

Common Council Meeting January 19, 2021

EDGEWOOD
HIGH SCHOOL
OF THE SACRED HEART



Edgewood High School -1927



What are we talking about tonight?

- Requesting your approval to install 4 lights in full compliance with Madison's Outdoor Lighting Ordinance.
- Approval only allows already permitted, and currently existing, day-time activities to occur at night.
- Playing field (remains day and night) subject to Madison's Noise Ordinances.
- Approval treats these lights, and this playing field, equally with the dozens of other existing fields (containing hundreds of similar lights) in Madison.



History of Process 2013 - 2018

2013 – Edgewood is rezoned by the City of Madison into the Campus Institutional Zoning District along with all other high schools and colleges in the City allowing full use of its field.

2014 – Edgewood voluntarily adopts a 10-year Master Plan at the suggestion of the City of Madison to streamline the review of future development projects.

September 2018 – Edgewood instructed by the City to amend its Master Plan to allow additional seating, concessions, restrooms, lighting and other amenities to its field.

September – October 2018 – Edgewood held meetings with the neighborhood associations and surrounding communities, plan commission and worked with the city to solicit feedback.

October 2018 – City zoning interprets Edgewood's 2014 Master Plan to have voluntarily restricted full use of its field and instructs Edgewood to submit an amended Master Plan to include field usage information. Meanwhile, Edgewood also obtained formal lighting, sound and environmental studies while continuing to work toward a compromise with the neighborhood associations. The studies showed Edgewood's plan met or exceeded all current city ordinances.



History of Process 2019

January 2019 – Edgewood received 1,500 signatures of support, the majority of which are from Madison residents.

February 2019 – Edgewood withdraws application to amend Master Plan to add full amenities to the field, and submits the same light permit application as Memorial High School and UW-Madison submitted in 2018 for administrative approval of lights.

February 27, 2019 – Letter sent by zoning administrator indicating amendment to Master Plan not needed for light permit and that light permit will be issued if application is compliant with City's Outdoor Lighting Ordinance, Section 10.085. City website indicates lighting compliance is "approved."

March 2019 – City put a hold on the approved permit, and denied the approved permit to add lights due to a new zoning interpretation of the existing 2014 Master Plan.

March – May 2019 – Edgewood worked with a facilitator to reach a compromise with the neighborhood association, resulting in dozens of meetings.

April 2019 – City issues zoning violation notice for high school girls' soccer games.



History of Process 2019

July 2019 – Edgewood appeals and loses appeal at Zoning Board of Appeals. Following morning, the city attorney issued a letter to Edgewood inviting them to repeal their Master Plan so that zoning reverts to Campus Institutional zoning and be “placed on equal footing with other high schools.” Mayor introduces ordinance to repeal Edgewood Master Plan.

September 2019 – Decision on repeal of master plan delayed to allow prior adoption of Alder Evers’ suggested changes to the Campus Institutional zoning ordinance. The Alder Evers’ changes directly affect Edgewood because the new restrictions only apply to the Campus Institutional district and “grandfather-in” existing lights at other schools as of the date of adoption.

October 2019 – City Council approved Edgewood’s repeal of its Master Plan confirming all existing uses on the field, including athletic events, are permitted by right.



History of Process 2020

January 2020 – Due to Alder Evers' ordinance changes, Edgewood became the first applicant in City history to file a conditional use permit for outdoor lighting. All other schools previously, and all land not in the Campus Institutional district going forward, allowed to obtain outdoor lighting through administrative compliance with the City's outdoor lighting ordinance.

May 2020 – Edgewood's conditional use application for outdoor lighting denied by plan commission and Edgewood appealed the decision to Common Council. Alder Rummel, in her capacity as plan commissioner, asked that Edgewood continue to compromise with the neighbors.

July 2020 – to present – Edgewood refers appeal multiple times to again attempt to work toward a compromise solution with the neighborhood associations prior to a December 1st meeting with the city council to appeal the Plan Commissions decision.

