

# Burr Oaks Neighborhood Senior Housing Plan

---

City of Madison Department of Planning and Community and Economic  
Development

**7/27/2009**

The City of Madison is seeking to implement previous planning efforts in the Burr Oaks Neighborhood and South Park Street Area by creating options for seniors to continue to live in the community as they age. This planning document outlines the history behind these efforts to provide housing options for seniors in this area, and lays out specific recommendations for the development of senior housing at a site on Badger Road.

## **Introduction**

In the autumn of 1999, the City of Madison Common Council recommended the South Madison neighborhood as its next neighborhood planning area. Following this, in 2000, the South Metropolitan Planning Council undertook a visioning process to identify unrecognized potential for the entire length of Park Street. This effort produced a document called *Park Street: Possibilities to Reality*. This effort led to a multi-year effort to continue the revitalization of the South Madison neighborhood area. Multiple planning projects and documents have been undertaken including: *Park Street Revitalization: Opportunities to Reality Report*, *Park Street Urban Design Guidelines*, *Badger-Ann-Park Redevelopment District Plan*, *Penn Park Master Plan*, *Wingra Creek BUILD Grant*, *Wingra Creek Parkway Master Plan*, *Achieving the Vision: Implementation Strategies to Achieve Redevelopment Within the Greater South Madison Area*, and *South Madison Neighborhood Plan*.

Both of the most recent planning documents, *Achieving the Vision: Implementation Strategies to Achieve Redevelopment Within the Greater South Madison Area* and the *South Madison Neighborhood Plan* make specific references to expanding the housing options for seniors within the South Park Street area. The *South Madison Neighborhood Plan*, adopted in January 2005, cites as Goal 5.6 “Ensure the availability of quality, senior housing within or adjacent to the neighborhood.”<sup>1</sup> In *Achieving the Vision: Implementation Strategies to Achieve Redevelopment Within the Greater South Madison Area*, the area bounded by Hughes Place, Cypress Way, and Badger Road (the “Project Site”) shown on Map 1, is identified for a redevelopment project<sup>2</sup>. One of the strategies identified in this planning document is to “Improve the green space, living environment and bedroom mix to accommodate a more diverse population of families with children and older persons than for that population for which the buildings are designed.”<sup>3</sup>

In 2007, Virchow Krause was contracted by Independent Living, Inc to conduct a preliminary evaluation of the senior rental housing market on the Southside of Madison. This initial market study showed that this area could support an “initial phase of 48 mixed-income units at the preliminary site (bounded by Badger Road, Hughes Place, and Cypress Way), with an additional 48-unit phase II upon completion and substantial lease-up of phase I.”<sup>4</sup>

To implement this vision of increasing housing options for seniors, the Burr Oaks Senior Housing Alder Steering Workgroup (the “Workgroup”) was convened in June 2009. Working off of the document *Achieving the Vision: Implementation Strategies to Achieve Redevelopment Within the Greater South Madison Area*, the Workgroup determined that the Project Site would be a potential location for a senior housing facility.

---

<sup>1</sup> “South Madison Neighborhood Plan”, January 2005, p. 33.

<sup>2</sup> “Achieving the Vision: Implementation Strategies to Achieve Redevelopment Within the Greater South Madison Area”, July 8, 2004, p. 19.

<sup>3</sup> Ibid.

<sup>4</sup> “South Madison Elderly Housing Aldermanic District #14”, May 2007, p. 1.

## **Project Overview**

In the 2009 City budget, the City of Madison identified the Project Site as a site to continue the revitalization of the South Park Street and Badger Road area. The 2009 City budget included \$3,000,000 for acquisition, demolition and relocation costs associated with land assemblage on the Project Site.

General goals of the revitalization project included the elimination of blight and the stimulation of commercial and residential development. After discussion with the district alder and neighborhood residents, it was determined that a mix of affordable and market rate housing for senior's would help meet the neighborhood's needs, while also redeveloping the Project Site.

