



# Greenbush Neighborhood Plan

Adopted by the City of Madison July 1, 2008

Amended November 9, 2010

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## ACKNOWLEDGMENTS

### **MAYOR DAVE CIESLEWICZ**

MARK OLINGER, DIRECTOR, DEPARTMENT OF PLANNING & COMMUNITY & ECONOMIC DEVELOPMENT

BRADLEY J. MURPHY, DIRECTOR, PLANNING DIVISION

BILL FRUHLING, PRINCIPAL PLANNER, NEIGHBORHOOD PLANNING, PRESERVATION AND DESIGN SECTION

### **GOVERNMENTAL OFFICIALS**

JULIA KERR, DISTRICT 13

FORMER ALDERPERSONS ANDY HEIDT AND MATT SLOAN

### **NEIGHBORHOOD STEERING COMMITTEE**

AMY ROUNTREE, CHAIR

CAROL GRAHAM

FRANK HARTMANN

ANDY HEIDT

JIM LORMAN

KATHERINE LOVING

SHARON MCCABE

### **SCHREIBER/ANDERSON ASSOCIATES**

NICK LELACK, SENIOR PLANNER

TIM ANDERSON, PRINCIPAL

RICK ROLL, PLANNING DIRECTOR

JIM NEIDHART, LANDSCAPE ARCHITECT

BRUCE MORROW, LANDSCAPE ARCHITECT

### **CITY OF MADISON**

JULE STROICK, PLANNING DIVISION

LARRY NELSON, ENGINEERING DIVISION

MICHAEL DAILEY, ENGINEERING DIVISION

DAVID DRYER, TRAFFIC ENGINEERING DIVISION

DAN MCCORMICK, TRAFFIC ENGINEERING DIVISION

SI WIDSTRAND, PARKS DIVISION

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## Executive Summary

The Greenbush Neighborhood Association is one of Madison's oldest established neighborhoods. It was a place where the first immigrants of Madison made their home. The neighborhood-shopping district, Regent Street, still has buildings bearing some of the ethnic heritage such as the Italian Working Man's Club. The theme of providing a variety of housing choices and community services is embedded in the plan, a reflection of the long tradition of Greenbush as a place for all persons to live regardless of age, income or ethnicity/race.

The neighborhood's location is at the doorstep to University of Wisconsin-Madison. This is one of the biggest challenges facing the neighborhood: the growth of the university, the demand on rental-type housing stock, and the slow conversion of owner-occupied - homes into renter-occupied housing has changed the character of the neighborhood from a family-oriented to college-age neighborhood over the last three decades. Based on the US Bureau of the Census (Census Tract 12), from 1970 to 2000 there has been a:

- 32 % (621 person) increase of persons enrolled in college
- 34% (229 housing units) decrease in owner-occupied housing
- 13% (306 unit) increase in housing units

It is difficult to assess the precise impact since the census tract boundaries are larger than the Greenbush Neighborhood. Anecdotal assessments by persons living in the neighborhood have confirmed that the change in character has taken place. It is now a question of how to reverse the trend to create a neighborhood that is desirable for singles, families, and seniors.

The three highest priorities for Greenbush neighbors relate to the existing housing stock and how neighbors move around in our established neighborhood. Our top priorities include:

1. Encouraging the improvement of housing stock and expanding homeownership in the neighborhood. Recommendations targeting this issue involve recommended areas, densities, and general appearance guidelines for new construction, as well as ideas for homeowner assistance. We look forward to the ideas generated by the Workforce Housing Neighborhood Planning Grant for more guidance on this issue.
2. Improving building and zoning code compliance. This neighborhood has many structures that are not in compliance with building and/or zoning code. The problem has many causes, including zoning imposed on it that has never been a good fit with existing homes, deferred maintenance, and many lots that have been "grandfathered" to retain older codes. Solutions to these problems may involve new zoning that is a better fit for this older urban neighborhood, targeted enforcement from the building inspection and zoning department, and resident education.
3. Improving pedestrian and bicyclist movement. An overwhelmingly large percentage of the residents of this neighborhood go to work and other activities by foot or bike. At the same time it is an urban neighborhood that has become a commuter route for drivers going to the University, St. Mary's, Meriter, or other downtown destinations. The Neighborhood Traffic Management Program is not a good fit for this neighborhood because many of the pedestrians most concerned do not live on the streets that generate the concern, and absentee landlords make it extremely difficult to obtain the signatures required to enroll in the program. A number of recommendations advocate for greater pedestrian safety on our two collector streets, Drake and Mills, as well as on the arterial streets that bound our neighborhood, Regent and Park. We feel that these should have greater pedestrian protection because they are important pedestrian and cycle thoroughfares, not just for neighborhood residents, but for many other people who pass through on their way to the University or other destinations.

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To further the implementation of the neighborhood plan, the Greenbush and Vilas Neighborhood Associations jointly applied and received a \$25,000 Neighborhood Planning Grant in 2008 for the purposes of developing a detailed housing revitalization strategy.

The *Greenbush Vilas Neighborhood Housing Strategy Report* was prepared by a project team representing the neighborhoods, City, property-owners, realtors, hospitals, and UW. *Greenbush-Vilas Neighborhood Housing Revitalization Strategy Report* focuses on strategies to: 1) increase the affordability and desirability for University and hospital employees, graduate students, and young families; 2) introduce a range of housing options that allow residents to live responsibly and simply; and 3) enhance the qualities that make the neighborhoods unique. The Report identifies strategies for small-scale investment by property-owners and medium-to-large-scale investments to increase homeownership and a range of housing options in this built-up neighborhood.

Meriter Health Services has taken a leadership role in the revitalization of the neighborhood by creating the *Healthy Neighborhood Initiative* in partnership with WHEDA and Commonwealth Development in which eight \$10,000 loans will be available to Meriter employees to purchase homes in need of repair in a designated area of the Greenbush and Vilas neighborhoods this year. The City of Madison Community and Development Authority is also developing a program that will complement the workforce housing program.

We look forward to working with the City of Madison to accomplish the goals and recommendations in the Greenbush Neighborhood Plan and the Greenbush-Vilas Neighborhood Housing Revitalization Strategy Report.

Respectfully,

Greenbush Neighborhood Association

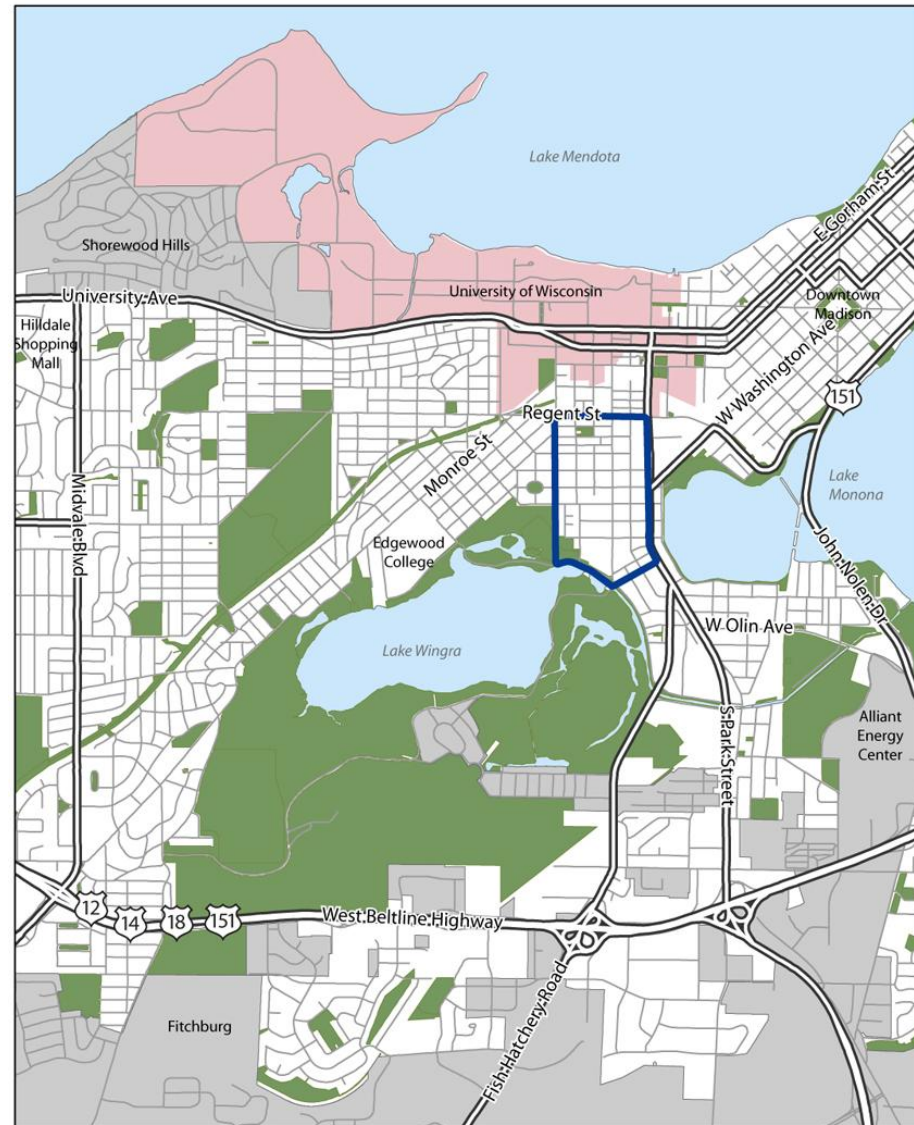
## Section I: Introduction

The Greenbush Neighborhood Association's (GNA) desire to build upon the strengths of and to better understand the threats to their neighborhood was the driving force behind preparing a strategic plan for the Greenbush Neighborhood. Over the last thirty years, the population of the neighborhood has shifted, most notably in the shrinking of families with children and replacement with college-aged students attending the University of Wisconsin-Madison. The expansion plans of St. Mary's and Meriter Hospitals, resurgence of Regent and South Park Streets, and uncertainty of the impact of new residential development in the campus and downtown areas made the decision clear to take a proactive stance by defining the future direction of the neighborhood through a neighborhood planning process.

In 2001, the Greenbush Neighborhood Association assembled a successful grant proposal to receive financial assistance from the City of Madison to undertake a planning process. GNA hired on a local planning consultant firm, Schreiber-Anderson & Associates, to provide them with technical assistance. A draft of the plan was submitted three years later for adoption. Although the adoption of the plan was somewhat delayed, it is still relevant to the issues facing the neighborhood and the strategies to transform the neighborhood into a healthy, viable place to live.

### Planning Area

Greenbush Neighborhood is a centrally located, near west residential neighborhood with excellent access to the University of Wisconsin-Madison. The University of Wisconsin-Madison campus lies directly to the north of the neighborhood, with the newly constructed Welcome Center, Kohl Center, and Camp Randall Stadium a short distance away. Downtown Madison is an easy commute by accessing West Washington Avenue. Monona Bay and Lake Wingra lie on the southeastern and southwestern edges. The University of Wisconsin Arboretum, a 1,260-acre ecological research area, and the Henry Vilas Zoo lie on the southern boundary of the neighborhood. See Map 1.1.



Map 1.1: Regional Setting of Greenbush Neighborhood

The Greenbush Neighborhood Planning study area boundaries are: Regent Street on the north, South Park Street on the east, Haywood Drive and Vilas Park Drive on the south, and South Randall Avenue on the west. See Map 1.2. It is an older, built-up neighborhood that can be further characterized by:

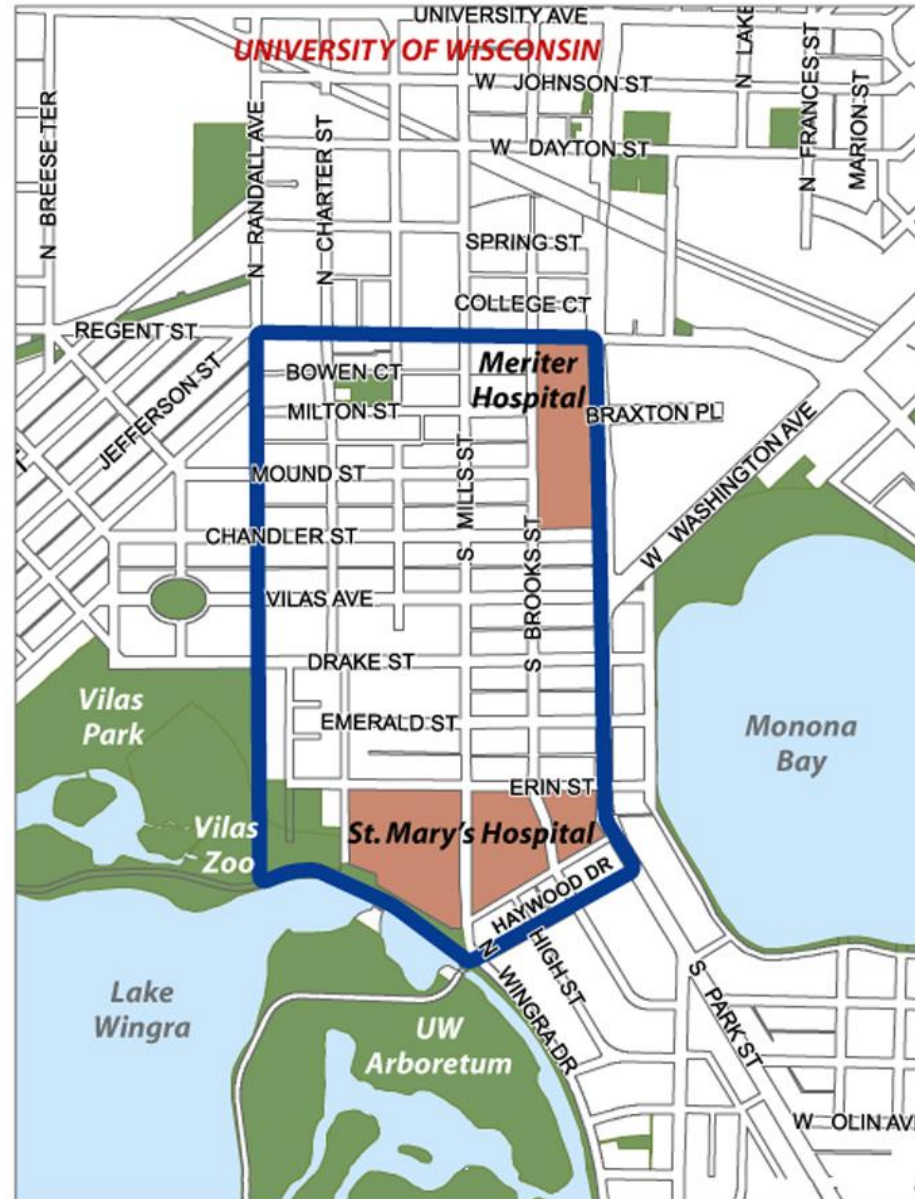
- Charm, energy and culture of university life which influences the level of activity of the neighborhood during the day and night time, especially during the football season;
- Medical community of doctors, nursing and hospital staff of Meriter and St. Mary's Hospitals and the visitors of patients commuting into the area all year long;
- Runners, bicyclists, and nature enthusiasts who take advantage of the arboretum, bicycle paths, and water activities at Lake Wingra and Monona Bay.

Regent Street and South Park Street flank the northern and eastern edge of the neighborhood, respectively. Approximately 30,000 vehicles travel through the neighborhood during the weekday (2006 Average Weekday Traffic Flow) creating a strong barrier to north-south and east-west movement.

### Plan Purpose and Process

Major goals of the Greenbush Neighborhood include ensuring a strong sense of community and identifying and implementing changes that will enhance the area. The purpose of this plan is to:

- Develop a vision and a set of goals and objectives for the residential and business areas
- Identify key issues in the areas of economic development, housing, land use, parks and open space, and transportation identified by neighborhood residents
- Identify short- and long-term action strategies for governmental officials, City staff, and the GNA to foster, initiate, monitor, and implement
- Identify opportunities in timing, funding, and in public-private collaborations to achieve desired outcomes.



Map 1.2: Greenbush Neighborhood Boundaries



Although the neighborhood plan provides direction for proposed improvements it is important for area residents, businesses, and stakeholders to recognize that the implementation of such improvements is contingent upon available resources. Policymakers are responsible for the allocation of resources for the entire City and thus funding for the plan recommendations will be weighed against other worthy projects citywide. 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.

## Relevant Planning Studies

Five other plans have relevance to the Greenbush neighborhood.

Plan	General Content	GNA Relevance
Park Street Revitalization: Possibilities to Reality (2001)	General vision statements for Park Street Corridor	Identifies general improvements to eastern edge of Greenbush Neighborhood
Park Street Corridor: Urban Design Guidelines (2004)	Design guidelines for private property improvements and public streetscape design	Design guidelines for building renovations and additions or new construction for properties abutting Park Street
St. Mary's Hospital Expansion Plan (2005)	A \$174-million, 10 year strategic expansion plan to upgrade and expand the medical facility	Compact expansion of hospital from South Brooks Street to South Park Street. Addition of first floor retail along South Park Street. Removal of nine single-family homes.
Tax Incremental Finance District 26 (Expiration in 2022)	Designation of geographic area to construct public improvements and/or promote development opportunities	Designated area includes roughly South Park Street to South Brooks Street from Haywood Drive to Mound Street (portion that lies within Greenbush Neighborhood)
Regent Street-South Campus Neighborhood Plan (2008)	General and specific recommendations for land use, urban design, transportation, housing, community facilities, and environmental resources	Land use and design guidelines for the commercial properties abutting Regent Street

## Plan Adoption

The Greenbush Neighborhood Plan was adopted July 1, 2008 by the Madison Common Council (ID #10480). During the adoption process, five City Boards and Commissions reviewed the plan recommendations for approval. (See Appendix for Common Council Resolution). Inclusion of neighborhood improvement projects in the capital or operating budgets, work plans, or other sources of funding from state or federal governments are possible ways to implement plan recommendations during the next 5-10 years.

## Section II: Neighborhood History, Existing Conditions and Analysis

### Brief History

Madison’s Greenbush community was home to many of the city’s minorities and new immigrants during the late 19th century and the 20th century. Fondly known as the “Bush,” its boundaries were generally considered to extend from Proudfit Street to South Brooks Street, and from Regent Street to West Main Street. Immigrants reflecting more than twenty different nationalities lived in the Greenbush, including Italians, African Americans and Jews. In the 1960’s, the largest portion of the Greenbush—the Triangle (area bounded by South Park Street, West Washington Avenue, and Regent Street) and the Brittingham area—was bulldozed as a part of urban renewal.

### Demographics

The Greenbush Neighborhood is located within Census Tract 12 (roughly Regent and Proudfit Streets on the north, Monona Bay on the east, Haywood Drive and Lake Wingra on the south, and Monroe Street and Edgewood Drive on the west). Bayview, Brittingham, Parkside and Vilas neighborhood areas are part of the Census Tract 12 area. The demographic information contained in this section includes statistics for the entire census tract unless noted otherwise.

The number of people residing in the neighborhood has been relatively stable over the last three decades. Table 1 shows that the number of people increased by 2.4 percent between 1980 and 1990, but declined by 5.5 percent between 1990 and 2000. In addition, this census tract comprised 3.8 percent of the city’s total population in 1980, 3.5 percent in 1990, and 3.0 percent in 2000.

**Table 1: Total Population by Year, 1980-2000**

Census Tract 12	1980	1990	2000
	6,547 Persons	6,705 Persons	6,330 Persons

Source: U.S. Bureau of the Census, Census Tract 12, 2000

In 2000, a total of 6,330 persons lived in Census Tract 12. Out of the total population of 6,330, 86.1 percent were White, 2.8 percent were Black, 0.2 percent were Native American, 7.3 percent were Asian, and 3.6 percent were of other origin or two or more races. The neighborhood population closely resembled the City’s population: 84.0 percent White, 5.8 percent Black, 0.4 percent Native American, 5.8 percent were Asian, and 4.0 percent were of other origin or two or more races. 3.7 percent of the neighborhood’s population was of Hispanic origin compared to 4.1 percent Citywide.

The neighborhood has become more racially diverse since 1980. The neighborhood’s White population has declined from 91.7 percent in 1980 to 87.5 percent in 1990 to 84.0 percent in 2000. The Black population declined from 3.3 percent in 1980 to 2.4 percent in 1990, but increased to 2.8 percent in 2000. The Asian population increased from 2.2 percent in 1980 to 8.4 percent in 1990, but decreased to 5.8 percent in 2000.

Table 2 shows a higher percentage of persons in the 18-24 year old category residing in this census tract compared to the citywide average, which is attributed to the neighborhood’s proximity to the University of Wisconsin campus. The percentage of census tract residents in this age group has increased from 35 percent in 1980 and 36.6 percent in 1990. The large population of 18-24 year olds contributes to the younger median age of the neighborhood, 24.6 years compared to the City’s 30.6 years.

**Table 2: Percent of Persons By Age Groups in Census Tract 12 and the City of Madison**

	0-4	5-11	12-13	14-17	18-24	25-34	35-44	45-54	55-59	60 and over
Census Tract 12	2.3%	3.8%	1.3%	2.3%	42.0%	17.4%	9.7%	9.8%	2.9%	8.5%
Madison	5.2%	6.8%	2.0%	3.9%	21.4%	17.8%	14.4%	12.8%	3.8%	11.9%

Source: U.S. Bureau of the Census, 2000

## Existing Conditions

This section describes the neighborhood’s physical conditions by specifically addressing transportation and parking, housing, parks and open space, community facilities, zoning, visual character, land use, and linkages/barriers.

## Transportation and Parking

The Greenbush neighborhood has excellent linkages to other parts of Madison via a transportation network with a range of transportation options. See Map 2.1. Public streets are classified as arterial streets, collector streets or local streets. Table 3 shows the general standards to classify streets.



*Regent Street, one of the two major arterials bordering the neighborhood, is a barrier to north-south pedestrian movement between the neighborhood and University of Wisconsin-Madison.*



Map 2.1: Transportation Facilities

**Table 3: Functional Street Classification**

Classification	Description
Principal arterials	Serve longer intra-urban trips and traffic traveling through urban areas. They carry high traffic volumes and provide links to major activity centers.
Minor arterials	Provide intra-community continuity and service to trips of moderate length, with more emphasis on land access than principal arterials. The minor arterial system interconnects with the urban arterial system and provides system connections to the rural collectors.
Collectors	Provide both land access service and traffic circulation within residential neighborhoods, commercial areas, and industrial areas. These facilities collect traffic from the local streets in residential neighborhoods and channel it onto the arterial system. In the central business district, and in other areas of like development and traffic density, the collector system may include the street grid, which forms the basic unit for traffic circulation.
Local streets	Comprise all facilities not on one of the higher systems. They primarily provide direct access to adjacent land and access to higher order systems. Local streets offer the lowest level of mobility, and through-traffic movement on this system is usually discouraged.

Source: Wisconsin Department of Transportation, *Facilities Development Manual*, Procedure 4-1-15.

Table 4 shows street classifications, the right-of-way, pavement width, and sidewalks for all streets within the neighborhood. Two heavily traveled arterials, Regent Street and South Park Street, border the neighborhood, making it one of Madison’s most accessible neighborhoods. Four collector streets – Mills Street, Drake Street, Randall Avenue, and the eastern half of Erin Street – bisect or border the neighborhood, providing convenient bicycle and automobile access throughout the neighborhood.

**Table 4: Street Classification, Right-of-Way, Surface Pavement, and Sidewalk Width**

Street Name	From	To	Functional Classification	Right-of-Way Width	Surface (Pavement) Width	Sidewalks
<b>Bowen Ct.</b>	Mills St.	Orchard St.	Local	40	20	Yes
	Orchard St.	Randall Ave.	Local	50	20	Yes
<b>Brooks St.</b>	Regent St.	Milton St.	Local	66	32	Yes
	Milton St.	Erin St.	Local	66	30	Yes
	Erin St.	Beacon St.	Local	66	38	Yes
	Beacon St.	Haywood Dr.	Local	66	30	Yes
<b>Chandler St.</b>	Park St.	Brooks St.	Local	80	30	Yes
	Brooks St.	Randall St.	Local	60	30	Yes
<b>Charter St.</b>	Regent St.	Milton St.	Local	60	30	Yes
	St. James Ct.	Mound St.	Local	60	34	Yes
	Mound St.	Chandler St.	Local	66	28	Yes

Street Name	From	To	Functional Classification	Right-of-Way Width	Surface (Pavement) Width	Sidewalks
<b>Delaplaine Ct.</b>	Park St.	Brooks St.	Local	30	18	Yes
	Brooks St.	Mills St.	Local	38	22	Yes
<b>Drake St.</b>	Park St.	Randall Ave.	Collector	80	44	Yes
<b>Eberhardt Ct.</b>	Wingra St.	End	Local	40	20	
<b>Emerald St.</b>	Park St.	Mills St.	Local	80	36	Yes
	Mills St.	Randall Ave.	Local	60	32	Yes
<b>Erin St.</b>	Park St.	Mills St.	Collector	75	32	Yes
	Mills St.	Wingra St.	Local	66	30	Yes
<b>Haywood Dr.</b>	Park St.	Mills St.	Local	66	38	Yes
<b>Hoven Ct.</b>	Wingra St.	End	Local	40	20	
<b>Mills St.</b>	Regent St.	Milton St.	Collector	66	44	Yes
	Milton St.	Mound St.	Collector	66	36	Yes
	Mound St.	Drake St.	Collector	66	44	Yes
	Drake St.	Haywood Dr.	Collector	66	36	Yes
<b>Milton Ct.</b>	Milton St.	St. James Ct.	Local	26	19	
<b>Milton St.</b>	Brooks St.	Randall Ave.	Local	60	32	Yes
<b>Mound St.</b>	Brooks St.	Randall Ave.	Local	80	30	Yes
<b>Orchard St.</b>	Regent St.	Milton St.	Local	66	36	Yes
	Milton St.	Vilas Ave.	Local	60	28	Yes
	Vilas Ave.	Drake St.	Local	66	28	Yes
	Drake St.	Erin St.	Local	48	26	Yes
	Erin St.	Wingra Dr.	Local	50	28	Yes
<b>Park St.</b>	Regent St.	Vilas Ave.	Arterial	120	74	Yes
	Vilas Ave.	Haywood Dr.	Arterial	106	72	Yes
<b>Randall St.</b>	Regent St.	Bowen Ct.	Collector	66	34	Yes
	Bowen Ct.	Drake St.	Collector	66	30	Yes
	Drake St.	End	Local	66	24	
<b>Regent St.</b>	Park St.	Randall Ave.	Arterial	66	44	Yes
<b>St. James Ct.</b>	Mills St.	Milton Ct.	Local	26	20	
	Milton Ct.	Orchard St.	Local	33	28	
	Orchard St.	Randall Ave.	Local	26	20	
<b>Vilas Ave.</b>	Park St.	Randall Ave.	Local	80	30	Yes
<b>Vilas Park Dr.</b>	Edgewood Dr.	Orchard St.	Local	60	26	Yes
<b>Wingra St.</b>	Drake St.	End	Local	50	28	Yes

Source: City of Madison, Traffic Engineering Division

All streets within and around the neighborhood are 2-lane streets, except Park Street, which has four lanes. The speed limit throughout the neighborhood is 25 miles per hour, except on South Park Street where the speed limit is 30 miles per hour. Several neighborhood streets, particularly in the northwest corner, have been reconstructed over the past year.

