James Madison Park Draft Master Plan

614 E. Gorham St

City of Madison Parks Division
Madison, Wisconsin

Presented to the Board of Park Commissioners
December 12, 2018

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Executive Summary

Master planning for James Madison Park began in December 2017. This planning process incorporated extensive public engagement, historical research, analysis of existing conditions, and review of regulatory requirements influencing park development. This park master plan report summarizes the yearlong efforts of this comprehensive planning process and the proposed improvements for James Madison Park.

The City of Madison Racial Equity and Social Justice Initiative (RESJI) guided the master plan's public engagement process. Engagement focused on gathering input from a diverse range of neighborhood and community members and user groups, particularly those who are historically under-represented in public planning processes. Public outreach strategies included collecting input via online surveys; through in-person focus groups, public meetings, intercept interviews, park observation logs, pop-up sessions, and stakeholder group meetings; and through paper comment cards available throughout the city.

In total, the project team made over 20,000 individual contacts and received over 1,000 comments as part of the park master plan process. The majority of comments focused on improving the park shelter and shoreline. Additional comments included improving ADA accessibility throughout the park, retaining the active and passive activity patterns of the park, addressing issues with the current parking lot, and adding park amenities such as seating.

This report describes the significant master plan elements including:

- Development of a central activity zone to improve multigenerational play and proximity to the park shelter/restrooms and parking.
- Reconfigured parking to serve Gates of Heaven, the central activity zone, beach and park shelter.
- Replacement of the existing park shelter.
- Expansion of the beach and open space.
- Replacement of the concrete sea wall with a mix of living shoreline, terraced revetment/seating and vegetated riprap.
- Incorporation of an emergent wetland as a demonstration and educational feature.
- Improved ADA accessibility throughout the park.
- Increased water access points.

This plan, adopted by the Board of Park Commissioners, shall guide development of James Madison Park and conforms to the City of Madison Adopted Park Master Plan Policy.

Introduction

James Madison Park is a 12.36-acre community park located at 614 E. Gorham Street in downtown Madison (see Exhibit A). Six of the buildings in James Madison Park are designated City of Madison Landmarks and are on the National Register of Historic Places, including the iconic Gates of Heave synagogue and the Bernard-Hoover Boathouse. It is one of four waterfront community parks located on the isthmus, including Brittingham Park, Law Park, and Tenney Park.

The park attracts diverse users of all ages and backgrounds, including neighborhood residents, and visitors from throughout the greater Madison area. The park is within a 15-minute walking distance of student housing for the University of Wisconsin campus, State Street, and the Wisconsin State Capitol (see Exhibit B). The existing master plan (see Exhibit C) includes amenities to support both active and passive forms of recreation including basketball, volleyball, Frisbee, sunbathing, walking, running, picnicking, and playing on the playground. The park is also a popular location to enjoy views of Lake Mendota, sunsets and the Wisconsin State Capitol. James Madison Park is classified as a community park with a service area radius of two miles.

Exhibit A: Location Map

Entry signage near the center of James Madison Park.

Basketball players enjoying the two courts on the west end of the park.

Families at the main playground, adjacent to the existing open space

Exhibit B: Context View of James Madison Park (see Appendix E for 11x17" plan)

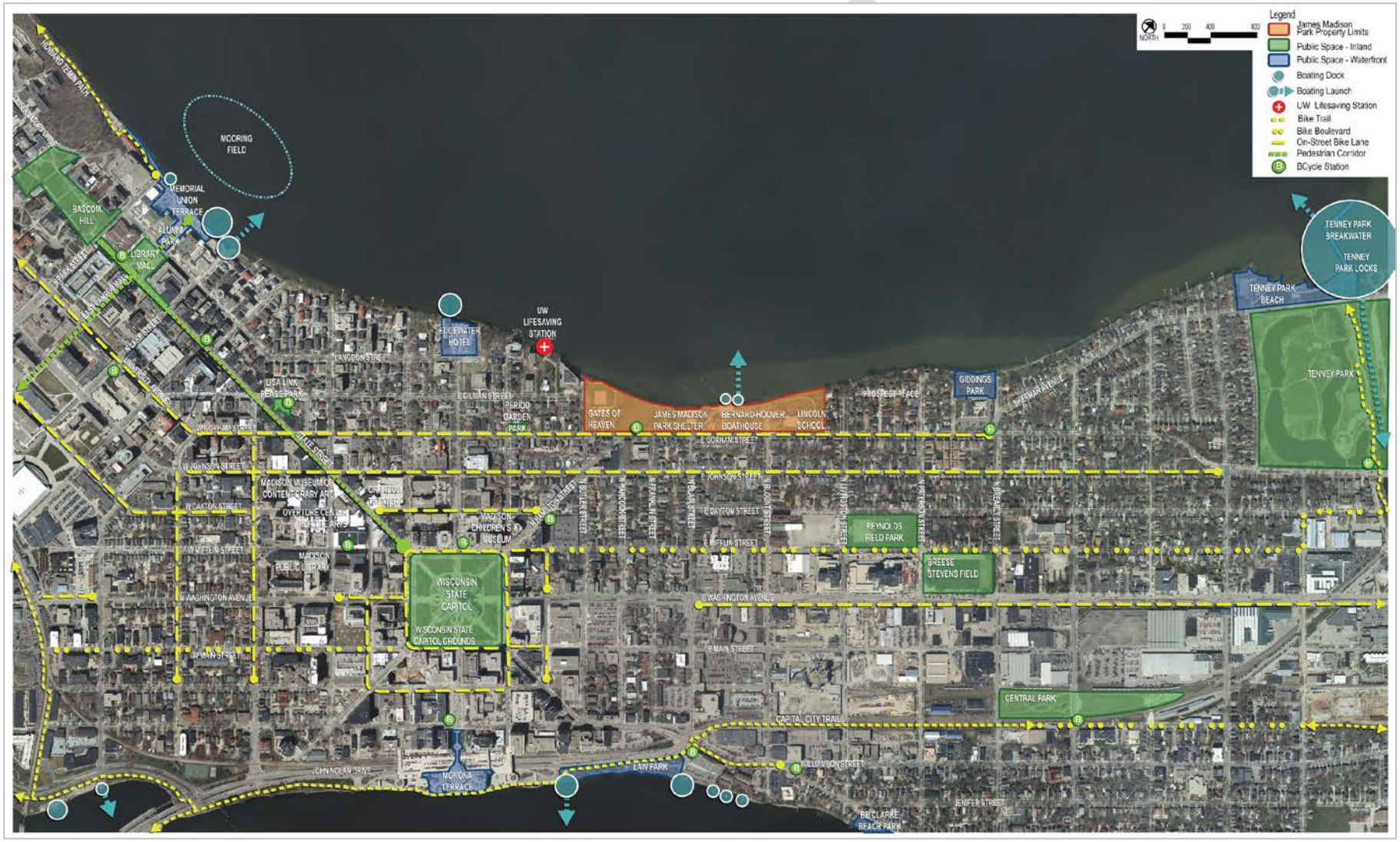


Exhibit C: Current James Madison Park Master Plan (see Appendix E for 11x17" plan)

Planning Process

The City of Madison Parks Division issued a request for proposals (RFP) for the James Madison Park Master Plan and Shelter Design in September 2017 with the goal of updating the park master plan and preparing a schematic park shelter design. The impetus for the project originated with the "James Madison Park Shelter Building Condition Assessment and Study" completed in 2013 by Destree Design Architects. At that time, public comments indicated a strong desire for the City of Madison to develop a long-term vision and plan for the park as a whole.

The need for a new master plan was further supported by a recognition of the population and demographic changes occurring in Madison and projected to continue over the next 20+ years[1]. The anticipated increases in population density and diversity both downtown and citywide will increase demands on public park space. Based on 2010 U.S. Census Block Data, James Madison Park has over 10,000 people living with a half mile, making it the City of Madison park with the second highest surrounding population density (second to Brittingham Park).[2]

The scope for the James Madison Park Master Plan and Shelter Design[3] consisted of the following phases, and included a robust neighborhood and community engagement process driven by the City of Madison Racial Equity and Social Justice Initiative (RESJI).

- Phase I: Site Investigations and Assessment
- Phase II: Design Development – Schematic Park Master Plans and Shelter Designs
- Phase III: Draft and Final Park Master Plan

Members of the selected consultant team (project team) included:

- Saiki Design – landscape architecture and master planning
- Urban Assets – public engagement
- Destree Architecture and Design – shelter design
- Baird – shoreline engineering
- BrandNu Design – public engagement (Parkitecture Workshop)
- Burse Surveying and Engineering – civil engineering
- Cornerstone Preservation – historical overview
- Access to Independence – ADA accessibility recommendations

[1] Madison City Snapshot 2016, City of Madison Planning.

[2] City of Madison 2018-2023 Park and Open Space Plan, City of Madison Parks Division.

[3] Development of schematic shelter designs were included as part of the park master plan process to determine the spatial relationships of proposed park elements.

Public Engagement

PUBLIC ENGAGEMENT PROCESS

A robust public engagement process was central to the development of the James Madison Park Master Plan. The engagement process was guided by the City of Madison Racial Equity and Social Justice (RESJ) tool (see Appendix B), which was used to develop the requirements for the comprehensive engagement strategy outlined in the RFP.

The RESJ tool analysis was conducted by the City's racial equity coordinator, members of the Parks Division, and the Tenney-Lapham Neighborhood Association president. It asked a series of questions such as, "Who is impacted? Who benefits? And, who is burdened?" The responses informed the engagement strategy, by focusing on gathering input from a diverse range of community members and user groups, particularly those who are typically under-represented in public planning processes. A primary goal of the engagement process was to overcome common barriers to participation and resulting inequities by conducting outreach at various times and locations, using a variety of engagement tools.

Front-end engagement to identify broad concerns and desires that would inform the development of the schematic concepts included the online survey, focus groups, paper comment card and early stakeholder group meetings. The focus groups directly supported the goals of the RESJ tool analysis by identifying programmatic elements desired by diverse and typically under-represented user groups. The stakeholder group provided a periodic sounding board for the project team and supplemented feedback from the other engagement tools throughout the planning process. It included owners of the four residential properties in the park, representatives from the Tenney-Lapham Neighborhood Association and Capitol Neighborhoods, and organizations with strong connections to the park, such as the Clean Lakes Alliance, Mendota Rowing Club, and Gates of Heaven user groups.

The engagement process involved a mix of strategies designed to collect input from a broad cross-section of residents and stakeholders throughout the city. Zip codes submitted voluntarily by 65% of respondents to the online survey indicated that responses were collected from people living in sixteen different Madison zip codes. The top three included 60% from the immediate area surrounding James Madison Park (53703), 14% from the area directly east (53704), and 4% from an area to the southwest (53711).

Using the following tools, the team made over **20,000 individual contacts and received over 1,000 comments as part of the park master plan process**:

- 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 21 locations around Madison (51 cards received)**
- 4 public meetings with **179 participants** (January, February, May and September 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 RESJ-based focus groups with 62 participants**
    - Residents of the YWCA Third Street Program
    - Community service groups
    - Minority community organizations
    - Clients of The Beacon homeless day resource center
    - Access to Independence
    - Downtown Madison, Inc.
- **5 meetings with a 17-member stakeholder group**

Throughout the public engagement process, the project team gathered participant evaluations as recommended through the RESJI analysis. This input evaluated approaches that were most and least effective. The "James Madison Park Master Plan and Shelter Design Public Engagement Summary Report" includes metrics on specific engagement tools, as well as participants' feedback on the effectiveness of these tools. This report may be found here: https://www.cityofmadison.com/parks/projects/james-madison-park-master-plan

The team received positive responses to the organization, facilitation and information shared at meetings. The feedback from focus group evaluations suggested opportunities to improve participation in the future. These suggestions included co-hosting meetings with community partners, providing food and meeting with groups during existing meetings and events rather than inviting participants to a separate meeting and/or location.

Exhibit D: James Madison Park Master Plan Public Engagement Process Summary

PUBLIC ENGAGEMENT RESULTS

Results from the engagement tools outlined above were extensively documented, reviewed and categorized to inform the development of the master plan and shelter design. The "Phase I Public Comments Summary" (see Exhibit E), categorized 1,000 individual comments from the first three public meetings, six focus group meetings, two stakeholder group meetings, open-ended responses from the online survey, 50 comment cards, on-site intercept interviews, the pop-up engagement session and email comments.[4] This summary tool was updated over time and used to inform the development of the three master plan and shelter concepts, and refinement of the final master plan.

"James Madison Park has a welcoming vibe for all types of people."

– **Focus group participant**

A common view expressed by participants during the public engagement process was that James Madison Park is appreciated today as a welcoming place for all people. When asked whether James Madison Park is a safe and welcoming space for all members of the community, 66% of online survey respondents and 100% of intercept interview respondents responded 'yes,' or 'most of the time.' This view was also reflected in conversations with focus group participants, who when asked what they like most about the park today, offered comments such as, "The diversity of people at James Madison Park," "The park has a welcoming vibe for all types of people," and, "The park is intergenerational, not just for certain people." This feedback indicated a clear strength of the park today that the project team sought to honor and enhance with the new master plan.

Beyond the diverse and welcoming nature of James Madison Park, other strengths regularly identified by the public included the large, unstructured green space; the "free and easy" atmosphere that allows users to enjoy a wide range of recreational pursuits; the spectacular lake and sunset views; and the quiet, natural eastern side that provides a respite from the active west side.

Engagement Phases I – II Results: Park Programming

The core of the public feedback that informed the development of this master plan related to concerns, opportunities and desires for the future at James Madison Park and are captured in Exhibits E and F. This feedback reflects a variety of interests related to the shelter, shoreline, land-based recreation opportunities, and overall vision for the park.

The top priority expressed across all groups was the desire to improve the park shelter. During the Phase I engagement process, 124 comments were received that focused on improving the attractiveness and amenities of the park shelter, making this the topic that received the most comments during the master plan process. These comments were based on views of the existing shelter as unwelcoming, unattractive, inaccessible, and non-functional for today's needs. Top desires expressed ranged from improving the restrooms, showers, and lighting, to activating the shelter with new uses such as food and paddle sport vendors.

Other top public desires based on the number of comments received included increasing basic park amenities such as seating, trashcans, grills and lighting; improving opportunities to interact with the lake and shoreline; increasing the amount and diversity of play spaces for both kids and adults; and improving the health and cleanliness of the beach. These, in addition to many of the other desires captured below, are addressed by the park master plan.

[4] Email comments from the public received during Phase I and II of the process are included in the Public Engagement Benchmark Report. Emails directed to the Board of Park Commissioners regarding the legislative approval of this plan are included in the James Madison Park Master Plan adoption legislative file (Legistar 54047).

Exhibit E: Phase I Public Comments Summary – Top Ten Priority Areas

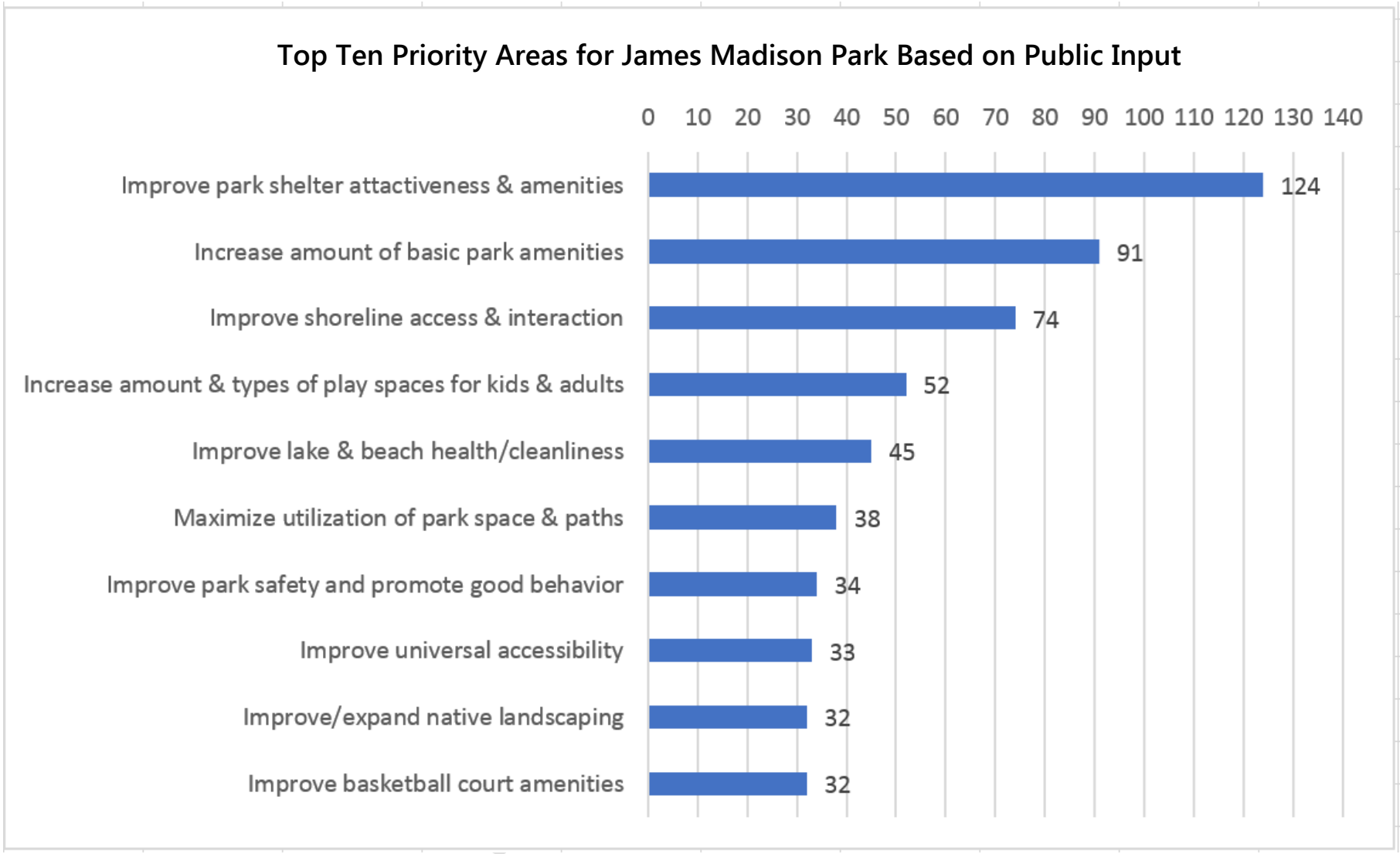


Exhibit F: Phase I Public Comments Summary – Full

Sources: Public Meetings #1-3; on-site pop-up engagement session; 6 focus groups (YWCA; community service providers; The Beacon; minority community organizations; Downtown Madison, Inc., ADA Access); stakeholder group meetings 1 and 2; 151 open-ended online survey responses; 50 comment cards; email comments; and 16 intercept interviews. (Emails received in response to specific design concepts are included in the Public Engagement Benchmark Report)			
Rank	**Priority Summary Statement**	**Total Comments**	**Top Comments within each Category**
1	Improve park shelter attractiveness & amenities	**124**	Make shelter more welcoming and expand usage; renovate shelter; remove towers on roof; make restrooms and showers clean, safe and accessible; add a gathering/performance space; Improve lighting & electrical access; offer equipment rentals (e.g. kayaks, paddleboards, floaties)
2	Increase amount of basic park amenities	**91**	Increase/provide grills, drinking fountains, trash cans; increase park seating/tables; Improve park lighting
3	Improve shoreline access & interaction	**74**	Expand the beach; add Memorial Union-style steps; improve safety at the sea wall; naturalize the shoreline
4	Increase amount & types of play spaces for kids & adults	**52**	Expand the playground & add interesting equipment; install adult play/fitness equipment; create multi-use paved courts
5	Improve lake & beach health/cleanliness	**45**	Clean up the beach; improve water health & cleanliness; install a curtain to keep weeds out of swimming area
6	Maximize utilization of park space & paths	**38**	Better utilize Lincoln School Apartments area; configure park to maximize space for heavy use; add more paths, improve path behind Verex Plaza; expand/reconfigure paths & paved areas to accommodate all users
7	Improve park safety and promote good behavior	**34**	Improve personal safety; discourage consumption of drugs/alcohol; concerns with policing/security/lifeguards
8	Improve universal accessibility	**33**	Expand ADA accessible infrastructure / universal accessibility; improve access in Gates of Heaven; make the playground & basketball courts accessible
9	Improve/expand native landscaping	**32**	Improve landscaping maintenance/weed control; improve natural areas/native plantings management; more trees/remove view blocking trees
10	Improve basketball court amenities	**32**	Provide restrooms; add a kiddie court; improve lighting; increase seating
11	Promote sustainability	**31**	Provide stormwater filtration system; construct a LEED certified park shelter; incorporate sprinkler or rain collection system, bioswales
12	Improve dog friendliness	**31**	Incorporate a fenced dog park; welcome dogs in the park; add dog waste receptacles & water stations
13	Expand infrastructure for watercraft & fishing	**31**	Add pier/expand existing pier; add marina/improve boat access
14	Increase amount of shaded park area	**27**	Install an open-air sun shelter; increase shade by beach and playground
15	Expand access to food	**27**	Provide concessions available for purchase; provide space for food carts/trucks; add a café/snack bar/biergarten
16	Integrate public art	**26**	Incorporate public art/sculpture; construct a dedicated graffiti spaceNighttime light/winter display
17	Increase parking and/or improve parking configuration	**26**	Provide more parking spaces; improve lot shape/locate more centrally; provide parking for unloading/event setup

18	Improve safety of pedestrian connections across E. Gorham Street	**25**	Improve crossings; better lighting; install traffic calming measures
19	Improve park aesthetic	**23**	Add color; break up long, flat, unplanned feel; improve entryways and signage
20	Improve park wayfinding, visibility, & adjacencies	**21**	Improve connections between east & west; improve visibility of park amenities/shelter; reduce distance between amenities
21	Create space for community gardens	**20**	Develop community garden, terraced or raised beds; provide food access for downtown renters & residents
22	Enhance "destination" appeal	**20**	Celebrate the lakes and site history; add a focal point; add a water transportation stop
23	Increase educational opportunities	**15**	Develop hillsides into terraced outdoor educational area; provide information on native plantings & species; provide environmental/historical interpretive installations
24	Better define park boundaries	**15**	Construct low boundary walls (sandstone, like UW Arboretum); construct stone columns at street intersections
25	Expand opportunities for quiet/passive recreation	**15**	Develop meditation space behind Lincoln School Apts.; keep the east side of park as quiet, natural area
26	Increase diversity of park users and uses	**14**	Consider & cater to needs of all potential users; maintain role as comfortable community gathering place
27	Improve multi-modal access	**13**	Install bike racks and service station; improve bike connections & friendliness; increase bus connections & friendliness
28	Improve park cleanliness and maintenance	**12**	Decrease trash & broken glass at park; focus on cleanliness over new amenities; control pest populations (bugs, geese)
29	Expand opportunities for winter activities	**12**	Provide opportunities for ice skating; provide more opportunities for winter activities
30	Expand opportunities for events & programming	**10**	Expand opportunities for concerts, festivals, musical programming; expand opportunities for youth events, activities, & programming
31	Rebuild shelter in existing location	**7**	Demolish and rebuild shelter
32	Increase support/resources for people experiencing homelessness	**6**	Increase access, resources, programming for residents of nearby shelters; provide community outreach and support to those who sleep in the park
33	Improve winter accessibility	**5**	Maintain paths for winter runners; improve accessibility, esp. at Butler St.
34	Expand opportunities for tree-based activities	**5**	Add tree or poles designated for slacklining/hammocks
35	Rebuild shelter in new location	**4**	Build new shelter on far west end of park; build new shelter at edge of lake
36	Increase volunteer opportunities in the park	**2**	Better coordinate park volunteers; train volunteers to monitor park behavior
37	Re-orient Gates of Heaven	**2**	Reorient Gates of Heaven synagogue to face East
38	Rename the park	**1**	Rename the park
	Total Comments	**1001**	

Engagement Phases II – III Results: Conceptual Design Feedback

During Phase II-III of the master plan process, three master plan and shelter design concepts were developed using the public input outlined above and shared at stakeholder meetings and at Public Meeting #3 (see Appendix C). Responses from this meeting, stakeholder meetings, input from a pop-up engagement session in the park and subsequent email comments, further informed development of the draft master plan that was presented at Public Meeting #4.

AGENCY INPUT

Throughout the master planning process, the project team received and incorporated input from the following city, county, state, and federal agencies. Specific comments pertaining to implementation restrictions and requirements are included in the master plan recommendations.

City of Madison

- Parks
- Fire
- Police
- Engineering
- Traffic Engineering
- Metro
- Zoning
- Planning (historic preservation, Madison Arts Program)
- Building Inspection

Dane County

- Land and Water Resources Department

State of Wisconsin

- Department of Natural Resources (DNR)
- State Historic Preservation Office (SHPO)

Federal

- U.S. Army Corps of Engineers (USACE)

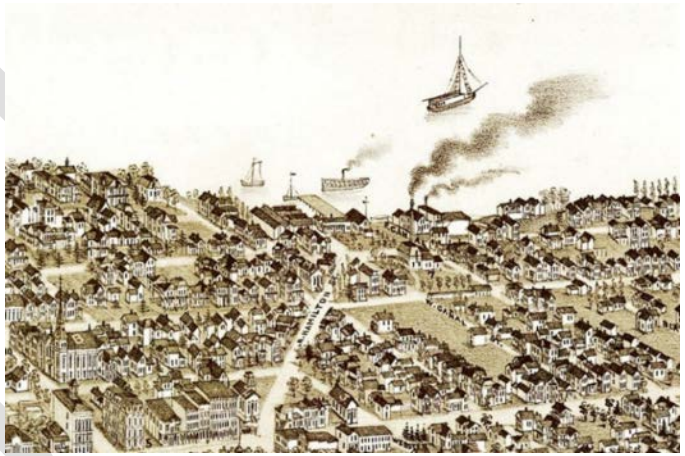
The project team also received feedback from the City of Madison Development Assistance Team (DAT) on May 3 and July 19, 2018 and made informational presentations to the City of Madison Landmarks Commission on October 1, 2018 and City of Madison Urban Design Commission on October 3, 2018.

Park History

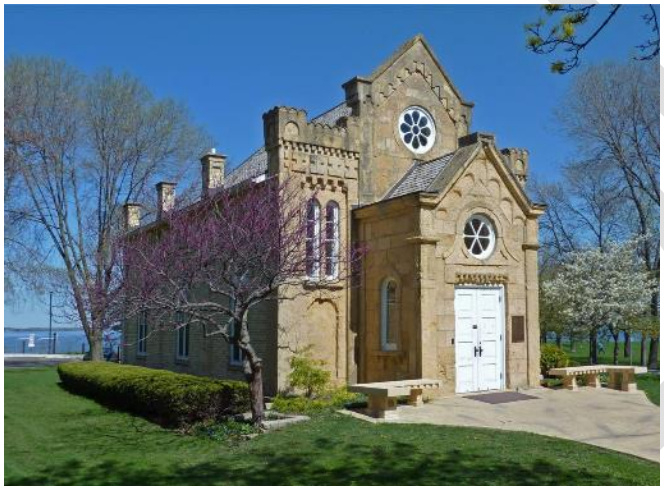
HISTORICAL SUMMARY

James Madison Park bears little resemblance to the bucolic residential setting of a century ago or to the boatyard ambiance of the place fifty years earlier. The south shore of Lake Mendota was very different when the area was home to an earlier Native American culture. The waterfront now occupied by James Madison Park is a significant public space that tells a rich story about the history of Madison and its park system (see Appendix D for "Historical Overview and Site Chronology").

The story of "James Madison Park" does not actually begin until 1963, when a smaller existing park called Conklin Park (established 1939) was rededicated and slated for significant expansion. By that time, the City owned Lincoln School and the William and Dora Collins House, which had been acquired in 1956 for the use by the Parks Division. Within ten years of establishing James Madison Park, the City had purchased approximately twenty-five individual residential and commercial properties. The park came to occupy the Mendota shoreline on the north side of E. Gorham Street from Conklin Park to the eastern boundary of the Lincoln School property



Lithographic View of Madison published by Norris, Wellge & Co. of Milwaukee, 1885. Detail showing the Mendota waterfront along Gorham Street.



Gates of Heaven Synagogue at the west end of James Madison Park (corner of Gorham and Butler Streets)

After being threatened with demolition, the Gates of Heaven Synagogue was moved to James Madison Park and placed at the corner of E. Gorham Street and N. Butler Street in 1971. This was a result of community advocacy stemming from the 1969 removal of a historic stone house on University Avenue. The loss of "Mapleside" also led directly to the 1971 establishment of the Madison Landmarks Commission. During the 1970s, the City designated a number of buildings associated with James Madison Park as Landmarks, including the Gates of Heaven Synagogue (1974), William and Dora Collins House (1975), Bernard-Hoover Boathouse (1976), and Lincoln School (1978).

While extending great care to the park's historic features, when it was time to construct a new shelter, the City opted for a modern building. Designed in 1978 by Madison architect Kenton Peters and constructed in 1979, the shelter was placed just south of the beach.

Following its use by the Madison Parks Division for many years, the William and Dora Collins House was leased in 1985 and operated as a bed and breakfast. Also, in 1985, the City established a ground

lease for Lincoln School and the interior was rehabilitated as 28 one- and two-bedroom apartments. The project satisfied the requirements of the Landmarks Commission by carefully preserving the character of the building exterior.

In 1992, the City purchased the Irene and Robert Conner and the Anna and Cornelius Collins Houses, located at 640 and 646 E. Gorham Street. At the same time, the Bernard-Hoover Boathouse was rehabilitated with partial funding from the Wisconsin Department of Transportation. The last significant modification to the park occurred in 1999, when a memorial to Spanish Civil War veterans was erected near Gates of Heaven. It was dedicated to 45,000 international volunteers who fought for the Spanish Republic between 1936 and 1939. It is inscribed with the names of the 37 Wisconsin soldiers who participated in the Spanish Civil War.

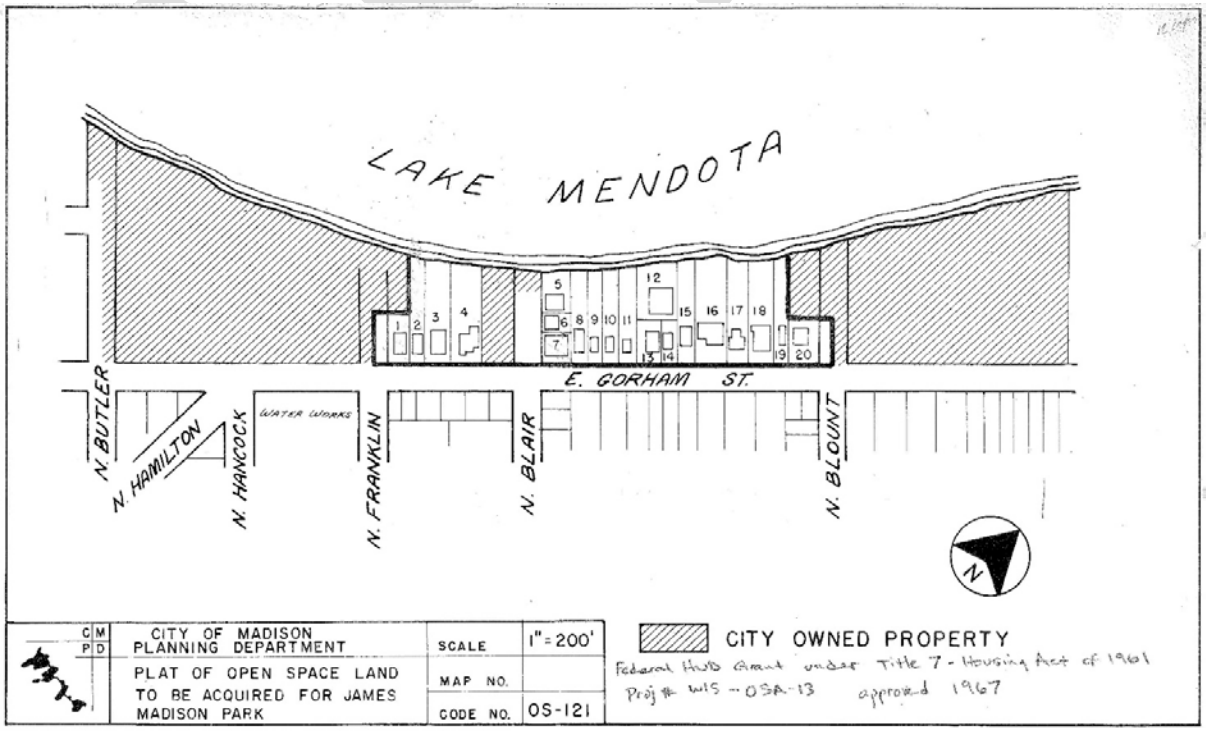
While it retained ownership of the land, the City sold the residential properties in the park in 2012. Deeds including historic preservation covenants were executed for the William and Dora Collins House, the Anna and Cornelius Collins House, and the Irene and Robert Conner House. Owners must meet the established historic preservation requirements as stipulated for each property.

TRUST INFORMATION, DEED RESTRICTIONS, AND DEDICATIONS

The Madison Parks Division retains an extensive indexed archive with scanned documentation related to property transfers and grants.

Many of the properties purchased between 1966 and the early 1970s drew on funding from United States Department of Housing and Urban Development (HUD) authorized under Title 7, "Open-Space Land," of the 1961 Housing Act. The grant restricted land use to park, recreational, conservation, natural, historic or scenic uses. However, in 1983, Congress passed Section 126(b)(2) and (3) of the Housing and Urban Rural Recovery Act of 1983, which repealed these federal use restrictions.

When the City purchased the residences located at 640 and 646 E. Gorham Street in 1992, both properties carried Wisconsin DNR Program restrictions, per the DNR Stewardship Fund. Those restrictions were released in 2012 on the portion leased for private use with the houses, but they remain on the land between the houses and the



City of Madison Planning Department, "Plat of Open Space Land to be acquired for James Madison Park," 1967

lake. Additionally, some land between the Bernard-Hoover Boat House and E. Gorham Street was purchased in 1995 with a State DNR Lake Protection Aids Grant and is restricted to uses not inconsistent with lake protection.

The most enduring restrictions concern potential alterations to the designated City Landmarks associated with James Madison Park. With the exception of the shelter, modifications made to all building exteriors within the park require the approval of the City of Madison Landmarks Commission, regardless of lease or co-ownership agreements.

Existing Conditions

As a large, lakefront community park located in downtown Madison, James Madison Park provides recreational opportunities for both the immediate neighborhood as well as residents and visitors seeking to enjoy its lake access, waterfront views, open space, historical features, and recreational opportunities.

The current layout of the park offers a variety of land-based active and passive recreation opportunities, as well as water-based opportunities including access to Lake Mendota for swimming and non-motorized craft (see Exhibit C). The park also offers panoramic views across the lake to landmarks such as the UW-Madison Memorial Union Terrace and Picnic Point.

The following existing conditions went through an extensive site analysis process involving review of the park history, archaeology, lake hydraulics, shoreline, stormwater and water quality, vegetation, wetlands, public safety, accessibility, and structures. These are described further below (see Appendix E for tree inventory, wetland delineation, and archaeology report):

- Recreation Facilities
  - Land-based
  - Water-based
- Structures
  - Gates of Heaven
  - Park shelter
  - Bernard-Hoover Boathouse
  - Privately Owned Buildings
- Parking
- Environment
  - Vegetation
  - Tree Canopy
  - Soil
  - Shoreline and Lake Hydrology
  - Topography
  - Land Use
- Circulation
  - Park access and crossings
  - Paths
- Views
- ADA accessibility
- Existing Utilities

RECREATION FACILITIES

James Madison Park currently offers the following recreation facilities:

Land-Based

- A **large open space for active/passive recreation** is the primary recreational feature of James Madison Park. The lawn provides space for many different user groups to co-exist, and supports popular activities such as sunbathing, picnicking, reading, grilling, informal Frisbee, football, soccer, yoga, and more.
- Two full-sized **basketball courts** are located on the west side of the park, adjacent to the parking lot behind Gates of Heaven. Both organized leagues and pick-up game enthusiasts heavily use these courts.
- A **medium-sized playground** located east of the large open space includes three swings, two slides, multiple climbers, a bridge, and monkey bars. A **small play area** sits in the far northeast corner of the site and includes a single swing set with two swings.
- A single **sand volleyball court** sits next to the main playground.
- A small **relatively flat turf area** sits behind the Lincoln School Apartments and draws a small amount of activity including hula hooping, dog walking, sunbathing, and Frisbee.

Water-Based

- An 8'-wide **waterfront path** currently runs the length of the park, parallel to the shoreline, with smaller connecting paths branching off to other areas of the park. The path is asphalt from the eastern entry point to the shelter, and concrete from the shelter to its terminus on the west end. Portions of the path and its connectors are not ADA accessible, including a steep sloping path off Gilman Street.

  Concrete bollards separate the sea wall and path on the western edge of the park. Parents frequently noted during the public engagement process that this configuration is dangerous for children (conducive to running or falling off the wall), leading parents to avoid the area. Other park users noted the issue of thick ice on the pathway in the winter due to wave overtopping.
- A **small beach** is located northwest of the volleyball court, with the waterfront path serving as its southeastern edge. The narrow beach has a lifeguard stand.
- A **small watercraft dock** is located at the Bernard-Hoover Boathouse concrete pad. It is a pile supported, fixed dock intended to accommodate canoes, kayaks, and other similar craft.

STRUCTURES

Six of the buildings in James Madison Park are designated City of Madison Landmarks and are on the National Register of Historic Places, including the iconic Gates of Heave synagogue and the Bernard-Hoover Boathouse. The park shelter is the only structure within James Madison Park that was constructed specifically for park use and is not a City Landmark. The presence and uses of the other structures influence existing park activities and are significant factors in the plan for the future. Structures located within the park include:

1. Gates of Heaven Synagogue, 300 E. Gorham Street
    - Built in 1863, National Register of Historic Places (NRHP) Designation in 1970, relocated to James Madison Park in 1971, City Landmark Designation in 1974.
2. Park Shelter
    - Designed in 1978, built in 1979.
3. Bernard-Hoover Boat House, 622 E. Gorham Street
    - Built in 1915, City Landmark Designation in 1976, NRHP Designation in 1981.
4. Irene and Robert Conner House, 640 E. Gorham Street
    - Built in 1920, City Landmark Designation in 1993, NRHP Designation in 1998 (as part of the Fourth Ridge Historic District).
5. Anna and Cornelius Collins House, 646 E. Gorham Street
    - Built in 1908, City Landmark Designation in 1993, NRHP Designation in 1998 (as part of the Fourth Ridge Historic District).
6. William and Dora Collins House, 704 E. Gorham Street.
    - Built in 1912, NRHP Designation in 1974, City Landmark Designation in 1975.
7. Lincoln School, 720 E. Gorham Street
    - Built in 1915, City Landmark Designation in 1978, NRHP Designation in 1980.

Gates of Heaven

Gates of Heaven is a 1,100-sf building located at the corner of Butler and E. Gorham streets that hosts weddings, religious gatherings, dances, and other private and community events. It is also used as a polling location. Gates of Heaven was relocated from the 200 block of West Washington Avenue and designated a historic landmark in 1974. It is one of the most reserved park shelters in the City of Madison Park system, with 154 reservations in 2017. Gates of Heaven was frequently mentioned during the public engagement process as an important and valued community space that would benefit from a more natural and serene context. Currently located next to the parking lot and basketball courts, which are often noisy, their proximity disconnects the building from the open space and lake.

Park Shelter

The existing park shelter is a 2,500 sf concrete building with an advertised capacity of 60 people. It was designed by Kenton Peters and Associates in 1978 and reflects the architectural design philosophy known as Brutalism. The structure is in fair condition, yet the building is reserved less frequently than Gates of Heaven; in 2017, the park shelter was reserved 55 times compared to 154 reservations at Gates of Heaven. Current uses include toilet and shower access for the park, an interior activity room that accommodates 60-99 persons, a small concessions area with interior access, limited storage space and a roof garden with limited seating.

The existing park shelter is positioned to provide views of Lake Mendota, but the building lacks connectivity to the lake. It has few windows or openings to promote lake access. The large cylindrical towers were repeatedly criticized during the public engagement process as a detriment to views from the street and an eyesore from all angles. The current orientation of the shelter maximizes views to the west; however, the solid mass and lack of transparency make it difficult for the community to recognize the space as a usable, welcoming park shelter. The concrete patio has limited depth and an abrupt interface with the asphalt service drive. The rooftop is wonderfully maintained and planted by local volunteers and the roof garden is well integrated into the E. Gorham streetscape, however, the cylindrical towers and lack of seating overshadow the gardens and associated patio space. These conditions cause this the space to be used on a limited basis and primarily viewed in passing by people on E. Gorham Street.

The existing park shelter is constructed primarily of exposed architectural concrete, concrete masonry walls, columns and concrete floors. Acoustics are challenging, and building systems performance and efficiency need significant improvement. The existing solid entry wall with slot windows eliminates lake views from the interior gathering area. There is a small concessions area with interior access only, with only a single man door to the lakeside. The shelter lacks support and storage space to meet the increasing demand of volunteers, lifeguard, parks, and future vendors.

The building is not insulated and does not address best practices for thermal performance. This lack of insulation decreases efficiency of the building if it is used year-round and creates conditions that create potential moisture migration issues.

Security and visibility of the existing facility is a constant struggle. Throughout the public engagement process, people noted that they felt uncomfortable using the existing facility because of the remote shower facilities and lack of visibility.

As the shelter has been updated and maintained over the years, accessibility improvements have been made. Original conditions still exist that will require accessibility improvements per ICC/ANSI A117.1-2009. Doors lack code required pull clearances; plumbing fixtures and accessories lack proper clearances, reach heights, and grab bars.

The existing facility is not adequately supported mechanically/electrically to meet current codes and provide a properly maintained and efficient operation. The existing building does not have a fire suppression system and the 1 ½" water service is undersized to add fire protection. The aged plumbing systems and electrical service need to be upgraded to accommodate increased demand. All electrical distribution and devices should be replaced and provided with GFI protection throughout. The lighting and lighting controls are not energy efficient. The building is not designed to accommodate seasonal heating.

The existing building does not meet current Zoning Code requirements for structures within a front setback and is a non-compliant structure. Future improvements to the park shelter would require that the building be brought up to Zoning Code standards, including addressing the required front setback of 30'. Currently the building has a front setback of 1'.

Bernard-Hoover Boathouse

The City of Madison purchased the Bernard-Hoover Boathouse in 1956. The boathouse received landmark status in 1976 and was partially rehabilitated with a Wisconsin Department of Transportation grant in 1992. The boathouse is currently occupied by the Mendota Rowing Club (MRC), an active community organization of competitive and recreational rowers. With a fleet of approximately 26 scull boats stored in the lower level of the boathouse, MRC provides practices, classes, and special events in and around the boathouse.

MRC rents a few storage spaces in the lower level to private rowers and allows the UW rowing club to store a handful of sculls on the grass along the eastern side of the boathouse. MRC uses the upper level of the boathouse for team workouts and boat repairs. The repair space requires approximately 100' of room behind the boathouse to maneuver boats up to 60' long into the upper level through the back doorway, which is located down a grassy slope from E. Gorham Street. MRC also uses a large trailer to load boats for regattas, which currently accesses the front of the boathouse from the eastern access path.

Privately Owned Buildings

There are currently four privately owned buildings located in James Madison Park:

1. Irene and Robert Conner's House, 640 E. Gorham Street (currently a single-family home).
2. Anna and Cornelius Collins' House, 646 E. Gorham Street (currently operated as a multifamily apartment building).
3. William and Dora Collins' House, 704 E. Gorham Street (currently operated as Mendota Lake House B&B).
4. Lincoln School, 720 E. Gorham Street (renovated and operated as Lincoln School Apartments).

The City established a ground lease for Lincoln School in 1985 and the interior was renovated to become 28 one- and two-bedroom apartments. The City also retained ownership of the land under the three historic single-family homes, but sold the buildings for private use in 2012.

