

Monroe Street Commercial District Plan

Dudgeon-Monroe and Vilas Neighborhood Associations and the Monroe Street Merchants Association

Prepared with assistance from Planning & Design Institute Inc. with Business Districts Inc.

Final Report

November 25, 2006

ACKNOWLEDGEMENTS

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A. THE PROCESS

The Dudgeon-Monroe and Vilas Neighborhood Associations and the Monroe Street Merchants Association (D-M/VNA/MSMA) were awarded funds from the City of Madison to prepare the plan for the Monroe Street commercial districts beginning at the intersection of Regent Street and continuing for one mile to Odana Road (Figure A-1). Monroe Street has commercial, residential and institutional uses. The focus of the plan is the three primarily commercial areas (Figure A-2). The district provides neighborhood retail for the Dudgeon Monroe, Vilas, University Heights, Westmorland, Nakoma and Regent Neighborhoods as well as shopping appeal to visitors in the city.

In October of 2003, the D-M/VNA/MSMA issued a request for proposals for planning and market analysis consultants to prepare a commercial district land use plan and market analysis. In January of 2004 the group retained the services of the Milwaukee-based planning firm Planning and Design Institute, Inc. (PDI) in partnership with Business Districts, Inc. (BDI) from Chicago.

The objectives of the plan were to:

- Guide the City of Madison and the D-M/VNA/MSMA in attracting and retaining high quality development and business tenants along the streets;
- Provide criteria to assist in evaluating development and redevelopment plans that may be proposed in the future;
- Provide existing and prospective land owners with information regarding what uses are needed and can be supported by the market and community; and
- Provide guidance on the community's expectations as they relate to development standards.

The project began in January of 2004 and was completed in a nine-month period. The consultants worked closely with a steering committee comprised of representatives from the Dudgeon-Monroe and Vilas Neighborhoods, along with Monroe Street business owners and landlords, and staff at the University of Wisconsin. The team also conducted three public open house/workshops, met with city staff representing planning, historic preservation, transportation, economic development, urban design and zoning departments. Both PDI and BDI conducted confidential stakeholder interviews and group discussion sessions with Monroe Street Merchants as well as conducted a community design preference survey.

This plan will provide D-M/VNA/MSMA and the City of Madison with a road map for guiding development and redevelopment along this commercial district so that the



Figure A-1: Monroe Street Planning Area

type and scale of businesses meet the overall goals of the residential and merchant community along Monroe Street.

Figure A-2: Locations of the Three Commercial Nodes



B. COMMERCIAL DISTRICT PLAN GOALS

Throughout the public participation process several significant themes regarding the future of the Monroe Street Commercial District surfaced. They were:

1. New Opportunities: Ensuring Appropriate Redevelopment

(Business Retention and Expansion)

- Develop a strategy to attract new businesses that complement the character (physical and retail) of the district.
- Promote opportunities for a variety of residential types where appropriate.
- Encourage economic development that can help create neighborhood “hubs.”
- Manage density and scale through design and land use guidelines for new projects to maintain and encourage contextual development that are in scale with the existing neighborhood, are pedestrian-friendly and provide realistic opportunities for quality, infill development that supports the business district and neighborhood.

2. Preservation: Keeping What Makes Monroe Street Special

- Develop a strategy to strengthen and retain existing businesses.
- Develop guidelines to address the character (building scale and massing, materials, fenestration, etc.) of both new construction and renovations to existing structures. Preserve distinctive architectural qualities of the street.
- Preserve and enhance the residential character of the neighborhoods around the commercial districts.
- Preserve public amenities such as the library, Dudgeon Center, Park and Pleasure Drive, Lake Wingra and parks. Support the community quality of Edgewood Campus and the UW Arboretum.
- Encourage the preservation or re-use of buildings with historic value in the community.
- Add population to the corridor by encouraging mixed use, infill developments that serve demographically and economically diverse population groups.

3. Enhancement: Encouraging Complementary Uses and Activity

- Promote a “community” character for the street: encourage mixed-uses including civic, institutional, retail and residential.
- Provide places and things to do for people of all ages.
- Promote a pedestrian-friendly and attractive environment for the Monroe Street Commercial Districts.
- Promote “greening” of Monroe Street: enhance connections and relationships to natural features.
- Develop signage standards and requirements.

- Manage traffic effectively, balancing the needs of pedestrians, bicyclists and vehicles.
- Maintain parking at a level consistent with what we have today.
- Recognize the emergence of the pedestrian/bike path as a major amenity and social center for the neighborhood. Provide better connection and integration of the pedestrian/bike path to commercial areas. Integrate the pedestrian/bike path into transportation options.
- Enhance the multi-modal character of the neighborhood.
- Promote public transit availability, ease of access and use.
- Calm vehicle traffic to accommodate other nodes of transportation.
- Promote street branding to create the sense of one commercial district through banners, signage, and street enhancements.
- Explore incentive-based implementation of Monroe Street Business District's planning goals.
- Explore the possibility of creating an Urban Design District for the commercial areas of Monroe Street consistent with this Plan.

C. EXISTING CONDITIONS AND CONTEXT

1. Location In The State/Region/City

The Monroe Street commercial district is located in the City of Madison, in Dane County, Wisconsin. The historic, walkable commercial district is uniquely located linking UW-Madison’s Camp Randall Stadium, Lake Wingra, and the Arboretum between the Beltline and the State Capitol (Figure C-1).

Within a fifteen-minute distance, there are a number of commercial districts. They include Midvale & Tokay, University Avenue, Regent Street, Park Street and State Street (Figure C-2).

Within Monroe Street itself, there are three distinct commercial areas. Beginning from the east end: the Monroe & Regent St. area, the Monroe & Commonwealth area at the center and Monroe & Glenway area at the western end.

Monroe Street is surrounded by two residential neighborhoods: the Dudgeon-Monroe Neighborhood and the Vilas Neighborhood. The Monroe Street Merchants Association functions along the entire corridor. The Monroe Street Commercial District’s mix of business includes predominately local neighborhood service businesses with limited regional and national retail enterprises.

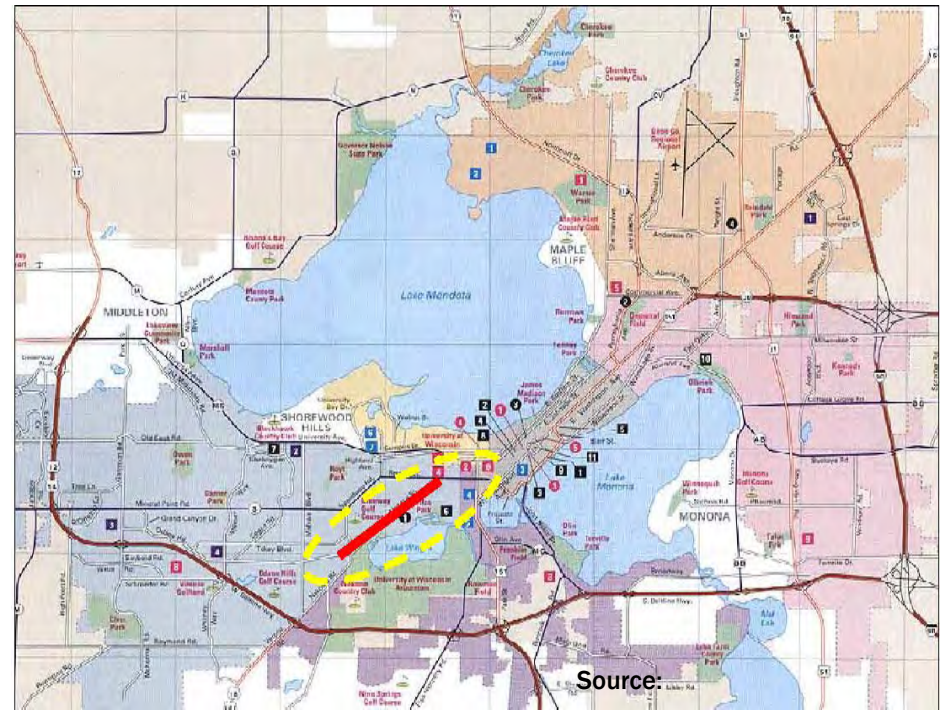


Figure C-1: Map of the Madison Area



Figure C-2: Monroe Street and Area Commercial Districts

Monroe-Regent Commercial Node (1500-1900 blocks)

Anchored by Camp Randall, the 1700, 1800, and 1900 blocks are characterized by the sense of a neighborhood main street (Figure C-3). A balance of businesses that serve the adjacent residential neighborhoods, daytime workers in the area, as well as regional visitors represent this node. Land uses include a bank, library, pharmacy, parking lot, and shopping specialties such as galleries, Orange Tree Imports, Wild Child, Borokhim's, and Sepp Sports, along with restaurants, coffee bars and offices. Residential buildings include student rental apartment buildings, fraternities, and a few single-family homes. Several commercial buildings include second-floor apartments that are also rental housing. In contrast to the 1700-1900 blocks, the 1500-1600 blocks do not exhibit the same sense of a cohesive neighborhood main street and provide an inadequate sense of entrance to the district.



Figure C-3: Monroe-Regent Node

Monroe-Commonwealth Node (2500-2700 blocks)

Anchored by Wingra Park, this area is a mix of old and new buildings. It consists of established businesses such as Michael's Frozen Custard (Figure C-4), Pasqual's Restaurant, the Laurel Tavern, the Knitting Tree, Budd's Auto Repair, and Butler Plumbing. The Knickerbocker Place commercial complex was built in 1994. It houses a mix of businesses which serve the local neighborhoods as well as visitors. The parking and traffic issues are of particular concern to the neighborhood in this locale. The traffic generated by the area businesses combined with the traffic along Monroe Street has created safety issues particularly to the many area pedestrians. Adjacent to this area is an entry point to Wingra Park, an important neighborhood amenity.



Figure C-4: Monroe-Commonwealth Node

Monroe- Glenway Node (3200-3600 blocks)

Anchored by the UW Arboretum, this area provides community services such as two auto service stations, a combination pharmacy/general store/post office, a bed and breakfast (Figure C-5), and a beauty salon. The Dudgeon Center for Community Programs is also adjacent to this area.



Figure C-5: Monroe-Glenway Node

The Dudgeon-Monroe Street and Vilas neighborhoods flank most of the Monroe Street commercial nodes. The Appendix provides a brief profile and demographic data of the residential neighborhoods in the project study area.

2. Current Land Uses/Businesses

Land uses along Monroe Street are stable and have had very little change over the last decade. A complete list of land use and business owners for Monroe Street is in the Appendix. While approximately 90% of the land uses surrounding the Monroe Street commercial districts are residential uses, 8.2% account for commercial uses and 0.9% are designated institutional uses (Figure C-6 below).



Source: City of Madison Planning Department

Figure C-6: Existing Land Use. Monroe Street Planning Area

Institutional

Along Monroe Street 19.1% of the land area belongs to institutional uses. This is significant because these institutions are major regional destinations that serve not only the residents of the local areas but many others who drive or commute by public transit and use the Monroe Street corridor as a primary means of access. Camp Randall Stadium creates an entry point to the Monroe Street Commercial District at the eastern edge. Further down Monroe Street, Edgewood College has a significant impact on the character of Monroe Street as a land use which separates the Monroe-Regent Node from the Monroe-Commonwealth Node.

Along the Monroe-Regent commercial node the commercial uses occur along either side of the street. This is important as the proximity of the business creates an important synergy for walkable commercial districts.

Commercial

At the Monroe-Commonwealth commercial node, a smaller cluster of commercial uses are located across the street from each other. The street pattern and parking mix create a less safe environment for pedestrians. The proximity and access to Wingra Park is an important element in the land uses at this node.

At the Monroe-Glenway node, the commercial uses are all located across from the UW-Arboretum. While some uses take advantage of this relationship such as the bed and breakfast, the automobile service stations do not.

Public Facilities

Parks and Institutional facilities play an important role in the economy of the Monroe Street commercial district (Figure C-7). They are national and regional attractions that bring people to the neighborhood. The UW-Madison, the U.W. Arboretum, the Henry Vilas Zoo, Edgewood College, Wingra Park and Wingra Lake, the Glenway Golf Course, Forest Hill Cemetery, and the Southwest Pedestrian/Bike Path are located in close proximity to the study area.

Residential

The residential district that surrounds the Monroe Street commercial district is comprised of predominantly owner-occupied, single-family homes (see appendix Figure M-5). In this area 87.2% of the homes are single family structures. The majority of homes in the area were built in the period 1920-1929 (see appendix Figure M-6) and over 50% of the homes have an assessed value above \$225,000 (see appendix Figure M-7).

The Southwest Bike and Pedestrian Path has become an important element of the Monroe Street and acts as a new neighborhood gathering place (Figure C-8).

Monroe Street Planning Area - Parks, Schools and Open Spaces



Figure C-7: Parks, Schools, and Open Space

(source City of Madison Planning & Development, Planning Unit)



Figure C-8: Southwest Bike/Pedestrian Path

3. Current Zoning

Zoning plays an important role in any future redevelopment plans along Monroe Street. A zoning map of the Monroe Street area appears in the Appendix (Figure M-19). Currently the commercial land at the Monroe-regent node is zoned either C-1, or C-2. At the Monroe Commonwealth node the zoning is C-2 and at the Monroe-Glenway node C-1. The C-1 district in general permits more “limited” commercial uses than C-1: quoting from the City of Madison Zoning Ordinance “The C1 limited commercial district is established to accommodate the shopping needs of residents residing in adjacent residential areas. Within this district, which is located in close proximity to residential areas, are permitted those uses which are necessary to satisfy the daily or frequent shopping needs of the neighborhood consumer. Such uses include the retailing of convenience goods and the furnishing of certain personal services. Also as a conditional use within this district, certain types of offices are allowed. Within this district, a limitation is imposed on the size of establishments to prevent the generation of large volumes of vehicular and pedestrian traffic” and to ensure consistency with the scale of uses within the district. The C-2 district according to the City of Madison Zoning Ordinance “is established to accommodate the shopping needs of a much larger consumer population and area of residency than that served by the C1 limited commercial district. Uses permitted in this district include not only the retailing of convenience goods and the furnishing of certain personal services, but also the retailing of durable and fashion goods and the furnishing of other types of services. Also permitted are all types of office uses.”

4. Other Key Regulations, Policies And Programs

Above and beyond zoning and land use plans, a number of other regulations impact developments and redevelopment of land along Monroe Street. Some of these include:

The Monroe-Harrison Redevelopment District

The Community Development Authority of the City of Madison created this redevelopment district in November 2003, to advance the development of commercial, office and/or housing in the 1800 block of Monroe Street, currently occupied by a City of Madison public parking lot and the former Ken Kopp's neighborhood grocery and laundromat. A redevelopment district is a tool that is used by a municipality to accelerate the revitalization of neighborhood districts or particular properties. Redevelopment efforts are intended to eliminate and prevent the spread of “blight” in the project area. In a general sense, factors

contributing to blight include vacancy and underutilization, difficult and unsafe circulation, deteriorating site and building conditions, and diversity of ownership impairing the sound growth of a city. A primary technique that can be utilized by a city involves condemnation of land and interests in a property, with just compensation paid to the property owner. A city may then offer the property to other owners or developers who will implement a redevelopment project that meets the objectives of the city.

Historic Preservation

The City Landmarks Commission currently recognizes several effigy mound groups, parks, and one house within the perimeters of the neighborhoods. One business is currently a recognized landmark, The Plough Inn (currently known as Arbor House), at 3402 Monroe Street.

City neighborhoods have sponsored three separate walking-tour booklets covering significant buildings in the Wingra Park development. These buildings might also be considered for landmark status.

Orange Tree Imports, 1721-1723 Monroe Street
Dudgeon School, 3200 Monroe Street

In addition, several buildings lining the street are older than 75 years and may be of interest for consideration. These could include:

<i>Stadium Barbers, 1513 Monroe Street</i>	<i>Art Gecko, 1725 Monroe Street</i>
<i>Borokhim Rugs, 1801 Monroe Street</i>	<i>Sepp Sports, 1805 Monroe Street</i>
<i>Neuhauser Pharmacy, 1875 Monroe St</i>	<i>Bill Paul Studio, 1904 Monroe Street</i>

Four buildings along Monroe Street contribute to the historic character of the street. None of them are designated landmarks at this time. They are located at 1725 Monroe Street, 1805 Monroe Street, 1875 Monroe Street and 1904 Monroe Street. (Source: City of Madison Historic Preservation, 2004). There are two historic designation programs in Madison – the local landmark program and the National Register of Historic Places. For designated landmarks, exterior renovation, demolition, and new construction on the site must be reviewed and approved by the Landmarks Commission. Buildings listed on the National Register can qualify for tax incentives for renovation. Designated properties qualify for the use of the State of Wisconsin’s historic building code (Chapter 70, Wisconsin Statutes). Further information regarding the nominating process can be obtained from the Preservation Planner at the City of Madison.

Inclusionary Zoning

Inclusionary Zoning is a recent provision in Madison's land use regulations that requires 15% of all units in new developments to be earmarked as affordable to individuals and families whose income is below the area median income. This regulation has two major impacts: it ensures some degree of economic integration countering complete gentrification; and secondly, it is often accompanied by density bonuses that increase the size of projects.

Facade Improvement Grant Program

Monroe Street is a target area for the City of Madison's "Facade Improvement Program." The city administers several programs to help strengthen and enhance its neighborhoods. Attractive building facades support and encourage local businesses and can have a significant effect on the attractiveness and marketability of the surrounding area. To encourage business owners to reinvest in the downtown and smaller neighborhood shopping and business areas, the City of Madison is offering grants to assist in the exterior renovations of these otherwise sound and vital properties. Property owners of service or commercial/mixed-use structures and building tenants, with leases of more than one year in length, located within the target area, are eligible for funding.

Properties that are used in whole or part for service or commercial activities are eligible for funding. The program is intended to assist projects that promote retail activities, create an attractive environment, encourage neighborhood character and architectural design, use quality materials, and incorporate good design concepts. Projects meeting these objectives are eligible for up to one half the costs of facade improvements using a matching grant process.

Deferred loans or grants will be provided in an amount up to 50% of the total project cost, to a maximum of \$10,000 per street facing facade. Maximum amounts would range to \$10,000 for a single facade, \$20,000 for a building with two facades, and \$25,000 for "flatiron" buildings (buildings with three sides and a triangular shape in plan). The owner/tenant must use private, non-city funds to match the city's grant.

Grants may be used for restoring or substantially beautifying, or enhancing the entire facade or elevation of a commercial building. Eligible items include uncovering and restoring historical facades, removing existing facade materials and replacing them with more appropriate and attractive designs and materials, and other detailing which leads to a substantially enhanced appearance. Although not eligible for funding on their own, the following may be funded as part of a more comprehensive facade improvement: windows, doors, exterior cleaning, tuck pointing, painting, exterior lighting, shutters, gutters, awnings, and historical

architectural elements. The program will fund projects that significantly improve the visual appearance of the property from the street. Design and permit fees associated with the construction are also eligible project costs. The cost of new construction, repair or replacement of a roof, work to an alley facade, work that principally involves minor repairs, painting or maintenance, billboards, landscaping or paving are not eligible under the deferred loan program. (Source: http://www.ci.madison.wi.us/planning/facade_flyr.htm)

Madison Arts Commission (formerly CitiArts)

The Madison Arts Commission (formerly CitiArts) is a municipal arts agency made up of a citizen commission composed of ten residents and one Alderperson all appointed by the Mayor. Madison Arts Commission's mission is to make the arts an essential part of the lives of all of Madison's citizens. Madison Arts Commission recently released a report titled "Public Art Framework and Field Guide for Madison, Wisconsin" which provides excellent information regarding the integration of art into public landscapes. The Field Guide portion lays out design guidelines and a comprehensive but easy-to-use process that provide a way for artists, City staff and community members to begin to think about, and have a dialogue, regarding the potential of public art.

Comprehensive Land Use Plan for the City of Madison

During the preparation of the Monroe Street Commercial District Plan, the City adopted a new Comprehensive Plan. Within the Comprehensive Plan, infill development is called for in the Monroe Street commercial districts. The land use designations with the Comprehensive Plan are reasonably consistent with the historical uses in earlier plans, with one major exception: A transit-oriented development is shown for the business district near Monroe Street and Harrison Street.

Probably the most relevant sections of the land use plan refer to infill development and redevelopment. Section 22 of the Comprehensive Plan calls for reducing the demand for development of vacant land on the periphery by encouraging urban infill development and redevelopment and higher development densities at locations recommended in the Comprehensive Plan. The Monroe Street Commercial District Plan identifies a number of potential sites for such infill development. Policy Number Four in the Redevelopment Section is extremely relevant to this plan. It reads as follows: "Redevelopment scale and density should be appropriate to the redevelopment objectives defined in the applicable City plans and reasonably compatible with established neighborhood character - including the evolving character in areas with substantial redevelopment."

Transit Enhancement Program and Community Enhancement Program

These are two programs that are separate only due to the funding sources that support them. Their basic intent is to provide matching funds for community projects that generally improve the aesthetics or functioning of neighborhoods. For example, Community Enhancement can be used to purchase ornamental streetlights, street trees, benches, and similar improvements. It is often used to assist in the purchase of neighborhood signs. Transit Enhancement is a bit more limited in that the particular improvement must be directly related to the transit system. For the Monroe Street corridor, the purchase of benches or special shelter amenities would be possible uses for this funding source. In both cases, matching funds must be provided.

5. Urban Design Overlay District

Section 33.02 of the Madison General Ordinance permits the City to designate 'Urban Design Districts.' The City of Madison currently has six urban design districts. There is not one in place at this time for the Monroe Street Area.

The City of Madison Urban Design Commission has final authority on projects within urban design districts. In order to establish an Urban Design District, the Urban Design Commission may "after analysis of an area and meeting with property owners and residents, propose geographically-defined districts within the City of Madison as Urban Design Districts." Each proposal shall include a description of the district's boundaries, a design analysis, a statement of design objectives and methods, recommendations for future public and private improvements and developments and specific criteria to be employed in reviewing development proposals." (City of Madison Municipal Code Section 33.02)

Creating an Urban Design District may give the community greater control over future redevelopment along Monroe Street. It will also add a layer of regulation to all property owners within the overlay district. The district applies only to commercial, not to residential uses.

D COMMUNITY EXPECTATIONS AND PREFERENCES

As a part of the planning process a number of public participation tools were utilized. The results of the community expectations and preferences were used to form the basis of the project goals. The purpose of this section is to summarize some of the overall themes that emerged during the public input sessions.

1. Public Meetings

Three public meetings were held at the Edgewood College Anderson Auditorium to receive public input and PDI/BDI conducted confidential stakeholder interviews and discussion groups with Monroe Street Merchants on March 18, 2004. Following is a brief synopsis of major sentiments expressed during the public meetings. A more comprehensive listing of public comments is provided in the Appendix.

Business Mix & Activities

Monroe Street has a unique mix of businesses (with few chain stores), and this mix and the general character of the street should be preserved. Any new businesses that are brought in should complement and not compete with existing business. Efforts should be made to make the street truly a community place, not just a row of shops.

Traffic and Parking Concerns

While parking seems adequate for the current level of business, there are issues concerning the impact of commercial traffic and parking on surrounding neighborhood areas. Efforts should be made to include on-site parking for new development projects. On-street parking is essential to business and must be preserved. Vehicular traffic along Monroe Street reaches levels that make crossing the street difficult for pedestrians. Traffic should be encouraged to use the main arterials and, where relevant, collector/distributor streets (e.g., Glenway Street, Commonwealth Avenue) rather than neighborhood local streets, while pedestrian access on Monroe Street should be enhanced.

