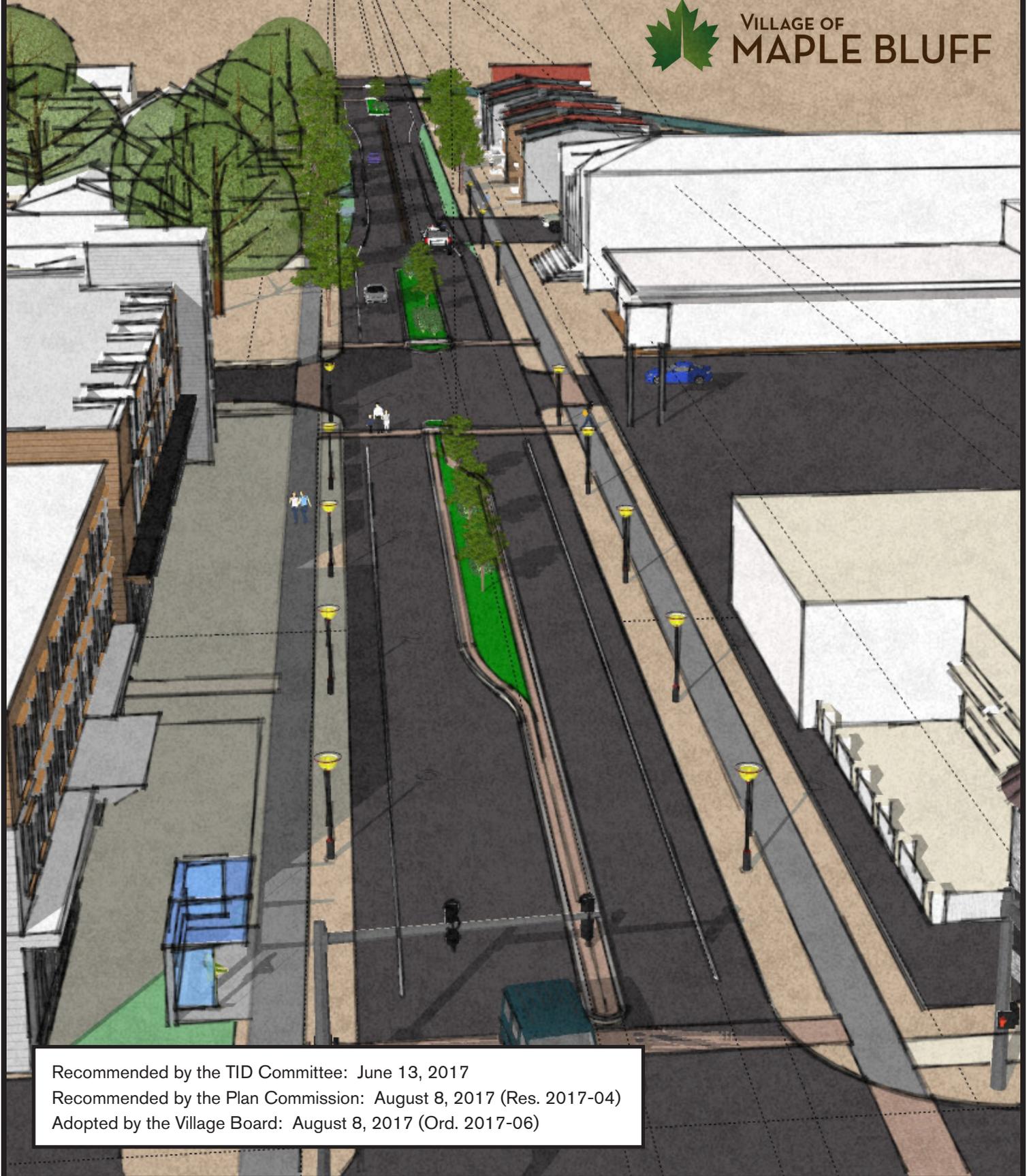


# GATEWAY REDEVELOPMENT CONCEPT AND IMPLEMENTATION STRATEGY PLAN



Recommended by the TID Committee: June 13, 2017

Recommended by the Plan Commission: August 8, 2017 (Res. 2017-04)

Adopted by the Village Board: August 8, 2017 (Ord. 2017-06)

## Acknowledgements

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## Chapter 1—Overview

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The Village of Maple Bluff, with approximately 1,400 residents, was founded as a residential suburb of the City of Madison. With Lake Mendota as its west boundary and North Sherman Avenue at the east, the community is surrounded by the City of Madison.

In July 2006, at the request of property owners, the Village annexed 22 parcels east of Sherman Avenue from the Town of Burke. This addition to the Village municipal limits created an opportunity for the Village to implement priorities, goals, and strategies identified in the Village's 2003 Comprehensive Plan. That Plan identifies the Village's interest to revitalize the North Sherman Avenue commercial corridor as a mixed residential and retail "Village Gateway" area.

### 1.1. Purpose

The purpose of this Village of Maple Bluff Gateway Redevelopment Concept and Implementation Strategy Plan—or Gateway Plan for short—is to guide continued development of a vibrant, active, pedestrian-oriented Gateway District. The District will be enhanced as a place where residents and visitors want to live, work, shop, and play.

The Village will use this Gateway Plan as one basis for zoning decisions, infrastructure investments, and potential development incentives. Other considerations for such decisions include the Village's zoning ordinance, capital improvement program, Tax Incremental District (TID) #1/Redevelopment Area #1 Project Plan, TID Committee Scorecard, and any similar future tools. The TID Committee Scorecard is described later in this Gateway Plan. The Gateway Plan is both a detailed component of and update to the Village's Comprehensive Plan.

This Plan will also guide property owners, business owners, and developers interested in selling or changing land uses in the Gateway District. At the same time, existing property owners and residents are in no way compelled to participate, sell their property, or move. Further, the Plan is crafted in such a way to protect, to the extent practical, the enjoyment of residents who do not wish to sell their homes or land.

### 1.2. Planning Area

The extent of the Gateway District is the North Sherman Avenue corridor, generally between Oxford Place/Village Hall and the Commercial Avenue intersection (see Map 1). Within this segment, lands on both sides of North Sherman Avenue are within the Village. The Gateway District is located along major local and commuter traffic, bus, and bike routes. It is near the active and diverse Northside Madison neighborhoods, Lake Mendota, Warner Park, and schools. To the north and south, there are other similar clusters of commercial activity in the City.