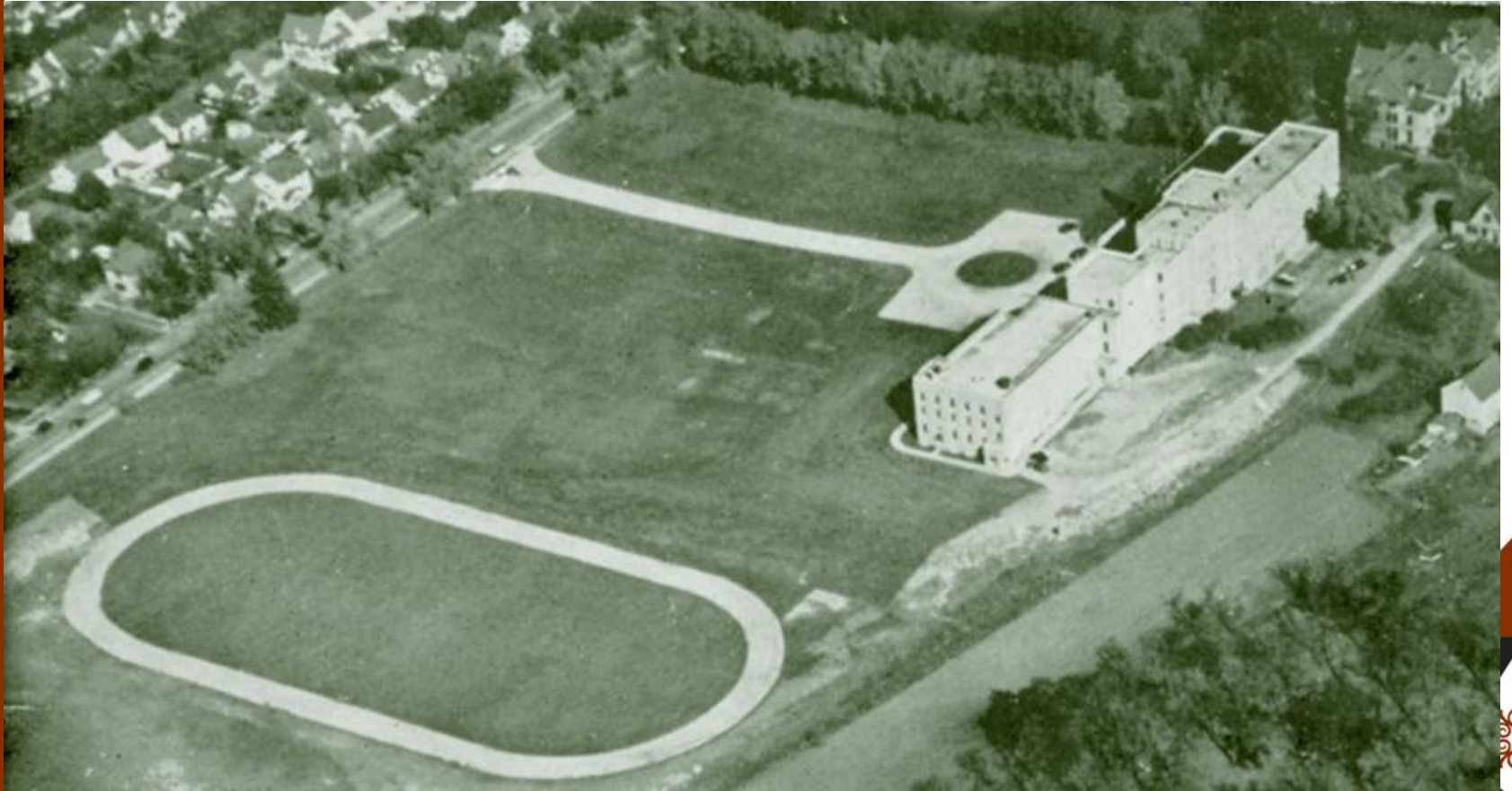


Current use of field:

- Zoning allows: Educational uses associated with colleges, universities, and secondary and primary schools, including classroom buildings, libraries, and offices.
- Indoor and outdoor sports and recreational facilities.
- Other uses related to the institution's primary mission.
- These permitted uses are not designated as day uses or night uses.



