

TENNEY-LAPHAM
Neighborhood Plan
2007

D R A F T 6/12/2007

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INTRODUCTION

The attractiveness of the Tenney-Lapham Neighborhood is its small town atmosphere. Residents can work, shop, and play all within a short walk from any home in this historic, central city location. It is a neighborhood that strives to maintain a diverse population, a variety of housing opportunities, and a high quality of living for all of its residents.

The neighborhood has a history of planning for its future. In the spring of 1994, the Madison Community Development Block Grant (CDBG) Commission designated the Tenney-Lapham Neighborhood and a portion of the Old Market Place Neighborhood (coterminous to Census Tract 18) to receive one year of planning services and two subsequent years of CDBG funding. This neighborhood area was selected based on the percentage of low and moderate-income residents in the area, the willingness on the part of residents to update their neighborhood plan, and the past successes of neighborhood-based organizations in executing neighborhood projects. The Madison Common Council adopted the Tenney-Lapham Old Market Place Neighborhood Plan on June 6, 1995.

The purpose of this plan is to revise and update the 1995 plan, identify the major issues now facing the neighborhood, formulate strategies to achieve desired outcomes, and set the foundation for collaborative efforts between public and private sectors to help implement the plan. For the last two years, the Tenney-Lapham Neighborhood Association (TLNA) has informed neighborhood members and solicited support for the plan revision through a variety of methods, such as a neighborhood survey which had 185 responses, discussion at TLNA Council meetings, multiple newsletter articles, web postings of drafts, and three general public meetings.

SUMMARY OF NEIGHBORHOOD ISSUES

In creating the 1995 plan; the Tenney-Lapham/Old Market Place Steering Committee set a framework for the planning process. To gain greater participation from neighborhood residents and the business community, five task forces were established that included over 50 neighborhood volunteers to analyze issues dealing with community services, neighborhood shopping areas, housing, parks and open space, and transportation. Twelve major threads emerged from that process. They remain the significant issues for the neighborhood ten years later and are brought forward here with minor updates.

1. Preserving the central city architectural history.

The neighborhood has been influenced by prominent Madisonians and is rich in quality, historic structures. Any revitalization efforts should both enhance Tenney-Lapham historic structures and places, while also updating them for current and future uses.

2. Enhancing Yahara River Corridor as a place to live and play.

The Yahara River connects Lake Mendota and Lake Monona. The future vision of the river corridor, as described in the Yahara River Parkway Master Plan (June 1998), is to develop pedestrian and bicycle paths that will provide a safe, aesthetic passageway along the corridor. Improvement of pedestrian travel across bridges and busy intersections, a connection to Burr Jones Field and Tenney Park, and the enhancement of the river banks to accommodate more green space will provide greater recreational opportunities to residents in this central city neighborhood. Redevelopment of existing industrial lands lying to the west of Thornton Avenue would provide the opportunity to construct medium-density residential buildings that would have the nearby amenities of the Yahara River and Tenney Park. The neighborhood supports the goals and objectives of the Yahara River Parkway Master Plan.

3. Linking new and existing parks to the neighborhood.

Due to the limited opportunities for acquisition of park and open space areas, it is imperative for the City and neighborhood to identify future parkland areas for acquisition, improve existing parkland, and improve the linkage of existing parkland to other City parks that are within or outside the neighborhood. Expanding Reynolds Field, capitalizing on the Yahara River Corridor by acquiring and developing land along the river, and improving the pedestrian and bicycle accessibility to Burr Jones Field, Tenney Park and the future Central Park identified in the East Rail Corridor Plan would help diversify the parkland opportunities within the neighborhood.

4. Providing community services to residents by forming a closer partnership with Wil-Mar Neighborhood Center.

Less than a mile away is the Wil-Mar Neighborhood Center that offers a variety of programs for youth, families, and senior citizens. Informing neighborhood residents of the programs at Wil-Mar Neighborhood Center, improving cross-Isthmus transit to the center, and exploring a satellite center with programs and activities offered within the neighborhood would improve the accessibility of services to residents.

SUMMARY OF NEIGHBORHOOD ISSUES, Continued

5. Improving cross-Isthmus transportation to shopping, schools, and social service agencies.

Access to Lapham, Marquette and O’Keeffe Schools, the Wil-Mar Community Center and other social services in the area, as well as East Johnson and Williamson Street Businesses, would be greatly improved by a cross-Isthmus public transit (bus or streetcar) route directly connecting the Tenney-Lapham and Marquette neighborhoods. Strategies for improved cross-Isthmus pedestrian and bicycle mobility are also desired especially as new development in the East Rail Corridor offers more live/work and cultural/recreational opportunities for Tenney-Lapham residents.

6. Strengthening the vitality of the neighborhood commercial core on East Johnson Street by encouraging rehabilitation of existing buildings, some new commercial construction, and installation of a shared parking area.

To strengthen the vitality of this neighborhood commercial district, it is important to concentrate business activity around the East Johnson and North Paterson Street core with the possibility of building a shared parking lot for the convenience of customers. It is important for the area to continue to support a strong residential base by providing housing opportunities such as apartment units on the second floor of commercial buildings. Renovation of existing buildings and design of new construction should blend into the historic character of the area. New business locations, including adaptive re-use of existing residential structures, should occur first in the 800 block of East Johnson.

7. Attracting and retaining businesses that blend with the artistic, Bohemian nature of the area.

The East Johnson Business Association recognizes the strength of the unique shopping experiences in the area. Antiques, stained glass, clothing, musical instruments, furniture, wine and spirits, gallery and picture framing form the start of an artistic center.

8. Ensuring that affordable, quality housing opportunities continue throughout the neighborhood.

It is the goal of the neighborhood to continue to provide a range of housing choices. The rise of property values within the City and the neighborhood affects the availability of a wide range of affordable housing opportunities for both renters and owners, especially seniors. We will continue to support organizations that provide housing options within the neighborhood for individuals and families of low and moderate income, and we will promote both home ownership and renter programs for such individuals and families.

9. Maintaining older housing stock.

Reinvestment by property owners in their housing stock will increase the overall appearance of the neighborhood. We will increase communications with property owners so that they will understand the depth of concern for timely maintenance on their properties and our interest in their active participation in the implementation of this plan.

10. Increasing homeownership in the Lapham Elementary School area.

The Tenney-Lapham Neighborhood has a low percentage of homeownership largely due to a substantial student population. With a cap on UW-Madison enrollments and increasing rental opportunities closer to campus, the number of

SUMMARY OF NEIGHBORHOOD ISSUES, Continued

University students in the neighborhood is decreasing. This presents an opportunity for rental housing units (single-family to four units) to be converted to owner-occupied units.

11. Redeveloping underutilized properties.

There are several large parcels in the neighborhood that could be redeveloped. The former Trachte warehouse property in the 1400 block of East Dayton Street and the Reynolds truck storage lot in the 600 block of East Mifflin Street have already been the subject of plan proposals by neighborhood groups and City staff, with the purpose of creating new medium-density housing. It is hoped that the Reynolds property might extend the success of the nearby Dayton Row redevelopment by offering owner-occupied townhouse-style units. (Note: the 600 block redevelopment has been completed.) It is also desired that redevelopment of the Trachte property include a substantial number of owner-occupied units of similar style near East Dayton Street, while medium-density, mixed-use structures would be appropriate closer to East Washington Avenue.

12. Beautifying East Washington Avenue, Fordem Avenue, East Gorham and East Johnson Streets.

The overall visual quality of the area could be enhanced by improving East Washington Avenue, Fordem Avenue, East Gorham Street and East Johnson Street through better landscaping of building exteriors, city terraces, and parking lots. Installing decorative, historic street lighting in the East Johnson Street Business District would spruce up this neighborhood focus area, while also improving pedestrian safety.

THE FUTURE OF TENNEY-LAPHAM – LOOKING BACK FROM THE YEAR 2020

In the year 2015, Tenney-Lapham is a diverse residential neighborhood on Madison's Isthmus. As an older neighborhood with mature housing stock, it offers Madison good-quality affordable housing. The neighborhood also has significant historic structures both in and out of the Fourth Lake Ridge and Sherman Avenue Historic Districts. The area has a good mix of owner-occupied and rental housing. In fact, many two and three unit structures are both - with the owner occupying one unit and renting out the others. Between 2007 and 2020, significant new development occurred in the neighborhood along East Washington Avenue between Blair Street and the river and along the Yahara River Parkway. Across the river, a multi-modal transit hub linking commuter rail, streetcars, airport shuttles, buses and a park-and-ride offers local residents many transit options.

In previous decades, the neighborhood had a large population of university students. However in the late 1990's and early 2000's, the construction of multi-story, high-density student apartment buildings closer to campus caused a sizeable shift in student rental patterns away from this near eastside neighborhood. In 2020, Tenney-Lapham is more likely to provide affordable workforce housing along quiet streets suitable for raising families.

This transformation was fostered by important changes in City transportation policy and zoning, and also through more frequent building inspection and incentives for conversion of properties from absentee landlord to owner-occupancy. In transportation, a significant step was the return of Johnson and Gorham Streets to two-way between Wisconsin Avenue and Baldwin Street. A new zoning ordinance, local landmark designation of the Fourth Lake Ridge and Sherman Avenue Districts, and a new conservation district ordinance maintained most of the older neighborhood as one, two and three unit structures. As the rental vacancy rate rose, the city and local financial institutions offered incentives for properties to be acquired by owner-occupants, including owner-occupied 2 and 3 units. Other multiple unit structures converted to condominiums. These changes provided many opportunities for members of Madison's workforce to obtain affordable housing in a safe, convenient, residential area that is within the City limits.

THE FUTURE OF TENNEY-LAPHAM – LOOKING BACK FROM THE YEAR 2020, Continued

The proximity of this neighborhood to downtown and the campus has made it an ideal area for the City to introduce and foster alternatives to automobile transportation. Further reducing the pressure of automobile commuting through this neighborhood was the development of a park-and-ride transit hub just east of the Yahara River in the area bounded by East Washington Avenue, First and Johnson Streets. This location provided a natural hub for receiving arterial traffic from East Washington Avenue, Fordem and Pennsylvania Avenues and also contained existing rail infrastructure that enabled the return of passenger rail. The transit hub is more than just a parking lot and commuter/light rail station. It also includes recreational green space as part of the Yahara River Parkway and offers restaurants and retail shops enabling commuters to take care of daily errands as they transition among rail, bus, cars and bikes.

Last but not least, Tenney-Lapham also has a traditional neighborhood business district along East Johnson near Paterson Street. With the influx of more families and long-term residents, the business district has thrived and expanded along the 700, 800 and 900 blocks of East Johnson Street. The availability of shopping within walking distance of home and via alternative transportation, such as the Isthmus-circulating shuttles and streetcars has made neighborhood living much more viable. For all its residents, but most particularly for people with fixed incomes, disabilities, or working at lower wages, Tenney-Lapham offers a neighborhood where it is possible to be a no-car or one-car household without being culturally, economically or socially isolated from enjoying the full life of the City.

NEIGHBORHOOD BOUNDARIES, ORGANIZATIONS, AND SPECIAL FEATURES

What are the boundaries of this neighborhood plan?

The planning boundaries include the Tenney-Lapham Neighborhood and the adjoining areas on the east bank of the Yahara River and the south side of East Washington Avenue (Map 1). The western boundary of the Tenney-Lapham Neighborhood formally changed to Blair Street in 2005 after the dissolution of the Old Market Place Neighborhood Association. As a result, the western boundary of the planning area remains the same as the 1995 plan – coterminous with Census Tract 18.

What are the organizations that make up the community network?

Community associations, organizations, and institutions provide a structure for a neighborhood to organize, network, and implement the needs and wants of its residents and business community. Within the neighborhood planning boundaries are the following organizations:

Associations:

Tenney-Lapham Neighborhood Association
Tenney-Lapham Corporation
East Johnson Business Association
East Isthmus Neighborhoods Planning Council

Schools and School Groups

Lapham Elementary School
Lapham, Marquette, O’Keeffe Parent Teacher Group

Centers of Worship

Christ Presbyterian Church

Neighborhood Communications

Tenney-Lapham Newsletter
Lapham and Marquette Elementary, O’Keeffe Middle, and East High School Newsletters

Major Service-Organizations Operating in or near the Neighborhood

After School Day Care (Lapham Elementary), ARC House, Exchange Center for the Prevention of Child Abuse, Family Enhancement, Family Sexual Abuse Treatment Center, Inc., Near Eastside Coalition of Older Adults, Parental Stress Center, PICADA, Respite Center Child Care, Salvation Army, Tenney Nursery and Parent Center and Yahara House.

NEIGHBORHOOD BOUNDARIES, ORGANIZATIONS, AND SPECIAL FEATURES, Continued

What are the special features of the Tenney-Lapham Neighborhood?

In our backyard, we have a world of assets that are unknown to many other Madison residents (and maybe to some of our own residents).

History. The neighborhood is home to two Historic Districts: Fourth Lake Ridge and Sherman Avenue. Other historic features of the neighborhood include Madison's first African-American neighborhood (in the 600 block of East Dayton Street), Breese Stevens Field (a Mediterranean Revival brick/stone grandstand), and the Bernard-Hoover Boat House in James Madison Park.

Education. The high marks in education of Lapham, Marquette, and O'Keeffe schools and our active Parent Teacher Group exemplify a community that cares for its youth.

Housing. A wide range of housing options to fit the needs of individuals and families – including single-family homes with lake frontage to smaller, moderately priced homes, co-op living, and two/three flats to larger apartment complexes – are found in different areas of the neighborhood.

Re-use of Historic Buildings. Creative re-use of historic properties includes: Das Kronenberg Condominiums (former Badger State Shoe Factory), City Market Apartments (former City Market), and the Livery (former City horse barn) converted to an office/community room as part of the Reservoir Apartments.

Lake and River. Accessibility to Lake Mendota and the Yahara River for water activities and the linkage to the bike system provides a wide range of recreational and transportation opportunities to neighborhood residents.

Parks. Three community parks, James Madison, Reynolds and Tenney, along with the Yahara River Parkway provide a variety of recreational opportunities. Beaches, sailboard and boat rentals, ice skating rink, tennis courts, and volleyball courts are only some of the activities available to the community.

Neighborhood Shopping. The East Johnson Business District, where people can shop for groceries, do their laundry, get their hair cut, buy flowers, antiques, framing, wines and spirits, and more, satisfies day-to-day needs and provides a strong sense of community. The historic character of buildings is also seen in this local business district.

NEIGHBORHOOD BOUNDARIES, ORGANIZATIONS, AND SPECIAL FEATURES, Continued

Close to Job Markets. A very convenient location close to the airport, downtown, the university, and local job markets on East Johnson Street, Fordem Avenue, East Washington Avenue, and the planned employment-focused Capitol Gateway Corridor Tax Incremental District.

Neighborhood Involvement. The Tenney-Lapham Neighborhood Association has been involved in neighborhood matters for almost thirty years. TLNA hosts a variety of social gatherings, such as the Ice Cream Social, Spaghetti Dinner, Pancake Supper, and regular potlucks.

INTRODUCTION OF PLAN TOPICS

The following section presents the Tenney-Lapham Neighborhood goals grouped into six topics:

1. Land Use
2. Transportation
3. Housing and Infrastructure
4. Economic Development - East Johnson Business District
5. Parks and Open Space
6. Community Enhancement

Each topic begins with an overall vision statement followed by a listing of the goals for that topic. For each goal, specific projects and/or action steps needed to fulfill the goal are presented along with a project description and an identification of the party(ies) charged with implementing the projects. For Topic 1, Land Use design standards are provided for all neighborhood areas shown on Map 5, Tenney-Lapham Land Use Recommendations. Definitions of land use terms are provided in Appendix 1, Glossary of Land Use Terms.

1. Land Use

Vision Statement

The Tenney-Lapham Neighborhood is predominantly residential with a small neighborhood business district on East Johnson and commercial uses along its southern border, East Washington Avenue. Toward the eastern border, closer to the Yahara River, the housing stock is more likely single-family homes; toward the western border, Blair Street, multi-unit rental stock and condominiums are more common. East Gorham Street and East Johnson Street are two primary arterial streets, which bisect the neighborhood and funnel traffic through the Isthmus to the downtown and U.W. campus. A primary neighborhood goal is to reduce the arterial use of these streets, diverting commuter traffic to East Washington Avenue and employing mass transit solutions. We expect that this change in street use will improve safety, reduce air pollution and enable the reclamation of sound, older structures on Johnson and Gorham to owner-occupied, affordable housing stock.

While a major goal of the neighborhood is to preserve most of the existing built environment, our neighborhood is open to small, infill development in the existing residential areas and much larger redevelopment projects along the East Washington Avenue border of our neighborhood. We envision redevelopment of entire blocks along East Washington Avenue that will bring employment, services and more residents to our neighborhood. Due to the proximity of residential blocks to these redevelopment areas, we discourage commercial/industrial uses that due to noise or pollution are not compatible with nearby residential use.

The neighborhood housing is characterized by a mix of types and lot sizes, often on the same block. The housing types range from inexpensive turn-of-the-last-century worker housing (less than 1,000 square feet) to lakefront mansions. Many houses have historic and architectural significance. The variety of housing types contributes to the demographic variety of the neighborhood. Tenney-Lapham has affordable homes and increasing property values. It also has a number of rental properties, either by initial design or because subsequent owners divided up homes. While the neighborhood has been a popular choice for University students seeking to live off campus, the increase in student housing downtown has softened the rental market. The neighborhood wants to encourage a shift to owner-occupancy and long-term rental of both single-family and multi-family units. Owner-occupancy and long-term rental provide better stability and improved maintenance and upkeep of housing stock. We support a variety of strategies to increase home-ownership including downzoning for the area through the City's Zoning Code update, and increasing resident utilization and promotion of the City, County and non-profit home-ownership programs and services.

Most of the houses and other residential buildings in the neighborhood are nonconforming structures. They were built prior to the adoption of the present zoning ordinance, and are closer to the front and side yard lot lines than present zoning allows. The proximity of the homes to one another and to the street contributes to the character of the neighborhood, and large back yards and neighborhood parks mitigate the closeness. We value the significant amount of green space found in the back yards on blocks with deep narrow lots. Where these adjoining yards are not fenced, and the houses are near the streets, the result is park-like.

Land Use Vision Statement, Continued

We acknowledge and stress that nonconforming uses are allowed in downzoned areas; they just cannot be expanded or replaced. Downzoning does not take anything away from anybody; it just prevents inappropriate changes from being introduced in the future. While people who buy a home next to a vacant commercial lot should know and expect that a commercial building may be built there, most people who buy homes in the residential areas of Tenney-Lapham expect that they have bought into the residential neighborhood they see. People who buy a one-and-a-half to two-story house surrounded by three of the same expect that they are in a low-density residential district. These people are generally surprised when they learn that their block is zoned for apartment buildings, and that the houses next to them could be torn down and replaced with a multi-story tower. While zoning is generally considered a conservative tool aimed at preserving the status quo, many areas of Tenney-Lapham have been zoned with little regard for the status quo and desired use. Instead, it appears that much of the neighborhood has been zoned for redevelopment. The neighborhood does not seek increased height or density redevelopment except in the areas specified in Map 5, Land Use Recommendations, and as discussed in the goals below. Except for those areas, the remainder of the neighborhood should be downzoned to fit the original intended use of the existing built environment.

Thus, whenever redevelopment opportunities arise in our neighborhood, we will urge property owners, city staff, and neighbors to ensure that plans will enhance neighborhood stability, be compatible with neighborhood character and needs, and result in a successful project. Wherever appropriate (on highways 151 and 113 and the East Johnson business district) we will encourage mixed-use projects in keeping with a traditional, transit-and-pedestrian-oriented, urban neighborhood.

Neighborhood Goals

Goal 1: Restore and preserve the residential character of the Tenney-Lapham neighborhood.

Goal 2: Encourage the increase of owner-occupied housing and decrease the number of properties with absentee landlords and short-term rentals.

Goal 3: Plan for growth of the East Johnson business district along the 700 and 800 blocks and part of the 900 block of East Johnson Street.

Goal 4: Plan for the redevelopment of the 600 and 700 blocks of East Washington Avenue and the Reynolds property on the 700 block of East Mifflin Street.

Goal 5: Plan for the redevelopment of the 800 block of East Washington Avenue.

Land Use Neighborhood Goals, Continued

Goal 6: Plan for redevelopment of the 1000 block of East Washington Avenue if it becomes available. If it does not become available, implement strategies to mitigate noise and pollution problems affecting the nearby residences and school.

