

Yahara River Parkway and Environs



Master Plan

June 1998

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The Yahara River Parkway and Tenney Park were built with the generosity, sacrifices, and foresight of our forefathers at the turn of the century. It is the same foresight, community spirit, and commitment the Yahara River Parkway Committee is asking from the community, city, and other governmental bodies in restoring the best of the past and building for the future for this special place to endure for another century.

This plan is dedicated to the memory of John Urich (Principal Planner) who worked tirelessly to beautify this area of Madison, as well as the entire city.

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Photographs on front cover: 1) aerial view of river looking northwest to Lake Mendota, 2) children fishing by the East Johnson Street bridge, and 3) Madison Recreation pontoon boat on the Yahara River.

(Photographs from the Madison Park and Pleasure Drive Association Report by Charles N. Brown. All other photographs and graphics by Archie Nicolette, except where noted.)

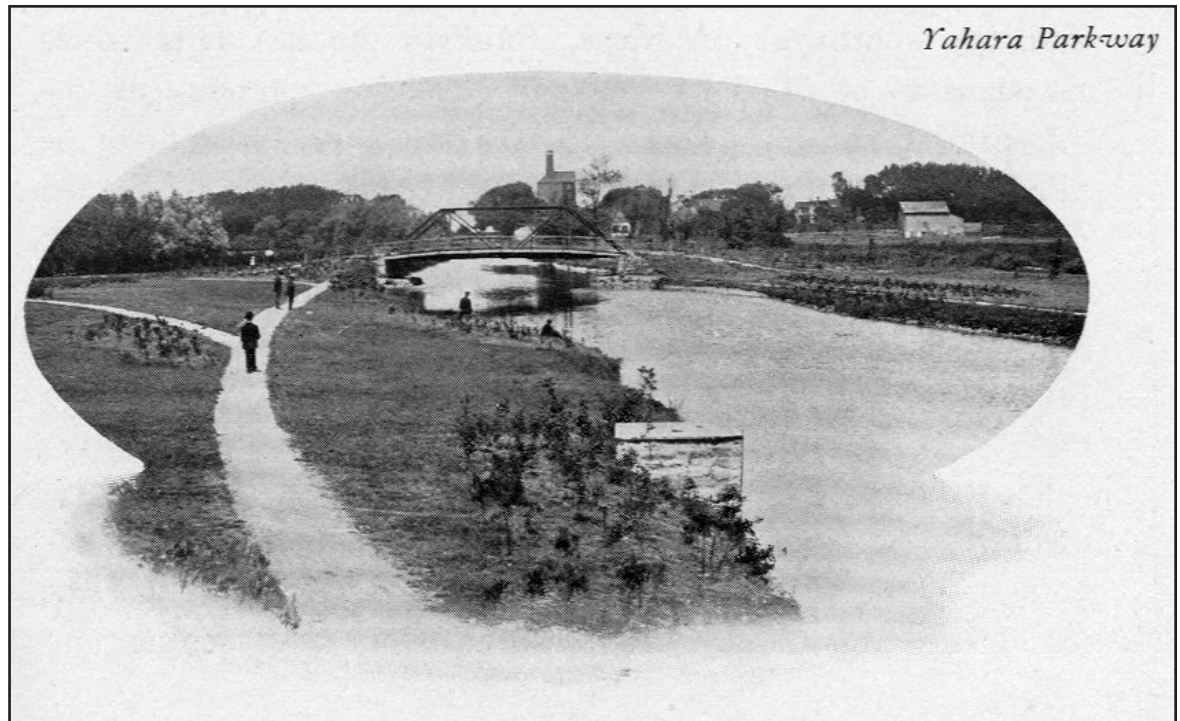


Part I

Overview

“One of the unique features of Madison and one possessing great possibilities for the beautifying of the city is the Yahara River. This river and its banks should be reclaimed for the people of this city.”

*Madison Park and Pleasure Drive Association
Report of the Officers
April 1903*



Introduction

Community Resource and Setting

The Yahara River Parkway is a mile-long, community-wide resource situated on the easterly end of the isthmus that connects Lake Mendota to Lake Monona. This is the only segment of the Yahara River to traverse an urban setting in Madison. Few precious recreational resources provide so many unique opportunities for stewardship and transformation that are so close to so many people. The Parkway was created in the early 1900s under the sponsorship of the Madison Park and Pleasure Drive Association, with hopes to create open space with paths and carriage trails to enjoy views and vistas of the river and the lush

plantings along its banks. The ideals of health, beauty and democracy of the 19th-century park movement were embodied in the goals of the Madison Park and Pleasure Drive Association. The Association's legacy is still shaping our ideas of the park though they have been translated into our 20th-century vocabulary. The Yahara River corridor will be planned with that legacy and spirit in mind.

In 1996, *Money* magazine rated Madison the number one American city in which to live because of the many attributes available to citizens: bicycle and walking paths, water-oriented recreational opportunities, lake views, safety, friendliness, well-defined neighborhoods, and many others. The Yahara River corridor potentially embodies many of the qualities people find

charming and attractive about Madison. The planning effort will set a course in transforming and enhancing this area into a recreational jewel. It will also seek to add compatible housing and commercial development into the existing neighborhood over the next ten to fifteen years.



Jenifer Street Pedestrian Bridge is an example of the community working with the City to construct a quality pedestrian bridge in keeping with the character of the corridor

Why this renewed focus on the Yahara River Parkway? While citizens, civic groups, landscape architects, and urban planners have suggested planning concepts for the Yahara River Parkway for over a century, the Yahara River Parkway Concept Plan had its most recent beginnings in the 1994 *Marquette-Schenk-Atwood Neighborhood Plan* and the 1995 *Tenney-Lapham/Old Market Place Neighborhood Plan*. Both neighborhood plans identified the Yahara River corridor as a priority planning area and recommended a comprehensive study to identify potential ways to enhance the Parkway as an aesthetic, recreational, and social asset for neighborhood and City residents. In addition, both plans emphasize the importance of enhancing the Parkway as an

environmental and historic asset. Perhaps most importantly, both plans highlight the need to provide safe and convenient bike and pedestrian connections between all of the adjacent east isthmus neighborhoods, the Yahara River Parkway, and a user-friendly network of public parks. As both plans suggest, the key to making these connections is the Yahara River Parkway itself – a natural cross-isthmus connector between neighborhoods.

Yahara River Parkway Steering Committee. In July 1995, the City of Madison Common Council acted on the recommendations of these neighborhood plans by authorizing the creation of the Yahara River Parkway Ad Hoc Steering Committee (YRP Committee) to prepare a concept plan for the Yahara River Parkway in partnership with the Department of Planning and Development. After accepting nominations from citizens and community leaders, the Mayor appointed 10 YRP Committee members to seek extensive input from citizens and guidance from past planning efforts in developing the Yahara River Parkway Master Plan.

The Planning Philosophy

The planning philosophy and approach to the Yahara River environs falls into three basic concepts. These concepts were used throughout the planning process.

1. The plan will stay true to the *spirit of the original plan* developed in the early 1900's for the parkland.
2. A *comprehensive approach* will be utilized by integrating the open space and bike/pedestrian/vehicular circulation with land uses that will contribute and enhance the character and quality of the existing neighborhoods.
3. *Encourage public participation* to ensure the plan is representative of the wish of the citizens and three adjacent neighborhoods (see Public Participation section on page 9).

Executive Summary of Recommendations

The map on page 7 summarizes the concept used to develop the master plan and recommendations. The Executive Summary Recommendations are listed in the order of importance. **The YRP Committee feels the first three recommendations have the highest priority** and create the spine for the other recommendations to become more effective. Over the next decade, weaving together the original O.C. Simonds plan with this new master plan will create a bright future for the Yahara River corridor.



Historic 1911 photo with the recently constructed Steensland Bridge in background

- 1. East Johnson and East Washington Bike/Pedestrian Underpasses.** Accomplishing the goal of safe bike/pedestrian use of the Yahara River Parkway will require safe crossing measures at the two primary arterial streets on the east side of the isthmus: East Johnson Street and East Washington Avenue. Daily vehicular traffic volumes where these streets intersect the Yahara River are among the highest in the City of Madison. According to 1995 average daily traffic counts, the Yahara River is crossed by approximately 32,000 vehicles per day on East Johnson Street and 50,000 vehicles per day on East Washington Avenue. Pedestrian underpasses at these streets – including a recommended west riverside underpass

for the proposed bike/pedestrian route and east riverside underpass for the proposed footpath – is needed to create a safe bike and pedestrian access through the Yahara River Parkway. The Committee also recommends improved at-grade crossings at Johnson and Washington to provide safe crossings at times of low traffic volume.

- 2. West Riverside Bike-Pedestrian Path.** A central recommendation of the YRP Committee is to create a continuous bike/pedestrian path on the west side of the Yahara River extending from Lake Mendota to Lake Monona. With bike/pedestrian underpasses at East Johnson Street and East Washington Avenue, this route would meet the need for a safe, formal cross-isthmus transportation option for pedestrians and bicyclists; provide a connection between existing bike/pedestrian routes; and provide multiple access points to the Yahara River Parkway and its scenic and recreational assets.

Connections to Existing Bike/Pedestrian Routes. The proposed Yahara Parkway bike/pedestrian path should provide safe and well-marked connections to existing bike routes, including the Mifflin Street, Isthmus, Johnson/Gorham, and Sherman Avenue bike routes/paths as well as existing state bike routes.

- 3. Thornton Avenue Alternatives.** Thornton Avenue runs parallel and directly adjacent to the west side of the Yahara River Parkway. The YRP Committee recommends conversion of Thornton Avenue, wherever possible, to bike path and green space, and to Parkway amenities. Options that would increase Parkway green space, while allowing traffic flow and ensuring access for property owners, include creating turnarounds at appropriate points on Thornton Avenue, changing segments of Thornton Avenue from two-way to one-way traffic, and/or eliminating segments of Thornton Avenue.

4. **Burr Jones Field Area Redevelopment (East Johnson Street to East Washington Avenue).** The YRP Committee recommends a comprehensive redevelopment plan for the Burr Jones Field area – encompassing lands between East Johnson Street, East Washington Avenue, the river, the City Garage, and the Fiore Center (see map at right) – to reach its potential as a social and recreational centerpiece of the Yahara River Parkway. Although Burr Jones Field occupies an ideal open space site in the center of the Isthmus along the Yahara River, its use is presently limited by inadequate and/or unsafe access for vehicles, bicycles, and pedestrians. Burr Jones Field also lacks screening from adjacent commercial/industrial properties, East Washington Avenue, and East Johnson Street. Its design as an athletic field makes minimal use of the Yahara River Parkway as an aesthetic and recreational amenity. Acquisition of additional undeveloped properties on East Johnson Street; improved access for pedestrians, vehicles, and bicycles; and the construction of a multi-purpose, water-based facility along the Yahara River to integrate Burr Jones Field and the greater Yahara River Parkway are recommended. The YRP Committee recommends developing a partnership with property owners and facility users in the Burr Jones area – including Madison Gas & Electric (MG&E), the University of Wisconsin Athletic Department, Fiore Shopping Center, and railroad owners – to identify redevelopment opportunities for Burr Jones Field and adjacent land parcels between East Johnson Street and East Washington Avenue.

5. **East Riverside Foot Trail.** To increase access to the Yahara River Parkway and provide a slower-pace alternative to the proposed west riverside bike/pedestrian route, the YRP Committee proposes a low-impact, unpaved foot trail on the east side of the Yahara River extending from Lake Monona to Tenney Park. A continuous foot trail would offer pedestrians the opportunity to enjoy the east side of the Parkway – which is presently inaccessible and/or uninviting in several areas – at a



Looking north at the Burr Jones park site and the Yahara River

leisurely pace while avoiding potential conflicts with faster-paced bicyclists, roller-bladers, and runners utilizing the west riverside bike/pedestrian route. There are also several points along the proposed foot trail that are ideal sites for pedestrian-oriented educational amenities, such as informational signs describing environmental and historical aspects of the Yahara River Parkway. A key to the east riverside foot trail is acquisition of two privately-owned riverside land parcels lying to the north of Winnebago Street.

6. **Park Stewardship, Landscape and Historic Preservation Planning.** The YRP Committee feels that it is very important to develop precise plans for the restoration of renowned landscape architect Ossion Cole Simonds' initial vision for the landscape of the Yahara River Parkway and Tenney Park. At the heart of this vision is a planting and landscape plan that emphasizes native plant species such as Viburnum, Hawthorne, Dogwood, and Elms organized in a prairie design. A comprehensive redevelopment plan for the Yahara River

Parkway should utilize both Simonds' historic vision and plant species native to the upper Midwest.

