, and 24.02) received planning assistance to prepare a neighborhood plan in 1992 and 1996 and the Common Council adopted the Northport-Warner Park Neighborhood Plan on November 10, 1992 and the Brentwood Village-Packers-Sherman Neighborhood Plan on July 2, 1996; and**

**WHEREAS the Mayor appointed the Northport-Warner Park-Sherman Neighborhood Plan Steering Committee (NWS SC) and the Common Council confirmed this Committee that included area neighborhood residents, business owners, non-profit organization employees, and landlords who were charged with updating the 1992 Northport-Warner Park Neighborhood Plan and the 1996 Brentwood Village-Packers-Sherman Neighborhood Plan; and**

**WHEREAS the updated 2009 Northport-Warner Park-Sherman Neighborhood Plan follows the format of the 1992 and 1996 plans for this area, with the exception that the land use recommendations now follow the format of the City's Comprehensive Plan, and the Plan provides additional and detailed recommendations for future development within the neighborhood; and**

**WHEREAS, the NWS SC met 37 times between January 2008 and June 2009, and worked with City Planning Division staff to draft the vision, goals, objectives, and recommendations in the Plan and to facilitate a public participation process that included four large-scale public open house events, two public input coffees, interviews with area community organization representatives, and participation in area neighborhood association and other community group meetings; and**

**WHEREAS, on June 29, 2009, the Steering Committee unanimously approved the final draft Northport-Warner Park-Sherman Neighborhood Plan and recommended that it be submitted to the City for adoption; and**

**NOW THEREFORE BE IT RESOLVED that the Common Council does hereby adopt the 2009 Northport-Warner Park-Sherman Neighborhood Plan and the goals, recommendations and implementation steps contained therein as a supplement to the**

Figure I-18: Adopting resolution, page one.

City's Comprehensive Plan; and

**BE IT FURTHER RESOLVED**, that any changes to the Comprehensive Plan's Generalized Future Land Use Plan Map recommended in the Northport-Warner Park-Sherman Neighborhood Plan be considered for adoption during the next annual Comprehensive Plan evaluation and amendment process; and,

**BE IT FURTHER RESOLVED** that the following specific recommendations are the top six of all recommendations in the Plan as designated and prioritized by the Northport-Warner Park-Sherman Neighborhood Plan Steering Committee; and

**BE IT FINALLY RESOLVED** that the appropriate City agencies consider including the recommendations of the Northport-Warner Park-Sherman Neighborhood Plan in future work plans and budgets:

**Northport-Warner Park-Sherman Neighborhood Plan Steering Committee Top 6 Recommendations**

1. Develop a strategy to improve the identity, branding, marketing, and retention of Northside businesses.
2. Prepare a Land Use Plan for Warner Park.
3. Explore and consider installing streetscape enhancements with a uniform design that may feature iconic neighborhood images and other decorative elements. Consider including multi-cultural aspects to the designs to reflect the diversity of the Northside. One element of this recommendation is to consider clustering streetscape enhancements near commercial areas to create a "main street".
4. Increase programming for children/youth within the neighborhood. Expand and create after-before school programs for school age children, and provide positive youth development activities, academic support and recreation for middle school and high school age youth. Strive to grow, enhance, and support existing youth programs, and replicate or grow successful programs in areas with unmet needs.
5. Explore and consider neighborhood stabilization options for emerging neighborhood areas including Brentwood, Karstens, Kipling, and Vera Court; include landlord training, property inspection and maintenance, and hiring of local residents for property management or neighborhood improvement activities. Provide support for resident involvement, strengthen connection to local schools and community centers, and improve access to and information of local resources for children/youth and families.
6. Explore options to improve social services and community support resources for the Northside such as:
  - English language learner classes and other services for non-native English speakers.
  - Early childhood education, quality childcare.
  - Family literacy.
  - Vocational and job training.
  - Senior programs including meals and recreation.

Figure I-18: Adopting resolution, page two.



- Parent education, training and support.
- Public Health services such as mobile clinics run by UW Madison and St. Mary's Hospital.
- Health fairs and workshops by community groups, Touched Twice United, etc.
- Mobile food pantries.
- U.W. Extension programs.
- WIC (Women, Infants and Children) programs.

**Fiscal Note**

There is no fiscal impact associated with the adoption of the plan. However, implementing the plan will have fiscal impacts in the future and will require Common Council approval at that time.

Figure I-18: Adopting resolution, page three.





## VOLUME II





Image 1: 1956 aerial view looking northeast. Maple Bluff housing development is in the foreground surrounded by open space and agriculture land, and bordered to the northeast by the railroad, Brentwood Village Neighborhood, North Sherman Avenue and the Sherman Neighborhood. The Airport is in the upper left in its original location along North Stoughton Road. Source: Wisconsin Historical Society, Image ID 31250, by photographer John Newhouse.

# Chapter II-1

## Introduction

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

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

Just as the physical landscape of the area has changed over time, so too have the people of the Northside. Inhabited by Native Americans for thousands of years, and followed much later by an influx of Irish and German settlers, the rise of industry early in the 20th century attracted a new wave of working-class residents. Today the Northside includes people of varying incomes, ages, ethnic groups, lifestyles and nationalities. Although the appearance of the neighborhood and its people have evolved, several community characteristics have remained constant from the beginning – concern for the environment,

well-knit and organized social interaction and appreciation of diversity. Recent events in the neighborhood's history, including the creation of the Northside Farmers Market, Troy Gardens and the opening of Pierce's Northside Market, exemplify this notion.

From its long and rich history, the Northside continues to change. The 2009 neighborhood plan is an effort to guide change in a way that reflects the key issues and opportunities of a diverse and vibrant community. This plan is an update of the 1992 Northport-Warner Park Neighborhood Plan and the 1996 Brentwood Village-Packers-Sherman Neighborhood Plan. Among many important outcomes, these plans led to the creation of the Northside Planning Council and the Warner Park Community and Recreation Center.

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

- *Prior to 1750* – Native American people have lived in Madison for nearly 12,000 years. Native people of the Woodlands era (~ 700 B.C. to 1200 A.D.) may have built many of the mounds in the Madison area. This includes the eagle, with a wingspan of over 624 feet, and the panther, both located on the Mendota Mental Health Institute grounds.
- *1750-1832* – There is evidence to indicate that the Fox and Sauk indigenous tribes controlled the Madison area from about 1750 to 1800, followed by the Winnebago, or Ho-Chunk. In fact, the 1832 treaty ceding the Madison area to the U.S. government was signed by Winnebago Chief White Crow. Chief White Crow's village was situated on the Lake Mendota shore near Fox Bluff. There is also evidence of dozens of additional camp and village sites of Native peoples who lived and farmed near and along Lake Mendota.
- *1860* – The State Asylum (now Mendota Mental Health Institute) opened and was home to 89 patients by the end of the year. This number grew to 1,300 by 1959. Currently the Institute provides beds and services for about 290 patients, inmates, children and juveniles and adults.
- *1871* – The Chicago & Northwestern railroad line was built to connect Madison with Minneapolis. The train made stops at Mendota and Waunakee.
- *1916* – Sherman Avenue was paved with concrete to connect with Highway 113, Lodi Road and Asylum Road. Early infrastructure improvements such as this served as a catalyst for future development.
- *1919* – Oscar Mayer started production in Madison after having relocated from Chicago into the bankrupt Farmers' Cooperative Packing Company plant. Oscar Mayer has expanded greatly over the years and remains a major employer of Northside residents.
- *1930* – Dane County opened the Lake View Sanatorium with 100 beds for adult tuberculosis patients. The Sanatorium was closed in 1966 and the building, which is on the National Register of Historic Places, is now home to the Dane County Human Services Department.
- *1938* – The original airport terminal was built along North Stoughton Road on a 290-acre site purchased by the City. In 1966, a new terminal was built on the site where the current airport is located. Dane County took over operation of the airport in 1974 and subsequently expanded its facilities several times.
- *1939* – The City of Madison purchased the first 7 acres of what is now Warner Park and dedicated it as park space. The City expanded the park to its current size of 180 acres by purchasing the Moor Farm in 1953 and the Reider Farm in 1995. In 1958, the City of Madison and Wisconsin Department of Natural Resources dredged the marsh area to form the Warner Park Lagoon.
- *1961* – Members of the Roth family developed their farmland into the Northgate Shopping Center. In early 2009, after nearly 50 years of ownership, the Roth family sold Northgate to the Alexander Company.
- *1964* – Richard Bruns opened Sherman Plaza (now Northside TownCenter). Richard's sons Don and David now run the Northside TownCenter. This site has been the home of the Lakeview Branch Library since 1966, after the library was moved from a previous Northside location where it had been located since 1959.



Image 2: 1932 aerial view of the Oscar Mayer meat packing plant looking north, with surrounding rural countryside. Source: Wisconsin Historical Society, Image ID 35088, by photographer Arthur M. Vinje.

## Chapter II-2: Neighborhood Demographic Profile

Demographic profiles can be used to describe population dynamics within neighborhoods. Below is a description of planning area demographic trends from 1990 to 2000 in relation to the City as a whole using select data displayed in charts, tables and maps. Most of the statistical information is derived from the US Census Bureau using data from the three Census Tracts (C.T.) that comprise the planning area, C.T. 22, C.T. 23.01 and C.T. 24.02. In certain instances, data from the City of Madison, Madison Metropolitan School District and Dane County was used to supplement the Census data. While the Census data is at least 10 years old, it was the most comprehensive and reliable overall demographic data source available during the planning process. It should be noted, however, that some demographic changes may have occurred since 2000 that may not be reflected here.

### Population

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

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

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

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

### Age Distribution

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

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

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



demand for senior services including health care, rehabilitation services, specialized transportation, adult daycare, etc.

- Female survival chances exceed those of men, especially in the older age groups. This is reflected in the planning area where 66 percent of the population that is 80 years old or more, is female.
- In 2000, there were 8.0 percent fewer persons (168) in the age range of 0-9 years compared to 1990. This decrease in children is one indication of a trend toward smaller family size. While this is reflective of a national trend, it is important to raise the question of whether the community would like to attract families with children, especially in light of the recent discussions of school closures on the Northside.
- Since 1991, enrollment in Northside elementary schools (Gompers, Lake View, Lindbergh and Mendota) has been decreasing. In 1991, 1,340 students were enrolled in the area's elementary schools and this total steadily decreased to 1,028 students by 2008. This decrease can partly be explained by redistricting which affected areas such as the Brentwood Village Neighborhood. In the 2008-2009 school year, approximately 50 school age children living in the Brentwood Village Neighborhood would have originally attended Lake View Elementary School, but instead, they attended Emerson East Elementary School on the City's Eastside.

### **Race and Ethnicity**

Changing demographics, including languages spoken and English proficiency, have implications

for how to best incorporate and serve local populations.

### **What we know:**

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

The *Northside Market Study* (2008) compiled demographic information from the 2000 Census and Forecast data for 2008 and 2013 for the primary trade area. The primary trade area is geographically larger than the planning area with

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

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

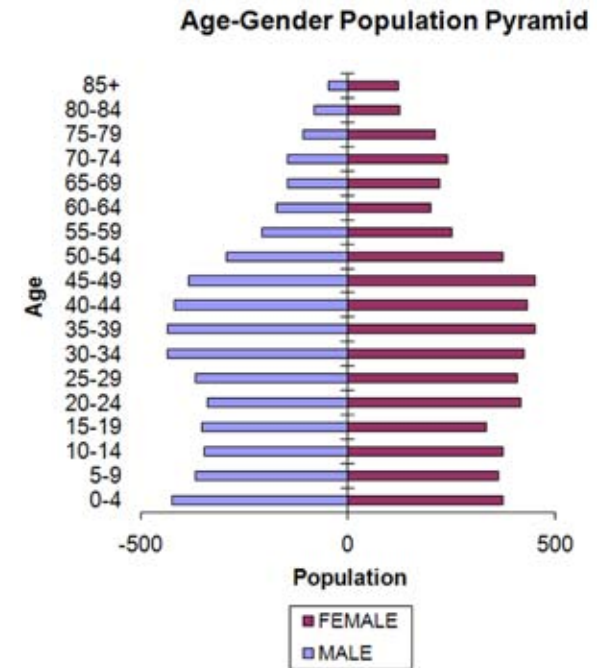


Figure II-1: Age-Gender Pyramid showing relative numbers of people in age groups by gender. Source: Bureau of the Census, 2000.

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

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

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

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

the addition of residents living west of the railroad tracks between STH 113 and Lake Mendota. Therefore, the statistical information includes persons living in the North Lake Mendota, Lake View Hills and Vera Court neighborhoods. See Table II-4: Population by Race/Ethnicity by Year by Geographic Location.

