



Department of Planning & Community & Economic Development

## Planning Division

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**TO:** Plan Commission

**FROM:** Linda Horvath, Urban Planner

**DATE:** December 7, 2015

**SUBJECT:** ID [39906](#) – Adopting the *Emerson East-Eken Park-Yahara Neighborhood Plan* as a Supplement to the *City of Madison Comprehensive Plan*.

### Background

The Common Council authorized the preparation of a mid-range neighborhood plan and establishment of an ad hoc Steering Committee to guide the planning process (ID 30587 and ID 29188).

**Study Area Boundaries:** The study area is bounded by Aberg Avenue to the north, East Washington Avenue to the east, the Yahara River to the south, and Sherman Avenue to the west.

**Requested Action:** Adopt the Emerson East-Eken Park-Yahara (EEEEPY) Neighborhood Plan as a supplement to the City of Madison Comprehensive Plan.

**Plan Summary:** The Final Draft EEEEEPY Neighborhood Plan is a mid-range (10-15 year) plan that identifies neighborhood issues and proposes recommendations for a study area that encompasses portions of Census Tracts 18.04, 21, and 102 and the jurisdictions of the City of Madison and Town of Madison (Map 1). Because 51 percent or more of the residents in this area are below the Dane County median income, the planning process was selected to receive resources through the City's Community Development Block Grant Office.

Plan recommendations are organized into chapters that are consistent with the Comprehensive Plan: 1) Land Use, Housing and Urban Design; 2) Local Economic Development and Employment Opportunities; 3) Transportation Safety and Efficiency; 4) Parks, Recreation and Open Space; 5) Community Health and Wellness; and 6) Adoption and Implementation. Plan recommendations are consistent with the City's Comprehensive Plan and Zoning Code.

**Land Use, Housing and Urban Design Recommendation Overview:** Map 3, Focus Areas (page 15, Final Draft EEEEEPY Plan) shows the nine areas identified by the Steering Committee as likely to redevelop over the next 10 to 15 years due in part to potential for land use change, underutilized land, access to and visibility from major thoroughfares, and redevelopment interest from some property owners. Based on additional property research and analysis, interviews with property owners, adjoining municipality input, public input and other city agency input, staff worked with the Steering Committee to draft land use goals, concepts, design elements, and recommendations.

Land use and urban design recommendations (pages 16 to 43, Final Draft EEPY Plan) focus on enhancing neighborhood identity, improving local business success and contributing to a more environmentally friendly community. This includes encouraging mixed-use, multi-story buildings with retail/commercial first levels and residential above, architectural design, landscape design and public art that embodies the character of neighborhoods, and high quality materials and environmentally-sound building practices.<sup>1</sup>

Housing recommendations include broadening the variety of housing types, preserving single-family housing character, preserving existing housing affordability and providing affordable housing units in redevelopment areas, and exploring options to encourage quality management and improve screening processes.

### Planning Process and Public Participation

The 7-member Mayoral appointed Emerson East-Eken Park-Yahara Steering Committee (EEPY SC) led the planning process with guidance from the Planning Division. The Steering Committee held 20 publicly noticed meetings from January 2014 through July 2015 to develop the draft plan. The Steering Committee and City staff also conducted interviews and focus groups where they heard from at least 50 different stakeholders, and two Public Open House meetings to solicit input were held. There were also planning process announcements, invitations to apply for the EEPY SC, and Public Open House announcements posted on area listservs, in neighborhood association publications and webpages, apartment buildings, centers of worship, area newspapers, libraries, local businesses, community centers and through other venues.

### Related Reviews and Actions

The Emerson East-Eken Park-Yahara Neighborhood Plan was referred to nine City Boards/Commissions/Committees. Table 1 below summarizes actions taken by each referral body.