Physical Environment of Area: Landscape/Streetscape

Efforts should be made to provide a uniform streetscape along the commercial areas of Monroe Street. Better linkages need to be made between Monroe Street and the various public parks and other facilities (including the Southwest Bike/Pedestrian Path). Better accommodations should be made for pedestrians

by providing benches, landscape and interesting and high quality storefront architecture. The addition of such amenities should be considered when new, infill projects are proposed.

Neighborhood/Business Issues, Conflicts

In general the residents of the area recognize how the unique character of the business districts contributes to the quality of life of the neighborhoods. However, there are concerns regarding the impact of commercial traffic and parking upon the neighboring areas. The merchants need to work with residents to resolve issues. Residents are concerned that any new development along Monroe Street not overwhelm the existing character and quality of the adjoining residential neighborhoods.

Degree/Effectiveness of City Involvement & Support

The City of Madison is seen as a necessary and active partner in resolving neighborhood issues. The City should consider enacting regulations or guidelines to encourage appropriate and compatible development. While programs exist to help business improve their properties more could be done to communicate and encourage business/property owners to take advantage of them.

Other Issues/Concerns for the Consultants to Know About

- A neighborhood grocery store (full service) would be highly desirable along Monroe Street.
- New development should consider residential uses, offering a diversity of housing options to multiple market segments.
- Encouraging more use of public transit to reach Monroe Street businesses could reduce some of the traffic and parking concerns.
- When properties are redeveloped consideration should be made to utilize sustainable practices such as rain gardens and “green” architecture.

2. Results Of Design Preference Survey

Neighbors participated in a design preference survey at the public meeting held on May 6, 2004, at Edgewood College (Figure D-1). Approximately 100 people participated. The public responded to images that fell under five categories. These were:

- Height, set back and relationship to street
- Ground Floor Treatment of Retail
- Parking
- Signage
- Streetscape/landscape character

The results of the Design Preference Survey are included in the Appendix but a few general comments can be made. When viewed as a group the most-favored images indicate a preference for 2-3 story development that features active and well-articulated ground floors that have activities that attract the interest of pedestrians. Preferred massing avoided large unbroken facades and embraced a scale that resembled a series of smaller buildings rather than the appearance of large singular buildings. Respondents did not like slides of “dead” ground floor storefronts that looked into office uses or into opaque glass. Preference was indicated for buildings that came up to the street edge: low ratings were given to images of one-story buildings set back from the sidewalk with intervening parking. Landscapes exhibiting effective vegetative screening of parking rated highly, as did brick and colored concrete paving as opposed to asphalt surfaces. Smaller signs that were integrated with the design of the storefronts were preferred over larger signs scaled to be seen from automobiles passing by at high speeds.

The results indicate that the respondents preferred a character that typifies traditional urban neighborhood centers. Much of Monroe Street has developed in this manner. There is a particular emphasis on pedestrian-friendly features. The results emphasize that Monroe Street should continue to build upon its unique character: care should be taken so that development patterns and details fit with the urban and pedestrian character of the street and avoid “suburbanization” or patterns found commonly in development along auto-oriented commercial “strips” or large retail shopping centers.

The preferences expressed by the public have been directly addressed in the general and redevelopment guidelines outlined later in this report. Emphasizing appropriately scaled mixed-use development and a rich pedestrian environment, the guidelines specify a development pattern that reinforces the vision outlined by the survey participants.



Slide Number	NEGATIVE ←					NEUTRAL	→ POSITIVE				
Single Family Residential											
1	-5	-4	-3	-2	-1	0	1	2	3	4	5
2	-5	-4	-3	-2	-1	0	1	2	3	4	5
3	-5	-4	-3	-2	-1	0	1	2	3	4	5
4	-5	-4	-3	-2	-1	0	1	2	3	4	5
5	-5	-4	-3	-2	-1	0	1	2	3	4	5
6	-5	-4	-3	-2	-1	0	1	2	3	4	5
7	-5	-4	-3	-2	-1	0	1	2	3	4	5
Multi Family/Town Homes											
8	-5	-4	-3	-2	-1	0	1	2	3	4	5
9	-5	-4	-3	-2	-1	0	1	2	3	4	5
10	-5	-4	-3	-2	-1	0	1	2	3	4	5
11	-5	-4	-3	-2	-1	0	1	2	3	4	5

Figure D-1: Sample Preference Survey Image and Score sheet. Above is an example image and score sheet for the Design Preference Survey conducted at the March 4th meeting. Meeting participants rated design character images on a scale of -5 (most negative) to +5 (most positive).

E. MARKET CONDITIONS

As a component of the Monroe Street Commercial District Plan, Business Districts, Inc. (BDI) has been asked to conduct a market study on the Monroe Street corridor. This market study examines three primary topics—the study area’s overall market, potential strategies to strengthen the area, and future opportunities for development and redevelopment. The ultimate goal is the long-term sustenance and enhancement of Monroe Street, a “one-of-a kind Madison asset,” as aptly stated by one interview subject. The list of those interviewed as part of the market report is as follows:

- Lee Federer, Fiore Companies
- Nathalie Bach, Alexander Company
- Jim Engle, State Coordinator of Wisconsin Main Street/Wisconsin Downtown Center
- Sandra Mayer, President, High Pointe Properties
- Peg Breuer, Neuhauser Pharmacy/post office
- Dean and Carol “Orange” Schroeder, owners of Orange Tree Imports
- Ken Ryczek, Associated Bank
- Ellen Rosner, Indigo Moon
- Michael Gay, City of Madison
- Mike Flint, Mallatt Pharmacy
- Dave Gunderson, Monroe Street Framing
- Paul Hansen, Pasqual’s Restaurant
- Keith Bieneman, Tileart

1. Project Area Description

The Monroe Street Commercial District’s varied businesses are distributed in three distinct concentrations, or nodes, on Monroe Street from Regent Street to Nakoma Road (Table E-1). The largest node, closest to Regent Street, includes most of the study area’s established retail. The second node, near Monroe and Commonwealth, includes a high proportion of food and beverage establishments. The third node, near Glenway, consists of only eight businesses. With the exception of Mallatt’s, these businesses are service establishments.

Table E-1: Monroe Street Business Mix

	Overall	Glenway	Commonwealth	Regent
Stores	46	2	14	29
Restaurants	13	0	7	6
Services	18	4	7	14
Professionals	18	1	5	6
Other	5	1	1	3
TOTAL	100	8	34	58

Monroe Street's business mix is eclectic. Specialty foods, restaurants/bars and home furnishings are strongly represented in the Regent and Commonwealth nodes.

The hobbies and specialty Retail categories are also represented at the Commonwealth node in smaller numbers. Auto repair businesses are concentrated near the Commonwealth and the Glenway nodes. These latter businesses have long-term owners, and they are operated on some of the larger parcels within the study area. The few vacancies in the area tend to be in deteriorating buildings needing substantial renovation or redevelopment.

The business ownership in the Monroe Street District is concentrated in independent businesses with a few regional chains. The interviews conducted as a part of this study suggest a strong preference toward maintaining that concentration and avoiding national chains.

Table E-2: Traffic Counts

1999 Traffic Counts		
Street	Cross Street	Traffic Count
MONROE ST	GLENWAY ST	22,900
MONROE ST	KNICKERBOCKER ST	21,650
MONROE ST	WEST LAWN AVE	21,050
REGENT ST	MONROE ST	20,850
MONROE ST	EDGEWOOD AVE	18,500

Traffic Count data © 2003 by GDT. All rights reserved.

The traffic counts along Monroe Street (Table E-2) are substantial and provide a mixed blessing. Experienced store and restaurant siting professionals generally consider vehicle counts above 20,000 (average daily traffic) to be sufficient to

support high volume, auto-oriented retail districts; however, pedestrians generally have difficulty crossing the road at these traffic volumes. Parents often are particularly worried about children when traffic volumes are this high near sidewalks. Hence traffic is a mixed blessing for this area and the effect of higher volumes of vehicular traffic must be considered as development proceeds.

2. Market Characteristics

The Monroe Street study area is a well-established and well-known shopping district within Madison and its environs. Monroe Street's key attribute is its many strong, successful independent business owners. In addition, the number and diversity of businesses provide local and regional shoppers with a broad selection of goods. Monroe Street and its merchants benefit from their location on a major thoroughfare, making the district consistently accessible to thousands each day.

Table E-3 illustrates Monroe Street's demographics using the center point of Knickerbocker Street to encompass the trade areas for all three Monroe Street business concentrations. See the appendix for details concerning each node.

Table E-3: Monroe Street Demographics

	MONROE & KNICKERBOCKER			
	0.5 Miles	1 Miles	5 Minute Drive Time	15 Minute Drive Time
Population 2003				
Total Population	2,584	10,438	75,078	282,067
Total Households	1,015	4,356	31,019	122,745
Average Household Size	2.24	2.28	2.06	2.2
Total Population Median Age	35.7	37.1	26.1	32.5
Household Income 2003				
Median Household Income	\$66,691	\$65,606	\$34,911	\$47,260
Household Average Income	\$74,122	\$78,291	\$51,202	\$60,750
Income \$75,000 +	425	1,849	6,549	32,356
Business Summary 2003				
Total Employees	1,024	9,152	96,553	249,212
Total Establishments	86	492	4,937	14,799
Housing Units 2003				
% Owner-Occupied	76.13%	72.76%	35.54%	48.08%
Consumer Expenditures 2003				
Food And Beverages	\$9,346,120	\$41,578,020	\$219,521,463	\$980,364,315
Groceries	\$5,526,675	\$24,598,332	\$130,745,085	\$582,670,515
Restaurants	\$3,266,270	\$14,518,548	\$75,748,398	\$339,758,160
Total Retail Expenditures	\$24,121,475	\$107,105,328	\$562,746,698	0

Demographic data © 2003 by Experian/Applied Geographic Solutions.

Overall, residents near Monroe Street have high-income levels and spending potential. Radd with lower incomes and age include larger student populations where income from sources including parents and depletion of savings is not measured by national demographic services. Within one mile, over 1,800 households have incomes in excess of \$75,000, the amount generally thought to be the level at which families begin to have significant discretionary spending options. The total retail expenditures exceed ½ billion dollars within a five-minute drive time of the Monroe and Knickerbocker Streets intersection. Within a 15-minute drive time, total retail expenditures are more than \$2 billion. With 100,000 employees working within five minutes, Monroe Street also has access to a substantial daytime population. Figure E-1 illustrates the areas defining the five-minute and 15-minute drive times at posted speed limits.

Although the ½ mile conventional pedestrian market at over 2,500 population is substantial, it falls far short of the 15,000 to 20,000 people characterizing ½-mile urban markets that rely primarily on pedestrian traffic for their sales. Likewise, the additional ½ mile pedestrian employee market at just over 1,000 does not provide enough support to make the daytime market primarily pedestrian oriented. Consequently, provision for automobile access is key to the vitality of Monroe Street and must be effectively managed in order not to conflict with the neighborhood's desire for traffic calming and control.

Although the connection of Monroe Street's businesses to residents within a five-minute drive is reported by local merchants to provide the majority of sales, Monroe Street's long established reputation and relative stability as a shopping district enhance its appeal to a broader local market. Most local merchants attribute the largest proportion of their total sales to the two surrounding neighborhoods. (The percentage of total sales quoted by merchants ranged from 35% to 100%)

The strong traffic counts noted above ensure that Monroe Street businesses are visible and accessible to thousands daily, many of whom live outside this convenient drive time market. Monroe Street's proximity to Camp Randall ensures football game day visits, not just traffic, to district merchants. It should be noted that the local real estate community is well aware of the study area's strong demographics and regional drawing power.

3. Competition

The study area currently has no existing direct competitors within Madison in terms of business mix and merchandise quality. Of the competitive districts identified,

the big boxes at West Towne and Prairie Towne (at Mineral Point and the Beltline) and Hilldale Mall shopping areas provided access to greater concentrations of national chains, discounters and large format retailers. As with most districts of its type, Monroe Street primarily competes for pocketbook share. The surrounding neighborhoods remain a loyal customer base, but they, like consumers nationally, patronize retailers outside of the area for comparison-shopping purchases and for commodity, bulk, and some specialty goods.

Two Madison retail areas may ultimately become more competitive with Monroe Street—each for different reasons. Interview subjects most frequently mentioned the Williamson Street area, or Willy Street. Willy Street, like Monroe Street, includes a series of smaller shopping areas. It also has a diverse array of successful independent merchants. In contrast to Monroe Street more Willy Street businesses tend to cater to Madison’s student market. Willy Street’s demographics differ. Incomes and housing values are lower than those of Monroe Street. With new residential development in process along the Willy Street corridor, an altered business mix may be the long-term result.

The second area is located in nearby downtown Middleton. This area has similar demographics but lower traffic counts. State Street may be a main competition for visitor dollars. A third area that may also prove competitive is Atwood Avenue. This area is experiencing mixed use, in-fill development and an increase in new business openings, particularly restaurants. Again, income and housing values are less than those of the Monroe Street neighborhoods. Atwood Avenue’s location is less advantageous.

4. Characteristics Of Sustainable Businesses And Districts

The challenge faced by concentrations of independent businesses like Monroe Street’s nodes is creating enough support to sustain the owners without introducing changes that undermine the unique conditions that make these districts so appealing to the community. For example, parking and traffic congestion concerns are endemic to concentrations of businesses lining commercial corridors.

Often, the solution proposed to correct traffic and parking problems is demolishing deteriorating buildings to create central parking lots and widen roads, often by removing parking. However, without proper consideration for the impact of the loss of store adjacency and the higher speed from relieved congestion, the results can be disastrous. Drivers at a higher speed fail to notice enticing window

5-Minute drive time

15-Minute drive time

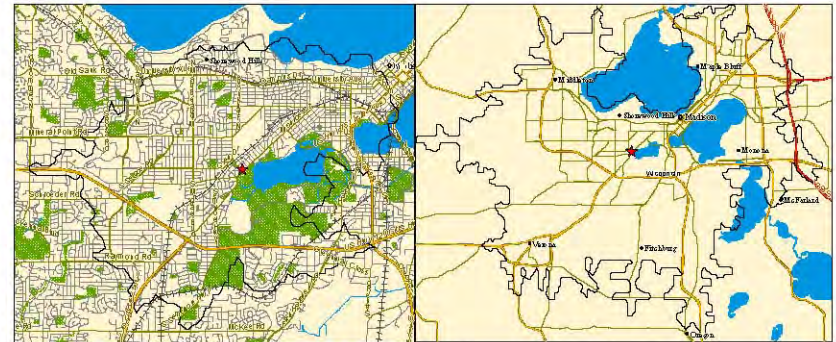


Figure E-1: Driving Times

displays; parking lots interrupt the continuity of businesses, discouraging shoppers from strolling down the full block. The use of public transportation to access neighborhood businesses should be encouraged as a means to help reduce traffic impact.

Sustainable businesses and districts recognize that congestion and difficult parking are signs of success. They must then work to minimize them without losing the air of desirability and higher sales those challenging conditions provide.

Another challenge facing successful corridor business districts like Monroe Street is the fragile nature of its businesses' profit margins. Using national standards for retailers provides the pro forma business return featured in Table E-4.

Table E-4: National Standards Pro Forma

	Standard	Model	10% increase	5% decline
Sales	100%	\$500,000	\$550,000	\$475,000
Merchandise	50%	\$250,000	\$275,000	\$250,000
Rent	10%	\$50,000	\$50,000	\$50,000
Employees	20%	\$100,000	\$100,000	\$100,000
Other	15%	\$75,000	\$75,000	\$75,000
Profit before taxes and Return on Investment	5%	\$25,000	\$50,000	\$0

The \$500,000 annual sales model was established to show the minimum necessary for a business that will be profitable enough to sustain a household. Note that if this model is applied to a business open 10 A.M. to 9 P.M. except Sundays when it opens noon to 6, the average hourly pay for each of three employees is \$8.60 including benefits.

This model does not differentiate the salary of the owner from other employees. For an owner working 40 hour weeks, that is an annual pay of just over \$18,500 suggesting a maximum annual compensation of \$43,500 (\$18,500 + \$25,000).

Considering that the working capital necessary to support a business of this size can exceed \$100,000, it is apparent why the \$500,000 in sales is the minimum necessary for a sustainable business. It is also apparent how critical relatively

small fluctuations in sales can be. Increase sales 10% with no additional costs other than the merchandise and profit doubles. The owner can then choose to increase his or her own compensation or make improvements to the store. Decrease sales 5% because merchandise needs to be marked down to sell, nothing else changes and all profits disappear. Because restaurants are more complicated and require specialized staff at higher pay, the sustainable level for a restaurant is approximately one million dollars in sales.

The merchants of Monroe Street, like the merchants in many traditional neighborhood commercial areas, vary from this model in an attempt to obtain more profits from their businesses. One common variation adopted by many Monroe Street businesses is shorter hours to match customer volumes. Another variation that tends to make both stronger business districts and individual businesses is owner occupied buildings where business owners benefit from the rising values in a strong real estate market like the Monroe Street Corridor rather than paying rent. These owner occupied businesses are often long-standing, multi-generational businesses that use the cushion of “no rent” to add to the otherwise modest profits.

Interviews with Monroe Street merchants indicated that the corridor as currently configured does support sustainable businesses but that the future holds questions due to deteriorating buildings as well as under-utilized parcels that may be ripe for redevelopment in the near future. This study was initiated to set standards for making this well functioning area better rather than promoting major changes that could upset the business environment.

5. SWOT Analysis

In formulating an Action Plan (see action plans in Section G) to improve the Monroe Street Business Corridor, it is important to consider the district’s relative strengths, weaknesses, opportunities and threats, or “SWOT.” These factors contributed to the district’s current situation and will remain factors for the foreseeable future.

Strengths: assets which will most likely continue and remain a key building block.

- Surrounding neighborhoods supportive of Monroe Street and its merchants;
- Monroe Street’s established reputation;
- High traffic counts;
- High density residential daytime market;
- Well-capitalized and experienced merchants;

- City of Madison's interest in Monroe Street and other local business districts;
- Preponderance of destination businesses;
- Sales that justify rents high enough to support maintenance costs and profits for building owners.

Weaknesses: liabilities which will most likely remain and must be “worked around.”

- Three separate commercial areas and business mixes;
- Limited potential for expansion;
- Difficult to cross Monroe Street—increased traffic could decrease customer counts.
- Parking.

Threats: negative trends or elements which can become a weakness if not addressed.

- Limited vacancies, or “opportunities” make it difficult to add new businesses and concepts that stimulate interest,
- Market-driven infill developments that fail to match neighborhoods’ standards for height, density or tenancy;
- Protracted strife over key development sites;
- Burn-out and/or succession issues among existing merchants;
- Lack of organized and funded programming.
- Escalating rents and operating costs that may make some types of businesses unfeasible.

Opportunities: actions to create positive trends or elements which can become strengths if properly developed.

- Publicize Monroe Street and its business clusters;
- Attract new and expanding Madison area businesses suitable to the mix;
- Select among options for district management organization;
- Access existing city facade improvement program and/or develop supplemental incentives specific to Monroe Street;
- Adopt plan for acceptable improvements.

6. Monroe Street Development Issues And Opportunities

Madison’s development process, particularly for neighborhood in-fill, takes time, particularly if a zoning change is necessary. The process incorporates public meetings to elicit public and neighborhood comment as well as design review. Obtaining project approval may take up to one year. A protracted process can add sizeable pre-development costs to any proposed developments, particularly locally

contentious projects. Proposals coming in according to a previously adopted plan have a much shorter time frame for acceptance. Another concern for any larger scale redevelopment within greater Madison (and the Monroe Street study area) is environmental impact. The proximity to a lake, its watershed and the effect of storm water run-off from any proposed site can add additional approval time.

The City of Madison’s recent adoption of inclusionary zoning will have an impact on in-fill redevelopment sites, such as the grocery store site. This inclusionary zoning requirement is applicable to rental and owner-occupied housing units. The ordinance generally requires that 15% of new residential units be allocated as affordable housing. If 15% is unfeasible, developers have several options, including a combination of options, to provide the requisite housing units.

Other development considerations are fundamentally market (or tenant) driven. Parking and signage regulations are included in this category. These may include conformance with sign ordinance restrictions, such as no perpendicular signage on Monroe Street. It may include parking access, availability or restrictions

Overall, development costs in the Madison area vary greatly with land cost being a key component for individual projects. For a typical mixed-use development with a retail component, construction costs range from \$75-\$90 per square foot for a basic “white box” space. Subsequent tenant improvements vary significantly by project, ranging from \$5-\$20 per square foot.

Table E-6: Redevelopment Viability

Per Square Foot	10% Capitalization	10% Capitalization	10% Capitalization	10% Capitalization
Net Rent	\$20.00	\$16.00	\$14.00	\$8.00
Investment (Net Rent/capitalization)	\$200.00	\$160.00	\$140.00	\$80.00
Construction Costs	-\$80.00	-\$80.00	-\$80.00	-\$80.00
Design, financing, & fees	-\$20.00	-\$20.00	-\$20.00	-\$20.00
Tenant improvements	-\$10.00	-\$10.00	-\$10.00	-\$10.00
Site improvements	-\$10.00	-\$10.00	-\$10.00	-\$10.00
Land costs	\$80.00	\$40.00	\$20.00	-\$40.00

The retail leasing market regardless of property or development type is characterized as solid throughout the Madison area. Retail leases in the Monroe Street study area vary by location and ownership but generally range from \$11-\$16 per square foot triple net. Expenses passed through to tenants usually include common area maintenance (CAM) and real estate taxes. Some utilities may be

included in CAM and may be another 'pass-through' to the tenant. These tenant expenses represent an additional \$5-6 per square foot. Taxes are in the \$2.50-\$3 per square foot range. CAM is \$2-\$3 per square foot. Therefore, the typical Monroe Street retail lease rate is in the \$16-\$21 per square foot range. (The lease payment arrangements for the study area's owner-occupied properties is likely vastly different.)

Residential construction costs for a high quality, two bedroom rental unit (1,100 square feet) are \$85-\$90,000 per unit including garage space. This cost equates to \$75 per square foot of living space including the garage. The high-end residential rental market is considered soft at present. Condominium construction, particularly in-fill locations with pedestrian amenities, is currently a very active market.

Table E-5: Effect of Rental Rates on Market Dynamics

<i>Per Square Foot</i>	<i>10% Capitalization</i>	<i>10% Capitalization</i>	<i>10% Capitalization</i>	<i>10% Capitalization</i>
Net Rent	\$20.00	\$16.00	\$14.00	\$8.00
Sample Project No Parking				
Retail Square Footage	10,000	10,000	10,000	10,000
Land Value	\$800,000	\$400,000	\$200,000	0
Property Value	\$2,000,000	\$1,600,000	\$1,400,000	\$800,000

With redevelopment of property the prime focus of the study area, it is important to consider how the development community views Monroe Street as an investment opportunity. Table E-5 to the right examines how rental rates and provision for parking change the market dynamics inherent in financing the choice to redevelop or rehabilitate. The boxed column, \$16 net rent, illustrates the typical conditions along the corridor. The \$14 and \$8 net rent columns illustrate conditions that occur as buildings deteriorate and vacancies cause average net rent per square foot to drop. The \$20 net rent column illustrates how investment in new construction compares to typical conditions. It is important to understand that the land cost's entry is what an investor would pay per square foot for the land necessary to support each square foot of retail. If developments must provide well landscaped, on-site parking, each square foot of retail must be supported by approximately four square feet of land.