Traffic has generally increased through and around the neighborhood over the past eight years.

Table 5 and Graphs 1-6 show City of Madison traffic counts on Randall Avenue and Regent, Mills, Drake, Brooks and Park Streets every two years between 1993 and 2001.

Traffic remained relatively stable or even declined on Regent, Drake, and Park Streets between 1993 and 1999, but increased substantially between 1999 and 2001.

Mills Street traffic declined between 1993 and 1999, but jumped by about 30 percent between 1999 and 2001 between Regent Street and Bowen Court; traffic sharply declined between Vilas Avenue and Drake Street.

Randall Avenue traffic has gradually increased between Regent Street and Bowen Court, and remained stable between Vilas Avenue and Drake Street.

Traffic on Brooks Street increased by about 50 percent between 1993 and 1997, decreased sharply in 1999, and nearly returned to the 1997 level in 2001.



*Bowen Court is one of several neighborhood streets that have recently been reconstructed.*



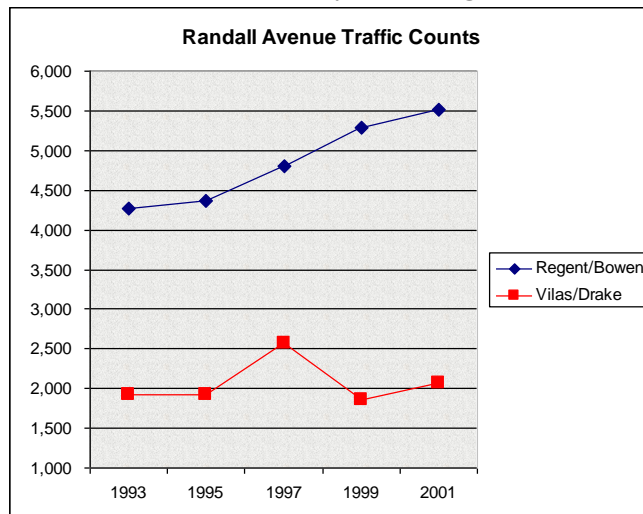
*Mills Street is the busiest street through the neighborhood, carrying the highest volume of traffic, pedestrians, bicyclists and buses.*

**Table 5: Average Daily Traffic Counts by Street Segments, 1993-2001**

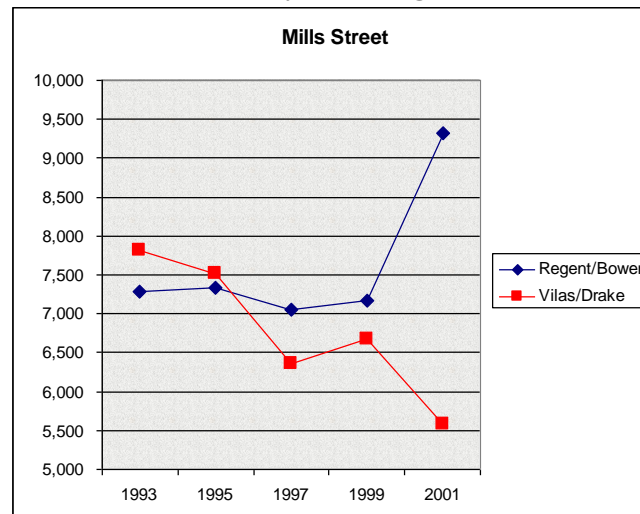
Road	Between	1993	1995	1997	1999	2001
Regent Street	Brooks/Park	25,499	26,793	23,847	26,447	32,939
	Charter/Mills	22,358	25,880	24,169	25,876	29,334
	Randall/Orchard	23,596	24,804	22,036	24,398	24,351
Randall Avenue	Regent/Bowen	4,276	4,366	4,809	5,287	5,514
	Vilas/Drake	1,916	1,916	2,572	1,854	2,067
Mills Street	Regent/Bowen	7,284	7,336	7,055	7,169	9,321
	Vilas/Drake	7,821	7,512	6,360	6,666	5,579
Drake Street	Mills/Brooks	3,558	3,564	3,608	3,957	5,522
	Orchard/Mills	5,833	6,057	6,120	6,093	7,120
	Campbell/Randall	4,924	4,926	4,608	4,921	5,622
Brooks Street	Regent/Milton	4,343	5,299	6,212	4,906	6,104
Park Street	Regent/Braxton	21,487	21,951	22,586	24,111	34,566
	Vilas/Drake	42,638	41,118	39,062	42,588	48,989
	Drake/Emerald	43,879	47,014	39,025	42,666	46,809

Source: City of Madison, Traffic Engineering Division

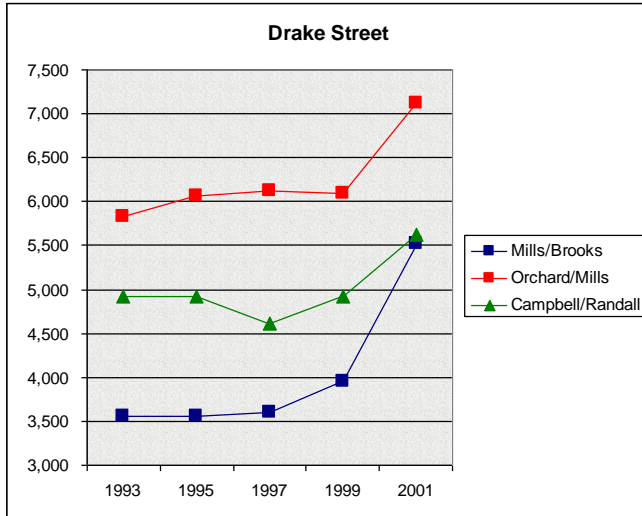
**Graph 1: Randall Avenue by Street Segments**



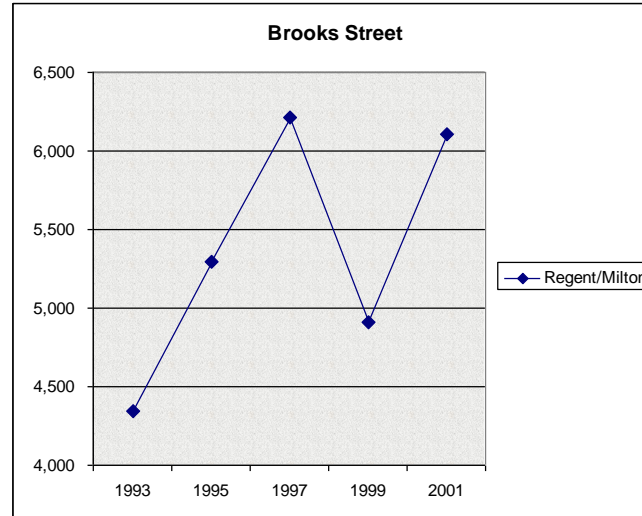
**Graph 2: Mills Street by Street Segments**



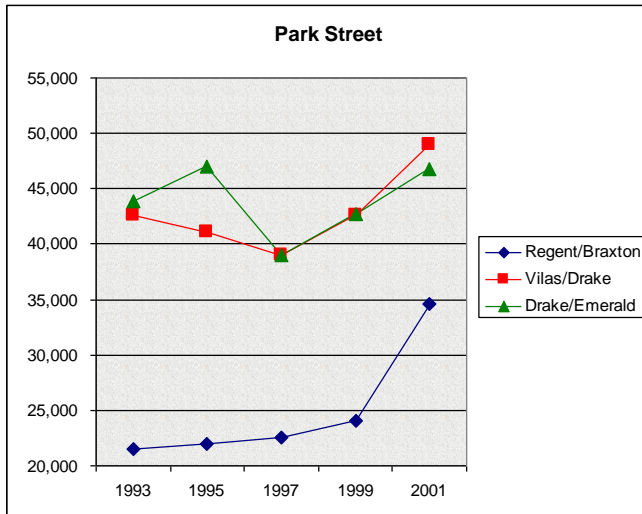
**Graph 3: Drake Street by Street Segments**



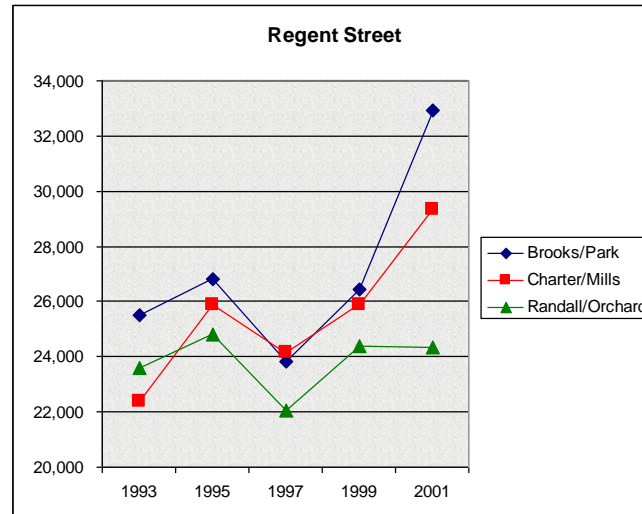
**Graph 4: Brooks Street by Street Segments**



**Graph 5: Park Street by Street Segments**



**Graph 6: Regent Street by Street Segments**



Source: City of Madison, Traffic Engineering Division



Alleys are located on some central neighborhood blocks, such as on the blocks between Mound Street and Chandler Street, Chandler Street and Vilas Avenue, the eastern two blocks between Vilas Avenue and Drake Street, between the Emerald Street and Erin Street blocks, and along the parking lot north of St. Mary's Hospital.

The 2003-2007 Transportation Improvement Program for the Dane County Area, prepared by the Madison Area Metropolitan Planning Organization staff, identifies the Park Street (Regent Street to West Washington Avenue) reconstruction with bike lanes as the only major street project in the neighborhood. Reconstruction began in 2004 and was completed in 2005.

Dane County, City of Madison, Wisconsin Department of Transportation and other interested parties and citizens have completed a study *Transport 2020*, to evaluate a wide range of potential transit options for the Dane County/Madison metropolitan area. The study's locally preferred alternative consists of three elements: the Baseline Alternative, the Initial Start-Up System, and Full System Vision. Each alternative impacts the Greenbush Neighborhood.

- The Baseline Alternative was developed to maximize transit ridership under feasible financial scenarios. This alternative includes expanded regional bus service on Park Street along the neighborhood.
- The Start-Up System was developed to produce a multimodal alternative focused on the most productive segments of the route, while providing a base for a more extensive, multi-line system in the future. The initial start-up system will include expanded local bus system; new express bus routes running inbound during a.m. peak periods and outbound during p.m. peak periods; commuter rail service between Middleton and East Towne; and start-up commuter rail stations, including one on Park Street near the intersection with Regent Street.
- The Full System Vision for the Locally Preferred Alternative (LPA) will include the full local and regional express bus network with the four-line commuter rail system. The LPA Full System Vision includes an expanded Madison Metro local bus system, new express bus routes, new park and ride lots, commuter rail between Middleton and East Towne, a downtown in-street connector (including one on Park Street) as a future component, and several stations throughout the region.

Madison Metro Transit serves the neighborhood along Regent, Mills, Erin and Park Streets, with bus stops nearly every two blocks along each route. See Map 2.1.

The neighborhood is connected to downtown, the University, lakes, and community by bicycle routes on Mills Street and Drake Street and on the bike path along Vilas Park Road. The *Bicycle Transportation Plan for the Madison Area and Dane County* identifies South Randall Avenue and Erin Street as suitable for most bicyclists because they are through streets. In addition, the Park Street reconstruction project will add bicycle lanes to this arterial along the neighborhood's eastern edge.



*A typical neighborhood alley shown here separating residences near St. James Church.*



*Sidewalks exist on nearly all neighborhood streets.*



*There is a lack of parking in the neighborhood.*

The ability to walk to many destinations around the neighborhood and community is one of the benefits and attractions for living in the Greenbush Neighborhood. While the neighborhood streets are generally pedestrian friendly – nearly all have sidewalks on both sides and a few have a sidewalk on one side, there are barriers to pedestrian movement. These barriers include the speed and volume of traffic on South Mills and Drake Streets, which make crossing these streets particularly challenging for children and the elderly. And, crowded on-street parking, particularly on football game days, can block views of on-coming traffic and/or force people to walk around parked vehicles to access crosswalks.

Traffic is primarily controlled throughout the neighborhood by stop signs on most internal streets and traffic signals along Regent and Park Streets. One flashing red light is located at the South Mills Street/Drake Street intersection. Traffic calming, which is comprised mostly of physical treatments such as curb extensions or traffic islands, or changes to streets, helps manage the flow of automobiles throughout a neighborhood by reducing vehicular speed, noise and volume. However, very few traffic-calming devices have been constructed in the neighborhood.

Parking is one of the most important issues in the neighborhood. There is a deficiency of residential, visitor, and employee parking in the neighborhood both during the week and on weekends, particularly during University of Wisconsin-Madison home football games. Consequently, there are large backyard and side yard parking areas in the neighborhood, particularly in the blocks between Mound and Regent Streets.

The availability of on-street parking is restricted by time limits or parking allowed only on one side of a road. Residential parking permits allow extended use of on-street parking. The use of residential streets for long-term employee parking for health care workers contributes to increased traffic in the neighborhood.

Designated bicycle routes exist on Drake and South Mills Streets and Vilas Park Drive. The *Bicycle Transportation Plan* for the Madison Urban Area and Dane County classifies Randall Avenue and Erin Streets as “through streets suitable for most bicyclists,” meaning that there are no formal bicycle lanes but the speed and volume of traffic and street connectivity is appropriate for most bicyclists.

## Housing Characteristics

### Type of Structure

A total of 703 residential structures are located in the Greenbush Neighborhood. See Table 6 and Map 2.2. Single-family structures represent 57.9 percent of the neighborhood’s housing units compared to 48.3 percent in the overall City housing stock. The two largest differences between the neighborhood’s and City’s housing stock are in two-unit and five or more unit structures. Nearly 32.0 percent of all Greenbush residential structures are two-unit structures compared to 6.2 percent for the City. In contrast, only 1.6 percent of all neighborhood structures consist of five or more units compared to 35.8 percent citywide. In addition, three- to four-unit structures represent 9.0 percent of all neighborhood-housing structures compared to 8.7 percent citywide.

**Table 6: Housing Units by Type of Structure and Number of Units**

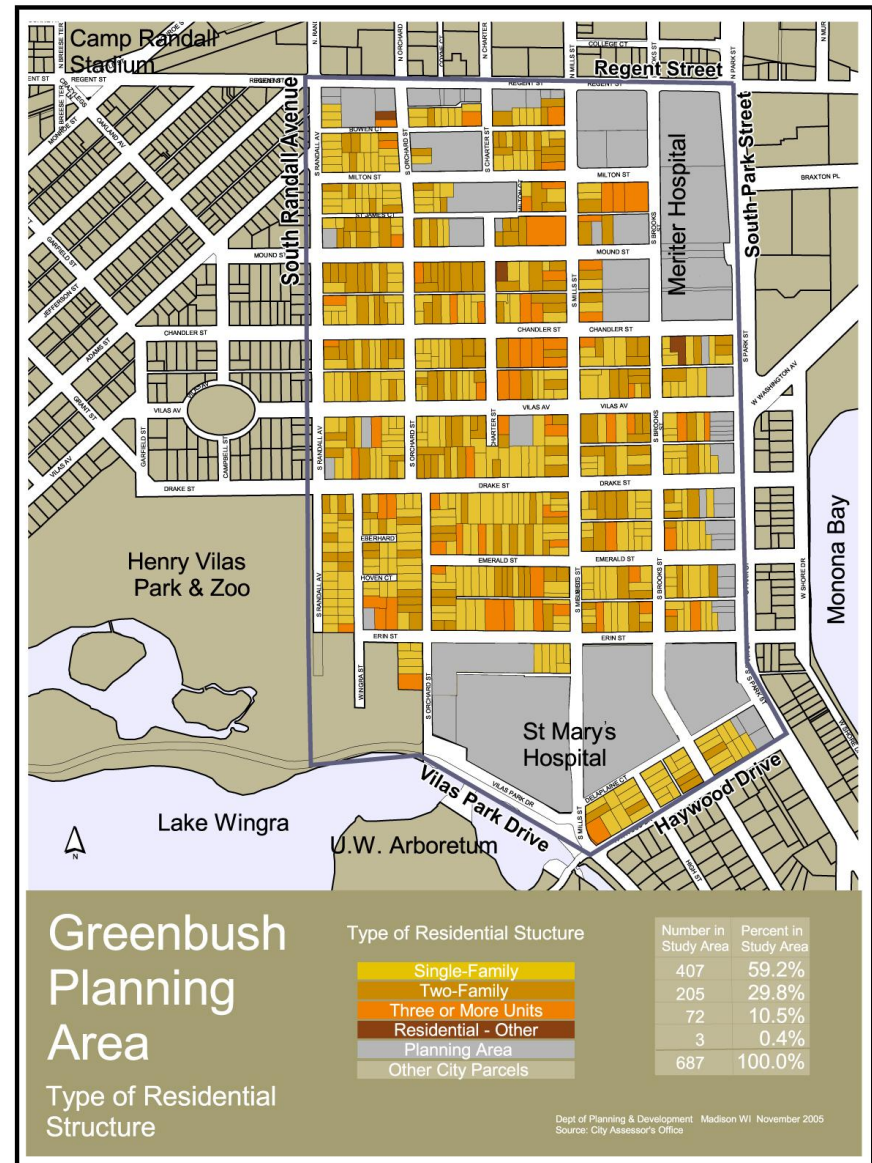
Type of Structure	No. (Percent) of Structures	Number of Units	City of Madison Percent of Structures
Single-family	407 (57.9%)	410	48.3%
Two-Family	222 (31.6%)	432	6.2%
3 & 4-Family	63 (9.0%)	205	8.7%
5+ Family	11 (1.6%)	124	35.8%
Total Units	703 (100.1%)	1,171	99.0%

Source: City of Madison Assessor’s Office, April 2005

Multi-family units are distributed throughout the neighborhood with larger concentrations in the north. There are also a few multi-family structures to south, which are near St. Mary’s Hospital. Directly adjacent to the north, south, and east of the Greenbush Neighborhood lies large concentrations of multi-family living. The Vilas Neighborhood, to the west, primarily consists of single-family structures. The housing characteristics and conditions of the Greenbush Neighborhood allow for diversity, individual character, unique planning opportunities, and variety for interested residents.

### Housing Tenure

Housing tenure refers to whether the housing structure is owner-occupied or non-owner-occupied (“rented”). Table 7 and Map 2.3 shows that out of



Map 2.2: Type of Structures of Greenbush Neighborhood

the total 407 single-family structures in the Greenbush Neighborhood, 190 (46.7% percent) are owner-occupied while 217 (53.3 percent) are non-owner-occupied. Citywide percentages are 68.4 percent owner-occupied and 31.6 percent non-owner-occupied. The city averages are also typical of the adjacent Vilas Neighborhood.

**Table 7: Tenure by Single-Family Structures**

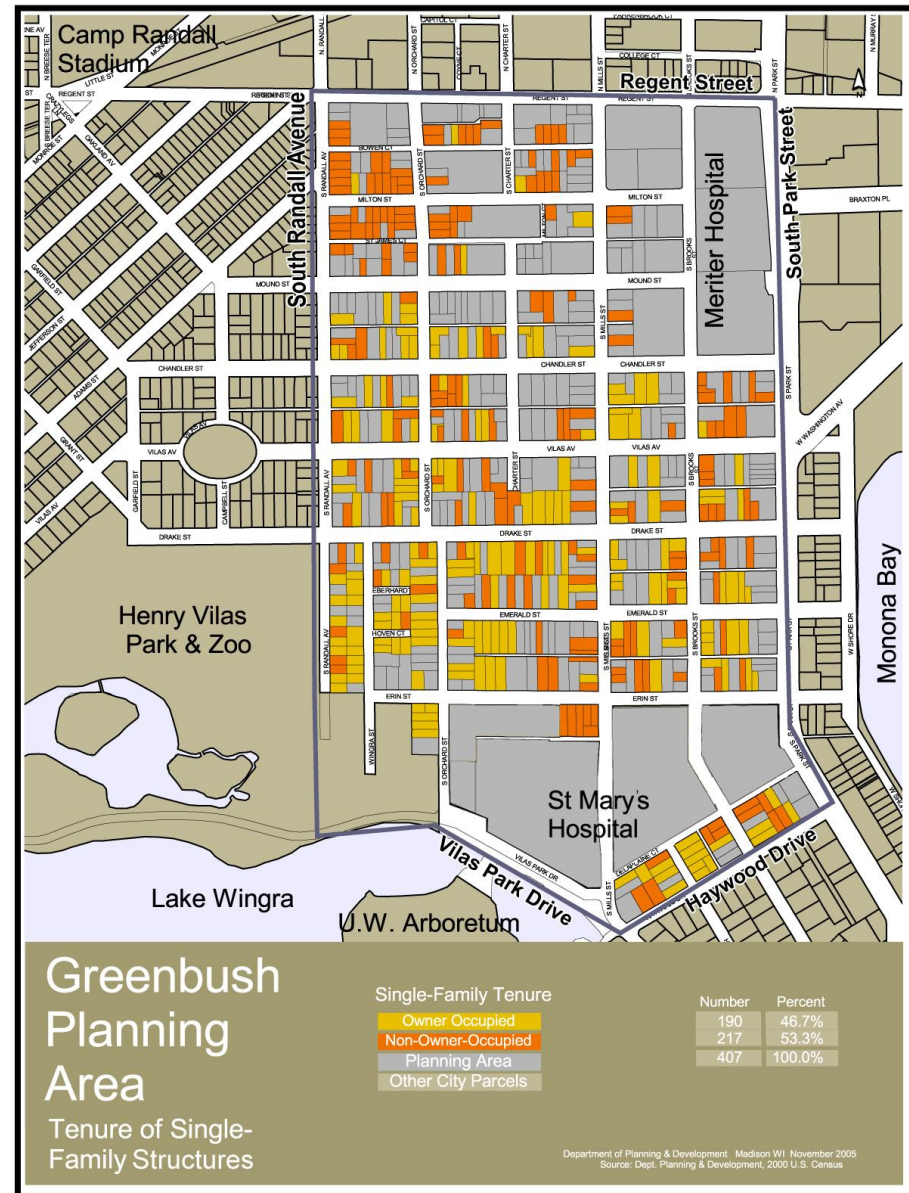
Number of Single-Family Homes	Number (percentage) Of Owner-Occupied Homes	Number (percentage) of Non-Owner-occupied Homes
407	190 (46.7%)	217 (53.3%)

Source: City of Madison Assessor’s Office, 2005

Single-family owner-occupied structures are dispersed throughout the neighborhood with non-owner-occupied structures predominately distributed in the north and on properties adjacent to St. Mary’s Hospital. Single-family owner-occupancy is extremely low from Mound Street to Bowen Court. Many of the single-family structures in this area are typically rented to the college-age population. From Chandler Street to Haywood Drive, single-family, owner-occupied structures are dispersed amongst predominately two-unit structures. Generally, there is no residential block that has a critical mass of single-family structures that is currently owner-occupied. Arboretum Co-Housing, a mixture of existing homes and new homes in two multi-family buildings, has anchored the Erin and Orchard Street area with owner-occupied structures.

*Age of Single-family Structures*

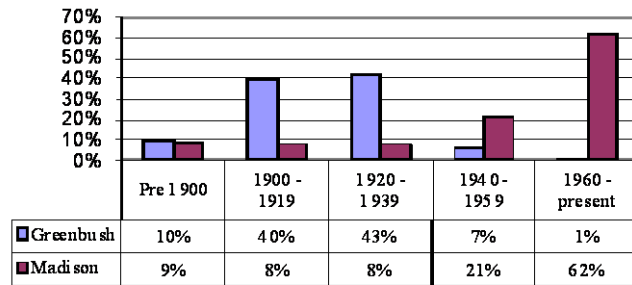
Graph 7 and Map 2.4 show that nearly every single-family residence in the Greenbush Neighborhood was built before 1960. In fact, according to the City of Madison’s Assessor’s Office in April 2002, just two single-family residences – or 0.5 percent of all single-family structures – have been constructed in Greenbush over the past 42 years. The vast majority of single-family houses were built between 1900 and 1939. Specifically, 164 structures (40.3 percent) were built between 1900 and 1919, and 173 (42.5 percent) were built between 1920 and 1939. Twenty-seven structures, or about 6.6 percent, were constructed between 1940 and 1959. The only 41 structures (10%) were built prior to 1900.