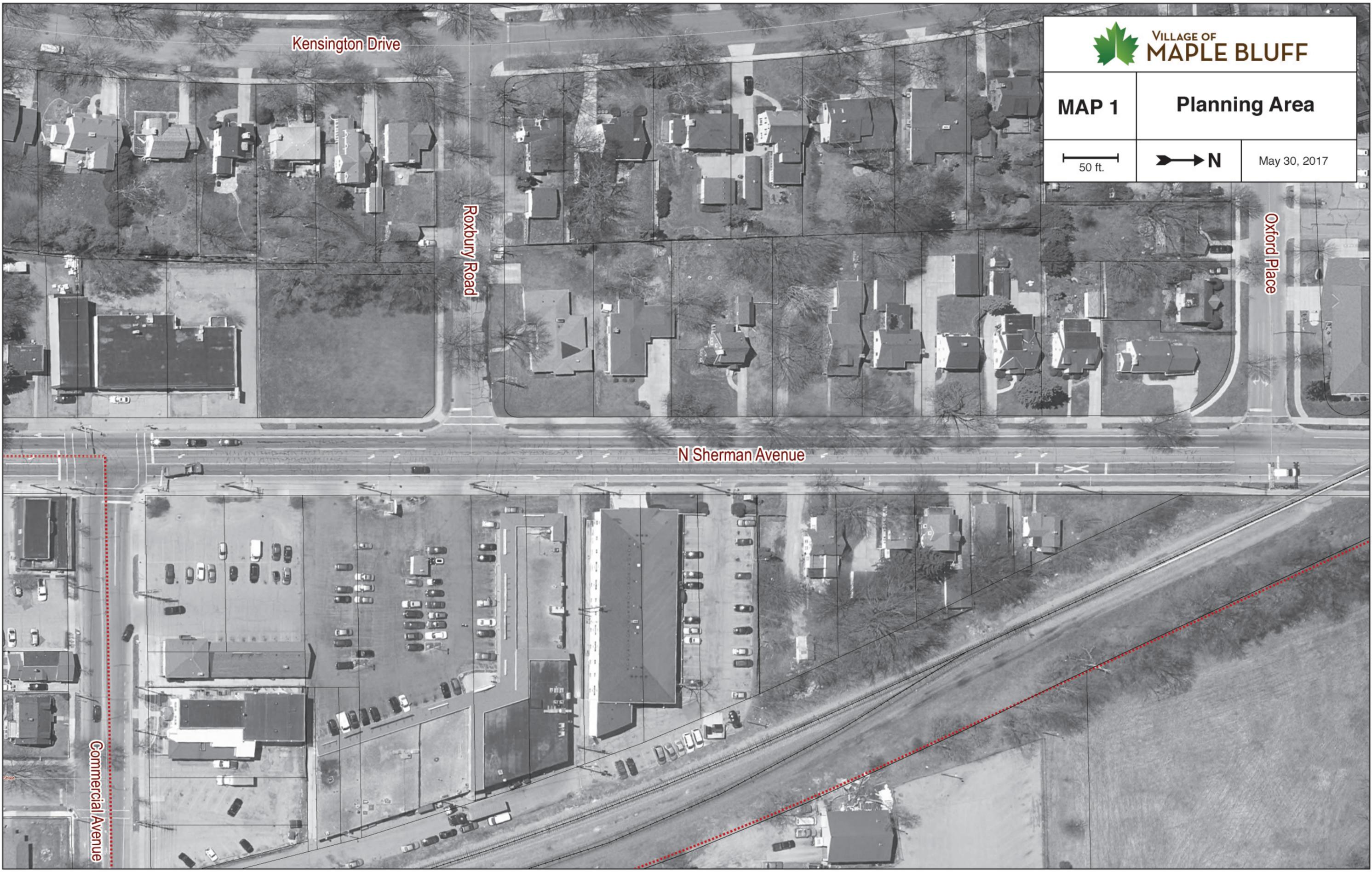
Kensington Drive

Roxbury Road

Oxford Place

N Sherman Avenue

Commercial Avenue



### 1.3. Relationship to 2008 Gateway Plan

This version of the Gateway Plan is an update to and replacement of a 2008 Plan of the same name. This update differs from the 2008 Gateway Plan in that this new Plan:

- ◇ Updates recommendations to reflect current land use and market conditions and to provide greater flexibility for future development.
- ◇ Includes a refined concept for redesign of North Sherman Avenue between Oxford Place and Commercial Avenue, and for the north side of Commercial Avenue from the Canadian Pacific railroad tracks to North Sherman, including both travel way and terrace area (streetscape) redesign.
- ◇ Suggests redevelopment and revitalization concepts for appropriate sites on both sides of North Sherman Avenue from Oxford Place to Commercial Avenue.



Construction completed in Spring 2017 on a new commercial building at the northeast corner of North Sherman and Commercial Avenues.

### 1.4. Planning Process Overview

The Village's TID Advisory Committee guided this update to the Gateway Plan, with interaction and oversight from the Village Plan Commission and Village Board. The process also included opportunities for stakeholder review and comment, and interaction with City and regional government staff. The development and review of different options for street redesign was a particular focus.



## Chapter 2—Conditions and Issues

### 2.1. Existing Sites and Buildings

Lakewood Plaza consists of two commercial buildings at the northeast corner of North Sherman and Commercial Avenues. An older multi-tenant, L-shaped building is mainly to the rear of the site, but one end is within 25 feet of the North Sherman Avenue lot line. A second multi-tenant building, completed in spring 2017, is directly adjacent to the intersection, and is represented as the “New Commercial Building” on Maps 3 and 4. Tenants in these two buildings are mainly food and beverage purveyors, including Manna Café & Bakery, the Bear & Bottle Restaurant, Great China Restaurant, Jacobson Brothers Meats & Deli, and Vic Pierce Wine & Liquor. Between the two buildings is a surface parking lot. On-street parking is available on the north side of Commercial Avenue.

The 621 North Sherman building—also known as Cambridge Place—is a 2½ story building north of Lakewood Plaza. 621 North Sherman is within 25 feet of the road right-of-way. This building contains 10 to 15 office tenants, plus rental apartments. It is served by a surface parking lot to its north. North of 621 North Sherman are five single family residences, in varying states of repair and on small lots totaling 0.68 acre. These lots extend north to the intersection of North Sherman Avenue and the railroad tracks. Together, these are referred to in this Gateway Plan as the “Triangle Site.”

Across North Sherman Avenue, between Oxford Place and Roxbury Road, are nine additional single family residences. These are generally larger homes on larger lots, and kept to greater level of repair, than the homes east of North Sherman. At least three of these nine homes have undergone significant upgrades in recent years.

At the southwest corner of Roxbury Road and North Sherman Avenue is the so-called “Roxbury Site.” This site is 0.90 acre (including a vacated alley strip). The “Roxbury Site” is roughly ½ green space and ½ covered with a vacant commercial building and surrounding paved area. The “Roxbury Site” has been subject to a few redevelopment proposals over the past decade, all of which have featured multiple family housing. None of these proposals has achieved final Village approval.

South of the “Roxbury Site” are two small buildings with minimal parking, and relatively open access to North Sherman at the Commercial Avenue intersection. The northern orange-sided building is occupied by two businesses, and the southern brick building is a rental residence.

Two businesses are located in older buildings along the south side of Commercial Avenue, in the City and adjacent to the Gateway District. Madison’s Hartmeyer Ice Arena is east of the railroad tracks along Commercial Avenue.



## 2.2. Existing Roadways

North Sherman Avenue is an important road for the Gateway District, the rest of Maple Bluff, and the City's north side. Within the Gateway District, North Sherman Avenue is characterized as follows:

- ◇ Classified by the Wisconsin Department of Transportation (WisDOT) as a "minor arterial" roadway, which means that it serves through and local traffic, and has greater eligibility for state and federal funding for reconstruction than "collector" and "local/minor" roads.
- ◇ Posted with a speed limit of 30 miles per hour.
- ◇ Right-of-way width is 66 feet, with limited opportunities for right-of-way expansion given adjacent development and shallow lots.
- ◇ Roadway pavement width is about 41 feet, divided into two 10 foot wide travel lanes for motor vehicles, a 13 foot wide two-way left turn lane (TWLTL), and two 4 foot wide bicycle lanes. There is no on-street parking.
- ◇ Prior to 2013, North Sherman had four travel lanes with no TWLTL or bike lanes. In 2006, this segment of North Sherman had 19,300 vehicles per day (VPD). By 2015, with the new street design, traffic decreased to 15,350 VPD.
- ◇ This segment of North Sherman was last resurfaced in 1994. In 2016, pavement condition was rated 6 out of 10 using the Pavement and Surface Evaluation Rating (PASER) system. A rating of 6 indicates generally good condition, but with definite signs of aging. The segment bisected by the railroad tracks is in poorer condition.
- ◇ Existing sidewalks are 5 feet wide on the east side, and 4 feet wide on the west. Terraces—the green space between the sidewalk and curb—are roughly 5 feet wide on each side.
- ◇ Street terrace trees are of uneven quality and spacing.
- ◇ Street lighting is generally of cobra head design mounted to power poles on the east side.
- ◇ Traffic signals are located at Commercial and North Sherman, with stop signs on Roxbury and Oxford as they intersect North Sherman.



These images show current conditions along North Sherman Avenue, including bus service and a new crosswalk and refuge median that the Village installed in 2016.