Athletic Field - 1939



Athletic Field - Today



Athletic Field - Today



Athletic Field - Today



Athletic Field - Today



Athletic Field - Today



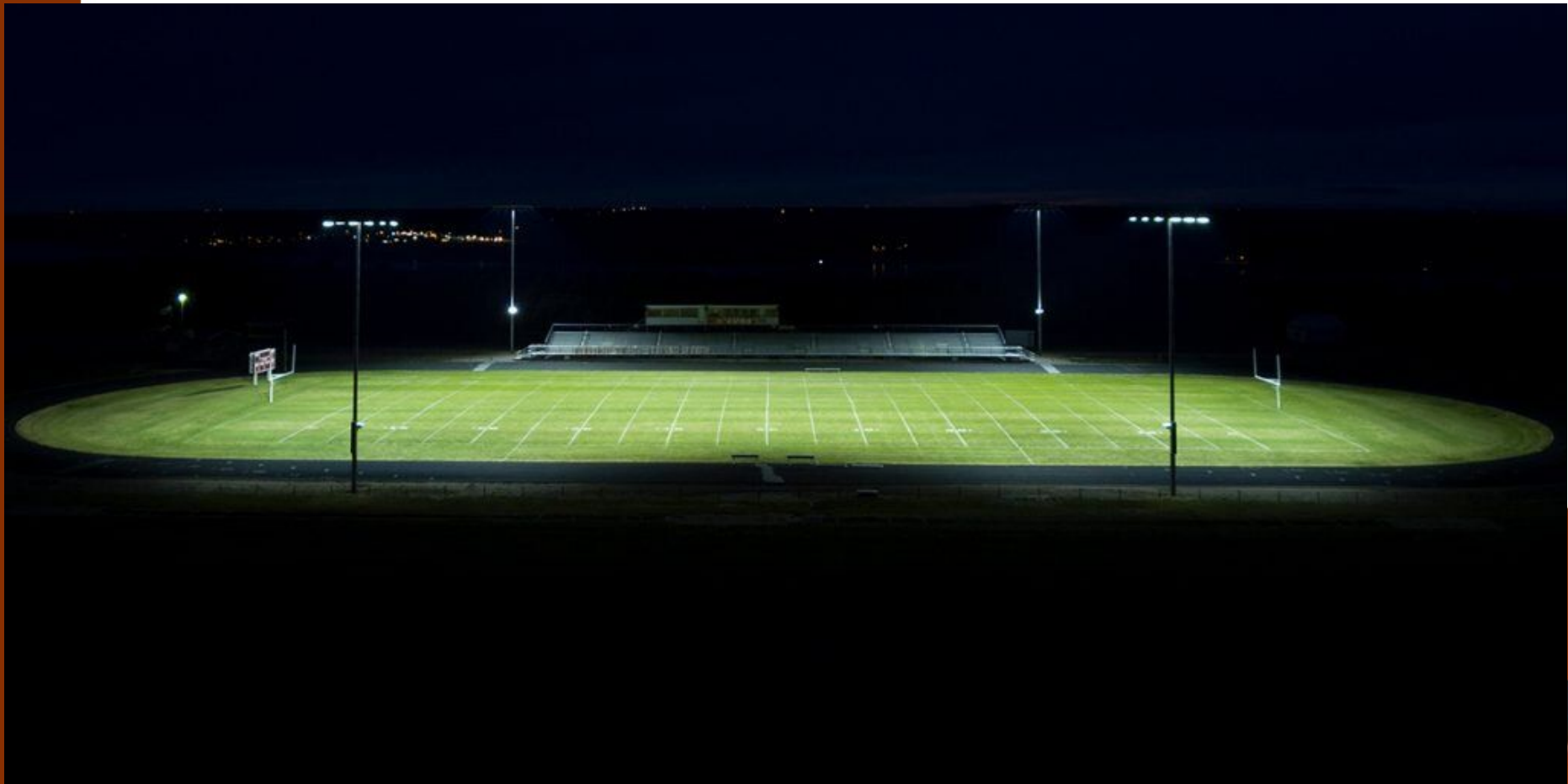
Athletic Field - Today

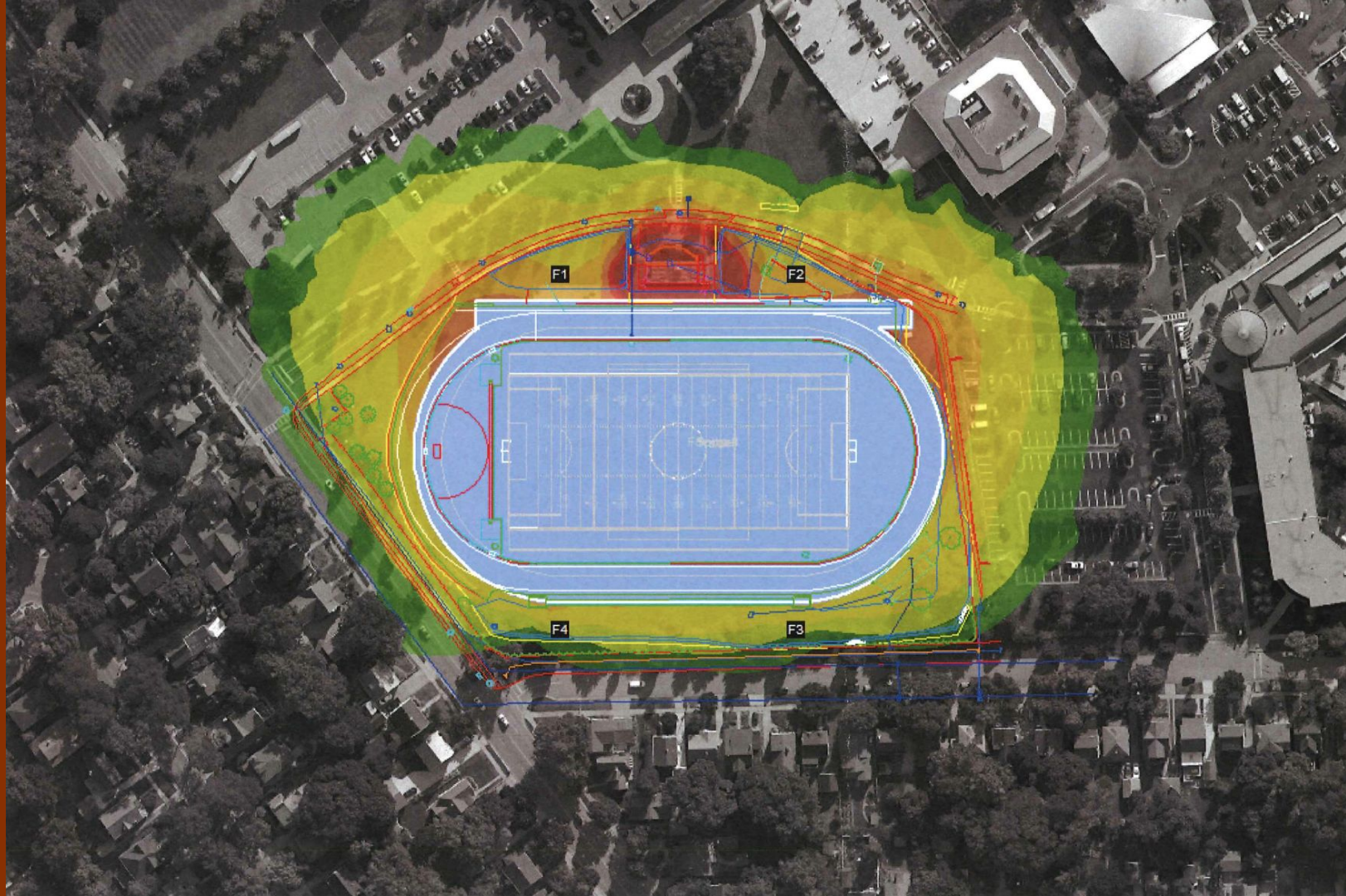


Lighting Request:

- Current request is for 4 light poles to facilitate existing permitted uses during non-daylight hours; primarily during the fall when daylight is less.
- A request for lights is usually made under Chapter 10 of the City's ordinances (i.e. "Outdoor Lighting" Ordinance).
- However, since Alder Evers zoning change, going forward light poles at the City high schools now require the conditional use process.
- Light poles outside of high schools continue to be reviewed administratively.
- Despite the CUP process, the metrics for compliant lighting is still controlled by the Outdoor Lighting Ordinance.







Neighborhood Impact

- I live in Vilas neighborhood. One of the reasons I enjoy the area is vitality of the Monroe Street district. Things I enjoy about the neighborhood include:
 - Access to walk to great shops and restaurants along Monroe Street
 - Enjoy the hustle and energy with all the people and traffic on Monroe Street
 - Attending the Farmer's Market on Sunday mornings at Edgewood High School



Meetings with DMNA and Vilas Neighborhoods

- As a former Board member of the school, I have been involved with many meetings with the neighborhoods.
- In summer of 2019, we had 7-8 working sessions with representatives from DMNA and Vilas neighborhood Presidents, liaison committee members and a few other individuals from the neighborhood. These sessions were led by a paid moderator to guide the group. Edgewood High School paid 100% of these fees.
 - One result of meetings was open discussions and understanding about neighborhood concerns including increased usage, light spillover, noise, traffic, and parking.
 - These meetings were discontinued when Edgewood was appealing the ruling of no games being allowed via the Master Plan and were never able to be reinitiated.



