

Horvath, Linda

From: Kester, Delores
Sent: Thursday, December 03, 2015 8:54 AM
To: Horvath, Linda; Parks, Timothy
Cc: Stroick, Jule; Cornwell, Katherine; Fruhling, William; Palm, Lawrence; Zellers, Ledell
Subject: RE: revised submission for Plan Commission 12/7 re: Great Lakes Burrows Park area of SNA proposed changes to EEEPY Plan
Attachments: Screenshot 2015-10-22 13.55.29.png; EDITS TO EEEPY PLAN final 12-3-15.docx

Dear Mr. Parks:

Thanks to Linda Horvath and your Planning Division for offering our Sherman Neighborhood Association, and particularly our Great Lakes/Burrows Park area, an opportunity to clarify its recent submission requesting that its position statement be included within the EEEPY Plan. We are very grateful for this opportunity to re-submit our Great Lakes/Burrows Park area's proposals in a better focused manner. Our Sherman Neighborhood Association believes that our Great Lakes/Burrows Park area should have a voice in this EEEPY Plan insofar as it would directly affect the quality of life of individuals residing in the vicinity of Burrows Park. Attached are their specific proposals for a few changes to the language and the graphics within the draft Plan that most affect their area. These suggest specific changes for specific pages within the draft EEEPY Plan as noted.

We do not question all the work done by Planning staff or committees, and by the EEEPY Plan workgroup in formulating the Plan draft. We just want to make a few changes to add a few points within the Plan to reflect the needs and wishes of the whole area, including the Great Lakes/Burrows Park area of our Sherman Neighborhood Association.

A bit of history as background: the Sherman Neighborhood Association formally annexed the Great Lakes/Burrows Park area, at its request, in approximately 2008, by joint agreement with the Emerson East Neighborhood. A screenshot of the city's website with a map showing our boundaries is attached. Because of the timing of this annexation, this Great Lakes/Burrows Park area had not been included in the planning process for the Northside Plan, which was finalized in 2009. For various reasons, their voice has not been included as part of the EEEPY Plan despite their request to provide input at a late stage of that process. Unless the EEEPY Plan now includes their concerns, they will not be covered by any plan until and unless the Northside Plan is revised and updated sometime between 2019 and 2024.

Again, we are grateful for this opportunity to submit our Great Lakes/Burrows Park area's proposals. Thank you for your time and attention.

Dolores Kester, Co-Chair

**GREAT LAKES/BURROWS PARK AREA
EDITS TO EEPY PLAN
FOR PLAN COMMISSION CONSIDERATION**

DECEMBER 7, 2015

Below are some recommended changes to the current EEPY Plan as prepared by the Great Lakes/Burrows Park Area residents. We are requesting that these changes be accepted as amendments to the Plan.

The areas of changes are documented as follows: Original language from the EEPY Plan from a specific page will remain as regular type. Any new language will be highlighted in ***bold italics and underlined***. Any language to be deleted will be marked with a strike-through (for example, ~~read~~). Page numbers refer to the page number in the EEPY Plan. General comments appear in brackets [in full caps].

CHAPTER ONE

Introduction

Emerson East-Eken Park-Yahara Study Area (pg 5)

In 2013, the City of Madison Community Development Block Grant Commission (CDBG) selected the Emerson East-Eken Park-Yahara study area to receive planning services. The study area (*Map 1, page 6*) includes portions of the City of Madison and Town of Madison, and it features the Emerson East, Eken Park and Yahara neighborhood areas, Emerson Elementary School, Madison East High School, Sherman Middle School, Demetral Park, Burrows Park, Eken Park, Graaskamp Park, Washington Manor Park, McCormick Community Garden, the Starkweather Creek, and the Yahara River.

