

**From:** [Dharndt12](#)  
**To:** [Urban Design Comments](#)  
**Cc:** [Home](#); [Vaughn, Jessica L](#)  
**Subject:** Redevelopment of 1601-1617 Sherman Avenue Property  
**Date:** Tuesday, November 15, 2022 9:01:21 AM  
**Attachments:** [Final Draft JLA Sherman Redevelopment.pdf](#)  
[Redevelopment Assessment Letter.pdf](#)  
[Traffic Report Assessment.pdf](#)

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Caution: This email was sent from an external source. Avoid unknown links and attachments.

Dear Commission Members:

I am writing regarding the proposed redevelopment of 1617 Sherman Avenue. I have lived at 1650 Sherman Avenue since 1980. Theresa and I have raised our 3 children in this neighborhood. It has been a great place to live. What I value most is the character of the neighborhood, the proximity to downtown Madison, and the natural beauty of this area. I also really appreciate the heterogeneity of the near east side and the mature feel to our surroundings.

I have little experience in real estate development and how this process will play out. I do know that the development that is being proposed by Vermillion will change the character and the natural beauty of this area. I am concerned about all the same things many other neighbors are concerned about including change in the amount of traffic on Sherman Avenue including how it will affect bike and pedestrian traffic as well as vehicle traffic. I think that the proposed buildings are way too large for this area. I am concerned for the impact on our natural environment regarding the wooded area at the construction site and the impacts that this construction will have on the Yahara River and the natural beauty of Tenney and Filene Parks. I am also worried about the soil conditions and any potential toxins that may have been placed at this site in the past and whether this will wind up in our waterways.

Although I have little knowledge how this process will play out, I am fortunate to have two brothers who are very experienced in real estate redevelopment and wet land evaluation and restoration. My step brother James Wolf is a principal at Alfred Gobar Associates which is located in Tustin, California and is an economic and real estate consulting firm. My brother James Arndt is a Ph. D. in Soil Science and has years of experience in environmental consulting. Because of my lack of experience in these matters but my concern over the Vermillion Proposal, I have asked both of them to look at this project and render an opinion. I will enclose their evaluations for you to look at. I should also mention that I asked Jim Wolf to look at the traffic impact study conducted for Vermillion to get his opinion and this will be included as a PDF. He does admit that he is not a traffic engineer but does have some insightful comments about the TADI study.

I will attach the PDF's generated by Jim Wolf and James Arndt to this email.

Thank you very much,

Daniel Arndt  
1650 Sherman Avenue

To: City of Madison Urban Design Commission  
P.O. Box 2984  
Madison, WI 53701  
Attn: Jessica Vaughn, Jenny Kirchgatter & Tim Parks

From: James L. Arndt, Ph.D.  
Professional Soils and Wetland Specialist (Retired)  
10515 Maryland Road  
Bloomington Minnesota 55438

Subject: Initial Assessment of Potential Environmental Issues: Redevelopment of 1601-1617 Sherman Avenue Property

Dear Commission Members:

I have been engaged by Daniel Arndt, the property owner at 1650 Sherman Avenue, to provide an objective assessment of potential environmental issues associated with redevelopment plans under review for the property located at 1601-1617 Sherman Avenue, focusing on soil construction suitability, hydrology, and wetland issues. I hold a Ph.D in Soil Science and previously held licenses and certifications as a wetland and soil science professional in Wisconsin, Minnesota, and North Dakota. Prior to retirement in 2017, I was a Senior Analyst and Principal for Merjent, an environmental consulting firm in Minneapolis. I have over 40 years of documented expertise in applied soil science and the acquisition, interpretation, and presentation of natural resources data in support of State and Federal Environmental Policy Act (NEPA) compliance. My technical expertise in the application of geochemistry, the genesis and morphology of hydric soils, general hydrogeology, soil survey and interpretations, and IT methods to natural resource evaluation is in my Vitae, available on request.

The information discussed below appends the discussion provided by James Wolf's letter of November 4 (Wolf letter, Redevelopment of 1601-1617 Sherman Avenue Property). The Wolf letter critiques Vermilion's Urban Design Commission Application for the Proposed Redevelopment of 1601-1617 Sherman Avenue Property (Vermillion Application or Project application (1)). The Wolf Letter discusses in detail how the Vermillion Application fails to address or satisfy several development recommendations for the property as discussed in the Neighborhood Plan (2).

Though early in the approval process, the Vermillion Application similarly fails to address issues necessary to assess potential Project environmental impacts or Project feasibility at public or commission meetings.

The Project application materials lack:

- A context necessary to evaluate the potential impacts of historic land uses; including the presence, extent, or nature of fill associated with development and agricultural use.
- Information on site topography necessary to evaluate fill and native soil substrates that may or may not be contaminated and require extensive and expensive soil corrections.
- Discussion of groundwater or surface water hydrology associated with known hydric soils on the site and the nearby Yahara River, Lake Mendota, and the Tenney Park Lagoons.

- A list of required or potentially required permits and authorizations anticipated by the applicants for the Project.

Information is readily available to address these deficiencies. Such information is routinely considered by local, state, and Federal agencies evaluating and permitting project proposals. When augmented with site-specific assessment and testing (as necessary) and provided early in the permit and approval process, environmental information supports informed decision-making to benefit both project proponents and the public by:

- ensuring that potentially adverse environmental impacts are identified early,
- that impacts are avoided to the extent practical,
- and that unavoidable impacts are minimized and mitigated.

## **Current Conditions: Project Site (Site) Development History, Topography and Soils**

### Development History and Topography

Site parcel boundaries and current topographic contours were registered on a 2017 air photo base map using Dane county's web-served GIS (3) are provided in Figure 1. Topography on the site currently ranges from approximately 865 feet above sea level (fASL) near the office building in the western portion of the property to approximately 848 fASL associated with low depressions in the southeast forested area that exhibits several distinctive air photo indicators of wetland and recent ponding. Relatively steep slopes generally associated with office building parking areas indicates a fill pad over much of the site ranging from 4 to 6 feet in thickness. Stormwater drainage is to low potential wetland in the forested area south and east of the fill slope immediately north of the berm on the northern bank of the Yahara River.

Site parcel boundaries and current topographic contours are registered to 1937, 1955 1987 and 1995 air photos in Figure 2, Parts A – D in order to track site development through time.

- *Most of the site was in agricultural use or fallow in 1937.* Apparent farming operations consist of small- and moderate-sized fields, possible vegetable operations, a woodlot, and more extensive farm fields in the northwest 2/3 of the site. The southeastern 1/3 of the site is in native herbaceous vegetation with scattered trees and probable ponded wetland areas.
- *Agricultural use ceased sometime between 1937 and 1950, replaced by an office building and parking lot(s) in 1950.* The credit union office building and back parking lot with associated access roads and sidewalks had been completed by 1955, and ongoing grading/filling for a second parking area is indicated in the light-colored area to the southeast of the completed parking lot. The extent of native vegetation has been reduced to the southeastern third of the site.
- *The 1987 photo shows expansion of the parking lot.* Remaining undisturbed portions of the site have grown up to forestland.
- *Between 1987 and 1995 the parking lot was expanded significantly to the south, resulting in an additional fill episode.* Total thickness of fill material over most of the area south and east of the office building is over 5 feet,
- A comparison between the 1995 and 2017 aerial photos indicates that no additional filling/grading occurred after 1995.

## Site Soils

A site-specific soil map along with soil descriptions and construction-related use interpretations was developed for the Project site using the NRCS Web Soil Survey (4). Soil descriptions and pertinent soils information is provided in Attachment.

- Soils on the site are mapped into the moderately well drained Dodge silt loam 2-6 percent slopes, and the poorly drained wetland soil Colwood silt loam 0-2 percent slopes map units.
- All the Dodge and much of the Colwood soil map units have been affected by cut, fill, and grading activities during the development episodes discussed previously.
- The forested component in the southeast corner of the site may be relatively undisturbed Colwood soils characterized by high water tables and frequent ponding as indicated in the NRCS Web Soil Survey. Flooding is not anticipated. Colwood soils are listed as hydric and would be strongly suggestive of jurisdictional wetland.
- Use of site soils to support construction activities and as fill material are extremely limited for Colwood soils due to ponding and high watertables, and non-limited to very limited for Dodge soils due to poor bearing strength.

The NRCS soils data currently available do not reflect any of the historic grading or filling on the site and should not be used to assess surface soil properties. Some of the soil information may be useful when applied to native undisturbed sediments that may remain under filled areas, and soil information for undisturbed areas would be applicable.

## Site Hydrology

Surface water hydrology and stormwater flow are introduced above in the discussion on topography and using several web-served applications that provide waterlevels of important surface water features (5). Three important hydrologic features are present within and near the site.

- Lake Mendota and the Yahara River are just a few hundred feet northwest and immediately southwest of the site. Hydrologic data indicate that the lake and river levels are set by the Tenney Park Dam and are relatively stable at 850 fASL and 845 fASL, respectively.
- Groundwater flow would be from Lake Mendota to the Yahara River across a gradient of about 5 feet. In the area of the site, local groundwater levels away from and immediately adjacent to the Yahara River would likely have base level at or above 850 feet above sea level (fASL) and 845 fASL, respectively.
- The data strongly support the presence of wetland in the remaining undisturbed Colwood soil areas on the Project Site that are below 855 fASL.
- Given the proximity of the Yahara River to the frequently ponded Colwood soil in the forested area of the site, a strong groundwater connection between site wetland features and the Yahara River is likely.

## List of Applicable Permits and Authorizations

Large project permitting can be complex, frequently requiring local, state, and Federal permits and authorization as well as some form of environmental review. The proposed Project will require several local permits in addition to authorizations required by the city planning process

and may require additional state and Federal authorizations (**6 - 10**). The presence of probable jurisdictional wetland on the site requires on-site assessment and delineation, a permit to fill wetlands if they are found, and compliance with National Environmental Policy Act (NEPA) and the Wisconsin Environmental Policy Act (WEPA) to ensure that adverse impacts are identified, avoided, minimized, and mitigated. The processes typically require public notice and actively solicit public input at open meetings and via written comments. It is incumbent on the project proponent to provide comments addressing issues raised.

To facilitate efficient planning, most of the large residential projects that I am familiar with include an anticipated permit approvals list to assist agencies and the public with the comment and approval process.

### **Implications for Proposed Site Development**

The development proposed by Vermillion for the 1601-1617 Sherman Avenue Property as indicated in their project materials provided to the UDC and at public meetings to date has not included any historic or environmental context necessary for decision making. These deficiencies seriously compromise project feasibility assessments at agency and public meetings:

- The agricultural operation evident in the 1937 aerial photo should be considered a potential source of contamination requiring an on-site evaluation through an Environmental Site Assessment (ESA) (**6**). Farmers in the 1930s commonly disposed of herbicides, pesticides, and excess fertilizers on the farm (**11**).
- Given the nature of the redevelopment site as a possible brownfield with several sources of potential contamination, the true extent and nature of thick fill must be assessed to evaluate its use during site grading and to ensure that potential contamination of ground and surface water will not occur during site preparation, construction, and management. Fills including coal ash have been observed on the banks of the Yahara River. Recently, 10,600 tons of fill were excavated and removed to a landfill from a building site on the 700 block of East Washington Avenue because of its potential contaminants. (**12**)
- An on-site wetland delineation needs to be performed for the areas of undisturbed native hydric soils.
- Current surface and subsurface hydrology need to be described and the potential effects of the Project on modifying on-site and near-site surface and subsurface hydrology need to be assessed. Groundwater in the area appears to be high and even minor changes in topography may have substantial impacts both on and off the Project site. Project proponents propose underground parking without providing information on how subgrades relate to the watertable. The hydrologic connection between potential wetlands in the forested area and the Yahara River needs to be described.
- Much of the historic filling occurred prior to environmental regulation, which could involve state and Federal environmental review, and wetland fill and NPDES permits among others. The Applicant should provide a brief annotated list of the various permits and authorizations that they believe would be required prior to initial Site construction.

Please contact me should you have any questions regarding our assessment of this redevelopment proposal.

Very truly yours,



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James L. Arndt, Ph.D.  
Professional Soil Scientist (Retired)

### **Supporting Data Sources and Background**

1. 1601-1617 Sherman Plans, 03-22 10 26 – Sherman UDC Information Presentation.  
<https://madison.legistar.com/LegislationDetail.aspx?ID=5870262&GUID=BD5D83D6-30E6-420C-A920-38BF3D03AE01>
2. City of Madison Common Council. 2016. Emerson East - Eken Park – Yahara Neighborhood Plan Enactment No. RES-16-00036 Legislative File ID 39906  
<https://www.cityofmadison.com/dpced/planning/documents/eeepynp2016.pdf>  
Madison Department of Planning and Development. 1998. Yahara River Parkway and Environs Master Plan. <https://www.cityofmadison.com/dpced/planning/documents/yahara.pdf>
3. 1-foot topographic contours, site parcel and location information, and aerial photo history was obtained from the Dane County Land Information Office's on-line interactive mapping application DCIMAP (<https://dcimapapps.countyofdane.com/dcmapviewer/>),
4. Soils Information was obtained from the NRCS Web Soil Survey (<https://websoilsurvey.sc.egov.usda.gov/App/HomePage.htm>),
5. Recent stage elevations associated with the Yahara River and Lake Mendota were obtained from "Current Conditions for Wisconsin: Yahara River and Lakes" [https://waterdata.usgs.gov/wi/nwis/current/?type=dane&group\\_key=NONE](https://waterdata.usgs.gov/wi/nwis/current/?type=dane&group_key=NONE) . Additional data are available at <https://water.weather.gov/ahps/> and <https://lwrdr.countyofdane.com/chartlakelevels> .
6. Environmental Site Assessments in Wisconsin.  
<https://dnr.wisconsin.gov/topic/Brownfields/ESA.html>
7. Conditional Use Process <https://plandev.countyofdane.com/Zoning/Conditional-Use-Permits/CUP-Process>
8. A Citizen Guide to the Role of the Wisconsin Environmental Policy Act.  
<https://www.co.ozaukee.wi.us/DocumentCenter/View/887/Citizen-Guide-to-the-Role-of-the-WEPA?bidId=>
9. Wisconsin's Pollution Discharge Elimination System (WPDES) permits.  
<https://dnr.wisconsin.gov/topic/Wastewater/Permits.html>
10. Wetland Permitting Process in Wisconsin.  
<https://dnr.wisconsin.gov/topic/Wetlands/permits#:~:text>All%20wetlands%20in%20Wisconsin%20are,with%20their%20projects%20whenever%20possible.>
11. Hood, E. 2006. The Apple Bites Back: Claiming Old Orchards for residential Development. Environ Health Perspect 115(8):A470-A476.  
<https://www.ncbi.nlm.nih.gov/pmc/articles/PMC1551991/>
12. Ron Seely. December 25 2014. Downtown Madison built on Coal Ash. Wisconsin Watch.  
<https://wisconsinwatch.org/2014/12/downtown-madison-built-on-coal-ash/>

## Site Map with Parcels, 1' Contours; 1601-1617 Sherman Avenue Property, 2017 Air Photo Base

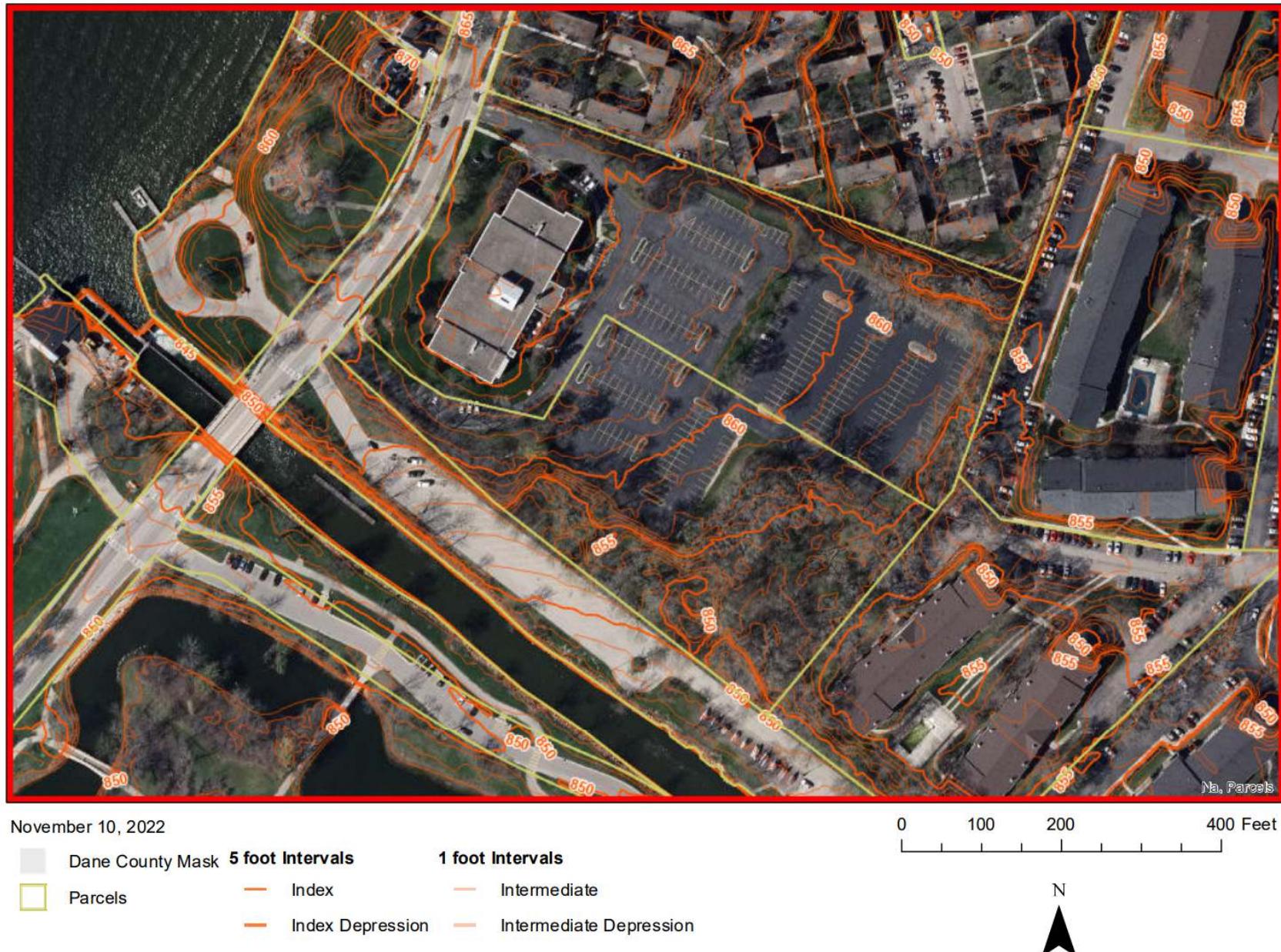


Figure 1.

Site Map with Parcels, 1' Contours; 1601-1617 Sherman Avenue Property, 1937 Air Photo Base

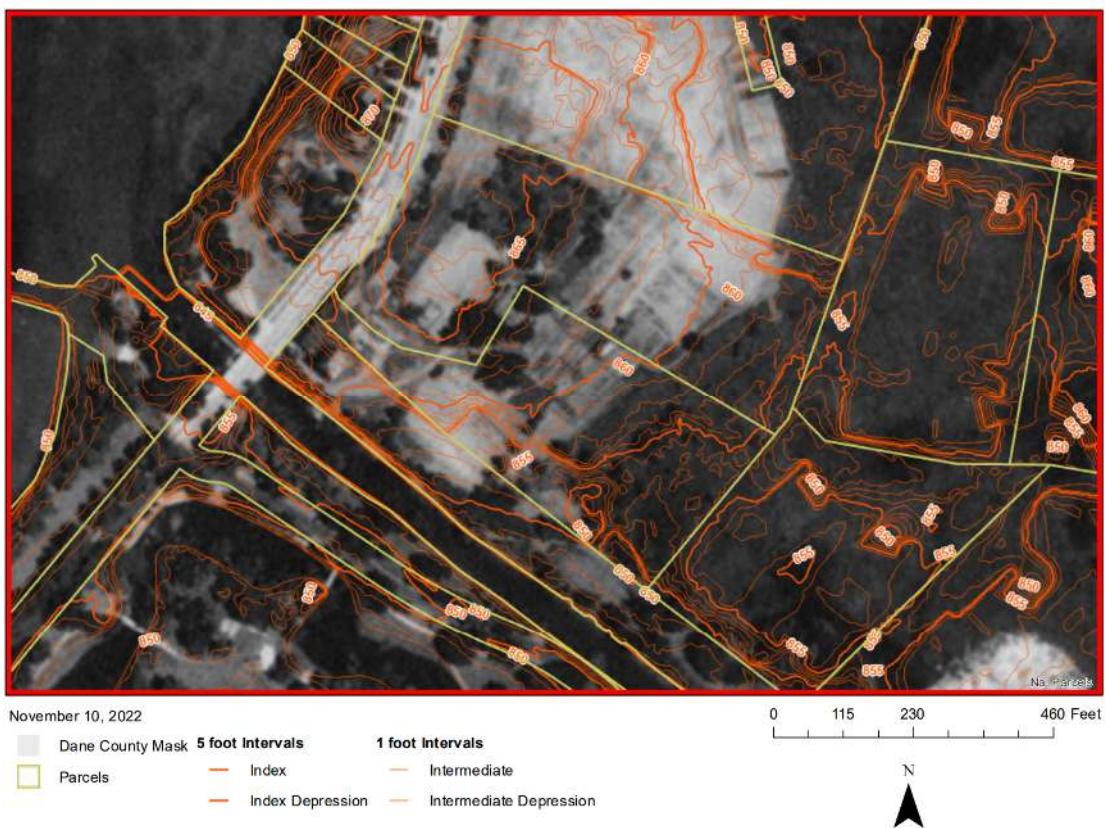


Figure 2A.

