

Executive Summary

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Chapter Two: Guiding Lenses

In alignment with the *Imagine Madison Comprehensive Plan* update, the Park and Open Space Plan investigates how to improve Madison Parks through the lenses of equity, public health, adaptability and sustainability. The definitions of each lens was defined as part of the process of developing the Comprehensive Plan.

The four icons below are used throughout this plan to identify recommendations that intersect with one or more of the plan's guiding lenses. The purpose of this chapter is to review these lenses and discuss their relevance to park planning. Uses lenses provides an opportunity to think in-depth of the ideals that Madison Parks strives to and to inform the dialogue of these large goals in context of limited resources, balancing objectives, and occasionally competing priorities. The following discussion describes these goals and reviews why and how they relate to the Park and Open Space Plan.



Equity: The inherent worth of each individual in Madison should be esteemed and fostered, enabling them to reach full potential.



Public Health: The access and contribution to mental and physical health of a community.



Sustainability: Management of resources to promote welfare and equity for current and future generations.



Adaptability: Preparedness and ability to respond to and recover from hazards and threats with minimal damage to safety, health, security, and the economy.

In this Chapter

Equity

Public Health

Sustainability &
Adaptability

Conclusion

trends have significant implications for park planning. An adaptable, flexible parks system should evolve in conjunction with changes in its user base.

As part of responding to demographic trends this plan utilized the City of Madison's Racial Equity and Social Justice (RESJ) tool. This tool is designed 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" (City of Madison, RESJ Tool). The RESJ tool offers a complement to more traditional methods of park planning and is further discussed in Chapter Five.

2.4 Conclusion

Madison Parks shall promote equity, contribute to mental, physical and environmental health, and be sustainable and adaptable in light of a variety of new challenges. Viewing proposed and future policies and practices through these lenses requires City parks stakeholders to ask how the policies impact these goals. While the answers may not always be obvious or be fully agreed to, asking the question is essential to informing the dialogue and decision-making in the context of limited resources and competing priorities.

These four lenses, used as a frame to review and guide all park and open space planning assist the Division in achieving its vision of providing residents access to an exceptional park system.

Chapter Three: Engagement Strategies and Outdoor Recreation Needs Assessment

3.1 Engagement Strategies

In this Chapter

This chapter examines recreational needs, demands, and concerns based on community engagement processes. The park and open space planning process incorporated multiple engagement strategies to understand park use and concerns amongst Madison residents. These methods reached a large number of residents, but also began a dialogue with new voices which can contribute to the future planning of the park system. Madison Parks strives to engage all residents to help ensure concerns of all residents are represented.

ENGAGEMENT METHODS

During the engagement process, participants provided their input on a broad spectrum of topics such as park usage, future needs, environmental initiatives, and specific goals. Six distinct engagement methods gathered input from participants of a variety of ages, races, and socioeconomic status. Each engagement method is described in further detail in the following sections. Recognizing the inherent limitations and bias associated with non-random public input processes, efforts were made to track engagement strategies and comments, and to geolocate responses to evaluate distribution of input and improve future engagement methods. Exhibit 3 identifies the locations of each of the strategies below.



Photo: Hip Hop PARKitecture Workshop

Engagement
Strategies

Comment Cards

The Parks Division distributed comment cards at various locations across Madison to solicit feedback on how people use the parks system. Comment cards were provided at nine City of Madison libraries, 12 community/neighborhood centers, and the Madison Senior Center. Comment cards were collected at 44 different public events and community meetings and respondents could also submit comments electronically. The comment cards were distributed in English, Spanish, and Hmong, and also available in an images-only format. The City received 887 comment cards back from respondents. A summary of the comment card results can be found in Appendix B.

Outdoor
Recreation
Needs
Assessment

Online Community Survey

As part of this process, the Parks Division also developed an online community survey. The survey aimed at understanding the public's perceptions and priorities regarding the Madison parks system. The survey included nine separate questions about items such as favorite activities, resident needs, and areas of potential improvement, as well as requesting information regarding age and race. The online community survey was completed by 1,609 separate individuals, one of the highest online survey response rates that any city agency has received. As part of the survey, respondents identified their participation in park-related activities. Input from the online survey has been summarized and can be found in Appendix B. A separate recreational survey generated 32 responses from athletic organizations and is discussed further on page 38.

Conclusion

3.3 Conclusion

The engagement process revealed that preferences, issues, and concerns varied depending on the type of method used for gathering input. For example, collectively biking was the top activity reported through the engagement process, but this outcome was primarily driven by online responses. In contrast, attending a festival/event was the top activity for people filling out comment cards which were distributed at events and locations where diverse and youth voices were prevalent. When talking with youth at the Lussier Community Center and The Meadowood Neighborhood Center, their top request was to have food or concessions at parks. The varying perspectives and priorities received during the engagement process point to the importance of using varying methods to obtain input likely to generate diverse perspectives.

Feedback from engagement was supplemented by the review of existing data from Madison Parks databases on reservations, events and permits. Shelter reservations are most in demand at Gates of Heaven (James Madison Park), Elver Park, and Garner Park, while athletic reservations are most requested for Quann, Rennebohm, and Reindahl Park. Event reservation datum identifies that State Street Mall, Olin Park, and Warner Park are the most heavily reserved for special events, while permit sales provide a glimpse into the popularity of disc golf, dog parks, lake access (boat trailer parking permits), and ski trails. The information provided in this section points to the need for varying park facilities to accommodate diverse uses and often competing goals. It will continue to be important to consider the broad spectrum of recreation in Madison as part of future park development.

Chapter Four: Parkland Inventory

4.1 City of Madison Park Classifications

The City of Madison provides its residents with a wide variety of recreational opportunities, with most public parks including play areas and equipment, landscaping, signage, and seating. As shown in Table 4.1, each park is classified according to property characteristics such as size, service area, amenities offered, programming, or special purpose. Exhibit 7 illustrates the geographic distribution of City of Madison parks by their park classification.