**Table 1: Recommendations from Referral Bodies**

Governmental Body	Final Action (2015)	Action Summary
Common Council	September 1	<i>INTRODUCTION ONLY</i>
Board of Estimates	September 28	APPROVED UNANIMOUSLY
Community Development Block Grant Committee	October 1	APPROVED UNANIMOUSLY
Urban Design Commission	October 7	APPROVED UNANIMOUSLY
Board of Public Works	October 7	APPROVED UNANIMOUSLY
Transit and Parking Commission	October 14	APPROVED UNANIMOUSLY
Board of Parks Commissioners	October 14	APPROVED UNANIMOUSLY
Ped/Bike/Motor Vehicle Commission	November 24	APPROVED UNANIMOUSLY
Community Services Committee	October 28	APPROVED UNANIMOUSLY
Plan Commission	December 7	TBA

<sup>1</sup> The final draft plan includes recommendations for Focus Area Five, an area bounded by Sherman Avenue/Fordem Avenue/McGuire Street. A mixed-use residential/commercial building, McKenzie Place is now being constructed on three of the five properties within this boundary. Planning for McKenzie Place was undertaken in a process separate from the EEPY planning process. In the final months of EEPY draft plan development, the McKenzie Place design group came forward to inform the public and the EEPY Steering Committee of its redevelopment plans.

**Public Comment Letter to Plan Commission**

On November 9, 2015, the Burrows Park/Great Lakes area of the Sherman Neighborhood submitted a letter of comments regarding the Final Draft EEPY Plan. After carefully reviewing this letter, Planning Division staff provided initial feedback to the group. The neighborhood group subsequently submitted a substitute letter of comments dated December 7, 2015. Planning Division staff makes the following recommendations to the Plan Commission regarding the neighborhood’s letter.

**Table 2: Sherman Neighborhood Comment Letter December 7, 2015 and Staff Response**

Cmt.	Plan Pg.	Neighborhood Comments	Planning Division Recommendation
1	Pg. 5	<p><u>The Great Lakes/Burrows Park Area is predominantly single-family homes along with a handful of small apartment buildings and multi-family homes.</u></p>	<p><b>SUPPORT IN PART:</b> Add text to pg. 5 with the following underlined change: <u>The Great Lakes/Burrows Park Area of the Sherman Neighborhood is ...</u></p>
2	Pg. 7	<p><u>- The Great Lakes/Burrows Park Area, referred to in this document as the Sherman/Fordem Gateway, is a charming, primarily residential neighborhood for those looking for a quiet, safe and affordable home minutes by bike, car, or bus to downtown. Located on the east shore of Lake Mendota, the Great Lakes/Burrows Park Area sits at the heart of the City of Madison, Town of Madison, and Village of Maple Bluff. Across and beyond these artificial boundaries, residents have built a strong sense of community, one with its own unique character. What ties the various spaces and elements of the neighborhood together is the residents’ relationship to and enjoyment of Burrows Park.</u></p> <p><u>Homes in the Great Lakes/Burrows Park Area were built as far back as 1892, with many constructed in the 1920’s, 1930’s, and 1940’s. Owners have regularly invested in their homes over the decades, and properties are well maintained. The neighborhood is active yet peaceful, very safe, and the beautiful natural setting is much valued by residents of all three municipalities. Neighbors know each other by sight, if not by name.</u></p> <p><u>Commercial development is clustered along North Sherman Avenue and Fordem Avenue and includes several non-profits providing community services, a few small businesses, and the family-owned Webcrafters. There is a retail plaza just a few blocks away (N Sherman Ave at Commercial Avenue) and there are four restaurants within a ten-minute walk.</u></p>	<p><b>SUPPORT IN PART:</b> Add text to pg. 7. that reflects this description of the neighborhood area, but that is consistent in length with descriptions of the other neighborhood areas of the plan.</p>
3	Pg.	<p><u>The Emerson East, Eken Park, and the Great</u></p>	<p><b>SUPPORT:</b> Add underlined text to pg. 12.</p>