To improve the visual appearance and natural feeling of the Parkway and Park, collaboration with MG&E and the Public Service Commission (PSC) should proceed to place the power lines and other utility lines underground.

The responsibility for enhancing and protecting the Parkway could be shared with the adjacent neighborhoods and the City Parks Division. By actively involving and training children, residents, club members, and other interested persons, the Parkway could get the attention that is needed to maintain its plant communities. To nurture the landscape environment, a management plan should be developed to guide the long-term success of the Parkway and Park.

- 7. Educational Signage and Outdoor Educational Resource.** The YRP Committee recommends working with the schools to create an educational outdoor lab, located in the vicinity of Marquette/O'Keeffe Middle School, that would explain specific plants, different types of birds, and what's in the water. The Committee also recommends utilizing the Yahara River corridor as an educational resource to reveal the geological, Native American, and early settlers' history, as well as the ecosystem of the river corridor. A signage system would be used to guide and inform students and residents.

A public-private partnership should be formulated to synthesize an educational program promoting the environmental and historic significance of the Yahara River Parkway. A sample of the types of groups that can assist in the effort includes the Urban Open Space Foundation and the Madison Trust for Historic Preservation. Target audiences should focus on the student populations of Marquette/O'Keeffe, Lapham, Lowell, and East High schools. Other projects could include demonstration projects, self-guided walking tours, work parties, environmental and historic

markers/displays, and seasonal clean-ups.

Portions of the Yahara River adjacent to Marquette/O'Keeffe School are a natural focus area but the existing "rip rap" (large boulders used to secure shoreline) makes it difficult to access the water's edge. Providing improved access to the river for students and the public will aid and facilitate in the educational activities and general enjoyment of the river.

- 8. Parkway Focal Points.** Several sites along the proposed bike/pedestrian path and footpath represent ideal opportunities to enhance the Yahara River Parkway with site amenities such as artwork, benches, bike racks, drinking fountains, educational signage, and landscaping.

Williamson Street/Yahara River Parkway Intersection. The YRP Committee recommends the development of the Yahara River Parkway/Williamson Street intersection as a focal point/rest area along the proposed west riverside bike/pedestrian route, potentially including benches, a drinking fountain, a shaded area, a kiosk (a cylindrical structure on which notices can be posted), a bike rack, a telephone, water access, and landscaping consistent with the Parkway and Isthmus bike path/pedestrian bridge. In conjunction with other redevelopments, focal points could be considered for other sections along the riverway.

Tenney Park. Since the Yahara River Parkway and Tenney Park were both initially designed by O.C. Simonds in the early 1900s, a comprehensive redevelopment plan for the Yahara River Parkway should include plans for the river portion of Tenney Park. Primary concerns include ensuring a park-like setting while providing parking space, increasing green space, and implementing a plan for landscape treatment and historic preservation as part of a similar plan for the greater Yahara River Parkway. Tenney Park Beach is one of the most popular beaches on the east side. In 1995, a survey reported more than 16,000 citizens used the beach.

Filene Park. Filene Park, east of the Tenney Locks, represents a scenic site, overlooking Lake Mendota, for such site amenities as public artwork (such as a piece of sculpture), public furniture (such as a bench), and/or educational signage.

Marquette Elementary/O’Keeffe Middle School Educational Area. Work with the school to create an educational outdoor lab for school children (See Recommendation 7).

Yahara Place Park. The three elements necessary to complete the intersection between the Yahara River corridor and Yahara Place Park are completing the path system and upgrading the landscape material, providing handicapped access at this end of the river, and creating new navigational aids to alert boats to lock closings, bad weather, and the entrance to the Yahara River.

9. Private Development Guidelines. The YRP Committee’s mission was not only to study ways to improve the Yahara River Parkway itself, but also to determine ways to increase open space in a park-deficient area while enhancing the Parkway’s visual and social integration with the surrounding neighborhoods. As Parkway-adjacent land parcels become available for sale and/or redevelopment, the YRP Committee recommends that the Parks Division and other appropriate agencies investigate the acquisition of these lands to increase the area of the Yahara River Parkway’s open space. In addition, many of the land parcels along the Parkway – particularly on the west side between East Johnson Street and Williamson Street – are currently utilized in ways that present few opportunities for integrating the Parkway with surrounding private parcels. Access to and views of the Parkway are limited; landscape and facade design bears little relation to the Parkway; and the predominant land uses are manufacturing and commercial sites with large and barren parking lots that face the Parkway.

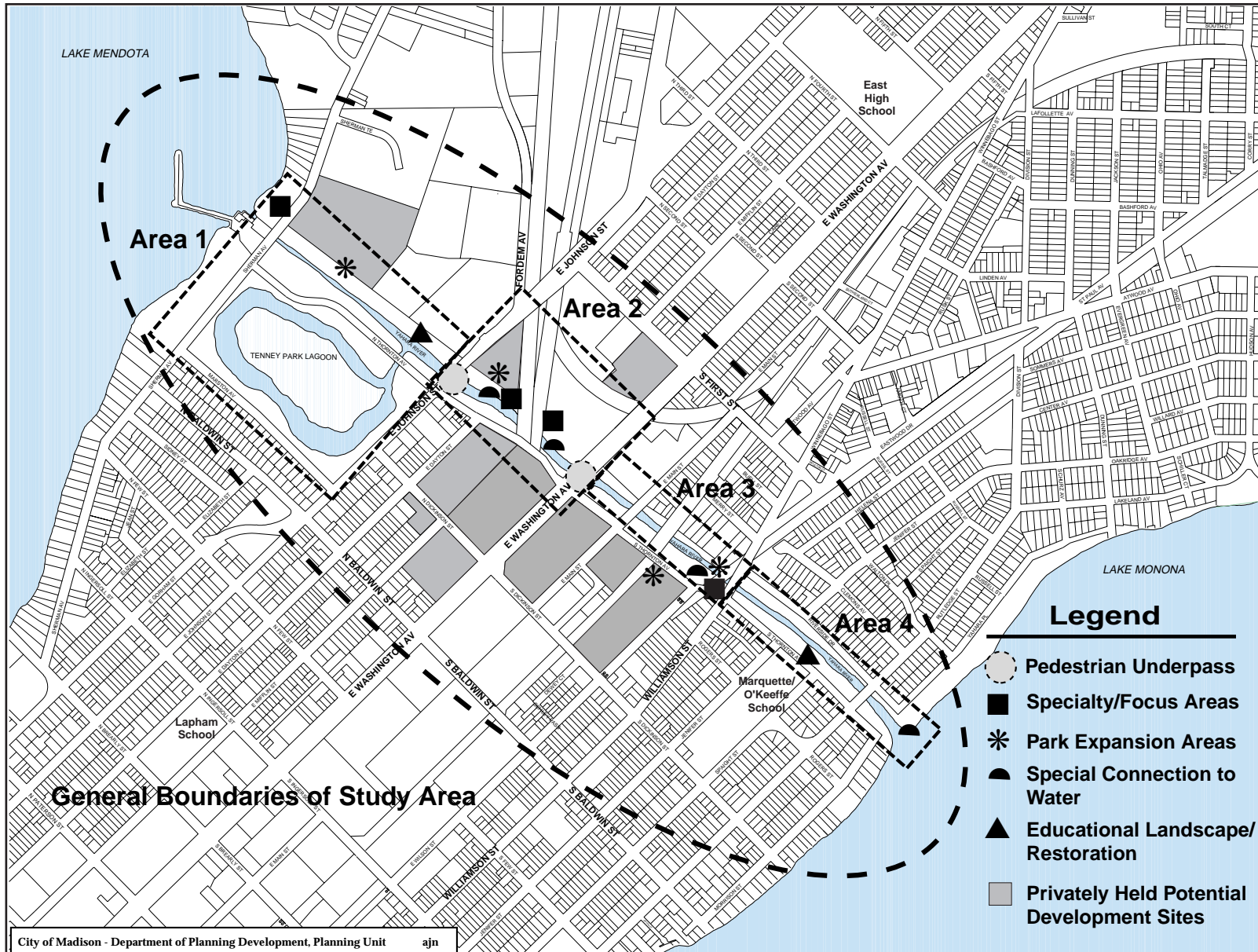
To encourage a more socially and aesthetically inviting development pattern along the Parkway, the YRP Committee recommends that the City of Madison encourage residential, mixed commercial/residential, and open space redevelopment including appropriate landscaping and design elements at several key sites. Redevelopment programs, such as a TIF district, may be used to encourage compatible housing and commercial uses on adjacent private parcels. The YRP Committee considers modest, affordable housing to be a Yahara area asset, and recommends that any redevelopment along the Parkway be consistent with the area’s existing residential character. The Isthmus 2020 plan identifies the Yahara area as a recommended area to accommodate residential growth in the next several decades. The housing should provide affordable options for a diverse mix of people, especially the growing senior population.

The big question that Isthmus 2020 had to answer was, “What proportion of the 120,000 people forecasted county growth should be accommodated by the Isthmus?” The Yahara River corridor is situated in an excellent location for future residential infill development as stated in the 2020 report.

The YRP Committee’s recommendations on residential redevelopment and density could add residential dwelling units of between 10-25 units per acre. The goal is to add housing/retail/offices to expand the existing urban neighborhoods along this neglected resource, the Yahara River corridor. These redevelopment additions will have the attributes, qualities, and characteristics to make this a desirable place to live.

Map 1

Yahara Parkway Design Concept: Summary of Elements



Planning Mission and Objectives

Yahara River Parkway Planning Mission.

Soon after it was created in July 1995 by the Mayor and Common Council to address priority planning issues identified in adopted neighborhood plans, the Yahara River Parkway Steering Committee created the following mission statement to guide its planning efforts:

“Our goal is to improve and enhance a broad range of recreational, housing, employment, environmental, and aesthetic opportunities along the Yahara River corridor, encompassing the redevelopment of adjacent public and private properties. Our recommendations will suggest answers to two guiding questions: 1) How should the open space along the Yahara River be developed to serve the community’s needs? and 2) How do we create and/or expand an urban neighborhood along the under-utilized Yahara River Parkway?”



Planning Objectives.

Parks and Open Space.

Objective: To advocate for the planning, preservation, and development of the Yahara River Parkway as a continuous and accessible open space amenity for residents of adjacent neighborhoods and the City of Madison as a whole.

Objective: To promote the planning, preservation, and development of the Yahara River Parkway in the “prairie spirit” that the original designer intended, and to work with the Landmarks Commission in adhering to the Park’s Landmark status.

Objective: To encourage the City to acquire land to expand the Yahara River corridor, whenever possible.

Bicycle/Pedestrian Access and Safety.

Objective: To maintain safe bicycle and pedestrian access to the entire length of the Yahara River Parkway by enabling safe crossings at East Johnson Street and East Washington Avenue, and by establishing connections between the Parkway and the City of Madison’s existing network of bike/pedestrian routes.

Objective: To provide a bike/pedestrian friendly environment, it is important to address issues like accessibility and types of walking surfaces, the elimination of pedestrian/vehicle conflicts, and the lack of pedestrian/bike amenities.

Land Use.

Objective: To encourage an optimal arrangement of housing, open space, and mixed land uses in order to create an identifiable and livable urban neighborhood that is aesthetically and socially integrated with the Yahara River Parkway.

Objective: To encourage and strengthen neighborhood connectivity by using the Parkway as a catalyst to add to and tie the three neighborhoods together.

Yahara River Parkway Enhancement, Historic Preservation, and Stewardship.

Objective: To enhance the Yahara River Parkway as a recreational and aesthetic amenity for citizens while protecting its water quality, and the integrity of its banks, wildlife, and fish habitat, as well as the landscape material in the Parkway system.

Objective: To empower the adjacent neighborhood groups and citizens to be stewards of the Parkway.

Objective: To cultivate the Yahara River as an important historical site for the Midwest and City, and work within the Landmark guidelines to restore the “prairie spirit” landscape design by O.C. Simonds (see pages 14 and 15).

Objective: To imbue the Yahara River with environmental sculptures and/or appropriate public art.

Objective: Add devices and programs to enhance the growth and protection of special plants and wildlife.

Yahara Parkway System as an Educational Resource.

Objective: To cultivate the Yahara River and corridor as an educational resource for the elementary & middle school children, as well as citizens. The wildlife, fish habitat, and landscape material in the Parkway system can be used as a teaching tool.

