

McAuliffe, Daniel

From: Brian Munson
Sent: Monday, May 22, 2017 9:44 AM
To: McAuliffe, Daniel; Roll, Ricky; Grady, Brian
Cc: 'Dan Day ; 'Jeff Rosenberg ; Todd Wozniak
Subject: High Point Raymond Road NDP

Dan, Brian, and Rick,

As we discussed at last week's meeting, collectively we feel there are some serious challenges with the draft neighborhood plan as it relates specifically with the Marty property. For decades the Marty Family and Veridian have been discussing the development of the family farm and many of those discussions have included past and present City Parks and Engineering staff members. Both the Veridian Development Team and the Marty's have highlighted the following issues as serious items of concern for the property:

1. Street Grid/Grades Do Not Work With The Street Patterns As Proposed:

Currently there is 130 feet of grade from the low point to the high point of the Marty farm. The existing grades will require the grid to be aligned predominately east/west grid and will have to include some street sections with 8-10% grades. North/south connections may be limited to the top of the ridge and the arterials. Here are several of the critical issues:

- The north south connections to Raymond Road east of High Point Road most likely will not be feasible due to grades at the intersection and approaches.
- The north south mid-block street connection immediately west of High Point Road is not feasible due to grade
- The Raymond Road/Midtown Realignment should be aligned further north to make use of the existing swale in the hillside and bring the High Point/Raymond Road intersection closer to the existing alignment of High Point Road.

2. Open Space and park dedication are excessive and devalue the property:

The City's planned purchase of over 50 acres for the Elver Park expansion and regional storm water management facilities takes up almost 50% of the property. Dedicating the additional parklands in the parcel to the west will result in the City purchasing more land from the site or reducing the ability to expand Elver Park. Prior discussions with the Parks department indicated a preference to use the parkland dedication requirements generated by the Marty Property to reduce the amount of land needed to purchase for Elver Park and not as a secondary neighborhood park.

Specific Issues:

- The western area shown as park is at the low point for storm water west of the ridge line and will have to accommodate storm water management
- Storm water for the developed area east of High Point Road may have to be included west of Marty Road to accommodate infiltration requirements

3. Satellite Mixed Use is Inappropriate in this location:

The designation of the parcels east of the High Point Road and Raymond/Midtown intersection as mixed use is problematic as there is no market demand for mixed use at this location. This is due to the better positioned mixed use proposed for the Midtown/M intersection, challenge of creating un-anchored commercial uses on lower volume arterials, and current trends in retail uses. This commercial location is further challenged by the lack of on-street parking on Raymond/High Point and grades across the site which would result in functional building entrances facing away from the street to a parking location behind the building that would have to be a

floor level lower than the street. This configuration is both expensive to implement and does not create the kind of urban walkable fabric that makes neighborhood retail beneficial for the surrounding neighborhood. This area should be designated as multi-family housing which allows commercial in the future as optional but does **not require** it at time of platting.

Specific Issues:

- Market conditions do not support commercial uses at this location
- Designating this site as mixed use will be in direct competition with the Theis/Midtown Commons Neighborhood Center which will have the benefit of greater critical mass, potential anchor destinations, regional access, higher traffic levels, and greater exposure to the surrounding neighborhoods.
- The grades do not support street level mixed use due to cross grades, access, and parking locations.

4. Multi-Family is Too Dense:

The extent of multi-family shown for the site is not consistent with the City's goal of increasing housing diversity and avoiding multi-family clusters. A greater diversity of housing could be accommodated on the site while transitioning from the adjoining existing development and balancing the overall character of the neighborhood.

Specific Issues:

- Greater multi-family is requested north and east of Raymond Road/High Point Road
- Greater single family is requested west of High Point and south of Raymond Road

We recognize that this property is an integral parcel with many competing interests. We strongly feel the currently proposed changes to the Neighborhood Plan do not accomplish the balanced needs of the City nor the property owner and in specific cases actually devalues the property for development. We sincerely hope that this is an opportunity for the property owners, potential development team, and City to work on a solution that can result in a successful project and neighborhood plan implementation for the benefit of all parties less this property stays undeveloped for years to come.

Brian Munson
Principal

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Why should the City of Madison end its plans to extend the JEFFY TRAIL local street?

