

Members of the Board of Park Commissioners,

December 12, 2018

It is not appropriate to approve the James Madison Park Master Plan tonight. Your referral is the appropriate, positive action, reflecting the importance and legacy impact this plan will have on the entire city. As an architect in my 11th year of service on city committees, we are being asked to review an over 200-page document, dated today, that has been compiled over the last year. Prior to its posting on Friday, stakeholders were provided different documents on the website that have been removed. Your 2016 Statement of Policy and Guidelines for Master Plan Activities within the Madison Park System **requires you ensure individual park master plans are consistent with the most recently adopted [City of Madison Park and Open Space Plan](#) and [Comprehensive Plan](#)**. Both plans have been recently updated and adopted, by this Commission at the end of October and by the Common Council in August, respectively. I have found a draft of the adopted copy of the Park and Open Space Plan available online. **This individual park master plan cannot compromise goals in adopted plans of community members citywide.**

The inclusive outreach of all three of these planning efforts has gained a more diverse input from residents to ensure decisions, and designs, represent the entire Madison community. This public greenspace on the lake is used and celebrated by a diverse user group including **>10,000 residents within a half mile*** and an iconic vista that welcomes those entering the city on Gorham Street and from the Capitol Square.

My concerns are with the placement of program elements in the proposed plan, not any of the diverse program functions. What I am hearing is that participants support and celebrate the diversity of uses. The locations proposed on the plan do not meet their needs.

Take steps by allowing time for what the master plan draft report provides: the program uses desired by the community and the opportunity to **ensure the locations in the park are consistent with the [Park and Open Space Plan](#) and [Comprehensive Plan](#).**

Take steps to [Provide opportunities for cultural interaction by facilitating community and events and through the display of public art](#). Allow transparency and for people to remain engaged in this process now that we have a draft report. This could be something informal or we ask the Parks Foundation to have Makeshift Festival in James Madison Park, with food carts where there would be a cafe, have Learn to Row Day, visit Gates. Create an art installation of parked cars where proposed. Easily, inexpensively, we as a community need to be given the opportunity to evaluate if that this layout **before design in this contract proceeds.**

Take steps to issue RFPs for operators of the café and paddleboat rental. Operators were selected and became a critical part of the design process for The Beacon (operated by Catholic Charities), the Henry Vilas Zoo Restrooms and Concessions and the Park Edge Park Ridge Employment Center (operated by the Urban League of Greater Madison). The expertise of the operators will answer questions that impact policy, maintenance, design and placement of program elements. Is a seasonal or year-round café viable without visibility from the street? Are beer sales being proposed? A paddle sports vendor indicated water is too rough, but pontoon boats may be possible.

Take steps to provide the recommendation(s) for change(s) in maintenance practices required by your 2016 Parks Master Plan Report Format.

Since Friday, I have reviewed the plan for consistency focusing on your Parks and Open Space Plan Goals, the Comprehensive Plan and the Tenney-Lapham Neighborhood Plan. Each of the following goals are met by locating the new shelter at the west end of the park.

1. **Water Quality.** The location of the outfall provides a full city block of park west of Hancock Street. A west shelter location and stormwater management are not mutually exclusive. **Take steps, immediately, to define scope and begin an interdepartmental stormwater management project.** One feature that has gained overwhelming support is the stormwater management component. Only this issue merits urgency tonight.

2. This design does not **Connect the community to water by designing areas for increased water access on public lands, including access for low income populations.** The proposed pier is boat traffic, located in the one existing lake access point for paddle sports. This is unsafe and congests multiple community uses. Seasonal courtesy dockage should be a safe distance from swimmers and paddle sports by being located west of the Emergent Wetland. A west shelter better connects users to the water without a road passing between the shelter and the water.

3. This plan does not provide **Safety.** The proposed shelter location is not consistent with 2 of the 5 top opportunities the identified by the City of Madison Crime Prevention Through Environmental Design officer, and the neighborhood officer: **reducing blind corners, and making any future building entries (e.g., for a café) visible from the street.** All 5 opportunities were posted in the 'What informs this plan' document. A west shelter allows visibility from to all building entrances from Gorham Street.

4. **Water Quality**, again, should be the priority. With rooftop access at the Gilman Street Overlook, a new west shelter would be a greater distance from the water than the proposed shelter now pushed away from the street and toward the water at the narrowest point of the park. The proposed shelter effectively bisects the park requiring all sport courts and their many users to be congested.

5. **Park and open space serve a significant role in the promotion and protection of public health for those who live, work, learn and plan in the City of Madison.**

The existing lawn provides over 130,000 s.f. of uninterrupted green space and serves diverse users. From the sidewalk people enjoy the benefits of being in the park and have access to nature in this urban location. I estimate the largest uninterrupted green space provided in the plan is approximately 88,000 s.f. (including the green space offset by the basketball court relocation, not parking changes). **I estimate the contiguous green space is conservatively a 70% REDUCTION** despite being cited that the parking lot redesign 'creates more contiguous green space for the large open space area'.

6. This plan does not **Preserve landmark vistas from public access areas.** No new buildings or parking lots should be located within a designated Priority Viewshed, Vista or View To Lake in the Comprehensive Plan. **City of Madison Comprehensive Plan** indicates to **Preserve defining views of the lakes, downtown skyline, and Capitol from publicly accessible locations.** "Some of these views are shorter, more intimate views of the lake that reinforce people's connection to nature and the city, but all of these views are important. **Once they are lost, they are impossible to recover.**"

Alder Zeller's letter included in public comment states: 'The designers noted that lake views would not be significantly diminished since the new parking will be put in at a level lower than the sidewalk and thus will not diminish sight lines appreciably from what exists currently given the on street parking.' Respectfully, the proposed design submitted is only partially lowered. The design team has also said they raised portions of the parking to allow pedestrians to enter the park from Gorham Street. Vehicles and the proposed enlarged shelter will undoubtedly negatively impact every view identified in the Comprehensive Plan, **not only from the street, but from the publicly accessible sidewalk along the park. This is a legacy decision that will impact generations.** A west shelter and reconfigured parking preserve all landmark vistas from public access areas.