Goal 7. Plan for redevelopment of the 1100 and 1200 blocks of East Washington Avenue.

Goal 8: Plan for redevelopment of the 1300 and 1400 blocks of East Washington Avenue and the 1400 block of East Mifflin Street (the Trachte property).

LAND USE GOALS, ACTION STEPS/PROJECTS, DESIGN STANDARDS, IMPLEMENTERS

Goal 1: Restore and preserve the residential character of the Tenney-Lapham neighborhood.

Discussion: The current land use is shown on Map 4 Existing Land Use and proposed land use is shown on Map 5 Land Use Recommendations. We seek to ensure that new infill single family and multi-family units, and new mixed-use units in areas designated for such development, are designed to be comparable with, and sensitive to, the existing form of the neighborhood, with particular attention to nearby structures. Map 3 Types of Residential Structures, shows that most of the housing is four units or less (94 percent) with 82 percent single and two family housing and 11.4 percent three to four units.

The people who live in Tenney-Lapham value the mix of housing types and the scale of their neighborhood. Specifically, they appreciate the mix of one-to-three story structures, and the average building size of 2 stories. The neighborhood has small duplexes on small lots, and large houses on large lots. It also has large 3-unit buildings on small lots, and small and medium sized houses on medium and large sized lots. Since the lots are narrow and the houses close together, taller structures can be imposing.

The historic character of the neighborhood is evident in both the Fourth Lake Ridge and Sherman Avenue historic districts. But in addition, the Johnson, Gorham, Dayton and Mifflin Street blocks are excellent examples of traditional early 20th century urban neighborhoods. The preservation and rehabilitation of these areas can provide high-quality, affordable housing within this desirable and convenient area of Madison. New development must incorporate traditional neighborhood design principles, especially regarding new and existing pedestrian-oriented features.

LAND USE GOALS, ACTION STEPS/PROJECTS, DESIGN STANDARDS, IMPLEMENTERS

Goal 1 - ACTION STEPS/PROJECTS	Goal 1 - DESIGN STANDARDS	Goal 1 - IMPLEMENTERS
<p>1. Adopt the Low Density Residential (LDR) and Medium Density Residential 1 (MDR1) designations for Area A as identified on Map 5; adopt an ordinance to amend the Comprehensive Plan accordingly.</p>	<p>In general, this is the actual use of the mature, built neighborhood that exists today. In terms of design, extra care should be given to infill projects within these areas of existing housing. Infill sites should be thought of as the “missing teeth” in an otherwise cohesive group of structures that are associated by age, style and purpose. New structures must be consistent with the established architectural context, which includes a height limit of 3-stories. Tear down and rebuilding can be acceptable in this context for structures that themselves are “toothaches” with respect to the design standards discussed here. Buildings listed as contributing to the historic districts should not be torn down.</p> <p>General Guidelines:</p> <ul style="list-style-type: none"> • Allow small front yards (set back averaging is a useful tool) • Maintain large back yards on typical lots. (Most lots are about 130 feet deep; some are half that. Maintaining the rear 40% of the yard in green space would preserve the existing character and feel of the deep lot portions of the neighborhood.) • Height Limit: 3-stories (maintaining a neighborhood average of 2 stories) • Garages: Multi-unit structures should not have more than one garage space per unit. Garages should not be set in front of residences, but rather should be flush with the structure (as in a row house) or set back from the main structure (as in a backyard garage). • Large-scale conversion of backyards for surface parking is not acceptable. <p>Teardown Replacements:</p> <ul style="list-style-type: none"> • Ratio of footprint-to-lot-size of replacement residential structures should be comparable to the surrounding neighborhood. • Front porches are encouraged. • Consistency of scale, spacing, and general architectural vernacular of the surrounding neighborhood is required. 	<p>1. Department of Planning & Community & Economic Development</p>

LAND USE GOALS, ACTION STEPS/PROJECTS, DESIGN STANDARDS, IMPLEMENTERS

Goal 1 - ACTION STEPS/PROJECTS	Goal 1 - DESIGN STANDARDS	Goal 1- IMPLEMENTERS
<p>2. Adopt the Medium Density Residential 2 (MDR2) and High Density Residential (HDR) designations for Area A as identified in Map 5. Adopt an ordinance to amend the Comprehensive Plan accordingly.</p>	<p>In general, this is the actual use for these areas that exists today. The HDR designation applies to the Lincoln School Apartments/Condominiums, Norris Court Apartments, Das Kronenberg Condominiums and Old Market Apartments. No change is anticipated for these structures. The 600 block between Dayton and Mifflin Street already contains two in-fill developments - the Dayton Row Condominiums and Coach Yard Square Condominiums. As with these developments, future infill projects within this block must be consistent with the established architectural context, which includes a height limit of 3-stories. Tear down and rebuilding can be acceptable in this area except for the buildings of historic significance at the northeast corner of the block – Madison’s first African American neighborhood.</p>	<p>2. Department of Planning & Community & Economic Development</p>
<p>3. Establish Conservation Districts covering parts of Area A outside of the existing historic districts.</p>	<p>Significant parts of the Tenney-Lapham Neighborhood are potential candidates for study and designation as Conservation Districts. Areas of the neighborhood close to blocks being contemplated for development and annexation to the Capitol Gateway Corridor TID #36 are particularly vulnerable and could benefit from conservation status. Conservation districts should preserve their existing character of modestly scaled single-family houses and small multi-units on separate lots. While purchase of multiple contiguous parcels by a single owner is allowed, the construction of large multi-unit structures that would not reflect the mass, scale and other conservation characteristics of the existing residential structures would be prohibited. In addition, redevelopment adjoining the conservation districts must be designed so that the “seam” between the new development and the conservation districts accomplishes a scaling down of height and mass facing the districts.</p>	<p>3. Department of Planning & Community & Economic Development</p>

LAND USE GOALS, ACTION STEPS/PROJECTS, IMPLEMENTERS

Goal 2: Encourage the increase of owner-occupied housing.

Discussion: The primary objective of the neighborhood is to increase the level of owner-occupancy and long-term rental. Owner occupied 2 and 3 unit flats combine the benefits of ownership and high-quality rental housing stock. While owner-occupancy does not guarantee improved maintenance, it provides a much stronger likelihood of positive upkeep. Also, while not absolute, absentee ownership and short-term rental patterns tend to result in neglect and deterioration of housing stock.

Goal 2 - ACTION STEPS/PROJECTS	Goal 2 - IMPLEMENTERS
<ol style="list-style-type: none"> 1. Foster the transition of former student-rental housing stock to owner-occupancy through coordinated programs with City, State, University, Hospitals and other employers to foster workforce home ownership in the central city. 2. Promote first time buyer home mortgage loan programs that offer lower down payments and loan fees for purchasers who will be owner occupants, including new owner-occupant landlords. 3. Encourage condominium conversion of existing two and three flats (examples are 210 North Livingston and the "Porches" at 1036-42 Spaight Street). 4. Partner with the Madison Area Community Land Trust (MACLT) and other organizations to explore strategies for increasing affordable housing opportunities, both ownership and long-term rental, in Tenney-Lapham. 5. Identify Tenney-Lapham boosters among area realtors who will actively market Tenney-Lapham to prospective buyers. 	<ol style="list-style-type: none"> 1. City, State, University, Hospital and other employers 2. Financial institutions; City loan programs 3. Owners, developers 4. TLNA 5. Various Realtors

LAND USE GOALS, ACTION STEPS/PROJECTS, DESIGN STANDARDS, AND IMPLEMENTERS

Goal 3: Plan for growth of the East Johnson business district along both sides of the 700 and 800 blocks and part of the 900 block of East Johnson Street.

Discussion: A variety of businesses are currently located on these three blocks with the largest number being on the 800 block. The 700 and 900 blocks have businesses located only at their west ends. The other properties are residential. The neighborhood seeks to increase the business use of these blocks while keeping the residential flavor. Adaptive re-use of residential structures for specialty businesses is encouraged for this district. Replacement of existing structures with ones specifically designed for neighborhood mixed-use is also encouraged.

The continuation and growth of this district is vital to the neighborhood. As other areas of the neighborhood along East Washington Avenue and the Yahara River are developed for uses including business, all proposals must be evaluated to determine their impact on the viability of the East Johnson Business District.

LAND USE GOALS, ACTION STEPS/PROJECTS, DESIGN STANDARDS, AND IMPLEMENTERS

Goal 3 – ACTION STEPS/PROJECTS	Goal 3 - DESIGN STANDARDS	Goal 3 - IMPLEMENTERS
<p>1. As shown on Map 5, Areas A and B, designate a portion of the 700 block, the 800 block and a portion of the 900 block of East Johnson Street as Neighborhood Mixed Use (NMU). Adopt an ordinance to amend the Comprehensive Plan accordingly.</p>	<p>In general, pedestrian-and-transit-oriented design principles should be applied. East Johnson is a metro transit route. It was historically, and may again be, a streetcar route.</p> <p>Initial growth of business uses should be focused on the 800 block and the west end of the 900 block. The 700 block should remain more residential in the near term.</p> <p>Ground floor retail with residential units above is an appropriate design for new structures built in this district. There are a number of current examples of such structures in the district already – see 702, 845 and 851-57 East Johnson as good examples. There should be a limited set back (to allow for benches, tables, planters, etc) from the sidewalk. The building height limit is 3-stories.</p> <p>The neighborhood does not seek to eliminate all ground floor residential from these blocks. New structures may be 100% commercial or 100% residential, in addition to mixed-use. Adaptive re-use of existing residential structures to business uses (such as galleries or cafes) is also supported.</p>	<p>1. Department of Planning & Community & Economic Development</p>
<p>2. Provide limited off-street, shared parking for the East Johnson business district.</p>	<p>While large surface parking lots are not appropriate for this district, small “vest pocket” lots could be beneficial for businesses. Tear down of properties that are not adaptable or are incompatible should be considered for this purpose if they become available. One example is 911 East Johnson Street; a small off-street lot in this location could serve the cluster of businesses near the North Paterson Street intersection. Vest pocket parking lots should have appropriate screening relative to adjacent uses, especially residential uses behind them.</p>	<p>2. Developers</p>

LAND USE GOALS, ACTION STEPS/PROJECTS, DESIGN STANDARDS, AND IMPLEMENTERS

Goal 4: Plan for the redevelopment of the 600 and 700 blocks of East Washington Avenue and the Reynolds property on the 700 block of East Mifflin Street.

Discussion: Principal occupants of these blocks are Goodyear Tire, Salvation Army, US Post Office, Don Miller Dealership and Reynolds Crane Service. This area has been identified by the City as a potential amendment to the Capitol Gateway Corridor TID #36. The neighborhood sees the area as appropriate for Community Mixed Use (CMU) on the East Washington Avenue side and the East Mifflin Street side being High Density Residential (HDR). If the Reynolds Crane Service property becomes available, it should be redeveloped, at least in part, as an enlargement of Reynolds Park. The park expansion would also include removing all or part of the 100 block of North Livingston Street.

For Tenney-Lapham, the buffer between East Washington Avenue and the residential neighborhood is perilously thin. For this area and all other blocks of East Washington Avenue proposed for amendment to the Capitol Gateway Corridor TID #36, the north side of any new development is a neighborhood-facing side and should focus on residential uses. Where larger commercial developments adjoin residential buildings, it is important to transition the scale of buildings so that the perception of mass and height is in character with the residential street. This means that all along East Washington Avenue, development height will step down from East Washington Avenue to East Mifflin Street. Maximum heights should not exceed a 30-degree angle increasing southward from the façade tops of East Mifflin Street structures. See Appendix 5 for an illustration of this 30-degree view angle.

LAND USE GOALS, ACTION STEPS/PROJECTS, DESIGN STANDARDS, AND IMPLEMENTERS

Goal 4 – ACTION STEPS/PROJECTS	Goal 4 - DESIGN STANDARDS	Goal 4 - IMPLEMENTERS
<p>1. Adopt the Community Mixed Use (CMU) designation for the 600 and 700 blocks of East Washington Avenue as shown in Area C on Map 5. Adopt an ordinance to amend the Comprehensive Plan accordingly. Redevelop the vacant and underutilized sites.</p>	<p>Along East Washington Avenue, street-level use should be reserved for retail and commercial purposes consistent with the Community Mixed Use designation. Residential use on the East Washington Avenue side, to the extent that there is a market for it, should be on the upper floors. Upper floor commercial uses are acceptable.</p> <p>In order to avoid drastic changes of scale between buildings on the same block, East Washington Avenue heights should vary with a maximum limit of 8-stories and step down to a maximum of 3-stories on the Mifflin Street side in order to respect neighborhood scale.</p> <p>Articulate the massing of larger buildings with varied rooflines and setbacks. Maintain a rhythm of visual breaks and openings in the upper stories along East Washington Avenue to prevent the effect of a solid wall along the south edge of the neighborhood. Architectural features should be consistent on all sides of upper stories so that interesting features face the neighborhood as well as East Washington Avenue.</p> <p>Solar access to residential housing on Mifflin Street must be protected. Maximum heights should not exceed a 30-degree angle increasing southward from the façade tops of buildings on the south frontage of East Mifflin Street.</p> <p>Street-level strategies, in addition to the new buildings themselves, to dampen arterial traffic sound from East Washington Avenue into the neighborhood are desirable.</p>	<p>1. Department of Planning & Community & Economic Development</p>

LAND USE GOALS, ACTION STEPS/PROJECTS, DESIGN STANDARDS, AND IMPLEMENTERS

Goal 4 – ACTION STEPS/PROJECTS	Goal 4 - DESIGN STANDARDS	Goal 4 - IMPLEMENTERS
2. Adopt the High Density Residential (HDR) designation along the south side of the 600 and 700 blocks of East Mifflin Street as shown in Area C on Map 5. Adopt an ordinance to amend the Comprehensive Plan accordingly.	Setbacks should match the north side of the street. A mix of townhouse rows and detached units should create a rhythm of spacing between structures that is comparable to the north side of the street. Structures should be limited in façade height to 3-stories. Maximum step-back heights should not exceed a 30-degree angle from the façade top of East Mifflin Street structures.	2. Department of Planning & Community & Economic Development
3. Commercial deliveries.	Commercial delivery trucks should not travel on residential streets. In order to keep commercial truck traffic off of Mifflin Street, developments should incorporate alleys that would be large enough to accommodate delivery trucks. Loading zones should be concentrated on these alleyways and loading docks should be located so that delivery trucks do not access them via residential streets. See Appendix 4 for an example of this concept applied to the 600 block of Area C.	3. Traffic Engineering
4. Parking, trees, and green space.	A mix of street, off-street and underground parking is desirable. Residential parking via alleys can be considered to minimize driveways on Mifflin Street and maximize on-street parking. Underground parking should be limited to allow for green space, water absorption, and the planting of trees in the ground instead of tubs. Therefore, multiple structures built over an extensive underground garage are not acceptable. Redevelopment, both residential and commercial, should be transit-oriented. Limit the ratio of parking spaces to residential units to 1-1.5 spaces per unit. Setbacks along both East Washington Avenue and East Mifflin Street, including the terrace and/or private property, should allow for the planting and maturation of tall trees.	4. Plan Commission

LAND USE GOALS, ACTION STEPS/PROJECTS, DESIGN STANDARDS, AND IMPLEMENTERS

Goal 4 – ACTION STEPS/PROJECTS	Goal 4 - DESIGN STANDARDS	Goal 4 - IMPLEMENTERS
5. Types of businesses desired.	<p>A variety of businesses could thrive in this CMU area including business incubators, food-related businesses, and design/creative businesses. If TIF funding occurs, it should be used to create affordable commercial space for new small-business entrepreneurs.</p> <p>This area could also act as a Wisconsin Gateway, with state trade associations, non-profit office space, or a marketplace to sell Wisconsin-related merchandise.</p> <p>The typical “Big Box” scaled retail sites are not acceptable for this area.</p>	5. Business community
6. Designate the 700 Block between East Mifflin Street and East Dayton, part of Area C on Map 5, as High Density Residential (HDR) for the west half and Parks and Open Space (P) for the east half. Adopt an ordinance to amend the Comprehensive Plan accordingly.	<p>If the Reynolds Crane Service property becomes available, it should be redeveloped, at least in part, as an expansion of Reynolds Park. The park expansion would also include removing all or part of the 100 block of North Livingston Street and replacing it with a pedestrian and bicycle lane. Similarly, a small access lane, mid-block, could divide the Reynolds Park expansion from the west side of the block where Das Kronenberg and the Old Market Place apartments are located. Reynolds Park will then become a green space with residential uses facing all four sides. The third brick structure on the west side of the block should also be considered for adaptive re-use, including a public use, such as a library, museum or community space.</p>	6. Department of Planning & Community & Economic Development

LAND USE GOALS, ACTION STEPS/PROJECTS, DESIGN STANDARDS, AND IMPLEMENTERS

Goal 5: Plan for the redevelopment of the 800 block of East Washington Avenue.

Discussion: This block is presently occupied by the Don Miller car dealership. This block is part of the Capitol Gateway Corridor TID #36 and is recommended for Community Mixed Use (CMU) on the East Washington Avenue side and Medium Density Residential 2 (MDR2) on the Mifflin Street side. Development height must step down from East Washington Avenue to East Mifflin Street. Maximum heights should not exceed a 30-degree angle increasing southward from the façade tops of East Mifflin Street structures. See Appendix 5.

Goal 5 – ACTION STEPS/PROJECTS	Goal 5 - DESIGN STANDARDS	Goal 5 - IMPLEMENTERS
<p>1. Affirm the designations of Community Mixed Use (CMU) and Medium Density Residential 2 (MDR2) for this block as shown in Area D on Map 5.</p>	<p>Along East Washington Avenue, street-level use should be reserved for retail and commercial purposes consistent with the Community Mixed Use designation. Residential use on the East Washington Avenue side, to the extent that there is a market for it, should be on the upper floors to take advantage of views of the stadium and park. Commercial uses on upper floors are acceptable.</p> <p>In order to avoid drastic changes of scale between buildings on the same block, East Washington Avenue heights should vary with a maximum limit of 8-stories and step down to a maximum of 3-stories on the Mifflin Street side in order to respect neighborhood scale. Maximum heights should not exceed a 30-degree angle increasing southward from the façade tops of buildings on the south frontage of East Mifflin Street.</p> <p>Articulate the massing of larger buildings with varied rooflines and setbacks. Maintain a rhythm of visual breaks and openings in the upper stories along East Washington Avenue to prevent the effect of a solid wall along the south edge of the neighborhood. Architectural features should be consistent on all sides of upper stories so that interesting features face the neighborhood as well as East Washington Avenue.</p> <p>Residential development on the Mifflin Street side is slated for lower density than Area C and should be targeted to families with children to take advantage of Reynolds Park</p>	<p>1. Department of Planning & Community & Economic Development</p>

LAND USE GOALS, ACTION STEPS/PROJECTS, DESIGN STANDARDS, AND IMPLEMENTERS

	and the proximity of Lapham School. Row houses with individual street-level access would be an acceptable, family-friendly design. Street-level strategies, in addition to the new buildings themselves, to dampen arterial traffic sound from East Washington Avenue into the neighborhood are desirable.	
Goal 5 – ACTION STEPS/PROJECTS	Goal 5 – DESIGN STANDARDS	Goal 5 - IMPLEMENTERS
2. Commercial deliveries.	Commercial delivery trucks should not travel on residential streets. In order to keep commercial truck traffic off of Mifflin Street, development should incorporate alleys that would be large enough to accommodate delivery trucks. Loading zones should be concentrated on these alleyways and loading docks should be located so that delivery trucks do not access them via residential streets.	2. Traffic Engineering
3. Parking, trees and green space.	A mix of street, off-street and underground parking is desirable. Residential parking via alleys can be considered to minimize driveways on Mifflin Street and maximize on-street parking. Underground parking should be limited to allow for green space, water absorption, and the planting of trees in the ground instead of tubs. Therefore, multiple structures built over an extensive underground garage are not acceptable. Redevelopment, both residential and commercial, should be transit-oriented. Limit the ratio of parking spaces to residential units to 1-1.5 spaces per unit. Setbacks along both East Washington Avenue and East Mifflin Street, including the terrace and/or private property, should allow for the planting and maturation of tall trees.	3. Plan Commission
4. Types of businesses desired.	A variety of businesses could thrive in the CMU area including business incubators, food-related businesses, and design/creative businesses. If TIF funding occurs, it should be used to create affordable commercial space for new small-business entrepreneurs. The typical “Big Box” scaled retail sites are not acceptable for this area.	4. Business community

LAND USE GOALS, ACTION STEPS/PROJECTS, DESIGN STANDARDS, AND IMPLEMENTERS

Goal 6: Plan for redevelopment of the 1000 block of East Washington Avenue if it becomes available. If it does not become available, implement strategies to mitigate noise and pollution problems affecting the nearby residences and school.