Objective: To utilize the Yahara River and corridor as an educational resource to reveal the geological, Native American, and early Euro-American settlement history of the area.

Phased Plan Implementation.

Objective: To identify short-term and long-term recommendations in order to propose a development timeline in accordance with identified priorities.

The Public Participation Planning Process. In developing the Concept Plan, the YRP Committee has been guided by the extensive participation of citizens, particularly persons who live in the neighborhoods adjoining the Yahara River Parkway. The public participation forums leading up to the Concept Plan include the following:

1993-1994: Marquette-Schenk-Atwood (MSA) Neighborhood Planning Process. Citizen participants in the MSA planning process identified the Yahara River Parkway as a priority planning area, and presented a Parkway vision “to develop a pedestrian pathway that will provide a safe, accessible, and recreational passageway along the corridor, [including] improvement of pedestrian travel across (or under) bridges and busy intersections, a connection to Burr Jones Field and Tenney Park, and the enhancement of the shoreline to accommodate more green space and recreational lands” (*Marquette-Schenk-Atwood Neighborhood Plan*, April 1994, page 17; also see pages 2 and 18).

1994-1995: Tenney-Lapham/Old Market Place (TLOMP) Neighborhood Planning Process. Citizen participants in the TLOMP planning process echoed their MSA neighbors, identifying the Parkway as a priority planning area and emphasizing the need for a cross-isthmus pedestrian and bicycle pathway with safe intersection crossings, connections to Burr Jones Field and Tenney Park, and aesthetic and recreational enhancements of the Parkway and adjacent land parcels (*Tenney-Lapham/Old Market Place Neighborhood Plan*, June 1995, pages 4, 50-53).

November 1995: Yahara River Parkway Charette. After the Common Council created the Yahara River Parkway Committee in July 1995, the YRP Committee began its work by organizing a public planning charette held at the Fiore Shopping Center on November 18, 1995. The charette was an opportunity for citizens to help develop a planning framework for the Yahara River Parkway. Over 80 charette participants provided extensive ideas on how to maintain and improve the Yahara River Parkway as a valued City treasure. Their primary concerns included ensuring bike and pedestrian safety at the Parkway's intersections with East Johnson Street and East Washington Avenue; making Burr Jones Field a more user-friendly public park and enhancing its integration with the river and the Parkway; developing a bike/pedestrian route along the river while maximizing green space; and exploring mixed-use development alternatives at key sites adjacent to the Parkway.

June 1996: Isthmus 2020 Workshop. More than 250 citizens participated in the June 29, 1996, Isthmus 2020 Workshop held at the Madison Civic Center. The Yahara Parkway was one of several "stations" where citizens discussed isthmus planning issues. Yahara Station participants identified a bike/pedestrian route, enhanced recreational opportunities, and mixed-use redevelopment of adjacent sites as planning priorities for the Yahara River Parkway.

1995-1996: Yahara River Parkway Planning Process. Since its formation in July 1995, the YRP Committee has held over fifteen public meetings attended by citizens, guest speakers, alderpersons, and City staff. Discussions at these meetings – in addition to the MSA and TLOMP neighborhood plans, the Yahara Parkway Charette, and the Isthmus 2020 Workshop – provided the basis for the recommendations put forth in the Yahara River Parkway Concept Plan.

Spring 1996: Burr Jones Design Competition. During the Spring 1996 semester, University of Wisconsin landscape architecture students participated in a design competition for the Burr Jones Field area, identified as a location in need of comprehensive landscape design. Three design teams presented plans to the YRP Committee and Tenney-Lapham neighborhood residents in March 1996. All three plans support primary recommendations of the YRP Committee, notably an increase and more efficient use of open space as well as the development of a multi-use, water-based facility to connect Burr Jones Field to the Yahara River.

On April 4, 1998, the YRP Committee held an open meeting at O'Keeffe Middle School to discuss the master plan with the community. Approximately 150 people were in attendance. 113 neighborhood people officially signed in with 48 people filling out a written comment form to express their support or non-support (see appendices). The response was very favorable for the overall master plan with suggestions to improve specific areas of the plan.

On April 18, 1998, the Urban Open Space Foundation sponsored an all day workshop at Lapham Elementary School on the Yahara River entitled *Restoring a Treasured Landscape*. The purpose was to build action teams with specific interest in landscape stewardship/restoration and policy to aid the river corridor.

Committee Meetings. All meetings were posted and open to the public. Starting with the February 7, 1996, meeting, the committee reserved 15 minutes for public input on any of the agenda items.

Historical Perspective on Planning for the Yahara River Parkway

The Yahara River, originally called the Catfish River, connects the four Yahara Lakes. The Catfish existed in an undisturbed, indigenous ecosystem, flowing through marsh, swamp, and forested bottomland in a natural meandering route from Lake Mendota to Lake Monona.

Madison's earliest European-American settlers straightened the Catfish River by 1905. When the river was straightened, it was renamed the Yahara River. Since the turn of the century, Madison's citizens and civic organizations have recognized the Yahara River Parkway as a unique City asset – a natural cross-isthmus link between Lakes Mendota and Monona – and as an opportunity to establish a continuous open space corridor accessible to all. The words of a 1903 report of the Madison Park and Pleasure Drive Association remain compelling today: "One of the unique features of Madison and one possessing great possibilities for the beautifying of the City is the Yahara River. This river and its banks should be reclaimed for the people of this City [in order to] secure to the public, for all time, free and uninterrupted use and enjoyment of this river and its banks."

True to these words, the Madison Park and Pleasure Drive Association introduced the Yahara River Parkway, Madison's first and only river parkway, as a concept in 1903. The initial planning and development for Madison's first great public park, Tenney Park, was completed in 1911, which used the design proposals of O. C. Simonds. The establishment of Tenney Park changed the association's direction and started the golden age of park formation in Madison.



"There is hardly one man in this community but what will rejoice when he walks along the banks of the Yahara River after it is beautified as it is to be, to feel that he himself was one of its proprietors, a participator of the cost of that work."

*Madison Park and Pleasure Drive Association
Report of the Officers
April 1903*

Considered by many to be the father of the Prairie School of Landscape Design, Simonds took as his model his native Midwestern Prairie and sought to utilize native plant species such as Viburnum, Hawthorne, Dogwood, and Elms, a novel concept at that time. As he did in Tenney Park, Simonds utilized curving narrow paths and irregular masses of mostly native species on the banks of the Yahara River. Simonds' plan also envisioned continuous, uninterrupted, and accessible public paths on each side of the river.

The Parkway was built almost entirely with private subscriptions; of the 482 subscribers, one-half gave \$10 or less. Along with land being donated by prominent citizens, 56 teamsters agreed to donate two loads each of crushed stones for fill. In the spirit of civic pride, the railroad companies raised/built new bridges; and in 1904, Norwegian Consul Halle Steensland offered \$10,000 to build a stone bridge over the Yahara River at East Washington Avenue.

“Other than the state capitol grounds, Tenney Park served as Madison's first designed public space. In addition to its physical design attributes, provided by landscape architect O. C. Simonds, Tenney Park fulfilled an important social role in Madison at the turn of the century: situated on the eastern side of Madison, the park was readily accessible to the City's working class population. When considering its position as the City's first public park, along with its design excellence and social significance, Tenney Park is Madison's version of New York City's Central Park.”

*Prof. Arnold R. Alanen
University of Wisconsin-Madison*

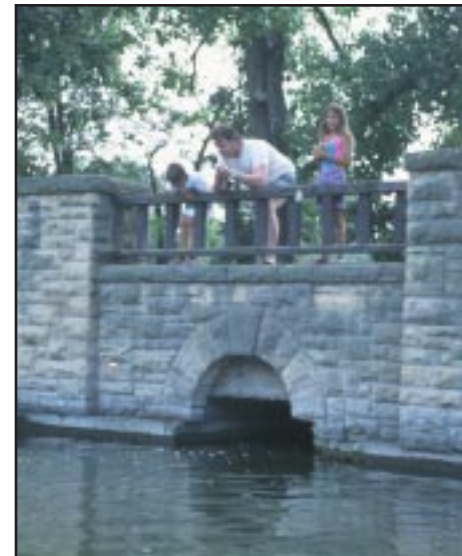
Tenney Park and the Yahara River Parkway – City Landmarks.

The Tenney Park and Yahara River Parkway were designated Madison Landmarks in 1995. Tenney Park and the Yahara River Parkway triggered an era of incredible park philanthropy in Madison. During the 19th century, Orton Park was the only developed parkland in the City. In 1894, a private group was founded to address the need for increased parkland: the Madison Park and Pleasure Drive Association (MPPDA). In the first years of its existence, the group focused its activities on the development of “pleasure drives” – landscaped roads that made their way through the countryside, and which were used primarily by the one-fourth of the population who had sufficient means to own horses or the occasional horse-less carriage. Tenney Park and the Yahara River Parkway were the first parks developed by the Association that were intended to provide a place of recreation and beauty for the majority of the population. The success of these efforts encouraged the MPPDA to develop additional parks, including Brittingham, Vilas, Olin, Hoyt, Law, and Nakoma, as well as the Glenway Golf Course. In 1938, the MPPDA was dissolved and handed over all of its lands to the City, along with a

legacy of commitment to parks and open space that continues to this day.

The Madison Parks and Pleasure Drive Association was formed by John Olin and some of his associates as a volunteer organization devoted to the development of Madison's parks, scenic drives, and sports facilities. As Madison's first designed park, its land and lagoons formerly were marshland. The park was developed in four sections. O.C. Simonds, a landscape designer, is credited as one of the founders of the Prairie School of Landscape Design, which was an outgrowth of earlier English precedents that included the romantic, picturesque, and undulating terrain of a natural landscape. The Prairie School is characterized by the use of native plants, local building materials, and natural regional topography to capture the essence of the local region. Simonds believed in employing certain rules to govern design: unity, one picture in a view, and the use of all the senses (smell, sight, etc.). Simonds manipulated the landscape to look like the natural world. O.C. Simonds' design for Tenney Park, done between 1898 and 1906, reflects the qualities of a prairie landscape (see pages 14 and 15).

In 1911, John Nolen revised the master plan for Tenney Park and the Yahara Parkway to accommodate the public desire for active recreation. John Nolen is known as one of the founders of city planning in



Thornton Avenue spillway built in 1916 is an historical element on the Yahara River used for fishing.

America. He believed in beautiful entries to a city, a unified park system, an orderly street system, and housing for all people. Nolen felt that the Yahara Parkway was the most important connection in the Madison park system.

The YRP Committee's concept plan retains Simonds' vision for the Yahara River Parkway while adding modifications required by increases in automobile and bicycle use that have occurred since the turn of the century. While he envisioned two pedestrian paths – one on each side of the river (see photographs, pages 1 and 11) – the YRP Committee recommends a low-impact pedestrian path on one side of the river and a bike/pedestrian path on the other side. In addition, the YRP Committee recommends a Parkway feature that was probably not necessary ninety years ago but which is crucial today: pedestrian underpasses where the Parkway intersects East Johnson Street and East Washington Avenue, two arterial streets that carry tens of thousands of vehicles per day across the Yahara River.

In his introduction to the report, *Tenney Park and the Yahara River Parkway* (1997), Lance M. Neckar, ASLA, states the document creates a framework for planning, future maintenance, and planting, and construction both in the park and along the parkway in a manner that will preserve and enhance their historic integrity. The report details the historical significance and general principles of the preservation and adaptive reuse of the Parkway and Tenney Park. Neckar states that “Tenney Park and the Yahara River Parkway are distinguished by the combined significance of their design in the ‘prairie spirit’ and their importance in the progressive period as nationally-recognized works of civic improvement. This dual significance also represents the nexus between civic improvement and landscape architecture in the late nineteenth century and the progressive period prior to the First World War.” He articulates three general principles to guide the renewal of the park-owned lands: Curvilinear Connective Paths,

Native Plant Masses, and Replanting Guides. The specific principles relating to the Yahara River Parkway are: 1) Modal (vehicle and bike-pedestrian) and grade separation for paths, 2) prairie spirit plantings defining water edge and continuity, and 3) plantings for personal safety. His ground rule for park land improvements replicates the Committee's recommendations for the development of a path system, restoration of pathways under bridges, adaptive redesign of spaces for recreational uses, the creation of an ecological corridor, the aesthetic idea of the “long view” as a space framed by shrub masses and, most importantly, restoring the original quality of Tenney Park and the Yahara River Parkway design by O.C. Simonds.