Using the per square foot data from the charts, it is possible to consider how the market might view an opportunity to redevelop 10,000 square feet of stores and restaurants with and without on-site parking (Table E-6). Note that the land value

is what an investor would pay for the property whether or not it contains buildings to be demolished and the property value is the price at which the investor would sell property with the associated income stream. The goal is market driven development, the possibility of net rents for the new space high enough to cover the value of the existing property. In this example, if the new space can be rented for \$20 net, then the developer can purchase space currently renting for an average of \$8 per square foot. That average could be a \$16 space that is 50% vacant or any other combination of price and vacancy that results in the \$8 average. With the prevailing net rent along the Monroe Street Corridor topping out at \$16 per square foot and few buildings with average net rents at \$8 or less, there is a gap that must be bridged before redevelopment is market driven. Government investment, such as tax-increment financing, or allowing upper stories to add value to the redevelopment can fill the gap.

Table E-7: Upper Story Residential Driving Redevelopment

Condo Sales Price Per Unit	\$160,000
Construction Costs Per Unit	\$90,000
Land Value Per Unit	\$30,000
Marketing & Development Expenses	\$25,000
Profit and Taxes Per Unit	\$15,000
Units to Fill \$400,000 Gap	13

The calculation in Table E-7 illustrates how adding upper story residential can make market driven redevelopment possible. By adding two 10,000 square foot stories, the developer of a retail ground floor could pay \$20 per square foot for land and rent the retail space for the prevailing market price of \$16 net. As this table calculates the rents from the retail space would support \$400,000 of the land value. The 13 upper-story residential units would support an additional land value of \$400,000 (13 X \$30,000).

Several Monroe Street sites may prove to be future development opportunities. One site, a structure at 2605-7 Monroe Street (deep “English” cottage between Papa Phil’s and Michael’s) presents a rehabilitation opportunity. This structure may be suitable for one or two tenant spaces. Four other sites are located in the Commonwealth and Glenway nodes. They are currently occupied by the auto repair businesses described earlier. Depending upon the succession plans of each existing owner, these sites may be suitable for in-fill development. These as well as other sites that could potentially experience redevelopment are described in the redevelopment guideline section beginning in Section K.

7. Summary of Market Conditions Key Findings

- Within a 15-minute drive time the area has a total retail expenditure of over \$2 billion. With 100,000 employees working within five minutes, Monroe Street has access to a substantial daytime population.
- While some local pedestrians access many businesses along Monroe Street, provision for automobile access is key to the long-term vitality of Monroe Street and must be effectively managed in order not to conflict with the neighborhood's desire for traffic calming and control.
- Although the connection of Monroe Street's businesses to residents within a five-minute drive is reported by local merchants to provide the majority of sales, Monroe Street's long established reputation and relative stability as a shopping district enhances its appeal to a broader local market.
- The study area currently has no existing direct competitors, other than State Street, within Madison in terms of business mix and merchandise quality. Willy Street, downtown Middleton, and the Atwood Avenue area could potentially become more competitive in the future.
- Sustainable businesses and districts recognize that congestion and difficult parking are paradoxically signs of success. They must then work to minimize them without losing the air of desirability and higher sales those challenging conditions provide.
- Another challenge facing successful corridor business districts like Monroe Street is the fragile nature of its businesses' profit margins.
- Interviews with Monroe Street merchants indicated that the corridor as currently configured does support sustainable businesses but that the future holds questions due to deteriorating buildings as well as under-utilized parcels that may be ripe for redevelopment in the near future.
- Madison's development process is more involved than in many other communities and a protracted process can add sizeable pre-development costs to potential redevelopment projects.
- Given the prevailing rent levels, redevelopment featuring only ground floor retail would probably not occur without some form of government assistance such as tax increment financing. Solely market-driven redevelopment is more likely if additional floors of residential are added above ground floor retail.
- The intent of this plan should be to set standards for making this well-functioning area better rather than promoting major changes that could upset the business environment.

F. MARKET STRATEGIES

The Monroe Street Commercial District is relatively modest in size with four primary assets – nearby residents, a large employment base nearby, active traffic linkages, and a core of successful main street businesses with regional appeal. The City of Madison also has some distinct market advantages. The communities that surround Monroe Street are diverse, featuring high incomes and a strong housing market, as shown in the demographics and recent housing development. Monroe Street's commercial district is characterized by small-scale commercial development which integrates well in scale and quality with the surrounding residential neighborhoods and environmental amenities. The business district strives to sustain its existing character and business mix as market conditions and economic changes occur.

1. Identify Attainable and Desired Business (Market Mix)

Despite its many assets, Monroe Street will have challenges sustaining its current success if a proactive approach to accommodating new business and development is not adopted. The closing of Ken Kopp's Fine Foods in 2001 displays the tight balance that is needed to maintain Monroe Street as an area that serves critical neighborhood needs while attracting a regional customer base with its specialty stores and quality shopping experience.

The suitable mix for the Monroe Street is four fold: neighborhood services, specialty stores, restaurants and offices. Neighborhood services include a grocery store, pharmacy, dry cleaning and postal station. New stores should be established if the existing ones go out of business. These establishments would need to be small scale and in character with Monroe Street. Specialty stores play a critical role in Monroe Street's regional appeal. These businesses include galleries, gift stores, stationary shops, etc. A wide variety of restaurants are currently located along Monroe Street. They not only bring people to the neighborhood but are a good mix with office uses as they have different parking demands. Balancing parking with the number of restaurants and the types of restaurants is important in tight commercial areas such as this. Efforts should be made to retain existing businesses, such as pharmacies, post offices, gift stores, and galleries and to recruit new ones that are not currently represented or in categories where there is sufficient demand to support additional retailers/businesses.

With the UW-Madison and the surrounding residential neighborhood, small-scale offices such as lawyers, doctors, realtors, consultants and accountants would be a

good complement for mixed-use development. Locating these businesses on second floors should be encouraged.

2. Define a Suitable Business Model for Monroe Street

Identifying a suitable business model for the Monroe District is critical for the long term sustainability of future businesses. Local retail franchises opening their third, fourth or fifth store, owner-occupied retail businesses and/or mixed-use development are the most sustainable businesses for Monroe Street. This is due to the high rental rates and the lack of large retail spaces. Future opportunities for e-ventures could also be pursued. The synergy from similar businesses (specialty stores, galleries, antique stores, etc.) would give Monroe Street a marketing advantage. Proposed real estate projects along the street should take into consideration whether the resulting retail rental rates are sustainable for the types of businesses that characterize Monroe Street.

3. Consider Appointing a Monroe Street Business District Manager

In order to sustain Monroe Street as a competitive commercial district that meets the stated desires of the residents and merchants in the area, the Monroe Street Merchants Association might want to consider creating a paid position of business manager. Currently many volunteers administer the Monroe Street Merchants Association and all of their activities. As the role of managing the commercial district expands, it may be necessary to retain the services of an individual to undertake some of the tasks. If the area cannot absorb the cost of this position, it may be possible to retain the services of a professional who is part of a larger organization or manages a series of similar business districts in the Madison Area. Listed below are series of activities that would be undertaken by such a person:

- Maintains list of existing demographics, businesses and properties
- Assists in attracting suitable businesses
- Assists in getting public approvals for new businesses
- Moves forward target development projects
- Moves forward transportation and other public improvement projects
- Enhances organization of Monroe Street Merchants Association
- Maintains contact with area neighborhood associations

4. Utilize Available Public Funding and Programs

The City of Madison has a number of programs that provide both expertise and financing assistance to local businesses. Records show that these programs have been underutilized by area businesses. Through the merchants association, area neighborhood associations or the proposed business district manager, the following programs should be used more effectively along Monroe Street. It is recommended that the merchants group invite City of Madison officials who administer the following programs to come and give presentations to local business owners on these programs.

- Facade Improvement Grants
- Public Art Program
- Community Enhancement Program
- Transit Enhancement Program
- Capitol Revolving Fund
- Tax Increment Financing

G. MARKET ACTION PLAN

1. Organization and Finance Action Plan

The Monroe Street study area profits greatly from its activist business owners, property owners, and nearby residents. There is enormous pride in the district and the neighborhoods for what was described earlier as a very unique commercial locale. Critical to the area in the future is the management of Monroe Street as a cohesive commercial district.

All successful commercial district management is characterized by one attribute—partnership among all the major stakeholders in the study area. These stakeholders must represent both private and public (primarily local government) sectors. For Monroe Street, institutional stakeholders, such as the University of Wisconsin-Madison and Edgewood College, should be included. A strong public-private partnership ensures the most efficient use of resources available to each sector. That partnership creates a forum for the tensions of the various perspectives to be accommodated through compromise.

The Monroe Street study area also has other management considerations. One will be the determining of the district's boundaries. Having three nodes with vastly different business mixes and future possibilities presents a major challenge to any management entity. In contrast, the impact of future change to any one node could affect the remaining two nodes. The “how” of managing the study area is also problematic. Once any management entity is determined, its long-term sustainable funding becomes most crucial.

The possibility of a Business Improvement District (BID) has been discussed as one option for managing Monroe Street, particularly its maintenance. The Wisconsin BID process, according to the enabling legislation, is a clear-cut process. The legislation lists fiscal and organizational requirements necessary for BID consideration. It infers that a strong, active organizational framework would aid in approval. Monroe Street is a likely BID candidate in the long-term, and the City of Madison would likely be amenable. There are complicating factors. The only other BID in Madison (State Street) has experienced management difficulties. Seeking BID approval from local property owners is not an easy task. Any BID approval strategy with its consequent educational process will take time. Those property owners affected will need to understand the BID process, its possibilities, its limitations, and most important, how the BID will provide value to the entire study area. One resource for BID information is the Wisconsin Downtown Action Council,

a BID advocacy group. They can provide referrals to successful BIDs in Wisconsin, primarily in Milwaukee, to help prepare for any Monroe Street effort.

In preparation for a BID, the Monroe Street Merchants Association should carefully consider how the district management organization is structured. One possible option is becoming a Wisconsin Main Street community. By initially applying the Main Street model to the study area, any new management entity could develop the necessary organizational capacity in preparation for the BID approval process. Utilizing the Main Street methodology is hard work. Wisconsin Main Street can provide initial information and training to determine if the model is appropriate for the Monroe Street study area.

Another issue is that of financial incentives. The City of Madison offers a facade improvement program through the Department of Planning and Development. Property owners of service or commercial/mixed-use structures and building tenants, with leases of more than one year in length, located within the target area, are eligible for funding. The Monroe Street district merchants and property owners must determine if supplemental incentives, such as targeted matching grants and/or loan programs, are necessary for Monroe Street. (Targeted incentives are typically designed to achieve specific behaviors or objectives.) Any incentive program should also be developed and managed under the auspices of whatever organization the Merchants determine. A comprehensible application process, attentive administration, necessary due diligence, and strong fiscal controls must be part of any financial incentive development.

The neighborhood organizations are also partners in Monroe Street. They can help in the distribution of program information, develop events uniquely suited to the nearby residents and provide input into the development of business recruitment targets. Through continued cooperation with the Monroe Street Merchants Association, the neighborhood organizations will develop a clear understanding of the challenges facing Monroe Street merchants and the merchants will learn about neighborhood concerns.

The following tables suggest action plans for the Monroe Street commercial districts. The scenario includes a steering committee element that may be included in the action. Time tables become active with a decision to pursue a steering committee element.

Table G-1: Organization and Finance Action Plan

Task	Month Due	Who	Cost
Objective: Establish a project steering committee to guide plan implementation			
1. Recruit a steering committee willing to serve for 18 months and composed of a. 2 property owners who operate the businesses in their buildings b. 2 property owners who hold the property as an investment c. 2 business owners who lease space on Monroe Street d. 1 representative from each adjoining neighborhood organizations e. 1 representative from each City Department involved in plan implementation	1	City/Merchants	-0-
2. Create a working organization a. Officers b. Insurance c. Subcommittees i. Permanent Organization ii. Financing iii. Business Development iv. Marketing	3	City/Merchants	-0-
3. Establish a schedule to meet at least 12 times in the next 18 months	3	Steering Committee	-0-
4. Report Quarterly on implementation progress	Ongoing	Steering Committee	-0-
5. Create a permanent organization	20	Steering Committee	-0-
6. Disband	20	Steering Committee	-0-
Objective: Develop an organization with the ability to provide expanded management, business development and marketing			
1. Research models that could work for Monroe Street a. Meet with Wisconsin Main Street to learn about its program b. Research procedures for establishing a Business Improvement District c. Assess the existing Monroe Street Merchant's Association d. Consider other programs including an Ombudsman	8	Permanent Organization Subcommittee	-0-
2. Draft a white paper reporting on the research that includes a. Governing board membership i. Number of members ii. Qualifications b. Successful programs c. Budget d. Tenure and "sunset" provisions	11	Permanent Organization Subcommittee	-0-
3. Recommend an organization or program to undertake management of Monroe Street a. Governing Board b. Committees c. Programming d. Funding	15	Permanent Organization Subcommittee	-0-
4. Complete legal requirements to establish recommended organization	19	Permanent Organization Subcommittee	-0-

Table G-1: Organization and Finance Action Plan (continued)

Task	Month Due	Who	Cost
Objective: Identify funding for management, business development, and marketing programs			
1. Research local resources a. Foundations b. Facade Improvement Grants c. Public Art Program d. Community Enhancement Program e. Transit Enhancement Program f. Mayor's Task Force on Grocery Stores g. Mayor's Task Force on Housing	5	Financing subcommittee	-0-
2. Research State programs	5	Financing subcommittee	-0-
3. Research Federal Programs	5	Financing subcommittee	-0-
4. Create a comprehensive list of the funding programs available to a Monroe street organization and to businesses on Monroe Street	8	Financing subcommittee	-0-
Objective: Establish an annual budget for management, business development, and marketing programs			
1. Establish costs of programs as projected by subcommittees	8	Steering Committee	-0-
2. Determine sources of funds	9	Steering Committee	-0-
3. Make allocation decisions	11	Steering Committee	-0-
4. Review results every six-months	Ongoing	Steering Committee	-0-

2. Business Development Action Plan

Much of the neighborhood focus has been on possible development of the grocery store site in the 1800 block. While certainly the largest and most valuable site, the remainder of Monroe Street has its own dynamic as a commercial district. Vacancies exist within the district, and appropriate and potentially successful tenants are needed to fill those vacancies. Future redevelopment sites also exist.

The challenge for the Monroe Street district, its surrounding neighborhoods, and both leaderships is how to accept change without compromising character. Part of this challenge is recognizing that market forces ultimately determine business owner and real estate developer successes. In turn, balancing market realities with neighborhood desires will continue to ensure Monroe Street's strength.

Linkages with the local commercial real estate community will be important to Monroe Street's future. Local real estate brokers are very aware of the residents' desire to support local merchants. Many of them have actively worked to maintain the current successful business mix. Ongoing conversations between local merchants, property owners and local retail brokers can identify other tenants suitable for Monroe Street, creating an informal referral network.

Business owners operating at three or more locations within greater Madison represent likely recruitment prospects. These types of owners are experienced in expanding their business. These owners also have the financial capacity to purchase a building, should that be an element of any expansion decision.

While the district has an assortment of businesses with several strong clusters, opportunities exist to fine-tune the business mix. Other potentially successful business types reflect creative and lifestyle interests of local residents. New business types are noted below. Also listed are additions to the existing mix that tend to represent business types with a higher average sales transaction

- Bookstore (catering to all age groups)
- Cycle shop
- Outdoor sports equipment
- Exercise equipment
- Photography equipment

One or more casual sit-down restaurants within the Regent node are possible, especially now that there will be 55 condominiums opening in the 1800 block. A fine dining option is a possibility. Most restaurants in this node, particularly those proximate to Regent St., appear to cater more to the student market. Additional venues catering to neighborhood families and the potential daytime market would appeal to multiple Monroe Street markets. Restaurants within the category known

as “quick casual” generally match the needs of both markets. Food and beverage establishments that quickly produce fresh, high quality meals for dine-in or carry-out appeal to busy families, nearby workers and even those driving through the Monroe Street district each day.

In addition, businesses that complement the home furnishing clusters in the Regent and Commonwealth nodes (there are currently nine home furnishing-related stores in the district) would likely be successful. Such retailers, as a local high-end kitchen appliance dealer or specialty audio components store could do well. For example, many retail districts similar to Monroe Street in which gourmet stores are successful will have a store that sells Miele brand appliances while nearby a store will sell specialty audio components.

Table G-2: Business Development Action Plan

Task	Month Due	Who	Cost
Objective: Recruit sustainable business that attract additional customers to Monroe Street			
1. Create a database to track Monroe Street’s business mix a. Document current size and amenities of each ground floor space b. Document current building owners c. Document current businesses	8	Business Development Subcommittee	-0-
2. Create a desirable businesses database a. Seek information from existing businesses on welcome cluster additions b. Seek information from neighborhood residents on desired businesses c. Gain information on identified businesses i. Interest in Monroe Street store ii. Real Estate decision maker iii. Special requirements (size of space, access, amenities)	11	Business Development Subcommittee	-0-
3. Become a resource to building owners and local real estate personnel a. Regularly release information on businesses seeking Monroe Street Space b. Hold breakfast and tours to showcase opportunity	Ongoing	Business Development Subcommittee	-0-
4. Have regular schedule to keep information up-to-date	Ongoing	Business Development Subcommittee	-0-
Objective: Make existing Monroe Street businesses more successful			
1. Use the Merchant’s Association or the Steering Committee’s Business Development Subcommittee to identify issues impacting business success and seek solutions	Ongoing	Business Development Subcommittee	-0-
2. Communicate regularly with existing businesses on a. Advertising opportunities b. Funding programs c. Business improvement seminars d. Expense reduction	Ongoing	Business Development Subcommittee	-0-
3. Hold merchant meetings at least semi-annually a. Major Event Kick-off b. Holiday Kick-off	Ongoing	Business Development Subcommittee	-0-

3. Marketing Action Plan

The Monroe Street study area already has key marketing elements established. The study area has a strong, recognized image. Its market position within the Madison area is understood by local consumers, the business community and by the commercial real estate brokers and developers. Advertising and collateral materials produced by Monroe Street merchants are of high quality. Future emphasis on targeted public relations, additional cooperative advertising, and ongoing evaluation of district printed materials can continue to reinforce Monroe Street's image and market position.

Table G-3: Marketing Action Plan

Task	Month Due	Who	Cost
Objective: Establish baseline joint marketing program			
1. Support efforts to establish a permanent funding source that can finance joint marketing	Ongoing	Marketing Subcommittee	-0-
2. Focus on the key role of the business directory <ul style="list-style-type: none"> a. Must be affordable at the 100,000 printed per year b. Must have distribution plan to get to <ul style="list-style-type: none"> i. Every home within a five-minute drive time ii. University event participants iii. CVB 	8	Marketing Subcommittee	\$20,000
3. Develop a plan for regular public relations efforts <ul style="list-style-type: none"> a. Hire a professional b. Send frequent press releases c. Create major events for new store openings 	8	Marketing Subcommittee	\$20,000
4. Identify no more than two events to be sponsored by the governing organization that are focused on selling merchandise and meals. More events take too much time to allow for a focus on managing, recruitment and marketing. Events also tend to temporarily depress the sale of nearby businesses. <ul style="list-style-type: none"> a. Holiday walk b. Summer Sale 	8	Marketing Subcommittee	-0-
5. Establish rules for the use of the corridor for events. For example, other communities have limited events for non-profits. For example, road race events should end by 10 am so streets can be opened fully.	5	Marketing Subcommittee	-0-
Objective: Strengthen the connection between Monroe Street Merchants and the nearby neighborhoods			
1. Distribute Monroe Street Guidebooks directories frequently	Ongoing	Marketing Subcommittee	TBD
2. Consider list serve or other web tools to alert on special offers and events	8	Marketing Subcommittee	-0-
3. Use sandwich signs and other temporary advertising visible to high traffic count as allowed by the city.	5	Marketing Subcommittee	-0-
4. Consider creating a frequent customer mailing list to be shared by all businesses	5	Marketing Subcommittee	-0-
Objective: Enhance the regional image of Monroe Street			
1. Seek press mention in newspaper's special shopping sections	Ongoing	Marketing Subcommittee	-0-
2. Create a photo bank that makes it easy to include Monroe street in publications	8	Marketing Subcommittee	\$500
3. If funding allows, consider advertising in University and Edgewood event programs	5	Marketing Subcommittee	TBD
4. Create cluster groups that can share the cost of marketing to specialized regional targets	8	Marketing Subcommittee	-0-

H. KEY FINDINGS

The Monroe Street Commercial District is a unique and well-known destination for both residents and visitors alike. The following section outlines major study findings highlighting both challenges and opportunities to be recognized in order to plan for a successful future. The findings are listed in five categories: Socio-Economic, Visual Characteristics, Environment and Landscape, Traffic/Circulation and Parking, and Management and Operation. The findings indicate that while the Commercial District is in many respects successful, there are challenges to be met to insure that future developments, while adding new uses and activities, do not upset the dynamics that have made the area a success. In the following section a series of recommendations, development strategies, and target project are made based upon the key findings.

1. Socio-Economic

Retail Uses

Findings:

- Three distinct commercial areas lie along Monroe Street, separated by residential areas and civic institutions (Edgewood College and Dudgeon Center). They are the Monroe-Regent, Monroe-Commonwealth, and Monroe-Glenway Nodes. Each provides a separate commercial focus that enhances the diversity of offerings along Monroe Street while allowing the street and neighborhood to maintain a residential integrity.
- These retail areas have a mix of business types including neighborhood retail, destination retail and national attractions.
- The library site has potential for future mixed-use redevelopment.

Recommendations:

- Retain the general kind of business mix in the Monroe Street business areas.
- Adequate parking should be maintained at the Ken Kopp's site and in the eastern business district in general.
- The library site, along with the parking lot and, possibly, the futon store and other properties near the library, should be redeveloped into a mixed-use project with ample parking for both the lower level business district and the residents above.

Residential

Findings:

- There are a variety of residential types along Monroe Street. They vary from single-family homes to duplexes and apartment complexes.
- There are an insignificant number of affordable and/or housing units for elders in the area. The community desires this type of housing in the neighborhood.
- The existing homes are in good condition.
- A number of the larger apartment complexes may require updating within the next 10 years.

Civic Buildings

Findings:

- Civic buildings play a critical role along Monroe Street.
- The Regent-Randall intersection offers an opportunity for improvement given the elimination of the railroad, the stadium project, and the possibility of a development at the corner of Monroe and Regent, where Urban Pizza is currently located.

Recommendations:

- The Regent-Monroe intersection should be redesigned to accommodate all modes, including bicycles and pedestrians.
- To the extent possible, the Regent-Monroe intersection should be lowered to avoid the hills leading up to it from the 1400 block of Monroe Street and the 1500 block of Regent Street.