Discussion: Madison Dairy and CarX Muffler occupy this block. At present, neither business plans to relocate. If that changes, future uses under the Employment (E) and Medium Density Residential 2 (MDR2) designations are desirable for this block, which has been identified by the City as a potential amendment to the Capitol Gateway Corridor TID #36.

Action Step 1 addresses future uses in the event the property becomes available. Action Steps 2-4 address improvements desired in the event that Madison Dairy remains.

Goal 6 – ACTION STEPS/PROJECTS	Goal 6 - DESIGN STANDARDS	Goal 6 - IMPLEMENTERS
<p>1. Adopt Employment (E) and Medium Density Residential 2 (MDR2) for this block identified as Area E on Map 5. Adopt an ordinance to amend the Comprehensive Plan accordingly including changing the south half of the 1000 block of East Mifflin Street to MDR2.</p>	<p>At present, this area is not scheduled for redevelopment, but it may receive TIF funding if included in the Capitol Gateway Corridor TID #36.</p> <p>If the site becomes available, the design standards specified under goal 5 (Area D) would apply to both sides of this block. Note especially the focus on family residential use in the MDR 2 area given the proximity to Lapham School. Row houses with individual street-level access would be an acceptable, family-friendly design.</p> <p>Business uses along East Washington Avenue should be consistent with the Employment designation. Desired businesses could include business incubators, design firms, software, advertising, research or other specialized employers. If TIF funding occurs, it should be used to create affordable commercial space for new small-business entrepreneurs. Retail, including “Big Box” scale retail, is not acceptable for this area.</p>	<p>1. Department of Planning & Community & Economic Development</p>

LAND USE GOALS, ACTION STEPS/PROJECTS, DESIGN STANDARDS, AND IMPLEMENTERS

Goal 6 – ACTION STEPS/PROJECTS	Goal 6 - DESIGN STANDARDS	Goal 6 - IMPLEMENTERS
2. Develop an off-street parking area for dairy trucks that incorporates sound and pollution protection for the neighboring residents and the school.	The attractiveness of any barrier is of paramount importance. The Breese-Stevens wall along Brearly Street is a good example of an architecturally attractive barrier. A set back from the sidewalk to allow for shrubs and other plantings is desirable. Aesthetic elements such as walls and trees will mitigate both noise and pollution. Any sound protection should include a formal plan to enforce, not discontinue, the Dairy's no-idling rule.	2. Madison Dairy
3. Eliminate day and nighttime noise and pollution at Mifflin/Brearly corner and in the Ingersoll parking lot.	<p>Eliminate or reduce noise from yard trucks and cream tanker cleaning between 9pm and 7:30 am;</p> <p>Eliminate idling trucks near homes at the corner of Mifflin Street and Brearly and in the lot at the corner of Ingersoll and Mifflin Street;</p> <p>To eliminate overnight idling, close the Ingersoll parking lot gate half-way from 9pm to 7:30am and lock it to prevent entrance of large trucks;</p> <p>Install power outlets to allow trucks arriving at the Ingersoll parking lot to plug in to electrical outlets rather than idling;</p> <p>Require trucks to wait at designated truck stops outside of the neighborhood and/or outside of the City.</p>	3. Madison Dairy
4. Coordinate Police and Alder assistance in enforcement of noise ordinance and no-idling rule.	<p>Fund purchase of decibel meter for police.</p> <p>Educate non-emergency police dispatchers about current issues with Dairy operations.</p>	4. Madison Police and District 2 Alder

LAND USE GOALS, ACTION STEPS/PROJECTS, DESIGN STANDARDS, AND IMPLEMENTERS

Goal 7: Plan for redevelopment of the 1100 and 1200 blocks of East Washington Avenue.

Discussion: Curtis Court bisects the 1100 block. The City has identified the southern halves of both this block and the 1200 block as potential amendments to the Capitol Gateway Corridor TID #36. The principal businesses along East Washington Avenue are the Jiffy Lube, Avenue Bar, “Bob” Cooper Glass, EVP Coffee, and Smart Studios. Nowhere is the buffer between East Washington Avenue and the residential area thinner than on these blocks. In fact, a few residential units are on East Washington Avenue.

Goal 7 - ACTION STEPS/PROJECTS	Goal 7 - DESIGN STANDARDS	Goal 7 - IMPLEMENTERS
<p>1. Designate this area, shown as Area F on Map 5 as Employment (E).</p>	<p>It is critical that new buildings respect the existing scale of the neighborhood. This area will have the lowest heights along East Washington Avenue. The residences along East Mifflin Street should not be in the shadow of new buildings on East Washington Avenue. At the street level, a development that shields the Mifflin Street, and Curtis Court residents from noise and pollution on East Washington Avenue is highly desirable. For the upper stories, limit height to a maximum of 3-stories and maintain a rhythm of visual breaks and openings to ensure winter solar access and prevent the effect of a solid wall along the south edge of the neighborhood.</p> <p>Given the low height limits, we do not anticipate any residential use on East Washington Avenue will be marketable. There are currently only three residential structures on the 1100 block. If they become available, they should be redeveloped for business or commercial purposes.</p> <p>Business uses along East Washington Avenue should be consistent with the Employment designation.</p>	<p>1. Department of Planning & Community & Economic Development</p>

LAND USE GOALS, ACTION STEPS/PROJECTS, DESIGN STANDARDS, AND IMPLEMENTERS

Goal 7 - ACTION STEPS/PROJECTS	Goal 7 - DESIGN STANDARDS	Goal 7 - IMPLEMENTERS
2. Commercial deliveries.	As noted in Goals 4 and 5, commercial delivery trucks should not travel on residential streets. In order to keep commercial truck traffic off of Mifflin Street, development should incorporate an alley in the 1200 block that would be large enough to accommodate delivery trucks. Loading zones should be concentrated on alleyways and loading docks should be located so that delivery trucks do not access them via residential streets.	2. Traffic Engineering

LAND USE GOALS, ACTION STEPS/PROJECTS, DESIGN STANDARDS, AND IMPLEMENTERS

Goal 8: Plan for redevelopment of the 1300 and 1400 blocks of East Washington Avenue and the 1400 block of East Mifflin Street (the Trachte property).

Discussion: This area presents enormous potential for redevelopment. It connects on the west with the thin strip of East Washington Avenue discussed in Goal 7 (Area F) and expands to cover two blocks along the Yahara River Parkway. Because of its frontage on the river and the north side of East Washington Avenue, it is the most visible face of Capitol Gateway that inbound visitors will see as they cross the bridge at the Yahara. It is, of course, also the welcoming face of the Tenney-Lapham Neighborhood. Redevelopment of this area should be of the highest architectural merit and should convey the best impression of central Madison and, in particular, Tenney-Lapham. Major design elements should draw from the vernacular tradition of the neighborhood and central city. This does not preclude high-quality contemporary styles. (See the Findorff Building on Bedford Street as an example of high-quality contemporary architecture.)

Current businesses in the area are Ken's Barber Shop, Friendly Tavern, Messner Inc., Fyfe's Corner Bistro, the Washington Square office building, Healthy Pet Veterinary Clinic, Great Big Pictures, and Sparkle Auto Body. These blocks have been identified by the City as potential amendments to the Capitol Gateway Corridor TID #36.

LAND USE GOALS, ACTION STEPS/PROJECTS, DESIGN STANDARDS, AND IMPLEMENTERS

Goal 8 – ACTION STEPS/PROJECTS	Goal 8 - DESIGN STANDARDS	Goal 8 - IMPLEMENTERS
<p>1. Designate the 1300 and 1400 blocks of East Washington Avenue, part of Area G on Map 5, as Employment (E). Redevelop vacant and underutilized sites. Adopt an ordinance to amend the Comprehensive Plan for the southern half of the 1300 block of East Mifflin Street from MDR1 to E.</p>	<p>In general, building design standards specified under goals 4 and 5 apply to this area. Uses along East Washington Avenue should be reserved for commercial purposes consistent with the Employment designation. Desired businesses could include business incubators, design firms, software, advertising, research or other specialized employers. If TIF funding occurs, it should be used to create affordable commercial space for new small-business entrepreneurs. Retail, including “Big Box” scale retail, is not acceptable for this area. The first block of North Thornton Ave may be suitable for recreational or restaurant businesses facing the Yahara River Parkway.</p> <p>As the 1400 block of East Washington Avenue approaches the river, building heights should decrease to a maximum of 4 stories facing the river. Mifflin Street should be re-established in the 1400 block to serve new development but should cul-de-sac at the Yahara River Parkway for motor vehicles but allow access to the parkway for pedestrians and bicycles.</p> <p>Building façade heights on the 1300 and 1400 blocks of East Mifflin Street have a limit of 3-stories. Solar access to residential housing on Mifflin Street must be protected. Maximum step-back heights should not exceed a 30-degree angle increasing southward from the façade tops of the East Mifflin Street structures. (See Appendix 5.) The maximum height on the East Washington Avenue side is 8-stories. Architectural features should be consistent on all sides of upper stories so that interesting features face the neighborhood as well as East Washington Avenue.</p> <p>Although these blocks are designated as Employment, some residential use may be appropriate on the Mifflin Street and Thornton Avenue sides. Along the parkway, street-level residential uses will increase as you proceed north into the 100 block of Thornton. Note: the 200 block is already built and is entirely residential.</p>	<p>1. Department of Planning & Community & Economic Development</p>

LAND USE GOALS, ACTION STEPS/PROJECTS, DESIGN STANDARDS, AND IMPLEMENTERS

Goal 8 – ACTION STEPS/PROJECTS	Goal 8 - DESIGN STANDARDS	Goal 8 - IMPLEMENTERS
2. Commercial deliveries.	Commercial delivery trucks should not travel on residential streets. In order to keep commercial truck traffic off of Dayton and the 1300 block of Mifflin Street, developments should incorporate alleys that would be large enough to accommodate delivery trucks. Loading zones should be concentrated on these alleyways and loading docks should be located so that delivery trucks do not access them via residential streets.	3. Traffic Engineering
3. Designate the Trachte property (1400 block between Mifflin Street and Dayton), part of Area G on Map 5, as Medium Density Residential 2 (MDR2). Redevelop this underutilized site.	<p>This block should be developed for primarily residential use, with some limited recreational business use along the Yahara River Parkway. Also, some neighborhood-serving businesses could be located on this block.</p> <p>The view lines eastward along Dayton and Mifflin Streets to the river should not be obstructed, nor should pedestrian and bicycle access be blocked. Spacing of buildings should also be designed to allow sight lines from the neighborhood and to avoid the effect of a wall between the neighborhood and the river. Heights on this block should vary with a maximum of 4 stories stepping down to maximum of 3-stories facing Dayton Street.</p> <p>This block faces the existing neighborhood on two sides. New structures should relate to the existing structures through the use of commonly sized, spaced and shaped window and door openings. External materials should consist primarily of traditional materials such as wood and masonry. Roof forms, and their directions, should reflect other neighborhood buildings. If this area becomes part of TID #36, use TIF funds to support affordable housing, both rental and owned.</p>	2. Department of Planning & Community & Economic Development
4. Parking, trees, and green space.	A mix of street, off-street and underground parking is desirable. Underground parking should be limited to allow for green space, water absorption, and the planting of trees in the ground instead of in tubs. Therefore, multiple structures built over an extensive underground garage are not acceptable.	4. Department of Planning & Community & Economic Development

LAND USE GOALS, ACTION STEPS/PROJECTS, DESIGN STANDARDS, AND IMPLEMENTERS

Goal 8 – ACTION STEPS/PROJECTS	Goal 8 - DESIGN STANDARDS	Goal 8 - IMPLEMENTERS
	<p>Redevelopment, both residential and commercial, should be transit-oriented. Limit the ratio of parking spaces to residential units to 1-1.5 spaces per unit.</p> <p>There should be an attractive transitional buffer (set back) between new structures and the Yahara River Parkway. It is important that users of the Parkway not feel that they are in somebody's front yard.</p> <p>Setbacks along both East Washington Avenue and Mifflin Street, including the terrace and/or private property, should allow for the planting and maturation of tall trees.</p>	

2. Transportation

Vision Statement

Successful achievement of the overall goals for the quality, identity and value of the neighborhood is dependent on the appropriate use of the streets. In our vision, the City's transportation and street use plans/projects will support the land use goals of the Tenney-Lapham Neighborhood Plan in the context of the City's Comprehensive Plan. Transportation strategies will align street use and land use and will correct the misalignments between the two that are present in the Tenney-Lapham neighborhood today. Appendix 2, "Street Width, Neighborhood Roles, and Vehicle Mobility Roles"¹, shows the discrepancy between the street use and land use goals for East Gorham and East Johnson Streets. These are primary arterial streets that bring people from the larger region to the area and also funnel traffic through the Isthmus to the downtown and U.W. campus. Yet these streets also run through the heart of the neighborhood. It should be noted that East Gorham is 100% residential and East Johnson is mixed at 65% residential and 35% commercial (local retail). This misalignment of purposes works to the detriment of the neighborhood and should be rectified as part of a comprehensive transportation strategy for the Isthmus and downtown. (See Appendix 3.)

As the Isthmus becomes more densely populated, a balance must be struck between the needs of commuters and the needs of local residents to live and move around in the central city. Our transportation vision seeks two outcomes: (1) improved quality-of-life and livability for Madison's central neighborhoods and (2) improved mobility/access for all Madison area residents and visitors to the businesses, employment, culture and vitality of the Isthmus and downtown. Tenney-Lapham and other Isthmus and downtown neighborhoods support the concept of a comprehensive transportation strategy to manage the growing demand for trips to, through, and within the central city. The strategy should focus on distributing demand across multiple modes of transportation (automobile, streetcar, bus, commuter rail, bicycle and foot) in a coherent manner.

The neighborhood understands that many of its transportation goals are long range and exceed the usual time frame of a neighborhood plan. However, we think it is important to state them clearly and identify ways to achieve measurable progress on them during the life of this plan.

Neighborhood Goals

Goal 1: Reduce the arterial use (speed and volume) of East Johnson and Gorham streets between First Street and Wisconsin Avenue. Align their street use with their residential and local retail land uses.

Goal 2: Introduce transit alternatives connecting Tenney-Lapham to other neighborhoods and downtown.

Goal 3: Make bicycle transportation for commuting and leisure more convenient.

¹ Warlick, William, "Street Width, Neighborhood Roles, and Vehicle Mobility Rates," neighborhood study with data from Dane County Model Traditional Neighborhood Design Ordinance (2004), WisDOT Facilities Design Manual, and City of Madison 1999 Traffic Flowmaps.

TRANSPORTATION GOALS, ACTION STEPS/PROJECTS, DESIGN STANDARDS, AND IMPLEMENTERS

Goal 1: Reduce the arterial use (speed and volume) of East Johnson and Gorham streets between First Street and Wisconsin Avenue. Align their street use with their residential and local retail land uses.

Discussion: The Tenney-Lapham Neighborhood is a community of residents and businesses. Unfortunately, the larger Madison community uses the neighborhood as a thoroughfare that funnels vehicular traffic through the Isthmus. The neighborhood is home to 6,000 people while at the same time the two Primary Arterial streets, East Gorham and East Johnson, each handle 20,000 - 24,000 vehicles per average weekday between Baldwin and Blair Streets. (City of Madison Average Weekday Traffic Volume Flowmap 2004.) Moreover, single-occupancy vehicles constitute a substantial portion of this automobile traffic. The Isthmus Area Traffic Redirection Study (1978) forecast traffic volumes in the year 2000 to be the same as in 1978 because of assumed increase in the use of mass transit and car-pooling. Neither has materialized.

As noted above, Appendix 2, "Street Width, Neighborhood Roles, and Vehicle Mobility Roles", clearly shows the discrepancy between the street use and land use goals for East Gorham and East Johnson Streets. The juxtaposition of primary arterial street use with residential and local retail land use is detrimental to the land use. The detriments to the neighborhood resulting from the arterial operation of these streets are manifold:

- The physical safety and health risks from pollution associated with the excessive load on these streets.
- Decreased property values and discouragement of owner-occupancy and long-term rentals.
- Loss of business in the East Johnson Business district due to traffic moving too fast to easily park and disembark.
- Loss of families from the area due to concerns for child safety in such a dangerous environment.
- Deterioration of housing stock along these streets from neglect by absentee landlords, which contributes to diminishment of the value and quality of housing stock in the east Isthmus in general.
- Cultural splitting of the neighborhood by two difficult-to-negotiate barriers.
- Spillover traffic on local streets undermining the livability of the rest of the neighborhood.

TRANSPORTATION GOALS, ACTION STEPS/PROJECTS, DESIGN STANDARDS, AND IMPLEMENTERS

The land use goals for the east Isthmus are higher than they have ever been before as evidenced by the Capitol Gateway Corridor TID #36 and East Washington BUILD. The achievement of these goals is dependent on a corresponding transportation plan for managing the growing trip demand that will occur. The Tenney-Lapham neighborhood understands that traffic and transit solutions are larger than any single neighborhood. We therefore support the transportation master planning process called for by four east Isthmus and downtown neighborhood associations in “East Isthmus and Downtown Neighborhoods Street Use Planning” (See Appendix 3.) While we understand our proposals cannot happen overnight, we believe our goals are consistent in every way with the city’s long term goals to:

- Increase work force housing options near the new, employment-focused Capitol Gateway Corridor TID #36 by reclaiming the residential viability of East Johnson, East Gorham and nearby streets.
- Decrease automobile commuting and increase acceptance of mass transit solutions, including commuter rail from outlying areas and streetcar options in the central city.
- Increase mass transit, to better position the city to deal with future energy costs.
- Promote healthy living and reverse the increase in pollution threats and ozone alerts.

Map 6 shows the current arterial, collector and local street use designations. Map 7 shows new designations for streets in the Tenney-Lapham Neighborhood that could result from a comprehensive transportation management plan. Other Isthmus street designations and operations may also change as a result of such a planning process.

Goal 1 - ACTION STEPS/PROJECTS	Goal 1 - IMPLEMENTERS
<ol style="list-style-type: none"> 1. Develop a Transportation Management Plan for the central City that will implement Transportation System Management (TSM) and Transportation Demand Management (TDM) strategies that will (1) make central neighborhoods more livable and (2) improve mobility for all residents and visitors by distributing trip demand across multiple modes (auto, bike, bus, streetcar, commuter rail and pedestrian). 2. As part of the Transportation Management Plan for the central City, explore strategies to reduce the arterial operation of East Johnson Street and East Gorham Street, by redesigning the traffic flow on both streets to two-way instead of one-way streets between Wisconsin Avenue and Baldwin Street (East Johnson is already two-way from Baldwin to East Washington Avenue.) 3. Adopt other traffic calming measures, on East Johnson between Baldwin Street and First Street to provide extra visual and physical cues to drivers that they should proceed at a lower speed in this transition zone to and from Pennsylvania Ave. <ol style="list-style-type: none"> a. Remove the concrete center median. b. Add bike lanes in both directions at the time of reconstruction. 	<ol style="list-style-type: none"> 1. Traffic Engineering 2. Traffic Engineering 3. Traffic Engineering

TRANSPORTATION GOALS, ACTION STEPS/PROJECTS, DESIGN STANDARDS, AND IMPLEMENTERS

<ul style="list-style-type: none"> c. Narrow traffic lanes to the minimum appropriate for 25 mph speeds. 4. Retime traffic lights to reward legal speeds on Johnson and Gorham Streets. Traffic frequently flows at 35-40 mph on these streets. Often vehicles at the end of a sequence are moving even faster as they race through the yellow/red signal change. 5. Adopt strategies to channel through-traffic to Highway 113 (Pennsylvania/ First Street), and Highway 151 (East Washington Avenue). <ul style="list-style-type: none"> a. Enable two left turn lanes from westbound Pennsylvania to First Street and two right turn lanes from First Street to westbound East Washington Avenue. In the outer ring of the capitol square, enable two right turn lanes from westbound East Dayton onto Wisconsin Ave. b. Enable two right turn lanes from eastbound East Johnson onto North Blair Street to channel eastbound traffic to East Washington Avenue. Install a signal at this intersection. c. Connect Fordem Avenue to First Street as part of Segment 2 of the East Washington Avenue Reconstruction Project in 2006. 6. Provide park-and-ride services at the intersection of Highways 113 and 151 (Pennsylvania/First/East Washington Avenue) to enable automobile commuters to transfer to other transportation modes for “the last mile” to downtown/campus. The neighborhood has observed significant do-it-yourself park-and-ride and park-and-bike behavior outside of the two-hour street-parking zone. There is evident demand for this kind mode transfer at this distance from commuters’ destinations. 7. Reduce the use of Sherman Ave as a feeder to Gorham for through-traffic. <ul style="list-style-type: none"> a. Designate No Right Turn from NORTH Sherman onto Sherman between 7 and 9 a.m. daily. b. Calm traffic on Sherman Ave from Thornton to Brearly by narrowing the lanes, adding a bike lane, curving the street along Tenney Park, and introducing raised crosswalks (speed tables) at various points. 	<ul style="list-style-type: none"> 4. Traffic Engineering 5. Madison Metropolitan Planning Organization, Madison Metro, Traffic Engineering 6. Madison Area Metropolitan Planning Organization, Madison Metro 7. Traffic Engineering, Village of Maple Bluff
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TRANSPORTATION GOALS, ACTION STEPS/PROJECTS, DESIGN STANDARDS, AND IMPLEMENTERS

Goal 2: Introduce transit alternatives connecting Tenney-Lapham to other neighborhoods and downtown.

