

Past, Present and Future Development of **James Madison Park**

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Abstract:

This case study examines the redevelopment process of James Madison Park by asking two questions: (1) *How has James Madison Park changed through time and why?* and (2) *What populations are best served and not served by these changes?* We attempt to analyze how comprehensive the City of Madison was in making this redevelopment process open and accessible to all members of the public. In our analysis we use both qualitative and quantitative data, including, but not limited to, personal observations, interviews, and a survey. We conclude that the City of Madison overall practiced an open, accessible, and comprehensive outreach in collecting public input for the redevelopment of James Madison Park.

Keywords: Urban, Parks, Green, Accessibility, Safety, Redevelopment, Public, Outreach, Community, Neighborhood, Design, Diversity, Equity, Justice, Racial, History, Demography, Society, Place, Lake, Madison, Wisconsin

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Introduction

The capital city of Wisconsin is home to a highly-ranked, public city park system. Madison's important green spaces are being increasingly stressed by the city's rapid population growth, with Madison being the fastest growing municipality in the state (World Population Review). As more areas are developed and the population continues to rise, it is important to preserve parks for the good of all people. While James Madison Park is just one of the city's 206 parks, the site has long been an area of significant community congregation, relaxation, and recreation since its establishment in 1939 (City of Madison Parks Division).



Figure 1. James Madison Park Location Map (Google Maps)

James Madison Park, located on the shores of Lake Mendota just north of the capitol square, has been utilized by the city of Madison and its members since the late 19th century. It has undergone significant developments which have evolved the site from a one-time docking place to a vast city park with over 12 acres of land and many

amenities (Cornerstone Preservation). Land for this park was originally purchased from the Conklin & Sons Mendota Ice House in the year of 1939. At this time, the park was primarily used for swimming and fishing. It became James Madison Park in 1963 after the purchase of additional land (Cornerstone Preservation). Since then, there have been many changes.

Since the commencement of the redevelopment process in November 2017, there have been many actors involved. Through extensive community involvement, the City of Madison, landscape architecture firm Saiki Design, urban planning consulting firm Urban Assets, Baird Shoreline Engineering, and Destree Architecture and Design proposed a master plan for the future of James Madison Park in September 2018. The final presentation of the master plan was the fourth and final public input meeting in this initial drafting process. Through these interactions between planners and the community, it has been a goal to reach a wide range of people in order to truly redevelop this park for all people, as this park will be the first in Madison to incorporate the goals of the city's Racial Equity & Social Justice Initiative. The park's central urban location is integral to how it is used as it is situated near both high and low income neighborhoods, making it accessible to a wide array of demographic groups.

Due to the park's long history, communal importance, demographic diversity, and plans for development, we explore two questions: (1) *How has James Madison Park changed through time and why?* and (2) *What populations are best served and not served by these changes?*

To answer these questions, we gather data with three different techniques: archival sources, conducted interviews and surveys, and personal observations. Through historical analysis online and at the Wisconsin Historical Society, question (1) aims to reveal if there have been significant changes in how the park has been utilized, as in what activities the park affords and what populations of people spend time there. Through collections of personal testimonies from park users, city planners, landscape architects at Saiki Design, and the James Madison public engagement documents, question (2) aims to reveal whether the changes in development over time are reflective of broad community interests or specific interests of an individual demographic group.

In this report, we deeply explore the development of James Madison Park through the past, present and future uses of the space. After gathering information from historical archives, interviews and surveys with city members, planners, designers, and our own personal observations we are able to decide if the transitions of the Park over time have benefited a certain population of people more than others. Our research is timely as the city presented their final master plan for redevelopment on September 24, 2018, in which we had the opportunity to attend the meeting. The plan was up for final review on December 12, 2018.

Literature Review

Site Setting

The location of our research takes place in James Madison Park, which is located just north of the State Capitol and on the southeastern side of Lake Mendota. James Madison Park stretches the length of four city blocks and covers close to 13 acres of land.

Origins: Madison Park and Pleasure Drive Association

The “Madison Park and Pleasure Drive Association” is credited with the inception of the park spaces in Madison, Wisconsin. This organization existed from 1892-1938 (Groves, 1957, 197). They were known for “bringing more country into the city” (Groves, 1957, 197). Originally one had to pay a fee for membership to the association (Brown, 1910, 297). A figure important to their organization was their leader, John Olin (Groves, 1957, 200). Olin was very passionate about his work for the city of Madison. Many plans released by the association were his own (Groves, 1957, 200). The association was concerned with providing park facilities for people of all neighborhoods and backgrounds (Groves, 1957, 198). According to a map prepared by Madison Board of Park Commissioners in 1929 of the “Parks and Pleasure Drives,” there was a park called Franklin Street Park at the current site of James Madison Park, just north of the Capitol (Groves, 1957, 199).

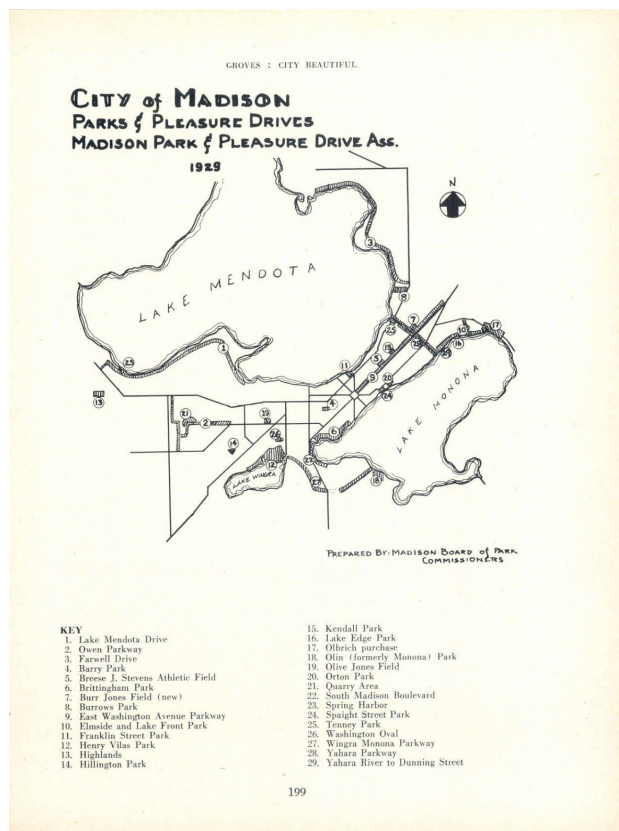


Figure 2. *City of Madison Parks & Pleasure Drives Map* (Groves, 1957, 199)

During the middle of their reign, there was an important movement in the realm of city beautification. The City Beautiful Movement was popular in cities across the United States from the years of 1900 to 1910 (Wilson, 1989, 1). This movement was “cultural, aesthetic, political, and environmental” (Wilson, 1989, 2). The City Beautiful Movement was made popular by the iconic landscape architect, Frederick Law Olmsted (Wilson, 1989, 9). Park systems were important to this movement as well as the general beautification of the community in any way one could think of. The movement was full of forward thinking environmentalists. “The goal beyond the tangibles was to influence the heart, mind and purse of the citizen” (Wilson, 1989, 1). They knew that by beautifying the city, they could influence “worker productivity” and “urban economics” (Wilson, 1989, 1). These ideas are influential in planning and landscape architecture today. As our society becomes more hectic, beautiful urban spaces need to be provided as an escape from the stresses of daily life. The Park and Pleasure Drive Association was concerned about the news of a comprehensive plan for the city, worried that the parks that they had worked so tirelessly for would be misused, particularly the “drives” (Groves, 1957, 203). Despite their concerns, a new plan for the city held great promise for Madison and the state of Wisconsin. The man responsible for this plan was a well known landscape architect, John Nolen. Work of the Park and Pleasure Drive Association was officially handed over to the city of Madison in 1932 (Groves, 1957, 204). Olin and Nolen developed a relationship through the years centered around the City of Madison Parks.

Madison as a Model City: The Influence of John Nolen

Of all the city planners and landscape architects involved in plans for the city of Madison, Wisconsin, John Nolen is one of the most notable. Nolen is responsible for a report released in 1911 titled *Madison: A Model City* (Stephenson, 2015, 104). Within this document, Nolen details his visions for the capital city. It was important that this plan followed the ideals of the city, state and university. Nolen of his plan: “The work is undertaken in the confident belief that Madison may be so developed as to establish a new standard for city making in the United States” (Nolen, 1911, Initial Address). Nolen views Madison as a city full of individuality. For one, it’s location between two lakes offers many opportunities for water frontage views (Nolen, 1911, 21). It is also home to the State University and the State Capitol, two very important institutions. Nolen says, “As a Capital City, Madison should possess dignity and even some restrained splendor; as University city it should manifest a love of learning, culture, art and nature; as a residence city it should be homelike, convenient, healthful and possess ample facilities for wholesome recreation” (Nolen, 1911, 31). According to Nolen, Madison is known as an enjoyable place to live because of the beautiful lakes and parks that the city provides (Nolen, 1911, 89). He credits the “Park and Pleasure Drive Association” with this distinction (Nolen, 1911, 89). In his report, Nolen calls upon the need for an official park commission in the city of Madison (Nolen, 1911, 107). He stresses the idea of a “Park System” (Nolen, 1911, 109), which James Madison Park is now a part of today. Nolen addresses the idea of a universal park system, “Such a system should provide for each section of the city, for each class of the population, for each proper but varying taste”

(Nolen, 1911, 109). He was aware that all areas of Madison needed to have access to a public park. After all Nolen's analysis of the city and what makes it uniquely important, he provides a plan for the future development of the city (Nolen, 1911, 141). One of his goals states: "To secure for public use the most important lake frontages with a view to the formation of a Four Lake District" (Nolen, 1911, 141). James Madison Park provides public waterfront access today, following along with the ideals of the Nolen plan.

Important to the topic of James Madison Park, Nolen included maps for *A Suggestive Plan for Madison A Model City* in his report. He addresses existing and proposed parkland on this map, along with railroad and marsh land cover. It is evident that Nolen planned to implement a park on the site of the current James Madison Park. This can be seen just northeast of the capital square. The city of Madison report was important in the journey of Nolen's career because he gained much recognition from this project (Stephenson, 2015, 110). It also helped Madison stand out across the nation as an ideal "Model City."



Figure 3. *A Suggestive Plan for Madison A Model City* (Nolen, 1911, 150)

Madison's Progressive Era: Public Places as Community Building Tools

As noted, considerable advancement in Madison's public parks and recreation facilities occurred during the early 1900s, deemed the "progressive surge" by David V. Mollenhoff, author of *Madison: A History of the Formative Years*. At this time, Madison's population was growing, urbanizing, and becoming increasingly demographically diverse, moving away from a Madison society that "simple and small" (Mollenhoff, 2003, 381). Whereas the city's first members, which had almost exclusively emigrated from New England, "shared many of the same values regarding work, family, religion, and leisure," the "cumulative effects of immigration and individual differences soon fragmented Madison into dozens of ethnic, economic, religious, and social groups" (Mollenhoff, 2003, 381). The city "became pluralistic, impersonal, and complex" (Mollenhoff, 2003, 381).

This demographic transition of Madison is closely intertwined with the eventual development of its park system. Madison's progressives at this time were worried about these societal divides that were forming and wanted to create the feeling of a singular community. They were driven to "eliminate class prejudices and to abolish the mosaic of cliques that prevented the people from pulling together" (Mollenhoff, 2003, 381). Madison progressives pushed for an increase in public recreation facilities, with the belief that "Playing together was one of the great levelers" and "by working, playing, and socializing together ... the masses could learn something able the classes and classes could about masses, and that the superficial economic, ethnic, religious, and social differences would melt away" (Mollenhoff, 2003, 381).

Parks and public places have historically been utilized as places to bridge differing communities, but Madison greatly lacked such facilities. At this time, private societies and organizations were primary providers of recreation opportunities, provided one could afford membership. These organizations were very prevalent in Madison, with the city having “nearly two hundred private, social, and religious organizations” (Gilmore, 1916, 111). The recreation offered consisted of “dancing, card parties, socials, concerts, suppers, smokers, [and] literary programs” (Gilmore, 1916, 112).

One of the first pushes by Madison’s progressive community for the creation of inclusive places was to build a municipal club, which would not be discriminatory in regards to class, race, or religion (Mollenhoff, 2003, 381). Proposed plans were a rather grand building that would offer a wide variety of amenities such as a clubhouse, reading room, gymnasium, swimming pool, and social room for cocktails (Mollenhoff, 2003, 381). Despite its promised inclusivity, many of the amenities were geared to middle and upper class desired activities, and it greatly resembled how the city’s private organizations operated. Ultimately these plans died as the necessary funding failed to be acquired (Mollenhoff, 2003, 381).