The Jeffy Trail extension proposed by the Planning Department would create a local street connection that:

- Replaces a significant portion of the **heavily used Jeffy Bike Path** connection to the Ice Age Junction Bike Path.
- Cuts through a **significantly sloped City-owned and designated conservancy woods** purchased from the Audubon Society that run adjacent to the Dane County Ice Age Trail greenbelt corridor.
- Creates an **unintended cut-through** until the High Point arterial is completed.
- According to planners is intended solely to serve an **almost fully developed local neighborhood** as a local street.
- Is **opposed by the neighborhood** because of its impact on the **highly valued and unique Jeffy Bike Path and conservancy woods**.

The extension doesn't make PLANNING sense for the City, FINANCIAL sense for the City, and is not supported BY THE NEIGHBORHOOD TO BE SERVED by the local street extension or the NEIGHBORHOOD'S ALDER – Ald. Barbara McKinney.

The extension doesn't make PLANNING sense.

Inconsistent with modern sustainable street network principles - Madison's current (and anticipated future) comprehensive plan is significantly influenced by "New Urbanism" principles which emphasize the importance of neighborhood connectivity when designing street networks. However, as illustrated by the Congress for New Urbanism seven principles for sustainable street networks, connectivity is not the sole priority in developing sustainable, community-enhancing street networks. The Jeffy Trail extension is not consistent with three key street network design principles of New Urbanism (<https://www.cnu.org/our-projects/street-networks/sustainable-street-network-principles>):

- Principle 4 – Integrate the Street Network with Natural Systems at All Scales
"A sustainable street network respects, protects and enhances the natural features and ecological systems of its urban environment....The sustainable street network responds to natural features, resources, and systems by adjusting street density and connectivity."
- Principle 5 – Respect the Existing Natural and Built Environment
"The scale and orientation of streets in the network celebrate the unique local and regional characteristics of the natural and built environment."
- Principle 6 – Emphasize Walking as the Fundamental Unit of the Street Network
"Our most valued urban places are principally designed for the use and enjoyment of people on foot. This requires a finely woven fabric of streets and blocks that offer direct, varied pedestrian routes made interesting through careful design."

Short term focused, not long term focused – The Planning Divisions plan calls for significant realignment to Raymond Road and High Point Road, as well as additional development to the north and east of the neighborhood that will provide multiple better and alternative connections for the neighborhood than the Jeffy Trail extension. Although fire response times are currently within established minimum standards, completion of the Raymond Road realignment will further reduce response times not only for the Jeffy Trail area but also for multiple other neighborhoods in the NDP.

Solves a traffic problem that doesn't exist – The Planning Division indicates that the traffic counts within the neighborhood are all so low that they fall below the measurement threshold of 1000 vehicles per day. The Planning Division has further concluded that **only 11% of trips** beginning or ending in the neighborhood would be diverted from existing connections to use the Jeffy Trail street extension. Planning staff "found no routing that resulted in or generators of "cut-through" traffic," but the neighborhood is highly skeptical.

Maintaining the existing termination of Jeffy Trail at the Bike Path is consistent with cul de sac ordinances – The street could terminate at Mill Creek Drive, and in its current configuration, the termination of Jeffy Trail is 109 feet from Mill Creek Drive and 576 feet from Flagstone Drive. The unique natural feature of the City conservancy land also triggers an exception to the cul-de-sac ordinance: "Cul-de-sacs shall not be used in any street layout, unless the topography or other unique physical feature of a development makes cul-de-sacs the only, or most logical, street layout."

The extension doesn't make FINANCIAL sense.

The City is projected to incur \$560,000 in additional capital budget expenses in addition to resident assessments – When the City of Madison has multiple capital needs, the City has an obligation to prioritize big and small capital projects to ensure those projects maximize benefits to the City. After balancing the very limited benefits of building the Jeffy Trail street extension against the harms that it would produce, the City of Madison should not use its limited capital budget funding to build the Jeffy Trail extension now or in the future. Cancelling proposed funding for the Jeffy Trail extension would free up funding for other more clearly beneficial capital expenditures.