Table 4.1: City of Madison Park Type Classification Descriptions⁰⁴

Classification	General Description
Mini Park	Fewer than 5 acres and used to address limited, isolated, or unique recreational needs.
Neighborhood Park	Greater than 5 acres, neighborhood parks remain the basic unit of the park system. These parks serve as the recreational and social focus of the neighborhood.
Community Park	Typically greater than 20 acres, these parks serve a broader purpose than a neighborhood park. They focus on meeting community-based recreation needs, as well as preserving unique landscapes and open spaces.
Conservation Parks	Lands set aside for preservation of sensitive and/or high quality natural resources.
Sports Complex	Heavily programmed athletic fields and associated facilities whose primary purpose is programmed active recreation.
Trafficway	Public right-of-way used as parkland. Development of this land is limited. Trafficway acreage is counted as parkland for the purposes of inventorying quantity of acreage and number of parks.
Special Use	The City of Madison considers special use to include parkland whose primary function serves unique recreation opportunities (i.e., golf courses).
Open Space	Typically undevelopable land that is not of environmental quality to develop as a park and is not intended to be developed as conservation land and is not intended to be developed with park facilities.
Greenways	Public land owned or administered by City Engineering for stormwater purposes. Greenway acreage within parks is counted as parkland for purposes of inventorying.
Other	Non park facilities. In the City of Madison this category includes the MMSD Pump Station 8 which is located on land owned by the Parks Division.

In this Chapter

City of
Madison Park
Classifications

Park Facilities

Other Park and
Open Space
Facilities

Private
Recreational
Facilities

Conclusion

04 For the purposes of identifying park types, greenways are listed in this table. Greenways are areas of stormwater management within parks.

4.2 Park Facilities

The City of Madison Parks system has over 270 public parks, providing typical park features such as basketball courts and playgrounds, as well as beaches, community gardens, ice skating, pickleball and tennis courts, golf courses, and the nationally renowned botanical gardens.

Within the Madison park system there are over 8,000 amenities; some examples include athletic fields, buildings, and drinking fountains. Madison has historically ranked high for the quantity of tennis courts, playgrounds, and basketball courts, which for decades have been the core facilities of mini and neighborhood parks.

Madison Parks rank exceptionally well when compared to other cities of similar size across the nation. The *Trust for Public Lands - City Park Facts 2017* ranked Madison in the top ten for basketball hoops, beaches, community gardens, dog parks, pickleball courts, and playgrounds as shown in Tables 4.4 through 4.7. The City offers not only a large number of facilities but also a significant variety of amenities and recreational opportunities for residents to enjoy.

Table 4.3 below shows a summary of existing facilities within the Madison park system. A detailed summary by park is provided in Appendix C, Table 3.

Table 4.3: 2017 Facility Inventory Summary⁰⁵

#	Types of Facility
118	Ballfield Backstops
151	Basketball Courts
12	Beaches
155	Bike Racks
1	Bike Polo Courts
32	Boat Mooring Slips
29	Boat Ramps
1	Botanical Garden
6	Buildings - Large Shelters without Restrooms
21	Buildings - Maintenance
8	Buildings - Olbrich Gardens
65	Buildings - Other
1	Buildings - Recreation Center
1	Buildings - Reservable Kitchenette
1	Buildings - Reservable Shelter with Restrooms
24	Buildings - Restroom Building
57	Buildings - Sun Shelter without Restrooms
4	Canoe and Kayak Rentals
20	Canoe and Kayak Launches
813	Community Garden Plots
1	Cricket Field
1	Cyclocross Practice Trail
1	Disc Golf (Winter) Course
1	Disc Golf (Basket)
2	Disc Golf Courses
8	Dog Off-Leash Exercise Areas
178	Drinking Fountains
5	Horseshoe Pits
16	Ice Skating Rinks
1	Mountain Bike Course
1	Outdoor Fitness Equipment
71	Parking Lots
25	Pickleball Courts
34	Piers
174	Playgrounds
1	Pool
445	Rentable Canoe/Kayak Racks
2	Reservable Baseball Fields
82	Reservable Multi Use Fields
21	Reservable Softball Fields
1	Skate Park
7	Ski Trail Locations
11	Sledding Hills
3	Splash Parks
85	Tennis Courts
162	Trails/Paths
29	Volleyball Courts

⁰⁵ Current as of January 1, 2018.

- **Tenney Lock:** The first dam at this site was constructed in 1847 to accompany a mill and brewery and has been reconstructed several times throughout its history. The Tenney lock and dam has been operated and maintained by Dane County since 1981. Prior to this time, it was operated by the City of Madison. The lock structure allows boats to pass between Lake Mendota and Lake Monona and accommodates approximately 10,000 boats annually.

WISCONSIN DEPARTMENT OF NATURAL RESOURCES

The Wisconsin Department of Natural Resources (WDNR) owns and manages a variety of natural resources. Of closest proximity to the City of Madison is Governor Nelson State Park, a 422 acre parcel located on the north shore of Lake Mendota. As shown in Exhibit 8, the park is a conveniently-located recreational resource for Madison residents. Founded in 1975, this day use park offers amenities including a sand beach, boat launch, picnic areas, prairie restorations, and approximately 8 miles of hiking/cross-country ski trails.

OTHER PARKS/CONSERVANCY AREAS

There are several other municipally owned parks and conservancy areas under the jurisdiction of Madison's neighboring communities that are used by City of Madison residents, including but not limited to the Cities of Fitchburg, Middleton, and Monona. A complete inventory of non-city owned public parks within a 1/2-mile radius of the City boundary is set out in Appendix C, Table 5



Photo: Beach at Governor Nelson State Park

4.4 Private Recreational Facilities

Private recreational facilities provide recreational resources to City of Madison residents who can afford and desire to seek out specialized facilities such as private gyms, pools, and tennis facilities. Additionally, there are several unofficial spaces within the City that are used as public amenities. These areas often provide local neighborhood open space and are owned by private organizations. These facilities have not been included in this plan.

4.5 Conclusion

Residents of Madison are fortunate to live in a place known for great natural resources and recreational amenities. As the largest land owner in the City, Madison Parks play a large role in providing the community these assets. However, they are also supplemented by local and regional public land provided by the University of Wisconsin, Dane County, and the Wisconsin Department of Natural Resources. These combined resources create a nationally renowned park system, recognized as one of the top cities for parks by the 2017 Trust for Public Lands.