Looking at more financially realistic options, the progressive community turned to the idea “to turn the public schools into civic centers for children and adults” where “school rooms could be used for debating societies, literary clubs, and that school gymnasium could be used for athletic purposes” (Mollenhoff, 2003, 382). However, this ultimately failed as well, due to the fact that teachers did not want their classroom being

used by others and that many organizations could acquire their needed space by renting rooms at churches (Mollenhoff, 2003, 382).

One successful materialization of the push for community building was the creation of the Community House in 1916, later known as the Neighborhood House (Mollenhoff, 2003, 382). This establishment, located in the predominantly Italian Greenbush neighborhood, had the primary goal of “Americanizing” immigrant communities (Mollenhoff, 2003, 383). Teachings from local charities as well as University professors covered such topics as “American cooking, sewing, house cleaning and shopping” and “English, American history, and civics” (Mollenhoff, 2003, 383).

While ultimately the outside progressive community saw little materialization of their efforts, this was a period which experienced considerable government action in regards to community building. Disgusted by a city where “garbage was thrown almost everywhere” and that “had just one public park, no playgrounds, and no public lake access”, “Madison’s Yankee-university elite, a group of middle-to upper-income persons who lived in the Mansion Hill, Tenney Park, University Heights, and Wingra Park neighborhoods” came to positions of power within the city (Mollenhoff, 2003 383). With the guiding principle that “community was a transcendent good”, they began enacting as comprehensive series of progressive policies and programs (Mollenhoff, 2003, 385). With an increased focus on recreation and city cleanliness, the city government created a specific department for park development and maintenance (Mollenhoff, 2003, 384).

The city government experienced rapid developmental success, and by 1916, Madison had nineteen public parks. The size of these parks ranged from .9 to 62.6 acres in size, with the total area being 266.3 acres (Gilmore, 1916, 36, 37). These parks also provided approximately 10 miles of lake frontage (Gilmore, 1916, 113). The dramatic increase in parks also added to the city's economy by providing jobs such as lifeguards, and park custodians (Mollenhoff, 2003, 384).

Historic Accessibility

To further understand the Madison park system, and more specifically James Madison Park, it is important to look at the historic accessibility and use of this section of Madison. Prior to the establishment of James Madison Park, this entire area that it now occupies was privately owned.

The first portion of James Madison Park to officially be established was the southern end of the park. It was here that the Conklin Icehouse and the home of Wilbur Warner were originally located (Sanford, 2015, 118). After his passing in 1916, Warner left the city \$75,000 to be used for the purchasing of the two lakefront blocks of property, between North Franklin Street and North Butler Street, that could be redeveloped for park purposes (Sanford, 2015, 118). Unfortunately, however, this did not happen right away due to James Conklin's unwillingness to sell the Conklin Ice House (Sandford, 2015, 118). It was not until 1938 that the City of Madison was able to fully purchase this land from James Conklin and establish the beginnings of James Madison Park, originally known as Conklin Park by local Madisonians (Sanford, 2015, 118).

The development of the northern section of James Madison Park took a bit more time than the southern section. One of the most significant buildings in this region was the Bernard boathouse. This boathouse was originally owned Bernard family who rented out fishing boats and also owned two steamboats, the *Wisconsin* and the *Forward*, which provided purchasable rides around Lake Mendota (Sanford, 2015, 121-122). These steamboats tended to draw more individuals who would fit into the upper class at the time. This can be seen in old pictures of the steamboats in action (Sanford, 2015, 122).

The Bernard boathouse changed ownership multiple times throughout the years, first being sold to Benny Berg in 1940, and later being sold to Harry Hoover in 1943 (Sanford, 2015, 123). Both of these individuals continued to provide the same general services as the Bernard family (Sanford, 2015, 123). By maintaining the same type of business model as the Bernard family, both Berg and Hoover kept this area from being easily accessible to individuals of lower economic standing. The boathouse was not meant to purposefully exclude individuals, but the services that were provided there were simply not affordable for all people. The accessibility of the boathouse, and the northern section of present day James Madison Park, did not begin to change until the late 1960s.

In 1968, the City of Madison was able to purchase the boathouse as “part of the expansion of James Madison Park” through the means of federal grant funding (Sanford, 2015, 123). After the City of Madison purchased the boathouse the land that had previous been private property became accessible to the public. The boathouse itself, however, remained rather inaccessible until the the early 1990s because it was

operated as a sailboat storage center by the Madison Parks Department (Sanford, 2015, 123). In 1993 the building finally became accessible to the general public when the boathouse was given to the Mendota Rowing Club (Sanford, 2015, 124). This marks the first time that the entire extent of present day James Madison Park was easily accessible to any individual who wanted to go there.

Roles of Urban Parks

The first iteration of American parks was founded on the concept of the pleasure garden. This approach reigned supreme in the latter half of the nineteenth century, as a transcendentalist solution to the industrial bleakness of indoor factory jobs, and the infeasibility of regularly traveling out of the city to the countryside. Pleasure gardens typically were large, open spaces with an abundance of lush trees and ponds or waterways (Cranz, 1989, 9-18).

Frederick Law Olmsted, regarded as the father of American parks, had a vision of replicating the pastoral within the urban. He idealized the notion of wilderness, though recognized it was impossible to duplicate. Instead, he defined the movement by opting for a simple bucolic landscape, without unnecessary ornamentation. Building and flowers were avoided as much as possible in park design, instead valuing picturesque agrarianism. If any structures were deemed acceptable, they were rustic and lacked walls. In addition to rejecting the perceived unnatural, Olmsted sought to break away from the formally manicured gardens of European elites. (Cranz, 1989, 41-56)

Pleasure gardens primarily served as an escape from manmade urbanity, which was why they were comprised of thousands of acres in the periphery of the city, despite

being decidedly anthropogenic in origin. The mid-1800s concern of urbanity corrupting family values was also supposed to be remedied by the scenic setting for familial bonding at the pleasure garden. Perhaps the most revolutionary of the pleasure garden's purposes was to ensure democracy. It was supposed to do so by facilitating people of all social classes to interact with one another. Of course, the outcome was not as inclusive as expected. (Cranz, 1989, 75-83)

For the first three decades of the twentieth century, reform parks dominated urban design. These spaces were built with the intention of preventing delinquency and crime, such as gambling or drinking, by keeping people off the streets. As their name suggests, reform parks were part of the progressive era's efforts to enact social change. Due to their role of keeping citizens, especially the unemployed, in check during their leisure time, recreational facilities suddenly were prioritized over greenery. Slowly but surely, blacktop and sand encroached onto grass. (Cranz, 1989, 104-118)

The intermingling of people was especially pertinent during this time because of the coinciding immigration influx of the early 1900s. Community victory gardens and other vegetable plots were a quintessential part of the nationalist agenda, thought to train citizens, in addition to providing sustenance. However, the most lasting impact of reform parks is the playground, hence why "playground park" is sometimes used interchangeably with "reform park". The popularization of playgrounds for children also reinforced the division of activities based on age and gender. Yet another invention of the reform park was the field house, which highlighted the utilitarian influence on reform park aesthetics. It contained community meeting rooms, showers, and gym

facilities. All amenities were selected with the needs of the working class in mind.

(Cranz, 1989, 216-222)

Galen Cranz has categorized the next 35 years of park design as the recreational facilities period. Because parks had become an inherent part of city planning, it became possible to disconnect parks from the social reform movement, particularly with the emergence of the middle class. The term recreation garnered a new, broader definition during this period. It moved past being related to children playing in playgrounds and instead “came to stand for the importance of serving all age groups” (Cranz, 2016). During this period, parks were designed to include large scale facilities that were accessible to adults, such as basketball courts, football fields, and swimming pools (Cranz, 2016).

The purpose of these parks was to provide a “service to the community” (Cranz, 2016). This was done by providing the aforementioned facilities. On top of this, there was an assumption that, due to the suburbanization of the nation, people already had access to greenery in their yards (Cranz, 2016). It was these ways of thinking that created a time period of park design that resulted in much less engaging or stimulating parks and instead created parks that were “single-purpose [and] highly utilitarian” (Cranz, 2016).

The most modern period of park design, that of open space, takes place from 1965 to the present. At this point in time “ideas about the significance of open and green space gathered strength” (Cranz, 2016). Open space parks are often characterized by a more free-form environment known as the adventure playground (Cranz, 2016). These

adventure playgrounds provided a much more open style of playground for children to play on and interact with.

The small urban plaza park type has also been popularized throughout this period of park design (Cranz, 2016). Urban plazas were created to provide relief similar to what Olmsted was trying to provide with thousands of acres of land (Cranz, 2016). The main ideology behind the open space period of urban park design is to provide a place of psychic relief while still being within a larger urban setting.

Although there have been four main eras in park design, no form has been rendered obsolete or extinct altogether. There is considerable overlap and flexibility between the general dates attributed to each period. Regardless of their influence, city parks are proxies for social policy (Cranz, 2016).

Parks and Population: Conceptual Context

From aiming to achieve equality, while simultaneously appealing to the wealthy, to their role in inner city projects and upper-middle class suburbia alike, parks have experienced major paradigmatic shifts since their inception in America (Cranz, 1989, 1-4). A popular way to explain the social ramifications of placing parks within urban communities is the green wall theory. It posits that parks create a physical barrier to further segregate neighborhoods of converging racial composition. In this sense, a park is like an inorganic, self-inflicted scar on the landscape to hinder interracial relations from occurring. The green wall theory rests on the well established tenets of urban planning, suggesting that a condensed, interwoven layout with a multitude of

intersecting access points is the best urban form. Parks supposedly disrupt this flow of city planning, hence the usage of the term “wall” (Solecki and Welch, 1995, 93-106).

However, case studies in Chicago parks that are situated between neighborhoods of differing racial composition have proven that the green wall theory is far from a universal truth or metanarrative. These parks, such as Warren Park (one of the largest parks in Chicago, which happens to have somewhat similar neighborhood composition to James Madison Park), fulfill the fostering of community that urban planners aspired to achieve. Because some parks reject the notion of the inevitability of an interracial divide, and instead facilitate social interaction across differing demographics, the term green magnet has emerged as an alternative phenomenon. These so-called green magnets can also be visualized as a bridge at the crux of juxtaposed neighborhoods, fostering a sense of community. The initial vision for parks to be an equalizing space is best and finally recognized in the form of parks classified as green magnets (Gobster, 2002, 43-55).

A counterpoint to notion of parks solving all social ills is the concept of green gentrification. In its purest sense, gentrification is the process in which marginalized communities are forced out of their urban enclaves due to “revitalization” of the area. It typically entails wealthier, and white, people moving in, thus driving property values up. The primary mechanism that influences the rising property values mostly draws from the sociopolitical efficacy of white communities, which spurs investment in the area. The original residents that are not forced out immediately due to the economic

consequences frequently lose their property to eminent domain regardless. (Gould, 2016, 23)

On the other hand, green gentrification refers to the specific kind of social change that occurs when gentrification is justified with environmentalism. While environmental justice — the intersection between marginalized people disproportionately bearing the burdens of environmental damage — establishes the incentive and instances of minorities to promote environmentalism, there remains the largely white, upper-middle class framework of American environmental activism of the twentieth century. The exclusivity of this movement has arguably warped into a tendency toward environmental gentrification, as well as consequently misguided values. One might even argue that environmental gentrification is an environmental justice concern (Gould, 2016, 24-42).

The outcomes of the environmental gentrification process are relevant to James Madison Park because any redevelopment plans might mask socioeconomically motivated decisions under the guise of seemingly beneficial environmental improvements. James Madison Park is not firmly entrenched in the legacy of gentrification, as it was relatively undeveloped prior to its establishment. Therefore, population shifts did not coincide with major events in James Madison Park's history. Where the concerns of demographic changes is pertinent, is if the positive externality of a nearby park affects the value of surrounding properties. Furthermore, we are interested in the potential outcomes that neighborhood composition near the park has on the visitation, attitudes, and accessibility of James Madison Park's visitors. Slightly

beyond the immediate vicinity of James Madison Park, a clear dichotomy between nearby communities emerges. Low income residences coincide with the higher property values, begging the question: what factors led to the stark, yet almost converging, contrast between socioeconomic boundaries, and how can redevelopment plans best serve such a variance in interests?

Methods

Historical Research

Historical research was carried out using library sources on the University of Wisconsin-Madison campus. Sources for research were found using searches such as: “James Madison Park,” “City of Madison Parks,” “Lake Mendota,” etc. Books, government documents and photographs were used to analyze the history of the site. A large portion of sources can be found at the Wisconsin Historical Society archives on Library Mall near State Street and the Memorial Union.