7. Preserve and promote City of Madison park's historic legacy as well as its future legacy. A west shelter location supports the park's legacy as the oldest section of the park which was originally proposed as the shelter location in 1940. Pedestrian scale lighting on Gorham would visibly connect these districts, calming traffic and provide uninterrupted views between two Landmarks, the Gates of Heaven and the Boathouse. This park physically connects the Mansion Hill Historic District and the Fourth Lake Ridge National Historic District. The park is two blocks from the East Dayton Street National Historic District, the site of Madison's first African-American neighborhood.

8. Locate a new shelter at the west end to reduce paved surfaces and support preserving the urban tree canopy contributing to our emotional and physical well being.

9. This plan does not Provide an accessible path system to the entrance of the building and all accessible areas is required. The proposed elevator is not a universally accessible route by forcing some users access by elevator rather than an accessible path system. I estimate the elevator is over a \$100K investment and is unnecessary. This location for a shelter is inappropriate. The west end of the park allows more space to provide universally accessible paths.

Gates of Heaven must have an accessible restroom closer to the building. This also supports a new shelter at the west end. The scale of event space in the new shelter, regardless of location, must be compatible with both Gates and the Boathouse. An appendix of cost estimates provided verbally are not included for development of timelines and prioritization of goals per the 2008 adopted Tenney-Lapham Neighborhood Plan.

Gates of Heaven must have adjacent parking. A parking lot that circles, not dead ends, functioning like the future McPike Park lot proposed. My comparison to McPike Park and Breese is that cars should be predominantly on the street. Zoning and Traffic Engineering do not require parking in parks. Those nearby parks and they are highly visited and successful.

A substantial new opportunity is not reflected in the master plan graphic. Page 44 of the report: 'Conversations with City of Madison Traffic Engineering identified the **potential to add ten new parallel parking stalls along Butler Street.** This opportunity is not reflected in the master plan graphic.' Locating the new shelter at the west end allows a more efficient parking lot serving both buildings. This will elevate congestion at the Boathouse to better serve the Mendota Rowing Club. This allows contiguous greenspace to be maintained and experienced from the sidewalk in a designated priority viewshed.

10. This report clearly acknowledges the inability for this plan to meet the **adopted Tenney-Lapham Neighborhood Plan Parks and Open Space Goal 4: Protect parks and green spaces from encroachment by public infrastructure such as parking lots and paved areas. Add buffers of green space when parcels next to parks are developed or become available for public purchase.**

The proposed parking lot clearly does not meet this goal. In addition, the current damaged concrete retaining wall does not provide an appropriate buffer between the developed Verex Building site and the park. A sustainable, green shelter located at the west end of the park with a preserved and enhanced urban forest would provide this buffer.

The 14 Patterns of Biophilic Design by Terrapin Bright Green includes people's desire to have prospect (an unimpeded view over a distance) and shelter (a place for withdrawal, from environmental conditions or the main flow of activity, in which the individual is protected from behind and overhead). This supports a new shelter located in the wooded hillside of the base of Mansion Hill offers that shelter and prospect over the lake and the large common greenspace to the full length of the park.

Please take steps by not approving this plan tonight. Referral is a positive action for the planning process. **Provide an exceptional system of safe, accessible, well-planned and maintained parks, facilities, public cemetery, natural areas, and public shorelines.**

Thank you,

Dawn O'Kroley
646 E Gorham Street

Attachments:

Pages 82 and 83 of the Comprehensive Plan

My email from yesterday requesting calculations. This attachment includes my calculations that the contiguous green space is conservatively a 70% REDUCTION.

My email from May 1, 2018 that has been twice been omitted from public record.

Also attached are a copy of two documents approved by Parks Commission On February 10, 2016:

Parks Master Plan Report Format

Statement of Policy and Guidelines or Master Plan Activities within the Madison Park System

***This font references the draft 2018-2023 Park and Open Space Plan.**

Strategy 5 Preserve defining views of the lakes, downtown skyline, and Capitol from publicly accessible locations.

Actions:

- Adhere to the Maximum Building Heights Map and Views and Vistas Maps in the Downtown Plan.
- Conduct a viewshed study of the lakes, downtown skyline, and Capitol from vantage points within the city and beyond its borders and implement zoning restrictions to preserve these views.

Key views of the lakes, skyline, and Capitol, from both near and far, are important contributors to the character and identity of Madison. As stated in the Downtown Plan (adopted 2012), “A city’s skyline often serves as its signature – an identifiable perspective that is unique to that community. That is true for Madison, where Downtown’s location on a narrow isthmus between two lakes, coupled with an iconic Capitol building on its highest point, provides many opportunities for ‘postcard views’ of the skyline.”

Preserving the many unique and engaging views of Downtown has long been a goal of the City, and preserving views of the Capitol has long been a desire shared by both the City and the State. The view of the Capitol dome from afar

is protected by a State statute and City ordinance that limit the height of buildings within a one-mile radius. In 1966, the City adopted the Capitol View Preservation Ordinance. The State enacted the Capitol View Preservation Statute in 1990. Together these laws provide a mechanism for protecting some of the most striking views of the Capitol from various parts of the Madison metro area.

a. Building Heights

A study of views and vistas in the central city was conducted during the development of the Downtown Plan. Key views to the lakes, Capitol, and other views within the Downtown were identified, and the Plan then recommended measures to ensure that the most important views remained. Many of those measures were subsequently incorporated into the Zoning Code in the form of maximum building heights and building setback and stepback requirements for new development.

