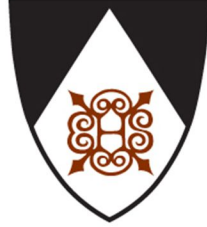


EDGEWOOD HIGH SCHOOL OF THE SACRED HEART



MEMO

To: Madison Common Council
From: Edgewood High School
Subject: Edgewood athletic field lights

The Edgewood community believes Edgewood High School students deserve the same treatment as other schools in Madison concerning use of their longstanding athletic and activity field. Edgewood students should be allowed to play athletic games and use their own field – under the lights. As they have worked to assuage any and all community concerns regarding the installation of lights at their field, Edgewood has worked with the community to understand the lighting issue in the following ways.

25 meetings with neighbors and community to reach a compromise.

5 meetings with the neighbors to reach a compromise since July 2020.

Hired a facilitator to assist in reaching a compromise with the neighbors in March 2019.

Timeline of Events:

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.

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.

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.

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.



By The Numbers:

Neighborhood Associations meetings since July 2020: **5**
Total meetings to facilitate a compromise: **25**
Meetings with elected officials: **Dozens**
Number of games agreed to use lights: **starting with 30 games and potentially moving to 40 in 2022-2023 (exclusive of playoff games).**
Light poles: **2 options – 68-foot and 80-foot poles**
Response plan from neighborhood associations: **0**

Lighting and sound solutions benefit the school and neighborhood:

- Edgewood plans to use Musco Lighting to install new dark-sky compliant LED lights on the athletic field. There will only be four poles. Three other facilities in Madison recently installed these types of dark-sky compliant lights. Unlike traditional stadium lighting found at most Madison athletic fields and ice rinks, the fixtures on the proposed lighting point down to the playing surface and do not put off glare or spillover to neighboring properties.
- A custom-designed sound plan with directional speakers, aimed and pitched precisely at the fan seating level and away from any neighboring residential properties, will help minimize concerns raised about existing sound from the field.

Supporting documents attached:

- Light study summary
- Sound study summary
- Tim Parks testimony

Edgewood should be treated like other Madison schools

- The repeal of the Master Plan confirms Edgewood can use its field in the same manner as other Madison schools.
- Common Council voted 15-5 to allow Edgewood to repeal its Master Plan and return to Campus Institutional zoning like all other high schools in Madison.
- Current decision denies Edgewood all use of its field during non-daylight hours.

Limiting lighting of the field

- Complies with Madison outdoor lighting ordinances.
- Edgewood goes a step further by agreeing to limits requiring turn-off of lights no later 7 p.m. for practice events.
- For non-practice events, lights will be shut off 30 minutes following the conclusion of an event and no later than 10 p.m., Sunday-Thursday and 11 p.m., Friday and Saturday, with limited exceptions.
- No one else can use the lights for non-practice events.

Musco's lighting is "**better for neighbors** who don't want glare in or around their homes or lights left on when not in use."
– City of Madison



EDGEWOOD HIGH SCHOOL OF THE SACRED HEART

Edgewood Myth vs. Fact

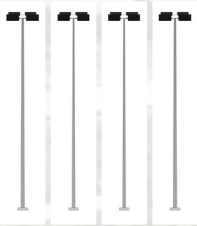
Edgewood has worked with the community residents and city officials to understand concerns regarding the use of lights on the athletic field. This document represents a fact sheet surrounding this effort.

- ◆ **Myth:** Lighting of the field will shine too much light in neighborhood homes.
- ◆ **FACT:** City ordinance prevents light spill beyond property lines and multiple additional steps have been taken to ensure lights will not disrupt neighborhood homes.
 - Edgewood plans to use Musco Lighting to install new dark-sky compliant LED lights on the athletic field. There will only be four poles with options of 68-or 80-foot poles.
 - Three other facilities in Madison installed these types of lights with success.
 - Use of lights for non-practice events will initially be limited to 30 games and increasing to potentially 40 games in 2023.
 - Lights will be shut off no later than 7 p.m. for practice events.
 - Lights will be shut off 30 minutes following the conclusion of a scheduled non-practice event and no later than 11 p.m. on Friday and Saturday nights, and no later than 10 p.m., Sunday-Thursday.
- ◆ **Myth:** Edgewood doesn't meet the zoning requirements.
- ◆ **FACT:** Edgewood completely meets the zoning requirements just like the other schools in Madison.
 - Edgewood High School is zoned exactly the same as all other high schools in the city of Madison.
 - Prior to Edgewood, no school, entity or person was required to submit a conditional use permit for outdoor lighting.
 - Every high school in Madison has some combination of residential districts adjacent to their athletic fields.
 - In 2018, UW Madison and Memorial High School each applied for and received administrative approval of a light permit to install 10 and 12 outdoor lighting poles for their respective fields by submitting an application in compliance with the City's Outdoor Lighting ordinance.
 - Edgewood submitted a conditional use permit that meets photometric requirements for lights, as laid out by Madison's Outdoor Lighting ordinance, and confirmed by the Madison city staff. The permit was denied by the Plan Commission despite city staff's recommendation that the standards of conditional use approval could be met through the acceptance of additional restrictions on light usage that were agreed to by Edgewood.
- ◆ **Myth:** Edgewood hasn't done all of their homework.
- ◆ **FACT:** Edgewood has complied with all City ordinances, agreed to additional City staff recommended restrictions, and requested a five-month delay on the hearing of its appeal to try to reach a compromise with opponents of the lights.
 - The repeal of the Master Plan confirms Edgewood can continue to use its athletic field in the same manner as it has done for more than 90 years and as other Madison high schools are allowed under Campus Institutional zoning.
 - Edgewood has met with the neighborhood associations and neighbor appointed liaison groups several times to work toward a compromise to address concerns of individual neighbors regarding the installation of lights.
 - Edgewood commissioned lighting, sound, and environmental studies that conclude Edgewood meets or exceeds all city ordinances.
 - Conditional use standards have been fully met, including a compromise by the school to erect only four dark-sky compliant lights with two options of 68-or 80-foot poles.
 - As confirmed by City staff, Edgewood's 2019 light permit application met all requirements of the City's Outdoor Lighting ordinance.



GOODMAN ATHLETIC COMPLEX: LIGHTING

In an effort to provide the best space for our students and achieve an updated sport facility comparable to neighboring schools, Edgewood High School pursued approval of a lighting permit as required by the City of Madison. Upon application submission, Edgewood was informed the permit could be issued if in compliance with city lighting standards and no zoning amendment would be required. City staff assessed Edgewood’s lighting plan against similar applications using the Outdoor Lighting Ordinance and approved the permit. Unfortunately, the City changed course and, at this time has denied issuance of the approved permit. Edgewood and the City continue to work towards a resolution.