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

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

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

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

- As of 2000, 8.4 percent of the minority population lived in owner-occupied units compared with 55.6 percent of the population as a whole, living in owner-occupied units.
- Out of the 567 households with a person 65 years or older, 51.5 percent of them are living alone.

### **Income**

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

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

- In 2000, average household income in the primary trade area was less than the City's, \$49,486 compared to \$53,278, respectively.
- Household income in the primary trade area is projected to increase over the next 4 years with the greatest gains being realized by households in the \$100,000-\$149,999 income group.
- An economic profile of the area's elementary school enrollment shows that three out of four schools have populations that are over 60 percent low-income. Out of the 31 Madison elementary schools, Lindbergh's school population includes 76 percent low-income (ranked 2<sup>nd</sup>), Mendota includes 74 percent (ranked 4<sup>th</sup>) and Lake View includes 64 percent (ranked 10<sup>th</sup>). Gompers has the lowest percentage of low-income enrollment

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

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

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

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

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

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

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

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

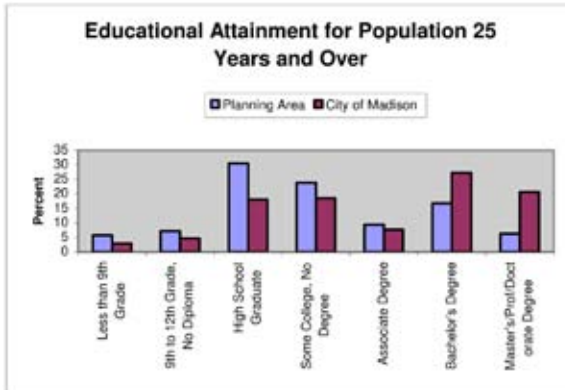


Figure II-2: Educational Attainment for Population 25 Years and Over in the planning area compared to the City of Madison as a whole. Source: Bureau of the Census, 2000 and City of Madison.

among the Northside's elementary schools with 45 percent low-income based on annual family income ranges.

### Poverty

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

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

### Educational Attainment

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

### **What we know:**

- Based on the 2000 Census, 12.8 percent (502 persons) of persons 25 years or older living in the planning study area have not received a high school diploma.
- The Sherman neighborhood includes the highest concentration of residents living in the planning area without a high school diploma.
- Fewer persons in the planning area received college degrees compared to the city of Madison, 43.6 percent and 55.7 percent respectively.

### Voter Registration

Whether or not people choose to vote may be an indicator of how much they are involved in their community. The November 2008 Presidential election drew an impressive voter turnout on the Northside where 79.2 percent of registered voters cast their ballots for a presidential candidate. In the 2007 Mayoral election, voter turnouts between 20 and 40 percent were typical in the planning area with the exception of the Sherman neighborhood (Ward 31), which drew 75.0 percent of voters to the polls.



Image 3: Playing basketball at Warner Park Community Recreation Center.



Image 4: Gardening at Troy Gardens.



Image 5: Recess at Lake View Elementary School.



Image 6: Children participating in the Lake View Elementary School Summer Reading Program.

## Chapter II-3: Opportunities Analysis

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

### Land Use Pattern

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

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

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

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

### Physical Barriers

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

- Cherokee Marsh on the north, Lake Mendota on the west, Dane County Airport on the east, and the Village of Maple Bluff, Oscar Mayer, and other industrial lands on the south, border, and in some cases impede access to, the Northside.
- Northport Drive, Packers Avenue, CTH CV and North Sherman Avenue play important roles since they are the only roads leading into and out of the Northside. However, relatively high traffic volume and speed on these thoroughfares impedes pedestrian and bicycle safety and movement.
- The curvilinear nature of the area's residential streets makes it difficult to find an east-west or north-south route through Northside



Image 7: Bird's eye view of the Brentwood and Sherman Neighborhoods with the Union Pacific railroad and the Village of Maple Bluff forming an edge in the foreground and Dane County Regional Airport forming another in the background.

neighborhoods.

- The Union Pacific railroad, running northwest to southeast, forms a barrier along its elevated grade from Knutson to North Sherman Avenue, making it difficult to access Lake Mendota and the residential neighborhoods to the west. Within this 2.7-mile distance, there are only three locations for pedestrians and only two locations for vehicles to cross the railroad tracks. Pedestrians have created their own routes, which are sometimes unsafe, to cross the railroad tracks.

### **Political-Social Barriers**

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



Image 8: Warner Park Community Recreation Center.



Image 9: View of the neighborhood and Lake Mendota from the top of Lakeview Hill Park.

## **Physical-Social Assets**

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

- The natural resources of Lake Mendota and the Cherokee Marsh are iconic open space features that residents often use to describe where they live. These iconic features provide habitat for ecological communities, and both passive and active recreational enjoyment for Northsiders and visitors from outside the area.
- Compared to most city neighborhoods, a higher percentage of Northside land is devoted to parks and open space. The parks provide access to Lake Mendota and Cherokee Marsh and many recreational and passive activities. Parks and open space also greatly benefit animal and plant communities providing critical habitat for many different bird species, small mammals, fish, trees, wildflowers, etc. The community might benefit from reviewing and evaluating some of its parkland to more effectively balance preservation of natural habitats with recreational improvements.
- The Dane County Human Services building, set on a hill overlooking Lake Mendota and downtown Madison, is another defining asset. This site could become even more prominent as plans progress on proposed gateway corridor enhancements.
- The planning area includes a larger base of community facilities and resources than many of Madison's neighborhoods. There are five community centers including Northport Community Learning Center, Packers Community Learning Center, Vera Court

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

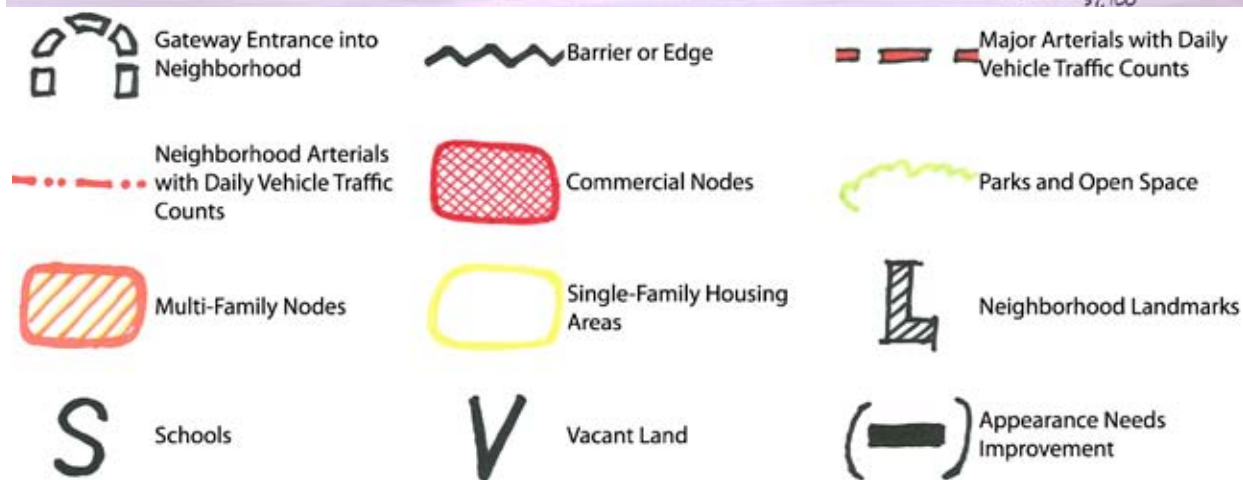
- Another defining feature that strengthens the neighborhood is its diversity. The Northside has a long history of welcoming a broad spectrum of people from different races, cultures, nationalities, lifestyles and economic backgrounds to live together and share a wonderful diversity of language, food,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





Northport-Warner Park-Sherman Neighborhood Planning Area

**OPPORTUNITY ANALYSIS MAP**



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

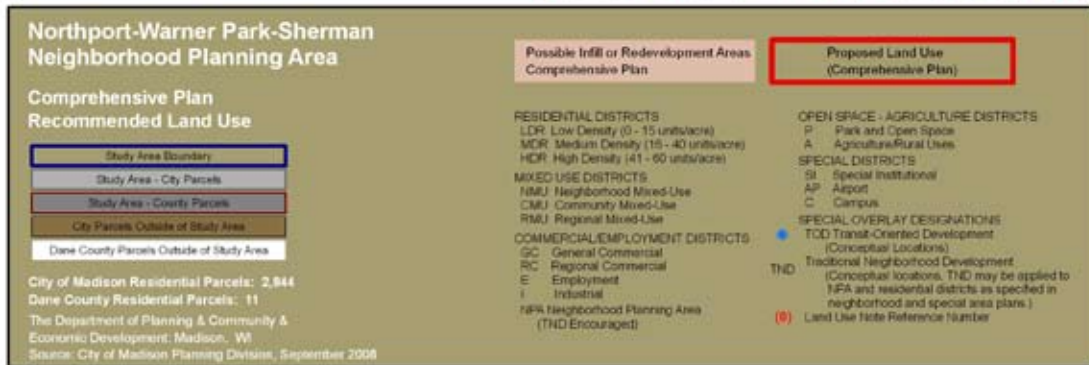
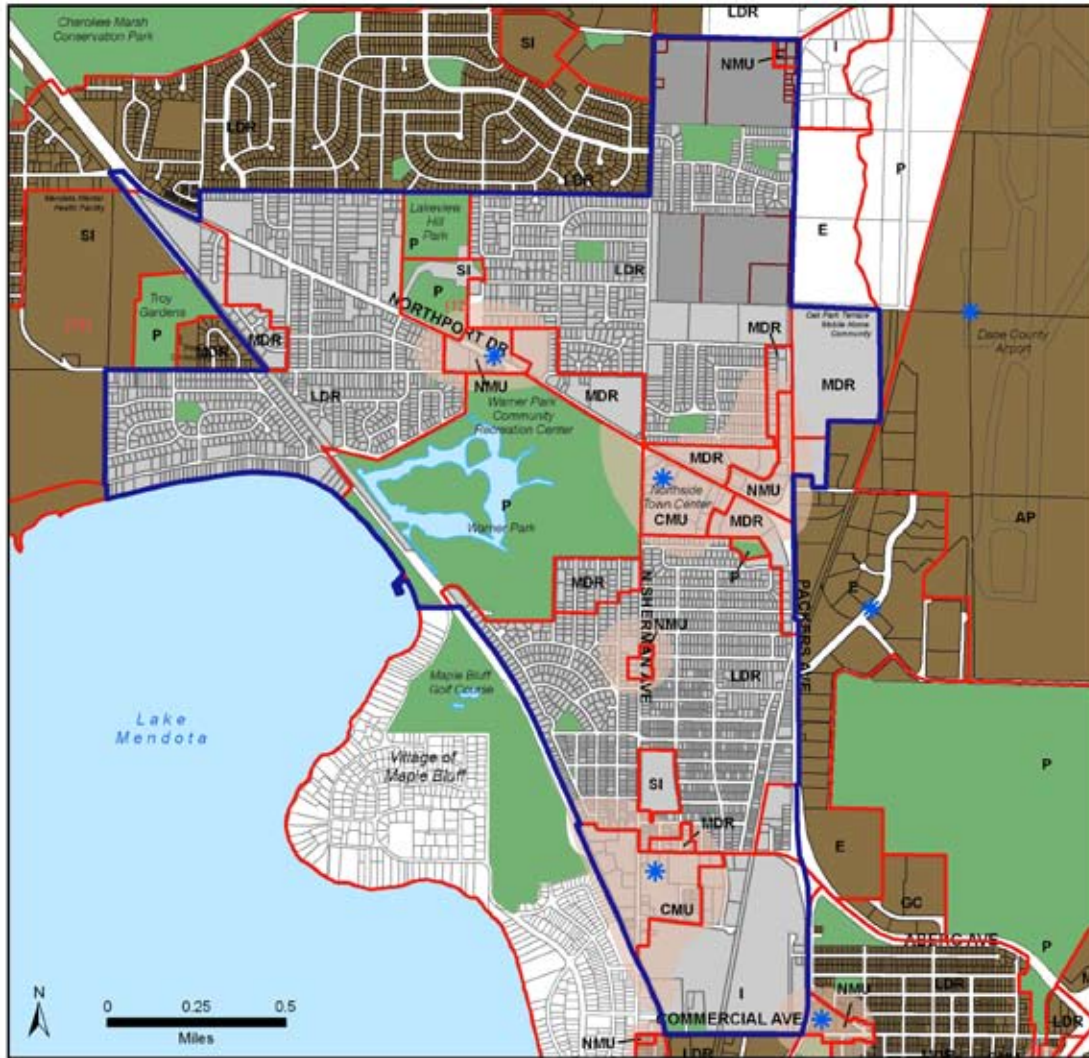
## Chapter II-4: Land Use, Urban Design and Zoning

### Key Findings

- Ranging from detached single-family homes to multi-family apartment communities, residential properties cover over 50 percent of land in the planning area.
- The second most common land use in the planning area is parks and open space, which accounts for about 25 percent of the neighborhood's land. Although there are small parks and open spaces scattered throughout the area, a great deal of the community's green space, and subsequent recreation opportunities, are concentrated within Warner Park.
- Currently, 33 percent of commercial property is concentrated on two sites. The Northside TownCenter, located near the intersection of Northport Drive and North Sherman Avenue, accounts for approximately 20.2 acres of commercial land, and the Northgate Shopping Center, located at the intersection of North Sherman Avenue and Aberg Avenue, consists of approximately 9.1 acres of similar property.
- Several large-scale land uses are located at the periphery of the planning area and include Cherokee Marsh Conservation Park, Lake Mendota and the Dane County Regional Airport. Also, the Kraft/Oscar Mayer site, the Village of Maple Bluff, the Union Pacific railroad, and major traffic arterials separate the Northside from the Eastside. Together, these physical features and surrounding areas provide a unique, "secluded" character to the Northside.