b. Viewshed Study

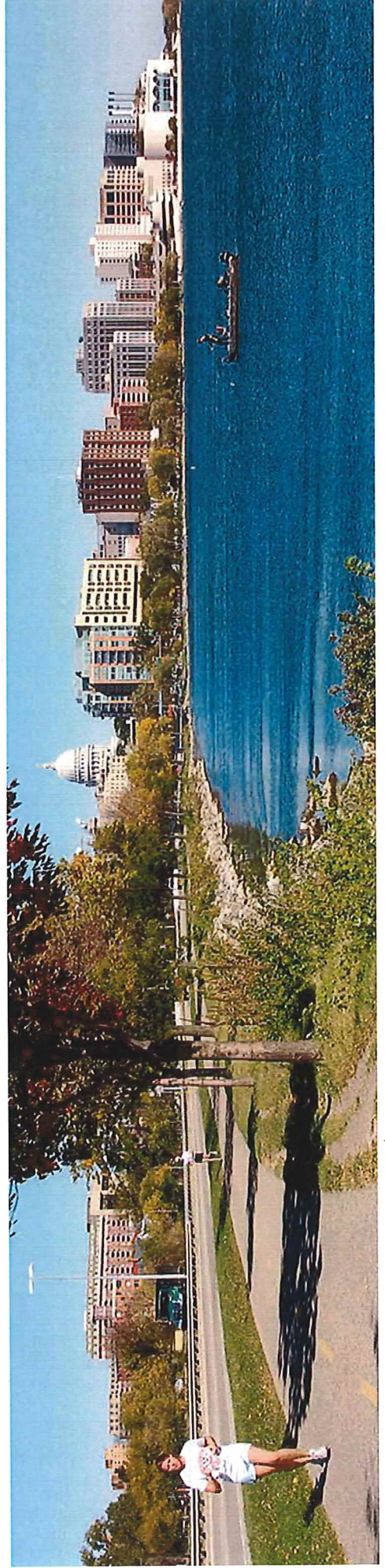
There are many important views of the lakes, skyline, and Capitol from outside of the downtown area. Some of these are iconic long views, mostly of the Capitol, from vantage points that are near the edge of or even beyond the City limits. Some of these views are shorter, more intimate views of the lake that reinforce people’s connection to nature and the city, but all of these views are important. Once they are lost, they are impossible to recover. A comprehensive views and vistas analysis will identify these long and

short views, prioritize their importance, and explore ways for them to be preserved for current residents and future generations to enjoy, in balance with redevelopment goals.

The Views and Vistas Map from the Downtown Plan on the following page provides an example of a similar study done within the downtown during the development of that plan. That map helped inform the maximum building height recommendations in the Downtown Plan that were later codified in the Zoning Ordinance.

“No other city of the world, so far as I know, has such a unique situation on a series of lakes with an opportunity for so much and such direct relationship to beautiful water frontages. The physical situation is distinctly individual.”

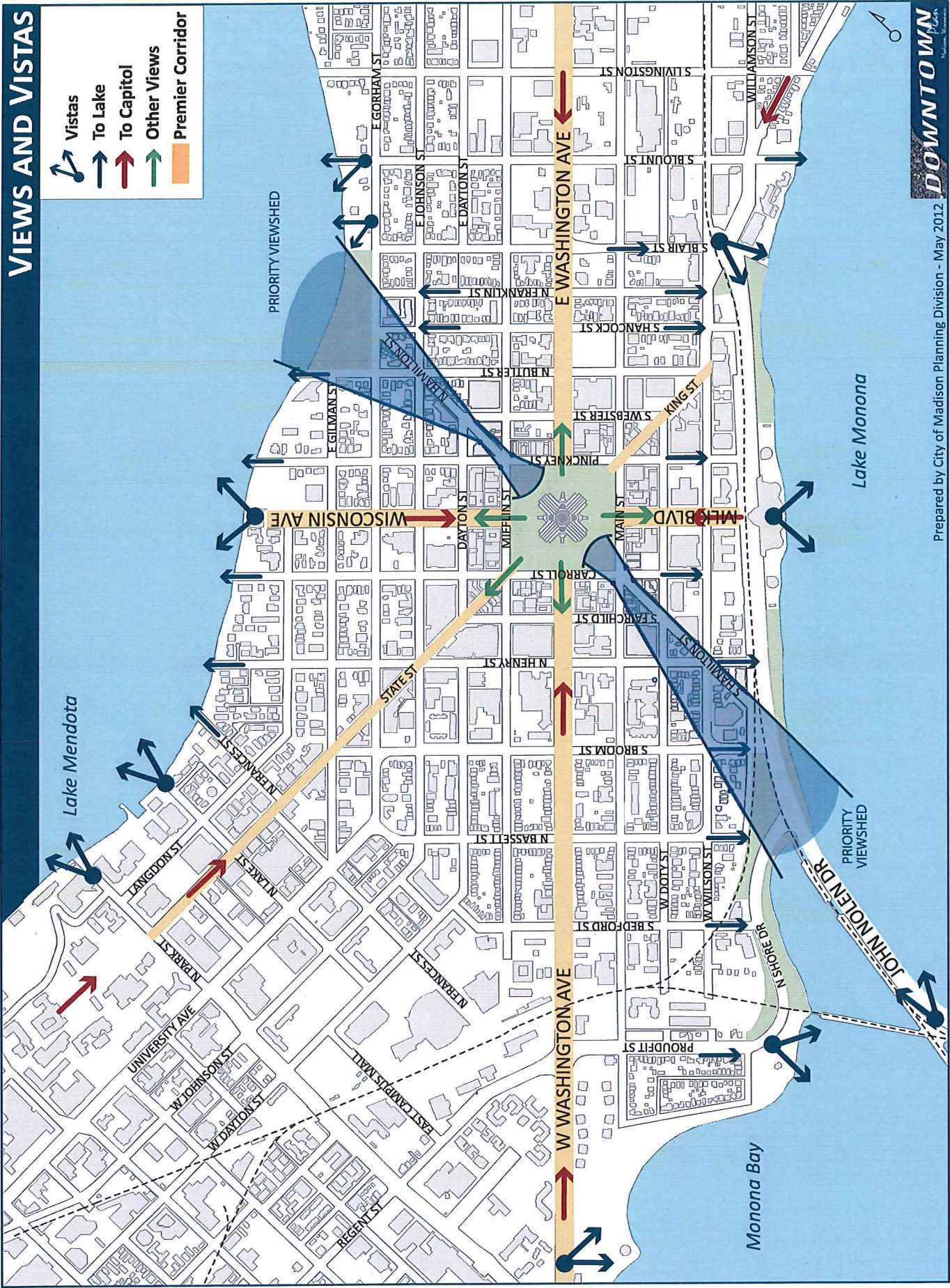
— John Nolen



VIEWS AND VISTAS

Vistas

- To Lake
- To Capitol
- Other Views
- Premier Corridor



DOWNTOWN

Prepared by City of Madison Planning Division - May 2012

At tomorrow evening's meeting please present your calculations regarding paved surfaces as previously requested by stakeholders on September 12, 2018. Specifically, provide data, and a simple graphic to identify the location of the calculation, that qualifies the statement in the draft report: *"The park master plan expands the large open space on the western half of the park by relocating the double-loaded surface parking lot to the periphery of the park along E. Gorham Street."*