The extension is not supported BY THE NEIGHBORHOOD TO BE SERVED or the Neighborhood's Alder – Ald. McKinney

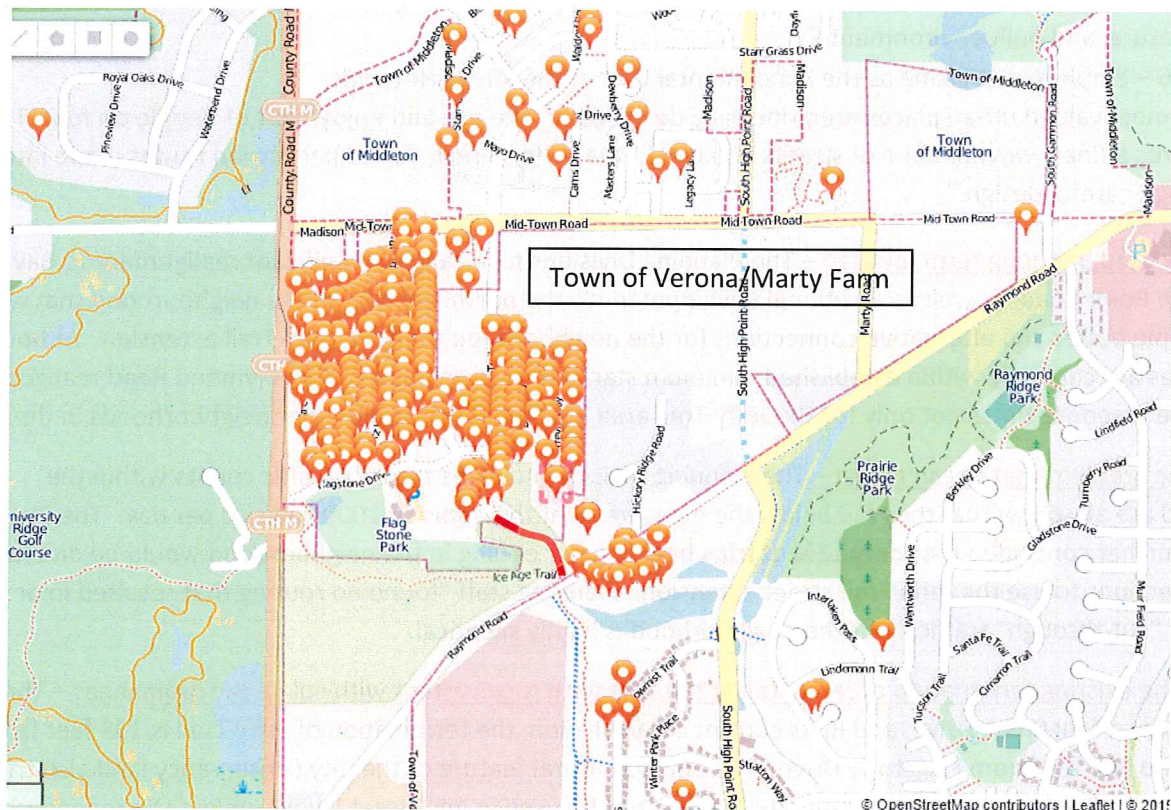
The neighborhood has embraced the Jeffy Bike Path and conservancy woods as a special asset of their neighborhood.

Over 420 individuals that live in the neighborhood or use the Jeffy Path for biking and walking signed a petition presented to the Madison Common Council in Fall 2015 expressing their opposition to the Jeffy Trail street extension. Their message: "When Madison has significant other priorities and fiscal challenges, Madison should not spend taxpayer dollars on a project "for the neighborhood" that is opposed "by the neighborhood" and services no critical need."