Bridges. The bridges over the Yahara River and Tenney Park are a prominent design element in creating the sense of history, character, and aesthetics of the river Parkway. Special attention has been given to the bridge from the beginning of Madison history.



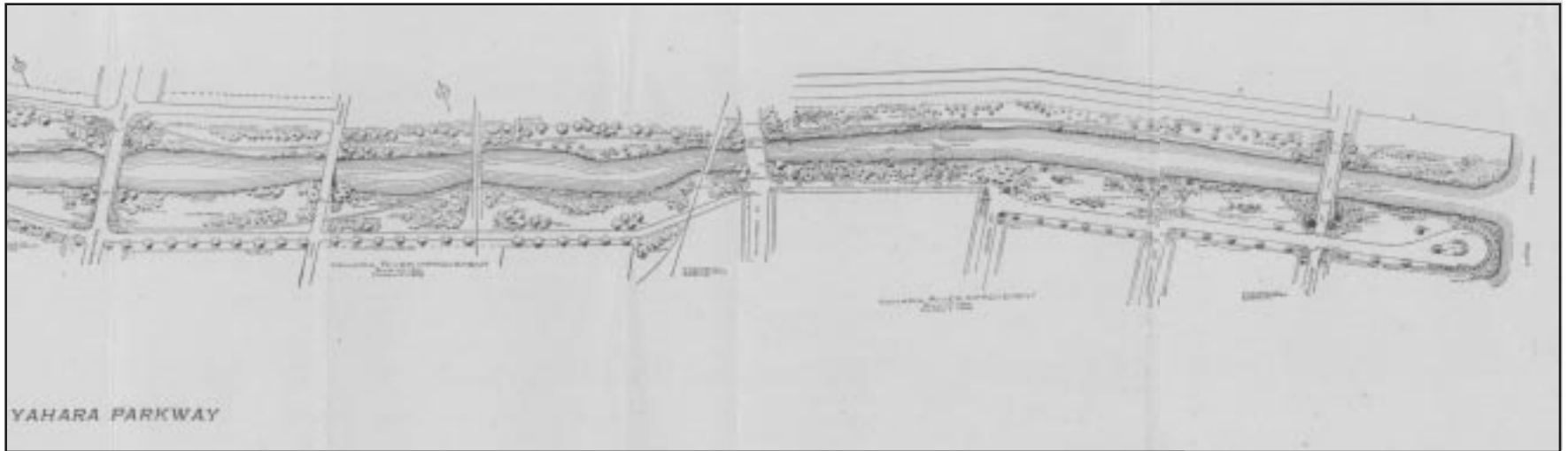
Rutledge Street Bridge looking northwest

Our civic leaders clearly stated that consideration be given to artistic quality rather than utilitarian bridge structures, "...so that it behooves us to demand not merely strength but dignity and civic splendor in their construction. Every City bridge is an opportunity. It cannot be too often stated that nothing pays so well as beauty, and that this constitutes a large part of the capital of Madison."

*Madison Park and Pleasure Drive Association Report
May 1904*



Tenney Park and Yahara Parkway
Original plans designed and drawn by O.C. Simonds, 1906



*Boating on the Yahara River was a popular activity
at the turn of the century*

*Madison Park and Pleasure Drive Association
1911*



People enjoying the Tenney Park Lagoon

*Madison Park and Pleasure Drive Association
1908*

In November 1904, Norwegian Consul Halle Steensland offered to pay for the Rutledge Street Bridge as a present to the City of Madison in commemoration of his 50 years residency in the City. The East Main Street Bridge appears identical to the Rutledge Street Bridge. Although the East Main Street span was built in 1926, ten years after the Rutledge Street Bridge, it appears to have been constructed according to the same plan. The bridge is a classically detailed concrete arch bridge and an excellent local example of a structure designed along certain aesthetic principles. The bridge is scheduled to be reconstructed in a manner similar to the recently completed Rutledge Street Bridge. The bridges are a major part of the Landmark designation and careful attention should be paid to future decisions that relate to them.



Main Street Bridge (scheduled for reconstruction in the Summer of 1998) in the foreground with East Washington Avenue Steensland Bridge in background

Study Area Description

The Yahara River Parkway. The primary study area is the Yahara River Parkway itself, a corridor running parallel to the Yahara River as it flows across the isthmus from Lake Mendota to Lake Monona. With a 50-foot wide strip of green space on each side of the river that is about a mile in length, the Parkway includes some 16.5 acres of land. The secondary study area consists of land parcels directly adjacent to the Parkway that represent opportunities for increasing open space, implementing Parkway amenities, and encouraging future redevelopment (including residential, commercial, industrial, and institutional functions)

that complements the Parkway and meets the needs of neighborhood and City residents. Lying approximately one mile east of the state capitol, the Parkway crosses two primary arterial streets (East Johnson Street and East Washington Avenue) and connects four City parks (Tenney, Filene, Yahara Place, and Burr Jones Field).

The Yahara River and Four Lakes.

The Yahara River and its lakes – Mendota, Monona, Waubesa and Kegonsa – are important in providing scenic beauty and swimming, boating, and fishing opportunities for area residents and visitors. As a result, the lakes are highly valued physical resources and are an integral part of the quality of life that Dane County residents enjoy.

Geological History. The lakes were formed about 10,000 years ago when the last glacier deposited a thick layer of glacial till (unsorted sediment) over the landscape and dammed up the large preglacial Yahara River Valley. The Yahara watershed (land area draining to the lakes) covers 359 square miles (over one quarter of Dane County). The Yahara River begins just north of Dane County in Columbia County and flows southward to connect the four lakes, finally joining the Rock River in Rock County. Much of the watershed is farmed; however, the watershed also contains most of the urban land in the Madison metropolitan area. In addition, the Yahara watershed includes some of the largest wetlands left in Dane County.

The Yahara lakes are classified as eutrophic lakes. Eutrophic lakes have an overabundant supply of nutrients and excessive weeds and algae. Lake Mendota includes 9,842 acres of water with 21.9 miles of shoreline. It takes about 6.3 years for the lake to flush through its 135 billion gallons of water. Lake Monona includes 3,274 acres of water with 13.2 miles of shoreline. The Yahara River is

approximately 35 feet wide and is approximately one mile in length (with an overall gradient of 3.6 feet per mile) between the two lakes. The flow of water in the Yahara River between Lake Mendota and Lake Monona is regulated by the dam located at the Lake Mendota inlet. The average baseflow is approximately 70 cubic feet per second.

Recreational opportunities.

The river provides for active, water-based recreation. The activities that are available include motorboating, canoeing/kayaking, rowing, jet skiing, and fishing. Biking, hiking, and walking are recreational activities that occur near the river. Passive activities such as sitting, reading, and picnicking also occur near the river. The recreational potential in the Parkway is insufficiently developed to take full advantage of this resource and to meet neighborhood needs.



Motorized and non-motorized access and use.

The Tenney Park Locks are located on the Yahara River along the southeastern corner of Lake Mendota and Sherman Avenue. The locks are operated by Dane County Public Works to control water flow and boat access. They open in May and close in October. The normal difference between the two lakes is five feet, with the locks providing passage from one lake to the other. Generally, boats need



to be under seven feet in height and draw less than two feet to ensure passage through the river channel (see the Appendix for boat counts). From May to October 1997, a total of 15,634 boats passed through the locks. In 1996, 13,686 boats used the Tenney Locks.

Fish habitat and fishing. The Yahara River's vegetation and overhanging cover make it home to almost two dozen fish species, including popular sport fish such as muskellunge, northern pike, walleye, bluegill, brook silverside, common and golden shiners, minnows, white sucker, big mouth buffalo, common carp, pumpkin seed, black and white crappie, yellow perch, and largemouth, smallmouth, rock, and white bass. The Department of Natural Resources' classification of the current use of this section of the river is warm water sport fishery. At certain times of the year, the Yahara is also home to cisco and lake sturgeon. Spawning habitat is scattered throughout the river channel where "nooks and crannies" exist around bridges, trees overhang the water, and other features provide excellent nursery areas for young and newly-hatched fish. Angling for Yahara River fish attracts people from as far away as Milwaukee, and fishing is particularly successful below the Tenney Locks. Due to its confined area, the Yahara River is prone to fish kills, a direct result of storm sewer run-off during storm events and chemical spills.

Wildlife. The river parkway helps sustain and nurture living creatures by providing a habitat for them. There is an abundance of birds and water fowl, including eagles, hawks, owls, kingfishers, sea gulls, and song birds. Small mammals like



muskrats, squirrel, raccoons, minks, rabbits, woodchucks, gophers, and squirrels are more difficult to spot but do reside in the corridor. Reptiles like turtles and toads are less abundant.

Landscape Material. A study of the landscape material was prepared under a grant secured by the Urban Open Space Foundation. The study has recommendations on the management of the river parkway and the state of the existing material. The landscape material has dramatically changed form the original O.C. Simonds' landscape planting plan. Due to the status of the corridor, a City landmark, plant material invasive to the original design may have to be removed. Replacement plantings should conform with the historical original planting concepts. Presently, at least 34 species of trees and shrubs are within the Yahara River Parkway. Of these, 27 species are trees and seven are shrubs. The most abundant tree species is green ash, followed by river birch, black locust, box elder, and elm.



*Madison Park and Pleasure Drive Association
1908*

The majority of trees are the result of river bank regeneration rather than tree planting. Fewer than a dozen trees can be ascribed to the original landscape plan. In the report, *Yahara River Parkway: A Landscape Management Analysis*, recommendations are outlined to restore the “prairie spirit” landscape plan and involve and educate the community on the resources they have (see Appendix, pages 103-110, for excerpts of the report).

Water quality and the role of watershed. Through state enabling legislation, the Dane County Lakes and Watershed Commission has assumed a principal local oversight and intergovernmental coordination role for the water resource management activities. Upstream the agricultural land continues to pose the principle threat to the watershed, but urban areas also add significant amounts of nutrients, bacteria, and other pollutants to the Lakes and river.

This study area is a priority watershed and is in the Wisconsin Nonpoint Source Water Pollution Abatement Program. This area is in the high priority Street Sweeping and Source Control Area. The goal is to protect water bodies from further degradation by reducing concentrations of nutrients and sediment loading, and by controlling runoff that contains pollutants.

The “rip rap” reduces river bank erosion from boat wakes. Soil loss, however, still occurs around the rocks and the large stone can make access to the water difficult. The rip rap diminishes the diversity of plant species near the water and the typical overhang on a natural river which provides cover to nurture fish and aquatic populations.



Lake Mendota and Tenney Park with East Washington Avenue at the right of photo



East Washington Avenue at the left of photo with the Yahara River flowing into Lake Monona

East Isthmus/Yahara Area Neighborhoods.

The YRP Committee has developed its recommendations with special attention to the needs and priorities of east isthmus residents, particularly residents of the three neighborhoods directly adjacent to the Parkway: Emerson East-Eken Park, Marquette-Schenk-Atwood, and Tenney-Lapham/Old Market Place.

Yahara Area population.

Primary population characteristics in Yahara area neighborhoods include the following (see Appendix for complete data):

Age distribution. Yahara area residents were similar to City of Madison residents overall in terms of age. In 1990, 14.5 percent of Yahara area residents were children below age 15 (16.1 percent City-wide), while 9.9 percent were seniors age 65 or older (9.3 percent City-wide). These two age groups – including the persons most likely to need a safe, cross-isthmus pedestrian route as recommended in this plan – together constitute almost one quarter of the Yahara area population.

School enrollment. Yahara area school enrollment figures, mirroring the age distribution, further indicate the need for a safe, cross-isthmus bike/pedestrian route as recommended in this plan. Pre-primary enrollment equalled 2 percent of the Yahara area population in 1990; elementary-to-high school enrollment, 8.8 percent; and college enrollment, 16.1 percent (1.9 percent, 11 percent, and 23.3 percent, respectively, City-wide). Altogether, students represented over one quarter of the Yahara area population in 1990. Safe crossing of East Washington Avenue is particularly important for elementary school students in the Yahara area since Lapham and Marquette Elementary Schools are paired schools lying on opposite sides of East Washington Avenue. In

addition, O’Keeffe Middle School serves both sides of East Washington Avenue, along with East High School.