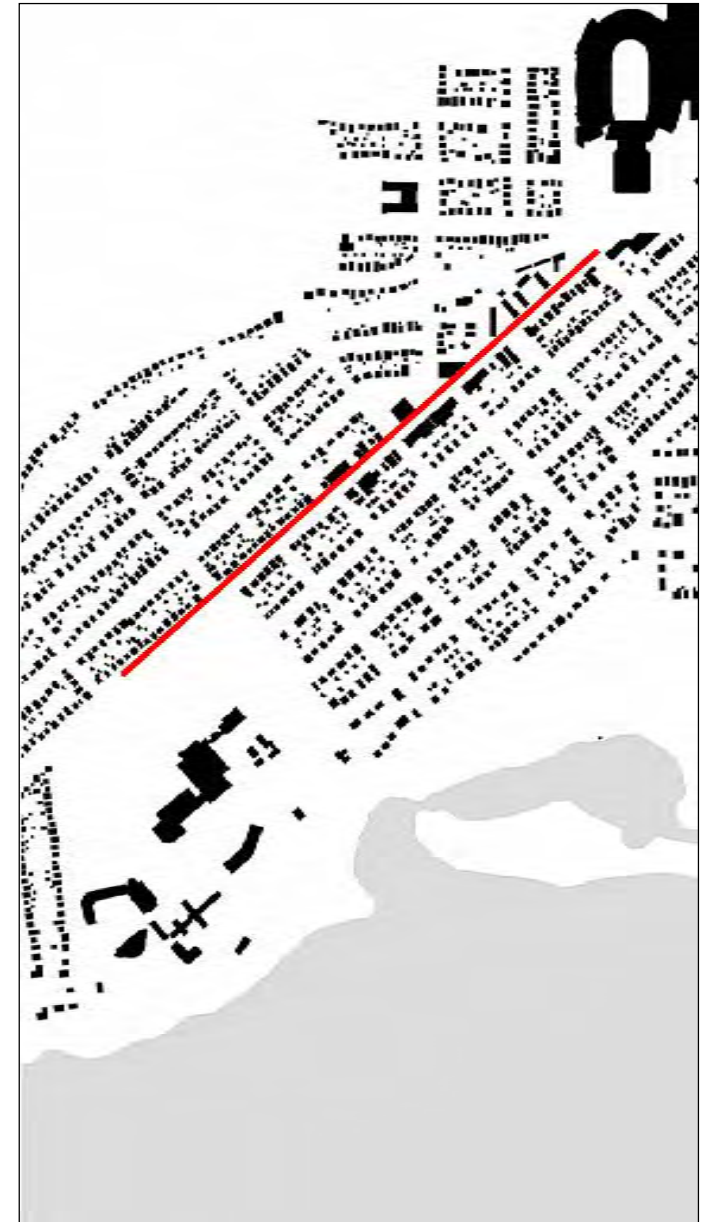
2. Visual Characteristics

Scale and Massing

Findings:

- Historically the street has been successful in creating commercial districts that are in harmony with the surrounding residential neighborhoods. Figures H-1 & H-2 are figure ground diagrams that indicate how the size of many of the commercial buildings along Monroe Street are not that much larger than typical residential structures, with a few notable exceptions.
- Some buildings of dissimilar scale and massing along Monroe Street have been successfully integrated into the neighborhood fabric via landscaping and fencing.

Figure H-1: Figure/Ground Diagram of the Monroe-Regent Node



Setbacks

Findings:

- A zero-lot line (building edge with no setback from the property line) condition is commonly found in the commercial districts at Monroe and Regent Street.
- This assists in the creation of the pedestrian friendly environment found in the area.
- The zero-lot line also inhibits creating gathering places along the street.
- Developing standards for setbacks for new development and redevelopments along Monroe Street will have a significant impact on the quality of the commercial districts.

Materials

Findings:

- Many of the original buildings along Monroe Street were constructed of high quality materials and are consistent with the architectural style of the building.

Recommendations:

- Any new developments should feature materials that are compatible with the existing context, in terms of materials used in existing buildings.

Fenestration (window, door and other openings on the facade)

Findings:

- Primary and secondary facades are determined by where customers enter. Primary is the “front” entrance. Secondary is the side where customers can see into the interior and may have access and/or where service may be accommodated.
- Along Monroe Street, due to the single-lot depth of the commercial uses, most establishments have their primary facade along the street.

Signage

Findings:

- Signs are an integral part of the commercial character of the Monroe Street Commercial District. However, lack of control can lead to visual chaos. The base of the building is the most visible part of the building for both pedestrians and motorists.

3. Environment And Landscape

Street Furniture

Findings:

- Street furniture can provide visual interest and a human scale to the Monroe Street Business District.

Figure H-2: Figure/Ground Diagram of the Monroe-Commonwealth & Glenway Nodes



- There are very few place on Monroe Street for people to sit and congregate.

Recommendations:

- Find strategic locations for street furniture so people have public places to congregate. As long as no parking would be lost, extending bump outs on sidewalks, particularly at irregular intersections, to help make this possible could be considered.

Streetscape

Findings:

- Landscaping of the pedestrian environment around the building and parking areas will increase the visual impact of the business district and improve the transition from parking areas to the buildings. Existing and proposed parking areas should be appropriately screened with a green landscaped edge or art piece.
- Alternatives to tree plantings include garden walls and fences, especially those which integrate multiple materials, such as an ornamental iron fence with masonry posts and a hedge located behind the fence. While such elements are more costly, they are effective in creating a strong, pleasant street edge, screening parking areas, while still allowing visibility of businesses and traffic movements.

Public Places & Parks

Findings:

- Near Monroe Street there is an abundance of park space within walking distance.
- A lack of small-scale public/park gathering places exists along Monroe Street. This is especially true of areas for children and adults to gather along Monroe Street, away from the traffic.

4. Traffic, Circulation And Parking

Traffic

Findings:

- Traffic is an important issue along Monroe Street. While it brings people to the commercial district, it acts as a deterrent to a pedestrian friendly main street atmosphere due to the high traffic counts. Ways to slow down traffic along Monroe Street at the commercial nodes, at intersections as identified in the following land-use diagrams, should be pursued.
- The speed of traffic along Monroe Street should be established at a consistent pace of 25 mph (currently the speed limit varies).

Off-Street Parking

Findings:

- There is insufficient parking for store patrons in the eastern and central business nodes of Monroe Street.

Recommendations:

- Locate small municipal lots in both business districts or include public parking in mixed use structures, with reasonable signage to direct people to parking under the buildings.
- Acknowledge and take advantage of street parking opportunities that have no or minimal impact on residential uses (e.g, Arbor Drive).

Street Parking

Findings:

- The current street parking system seems to work effectively.

Pedestrians

Findings:

- One of the biggest assets the Monroe Street commercial district enjoys is the large pedestrian traffic. Maintaining a safe and pleasing environment for them is important.
- Crossing Monroe Street is perceived as the largest threat to pedestrian safety.

Pedestrian/Bicycle Paths

Recommendations:

- The Monroe Street Commercial District should take advantage of its close proximity to the southwest pedestrian and bike path.
- Find a way to connect the Wingra Park Bike Path, which runs from the Seminole Highway through the Arboretum, with Edgewood Drive. Again, the business district should use its proximity to this path to its advantage.

Multi-Modal Transportation

Findings:

- Monroe Street is a major public transportation corridor linking the far west side with the Downtown. Monroe Street is well served by the transit system.
- Encouraging the use of multi-modal transportation is critical to addressing the long-term concern regarding traffic.
- Monroe Street Merchants could develop a marketing strategy that targets a variety of alternate transportation users. This could involve the preparation of special brochures listing both bus schedule information (for the route passing along Monroe Street) and information on local businesses. Advertising within the busses could be utilized to call attention to businesses and events along Monroe Street.

5. Management And Operation

Findings:

- The Monroe Street Merchants Association is the group that represents the entire commercial district.
- The group undertakes a number of important endeavors for the area merchants.
 - Organizes the Monroe Street Festival in the fall.
 - Organizes the Christmas Walk at the Monroe-Regent Node.
 - Organizes the Open House the first Sunday after Thanksgiving weekend.
 - Maintains the Monroe Street Guide book, and provide a detail listing of businesses along the commercial district for the Dudgeon-Monroe Neighborhood Web Site.
 - Organizes various seminars for merchants including CPR and addressing shop lifting.
 - Represents the Monroe Commercial District through the Metropolitan Neighborhood Business Association at the Madison Chamber of Commerce.
 - Participates in various infrastructure improvement and planning projects along Monroe Street.
- The Monroe Street Merchants group does not actively recruit desired businesses to the District.

(Note: the following findings from the market study are repeated here)

- Within a 15-minute drive time the area has a total retail expenditure of over \$2 billion. With 100,000 employees working within five minutes, Monroe Street has access to a substantial daytime population.
- While some local pedestrians access many businesses along Monroe Street, provision for automobile access is key to the long-term vitality of Monroe Street and must be effectively managed in order not to conflict with the neighborhood's desire for traffic calming and control.
- Although the connection of Monroe Street's businesses to residents within a five-minute drive is reported by local merchants to provide the majority of sales, Monroe Street's long established reputation and relative stability as a shopping district enhances its appeal to a broader local market.
- The study area currently has no existing direct competitors within Madison in terms of business mix and merchandise quality.
- Sustainable businesses and districts recognize that congestion and difficult parking are paradoxically signs of success. They must then work to minimize them without losing the air of desirability and higher sales those challenging conditions provide.
- Another challenge facing successful corridor business districts like Monroe Street is the fragile nature of its businesses' profit margins.

- Interviews with Monroe Street merchants indicated that the corridor as currently configured does support sustainable businesses but that the future holds questions due to deteriorating buildings as well as under-utilized parcels that may be ripe for redevelopment in the near future.
- Madison's development process is more involved than in many other communities and a protracted process can add sizeable pre-development costs to potential redevelopment projects.
- Given the prevailing rent levels, redevelopment featuring only ground floor retail would probably not occur without some form of government assistance such as tax-increment financing.
- The intent of this plan should be to set standards for making this well-functioning area better rather than promoting major changes that could upset the business environment.

I. Recommendations, Development Strategies, and Target Projects

Previous chapters of this report have analyzed the market position, traffic flow and physical condition of Monroe Street. Key findings have been outlined. The purpose of this chapter is to pull all these elements together into a series of general recommendations. The development strategies and target projects, listed by specific location, are to be studied further and implemented at different stages and as natural changes in property ownership and businesses occur. The most important key recommendations are indicated by a (*)

1. Socio-Economic

Retail Uses

- Maintain the distinctiveness of the three separate commercial areas.
- (*) Maintain a business environment which allows existing local businesses to remain while providing opportunities for new businesses to locate in the district

Mixed-Use (commercial/retail)

- Mixed-use developments provide an opportunity to create an active pedestrian environment and should be considered in any commercial district redevelopment proposals along Monroe Street.
- (*) As land values increase, opportunities to create this type of development should be pursued while addressing concerns regarding height, scale and massing.

Residential

- Maintain the high quality of residential areas along the length of Monroe Street.
- (*) Future redevelopment should include residential opportunities featuring a variety of housing types available to a diversity of markets, possibly including affordable and elderly housing.

Civic Buildings

- (*) The Monroe Street Branch Library, located alongside a city owned parking lot, provides an opportunity to create an updated library facility and mixed-use development on the site.
- (*) Edgewood College is an important presence on Monroe Street. As the

college develops it will be critical for any future plans be carefully coordinated with surrounding neighborhoods and land uses to avoid any negative impacts.

- (*) Dudgeon Center is a community center within the neighborhood. It should be preserved for neighborhood supporting services and neighborhood civic uses.

2. Visual Characteristics

Scale and Massing

- (*) Maintaining and/or enhancing the scale and massing patterns found along Monroe Street is a critical element to the overall characteristic of the Street.
- Any new building construction along Monroe Street should be more than one story in height unless there are mitigating factors.
- Generally, no building on Monroe Street should exceed four (4) stories for the entire length of the street. This applies to buildings that are directly on Monroe Street, not buildings that might be in a position for greater setback from the street.
- All buildings need to be compatible with the buildings that are near them, both on Monroe Street and on streets that are behind any proposed redevelopment.
- Architectural strategies, including stepbacks, fenestrations and other similar significant features, can mitigate height as can the structure of the building limit the floor to floor distances.
- Height should be measured both in distance and in stories, and not absolutely in each case.
- Generally, compatibility weighed against architectural resource and social factors should determine whether or not a particular project should be approved. For example, the 1800 block of Monroe Street is currently being built to five (5) stories, and to an even higher height due to an exceptionally high floor to floor first story, but the benefits of a grocery store outweighed the negatives associated with that height. Greater affordability expressed in density bonuses is also worth considering as a reason for greater height.
- Superior architectural treatment of a particular property and the impact of a development in its entirety are factors that might make what would otherwise be a too tall building acceptable.
- There are no absolutes; projects should be considered on a case by case basis with the general guidance that compatibility with the surroundings should be an emphasis in rendering approval decisions.

Setbacks

- Buildings along Monroe Street are generally built uniformly up to the sidewalk edge and present a continuous storefront arrangement. New buildings should follow the pattern of the existing buildings and adhere to a “build-to” line described later in the general development guidelines. Limited setbacks for sidewalk or pedestrian features are possible.

Materials

- All new or buildings should use high quality materials as outlined in the development guidelines.

Architectural Quality

- The architectural quality of the buildings along Monroe Street should be continued and enhanced. When building improvements are undertaken, they should be consistent with the architectural quality of the building.
- (*) Property owners and business operators along Monroe Street should be made aware of and encouraged to use public funding available for facade rehabilitation.

Fenestration

- The majority of the surface on the primary facade should be glass to allow visual access in and out of the space. Storefront windows can establish a distinct visual identity for a business image. Quality display windows should be considered as essential as an attractive sign. Display windows typically frame the entryways and should be designed to attract customers.
- Due to the fact that the limited depth of lots along Monroe Street the backs of the buildings must be designed to respect the context of the adjacent residential areas.
- For buildings lying along the edge of Monroe Street, the primary entrances for buildings should be located on Monroe Street.
- Service entrances for the buildings should occur along the rear of the building and be incorporated into the overall design of the building, including similar quality of materials and care for aesthetic quality.
- Mechanical equipment that must be located on the roof of buildings should not be visible from the side of the street opposite the building.

Signage

- Signs are an integral part of the commercial character of the Monroe Street Commercial District. To be effective, signs should call attention to the business and create an identity while still contributing to the overall image of the street. Signs add variety and liveliness to both building facades and streetscapes. Rules for special exceptions for signs located above the first floor might be created if there is a clear improvement of the aesthetic character and quality of the facade as a result of the sign.
- (*) Way-finding signage should be provided along the bike/pedestrian pathway to help direct people to not only the Monroe Street Shopping Districts but to the Zoo, the library, and Edgewood College as well.
- (*)The City of Madison's current sign ordinance should conditionally permit projecting signs that are tasteful and attractive.

3. Environment And Landscape

Street Furniture

- Street furniture should be used to attract customers to stores and provide a place to visit with other residents. Designated areas should be established that add to the character of the business district without conflicting with the buildings and walkways. For example, benches should be oriented to provide clear views of storefronts. The Transit Enhancement Program is available for certain enhancements associated with transit stops and routes.
- Furniture items that may be selected include: benches, flower containers, trash receptacles, bike racks, and kiosks. The style and character of furniture should complement the building architecture, and be somewhat consistent throughout the district.

Streetscape

- The landscape treatment should be of quality materials but should not be overly designed as to compete with the attraction of the storefronts. Attention should also be paid to the height of landscaped buffers to insure that they provide adequate screening, but also do not impair vision and create safety concerns.
- Street tree species and planting locations should carefully consider maintaining the year-round visibility of business signs.
- (*) Pedestrian-level black lampposts should be installed uniformly along the commercial districts (including the 1500-1600 blocks of Monroe Street). Underground wiring and banners should also be made consistent. Community Enhancement Program is available for some enhancements.

Public Places & Parks

- Creating clear access to public parks and places along Monroe Street is important.
- Investigate new opportunities for the Crazy Legs Place area. The Public Art Program "Art in Public Places" is available for some enhancements.

4. Traffic, Circulation And Parking

Traffic

- (*) It is recommended that intersection enhancements be considered at key pedestrian crossings along Monroe Street. Other methods could include, but not be limited to, traffic signal timing, intersection traffic islands, as well as education and enforcement strategies.
- (*) The speed of traffic along Monroe Street should be established at a consistent pace of 25 mph (currently the speed limit varies).

Off-Street Parking

- At the Monroe-Regent node there are a number of public parking areas. As new development/redevelopment occurs, maintaining this parking is important.
- (*) As new development occurs, parking should be required, but shared parking and the use of alternate modes of transportation should be encouraged.
- Parking (both public and private) areas along Monroe Street need to be clearly identified.
- Parking areas could be made more attractive, and organized more effectively, to maximize the number of spaces. This may include creating shared parking areas.
- (*) For the Monroe-Commonwealth node, shared parking arrangements with Wingra Park is encouraged. Opportunities for sharing may be found during times when park usage is lower.

Street Parking

- (*) Opportunities for creating well-publicized or specifically designated parking areas along side streets, which do not negatively impact the residential neighborhood, should be investigated.
- Add side street diagonal parking for Harrison Street and Breese Terrace.
- Shared parking arrangements should be identified and explored to maximize the use of existing spaces.

Pedestrians

- (*) Crossing Monroe Street seems to be the largest threat to pedestrian safety. Opportunities to slow traffic at critical intersections should be pursued. Pedestrian safety islands and other pedestrian enhancements should be considered (Figures I-1,2,3). A good source for information regarding traffic calming and pedestrian enhancements is the Federal Highway Administration's website at www.fhwa.dot.gov/environment/sidewalk2/sidewalks209.htm.

Pedestrian/Bicycle Paths

- Clear signage to show local establishments and bicycle-gear amenities should be provided along Monroe Street and the path.
- Linking Edgewood Drive and the Wingra Park Bike Path should be pursued. This requires a statement of public need by the Common Council. One possible scenario to provide linkage might involve acquiring properties along both Terry Place and Woodrow, perhaps involving acquisition of buildings back-to-back, acquisition of an easement and resale of the buildings might accomplish this.

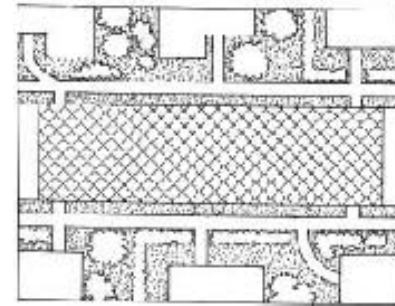


Figure I-1: Traffic Calming: Special Pavement Texture or Color, Source FHWA

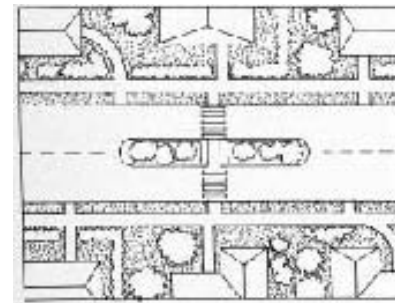


Figure I-2: Traffic Calming: Pedestrian Refuge Island, Source: FHWA



Figure I-3: Traffic Calming: Landscaped Portion of a Pedestrian Refuge Median in Downtown Glenview, Illinois

Multi-Modal transportation

- Monroe Street Merchants could develop a marketing strategy which targets a variety of alternate transportation users. This could involve the preparation of special brochures listing both bus schedule information (for the route passing along Monroe Street) and information on local businesses. Advertising within the busses could be utilized to call attention to businesses and events along Monroe Street.

5. Management And Operation

- A listing of available properties and a database of available square foot parking and area amenities should be maintained.
- (*) A method for funding public improvements, business recruitment and generation should be developed. This may include the creation of a BID District. The long-term maintenance and operation of the Monroe Street Commercial District is critical to maintaining the balance for the type of district desired by both the area residents and merchants.
- (*) As changes and new developments are proposed along Monroe Street they will provide an opportunity to enhance the district's visual character while addressing needs such as parking. An Urban Design Overlay District will provide the opportunity for closer scrutiny of new proposals. This will impact existing businesses also, yet the long-term benefit of introducing an additional layer of approval will ensure the implementation of projects acceptable along Monroe Street
- (*) In order to effectively use the above mentioned overlay district, the community should embark on developing detailed design guidelines. Section J of this document begins to address some of the standards for Monroe Street.
- (*) In order to maintain and enhance the quality of the Monroe Street Commercial District, the organization of the Merchants Association should be strengthened. Active membership should come from all three commercial areas along Monroe Street. Members should pay dues, a clear list of activities and projects to be completed should be defined, and committees to continue the current activities should be created.

(The following recommendations from the market study are repeated here for reference, please see Section E for further details on these recommendations)

- Establish a project steering committee to guide plan implementation
- Develop an organization with the ability to provide expanded management, business development and marketing
- Identify funding for management, business development, and marketing programs

- Establish an annual budget for management, business development, and marketing programs
- Recruit sustainable business that attract additional customers to Monroe Street
- Make existing Monroe Street businesses more successful
- Establish a baseline joint marketing program
- Strengthen the connection between Monroe Street Merchants and the nearby neighborhoods
- Enhance the regional image of Monroe Street

6. Development Strategies and Target Projects

In order to more closely investigate redevelopment opportunities along Monroe Street, future land use diagrams were developed for the three commercial nodes along with development strategies and target projects for each block. As with the general recommendations each has an action priority rating based upon the estimated implementation timetable: short term, 0-5 years (S); medium term, 5-10 years (M); or longer term, 10-25 years (L).

Recommendations envisioned for the three commercial nodes along Monroe Street fall into three general categories:

Private redevelopment opportunities;

These are predominantly a function of the current land owners, current business operators and market conditions. The recommendations outlined in this document give property owners a direction as to the community's desired development for specific sites along Monroe Street.

Public Private Partnerships;

Among the listed recommendations these are the ones which will entail the most discussions as many entities will be involved in the process. Amongst these are the facade and urban design improvements for the conceptual street connections and park improvements at Commonwealth and Monroe, and the Arboretum and Wingra Park. Also falling into this category is the study for creating a Business Improvement District and hiring a Business District Manager.

Public Improvements;

Recommended public Improvements and actions include the creation of the urban design district, the street improvements and other improvements to the public right of way including creating parking and reconfiguring streets.

Potential redevelopment sites are discussed in further detail in Section K.



Figure I-4: Land Use, Development Strategies and Target Projects for the Monroe-Regent Node. Yellow depicts residential, red depicts commercial, and blue depicts institutional land uses. The dashed line surrounding the area depicts ground floor use and the fill depicts land use on upper floors. White dashed lines indicate potential redevelopment sites.

Monroe-Regent Node (Figure I-4)

General Comment: Redevelopment is seen primarily as mixed-use development with retail on the ground floor and office or residential floors above. The predominant upper floor use should be residential but upper floor office use is encouraged at the east end of this node, where the presence of additional office workers could help existing businesses.

1. **(S)** Redesign of the pedestrian area directly south of the Field House is under consideration by the University of Wisconsin.
2. **(S)** The University proposes that Crazy Legs Drive also be closed. This area could then be enhanced as a pedestrian gathering place (Figure I-5). If possible, angle parking should be accommodated, potentially along Breese

Terrace. The angle parking should be configured in such a way as to not impede busses turning north onto Breese from Monroe. A possible solution may be to make the spaces deeper than normal. The bus shelter on the east side of Breese just south of Regent should remain along with the bus pull-out space. Madison Metro should be consulted as this area is redesigned. Indicate the start of the Monroe Street shopping district with black pedestrian-level streetlights and banners.