- ◇ Madison Metro bus routes 2 and 28 use North Sherman Avenue. Bus stops are near Commercial Avenue and Oxford Place, with no benches, shelters, or other improvements.

Commercial Avenue has lower traffic volumes than North Sherman Avenue, at about 4,000 VPD in 2013, per the City of Madison Traffic Engineering Division. Commercial Avenue is classified as “collector” roadway. Its roadway surface width is about 40 feet, with sidewalks on both sides and on-street bicycle lanes, which diminish in clarity west of the railroad tracks.

Packers Avenue/State Highway 113 is an important alternative to North Sherman Avenue for through traffic. Packers Avenue runs parallel and approximately ½ mile east of North Sherman (see Map 2). WisDOT classifies Packers Avenue as a “principal arterial” roadway, with traffic volumes ranging from 28,200 to 40,800 VPD in 2015.

The Madison Area Transportation Planning Board indicates that the segment of Packers Avenue between Northport and Commercial Avenue currently experiences “moderate congestion,” operating at Level of Service (LOS) D on an A-F scale. Between 2010 and 2050, the Waunakee-Westport area is projected to have 3,142 new households (and 1,703 new jobs), the Middleton area 3,932 households (and 3,837 new jobs), and the DeForest-Windsor area 3,847 new households (and 3,436 new jobs). As a result, Packers Avenue congestion is projected to become “severe” without improvement.

### 2.3. Utility Service

The Village provides sanitary and storm sewer services to the Gateway District. The City provides water service. Most sewer and water lines were replaced in 1994, when North Sherman Avenue was last resurfaced. The exception was water main under the Canadian Pacific railroad right-of-way, which may be several decades old.

Per a priority recommendation in its 2003 Comprehensive Plan, the Village has been actively burying overhead power lines over the past 10+ years. This includes along a segment of North Sherman and Commercial Avenues adjacent to the new building at Lakewood Plaza. Otherwise, overhead power lines remain along the east side of North Sherman Avenue.

### 2.4. Demographic and Market Summary

The consultant updated a 2008 analysis to understand the demographics and markets affecting the Village Gateway District. Recent data is from the 2015 U.S. Census Bureau’s American Community Survey (ACS) and for a two-mile radius of the District, except where otherwise indicated.

- ◇ In 2015, just over 41,000 people lived within a two-mile radius, which is an increase from 34,000 in 2007.
- ◇ 71 percent of this population is between 20 and 64 years old with a median age of 36.2—virtually no change from 2007.
- ◇ 39 percent of this population lived in a one-person household, while 36 percent were in a two-person household—again virtually no change from 2007.



- ◇ Median income in 2015 was \$52,628, representing a slight decrease from 2007.
- ◇ Of the employed population, 69 percent are employed in white collar positions.

In general, the population surrounding the Village Gateway District has a relatively high household income, is well educated, and those who are employed generally work in white collar/office environments. Small household sizes and a low median age indicate a significant population of empty-nesters and young professionals without children.

Map 2—prepared by Vandewalle & Associates and unchanged from the 2008 version of this Plan—places the Gateway District in its broader context. Oscar Mayer closed its Madison plant in July 2017. At time of writing, the City was attempting to articulate its goals for the redevelopment of its 72 acre site. It appears most likely to continue in some sort of employment-based use. In contrast, MATC and the Dane County Regional Airport have a much greater presence in the north Madison area than in 2008.

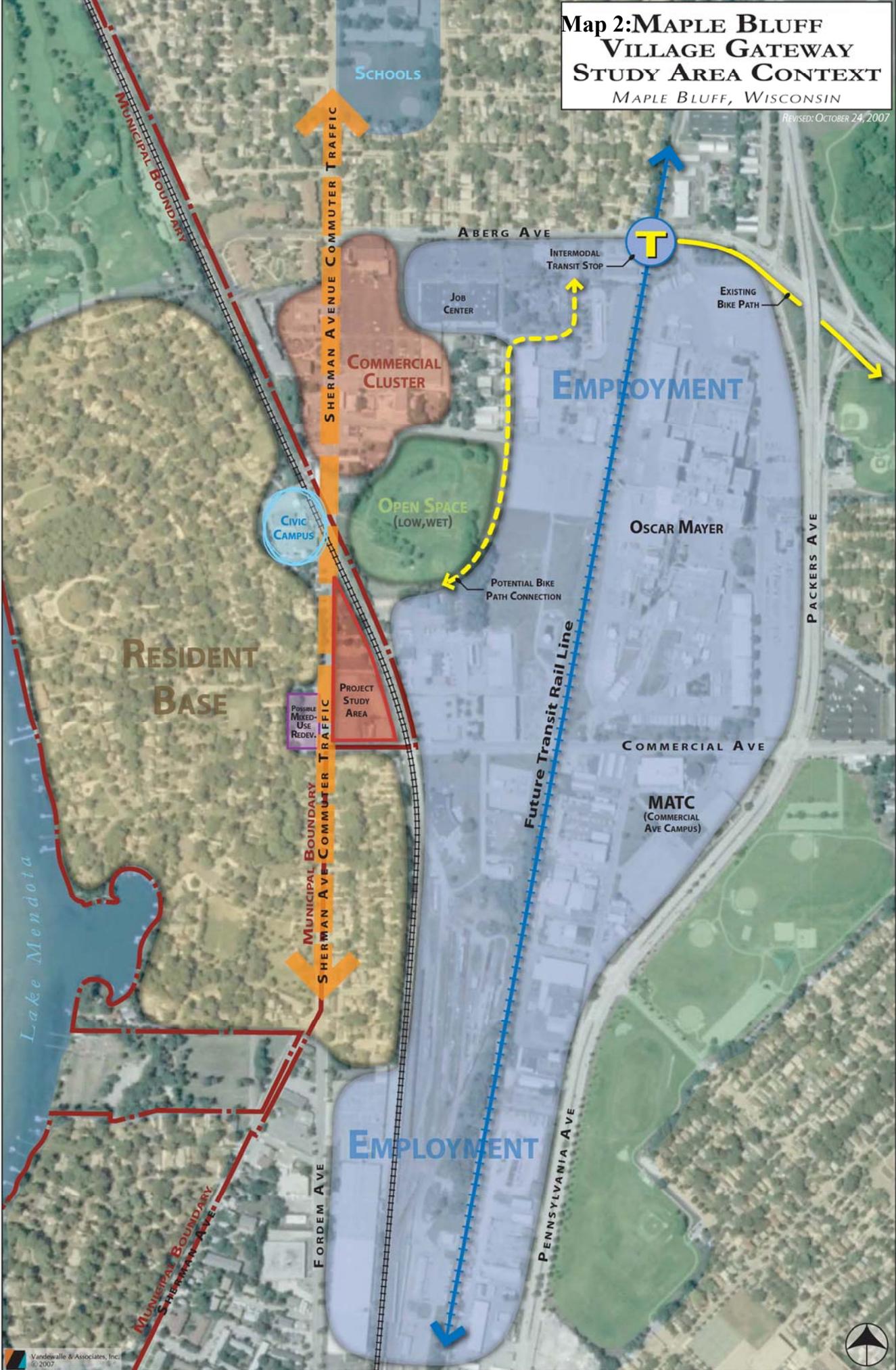
Based on this brief demographic and market assessment, the Gateway District has the visibility and market potential to incorporate added value, image, and activities for the Village of Maple Bluff.