Transportation to work. Compared to City residents overall in 1990, Yahara area residents were less likely to drive a car to work and more likely to walk, ride a bike, or take a bus. Over one third (36.6 percent) of 1990 Yahara area workers walked, rode a bike, or took a bus to work, compared to less than one quarter (24.6 percent) of City-wide residents (Walk or bike: 21.8 %, Yahara area; 16.9 %, City-wide. Bus: 14.8 %, Yahara area; 7.7 %, City-wide). Since safe pedestrian crossings at primary arterial streets such as East Johnson Street and East Washington Avenue are vital not only for pedestrians and bicyclists, but also for bus-riders who need to cross to get to bus stops, these figures indicate a pronounced need in Yahara area neighborhoods for a safe, cross-isthmus bike/pedestrian route as recommended in this plan.

Residence in 1985. According to 1990 figures, Yahara area residents are almost identical to City-wide residents in terms of “stability” of residence. Close to one third (32.6 percent) of 1990 Yahara area residents lived in the same house they had occupied in 1985 (35.9 percent City-wide), while an additional 29.9 percent had lived in the City of Madison for at least five years (23 percent City-wide). These figures describe a population committed to living in and preserving the quality of life in Madison and the Yahara area.

Yahara Area housing.

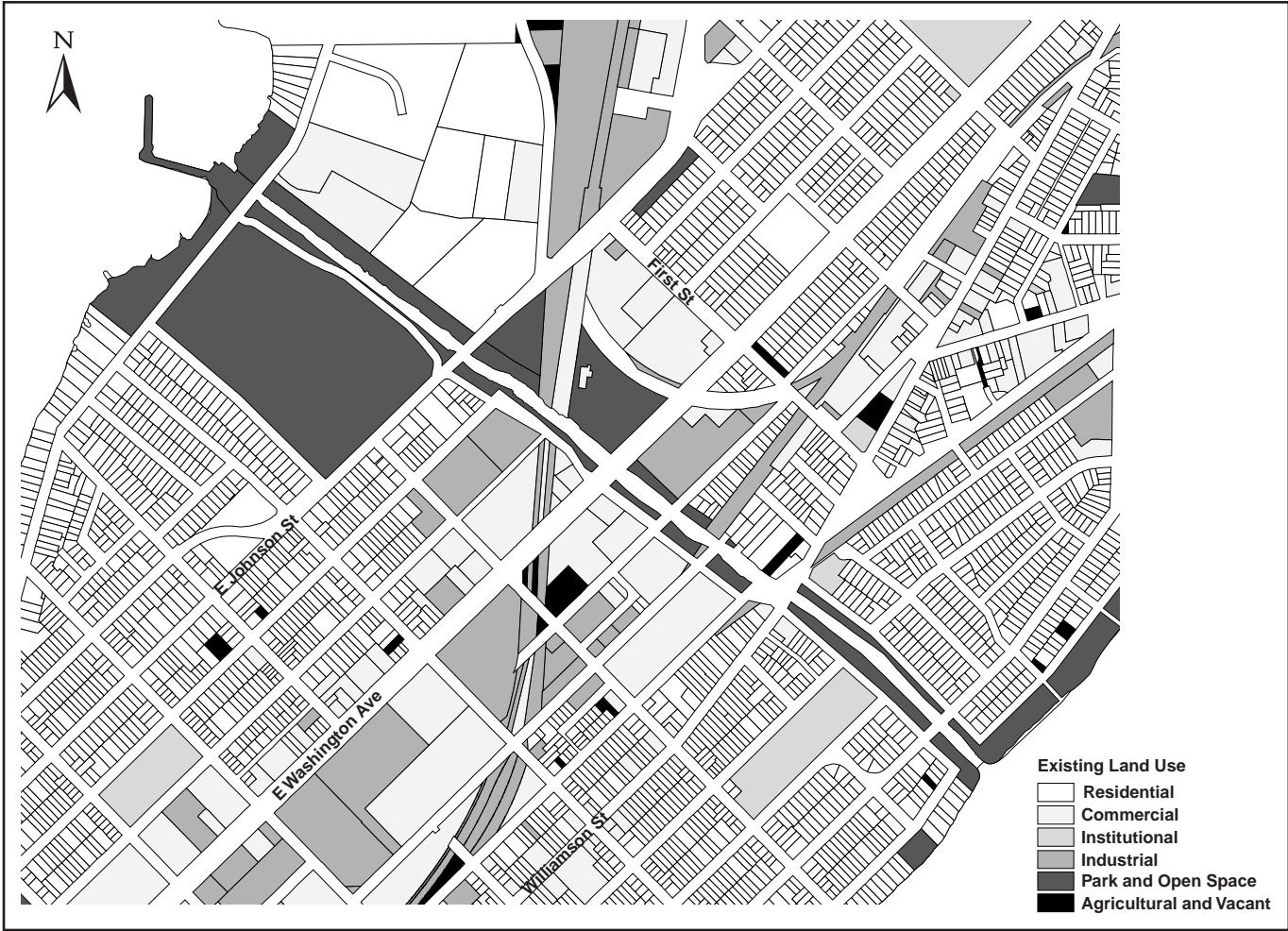
Primary housing characteristics in Yahara area neighborhoods include the following (see Appendix for complete data):

Age of housing. Yahara area housing structures are substantially older than housing structures City-wide. While over half of Yahara area housing units in 1990 (56.7 percent) were structures built prior to

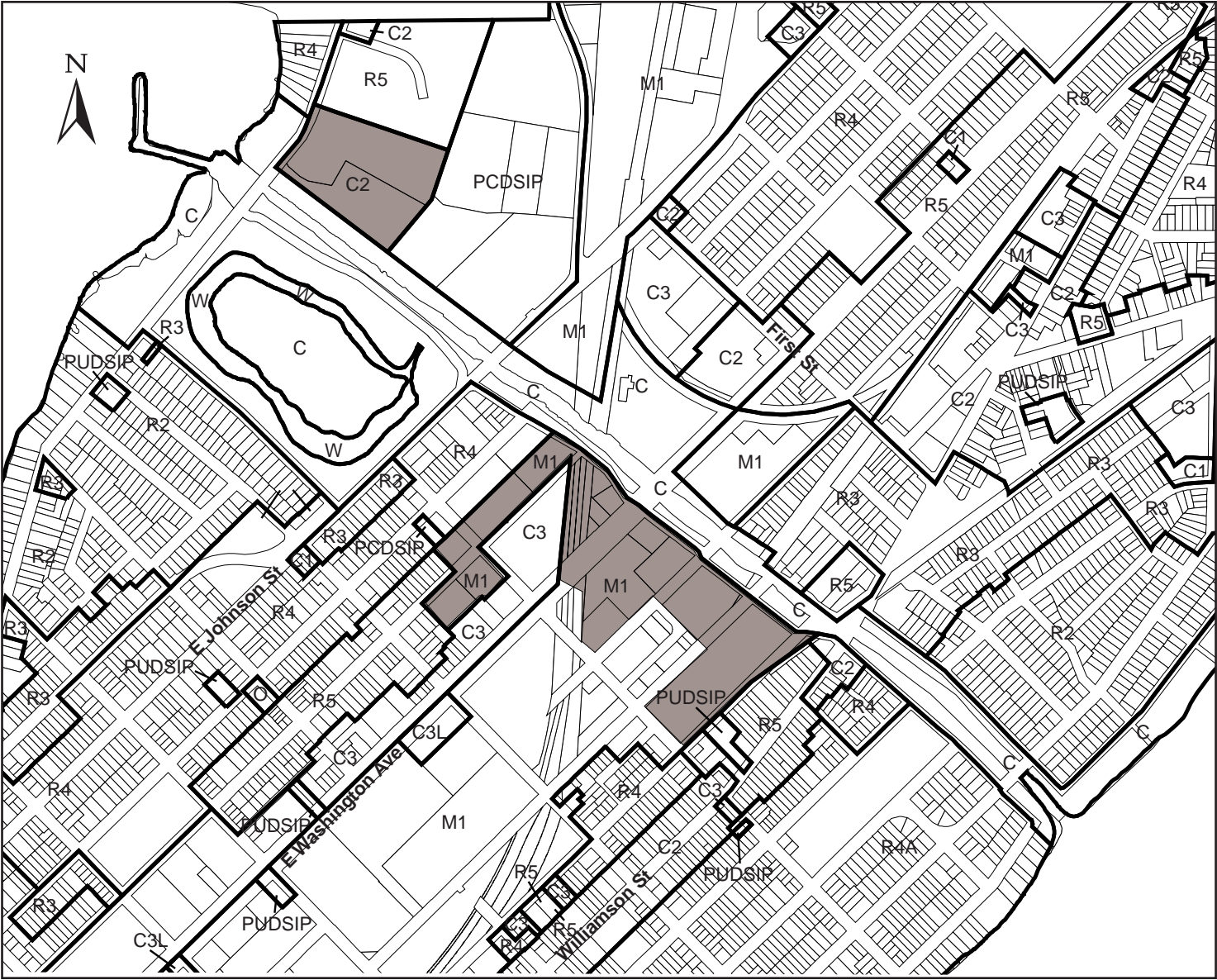
Map 2
Yahara River Parkway Existing Land Use

The Existing Land Use Map shows the pattern of development with distinct residential neighborhoods divided by East Washington Avenue and the Yahara River corridor. The Committee understands that the river is a valuable resource and given the substantial inventory of vacant, underdeveloped, and underutilized properties in the Yahara River corridor, a new land use strategy is required to foster development and new economic activity. The sites outlined on the map are the parcels targeted by the Committee for redevelopment.

The Committee is interested in:
 a) Encouraging mixed use on East Washington Avenue and varied forms of housing in the other sites, b) ensuring that a high standard of architectural and urban design quality is provided in the built environment, and c) encouraging the development of human scaled buildings, structures, and urban spaces that front the river and promote pedestrian connection to the river.



Map 3 Yahara River Parkway Existing Zoning



The Existing Zoning Map shows the legislated rules for the properties near the river corridor. The recommendations on pages 65-70 speak to the changes needed to ensure development in accordance with the plan. The zoning changes involve the change of existing M1 to a Commercial Mixed-Use and Residential Districts.

1940, over half of City-wide units (53.9 percent) were structures built since 1960. Yahara area housing structures are in fact among the oldest and most historically significant in the City of Madison, suggesting the need not only to preserve existing structures but also to ensure that redevelopment adjacent to the Yahara River Parkway – itself an historical treasure – is consistent with the historical character of the surrounding neighborhoods. The Third Lake Ridge is a City of Madison Historic District abutting the Parkway. A National Register of Historic Place, the Marquette Bungalows, is also alongside the Parkway. Next to Tenney Park is the Sherman Avenue National Register of Historic Places (See site analysis on page 28).

Housing Tenure. Over one third (35.9 percent) of Yahara area housing units were owner-occupied in 1990 (47 percent City-wide) and the remaining 64.1 percent were renter-occupied (53 percent City-wide).

Housing: Units in structure. Single-family homes represented 35.4 percent of Yahara area housing units in 1990 (48.1 percent City-wide), while 2- to 4-unit structures represented 49.2 percent (25.9 percent City-wide). Housing structures with 10 or more units represented 14.1 percent of Yahara area housing units in 1990, compared to 24.4 percent City-wide.

Transportation.

East Isthmus Arterial Street Traffic.

The Yahara River Parkway crosses two primary arterial streets on the east side of the isthmus: East Johnson Street and East Washington Avenue. Daily vehicular traffic volumes where these streets intersect the Yahara River are among the highest in the City of Madison. According to 1995 average daily traffic counts, the Yahara River is crossed by approximately 32,000 vehicles per day on East Johnson Street and approximately 50,000 vehicles per

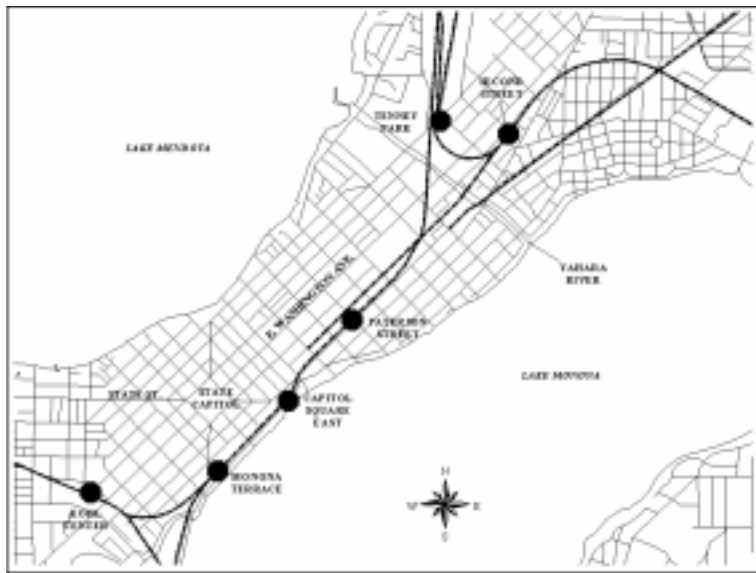
day on East Washington Avenue. Along with population data indicating substantial youth population, senior population, school enrollment, and prevalence of pedestrian and bicycle transportation in Yahara area neighborhoods, these figures highlight the importance of pedestrian underpasses at these street/river intersections as recommended in this plan – including west riverside underpasses to accommodate the proposed bike/pedestrian route and east riverside underpasses to accommodate the proposed foot trail.