3. **(S)** Block No. 3 is currently retail with some mixed-uses. Adding parking at Crazy Legs Square will help meet the parking needs of this block. The City should actively pursue and support the redevelopment of underutilized or deteriorated sites in order to create a gateway onto Monroe Street and establish land uses that are more compatible with the surrounding areas and other parts of the street. Keep the brick buildings in this block. Because of the visual importance of this gateway corner it should be strong architecturally and visually interesting. Indicate the start of the Monroe Street shopping district with black pedestrian-level streetlights and banners.
4. **((L)** Block No. 4 is a combination of mixed-use commercial/retail and some residential. As uses and ownership change this block should become retail/residential/commercial use. The city should actively pursue and support the redevelopment of underutilized or deteriorated sites in order to create a gateway onto Monroe Street and establish land uses that are more compatible with the surrounding areas and other parts of the street. Indicate the start of the Monroe Street shopping district with black pedestrian-level streetlights and banners.
5. **(M)** The publicly-owned green space at the point where the pedestrian/bike path meets Monroe Street (the southwest corner of Breese Terrace and Regent Street) provides an excellent opportunity to enhance the park and provide for the needs of path users (Figure I-5). These may include restrooms, maps, drinking fountain, and a trash receptacle and something like a small coffee kiosk. This space could also serve as a relocated Madison Metro bus stop. Design of this space should be done in consultation with Madison Metro to determine how amenities might be shared between path users and bus riders.
6. **(M)** Along the bike and pedestrian path, placement of small information kiosks that provide information on activities in the neighborhood and other landmarks in the area, should be proposed. This could be done via public art.
7. **(M)** This block of land, currently home to a restaurant (housed in a former gas station) and a rug store, could be redeveloped to accommodate these businesses among others. The block provides an opportunity to create a clear gateway structure to the Monroe Street commercial district. Indicate the start of the Monroe Street shopping district with black pedestrian-level streetlights and banners.



Figure I-5: Concept Diagram of a Public Plaza and Improvements at the Intersection of Breese Terrace, Monroe Street, and Regent Street.

8. **(L)** Currently this is a residential apartment complex with a large lawn providing green space (non-public) to this area. This should be preserved and maintained. Indicate the start of the Monroe Street shopping district with black pedestrian-level streetlights and banners.
9. **(S-L)** This block currently is home to Associated Bank. It should remain commercial.
10. **(M)** The Monroe Street Branch Library, housed in a building owned by the City of Madison, provides an excellent opportunity to create a future mixed-use development which will allow for an expanded Library and ground floor commercial development with housing above. Since the Library site is small attempts should be made to include several properties to the west of the Library parcel into the redevelopment project. Parking should be provided in a below-grade structure.
11. **(S-L)** Block 11 is one of the more successful commercial blocks along Monroe Street. Endeavors to maintain and meet the future needs of these businesses should be made. Please see the market study action plans (Section G) for further recommendations regarding business development and retention.
12. **(S-L)** Similar to Block 11, Block 12 is a well-established commercial area. As uses along this strip change, similar businesses should be attracted. Any redevelopment along this block should be in scale with the contingent buildings. Facade and other improvements such as lighting and signage should also be improved as needed.
13. **(S)** The former Ken Kopp's Site, now owned by the development group Monroe Partners, is currently being redeveloped into a five-story, mixed-use building that will include a grocery business on the ground floor and 51 condominiums above. Public parking will be retained on the site, and there will be private underground parking for residents as well as a lot designated for customers of the grocery business. Additional diagonal parking will be added on Harrison Street. Estimated date of completion is fall of 2006. It should be noted that the preliminary draft of this plan was utilized as a guideline in the numerous neighborhood meetings to determine the height and scope of this project, which received city approval as well as some TIF financing in 2005. A five-story development was approved with consideration for a ground level grocery business.
14. **(M)** As the uses on Block 14 change in ownership or business, this block provides an opportunity for maintaining a successful transition from commercial to residential use.
15. **(M)** As the uses on Block 15 change in ownership or business, this block provides an opportunity for creating a residential/commercial mixed-use development of the large existing commercial building and could include some underground public parking. The existing buildings on the east end of the block should be maintained.

16. **(S)** At this intersection attention to pedestrian safety and the merging of traffic from Spooner and West Lawn onto Monroe Street should be studied, and necessary safety improvement incorporated. A traffic table (Figure I-6) or other appropriate traffic calming measures is proposed at each of the indicated intersections. The table is a gently sloped raised area that cues traffic into slowing down without negatively impacting traffic flow. The pavement may be textured. At key intersections along Monroe Street pedestrian improvements, including aesthetic enhancements (colored and/or scored concrete) to the street surface to call special attention to these locations are proposed. Specifically pedestrian refuge islands should be included whenever feasible. Pedestrian refuge islands allow pedestrians to cross one direction of traffic at a time with safe refuge in the middle of the street. These islands may also be landscaped in order to contribute to the streetscape aesthetics.
17. **(S-M)** This blue arrow suggests street and facade improvements along Monroe Street in this area. This includes coordinating streetscape, lighting, signage and facades.



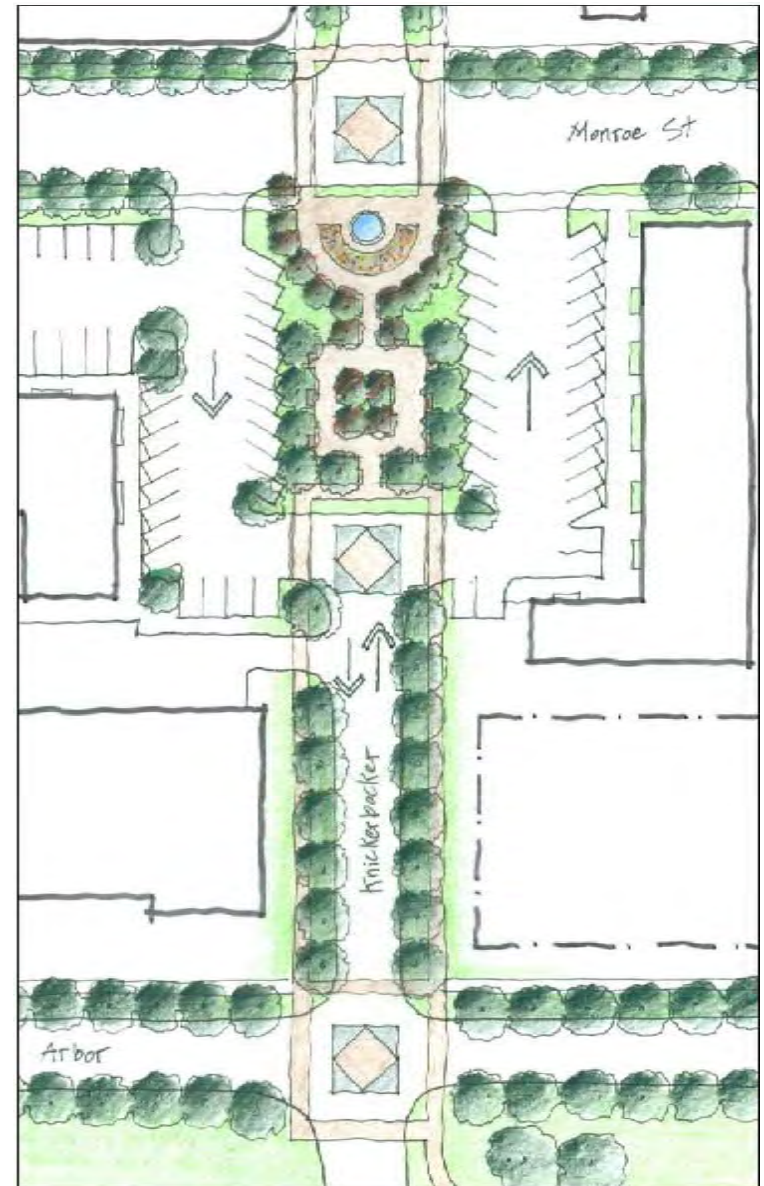
Figure I-6: Example of a Traffic Table

Monroe-Commonwealth Node (Figure I-7):

General Comment: Redevelopment is seen primarily as mixed-use development with retail on the ground floor and office or residential floors above.

18. **(S-L)** Block 18 is to remain a commercial land use.
19. **(S-L)** Block 19 is to remain commercial land use
20. **(M)** Block 20 should remain commercial. Shared parking opportunities on this site should be investigated.
21. **(L)** This area is currently residential, including an apartment complex and single-family housing. In the long-term there may be an opportunity to create a residential development that takes advantage of the views across Wingra Park. Any redevelopment on this site could increase value on Monroe Street by providing a public walkway or green space connection through the site between Monroe Street and Wingra Park.
22. **(S-M)** Michael's Frozen Custard is a neighborhood landmark and commercial use. It should remain as such, but the parking area around it could be reorganized to maximize parking. In the long term this site could be considered to provide a public walkway or greenspace connection to Wingra Park.
23. **(S-M)** At location 23 there is an opportunity to create a small landscape area that will create a neighborhood gathering area, and a pedestrian safety area.
24. **(M)** There are opportunities to redevelop or improve the building on this block.
25. **(M)** Block 25 is an opportunity to create a residential/commercial mixed use in the future.
26. **(S-L)** Block 26 is an excellent example of effective retail development.
27. **(M-L)** Block 27 is shown as a concept for how the neighborhood could create a neighborhood public green (Figure I-8) connecting Monroe Street to Wingra Park. This is an illustrative preliminary concept. Late in the development of the Monroe Carter Plan, a preliminary infill development proposal was presented to neighborhood association officers and the district alder. This proposal, amongst many other options, presented a conceptual way for a pedestrian connection to be created in the area immediately east of the building next to Papa Phil's restaurant. The basic idea of the redevelopment would permit a 10' to 20' pedestrian and bicycle corridor with the possibility of outdoor eating amenities on either side to be created connecting that portion of Monroe Street, just on the western edge of Michael's Frozen Custard, with the cul de sac circle on Arbor Drive. While in a very preliminary stage, should this development proceed to some form of conclusion, this Plan strongly recommends that the City condition any development or redevelopment in this area to provide for this pedestrian and bicycle connection.

Figure I-8: Diagram of Potential Green Space Concept at Knickerbocker and Monroe



28. (S-L) Block 28 is to remain commercial
29. (S-L) Block 29 is currently an institutional use and is to remain.
30. (M) Block 30 provides an opportunity for a future mixed use development.
31. (S-M) The blue arrow indicates the traffic tables (or traffic calming measures) at critical intersections and a gateway feature to Wingra Park. Design modifications of the intersection that will slow turning traffic to allow safer pedestrian crossings should be examined. Please see Section K for an alternate configuration of the intersection of Commonwealth and Monroe Street
32. (S-M) Provide consistent streetscape, landscape and banners along Monroe Street, featuring black pedestrian scale streetlights.
34. (M) Block 34 represents a future redevelopment opportunity in combination with the Madison Theater Guild property. Please see Section K for a alternative plan for this block.

General Comment: The proposed green space concept shown at Knickerbocker is one of several potential methods to create more green space along Monroe Street in this node. Providing some green space at Sites 22 and 23 with a connection through Site 21 terminating at Wingra Park is another alternative. It is recommended that upon completion of redevelopment in this area, the amount of park (or green space of other types) must be the same as is now or increased. A new pedestrian entrance and gateway feature is proposed for the Monroe Street entrance to Wingra Park. This feature should include low Limestone walls, landscape and a stencil-type park entrance sign similar to those used in the Arboretum. A similar type of entrance is proposed in the Glenway node on the south side of the Glenway/Monroe intersection. Please see figures I-10 and I-11 in Section I.



Figure I-9: Land Use, Development Strategies, and Target Projects for the Monroe-Glenway Node. Yellow depicts residential, red depicts commercial, and blue depicts institutional land uses. The dashed line surrounding the area depicts ground floor use and the fill depicts land use on upper floors. White dashed lines indicate potential redevelopment sites.
Monroe-Glenway Node (Figure I-9):

General Comment: This block could be considered as a possible center for “green” businesses, which would fit with the environmental mission of the Arbor House. The method of establishing a business center of this type is not different from attracting more typical businesses, except that since this is a relatively new and unique business type, it may be more difficult to find developers willing to take on such a project. It may be more feasible to find local entities and organizations already engaged in the business (or perhaps the Arbor House) to take a leadership role in developing a “green” project. In regard to streetscape elements, indicate the start of the Monroe Street shopping district with the installation of black pedestrian-level streetlights and banners in this district.

35. **(S-L)** This is a residential block which should remain.
36. **(S-L)** This particular block provides a unique national attraction, which takes advantage of its unique location along the UW-Arboretum. This is exactly the type of establishment which this node should encourage.
37. **(S-M)** Provide a raised intersection table (or other traffic calming measures) at these intersections to calm traffic as pedestrians cross Monroe Street to enter the Arboretum.
38. **(M)** Provide a gateway feature to the Arboretum at this location featuring low limestone walls and a stencil-type sign similar to those used elsewhere in the arboretum.
39. **(M)** There are currently some neighborhood favorites such as Mallatt Pharmacy. The intent is to maintain those establishments, but over time as situations change, this is an excellent location for commercial/residential mixed-use development. In the meantime the image of the area could be improved if landscape enhancements such as a ornamental fence and shrubs could be installed along the sidewalk edge of parking lots or asphalt surfaces in this area, in locations where they do not interfere with curb cuts providing access to properties. These private sector improvements could go a long way to improve the character of the area.
40. **(L)** This is also a location where a combined commercial residential development could be implemented.
41. **(M-L)** The Dudgeon Center is an institutional use. It is located on City park land. Opportunities to maintain this facility as a location for non-profits with a mission to serve children plus a neighborhood community center and polling place should be investigated. If desired and necessary, the option for building affordable and/or elderly housing on an existing or additional level in order to ensure the long-term fiscal stability of the institution should be investigated.

J. General Development Standards and Process

1. Public Policy Tools

Urban Design District

As stated in section C.5, an urban design district will enable the community to evaluate development and redevelopment proposals for sites along Monroe Street for compatibility with existing uses and context.

2. General Physical Appearance

Design standards that establish the physical character of buildings along Monroe Street will not only ensure the long term maintenance of the existing character but also create an environment that fits in closely and/or is compatible with its surrounding residential neighborhoods. Appearance needs to be considered along with market factors, social objectives (e.g., Inclusionary Zoning), and neighborhood benefits. In order to accomplish and regulate these standards, an urban design district should be adopted. Site specific design standards should be developed for the proposed redevelopment sites. Following are some preliminary recommendations for regulating the physical appearance of buildings along Monroe Street. These guidelines apply to the whole street. Since most of the redevelopment envisioned is mixed use, the guidelines are directed toward that type of development. Each development project should adhere to the following general guidelines as well as the site-specific guidelines that begin in Section K.

Building Heights

Building heights are regulated to create streets in character with surrounding development. Building height ranges should be indicated for each redevelopment site. Building heights are identified by the number of stories above grade, distance between the floors, the interaction between height and both stepback and setback, and the viewing perspective to a structure. Height should be expressed as minimums and maximums with allowance for unique circumstances. The ground floor should not be less than 12 feet from finished floor to finished ceiling but has no maximum height limit. Above the ground floor, a story is defined as a habitable level no more than 14 feet in height from finished floor to finished ceiling. When an upper story exceeds 14 feet in height, the additional height will count as an additional story.

Monroe Street's visual character derives from the great predominance of two-story commercial and two-story residential buildings. Only a few three-story buildings front the street. The Clarendon Apartments at the northeast end, and the four story building on the 1900 block of Monroe Street, are the only true four-story buildings and they are set far back from the street.

Buildings of four stories (or more) would be out of character with the traditional street and the residential neighborhoods, all the more since at most sites setbacks would be very limited. To gain support, buildings higher than three stories would need creative design and presentation, consideration of contextual impact, important compensating value-added features, and effective prior consultation with the neighborhoods.

For additions to existing buildings, the allowable minimum building height is the height of the existing building. Landmark or historic buildings may have taller minimum and maximum height ranges, i.e. Camp Randall Stadium.

Build-To-Line

Build-To Lines are established for redevelopment sites to ensure that building placements clearly define street edges and corners (Figure J-1). The Build-To Line is the line parallel to (and within two feet of) the property line along which the facade of the building should be located. Facade is defined as any vertical, exterior face or wall of a building.

For adaptive reuse of existing buildings, the Build-To Line is the existing building facade. The percentage of the Build-To Line that should be met with building facade varies by redevelopment site. Building construction can vary from the Build-to Line to accommodate facade articulation including: arcades, entrances, balconies, and reveals.

The following elements can extend beyond the Build-To line: stairs, ramps, terraces, awnings, signs, bay windows, balconies, roof overhangs, lighting, foundations, footings, and similar elements. City approval is required to extend into the right-of-way.

Building Composition

Buildings should be composed to define base, middle, and top (Figure J-2). The interface between the building and people and should be highly articulated. The transition between the middle of the building and the base and top should be articulated by use of contrasting materials, window openings, or ornamental elements. These horizontal bands form expression lines that give scale and character to a facade. The top terminates the building against the sky and

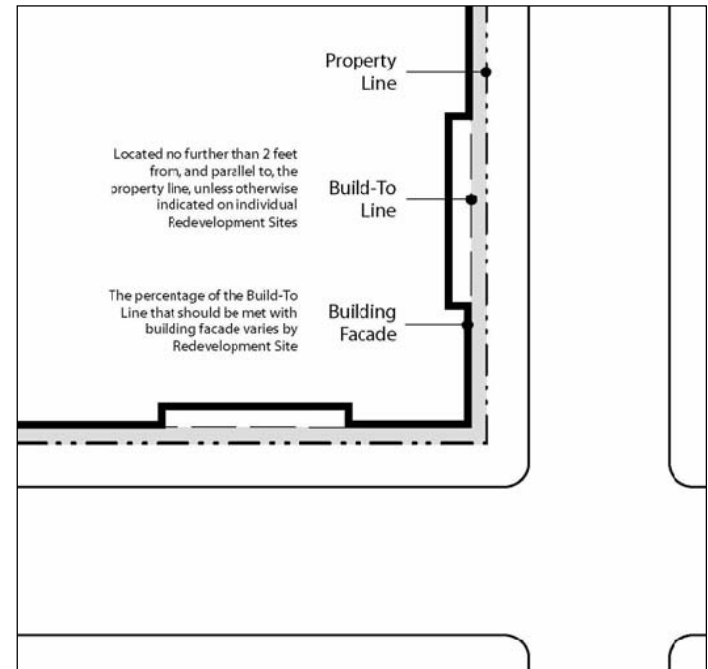


Figure J-1: Build-to-Line



Figure J-2: Expression of Base, Middle, and Top in Existing Monroe Street Buildings

provides an opportunity to create an interesting silhouette. The photo above shows an example of some existing buildings along Monroe Street that exhibit these qualities. A “base” consists of storefront windows with an awning or shading projection and an accompanying signage panel. A “middle” is comprised by either the windows and facade of the 2nd floor or a high “parapet” that projects above the lower (one story) buildings. The “top” is expressed by a variety of means including stepped parapets, special stone trim at the top of the parapet, or a change in material. These examples illustrate that the building designer may use a number of techniques to create a building composition that fits with the predominant character of the street.

Window Glazing

Street level facades should include visual features and design details that enrich the pedestrian experience. While visual interaction with all stories of the building is encouraged, visual interaction by means of clear, non-tinted windows (glazing) is required along the street frontage of a building. The amount and type of ground floor windows is as follows:

- The area where clear, non-tinted glazing should occur is between 2 feet above grade to at least 8 feet above grade. Lower glazing (such as glazing extending to the floor) and/or higher-level glazing (such as transoms and clerestories) are encouraged.
- For exclusively residential buildings, ground floors should be raised a half level and the area where clear, non-tinted glazing should occur is between 3 feet above the ground floor to at least 8 feet above the ground floor. Glazing is measured along the street frontage of a building.
- The clear glazing zone is measured along the street frontage of the building and does not include service entries. Glazing requirements vary by redevelopment site.

Street Activation

Where required glazing is provided along the ground floor, the area behind the glazing should consist of Street Activating Uses for a minimum of 12 feet in depth. Street Activating Uses are those open to the public including shops, restaurants, lobbies, and other service activities that move goods and people in and out of the building. Street Activating Uses can also include areas that are not open to the public yet still activate the street. Street Activating Uses do not include parking stalls and does not apply to residential uses on the ground floor.

Both of the storefronts pictured in Figure J-3 utilize Street Activating Uses to great effect. One of the best uses to locate along the street edge are seating areas for



Figure J-3: Facades of Existing Monroe Street Buildings that Activate the Street.

restaurants or the display of food items, which are always an enticement for pedestrians. Sidewalk cafes are also encouraged space permitting.

Entries

Pedestrian entries should be provided for each distinct ground floor use (or tenant) along the street frontage. Shared ground floor entrance lobbies are permitted for upper story uses. Dominant corner entrances that maintain the Build-to Line are desirable on corner sites.

Service entries include truck docks, fire exit doors, areas for waste disposal, and areas for deliveries. Service entries should be located along alleys or in the rear of buildings and should not be located along street frontages unless no other access is available. Fully enclosed service entries are permitted along street frontages and should be designed to be consistent with other ground floor facade elements.

Vehicular parking entries, curb cuts, and driveways should not exceed 24 feet in width. Where the vehicle entry driveway crosses the sidewalk, the paving along the sidewalk should remain at the same typical height as the adjacent sidewalks to create a level, non-interrupted path for pedestrians. Gates/doors for possible nighttime closure should be recessed 4 feet from the building facade.

Materials

Enrichment of the pedestrian realm requires building base materials to be of high quality, such as stone, brick, metal panel systems, and other durable materials. Materials such as EIFS, a fake drywall, should not be used on the building base, and utility grade materials such as split-face block are only allowed on rear, interior lot lines and alley frontages.

Building Articulation

Detailing of the base of buildings should be used to enhance the human scale qualities of the building. The building base should be distinctly noticeable from the middle portion of the building. Cornices, friezes, hoods, canopies or other expressive elements should demark the separation of these portions of the buildings. Awnings and light shelves are also encouraged to help create a more human scale to the building.

The base of commercial and other buildings should have additional expressive elements that enhance the building's relation to human scale. A change in material or detailing for the base can often achieve this goal.

Building articulation should take into account certain details that can enhance the experience of Madison Metro riders waiting at bus stops. It may be possible to

incorporate overhangs or canopies into buildings adjacent to bus passenger waiting areas or to incorporate benches into plans at particular locations where passengers wait. Consideration should also be given regarding the value of retaining walls and other landscape features that could serve as informal seating alternatives.

Lighting that illuminates the exterior of a building and highlights its design features is encouraged.

“Flat” facades should be avoided. When dissimilar materials of the exterior cladding meet, a distinct variation in surface plane should be present. For example, when a brick clad section meets up with a glass curtain wall, a variation in plane is generally needed to avoid the facade appearing too flat.

For residential uses, balconies, French windows, bay windows or similar features are encouraged on all units above the building base to further activate the street and give the upper facade articulation and interest.

For commercial uses and other buildings with a curtain wall facade, additional expressive elements are encouraged above the building base.

Structured parking garage facades above the building base should be fully enclosed along street frontages. Open parking garage walls to alleys and locations where the wall are less visible from public streets and residential areas are allowed.

Where parking structure facades are open for ventilation purposes, they should not have long, horizontal openings. The facade should establish a vertical pattern or create gridded or punched window-type openings in order for the structured garage facade to maintain a sense of scale and vertical proportion.

Roof gardens are permitted and encouraged. Occupied penthouses are permitted and do not count as an additional story if the penthouse occupies less than one-half of the roof area. Roof forms and elements that serve as visual landmarks special features and architectural lighting of roof-top elements are encouraged. Mechanical equipment should be screened and mechanical penthouses should be clad with material consistent with the overall design of the facades.

Proportion

The use of proportion is intended to provide a sense of visual harmony among elements of a building. A well-proportioned building has component parts,

windows for example, that have the same proportion as the other parts, (structural bays, panels, facades, zones, etc.). A pattern of components with a greater height than width creates a preferable vertical proportion consistent with the building massing that is historically prevalent along Monroe Street.