The main reason for the senior housing in this location is that there is little senior housing in the Burr Oaks Neighborhood and the South Park Street area in general. There is a desire among neighborhood residents and community groups, including the Burr Oaks Neighborhood and the Arbor Hills Neighborhood, to provide an option for the aging population to stay in the neighborhood. This location is well suited for senior housing. It is close to a Madison Metro transfer point, shopping, the new public branch library, a health clinic, a pharmacy, and the multi-generational aspect of the Cypress Spray Park and Lincoln Elementary School across the street from the Project Site.

## **Project Site**

The Project Site, shown on Map 1 is bounded roughly by Hughes Place, Badger Road, and Cypress Way. There are seven properties shown on Map 1 that have been identified for acquisition to continue the revitalization of the Burr Oaks neighborhood. The City of Madison has already acquired one of these properties (837 Hughes Place). The remaining properties consist of four, six, and eight unit apartment buildings. There are currently 38 rental apartments contained in the six privately owned properties.

These apartment buildings have experienced a high vacancy rate. Several of these properties are currently in various stages of foreclosure. It is highly likely that by the time the City of Madison begins the acquisition process some of these foreclosure actions will be completed. Several of these properties are also the subject of Nuisance Abatement actions by the City of Madison. A property can be declared a Chronic Nuisance if the premises has generated three or more calls for police services that have resulted in Enforcement Action for Nuisance Activities on three separate days within a 90 day period, or has generated five or more cases from the Neighborhood Preservation and Inspection Department for Nuisance Activities from at least five building inspections occurring within a one year period, or if probable cause exists that the manufacture, distribution, or delivery of a controlled substance has occurred on or in association with the premises within 30 days.

The properties in the Project Site that have been Nuisance Abatement Actions pending include:

- 2409 Cypress Way
- 2413 Cypress Way
- 838 West Badger Road

### **Public Process**

The Workgroup, made up of residents from the Burr Oaks neighborhood and greater South Park Street area came together for a series of meetings to discuss this specific revitalization project. These meetings included a cross section of the community. The first meeting was held on June 24, 2009 at 7 PM in the South District Police Headquarters. There were fourteen participants, along with five staff members from the City of Madison Department of Planning and Community and Economic Development.

Alder Tim Bruer presented an overview of the progress to date, while also discussing some of the projects that had occurred recently to redevelop the Burr Oaks Neighborhood and the South Park Street area in general. City staff presented a concept plan for the redevelopment of the Project Site (shown in Maps 2, 3 and 4) into senior housing. The Workgroup was then provided an opportunity to comment on the draft plan.

A second meeting was held on July 8, 2009 at 6:30 PM in the UW Community Room in The Villager. This meeting was attended by ten participants and three staff members from the City of Madison Department of Planning and Community and Economic Development. This meeting provided members of the Workgroup another opportunity to review and comment on the revisions to the concept plan for the senior housing facility on the Project Site.

### **Public Input**

The Workgroup and members of the public made multiple recommendations on the concept plan. These recommendations touched on both the site design and form of the concept plan, including potential amenities and services that could be included in a final project. The comments from the public included:

#### **Layout and Design**

- If services are provided at a senior housing facility, there may be a need for increased surface parking.
- Surface access points to the senior housing facility should be covered to allow for pick up and drop off.
- A childcare / day care center could be incorporated into a senior housing project in a separate area.
- Balconies or patios should be provided in all units where it is practical.
- A green roof that residents of the senior housing facility could access would provide safe, secure access to the outdoors for residents.

- The market study that the City of Madison commissioned showed an initial market for 48 units of affordable senior housing, with a second phase of 48 units to follow, pending lease up of the first phase.
- The neighborhood would like for any senior housing facility located on the Project Site to be a mixed-income project.

#### Services / Amenities

- There is a real need for a senior center in this area, as it may provide opportunities for adult-day care.
- An outdoor plaza or patio area should be included in any development of senior housing at this location.
- The neighborhood feels that there is a real need for all levels of senior housing, including independent living, assisted living, nursing homes, memory loss facilities, congregant care and Community Based Residential Facilities (CBRF).
- A senior center would be a good opportunity for the South Madison Senior Coalition to participate in this project.
- There is a growing interest in wellness and exercise among seniors. To that end, any senior center that is built should have enough space for a fitness room.
- Amenities in the senior housing project could include: beauty / barber room, exercise room, business center, laundry room, laundry hook ups in each units, storage lockers, club room (with TV, kitchen, fireplace), library, on-site leasing office, on-site live-in manager, and a game room.
- Critical amenities to this project include an fitness room and a community room.