EDGEWOOD’S APPROVED PLAN
FOUR 80 FT. LIGHTS

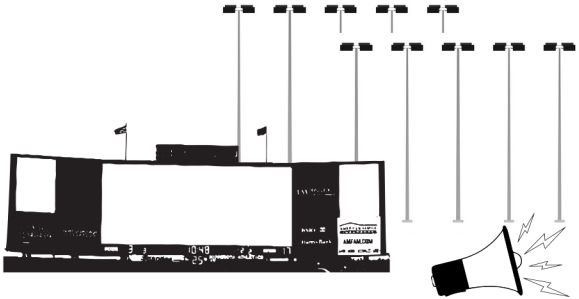
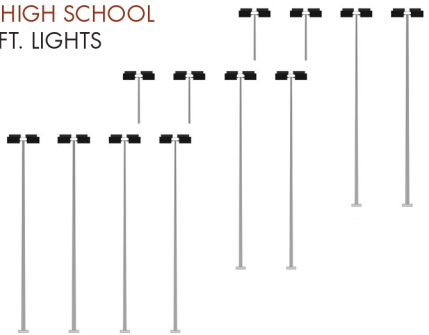
Proposed Lighting:

New directional LED technology will reduce glare, eliminate glow, and ensure light spill will not travel beyond the property lines. In addition, Edgewood reduced its footcandles (unit of light measurement) to 45 from 60, the standard used at ALL other area fields. Edgewood also offered to eliminate “punt lights”, the upward shining lights, as they are not Dark Sky compliant, a standard that requires lights to be fully shielded, minimizing the amount of blue light in the nighttime environment.

Plans for a **FAIR** and **LEVEL** playing field.

friendsofedgewood.com

MEMORIAL HIGH SCHOOL
TWELVE 80 FT. LIGHTS



UW- MADISON
TEN 60 FT. LIGHTS,
VIDEO SCOREBOARD & PA SYSTEM (70+ LOUDSPEAKERS)

EQUAL TREATMENT
A win for the community

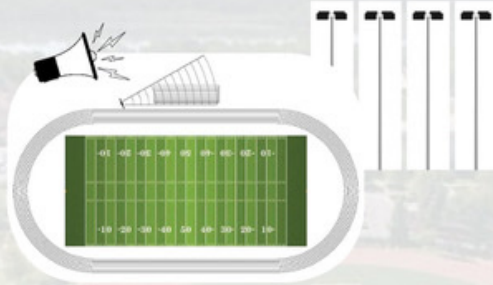


GOODMAN ATHLETIC COMPLEX: SOUND



In an effort to provide the best space for our students and achieve an updated sport facility comparable to neighboring schools, Edgewood High School would like to enhance its existing sound system technology to a custom-designed sound system minimizing "sound drift."

EDGEWOOD'S PLAN: DIRECTIONAL SPEAKERS & LIGHTING



ENHANCED SOUND PLAN:

Unlike most Madison-area athletic fields using speakers on high poles, facing multiple directions to reach seating on both sides of the field resulting in "sound drift", Edgewood has conscientiously:

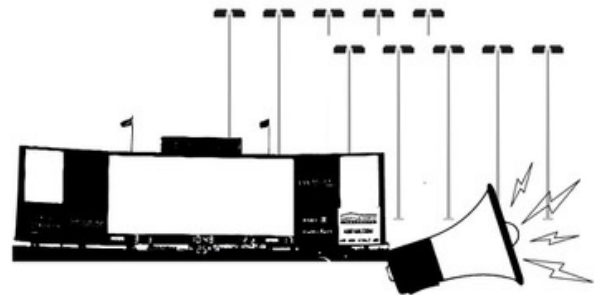
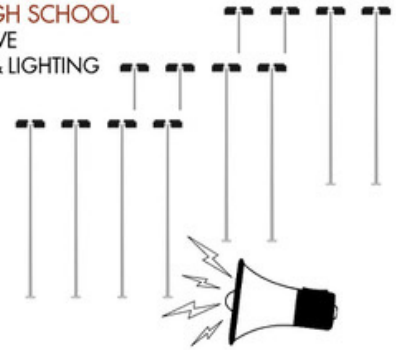
- custom-designed the sound plan with directional speakers, aimed and pitched precisely at the fan seating and away from any neighboring residential properties
- maximized the natural hill location, school buildings and entire campus to dissipate remaining sound drift before reaching neighborhood residential properties

Consulting sound experts are confident the Edgewood campus' landscape, fan seating arrangement, and speaker directional placement will allow projected sound to be controlled with proposed sound technology, meeting or exceeding all City of Madison regulations.

Plans for a **FAIR** and **LEVEL** playing field.

friendsofedgewood.com

MEMORIAL HIGH SCHOOL PA SYSTEM ABOVE GRANDSTAND & LIGHTING



UW- MADISON PA SYSTEM (70+ LOUDSPEAKERS) & TEN 60 FT. LIGHTS, VIDEO SCOREBOARD

EQUAL TREATMENT

A win for the community





PREPARED FOR THE PLAN COMMISSION

Project Address: 2219 Monroe Street
Application Type: Conditional Use
Legistar File ID # [60001](#)
Prepared By: Timothy M. Parks, Planning Division and Matt Tucker, Zoning Administrator
Report includes comments from other City agencies, as noted.
Reviewed By: Heather Stouder, Planning Division

Summary

Applicant & Property Owner: Michael Elliott, Edgewood High School; 2219 Monroe Street; Madison.

Requested Action: Consideration of a conditional use on a Campus-Institutional (CI) District-zoned property without a campus master plan to allow for the establishment, improvement, or modification of a secondary use occurring outside of an enclosed building, to allow installation of lights for the stadium at Edgewood High School.

Proposal Summary: Edgewood High School is requesting approval to install four light poles to light the “Goodman Athletic Complex,” which includes an artificial turf field surface designed primarily for use as a regulation competition soccer, football, and lacrosse field, and a paved running track encircling the field, and a 450-seat metal bleacher on the east side of the complex. The lighting is intended to allow for evening use of the complex by the high school, including for practices and athletic competitions.

Applicable Regulations & Standards: Section 28.097(3) of the Zoning Code identifies educational uses associated with colleges, universities, and secondary and primary schools as a **primary use** in the Campus-Institutional (CI) zoning district. Stadiums, auditoriums, and arenas, open or enclosed, are identified as **secondary uses** in the CI district. All secondary uses must be utilized predominantly in a manner that is directly related and complementary to the CI district’s primary uses. Section 28.097(2)(d) requires that in a CI district without a Campus Master Plan, the establishment, improvement, or modification of any primary or secondary use occurring outside of an enclosed building shall require conditional use approval. Section 28.183 provides the process and standards for the approval of conditional use permits.

Review Required By: Plan Commission

Summary Recommendation: The Planning Division believes that the Plan Commission can find the standards for conditional use approval met to **approve** the installation of lights for the Goodman Athletic Complex at Edgewood High School at 2219 Monroe Street subject to the recommended conditions of approval beginning on page 8 of this report and input at the public hearing.

Background Information

Parcel Location: The Edgewood campus, which consists of facilities for Edgewood College, Edgewood High School and Edgewood Campus School, is a 56.3-acre property bounded by Monroe Street on the north, Woodrow Street on the west, Edgewood Avenue on the east and Edgewood Drive and Lake Wingra on the south; Aldermanic District 13 (Evers); Madison Metropolitan School District. The three Edgewood entities own parcels that were

created by a condominium plat of the 56.3-acre campus in 2011; the condominium declaration provides the governance structure for the operation of the overall property.