# Map 2: MAPLE BLUFF VILLAGE GATEWAY STUDY AREA CONTEXT

MAPLE BLUFF, WISCONSIN

REVISED: OCTOBER 24, 2007



## 2.5. Related Plans

### 2.5.1. Village of Maple Bluff Comprehensive Plan

The Village of Maple Bluff Comprehensive Plan is primarily comprised of two volumes of a plan document adopted in 2003, prepared with the assistance of Schreiber/Anderson Associates. That 2003 Comprehensive Plan defines the Village's character and aims to ensure that any future changes fulfill the community's strategy of how it wants to preserve or evolve its character. The goals of each chapter as they relate to the Gateway District are excerpted below:

- ◇ **Housing.** New residential development in the neighborhoods will be designed to incorporate or improve upon essential existing positive qualities—such as proportion and shape, pattern of building and yards, orientation to street and building materials and styles.
- ◇ **Transportation.** Village streets will provide an attractive environment and be safe for pedestrians, bicyclists and motorists. Streets will have well-designed streetscapes, including sidewalks where appropriate and well-defined crosswalks.
- ◇ **Utilities and Community Facilities.** To derive the greatest benefit from its investment in infrastructure, Maple Bluff will assure maintenance of existing facilities, remedy deficiencies in existing facilities over time and provide adequate facilities to serve new growth.
- ◇ **Agricultural, Natural and Cultural Resources.** The Village will maintain community character. The identity and culture of Maple Bluff is expressed by the appearance of its neighborhoods, streets, buildings and edges. The Village will consider visual character in its daily activities and decision making.
- ◇ **Economic Development.** New commercial development will reflect a high standard of architectural quality and character, including pedestrian amenities and spaces. It will also demonstrate a reflection of local needs and desires for neighborhood businesses.
- ◇ **Land Use.** The Village will promote an overall pattern of development that reflects the vision of the community by maintaining a visually appealing, safe, walkable and bicycle friendly atmosphere.



The Village's TID #1 boundary.

### 2.5.2. Tax Incremental District #1/Redevelopment Area #1 Project Plan

The Village's primary tool to encourage revitalization within the Gateway District is Tax Incremental District (TID) #1, established in 2014.



The TID #1 Project Plan contains a program of potential infrastructure investments and development incentives in the Gateway District. These potential expenditures must be reimbursed through tax increment from new private investment in the TID. This reimbursement must occur no later than 2041, which is the latest TID closure year. As described in the TID Project Plan, *potential* infrastructure investments include reconstruction of North Sherman Avenue and Roxbury Road, streetscaping improvements along North Sherman Avenue, burying power lines, and installing traffic lights at the Oxford Place intersection.

TID funds have been spent to bury some power lines, install a new crosswalk at Roxbury Road, and provide development incentives for the new Lakewood Plaza commercial building.

### 2.5.3. Regional Bus Rapid Transit Plans

The Madison Area Transportation Planning Board prepared the 2013 Madison Area Bus Rapid Transit Feasibility Study. North Sherman Avenue is one of four planned Bus Rapid Transit (BRT) routes. It is likely the lowest priority of the four lines. Along the North Sherman Route, service times would be increased via BRT mainly through off-bus fare payment, traffic signal prioritization, and potentially fewer stops. No dedicated bus lanes are anticipated along this corridor. Conceptual plans suggest a stop near the North Sherman/Commercial Avenue intersection.



Capital Region Sustainable Communities Partnership: Madison Transit Corridor Study

### 2.5.4. "Sherman Flyer" Path Plans

Located within the Canadian Pacific rail corridor, the "Sherman Flyer" shared use path proposal has been shown on several City and regional long-range plans for many years. Three segments of the proposed path have been listed as "regional priority path projects" to be constructed between 2021- and 2050 in the Madison Area Transportation Board's Long-range Regional Transportation Plan 2050. The path is not programmed in the Madison Area Transportation Board's 5-year Transportation Improvement Plan (TIP) through 2021. It appears a long-term prospect.

### 2.5.5. City of Madison Northport-Warner Park-Sherman Neighborhood Plan

Madison adopted this plan in 2009 with and for the City neighborhood just north of the Gateway District. One intention is to explore creation of more of a "main street" feel along North Sherman Avenue. This may include a focused area of street trees, other streetscape enhancements (i.e., banners, pedestrian lights, planters, and public art), commercial redevelopment, and better bike and pedestrian access between Aberg Avenue and the railroad tracks. Proposed streetscape



enhancements would promote a uniform design that may feature iconic neighborhood images and/or reflect the cultural diversity of Madison's Northside.

### 2.5.6. City of Madison Emerson-Eken-Yahara Neighborhood Plan

The City adopted this plan in 2016 for and with the neighborhood that is south of Maple Bluff's Gateway District. One component is to create an identity for the Fordem Avenue commercial corridor. The plan also identifies placemaking opportunities, such as a "Sherman Neighborhood Gateway and Mixed Use Node" along Sherman Avenue just south of the North Sherman/Fordem intersection. Development of neighborhood identification signage is also recommended, with iconic designs reflective of neighborhood identity on bus shelters, streetscape furniture, and fencing, in addition to public art installations and landscape improvements.

The neighborhood plan also includes a recommendation to replace the segment of Warner Drive (within Burrows Park) with a pedestrian/bike path that leads north into Maple Bluff. Also advised is the redirection of Sherman Avenue to intersect Fordem Avenue in the current location of McGuire Street, eventually replacing the current angled Fordem/Sherman/North Sherman intersection.



## Chapter 3—Gateway District Vision and Directions

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### 3.1. Vision

The Village Gateway Redevelopment Concept and Implementation Strategy Plan is intended to create a dynamic vision for the Village Gateway District. The following are components of that vision:

1. Beautify and unify Maple Bluff’s front door, providing a captivating entryway experience.
2. Engage in urban “placemaking,” enhancing the District as a gathering place.
3. Celebrate Maple Bluff character, including through redevelopment and streetscape design.
4. Strive for tax base maximization, generating revenues to help fund District improvements.
5. In collaboration with land owners and residents, advance new investment in the District.
6. Enhance the business environment, with a particular focus on businesses that Maple Bluff residents will patronize. Minimize business disruption and relocation issues.
7. Support the efficient reuse and expanded use of land and infrastructure in the District.
8. Allow for housing diversity, including a place in which Maple Bluff residents can downsize.
9. Provide sensitive transitions to adjacent housing and neighborhoods. Encourage the careful mixing, transitioning, and buffering between different land uses to maximize benefits and minimize conflicts associated with locating different uses and activities in proximity.
10. Plan for efficient traffic movement and make the District a location for “to” traffic.
11. Use public streetscape and gateway investments as a way to leverage high-end redevelopment projects and a desirable living environment.
12. Integrate environmentally sustainable and energy-efficient site, landscape, and building design.
13. Manage stormwater progressively, in a way that does not impact existing residents.
14. Include adequate and visible parking and drop-off/pick-up areas for all modes of transportation, while recognizing potential revolutionary changes in movement.
15. Develop additional and safer bike pedestrian connections within and across the District.

#### Placemaking as a Key Plan Consideration

“Placemaking” describes the process of creating a strong sense of place in a particular location within the community to make it vibrant, well-used, and even loved. In addition to paying attention to designing the physical elements of a site—building materials and placement, landscaping, site furniture, signage, and security—placemaking should also be a conscious effort to organize, operate, and sustain places. Placemaking includes recruiting and maintaining a variety of retail businesses, consumer services, and eating and drinking establishments.



## 3.2. Gateway Street Redesign Concept

### 3.2.1. Overview

A key component of this Gateway Plan update is a preferred design concept for North Sherman Avenue and the short segment of Commercial Avenue abutting the Village. Map 3 is this preferred design concept.

The goals of the street redesign concept are to:

- ◇ Create a major design and traffic management statement, announcing arrival into Maple Bluff along North Sherman Avenue.
- ◇ Enhance both the local business and living environment, and increase the initial and lasting value of future redevelopment projects.
- ◇ Provide safer pedestrian crossing and design unity between the east and west sides of North Sherman Avenue, and more comfortable bike, pedestrian, and bus use along North Sherman.
- ◇ Focus improvements between Oxford Place and Commercial Avenue, with enhancements particularly concentrated between Roxbury Road and Commercial Avenue where commercial activity is and will be the highest.



A redesign to North Sherman Avenue, including a median like this one along East Washington Avenue, can help create the desired image and manage traffic.