Discussion: The proximity of the neighborhood to downtown and the campus makes it an ideal area for the City to introduce and foster alternatives to automobile transportation. As discussed in Goal 1, the development of a park-and-ride transit hub just east of the Yahara River in the area bounded by East Washington Avenue, First and Johnson Streets could reduce the pressure of automobile commuting on the Isthmus. This location provides a natural collection point for receiving arterial traffic from East Washington Avenue, Fordem and Pennsylvania Avenues and also contains existing rail infrastructure that may be leveraged to hasten the return of passenger rail, both commuter and local, to Madison. An airport link is another potential connection at this site. The potential is there for automobiles, commuter rail, streetcars, buses, and even regional high-speed rail to interact seamlessly, enabling both short and long distance travel for the residents of Madison. Our vision for such a transit hub is more than just a parking lot and commuter/light rail station; it also includes mixed uses, connection to recreational green space as part of the Yahara River Parkway, and offers restaurants and retail shops enabling commuters to tend to daily errands as they transition among rail/bus, cars and bikes.

See Maps 8A and 8B for hypothetical visions of a commuter rail, streetcar, and regional rail system serving Madison and interchanging at this location.

Goal 2 - ACTION STEPS/PROJECTS	Goal 2 - IMPLEMENTERS
<ol style="list-style-type: none"> 1. Develop streetcars as an alternative mode for local-get-around for residents of the Isthmus. Design the streetcar route (loop) to connect the Tenney-Lapham and Marquette neighborhoods to each other as well as to downtown and campus. 2. Establish commuter rail to provide alternative longer distance transit between Madison and other communities. 3. Expand uses of the park-and-ride at the intersection of Highways 151 and 113 discussed above in Goal 1, Action Step 6. Develop this site in the future as a multi-modal transit node that allows commuters and other travelers to transfer among automobiles, bikes, buses, commuter rail, streetcars and regional high-speed rail. 	<ol style="list-style-type: none"> 1. Department of Planning & Community & Economic Development 2. Department of Planning & Community & Economic Development 3. Traffic Engineering

TRANSPORTATION GOALS, ACTION STEPS/PROJECTS, DESIGN STANDARDS, AND IMPLEMENTERS

- 4. Provide people with incentives to choose alternative transportation:
 - a. Steep discounts on streetcar/bus fares for park-and-ride users.
 - b. Employer sponsored monthly bus pass programs.

4. Madison Metro

TRANSPORTATION GOALS, ACTION STEPS/PROJECTS, DESIGN STANDARDS, AND IMPLEMENTERS

Goal 3: Make Bicycle Transportation for Both Commuting and Leisure More Convenient

Discussion: Bicycle riders feel that their options are too limited. Bicycle lanes exist on only a few streets and these lanes are often poorly designated, sometimes obstructed (especially by snow in winter), and interrupted at points. For example, on East Johnson Street, the bicycle lane ends at North Brearly Street and then continues at NORTH Thornton Avenue, but on the other side of the street as a sidewalk bike route. These problems discourage people from bicycling. These problems also contribute to conflicts or misunderstandings between bicycle riders, pedestrians, and car drivers.

Map 9 shows the current bike lanes and bike routes in the neighborhood.

ACTION STEPS/PROJECTS	IMPLEMENTERS
<ul style="list-style-type: none"> 1. Designate bicycle lanes more clearly so that both bicycle riders and car drivers are more aware of them. Repaint bicycle lanes, adding directional arrows, to discourage wrong way traffic. 2. Eliminate bicycle lane interruptions, such as the Brearly-Thornton example discussed above. Complete bike path links through the Yahara River Parkway. 3. Install wayfinding signs showing connections to other bicycle lanes beyond the neighborhood in the city's growing bike path system. 4. Reduce the likelihood of conflicts and misunderstandings between bicycle riders, pedestrians, and car drivers. <ul style="list-style-type: none"> a. Where possible, put bicycle lanes and car parking on opposite sides of the street to reduce mishaps between vehicle doors and bicycles. 	<ul style="list-style-type: none"> 1. Traffic Engineering 2. Traffic Engineering 3. Traffic Engineering 4. Traffic Engineering

TRANSPORTATION GOALS, ACTION STEPS/PROJECTS, DESIGN STANDARDS, AND IMPLEMENTERS

- b. Clarify and enforce the rights and responsibilities of pedestrians and bicycle riders using sidewalks.
- c. Install signs directing bicycle riders onto the street wherever it is illegal for them to be on the sidewalk. Include statement of penalties for not yielding right-of-way to pedestrians.

3. Housing and Infrastructure

Vision Statement

The City will actively undertake the inspection of rental properties on a more frequent basis. The neighborhood will support the City in accomplishing the maintenance of streets, sidewalks and other physical infrastructure in a visually pleasing, historically consistent and environmentally sound manner. Utilities will be buried whenever possible with consideration always being given to minimizing damage to mature vegetation. Residents will take pride in the appearance of our neighborhood, actively reporting graffiti, refraining from littering, and removing litter when others fail to do so.

Neighborhood Goals

Goal 1: Obtain more frequent City inspection, inside and out, of all rental housing stock, including single family and two-flat rental houses.

Goal 2: Preserve and accentuate the historic character of the Tenney-Lapham neighborhood.

Goal 3: Enhance the character, beauty and safety of streets and sidewalks in the neighborhood.

HOUSING AND INFRASTRUCTURE GOALS, ACTION STEPS/PROJECTS, AND IMPLEMENTERS

Goal 1: Obtain more frequent City inspection, inside and out, of all rental housing stock, including single family and two-flat rental houses.

Discussion: This goal focuses on rental property. While all property is subject to external, street-view inspection (peeling paint, rotting porches, and deteriorating foundations) by the City, rental property is subject to both exterior and interior inspection. According to City policy, this is done every six years, but in fact does not occur. The result has been continued deterioration of housing stock in the neighborhood.

Goal 1 - ACTION STEPS/PROJECTS	IMPLEMENTERS
1. Adhere to the six-year inspection schedule currently in place. Seek approval of additional inspectors to implement a more frequent cycle.	1. Building Inspection Unit

Goal 2: Preserve and accentuate the historic character of Tenney-Lapham neighborhood.

Discussion: Preserving the historic character and the availability of diverse, quality-constructed, period housing contributes to the identity of our neighborhood and continues to be our goal.

Goal 2 - ACTION STEPS/PROJECTS	IMPLEMENTERS
<ol style="list-style-type: none"> 1. Install old style, dark-sky street lamps that are at pedestrian height in the commercial district. Over a multi-year period, replace all high “cobra” style streetlights in the Tenney-Lapham neighborhood with old style, pedestrian-height lighting. 2. Proceed with local landmark designation of the Fourth Lake Ridge Historic District and the Sherman Avenue Historic District (see Map 10 and Map 11). 3. Using historic district designation, control design and presence of historic porches and other details that define an historic area. 	<ol style="list-style-type: none"> 1. Neighborhood 2. TLNA, Alder 3. Dept. of Planning & Community & Economic Dvlpt.

HOUSING AND INFRASTRUCTURE GOALS, ACTION STEPS/PROJECTS AND IMPLEMENTERS

Goal 3: Enhance the character, beauty and safety of streets and sidewalks in the neighborhood.

Discussion: Poorly maintained streets are more than just safety issues. Well maintained infrastructure conveys the pride the City takes in its appearance and inspires residents to do the same with regard to their own properties. This is important everywhere, but is vital to the look and feel of the oldest areas of the City. The burden of burying wires should be shared by the City, especially in areas that might benefit from infrastructure improvements funded by a TIF district. Given underground utilities can cost as much as street reconstruction, alternative-financing strategies should be explored. For example, if we could assess 1/3 of the cost of undergrounding to benefiting properties, 1/3 to the utilities, and 1/3 to the City, this proposal might be broadly achievable.

Goal 3 - ACTION STEPS/PROJECTS	Goal 3- IMPLEMENTERS
<ol style="list-style-type: none"> 1. Bury telephone and power lines as part of all street reconstruction projects. 2. Reconstruct crumbling curbs and streets with very high crowns. 3. At high use pedestrian intersections (e.g. near Lapham School and Tenney Park), make curb cuts parallel to traffic flow and not diagonal. 4. Clean bus shelters regularly and remove graffiti within 24 hours. 5. Empty and repair trash bins and remove weeds growing up around bins. Display a phone number on bins to report damage or problems. 	<ol style="list-style-type: none"> 1. Engineering 2. Engineering 3. Engineering 4. Madison Metro 5. Streets

4. Economic Development - East Johnson Business District

Vision Statement

The Tenney-Lapham neighborhood will work with the East Johnson Business Association to create a cohesive, prosperous and distinctive retail district that builds on the existing strengths of artisan spirit and quality craftsmanship. The district will grow in retail diversity offering residents more opportunities to make purchases locally.

The continuation and growth of this district is vital to the neighborhood. As other areas of the neighborhood along East Washington Avenue and the Yahara River are developed for uses including business, all proposals must be evaluated to determine their impact on the viability of the East Johnson Business District.

Neighborhood Goals

Goal 1: Improve parking near East Johnson and North Paterson Streets.

Goal 2: Encourage more businesses in the 800 and 900 blocks of East Johnson Street.

Goal 3: Improve the visual appearance, accessibility and ambiance of the business district.

ECONOMIC DEVELOPMENT GOALS, ACTION STEPS/PROJECTS, AND IMPLEMENTERS

Goal 1: Improve parking near East Johnson and North Paterson Streets.

Discussion: Although large surface parking lots are not appropriate for this district, small “vest pocket” lots could be beneficial for businesses. Inadaptable or incompatible properties should be considered for this purpose if they become available.

Goal 1 - ACTION STEPS/PROJECTS	Goal 1 - IMPLEMENTERS
<ol style="list-style-type: none"> 1. Identify prospective sites for small off-street parking lots. A potential site is 911 East Johnson; a small lot in this location could serve the cluster of businesses near the North Paterson intersection. 2. Make street parking regulations more helpful to small businesses. For example, modify special Thursday and Friday morning street cleaning times to accommodate early business openings. 	<ol style="list-style-type: none"> 1. Business community 2. Street Superintendent

ECONOMIC DEVELOPMENT GOALS, ACTION STEPS/PROJECTS, AND IMPLEMENTERS

Goal 2: Encourage more businesses in the 800 and 900 blocks of East Johnson Street.

Discussion: A business directory was published which will be updated in 2007. Other strategies discussed in this plan such as returning East Johnson Street to two-way and increasing both residential and retail space in these blocks will strengthen and expand the business district. Continuous promotion of the district will also be beneficial. Examples of desired businesses could include design firms, art studios, and restaurants.

Goal 2 - ACTION STEPS/PROJECTS	Goal 2 - IMPLEMENTERS
<ol style="list-style-type: none"> 1. Plan an annual celebration that would include a sidewalk sale. 2. Print and distribute an East Johnson business guide. 3. Encourage joint advertising and promotional strategies similar to Art Walks and Gallery Nights. 	<ol style="list-style-type: none"> 1. E. Johnson Business Association, TLNA 2. E. Johnson Business Association, TLNA 3. E. Johnson Business Association, TLNA

ECONOMIC DEVELOPMENT GOALS, ACTION STEPS/PROJECTS, AND IMPLEMENTERS

Goal 3: Improve the visual appearance, accessibility and ambiance of the business district

Discussion: After the 1995 neighborhood plan, banners, bike racks, and some old style streetlights were installed. These enhancements are excellent but further progress can be made.

Goal 3 - ACTION STEPS/PROJECTS	Goal 3 - IMPLEMENTERS
<ol style="list-style-type: none"> 1. Place more bike racks on the sidewalks along Johnson Street. 2. Put planters on the sidewalk and/or hanging from the banner poles. 3. Extend the old style, pedestrian-height streetlights to the 900 block and 700 block of East Johnson Street. 4. Create more visible crosswalks on Johnson Street to clearly and safely guide pedestrians across the street. 5. Replace East Johnson Street banners that have been lost or damaged. 	<ol style="list-style-type: none"> 1. Traffic Engineering 2. Business community 3. Engineering 4. Traffic Engineering 5. TLNA, E. Johnson Business Association

5. Parks and Open Space

Vision Statement

Protect and improve the recreational opportunities, historical significance and environmental integrity of the parks, park facilities and green spaces in the neighborhood for all neighbors and parks users.

Neighborhood Goals

Goal 1: Reassess and revise park master plans in cooperation with the Parks Division and neighborhood residents.

Goal 2: Preserve the historic character of the landscape and structures in the neighborhood parks.

Goal 3: Provide for a balance of passive and active recreational activities in all neighborhood parks (including the Yahara River Parkway).

Goal 4: Protect parks and green spaces from encroachment by public infrastructure such as parking lots and paved areas. Add buffers of green space when parcels next to parks are developed or become available for public purchase.

Goal 5: Ensure safety in the parks.

Goal 6. Incorporate public art into the neighborhood parks.

PARKS AND OPEN SPACE GOALS, ACTION STEPS/PROJECTS, AND IMPLEMENTERS

Goal 1: Reassess and revise park master plans in cooperation with the Parks Division and neighborhood residents.

Discussion: The master plans for James Madison and Tenney Parks have not been revisited for a number of years. In the interim there have been a number of changes in the character and density of the neighborhood.

Goal 1 - ACTION STEPS/PROJECTS	Goal 1 - IMPLEMENTERS
<ol style="list-style-type: none"> 1. Develop cost estimates, timelines and prioritization for all goals in the parks master plans. 2. Pursue budget approval to implement maintenance projects, facilities and infrastructure improvements called for in the updated master plans. 	<ol style="list-style-type: none"> 1. Parks Division 2. Parks Division

PARKS AND OPEN SPACE GOALS, ACTION STEPS/PROJECTS, AND IMPLEMENTERS

Goal 2: Preserve the historic character of the landscape and structures in the neighborhood parks.

Discussion: The neighborhood is fortunate to have a number of historic structures in its parks. Some of these structures have fallen into disrepair by a combination of funding problems and/or lack of interest in the City in maintaining these structures.

Goal 2 - ACTION STEPS/PROJECTS	Goal 2 - IMPLEMENTERS
<ol style="list-style-type: none"> 1. Transfer the two historic properties at 640 and 646 East Gorham from Parks to another city entity (e.g. the Public Library) or to a private entity. Reverse the deferred maintenance on these structures. If sold, use the proceeds for James Madison Park improvements. 2. Maintain and restore historic bridges in Tenney Park. 3. Maintain and restore historic bathhouse at corner of Marston/Sherman in Tenney Park. Find suitable use for this structure, e.g., a volunteer work site or a community meeting space. 4. Maintain and restore Tenney Park Shelter or replace it with a new one of compatible design for the park. Keep bathrooms cleaned year round. 5. Remove the concrete stacks on the James Madison bathhouse to improve the view of the park. Maintain vegetation on top of the bathhouse. 6. Clean the Gates of Heaven parking lot and driveway on a May 1 to November 15 schedule. 7. Continue removal of non-native vegetation in Tenney Park and replant with vegetation as detailed in historic planting designs for the park. 8. Have a sign made detailing the historical significance of Tenney Park. 	<ol style="list-style-type: none"> 1. Department of Planning & Community & Economic Development 2. Parks Division, Madison Trust, Historic Madison 3. Parks Division, Madison Trust, Historic Madison 4. Parks Division 5. Parks Division 6. Parks Division 7. Parks & Volunteers 8. TLNA

PARKS AND OPEN SPACE GOALS, ACTION STEPS/PROJECTS, AND IMPLEMENTERS

Goal 3: Provide for a balance of passive and active recreational activities in all neighborhood parks (including the Yahara River Parkway) as approved in the master plan updates.

Discussion: There is a lack of infrastructure in many of the neighborhood parks. These infrastructure problems range from a failure of the city to replace damaged structures to changing patterns of usage in neighborhood parks.

Goal 3 - ACTION STEPS/PROJECTS	Goal 3 - IMPLEMENTERS
<ol style="list-style-type: none"> 1. Restore the dock at Giddings Park. 2. Add more park facilities for adults, including: <ol style="list-style-type: none"> a. benches in Tenney Park and the Yahara River Parkway. b. horseshoes and bocce court in Tenney Park. c. adult exercise equipment in a neighborhood park. 3. Add stone access dock along the west bank of the Yahara River Parkway at the end of Dayton Street. 4. Follow recommendations of the Reynolds Park ad hoc committee regarding development of Reynolds Park including: <ol style="list-style-type: none"> a. Rehabilitate the grass playing surface. b. Create an entryway at the corner of East Mifflin Street and North Paterson with landscaping, benches and walkway. Move the sign here from its current location on Dayton Street near the playground. c. Provide nets for the soccer posts. d. Install water access for the garden area at East Dayton and North Paterson. e. Replace the swing set in the current playground. f. Add a bicycle rack. g. Provide benches, game tables and adult exercise equipment. h. Provide operational lights for the tennis court. i. Install another set of access stairs to the tennis court. j. Plant more trees where feasible. k. Provide more utilization along Livingston Street side, such as hopscotch and 4-square lines on the pavement and use of the wall for tennis and handball practice. 	<ol style="list-style-type: none"> 1. Parks Division 2. Parks Division 3. Parks Division 4. Parks Division

PARKS AND OPEN SPACE GOALS, ACTION STEPS/PROJECTS, AND IMPLEMENTERS

Goal 4: Protect parks and green spaces from encroachment by public infrastructure such as parking lots and paved areas. Add buffers of green space when parcels next to parks are developed or become available for public purchase.

Discussion: With new developments being proposed in the neighborhood, there will be an increasing need for more green space to accommodate the increased density.

Goal 4 - ACTION STEPS/PROJECTS	Goal 4 - IMPLEMENTERS
<ol style="list-style-type: none"> 1. If the Reynolds Crane property west of Livingston Street becomes available, acquire the area and connect it to Reynolds Park by removing all or part of the 100 block of North Livingston. 2. Vacate (tear up and remove) part of North Brearly Street between Sherman Avenue and Lake Mendota and incorporate it into Giddings Park. Replace the street with a lane for pedestrian, bicycle and utility access. 	<ol style="list-style-type: none"> 1. Parks Division 2. Engineering

PARKS AND OPEN SPACE GOALS, ACTION STEPS/PROJECTS, AND IMPLEMENTERS

Goal 5: Ensure safety in the parks.

Discussion: Neighborhood residents' safety is crucial for enjoyment and usage of area parks.

Goal 5 - ACTION STEPS/PROJECTS	Goal 5 - IMPLEMENTERS
<ol style="list-style-type: none"> 1. Examine all neighborhood parks to identify areas where lighting is deficient and propose and approve lighting improvements for the capital budget. 2. Approach Madison Police Department to develop strategies to reduce vagrancy. 3. In coordination with landscape restoration plans, clear underbrush and vines in Tenney Park, Giddings Park and behind Burr Jones Park to discourage overnight sleeping. 	<ol style="list-style-type: none"> 1. Parks Division 2. Police Department 3. Parks Division, TLNA volunteers

PARKS AND OPEN SPACE GOALS, ACTION STEPS/PROJECTS, AND IMPLEMENTERS

Goal 6: Incorporate public art into neighborhood parks.