Map 2.3: Tenure of Single-Family Structures of Greenbush Neighborhood

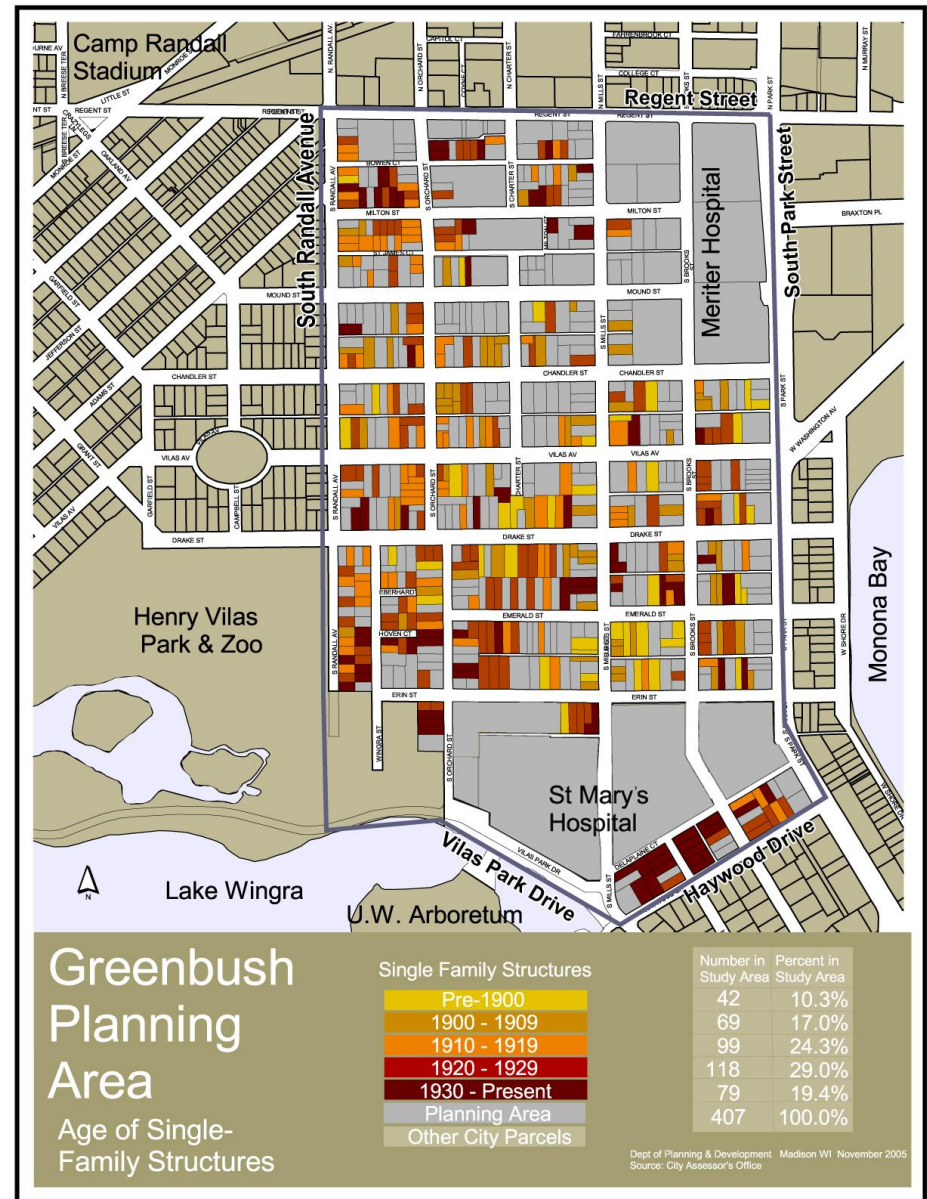
These older structures tend to have assessed values of less than \$170,000. Their location offers good diversity throughout the neighborhood adding to the local vernacular context. Generally, there is also a very good mix of housing ages (1960 and older) along each block. With this mix of age comes diversity among style, character, and assessed value. The historic structures of the neighborhood create a strong sense of identity and enhance the overall character of the Greenbush Neighborhood.

**Graph 7: Age of Greenbush and City of Madison Single-family Structures**



*Assessed Value of Housing*

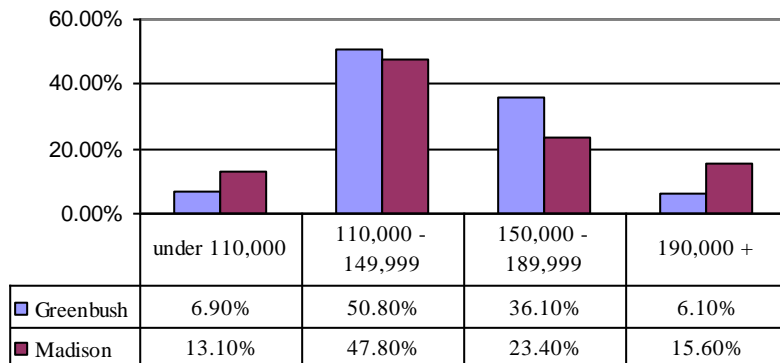
Map 2.5 shows single-family structure assessment data for the year 2005. While the market dictates sale prices of single-family homes, assessment data still provides important information about the value of neighborhood homes in relation to other neighborhoods and the overall City. Graph 8 indicates assessed values of Greenbush properties as compared to the City of Madison. The U.S. Census Bureau breaks assessed values down into \$50,000 increments thereby limiting the number of pricing categories available for comparison. Conversely, when looking strictly at Greenbush (Graph 8), \$20,000 increments give a better idea of the assessed value of the single-family structures within the neighborhood. Here again a diverse pattern in value is established. The most expensive structures (\$190,000 or greater) are generally south of Mound Street and north of Erin Street. They are interspersed amongst other, lesser-valued, structures providing diversity within the neighborhood. This is contrary to the Vilas neighborhood where the large majority of structures is over \$190,000 and



Map 2.4: Age of Single-Family Structures of Greenbush Neighborhood

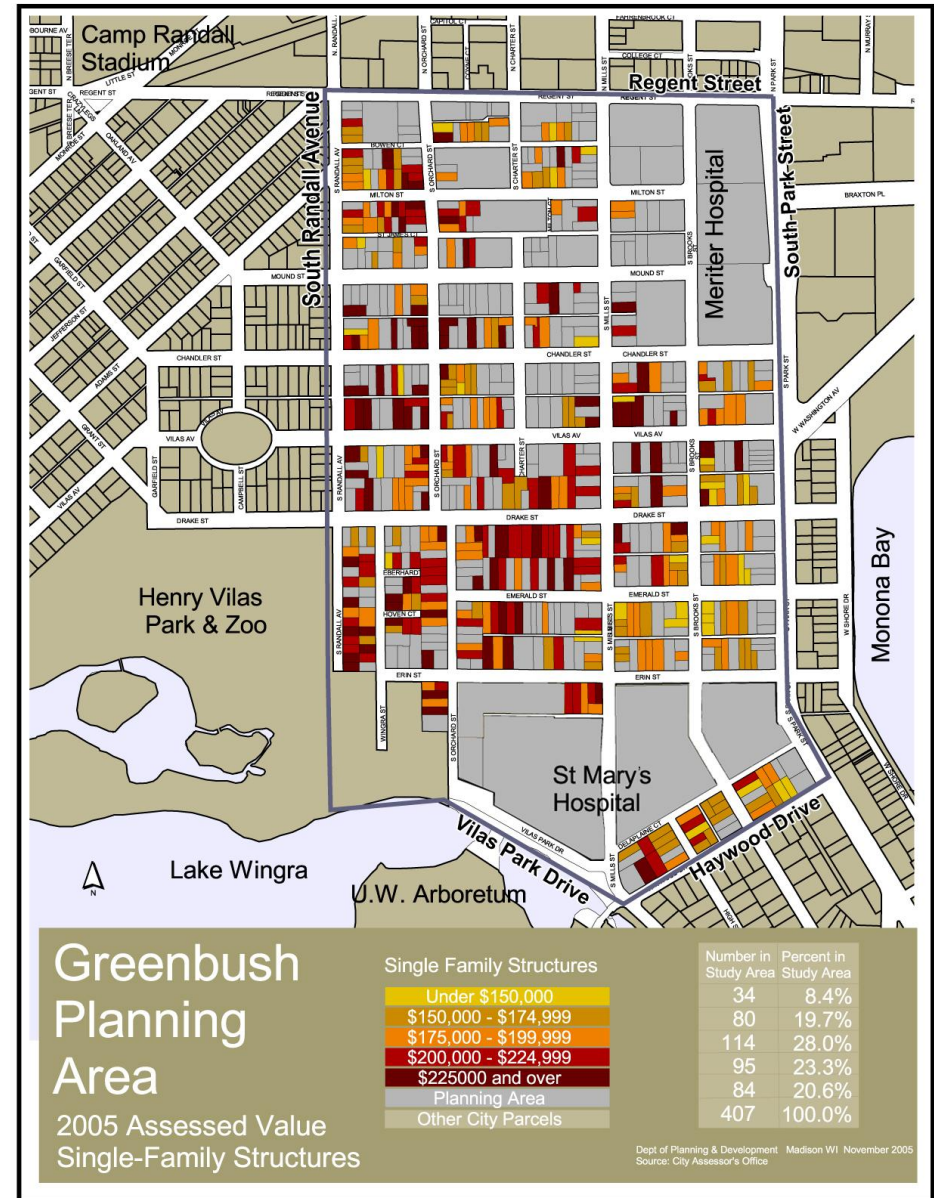
evenly distributed in the neighborhood. The type of tenure between these two areas may be the major contributing factor for their dissimilar characteristics.

**Graph 8: Assessed Value of Single-Family Structures in Greenbush Neighborhood**



*Historic Houses*

Three Greenbush homes are designated as historic landmarks: the Seth and Harriet Van Bergen /James and Susan Bowen House (302 South Mills Street); the Elijah Holborn/Louise and Catherine Voiyer House (612 South Brooks Street); and the Michael and Katherine O’Connell House (1022 Mound Street).



Map 2.5: Assessed Value for Single-Family Structures of Greenbush Neighborhood

## Parks, Open Spaces and Natural Resources

Greenbush Neighborhood residents enjoy access to a variety of parks, open spaces and natural resources both within the neighborhood and within easy walking distance of its boundaries, as shown on Map 2.6. However, park access is more limited to people residing east of South Mills Street and north of Erin Street because the closest park – Brittingham Park – is located on the east side of South Park Street, which is a major pedestrian and bicycle barrier.



*The UW Arboretum is a community treasure to which Greenbush residents enjoy immediate access.*

Henry Vilas Park. Edward Klief Park, which is approximately 1.5 acres, consists of playground facilities, a picnic area, a volleyball court, and a multi-use field.

Henry Vilas Park and Zoo is a combined 74.0 acres. The portion of Vilas Park within the neighborhood includes playground facilities, including the locally well-known dinosaur structure and the Annie C. Stewart Memorial Fountain. In addition, Native American effigy mounds exist in the Vilas Park on the corner of Erin and Wingra Streets. The mounds date from 700-1000 A.D. This mound group has a bird effigy as well as several conical mounds and a linear mound. There are no artifacts of value in mounds, and it is illegal to dig them without the consent of Native American groups.

Two of the parks – Henry Vilas Zoo and Park and the UW Arboretum are also major Madison area attractions. Immediate access to Lake Wingra, Wingra Creek and Monona Bay also provide residents with a variety of water and ice related activities.

Two parks exist within the neighborhood: Edward Klief Park and a part of the

## Greenbush Neighborhood Park and Open Space



Prepared by City of Madison Department of Planning and Development, Planning Unit 11/5/2002

Map 2.6: Parks and Open Space

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Within ¼ mile from the neighborhood are several additional parks, open spaces and natural resources. Bear Mound Park is located one block west of the neighborhood on Vilas Avenue; this Park is 1.6 acres. Brittingham Park and Beach, located east of the neighborhood along Monona Bay, is 12.9 acres. Open Space adjacent to Camp Randall, located northwest of the neighborhood, is about 4.6 acres. Finally, the U.W. Arboretum, located south of the neighborhood, is approximately 1,260 acres.



*Edward Klief Park is one of the two parks located within the neighborhood.*



*The Annie C. Stewart Memorial Fountain is an important neighborhood feature.*



*Native American sacred sites exist in Vilas Park within the neighborhood.*



## Public Facilities and Services

Table 8 identifies public facilities and services for the Greenbush Neighborhood. While the neighborhood enjoys the full compliment of public facilities and services, many of the facilities are not located within the neighborhood boundaries.

**Table 8: Public Facilities and Services**

<b>Fire Stations:</b>	Fire Station #4 (1437 Monroe Street)
<b>Public Health Clinics:</b>	South Madison Health and Family Center (2202 South Park Street at Villager Shopping Center)
<b>Library:</b>	Central Library (201 West Mifflin Street) and Monroe Street Branch (1705 Monroe Street)
<b>Police Districts:</b>	South District, 825 Hughes Place
<b>Polling Place:</b>	Ward 49, Brittingham Apartments, 755 Braxton Place Ward 50, St James Catholic School, 1204 St. James Court Ward 51, Trinity United Methodist Church, 1123 Vilas Avenue
<b>Unique Features</b>	Effigy Mounds in Vilas Park, Annie C. Stewart Memorial Fountain in Vilas Park
<b>Public and Parochial Schools</b>	Franklin Elementary School (305 West Lakeside Street), Randall Elementary School (1802 Regent Street) Hamilton Middle School (4801 Waukesha Street) West High School (30 Ash Street) St. James Catholic School (1204 St. James Court)

Two centers of worship are located within the neighborhood borders. These include Trinity United Methodist Church and St. James Catholic Church. In addition, the Beth Israel Center is located across South Randall Avenue from the neighborhood.

Greenbush has one community center, the Neighborhood House Community Center, located on South Mills Street. It was established in 1916, and is the oldest community center in Madison. Initially, the center served as a social and educational focal point for the European immigrants living in what was known as the Greenbush Neighborhood. Classes in English, sewing, and childcare served the most pressing needs of these new citizens.

In 1921, Neighborhood House moved to 768 West Washington Avenue, and Miss Gay Braxton and Miss Mary Lee Griggs were hired by the Vocational Board to help implement its Americanization Program. The Center's stated



*St. James Catholic Church is one of two churches in Greenbush, and also a neighborhood focal point.*



*Trinity United Methodist Church built this church in 1905.*

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objective was “to assist the foreign born to become better adjusted to American ways, to develop leadership among the new residents, and to acquaint Madison with these newcomers from 28 different countries.” Neighborhood House moved to its present location at 29 South Mills Street in 1965. Today, it offers a wide array of services and activities for all community residents of all ages.

One of the major distinguishing features of the Greenbush Neighborhood from other City neighborhoods is the location of two major hospitals within its boundaries. St. Mary’s Medical Center is located at 700 South Mills Street and Meriter Hospital is located at 202 South Park Street.



*The former Longfellow School, now used as offices, is one of the most architecturally distinguished of all Madison’s school buildings.*



*St. Mary’s Medical Center and Meriter Hospital are two major defining features of the Greenbush neighborhood.*

## Land Use

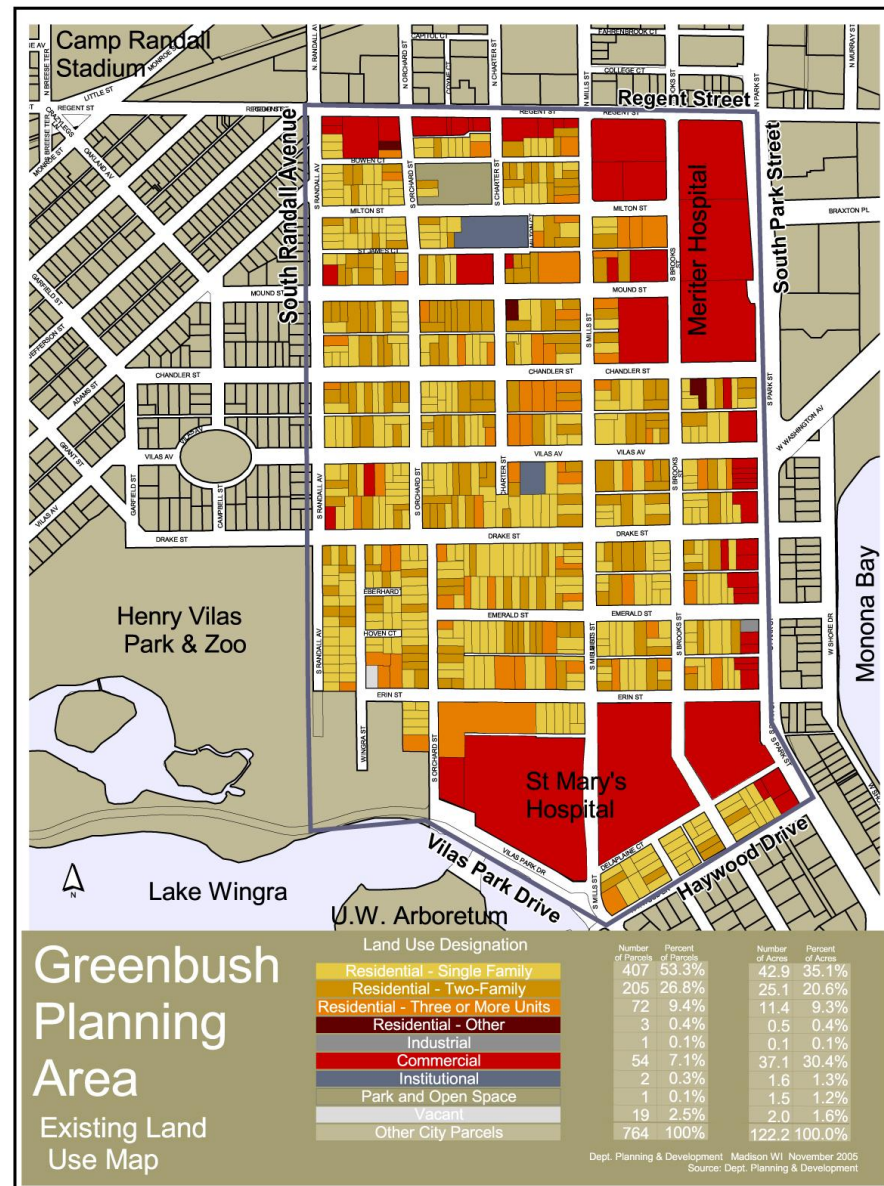
Greenbush’s land uses range from single-family homes to industrial. (See Map 2.7.) The neighborhood’s 131 acres are almost fully developed, with only a few vacant parcels. The land use pattern has been relatively unchanged over the past 50 years, with residential uses occupying a large majority of all interior and western and southern edge parcels and with commercial uses surrounding the neighborhood on the north and east edges.

Table 9 and Graph 9 below show that residential uses are Greenbush’s predominant land use. Residential uses occupy approximately 92 percent of all parcels and 62.5 percent of all land area. The primary residential use is single-family homes, which comprises 407 parcels and 43 acres. There are 222 two-family residential unit parcels, which occupy 26.8 acres. And, multi-family residential uses – three or more residential units in one building – exist on 76 parcels comprising 9.1 acres.

## Commercial

The neighborhood has two commercial districts stretching along South Park and Regent Streets. There are approximately 40 businesses located along both sides of South Park Street and 30 businesses located along both sides of Regent Street. The businesses include a mix of office, retail, food, professional-medical, and service. In addition, several businesses are located within the neighborhood, including the yoga center, laundry mat, day care facilities, grocery, and professional-medical. Collectively, there are approximately 52 commercial parcels on 36.8 acres in Greenbush.

Greenbush’s two churches are the two parcels classified as “institutional parcels” in the neighborhood. These parcels make up 1.4 acres. There is one industrial use located along Park Street on a .01-acre parcel. Park and open space account for only one 10.6-acre parcel in the neighborhood. And, there are three vacant parcels, which comprise 0.4 acres.



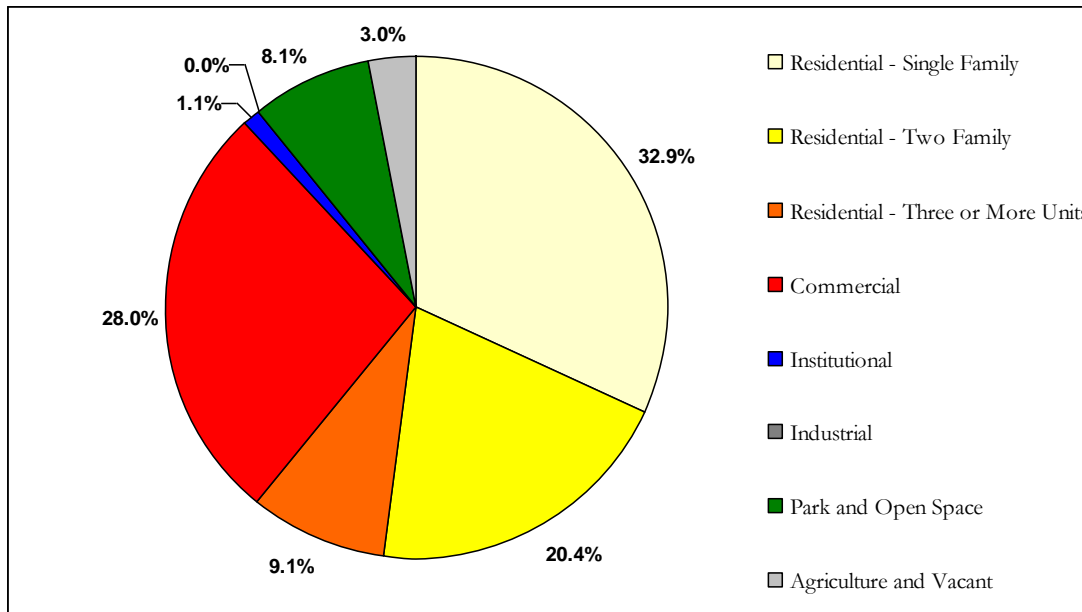
Map 2.7: Existing Land Use

**Table 9: Existing Land Use in Greenbush**

Land Use	Number of Parcels	Percent of all Parcels	Number of Acres	Percent of Total Acres
Residential – Single-family	407	53.3%	43.1	32.9%
Residential – 2-Family	222	29.1%	26.8	20.4%
Residential – 3 or more units	76	9.9%	12.0	9.1%
Commercial	52	6.8%	36.8	28%
Institutional	2	0.3%	1.4	1.1%
Industrial	1	0.1%	0.1	0.1%
Park and Open Space	1	0.1%	10.6	8.1%
Agriculture and Vacant	3	0.4%	0.4	0.3%
<b>Total</b>	<b>764</b>	<b>100.0%</b>	<b>131.2</b>	<b>100.0%</b>

Source: City of Madison, Department of Planning & Development , April 17, 2002

**Graph 9: Existing Land Use by Percentage of Total Acreage**



Source: City of Madison, Department of Planning & Development, April 17, 2002

## Zoning

The City of Madison Zoning Ordinance regulates land use development in Greenbush Neighborhood. Zoning regulates and affects such things as land use, types of structure permitted, building heights, setbacks, and minimum useable open space within specified zoning districts. Ten different zoning districts exist in the Greenbush Neighborhood. See Map 2.8.

The two predominant zoning districts with the neighborhood are R3 and R4:

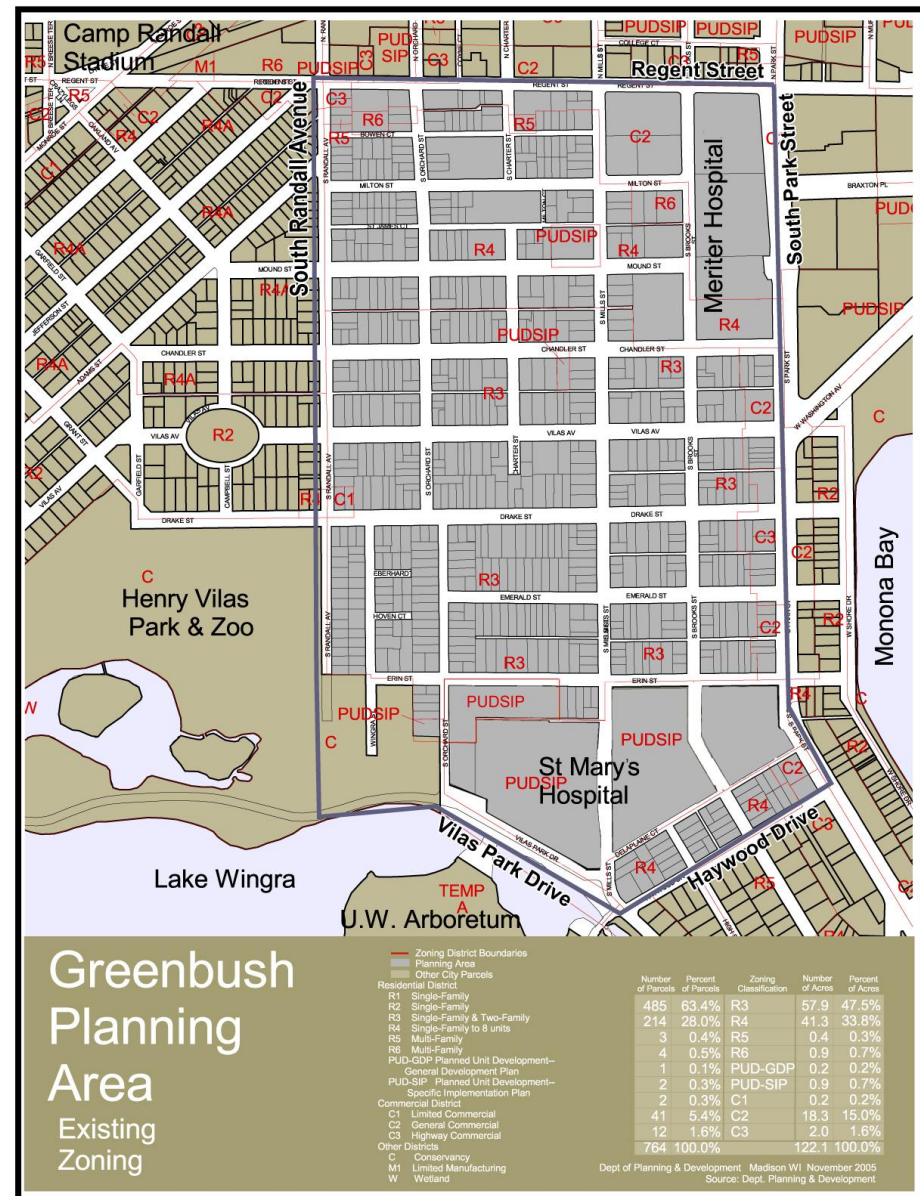
- The R3 district allows single-family and two family-residences, and is the primary zoning district for the southern two-thirds of the neighborhood's residential area.
- The R4 district allows a greater variety of residential uses, ranging from single-family residential to 8-unit multi-family uses. The R4 district covers the residential areas in the northern one-third of Greenbush.

Neighborhood edges along Regent and Park Streets are primarily zoned C2 or C3, which allow commercial uses. Properties north of Regent Street, mostly owned by the University of Wisconsin, have several different zoning districts, including manufacturing, multi-family, and Planned Unit Development – Specific Implementation Plan. Henry Vilas Park and Zoo and the U.W. Arboretum on the neighborhoods southern and southwest edges are zoned Conservancy, which mostly limits development to parks-related facilities. To the west, the Vilas Neighborhood is primarily zoned R2, which allows single-family residential uses, and R4.

## Linkages and Barriers

Linkages are connections between the Greenbush Neighborhood and surrounding areas as well as the larger Madison community. Barriers block or hinder movement in and out of the neighborhood.

Major neighborhood access streets connect the neighborhood to surrounding areas, Madison and the region. Major access points include:



Map 2.8: Existing Zoning

- Drake Street to the Vilas Neighborhood on the west and Park Street corridor on the east;
- Vilas Avenue to W. Washington Avenue, State Capitol and downtown;
- Randall Avenue and Mills Street to the University of Wisconsin and Regent Street commercial corridor;
- Mills Street to the U.W. Arboretum to the south;
- Orchard Street to Vilas Park Drive;
- Erin Street to the Park Street corridor; and
- Regent and Park Streets to larger Madison community and regional street and transit networks.

All of these major neighborhood access streets include sidewalks and most are suitable for bicyclists (except Park Street), and transit service around and within the neighborhood provides strong connections between the neighborhood and community for all residents and visitors.

The major neighborhood gateways exist at the intersections of Regent Street and Randall Avenue; Park and Regent Streets; Vilas Avenue, Park Street, and West Washington Avenue; and Haywood Drive and Park Street.

However, the major access points and gateways are weakly defined: it is not clear to outsiders when or where the neighborhood begins or ends.