Community Meetings

Four public input meetings have been held throughout the redevelopment process. Our group had the pleasure of attending the fourth meeting, in which the committee presented the final master plan for redevelopment. This occurred on Monday, September 24 at 6:00 PM at Christ Presbyterian Church. Presentation materials from this gathering or any of the other meetings can be found on the City of Madison Parks website or by following this link:

<https://www.cityofmadison.com/parks/projects/james-madison-park-master-plan>.

Personal Observations

Personal observations from all group members were carried out at James Madison Park. Due to poor weather conditions, we were only able to visit the park a couple of times. We observed people interacting in the space as well as general park elements. During our visits to the park, we took notes and photographs to later analyze.

Surveys

We developed survey questions through many group meetings. Questions relate directly to the research question as well as demographic background information. Before giving the surveys, we passed our questions through a committee of classmates and our professor for review. The survey was distributed through the UW Geography Department email list, the UW-Madison Landscape Architecture department email list, as well as on our personal Facebook pages. We reached out to multiple groups that had specific interests in James Madison Park and the redevelopment plans, but we either did not get a response or were told that they did not wish to participate. Survey data was then analyzed to understand the preferences of the users of the park. (See appendix for full list of survey questions).

Interviews

Interview questions are a vital part of our research. Two individuals, Tom Martin, and Ledell Zellers, were chosen to be interviewed. Their participation in the decision making process of the James Madison Park redevelopment plan made them ideal candidates. We developed interview questions over multiple group meetings and presented them in front of classmates for their input on the validity and usefulness of

the questions. The responses to the interview questions provide a better understanding of the decision making process behind the redesign, what challenges were faced along the way, and how the redesign attempts to be accessible to as many people as possible. (See appendix for full list of interview questions and transcripts).

Redevelopment Documents Analysis

The James Madison Park Master Plan page on the City of Madison Parks website (<https://www.cityofmadison.com/parks/projects/james-madison-park-master-plan>) provided a large collection of documents for public viewing. We viewed slideshows from all the public meetings, photographs from the gatherings, detailed meeting notes, the final draft plan, etc. Analysis by the James Madison Park redevelopment committee is also available in that same location. Documents such as the “James Madison Park Historical Chronology” file helped us research the site.

Summary

Our research question attempts to explore how James Madison Park has changed since its establishment and why these changes occurred. It has a wealth of history involving notable figures of lasting Madisonian significance, although they sometimes reinforce a cishet white male hegemony. Furthermore, we investigate whether or not these changes to the park benefit the diverse people of the City of Madison. It is imperative to assess whose interests are prioritized and fulfilled in the redevelopment plans, in order to better understand the function of James Madison Park within an interracial urban context. By critiquing the false urban-nature dichotomy and green wall theory, we also seek to deconstruct the very minutia of current assumptions about the

relationship between parks and demographic factors. Owing in part to the juxtaposition of property values converging around James Madison Park, our case study provides a unique backdrop for an inquiry into the sociocultural workings of city park systems. We accomplish this task by doing in-depth research into the history of Madison and looking at how the purposes of urban parks, and their design have changed over time. Our surveys attempt to disentangle the humanistic aspects that push and pull people from all walks of life to James Madison Park. Our research methods provide us with a holistic view of both humanistic perspectives surrounding James Madison Park, as well as concrete socio-economic phenomenon that influence everything from park usage to the cultural memory of landscapes.

Data and Analysis

Public Input Meeting #4

On September 24, 2018, group members were able to attend the 4th final public input meeting in the master redevelopment process, in which the final master plan draft was revealed. Community members were able to ask questions to representatives from the City of Madison Parks Division, landscape architecture firm Saiki Design, Baird shoreline engineering, urban planning consulting firm Urban Assets, and Destree Architecture and Design.

The night went as follows: 6:00-6:05 PM: welcome and introductions by the consultant teams and parks division, 6:05-6:45 PM: presentation of the draft master plan and shelter, including time for questions from community members, 6:45-7:10 PM: small group review of the plan in which groups discussed their likes and dislikes about

the plan, 7:10-7:25: full group report where each small group shared their thoughts with all participants, and finally 7:25-7:30 PM: concluding thoughts on the meeting.

Major talking points and concerns brought up during the workshop activities were safety, especially near the basketball courts and parking lot. Also brought up was the general lighting of the park, strongly expressed by members of the Mendota Rowing Club, and park accessibility, primarily brought up by older citizens. Other major concerns were the design of the shelter, potential funding issues and the redevelopment timeline, and placement of the future parking lot.

Observed was the fact that while this event had a considerable turnout of approximately 65 people, many were from the surrounding area of the park. Those in attendance were not representative of the whole community as the vast majority were non-hispanic white caucasian and approximately of the age 50+, a very different group than was observed actively using the park.

Personal Observations

Personal observations were made at James Madison Park at peak times on weekends as well as brief visits during the daytime hours during the week. Human activity was limited due to the current Fall-Winter weather conditions. We spent time at the park taking notes and photographs.

Signage



Figure 4. Main Sign (Bernhardt, 2018)



Figure 5. Park Ordinances (Bernhardt, 2018)



Figure 6. Bulletin Board (Bernhardt, 2018)



Figure 7. Parking Lot Signage (Bernhardt, 2018)

Signage welcomes visitors to James Madison Park. Figure 4 displays the main park sign on site. It is located near where N. Franklin Street intersects with E. Gorham St. Figure 5 explains the city ordinances that apply to the park including: prohibiting glass, parking on the lawns, alcohol and the hours of operation. The signage helps to identify inappropriate behaviors for this public site. There is a bulletin board in the park near the main sign, allowing neighborhood community members spread the word about

certain viewpoints and activities (Figure 6). Figure 7 shows the signage posted for the parking lot. There are parking restrictions in order to make the lot available to park users only. Restrictions are also placed on overnight parking to reduce noise in the area and unwanted activities in the overnight hours.

Mentions of Redevelopment



Figure 8. Redevelopment Signage (Bernhardt, 2018)

A few signs were placed around the park similar to the one in Figure 8. These signs explained how one could get involved with the redevelopment process including dates for outreach activities and where to locate resources.

Transportation Options



Figure 9. Bus Stop Signage (Bernhardt, 2018)



Figure 10. Bus Stop Structure (Bernhardt, 2018)



Figure 11. B-Cycle Station (Bernhardt, 2018)



Figure 12. Parking Lot (Bernhardt, 2018)

The park affords for many different forms of transportation. Figure 9 and 10 relate to access to public transportation via the city bus system. Lines 2, 5, 10, 27, 28, and 81 have a stop at James Madison Park. Madison, Wisconsin is a city committed to public transportation. There is also a B-Cycle station located along E. Gorham St. (Figure 11). This allows for people to travel around the city by bike, even if they don't own their own. Lastly is the parking lot as seen in Figure 12. There are parking spaces reserved for park users only.

Structures



Figure 13. Shelter Groundlevel (Bernhardt, 2018)



Figure 14. Shelter Rooftop (Bernhardt, 2018)

There is a shelter located in James Madison Park. It is one of the topics of conversation that sparked the redevelopment of the entire park. Figure 13 shows the

shelter looking into the lower level. Figure 14 is a view through the rooftop of the structure. The piece of architecture is embedded into the hillside, utilizing the topography of the site, something that the new proposed shelter will reflect as well.



Figure 15. Gates of Heaven (Bernhardt, 2018) Figure 16. Bernard-Hoover Boathouse (Bernhardt, 2018)

The site has many elements which are historically significant. One of the most notable historic structures can be found in Figure 15, the Gates of Heaven Synagogue. It served the first Jewish Congregation in Madison, Wisconsin (Historical Plaque). It has served many different purposes throughout the years. It has been preserved thanks to locals and will not be moved in the redevelopment plan. Another important building important to the site of James Madison Park is the Bernard-Hoover Boathouse (Figure 16). It symbolizes the importance of pleasure boating on Lake Mendota (Historical Plaque). The boathouse currently serves the Mendota Rowing Club team. As the park continues to be redeveloped, certain structures are preserved, while others are removed or rebuilt. This is a form of selective remembrance with historic preservation.



(Left to Right)

Figure 17. Mendota Lake House B&B (Bernhardt, 2018)

Figure 18. Lincoln School Apartments (Bernhardt, 2018)

Figure 19. Residential Properties (Bernhardt, 2018)

Another historic property located on the park grounds is the Collins House, currently known as the Mendota Lake House B&B (Figure 17). It was built for a lumber executive in 1911 (Historical Plaque). Adjacent to the Collins House is the Lincoln School Apartments (Figure 18). There are two other residential properties located off of E. Gorham St. as well (Figure 19).

Human Activities



(Left to Right)

Figure 20. Park Visitor Walking Dog (Bernhardt, 2018)

Figure 21. Park Visitor Sightseeing with Dog (Bernhardt, 2018)

Figure 22. Park Visitor Walking Dog (Bernhardt, 2018)

Many people were enjoying the park with their pets on this cold November Sunday. Evidence can be seen in Figures 17-19. This was a solitary activity as well as a shared experience (Figure 25).



(Left to Right)

Figure 23. Romantic Couples Strolling Near Open Lawn (Bernhardt, 2018)

Figure 24. Romantic Couples Walking Along Gorham (Bernhardt, 2018)

Figure 25. Romantic Couples Walking Dog (Bernhardt, 2018)

Another common sight at James Madison Park was people strolling about with their “significant other.” This was a common sight throughout the park. As seen in Figure 25, some couples were sharing the experience with a pet.



Figure 26. Football Activity (Bernhardt, 2018)



Figure 27. Jogger (Bernhardt, 2018)

People were taking part in many physical activities relating to park amenities including a pick up game of football on the worshiped open lawn (Figure 26) and jogging on the pathways within and bordering the parkspace (Figure 27).



(Left to Right)

Figure 28. Friends near Lakeshore (Bernhardt, 2018)

Figure 29. Playground Activities (Bernhardt, 2018)

Figure 30. Individual at Lakeside Bench (Bernhardt, 2018)

Figure 28 depicts a group of friends walking along the lakeshore path. They were observed taking photographs throughout the park as well. There was quite a bit of activity on the playground equipment in the central area of the park. Children and parents were spending time in this area (Figure 29). People were also observed using the benches, as seen in Figure 30, enjoying the breathtaking views from this public lakefront property.

Surrounding Areas



(Left to Right)

Figure 31. E. Gorham and N. Blair St. Intersection (Bernhardt, 2018)

Figure 32. View of the Capital down N. Hamilton St. (Bernhardt, 2018)

Figure 33. North Butler St. (Bernhardt, 2018)

Generally lower quality housing was observed to the southeast surrounding the park (Figure 31, Figure 33). The capital can be viewed directly down N. Hamilton St. (Figure 32). An important axis connecting with James Madison Park and Lake Mendota.



(Left to Right)

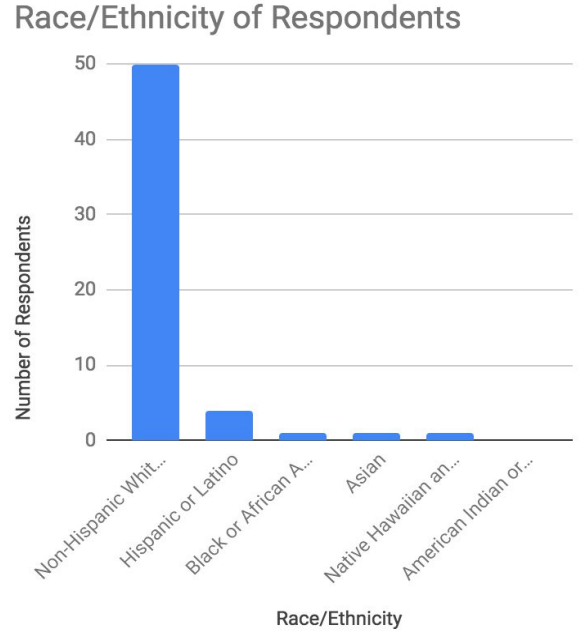
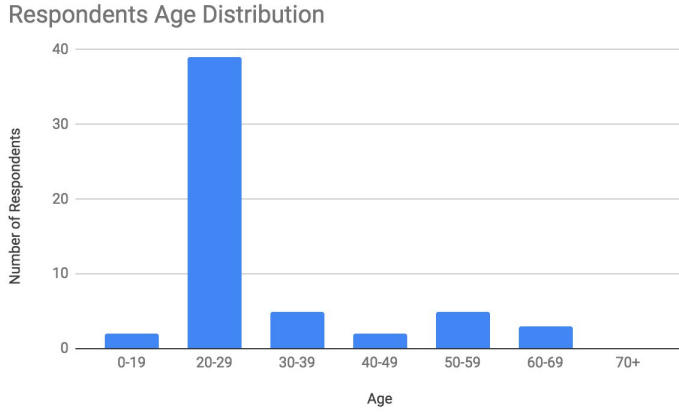
Figure 34. Historic Mansion Hill Neighborhood (Bernhardt, 2018)

Figure 35. E. Gilman St (Bernhardt, 2018)

As one moves to the southwest of James Madison Park, they will find the neighborhood of Mansion Hill. This neighborhood has many beautiful historic homes, as can be seen in Figure 34. Figure 35 is a broader view of the neighborhood down E. Gilman St.