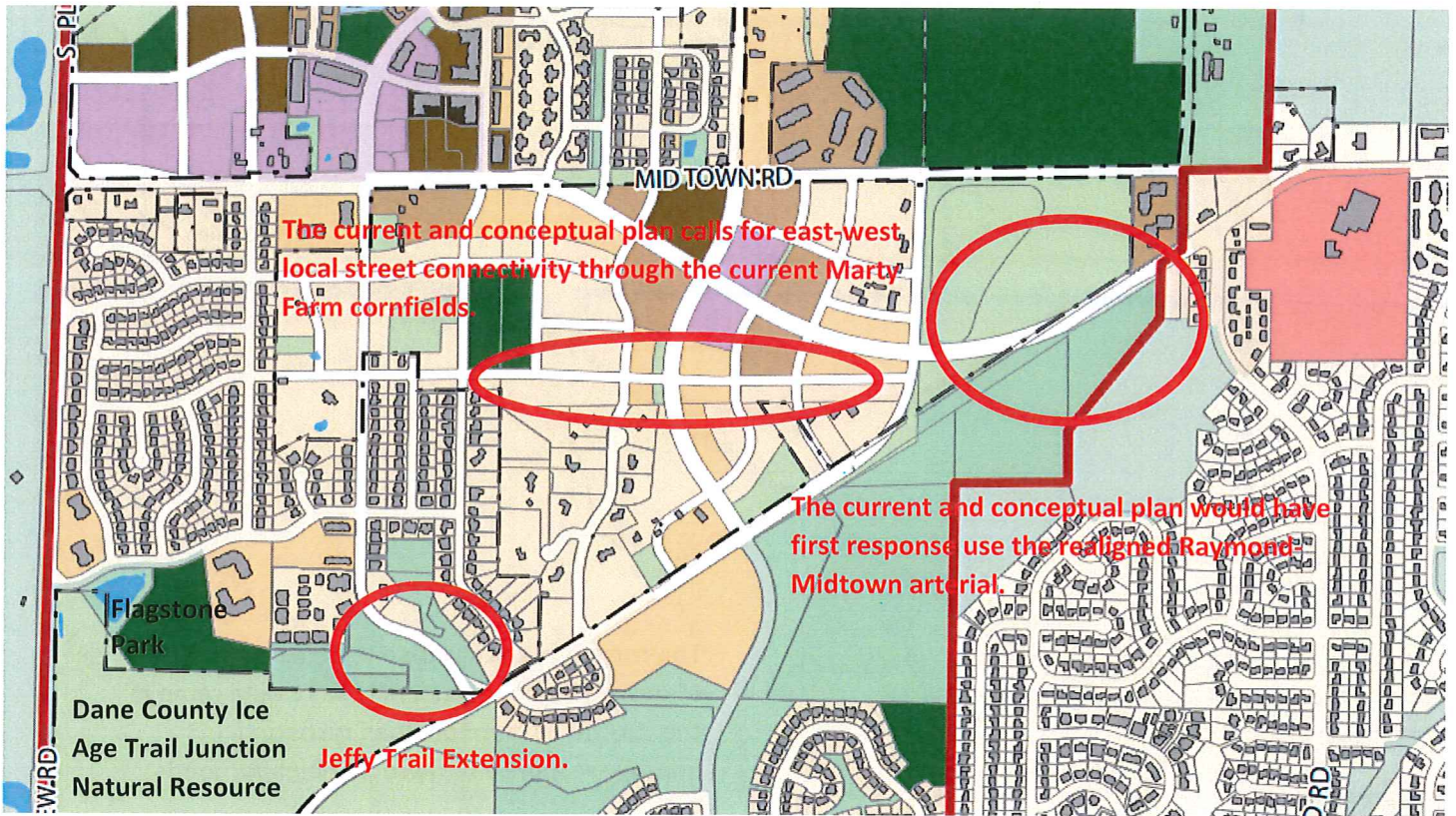
One bicyclist using the Jeffy Bike Path that lives north of the neighborhood shared this thought that sums up the neighborhood's perspective, "Building the street makes no sense. This is a beautiful area with a great bike path. I live in a complex that is about 75% Epic employees and amenities like the bike path and conservancy are why we live in Madison."

As Chief Engineer Bob Phillips told the Board of Estimates on September 28, 2015, "The fact is at this time it looks very nice down there. It is a green space and somewhat wooded. People are using this space as a park and that isn't going to change as long as a road isn't there."