In addition to the major linkages, four local streets between the Greenbush and Vilas Neighborhoods provide strong connections between the residential areas of these neighborhoods.

Park Street is the greatest neighborhood barrier. Park Street is a major neighborhood edge that is very wide with a great deal of pavement, and traffic volumes range between 20,000 and 48,000 cars per day depending on the location. Major Park Street intersections such as Fish Hatchery Road, a few blocks south of the neighborhood, and West Washington Avenue move traffic very well but are poorly designed for pedestrian movement and crossing.

The width and design of Park Street make it difficult to cross safely for all modes of transportation, but particularly for pedestrians and bicyclists. Much of Park Street is comprised of separate building sites with limited connections between the buildings and the public street. These large gaps between uses, combined with narrow sidewalks, impact street life and pedestrian character. Consequently the street is a major barrier between the neighborhood, Park Street commercial uses, Brittingham Park, Monona Bay, the State Capitol and downtown.

The Park Street revitalization project, funded through a Dane County Better Urban Infill Development (BUILD) grant, will address many of these barriers and propose strong linkages between the neighborhood and both Madison and the region.



*Park Street is the greatest neighborhood barrier.*

Regent Street is a significantly smaller neighborhood barrier. Regent Street is a narrower 4-lane street with slower traffic. But, its traffic volumes of 24,000 to nearly 33,000 vehicles per day depending on the location – and the significant increase in traffic volumes over the past few years – make crossing this street much more challenging for pedestrians and bicyclists traveling to the University or Camp Randall Stadium.

In addition, the lack of bicycle lanes along Regent Street and narrow sidewalks immediately adjacent to the road impede pedestrian and bicycle mobility along this arterial.

### Visual Character

The visual character of the Greenbush Neighborhood is defined by several key elements.

- The variety of housing types and styles throughout the neighborhood, ranging from small single-family residences to large multi-family structures, affect visual character as shown in photographs.
- Pedestrian-friendly housing with front porches, street-facing windows, and short setbacks from the sidewalk and/or street make walking through the neighborhood easy, safe, and enjoyable.
- The dominance of pre-1960 residential construction is a defining Greenbush characteristic.
- The variety of architectural styles, including Italianate, Greek Revival, Queen Anne, American Craftsman, Romanesque Revival, Bungalow, show the eclectic nature of developments in Greenbush.
- The streetscape of the neighborhood’s local streets, which include tree-lined, canopied streets; sidewalks; curbs; gutters; short building setbacks; and pedestrian-oriented buildings create street life and interactions among people and places.
- Traditional street grid and block pattern encourages pedestrian travel and disperses automobile traffic.
- Parks and opens spaces along the southwestern neighborhood edges bring natural resources into the neighborhood.



*Residences throughout the neighborhood are pedestrian-friendly with front porches, street-side windows, and short setbacks.*

- The existence of two major medical facilities on several large blocks impacts neighborhood connectivity and aesthetics.
- Compact development is a defining feature of Greenbush.
- Street-terminating views of the Annie C. Stewart Memorial Fountain, Monona Bay, Henry Vilas Park, Wingra Creek, and St. James Church, Bear Mound Park provide traffic calming, outstanding vistas, and aesthetics into the area.
- Signage in the residential and commercial areas impacts the overall neighborhood look and feel.
- Commercial facades along Regent and South Park Streets need upgrading to improve the pedestrian environment along these corridors.



*Regent Street is also a neighborhood barrier, but significantly less so than South Park Street.*



*Many of the residential housing located closer to the campus display Bucky Badger signs or other sport memorabilia to windows, porches or other visual locations.*

- Scattered neighborhood service non-residential uses in the predominantly residential areas such as the ZuZu Cafe, Mound Street Laundry, Mound Street Yoga Center, Neighborhood House, churches, day cares, parks and more create activity and street life to all parts of Greenbush.
- The existence of alleys on several neighborhood blocks provides pedestrian networks as well as the ability to place trash and garbage facilities and parking behind structures.
- Deferred maintenance of rental properties affects the visual character and historic integrity of the neighborhood, particularly on some properties near Regent and South Park Streets.
- Some rear parking areas are unsightly due to a variety of undefined parking situations, unscreened trash areas, and little or no landscaping.
- Landscaping on the neighborhood's residential lots varies.
- Decks and outdoor spaces provide opportunities for interaction between residents and passerbys, but some are in need of maintenance and repair.
- Bicycle and automobile parking areas are scattered all over residential properties, creating unsightly areas.



*Typical Greenbush streetscape with pedestrian-friendly streets, sidewalks, green buffer areas, canopy trees, and parked cars.*



*Decks throughout the neighborhood provide a diverse set of interactions and activities for neighborhood residents and visitors.*



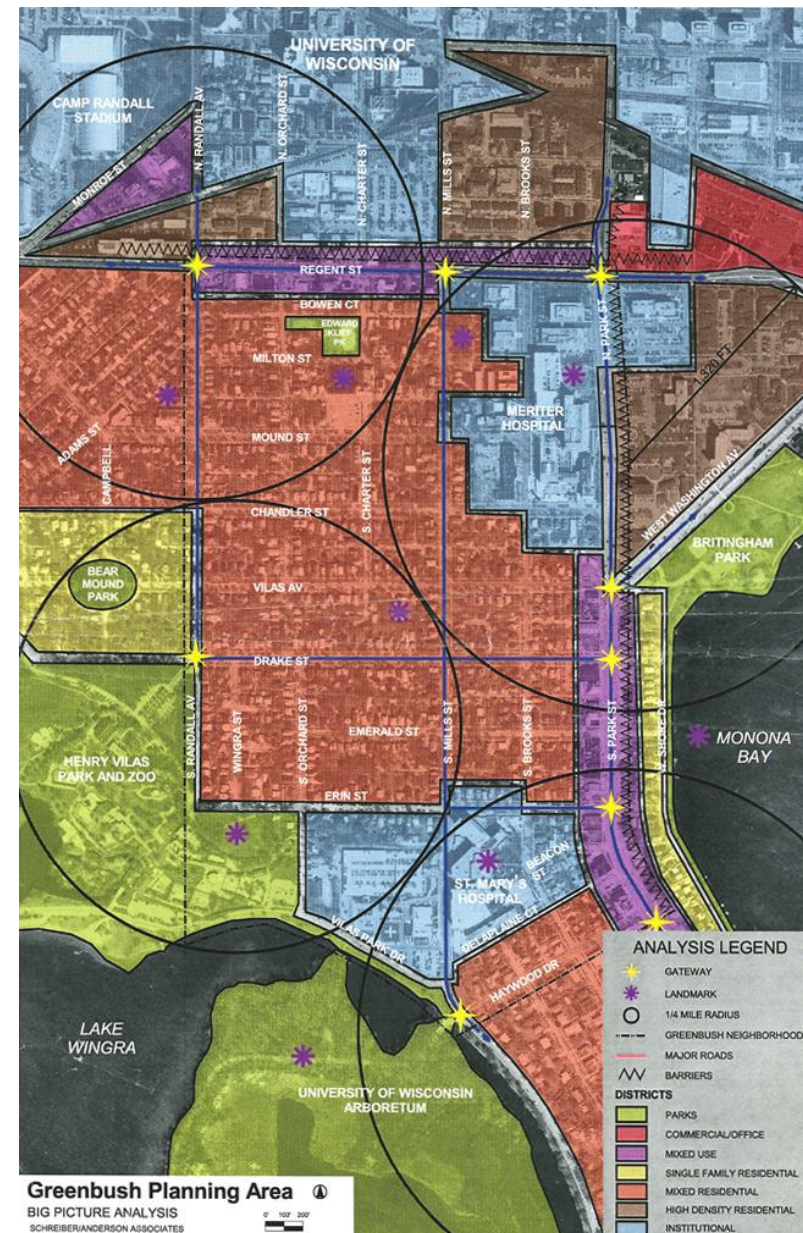
## Section III: Big Picture Analysis – The Greenbush Neighborhood within the City of Madison

The Greenbush neighborhood is one of the most centrally located neighborhoods in the Madison urban area, adjacent to downtown and near several major street networks, Madison’s central open space system, lakes, the State Capitol, the University of Wisconsin, and other neighborhoods. Greenbush’s boundaries have been adjusted a few times over the years, most recently settling on Regent Street on the north, South Park Street on the east, Vilas Park Drive and Haywood Drive on the south, and South Randall Avenue on the west.

Map 3.1 shows the “Big Picture” of the Greenbush Neighborhood, including the neighborhood’s major transportation networks, gateways, edges, districts, and landmarks. The analysis provides a framework for understanding how the neighborhood fits into the larger Madison metropolitan area.

### Transportation

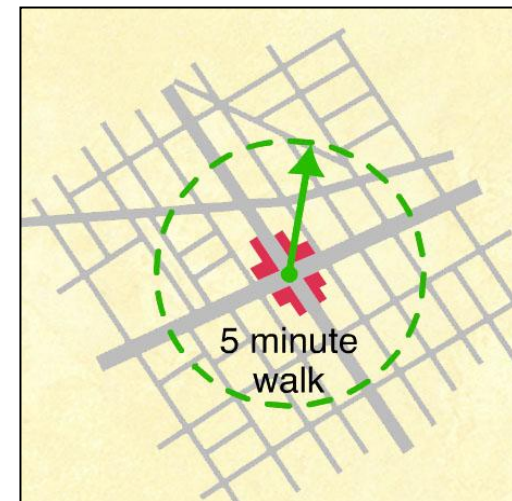
- The Greenbush Neighborhood is well connected to Madison and the region by a variety of transportation networks and routes. It serves as an important gateway for visitors and commuters to major activity, governmental, educational, health care and employment centers in Madison.
- Park Street is a regional multimodal transportation corridor serving Madison and the region.
  - It is an important state-connecting highway (STH 151) that intersects other arterial streets and the Beltline Highway to connect with destinations throughout Madison and outlying communities.
  - Park Street is a key Madison Metro route, which includes the South Transfer Point located at the intersection of South Park Street and Badger Road.
  - Park Street has a combination of on-street bicycle lanes and wide curb lanes that accommodate bicycle use – although not very well along the Greenbush Neighborhood. Park Street is connected by way of the Wingra Creek Parkway to the Isthmus Bicycle Trail and the Capital City Trail, which lead to other community-wide and statewide bicycle trail systems.
  - The Wisconsin and Southern Railroad corridor is located ¼ mile east of Park Street. This corridor has been identified as a potential commuter rail



Map 3.1: Big Picture Analysis of Greenbush Neighborhood

corridor in Dane County’s Alternative Transportation Analysis. This corridor intersects with other proposed commuter rail corridors including the Mazomanie to Sun Prairie corridor and the Deforest to Stoughton Corridor.

- Park Street provides connections to the downtown, University of Wisconsin, major employment centers, hospitals, health care facilities and state offices.
- Regent Street is an important transportation corridor connecting the Greenbush Neighborhood to the University of Wisconsin to Madison’s west side and to downtown destinations.
  - Regent Street is also an important Madison Metro route, with bus stops along the neighborhood.
  - Bicycle transportation is discouraged on Regent Street, but many bicyclists cross Regent Street to and from the Greenbush Neighborhood.
- Drake Street provides important east-west access through Greenbush connecting South Park Street to the Henry Vilas Zoo and Park, Vilas Neighborhood, Edgewood College, and Monroe Street area. Cut through traffic on Drake Street contributes to increased traffic throughout the neighborhood.
- South Mills Street serves as Greenbush’s major internal north-south collector street. This multi-modal street provides for automobile, bus, bicycle and pedestrian routes. It provides direct access to the UW Arboretum to the south and University of Wisconsin to the north.
- The use of residential streets for University of Wisconsin football game parking significantly contributes to increased traffic in the neighborhood.
- Erin Street provides direct access to St. Mary’s Medical Center to and from Park Street, as well as bus service between South Mills and South Park Streets.
- Brooks Street provides direct access to Meriter Hospital and its associated facilities between Regent Street and Chandler Street.
- The neighborhood has direct access to the State Capitol and downtown via West Washington Avenue.
- The optimal size of a neighborhood is a quarter-mile (1,320 feet) from center to edge, which is shown at the right, and referred to as “pedestrian sheds.” For most people, a quarter mile is a five-minute walk. For a neighborhood to feel walkable, many daily needs should be supplied within this five-minute walk, including homes, stores, workplaces, schools, houses of worship, and recreational areas. The pedestrian shed is also the basic structure for organizing a neighborhood and allows the neighborhood to determine the types and locations of uses in relation to the convenient walking distance for residents. Map 3.1 illustrates a pedestrian shed analysis for Greenbush. The pedestrian sheds were created for illustrative purposes only – to give residents an idea of how the neighborhood is organized. In reality, each residence and each resident has his/her own pedestrian shed and all of these areas overlap throughout the neighborhood.
- Northwest quadrant residents enjoy easy access to Regent Street’s mixed-use corridor, a park, places of worship, the University of Wisconsin campus, the Mound Street Yoga Center, and a variety of basic neighborhood services. However, Regent Street also poses as a significant barrier to pedestrian movement with the high traffic volumes. Some of the key landmarks within or immediately adjacent to this pedestrian shed include St. James Catholic Church, the Beth Israel Center, and Howard Klief Park. This area also holds the largest concentration of multi-family, non-owner-occupied housing in the neighborhood. Bus stops are also located within a five-minute walk from any point within the area on Regent Street. And, two neighborhood gateways are within this quadrant.



*For most people, a quarter mile is a five-minute walk. This diagram illustrates how to determine the uses within a five-minute walk for different parts of a neighborhood. Source: Congress for the New Urbanism.*

- Northeast quadrant residents are located within a 5-minute walk to the Regent and Park Street corridors; parks; the Neighborhood House Community Center; bus stops along South Mills, Regent, and Parks Streets; places of worship, and the University of Wisconsin campus. The Neighborhood House is the only landmark within this pedestrian shed, but most neighborhood residents enjoy walking distance to many of Greenbush's landmarks. Residents and health care employees are within easy walking distance of a variety of neighborhood services. Four gateways are also located within or immediately adjacent to this quadrant. However, Regent and Park Streets, and Meriter Hospital present significant barriers to pedestrian and bicycle movement in and out of the neighborhood.
- Southwest pedestrian shed residents are within easy walking distance of Vilas Park and Zoo, Bear Mound Park, the UW Arboretum, ZuZu Cafe, and bus stops along South Mills Street. This area has higher assessed single-family residences and more owner-occupied single-family residences than other parts of the neighborhood. There are two landmarks within this pedestrian shed and one gateway.
- Southeast pedestrian shed residents are within close proximity to the UW Arboretum, Henry Vilas Park and Zoo, and the Park Street corridor. However, Park Street and St. Mary's Hospital are important barriers to pedestrian and bicycle travel to most parts of the Greenbush Neighborhood as well as to Brittingham Park. One landmark is located in the area at St. Mary's Hospital, and two neighborhood gateways are located in this quadrant at Park and Erin Streets, and at the intersection of Wingra Drive, Mills Street, and Vilas Park Drive.
- Parking is a major neighborhood issue with a lack of on-site parking for many multi-family structures, hospital employee parking, and University of Wisconsin student and faculty parking, Regent and Park Street corridor parking.

## Gateways

Gateways are the most important entrances into the neighborhood that may contain high traffic (pedestrian, automobile, bus, or bicycle) volumes, most visible and defining neighborhood features, and/or adjacent to key community destinations such as the UW Arboretum or University of Wisconsin. The major gateways into the Greenbush Neighborhood are located at the following intersections:

- Randall Avenue and Regent Street
- Mills Street and Regent Street
- Regent and Park Streets
- Park Street and Vilas and West Washington Avenues
- Drake Street and Park Street
- Erin Street and Park Street
- Haywood Drive and Park Street
- Mills Street, Vilas Park and Wingra Drives
- Drake Street and Randall Avenue

Neighborhood gateways are not marked and it is difficult to determine when entering or exiting the neighborhood.

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## Edges

- Neighborhood edges along Park and Regent Streets are well defined. These edges are mixed-use corridors with a variety of commercial uses, some of which are neighborhood serving and others are not.
- The Vilas Neighborhood borders the neighborhood to the west; the neighborhoods were once all within the Vilas/Brittingham Park Neighborhood boundaries and share many similarities.
- Henry Vilas Park and Zoo and UW Arboretum border Greenbush to the southwest.
- The neighborhood is within ¼ to ½ mile walking radius of key community, downtown and university destinations from its edges, including Henry Vilas Zoo and Park; Monona Bay; Lake Wingra; the University of Wisconsin-Madison campus, Camp Randall and Arboretum; and the Park Street and Regent Street mixed-use areas.

## Districts

- The Regent and Park Street corridors are mixed-use districts within and adjacent to Greenbush. These districts provide a variety of commercial, office, and residential uses.
- The area between Regent Street and Mound Street is primarily a two-family and multi-family housing district. Student residents mostly rent these residences. Single-family residences are also scattered throughout this area. This district also includes the Mound Street Laundry, St. James Roman Catholic Church, and Edward Klief Park.
- The central part of the neighborhood from Mound Street to Erin Street is primarily a residential district that includes a mix of single-family and two-family residences, a majority of which is owner-occupied. This district also includes a few blocks of residential properties south of St. Mary's Hospital.
- There are two health care districts in the neighborhood.
  - The northeast corner of Greenbush is one health district, which is predominantly occupied by Meriter Hospital, its associated facilities, and residential properties.
  - Most of the neighborhood's southern end consists of the second health care district, consisting of St. Mary's Medical Center, its associated facilities, and residential properties.
- A variety of districts surround the neighborhood.
  - The Vilas Park district and UW Arboretum – large open spaces with active and passive recreation opportunities, burial grounds, and natural resources – are located on the southwestern edges of the neighborhood.
  - Several districts abut the Regent Street mixed-use district, including the University of Wisconsin, mixed-use, high-density housing, and commercial/office districts.

## Landmarks

- The two most prominent neighborhood landmarks are St. Mary's Medical Center (700 South Mills Street) and Meriter Hospital (202 South Park Street) because of their size – occupying several blocks – and located on or near South Park Street and Regent Street.
- St. James Roman Catholic Church (1128 St. James Court) is an important neighborhood landmark. The brick rectory, constructed in 1905-1906, is Madison's best example of late Romanesque Revival architecture.

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- The Annie C. Stewart Memorial Fountain (Erin Street at Wingra Street) is a prominent Greenbush landmark, although it is in need of major restoration.
  - Longfellow School (1010 Chandler Street) is one of the most architecturally distinguished of all Madison’s school buildings – even though its use as a school was discontinued in 1980. The excellence of the design of the Tudor and Jacobean-influenced stone detailing on its center portion and around its entrance doors is typical of the best work of the distinguished Madison architectural firm of Law, Law, and Potter.
  - The Neighborhood House Community Center (29 South Mills Street) is an important neighborhood focal point as a community-gathering place, as well as for the variety of programs for seniors and youth.
  - Trinity United Methodist Church (1123 Vilas Avenue) and Beth Israel Center (1406 Mound Street) are also important neighborhood focal points.

### **Barriers**

Barriers either partially or fully close one area of a community or neighborhood off from another area of the community or neighborhood. The Greenbush Neighborhood has two obstacles and barriers that limit the neighborhood’s connections with other neighborhoods. The most significant barrier exists at the Park Street corridor. Pedestrian and bicycle traffic is severely limited into and out of the neighborhood by this corridor. Park Street needs to be improved as a place to live and a corridor that binds neighborhoods together into a community.

Regent Street is also a barrier, but less so than Park Street. Regent Street is narrower than Park Street, and it experiences less traffic volume and speeds. But, Regent Street poses as a significant barrier during rush hour when all four lanes are open for automobile traffic. Barriers along Regent Street must also be minimized because of the high volumes of student traffic accessing the UW-Madison.

Traveling across both corridors is challenging for all modes of transportation, and neither corridor is pedestrian or bicycle-friendly.

## Section IV: Vision, Goals & Recommendations

### Neighborhood Vision Statements

The Greenbush Neighborhood will continue its rich tradition of being a diverse, stable neighborhood, including affordable housing, a downtown character, and access to ample greenspace. There are six specific subareas in which to preserve or initiate change to improve the condition, quality of life, and vitality of the neighborhood. Map 4.1 is color coded to reflect the six subareas of interest.

**Park and Regent Street Corridors (Red):** The neighborhood’s vision for Park and Regent Streets are pedestrian-friendly, mixed-use corridors. The corridors should include mixed-use developments with buildings between two- and four-stories in height. Residential units should be located on upper floors and neighborhood-friendly offices or retail uses on the street-level floors (e.g., restaurants, hairstylists, etc.). Parking should be located behind the buildings and appropriately screened with landscaping, etc.

Underutilized properties in the corridors, such as an old water utility building at the intersection of South Park Street and West Washington Avenue, one-story storefronts in the 700 block on the west side of Park Street, and buildings on the west side of the 300 block of South Park Street should be redeveloped. While redevelopment is encouraged, neighborhood residents hope that future developers will appreciate, rehabilitate, and incorporate the original brick buildings on South Park Street, like the Ideal Body Shop.

**Medical District (Blue):** Retain medical facilities within the neighborhood; however, expansion of such facilities should be compact. Support greater building heights toward South Park and Regent Streets. New constructions should be of high quality building design, materials and landscaping that is reflective of the historic, architectural features of the neighborhood. Along the street frontage of Regent and South Park Streets, incorporate building design features that are pedestrian-oriented, such as first floor retail, streetscape furniture, and public art pieces representing the cultural heritage of the area. Preserve the former Longfellow School.

**Area 1 (Purple):** From Chandler to Erin Streets between South Randall Avenue and the back lots of properties along South Mills Street, the existing housing stock should be preserved and homeownership should be increased. Reconvert existing 2-flats, multi-family structures to single-family homes. Possible courtyard cluster housing option to introduce entry-price point housing on Charter Street (See Appendix A). This area has some of the highest-assessed value single-family homes and the highest concentration of homeowners in Greenbush.



Map 4.1: Neighborhood Subareas

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**Area 2 (Green):** The existing housing stock should be preserved and rehabilitated, and South Park Street should be redeveloped, to create more cohesion between homes and Park Street. This area of the neighborhood has the largest number of less-expensive single-family homes, as well as the largest concentration of duplexes that are owner-occupied. A study for *Tax Incremental Financing District 26* found that this part of the neighborhood qualified as “blighted,” and neighborhood residents in this area are also more likely to feel that the neighborhood is unsafe.

**Area 3 (Bluish Green):** The Bowen Court, Milton Street, and St. James Court area has the potential for redevelopment. Support residential redevelopment of up to 25 dwelling units per acre in this area. New residential developments should contain a mix of housing choices for families, employees, the elderly, some UW students, and people of different economic and income ranges. In addition, new residential developments should include a range of owner-and non-occupied units. Small lots, narrow streets, and green street concept might especially make the area appropriate for townhouse or row house design (See Appendix A).

**Area 4 (Yellow):** Preserve and rehabilitate selective existing housing stock situated along the 1100-1300 blocks of Mound Street and 100-200 blocks of South Mills Street subarea (See Appendix A). The 2- and 3-flat buildings have the potential for being transformed into housing for families, such as condominiums, co-ops, or other affordable housing options. These residential structures should be targeted for families earning 50-80 percent of Dane County median income. These properties are ideal for such uses because many of these multi-family buildings consist of units with three or more bedrooms and have large back yards. This area should provide a buffer between a largely single-family area to the south and a more densely occupied area to the north. Preserve St. James Catholic Church. Work with St. James Church to develop new housing options on their existing parking lot and property-owners on end lots to diversify housing options.

New initiatives, such as work for housing, should be explored with the University of Wisconsin-Madison, St. Mary’s Hospital, Meriter Hospital, and other major stakeholders as a means to promote affordable homeownership options.

## Neighborhood Goals and Plan Recommendations

The Greenbush Neighborhood, by working with neighborhood residents, neighborhood based organizations, and other major stakeholders, has formulated plan recommendations for the future of the area. The uniform theme that is evident throughout all of the recommendations is to create an environment that allows for human interaction between its residents. In building any community, the intent is to always to embrace its many existing assets and to maximize their value. This philosophy also holds true for the Greenbush Neighborhood, as it is thought that, through private and public collaboration, new levels of creativity, opportunity, and quality of life can be achieved.

*Support redevelopment in the Bowen Court, Milton Street, and St. James Court area, such as townhouses or row houses.*

*The existing two- to three-flat multi-family structures along Mound Street should be reconverted into owner-occupied housing.*

## Land Use and Design Goals

1. Preserve existing housing stock in selected areas of the neighborhood.
2. Encourage new development in targeted areas of the neighborhood.

Land Use Recommendations	Rationale	Lead Implementation
<p>1. Develop and implement a <i>Neighborhood Conservation Overlay Zoning District</i> for Areas 1 and 2. (Refer to Map 4.1 for geographic boundaries).</p>	<p>A majority of residents in the neighborhood considered the architectural style of the homes in this neighborhood as being “important” to “very important.” Architectural features residents wanted to preserve were front porches, garages and the orientation of buildings and garages. The placement of surface parking was of high importance.</p>	<p>GNA, (Greenbush Neighborhood Assoc.), Planning Division</p>
<p>2. Develop residential design guidelines to preserve architecture features (especially of porches and garages) and to guide rehabilitation and/or renovation and/or redevelopment.</p> <p><u>For Area 1 and Area 2:</u> Guidelines should be applied to existing or newly constructed single-family homes and two-units:</p> <ul style="list-style-type: none"> <li>■ In no case shall the front facade of the building consist of a blank wall or a series of garage doors. <ul style="list-style-type: none"> <li>■ Developers are encouraged to vary design elements to avoid monotonous facades.</li> <li>■ One ground floor entry shall be oriented to the front of the lot on a public or private street. The ground floor entry shall be oriented to the street and shall have a sidewalk.</li> <li>■ Garages shall be sited in several ways: <ul style="list-style-type: none"> <li>■ In the rear yard, either attached or detached, accessed from a public street or an alley.</li> <li>■ Accessed from a public street with the garage doors facing the public street provided however that the garage shall be no greater than 15 feet in width.</li> </ul> </li> </ul> </li> </ul>	<p>Neighborhood residents, on a survey conducted in January 2003, felt that poorly kept properties were a significant problem in the neighborhood. Residents are also concerned with the possibility of encroaching development.</p>	<p>GNA in conjunction with Planning Division</p>
<p><u>For Area 3:</u> (Bowen Court to Mound Street):</p> <ul style="list-style-type: none"> <li>■ Rezoning requests to accommodate redevelopment in this area should follow the Planned Unit Development process, with ample opportunity for neighborhood input.</li> </ul>	<p>After South Park Street, this was the area of the neighborhood most likely to be mentioned as being a good site for redevelopment in the neighborhood survey. No historically important buildings are located in this area.</p>	<p>Planning Division</p>



Land Use Recommendations	Rationale	Lead Implementation
<ul style="list-style-type: none"> <li>■ Appropriate development for this area would be residential and contain a mixture of sizes of apartments, condominiums, and co-operative housing.</li> <li>■ Recommended density should be no greater than 25 DU/Acre.</li> <li>■ Buildings should have entrances that are oriented toward the front of the lot and the public sidewalk and street. In no case should a pedestrian entering a building from the public sidewalk have to cross a parking lot before reaching the building.</li> <li>■ Front porches, pitched rooflines, vertical windows, and other elements of the design of the predominantly early nineteen hundreds homes in this neighborhood are encouraged, though other styles showing architectural innovation and integrity are welcome.</li> <li>■ Any buildings higher than two-stories should be set back by at least 6 feet on the upper stories from the lower stories.</li> <li>■ All development should contain at least one off-street parking space per unit, as well as planning for convenient and adequate bicycle and other vehicle storage.</li> <li>■ Parking is recommended to be accessed from St. James Court, Milton Street and Bowen Court, with the exception of the 1200 block of Bowen Court. Parking for any buildings situated on the south side of the 1200 block of Regent Street or the north side of the 1200 block of Bowen Court should have parking access from Regent Street, South Charter Street, or South Orchard Street.</li> </ul>	<p>Most pedestrian traffic in this area is along north-south oriented streets as people walk toward Regent Street and the University of Wisconsin. The 1200 block of Bowen Court should have as little parking access as possible to protect Edward Klief Park from excess traffic.</p>	

Regent Street Design Guidelines	Rationale	Lead Implementation
<p>3. Support <i>Regent Street-South Campus Neighborhood Plan (2008)</i> land use and design recommendations.</p>	<p>The <i>Regent Street-South Campus Plan (2008)</i> provides detailed land use and design recommendations for the area that includes the north and south side of Regent Street from South Randall Avenue to South Park Street and the north side of Bowen Court.</p>	GNA

<b>Regent Street Design Guidelines</b>	<b>Rationale</b>	<b>Lead Implementation</b>
4. Review parking and storage areas for businesses on Regent Street and their compliance with MGO 28.04(11)(b) regarding screening parking lots/storage areas from neighborhood residences.	Businesses located along Regent Streets do not all have appropriate screening as per the ordinance. Many businesses may not be required to have screening because they existed before the ordinance came into effect.	GNA to identify properties for the zoning office to review.

