



TENNEY- LAPHAM NEIGHBORHOOD

PLANNING ACTIVITIES

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HISTORY OF TENNEY-LAPHAM NEIGHBORHOOD ASSOCIATION (TLNA)

Prior to the official inception of the TLNA, neighborhood residents were involved in community affairs on several levels. Residents of the neighborhood had served on the Task Force on Declining enrollment, a group which studied the problems the school district was facing as numbers of students decreased. Members of the loosely structured Second District Association had sponsored the first annual Alternate Parade of Homes, aimed at promoting the advantages of living in the central city. Other neighborhood people, recognizing the problems of increased traffic on area streets, had organized briefly to stave off a proposed widening of Gorham Street.

All of these efforts finally came together in a formal organization, the Tenney-Lapham Neighborhood Association, on June 28, 1976. Goals of the association, as specified in the by-laws, were "to improve the neighborhood through democratic citizen participation and involvement," and to generate and sustain "a spirit of neighborhood among area residents through all appropriate means."

Boundaries for the new association were fixed at Lake Mendota on the north, E. Washington the south, the Yahara River on the east, and Livingston Street on the west (see map). The northern, southern and eastern boundaries were determined by existing physical barriers. The western boundary was established at Livingston Street for several reasons. First of all, that street had been the previous boundary of the second district and there was some historical unity among "old second district" residents. Secondly, extending the boundary to Livingston Street allowed the inclusion of the small commercial strip which was felt to be an integral part of the neighborhood. Thirdly, it was felt that the make-up of the neighborhood changed west of Livingston Street, becoming less heterogeneous and more solidly made up of absentee owned housing.

When the association began, five standing committees were set up-- membership, social, publicity, housing and transportation. The membership committee began by setting up a method of keeping membership records and seeking registrants in the neighborhood. The social committee set up the first social event, a Fourth of July picnic in Tenney Park. Publicity began to develop and distribute a newsletter which was done at first on an "as needed" basis. The

housing committee began to study occupancy trends in the area and to work toward better enforcement of city building codes. The transportation committee became the most active, proposing and winning neighborhood support for a six month experimental effort to reduce traffic volume and speed on key neighborhood streets. Recognizing the value of an elementary school to a central city neighborhood, TLNA created an education committee in 1977. This committee began by monitoring developments on the local scene as school closings became a possibility in Madison. More information on these committee activities will be detailed later in this presentation.

Since the founding of the TLNA, association members have been involved in many activities aside from the usual committee work. In 1977, the association again sponsored the Alternate Parade of Homes. Also since 1977 the association has been involved in the controversy over the future location of MATC. An ad hoc MATC committee on this issue has presented the TLNA position on MATC at public hearings before the MATC Board and the Madison Common Council. Another crisis, the threatened closure of Lapham School, consumed neighborhood energies for most of 1978. The Board of Education vote to close Lapham brought a change in direction for TLNA. A community education committee is now carrying forth with alternative activities and uses for the building.

The executive council composed of officers, committee chairpersons and area representatives meet monthly with area wide meetings called when appropriate. Currently, all TLNA committees continue to be active. The newsletter is now published regularly, every two months. A door-to-door membership drive is in progress, and TLNA counts 160 paid members with only one-fifth of the canvassers having reported. (In 1978, TLNA had one of the largest paid memberships in the city.) The association council is currently pursuing incorporation as a non-profit group, with the intention of seeking funding for future neighborhood projects. The following sections will elaborate on both past and ongoing work by the Tenney-Lapham Neighborhood Association, the Increase Lapham Project (ILP), and the Tenney Lapham Neighborhood Housing Services (TLNHS) regarding planning concerns.

TRAFFIC

Objective: To decrease the volume and speed of traffic going through the neighborhood.

City Policy: "Streets selected to serve as arterials should be those that form the logical boundary of a residential neighborhood, rather than streets which intersect a neighborhood . . ." (Obj. & Pol. p. 17)

To Date:

The volume and speed of through traffic, especially on East Johnson and East Gorham, was identified as the primary neighborhood problem early in 1975. An analysis of current use and a rerouting study was conducted during the summer of 1975.

In connection with the annual review of the Madison Area Transportation Plan, the neighborhood presented to the City Transportation Commission and City Plan Commission a request that the City recommend the functional reclassification of Johnson/Gorham from primary arterials to collector/distributors and that the railroad corridor be mapped as a special transportation corridor. This was adopted by resolution of the Common Council and incorporated in the City's recommendations to the Dane County Regional Plan Commission. In January 1976, the RPC commissioned the Isthmus Area Traffic Study in response to the City's recommendations.

The study evolved into a report which the TLNA reviewed as part of an ad hoc citizens advisory group. This group reached a consensus concerning the redeployment of isthmus traffic. Included were recommendations which should reduce the traffic levels on the Johnson/Gorham Freeway. The primary recommendation in this regard was for the construction of Fordem Avenue to East Washington along the rail corridor. This was coupled with other items designed to keep this redirected traffic on East Washington Avenue and diminish its tendency to seep back through the neighborhood. The 1979 City budget has funds allocated for this capital improvement.

During the summer of 1976, the Tenney-Lapham Neighborhood Association turned its attention to the development of interim traffic solutions

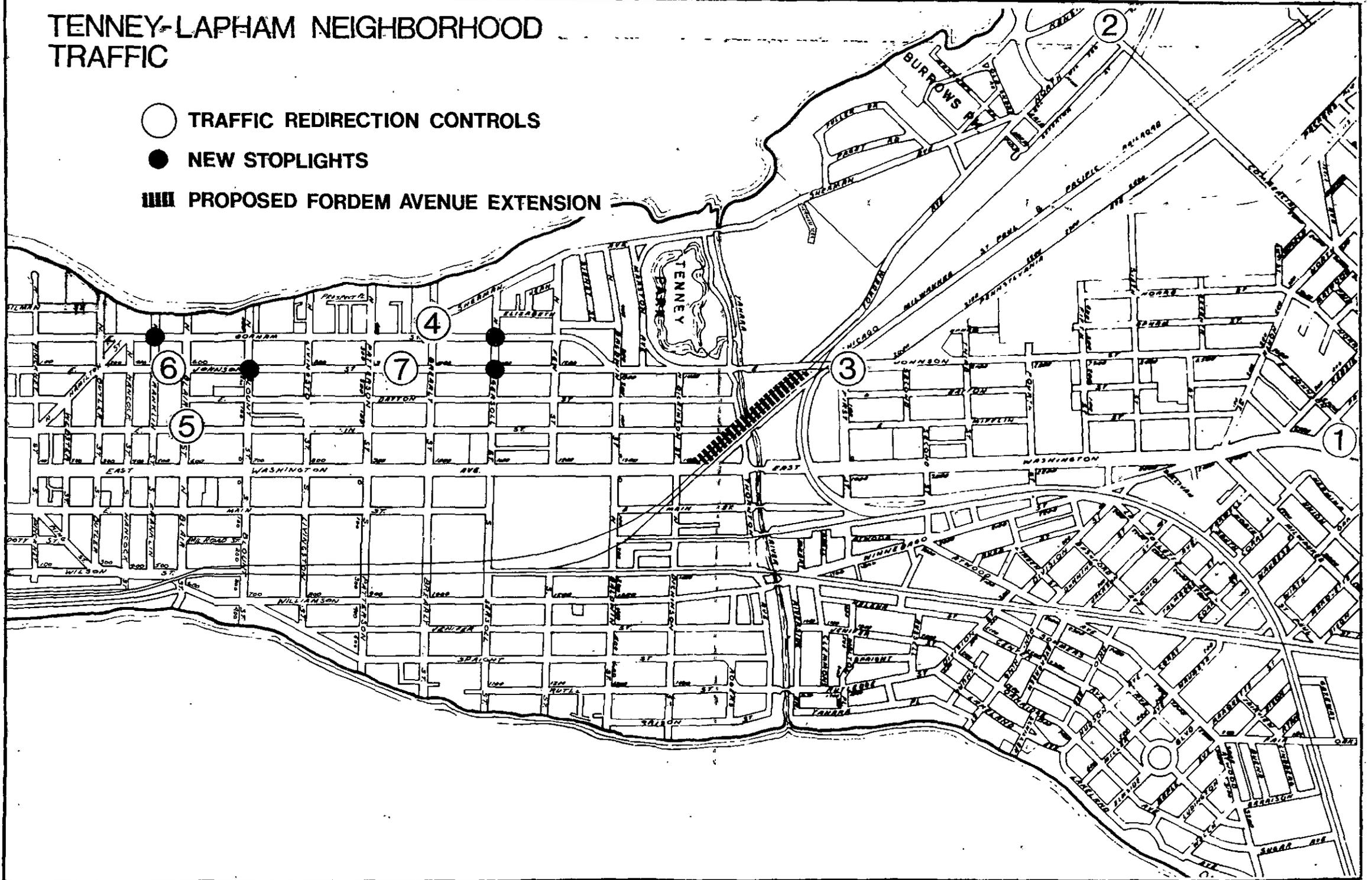
which might be implemented in order to provide some immediate relief. The proposals were supported by the results of a survey of neighborhood residents and persons along effected routes beyond the neighborhood. The Transportation Commission considered this interim traffic plan and its 21 elements during the fall of 1976 and approved seven of the elements for a six-month test. An eighth element, the installation of stop signs at the Ingersoll and Gorham Streets intersection, had been adopted earlier as an ordinance by the Common Council. The following elements were tested and except for #2 remain in effect. (Refer to the attached map for location)

1. Johnson and East Washington - Signing changes to discourage use of the Johnson Street free-flow lane and instead encourage use of East Washington Avenue by inbound traffic.
2. Commercial and Sherman - Change in traffic signal operation, such that the left-turn arrow for inbound traffic was to occur during every green phase for Sherman Avenue in order to encourage traffic to divert over to Pennsylvania Avenue.
3. First and Johnson - Signing changes to convert one of the three inbound traffic lanes approaching First Street to a left-turn only lane for the purpose of diverting traffic to East Washington Avenue.
4. Brearly, Gorham and Sherman - Installation of traffic barricades and signs to close off the free-flow lane from Sherman Avenue onto Gorham Street in order to discourage the use of Sherman Avenue.
5. North Blair Street (Johnson-East Washington) - Convert this street to one-way southbound in order to provide sufficient turning space for large trucks making it possible to remove truck route from Johnson Street between Blair and First Streets.
6. East Johnson Street (Franklin-Blair) - Convert curb lane on south side of street to right-turn only lane for traffic turning onto Blair Street.