Chapter Five: Parkland Access

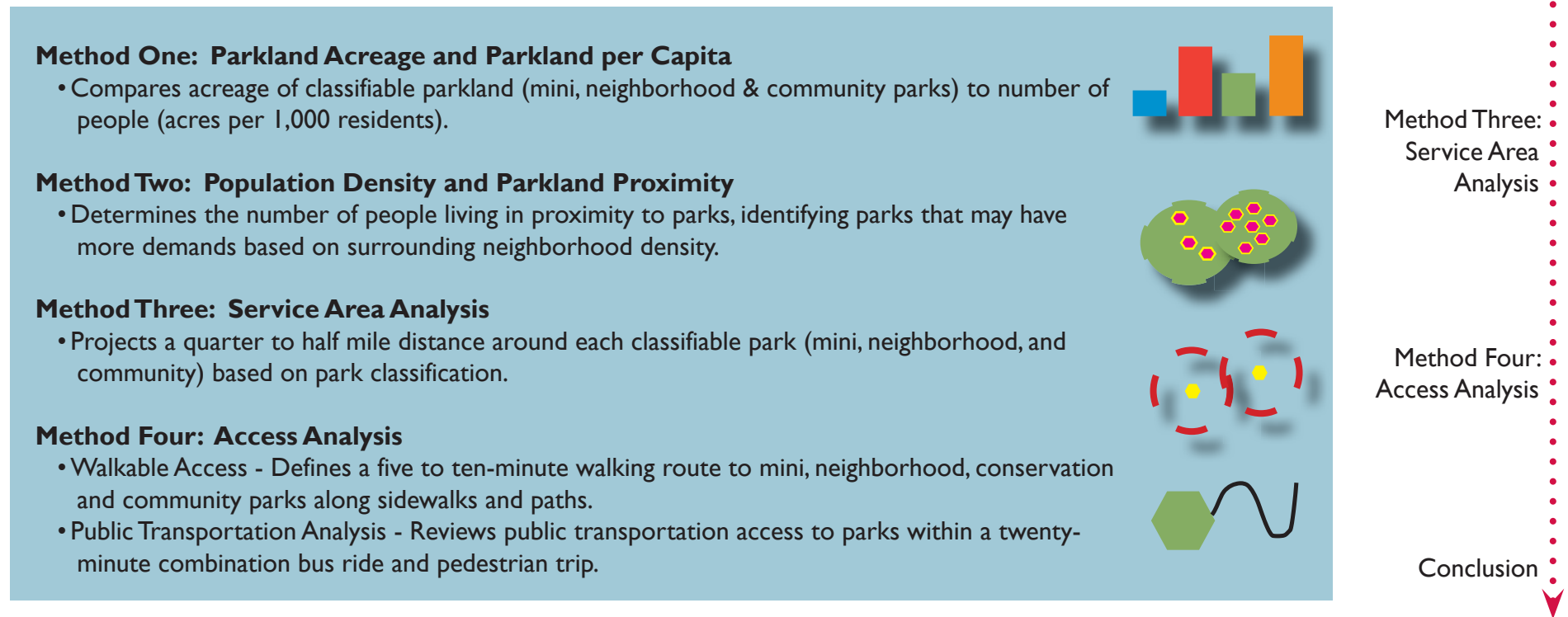
This chapter examines the existing distribution of City of Madison park facilities to ensure adequate, equitable access to parks. This plan evaluates parkland access using four different methods.

The first method compares park acreage with population using the National Recreation and Park Association (NRPA) guidelines (Lancaster, 1983). The second method reviews population density in relation to parkland proximity. The third method considers park access based on park service areas as defined by the NRPA. The last method reviews walkable and public transportation access to parks, and also reviews this access specific to residents living below the poverty line.

These four methods were chosen because they include NRPA standardized park metrics, but also address specific concerns heard through the engagement process related to walkability and demand in high density neighborhoods.

While these comparisons are widely adopted methods for reviewing parkland access, they do not account for cultural preferences, park use, or household type. Acknowledging and understanding the limitations of these tools are essential, as they are only a few of the many tools used in developing new facilities and parkland in the City of Madison.

Figure 5.1: Parkland Access Analysis Methods



5.5 Conclusion

A variety of data-driven metrics can assist in evaluating park systems. This chapter incorporated both NRPA standardized park metrics to review parkland per capita and park service areas, and also included analysis of population density and walkable and public transportation-based access to parks.

The parkland acreage and parkland per capita analysis identified that Madison exceeds the NRPA guidelines of parkland per capita for mini parks, neighborhood parks, and total parkland and is within the guidelines for community parks. In general, mini parks provide the largest number of different park properties, whereas conservation parks provide the largest number of total parkland.

The population density and parkland proximity analysis found that certain parks, primarily on or near the isthmus, serve densely populated neighborhoods, pointing towards higher demand and use of facilities in these parks.

When reviewing park services areas for mini, neighborhood, and community parks. This chapter identified that 93% of residential areas are within the NRPA defined service area of a mini and/or neighborhood park, and that some MMSD schools contribute to providing recreational amenities in areas that lack park service coverage. When reviewing community park coverage, 98% of residential areas are within 2 miles of a community park, leveraged by the adjoining community parks in the Town and City of Middleton, City of Sun Prairie, and Village of McFarland.

Lastly, when reviewing walkable access to parks along bike paths and sidewalks, there's a larger deficiency of walkable access compared to park service area deficiencies. Comparing this information with data on communities living in poverty from the U.S. Census Bureau, there did not seem to be a disproportionately large portion of communities living in poverty without walkable access. Madison West High School does help to increase access to recreational amenities in an area identified of having residents living below the poverty level. When reviewing access to parks through public transportation, in general most neighborhoods are within a 20-minute combined walk/bus route to a Madison park. Similar to the walkable access analysis, communities living in poverty are not disproportionately without public transportation access to parks, and are aided by three public schools that provide recreational amenities.

Chapter Six: Relevant Plans

6.1 How this Plan Relates to Other Plans

The Park and Open Space Plan provides analysis and recommendations regarding the overall system of parks in Madison. The plan reviews city-wide parkland distribution, structure, funding mechanisms, and relationships to changing demographics, land development, and future growth across the City. The plan works in conjunction with other planning documents, such as master plans, neighborhood plans, and special area plans, to inform the development of the park system. This plan does not include specific recommendations for individual parks. Figure 6.1 illustrates the relationship of the Park and Open Space Plan to the over 60 planning documents that may include recommendations for parkland. The recommendations contained in the Park and Open Space Plan will be included as a supplement to *Imagine Madison Comprehensive Plan*.

