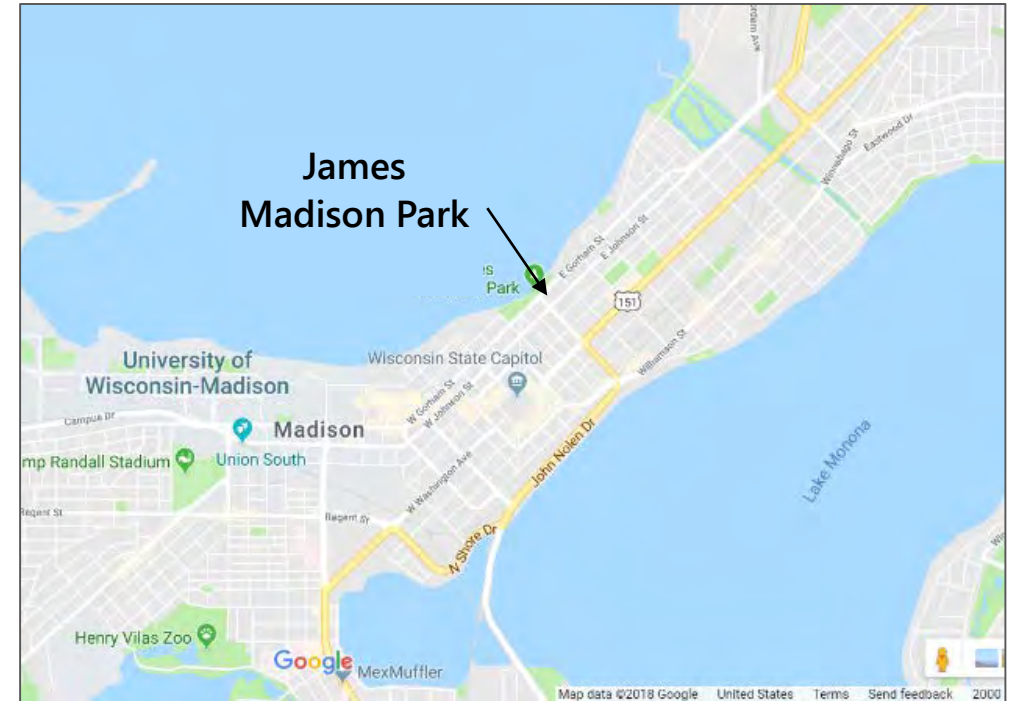


# James Madison Park Master Plan



Board of Park Commissioners | December 12, 2018



# Introduction

## EXISTING PARK MASTER PLAN AND SITE CONDITIONS



# Introduction – Park History

- 1837: Saw Mill
- 1855: Bernard purchased property for “fishing station” which later turned into a Boathouse
- 1857: Soft drink factory
- 1870’s: Home for 150 person passenger steam yacht “Mendota”
- 1886: Conklin and Son’s Ice House
- 1890: Steamboat Anne – operated out of Bernard Boathouse
- 1893: Steamboat Columbia - operated out of Bernard Boathouse
- 1900: Rebuilt Ice House 180’ wide x170’ long x 22’ tall building
- 1905 Steamboat Wisconsin – operated out of Bernard Boathouse
- 1907 Mendota Yacht Club “Madison’s Summer Social Center”



James Madison Park 1912 – Conklin Ice House



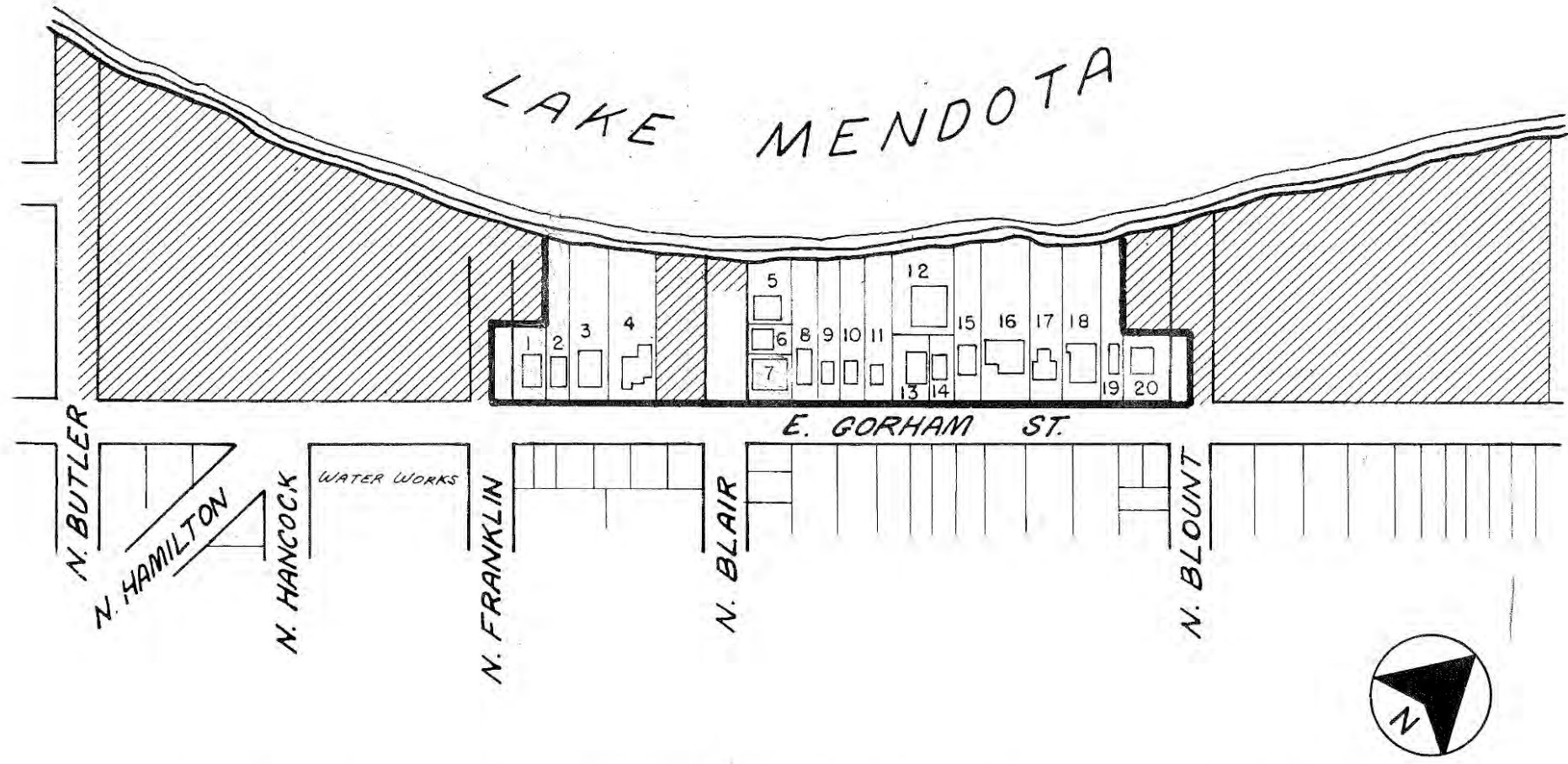
James Madison Park 1915 – Mendota Yacht


# Introduction – Park History


- 1908 -1920: William and Dora Collins House, Cornelius and Anna Collins House, Robert and Irene Connor House, Lincoln School constructed
- 1939: Conklin Ice House Property as Downtown Park – Ledislas Segoe
- 1941: City begins development for Public Boating Facility at James Madison Park
- 1963: Renamed as James Madison Park
- 1967-1973: Large Park Expansion
  - Purchased 25 individual residential and commercial properties
  - HUD Grant for “Growth of an Urban Area” under Title VII of the Housing Act of 1961
- 1971: Gates of Heaven Synagogue moved and placed in James Madison Park



12.44



	CM	CITY OF MADISON PLANNING DEPARTMENT	SCALE	1" = 200'
	PD		MAP NO.	
			CODE NO.	OS-121
		PLAT OF OPEN SPACE LAND TO BE ACQUIRED FOR JAMES MADISON PARK		

 CITY OWNED PROPERTY  
Federal HUD Grant under Title 7 - Housing Act of 1961  
Proj # WLS - OSA-13 approved 1967

# What is a master plan?

James Madison Park Master Plan is a long-term planning document that guides future park growth and development.

- Long-term plan for recreational amenities consistent with the Park and Open Space Plan.
- Achieve equitable distribution of recreational amenities and facility standards throughout the park system.
- Encourage public input and participation.
- Aid budgetary decision-making.
- Provide a framework for implementation.

# How did we get here?

- 2013: Public Meeting and Shelter Study
- 2017: Budget approved for James Madison Park Master Plan
- 2017: Racial Equity and Social Justice Initiative
- 2017: Master Planning Begins



# Racial Equity and Social Justice Initiative

- May 2017 – July 2017
- RESJI Toolkit Team:
  - Toriana Pettaway, City of Madison Department of Civil Rights
  - Nancy Saiz, City of Madison DPCED – Community Development
  - Patty Prime, Tenney Lapham Neighborhood Association
  - Sarah Lerner, City of Madison Parks Division
  - Janet Schmidt, City of Madison Parks Division
- To develop a Request for Proposal that identifies and includes strategies and/or responsibilities that the consultant shall employ as part of a comprehensive engagement strategy for the James Madison Park Master Plan and Shelter Design Request for Proposals.



# Racial Equity and Social Justice Initiative

## WHO IS IMPACTED? WHO BENEFITS? WHO IS BURDENED?

- Impacted: All park users.
- Benefit:
  - People who historically are involved in engaging in a park master plan.
  - Who are vocal.
  - Familiar with city processes and know how to use them to their advantage.
- Burdened:
  - People who historically feel they are excluded from engaging in the park master plan.
  - Unable to attend meetings.
  - Don't have access to email or internet.
  - May not feel comfortable contacting their city.
  - May not feel comfortable speaking up against the demographic majority.