TRAFFIC

TENNEY-LAPHAM NEIGHBORHOOD TRAFFIC

- TRAFFIC REDIRECTION CONTROLS
- NEW STOPLIGHTS
- ▤ PROPOSED FORDEM AVENUE EXTENSION



7. East Johnson Street (Blair-First) - Remove truck route designation in order to reduce truck volume on Johnson Street through the residential neighborhood.

An element which was approved, but not implemented because traffic conditions never materialized to the point where it was deemed necessary, was the installation of "No Right Turn 7-9 am" signs for south-bound traffic on Baldwin Street at Mifflin Street.

Among the 21 elements were also bike lane improvements, a peripheral parking lot, and stoplights which are dependent on the long term budget process.

\$180,000 was budgeted in 1977 and again in 1978, for the recent installation of a system of traffic signals on Johnson and Gorham (see map for locations). This appears to have reduced the average speed of traffic through the corridor and has made cross neighborhood pedestrian movement much safer. A full study of the effects of these signals remains to be done.

Traffic remains a problem. There is no simple answer, it is both part of a larger picture and local conditions. The larger solutions (including Fordem Avenue) have yet to be implemented. But neighborhood representatives are working with others on the Isthmus Traffic Study. The seven test elements have not shown very decisive results so fine tuning is needed to develop a set of local attractions and deterrents which will result in the remaining through traffic respecting the safety and living environment of the neighborhood.

PARKING

Objective: Insure the provision of adequate parking for residents' needs.

City Policy: "In residential areas, give first priority in the regulation of on-street parking to the need of local neighborhood residents" and "Require provision of some reasonably convenient off-street parking facilities for residents of new housing and for additional residents resulting from increasing occupancy in existing housing." (Obj. & Pol., p. 30)

To Date:

Lack of parking spaces is an on-going source of complaints. There are two areas, on-street and off-street, which have been dealt with indirectly.

No additional on-street parking was a concern with the MATC proposed campus as elaborated in a later section. Some people feel that parking on Johnson and Gorham is dangerous with incidents of side-swiping. This is being addressed by the proposals to reduce speed and volume of traffic.

Off-street parking is a difficult subject basically because the typical lot size is 4,356 square feet with numerous end block lots being as small as 2,178 square feet. It is an older neighborhood built up before the predominance of the car. The present parking ordinances even as recently modified require parking spaces for roomers. This has become a major side effect of the rezoning proposal because of numerous illegal conditions or inability to prove 1972 conditions. Amendments have been offered to postpone enforcement and deal with cases where it is physically impossible considering the size of the lot.

Further analysis of existing conditions is needed before the specific recommendation can be made on the amount of off-street parking needed by residents. A difficulty in doing such is the interconnections with occupancy and City-wide regulations.

BUSES, BICYCLES, PEDESTRIANS

Objective: Encourage the use of buses and bicycles by residents. Make walking and bicycling a safe and pleasant experience.

City Policy: "Minimize the need to use private automobiles and maximize the availability and encourage the use of public transportation and alternative forms of private transportation such as taxis and bicycles, particularly for commuter travel." (Obj. & Pol., pg. 23)

To Date:

This is not a problem/priority area for TLNA. Improved pedestrian crossings have been developed in conjunction with the traffic plans.

In 1977, the City Department of Transportation constructed marked bicycle paths on Johnson and Gorham Streets. These bike lanes are presently in effect and are satisfactory (see map). The Sherman Avenue extension is a Class III path (signs, no painted lane). The Transportation Department is also planning new signage for a similar Class III path on Paterson from Gorham to Spaight Street. This is scheduled to be accomplished in April, 1980.

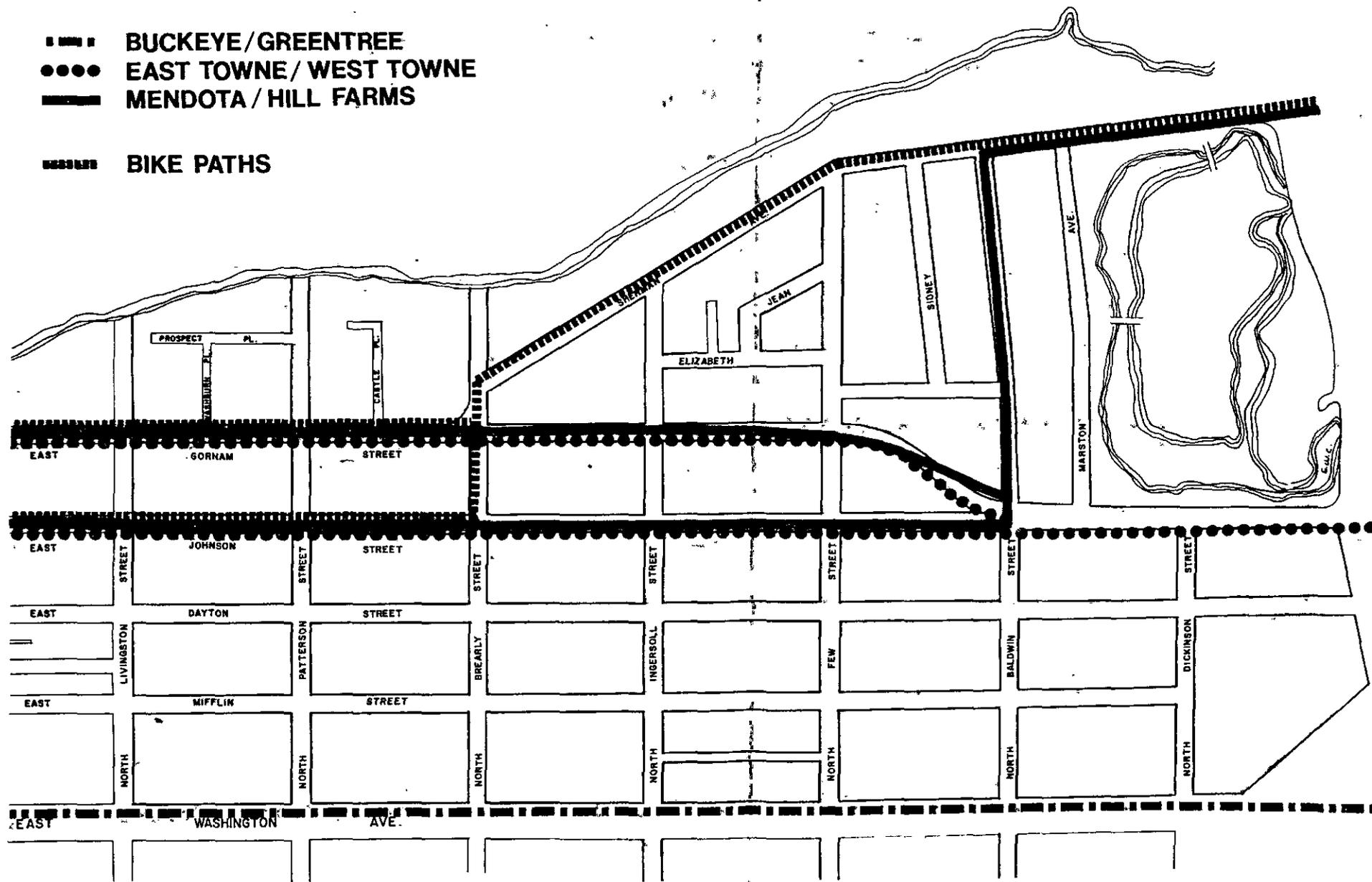
The intersection at Brearly and Gorham, which includes the Sherman extension, is scheduled to be redesigned extensively. Provisions for a marked bicycle path will be included in the new plan.

The existing bus routes (see map) have been in effect since the fall of 1978. This increases service on Johnson and Gorham by offering two options for waiting riders. Previously, the Mendota/Hill Farms route went on East Mifflin. In the fall of 1979 increased service was accomplished by closer scheduling at peak times.

BUS ROUTES & BIKE PATHS

TENNEY-LAPHAM NEIGHBORHOOD BUS ROUTES & BIKE PATHS

- ■ ■ ■ BUCKEYE / GREENTREE
- ● ● ● EAST TOWNE / WEST TOWNE
- ▬ MENDOTA / HILL FARMS
- ▬ BIKE PATHS



COMMERCIAL

Objective: Promote and provide for commercial services which are needed by neighborhood residents. Also help promote existing neighborhood businesses which service a regional market but are compatible with the neighborhood.

City Policy: "Plan commercial areas so that they are relatively compact and are properly located to serve the appropriate neighborhood, community or regional market."
(Obj. & Pol., pg. 9)

To Date:

The principal neighborhood commercial area has a mix of services, some meeting the needs of neighborhood residents but also a combination of specialty businesses servicing a regional market. While these businesses are located on Johnson Avenue, a major eastbound traffic corridor, none are particularly dependent on the patrons provided by the high volume traffic which daily traverses the corridor. The proposed rezoning concentrates the commercial cluster by reflecting existing while allowing some expansion.

In the future, TLNA will analyze the needs of local businesses and the commercial needs of neighborhood residents. Meanwhile, the TLNA will try to work with existing local businesses by learning of their needs and helping facilitate communication and cooperation among individual businesses. As an early effort to improve the appearance of this neighborhood commercial district, TLNA is considering the installation of flower planters along the two-block strip. Neighborhood residents will construct and plant the boxes if businesses are willing to pay the cost of materials.

The largest commercial businesses in the neighborhood are located along the southern and eastern borders of the area (Trachte Buildings, Strauss Printing, Madison Dairy Produce). However, large portions of commercial property are occupied by businesses which underutilize valuable central city land. In these areas, the TLNA would like to examine the potential for redevelopment as multiple-unit housing to better meet the needs of the central city.