Meetings with DMNA and Vilas Neighborhoods

- This summer and fall, we have met with a similar group of DMNA and Vilas individuals 6 times to determine if there was any chance of agreement.
 - End result was that main issues appear to be usage and noise and we were not able to come to an agreement in terms of number agreeable games.
- Fair to say that while there are individual neighbors that are against the lights, there are many individuals who are either neutral or supportive of the lights.
 - Vilas neighborhood choose to have no position on this topic.



Sound



Figure 1 – Location of ambient noise level measurements.

The results of the ambient noise measurements are noted Figures 2 and 3. The results indicate L_{eq} values ranging from 50.6 to 63.2, with an average of 56.5 dBA. Peak levels measured ranged from 68.5 to 75.8 dBA, with an average of 72.5 dBA.



Sound

Edgewood High School – Goodman Athletic Complex
Ambient Noise Measurements and Grandstand Noise Simulation Model
Professional Audio Designs, Inc.

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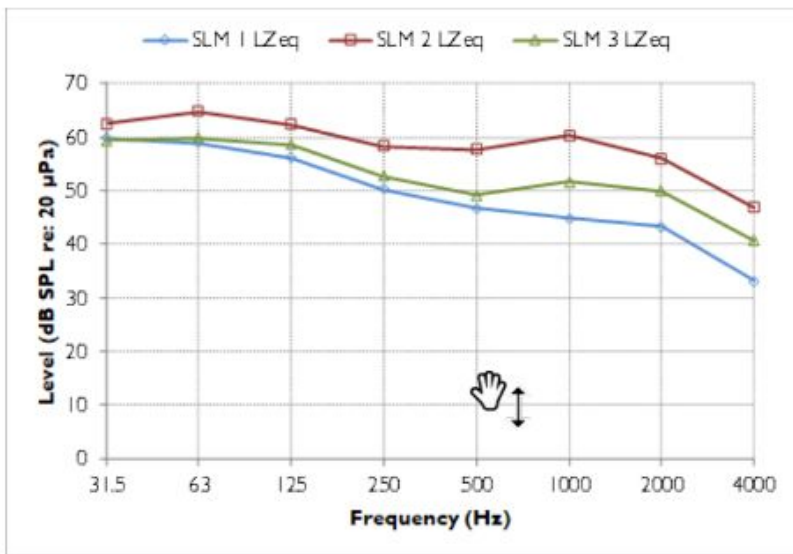


Figure 2 – Summary of average octave band ambient noise level measurements during late afternoon of 6 December 2018, presented as L_{eq} per octave band. The results indicate L_{eq} values ranging from 50.6 to 63.2, with an average of 56.5 dBA.