	12	<p><u>Lakes/Burrows Park Area</u> include mostly single-family homes, with small pockets of apartment buildings and multi-family homes. Washington Manor Park, McCormick Park, McCormick Community Garden, Eken Park and the Starkweather Creek are in the Eken Park Neighborhood; and Graaskamp Park, Burr Jones Park, the Yahara River Parkway and Demetral Park are in the Emerson East Neighborhood. <u>Burrows Park is in the Great Lakes/Burrows Park Area.</u></p>	
4		<p><b>Neighborhood letter comment to delete plan text on pages 30 and 31 and replace with the text shown below in items 4a through 4n.</b></p>	<p><b>SUPPORT IN PART:</b> Each item has been addressed below with Planning Division recommendations.</p>
4a	Pg. 30	<p>Focus Area Five: <u>GREAT LAKES/BURROWS PARK AREA (Sherman/Fordem Gateway)</u> and Neighborhood Mixed-Use Node</p>	<p><b>SUPPORT IN PART:</b> Recommend: <u>Sherman Neighborhood Gateway and Neighborhood Mixed-Use Node.</u> This is a mixed-use node and gateway to the larger Sherman Neighborhood, not just a portion of it – no other Focus Area names in this plan identify a portion of a larger neighborhood.</p>
4b	Pg. 30	<p><u>Burrows Park was bequeathed to the Madison Park and Pleasure Association in 1909 by George B. Burrows. Until 1913, an on-site nursery housed trees and shrubs used in park programs. George Burrows clearly stated in this gift to the City that “upon the express condition that they shall forever keep and maintain the same as a public park to be always called and known as the Burrows Park.” As a primarily residential area and based on the fact that this Park is the focal point of the neighborhood, any development should keep this paramount in any design.</u></p>	<p><b>DO NOT SUPPORT:</b> Park description in plan is consistent with descriptions of other parks in the planning area.</p>
4c	Pg. 30	<p><u>The Neighborhood Mixed-Use Node in the Sherman/Fordem Gateway consists of the area bounded by Sherman, Fordem, and McGuire. This Mixed-Use Node includes seven properties with Burrows Park located along the west side and Webcrafters along the east side. These properties are designated as low density residential and as Neighborhood Mixed-Use in the City’s Comprehensive Plan and Zoning. This area is readily accessible to downtown on major thoroughfares, Metro Transit, and bike facilities. There are some contamination concerns due to former industrial uses on at least one of the properties.</u></p>	<p><b>DO NOT SUPPORT:</b> Staff feels that existing text adequately describes this area.</p>
4d	Pg. 30	<p><u>In addition to following these concepts, developers and property owners are required to follow the planning and design principles recommended for all focus areas on page 16, and to establish visual and</u></p>	<p><b>DO NOT SUPPORT:</b> The plan recommends facilitating better connectivity to the lake for pedestrians with environmentally friendly walkways, not paved, impervious walkways.</p>