Petition Signatures Opposing the Jeffy Trail Street Extension By Address

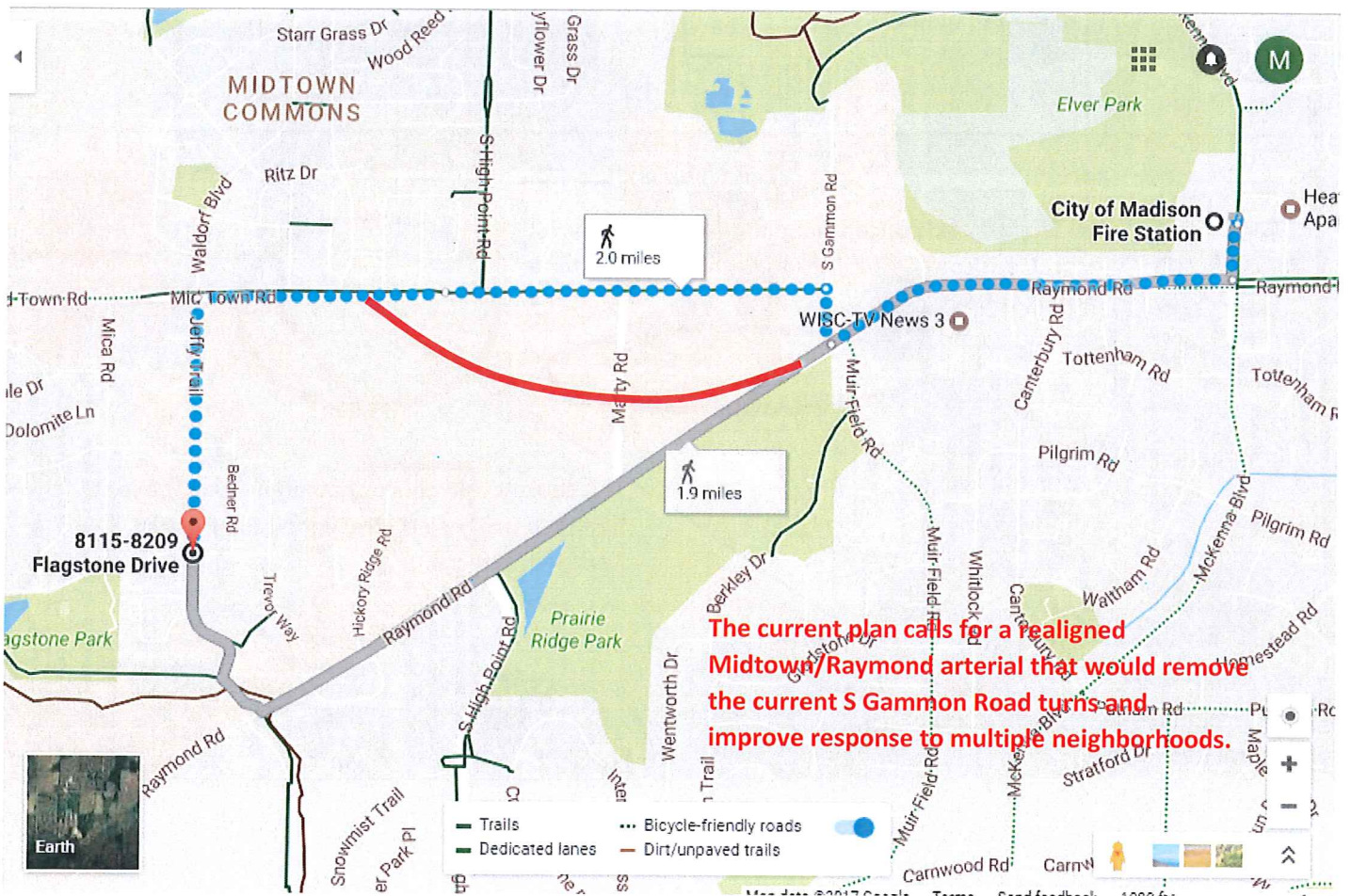


The Conceptual Neighborhood Development Plan



End of Jeffy Trail and beginning of Jeffy Bike Path. Extension of Jeff Trail would be constructed over the Jeffy Bike Path for much of its length. Conservancy lands are to the right and ahead.

Distances from Fire Station #7 to corner of Jeffy Trail and Flagstone Drive



Because the City of Madison has now achieved status as a “Class 1” Fire Protection Community by the Insurance Service Organization’s (ISO) Public Protection Classification program, all properties within **5 miles** of a fire station should now be eligible for reduced casualty premiums effective December 1, 2016. Properties within the Neighborhood Development Plan are well within that 5 mile travel distance.



The Jeffy Trail local street extension would exit this treeline 30 feet to the right of Badger Mill Creek and intersect Raymond Road. The Ice Age Trail National Scenic Trail also exits the woods at that location.