Figure 6.1: Planning Document Organizational Hierarchy



6.2 State Comprehensive Outdoor Recreation Plan

The State of Wisconsin Department of Natural Resources (WDNR) completes a study of outdoor recreation resources, called the *Statewide Comprehensive Outdoor Recreation Plan* (SCORP), every five years. The SCORP examines outdoor recreation supply, demand, trends, and issues, both on a state-wide and regional basis. This study provide broad guidelines and data to governments at all levels, communities, and organizations on recreation needs and opportunities. The 2017-2022 SCORP was not completed at the time this plan was written, so the previous 2011-2016 SCORP is referenced for this Park and Open Space Plan. **However, this plan does incorporate the draft 2018 Recreation Opportunities Analysis which will inform the updated SCORP.**

The regional profiles section in the 2011-2016 SCORP reviews social, development, and economic factors influencing public use and accessibility to outdoor recreation. Each regional profile includes a chapter on population trends, economic context, land use perspective, and recreation outlook. Madison falls within the WDNR's Southern Gateways region (Region 9), which includes Richland, Sauk, Columbia, Dane, Dodge, Iowa, Jefferson, Lafayette, Green, and Rock counties. See Appendix D, Exhibit B for a map of the Southern Gateways Region. The State of Wisconsin manages a variety of resources, primarily conservation-oriented, within this region. The management goals of the 20 state parks/recreation areas, 6 trails, and 36 state wildlife areas are available to view at <http://dnr.wi.gov/topic/Lands/RecAnalysis/>. The recreation outlook analysis for the Southern Gateways region indicates the top 10 uses include (listed in descending order of demand): picnicking, boating, visiting a beach, swimming, snow/ice activities, visit a wilderness or primitive area, day hiking, freshwater fishing, motorized boating, and developed camping.

Tables 6.1 and 6.2 from the 2011-2016 SCORP identify regional recreation supply shortages for the Southern Gateways Region including: backcountry/walk-in camping, boat launches, natural areas, parks, public water access, trails for hiking, bicycle, and horseback riding, educational camps, dog parks, ice skating rinks (2005 only), nature centers, picnic areas, sailboat clubs/rentals, and tennis courts, and associated programs. The study also suggests that tourists from Chicago and the Twin Cities use the Southern Gateways region for downhill skiing, sightseeing, picnicking, camping, bird watching, and hiking.

Tables 6.3 and 6.4 present information from the draft 2018 *Recreation Opportunities Analysis* (ROA). The ROA is a study, conducted by the WDNR, of existing outdoor-based recreation opportunities and future recreation needs in each region of the state. Based on extensive public input, the ROA is routinely updated and informs the SCORP. These two tables present frequently identified and anticipated future demand for recreation opportunities in the Southern Gateways region according to the ROA results.

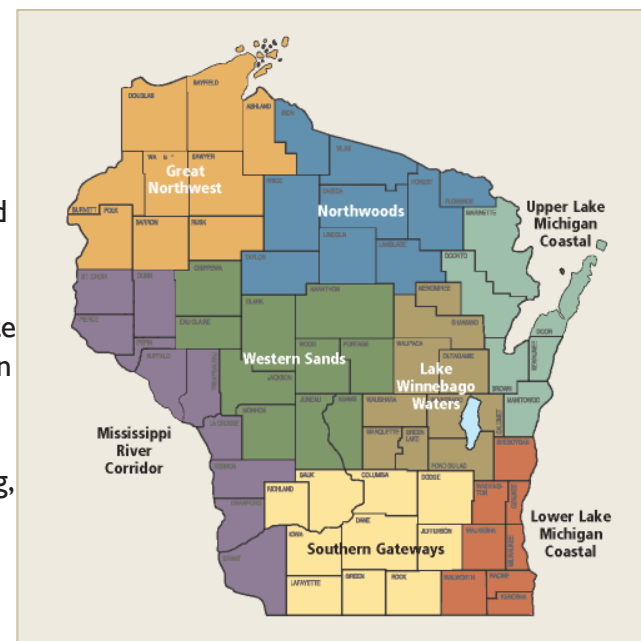


Photo: Regional planning boundaries used for the SCORP, image courtesy of WDNR

6.8 Conclusion

There are over sixty planning documents that include recommendations related to parks. This plan reviewed six of the most relevant planning documents related to broad recreational trends and anticipated park development including the 2011-2016 SCORP, the 2018-2022 Dane County POSP, Intergovernmental Agreements, the *Imagine Madison Comprehensive Plan*, Neighborhood Development Plans, and the City of Madison *Downtown Plan*. Recreational preferences were primarily identified in the 2011-2016 SCORP, the 2018-2023 Dane County POSP, and through the engagement process of the *Imagine Madison Comprehensive Plan*. Common themes throughout these plans include:

- A strong desire for increased connectivity of land, trails, and facilities.
- Demand for public lands continue to grow.
- Concern for environmental health.

Three of these planning documents point to new parkland acquisitions through Intergovernmental Agreements, Neighborhood Development Plans, and the City of Madison *Downtown Plan*. Additionally, the Future Land Use Map in the *Imagine Madison Comprehensive Plan* suggests creating increased infill residential development with will require acquisition of new parkland.

Table 7.2: 2018 Adopted Capital Budget and 2019-2023 Capital Improvement Program

Source	2018	2019	2020	2021	2022	2023
General Obligation	\$4,617,075	\$6,579,000	\$8,625,750	\$8,370,000	\$12,558,750	\$9,108,750
Other	\$7,809,384	\$3,806,000	\$5,521,000	\$2,113,000	\$5,147,250	\$2,201,250
Total	\$12,426,459	\$10,385,000	\$14,146,750	\$10,483,000	\$17,706,000	\$11,310,000

7.2 Funding the Capital Budget

The Parks Capital Budget is funded by general obligation bonds, impact fees, donations/contributions, grants, and other revenues such as special assessments, tax incremental financing (TIF) funds, revenues from leases, etc.