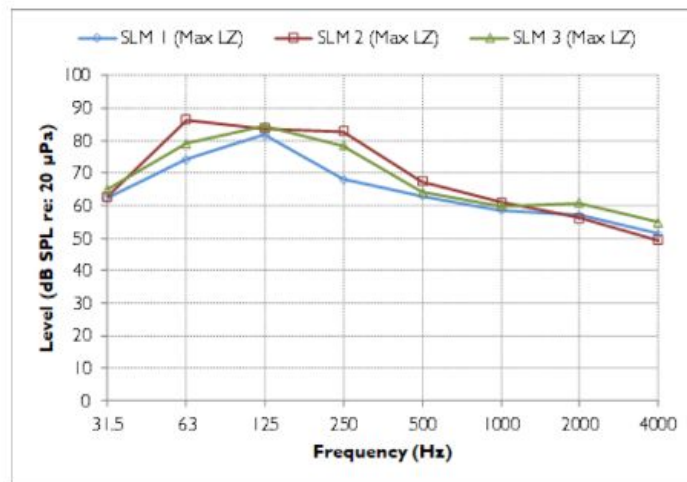


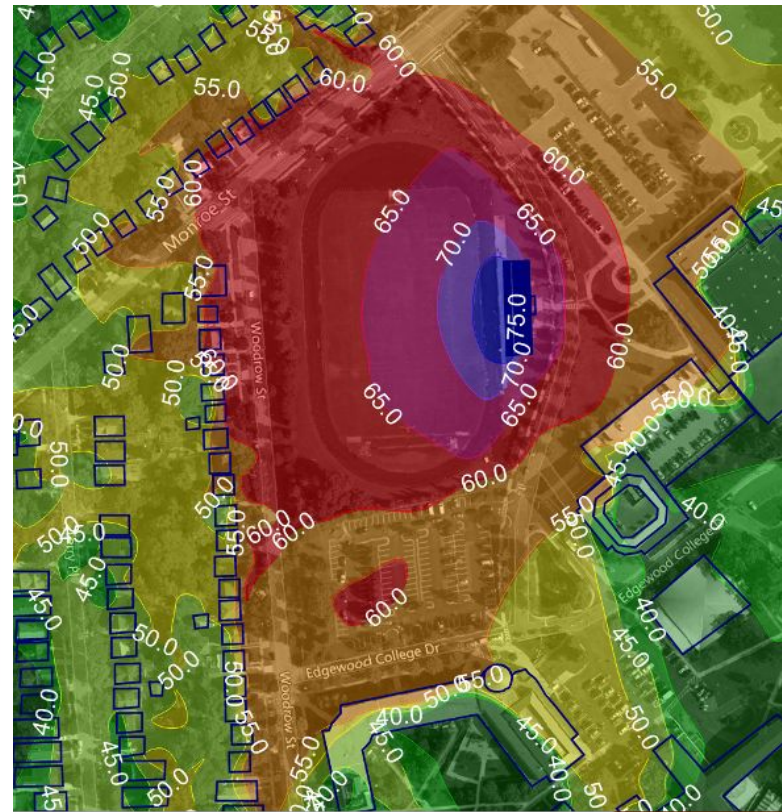
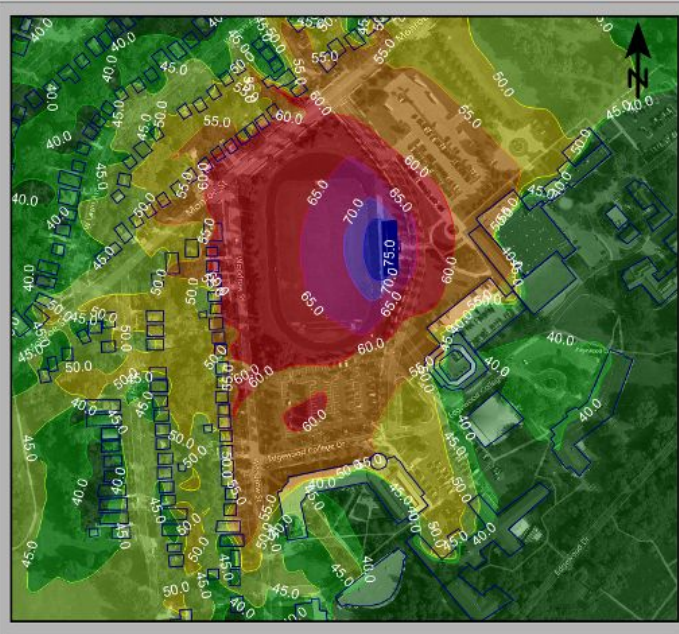
Figure 3 – Summary of maximum measured octave band ambient noise level measurements during late afternoon of 6 December 2018, presented as L_{max} per octave band. Peak levels measured ranged from 68.5 to 75.8 dBA, with an average of 72.5 dBA.



Sound



Goodman Athletic Complex Stands at Full Capacity - No Barrier Wall [Rev. 12/18/2018] Sum level



Signs and symbols	Levels LrD in dB(A)
— Road axis	< 40
— Emission line	40 - 45
— Surface	45 - 50
— Central reservation	50 - 55
— Wall	55 - 60
--- inside tunnels	60 - 65
• Signal	65 - 70
— Railway axis	70 - 75
— Emission line	75 - 80
— Surface	>= 80
— Wall	
--- inside tunnels	
) Tunnel opening	

Prepared For:
Philip Roegin
Professional Audio Designs, Inc.