Site Map with Parcels, 1' Contours; 1601-1617 Sherman Avenue Property, 1955 Air Photo Base



Figure 2B

Site Map with Parcels, 1' Contours; 1601-1617 Sherman Avenue Property, 1987 Air Photo Base

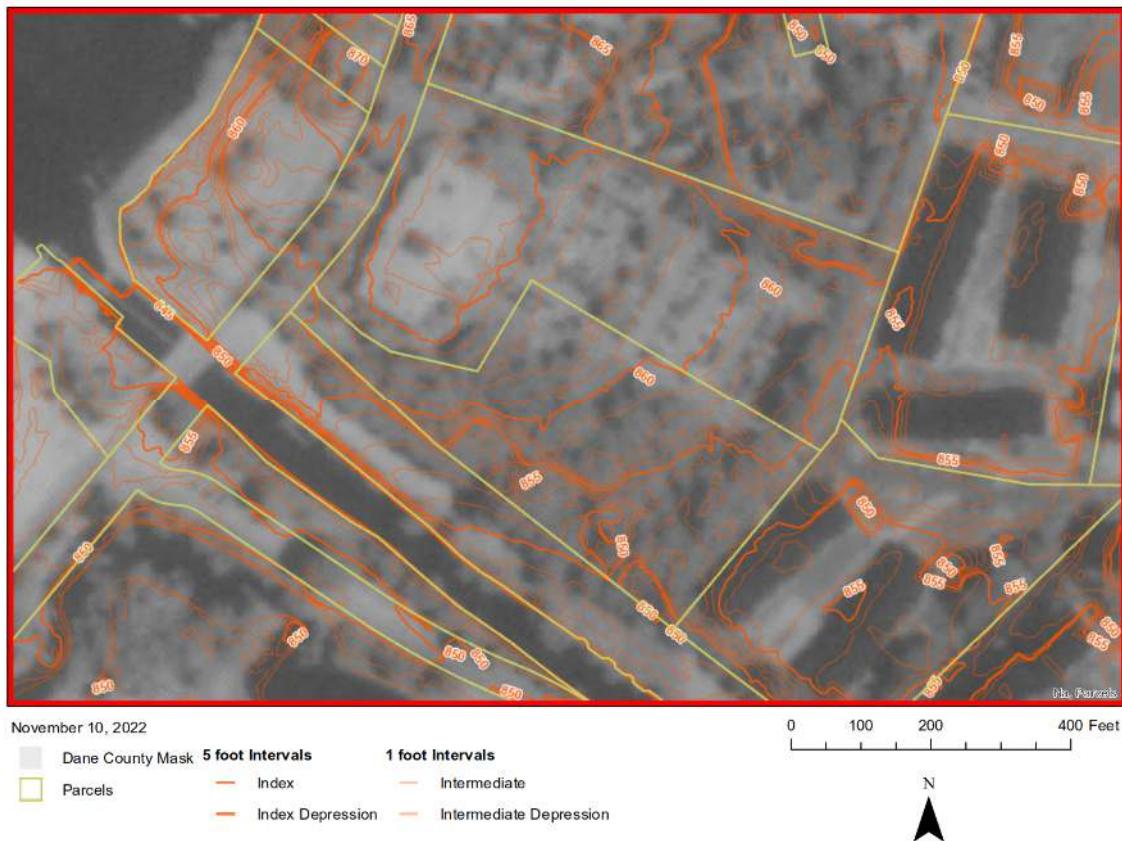


Figure 2C

Site Map with Parcels, 1' Contours; 1601-1617 Sherman Avenue Property, 1995 Air Photo Base



Figure 2D

Attachment 1  
Selections from the NRCS Site-Specific Soil Survey  
(Full document available on request)



United States  
Department of  
Agriculture

**NRCS**

Natural  
Resources  
Conservation  
Service

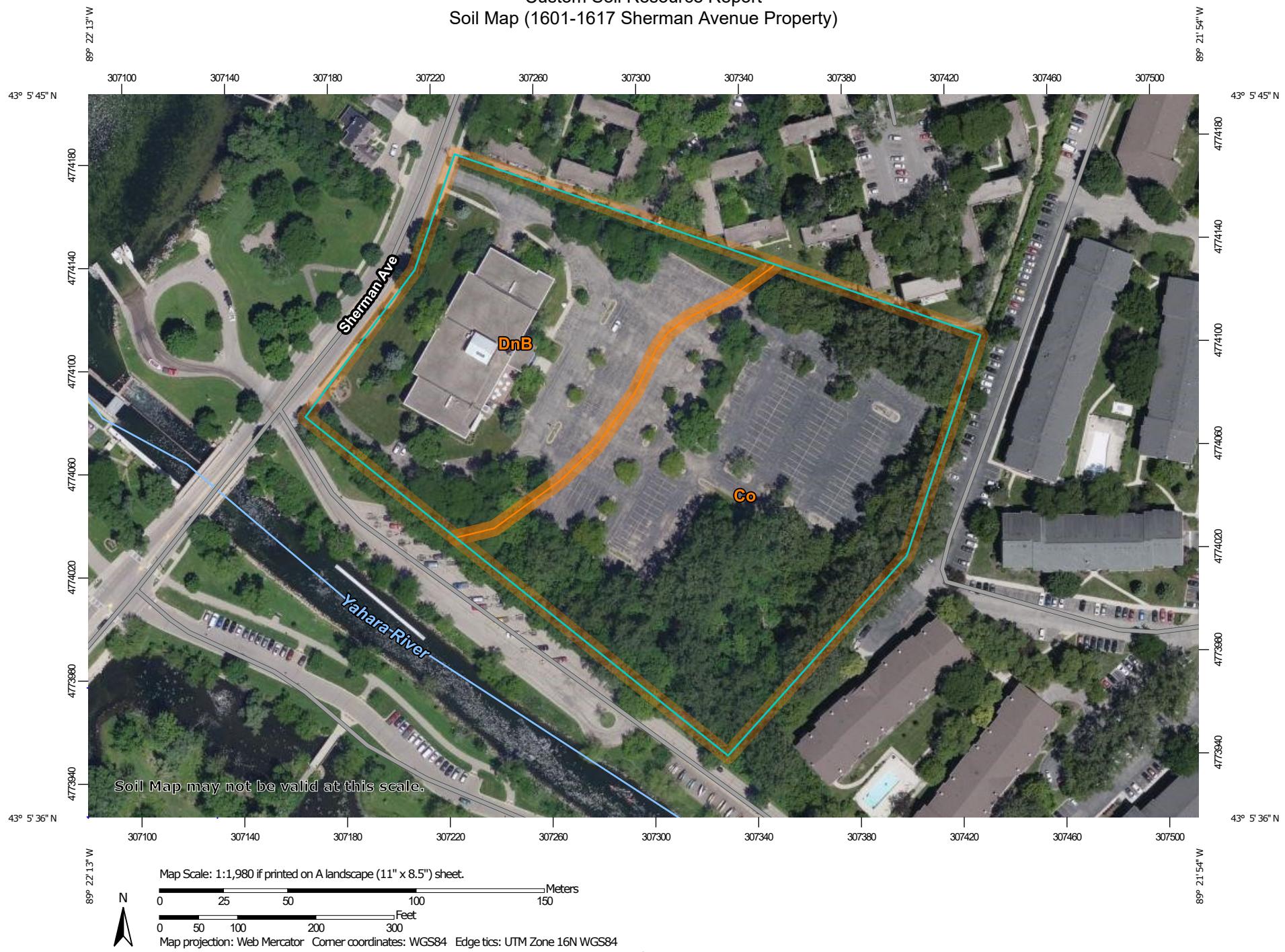
A product of the National Cooperative Soil Survey, a joint effort of the United States Department of Agriculture and other Federal agencies, State agencies including the Agricultural Experiment Stations, and local participants

# Custom Soil Resource Report for Dane County, Wisconsin

**1601-1617 Sherman Avenue Property**

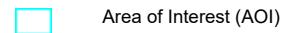


Custom Soil Resource Report  
Soil Map (1601-1617 Sherman Avenue Property)



## MAP LEGEND

## Area of Interest (AOI)



Area of Interest (AOI)

## Soils



Soil Map Unit Polygons



Soil Map Unit Lines



Soil Map Unit Points

## Special Point Features



Blowout



Borrow Pit



Clay Spot



Closed Depression



Gravel Pit



Gravelly Spot



Landfill



Lava Flow



Marsh or swamp



Mine or Quarry



Miscellaneous Water



Perennial Water



Rock Outcrop



Saline Spot



Sandy Spot



Severely Eroded Spot



Sinkhole



Slide or Slip



Sodic Spot

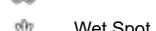
Spoil Area



Stony Spot



Very Stony Spot

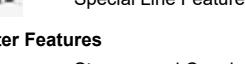


Wet Spot



Other

Special Line Features



Streams and Canals

## Transportation



Rails



Interstate Highways



US Routes



Major Roads



Local Roads

## Background



Aerial Photography

## MAP INFORMATION

The soil surveys that comprise your AOI were mapped at 1:15,800.

Warning: Soil Map may not be valid at this scale.

Enlargement of maps beyond the scale of mapping can cause misunderstanding of the detail of mapping and accuracy of soil line placement. The maps do not show the small areas of contrasting soils that could have been shown at a more detailed scale.

Please rely on the bar scale on each map sheet for map measurements.

Source of Map: Natural Resources Conservation Service

Web Soil Survey URL:

Coordinate System: Web Mercator (EPSG:3857)

Maps from the Web Soil Survey are based on the Web Mercator projection, which preserves direction and shape but distorts distance and area. A projection that preserves area, such as the Albers equal-area conic projection, should be used if more accurate calculations of distance or area are required.

This product is generated from the USDA-NRCS certified data as of the version date(s) listed below.

Soil Survey Area: Dane County, Wisconsin

Survey Area Data: Version 21, Sep 6, 2022

Soil map units are labeled (as space allows) for map scales 1:50,000 or larger.

Date(s) aerial images were photographed: Jun 13, 2020—Jul 31, 2020

The orthophoto or other base map on which the soil lines were compiled and digitized probably differs from the background imagery displayed on these maps. As a result, some minor shifting of map unit boundaries may be evident.

## Map Unit Legend (1601-1617 Sherman Avenue Property)

Map Unit Symbol	Map Unit Name	Acres in AOI	Percent of AOI
Co	Colwood silt loam, 0 to 2 percent slopes	5.0	59.9%
DnB	Dodge silt loam, 2 to 6 percent slopes	3.3	40.1%
<b>Totals for Area of Interest</b>		<b>8.4</b>	<b>100.0%</b>

## Map Unit Descriptions (1601-1617 Sherman Avenue Property)

The map units delineated on the detailed soil maps in a soil survey represent the soils or miscellaneous areas in the survey area. The map unit descriptions, along with the maps, can be used to determine the composition and properties of a unit.

A map unit delineation on a soil map represents an area dominated by one or more major kinds of soil or miscellaneous areas. A map unit is identified and named according to the taxonomic classification of the dominant soils. Within a taxonomic class there are precisely defined limits for the properties of the soils. On the landscape, however, the soils are natural phenomena, and they have the characteristic variability of all natural phenomena. Thus, the range of some observed properties may extend beyond the limits defined for a taxonomic class. Areas of soils of a single taxonomic class rarely, if ever, can be mapped without including areas of other taxonomic classes. Consequently, every map unit is made up of the soils or miscellaneous areas for which it is named and some minor components that belong to taxonomic classes other than those of the major soils.

Most minor soils have properties similar to those of the dominant soil or soils in the map unit, and thus they do not affect use and management. These are called noncontrasting, or similar, components. They may or may not be mentioned in a particular map unit description. Other minor components, however, have properties and behavioral characteristics divergent enough to affect use or to require different management. These are called contrasting, or dissimilar, components. They generally are in small areas and could not be mapped separately because of the scale used. Some small areas of strongly contrasting soils or miscellaneous areas are identified by a special symbol on the maps. If included in the database for a given area, the contrasting minor components are identified in the map unit descriptions along with some characteristics of each. A few areas of minor components may not have been observed, and consequently they are not mentioned in the descriptions, especially where the pattern was so complex that it was impractical to make enough observations to identify all the soils and miscellaneous areas on the landscape.

The presence of minor components in a map unit in no way diminishes the usefulness or accuracy of the data. The objective of mapping is not to delineate

## Dane County, Wisconsin

### Co—Colwood silt loam, 0 to 2 percent slopes

#### Map Unit Setting

*National map unit symbol:* 2tjx2

*Elevation:* 570 to 1,020 feet

*Mean annual precipitation:* 31 to 37 inches

*Mean annual air temperature:* 45 to 48 degrees F

*Frost-free period:* 110 to 194 days

*Farmland classification:* Prime farmland if drained

#### Map Unit Composition

*Colwood and similar soils:* 85 percent

*Minor components:* 15 percent

*Estimates are based on observations, descriptions, and transects of the mapunit.*

#### Description of Colwood

##### Setting

*Landform:* Lakebeds (relict)

*Landform position (two-dimensional):* Toeslope

*Landform position (three-dimensional):* Interfluve

*Down-slope shape:* Concave

*Across-slope shape:* Concave

*Parent material:* Loamy glaciolacustrine deposits over stratified silt and fine sand  
glaciolacustrine deposits

##### Typical profile

*Ap - 0 to 10 inches:* silt loam

*Bg - 10 to 24 inches:* sandy clay loam

*2Cg - 24 to 79 inches:* stratified very fine sand to silt

##### Properties and qualities

*Slope:* 0 to 2 percent

*Depth to restrictive feature:* More than 80 inches

*Drainage class:* Poorly drained

*Capacity of the most limiting layer to transmit water (Ksat):* Moderately high (0.20  
to 0.60 in/hr)

*Depth to water table:* About 0 inches

*Frequency of flooding:* None

*Frequency of ponding:* Frequent

*Calcium carbonate, maximum content:* 20 percent

*Maximum salinity:* Nonsaline to very slightly saline (0.0 to 2.0 mmhos/cm)

*Available water supply, 0 to 60 inches:* High (about 10.4 inches)

##### Interpretive groups

*Land capability classification (irrigated):* None specified

*Land capability classification (nonirrigated):* 2w

*Hydrologic Soil Group:* C/D

*Ecological site:* F095XB004WI - Wet Loamy or Clayey Lowland

*Forage suitability group:* High AWC, high water table (G095BY007WI)

*Other vegetative classification:* High AWC, high water table (G095BY007WI)

*Hydric soil rating:* Yes

## Minor Components

### Pella

*Percent of map unit:* 8 percent  
*Landform:* Drainageways  
*Landform position (two-dimensional):* Toeslope  
*Landform position (three-dimensional):* Base slope  
*Down-slope shape:* Concave  
*Across-slope shape:* Concave  
*Ecological site:* F095XB004WI - Wet Loamy or Clayey Lowland  
*Hydric soil rating:* Yes

### Palms

*Percent of map unit:* 7 percent  
*Landform:* Depressions  
*Landform position (two-dimensional):* Toeslope  
*Landform position (three-dimensional):* Base slope  
*Down-slope shape:* Concave  
*Across-slope shape:* Concave  
*Ecological site:* F095XB001WI - Mucky Swamp  
*Hydric soil rating:* Yes

## DnB—Dodge silt loam, 2 to 6 percent slopes

### Map Unit Setting

*National map unit symbol:* 2szfp  
*Elevation:* 830 to 1,090 feet  
*Mean annual precipitation:* 31 to 35 inches  
*Mean annual air temperature:* 45 to 48 degrees F  
*Frost-free period:* 127 to 181 days  
*Farmland classification:* All areas are prime farmland

### Map Unit Composition

*Dodge and similar soils:* 85 percent  
*Minor components:* 15 percent  
*Estimates are based on observations, descriptions, and transects of the mapunit.*

### Description of Dodge

#### Setting

*Landform:* Drumlins  
*Landform position (two-dimensional):* Backslope  
*Landform position (three-dimensional):* Side slope  
*Down-slope shape:* Convex  
*Across-slope shape:* Convex  
*Parent material:* Loess over calcareous loamy till

#### Typical profile

*Ap - 0 to 6 inches:* silt loam  
*BE - 6 to 9 inches:* silt loam

*Bt1 - 9 to 29 inches:* silty clay loam  
*2Bt2 - 29 to 40 inches:* clay loam  
*2C - 40 to 79 inches:* gravelly sandy loam

#### **Properties and qualities**

*Slope:* 2 to 6 percent  
*Depth to restrictive feature:* More than 80 inches  
*Drainage class:* Well drained  
*Capacity of the most limiting layer to transmit water (Ksat):* Moderately high (0.20 to 0.57 in/hr)  
*Depth to water table:* More than 80 inches  
*Frequency of flooding:* None  
*Frequency of ponding:* None  
*Calcium carbonate, maximum content:* 40 percent  
*Maximum salinity:* Nonsaline to very slightly saline (0.0 to 2.0 mmhos/cm)  
*Available water supply, 0 to 60 inches:* High (about 9.9 inches)

#### **Interpretive groups**

*Land capability classification (irrigated):* None specified  
*Land capability classification (nonirrigated):* 2e  
*Hydrologic Soil Group:* C  
*Ecological site:* F095XB007WI - Loamy Upland with Carbonates  
*Forage suitability group:* High AWC, adequately drained (G095BY008WI)  
*Other vegetative classification:* High AWC, adequately drained (G095BY008WI)  
*Hydric soil rating:* No

#### **Minor Components**

##### **St. charles**

*Percent of map unit:* 8 percent  
*Landform:* Drumlins  
*Ecological site:* F095XB010WI - Loamy and Clayey Upland  
*Hydric soil rating:* No

##### **Mayville**

*Percent of map unit:* 5 percent  
*Landform:* Drumlins  
*Ecological site:* F095XB010WI - Loamy and Clayey Upland  
*Hydric soil rating:* No

##### **Lamartine**

*Percent of map unit:* 2 percent  
*Landform:* Drumlins  
*Landform position (two-dimensional):* Backslope  
*Landform position (three-dimensional):* Side slope  
*Down-slope shape:* Concave  
*Across-slope shape:* Linear  
*Ecological site:* F095XB005WI - Moist Loamy or Clayey Lowland  
*Hydric soil rating:* No

Attachment 2  
Resume of James Arndt

(Full Vitae available on request)

# JAMES ARNDT PH.D., PWS, LPSS, CPSS, PSC (RETIRED)

## ► CONTACT INFORMATION

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### Senior Analyst and Principal

Merjent Inc.

I am currently retired and working out of my home as a Contract Employee on special projects for Merjent.

Dr. James L. Arndt, Ph.D. LPSS, PSC, PWS (Emeritus)

Senior Analyst and Principal

1 Main Street SE

Suite 300

Minneapolis MN 55414

Email: [jarndt@merjent.com](mailto:jarndt@merjent.com)

Phone: 612 751 5796

### Private Consultant Natural Resources/Regulatory Permitting

Dr. James L. Arndt, Ph.D. LPSS, PSC, PWS (Emeritus)

10515 Maryland Road

Bloomington MN 55438

Email: [jlarndt@comcast.net](mailto:jlarndt@comcast.net)

Phone: 612 751 5796

## ► PROFESSIONAL EXPERIENCE

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Dr. James Arndt specializes in Federal, state, and local environmental permitting and has expertise in applied soil science and acquisition, interpretation, and presentation of natural resources data. He has been involved in the analysis of large mining, high voltage electrical transmission power line, alternative energy, and other public works project impacts to aquatic and related natural resources in support of National Environmental Policy Act (NEPA) (Environmental Impact Statements/Environmental Assessments) compliance and securing environmental permits. Jim has specific technical expertise in the application of geochemistry, the genesis and morphology of hydric soils, general hydrogeology, soil survey and interpretations, and IT methods to natural resource evaluation along linear HVTL and pipeline projects. He has also worked on several large interstate pipeline projects in support of Federal Energy Regulatory Commission (FERC) Sections 7(c), 2.55 and 157 pipeline permitting, including the preparation of Resource Report 7 for the Alaska Pipeline Project (2011) and the Alaska Gas Pipeline Partners gas pipeline (2001). Jim has provided expert witness testimony and technical expert assistance on soils and land-use issues for

various types of projects and has published extensively. He regularly presents on natural resources topics to both technical and non-technical audiences.

## ► **SELECTED PROJECT EXPERIENCE**

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### **Expert Witness/Technical Assistance**

#### Clean Line Energy Partners – Assist with Agricultural Issues, Grain Belt Express Project, Missouri (2016-2019)

Clean Line energy Partners is proposing the Grain Belt Express Clean Line Project, an approximately +/-1600 kV High Voltage Direct Current (HVDC) transmission line and related facilities on agricultural land in Missouri. State authorization is through the Missouri Public Utilities Commission. Dr. Arndt has provided subject matter expert (SME) opinion, technical support, prepared written testimony and assisted Clean Line Energy with the development of a Missouri-specific Agricultural Impact Mitigation Protocol based on previous experience with preparing similar documents in Minnesota, Wisconsin, North Dakota, and Illinois to show that impacts to agricultural land productivity have been avoided and minimized to the extent practicable.

#### Millennium Pipeline Company, LLC -- Farm Yield Monitoring Evaluation, NY (2013)

Provided subject matter expert (SME) opinion and technical support to Millennium Pipeline on the evaluation of potential reasons for variations in yield monitoring results for a National Organic Program Certified Organic farm in New York. The post-construction monitoring was required by the New York State Department of Agriculture and Markets. Potential sources of yield variability included soil fertility, soil physical characteristics, climate and weather, pre- and post-construction pipeline reclamation practices, and farm management practices. Factors potentially causing initial yield variations were examined in detail, and recommendations were made regarding continued monitoring, evaluation of field drainage, and management practices.

#### Fredrickson & Byron, P.A. Law Firm for Xcel Energy - CapX2020 Electric Power Transmission Project (MN) (2012)

Provided expert witness testimony and SME opinion to support appropriate compensation for a landowner in Sterns County MN under the State of Minnesota's "Buy the Farm" legislation for Xcel Energy's CapX2020 345 kV electric power transmission St. Cloud to Monticello project.

#### Whyte Hirschboeck Dudek S.C. Law Firm for Confidential Client – Southern Access Stage 1 Pipeline Wisconsin (2012)

Provide SME and written testimony support to determine effects of pipeline construction on alleged reduction valuation of land in placed in the Wetland Reserve Program that was crossed by the pipelines in Jefferson County Wisconsin. The Southern Access Pipeline Project consisted of co-located installation of a 42-inch crude oil and a 20-in diluent pipeline from Superior Wisconsin to near Whitewater Wisconsin.

#### South Dakota Public Utilities Commission – Keystone XL Pipeline (2009)

Provide SME opinion, and written and verbal testimony to evaluate and resolve potential soils and agricultural issues associated with pipeline construction. Testimony addressed the suitability of the

proposed Keystone XL crude oil pipeline South Dakota Agricultural Impact and Erosion Mitigation Plans. The Keystone XL Pipeline is a proposed 36-inch pipeline extending from Hardisty Alberta Canada, extending south to Steele City, Nebraska.

Confidential Client – Southern Access Stage 2 Project in Wisconsin (2005-2006)

Provide SME support to evaluate and resolve potential soils and agricultural issues associated with pipeline construction and reclamation. Train Agricultural Monitors in the use of field techniques developed to evaluate compaction and soil impacts to land productivity. Provide data to WI Department of Agriculture, Tourism, and Consumer Protection (DATCP) in support of their Wisconsin Agricultural Impact Statement. The Southern Access Stage 2 Project consists of a co-location of a 42-inch crude oil pipeline and a 20-inch diluent pipeline from near Whitewater, WI to near Flanagan, IL.

Hutchinson Utilities Commission – City of Hutchinson/Gislason Hunter, LLP Law Firm (2005).

Provide expert witness testimony and SME support to address alleged adverse impacts to soil quality, agricultural production, and land use valuation resulting from the construction of the Hutchinson Pipeline in support of condemnation hearings. Present direct and rebuttal testimony at condemnation hearings. The Hutchinson Pipeline consists of 16 and 2.75 inch natural gas pipelines constructed in Martin, Watonwan, Brown, Nicollet, Sibley, and McLeod counties, MN.