<b>South Park Street Design Guidelines</b>	<b>Rationale</b>	<b>Lead Implementation</b>
5. Encourage property-owners of older buildings on South Park Street to improve their façades in compliance with the <i>Design Guidelines for Private Property Improvements and Public Streetscape Design for Park Street</i> . Remove incongruous façades and refurbish the original brick fronts of older buildings.	The <i>Design Guidelines for Private Property Improvements and Public Streetscape Design for Park Street</i> were developed in response to the desire to improve the aesthetics of this major gateway. However, the design guidelines are not applied unless major renovation of a commercial building takes place.	GNA, in conjunction with SMBA (South Metropolitan Business Association)
6. Improve the overall appearance of South Park Street with streetscape amenities such as decorative lighting or other attractive features.	Burying the power lines along South Park Street is in the plan for the <i>Tax Incremental Financing District #26</i> . Other amenities such as historic, pedestrian-scale lighting are desired as well as landscaped medians.	Engineering Division, in conjunction with Traffic Engineering Division
7. Review parking and storage areas for businesses on Regent Street and their compliance with MGO 28.04(11)(b) regarding screening parking lots/storage areas from neighborhood residences.	Businesses located along Regent Streets do not all have appropriate screening as per the ordinance. Many businesses may not be required to have screening because they existed before the ordinance came into effect.	GNA to identify properties for the zoning office to review.
8. Advocate for more neighborhood-oriented retail and services on South Park Street.	Making South Park Street a pedestrian shopping destination will help improve negative perceptions about safety there.	GNA, SMBA

<b>Meriter Hospital District Recommendation</b>	<b>Rationale</b>	<b>Lead Implementation</b>
9. Develop a phased campus plan for Meriter Hospital, with Greenbush Neighborhood involvement, that achieves both neighborhood and hospital goals. Encourage any expansion to Meriter Hospital to be of neighborhood scale and pedestrian-friendly. <i>Neighborhood-scale</i> means buildings that abut residences reflect the residential building's size, scale and massing on the façade abutting the residence rather than towering above it. Or the building may be set back from the street (the distance depends on the size the building) to allow adequate solar light to	Meriter's Hospital current location makes pedestrian access to the neighborhood from South Park Street difficult; a pedestrian walking from Regent Street to Chandler Street on South Park Street has no place to turn off the sidewalk except the ambulance entrance to the hospital. Pedestrian traffic across South Brooks Street along Mound and Chandler Streets is also difficult due to hospital traffic.	Meriter Hospital, in conjunction with Planning Division

<b>Meriter Hospital District Recommendation</b>	<b>Rationale</b>	<b>Lead Implementation</b>
directly shine on the residential property. <i>Pedestrian-friendly</i> means the buildings and site designs must be welcoming to pedestrians with street/ground level architectural features such as windows, awning, etc. that make the building interesting and engaging to people walking, biking or driving by. Blank walls and one-way windows shall be avoided.		
10. Discourage new hospital expansion west and south of the corner of South Brooks Street and Mound Street or south of Chandler Street.	GNA encourages hospital expansion away from the core of single-family homes south and west of its current footprint.	Meriter Hospital, in conjunction with Planning Division

<b>St. Mary's Hospital District Recommendation</b>	<b>Rationale</b>	<b>Lead Implementation</b>
11. The Greenbush Neighborhood supported St. Mary's Hospital recent expansion toward South Park Street. Any new construction plans should have neighborhood input, be neighborhood-scale, and pedestrian-friendly. Discourage any expansion west of South Mills Street or addition to facilities that are already west of South Mills Street.	Expansion towards South Park Street (and the vacation of Beacon Street), which included a parking structure on South Park Street, has alleviated some hospital-related traffic through the neighborhood.	St. Mary's Hospital, in conjunction with Planning Division

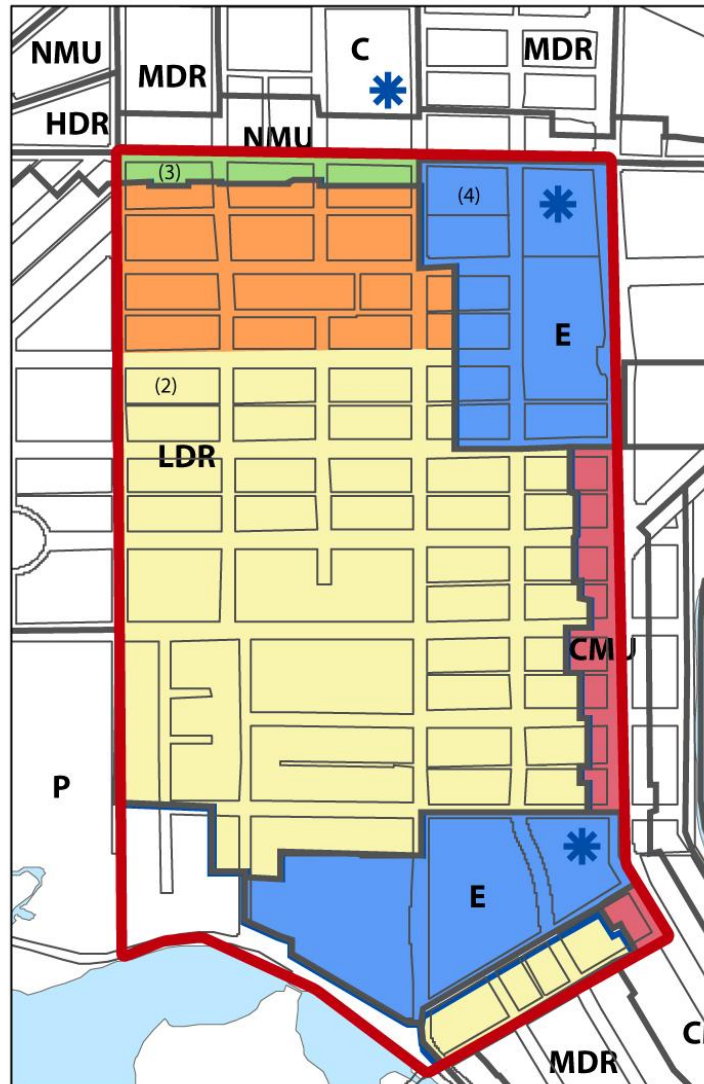
<b>Historic Preservation Recommendation</b>	<b>Rationale</b>	<b>Lead Implementation</b>
12. Regularly update inventory of historic buildings and sites in the neighborhood, and take actions to preserve and protect such resources. 1-2 properties in the neighborhood are potential landmarks.	Many neighborhood residents voiced appreciation of older, attractive houses and buildings in neighborhood.	Planning Division

Bowen Court, Milton Street and St. James Court: Support residential redevelopment of up to 25 dwelling units per acre in this area. Architectural building design should replicate 19th century historic character of neighborhood. Townhouses or row houses would be acceptable. New residential developments should contain a mix of housing options for families, employees, the elderly, some UW students and people of different economic and income levels. In addition, new residential developments should include a range of owner- and non-occupied. Traditional neighborhood development principals shall apply as well as Green Street concepts on St. James and Charter Streets. See Greenbush-Vilas Neighborhood Housing Revitalization Strategy Report for more details.

Preserve architectural character of existing housing stock or rehabilitate existing housing stock to original or historically consistent form. Prepare conservation design guidelines to address front entryways oriented toward public street and sidewalk and garages located in the rear yard. New construction or extensive rehabilitation of existing housing stocks shall be complimentary to the historic architectural elements of the neighborhood including, but not limited to, front entrances, porches, age size and placement. See Greenbush-Vilas Neighborhood Housing Revitalization Strategy Report for more details.

Regent Street Shopping District: Pedestrian-oriented, neighborhood shopping districts most likely including retail/restaurant on the ground floor with upper story residential. Minimum building height of 2-stories and maximum height of 4-stories with 3' minimum setback along street frontage and 15' above the 3-story. (See Regent Street-South Campus Neighborhood Plan for details).

Regent Street Business District Area: Land uses include institutional, hospitality, and/or mix of retail/restaurant on ground floors and office/commercial on upper floors. Pedestrian-building interaction at street level is especially important near the Park Street intersection. Heights proposed for this area range from 8 to a maximum of 10 stories (counting 2 additional stories earned by obtaining LEED Silver Certification, including mandatory Credit 6.1 Stormwater Management). Building setback of 10 feet above 4th floor plus 10 feet above the 8th floor. (See Regent Street-South Campus Neighborhood Plan for details).



## Greenbush Neighborhood Plan Land Use Recommendations

### RESIDENTIAL DISTRICTS

- LDR - Low Density (0-15 units/acre)
- MDR - Medium Density (16-25 units/acre)
- HDR - High Density (41-60 units/acre)

### MIXED USE DISTRICTS

- NMU - Neighborhood Mixed Use
- CMU - Community Mixed Use

### COMMERCIAL/EMPLOYMENT DISTRICTS

- E - Employment

### OPEN SPACE - AGRICULTURAL DISTRICTS

- P - Park and Open Space

### SPECIAL OVERLAY DISTRICTS

- \* TOD Transit Oriented Development (Conceptual Locations)

Map 4.2 Proposed Land Use Recommendations of  
Greenbush Neighborhood

## Zoning Goals

1. The Madison Zoning Ordinance should be updated to include mixed-use development districts (without suburban parking requirements) for corridors such as Park Street, conservation districts to protect neighborhood character in areas not designated “historic,” and historic overlay zoning districts.
2. Existing City policies, plans, codes, and regulations should be consistently and efficiently enforced throughout the neighborhood.

Zoning Recommendations	Rationale	Lead Implementation
<p>1. Investigate rezoning part or all of the neighborhood currently zoned R3 to R2 or R2s and creating an area exception for property owners who want to add on to their houses. See Map 4.3.</p>	<p>Changing the zoning in areas of the neighborhood from R3 to R2 or R2s would make it more difficult to subdivide an existing single-family home to a two-unit structure. This in turn might relieve some of the speculative pressure in these areas and increase owner-occupancy. Unless areas are very carefully chosen, however, an unacceptably large number of non-compliant properties could be created, making the new zoning difficult to enforce.</p>	<p>Planning Division</p>
<p>2. Investigate rezoning Mound Street from R4 to R3 or R4a. See Map 4.3.</p>	<p>Mound Street is a buffer between the core of the neighborhood with the highest percentage of homeowners living in single-family homes and an area of the neighborhood that will potentially become significantly denser. Changing the zoning on this street would change the occupancy levels per unit from up to 5 unrelated to no more than 2 unrelated. This could make housing more affordable for families, long-term tenants, and property rehabilitators.</p> <p>Most likely, there could be a significant number of non-compliant properties created.</p>	<p>Planning Division</p>
<p>3. Investigate rezoning Bowen Court between Randall Avenue and South Orchard Street from R5 and R6 to R4.</p>	<p>The uses in these areas are now are compatible with lower zoning designations of adjacent properties, C2 and R4. R5 and R6 zoning are incompatible with the City of Madison’s Land Use Plan for this area.</p>	<p>Planning Division</p>
<p>4. Investigate rezoning C3 parcels in the 900-1400 blocks of Regent Street and in the 0-800 blocks of South Park Street to C2 Zoning District.</p>	<p>MC3 zoning designation is incompatible with the City of Madison’s Land Use Plan for these areas. Uses in place now would be acceptable under C2 zoning.</p>	<p>Planning Division</p>
<p>5. Develop and apply Neighborhood Conservation Overlay Zone District from Mound Street south to Erin Street to protect the existing character of residential areas.</p>	<p>The neighborhood is too architecturally eclectic to develop a historic district, but the general qualities of neighborhoods developed largely from 1880-1930 (e.g. front porches oriented to the public sidewalk, alleys, wide terraces, garages that are sited behind homes) are important to neighborhood residents, lend a sense of place, and should be preserved.</p>	<p>Planning Division</p>

<b>Zoning Recommendations</b>	<b>Rationale</b>	<b>Lead Implementation</b>
<p>6. In the event that ZuZu Cafe at the corner of South Randall Avenue and Drake Street is closed, any new development should follow the existing C1 zoning. This site may be appropriate for redevelopment with retail/offices on the lower level and residences or more offices on the upper level. New development should adhere to the following design criteria:</p> <ul style="list-style-type: none"> <li>■ No more than two-stories in height</li> <li>■ Parking lot remains on the Drake Street front of the building, where it is least annoying to neighborhood residents. At least one entrance to the building should be connected to a public sidewalk without crossing a parking lot.</li> </ul>	<p>This site was frequently mentioned as a potential site for redevelopment in neighborhood surveys.</p>	<p>Planning Division</p>



Map 4.3: Proposed Zoning Recommendations of Greenbush Neighborhood

## Housing, Property Maintenance, and Code Enforcement Goals

1. Promote owner-occupied housing and long-term rental housing opportunities.
2. Increase affordable housing.
3. Provide a variety of housing choices including affordable housing and community housing such as co-housing and cooperative housing.
4. Provide housing opportunities for a diverse population including, students, families, and the elderly. Increase the number of housing units for families and the elderly.
5. Protect the character of residential areas, particularly historic properties.
6. Provide high-quality housing choices including rehabilitation of existing housing stock and new construction in general scale and historic character with the neighborhood.
7. The City of Madison should conduct a systematic review of parking on residential properties to eliminate parking spaces not in compliance with the usable open space and paving requirements of the zoning designation.
8. The City of Madison should require properties with non-compliant parking spaces containing more than three parking spaces that are allowed to remain because they have been “grandfathered in” to be landscaped as per MGO 28.04(11)(b).

Housing Recommendations	Rationale	Lead Implementation
<p>1. Meriter and St. Mary’s hospitals should consider selling their residential property holdings that are not needed for development for owner-occupancy and housing for special populations, including people with disabilities and seniors. If the hospitals cannot sell the properties, residential rental properties should be affordable and marketed to a variety of different demographics, including hospital employees and people holding Section 8 vouchers.</p>	<p>Encouraging hospital employees to live in the neighborhood could reduce the overall traffic in the neighborhood and provide a good benefit for hospital employees. There is a significantly lower population of the elderly in the neighborhood, and this area provides excellent services for the elderly and others with special needs, with the proximity to bus lines, to the hospitals, easy walking access to stores, and to the Neighborhood House Community Center.</p>	<p>Meriter and St. Mary’s Hospitals.</p>
<p>2. Work with affordable housing agencies and programs to identify appropriate buildings that might become available for purchase, including in (1) the 1200 block of Mound Street, which consists of very large 2- and 3-flat buildings that have large back yards; (2) properties owned by St. Mary’s on 1100 block of Erin St. and on Orchard St. (3) homes in the southeastern quarter of the neighborhood (Area 2) which are less expensive.</p>	<p>Neighborhood residents have expressed concerns in many different forums about affordable housing in the neighborhood, especially of affordable homeownership.</p>	<p>GNA</p>
<p>3. Market the neighborhood to realtors, potential homebuyers, and affordable housing agencies such as the Madison Land Trust, Project HOME, or Habitat for Humanity. The NOAH program in particular could help homeowners buy duplexes in the area.</p>	<p>Realty listings rarely use the correct name of this neighborhood. Developing a neighborhood identity could help realtors identify potential homebuyers in the neighborhood.</p>	<p>GNA</p>



<b>Housing Recommendations</b>	<b>Rationale</b>	<b>Lead Implementation</b>
4. Compile a list of all neighborhood properties that are excluded from adhering to current zoning occupancy requirements. Included in this list will be the approved occupancy levels and parking allowances for each property.	Due to rezoning in the 1970s, many properties in the neighborhood are exempt from the R3 limit of no more than two unrelated persons residing in a unit, but it is difficult to find out if a particular property is exempt or not. Neighborhood residents considering filing a complaint with the zoning office would save time if they had a list to consult first, and landlords would benefit from knowing the number of tenants legal in their properties.	GNA
5. Inform landlords of the allowed number of residents in their properties according to the certificate of occupancy on a regular basis.	Landlords may be unaware of the number of people listed on the certificate of occupancy for their property.	GNA
6. Develop two informational packets – one targeted toward landlords and one targeted towards renters – which outline the neighborhood association’s expectations for property maintenance and tenant behavior.	One of the largest areas of concern voiced by neighborhood residents was that of poorly maintained properties, loose trash, and noise caused by residents who are not aware of their rights and responsibilities.	GNA
7. Work with historic preservation organizations such as Historic Madison and the Landmark Commission to identify and preserve properties that have historic significance. ■ The Bowen House should be preserved as a landmark.	A few designated historic buildings and a few other potential ones (1017 Drake Street, 1035 Emerald St, for example) are located in the neighborhood and are an important link with the past.	GNA, COM Landmark Commission
8. Conduct a review of parking on rental residential properties.	To eliminate parking spaces not compliant with the usable open space and paving requirements of the zoning designation. Many properties are legally non-compliant, but some are illegally so.	GNA in conjunction with Neighborhood Preservation and Inspection Division
9. Work with property owners with “grandfathered” non-compliant parking spaces containing more than three parking spaces to landscape the parking areas.	Unattractive, makeshift-parking lots near rental housing was a big concern to neighborhood residents attending the second neighborhood forum in spring of 2003.	GNA

## Transportation Goals

1. Address areas of greatest concern about automotive traffic speed.
2. Improve pedestrian and cyclist safety within the neighborhood and crossing the neighborhood boundaries of South Park and Regent Streets.
3. Work with neighborhood residents, St. Mary’s and Meriter Hospitals, and the UW to develop a parking plan that provides sufficient parking for the neighborhood in general while preserving the residential feel of the neighborhood and encouraging alternate modes of transportation.

Pedestrian Safety Recommendation	Rationale	Lead Implementation
1. Improve pedestrian crossing at the intersection of South Orchard at Regent Street.	South Orchard and South Charter Streets are places where a large number of pedestrians attempt to cross in order to get to the UW campus or other destinations. Traffic on Regent Street does not often stop for pedestrians.	Traffic Engineering
2. Improve pedestrian crossing at South Brooks and Mound Streets for neighborhood residents, as well as visitors, patients, and staff crossing to St. Mary’s Hospital.	Traffic on South Brooks Street going to or coming from Meriter Hospital makes it difficult for pedestrians trying to cross South Brooks at Mound Street and Chandler Street intersections.	GNA in conjunction with Traffic Engineering
3. Improve pedestrian crossing at Drake and South Orchard Streets by adding physical improvements such as bulb-outs on Drake Street on either side of its intersection with S. Orchard Street to slow traffic down and provide more visibility to pedestrians. <ul style="list-style-type: none"> <li>■ Add ramps to sidewalks crossing Drake Street on the west side of Orchard Street.</li> <li>■ This recommendation should be taken in consideration of other recommended improvements for Drake Street.</li> </ul>	<p>The misalignment of the crossing, due to a jog in South Orchard Street at Drake Street, and the existence of a small hill on Drake Street to the west of South Orchard Street makes it difficult for pedestrians to cross Drake Street.</p> <p>This crossing is a school bus stop for students attending Franklin Elementary and is on a designated walk-to-school route for neighborhood students attending Randall Elementary.</p> <p>Neighborhood residents had more concerns about speed on Drake Street than any other neighborhood street except South Mills Street.</p>	GNA in conjunction with Traffic Engineering
4. Improve visibility of “No Parking Areas” on South Brooks Street to improve motorists’ and pedestrians’ vision at all intersections of along this street, as well as possible traffic calming devices on Drake Street and Vilas Avenue at these intersections with South Brooks Street.	A large number of residents commented that visibility is compromised at intersections of South Brooks Street.	GNA in conjunction with Traffic Engineering

<b>Traffic Speed and Volume Recommendation</b>	<b>Rationale</b>	<b>Lead Implementation</b>
5. Work with Traffic Engineering to develop traffic calming strategies for South Mills Street, especially between Regent Street and St. James Court, where drivers entering the neighborhood need a visual reminder that the neighborhood begins.	Neighborhood residents voiced the greatest number of concerns about the speed and volume of traffic on South Mills Street. One strategy to evaluate is the placement of stop signs at South Mills and Chandler Streets, and South Mills and Mound Streets with traffic circles or medians. Further analysis is needed to determine best strategy without negatively impacting safety and transit options.	GNA in conjunction with Traffic Engineering and Madison Metro
6. Work with Traffic Engineering to develop traffic calming measures for the 900-1000 blocks of Vilas Avenue, particularly at the intersection of South Brooks Street and Vilas Avenue.	Residents in this area of the neighborhood had more concerns about speed on Vilas Avenue than residents who live west of South Mills Street. Residents recently did not vote for traffic circles on Vilas Avenue between South Randall Avenue and South Mills Street.	GNA in conjunction with Traffic Engineering
7. The Greenbush Neighborhood Association, City of Madison and UW-Madison should jointly develop a master plan for transportation to implement this neighborhood plan.	The UW's current Master Plan calls for North Mills Street to become a one-way street going north. This will negatively impact the neighborhood by bringing a higher volume of traffic through on South Mills Street. A transportation plan for the UW campus and how it fits in with the City of Madison's transportation system is needed.	GNA in conjunction with Traffic Engineering and University of Wisconsin – Madison

<b>Parking and Wayfinding Recommendation</b>	<b>Rationale</b>	<b>Lead Implementation</b>
8. Improve wayfinding signage or strategies (i.e. brochures) to direct Vilas Zoo patrons to overflow parking lots near the Wingra Drive entrance of the zoo.	Many zoo patrons, upon finding that parking is not available, search for parking on Drake, Wingra, Erin, Emerald, or Orchard Streets while there is still room in the lots on Wingra Drive. Vilas Zoo and Vilas Park are regional attractions; many of the patrons, confused by the one-way Vilas Park Drive, cannot figure out how to reach the parking lots that are between Vilas Park Zoo and Lake Wingra.	Dane County
9. Improve parking and transit options at Vilas Park and Zoo, such as advertising bus access to the zoo or running a trolley down Randall Avenue from Regent Street to the zoo during special events.	Vilas Zoo has very large attendance at special events, and parking quickly overflows the park's lots and spills into the neighborhood. Bus transit to the zoo comes no closer than four blocks from the zoo entrance. A park-and-ride arrangement might be a good alternative, especially for patrons coming from outside of the bus lines.	Dane County
10. Establish neighborhood-wide, two-hour parking zones to minimize commuter parking on all streets in the neighborhood.	Survey respondents felt very strongly, one way or the other, about this issue. Some residents do not want to have to purchase a permit to park on their own street. GNA feels that having one parking rule that covers the whole neighborhood would lead to less overall commuter parking in the neighborhood.	GNA in conjunction with Traffic Engineering

<b>Parking and Wayfinding Recommendation</b>	<b>Rationale</b>	<b>Lead Implementation</b>
11. Develop and implement transportation demand management programs at Meriter, St. Mary's, Davis Duehr, and UW to encourage greater numbers of employees in getting to work without a car.	A healthy TDM program can lighten the burden of commuter parking and traffic in the neighborhood.	GNA in conjunction with MPO
12. Review parking for businesses on South Park Street and their compliance with MGO 28.04(11)(b) regarding screening of parking lots from neighborhood residences.	Few businesses have screening as required by this ordinance. Many are exempt from compliance with this ordinance because they existed before the ordinance, but some may have come into existence since.	Neighborhood Preservation and Inspection Division
13. Make parking less obtrusive and redevelopments more pedestrian-friendly by keeping parking for new construction behind the buildings, though in some sites this might not work because of proximity to homes.	It is difficult for pedestrians to cross parking lots in order to enter a building.	



Map 4.4: Proposed Traffic and Street Improvements of Greenbush Neighborhood

## Quality of Life Goals

1. Work with Madison Police Department and related community safety staff to make neighborhood residents and visitors feel safe.
2. Beautify the neighborhood.