Discussion: There is very little public art in the parks within the Tenney-Lapham neighborhood when compared with other parks in the city.

Goal 6 - ACTION STEPS/ PROJECTS	IMPLEMENTERS
1. Obtain funding for an installation and maintenance endowment for at least two public art pieces in neighborhood parks.	1. Parks Division, TLNA

6. Community Enhancement

Vision Statement

Lapham Elementary School and Tenney Park represent the identity of our neighborhood. Tenney Park is an historic jewel in our midst and our local school embodies the past, present and future of our families. The neighborhood is committed to keeping Lapham School open. The neighborhood seeks to enhance these two resources as the focus for building a stronger sense of community. We will work with the Madison Metropolitan School District (MMSD) to foster a stronger link between the school and the community and to identify strategies to ensure that the school facility is not considered off-limits for neighborhood use after normal school hours and on weekends.

Neighborhood Goals

Goal 1: Use Lapham School as a location and focal point for neighborhood activities after school hours.

Goal 2: Promote more neighborhood interaction, mutual support and sense of community.

COMMUNITY ENHANCEMENT GOALS, ACTION STEPS/PROJECTS, AND IMPLEMENTERS

Goal 1: Use Lapham School as a location and focal point for neighborhood activities after school hours.

Discussion: Lapham School could provide a venue for community events and activities, such as neighborhood association meetings, neighborhood computer access, crafts classes, and book clubs, just to name a few possibilities.

Goal 1 - ACTION STEPS/PROJECTS	IMPLEMENTERS
1. Begin discussions with Madison Metropolitan School District on strategies for pursuing this goal.	1. TLNA

COMMUNITY ENHANCEMENT GOALS, ACTION STEPS/PROJECTS, AND IMPLEMENTERS

Goal 2: Promote more neighborhood interaction, mutual support and sense of community.

Discussion: We continue pursue the goals in the 1995 neighborhood plan for (1) quality of life and (2) awareness of available services to all residents especially youth and the elderly. We do not have a physical location for delivery of services but we have a strong neighborhood association, a high quality quarterly newsletter, and a tradition of caring and working together. We have a long tradition of food-centered gatherings (winter pot luck, pancake supper, ice cream social) sponsored by the neighborhood association.

Goal 2 - ACTION STEPS/PROJECTS	Goal 2 - IMPLEMENTERS
<ol style="list-style-type: none"> 1. Establish a significant, annual community event in Tenney Park – “The Tenney Lapham Neighborhood Association Annual Picnic” between August 15th and Labor Day to welcome new neighbors, initiate or renew TLNA memberships, listen to local musicians (including student talent), enjoy delicious food, and celebrate living in our neighborhood. 2. Develop an annual roster of neighborhood teens who would like to be hired for snow shoveling, grass cutting, pet sitting and other jobs. 3. Undertake a needs assessment of senior citizens living in the neighborhood and pursue service delivery strategies with various entities including Wil-Mar and other senior service agencies. 4. Use the newsletter to inform residents of the availability of services and community building activities. 5. Maintain neighborhood association memberships in the Safe Community Coalition, the East Isthmus Neighborhoods Planning Council, Downtown Madison Inc., the Urban League and the Tenant Resource Center. 	<ol style="list-style-type: none"> 1. TLNA 2. TLNA 3. TLNA 4. TLNA 5. TLNA

MAPS

Map 1 Tenney-Lapham Neighborhood Plan

Planning Area

 Tenney Lapham
Planning Area

Population Information

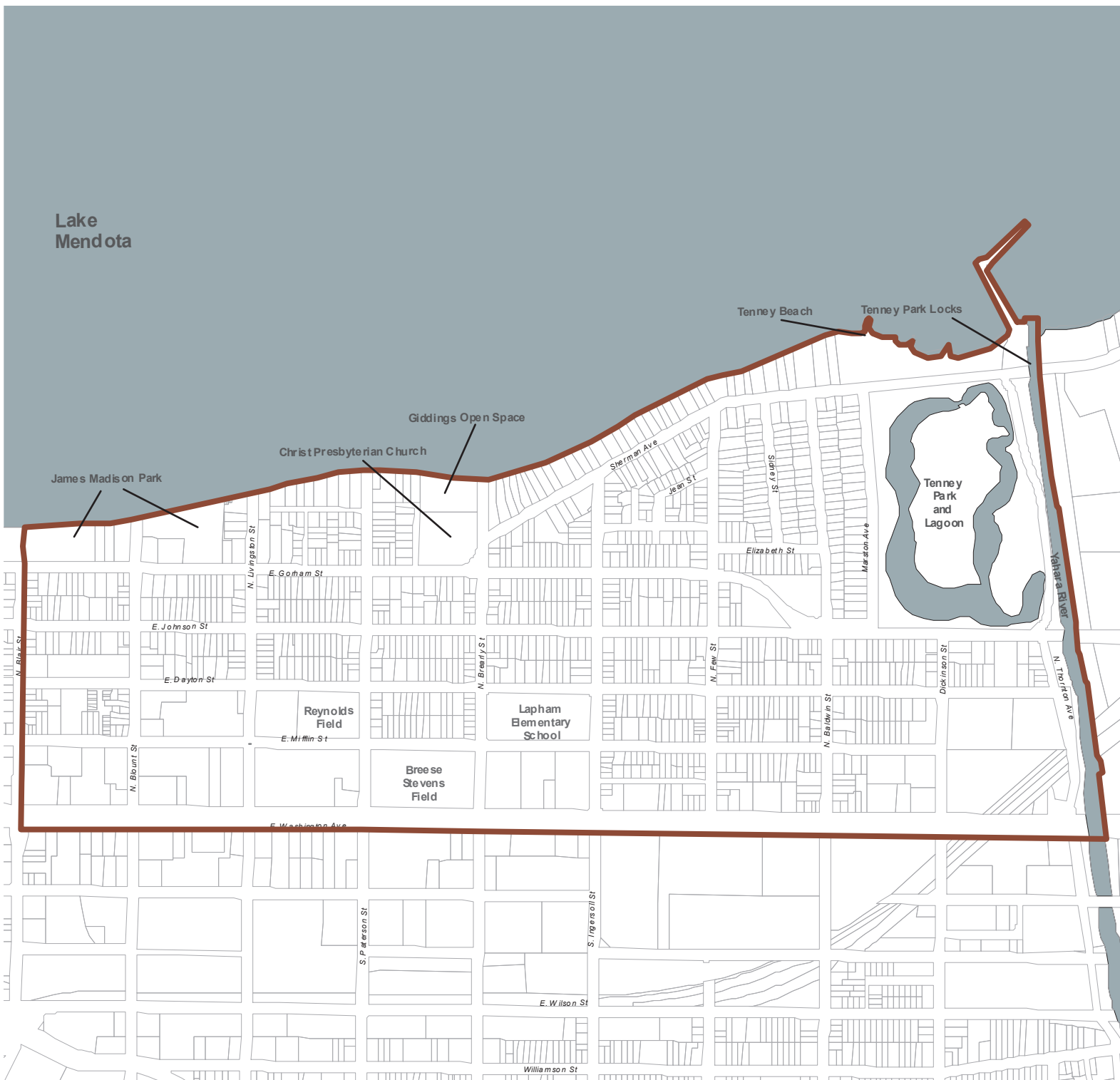
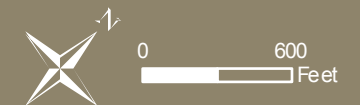
Source: 2000 US Census

Total Census Tract 18 Population: 5,803

Note - CT 18 includes Sherman Terrace and that portion of the Town of Madison between Fordham Avenue and Sherman Avenue northeast of Sherman Terrace

	Female	Male
0-17	363	269
18-24	802	714
25-34	756	989
35-49	560	671
50-59	181	166
60-69	101	67
70+	107	53
TOTAL	2,929	2,870

Source: Department of Planning &
Development Planning Unit,
Printed December 6, 2006, LAH



Map 2 Tenney-Lapham Neighborhood Plan

Existing Zoning

 Tenney Lapham Planning Area

Residential District

- R2 Single-Family
- R3 Single-Family & Two-Family
- R4 Single-Family to 8 Units
- R5 Multi-Family
- R6 Multi-Family

Commercial District

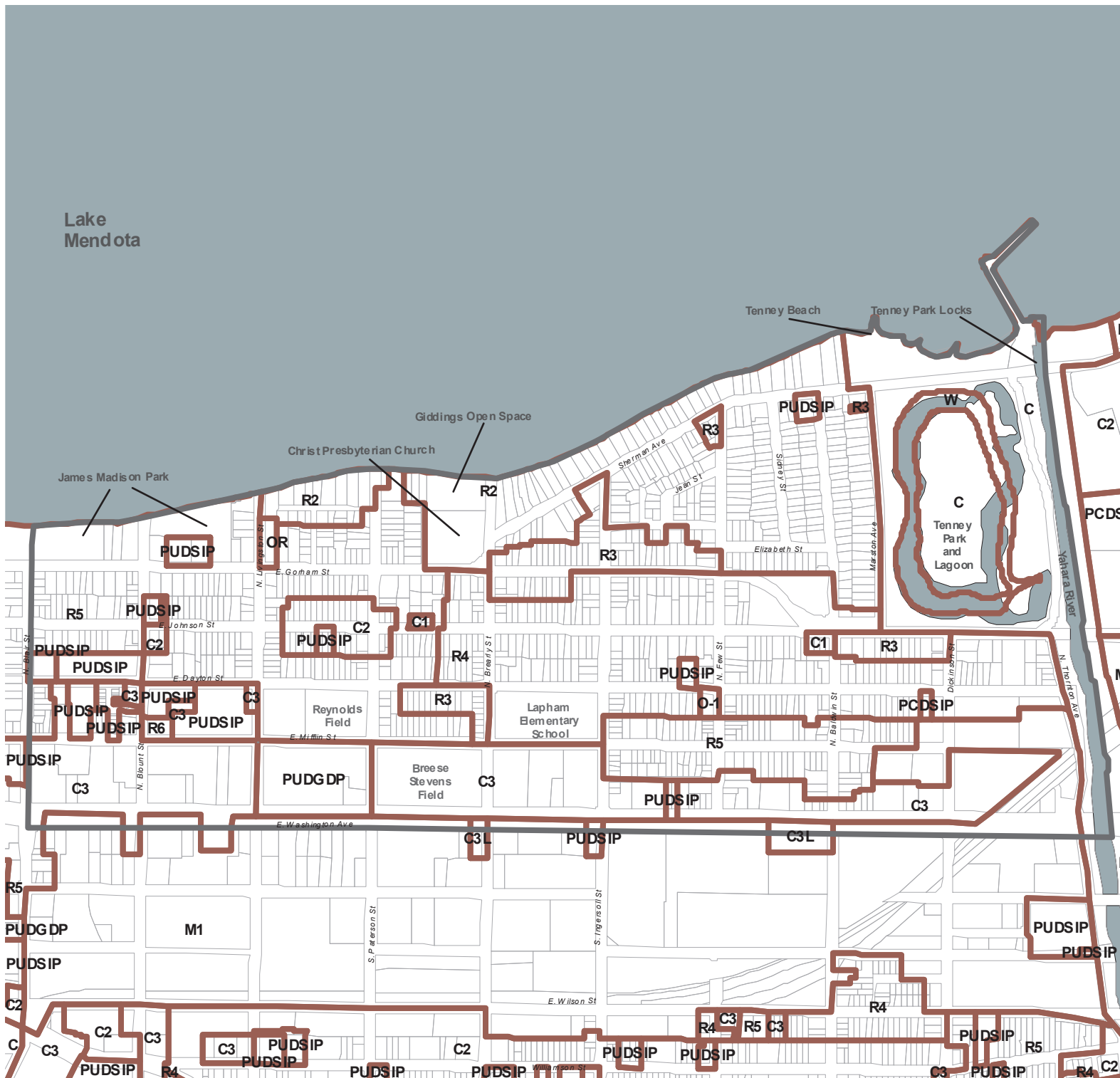
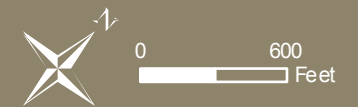
- C1 Limited Commercial
- C2 General Commercial
- C3 Highway Commercial
- O1 Limited Office-Residential
- PUD-SIP Planned Unit Development Specific Implementation Plan

Other Districts

- C Conservancy
- M1 Limited Manufacturing
- W Wetland

Residential Parcels	1,042	90.8%
Non-Residential Parcels	106	9.2%
TOTAL Parcels	1,148	100.0%

Source: Department of Planning & Community & Economic Development Planning Division
Printed March 29, 2007 LAH



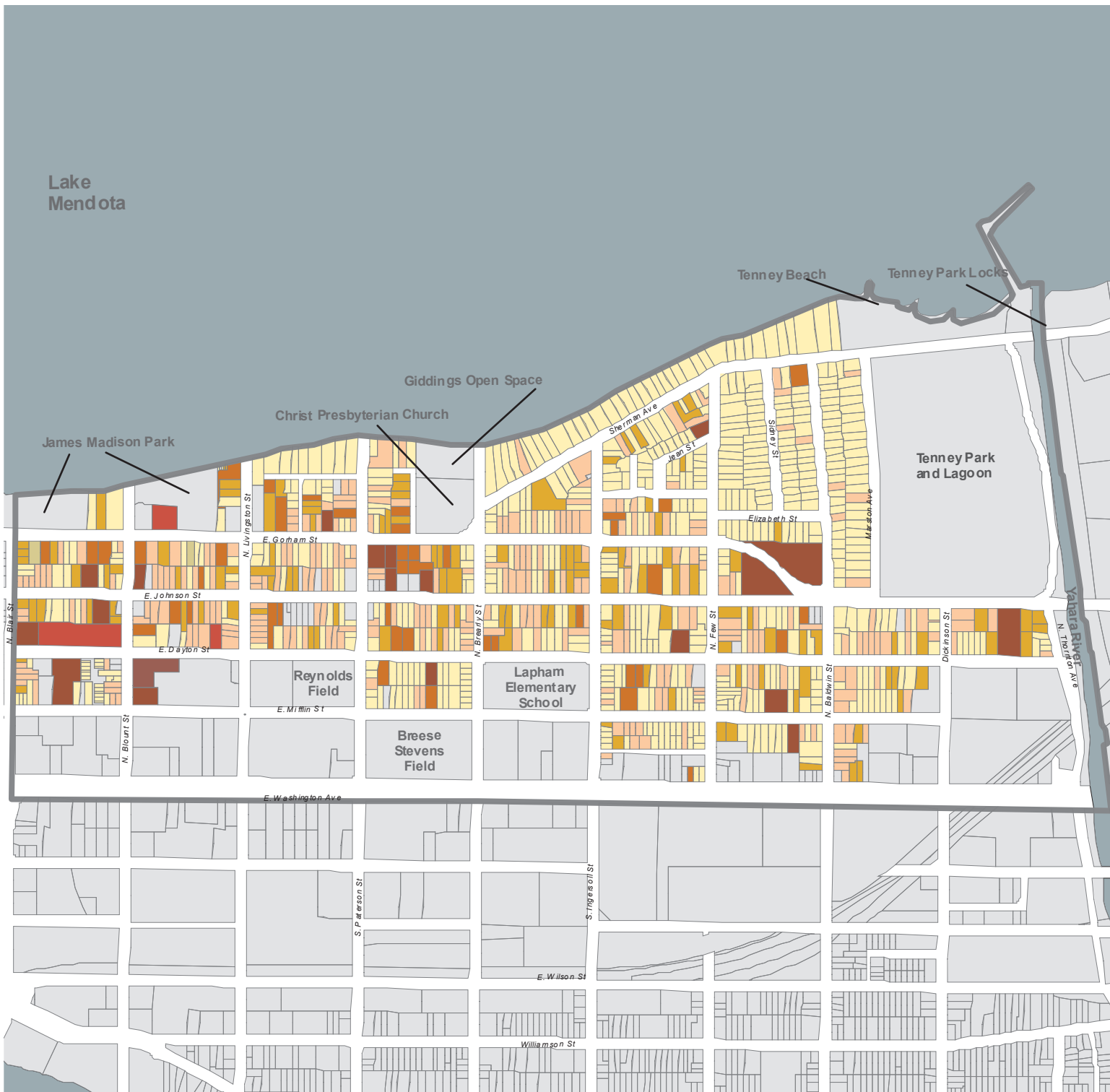
Map 3 Tenney-Lapham Neighborhood Plan

Types of Residential Structures



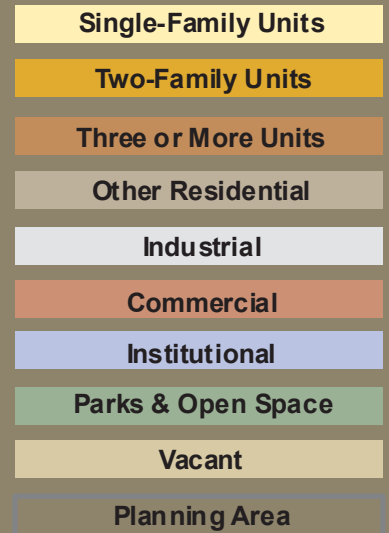
Single-Family	592	57.1%
Two-Family	262	25.5%
3-4 Units	118	11.4%
5-8 Units	42	4.0%
9-24 Units	20	1.9%
25-50 Units	4	0.4%
STRUCTURES	1,038	100.0%

Source: Department of Planning
& Community & Economic
Development, Planning Division
Printed March 29, 2007 LAH



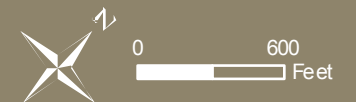
Map 4 Tenney-Lapham Neighborhood Plan

Existing Land Use



	Number	%
Single-Family	592	51.6%
Two-Family	262	22.8%
Three or More Units	184	16.0%
Other	2	0.2%
Commercial	78	6.8%
Industrial	12	0.2%
Institutional	2	1.0%
Parks & Open Space	9	0.8%
Vacant	7	0.6%
TOTAL PARCELS	1,148	100.0%

Source: Department of Planning
& Community & Economic
Development, Planning Division
Printed March 29, 2007 LAH



Map 5

Tenney-Lapham Neighborhood Plan Land Use Recommendations

Map Notes

(1) 700 Block of East Johnson Street

The west end of this block has business today. While near-term goals for growth of the E. Johnson Business District focus on the 800 and 900 blocks, the long-range vision anticipates expansion of the NMU district to the 700 block as well.

(2) 1200 Block of East Johnson Street

The multiple storefront structure on the east end of this block has been partially converted to residential use. Continued business use of the rest of this structure is appropriate within this LDR/MDR1 area.

(3) 1000 block of East Washington Avenue

Madison Dairy and CarX Muffler occupy this block. At present, neither business plans to relocate. If that changes, future uses under the E and MDR2 designations are desired. Building design standards specific for the 800 block of East Washington would apply. Desired employment uses could include business incubators, design firms, software, advertising, research, or other specialized employers.