The Emerson East Neighborhood and Eken Park Neighborhood include mostly single-family homes, with small pockets of apartment buildings and multi-family homes. The Yahara neighborhood area is primarily multi-family housing in apartment buildings and townhomes, along with some condominiums. *The Great Lakes/Burrows Park Area is predominantly single-family homes along with a handful of small apartment buildings and multi-family homes.*

Commercial development is clustered in the North Street Commercial District, E. Johnson Street/E. Washington Avenue. Commercial District, First Street/E. Washington Avenue. intersection, along E. Washington Avenue, and along Fordem Avenue.

Light industrial and commercial development is primarily clustered along Pennsylvania Avenue.

(pg. 7)

The condominium association consists of 37 buildings with 217 residential units, the majority of which are two bedroom and one bath, and one commercial property. The sturdy buildings are constructed of brick and feature modern layouts with creative use of space. The complex offers many amenities including indoor bike storage, on-site laundry, storage units, picnic area, easy access to the beach, and a vibrant community.

The Great Lakes/Burrows Park Area, referred to in this document as the Sherman/Fordem Gateway, is a charming, primarily residential neighborhood for those looking for a quiet, safe and affordable home minutes by bike, car, or bus to downtown. Located on the east shore of Lake Mendota, the Great Lakes/Burrows Park Area sits at the heart of the City of Madison, Town of Madison, and Village of Maple Bluff. Across and beyond these artificial boundaries, residents have built a strong sense of community, one with its own unique character. What ties the various spaces and elements of the neighborhood together is the residents' relationship to and enjoyment of Burrows Park.

Homes in the Great Lakes/Burrows Park Area were built as far back as 1892, with many constructed in the 1920's, 1930's, and 1940's. Owners have regularly invested in their homes over the decades, and properties are well maintained. The neighborhood is active yet peaceful, very safe, and the beautiful natural setting is much valued by residents of all three municipalities. Neighbors know each other by sight, if not by name.

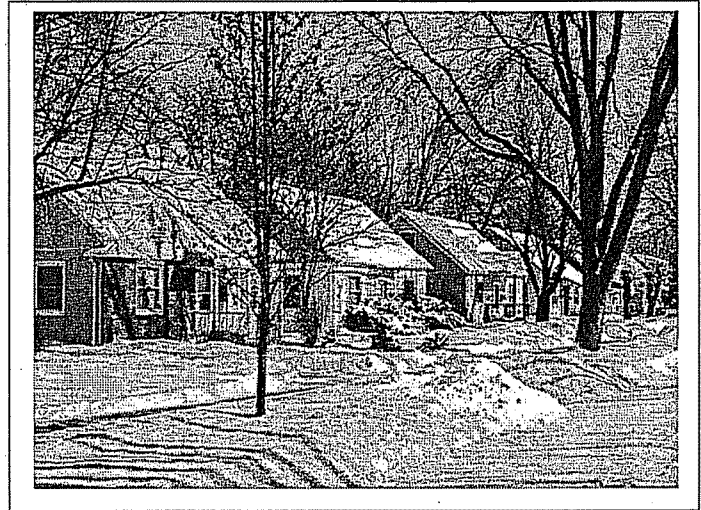
Commercial development is clustered along North Sherman Avenue and Fordem Avenue and includes several non-profits providing community services, a few small businesses, and the family-owned Webcrafters. There is a retail plaza just a few blocks away (N Sherman Ave at Commercial Avenue) and there are four restaurants within a ten-minute walk.

