

URBAN DESIGN COMMISSION APPLICATION

UDC

City of Madison
Planning Division
126 S. Hamilton St.
P.O. Box 2985
Madison, WI 53701-2985
(608) 266-4635



FOR OFFICE USE ONLY:

Paid _____ Receipt # _____
Date received _____
Received by _____
Aldermanic District _____
Zoning District _____
Urban Design District _____
Submittal reviewed by _____

Complete all sections of this application, including the desired meeting date and the action requested.

If you need an interpreter, translator, materials in alternate formats or other accommodations to access these forms, please call the phone number above immediately.

1. Project Information

Address: 614 E. Gorham Street (James Madison Park)
Title: James Madison Park Master Plan and Shelter Concept

2. Application Type (check all that apply) and Requested Date

UDC meeting date requested October 3, 2018

- ☐ New development ☐ Alteration to an existing or previously-approved development
☒ Informational ☐ Initial approval ☐ Final approval

3. Project Type

- ☐ Project in an Urban Design District
☐ Project in the Downtown Core District (DC), Urban Mixed-Use District (UMX), or Mixed-Use Center District (MXC)
☐ Project in the Suburban Employment Center District (SEC), Campus Institutional District (CI), or Employment Campus District (EC)
☐ Planned Development (PD)
 ☐ General Development Plan (GDP)
 ☐ Specific Implementation Plan (SIP)
☐ Planned Multi-Use Site or Residential Building Complex

Signage

- ☐ Comprehensive Design Review (CDR)
☐ Signage Variance (i.e. modification of signage height, area, and setback)

Other

- ☒ Please specify

park master plan and shelter concept

4. Applicant, Agent, and Property Owner Information

Applicant name Zia Brucaya Company Urban Assets
Street address 807 E. Johnson St. City/State/Zip Madison, WI, 53703
Telephone 608-819-6566 x3 Email Zia@urbanassetsconsulting.com
Project contact person Sarah Lerner Company Madison Parks
Street address 210 MLK Jr. Blvd. Rm 104 City/State/Zip Madison, WI 53703
Telephone 608-261-4281 Email slerner@cityofmadison.com
Property owner (if not applicant) City of Madison Parks Division
Street address 210 MLK Jr. Blvd, Rm 104 City/State/Zip Madison, WI, 53703
Telephone 608-266-4711 Email eknepp@cityofmadison.com

5. Required Submittal Materials

- ☐ Application Form
- ☐ Letter of Intent
 - If the project is within an Urban Design District, a summary of how the development proposal addresses the district criteria is required
 - For signage applications, a summary of how the proposed signage is consistent with the applicable CDR or Signage Variance review criteria is required.
- ☐ Development plans (Refer to checklist provided below for plan details)
- ☐ Filing fee
- ☐ Electronic Submittal*

Each submittal must include fourteen (14) 11" x 17" collated paper copies. Landscape and Lighting plans (if required) must be full-sized. Please refrain from using plastic covers or spiral binding.

Both the paper copies and electronic copies must be submitted prior to the application deadline before an application will be scheduled for a UDC meeting. Late materials will not be accepted. A completed application form is required for each UDC appearance.

For projects also requiring Plan Commission approval, applicants must also have submitted an accepted application for Plan Commission consideration prior to obtaining any formal action (initial or final approval) from the UDC. All plans must be legible when reduced.

**Electronic copies of all items submitted in hard copy are required. Individual PDF files of each item submitted should be compiled on a CD or flash drive, or submitted via email to udcapplications@cityofmadison.com. The email must include the project address, project name, and applicant name. Electronic submittals via file hosting services (such as Dropbox.com) are not allowed. Applicants who are unable to provide the materials electronically should contact the Planning Division at (608) 266-4635 for assistance.*

6. Applicant Declarations

1. Prior to submitting this application, the applicant is required to discuss the proposed project with Urban Design Commission staff. This application was discussed with Janine Glaeser on 9/13/18.
2. The applicant attests that all required materials are included in this submittal and understands that if any required information is not provided by the application deadline, the application will not be placed on an Urban Design Commission agenda for consideration.

Applicant name Zia Brucaya Relationship to property consultant
 Authorized signature of Property Owner [Signature] Date 9/17/18

7. Application Filing Fees

Fees are required to be paid with the first application for either initial or final approval of a project, unless the project is part of the combined application process involving the Urban Design Commission in conjunction with Plan Commission and/or Common Council consideration. Make checks payable to City Treasurer. Credit cards may be used for application fees of less than \$1,000.

Please consult the schedule below for the appropriate fee for your request:

- ☐ Urban Design Districts: \$350 (per §35.24(6) MGO).
- ☐ Minor Alteration in the Downtown Core District (DC) or Urban Mixed-Use District (UMX) : \$150 (per §33.24(6)(b) MGO)
- ☐ Comprehensive Design Review: \$500 (per §31.041(3)(d)(1)(a) MGO)
- ☐ Minor Alteration to a Comprehensive Sign Plan: \$100 (per §31.041(3)(d)(1)(c) MGO)
- ☐ All other sign requests to the Urban Design Commission, including, but not limited to: appeals from the decisions of the Zoning Administrator, requests for signage variances (i.e. modifications of signage height, area, and setback), and additional sign code approvals: \$300 (per §31.041(3)(d)(2) MGO)

A filing fee is not required for the following project applications if part of the combined application process involving both Urban Design Commission and Plan Commission:

- Project in the Downtown Core District (DC), Urban Mixed-Use District (UMX), or Mixed-Use Center District (MXC)
- Project in the Suburban Employment Center District (SEC), Campus Institutional District (CI), or Employment Campus District (EC)
- Planned Development (PD): General Development Plan (GDP) and/or Specific Implementation Plan (SIP)
- Planned Multi-Use Site or Residential Building Complex