Surrounding Land Use and Zoning: The overall Edgewood Campus is surrounded by single-family residences in the Dudgeon-Monroe and Vilas neighborhoods located across Woodrow Street, Monroe Street, and Edgewood Avenue from the campus in the TR-C2 and TR-C3 (Traditional Residential–Consistent) zoning districts.

Adopted Land Use Plans: The 2018 Comprehensive Plan identifies the Edgewood Campus in the Special Institutional district. The residential neighborhoods that surround the campus are recommended for Low Residential uses, while Edgewood Drive and the Lake Wingra shoreline are recommended for Parks and Open Space uses.

Zoning Summary: The property is zoned CI (Campus-Institutional District).

Other Critical Zoning Items	
Yes:	Landmarks (Indian mounds on campus), Utility Easements, Waterfront Development (along southern edge)
No:	Wellhead Protection, Barrier Free, Urban Design, Floodplain
<i>Prepared by: Planning and Zoning staff</i>	

Environmental Corridor Status: The portion of the Edgewood campus located southeast of Edgewood Drive is located in a mapped environmental corridor, with areas of woodlands, wetlands and floodplain noted both within the corridor and immediately adjacent. The rest of the campus to the northwest, including the athletic field, is not located in a mapped environmental corridor.

Public Utilities and Services: The site is served by a full range of urban services, including seven-day Metro Transit service on Monroe Street.

Previous Approvals and Requests

On April 8, 2014, the Common Council approved a request to approve a Campus-Institutional (CI) District Master Plan for Edgewood College, Edgewood High School and Edgewood Campus School as an integral part of the Zoning Code to govern the land use and provide basic bulk parameters for new construction on the campus.

On November 14, 2018, Edgewood High School submitted a request to amend the Campus-Institutional (CI) Zoning District Master Plan for the combined Edgewood College, Edgewood Campus School and Edgewood High School campus approved in 2014 to allow expanded use of the high school athletic field and to allow future construction of an enlarged and more substantial stadium for the athletic field. The request to amend the campus master plan was referred indefinitely at the request of Edgewood by the Common Council on February 26, 2019.

On October 1, 2019 the Common Council adopted the Third Substitute for Ordinance 19-00069 (ID [56981](#)), amending various provisions in the CI zoning district to more clearly delineates the difference between indoor and outdoor uses and clarify that the construction of a new building or additions to existing buildings that exceed 4,000 square feet in floor area within any five-year period in a CI district without an adopted master plan require conditional use approval. The amendment also established that primary and secondary uses occurring outside of enclosed buildings on a CI-zoned parcel without an adopted master plan require conditional use approval, including outdoor sports and recreational facilities, surface parking, utilities and transportation facilities, and open

stadiums and arenas. Finally, the amendment clarified that in the CI-District *all* secondary uses must be utilized predominantly in a manner that is directly related and complementary to the institution's primary uses.

On January 7, 2020, the Common Council repealed the CI District Master Plan for Edgewood College, Edgewood High School and Edgewood Campus School based on a July 29, 2019 request by those institutions.

Project Description

Edgewood High School is requesting approval of a conditional use to install lights for the Goodman Athletic Complex located in the northwestern corner of the overall Edgewood campus adjacent to the corner of Monroe and Woodrow Streets.

The current athletic facility includes an artificial turf field surface designed for use as a regulation competition soccer, football, and lacrosse field, and a paved running track that encircles the field. Woodrow Street abuts the field to the west, with road grade above the field starting at Monroe Street, and dropping below field elevation moving southward. A 450-seat metal bleacher is located on the east side of the field and track. The athletic complex is currently not lighted for competition, and there is no permanent/fixed public address (PA) system, although a portable PA system is occasionally used.

The conditional use request seeks to erect poles at the four corners of the complex to be outfitted with LED light fixtures. The pole locations are shown on the submitted plans as "F1," "F2," "F3," and "F4." The submittal proposes that the poles be either 68 feet or 80 feet in height (based on the grade of the field), and the application materials include photometric and glare studies for both height alternatives intended to demonstrate the impacts of lighting the field, track, bleachers, and environs of the athletic complex ("blanket grid"). The photometric studies include the maximum lighting levels proposed for football, soccer, and track uses, and specifically include proposed footcandle measurements at the Edgewood property lines adjacent to the Monroe Street and Woodrow Street rights of way. The anticipated glare impacts are measured in candelas on the heat maps included for each proposed pole height alternative. For clarity purposes, the first ten pages of the plan set regard the 68-foot tall pole alternative, with the remaining ten pages addressing the 80-foot alternative. The applicant indicates that the 80-foot tall poles will light the field more effectively, but that the 68-foot tall poles will be less visually intrusive. Lighting plans for the stadium have previously been reviewed and approved by Building Inspection Division Plan Review staff relative to MG0 Section 10.085, and it is expected that final plans will also meet this requirement.

No other improvements to the athletic complex or Edgewood Campus are proposed with this conditional use request. There is an extensive landscaped buffer consisting of both coniferous and deciduous trees located between the western edge of the athletic complex's track and the eastern curb line of the street, which continues around the corner at Monroe Street. No changes to the existing landscaping buffer are proposed at this time.

The letter of intent included with the conditional use request outlines the intended use of the proposed lights. The applicant indicates that the lights will shut-off automatically at 10:00 PM, Sunday–Thursday, and at 11:00 PM on Friday and Saturday, although the lights may be kept on beyond those times to "accommodate specially scheduled activities including, but not limited to, playoff games, games requiring overtime periods, weather delays, and health and safety delays." The letter also indicates that the lights facing Woodrow Street, F1 and F2, may be turned off sooner after an event is completed while the lights facing eastward into the campus, F3 and F4, may remain on while attendees and participants exit the athletic complex.

Analysis

Section 28.097(3) of the Zoning Code identifies educational uses associated with colleges, universities, and secondary and primary schools as a **primary use** in the Campus-Institutional (CI) zoning district. Stadiums, auditoriums, and arenas, open or enclosed, are identified as **secondary uses** in the CI district. The Zoning Code specifies that all secondary uses must be utilized predominantly in a manner that is directly related and complementary to the CI district's primary uses. Section 28.097(2)(d) requires that in a CI district without a Campus Master Plan, the establishment, improvement, or modification of any primary or secondary use occurring outside of an enclosed building shall require conditional use approval. Staff has determined that the proposal to install lighting for the open-air stadium represents the improvement of an allowed secondary use occurring outside an enclosed building, which requires conditional use approval prior to issuance of any permits necessary to install the poles and fixtures.

However, while the installation of the poles and fixtures to light the Goodman Athletic Complex for evening activities requires conditional use approval, the use of the stadium is not otherwise before the Plan Commission for consideration. The unlighted (daytime) use of the athletic field for athletic competitions, school events, and practices is allowed by right as a secondary use complementary to the Edgewood High School primary use. Staff does not believe that the unlighted use of the stadium may otherwise be regulated by the Plan Commission through its consideration of the request to install lights.