United States Department of Justice – Unauthorized Wetland Fill ND (2003)

United States v. David P. Burkell, Sr., Douglas Ackling and Duane Moench, Civ. Act. No. A3-00-165. Provide expert written testimony on the extent of historic and current wetlands on a section of land in North Dakota. Case involved review of historic aerial photographs, fieldwork on wetland delineation, forensic soils work, and development of a project GIS. Case involved unauthorized fill activities resulting from expansion of a turkey rearing facility in adjacent wetlands.

**Electrical Power Transmission/Alternative Energy Permitting/Environmental Review/Mitigation Planning**

Xcel Energy - Transmission Lines 0844 and 0861 Project (MN) (2011)

Project Manager responsible for performing wetland delineations and evaluating potential calcareous fen impacts associated with the rebuild of Xcel Energy's Transmission Lines 0844 and 0861 Project, including the installation and removal of 115 kV lines and structures east of Xcel Energy's Black Dog Generating Station, Burnsville, Minnesota. Provided permitting, impact, and mitigation strategies under WCA, DNR, and COE 404 regulation.

Xcel Energy - Transmission Line 0478 Project (MN) (2011-2012)

Project Manager responsible for the wetland delineation and WCA, Section 404, and MDNR Protected Waters permitting for Xcel Energy's 69 kV Transmission Line 0478 Project, Brownton Minnesota. Prepared Joint Application, coordinated with WCA, Corps, and MDNR representatives, and secured all required wetland and water body permits.

National Wind, Haxtun Wind Energy Project, Haxtun Colorado (2010-2011)

Lead author for applicant-prepared EA for National Wind's Haxtun Wind Energy Project (30 MW wind farm), Logan and Phillips Counties, Colorado. EA prepared in collaboration with the Department of Energy and Western Area Power Administration. FONSI issued January 2012.

Xcel CAPX 2020 Project – MN Agricultural Mitigation Plan (2010-2011) St. Cloud to Monticello

Review, edit Agricultural Impact Mitigation Plan and provide Agricultural Inspector oversight to lead consultant for CapX2020 Agricultural Impact Mitigation Plan for the St. Cloud to Monticello 28 mile long, 345 kV project. Involvement at the request of Bob Patton, Supervisor, Minnesota Department of Agriculture.

Stillwater Photovoltaic Solar Project Churchill NV – Enel Green Power North America (2011)

Lead for developing a digital assessment and quantification of the impacts of reflected sunlight on potentially sensitive receptors (residences, commercial businesses, and state and county roads). The presence, magnitude, duration, and timing of reflected sunlight on sensitive receptors was determined with Ecotect™ software that specifically models sunlight reflections from reflective surfaces such as photovoltaic panels.

Vaughn Wind Project Guadalupe and Torrance Counties, New Mexico– First Wind, Inc. (2010)

Lead for preparing a scoping assessment of sinkhole and karst hazards, with recommendations. Field and geological data were used to identify potential karst formations. An evaluation of the environmental and cultural settings were used to propose avoidance measures.

**Gas and Crude Oil Pipeline Permitting/Construction (Permitting/Environmental Review/Mitigation Planning)**

Confidential Clients –

Southern Markets Pipeline Project (GA, AL, FL) (2015)

ExxonMobil Alaska Midstream Gas Investments, LLC – Alaska Pipeline Project (2011-2012)

Advantage Pipeline (ND) (2012)

Alliance Pipeline (ND, MN, IA, IL) (1996-1997)

Lead responsible for preparation of FERC Section 7(c) Resource Report 7 (Soils) pre-application filings. The Vantage Pipeline used FERC pre-filing procedures to prepare the EA required under the Presidential Permit.

Confidential Client - Flanagan South Pipeline Project (IL, MO, KS, OK) (2012-2013)

Responsible for updating the IL Agricultural Mitigation Plan, and Enbridge's Environmental Construction Plan for the project (included reclamation plan, SWPPPs, and spill plans). Provide oversight and assist in preparation of wetland delineation reports, several project permits (CWS Section 404) and Environmental Review. Task manager for Section 7 assessment of potential impacts to the American Burying Beetle in KS and OK, and the Indiana Bat in Missouri and Illinois. Led several Environmental Inspector (EI) training sessions on erosion control BMPs and agricultural impact mitigation plan compliance.

ExxonMobil Alaska Midstream Gas Investments, LLC – Alaska Pipeline Project (2011-2012)

Lead responsible for preparation of FERC Section 7(c) Resource Report 7 (Soils) pre-application filings for the proposed Alaska Gas Pipeline Project, with an emphasis on permafrost soil limitations for pipeline construction. Worked extensively with Worley Parsons Inc. arctic engineers to incorporate engineering limitations assessment into RR 7.

Minnesota Pipe Line - MinnCan Pipeline Project (MN) (2006-2008)

Responsible for preparation of Agricultural Impact Mitigation Plan and grower-specific Organic Farm Crossing Plans, managing field wetland delineation efforts, and securing CWA Section 404 and MN State wetland permits. Lead Environmental Inspector supervising pipeline construction through 5 Certified Organic farms in Minnesota. Develop and lead Environmental Inspector training sessions for erosion control BMP implementation and Agricultural Impact Mitigation Plan compliance.

Confidential Client - Alberta Clipper/Southern Lights Diluent project (MN, WI, IL) (2008-2010)

Lead for preparation of Agricultural Impact Mitigation Plans and Organic Farm Crossing Plans. Lead for drafting CWA Section 404 Individual Permit, QAQC review of over 1000 wetland delineations.

Confidential Client - Southern Access (Stage 2) Pipeline Projects (MN, WI, IL) (2007-2008)

Assist with preparation of Agricultural Impact Mitigation Plans and Organic Farm Crossing Plans, CWA Section 404 Individual Permit, QAQC review wetland delineations. Responsible for drafting Fen Management Plan required to authorize construction through the State-protected Gully 30 Calcareous Fen.

Confidential Client - Southern Access (Stage 1) Project (WI) (2006-2007)

Developed field testing methods and training materials for Agricultural Inspectors to assess soil texture, soil moisture content, and soil compaction in construction rights-of-way. Train Environmental Inspectors in Agricultural Impact Mitigation Plan compliance. Prepare documentation for WI DATCP Agricultural Impact Statement, Principal author of Agricultural Impact Mitigation Plan.

Multiple Pipeline Projects (1996 – 2015)

Technical Manager and Lead for use of NRCS digital soils products (STATSGO, SSURGO) to identify soil limitations (including preparation of Resource Report 7) for pipeline construction along proposed construction rights of way, Alaska, Louisiana, Wyoming, South Dakota, North Dakota, Minnesota, Iowa, Wisconsin, and Illinois for various projects.

SRF Consulting Group for Minnesota Department of Transportation – (2004-2006)

Lead responsible for determination of impacts of proposed TH41 road construction on the ecology, soils, and hydrology of the Seminary Calcareous Fen, a high quality fen in the Minnesota River Valley, Carver County (MNDOT). Included detailed coordination with MDNR and St. Paul District COE.

## ► EDUCATION

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- Ph.D./Soil Science (Geochemistry)/North Dakota State University, 1995
- M.S./Soil Science (Geology, Chemistry)/North Dakota State University, 1987
- B.S./Soil Science (Natural Resource Management)/University of Wisconsin Stevens Point, 1980
- B.A./Psychology, Anthropology, English/University of Wisconsin Milwaukee, 1976

## ► PRE-RETIREMENT CERTIFICATIONS

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- Licensed Professional Soil Scientist, Minnesota #30684
- Licensed Professional Soil Scientist, Wisconsin #112
- Professional Soil Classifier, North Dakota #64
- Certified Professional Soil Scientist, ARCPACS, #24904
- Certified Wetland Delineator, Minnesota #1250
- Professional Wetland Scientist, Society of Wetland Scientists, #2420

## ► PUBLICATIONS

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Over 40 publications and 22 invited presentations in the following areas:

- GIS, Database, Integrated Natural Resources Information Management, and Regulatory Compliance Strategies
- Hydric Soils, Hydrology, and General Soil Science  
Soil and Water Biogeochemistry

## ► SELECTED PUBLICATIONS

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J. L. Arndt, R.E. Emanuel, and J.L. Richardson. 2016. CH 3: Hydrology of Wetland and Related Soils. in M.J. Vepraskas and C.B. Craft (eds.). Wetland Soils: Genesis, Hydrology, Landscapes, and Classification. (p.39 – 104). CRC Press. Boca Raton. FL. 508 pp

Richardson, J. L., J. L. Arndt, and J. A. Montgomery. 2000. CH 3: Hydrology of Wetland and Related Soils. in Richardson, J.L., and M.J. Vepraskas (eds.). Wetland Soils: Genesis, Morphology, Hydrology, Landscapes, and Classification. CRC Press. Boca Raton. FL.

Arndt, J.L., P. Turner, and S. Milburn. 2012. Permitting and constructing a large pipeline through a state-regulated, sensitive wetland resource: Alberta Clipper and the Gully 30 Calcareous fen. Proceedings 9<sup>th</sup> International Pipeline Conference, September 24-28, Calgary Alberta, Canada. American Society of Mechanical Engineers (ASME).

Hammer, W., J.L. Arndt, and C. Leppert. 2012. Using databases to manage wetland data for large linear projects. In J.M. Evans, J.W. Goodrich-Mahony, D. Mutrie, and J. Reinemann (Eds.) Environmental Concerns in Rights-of-Way Management 9<sup>th</sup> International Symposium. International Society of Arboriculture, Champaign, IL. Pgs. 567-574.

Arndt, J.L. and J. Flannery. 2012. Soil GIS spatial and attribute data integration and management to assess soil characteristics and soil-based limitations along pipeline rights-of-way. In J.M. Evans, J.W. Goodrich-Mahony, D. Mutrie, and J. Reinemann (Eds.) Environmental Concerns in Rights-of-Way Management 9<sup>th</sup> International Symposium. International Society of Arboriculture, Champaign, IL. Pgs. 321-328.

R.G. Doherty and J.L. Arndt. 2012. Recent developments in wetland mitigation regulations and their implications for right-of-way development and management. In J.M. Evans, J.W. Goodrich-Mahony, D. Mutrie, and J. Reinemann (Eds.) Environmental Concerns in Rights-of-Way Management 9<sup>th</sup> International Symposium. International Society of Arboriculture, Champaign, IL. Pgs. 411-422.

Arndt, J.L. and J. Flannery. 2007. Land and environmental data integration and management. Proceedings Geospatial Information & Technology Association, GIS for Oil and Gas Conference, September 24-26, 2007. Houston, TX

Peterson, R.P., and J.L. Arndt. 1998. Consideration of peat subsidence in wetland delineation activities. Abstracts, 19th Annual Meeting Society of Wetland Scientists, Anchorage Alaska.

Arndt, J.L. 1994. Hydrology of shallow aquifers in soil landscapes. In J.H. Huddleston (ed.) Hydric Soil Identification for Wetland Soils Workshop. 1994 Annual Meetings of the Soil Science Society of America. November 12-17, 1994, Seattle WA.

Richardson, J.L., J.L. Arndt, and J.E. Freeland. 1994. Wetland soils of the prairie potholes. Advances in Agronomy 52:121-171. (invited paper).

Arndt, J.L., and J.L. Richardson. 1994. Impacts of groundwater flow systems on hydric soils of the glaciated northern prairies of the U.S. p. 64-84. Proceed. 37th Ann. Manitoba Soil Science Society Meetings, Jan. 4-6, 1994, Winnipeg, Manitoba, Canada.

Cooperating author in T.D. Searchinger et al., 1992. How wet is a wetland? The impacts of the proposed revisions to the federal wetlands delineation manual. Published jointly by the Environmental Defense Fund, New York, and the World Wildlife Fund, Washington, DC. 170pp.

## ► **SELECTED PRESENTATIONS**

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Permitting and Constructing a Large Pipeline through a State-regulated, Sensitive Wetland Resource: Alberta Clipper and the Gully 30 calcareous fen; Session 4-1-1 Environment and Social Issues, September 27, 2012, International Pipeline Conference, Calgary, Alberta, Canada.

**Invited Presentation:** Calcareous Fens in Minnesota – Regulation, Identification, Mitigation, Monitoring. Presented at the 2012 Annual Minnesota Wetlands Conference, January 18, 2012 at the Edinburgh Conference Center, Brooklyn Center, Minnesota.

**Invited Presentation:** Determining Indirect Impacts to Wetland Plant Communities resulting from Mine-induced Changes to Groundwater Hydrology: The Crandon Mine Experience. Presented at Understanding the Vegetation and Hydrology of Upper Midwest Wetlands workshop. USGS/EPA Workshop held September 22-23, 2010, Black Bear Casino, Carlton MN.

Recent developments in wetland mitigation regulations and their implications for right-of-way development and management. Ninth International Symposium, Environmental Concerns in Rights-of-Way Management. September 27-30, 2009. Portland, OR.

Soil GIS spatial and attribute data integration and management to assess soil characteristics and soil-based limitations along pipeline rights-of-way. Ninth International Symposium, Environmental Concerns in Rights-of-Way Management. September 27-30, 2009. Portland, OR.

**Invited Presentation:** Guidance for Scope and Effect and Hydrology (Well) Studies to support Wetland Delineation in Minnesota and the Upper Midwest. Minnesota Water Resources Conference, October 23-24, 2007. Earle Brown Heritage Center, Brooklyn Center, Minnesota.

**Invited Presentation:** Land and Environmental Data Integration and Management. Geospatial information & Technology Association GIS for Oil and Gas Conference, September 24-26, 2007, Marriott Westchase Hotel, Houston TX.

**Invited Presentation:** Hydrogeology, Pedology, and Botany of the Seminary Calcareous Fen, Carver County, Minnesota. Minnesota Section American Institute of Professional Geologists, September 5, 2006, Minneapolis, Minnesota.

**Invited Presentation:** Redoximorphic features in hydric soils: Genesis, morphology and use in wetland delineation presented to the Minnesota Wetland Delineators Association Forum Series, January 2006, Wood River Nature Center, Richfield Minnesota

November 4, 2022

City of Madison Urban Design Commission  
P.O. Box 2984  
Madison, WI 53701  
Attn: Jessica Vaughn, Jenny Kirchgatter & Tim Parks

Subject: Redevelopment of 1601-1617 Sherman Avenue Property

Dear Commission Members:

Alfred Gobar Associates has been engaged by Daniel Arndt, the property owner at 1650 Sherman Avenue, to provide an objective assessment of redevelopment plans under review for the property located at 1601-1617 Sherman Avenue. By way of introduction, Alfred Gobar Associates is an economic and real estate consulting firm with over 50 years' experience in development and redevelopment assessments. I am a principal in the firm, with a BA degree in Real Estate & Urban Planning from the University of Wisconsin, Madison and a member of the Counselors of Real Estate since 2001.

### **Introduction/Background**

The subject property is part of the Emerson East-Eken Park-Yahara Neighborhood Plan, herein referred to as Neighborhood Plan. The subject property represents one of nine land use redevelopment areas, more specifically Focus Area Four, aka the Sherman/Yahara Neighborhood Site/Area. The Neighborhood Plan identifies the site area as 8.56 acres (presumably gross) and 7.82 acres (presumably net). The site area is designated Suburban Employment, with an opportunity to rezone the property to Medium Density Residential, the City's preferred land use and a land use consistent with the Comprehensive Plan. Goals and recommendation provided by the City as part of the redevelopment of the subject property include a mix of residential structures ranging from two to five stories, provide a pedestrian connection to the Yahara River, expand Tenney Park into the site, preservation of existing tree corridor along property lines, preservation of lake views, provide connections to adjacent parcels, provide affordable housing units, limit storm water runoff and minimize adverse environmental impacts.

The Neighborhood Plan offers two conceptual site plans for the subject property. Site Plan 1 retains use of the existing two-story office building combined with new two-story residential structures totaling 112 units across 3.90 acres, for a residential density of 28.7 units per acre and a parking ratio of 1.5 spaces per unit. Site Plan 2 involves demolition of the existing office building and redeveloping 6.6 acres of the site with a combination of two-story and five-story residential buildings totaling 174 units; a density of 26.36 units per acre and a parking ratio of 1.03 spaces per unit. This plan would also allocate 1.22 acres of the subject property to expand adjoining Tenney Park. The respective densities for each of the two conceptual site plans fall within the City's targeted MDR Medium Density Land Use, the latter allowing densities in the 16 to 40 units per acre range. Site Plan 2 also provides vehicular access to properties immediately east of the subject site, most likely reserved for emergency fire access.

### **Vermilion's Urban Design Commission Application/Redevelopment Assessment**

The submitted application requests a rezoning of the subject property from Suburban Employment to Transitional Residential – Urban 2 (TR-U2). For reference, permitted uses for TR-U2 allows for a multi-family project up to 36 units, a maximum 3 story building(s), a maximum 40' building height and a minimum front yard setback of 15 feet. Conditional uses under the TR-U2 residential district allow in excess of 36 multi-family residential units, a maximum 6 story building(s), a maximum 78' building height and a minimum 15' front yard setback. The ordinance identifies an opportunity to potentially exceed the maximum 78' building height stipulated under the conditional uses via a perplexing conditional use approval.

The proposed redevelopment plan calls for demolition of the existing two-story office building – a building potentially listed on the historical registry – in conjunction with the development of new 3-, 4- and 6-story residential buildings collectively totaling 445 units; an overall density of 56.9 units per acre, just under the maximum allowable density identified for the Neighborhood Plan, the latter, however, restricted to redevelopment sites targeted for HDR High Density Residential land uses that allow for densities of 41 to 60 units per acre. This density request far exceeds the City's preferred density range for the subject property – 16 to 40 units per acre - and is also inconsistent with the City's Comprehensive Plan. The targeted 84' building height for the 6-story building identified within the UDC application will presumably require conditional approval of the conditional use maximum building height limit of 78'.

The responsiveness of the applicant's UDC application to other goals and objectives identified within the Neighborhood Plan for the redevelopment of the subject property is as follows:

- Provide affordable housing: All 445 units within the project are identified as market rate units, with rents expected above current rent levels for East Madison, particularly for the six story building. This will likely expand the 48 percent of renter households within the Neighborhood Plan area currently facing a housing burden, requiring them to spend 30% or more of their household income on rent, while additionally negating an opportunity for targeted lower-income households to be part of the subject project.
- Improve safety and efficiency for pedestrians, bicyclists and public transportation riders, while also improving the movement and safety of motor vehicles: Sherman Avenue is currently burdened by high vehicle counts - 4,151 southbound and 4,457 northbound daily vehicle trips recorded at Sherman Avenue and Thornton Avenue - additionally challenged by the lack of signalized intersections both north and south of the immediate site area. The planned development of 445 studio, 1-, 2- and 3-bedroom units, presumably occupied by renter households with one or more vehicles, will likely guarantee full occupancy of the 600 planned on-site parking spaces, suggesting a 13.5 to 14.4 percent increase in Sherman Avenue average daily trips generated from the subject project, further challenging the safety of pedestrians, cyclists and vehicles traveling along Sherman Avenue in the vicinity of the subject project.

- Focus on enhancing neighborhood identity, utilizing architectural and landscape design elements that embody the character of the neighborhood: The planned six story building involves a very modern design that is not congruent with the neighborhood and contrary to the five story building recommended for the subject property, the latter offering a classic design with some modern elements. The City's five story building design targeted for the subject property also features minimal building frontage along Sherman Avenue, in stark contrast to the applicant's planned six story building that has direct frontage along the majority of the subject property's Sherman Avenue frontage, compounded by minimal front yard setbacks and a lack of stair-stepped building heights to reduce building mass along Sherman Avenue.
- Woodland conservation including preservation of existing trees along property lines and the woodlot currently in place, plus consideration of expanding Tenney Park into the southeast corner of the subject property: Essentially none of these requests are part of the applicant's concept site plan.
- Possible preservation and enhancement of the historic character and integrity of the subject property and surrounding area: Not a part of applicant's concept site plan.
- Provide connectivity to adjacent properties, including possible emergency access for fire engines and emergency vehicles unable to access the subject property from Sherman Ave: Not provided in applicant's concept site plan.

### **Apartment Market Trends & Forecasts**

The East Madison submarket added 2,826 new apartment units over the last five years, the most of any apartment submarket throughout the State. High end apartment units accounted for 51.9 percent of total unit deliveries over the last five years. CoStar forecasts an increase in the volume of new high end apartment deliveries per year going forward along with a higher representation (72.2 percent) of high end unit deliveries over the next four years. The increased shift to higher priced apartment units will diminish opportunities for lower income households targeting housing locations in East Madison.

The East Madison submarket absorbed an average of 567 apartment units per year over the last five years, 50.3 percent of which involved high end apartment units. Going forward, Oxford Economics forecasts more modest apartment submarket demand of 401 units per year, with high end units expected to absorb at a pace of 278 units per year, as highlighted below:

Area/Category	All Units	High-End Units	High-End % All Units
<b>Dane County Market Area</b>			
Avg Unit Deliveries Per Year Last 5 Years	2,283	1,315	57.6%
Avg Forecasted Deliveries Per Year Next 4 Years	1,912	1,514	79.2%
Avg Units Absorbed Per Year Last 5 Years	2,432	1,382	56.8%
Avg Forecasted Absorption Per Year Next 4 Years	1,772	1,309	73.9%
<b>East Madison Submarket Area</b>			
Avg Unit Deliveries Per Year Last 5 Years	565	293	51.9%
Avg Forecasted Deliveries Per Year Next 4 Years	457	330	72.2%
Avg Units Absorbed Per Year Last 5 Years	567	285	50.3%
Avg Forecasted Absorption Per Year Next 4 Years	401	278	69.3%
<b>East Madison Submarket Share of Dane County</b>			
Avg Unit Deliveries Per Year Last 4 Years	24.7%	22.3%	
Avg Forecasted Deliveries Per Year Next 4 Years	23.9%	21.8%	
Avg Units Absorbed Per Year Last 4 Years	23.3%	20.6%	
Avg Forecasted Absorption Per Year Next 4 Years	22.6%	21.2%	

Source: Alfred Gobar Associates; CoStar; Oxford Economics

Despite accounting for only one of 10 Dane County submarkets, the East Madison submarket represents one of the more active apartment submarkets throughout the region, accounting for a 22.6 to 24.7 percent market share of all regional apartment activity, with high-end product accounting for 20.6 to 22.3 percent of regional high-end apartment activity. Despite strong absorption activity, the East Madison submarket is currently dealing with 364 vacant apartment units, the largest volume of vacant apartment units across the 10 regional submarkets.

### **Apartment Construction Activity**

CoStar identifies a total of 3,105 apartment units currently under construction throughout Dane County, comprised of 23 projects. Projects incorporating building heights of six or more stories account for only 13.0 percent of total projects under construction and 18.3 percent of total units under construction. Appendix A provides a breakout of all large scale apartment projects consisting of 100+ units either under construction or planned for development across Dane County, including four East Madison projects under construction – a combined 2,230 units or 78.1 percent of all units associated with large scale projects under construction – in addition to only one planned project – a 125 unit project accounting for only 4.4 percent of planned units tied to large scale projects. The fill-up rate for the subject project will be highly dependent on the number of large competitive apartment projects that are also in the fill-up stages at project completion date.