Survey Results

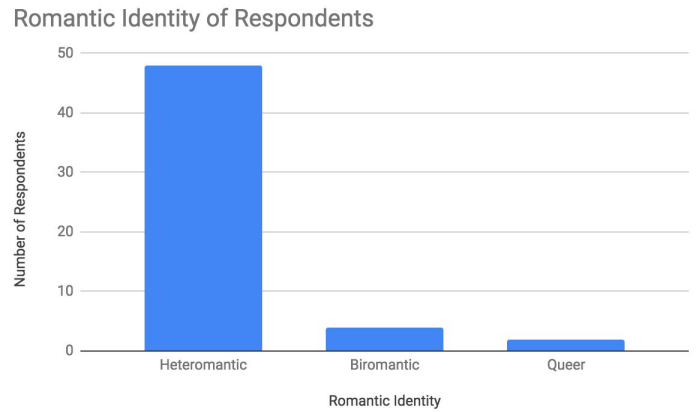
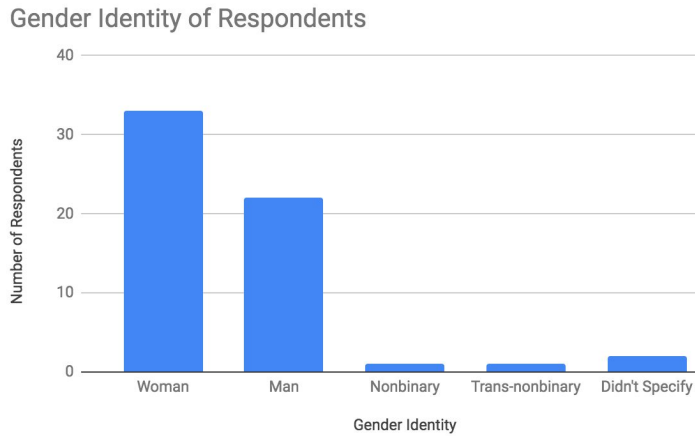
Demographics of Respondents



(Left to Right)

Table 1. Age of Respondents (Qualtrics)

Table 2. Race/Ethnicity of Respondents (Qualtrics)



(Left to Right)

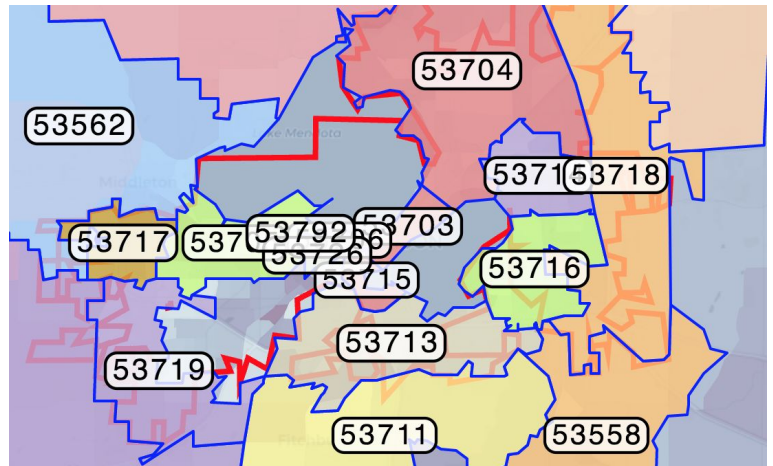
Table 3. Gender Identity of Respondents (Qualtrics)

Table 4. Romantic Identity of Respondents (Qualtrics)

In analysis of the major demographic aspects of age, gender identity, and race/ethnicity, our survey failed to reach a diverse audience. The majority of respondents are college aged, non-hispanic white, women. Due to logistical issues of limited distribution, the vast majority of survey respondents were college students. Many of the images within our personal observations are of young, white people enjoying the park, in line with the survey’s demographic distribution.

Location of Survey Respondents

Zip Codes of Respondents	
Zip Code	Number of Respondents
10035	1
52001	1
53190	1
53572	2
53589	3
53703	23
53704	6
53705	3
53706	2
53715	11
53719	2
53726	3
55104	1
81224	1



(Left to Right)

Table 5. Zip Codes of Respondents (Qualtrics)

Figure 36. Madison Zip Code Map (City-Data.com).

The majority of our survey respondents live in and around the UW Campus area.

This is most likely due to the fact that our survey was primarily distributed on our

individual facebook pages and through the geography department email list. I would expect the data to be fairly similar if we had been able to distribute the survey at JMP like we intended. The major difference with putting the survey on Facebook is that we received responses from friends and acquaintances that have graduated or moved away from the school.

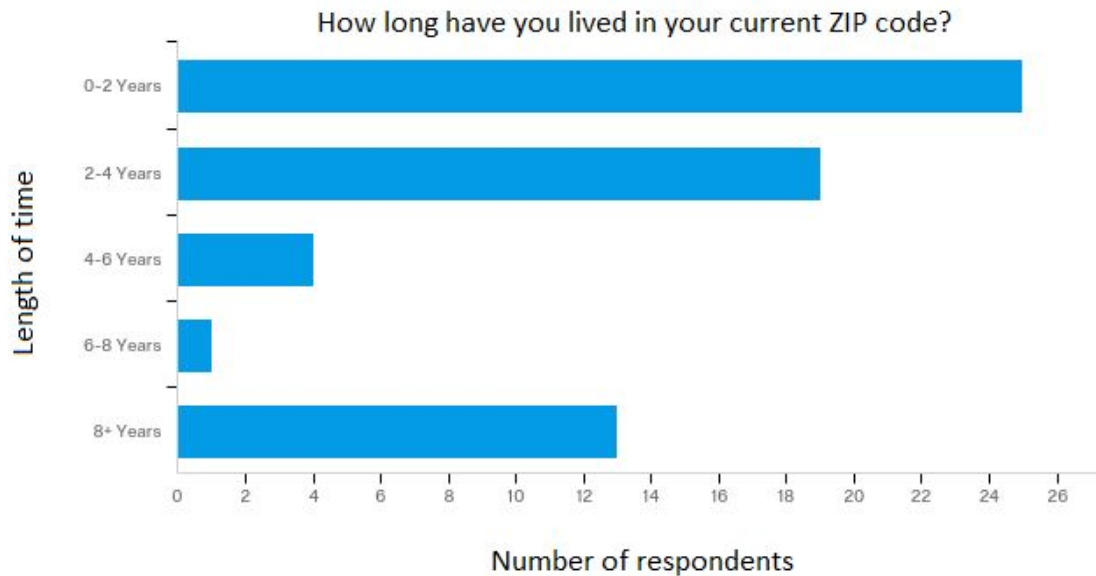


Table 6. ZIP Code of Respondents (Qualtrics)

The distribution of this data is in line with the fact that the majority of respondents are from friends from UW-Madison. There are few students who will live in the same place for an extended period of time, due to the fact that most leave the city after graduation. Because of this, it is evident that most of the respondents have only lived in their current location for a short period of time. If this survey had been distributed at the park it is expected that more responses would have come from individuals who have lived in the same area for a more extended period of time. Most of

Means of Transportation

How do you primarily get to JMP?

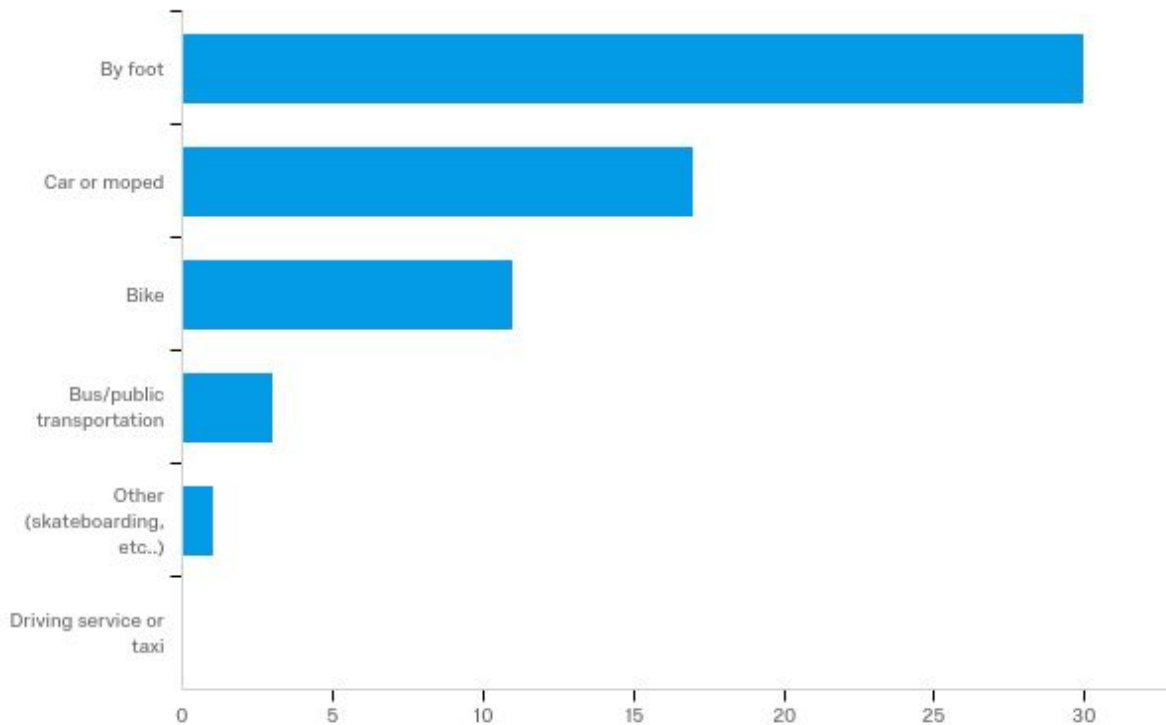


Table 7. Primary Mode of Transportation (Qualtrics)

As illustrated by Table 1, the vast majority of respondents walk to James Madison Park. Another substantial portion typically ride there in cars (or mopeds), presumably owned by themselves or someone close. Bikes were somewhat popular, whereas public transportation and other forms of transportation were not.

Opinions on the Park

Q15 - James Madison Park is an important part of Madison

Page Options ▾

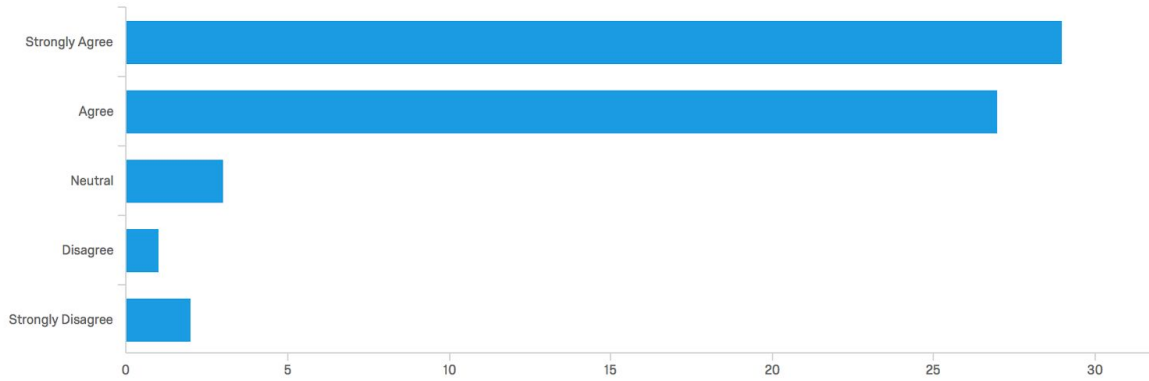


Table 8. Importance of James Madison Park (Qualtrics)