OPEN SPACE

Objective: Increase accessibility to existing open spaces.
Secondary - Create small scale green spaces within neighborhood and open space at Lapham as recreation.
Encourage increased recreation programs.

City Policy: Not directly related to access.

To Date:

Because of Tenney Park and other green spaces this has not become a significant problem area. Instead the efforts, through the Traffic Committee, have been to increase the accessibility for pedestrians. The crossing between Tenney Park and the locks is an unresolved condition.

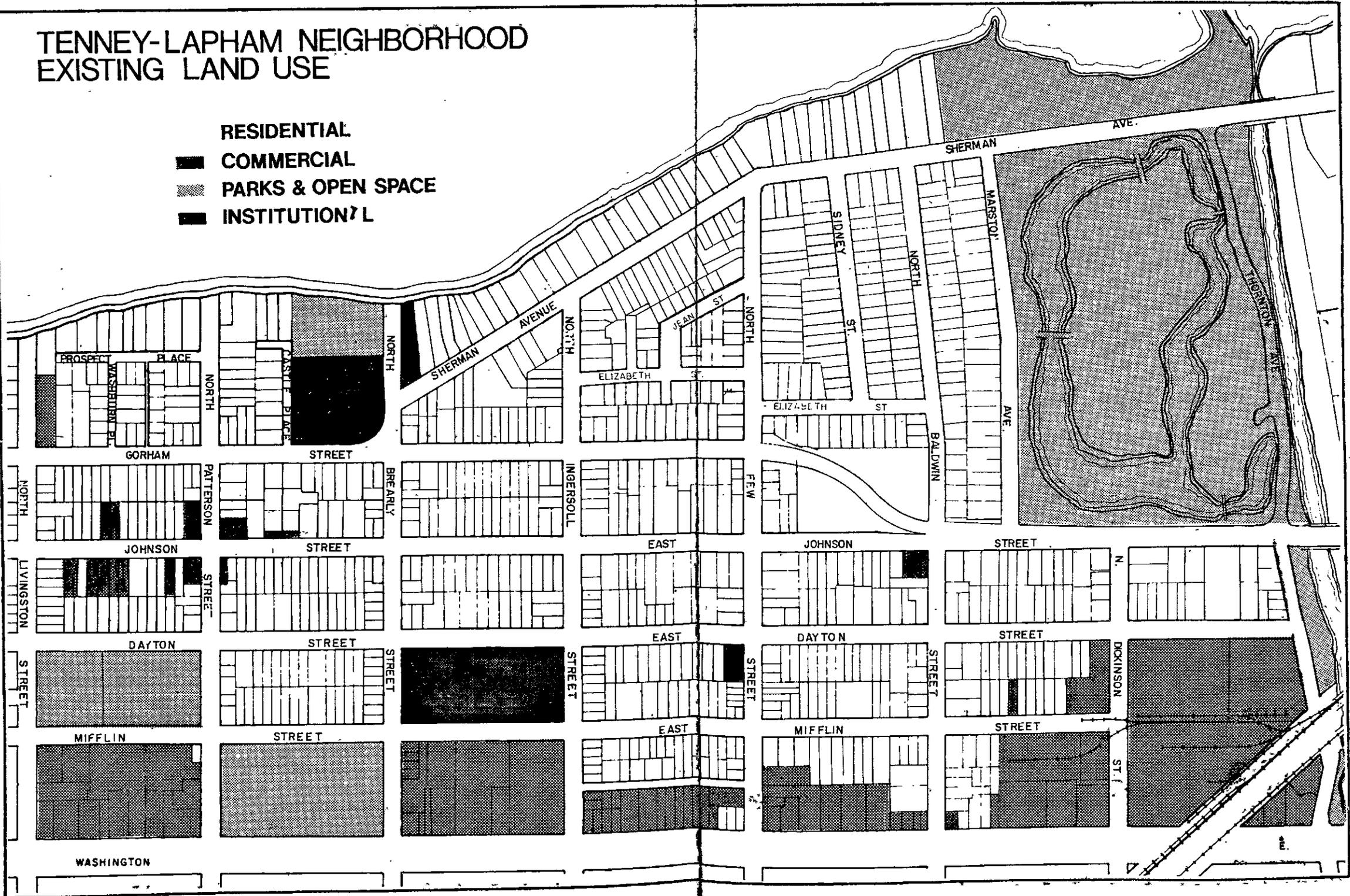
The concern for future use of the Lapham School playground and Breese Stevens as well as other parts of MATC City Market project proposed sites have been addressed through efforts explained in those later sections.



EXISTING LAND USE

TENNEY-LAPHAM NEIGHBORHOOD EXISTING LAND USE

- RESIDENTIAL
- COMMERCIAL
- PARKS & OPEN SPACE
- INSTITUTIONAL





LAND USE PLAN

TENNEY-LAPHAM NEIGHBORHOOD LAND USE PLAN

RESIDENTIAL DISTRICTS

- RL LOW DENSITY (less than 8 units/acre)
- RLM LOW-MEDIUM DENSITY (8-15 units/acre)
- Rm MEDIUM DENSITY (16-25 units/acre)
- RMH MEDIUM-HIGH DENSITY (26-40 units/acre)
- RH HIGH DENSITY (41-60 units/acre)
- S SINGLE-UNIT DISTRICT
- X MIXED HOUSING TYPES DISTRICT
- M MULTI-UNIT HOUSING DISTRICT

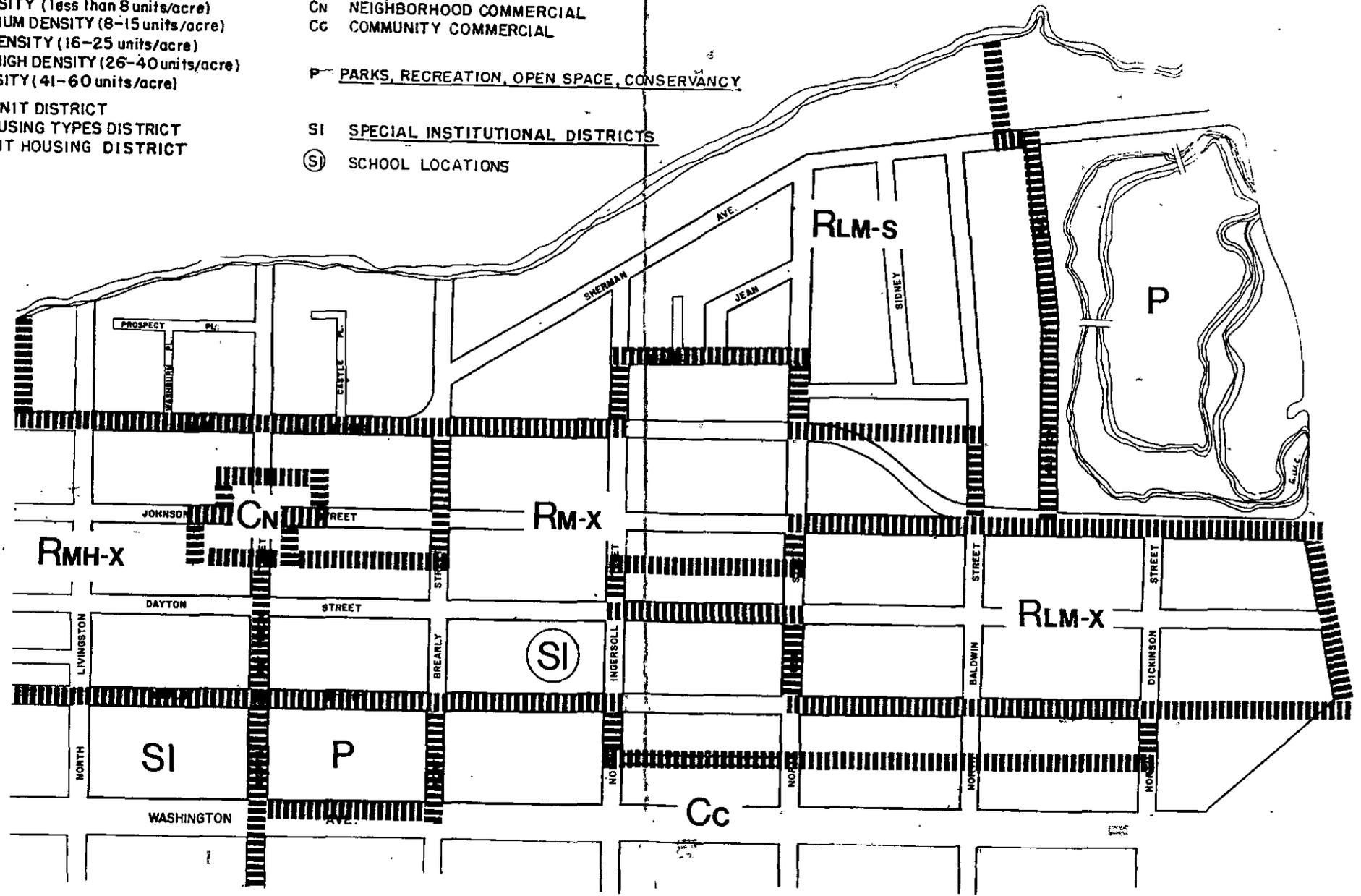
COMMERCIAL DISTRICTS

- CN NEIGHBORHOOD COMMERCIAL
- CC COMMUNITY COMMERCIAL

P PARKS, RECREATION, OPEN SPACE, CONSERVANCY

SI SPECIAL INSTITUTIONAL DISTRICTS

(S) SCHOOL LOCATIONS



MADISON AREA TECHNICAL COLLEGE

Objective: To insure if a new campus for MATC or other development is located on the Northeast Washington site that it be done in a manner which is compatible with the neighborhood.