GENERAL OBLIGATION BONDS

Capital improvement projects are funded primarily using ten-year general obligation bonds issued by the City with the debt service being paid by the property tax levy. As mentioned previously, general obligation funding typically ranges between 40% to 70% of the Capital Budget. In 2018, approximately 37% of the adopted Capital Budget is funded through levy support (general property tax funding), which is slightly lower than previous years. Legislative changes in 2013 enacted levy limits that define the maximum a town, village, city and county may implement as a property tax levy. **These changes allow a municipality to increase its levy over the amount it levied in the prior year by the percentage increase in equalized values from net new construction. Since new construction has allowed Madison to increase levy support, these legislative changes have not impacted levy support significantly between 2012 to 2018.**

PARKLAND DEDICATION AND IMPACT FEES

The requirements codified in the General Planning and Impact Fee Ordinances provide both fiduciary support to the Capital Budget as well as new parks through parkland dedication and impact fees. Wisconsin State Statutes permit local governments to enact ordinances requiring developers to provide land (or fees in lieu of) and impact fees for the development of public parks. The City of Madison codified these developer obligations in Chapters 16: General Planning and Chapter 20: Impact Fee Ordinance. Impact fee funding identified in the Capital Budget varies and is contingent upon fees received and anticipated projects. From 2012-2017 impact fee funding represented between 9% and 55% of the Capital Budget.

Parkland Dedication

The Capital Budget typically includes development of facilities in new parks created through parkland dedication. Parkland dedication is the requirement in the Madison General Ordinance that mandates developers of residential properties dedicate a specific amount of land area for public parks as part of the subdivision approval process. This amount of land is based on a formula relating the parkland area to the number of proposed dwelling units.

The City completed a Public Facility Needs Assessment in 2016 that recommended new parkland dedication requirements and fees. The Needs

Impact Fees Used for Park Infrastructure

Park-Infrastructure Impact Fees provide a significant source of funding in the Capital Budget. The Madison General Ordinance Chapter 20 – Impact Fee Ordinance requires developers to pay a Park-Infrastructure Impact Fee to offset costs necessary to develop parkland to accommodate new residential development. This fee funds park development at a comparable level to existing park facilities and is based on the number of units and type of housing developed. As recommended in the Needs Assessment (2016), this fee was updated in 2017. Table 7.5 identifies Park-Infrastructure Fees collected from 2012-2017.

Table 7.5: 2012-2017 Collected Park-Infrastructure Fees

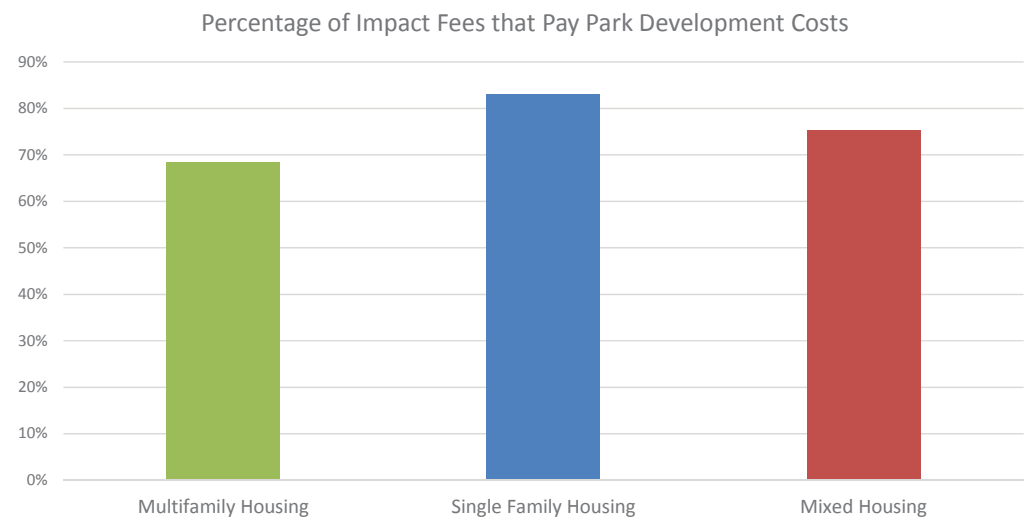
	2012	2013	2014	2015	2016	2017
Park-Infrastructure Impact Fees	\$558,551	\$1,371,752	\$812,433	\$1,662,660	\$1,864,063	\$2,187,331

Impact fees must be spent in the district where they are accumulated. Prior to 2017, and based upon development patterns within the City, this resulted in some districts receiving significantly higher levels of impact fees than others. The ordinance amendments implemented on January 1, 2017 reduced the existing 11 benefit districts to four districts to create a more equitable distribution of impact fee funding. In addition, 20% of all Park-Infrastructure Impact Fees are placed into a City-wide benefit district to be used throughout the City. The end result of these changes to the benefit districts will create a more equitable distribution of impact fees throughout the City.

While park impact fees help to offset park development costs, they typically do not fund the entire park development. For example, using the City's standard of 10+ acres/1,000 residents, a new 10-acre neighborhood park for 1,000 residents would require a payment of between \$530,000 and \$640,000 in Park-Infrastructure Impact Fees (see Appendix C, Table 6). As shown in Figure 7.2, compared to the cost to develop a 10-acre neighborhood park, the impact fees collected may only offset the park development costs by an average of 74% depending on the type of housing development.

Additionally, impact fees provide a much smaller fraction of park development funding when looking at improvements in community parks or historic parks. Community parks often provide specialized amenities such as splash pads, skate parks, and boat launches. These facilities are more costly to both construct and operate compared to mini and neighborhood parks.

Figure 7.2: Example Scenario of Park Impact Fees vs. Park Development Costs



Likewise, the City of Madison has 61 parks that have features or the park itself is on the National Register of Historic Places and 20 parks with facilities that are designated City Landmarks (see Appendix F - Historic Resources). Parks with historic resources must meet strict guidelines for improvements to historic structures, typically costing more than improvements to similar non-historic facilities to meet local and national regulations.

It should also be noted that the ordinance has a provision that allows developers to construct park improvements on parkland dedicated through a subdivision plat rather than pay park-infrastructure fees. This process requires an approved developer's agreement (approved by City staff and the Common Council) to construct park amenities identified in the adopted master plan and constructed to City standards. This process allows developers to expedite parkland development by constructing the park along with the subdivision development, rather than having the City develop the park through the Capital Budget process. Since the 2012-2017 Park and Open Space Plan, the City has entered into developer agreements for construction of Sugar Maple Park and Thousand Oaks Park. Sugar Maple Park was constructed and opened in 2017, and Thousand Oaks Park is anticipated to be completed in 2018.