### Key Planning Issues

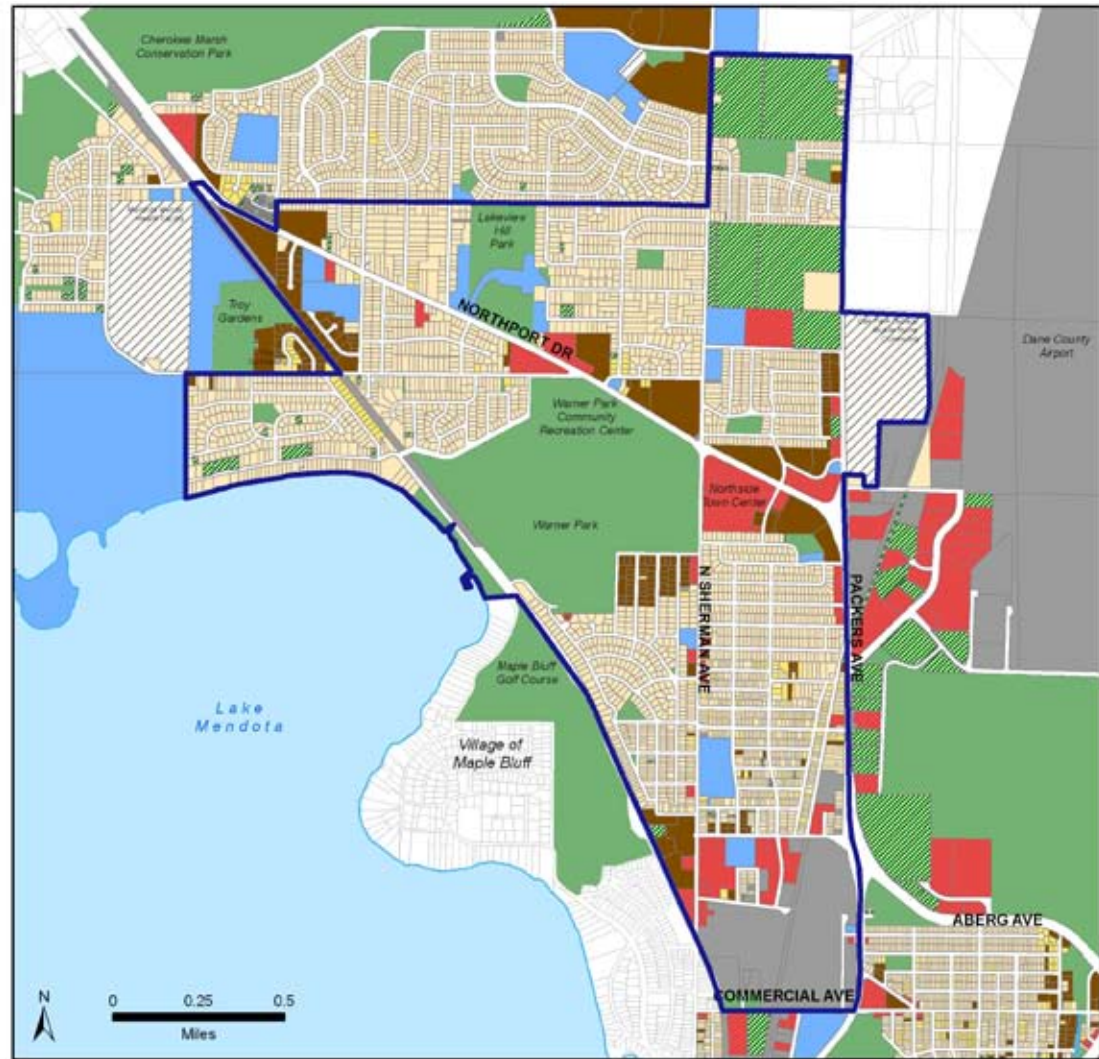
- Although over 50 percent of the housing units within the planning area are multi-family, most of it is only found in higher density apartment clusters generally located along major thoroughfares, such as Northport Drive. While integration of various housing options is a topic of concern, so too is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



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

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

Map II-2: Comprehensive Plan Recommendations Map.



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

**Land Use Information**

- Study Area Boundary
- Dane County Parcels Outside of Study Area

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

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

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

LAND USE	PARCELS	ACRES	% ACRES
<span style="display: inline-block; width: 15px; height: 10px; background-color: #f4b084; border: 1px solid black;"></span> Residential- Single Family	2,591	629.3	41.2%
<span style="display: inline-block; width: 15px; height: 10px; background-color: #fff2cc; border: 1px solid black;"></span> Residential- Two Family	110	22.0	1.4%
<span style="display: inline-block; width: 15px; height: 10px; background-color: #d4b88d; border: 1px solid black;"></span> Residential- Three or More Family	149	121.1	7.9%
<span style="display: inline-block; width: 15px; height: 10px; background-color: #c4c4c4; border: 1px solid black;"></span> Res.-Other*	5	60.7	4.0%
<span style="display: inline-block; width: 15px; height: 10px; background-color: #a6a6a6; border: 1px solid black;"></span> Industrial	24	123.3	8.1%
<span style="display: inline-block; width: 15px; height: 10px; background-color: #e377c2; border: 1px solid black;"></span> Commercial	72	87.1	5.9%
<span style="display: inline-block; width: 15px; height: 10px; background-color: #77b3ff; border: 1px solid black;"></span> Institutional	15	58.9	3.9%
<span style="display: inline-block; width: 15px; height: 10px; background-color: #a6d8a6; border: 1px solid black;"></span> Park, Open Space, or Drainage	22	293.7	19.1%
<span style="display: inline-block; width: 15px; height: 10px; background-color: #e6f5e6; border: 1px solid black;"></span> Vacant, Undeveloped, or Ag Land	38	129.5	8.5%
<b>TOTAL</b>	<b>3,026</b>	<b>1,525.6</b>	<b>100.0%</b>

Map II-3: Existing Land Use Map.



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

**Zoning Information**

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

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

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

<b>Madison Commercial Districts Zoning</b>		<b>Madison Special Districts Zoning</b>	
C1	Limited Commercial	PCDMHPGDP	Planned Mobile Home Park
C2	General Commercial	PUDGDP	Planned Unit Development - General Development Plan
C3	Highway Commercial	PUDSIP	Planned Unit Development - Specific Implementation Plan
C3L	Commercial Service & Distribution	C	Conservancy
<b>Madison Residential Districts Zoning</b>		A	Agriculture
R1	Single-Family Residence	W	Wetland
R2	Single-Family Residence	<b>Dane County Zoning</b>	
R2T	Single-Family Residence	A1	Agriculture
R3	Single- and Two-Family Residence	R3A	Residence District
R4	General Residence	B1	Local Business
R5	General Residence	A1 C2	Agriculture & Commercial
<b>Madison Manufacturing Districts Zoning</b>			
M1	Limited Manufacturing		
M2	General Manufacturing		

Map II-4: Existing Zoning Map.

## Chapter II-5: Housing

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

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

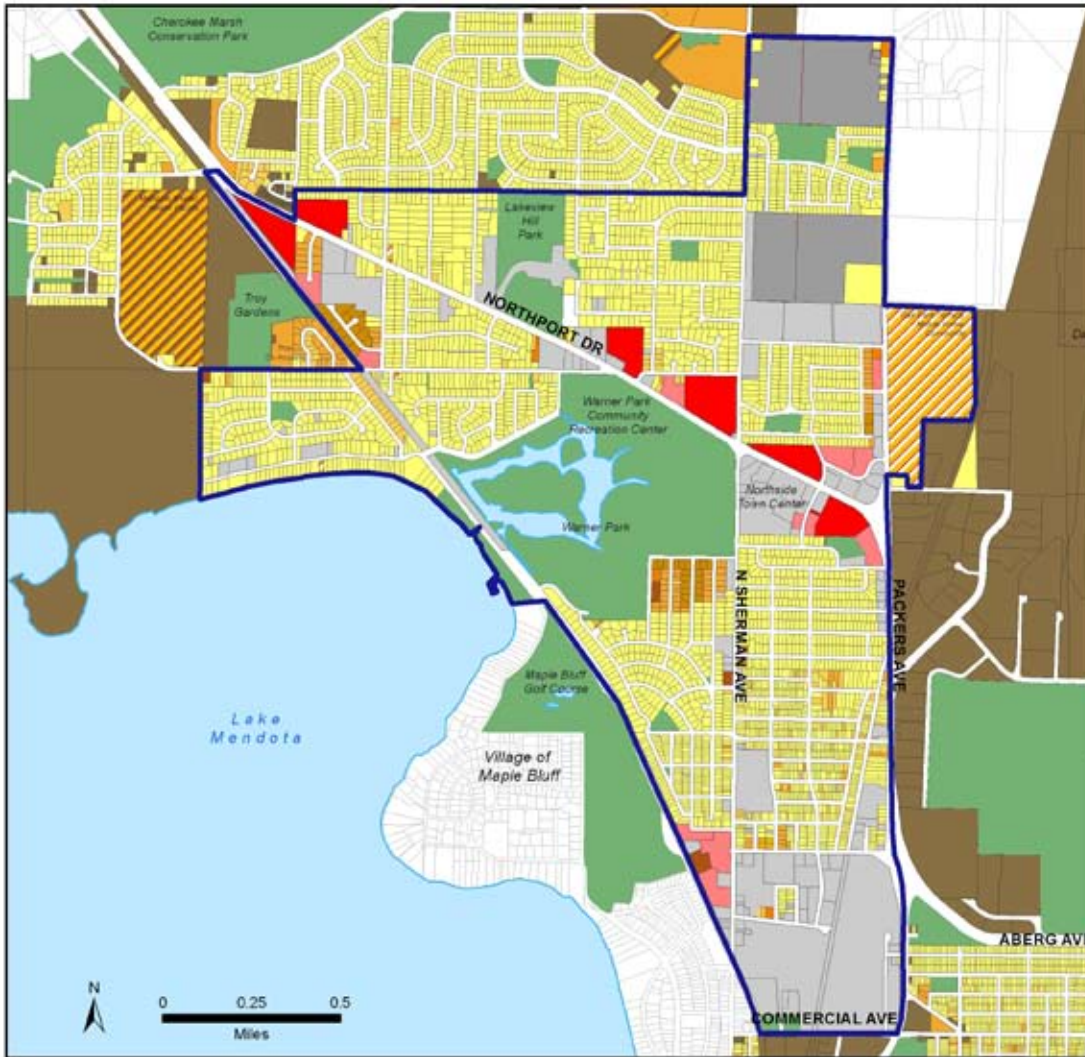
More than three-quarters of the housing is at least 40 years old creating the need and opportunity for maintenance and rehabilitation. Outreach to property owners regarding home rehabilitation resources and assistance from community organizations could help to continue to increase the quality of the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

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

### **Key Findings**

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

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



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

Type of Residential Structure

Residential City Parcels Outside of the Study Area:

- 1 Unit
- 2 Units
- 3+ Units
- Res/Other

Study Area Boundary

Study Area - Other City Parcels

Study Area - Other County Parcels

City Residential Parcels Outside of Study Area

Dane County Parcels Outside of Study Area

City of Madison Residential Parcels: 2,844  
 Dane County Residential Parcels: 11  
 The Department of Planning & Community & Economic Development, Madison, WI  
 Source: City of Madison Planning Division, September 2008

RESIDENTIAL UNITS	UNITS	ACRES	PERCENT
1 Unit	2,591	629.3	75.5%
2 Units	220	22.0	2.6%
3-4 Units	327	21.7	2.6%
5-7 Units	15	0.6	0.1%
8 Units	280	13.0	1.6%
9-16 Units	66	3.0	0.4%
17-24 Units	88	3.7	0.4%
25-100 Units	727	29.5	3.5%
101+ Unit Parcels	865	49.6	6.0%
Residential Other	284	60.7	7.3%
<b>TOTAL</b>	<b>5,464</b>	<b>833.1</b>	<b>100%</b>

- From 1999 to 2008, Northside property owners invested \$12.5 million dollars in their residences. There was significantly greater investment by property owners south of Northport Drive (4:1).
- Roughly 20 percent (978) of housing units are heated by electricity. Electricity as a heating source is consistently more expensive.