The building's massing and resulting surfaces should demonstrate consistent proportional harmonies that should be used in the development of the facade's composition and details.

Scale

In order to achieve an architectural composition responsive to surrounding context and human scale, distinctive compositional elements of buildings should be distinguishable from a distance of both near and far. The size and shape of these elements should reflect the scale of nearby buildings.

Rhythm

In architectural composition, rhythm refers to the regular or harmonious recurrence of building elements. These patterns often reflect the building's repetitive structural bays, often with the end bays given special identity. This articulation of the facade helps provide scale by breaking the facade into smaller visual parts. The variation of rhythm from building to building reaffirms the individuality of each building, while the recurrence of an overall rhythm helps unify the facade.

The building's structural column lines should in some way be evident or expressed on its facade.

Surface Variation and Detail

Enhance the visual richness of surfaces and scale of facades with detailing at openings and corners, with material, color and textural changes. Express the products of current manufacturing technologies and building construction processes to produce an architectural expression of this time period while responding to surrounding context.

Special Features

Because of their prominent locations, several redevelopment sites require special features such as unique forms, shapes, or facade elements that can be seen from a distance in order to terminate a vista or define gateways. These are identified for particular redevelopment site diagrams.

Site Features

Outdoor areas, such as cafés and plazas should be constructed with materials consistent with those along the ground floor facade. Material such as poured in

place concrete, stone, and masonry elements should be used. Wood railings, wood skirting, and wood decking should be avoided. Retaining and garden walls should be constructed of poured-in-place concrete, or stone and brick masonry. Wood retaining walls and dry-stack block systems should be avoided. Fencing should be decorative metal, masonry or other high quality materials. Site lighting should be controlled to prevent glare from the light source onto adjacent properties of the public right-of-way.

Surface Parking

Parking lots should have a simple geometric shape, and strong edges that define them. This includes decorative fencing/garden walls, landscaping, and lighting.

Decorative Fencing and Landscaping

Decorative fencing/garden walls and landscaping are required between the public right-of-way and any off-street parking, loading, and service areas where they are adjacent to the public right-of-way. The fencing/garden wall should be decorative, preferably with masonry piers at regular intervals (Figure J-4). Ground plantings at the base of the fence are encouraged. In addition, regularly spaced trees (spacing not to exceed 25 feet between tree trunks) should be planted as part of the composition. Trees should be deciduous with a canopy in order to maintain sight lines into and out of the site for safety.

Street Section Diagram

Figure J-5 on the following page represents a prototypical application of some of the general design guidelines. The example indicates new mixed-use buildings on redevelopment sites with ground floor retail and residential uses above. Note that while this diagram portrays four story buildings, the guidelines call for mostly 2-3 story development, with some exceptions where higher buildings are permitted pending the provision of certain requirements as listed in the guidelines.

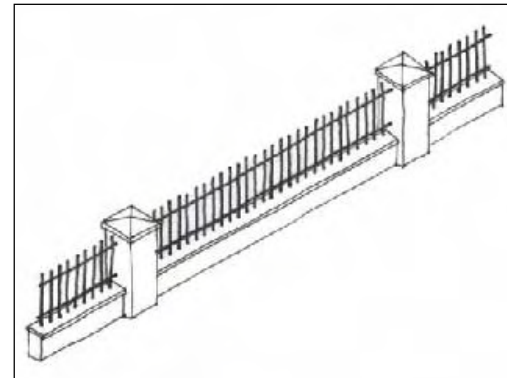
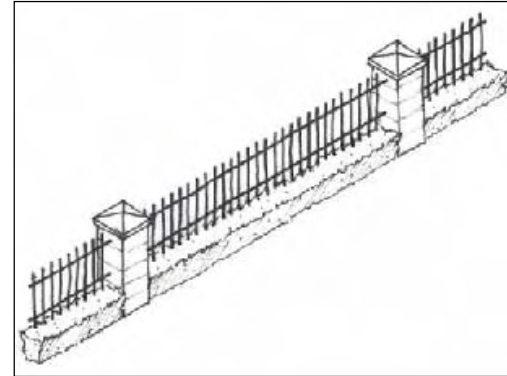


Figure J-4: Decorative Fencing, Walls,, and Landscape Edging

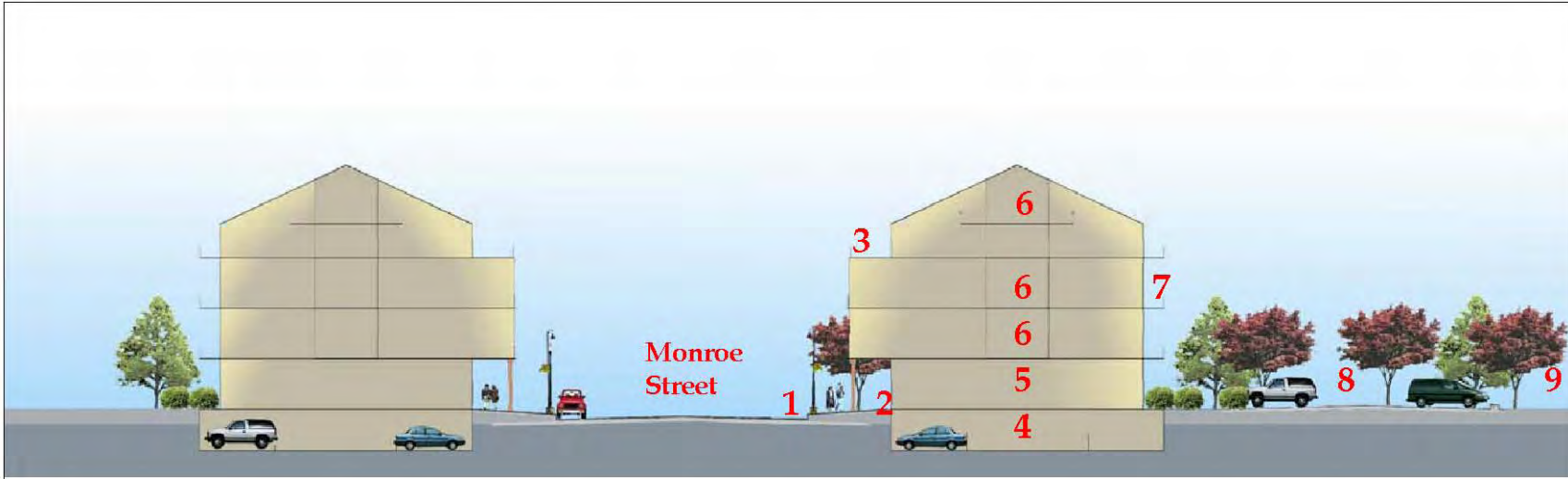


Figure J-5: Street Section Diagram

- 1. Building constructed up to Build-To Line. Streetscape/landscape improvements are provided in the public R.O.W. The first floor level of building along street to have “Street Activation Zone” as described in guidelines.**
- 2. Setbacks permitted for sidewalk cafes or other outdoor seating areas.**
- 3. Top floor(s) setback from main facade line as described in the guidelines.**
- 4. Parking for residential underground or within building**
- 5. Retail/commercial use**
- 6. Residential use**
- 7. Residential balconies encouraged. High quality materials on all sides of buildings that back up on residential areas**
- 8. Landscaped parking-service areas screened and in back of lot**
- 9. Existing alley (where applicable)**

2. Options for Design Process: RFQ, RFP, Invited Competitions

In some cases the design of new development demands a higher level of attention to design detail and quality. When buildings are located exclusively on private property, the imposition of public authority over the design process (as opposed to the final product) may be problematic. Many projects, however, may involve the public interest in the form of financing or special permits. In such cases, the use of more elaborate procedures to ensure design quality may be feasible.

Request-for Qualifications for Designers

In some cases, a municipality may create an RFQ for designers. In this context the term “designers” refers to architects, landscape architects, site designers, urban designers, public artists and others in related disciplines. The key issue, in such RFQs is the explicit request for evidence regarding the quality of the designer’s work. One way to do this is to require a list of awards. RFQs should be explicit in requiring “peer-reviewed” awards only, that is, awards where the judges were professional peers such as other architects, artists, landscape architects, etc. In addition, it is essential to ask for awards won by the individual designer (not the firm) assigned to the project. For example, lead designers often win awards while working for different firms. Conversely a firm may have garnered several peer-reviewed awards but the proposed lead designer did not participate in those projects (this is especially important when reviewing the credentials of older firms).

Other aspects of RFQs are part of the standard procedures for soliciting information from interested firms and need not be elaborated as part of this study.

Request-for Proposals for Design/Development Projects

Most RFPs for design work are separated from development projects. That is, the municipality expects to hire a designer, not a developer. Similarly, some municipal RFPs are focused on development, not design. Here the developer selection often rests on financial issues.

In rare cases, local governments structure RFPs for both design and development issues. The key factor in this process is to establish a minimum threshold for financial performance and, thereafter, make the selection based on design attributes. This process, by definition, implies that the best project, from a financial perspective, is not likely to be selected. Instead the goal is to select a project with a minimally acceptable financial performance but a high level of design performance. The criteria, therefore, must clearly elaborate design objectives. These must include aesthetic, programmatic, and technical limitations. In addition, it is important to have a review process akin to the invited competition jury in which the design is reviewed by other designers with established credentials.

Invited Competitions for Design Projects

The most elaborate and effective process for achieving design excellence is a design competition. There are many forms of competitions. The type of competition recommend for consideration in this case would be an invited competition. Key aspects of a typical competition process include:

1. Invited competitions range in cost from \$50,000 to \$250,000. The major cost is a stipend to the competitors (\$10,000 to \$50,000 are typical stipends). Bigger projects include bigger stipends. Other major costs include jury fees, competition consultant fees, and program preparation. In addition, the implementation of the results (as a contract to continue design work) must be guaranteed to the winner of the competition.
2. To begin the process, the client establishes a Steering Committee. The client prepares, (with the help of a competition consultant), competition documents with rules, procedures, criteria, and related items. The client then distributes the RFQ through a series of lists and networks.
3. At this time the client also establishes a design jury. The majority of jury members must consist of professionally recognized out-of-town designers. The jury must also include local representation. Juries range from five to nine people.
4. The Steering Committee reviews the responses to the RFQ and decides which firms to interview. The interviews are in-depth presentations. The Steering Committee selects the finalists. Sometimes travel stipends are paid to the interviewees.
5. Once finalists are selected, they each receive detailed background materials. These include precise site surveys, environmental data, detailed programming information, photographs, and related items. Finalists should bear no cost burden for these materials.
6. In some cases, the competition process includes an interim step in which semi-public workshops are conducted. These workshops are attended by the Steering Committee and others (as determined by the client). These workshops are not open to the general public. Attendees must abide by procedures that maintain confidentiality among finalists. No press is allowed. Additional procedures are used to communicate workshop results to the Jury.
7. Typically, jurors assemble at least one day before the presentations. All jurors review all the work. The process is facilitated by the competition consultants. All design presentations are confidential with limited participation by the client. All jury deliberations are confidential. The jury produces a report to describe the reason for the winning entry.

K. REDEVELOPMENT GUIDELINES

1. Definition of Redevelopment Sites

Outlined below are sites along Monroe Street that may potentially see redevelopment activity over either the short (0-5 years), medium (6-10 years), or long (11-25 years) term. The potential for redevelopment is estimated by utilizing the following criteria:

- **One story commercial buildings:** Given the economic value of land along the Monroe Street corridor, any commercial building that is one story is considered a potential site for redevelopment.
- **Underutilized sites or buildings:** Sites such as the service stations and auto repair shops that cease operations in which only a portion of the site is utilized are considered candidates for redevelopment over time.
- **Present use not in conformance with the vision for the district:** This plan has outlined an economic and aesthetic vision for the future of the Monroe Street District. Any site in which there is a use that seems to be contrary to the anticipated development scenario can be considered potential redevelopment sites.
- **Property/Structure in advanced age that is architecturally incompatible with the guidelines in this Plan or future Urban Design District provisions, or in need of major renovation:** Buildings that are not in good physical condition could be considered potential redevelopment sites since repairing a structure may not prove cost effective to the owner versus building new and more efficiently.

It is important to note that the indicated redevelopment sites are suggestions, and that the ultimate disposition of the sites will depend on the property owners decisions and actions. The main purpose of outlining potential sites is to be able to prepare development guidelines that describe the neighborhood's and the City's vision to property developers. The overall goal is that new development is appropriate to the character of the business district and the residential neighborhoods. Redevelopment activity on these sites does not necessarily mean total demolition of existing buildings: in fact, it is hoped that redevelopment over the years will be a mix of rehabilitated and renewed structures as well as new construction appropriate to the established scale and character of the neighborhood.

2. Application of the Guidelines

For each redevelopment project that occurs along Monroe Street, the property owner will be expected to follow the general design guidelines that were described above and also guidelines attributed to each particular site as will be described below. All redevelopment projects must involve consultation with business district and neighborhood groups. In order to most effectively communicate the character of the proposed project in a manner that people can understand it is strongly recommended that when every development proposal comes up for review the following presentation requirements are followed. The magnitude of the project and the magnitude of the change to the area should determine whether strict adherence should be required.

Submittal requirements for all redevelopment projects:

- **A site plan** that not only describes the development parcel but also shows all neighboring buildings and streets for a one block radius around site. This site plan should also indicate any significant topographic conditions.
- **A 3D physical model** of the project which includes context buildings for a one block radius around the site. The model should indicate significant topography. A computer model may be an acceptable alternative to a physical model.
- **Block elevation drawings:** For facades that front public streets or places an elevation drawing is to be prepared that shows not only the elevation of the proposed project but the elevation of the entire block in order to convey “the big picture” and how the proposed development fits in with adjoining structures.

These requirements are in addition to the submittals required by the City of Madison during the normal process of review.

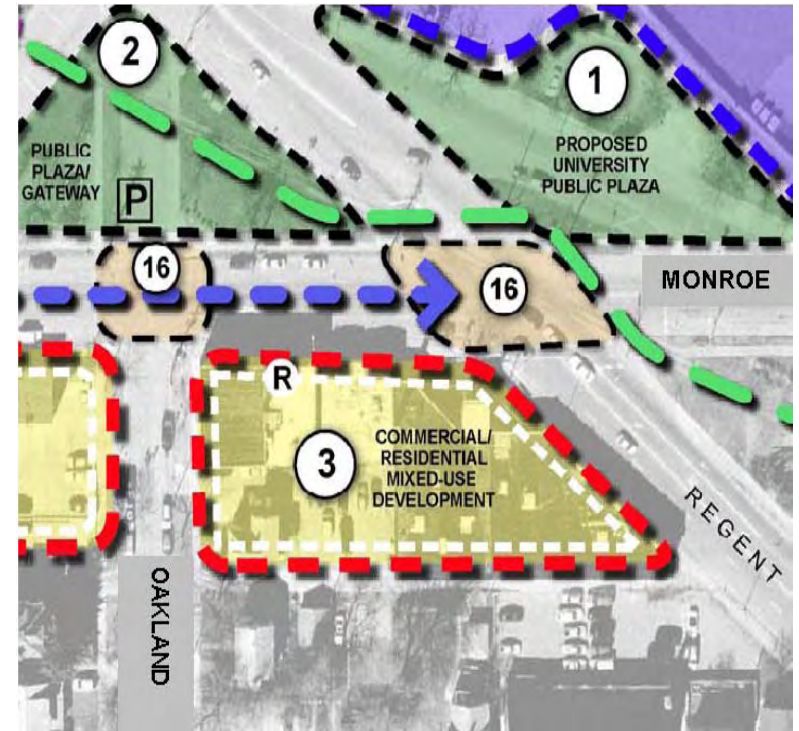
3. Site-Specific Development Guidelines

Guidelines are listed below for each identified redevelopment parcel. The expanded maps are excerpts from the recommendation diagrams shown in full in Section I. A dashed white line containing the symbol “R” indicates each redevelopment site. The numbers are the same as outlined in the list of recommendations. An estimated implementation horizon is given for each site as either short term (0-5 years), medium term (6-10 years), or long term (11-25 years).

4. Area # 3: Redevelopment Opportunity, Short Term

Future redevelopment should adhere to the general guidelines noted above as well as the following site-specific development guidelines:

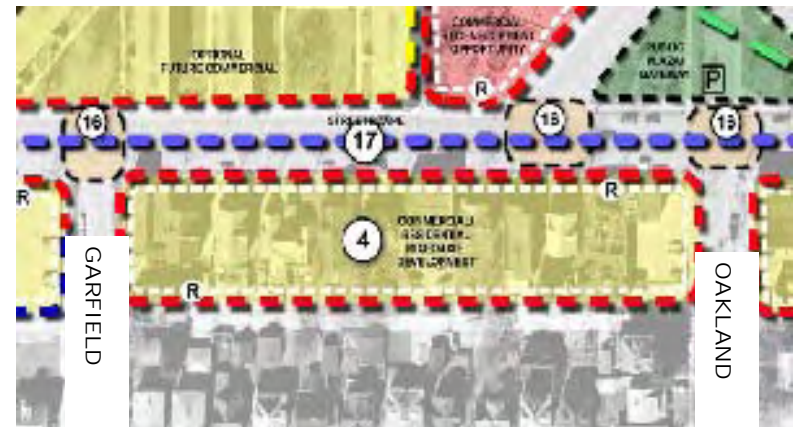
- **Build-To-Line:** Building(s) to be built up to the existing sidewalks as established by current patterns.
- **Building Heights:** 2-3 stories. Buildings might step down in height if possible toward the rear of the site in order to make a comfortable building transition from the commercial / mixed-use district to the quiet residential neighborhood behind.
- **Building Composition, Articulation, and Scale:** The building mass should respect the overall pattern of the street by emphasizing verticality rather than horizontality. A long building should be visually broken up into smaller subunits that replicate the sense of scale along the street. Facades along Regent and Monroe should have storefronts with architectural details attractive to pedestrians. Storefronts or windows are also encouraged for facades along Oakland.
- **Special Architectural Features:** There is an opportunity for a special architectural feature such as a tower or a projecting bay at the corner or Regent and Monroe to mark this prominent location.
- **Entrances:** Principal entrances should be off Monroe and Regent Street. There is the potential to create a major entrance at the corner of Regent and Monroe which could also act as a focal point for the block. The entrance should be on the principle street.
- **Service and Parking:** Parking should be to the rear of the site, accessed from the alley. Service access should be provided to the rear via the alley and all service areas should be visually screened by walls, fences, or landscape materials that are appropriate to the architectural character of the building.



5. Area #4: Redevelopment Opportunity, Long Term

Future redevelopment should adhere to the general guidelines noted above as well as the following site-specific development guidelines:

- **Build-To-Line:** Building(s) to be built up to the existing sidewalk line as established by current patterns. Buildings on the corners of the block should be built out to the sidewalk along the Oakland and Garfield street facades.
- **Building Heights:** 2-3 stories, with the 3rd level set back from the front facade line. Buildings should step down in height if possible toward the rear of the site in order to make a comfortable transition to the residential neighborhood behind.



- **Building Composition, Articulation, and Scale:** The building mass should respect the overall pattern of the street by emphasizing verticality rather than horizontality. A long building should be visually broken up into smaller subunits that replicate the sense of scale along the street. Facades along Regent should have storefronts with architectural details attractive to pedestrians. Storefronts or windows are also encouraged for facades along the side streets.
- **Special Features:** Buildings on the corners should have a special feature such as a projecting bay, recessed entrance, or porch at the corner of the structure. There is an opportunity for a special architectural feature at the terminus of Breese Terrace where it intersects with Regent.
- **Entrances:** Principal entrances should be off Regent Street. Buildings at corners could have a corner entrance.
- **Service and Parking:** Parking should be to the rear of the site, accessed from the alley. Service access should be provided to the rear via the alley and all service areas should be visually screened by walls, fences, or landscape materials that are appropriate to the architectural character of the building.

6. Area # 7: Redevelopment Opportunity, Medium Term

Future redevelopment should adhere to the general guidelines noted above as well as the following site-specific development guidelines:

- **Build-To-Line:** Building(s) to be built out to the sidewalk along Monroe and Breese Terrace. Slight setbacks are possible for locating sidewalk cafes or pedestrian features. Along the bike and pedestrian path the buildings should be built out to same line as the existing Gulesserian's building. Since the bike/pedestrian path is an important public space it is important that the building define this edge and relate positively to it.
- **Building Heights:** 2-4 stories, with the 3rd and 4th level set back from the front facade line.
- **Building Composition, Articulation, and Scale:** The building mass should respect the overall pattern of the street by emphasizing verticality rather than horizontality. A long building should be visually broken up into smaller subunits that replicate the sense of scale along the street. Facades along Monroe and Breese Terrace should have storefronts with architectural details attractive to pedestrians. Since the bike/pedestrian path is an important public space, the building should have windows or storefronts along the north side of the building as this facade is considered another "front."
- **Special Features:** This site is an important one as it lies at a gateway point to the rest of the Monroe Street corridor. Consideration should be given to creating a special architectural feature at the corner portion of the site where Monroe meets Breese Terrace.

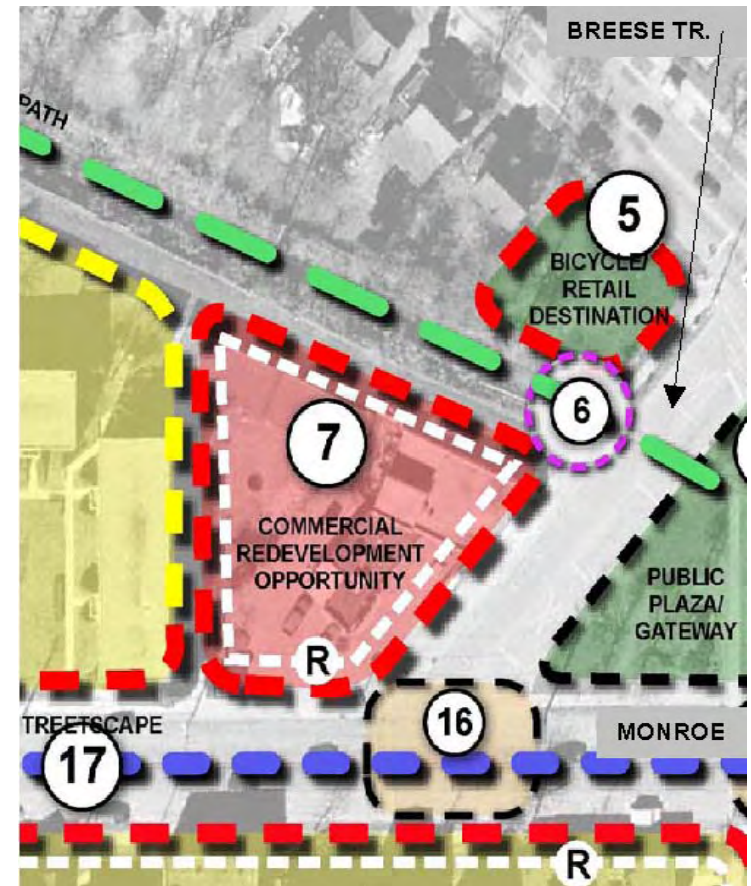


Figure K-3: Redevelopment Opportunity Area 7

- **Entrances:** Principal entrances should be off Monroe and Breese. Alternatively, there could be one major entrance at the corner of Breese & Monroe.
- **Vehicles and Parking:** Parking should be to the rear of the site, accessed from Monroe Street. Service zones should not be located on the north side of the building along the bike/pedestrian pathway.