PARKING

There are two existing parking lots located in James Madison Park that offer a combined 34 designated (striped) off-street parking spaces. The largest parking lot is a double-loaded surface parking lot at the west end of the park behind Gates of Heaven. This lot contains 26 marked parking stalls, one of which is handicap-accessible. It is a dead end with a single access point from E. Gorham Street, leading to congestion when full. Hidden behind Gates of Heaven, this parking lot lacks visibility and natural surveillance from the street. This design is contrary to recognized Crime Prevention through Environmental Design (CPTED) principles and may contribute to the high number of calls for service at this park.[5]

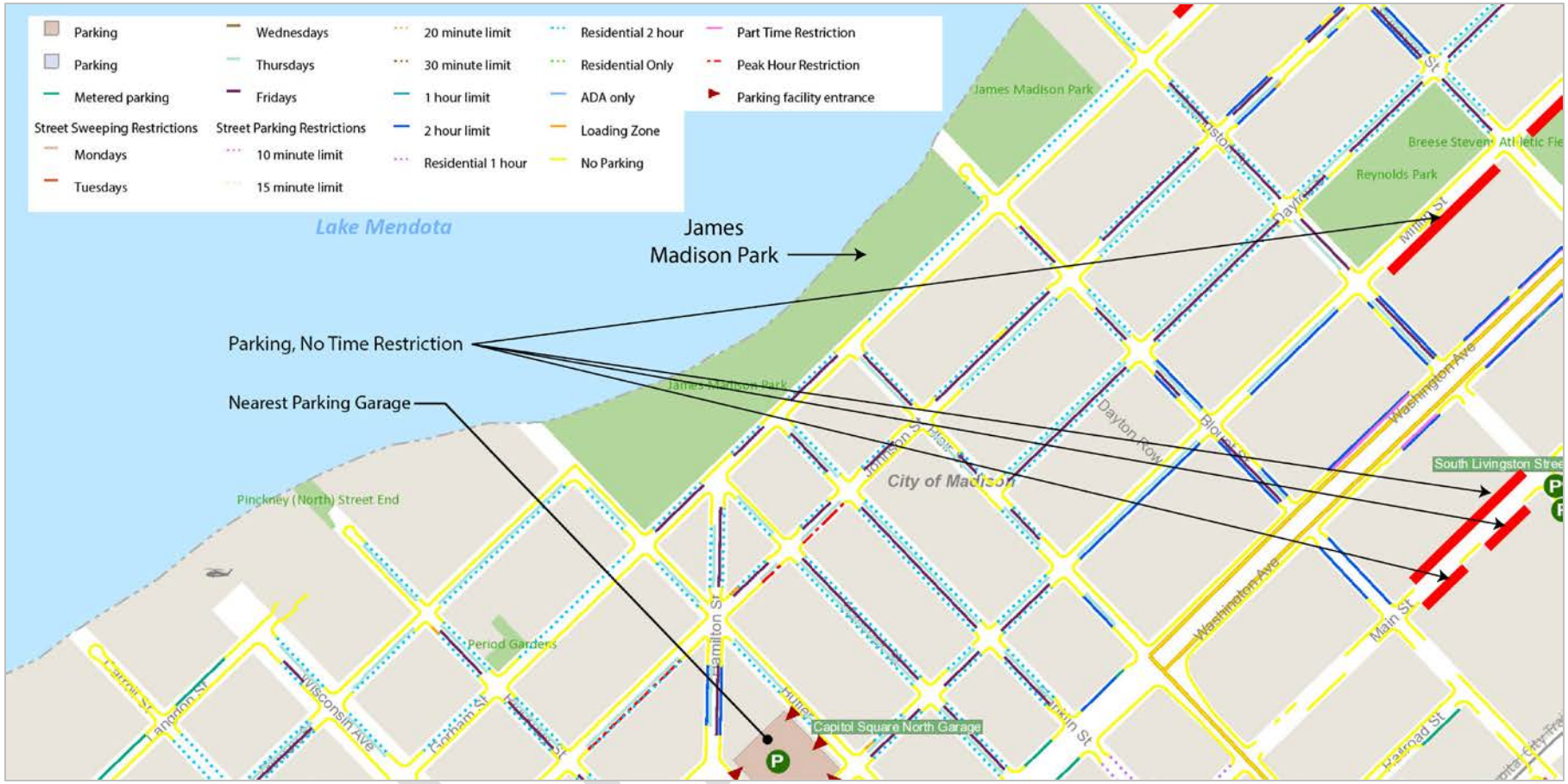
The second lot at James Madison Park is a small eight-stall parking lot located at the north end of Blount Street, within the right of way, adjacent to the William and Dora Collins House (Mendota Lake House B&B). Signage indicates two-hour parking during the week; however, public input suggests that the majority of park-goers assume this is private parking for the B&B and do not understand that it is public parking designed for use at James Madison Park.

In addition to the two small parking lots, there is limited street parking available adjacent to the park along one side of both E. Gorham Street and Butler Streets, as well as throughout the surrounding neighborhoods (see Exhibit G). Unmetered parallel parking stalls along E. Gorham Street have a two-hour limit and restrictions during rush hour. James Madison Park sits within one of the highest density residential neighborhoods in Madison. Along with its proximity to the Capitol and downtown, unmetered parallel parking is highly sought after in this location. Residential parking passes allow people within the neighborhood to park on these streets longer than two-hours with proof of address. The City of Madison on-street parking restrictions in the area may be viewed here: https://cityofmadison.maps.arcgis.com/apps/webappviewer/index.html?id=06d9cce4b62f493784dcfcbbfdce646b.

The Capitol Square North Garage, located at 218 E. Mifflin Street, is available for parking for longer periods for a fee. The Madison Parking Utility has stated that this parking garage is frequently full and its use has significantly increased with the construction of the AC Marriott Hotel.

[5] From 1/1/2017 – 11/18/2017 there were over 700 police calls for service to James Madison Park.

Exhibit G: Street Parking Restrictions near James Madison Park (see Appendix E for 11x17" plan)



ENVIRONMENT

Vegetation

The existing vegetation includes naturalized plantings, mowed lawn, and maintained planting areas. Two small man-made wetland areas were delineated on site (see Appendix E), one being a narrow, small wetland on the western corner of the site along Lake Mendota; the other being a constructed raingarden planted with wetland plant species.

Most of the western half of the site is mowed lawn, with the exception of a wooded area along the steep slope of N. Butler Street and the westernmost shoreline that terminates at N. Butler Street.

The eastern half of the site is a mix of mowed lawn and managed meadow. The managed meadow is located in the center of the site, east of the boathouse, and is planted with native forbs and grasses. The eastern shoreline is also vegetated with a mixture of small shrubs, native forbs and grasses.

Tree Canopy

A certified arborist completed a tree survey as part of the master planning process (see Appendix E). The survey identified 149 trees greater than 4" in diameter. Of these trees, 59 identified as 'Good' health, 66 identified as 'Fair' health, and 24 identified as 'Poor' health trees.

There are a few tree groupings of note:

- There is a large grove of Bur and Black Oaks near the eastern property boundary.
- Behind the two historic homes, there is a grouping of eight Hackberry trees.
- East of the active zone exists numerous mature Green Ash trees.
- Surrounding Gates of Heaven, there are many flowering Crabapples.

Soil

The soils in James Madison Park are Colwood silt loam, Dodge silt loam, Kidder loam, and McHenry silt loam, with most of the site being Colwood or McHenry silt loam. Generally, these soils are primarily composed of silt and sand, with traces of clay soil matter. The Colwood silt loam is a poorly draining soil and exists mostly within the turf open space.

Shoreline and Lake Hydrology

Along the west half of the shoreline is a concrete seawall and sidewalk that separates Lake Mendota and the existing open space. Further east, this seawall terminates at a small sand beach. East of the boathouse, the shoreline is largely stone riprap with existing stretches of natural tree falls and plantings. These elements create protected habitat for fish and other wildlife.

Water levels on Lake Mendota fluctuate seasonally (see Exhibit H). The lowest water levels historically occur during winter, while peak levels occur during the summer. In 1979, the Wisconsin Department of Natural Resources (WDNR) established minimum and maximum water levels for Lake Mendota, which are

regulated at the Tenney Park Lock and Dam. The minimum regulated water level during the winter is 848.2' NAVD88[6]. During the summer (defined as March 1 to October 30), the maximum regulated water level is 850.1' NAVD88 and the minimum is 849.6' NAVD88; however, water levels can reach up to 852.8' NAVD88 during a 100-year flood event.

Waves along the James Madison Park shoreline are generated by local winds. The maximum fetch length, or distance of open lake surface that wind can consistently blow across to produce waves, at James Madison Park is approximately 4.7 miles to NW-N. Maximum wave conditions in areas of deep water on Lake Mendota for extreme winds (50-60 mph) are approximately 4.5-5.5 feet. At the shoreline of the park, shallow water effects (depth-limited breaking), create waves that are approximately 2-3 feet high.

The typical ice cover season of Lake Mendota is December to late March, and the typical ice depth is 1-2 feet (see Exhibit H). Historic records dating back to 1852 indicate that the median duration of annual ice cover on Lake Mendota is approximately 104 days. The longest duration of ice cover (161 days) was recorded during the 1880/81 winter, while the shortest was recorded more recently (21 days) during the 2001/02 winter. Ice cover statistics indicate that the total duration of ice cover is generally less today than in the 1800s, which is likely due to an increase in thermal pollution and runoff caused by urbanization.

[6]North American Vertical Datum of 1988 (NAVD 88).

Exhibit H: Lake Mendota Hydrology

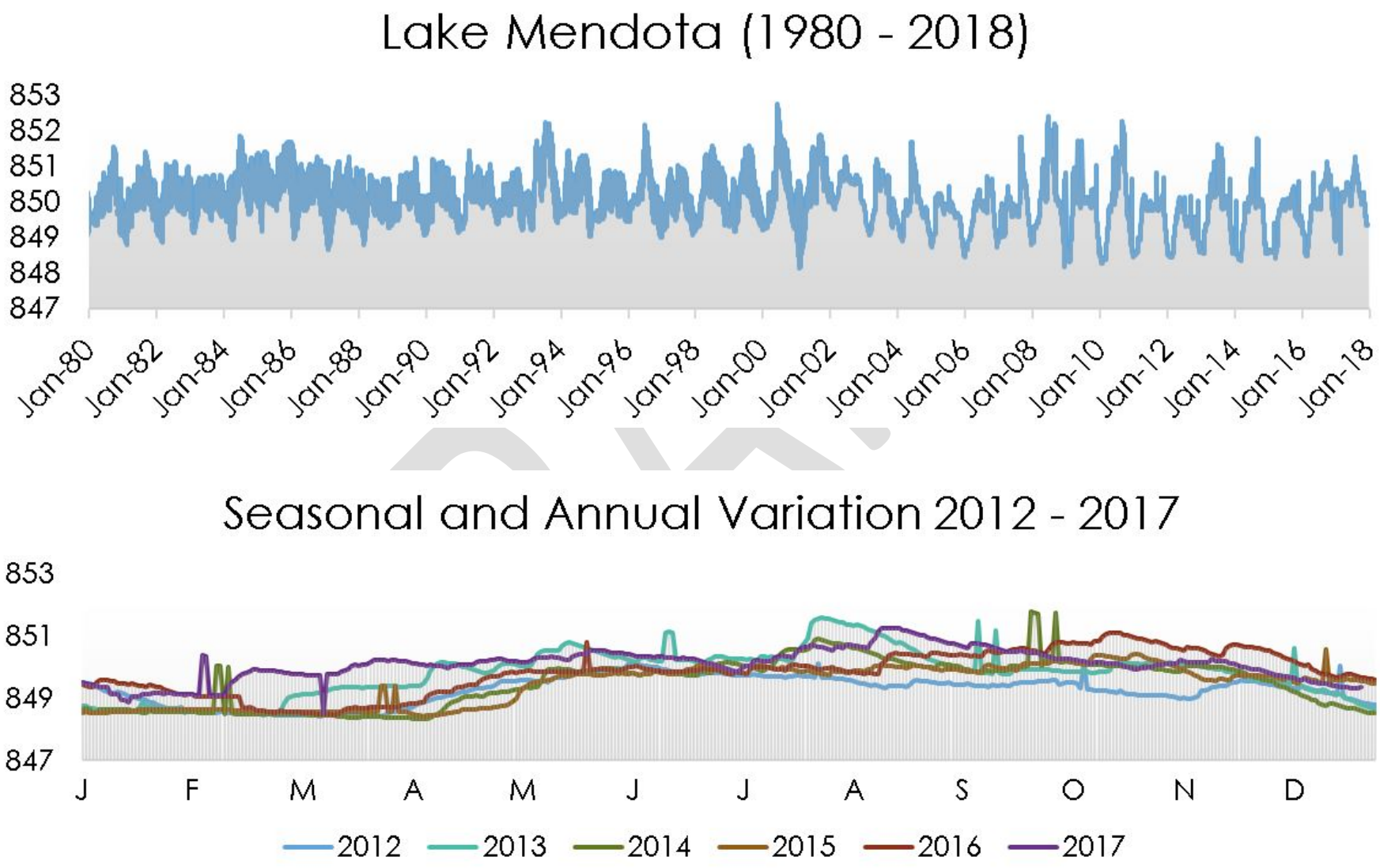
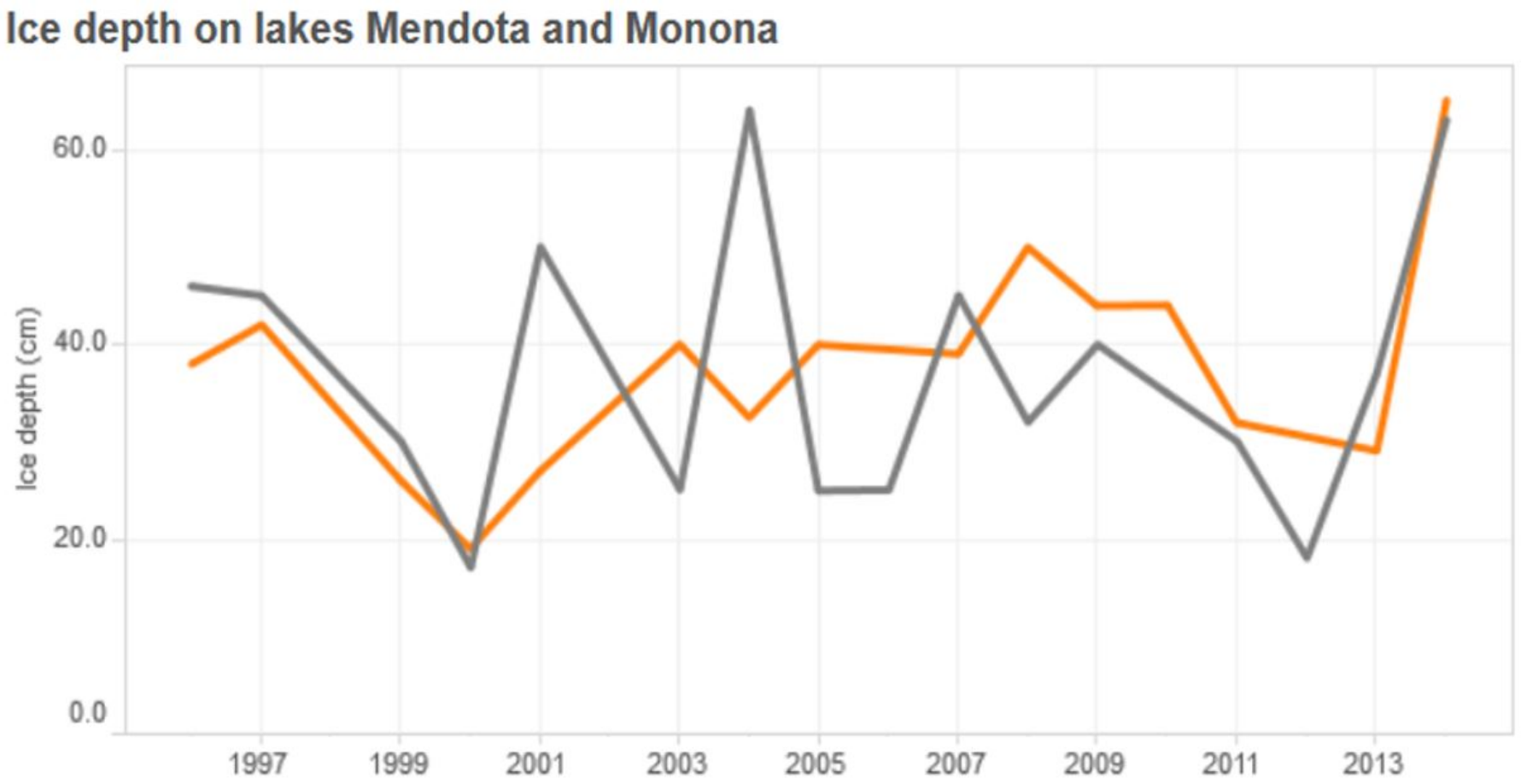


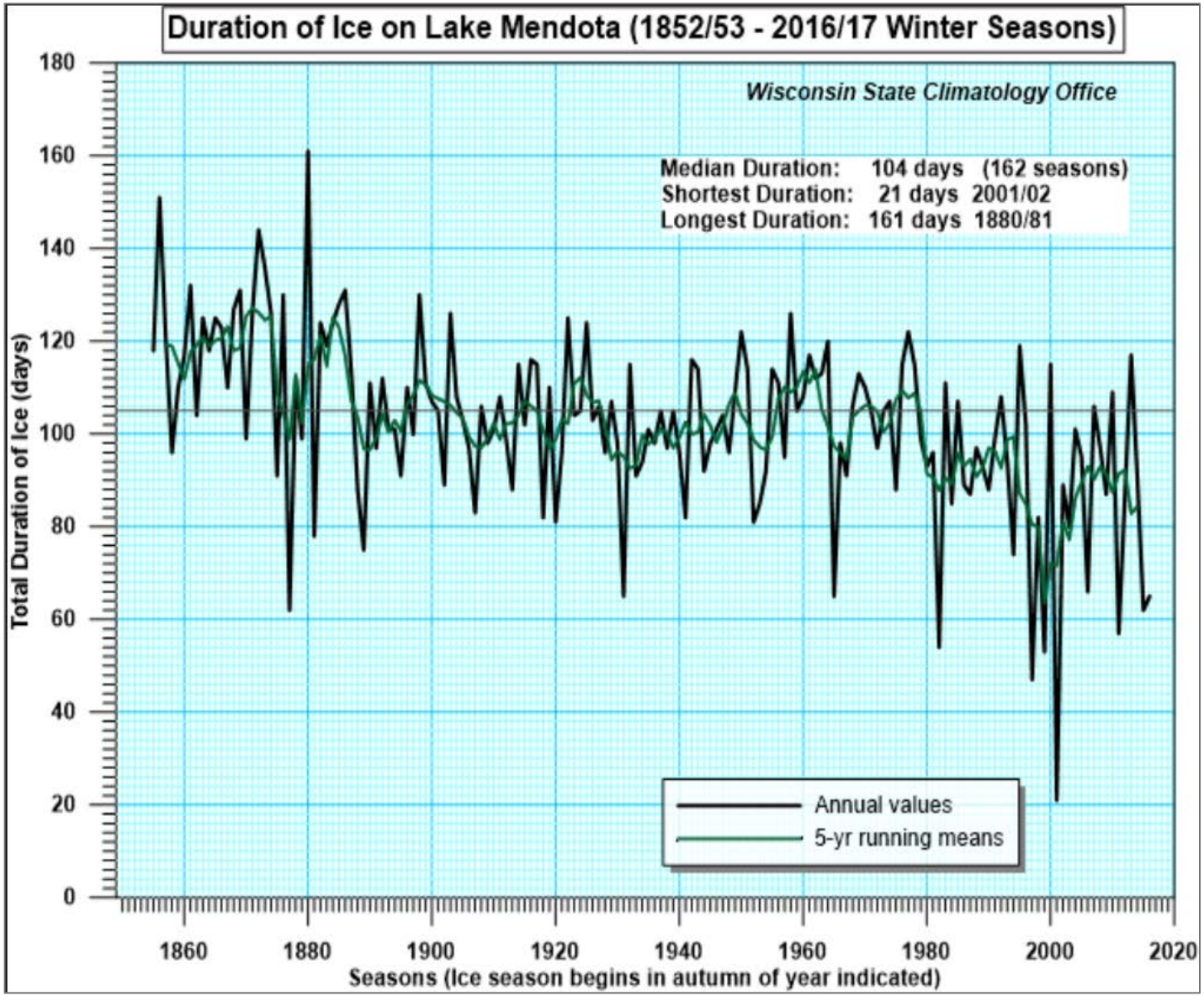
Exhibit H: Lake Mendota Hydrology, continued



Source: North Temperate Lakes Long Term Ecological Research, https://lter.limnology.wisc.edu/dataset/north-temperate-lakes-lter-snow-and-ice-depth-1982-current

Note: Data is collected when it is safe to do so. Some years have more than one reading; the highest depth collected for the year is referenced here. According to Ted Bier of the UW-Madison

Exhibit H: Lake Mendota Hydrology, continued



Land Use

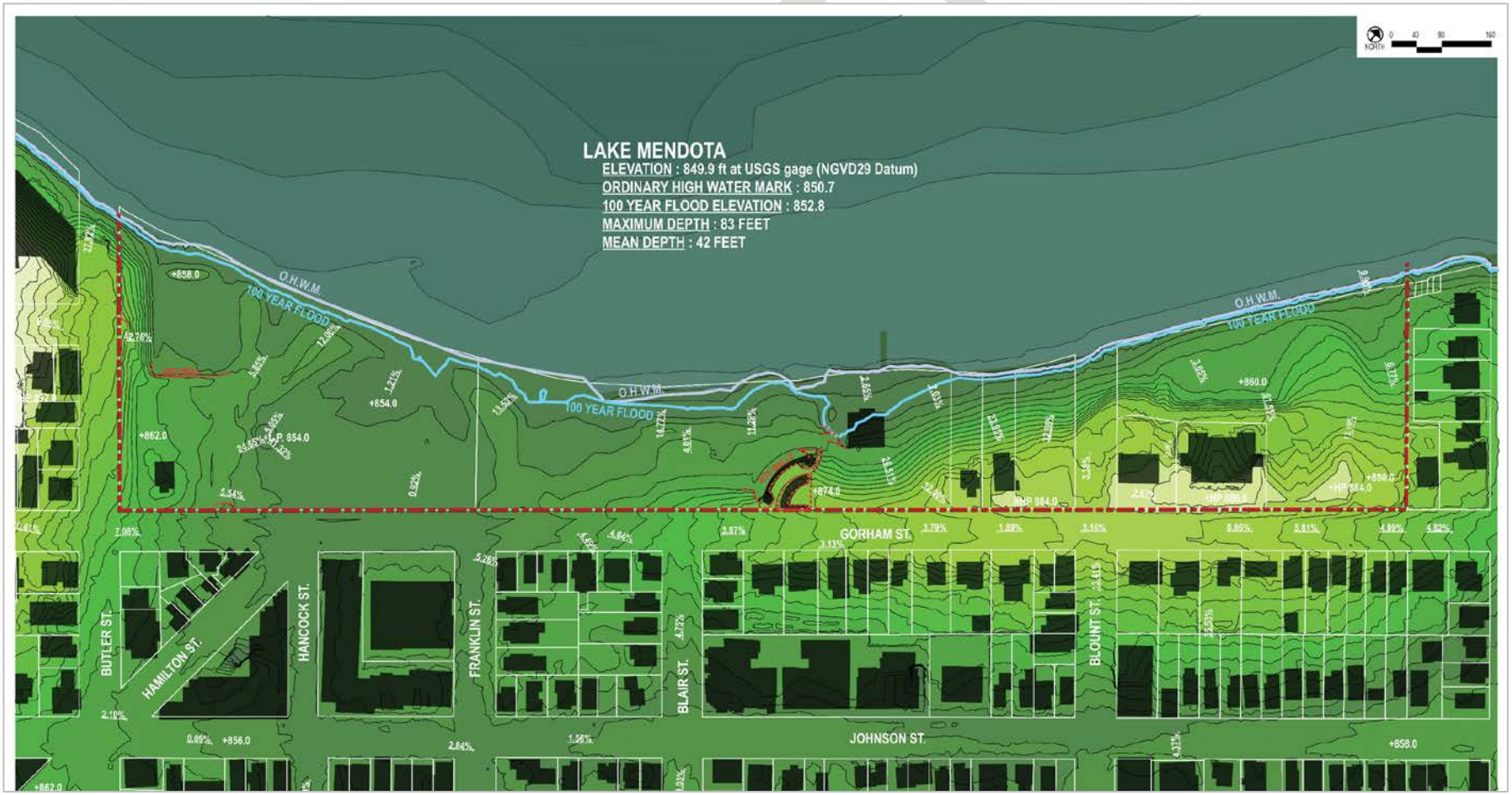
James Madison Park is surrounded by predominately medium density multifamily, downtown residential developments, and planned use developments (see Exhibit I). Gates of Heaven is within the Mansion Hill National Historic District. Properties east of the Bernard-Hoover Boathouse (640, 646, 648, 702, and 720 E. Gorham Street), are within the Fourth Lake Ridge National Historic District (see Exhibit I).

Exhibit I: Land Use (see Appendix E for 11x17" plan)

Topography

James Madison Park contains significant changes in elevation. With high points sitting at elevation 886' near Lincoln School, and the water's edge typically at elevation 850.7', the park has a vertical elevation change of ~35 feet. Slopes play a large role in James Madison Park's use and access. Slopes behind the existing park shelter and Bernard-Hoover Boathouse are approximately 27%, with slopes near Lincoln School exceeding 60%, and the hill nearest Gilman Street exceeding 40%. Relative low points within the park occur within the open space and at the beach. The majority of the park is sloped towards the shoreline and water falling in the park runs directly into the lake (see Exhibit J).

Exhibit J: Topography and Bathymetry (see Appendix E for 11x17" plan)



CIRCULATION

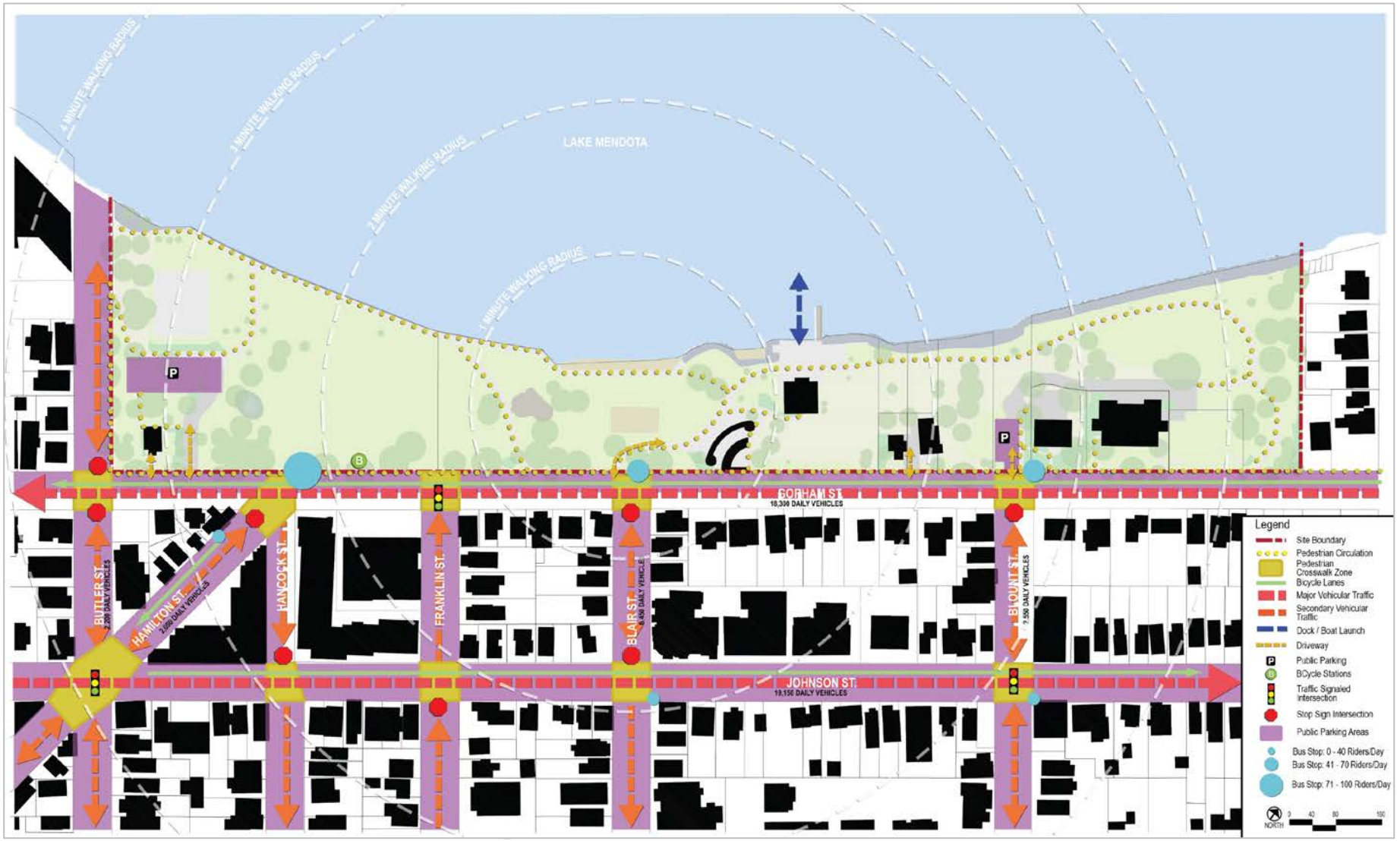
Park Access and Crossings

The southern boundary of James Madison Park is E. Gorham Street, a two-lane westbound road with unmetered parallel parking stalls adjacent to the park and an on-street bike lane. There are six streets leading to the park, yet the only signalized pedestrian crossing is at Franklin. Improving the safety of pedestrian connections across E. Gorham Street was an issue identified throughout the engagement process. There is also a 23-stall B-Cycle station in the park between Franklin and Hancock Streets.

Paths

Within the park, an eight-foot wide path runs from the furthest point along the southwestern shoreline to the furthest point along the northwestern shoreline. Starting at the east side of the park, the path parallels the shoreline to the Bernard-Hoover Boathouse. From there, it adjoins the concrete seawall at the water's edge and continues until it dissipates into a dirt trail behind the Verex Building on the far west side. The park includes several secondary paths, typically six to eight feet wide, which connect the shoreline path to other areas throughout the park (see Exhibit K).

Exhibit K: Circulation (see Appendix E for 11x17" plan)



VIEWS

James Madison Park affords some of the best views of and across Lake Mendota. The park slopes from the surrounding roads to the lakeshore, extending long views across the lake from the park perimeter and adjoining neighborhood. The N. Hamilton Street corridor links the park to an iconic view of the State Capitol.

ADA ACCESSIBILITY

The Americans with Disabilities Act (ADA) issues design standards from the United States Department of Justice and the United States Department of Transportation which are used to ensure that the people with disabilities have access to all facilities and the community at-large.

Gates of Heaven

Gates of Heaven has limited ADA accessibility. The exterior entry slope does not meet requirements for ADA accessibility. The toilet facilities are located in the lower level and only accessible by the interior stairway and a modified exterior-only ramp that does not meet ADA ramp slope requirements.

Park Shelter

The existing park shelter has entry access limitations on the lakeside. The roof is only accessible via the sidewalk, which exceeds ADA slope requirements. The interior of the concrete building has challenges with path clearances, toilet fixture clearances and pull-side clearances that would require significant renovation to meet current ADA requirements.

Pathways

Several of the current park entries and paths at James Madison Park do not meet ADA requirements including the following:

- The western entry path near Gilman Street slope exceeds ADA slope requirements.
- The access drive leading from E. Gorham Street to the lower level of the park shelter exceeds ADA slope requirements.
- The eastern entry path near Livingston, which slopes from E. Gorham Street down through the east side of the park, exceeds ADA slope requirements. This significantly limits ADA access to the east side of the park, both from the east sidewalk entry, as well as from within the park moving west to east.

EXISTING UTILITIES

Sanitary

- There is a regional 12' dia. sanitary sewer main running through the southwestern portion of the park. This sanitary main provides sewer to all the properties southwest of the park between N. Butler Street and N. Pinckney Street.
- There are approximately 20 sanitary laterals into the park that connect to the sanitary main in E. Gorham Street. Most of these sanitary laterals were constructed in the early 1900's. These locations have not been included on the Existing Utilities Exhibit in Appendix E, as their location is approximate (based on historical records) and they may no longer exist. Existing buildings in the park have sanitary laterals from the main in E. Gorham Street. The bath house sanitary lateral runs southwest through the park to N. Blair Street before connecting to the main in E. Gorham Street.

Electrical, Gas, and Telecommunications

- There is a 10-foot wide MG&E underground utility easement running along E. Gorham Street, between Blair and Blount Streets. Throughout the site are public utility (Madison Gas & Electric) and private (parks-owned) electrical lines that serve park uses.
- Buildings in the park have natural gas service from adjoining streets, except the bath house has no gas service.
- For telecommunications, there are fiber optic lines that run parallel to E. Gorham Street along the length of the entire park. There are also telecommunications lines to buildings in the park.

Water

- There is a 12-foot wide public water main easement on the western edge of the park, running along Butler Street from E. Gorham to Gilman Street.
- Several water laterals within James Madison are tapped from the water main located within E. Gorham Street. These laterals serve the park structures, hydrants, and drinking fountains within the park.

Stormwater

- There are two large regional storm sewer collector box culverts located within James Madison Park. These box culverts are located approximately 80' northeast of the existing parking lot (southwest end of park). These box culverts run perpendicular through the park from E. Gorham Street into Lake Mendota, directly discharging water at this outfall from the surrounding 64-acre downtown watershed.
- There is an existing private storm sewer that collects stormwater from the Lincoln School building and surrounding paved surfaces, and discharges into Lake Mendota.
- An existing 10" dia. storm sewer collects stormwater run-off from the parking lot located on N. Blount Street and discharges it into Lake Mendota.
- An existing 12" dia. storm sewer runs northerly from the parking lot at Gates of Heaven to the adjacent large box culvert which discharges to Lake Mendota. This used to drain the previous parking lot configuration. The pipe still exists but the inlet has a sealed cover, since the parking lot was redesigned in 2009.
- There is one existing raingarden on site adjacent to the parking lot at Gates of Heaven, which collects stormwater run-off from the parking lot and overflows and discharges to Lake Mendota.

Master Plan

Much of the feedback received during the public engagement process focused on improving the look and function of the shelter and shoreline. Feedback also indicated a strong preference for maintaining the majority of active program elements on the western half of the park and retaining a quieter, more passive environment on the eastern side. As a result, the James Madison Park Master Plan (see Exhibit L) includes many of the same program elements and recreational facilities as the existing plan, with significant improvements to the shelter and shoreline. The majority of other updates to the master plan include relocating existing facilities to improve accessibility and multigenerational play, and to more effectively organize the active and passive spaces.

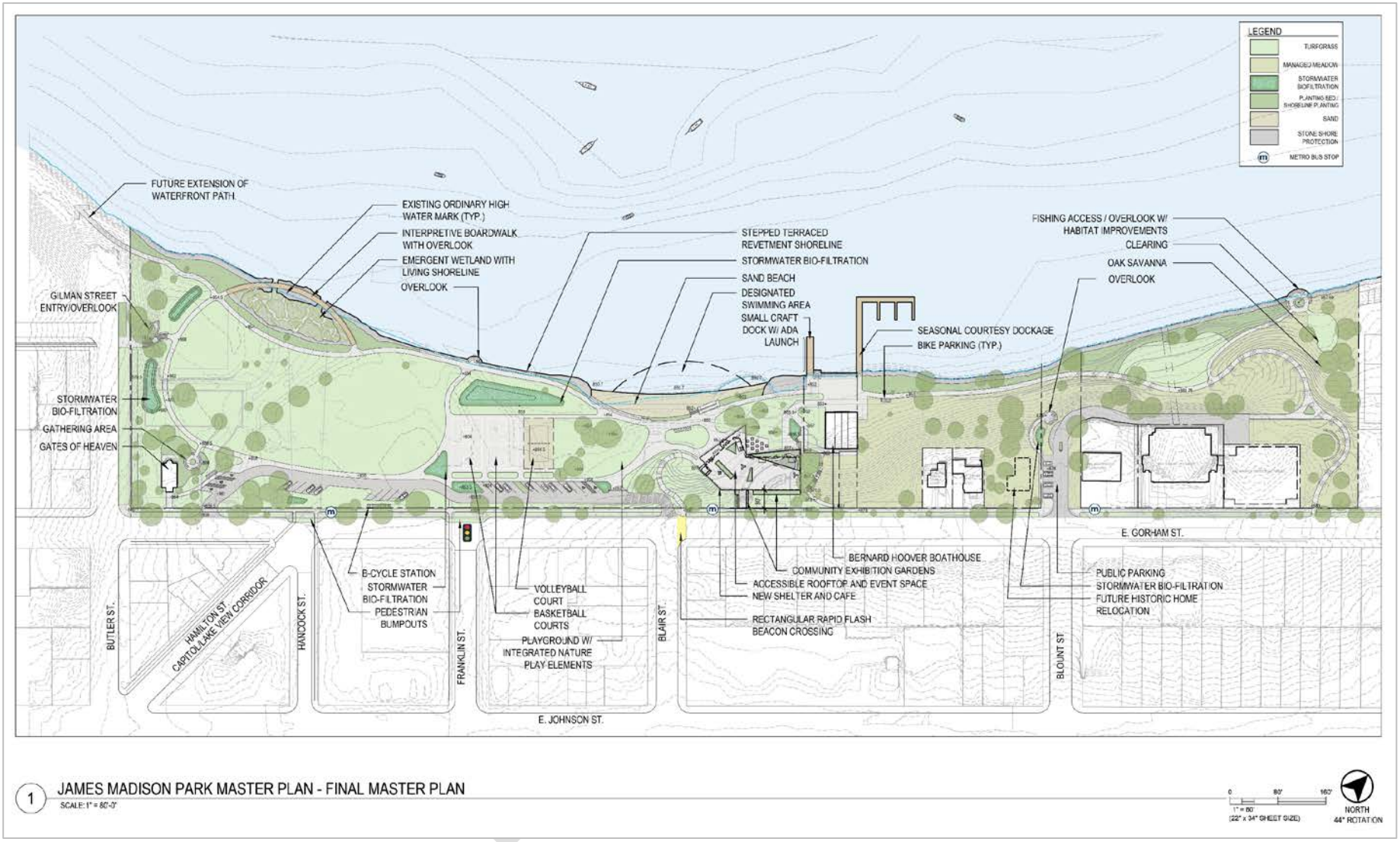
The park master plan expands the large open space on the western half of the park by relocating the double-loaded surface parking lot to the periphery of the park along E. Gorham Street. The park shelter is shown slightly west of the existing park shelter location and acts as a central hub, around which the expanded beach, playground, and relocated basketball and volleyball courts are organized. The relocated parking lot is now centrally located, able to serve the uses of both public buildings (Gates of Heaven and the park shelter), as well as the Bernard-Hoover Boathouse and the core of active recreation amenities.

The eastern half of the site, typically defined as east of the boathouse, retains a quieter, more natural character. In this area, the park master plan suggests only minimal improvements focused on ADA accessibility and lake access.

The most significant improvements made with the master plan include:

+ Full ADA accessibility to all public buildings, recreational amenities, parking and paths, including an accessible eastern entry from E. Gorham Street.
+ Environmental improvements through natural stormwater management features including the emergent wetland and bioinfiltration basins, as well as a new park shelter with sustainability features.
+ A significant increase in opportunities for the public to access and interact with the lake, including an interpretive boardwalk over an emergent wetland, terraced seating along the western shoreline with integrated access/overlook, an expanded beach, new docks, and a small fishing overlook/access on the east end.
+ A new park shelter.

Exhibit L: James Madison Park Master Plan (see Appendix A for an 11x17" version)



The following sections detail master plan recommendations for James Madison Park that respond to findings from the site analysis, community engagement process, and regulatory agency feedback. The primary design elements of the James Madison Park Master Plan include:

+ Recreation Amenities

- Larger contiguous green space on the west side (open space).
- Central activity zone that includes the basketball courts, volleyball court, and playground in proximity to the restrooms and expanded beach.
- New waterfront access points, including a wetland boardwalk, overlooks, terraced shoreline seating, seasonal docks and fishing access.

+ Structures

- Gates of Heaven: ADA accessible drop-off, three ADA parking stalls, accessible entry path, and outdoor seating area.
- New park shelter: A new park shelter that preserves views of Lake Mendota, provides ADA access, and provides opportunities for community gatherings and programming.
- Bernard-Hoover Boathouse: A stairway leading from the E. Gorham Street sidewalk to the area between the new park shelter and the boathouse
- Identification of a lot for a potential future historic home relocation.

+ Parking

- Reconfigured parking along the perimeter of the park, primarily in a single-loaded linear lot along E. Gorham Street, to improve traffic flow and visibility, and create more contiguous green space for the large open space area.

+ Environment

- Removal of the existing sea wall to create a naturalized shoreline and increased opportunities to interact with the water.
- Stormwater improvements to increase infiltration and treatment, including an emergent wetland with integrated educational opportunities.

+ Circulation

- A fully ADA accessible 8' wide waterfront path with curb cuts to facilitate bicycle access directly from the E. Gorham Street bike lane .
- Proposed pedestrian bump-outs at the intersections of Franklin Street and E. Gorham Street, and at the intersection of Hancock/ Hamilton Street and E. Gorham Street to reduce pedestrian crossing distances.
- Proposed rectangular rapid flashing beacon pedestrian signal crossing at the intersection of Blair Street and E. Gorham Street.

+ Views

- Overlook on the west end of the park at the Gilman Street entry.
- Overlook along the interpretive boardwalk.
- Overlook aligned with the Hamilton Street Corridor and integrated into the stepped terraced revetment shoreline.
- Overlook adjacent to the Blount Street parking lot.
- Overlook integrated with the fishing access point at the northeastern corner of the site.

+ ADA Accessibility

- Full ADA accessibility of all new facilities, including all pathways, overlooks, and the new shelter.

RECREATION FACILITIES

The park master plan improves opportunities for both land-based and water-based recreation activities as identified below.

Land-Based Recreation

+ Open Space for Active/Passive Recreation (west side)

Throughout the engagement process, the existing large open space at James Madison Park was identified as one of the most valued assets of the park. The master plan slightly enlarges this contiguous open space by shifting the basketball courts from the west end to the central activity space, and reconfiguring the parking to a linear lot along E. Gorham Street.

+ Active Recreation Hub (central)

The new central activity area facilitates multigenerational play and interaction by improving the adjacencies of the beach, playground, volleyball and two basketball courts. It also improves access to the public restrooms and parking area, which serves this active recreation hub as well as both public buildings. The central activity hub also helps to preserve the character of the primarily passive zones to the east and west.

+ Open Space and Managed Meadow (east side)

The large open space that spans from the east end of the park to the Bernard-Hoover Boathouse is preserved and enhanced with an ADA accessible path and small fishing access/overlook. It was frequently suggested during the public engagement process that this space offers an opportunity for quiet relaxation and contemplation and needs to be better connected to the rest of the park.

Water-Based Recreation

The following improvements and additions are recommended based on public input expressed for improved shoreline and increased lake access. Expanding the beach, improving water quality and improving safety along the sea wall were among the top desires expressed across a range of public user groups.

+ Docks

The master plan expands access to water-based recreation opportunities by incorporating two new docks. One dock is located to the immediate west of the Bernard-Hoover Boathouse and includes an ADA accessible launch. The other dock is located to the immediate east of the Bernard-Hoover Boathouse and provides courtesy docks for Mendota Rowing Club sculls as well as for rentals at the park, which can operate out of the new shelter.

+ Beach and Designated Clean Water Swimming Area

The master plan increases the size of the existing beach area and proposes vegetated riprap to protect the adjacent shoreline. The master plan also includes a designated swimming area. Throughout the public engagement process there was strong desire for clean beach technology to improve the water quality at the beach.

+ Fishing Access/Overlook

This plan proposes a fishing access/overlook located on the eastern side of the park. Engineered tree falls and other habitat improvements constructed with the fishing access/overlook should be considered with implementation to improve fish habitat.

STRUCTURES

Out of the seven structures located in James Madison Park, this plan primarily addresses improvements to the entrances of Gates of Heaven, Bernard-Hoover Boathouse and the construction of a new park shelter.

Gates of Heaven

The master plan provides a new gathering area behind Gates of Heaven, which will serve as a dedicated outdoor seating and gathering space for events. Other new amenities include ADA parking stalls adjacent to the building, a designated drop off area, and an ADA accessible path connecting the entrance to the parking lot. The use of Gates of Heaven is anticipated to remain the same; the public polling location for the neighborhood will move to the new park shelter.

New Park Shelter

The public engagement process revealed a strong desire to improve the aesthetics and amenities of the existing park shelter, making this the top area of comment based on over 1,000 comments collected throughout the process. The majority of comments related to the shelter indicated that it is perceived as unwelcoming, unappealing, and insufficiently sized and programmed to meet today's community needs. As a result, there was a strong desire to significantly renovate or replace the existing building. As discussed under Existing Conditions, the existing park shelter does not meet current zoning standards and has other renovation limitations. This plan proposes a new park shelter to provide the programmatic elements desired by the community.

The following program elements for the James Madison Park shelter were developed based on early public engagement during Phase I (online survey, Public Meetings #1 and #2, focus groups, comment cards and stakeholder group meetings). These elements informed the development of the three schematic shelter concepts presented at Public Meeting #3. These concepts were further refined into one shelter concept recommendation based on additional input from the public and city agencies.

- Large community room
- Café, concessions, or other food vendor
- Flex room to serve as an event room, bride's room, etc.
- Paddle sports vendor location
- Public polling location
- Storage/support
    - Life guard
    - Volunteer gardening
- Enhance views to Lake Mendota
- Retain views from E. Gorham Street
- Roof garden to increase usable outdoor space
- Universal accessibility (access for all)
- Improved toilet facilities
- Improved security
- Sustainable design elements

The public engagement process was critical to development of the new shelter concept. Public input identified an overwhelming desire to preserve views, improve adjacency to other park activities, maximize outdoor space, increase visibility/transparency and provide additional shelter amenities. Feedback from the Development Assistance Team, Landmarks Commission, Zoning, Parks Division and other city, county and state agencies informed the shelter design recommendations, including programming, placement, size, and massing.

This shelter concept is intended to be a schematic placeholder that will be developed further in future phases. As the design process continues, further accommodations to address security and views shall be considered. Concept images presented at Public Meeting #4 follow:

View looking west from E. Gorham Street over the roof garden.