Urban Design Commission  
November 4, 2022  
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**Developer Qualifications**

Exhibit B provides a listing of all projects reportedly developed by Vermilion Development according to various sources. As indicated, Vermilion's primary expertise involves assisted living facilities – 10 existing properties collectively accounting for more than 1.0 million square feet of space – along with office and academic properties – five existing properties totaling 832,628 square feet. To date, it appears that Vermilion has only been involved in the construction/development of three multi-family properties collectively totaling 164 units and 229,981 square feet of space. Vermilion is also nearing start of construction on a planned 256 unit project in Minneapolis. As indicated, their multi-family projects have generally targeted mid-rise product ranging from seven to 13 stories, projects featuring very high densities – 50 to 200 units per acre – and projects incorporating very modern architectural design, all aspects contrary to the existing character of the EEEPY Neighborhood Plan area and the City's vision for the redevelopment of the subject property. Their proposed 445 unit project submitted for the subject property also represents a project scale well beyond what they have been involved in to date.

Please contact us should you have any questions regarding our assessment of this redevelopment proposal.

Very truly yours,

ALFRED GOBAR ASSOCIATES



James W. Wolf, CRE®  
Principal

**Exhibit A**  
**Large (100+ Units) Apartment Projects Under Construction & Planned**

Property Address	Property Name	# Units	Style	RBA	Submarket Name	City	Year Built	# Flrs	Avg Unit Size (Calc)	Avg Unit Size (Stated)	Rent Type
<b>Projects Under Construction</b>											
2521 East Washington Ave	Nexus at Union Corners	105	Mid-Rise	50,000	East Madison	Madison	2022	5	476	816	Market
2301 Autumn Blaze Way	Building A - Phase I	285	Mid-Rise	40,000	Outer Sun Prairie	Sun Prairie	2022	4	140		Market
409 Church Ave	School House Yards	100	Garden	102,590	Outer Verona	Verona	2022	2	1,026	817	Affordable
5622 Eastpark Blvd	East Park Apartments	306	Low-Rise	50,000	East Madison	Madison	2023	4	163		Market
2965 Hoepker Rd	The Preserve at Prairie Lakes	152	Mid-Rise	20,000	Outer Sun Prairie	Sun Prairie	2022	4	132	844	Market
4800 Madison Yards Way	EO Apartments	273	Hi-Rise	232,050	West Madison	Madison	2023	16	850		Market
818 W Main St	The Landing at 818	100		100,000	Outer Sun Prairie	Sun Prairie	2022		1,000	885	Affordable
1402 S Park St	Fourteen02 Park Street	150		200,000	Bay Creek	Madison	2023		1,333		Affordable
5909 Sharpsburg Dr	GrandPark	147	Mid-Rise	117,600	East Madison	Madison	2023	6	800	985	Market
416 E Washington Ave	The Continental	148	Mid-Rise	22,541	Downtown Madison	Madison	2022	9	152		Market
1868 E Washington Ave	The Standard	289	Mid-Rise	75,000	Emerson East	Madison	2023	5	260		Market
619 S Whitney Way	University Park	305	Mid-Rise	500,000	Midvale Heights	Madison	2023	5	1,639	986	Market/Afford
2941 Fish Hatchery Rd		170		100,000	Fitchburg	Fitchburg	2023		588	500	Market
1312 John Q Hammons Dr	The West Edge	170	Mid-Rise	170,000	Outer Middleton	Madison	2023	5	1,000		Market
3841 E Washington Ave	Madison Plaza	155	Low-Rise	122,577	East Madison	Madison	2023	2	791	657	Affordable (RR)
<b>Total Under Construction: 2,855</b>											
<b>Proposed Projects</b>											
10 S Paterson St	Bakers Place	220	Mid-Rise	220,000	Marquette-Dane	Madison	2024	14	1,000		Market
4800 Madison Yards Way	Block 4	123	Mid-Rise	150,000	West Madison	Madison	2023	5	1,220		
4800 Madison Yards Way	Block 3	216	Mid-Rise	200,000	West Madison	Madison	2024	6	926		
308 N Bassett St	Verve Madison	145	Mid-Rise	150,000	Downtown Madison	Madison		12	1,034		Market
601 Bay Vw	Bay View Apartments	130	Mid-Rise	50,000	Greenbush	Madison		4	385		Market/Afford
832 E Main St	Baker's Place	220		250,000	Marquette-Dane	Madison		14	1,136		Market
8110 Midtown Rd		270	Mid-Rise	274,223	West Madison	Madison	2024	5	1,016		
Nobel Drive		497	SF Rentals	500,000	Fitchburg	Fitchburg	2024		1,006		Market
4140 Silo View Dr	Covered Bridge Phases 2 & 3	273	Low-Rise	273,000	Outlying Dane Co	Windsor	2023	3	1,000		Market
121 E Wilson St		337	Mid-Rise	300,000	Downtown Madison	Madison	2024	14	890		
Zeier Rd		400		50,000	East Madison	Madison			125		Market
<b>Total Proposed: 2,831</b>											
<b>Total Under Construction &amp; Proposed: 5,686</b>											

**Exhibit B**  
**Vermilion Development Property Holdings/Real Estate Development Activity**

Property Address	Property Name	Secondary Type	Building Status	RBA	City	State	Year Built	# Flrs	# Units	Misc.
<b><u>Multi-Family Properties</u></b>										
1648 W Division St	Alcove MDP Townhomes	Apts	Existing	42,000	Chicago	IL	2020	3	12	Townhome apartments
1255 N Paulina St	Alcove Wicker Park	Condos	Existing	43,000	Chicago	IL	2020	7	55	Condo units. 50 du/ac
734 W Sheridan Rd	Viridian on Sheridan	Apts	Existing	144,981	Chicago	IL	2018	10	100	Rents \$2,052-\$3,919. 200 du/ac
<i>3326 SE University Ave</i>	<i>The Wallis Propsect Park</i>	<i>Apts</i>	<i>Proposed</i>	<i>NA</i>	<i>Minneapolis</i>	<i>MN</i>	<i>2023</i>	<i>7 &amp; 13</i>	<i>256</i>	<i>138 du/ac, 150', retail, pocket park</i>
<b>Total Existing:</b>				<b>229,981</b>						
<b><u>Office Properties</u></b>										
5235 S Harper Ave	Harper Court	Office	Existing	518,628	Chicago	IL	2013	12		
901 W University Ave	College of Engineering	Ofc/Learning Ctr	Existing	150,000	Urbana	IL	2009	4		
301 University Blvd	University Hall	Ofc/Learning Ctr	Existing	100,000	Indianapolis	IN	2016	5		
22 N 5th St	University Foundation Ofc	Office	Existing	32,000	Terre Haute	IN	2010	2		
901 W University Ave	-	Office	Existing	32,000	Urbana	IL	NA	3		
<i>605 Davis St</i>	<i>TBD</i>	<i>Office</i>	<i>Proposed</i>	<i>301,050</i>	<i>Evanston</i>	<i>IL</i>	<i>2024</i>	<i>18</i>		
<b>Total Existing:</b>				<b>832,628</b>						
<b><u>Health Care Properties</u></b>										
475 S Governor St	Silver Birch of Evansville	AL Units	Existing	193,000	Evansville	IN	2019	3		
2500 W Kilgore Ave	Silver Birch of Muncie	AL Units	Existing	98,299	Muncie	IN	2018	3		
650 Lafayette Ave	Silver Birch of Terre Haute	AL Units	Existing	94,000	Terre Haute	IN	2019	3		
4400 E Michigan Blvd	Silver Birch of Michigan City	AL Units	Existing	103,465	Michigan City	IN	2018	4		
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7125 S Hanna St	Silver Birch of Fort Wayne	AL Units	Existing	95,000	Fort Wayne	IN	2019	4		
3731 W Cook Rd	Silver Birch of Cook Road	AL Units	Existing	101,000	Fort Wayne	IN	NA	3		
3630 Hickory Rd	Silver Birch of Mishawaka	AL Units	Existing	95,279	Mishawaka	IN	NA	3		
518 W Romeo Garrett Av	Gateway at River City	AL Units	Existing	98,387	Peoria	IL	2013	3		
<b>Total Existing:</b>				<b>1,073,780</b>						
<b><u>Retail Properties</u></b>										
1531 E 53rd St	Harper Court	Storefront	Existing	83,000	Chicago	IL	2013			
<b>Total Existing:</b>				<b>83,000</b>						

November 9, 2022

City of Madison Urban Design Commission  
P.O. Box 2984  
Madison, WI 53701  
Attn: Jessica Vaughn, Jenny Kirchgatter & Tim Parks

Subject: Critique of Traffic Impact Study Conducted For Vermilion Development

Dear Commission Members:

Alfred Gobar Associates has been engaged by Daniel Arndt, property owner at 1650 Sherman Avenue to provide a critique of the traffic report prepared by TADI to address traffic impacts expected from the redevelopment of property located at 1601-1617 Sherman Avenue. By way of introduction, Alfred Gobar Associates is an economic and real estate consulting firm with over 50 years' experience in development assessments. I am a principal in the firm, with a BA degree in Real Estate & Urban Planning from the University of Wisconsin, Madison and a member of the Counselors of Real Estate since 2001.

#### **Traffic Volume Comparisons**

For reference, traffic volume data acquired by Alfred Gobar Associates for the immediate site area vis-a-vis CoStar is detailed in Exhibit A. The exhibit identifies 2022 traffic volumes along East Johnson Street at its intersection with North Dickinson Street at 24,868 to 26,025 vehicles per day, closely coinciding with the TADI study that identifies 22,500 vehicles per day at East Johnson Street and Marston Avenue and about 24,100 vehicles per day at the intersection of East Johnson Street and North Baldwin Street. The CoStar data also identifies a traffic volume of 9,743 vehicles per day along Fordem Avenue, just north of East Johnson Street, well above the traffic estimates created by TADI of roughly 5,400 vehicles per day. These conservative estimates from TADI also extend to their traffic volume estimates for Sherman Avenue, a volume they estimate at 3,200 vehicles per day near the intersection of Marston Avenue to roughly 3,500 vehicles per day at the intersection of McGuire Street. The CoStar data identifies 2022 traffic counts between 4,151 and 4,457 vehicles per day along Sherman Avenue at its intersection with North Thornton Avenue, volumes above the TADI estimates.

#### **Apartment Redevelopment Net Traffic Impact**

TADI is basing their projections off slightly altered redevelopment plans relative to the plans submitted as part of the Urban Design Commission Application. The total unit count per the Conceptual Plan identified in Exhibit 2 of the Traffic Impact Analysis now identifies a total unit count of 433 apartment units, down 12 units from 445 total units identified within the UDC Application. Exhibit 2 of the Traffic Impact Analysis also identifies a total of 580 on-site parking spaces, down 20 spaces from the 600 parking spaces identified within the UDC Application. Lastly, the Traffic Impact Analysis identifies no three bedroom units, contrary to that identified within the UDC Application.

Exhibit 5 of the Traffic Impact Analysis provides a forecast of AM Peak traffic generation of 185 vehicles either entering or exiting the planned apartment community between the

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November 9, 2022  
Page 2

hours of 7:30 and 8:30 a.m., closely paralleling the PM Peak traffic generation forecasted at 190 vehicles either entering or exiting the planned apartment community between the hours of 4:15 and 5:15 p.m.. These forecasts suggest that less than one-third of all on-site apartment residents will either enter or exit Sherman Avenue at the subject project with their vehicle during the peak morning commute period (7:30 to 8:30 a.m.), followed by less than one-third of all on-site apartment residents either exiting or entering Sherman Avenue at the subject property with their vehicle during the peak evening commute period (4:15 to 5:15 p.m.), forecasts that appear overly conservative to Alfred Gobar Associates.

A seemingly more relevant traffic comparison is provided in the unidentified appendix to the report (buried on page 205 of the 332 page PDF document) that compares weekday daily trips generated from the existing land use (the 45,000 square foot office building) at full occupancy relative to the planned 433 unit apartment project at full buildout and occupancy. The existing office use has the potential to generate an average of 580 vehicle trips per weekday at full occupancy. The planned apartment complex has the potential to generate an average of 2,250 vehicle trips per weekday at full buildout/occupancy, a net increase of 1,670 vehicles per day along Sherman Avenue. Based on current traffic volume estimates along Sherman Avenue of 3,200 to 3,500 vehicles per day (TADI estimates) and 4,151 to 4,457 vehicles per day (CoStar estimates), the increased traffic volume generated from the planned apartment complex estimated at 1,670 additional vehicle trips per day would likely have a significant (negative) impact on Sherman Avenue traffic volumes. On the assumption that the office building generates no or very minimal traffic generation on Saturday and Sunday, this suggests an even greater impact on Sherman Avenue traffic volumes on weekends from the planned apartment project relative to weekend traffic volumes currently in place.

Traffic impacts generated from this planned apartment projects far exceed the less impacted one hour morning and one hour evening commute periods.

Very truly yours,

ALFRED GOBAR ASSOCIATES



James W. Wolf, CRE®  
Principal

## Exhibit A Traffic Count Report

1617 Sherman Ave, Madison, WI 53704

Building Type: **Class B Office**

Class: **B**

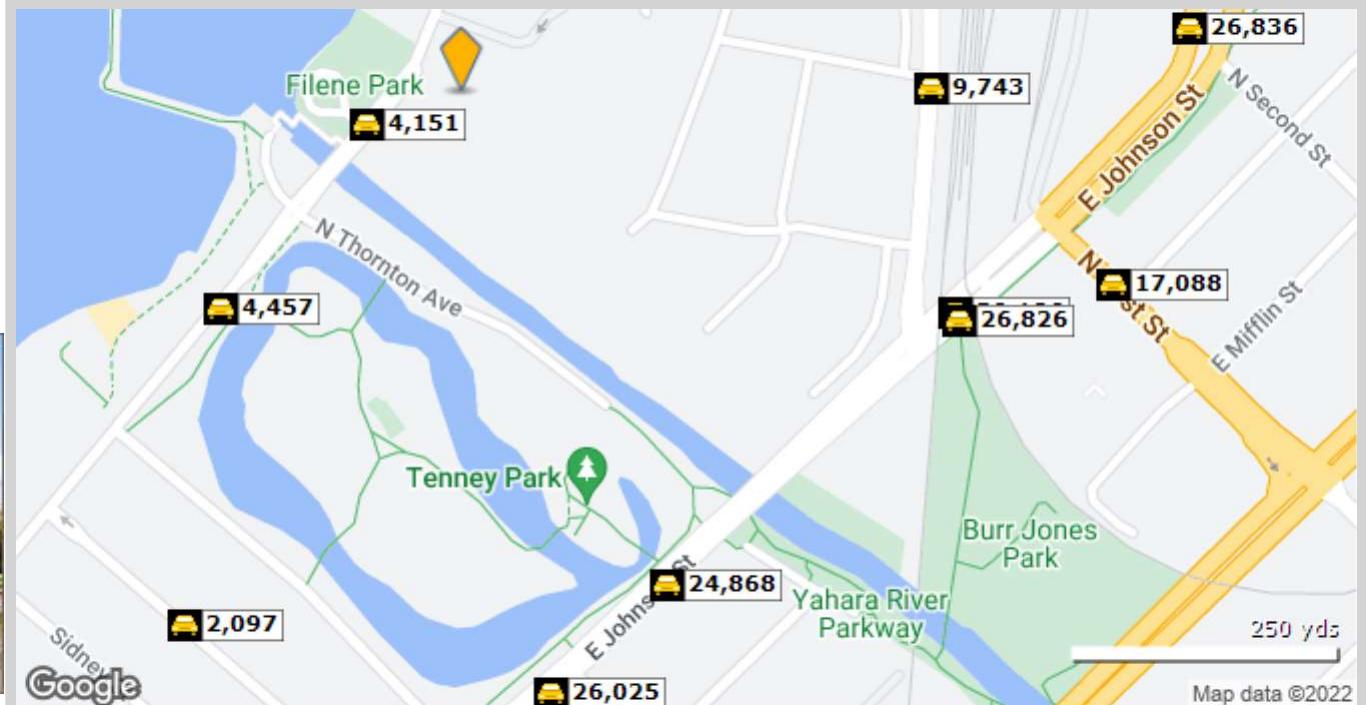
RBA: **48,400 SF**

Typical Floor: **27,200 SF**

Total Available: **0 SF**

% Leased: **100%**

Rent/SF/Mo: **-**



	Street	Cross Street	Cross Str Dist	Count Year	Avg Daily Volume	Volume Type	Miles from Subject Prop
1	Sherman Ave	N Thornton Ave	0.06 SW	2022	4,151	MPSI	.05
2	Sherman Ave	N Thornton Ave	0.07 NE	2022	4,457	MPSI	.17
3	Fordem Ave	E Johnson St	0.14 S	2022	9,743	MPSI	.25
4	E Johnson St	N Dickinson St	0.07 SW	2022	24,868	MPSI	.29
5	E Johnson St	Fordem Ave	0.03 SW	2020	30,186	MPSI	.29
6	E Johnson St	Fordem Ave	0.03 SW	2022	26,826	MPSI	.30
7	N Baldwin St	Elizabeth St	0.07 SE	2022	2,097	MPSI	.32
8	E Johnson St	N Dickinson St	0.02 NE	2022	26,025	MPSI	.33
9	N 1st St	E Dayton St	0.01 SE	2022	17,088	MPSI	.37
10	Pennsylvania Ave	E Johnson St	0.02 S	2021	26,836	MPSI	.40

Source: CoStar Group; Alfred Gobar Associates  
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10/28/2022

November 4, 2022

City of Madison Urban Design Commission  
P.O. Box 2984  
Madison, WI 53701  
Attn: Jessica Vaughn, Jenny Kirchgatter & Tim Parks

Subject: Redevelopment of 1601-1617 Sherman Avenue Property

Dear Commission Members:

Alfred Gobar Associates has been engaged by Daniel Arndt, the property owner at 1650 Sherman Avenue, to provide an objective assessment of redevelopment plans under review for the property located at 1601-1617 Sherman Avenue. By way of introduction, Alfred Gobar Associates is an economic and real estate consulting firm with over 50 years' experience in development and redevelopment assessments. I am a principal in the firm, with a BA degree in Real Estate & Urban Planning from the University of Wisconsin, Madison and a member of the Counselors of Real Estate since 2001.

### **Introduction/Background**

The subject property is part of the Emerson East-Eken Park-Yahara Neighborhood Plan, herein referred to as Neighborhood Plan. The subject property represents one of nine land use redevelopment areas, more specifically Focus Area Four, aka the Sherman/Yahara Neighborhood Site/Area. The Neighborhood Plan identifies the site area as 8.56 acres (presumably gross) and 7.82 acres (presumably net). The site area is designated Suburban Employment, with an opportunity to rezone the property to Medium Density Residential, the City's preferred land use and a land use consistent with the Comprehensive Plan. Goals and recommendation provided by the City as part of the redevelopment of the subject property include a mix of residential structures ranging from two to five stories, provide a pedestrian connection to the Yahara River, expand Tenney Park into the site, preservation of existing tree corridor along property lines, preservation of lake views, provide connections to adjacent parcels, provide affordable housing units, limit storm water runoff and minimize adverse environmental impacts.

The Neighborhood Plan offers two conceptual site plans for the subject property. Site Plan 1 retains use of the existing two-story office building combined with new two-story residential structures totaling 112 units across 3.90 acres, for a residential density of 28.7 units per acre and a parking ratio of 1.5 spaces per unit. Site Plan 2 involves demolition of the existing office building and redeveloping 6.6 acres of the site with a combination of two-story and five-story residential buildings totaling 174 units; a density of 26.36 units per acre and a parking ratio of 1.03 spaces per unit. This plan would also allocate 1.22 acres of the subject property to expand adjoining Tenney Park. The respective densities for each of the two conceptual site plans fall within the City's targeted MDR Medium Density Land Use, the latter allowing densities in the 16 to 40 units per acre range. Site Plan 2 also provides vehicular access to properties immediately east of the subject site, most likely reserved for emergency fire access.

### **Vermilion's Urban Design Commission Application/Redevelopment Assessment**

The submitted application requests a rezoning of the subject property from Suburban Employment to Transitional Residential – Urban 2 (TR-U2). For reference, permitted uses for TR-U2 allows for a multi-family project up to 36 units, a maximum 3 story building(s), a maximum 40' building height and a minimum front yard setback of 15 feet. Conditional uses under the TR-U2 residential district allow in excess of 36 multi-family residential units, a maximum 6 story building(s), a maximum 78' building height and a minimum 15' front yard setback. The ordinance identifies an opportunity to potentially exceed the maximum 78' building height stipulated under the conditional uses via a perplexing conditional use approval.

The proposed redevelopment plan calls for demolition of the existing two-story office building – a building potentially listed on the historical registry – in conjunction with the development of new 3-, 4- and 6-story residential buildings collectively totaling 445 units; an overall density of 56.9 units per acre, just under the maximum allowable density identified for the Neighborhood Plan, the latter, however, restricted to redevelopment sites targeted for HDR High Density Residential land uses that allow for densities of 41 to 60 units per acre. This density request far exceeds the City's preferred density range for the subject property – 16 to 40 units per acre - and is also inconsistent with the City's Comprehensive Plan. The targeted 84' building height for the 6-story building identified within the UDC application will presumably require conditional approval of the conditional use maximum building height limit of 78'.

The responsiveness of the applicant's UDC application to other goals and objectives identified within the Neighborhood Plan for the redevelopment of the subject property is as follows:

- Provide affordable housing: All 445 units within the project are identified as market rate units, with rents expected above current rent levels for East Madison, particularly for the six story building. This will likely expand the 48 percent of renter households within the Neighborhood Plan area currently facing a housing burden, requiring them to spend 30% or more of their household income on rent, while additionally negating an opportunity for targeted lower-income households to be part of the subject project.
- Improve safety and efficiency for pedestrians, bicyclists and public transportation riders, while also improving the movement and safety of motor vehicles: Sherman Avenue is currently burdened by high vehicle counts - 4,151 southbound and 4,457 northbound daily vehicle trips recorded at Sherman Avenue and Thornton Avenue - additionally challenged by the lack of signalized intersections both north and south of the immediate site area. The planned development of 445 studio, 1-, 2- and 3-bedroom units, presumably occupied by renter households with one or more vehicles, will likely guarantee full occupancy of the 600 planned on-site parking spaces, suggesting a 13.5 to 14.4 percent increase in Sherman Avenue average daily trips generated from the subject project, further challenging the safety of pedestrians, cyclists and vehicles traveling along Sherman Avenue in the vicinity of the subject project.