6

CHAPTER THREE

Land Use, Housing and Urban Design (pg. 12)

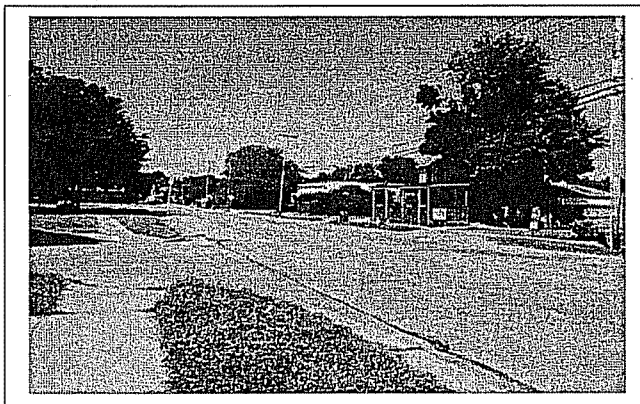
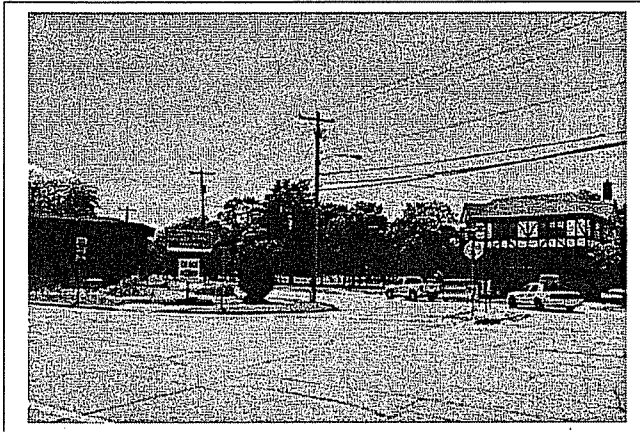
There are approximately 658.0 acres of land in the study area, including 258.2 acres of residential, 95.3 acres of commercial, 182.0 acres of industrial, 34.0 acres of institutional, 81.9 acres of parks and open space, and 6.3 acres of agricultural or vacant land (*Appendix I – Existing Land Use map, page 71*).



The Emerson East and Eken Park Neighborhoods include mostly single-family homes, with small pockets of apartment buildings and multi-family homes. Washington Manor Park, McCormick Park, McCormick Community Garden, Eken Park and the Starkweather Creek are in the Eken Park Neighborhood; and Graaskamp Park, Burr Jones Park, the Yahara River Parkway and Demetral Park are in the Emerson East Neighborhood.

The Emerson East, Eken Park, and the Great Lakes/Burrows Park Area include mostly single-family homes, with small pockets of apartment buildings and multi-family homes. Washington Manor Park, McCormick Park, McCormick Community Garden, Eken Park and the Starkweather Creek are in the Eken Park Neighborhood; and Graaskamp Park, Burr Jones Park, the Yahara River Parkway and Demetral Park are in the Emerson East Neighborhood. Burrows Park is in the Great Lakes/Burrows Park Area.

**Focus Area Five: GREAT LAKES/BURROWS PARK AREA
(Sherman/Fordem Gateway) and Neighborhood Mixed-Use Node
(pg. 30-36)**



Focus Area Five Existing Conditions

Burrows Park was bequeathed to the Madison Park and Pleasure Association in 1909 by George B. Burrows. Until 1913, an on-site nursery housed trees and shrubs used in park programs. George Burrows clearly stated in this gift to the City that “upon the express condition that they shall forever keep and maintain the same as a public park to be always called and known as the Burrows Park.” As a primarily residential area and based on the fact that this Park is the focal point of the neighborhood, any development should keep this paramount in any design.

The Neighborhood Mixed-Use Node in the Sherman/Fordem Gateway consists of the area bounded by Sherman, Fordem, and McGuire. This

Mixed-Use Node includes seven properties with Burrows Park located along the west side and Webcrafters along the east side. These properties are designated as low density residential and as Neighborhood Mixed-Use in the City's Comprehensive Plan and Zoning.

This area is readily accessible to downtown on major thoroughfares, Metro Transit, and bike facilities. There are some contamination concerns due to former industrial uses on at least one of the properties.

In addition to following these concepts, developers and property owners are required to follow the planning and design principles recommended for all focus areas on page 16, and to establish visual and physical connection to the park, lake and Fordem Avenue with environmentally friendly walkways to the park (but not in the park) and building orientation.