View of east roof garden with covered structure to capture rainwater for gardens, and swings and hammocks to enjoy views of Lake Mendota.

Aerial view of shelter looking from E. Gorham Street toward Lake Mendota, showing elevator access to the lakeside, and active roof space with covered semi-active area and green roof to the east.

View east from E. Gorham Street showing elevator element, direct toilet access, café and lakeside community room.

Lakeside view showing views to the water from the café and community room, as well as direct access to the vendor space, storage and support space.

Bernard-Hoover Boathouse

Mendota Rowing Club uses the Bernard-Hoover Boathouse through an existing lease agreement. This building has boat storage on the ground floor, with maintenance, training, and office rooms located on the upper floor. The master plan does not identify any changes to the proposed structure, but suggests development of a new staircase from the sidewalk on E. Gorham Street to the boathouse to provide access to the ground level of the shelter and the boathouse.

Privately Owned Buildings

No changes are proposed for the leased properties on which the four privately-owned buildings are located. The vacant lot between the Anna and Cornelius Collins House and the small east side parking lot (Blount Street dead end) is identified as a location for a future historic home relocation. This opportunity was identified based on the increase in development projects in Madison that frequently desire to relocate historic single-family homes due to neighborhood input.

PARKING

Main Lot (26 stalls)

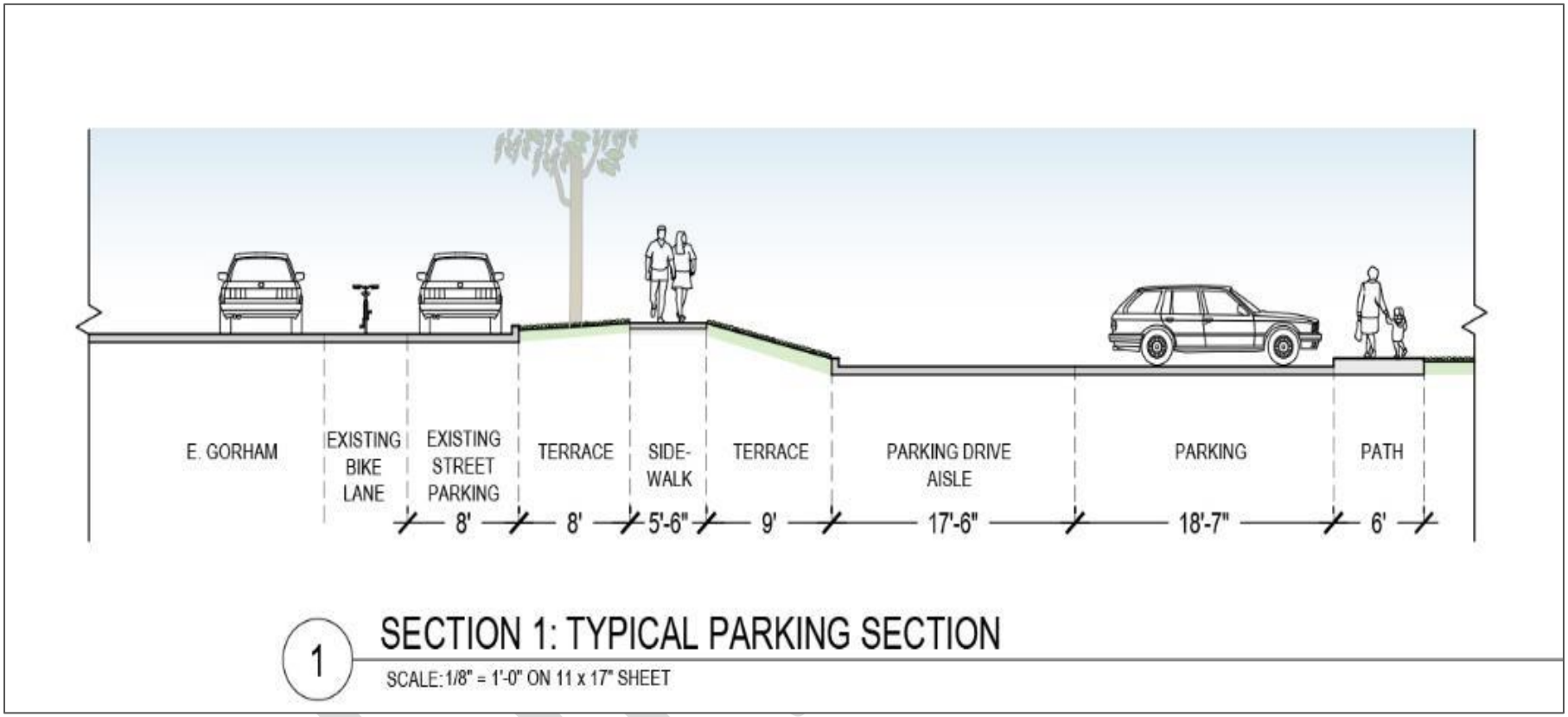
As discussed under "Existing Conditions," the existing 26-stall parking lot at James Madison Park lacks visibility and natural surveillance from the street, which is contrary to Crime Prevention through Environmental Design (CPTED) principles. The dead-end parking configuration leads to frequent congestion when the lot is full. The consolidation of parking at one end of the park means that the park shelter, Bernard-Hoover Boathouse, beach and playground are several hundred feet from the parking lot. The current configuration is contrary to best practices for park design, which seek to maximize usable recreation space within the park.

"Increase parking and/or improve parking configuration" ranked as priority #17 out of 38 topic areas identified through public feedback. This included 26 comments expressing a desire for additional parking at the park and/or more centrally located parking, particularly to improve parking near the shelter and playground. Based on these comments, in addition to public concerns related to safety, ADA accessibility, and the desire for less active recreation near Gates of Heaven, the master plan relocates the western parking lot and reconfigures it to a linear, single-loaded, angled, and centralized lot along E. Gorham Street. This plan retains the total number of existing stalls, and places the parking lot at a lower elevation than the sidewalk to maintain views into James Madison Park (see Exhibit M). This new configuration has several advantages, including:

+ More contiguous open space on the west side of the park.
+ Ability to equally serve both public event spaces (Gates of Heaven and the new park shelter), as well as other key amenities including the basketball courts, playground, and beach.
+ ADA parking stalls are now located near both public buildings and multiple recreation amenities.
+ Improved maneuverability for vehicles and pedestrians through the parking area.
+ Proximity to the boathouse, which is supported by the Mendota Rowing Club as a benefit for classes, events, and safer walks from the parking lot for early morning practices.
+ Improved visibility from the street to support natural surveillance.
+ A more appropriate context for Gates of Heaven that now includes lawn, landscaping, and an outdoor gathering space.
+ A design that is supported by Traffic Engineering and the Crime Prevention through Environmental Design (CPTED) Police Officer.

Conversations with City of Madison Traffic Engineering identified the potential to add ten new parallel parking stalls along Butler Street. This opportunity is not reflected in the master plan graphic.

Exhibit M: Typical Parking Section for the New Lot along E. Gorham Street



East Lot (8 stalls)

The master plan retains the existing eight-stall parking lot within the Blount Street right-of-way with minimal changes. The plan recommends improving signage to ensure that this lot is recognized and used by park goers. The plan includes a small lake overlook to the north of the parking lot, with an ADA accessible path leading from the parking to the overlook and seating area.

ENVIRONMENT

Vegetation

The master plan increases the amount of native plant habitat and wildlife habitat.

+ Shoreline Vegetation

The plan proposes a vegetated buffer between the stone shore protection and shoreline trail. These plants should be hardy natives to naturalize the shoreline.

+ Managed Meadow Expansion

The existing meadow between the Bernard-Hoover Boathouse and Lincoln School is expanded. Extending the meadow further east, beyond the trail, provides additional habitat in the eastern half of the park.

Tree Canopy

The master plan identifies sixteen trees that are in conflict with proposed elements in the park master plan. Of these trees, eleven are either in poor condition, are ash trees, or are invasive species. It is anticipated that this number will change with implementation, based on tree loss due to natural causes and changes to site grading and design as these become more detailed.

Several of the trees that may be removed are invasive species as identified by the Department of Natural Resources including Norway Maple and Amur Maple. Several of these trees are also ash trees which are currently adopted by the neighborhood and are being treated to protect against Emerald Ash Borer. This master plan recommends a strategy of successional planting, with appropriate species and locations based on viewsheds.

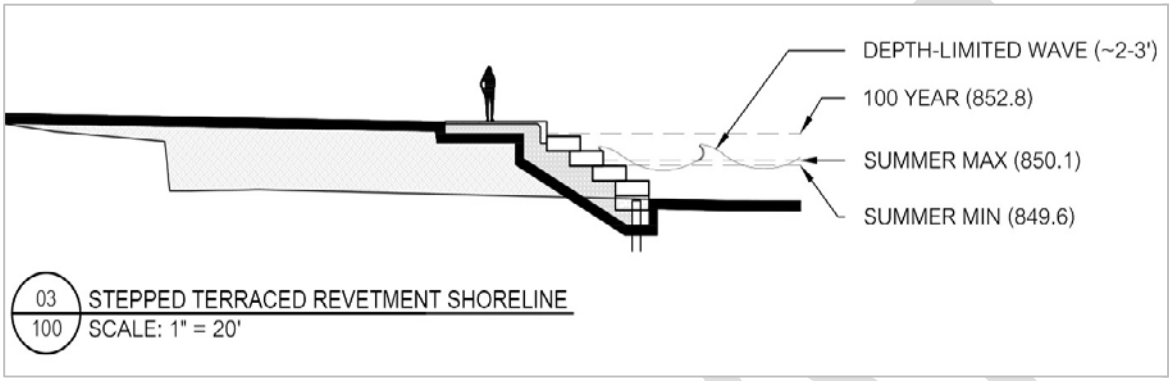
Shoreline

The Wisconsin DNR and U.S. Army Corp of Engineers have governing authority on shoreline designs in waters of the state and are required to comply with Section 30.12 of the Wisconsin State Statutes and Chapter NR 328-Subchapter I of the Wisconsin Administrative Code. Water-ward extensions of the shoreline have significant impacts on flood storage, habitat, and recreational use of state waters and are strongly discouraged. In most cases, shoreline extensions cannot be permitted under the current state statutes and administrative code. Due to the restrictive guidelines along waterways, this plan does not propose significant changes to the location of the shoreline.

Currently, a vertical concrete seawall and existing concrete path dominates the southwestern portion of the shoreline. This vertical interface limits access to the water. The concrete path adjacent to the seawall is frequently wet and icy from waves overtopping the seawall. This master plan replaces the seawall with three alternate forms of shoreline protection to improve public safety and enhance natural habitat:

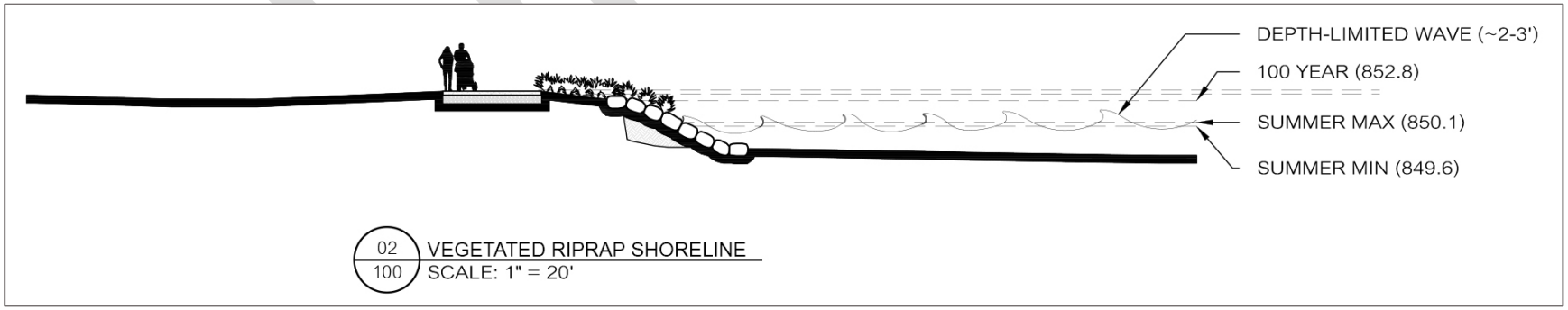
+ Stepped Terraced Revetment Shoreline

Terraced revetments are proposed along the shoreline adjacent to the emergent wetland and along the back of the beach. The stepped design of the revetment provides seating opportunities. In addition, the terraced revetment also provides users with a safe place to enter or exit the lake, as opposed to the current seawall.



+ Vegetated Riprap Shoreline

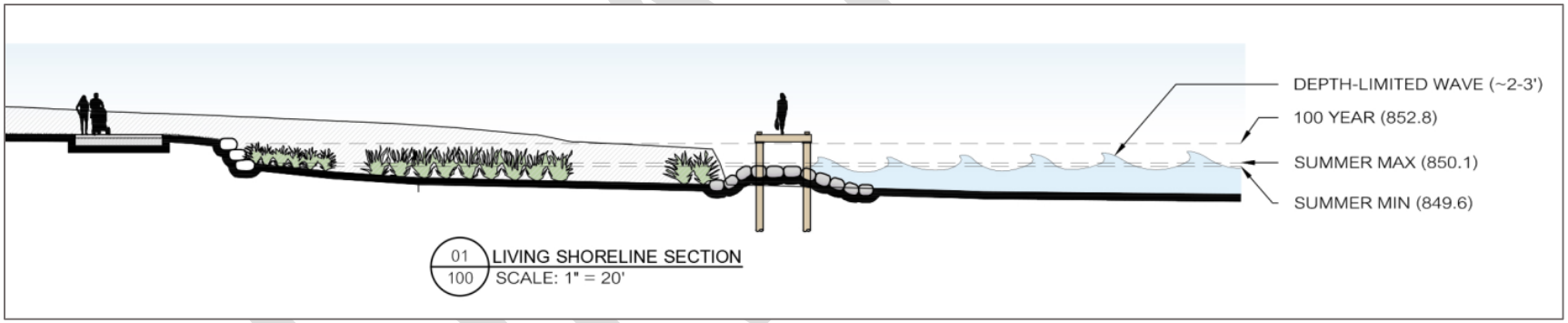
The plan includes several areas of vegetated riprap shoreline to replace the existing seawall. These areas include the western-most edge of the shoreline, the new emergent wetland, immediately east of the emergent wetland, and on both sides of the proposed beach. The vegetated riprap shoreline protects landside amenities while preventing erosion and flooding due to wave overtopping. A vegetated riprap shore not only protects the shoreline from the dynamic lake environment (i.e. waves, flooding and ice), but can also be designed to increase opportunities for nearshore aquatic habitat by incorporating ecological improvements such as integrated plantings, and/or submerged trees anchored along the stone toe. These improvements help improve the aesthetics of a traditional stone shore protection by softening and naturalizing the appearance of the stone.



+ Emergent Wetland / Living Shoreline

The emergent wetland along the southwestern shoreline of the park serves as a living shoreline and opportunity for a natural stormwater filtration exhibit. A desire for sustainable design and water quality improvements was strongly expressed during the public engagement process, and this feature was unanimously well received in all iterations of the master plan. Removing the existing seawall and replacing it with a living shoreline provides several benefits:

- The root system of the emergent wetland mitigates erosion.
- Plants provide habitat for wildlife and help filter sediment from the stormwater outfalls before reaching the lake.
- The natural aesthetic of the living shoreline is typically seen as a preferred solution when compared to the current concrete seawall.
- The exhibit creates an opportunity for educational and interactive activities.



Breaks within the revetment below the interpretive boardwalk allow for the flow and exchange of water between the emergent wetland and the lake, preventing stagnation and providing access to fish and other aquatic life

Stormwater Management and Drainage

This plan mitigates stormwater runoff in the following ways:

+ The master plan includes seven new stormwater bioinfiltration basins to mitigate the effects of the additional impervious surfaces. These basins collect runoff from impervious surface and lawn areas. These bioinfiltration basins treat stormwater runoff prior to entering the lake.

- The large emergent wetland at the northwest corner of the site provides opportunities to treat a portion of the runoff from the downtown watershed that outfalls into Lake Mendota. While not nearly large enough to treat the full watershed, it will contribute to better water quality in Lake Mendota and serve as an interpretive demonstration opportunity to discuss the issue of water quality and treatment strategy.
- The proposed park shelter incorporates vegetated green roof spaces.

Stormwater runoff can be further reduced by installing permeable surfaces for paved recreation facilities (e.g., basketball courts), multiuse paths, and play surfaces.

CIRCULATION

Park Access and Crossings

The public engagement process identified concerns regarding safe pedestrian access to and from James Madison Park. E. Gorham Street presents a barrier to safe and easy crossings, and raised concerns for parents bringing young children to play in the park. Of the three intersections along E. Gorham Street that lead into the park, the only signalized intersection with a pedestrian crossing light is at Franklin Street (closest to the shelter). The intersection of Hamilton/Hancock/Gorham was identified as particularly awkward, unsafe, and chaotic. This master plan includes enhancements to all three intersections to improve pedestrian crossings based on feedback from the public and City of Madison Traffic Engineering.

- ### Hamilton/Hancock/Gorham Street Intersection
  A proposed curb bump-out that extends the width of the parallel parking lane (nine feet beyond the existing curb), to provide a shorter pedestrian crossing distance.

- ### Franklin/Gorham Street Intersection
  A proposed curb bump-out that extends the width of the parallel parking lane (nine feet beyond the existing curb), to provide a shorter pedestrian crossing distance. Providing a bump-out at an intersection already equipped with a traffic light makes this a safe area for crossing.

- ### Blair/Gorham Street Intersection
  A proposed rectangular rapid flashing beacon (RRFB) for the eastern crosswalk at this intersection. This crossing is the most direct route to get to the shelter, so it is sensible to provide a safe crossing for pedestrians.

Waterfront Path

The proposed waterfront path meets ADA requirements and maintains its 8' width to accommodate pedestrians, cyclists, service vehicles, and the Mendota Rowing Club boat trailer. The path provides scenic views and access to all major amenities on site. Pervious pavement can further reduce runoff to Lake Mendota.

VIEWS

Scenic Overlooks

The master plan utilizes existing site topography to enhance views throughout James Madison Park. The master plan includes five overlooks:

- A western overlook at the end of Gilman Street provides an elevated, panoramic view of the park, Lake Mendota, and the surrounding neighborhood. Combined with an access stairway, this location provides a more defined entry to the west end of the park.
- An overlook integrated with the interpretive boardwalk provides views of the emergent wetland and the lake.
- An elevated overlook at the end of Blount Street provides a seating area that is connected by an accessible pathway from the parking area.
- An overlook integrated into the western shoreline path aligns with the North Hamilton Street corridor, providing a clear view back to the State Capitol from the shoreline, as well as a point of interest for those looking down to the lake from the Capitol.
- An overlook integrated with the fishing access point at the northeastern corner of the site is connected by a small path to the primary multiuse path, and makes the eastern portion of the park more identifiable as public park space.

The new park shelter also offers new view opportunities from all sides of the programmable rooftop.

ADA ACCESSIBILITY | "BEYOND ADA COMPLIANCE"

The landscape, shoreline and shelter improvements included in this master plan meet or exceed the 2010 ADA Standards for Accessible Design. As part of the master planning process, numerous professionals and members of the public were consulted regarding additional opportunities to go beyond ADA compliance as further design and implementation occurs. Those who provided valuable input to develop the following recommendations include:

- Jason Beloungy, Executive Director of Access to Independence, an independent living center in Madison that provides resources, services, and advocacy for people with any type of disability, and of any age. Jason was a member of the consultant team and provided guidance to the landscape architects and architect at multiple points throughout the master planning process.
- Nick Zouski, Accessibility Coordinator for the Wisconsin Department of Natural Resources. Additional information can be provided by the WI DNR accessibility coordinator including design and equipment recommendations, and other guidance based on projects that have been implemented by the DNR.
- A six-member focus group on ADA accessibility at James Madison Park that was organized in partnership with Access to Independence. This group included individuals with sensory and motor impairments, as well as staff from Access to Independence and the Wisconsin Council for the Blind and Visually Impaired. A summary report of the engagement process, including full notes from this focus group, may be found here: https://www.cityofmadison.com/parks/projects/james-madison-park-master-plan.

The following are plan-wide recommendations to exceed ADA compliance:

+ Avoid "exceptionalism" by integrating ADA accessibility seamlessly throughout the park. Exceptionalism is present when ADA accessible amenities are significantly different or separated from other amenities. For example, providing one or two ADA-accessible picnic tables rather than making all park tables ADA accessible, or designing access, viewing, and seating areas such that a person with a disability would have to be separated from companions without disabilities in order to use the amenity.

+ Ensure that all railing heights associated with seating areas and overlooks are designed to avoid blocking the view of a person in a wheelchair.

+ Ensure that shoreline access improvements (e.g., steps, seating, overlooks, etc.) are universally accessible and provide a consistent experience for all park users. All users should be able to enjoy the same level of access and same quality of experience regardless of ability.

The following are additional amenity-specific recommendations to consider during implementation.

+ Shoreline and Beach

- Fully integrate opportunities for wheelchairs to pull close to the shoreline and enjoy the views and terraced seating.
- Provide opportunities for wheelchairs to access the beach and water with features such as a cord walk or portable Mobi-mat. A cord-walk is also recommended to provide access to the sandbox area.
- Provide an ADA accessible fishing access. Fishing is a low-impact form of recreation that everyone can enjoy.
- Provide an accessible small craft launch. Adaptive kayaking is an increasingly popular form of recreation at state parks.
    - Different transfer methods work best for different people, so it is best to make the space broadly accessible and allow users to determine their own method of transfer. Consider whether users will be able to transfer with their eyes closed.
    - Good design precedents that accommodate people with both visual and motor impairments include the launches at Wingra Boats and the Yahara River.

+ Gates of Heaven

- Provide space for wheelchairs throughout the plaza seating arrangement.

+ Western Lake Overlook

- Provide equal opportunities for wheelchairs to be directly next to the water.

+ Parking Lot

- Place standard accessible stalls closest to the curb ramps so that users who are more limited in mobility than those using motorized wheelchair (and parking in van accessible stalls) are closest to entryways.

+ Shelter

- Provide a platform lift along one of the exterior staircases leading from the sidewalk to the park.
- Design outdoor seating areas to consider the appropriate seating and table height, width, and type for universal accessibility.

+ Playground

- Make the new playground fully accessible. Provide a permeable rubber matting surface.

+ Outdoor Showers

- Ensure that all mechanical aspects are fully accessible, with push buttons or automated mechanisms.

+ Community Gardens

- Provide accessible raised beds.

+ Sunset Overlook at Blount

- Provide seating spaces for wheelchairs.

+ Gilman Street Entryway

- Provide an all-weather platform lift integrated with the staircase.

UTILITIES

Sanitary

- The park master plan proposes a new sanitary lateral to the new shelter.

Electrical, Gas, and Telecommunication

- The park master plan proposes installation of new electrical service to accommodate the proposed park shelter.

Water

- This plan recommends a new minimum 4" dia. water service be installed to service the park shelter. This 4" dia. service will allow construction of a hydrant/fire access structure that could serve the Bernard-Hoover Boathouse, which currently has no sprinklers.

Stormwater

- This plan proposes eight bioinfiltration basins throughout the park to treat runoff from impervious surfaces and lawn areas. These bioinfiltration basins are planted with native plants, tolerant of fluctuating water levels.
- The plan proposes an emergent wetland at the northwest corner of the site to treat runoff from the park. There may also be opportunities to redirect a portion of the stormwater to this wetland from the two regional storm sewers that outfall into Lake Mendota at James Madison Park.

ADDITIONAL AMENITIES

Lighting

Additional park lighting was requested throughout the public engagement process. Any proposed lighting at James Madison Park shall address safety and security as well as light pollution concerns. Any proposed lighting shall meet the City of Madison requirements for lighting. Considerations for future site-specific

lighting will need to take into consideration official park hours, adjacent neighborhood and street lighting, and light reflection from Lake Mendota. Exact locations will not be determined as a part of the master plan.

Public Art

Public art is an important part of placemaking and the design of high-quality public spaces. A desire to integrate public art into James Madison Park was mentioned in 26 comments during the public engagement process, ranking this priority as #16 out of 38 topic areas. Suggestions ranged from installing sculptures, to providing a dedicated graffiti space, to installing light displays for viewing at night and/or in the winter. Many comments focused on integrating public art with the park shelter to make it more welcoming and interesting. Members of the YWCA focus group suggested that public art that reflects diverse community participation is especially appealing.

The master plan does not identify specific locations for public art, as these will be best identified in collaboration with the Madison Arts Commission, the community, and the artists themselves.

Supporting Planning Documents

Several existing planning documents support the recommendations of this master plan, including the following recommendations:

+ Dane County 2018-2023 Parks and Open Space Plan

Vision Statement
Connect people to the land, water, and cultural resources of Dane County.

Goal 5: Protect lakes, rivers and streams, including shorelines, wetlands, high infiltration areas, and associated vegetative buffers to maintain high water quality, manage water quantity, and sustain water-related recreation throughout Dane County.

Goal 6: Provide an inclusive parks system for all Dane County residents, regardless of age, race, gender or gender identity, national origin, ethnicity, culture, religion, sexual orientation, political affiliation, place of residence, veteran status, physical ability, cognitive capacity, or family, marital, or economic status.

+ City of Madison 2018-2023 Parks and Open Space Plan

Vision Statement
Everyone shall have access to an ideal system of parks, natural resources, and recreational opportunities that enhance the quality of life for residents and visitors.

Recommended Strategies
Improve Public Access to Lakes.

- Connect the community to water by designing areas for increased water access on public lands, including access for low-income populations
- Provide opportunities for water recreation.
- Support efforts to improve water quality in Madison's lakes and waterways.

Design Park Facilities to Accommodate Diverse Activities and Populations.

- Provide flexible spaces that can respond to changing recreational trends.
- Incorporate spaces and facilities appropriate for different cultures, age groups, and abilities.
- Provide sufficient fields and courts to accommodate tournaments and other multiple field or court competitions.

Protect and Enhance Natural and Cultural Resources.

- Develop native plant habitats and ecosystems within parks, increasing biodiversity.
- Continue to recognize, preserve and enhance historic parks.
- Preserve landmark vistas from public access areas.

Create Equitable Access and Funding for Parks.

- Remove barriers to engagement.
- Identify and develop parkland and amenities that create inclusive park experiences.
- Incorporate public engagement methods and partnerships during the park planning process to help ensure all members of the Madison community are represented.
- Preserve landmark vistas from public access areas.

Improve the Park System's Capacity to Withstand Future Environmental Changes.

- Improve the Parks Division's capacity to analyze and plan for the impacts of climate change and other environmental pressures.
- Ensure best management practices for stormwater runoff and infiltration to reduce impacts of increasing storm severity.
- Ensure park design and amenities are flexible to accommodate dynamic climate patterns.
- Design and support opportunities for winter activities that are less impacted by climate change.

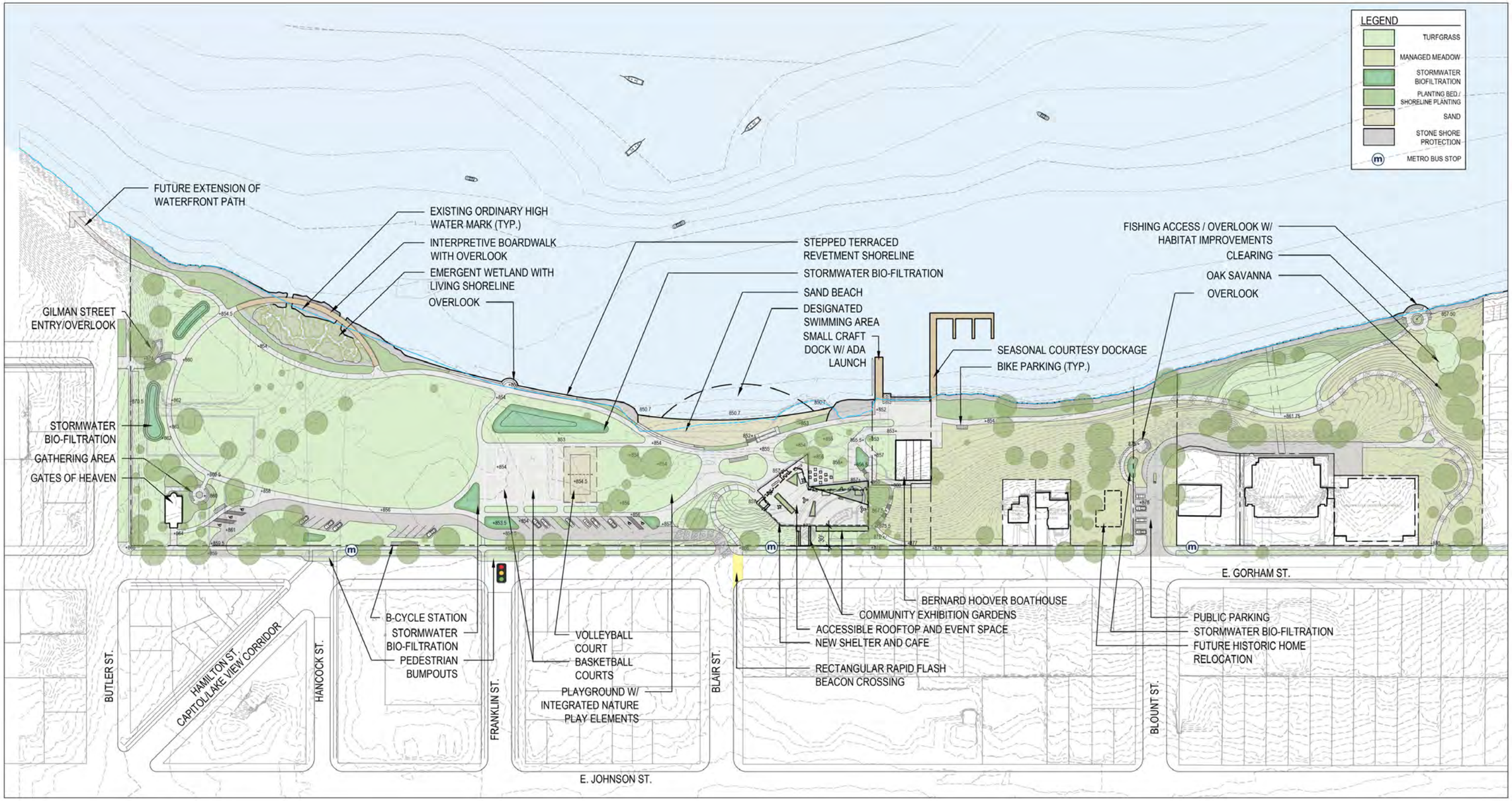
+ Tenney-Lapham Neighborhood Plan, 2008

Topic Area #5: Parks and Open Space

Vision Statement: Protect and improve the recreational opportunities, historical significance, and environmental integrity of the parks, park facilities, and green spaces in the neighborhood for all neighbors and parks users.

1. Goal 1: Reassess and revise park master plans in cooperation with the Parks Division and neighborhood residents.
2. Goal 2: Preserve the historic character of the landscape and structures in the neighborhood parks.
    i. Action step 5: Remove the concrete stacks on the James Madison bathhouse to improve the view of the park. Maintain vegetation on top of the bathhouse.
3. Goal 3: Provide for a balance of passive and active recreational activities in all neighborhood parks (including the Yahara River Parkway).
4. Goal 5: Ensure safety in the parks.

Appendix A:
James Madison Park Master Plan



1 JAMES MADISON PARK MASTER PLAN - FINAL MASTER PLAN

SCALE: 1" = 80'-0"

0 80' 160'

1" = 80'

(22" x 34" SHEET SIZE)

NORTH

44° ROTATION

saiki DESIGN PEOPLE | LAND | PLACE

Baird. Innovation Engineered.

Burse Surveying and Engineering Inc.

DESTREE architecture & design

UrbanAssets

play MADISON PARKS

Appendix B:
Racial Equity and Social Justice (RESJ) Tool - James Madison Park Master Plan

Racial Equity and Social Justice Initiative

RESJ Tool: Comprehensive Version

INSTRUCTIONS

Use this tool as early as possible in the development of City policies, plans, programs and budgets.

For issues on a short timeline or with a narrow impact, you may use the RESJ Tool – Fast Track Version.

This analysis should be completed by people with different racial and socioeconomic perspectives. When possible, involve those directly impacted by the issue. Include and document multiple voices in this process.

The order of questions may be re-arranged to suit your situation.

Mission of the Racial Equity and Social Justice (RESJ) Initiative: To establish racial equity and social justice as core principles in all decisions, policies and functions of the City of Madison.

Equity is just and fair inclusion into a society in which all, including all racial and ethnic groups, can participate, prosper, and reach their full potential. Equity gives all people a just and fair shot in life despite historic patterns of racial and economic exclusion (*www.policylink.org*).

The persistence of deep racial and social inequities and divisions across society is evidence of bias at the individual, institutional and structural levels. These types of bias often work to the benefit of White people and to the detriment of people of color, usually unintentionally or inadvertently.

Purpose of this Tool: To facilitate conscious consideration of equity and examine how communities of color and low-income populations will be affected by a proposed action/decision of the City.

The *"What, Who, Why, and How"* questions of this tool are designed to lead to strategies to prevent or mitigate adverse impacts and unintended consequences on marginalized populations.

BEGIN ANALYSIS

Title of policy, plan or proposal:

James Madison Park Master Plan and Shelter Design Request for Proposals

Main contact name(s) and contact information for this analysis:

Toriana Pettaway (Lead) - tpettaway@cityofmadison.com
Nancy Saiz (Co-facilitator) - nsaiz@cityofmadison.com

Names and affiliations of others participating in the analysis:

Sarah Lerner, Landscape Architect, Parks Division
Patty Prime, President, Tenney Lapham Neighborhood Association
Kay Rutledge, Assistant Parks Superintendent of Planning, Development and Finance, Parks Division
Janet Schmidt, Planning and Development Manager, Parks Division

1. WHAT

a. What is the policy, plan or proposal being analyzed, and what does it seek to accomplish?

To develop a Request for Proposal that identifies and includes strategies and/or responsibilities that the consultant shall employ as part of a comprehensive engagement strategy for the James Madison Park Master Plan and Shelter Design Request for Proposals.

b. What factors (including existing policies and structures) associated with this issue might be affecting communities of color and/or low-income populations differently?

Master plan engagement strategies with limited avenues for dialogue may disproportionately affect communities of color and/or low-income populations.

c. What do available data tell you about this issue? (See page 5 for guidance on data resources.)

Demographic data obtained from the Park and Open Space Plan Community Visioning Sessions and the Imagine Madison Community Meetings suggests that the majority of participants who attend evening community meetings are disproportionately attended by people who identify as white. See attached data.

d. What data are unavailable or missing?

We do not know what populations/demographics may be disproportionately unrepresented in the master plan engagement process for this neighborhood. We do not know if there are populations/demographics that have been historically neglected from the planning process for this park.

e. Which focus area(s) will the policy, plan or proposal primarily impact?
Please add any comments regarding the specific impacts on each area:

- ☒ Community/Civic Engagement
- ☐ Criminal Justice
- ☒ Early Childhood
- ☐ Economic Development
- ☐ Education
- ☐ Employment
- ☒ Environment
- ☐ Food Access & Affordability
- ☒ Government Practices
- ☒ Health
- ☐ Housing
- ☒ Planning & Development
- ☒ Service Equity
- ☐ Transportation
- ☒ Other (please describe)

Comments:

Public Safety, Crime & Perception of Crime

2. WHO

a. Who (individuals or groups) could be impacted by the issues related to this policy, plan or proposal? Who would benefit?

People who are impacted by the master plan engagement strategy in the Request for Proposal include all park users. For this project all park users are identified as residents who live in the neighborhood, residents who live outside the neighborhood, visitors to the city, and transient populations.

People who historically are involved in engaging in a park master plan (and thus typically benefit) are those who are vocal, know how to navigate the system to provide input to the city, those who are actively involved in the community, and who have time and ability to provide input.

The purpose of this process is to identify methods of engagement that benefit a broad section of the population, reflective of the needs of neighborhood and community, and inclusive to the needs of vulnerable populations.

Who would be burdened?

Historically, people who have been burdened by limited master plan engagement strategies are those who may not have the time to attend evening meetings and provide input, who may not know the meetings are occurring, may not have access to a computer or Wi-Fi to email city staff or answer online surveys, and may not speak English as their primary language.

People who may also be burdened are those who are perceived to be undesirable at the park. For instance, there may be vocal members of the community who specifically do not want a type of activity because of the demographic that they fear it brings, in that case the excluded demographic would be burdened by the deciding, louder group of people making decisions to purposefully exclude one type of demographic from the park.

Are there potential disproportionate impacts on communities of color or low-income communities?

Yes

b. Have stakeholders from different racial/ethnic and socioeconomic groups—especially those most affected—been informed, involved and represented in the development of this proposal or plan? Who is missing and how can they be engaged? (See page 6 for guidance on community engagement.)

Stakeholders involved in the development of the engagement strategy for the Request for Proposal include professional consultants or consulting firms that are aware of the project through the City's online vending distribution network (DemandStar and VendorNet) and meet the City of Madison requirements for bidding on proposals. The City's typically process does not emphasize RFP advertisement to representatives of communities of color.

c. What input have you received from those who would be impacted and how did you gather this information? Specify sources of comments and other input.

Because this RFP process has just begun, input has not yet been included. Reaction from the public on past park projects have suggested that a more equitable approach is needed in the park planning process. The purpose of this review is to ensure that an inclusive equitable approach is identified in the beginning stages of planning.

3. WHY

a. What are the root causes or factors creating any racial or social inequities associated with this issue? (Examples: Bias in process; Lack of access or barriers; Lack of inclusive engagement)

Some of the root causes creating racial and social inequities in the engagement strategy of a master planning process include the following

1. Bias in Process: If engagement is limited to public meetings, people must have time and interest to attend evening meetings and people would have to know about the meetings which may be limited to those who are members of the neighborhood association, have access to email, follow city news, etc. If engagement is limited to online surveys, emails, social media, etc. people would need access to online service to provide input, additionally people who need to be on a neighborhood list serve, or active with city's web presence to be informed of process. If an issue becomes contentious, or needs further clarification, updates are typically distributed online which requires people to have access and time to stay informed.
2. Lack of Access or Barriers: If engagement is limited to public meetings people must have access to transportation to attend public input meetings, or use public transportation. If engagement is limited to email and online comments people may need to have easy access to online technologies to send comments to staff.
3. Cultural Barriers: People may not feel:
    a. they have a say in the project;
    b. welcomed;
    c. that their opinions would have any impact;
    d. comfortable talking to or attending meetings with city government;
    e. comfortable talking or attending meetings with people do not share their same culture or race;
    f. that the governments follows up on their input or ideas;
    g. they can speak up against a demographic majority;
4. Lack of English speaking or writing skills may limit their engagement in the planning process.

b. What are potential unintended consequences? What benefits or burdens may result? (Specifically consider social, economic, health and environmental impacts.)

Public Health Unintended Consequences
Park master planning processes that unintentionally exclude specific demographics, may disproportionally limit physical activity opportunities in parks. The following list includes, but is not inclusive of all the measureable benefits of physical activity associated with park use.

- Obesity and Type II Diabetes: Physical activity can reduce obesity and potential for development of Type II Diabetes - 2010 CDC report identified obesity prevalence greater than 20% for all states, with African Americans experiencing the highest rates of obesity at 44.1%, followed by Hispanics at 37.9% and Caucasians at 32.6%.

- Alzheimer's and Dementia: Literature suggests a correlation between physical activity and cognitive impairment and reduced dementia risk.

- Depression and Well-being: Research and literature suggests correlation between interacting with nature, reduced depression, and improved mental health.

- ADD/ADHD: Research suggests that natural outdoor settings reduce symptoms of Attention-Deficit/Hyperactivity Disorder in children.

Social Unintended Consequences
Park master planning processes that unintentionally exclude specific demographics, may disproportionally limit social opportunities in parks. Including the following:

- May disproportionately limit opportunities for family or social gathering of excluded demographic, while disproportionately favoring opportunities for family or social gathering of demographic that was involved in master planning process.

- May disproportionately limit sense of belonging within community, while disproportionately empowering sense of community specific to demographic that was involved in master planning process.

Sources
Center for Disease Control and Prevention. 2011. U.S Obesity Trends. Retrieved January 18, 2011 http://www.cdc.gov/obesity/data/trends.html

"A Potential Natural Treatment of Attention-Deficit/Hyperactivity Disorder: Evidence from a National Study," American Journal of Public Health, 2004.

"Interacting with Nature Improves Cognition and Affect for Individuals with Depression," Journal of Affective Disorders, 2012.

"Exercise for the Treatment of Depression and Anxiety," International Journal for Psychiatry in Medicine, 2011.

"Cognitive Benefits of Interacting with Nature," Psychological Science, 2008

"Contributions of Public Parks to Physical Health," American Journal of Public Health, 2007

"Exercise and Type 2 Diabetes," Diabetes Care, 2010.

"Epidemiological Evidence for the Role of Physical Activity in Reducing Risk of Type 2 Diabetes and Cardiovascular Disease," Journal of Applied Physiology, 2005.

c. What identified community needs are being met or ignored in this issue or decision?

Community needs that are being met with this master plan engagement strategy include ensuring that the voices of all demographics of park users are equitably included in the master planning process.

4. WHERE

a. Are there impacts on geographic areas? (Select all that apply.)

- ☒ All Madison neighborhoods
- ☐ Allied Drive
- ☐ Balsam/Russet
- ☐ Brentwood/Northport Corridor
- ☐ Darbo/Worthington
- ☐ Hammersley/Theresa
- ☐ Leopold/Arbor Hills
- ☐ Owl Creek
- ☐ Park Edge/Park Ridge
- ☐ Southside
- ☐ East Madison (general)
- ☐ North Madison (general)
- ☐ West Madison (general)
- ☒ Downtown/Campus
- ☒ Dane County (outside Madison)
- ☒ Outside Dane County

Comments:

5. HOW: RECOMMENDATIONS SECTION

a. Describe recommended strategies to address adverse impacts, prevent unintended negative consequences and advance racial equity (program, policy, partnership and/or budget/fiscal strategies):

Strategies to prevent unintended negative consequences and advance racial equity include the following:

1. Identify resources, partners, and community groups to help distribute and promote information regarding the master planning process and promoting dialogue between the city and these organizations and the people they serve (i.e. schools, assisted housing units, community resources, etc.)
2. Reach out to organizations that may not be vocal about desires, but actively use park (data available in RecTrack).
3. Ensure that translators are available at public meetings and that posters advertising events are available in other languages.
4. Provide materials in advance for various groups to review prior to meetings.
5. Advocate in the Request for Proposal for a racially diverse group of consultants who would be involved in the master plan engagement process.

b. Is the proposal or plan: (this process assumes that the “proposal or plan” are referring to the strategies identified in 5.a.

- ☒ Realistic?
- ☒ Adequately funded?
- ☒ Adequately resourced with personnel?
- ☐ Adequately resourced with mechanisms (policy, systems) to ensure successful implementation and enforcement?
- ☒ Adequately resourced with provisions to ensure ongoing data collection, public reporting, stakeholder participation and public accountability?

If you answered “no” to any of the above, what resources or actions are needed?

At this point, a determination cannot be made if the engagement strategies are adequately resourced to ensure successful implementation. This determination will be part of the Request for Proposal review process.

c. Who is accountable for this decision?

The RFP Review Committee

d. How will impacts be documented and evaluated? What are the success indicators and progress benchmarks?

Impacts regarding the success of the engagement strategies will include:

- Tracking demographic data of people engaged in process.
- Benchmarking engagement process with community throughout the Master Planning
- Following up at the end of the engagement process with an engagement “report card”

e. How will those impacted by this issue be informed of progress and impacts over time?

Upon completion of the Master Plan, and adoption by council follow up with the group that was involved in the Master Planning process prior to final design and construction of the facility.

DATA RESOURCES FOR RACIAL EQUITY AND SOCIAL JUSTICE IMPACT ANALYSIS

City of Madison

- Neighborhood Indicators (UW Applied Population Lab and City of Madison):
  http://madison.apl.wisc.edu
- Open Data Portal (City of Madison):
  https://data.cityofmadison.com
- Madison Measures (City of Madison):
  www.cityofmadison.com/finance/documents/madisonmeasures-2013.pdf
- Census reporter (US Census Bureau):
  http://censusreporter.org/profiles/06000US5502548000-madison-city-dane-county-wi

Dane County

- Geography of Opportunity: A Fair Housing Equity Assessment for Wisconsin's Capital Region (Capital Area Regional Planning Commission):
  www.capitalarearpc.org
- Race to Equity report (Wisconsin Council on Children and Families):
  http://racetoequity.net
- Healthy Dane (Public Health Madison & Dane County and area healthcare organizations):
  www.healthydane.org
- Dane Demographics Brief (UW Applied Population Lab and UW-Extension):
  www.apl.wisc.edu/publications/Dane_County_Demographics_Brief_2014.pdf

State of Wisconsin

- Wisconsin Quickfacts (US Census):
  http://quickfacts.census.gov/qfd/states/55000.html
- Demographics Services Center (WI Dept of Administration):
  www.doa.state.wi.us/section_detail.asp?linkcatid=11&linkid=64&locid=9
- Applied Population Laboratory (UW-Madison):
  www.apl.wisc.edu/data.php

Federal

- American FactFinder (US Census):
  http://factfinder.census.gov/faces/nav/jsf/pages/index.xhtml
- 2010 Census Gateway (US Census):
  www.census.gov/2010census

CITY OF MADISON RACIAL EQUITY AND SOCIAL JUSTICE COMMUNITY ENGAGEMENT CONTINUUM

Adapted from *Community Engagement Guide: A tool to advance Equity & Social Justice in King County*

The continuum provides details, characteristics and strategies for five levels of community engagement. The continuum shows a range of actions from county-led information sharing that tends to be shorter-term to longer-term community-led activities. The continuum can be used for both simple and complex efforts. As a project develops, the level of community engagement may need to change to meet changing needs and objectives.