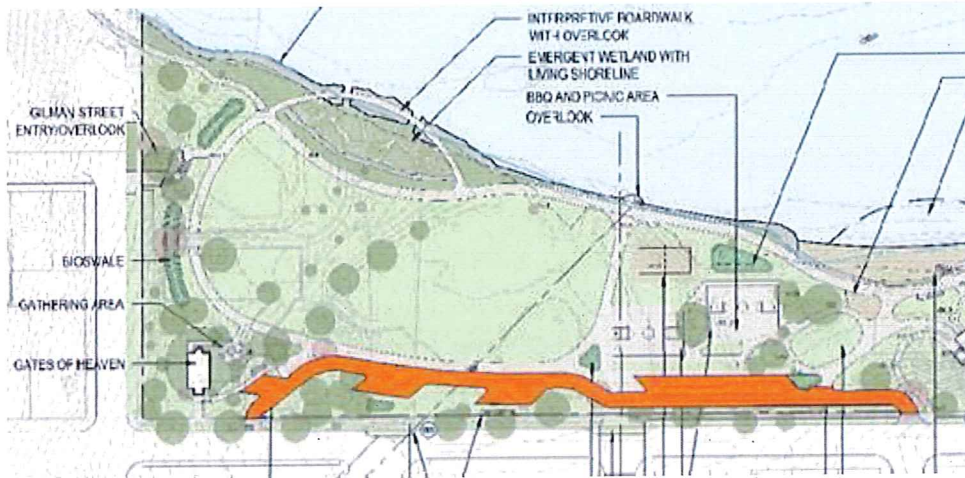
The relocation of the parking further from the lake is also solely credited that it *'increases the amount of uninterrupted open space by a few hundred square feet'*.

I completed a conservative calculation based on the September 24, 2018 draft master plan areas graphically identified below. **The parking lot design results in a REDUCTION of uninterrupted green space. The proposed uninterrupted green space is REDUCED TO LESS THAN 70% of the current uninterrupted green space.**

I completed the below parking calculations for surfaces dedicated to vehicles, not including any existing or proposed sidewalks.

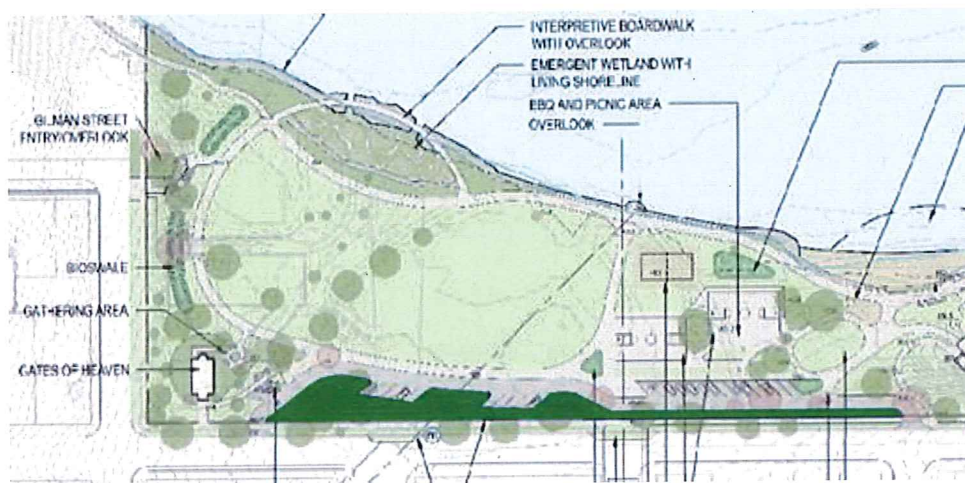


1. Provide the area of the existing parking lot surface lot. Please also clarify the description of capacity of the existing lot. It has varied from providing 26 stalls in the current draft report to the September UDC design team submittal as a 31-stall lot with a reduction in the quantity of stalls proposed.
- The area of the existing parking lot surface is approximately 12,420 s.f. The capacity of the existing lot has varies from 26 stalls in the current draft report to the September UDC design team submittal state this was a 31-stall lot and the design was a proposed reduction.



2. Provide the area of the proposed parking lot surface. 26 parking stalls were indicated in September, the draft report reflects a count of 27 stalls.

- The area of the proposed parking lot surface is approximately 20,600 s.f. for 26 parking stalls.



3. Provide the area of greenspace along Gorham being severed from uninterrupted greenspace by the new parking lot.

- The area of greenspace along Gorham being severed from uninterrupted greenspace by the new parking lot is approximately 14,890 s.f.



4. Please also confirm the area of the existing large open space on the western half of the park, and the proposed expansion of this space. Again, please provide calculations and a graphic representation.

I calculate the new uninterrupted green space DECREASES to about 88,000 s.f. I'm even counting the green space in this area 'gained' by moving the basketball courts.

The existing uninterrupted green space is about 130,000 s.f. I showed the boundary of this area as the bottom graphic in my email yesterday to Parks requesting the calculation.

Thank you, Dawn O'Kroley 646 E Gorham Street

From: Dawn O'Kroley
Sent: Tuesday, May 01, 2018 8:16 AM
To: zia@urbanassetsconsulting.com; 'Sarah Lerner' **Cc:** 'Joe Porter' 'Melissa Destree' and the stakeholder group
Subject: Re: JMMP Designs & Additional Comments



Hi Zia and all, this is a sunset photo taken last Saturday, April 28, 2018 from the basketball court looking northwest. This is a spring sunset and the angle of the sun will travel east of the water tower. Placement of the shelter at the location of the basketball courts will offer a stunning lake view and opportunity to engage the waterfront. (Scroll to the bottom of this email for a shelter precedent image...)

This park is prime lakefront property – engage the waterfront is listed as the first design goal yet none of the options engage the waterfront with a new shelter. We have the opportunity to create a space at the bottom of Mansion Hill with a relationship to the water similar to the iconic Memorial Union.

The 14 Patterns of Biophilic Design by Terrapin Bright Green includes people's desire to have prospect (an unimpeded view over a distance) and shelter (a place for withdrawal, from environmental conditions or the main flow of activity, in which the individual is protected from behind and overhead). The wooded hillside of the base of Mansion Hill offers that shelter and prospect over the lake and the large common greenspace to the full length of the park.