# Racial Equity and Social Justice Initiative

## **WHAT ARE THE ROOT CAUSES ASSOCIATED WITH THIS ISSUE?**

- English speaking or writing skills.
- Time and interest to attend evening meetings.
- Access to transportation to attend these meetings.
- Access to technology.
- Cultural barriers.

# Racial Equity and Social Justice Initiative

## RECOMMENDATIONS

- Identify resources, partners, and community groups to help distribute and promote information regarding the process and promoting dialogue between the city and these organizations and the people they serve.
- Reach out to organizations that may not be vocal about desires, but actively use park.
- Ensure that translators are available at public meetings and that posters advertising events are available in other languages.



# Master Planning Process

Request For Proposal with RESJI Engagement Recommendations

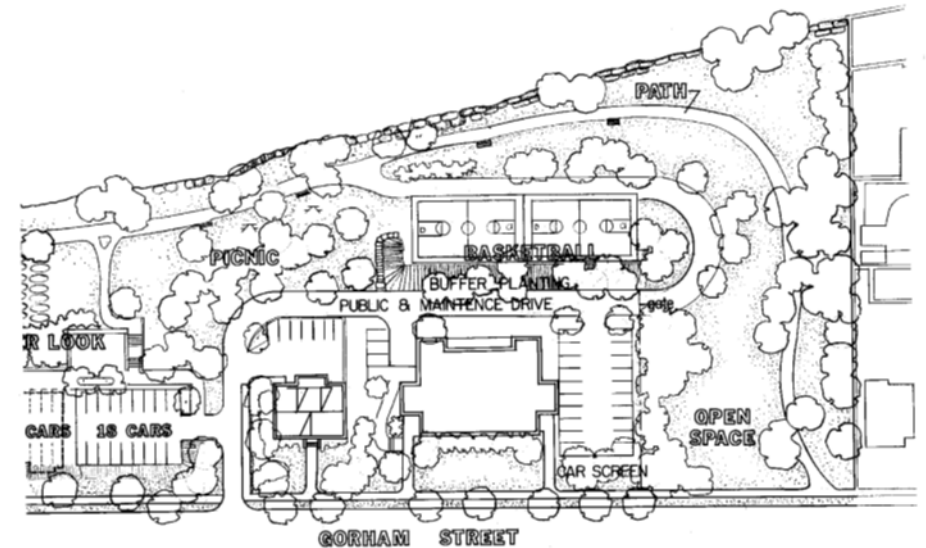
Consultant Team:

- Saiki Design – Landscape Architecture and Master Planning
- Urban Assets – Public Engagement
- BrandNu Design/Michael Ford – Public Engagement
- Access to Independence – Public Engagement/ADA Accessibility
- Destree Architecture and Design – Architecture
- Baird – Shoreline Engineering
- Burse Surveying and Engineering – Surveying and Civil Engineering
- Cornerstone Preservation – Historical Research

# Master Planning Process

Community Park (from Table 4.2, 2018-2022 Park and Open Space Plan)

- Playground for both 2-5 and 5-12
- 2 to 3 medium-sized recreational amenities
- Accessible path system
- Open play area
- Park amenities (sign, benches, drinking fountain)
- Reservable shelter with restrooms
- Picnic area
- Large parking area
- Ice rink with lights
- Community gardens (based on space available)



James Madison Park Plan circa 1970's

# Master Planning Process

## Phase I

- Data Gathering, Surveying and Public Engagement
- December 2017 - July 2017

- Public Meeting 1 & 2
- Comment Cards
- Park Observations
- Intercept Interviews
- Online Survey
- Focus Groups
- Stakeholder Meetings (2)

## Phase II

- Plan Development
- May 2018- September 2018

- Public Meeting 3
- Comment Cards
- Park Observations
- Intercept Interviews
- Stakeholder Meetings (2)
- Regulatory Reviews and Meetings

## Phase III

- Plan Approvals
- September 2018 - present

- Stakeholder Meeting (1)
- Public Meeting 4
- Urban Design Commission
- Landmarks Commission
- Board of Park Commissioners



# Engagement

~ 20,000 INTERACTIONS

## ADVERTISING AND MEDIA

- Postcards: ~ 8,000 residents
- Email notifications: ~ 700 email addresses, including organizations identified in RESJ process
- Posted Flyers: 41 locations
- Installed 3 signs at parks
- Posters and letters mailed: >100 community organizations
- Issued City news release
- Social Media and Website Advertising: > 10,000 contacts

James Madison Park  
Master Plan and Shelter Design  
Help design the future of James Madison Park!

**Join us at a Public Input Session!**

These sessions will offer opportunities for residents to help define the future of James Madison Park. Everyone is welcome!

**Community Kickoff Meeting: Master Plan & Shelter Design**  
📅 Date: Wednesday, January 17, 5:30-8:00PM  
📍 Location: Central Library, 201 W. Mifflin St.

**James Madison PARKitecture Workshop  
with Hip-Hop Architecture Camp founder Michael Ford**  
📅 Date: Saturday, February 10, 1:00-4:00PM  
📍 Location: The BUBBLER @ Central Library, 201 W. Mifflin St.

**Design Concepts Workshop: Draft Master Plan & Park Shelter**  
📅 Date: Monday, May 14, 6:00-7:30PM  
📍 Location: Gates of Heaven, 302 E. Gorham St.

**James Madison Park Draft Master Plan: Final Presentation**  
📅 Date: Monday, September 24, 6:00-7:30PM  
📍 Location: Christ Presbyterian Church, 944 E. Gorham St.



Mendota Rowing Club by Amy Wencel

# Engagement

51 Comment Cards

- James Madison Park
- The Beacon
- Bethel Community Service, Inc.
- Wil-Mar Neighborhood Center
- Centro Hispano
- Capital Fitness
- Madison Children's Museum
- St. John's Lutheran Church
- Christ Presbyterian Church
- Pincus McBride
- City Row Townhouses
- Lyric Apartments
- Cargo Coffee
- Willy Street Co-op East
- UW Memorial Union
- Self-Serve Laundry (East Johnson)
- Villager Mall Atrium
- Madison College South
- Urban League of Grater Madison
- Madison College South Campus
- Madison Children's Museum
- Access to Independence

TOP USES: Beach, enhanced natural areas, walking paths, benches/seating, community gardens, open field for recreation, shelter with restrooms that can be reserved for community events

# Engagement

62 Contacts

## FOCUS GROUP DISCUSSIONS

- Access to Independence
- YWCA Third Street Residents
- Homeless Services Providers
- The Beacon Homeless Day Resource Center
- Urban League
- Foshizzle Family
- HoChunk Nation
- Downtown Madison Quality of Life Safety Committee

### TOP REQUESTS:

Add parking near the playground and basketball courts.

Improve shoreline safety along the wall.

Add bathrooms and seating near basketball courts.

Expand the playground.

Provide more gathering spaces seating, grills, shade.

Maintain diversity.

Improve shelter.

Improve beach and shoreline.

Improve ADA accessibility.





# Engagement

493 People

## PARK OBSERVATIONS, INTERVIEWS AND POP-UP SESSION

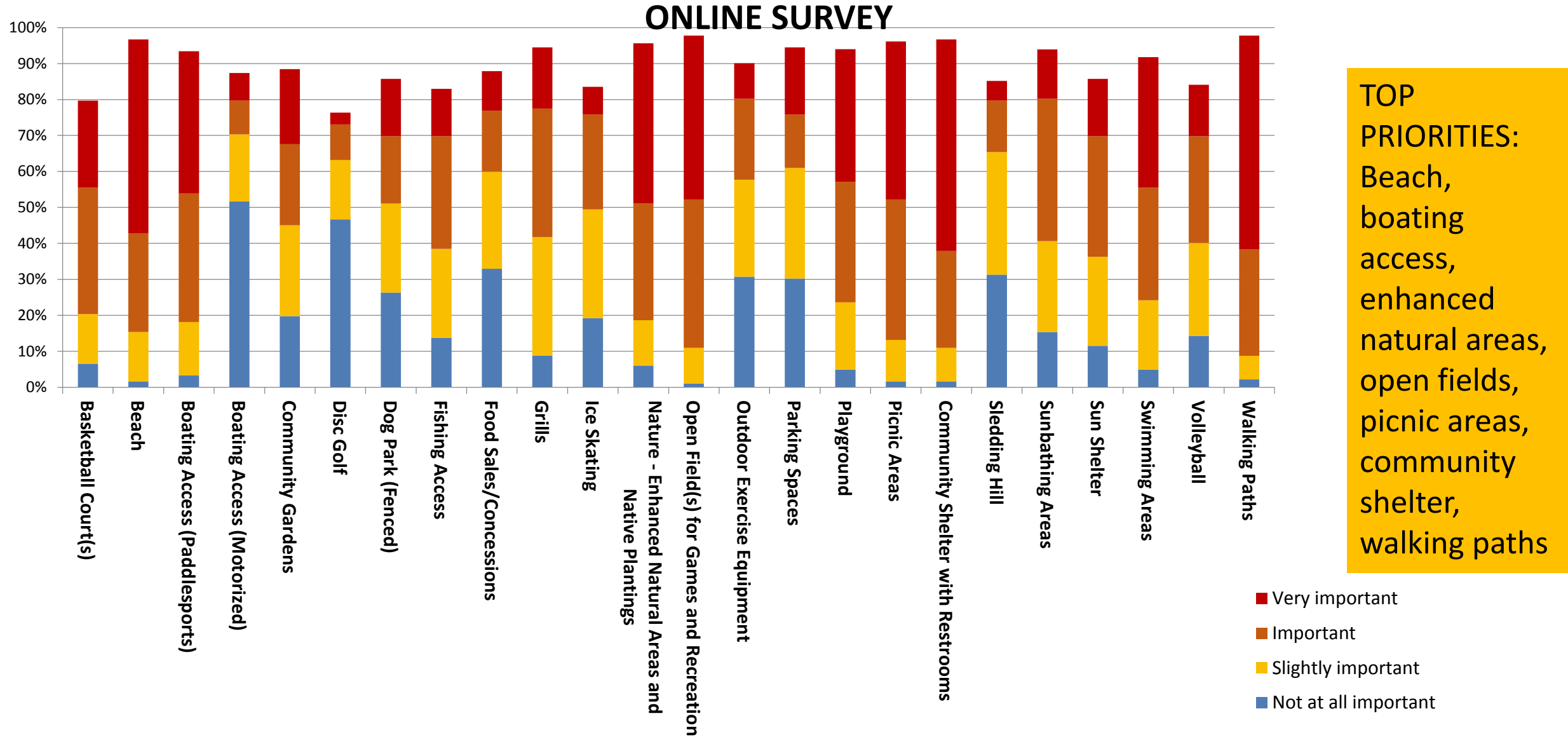
### TOP REQUESTS:

- Basketball court improvements.
- Bathrooms near basketball courts.
- More/Improved parking.
- Safety concerns.
- Bigger playground and more kid swings.
- Sand beach.
- Keep Gates of Heaven and current location.