#### **Draft Concept Plan**

The Concept Plan, shown on Maps 2, 3 and 4 is an example of what a senior housing facility could look like when placed on the Project Site. The Concept Plan is merely for illustration purposes and should be viewed as an example only. Any final project may look different than this plan as it is vetted through the City approval process. Any developer that builds on the Project Site will also bring their own unique look and style to the development.

The Concept Plan is meant to illustrate how between 86 and 106 units would be placed at this site and some of the general elements to consider in the design. There are two structures connected with a covered walkway, which allows for phasing and/or possible slightly different emphasis between how the buildings may be programmed. Both buildings have secured underground parking with one stall per unit (approximately 90 to 102 parking stalls). The building located on Hughes Place could have a day care facility of between 3,400 to 3,800 square feet as a part of the development. The building located on Badger Road could have a 4,000 to 6,000 square foot senior center with an outdoor plaza. The senior center space could be allocated in a number of ways to provide for a more market driven space specific to this location. Both buildings would have covered drop-off and visitor parking. There is space allocated for a community garden and a possible green roof for flower display and a secure walking path. The building design should have an urban look with a flat roof, balconies, and quality material. There are approximately 30 surface parking stalls.

## **Additional Projects**

The greater South Park Street area, where this project is located, has multiple other development and redevelopment opportunities and projects that are in various phases of development. The South Park Street area has been undergoing a multi-year renaissance. Map 5 shows the location of many of these projects. They include:

### **The Villager**

The Villager, located at 2300 South Park Street is home to many health, education and financial service tenants. The Villager is also home to community serving retail businesses, almost all locally owned. The City of Madison Community Development Authority (CDA) purchased the property in 2004 to preserve the strengths of The Villager while planning for future revitalization of the arts and the neighborhood.

The Villager Master Plan was adopted in 2006, and the CDA and the City have continued to work together to make the principles in the Master Plan a reality. In 2008, the City's capital budget provided over \$9 million to assist in improvements to The Atrium, the purchase of two gas stations, a new South Madison Branch of the Madison Public Library, and the new Center for Economic Development and Workforce Training.

### **Transportation Improvements**

In 2010, the Wisconsin Department of Transportation (WISDOT) will undertake major improvements to the South Park Street corridor and the intersection with the Beltline Highway. These improvements include

- Enhanced turn lanes at the intersection of Badger Road and South Park Street;
- Addition of a median to the intersection of Badger Road and South Park Street;
- Removal and replacement of the pedestrian bridge over the Beltline on Badger Road, and;
- Interchange improvements at the intersection of South Park Street and the Beltline Highway.

### **Cypress Spray Park**

Located on the corner of Cypress Way and Magnolia Lane, the Cypress Spray Park is a new addition to the Burr Oaks neighborhood. The Cypress Spray Park is located directly across the street from the Project Site. The Cypress Spray Park features both a wet and dry play area. This park was constructed with private funds and serves the residents of the South Park Street neighborhood.

## **Implementation**

Following adoption of the Burr Oaks Neighborhood Senior Housing Plan City staff will be directed to acquire the properties that make up the Project Site. An outline of the process includes:

- Common Council Adoption of Burr Oaks Neighborhood Senior Housing Plan
- CDA commences acquisition process
- CDA issues Request for Proposals (RFP) for the redevelopment of the Project Site
- CDA reviews RFPs and selects developer for the redevelopment of the Project Site
- CDA acquires properties that make up the Project Site

During the redevelopment process, the CDA and potential respondents to the CDA issued RFP will be made aware of the issues and suggestions raised within this plan document. Specific attention should be given to the density, use, and shape that any redevelopment of the Project Site will entail.

MAP 1





# South Madison | Concept for Senior Housing



10a Cypress Way Street View

Plan View



1 Hughes Place - Cypress Way View



② Badger Road - Cypress Way View

②a Badger-Cypress Street View



③ View Looking West



③a Badger Road Street View







MAP 5