Furthermore, the actual lights themselves are governed by the City's lighting ordinance in MGO Section 10.085, and no permits for the lights may be issued unless they comply with the requirements of that section. While the Plan Commission is asked whether lights should be allowed for the Goodman complex, staff does not advise that the Plan Commission apply conditions that may be contrary to Section 10.085. In addition to potentially contradicting MGO, enforcement of those conditions through zoning approvals may be difficult from a practical standpoint.

The Zoning Code states that the Plan Commission may not approve an application for a conditional use unless it can find that all of the standards found in Section 28.183(6)(a), Approval Standards for Conditional Uses, are met. That section states: "The City Plan Commission shall not approve a conditional use without due consideration of the recommendations in the City of Madison Comprehensive Plan and any applicable, neighborhood, neighborhood development, or special area plan, including design guidelines adopted as supplements to these plans. No application for a conditional use shall be granted by the Plan Commission unless it finds that all of the [standards for approval in Section 28.183(6) are met]."

The statement of purpose for the CI District states that the district "is established to recognize the City's major educational and medical institutions as important activity centers and traffic generators, accommodate the growth and development needs of these institutions, and coordinate the master plans of these institutions with the City's plans, policies and zoning standards." The district is also intended to "permit appropriate institutional growth within boundaries while minimizing the adverse impacts associated with development and geographic expansion;" "balance the ability of major institutions to change and the public benefits derived from change with the need to protect the livability and vitality of adjacent neighborhoods;" and "encourage the preparation of Campus Master Plans that enable adjacent neighborhoods and the broader community to understand the levels of development being proposed, their likely impacts, and appropriate mitigation measures."

As noted earlier in the 'Background' section of this report, the 56.3-acre Edgewood campus is surrounded on three sides by single-family residences, with Edgewood Drive and Lake Wingra forming the other edge of the campus. A significant number of public comments both in support and opposition of the Edgewood High School request has been submitted for the Plan Commission's consideration. The comments are attached to the legislative file under the "Public Comments" links. Among the comments submitted in opposition are those from residents whose homes are located on the neighboring streets on the west and north sides of the campus, including a number of individuals with residences across Woodrow Street from the athletic complex. Many of the comments in opposition include concerns regarding noise from current daytime use of the field (whistles, spectators, coaches, etc.), which the commenters are concerned will be exacerbated by the installation of lighting. In general, comments in support of the stadium lighting request parity between Edgewood and other high schools with lighted athletic fields.

Staff believes that the most relevant standards of approval for this request to meet are standards 1, 3, and 4, which most directly address the impact that a conditional use may have on surrounding properties:

- 1. The establishment, maintenance or operation of the conditional use will not be detrimental to or endanger the public health, safety, or general welfare.*
- 3. The uses, values and enjoyment of other property in the neighborhood for purposes already established will not be substantially impaired or diminished in any foreseeable manner.*
- 4. The establishment of the conditional use will not impede the normal and orderly development and improvement of the surrounding property for uses permitted in the district.*

Staff does not believe, nor has it received comments or proposed conditions from other agencies, that the other standards dealing with transportation impacts, the City's ability to provide services resulting from the establishment of the conditional use, or design of the project, are pertinent in this case, or that those standards cannot be met.

While standards 1, 3, and 4 are the ones most often directly or indirectly cited by individuals concerned with some or many aspects of a controversial conditional use application, they are almost the most difficult standards and impacts for the Plan Commission to quantify compared to more tangible impacts like utility capacity or traffic impacts. As many of the public comments received against the subject lighting request to date suggest, many of the neighbors in close proximity to the Goodman Athletic Complex believe that use of the stadium already creates impacts on the quality of life in the neighborhood, primarily due to the noise generated from the current use.

However, despite these concerns, staff believes that the Plan Commission may find standards 1, 3, and 4 met to allow the installation of the proposed lights subject to conditions that would limit the impacts of the expanded use of the stadium on nearby residents.

In order to allow extended use of the athletic complex into the evening, staff believes that the commission should focus on the number of events held at the facility and the hours during which those events may occur. Staff acknowledges that some number of neighbors experience some amount of stadium noise, particularly during athletic competitions. However, by limiting the number of events that occur in the complex during the evening, the commission may create a balance between the desire by Edgewood High School to use its athletic complex for evening sporting events and *minimizing* impacts on the residential neighborhoods that border the institution on three sides consistent with statement of purpose for the Campus-Institutional zoning district excerpted above (*emphasis added*).

As outlined in the letter of intent and summarized in the preceding section, Edgewood proposes to use the lights for an unlimited number of events until 10:00 PM Sunday through Thursday, and until 11:00 PM on Friday and Saturday, with exceptions for weather, injuries, etc. However, staff feels that some of these proposed limits are initially too broad to minimize impacts on surrounding properties, and instead recommends a series of conditions on both the number of events and the hours that the lights may operate. In summary, staff recommends:

- *That the number of non-practice events be limited.* Staff believes that it would be appropriate for the Plan Commission to specify a number of scheduled athletic competitions and any events or uses of the field that would rely on usage of the proposed lights after 7:00 PM. While not specified in their current request, Edgewood proposed up to 40 lighted events as part of their November 2018 request to amend the now-repealed campus master plan, which was subsequently reduced in correspondence provided circa January 7, 2019 to 25 (8 Friday night football games and 17 other athletic competitions). A limitation on the number of lighted events would be reasonable with the current conditional use request, with the potential for the initial limit of such events to be relaxed in the future by either a minor (alder and Planning Director-approved) or major (Plan Commission) alteration. The Plan Commission should consider the input at the public hearing from the applicant and community and determine the number of lighted non-practice events (athletic competitions/games, school activities) that it feels would be reasonable.
- *That use of the lights be limited to the Edgewood Campus institutions: Edgewood High School, Edgewood Campus School, and Edgewood College.* Staff believes that it would be appropriate to limit use of the lights to Edgewood High School and the two other educational institutions that share the 56.3-acre campus. As noted in Section 28.097(3), all secondary uses in a CI district shall be utilized predominantly in a manner that is directly related and complementary to primary uses of the institution. As the lights are proposed as an improvement to a secondary use of the Edgewood CI-zoned property, staff feels that limiting use of the lights to events by the three institutions is appropriate, and that use by entities other than the three schools would not be directly related and complementary to Edgewood's primary educational use.
- *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.* Staff generally agrees with the proposed hours of operation for the lights in the letter of intent. However, the lights should be turned off sooner than 10:00 or 11:00 PM whenever possible based on the earlier completion of a scheduled event, including the time needed for spectators to exit the complex and for the field to be closed.

Further, "...specially scheduled activities including, but not limited to, playoff games, games requiring overtime periods, weather delays, and health and safety delays" is overly broad. While staff acknowledges that injuries occur during athletic competitions, which may cause delay in the completion of a game, and that weather can also cause delays, it feels that there is no need to formally incorporate those delays into any approval of the stadium lighting. If the proposed lights need to be kept on past 10:00 or 11:00 PM to allow a game delayed by weather or injury to be completed, staff recommends that documentation be kept by Edgewood so that any such need is substantiated in the event of a complaint against the approved conditional use. Otherwise, staff is unconcerned with the need to accommodate any other special activities, etc. noted in the letter of intent and does not wish to create any sort of "loopholes" that could make enforcing any conditions of approval difficult or impractical.