# Engagement

213 Survey Responses



# Engagement

17 stakeholders

Tenney Lapham Neighborhood Association, Capitol Neighborhoods, 4 Property Owners, Mendota Rowing Club, Clean Lakes Alliance, Gates of Heaven and garden volunteers

- January 10<sup>th</sup>
- February 28<sup>th</sup>
- April 25<sup>th</sup>
- July 16<sup>th</sup>
- September 12<sup>th</sup>



## TOP PRIORITIES:

Maintain natural open space.

Maintain/improve access to lakes.

Maintain diversity of users.

Improve the shelter.

Improve safety and connectivity.

Improve ADA accessibility.

Expand playground.

Maintain the eastern side of the park as a quieter space.

Remove parking.

Keep parking.

Western shelter.



# Engagement

25 people attended

## TENNEY LAPHAM NEIGHBORHOOD ASSOCIATION MEETING SEPTEMBER 13, 2018

### **Top Areas of Interest:**

Will the viewshed be impacted by the new shelter?

Will the eastern access point be changed? Will there be additional signage?

Will the new shelter create any safety concerns?

# Engagement

179 public meeting participants

- January 17<sup>th</sup> Community Kickoff – Madison Central Library

## Top Interests:

- Maintain open space, physical/visual access to lake, diversity of uses/users, and historic buildings.
- Improve pedestrian safety, shoreline health and safety, and use of the shelter.
- Integrate environmentally sustainable design, public art, and educational opportunities.

- February 10<sup>th</sup> PARKitecture Workshop – The Bubbler

**Top Interests:** Calm the traffic on Gorham. Improve physical and visual access to the lake. Add public art. Improve/expand ADA accessibility. Enlarge the playground and create more recreation activities.



# Engagement

179 public meeting participants

- May 14<sup>th</sup> Design Concepts Workshop – Gates of Heaven

## Top Likes:

Park shelter in current location with added café space.  
Relocating parking to Gorham Street.  
Natural stormwater filtration exhibit (emergent wetland).



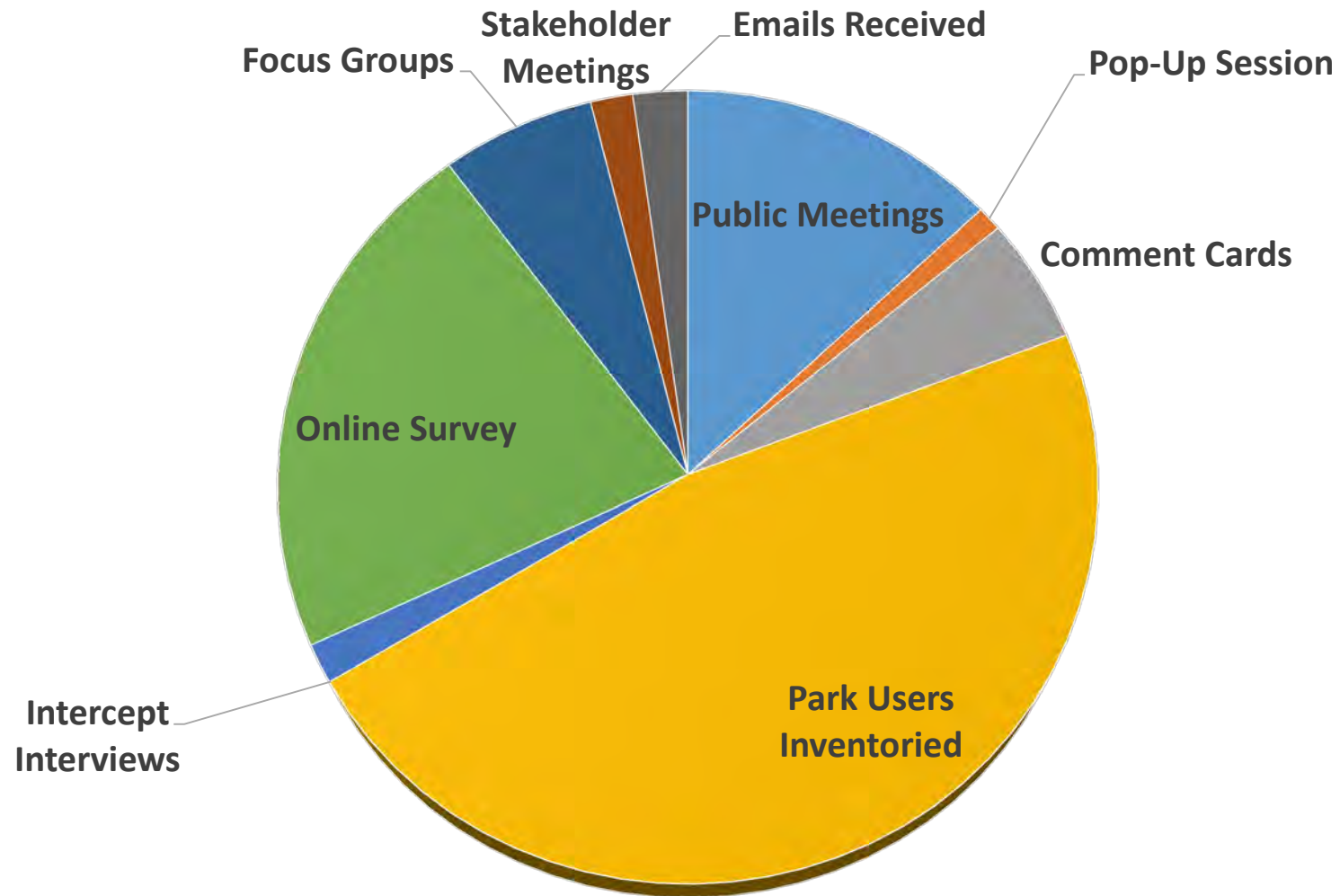
- September 24<sup>th</sup> – Christ Presbyterian Church

## Top Likes:

Upgraded shelter, emergent wetland, open green space on west side, Gilman Street entry and overlook



# Engagement





# Engagement

## Top Public Comments from Entire Engagement Process

1. **Improve Park Shelter Attractiveness and Amenities**
2. **Increase Amount of Basic Park Amenities**
3. **Improve Shoreline Access and Interaction**
4. **Increase Amount and Type of Play Spaces**
5. **Improve Lake and Beach Health/Cleanliness**
6. **Maximize Space and Improve Paths**
7. **Improve Park Safety**
8. **Improve Universal Accessibility**
9. **Improve/Expand Native Landscaping**
10. **Improve Basketball Court Amenities**



# Analysis

## History

- Historical Overview and Site Chronology – Cornerstone Preservation, LLC
- City of Madison Landmarks Commission
- Wisconsin State Historical Society
- Phase One Archeological Investigation

## Recreation Facilities

- City of Madison Parks
- City of Madison RecTrac® Data
- Public Engagement Process

## Park Shelter

- Building Conditions Assessment and Study
- City of Madison Zoning
- City of Madison RecTrac® Data
- City of Madison Urban Design Commission



# Analysis

## Circulation and Parking

- City of Madison Traffic Engineering
  - Street Parking (Primarily 2-Hour)
  - Ingress/Egress
- Crime Prevention Through Environmental Design (CPTED) Officer
- City of Madison Parking Utility
- Bus Service
  - Goodman Library: 23 min.
  - Meadowood Neighborhood Center: 55 min.
  - Lussier Community Center: 1 hour
  - Vera Court Neighborhood Center: 40 min.
  - Prentice Park Apartments: 36 min.