City Policy: "Insure that the location and operation of major public and private facilities occurs in a manner that maintains or enhances the quality of adjacent neighborhoods." (Obj. & Pol., pg. 10)

To Date:

The potential location of MATC creates a significant land use change with numerous other impacts on the surrounding housing, streets and open space. This crisis for TLNA also focused concerns about related planning issues. The TLNA supports the location of MATC on East Washington because of the larger costs to the City of alternative locations but is active to assure there would not be negative effects on the neighborhood. Resolution of the continuing dispute over the MATC location will need to be achieved before substantive portions of the planning can proceed for the neighborhood. TLNA's first direct contact with the MATC issue came in the Fall of 1977 when the Housing Committee was assured that they need not worry about adverse effects because MATC was going to be built on the Truax site. Shortly thereafter, the Truax site was dropped.

In February 1978 a group of neighborhood residents, later to become known as the TLNA Ad Hoc Committee on MATC, began to meet with representatives of Flad & Associates, the architects for the MATC Board. The purpose of these meetings were to identify community concerns resulting from the proposed campus. After several meetings, a design concept was agreed upon which satisfied the neighborhood and the MATC Board. Shortly after that it was discovered that part of the land was not available and 10 more acres were needed. Once again another alternative design concept was agreed upon (as per attached drawings). A week later, the MATC Technical Center people announced the need for an additional 40 acres for the agricultural program.

The Ad Hoc Committee also had a meeting with a representative of Barton-Aschman Association, who were preparing the Environmental Impact Report. The Committee explained their concerns and plans. These are summarized as follows from one of the many letters written in this process:

1. Traffic generation. "Automobile access to the new campus must be limited to East Washington Avenue."
2. Parking. "Our residential streets are already overparked. We could not tolerate conditions where students would be cruising our neighborhood streets from 7 a.m. to 9 p.m. looking for parking spaces. There can be no on-street parking for MATC students. Furthermore, the proposed MATC/City owned parking facility must be located so as to deny access to the lot from the north (Johnson & Gorham) and the east (Patterson)."
3. Recreational space. "The acquisition of Reynolds Field and the tennis courts remove an important recreational resource and green space from our neighborhood. The design and ultimate utilization of the campus and athletic facility must be geared toward acceptance of the community use of MATC facilities and must contribute positively to the aesthetics of the area. While it will be necessary to close Mifflin Street, it will also be necessary to keep open access through the campus for bikes and pedestrians."
4. Guarantees against further expansion. "We would insist that any final agreement between MATC and the City of Madison would contain a provision guaranteeing no expansion on the north side of East Washington Avenue beyond the original site boundaries."
5. Neighborhood rezoning. "It is our desire to continue to revitalize this area by providing incentives for owner occupancy, and encouraging family housing in order to maintain a stable, balanced population. We will seek a rezoning to achieve that purpose and expect MATC to support those efforts."
6. Air and noise pollution. "The neighborhood association intends to work closely with EPA to insure that air quality in our area

meets Federal standards. The increased traffic generated by the campus, the increased fuel used to heat or cool the buildings, and, particularly, the outdoor diesel testing facility can only lead to deteriorating air quality. Your design plan must include total control of these three sources by steps such as using steam or waste heat from Madison Gas & Electric and by building an enclosed diesel testing site which would also alleviate noise pollution. All heavy industrial and diesel automotive facilities must be located on the south side of East Washington Avenue."

7. Public safety. "Steps must be taken in the design and operation plans to eliminate hazards to children near the campus or hazards created by increased vehicular and pedestrian traffic in the neighborhood."
8. Design. "Entrances for the facility must be oriented to require use of East Washington. Some thought of a visual screen on the north and east side that would define the limits of the campus."

The Barton-Aschman Preliminary Environment Impact Report (PER) did not specifically address the consequence of the neighborhood's concerns. The PER portrayed some adverse effects, possibly viewed as the worst case projections, on the Tenney-Lapham neighborhood and the entire center city. Several critical ones were as follows:

1. Traffic. The PER predicts substantial increases in traffic flow on East Washington, Johnson, Gorham, South Blair, South Paterson, and some other side streets. In certain cases the predicted increases especially on Johnson and Gorham, would bring traffic levels above the physical capacity of the streets.
2. Parking. The PER contemplates the use of on-street parking by MATC students. To compound the problem, the PER also contemplates the removal of parking from certain neighborhood streets in order to handle the increased traffic flows.
3. Housing. The PER predicts an influx of 797 more renters into the 53703 zip code area.

In response to the PER, the TLNA prepared and submitted comments in August, 1978. It was stated that as a draft for the final EIS, the document was wholly inadequate. The comments then illustrated omissions and overgeneralizations in each area, i.e. housing, open space, commercial, heating, parking and traffic.

In December, 1978, the MATC Board chose the Burke site which is being contested by the City of Madison so the future of the East Washington site remains unsolved. If MATC should be revived on the Northeast Washington site, it will presumably be as part of a split-campus proposal. The adverse impacts will be somewhat easier to deal with then. TLNA has committed themselves publicly to work toward making such a proposal succeed, subject to the expressed conditions (summarized previously). Not expressed, but even more important to TLNA, is the fact that the commitment was made on the assumption of continued cooperation from the City on such issues as traffic control and redirection as well as other aspects of neighborhood planning.

If the proposal for a Northeast Washington MATC site does not materialize, it will have served a purpose by identifying a substantial amount of property that is ripe for redevelopment. This could be prime territory for new high and medium density market value housing. TLNA would be interested in working on the orderly development of this area. TLNA has started by working with the newly-formed Fourth District Neighborhood Association on the development of the City Market area. This new housing would compliment the preservation of the existing housing.

EDUCATION

Objective: To preserve and enhance both the facility and activities of the neighborhood school as an asset for both elementary children and all residents.

City Policy: "Seek ways of keeping neighborhood elementary schools open wherever possible.

The absence of a neighborhood school is particularly damaging to older residential neighborhoods trying to resist pressures for redevelopment to commercial and non-family residential uses. The probable impact on neighborhood stability should be considered when establishing priorities for keeping schools open.

Utilizing excess school classroom space for other community services could both help to defray school operating costs and provide these services at a location closer to users' homes. Multiple uses of buildings are one way to reduce the affects of declining enrollment on school utilization." (Obj. & Pol. p. 18)

To Date:

The crisis surrounding the closing of Lapham school has been a major concern in itself with indirect planning benefits. It has helped focus related planning issues concerning keeping families in the area, the rehabilitation activities, owner occupancy and the City's commitment to Isthmus neighborhoods. (Note the attached pages from "TLNA Reply to the Superintendent" report)

The education committee of the TLNA was formed in February, 1977. Talk of school closings in educational circles had caused neighborhood residents to become concerned about the future of Lapham School. It was felt that a central city neighborhood would suffer more from a school closing than other neighborhoods might. Therefore, the education committee began to monitor developments in the Madison Metropolitan School District in order to be prepared to ward off the closing of Lapham.

In fall of 1977, two important studies were completed. Consultants McIsaac and Wakefield, having studied declining enrollment in Madison, recommended the future closing of up to 7 elementary schools. Lapham School was not named by the consultants, but Longfellow, another central city school, was suggested as a target for closure. TLNA issued a statement in support of Longfellow and all central city schools.

Shortly after the completion of the McIsaac-Wakefield report, the School Board's Committee studying the Future of the MMSD made its report. This committee made many recommendations, the gist of which was that declining enrollment ought to be dealt with by cutting costs in administrative areas, fostering alternative use of surplus space, reorganizing and redistricting. The committee said that no elementary schools ought to be closed and that a policy commitment to central city schools ought to be made.

Following the committee report, the TLNA education committee and the Lapham PTA surveyed Lapham parents on the subject of alternatives to school closings. Neighborhood residents overwhelmingly supported the education committee's recommendations and said that more study was needed before schools were closed.

Shortly before the end of 1977, TLNA education members learned that Lapham School would probably be recommended for closure by the superintendent in January. The committee began gathering data and support in preparation for this. TLNA also became affiliated with the newly formed Coalition for Community Schools at this time.

On January 8, 1978, TLNA members broke the story of the threatened school closings to the media and received wide coverage. The next day, Superintendent Ritchie did indeed recommend the closure of Lapham and two other Madison elementary schools.

Following the recommendation, education committee members began to work intensively on preparing a case for Lapham School. A substantial "Reply to the Superintendent's recommendation" was written and released at a press conference in mid-January (the summary conclusion is attached). In addition, a letter writing campaign was organized to urge board members to explore alternatives before closing any

from "Reply to Superintendent's Recommendations Regarding Lapham School" January 1978

The suggestions of Superintendent Ritchie that the Tenney-Lapham and the Marquette neighborhoods are really contiguous areas where interaction and socialization can easily be achieved could not be further from the truth. This is not a mere boundary change. Our two inner-city neighborhoods, while having similar characteristics, are forever separated by this central buffer zone of commerce, industry and traffic. In fact, when the Alternate Parade of Homes was held in these two neighborhoods in 1975 and 1977, it was necessary to have shuttle buses transport the guests from one area to the other.

THE CLOSING OF LAPHAM SCHOOL THREATENS THE
REVITALIZATION OF THE TENNEY-LAPHAM NEIGHBORHOOD

Prior to Superintendent Ritchie's January 9 announcement our future as an area with a mixture of families, elderly and students looked especially bright, particularly as it related to family living and our neighborhood school. Many factors have combined to indicate that we are going to achieve the difficult task of regenerating an old residential area and that it will, once again, be occupied by young families, rather than becoming either a student ghetto or a candidate for expensive urban renewal.

The reasons that led to the initial decline of the Tenney-Lapham Neighborhood's school population have either run their course or are being reversed.

1. The decision to close the neighboring Gisholt and Ohio Medical factories caused many families to relocate. The effect of these major employment dislocations is over.

2. The transportation Department's decision to redesign Gorham and Johnson Streets to become primary traffic arteries caused other families to flee to the suburbs. A more people-oriented transportation philosophy, the addition of stop and go lights, a traffic redirection plan and a future doubling of the mass transit capability will reduce traffic through our neighborhood and make our streets crossable and safer.