The Option B new shelter should be located at the basketball courts with upper level access from the Gilman Street Park Overlook. Gates of Heaven should absolutely remain in the current location and the synergy with a new shelter at the Mansion Hill end of the park will result in increased reservations without the current disparity between Gates and shelter reservations. This synergy should allow for an alternate design approach to parking. Study revenue generation to make the case for improvements.

The west end of the park is the original site of the park, the 1920's era master plans locate a shelter in this location as precedent. This master plan and referendum must be rooted in the past and respectful to study integration of recent shoreline improvements or it will be perceived as unnecessary. The 60's era demolition created this great common green shared by all. Do not place any built structure in this large lawn as it will sever the sense of community and the building will block the view to the lake. The action step in the 2008 Tenney Lapham Neighborhood Plan is to remove the concrete stacks on the James Madison bathhouse to improve the view of the park. Focus on the reason given in that comment to improve the view. No new shelter or addition to the existing structure should reduce view of the park.

The natural shoreline treatment provides the sound of lapping waves, often louder than the noise of traffic. Provide shoreline treatments that provide that experience of sound or retain some of that existing shoreline.

Confirm all docking options still allow crew shell access to the boathouse.

The design solution cannot rely solely on the hope of finding a vendor who will create a safe space during business hours. Is there any potential vendor that would use the shelter in its current form with only improvements to safety on the lower level? This process needs to evaluate demolition of the structure as an option. Madison has not displayed a commitment to retaining brutalist structures, for example St. Paul's demolition on State Street, and the UW Master Plan shows demolition and new uses at the sites of brutalist architecture. The cost of making the intentional decision to renovate brutalist architecture with architectural integrity would be comparable to building a new, year-round community gathering space that will serve future generations and better support potential vendors. A small 'icehouse' type structure built into the hill at the current shelter location could be an option to provide additional restrooms and improve visibility from the street. A 6th grader at Hip Hop Architecture suggested two restroom locations. Beach showers should be outdoor fixtures.

A shelter in a shaded site could be comfortably naturally ventilated most of the summer without the need for air conditioning to create the strongest interior/exterior connection with the waterfront and the park. The cost and aesthetic impacts to attempt to heat or air condition existing uninsulated concrete structures are substantial with questionable results. A heated shelter would extend park use throughout the day and seasons.

Options for safe street crossing and traffic calming?

All options should have sustainable stormwater filtration. Thank you for looking at the greater area of the city that impacts the park. Design options to treat the outfall at the end of Blount Street now or as a future placeholder? All options should have Urban Forest at both ends of the park.

Urban design impacts studied? This design opportunity would/should have an impact on the neighborhood and City goals for owner occupancy, creating a welcoming, safe space for all with a positive environmental impact beyond the boundary of the park.

Thank you again to everyone for your efforts! Dawn

From: zia@urbanassetsconsulting.com <zia@urbanassetsconsulting.com>
Sent: Thursday, January 18, 2018 3:35 PM
To: Dawn O'Kroley; Lerner, Sarah; Ledell Zellers (district2@cityofmadison.com)
Subject: RE: James Madison Stakeholder Mtg

Dawn,

Thank you for coming last night and sharing these thoughtful follow-up comments – great suggestions and ideas. We'll add these to our notes/results from the evening (including the image!). Thanks for your continued involvement in this project.

Best,

Zia

Zia Brucaya, AICP
Senior Planner

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From: Dawn O'Kroley [<mailto:dokroley@dorschnerassociates.com>]

Sent: Thursday, January 18, 2018 3:22 PM

To: zia@urbanassetsconsulting.com; Lerner, Sarah <SLerner@cityofmadison.com>; Ledell Zellers
<district2@cityofmadison.com> <district2@cityofmadison.com>

Subject: RE: James Madison Stakeholder Mtg

Hi Zia, Sarah and Ledell, I wasn't able to stay to the end of the meeting but hope you had a good night! The history is so fantastic.

I wanted to send thoughts on the 4 points:

Brag:

- The sunsets are stunning.
- Historic architecture instills a sense of pride to care for our environment for future generations.

Worry:

- A \$700,000 renovation of the shelter will still result in an underutilized, unsafely sited building with a road separating users from the water. A renovated shelter in the current location does not support the use of the Gates of Heaven. The highest and best use of the shelter footprint is open space. I would encourage a minimum of two master plan options deconstructing the existing shelter.
- Share budget information on ground leases, rentals and park impact fees that are generated for and by this park. Funding supports allowing the design team to create a greater vision for the shelter.
- How will weeds and debris be managed? A dumpster on the shoreline is not an acceptable solution.
- What is the footprint of the city stormwater that is drained directly into the lake in James Madison Park through existing storm lines shown on the survey?

Envision:

- Imagine an infrastructure that visibly improves water quality with influence on behavior and policy beyond the park boundary. Our care for the lake should be our first priority. If stormwater management and traffic calming are beyond Park's scope, I urge the importance of these design priorities as something to be communicated with other departments as part of the Master Plan.
- With appropriate treatment of the edges of the park, we have the opportunity to be immersed in the natural environment while the view of cars and sound of traffic fades away. Imagine a sustainable landscape that provides visual interest and wildlife habitat all year.
- The end of Blount would be a beautiful viewing platform but does not offer an accessible route to experience the water.
- Enforcement that corrects behaviors while still welcoming visitors as a positive attribute in the park.

Wonder:

- Imagine a shelter connected to nature, on or near a rebuilt shoreline, inspired by an open-air boathouse nestled into the bottom of Mansion Hill to provide access to the lake and bring people together. The slope of the hill could allow a 2 story building accessible to all without an elevator but by using the topography. The water would be accessible. This location would have a strong association with our most recognized historic district – Mansion Hill. The shelter would be rentable on the second floor with public restrooms/storage space on the first floor always visible for safety from the length of the park.