- *Event start times shall be scheduled to ensure that the 10:00 or 11:00 PM turn-off time for the lights can be met.* While injuries, weather delays, and other unexpected occurrences may occur from time to time during an athletic competition, other time-related impacts on a game, such as potential overtime or extra

time periods, etc., or the time needed for participants and spectators to leave the stadium, should be considered when the events are scheduled. To this end, staff recommends that no events be scheduled to start after 7:30 PM without exception.

- *Lights may be used until 7:00 PM for practices, seven days a week.* In its original request in November 2018 to amend the now-defunct campus master plan, Edgewood proposed an unlimited number of practices until 7:00 PM. While staff wishes to limit events such as games, it does not feel that trying to limit practices would be an effective use of its enforcement resources. Rather, staff proposes to allow practices to extend until 7:00 PM each night without exception, out of consideration for nearby residents. The effect of this condition essentially would allow the lights to be used after 7:00 PM only for the number of scheduled non-practice events (athletic competitions/games, school activities) determined by the Plan Commission as discussed above.
- *That no changes to landscaped buffer on north and west be allowed without approval.* Staff has not taken a position on the height of the poles proposed to light the athletic complex. However, it acknowledges the visual buffer that the existing landscaping along the west and northwest sides of the stadium provides from nearby residential properties, and recommends that no changes to that landscaping be allowed without approval of an alteration.

However, to reiterate, any lighting installed will be required to comply with Madison General Ordinances, and staff does not advise that the Plan Commission apply conditions that may be contrary to the sections of MGO that otherwise govern.

Conclusion

Edgewood High School is requesting conditional use approval to light its Goodman Athletic Complex using four poles of either 68 or 80 feet in height to allow use of the athletic field to continue into the evening hours past sunset. No other approvals, including enlarging the stadium or installation of a permanent sound system, are proposed at this time. As with many recent land use requests involving Edgewood, the lighting request has proven to be controversial, as evidenced by the significant number of public comments received, which are attached to the legislative file. While many of the comments received to date suggest an existing impact on uses, values, and enjoyment, the normal and orderly development of surrounding properties, or a negative impact on the public's "general welfare" from the daytime (unlighted) use of the athletic complex primarily due to noise generated, staff believes that the Plan Commission may find the conditional use standards met to allow the installation and use of lighting for the stadium under specific and limited conditions intended to minimize any further impact on the area surrounding the complex, bearing in mind that the daytime use of the complex without lights is allowed by right.

While limited use of the athletic complex after dark may exacerbate the noise impacts suggested by many of those commenting on the request, staff believes that a well-regulated conditional use approval can balance the needs of Edgewood while minimizing further impact on surrounding properties consistent with the statement of purpose of the Campus-Institutional zoning district. The conditions proposed by staff are intended to uniformly limit the hours that the lights may be used, and to ensure that the 10:00 or 11:00 PM proposed end-times for scheduled events are met with rare exception due to injury or weather. Staff believes that the Plan Commission should establish a specific number of non-practice events per school year that use the proposed lights following input at the public hearing to inform what a reasonable number might be. In the event that use of the lighted field successfully balances the needs of the athletic program at Edgewood with minimizing the impacts on neighboring

properties, the number of events and other proposed conditions to limit this approval could be modified through the conditional use alteration process outlined in Section 28.183 of the Zoning Code.

Finally, as with any conditional use, the Plan Commission retains continuing jurisdiction for the purpose of resolving complaints as outlined in Section 28.183(9)(d) of the Zoning Code. Any resident, the Zoning Administrator, or other official may file a written complaint with the Plan Commission that one or more conditions of a conditional use have not been completed, or are being violated. If this were to occur, the Plan Commission would initially determine whether the complaint indicates a reasonable probability that the subject conditional use is in violation of a condition of approval, and if it does, may schedule a public hearing to bring the subject conditional use into compliance with the conditions previously imposed, modify the existing conditions, and impose additional reasonable conditions in consideration of the conditional use standards. If no reasonable modification can be made, the Plan Commission may revoke the conditional use.

Recommendation

The Planning Division believes that the Plan Commission can find the standards for conditional use approval met to **approve** the installation of lights for the Goodman Athletic Complex at Edgewood High School at 2219 Monroe Street subject to the following conditions of approval and input at the public hearing.

Major/Non-Standard Conditions are Shaded

Planning Division (Contact Tim Parks, 261-9632) and **Zoning Administrator** (Contact Matt Tucker, 266-4569)

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 to a number per school year (August 1 to July 31) to be determined by the Plan Commission following input at the public hearing.
5. 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.
6. No non-practice event (athletic competitions/games, school activities) using the lights shall be scheduled to start after 7:30 PM, without exception.
7. 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.

****Conditions 2-7 above may be amended by approval of a minor alteration to the conditional use by the Director of the Planning Division following a recommendation by the district alder. If the minor alteration is not**

approved, the applicant shall file the request for alteration of the approved conditional use with the Plan Commission for consideration pursuant to the process and standards in Section 28.183 of the Zoning Code.

The proposed conditional use request was circulated to City agencies for review and comment per standard practice. Following review, none of those agencies has recommended conditions of approval for this request. However, a general comment on the request from Capt. Jason Freedman, Midtown Precinct of the Madison Police Department is attached as “MPD Comments” for the Plan Commission’s consideration.



Edgewood High School – Goodman Athletic Complex Lights

Introduction

Edgewood High School looks forward to finding common ground with the Dundgeon-Monroe and Vilas Neighborhoods in regards to the improvements to the Goodman Athletic Complex.

In order to come to an agreement, the following should occur:

- Focus the discussion on the future, rather than on the past
- Agreement that both sides understand the concerns of the Neighborhoods (lights, traffic, parking, overuse of lights, noise, communication of schedule, security) and discussion should be focused on finding a solution / common ground and minimize impact
- Give-and-take must occur on both sides (Edgewood and Neighborhoods)
- A clearly-defined plan of events / timing for the next few years
- Both Edgewood and Neighborhoods must be committed to open, honest communication



Edgewood High School – Goodman Athletic Complex Lights

What is Edgewood Requesting / Looking to Install ?

Edgewood is requesting the following upgrades to the Goodman Athletic Complex.

Seeking approval via Common Council on August 4, 2020. Completion Date prior to Fall 2020 Sports Season for Boys Soccer and Football.

Lights – 4 LED Lights on poles of either 80 or 68 feet that meet or exceed City regulations.

Directed Amplified Sound – Replace current amplified sound system with system where speakers are directed towards the stands and away from the neighborhood (not part of approval process but Edgewood commits to adding this)



Edgewood High School – Goodman Athletic Complex Lights

Key Issues / Considerations?