3. The amount of conversion to student housing and the percent of absentee ownership is reversing. A survey of home ownership was done by the Tenney-Lapham Neighborhood Association Housing Committee in January, 1978 as part of their preparation for a neighborhood plan to be incorporated into the Madison Land Use Plan. The survey showed that the absolute number of conversions to absentee ownership is declining. More importantly, the trend toward net conversions to absentee ownership has ceased. A six year trend, 1971-1977, showed 84 net additional absentee owners (average 14 per year). The two year trend, 1975-1977, showed 15 net additional absentee owners (average 7 per year) while the 1 year trend, 1977, showed that there were no net additional absentee owners (average 0 per year). If we project this trend to 1978, we may safely predict a positive increase in the number of owner occupied dwellings.

Renewed interest in family living in this area is reflected in single family property values. During the period of 1974 through 1977, single family property values in the neighborhood increased 41.86%, while single family property values city-wide during the same period increased only 37.31%.

The return of families to this neighborhood is not just a hope, it is a reality.

4. The present zoning that encourages multiple units in former smaller units (single homes) may be reversed. Our neighborhood housing committee in conjunction with the Madison Plan Department has surveyed 33 square blocks to determine how occupancy compares to zoning. The results clearly show that parts of the neighborhood are over-zoned, i.e., have less occupants per acre than zoning would allow. Over-zoning has the effect of encouraging the break-up of large units (homes), allows for conversion of green space (back and side yards) to parking for residents, allows for more on-street parking and encourages real estate speculation. The City Plan Department will be studying zoning changes; where they might be made, and to what density level as regards family definition. The survey indicates that we would qualify for R4A category which the City of Madison Zoning Ordinance states is to "promote and encourage a suitable environment for family life where children are members of most families." If this recommendation is approved, the number of large family-suited units will remain constant if not increase. This change appears warranted by the survey findings, the stated objectives of the City of Madison Land Use Plan and the Goals and Objectives of Madison adopted in 1975.

5. Many cultural changes have combined to make the inner city a more attractive place to live. While the 50's and 60's were years of increased mobility leading people to the suburbs, the 70's emphasize historic preservation, conservation of energy and renewal of inner cities. Ten years ago a home in the suburbs was clearly the ideal while today people are recognizing the disadvantages of urban sprawl. Our neighborhood is benefiting from this new emphasis. The newest residents are interested in mass transit, walking to work and living close to services such as neighborhood stores and schools. They no longer think of a home in the inner city as just a place to live until they can afford to move out to the country. This is the neighborhood of first choice.

6. School enrollments have remained constant. The stabilization of the Lapham school enrollments since 1973 has also given us cause to believe that our school and neighborhood are secure. The superintendent's report indicates a net deviation of only 12 students from 1974 to 1977. These figures include the extremely low 1977 kindergarten class of 21 (23 today). The retention rates at Lapham School have improved over the past 10 years. We now have a higher retention rate than the East area as a whole. This indicates stabilization in the neighborhood.

A necessarily hurried survey of only part of our area done since January 9 indicates an increase in the number of pre-school children. While Superintendent Ritchie's report again predicts 21 kindergarten students next year we have already located 35 4-5 year olds.

Our survey of families with pre-school children pointed up the fact that 75% of them owned their own homes and half of these moved in within the past 3 years. While we have been unable to hire a demographic consultant, common sense tells us that the trend is definitely positive with respect to our school. None of these positive indicators was considered in making the enrollment projections quoted in the Superintendent's report.

As indicated earlier, factors that led to the initial decline have disappeared and new factors pointing to increasing the elementary school population now exist or are imminent. In addition to a bright outlook for the walk-in enrollment, we have reason to expect increased enrollments from the population currently being bused. New apartments are under construction on Fordem Street and the Sherman Terrace Apartments are being sold as condominiums. The selling price is near \$30,000. This represents an opportunity to own a home near downtown for people who previously had no other opportunity to buy at that price. Rodney Kruehen, realtor for the units, said "While we are just beginning to sell these condominiums, preliminary market interest convinces me that at least one-half of the 211 units will be occupied by families with one or more children within 2 years."

7. Government institutions have now recognized and are taking steps to correct the decline of the central city that paralleled the flight to the suburbs during the 50's and 60's. A survey of local and regional plans indicates support for our contention that the inner city will be revitalized. The Dane County Land Use Plan adopted in 1973 has a policy "To recognize the value of existing housing and established neighborhoods, and to support improvement and rehabilitation efforts, both public and private". The Land Use Plan for Madison, Wisconsin, adopted June 21, 1977, states as a Major Recommendation for Inner City residential areas:

"Prepare detailed neighborhood plans designed to preserve and enhance the existing neighborhood character, provide for housing opportunities..."

and to

"Implement the neighborhood conservation program to coordinate housing and building code enforcement, rehabilitation loans and grants and integrate transportation and land use."

Steps to implement the Land Use Plan are now under way. The following programs and studies, while not inclusive, will give you some idea of the time and money currently being devoted to inner city renewal.

1. Designation of Tenney-Lapham as a Neighborhood Preservation District.
2. The Housing Rehabilitation Loan Program for owner occupied homes. \$305,750 has already been spent in the school district.

-4-

Conclusion

The closing of Lapham School as recommended by the Superintendent is not justified no matter what standard is used--educational quality, cost or neighborhood impact.

To adopt the standard that educational quality requires a minimum enrollment of 300 is at best simplistic. It is contradicted by the literature and ignores the reality of what is taking place at Lapham School. The quality of Lapham's program is recognized by those who know best, the students and their parents. But if they're not to be believed then consider the national and professional recognition that the educational program at Lapham has achieved.

As can be seen by the report the cost savings estimated by the superintendent are greatly exaggerated. Even using his own approach to analysis the probable savings is under \$200,000 not the \$364,923 he proposes. Remember also, that his analysis makes no accounting for the additional cost the district would incur to upgrade other facilities and attempt the duplication of the program now taking place at Lapham. It is even possible that the closing of Lapham when all costs are properly accounted for would actually cost the district more than keeping it open.

The fact is that Lapham is operating at 86% capacity. There are no empty classrooms nor are there any ready buyers for the facility. Neither the county, the city nor MATC can be expected to buy this facility. MATC won't stay in the old school it already has. So to close it is to merely incur all of the additional costs of relocation and duplication, plus the ongoing upkeep of an empty school.

The Superintendent's report has given no attention to the impact of this particular closing on a fragile but rejuvenating in-town neighborhood. When one looks at property value increases, the amount of direct and indirect investment the community at large is making in this particular neighborhood and the prospects for the future, the beginnings of which can now be seen, it is clear that closing Lapham at this point would be a tragic mistake.

Closing Lapham is simply not justified. Not out of a desire to improve educational opportunity, but what's more interesting is that it isn't even justified on the basis of cost savings.

It will not improve educational opportunity.

It will not reduce costs to the district.

It will, however, undermine the rebirth of an inner city neighborhood.

We very much hope that any thought of closing Lapham will be dismissed forthwith.

elementary schools. A list of neighborhood pre-schoolers was compiled and mapped to show continuing presence of young families in the area. TLNA members, along with the Lapham PTA and faculty made a lengthy presentation at a public hearing before the Board of Education on January 29, 1978, and also held private meetings with all Board members to ask for a delay.

These efforts on the part of TLNA, and similar efforts by other neighborhood groups, the Central Madison Council and the Coalition for Community Schools, were instrumental in bringing about a one year moratorium on school closings which was voted in by the Board of Education on February 20, 1978.

After the moratorium vote, TLNA members continued to work on several fronts to save Lapham. Working independently and with the coalition, TLNA members were involved in all phases of the development of criteria for the ranking of elementary schools. Several letters to the Board of Education were written on this subject, and the school committee addressed the Board on this topic on several occasions as well.

Other members of TLNA became involved in a city sponsored effort to foster the rental of surplus school space. Lapham parents were surveyed on the compatibility of various programs which might seek space in the school and the results of this survey were used in dealing with prospective tenants. Leases for four of Lapham's empty rooms were eventually signed.

A spring open house was held to allow the Lapham parents to see the new school and learn about its programs. Orientation for the children was held the same day.

When the 1979-80 school year began, a relatively smooth transition was made by the former Lapham students. Neighborhood parents became involved in reorganization of the Parent Teacher Group and several TLNA members were elected to positions on the new steering committee.

Problems still awaiting resolution include approval of a late bus for after school activities, and transportation for TL children wishing to attend Saturday recreation at Marquette. The TL Education Committee recently conducted a survey to help address these problems.

In 1977, several residents of the Tenney-Lapham neighborhood met to begin dealing with the possible closing of Lapham School and the potential impact of that loss on the neighborhood. The consensus was that, with or without an operational elementary school, access to the building was essential to give adequate support to on-going revitalization efforts in the area. Developing and enhancing a sense of community became a priority of this group.

On the strength of these initial meetings, area residents designed a needs assessment and then, through the Tenney-Lapham Neighborhood Association, applied for Community Development Block Grant funding for neighborhood enhancement activities focused around Lapham School. The emphasis of the proposal were to try to maintain and expand access to the school building, explore ways to recruit existing social and educational programs into the area, maintain the school building as an attractive physical and social resource for the neighborhood, and to find ways to build a greater sense of community among area residents. Funding was approved for 1979-80 and the process of setting up the administration of that funding began. The first step was to formalize the planning group into the Increase Lapham Project (ILP) which incorporated, separately from the TLNA as a non-profit corporation.

The ILP is administered by a Board of Directors and consists of representatives of tenants at Lapham School, ex officio members, a Sherman Terrace representative, a TLNA representative and several neighborhood-at-large positions which are filled by election at an annual public meeting. Over the past year the Board has contracted with Project Coordinators and has undertaken a variety of projects.

Attempts were made to negotiate with the Madison School District to obtain office space in return for some building management services, but the District rejected this offer. However, the ILP was given limited access to the community wing of the school building. This space has been put to use for such activities as open gym times, concerts, movies, classes, and public meetings. It is hoped that this access will continue indefinitely despite the fact that there is no contract for the current arrangement, and there are currently no policies addressing non-operational schools.