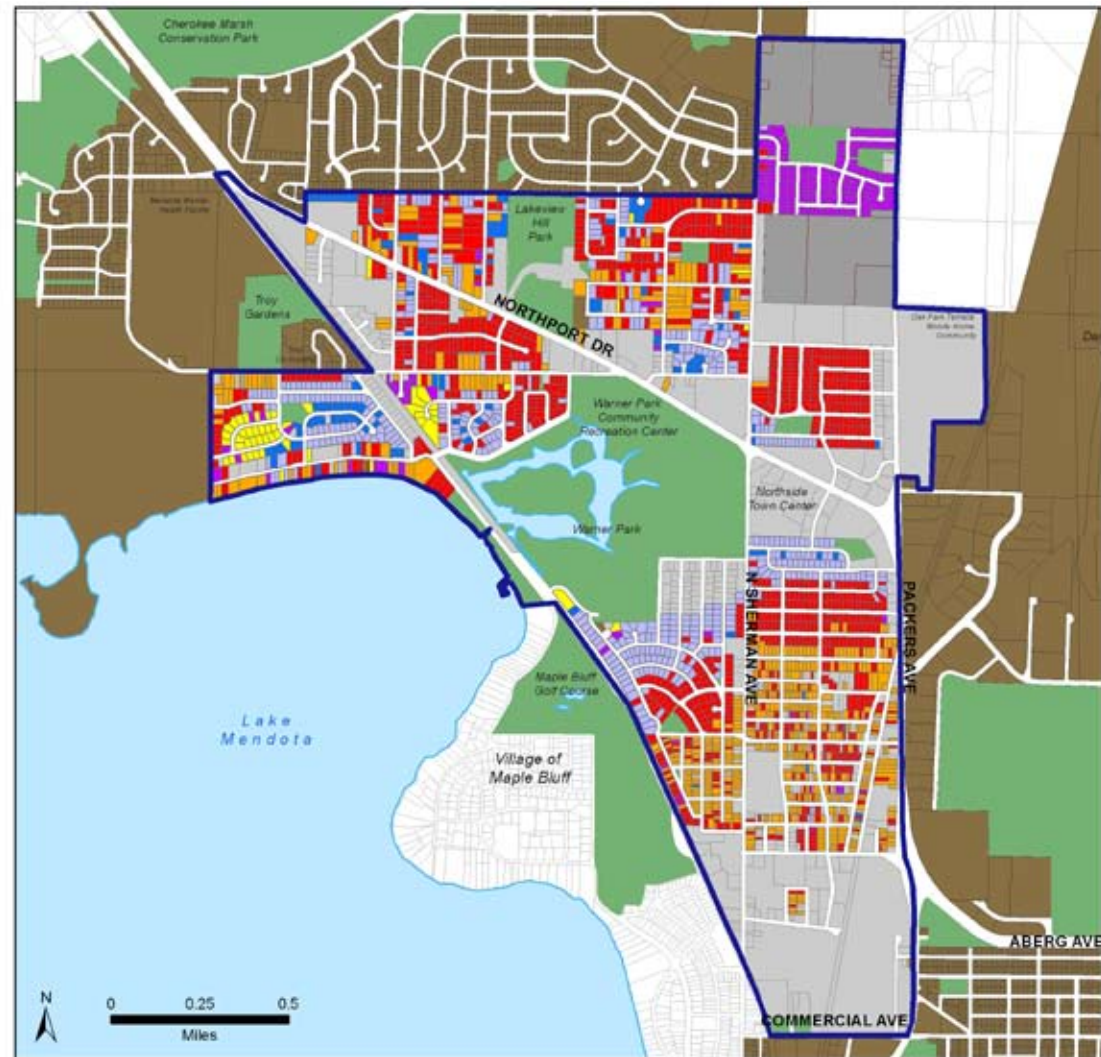
**Key Planning Issues**

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

Map II-5: Type of Residential Structures Map.

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

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



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

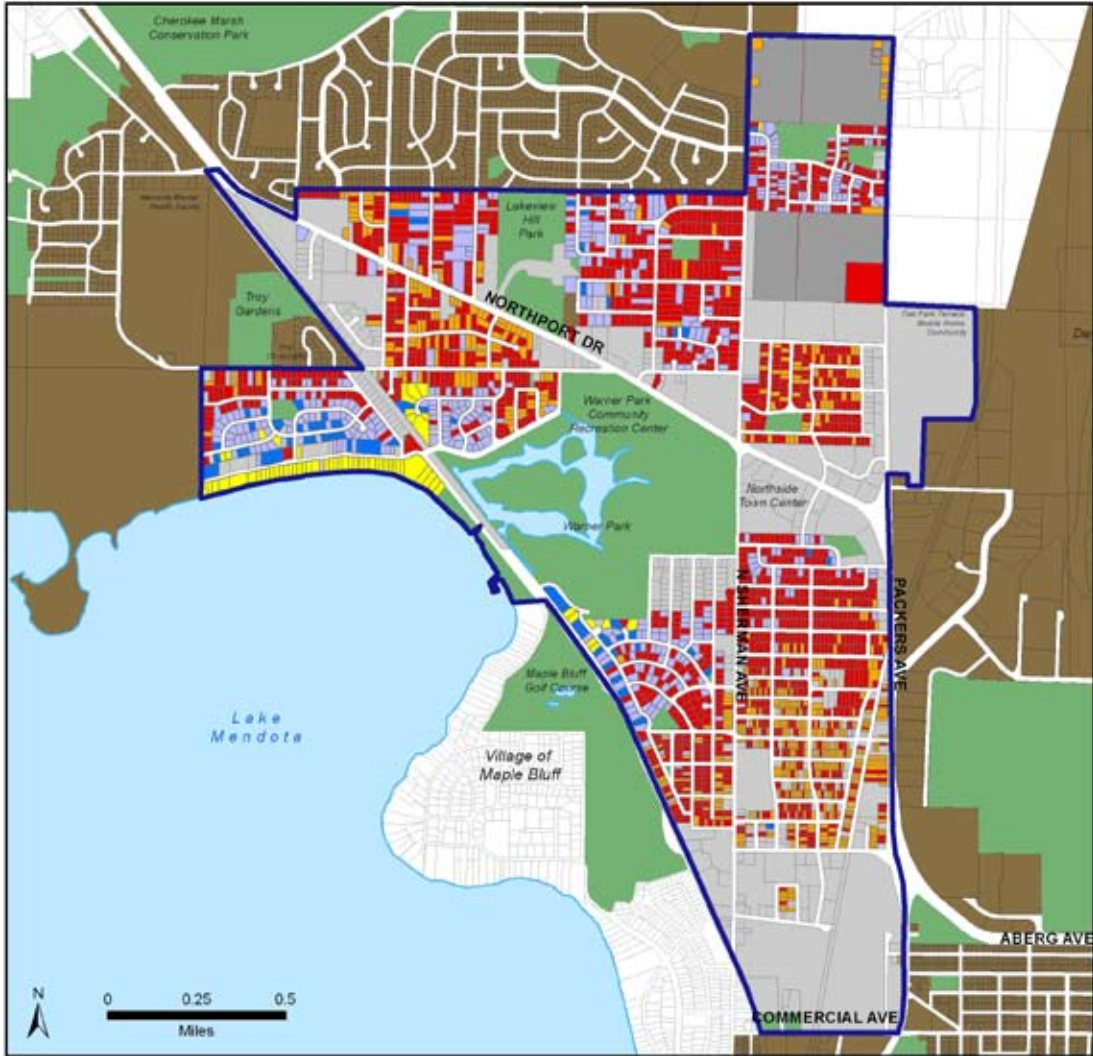
  

	Study Area Boundary
	Study Area- Other City Parcels
	Study Area- Other County Parcels
	City of Madison Parcels Outside of Study Area
	Dane County Parcels Outside of Study Area

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

Map II-6: Age of Single-Family Units Map.





Northport-Warner Park-Sherman Neighborhood Plan		SINGLE-FAMILY PARCELS	NUMBER	PERCENT
2007 Assessed Value of Single-Family Structures		Under \$150,000	537	20.7%
		\$150,000 - \$199,999	1,473	56.9%
		\$200,000 - \$249,999	448	17.3%
		\$250,000 - \$299,999	70	2.7%
		\$300,000 and Over	63	2.4%
		<b>TOTAL</b>	<b>2,591</b>	<b>100.0%</b>

Study Area Boundary	City of Madison SF Parcels: 2,581
Study Area- Other City Parcels	Dane County SF Parcels: 10
Study Area- Other County Parcels	
City of Madison Parcels Outside of Study Area	
Other Parcels Outside of Study Area	

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

**Average Sale Price of 1-2 Unit Homes in Northside Neighborhoods from 2003-2005**

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

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

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



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

**Tenure of Single-Family  
Structures**

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

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

The Department of Planning & Community & Economic Development, Madison, WI  
Source: City of Madison Planning Division, September 2006

Map II-8: Tenure of Single-Family Structures Map.



Image 10: Various examples of existing neighborhood housing.

## Chapter II-6: Transportation and Major Corridors

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

Some Northside residents cannot drive or choose not to. They may get around by taking the bus, biking and walking. However, periodic disregard for pedestrians and bicyclists by drivers, lack of bike lanes and paths, incomplete sidewalk connections, inadequate bus service and uncomfortable waiting conditions at the North Transfer Point and many of the area's bus stops make it challenging to use these transportation alternatives. Improving access, convenience and efficiency of alternative transportation modes can increase their use, helping to relieve traffic congestion, and its associated environmental and public health impacts, increasing quality of life for everyone.

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

- **Major Gateway Corridors.** The major gateway corridors of Northport Drive, Packers Avenue and North Sherman Avenue carry the most traffic of any routes to and through the Northside. In 2008, the average daily traffic on Northport Drive and Packers Avenue ranged from 30,000 to 40,000 vehicles. There was a slight increase in traffic on Northport Drive overall from 1996 to 2008 and traffic remained relatively constant along Packers

Avenue and North Sherman Avenue during this time period (see Figure II-3).

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

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

**Northport Drive.** 1) Kennedy Road – children getting on and off the school bus cross this wide intersection with poor crosswalk visibility; 2) School Road – children and others cross this uncontrolled intersection with poor crosswalk visibility, wide right-of-way and a hill that impairs motorists' visibility of pedestrians; 3) Troy Drive – wide right-of-way, no crosswalk marking on west leg of intersection; 4) Warner Park Community Recreation Center – pedestrians cross at this midblock location with no crosswalks or other pedestrian safety amenities; 5) North Sherman Avenue – poor crosswalk visibility, wide intersection, no crosswalk on west leg of intersection, red-light running, free-flow right-turn lane; 6) Northside TownCenter

– pedestrian-light but poor visibility of crosswalks; 7) Dryden Drive – poor visibility of crosswalks, wide intersection; 8) Packers Avenue/CV – poor visibility of crosswalks, curve in road makes it difficult for motorists to see pedestrians.

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

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

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

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

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

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

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

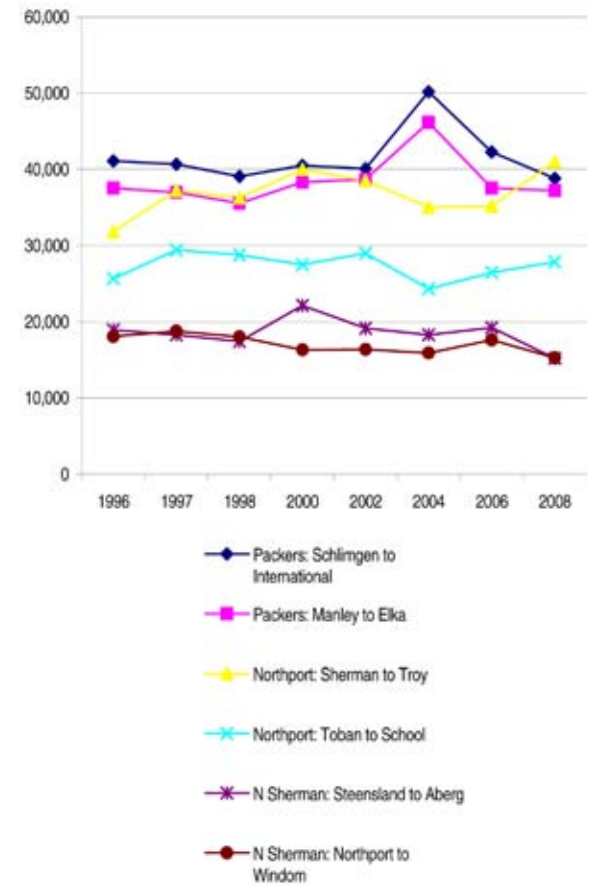


Figure II-3: Average Daily Traffic Volume 1996-2008: Northport Drive, Packers Avenue and North Sherman Avenue. Source: City of Madison Traffic Engineering Division, 1996-2008. Note: The traffic spike in 2004 was the result of vehicles diverting to Packers Avenue during East Washington Avenue reconstruction.