- Focus on enhancing neighborhood identity, utilizing architectural and landscape design elements that embody the character of the neighborhood: The planned six story building involves a very modern design that is not congruent with the neighborhood and contrary to the five story building recommended for the subject property, the latter offering a classic design with some modern elements. The City's five story building design targeted for the subject property also features minimal building frontage along Sherman Avenue, in stark contrast to the applicant's planned six story building that has direct frontage along the majority of the subject property's Sherman Avenue frontage, compounded by minimal front yard setbacks and a lack of stair-stepped building heights to reduce building mass along Sherman Avenue.
- Woodland conservation including preservation of existing trees along property lines and the woodlot currently in place, plus consideration of expanding Tenney Park into the southeast corner of the subject property: Essentially none of these requests are part of the applicant's concept site plan.
- Possible preservation and enhancement of the historic character and integrity of the subject property and surrounding area: Not a part of applicant's concept site plan.
- Provide connectivity to adjacent properties, including possible emergency access for fire engines and emergency vehicles unable to access the subject property from Sherman Ave: Not provided in applicant's concept site plan.

### **Apartment Market Trends & Forecasts**

The East Madison submarket added 2,826 new apartment units over the last five years, the most of any apartment submarket throughout the State. High end apartment units accounted for 51.9 percent of total unit deliveries over the last five years. CoStar forecasts an increase in the volume of new high end apartment deliveries per year going forward along with a higher representation (72.2 percent) of high end unit deliveries over the next four years. The increased shift to higher priced apartment units will diminish opportunities for lower income households targeting housing locations in East Madison.

The East Madison submarket absorbed an average of 567 apartment units per year over the last five years, 50.3 percent of which involved high end apartment units. Going forward, Oxford Economics forecasts more modest apartment submarket demand of 401 units per year, with high end units expected to absorb at a pace of 278 units per year, as highlighted below:

Area/Category	All Units	High-End Units	High-End % All Units
<b>Dane County Market Area</b>			
Avg Unit Deliveries Per Year Last 5 Years	2,283	1,315	57.6%
Avg Forecasted Deliveries Per Year Next 4 Years	1,912	1,514	79.2%
Avg Units Absorbed Per Year Last 5 Years	2,432	1,382	56.8%
Avg Forecasted Absorption Per Year Next 4 Years	1,772	1,309	73.9%
<b>East Madison Submarket Area</b>			
Avg Unit Deliveries Per Year Last 5 Years	565	293	51.9%
Avg Forecasted Deliveries Per Year Next 4 Years	457	330	72.2%
Avg Units Absorbed Per Year Last 5 Years	567	285	50.3%
Avg Forecasted Absorption Per Year Next 4 Years	401	278	69.3%
<b>East Madison Submarket Share of Dane County</b>			
Avg Unit Deliveries Per Year Last 4 Years	24.7%	22.3%	
Avg Forecasted Deliveries Per Year Next 4 Years	23.9%	21.8%	
Avg Units Absorbed Per Year Last 4 Years	23.3%	20.6%	
Avg Forecasted Absorption Per Year Next 4 Years	22.6%	21.2%	

Source: Alfred Gobar Associates; CoStar; Oxford Economics

Despite accounting for only one of 10 Dane County submarkets, the East Madison submarket represents one of the more active apartment submarkets throughout the region, accounting for a 22.6 to 24.7 percent market share of all regional apartment activity, with high-end product accounting for 20.6 to 22.3 percent of regional high-end apartment activity. Despite strong absorption activity, the East Madison submarket is currently dealing with 364 vacant apartment units, the largest volume of vacant apartment units across the 10 regional submarkets.

### **Apartment Construction Activity**

CoStar identifies a total of 3,105 apartment units currently under construction throughout Dane County, comprised of 23 projects. Projects incorporating building heights of six or more stories account for only 13.0 percent of total projects under construction and 18.3 percent of total units under construction. Appendix A provides a breakout of all large scale apartment projects consisting of 100+ units either under construction or planned for development across Dane County, including four East Madison projects under construction – a combined 2,230 units or 78.1 percent of all units associated with large scale projects under construction – in addition to only one planned project – a 125 unit project accounting for only 4.4 percent of planned units tied to large scale projects. The fill-up rate for the subject project will be highly dependent on the number of large competitive apartment projects that are also in the fill-up stages at project completion date.

Urban Design Commission  
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Page 5

**Developer Qualifications**

Exhibit B provides a listing of all projects reportedly developed by Vermilion Development according to various sources. As indicated, Vermilion's primary expertise involves assisted living facilities – 10 existing properties collectively accounting for more than 1.0 million square feet of space – along with office and academic properties – five existing properties totaling 832,628 square feet. To date, it appears that Vermilion has only been involved in the construction/development of three multi-family properties collectively totaling 164 units and 229,981 square feet of space. Vermilion is also nearing start of construction on a planned 256 unit project in Minneapolis. As indicated, their multi-family projects have generally targeted mid-rise product ranging from seven to 13 stories, projects featuring very high densities – 50 to 200 units per acre – and projects incorporating very modern architectural design, all aspects contrary to the existing character of the EEEPY Neighborhood Plan area and the City's vision for the redevelopment of the subject property. Their proposed 445 unit project submitted for the subject property also represents a project scale well beyond what they have been involved in to date.

Please contact us should you have any questions regarding our assessment of this redevelopment proposal.

Very truly yours,

ALFRED GOBAR ASSOCIATES



James W. Wolf, CRE®  
Principal

**Exhibit A**  
**Large (100+ Units) Apartment Projects Under Construction & Planned**

Property Address	Property Name	# Units	Style	RBA	Submarket Name	City	Year Built	# Flrs	Avg Unit Size (Calc)	Avg Unit Size (Stated)	Rent Type
<b>Projects Under Construction</b>											
2521 East Washington Ave	Nexus at Union Corners	105	Mid-Rise	50,000	East Madison	Madison	2022	5	476	816	Market
2301 Autumn Blaze Way	Building A - Phase I	285	Mid-Rise	40,000	Outer Sun Prairie	Sun Prairie	2022	4	140		Market
409 Church Ave	School House Yards	100	Garden	102,590	Outer Verona	Verona	2022	2	1,026	817	Affordable
5622 Eastpark Blvd	East Park Apartments	306	Low-Rise	50,000	East Madison	Madison	2023	4	163		Market
2965 Hoepker Rd	The Preserve at Prairie Lakes	152	Mid-Rise	20,000	Outer Sun Prairie	Sun Prairie	2022	4	132	844	Market
4800 Madison Yards Way	EO Apartments	273	Hi-Rise	232,050	West Madison	Madison	2023	16	850		Market
818 W Main St	The Landing at 818	100		100,000	Outer Sun Prairie	Sun Prairie	2022		1,000	885	Affordable
1402 S Park St	Fourteen02 Park Street	150		200,000	Bay Creek	Madison	2023		1,333		Affordable
5909 Sharpsburg Dr	GrandPark	147	Mid-Rise	117,600	East Madison	Madison	2023	6	800	985	Market
416 E Washington Ave	The Continental	148	Mid-Rise	22,541	Downtown Madison	Madison	2022	9	152		Market
1868 E Washington Ave	The Standard	289	Mid-Rise	75,000	Emerson East	Madison	2023	5	260		Market
619 S Whitney Way	University Park	305	Mid-Rise	500,000	Midvale Heights	Madison	2023	5	1,639	986	Market/Afford
2941 Fish Hatchery Rd		170		100,000	Fitchburg	Fitchburg	2023		588	500	Market
1312 John Q Hammons Dr	The West Edge	170	Mid-Rise	170,000	Outer Middleton	Madison	2023	5	1,000		Market
3841 E Washington Ave	Madison Plaza	155	Low-Rise	122,577	East Madison	Madison	2023	2	791	657	Affordable (RR)
<b>Total Under Construction: 2,855</b>											
<b>Proposed Projects</b>											
10 S Paterson St	Bakers Place	220	Mid-Rise	220,000	Marquette-Dane	Madison	2024	14	1,000		Market
4800 Madison Yards Way	Block 4	123	Mid-Rise	150,000	West Madison	Madison	2023	5	1,220		
4800 Madison Yards Way	Block 3	216	Mid-Rise	200,000	West Madison	Madison	2024	6	926		
308 N Bassett St	Verve Madison	145	Mid-Rise	150,000	Downtown Madison	Madison		12	1,034		Market
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832 E Main St	Baker's Place	220		250,000	Marquette-Dane	Madison		14	1,136		Market
8110 Midtown Rd		270	Mid-Rise	274,223	West Madison	Madison	2024	5	1,016		
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<b>Total Proposed: 2,831</b>											
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**Exhibit B**  
**Vermilion Development Property Holdings/Real Estate Development Activity**

Property Address	Property Name	Secondary Type	Building Status	RBA	City	State	Year Built	# Flrs	# Units	Misc.
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1255 N Paulina St	Alcove Wicker Park	Condos	Existing	43,000	Chicago	IL	2020	7	55	Condo units. 50 du/ac
734 W Sheridan Rd	Viridian on Sheridan	Apts	Existing	144,981	Chicago	IL	2018	10	100	Rents \$2,052-\$3,919. 200 du/ac
<i>3326 SE University Ave</i>	<i>The Wallis Propsect Park</i>	<i>Apts</i>	<i>Proposed</i>	<i>NA</i>	<i>Minneapolis</i>	<i>MN</i>	<i>2023</i>	<i>7 &amp; 13</i>	<i>256</i>	<i>138 du/ac, 150', retail, pocket park</i>
<b>Total Existing:</b>				<b>229,981</b>						
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5235 S Harper Ave	Harper Court	Office	Existing	518,628	Chicago	IL	2013	12		
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301 University Blvd	University Hall	Ofc/Learning Ctr	Existing	100,000	Indianapolis	IN	2016	5		
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901 W University Ave	-	Office	Existing	32,000	Urbana	IL	NA	3		
<i>605 Davis St</i>	<i>TBD</i>	<i>Office</i>	<i>Proposed</i>	<i>301,050</i>	<i>Evanston</i>	<i>IL</i>	<i>2024</i>	<i>18</i>		
<b>Total Existing:</b>				<b>832,628</b>						
<b><u>Health Care Properties</u></b>										
475 S Governor St	Silver Birch of Evansville	AL Units	Existing	193,000	Evansville	IN	2019	3		
2500 W Kilgore Ave	Silver Birch of Muncie	AL Units	Existing	98,299	Muncie	IN	2018	3		
650 Lafayette Ave	Silver Birch of Terre Haute	AL Units	Existing	94,000	Terre Haute	IN	2019	3		
4400 E Michigan Blvd	Silver Birch of Michigan City	AL Units	Existing	103,465	Michigan City	IN	2018	4		
5620 Sohl Ave	Silver Birch of Hammond	AL Units	Existing	100,000	Hammond	IN	2017	4		
408 S Washington St	Silver Birch of Kokomo	AL Units	Existing	95,350	Kokomo	IN	2018	4		
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<b>Total Existing:</b>				<b>1,073,780</b>						
<b><u>Retail Properties</u></b>										
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November 9, 2022

City of Madison Urban Design Commission  
P.O. Box 2984  
Madison, WI 53701  
Attn: Jessica Vaughn, Jenny Kirchgatter & Tim Parks

Subject: Critique of Traffic Impact Study Conducted For Vermilion Development

Dear Commission Members:

Alfred Gobar Associates has been engaged by Daniel Arndt, property owner at 1650 Sherman Avenue to provide a critique of the traffic report prepared by TADI to address traffic impacts expected from the redevelopment of property located at 1601-1617 Sherman Avenue. By way of introduction, Alfred Gobar Associates is an economic and real estate consulting firm with over 50 years' experience in development assessments. I am a principal in the firm, with a BA degree in Real Estate & Urban Planning from the University of Wisconsin, Madison and a member of the Counselors of Real Estate since 2001.

### **Traffic Volume Comparisons**

For reference, traffic volume data acquired by Alfred Gobar Associates for the immediate site area vis-a-vis CoStar is detailed in Exhibit A. The exhibit identifies 2022 traffic volumes along East Johnson Street at its intersection with North Dickinson Street at 24,868 to 26,025 vehicles per day, closely coinciding with the TADI study that identifies 22,500 vehicles per day at East Johnson Street and Marston Avenue and about 24,100 vehicles per day at the intersection of East Johnson Street and North Baldwin Street. The CoStar data also identifies a traffic volume of 9,743 vehicles per day along Fordem Avenue, just north of East Johnson Street, well above the traffic estimates created by TADI of roughly 5,400 vehicles per day. These conservative estimates from TADI also extend to their traffic volume estimates for Sherman Avenue, a volume they estimate at 3,200 vehicles per day near the intersection of Marston Avenue to roughly 3,500 vehicles per day at the intersection of McGuire Street. The CoStar data identifies 2022 traffic counts between 4,151 and 4,457 vehicles per day along Sherman Avenue at its intersection with North Thornton Avenue, volumes above the TADI estimates.

### **Apartment Redevelopment Net Traffic Impact**

TADI is basing their projections off slightly altered redevelopment plans relative to the plans submitted as part of the Urban Design Commission Application. The total unit count per the Conceptual Plan identified in Exhibit 2 of the Traffic Impact Analysis now identifies a total unit count of 433 apartment units, down 12 units from 445 total units identified within the UDC Application. Exhibit 2 of the Traffic Impact Analysis also identifies a total of 580 on-site parking spaces, down 20 spaces from the 600 parking spaces identified within the UDC Application. Lastly, the Traffic Impact Analysis identifies no three bedroom units, contrary to that identified within the UDC Application.

Exhibit 5 of the Traffic Impact Analysis provides a forecast of AM Peak traffic generation of 185 vehicles either entering or exiting the planned apartment community between the

Urban Design Commission  
November 9, 2022  
Page 2

hours of 7:30 and 8:30 a.m., closely paralleling the PM Peak traffic generation forecasted at 190 vehicles either entering or exiting the planned apartment community between the hours of 4:15 and 5:15 p.m.. These forecasts suggest that less than one-third of all on-site apartment residents will either enter or exit Sherman Avenue at the subject project with their vehicle during the peak morning commute period (7:30 to 8:30 a.m.), followed by less than one-third of all on-site apartment residents either exiting or entering Sherman Avenue at the subject property with their vehicle during the peak evening commute period (4:15 to 5:15 p.m.), forecasts that appear overly conservative to Alfred Gobar Associates.

A seemingly more relevant traffic comparison is provided in the unidentified appendix to the report (buried on page 205 of the 332 page PDF document) that compares weekday daily trips generated from the existing land use (the 45,000 square foot office building) at full occupancy relative to the planned 433 unit apartment project at full buildout and occupancy. The existing office use has the potential to generate an average of 580 vehicle trips per weekday at full occupancy. The planned apartment complex has the potential to generate an average of 2,250 vehicle trips per weekday at full buildout/occupancy, a net increase of 1,670 vehicles per day along Sherman Avenue. Based on current traffic volume estimates along Sherman Avenue of 3,200 to 3,500 vehicles per day (TADI estimates) and 4,151 to 4,457 vehicles per day (CoStar estimates), the increased traffic volume generated from the planned apartment complex estimated at 1,670 additional vehicle trips per day would likely have a significant (negative) impact on Sherman Avenue traffic volumes. On the assumption that the office building generates no or very minimal traffic generation on Saturday and Sunday, this suggests an even greater impact on Sherman Avenue traffic volumes on weekends from the planned apartment project relative to weekend traffic volumes currently in place.

Traffic impacts generated from this planned apartment projects far exceed the less impacted one hour morning and one hour evening commute periods.

Very truly yours,

ALFRED GOBAR ASSOCIATES

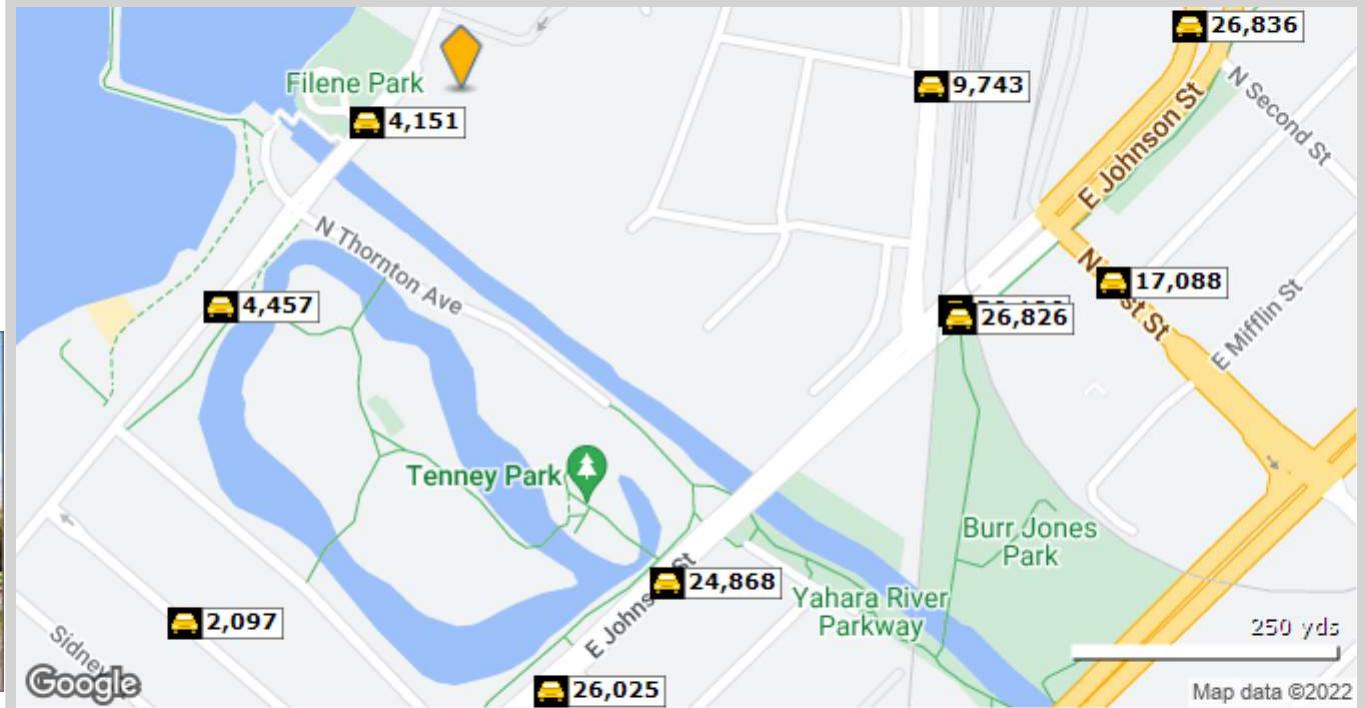


James W. Wolf, CRE®  
Principal

## Exhibit A Traffic Count Report

1617 Sherman Ave, Madison, WI 53704

Building Type: Class B Office  
 Class: B  
 RBA: 48,400 SF  
 Typical Floor: 27,200 SF  
 Total Available: 0 SF  
 % Leased: 100%  
 Rent/SF/Mo: -



	Street	Cross Street	Cross Str Dist	Count Year	Avg Daily Volume	Volume Type	Miles from Subject Prop
1	Sherman Ave	N Thornton Ave	0.06 SW	2022	4,151	MPSI	.05
2	Sherman Ave	N Thornton Ave	0.07 NE	2022	4,457	MPSI	.17
3	Fordem Ave	E Johnson St	0.14 S	2022	9,743	MPSI	.25
4	E Johnson St	N Dickinson St	0.07 SW	2022	24,868	MPSI	.29
5	E Johnson St	Fordem Ave	0.03 SW	2020	30,186	MPSI	.29
6	E Johnson St	Fordem Ave	0.03 SW	2022	26,826	MPSI	.30
7	N Baldwin St	Elizabeth St	0.07 SE	2022	2,097	MPSI	.32
8	E Johnson St	N Dickinson St	0.02 NE	2022	26,025	MPSI	.33
9	N 1st St	E Dayton St	0.01 SE	2022	17,088	MPSI	.37
10	Pennsylvania Ave	E Johnson St	0.02 S	2021	26,836	MPSI	.40

Source: CoStar Group; Alfred Gobar Associates  
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10/28/2022

**From:** [don.jones1318@gmail.com](mailto:don.jones1318@gmail.com)  
**To:** [Plan Commission Comments](#)  
**Subject:** 1617 Sherman Ave project  
**Date:** Thursday, December 8, 2022 9:31:36 PM

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Question:

Is the 1617 project going to be “transitional” model for future development along the east side of Sherman Ave on the Sherman/Fordem/Yahara River triangle?

Thanks  
Don  
1640 Sherman Ave

**From:** [Jeremy Cesarec](#)  
**To:** [District 12; Parks, Timothy; Urban Design Comments; Plan Commission Comments](#)  
**Subject:** 1617 Sherman Avenue comments  
**Date:** Thursday, December 8, 2022 7:55:39 PM

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Hello,

I spoke in support of this development at last evening's public meeting, but kept my comment short to respect the time limit. Please find my entire prepared statement below:

As a 7 year resident of Sidney Street, I want to voice my conditional support for this project and explain why I think it's a net good.

First, I want to acknowledge that my bias is towards development that results in more urban density nationwide, and in Madison.

I support more urban density because it helps address the housing crisis here and elsewhere, it provides more access to desirable neighborhoods, it helps prevent suburban sprawl, and, most importantly to me, it contributes to climate change mitigation.

Selfishly, I enjoy living in a relatively dense neighborhood and the goods, services, and livability it provides. And I believe that more density will enhance all of those things. I also understand and respect that many others don't share my predispositions.

I believe the proposed location of this development is ideal, because it would be replacing an underused commercial building. It is situated near other dense housing, so it fits with the character of the surroundings, and it is close to public transit, walkable amenities and an underused public park and beach.

I empathize with many of the objections to this project, or this project at a large scale, and there are some concessions I would like to see prioritized and addressed. Namely: concerns about the structural integrity of nearby residential buildings during construction, and concerns about this project's effect on flood risk.

However, though I'm sympathetic to some of the other concerns raised, I do not share them. Namely:

- I do not object to the proposed size and footprint of the development. I think this is an ideal space for a large project that adds substantial housing stock to Madison, and we should take advantage of that. I'd regret undershooting capacity on this project.
- I am not concerned about the historical VALUE of the current building. I don't find it aesthetically pleasing, and I think a plaque commemorating HST's visit would suffice.

Fighting climate catastrophe means that we can't be overly precious and nostalgic.

- Although I want the city transportation commission to make traffic safety and mitigation efforts as part of this plan, traffic is not one of my main concerns. I believe the tradeoff is that residents who would live in these buildings will instead move further out, requiring them to travel via car across the isthmus anyway.
- Similarly, while conservation is important, we also need to consider the tradeoffs. I believe disrupting a small habitat in a dense urban area is worth the tradeoff of not having the hundreds of residents of this building seeking housing via suburban sprawl, which is more concerning to me, and more damaging to our ecosystem.

Lastly, I do not intend to carry water for developers, and I'm not their spokesperson. I applaud the neighborhood's input on this project, and hope that many of the recommended conditions will be heeded. But these debates are structurally (and often intentionally) heavily tilted in favor of anti-development constituencies (that is, current residents and property owners who have the most incentive to attend these meetings and voice objections). Instead, I'm attempting to speak for the hundreds or thousands of Madisonians who would enjoy the benefits of this development, but aren't an organizeable affinity group. I feel incredibly lucky to live in this neighborhood, and to have bought a home when the housing market wasn't at the crisis state it is now, and I want to see our neighborhood provide more housing access to a meaningful number of people. And also believe that many area residents who aren't here tonight might take a similar stance, but unfortunately the incentives of this process render them more of a silent constituency. Assuming that's the case, I hope my POV represents their unspoken preferences.