The ILP did unofficially assist in recruiting a number of tenants into Lapham School. As a result, the building is currently fully occupied and offers a unique combination of services of value to neighborhood residents. Among these are the Tenney-Lapham Corporation-Neighborhood Housing Services, Near East Side Coalition of Older Adults, Community Action Commission Outreach, Fuel Assistance & Energy & Weatherization, Increase Lapham Project, Madison Geriatric Clinic, Tenney Nursery & Parent Center, Windwood School, Four Lakes Indian Council, Madison Tenant Union, Spanish American Organization, and Mifflin Health Center. This variety should contribute to continuing neighborhood efforts to improve the quality of life for its residents.

Other ILP activities in progress or anticipated are an on-going needs assessment, a neighborhood history, some beautification projects, a neighborhood information exchange, co-sponsorship of a senior citizen nutrition site, and continued programming for the neighborhood. Currently, the Board of Directors is involved in seeking funding for continued operation of the project. It is hoped that enough money can be raised to maintain operations at the current level.

As the fall of 1978 approached, it became clear that the administration would again recommend the closure of Lapham. Application of the criteria placed Lapham in the number 2 slot for possible closure and a simulated closing predicted savings from the move. TLNA education committee felt that the number of simulations, cost figures and criteria used were inadequate creating a self-fulfilling rationale for closing Lapham.

TLNA members nevertheless continued in their efforts to save Lapham. A letter writing campaign was organized to inform Board members of efforts being made by families to rehabilitate neighborhood housing. Once again residents contacted School Board members and spoke at the public hearing. Additionally, central city businesspersons contacted the Board members on the behalf of Lapham. In spite of all these efforts, the Board of Education voted on December 4, 1978 that Lapham be closed after the current school year.

Conclusion:

Most neighborhood residents originally felt that the closing of Lapham School would have a detrimental effect on the neighborhood. However, the school closing struggle served to unite neighborhood residents. This unity fostered the development of the ILP, (described above), the Tenney Nursery & Parent Center, and the Tenney-Lapham Corporation (see Housing section). These new developments have helped create a feeling of optimism in the neighborhood. The loss of the elementary school was a setback, but not a defeat.

HOUSING

Objectives: Preserve the physical character of existing neighborhood housing while creating additional residential development opportunities to increase the housing supply. Assure housing opportunities for the existing population mix, particularly low and moderate income families and elderly. Encourage owner occupancy.

City Policy: "Create and maintain adequate opportunities for family living (including children of all ages) in most residential neighborhoods. Maintain within the City a choice of housing types and locations for persons of all income levels. In residential neighborhoods, preserve the existing housing stock in sound, well-maintained condition." (Obj. & Pol., pg. 21)

To Date:

The TLNA began addressing housing problems in 1975 through its efforts to reduce traffic in the Johnson-Gorham corridor. High volumes of traffic limited the desirability of housing along these streets. Moreover, the difficult pedestrian passage across this corridor (to the school and the park) made families with children and elderly people reluctant to live in the area.

More directly related housing activity took the form of informing residents through TLNA's newsletter of agencies and procedures for the handling of housing complaints concerning neighboring buildings or in the case of tenants, their own dwelling. Where possible, TLNA's Housing Committee provided assistance with these complaints. These activities have continued to the present.

In 1976, the Housing Committee studies various ways to improve the quality and quantity of the neighborhood housing stock. An increased supply of housing was viewed as the best long-term solution to the high cost of housing. A major concern, however, was the effect of additional housing development on the population mix of the area-- particularly low and moderate income households. It seemed that before new units could be developed a protective mechanism for the existing character was necessary.

During 1977, the problems were more clearly defined and existing conditions analyzed. The following was a preliminary listing of problems:

1. A gradual decline in the stability of the neighborhood as indicated by the reduction of owner-occupancy.
2. Because of the current zoning there has been speculative exchange of properties based on their potential for redevelopment rather than existing use.
3. Property values and taxes reflect the income potential of the number of renters rather than the intended use of the building.
4. Lack of maintenance which may be due to absentee owners' general lack of pride and responsibility to the neighborhood.
5. All of the above result in physical deterioration and subdivision of buildings into marginal living environments.

After documenting exterior physical conditions and densities, the Housing Committee recognized a three-part strategy of rezoning, encouraging rehabilitation, and pursuing new development. The first emphasis was on rezoning.

Early in 1978 upon the recommendation of the Plan Department, a rezoning configuration was developed which was to reflect existing densities and use R4A as the available tool.

To verify neighborhood support a survey was developed. In the summer of 1978, there was an interchange between TLNA and the City Plan Department of numerous revisions to the questionnaire concerning the proposed rezoning.

As a result, a hand delivered and retrieved survey went to all residential units in the area. A similar survey was mailed to all inventor-owners. The greater-than-40% response to the survey indicated that 2 out of 3 residents supported the rezoning. More importantly, the majority of residents were willing to accept the higher rents and property values which accompany any neighborhood revitalization effort.

Through the rest of 1978 and the beginning of 1979, the rezoning was fine-tuned as a result of neighborhood meetings, written comments from property owners, City Plan Department advice, and public hearings (see map). Following a number of delays partially due to questions regarding the proposal's interaction with the parking ordinance, occupancy certification, certified petitions by landowners, and grandfathering; the City Council voted on it in parts in the Spring and Fall of 1979. Although the majority of the proposal was tabled, several important parts were approved. Furthermore, the City recognized a number of procedural problems inherent in the rezoning process and has acted to correct them. Hopefully, the way will be somewhat smoother for future neighborhood actions of this type.

Presently, the complete zoning ordinance text is being rewritten and if it is passed, a new zoning map for the entire City will be prepared and voted on. The Housing Committee will continue to be involved in both phases and will draw on the experience and knowledge gained from the rezoning proposal.

The Housing Committee has shifted its emphasis to rehabilitation of existing housing and the promotion of homeownership with creation of the Tenney-Lapham Corporation (TLC) in the winter of 1979. TLC is a non-profit corporation with the purpose of assisting in the physical preservation and sound development of the neighborhood. A majority of its board members are chosen by TLNA. The balance of its members include representatives of the City, the financial community, and investor-owners, with the intent of forging a cooperative relationship among these groups.

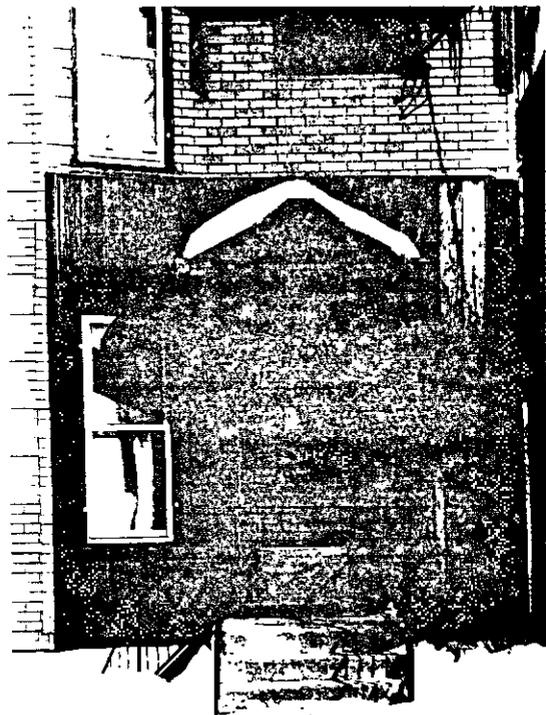
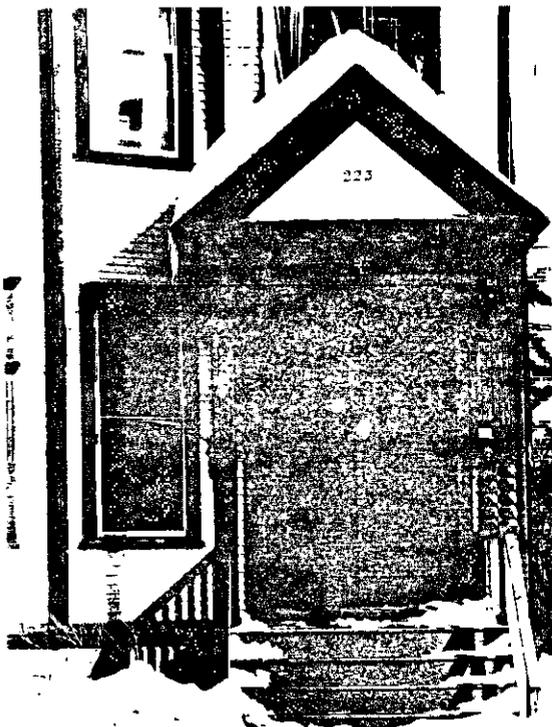
TLC's first effort is the Tenney-Lapham Housing Services (TLHS), which is funded by the City's Community Development Block Grant Program. Its purpose is to intensively market and facilitate already available low-interest loan programs with which homeowners can rehabilitate their homes or tenants can purchase and rehabilitate a home. This intensive marketing will hopefully overcome the historical underutilization of these loan programs and also create a self-reinforcing "community effect" of maintenance and rehabilitation throughout the area. TLHS will also be offering technical housing advice and assistance to neighborhood residents. TLHS will be coordinating its efforts with the City's housing inspection activities in the neighborhood. It is expected that this program will serve as a model for other city neighborhoods. TLHS is located in Room 123, Lapham School and the phone number is 258-9060.

In the area of new housing development, TLNA has been working with the City Planning and Development Department on a mixed residential and light commercial development proposal for the old City Market Place area. TLNA had identified it as a potential development area and following the site's rejection for the location of MATC, the City County directed that a plan be prepared for it. A preliminary plan prepared by the Planning and Development Department is attached. TLNA will be active in developing other underutilized commercial sites and in promoting infill on vacant residential lots.

TLNA, along with other central neighborhood groups has urged the University to utilize its resources to develop new housing in recognition of its strong impact on the housing market. This is especially important in light of the new Veterinarian School soon to be built.

Based on all of the planning activities summarized in this document and ongoing efforts, it is hoped that a vital and diverse neighborhood will be an asset to its residents and Madison. The following photographs illustrate the types of housing which offer homes for high, moderate and low income families, elderly and individuals who are the basis of the Tenney-Lapham neighborhood.