The level of engagement will depend on various factors, including program goals, time constraints, level of program and community readiness, and capacity and resources. There is no one right level of engagement, but considering the range of engagement and its implications on your work is a key step in promoting community participation and building community trust. Regardless of the level of engagement, the role of both the City of Madison and community partners as part of the engagement process should always be clearly defined.

Levels of Engagement				
City Informs City of Madison initiates an effort, coordinates with departments and uses a variety of channels to inform community to take action	**City Consults** City of Madison gathers information from the community to inform city-led projects	**City engages in dialogue** City of Madison engages community members to shape city priorities and plans	**City and community** work together Community and City of Madison share in decision-making to co-create solutions together	**Community** directs action Community initiates and directs strategy and action with participation and technical assistance from the City of Madison
Characteristics of Engagement				
• Primarily one-way channel of communication • One interaction • Term-limited to event • Addresses immediate need of City and community	• Primarily one-way channel of communication • One to multiple interactions • Short to medium-term • Shapes and informs city projects	• Two-way channel of communication • Multiple interactions • Medium to long-term • Advancement of solutions to complex problems	• Two-way channel of communication • Multiple interactions • Medium to long-term • Advancement of solutions to complex problems	• Two-way channel of communication • Multiple interactions • Medium to long-term • Advancement of solutions to complex problems
Strategies				
Media releases, brochures, pamphlets, outreach to vulnerable populations, ethnic media contacts, translated information, staff outreach to residents, new and social media	Focus groups, interviews, community surveys	Forums, advisory boards, stakeholder involvement, coalitions, policy development and advocacy, including legislative briefings and testimony, workshops, community-wide events	Co-led community meetings, advisory boards, coalitions and partnerships, policy development and advocacy, including legislative briefings and testimony	Community-led planning efforts, community-hosted forums, collaborative partnerships, coalitions, policy development and advocacy, including legislative briefings and testimony

Group Category	List of Potential Contacts for Outreach as part of Engagement Strategies
Assisted Housing	City Row Townhouses
Assisted Housing	City Row Townhouses
Assisted Housing	City Row Townhouses
Assisted Housing	Foredom Tower Apartments
Assisted Housing	Housing Initiatives, Inc.
Assisted Housing	Housing Initiatives, Inc.
Assisted Housing	MDC Dayton Street Retnal
Assisted Housing	Mifflin Street Apartments
Assisted Housing	Mifflin Street Apartments
Assisted Housing	Mifflin Street Apartments
Assisted Housing	Porchlight
Assisted Housing	Porchlight
Assisted Housing	Porchlight
Assisted Housing	Quisling Clinic Apartments
Assisted Housing	Tenney Park Apartments
Assisted Housing	Tenney Park Apartments
Assisted Housing	The Salvation Army Holly HouseTH
Assisted Living	Arc Dayton
Assisted Living	Arc House
Assisted Living	Brighter Life Living
Assisted Living	Capitol Lakes Terraces
Assisted Living	Hope Haven Colvin Manor
Assisted Living	Rebos Chris Farley House
CARPC Staff	Steve Steinhoff
CDD Funded Agencies	African American Council of Churches
CDD Funded Agencies	Bethel Community Services Inc.
CDD Funded Agencies	Canopy Center, Inc.
CDD Funded Agencies	Center For Families
CDD Funded Agencies	Common Wealth Development, Inc.
CDD Funded Agencies	Communities United
CDD Funded Agencies	Community Action Coalition for So. Cent. WI
CDD Funded Agencies	Community GroundWorks
CDD Funded Agencies	Dane County Housing Authority
CDD Funded Agencies	Dane County Parent Council, Inc.
CDD Funded Agencies	Freedom Inc.
CDD Funded Agencies	Legal Action of WI
CDD Funded Agencies	Literacy Network, Inc.
CDD Funded Agencies	Madison Area Urban Ministry
CDD Funded Agencies	Madison Black Chamber of Commerce, Inc
CDD Funded Agencies	Madison Development Corporation
CDD Funded Agencies	Mentoring Positives , Inc.
CDD Funded Agencies	Movin' Out, Inc
CDD Funded Agencies	Operation Fresh Start, Inc.
CDD Funded Agencies	OutReach, Inc.
CDD Funded Agencies	Porchlight
CDD Funded Agencies	Project Home, Inc.
CDD Funded Agencies	Simpson Street Free Press
CDD Funded Agencies	Social Justice Center, Inc. / Sanctuary Storage, Inc.

Group Category	List of Potential Contacts for Outreach as part of Engagement Strategies
CDD Funded Agencies	Tellurian UCAN
CDD Funded Agencies	Tenant Resource Center, Inc.
CDD Funded Agencies	The Rainbow Project , Inc.
CDD Funded Agencies	The Road Home Dane County
CDD Funded Agencies	The Salvation Army of Dane County
CDD Funded Agencies	UNIDOS Against Domestic Violence
CDD Funded Agencies	Wil-Mar Neighborhood Center
CDD Funded Agencies	Workers' Right Center, Inc.
CDD Funded Agencies	YWCA Of Madison
Child Care	After School Franklin - Wisocnsin Youth Company
Child Care	Bernie's Place, Inc. The Wisocnsin Union Day Care Center
Child Care	Big Oak Child Care Center
Child Care	Center for Families (Respite Center)
Child Care	Creative Learning Preschool and Child Care Center
Child Care	Creative Learning Preschool and Child Care Center
Child Care	DCPC Bayview Head Start
Child Care	DCPC Great Beginnings UW Hospitals and Clinics
Child Care	DCPC WEE Start
Child Care	MATC Child and Family Center Downtown
Child Care	Meriter Children's Center Chandler
Child Care	Meriter Children's Center Longefellow
Child Care	Orton Park Day Camp
Child Care	Red Caboose Day Care Center
Child Care	Red Caboose School Age Lapham
Child Care	Red Caboose School Age Marquette
Child Care	Red Caboose School Age Summer
Child Care	St. Mary's Child Care Center
Child Care	Tenney Nursery and Parent Center
City of Madison	City of Madison Alders
City of Madison	Equity Core Team
City of Madison	NRT Leaders
Community Based Organizations	ADHRC
Community Based Organizations	Catholic Multicultural Center
Community Based Organizations	Consortium for the Educational Development of Economically Disadvantaged Students (CEDEDS)
Community Based Organizations	Dane County Human Service
Community Based Organizations	Dane County TimeBank
Community Based Organizations	GSAFE
Community Based Organizations	Latino Academy
Community Based Organizations	Morgridge Center for Public Service - The University as a Partner
Community Based Organizations	Nehemiah Communit Development Corp
Community Based Organizations	Omega School
Community Based Organizations	Public Health Madison Dane County
Community Based Organizations	Sustain Dane

Group Category	List of Potential Contacts for Outreach as part of Engagement Strategies
Community Based Organizations	United Way of Dane County
Community Based Organizations	Urban Community Art Networks
Community Based Organizations	Wisconsin Bike Fed
Community Centers	Madison Senior Center
Fire	City of Madison Fire Station #1
Fire	City of Madison Fire Station #3
Fire	City of Madison Fire Station #4
Hmong Organizations/Residents	Hmong Listserv
Hmong Organizations/Residents	Kajsiab House (at Mental Health Center)
Hmong Organizations/Residents	Wisconsin Hmong Association
Homeless Services Consortium of D	Homeless Services Consortium of Dane County
Imagine Madison Public Engageme	Jeffrey Lewis
Latino Organizations/Residents	(Madison.k12) Juega y Aprende
Latino Organizations/Residents	Centro Hispano
Latino Organizations/Residents	Latino Education Council
Latino Organizations/Residents	Latino Professional Association
Latino Organizations/Residents	Madison College
Latino Organizations/Residents	Nuestro Mundo, Inc
Latino Organizations/Residents	UMOS
Libraries	Central Park Library
Media	Badger Herald
Media	Daily Cardinal
Media	Hmong Radio (WORT)
Media	Hues
Media	La Comunidad
Media	La Movida radio station
Media	La Voz Latina newspaper
Media	Madison 365
Media	Madison Northside Paper
Media	Madison Times
MMSD Schools	East High School
MMSD Schools	Emerson Elementary School
MMSD Schools	Franklin Elementary School
MMSD Schools	Lapham Elementary School
MMSD Schools	Marquette Elementary School
MMSD Schools	O'Keefe Middle School
MMSD Schools	Randall Elementary School
Neighborhood Stakeholders	Neighborhood Associations Contacts
Other Community Partners	100 Black Men
Other Community Partners	African Association of Madison
Other Community Partners	Association of Indians in America-Wisconsin Chapter
Other Community Partners	Boys & Girls Club Of Dane County
Other Community Partners	Cambodian Association of Wisconsin

Group Category	List of Potential Contacts for Outreach as part of Engagement Strategies
Other Community Partners	Center for Families
Other Community Partners	International Friendship Center
Other Community Partners	Latino Academy of Workforce Development
Other Community Partners	Latino Health Council - Madison
Other Community Partners	Latino Support Network
Other Community Partners	Madison Network of Black Professionals
Other Community Partners	NAACP
Other Community Partners	Nehemiah Justified Anger
Other Community Partners	United Refugess Services of Wisconsin, Inc.
Other Community Partners	Wisconsin Organization for Asian Americans
Park Stakeholders	Cleak Lakes Alliance
Park Stakeholders	Jewish High Holy Day Celebration
Park Stakeholders	Madison Contra Dance
Park Stakeholders	Make Music Madison
Park Stakeholders	Memorial Day Peace Rally, Madison Veterans for Peace
Park Stakeholders	Mendota Rowing Club
Park Stakeholders	Paddle & Portage
Park Stakeholders	Park Volunteers
Park Stakeholders	SUFI Order of Madison
Park Stakeholders	Wisconsin Baroque Ensemble
Police	Main Police District
Private Schools	American Montessori Society
Private Schools	Evangelica Lutheran Education Association
Private Schools	National Catholic Educational Association
Public Housing	1217 E Gorham St
Public Housing	1414 William St
Public Housing	201 S Park St
Public Housing	245 S Park St
Public Housing	302 N Baldwin St
Public Housing	540 W Olin Ave
Public Housing	604 Braxton Pl
Public Housing	755 Braxton Pl
School Stakeholder	ESL coordinators at MMSD high schools
School Stakeholder	Madison College Office of Diversity and Community Relations (DCR)
School Stakeholder	Madison Metropolitan School District, amily, Youth, and Community Engagement Director
School Stakeholder	Madison Metropolitan School District, Community Partnership Coalition
UW Organizations	African Students Association
UW Organizations	Associated Students of Madison
UW Organizations	Chicano Studies Program
UW Organizations	Nepali Students Association
UW Organizations	Thai Student Association
UW Organizations	Vice Provost & Chief Diversity Officer
UW Organizations	Wunk Sheek

Madison Neighborhood Indicators, 2015 Edition

Capitol Neighborhoods

Neighborhood Organization:

Information about the Capitol Neighborhoods can be found at:
http://www.cityofmadison.com/neighborhoods/profile/14.html

Aldermanic District:

The neighborhood is within district(s) 2,4,6,8 and is represented by Alders(s) Ledell Zellers, Michael Verveer, Marsha Rummel, Zach Wood.

Total Area: 456 Acres
Boundary change from previous year: No

Note: Any areas of a neighborhood boundary that lie outside the City of Madison are not included in the map or the table below.

The Madison Neighborhood Indicators project seeks to quantify the diverse and changing social conditions in Madison neighborhoods. The project staff has endeavored to provide up to date measures each year, bringing together data from a variety of sources and compiling them into a suite of variables used to generate neighborhood level profile reports.

To provide a demographic context to the year-to-year indicator data, a population profile sourced from U.S. decennial censuses of 2000 and 2010 is shown directly below. The annually updated indicators are shown on page two of the profile. Definitions for Census and 2015 edition indicator items can be found on pages three through six.

DEMOGRAPHIC PROFILE	Neighborhood				City of Madison	
	Census 2000		Census 2010		Census 2010	
	Number	Percent or Rate	Number	Percent or Rate	Number	Percent or Rate
Number of Housing Units	6,389	n/a	8,003	n/a	108,570	n/a
Owner Occupied Units	223	3.6%	791	10.8%	50,399	49.3%
Total Population	12,343	n/a	13,845	n/a	232,687	n/a
Age						
Young Children (Age 0 to 4)	81	0.7%	91	0.7%	13,536	5.8%
Youth Population (Age 0 to 17)	197	1.6%	190	1.4%	40,654	17.5%
Senior Population (Age 65 and Over)	599	4.9%	720	5.2%	22,337	9.6%
Race and Ethnicity						
White	10,295	83.4%	11,347	82.0%	176,015	75.6%
Black or African American	728	5.9%	800	5.8%	16,520	7.1%
Asian	560	4.5%	726	5.2%	17,048	7.3%
Other Races or Multiracial	277	2.2%	374	2.7%	7,159	3.1%
Hispanic or Latino	483	3.9%	598	4.3%	15,945	6.9%
Household Structure						
Total Households	6,209	n/a	7,299	n/a	102,265	n/a
Family Households	413	6.7%	742	10.2%	47,721	46.7%
Families with Children	70	1.1%	105	1.4%	21,322	20.8%
Female Headed Families with Children	24	0.4%	30	0.4%	5,403	5.3%

Annual reports, interactive maps, and neighborhood comparison tools are available online:
www.cityofmadison.com/ni

INDICATORS	Neighborhood				City of Madison	
	2014		2015		2015	
	Number	Percent or Rate	Number	Percent or Rate	Number	Percent or Rate
HOUSING CHARACTERISTICS						
Madison Dwelling Units	8,014	n/a	8,040	n/a	110,119	n/a
Campus Dwelling Units	0	n/a	0	n/a	5,108	n/a
Community Pride Violations	318	n/a	181	n/a	2,734	n/a
Property Foreclosures	6	n/a	4	n/a	214	n/a
Assisted Housing Units	744	n/a	744	n/a	6,416	n/a
Average House Value	$274,804	n/a	$272,861	n/a	$248,621	n/a
Square Foot Value of Housing	$164	n/a	$162	n/a	$131	n/a
Median Year Built	1969	n/a	1969	n/a	1972	n/a
HEALTH & FAMILY WELL-BEING						
Kindergarten Preparedness [1,3]	Spr*	Spr*	Spr*	Spr*	4,667	85.2%
Parent Education Level: No High School Diploma/G.E.D. [1]	Spr*	Spr*	Spr*	Spr*	1,308	6.1%
Parent Education Level: College Graduate [1]	Spr*	Spr*	Spr*	Spr*	11,237	52.3%
High Mobility Students [1,2,3]	Spr*	Spr*	Spr*	Spr*	1,151	6.6%
Economically Disadvantaged Students [1]	Spr*	Spr*	Spr*	Spr*	11,156	47.2%
Infant Health: Term or Near Term Births [3]	Spr*	Spr*	Spr*	Spr*	8,735	98.2%
Maternal Health: Appropriate Care [3]	Spr*	Spr*	Spr*	Spr*	7,280	91.9%
COMMUNITY ACTION & INVOLVEMENT						
Registered Voter Turn-Out			n/a	n/a	n/a	n/a
ECONOMIC VITALITY						
Median Household Income [3]	$26,628	n/a	$30,953	n/a	$53,933	n/a
Families in Poverty [3]	210	20.3%	197	18.3%	4,914	9.8%
Unemployment [3]	525	4.9%	505	4.7%	8,511	5.8%
Basic Goods & Svcs (Hospital, Pharmacy, Bank/CU, Grocery, Childcare)	P,B,G,C	n/a	P,B,G,C	n/a	H,P,B,G,C	n/a
PUBLIC SAFETY INDICATORS						
Crimes Against Persons	202	n/a	143	n/a	1,221	n/a
Crimes Against Property	849	n/a	738	n/a	8,816	n/a
Crimes Against Society	1,067	n/a	998	n/a	8,777	n/a
Crashes	310	n/a	350	n/a	10,993	n/a
Calls for EMS/Fire Service	3,016	n/a	3,259	n/a	26,028	n/a
TRANSPORTATION						
Transit Stop Access [2]	n/a	99.1%	n/a	99.1%	n/a	64.2%
Available Transit Service [2]	5,398	0.67	5,633	0.7	13,003	0.11
Households with Access to a Vehicle [3]	4,666	62.6%	4,841	64.5%	90,221	87.4%
Bike Network Access [2]	8,014	100.0%	8,040	100.0%	88,208	76.6%
Pavement Condition	7.3	n/a	6.3	n/a	6.6	n/a

Notes:

Time series data: In some instances year-to-year variation in counts and rates will reflect changes in the variable definition, geocoding success, or neighborhood boundaries. Data definitions for previous years can be found here: http://madison.apl.wisc.edu/definitions.php

1: Student and parent education data are from the Madison Metropolitan School District and show figures for MMSD students or students' households as available; in some instances these represent only a subset of the MMSD student population. See definitions for details.

2: Current year data source and/or tabulation method differ(s) from previous year. See definitions for details.

3: Multi-year estimate. See definitions for details.

n/a: Value is not applicable or not available for the reference year.

spr*: Value has been suppressed to protect confidentiality. This occurs when there is a count of five or fewer in the category shown or five or fewer in the counterpart of the category shown, the latter being derivable from the percentage. Correspondence between some neighborhood associations and planning district geographies required suppression of these data for neighborhood geographies.

Madison Neighborhood Indicators, 2015 Edition

Tenny Park Planning District

Madison Planning Districts:

Planning districts are delineated by the City of Madison Planning and Development Office. They are designed to provide data at a useful scale with full coverage of the city. Their boundaries were originally derived from census tract boundaries and they generally include portions of several neighborhoods and alder districts.

Total Area: 355 Acres
Boundary change from previous year: Yes

Note: Any areas of a neighborhood boundary that lie outside the City of Madison are not included in the map or the table below.

The Madison Neighborhood Indicators project seeks to quantify the diverse and changing social conditions in Madison neighborhoods. The project staff has endeavored to provide up to date measures each year, bringing together data from a variety of sources and compiling them into a suite of variables used to generate neighborhood level profile reports.

To provide a demographic context to the year-to-year indicator data, a population profile sourced from U.S. decennial censuses of 2000 and 2010 is shown directly below. The annually updated indicators are shown on page two of the profile. Definitions for Census and 2015 edition indicator items can be found on pages three through six.

DEMOGRAPHIC PROFILE	Planning District				City of Madison	
	Census 2000		Census 2010		Census 2010	
	Number	Percent or Rate	Number	Percent or Rate	Number	Percent or Rate
Number of Housing Units	2,983	n/a	2,930	n/a	108,570	n/a
Owner Occupied Units	688	23.8%	737	26.7%	50,399	49.3%
Total Population	5,667	n/a	5,258	n/a	232,687	n/a
Age						
Young Children (Age 0 to 4)	192	3.4%	182	3.5%	13,536	5.8%
Youth Population (Age 0 to 17)	619	10.9%	547	10.4%	40,654	17.5%
Senior Population (Age 65 and Over)	223	3.9%	185	3.5%	22,337	9.6%
Race and Ethnicity						
White	4,789	84.5%	4,414	83.9%	176,015	75.6%
Black or African American	274	4.8%	300	5.7%	16,520	7.1%
Asian	194	3.4%	133	2.5%	17,048	7.3%
Other Races or Multiracial	176	3.1%	137	2.6%	7,159	3.1%
Hispanic or Latino	234	4.1%	273	5.2%	15,945	6.9%
Household Structure						
Total Households	2,893	n/a	2,761	n/a	102,265	n/a
Family Households	744	25.7%	710	25.7%	47,721	46.7%
Families with Children	338	11.7%	295	10.7%	21,322	20.8%
Female Headed Families with Children	103	3.6%	100	3.6%	5,403	5.3%

Annual reports, interactive maps, and neighborhood comparison tools are available online:
www.cityofmadison.com/ni

INDICATORS	Neighborhood				City of Madison	
	2014		2015		2015	
	Number	Percent or Rate	Number	Percent or Rate	Number	Percent or Rate
HOUSING CHARACTERISTICS						
Madison Dwelling Units	3,389	n/a	3,389	n/a	110,119	n/a
Campus Dwelling Units	0	n/a	0	n/a	5,108	n/a
Community Pride Violations	114	n/a	119	n/a	2,734	n/a
Property Foreclosures	5	n/a	3	n/a	214	n/a
Assisted Housing Units	315	n/a	315	n/a	6,416	n/a
Average House Value	$297,614	n/a	$318,038	n/a	$248,621	n/a
Square Foot Value of Housing	$170	n/a	$182	n/a	$131	n/a
Median Year Built	1932	n/a	1931	n/a	1972	n/a
HEALTH & FAMILY WELL-BEING						
Kindergarten Preparedness [1, 3]	70	83.4%	76	83.6%	4,667	85.2%
Parent Education Level: No High School Diploma/G.E.D. [1]	20	6.7%	22	7.3%	1,308	6.1%
Parent Education Level: College Graduate [1]	168	56.6%	173	57.6%	11,237	52.3%
High Mobility Students [1,2,3]	37	13.4%	18	7.5%	1,151	6.6%
Economically Disadvantaged Students [1]	159	48.8%	171	50.6%	11,156	47.2%
Infant Health: Term or Near Term Births [3]	Spr*	Spr*	Spr*	Spr*	8,735	98.2%
Maternal Health: Appropriate Care [3]	138	87.9%	117	81.8%	7,280	91.9%
COMMUNITY ACTION & INVOLVEMENT						
Registered Voter Turn-Out			n/a	n/a	n/a	n/a
ECONOMIC VITALITY						
Median Household Income [3]	$48,590	n/a	$48,374	n/a	$53,933	n/a
Families in Poverty [3]	78	10.6%	104	13.4%	4,914	9.8%
Unemployment [3]	305	7.2%	275	6.5%	8,511	5.8%
Basic Goods & Svcs (Hospital, Pharmacy, Bank/CU, Grocery, Childcare)	B,G,C	n/a	B,G,C	n/a	H,P,B,G,C	n/a
PUBLIC SAFETY INDICATORS						
Crimes Against Persons	38	n/a	20	n/a	1,221	n/a
Crimes Against Property	175	n/a	176	n/a	8,816	n/a
Crimes Against Society	176	n/a	149	n/a	8,777	n/a
Crashes	88	n/a	89	n/a	10,993	n/a
Calls for EMS/Fire Service	560	n/a	609	n/a	26,028	n/a
TRANSPORTATION						
Transit Stop Access [2]	n/a	100.0%	n/a	100.0%	n/a	64.2%
Available Transit Service [2]	2,533	0.75	2,680	0.79	13,003	0.11
Households with Access to a Vehicle [3]	2,484	88.0%	2,559	89.3%	90,221	87.4%
Bike Network Access [2]	3,389	100.0%	3,389	100.0%	88,208	76.6%
Pavement Condition	7.7	n/a	6.9	n/a	6.6	n/a

Notes:

Time series data: In some instances year-to-year variation in counts and rates will reflect changes in the variable definition, geocoding success, or neighborhood boundaries. Data definitions for previous years can be found here: http://madison.apl.wisc.edu/definitions.php

1: Student and parent education data are from the Madison Metropolitan School District and show figures for MMSD students or students' households as available; in some instances these represent only a subset of the MMSD student population. See definitions for details.

2: Current year data source and/or tabulation method differ(s) from previous year. See definitions for details.

3: Multi-year estimate. See definitions for details.

n/a: Value is not applicable or not available for the reference year.

spr*: Value has been suppressed to protect confidentiality. This occurs when there is a count of five or fewer in the category shown or five or fewer in the counterpart of the category shown, the latter being derivable from the percentage. Correspondence between some neighborhood associations and planning district geographies required suppression of these data for neighborhood geographies.

Data Definitions - Madison Neighborhood Indicators, 2015 ed.

For previous years' definitions see corresponding data dictionary: http://madison.apl.wisc.edu/definitions.php

Tabulation geography: The Neighborhood Indicators project provides data for neighborhood associations and planning districts within the City of Madison. Because many of the indicators rely on City of Madison data providers, the geographies represented here include only those areas that lie within Madison city limits. Portions of the planning district and neighborhood boundaries that lie outside the City of Madison are not included in the maps nor are they part of the statistical tabulations presented in this report.
Source: Neighborhood association and planning district boundaries: City of Madison Planning & Development Unit, received 12/10/2015.

Geographic Boundary Change 2015: "Yes" signifies a 2% or greater change in the coverage area of the tabulation area boundary from the previous year. Such changes may account for some of the observed differences in indicator values over time.
Source: APL calculation based on tabulation geography boundary files.

Land area (acres): The land area in acres.
Source: APL calculation based on tabulation geography boundary files.

Number of housing units (Census 2000 & 2010): Estimated total housing units. The Census Bureau defines a housing unit as a house, an apartment, a mobile home or trailer, a group of rooms, or a single room occupied as separate living quarters, or if vacant, intended for occupancy as separate living quarters.
Source: Census 2000 & 2010 block data, APL interpolation to 2015 tabulation geography.

Owner Occupied Homes (Census 2000 & 2010): Estimated number of owner occupied housing units and owner occupied units as a percentage of all occupied units.
Source: Census 2000 & 2010 block data, APL interpolation to 2015 tabulation geography.

Total population (Census 2000 & 2010): Estimated total population.
Source: Census 2000 & 2010 block data, APL interpolation to 2015 tabulation geography.

Young Children - Age 0 to 4 (Census 2000 & 2010): Estimated number and percent of persons age four and under.
Source: Census 2000 & 2010 block data, APL interpolation to 2015 tabulation geography.

Youth Population - Age 0 to 17 (Census 2000 & 2010): Estimated number and percent of persons age 17 and under.
Source: Census 2000 & 2010 block data, APL interpolation to 2015 tabulation geography.

Senior Population - Age 65 and over (Census 2000 & 2010): Estimated number and percent of persons age 65 and over.
Source: Census 2000 & 2010 block data, APL interpolation to 2015 tabulation geography.

White (Census 2000 & 2010): Estimated number and percent of persons in the *White alone* race category. *White alone* population shown for non-Hispanics only; Hispanic population of all races shown separately.
Source: Census 2000 & 2010 block data, APL interpolation to 2015 tabulation geography.

Black or African American (Census 2000 & 2010): Estimated number and percent of persons in the *Black or African American alone* race category. *Black or African American alone* category population shown for non-Hispanics only; Hispanic population of all races shown separately.
Source: Census 2000 & 2010 block data, APL interpolation to 2015 tabulation geography.

Asian (Census 2000 & 2010): Estimated number and percent of persons in the *Asian alone* race category. *Asian alone* population shown for non-Hispanics only; Hispanic population of all races shown separately.
Source: Census 2000 & 2010 block data, APL interpolation to 2015 tabulation geography.

Other Races or Multiracial (Census 2000 & 2010): Estimated number and percent of persons in the American Indian alone, Pacific Islander alone, Other Race alone or Two or More Races categories. Other Race or Multiracial population shown for non-Hispanics only; Hispanic population of all races shown separately.
Source: Census 2000 & 2010 block data, APL interpolation to 2015 tabulation geography.

Hispanic or Latino (Census 2000 & 2010): Estimated number and percent of the persons *of any race* who identify as Hispanic or Latino.
Source: Census 2000 & 2010 block data, APL interpolation to 2015 tabulation geography.

Total households (Census 2000 & 2010): Estimated number of households. The Census Bureau defines a household as an occupied housing unit and includes all the people who occupy that housing unit as their usual place of residence.
Source: Census 2000 & 2010 block data, APL interpolation to 2015 tabulation geography.

Family households (Census 2000 & 2010): Estimated number of families and families as a percentage of all households. The Census Bureau defines a family as two or more people who reside together and who are related by birth, marriage, or adoption.
Source: Census 2000 & 2010 block data, APL interpolation to 2015 tabulation geography.

Families with children (Census 2000 & 2010): Estimated number of families with children and families with children as a percentage of all households.
Source: Census 2000 & 2010 block data, APL interpolation to 2015 tabulation geography.

Female headed families with children (Census 2000 & 2010): Estimated number of female headed households with children (no husband present) and female headed households with children as a percent of all households.
Source: Census 2000 & 2010 block data, APL interpolation to 2015 tabulation geography.

Madison Dwelling Units: Dwelling units contained in City of Madison property databases.
Source: City of Madison Dwelling Units: City of Madison Planning & Development Unit, Situs database w/ additions, received 9/10/2015.

Campus Dwelling Units: Estimated campus dwelling units in UW and Edgewood College residential housing. A proxy measure for campus dwelling units was derived from total residents in campus structures, including apartments and group quarters, divided by average household size (2.11) among Madison rental units in 2014.
Source: UW & Edgewood Campus Dwelling Units, received 9/18/2015.

Community Pride Violations: Total community pride violations in 2014. Note: Community pride violations for this year are not comparable with violations from 2009 and earlier. Community pride violation types include a subset of Property Maintenance Violations (Exterior Housing, Graffiti, Junk/Trash/Debris, Trash Carts, and Weeds/Overgrowth) and Zoning Violations (Fences, Inoperable Vehicles, and Parking on Lawn). Violation data have various origins: complaint, survey, referred, programmed, field observation, and other. Snow and ice related violations are excluded due to weather dependent year-to-year variation.
Source: City of Madison Building Inspection Unit, received 8/31/2015.

Property Foreclosures: Total foreclosure cases in 2014. The data only represent the initial foreclosure filing (i.e. initial legal action) against a property owner and should not be confused with sheriff sales (only a share of these cases go all the way through the legal process to a sheriff sale). Some foreclosure actions against a property owner may actually reflect numerous properties (i.e. in the case of a landlord who owns several rental properties). These duplicate properties will not be found in our dataset. There were 12 Dane County foreclosure cases in 2014 that could not be reconciled with a physical property location. Overall geocoding match rate for Dane County foreclosures: 98%.
Source: Dr. Russ Kashian, Fiscal and Economic Research Center - University of Wisconsin-Whitewater and Matt Kures UW-Extension Center for Community Economic Development, received 12/15/2015.

Assisted Housing Units: Housing units to which any of the following assistance categories apply: Public Housing CDA (Community Development Authority), Private Projects - Section 8 Project Subsidies, Section 8 Tenant Based Vouchers, or Section 42 Tax Credits.
Source: City of Madison Planning & Development Unit, received 01/11/2013. These data have not been updated for the current indicator year.

Average house value: Average assessed value (land & improvements) among single dwelling unit, owner-occupied housing units.
Source: City of Madison Planning & Development Unit, Situs database w/ additions, received 9/10/2015.

Square foot value of housing: Total housing value (land & improvements) among single dwelling, owner-occupied units divided by the total finished floor area.
Source: City of Madison Dwelling Units: City of Madison Planning & Development Unit, Situs database w/ additions, received 9/10/2015; Floor area: bldflr database, received, 8/7/2015.

Median year built: Median year built for dwelling units including both single family dwelling units and multi-family units.
Source: City of Madison Planning & Development Unit, Situs database w/ additions, received 9/10/2015.

Kindergarten preparedness: Number and percent of MMSD kindergarteners who met the fall Phonological Awareness Literacy Screening (PALS) performance benchmark, summarized over a 3-year period including the 2013-14, 2014-15, and 2015-16 school years. Kindergarteners in the Dual Language Immersion (DLI) programs take the Spanish version of PALS regardless of their native language. Current year data source and tabulation method differ from previous year.
Source: Madison Metropolitan School District, received 1/15/2016; APL interpolation to 2015 tabulation geography.

Parent education level: no high school diploma / G.E.D.: Number and percent of MMSD students in households in which highest level of parent educational attainment was less than a High School Diploma or G.E.D; limited to students for whom data were available. Data available for 91% of MMSD students in the City of Madison.
Source: Madison Metropolitan School District, received 1/15/2016; APL interpolation to 2015 tabulation geography.

Parent education level: college graduate: Number and percent of MMSD student households in which highest level of parent educational attainment was a bachelor's, graduate or professional degree; limited to students for whom data were available. Data available for 91% of MMSD students in the City of Madison.
Source: Madison Metropolitan School District, received 1/15/2016; APL interpolation to 2015 tabulation geography.

High mobility students: Number and percent of MMSD students with 2 or more between school transfers in the past 3 years (for the 2012-13, 2013-14 and 2014-15 school years combined). Current year data source and tabulation method differ from previous year. Current year data source and tabulation method differ from previous years; previous years' tallies may include duplicate counts.
Source: Madison Metropolitan School District, received 1/15/2016; APL interpolation to 2015 tabulation geography.

Economically disadvantaged students: Number and percent of MMSD students that were economically disadvantaged. Data available for 100% of MMSD students in the City of Madison.
Source: Madison Metropolitan School District, received 1/15/2016; APL interpolation to 2015 tabulation geography.

Infant health: term or near term: Number and percent of all 2011-2013 births occurring after the complete 32nd week of gestation. Data for tabulation geographies other than Madison citywide are limited to incidents successfully geocoded. Overall match rate for Madison birth data: Over 99%.
Source: Public Health Madison & Dane County; Wisconsin Department of Health Services, received 1/29/2016.

Maternal health: appropriate care: Number and percent of all 2011-2013 births receiving prenatal care that began by the end of the 4th month of gestation and received 80% or more of the American College of Obstetricians and Gynecologists recommended visits. Data for tabulation geographies other than Madison citywide are limited to incidents successfully geocoded. Overall match rate for Madison birth data: Over 99%.
Source: Public Health Madison & Dane County; Wisconsin Department of Health Services, received 1/29/2016.

Voter turn-out: This item is not available for this indicator year. It is only included for years following a presidential election

Median Household Income (2010-2014): Estimated median household income (in 2014 inflation adjusted dollars). Notes: Comparisons of estimates from multi-year periods should ideally be based on non-overlapping periods (e.g., comparing estimates from 2005-2009 with estimates from 2010–2014).Income data from previous NI editions have not been adjusted to 2014 dollars; valid time-series comparison will require inflation adjustment of previous 5-year estimates. Estimates for geographies with small populations may be unreliable and are withheld in some instances.
Source: 2014 American Community Survey, 5-Year Block Group and Madison estimates. APL interpolation to 2015 tabulation geography.

Families in Poverty (2010-2014): Estimated number and percent of families in poverty. Notes: Comparisons of estimates from multi-year periods should ideally be based on non-overlapping periods (e.g., comparing estimates from 2005-2009 with estimates from 2010–2014). Estimates for geographies with small populations may be unreliable and are withheld in some instances.
Source: 2014 American Community Survey, 5-Year Block Group and Madison estimates. APL interpolation to 2015 tabulation geography.

Unemployment (2010-2014): Estimated number and percent of civilian labor force that is unemployed (2010-2014). Notes: Comparisons of estimates from multi-year periods should ideally be based on non-overlapping periods (e.g., comparing estimates from 2005-2009 with estimates from 2010–2014). Estimates for geographies with small populations may be unreliable and are withheld in some instances.
Source: 2014 American Community Survey, 5-Year Block Group and Madison estimates. APL interpolation to 2015 tabulation geography.

Basic goods & services: Basic goods and services found within ¼ mile of tabulation geography. The presence of businesses is denoted with the corresponding letter: Hospital (H), Pharmacy (P), Credit Union or Bank (B), Grocery Store (G), and Childcare Provider (C).
Source: InfoUSA data from Madison Area Transportation Planning Board, 10/16/2015; APL proximity calculation.

Crimes against persons: Total crimes against persons in 2014 (such as robbery, battery, sexual assault). Data for tabulation geographies other than Madison citywide are limited to incidents successfully geocoded. Overall geocoding match rate for crimes against persons: 94%.
Source: 2014 Incidents Records from Madison Police Department, received 8/31/2015; geocoded by MPD & APL.

Crimes against property: Total crimes against property in 2014 (such as residential burglary, retail burglary, auto theft). Data for tabulation geographies other than Madison citywide are limited to incidents successfully geocoded. Overall geocoding match rate for crimes against property: 97%.
Source: 2014 Incidents Records from Madison Police Department, received 8/31/2015; geocoded by MPD & APL.

Crimes against society: Total crimes against society in 2014 (such as disturbances, liquor violations, and drug incidents). Data for tabulation geographies other than Madison citywide are limited to incidents successfully geocoded. Overall geocoding match rate for crimes against society: 90%.
Source: 2014 Incidents Records from Madison Police Department, received 8/31/2015; geocoded by MPD & APL.

Crashes: Total automobile crashes in 2013. Data for tabulation geographies other than Madison citywide are limited to incidents successfully geocoded. Overall geocoding match rate for crashes is low: 43%.
Source: 2014 Incidents Records from Madison Police Department, received 8/31/2015; geocoded by MPD & APL.

Calls for EMS/Fire service: Total calls for emergency medical service and fire service in 2014 that are inside of or within 250 feet of tabulation area boundary. Data for tabulation geographies other than Madison citywide are limited to incidents successfully geocoded. Madison citywide total reflects estimated number of responses inside City of Madison boundaries. Overall match rate for EMS/Fire calls: 98%.
Source: Madison Fire Department, received 11/23/2015; geocoded by APL.

Transit stop access: Percent of land area that lies within 1/4 mile of a regularly scheduled transit stop. Does not include transit stops served less than twelve months per year. Current year data include some UW routes that were excluded from these tabulations prior to 2015.
Source: City of Madison - Metro Transit, 11/07/2014; APL land area calculation based on tabulation geography boundary file.

Available transit service: Total number of regularly scheduled transit trips that would permit a passenger boarding, using any of the transit stop locations that are within or adjacent to the area, summarized over the course of a typical seven-day week (Monday-Sunday). Current year data include some UW routes that were excluded from these tabulations prior to 2015.
Source: City of Madison - Metro Transit, 9/21/2015..

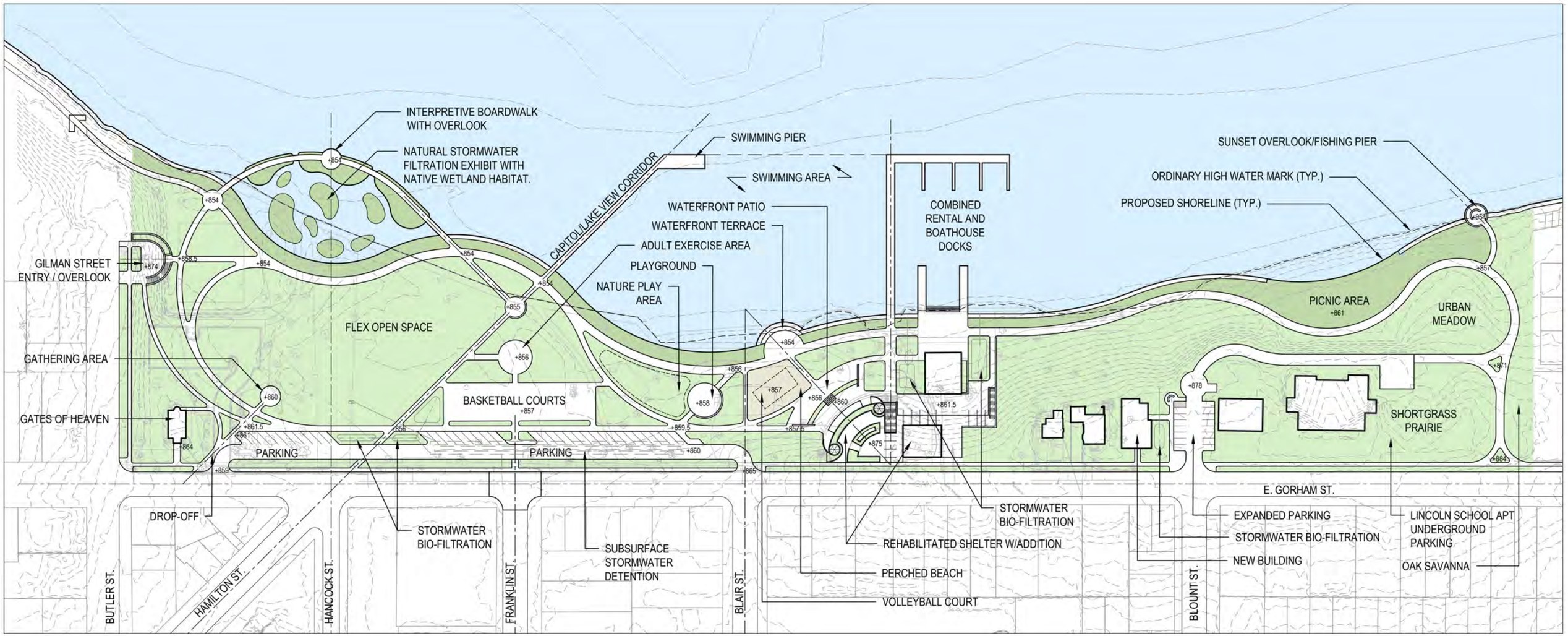
Households with Access to a Vehicle (2010-2014): Estimated number and percent of households with access to a private vehicle at home. Notes: Comparisons of estimates from multi-year periods should ideally be based on non-overlapping periods (e.g., comparing estimates from 2005-2009 with estimates from 2010–2014). Estimates for geographies with small populations may be unreliable and are withheld in some instances.
Source: 2014 American Community Survey, 5-Year Block Group and Madison estimates. APL interpolation to 2015 tabulation geography.

Bike path access: Percent of dwelling units that fall within 1/2 mile of a bike network segment; this includes off-street paths and higher level on-street facilities such as bike boulevards and buffered bike lanes. Some year-to-year differences may be due to reclassification of existing network segments.
Source: City of Madison Dwelling Units: City of Madison Planning & Development Unit, Situs database w/ additions, received 9/10/2015; UW & Edgewood Campus Dwelling Units, received 9/18/2015; Bike Network: Madison MPO, received 10/16/2015; APL proximity calculation.

Pavement condition: Average condition rating of City of Madison maintained street segments within or immediately adjacent to tabulation area. Scoring is based on UW PASER rating system where 10 is the best condition.
Source: City of Madison Engineering Division, accessed online 1/15/2016; APL summary calculation.