Quality of James Madison Park compared to other Madison Parks

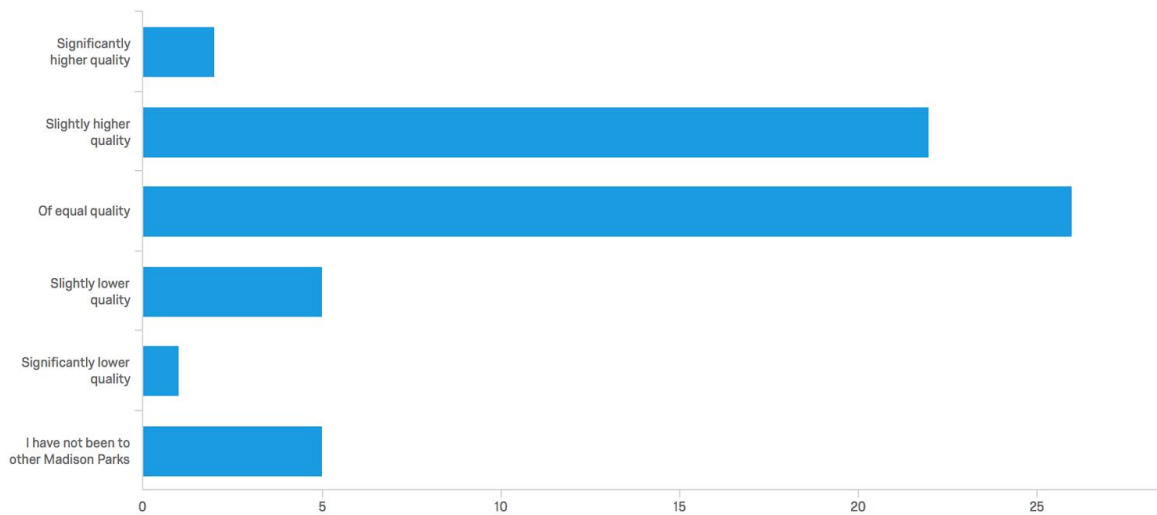


Table 9. Quality of James Madison Park (Qualtrics)

In the graphs above, we see that the vast majority of people either strongly agree or agree that James Madison Park is an important part to the city of Madison. Also, the vast majority of respondents either view the quality of James Madison Park in comparison to other Madison Parks to be equal or of slightly higher quality. This is most likely due to the fact that while much the park's infrastructure is significantly aging, the park still has many amenities.

Previous Knowledge of Redevelopment Plans

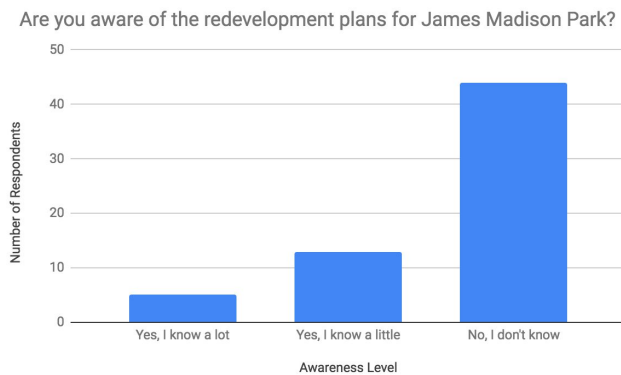


Table 10. Knowledge of Redevelopment Plans (Qualtrics)

As we expected most of the people we surveyed had no prior knowledge about the redevelopment master plan. Again this can partly be attributed to the fact that our survey was distributed through Facebook and email. If we had presented the survey in person at James Madison Park there is a possibility that more individuals would have heard about the redevelopment masterplan in some context. There still were a notable amount of respondents that had hear a little bit about the plans, an amount that was greater than expected. Most of the “yes, I know a lot” answers came from individuals who primarily go to the park to get to the boathouse.

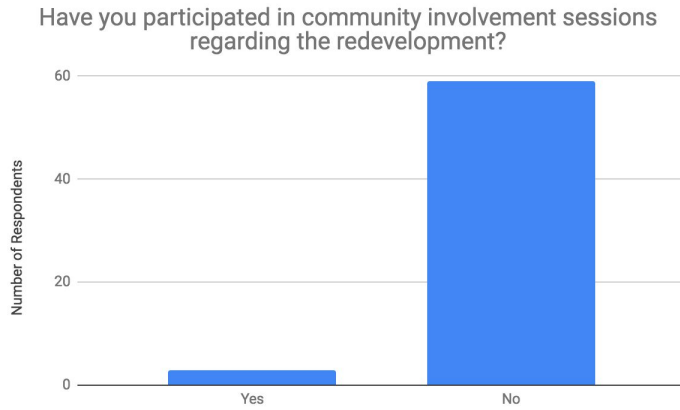


Table 11. Public Engagement (Qualtrics)

Unsurprisingly, very few people who answered our survey participated in any of the community events. If the survey had been distributed as originally intended, we would have hopefully seen a higher percentage than what is shown in the table above. Even though the vast majority of respondents had not participated, it was pleasing to see that at least some respondents had taken part in the redevelopment process.

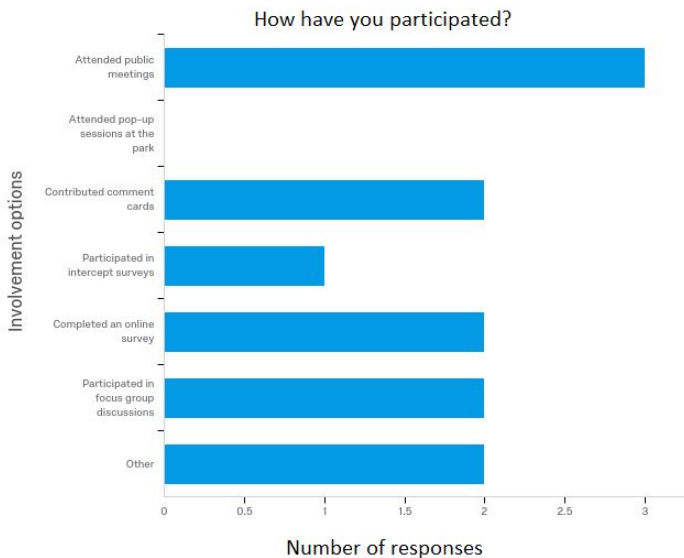


Table 12. Type of Involvement (Qualtrics)

Illustrated by the graph above, there was quite an equitable distribution across the means of involvement, with attending public meetings being the most common way of involvement and participating in intercept surveys the least.

Unsafe Location Responses

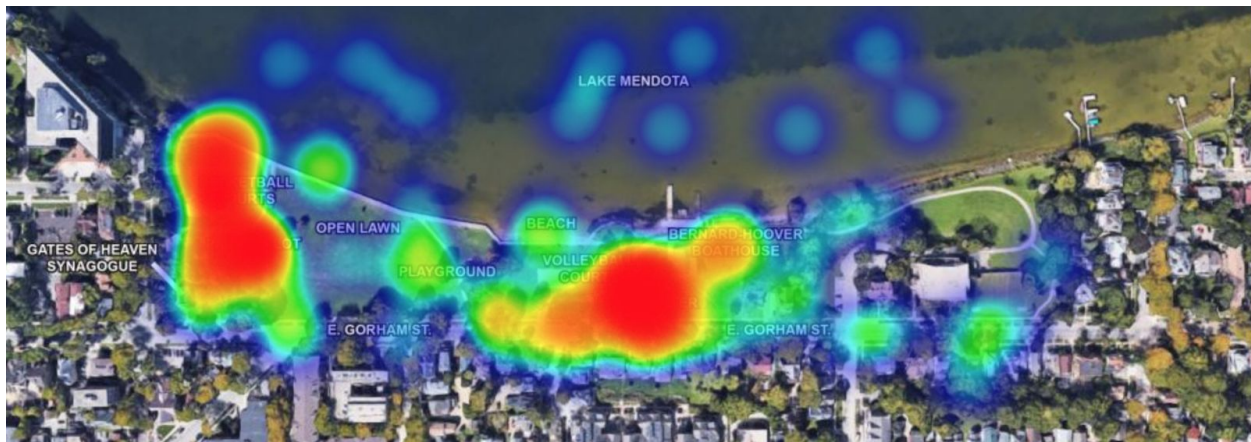


Figure 38. Unsafe Places Clickable Map (Qualtrics)

The survey included a map of the current layout of James Madison Park where respondents could click on areas they felt unsafe. The zones in which the most people felt unsafe were, respectively, the shelter, parking lot, basketball court, East loop, boathouse, open lawn, lake path, and beach. These areas were also the major areas that were brought up at the open meeting discussing James Madison Park's redevelopment master plan, on September 24, 2018.

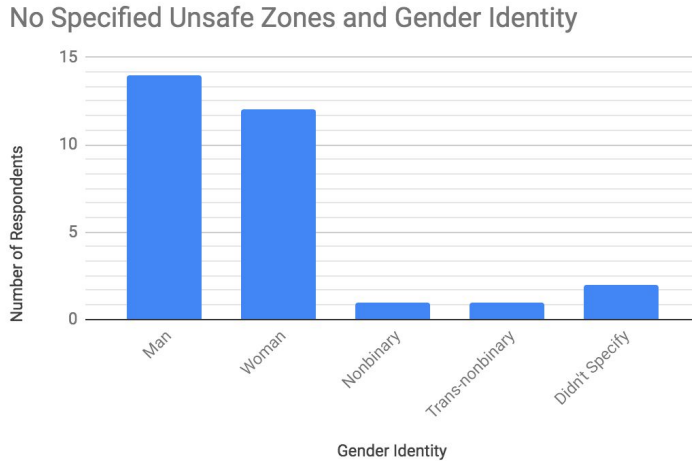


Table 13. Relationship Between Gender Identity and Feeling Unsafe (Qualtrics)

A significant amount of survey respondents did not select anywhere on the map where they felt unsafe. 30 out of the 57 total respondents did select a location. We had an assumption that significantly more men than women would not specify an unsafe zone. Analyzing the data, we found that while slightly more men did so, not a significant amount did, proving our assumption wrong.

Proportional Symbol Maps

Respondents to our survey had the opportunity to answer 3 questions through a clickable map software. These maps addressed favorite locations, unsafe areas, and places that should be improved. Data points from each of these clickable maps were aggregated to create the following gradual symbol maps. The size of the symbols on the map relates directly to how many clicks that area received in our survey. This can be seen from the key for number of clicks. The legend features each area that received a data point and is organized by areas of most clicks to least clicks. (For full table of locations and their respective clicks, go to appendix).

Favorite Spots

Favorite Spots at James Madison Park

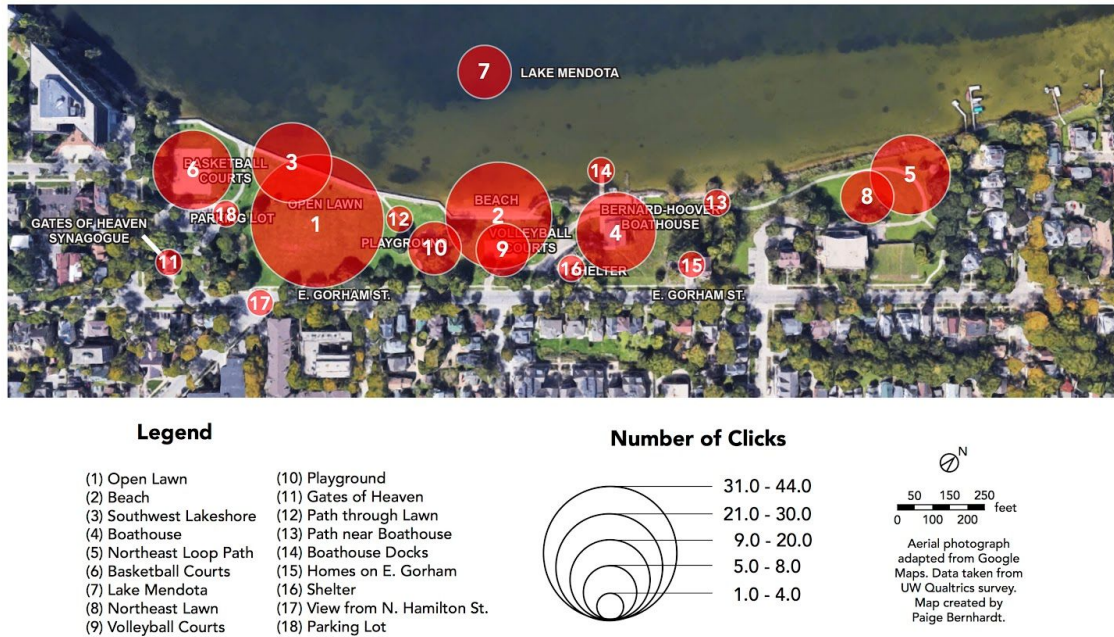


Figure 39. Favorite Spots at James Madison Park Gradual Symbol Map (Bernhardt, 2018)

By far, the most clicked upon favorite location was the open lawn, receiving 44 clicks. This was followed by the beach (29 clicks) and the west lakeshore path (13 clicks). It has been apparent through many forms of outreach by our group and the redevelopment team that the open lawn is a sacred place at James Madison Park. The proposed design worked to preserve the vast open green space. We were able to observe the open lawn being used for a variety of activities during our personal observations, including a game of football.