**Professional
AUDIO
DESIGNS
inc**

Project Owner:
Edgewood High School
Madison, WI

**EDGEWOOD
HIGH SCHOOL
OF THE SACRED HEART**

Simulation By: Mike Nicolai / TLC Engineering

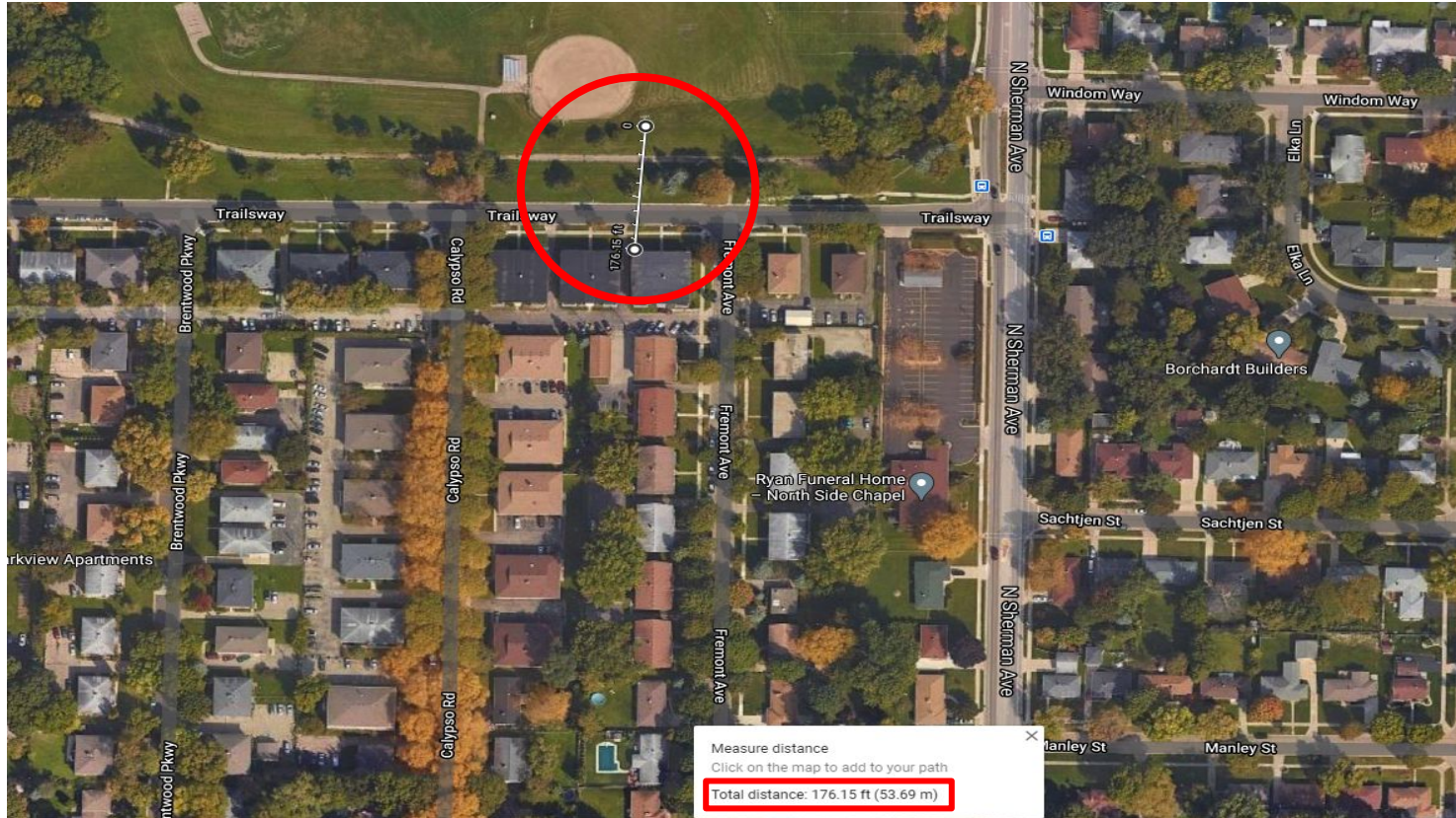
Length Scale 1:262



Warner Park



Warner Park - 176.15 feet to nearest home



Olbrich Park

Residential
Area



Olbrich Park - 181.51 Feet to nearest home



Tenney Park

Residential Area



Tenney Park - 285.06 feet to nearest home



Westmorland Park



Westmorland Park - 80.81 Feet from nearest home

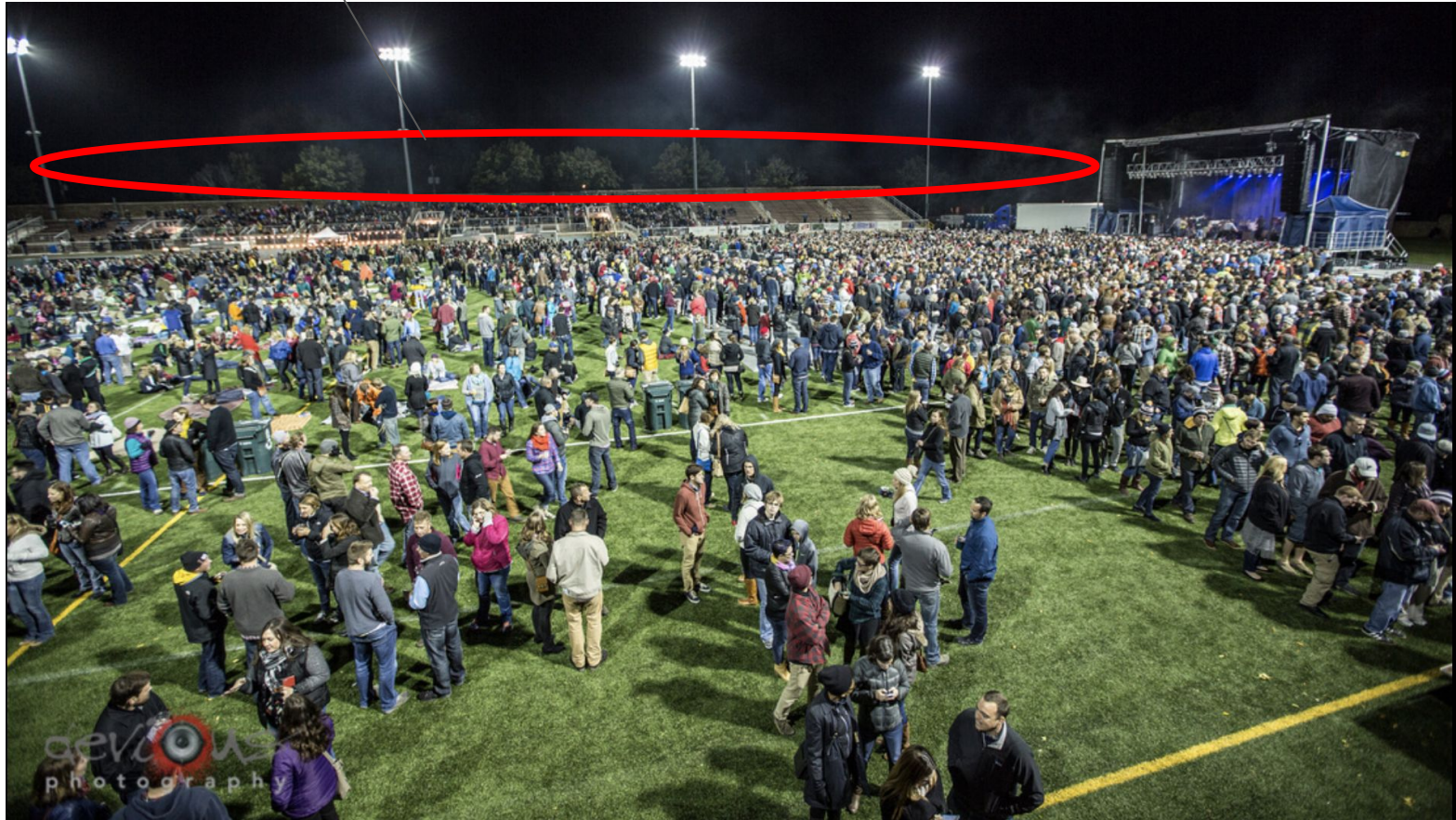


Mansfield Stadium - 121.58 Feet to nearest home



Residential Area

Breese Stevens

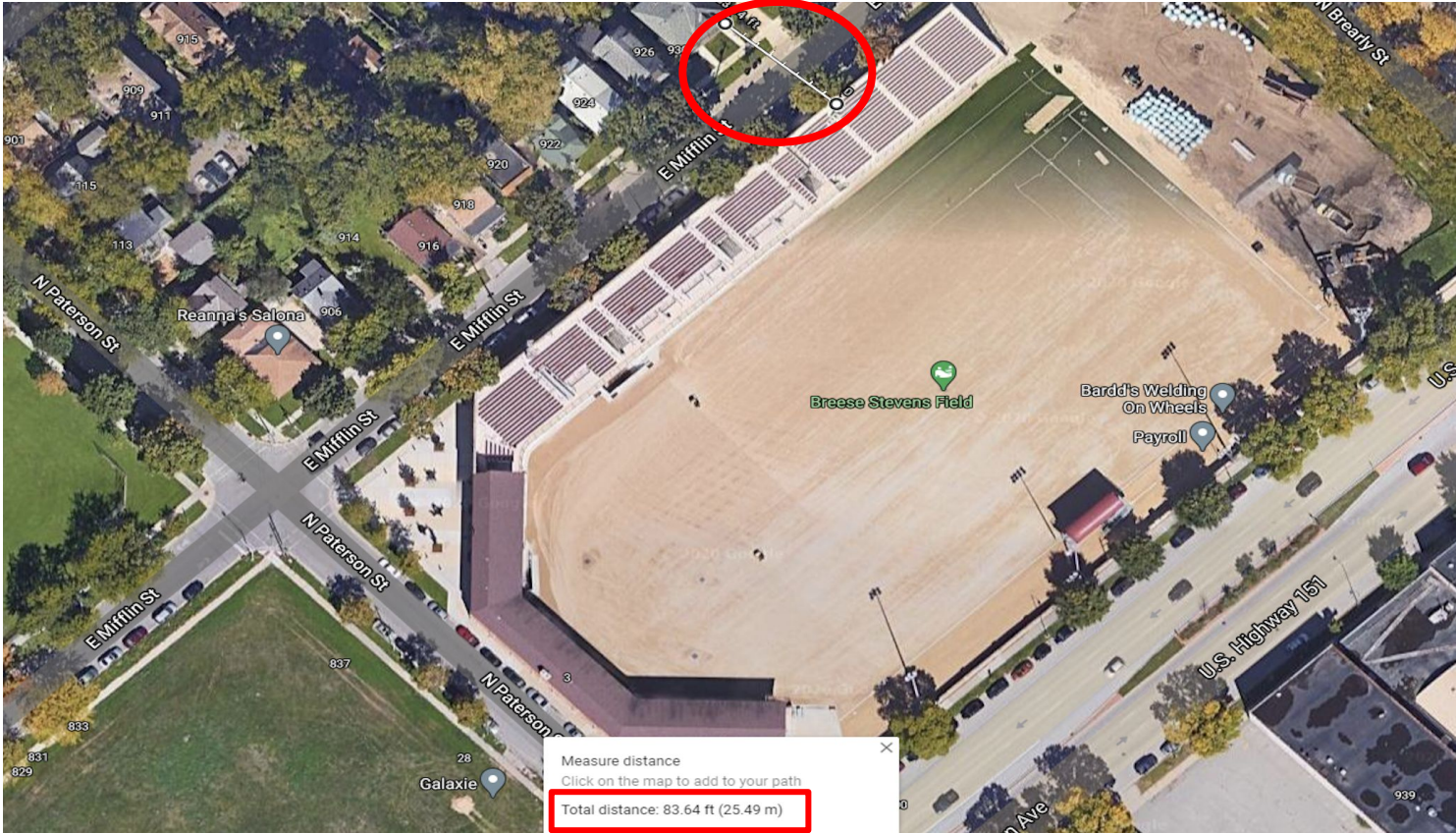


Breese Stevens

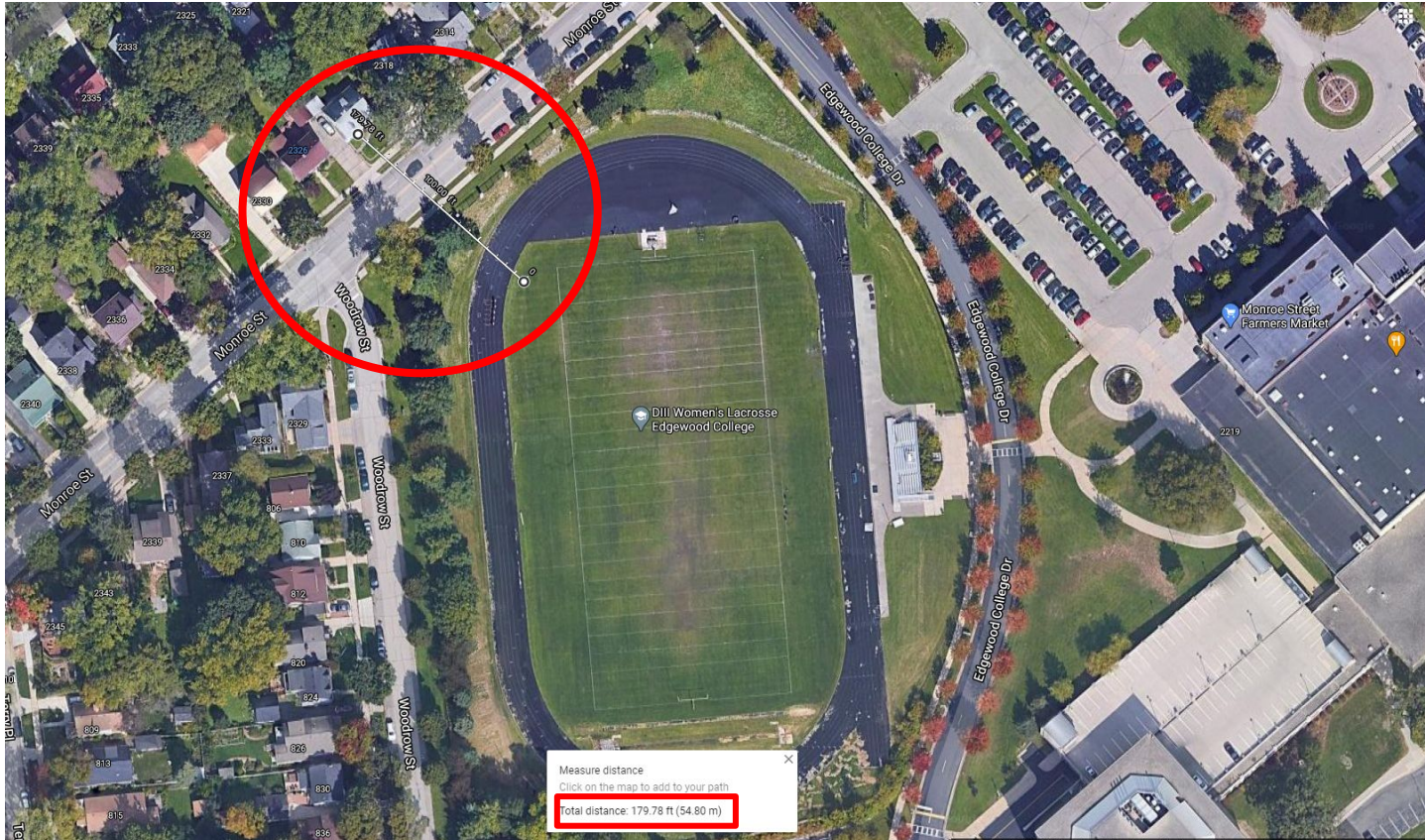
Residential area



Breese Stevens - 83.64 Feet to nearest home



Edgewood High School - 179.78 Feet to nearest home



Edgewood's Proposal

Edgewood submits the following proposal to resolve the ongoing concerns between Edgewood and the Vilas Neighborhood Association (VNA) and the Dudgeon-Monroe Neighborhood Association (DMNA).

Edgewood will agree to the following conditions and restrictions on its use of lights for its athletic field:

1. The final plans shall note that the photometric data represents compliance with MGO Section 10.085.
2. That the use of the lights for non-practice events (athletic competitions/games, school activities) be limited to Edgewood High School, Edgewood Campus School, and Edgewood College.
3. That stadium lighting used for practices be turned off at 7:00 PM nightly, without exception.
4. That, without exception, the number of scheduled non-practice events (athletic competitions/games, school activities) using the stadium lighting after 7:00 PM be limited as follows:
 - a. To 15 games (exclusive of potential playoff games) for the remainder of the 2020 school year (through July 31);
 - b. To 30 games (exclusive of potential playoff games) for the 2021 school year (August 1 to July 31).;