Guided by the TID Committee, the Village explored the following three redesign options during the Plan update process. The options included several common elements like entryway features; decorative lights; and access, parking, and bus stop improvements.

- ◇ **Option A—Boulevard/Commercial Avenue Parking.** Featured a full median along North Sherman between Roxbury and Commercial, shorter intersection medians near the Roxbury and Oxford intersections, and retention of the two-way left turn lane (TWLTL) for most of the road segment between these intersections. Also suggested on-street parallel parking on the north side of Commercial Avenue, but no on-street parking on North Sherman.
- ◇ **Option B—Wider Terraces/North Sherman Parking.** Featured wider terrace areas, but no TWLTL or medians except for small refuge medians (like the one installed in 2016 near Roxbury Road). Also included on-street parking along North Sherman Avenue, adjacent to the new commercial building at Lakewood Plaza.
- ◇ **Option C—Hybrid of Options A and B.** Represented a blend of the previous two options.

The recommended design concept represented on Map 3 and described below was derived from “Option C” with some minor modifications.



Kensington Drive

Roxbury Road

Oxford Place

VILLAGE  
HALL

N Sherman Avenue

OUTDOOR  
SEATING  
**NEW  
COMMERCIAL  
BUILDING**

621  
NORTH  
SHERMAN  
BUILDING

LAKWOOD PLAZA

Commercial Avenue

**Legend**

-  Landscaped medians and street terraces
-  Median and street terrace trees
-  Enhanced crosswalks
-  Pedestrian-scale decorative lights
-  Decorative overhead street lights and signs
-  Decorative stop and street name signs
-  Village entryway signs and landscaping (Village to also explore median signage alternative)
-  Shelter/bike parking at bus stop to downtown
-  Enhanced bus stop pads
-  Bike lane
-  New parking & circulation pattern
-  On-street parallel parking (time limited)
-  Village / city limits

### 3.4.2. Recommended Design Concept

Map 3 illustrates the Village’s preferred street redesign concept focused on the segment of North Sherman Avenue between Oxford Place and Commercial Avenue. Implementation of this concept will best realize the Village’s street redesign goals. The information on Map 3 is a concept. It is not intended to be or resemble an engineering design from which bids could be sought or construction could begin. The street redesign concept in Map 3 includes the following features:

- ◇ **Traffic movement.** Center landscaped medians would replace the TWLTL between Commercial and Roxbury, just north of the Roxbury intersection, and at the Oxford intersection. These will provide for both beautification and traffic management. Median openings, turn lanes, and adjacent travel lanes would facilitate vehicular turns and flow. In other locations between Oxford and Roxbury, landscaped terrace areas would be widened to create greater roadway separation for existing and planned housing. This terrace widening would be achieved by removing the TWLTL from this segment. The transition between different roadway sections—plus terrace and median landscaping—should help moderate travel speeds. On-street bike lanes would be maintained and ideally widened to five feet if possible; wider bike lanes can double as service lanes for busses and trucks. On-street parking would be provided on the north side of Commercial Avenue, and time-limited if it appears to be used for long-term parking.



An example of potential median and crosswalk treatments along North Sherman Avenue.

- ◇ **Intersection improvements.** Intersection improvements at Commercial, Roxbury, and Oxford Place are advised—with a particular focus on enabling safe pedestrian crossing of North Sherman. Decorative crossings should be incorporated, perhaps with design cues from existing street crossings near the beach and marina. Materials should be authentic, low-maintenance, and quiet when driven over. At Commercial Avenue, additional recommended improvements include a fourth intersection leg west into the “Roxbury Site” and decorative street lights with branded street name signs. These may be installed in conjunction with a redevelopment project on that site. At Roxbury Road, the pedestrian-actuated crossing will be maintained, but more decorative crosswalk(s) would be installed. A similar treatment at Oxford Place is advised, where there currently are no crosswalks. Another pedestrian-actuated signal there is possible, with long-term consideration of full signalization.



◇ **Sidewalks.** When reconstructed, or in conjunction with adjacent redevelopment projects, sidewalks along the west side of North Sherman should be widened to five feet. Private walkway connections from the public sidewalk to building entrances should be introduced when adjacent land redevelops. The straightening of current arched sidewalk at the southeast corner of Oxford and North Sherman would facilitate a crosswalk at this intersection and an entryway feature behind it.



◇ **Terrace and median improvements.** Pedestrian-oriented street lights should replace the pole lights along North Sherman and the Commercial. Distance between lights should be less (~50 feet) between Commercial and Roxbury than between Roxbury and Oxford (~100 feet). Design could take cues from residential street lights in Maple Bluff, except with a shorter height (12-14 feet) and lantern-style lights. Decorative banners could be incorporated. Other terrace and median improvements would include street trees (with sufficient diversity) and perhaps decorative, perennial landscaping (irrigation is recommended). Stormwater management enhancements, benches, and bus boarding platforms may also characterize different portions of the terrace area. Remaining overhead power lines would be buried whenever practical.



◇ **Entryway and other decorative treatments.** A primary Village entryway sign and landscape feature is advised immediately south of the Oxford intersection with North Sherman, with a sign either at the southwest corner or in the median if traffic visibility is not impaired. If at the southwest corner, then the “southeast corner” could include landscaping and other features that echo the southwest corner treatment. Monona has executed this to excellent effect along Monona Drive at its intersection with Broadway. Sign base design should reflect the existing iconic Maple Bluff monument sign at the intersection of Lakewood Boulevard and North Sherman. Largely because of that sign, a new entryway sign from the



Examples of potential entryway and terrace treatments for North Sherman and Commercial Avenues.



south into the Gateway District is not required. Decorative street lights/street name signs, new buildings, the new median, and even the bus stop will provide an appropriate surrogate near the Commercial Avenue intersection. From the east, the Village may explore a smaller entryway feature near the railroad tracks along Commercial Avenue. This may include a vertically-oriented feature in the median, or collaboration with the Lakewood Plaza property owner on a combination screen/entry feature around large mechanical units near the southeast corner of that site. Decorative regulatory signs and public art are encouraged throughout the District.

- ◇ **Bus stop enhancements.** The southbound stop just north of Commercial Avenue is the primary bus stop for boarding in the Gateway District. Here, a bus shelter, ideally located west of the sidewalk and as part of a “Roxbury Site” redevelopment project, is advised. The shelter design should be unique to Maple Bluff. The northbound stop near Oxford is primarily for alighting. Enhancements there may be limited to a terrace platform.



The University of Wisconsin has unique, decorative bus shelters in numerous locations on campus. Fitchburg also has unique shelters.

### 3.4.3. Other Ideas for South of Commercial Avenue

The Village analyzed the North Sherman Avenue corridor as far north as the north side of the railroad tracks and as far south as the North Sherman/Fordem/Sherman intersection. Between that intersection and Commercial Avenue, the Village is on the west side and the City is on the east side. Adjacent land uses are mainly single family, with the exceptions of Johnson Park in Maple Bluff and a new 4-story building at the south corner of the North Sherman/Fordem/Sherman intersection in Madison.

The Village elected to focus its attention in the section of North Sherman between Oxford and Commercial Avenue, mainly because the Village controls both sides of the road and adjacent lands in that section. Still, the Village will consider the following modest improvements to the section between Commercial and Fordem:



The Village’s iconic entrance sign at the intersection of North Sherman and Lakewood Boulevard provides a model for streetscape enhancements further north. The sign face is scheduled for an upgrade later in 2017.