September 19, 2018

Urban Design Commission c/o City of Madison Planning Division
City of Madison
126 S. Hamilton St.
Madison, WI 53701

LETTER OF INTENT: INFORMATIONAL PRESENTATION – JAMES MADISON PARK MASTER PLAN

To whom it may concern,

This letter outlines a request for informational review of the proposed James Madison Park shelter concept, which will be accompanied by a report of the proposed James Madison Park master plan. The following entities comprise the project team:

- Client: City of Madison Parks Division
- Landscape Architecture: Saiki Design
- Architecture: Destree Design Architects
- Public Engagement: Urban Assets
- Civil Engineering: Burse Surveying and Engineering
- Shoreline Engineering: Baird

Property Location

James Madison Park is a 12.36-acre lakefront community park located at 614 E. Gorham Street in downtown Madison, on the shores of Lake Mendota. The park property includes six buildings that are City Landmarks and on the National Register of Historic Places. As a designated "community park," James Madison Park serves a diverse range of park users of all ages and backgrounds, including neighborhood residents, UW students, and residents and visitors from throughout the greater Madison area.

Parks within a one-mile radius of James Madison are Reynolds Field Park and McPike Park to the east, and BB Clark Beach to the south. Located 1.4 miles to the northeast is Tenney Park, also a landmark site.

Existing Conditions and History

James Madison Park offers a variety of active and passive recreation opportunities. Amenities include two basketball courts, a sand volleyball court, two playground areas, picnic tables, pier, paved paths, grand lawn, small beach, landscaped gardens maintained by volunteers, and canoe/kayak launch and storage.

The park is used extensively for informal recreation such as walking, yoga, sun bathing, fishing, Frisbee, picnicking, etc., and is also reserved for events, classes and private parties. The two reservable spaces at James Madison Park are the main park shelter, built in 1979, and Gates of Heaven Synagogue.

There are two small parking lots at the park; a 31-stall lot on the west end adjacent to Gates of Heaven and the basketball courts; and an 8-stall lot located within the right of way at the end of Blount Street, adjacent to the Mendota Lake House B&B.

James Madison Park is home to the following six buildings that are City Landmarks and listed on the National Register of Historic Places:

1. Gates of Heaven Synagogue, 300 E. Gorham Street
 - a. Built in 1863, designated in 1974
2. Bernard-Hoover Boat House, 622 E. Gorham Street

- a. Built in 1915, designated in 1976
3. Irene and Robert Conner's House, 640 E. Gorham Street
 - a. Built in 1920, designated in 1993
4. Anna and Cornelius Collins' House, 646 E. Gorham Street
 - a. Built in 1908, designated in 1993
5. William and Dora Collins' House, 704 E. Gorham Street
 - a. Built in 1912, designated in 1975
6. Lincoln School, 720 E. Gorham Street
 - a. Built in 1915, designated in 1978

A thorough "Historical Overview and Illustrated Site Chronology" prepared by Cornerstone Preservation as part of the master plan process is [linked here](https://www.cityofmadison.com/parks/projects/james-madison-park-master-plan) [https://www.cityofmadison.com/parks/projects/james-madison-park-master-plan].

Project Scope

The City of Madison Parks Division issued an RFP for the James Madison Park Master Plan and Shelter Design in September 2017. The project scope outlined in the RFP included:

- Review of existing conditions and regulatory requirements affecting planning and development.
- Robust neighborhood and community engagement informed by the City of Madison Racial Equity and Social Justice Initiative (RESJI), including two benchmark progress reports to gauge the effectiveness of the engagement process.
- Twelve on-site park observations at various times of day and year.
- Evaluation of the existing shelter and programming opportunities, and development of three shelter concepts to include: renovation of the existing shelter; development of a new shelter; and a combined renovation and expansion of the existing shelter.
- Development of a final proposed shelter schematic.
- Development of three conceptual park master plans, including the conceptual layout of paths, park amenities, structure locations, shoreline treatments and other facilities.
- Development of a final proposed park master plan.
- Development of a park master plan report for review and approval by the Board of Park Commissioners.

Proposed Shelter and Master Plan

The proposed shelter, informed by extensive site analysis and input from the public, city agencies, and state and federal agencies from November 2017 to date, includes the following:

- The new modern shelter structure is 9500 square feet on the Lake side. The new siting of the shelter is roughly 40 feet more to the west than the existing shelter. This shift enhances the spatial relationship between the shelter and the historic Hover Boathouse. As the design progresses, the roof terrace and shelter structure concept will address the Secretary of the Interior's standards for the treatment of historic properties with guidelines as it relates to new construction.
- The new lakeside shelter space includes exterior toilet facilities, a café with public seating, community room for 175 persons, 1000 sf paddle vendor space, a flex room with toilet facilities for special events and weddings, and over 1000 sf of support space for polling functions, community gardening, life guard storage and parks support space.
- The 9000 sf roof terrace is designed to maximize views and enhance the park experience. It provides public active space to the west with semi-active and contemplative covered space to the

east. The sedum roof elements and planter beds, in concert with the covered terrace structure, will be designed to provide a progressive approach for storm water management. Universal accessibility is enhanced with the added elevator element, improving public access to both the street side and lakeside of the shelter.

The proposed master plan, based on the same process of engagement and analysis, includes the following:

- A naturalized shoreline.
- A reconfigured single-loaded parking lot along Gorham Street.
- On-site stormwater improvements, including an emergent wetland with integrated educational elements.
- A lake-front access path.
- Several new waterfront access points.
- A consolidated activity zone including basketball courts, a volleyball court, and larger playground.
- A revitalized beach area.
- An updated accessible path system.
- Outdoor spaces for shelter use.
- Spatial improvements around Gates of Heaven.
- An identified lot for a future historic home consideration.