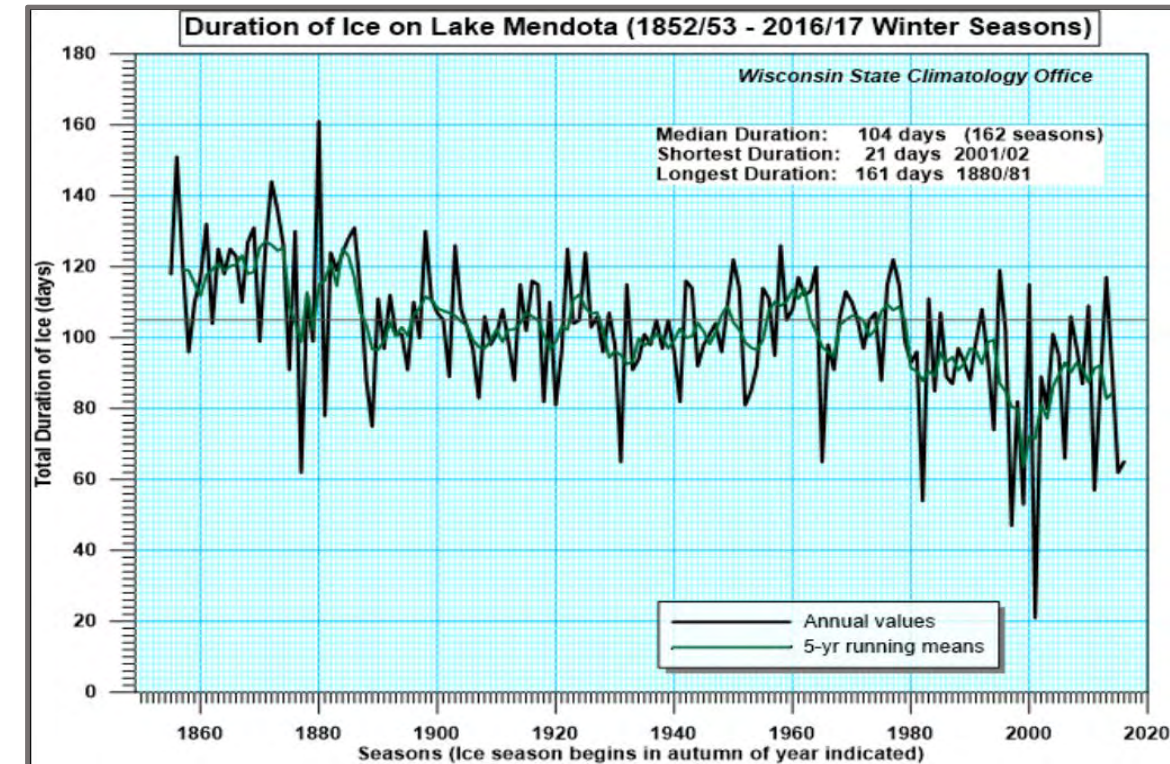




# Analysis

## Environmental Conditions

- Site Survey and Lake Bed Survey
- Lake Hydraulics and Shoreline
- Certified Arborist Tree Survey
- Soil Borings
- Wetland Delineation
- Wisconsin Department of Natural Resources
- Dane County Land and Water Resources
- U.S. Army Corp of Engineers



29"	White Ash	"Fraxinus americana"	60	33'	Good
19"	Sugar Maple	"Acer saccharum"	45	24'	Fair
16"	Horse-Chestnut	"Aesculus hippocanum"	40	22'	Fair
19"	Common Hackberry	"Celtis occidentalis"	40	28'	Good
26'	American Basswood	"Tilia americana"	60	21'	Good
18"	Norway Maple	"Acer platanoides"	40	18'	Good



# Analysis

## Utilities

- Stormwater Analysis
- Survey

## ADA Accessibility

- Access to Independence, Inc.
- Wisconsin Department of Natural Resources

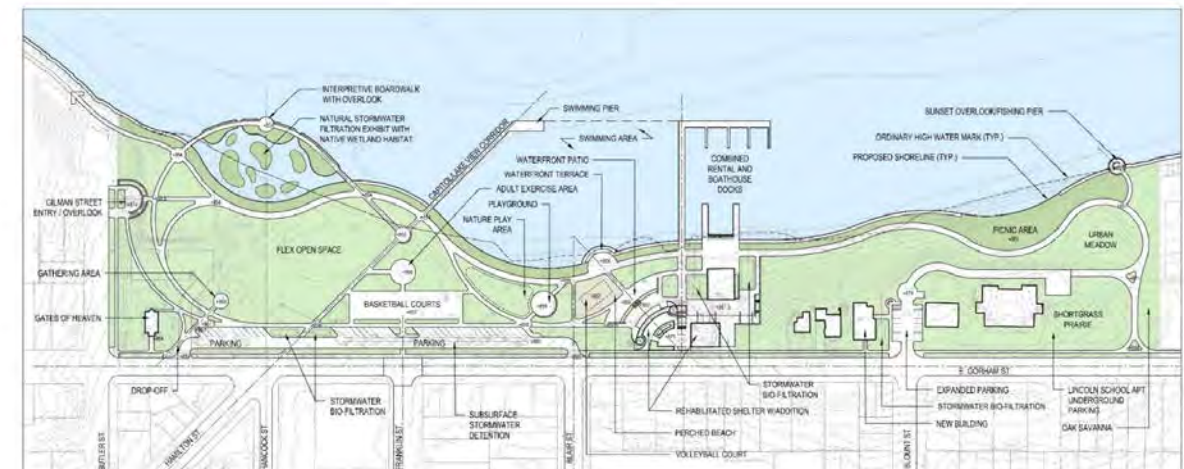
## Land Use and Planning

- City of Madison Planning Division
- City of Madison Zoning Division
- Tenney Lapham Neighborhood Plan – 2008
- City of Madison Comprehensive Plan – 2018
- City of Madison Park and Open Space Plan - 2018



# Plan Development

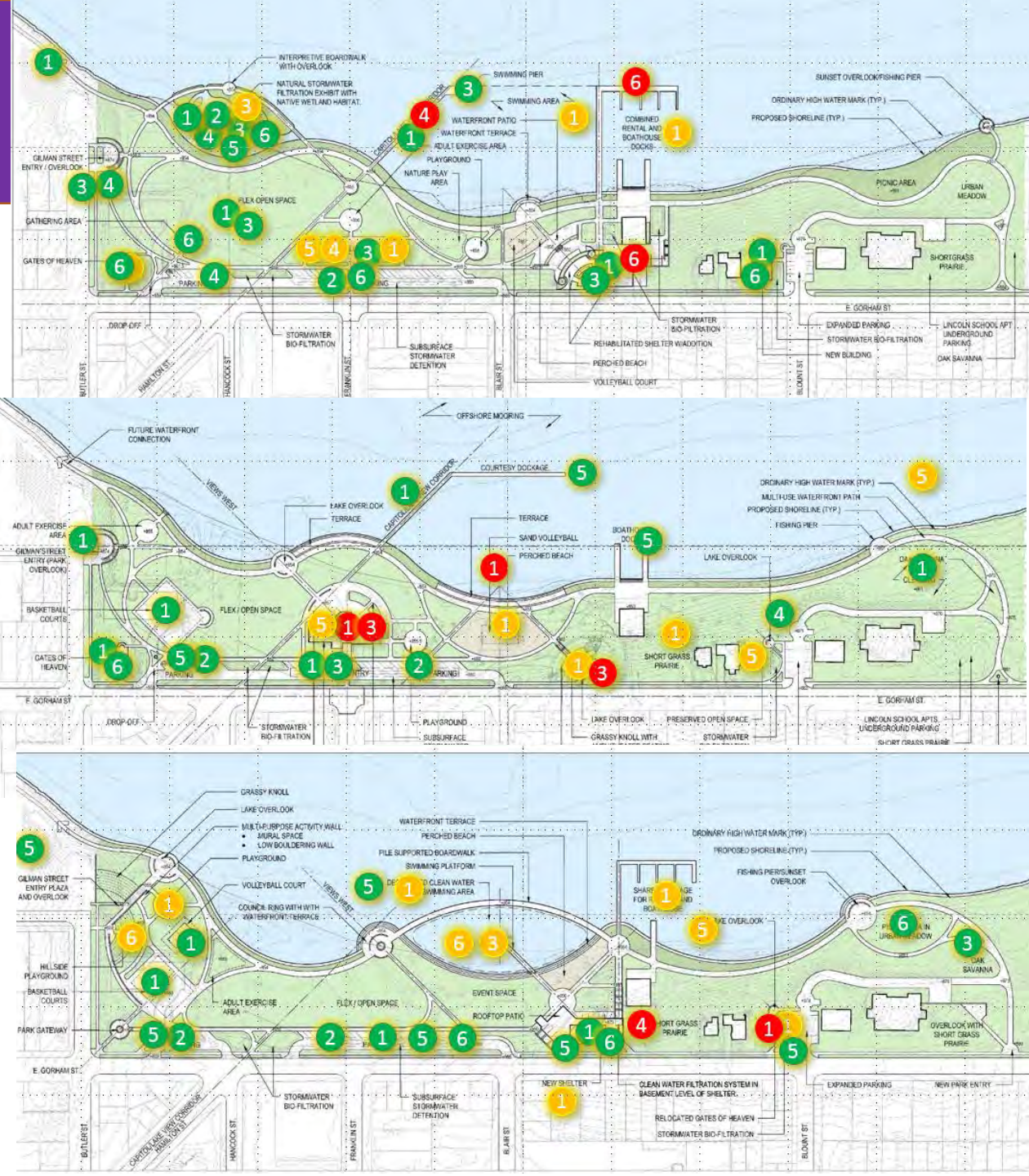
- Three Schematics
- Based on top concerns identified process
- Broke out into 6 tables, rated each design and each park element