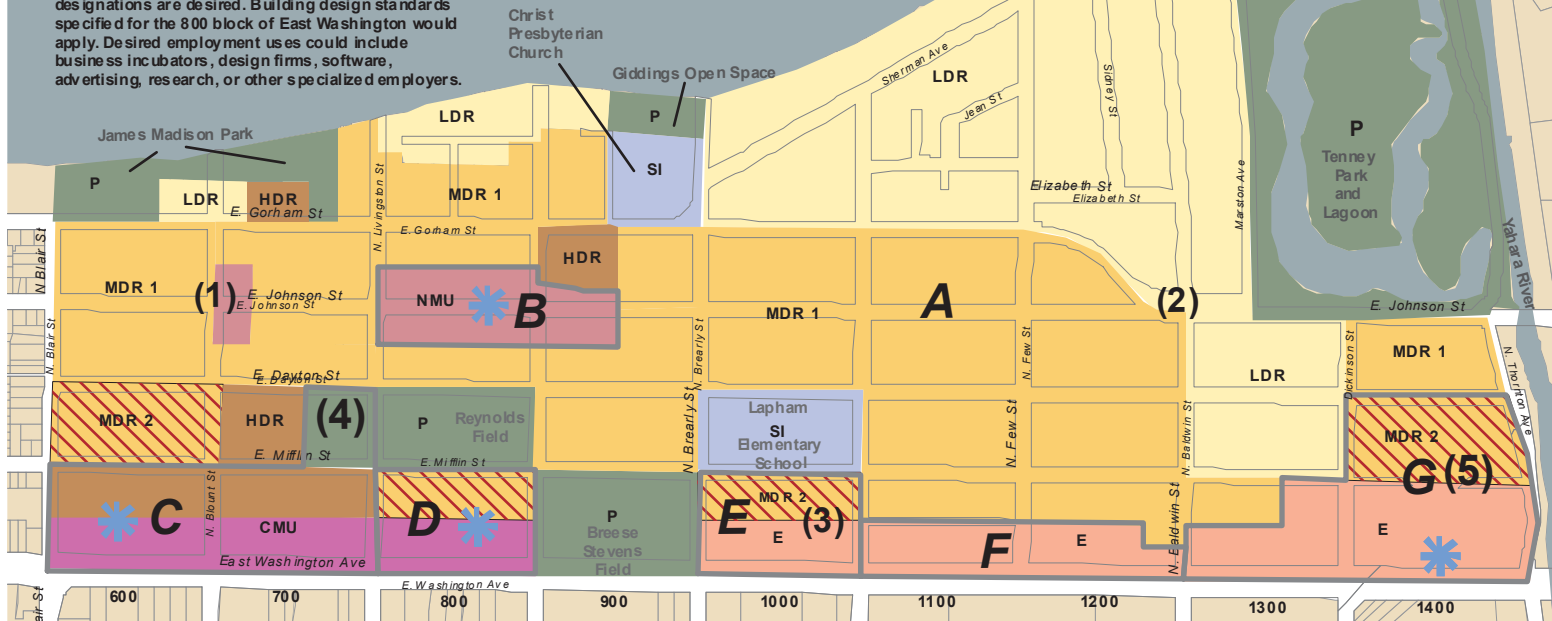
(4) Reynolds Park Expansion

If the Reynolds Crane Service Property becomes available, it should be redeveloped, at least in part, as an enlargement of Reynolds Park. The park expansion would also include removing all or part of the 100 block of North Livingston Street and replacing it with a pedestrian and bicycle lane. Ultimately, Reynolds Field will become a "village green" with residential structures facing it on all four sides.

(5) Trachte-Washington Square Property

The MDR2 block should be developed for primarily residential use, with some limited recreational business use along the Yahara River Parkway. Some neighborhood-serving businesses can also be located on this block. Spacing of buildings should be designed to allow sight lines from the neighborhood and avoid the sense of a wall

between the neighborhood and the river. Mifflin Street should be re-established in the 1400 block to serve new development and should cul-de-sac at the Yahara River Parkway for motor vehicles but allow access for pedestrians and bicycles to the parkway. Some residential uses on the south side of Mifflin Street are also acceptable.



RESIDENTIAL DISTRICTS

LDR Low Density (0-15 units/acre)

MDR Medium Density (16-40 units/acre)

16 to 25 units/acre

26 to 40 units/acre

HDR High Density (41 - 60 units/acre)

MIXED USE DISTRICTS

NMU Neighborhood Mixed Use

CMU Community Mixed Use

COMMERCIAL/EMPLOYMENT DISTRICTS

E Employment

OPEN SPACE - AGRICULTURE DISTRICTS

P Park and Open Space

SPECIAL DISTRICTS

SI Special Institutional

SPECIAL OVERLAY DESIGNATIONS

TOD Transit Oriented Development (Conceptual Locations)

Source: Department of Planning & Community & Economic Development, Planning Division
Printed March 29, 2007 LAH



Land Use Categories

LDR Low Density Residential - Less than 16 units per acre. Acceptable housing types are single-unit detached houses, two and three flats, row houses, and small apartment buildings (maximum of 4 units). Design standards are discussed in the Land Use section of the neighborhood plan.

MDR1 Medium Density Residential 1 - 16 to 25 units per acre. While density is slightly higher than LDR, acceptable housing types and design standards are the same as LDR.

MDR2 Medium Density Residential 2 - 26 to 40 units per acre. Acceptable housing types are generally the same as LDR, but with no fixed maximum on the number of units in row houses or apartments. Design standards are discussed in the Land Use Section of the neighborhood plan.

HDR High Density Residential - 41 to 60 units per acre. Established sites are Lincoln School Condominiums, Norris Court Apartments, Das Kronenburg Condominiums and Old Market Place Apartments. New HDR development can occur in the 600-700 blocks of Mifflin Street with no fixed limits on size or units. Maximum facade height on Mifflin is 3 stories and step-back heights are limited by a 30-degree view line from the Mifflin facade top.

NMU Neighborhood Mixed Use - Average net density of 16 to 40 dwelling units per acre. In general, pedestrian and transit-oriented design principles should be applied. East Johnson Street is a metro transit route. It was historically, and may again be, a streetcar route. Ground floor retail with residential units above is an appropriate design for new structures built in this district. However, the neighborhood does not seek to eliminate all ground floor residential from these blocks. New structures may be 100% commercial or 100% residential, in addition to mixed use. Adaptive-use of existing residential structures to business uses (such as galleries or cafes) is also supported.

CMU Community Mixed Use - Average net density of 41 to 60 units per acre. Design standards are discussed in the neighborhood plan. Uses are retail, residential, service, professional, office, institutional and civic. Big Box retail is not appropriate for this area.

E Employment - Non-residential. No fixed limit on size but should be compatible with scale of surrounding uses. Recommended predominantly as office, research and specialized employment areas. Does not include retail and consumer services.

Map 6 Tenney-Lapham Neighborhood Plan

Current Arterial and Collector Streets

 Tenney Lapham
Planning Area

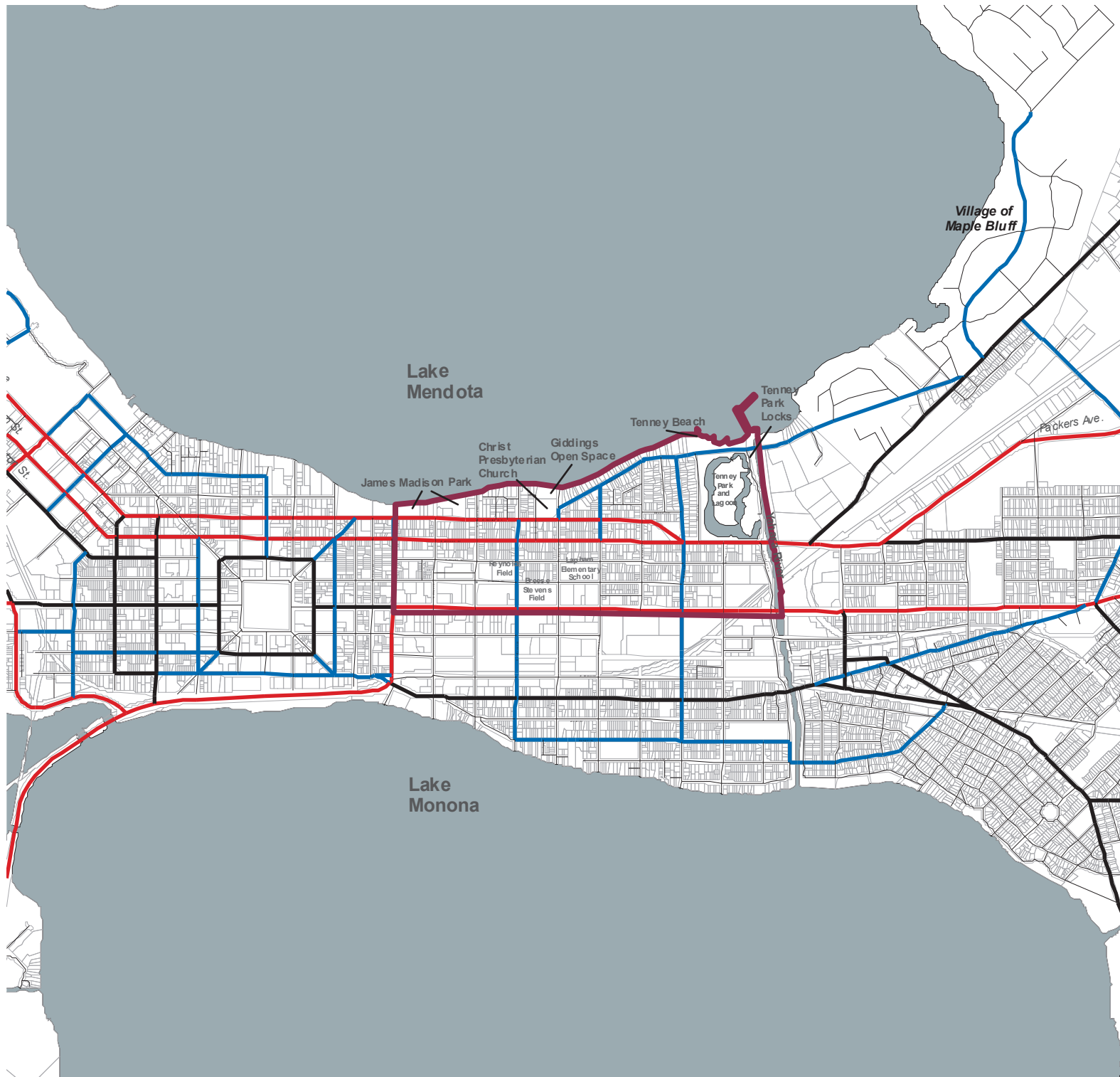
 Principal Arterials

 Primary Arterial

 Standard Arterial

 Collector Street

 Local Street



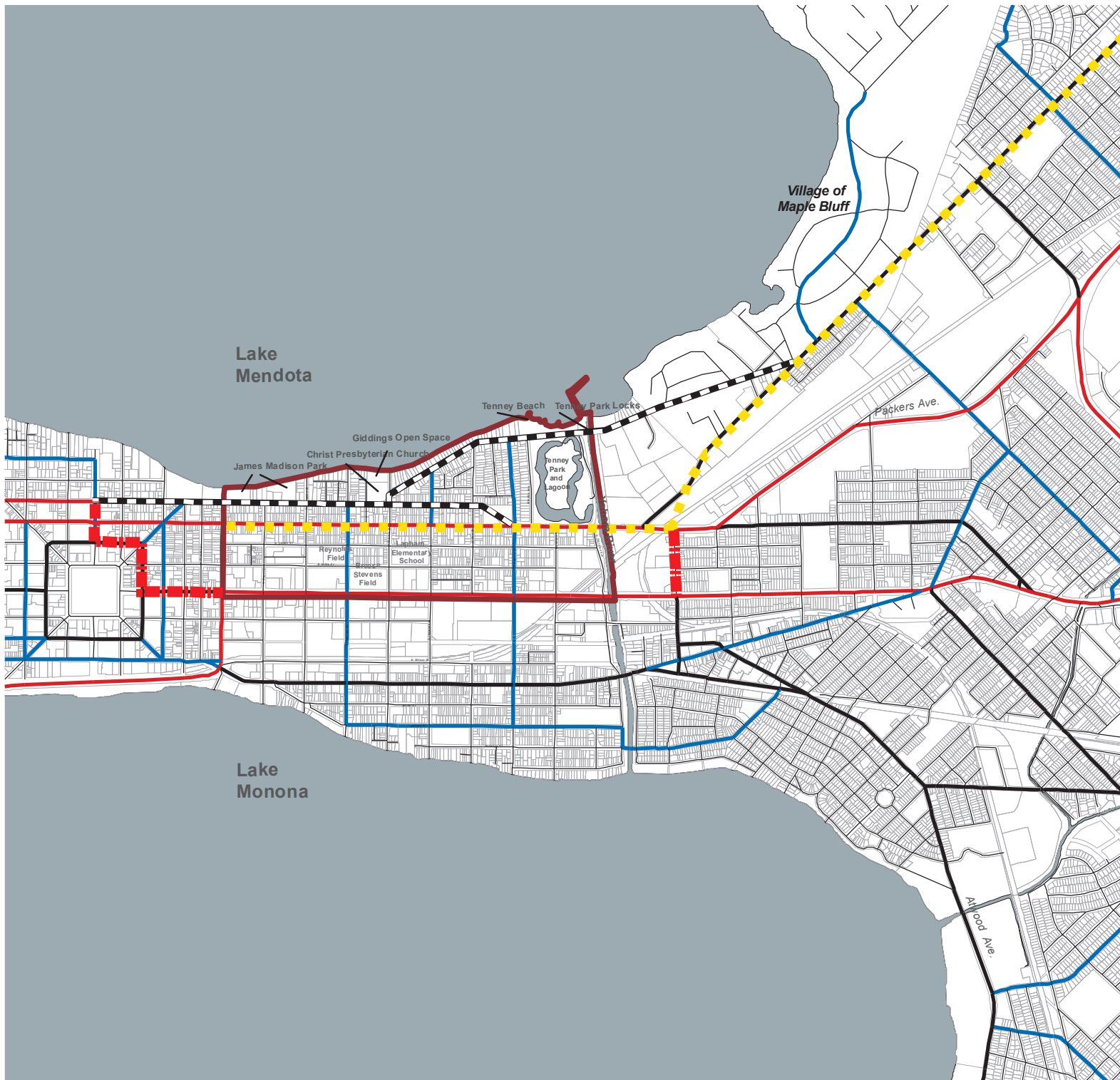
Source: Department of Planning
& Community & Economic
Development, Planning Division
Printed March 29, 2007 LAH












0 600
Feet

Map 7 Tenney-Lapham Neighborhood Plan

Proposed Arterial and Collector Streets



-  Tenney Lapham Planning Area
-  Proposed Local Streets
-  Proposed Collectors
-  Proposed Primary Arterials
-  Principal Arterials
-  Primary Arterial
-  Standard Arterial
-  Collector Street
-  Local Street

Source: Department of
Planning & Community &
Economic Development
Planning Division
Printed March 29, 2007 LAH

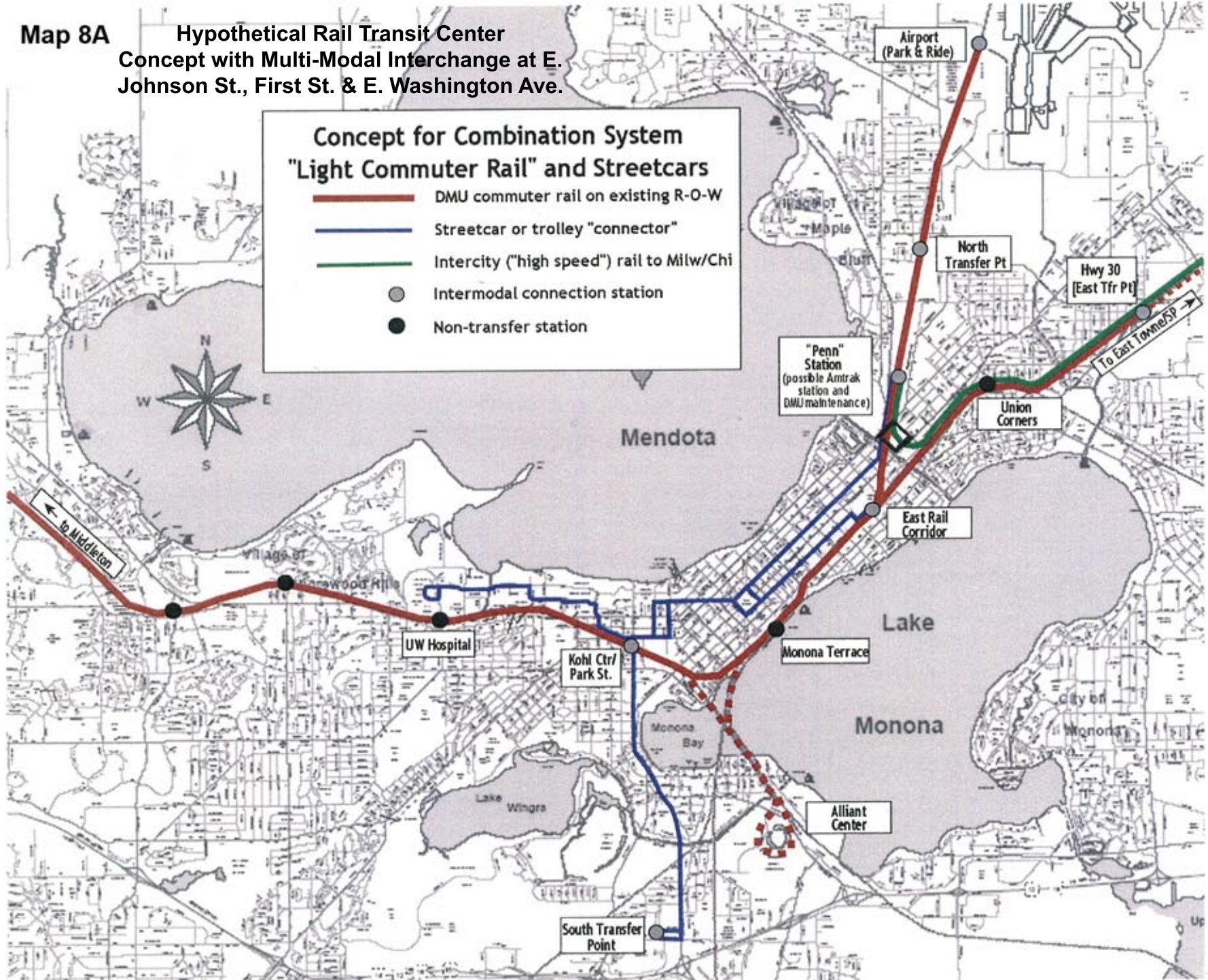


Map 8A

Hypothetical Rail Transit Center
Concept with Multi-Modal Interchange at E.
Johnson St., First St. & E. Washington Ave.






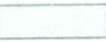

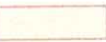


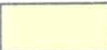

**Concept for Combination System
"Light Commuter Rail" and Streetcars**

- DMU commuter rail on existing R-O-W
- Streetcar or trolley "connector"
- Intercity ("high speed") rail to Milw/Chi
- Intermodal connection station
- Non-transfer station



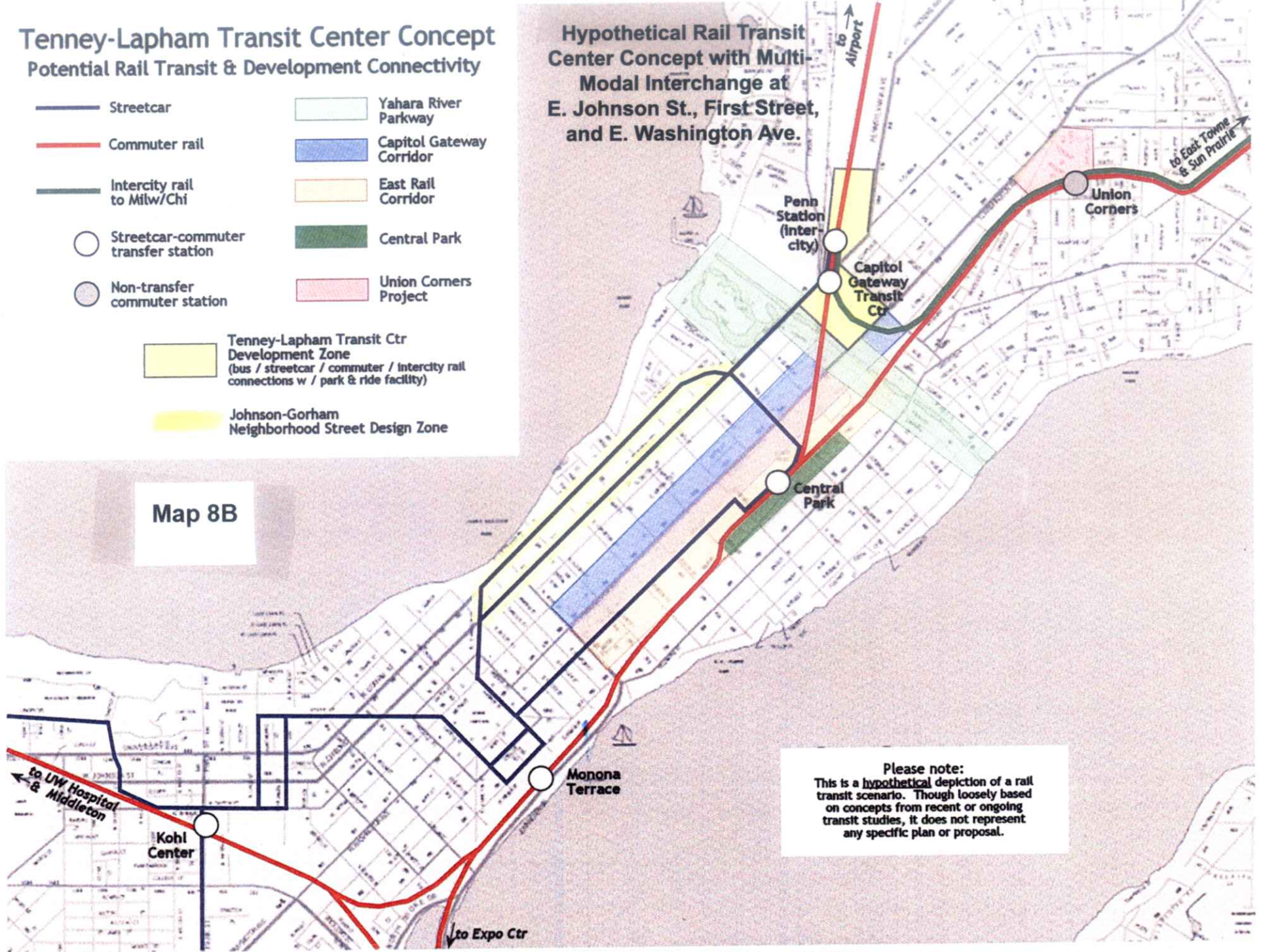
Tenney-Lapham Transit Center Concept

Potential Rail Transit & Development Connectivity

-  Streetcar
-  Commuter rail
-  Intercity rail to Milw/Chi
-  Streetcar-commuter transfer station
-  Non-transfer commuter station
-  Yahara River Parkway
-  Capitol Gateway Corridor
-  East Rail Corridor
-  Central Park
-  Union Corners Project
-  Tenney-Lapham Transit Ctr Development Zone (bus / streetcar / commuter / intercity rail connections w / park & ride facility)
-  Johnson-Gorham Neighborhood Street Design Zone

Hypothetical Rail Transit Center Concept with Multi-Modal Interchange at E. Johnson St., First Street, and E. Washington Ave.