7. Area #10: Redevelopment Opportunity, Medium Term

Future redevelopment should adhere to the general guidelines noted above as well as the following site-specific development guidelines:

- **Build-To-Line:** Building to be built out to the sidewalk along Monroe and Garfield. Slight setbacks are possible for locating sidewalk cafes or pedestrian features.
- **Building Heights:** 2-3 stories, with the 3rd level set back from the front facade line. Building Height should step down in the rear in order to make a transition to the scale of the residential neighborhood behind.
- **Building Composition, Articulation, and Scale:** The building mass should respect the overall pattern of the street by emphasizing verticality rather than horizontality. A long building should be visually broken up into smaller subunits that replicate the sense of scale along the street. Facades along Monroe should have storefronts with architectural details attractive to pedestrians. A pedestrian-friendly facade with ample windows or openings should also be provided along Garfield. Any enclosed parking structure should be designed to integrate with the architecture and any openings designed to appear as “windows” or part of the building fenestration system.
- **Special Architectural Features:** Since libraries are important civic buildings a redeveloped library on this site should have a distinct and high quality architectural image that conveys its community importance through its design. Consideration should be given to creating a special architectural feature at the corner of the site at Garfield and Monroe.
- **Entrances:** Principal entrances should be off Monroe. Alternatively, there could be a major entrance at the corner of Monroe and Garfield.
- **Service and Parking:** Parking should be to the rear of the site, accessed from the alley. Service access should be provided to the rear via the alley and all service areas should be visually screened by walls, fences, or landscape materials.

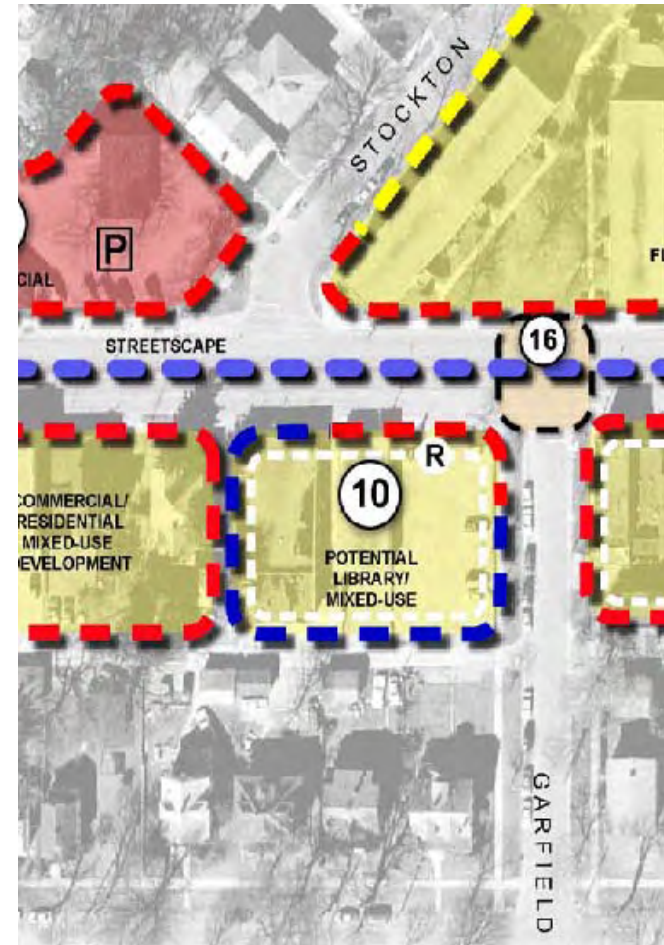


Figure K-4: Redevelopment Opportunity Area 10

8. Area # 13: Redevelopment Opportunity, Short Term

Future redevelopment should adhere to the general guidelines noted above as well as the following site-specific development guidelines:

- **Build-To-Line:** **Building** to be built out to the sidewalk along Monroe and Harrison. Slight setbacks are possible for locating sidewalk cafes or pedestrian features.
- **Building Heights:** 3-4 stories, with a potential 5th level possible if a grocery store is provided at the ground floor. The 5th level should be set back from the front facade line. If a grocery store is not provided, the maximum height would be 2-3 stories with the 3rd floor set back. In any condition building height should step down in the rear in order to make a transition to the scale of the residential neighborhood along West Lawn Street.
- **Building Composition, Articulation, and Scale:** The building mass should respect the overall pattern of the street by emphasizing verticality rather than horizontality. A long building should be visually broken up into smaller subunits that replicate the sense of scale along the street. Facades along Monroe should have storefronts with architectural details attractive to pedestrians. A pedestrian-friendly facade with ample windows or openings should also be provided along Harrison. Any enclosed parking structure should be designed to integrate with the architecture and any openings designed to appear as “windows” or part of the building fenestration system. The building elevation along West Lawn must be designed as a “front” rather than a back, utilizing the same materials as the Monroe St. elevation.
- **Special Architectural Features:** The pointed corner of the site at Monroe & West Lawn is a prominent location which deserves an appropriate architectural response in the form of a tower, projecting bay, special window or other feature.
- **Entrances:** Principal building entrances should be off of Monroe. Secondary entrances can occur off Harrison.
- **Service and Parking:** The resolution of parking and service access on this site will be crucial, since the rear of the building faces a residential neighborhood along West Lawn Street. Service areas must be not only be screened but made to appear as part of the architecture of the building. Parking and service traffic along West Lawn should be discouraged as much as possible.

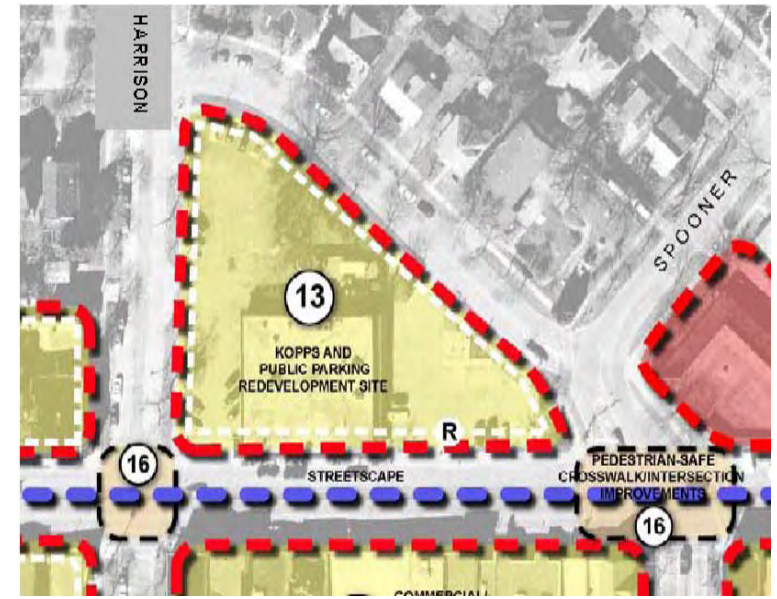


Figure K-5: Redevelopment Opportunity Area 13

9. Area #14: Redevelopment Opportunity, Medium Term

Future redevelopment should adhere to the general guidelines noted above, preserve some storefronts, as well as meet the following site-specific development guidelines:

- **Build-To-Line:** Building(s) to be built up to the existing sidewalk line as established by current patterns. Buildings on the corners of the block should be built out to the sidewalk along the Harrison and Van Buren facades.
- **Building Heights:** 2-3 stories, with the 3rd level set back from the front facade line. Buildings should step down in height if possible toward the rear of the site in order to make a comfortable transition to the residential neighborhood behind.
- **Building Composition, Articulation, and Scale:** The building mass should respect the overall pattern of the street by emphasizing verticality rather than horizontality. A long building should be visually broken up into smaller subunits that replicate the sense of scale along the street. Facades along Monroe should have storefronts with architectural details attractive to pedestrians. Storefronts or windows are also encouraged for facades along the side streets of Harrison and Van Buren.
- **Special Features:** Buildings on the corners should have a special feature such as a projecting bay, recessed entrance, or porch at the corner of the structure.
- **Entrances:** Principal entrances should be off Monroe Street. Buildings at corners could have a corner entrance.
- **Service and Parking:** Parking should be to the rear of the site, accessed from the alley. Service access should be provided to the rear via the alley and all service areas should be visually screened by walls, fences, or landscape materials that are appropriate to the architectural character of the building.

10. Area #15: Redevelopment Opportunity, Medium Term

Future redevelopment should adhere to the general guidelines noted above as well as the following site-specific development guidelines:

- **Build-To-Line:** Building(s) to be built up to the existing sidewalk line as established by current patterns. Buildings on the corners of the block should be built out to the sidewalk along the Prospect and Harrison facades.
- **Building Heights:** 2-3 stories, with the 3rd level set back from the front facade line. Buildings should step down in height if possible toward the rear of the site in order to make a comfortable transition to the residential neighborhood behind.

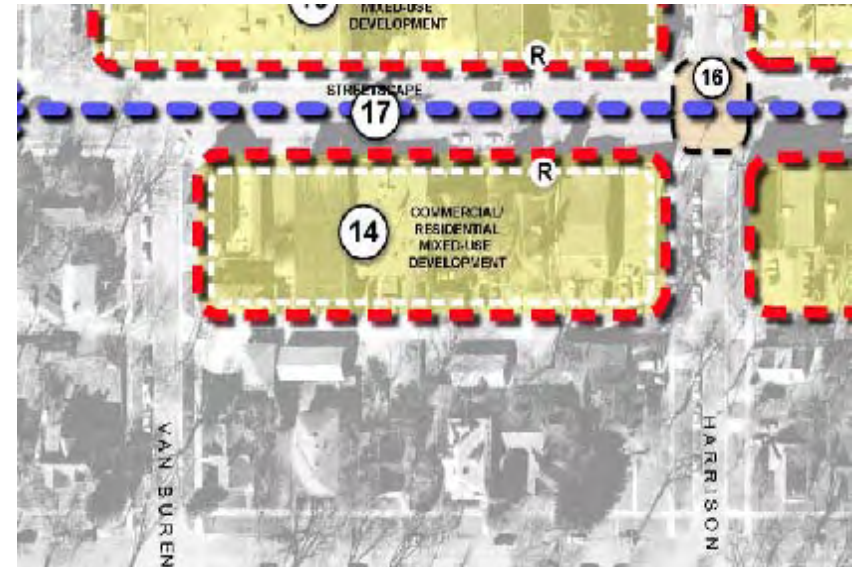


Figure K-6: Redevelopment Opportunity Area 14

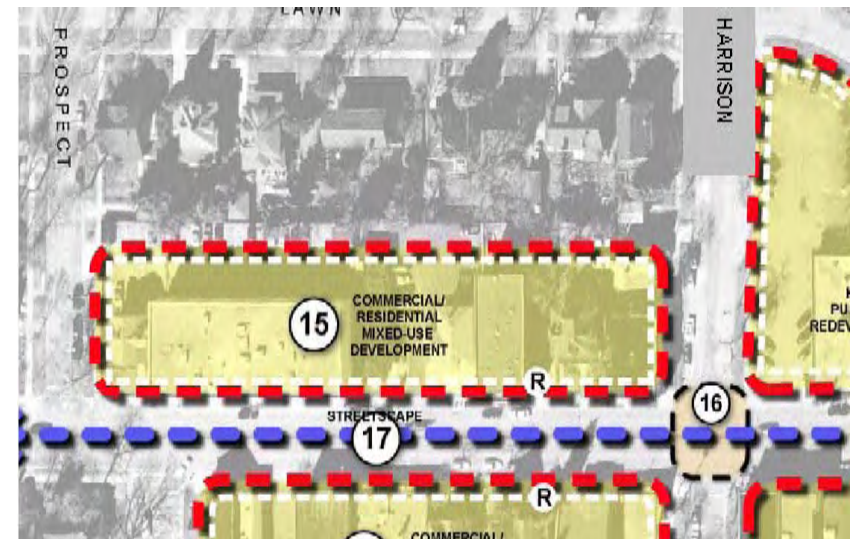


Figure K-7: Redevelopment Area 15

- **Building Composition, Articulation, and Scale:** The building mass should respect the overall pattern of the street by emphasizing verticality rather than horizontality. A long building should be visually broken up into smaller subunits that replicate the sense of scale along the street. Facades along Monroe should have storefronts with architectural details attractive to pedestrians. Storefronts or windows are also encouraged for facades along the side streets of Prospect and Harrison. Since the backs of the buildings directly abut residential properties, the back facade of the building should be a high quality material such as brick rather than concrete block and have window openings or other fenestration details. A landscape buffer should also be provided along this edge.
- **Special Features:** Buildings on the corners should have a special feature such as a projecting bay, recessed entrance, or porch at the corner of the structure. There is an opportunity for a special feature on the building across from where Van Buren Street terminates.
- **Entrances:** Principal entrances should be off Monroe Street. Buildings at corners could have a corner entrance.
- **Service and Parking:** If the office building site is redeveloped there is an opportunity here to provide some public parking. Since there is no alley in this block to act as a buffer between the residences and the redevelopment site provision of parking and service access must be dealt with carefully. Parking and service should be to the rear of the site where possible access to the service and parking areas should be from the side streets rather than from Monroe Street. Consideration should be given to a shared “service court” a mid block area internal to the site where properties share a common service area, rather than each having its own. All service areas should be visually screened by walls, fences, or landscape materials that are appropriate to the architectural character of the building.

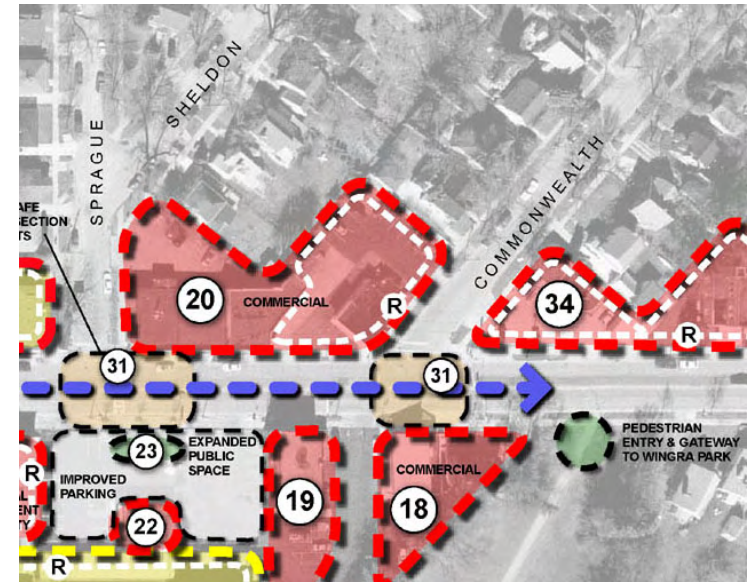


Figure K-8: Redevelopment Opportunity Area 15

11. Area # 20: Redevelopment Opportunity, Medium Term

Future redevelopment should adhere to the general guidelines noted above as well as the following site-specific development guidelines:

- **Build-To-Line:** Building(s) to be built out to the existing sidewalks.
- **Building Heights:** 2-3 stories, with the 3rd level set back from the front facade line. Buildings should step down in height if possible toward the rear of the site in order to make a comfortable transition to the residential neighborhood behind.
- **Building Composition, Articulation, and Scale:** The building mass should respect the overall pattern of the street by emphasizing verticality rather than horizontality. A long building should be visually broken up into smaller

subunits that replicate the sense of scale along the street. Facades along Monroe should have storefronts with architectural details to be attractive to pedestrians. Storefronts or windows are also encouraged for facades along Commonwealth. Since the backs of the buildings directly abut residential properties, the back facade of the building should be a high quality material such as brick rather than concrete block and have window openings or other fenestration details. A landscape buffer should also be provided along this edge.

- **Special Features:** The intersection of Monroe and Commonwealth is an important location which merits consideration of a special building feature such as a tower or projecting bay. This location would also be a great place for a sidewalk café or a small pedestrian-scaled open space.
- **Entrances:** Principal entrances should be off Monroe Street. The corner of Commonwealth and Monroe could be the location of a major entrance.
- **Service and Parking:** Since there is no alley in this block to act as a buffer between the residences and the redevelopment site provision of parking and service access must be dealt with carefully. Parking and service should be to the rear of the site. All service areas should be visually screened by walls, fences, or landscape materials that are appropriate to the architectural character of the building.

12. Area # 21: Redevelopment Opportunity, Long Term

Future redevelopment should adhere to the general guidelines noted above as well as the following site-specific development guidelines.

- **Build-To-Line:** Buildings along Knickerbocker should be built out to the limit that currently exists along Knickerbocker. Build-to-lines can vary on other portions of the site in response to the unique setting adjacent to the park.
- **Building Heights:** 2-3 stories. Buildings should step down in height towards Wingra Park.
- **Building Composition, Articulation, and Scale:** This site represents a unique opportunity to provide a high quality mixed-use infill development for the neighborhood. The building edge along the park is of extreme importance. The taller portions of the massing should be in the center of the site, with masses stepping down toward the park. The facade along the park should not appear to be one large building mass but be articulated into a series of smaller “house-like” components that help reduce the scale of the building(s) at the park edge. The edge along the park should be designed as a “front” of the building with public access along the entire park edge.
- **Public Open Space Opportunities:** Consideration should be given to provide a public open space corridor through the site in order to create the possibility for

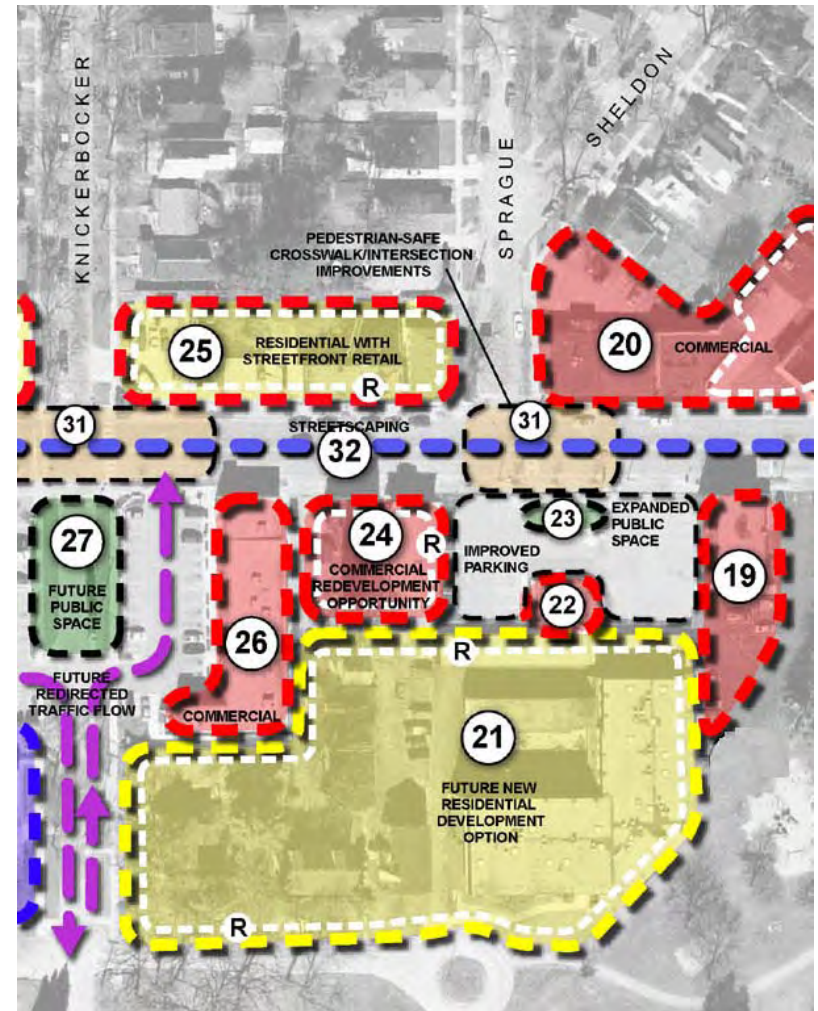


Figure K-9: Redevelopment Opportunity Area 20

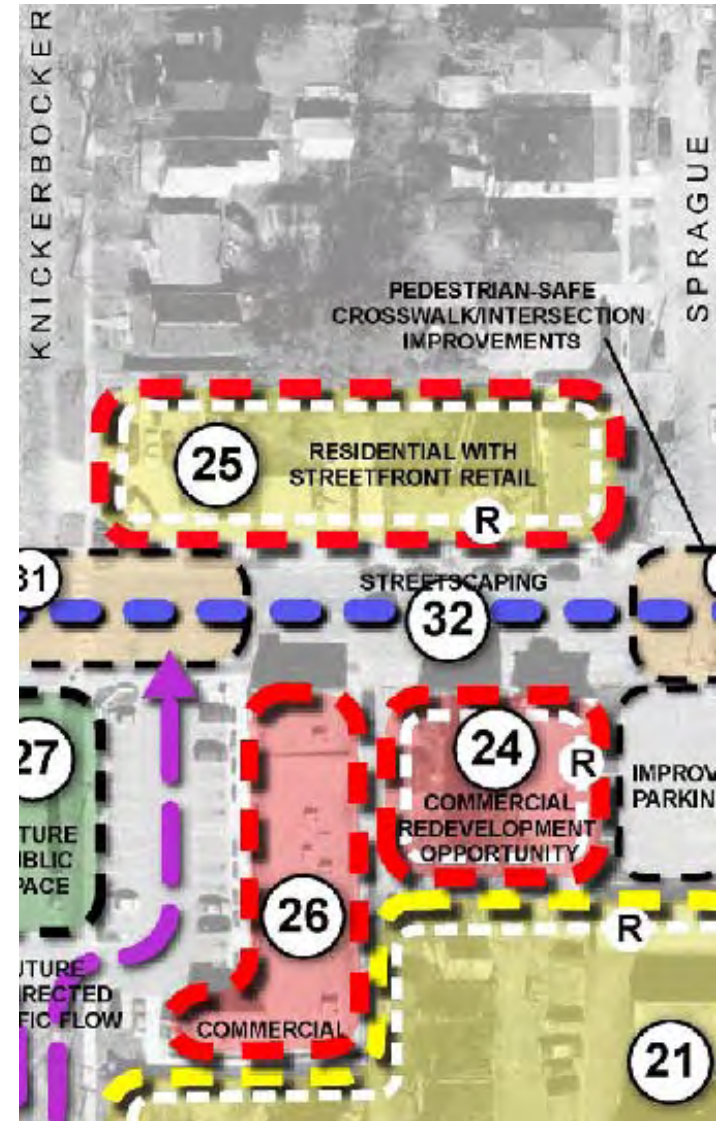
an eventual greenway connection from Monroe Street to Wingra Park. This corridor would not need to be wide (perhaps an extension of the Sprague Street right-of-way) and would also require the cooperation of the property owner to the north. A green space connection in this area would be a possible alternative the potential green space (recommendation #27) shown at Knickerbocker & Monroe.

- **Entrances:** Principal entrances should be from Knickerbocker or Arbor.
- **Service and Parking:** Parking and service should be provided internally to the block. Service access could take the form of a “service court” accessed by a service lane or alley from Kinckerbocker or Arbor. It is possible that one central shared service court in the middle of the block could serve several properties in the area. All service areas should be visually screened by walls, fences, or landscape materials that are appropriate to the architectural character of the building. There is potential for a small amount of structured parking on this site, provided in the middle of the site, surrounded and buffered by the mixed use buildings. The parking could also be located underground under the entire site area. This parking facility could address some of the parking needs for not only this site but also for some of the other businesses in the vicinity.