Rail Road Traffic.

Present Freight Traffic. The main rail freight operator is the Wisconsin & Southern Rail Line with an occasional train operated by the Canadian Pacific. Based on current service levels, there is about 42–46 trips a week either through or originating in Madison and crossing the Yahara River corridor. In the summer, there is approximately an additional 14 trips a week. This means, on average, between 6–9 trains a day.

Future of Commuter Rail Line. A study has recently begun considering the possibility of commuter rail in Dane County. The project is sponsored by the Wisconsin State Department of Transportation (WisDOT), Dane County, and the City of Madison. The underlying reason for the analysis of expanded mass transit technologies in general has to do with the fact that Dane County is projected to grow by over 100,000 people by the year 2020. There is a distinction to be made between commuter rail and light rail. Commuter rail typically refers to a heavier train set that is physically larger than those used for light rail. These commuter rail train sets can run on the existing rail infrastructure, the same infrastructure on which freight rail operations presently operate. Light rail would require its own, entirely new infrastructure: primarily smaller, narrower tracks in separate right-of-ways than exist presently for rail.

There are basically two rail corridors presently under consideration. The first runs east-west between Sun Prairie and Mazomanie, while the second runs north-south between DeForest and Stoughton. Also presently included for consideration is a small spur to the Expo Center. The attached map identifies the preliminary Madison area station locations. Also, the Yahara River area is being considered for a possible centrally located rail fleet storage and rail maintenance facility. The YRP Committee should use the information from this study as a springboard into an assessment of what possible threats and opportunities commuter rail presents to the redevelopment of the Yahara Parkway.



Map 4
Dane County Phase I Feasibility Study of Commuter Rail – Preliminary Central Area Station Locations

Mass Transit. Metro bus lines provide a multitude of stops and bus lines that intersect with the Parkway. On Rutledge Street, the E Line bisects the Yahara River. On Williamson/Winnebago Street, the B & C Lines cross the river and on East Washington Avenue,

the I & J Lines, along with the Jx, R, S, and W, bisect the river. East Johnson Street has the A Line with U Shuttle Line service. Sherman Avenue has the G Line. In summary, there are four primary bus lines crossing the Yahara River. Primary routes provide continuous service seven days a week, including holidays. Two secondary routes provide continuous service five to seven days per week. Five commuter routes provide service Monday through Friday during peak periods. Walking distance to the bus stop is relatively short for anyone living near the Yahara River corridor.

City Wide Bike System.

Overall City Bikeway Network. Madison has a network of over 100 miles of designated bikeways. Bikeways include separated off-roadway paved paths, on-street bike lanes, and signed mixed traffic bike routes. In addition, all local streets, and most collector streets adequately meet the needs of bicyclists (See Isthmus portion of Madison bike path in Appendix, page 83).

The City of Madison has had an adopted Bicycle Transportation Plan since at least 1975. This Plan was most recently updated in 1991. The Objectives and Policies in the Bicycle Transportation Plan include:

- To include appropriate provisions for bicyclists when planning all roadway improvements;
- To consider the development of separate (off-roadway) bicycle paths that provide access for bicyclists around barriers to bicycle travel. When direct routes can be provided that have few conflict points with motorists (such as rail corridors, lakefronts and water courses), these routes should have a high priority to be developed.
- To consider the provision of bikeways when developing parks, open space, railroad rights-of-way, and private subdivision projects, especially those that serve both transportation and recreational uses.

These goals can be summarized as:

- 1) provide bicyclist accommodations on all streets where possible; and
- 2) look for opportunities to provide off-street facilities to provide either short cuts/connections that would otherwise not exist on the roadway system, or to bridge barriers to pedestrian and bicyclist mobility and access.

How does the Yahara River Parkway path fit into this system? The Bike Plan Update Map for the 1991 Plan includes adding bikeways along the Yahara River as well as grade separations at East Johnson Street and East Washington Avenue.

Thornton Avenue between Sherman Avenue and Rutledge Street has been a part of the bikeway system from the beginning. The Yahara River is a natural corridor for pedestrian and bicycle transportation and recreational uses. The Yahara River connects three major parks (Tenney, Burr Jones and Yahara Place) in a park deficient part of the City. These parks are used extensively for a variety of outdoor sports throughout the year. Children from both sides of the Isthmus share these recreational facilities as well as schools. Lapham Elementary School on the north side of the isthmus serves all isthmus students for grades K-2, with grades 3-5 for all isthmus students being housed at Marquette Elementary School on the south side of the isthmus. All isthmus students attend O’Keeffe Middle School. Both Marquette and O’Keeffe are located on the Yahara River. Arterial streets running through the isthmus (East Johnson Street, East Washington Avenue and Williamson Street) create significant barriers to pedestrian and bicyclist traffic across the isthmus. The current Bike Route Map for Madison, published in 1997, moved the designated bike route across the isthmus from Thornton Avenue to Baldwin Street due to the difficulty of crossing East Johnson Street and East Washington Avenue at unsignalized locations. This does not mean that the City’s bicycle network is abandoning the Yahara River corridor. This is a preferred corridor for pedestrian and bicyclist travel, but crossings of the arterial streets need to be

improved. Several bike routes also converge on their way in/out of the downtown at points along the Yahara River: the Isthmus Bike Path provides access to/from the near and far southeast parts of the City via the converted railroad bridge over the Yahara River at Williamson Street.

Isthmus Bike Path/Capitol City Trail. The Isthmus Bike Path/Capitol City Trail is an outstanding recreational amenity for the isthmus. In addition to path/trail recreational activities, it provides an off-street connection to Olbrich and Olin-[Turville] Parks.



The northeast side of the City is served by bike routes along Sherman Avenue and Mifflin Street, where another railroad bridge over the Yahara River has been converted to pedestrian and bicycle use. This bridge also provides additional access to Burr Jones Field.

Yahara Area Parks and Open Space.

The Yahara River Parkway traverses four City parks: Tenney Park, Filene Park, Burr Jones Field, and Yahara Place Park. The Parkway is also adjoined by the Marquette-O’Keeffe school grounds and is crossed by the Isthmus Bike Path/Capitol City State Trail. In addition to these park and open space amenities, the Yahara River Parkway is itself a park and open space amenity that this plan is intended to enhance for all City of Madison residents.

These park and school sites are the major open spaces of the east Isthmus area, which is deficient in total parkland. City-wide, the basic park categories (neighborhood, area, community, and play field) contain approximately 10.5 acres per 1,000 people. The east Isthmus area contains only 5.9 acres per 1,000 people. (Census tracts 18 and 19 had 11,691 people in the 1990 census. The four park categories in these tracts total 69 acres.) In addition to the

acreage deficiencies, several residential areas do not have any parks within the service area distances recommended in the Park and Open Space Plan.

One strategy being implemented to alleviate these deficiencies is to make existing parks more easily accessible to residents by connecting the parks with bike routes and off-street paths. These trails also provide more distant access to large parks such as Olbrich, Olin-Turville, Vilas, and the UW Arboretum.

Tenney Park. Initial development of the Yahara River Parkway (which began in 1903) was based on the plans of renowned landscape architect and Tenney Park designer O.C. Simonds, who envisioned the Parkway and Tenney Park as natural aesthetic and recreational complements to each other. The YRP Committee recommends fulfilling key elements of Simonds' vision for the Parkway and Tenney Park: a continuous and accessible public Parkway uninterrupted by private properties; a pedestrian path on each side of the river; and a landscaping plan for both Tenney Park and the Parkway that highlights native plant species. Tenney Park, the largest park in the neighborhood and one of the most popular in the City, covers 41.9 acres and is considered a community park.



A community park has a 2.5 mile serving radius encompassing three to six neighborhoods.

Waterway and Locks: The Dane County Public Works Department is responsible for the lake levels and waterways throughout Dane County, including the portion of the Yahara River that traverses the Madison



isthmus area. They operate the locks and weed cutting program and, along with the State of Wisconsin, develop programs for water quality improvements. The DNR has established minimum and maximum lake levels for the Yahara Lakes. The Dane County Public Works Department checks and regulates the lake levels by making appropriate outflow adjustments. The Sheriff's Department is responsible for patrolling the waterway and enforcing the laws.

Filene Park. Filene Park is on the small knoll east of the boat launch at the Tenney Park Locks.

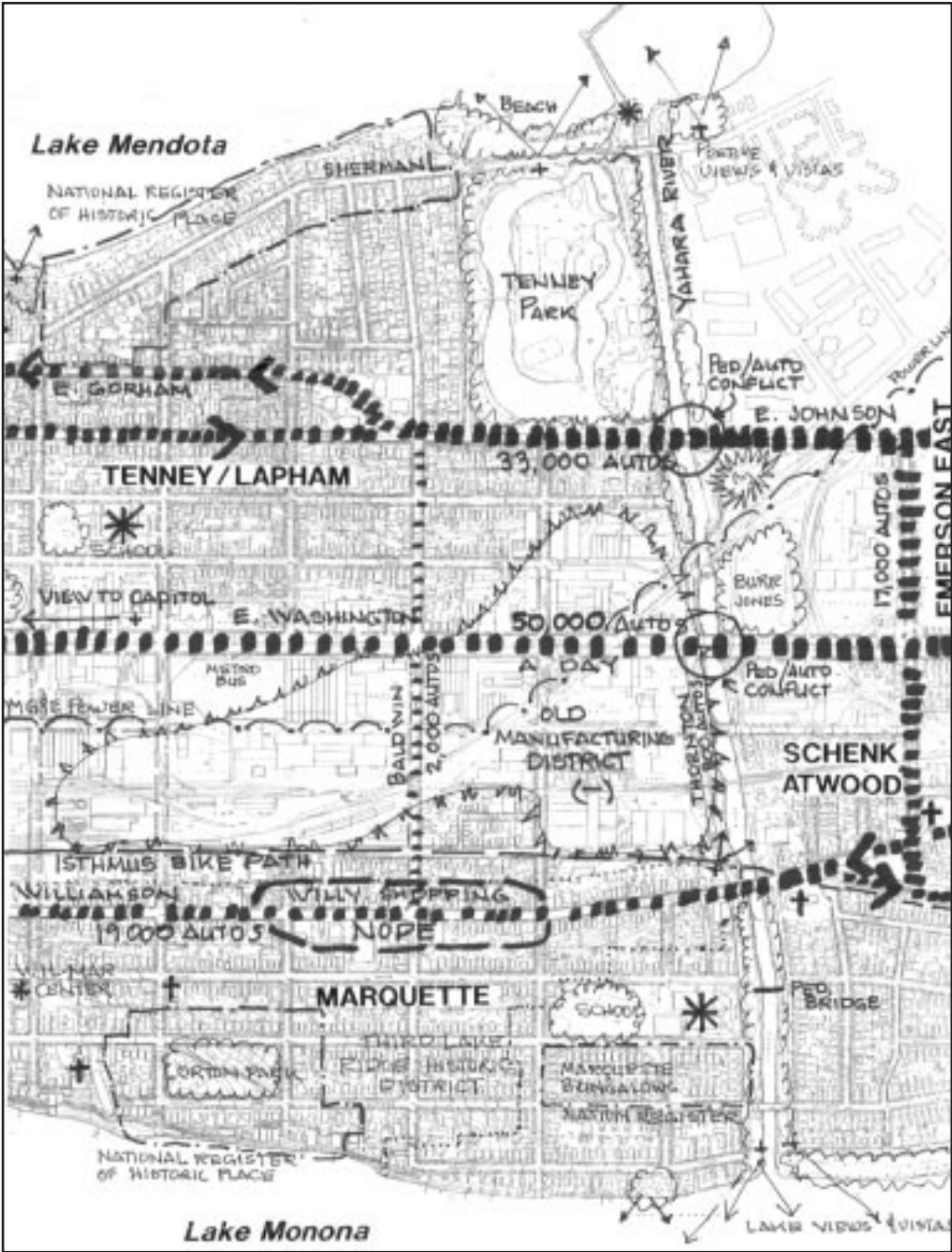
Burr Jones Field. Although Burr Jones Field (6.2 acres) occupies an ideal open space site in the center of the isthmus along the Yahara River, its use is presently limited by inadequate and/or unsafe access for vehicles, bicycles, and pedestrians. Burr Jones Field also lacks screening from adjacent commercial/industrial properties, and its design as an athletic field makes minimal use of the Yahara River Parkway as an aesthetic and recreational amenity. The YRP Committee recommends a comprehensive redevelopment plan for Burr Jones Field and adjacent land parcels between East Washington Avenue and East Johnson Street in order to raise the area to its potential as a social and recreational centerpiece of the Yahara River Parkway. Presently, the park is primarily used for Ultimate Frisbee and soccer.