Map 8B

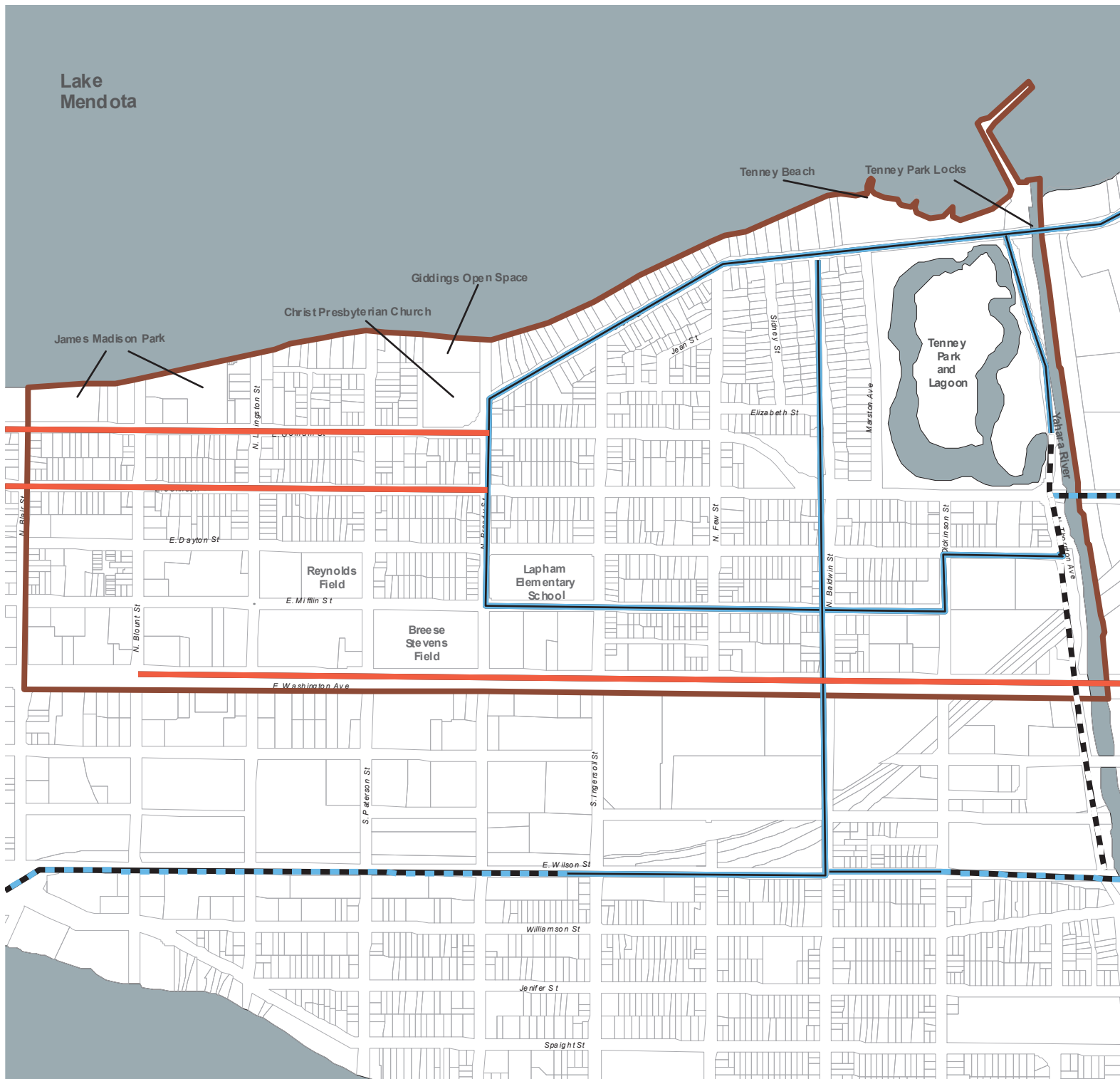


Please note:
This is a hypothetical depiction of a rail transit scenario. Though loosely based on concepts from recent or ongoing transit studies, it does not represent any specific plan or proposal.

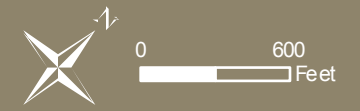
Map 9 Tenney-Lapham Neighborhood Plan

Existing Bike Routes, Paths, and Lanes

-  Tenney Lapham Planning Area
-  Bike route
-  Bike path/route
-  Bike path
-  Bike lane



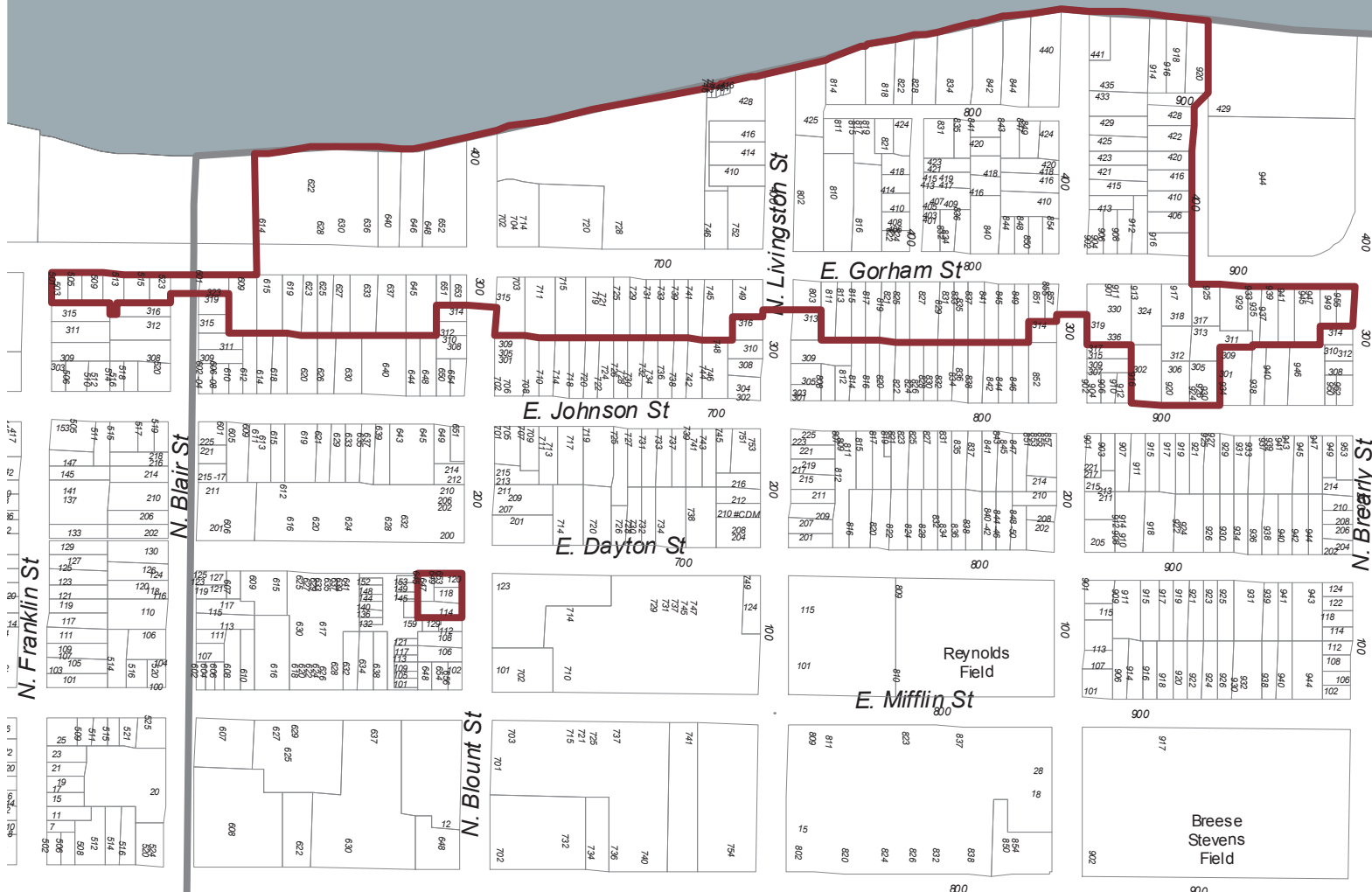
Source: Department of Planning
& Community & Economic
Development, Planning Division
Printed March 29, 2007 LAH



Map 10

Tenney-Lapham Neighborhood Plan

Fourth Lake Ridge Historic District

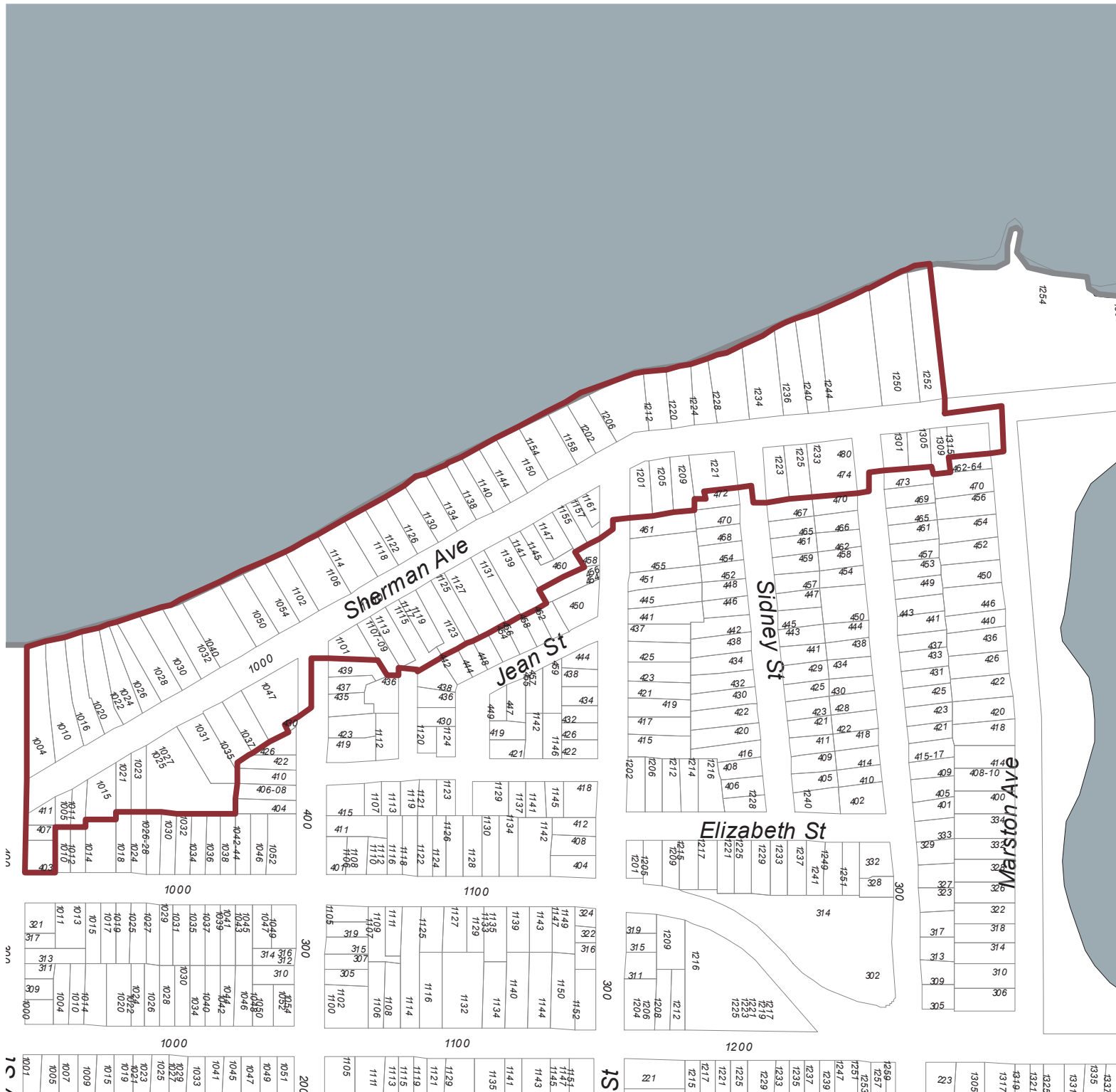


Source: Department of Planning & Development
Planning Unit, Printed June 12, 2007
LAH



Map 11 Tenney-Lapham Neighborhood Plan

Sherman Avenue Historic District



Source: Department of Planning & Development
Planning Unit, Printed June 12, 2007
LAH



APPENDICES

APPENDIX 1

Glossary of Land Use Terms

GLOSSARY OF LAND USE TERMS

1. Low Density Residential (LDR)	Less than 16 units per acre. Recommended housing types are single-unit detached houses, two and three flats, row houses, and small apartment buildings (maximum of 4 units).
2. Medium Density Residential 1 (MDR1)	16 to 25 units per acre. Slightly higher density than LDR. Recommend housing types are the same as LDR.
3. Medium Density Residential 2 (MDR2)	26 to 40 units per acre. Recommend housing types are the same as LDR, but with no fixed maximum on the number of units in row houses or apartments.
4. High Density Residential (HDR)	41 to 60 units per acre. No fixed limits on building size or units other than as set in the text of the neighborhood plan.
5. Neighborhood Mixed Use (NMU)	Average net density of 16 to 40 dwelling units per acre. Typically located on a transit route. Single tenant or multi-tenant commercial buildings not greater than 10,000 gross square feet. Grocery stores allowable up to 25,000 gross square feet. Recommended uses are neighborhood-serving commercial buildings. Some specialty businesses may serve wider markets. There is no fixed maximum number of dwelling units provided the building's scale is appropriate. Generally, the scale of buildings will be small when the adjacent neighborhood is Low Density or Medium Density. Flexible use buildings that may be converted between residential and non-residential use. Some building uses within an NMU area may be 100% residential or 100% commercial. Other uses are urban plazas, greens and squares.
6. Community Mixed Use (CMU)	Average net density of 41 to 60 dwelling units per acre. Typically located on a transit route. No fixed limits on building size or units other than as set in a neighborhood plan. Uses are retail, residential, service, professional, office, institutional and civic. CMU districts are typically larger than NMU, may extend several blocks in each direction, and are intended to include a much wider range of non-residential activities.

GLOSSARY OF LAND USE TERMS

7. Employment (E)	Non-residential. No fixed limit on building size but should be compatible with scale of surrounding uses. Recommended predominately as office, research and specialized employment areas. Generally does not include retail and consumer services.
8. General Commercial (GC)	Non-residential. No fixed limit on building size but should be compatible with scale of surrounding uses. May include a wide range of commercial uses.
9. Parks and Open Space (P)	Park, recreation, open space and conservancy land uses.
10. Special Institutional (SI)	Uses are usually schools and large places of assembly and worship. Buildings often exceed 50,000 square feet.
11. Tax Incremental Financing (TIF) and TIF District (TID)	A municipal funding strategy that identifies a block or district (set of blocks) for targeted investment and development. The pre-development tax base is identified and frozen. Increased taxes resulting from the development – the “increment” – are kept in a separate fund over a number of years and are used to support various improvements within the designated borders of the area.

APPENDIX 2
Downtown East Isthmus Streets, Street Width,
Neighborhood Roles,
and Vehicle Mobility Roles

Downtown and East Isthmus Streets Street Width, Neighborhood Roles, and Vehicle Mobility Roles

	Paved Street Width (ft.)	Neighborhood Roles		Vehicle Mobility Roles	
		Zoning (% of frontage)		Classification (speed) 1/	Average Daily Traffic 2/
		Residential	Commercial or Industrial		
E. Johnson St.	42	65	35	Primary Arterial (30-45)	20,200
E. Washington Ave.		20	80	Primary Arterial (30-45)	54,700
Gorham St.	30	100	0	Primary Arterial (30-45)	20,250
John Nolen Dr.				Primary Arterial (30-45)	45,850
Atwood Ave.	44	25	75	Standard Arterial (30-45)	24,300
E. Johnson St. east of 2nd St.		90	10	Standard Arterial (30-45)	10,650
Fair Oaks Ave.		50	50	Standard Arterial (30-45)	14,700
Milwaukee St.		85	15	Standard Arterial (30-45)	22,950
Williamson St.	48	10	90	Standard Arterial (30-45)	20,700
Division St.		80	20	Collector (30-45)	
Spaight St.		100	0	Collector (30-45)	1,350
Waubesa St.		50	50	Collector (30-45)	
Winnebago St.		50	50	Collector (30-45)	3,050

1/ "Speed" is desirable design speed range for a street of this classification, according to WisDOT Facilities Development Manual 2/1999 data.

This chart was compiled by William Warlick using the following sources: Dane County Model TND Ordinance (2004), WisDOT Facilities Design Manual, and City of Madison 1999 Traffic Flowmaps.

APPENDIX 3

Capitol Neighborhoods, Marquette, Schenk- Atwood-Starkweather Creek-Yahara, Tenney- Lapham Transportation Letter

Capitol Neighborhoods, Marquette, Schenk-Atwood-Starkweather-Yahara, Tenney-Lapham

September 16, 2005

To: Alder Brian Benford
Alder Austin King
Alder Brenda Konkel
Alder Judy Olson
Alder Larry Palm
Alder Mike Verveer

Dear Alders:

The downtown and east isthmus neighborhood associations - Capitol Neighborhoods Inc., Marquette, Schenk-Atwood-Starkweather-Yahara and Tenney-Lapham - are requesting a joint meeting with the six of you and representatives of each of our associations to discuss traffic and transportation issues facing our neighborhoods.


Over the last year, our associations have engaged in earnest discussions about this topic. It has become clear to us that effective land-use planning for our neighborhoods and the area as a whole depends on bringing land-use and street-use into a consistent relationship. Put simply, successful land use depends on compatible street use.

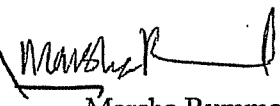
It has also become clear that effective street-use planning needs to involve a constituency larger than any one neighborhood. A comprehensive planning and implementation strategy that includes the entire area is essential to achieve substantive, long-range improvements. We have described this vision for comprehensive street-use planning in the attached document "East Isthmus and Downtown Neighborhoods Street Use Planning". All four neighborhood associations have formally endorsed the planning process proposed in this document.

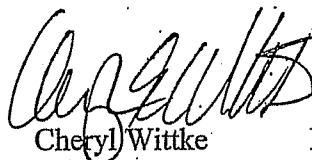
We recommend that the city create a street use master plan that will support the land use goals for the downtown and east isthmus neighborhoods. The time is right. With the passage of the Capitol Gateway Corridor TID, the impetus of the East Washington Gateway BUILD, and the reconstruction of East Washington Avenue, the timely resolution of land-use and street-use objectives is becoming more and more important to the future development of the city. The success of this new development on East Washington and the continuing vitality and viability our neighborhoods depend on acknowledging and positively addressing the role of our streets in supporting our land use objectives.