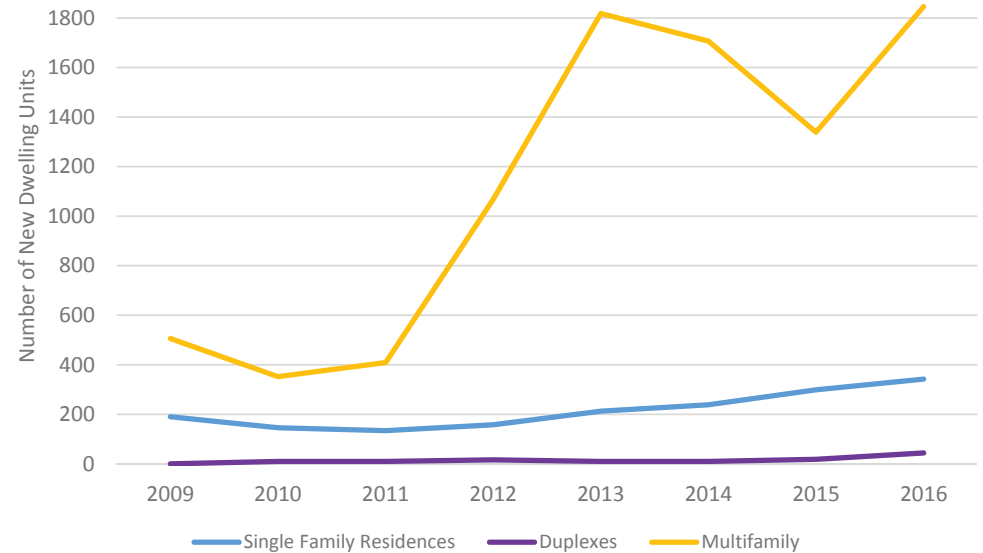
DONATIONS AND PARTNERSHIPS

Over the past several years Madison Parks has been successful with creative place-making initiatives, many of which would not have been possible without public-private partnerships. These partnerships facilitate and in many cases fund repairs to aging infrastructure. Entities that enter into agreements/contracts with Parks for these type of uses are held to high standards and specified goals, operations, and reporting procedures. Several of the City's most popular destinations are enhanced by these partnerships including Olbrich Botanical Gardens; Warner Park Community Recreation Center; Mallards Stadium; boat rentals at Wingra, Olbrich, Marshall, and Brittingham Parks; the Biergarten at Olbrich Park; and athletics and events at Breese Stevens Field. Several of these groups are required to invest their own funding into improving existing park facilities specific for their needs.

The Madison Parks Foundation (MPF) plays a significant role in securing donations for the Madison park system. The Madison Parks Foundation is a private non-profit organization founded in 2003 as the non-profit partner of Madison Parks. The intended purpose of the MPF is to acquire financial resources via grants and other contributions to make park improvements. The resources of the MPF are not intended to replace or substitute for tax revenues generated for the annual ongoing maintenance activities of the Madison Parks Division. The Madison Parks Foundation has been instrumental in fund-raising and providing neighborhood resources for significant park projects such as the Goodman Pool, Period Garden Park Improvements, the Goodman Skatepark, the pickleball complex at Garner Park; Elver and Reindahl splash parks, and playground improvements at Nakoma, Sunset, Odana Hills, and Reger Parks, among others. The Foundation also coordinates donor memorial

As Madison plans for the next five years, accommodating Madison's rapid growth will be an important aspect of parkland development. From 2015-2016 Madison and Dane County more than doubled the national growth rate for the year (Wroge, Logan; "Madison, Dane County lead the state population growth in the latest U.S. Census Estimates." Wisconsin State Journal 5, May 2017). Madison is growing both in development of single family homes on the periphery of the City, but also in the number of new multifamily residential complexes in the City's existing urban areas. Parkland on the periphery will likely be acquired through parkland dedication identified in neighborhood development plans. However, as the City continues to increase the density of existing developed areas, it may rely more heavily on acquisition and development of developed sites for parkland as opposed to agriculture land. Park development to convert an existing developed property to parkland (especially in the downtown area) will incur significant costs including acquisition, demolition, and potential site remediation. As can be seen in Appendix D, Exhibit G: DNR Inventory of Contaminated Properties, properties in developed areas may have contamination issues. Depending on the proposed construction and existing contamination, remediation of the site can cost anywhere from several thousand to several hundreds of thousands of dollars per acre.

Figure 7.3: 2009-2016 City of Madison New Residential Construction



Overall, if Madison continues to experience a strong local real estate market and if external revenue streams to the City are not significantly reduced, the Parks Division's budgetary outlook for the next several years is positive. The healthy real estate economy has allowed Madison Parks to invest in both infrastructure improvements and development of new facilities. Infrastructure improvements will continue to be a large portion of the Capital Budget in order to continue addressing the backlog of deferred maintenance, as will providing new facilities for Madison's growing and diversifying population.

As the major funding source for the Capital Budget, levy support needs to remain consistent with growth. However, understanding that the majority of the Capital Budget is tied to a healthy real estate economy it is also important that Madison Parks prepares for future market downturns. This includes investigating resources to diversify revenue for capital projects such as grants, donations, changing user fee structures, and reviewing any other potential funding sources that could supplement levy and impact fee funding.

Chapter Nine: Recommended Strategies

The following list includes recommended strategies for the City of Madison park system. The recommendations and analysis discussed in this plan relate to park development, management of core facilities, and broad concepts in park system planning. These strategies reflect values, opportunities, and concerns identified in this planning document. This plan uses information from the engagement process and outdoor recreation needs assessment, relevant planning documents and park analyses and using data supported research on equity, public health, sustainability, and adaptability, to develop data and information driven strategies.

STRATEGY: IMPROVE PUBLIC ACCESS TO LAKES, ~~INCLUDING ACCESS FOR LOW-INCOME POPULATIONS.~~



- 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.

STRATEGY: 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.

STRATEGY: PROTECT AND ENHANCE NATURAL AND CULTURAL RESOURCES.