I look forward to continuing the process of neighborhood input, and hope the project eventually moves forward in a way that makes a noticeable contribution to minimizing the housing crisis, and climate concerns.

Thank you for your consideration,  
Jeremy Cesarec  
408 Sidney Street

**From:** [Espenshade Jean](#)  
**To:** [Parks, Timothy](#)  
**Subject:** 1617 Sherman Ave Vermilion development proposal environmental aspects  
**Date:** Monday, December 12, 2022 6:22:31 PM  
**Attachments:** [Environ'l aspects & concerns Dec 5, 2022.docx](#)  
[ATT00001.htm](#)

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Dear Mr Parks,

I composed two emails (each with attachments) regarding the Vermillion development proposal for the property kitty-corner across the street from me, this one on environmental impact, and the second one (which I will also send to you) comparing the Vermillion proposal to the Emerson East-Eken Park-Yahara Neighborhood Plan adopted by the Common Council in 2016. I shared them with interested neighbors last week.

I was unable to attend the neighborhood meeting on Oct 10, but attended the TLNA meeting on Nov 15 about traffic concerns and the Dec 8 meeting where Vermillion presented their revised proposal for neighborhood feedback. I found your slides (at the Dec 8 meeting) about submission of written comments and about the process of considering this development proposal extremely helpful—thank you. I'm not confident that I followed all the steps in the process, but I have a much better idea about the process than the one I gleaned from reading the information I found on the City website. Although my emails were written prior to hearing about the revised Vermillion proposal, the revisions don't invalidate my concerns or answer my questions.

I hope that you will read my emails and look at the attachments. I would appreciate any feedback or direction you can offer me after reading what I have written. In particular, I would appreciate your guidance re people or organizations that might be interested in these writings. And I would like to know if there is a way to get them into the public record.

As a resident of one of the eight even-numbered Sherman Ave properties between Filene Park and Maple Bluff, I am feeling a bit adrift without an alder. These eight properties are very new to District 12, having been moved from District 2 to District 12 in the recent redistricting. And now neither the District 2 nor the District 6 alders will be running for re-election in the spring (Alder Heck because his home is now outside of District 2). Should I also send this to the District 12 Alder email address you gave us? I do want it to share it with interested parties outside of the involved City departments.

Thank you for your consideration and assistance with this matter.

Sincerely,

Jean Espenshade  
608-249-9104

Dear Neighbors,

Although I have no professional expertise in urban planning, stormwater management, or traffic engineering, I am a long-time resident of the neighborhood. Having made my home at

1640 Sherman Ave for many years, I shop on the Isthmus and North Sherman Ave, walk along the Yahara River Parkway from Lake Mendota to Lake Monona, plant tulips and zinnias to brighten the path of those who pass my home, mount efforts to fund treatment of ash trees in Tenney Park, and volunteer as a poll worker at polling sites close by. I care deeply about the quality of life in this neighborhood.

I am opposed to the proposal put forth by Vermilion Development for the property at 1617 Sherman Ave *in its current form*. However, I am hopeful that if we work collaboratively with prospective developers and City of Madison staff, and use the input of neighborhood residents and knowledgeable experts to modify the proposal so that it is consistent with the Neighborhood Plan, we have a better chance of the outcome enhancing our neighborhood. Recent changes in the zoning and permit process and the elimination of “protest petitions” limit opportunities in the process for public concerns to be heard and addressed. I am hopeful that our neighborhood push for a better, more thoughtful proposal will be heeded both by the developer and the City, and that the result will be a development of high-quality affordable housing, designed to minimize negative environmental impacts, and increase connection among neighbors. I so appreciate the efforts of city staff and of our current and former neighbors to contribute energetically and constructively to meeting these goals.

In this spirit, I have read each of the references listed **in the attached document**, including the Yahara Watershed Study reported in October of 2022 , the City of Madison Development Standards for Stormwater, and the James Arndt expert paper, “Initial Assessment of Potential Environmental Issues: Redevelopment of 1617 Sherman Property”. **I have commented on the aspects of the proposed development that represent significant gaps between what Vermilion Development is proposing and what the Neighborhood Plan and public comments indicate we value. The attached document focuses on the environmental aspects of the development proposed for 1617 Sherman Ave.**

**I have raised questions that I hope will be addressed by the developer and/or city staff as we move forward in considering the re-development of this beautiful site.**

I hope that you will find my comments and questions helpful.

Environmental impact issues and questions: Vermilion redevelopment proposal for property at 1617 Sherman Ave, Dec 5, 2022, Jean Espenshade

**August 2018 flooding of Tenney Park, Johnson and Marston Streets.**



The bridge shown is Johnson Street which was closed from First St to Baldwin St. due to flooding. The structure surrounded by water (on the right) is the John Wall Family Pavilion in Tenney Park. The proposed Vermilion development is out of this shot, just beyond the bottom left corner.

**The East Isthmus and Yahara Watershed Study** (2022) details the effects of the combined impact on the Isthmus of lake level flooding and flash flooding that occurred in August of 2018. The information in the report has multiple implications for our understanding of the environmental impact of the proposed Vermillion development.

**Madison stormwater management standards** require that developers provide a specific stormwater plan and show by modeling that their development maintains stormwater flow, volume, and quality at pre-development levels. Stricter peak flow and peak volume requirements exist for developments that exceed 10,000 SF if the proposed impervious area is greater than 80% of the existing impervious area. The 1617 Sherman site is about 8 acres in size.

How does the impervious area of the proposed redevelopment compare to the impervious area of the existing site? Are there existing inlets to the stormwater system pipes on the property, or is the forested area to the southeast acting as the filter for the runoff as it flows into the Yahara River?

Do the stormwater planning models used in the East Isthmus and Yahara Watershed Study include the 8 acres of the development site? Has stormwater management (1) under current conditions and (2) under redeveloped conditions been addressed by Vermilion? What is the required permitting and authorization process for stormwater management?

It also raises questions re the developers' plans for the proposed underground parking areas. For me, it brought to mind the residents' vehicles that were flooded in 2018 in the underground parking area of Oakwood University Woods campus on Mineral Point Road due to flash floods. At 1617 Sherman, I should think the high water table might also present problems in this regard.

## **Neighborhood Plan (NP) recommendations related to environmental impact**

The Vermilion proposal for redeveloping this site does not address the environmental considerations detailed in the Emerson East-Eken Park-Yahara (EEEPY) Neighborhood Plan and incorporated in the Conceptual Site Plans presented there. (Italicized sections are quoted from the NP)

There are multiple references to the recommended environmental considerations related to redevelopment of this property in the NP. The land use, housing and urban design goals include several related directly to environmental impact (p15):

*“Encourage green buildings and compact site design that minimizes resource consumption and environmental impacts.*

*Promote environmentally friendly features that protect and enhance Madison’s natural resources.*

*Add passive and active green space whenever possible to redevelopment concepts”*

The NP sections on land use, site layout and building design recommend use of *“...green building and site design principles that conserve energy, reduce water use, limit stormwater runoff, and generally minimize adverse environmental impacts”* (p17)

The two NP Conceptual Site Plans (CSP) for this property follow these recommendations. CS Plan 1 would reduce impervious surfaces (current parking area and driveways), preserve existing trees along the property lines and *“as much as possible of the existing woodlot between the Yahara River and the new multi-family buildings”*. (p25) CS Plan 2 suggests incorporation of *“green roofs, living driveways with porous pavers, and more”* (p26), including 60 community garden plots, and a 1.22 acre expansion of Tenney Park on the southeast corner of the property.

## **References**

James Wolf, letter to the City of Madison Urban Design Commission, Nov 4, 2022  
“Redevelopment of 1601-1617 Sherman Ave Property”

James L Arndt, “Initial Assessment of Potential Environmental Issues: Redevelopment of 1601-1617 Sherman Ave Property”, submitted to the City of Madison Urban Design Commission on Nov 15, 2022.

City of Madison Engineering Dept, East Isthmus and Yahara Watershed Study, latest update October 10, 2022.

<https://www.cityofmadison.com/engineering/projects/east-isthmus-and-yahara-river-watershed-study>

City of Madison Development Standards for Stormwater (2020)

<https://www.cityofmadison.com/flooding/city-initiatives/development-standards-for-stormwater>

City of Madison Yahara River Parkway and Environs Master Plan (June, 1998)

<https://www.cityofmadison.com/dpced/planning/documents/yahara.pdf>

Emerson East-Eken Park-Yahara (EEEPY) Neighborhood Plan, Adopted by the City of Madison Common Council on Jan 5, 2016.

<https://www.cityofmadison.com/dpced/planning/documents/eeepynp2016.pdf>.

**From:** [Espenshade Jean](#)  
**To:** [Parks, Timothy](#)  
**Subject:** The 1617 Sherman Ave Vermilion Development proposal: not yet a good fit for the neighborhood  
**Date:** Monday, December 12, 2022 6:37:07 PM  
**Attachments:** [FEEPY NP JEE excerpts.docx](#)  
[Wolf Gobar Final Draft JLA Sherman Redevelopment.pdf](#)

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Dear Mr Parks,

Here is the second email I wrote, this one comparing the Vermillion proposal with our Neighborhood Plan. As I said in the email I sent you a few minutes ago on the environmental impact of this proposed development, your feedback, guidance re distribution of my comments, and/or re the approval process in general would be most appreciated.

Thank you,

Jean Espenshade  
608-249-9104

Dear Neighbors,

I introduced myself in another email I sent yesterday (re the environmental impact of the Vermillion proposal) as a longtime resident of the neighborhood who has made my home at 1640 Sherman Ave for many years. I care deeply about this neighborhood and the people who live, work and play here.

I recently read the Neighborhood Plan (NP) for this area (Emerson East-Eken Park-Yahara), looking for **goals and recommendations pertinent specifically to the redevelopment of the property at 1617 Sherman Ave**. I took sections of the NP that pertain to redevelopment of the 1617 Sherman Ave site and **excerpted them in the much shorter document attached to this email**. The attached material includes photos, Conceptual Site schematic drawings and maps that are useful in understanding how the NP goals could be realized in the redevelopment of this beautiful property.

I found the **section of the NP describing two distinctly different Conceptual Site Plans for the 1617 Sherman property** (pp 25-26) and associated drawings and schematic designs (pp 27-29) particularly helpful in understanding how our neighborhood vision and goals might be realized in redeveloping this property.

**Two Conceptual Site (CS) Plans are offered.** CS Plan 1, includes four, two-story multi-family buildings for a total of 112 residential units, reduces the area of impervious surface of the existing site, preserves existing trees along the property lines, “and as much as possible of the existing woodlot between the Yahara River and the new multi-family buildings” (p25). CS Plan 2 includes two five story multi-family residential buildings with 75 units each, 24 two-story duplex units, 60 community garden plots, and a 1.22 acre expansion of Tenney Park (p25). Neither plan comes

close to the 450 residential units, number of parking spaces, or the potential negative environmental impact of the Vermilion proposal.

I compared the Vermillion proposal for redevelopment of this property with the Neighborhood Plan for this site to assess it's "fit" with the NP goals and recommendations. **The Vermilion proposal is inconsistent with the vision and goals put forth in the NP with respect to inclusion of affordable housing, support for owner-occupied residency, and environmental stewardship.** Examples in the NP conceptual Site designs of appealing enhancements that realize our vision for this neighborhood, but are missing from the Vermilion proposal, include a mix of styles and sizes of residential units, building design and materials compatible with the surrounding neighborhood structures, community garden plots, and preservation of existing wooded areas.

Based on my reading and attendance at relevant recent meetings, **I am opposed to the proposal put forth by Vermillion Development for the property at 1617 Sherman Ave *in its current form*.** However, I am also cognizant not only of our need for more affordable family housing in Madison, but also for **redevelopment of this beautiful, but underused, site.**

As I have no expertise in urban planning, I appreciated the Nov 4, 2022 expert assessment by James W. Wolf of Alfred Gobar Associates that was submitted to the Urban Design Commission on November 14, 2022. Mr. Wolf is both experienced and highly qualified in urban planning. I have attached the letter with his initial assessment of the redevelopment of the 1601-1617 Sherman Ave property. In addition to comparing the Vermilion proposal to the EEEPY Neighborhood Plan, his letter re Vermilion's Urban Design Commission Application includes information on apartment market trends and forecasts; apartment construction activity in this neighborhood; and Vermilion's developer qualifications.

I was so impressed and pleased with our Neighborhood Plan. It illustrates how City Planning staff can help neighborhood residents, business owners, and members of community organizations and centers of worship come together to present their vision of the neighborhood in which they want to work, play, and live. The NP embodies the values of the community regarding housing, land use, environmental stewardship, transportation, and connection with others. It shows how these values can be realized in urban development. I am grateful to the neighbors and City staff who worked together to develop the Neighborhood Plan and shepherded it through the approval process. The full 91 page plan is available here:

<https://www.cityofmadison.com/dpced/planning/documents/eeepynp2016.pdf>. It was adopted by the City of Madison Common Council on Jan 5, 2016 to be implemented over the following 10-15 years. We are about halfway through the planned implementation period. **Now it is our turn to use the NP in considering development proposals for continuing the work of realizing that plan as envisioned.**

I am hopeful that if we use the input of neighborhood residents, City staff, developers and knowledgeable experts to modify the proposal so that it is consistent with the Neighborhood Plan, we have a better chance of the outcome enhancing our neighborhood. I hope that our neighborhood push for a better, more thoughtful proposal will be heeded both by the developer and the City, and that the result will be a development of high-quality affordable housing, designed to minimize negative environmental impacts, and increase connection among neighbors. I so appreciate the continuing efforts of City staff and of our former and current neighbors to contribute energetically and constructively to meeting these goals.

The property at 1617 Sherman Ave is included in the Emerson East-Even Park-Yahara (EEEPY) Neighborhood Plan area shown below. All page numbers refer to the EEEPY Neighborhood Plan (NP) document. The neighborhoods, areas and census tracts included in the EEEPY Neighborhood Plan are shown here (p6):



Map 1. Planning Study Area with Census Tracts

Chapter Three of the NP is titled Land Use, Housing and Urban Design. Nine focus areas were selected:

“Focus areas were selected due to potential for land use change; underutilized land; access to and visibility from major thoroughfares; emerging issues such as crime and safety; and potential for stabilization through rental property owner education and training. Through additional research and analysis of focus area characteristics, interviews with property owners, public input and further discussions, project staff created land use goals, concepts, design elements, and recommendations for the focus areas. Existing and potential property owners are encouraged to use the goals, concepts, and recommendations as a guide when considering future development and redevelopment. “ p15

The goals that apply to all nine areas are on p15 of the NP. The principles that are unique to each focus area are included in that particular focus area section.

**“Planning and Design Principles that apply to all Focus Areas:**

**Definition and Identity:** Gateway and corridor branding that includes iconic design elements of the neighborhoods incorporated in welcome signs and commercial corridor signs, seating, lighting, public art and landscaping.

**Land Use, Site Layout and Building Design:** Multi-story, mixed-use nodes with retail/commercial uses below and residential above; affordable housing units; and green building and site design principles that conserve energy, reduce water use, limit stormwater runoff, and generally minimize adverse environmental impacts.

**Connectivity:** New linkages that improve access and circulation to and through redevelopment sites and surrounding residential areas and pedestrian and bike safety improvements.

**Community Interaction:** Small, flexible public and private gathering spaces (pocket greenspace, sidewalk seating, square, plaza, etc.); Crime Prevention Through Environmental Design<sup>1</sup>; programmed recreational and entertainment activities; public art; landscaping; and other enhancements” (p17).

**The Sherman/Yahara Neighborhood Area is Focus Area Four.**

“The Sherman/Yahara Neighborhood Area is 8.56 acres and is bound by the Yahara River Parkway, Sherman Avenue, the Sherman Terrace Condominiums, and the Briarwood Apartments. There is an office building with a parking lot that is larger than required by the Zoning Code.” P25

“....The City of Madison Comprehensive Plan designates the site’s land use as Employment, with a map note indicating that Medium Density Residential use would be preferred, if and when the site redevelops. The zoning designation is Suburban Employment, which allows residential as a permitted use.... There are a number of drawbacks to the larger parking lot including unnecessary stormwater runoff, a larger heat island effect, and an incentive for more people to drive to the site rather than taking alternative forms of transportation. “ (p.25)

## Redevelopment Recommendations

"There is currently a long-term lease on the existing office building. Over time, it is recommended that this building be adapted for use as a residential structure, or for it to be razed and new residential structures built in its place. This is consistent with the Comprehensive Plan which indicates in a Map note that if and when this site redevelops, Medium Density Residential is the preferred land use. " p 25

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The next section of the NP describes **the two quite different Conceptual Plans** for re-development of the property at 1601-1617 Sherman Ave. Each of the two CS Plans is in turn divided into two parts, confusingly labelled Site 1 and Site 2. Each Conceptual Plan is accompanied by a Schematic Design (pages 27-29 of the NP document).

**Focus Area Four** Plan View Existing conditions (p27):

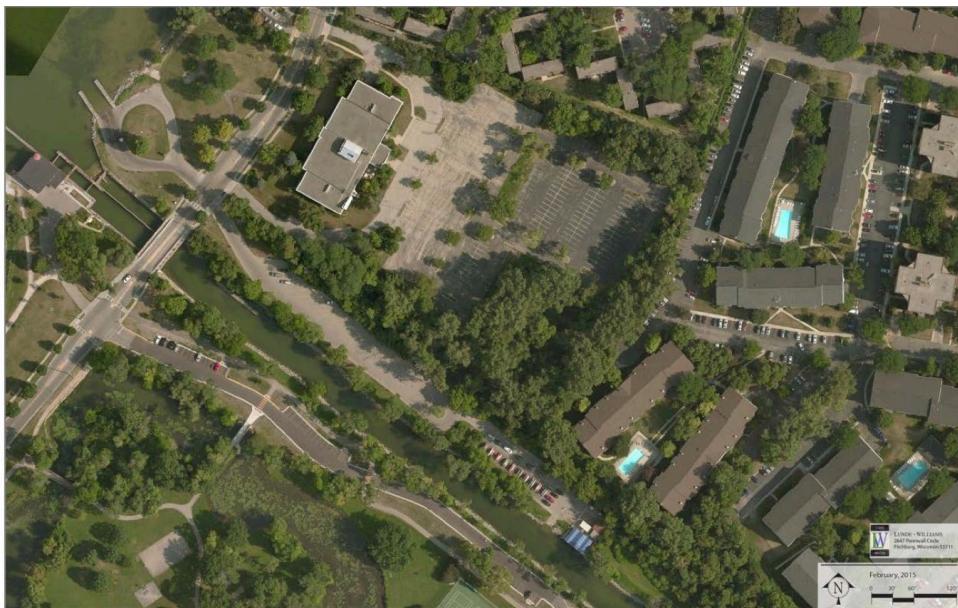


Figure 3a. Focus Area Four Plan View Existing Conditions

### **"Figure 3b - Conceptual Site Plan 1 Statistics:**

Site 1 is approximately 3.92 acres and includes the existing office building at 45,000 square feet with a reconfigured parking lot of 142 parking stalls and added landscaping to soften the look and reduce impervious surface. One access drive off of Sherman Avenue is eliminated to further reduce impervious surface.

Site 2 is approximately 3.90 acres and includes four, two story multi-family buildings for a total of 112 residential units, and 108 underground and 60 surface parking stalls. There is a pedestrian connection to the Yahara River, existing trees along the property lines are preserved, and as much as possible of the existing woodlot between the Yahara River and the new multi-family buildings is also preserved. " p25

CS Plan 1 includes the existing office building and part of the existing parking lot as Site 1. CS Plan 1 from (p27):



Figure 3b. Focus Area Four Conceptual Site Plan 1

**"Figure 3c Conceptual Site Plan 2 Statistics:** Site 1 is approximately 6.60 acres with two, five story multi-family residential buildings with 75 units each and 112 underground and 38 surface parking stalls. There are also 24 two-story duplex units with 30 parking stalls, 60 community garden plots, and pedestrian connection into Site 2, which is a 1.22 acre expansion of Tenney Park." (p25) CS Plan 2 from p28:



Figure 3c. Focus Area Four Conceptual Site Plan 2

The 3-D Schematic Design for Conceptual Site Plan 2 (p29):



Figure 3e. Focus Area Four 3-D Schematic Design – *This schematic is intended to convey important design principles and is one of many potential design solutions.*

“It is also recommended that the boat parking be reconfigured as shown in Figures 3b and 3c on pages 27 and 28 [included above], to maximize land for passive and active use.” (p25)

**This is followed by a section tying these examples back to the Principles that apply to all nine of the Focus Areas [cited above]:**

***Definition and Identity:*** Residential streetscape defined with five story residential buildings in a classic design with some modern elements; parking areas with innovative stormwater management features; pedestrian/bike path defining boundary between site and adjoining Sherman Terrace Condominiums and through the site to the Yahara River Parkway; environmentally-friendly buildings with innovative stormwater management to protect the Yahara River Watershed and native plantings, renewable energy use for heating and cooling, green roofs, living driveways with porous pavers, and more; cooperative living elements such as community gardens and co- housing; and affordable housing units.

***Gateway Features:*** Public art, landscaping, street benches, and other streetscape enhancements; design features reflective of surrounding natural areas and other iconic neighborhood elements.

***Connectivity:*** Pedestrian/bike corridors connect to adjoining residential areas and the Yahara River Parkway; public street grid pattern to improve access and circulation through the site and to the surrounding neighborhood; inclusion of the Yahara River Parkway Master Plan design concept that includes a revised parking area and pedestrian path connecting underneath E. Washington Avenue, on the north side of the Yahara River; woodland conservation and potential park expansion into the south east corner of the site with pathways that directly connect to the Yahara River.