Definitions last updated: May 5, 2016

Appendix C:
Master Plan Schematic Concepts



A JAMES MADISON PARK MASTER PLAN - OPTION A

SCALE: 1" = 80'-0"

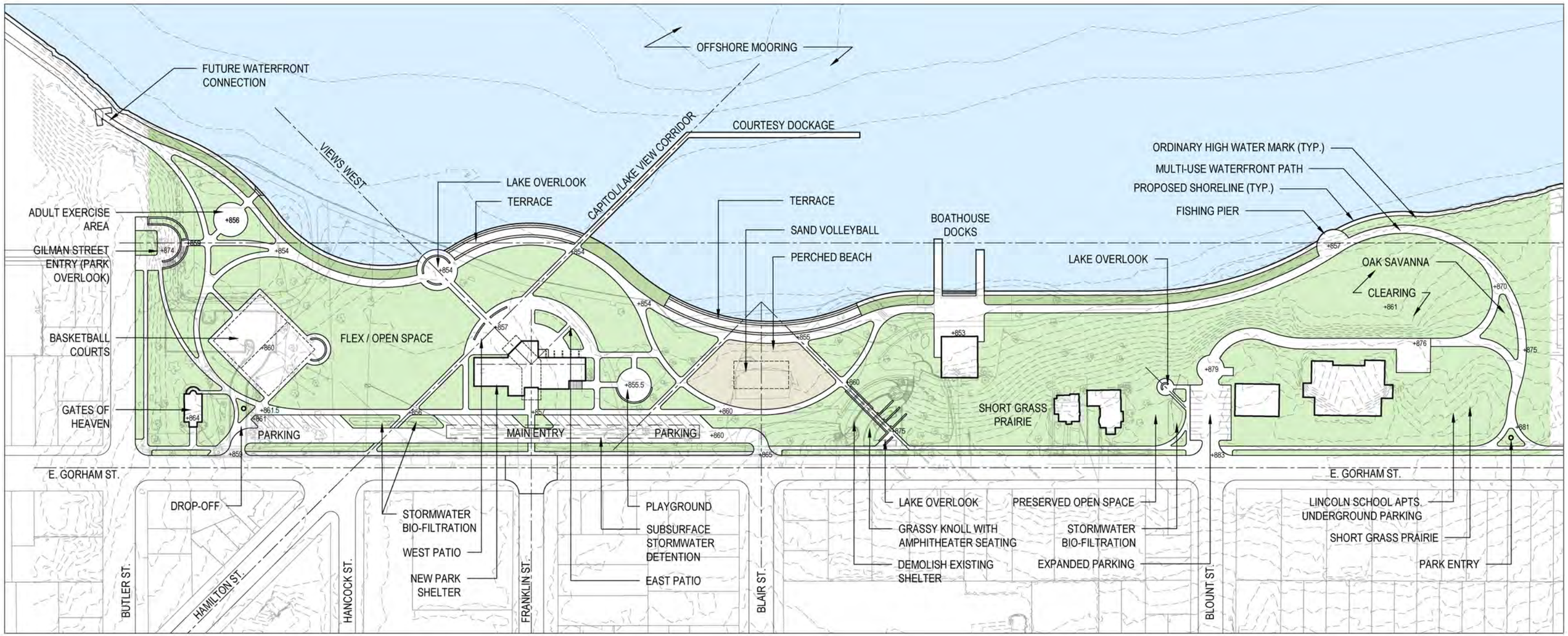
0 80' 160'

1" = 80'

(22" x 36" SHEET SIZE)

NORTH

44° ROTATION



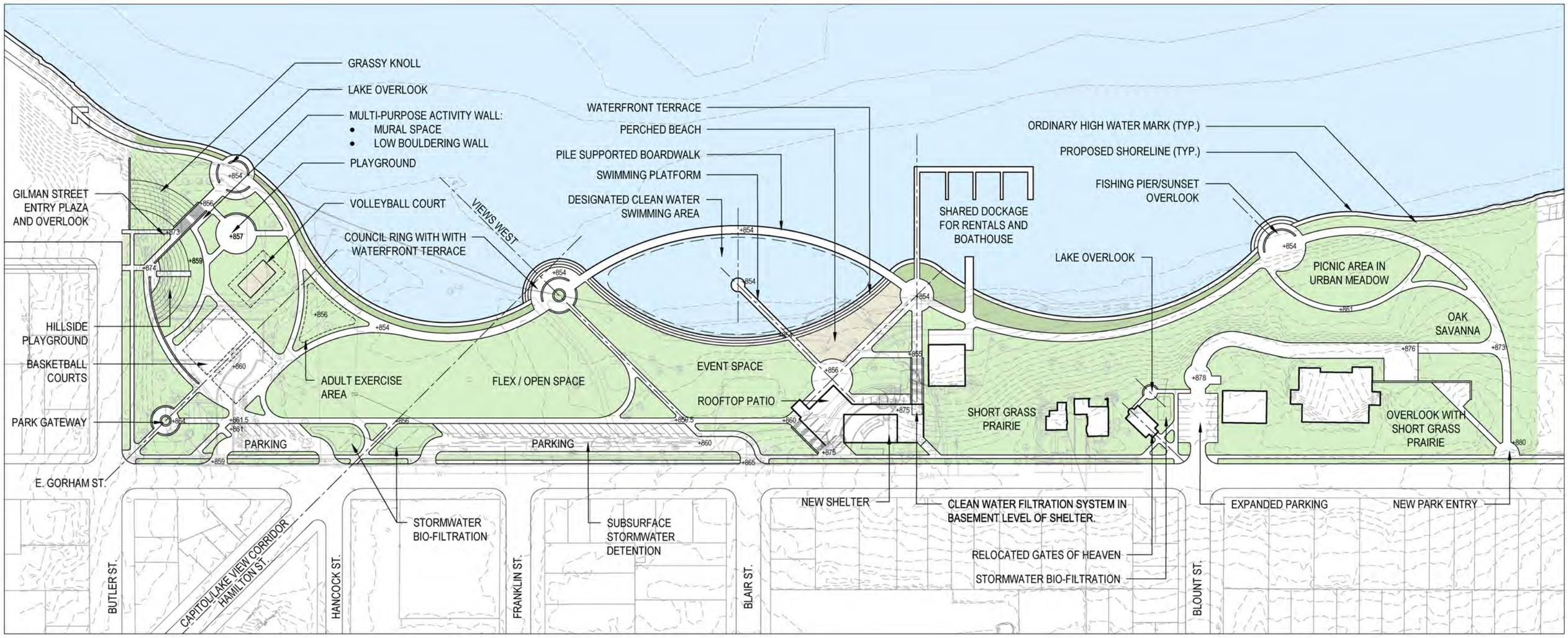
B JAMES MADISON PARK MASTER PLAN - OPTION B

SCALE: 1" = 80'-0"

0 80' 160'

1" = 80'
(22" x 36" SHEET SIZE)

NORTH
44° ROTATION



C JAMES MADISON PARK MASTER PLAN - OPTION C

SCALE: 1" = 80'-0"

0 80' 160'

1" = 80'

(22" x 36" SHEET SIZE)

NORTH

44° ROTATION

Appendix D:
Historical Overview and Site Chronology

James Madison Park is a carefully conceived and constructed shoreline and greenspace that bears little resemblance to the fairly bucolic residential setting of a century ago, or to the boatyard ambiance of the place fifty years earlier. The south shore of Lake Mendota was again something very different when the area was home to an earlier Native American culture. The waterfront now occupied by James Madison Park is a historically significant public space that tells a rich story about the development of the City and its parks. As part of preparing the James Madison Park Master Plan, the history of this waterscape has been considered for the themes it provides. This essay provides a historical summary of the property and an administrative history of the park. An illustrated site chronology that details pertinent events with dates and references follows.

Tay-cho-pe-ra

The Four Lakes region that included Lakes Mendota and Monona had been home to Native American populations for thousands of years prior to settlement. It was known to its earlier inhabitants as *Tay-cho-pe-ra*. The Ho-Chunk (until recently referred to as Winnebago) was the most prominent tribal community when immigrants and easterners began to arrive in Wisconsin. Their ancestors are attributed with the mound groups that proliferate in the area as reminders of a presence that was deeply connected to the land and the waterways of the region.

Remnants of interconnected villages and large garden sites were still in place in the mid-19th century and mound groups remained in abundance all along the Mendota shore. Built on top of the earth, animals, birds and geometric shapes were arranged to convey metaphysical content and cultural lore. Immediately a curiosity to settlers, information collected by early Wisconsin archeologists Increase Lapham and Charles E. Brown continues to provide an excellent basis for ongoing research. More importantly, the sites hold spiritual significance to members of Wisconsin's tribal communities and are protected by law; once inventoried they are not to be disturbed. While possibly the result of previous ground disturbance, there is no evidence of mounds or pre-settlement artifacts at the James Madison Park site.

An Early Madison Lakefront

As the founder of the paper city that would become Madison, James Duane Doty played a key role in providing the waterfront parcel that would much later become part of James Madison Park. With the establishment of Madison as the Territorial Capitol in 1836, Doty donated a central public square as the Capitol site and also provided a property on Lake Mendota that was intended to be the foot of a canal spanning the isthmus. The Mendota site was bounded by Franklin, Hancock and Gorham Streets. The canal never was built, but the City retained the property.

Frederick Briggs was the first settler to establish a business in the immediate vicinity. He built a steam powered saw mill near North Butler Street just west of the land Doty donated. Briggs' enterprise on the Mendota waterfront was underway as construction began on the first Capitol in 1837. He prepared wood for boat building, and made the scows used to transport stone for constructing the building over the ice from a site near what is now Maple Bluff. East of the public land, John and Peter Lindstrom established a soft drink factory in 1857 on the waterfront at North Blair Street. The brothers built a substantial structure that housed the factory on the lower level and provided accommodations for both families above. Two years earlier, in 1855, Charles Bernard purchased the lakefront property east of Lindstrom's at 622 Gorham. He initially set up business as a tailor, but also established a fishing station on the lake.

Steamboats and Industry

By the 1860s, the City had installed a large dock on the public property and this waterfront slice of Madison became a place dominated by boat building, dockage, repair and storage. Over the next fifteen years, Bernard established a successful boat building operation, crafting both small rowboats and large excursion steamers. His business was just one of several along Gorham Street dedicated to the boat trade. Bernard also joined a number of other boatmen in running his steamers to points across the lake. The boats served both recreational and practical needs in providing transportation from the city dock to both scenic destinations and places around the city,

including the University. While Madison was seeing greater planned commercial and residential development on the other side of the square, this part of the City was assuming the slightly happenstance appearance of a dockyard.

Adding an industrial quality to the waterfront, a large ice harvesting operation was in place by the mid-1860s at North Butler and North Hamilton Streets. In 1888 Conklin & Sons purchased the existing facility and expanded it significantly by constructing a huge ice harvesting and refrigeration facility, in addition to operating a stable to keep horses used in delivery of ice. By 1888 the former Lindstrom Bottling factory closed and went into use as a rooming house, likely offering accommodations to the seasonal workers involved in the Conklin operation.

Sailing on Water and Ice

The Mendota Yacht Club was established in 1903. The group began holding races from a pier behind 618 E Gorham Street, the residence of Captain George Patterson, skipper of the steamship *Mendota*. In 1907 the group leased the old bottling factory, remodeled the building and established its headquarters in this location. Members, including Lew Porter (known for the role he played in constructing the Capitol), kept their boats off the docks installed by the club. The Yacht Club provided an important social setting for a number of Madison's most prominent residents until its membership slipped off with World War I. The building was offered for sale in 1919. While it assumed a number of new uses over the next two decades, parts of it typically remained in use for boat building, storage and repair.

Along with constructing boats of all sizes and types, Charles Bernard was also renowned as a builder of Ice boats and is largely credited with introducing the sport to Madison. This tradition was carried on by his son, William, who took over his father's business following Charles' death in 1907. In 1911 William rebuilt the original boathouse. However, after a fire that originated at (and also destroyed) the Conklin Ice House, Bernards Boathouse was rebuilt again in 1915. At nearly the same time that both Bernards and Conklins rebuilt their facilities, residential and public projects were underway that began to elevate the stature of the neighborhood.

Neighborhood Revitalization, ca. 1915

With construction underway on the state's new Capitol between 1907 and 1917, the Mendota waterfront began to assume a new prominence due to its proximity to the Capitol Square. This was emphasized by the diagonal alignment of the new building with the lake on North Hamilton Street. Nationally prominent Boston planner John Nolen prepared a developmental plan for Madison that was published in 1911. In it, he embraced the diagonal approaches the Doty plat established for the Square and showed full deference to this feature in his recommendations. Without calling it out specifically, the Nolen Plan provided for residential development along the Mendota shoreline on Gorham Street. There is a graphical reference to the public property Doty had donated to the City, but no call for a park in this area. Already established and shown in the plan, Tenney Park provided a waterfront park on the Mendota shoreline about a mile east at the Yahara River.

As both Bernards Boathouse and the Conklin Ice House were being rebuilt following the 1915 fire, two important public projects also were taking place. The Second Ward School, where young Frank Lloyd Wright attended seventh and eighth grades, was demolished to make way for the new Lincoln School. Also, the 1882 Madison Waterworks plant was rebuilt in its original location across the street from the lake in the 600 block of Gorham Street. Both buildings were designed with evident civic pride, drawing on motifs associated with the progressive and purposefully Midwestern example provided by the famous Chicago architects Louis Sullivan and Frank Lloyd Wright, once just a neighborhood kid.

The celebrated Madison architectural firm of Claude and Starck designed Lincoln School in 1915. The building features elements and details that are in keeping with the firm's successful adaptation of the Prairie style, combined with ornamental details influenced by Sullivan. Architect Louis W. Claude had come by his sensibilities honestly, having shared time in Sullivan's Chicago studio with Wright. In addition to Lincoln School, Claude and

Starck also designed several substantial masonry residences for this neighborhood early in the 20th century. Of the three houses that were later acquired for the park, the two earlier Claude and Starck residences are notable for a use of materials, massing and general features that are evocative of the Prairie houses Wright developed in his Oak Park Studio. The Cornelius and Anna Collins House at 646 E. Gorham (1908) and the William and Dora Collins House at 704 E. Gorham (1912) are considered among the finest examples the firm's residential work. The Robert and Irene Connor House at 640 E. Gorham Street (1920) is also thought to have been designed by Claude and Starck, despite its Colonial Revival style not being fully consistent with the firm's other projects.

First Steps toward a Park

In 1916 Wilbur W. Warner, who operated a popular State Street music store and resided at 516 E. Gorham, bequeathed $75,000 to the City to purchase the Conklin Ice House property as a downtown park. As part of the agreement, the City was to contribute $25,000 to the purchase of two blocks of lakefront between North Franklin and North Butler Streets. Although things were in place to proceed, James Conklin decided he was unwilling to sell. Despite this, Warner seemed to have instilled the idea that a park at the Conklin site would be an excellent future use of the property. The City acquired some property at the foot of North Franklin Street in 1928 as a small first step toward the acquisition of public land adjacent to the original city property.

The Mendota Yacht Club sold former the Soda Factory in the 1920s, and by the early 1930s the building was owned by Madison attorney Timothy Brown, who leased its principal public space to the 33rd Division of the Naval Reserve until the group became fully deployed in World War II. During Brown's period of ownership, portions of the building continued to be used for boat building. In 1943, Brown rented it as a social club for service people based at the Truax airfield. However, the arrangement was short-lived as that same year, Mr. and Mrs. James Patton acquired the former Yacht Club property to serve as their residence.

Conklin Park (1939 - 1963)

The establishment of Conklin Park finally occurred in 1939 after the purchase and demolition of the Conklin Ice House. At just the same time, a proposal for a Boat Harbor and Armory located at the Conklin site was advanced by Ladislas Segoe in his *Comprehensive plan of Madison, Wisconsin and environs* (1939). The Segoe Plan analyzed and suggested traffic patterns through and around the city and also provided recommendations for the placement of new public buildings. Local political intrigue was thick in the advancement of the plan for the Armory and Auditorium at the Conklin site, as the idea stood in direct opposition to plans that Frank Lloyd Wright had just proposed for "Olin Terraces" on Lake Monona. The idea for the Armory was eventually set aside and the City implemented a much less grand scheme that provided a small swimming area and facilities that supported the use of the waterfront for boating and sailing.

The Bernard Boat Company changed hands in 1940, and Harry Hoover took over the operation in 1943. Hoover installed a 200 foot dock into Lake Mendota and operated the Hoover Boat Line. Like Bernards, it was an incredibly popular neighborhood venue that contributed to a predominant atmosphere centered on boats and boating. The Mendota Yacht Club, although without a headquarters, continued to sail and stage races from the shoreline in this area and use it for boat storage. Property that had been owned by the Tracy Boat Company on Gorham near North Franklin was purchased by the City in 1941 and in 1947 a concrete boat ramp was installed at the foot of North Hancock Street and the swimming beach in this location was moved to the foot of North Franklin Street.

Through the 1950s the Conklin Park boat ramp was used as a staging area for the regattas of the Mendota Yacht Club and the Four Lakes Ice Yacht Club. Over the years, ice boating had grown in popularity as a winter sport and races frequently were held at Conklin Park. In 1953, the Mendota Yacht Club installed a rail system at the former site of the Tracy Boat Company for moving larger boats in and out of the water. During this time, the Patton residence served as an unofficial club house for the Yacht Club. James Patton was a dedicated sailor, who enthusiastically hosted regattas and other events at his lakefront property. Other changes in the neighborhood included the City's 1956 acquisition of the William and Dora Collins House at 704 E. Gorham, which soon became

the headquarters of the Madison Parks Department. Also, Lincoln School was closed in 1963 and space in the building was provided to the Madison Art Center for its operations and exhibits.

ADMINISRATIVE HISTORY

James Madison Park (1963 – present)

After rededicating the park as James Madison Park in 1963, the City set out to acquire the full stretch of Mendota waterfront on the north side of Gorham Street from Conklin Park to the eastern boundary of the Lincoln School property. The City secured partial federal funding through a HUD Open Space Acquisition grant, and from 1967 into the 1970s, negotiated the purchase of properties in the 600 block of East Gorham, including the Bernard-Hoover Boathouse in 1968. Following Mrs. Patton's death, the City acquired the former Lindstrom Factory/Yacht Club in 1970. The building was demolished almost immediately, and the swimming beach was established in its current location at foot of North Blair Street.

The Gates of Heaven Synagogue was moved and placed in James Madison Park in 1971. This event followed the 1969 demolition of Mapleside, a historic stone house on University Ave. This incident galvanized a grass-roots preservation movement that led to the decision to relocate the historic synagogue rather than allow its demolition. The loss of Mapleside had another important outcome, which was the 1971 establishment of the Madison Landmarks Commission. The Commission immediately began to identify, evaluate and designate historic Madison properties, including the buildings associated with the James Madison Park. During the 1970s, the City extended Landmark status to Gates of Heaven Synagogue (1974), William and Dora Collins House (1975), the Bernard-Hoover Boathouse (1976), and Lincoln School (1978).

While demonstrating exceptional care for the Park's historic features, when it was time to construct a new Park Shelter the City opted for a modern building. Designed in 1978 by Madison architect Kenton Peters, the shelter was placed just south of the beach, with sufficient space provided for a winter ice rink on its north lawn. The hemi-cyclical concrete building is partially enclosed within a hillside berm. The exterior stairs from street to beach level on either side are enclosed in cylindrical shafts that have been nicknamed "silos" by neighbors. With the exception of its enclosed stairs, the building is fairly non-obtrusive from the street. It opens to its full height facing the water and its modest interior provides restrooms and a small public space with a concession area. Characterized as an example of Brutalism, an architectural idiom popular through the 1960s and 1970s, the shelter won the Excellence in Architecture award from the Wisconsin chapter of the American Institute of Architects in 1980.

After serving as the headquarters for Madison Parks Department for a number of years, the William and Dora Collins House was leased to a private vendor in 1985 and it was operated as the Collins House Bed and Breakfast. The leasing arrangement with the city specified the historic preservation stipulations in place for the landmark building. Simultaneously, after having been fully documented, designated as a city landmark and listed on the National Register of Historic Places, the City established a ground lease for Lincoln School with Madison's Urban Land Interests in 1985. The interior of Lincoln School was rehabilitated as twenty-eight one and two bedroom apartments. The project also satisfied the requirements of the Landmarks Commission by carefully preserving the character of the building exterior.

In 1992 the City purchased the Irene and Robert Conner and the Anna and Cornelius Collins Houses, located at 640 and 646 E. Gorham Street. At nearly the same time, the Bernard-Hoover Boathouse was rehabilitated with partial funding from a Wisconsin Department of Transportation grant. A lot was purchased by the city to improve access to the boathouse in 1995, and in 1997 the Mendota Rowing Club established a lease to rent the boathouse through 2011. The agreement subsequently has been renewed to 2022. The last significant change to the park occurred in 1999, when a memorial to volunteers who fought in the Spanish Civil War (1936 – 1939) was erected near the Synagogue. It was dedicated to the 45,000 international volunteers who fought for the Spanish Republic, including the 2,800 Americans that served in the Abraham Lincoln Brigade. It is inscribed with the names of the 37 Wisconsin soldiers that participated.

Today James Madison Park provides the downtown community and visitors with an exemplar lakeshore park with many recreational opportunities including basketball and volleyball, swimming, boating, fishing, slacklining, and a playground area with nearby adjacent parking. Restrooms and a small activity space are provided in the shelter and the Bernard-Hoover Boathouse, leased by the Mendota Rowing Club, is semi-public building with nearby canoe and kayak launch sites and storage. The picturesque Gates of Heaven Synagogue, monumentally situated at the west end of the park, is available to rent for events and is a very popular wedding and meeting venue. The historical ambiance on the east end of the park hearkens to the early 20th century and is largely a result of preservation efforts established to retain significant historical structures owned or acquired by the City as part of developing James Madison Park.

Administrative Documentation

The City of Madison Parks Department retains pertinent scanned and indexed archival materials relative to the history of the site and the development of James Madison Park. Extending back to early documentation concerning the original Doty (or Pritchette) Plat, resources include deeds related to the acquisition of Lincoln School property in 1867, when it was first purchased for the Second Ward School, and again in 1914 when another parcel was added. Property records related to the acquisition of the Conklin property and other sites from the late 1930s through the fifties also are included. These transactions are fairly straightforward, without carrying restrictions concerning land use.

Trust information, Deed Restrictions and Dedications

Following the formal dedication of James Madison Park in 1963, numerous deeds were generated through transactions with property owners on Gorham Street. Because partial funding came through a federal grant, stipulations were in place, but only for a time. Many of the properties purchased between 1966 and 1970 drew on funding from the HUD Open Space Acquisition (grant WIS-OSA-13) under Title 7 of 1961 Housing Act. The grant contract restricted land use to park, recreational, conservation, natural, historic or scenic uses. These use restrictions were removed in 1983 by Section 126(b) (2) and (3) of the Housing and Urban-Rural Recovery Act, and no longer apply.

Madison Mayor William Dyke's establishment of Madison Landmark Commission in 1971 had a significant impact on the development of James Madison Park, especially in the care that continues to preserve the authenticity of the park's historic structures. With the designation of Landmark status, modifications made to the exterior of the buildings require the approval of the Commission. The preservation restrictions associated with these properties remain in place today and have been written into the documentation surrounding more recent property transactions related to the lease and sale of the buildings.

Between 1974 and 1993 the Landmark Commission designated Landmark status for the following properties associated with James Madison Park:

- Gates of Heaven Synagogue, 302 E. Gorham Street (1974)
- William and Dora Collins House, 704 E. Gorham Street (1975)
- The Bernard – Hoover Boathouse, 622 E. Gorham Street (1976)
- Lincoln School, 720 E. Gorham Street (1978)
- Anna and Cornelius Collins House, 646 E. Gorham Street (1993)
- Irene and Robert Conner House, 640 E. Gorham Street (1993)

The Landmark Commission restrictions were first itemized in the September 11, 1974 notice of designation for the Gates of Heaven Synagogue (Ref. #1409654). Accordingly, the property would be subject to:

> . . . . restrictions as set forth in Section 33.01 (5) of the Madison General Ordinances, to-wit: (1) That all building permits for the altering or reconstructing of the exterior of said dwelling (sic) shall be submitted to the Landmark Commission of the City of Madison, Wisconsin for approval. (2) That all permits for the

demolition of said dwelling shall be submitted to the Landmark Commission of the City of Madison, Wisconsin for approval.

The same language was used to convey City Landmark restrictions on April 14, 1975 relative to the William and Dora Collins House (Ref. #1424970), the Bernard-Hoover Boathouse on October 31, 1980 (Ref. #1686777), Lincoln School on October 31, 1980 (Ref. #1686775), the Anna and Cornelius Collins House on February 17, 1993 (Ref. #2440184) and the Irene and Robert Conner House, also on February 17, 1993 (Ref. #2440185). Additionally, the Landmarks Commission published *Landmarks and Historic Districts in Madison: A Guide for Property Owners* (1989), which provides a more detailed discussion of the Commission's expectations for the owners of landmark buildings in Madison.

By 1998 the City had demonstrated even further dedication to the long term preservation of these buildings by securing National Register of Historic Places designation for the historic buildings associated with James Madison Park. The Gates of Heaven was the first building to be listed in 1970; its listing on the National Register preceded its designation as a City Landmark.

- Gates of Heaven Synagogue (1970)
- William and Dora Collins House (1974)
- Lincoln School (1980)
- The Bernard – Hoover Boathouse (1981)
- Anna and Cornelius Collins House, listed as part of the Fourth Ridge Historic District (1998)
- Irene and Robert Conner House, listed as part of the Fourth Ridge Historic District (1998)

As publically-owned buildings these designations come with compliance standards related to their ongoing care as based on the Standards of the Secretary of the Interior for Rehabilitation of historic properties, which "provide direction in making appropriate choices in planning the repairs, alterations, and additions that may be part of a rehabilitation project. . . . . The Standards for Rehabilitation are regulatory for the Historic Preservation Tax Incentives program and are the Standards most often used by local historic district commissions nationwide. "

When the City purchased the Irene and Robert Conner and the Anna and Cornelius Collins Houses located at 640 and 646 E. Gorham Street in 1992, both properties carried Wisconsin DNR Program restrictions, per the DNR Stewardship Fund grant S-ADLP-191 (Ref. #2389055 and 2379293). However, the program restrictions were removed from both properties in 2012 for portions adjacent to the residences, but remain on the land between the houses and the lake (Ref. #4984586 and 4986783). Additionally, in 1995 when the City acquired the open land at 628 Gorham Street the purchase was partially funded by a $75,000 DNR Lake Protection Aids Grant #LPT-31, under which land use cannot be "inconsistent with the protection or improvement of a lake's water quality or its natural ecosystem." Also, the property was to have public access, and the sale or lease of the land would require DNR approval (Ref. #2695637).

While it retained ownership of the land, the City sold the residential properties associated with the park in 2012. Deeds including historic preservation covenants were executed for the William and Dora Collins House (Ref. #4913197 and 4913198), the Anna and Cornelius Collins House (Ref. # 4941909 and 4940519), and the Irene and Robert Conner House (Ref. #4988016 and 4988017). The requirement that current owners meet the established historic preservation requirements was stipulated for each property. Items (1) and (2) from the HISTORIC PRESERVATION COVENENT are excerpted below:

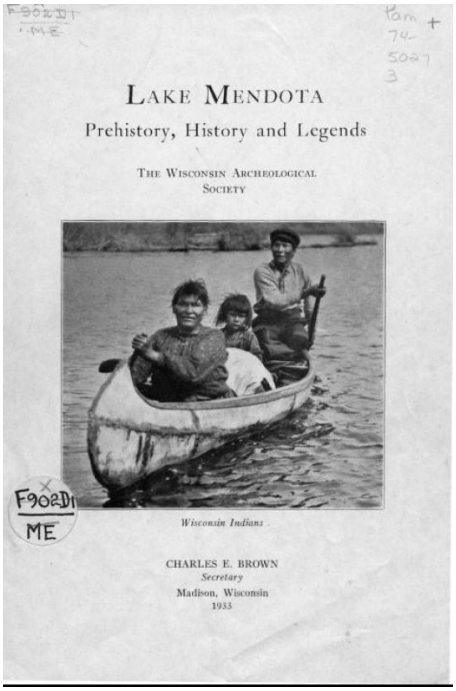
(1) The OWNERS agree to assume the cost of continued maintenance and repair of the PROPERTY in accordance with the recommended approaches in the Secretary of the Interior's standards for rehabilitation and associated guidelines, or substantially similar standards of the CITY, so as to preserve the architectural and historical integrity of the features, materials, appearance, workmanship , and environment in order to protect and enhance those qualities that make the property eligible for listing in the National Register and (/or) the State Register.

(2) The OWNERS agree that any alterations that affect the architectural or historical integrity of the PROPERTY must have the prior written approval of the CITY, The OWNERS shall neither construct, demolish, alter, nor remodel any portion of the PROPERTY, including any structures, buildings, or objects thereon that are not named herein as specific exclusions without prior written approval of the CITY. The OWNERS shall not construct any new building or structure on or move any existing building or structure to the PROPERTY, nor erect fences or signs on the PROPERTY, without the express written approval of the CITY.

The City of Madison Parks Department's collection of scanned archival material also contains pertinent design drawings for the expansion and development of both Conklin and James Madison Parks. Although not itemized in the index, the graphical material includes numerous sets of plans and drawings for buildings, landscape and shoreline treatments that illustrate an evolution of design concepts for the property. The material carries great value for future analysis and interpretive use.

PREHISTORIC TAY-CHO-PE-RA

Before and even during European settlement, the Four Lakes region was home to a thriving and long-lived Native American culture. Between 1921 and 1945, Charles E. Brown published a series of pamphlets through the Wisconsin Archaeological Society. The small printed booklets record folklore based on oral tradition and also provide documentation for mound groups and village sites along the Mendota lakeshore.



Cover of Charles E. Brown pamphlet, *Lake Mendota, Prehistory, History and Legends,* 1933

Excerpts from Brown's Booklet *Lake Mendota, Prehistory, History and Legends* provide some great insights into the area as it was known to its earliest inhabitants.

> *The Four Lakes region was known to the Winnebago Indians as Tay-cho-pe-ra. . . .The Winnebago Indian name for Lake Mendota or Fourth Lake is Wonk-shek-ho-mik-la, meaning "where the man lies." The name Mendota, given to this lake in 1849 by Frank Hudson, a Madison surveyor, is a Sioux Indian name meaning "the mouth of the river." The Prairie Potawatomi called the lake Manto-ka, "snake maker," referring perhaps to the early abundance of rattlesnakes at different places along its shores.*
>
> *. . . . Winnebago Indian villages and camps were located at a number of places on the shores of Lake Mendota before and after white men came to this region. Their dome-shaped wigwams consisted of a framework of bent saplings covered with strips of bark or rush matting. They grew corn at all of their villages. . . . In 1837 one of their large villages was located on the shores of a large marshy area, now Tenney Park, on the east shore of the lake and the adjoining lake shores. It had several hundred inhabitants. Its name is given as Chee-nunk, "village". . . . Another village was located on the banks of the Yahara river and the adjoining lake shores, on the north shore of the lake. This was Ne-o-sho. One of its planting grounds was on the lake shore lawn of the State Hospital and another at the eastern boundary of Morris Park. Some Indian corn hills remain at the latter locality and traces of some at the former place.*

> *. . . . About one thousand Indian mounds were formerly located about the five Madison Lakes. Many of these have been destroyed in the cultivation of land, in road building and the growth of Madison. There were about 350 mounds on the shores of Lake Mendota. Mounds or mound groups remain on the campus of the University of Wisconsin, in Burroughs Park, at Maple Bluff, Bernards Park, the State Hospital and the State Memorial Hospital grounds, Morris Park, Fox Bluff, Kennedy Pond, West Point, Camp Sunrise, Mendota Beach, Merrill Springs, Black Hawk Country Club, Eagle Heights, and on Picnic Point. Some of these are permanently preserved and are marked with descriptive tablets, others are being protected.*[1]

Madison historian David Mollenhoff also described the pre-settlement era in *Madison: A History of the Formative Years* and assimilated the documentation provided by Charles Brown and others to create a map of the Madison area noting the location of villages and mound groups, even as pertinent to the site of James Madison Park.

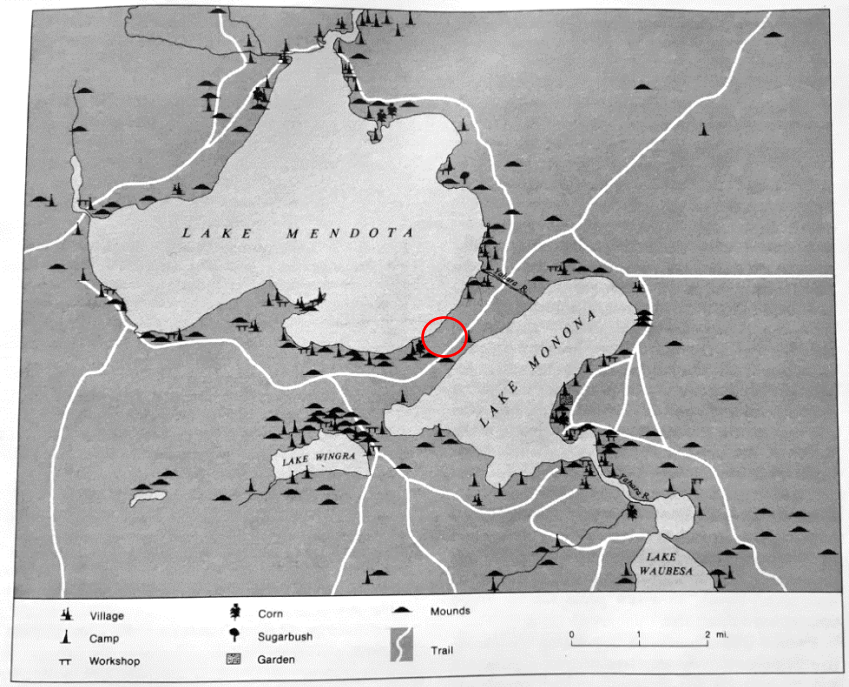


FIGURE 1.8. INDIAN FEATURES. This map showing trails, camp and village sites, mounds, cornfields, and other Indian-created features is based upon a compilation done by Charles E. Brown, a well-known student of Madison-area Indian life. The map is a compelling visual reminder that for thousands of years, Indians found Madison a good place to live.[2]

Based on analyses of 19th and early 20th c. surveys, historian David Mollenhoff did not identify signs of Native American culture in the immediate area of James Madison Park, whereas the landscape of Tenney Park was known to be the site of a large Ho-Chunk village.[3]

[1] Charles E. Brown, *Lake Mendota, Prehistory, History and Legends,* (Madison: The Wisconsin Archeological Society, 1933). Folklore Pamphlets, 1921-1945, Turning Points in Wisconsin History.

[2] David V. Mollenhoff, *Madison: A History of the Formative Years* (Dubuque, Iowa: Kendall/Hunt Publishing Co., 1982), 13, Figure 1.8. "Chapter One, Foundations: Prehistory to 1846" provides an excellent overview of the geology, habitat and earliest occupants of the area.

[3] Both Charles Brown and David Mollenhoff refer to the principal indigenous occupant of the area as Winnebago. With the adoption of its most recent constitution in 1994, the *Wisconsin Winnebago Tribe* changed its name to the *Ho-Chunk Nation of Wisconsin.* The name Ho-Chunk comes from the word *Hochungra*, meaning "People of the Big Voice" or "People of the Sacred Language," which is how the tribe has referred to itself traditionally.

HISTORICAL CHRONOLOGY

1836 A site on Lake Mendota, north of the Capitol Square and bounded by Franklin, Hancock, and Gorham Streets was provided as city property in Doty's 1836 plat for Madison. Doty intended it be used for a harbor at the north end of a canal that would cross the Isthmus. Although the canal was never was dug, the parcel remained the property of the city.[4]

Section of Plat of Madison, 1836, SHSW WHi (X32) 8775 [5]

1837 Frederick Briggs built a steam-powered saw mill near North Butler and East Gorham Streets; it provided wood for the construction of buildings and boats. Large scows built in this location were used to transport limestone blocks from the quarry at McBride's Point (Maple Bluff) for the construction of the first Capitol.[6]

1839 The first sailboat used on Lake Mendota, *Lady of the Lake*, was launched.[7]

1853 Charles Bernard, Sr. arrived in Madison and offered his services as a tailor.[8]

1854 James Conklin established a business in Madison selling firewood and coal.[9]

[4] Mollenhoff, *Madison: A History of the Formative Years*, 19-26; Madison Parks, "James Madison Park History," January 20, 2016.
[5] Detail of the 1836 Doty Plat [WHi (X32) 8775] as printed in *The Old Marketplace Neighborhood: A Walking Tour* (Madison Landmarks Commission and the Old Market Place Neighborhood Association, 1991), 2.
[6] Donald P. Sanford, *On Fourth Lake: A Social History of Lake Mendota* (Madison: Commodore's Press, 2015), 140; *Madison Democrat*, April 1, 1906, *Wisconsin State Journal*, May 12, 1936. Sanford's "Chapter Seven, James Madison Park" provides excellent historical information and photographs that document activities at the site for over a century.
[7] Don Sanford, *Mendota Yacht Club – The first 30 years* (2006).
[8] Bernard-Hoover Boathouse National Register of Historic Places, Reference #81000036; Madison Landmark Nomination: Bernard-Hoover Boathouse (1976).
[9] Sanford, *On Fourth Lake*, 138.

1855 Charles Bernard purchased the property at 622 E. Gorham and built a "fishing station," while continuing work as a tailor.[10] The first building constructed at the site was L-shaped.[11]

1857 John and Peter Lindstrom established a soft drink factory on the Mendota waterfront at North Blair Street. It was a fairly substantial frame building with the factory on the lower level, and the two brothers living upstairs with their families.[12]

1863 Shaare Shomain (or Gates of Heaven) Synagogue was constructed by Madison's first Jewish congregation at 214 W. Washington Ave. The small one-room building, designed by August Kutzbock, was the first synagogue built in Wisconsin.[13]

1875 Charles Bernard had established his business as a boat builder as listed in the Madison City Directory.[14]

1870s The sixty-five foot long, one hundred fifty passenger steam yacht *Mendota* made daily trips around Lake Mendota from a large pier located behind the city property. "The *Mendota* ran to Pheasant Branch, Picnic Point, the university, the Insane Asylum, McBride's Point, and elsewhere upon request. Home pier for the *Mendota* was between Hancock and Franklin Streets in what is now James Madison Park. . ."[15]

 [16]

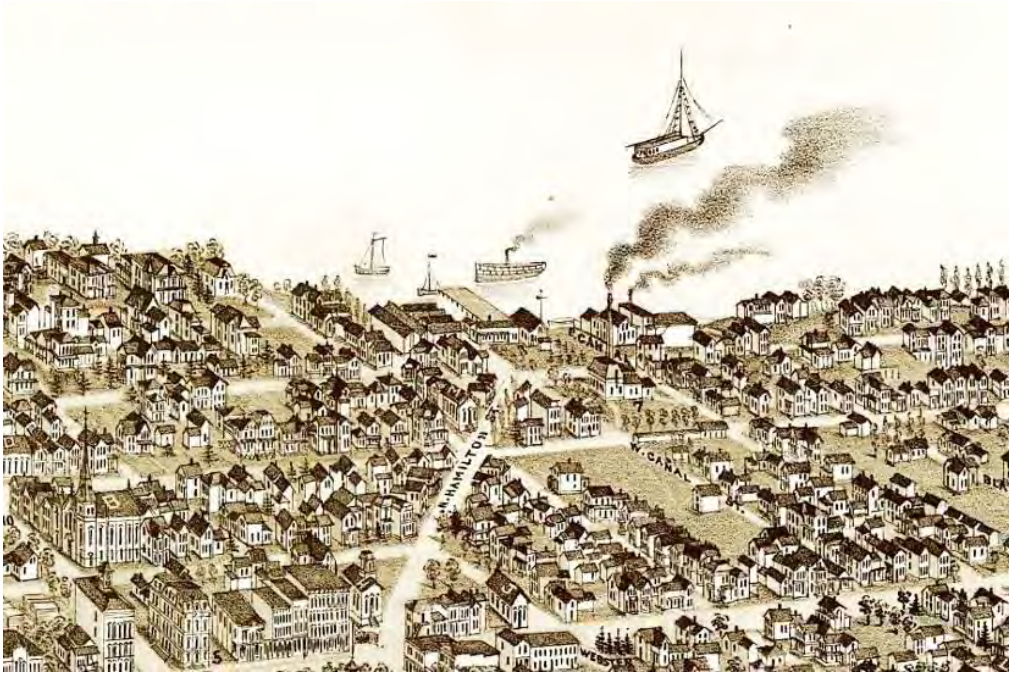
The steamer *Mendota* in 1879, located at the boat landing located near what is now the foot of Bay Ave. in Maple Bluff

[10] Bernard-Hoover Boathouse National Register of Historic Places, Reference #81000036.
[11] Madison Landmark Nomination: Bernard-Hoover Boathouse (1976).
[12] Sanford, *On Fourth Lake*, 125.
[13] Old Synagogue / Shaare Shomain Synagogue National Register of Historic Places, Reference #16103. In 1971 the building would be relocated to the corner of N. Butler and E. Gorham.
[14] Bernard-Hoover Boathouse National Register of Historic Places, Reference #81000036
[15] Mollenhoff, *Madison: A History of the Formative Years,* 130.
[16] Andreas Dahl, *Sunday School Picnic at Mendota Steamboat Landing*, 1879 [WHi (D31) 582] Description: "Norwegian Sunday School Picnic at Mendota steamboat landing. Small lake steamer *Mendota* could reach speeds of up to 18 mph. The barge *Uncle Sam* was 75 ft. long by 25 ft., and was either towed about the lake or anchored at the picnic grounds at McBrides Point. The *Mendota* made regular trips to Picnic Point, the University, Pheasant Branch, and the Insane Asylum."

1876 Captain George A. Patterson became Captain of the Steamboat Mendota, a position he held for over thirty years.[17]

1879 Young Frank Lloyd Wright (1867 – 1959) began a period of residence in Madison, living with his parents and sisters in a no longer extant house at 802 E. Gorham. He attended the nearby Second Ward School for seventh and eighth grades.[18]

1882 Madison's first municipal water pumping station was constructed facing E. Gorham Street at 311 N. Hancock. The building and equipment would be replaced in 1917.[19]



Lithographic View of Madison published by Norris, Wellge & Co. of Milwaukee, 1885; detail showing lakefront along Gorham Street

1886 James Conklin purchased an existing Ice House at the foot of North Hamilton Street in the 300 Block of East Gorham. Conklin & Sons began operation of a large ice harvesting, storage and delivery operation.[20]

1887 Frank Lloyd Wright left the family home on Gorham Street for Chicago.[21]

1888 The Lindstroms closed their bottling business at 409 N. Blair Street and the building went into service as a rooming house for many years.[22]

[17] Sanford, *On Fourth Lake,* 131; *Wisconsin State Journal*, April 27, 1883 and June 18, 1944.
[18] Historic Madison, Inc. of Wisconsin, "Frank Lloyd Wright" identifies the address of the Wright property; See also Paul E. Sprague, editor, *Frank Lloyd Wright and Madison: Eight Decades of Artistic and Social Interaction*, "Frank Lloyd Wright's Madison Networks" (Madison: Elvehjem Museum of Art, 1990), 1 – 2.
[19] *The Old Marketplace Neighborhood: A Walking Tour* (1991), 6.
[20] Sanford, *On Fourth Lake*, 138 – 139; *Capital Times*, August 5, 1966; Mollenhoff, *Madison: A History of the Formative Years,* 265.
[21] Sprague, ed., *Frank Lloyd Wright and Madison*, 2.
[22] Sanford, *On Fourth Lake*, 125.

 [23]

The Lindstrom Soft Drink Factory at 409 N. Blair St., circa 1895

1890 Charles Bernard built his first steamboat, *Anne,* which began operation as an excursion boat from the docks behind the Bernard Boathouse.

1893 Charles Bernard built the steamboat, *Columbia,* christened in reference to the Columbian Exposition of that year.

1899 The Conklin Ice House burned, claiming a barn and 16 horses.[24]

1900 The Ice House was rebuilt; the new building was 180 feet long, 170 feet wide and 22 feet tall.[25]

1903 The Mendota Yacht Club was established and thirteen boats were registered. Races took place behind the home of Captain George Patterson, the skipper of the steamship *Mendota*. He had a pier behind his home at 618 E Gorham St.[26]

1905 Charles Bernard built the steamboat, *Wisconsin.*

1907 The Mendota Yacht Club leased and remodeled the Lindstrom bottling building to use as its headquarters and began to organize sailboat races on Lake Mendota. The *Wisconsin State Journal* calls the Mendota Yacht Club "Madison's Summer Social Center." Members included George Burrows, William Freeman Vilas and Lew Porter.[27]

[23] Sanford, *On Fourth Lake*, 125.
[24] Sanford, *On Fourth Lake*, 138; *Wisconsin State Journal*, October 30, 1900.
[25] Ibid.
[26] Sanford, *On Fourth Lake*, 125.
[27] Sanford, *On Fourth Lake*, 125 – 126; Sanford, *Mendota Yacht Club – The first 30 years* (2006).

1907 Charles Bernard, Sr. died; In addition to having built row boats, steamers and operating a ferry service to points around the lake, Charles was also well-known as a designer and builder of ice boats. Following his death, his son William took over and expanded the business.[28]

[29]

The Mendota Yacht Club, circa 1910

1908 The Cornelius and Anna Collins House was constructed at 646 E. Gorham. It was designed by Madison architects, Claude and Starck. The house is an example of the eclecticism popular in early twentieth century architecture, and includes features drawn from the Prairie style, Tudor Revival and American Craftsman.[30]

According to author Donald Sanford, prior to 1910 a boater passing along the lakeshore between North Blount and North Butler Streets would have found a fairly industrial area. He describes the setting:

> *In those days, you'd hear the sounds of boat builders at the foot of North Franklin Street. At the Bernard Boathouse, the sounds of hundreds of excited passengers could be heard boarding the Columbia or Wisconsin, punctuated by the occasional toot of a steam whistle. . . .*[31]

1911 The John Nolen Plan suggested residential development on the Lake Mendota waterfront along Gorham Street north of the Capitol Square. Tenney Park, on Lake Mendota at the Yahara River, is shown as an important municipal park in the plan. At this time, there was no thought given to the development of a park in this area of the city.[32]

[28] Sanford, *On Fourth Lake*, 120.
[29] Sanford, *Mendota Yacht Club – The first 30 years* (2006).
[30] Madison Landmark Nomination: Anna and Cornelius Collins House (1993).
[31] Sanford, *On Fourth Lake*, 117.
[32] Nolen, John (1869-1937), *Madison : a model city,* Boston, Mass.: 1911. Mollenhoff, *Madison: A History of the Formative Years,* 341 – 352.

[33]

John Nolen, *A Suggestive Plan for Madison: A Model City*, 1911

1911 The Bernards replaced the original building with a larger frame structure in the same location.[34]

1912 The William and Dora Collins House was constructed at 704 E. Gorham. Designed by Claude and Starck. It is considered one of the finest examples of their work and features the hallmarks of the Prairie style.[35]

1914 The Mendota Yacht Club hosted the Northwestern Regatta, considered a great accomplishment for the young organization. After the US entry into WW I, interest in sailing began to subside and membership fell off. [36]


[37]

The Conklin Ice House in operation, circa 1912, and a photo of the fire that burned the Ice House on June 17, 1915

[33] Nolen, John (1869-1937), *Madison: a model city,* Boston, Mass.: 1911.
[34] Madison Landmark Nomination: Bernard-Hoover Boathouse (1976).
[35] Madison Landmark Nomination: William Collins House (1975).
[36] Sanford, *On Fourth Lake*, 126.
[37] Conklin Ice House on Lake Mendota in its heyday (left) [WHS Image ID 117662]; Photoart House, Several men try to extinguish the fire at the Conklin Ice House that destroyed the building [WHS Image ID 35793].