		<u>physical connection to the park, lake and Fordem Avenue with environmentally friendly walkways to the park (but not in the park) and building orientation.</u>	
4e	Pg. 30	<p><u>Redevelopment Recommendations</u></p> <p><u>Examples of building and design elements that could be incorporated in Focus Area Five redevelopment are described below.</u></p> <p><u>Multiple buildings would allow the design to be tailored depending upon whether the building is facing Fordem (could be more urban) or facing the park (could be more natural and traditional). With a three-story maximum, these buildings would provide for a mix of retail on the first floor and ownership and/or rental on the second and third floors. This would promote the recommendation of encouraging mixed-use, multi –story buildings with the retail/commercial first level and residential above and utilizing architectural and landscape design elements that embody the character of the neighborhood. There should be open space between these buildings to provide for views and access to the park for residents using Fordem and Sherman. It is important to preserve the natural beauty of the lake and park making it accessible to all and encouraging the use of the park. Additional walkways would not be appropriate inside the park.</u></p>	<p><b>SUPPORT IN PART:</b> The Steering Committee chose to recommend the Focus Area Five concept shown in plan view on page 32 and in 3D on page 33. The concept does include views through the two proposed buildings to the park, and a view from the north end to the park as referenced in the neighborhood’s comments to the right.</p> <p>Add the following portion of the neighborhood’s recommended text with the following strikeouts above the last paragraph on pg. 30 of the plan:</p> <p><u>There should be open space between these buildings to provide for views and access to the park for residents using</u> from Fordem and Sherman Avenues. It is important to preserve the natural beauty of the lake and park making it accessible to all and encouraging <del>the</del> use of the park.</p>
4f	Pg. 31	<u>It is important to keep the existing restrictions regarding parking on Sherman Ave and Warner Drive. Sherman is too narrow to allow parking during commuting times. Commercial or multi-family residential development should include a realistic number of parking stalls and not rely on increasing the number of on-street parking spots. In addition, to help slow down the traffic on Warner Drive, there could be the consideration of adding speed bumps and/or making it one-way.</u>	<b>DO NOT SUPPORT:</b> The Focus Area Five concepts meet Zoning Code requirements for parking. Further, any redevelopment proposal must go through the regular City review and approval process where parking requirements are addressed.
4g	Pg. 30	<u>One to 3 bedroom apartments (not studio apartments) would encourage long-term residents which would provide for stability in the neighborhood. Any development should help ensure the preservation of existing single-family and owner-occupied areas to promote housing and neighborhood stability and maintenance of this housing.</u>	<b>DO NOT SUPPORT:</b> Staff believe studio apartments do not negatively affect neighborhood stability.

4h	Pg. 30	<u>Examples of concepts that would work well are the new townhouses that have been added to E. Johnson which embody the character of E. Johnson Street where there is a mix of older homes, townhouses and business. Two other examples that fit the character of this neighborhood are the Center for Families on Fordem Avenue and Sherman Glen on North Sherman.</u>	<b>DO NOT SUPPORT</b>
4i	Pg. 30	<u>It is important that any new development be set back from the sidewalk allowing for trees, grass, and snow removal.</u>	<b>DO NOT SUPPORT:</b> This sort of detail will be covered during review of any proposed development and setbacks will be determined by the Zoning Code.
4j	Pg. 30	<u>Examples of retail and office space use could include smaller retail such as a coffee shop or small office for a lawyer or architect.</u>	<b>SUPPORT:</b> Recommend adding this language to pg. 30 underneath the Site 2 description.
4k	Pg. 30	<u>There is a 0.62 acre parcel which includes 63 parking stalls for Webcrafters currently in the Mixed Use Node. This might become available for future change and use.</u>	<b>SUPPORT IN PART:</b> Recommend the following underlined text be added on pg. 30 as follows: Site 2 is approximately 0.62 acres and includes 63 parking stalls for Webcrafters. <u>This site may become available in the future for redevelopment.</u> <u>Until this time</u> , the parking lot concept could change, including the addition of parking stalls at the time of an actual redevelopment proposal for Site 1.
4l	Pg. 32	Figure 4b. Focus Area Five Conceptual Site Plan  [DELETE THIS SCHEMATIC DESIGN BECAUSE THE HEIGHT AND SIZE EXCEEDS THE KIND OF CONSTRUCTION WE WOULD RECOMMEND. THIS DESIGN WOULD DESTROY THE AMBIANCE OF BURROWS PARK AND SURROUNDING NEIGHBORHOODS.]	<b>DO NOT SUPPORT:</b> The Steering Committee carefully considered this area in developing the draft plan language. Staff support the Steering Committee’s recommendation.
4m	Pg. 33	Figure 4d. Focus Area Five 3-D Schematic Design - [AGAIN, DELETE THIS SCHEMATIC DESIGN BECAUSE THE HEIGHT AND SIZE EXCEEDS THE KIND OF CONSTRUCTION WE WOULD RECOMMEND. THIS DESIGN WOULD DESTROY THE AMBIANCE OF BURROWS PARK AND SURROUNDING NEIGHBORHOODS. WE DO NOT WANT WARNER DRIVE OR SHERMAN AVENUE CLOSED OFF.]	<b>DO NOT SUPPORT:</b> The Steering Committee carefully considered this area in developing the draft plan language. Staff support the Steering Committee’s recommendation.
4n	Pg. 34	EXAMPLES OF DESIRED BUILDING AND SITE DESIGN ELEMENTS FOR FOCUS AREA FIVE Request to include images of E. Johnson Street Townhomes and Center for Families	<b>DO NOT SUPPORT:</b> The Steering Committee carefully considered this area in developing the draft plan language. Staff support the Steering Committee’s recommendation.
5	Pg. 44	Table 4: Land Use, Housing and Urban Design (pg. 44)  14. <u>Focus Area Five: Sherman/Fordem Gateway and</u>	<b>SUPPORT:</b> Include underlined text to pg. 44.