**Community Interaction:** Gathering spaces (community garden, greenspace, play areas) incorporating Crime Prevention Through Environmental Design concepts, and including recreational and entertainment uses, public art, landscaping and other physical enhancements.” (p26)

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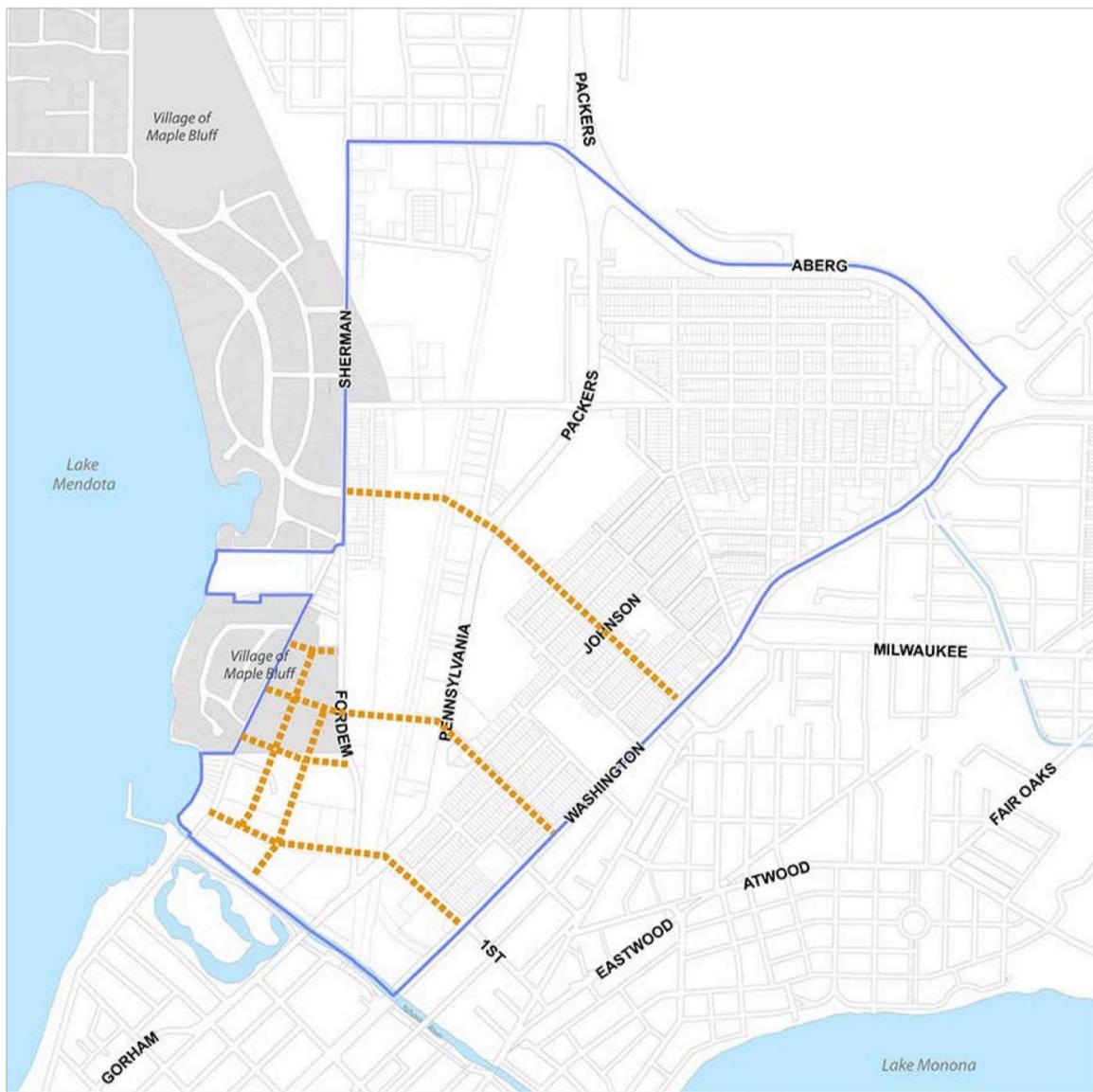
This information is also summarized succinctly in Table 4 (p43):

**Table 4: Land Use, Housing and Urban Design section related to Focus Area Four:**

“Focus Area Four: Sherman/Yahara Neighborhood Site  
At such time that the property owner decides to make changes to Area Four, encourage consideration of the Conceptual Site Plan, 3-D Schematic Design, and recommendations on pages 25 through 29. Recommendations include changing the existing employment land use to residential use. This is consistent with the Comprehensive Plan which indicates in a Map note that if and when this site redevelops, residential is the preferred land use. Recommendations also include a mix of housing types such as two story duplexes and five story multi-family buildings, a community garden, orientation and pedestrian connection to the river, expansion of Tenney Park into site, preservation of existing tree corridor along property lines, views of the lake, connection to adjacent parcels, and eventual public street grid when adjacent parcels redevelop. Further, the site should provide affordable housing units, and utilize green building and site design principles that conserve energy, reduce water use, limit stormwater runoff, and generally minimize adverse environmental impacts. “ p43

---

This drawing shows the proposed long-term road connections for the neighborhood (p54):



## Emerson East - Eken Park - Yahara Neighborhood Plan

### Proposed Long-Term Road Connections \*

\*\*\*\*\* Road Connections

\* Road connections are proposed over the long-term, if and when properties redevelop. The intention is to align any new connections with the existing street network. For example an extended N. 6<sup>th</sup> St. could align with Michigan Ct. or Northfield Plc.

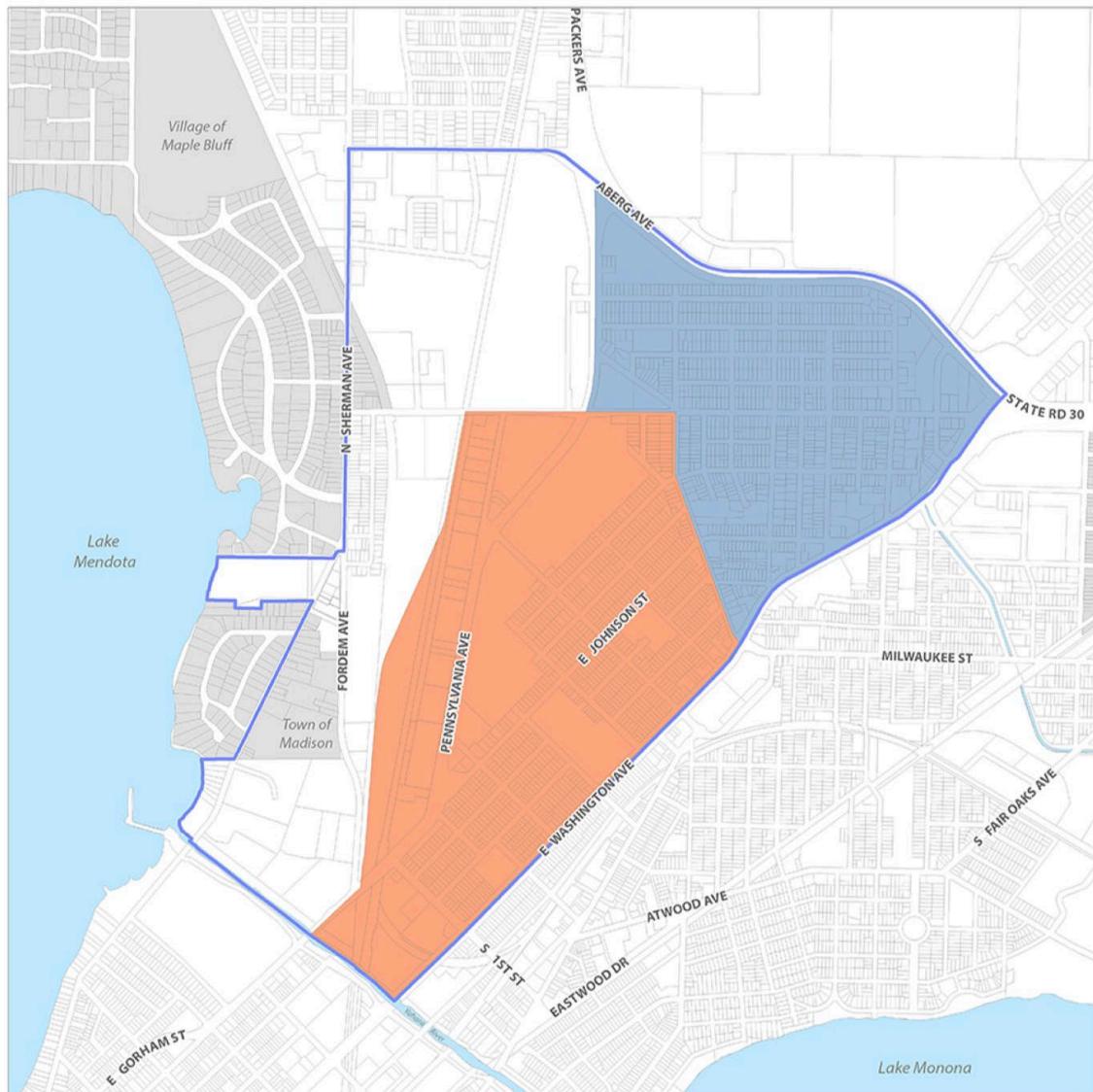
0 500 1,000 2,000 Feet



Map 4. Proposed Long-Term Road Connections

Here are several of the background maps included in the Appendices for the NP:

Neighborhood Associations, p74 of NP



### Emerson East - Eken Park - Yahara Neighborhood Plan

#### Neighborhood Associations

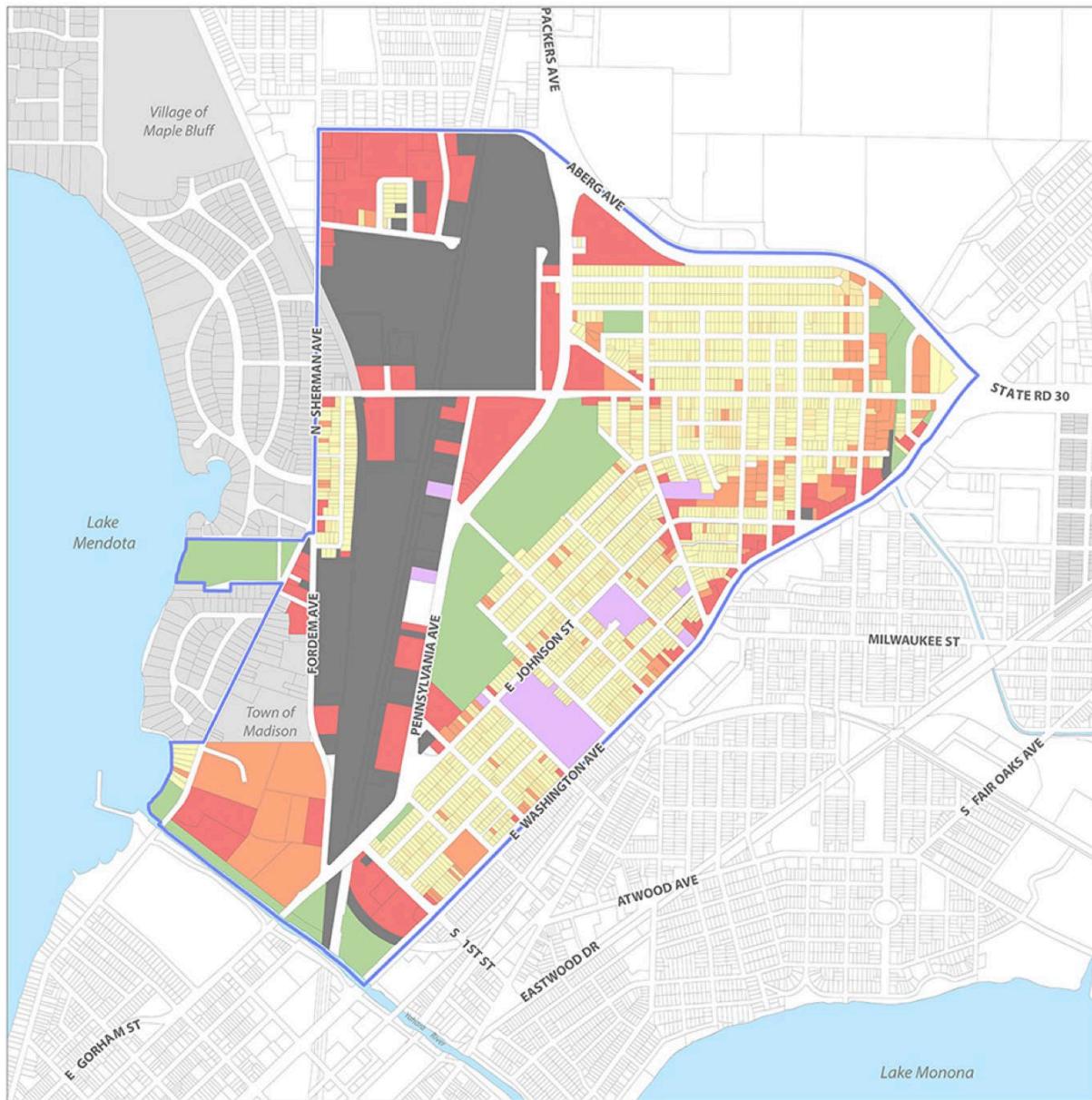
- Eken Park Neighborhood Association
- Emerson East Neighborhood Association



0 500 1,000 2,000 Feet

Prepared by the City of Madison Planning Division | January 2016

Existing Land Use, p76:



## Emerson East - Eken Park - Yahara Neighborhood Plan

### Existing Land Use - 657 acres

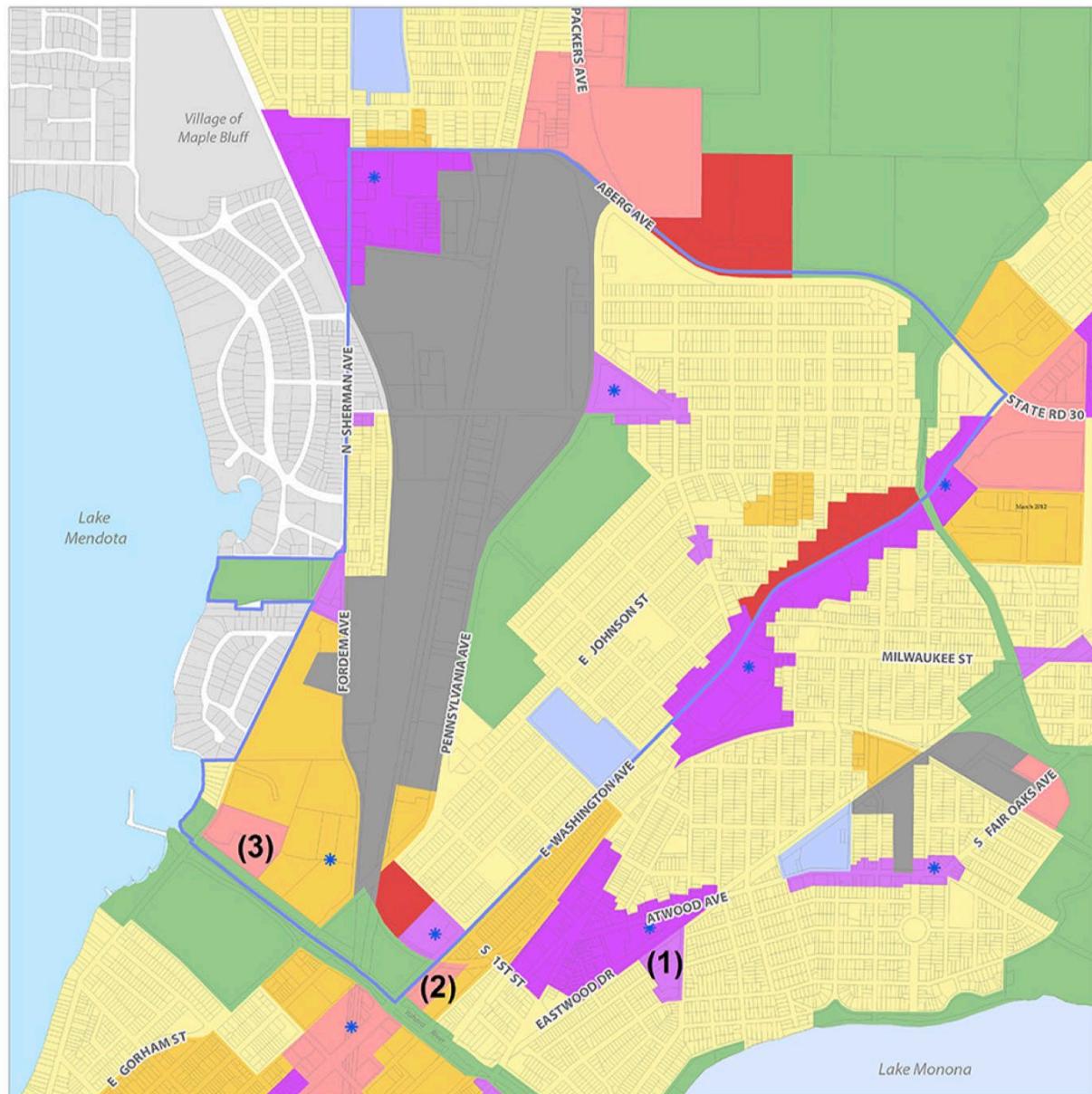
- Commercial Uses - 109 acres
- Industrial Uses - 182 acres
- Institutional Uses - 20 acres
- Parks and Open Space - 82 acres
- 1-Unit Residential - 164 acres
- 2-Unit Residential - 32 acres
- Multi-Unit Residential - 62 acres
- Agricultural or Vacant Land - 6 acres



0 500 1,000 2,000 Feet

Prepared by the City of Madison Planning Division | January 2018

Generalized Future Land Use, p77:



## Emerson East - Eken Park - Yahara Neighborhood Plan

### Generalized Future Land Use

RESIDENTIAL DISTRICTS	
LDR	Low Density (0 - 15 units/acre)
MDR	Medium Density (16 - 40 units/acre)
HDR	High Density (41 - 60 units/acre)
MIXED USE DISTRICTS	
NMU	Neighborhood Mixed-Use
CMU	Community Mixed-Use
RMU	Regional Mixed-Use

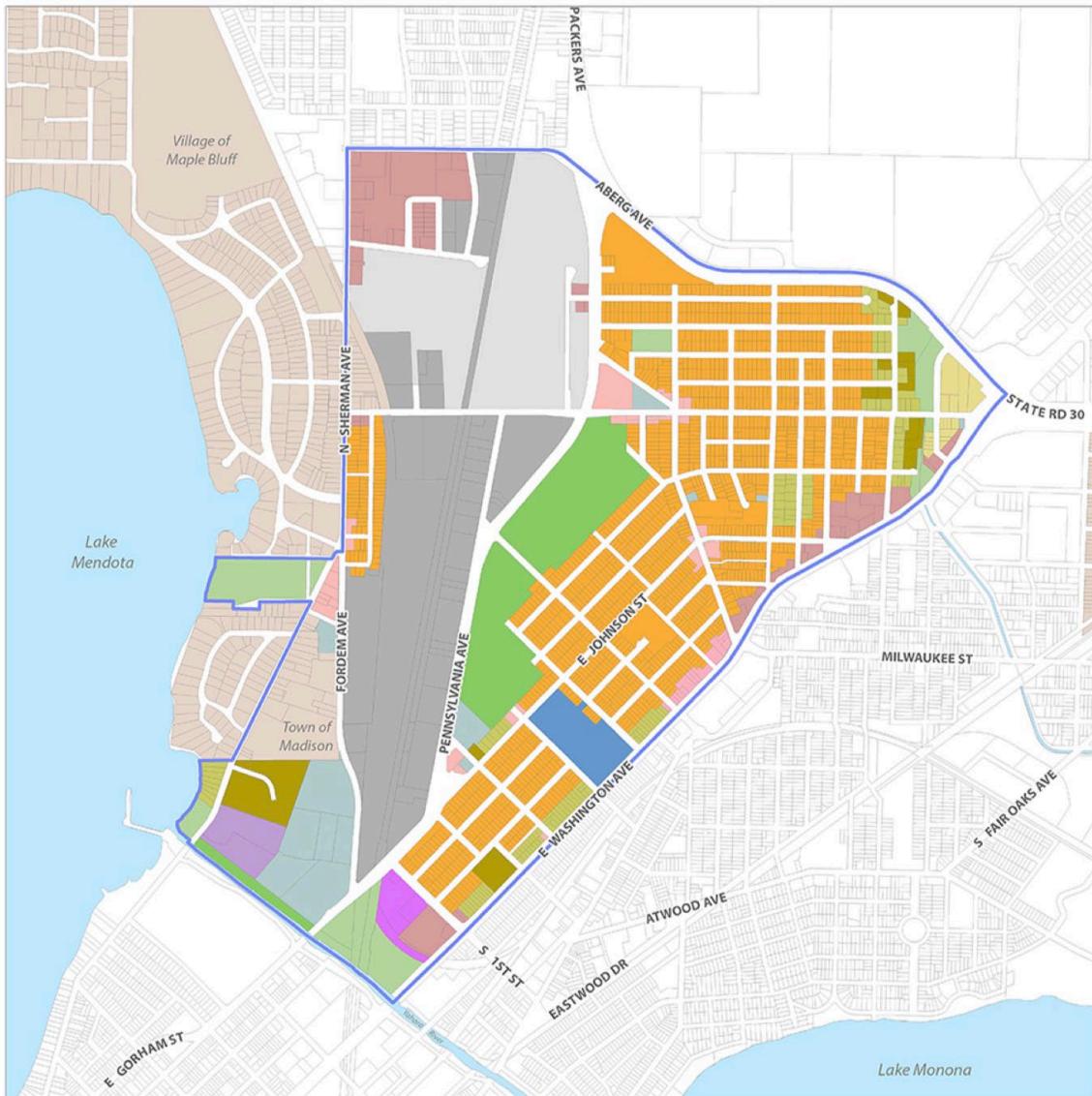
COMMERCIAL/EMPLOYMENT DISTRICTS	
GC	General Commercial
RC	Regional Commercial
E	Employment
I	Industrial
OPEN SPACE - AGRICULTURE DISTRICTS	
P	Park and Open Space
A	Agriculture/Rural Uses

SPECIAL DISTRICTS	
SI	Special Institutional
AP	Airport
C	Campus
SPECIAL OVERLAY DESIGNATIONS	
*	TOD Transit-Oriented Development (Conceptual Locations)
(0)	Land Use Note Reference Number Explanation can be found in document

0 500 1,000 2,000  
Feet

Prepared by the City of Madison Planning Division | January 2015

Zoning Districts, p79:



**Emerson East - Eken Park - Yahara  
Neighborhood Plan**

**Zoning Districts**

Commercial Corridor-Transitional	Suburban Employment
Campus Institutional	Suburban Residential-Varied 1
Conservancy	Traditional Employment
Parks and Recreation	Traditional Residential-Consistent 4
Industrial-General	Traditional Residential-Varied 1
Industrial-Limited	Traditional Residential-Varied 2
Neighborhood Mixed-Use	Traditional Shopping Street
Planned Development	

Prepared by the City of Madison Planning Division | January 2016

There are also maps showing the School attendance areas, housing ages, Madison Metro routes and stops, bike paths, and parks and open space.

**From:** [Victor Toniolo](#)  
**To:** [Plan Commission Comments](#); [PLLCApplications](#); [council](#); [Mayor](#)  
**Subject:** 1617 Sherman  
**Date:** Thursday, January 5, 2023 8:46:46 PM

---

Caution: This email was sent from an external source. Avoid unknown links and attachments.

Landmarks commission,

I am a resident of district 12 who lives just a few blocks from 1617 Sherman Ave, and I am writing to oppose its designation as a landmark per MGO 41.07.

While a case can be made for standard (A) of 41.07(2) I believe it requires a very generous interpretation that neither the landmarks commission nor the common council can afford to make. I do not believe it meets standard (B) at all.