Redevelopment Recommendations

Examples of building and design elements that could be incorporated in Focus Area Five redevelopment are described below.

Multiple buildings would allow the design to be tailored depending upon whether the building is facing Fordem (could be more urban) or facing the park (could be more natural and traditional). With a three-story maximum, these buildings would provide for a mix of retail on the first floor and ownership and/or rental on the second and third floors. This would promote the recommendation of encouraging mixed-use, multi-story buildings with the retail/commercial first level and residential above and utilizing architectural and landscape design elements that embody the character of the neighborhood. There should be open space between these buildings to provide for views and access to the park for residents using Fordem and Sherman. It is important to preserve the natural beauty of the lake and park making it accessible to all and encouraging the use of the park. Additional walkways would not be appropriate inside the park.

It is important to keep the existing restrictions regarding parking on Sherman Ave and Warner Drive. Sherman is too narrow to allow parking during commuting times. Commercial or multi-family residential development should include a realistic number of parking stalls and not rely on increasing the number of on-street parking spots. In addition, to help slow down the traffic on Warner Drive, there could be the consideration of adding speed bumps and/or making it one-way.

One to 3 bedroom apartments (not studio apartments) would encourage

long-term residents which would provide for stability in the neighborhood. Any development should help ensure the preservation of existing single-family and owner-occupied areas to promote housing and neighborhood stability and maintenance of this housing.

Examples of concepts that would work well are the new townhouses that have been added to E. Johnson which embody the character of E. Johnson Street where there is a mix of older homes, townhouses and business. Two other examples that fit the character of this neighborhood are the Center for Families on Fordem Avenue and Sherman Glen on North Sherman.

It is important that any new development be set back from the sidewalk allowing for trees, grass, and snow removal.

Examples of retail and office space use could include smaller retail such as a coffee shop or small office for a lawyer or architect.

There is a 0.62 acre parcel which includes 63 parking stalls for Webcrafters currently in the Mixed Use Node. This might become available for future change and use.

To improve the safety and efficiency of bike/motor and pedestrian traffic, there should be a traffic light at the intersection of McGuire and Fordem. A traffic light on Fordem at McGuire will encourage northbound traffic on Sherman Avenue to make use of the light rather than trying to get onto North Sherman at Fordem. This light as well as possibly re-routing the buses to Fordem will improve the safety of the Sherman/Fordem intersection.

There should also be a handicapped accessible crosswalk at the intersection of Northfield and Fordem or at Erie and North Sherman where the bus stop is currently located. A pedestrian refuge island might be a possible consideration.

[All original language in the draft EEPY Plan for Focus Area Five has been superseded by the proposed language in the previous section, and thus the following language should be DELETED AS SHOWN WITH STRIKE THROUGH. In addition, please see comments below regarding Fig. 4-D Schematic Design.]

~~The Sherman/Fordem Gateway and Neighborhood Mixed-Use Node includes seven properties bounded by Sherman Avenue, Fordem Avenue and McGuire Street. Burrows Park is located along the west side and~~

~~Weberafters is along the east side.~~

~~There are currently offices and a restaurant use. The properties are designated Neighborhood Mixed Use in the Comprehensive Plan and Zoning Code.~~

~~Redevelopment Recommendations~~

~~Figure 4b, page 32 Conceptual Site Plan Statistics: Site 1 includes a five-story mixed-use retail/office and residential building at the corner of Fordem Avenue/Burrows Road with 45 multi-family residential units and 5,000 to 10,000 square feet of retail/office space (retail/office space dependent on market at the time of actual development proposal).~~

~~The second building on this Site is a five-story multi-family residential building with 52 residential units. There are 53 surface parking stalls and 68 underground parking stalls to accommodate both buildings. This is a maximum amount if all 10,000 square feet of retail/office is built in the mixed-use building; 5,000 square feet of retail/office would reduce the surface parking stall requirement from 53 to 41 parking stalls.~~