<http://usrwa.org/wp-content/uploads/USRW-Map.pdf>



The **Congress for the New Urbanism** recognizes that cities—within the context of their surrounding regions—are the social, cultural, and economic foundation of human civilization. We assert that the street network provides the setting for commerce and social interaction, and that construction, operation, and maintenance of the street network is primarily to serve people and society.

We assert that current transportation engineering addresses only limited individual components of the region's street network. This results in a fragmented and inefficient system that fails to adequately engage the social, environmental, and economic aspirations of communities.

We advocate a return to the historic understanding of the street network as a fundamental framework for safe, livable communities, where the human scale of the individual and the act of walking represent the basic unit of design.

We dedicate ourselves to re-establishing the relationship between the street network and natural systems. **Instead of degrading the environment and depleting natural resources, street networks must support and sustain the ecology of place.**

We believe that our scarce economic resources should focus on opportunities rather than problems, and that funding for the street network must respond to rational economic factors.

We propose the following principles to guide public policy, development practice, transportation planning and engineering, and urban design.

Principle 1 CREATE A STREET NETWORK THAT SUPPORTS COMMUNITIES AND PLACES

Principle 2 CREATE A STREET NETWORK THAT ATTRACTS AND SUSTAINS ECONOMIC ACTIVITY

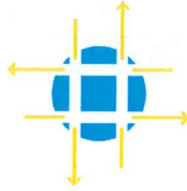
Principle 3 MAXIMIZE TRANSPORTATION CHOICE

Principle 4 INTEGRATE THE STREET NETWORK WITH NATURAL SYSTEMS AT ALL SCALES

Principle 5 RESPECT THE EXISTING NATURAL AND BUILD ENVIRONMENT

Principle 6 EMPHASIZE WALKING AS THE FUNDAMENTAL UNIT OF THE STREET NETWORK

Principle 7 CREATE HARMONY WITH OTHER TRANSPORTATION NETWORKS



Principle 1

CREATE A STREET NETWORK THAT SUPPORTS COMMUNITIES AND PLACES

Street networks fulfill a basic need in human society. They connect people to each other and to destinations. Street networks are not just about transportation and infrastructure, but also about the movement of people, goods, ideas, and wealth. They foster economic activity and provide public space for human interaction. Street networks form an effective, flexible framework for building a community, in every sense of the word.



Principle 2

CREATE A STREET NETWORK THAT ATTRACTS AND SUSTAINS ECONOMIC ACTIVITY

Street networks provide a template for a rich combination of housing, shopping, and transportation choices. They support a robust mix of culture and commerce. Sustainable street networks are magnets for business, light industry, jobs, and economic opportunities.



Principle 3

MAXIMIZE TRANSPORTATION CHOICE

All people should be able to travel within their community in a safe, dignified and efficient manner. A sustainable street network makes that possible and ensures a choice of transportation modes and routes. People can walk, bicycle, take transit, or use a vehicle. Each mode is integrated, as appropriate, within each street. A sustainable street network gets you to your destination, and back.



Principle 4

INTEGRATE THE STREET NETWORK WITH NATURAL SYSTEMS AT ALL SCALES

A sustainable street network respects, protects and enhances the natural features and ecological systems of its urban environment. The result? A balanced and symbiotic community. It integrates stormwater treatment into street design and incorporates stormwater flow and wildlife habitat zones into the street network. The sustainable street network responds to natural features, resources, and systems by adjusting street density and connectivity. The sustainable street network considers the broad spectrum of relationships to natural systems, including those that are site specific, regional, and global.



Principle 5

RESPECT THE EXISTING NATURAL AND BUILT ENVIRONMENT

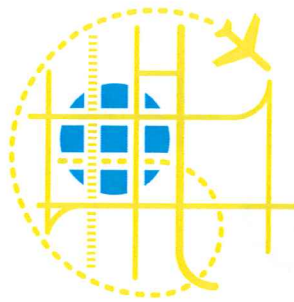
The scale and orientation of streets in the network celebrate the unique local and regional characteristics of the natural and built environment. These include architectural features, climate, geography, topography, and history.