1915 The Conklin & Sons Ice House facility was destroyed in a fire and rebuilt in the same location.[38] The Bernard Boathouse was destroyed after it was ignited by a spark from the Conklin Ice House fire.[39] It was reconstructed in the same location and remains in place today at 622 E. Gorham.[40]

 [41]

Shoreline view showing Bernards Boathouse following its reconstruction (left). The Mendota Yacht Club is on the waterfront to the right.

1915 Lincoln School, designed by Claude and Starke, was constructed at 728 East Gorham, formerly the location of the Second Ward School.[42]

1916 Wilbur W. Warner bequeathed the City $75,000 for a park on the Conklin Ice House property (two blocks of the lakefront between North Franklin and North Butler Streets). The City was to contribute $25,000, but James Conklin was unwilling to sell despite prodding from the editorial page of the *Wisconsin State Journal*. While the City did not accept the money, Warner provided an impetus to the discussion concerning the long-term development of the property.[43]

1917 The Madison Water Works pumping station building was built along East Gorham Street at 311 North Hancock, across the street from the Lake Mendota shoreline. It was Madison's sole source of municipal water until 1923. The building was designed by Madison firms Balch and Lippert (Architect) with Mead and Seastone (Engineers).[44]

[38] Mollenhoff, *Madison: A History of the Formative Years*, 265.
[39] Sanford, *On Fourth Lake*, 145.
[40] Madison Parks, "James Madison Park History," (2016).
[41] Photoart House, View of Lake Mendota Shore, Madison (1915) [WHS Image ID 40024].
[42] Sanford, *On Fourth Lake*, 119.
[43] Sanford, *On Fourth Lake*, 118; *Wisconsin State Journal*, "Two New Parks Provided For in Warner Will," May 3, 1916; *Capital Times*, March 3, 1969.
[44] *The Old Marketplace Neighborhood: A Walking Tour* (1991), 6.

1919 The Mendota Yacht Club offered their building for sale.[45]

1920 The Madison Association of Commerce lobbied for the construction of a boat harbor to be located at the foot of North Blair Street, with the larger goal that Lake Mendota could eventually become a center of competitive sailing.[46]

1920 The Robert and Irene Connor House was built at 640 E. Gorham Street; it is thought to have been designed by Claude and Starck. Irene Connor was the daughter of lumber magnates Anna and Cornelius Collins who lived next door.[47]

1922 Tormod Tofte opened a boat building, repair and rental business in the former Mendota Yacht Club Building.[48]

[49]

Bernards Boathouse, ca. 1915

1923 By this time, the Mendota Yacht Club had "faded into oblivion"[50]

1928 The City acquired property at the foot of N. Franklin St., including several older boat building and repair facilities that had been in operation over the years.[51] This was a first step toward the acquisition of parkland adjacent to the city property.

1928 Willis E. Gifford purchased the Mendota Yacht Club building and opened the Madison Boat Company. Gifford sold boats from large distributors, operated a rental service and managed a water taxi.

[45] Sanford, *On Fourth Lake*, 125.
[46] Sanford, *On Fourth Lake*, 141.
[47] Madison Landmark Nomination: Irene and Robert Connor Residence (1993).
[48] Sanford, *On Fourth Lake*, 127.
[49] Mendota Rowing Club, History of Bernard – Hoover Boathouse [WHi 3495].
[50] Sanford, *Mendota Yacht Club – The first 30 years* (2006).
[51] Sanford, *On Fourth Lake*, 118.

1929 Although the Madison Boat Company unfolded with great promise, residential neighbors complained about the noise and need for parking and Gifford put his inventory and the property up for sale.[52]

1929 Tormod Tofte built the 24' sailboat *Bretonne* for Madison Attorney Timothy Brown; the boat was destined to become a "legendary champion" in local racing.[53]

1929 Don Tracy established the Tracy Boat Company in some of the buildings located at the foot of N. Franklin Street.

1930 Timothy Brown purchased the Mendota Yacht Club, intending to use it as a rental property.

1931 The local 33rd Division of the Navy Reserve established an Armory in the old Yacht Club and remodeled the interior.

1932 A life guard was stationed at the beach at the North Hancock Street Pier.[54]

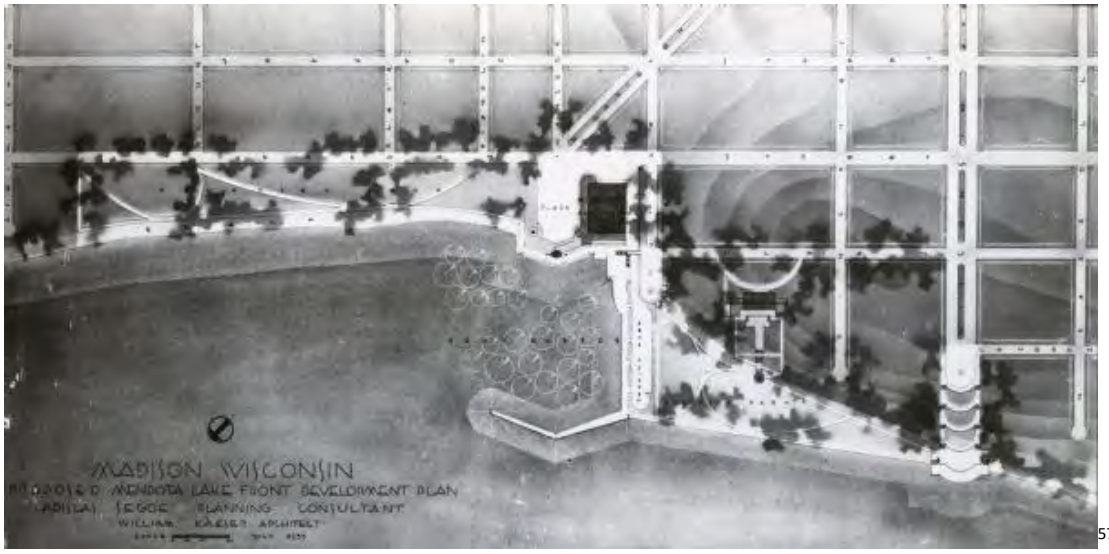
1933 The Mendota Yacht Club was re-organized in the spring of 1933 and hosted the ILYA regatta that year.[55] Without a facility, the club used a crane at the Tracy Boat Company to launch the boats.

Post card view of "Ice Boats on Mendota Lake"

1939 The city purchased the Conklin property. The Ice House was demolished and new amenities included a parking lot, swimming beach and boat launch. It was referred to as Conklin Park.[56]

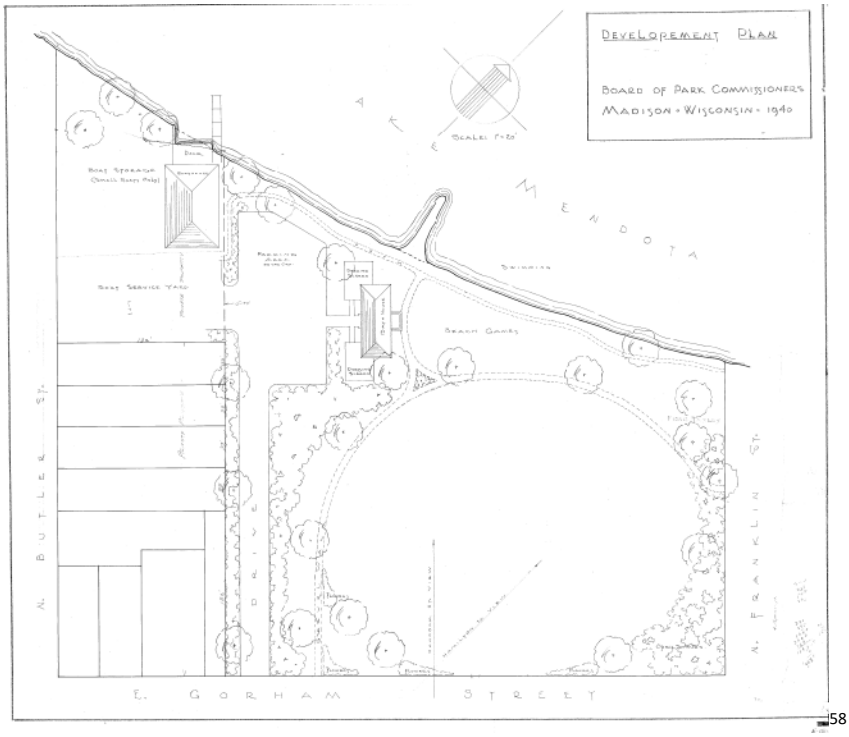
1939 A Plan for the Conklin Park site was developed as a part of Ladislas Segoe's Maser Plan for Madison; the effort was in collaboration with Madison Architect William Kaeser, who had worked as a part time planner for the City in the mid-1930s. Kaeser designed the Armory proposed for this location.

[52] Sanford, *On Fourth Lake*, 127.
[53] Ibid.
[54] Sanford, *On Fourth Lake*, 137.
[55] Sanford, *Mendota Yacht Club – The first 30 years* (2006).
[56] Madison Parks, "James Madison Park History," (2016); Minutes of the Madison Board of Park Commissioners, May 22, 1939; Mollenhoff, *Madison: A History of the Formative Years*, 265; Sanford, *On Fourth Lake*, 118; *Capital Times*, August 8, 1966.



[57]

Proposed Mendota Lake Front Development Plan, Ladislas Segoe, Planning Consultant, and William Kaeser, Architect, July 1939



[58]

The Development Plan for Conklin Park approved by the Madison Board of Park Commissioners, 1940

[57] Proposed Mendota Lake Front Development Plan, Ladislas Segoe, Planning Consultant, William Kaeser, Architect, July 1939, [WHi (D48) 11850]. Published in David Mollenhoff and Mary Jane Hamilton, *Frank Lloyd Wright's Monona Terrace: The Enduring Power of a Civic Vision* (Madison: University of Wisconsin Press, 1999), 106, and Sanford, *On Fourth Lake*, 142.
[58] City of Madison, Madison Parks, "James Madison Park - Development Plan 1940-01-01" (electronic file).

1940 William Bernard sold the boat house, boats and docks to Bergs Sporting Company.[59] Bergs operated two tour boats on the lake, the old *Mendota* and the *Badger*.

1941 The last members of Naval Reserve 33rd were sent to active duty in the Pacific and vacated the property, which was still owned by Timothy Brown.

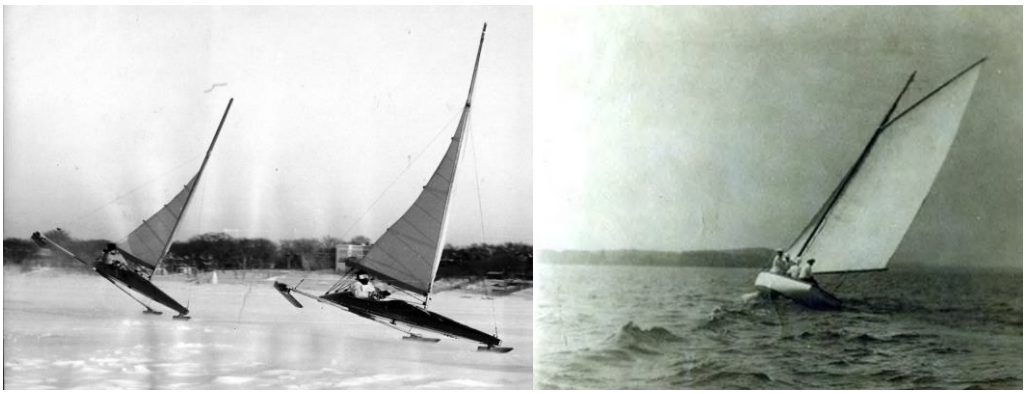
1941 The City of Madison purchased the land the Tracy Boat House Company occupied on Gorham near North Franklin Street. The re-emergent Mendota Yacht Club contributed funds toward the purchase with the understanding the property would be the beginning of a public boating facility.[60]

1943 Benny Berg of Bergs Sporting Company sold the boathouse property to Harry Hoover, who became sole proprietor.[61] During his tenure, Hoover installed a 200 foot dock into Lake Mendota and operated the Hoover Boat line.[62]

1943 The Truax Field Instructors Club rented a portion of the Yacht Club building from Brown to serve as a recreational facility for civilian and enlisted instructors working at Truax Field. This was a short-lived venture, as the same year the property was sold to Mr. and Mrs. James Payton, who remodeled it to serve as their residence.[63]

1946 The Madison Marina Foundation (with involvement of Mendota Yacht Club) secured signatures of more than 2,700 people in support of a public boat harbor between North Butler and North Franklin Streets.[64]

1947 A concrete boat ramp was installed at the foot of N. Hancock Street and the swimming beach in this location was moved to the foot of N. Franklin. For a time, the ramp was used as a staging area for the regattas of the Mendota Yacht Club and the Four Lakes Ice Yacht Club.[65]



Iceboating and sailing were very popular organized activities on Lake Mendota for many decades. The Bernard family was instrumental in popularizing iceboating in Madison.

[59] Madison Landmark Nomination: Bernard-Hoover Boathouse (1976).
[60] Sanford, *Mendota Yacht Club – The first 30 years* (2006).
[61] Madison Parks, "James Madison Park History," (2016).
[62] Sanford, *On Fourth Lake*, 123, Madison Parks, "James Madison Park History," (2016).
[63] Sanford, *On Fourth Lake*, 129, 130.
[64] Sanford, *On Fourth Lake*, 143.
[65] Sanford, *On Fourth Lake*, 137.

1953 The Mendota Yacht Club installed a rail system at the former site of the Tracy Boat Company for moving boats in and out of the water.

1956 William and Dora Collins House was acquired by the City for $71,000, which included additional land.[66]

1959 Mrs. Payton remodeled her home to function as two apartments following the death of her husband and continued to reside there.[67]

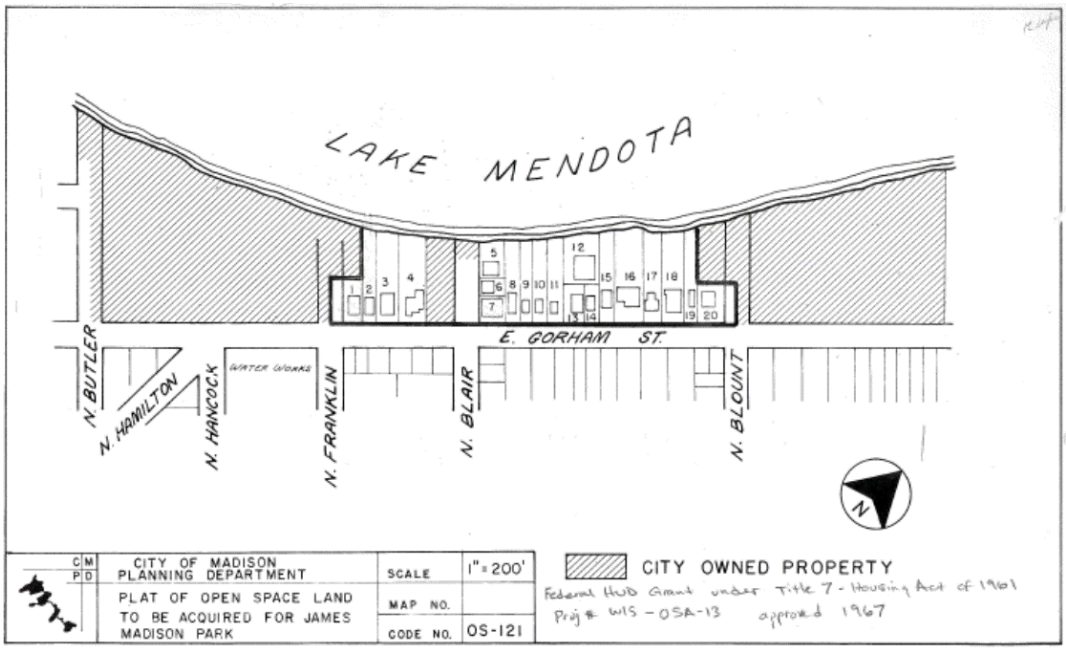
1963 Conklin Park was rededicated and renamed "James Madison Park."[68]

1963 Harry Hoover closed the boat house business and auctioned off his boats and equipment.[69]

1963 Lincoln School was closed.[70]

1964 Lincoln School became the home of the Madison Art Center and other arts groups.[71]

1967 Federal Open Space Acquisition Grant Documentation was filed to secure funding for intended property purchases along Gorham Street.



[72]

City of Madison Planning Department, "Plat of Open Space Land to be acquired for James Madison Park," 1967

[66] *Wisconsin State Journal*, "Proposals for homes at James Madison Park," August 11, 2011.
[67] Sanford, *On Fourth Lake*, 130.
[68] Madison Parks, "James Madison Park History," (2016). *Wisconsin State Journal*, "It's James Madison Park Now: Conklin Area's Name is Changed," June 6, 1963.
[69] Madison Landmark Nomination: Bernard-Hoover Boathouse (1976).
[70] Sanford, *On Fourth Lake*, 119; *Capital Times*, January 5, 1965.
[71] Ibid.
[72] City of Madison, Madison Parks, "James Madison - 1967 Federal Open Space Acquisition Grant WIS-OSA-13" (electronic file).

1968 City of Madison acquired the Bernard-Hoover Boathouse property from Harry Hoover in December.[73]

1970 The City of Madison acquired the former Lindstrom Factory/Yacht Club/Payton House and demolished the building as part of expanding James Madison Park. Around this time, the swimming beach established in current location at foot of N. Blair Street.[74]

1970 The Gates of Heaven Synagogue was threatened with demolition. The Gates of Heaven Foundation was formed to save it and the group placed it on the National Register of Historic Places. It was owned at that time by the Fiore Coal and Oil Company.[75]

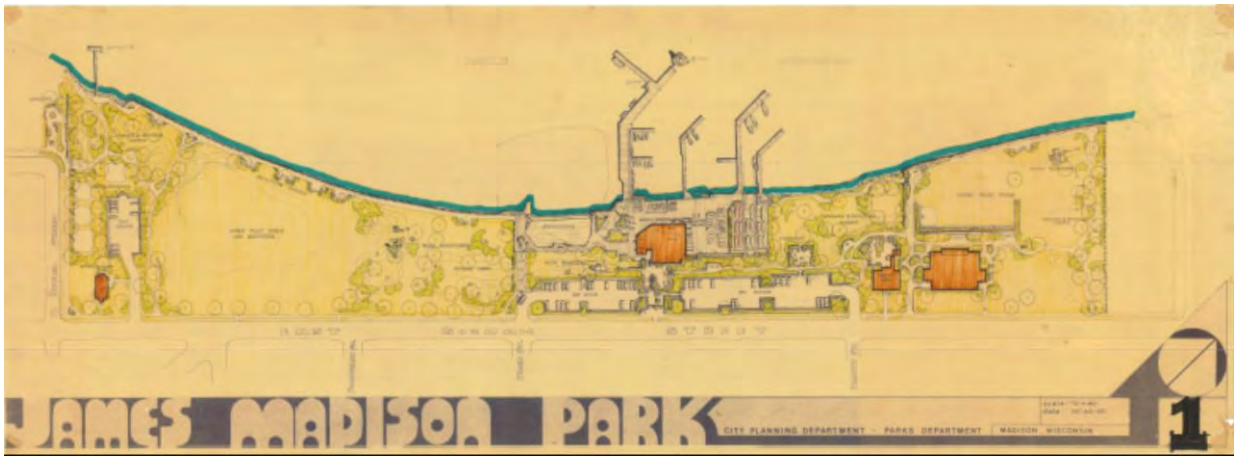
1971 Using a $60,000 grant from HUD, Gates of Heaven Synagogue was moved about one mile through Madison to James Madison Park. It had been jacked up and placed on 96 aircraft wheels on July 16th and was set on its new foundation on July 19th.[76]

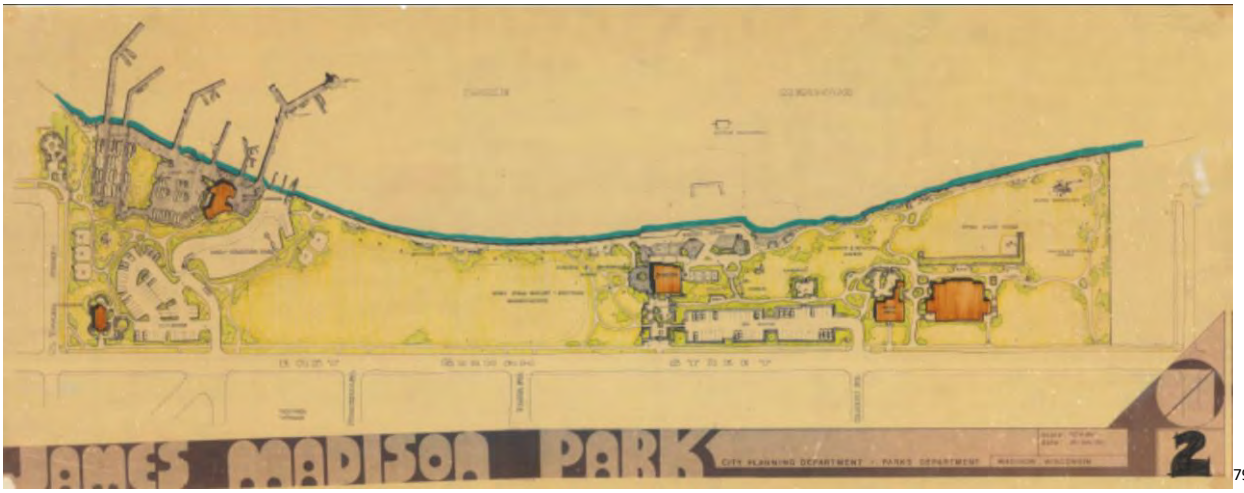
Gates of Heaven Synagogue on the move, July 1971

1974 The 1912 William and Dora Collins House at 704 E. Gorham was added to the National Register of Historic Places. It was noted as being in use by the Madison Parks Department.[77]

1974 At the City's request, the Mendota Yacht Club was asked to relocate its rail system from James Madison to Burrows Park.[78]

[73] Madison Parks, "James Madison Park History," (2016); Madison Landmark Nomination: Bernard-Hoover Boathouse (1976).
[74] Sanford, *On Fourth Lake*, 130, 137.
[75] Old Synagogue / Shaare Shomain Synagogue National Register of Historic Places, Reference Number: 16103
[76] Madison Parks, "James Madison Park History," (2016). *Newsletter of the Tenney Lapham Neighborhood Association*, "Gates of Heaven Celebrates 25 Years in James Madison Park," July - August, 1996.
[77] William and Dora Collins National Register of Historic Places, Reference #74000067.
[78] Sanford, *Mendota Yacht Club – The first 30 years* (2006).





[79]

Parks Department Site Plans for the Potential Development of James Madison Pak, 1971

1974 Gates of Heaven was designated a City of Madison Landmark on May 20th.[80]

1975 William and Dora Collins House was designated a City Landmark. It was noted as being in use by the Madison Parks Department.[81]

1976 The Bernard – Hoover Boathouse was designated a City Landmark. It was noted as being in use by the Mendota Sailing School.[82]

1976 The City water pumping operation at Nichols Station was suspended.[83]

[79] City of Madison, Madison Parks, "James Madison Park - Master Plan Option 1 1971-11-24" and "James Madison Park - Master Plan Option 2 1971-11-24" (electronic files).
[80] Madison Landmark Nomination: "Old Synagogue/Shaare Shomaim Synagogue" (1971).
[81] Madison Landmark Nomination: William Collins House (1975).
[82] Madison Landmark Nomination: Bernard-Hoover Boathouse (1976).
[83] Sanford, *On Fourth Lake*, 137.

1978 Lincoln School was designated a City Landmark. At this time it was occupied by the Madison Art Center.[84]

1978 The City announced that it would be closing the sailboat storage facility it operated adjacent to the old Hoover boathouse.

1979 The James Madison Park Shelter, designed by Madison architect Kenton Peters, was built.[85]

1980 James Madison Park Shelter won an Excellence in Architecture award from the Wisconsin chapter of the American Institute of Architects.[86]

1980 Lincoln School was listed on the National Register of Historic Places.[87] Since the Madison Art Center was leaving the School to relocate to the Madison Civic Center, the building faced an uncertain future.[88]

1980 The Madison Waterworks pumping station (Nichols Station) on East Gorham between N. Franklin and N. Hancock Streets was listed on the National Register of Historic Places.[89]

1981 The Bernard-Hoover Boat house was listed on the National Register of Historic Places.[90]

1984 The former Lincoln School was converted into privately owned 28-unit apartment building, known as Lincoln School Apartments. The project was managed by Madison's Urban Land Interests.[91]

1984 The former Madison Waterworks pumping station was renovated as Nichols Station Apartment and Condominiums by Madison developer Gary DiVall.[92]

1991 The Madison Landmarks Commission and the Old Market Place Neighborhood Association published a walking tour brochure that includes the properties on Gorham Street adjacent to James Madison Park.[93]

1992 The Bernard-Hoover Boat house was leased by the Mendota Rowing Club.[94] The building was rehabilitated with partial funding from a Wisconsin Department of Transportation grant.

1992 The City of Madison acquired the residences located at 640 and 646 E. Gorham Street (the Irene and Robert Conner and the Anna and Cornelius Collins Houses).[95]

[84] Madison Landmark Nomination: Lincoln School (1978).
[85] Madison Parks, "James Madison Park History," (2016); Minutes of the Madison Board of Park Commissioners, Sept. 12, 1979.
[86] Sanford, *On Fourth Lake*, 130.
[87] Lincoln School National Register of Historic Places, Reference #80000123.
[88] Sanford, *On Fourth Lake*, 119.
[89] Madison Waterworks/Nichols Station National Register of Historic Places, Reference #80000125.
[90] Bernard-Hoover Boat National Register of Historic Places, Reference #81000036.
[91] Sanford, *On Fourth Lake*, 119.
[92] Sanford, *On Fourth Lake*, 137; *Wisconsin State Journal*, February 28, 1984.
[93] *The Old Marketplace Neighborhood: A Walking Tour* (Madison Landmarks Commission and the Old Market Place Neighborhood Association, 1991).
[94] Madison Parks, "James Madison Park History," (2016).
[95] *Wisconsin State Journal*, "Proposals for homes at James Madison Park," August 11, 2011.

1993 Madison Landmarks Commission designated the Anna and Cornelius Collins House (1908) and the Irene and Robert Conner Houses (1920) as City Landmarks.[96] The Madison Waterworks building, or Nichols Station (1917), also was designated a City Landmark.[97]

1993 Boat storage adjacent to the Boathouse was removed from James Madison Park.

1995 A lot was purchased to improve access to the boathouse.[98]

1998 The Anna and Cornelius Collins and the Irene and Robert Conner Houses were listed on the National Register of Historic Place as part of the Fourth Ridge Historic District.[99]

1999 Monument to volunteers who fought in the Spanish Civil War (1936 – 1939) erected near the synagogue.[100]

2011 The City accepted proposals for the long term lease of the residences at James Madison Park (640 E. Gorham, 646 E. Gorham, and 704 E. Gorham).[101]

2017 The City of Madison Parks Department began a Master Planning process for the future development of James Madison Park.

Contemporary Aerial shot of Madison looking SW from just off James Madison Park on Lake Mendota. Madison Aerial #1 - m2photography

[96] Madison Landmark Nomination: Anna and Cornelius Collins House (1993). Madison Landmark Nomination: Irene and Robert Connor Residence (1993).
[97] Madison Landmark Nomination: Madison Waterworks/Nichols Station (1993).
[98] Madison Parks, "James Madison Park History," (2016).
[99] Fourth Ridge Historic District National Register of Historic Places, Reference #9800167. The district is roughly bounded by Lake Mendota, N. Brearly, E. Johnson, and N. Franklin Streets.
[100] Madison Parks, "James Madison Park History," (2016). *Capital Times,* "Hundreds Honor Special Veterans: Spanish Civil War Remembered," November 1, 1999.
[101] *Wisconsin State Journal*, "Proposals for homes at James Madison Park," August 11, 2011.

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Appendix E:
Research and Site Analysis: Archaeology Report

Phase One Archaeological Investigation Results, James Madison Park Master Development Plan Project, City of Madison, Dane County, Wisconsin

Prepared for the City of Madison Parks Department

28 January 2018

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Abstract

The following report describes the results of a Phase One Archaeological field and literature investigation made during November and December 2017 for James Madison Park in the City of Madison, Dane County, Wisconsin.

The investigation was initiated by the City of Madison Parks Department as part of a larger plan to redesign and develop the Park. At the time of the field investigations, no specific plan for development of the Park had been finalized.

During the investigation, the entire block of land owned by the City of Madison including the former Lincoln School parcel was surveyed. No artifacts or archaeological features were found during the field investigation. The majority of the investigated area appears to have been previously disturbed by grading of the majority of the Park areas and with filling along the lake shore.

As a result of the investigation, the principal investigator recommends that no further archaeological studies be required prior to proceeding with ground disturbing construction activities for future projects.

Table of Contents

List of Figures and Tables

Tables

Introduction:

The following report describes the results of a Phase One Archaeological field and literature investigation made during November and December 2017 for James Madison Park Master Development Plan Project located in the City of Madison, Dane County, Wisconsin.

The investigation was initiated by the City of Madison Parks Department as part of a larger plan to redesign and develop the Park. At the time of the field investigations, no specific plan for development of the Park had been finalized.

All aspects of the reported investigation were conducted in accordance with methodological guidelines of the Wisconsin Archaeological Survey (WAS) as outlined in *Guide for Public Archaeology in Wisconsin* (Dudzik et al. 2012). WAS methods are endorsed by the SHPO, SHSW and provide the professional standards for conducting all legislative compliance related archaeological research in the State of Wisconsin.

As required by Federal law, the principal investigator meets all standards of the Secretary of the Interior's criteria for "Qualified Archaeologist" as specified in Appendix A of 36 CFR 61. As required by Wisconsin law, permits to conduct archaeological investigations on publicly owned land (Appendix B) was obtained before fieldwork was performed.

Literature research was conducted at the SHSW in Madison during November 2017. The field investigation was made with a crew of five people including the P.I. and assistant P.I. on December 14, 2017.

During the investigation, the entire block of land owned by the City of Madison including the former Lincoln School parcel was surveyed (Figures One and Two). No artifacts or archaeological features were found during the field investigation. The majority of the investigated area appears to have been previously disturbed and to have been filled in along the lake shore and then graded etc.

Based on study findings, the proposed project activities will occur in areas that have been previously subjected to high levels of disturbance and probably filling over naturally deposited soils or lake open water areas.

As a precautionary measure, it is recommended that construction crews be briefed that the possibility exists that archaeological deposits may be present underneath fill soils and artificial berms etc.

As a result of the study, the principal investigator recommends that no further archaeological investigations be required prior to proceeding with future construction and development.

Project Location:

The investigated area is a 12.63-acre parcel located within the James Madison Park/former Lincoln School area bounded by Lake Mendota on the northwest, Gorham Street to the Southeast, Butler Street to the southwest and terminating in the northeast along the southwestern edge of lots facing Livingston Street. The Project area is located in the SE ¼ of Section 14 and the SW ¼ of Section 13, Twp. 7 North and Range 9 East. (Figures One and Two).

Project Description

At the time of the field investigations, no specific plan for development of the Park had been finalized. The investigation was made as part of the Master Development plan for the Park which will occur at a future date

Literature Investigations:

As part of the Phase I investigation, modern and historical documents were examined in the State Historical Society of Wisconsin Archives and Library and the Wisconsin Historical Preservation Database (WHPD). Resources included Government Land Office (GLO) records. plat maps (Hixson 1930 Synder 1878), land records (SHSW N.D.), and descriptive histories the project area (and USDA 1974).

Aside from indications of Euro-American such as an ice house (surface structure) and an earlier boathouse that was located where the existing boathouse is located, available documents do not record the presence of historic structures or locations of archaeological interest situated in the immediate area of the proposed project.

State of Wisconsin Archaeological Sites Inventory Database:

Following Wisconsin SHPO protocol for Phase One projects, a standard search of a one-mile radius was conducted for the project based on tower height for the APE.

A large number of archaeological sites and cemeteries have been previously reported to be located within approximately 1-mile or less of the proposed project area (Table One).

The location of the sites and cemeteries is shown in relation to the project area in Figures Three and Four. The sites and cemeteries are located outside of the investigated area and will not be physically affected by future construction activities.

Field Investigations:

The entire area of the planned construction was shovel tested and probed. The majority of the area displayed fill soils and was disturbed. Two areas shown in Figure Fifteen (outlined in purple) were not heavily disturbed and were shovel tested. During the investigation a total of 58 shovel tests and a large number of soil cores/probes were made.

Shovel tests were excavated to an average depth of 50 CM below the ground surface. Soil cores made in the project area revealed a layer of landscaping soil over mottled soils typically the result of ground disturbance or filling on an area with non-naturally deposited soils. During field investigations, no archaeological materials of building foundations were observed.

Study Results and Recommendations

Based on study findings, the proposed project activities will occur in areas that have been previously subjected to high levels of disturbance and filling over naturally deposited soils/wetland shoreline areas.

As a precautionary measure, it is recommended that construction crews be briefed that the possibility exists that archaeological deposits may be present underneath fill soils and artificial berms etc.

Aside from notification of construction crews as described above, the principal investigator recommends that no further archaeological investigations be required prior to proceeding with future construction and development.

It is recommended that when development plans are finalized, personnel in the Office of Historic Preservation at the State Historical Society of Wisconsin should be consulted to ensure that compliance standards have been met prior to any ground disturbing construction at the proposed site location.

In the event any archaeological materials are encountered during the project, it is recommended that all construction activities be brought to a halt and the Principal Investigator or the Office of Historic Preservation at the State Historical Society of Wisconsin be consulted prior to continuing work.

Pursuant to Federal and Wisconsin State laws, should human skeletal remains, coffin hardware or potential coffin pieces (metal or wood) be encountered during construction, all activities in the area are required to cease immediately and the State of Wisconsin Burial Sites Preservation Office must be contacted at 608-264-6493 or 800-342-7834 for further instructions.

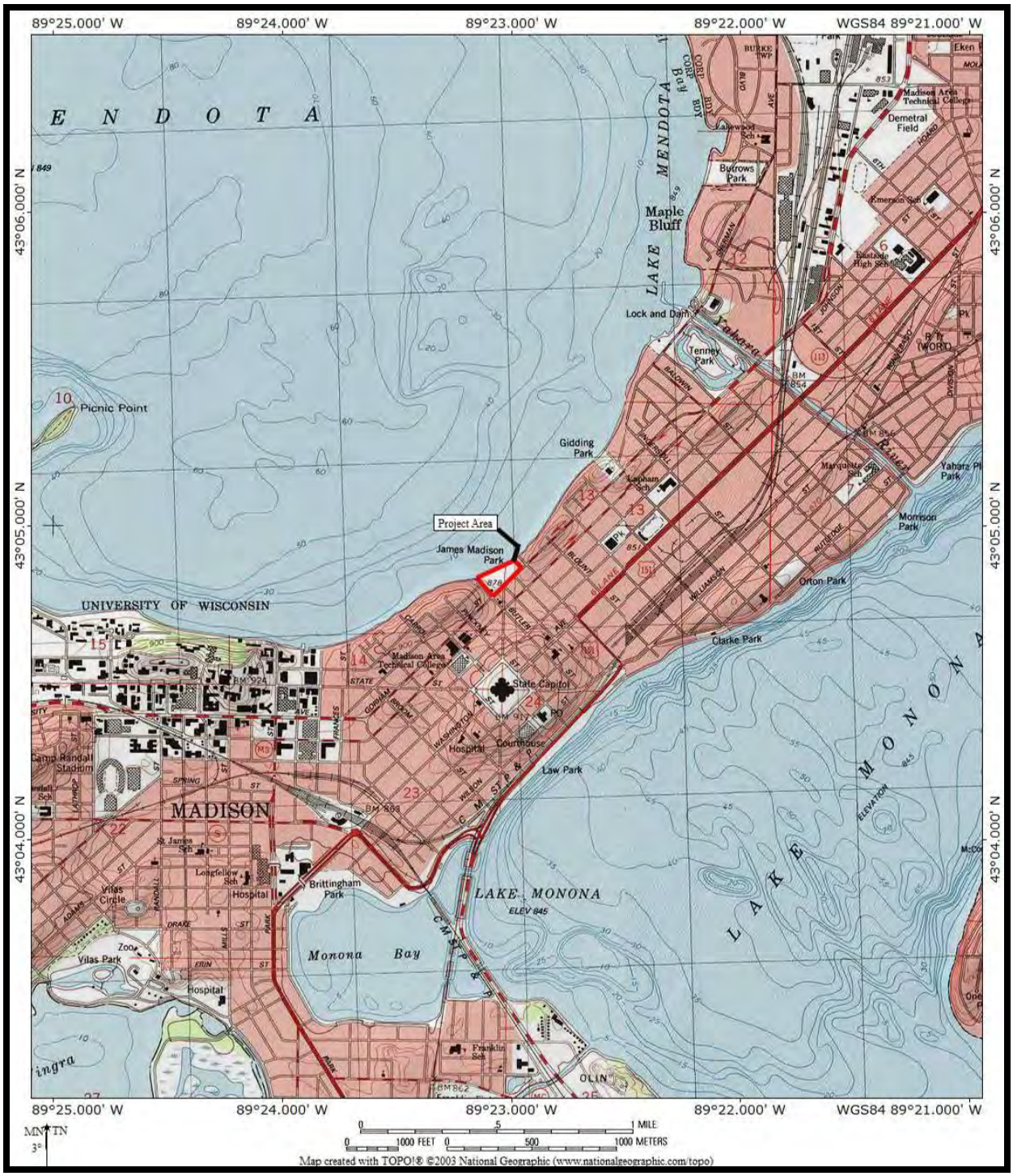

Figure One: Project location outlined in red on USGS 7.5 topographic map section (USGS 1983).

Figure Two: Satellite image showing investigation area (highlighted and outlined area). Image courtesy of City of Madison Parks Department.

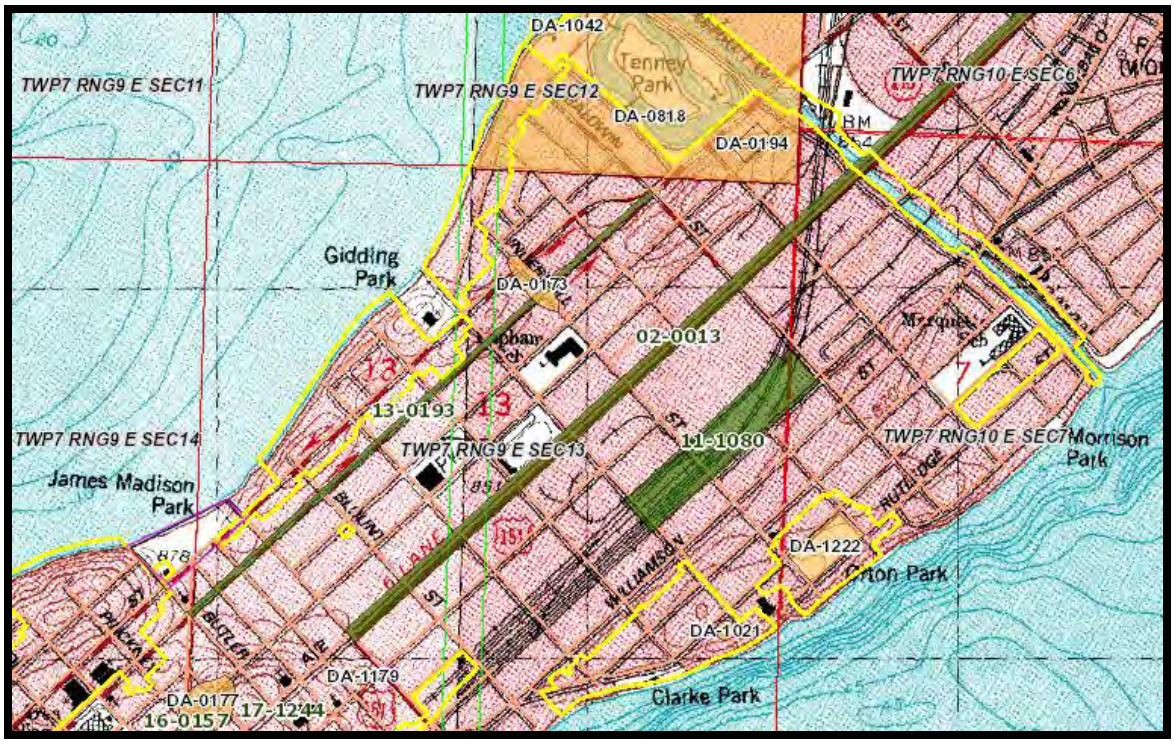

Figure Three: Project area at lower left and SHSW WHPD search results (north).

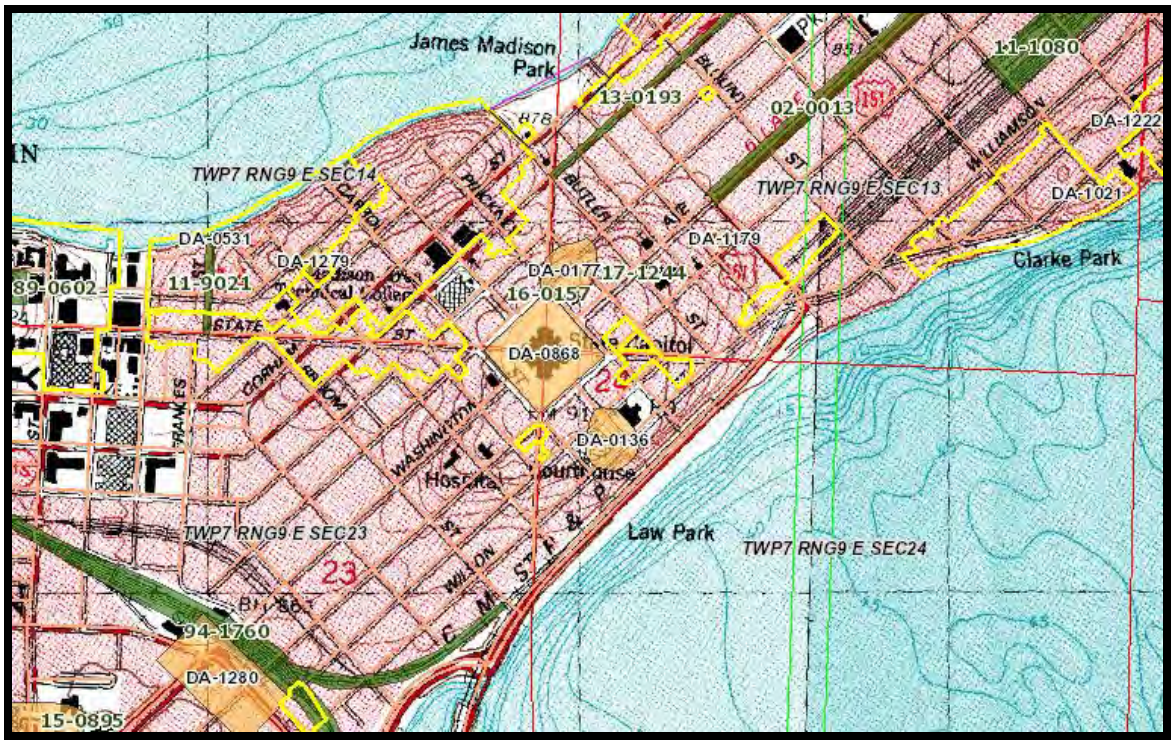

Figure Four: Project area at upper center and SHSW WHPD search results (south).

State Site #	Burial Site #	Site Name	Site Type	Culture	TRS
DA-0118	BDA-0378	Fuller Woods Mound Group	Campsite/village, Mound(s) - Conical, Mound(s) - Effigy, Mound(s) - Linear	Late Woodland, Historic Indian	7-9-E-12
DA-0173	BDA-0404	Ingersoll Street Mounds	Mound(s) - Conical, Mound(s) - Linear	Late Woodland	7-9-E-13
DA-0177	BDA-0586	Capitol Park Effigy	Mound(s) - Effigy	Late Woodland	7-9-E-13, 7-9-E-14
DA-0573	BDA-0417	Bascom Hill Mounds	Mound(s) - Linear, Mound(s) - Effigy	Late Woodland	7-9-E-14, 7-9-E-23
DA-0172	BDA-0506	Swanson	Campsite/village, Cemetery/burial	Middle Woodland	7-9-E-12, 7-10-E-7
DA-0194	BDA-0508	Lapham School	Cemetery/burial, Campsite/village	Unknown Prehistoric	7-9-E-12
DA-0139	BDA-0511	Burrows Park Bird Effigy	Mound(s) - Effigy, Campsite/village	Late Woodland, Late Archaic	7-9-E-12
DA-0385		MALT HOUSE	Campsite/village	Unknown Prehistoric, Woodland	7-9-E-12
DA-0531			Isolated finds	Archaic	7-9-E-14
DA-0818		Site H	Campsite/village	Historic Indian	7-9-E-12
DA-1278	BDA-0125	Bascom Hall Burial Ground	Cemetery/burial	Historic Euro-American	7-9-E-14
DA-1279	BDA-0132	Vilas Homestead Cemetery	Cemetery/burial	Historic Euro-American	7-9-E-14
DA-1021		SPAIGHT ST. CISTERNS	Foundation/depression	Historic Euro-American	7-9-E-13
DA-1042		TENNEY PARK BEACH	Isolated finds	Late Prehistoric, Unknown Prehistoric, Woodland	7-9-E-12
DA-1179		East Main IF	Isolated finds	Middle Woodland, Early Archaic, Late Archaic, Late Woodland	7-9-E-13
DA-1208		Muir Knoll	Lithic scatter	Unknown Prehistoric	7-9-E-14
DA-0868		State Capitol	Foundation/depression	Historic Euro-American	7-9-E-13, 7-9-E-14, 7-9-E-23, 7-9-E-24

Table One: Archaeological sites and cemeteries previously reported to be located within approximately one mile for the Project area (SHSW WHPD).