~~Site 2 is approximately 0.62 acres and includes 63 parking stalls for Weberafters. This is a concept only and the parking lot design could change, including the addition of parking stalls, at the time of an actual redevelopment proposal.~~

~~In addition to following these concepts, developers and property owners are encouraged to follow the planning and design principles recommended for all focus areas on page 16, and to establish visual and physical connection to the park, lake and Fordem Avenue with environmentally friendly walkways and building orientation.~~

~~Examples of building and design elements that could be incorporated in Focus Area Five redevelopment are pictured on page 34 and recommendations, strategies, implementers and cost estimates for redevelopment are shown in Table 4, starting on page 39.~~

~~Recommended public improvements include replacing the segment of Warner Drive within, Burrows Park with a pedestrian/bike path that leads north into Maple Bluff and east to Fordem Avenue; eliminating the dangerous intersection at Sherman/Fordem Avenues by redirecting Sherman Avenue to Fordem Avenue at a 90 degree angle, in the current location of McGuire Street. This would include moving existing bus stops and other Metro Transit amenities from the existing segment of~~

Sherman between Fordem and McGuire, to Fordem Avenue. In relocating Metro Transit amenities, the needs of businesses, pedestrians and bicyclists must be accommodated, and changes should also be coordinated with any Bus Rapid Transit system.

The proposed new Sherman/Fordem intersection should be designed to accommodate bus traffic and other larger vehicles, while also accommodating pedestrians and bicyclists safely.

To further enhance pedestrian safety in this area, it is recommended that a pedestrian refuge island and colored crosswalk be installed on Fordem Avenue at Northfield Place.



Figure 4a. Focus Area Five Plan View Existing Conditions



Figure 4b. Focus Area Five Conceptual Site Plan

[DELETE THIS SCHEMATIC DESIGN BECAUSE THE HEIGHT AND SIZE EXCEEDS THE KIND OF CONSTRUCTION WE WOULD RECOMMEND. THIS DESIGN WOULD DESTROY THE AMBIANCE OF BURROWS PARK AND SURROUNDING NEIGHBORHOODS.]



Figure 4c. Focus Area Five 3-D Existing



Figure 4d. Focus Area Five 3-D Schematic Design - [AGAIN, DELETE THIS SCHEMATIC DESIGN BECAUSE THE HEIGHT AND SIZE EXCEEDS THE KIND OF CONSTRUCTION WE WOULD RECOMMEND. THIS DESIGN WOULD DESTROY THE