- ◇ Replace the sign face on the Lakewood Boulevard entryway monument, including the updated Maple Bluff logo.
- ◇ Consider replacing/modernizing lantern lights on top of the monuments on both sides of Lakewood Boulevard. Current lights are mismatched, in marginal repair, not energy efficient, and cause traffic glare on North Sherman.
- ◇ Infill and replace street terrace trees between Commercial Avenue and Lakewood Boulevard, with sufficient tree diversity. The City recently replaced its trees on the east side with dwarf/ornamental varieties, due the overhead power lines.
- ◇ Consider installing a diverse array of street trees in the terrace area along the North Sherman Avenue frontage of Johnson Park.
- ◇ Coordinate with Madison on reconstruction of North Sherman Avenue, on a similar timeframe as the suggested reconstruction between Commercial and Oxford. While the TWLTL between Commercial and Fordem will likely remain south of Commercial, some decorative elements and crosswalk improvements at the Lakewood and Fordem/Sherman should be considered.
- ◇ Stay attuned to the City's plans to relocate the Sherman/North Sherman intersection to the McGuire Street area and replace the segment of Warner Drive (within Burrows Park) with a pedestrian/bike path.
- ◇ Encourage the upgrade or redevelopment of the commercial buildings in the City at the southeast corner of North Sherman and Commercial Avenues.



### 3.3. Gateway Redevelopment Concept

#### 3.3.1. Overview

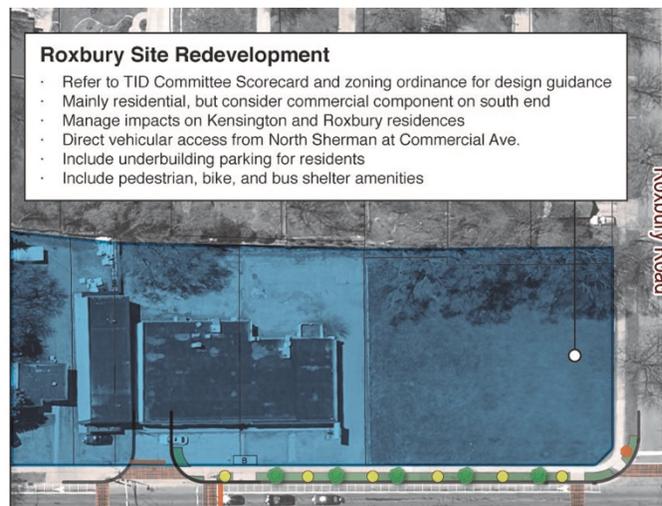
Map 4 includes the Village’s recommendations for redevelopment and revitalization within the Gateway District. “Redevelopment” suggests site clearance and construction of new buildings, while broader “revitalization” includes investment in existing buildings. Map 4 includes two proposed redevelopment areas in blue, and a third area (shaded in green) that presents opportunities for redevelopment, reinvestment in existing buildings, or some combination. The orange-shaded parking area east of the new commercial building at Lakewood Plaza could also be available for redevelopment and/or possibly structured or underground parking.

The residences on the west side of North Sherman, between Oxford and Roxbury, are not advised for redevelopment. These residences contribute to the character, tax base, living environment, and customer base of the Village and Gateway District. Therefore, the Village encourages continued property owner investment in and maintenance of these residences.

The remainder of this section, along with the information printed on Map 4, contains recommendations for each the three redevelopment and reinvestment sites.

#### 3.3.2. Recommendations for “Roxbury Site”

The “Roxbury Site” is identified for redevelopment on Map 4, and highlighted in blue in the map crop to the right. The “Roxbury Site” is at least 0.90 acre in area and located between Roxbury Road and Commercial Avenue on the west side of North Sherman Avenue. The “Roxbury Site” could expand to up to 1.14 acre with the addition of one or two parcels to the south, currently occupied by an orange-sided commercial building and a brick residential building to its south. The entire 1.14 acre redevelopment opportunity site is shown in blue on Map 4. The southern 0.24 acre could redevelop independently, but the Village’s preferred alternative would be for a single redevelopment site including the entire area shaded in blue.



Map 4 lists principles for the redevelopment of the “Roxbury Site,” including a reference to the TID Committee Scorecard. The TID Committee developed this scorecard in 2016. The TID Committee developed the scorecard to be an objective tool to provide potential developers with feedback on project proposals for the 0.90 acre “base” Roxbury site. The scorecard’s priority rating scale is designed to help understand the nature of a project, translating multiple perspectives into a balanced assessment of a proposed project’s viability. The scorecard is intended to help all players



**Roxbury Site Redevelopment**

- Refer to TID Committee Scorecard and zoning ordinance for design guidance
- Mainly residential, but consider commercial component on south end
- Manage impacts on Kensington and Roxbury residences
- Direct vehicular access from North Sherman at Commercial Ave.
- Include underbuilding parking for residents
- Include pedestrian, bike, and bus shelter amenities

**Central Gateway Site**

**Reinvestment Option**

- Overhaul of exterior, street-visible facades, incorporating natural stone and/or brick
- Replacement of existing signage, meeting Village's sign ordinance requirements
- Incorporation of windows and other active space near North Sherman
- Interior remodeling to meet modern needs
- Upgrading of parking lots and lighting
- Overall, expected significant increase in improvement value once project is complete

**Redevelopment Option**

- Bring buildings close to street, with parking beneath and/or behind
- Enable multiple story buildings, of greater density/height than west of North Sherman
- Continue to include commercial component, in part serving Maple Bluff residents
- Introduce environmentally-sustainable, energy-efficient site and building design
- Provide enough parking, while maintaining adaptability to evolving transportation technology

**Legend**

- Near-term redevelopment opportunity areas
- Reinvestment and/or redevelopment opportunity area

Kensington Drive

Roxbury Road

Oxford Place

N Sherman Avenue

OUTDOOR SEATING

NEW  
COMMERCIAL  
BUILDING

621  
NORTH  
SHERMAN  
BUILDING

LAKWOOD PLAZA

Commercial Avenue

**Triangle Site Redevelopment**

- Consider rowhouse, senior housing (low parking), and office alternatives
- Consolidate driveways (maximum of two)
- Explore shared access/combined parking with 621 North Sherman site
- Include Village gateway amenities near north point
- Respect housing across North Sherman in building scale
- Incorporate high-end natural building materials and articulated architecture

evaluate alignment with Village criteria for community planning, site design, building size, land use, density, sustainability, parking, neighborhood impact, and financial and market viability.

The TID Committee scorecard for the “Roxbury Site” is further enhanced by standards within the Village zoning ordinance. The site is likely to develop either as a planned unit development (PUD), within which several zoning standards must be met, or under the Business “A” zoning district. The Village adjusted its Business “A” district standards in 2014 and 2017 to address appropriate uses and design and dimensional standards. A conditional use permit is required for construction of any new building or the expansion of any existing building. Signage requirements were adjusted in 2015.

This Gateway Plan does not supply any further development requirements or design standards for the “Roxbury Site” beyond those presented in Map 4 and Figures 1 and 2.

The Village encourages the expansion of any redevelopment proposal to include as much as possible of the full 1.14 acre area that is shaded blue on Map 4. These inclusions would facilitate the recommended installation of the fourth leg of the Commercial Avenue intersection, enhance intersection area and Gateway District appearance and function, and increase the potential for the “Roxbury Site” to house some commercial activity on the first floor near that intersection.

Figure 1 includes general analogues for the redevelopment of the “Roxbury Site,” and Figure 2 includes three-dimensional renderings of one potential redevelopment concept for that site. These renderings are not to be understood as architectural plans or requirements, but rather images to communicate opportunities and inspire more detailed design.