Yahara Place Park. On the shore of Lake Monona at the mouth of the Yahara River, Yahara Place Park is a natural extension of the Yahara River Parkway and a potential site for educational, recreational, and social amenities.

Marquette-O’Keeffe Playground. The Marquette-O’Keeffe playground is the isthmus’ major recreational space south of East Washington Avenue.

Site Analysis.

While quantitative data and maps are helpful in describing the Yahara River Parkway and its surrounding neighborhoods, a more “subjective” analysis of how people actually experience the Parkway when they are in it is equally if not more enlightening (see map at right).



Map 5
Site Analysis – The map shown above is illustrative of the important aspects of this river corridor.



Part II

Publicly Owned Lands

Recommendations

The YRP Committee looked back to the past to plan for the future. Many of the recommendations on the following pages are inspired by the original plan developed at the turn of the century and by the civic spirit required to implement it. The YRP Committee's hope is that this plan will set the tone for the next several decades and create another legacy for the citizens of Madison to enjoy for years to come.

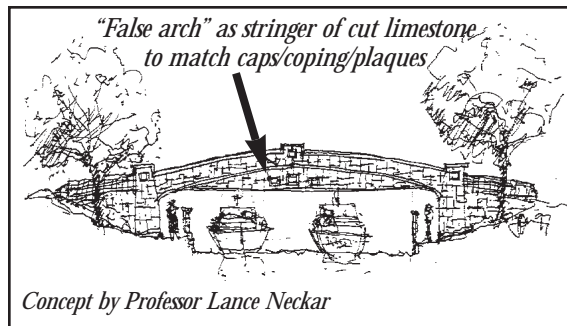
Each action has a time frame, either immediate (1-3 years), short term (4-6 years), long term (6 years or more), or ongoing. Some actions may be shown as having a specified time frame and then become ongoing activities or programs. The time frames assigned in the charts on pages 73-77 are tentative and may require adjustment after action by the Common Council.



1. East Johnson and East Washington Bike/Pedestrian Underpasses. The potential benefits of the YRP Committee’s proposed improvements to the Yahara River Parkway critically depend upon safe crossing measures at the two primary arterial streets on the east side of the isthmus: East Johnson Street and East Washington Avenue. Daily vehicular traffic volumes where these streets intersect the Yahara River are among the highest in the City of Madison. According to 1995 average daily traffic counts, the Yahara River is crossed by approximately 32,000 vehicles per day on East Johnson Street and 50,000 vehicles per day on East Washington Avenue. The YRP Committee recommends bike/pedestrian underpasses at these streets – including a recommended west riverside underpass for the proposed bike/pedestrian route and an east riverside underpass for the proposed foot trail – as well as improved at-grade crossing measures. The underpass is a key component to linking the three neighborhoods together and providing the continuous path system the Parkway was originally designed for at the turn of the century.

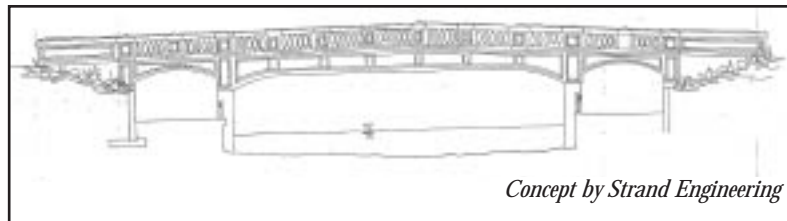
East Washington Bike/Pedestrian Underpasses. The YRP Committee recommends a west riverside ADA accessible bike/pedestrian underpass and an east riverside pedestrian underpass at the Yahara River Parkway’s intersection with East Washington Avenue.

Recommendation	Implementation	Phase Priority
<p>A. West Riverside Bike/Pedestrian and East Riverside Pedestrian Underpass. Explore the feasibility of a bike/pedestrian underpass on the west side and pedestrian underpass on the east side of the Yahara River under East Washington Avenue. In the process of creating the underpass, the recommendation is that the bridge design be historically compatible and the underpass be open to view the river to enhance safety, comfort, and aesthetics.</p>	<p>Engineering Traffic Engineering Design input: Planning</p>	<p>See letter from Strand Engineering in the Appendix</p> <p>1st Phase: Part of the East Washington Avenue Street Reconstruction project in 2000. The reconstruction will necessitate an improvement of the sight line over the river making the underpass feasible.</p>

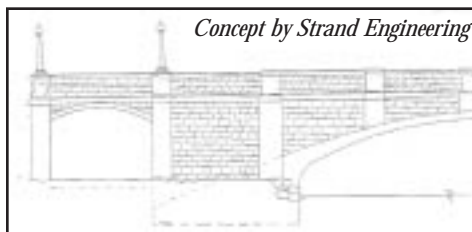


Steensland Bridge – Yahara River Parkway

- Replicate limestone/ashlar cladding with trim and cut stone – caps and square “plaques”
- Keep appearance of short span across river



East Washington Avenue bridge with underpasses on both sides



West side of East Johnson Street Underpass

East Johnson Bike/Pedestrian Underpasses. The YRP Committee recommends a west riverside ADA accessible bike/pedestrian underpass and an east riverside pedestrian underpass at the Yahara River Parkway's intersection with East Johnson Street.

Recommendation	Implementation	Phase Priority
<p>B. West Riverside Bike/Pedestrian and East Riverside Pedestrian Underpass. Explore the feasibility of a bike/pedestrian underpass on the west side and pedestrian underpass on the east side of the Yahara River under East Johnson Street. The recommendation is that the historical bridge be saved or replicated. With a narrow right-of-way and budget constraints, a single underpass may be considered, with a priority on the west side of the river.</p>	<p>Engineering Traffic Engineering Design input: Planning</p>	<p>See letter from Strand Engineering in the Appendix</p> <p>1st Phase: A part of the Thornton Avenue reconfiguration in Tenney Park, this tunnel or underpass may be considered. The YRP Committee strongly recommends that this underpass occur soon because of the safety issues involved with sight lines for the road over the bridge.</p>

East Johnson Street and East Washington Avenue need to have the option for a safe, at-grade crossing for those people who do not want to use the underpass, particularly during night time hours.

Recommendation	Implementation	Phase Priority
<p>C. Improved At-Grade Crossing Measures. In addition to underpasses, explore the feasibility of improved at-grade crossing measures at the Parkway's intersections with both East Johnson Street and East Washington Avenue.</p>	<p>Engineering Traffic Engineering</p>	<p>East Washington Avenue – 1st phase</p> <p>East Johnson Street – 1st phase (see sketch for Johnson Street Pedestrian Crossing on page 30).</p>

2. West Riverside Bike/Pedestrian Route. One of the central recommendations of the YRP Committee is to create a continuous ADA accessible bike/pedestrian route on the west side of the Yahara River extending from Lake Monona to Lake Mendota. The proposed bike/pedestrian route would be in two parts: a separated bike/pedestrian path from Sherman Avenue to Williamson Street; and a marked in-street bike lane between Williamson and Rutledge to complete lake-to-lake access. This route would 1) meet the need for a safe, formal cross-Isthmus transportation option for pedestrians and bicyclists; 2) provide connections to existing bike/pedestrian routes; and 3) provide multiple access points to the Yahara River Parkway and its scenic and recreational assets. East Johnson Street and East Washington Avenue Bike/Pedestrian Underpasses are the key elements in creating a continuous path system.

A safe west riverside bike/pedestrian route is not feasible without safe crossing measures at East Johnson Street and East Washington Avenue, including underpasses and improved at-grade crossings. See specific recommendations on pages 30 and 31. *Connections to Existing Bike/Pedestrian Routes.* The proposed Yahara Parkway bike/pedestrian path should provide safe and well-marked connections to existing bike routes, including the Mifflin Street bike path, the Isthmus bike path, unmarked recreational route along Lake Monona, and the Sherman Avenue bike path.

The very feature of this plan is providing continued access for all citizens along the Yahara Park in keeping with the spirit of the original plan of 1906. (The Concept Map, pages 54-57, illustrates the location of the bike/pedestrian path.)

Recommendation	Implementation	Phase Priority
<p>A. Size, location, and type of path. Provide a continuous 10-12' paved separate (off road) bicycle/pedestrian path starting at Williamson Street and ending at the Tenney Park parking lot entrance. From Tenney Park parking lot to Sherman Avenue, have a designated bike route on Thornton Avenue. From Williamson Street to Yahara Park, have an undesignated recreational bike path on Riverside Drive or Thornton Avenue with an in-park foot trail for pedestrians in Yahara Parkway/Tenney Park.</p>	<p>Parks Division Transportation Engineering Planning</p>	<p>2nd Phase – The exact location of the path will be determined as a part of special plans and construction drawings for each phase and will usually be associated with a larger project.</p>



Looking southeast from East Washington Avenue down Thornton Avenue towards Williamson Street as it exists today. Thornton Avenue carries a relatively small amount of vehicles.



Illustration showing the removal of Thornton Avenue for additional park space and plenty of room for a proposed west side bike/pedestrian path – Main Street would stay as it exists now. The goal is to dedicate the land to carry bikes and pedestrians instead of vehicles.

Historic lighting. In order to provide the Yahara River Parkway with a unifying design feature, recognize the historical roots of the Yahara River Parkway Concept Plan, and provide night-time visibility, the YRP Committee recommends that the proposed west riverside bike/pedestrian route be lined with historic lighting fixtures similar to those on the Jenifer Street footbridge.

Recommendation	Implementation	Phase Priority
<p>B. Historic lighting. Identify and install historically appropriate lighting fixtures along the west riverside Yahara River Parkway bike/pedestrian route. Light fixtures should illuminate the ground and the source should be concealed.</p>	<p>Traffic Engineering Planning</p>	<p>1st phase constructed the portion of path between Dayton and Main Streets with reconstruction of East Washington bridge.</p> <p>2nd phase coincides with removal of Thornton Avenue (See Recommendation 8 on page 50).</p>

Mifflin Street Bike Route Extensions. To provide a safe and convenient connection between the proposed west riverside bike/pedestrian route and the existing Mifflin Street bike path, the YRP Committee recommends the extension of the Mifflin Street bike path northward from Dickinson Street across the Trachte property to an intersection with the proposed west riverside bike/pedestrian route. In addition, to provide continuous bike/pedestrian access to the east side of the Yahara River, the YRP Committee proposes the further extension of the Mifflin Street bike route across the existing railroad bridge through Burr Jones Field to the Mifflin Street/First Street intersection.

Recommendation	Implementation	Phase Priority
<p>C. Trachte Property Easement. Obtain an easement across the Trachte property when and if it is redeveloped, to enable extension of the Mifflin Street bike path from North Dickinson Street to the Yahara River Parkway or reclaim East Mifflin Street right-of-way from North Dickinson Street to the Parkway.</p>	<p>CED Unit Traffic Engineering Planning</p>	<p>3rd phase or as part of development plan for the Trachte parcel.</p>

Mifflin Street Bike Route Extensions (Continued)

Recommendation	Implementation	Phase Priority
<p>D. Bike Route Extensions. Construct an extension of the Mifflin Street bike route (with appropriate guidance signage) from North Dickinson Street to the proposed west riverside bike/ pedestrian route, continuing across the existing railroad bridge through Burr Jones Field to the Mifflin Street/First Street intersection.</p>	<p>Traffic Engineering Parks Division Planning</p>	<p>2nd phase</p>
<p>E. Bridge Lighting. Install lighting on the recently converted railroad bridge as soon as possible. Light fixtures should illuminate ground and the source should be concealed.</p>	<p>Traffic Engineering</p>	<p>2nd phase</p>

- 3. Thornton Avenue Alternatives.** The YRP Committee recommends closing or limiting access to sections of Thornton Avenue in order to provide more open space for the Yahara River Parkway, including space for the proposed west riverside bike/pedestrian route, while ensuring adequate vehicular access for abutting property owners.