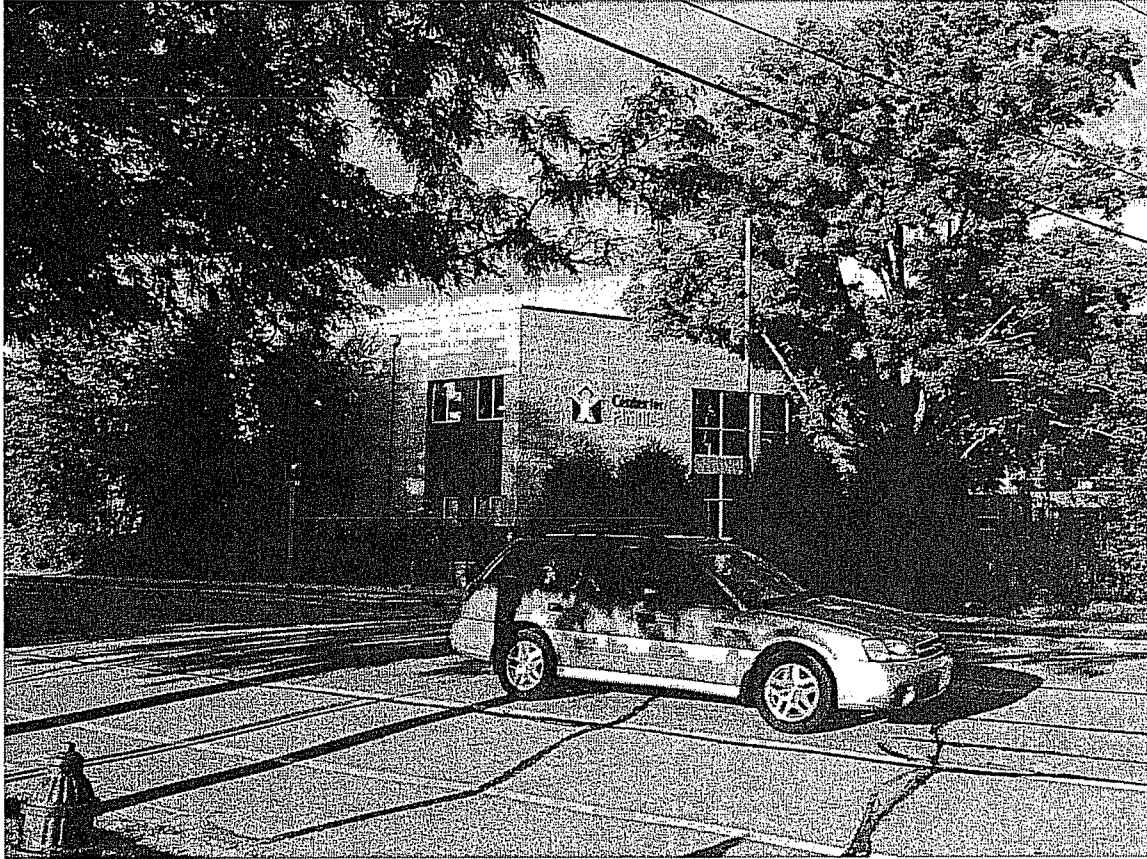
AMBIANCE OF BURROWS PARK AND SURROUNDING NEIGHBORHOODS. WE DO NOT WANT WARNER DRIVE OR SHERMAN AVENUE CLOSED OFF.]

EXAMPLES OF DESIRED BUILDING AND SITE DESIGN ELEMENTS FOR FOCUS AREA FIVE



East Johnson Townhouses

6



Center for Families

Table 4: Land Use, Housing and Urban Design (pg. 44)

14. Focus Area Five: Sherman/Fordem Gateway and Neighborhood Mixed-Use Node

At such time that the property owners decide to make changes to Area Five, encourage consideration of the *Conceptual Plans, as discussed under Focus Area Five*. Recommendations include parcel aggregation, road reconfiguration to improve safety, new multi-story mixed-use buildings with green building features, site design principles that conserve energy, reduce water use, limit stormwater runoff, and generally minimize adverse environmental impacts, affordable housing units, underground parking, additional landscaping, enhancements and improvements to brand the neighborhood and business corridor, pedestrian and bike safety and efficiency enhancements, views into Burrows Park from Fordem Avenue and direct connections to it, and other features.

CHAPTER FIVE

Transportation Safety and Efficiency (pg. 49)

Transportation Issues

- **Fordem Avenue/E. Johnson Street/1st Street**
 - Traffic safety is a problem at the intersection of Fordem Avenue/E. Johnson Street.
 - There is no sidewalk along the east side of Fordem Avenue, north of E. Johnson Street
 - E. Johnson Street pavement is in poor condition making it particularly unsafe for bicyclists, mopeds and other smaller vehicles.
 - Motorists are often surprised by bikes traveling both directions on E. Johnson at 1st Street, leading to accidents.
 - Traffic/pedestrian/bike safety is an issue at 1st/E. Dayton Street.

- **Fordem/Sherman/North Sherman Avenues**
 - Traffic safety is a problem at the intersection of Fordem/Sherman/North Sherman Avenues for pedestrians, cyclists, and motorists.