Unsafe Locations

Unsafe Locations at James Madison Park

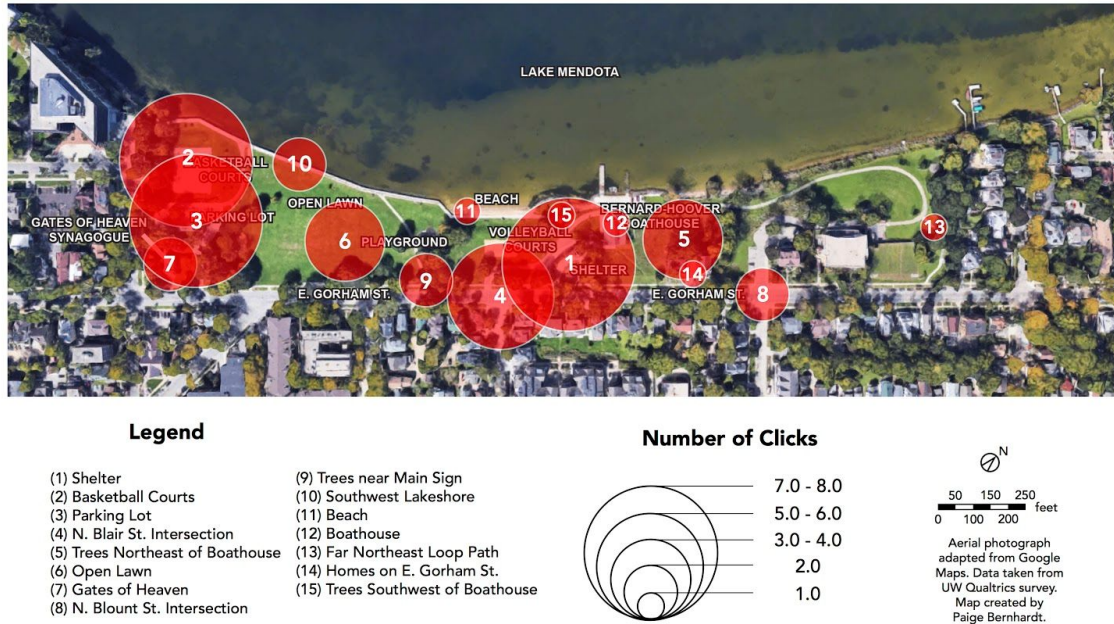


Figure 40. Unsafe Locations at James Madison Park Gradual Symbol Map (Bernhardt, 2018)

Many people chose to skip the unsafe location question, resulting in low amounts of clicks for each location. This was an interesting statistic. Either people did not feel unsafe at the park, or they felt uncomfortable sharing where they feel the most vulnerable. The shelter is the area at James Madison Park where the most people felt unsafe, it received 8 clicks. This location was followed closely by the basketball courts and the parking lot with 7 clicks each. All 3 of these areas are set to be addressed in the redeveloped park. Tom Martin, landscape architect at Saiki Design, mentioned that they envision the new shelter to be made of more glass material to provide “visual permeability.” The new shelter will also provide for a diverse range of uses such as a community meeting space and cafe. The basketball courts and parking lot are being

relocated to allow for more visual surveillance, with the goal of reducing unwanted activities.

Places to be improved

Areas to be Improved at James Madison Park

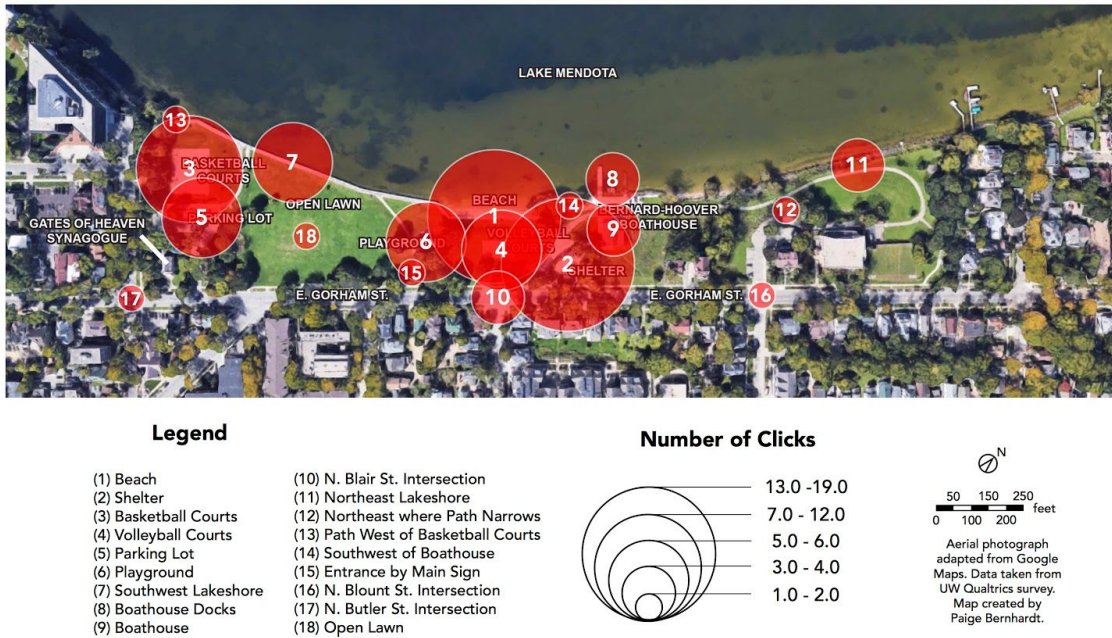


Figure 41. Areas to be Improved at James Madison Park Gradual Symbol Map (Bernhardt, 2018)

As for the areas to be improved, the beach was the number one area with 19 clicks. Most likely, this is because it is a very highly used location. It was also one of the top favorite locations. Improvements to this area would make it an area that could be enjoyed even more. Secondly was the shelter (16 clicks). The shelter should be improved because it is an area that a large amount of people feel unsafe. There was a drop off of clicks after these two areas with the basketball courts coming in at 7 clicks. All of these areas are proposed to be improved in the new plan.

Interviews

While we reached out to Sarah Lerner of the Madison Parks Division and Zia Brucaya of Urban Assets, we were unfortunately unable to meet with them.

Tom Martin, Landscape Architect, Saiki Design

An interview was conducted with Tom Martin, landscape architect at Saiki Design, on Monday evening, November 19th at Indie Coffee on Regent Street. During this meeting, we were able to ask crucial questions that helped us to better understand the redevelopment process and the design decisions that went into creating the proposed master plan.

According to Tom Martin, inspiration for the design has come from many factors, many of them being public opinions gathered through various forms of engagement. There were a few general priorities voiced by the public that were taken into consideration for the design “including, but not limited to, improved water quality, a renovated shelter, the preservation of green space, and improved circulation to and throughout the park” (Martin). Because of the openness of the project, Tom Martin mentioned how there has been many opportunities to interact with the public and “have this place reflect what the public really wants it to be” (Martin).

The design team conducted a throughout site analysis prior to designing. Analysis of the physical geography included a “soil survey, wetland delineation and identification of different shoreline typologies.” They also completed a tree survey of species that were existing on the site. Much of this data can be found on the City of Madison website. There were a few limitations that the team faced due to the geography, including the

steep slopes off of Gotham Street. It was important to take this into consideration to make sure that the park was ADA accessible, following the Americans with Disabilities Act. Designers like Tom Martin also paid attention to aspects such as the historical significance of the site, thanks to a detailed historical analysis report done by historian Anne Biebel.

This project is the first City of Madison master plan project to follow the Racial Equity and Social Justice Initiative process, “an effort to address Madison’s most persistent inequities while supporting a shift towards fairer practices throughout our institutions” (Martin). Tom Martin explained that there is a very diverse population of users of James Madison Park. When redesigning the space, it was important to attempt to represent all of these people. Urban Assets, a planning firm, took the lead on public engagement. There were many forms of outreach during the redevelopment (online polls, public engagement meetings, specified group meetings, on site interviews) in order to make the new design representative of the entire population.

The newly designed park will feature bioswale devices near the shoreline. These were already being considered before the flooding events during the summer of 2018. These devices will address water quality issues that Lake Mendota currently faces. There were standards that had to be followed because of pavement that is proposed on site. There are also safety issues that were addressed along the shoreline. Currently, the sea wall is an area of danger at the park. This was something that our group observed through our personal observations as well. A new approach to the shoreline is proposed

in the new plan, allowing for more interaction between park users and Lake Mendota. The approach will be reflective of the beloved Memorial Union Terrace.

This master plan is a “long term vision.” It will take decades for this new plan to be fully implemented. It is difficult for Tom Martin to envision what the implementation process will look like. In his opinion, it would be great to see environmental progress, but that will come after redesign of infrastructure. The phases of redevelopment will be left up to the discretion of the city, depending on funding and future proposals. According to Tom Martin “The master plan is a guiding document, and by no means represents exactly what this park will look like several years from now.” (For full transcript, see appendix).

Alder Ledell Zellers, District Two, City of Madison Common Council

We met with Alder Ledell Zellers of District Two on Wednesday, November 28th at the City Council Building in Madison, Wisconsin. Our interview with Alder Zellers gave us some very interesting insight into many different aspects of the redevelopment process as well as some more specific information regarding concerns that local Madisonians have about the redevelopment plan. Some of the most important topics from this interview include the role of James Madison Park for the City of Madison, some input about the contention surrounding the parking lot, and funding issues that the redevelopment plans may face in the future. The full transcript of our interview with Alder Zellers can be found in the appendix.

An important distinction about James Madison Park is that it is not simply a neighborhood park, but a community park. This means that its purpose is to “[serve] the

broader community *and* the neighborhood” (Zellers). James Madison Park’s status as a community park coupled with the increasing population of Madison means that the proposed redevelopment plan must account for the needs of a more diverse group of people than the park needed when it was originally established. These needs include providing access for people who are required to travel longer distances to reach the park, which means the inclusion of a parking lot.

There has been a lot of contention surrounding the plans for the parking lot at James Madison Park which can be seen in recent newspaper articles or online news segments. According to Alder Zellers, “there are a few people that are not happy with having any parking at the park, period.” While it is understandable that some people would prefer more open space over the inclusion of a parking lot, it is necessary for James Madison Park to be accessible for all people in Madison. And, “in order for this park to be accessible, there must be parking” (Zellers). There are also some people who believe that the new parking lot will reduce the amount of green space at the park and increase the amount of impermeable surfaces. Alder Zellers informed us that this, however, is not true, and stated that “in reality, there will actually be a bit less space for parking and green space will be increased.” The changes to the parking lot will not only serve to improve the green space at the park, but will also make it “much more visible, improving safety” (Zellers). This is ideal because, according to our survey, the parking lot was one of the places that people felt most unsafe (Figure 34).

Finally, the Alder told us that there were “major funding issues” for the redevelopment of James Madison Park. Every year the City of Madison comes up with a

budget plan for capital projects. These plans cover five years of proposed Madison development. The first year of the plan is locked in, while the following four years can be changed annually. While there was originally “funding projected for James Madison Park within the Parks and Recreation Department budget” (Zellers), there has been no money put forward by the Mayor. This is most likely because there is no commitment to the plan as the decision was not finalized by the time we concluded our research. (For full transcript, see appendix).

Redevelopment Documents

Due to the openness of the redevelopment process, the design team has made many of their documents available for public viewing on the City of Madison website (<https://www.cityofmadison.com/parks/projects/james-madison-park-master-plan>). First of all, they detail their public engagement process. Although this is not comprehensive, a few of the most notable forms of outreach included: public meetings, comment cards, meetings with stakeholders, emails, flyers, permanent signage, and an online survey. For a full list of outreach, visit their website. The website also includes powerpoints and activities from all the public meetings. They have also shared their site analysis documents including: a tree inventory, historical research, and a wetland delineation. Finally, they have posted a complete 216 page report titled “2018 Public Engagement Benchmark Progress Report” for viewing (Madison Parks).

We have been able to study these documents to better understand the redevelopment process for James Madison Park. The availability of these documents makes for a more open relationship with the public.