Principle 6

EMPHASIZE WALKING AS THE FUNDAMENTAL UNIT OF THE STREET NETWORK

Our most valued urban places are principally designed for the use and enjoyment of people on foot. This requires a finely woven fabric of streets and blocks that offer direct, varied pedestrian routes made interesting through careful design.



Principle 7

CREATE HARMONY WITH OTHER TRANSPORTATION NETWORKS

The street network is a foundation for the design and evolution of other transportation systems, including highways, rail, freight and air travel. A sustainable street network integrates these systems. It provides flexible mobility, easy and legible movement between modes, and helps turn transit meeting points into attractive and valuable civic places.

For the full text, download the [Sustainable Street Network Principles Booklet](#).

<https://www.cnu.org/our-projects/street-networks/sustainable-street-network-principles>

Goals, Objectives, and Policies in Madison's Comprehensive Plan Relevant to Jeffy Trail

When the Planning Department met with the Neighborhood on May 9, 2017 to explain its inclusion of the Jeffy Trail street extension, it focused on only Objective 32 in its presentation:

Objective 32: Develop and extend a system of local residential streets that are highly interconnected, relatively narrow, and designed to meet the needs of pedestrians, bicyclists, motorists, public transit, and vehicles associated with periodic service providers.

However, the presentation overlooked several other Goals, Objectives and Policies in the Comprehensive Plan that should also be guiding Planning's decision making regarding the Jeffy Trail street extension.

Goal: Energize and empower City residents by providing meaningful opportunities for participation in decisions that affect their neighborhoods and the City as a whole.

Objective 24: Continue to promote and strengthen Madison's tradition of active neighborhood associations and organizations.

Policy 2: Foster neighborhood involvement in all development decisions that will impact the neighborhood.

Objective 30: Serve Madison's neighborhoods with a balanced system of neighborhood parks and open spaces.

Policy 5: Create safe, attractive pedestrian and bicycle linkages between neighborhood, area and community parks and recreational facilities to provide good accessibility to activities not available locally within the neighborhood.

Objective 31: Foster the creation of engaging and visually attractive neighborhoods, each with a distinctive sense of place.

Policy 2: When designing new neighborhoods, seek opportunities to establish and preserve defining views and visual references that contribute to neighborhood identity and character.

Objective 32: Develop and extend a system of local residential streets that are highly interconnected, relatively narrow, and designed to meet the needs of pedestrians, bicyclists, motorists, public transit, and vehicles associated with periodic service providers.

Policy 2: Neighborhood street **networks** should be designed to discourage cut-through non-local traffic and excessive travel speeds.

Objective 48: Implement planning, urban design and architectural design standards that foster creation of a unique sense of place for the City as a whole, and within its individual neighborhoods, districts and gathering places.

Policy 1: The design of neighborhoods and districts should create memorable places for people and be designed at a human-scale to create a strong sense of place and community.

Objective 56: Ensure that views and vistas of significant value, such as views of the lakes, open space or the Capitol, are treated sensitively by new structures or potential visual obstructions.

Policy 1: Require the design of subdivision plats to protect and enhance outstanding views of natural resource features.

Objective 57: Preserve natural areas with outstanding ecological and aesthetic qualities.

Policy 1: Adopt and enforce zoning code, land division ordinance and other regulations that protect from development environmental corridors and the natural resource features of which they are comprised, such as lakeshores, hilltops, and significant wooded areas, for example.

Policy 2: Incorporate natural and environmentally sensitive areas into the design of parks, open space corridors and recreation facilities.

Objective 58: Establish an interconnected system of parks, greenways and other types of open space that contributes to the unique sense of place and natural beauty of the City. Policy 1:

Design neighborhoods and districts so that parks and natural features function as an interconnected **system of community focal points.**

Objective 67: Ensure that land use decisions and the resulting land use patterns, densities and intensities along major transportation corridors will support travel by pedestrians, bicyclists, motorists and transit users.

Policy 1: Prepare and adopt detailed neighborhood development plans or special area plans for new or expanded major roadway corridors prior to approving development in those areas.

Policy 2: Create strong pedestrian and bicycle linkages between major activity areas and existing and future transit facilities.

Goal: Madison will grow and develop in a sustainable way that will **protect the high quality natural environment**, promote energy efficiency and **conservation of natural resources**, and create a built environment that is adaptable to future changes in conditions.

Does Madison need another street?