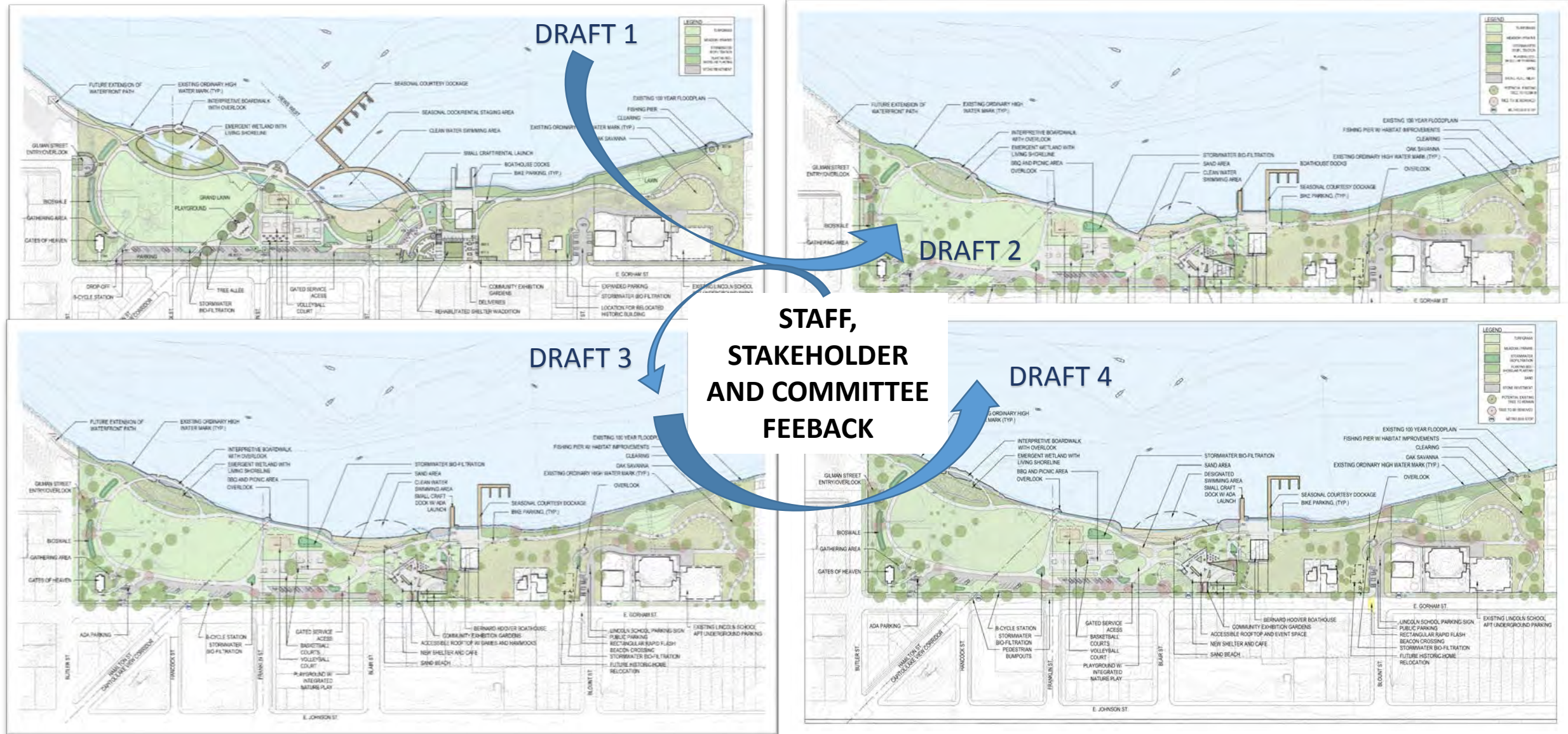
# Plan Development

- 
- The image displays three detailed site plans for the Lincoln School Apts development, showing various outdoor spaces, waterfront features, and building layouts. The plans are color-coded with green, yellow, and red circles containing numbers 1 through 6, indicating different zones or features. Key areas include waterfront terraces, playgrounds, exercise areas, and parking lots. The plans also show the proximity to the lake and surrounding streets like E. Gorham St and Butler St.
- Top Plan:** This plan shows the waterfront area with features like the Interpretive Boardwalk with Overlook, Natural Stormwater Filtration Exhibit, and a combined Rental and Boathouse. It includes a swimming pier, waterfront patio, and a playground. The plan also shows the proposed shoreline and the ordinary high water mark.
- Middle Plan:** This plan shows the waterfront area with features like the Future Waterfront Connection, Offshore Mooring, and a courtyard dockage. It includes a terrace, sand volleyball, and a perched beach. The plan also shows the proposed shoreline and the ordinary high water mark.
- Bottom Plan:** This plan shows the waterfront area with features like the Grassy Knoll, Lake Overlook, and a waterfront terrace. It includes a playground, a swimming platform, and a rooftop patio. The plan also shows the proposed shoreline and the ordinary high water mark.