Litter Recommendation	Rationale	Lead Implementation
1. The Greenbush Neighborhood Association will work with landlords and property management companies in the neighborhood to educate tenants about proper trash disposal.	One of the most universal concerns identified among our stakeholders – business owners, student tenants, homeowners, and landlords – is that of excessive litter in the neighborhood. Many student renters are absent for long periods during winter and summer vacation, and ignorance of trash collection policies leads to large amounts of trash sitting for a long period while they are gone.	GNA
2. Greenbush Neighborhood residents will work with the University of Wisconsin-Madison to develop strategies for controlling game day litter.	Football game days are a significant source of litter in the neighborhood, bringing dropped food and alcohol packaging. GNA will continue to send representatives to game day issues meetings held by the UW.	GNA in conjunction with University of Wisconsin-Madison
3. Greenbush Neighborhood residents will work with business owners on Regent and South Park Streets to clean up and prevent litter.	Litter is a big concern to neighborhood residents and to business owners on Regent Street, judging from interviews of businesses on Regent Street (2002). GNA should invite neighborhood businesses to participate in GNA activities, particularly litter-cleanup related ones.	GNA

Personal Safety Recommendation	Rationale	Lead Implementation
4. Investigate additional lighting in neighborhood areas between South Mills Street and South Park Street south of Chandler Street.	Residents of the area between South Park Street and South Mills Street are much more likely to report concerns about personal safety and poorly lit streets. GNA should promote residents working with COM Engineering Division to find the right sites.	Traffic Engineering
5. Pedestrian-scale post-style streetlights should be installed at major entranceways to the neighborhood – along Vilas Avenue and Drake, Emerald, and Erin Streets – between South Park and South Brooks Streets and other strategic locations to strengthen the visual tie between the neighborhood and the business districts and to increase safety.	Residents of the area between S. Park Street and S. Mills Street are much more likely to report concerns about personal safety and poor street lighting.	Traffic Engineering
6. Neighborhood-building activities such as block parties, nighttime walks, or porch light campaigns that focus on the area of the neighborhood between South Mills Street and South Park Street should be conducted.	Residents of the area between S. Park Street and S. Mills Street are much more likely to report concerns about personal safety and poor street lighting.	GNA

<b>Beautification Recommendation</b>	<b>Rationale</b>	<b>Lead Implementation</b>
7. Neighborhood signs should be installed at major entrance points to the neighborhood, for example: on Vilas Avenue between South Park and South Mills Streets, on South Mills Street between Regent and St. James Court, on South Mills Street between Haywood Drive and Emerald Street.	Placement of neighborhood signs will build recognition of the neighborhood to visitors. More importantly, it will build pride in our neighborhood amongst our long-time residents and those that stay for less than a year.	GNA
8. Eliminate billboards on the legs of South Park and Regent Streets in the neighborhood.	Regent and South Park Streets are major gateways into the Greenbush Neighborhood. A combination of improving the streetscape and eliminating intrusions, such as billboards, will help beautify the area.	GNA
9. Encourage St. James Catholic and Trinity United Methodist Churches to beautify their parking lots with landscaping, closing off the parking lots when not in use to discourage cut-through traffic, and encouraging neighborhood use of the lots as places for children to ride bicycles, etc.	St. James Catholic and Trinity United Methodist Churches have had a long history within the neighborhood. Improved landscaping of the parking lots will only enhance the appearance of the buildings.	GNA
10. Add shields to streetlights on Wingra Street to reduce the glare into residents' windows.	A high percentage of residents on Wingra Street complained of a streetlight shining in their windows.	Traffic Engineering
11. Enhance Neighborhood House Community Center as an attractive focal point for the neighborhood with more attractive landscaping, a more welcoming front entrance.	Many neighborhood residents were unaware of Neighborhood House being in the neighborhood.	Neighborhood House Community Center

<b>Noise Recommendation</b>	<b>Rationale</b>	<b>Lead Implementation</b>
12. Madison Police, landlords, management companies, and the UW should notify, and enforce if necessary, all neighborhood property owners and residents about the City's noise ordinance standards, and encourage residents to report violations.	Fifty percent of neighborhood residents identified noise as being either a problem or a big problem. Sources of noise listed as problems were most commonly bar time or house party noise, bar noise (from residents living near bars), as well as noise from ventilation units on hospitals.	GNA, in conjunction with Madison Police Department
13. Meriter and St. Mary's Hospitals and the University of Wisconsin-Madison should use state-of-the-art noise reduction strategies on ventilation equipment, as a retrofit and in new construction, to lessen the impact of these facilities on neighborhoods.	Some neighborhood residents mentioned noise from either hospitals' ventilation units or from the University's steam plant on Charter Street as problems.	Meriter and St. Mary's Hospitals and the University of Wisconsin-Madison

<b>Noise Recommendation</b>	<b>Rationale</b>	<b>Lead Implementation</b>
14. Madison Police should control noise levels of music on game day beer-gardens by notifying businesses of noise ordinance standards, encouraging the reporting of violations, and enforcing the ordinance.	Neighborhood residents to communicate to owners of taverns and beer gardens.	Madison Police Department
15. Improve recruitment and retention UW students and other tenant membership in the Greenbush Neighborhood Association with social activities and advocacy.	Getting to know neighbors can help both young, transient tenants and established homeowners communicate about behavior more easily.	GNA
16. Implement UW's PACE program in student neighborhoods as well as on campus to effect change in the drinking culture.	Drinking-related noise was the single largest noise that neighborhood residents complained about, whether it was noise from returning bar patrons at bar time, noise from house parties, or noise from beer gardens on game days.	University of Wisconsin-Madison, in conjunction with GNA
17. Publicize the housing mediator program at the Tenant Resource Center. This program could help de-escalate conflicts between neighbors about noise and other issues that often drive homeowners out of these neighborhoods or lead to young tenants being evicted.	Greenbush Neighborhood Association can take a proactive approach to help diminish the conflict between neighbors that result with noise.	GNA, in conjunction with Tenant Resource Center



## Parks and Open Space Goal

- Greenbush neighborhood residents will advocate for parks, lakes, and the arboretum to preserve the environmental, aesthetic, and recreational benefits they provide.

<b>Edward Klief Park Recommendation</b>	<b>Rationale</b>	<b>Lead Implementation</b>
1. Pursue purchasing the remaining property (21 South Orchard Street) and implementing the Parks Division's plan for the park.	The Parks Division has had a standing offer to purchase the property. This park is very strategically placed to make the area more attractive to potential residents.	Parks Division
2. Develop a long-range landscape plan that addresses current and potential park uses that are appropriate across a wide spectrum of ages, for example: <ul style="list-style-type: none"> <li>■ Playgrounds, including infant and toddler-sized swings;</li> <li>■ Basketball courts;</li> <li>■ Skating;</li> <li>■ Community gardens; and</li> <li>■ Natural spaces</li> </ul>	The Bowen Court-Milton Street-St. James Court area is recommended for significant redevelopment. Any changes to the park should be considered in light of potentially more dense residential development around it.	Parks Division
3. Consider permitting limited time and space for dog walking in the park.	Some neighborhood residents expressed a need for a local dog walking area.	Parks Division

<b>Vilas Park Recommendation</b>	<b>Rationale</b>	<b>Lead Implementation</b>
4. Support planning by the Friends of Lake Wingra to improve water quality in Lake Wingra.	46% of all neighborhood residents responding to the neighborhood survey identified Lake Wingra as an important priority for the Greenbush Neighborhood.	DNR
5. Develop and implement a strategy to control the Canada goose population in Vilas Park.	Many residents expressed concern about the quality of playing fields at Vilas Park due to the giant Canada Goose problem.	Parks Division
6. Explore the use of the hillside on South Orchard Street (the area located behind the parking lot) or other suitable areas of Vilas Park, for either a dog exercise area or as space for community gardening.	Some neighborhood residents expressed a need for a local dog walking area and/or a space for community gardening.	Parks Division
7. Develop a model water-quality improvement practice such as rain gardening and the use of porous pavement and promote in the Greenbush Neighborhood.	Water quality in Lake Wingra is important to neighborhood residents. Vilas Park is such a popular destination that Friends of Lake Wingra would reach a large number of people.	Friends of Lake Wingra, Friends of UW Arboretum, and Engineering Division

<b>Vilas Park Recommendation</b>	<b>Rationale</b>	<b>Lead Implementation</b>
8. Explore and promote non-car transit alternatives to the park, e.g. buses or shuttles.	Bus transit to the park comes no closer than within 4 blocks and is not well advertised. Visitors parking on neighborhood streets on busy days for Vilas Park create some inconvenience for neighborhood residents.	Madison Metro in conjunction with Parks Division and Dane County

<b>Erin &amp; Wingra Park Recommendation</b>	<b>Rationale</b>	<b>Lead Implementation</b>
9. Explore renaming a portion of Vilas Park located at the Erin and Wingra Street Intersection.	This open space has a separate use and identity from the rest of Vilas Park. A separate name would help to develop an identity for this part of the neighborhood and promote neighborhood support of the park.	Parks Division
10. Preserve the effigy mounds in the park with appropriate native plantings.	Many neighborhood residents familiar with this park said that the mounds were important for the park and should be treated respectfully.	Parks Division
11. Selectively trim trees and eliminate invasive brush species such as honeysuckle in the park to open a view of Lake Wingra on the south side of the park.	Toward the south side of the park, a number of invasive plant species have created a thicket that collects trash and obliterates the view of Lake Wingra.	Parks Division
12. Work together to replant new trees of appropriate native species to replace the ones recently lost in the park.	Summer shade makes this park a popular destination, and several of the trees in this park are over 100 years old.	Parks Division
13. Work with Parks Division to conduct a large participatory process for deciding the fate of the Annie Stewart Memorial fountain. If the Annie Stewart Memorial fountain is relocated, the Parks Division and GNA should work together to find an attractive feature, such as a planter or new artwork, to replace it.	Annie Stewart fountain is one of the oldest remaining fountains in Madison. Neighborhood residents were indecisive on what should happen to the fountain, but many said that it deserved to be preserved in one way or another. If it remains as it is for another decade or two, it may not be salvageable for display anywhere. If the Annie Stewart Memorial fountain were relocated, providing a new artwork would preserve this as a special corner of the City.	GNA in conjunction with Parks Division

<b>Lake Wingra, Wingra Creek &amp; Monona Bay Recommendation</b>	<b>Rationale</b>	<b>Lead Implementation</b>
14. Work with the City, the Friends of Lake Wingra, the Friends of Monona Bay, and local schools and businesses to enhance citizen understanding and implementation of watershed-sensitive management practices through public communication and outreach efforts such as: <ul style="list-style-type: none"> <li>■ Advocate for landscaping practices, such as gutter disconnects (directing gutters to permeable surfaces instead of pavement), rain gardens and natural lawn care.</li> </ul>	Improving the water quality of Lake Wingra, Wingra Creek, and Monona Bay is a high priority for Greenbush Neighborhood.	GNA

<b>Lake Wingra, Wingra Creek &amp; Monona Bay Recommendation</b>	<b>Rationale</b>	<b>Lead Implementation</b>
<ul style="list-style-type: none"> <li>■ Develop and implement strategies for lawn care education through collaboration with the Greater Madison Healthy Lawn Team (<a href="http://www.healthylawnteam.org">www.healthylawnteam.org</a>).</li> <li>■ The Neighborhood Association shall advocate for porous pavement and other watershed-sensitive practices in new construction.</li> <li>■ Label storm sewer inlets with the message, "Do Not Dump, Drains to Lake." Enlist the help of St. James School students or other neighborhood youth groups to improve leaf pickup to minimize the amount of leaf material carried by storm sewers.</li> <li>■ Create an "adopt a storm sewer" program that encourages property owners to keep storm sewer inlets free of debris and reduce pollutants entering them.</li> <li>■ Include information about appropriate landscaping and lawn care practices in neighborhood newsletters.</li> <li>■ Promote pilot/demonstration projects of rain gardens (including rain gardens along streets that also serve as traffic calming devices), porous pavement applications, gutter disconnects, rain barrels, etc.</li> </ul>		

## Community Resources Goals

1. Build strong, cooperative relationships between the neighborhood, Meriter and St. Mary’s Hospitals, the University of Wisconsin, local businesses, and faith communities to support the neighborhood and Neighborhood House as a community center.
2. Encourage involvement of neighborhood residents in the Greenbush Neighborhood Association

Community Resources Recommendation	Rationale	Lead Implementation
1. Increase accessibility of existing neighborhood resources and organizations for use and participation by all residents.	Increasing the knowledge of existing resources offered within the neighborhood would benefit households, families and seniors from all walks of life.	GNA
2. Increase the visibility of the Neighborhood House and expand programming to attract the participation of neighborhood residents in Greenbush and surrounding neighborhoods, especially through use of the gymnasium and continuing education classes.	A high percentage of neighborhood residents indicated on the neighborhood survey that they didn’t know about Neighborhood House, were unaware of offerings at Neighborhood House, or were not interested in the facility. The most popular ideas of possible activities among neighborhood residents were participating in continuing education classes and use of the gymnasium.	GNA, in conjunction with Neighborhood House Community Center

Neighborhood House Community Center Recommendation	Rationale	Lead Implementation
3. Work with the Neighborhood House Board of Directors, in consultant with City of Madison, to improve the physical and financial resources of Neighborhood House. Building improvements include additional space for programming (including storage and office space, improve food pantry, upgrade to make it ADA wheelchair accessible (elevator and ramp on western side of building), and renovate playground to comply with City of Madison’s childcare licensing requirements. Exterior improvements, such as a community garden or pilot rain gardening project could be a joint project with GNA or Friends of Monona Bay.	Neighborhood House is an important, historic asset for this neighborhood. Neighborhood residents desire to strengthen the connection between the facility and the residents residing within the house. Greenbush Neighborhood House currently maintains a schedule that becomes booked months ahead, and has turned away potential users because of lack of space. Improvements to the facility’s space, such as upgraded food pantry program that is currently located in a former shower facility, would help it better serve the surrounding community. One of the unfortunate consequences of the antiquated space is the playground doesn’t meet City of Madison’s licensing standards, and thus, childcare can only take place at the facility if children do not use the outdoor playground equipment. Overgrown bushes and an uninviting façade make it difficult for people to see this building as a community resource.	GNA, in conjunction with Neighborhood House Community Center, Community Development Block Grant Office, and Office of Community Services

<b>Neighborhood House Community Center Recommendation</b>	<b>Rationale</b>	<b>Lead Implementation</b>
4. Increase participation in the leadership and general membership of the Greenbush Neighborhood Association among neighborhood residents, business, and service organizations (e.g. Davis Duehr Dean, Meriter, Neighborhood House, Street James School and Catholic Church, St. Mary's, and Trinity United Methodist Church).	Many of the organizations and businesses located in and around the neighborhood are unaware of the existence of the GNA.	GNA

<b>Major Neighborhood Based Institutions Recommendation</b>	<b>Rationale</b>	<b>Lead Implementation</b>
5. Maximize the services provided by neighborhood medical facilities (in addition to health care) that are accessible to residents, including classes, religious services, food service, community programs, day care, public meeting spaces and shops.	A strong relationship between the neighborhood association and local hospitals will improve long-term working relations and benefit the health and vitality of the area.	GNA, Meriter and St. Mary's Hospitals
6. Ensure the Greenbush Neighborhood Association's continued role in neighborhood-guided expansion of current facilities.	New construction at both hospitals and rising health care needs challenge neighborhood residents and hospital administrators to find the best way for each hospital to develop within the neighborhood.	GNA
7. Work with the hospitals to release rental properties for owner-occupancy and/or rental housing for special populations, including people with disabilities and seniors.	Meriter and St. Mary's hospitals together own 9-10% of all residentially zoned lots in the neighborhood. Management of these properties has a big impact on the neighborhood.	GNA
8. Ensure that institutional properties are maintained as attractive neighborhood features in keeping with the current scale and design of the neighborhood.	Having attractive, well maintained facilities that fit in well with the neighborhood benefits both the hospitals and the neighborhood.	GNA
9. Work with the University of Wisconsin-Madison to minimize the impact of Camp Randall events on the neighborhood, including noise, traffic congestion, lack of parking, litter, obnoxious behavior and vandalism.	While many neighborhood residents enjoy game days, they can be very hard on neighbors and on the physical neighborhood.	GNA
10. Work with UW-Madison and the City of Madison to evaluate changing student housing needs and patterns and design a response that improves rental properties in the neighborhood.	New construction in the downtown and South Campus areas is changing the needs for rental housing for UW students. This has already led to a small increase in rental vacancies in this neighborhood, and it could possibly lead to more.	GNA
11. Work with UW-Madison to minimize health hazards of the active coal-fired power plant on Mills Street.	This plant pollutes nearby areas with excess noise and soot. GNA hopes that the new power plant being constructed will lead to less use and upgrade or dismantling of the Charter Street Plant.	GNA

<b>Expansion and Enhancement of Programming and Services Recommendation</b>	<b>Rationale</b>	<b>Lead Implementation</b>
12. Work with Madison Metro to improve westbound bus service.	Bus service to the west was the one area neighborhood residents who ride the bus identified as lacking. Greenbush Neighborhood Association will work with area residents to provide information to Madison Metro.	GNA, in conjunction with Madison Metro
<p>13. Explore the (re)development of a site for a neighborhood grocery store, which stocks some natural foods options.</p> <ul style="list-style-type: none"> <li>■ Potential sites for a store that could be 10,000-20,000 square feet would be, if and when they should become available: The Davis Duehr Dean property at 1002 Regent Street, McDonald's at 1102 Regent Street, The Budget Bicycle store at 1134 Regent Street, and a second Budget Bicycle store at 1230 Regent Street. Other sites for a 10,000-20,000 square foot store would be in the current Lot 51 owned by the University of Wisconsin-Madison on North Mills Street or potentially as part of development on the first block of North Park Street. A smaller store along the lines of the Regent Street Market could be located at 1002 Regent Street, or at a site that would combine the current vacant building at 1107 and parking lots at 1111 and 1113 Regent Street.</li> </ul>	On the neighborhood survey, residents overwhelmingly named a grocery store as the biggest need for neighborhood businesses. Considering the very dense development just to the east and north sides of the neighborhood, Regent Street may be a feasible site for a grocery store that could serve Greenbush, the South Campus area, and possibly the Vilas Neighborhood or Bayview-Brittingham, though this community is already served by Midway Asian Food.	GNA

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## Section V: Common Council Resolutions

File ID Number: 10480

ADOPTED: July 1, 2008

Referred to: Plan Commission, Board of Estimates, Board of Park Commissioners, Pedestrian/Bicycle/Motor Vehicle Commission, and Common Council

Adopting the Greenbush Neighborhood Plan and recommendations contained therein as a supplement to the City's adopted Comprehensive Plan. Ald. District 13.

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

WHEREAS the City of Madison's Comprehensive Plan adopted January 17, 2006 (Substitute Ordinance No. 02207) recommends the adoption of neighborhood plans for established residential neighborhoods within the City; and

WHEREAS Greenbush Neighborhood Plan provides additional and detailed recommendations regarding the future of the neighborhood; and

WHEREAS the Greenbush Neighborhood Association guided the preparation of the plan with input from neighborhood residents, business community and other interested stakeholders; and

WHEREAS, Schreiber/Anderson Associates, Inc. was retained by the neighborhood to develop this plan; and

WHEREAS, this effort was funded through \$7,500 grant from the City's Neighborhood Planning Grant Program and \$7,500 from private contributions; and

WHEREAS, the plan makes a series of recommendations concerning subjects such as: housing, land use, urban design, and pedestrian safety improvements, among others;

WHEREAS the Greenbush Neighborhood priority issues include: 1) Encouraging the improvement of housing stock and expanding homeownership in the neighborhood, 2) Improving building and zoning code compliance, and 3) Improving pedestrian and bicycle safety on Drake, Mills, Park, and Regent Streets as well as other heavily traveled routes; and

WHEREAS, the *Regent Street - South Campus Neighborhood Plan* provides further detail for design and land use standards for Regent Street;

WHEREAS the Plan recommendations have been reviewed by City Department/Agencies and approved by the appropriate City boards and commissions; and

NOW, THEREFORE BE IT RESOLVED, that the *Greenbush Neighborhood Plan* and the goals, recommendations and implementation steps contained therein is hereby adopted as a supplement to the City's *Comprehensive Plan*; and

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

BE IT FINALLY RESOLVED, that the appropriate City agencies consider including the recommendations of the *Greenbush Neighborhood Plan* in future work plans and budgets.

File ID Number: 19055

ADOPTED: November 9, 2010

Referred to: Plan Commission, Board of Estimates, Board of Public Works, Board of Park Commissioners, Community Development Authority, Urban Design Commission and Common Council

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

Adopting the *Greenbush-Vilas Neighborhood Housing Revitalization Strategy Report* as a supplement to the *Greenbush Neighborhood Plan*.

WHEREAS, the City of Madison's *Comprehensive Plan* adopted January 17, 2006 (Substitute Ordinance No. 02207) recommends the adoption of neighborhood plans for established residential neighborhoods within the City; and

WHEREAS, the *Greenbush Neighborhood Plan* was adopted by the Madison Common Council on July 1, 2008 (Leg ID 10480, RES-08-00705); and

WHEREAS, the *Greenbush* and *Vilas Neighborhood Associations* jointly applied and received a \$25,000 *Neighborhood Planning Grant* in 2008 for the purposes of developing a detailed housing revitalization strategy for the area roughly bounded by Regent Street on the north, South Park Street on the east, Haywood Drive, Drake Street, and Grant Street on the south, and Jefferson Street on the west (see Map 1); and

WHEREAS, the *Greenbush* and *Vilas Neighborhoods* formed a *Revitalization Strategy Steering Committee* with representatives from the respective neighborhood associations, rental property owners, St. Mary's and Meriter Hospitals, University of Wisconsin-Madison, Realtors Association of South Central Wisconsin, Madison Gas & Electric, and other stakeholders from the immediate area; and

WHEREAS, the *Greenbush* and *Vilas Neighborhood Associations*, in conjunction with a *Revitalization Strategy Steering Committee*, hired the Cuningham Group, to assist them in preparing a housing revitalization strategy; and

WHEREAS, the *Revitalization Strategy Steering Committee* oversaw a public participation process which included three large-scale public workshops; and

WHEREAS, the *Revitalization Strategy Steering Committee* met with city staff four times during the process to discuss neighborhood issues and housing strategy recommendations; and



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WHEREAS, the *Greenbush-Vilas Neighborhood Housing Revitalization Strategy Report* focused on strategies to: 1) increase the affordability and desirability for University and hospital employees, graduate students, and young families; 2) introduce a range of housing options that allow residents to live responsibly and simply; and 3) enhance the qualities that make the neighborhoods unique; and

WHEREAS, the *Greenbush-Vilas Neighborhood Housing Revitalization Strategy Report* identifies strategies for small-scale investment by property-owners and medium-to-large-scale investments to increase homeownership and a range of housing options in this built-up neighborhood; and

WHEREAS, it is envisioned that a Greenbush-Vilas Partnership, a consortium of public and private entities, will be created by the Greenbush and Vilas Neighborhoods to provide the leadership and operational capacity to coordinate activities, raise funds, and attract investments during the course of implementing the housing strategy; and

WHEREAS, the *Greenbush-Vilas Neighborhood Housing Revitalization Strategy Report* is consistent with the Greenbush Neighborhood Plan and Regent Street-South Campus Neighborhood Plan with exception to greater land use detail or land use changes which should take precedence over earlier adopted plans; and

- In the area roughly bounded by St. James Court, South Mills Street, Mound Street, and South Randall Avenue, amend the City of Madison Comprehensive Master Plan from LDR (Low Density Residential) to MDR (Medium Density Residential) with a maximum density of 25 dwelling units per acre (see Map 2);
- In the area bounded roughly by Bowen Court, South Mills Street, Mound Street, and South Randall Avenue existing and new, infill single-family or multi-unit housing structures should be oriented toward a non-vehicular, green space (a.k.a. green street) with emergency and service access to residential structures from rear alley or from unobstructed front yard green space (see *Greenbush-Vilas Neighborhood Housing Revitalization Strategy Report, Part III: Medium-Scale Investments*)
- In the area of the existing St. James church parking lot located on the north side of Mound Street between Milton Court and South Orchard Street, redesign and redevelop the parking lot to accommodate new housing, a ceremonial entrance plaza, improved parking and a green space for school children (See *Greenbush-Vilas Neighborhood Housing Revitalization Strategy Report, Part IV: Large-Scale Investments*).
- On the 400 block of South Charter Street, create a courtyard cluster concept with infill detached houses that are oriented around a common green space with shared parking (See *Greenbush-Vilas Neighborhood Housing Revitalization Strategy Report, Part III: Medium-Scale Investments*)

WHEREAS fire access will need to be integrated into the final street/neighborhood layout at the time when new development is proposed. While codes require 20 ft wide fire lanes (26 ft where buildings exceed 30 ft in height), creative alternatives can be explored to meet the needs of public safety, fire ground operations and still accommodate the look and feel intended to be achieved by this neighborhood plan; and

WHEREAS, Meriter Health Services has taken a leadership role in the revitalization of the neighborhood by creating the *Healthy Neighborhood Initiative* in partnership with WHEDA and Commonwealth Development in which eight \$10,000 loans will be available to Meriter employees to purchase homes in need of repair in a designated area of the Greenbush and Vilas neighborhoods this year; and

WHEREAS, the Plan recommendations have been reviewed by City Department/Agencies and approved by the appropriate City boards and commissions.

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NOW THEREFORE BE IT RESOLVED that the Common Council does hereby adopt the *Greenbush-Vilas Neighborhood Housing Revitalization Strategy Report* as a supplement to the Greenbush Neighborhood Plan.

BE IT FURTHER RESOLVED, that the Planning Division amend the Greenbush Neighborhood Plan to reflect the detailed land use concept and land use changes within the *Greenbush-Vilas Neighborhood Housing Revitalization Strategy Report*.

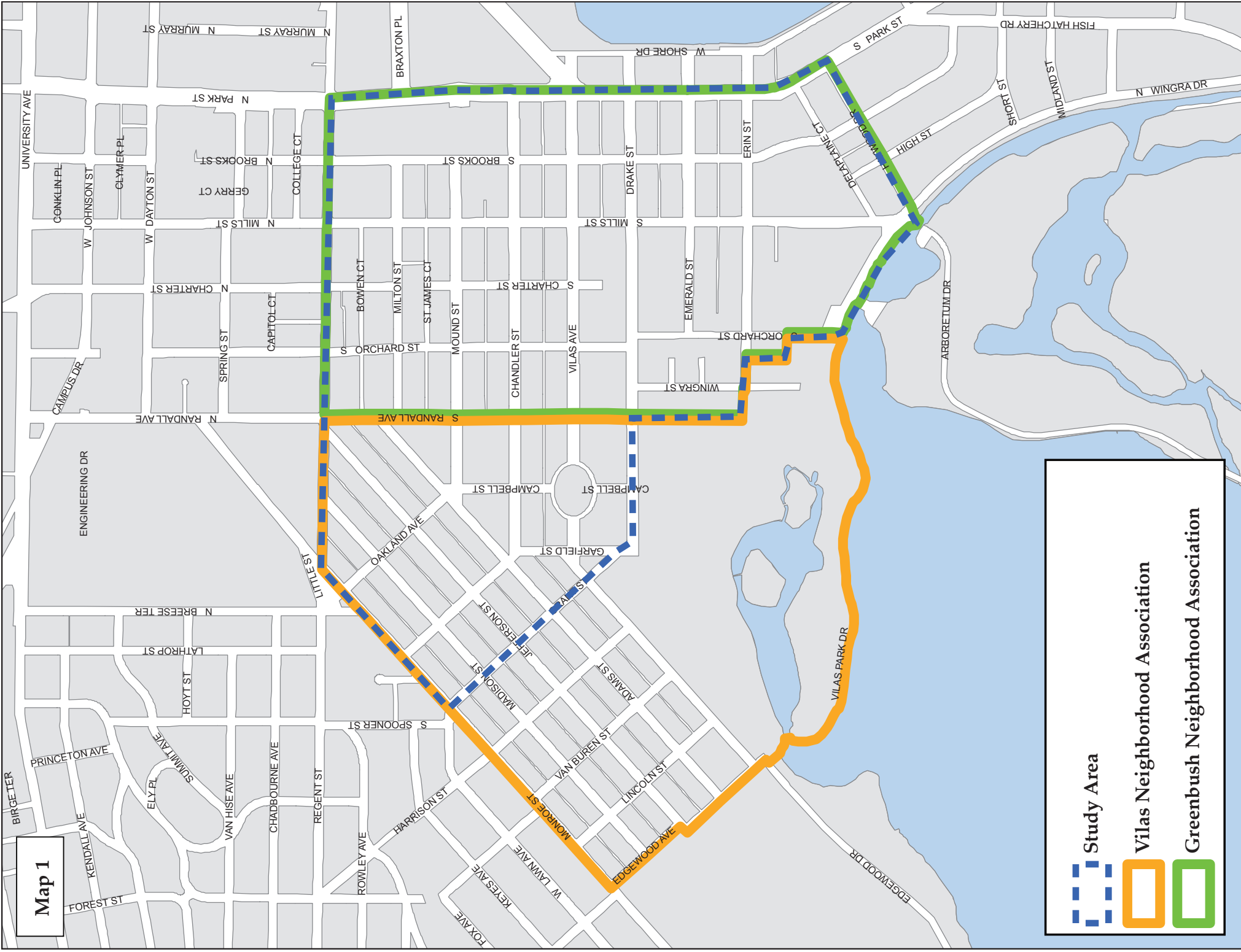
BE IT FURTHER RESOLVED, that the changes to the Comprehensive Plan's Generalized Future Land Use Plan Map recommended in the *Greenbush-Vilas Neighborhood Housing Revitalization Strategy Report* be considered for adoption during the next annual Comprehensive Plan evaluation and amendment process.