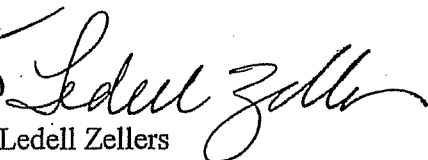
These traffic- and transportation-related issues of downtown and isthmus preservation and growth are challenging, but not unsolvable in the long term. Let's begin. We look forward to a productive discussion.

Sincerely,


Dan Melton
SASY President


Marsha Rummel
MNA President


Cheryl Wittke
TLNA President


Ledell Zellers
CNI President

East Isthmus and Downtown Neighborhoods Street Use Planning

September 15, 2005

A little over a year ago, a large meeting of Madison neighborhoods, inspired by the Mayor and organized by the City, was held to identify the major issues and problems neighborhoods are facing. Over and over, the neighborhood representatives identified traffic as their number one concern. Many also cited impingement of commuter traffic on neighborhood streets as the major problem. The City has recognized the importance of dealing with neighborhood traffic issues. According to the Neighborhood Traffic Management Plan, "Quality neighborhoods are the fundamental building blocks of a sustainable city, and to maintain this quality, Madison neighborhoods should be protected from the negative impacts of traffic."

Concern with traffic-related issues has even extended to the county. According to the Wisconsin State Journal, "Dane County's quality of life and its economic growth will be dramatically affected by an increase in commuter traffic and urban congestion, says County Executive Kathleen Falk." (WSJ-12/8/04).

An increasingly negative impact of traffic on quality of life has accompanied the tremendous growth that has occurred in the county, and more recently in the city of Madison. Does growth at all levels doom us to a decreased quality of life? Not necessarily. Over the last decade, concepts of "smart growth" and "new urbanism" have provided models that illustrate how growth can be managed in such a way that the negative aspects are minimized and the positive ones enhanced. But just as smart growth requires that zoning and land use planning will decide where and how new density will occur, it should also require that transportation planning make intelligent decisions about where and how the traffic will flow.

Traffic Impact on East Isthmus and Downtown Neighborhoods

Within the city of Madison, east isthmus and downtown neighborhoods are especially vulnerable to traffic-related problems. For years, the city developed office jobs downtown and housing in the suburbs. To respond to this situation, isthmus transportation planning focused on getting more and more cars through the isthmus as quickly as possible. The detrimental effect on the neighborhoods has been accepted as unavoidable, if it has been considered at all. The residential nature of Williamson, Johnson, and Gorham were written off as sub-par or student housing and the neighborhood quality of life as well as the value of the housing stock were sacrificed to the benefits of arterial street use. To add to the problem, in the last several years the desire to live in or close to the downtown has increased dramatically and this demand has resulted in a large increase in residential development in these areas, and with it potentially even more automobile use.

What is changing?

- New condominium/apartment development is booming downtown.
- East isthmus residential volume at higher densities is staged for growth – 800 Block of E. Washington, Mautz Block, Union Corners, Kennedy Complex on Atwood Ave, new condos and rental buildings on Williamson Street, and more.
- Mixed-use infill growth is planned – the East Rail Corridor Plan, and the East

Washington Portal Gateway BUILD Plan.

- High vacancy rates are occurring in older housing stock on Johnson/Gorham as student-oriented housing moves toward campus.

What is the future value of the downtown/east isthmus neighborhoods?

- High quality-of-life for urban residential living.
- Affordable housing options (rental and ownership) in the city for Madison's workforce: nurses, teachers, firefighters, retail, service employees, etc.
- Safe streets for families with children.
- Pedestrian-oriented centers for local retail.
- Improved housing stock as properties transfer from absentee landlord to owner occupancy.

But in order for the full potential of the downtown and east isthmus to be realized, the traffic problems must be resolved. **Improving the nature of our neighborhoods and the quality of our housing stock depends on the use of the streets.** Pedestrian-friendly streets, first of all, help create livable, urban neighborhoods. Such a neighborhood environment is healthy and safe for families with children, and is encouraging of owner-occupancy. A pedestrian-friendly environment also supports healthy neighborhood business districts. In short, successful neighborhood building is dependent on appropriate street use.

A Comprehensive Plan for Aligning Land Use and Street Use

The future viability of our neighborhoods depends on explicitly acknowledging in city planning the role of our streets in supporting neighborhood uses. **A comprehensive street use plan must be conceived and implemented that supports the new land use goals for a denser isthmus.** The plan must balance the needs of local residents to live and move around in their central city and isthmus neighborhoods with the needs of people who must travel back-and-forth through the isthmus in the course of their daily activities.

Isthmus traffic problems are not insoluble. This paper proposes a way to begin. The proposed solutions range from general to specific and share a common vision of urban neighborhood building. We have compiled a set of principles for appropriate street use and design in our urban neighborhoods based on the observations of residents and a brief review of current planning and traffic engineering literature. These are listed in the attachment "Proposed Street Standards for Central Madison Neighborhoods." We acknowledge the existence of a dense transportation network in this old part of the City. The changes we seek in the design and use of our streets represent an appropriate balance between regional vehicle mobility and neighborhood use.

Our plan for Isthmus streets:

1. **Redesign the street network to focus through-traffic on E. Washington Ave. and de-emphasize the E. Johnson/Gorham pair and Williamson/Atwood.** The street network should reflect regional travel demand, historic travel patterns, land use, and street dimensions. This would lead to **scaling back the arterial roles of E. Johnson/Gorham and Williamson/Atwood.**

2. **Improve the alternative transit infrastructure.** Establish park-and-rides with integrated transit service along arterial routes in order to offer easy alternatives to driving. These facilities must be truly convenient with frequent shuttles or streetcars, provide compact, multi-story parking, and offer pleasant, mixed-use station environments that include retail services. Examine the feasibility of transportation alternatives such as streetcars and commuter rail.
3. **Alter neighborhood streets to increase their functionality for neighborhood use.** These changes would be designed to encourage efficient neighborhood traffic patterns, contribute to the health of neighborhood businesses, and improve pedestrian and bicycle safety and mobility. (See the attached list of the principles governing neighborhood streets and arterials.)
4. **Divert some peak-hour travel on the Isthmus to transit and the Beltline.** There may be significant elasticity in peak hour Isthmus travel demand, as demonstrated during the Segment 1 E. Washington Ave. reconstruction. Diversion of traffic on a similar scale might incur no noticeable economic cost for the City or its residents if improved transit offers a feasible alternative.

Conclusion

Our older, urban neighborhoods, with their convenience, desirability, and architectural/historical interest, are increasingly viewed as important assets in the City's economic development. As the City is trying to encourage smart growth on its edges, we believe a proportional and complementary effort to preserve and enhance these downtown and east isthmus neighborhoods is at least as important to Madison's healthy development as a sustainable city. This proposal is consistent with the goals articulated by Mayor Cieslewicz for neighborhood building, smart growth, diversity, affordable housing, healthy living and alternative modes of transportation. Sound traffic and transportation strategies are essential to the success of Madison's urban development.

Proposed Street Standards for Central Madison Neighborhoods

June 8, 2004

These proposed street standards reflect primarily the experiences of residents of Madison's east isthmus and downtown neighborhoods. Knowledge of traditional neighborhood design (TND) and traffic calming concepts was also used to compile these standards. TND street standards, it is important to note, are not directly applicable to our neighborhoods because the traffic volumes on our streets are far greater than those envisaged in TNDs.

The street standards are described as "rules" in two groups: "neighborhood rules," and "arterial rules." Neighborhood rules apply to streets within neighborhoods, including local, purely residential streets, neighborhood commercial streets, and collectors. Arterial rules apply to streets that are designated as arterials and serve first as facilities for regional mobility and second for neighborhood access. Some arterials in Madison's downtown and east isthmus are state highways (e.g. Pennsylvania/Packers, Hwy 113 and East Washington Avenue, Hwy 151).

Many of these proposed standards are consistent with the principles and objectives of Madison's existing Neighborhood Traffic Management Program.

Neighborhood Rules

1. Make neighborhood streets two-way and, if wide enough, have parking on both sides. (This would apply to E. Johnson St. and Gorham St.)
2. Don't eliminate parking on neighborhood streets during rush hours to change their use to arterial. (This rule applies to Williamson St. and Atwood Avenue.)
3. Calm sweeping turns from arterial streets onto neighborhood streets by replacing them with conventional radius turns. Wide turns send an erroneous message to drivers about the speed limit of the neighborhood streets. In addition, widened intersections, particularly those with sweeping turn lanes, are hard to cross. (This applies to the eastbound lane to East Johnson St. at Pennsylvania Ave. and to the right turn from John Nolen Drive onto Williamson St.)
4. Transitions from arterial use to local use must present very clear cues to drivers that naturally calm their speed as they enter the new zone. The transition from two lanes to one lane, narrower lanes, traffic calming devices, and other design elements can be used to cue drivers that they are entering a neighborhood area. (Transition points that need such cues include, for example, the west end of Williamson St., westbound E. Johnson St. at Pennsylvania Ave., and Atwood Ave. at Lakeland Ave.)
5. Prevent the use of neighborhood streets as cut-throughs or short cuts between arterial streets. Cut-through traffic, created by commuters finding ways to bypass congestion, tends to speed, creating unsafe conditions for children, and violates the designated street use. (This would apply, for example, to N. 6th St., N. Sherman to Sherman, Williamson St./Winnebago St., and to E. Johnson St. east of Pennsylvania).
6. The neighborhood rules extend to neighborhood business districts, which contain mixed uses or predominantly commercial use on a neighborhood scale. To encourage the use of neighborhood retail by both pedestrians and drivers, these streets need to have pedestrian-friendly environments, low traffic speeds, two-way traffic, and curbside parking. Two-way traffic allows access from both directions and slows traffic speed. Drivers can then see the storefronts, and pedestrians can feel comfortable crossing the street.
7. Street use in neighborhood business districts, however, should differ in some respects from that of nearby residential streets. Average travel speed (defined below) should be slightly faster than on primarily residential neighborhood streets, though slower than on nearby arterials. These streets should also be designed for higher traffic volumes,

incorporating elements to channel the flow of traffic, such as bike lane striping, and turn lanes.

8. Neighborhood streets must have pedestrian-safe intersections. Signaled intersections should have ample walk times. Short "walk" signal times and walk signals that are not automatic (i.e. require a button to be pushed) for pedestrian crossings discourage pedestrians, especially seniors and parents with children. Un-signaled intersections without stop signs and with high traffic volumes or average speeds should have bump-outs or other traffic-calming devices.
9. 85th percentile speeds (defined below) should be 20 mph or less. This can be accomplished through creating new 20 mph speed zones, timing of traffic signals, narrower travel lanes, tighter radius curbs, and traffic-calming devices.
10. Average travel speed (defined below) should be managed to encourage most traffic not beginning or ending a trip in the neighborhood to use arterials. This can be accomplished through design of connections in the street network, placement and timing of traffic signals, posted speed limits, and traffic calming.

Arterial Rules

1. Designation: Only those streets which have adequate connections to collectors and other arterials, sufficient width, and an appropriate mix of land uses (industrial, commercial, retail, and occasional residential) should be designated as arterials.
2. Arterial streets have multiple lanes in each direction or have multiple lanes one-way.
3. Connections between arterials should offer adequate level of service to encourage drivers to stay on the arterials rather than find cut-throughs on local streets. (This applies to Packers Ave. and East Washington, both inbound and outbound.)
4. Park-and-rides with integrated transit service should be placed along arterials in order to offer a viable alternative to driving on the Isthmus. These facilities must be truly convenient with frequent, low-cost (preferably toll-free) shuttles or trolleys, and with pleasant, mixed-use station environments (This applies to E. Washington Ave. and Packers/Pennsylvania Ave. at First Street)
5. Arterial streets need to strike a balance between access and mobility, and between pedestrian comfort and vehicle efficiency. For example, arterial streets should have special features at designated pedestrian crossings such as bump-outs and more informative walk/don't walk signals. The revised specifications for the reconstruction of E. Washington Ave. and the Park Street Urban Design Guidelines could offer further examples of standards that achieve this balance.

Definitions:

Average travel speed is a measure of actual travel times as affected by traffic interruptions and congestion.

85th percentile speed is a measure of actual driving behavior. It is "the speed below which 85 percent of vehicles travel." [ConnHDM 6-2.01]

References:

Dane County Model TND Ordinance, Dane County Planning and Development, March 2004. Note in particular Chapter 5.2, and Appendix C.

Traditional Neighborhood Development Street Design Guidelines, ITE Transportation Planning Council Committee 5P-8, June 1997.

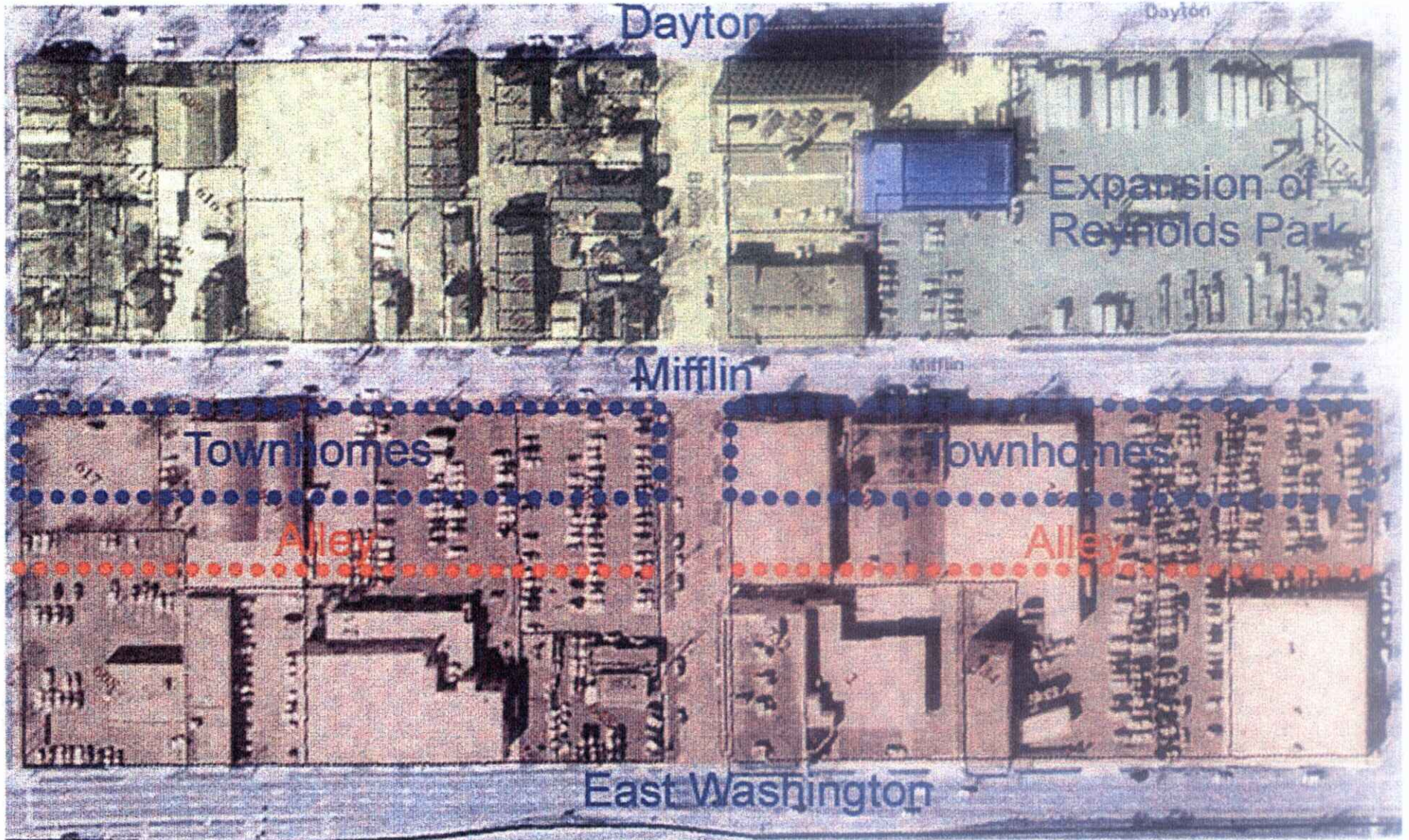
Connecticut DOT Highway Design Manual, Connecticut Department of Transportation, 1999.

APPENDIX 4

Area C Alley Concept

600

700



CMU



Parks



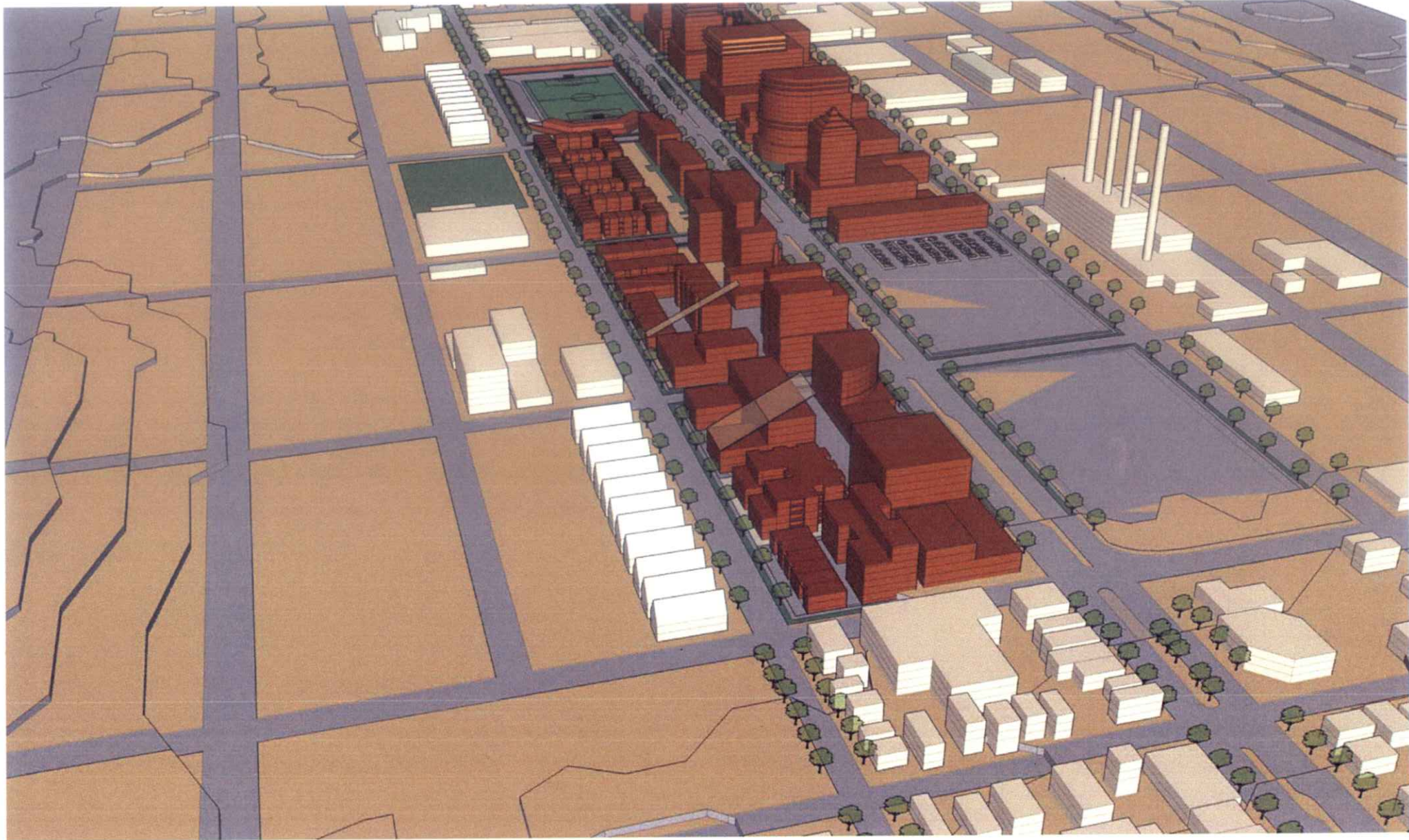
Historical reuse



LDR

APPENDIX 5

30 Degree View Line Illustration



Tenney-Lapham Neighborhood Plan 2007

Source: Department of Planning & Community & Economic Development