Image 11: Pedestrians about to cross Northport Drive's six to eight traffic lanes.



Image 12: Vehicular traffic along Northport Drive.

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

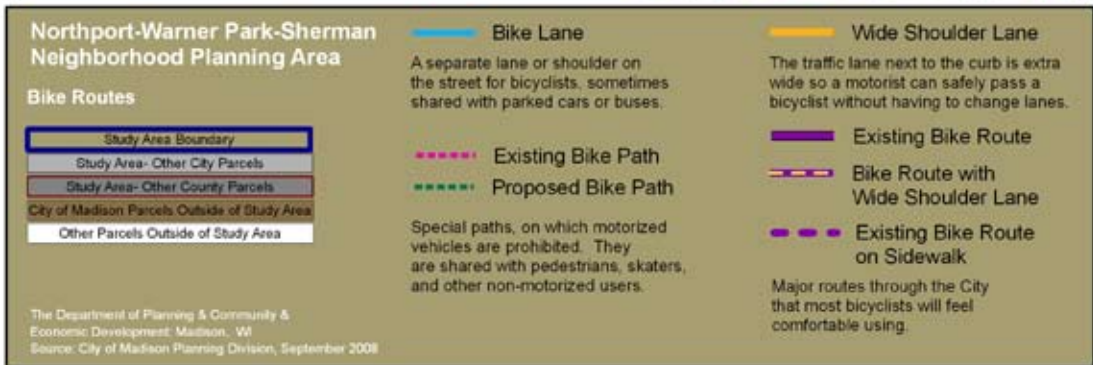
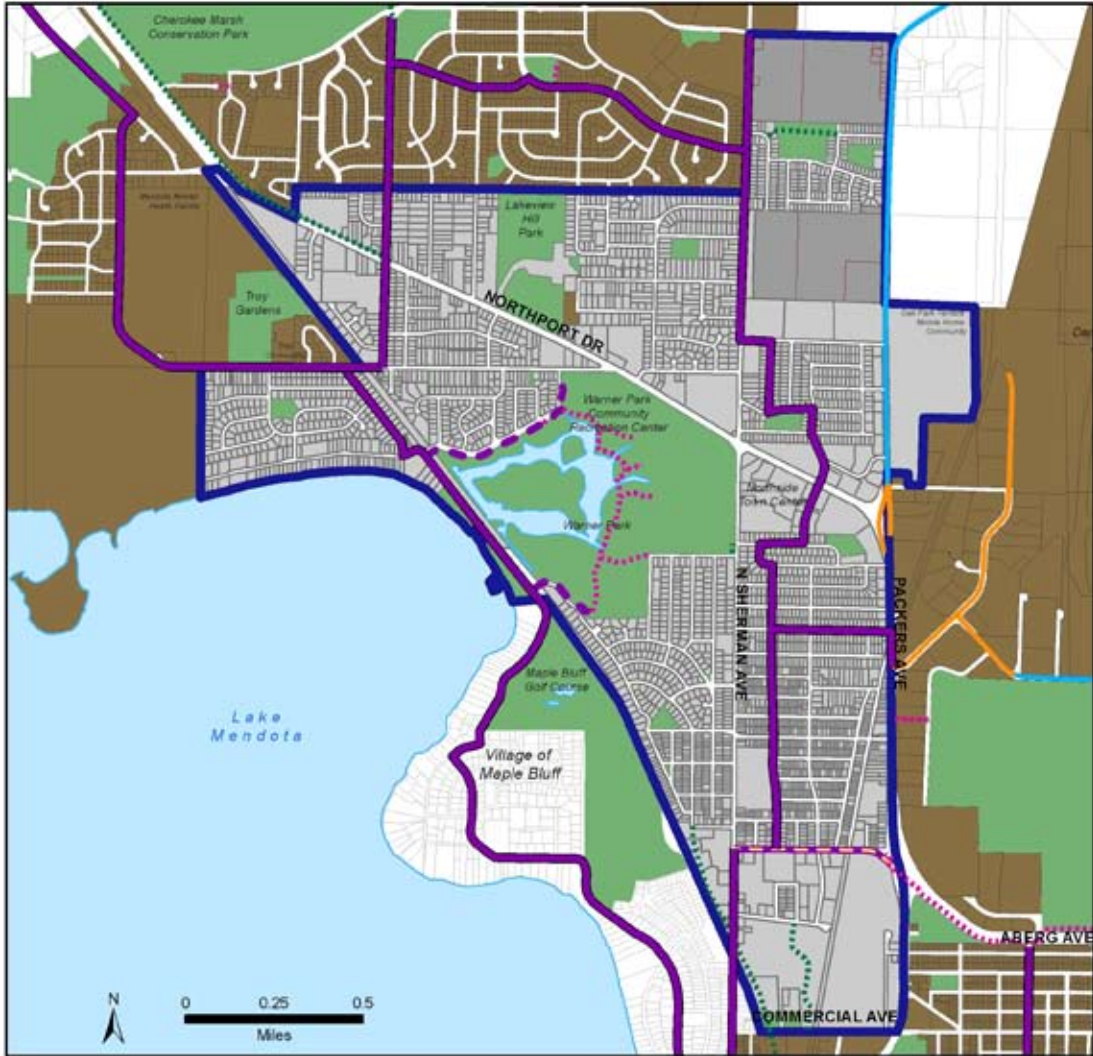
Neighborhoods that are not well-served by sidewalks include Brentwood Village, Lerdahl, Mendota Hills and Lake View Hill. Nearly all of the interior streets in the Whitetail Ridge, Berkley Oaks and Sherman Neighborhoods have sidewalks on both sides of the streets. CTH CV and Packers Avenue have either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

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

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

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

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



- State Highway 113 Resurfacing Project.** The Wisconsin Department of Transportation (WisDOT) has programmed the resurfacing of State Highway 113 (Northport Drive and Packers Avenue). The \$8.3 million roadway maintenance improvement consists of two phases: Segment 1: STH 113 from First Street to Packers Avenue and Segment 2: Packers Avenue to Debbs Road. Both projects are scheduled for 2013 but may be advanced if funds become available sooner. In addition to pavement replacement, the proposed project includes: new railroad crossing facilities near International Lane; new sidewalk along the east side of Packers Avenue from Schlimgen Avenue to Elka Lane; modified eastbound lane configurations from Sherman Avenue to CTH CV; wider sidewalk terraces from Troy Drive to Knutson Drive; bicycle and pedestrian facility improvements; spot storm sewer, sanitary sewer and water service repairs and replacements; and streetlighting improvements from CTH CV to Knutson Drive. Contact: Christy Bachmann, City Engineering, 608-266-4095 or [cbachmann@cityofmadison.com](mailto:cbachmann@cityofmadison.com).

- North Mendota Environmental and Transportation Study.** Several studies have evaluated the feasibility of constructing a “North Ring” multimodal transportation corridor extending along and/or parallel to Highways K, M, 113 and 19 between Highway

Map II-9: Bike Paths, Trails, and Routes Map.



Image 13: Madison Metro's North Transfer Point.



Image 14: Biking on North Sherman Avenue.

12 and Interstate 39/90/94. The *North Mendota Environmental and Transportation Study* identifies significant agricultural, natural and recreational resources and evaluates a transportation corridor for a future North Mendota Parkway. There is no funding to build the facility in the near future.

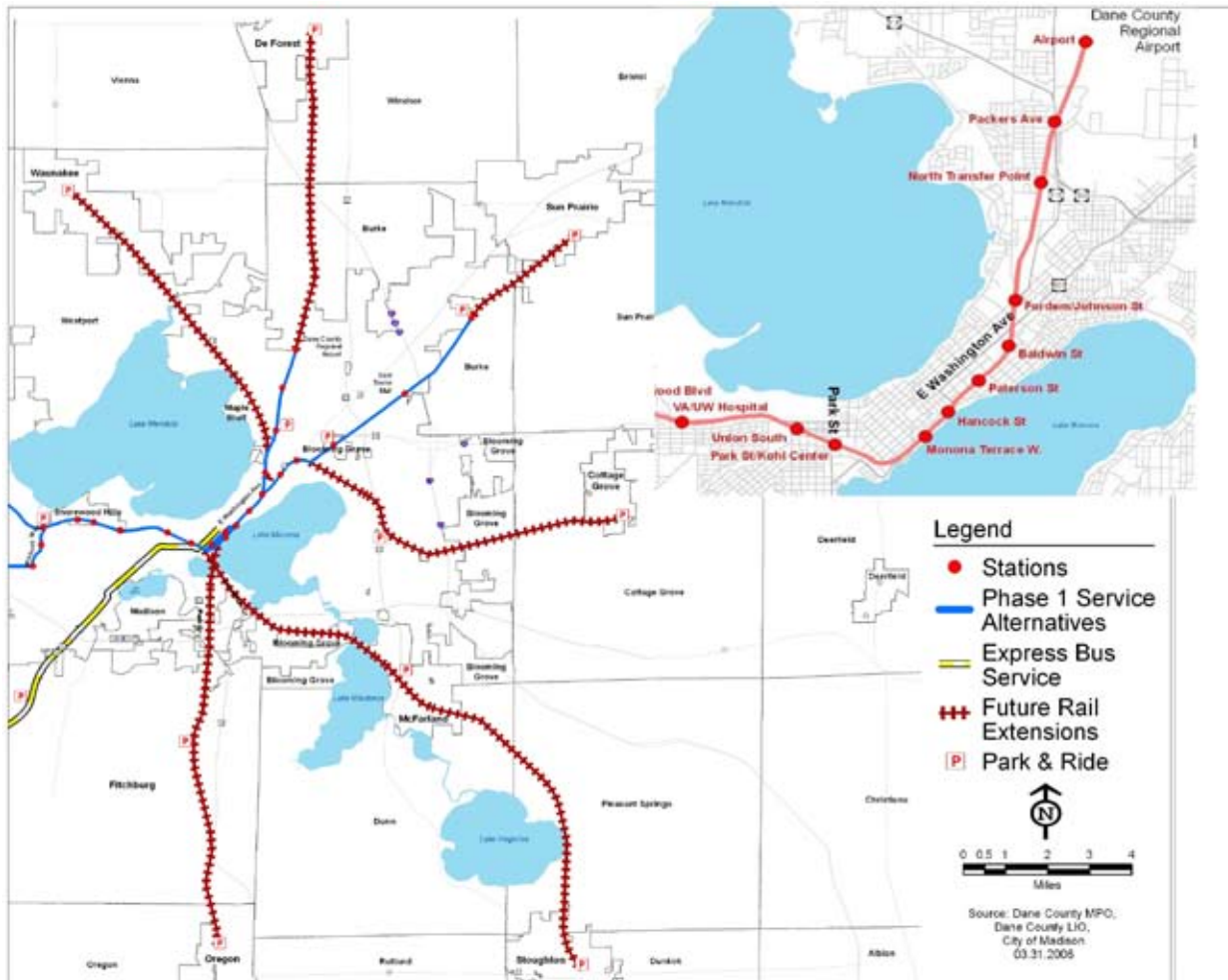
Analysis showing how the proposed parkway would affect Northside traffic was completed in 2003. It showed that at build-out in 2050, traffic patterns would remain essentially the same as they are now with 60 percent of traffic along Northport Drive going to and from County Highway M, while 40 percent would continue travelling to and from Northern locations along STH 19. Contact: Bill Schaefer, Madison Area Transportation Planning Board, 608-266-9115 or [wschaefer@cityofmadison.com](mailto:wschaefer@cityofmadison.com).