This is an exciting project. Thanks for all of your efforts. I'll leave you with one precedent image... Lake Flato, Marble Falls:



Dawn O'Kroley

Parks Master Plan Report Format

Introduction

Overview regarding intent of the report and information about the park as it relates to the Park and Open Space Plan and the city park system overall. Includes:

- Park Classification
- Service Area
- Spatial and aesthetic relationship to other area parks
- Location
- Size: location on area map
- Context within park system

History

Provide context of the park within City of Madison system

- History of the park / name
- Administrative History
- Trust info / deed restrictions / dedications
- Old photo or map

Existing Conditions

Describe current facilities through inventory and analysis

- Important cultural significance
- Habitat types: vegetation/land cover, topo, soils, hydrology/drainage
- Trails/bikepath(s)
- Recreational amenities (fields, playgrounds, courts, etc.)
- Shelters
- Utilities (R.O.W.s and easements)

Current Uses and Maintenance Practices

Describe use, operations and maintenance of park facilities

- Programming: events & reservations
- Operations and Maintenance

Master Plan

11x17 plan document overlaid on aerial photo to include:

- Existing uses
- Area(s) available for new uses
- Location(s) for additional facilities
- Recommendation(s) for change(s) in maintenance practices

Appendix

Items to add to report to support the master plan

- Current Dane County Park and Open Space Plan – synopsis/link
- Current City of Madison Comprehensive Plan – synopsis / link
- Current City of Madison Park and Open Space Plan – synopsis/link
- Neighborhood Plan (esp. if adopted) – synopsis/link
- Community survey results from Survey Monkey
- Summary of input from meetings

Approved by Parks Commission

On February 10, 2016

**STATEMENT OF POLICY AND GUIDELINES FOR MASTER PLAN ACTIVITIES
WITHIN THE MADISON PARK SYSTEM**

AUTHORIZATION

The Madison Board of Park Commissioners is the approving authority for policies governing the Madison Park system. This policy is intended to provide guidelines and procedures that will ensure individual park master plans are consistent with the most recently adopted City of Madison Park and Open Space Plan and Comprehensive Plan. This policy is also intended to sustainably guide the location and management of the infrastructure, recreational amenities, and habitats/land management areas in the Madison Park system. Each Park Master Plan will require Park Commission approval. Requests for changes or revisions to a proposed Park Master Plan will be evaluated and revisions will follow a similar process, including Park Commission approval to amend the park master plan.

Park Master Plans are intended to provide the following:

- Provide a long-term plan for recreational amenities in a park that is consistent with the Park and Open Space Plan (15-20 year horizon).
- Achieve an equitable distribution of recreational amenities and facility standards in parks across the city.
- Encourage participation by the public in the identification and assessment of amenities and infrastructure to maintain transparency in the park master plan process such that citizens, staff and elected officials are informed throughout the process.
- Aid budgetary decision-making by identifying deficiencies and maintenance needs across the system.
- Provide a framework for staff implementation of desired changes to the system as recommended in the City of Madison Comprehensive Plan and Park and Open Space Plan.

NOTE: This policy applies to all City of Madison parks in the system. Greenways or street ROWs (e.g., street ends or boulevards) are under the purview of City Engineering and/or Transportation. The Parks Division and/or the Board of Park Commissioners may make recommendations on activities or projects on adjacent city properties to promote consistency and compatibility with park plans. Recommendations will be advanced to the appropriate boards or managers regarding the activities on these properties. The final decision on non-park properties lies with the respective agency boards, commissions or staff.

GUIDELINES FOR PARK MASTER PLANS AND REPORTS

1. The master plan and report define the facilities, recreational amenities, and general landscape elements/land management areas to be developed in each park. For example, the park master plan will define the recreational amenities within a park (athletic fields, playgrounds, sport courts, forested buffer areas, etc.) but will not define specific locations of benches nor individual trees. The report format and process followed to develop a new park master plan or to amend an existing park master plan is based on the classification of the park, as described below. A park master plan amendment is required when a significant change in recreational amenities is proposed (e.g, when a splash park is proposed in a park where the park master plan did not include a splash park). If a new recreational amenity will displace an existing recreational amenity, a park master plan amendment is required.

Approved by Parks Commission
On February 10, 2016

2. The **Parks Master Plan Process** describes the procedure for public input including notification, survey, meetings, report drafts, review process and approvals for the master plan for a park; the process may be abbreviated for amendments to existing master plans. This process may be updated on a periodic basis by staff after review by the Parks Long Range Planning Subcommittee.
3. The format of the master plan report is determined by the classification of the park property. For example, a master plan for a community park, which is larger in size and contains a diversity of amenities and uses, will follow the **Park Master Plan Report Format**. The master plan for smaller parks classified as neighborhood parks will typically have less detail and be shorter in length (3 pages or less) and may not include all of the elements in the **Park Master Plan Report Format**. A master plan for a park classified as a mini park will consist of a single page map of amenities and their location in the park. The report format may be updated on a periodic basis by staff after review by the Parks Long Range Planning Subcommittee.

PROCEDURE

A park master plan will be developed and approved by the Park Commission for new parkland. Development of a park master plan will follow the **Parks Master Plan Process** and the **Parks Master Plan Report Format** based on the classification of the park. Requests to amend an existing master plan for a park will be reviewed by staff and addressed as staff resources are available. While Madison Parks is willing to provide supporting services and/or resources needed to accomplish master planning projects, staffing may be limited based on the priorities and constraints of the Madison Park system and budget.

Members of the Board of Park Commissioners,

January 09, 2019

Revisions to the draft master plan are before you tonight as well as discussion to adequately confirm information. Your 2016 Statement of Policy and Guidelines for Master Plan Activities within the Madison Park System **requires you ensure individual park master plans are consistent with the most recently adopted City of Madison Park and Open Space Plan and Comprehensive Plan.** Both plans have been recently updated and adopted. I have only found a draft copy of the adopted copy of the Park and Open Space Plan available online. I provided the Commission with a copy of your standards on December 12, 2018 which were omitted from the public record. I also provided 10 goals better met by a west shelter alternative. The draft plan fails to reference consistency with these plans and does not yet meet the standards your approval. **Options are before us to revise the plan to meet those goals; now is the appropriate time to share the west shelter alternative with the public.**

Just revise the location of the reservable shelter and the seasonal dockage in the proposed plan to **ensure Safety and Preserve landmark vistas from public access areas, consistent with the Park and Open Space Plan and Comprehensive Plan.** See MGO 8.188: no person shall anchor or moor water craft within 25 yards of the pier at JMP. The inclusive outreach of all three of these planning efforts has gained a more diverse input from residents to ensure decisions, and designs, represent the entire Madison community. **Maintain every diverse program function requested. Connect the community to water by designing areas for increased water access on public lands, including access for low income populations.**

Provide free, shaded public gathering space with **every other activity and amenity remains centralized including rentals, concessions, showers, restrooms near the beach, playground, docks and fishing.** Gates of Heaven will no longer require 10-day notice to request an accessible portable restroom and this plan can **avoid "exceptionalism"**.