State Site #	Burial Site #	Site Name	Site Type	Culture	TRS
DA-0136	BDA-0389	Monona Avenue Park Mound Group	Mound(s) - Conical, Mound(s) - Effigy	Late Woodland	7-9-E-24
DA-0142		TURVILLE BAY	Campsite/village	Unknown Prehistoric	7-9-E-25
DA-0498		OLIN PARK I	Campsite/village	Middle Woodland	7-9-E-25
DA-0499		OLIN PARK II	Campsite/village	Woodland	7-9-E-25
DA-0868		State Capitol	Foundation/depression	Historic Euro-American	7-9-E-13, 7-9-E-14, 7-9-E-23, 7-9-E-24
DA-1408	BDA-0614	Olin Park Conical	Mound(s) - Conical	Woodland	7-9-E-25
DA-1412		Olin Park Barge	Shipwreck	Historic Euro-American	7-9-E-25
DA-1476	BDA-0624	Turville Point Burials	Cemetery/burial	Historic Euro-American	7-9-E-25, 7-9-E-25
DA-0428	BDA-0520	Winnequah Village	Cabin/homestead, Campsite/village, Cemetery/burial, Corn hills/garden beds, Trading/fur post	Historic Indian, Unknown Prehistoric, Early Woodland, Historic Euro-American	7-10-E-19, 7-10-E-18
DA-0053	BDA-0304	Antisdel Mound	Mound(s) - Other/Unk	Late Woodland	7-10-E-6
DA-0010	BDA-0268	Mill Woods	Mound(s) - Conical, Mound(s) - Effigy, Mound(s) - Linear, Mound(s) - Other/Unk	Late Woodland	7-10-E-8, 7-10-E-7
DA-0054	BDA-0325	Tracks	Mound(s) - Effigy, Mound(s) - Linear	Late Woodland	7-10-E-6, 8-10-E-31
DA-0172	BDA-0506	Swanson	Campsite/village, Cemetery/burial	Middle Woodland	7-9-E-12, 7-10-E-7
DA-1222	BDA-0175	Orton Park Cemetery	Cemetery/burial	Historic Euro-American	7-10-E-7

Table One Continued: Archaeological sites and cemeteries previously reported to be located within approximately one mile for the Project area (SHSW WHPD).

Figure Five: Shovel testing at southeastern terminus of investigation area. View to northeast.

Figure Six: Southeastern terminus of investigation area. View to southwest.

Figure Seven: Graded and disturbed area to the east of Blunt Street. View to west.

Figure Eight: Boathouse and heavily graded slope areas in the Project area. View to northwest.

Figure Nine: Existing sidewalk showing graded areas in eastern Park area. View to west.

Figure Ten: Existing facilities showing graded areas in eastern Park area. View to east.

Figure Eleven: Existing access walkway and filled in area on lakeshore. View to west.

Figure Twelve: Existing sidewalk showing graded areas in western Park area. View to southeast.

Figure Thirteen: Undisturbed areas of main Park field. View to southeast.

Figure Fourteen: Undisturbed areas of main Park field. View to south.

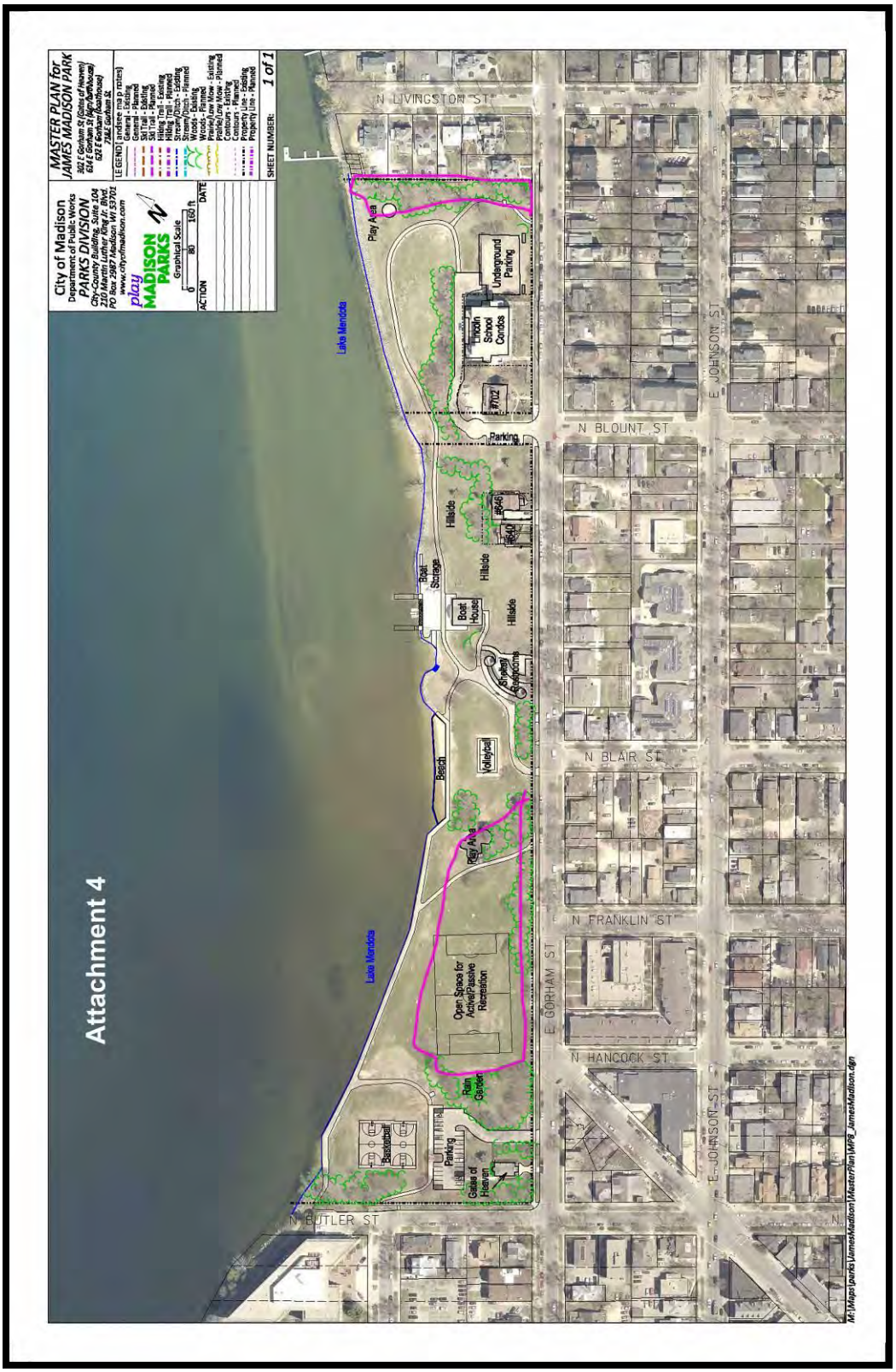

Figure Fifteen: Satellite image showing areas that were found to be undisturbed and shovel tested. Image courtesy of City of Madison Parks Department.

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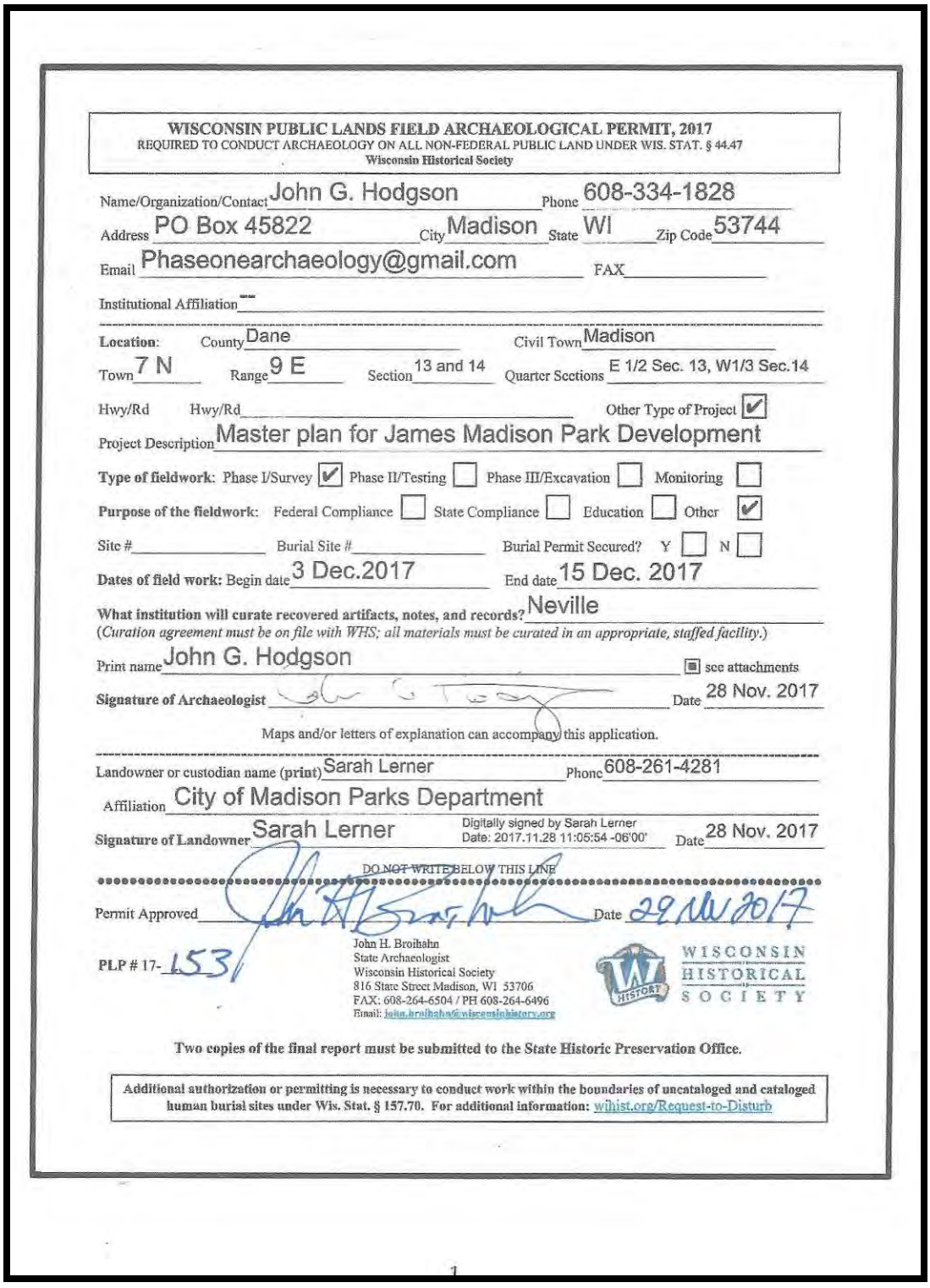
A-1: NRCS Soil Data for the general project area.

A-2: NRCS Soil Data for the general project area.

Map Unit Legend

Map Unit Symbol	Map Unit Name	Acres in AOI	Percent of AOI
Co	Colwood silt loam, 0 to 2 percent slopes	4.9	14.2%
DnB	Dodge silt loam, 2 to 6 percent slopes	1.7	4.9%
KdD2	Kidder loam, 12 to 20 percent slopes, eroded	0.7	1.9%
MdC2	McHenry silt loam, 6 to 12 percent slopes, eroded	9.8	28.4%
W	Water	17.5	50.6%
Totals for Area of Interest		**34.5**	**100.0%**

A-3: NRCS Soil Data for the general project area.



WISCONSIN PUBLIC LANDS FIELD ARCHAEOLOGICAL PERMIT, 2017
REQUIRED TO CONDUCT ARCHAEOLOGY ON ALL NON-FEDERAL PUBLIC LAND UNDER WIS. STAT. § 44.47
Wisconsin Historical Society

Name/Organization/Contact John G. Hodgson Phone 608-334-1828
Address PO Box 45822 City Madison State WI Zip Code 53744
Email Phaseonearchaeology@gmail.com FAX
Institutional Affiliation --

Location: County Dane Civil Town Madison
Town 7 N Range 9 E Section 13 and 14 Quarter Sections E 1/2 Sec. 13, W1/3 Sec.14
Hwy/Rd Hwy/Rd Other Type of Project ☑
Project Description Master plan for James Madison Park Development

Type of fieldwork: Phase I/Survey ☑ Phase II/Testing ☐ Phase III/Excavation ☐ Monitoring ☐
Purpose of the fieldwork: Federal Compliance ☐ State Compliance ☐ Education ☐ Other ☑
Site # Burial Site # Burial Permit Secured? Y ☐ N ☐
Dates of field work: Begin date 3 Dec.2017 End date 15 Dec. 2017
What institution will curate recovered artifacts, notes, and records? Neville
(Curation agreement must be on file with WHS; all materials must be curated in an appropriate, staffed facility.)
Print name John G. Hodgson ☑ see attachments
Signature of Archaeologist Date 28 Nov. 2017

Maps and/or letters of explanation can accompany this application.

Landowner or custodian name (print) Sarah Lerner Phone 608-261-4281
Affiliation City of Madison Parks Department
Signature of Landowner Sarah Lerner Digitally signed by Sarah Lerner Date: 2017.11.28 11:05:54 -06'00' Date 28 Nov. 2017

DO NOT WRITE BELOW THIS LINE

Permit Approved Date 29 Nov 2017

PLP # 17- 153

John H. Broihahn
State Archaeologist
Wisconsin Historical Society
816 State Street Madison, WI 53706
FAX: 608-264-6504 / PH 608-264-6496
Email: john.broihahn@wisconsinhistory.org

WISCONSIN HISTORICAL SOCIETY

Two copies of the final report must be submitted to the State Historic Preservation Office.

Additional authorization or permitting is necessary to conduct work within the boundaries of uncataloged and cataloged human burial sites under Wis. Stat. § 157.70. For additional information: wihist.org/Request-to-Disturb

1

B-1: Wisconsin Public Land Field Archaeology Permit for Project.

ARCHAEOLOGICAL REPORTS INVENTORY FORM

WHS/SHSW # COUNTY: Dane

AUTHORS: John Garwood Hodgson

REPORT TITLE: Phase One Archaeological Investigation Results, James Madison Park Master Development Plan Project, City of Madison, Dane County, Wisconsin

DATE OF REPORT (MONTH AND YEAR): January 2018

SERIES/NUMBER: _____

PLACE OF PUBLICATION: Madison, Wisconsin

LOCATIONAL INFORMATION [LEGAL DESCRIPTION OF SURVEY AREA (T-R-S)]
SE ¼ of Section 14 and the SW ¼ of Section 13, Twp. 7 North and Range 9 East.

U.S.G.S. QUAD MAP(S): Madison West WI (1983).

SITE(S) INVESTIGATED: None

ACRES INVESTIGATED: 12.63 AGENCY # _____

INVESTIGATION TECHNIQUES COMPLETED (Check all that apply.)

☒ Historical Research	☐ Surface Survey	☐ Geomorphology
☐ Interview/Informant	☒ Soil Cores	☐ Underwater
☒ Records/Background	☒ Walk Over/Visual Inspection	☐ Avocational Survey
☒ Literature Background Research	☐ Mechanical Stripping	☐ Chance Encounter
☐ Traditional Knowledge	☐ Test Excavation/Phase II	☐ Osteological Analysis
☐ Monitoring	☐ Major Excavation/Phase III	☐ Faunal Anaylis
☒ Shovel Testing/Probing	☐ Remote Sensing	☐ Floral Analysis

ABSTRACT: ☒ Included in report ☐ Written in space below

Office of the State Archaeologist ARI # _____

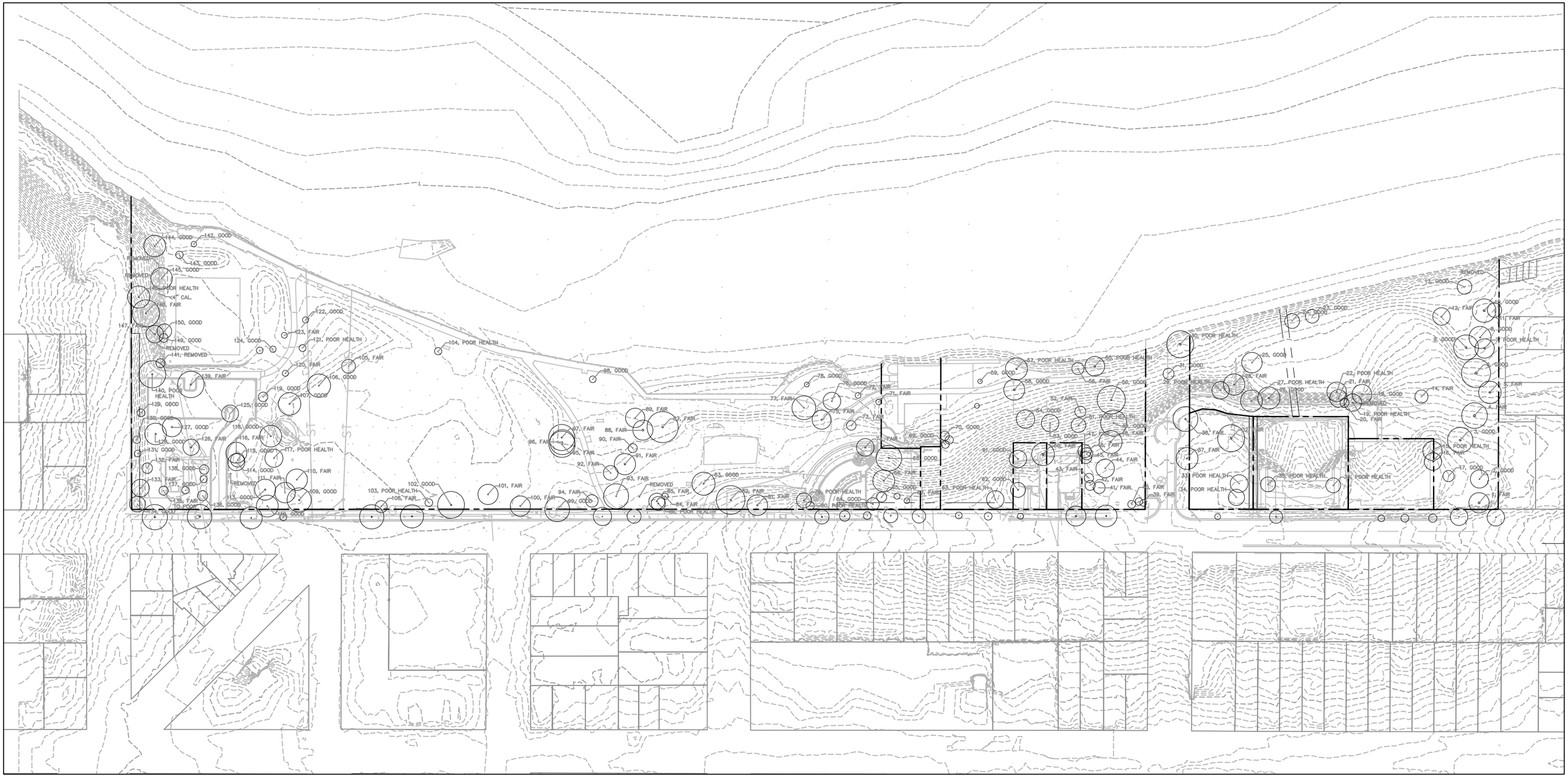
Appendix E:
Research and Site Analysis: Tree Inventory

James Madison Park - Tree Inventory					
Tree ID #	**DBH**	**Common Name**	**Scientific Name**	**Health Assessment**	**Notes**
4	39"	Black Oak	"Quercus velutina"	Fair	8" dead leed center of tree. Other minor dead wood.
74	15"	River Birch	"Betula nigra"	Fair	3 Stems - largest is 15". Close to structure. Some canopy die back. Low unions
79	16"	Siberian Elm	"Ulmus pumila"	Poor Health	High pedestrian traffic. Susceptible to failure. Split on main union
80	4"	Amur Maple	"Acer ginnala"	Poor Health	Multiple stems. Removed already.
82	21"	Green Ash	"Fraxinus pennsylvania"	Fair	Minor dead wood. Canopy thinning.
84	16"	Black Spruce	"Picea mariana"	Fair	Hook in main trunk
85	21"	Green Ash	"Fraxinus pennsylvania"	Fair	Growing together with other Green Ash. Stem girdiling roots.
86	27"	Green Ash	"Fraxinus pennsylvania"	Poor Health	Included bark. Cavity at main uniuon
93	21"	Honey Locust	"Gleditsia triacanthos"	Fair	Some included bark in canopy
94	18"	Littleleaf Linden	"Tilia cordata"	Fair	Co-Dominant stems. Included bark
95	18"	Norway Maple	"Acer platanoides"	Fair	Two Norway Maples growing together. Stem girdiling roots.
96	19"	Norway Maple	"Acer platanoides"	Fair	Two Norway Maples growing together. Stem girdiling roots.
97	25"	Norway Maple	"Acer platanoides"	Fair	Sharing space with 2 other Norway Maples. Stem girdiling roots. 4" widow maker hanging in canopy
101	27"	Norway Maple	"Acer platanoides"	Fair	Stem girdiling roots
117	17"	Norway Maple	"Acer platanoides"	Poor Health	Dead wood throught canopy. Stem girdiling roots
140	40"	American Basswood	"Tilia americana"	Poor Health	Large trunk wound. 13" dead main stem
1	29"	American Basswood	"Tilia americana"	Fair	Has basil sprouting. Slight lean towards power line.
2	17"	Black Oak	"Quercus velutina"	Good	
3	31"	Black Oak	"Quercus velutina"	Good	Some minor dead wood.
5	32"	Black Oak	"Quercus velutina"	Fair	Minor dead wood. Maybe hollow. Possibly has some trunk decay.
6	40"	White Oak	"Quercus alba"	Good	Some dead wood.
7	29"	Silver Maple	"Acer saccharinum"	Poor Health	Susceptible to failure. May have basil decay.
8	23"	Shagbark Hickory	"Carya ovata"	Good	Stem girdling roots can be corrected
9	34"	Black Oak	"Quercus veluntina"	Good	Slight lean toward walking path
10	37"	Common Hackberry	"Celtis occidentalis"	Good	
11	9"	Common Hackberry	"Celtis occidentalis"	Fair	Slight lean
12	14"	Swamp White Oak	"Quercus bicolor"	Fair	Slight vertical crack from base to 5 feet high
13	9"	Swamp White Oak	"Quercus bicolor"	Good	
14	10"	Red Oak	"Quercus rubra"	Fair	Slight vertical cracks
15	14"	Boxelder	"Acer negundo"	Poor Health	Large dead limb growing into wall. Most likely a volunteer tree.
16	16"	Boxelder	"Acer negundo"	Fair	Good candidate for removal. On railing and has 2 stems.
17	11"	Bur Oak	"Quercus macrocarpa"	Good	Beautiful tree
18	14"	Common Hackberry	"Celtis occidentalis"	Good	Slight lean
19	29"	Common Hackberry	"Celtis occidentalis"	Poor Health	Canopy die back.
20	8"	Boxelder	"Acer nagundo"	Fair	Significant lean. Most likely a volunteer
21	10"	American Elm	"Ulmus americana"	Fair	Slight lean
22	23"	Red Mulberry	"Morus rubra"	Poor Health	Included bark throughout canopy
23	9"	Crab Apple	"Malus spp."	Good	Basil sprouting
24	7"	Crab Apple	"Malus spp."	Good	Basil sprouting
25	15"	Red Oak	"Quercus rubra"	Good	Little chlorotic
26	27"	Black Oak	"Quercus veluntina"	Good	

James Madison Park - Tree Inventory					
Tree ID #	**DBH**	**Common Name**	**Scientific Name**	**Health Assessment**	**Notes**
27	17"	White Ash	"Fraxinus americana"	Poor Health	Crown die back
28	25"	American Basswood	"Tilia americana"	Fair	Basil sprouting and slight lean
29	14"	White Ash	"Fraxinus americana"	Poor Health	Crown die back
30	42"	Black Willow	"Salix Nigra"	Poor Health	Good wildlife habitat and shoreline stabilization
31	7"	Bur Oak	"Quercus macrocarpa"	Good	
32	30"	Common Hackberry	"Celtis occidentalis"	Fair	Close to building. Some root girdling
33	25"	American Basswood	"Tilia americana"	Poor Health	Cavities in main trunk. Resident would not let us tag or measure tree.
34	34"	American Basswood	"Tilia americana"	Poor Health	Structural damage. Resident would not let us tag or measure tree.
35	15"	River Birch	"Betula nigra"	Poor Health	Trunk rot. Susceptible to failure. 2 trunks. Largest trunk is 15"
36	15"	River Birch	"Betula nigra"	Poor Health	3 trunks. Vertical cracks. Cavities in canopy.
37	22"	White Ash	"Fraxinus americana"	Fair	Forming a crack in the main union. Some basil damage.
38	27"	Common Hackberry	"Celtis occidentalis"	Fair	Small cavity 15 feet up.
39	9"	Apple Tree	"Malus spp."	Fair	Vertical cracks at main union.
40	9"	Eastern Redbud	"Cercis canadensis"	Fair	Some basil decay.
41	7"	Crab Apple	"Malus spp."	Fair	Some tunk wounding
42	6"	Crab Apple	"Malus spp."	Fair	Canopy thinning.
43	6"	Crab Apple	"Malus spp."	Fair	Canopy thinning.
44	16"	Littleleaf Linden	"Tilia cordata"	Fair	Slight lean. Stem girdling roots. Included bark.
45	10"	Common Hackberry	"Celtis occidentalis"	Fair	Decay starting at 6 ft.
46	11"	Common Hackberry	"Celtis occidentalis"	Fair	
47	12"	Common Hackberry	"Celtis occidentalis"	Fair	Some root loss due to construction
48	28"	Common Hackberry	"Celtis occidentalis"	Fair	Included bark. Minor dead wood.
49	22"	Common Hackberry	"Celtis occidentalis"	Good	
50	20"	Common Hackberry	"Celtis occidentalis"	Good	
51	15"	Common Hackberry	"Celtis occidentalis"	Poor Health	Canopy die back and thinning.
52	10"	Eastern White Pine	"Pinus strobus"	Fair	Chlorotic
53	12"	Swamp White Oak	"Quercus bicolor"	Good	Some minor trunk damage.
54	15"	Bur Oak	"Quercus macrocarpa"	Good	
55	36"	Black Willow	"Salix Nigra"	Poor Health	Uprooted into water. Good wildlife habitat
56	10"	Common Hackberry	"Celtis occidentalis"	Fair	Slight lean
57	25"	Silver Maple	"Acer saccharinum"	Poor Health	Cavity forming with carpenter ants on base. Canopy die back.
58	30"	Silver Maple	"Acer saccharinum"	Good	Old injury seems to be healing at base.
59	4"	Swamp White Oak	"Quercus bicolor"	Good	Lawn mower damage.
60	52"	Silver Maple	"Acer saccharinum"	Fair	multiple stems
61	24"	Black Oak	"Quercus velutina"	Good	
62	20"	Black Walnut	"Juglans nigra"	Good	Hitting building
63	14"	Littleleaf Linden	"Tilia cordata"	Poor Health	Slight lean. Stem girdling roots. Included bark.
64	17"	Common Hackberry	"Celtis occidentalis"	Good	Some stem girdling roots
65	11"	Common Hackberry	"Celtis occidentalis"	Good	Thinning canopy. Some stem girdling roots.
66	21"	Common Hackberry	"Celtis occidentalis"	Fair	Early part of decay in old prune cut.
67	4"	Ginkgo Biloba	"Ginkgo biloba"	Fair	Wound on trunk
68	23"	Black Walnut	"Juglans nigra"	Good	
69	7"	Crab Apple	"Malus spp."	Good	
70	7"	Crab Apple	"Malus spp."	Good	
71	4"	American Basswood	"Tilia americana"	Fair	Co-dominant stems
72	4"	American Basswood	"Tilia americana"	Fair	Cracking at main union
73	7"	American Basswood	"Tilia americana"	Fair	Co-dominant stems

James Madison Park - Tree Inventory					
Tree ID #	**DBH**	**Common Name**	**Scientific Name**	**Health Assessment**	**Notes**
75	24"	Littleleaf Linden	"Tilia cordata"	Fair	Some stem girdling roots.
76	20"	Littleleaf Linden	"Tilia cordata"	Good	Slight lean
77	21"	Littleleaf Linden	"Tilia cordata"	Fair	Co-dominant stems. Some stem girdling.
78	5"	American Basswood	"Tilia americana"	Good	
81	22"	Green Ash	"Fraxinus pennsylvania"	Fair	Stem girdling. Minor dead wood.
83	20"	Green Ash	"Fraxinus pennsylvania"	Good	Some minor dead wood. Small stem girdling roots. Old trunk wound.
87	27"	Green Ash	"Fraxinus pennsylvania"	Fair	Some minor dead wood
88	35"	American Basswood	"Tilia cordata"	Fair	Slight lean. Co-dominate stem
89	16"	Horse-Chestnut	"Aesculus hippocanum"	Fair	Poor trunk taper. Co-dominant stem. Starting to form a crack
90	15"	Black Spruce	"Picea mariana"	Fair	Heavy lean away from swings
91	29"	Green Ash	"Fraxinus pennsylvania"	fair	Minor dead wood
92	16"	Honey Locust	"Gleditsia triacanthos"	Fair	Unusual growing habbits but unique
98	5"	American Basswood	"Tilia americana"	Good	Remington Memorial Tree
99	26"	Common Hackberry	"Celtis occidentalis"	Good	Root system could interfere with sidewalk
100	24"	American Basswood	"Tilia americana"	Fair	Co-Dominante stems. Included bark in main union. Stem girdiling roots
102	24"	Green Ash	"Fraxinus pennsylvania"	Good	Minor dead wood
103	7"	Red Maple	"Acer rebrum"	Poor Health	Removal. Many injuries
104	7"	Freeman Maple	"Acer freemanili"	Poor Health	Trunk damage. Poor trunk taper
105	10"	Red Maple	"Acer rebrum"	Fair	Some stem girdiling roots. Unusual growing habitts
106	25"	Green Ash	"Fraxinus pennsylvania"	Good	Co-Dominate stems
107	25"	Honey Locust	"Gleditsia triacanthos"	Fair	unusual growing habbits
108	8"	Red Maple	"Acer rebrum"	Fair	Old injury on 4" lead
109	29"	White Ash	"Fraxinus americana"	Good	
110	19"	Sugar Maple	"Acer saccharum"	Fair	Thin Canopy. Poor root flair
111	16"	Horse-Chestnut	"Aesculus hippocanum"	Fair	Co-Dominate stems. Stem girdiling roots
112	19"	Common Hackberry	"Celtis occidentalis"	Good	Minor stem girdiling roots
113	26'	American Basswood	"Tilia americana"	Good	
114	18"	Norway Maple	"Acer platanoides"	Good	
115	15"	Common Hackberry	"Celtis occidentalis"	good	Slight lean
116	18"	Common Hackberry	"Celtis occidentalis"	Fair	Slight lean. Minor dead wood. Old trunk injury
118	21"	Honey Locust	"Gleditsia triacanthos"	Good	Minor dead wood
119	8"	Hybrid Elm	"Ulmus spp."	Good	
120	5"	Japanese Tree Lilac	"Syryga reticulata"	Fair	Old trunk wound
121	6"	Freeman Maple	"Acer freemanili"	Poor Health	Vertical cracks. Old trunk wound
122	5"	Freeman Maple	"Acer freemanili"	Good	Some small verticle cracks forming
123	5"	Freeman Maple	"Acer freemanili"	Fair	Co-dominate stems. Minor trunk damage
124	5"	Japanese Tree Lilac	"Syryga reticulata"	Good	
125	12"	Hybrid Elm	"Ulmus spp.	good	
126	15"	Colorodo Blue Spruce	"Picea pungens	Fair	
127	34"	Green Ash	"Fraxinus pennsylvania"	Good	
128	26"	Green Ash	"Fraxinus pennsylvania"	Good	
129	5"	Pear	"Pyrus spp."	Good	some exposed roots
130	5"	Crab Apple	"Malus spp."	Good	
131	7"	Crab Apple	"Malus spp."	Good	
132	15"	Red Oak	"Quercus rubra"	Fair	Small verticle cracks. Co-dominate stems
133	13"	Crab Apple	"Malus spp."	Fair	Co-dominate stems with low union
134	6"	Crab Apple	"Malus spp."	Good	
135	9"	Eastern Redbud	"Cercis canadensis"	Fair to Poor	Co-dominate twin trunks. Cable already supporting tree. 3" dead limb over yard
136	10"	Crab Apple	"Malus spp."	Good	
137	8"	Crab Apple	"Malus spp."	Good	
138	10"	Crab Apple	"Malus spp."	Good	Main 7" stem growing into other larger limb

James Madison Park - Tree Inventory					
Tree ID #	**DBH**	**Common Name**	**Scientific Name**	**Health Assessment**	**Notes**
139	36"	American Basswood	"Tilia americana"	Fair	Lower unions suceptible to faliure
142	4"	Hawthorn	"Crataesus spp."	Good	
143	7"	Common Hackberry	"Celtis occidentalis"	Good	
144	20'	Black Walnut	"Juglans nigra"	Good	
145	17"	Black Walnut	"Juglans nigra"	Good	
146	28"	Norway Maple	"Acer platanoides"	Fair	Lean on a hillside
147	21"	Norway Maple	"Acer platanoides"	Fair	Lean on a hillside
148	20"	Norway Maple	"Acer platanoides"	Poor Health	on wall. Leaning towards power pole
149	7"	Black Walnut	"Juglans nigra"	Good	
150	9"	Black Walnut	"Juglans nigra"	Good	



D

JAMES MADISON PARK MASTER PLAN - TREE INVENTORY PLAN

SCALE: 1" = 80'-0"

0 80' 160'

1" = 80'

(22" x 34" SHEET SIZE)

NORTH

44° ROTATION

saiki DESIGN
PEOPLE | LAND | PLACE

Baird.
Innovation Engineered.

Burse
Surveying and Engineering Inc.

DESTREE
architecture & design

UrbanAssets

CAPITAL CITY TREE EXPERTS

play MADISON PARKS

Appendix E:
Research and Site Analysis: Wetland Delineation

WETLAND DELINEATION REPORT

JAMES MADISON PARK

City of Madison Parks

Madison, WI 53703

PROJECT #: 18-101

MAY 25, 2018

HELIANTHUS

247 W. Freshwater Way, Suite 210
Milwaukee, Wisconsin – 53204

www.healthyenvironmentsdesigned.com

INTRODUCTION

James Madison Park is part of the City of Madison park system and is located on the shore of Lake Mendota at 614 E. Gorham Street in Madison, Wisconsin. The park is located in Sections 13 and 14, Township 7 North, Range 9 East, in the City of Madison, Dane County, Wisconsin. A map identifying the project location can be found in **FIGURE 1**.

The park is a comprised of several parcels, which are approximately 13 acres in total. It is surrounded by single family residences and rental properties. The park consists of mowed lawn, a playground, a basketball court, a sand volleyball court, and a beach. It also contains several buildings including the Mendota Rowing Club, Lincoln School Apartments, restroom facilities, and the Mendota Lake House B&B. A redesign of the park's facilities is in the planning stages. The purpose of the wetland delineation was to identify the existing wetlands on the property and to create a map of their boundaries. A map of the surveyed wetland boundary is found in **FIGURE 7**.

Kristi Sherfinski of HELIANTHUS conducted the wetland delineation field work on May 7, 2018. Field conditions were sunny with air temperatures in the 60s (°F). The temperatures for the previous winter had been normal, but with a slightly lower than average amount of precipitation. Growing season conditions as defined in the Regional Supplement to the Corps of Engineers Wetland Delineation Manual: Midwest Region (2010) and Northcentral and Northeast Region (2012) were documented at the site prior to beginning the delineation. Soil temperatures must be at or above 41°F at depth of 12 inches and at least two plant species must be emerging or breaking bud. On May 7, soil temperatures were consistently greater than 41°F at a depth of 12 inches. Reed canary grass and Kentucky bluegrass had new growth emerging, and box elder and willow trees were breaking bud.

Kristi Sherfinski has over 17 years of experience delineating wetlands in the Great Lakes Region. She received her initial basic wetland training at the Wetland Training Institute in Hastings, Michigan in 2002. Kristi worked as a project manager and wetland delineator at JFNew & Associates in Grand Haven, Michigan for six years, conducting wetland delineations in Michigan, Indiana, Illinois, and Wisconsin. Kristi then moved to Wisconsin to work for the Southeastern Wisconsin Regional Planning Commission (SEWRPC) with Dr. Donald Reed. At SEWRPC, Kristi updated the Wisconsin Wetland Inventory (WWI) in 2005 and in 2010 for the seven county area of southeast Wisconsin. Kristi participated in the Critical Methods in Wetland Delineation (Assured Wetland Delineator) training in 2006. In 2009, she attended the Wetland Delineation USACE Regional Supplement training session, the Environmental Corridor Delineation

Workshop, and the Farm Service Agency (FSA) Slide Review training session. After working at SEWRPC for seven years, Kristi worked as an environmental specialist at JSD Professional Services, Inc. for two years, before she decided to start her own business—HELIANTHUS.

METHODS

The process of wetland delineation involves collecting information about the soils, vegetation, and hydrology of a site in order to determine where the wetland boundary is located. The methodology used to conduct the delineation followed the US Army Corps of Engineers Wetlands Delineation Manual (1987), and the appropriate Regional Supplement to the Corps of Engineers Wetland Delineation Manual. In general, in southeastern and western Wisconsin, the Regional Supplement to the Corps of Engineers Wetland Delineation Manual: Midwest Region (Version 2.0, August, 2010) is used. The remaining portions of the state follow the Regional Supplement to the Corps of Engineers Wetland Delineation Manual: Northcentral and Northeast Region (Version 2.0, January, 2012). At this site, the Northcentral and Northeast Regional Supplement was used.

Prior to the site visit, several sources of data are consulted to reveal information that will aid in the locating the wetlands on the site. The sources reviewed include weather records to determine antecedent hydrologic conditions, the Wisconsin Wetland Inventory (WWI) map, the soil survey map, a topographic map, and historic aerial photographs of the project area. In areas that are under active cultivation as farmland, a Farm Service Agency (FSA) Slide Review is also conducted.

Data sample points are chosen based on the potential wetland areas identified by reviewing the above-referenced sources, and other sample points are added based on information gathered while in the field. Sample points are chosen on either side of the wetland line for their ability to reveal information about the actual location of the line, and upland reference data samples are chosen in order to show the contrast between wetland and upland field conditions.

Once a data sample point is chosen and located in the field, data is collected on the vegetation, the hydrology, and the soils of the site. Vegetation is identified by strata (tree, shrub, herbaceous, and vine layers), and an aerial coverage percent is determined for each species by layer. The plot size for the tree, shrub, and vine layers is a 30-foot radius circle, and the plot size for the herbaceous layer is a 5-foot radius circle. The scientific names and wetland status of each plant species follows the National Wetland

Plant List (2016). Once all species have been assigned a cover percentage, the dominance by wetland indicator plant species is assessed.

Hydrological indicators, as described in the Regional Supplements, are then listed for the sample point. A soil pit is excavated to at least 20 inches and the depth of water, saturation, and the water table is recorded. The soil profile at the sample point is also described, using the Munsell Soil-Color Charts (2009) to assess the color of the soil, and a texture analysis to determine the predominant texture of each soil layer. This data is used to determine if the soil profile meets the hydric soil indicators as defined in the Regional Supplements and the Field Guide for Identifying Hydric Soils V. 8.1 (USDA, 2017).

Once the location of the wetland line is determined from the data sampling effort, the edge of the wetland is flagged in the field and then surveyed in order to produce a map of the wetland that occurs on the subject property. Representative photographs of the sample points and of each wetland area were taken during the field visit. Any ditch, stream, pond or other water body that may be considered a Water of the U.S. and thus regulated by the U.S. Army Corps of Engineers (USACE) or the Wisconsin Department of Natural Resources (WDNR) was also identified.

RESULTS AND DISCUSSION

Antecedent Hydrologic Condition Analysis

Weather records were consulted from the Dane County Regional Airport weather station to determine if precipitation levels were normal for the three months prior to the site visit. The antecedent hydrologic condition analysis for the site revealed that climactic conditions near the site were drier than normal at the time of the site visit (**Table 1**). Drier than normal conditions means that hydrologic indicators may be absent from the wetland sample points and the data must be interpreted accordingly. However, there was a 1.33 inch rain event on May 4, 2018, which was three days prior to the site visit, so recent conditions may have been a little wetter than normal.

Review of Existing Data Sources

Existing data sources were reviewed to aid in the identification of wetland areas in the field.

Table 1 – Antecedent Hydrologic Condition Analysis

Month	3 yrs in 10 Less Than	3 yrs in 10 More Than	Rain Fall	Condition Dry, Wet, Normal	Condition Value	Month Weight Value	Product of Previous Two Columns
April	2.58	3.89	2.14	Dry	1	3	3
March	1.28	2.77	0.74	Dry	1	2	2
February	0.69	1.56	2.50	Wet	3	1	3
						Sum	8
If sum is:							
6-9	Then prior period has been drier than normal						
10-14	Then prior period has been normal						
15-18	Then prior period has been wetter than normal						
Conclusions:	A sum of 8 shows the prior period to be drier than normal.						

The topographic map (**FIGURE 2**) shows that the southwest part of the park is relatively flat, whereas the northeast part of the park is quite steep, with the slope dropping sharply down to Lake Mendota. The slope ranges from 2% at its flattest, to 6% in the middle portion of the park, to approximately 20% in the northeast. The shoreline itself had a very steep slope, about 20% in the northeast half of the park, where it was heavily armored with 2-foot diameter boulders. Except for a small area around the beach and another small area at the southwest end of the park, the remainder of the shoreline consisted of a concrete wall revetment.

The soil survey map show one hydric soil type in the project area (**FIGURE 3**)—Colwood silt loam. All of the soil types occurring on the property are listed in **Table 2**.

Table 2 – Soil Types

Map Symbol	Map Unit Name	Hydrologic Drainage Class
Co	Colwood silt loam, 0-2%	Poorly drained
DnB	Dodge silt loam, 2-6%	Well drained
KdD2	Kidder loam, 12-20%, eroded	Well drained
MdC2	McHenry silt loam, 6-12%, eroded	Well drained
W	Water	NA

The Wisconsin Wetland Inventory identifies no wetlands within the project area (**FIGURE 4**). The Colwood silt loam is shown as a wetland indicator soil in the southeast part of the property.

Historic aerial photographs show that the original extent of the park in only the southwest corner, and the remainder of the park consisted of single family homes that lined the lakeshore (**FIGURE 5**). By 1995, however, most of the houses had been razed and the park became the size it is today. There was no indication of any kind of wetland occurring within the park boundaries in any of the aerial photographs.

Wetlands Identified During the Site Visit

A total of two wetlands were identified on the property during the field visit. Site photos of the property are included in **FIGURE 6.** The area and wetland boundary that was identified and flagged for the project are shown in **FIGURE 7**. Field data sheets are included in **FIGURE 8**. A description of the wetland areas follows.

Wetland 1

The wetland area was a scrub-shrub wetland that occurred along the lakeshore at the southwest side of the property. The dominant vegetation was black willow. The soils were problematic because there was only a thin layer of soil over the top of the riprap. They met the test criteria for S7-Dark Surface, which is a 4-inch thick dark surface layer in sandy soil types. The hydrology indicators were FAC-Neutral Test and Geomorphic Position. The wetland boundary occurred at the toe of slope of the riprap.

The adjacent upland area consisted of riprap on a hillslope that was approximately two feet higher in elevation than the adjacent wetland. The vegetation was dominated by Norway maple, hackberry, Kentucky bluegrass, jewelweed, dandelion, white snakeroot, burdock, and white avens. The soils lacked hydric indicators, consisting of an inch of soil over solid rock/gravel riprap, and hydrology indicators were also lacking.

Chapter NR 151-Runoff Management defines buffer areas for different wetland types to protect them from nutrient enrichment from storm water runoff. Final authority on the NR 151 protective areas rests with the DNR, but it is likely that this area would have a protective buffer of 50 feet.

Wetland 2

The wetland area was a constructed detention basin planted with wetland plant species. It had a sewer grate outlet structure set at approximately one foot above the bottom of

the basin. The dominant vegetation was Virginia ryegrass, iris, burdock, and golden alexanders. The soils met the criteria for F6-Redox Dark Surface, with redoximorphic features starting at 6 inches below the ground surface. A solid gravel layer was encountered at 17 inches. The hydrology indicators were Saturation, Sediment Deposits, FAC-Neutral Test, and Geomorphic Position. The wetland boundary occurred at the toe of slope of the basin.