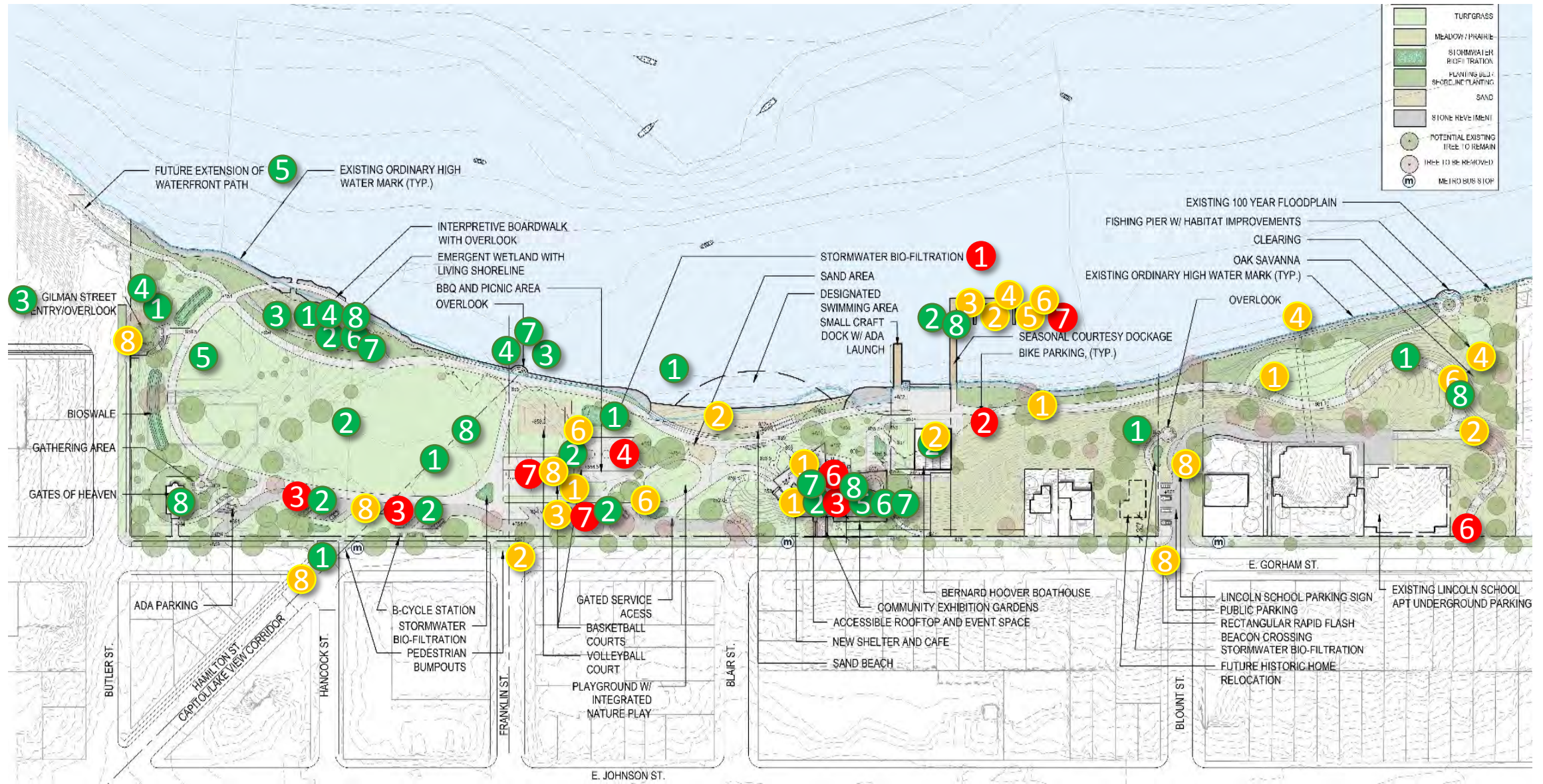


# Plan Development





# Plan Development Draft Plan





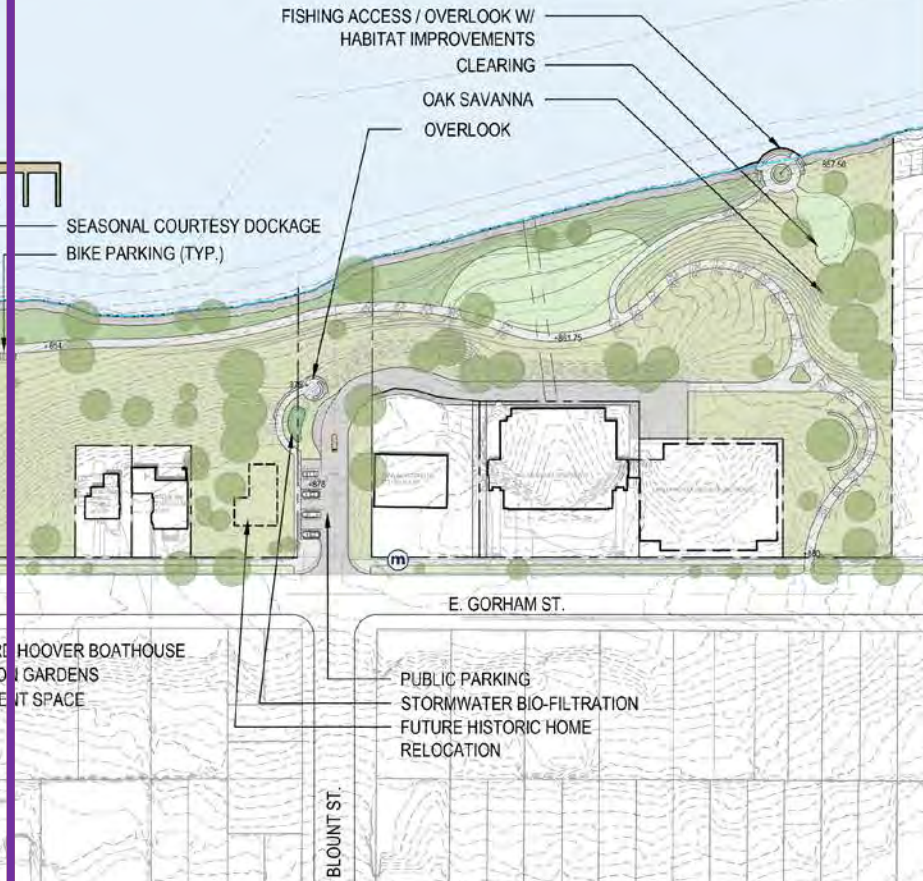
# WEST Open Space/Natural Shoreline



# CENTRAL Active Recreation



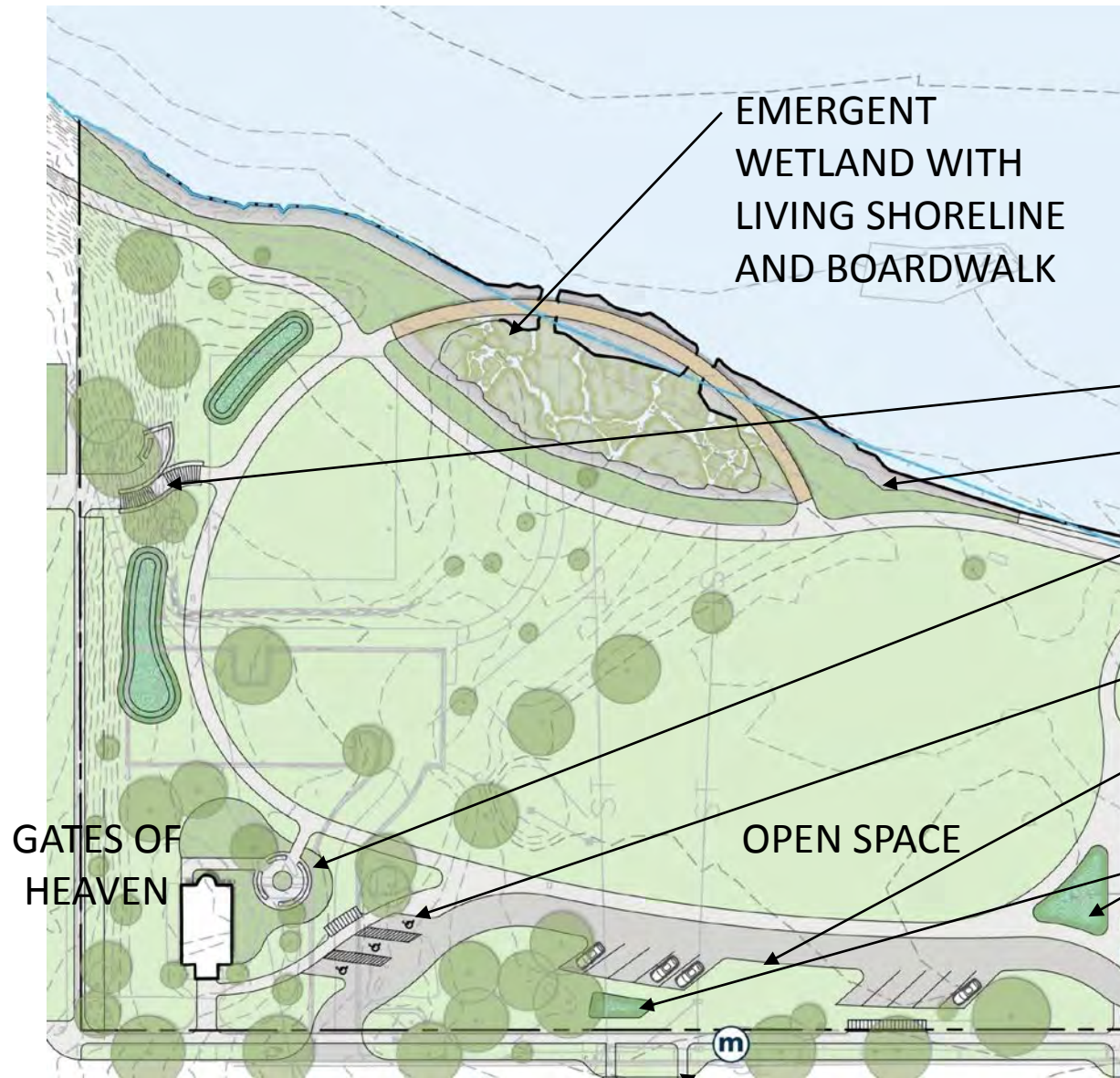
# EAST Quiet Natural Area



LEGEND	
	TURFGRASS
	MANAGED MEADOW
	STORMWATER BIOFILTRATION
	PLANTING BED / SHORELINE PLANTING
	SAND
	STONE SHORE PROTECTION
	METRO BUS STOP



# WEST Open Space/Natural Shoreline



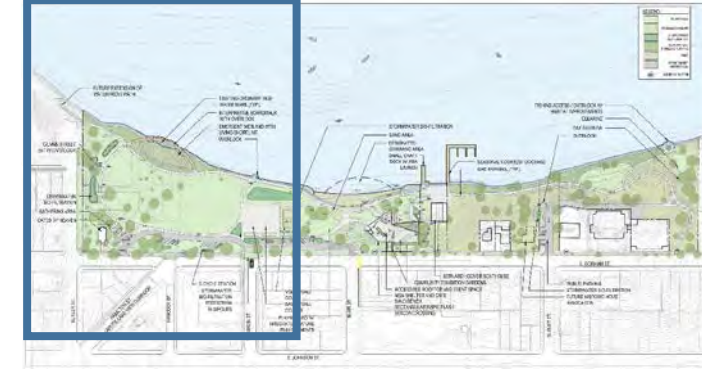
GATES OF HEAVEN

OPEN SPACE

EMERGENT  
WETLAND WITH  
LIVING SHORELINE  
AND BOARDWALK

PEDESTRIAN BUMP-OUT TO SHORTEN DISTANCE

- Butler Street Access/Overlook
- Riprap Vegetated Shoreline
- Quiet Seating Area at Gates of Heaven
- Seating Area at Gates of Heaven
- Increased Accessible Parking
- Maintained View Corridor to Capitol
- Bioinfiltration Basins to Treat Stormwater



Location



# CENTRAL Activity Center

OVERLOOK  
STEPPED  
TERRACE  
SEATING

EXPANDED/IMPROVED BEACH

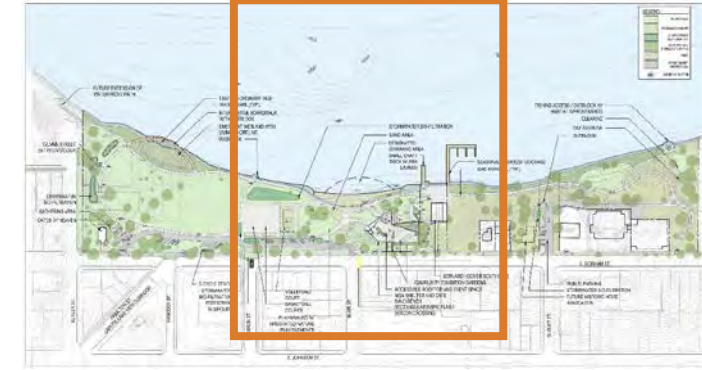
BASKETBALL  
COURTS

EXPANDED  
PLAY AREA

BOATHOUSE

PARK SHELTER

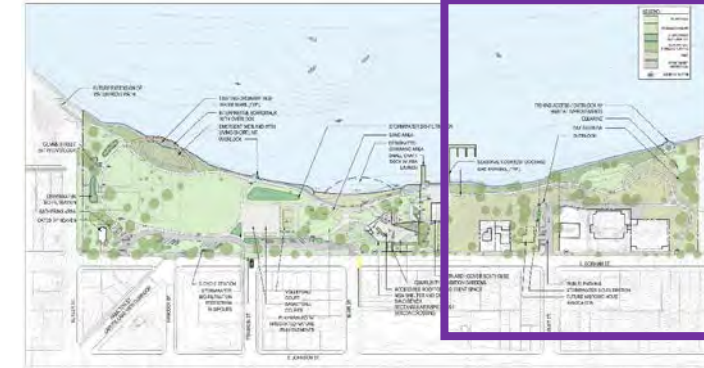
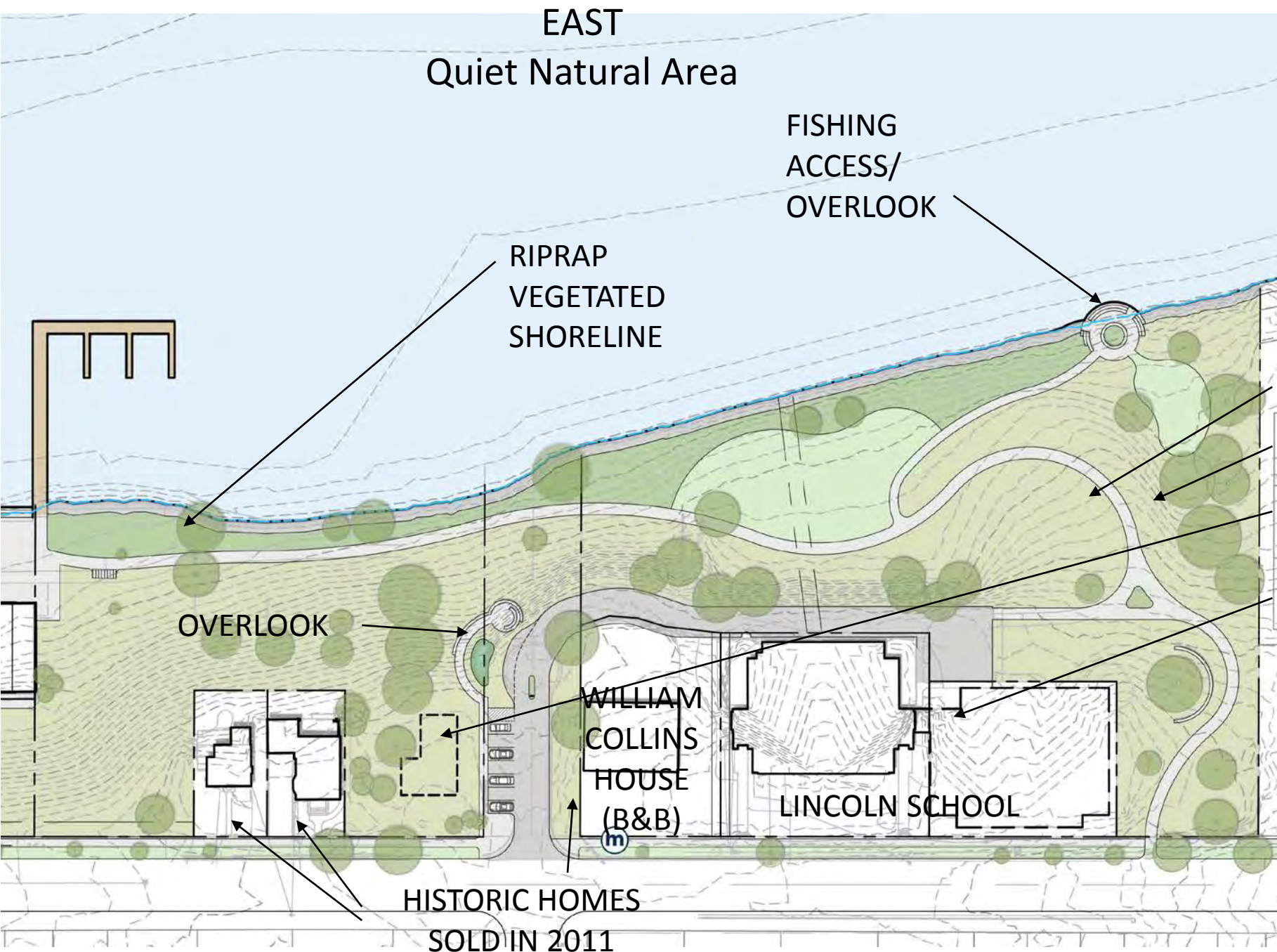
PEDESTRIAN BUMPOUT  
RAPID FLASHING BEACON