Figure 1: Roxbury Site Redevelopment Analogues



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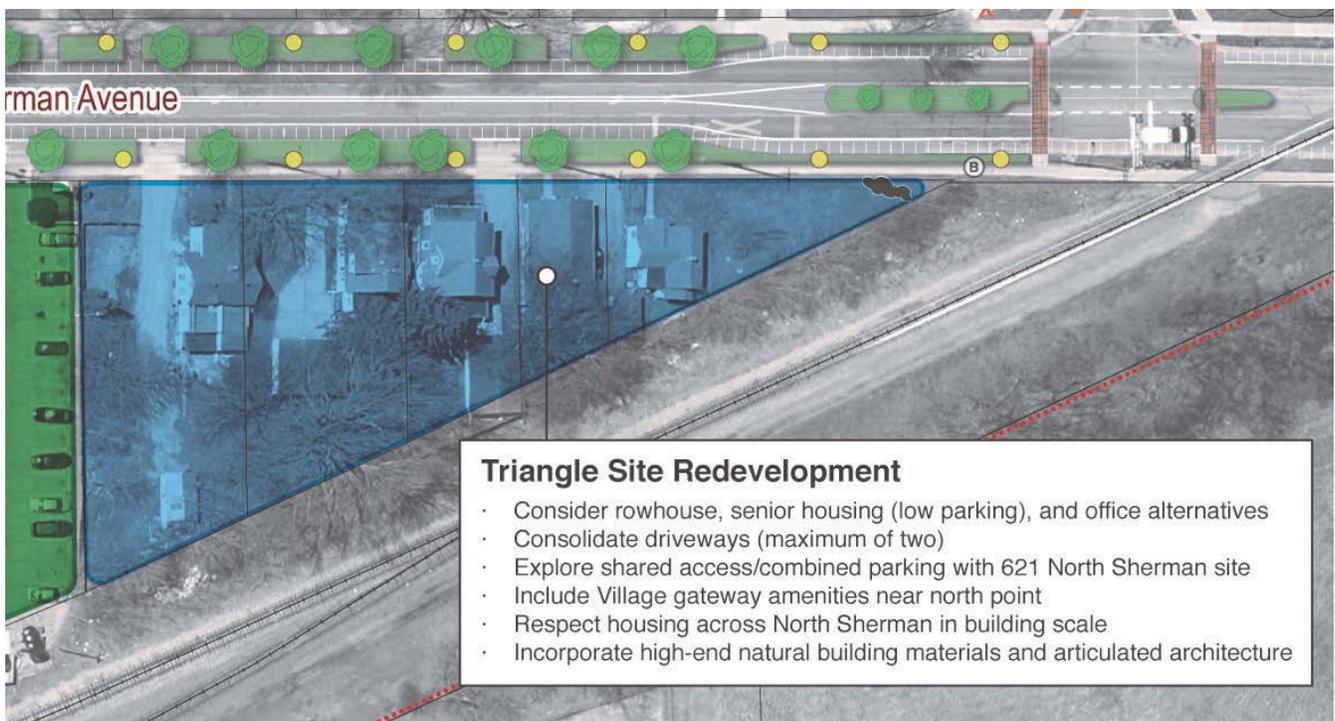
Figure 2: Conceptual 3D Renderings of One Roxbury Site Alternative



### 3.3.3. Recommendations for “Triangle Site”

The “Triangle Site” is also identified for redevelopment on Map 4. The Triangle Site is comprised of five existing residential lots bounded by North Sherman, the railroad tracks, and the mixed use building at 621 North Sherman. Totalling about 2/3 acre, redevelopment of this site is challenged by its irregular shape and five lots under separate ownership. Therefore, redevelopment of the “Triangle Site” is almost certainly a longer-term prospect than redevelopment of the “Roxbury Site.”

The most likely redevelopment options appear to be senior housing, offices, or row houses. Senior housing may fit Maple Bluff and regional needs over the next 20 to 30 years, and has limited parking needs. Preliminary analysis suggests that up to 10 attached row house units with rear garages and access may also be feasible. Access could potentially be shared with the 621 North Sherman site for greater efficiency and flexibility in site design.



Parking may not be as significant of a problem for redevelopment of this site as some may initially believe. An option like senior housing carries limited parking demand. The location in a mixed-use district along a bus line with long-term investment potential also supports less parking. Finally, as the information in the sidebar to the right suggests, the need for expansive parking lots in urban areas may soon become a concern of the past. The upcoming introduction of driverless cars has positive impacts on other potential redevelopment sites, and on the long-term viability of the recommended North Sherman Avenue redesign described elsewhere in this Plan.

The information on Map 4, the images in Figures 3-5, and the Village's zoning ordinance and TID Project Plan all provide design guidance for the Triangle Site. Further, once the site becomes riper for redevelopment, the Village intends to establish and utilize a "scorecard" to aid in conception and review of redevelopment proposals.

### Community Development Impacts of "Driverless Cars"

Experts predict that Driverless Cars—formally known as Autonomous Vehicles (AVs)—will become commonplace before 2025. This may affect the built environment through:

- More drop-off zones and fewer and smaller parking lots. AVs can park anywhere or keep driving until they're needed again.
- Greater infill and tax base opportunities. With surface parking lots potentially rendered obsolete, more infill building opportunities will be the result.
- Fewer vehicles per household. Rather than sitting idle in a parking lot for hours, AVs can more easily do double-duty for some households that currently need two cars. Others may simply rent or subscribe to AVs.
- Fewer travel lanes and greater achievement of "complete streets." Fewer vehicles mean fewer driving lanes, which may in turn lead to more space for bike and pedestrian infrastructure and streetscaping.

Sources: Tim Chapin, Lindsay Stevens, and Jeremy Crute, *Planning Magazine*, April 2017. Michael R. Boswell and William Riggs "[Autonomous Future](#)," Planetizen series.



Figure 3: Triangle Site Design Analogues



Figure 4: Conceptual 3D Renderings of Row House Triangle Site Alternative



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Figure 5: Conceptual Site Plan for Senior Housing or Office Triangle Site Alternative