- **E. Washington Avenue**
 - Walking across the street is unsafe – especially for people with strollers, children and people with mobility impairments.
 - Too many cars run the red light at 1st Street going east, shortening the crossing time and stranding pedestrians on the median.

Table 6: Transportation Safety and Efficiency (pg. 54)

18. Evaluate traffic issues and develop targeted police enforcement and neighborhood speed board efforts; start with Hoard Street, Johnson St., and Fordem/North Sherman where speeding is observed frequently.

21. ~~Establish public grid street pattern through 1601 and 1611 N. Sherman Ave. properties if/when property owner redevelops; connect with streets extending through surrounding properties if/when they redevelop. [THIS ADDRESS ON N SHERMAN IS NOT WITHIN EEPY PLAN BOUNDARIES, IS THIS A TYPO??]~~

22. Over the long-term, as properties redevelop, consider creating additional east-west road and pedestrian/bike connections (*Map 4*,

following page).

- **Connect N. 6th St. across Pennsylvania Ave., through industrial properties, rail yard, and lakes street residential area, and connect to Lakewood Blvd. [CUTTING NEW ROADS OR STREETS THROUGH THE SMALL, VULNERABLE RESIDENTIAL AREA CONSTITUTING THE GREAT LAKES/BURROWS PARK AREA WOULD DESTROY A VITAL RESIDENTIAL COMMUNITY. NO MORE STREETS SHOULD BE ADDED TO THIS RESIDENTIAL AREA.]**

Parks, Recreation and Open Space pg. 57

Burrows Park

Located at 25 Burrows Road, Burrows Park is a 10.56 acre park on the shore of Lake Mendota. There is a rustic stone park shelter with a restroom, picnic tables, a fireplace and lake views. There is also a playground, open playfield and a historic Native American Burial mound. The park is used by a local sailing club to store and launch their boats.

Issues

- ~~There is no defined pedestrian connection through the park to the lake from Warner Drive and Fordem Avenue. [THIS IS A SMALL NATURAL PARK; ADDING PEDESTRIAN WALKS WOULD BE INAPPROPRIATE AND WOULD DESTROY THE NATURAL BEAUTY.]~~
- More trees need to be planted to replace those that have been removed. This was a tree conservancy and should remain so and be kept as natural as possible.
- A small triangle of the park is disconnected from the rest of the park (situated between Warner Drive and Sherman Avenue).
- The park is not very visible from Fordem Avenue which is seen as a positive and negative to some people.
- Parking lot is closed in the winter which means there is no access for cars to park which is considered positive and negative to some people.

Table 7: Parks, Recreation and Open Space (pg. 63)

10. Burrows Park

- a. ~~Create a contiguous parcel of parkland from the lake to the commercial parcels along Fordem Ave.~~
- b. Explore adding speed bumps to closing Warner Dr. to slow down traffic or consider making it a one way street ~~to motor vehicles between Burrows Rd. and Harbert Dr.; develop a north/south pedestrian/bike path in its place which also extends east/west to Fordem Ave.~~
- c. Evaluate the open field condition and make needed improvements such as filling holes and removing mounds to flatten smooth out the surface of the soccer field.
- d. Provide more protection and marking for the historical Native American mounds. ~~Improve pedestrian connectivity to the lake and along it and create a gathering area with seating and plantings near lakeshore.~~
- e. Create a pedestrian pathway from any redevelopment along Fordem Ave. leading ~~into~~ to the park, but not in the park. [BURROWS PARK NEEDS TO BE KEPT INTACT AS A CONSERVANCY-TYPE AREA DEDICATED TO ITS TREES AND OTHER PLANTS CONSISTENT WITH THE GIFT MADE BY MR. BURROWS; IT SHOULD NOT BE TRANSFORMED INTO A DIFFERENT KIND OF PARK, SUCH AS ONE INCLUDING PAVED PEDESTRIAN WALKWAYS.]