- Manage invasive species in high quality natural areas.
- Continue to acquire conservation parkland to preserve unique habitats.
- 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.
- Respect and protect tribal sacred sites.

STRATEGY: ACQUIRE PARKLAND TO REDUCE PARKLAND DEFICIENCIES AND ADDRESS INCREASING RESIDENTIAL DENSITY.



- Review and revise parkland dedication and park impact fees every ten years to maintain adequate funding to support future population and density demands.
- In areas of high residential density, preserve undeveloped land for open space or acquire new parkland on existing developed property, where feasible.
- Ensure that Neighborhood Development Plans identify adequate parkland for proposed residential density.
- Where there is no walkable access to mini, neighborhood, conservation, or community parkland, but there are other public recreation spaces that provide outdoor recreation amenities, partner with these groups to enhance outdoor recreation for the surrounding community.

STRATEGY: ENSURE THAT NEW PARK DEVELOPMENT OCCURS IN A FISCALLY SUSTAINABLE MANNER.

- Minimize the number of mini parks along the City's periphery by requiring dedication of larger, minimum five-acre parks for new residential developments.
- Investigate opportunities to expand existing parkland.
- Ensure adequate funding is available to provide necessary infrastructure improvements for parks acquired by the City through intergovernmental agreements.
- Seek out and utilize innovative sources of support to enhance parkland and amenities.

STRATEGY: ENSURE THAT EXISTING LEVELS OF SERVICE ARE MAINTAINED AND SUPPORTED THROUGH THE PARK SYSTEM AND ARE INCREASED AS NEW PARKS AND FACILITIES ARE DEVELOPED.

- Seek adequate funding for Operations through the budget process.
- Pursue grant opportunities and other funding sources to support programs and park maintenance.
- Evaluate operational resources including staffing and location of operational facilities to provide optimal resources for new city facilities.

STRATEGY: 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.
- Ensure funding is allocated equitably for development of new facilities, upgrading of existing infrastructure, and acquisition of new parkland.

STRATEGY: 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.

Appendices

Appendix A – Works Cited

Appendix B – Engagement Summary Data

- Comment Cards Summary Data
- Online Survey Summary Data
- SOPARC Summary Data
- Community Visioning Sessions & Theme Events
- Focus Groups Summary Data
- Imagine Madison Summary Data
- NRT Comment Summary Data
- Recreation League Survey Summary Data

Appendix C – Tables

- Table 1: 2017 Park Events
- Table 2: 2012-2017 Park Development Accomplishments
- Table 3: Park Facility Inventory
- Table 4: Schools with Public Recreation Facilities
- Table 5: Non-city owned parks within a ½ mile boundary
- Table 6: Potential Park Facility Development Costs

Appendix D - Additional Maps

- Exhibit A: Topography
- Exhibit B: WDNR ROA Southern Gateways Region
- Exhibit C: Dane County Parks and Open Space Plan, 2018-2023
- Exhibit D: Regional Trail Map
- Exhibit E: Draft Future Land Use Map
- Exhibit F: Generalized Future Land Use Map
- Exhibit G: WDNR Contaminated Site Inventory
- Exhibit H: Previous Park Impact Fee Districts
- Exhibit I: 2017 Updated Park Impact Fee District Map

Appendix E - ADA Accessibility

Appendix F - Historic and Landmark Parks

Appendix G - 2018 Cap Budget

Appendix F - Historic Resources

City of Madison Landmark Parks or Parks with Landmark Features

Bear Mound Park
 Breese Stevens Field
 Brittingham Park
 • Brittingham Boathouse
 Burrows Park
 Edgewood Pleasure Drive
 Edna Taylor Conservation Park
 Filene Park
 Forest Hill Cemetery
 Glenwood Children's Park
 Hoyt Park
 Hudson Park
 James Madison Park
 • Collins House
 • Connor House
 • Gates of Heaven
 • Lincoln School
 • Bernard Hoover Boathouse
 Monona Golf Course
 • Dean House
 Olbrich Park
 Olin Park
 Orton Park
 Period Garden Park
 Tenney Park
 Vilas Park
 Yahara Place Park
 Yahara River Parkway

Parks on or with Features on the National Register of Historic Places

Baxter Park	Nesbitt Open Space
B.B. Clarke Beach	Oak Park Heights Park
Bear Mound Park	Odana Hills Golf Course
Beld Triangle	Odana Hills Park
Bill Kettle Park	Olbrich Botanical Complex
Bowman (Duane F.) Field	Olbrich Park
Brittingham Park	Olin - Turville Park
Breese Stevens Field	Olive Jones Park (Randall School)
Burrows Park	Orton Park
Cherokee Conservation Park - Mendota Unit	Owen Conservation Park
Cherokee Conservation Park - North Unit	Owen Parkway
Cherokee Conservation Park - School Road Unit	Paunack (A.O.) Park
Demetral Field	Penn Park
Dudgeon School Park	Period Gardens
Edgewood Pleasure Drive	Proudfit Open Space
Edna Taylor Conservation Park	Reindahl (Amund) Park
Elvehjem Sanctuary	Sandburg Park
Elver Park	Sandburg Woods
Filene Park	Sauk Heights Park
Forest Hill Cemetery	Slater (William) Park
Glenway Golf Course	South & West Shore Parkways
Glenwood Children's Park	Spring Harbor Beach
Hillington Triangle	Spring Harbor Park
Hoyt Park	State Street / Mall-Concourse
Hudson Park	Stricker's Pond
Indian Springs Park	Tenney Park
James Madison Park	Turville Point
Lakeland-Schiller Triangle	Vilas (Henry) Park
Law Park	Vilas (Henry) Zoo
Marshall Park	Warner Park
Meadow Ridge Conservation Park	Waunona Park
Meadow Ridge Park	Wingra Creek Parkway
Merrill Springs Park	Wingra Park & Boat Livery
Midland Park	Yahara River Parkway
Monona Golf Course	
Nakoma Park	