Discussion

Guideline for Future Park Redevelopment

Looking at the process behind the redevelopment plans for James Madison Park, we can see that there are a multitude of details that must be considered. It is impossible to get input from every single person who uses the park, and this means that there is no easy way to fulfill the needs of all park users without making some sacrifices and exceptions. This can be minimized, however, by making sure that there is as much outreach done as possible. The City of Madison and all the groups involved in this redevelopment plan did a good job of trying to reach as many park users as possible. Hopefully everything will go smoothly as the redevelopment plan is finalized and construction on the new plan begins. If it all goes well, this redevelopment plan and the process that went into creating it will be able to serve as a guideline for other park redevelopment plans in the future.

Future Research

Our research into the redevelopment of James Madison Park was subject to multiple limitations. The most prominent of these limitations was the timing of our research as well as the amount of time we had to complete this research project. There is simply not enough time in one semester to be able to gather a significant amount of data. To be able to get a more in-depth understanding of who is best served by the proposed changes to the park we would need to continue our research into the future.

Increasing our survey outreach would be one of the most important aspects if we were to continue our research. Unfortunately, our survey was only distributed through

the UW-Madison Geography department email list, the UW-Madison Landscape Architecture department email list, and our personal Facebook pages due to the low number of park users during the time of our research. So, while we did get some responses to our survey, they were not from the individuals that we were originally looking to reach out to. By distributing the survey at James Madison Park throughout the year we would be able to reach a more diverse group of park users and get some of the data that we were originally trying to get with our surveys. This would ideally provide us with enough statistically significant data to make conclusions regarding demographics.

In this same vein, we would like to make more personal observations over the course of a year so that we could see how people interact at James Madison Park in different seasons. By looking at how people are using the park over a longer period of time we would hopefully get a better understanding of how the redevelopment might affect different activities that take place at the park.

Setting up more interviews with different people that worked on the redevelopment plan would be another important part of our future research. We were lucky enough to interview Tom Martin and Alder Zellers for this project, but they are not the only important individuals involved with the redevelopment plan. Interviewing individuals from groups like Urban Assets, Burse Surveying & Engineering, and Destree Architecture & Design would give us more context for certain decisions that were made throughout the design process. Comparing interview responses could also help us see if these groups have different visions for how the park will be used in the future.

Conclusion

Our interviews generally corroborated what we expected to find in our surveys, however, we saw some differences due to limited sampling. Our premise that people of different demographic backgrounds experience the park differently was validated. We also gained the insight of how intensely the designers and planners were actively working to mitigate differential experiences and privilege. While all the decision makers involved may not directly mirror the demographics of Madison itself, they practiced a level of unmatched outreach and engagement that is truly unique to park planning projects in the Madison area. In doing so, the redevelopment project demonstrated a break from less socially conscious efforts in the past, and is making strides in the right direction.

As hopeful as we are in regards to the Racial Equity and Social Justice Initiative, it must be reiterated that this is expected to be at least a twenty-five year project. Therefore, the actual benefits or downsides it will bring to the Madison community remain unseen. We can only assume that this uniquely involved program will lead to further progress. Stakeholders from all walks of life in Madison were considered in the redevelopment plans, and while universal satisfaction is innately unfeasible, an effective approach was decided upon by designers and city officials to maximize the positive outcomes that are so crucial to achieve. Overall, we expect for there to be more merits than drawbacks in the new iteration of James Madison Park in both social and environmental terms. The redevelopment plan illustrates Madison's legacy as a city with

environmentally and socially conscious residents. Despite the city's limited demographic diversity, they are making strides towards implementing a more inclusive set of values.

Acknowledgements

We would like to take time to thank everyone that helped us throughout our research process. This semester would not have been possible without them. These individuals and organizations are:

- Professor William Gustav Garter, UW-Madison Geography Department
- Fellow Undergraduate Colloquium (GEOG 565) Classmates
- Tom Martin, Landscape Architect, Saiki Design
- Alder Ledell Zellers, City of Madison Common Council, District Two
- Respondents to our survey
- Joel Gruley, Advisor, UW-Madison Geography Department
- Debi Griffin, Advisor, UW-Madison Landscape Architecture Department
- The Wisconsin Historical Society

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Appendix

Survey Privacy Policy and Informed Consent

Geography Undergraduate Colloquium, University of Wisconsin - Madison

Researchers:

Paige Bernhardt: pbernhardt@wisc.edu

Andy David: david4@wisc.edu

Valora Gutierrez: vgutierrez3@wisc.edu

Duncan McFarlane: demcfarlane@wisc.edu

We are geography majors at the UW-Madison working on our senior thesis project. We are interested in studying the history and future development of James Madison Park as it relates to the demographics of the surrounding neighborhoods. The survey consists of 18 questions and should take less than five minutes to complete. Your participation is voluntary – you may skip any question or exit the survey at any time. We are not collecting any personal information. Finally, your responses are confidential. We will destroy all individual surveys once the results are tabulated.

You are cordially invited to attend a free public symposium on Wednesday evening, 12 December 2018, at 180 Science Hall on the UW-Madison campus, where we will present the results of our research. Our paper will be archived at the Minds@UW website, which is password protected. We will also send you a digital copy of our paper upon request. Simply contact one of us through an email address listed above.

By participating in the survey, you indicate that you: (1) have read the above privacy policy and consent statement, (2) understand how we will protect your privacy, and (3) voluntarily agree to participate.

Thank you for helping us with our senior project!

If you have any comments, questions, or concerns about this project, please contact Dr William Gustav Gartner, 115D Science Hall, Department of Geography, UW-Madison, 550 N Park St, Madison, WI 53706. Phone: (608) 890-3816. Email: wgartner@wisc.edu

Survey Questions

1. What zip code do you live in?
2. How long have you lived there?
 - a. 0-2 years
 - b. 2-4 years
 - c. 4-6 years
 - d. 6-8 years
 - e. 8+ years
3. What is your primary purpose for visiting James Madison Park? (Recreation, Social Experience, etc...)
4. How do you primarily get to James Madison Park?
 - a. Car or moped
 - b. Bus/public transportation
 - c. Driving service or taxi
 - d. Bike
 - e. By foot
 - f. Other (skateboarding, etc...)
5. How would you compare the quality of James Madison Park to other parks in Madison?
 - a. Significantly higher quality
 - b. Slightly higher quality
 - c. Of equal quality
 - d. Slightly lower quality
 - e. Significantly lower quality
 - f. I have not been to other Madison parks
6. Are you aware of the redevelopment plans for James Madison Park?
 - a. Yes, I know a lot
 - b. Yes, I know a little
 - c. No, I don't know
7. Have you participated in any of the community involvement sessions regarding the redevelopment?
 - a. Yes
 - b. No
8. If you answered yes to the previous questions, have you... (check all that apply)
 - a. Attended public meetings
 - b. Attended pop-up sessions at the park
 - c. Contributed comment cards
 - d. Participated in intercept surveys
 - e. Completed an online survey
 - f. Participated in focus group discussions
 - g. Other _____
9. James Madison is an important part of Madison
 - a. Strongly agree
 - b. Agree

- c. Neutral
 - d. Disagree
 - e. Strongly disagree
10. What is your age?
11. What is your gender identity? (Woman, Man, Non-binary, etc...)
- a. (Write in) _____
 - b. Prefer not to say
12. What is your romantic orientation? (Heteroromantic, Homoromantic, Biromantic, etc...)
- a. (Write in) _____
 - b. Prefer not to say
13. What is your race/ethnicity?
- a. Non-Hispanic White/Caucasian
 - b. Hispanic or Latino
 - c. Black or African American
 - d. American Indian and Alaska Native
 - e. Asian
 - f. Native Hawaiian and Other Pacific Islander
 - g. Other (please specify) _____
14. Do you have a disability that affects your mobility in public spaces? (Past or Present)
- a. Yes
 - b. No
15. What is your socioeconomic status?
- a. 20th percentile (23.9k or less)
 - b. 40th percentile (24k - 43.6k)
 - c. 60th percentile (43.7k - 67.4k)
 - d. 80th percentile (67.5k - 102.4k)
 - e. 95 percentile (102.5k+)

Clickable Map Data

Favorite Spots (up to 10 clicks)

Location	# of Clicks
Open Lawn	44
Beach	29
West Lakeshore	13
Boathouse	12
Eastside loop path	11
Basketball courts	10
Lake	8
Ease side lawn	6
Volleyball courts	6
Playground	5
Gates of Heaven	4
Path through lawn	4
Path above R on boathouse	3
Boathouse docks	2
Shelter	2
View from Hamilton	2
Homes on E Gorham	2
Parking Lot	1
TOTAL	164

Unsafe Locations (up to 10 clicks)

Location	# of Clicks
Shelter	8
Basketball courts	7
Parking lot	7
Blair Intersection	5
Woods SE of Boathouse	4
Open Lawn	3
West Lakefront	2
Gates of Heaven	2
Blount Intersection	2
Woods near main sign	2
Far East Path	1
Beach	1
Boathouse	1
Homes on Gorham	1
Woods West of Boathouse	1
TOTAL	47

Improvement Areas (up to 10 clicks)

Location	# of Clicks
Beach	19
Shelter	16
Basketball Courts	7
Volleyball Courts	6
Parking Lot	5
Playground	5
West Lakeshore	5
Boathouse docks	4
Boathouse	3
East loop near water	3
Blair Intersection	3
Path West of Basketball courts	2
West of Boathouse	2
East loop where narrows	2
Blount Intersection	1
Butler Intersection	1
Main Signage	1
Open Lawn	1
TOTAL	86

(Left to Right)

Table 14. Favorite Spots (Bernhardt, 2018)

Table 15. Unsafe Locations (Bernhardt, 2018)

Table 16. Improvement Areas (Bernhardt, 2018)

Interview Questions

Tom Martin

1. Where did you draw inspiration from for the redesign of the park?
2. What constraints were faced due to the physical geography of the site? (ex: soil types, existing vegetation, slope)
3. How extensively did the history of the site affect your decisions for the new master plan?
4. How was the park universally designed to meet the needs of people of all ages, abilities, and backgrounds?
5. Do you predict that the permeable pathways and bioswale devices will have an impact on large flooding events such as what we experienced at the end of the summer?
6. How was the topic of safety addressed in the new master plan?

7. What were the biggest challenges you faced in the redesign?
8. How do you envision people interacting in the new space?
9. What is your vision for the implementation of the master plan?

Alder Ledell Zellers

1. How have you been involved in the redevelopment process?
2. What role does James Madison Park fulfill for Madison as a whole?
3. What funding issues do you envision impacting or delaying the redevelopment of James Madison Park over the next 25 years?
4. How has the Racial Equity and Social Justice initiative affected decisions made throughout the design process?
5. How flexible and/or responsive to the demographic changes is the 25-year redevelopment plan?
6. How will yearly events, such as the Paddle and Portage or Shrekfest, be impacted by the redevelopment?
7. What is your vision for the implementation of the master plan?
8. Do you have any thoughts about relocating the parking lot?

Interview Privacy Statements

Tom Martin

Interview Privacy Policy and Informed Consent Geography Undergraduate Colloquium, University of Wisconsin - Madison

Researchers:
Paige Bernhardt: pbernhardt@wisc.edu
Andy David: david4@wisc.edu
Valora Gutierrez: vgutierrez3@wisc.edu
Duncan McFarlane: demcfarlane@wisc.edu

We are geography majors at the UW-Madison working on our senior thesis project. We are interested in studying the history and future development of James Madison Park as it relates to the demographics of the surrounding neighborhoods. We hope to conduct a semi-structured interview with you in order to gain some personal insight on the redevelopment plans.

If you consent to the interview, we will meet you at a place of your choosing and send you all of our pre-written questions in advance. Although we may ask you additional questions during the course of the conversation, your participation is always voluntary – you may skip any question or exit the interview at any time. We will send you the transcript of our interview upon completion. You may delete, add to, or otherwise change any of your responses on the transcript at that time.

You are cordially invited to attend a free public symposium on Wednesday evening, 12 December 2018, at 180 Science Hall on the UW-Madison campus, where we will present the results of our research. Our paper will be archived at the Minds@UW website, which is password protected. Our paper will be available to researchers for non-profit scholarly and educational purposes only. We are happy to send you a digital copy of our paper upon request. Simply contact one of us through an email address listed above.

By signing this form, you give your permission to the researchers listed above to use the documentary materials listed below in their senior project. By giving your permission you do not give up copyright or any performance rights that you hold. If you wish to remain anonymous in our report, simply check the box below and we will assign you an alias. You may also designate any special conditions regarding our use of the documentary materials below.

Documentary materials covered by this agreement include:
(Please check appropriate methods and write N/A for Not Applicable in all blank spaces below)
 note-taking
 photography
 audio recording
 video recording

Date(s) of documentation: 11/19/18

I request an alias, as I wish to remain anonymous in your paper.