 - c. To 40 games (exclusive of potential playoff games) for the 2022 school year (August 1 to July 31) and subsequent school years.
5. The initial limitations on lighted non-practice events in Paragraph 4(a)-(c) may be modified in the future by either (1) approval by both the Alder and Planning Director of an increased limitation or no limitation or (2) approval by the Plan Commission of an increased limitation or no limitation.
6. That the lights be turned off 30 minutes following the conclusion of a scheduled non-practice event (athletic competitions/games, school activities) and no later than 10:00 PM Sunday through Thursday and 11:00 PM on Friday and Saturday.
7. No non-practice event (athletic competitions/games, school activities) using the lights shall be scheduled to start after 7:30 PM, without exception.
8. A landscaping plan shall be submitted for the athletic field, identifying existing species and size of trees and shrubs. This landscaping shall be maintained, dead trees replaced, and any new landscaping shall require approval of an alteration to the approved landscape plan.



Conclusion



2016 to early 2019

- Edgewood seeks approval for full stadium including lights (City requires full rezoning process)

Spring 2019

- Edgewood drops request for full stadium and submits application for just lights.
- Edgewood application follows Outdoor Lighting Ordinance Process.

Late Spring 2019

- City argues Edgewood Master Plan does not allow lights or games.

Summer 2019

- Edgewood appeals and loses at City Zoning Board of Appeals.
- Next day, City Attorney sends letter inviting Edgewood to terminate Master Plan in order to be treated like other schools.
- Assistant City Attorney follows-up with email clarifying that terminating the Master Plan will result in Edgewood being able to install lights.

Fall 2019

- Edgewood follows process to terminate Master Plan.
- During process Alder Evers changes City ordinance for just campus schools creating conditional use process for light permit.
- Master Plan is terminated.

Spring 2020