		<p><u>Neighborhood Mixed-Use Node</u></p> <p>At such time that the property owners decide to make changes to Area Five, encourage consideration of the <u>Conceptual Plans, as discussed under Focus Area Five</u>.</p> <p>Recommendations include parcel aggregation, road reconfiguration to improve safety, new multi-story mixed-use buildings with green building features, site design principles that conserve energy, reduce water use, limit stormwater runoff, and generally minimize adverse environmental impacts, affordable housing units, underground parking, additional landscaping, enhancements and improvements to brand the neighborhood and business corridor, pedestrian and bike safety and efficiency enhancements, views into Burrows Park <u>from Fordem Avenue</u> and direct connections to it, and other features.</p>	
6	Pg. 47	<ul style="list-style-type: none"> <li>• <u>Fordem/Sherman/North Sherman Avenues</u> <ul style="list-style-type: none"> <li>○ <u>Traffic safety is a problem at the intersection of Fordem/Sherman/North Sherman Avenues for pedestrians, cyclists, and motorists.</u></li> </ul> </li> </ul>	<b>SUPPORT:</b> Add underlined text to pg. 47 of plan as the second bulleted Transportation Issue but changing the word ‘cyclists’ to ‘bicyclists’ to remain consistent with remainder of plan text.
7	Pg. 51	<p>Table 6:</p> <p>18. Evaluate traffic issues and develop targeted police enforcement and neighborhood speed board efforts; start with Hoard Street, Johnson St., <u>and Fordem/North Sherman</u> where speeding is observed frequently.</p>	<b>SUPPORT:</b> Add underlined text to Table 6, pg. 51.
8	Pg. 51	<p><del>21. Establish public grid street pattern through 1601 and 1611 N. Sherman Ave. properties if/when property owner redevelops; connect with streets extending through surrounding properties if/when they redevelop. [THIS ADDRESS ON N SHERMAN IS NOT WITHIN EEPY PLAN BOUNDARIES, IS THIS A TYPO??]</del></p>	<b>SUPPORT IN PART:</b> Retain recommendation but change N. Sherman Ave. to Sherman Ave. in Table 6, pg. 51.
9	Pg. 51	<p>22. Over the long-term, as properties redevelop, consider creating additional east-west road and pedestrian/bike connections (<i>Map 4, following page</i>).</p> <ul style="list-style-type: none"> <li>▪ Connect N. 6<sup>th</sup> St. across Pennsylvania Ave., through industrial properties, rail yard, and lakes street residential area, and connect to Lakewood Blvd. [CUTTING NEW ROADS OR STREETS THROUGH THE SMALL, VULNERABLE RESIDENTIAL AREA CONSTITUTING THE GREAT LAKES/BURROWS PARK AREA WOULD</li> </ul>	<p><b>SUPPORT IN PART:</b> Map 4 shows long-term conceptual street connections with the exact location to be determined. Text could reflect the important connections on each end of a proposed street. Road locations would be determined over the long-term, if and when properties redevelop.</p> <p>Recommend amending Map 4, pg. 52 to align an extended 6<sup>th</sup> St. with existing east-west street in lakes area, Michigan Ct. or Northfield Plc. for</p>