Issue / Consideration	Approach
Noise	<ul style="list-style-type: none">• Add directional amplified sound that points to stands rather than towards the neighborhood• Review sound barrier options to determine if there is a viable solution that is cost effective• Note that crowd noise is NOT a noise ordinance violation but Edgewood can control the amplified noise• Edgewood would support a city-wide standard for all athletic fields
Light Spillover	<ul style="list-style-type: none">• Light poles of 80 feet are recommended but Edgewood understands there is some concern about seeing poles when not on campus. The other option is 68 feet poles which allows for lower poles but the lights are a bit less direct onto the field. Either will meet / exceed City of Madison regulations and while Edgewood would prefer 80 foot poles, Edgewood is agreeable to either pole height.
Overuse of Lights for Games	<ul style="list-style-type: none">• 3 year plan which puts limits on light usage but also meets reasonable requirements of Edgewood athletic teams – Application will be for a set number of games but Edgewood will self-impose a limit for the 1st three years as a phased in approach• No concerts or nighttime rental to outside groups (Note: Lacrosse Co-op not considered outside group)
Traffic / Parking	<ul style="list-style-type: none">• For the first year, Edgewood will staff a person at the stop lights / commons parking lot to direct incoming traffic and available parking for all home games• For the second year, Edgewood will staff a person at the stop lights / commons parking lot to direct traffic and available parking for all home football games
Communication	<ul style="list-style-type: none">• Edgewood to follow up with additional details for Communication Plan as an annual, ongoing basis.
Event Review Committee	<ul style="list-style-type: none">• Edgewood to follow up with additional details for Event Review Committee as an annual, ongoing basis.
Security	<ul style="list-style-type: none">• For any events expected to have over 500 spectators, Edgewood will have a paid security guard on the campus.



Edgewood High School – Goodman Athletic Complex Lights

2020-2021 Game Breakdown by Sport

For each sports team that may use the lights on the field, there is a slide for each sport which defines the 2020 Fall current schedule as of June 15, 2020 (football and boys soccer) or the recently cancelled 2020 Spring schedule (girls soccer, boys lacrosse, and track and field) that provides a good baseline of the schedule.

To ensure that all stakeholders are using consistent definitions and there is no misunderstanding, please review the following.

Date: The currently scheduled date of the game for Fall sports or the previously scheduled date for the Spring games.

Start Time: The scheduled start of the game. Delays due to weather, injury, overtime or other unforeseen situations may delay the scheduled start time. Edgewood is committed to starting games on time as much as possible.

Time of Sunset: The time of sunset as found online via Google search. This may vary slightly annually or due to weather conditions.

Exp Shutoff Time: Edgewood is committed to turning off the lights 30 minutes after the end of the game. The Exp Shutoff Time assumes the game is able to start on time, game duration is not extended due to injury, overtime, or some other uncontrollable factor, and that the lights are shut off 30 minutes after the end of the game. This is guideline / estimate and may vary based on the actual start time of the game, the duration of the game.

Est Time Lights On: This is the estimated time the lights would be on for a game that starts on time, has a normal/expected game duration, and that the lights are turned on 15 – 20 minutes prior to the time of sunset and remain on for 30 minutes after the end of the game. This is guideline / estimate and may vary based on the actual start time of the game, the duration of the game, or the actual time of sunset for the date of the game.



Edgewood High School – Goodman Athletic Complex Lights

2020 Fall Football - Scheduled Game Light Usage

Average Number of Fans: 500 – 700

Average Duration of Varsity Game: 3 hours

Date	Start Time	Time of Sunset	Exp Shutoff Time	Est Time Lights On	Notes
Friday, August 21	7:00 PM	7:51 PM	N/A	N/A	Play this game at Breeze Stevens to allow up to 3 Boys Soccer night games to occur prior
Friday, September 11	7:00 PM	7:15 PM	10 - 10:30 PM	3 hours 45 mins	1 st Home Football Night Game
Friday, September 25	7:00 PM	6:50 PM	10 - 10:30 PM	4 hours	Homecoming – would be good to get a night game in prior
Friday, October 9	7:00 PM	6:25 PM	10 - 10:30 PM	4 hours 30 mins	Final regular season home football game

* All JV games would start 2 hours prior to scheduled time of sunset. Average length of JV game is 2 hours vs. 3 hours for Varsity

** Does not include potential home playoff games. Edgewood last hosted a playoff game in 2012 (8 years ago)



Edgewood High School – Goodman Athletic Complex Lights

2020 Fall Boys Soccer – Scheduled Game Light Usage

Average Number of Fans: 150

Average Duration of Varsity Game: 2 hours

Date	Start Time	Time of Sunset	Exp Shutoff Time	Est Time Lights On	Notes
Tuesday, August 25	7:00 PM	7:45 PM	9-9:30 PM	2 hours	1 st Home Night Game for Any Game
Thursday, August 27	7:00 PM	7:41 PM	9-9:30 PM	2 hours	
Tuesday, September 1	7:00 PM	7:33 PM	9-9:30 PM	2 hours 15 mins	
Tuesday, September 15	7:00 PM	7:08 PM	9-9:30 PM	2 hours 45 mins	
Tuesday, September 29	7:00 PM	6:43 PM	9-9:30 PM	3 hours	
Thursday, October 1	7:00 PM	6:39 PM	9-9:30 PM	3 hours 15 mins	
Tuesday, October 13	7:00 PM	6:18 PM	9-9:30 PM	3 hours 30 mins	
Thursday, October 15	7:00 PM	6:15 PM	9-9:30 PM	3 hours 30 mins	Final regular season home boys soccer game

* All JV games and additional Varsity games would start 2 hours prior to scheduled time of sunset. Average length of JV game is just under 2 hours

** Does not include potential home playoff games. Edgewood has hosted 6 total home playoff games over the past three years (2017, 2018, 2019)



Edgewood High School – Goodman Athletic Complex Lights

2020 Spring Girls Soccer – Scheduled Game Light Usage (Baseline / approximate based on 2020 Spring)

Average Number of Fans: 250

Average Duration of Varsity Game: 2 hours

Date	Start Time	Time of Sunset	Exp Shutoff Time	Est Time Lights On	Notes
Tuesday, April 7	7:00 PM	7:32 PM	9 - 9:30 PM	2 hours 15 mins	
Thursday, April 9	7:00 PM	7:34 PM	9 - 9:30 PM	2 hours 15 mins	
Tuesday, April 28	7:00 PM	7:56 PM	9 - 9:30 PM	2 hours	
Friday, May 1	7:00 PM	7:59 PM	9 - 9:30 PM	2 hours	
Tuesday, May 5	7:00 PM	8:04 PM	9 - 9:30 PM	1 hour 45 mins	
Tuesday May 19	7:00 PM	8:19 PM	9 - 9:30 PM	1 hour 30 mins	
Thursday, May 21	7:00 PM	8:21 PM	9 - 9:30 PM	1 hour 30 mins	
Friday, May 28	7:00 PM	8:28 PM	9 - 9:30 PM	1 hour 15 mins	

* All JV games and additional Varsity games would start 2 hours prior to scheduled time of sunset. Average length of JV game is just under 2 hours

** Does not include potential home playoff games. Edgewood has hosted 11 total home playoff games over the past three years (2017, 2018, 2019) but these would occur AFTER the last game of the year so light usage would be minimal