- Edgewood follows new process and submits application.
- Just like hundreds of light poles throughout the City, Edgewood's application is compliant with City's light ordinance and would only allow already permitted activities to be held at night.
- Like all of the dozens of athletic fields in the City, Edgewood's activities would continue to be regulated by the City's noise ordinance.
- Edgewood has never received a noise violation despite using this field for competitions for over 90 years.
- Conditional use application denied by Plan Commission.



- Edgewood's campus has been used for educational purposes since the 1880s with the athletic field in place since the 1920s.
 - Use of the athletic field by the school for 90+ years has been continuous and consistent with its zoning.
 - There are no conditions on use of the athletic field when natural lighting allows it.
- Edgewood wants to install lights at its athletic field consistent with those used at other athletic fields and parks in the City of Madison.
 - The lights fully comply with Madison outdoor lighting ordinances and conditional use standards have been fully met.
 - Edgewood has agreed to additional conditions on the use of the lights.



- Every high school in Madison has some combination of residential districts adjacent to their athletic fields.
 - All Madison high schools have the same zoning as does UW main campus athletic fields and Madison College.
 - Residential districts – whether apartments or single family homes – are directly adjacent to lights in use at Camp Randall, high school athletic fields, recreational athletic fields and ice rinks across the City of Madison.
- Edgewood deserves the same treatment in its longstanding use of its athletic field and be allowed to install lights.
 - Common Council should reject the Plan Commission's denial of the conditional use permit.
 - Common Council should follow the Planning Division staff recommendation and adopt conditions in Edgewood's use of its lights as a lesser restrictive alternative to a denial.