		DESTROY A VITAL RESIDENTIAL COMMUNITY. NO MORE STREETS SHOULD BE ADDED TO THIS RESIDENTIAL AREA.]	example, and including footnote on Map 4, pg. 52:  Road connections are proposed over the long-term, if and when properties redevelop.
10	Pg. 54	<ul style="list-style-type: none"> <li>There is no defined pedestrian connection through the park to the lake from Warner Drive and Fordem Avenue. [THIS IS A SMALL NATURAL PARK; ADDING PEDESTRIAN WALKS WOULD BE INAPPROPRIATE AND WOULD DESTROY THE NATURAL BEAUTY.]</li> </ul>	<b>DO NOT SUPPORT:</b> This issue was included per input received during public and city staff review of plan drafts.
11	Pg. 54	<ul style="list-style-type: none"> <li>More trees need to be planted to replace those that have been removed. This was a tree conservancy and should remain so and be kept as natural as possible.</li> </ul>	<b>SUPPORT:</b> Recommended adding issue to pg. 54.
12	Pg. 54	<ul style="list-style-type: none"> <li>Parking lot is closed in the winter which means there is no access for cars to park which is considered positive and negative to some people.</li> </ul>	<b>SUPPORT:</b> Recommend adding issue to pg. 54.
13	Pg. 58	<p>10. Burrows Park</p> <p>a. Create a contiguous parcel of parkland from the lake to the commercial parcels along Fordem Ave.</p> <p>b. Explore <u>adding speed bumps to closing Warner Dr. to slow down traffic or consider making it a one way street</u> to motor vehicles between Burrows Rd. and Harbort Dr.; develop a north/south pedestrian/bike path in its place which also extends east/west to Fordem Ave.</p> <p>c. Evaluate the open field condition and make needed improvements such as filling holes and removing mounds to <u>flatten smooth out</u> the surface <u>of the soccer field</u>.</p> <p>d. <u>Provide more protection and marking for the historical Native American mounds.</u> Improve pedestrian connectivity to the lake and along it and create a gathering area with seating and plantings near lakeshore.</p> <p>e. Create a pedestrian pathway from any redevelopment along Fordem Ave. leading <u>into to</u> the park, <u>but not in the park</u>. [BURROWS PARK NEEDS TO BE KEPT INTACT AS A CONSERVANCY-TYPE AREA DEDICATED TO ITS TREES AND OTHER PLANTS CONSISTENT WITH THE GIFT MADE BY MR. BURROWS; IT SHOULD NOT BE TRANSFORMED INTO A DIFFERENT KIND OF PARK, SUCH AS ONE INCLUDING PAVED PEDESTRIAN WALKWAYS.]</p>	<p><b>SUPPORT IN PART:</b></p> <p>a. No change recommended.</p> <p>b. No change recommended.</p> <p>c. Recommend changing text with following modifications to neighborhood comment: and removing mounds to <u>flatten smooth out</u> the surface <u>of the soccer field</u>.</p> <p>d. Retain recommendation and add a recommendation to protect historical Native American mounds.</p> <p>e. No change recommended.</p>

## **Staff Recommendation**

Planning Division staff recommends that the Plan Commission adopt Resolution I.D. 39906 adopting the Emerson East-Eken Park-Yahara Neighborhood Plan as a supplement to the City of Madison Comprehensive Plan with the changes recommended in the table above. Staff further recommends the Planning Division staff be allowed to make additional editorial changes as necessary to incorporate such changes from the table above.

Cc: Ald. Palm, District 12  
Ald. Zellers, District 2  
Anne Monks, Mayor's Aide