Edgewood High School – Goodman Athletic Complex Lights

2020 Spring Boys Lacrosse – Scheduled Game Light Usage (Baseline / approximate based on 2020 Spring)

Average Number of Fans: 100

Average Duration of Co-Op Game: 2 hours

Date	Start Time	Time of Sunset	Exp Shutoff Time	Est Time Lights On ***	Notes
Friday, April 10	7:00 PM	7:35 PM	9 - 9:30 PM	2 hour 15 mins	
Thursday, April 23	7:00 PM	7:50 PM	9 - 9:30 PM	2 hour	
Friday, May 1	7:00 PM	7:56 PM	9 - 9:30 PM	2 hour	
Thursday, May 7	7:00 PM	8:06 PM	9 - 9:30 PM	1 hour 45 mins	

* All JV games and additional Varsity games would start 2 hours prior to scheduled time of sunset. Average length of JV game is just under 2 hours

** Lacrosse currently does not have playoffs



Edgewood High School – Goodman Athletic Complex Lights

2020 Spring Track and Field - Scheduled Game Light Usage (Baseline / approximate)

Average Number of Fans: 350

Average Duration of Track and Field Event: 3.5 hours

Date	Start Time	Time of Sunset	Exp Shutoff Time	Est Time Lights On	Notes
Weekday – Early May	3:30 PM	7:56 PM	N/A	N/A	Use sunset time for May 1
Weekend – Early May	12:00 PM	7:56 PM	N/A	N/A	Use sunset time for May 1

* Track and Field currently does not have Conference Meets held at Edgewood



Edgewood High School – Goodman Athletic Complex Lights

2020-2021 School Year Scheduled Game Light Usage Commitment

Sport	Fall or Spring	Number of Scheduled Games with Lights	Est Hours of Light Usage ***	Notes
Boys Soccer	Fall	8 Games Starting At 7 PM and lights typically off between 9 and 9:30	22–24 hours	
Boys Football	Fall	3 Games Starting at 7 PM and lights typically off between 10 and 10:30	12-14 hours	Play 3 Home Soccer Games Prior to 1 st Home Football Game
Girls Soccer	Spring	Max of 8 Games Starting at 7 PM and lights typically off between 9 and 9:30	14-16 hours	Schedule TBD
Boys Lacrosse	Spring	Max of 4 Games Starting at 7 PM and lights typically off between 9 and 9:30	5-7 hours	Schedule TBD
Boys and Girls Track and Field	Spring	0 Night Track Meets	0 hours	

* Maximum number of regular season scheduled games with lights is 23 games excluding playoffs

** Total estimated hours of light usage for scheduled games with lights is 53-61 hours for the entire school year excluding playoff games.

*** Estimated Hours of Light Usage based on this number of scheduled games with lights and assumes expected start times and duration for games with shutoff 30 minutes after games.



Edgewood High School – Goodman Athletic Complex Lights

2021-2022 School Year Scheduled Game Light Usage Commitment

Sport	Fall or Spring	Number of Scheduled Games with Lights	Est Hours of Light Usage ***	Notes
Boys Soccer	Fall	8 Games Starting At 7 PM and lights typically off between 9 and 9:30	22–24 hours	
Boys Football	Fall	Up to 5 Games Starting at 7 PM and lights typically off between 10 and 10:30	18-22 hours	Schedule TBD Generally have 5 home games every other year
Girls Soccer	Spring	Max of 8 Games Starting at 7 PM and lights typically off between 9 and 9:30	14-16 hours	Schedule TBD
Boys Lacrosse	Spring	Max of 4 Games Starting at 7 PM and lights typically off between 9 and 9:30	5-7 hours	Schedule TBD
Boys and Girls Track and Field	Spring	0 Night Track Meets	0 hours	

* Maximum number of regular season scheduled games with lights is 25 games excluding playoffs

** Total estimated hours of light usage for scheduled games with lights is 59-69 hours for the entire school year excluding playoff games.

*** Estimated Hours of Light Usage based on this number of scheduled games with lights and assumes expected start times and duration for games with shutoff 30 minutes after games.



Edgewood High School – Goodman Athletic Complex Lights

2022-2023 School Year and Beyond Light Usage

For the 2022-2023 School Year and Beyond

- Future usage based on Edgewood High School JV, Varsity, and Co-Op Regular Season and Playoff Games need.
- As much as possible, Edgewood will schedule JV games to be prior to the Varsity games. For soccer and lacrosse, this is preferred by visiting schools due to logistics and travel
- Edgewood will continue to publish schedules prior to the fall and spring seasons
- Edgewood will continue to communicate with neighborhoods on issues
- No concerts
- No nighttime rentals to outside groups



Edgewood High School – Goodman Athletic Complex Lights

Other Considerations / Discussion Points

- **Weather / Injury / Other Delays** – Start or end time of games can occur due to weather, injury, overtime, or other unforeseen reasons. For any games that are delayed or extend beyond expected end time, lights may be used where not previously expected. For these situations, Edgewood will communicate to neighborhoods within 48 hours. Edgewood has no intention of abusing this.
- **Scheduled Game Start Times** – Unless mandated by WIAA, conference, or some other governing body of high school sports, the latest time games times will be scheduled will be 7:00 PM.
- **Delays / Longer Duration of Games Not Scheduled to Use Lights** – There may be situations where a game is delayed or has a longer duration due to unforeseen factors. In these situations, Edgewood is permitted to use the lights, provided that the lights are turned off within 30 minutes after the completion of the game. For these situations, Edgewood will communicate to neighborhoods within 48 hours.
- **Playoff Games** – All home playoff games are allowed to be played at Edgewood as long as the scheduled start time is at or before 7:00 PM. Currently there are playoffs for Football and Boys and Girls Soccer
- **Practice Time** – Lights will be turned off by 7:00 PM when being used for practice.
- **Amplified Sound** – Will be used for in-game announcing, playing of National Anthem, and halftime music – no amplified music will be played between or during plays.
- **Neighborhood Usage** – Edgewood is committed to allowing neighborhood use that is consistent with the past as long as the facility continues to be used appropriately and without vandalism or other similar issues.

Edgewood's Proposal for Compromise and Resolution to Lighting Dispute
November 18, 2020

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.

Edgewood will also agree to incorporate and abide by its management plan for (a) non-practice events, (b) on-going neighborhood communication and (c) an event review committee, a copy of which is attached.

In exchange, the VNA, DNMA and Alder Tag Evers will agree to the following:

- A. The VNA, DNMA and Alder Tag Evers will withdraw all objections to the lights plan complying with the conditions above.
- B. Alder Tag Evers and the leadership for the VNA and DNMA will speak in favor of this compromise and its approval and adoption at government meetings on that subject, including the December 1 Common Council meeting.
- C. Alder Tag Evers will publicly support the compromise and use his best efforts to persuade fellow Common Council members to approve.

In the event that the necessary government approvals for this compromise are denied despite this agreement, neither Edgewood, VNA, DNMA nor Alder Tag Evers will be bound to the agreement above. Similarly, this agreement would also become null and void in the event that the formal government approval of this agreement is postponed and not otherwise ruled upon at the December 1 Common Council meeting.