Proposed Parking Configuration

Due to safety concerns at the existing James Madison Park parking lot and the limited availability of street parking on adjacent streets, the proposed master plan includes removing the existing surface parking lot on the west end of the park and adding off-street parking in a linear configuration along Gorham Street. This option is supported by City of Madison Traffic Engineering and the Police Department, and was viewed favorably by the majority of participants at the third public meeting, where three concept options were discussed.

Parking lots in public parks face many unique issues specific to public lots with no or limited occupied buildings. They can be places for undesirable activity and need careful design to ensure that these spaces are safe, welcoming, and non-intimidating; as a result, public parks tend to have parking visible from the street. With the exception of Yahara Place Park and parks that are too small for parking lots or are lacking road access, most City of Madison lakefront parks have parking visible from the street including: Brittingham Park, BB Clarke Park, Burrows Park, Esther Beach Park, Filene Park, Law Park, Marshall Park, Olin Park, Olbrich Park, Spring Harbor Park, Tenney Park, Vilas Park, Wingra Park and Warner Park.

Other parking options at James Madison Park, including angled and reverse-angle parking on Gorham, and allowing parking on both sides of Gilman Street and Butler Street, were explored and determined to be too dangerous by Traffic Engineering.

Parking Stall Comparison:

- Existing: 39 stalls total (a 31-stall lot on the west end adjacent to Gates of Heaven and the basketball courts; and an 8-stall lot located within the right of way at the end of Blount Street, adjacent to the Mendota Lake House B&B).
- Proposed: 33 stalls total (26 stalls in a linear configuration along Gorham Street and 7 stalls within the right of way at the end of Blount Street).
- Other lakefront parks: Brittingham Park has 61 stalls; Tenney Park has 138 stalls and Wingra Park has 48 stalls.