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




BE IT FURTHER RESOLVED that for those plan recommendations with capital budget implications, the Department of Planning Community & Economic Development will forward this information to the Capital Improvement Review Committee (CIRC) for their consideration as part of annual capital budget review process.

BE IT FURTHER RESOLVED that the appropriate City agencies consider including the recommendations of the *Greenbush-Vilas Neighborhood Housing Revitalization Strategy Report* in future work plans and budgets in accordance with the priorities stated in the plan.

BE IT FINALLY RESOLVED that the appropriate City agencies be requested to consider assigning priority in future work plans to proceed with the implementation of the highest priority projects and activities in the Plan.



**Map 1**

-  Study Area
-  Vilas Neighborhood Association
-  Greenbush Neighborhood Association

Map 2

Lake Mendota

Lake St.

C

(8)

University Ave

W. Johnson St.

W. Dayton St.

LDR

NMU

MDR

MDR

C

(d)

LDR

NMU

MDR

MDR

C

(f)

MDR

NMU

NMU

MDR

C

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HDR

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Proposed Land Use District Changes

 LDR to MDR from Greenbush Plan with a maximum density of 25 dwelling units per acre

 LDR to MDR from Greenbush-Vilas Neighborhood Revitalization Housing Strategy Report with a maximum density of 25 dwelling units per acre

Existing Districts

RESIDENTIAL DISTRICTS

LDR Low Density (0 - 15 units/acre)

MDR Medium Density (16 - 40 units/acre)

HDR High Density (41 - 60 units/acre)

MIXED USE DISTRICTS

NMU Neighborhood Mixed-Use

CMU Community Mixed-Use

RMU Regional Mixed-Use

COMMERCIAL/EMPLOYMENT DISTRICTS

GC General Commercial

RC Regional Commercial

E Employment

I Industrial

OPEN SPACE - AGRICULTURE DISTRICTS

P Park and Open Space

A Agriculture/Rural Uses

SPECIAL OVERLAY DESIGNATIONS

TOD Transit-Oriented Development (Conceptual Locations)

Traditional Neighborhood Development

(Conceptual locations, TND may be applied to NPA and residential districts as specified in neighborhood and special area plans.)

SPECIAL DISTRICTS

SI Special Institutional

AP Airport

C Campus

NPA Neighborhood Planning Area (TND Encouraged)

## Appendix A: Supplement Adopted November 9, 2010



# A Revitalization Strategy

## Supplement to the Greenbush and Vilas Neighborhood Plans

Spring 2010

The Greenbush and Vilas neighborhoods are excellent examples of established, valued places. They are well connected to a variety of local amenities, shopping, transit, parks and trails, lakes, as well as the University of Wisconsin and downtown. The neighborhoods are home to Meriter Hospital and St. Mary's Hospital, local stakeholders that are engaged with their community and that provide significant services and employment to the area and region. This area has a history of working class families that lived, learned, worked in the neighborhood, and shopped along well defined commercial/retail streets (Monroe, Regent, and Park) that are still viable today. From most perspectives, the neighborhoods represent a model for living sustainably in the city; they are connected, urban, and green.

Greenbush and Vilas are being rediscovered as the desirable and sustainable places they have always been, but in a way that supports greater home ownership, stability, and family living. However, despite the recognized potential of Greenbush and Vilas, their future is uncertain. Property owners are beginning to invest in and improve homes south of Mound Street, but overcrowded and poorly managed rental housing remain a challenge. St. Mary's, Meriter, and the University of Wisconsin recognize the benefits

employees living nearby, yet much of the neighborhood housing remains unaffordable to the majority of their employees.

The Greenbush-Vilas Housing Revitalization Strategy is a bold vision to realize the potential of the neighborhoods. In particular, the Revitalization Strategy aims to:

- Increase the affordability and desirability of the neighborhood for University and hospital employees, graduate students, and young families.
  - Introduce a range of housing options that allow residents to live responsibly and simply.
  - Enhance the qualities that make the neighborhoods unique: public spaces, tree-lined streets, and variety of established homes.
  - Create the Greenbush-Vilas Partnership, a community-based organization charged with the task of implementing the Strategy.
- The Revitalization Strategy document is organized into five parts: Part I Summary; Part II Small-scale Investments; Part III Medium-scale Investments; Part IV Large-scale Investments; and Part V Implementation Summary.

**Part I: Summary**

**Uniquely Greenbush, Uniquely Vilas**

Celebrating the neighborhood’s distinctive qualities is the foundation to establishing an irreplaceable, highly admired, and loved place - a sustainable neighborhood with lasting value. Pride of ownership, older homes, leafy streets, and corner shops are a few special neighborhood characteristics.



**A Range of Housing Options**

Greenbush and Vilas have many of the necessary ingredients of a sustainable community. Among them:

- Proximity to major institutions and places of employment supports and encourages walking, cycling, and taking the bus between home, work, and entertainment.
- Daily use of nearby stores and services supports locally-owned businesses.
- Access to nearby parks and recreational opportunities encourages a healthy and active lifestyle.

Despite these many positive qualities, Greenbush and Vilas are missing a critical element of sustainability: a range of housing that enables people to stay in their neighborhoods as they transition through various life stages.

Housing options are limited and unaffordable for many in the community. To address these deficiencies, the Revitalization Strategy recommends broadening the range of housing options to attract and retain long-term residents. Today, Greenbush has mostly undergraduate students and a small number of families; Vilas has many mature families, but a limited range of housing options. Potential residents who want to live in the Greenbush-Vilas neighborhood, such as those working nearby at Meriter and St. Mary’s, are unable to find appropriate housing at an affordable price.

Small, medium, and large investments resulting in new townhouses, apartments, cottages, and rehabbed single-family homes and duplexes, will offer multiple paths to homeownership and a range of rental opportunities.

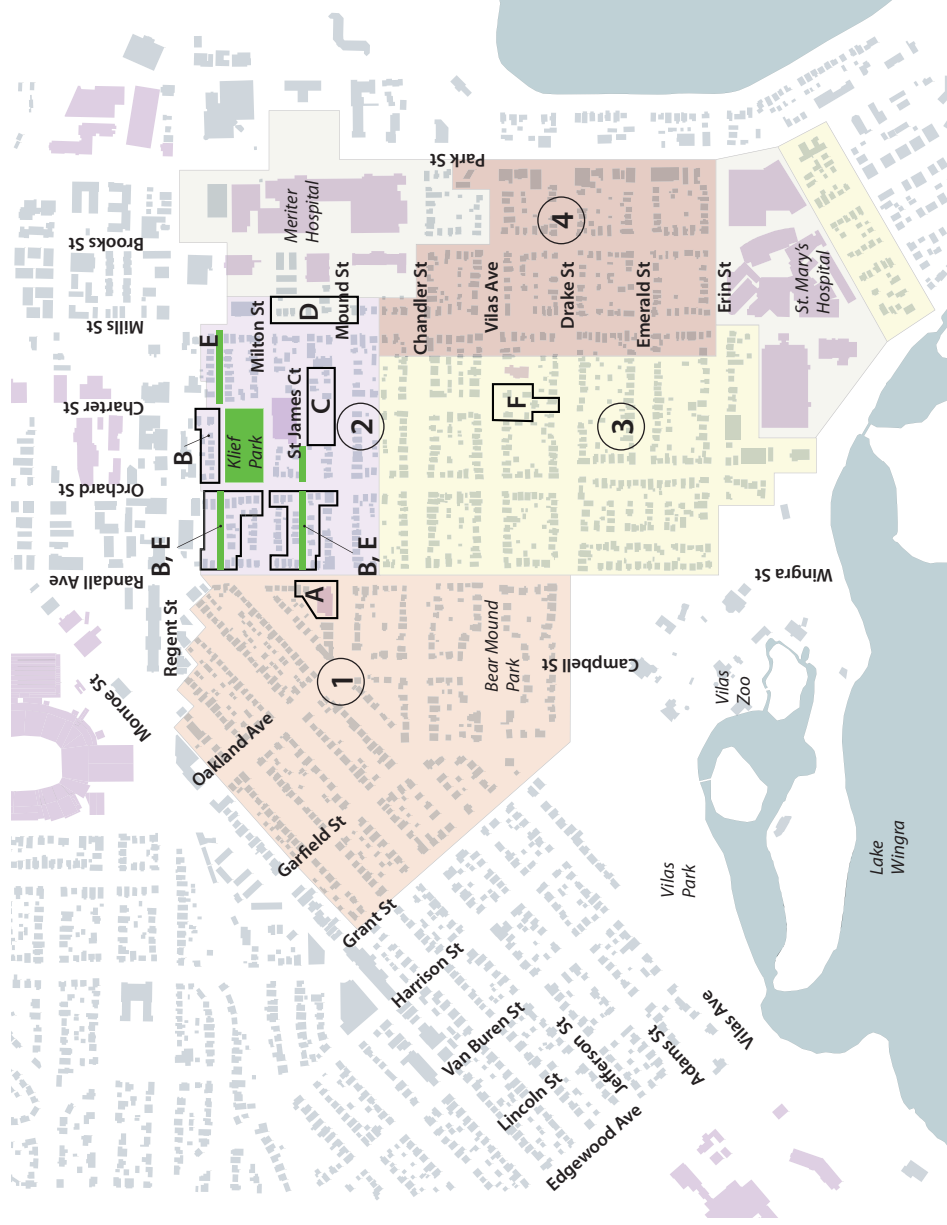
**Housing Choices Today and Tomorrow**

Today, Greenbush-Vilas offers a relatively narrow range of housing choices for a narrow segment of the population. A wider range of housing is needed to allow residents to remain in the neighborhood as they transition through stages of life as well as to attract new residents that currently cannot afford to live in the neighborhood.

The matrix below indicates the narrow range of housing choices available today (colored squares). The Strategy is focused to accommodate a greater range of market needs with a wider selection of housing types, sizes and prices.

	Single Adult	Couple	Adult & Child	Small Family	Extended Family	Room-mates
		ii	ii	iii	iiii	iiii
Single Family Detached						
Alley House						
Duplex, Triplex or Four-plex						
Cluster or Common Housing						
Small Apartment						
Large Apartment						

today tomorrow



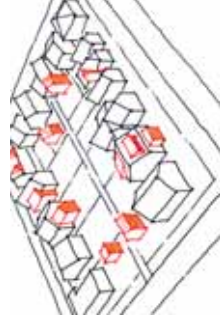
### Revitalization Strategy Summary

- 1 Maintain, protect, and preserve the established housing stock; reinforce the character of the area with a Neighborhood Conservation Overlay District. Accommodate potential strategic redevelopment opportunities. **A:** Beth Israel Center site
- 2 Focus on redevelopment North of Mound St that reinforces public realm assets such as Klief Park. **B:** New housing types, **C:** Senior housing, **D:** Workforce housing, **E:** Green Streets
- 3 Encourage and support owner-occupied opportunities by facilitating single family/duplex reversions and conversions; reinforce the character of the area with a Neighborhood Conservation District. **F:** Accommodate possible redevelopment of cluster courtyard housing.
- 4 Anticipate incremental redevelopment and reinvestment to accommodate new residential and mixed-use development consistent with the approved Master Plan for St. Mary's and Meriter Hospitals and the Park Street Urban Design Districts (UDD #7) and Park Street Urban Design Corridor Guidelines.

### Variety of Solutions

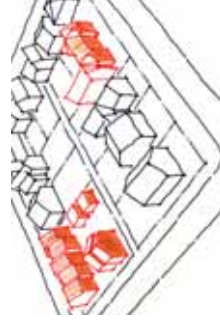
#### Small Scale

Single lot rehabs, reversions, conversions, general improvements, and infill housing allows current and future homeowners to incrementally improve the residential neighborhood core. The Strategy is focused south of Mound Street.



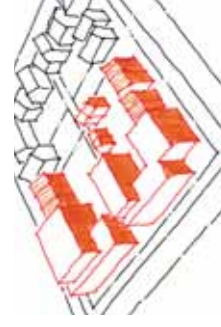
#### Medium Scale

Townhouses, courtyards, and clusters, ranging from a single lot to 1/2 block. A range of medium-sized investments are suggested north of Mound Street and in selected locations.



#### Large Scale

Larger projects greater than 1/2 block, but including a variety of unit types and sizes, are appropriate north of Mound Street. These investments are critical to stabilizing and reshaping the most vulnerable portions of the community.



## Examples of Potential Investments

### Small Scale



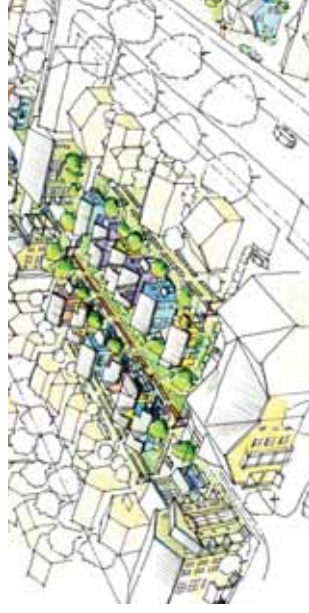
Conversions and Improvements

### Medium Scale



Courtyard Cluster Housing

### Large Scale



St. James Court - Green Street



Workforce Housing on Mills Street

### Summary of Next Steps

- Form the Greenbush-Vilas Partnership.
- Adopt the Revitalization Strategy.
- Work with hospitals and University to create incentives for employees to live in Greenbush and Vilas.
- Begin pre-development on Mills Street.
- Establish a TID District.
- Further discussions with City on Green Streets Concept.
- Propose zoning map changes.
- Organize a local home tour.
- Reinforce sustainable and green-building practices.

### Revitalization Strategy Steering Committee

- George Austin, Overture Foundation
- Rosemary Bodolay, Vilas Neighborhood Association
- Craig Brenholt, St Mary's Hospital
- Gary Brown, University of Wisconsin
- Tom Degen, Degen Associates
- Chris Etmanczyk, Property owner
- Laura Gutknecht, Greenbush Neighborhood Association
- Melissa Huggins, Urban Assets
- Judy Karofsky, Beth Israel Center
- Julia Kerr, Alder District 13
- Mario Mendoza, Mayor's Office
- Amy Rountree, Greenbush Neighborhood Association
- Phil Salkin, Realtors Association of South Central Wisconsin
- Phyllis Wilhelm, Madison Gas & Electric

### City Staff

- Bill Fruhling      Mark Olinger
- Linda Horvath    Jule Stroick

### Contact

Information can be found at  
[www.cityofmadison.com/neighborhoods/contact.htm](http://www.cityofmadison.com/neighborhoods/contact.htm)  
<http://greenbushvilasnow.org>

Vilas Neighborhood Association  
 Greenbush Neighborhood Association





## A Revitalization Strategy

### Supplement to the Greenbush and Vilas Neighborhood Plans

Spring 2010

Small scale investments by individual property owners are critical to creating stability. The cumulative effect of multiple small investments will help to redefine the neighborhoods as an affordable, stable, desirable place for small investors, first time homeowners, growing households, and small families.

The primary goal of small investments is to foster stability and balance. Small investments will:

- Create multiple and affordable paths to ownership.
- Support the needs of existing homeowners.
- Maximize the efficiency and productivity of single-family lots.
- Reclaim the existing housing stock.

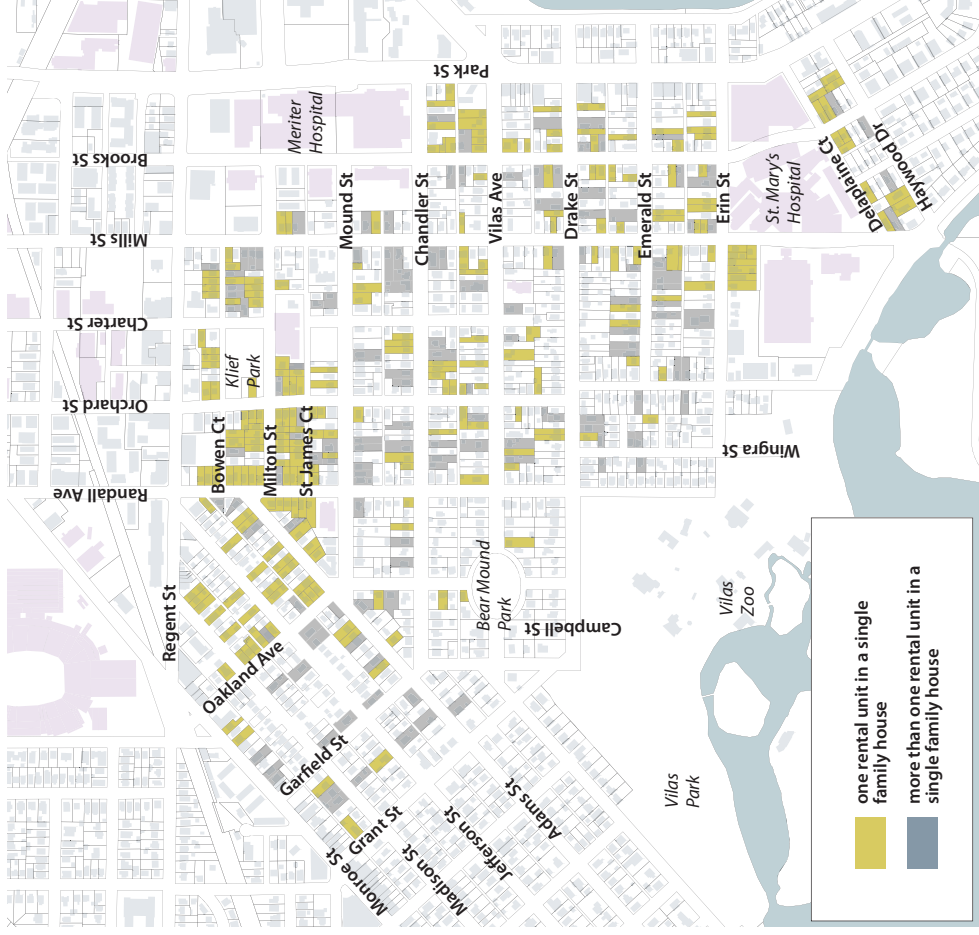
All properties south of Mound in Greenbush and most properties in Vilas are candidates for small investments. The Strategy focuses small investments in these areas to reinforce the residential core of the neighborhoods. With the softening of the rental market south of Mound Street, properties are becoming affordable and available for conversions to ownership.

The cumulative effect of different types of small investments will help redefine Greenbush as an affordable, stable, desirable community. The matrix below identifies how a variety of small scale opportunities can eventually provide a healthy balance of housing choices and result in greater predictability and stability.

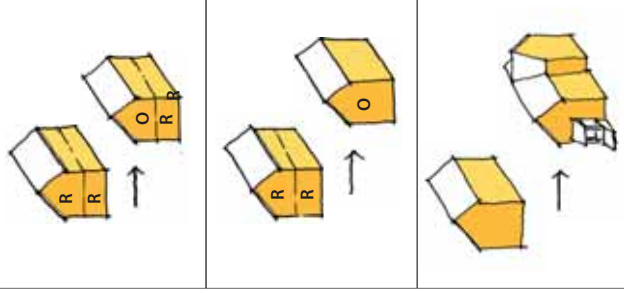
Goal: Stability and Balance					
Type of Small Investment	Multiple Paths to Ownership	Support Existing Homeowners	Maximize Efficiency of Single Family Lots	Reclaim Housing Stock	
	Sale to Owner	X			
Reversion	X				X
Accessory		X	X		
Improvement		X	X		
Big Lot Infill	X		X		
Condominium Conversion	X		X		X

There are about 680 single family structures in various stages of use. Approximately 340 are owner occupied; 340 are rental units, (a single house or as a multi-unit building.) The Strategy focuses on those single family buildings that may easily revert from rental to homeownership. The second part of the Strategy is to target single family buildings that have been further sub-divided as multi-tenant rentals. This approach typically requires a higher purchase price and renovation costs.

<b>Total Structures</b>	+/- 680
<b>Owner occupied</b>	+/- 340
<b>One unit rental</b>	+/- 220
<b>Multi unit rental</b>	+/- 120



### Single Family Structures



#### Sale to Owner

An affordable way to increase ownership and stability is to encourage owner-occupied single family houses. These buildings offer low cost housing and supplemental income for investors with the ability to offer on-site management and maintenance.

#### Reversion

Approximately 120 single family homes have been converted to multi-unit buildings. Purchasing and reverting these homes back to single family homes helps preserve the existing housing stock and offers options for growing families.

#### Improvements

Improvements ranging from a new coat of paint to an addition are examples of small scale investments. The cumulative effect of several such homeowner improvements such as doors, windows, and insulation will help stabilize the neighborhood.

Approximately 130 structures were built as duplex units; 10 are currently owner occupied. Encouraging more homeownership with the remaining duplexes is key to the Strategy. Approximately 80 are rental in their original two-unit configuration; these are excellent opportunities to accommodate more ownership housing and provide affordable rental units in the neighborhood. About 50 have been converted into multi-tenant rentals. These will require a greater investment with higher purchase prices and renovation costs.

<b>Total Structures</b>	+/- 130
<b>Owner occupied</b>	+/- 10
<b>Two unit rental</b>	+/- 80
<b>Three unit rental</b>	+/- 50



## Duplex Structures

### Sale to Owner

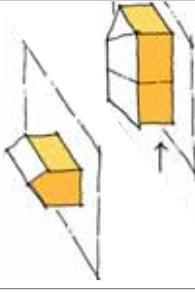
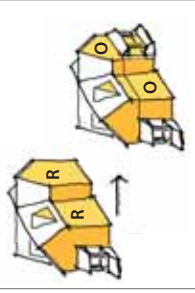
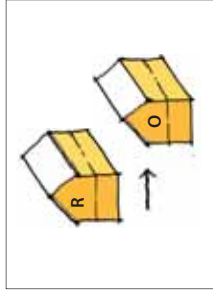
An affordable way to increase ownership and stability in Greenbush is to encourage owner-occupied duplexes and triplexes. These buildings offer low cost housing and supplemental income for investors with the ability to offer on-site management and maintenance.

### Condominium Conversion

Condominium conversions offer an option for affordable homeownership to single adults or couples. High quality apartments and larger houses are likely candidates to convert to condominium.

### Big Lot Infill

In Greenbush and Vilas there are several large lots that may benefit from small scale redevelopments. Large lots can be subdivided into two separate lots with small cottages duplexes or townhouses. These new homes should be designed with respect the prevailing neighborhood patterns of front yards, porches, and driveway locations.



## Development Option: Sale to Owner With Improvements

The single-family house is the basic increment of neighborhood investment opportunity. Many of these sales will happen as new homeowners respond to single-family houses that need minimal improvements to revert into a single-family unit. This example shown is a house that was for sale but needed some improvements to accommodate a new family. The minimum improvements shown include a new kitchen, converted dining room, and improved living room and outdoor spaces.



Proposed First Floor Plan



Existing First Floor Plan



Existing



Proposed

Development Data	
<b>Purchase Price</b>	\$ 199 K
<b>Improvements</b>	+/- 20 K
Updated Kitchen	+/- 10 K
Improved Outdoor Spaces	+/- 10 K
Bedroom converted to Dining	(10 K)
Down payment Assistance	(10 K)
TID Funds	(10 K)
<b>Total to Finance</b>	\$ 219 K

## Summary of Next Steps

Identifying Opportunities for Single Family and Duplex  
Marketing campaign  
Homebuyers Assistance program  
Nonprofit Programs  
Tax Increment Finance District  
City permit process “day” in the neighborhood

## Tool Box Resources

**Existing Programs**  
Energy Upgrade Assistance Funding  
WHEDA  
American Dream Down payment Initiative  
Home Buy Program  
Deferred Loan Payment program

**Proposed Programs**  
Employee Down Payment Assistance  
Small Cap TIF  
Tool Sharing  
Technical and Permitting Assistance  
Pre-arrangements with banks

## Contact

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Vilas Neighborhood Association  
Greenbush Neighborhood Association



## A Revitalization Strategy

### Supplement to the Greenbush and Vilas Neighborhood Plans

Spring 2010

#### **Preserve existing housing stock**

Much of the housing in Greenbush-Vilas is high in quality, contributes to the valued neighborhood character, and should be preserved. However, some is in disrepair and may be too expensive to rehabilitate. Replacing some sub-par housing with carefully sited new investments will increase confidence in the neighborhood's future stability, and therefore offer an incentive for investment in other existing homes.

#### **Diversify housing types**

Single-family homes and duplexes are the predominant housing type in Greenbush-Vilas. But because of the community's proximity to downtown, the University, and Meriter and St. Mary's Hospitals, demand for different kinds of housing is a consistent and often unmet need. Many young or single employees, as well as older residents and empty-nesters, would like to own a home but are looking for a smaller, more affordable option that currently does not exist. Medium-scale investments provide another option to address the variety of market opportunities.

#### **Offer niche communities**

Greenbush-Vilas includes two cohousing developments. Both are medium investments that address particular segments of the market. There could be more of these kinds of developments, both in program, like cohousing, and in geographic arrangement, such as housing clusters.