13. Area #24: Redevelopment Opportunity, Medium Term

Future redevelopment should adhere to the general guidelines noted above as well as the following site-specific development guidelines:

- **Build-To-Line:** Building should be built up to the sidewalk edge along Monroe
- **Building Heights:** 2-3 stories. Any 3rd level should be set back from the main facade.
- **Building Composition, Articulation, and Scale:** The building mass should respect the overall pattern of the street by emphasizing verticality rather than horizontality. A long building should be visually broken up into smaller subunits that replicate the sense of scale along the street. Facades along Monroe should have storefronts with architectural details to be attractive to pedestrians.
- **Entrances:** Principal entrances should be from Monroe.
- **Service and Parking:** Service should be provided to the side, adjacent to the existing service access lane to the west of the property. Since the parcel is quite small providing adequate parking on-site will be difficult. A shared parking facility (mentioned in recommendation #21 above) could provide parking for this small site. It may be more feasible for this parcel to be included in a larger effort which could combine sites 24 and 21 into one coordinated redevelopment project.



14. Area #25: Redevelopment Opportunity, Medium Term

Future redevelopment should adhere to the general guidelines noted above as well as the following site-specific development guidelines:

- **Build-To-Line:** Building(s) to be built up to the existing sidewalks as established by current patterns. Buildings on the corners of the block should be built out to the sidewalk along Knickerbocker and Sprague.
- **Building Heights:** 2-3 stories, with the 3rd level set back from the front facade line. Buildings should step down in height if possible toward the rear of the site in order to make a comfortable transition to the residential neighborhood behind.
- **Building Composition, Articulation, and Scale:** The building mass should respect the overall pattern of the street by emphasizing verticality rather than horizontality. A long building should be visually broken up into smaller subunits that replicate the sense of scale along the street. Facades along Monroe should have storefronts with architectural details to be attractive to pedestrians. Storefronts or windows are also encouraged for facades along the side streets of Knickerbocker and Sprague. Since the backs of the buildings directly abut residential properties, the back facade of the building should be a high quality material such as brick rather than concrete block and have window openings or other fenestration details. A landscape buffer should also be provided along this edge.
- **Special Features:** Buildings on the corners should have a special feature such as a projecting bay, recessed entrance, or porch at the corner of the structure.
- **Entrances:** Principal entrances should be off Monroe Street. Buildings at corners could have a corner entrance.
- **Service and Parking:** Since there is no alley in this block to act as a buffer between the residences and the redevelopment site provision of parking and service access must be dealt with carefully. Parking and service should be to the rear of the site. All service areas should be visually screened by walls, fences, or landscape materials that are appropriate to the architectural character of the building.

15. Area #30: Redevelopment Opportunity, Medium Term

Future redevelopment should adhere to the general guidelines noted above as well as the following site-specific development guidelines:

- **Build-To-Line:** Building(s) to be built up to the existing sidewalks as established by current patterns. Buildings on the corners of the block should be built out to the sidewalk along Knickerbocker and Crandall.

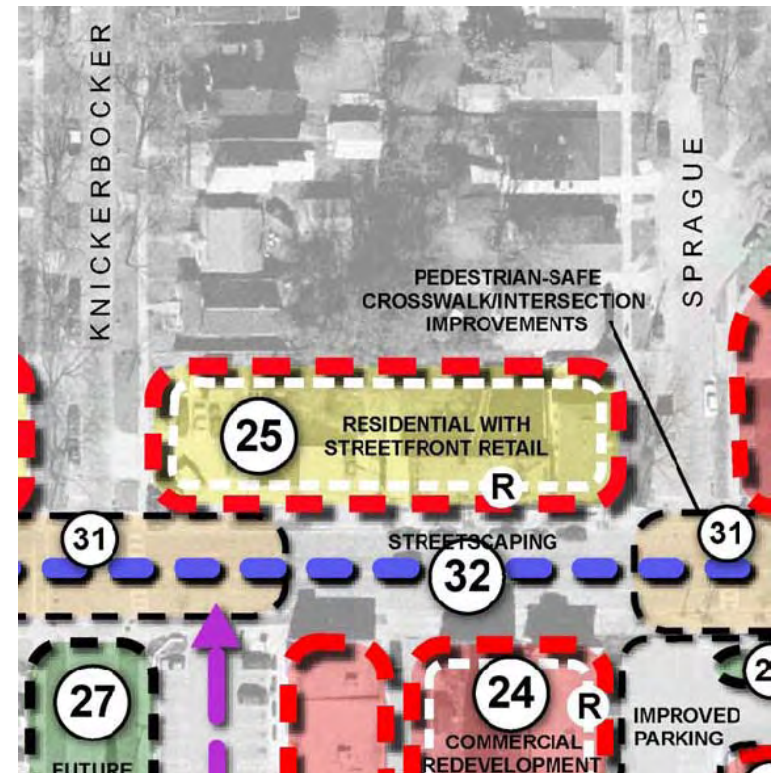


Figure K-11: Redevelopment Opportunity Area 25

- **Building Heights:** 2-3 stories, with the 3rd level set back from the front facade line. Buildings should step down in height if possible toward the rear of the site in order to make a comfortable transition to the residential neighborhood behind.
- **Building Composition, Articulation, and Scale:** The building mass should respect the overall pattern of the street by emphasizing verticality rather than horizontality. A long building should be visually broken up into smaller subunits that replicate the sense of scale along the street. Facades along Monroe should have storefronts with architectural details attractive to pedestrians. Storefronts or windows are also encouraged for facades along the side streets of Knickerbocker and Crandall. Since the backs of the buildings directly abut residential properties, the back facade of the building should be a high quality material such as brick rather than concrete block and have window openings or other fenestration details. A landscape buffer should also be provided along this edge.
- **Special Features:** Buildings on the corners should have a special feature such as a projecting bay, recessed entrance, or porch at the corner of the structure.
- **Entrances:** Principal entrances should be off Monroe Street. Buildings at corners could have a corner entrance.
- **Service and Parking:** Since there is no alley in this block to act as a buffer between the residences and the redevelopment site provision of parking and service access must be dealt with carefully. Parking and service should be to the rear of the site. All service areas should be visually screened by walls, fences, or landscape materials that are appropriate to the architectural character of the building.

16. Area #34: Redevelopment Opportunity, Medium Term

This block contains an old firehouse building. Efforts should be made to preserve or adaptively re-use this structure. Future redevelopment should adhere to the general guidelines noted above as well as the following site-specific development guidelines:

- **Build-To-Line:** Building(s) to be built out to the existing sidewalks along Monroe Street
- **Building Heights:** 2-3 stories, with the 3rd level set back from the front facade line. Buildings should step down in height if possible toward the rear of the site in order to make a comfortable transition to the residential neighborhood behind.
- **Building Composition, Articulation, and Scale:** The building mass should respect the overall pattern of the street by emphasizing verticality rather than horizontality. A long building should be visually broken up into smaller

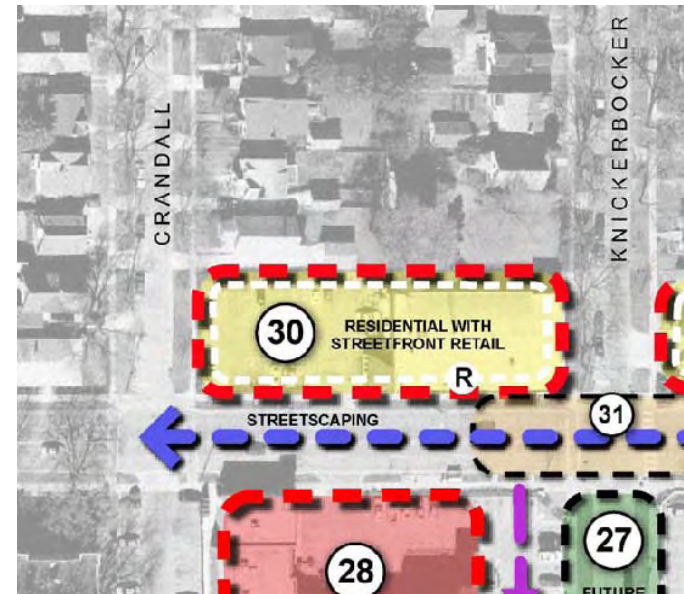


Figure K-12: Redevelopment Area 30

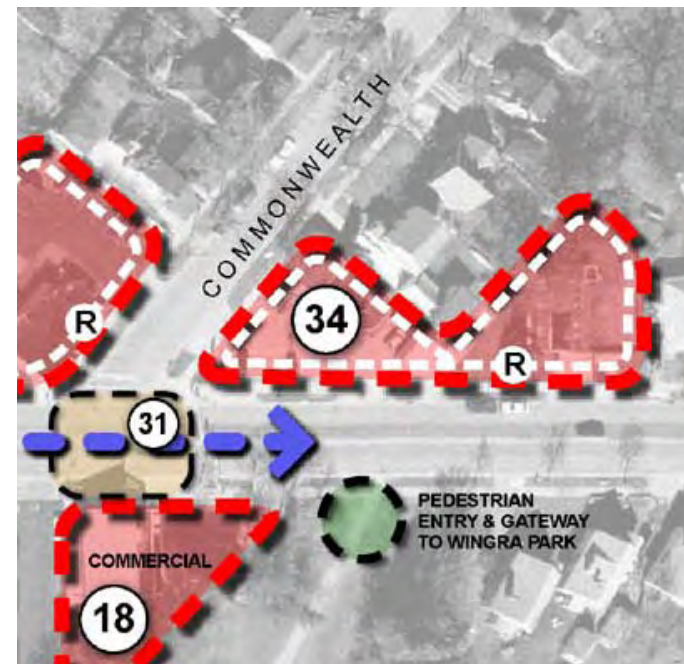


Figure K-13: Redevelopment Opportunity Area 30

subunits that replicate the sense of scale along the street. Facades along Monroe should have storefronts with architectural details to be attractive to pedestrians. Efforts should be made to retain the former fire station through adaptive re-use. Storefronts or windows are also encouraged for facades along Commonwealth. Since the backs of the buildings directly abut residential properties, the back facade of the building should be a high quality material such as brick rather than concrete block and have window openings or other fenestration details. A landscape buffer should also be provided along this edge.

- **Special Features:** The intersection of Monroe and Commonwealth is a location which merits consideration of a special building feature such as a tower or projecting bay. This location would also be a great place for a sidewalk café or a small pedestrian-scaled open space.
- **Entrances:** Principal entrances should be off Monroe Street.
- **Vehicles and Parking:** Since there is no alley in this block to act as a buffer between the residences and the redevelopment site provision of parking and service access must be dealt with carefully. Parking and service should be to the rear of the site. All service areas should be visually screened by walls, fences, or landscape materials that are appropriate to the architectural character of the building

There are currently problems concerning vehicular and pedestrian movements due to the acute angle with which Commonwealth Street intersects Monroe. The accompanying images below illustrate another way to configure Commonwealth so that it intersects Monroe at closer to 90 degrees. The depicted alternative bends Commonwealth into Redevelopment site 34, the remains of which could be converted into a neighborhood green space. This green space works well with the entrance to Wingra Park across Monroe as the two work to create a gateway. The revised intersection is also easier for pedestrians to cross. While taking developable land away from Redevelopment site 34, this proposal adds land to Redevelopment site 20, making it perhaps a more viable redevelopment effort. The former fire station would be converted to another use through an adaptive re-use project or could be used for community organizations.



Figure K-14: Redevelopment Area 34 Intersection Alternative

17. Area # 36: Redevelopment Opportunity, Medium Term

This block could be considered as a possible center for “green” businesses, which would fit with the environmental mission of the Arbor House. Future redevelopment should adhere to the general guidelines noted above as well as the following site-specific development guidelines:

- **Build-To-Line:** The Building edge should follow the same Build-to-Line as the other structures on the block
- **Building Heights:** 2 stories maximum
- **Building Composition, Articulation, and Scale:** The building mass should respect the overall pattern of the street. The facade along Monroe should have storefronts with architectural details to be attractive to pedestrians. Storefronts or windows are also encouraged for facades along Glenway. Since the back of the buildings directly abuts residential properties, the back facade of the building should be a high quality material such as brick rather than concrete block and have window openings or other fenestration details. A landscape buffer should also be provided along this edge.
- **Special Features:** This is a prominent site which could merit a special feature such as a projecting bay, recessed entrance, or tower element at the corner of Glenway and Monroe. Coupled with a special feature suggested for the site across the street, these two elements could frame a “gateway” for those traveling south on Glenway when they arrive at Monroe.
- **Entrances:** Principal entrances should be off Monroe Street. Additional entrances could also occur off Glenway.
- **Vehicles and Parking:** Since there is no alley in this block to act as a buffer between the residences and the redevelopment site provision of parking and service access must be dealt with carefully. Parking and service should be to the rear (north) edge of the site where it will be adjacent to the existing residential garage and driveway. All service areas should be visually screened by walls, fences, or landscape materials that are appropriate to the architectural character of the building

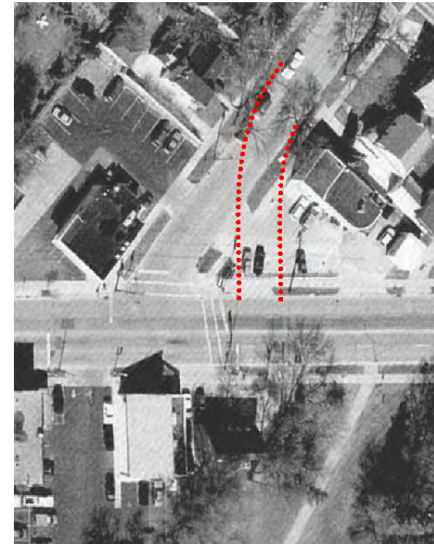


Figure K-15:
Redevelopment Area 34
Alternative Concept

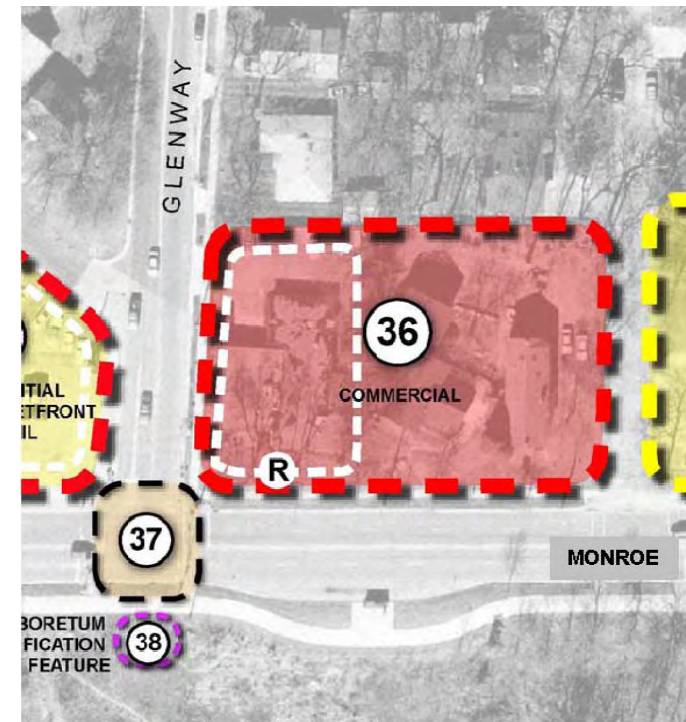


Figure K-16: Redevelopment Opportunity Area 36

18. Area #39: Redevelopment Opportunity, Medium Term

Future redevelopment should adhere to the general guidelines noted above as well as the following site-specific development guidelines:

- **Built-To-Line:** The Building(s) should be built up to the sidewalk.
- **Building Heights:** 2 stories maximum
- **Building Composition, Articulation, and Scale:** The building mass should respect the overall pattern of the street. The facade along Monroe should have storefronts with architectural details attractive to pedestrians. Storefronts or windows are also encouraged for facades along Glenway. Since the back of the buildings directly abuts residential properties, the back facade of the building should be a high quality material such as brick rather than concrete block and have window openings or other fenestration details. A landscape buffer should also be provided along this edge. Any building edge that occurs along Lewis Court must be designed to be in scale and fit with the adjoining homes. It is expected that residential uses would be put along this edge.
- **Special Features:** This is a prominent site which could merit a special feature such as a projecting bay, recessed entrance, or tower element at the corner of Glenway and Monroe. Coupled with a special feature suggested for the site across the street, these two elements could frame a gateway experience for those traveling south on Glenway when they arrive at Monroe. Another important area where a special feature may be considered is at the southern corner of the site: This location could become a gateway point for those traveling east and north along Odana and Nakoma.
- **Entrances:** Principal entrances should be off Monroe Street. Additional entrances could also occur off Glenway
- **Service and Parking:** Since there is no alley in this block to act as a buffer between the residences and the redevelopment site provision of parking and service access must be dealt with carefully. Parking and service should be to the rear (north) edge of the site. Traffic should be discouraged from using Lewis Court to access the site. All service areas should be visually screened by walls, fences, or landscape materials that are appropriate to the architectural character of the building

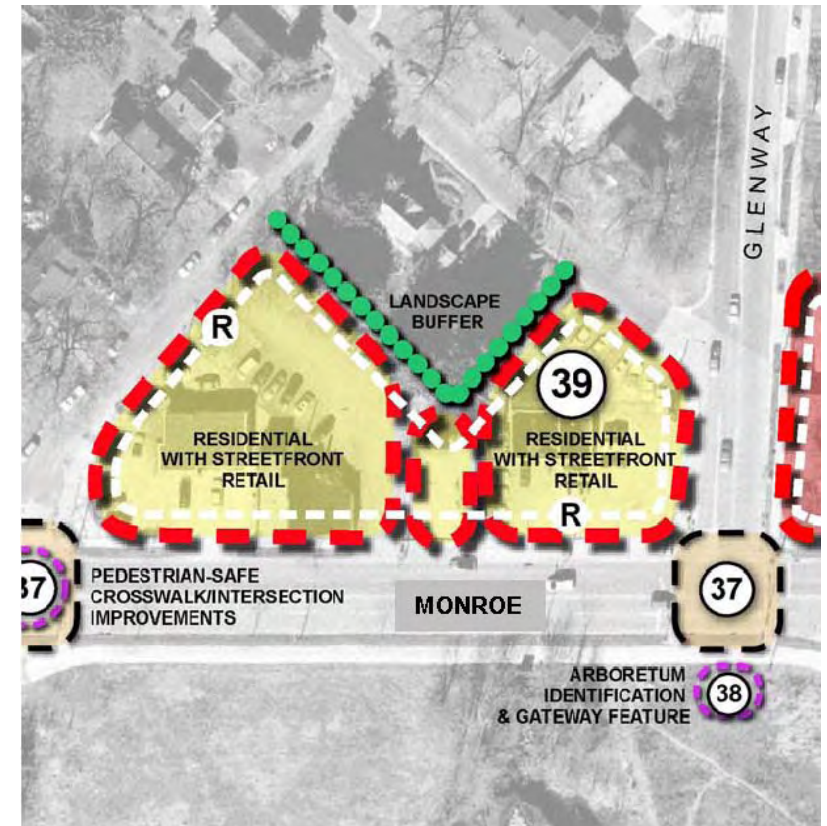


Figure K-17: Redevelopment Opportunity Area 39

19. Area #40: Redevelopment Opportunity, Long Term

Future redevelopment should adhere to the general guidelines noted above as well as the following site-specific development guidelines:

- **Build-To-Line:** The Building(s) should be built up to the sidewalk along Monroe. The building should be set back along Lewis court to the same line as the adjacent residential uses.
- **Building Heights:** 2 stories maximum
- **Building Composition, Articulation, and Scale:** The building mass should respect the overall pattern of the street. The facade along Monroe should have storefronts with architectural details attractive to pedestrians. Since the back of the buildings directly abuts residential properties, the back facade of the building should be a high quality material such as brick rather than concrete block and have window openings or other fenestration details. A landscape buffer should also be provided along this edge.
- **Special Features:** This site is particularly visible approaching Monroe Street from Nakoma and accordingly there is an opportunity to create a special feature at the southwest corner of the site, which is on a terminal view from Nakoma.
- **Entrances:** Principal entrances should be off Monroe Street.
- **Service and Parking:** This is a very small site for redevelopment so space for parking and service functions will be tight. One solution might be to have a shared parking lot on redevelopment site 39. Since there is no alley in this block to act as a buffer between the residences and the redevelopment site provision of parking and service access must be dealt with carefully. Traffic should be discouraged from using Lewis Court to access this site. All service areas should be visually screened by walls, fences, or landscape materials that are appropriate to the architectural character of the building

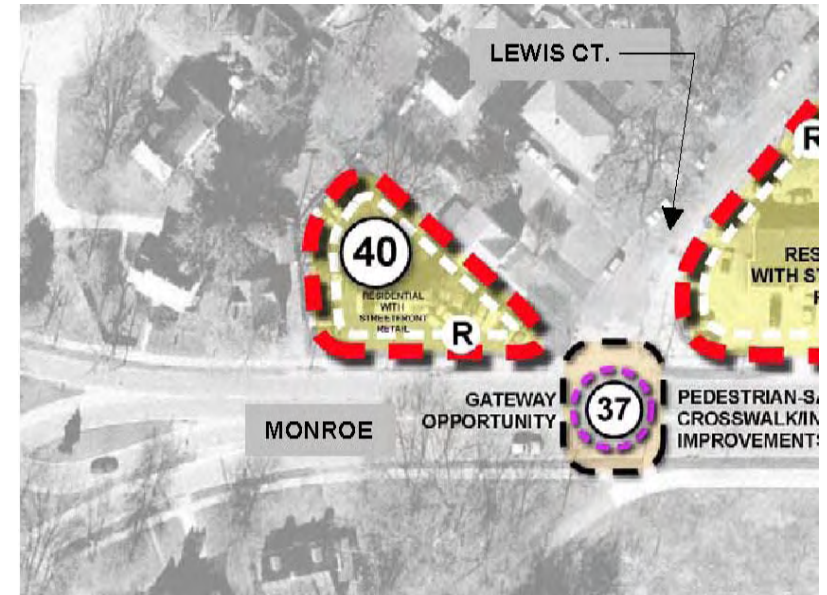


Figure K-18: Redevelopment Opportunity Area 40

L. Next Steps

- This document is the product of a City of Madison grant to the Dudgeon-Monroe and Vilas neighborhood groups along with the Monroe Street Merchants Association. The plan was developed during a nine-month period beginning in early 2004, with the Planning and Design Institute and Business Districts Inc.
- The local Alders will conduct a public hearing on the proposed plan.
- The local neighborhood organizations will then make a recommendation to their alder to adopt the plan into the City of Madison's Comprehensive Plan.
- The Alder will introduce a resolution to adopt the plan into the City's Comprehensive Plan.
- Prior to any action the plan will be reviewed by a number of City Commissions, including but not limited to; Plan Commission, Urban Design Commission, Park Commission, Pedestrian, Bike and Motor Vehicle Commission and the Economic Development.
- Once these reviews have been conducted the process will begin to adopt the plan into the City's Comprehensive Plan.
- This plan is not a regulatory tool, it is provided as a guide for future development and redevelopment along Monroe Street. It also provides a guide to the sustainability of the Monroe Street Commercial District. Many of the recommendations will have to be further studied for suitability and feasibility.
- The Monroe Street Merchants Association should compile a data base of existing businesses to include a detailed map that depicts business type by use or business occupant. Within each of the three business nodes a description of business operations should be provided: what are the hours of the district; what percentage of revenues comes from the day/nighttime neighborhood population; what are the busiest days and busiest times; how many business have internet sales, etc. This list is the base document used to create directories and special interest advertising as well as let potential tenants know the depth and breadth of co-tenants.