Tree Inventory

A tree inventory of James Madison Park was conducted by a certified arborist as part of this process. The proposed master plan involves removing 20 “poor health” trees and 9 “fair health” trees. All “good health” trees have been retained.

City and Public Input

Public engagement has been central to the development of the James Madison Park master plan and shelter design. The engagement process was informed by the City of Madison RESJI tool and has involved a mix of outreach strategies designed to collect input from a diverse cross-section of residents and stakeholders throughout the City of Madison. A primary goal of public engagement for the James Madison Park master plan has been to overcome common inequities in planning processes by conducting outreach to a variety of stakeholders, at a variety of times and locations, using a variety of engagement tools.

Using the following tools, the team has made over 20,000 individual contacts and received over 1,000 comments. These comments have been reviewed and categorized to inform the development of the proposed master plan and shelter design:

- Website, email, social media, flyers, mailings to over 8,000 addresses and 10,000 social media followers
- Online survey with 215 responses
- Paper comment cards posted at 17 locations around Madison (51 cards received)
- 3 public meetings with 120 participants (January, February and May 2018)
- 1 pop-up input session at the park with 10 drop-in conversations about the three master plan concepts
- 460 park users observed during 12 park observations held at varying times of day and year
- 16 intercept interviews at the park
- 6 focus groups with 62 participants
- 5 meetings with a 17-member stakeholder group

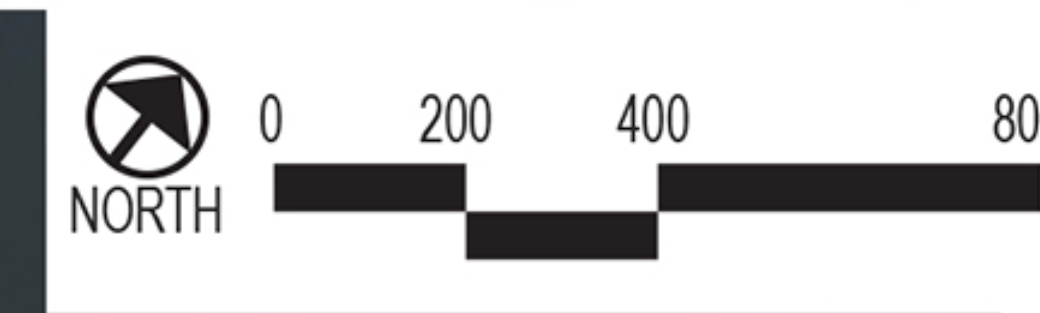
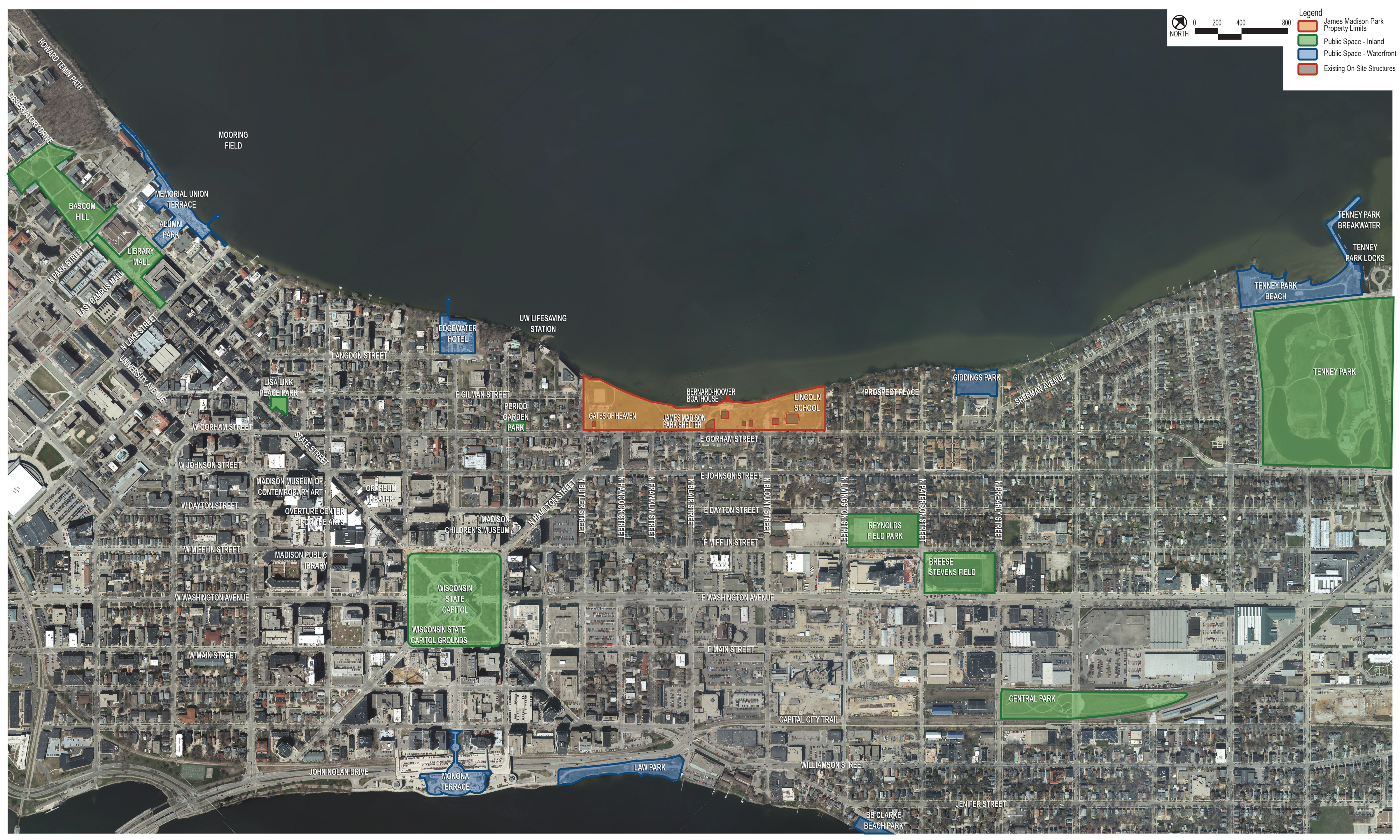
In addition to the public engagement process described above, the design team has met with the following City of Madison staff and regulatory agencies to receive guidance on the master plan:

- | | |
|---|---|
| • City of Madison – Parks | • City of Madison – Fire |
| • City of Madison – Planning | • City of Madison – Development Assistance Team |
| • City of Madison – Engineering | • Dane County Parks |
| • City of Madison – Traffic Engineering | • Wisconsin Department of Natural Resources |
| • City of Madison – Madison Metro | • State Historic Preservation Office |
| • City of Madison – Zoning | • U.S. Army Corps of Engineers |
| • City of Madison – Police | |

For additional clarification of the master plan context and vision, please refer to the attached site photos; locator map; and proposed master plan and shelter design diagrams.

Thank you,

Zia Brucaya, AICP
Urban Assets



- Legend
- James Madison Park Property Limits
 - Public Space - Inland
 - Public Space - Waterfront
 - Existing On-Site Structures

MOORING FIELD

MEMORIAL UNION TERRACE

ALUMNI PARK

LIBRARY MALL

BASCOM HILL

EDGEWATER HOTEL

UW LIFESAVING STATION

LANGDON STREET

LISA LINK PEACE PARK

E GILMAN STREET

PERIOD GARDEN PARK

GATES OF HEAVEN

BERNARD HOOVER BOATHOUSE

JAMES MADISON PARK SHELTER

LINCOLN SCHOOL

PROSPECT PLACE

GIDDINGS PARK

SHERMAN AVENUE

TENNEY PARK BREAKWATER

TENNEY PARK LOCKS

TENNEY PARK BEACH

TENNEY PARK

W GORHAM STREET

W JOHNSON STREET

W DAYTON STREET

W MIFFLIN STREET

W WASHINGTON AVENUE

W MAIN STREET

MADISON MUSEUM OF CONTEMPORARY ART

ORPHEUM THEATER

OVERTURE CENTER FOR THE ARTS

MADISON PUBLIC LIBRARY

WISCONSIN STATE CAPITOL

WISCONSIN STATE CAPITOL GROUNDS

MADISON CHILDREN'S MUSEUM

N HAMILTON STREET

N BUTLER STREET

N HANCOCK STREET

N FRANKLIN STREET

N BLAIR STREET

E JOHNSON STREET

E DAYTON STREET

E MIFFLIN STREET

E WASHINGTON AVENUE

E MAIN STREET