- **Northport-WarnerPark-Sherman Walking Audits.** In 2007, Public Health-Madison and Dane County and Safe Communities worked with neighborhoods, businesses, schools, City agencies and alders, the Village of Maple Bluff and County officials to identify pedestrian and bicycling safety issues on the Northside. Walking audits were conducted by 40 adults and 50 youth representing 19 north side neighborhoods, 4 neighborhood centers and two middle schools. Contact: Lisa Bullard-Cawthorne, Public Health, 608-294-5303 or [lbullardcawthorne@publichealthmdc.com](mailto:lbullardcawthorne@publichealthmdc.com).
- **Bus Service.** Madison Metro Transit serves the planning area all day with Routes 20, 21 and 22; Route 29 provides service during the peak times of 6:00 a.m. to 9:00 a.m. and 3:00 p.m. to 7:00 p.m. These bus routes are primarily located along major roads such as

North Sherman Avenue, Northport Drive, Packers Avenue, Troy Drive and Wheeler Road. The North Transfer Station is located at 1213 Huxley Street and is a key thoroughfare for bus traffic. It also includes a 167-space Park & Ride where motorists may park for free and take the bus, however; it is not easily accessible for those traveling by bike. Bike access improvements should be part of future changes to the North Transfer Point. The other Park & Ride is located at the Northside TownCenter, at the corner of North Sherman Avenue and Northport Drive.

- **Transport 2020.** Transport 2020 is a study process, initiated in 1998, that has evaluated transportation improvement alternatives for the Dane County/Greater Madison Metropolitan Area. Transport 2020 has been managed by an intergovernmental partnership of the City of Madison, Dane County and the Wisconsin Department of Transportation. The Transport 2020 Implementation Task Force has completed an Alternatives Analysis and has identified a Locally-Preferred Alternative for a Phase 1 commuter rail line (operating through the Isthmus, between the City of Middleton and an area just southwest of the City of Sun Prairie). Transport 2020 expects to produce a Draft Environmental Impact Statement (DEIS) on this project in 2009. Future extensions of the recommended Phase 1 service could include rail service to the Dane County Regional Airport, or service to the Village of Waunakee. These extensions would likely utilize existing freight railroad corridors located in the Northport-Warner Park neighborhood area. Further contact: David Trowbridge, Planning Division, 608-267-1148 or [dtrowbridge@cityofmadison.com](mailto:dtrowbridge@cityofmadison.com).





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

- Freight Rail.** Two operating freight railroads pass through the Northside of Madison, the Canadian Pacific Railway and Union Pacific. Traffic on both of these routes includes approximately two trains, five to seven days per week. The City of Madison has designed a proposed bike path, the Sherman Flyer, to parallel the Union Pacific rail line. Before constructing this bikepath, the City would need to obtain use rights from Union Pacific to use land in the rail right-of-way. The Sherman Flyer bikepath would connect with the existing bikepath along the Yahara River.
- Air Quality.** The City of Madison and Dane County meet federal air quality standards for a majority of pollutants. However, levels of ozone and fine particulate matter are just below these standards. There were 21 days from 2000 through 2008 when ozone or fine particulate matter reached levels “unhealthy for sensitive populations” such as children, the elderly and people with respiratory or cardiovascular disease. On-road vehicles are the largest contributor to nitrogen oxides and second largest contributor of volatile organic compounds to Dane County air. Both of these chemicals contribute to the production of ozone. Improving pedestrian, bike and public transit access can help to encourage people to use alternate forms of transportation and reduce pollutant levels that produce unhealthy levels of ozone and particulate matter.

## Chapter II-7: Economic Development

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

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

### Disadvantages

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

overcome.

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

### Advantages

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

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

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

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

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

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

## **Key Findings**

### **Employment**

- The *Northside Market Study* cited that 1,084 businesses with a total of about 22,000 jobs are located on the Northside. (*Note: The market analysis included a geographic area larger than the planning area.*)
- Some of the largest employers in the area include the Dane County Regional Airport with more than 3,000 jobs, Kraft-Oscar Mayer with 2,500 jobs and Covance Laboratories with 1,800 jobs.
- The Northside's highest business counts are in industries such as construction, legal services, office administrative services, social services and some categories of retail.
- In 2007, construction and home improvement businesses were the most prevalent home based business.
- The fastest growing new employment sectors include Renewable Energy (RE) and Energy Efficiency (EE) such as: wind, solar thermal, solar photovoltaic, fuel cells, biofuel, energy efficient windows/doors and green building. The vast majority of jobs created by RE&EE are in roles similar to roles that are in other industries: electricians, truck drivers, welders, machinists, roofers, accountants, cashiers, software engineers, civil engineers, energy efficient construction and energy audit specialists.
- Education level on the Northside is lower compared to the City: 12.5 percent of the population does not have a high school



Image 15: Jung Garden Center.

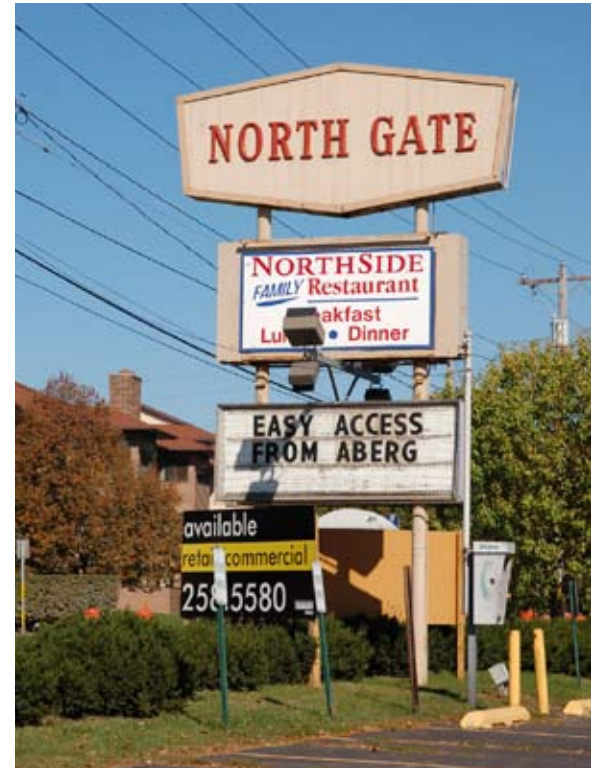


Image 16: Northgate Shopping Center.

diploma compared to 6.2 percent citywide.

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

### **Consumer Spending**

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

### **Future Opportunities**

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

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

- A high-speed rail route from Chicago through Milwaukee and Madison to Minneapolis/St. Paul has been proposed as part of the Midwest Regional Rail Initiative. The Dane County Airport is likely to include a rail station. Planned economic growth around the rail station will potentially open up new economic growth.
- Packers Avenue and Northport Drive are the major transportation corridors into the Northside. These primary entry points have a worn, post-industrial appearance, which tends to negatively affect the area's image. Wisconsin DOT will invest over \$8.1 million to resurface Packers Avenue and Northport Drive in 2013 or sooner.
- Building and parking lot upgrades and streetscape amenities in the public right-of-way could elevate the image of the area.

### **Key Planning Issues**

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

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

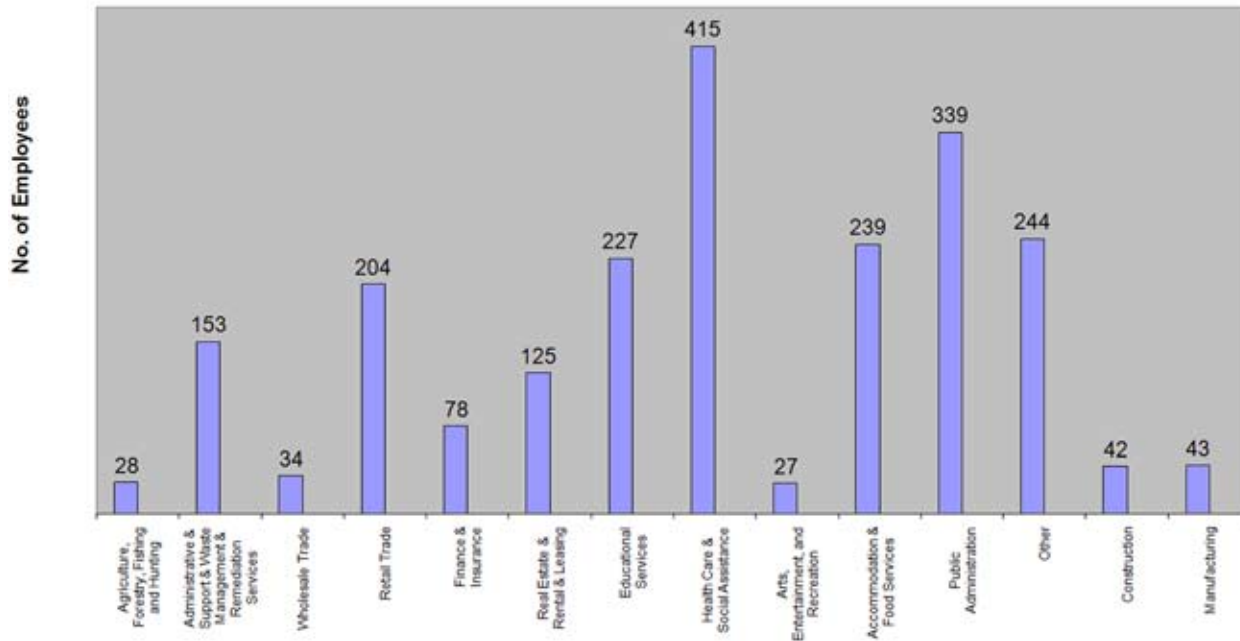


Figure II-4: Employment by Industry Graph. Source: Bureau of the Census, 2000.

are likely to stay in business? Attract new businesses to diversify the business mix?

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

## Chapter II-8: Parks, Open Space and Natural Resources

### Key Findings

- Within the planning area and its surroundings there are a wide array of parks and open spaces. In fact, the 293.7 acres of green space found here accounts for over 25 percent of the neighborhood's land. There are 10 parks and open spaces located within the planning area, varying greatly in size from Warner Park (226.6 acres) to Sheridan Triangle Park (0.2 acres).
- Lake Mendota and other Madison area lakes are often referred to as the City's most valuable assets. Within the planning area, there is over 1,900 feet of public frontage at Warner Beach along Lake Mendota's northeast shore.
- The area's largest public space, Warner Park, provides the community with a plethora of passive and active recreation options. Athletic fields and courts, walking and biking trails, lakefront access and a dog park can all be found in this park. Warner Park is also home to the Madison Mallards (a summer college league baseball team), Rhythm and Booms (an annual fireworks extravaganza) and a variety of wildlife species that take refuge in its marsh and lagoon areas.
- The majority of the neighborhood's water supply is pumped from Unit Well 7 and Unit Well 13. Over the course of 2006 and 2007, the Madison Water Utility collected a total of 156 samples from these two wells, testing for bacteria, minerals, agricultural chemicals and a variety of other contaminants that may impact drinking water safety. None of these samples were found to have any indication of a potential threat to public health.

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

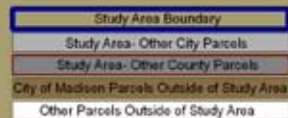
### Key Planning Issues

- While many lakefront sites within the City are home to a dynamic assortment of recreational, social and environmental activities, the same does not apply to the Northside. Without monitoring and maintenance of the shorelines and waters of Warner Beach and Lagoon, these areas could become less attractive and usable. Therefore, efforts to improve accessibility and water quality within these areas could help improve the health and vitality of these natural resources while at the same time increasing lakefront activity.
- Although the Northside boasts a great deal of opportunities within its parkland and along its lakefront, there is very little connection between its major natural and recreational features. Developing and enhancing new and existing pedestrian and bicycle linkages may be beneficial in maintaining and improving the vitality of the neighborhood and its open spaces.
- A recent master planning process was completed for Lakeview Hill Park to determine a direction for the future of this green space.



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

**Parks & Open Space**



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

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

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

The potential for an updated master plan for Warner Park has also been discussed recently and could include a recommendation for swimming pool on this site. While each of these plans involves separate planning processes, coordinating and understanding the concepts, goals and recommendations of both in conjunction with the Northport-Warner Park-Sherman Neighborhood Plan may result in a more holistic vision for the future of the neighborhood and its parks.

Map II-11: Parks and Open Space Map.