Location

- Docks w/ ADA Access
- Volleyball Court
- Central Parking
- Park Shelter w/ Space for Community Programing, Café, Views, Gardening, Improved ADA Access
- Stairway to Park Shelter and Boathouse
- ADA Path System
- Improved Crossings

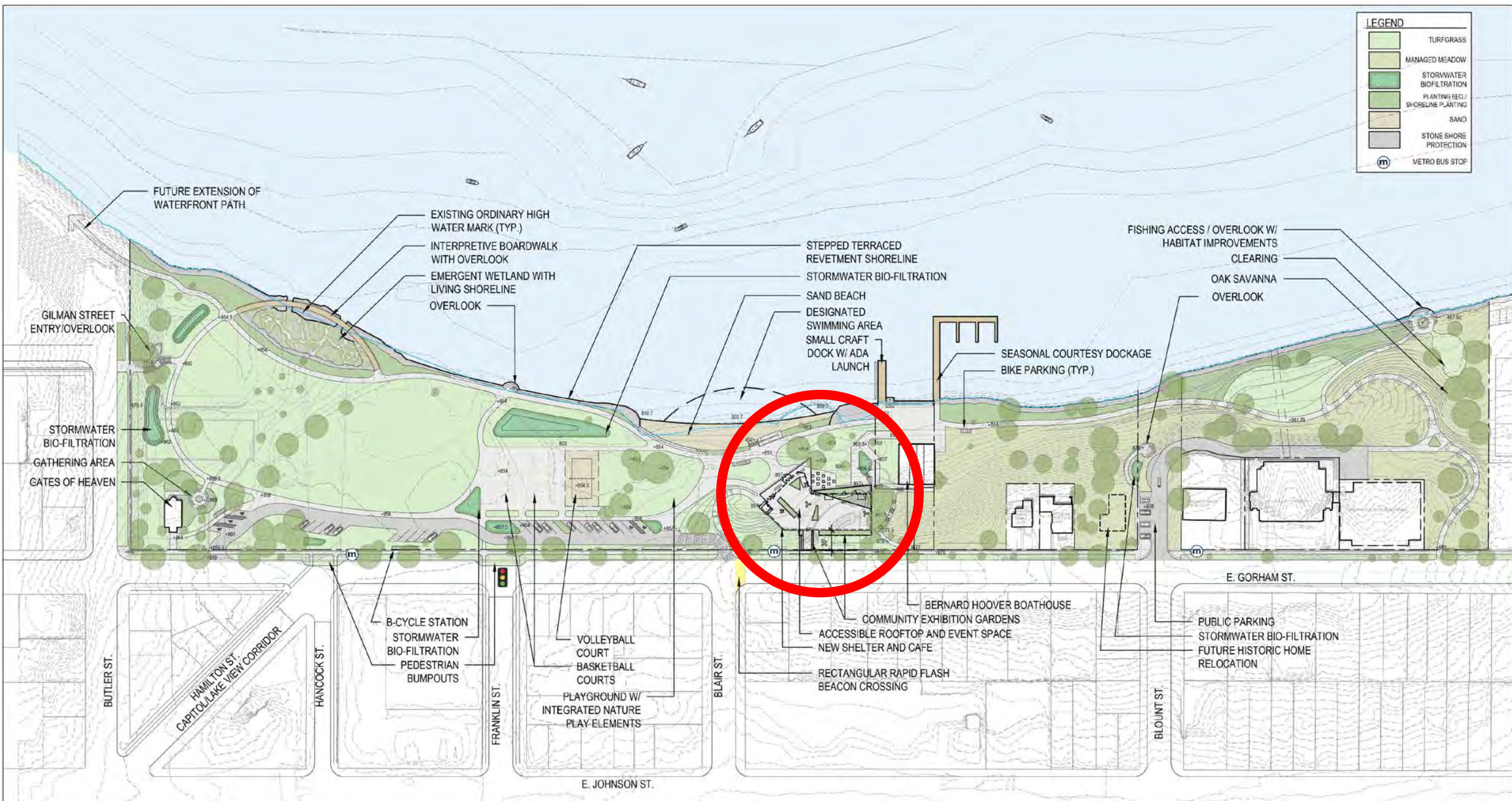




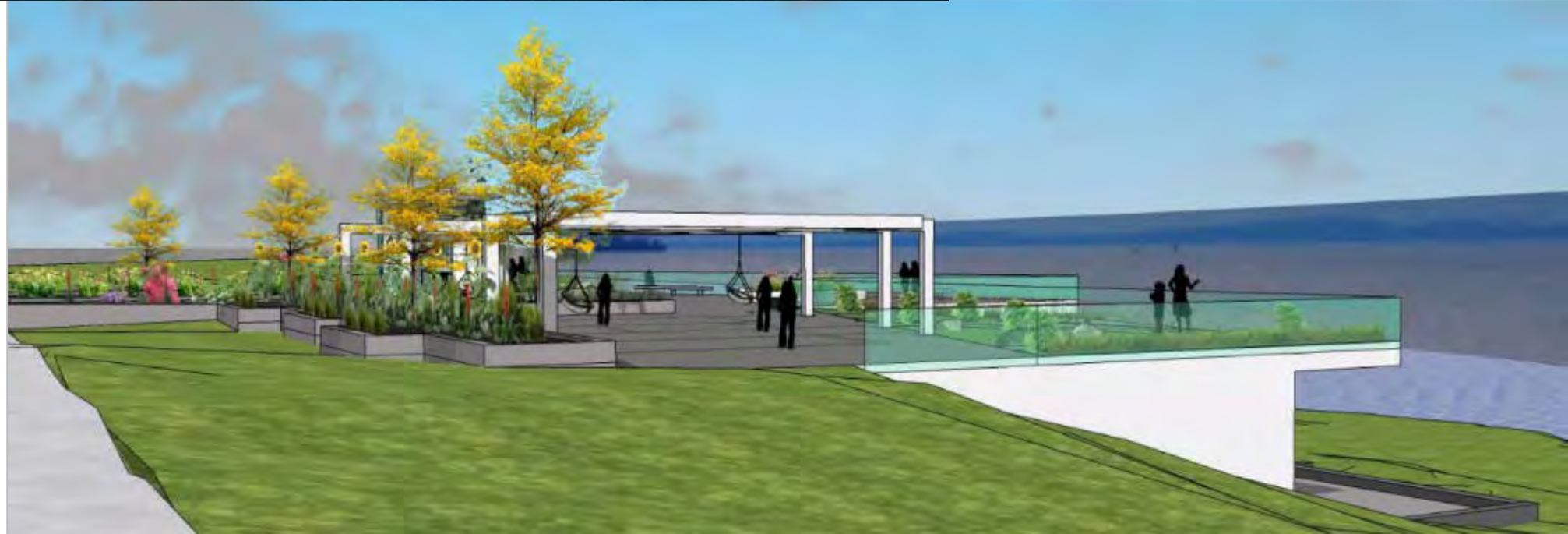
Location

- ADA Path System
- Habitat Restoration
- Potential Future Relocated Historic Home
- Lincoln School Apartments & Apt. Underground Parking









# Parking

Surface parking spaces within the park (34).