Proposal Notes

Collectively, the above conditions for Edgewood's lights were suggested by the City of Madison Planning Division Staff Report dated May 11, 2020 as conditions to adequately address concerns related to Edgewood's request to use its activity field during non-daylight hours through the installation of outdoor field lighting. From Edgewood's perspective, the conditions continue to be a means of allowing Edgewood use of its activity field during non-daylight hours while also mitigating perceived negative impacts created by such use.

In regards to conditions #4 and #5, a definitive number of non-practice field events was left open in the Staff Report to the Plan Commission's discretion. To that end, Edgewood agreed as an initial concession to the user limitation in condition #2, a limitation not imposed on any other Madison high school. Edgewood stated to the Plan Commission on May 11, 2020 that it believed the user limitation provided an effective limitation on events as evidenced by the actual usage of non-restricted fields at the public high schools in the City of Madison. After further discussion, Edgewood subsequently agreed to a hard-cap of no more than 40 non-practice events per school year in addition to the user limitation, again unique among Madison high schools. Plan Commission denied Edgewood's application but encouraged additional discussions between Edgewood and opposed neighbors in hopes of reaching an acceptable compromise that would allow nighttime usage of Edgewood's activity field.

The revision to 30 non-practice events exclusive of playoff games in 2020-21 (pro-rated to 15) and 2021-22, and 40 thereafter, represents yet another concession by Edgewood. On July 3, 2020 Edgewood provided concerned neighbors with a thirteen-page power point analysis on historical field usage and expressed its openness and desire to receive specific suggestions and counter-proposals from VNA or DNMA. Having received no counter-proposal or suggestions

from VNA or DNMA, condition #4 above now reflects a self-imposed, more restrictive hard cap for annual games under the lights (exclusive of potential playoff games). This Proposal also includes Edgewood's continued commitment not to rent use of the lights to outside groups.

23117785.1

November 18, 2020

Dear Mike, Steve, and Margaret,

As we have indicated previously, achieving adequate noise mitigation of Edgewood's athletic field would be a necessary step in determining whether we can support any proposal to expand usage of the field beyond daylight hours. While factors such as frequency of any evening use will also be a major factor for neighbors, daytime noise levels have proved sufficiently disruptive as to render it pointless to discuss any expanded usage unless Edgewood can find a way to address the problem. Accordingly, we proposed the following in August:

- 1) Edgewood and neighbors align on a way to measure the sound of day games;
- 2) sound from day games is measured, in order to form a baseline to research noise mitigation;
- 3) based on how loud the games are, research is done to determine a mitigation mechanism (e.g. noise barrier);
- 4) Edgewood incorporates it into a noise mitigation approach as part of a proposal.

As you requested, we have determined levels of noise that would be acceptable to neighbors. We consulted multiple sources to ascertain reasonable targets for residential properties, and believe the amounts we landed on strike the correct balance for our neighborhood. If what we have laid out in this document is acceptable to you as well, we should continue to proceed through the four steps above.

We have borrowed some language from Madison General Ordinance 24.08, so that we can move ahead (or decide not to) together without ambiguity around what would need to be measured and how.

Noise Levels DMNA could support as part of an Edgewood Stadium proposal

All sounds generated in association with athletic field activity shall comply with the following standards.

The sound emitted from any source shall not exceed the following limits at any point within a residentially-zoned receiving zone outside the property line of the source of the noise.

Maximum Sound Level: 60 dB. This standard is based on an A-weighted sound level with fast meter response (125 ms time constant)

Notes:

1. "Any point" is not limited to points on the ground, and specifically includes any point from the surface up to the height of the tallest dwelling.
2. "All sounds" includes all sounds, whether their source is stationary or moveable, and includes mechanically generated noise (e.g. portable PA system, whistles, sirens, musical instruments, gunshots) and human-generated noises (e.g. yelling by participants, coaches, or spectators).
3. Except as defined above, sound measurements shall be collected using the methods described in MGO 24.08.

Rationale

The 60 dBA fast threshold is based on the following reasoning. First, a 60 dB limit was the median limit found in a large study of community noise ordinances in the United States.¹ The study states:

"Hundreds of noise regulations were read to determine the most common regulatory tools and techniques. These were determined to include decibel-based standards, plainly audible standards, nuisance standards, quiet zones and restrictions based on zoning, setbacks, time-of-day regulations, and bans (prohibitions).

Decibel-based restrictions appeared in 268 of the regulations or 55%.

...Most decibel noise ordinances specify a specific instantaneous maximum value. A weighting is used in 253 ordinances; C-weighting, in 14 ordinances; and specific octave band limits appear in 28 ordinances.

...Fast time response is specified in 71 ordinances and slow response is specified in 149 ordinances.

...The daytime A-weighted residential noise limits ranged from 50 dBA to 85 dBA ... The median value is 60 dBA, and the mode is 55 dBA.

...The nighttime A-weighted residential noise limits range from 40 dBA to 80 dBA ... The median and mode are both 50 dBA."

This U.S. information is supported by World Health Organization guidelines, which indicate that levels in excess of 60 dBA, fast can cause sleep disturbance with open windows.² Our target also seems reasonable given a paper reporting expert-witness testimony during a sports-noise related lawsuit:³

"Sound interference and distraction may occur with ambient sound levels between 60-70 dBA when speaker and listener are separated by 15-20 feet, as is very likely in the back yard of a residence."

...Continuous exposure to a varying and intermittent intrusive noise of 60-70 dBA, while not endangering health, can be annoying and cause stress.

¹ "Preliminary Results of an Analysis of 491 Community Noise Ordinances" by Leslie D. Blomberg. Published in the proceedings of Noise-Con 2016:

<https://nonoise.org/regulation/preliminary%20results.pdf>

² From "Guidelines for community noise" World Health Organization, Geneva, 1999. Summary and introduction: <https://www.who.int/docstore/peh/noise/Comnoise-1.pdf> Guideline Values:

<https://www.who.int/docstore/peh/noise/Comnoise-4.pdf>

³ "Community Annoyance with Sports Crowd Noise: A Case Study of the Facts in a Jury Decision", by Jack B. Evans, PE. Published in the Proceedings of Noise-Con 1990:

http://www.jeacoustics.com/library/Noise-Con_1990_Sports_Crowd_Noise.pdf

...crowd voice noise, with nearly instantaneous increase and decrease in volume, also has an almost startling effect unlike the gradual rise and fall in volume of intermittent environmental sources such as aircraft flyover or railroad traffic."

We also note that the city's Conditional Use standards for review require that a proposed development meet the following conditions:

- "1. The establishment, maintenance or operation of the conditional use will not be detrimental to or endanger the public health, safety, or general welfare.*
- 3. The uses, values and enjoyment of other property in the neighborhood for purposes already established will not be substantially impaired or diminished in any foreseeable manner.*
- 4. The establishment of the conditional use will not impede the normal and orderly development and improvement of the surrounding property for uses permitted in the district."*

It is clear that a noise level that prevents interference with communication and other enjoyment-impairing negative impacts is necessary.

The 60dBA limit therefore seems reasonable for us to agree upon, if you wish to attempt to mitigate field noise and gain neighborhood support for a conditional use proposal.