Appendix G - 2018 Adopted Capital Budget Expenditure Categories and Funding Type

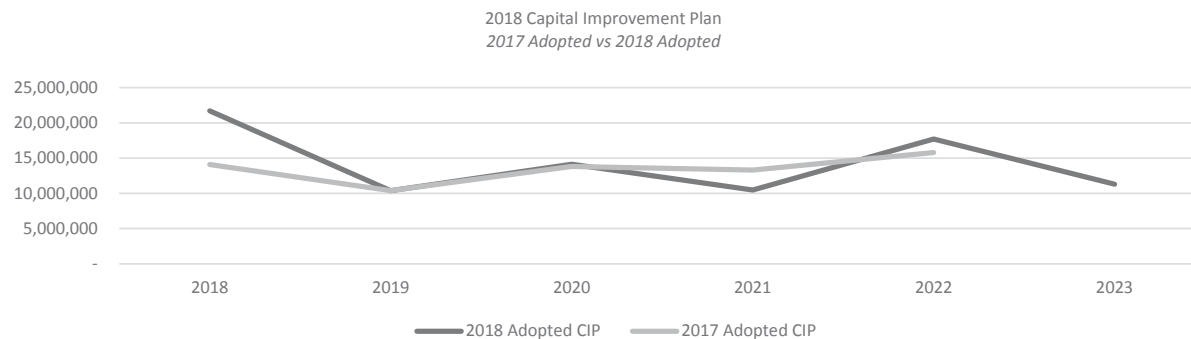
Parks Division

Capital Improvement Plan

Project Summary

	2018	2019	2020	2021	2022	2023
Assessable Trees	150,000	150,000	150,000	150,000	150,000	150,000
Beach & Shoreline Improvements	1,360,000	135,000	710,000	235,000	150,000	725,000
Breese Stevens Improvements	475,000	-	-	700,000	-	-
Brittingham Park Improvements	-	-	-	-	-	200,000
Central Park Improvements	-	200,000	-	-	-	-
Conservation Park Improvements	150,000	375,000	265,000	330,000	230,000	130,000
Disc Golf Improvements	35,000	35,000	35,000	225,000	35,000	40,000
Dog Park Improvements	500,000	50,000	200,000	125,000	400,000	50,000
Elver Park Improvements	-	-	-	-	490,000	1,500,000
Emerald Ash Borer Mitigation	1,125,000	1,175,000	1,175,000	1,200,000	1,200,000	1,200,000
Field Improvements	30,000	30,000	190,000	30,000	195,000	30,000
Forest Hill Cemetery Improvements	60,000	500,000	700,000	-	-	-
Hill Creek Park Improvements	-	50,000	750,000	-	1,500,000	-
James Madison Park Improvements	-	900,000	-	-	-	-
Land Acquisition	9,000,000	250,000	250,000	250,000	250,000	250,000
Law Park Improvements	200,000	300,000	-	-	-	-
North-East Park Improvements	-	175,000	-	1,055,000	5,000,000	-
Odana Hills Clubhouse Improvements	-	200,000	2,000,000	-	-	-
Olbrich Botanical Complex	4,500,000	-	-	-	-	-
Park Equipment	375,000	375,000	375,000	425,000	375,000	375,000
Park Land Improvements	1,821,000	2,305,000	4,076,750	3,353,000	3,331,000	2,755,000
Parks Facility Improvements	380,000	1,095,000	490,000	485,000	1,750,000	1,105,000
Playground/Accessibility Improvements	1,345,000	1,495,000	1,440,000	1,180,000	1,100,000	1,250,000
Public Drinking Fountains	-	40,000	40,000	40,000	50,000	50,000
Street Tree Replacements	202,000	200,000	200,000	200,000	200,000	200,000
Vilas Park Improvements	-	-	-	500,000	1,300,000	1,300,000
Warner Park Community Center	-	350,000	1,100,000	-	-	-
Total	\$ 21,708,000	\$ 10,385,000	\$ 14,146,750	\$ 10,483,000	\$ 17,706,000	\$ 11,310,000

Changes from 2017 CIP



2018 CIP by Expenditure Type

	2018	2019	2020	2021	2022	2023
Building	5,425,000	2,145,000	3,830,000	1,665,000	3,240,000	1,195,000
Land	9,000,000	250,000	250,000	250,000	250,000	250,000
Land Improvements	5,236,000	5,640,000	7,906,750	6,328,000	12,046,000	6,460,000
Machinery and Equipment	425,000	395,000	425,000	480,000	425,000	455,000
Other	1,622,000	1,955,000	1,735,000	1,760,000	1,745,000	1,650,000
Street	-	-	-	-	-	1,300,000
Total	\$ 21,708,000	\$ 10,385,000	\$ 14,146,750	\$ 10,483,000	\$ 17,706,000	\$ 11,310,000

2018 CIP by Funding Source

	2018	2019	2020	2021	2022	2023
GF GO Borrowing	9,556,000	6,579,000	8,625,750	8,370,000	12,558,750	9,108,750
Federal Sources	5,000	-	-	-	-	-
Impact Fees	11,689,000	3,000,000	2,605,000	1,285,000	4,299,250	1,743,250
Miscellaneous Revenue	3,000	3,000	3,000	-	-	-
Private Contribution/Donation	91,000	490,000	600,000	295,000	505,000	135,000
Reserves Applied	-	-	2,000,000	-	-	-
Sale Property/Capital Asset	25,000	25,000	25,000	25,000	25,000	25,000
Special Assessment	150,000	150,000	150,000	150,000	150,000	150,000
TIF Proceeds	21,000	20,000	20,000	25,000	25,000	25,000
Trade In Allowance	3,000	3,000	3,000	3,000	3,000	3,000
Transfer From Other Restricted	165,000	115,000	115,000	330,000	140,000	120,000
Total	\$ 21,708,000	\$ 10,385,000	\$ 14,146,750	\$ 10,483,000	\$ 17,706,000	\$ 11,310,000

Borrowing Summary

	2018	2019	2020	2021	2022	2023
Borrowing Schedule						
General Fund G.O. Borrowing	9,556,000	6,579,000	8,625,750	8,370,000	12,558,750	9,108,750
Non-General Fund G.O. Borrowing	-	-	-	-	-	-
Total	\$ 9,556,000	\$ 6,579,000	\$ 8,625,750	\$ 8,370,000	\$ 12,558,750	\$ 9,108,750
Annual Debt Service						
General Fund G.O. Borrowing	1,242,280	855,270	1,121,348	1,088,100	1,632,638	1,184,138
Non-General Fund G.O. Borrowing	-	-	-	-	-	-