#### **Transition from large to small**

Greenbush-Vilas edges are neighborhood shopping streets with larger buildings, while the neighborhood interiors include quieter streets with small homes. Medium-scale investments can help manage the transition between larger, more intense development along corridors and single-family homes in the core.

#### **Provide small scale green spaces**

Greenbush-Vilas is home to many valuable public green spaces. Because of the site size and building scale, medium investments can incorporate new green spaces into development projects in the form of courtyards and common greens in cluster housing.

### Part III: Medium-Scale Investments

## Redevelopment and Klief Park

Klief Park represents a significant public realm amenity that can enhance the community and the real estate values of the neighborhood. A highly used space by St. James School, the park can also play a central role in supporting additional living options fronting the green space. Medium-scale options include “end-grain” multi-unit buildings, townhouse types and potential senior living opportunities. A suggested redevelopment pattern based on well-defined building types addresses the range of housing market and thus provides greater predictability.



### Detached Buildings



Cottages



Single Family



Duplex

### Attached Buildings



Apartment/Condo



Townhouses



Mews

### Green Space



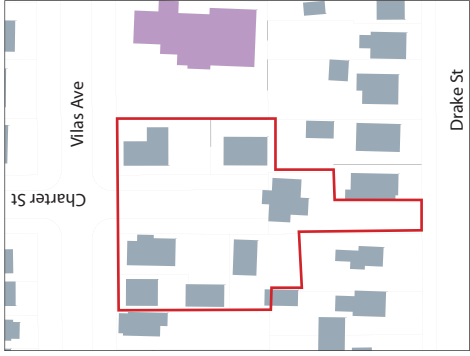
Pocket Park



Green Street

### Development Option: Courtyard Cluster

The courtyard cluster option illustrates another homeownership model that replaces six rental units with eight smaller detached houses “clustered” around a common green space. The courtyard cluster is based on the Third Street Cottages in Langley, Washington. The model provides a “small living” or entry-level price point and contributes additional open space to the neighborhood.



Existing



Proposed Option



### Case Study : Cottage Cluster

#### Third Street Cottages (Langley, WA)

*The Cottage Company & Ross Chapin Architects*

**Land Area:** 0.7 acres

**Units:** 8 detached cottages (11 units/acre).

**Unit Size:** 650-900 SF.

**Parking:** 1.5 detached, open parking spaces per unit.

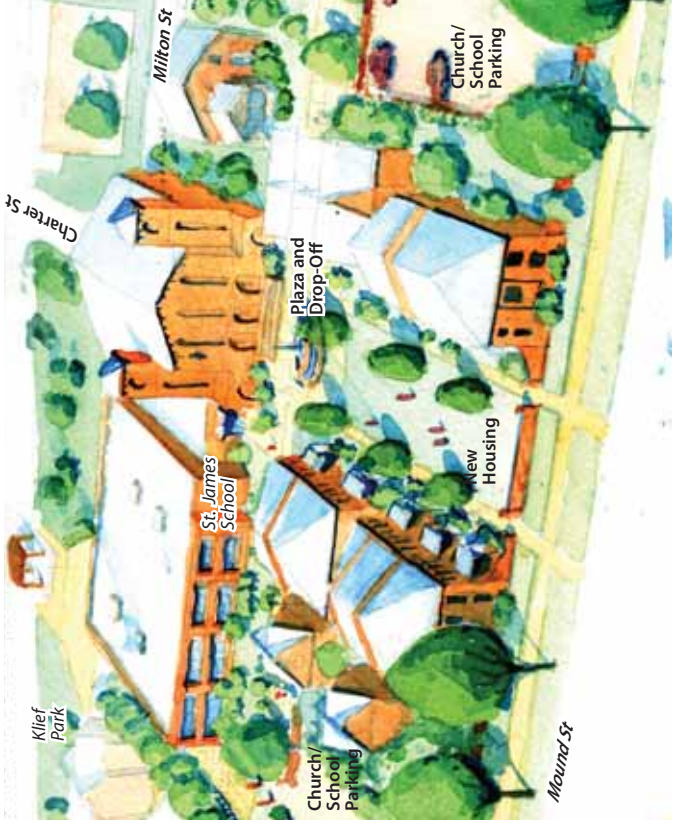
**Ownership:** Condominium.



### Development Option: Senior Housing

St. James Church and School are important community assets and pillars of the community. The Church anchors Charter Street, and is adjacent to Klief Park.

The Church parking lot, Charter Street, and St. James Court can be redesigned and redeveloped to accommodate new housing, a ceremonial entrance plaza, improved parking, and a green space for school children. Investments at this location would help develop Charter Street as one of the most unique streets in the city. The development concept includes an extension of Milton Court that would provide additional access and parking.



**Development Summary**  
**Land Area:** 1.12 acres  
**Units:** 22 townhouses  
**Parking:** 90 parking spaces for church and school  
**Features:** entry/drop-off plaza, shared green space



Existing



Proposed Option

### Summary of Next Steps

- Support Klief Park improvements.
- Communicate redevelopment strategies to local developers.
- Facilitate discussions with landlords about strategy.
- Continue discussions with St. James Church and School about future plans.

### Contact

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Vilas Neighborhood Association  
 Greenbush Neighborhood Association





# A Revitalization Strategy

## Supplement to the Greenbush and Vilas Neighborhood Plans

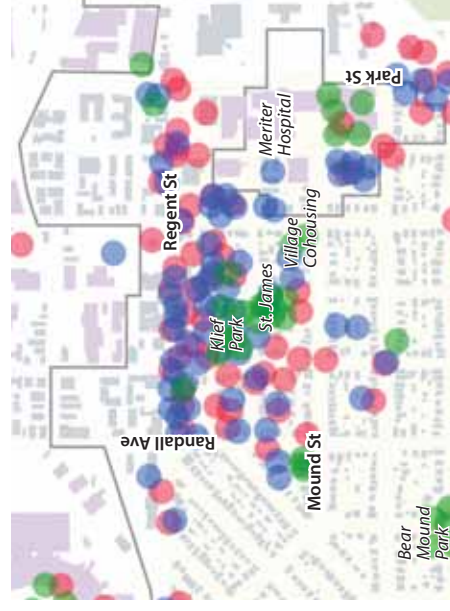
Spring 2010

The third approach to the Revitalization Strategy addresses the opportunities with larger-scale development. This complements the small and medium scale investments so that a full range of housing options can be realized. Obviously, larger-scale buildings and mixed-use land use is guided for the corridors, like Monroe, Regent, and Park, that are adjacent to the neighborhoods. This approach carefully considers the smaller-scale character of the core residential areas while identifying strategic locations for larger-scale buildings. Two cohousing cooperatives (Arboretum and Village) that are located in the neighborhood provide good models for scale, use, and methods of implementation.

Larger-scale investments include multi-family, multi-story residential buildings that address rental and for-sale living options as well as non-residential uses such as religious, community, and educational spaces. The Beth Israel Center site and the Meriter site on Mills Street are two examples that might accommodate appropriate larger-scale investments. Senior housing is another market segment that may be addressed by larger-scale buildings. The St. James School & Church parking lot and available adjacent properties might be a very good location to develop senior-supportive housing and provide equal or additional parking supply.

Large-scale investments require more land area, more parking spaces (generally), and cost more to fund and implement. Because of this, larger development will need more time to be reviewed, approved, and constructed. They are identified and discussed here so the neighborhoods understand the dynamics of larger-scale investments and can be informed during the initial implementation phase.

Public meeting results below show what the community identified as strengths (green), weaknesses (red), and opportunities (blue). Klief Park and St. James Church and School stand out as strengths surrounded by a high concentration of weaknesses and opportunities.





### Redevelopment Options (North of Mound)



**Green Streets**  
accommodate detached  
“cottages.”



**Senior housing** relates  
to St. James and can  
provide another range of  
opportunities.



**Attached housing**  
provides rental and for  
sale options.



**Workforce housing** on  
Mills Street can provide new  
employer-supported living  
options.

### Case Study: Pedestrian Green Street

#### Milwaukee Avenue Historic District (Minneapolis, MN)

*Seward West Committee*

In 1970, the Minneapolis Housing Authority planned a major urban renewal project. After neighbors wrote an alternative plan, only eleven houses on Milwaukee Avenue were demolished and replaced with newly built historic replicas. The rest were preserved and rehabilitated. The narrow street was converted to a pedestrian mall that includes a pocket park and tot lot. A non-profit home owners association manages common areas.



### Development Option: St. James Court

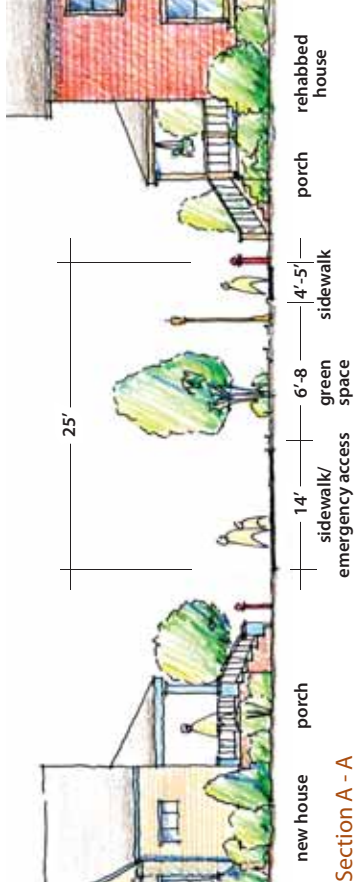
#### What is a Green Street?

In Greenbush-Vilas, green streets are pedestrian and bicycle-only streets lined with rehabbed homes and new appropriately scaled single-family houses. They offer greener living opportunities as well: smaller homes with smaller footprints, tightly grouped housing in exchange for shared community spaces for cars, garbage, and pocket parks, and a place designed for walkability and community-oriented living.

#### Why Green Streets in Greenbush-Vilas?

The narrow court streets of St. James and Bowen are ideal green street candidates. Why? 1) The court streets are narrow, human-scaled streets already, 2) they are in an area of Greenbush that needs a transformative change to encourage a diversity of housing options and residents, and 3) their presence reinforces the narrow street and tight frontage conditions that are part of the valued Greenbush-Vilas character.

This view from a new St. James Court looking east toward St. James Church and new Meriter housing project shows how the street might look and feel. The individual houses have porches that enliven the area, children have a safe place to play, and neighbors have a common space to walk, gather, and interact.

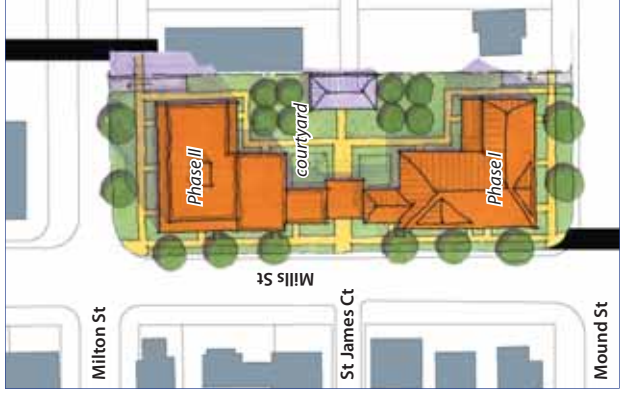


### Development Option: Workforce Housing

The Meriter Housing initiative is an immediate opportunity to create much needed affordable housing for the area's workforce. The property is owned by Meriter Hospital and is designated in the recently adopted Meriter Master Plan as a housing site. Most important, this project can establish developer and neighborhood confidence in Greenbush-Vilas for projects other than student housing. Because of its location at the east end of St. James Court, the project will anchor the east end of the St. James Court Green Street.



Existing



Proposed



East Elevation

### Summary of Next Steps

- Move forward with Green Streets initiative with the City.
- Begin program definition for Mills Street workforce housing.
- Identify property owner north of Mound Street interested in redevelopment options.
- Begin program definition for St. James School site development option.
- Initial program discussion with Beth Israel Center.

### Development Summary

#### Phase I

**Land Area:** 0.4 acres  
**Units:** 40 units in 4 stories  
 6 townhouse units (1300 SF each)  
 34 condominium units (800-1100 SF each)  
**Parking:** 32 spaces below ground

#### Phase II

**Land Area:** 0.4 acres  
**Units:** 48 units in 5 stories  
 6 townhouse units (1300 SF each)  
 42 apartment units (800-1100 SF each)  
**Parking:** 44 parking spaces below ground

### Contact

Information can be found at  
[www.cityofmadison.com/neighborhoods/contact.htm](http://www.cityofmadison.com/neighborhoods/contact.htm)  
<http://greenbushvilasnow.org>

Vilas Neighborhood Association  
 Greenbush Neighborhood Association



## A Revitalization Strategy

### Supplement to the Greenbush and Vilas Neighborhood Plans

Spring 2010

The Greenbush-Vilas Revitalization Strategy is intended to effect change by:

- Articulating a consensus vision for the future.
- Coordinating the decision-making process of multiple bodies.
- Shaping public policy.
- Attracting investment from a range of investors.

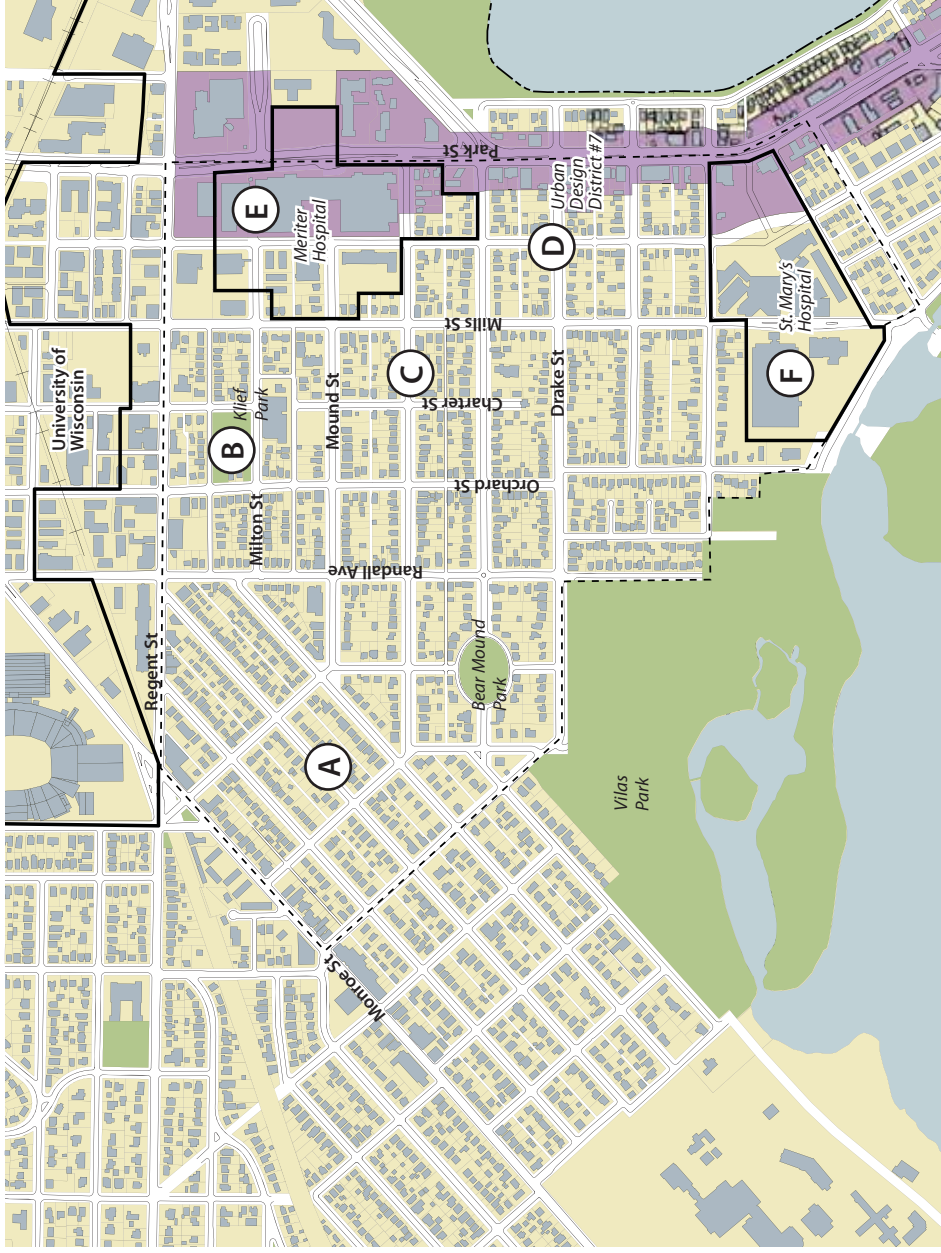
With or without planning, cities and neighborhoods change. Greenbush and Vilas have experienced a number of changes over the past few decades. With the current collaboration between the neighborhoods, the City, and surrounding institutions, unique circumstances have placed Greenbush and Vilas at the threshold of yet another transformation. With continued strategic planning, this transformation promises to launch the neighborhoods into a future where the best qualities of urban living are available to all residents and investors.

An important component of this unique opportunity is the proposal to create the Greenbush-Vilas Partnership. The Greenbush-Vilas Partnership can become an innovative and progressive organization that combines the best qualities of a public-private partnership with the best qualities of a Community Development Corporation (CDC). The Partnership will provide the necessary leadership and operational capacity to coordinate activities, raise funds, attract investments, and overcome hurdles.

***The Partnership will be charged with unifying public policy around a common vision for the area and mobilizing public and private investment to implement this vision.***

Establishing this Partnership is the first critical action necessary to realizing the vision of this Strategy. While the Partnership is being formed, there is important work to do to keep momentum moving forward. This work will rely on the dedicated volunteer work of the established Steering Committee.

Part V: Implementation



Summary of Implementation Strategy

- |   |   |
|---|---|
| <p><b>A</b> Maintain, protect, and preserve the established housing stock. Respond to the Monroe Street Commercial District Plan.</p>   | <ul style="list-style-type: none"> <li>• Neighborhood Conservation Overlay</li> <li>• Beth Israel Center site</li> </ul>  |
| <p><b>B</b> Focus on redevelopment North of Mound Street that reinforces public realm assets such as Klief Park. Respond to the Regent Street – South Campus Neighborhood Plan.</p> | <ul style="list-style-type: none"> <li>• Incremental redevelopment around Klief Park</li> <li>• St. James and Bowen Court Green Streets</li> <li>• Court Street Cottages – small single family increment</li> <li>• St. James Church &amp; School site</li> </ul> |
| <p><b>C</b> Encourage and support owner-occupied opportunities by facilitating single family and duplex reversions.</p>   | <ul style="list-style-type: none"> <li>• Neighborhood Conservation Overlay</li> <li>• Courtyard Cluster Housing</li> </ul>  |
| <p><b>D</b> Anticipate incremental redevelopment and reinvestment to accommodate new residential and mixed-use development.</p>   | <ul style="list-style-type: none"> <li>• Park Street Urban Design District (UDD #7) and Park Street Urban Design Corridor Guidelines</li> </ul>   |
| <p><b>E</b> Recognize and respond to the Meriter Hospital Master Plan.</p>  | <ul style="list-style-type: none"> <li>• Master Plan investment and development</li> <li>• Mills Street workforce housing</li> </ul>  |
| <p><b>F</b> Recognize and respond to the St. Mary's Hospital Master Plan.</p>   | <ul style="list-style-type: none"> <li>• Master Plan investment and development</li> </ul>  |

## Immediate Next Steps

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- Form the Greenbush-Vilas Partnership. Recruit a Board of Directors, draft by-laws, and establish an Advisory Board.

### **Immediate Next Steps, prior to the formation of the Greenbush-Vilas Partnership, to be undertaken by the existing Steering Committee.**

- Work with the City Planning Division to adopt this Strategy to make it official City policy.
- Work with the Hospitals and the University to create employee down payment assistance programs that encourage and incent employees to live in Greenbush or Vilas.
- Begin pre-development of Meriter Housing on Mills Street.
- Work with the City to assess the potential of a TID District encompassing the entire study area as well as the adjacent Regent Street and Park Street corridors.
- Begin discussions with the City (Planning, Fire, Public Works) about the feasibility of creating “Green Streets” as conceptually described in the Strategy.
- Work with the Planning Division and Zoning Staff to rezone Greenbush and Vilas in a manner consistent with this Strategy.

## Policy

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- Adopt the Strategy.
- Propose zoning map changes per the proposed new Zoning Code currently under review. Pay close attention to the categories required to achieve densities and patterns proposed north of Mound Street.
- Review the demolition process. Seek means by which redevelopment of single family properties into high quality single family homes or duplexes does not rely on the current demolition permit process.
- Consider the creation of a Neighborhood Conservation District for Vilas. Neighborhood Conservation Districts are designed to preserve the general character of an area, not its historic fabric. Neighborhood Conservation Districts are an effective way of preserving unique residential character and emphasizing a neighborhood’s cultural attributes.
- Consider the creation of Neighborhood Improvement Districts.

## Infrastructure

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- Advance discussions on Green Streets. Work with the City (Planning, Fire, Public Works) and all utility providers to develop a mutually beneficial approach to creating the Green Streets as conceptually described in this Strategy.
- Advance discussions on significant improvements to Klief Park. An important premise of this Strategy is that an improved public realm is necessary to incent new development. Development around Klief Park will be substantially more dense than today, thereby requiring significant park redesign and upgrades. Investors interested in developing higher quality and higher density housing around the park will likely require park improvements.

## Development and Finance

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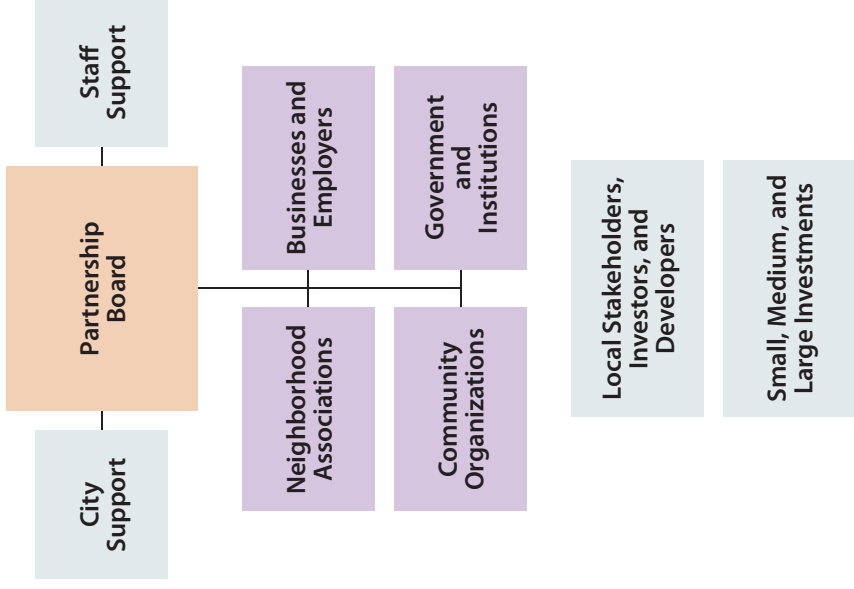
- Develop Workforce Housing on Meriter’s Mills Street site.
- Continue discussions with St. James Church about future change and development.
- Offer Option to Buy Program to homeowners who, in the upcoming five years, may be downsizing and looking to sell their houses. In order to reduce the possibility that the ownership property is sold to an absentee investor, the Option to Buy Program is “right of first refusal,” purchased from the homeowner, by the Partnership.
- Create an Investment Fund. Recruit corporate and institutional investors to help seed initial projects (acquisition, gap financing) to be paid back through tax increment.
- Create programs to assist owner-occupied duplex. Potential homeowners will likely require underwriting assistance or rent guarantees from Partnership in order to finance purchase of duplex.
- Use neighborhood-funded Revolving Loan Funds to for housing rehab for existing homeowners.

### The Greenbush-Vilas Partnership

The Advisory Board will be responsible for providing professional input to the operations of the organization. The advisory board will be comprised of representatives from the neighborhoods, city leaders, and area stakeholders. The board will meet on a quarterly basis.

The Partnership will establish, administer, and monitor a variety of programs and policies designed to implement the Strategy. They will seek partners to implement small, medium, and large scale projects.

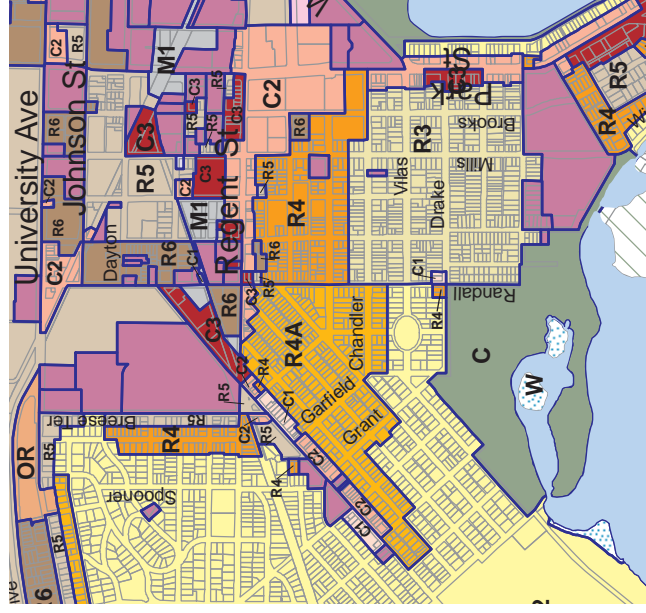
Implementation of the Strategy will require involvement from investors at all levels. Continued commitment from existing homeowners and is equally critical to that of new residents and large institutions and developers.



### Zoning Recommendations

The core of the study area is comprised of zoning districts R3, R4, R4A and R5/6. With the adoption of the City’s new zoning ordinance., these districts are proposed to be classified as Traditional Residential-Variied 1 & 2 (TR-V1/V2), Traditional Residential-Consistent 3 (TR-C3); and Traditional Residential-Urban 1 & 2 (TR-U1/U2). Medium- and large-scale recommendations may be accommodated by the TR-V and TR-C districts. In some cases, higher-density multi-family units may require a TR-U district to accommodate the required height and density. Projects such as the “end-caps” to the green streets could include up 24 units/acre, or accommodating more intensity around Klief Park, or the 4–5 stories for a condo/rental/townhouse building on the Meriter site may need to consider a TR–U district.

Other zoning considerations should address the potential to allow more mixed-use residential buildings on Monroe, Regent, and Park Streets (consistent with the plans and policies that have been approved. In the R4A areas of Vilas and the R3 areas of Greenbush it may be advantageous to apply a Neighborhood Conservation Overlay.



Existing Zoning Districts

### Contact

Information can be found at  
[www.cityofmadison.com/neighborhoods/contact.htm](http://www.cityofmadison.com/neighborhoods/contact.htm)  
<http://greenbushvilasnow.org>

Vilas Neighborhood Association  
 Greenbush Neighborhood Association