N LIVINGSTON STREET

N PATTERSON STREET

N BREARLY STREET

REYNOLDS FIELD PARK

BREESE STEVENS FIELD

CAPITAL CITY TRAIL

CENTRAL PARK

JOHN NOLAN DRIVE

MONONA TERRACE

LAW PARK

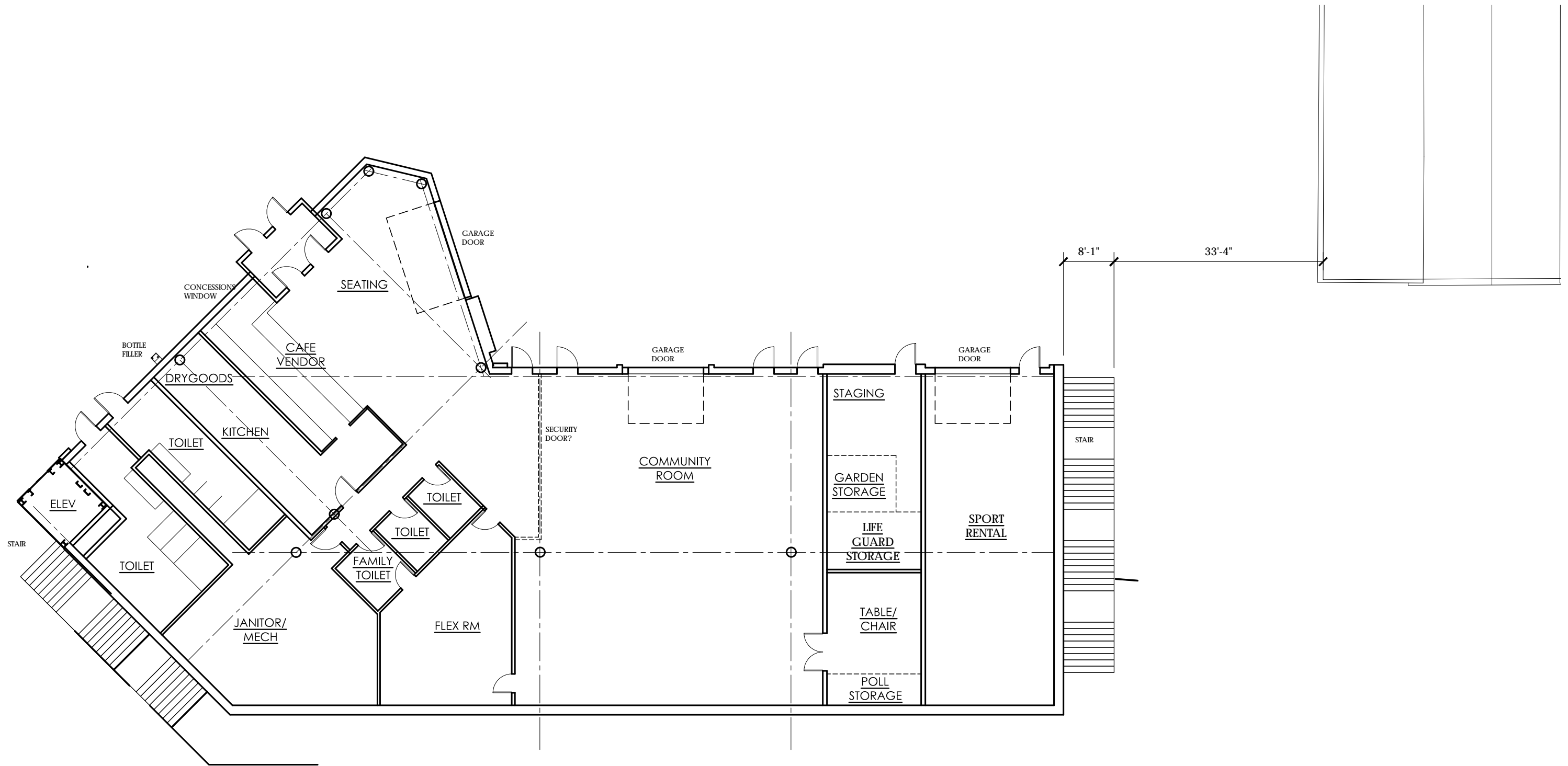
WILLIAMSON STREET

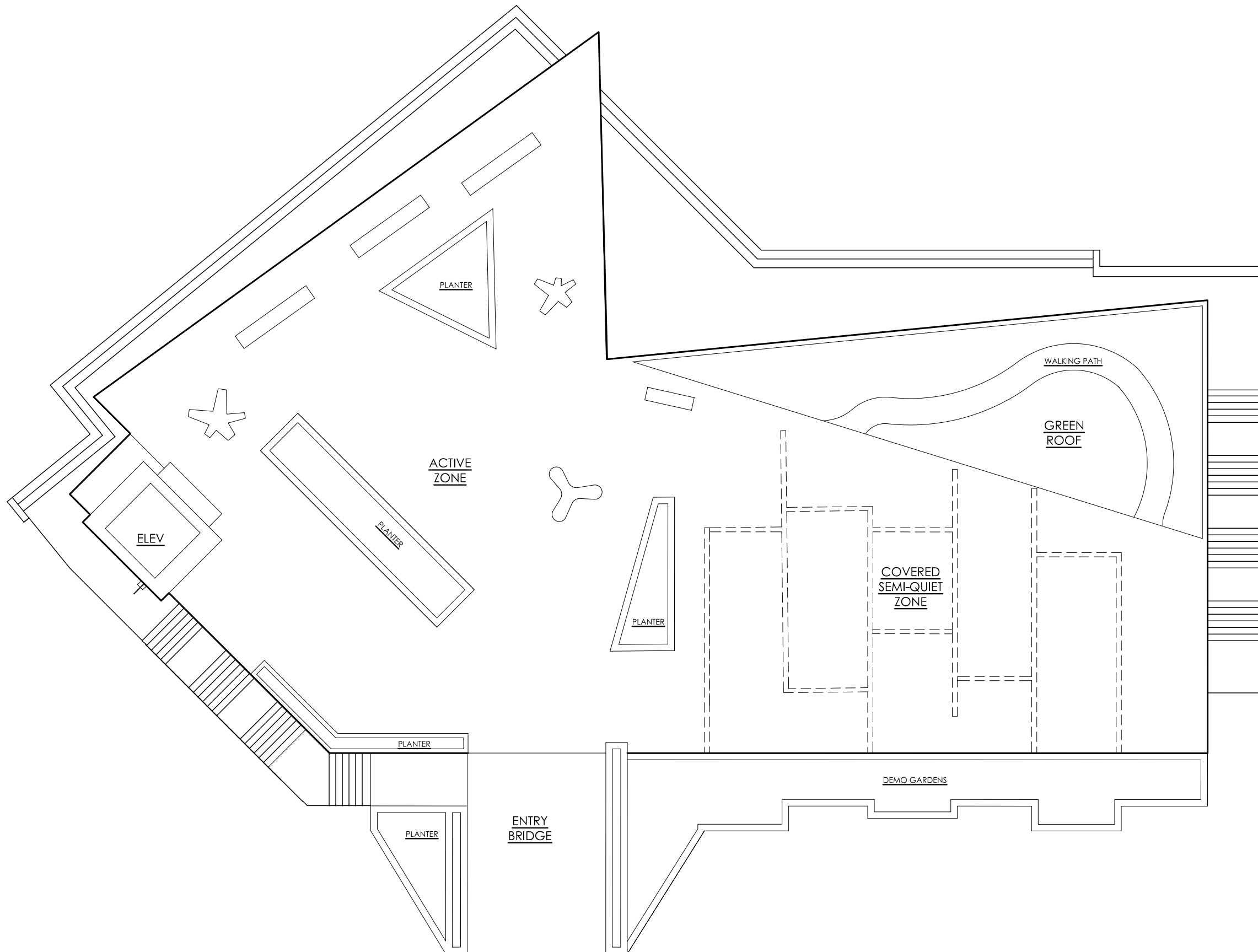
BB CLARKE BEACH PARK

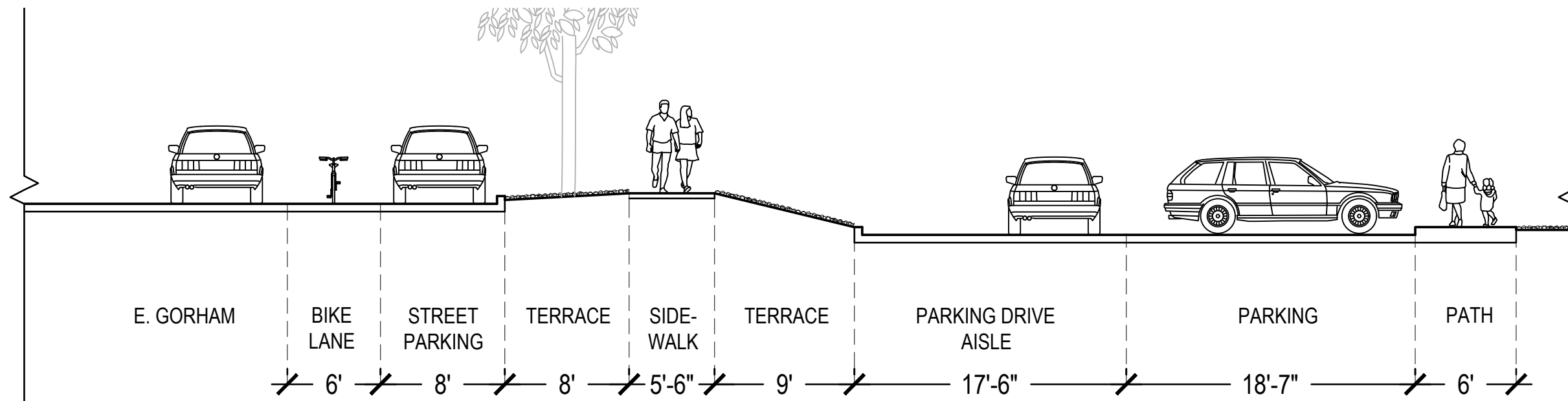
JENIFER STREET





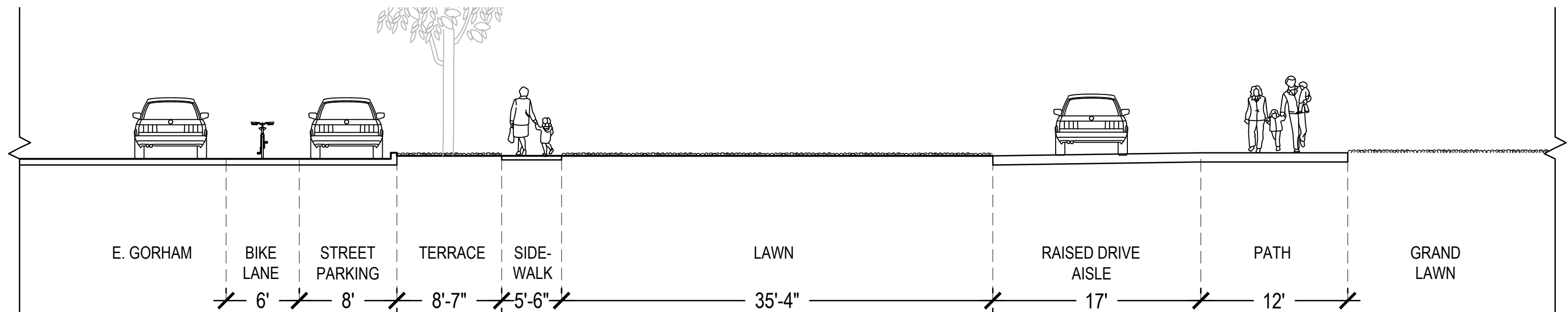






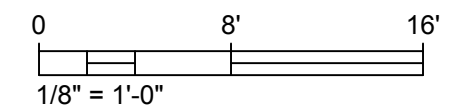
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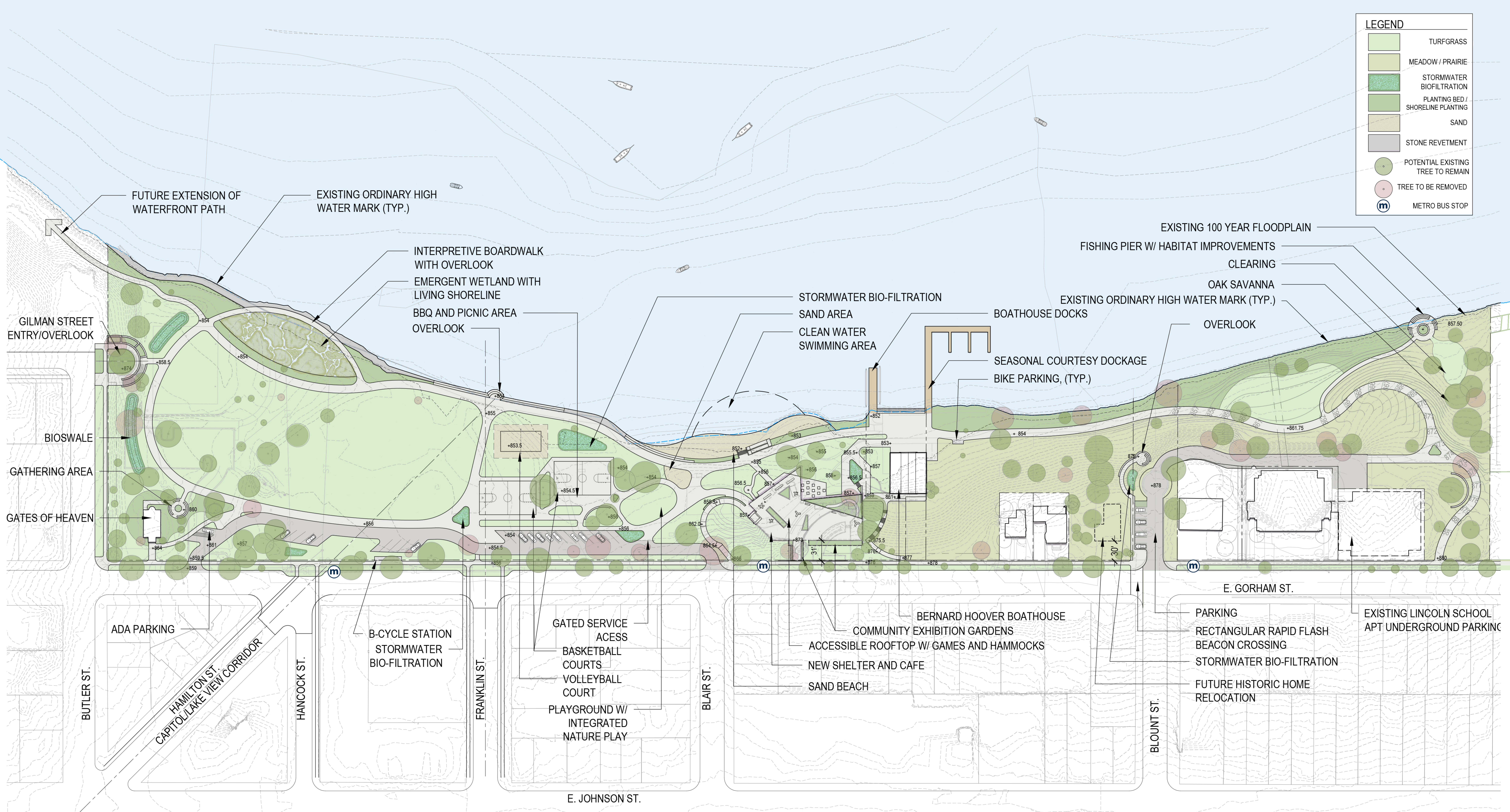
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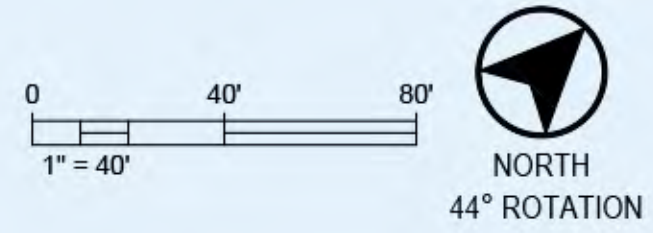


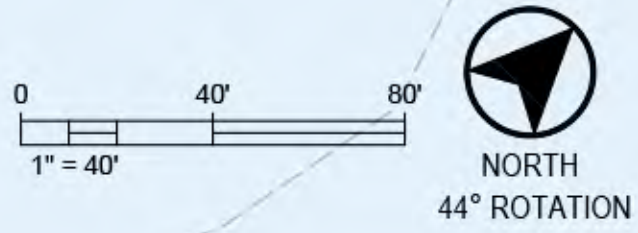
2 SECTION 2: CAPITOL / LAKE VIEW CORRIDOR

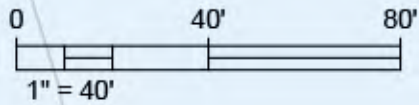
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James Madison Park

Option 'C'