## Chapter II-9: Community Facilities, Resources and Organizations

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

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

### **Key Findings**

- In 2000, 24 percent of the population was of a minority background compared to 16 percent for the City as a whole.
- Over the past 10 years, elementary and middle school students distinguished as both minority and low income students increased approximately 65 percent. As a result, it may be necessary to increase and diversify the array of community programs and services for low-income children.
- There are 25 regulated childcare programs serving the Northside, which are licensed to serve 380 children, but are currently serving

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

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



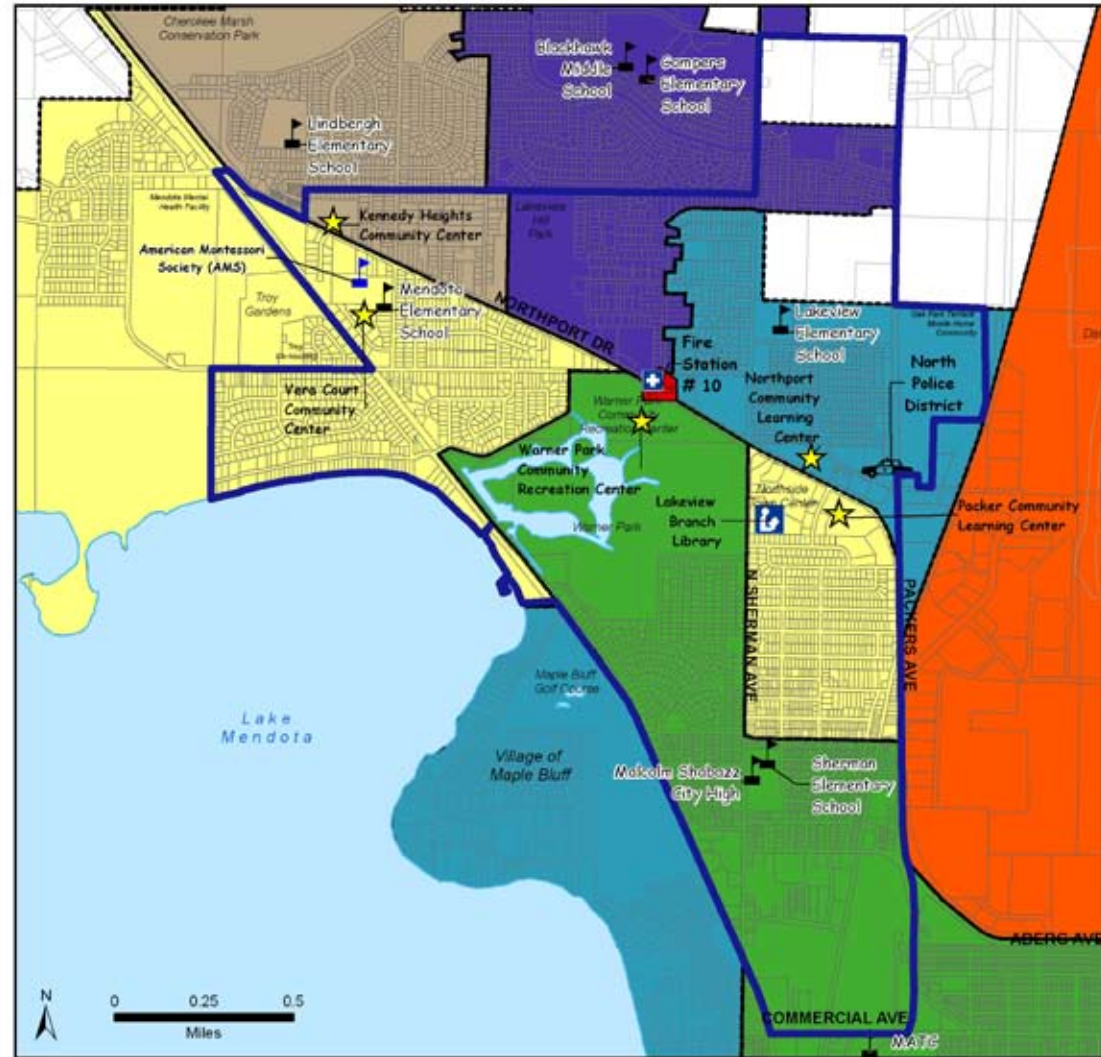
offering of senior programs and services.

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

### **Key Planning Issues**

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

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



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

**Neighborhood Public Facilities**

Study Area Boundary

\* Blackhawk Middle School & East High School serves the majority of the study area

\*\*Areas shown in white are outside of the present Madison Municipal School District

**Elementary School Districts**

- Emerson
- Gompers
- Hawthorne
- Lake View
- Lindbergh
- Mendota



Police Station



Fire Station / EMS



Community Centers



Library



Public Schools



Private Schools

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

Map II-12: Public Facilities and School Attendance Map.



Image 17: North District Police Station location on Northport Drive.



Image 18: Fire Department Station 10 located on Troy Drive.



Image 19: Lindbergh Elementary School.



Image 20: Sherman Middle School.



Image 21: Northport Community Learning Center and Northport Apartments.

# Chapter II-10: Neighborhood and Personal Safety

## Neighborhood and Personal Safety

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

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

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

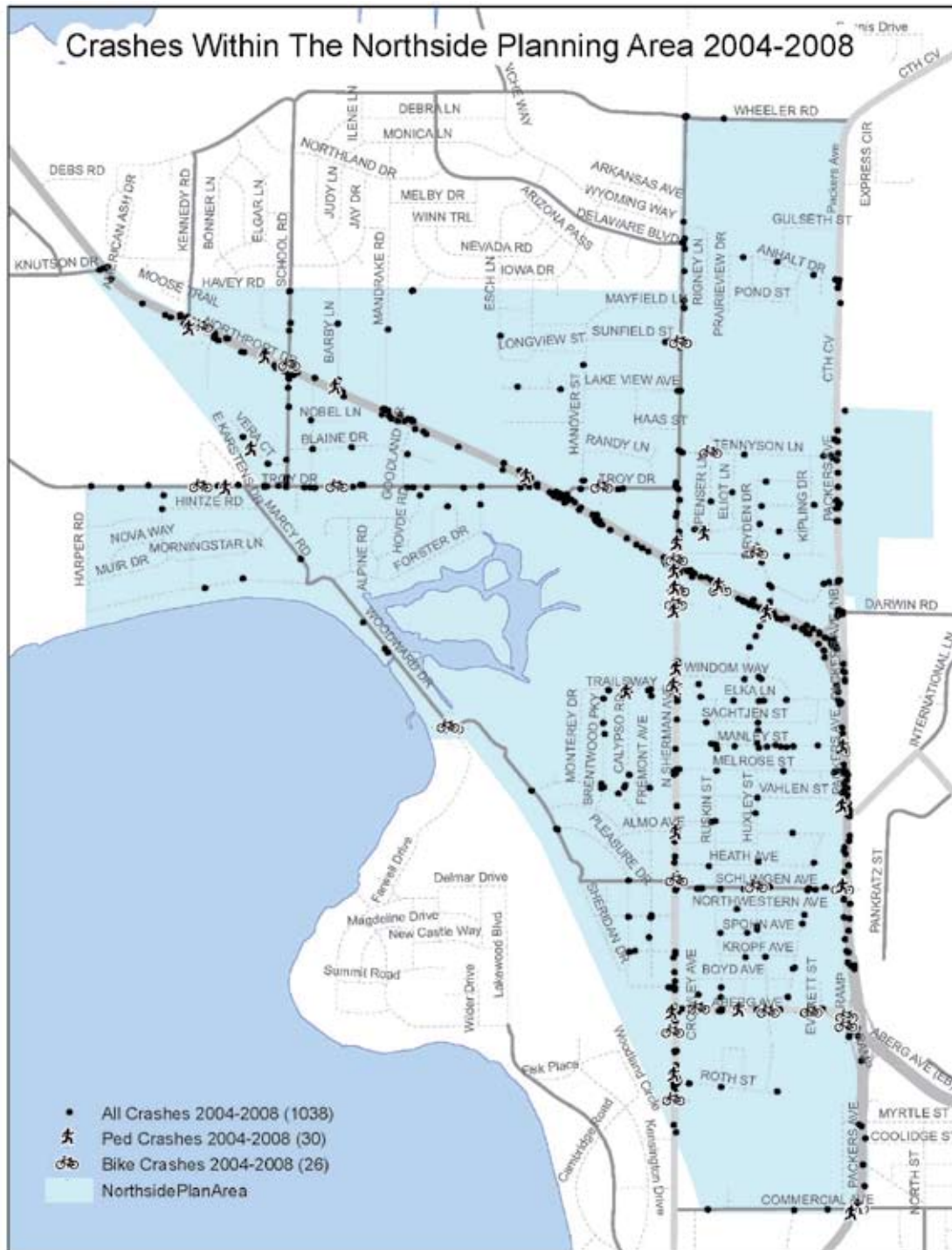
### Key Findings

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

- Calls for service to the North District for crimes against persons decreased from 561 in 2007 to 440 in 2008. This is similar to the low level of service calls in 2004. Property crime reports are also down, decreasing from 2,823 in 2007 to 2,333 in 2008.
- The one area of service calls which has increased is public order crimes or crimes against society, which include open intoxicification, noise disturbances, ambulance calls, graffiti, etc.
- A total of 1,038 traffic crashes occurred in the planning area from 2004 through 2008 (see Map II-13). The crashes shown are only those where at least one motor vehicle was involved and an injury was reported and/or damages exceeded \$1,000.
- In 2007, the Public Health and Safe Communities Project conducted a Northside Walking and Biking Audit to identify pedestrian and bike safety issues. In 2007, Safe Communities also included the high crash Northport/Sherman intersection, as part of their Stop on Red Campaign, to identify unsafe behavior at this intersection. The findings for both studies reiterate Northside residents' pedestrian and bicycle safety concerns such as the safety at crosswalks, road safety hazards to bicyclists, traffic speeding and red light running. (See Appendix III for Walking Audit Priority Recommendations).

### Key Planning Issues

- Often, perceived safety does not coincide with reality. For example, neighborhood plan



interviews with Northside residents indicated that some people felt the Northside was not very safe. They cited panhandling and theft at area shopping centers, roving groups of youth and other incidents. While these incidents do occur, crime may often be sensationalized in the media and through other venues making it seem as though an area is much less safe than data suggests (see call for service data on page II-39).

- Over the past couple of years, the Madison Police Department has changed their documentation of reported incidents. The Department is now required to get case numbers for all of the work they do which at first may lead to the perception of an increase in crime. There is also a concerted effort by the Police District to encourage people to report any problems.
- Although crashes are dispersed throughout the planning area, there is a somewhat high concentration in particular areas such as on STH 113 from Schlingen Avenue to Troy Drive. The intersection of STH 113/North Sherman Avenue appears especially unsafe for pedestrians and bicyclists. Other areas that appear unsafe include Aberg Avenue between Packers Avenue and North Sherman Avenue and the North Sherman Avenue/Trailway Street intersection.

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

# Chapter II-11: Planned Improvements and Investments

## Planning Studies

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

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

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

## Development Projects

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

## Economic Studies

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

## Park and Open Space Studies

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

Warner Park. The City Council approved a \$4 million financing package for the project in its 2008 capital budget, including \$800,000 in city money to renovate the aging bleachers and a \$1.2 million city loan to the Mallards, with the remainder to be covered by the team. However, a conceptual design and budget report released by Eppstein Uhen Architects found the reconstruction plan could cost as much as \$5.6 million. The Parks Division and Mallards Management discussed a re-design that included only replacing the existing bleachers, with capacity consistent with what exists currently. This plan has not yet been implemented and no information is available on whether or not it will be implemented, or when. Contact: Bill Bauer, Parks Division, 608-266-4711 or [bbauer@cityofmadison.com](mailto:bbauer@cityofmadison.com).

**Planned Public Swimming Pool at Warner Park.**

In 2004, the City appointed an Ad Hoc Swimming Pool Committee to identify potential locations for public swimming pools. Olin Avenue was chosen for construction of Madison’s first public pool, now known as the Goodman Pool. The Ad Hoc Committee identified Warner Park as the location for a second public swimming pool, followed by the possibility of pools at Elver and Reindahl parks. For the past several years, the Warner Park Circle of Friends have been diligently fund raising and seeking a lead donor to start construction on the Warner Pool. The Warner Park Community Recreation Center was originally designed to accommodate a pool along the north side of the building. In recent years, the Warner Park Community Recreation Center Advisory Board has been studying the feasibility of expanding its facility. The Circle of Friends has seen this as an opportunity to incorporate the concept of an ‘indoor’ / outdoor pool into the expanded facility, thereby helping the community meet the needs of the entire population through year-round swim

lessons, water fitness programming, aqua-therapy programs and family recreational opportunities. Contact: Bill Bauer, Parks Division, 608-266-4711 or [bbauer@cityofmadison.com](mailto:bbauer@cityofmadison.com).

**Dane County Human Services Campus Master Plan.**

In 2008, Dane County completed a campus master plan for the Dane County Department of Human Services building and four associated County buildings located at 1202-1206 Northport Drive. Plan recommendations primarily focus on improvements to building interiors. Some progress was made on the recommendations, but the majority of them have not been acted on due to fiscal constraints or lack of consensus regarding the recommendations. The County may reassess moving forward with plan implementation at a later date. Contact: Laura Huttner, Dane County Department of Human Services, at 608-242-6260 or [huttner@co.dane.wi.us](mailto:huttner@co.dane.wi.us).