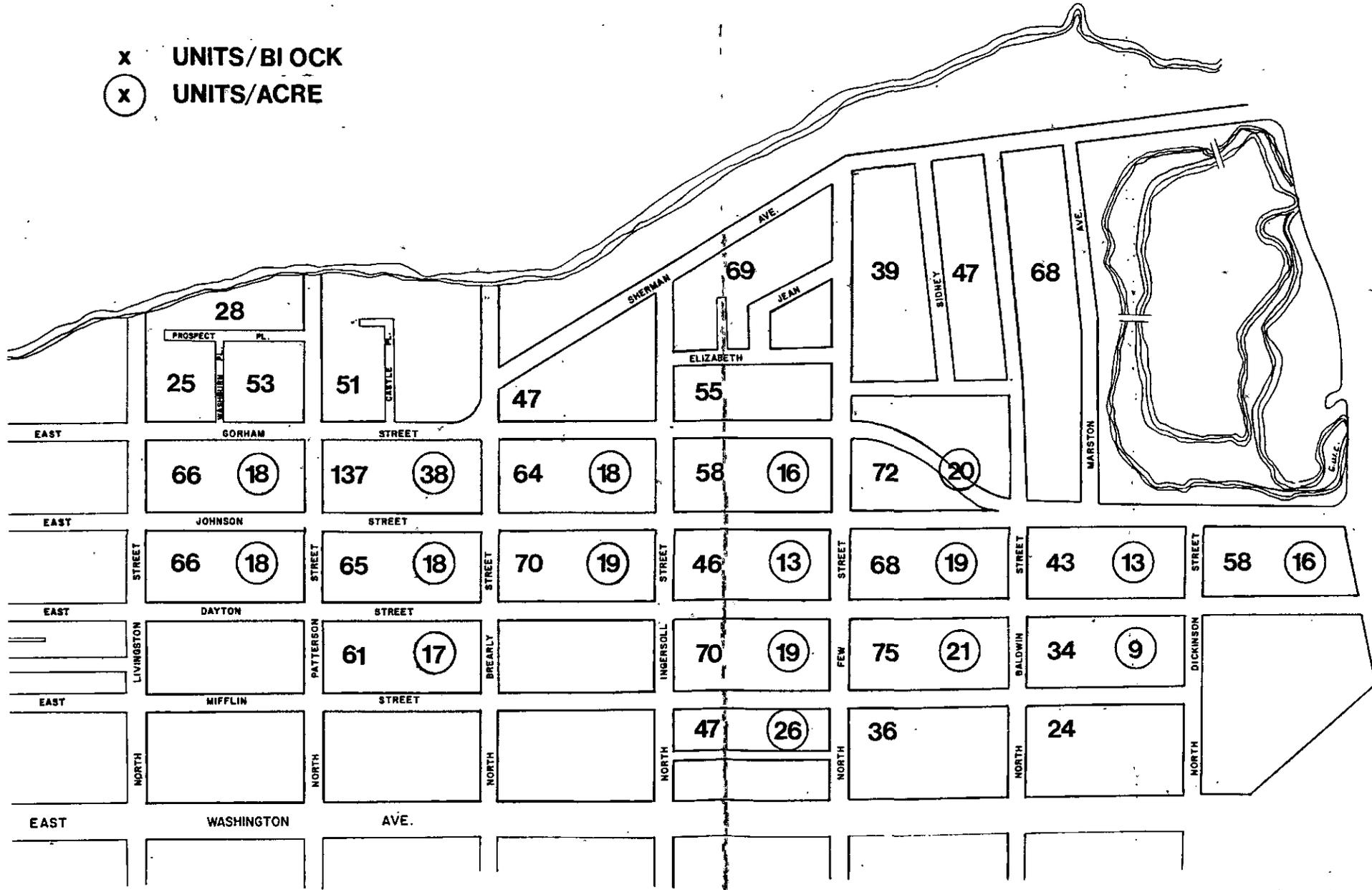


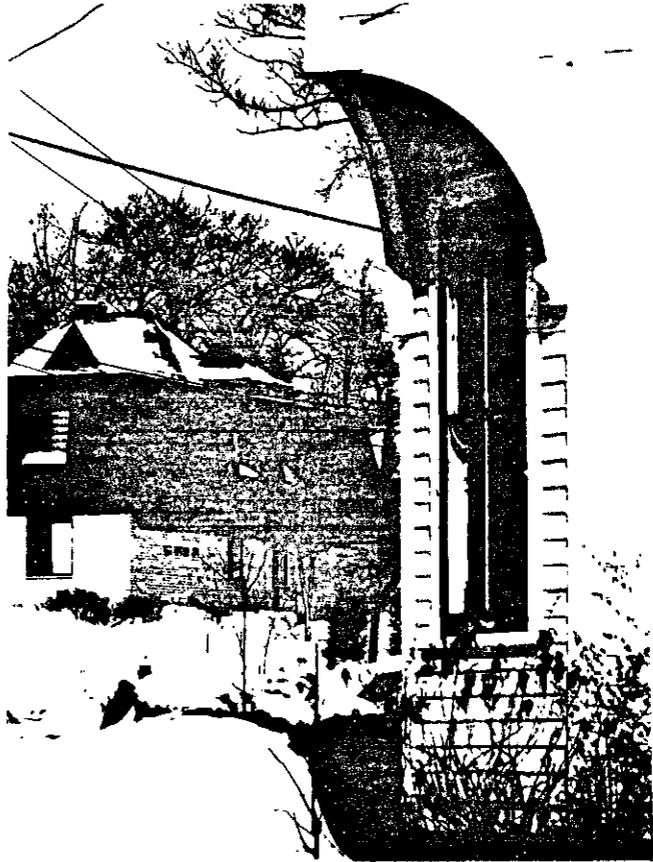


HOUSING DENSITIES

TENNEY-LAPHAM NEIGHBORHOOD HOUSING DENSITIES

x UNITS/BLOCK
 (x) UNITS/ACRE



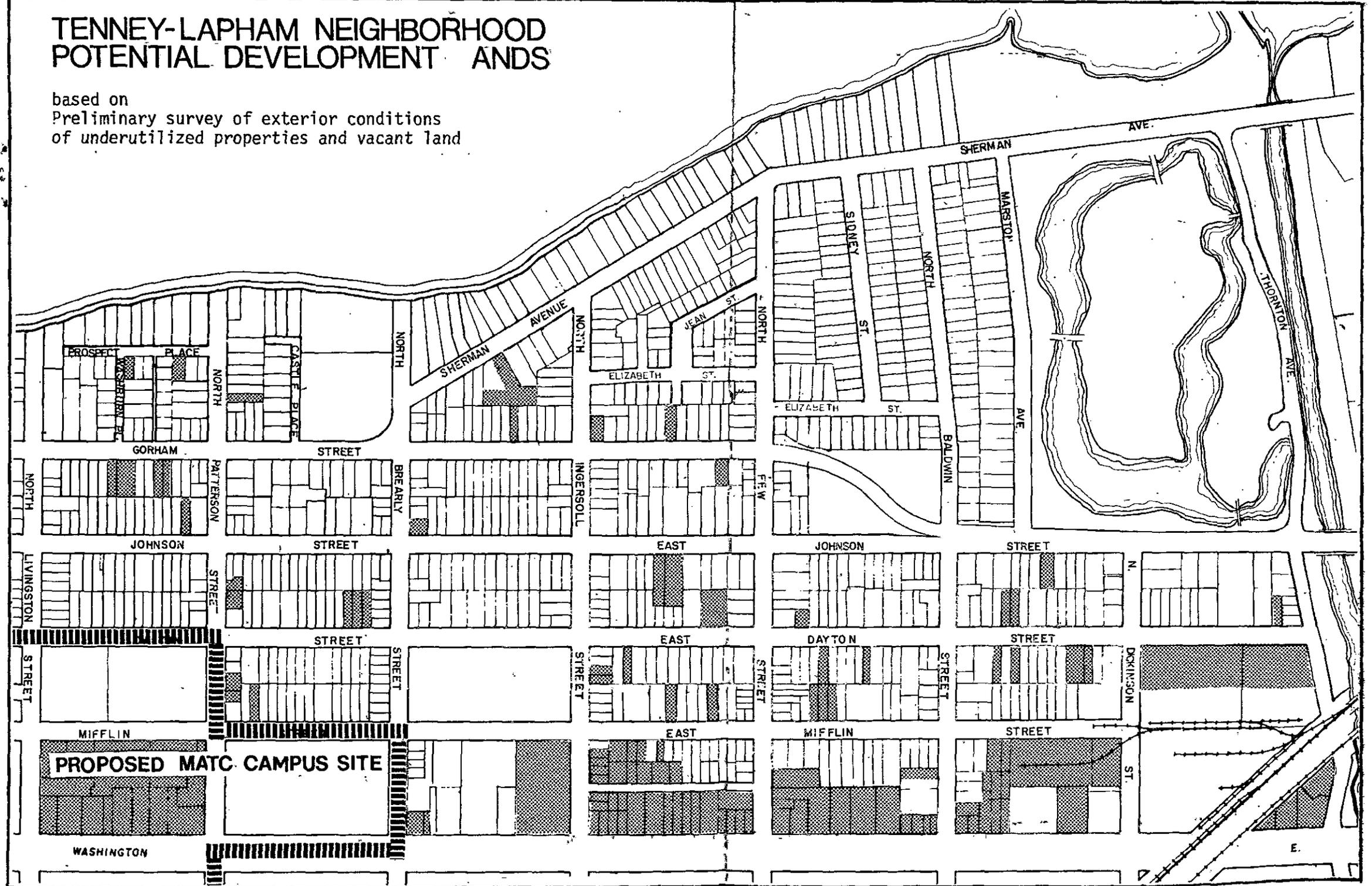


POTENTIAL DEVELOPMENT LANDS

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TENNEY-LAPHAM NEIGHBORHOOD POTENTIAL DEVELOPMENT LANDS

based on
Preliminary survey of exterior conditions
of underutilized properties and vacant land