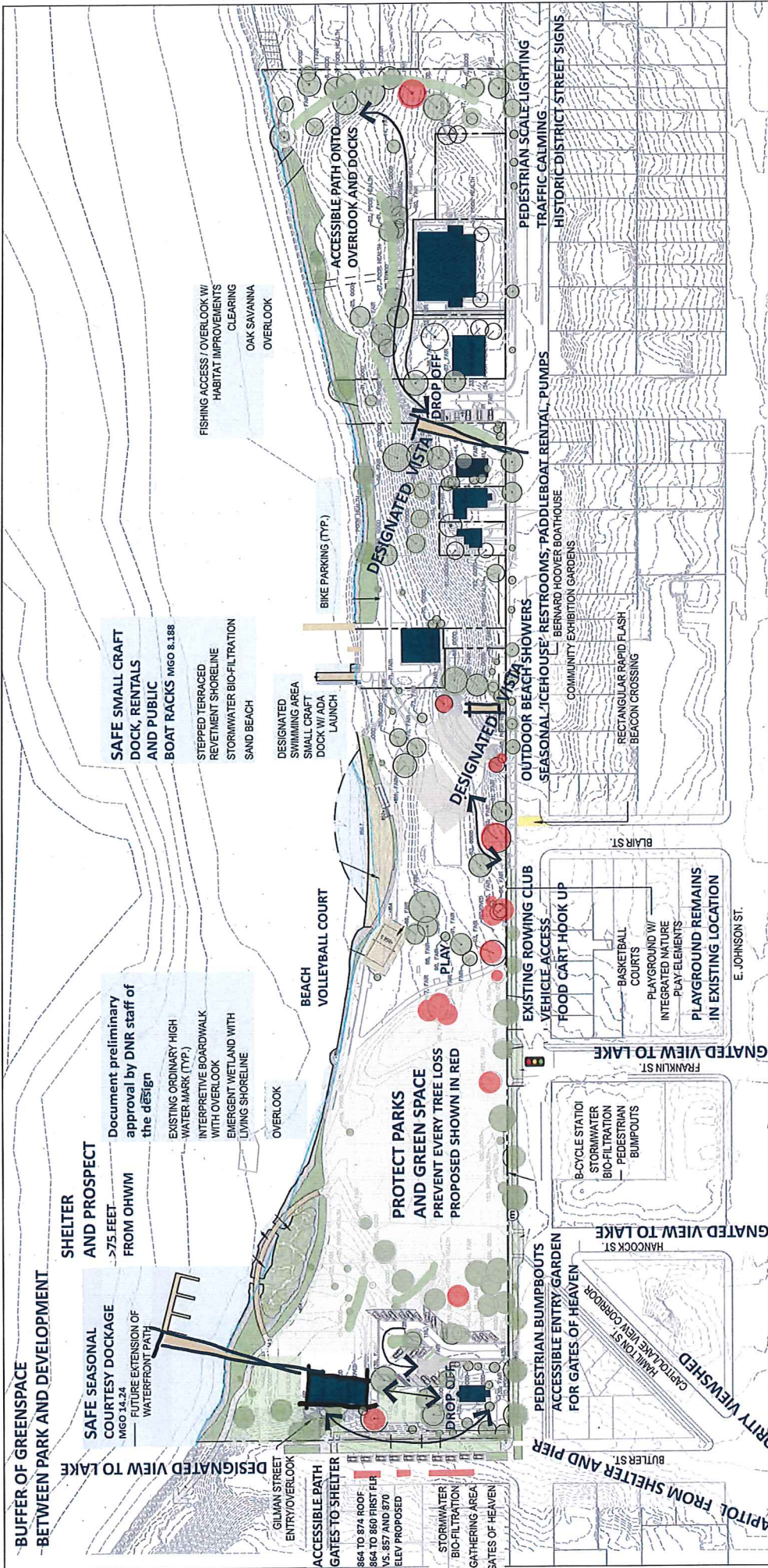
Meet the adopted Tenney-Lapham Neighborhood Plan Parks and Open Space Goal 4: **Protect parks and green spaces from encroachment by public infrastructure such as parking lots and paved areas. Add buffers of green space when parcels next to parks are developed or become available for public purchase.** A west shelter alternative can preserve every tree proposed to be lost due to construction and the **urban tree canopy contributing to our emotional and physical well being.**

Provide the information required by your established Statement of Policy and Guidelines and the scope of the Request for Proposals for the James Madison Park Master Plan and Shelter Design: Aid budgetary decision-making and Provide a framework for implementation; A construction cost estimate shall be included with the draft master plan by a third party cost estimator; Provide a preliminary lighting plan; recommendation(s) for change(s) in maintenance practices; Document preliminary approval by DNR staff of the design; Ensure the design meets agency requirements and UDC comments to Reconsider proposed parking number, location and layout; Further study proposed location of new shelter, playground and basketball court.

Thank you,

Dawn O'Kroley 646 E Gorham Street

attachment: West Shelter JMP meeting community members citywide criteria rev 01.09.18



BUFFER OF GREENSPACE BETWEEN PARK AND PARKING OR DEVELOPMENT

DEFINE PROCESS TO ACQUIRE GREENSPACE TO OFFSET FUTURE POTENTIAL HISTORIC HOME RELOCATION



UNIVERSAL ACCESSIBILITY SEAMLESSLY INTEGRATED

James Madison Park Master Plan layout revisions prepared by Dawn O'Keely 12.16.18, rev 12.27.18, 01.09.19 to illustrate the ability for all proposed activities to be relocated to be consistent with, and celebrate, adopted plans of community members citywide. I am a local architect, chair of the Historic Preservation Plan Advisory Committee, and resident of the Tenney-Jaham neighborhood. I served on the Urban Design Commission for ten years, and was asked by Madison Parks staff to be part of the stakeholder group for this Master Plan & Shelter Design Process—one of their community engagement tools. The purpose of the stakeholder group is to supplement collected feedback and to enhance public awareness of the project by leveraging participants' networks to distribute information.