- Existing: 33 striped regular parking stalls, 1 handicap parking stall
- Proposed: 29 striped regular parking stalls, 5 handicap parking stalls

<u>Park</u>	<u># of parking spaces</u>
James Madison Park:	34
Brittingham Park:	90
Burrows Park:	37
Law Park:	60
Olin-Turville Park:	184
Olbrich Park:	393
Tenney Park:	113
Vilas Park:	260
Warner Park:	1,376
Wingra Park:	48

# Tree Removal

16 trees in conflict with master plan, 7 near parking lot

- Green Ash (3) in POOR and FAIR condition: Requires pesticides, high contributor to leachable phosphorous
- Little leaf linden(1) in FAIR condition: Non-native, and major food source for invasive Japanese Beetles
- Norway Maple (1) in FAIR condition: Invasive Species by the Wisconsin Department of Natural Resources
- Honeylocust (1) in FAIR condition: The 4<sup>th</sup> highest leachable phosphorous rate which is the main contributor to algal blooms in our lakes, 3<sup>rd</sup> to green ash
- Spruce (1)in FAIR condition: Creates ozone in urban environments





**PRESERVED TREES**

**PRESERVED TREES**

**PRESERVED TREES**

**PAVEMENT  
REMOVED FROM  
INTERIOR OF PARK**



# Stormwater

## Existing Conditions:

- 7 trees above mowed lawn

LOW BIODIVERSITY, LOW INFILTRATION  
RATE, LOW HABITAT OPPORTUNITIES

## Proposed Conditions:

- Bioinfiltration basins (raingardens) to improve stormwater infiltration
- Native plantings
- Appropriate trees
- Potential pervious pavement

HIGH BIODIVERSITY, HIGH INFILTRATION  
RATE, INSECT HABITAT OPPORTUNITIES



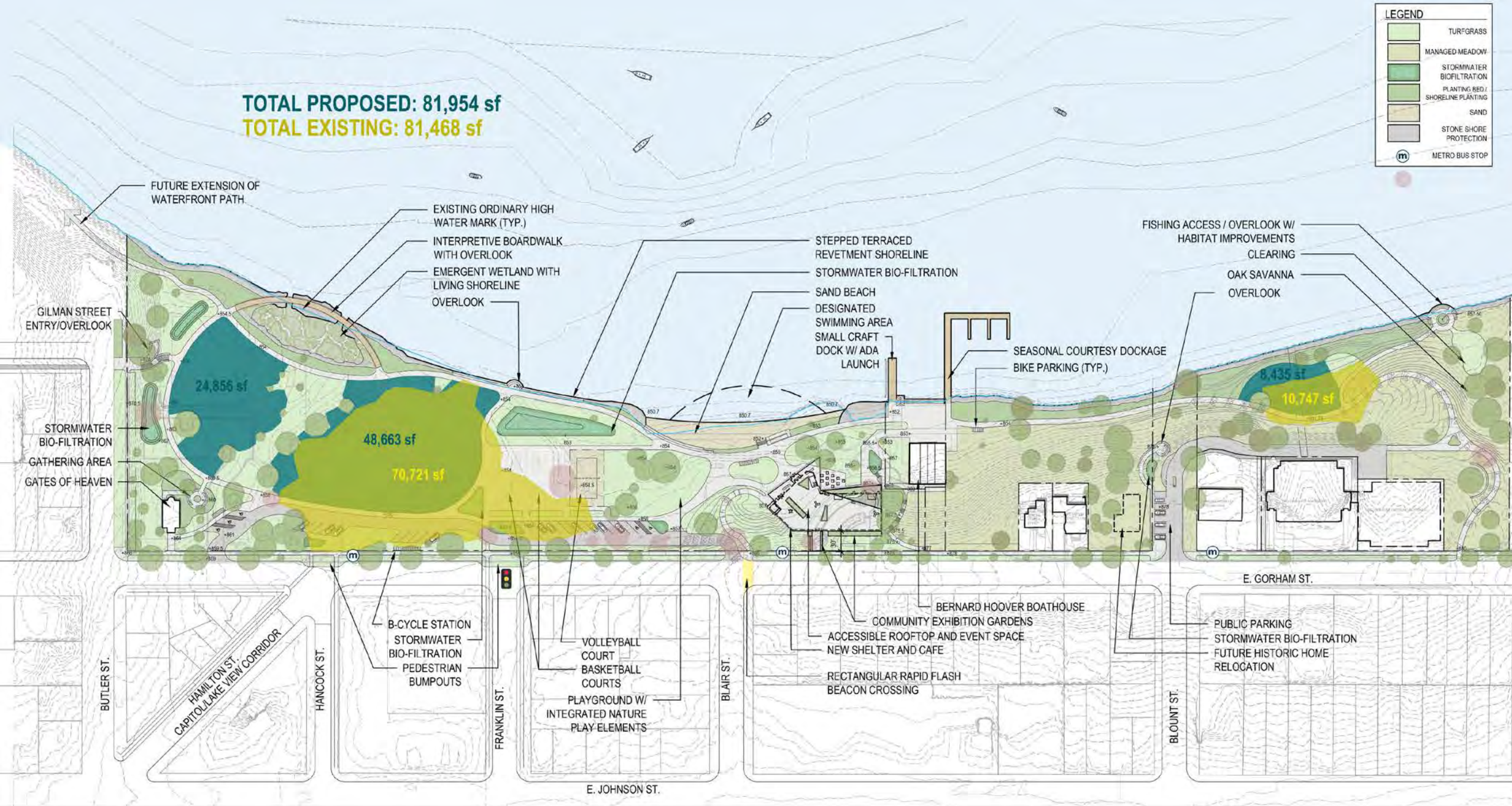
**BIOINFILTRATION AT TENNEY PARK PARKING LOT**

Infiltration Rates:

Lawn = .3-.5 in/hour (City Engineering); Bioinfiltration = 2 – 3.6 in/hour (WDNR); Pervious pavement = 10 - 100 in/hour (WDNR)



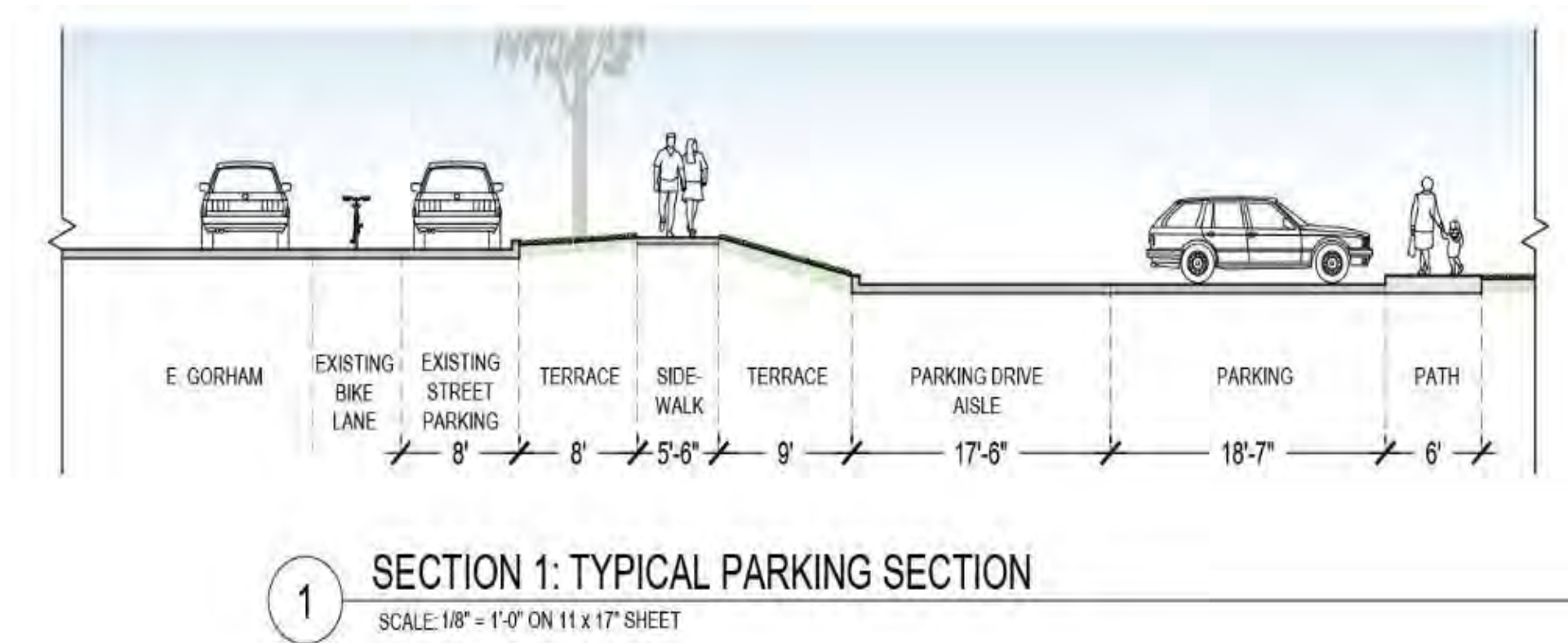
**TOTAL PROPOSED: 81,954 sf**  
**TOTAL EXISTING: 81,468 sf**





# Views

- Mitigated Hamilton/Capitol corridor by removing parking within this view corridor
- Views within park would not be interrupted by parking like they are now
- Mitigated views from cars on E. Gorham street by lowering parking lot



# The Madison Parks System Vision:

Everyone shall have access to an ideal system of parks, natural resources, and recreational opportunities that enhance the quality of life for residents and visitors.

- IMPROVE PUBLIC ACCESS TO LAKES
- DESIGN PARK FACILITIES TO ACCOMMODATE DIVERSE ACTIVITIES AND POPULATIONS
- PROTECT AND ENHANCE CULTURAL RESOURCES
- CREATE EQUITABLE ACCESS AND FUNDING FOR PARKS
- IMPROVE THE PARK SYSTEM'S CAPACITY TO WITHSTAND FUTURE ENVIRONMENTAL CHANGES
- PROVIDES REGIONAL SOLUTIONS TO REGIONAL PROBLEMS

EQUITY



PUBLIC HEALTH



SUSTAINABILITY



ADAPTABILITY