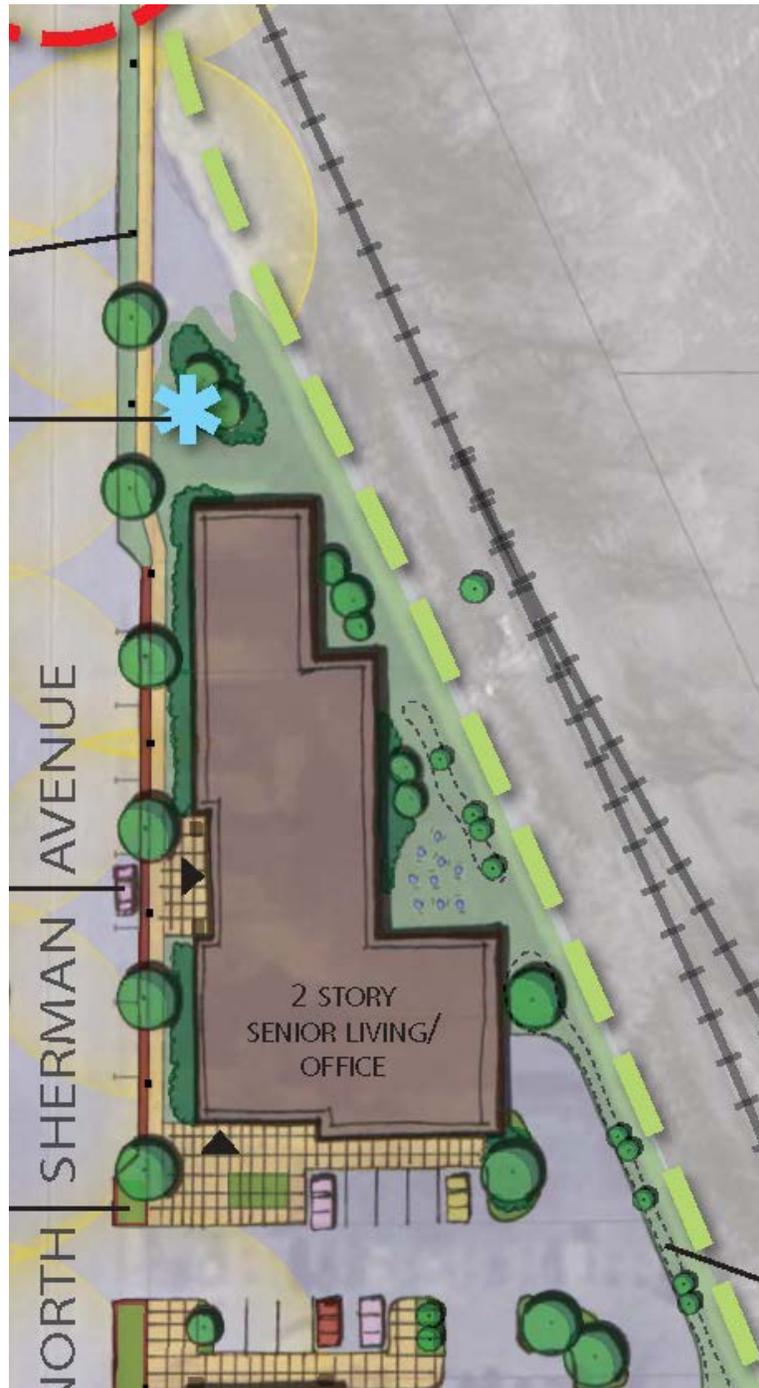


Image created by Vandewalle & Associates as part of 2008 Gateway Plan



### 3.3.4. Recommendations for “Central Gateway Site”

The Gateway District includes a 2± acre area identified as the “Central Gateway Site” on Map 4. This area is comprised of the older Lakewood Plaza building and its parking lot, plus the office/residential building to its north at 621 North Sherman and its parking lot.



The 2008 Gateway Plan included an ambitious proposal for redevelopment of this area, plus the parking lot area shaded in orange on Map 4 and in the map crop on this page. The new

commercial building at northeast corner of North Sherman and Commercial Avenue partially implements that proposal relative to building placement, form, land use (“destination sit-down restaurant”), street side and outdoor activity space, materials, and architecture. It does not realize that proposal relative to density (single story commercial building, rather than multi-story mixed use) or parking (surface, rather than structure).

For the “Central Gateway Site” plus the new surface parking area marked in orange on Map 4, the Village supports either redevelopment, significant reinvestment in existing buildings or sites, or some combination in a manner that meshes seamlessly together. The associated text box in Map 4 provides guiding principles for the reinvestment and redevelopment options.

If reinvestment is preferred, Village financial support will be considered where the upgrade significantly improves the aesthetic, functional, and property value (see examples on next page). The property owner will likely be required to guarantee that the future property value increase will fully reimburse the Village for its initial support. For the Lakewood Plaza building, supportable improvements would likely involve a façade reconstruction, associated signage replacement, and “opening up” the building side closest to North Sherman with windows and possibly a tenant entrance or outdoor activity area. Raising the building facade may be necessary to avoid rooftop signage, which is not permitted under updated zoning rules. For the 621 North Sherman Building, significant façade upgrades and interior modernization may have to be proposed before financial incentives would be offered.

If redevelopment in the “Central Gateway Area” appears to be preferred option, then the Village may first wish to prepare a “scorecard” to detail design, density, and other expectations. The following design principles from the 2008 Plan also continue to be applicable:



- ◇ Main entrance to development fully aligned with Roxbury Road across North Sherman, with secondary entrance maintained along Commercial Avenue.
- ◇ Scale, design, and materials of buildings reflect “Maple Bluff character” and are compatible with the new commercial building through the use of articulated facades and natural brick and stone, while still providing critical densities for economically viable redevelopment.
- ◇ New buildings 3-4 stories in height, pulled up near the sidewalk, and defining a new human-scale experience along North Sherman Avenue. A taller building—perhaps 4-5 stories—may be appropriate near the southeast corner of the “Central Gateway Area” or adjacent parking lot to its south. Such taller buildings are not appropriate in any other part of the Gateway District.



- ◇ Primary building entrances open onto North Sherman Avenue.
- ◇ Buildings have awnings, canopies, storefront windows, and/or change in materials on the ground floor level to emphasize pedestrian scale.
- ◇ Ground floor uses include specialty retail and restaurants (auto-oriented uses discouraged), and upper story uses include office and/or residential.
- ◇ Further outdoor dining/cafés and other activities (e.g., farmers market) encouraged.



These Madison-area examples suggest the level of improvements to the older Lakewood Plaza building that may suggest Village financial support.

- ◇ On-site parking located internally to the block, not on the street side of the new buildings. Underbuilding and/or structured parking considered, and parking quantities and drop-off lanes respond to upcoming driverless cars.
- ◇ Public pedestrian and bike access provided through the site.

- ◇ New development buffered from the active rail corridor by heavily landscaped infiltration areas, native plants, and parking.
- ◇ Stormwater management best practices to reduce runoff quantity and increase runoff quality.
- ◇ Other sustainable development practices, which may include sustainable materials and energy systems incorporated into building design, natural day lighting, demolition emphasizing material recycling, vegetative roofs, and porous paving where infiltration is possible.



## Chapter 4—Implementation

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Continuing to execute the vision and directions in this Plan will require significant initiative and cooperation among various parties. Implementation will also require skilled execution of zoning approaches, public infrastructure projects (particularly roadway reconstruction and enhancement), development incentives, and property owner engagement.

### 4.1. Zoning Approach

The Village has amended its ordinances in such a way to facilitate quality development.

All new and expanded buildings in the Gateway District (except for single family) require either a conditional use permit in the Business “A” district or planned unit development (PUD) zoning. Both zoning options provide some flexibility to the developer, an opportunity for neighborhood involvement, and appropriate levels of Village control. Where PUD zoning is proposed, the Village and developer should carefully craft a specific implementation plan, which largely will take the place of the general Maple Bluff zoning ordinance for sites where PUD zoning is applied.

The Village will consider further amendments to its ordinances if and when it deems that doing so will best achieve the directions of this Gateway Plan.

### 4.2. Relationship to TID #1

Additionally, the Village through TID #1 has established a platform for public infrastructure investments and possible development incentives within the Gateway District. The Village will be mindful to assure that future tax increment within the district will be available to fully reimburse the Village for its expenditures before the TID must close. No changes to the TID #1 Project Plan are immediately advised to help implement this updated Gateway Plan. Still, the Village will consider further amendments to the TID #1 Project Plan if and when it deems that doing so will best achieve the directions of this Gateway Plan.

### 4.3. Roadway Improvements

The redesign and reconstruction of North Sherman Avenue between Oxford Place and Commercial Avenue is a major initiative of this Plan. The redesign of Commercial Avenue between North Sherman and the railroad tracks is also proposed. The Village endeavors to complete these projects within five years of adoption of this Gateway Plan update.

To accomplish this objective, the Village intends to continue dialogue with both the City of Madison and Madison Area Transportation Board. The purposes would be to advise inclusion in capital/transportation improvement programs, seek outside sources of funding (e.g., STP, TAP-21), finalize needed utility system upgrades, set the framework for a Village-City intergovernmental agreement related to the project, and encourage continued functionality of Packers Avenue as the preferred route for regional traffic.



The Village also intends to engage in preliminary engineering and cost estimation for the recommended street and streetscape improvements conceptualized in this Gateway Plan. The Dane County BUILD program—used to support the 2008 Gateway Plan—could be accessed to assist with design costs (or with other aspects of Gateway Plan implementation).

#### 4.4. Engagement Approach

The Village will continue to engage with property owners and potential developers in the Gateway District on redevelopment and reinvestment proposals, along with neighbors and the broader community.

The Village intends to meet with the owners of property within the areas identified for potential redevelopment in Map 4. These include the Roxbury Site, Triangle Site, and Central Gateway Site. The purpose will be to share the concepts in this Plan, to better understand the owners' interests for the future, and to discuss how the two might align. In conjunction with such meetings, the Village Board intends to develop a strategy for how it intends to be involved with redevelopment or reinvestment in these areas. The strategy should enable the Village to react appropriately and quickly if necessary if future opportunities arise in the future, such as land sales and redevelopment proposals.

Finally, the Village will continue to keep neighbors and the broader Maple Bluff community informed and involved regarding potential changes in the District.