The adjacent upland was a mowed lawn area that occurred in an area mapped as Colwood silt loam. The dominant vegetation was Kentucky bluegrass. Soils were non-hydric. They consisted of a layer of topsoil over what appeared to be fill material because small fragments of trash were visible in the soil profile. A restrictive layer of rocky gravel fill was found at 13 inches below the ground surface. The only hydrology indicator was Geomorphic Position, due to the slight saddle in the landscape, though the ground sloped towards the lake.

Another upland data point (Dp#4) was taken along the shoreline in the strip of vegetation occurring above the riprap lining the shore about 15 feet above the lake level. The area occurred on a 20% slope and no signs of hydrology were present. The dominant vegetation was wild parsnip, tall goldenrod, and New England aster. The soils were non-hydric and a solid rock layer was found at 12 inches underneath the ground surface.

CONCLUSION

HELIANTHUS LLC identified a total of two wetlands on the project site on May 7, 2018 using the standard practices described in this report and their best professional judgment. However, the final authority for the location of the wetland boundary rests with the U.S. Army Corps of Engineers (USACE) and the Wisconsin Department of Natural Resources (WDNR). It is recommended that this report be submitted to the WDNR for their concurrence with the wetland boundary, and be submitted to the USACOE for a jurisdictional determination. It is possible that the constructed basin would be a candidate for artificial exemption. Any impact, alteration, or fill to either the wetland areas or to waterways that are considered Waters of the U.S. are subject to state and federal regulations and permits may be required. The WDNR administers Chapters 30 and 281 of the Wisconsin State Statues, and the USACE administers Section 404 of the Clean Water Act.

In addition, because a wetland delineation is considered to be a point in time determination, wetland delineations are considered to be valid for a period of only five

years for federal wetlands and 15 years for nonfederal wetlands. Weather patterns and site conditions can change over time, making a new delineation necessary.

Erosion control and stormwater plans must be developed and submitted to WDNR prior to any land disturbance. Stormwater runoff must be treated on site per the Wisconsin Administrative Code Chapter NR 151-Runoff Management and a WRAPP must be filed per Chapter NR 216–Stormwater Discharge Permits.

This property occurs within a Shoreland Zone, which is any area within 300 feet of the lake, measured from the Ordinary High Water Mark of the lake. The Ordinary High Water Mark (OHWM) is the benchmark for measuring distances from the edge of the lake, and must be determined by the WDNR. A conditional use permit must be obtained from the City of Madison before any development can occur. Upon the filing of an application for a conditional use, the development plan shall show a complete inventory of shoreline vegetation in any area proposed for building, filling, grading or excavating. In addition, the development plan shall indicate those trees and shrubbery which will be removed as a result of the proposed development. The cutting of trees and shrubbery shall be limited in the strip thirty-five (35) feet inland from the normal waterline. On any zoning lot not more than thirty percent (30%) of the frontage shall be cleared of trees and shrubbery. Coverage by impermeable surfaces within thirty-five (35) feet of the OHWM shall not exceed twenty percent (20%). Public paths within this area shall not be included in the lot coverage limit.

Dane County Shoreland Zoning Ordinance requires that all new structures must be set back 75 feet from the edge of any wetland that is 2 acres in size or larger. Because both wetlands on this property are smaller than two acres, this ordinance would not apply. However, the final authority on setback requirements would be the City of Madison and would be part of the conditional use application.

Other environmental considerations include threatened or endangered species. It is recommended that an Endangered Resources (ER) Review request be submitted to the WDNR prior to pursuing any permits for proposed work. There may also be archaeological or historical preservation issues that may need to be addressed at this site.

An attempt was made to summarize the regulations which would apply to this parcel; however, additional federal, state, county, or city ordinances may also apply. It is recommended that the appropriate agents at Dane County and at the City of Madison be consulted prior to commencing work. If any disturbance occurs on the property without obtaining proper permits or authorizations from the USACE, WDNR or other

local agency, it should be considered at the owner's own risk and HELIANTHUS LLC shall not be considered responsible or liable for any resulting damages.

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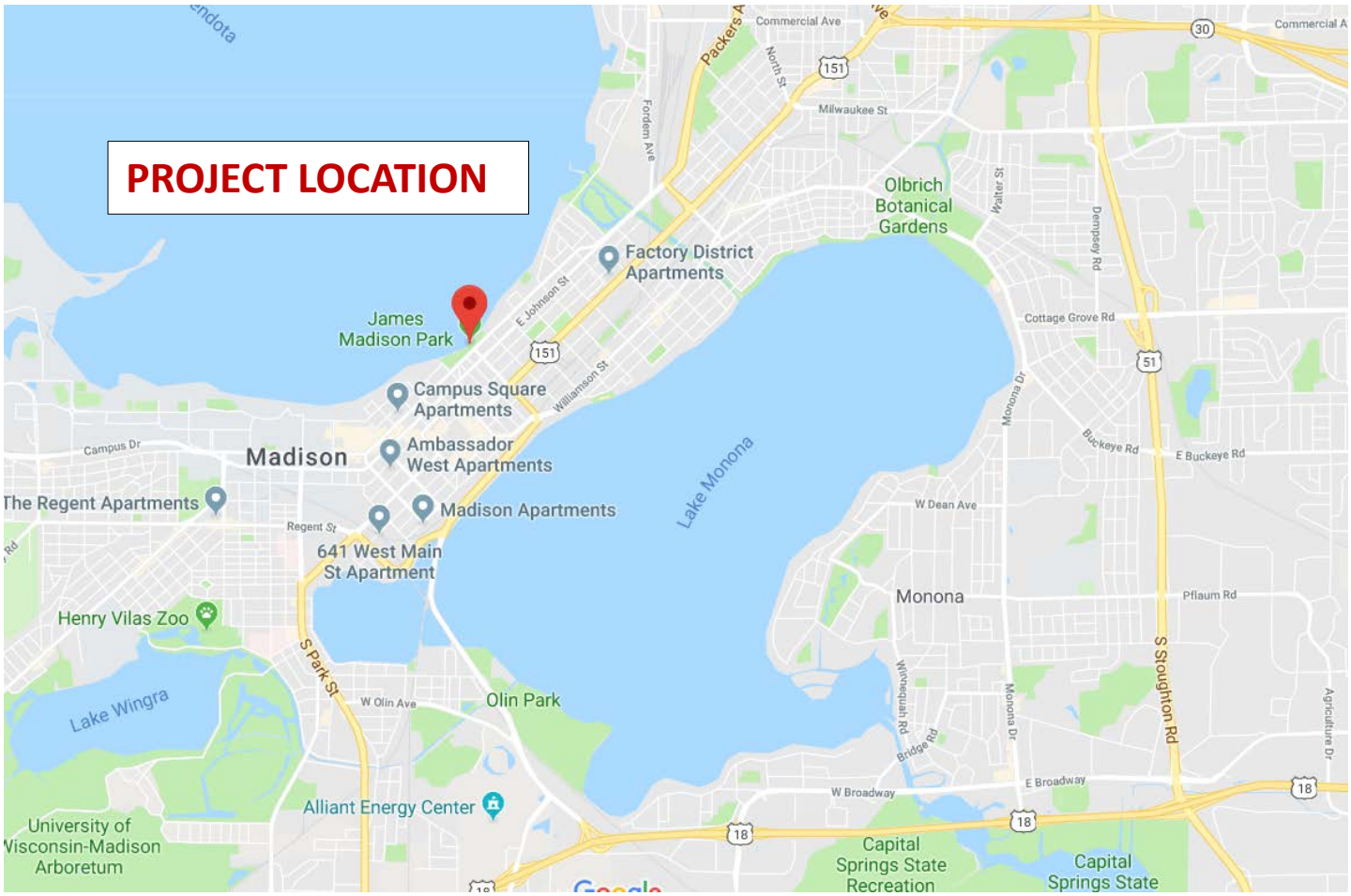
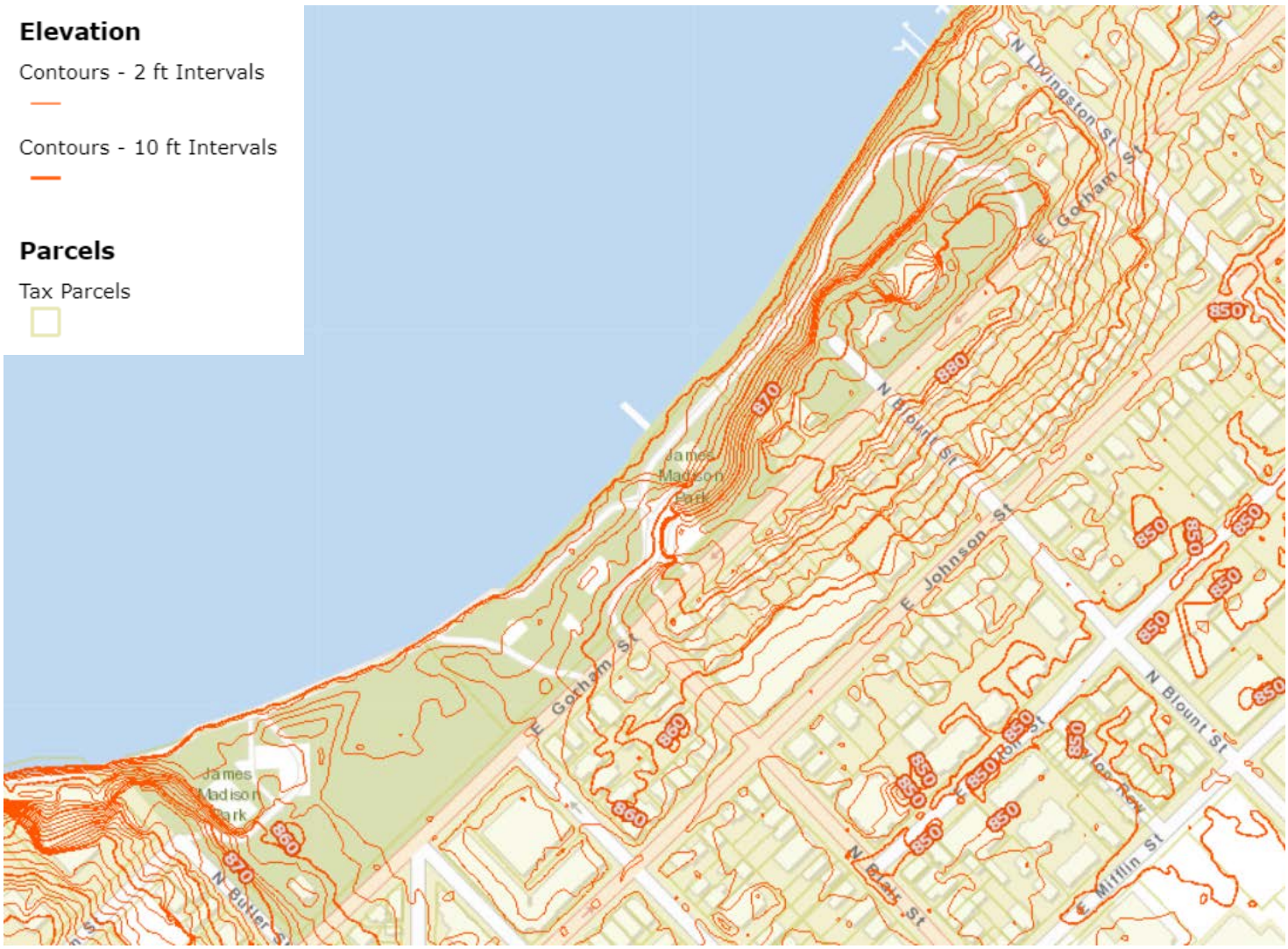


Source: Google Maps, 2018

2000 FT

north

FIGURE 1. LOCATION MAP

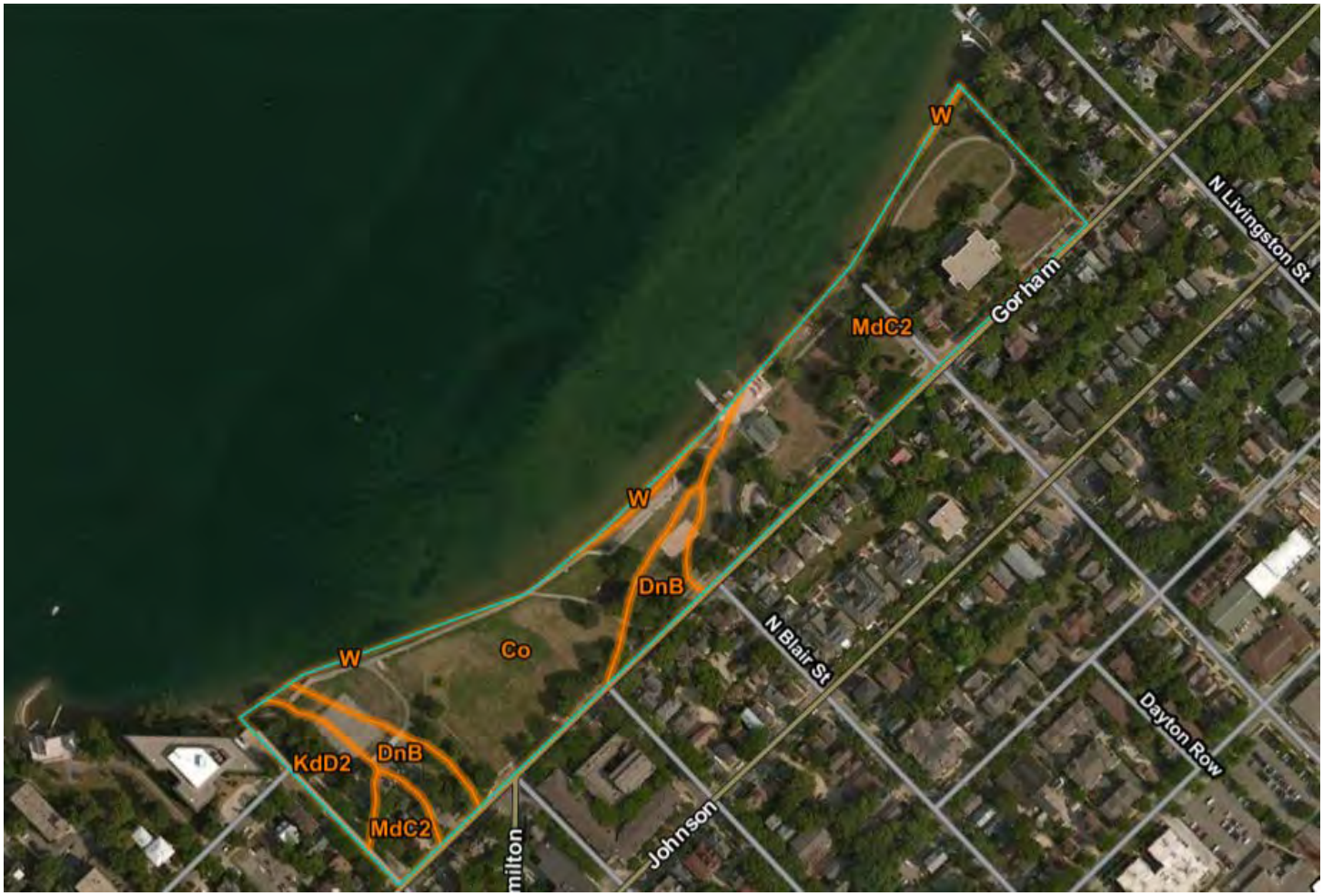


300 FT

north

Source: Dane County DCiMap 3.1, 2018

FIGURE 2. TOPOGRAPHIC MAP



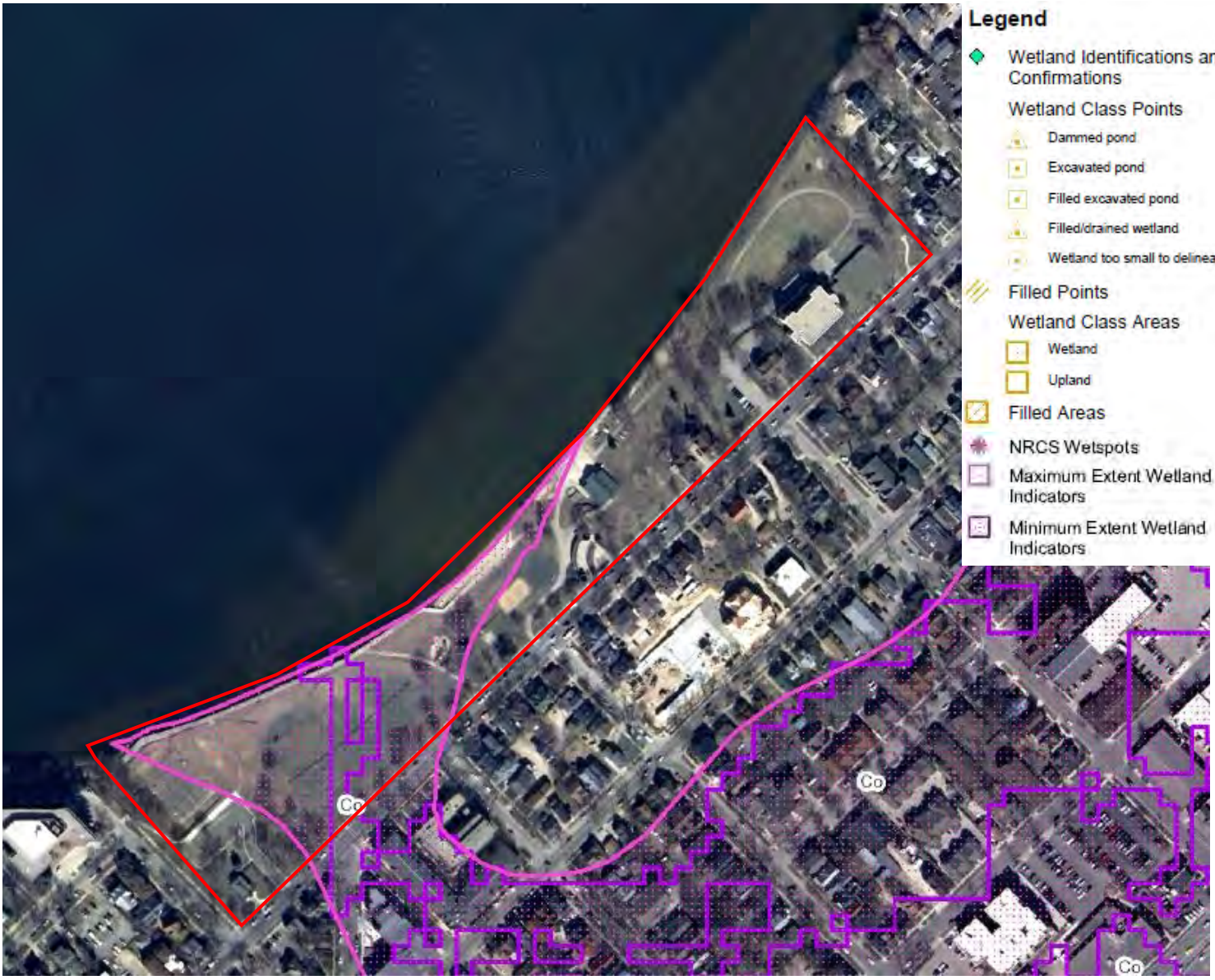
Source: NRCS Web Soil Survey, 2018

400 FT

north

Map Unit Symbol	Map Unit Name
Co	Colwood silt loam, 0-2%
DnB	Dodge silt loam, 2-6%
KdD2	Kidder loam, 12-20%, eroded
MdC2	McHenry silt loam, 6-12%, eroded
W	Water

FIGURE 3. SOIL SURVEY MAP

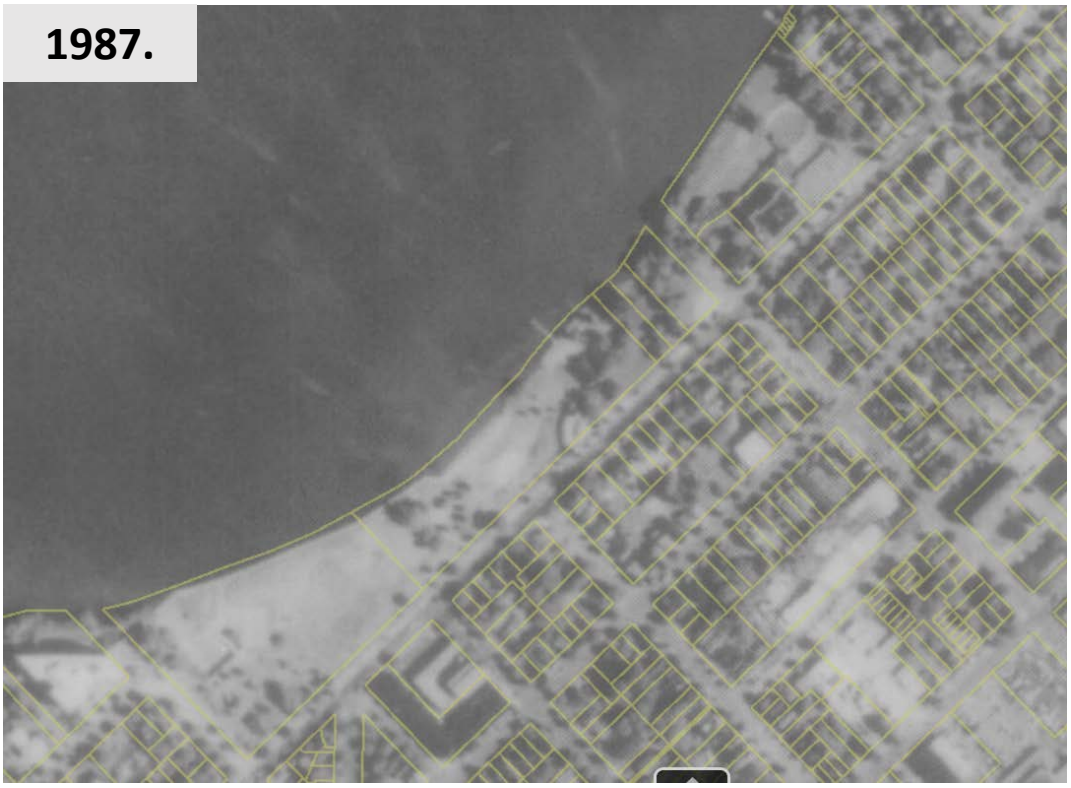


Source: WIDNR Surface Water Data Viewer, 2018

FIGURE 4. WWI MAP

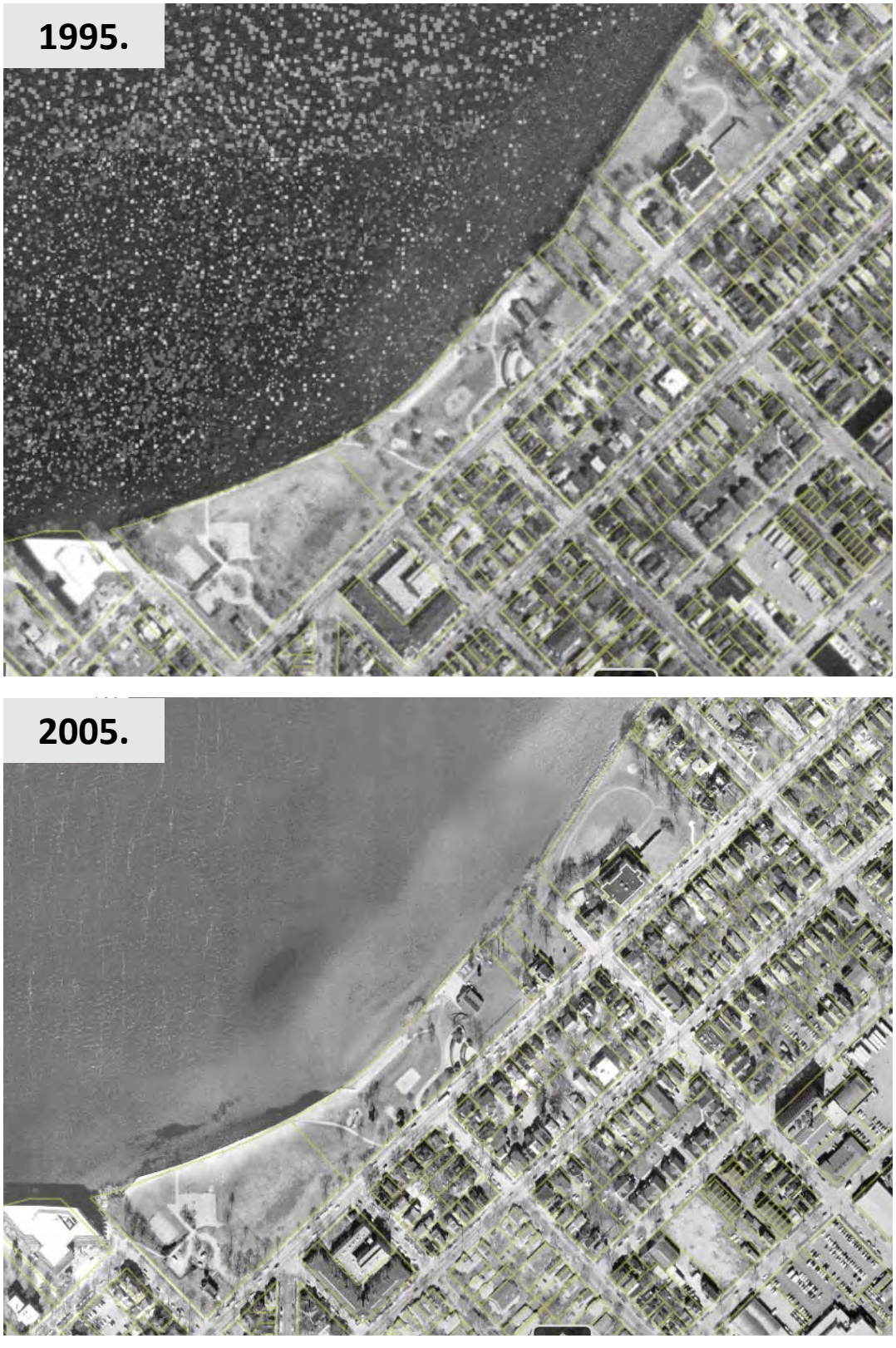
1957.

1987.



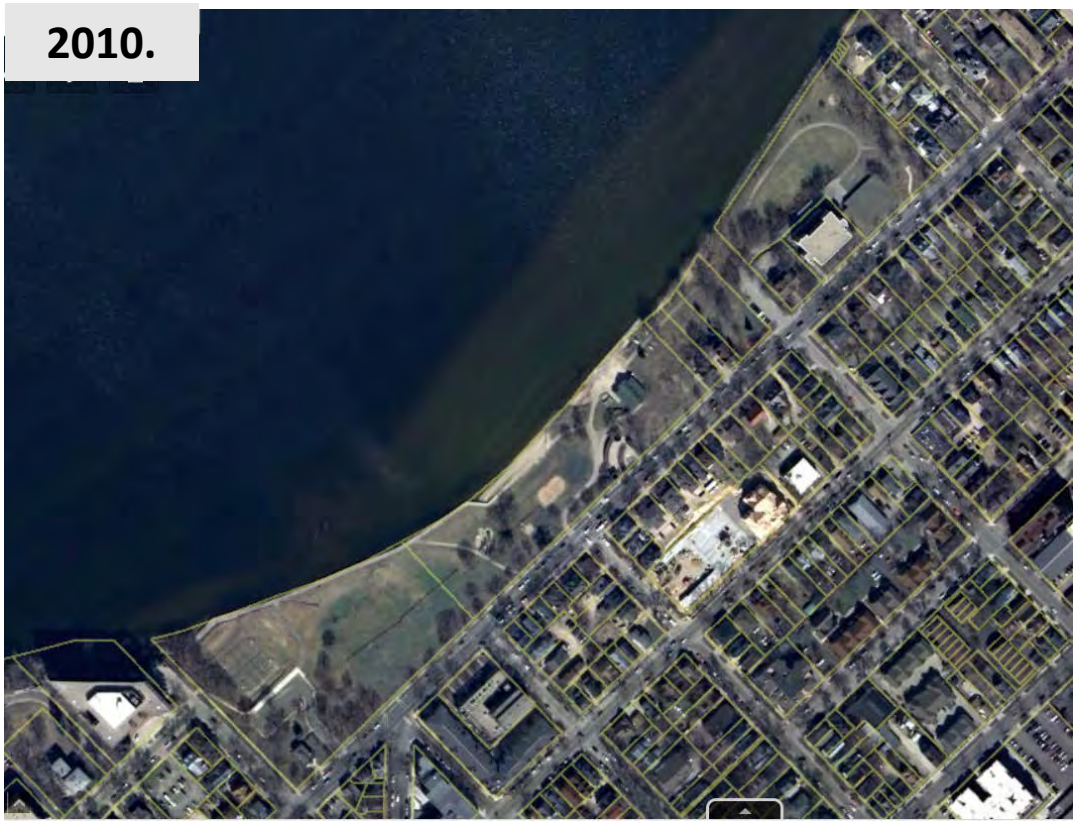
Source: Dane County DCiMap 3.1, 2018

FIGURE 5. HISTORIC AERIAL PHOTOS



Source: Dane County DCiMap 3.1, 2018

FIGURE 5. HISTORIC AERIAL PHOTOS



Source: Dane County DCiMap 3.1, 2018

FIGURE 5. HISTORIC AERIAL PHOTOS

The majority of the shoreline is lined with a concrete wall.

The northeastern half of the shoreline is lined with large boulders on a steep slope.

FIGURE 6. SITE PHOTOS

The sample point taken in the Colwood hydric soil is mowed lawn.

The soils at this sample point appears to be fill material.

FIGURE 6. SITE PHOTOS

The southwest corner of the property has a small wetland along the shoreline.

The wetland is located at the water's edge, with rock riprap occurring above the wetland boundary.

FIGURE 6. SITE PHOTOS

A constructed detention basin contains wetland vegetation.

The soils were also hydric within the basin.

FIGURE 6. SITE PHOTOS

FIGURE 7. WETLAND BOUNDARY MAP

Client Address

SAIKI DESIGN INC.
1110 S. PARK ST.
MADISON, WI 53715

Project Address

WETLAND BOUNDARY MAP
JAMES MADISON PARK

614 E. GORHAM ST, MADISON WI

Exhibit: FIGURE 8

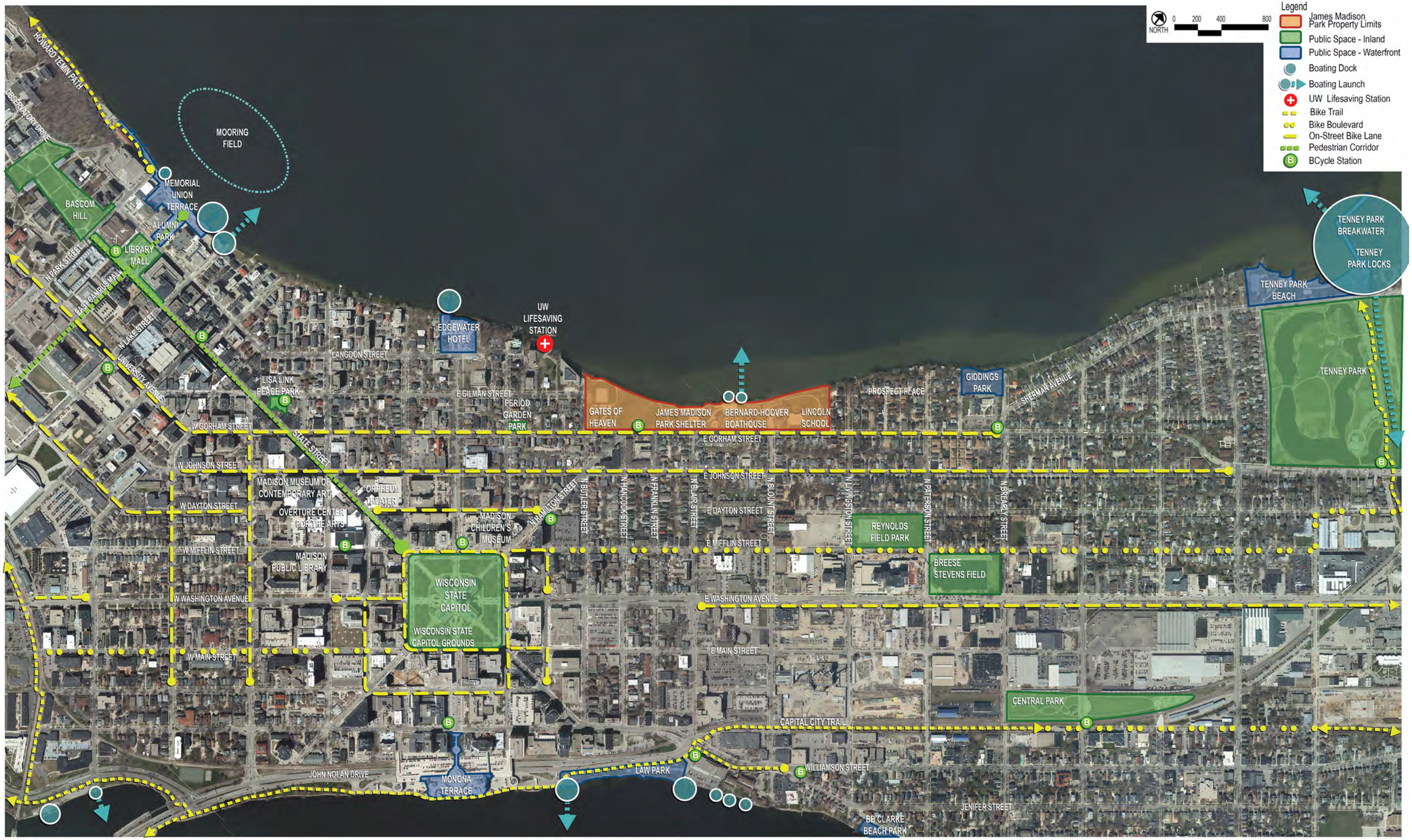
Project: 18-101
Date: 05-24-2018
Drawn By: KAS
Sheet: W1.0

HELIANTHUS

HELIANTHUS LLC
247 W. FRESHWATER WAY, SUITE 210
MILWAUKEE, WI 53204

Appendix E:
Research and Site Analysis: Project Maps (11x17”)

Context View of James Madison Park



Existing Conditions Map

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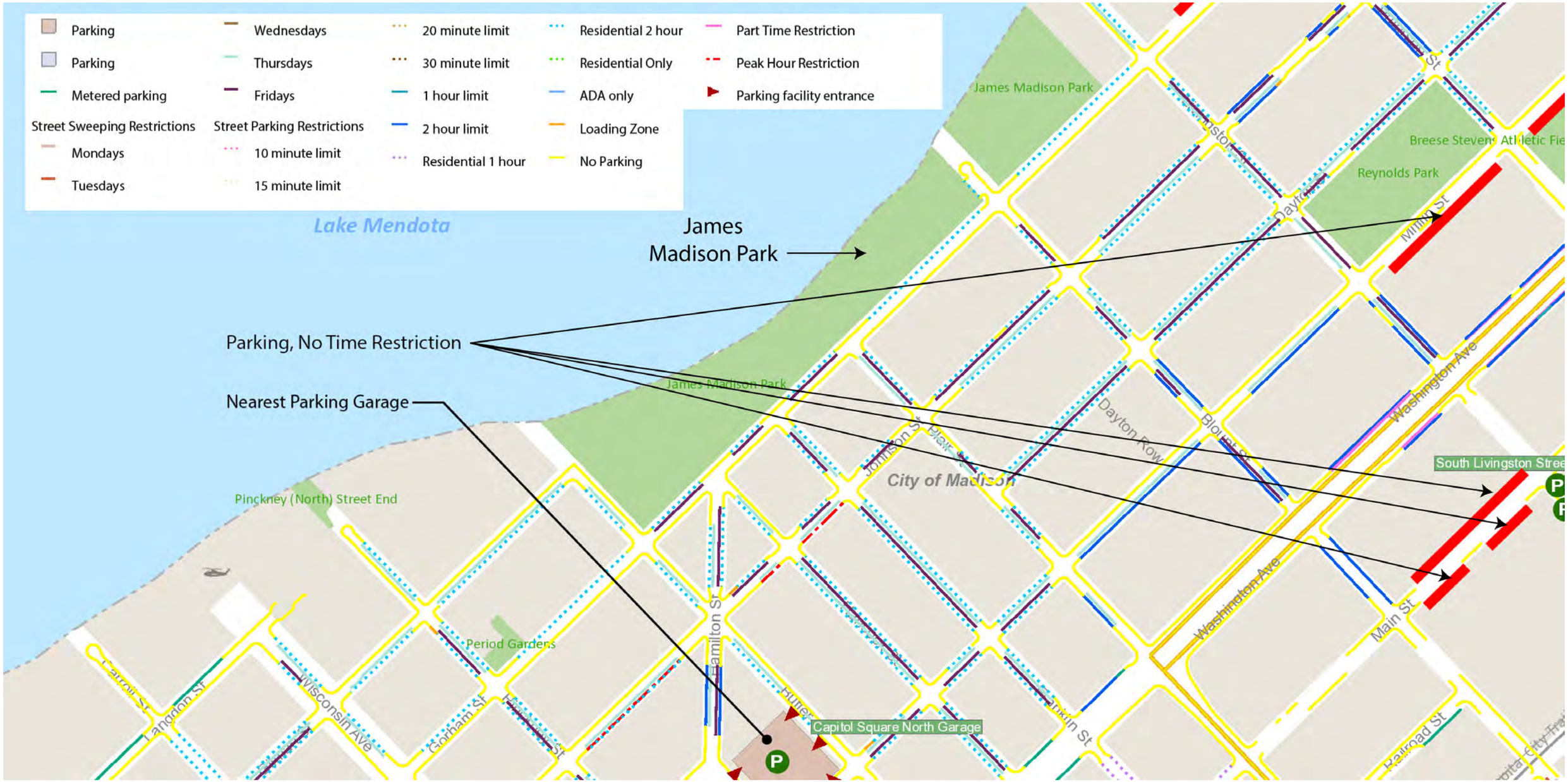
Street Parking Restrictions near James Madison Park

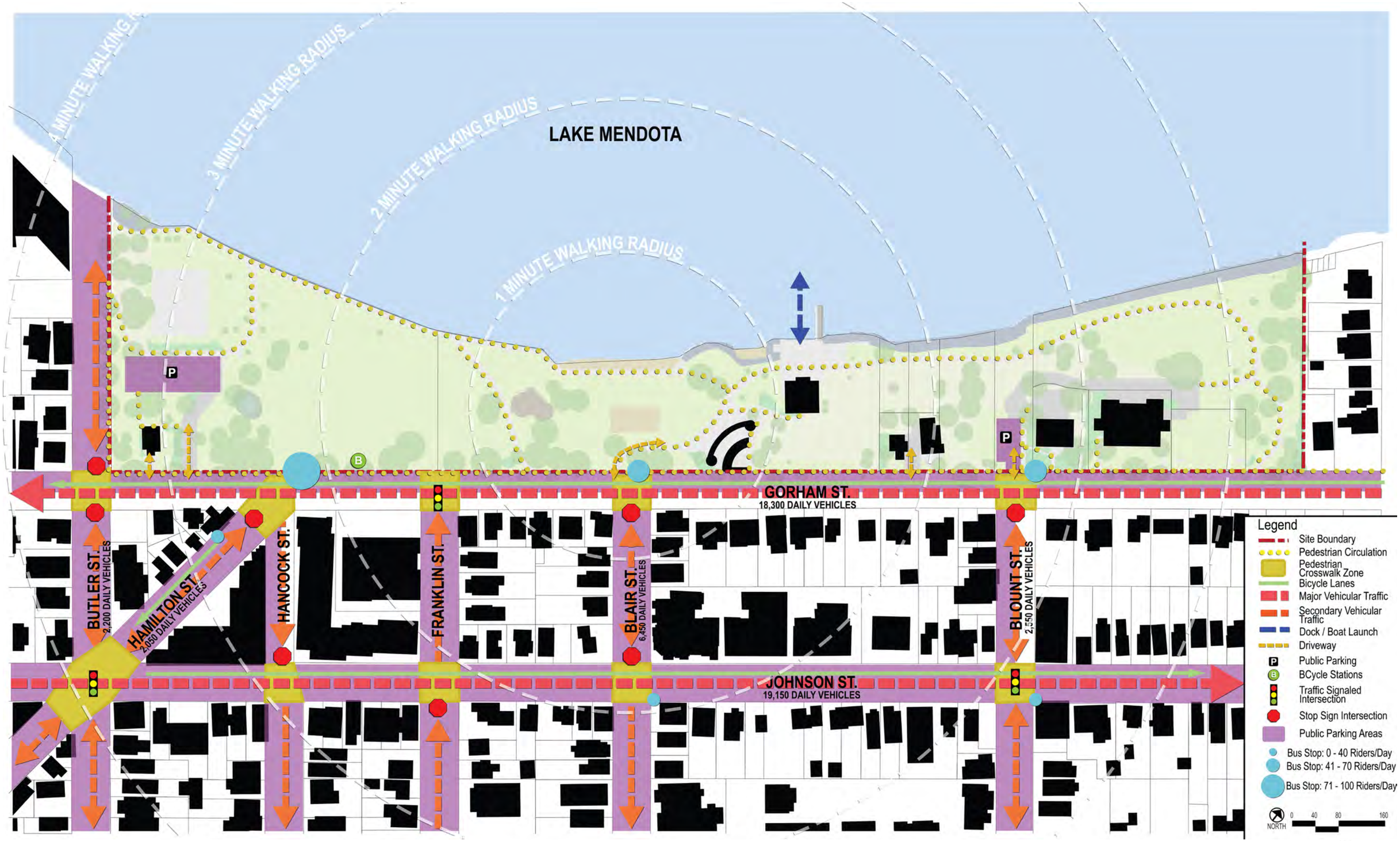


Land Use Map


LAKE MENDOTA
Gates of Heaven Synagogue
Voluntarious Internacionales de Libertad
James Madison Park Shelter
Bernard - Hoover Boathouse
Irene and Robert Conner House
William and Dora Collins House
Anna and Cornelius Collins House (B&B)
Lincoln School Apartments
GORHAM ST.
JOHNSON ST.
BUTLER ST.
HAMILTON ST.
HANCOCK ST.
FRANKLIN ST.
BLAIR ST.
BLOUNT ST.
Legend
Medium Density Multi-Family Residential (Max. 4 Families)
High Density Multi-Family Residential (Up to and Greater Than 8 Families)
Downtown Residential
Neighborhood Mixed Use
Planned District Development
Urban Office Residential
Parks & Recreation
Landmark / National Register Historic Place
Fourth Lake Ridge National Historic District Boundary
Mansion Hill National Historic District Boundary
NORTH
0
40
80
160

Topography and Bathymetry

Circulation Map



Existing Utilities Map

Appendix F:
Current Maintenance Practices

Current Uses and Maintenance Practices

James Madison Park is currently maintained by City of Madison staff, with collaboration from volunteers and facility use agreements.

BUILDINGS

There are seven buildings that currently exist at James Madison Park. Four of these buildings are private residential buildings within the James Madison Park property. The building owners maintain these buildings. The remaining three buildings are owned by the City of Madison Parks Division and include the existing park shelter, Gates of Heaven and the Bernard-Hoover Boathouse.

- Park Shelter: Parks staff solely maintain the existing park shelter as a reservable shelter. This building does not have heat, but has water service, which is turned on annually. Staff visit this facility daily for maintenance and before, as well as after any park reservation.
- Gates of Heaven: The existing Gates of Heaven building is solely maintained by Madison parks staff. This year-round reservable facility is checked and cleaned daily.
- Bernard-Hoover Boathouse: The existing Bernard-Hoover Boathouse is maintained through a lease agreement between Mendota Rowing and the City of Madison.

VEGETATION

- Trees: The City of Madison Parks Division maintains existing trees with the exception of the iconic Eastern Redbud that is adjacent to Gates of Heaven, and the neighborhood adopted ash trees. Maintenance of park trees is primarily limited to trimming and removal.
- Landscape Beds: There are several landscape beds throughout the park including landscaping within the parking lot, along the retaining wall near the basketball courts, adjacent to Gates of Heaven, at the entrance to the parking lot, around the park sign. There are also landscape beds on the roof of the existing park shelter building. Both staff and park volunteers maintain the landscape beds around Gates of Heaven. Volunteers maintain the landscape beds on the roof of the existing restroom building.

- Managed Meadows: There are several areas that are mowed once or twice a year and seeded with native prairie, sedges and grasses. These managed meadows are maintained through by both city staff and through the a city-wide contract for ecological restoration.
- Lawn: Lawn areas are maintained by city staff. Lawn areas are not fertilized and are mowed as needed.

PARK AMENITIES

- Beach: The park beach is maintained by city staff, which includes raking the beach once a week.
- Trails: Trail maintenance is minimal. The majority of paved paths are not plowed in the winter with the exception of the area around Gates of Heaven, and a plowed fire access path to the Hoover-Bernard Boathouse.
- Playground: The playground is checked by staff every two weeks to ensure there are no necessary repairs and to replenish playground surfacing.
- Volleyball Courts: Volleyball courts are occasionally raked by staff, only as necessary.
- Parking Lot: Parking lot maintenance includes daily checks by park rangers, emptying of trash, and winter snow plowing.

SHORELINE

All public shorelines are under the jurisdiction of the City of Madison Engineering Division. The City of Madison Engineering Division ensures that shorelines are stable, and non-erosive. Shoreline amenities such as docks and beaches, as well as the vegetation within the shoreline fall within the Madison Parks Division.