Special conditions (to be filled in by participant only):

By signing this form, both the participants and the researchers acknowledge that they understand the goals of this research and agree to the terms above.

<u></u>	<u>11/19/18</u>
Participant Signature	Date
<u></u>	<u>11/19/18</u>
<u></u>	<u>11/19/18</u>
<u></u>	<u>11/19/18</u>
Researcher Signature	Date

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Alder Ledell Zellers

Interview Privacy Policy and Informed Consent

Geography Undergraduate Colloquium, University of Wisconsin - Madison

Researchers:

Paige Bernhardt: pbernhardt@wisc.edu
Andy David: david4@wisc.edu
Valora Gutierrez: vgutierrez3@wisc.edu
Duncan McFarlane: demcfarlane@wisc.edu

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By signing this form, you give your permission to the researchers listed above to use the documentary materials listed below in their senior project. By giving your permission you do not give up copyright or any performance rights that you hold. If you wish to remain anonymous in our report, simply check the box below and we will assign you an alias. You may also designate any special conditions regarding our use of the documentary materials below.

Documentary materials covered by this agreement include:

(Please check appropriate methods and write N/A for Not Applicable in all blank spaces below)

- X note-taking
- N/A photography
- N/A audio recording
- N/A video recording

Date(s) of documentation: 11/28/18

I request an alias, as I wish to remain anonymous in your paper.

Special conditions (to be filled in by participant only):

By signing this form, both the participants and the researchers acknowledge that they understand the goals of this research and agree to the terms above.

<u>Jedull Zille</u>	<u>11/28/18</u>
Participant Signature	Date
<u>Roger Bernhardt</u>	<u>11/28/18</u>
<u>David McFarlane</u>	<u>11/28/18</u>
<u>Vicki Egan</u>	<u>11/28/18</u>
<u>Paul Land</u>	<u>11/28/18</u>
Researcher Signature	Date

If you have any comments, questions, or concerns about this project, please contact Dr William Gustav Gartner, 115D Science Hall, Department of Geography, UW-Madison, 550 N Park St, Madison, WI 53706. Phone: (608) 890-3816. Email: wgartner@wisc.edu

Interview Transcripts

Tom Martin

1. Where did you draw inspiration from for the redesign of the park?

The master plan development has been an extensive process. Inspiration came from a number of factors, including engagement through public meetings, the YWCA, the Mendota Rowing Club, and a stakeholders group includes people who live in and around the park. Public input led to general priorities, including, but not limited to, improved water quality, a renovated shelter, the preservation of green space, and improved circulation to and throughout the park.

2. What constraints were faced due to the physical geography of the site?

Included in our analysis was a soil survey, wetland delineation, and the identification of different shoreline typologies. There were a lot of geographic pieces that needed to be considered like the stone revetment on the east side and the concrete sea wall on the west. Another point of analysis done was a tree survey. This included looking at the types of trees and the health of the trees. The survey suggested things like taking advantage of the eastern grove of oaks and giving special consideration to the green ash which had been treated for emerald ash borers. There are quite a few limitations due to the topography such as the steep slope on the western side of the park as well as the slopes off Gorham street where the current shelter is submerged in. This creates some issues with ADA compliance and providing access into the park. The slope does, however, provide the opportunity for a new split-level shelter design. It was important to try to utilize the topography instead of altering it.

3. How extensively did the history of the site affect your decisions for the new master plan?

Historian Anne Biebel, of Cornerstone Preservation, did an excellent historical analysis report. Early in the process she gave us a ton of background information on all of the extensive uses throughout James Madison Park's history. Her report, as well as many other documents, can be found on James Madison Park Master Plan web page.

4. How was the park universally designed to meet the needs of people of all ages, abilities, and backgrounds?

This is the first City of Madison master plan project to adhere to the RESJI (Racial Equity and Social Justice Initiative) process, an effort to address Madison's most persistent inequities while supporting a shift towards fairer practices throughout our institutions. James Madison Park has a diverse set of users and it was important to represent all populations

throughout the master planning process. Specific actions, such as on-site observations and interviews, were critical to making sure we represented as many park goers as we could. Urban Assets served as the public engagement specialist on the team, providing several avenues of engagement throughout the process. In addition to the public engagement, we also had Jason Beloungy, of Access to Independence, on our team which provides advocacy, resources, and services to people of all ages and of all ability levels.

5. Do you predict that the permeable pathways and bioswale devices will have an impact of large flooding events such as what we experienced at the end of the summer?

Stormwater management was a major point of consideration regardless of the extensive flooding that happened throughout 2018. With that being said, it does not hurt to have public awareness on such issues when advocating for more holistic stormwater management goals. Near shore presents major water quality issues, reducing engagement with the water at the beach and other spots along the shoreline. Specific stormwater treatment standards were required based on the amount of additional proposed pavement on site.

6. How was the topic of safety addressed in the new master plan?

Lighting is one element that can be addressed to improve safety throughout the park. Specific lighting design falls outside the scope of our work. The master plan report will provide broad recommendations understanding that safety, as it relates to lighting, is an issue that should be addressed. The sea wall is another major issue, as having a concrete sea wall as a hard edge creates problems for pedestrians walking along it.

7. What were the biggest challenges you faced in the redesign?

I wouldn't necessarily call them challenges. They are opportunities to hear people out and try to have this place reflect what the public really wants it to be. With that said, it's not an easy path, there is no perfect concept.

8. How do you envision people interacting in the new space?

I think that too frequently when people design, and I can find myself doing it, we don't consider how people will physically be using the space so it's important to take a step back and think, if I am a person driving down Gorham and I want to park at James Madison Park, how is that going to look. If I live three blocks away and want to play basketball, how do I get there? We have been envisioning how people will be using this place (as often as we can) since day one.

9. What is your vision for the implementation of the master plan?

This is a long term vision for the park, and one that is decades away from

full realization. From a personal perspective it's hard to say, there are lots of important parts, everything is connected one way or another. Environmental progress would be great but that comes after a lot of infrastructure. I'm excited to see this come into fruition. The park will be phased and it's really up to the discretion of the city. There's lots to the process, such as discussions of funding, phasing, and future proposals. The master plan is a guiding document, and by no means represents exactly what this park will look like several years from now.

Not Listed Questions / General Comments:

- When you think about parks in downtown Madison, you think James Madison Park. It is the quintessential Madison park.
- In regards to RESJI:
 - The information gathered from this project will positively affect all other RESJI projects in the future.
- In regards to the Shelter:
 - The materiality of the shelter will greatly improve, as the glass will provide visual permeability. By diversifying the use of the shelter (community room, café, rooftop games) there will be more activity, and as a result more eyes on the shelter, making it safer.
- In regards to outreach:
 - There were several modes of outreach used throughout this process. These included online polls, public engagement meetings, specified group meetings, and on site interviews.
- In regards to other developments:
 - It's hard to mimic nature but we can try to make it a healthier landscape, environmentally, socially, economically.
- Broader landscape notes:
 - Included in the design are terraced steps, reminiscent of those at the Memorial Union Terrace.

Alder Ledell Zellers

1. How have you been involved in the redevelopment process?

Quite a bit! I went to all stakeholder meetings, maybe all but the last general one. Plus I interacted with parks department staff and consultants. I made sure to meet with different stakeholder groups to get their input.

2. What role does James Madison Park fulfill for Madison as a whole?

It's a community park, so unlike neighborhood parks, it serves the broader community *and* the neighborhood. The downtown Madison area really is somewhat parks deficient. Additionally, the population is growing, and for

these reasons I thought a new master plan was important to get the most out of the land we have available. It's also one of the few parks that supplies an opportunity to interact with the lake, which is so important to our city. Soon after becoming alder, there were discussions of redoing the shelter. As important as that is, we needed more than just a new shelter. Many people wanted a full master plan -- I love that kind of engagement. As time has gone on, issues with water quality have been growing (because of climate change). So it has become increasingly clearer that the park's needs must be addressed, and changes made to make it the best it can be.

3. What funding issues do you envision impacting or delaying the redevelopment of James Madison Park over the next 25 years?

Oh heavens yes, there are major funding issues! With the budget process for the city, there's a lot of pressure on the budget in dollars. So each year there is a plan that is done for capital projects. This plan is made for 5 years out -- the first of which is locked in, and the rest can be changed annually. There was funding projected for James Madison Park, within the Parks and Recreation Department budget, but the mayor put no money forward towards it. I personally introduced an amendment in order to put the funding back towards the park's plans. Whoever is alder throughout the process will need to be tuned in to make sure the dollars still stay in the budget, as there is no commitment to the redevelopment plans. Tenney Park lead a large fundraising effort when they redid their shelter. In fact, the T-wall pavilion was named in honor of a major donor. I hope and expect there to be an outside fundraising opportunity like that for James Madison Park.

4. How has the Racial Equity and Social Justice initiative affected decisions made throughout the design process?

A lot of individuals from all over the city use James Madison Park. The basketball courts are primarily used by African Americans, and other racial or ethnic minorities. Many park-goers don't live nearby, so they can't walk to James Madison. If they drive, they are limited by things such 2-hour parking limits. So that's just one example of a direct impact.

5. How flexible and/or responsive to the demographic changes is the 25-year redevelopment plan?

The plan has already taken into consideration the needs of many demographic groups. There likely won't be a big need for changes to the plan, unless different needs are expressed later on in the process.

6. How will yearly events, such as the Paddle and Portage or Shrekfest, be impacted by the redevelopment?

Construction in the park will be done in phases, highly dependent on funding. Because changes will happen gradually, construction will not likely be disruptive to events going on in the park. The only thing that may impact events or activities would be the construction of the shelter.

7. What is your vision for the implementation of the master plan?

There is a reasonable chance that the parking lot may be done earlier on in the implementation process. It would be fairly inexpensive compared to other parts of the project and it would open up space in the current location for other construction to be completed. There is also a lot of concern about the safety of the current parking lot, which may encourage the parking lot construction to be completed sooner. Getting the approval for the new dock system may be difficult. A referendum may be necessary for redoing the shelter, due to the proximity of the lake. When construction is to be done within "x" distance of the shoreline, there must be a referendum. This came about with the Monona Terrace project. The referendum will require a city wide vote. The referendum process could be a pain, but I don't foresee any problems. I am optimistic that the plans for the shelter would pass. They are trying to pack an awful lot of amenities into the new shelter space. When it comes down to it, some decisions may need to be made on the specific uses. I am hopeful that these plans will come to fruition. I love the idea of the cafe and boat rental because park users would really enjoy that. There is a bit of a concern about how much room all of these amenities would require. This district has limited community space. The voting location, Gates of Heaven, has very limited space. Elections with bigger turnouts need a bigger location. There are often lines out the door and people are out in the elements. Also the shelter does not currently have bathrooms that are handicap accessible. I think that all elections should have polls in the new shelter once completed. In my opinion, the consultant didn't reach out early enough to the rowing club. That was one downfall of the project. The rowing club was invited and encouraged to take part in activities throughout the redevelopment process, but there should have been more of a specific

outreach to them because their club is a big part of the park. It is great that anyone can join their organization and row from the boathouse. The redevelopment process was good overall, but relations with the rowing club were one way that it could have been improved.

8. Do you have any thoughts about relocating the parking lot?

There are a few people that are not happy with having any parking at the park, period. These people have advocated among their social groups to oppose the new parking plan. Cars and parking are not ideal in some places, but in order for this park to be accessible, there must be parking. There are lots of rumors being spread about the new parking, including that there may be a parking garage, increasing spots, and increasing impermeable surfaces. However, none of these are true. In reality, there will actually be a bit less space for parking and green space will be increased. One of the objections to the parking lot relates to the proposed location. There are concerns that it would block views from the street. Designers have proposed a lowered/sunken parking lot so that it will not impede on the views. This will minimize the impact on pedestrians. There is also concern that the parking lot will block views from the street axis intersections. This is addressed in the plan. Those viewsheds are specifically opened up more. Seven trees will be removed in the process of relocating the parking lot, which is upsetting. Some trees will be added in the new design. An arborist stated that those trees were in medium to poor condition, but trees in that state can continue to function for decades. Moving the parking further away from the lake means that the impermeable surface is further away as well. This is better for the environment and the Clean Lakes Alliance has approved. There has been a lot of concern expressed about certain bad behaviors occurring at the current parking lot, specifically drug dealing. Safety through environmental design group has encouraged that the parking lot be moved from its hidden location to an area that would allow for more surveillance. The proposed location will be much more visible, increasing safety. There are currently no cameras in the park. The parks commission has control over the camera locations. I have advocated for a camera on the shelter and near the parking lot. This did not go through. There is a camera by Gates of Heaven entrance and two other locations, all on the exterior of the park. There are some legitimate safety concerns.