- Criteria:
1. Adequately confirm information. Data provided does not support several misleading statements in the draft report.
 2. Meet the scope of this master plan process requirements. All budgetary decision-making, provide a framework for implementation.
 3. Ensure consistency with the most recently adopted Tenney-Jaham Neighborhood Plan, Parks and Open Space Goal 4: Protect parks and green spaces from encroachment by public infrastructure such as parking lots and paved areas. Add buffers of green space when parcels next to parks are developed or become available for public purchase.
 4. Ensure consistency with the most recently adopted City of Madison Comprehensive Plan, Preserve defining views of the lakes, downtown skyline, and Capitol from publicly accessible locations. "Some of these views are shorter, more intimate views of the lake that reinforce people's connection to nature and the city, but all of these views are important. Once they are lost, they are impossible to recover."
 5. Ensure consistency with, and make available to the public, the most recently adopted City of Madison Park and Open Space Plan.
 6. Strive to meet City of Madison Ordinance 8.35 PRESERVATION OF SHORELINE PARKS (2016) Construction which when construction is occurring being covered by buildings, structures and existing buildings, structures and paved areas of less than five percent (5%) of the public park in which the construction is occurring being covered by buildings, structures and paved areas; and, A total, including previously existing boat docks, piers and buildings or structures extending into or over the water, of less than ten percent (10%) of the shoreline of the park in which the construction is occurring being covered by buildings, structures and paved areas.
 7. Integrate ADA-compliance into the design process. "Avoid 'segregation' by integrating ADA accessibility seamlessly throughout the park. Exceptionalism is present when ADA accessible amenities are significantly different or separated from other amenities. For example, providing one or two ADA-accessible picnic tables rather than making all park tables ADA accessible, or designing access, viewing, and seating areas such that a person with a disability would have to be separated from companions without disabilities in order to use the amenity."

From: John Jacobs <[REDACTED]@yahoo.com>
Sent: Tuesday, February 5, 2019 4:13 PM
To: Lerner, Sarah <SLerner@cityofmadison.com>
Subject: James Madison plan - Jan 9 comments

Dear Ms. Lerner,

My prepared comments for the January 9 BoPC meeting are copied below and in the attached Word document. Please add these comments to the legistar record for the JMP plan.

Thank you.

John Jacobs

Comments for Board of Park Commissioners

January 9, 2019

My name is John Jacobs. While I've lived on the near west side for 43 years, I know and love James Madison park. I used to row with Mendota Rowing at the park. When our kids were little we'd come to the park to hang out and be by the water. Like thousands of Madisonians, I get some extra joy every time I simply drive, bike, or walk past the park.

I hope the Board will reject all three plans before you and send them back to the drawing board.

I may have been vaguely aware of the planning process for the park but until the Isthmus article, I had no idea that there was a plan to diminish the best aspects of James Madison. If anything, I may have thought the folks in the neighborhood would take care of our park.

I recently learned that there were, in fact, neighbors working hard for months to save our iconic view across the park. I also learned that the awful parking plan along Gorham had been "non-negotiable" by city staff and their consultants since the beginning of the planning process. Probably before the beginning. Why?

The draft master plan says;

"This design is contrary to recognized Crime Prevention through Environmental Design (CPTED) principles and may contribute to the high number of calls for service at this park."

"From January 1st to November 18, 2017 there were over 700 police calls for service to James Madison Park."

In a December 7, 2018 letter to the parks commission recommending approval of the plan, Alder Zellers says:

"Additionally, the relocated parking eliminates the current parking which is relatively hidden and has provided an attractive place for drug dealing and other bad behavior. There were ~ about 700 calls for service for this park in 2017."

To the average reader, 700 police calls in 11 months may sound like the park is a high crime area. The police were called 700 times. Wow. Sounds bad right?

In fact, the total number of calls to both 911 and the non-emergency number were far less. 911 records show only 42 "calls" to the park during those 11 months. The 42 calls includes police, fire and EMS.

42 calls are not “over 700 police calls.”

I hate to say it, but our Parks Division’s non-negotiable agenda about the parking lot is being sold with the same kind of scare tactics and fearmongering that Mr. Trump uses to describe folks who arrive at our southern border. Paint an exaggerated image of rampant criminality to build a wall or – in this case - move a parking lot.

I don’t know who or which city agency is most responsible for the dishonesty of “over 700 police calls” in the planning process. Citizens, alders and park commissioners should get truthful information not slanted propaganda from city staff. That Parks would stoop to such dishonesty calls into question the integrity of the whole planning effort for James Madison Park.

The best part of James Madison park is its simplicity. A wide expanse of grass and green from sidewalk to shore. For James Madison “less is more”

Besides the awful parking, the plan strikes me as a confused, cluttered mess.

The plan reduces the greenspace that people can actually use by a significant amount. Just look carefully at the graphic that Parks gave to Isthmus. The shoreline is moved towards Gorham which narrows the park. The new parking lot and road further narrows the usable greenspace from the Gorham side as well.

The overgrown science fair project called an “*emergent wetland*” and the adjacent plantings along the shore keeps people away from 600 feet of shoreline and replaces lots of active greenspace on the west end. I’m all for science and education. I’m a lab manager at the UW. But this thing probably won’t work and will instead be a maintenance nightmare for Parks staff.

The planned shelter is way too large for its location at the narrowest part of the park. At three times the size of the existing shelter, and with its roof extending farther toward the lake, the new building will block views far more than the existing shelter. Like the big tubes that currently block part of the view, the mass of new structures on the roof – including an unnecessary extra roof, a fake green roof with interpretive walkway, an elevator, and then trees to hide the elevator - will block the view far more.

Moving the huge shelter west into the greenspace further reduces area for active recreation.

If it were my plan, the non-negotiable items would be:

- Maintain or improve the view from the top of the hill on Gorham to the bottom.
- Add toilets on the west end.

With more and more folks living downtown, its makes no sense to reduce the amount of green area that people can actually use in James Madison Park.

We should try to improve the iconic view, not diminish it.

Thank you.