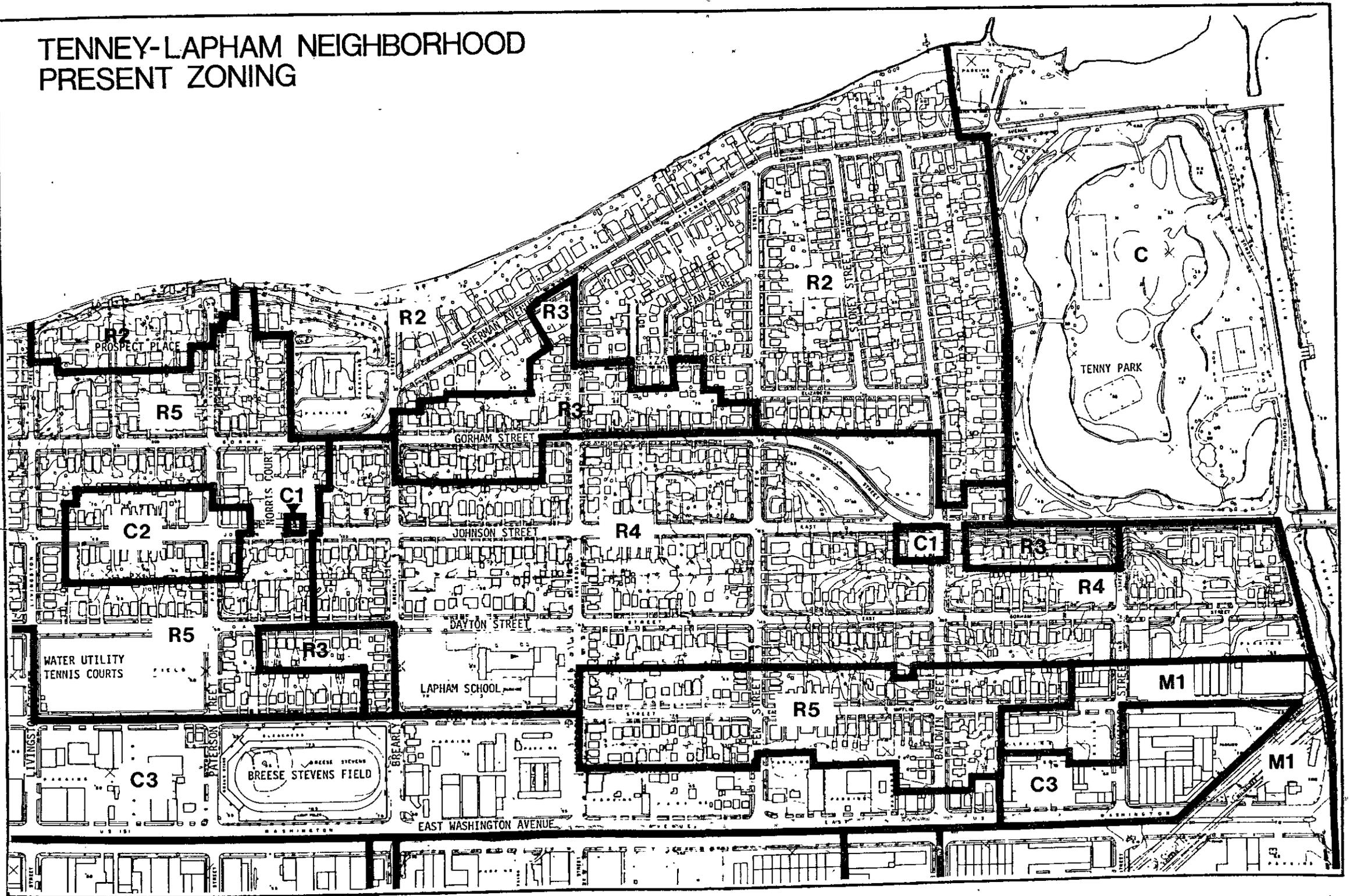


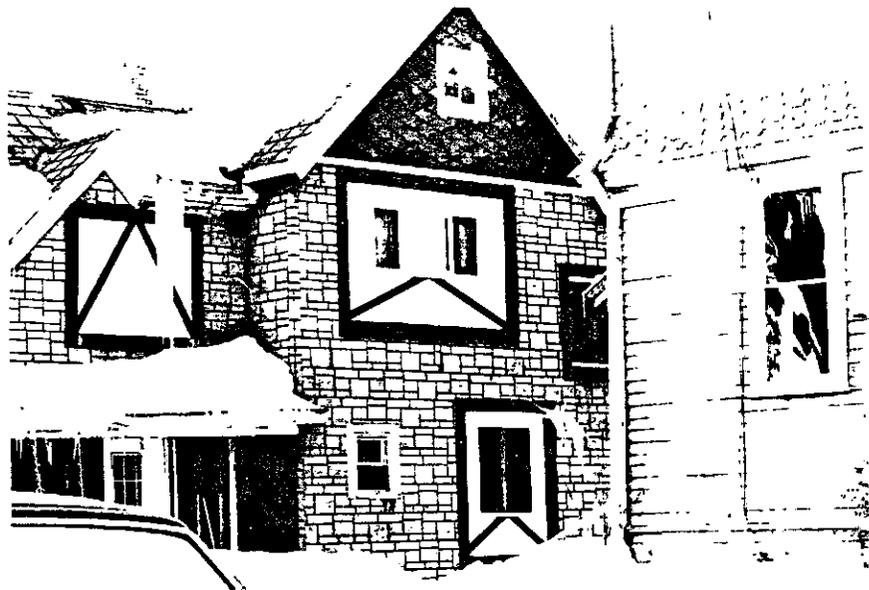


PRESENT ZONING

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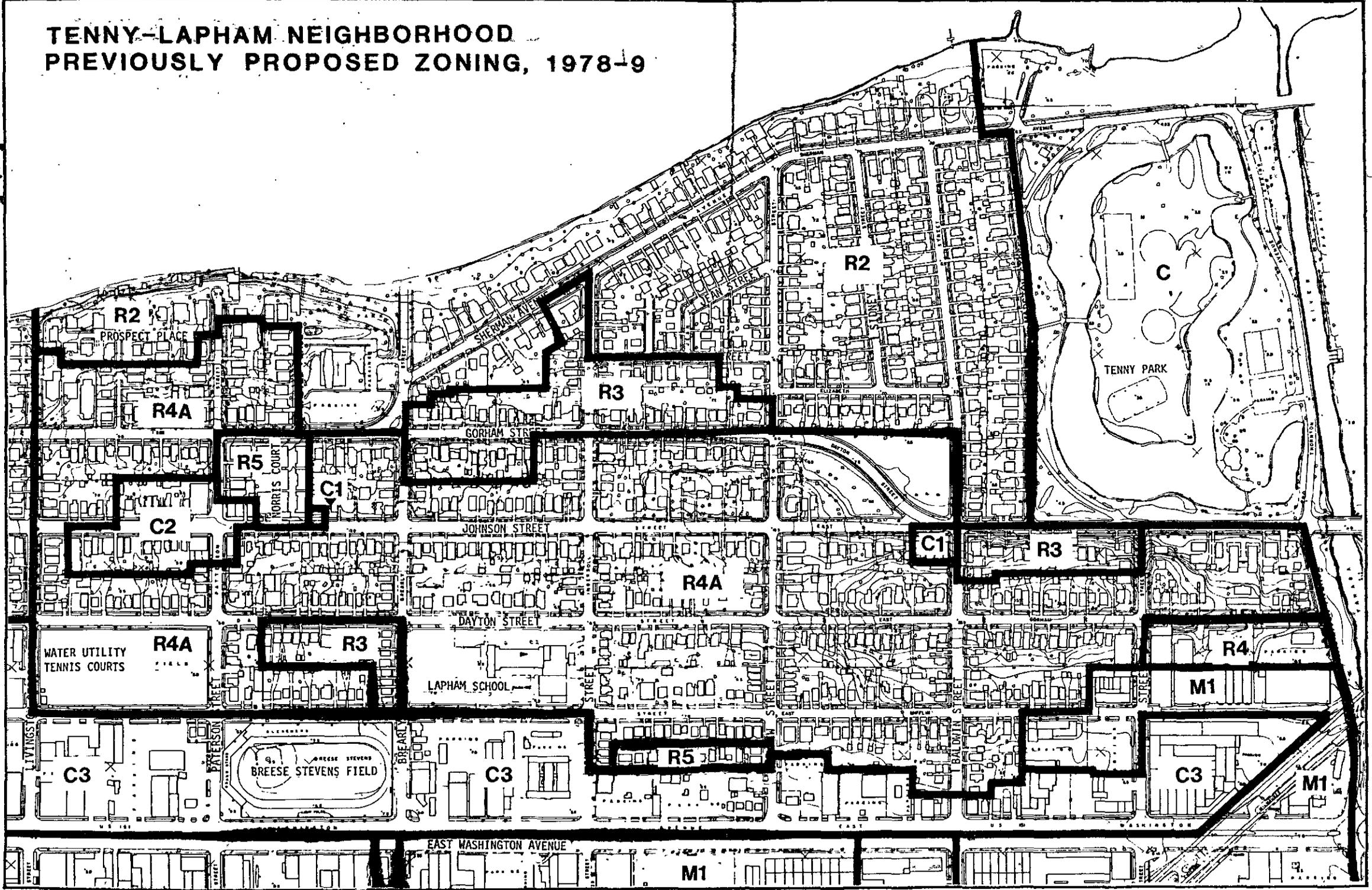
TENNEY-LAPHAM NEIGHBORHOOD PRESENT ZONING





PREVIOUSLY PROPOSED ZONING, 1978-9

TENNY-LAPHAM NEIGHBORHOOD PREVIOUSLY PROPOSED ZONING, 1978-9



TENNEY LAPHAM NEIGHBORHOOD
Planning Activities
Spring, 1980

This report was prepared by the Tenney Lapham Neighborhood Association, with assistance from the Madison Department of Planning and Development.

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