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James Madison Park

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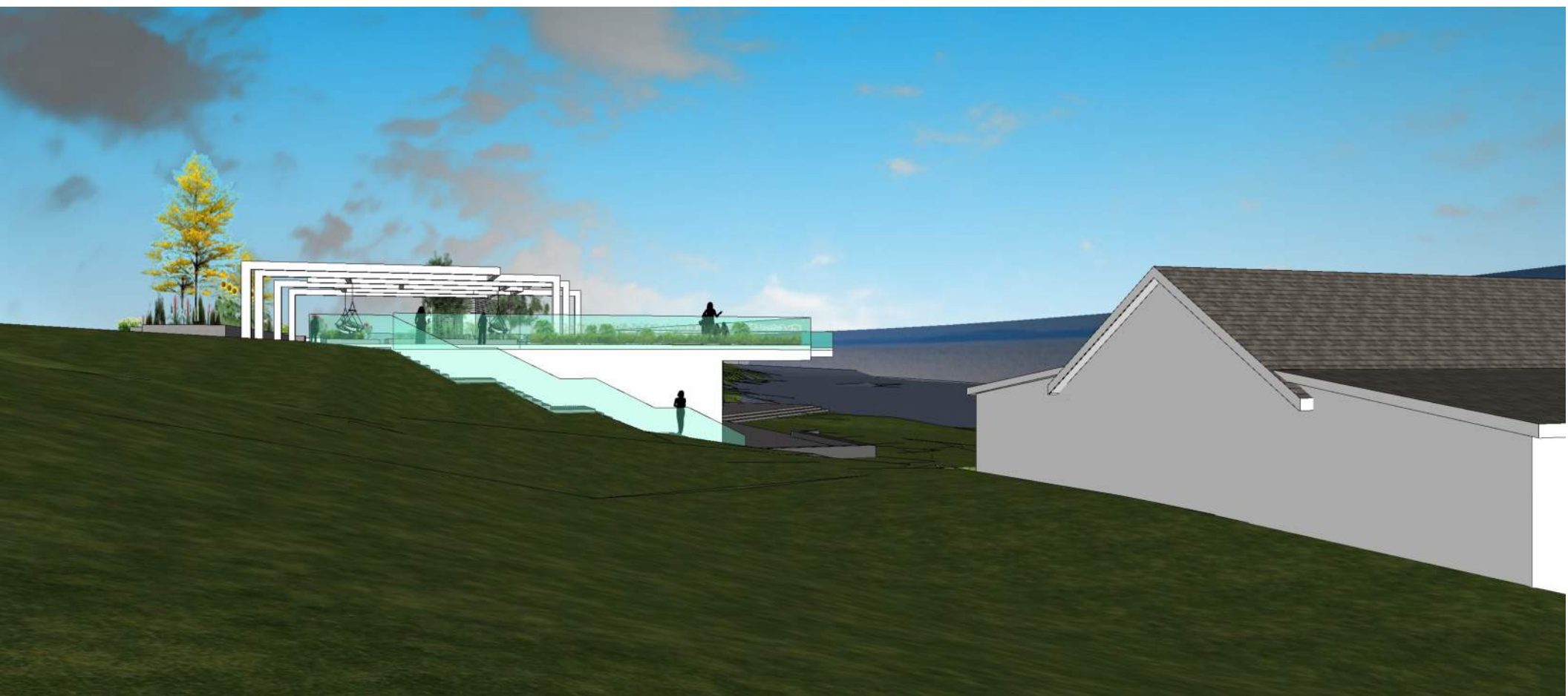
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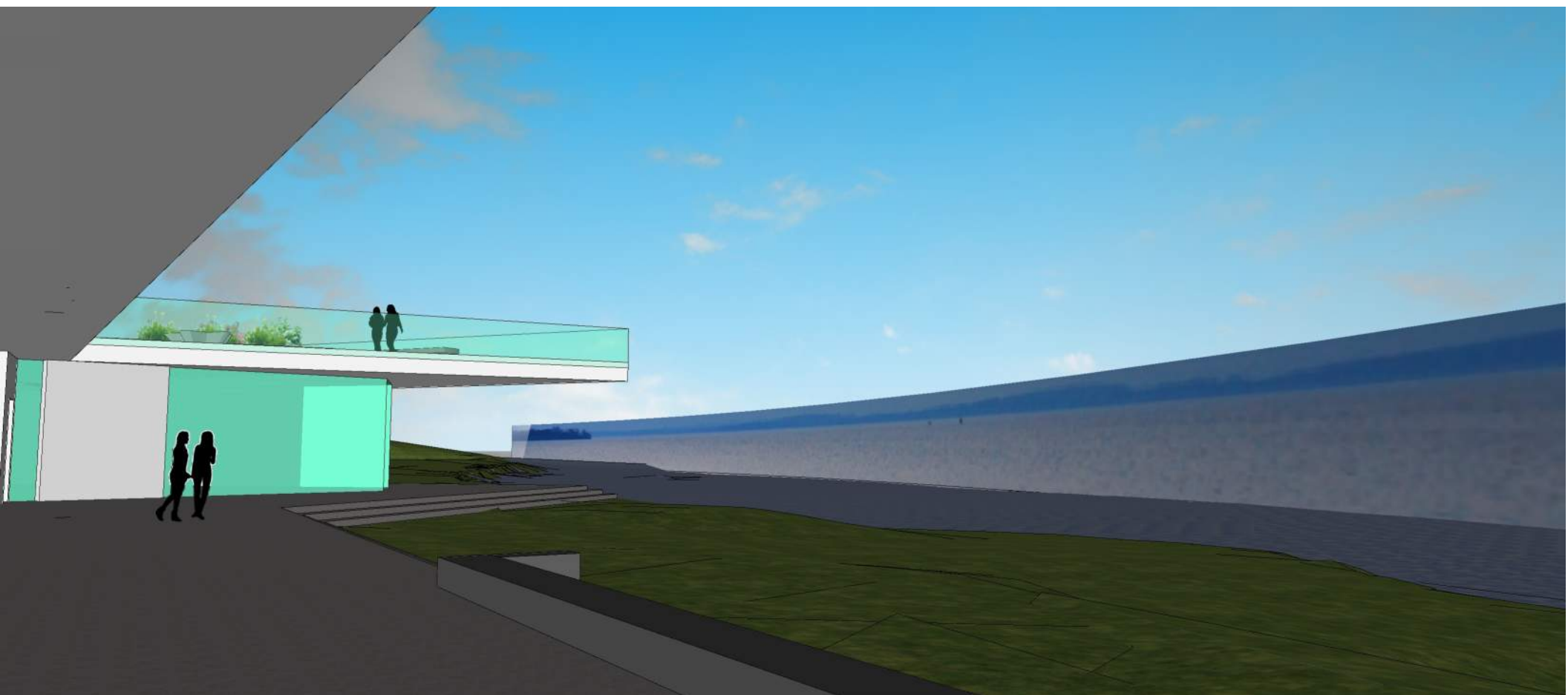
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JAMES MADISON PARK MASTER PLAN - EXISTING AERIAL

SCALE: 1" = 80'-0"

DATE: September 24, 2018

NOTE: DESIGN IS PRELIMINARY AND CHANGES MAY BE REQUIRED BASED UPON BUDGET AND INPUT FROM CITY & REGULATORY AGENCIES.