(A) The Credit Union National Extension Bureau was founded by Filene in Massachusetts in 1921, and it only became CUNA at a national meeting in Estes Park, CO. CUNA did move its headquarters to Madison, but it existed here in two separate buildings for 16 years before moving to 1617 Sherman. CUNA has also been at the current location much longer than it existed at 1617 Sherman. This is a weak association at best.

(B) This property is not associated with the life of Harry S Truman. He was there for a matter of less than one hour. Similarly a presidential visit is not an important event in our national or state history. It wasn't even important enough local history to keep the cornerstone that Truman dedicated onsite.

This thin string connecting the site to the national credit union movement is not enough to support landmark status. If the same standard were applied elsewhere, development would be all but impossible in the Madison area. We dig ourselves deeper and deeper into a housing crisis every year and cannot afford such wasted space so close to downtown.

I have concerns for the current condition of the building that I may address separately with other city departments.

Finally, my same neighbors already have a plan for this site. The Emerson East-Eken Park-Yahara Neighborhood Plan that calls for it to be redeveloped (Focus Area Four: Sherman/Yahara Neighborhood Area). I have spoken with dozens of residents of Emerson East-Eken Park and we believe a tiny but very vocal minority is trying to speak on behalf of the rest of the neighborhood. The decision to designate 1617 a landmark would erode public trust in the Landmarks commission and the entire city planning process. Please deny this designation.

I am unsure if I will be able to attend the Landmarks meeting on Monday but I am available to answer questions via email.

Best regards,

Victor Toniolo

P.S. Staff report incorrectly cites 41.01 instead of 41.07 in three places

**From:** [Paul and Donna Janquart](#)  
**To:** [Plan Commission Comments](#)  
**Subject:** 1617 Sherman--Vermillion proposal  
**Date:** Friday, January 6, 2023 11:25:09 AM

---

Caution: This email was sent from an external source. Avoid unknown links and attachments.

Plan Committee Members,

I strongly oppose the construction of a five-story medium density building at 1617 Sherman. This property is across from Lake Mendota and adjacent to Tenney Park which claims to be "a peaceful recluse" on their website. I also wonder about the effect on the Restoration Project underway at Tenney Park.

The neighborhood doesn't have any other structure that complements the proposed structure. This is a residential neighborhood that consists of 37 buildings that all have a three-story structure along with single family homes.

To replace this building with a medium density housing complex completely offsets the aesthetic nature that promotes a respite from higher density neighborhoods. The reuse of the Historic Filene House could be used to architecturally complement the area and would afford more residential space without diminishing the neighborhood.

Thank you,  
Donna Janquart  
Owner of #37-4 Sherman Terrace

**TENNEY PLACE DEVELOPMENT, LLC**  
**639 S. Main Street, Suite 103**  
**Deforest, WI 53532**  
**(608) 846-1575**  
**(608) 846-1577 Fax**

December 19, 2022

Heather L. Bailey, PhD  
Preservation Planner  
Neighborhood Planning, Preservation & Design Section  
Department of Planning & Community & Economic Development  
Planning Division  
215 Martin Luther King Jr Blvd, Suite 017  
Madison, WI 53701-2985

Via email at [hbailey@cityofmadison.com](mailto:hbailey@cityofmadison.com)

**RE: Landmarks Commission demolition review  
1617 Sherman Avenue, Madison, Wisconsin**

Dear Heather and Members of the Landmarks Commission:

The above referenced property has submitted for review the proposed demolition. As current owners of the property and in support of the developer, Vermillion, we would like to submit the following written response into the public record for consideration and look forward for the opportunity to discuss the matter.

- The firm that designed 1617 Sherman Avenue does not believe there is an architectural significance to the building. Potter Lawson's predecessor firm (Law, Law, Potter and Nystrom) was the architect for the existing building at 1617 Sherman Avenue. Potter Lawson does not believe there is historical significance in the stripped-classical style of architecture, which is essentially classical, without any of the classical elements that make the building interesting.
- The building's age is not significant for Landmark status. The City of Madison website identifies 182 buildings and sites that have received Landmark status. All 182 are older than the building at 1617 Sherman Avenue. The age of the existing building is not historically significant.
- We do not believe this location has significance to the founding of the credit union movement. The movement's founding is traced back to a meeting in Estes Park, CO in 1934 where 52 credit union leaders from 21 states and the District of Columbia met to establish the Credit Union National Association (CUNA). Madison was designated their temporary headquarters. The first headquarter building in Madison was located at 142 East Gilman Avenue which was later demolished in 1940 after CUNA moved to their second headquarter location at 1342 East Washington Avenue. 1617 Sherman Avenue was the third CUNA headquarter building for approximately 10 years from 1950-1960 before the company outgrew the building. In 1960 CUNA relocated to its fourth headquarters at 5910 Mineral Point Road where it exists today.
- Numerous U.S. Presidents have visited Madison. Truman's visit in 1950 was not his first visit to Madison, nor was 1617 Sherman Avenue its purpose. Truman's 1950 visit focused

on delivering a "peace address" at the UW-Madison Field House prior to commencement of the Korean War. Truman's visit to 1617 Sherman Avenue was another stop on that trip.

There are various other Presidential visits to Madison:

- Ulysses S. Grant
- Rutherford B. Hayes, September 10, 1878
- James Garfield
- Chester Arthur
- Grover Cleveland
- William McKinley
- Woodrow Wilson, October 26, 1911
- William H. Taft, May 5-7, 1915
- Theodore Roosevelt, May 28, 1918
- Warren G. Harding
- Herbert Hoover, November 5, 1932
- Harry Truman, October 14, 1948
- Dwight D. Eisenhower, October 28, 1949
- Harry Truman, May 14, 1950
- John F. Kennedy, October 23, 1960
- Bill Clinton, October 1, 1992
- Jimmy Carter, March 1, 1994
- Barack Obama, February 12, 2008
- Bill Clinton, February 14, 2008

- When Tenney Place Development, LLC purchased the 1617 Sherman Avenue property, we had several conversations with the City of Madison regarding residential development. During that time, there was never mention that the property could have historical value and that there would be limitations for future usage.

Renovations that were completed since we took ownership include the following items, and again there was no mention nor impediments based on historical value.

- A metal structure that was attached to the building was removed.
- A new front entrance was constructed, dramatically changing the appearance.
- At least two major interior remodels were completed.

We do not believe the neighborhood and the City of Madison consider this building to be significant. City of Madison's Emerson East – Eken Park – Yahara Neighborhood Plan was developed in 2016 as a supplement to the City of Madison Comprehensive Plan with input from neighborhood groups and city staff. The plan recommends that the building at 1617 Sherman Avenue "be adapted for use as a residential structure, or for it to be razed and new residential structures built in its place." The feasibility of converting this building to residential has been reviewed and deemed functionally obsolete for this purpose.

We respect that the City of Madison may consider the cornerstone itself to be historically interesting. The proposed developer, Vermillion is willing to donate the cornerstone to the Madison Historical Society or is willing to incorporate it into an historic marker onsite. We fully support Vermillion's development and are willing to work alongside them and with the Landmarks Commission on forming a path forward.

Please feel free to contact us with any questions.

Sincerely,



Mikel J. Schaefer  
Member, Tenney Place Development, LLC

**From:** Cass W  
**To:** [Urban Design Comments](#); [Plan Commission Comments](#)  
**Subject:** Comments on Sherman Ave Development  
**Date:** Thursday, December 15, 2022 1:01:31 PM

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Caution: This email was sent from an external source. Avoid unknown links and attachments.

Hello-

I recently attended the virtual meeting about the housing development project that is proposed for the Care Wisconsin property. Like several commenters during the course of the meeting, I am concerned with the disappearance of the woodlot that currently separates the Care Wisconsin parking lot from the Tenney Boat Launch parking lot. That woodlot, despite many of the trees being "weedy trees" is a valuable resource for our local wildlife, with many species of birds and a family of foxes using those trees for feeding, nesting, and associated activities. While I realize that the woodlot will still be destroyed as part of this proposed development, I would urge the developers to please select tree species that are useful to the bird community, as a means of helping to mitigate this loss. There are lots of resources available for selecting trees that meet these criteria, and I'll put some links below:

Wisconsin Department of Natural

Resources: <https://dnr.wi.gov/topic/endangeredresources/documents/birdshandout.pdf>

Wisconsin Society for

Ornithology: <https://wsobirds.org/images/pdfs/BeyondBirdFeederBookletFINAL.compressed.pdf>

City of Monona: <http://mymonona.com/1601/Native-Trees-Shrubs-and-Plants-for-Birds>

Milwaukee Magazine: <https://www.milwaukeemag.com/8-shrubs-will-attract-wisconsin-wildlife-garden/>

The Audubon Society: <https://www.audubon.org/native-plants>

(you just need to put in the zipcode; the email address isn't required)

Probably the WDNR, WSO, and Audubon links are the most useful. Many of the tree species they recommend are just as beautiful or more beautiful than many of the common "street trees" and planting these species can help mitigate the loss of that woodlot for our native bird species.

Thank you for your consideration and time!

Thanks

Cass Warneke

(resident, a block away from the proposed development)

**From:** [ianjamison@gmail.com](mailto:ianjamison@gmail.com)  
**To:** [Urban Design Comments](#); [Plan Commission Comments](#)  
**Cc:** [Parks, Timothy](#); [District 12](#); [Benford, Brian](#)  
**Subject:** Feedback/Strong Support for 1617 Sherman Ave  
**Date:** Friday, December 9, 2022 2:09:05 PM

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Caution: This email was sent from an external source. Avoid unknown links and attachments.

Hello,

I joined the 12/8 community meeting for the 1617 Sherman Ave redevelopment effort but was unable to remain on the line long enough to speak up.

While I strongly support this proposal, a couple things do disappoint me. I am disappointed that these mostly unjustified concerns from the first meeting cost us dozens of units, but I believe the result is still a major step forward.

Additionally, the parking offerings seem excessive to me. Particularly in an area that will be so well-served by transit and close to downtown, does every unit really require 1.2 car spaces? More likely, this parking availability will incentivize folks to retain or buy cars instead of walking or taking public transit, which will increase congestion and pollution.

**That all being said -- the developers have gone out of their way to address the feedback they initially received, and the result is still a project well worth supporting.**

Please do everything you can to move this project forward. The simple reality is that Madison is growing and is a hub for new jobs. This is a great thing! I look forward to all the healthcare workers, teachers, daycare providers, service industry workers, and entrepreneurs joining our community.

Regardless of what development choices we make, these folks will *work* in Madison. It's up to us to determine whether they can affordably live in Madison, and building more homes and apartments is critical to that effort. Failing to add more housing options in the city will drive these new workers to live outside of the city.

That means bulldozing forests and farms. That means having them commute by car from areas not served by transit. It means more pollution and congestion in the city. It means lost property tax revenue that will instead go to the suburbs, exurbs, and rural communities where they choose to live instead.

Let's make it easy for folks who work in Madison to live in Madison. Please move the 1617 Sherman Ave project forward.

Thanks for your consideration!

Ian Jamison  
District 6

**From:** David Staple <[dwstaple@gmail.com](mailto:dwstaple@gmail.com)>  
**Sent:** Wednesday, October 12, 2022 11:27 AM  
**To:** Dave Grace <[dgracehome@gmail.com](mailto:dgracehome@gmail.com)>  
**Cc:** Abbas, Syed <[district12@cityofmadison.com](mailto:district12@cityofmadison.com)>; [tylerlark@gmail.com](mailto:tylerlark@gmail.com); [Ptrzyna@gmail.com](mailto:Ptrzyna@gmail.com); Mayor <[Mayor@cityofmadison.com](mailto:Mayor@cityofmadison.com)>; Planning <[planning@cityofmadison.com](mailto:planning@cityofmadison.com)>; Zoning <[zoning@cityofmadison.com](mailto:zoning@cityofmadison.com)>; Firchow, Kevin <[KFirchow@cityofmadison.com](mailto:KFirchow@cityofmadison.com)>  
**Subject:** Re: Opposition to proposed development at 1617 Sherman

Caution: This email was sent from an external source. Avoid unknown links and attachments.

Thank you, Dave, for this well reasoned and thoroughly researched email.

Although I was aware that there was proposed development for this site, I must confess to not having done my homework on the issue. I had no idea that the proposed development was so large or that it would completely eliminate the current structure from the site. I was also unaware of the unique history of the site. I am highly supportive of increased housing density (particularly lower income housing) within the downtown area, within Tenney-Lapham, on Sherman Ave., and even at the 1617 site. However, based on my current understanding of the matter, the project seems out of scale with what the site, street, adjacent area, and environment can handle. I hope the issues that Dave has raised in his email are given very serious consideration by the city when considering this project.

Best,  
David

**From:** [Firchow, Kevin](#)  
**To:** [Parks, Timothy](#)  
**Cc:** [Stouder, Heather](#); [Cleveland, Julie](#); [Vaughn, Jessica L](#)  
**Subject:** FW: Opposition to proposed development at 1617 Sherman  
**Date:** Wednesday, October 12, 2022 11:58:38 AM

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**From:** Dave Grace <dgracehome@gmail.com>  
**Sent:** Tuesday, October 11, 2022 9:15 PM  
**To:** Abbas, Syed <district12@cityofmadison.com>  
**Cc:** tylerlark@gmail.com; Ptrzyna@gmail.com; Mayor <Mayor@cityofmadison.com>; Planning <planning@cityofmadison.com>; Zoning <zoning@cityofmadison.com>; Firchow, Kevin <KFirchow@cityofmadison.com>  
**Subject:** Opposition to proposed development at 1617 Sherman

Caution: This email was sent from an external source. Avoid unknown links and attachments.

Dear Alder Abbas,

I'm writing to register my concern and opposition to the proposed development of 1617 Sherman Ave. I have just learned of this proposal by Vermillion and was unable to attend last night's meeting. I have significant concerns regarding the 1) Historical nature of the building, 2) the historical nature of the neighborhood, and 3) development of this near Eastside corridor.

### **1) Historical Significance of 1617 Sherman...**

Unbeknownst to many, the current building is a historical [property of record](#) with the state and has historical significance for the city and nation. As documented by the [Madison Trust for Historic Preservation](#), the building was constructed as the new home of the Credit Union National Association (CUNA) when it [broke ground](#) on the site in 1949 to move from its then offices at 1344 E. Washington Avenue (formerly Pasqual's) to Sherman Ave. The move to this site was important because the park across the street from 1617 Sherman was, and still is, dedicated to the credit union pioneer Edward Filene.

As documented by the Wisconsin Historical Society, on May 14, 1950, [President Harry S. Truman](#) came to Madison to lay the cornerstone of the current building at [1617 Sherman](#) for CUNA. This action signified the pinnacle importance that the credit union system had taken to help people of modest means throughout the country - tearing it down for market rate apartments would be an injustice to that legacy. Having a President come to Madison is not any everyday occurrence, as it was the last time that a sitting President came to Madison until 59 years later when [Obama made his 2009 visit](#) and Truman's visit to 1617 Sherman was again highlighted.

This connection between national/international credit union organizations and the Tenney-Lapham Neighborhood is alive and active today in part because of the historical connection to 1617 Sherman Ave and Filene Park. For example, the Filene Research Institute, [World Council of Credit Unions](#) and International Credit Union Regulators' Network (which, in full

disclosure, I lead) have all made the neighborhood their headquarters in recent years.

Lastly, the mid-century modern style and brick used at 1617 Sherman Avenue is linked to other historic buildings such as [Quisling Terrance, Quisling Apartments](#) and the Edgewater Hotel in Madison. All of those properties were developed by the Quisling Brothers who lived in Tenney-Lapham neighborhood. In recent years as these other sites were re-developed their historical façade and/or footprints were maintained by the City -- as should the current structure at 1617 Sherman.

## **2) In a Historic District...**

Sherman Avenue from North Bearly to Tenney Park is both a [National and State Historic District](#). The Nation, State, and City (as evidence with its recent discussion of the Tenney Beach Shelter and outbuilding across the street), and its residents have all taken measures to preserve the important buildings and their architecture in the Historic District. The proposal by Vermillion for 1671 Sherman goes in the exact opposite direction of these efforts and should not be approved. The fact that they view the building as having "outlived its useful life" is an indication of their lack of appreciation of historic buildings in this neighborhood.

## **3) Needs Coordinated Development.**

The city needs more affordable and high-density housing and it should be coordinated. University Avenue by Hilldale, East Washington Avenue, and West Washington are the central corridors being developed with high-density housing because they are best able to support the traffic. This is a significant change from 10 years ago and the Tenney-Lapham neighborhood has largely been supportive of the development along E. Washington.

The physical limitations of the lake, park, and direct flowage from storm drains into Lake Mendota, Sherman Avenue and the lake do not have the capacity to take on the level of traffic that E. and W. Washington and University Ave have. The area along the banks of the Yahara River is also currently home to foxes and migrating birds in winter as the river often stays unfrozen in winter. The proposed development would jeopardize this habitat.

## **Conclusion**

Despite the immense hypocrisy of Vermillion's [law suit against the City of Chicago](#) in 2019 over a *121 unit* project regarding a project on Division Street in Wicker Park because Vermillion said such a large of a development would "diminish the value of neighboring properties as a result of its inappropriate size, density and building scale and the resulting undue burden on public infrastructure and city service—including specifically the already overcrowded blue line stop", I could be supportive of a MUCH, MUCH smaller re-development of the existing historic building (not exceeding its current height). It would also be important that it be for mixed-income and/or low-income only housing for rent and purchase and native plants/rain gardens to limit the environmental impact of the site on our lakes and the Yahara. More high-end "market rate" housing for rent is not what we need.

Please let me know if you have any questions regarding the above.

Best Regards,  
Dave Grace

1240 Sherman Avenue

**From:** Larry Nesper <[lnesper@wisc.edu](mailto:lnesper@wisc.edu)>  
**Sent:** Thursday, December 8, 2022 10:29 AM  
**To:** William Ochowicz <[willochowicz@gmail.com](mailto:willochowicz@gmail.com)>; Fields, Debbie <[DFields@cityofmadison.com](mailto:DFields@cityofmadison.com)>; Engineer <[engineer@cityofmadison.com](mailto:engineer@cityofmadison.com)>; Planning <[planning@cityofmadison.com](mailto:planning@cityofmadison.com)>; Traffic <[traffic@cityofmadison.com](mailto:traffic@cityofmadison.com)>  
**Cc:** Tyler Lark <[tylerlark@gmail.com](mailto:tylerlark@gmail.com)>  
**Subject:** Re: Sherman Avenue Steering Committee

Caution: This email was sent from an external source. Avoid unknown links and attachments.

The recent email dated December 6 from Will Ochowicz of the Tenney-Lapham Neighborhood Association regarding the proposed development at 1617 Sherman did not communicate that the steering committee is co-chaired by me for the Sherman Terrace Neighborhood Association. As I was not consulted regarding the summary of neighbor's concerns, he does not accurately represent us as the immediate and long-term neighbors of the development. For example, the 2016 Emerson-East/Eken Park/Yahara Neighborhood Plan calls for medium residential density encouraging owner-occupied development, historical significance recognition, and affordable housing. These parts of the plan are being ignored by the proposal. Each are touchstones of quality development in our area.

We recognize Will's leadership potential and look forward to working with him as a co-chair of the steering committee.

Sincerely,

*Larry Nesper*  
STNA

=

**From:** William Ochowicz <[willochowicz@gmail.com](mailto:willochowicz@gmail.com)>  
**Sent:** Tuesday, December 6, 2022 8:26 PM  
**To:** Fields, Debbie <[DFields@cityofmadison.com](mailto:DFields@cityofmadison.com)>; Engineer <[engineer@cityofmadison.com](mailto:engineer@cityofmadison.com)>; Planning <[planning@cityofmadison.com](mailto:planning@cityofmadison.com)>; Traffic <[traffic@cityofmadison.com](mailto:traffic@cityofmadison.com)>  
**Cc:** Larry Nesper <[lnesper@wisc.edu](mailto:lnesper@wisc.edu)>; Tyler Lark <[tylerlark@gmail.com](mailto:tylerlark@gmail.com)>  
**Subject:** Sherman Avenue Steering Committee

Caution: This email was sent from an external source. Avoid unknown links and attachments.

Hi Planning, Transportation, and Engineering Staff,

My name is Will and I am leading a steering committee for the proposed development at 1617 Sherman Avenue. There is another public comment meeting for the new development and I wanted to let you know about some of the issues that I think people will bring up during the meeting. As I understand it, Yang Tao from Transportation and Tim Parks are going to be at the meeting Thursday. I just wanted to let you know about some of the things I've been hearing from neighbors so you can prepare for the meeting

- Flood and drainage concerns
  - the developer discussed some of what they were doing to alleviate these concerns during the last meeting, including storm water retention that would handle a 200-year flood event
- Density at the site
  - Some neighbors commented that the density at this site is not appropriate for this neighborhood. The new proposal is about 50 units/acre, which is about twice Sherman Terrace but below the median that the Comprehensive Plan calls for (20-90 units/acre)
- The developer let slip that city staff told the developer "not to be shy" about the number of units. At least one person on the meeting is probably going to demand to know who said that
- Impact on traffic
  - The Tenney Lapham neighborhood association held a separate meeting to discuss traffic concerns but it will still probably come up. Some people are happy about the proposed road connection, but a few people are unhappy about it and think that it will bring more people onto Sherman. It might be good to discuss the comprehensive plan and the future vision that city planners see for that area
  - I think people are still worried about the traffic on the road. It would probably be good to discuss the traffic calming elements that will be coming to Sherman in the future.
- Preservation of street trees and green space between Sherman Terrace and the development, and trees between the development and the Yahara River

Let me know if there's anything else I can do to help.

Thanks,  
Will Ochowicz

**From:** [bijan311@gmail.com](mailto:bijan311@gmail.com) <[bijan311@gmail.com](mailto:bijan311@gmail.com)>  
**Sent:** Tuesday, November 22, 2022 11:02 AM  
**To:** Abbas, Syed  
**Subject:** [D12] Passenger Rail Station & Development at 1617 Sherman ave

**Recipient:** District 12, Syed Abbas

**Name:** Bijan Tabatabai  
**Address:** 27 Sherman Terrace, Unit 3, Madison, WI 53704  
**Email:** [bijan311@gmail.com](mailto:bijan311@gmail.com)

**Would you like us to contact you?** Yes, by email

**Message:**

Hello Alder Abbas,

It is inconvenient for me to attend city meetings, but I wanted to send you a message to voice my opinions on these topics.

For the location of a potential passenger rail station, of the six broad locations listed at <https://www.cityofmadison.com/transportation/initiatives/passenger-rail-station-study>, I feel the Downtown or Campus locations would be best for ease of access from public transit and pedestrians. For similar reasons, I feel that the airport and near east side locations would be less convenient.

For the proposed development at 1617 Sherman Ave, I am in support of the project. I believe housing is a much better use of the space than a mostly empty building and parking lot. I also believe any sort mixed use development in the area for things like coffee shops or corner stores would be great for the neighborhood.

Thanks,  
Bijan Tabatabai