City officials should not be pushing a road that neighbors don't want

BY MICHAEL CUMMINS

MAY 11, 2017



Neighbors have fallen in love with Jeffy Path and the surrounding green space and do not want to see the path replaced by a road.

At a 2014 conference of the Placemaking Leadership Council, Madison Mayor Paul Soglin delivered an inspired appeal to people power. He encouraged neighborhoods to take the lead in developing their public spaces, asking, “[D]o you want my vision, or do you want a process that allows you to become a part of your own solutions?”

Residents of one far-southwest-side neighborhood have come to find such talk of self-determination exasperating. Their ongoing struggle to preserve a cherished public space suggests that, when it comes down to it, the city will push its own vision, and push it hard.



Proposed extension of Jeffy Trail to Raymond Road.

At issue is the “Jeffy Trail Extension,” a proposed road construction project. In 2012, the city purchased about 10 acres of land in the **High Point-Raymond** neighborhood, between Raymond Road, a more-or-less east/west street, and the southern endpoint of Jeffy Trail, a north/south street that runs through the Hawks Creek subdivision.

Soon thereafter, the city constructed an “**interim multi-purpose path**” through the land, connecting the Jeffy Trail dead-end to the **Ice Age Junction Path**, which leads out to Raymond Road.

The neighbors immediately **fell in love** with the path. The city, on the other hand, immediately announced a **half-million dollar plan** to destroy it, and extend Jeffy Trail, the street, southward to Raymond.

The neighbors have managed to keep the project in abeyance, thus preserving **Jeffy Path**, for several years now.

The neighbors, I should note, are not a selective group of super-activist residents. In and around Hawks Creek, opposition to the extension is overwhelming, if not unanimous. On its website, the **Madison West Neighborhood Association** has posted a **map** on which all the signatories of a **2015 anti-extension petition** are plotted. Hawks Creek and its neighboring subdivision, Stone Crest Estates, are virtually invisible under a sea of plot pins. **Barbara Harrington-McKinney, the city alderperson for the area, told** the *Cap Times* that when she initially ran for her seat, “Jeffy [Path] was absolutely the first thing I encountered ... What I’ve heard the residents say over and over again is that they value that property.”

Yet, as far as the city is concerned, the extension project is very much alive. Staff is **urging** the **Plan Commission** to keep it in the **High Point-Raymond Neighborhood Development Plan** when the panel updates the document this summer. Commission member **Brad Cantrell** even noted at a meeting that he **recognizes** the city’s desire to act quickly in the growing area “so there’s not a huge

population to oppose [the extension] in the future.” And a recent entry on the city’s **engineering project page** states that “Jeffy Trail construction funds have been shifted to 2019.”

Why does the city persist? There might be an element of bureaucratic stubbornness at work but, mostly, city officials are just convinced they’re in the right.

Though authoritative estimates have varied widely, from **a few seconds** to a minute-and-a-half, no one doubts that an additional vehicle entrance would improve emergency response times in the area. Bill Sullivan, Madison’s Fire Protection Engineer, **supports** the extension.

Thing is, almost *any* new road, anywhere, will improve emergency response times. And emergency officials like Sullivan are — as we want them to be — hyper-focused on response.

To Jeffy-area residents, emergency response is just one of myriad factors that feeds into overall quality of neighborhood life. Consider that city staff has **preliminarily estimated** that the extension will have a traffic count impact of “less than 1,000 vehicles per day.” The neighbors, understandably, read that as “up to 999 vehicles per day,” a level that could have major implications for safety, noise, and general disruption. And it’s the neighbors, not city officials, who stand to lose their prized path and the green space that surrounds it.

David Handowski, vice president of the **Madison West Neighborhood Association**, emphasizes that the neighbors have carefully weighed all the pros and cons involved. “We put a lot of thought into this. People should be able to select what is most valuable to them.” In stating his case, Handowski sounds remarkably like the mayor.

Handowski urged me to come see the path for myself, as a sort of research trip for this column. But my personal assessment of the path’s value is, ultimately, irrelevant. No one — not me, not city experts — can understand the neighborhood’s needs better than the neighbors themselves.

I would, though, be happy to suggest some better uses for that half-million dollars, if anyone cares to ask.

Michael Cummins is a Madison-based business analyst.