**Lake View Hill County Park Master Plan.**

Dane County Land & Water Resources Department and the Friends of Lake View Hill Park worked with Ken Saiki Design to prepare a master plan for Lake View Hill Park (formerly referred to as Lakeview Woods). The plan includes a conceptual physical design for the site and it addresses continuing and future vegetation/natural resource management, park operations and maintenance, development and environmental interpretation of natural resources and cultural/historic elements. The plan was adopted in August 2009. Contact: Sara Kwitek, Dane County Land and Water Resources Department at 608-224-3611 or [kwitek@dane.co.wi.us](mailto:kwitek@dane.co.wi.us).

**Transportation Projects/Studies**

**State Highway 113 Resurfacing Project.**  
Wisconsin Department of Transportation



Image 22: Bird’s eye view along County Highway CV with the Raemisch Farm and sites for the Cherokee Special Area Plan and the potential Tennyson Terrace Commercial Bungalows.



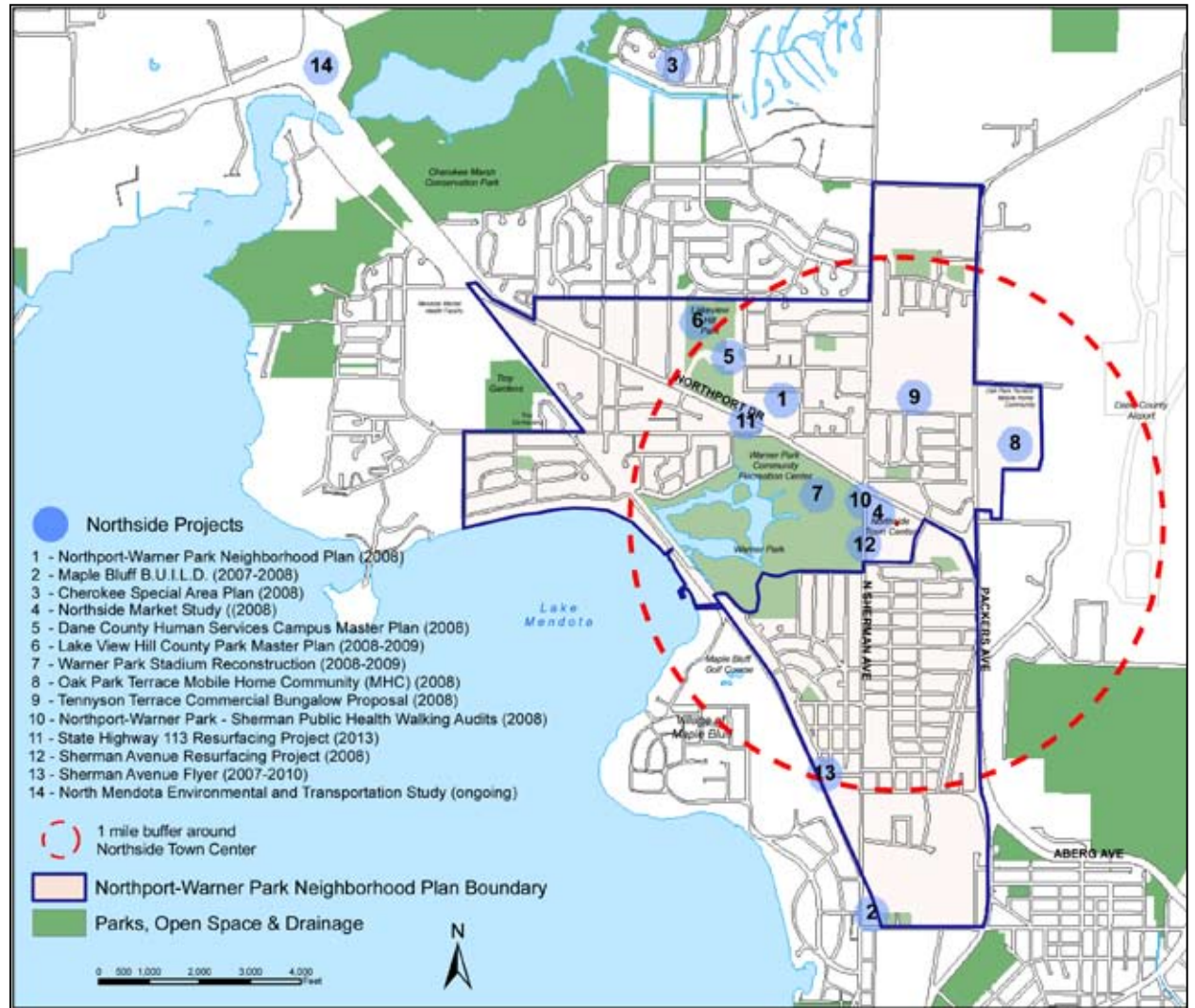
Image 23: Bird’s eye view of Lakeview Hill County Park and the Dane County Human Services building.

(WisDOT) has programmed the resurfacing of State Highway 113 (Northport Drive). The \$8.3 million roadway maintenance improvement is split into 2 projects: Segment 1: STH 113 from First Street to Packers Avenue and Segment 2: Packers Avenue to Debbs Road. Currently both projects are scheduled for 2013 but are listed on the advanceable list if funds become available prior to 2013. Pavement replacement will occur along with minor intersection changes. However, no other improvements are scheduled to occur along the transportation corridor. Contact: Christy Bachmann, City Engineering, 608-266-4095 or [cbachmann@cityofmadison.com](mailto:cbachmann@cityofmadison.com).

**North Sherman Avenue Resurfacing Project.**

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

**Sherman Flyer.** To improve pedestrian and bicycle movement, one of the City of Madison’s highest priority projects is to build an on-road and off-road bicycle path from Yahara Parkway to Troy Drive. The Sherman Flyer segment from the Yahara River to East Johnson Street was completed in 2007. The second segment, from Fordem Avenue to Sheridan Road, has two obstacles: 1) permission/purchase of land from railroad to use the transportation corridor and 2) state/federal funding to assist in land acquisition and construction costs. The second segment is



Map II-14: Northside Projects, Plans and Studies Map.



estimated to cost \$2.08 million. Contact Tony Fernandez, City Engineering, at 608-266-9219 or [afernandez@cityofmadison.com](mailto:afernandez@cityofmadison.com).

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

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

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

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

### **Environmental Studies/Plans**

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

## Chapter II-12: Conclusion

The Northport - Warner Park - Sherman Neighborhood Plan recognizes the tremendous potential for the Northside to reinvent itself. Madison's Northside is often defined by its broad diversity of residents from many different backgrounds and age groups, strong community connectedness and a beautiful natural setting. It is also known for the Airport and its close proximity to downtown and the regional transportation network and an ample supply of medium size well-built homes. If marketed well, these features could help to make the Northside a more popular place to live for the next generation and an attractive place to locate new businesses.

The Northport - Warner Park - Sherman Neighborhood Plan is a guide to help the community become an even better place. It promises to bring about strategic land use change, create a more unique identity and branding, strengthen the economy, improve pedestrian and bicycle safety, enhance and expand community education and recreation and create stable and inviting places to live. An ambitious and important set of pursuits for an impressive community with a long history of success at coming together to make things better for everyone. The NWS plan grew out of many hours of diligent efforts by numerous Northsiders who contributed their time, dedication and ideas. Their voices are reflected throughout the plan recommendations.

The NWS planning process began in 2007 with background data collection and analysis, more than 20 stakeholder interviews and a community-wide Public Open House. City staff facilitated work sessions of the Mayoral appointed Northport-Warner Park Steering Committee twice a month from January 2008 through June 2009.

The Steering Committee solicited public input

every step of the way, carefully reviewing and considering opinions and ideas as the group drafted and re-drafted strategies and plan recommendations.

After its fourth and final Public Open House in April 2009, the Steering Committee made revisions to plan recommendations and created the Final Draft Plan. The Committee presented the Final Draft Plan to 12 City Boards, Committees and Commissions during the summer of 2009 and the Common Council adopted the plan on November 3, 2009.

The Implementation Plan is a separate document that includes a summary of all adopted plan recommendations. Plan implementation is underway. The Wisconsin Department of Transportation is planning for resurfacing STH 113 and including some of the recommendations from the neighborhood plan. The Steering Committee will also reconvene to work out final details on allocation of available Community Development Block Grant Funds, and City agencies are incorporating recommendations into their budgets and work plans. Finally, in keeping with its long standing tradition of community engagement, Northside neighborhood groups have been meeting to discuss ideas for streetscape designs, a commercial kitchen, a vertical farm and other projects that will contribute to neighborhood plan implementation.

The Northside is proud of all it accomplished with the 1992 and 1996 plans and the steps it has taken to implement the 2009 plan. Over the next 5 to 10 years, the Northside Planning Council, neighborhood associations, businesses, community centers, centers of worship and others will continue to come together to effect positive change with this plan and those that may follow.



# Appendix I: Community Facilities, Resources and Organizations

## Business Association

- Northside Business Association

## Centers of Worship

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

## Community Centers

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

## Recreation and Activity Organizations

- Madison School and Community Recreation
- Hartmeyer Ice Skating Rink

## Financial Institutions

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

## Government Services

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

## Higher Education

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

## Major Service Organizations

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

## Medical Clinics

- Lakeview Medical
- Northeast Family Medical

## Neighborhood Associations

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

### **Neighborhood Communications**

- Northside News
- Northport News
- From the Heights (Kennedy Heights Community Center Newsletter)
- Brentwood Village Association Newsletter
- Packer's Press
- Sheridan Triangle Newsletter
- Sherman Middle School Newsletter
- Northside Discuss

### **Schools and Related Organizations**

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

## Appendix II: Glossary of Terms

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

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

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

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

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

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

*Dark Skies Compliant Lighting:* Outdoor lighting

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

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

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

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

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

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

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

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

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

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

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

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

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

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

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

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

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

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

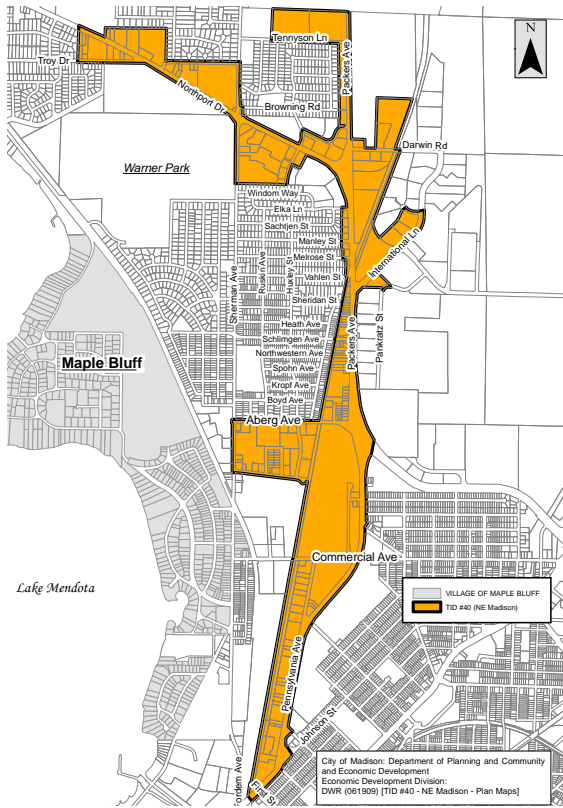


Figure II-5: Tax Incremental Finance District #40 adopted in November 2009 to help support economic development.



Image 24: Gardening at Troy Community Gardens with Troy Co-Housing in background.

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

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

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

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

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

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

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





Image 25: Warner Park, the City's second largest urban park, is pictured in the foreground looking east toward the Northside TownCenter, Sherman Neighborhood and Airport. The Brentwood Village Neighborhood is pictured to the south of the park.

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

In 2007, Public Health-Madison and Dane County and Safe Communities worked with neighborhoods, businesses, City agencies and alders, the Village of Maple Bluff and County officials, to identify pedestrian and bicycling safety issues on the Northside. Audits were conducted by 40 adults and 50 youth representing 19 Northside neighborhoods, four neighborhood centers and two middle schools. After performing audits, community members gathered to share their findings, concerns and recommendations for improving pedestrian and bicycle safety. Recommendations were discussed and voted upon to determine priorities (See Table II-9, page II-56).

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



Image 26: Kids assessing walking conditions along Troy Drive for the 2007 Public Health-Madison and Dane County/Safe Communities Walking and Biking Audit. Since the audit, sidewalks have been added to some segments of Troy Drive.



Image 27: The North Sherman Avenue and Northport Drive intersection is often clogged with vehicles. The Stop on Red Campaign (conducted in conjunction with the Walking and Biking Audit) has shown that many drivers are running red lights and violating other traffic signals at this intersection, increasing vehicle collisions and adding to the danger and difficulty of crossing for pedestrians and bicyclists.

Table II-9: Walking and Biking Audit Priority Recommendations.