Between Sherman Avenue and East Johnson Street. Retain Thornton Avenue as is between Sherman Avenue and the Tenney Park parking lot; construct a turn-around at this point, and eliminate Thornton Avenue between the turn-around and East Johnson Street.

Recommendation	Implementation	Phase Priority
<p>A. Traffic Study. Request that the City conduct a traffic study, during peak use of Tenney Park, to assess the effects of the recommended changes to Thornton Avenue between Sherman Avenue and East Johnson Street. Also reconstruct Thornton Avenue and explore the options for grass paver systems (see recommendations 8a and 8c).</p>	<p>Traffic Engineering Engineering</p>	<p>1st phase in the 1998 Engineering budget 3rd phase to reconstruct Thornton Avenue</p>

Between East Johnson Street and East Washington Avenue.

Recommendation	Implementation	Phase Priority
<p>B. Create two-way Thornton Avenue starting at East Dayton Street and ending at a cul-de-sac near East Johnson Street. Remove Thornton Avenue from East Dayton Street to East Washington Avenue and make necessary accommodations to abutting property owners.</p>	<p>Traffic Engineering Engineering</p>	<p>1st phase started with rebuilding of East Washington Avenue bridge as part of the East Washington Avenue road reconstruction project.</p>

Between East Washington Avenue and Williamson Street.

Recommendation	Implementation	Phase Priority
<p>C. Thornton Avenue Reconfiguration. Eliminate Thornton Avenue between East Washington Avenue and Williamson Street and make necessary accommodations to provide business access.</p>	<p>Traffic Engineering Engineering</p>	<p>1st phase started with rebuilding of East Washington Avenue bridge to remove Thornton Avenue to Main Street.</p> <p>2nd phase removes Thornton Avenue to Williamson Street.</p>



The gray areas locate parts of Thornton Avenue to be removed to create more park land, and the dark lines are potential streets to be added to aid neighborhood bike and vehicular circulation.

4. Burr Jones Field Area Redevelopment (East Johnson Street to East Washington Avenue). The YRP Committee recommends a comprehensive redevelopment plan for the Burr Jones Field area – encompassing river-adjacent parcels between East Johnson Street, East Washington Avenue, First Street, and river – in order to raise it to its potential as a social and recreational centerpiece of the Yahara River Parkway. Although Burr Jones Field occupies an ideal open space site in the center of the Isthmus along the Yahara River, its use is presently limited by inadequate and/or unsafe access for vehicles, bicycles, and pedestrians. Burr Jones Field also lacks screening from adjacent commercial/industrial properties, and its design as an athletic field makes minimal use of the Yahara River Parkway as an aesthetic and recreational amenity. Primary among the recommended redevelopment elements are acquisition of additional green space to East Johnson Street; improved access for pedestrians, vehicles, and bicycles; and the construction of a multi-purpose, water-based facility along the Yahara River to integrate Burr Jones Field and the greater Yahara River Parkway. The YRP Committee recommends developing a partnership with property owners and facility users in the Burr Jones area – including Madison Gas & Electric, University of Wisconsin Athletic Department, Fiore Shopping Center, and railroad owners – to identify redevelopment opportunities for Burr Jones Field and adjacent land parcels between East Johnson Street and East Washington Avenue.



Comprehensive Master Plan. The YRP Committee recommends the development of a master plan for the Burr Jones Field area, including Burr Jones Field and river-adjacent land parcels between East Washington Avenue, East Johnson Street, First Street, and the river.

Recommendation	Implementation	Phase Priority
<p>A. Burr Jones Area Redevelopment Plan. Request that the City create or fund the development of a master plan for Burr Jones Field and adjacent land parcels, including cost estimates and implementation strategies.</p>	<p>Parks Division Tenney-Lapham and Emerson East Neighborhood Assoc.</p> <p>City should form an ad hoc committee with participants listed above to oversee a master plan</p>	<p>1st phase (after underpass and MG&E parcel are resolved)</p>

East Johnson Street and East Washington Avenue Underpasses. While the YRP Committee recommends Burr Jones Area redevelopment planning and implementation as soon as feasible, the Committee also believes that the long-term success of a redeveloped Burr Jones Field area will require safe bike/pedestrian access to the area via the proposed east and west riverside bike/pedestrian underpasses at East Johnson Street and East Washington Avenue. See specific recommendations on pages 30 and 31.

Madison Gas and Electric (MG&E) Site. In order to expand the open space available for a redevelopment of Burr Jones field, the YRP Committee recommends City acquisition and enhancement of the MG&E site located between Burr Jones Field and East Johnson Street. The MG&E substation should be relocated to improve the park.

Recommendation	Implementation	Phase Priority
B. Site Acquisition. Request that the City explore the possibility of acquiring access to the site from MG&E for improvement of land for park use.	CED Unit MG&E	1st phase
C. Substation and Transmission Line Relocation. Request that MG&E relocate the electrical substation currently located on the site and request the Public Service Commission (PSC) to underground transmission lines.	Parks Division MG&E PSC	2nd phase

University of Wisconsin Boathouse. In order to provide more open space for a redevelopment of Burr Jones Field, the YRP Committee recommends that the UW Athletic Department consider relocating its boat storage from the existing boathouse to an accessible alternative location identified as part of the proposed Burr Jones Area Redevelopment Plan.

Recommendation	Implementation	Phase Priority
<p>D. UW Boat Storage Relocation. Request that the UW Athletic Department consider relocating its boat storage from the existing boathouse to an accessible alternative location to be determined as part of the proposed comprehensive Burr Jones Area Redevelopment Plan.</p>	<p>UW Athletic Department Parks Division</p>	<p>2nd phase</p>
<p>E. New Facility Design. Invite the participation of the UW Athletic Department and other Burr Jones Field users in the design and funding of a new boat storage site as part of the proposed multi-use, water-based park facility in Burr Jones Field. The YRP Committee favors locating this facility on the East Washington Avenue side of the railroad right-of-way, but does not preclude other locations that may be recommended as part of the proposed comprehensive Burr Jones Area Redevelopment Plan. Explore modifying the 1902 Frank Lloyd Wright Boathouse design for this location.</p>	<p>Parks Division Planning Engineering</p>	<p>2nd phase (See page 59 for a sketch of the original FLW Yahara River Boathouse design)</p>

Railroad Right-of-Way. To provide more open space for a redevelopment of Burr Jones Field, the YRP Committee recommends the reduction of the railroad right-of-way running through the western part of Burr Jones Field. Landscaping improvements could then significantly enhance the appearance of the railroad right-of-way in relation to the rest of a redeveloped Burr Jones Field area.

Recommendation	Implementation	Phase Priority
F. Railroad Right-of-Way Reduction. Request that the railroad company agree to a sale or easement to reduce its right-of-way from 100 feet to 40 or 50 feet in width.	CED Unit Parks Division Railroad Company	1st phase
G. Landscaping Improvements. Implement landscaping improvements to enhance the appearance of the railroad right-of-way in relation to a redeveloped Burr Jones Field.	Parks Division	1st phase – Part of a comprehensive plan for Burr Jones (See Recommendation 4A on page 37) 2nd phase – Implementation

Enhanced East Riverside Pedestrian Path. The YRP Committee recommends the enhancement of the Burr Jones segment of the east riverside foot trail with a hard surface trail, site amenities, and landscaping. Paving the Burr Jones section of the foot trail would make it more accessible and facilitate its connection to other bike/pedestrian paths and routes. The foot trail would remain low-impact and unpaved in all segments outside of Burr Jones Field.

Recommendation	Implementation	Phase Priority
H. Foot Trail Enhancements. Enhance the Burr Jones segment of the east riverside pedestrian foot trail by making a hard surface trail and adding site amenities such as lighting, benches, and trash receptacles.	Parks Division	2nd phase – See Recommendation 4A
I. Foot Trail Landscaping. Implement landscaping improvements along the foot trail as recommended in the proposed comprehensive Burr Jones Area Redevelopment Plan.	Parks Division	2nd phase – See Recommendation 4A

Multi-Purpose, Water-Based Park Facility. The YRP Committee recommends the design and development of a multi-purpose, water-based park facility along the Yahara River near the railroad right-of-way. The Committee favors locating this facility on the East Washington Avenue side of the railroad right-of-way, but does not preclude other locations that may be recommended as part of the proposed Burr Jones Area Redevelopment Plan. This facility could potentially include UW boat storage space, a park shelter, bathrooms, non-motorized boat rental and storage similar to Wingra Boat House, concessions, transient boat mooring docks, pontoon storage and mooring, water access for pedestrians including persons with disabilities, and connections to the proposed east riverside footpath.

Recommendation	Implementation	Phase Priority
J. Site/Facility Plan Request-for-Proposal. Request that the City request design plans for the proposed multi-purpose, water-based facility. See concept of plan and alternative concept on page 43.	Parks Division	2nd phase – See Recommendation 4A

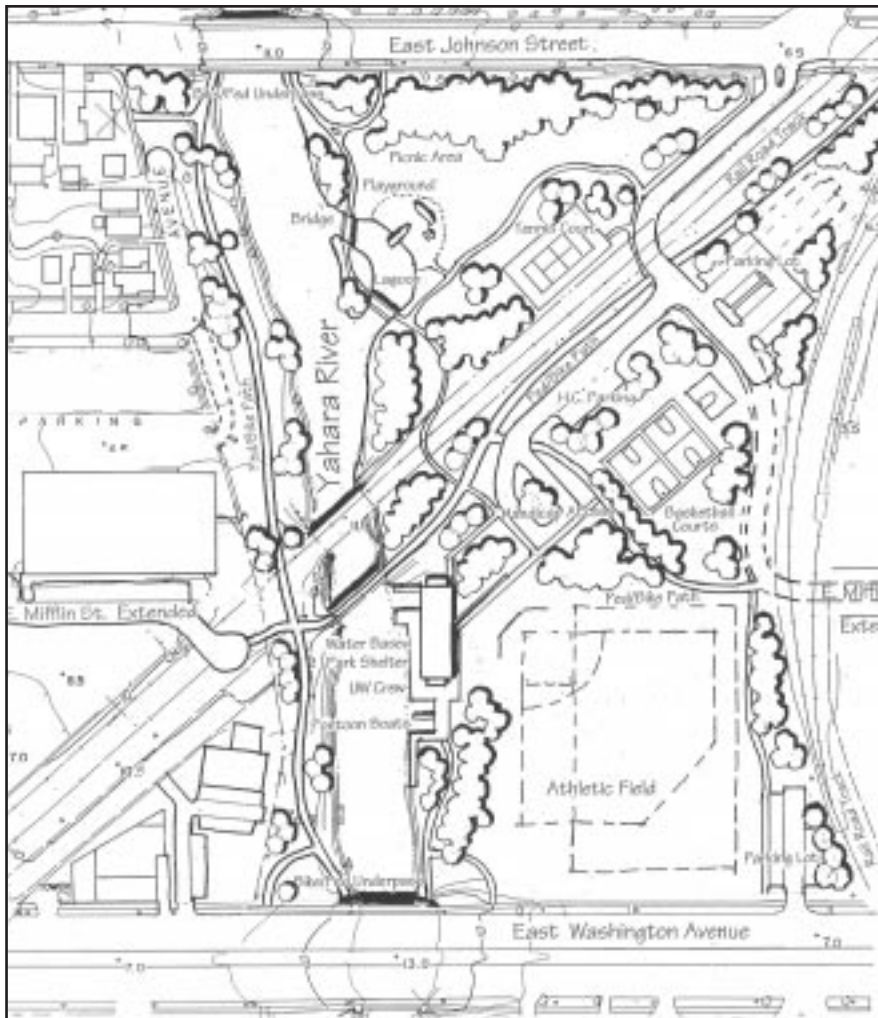
Boat-Launching Access. The YRP Committee recommends 1) that boat-launching access along the Yahara River be limited to non-motorized boats; and 2) that the location of non-motorized boat-launching access points be re-evaluated as part of the proposed comprehensive Burr Jones Area Redevelopment Plan.

Recommendation	Implementation	Phase Priority
K. Non-Motorized Boat Launch Access. The YRP Committee recommends that boat launch access to the Yahara River be exclusively for non-motorized boats.	Parks Division	2nd phase – See Recommendation 4A
L. Boat Launch Access Point(s). Re-evaluate the location of non-motorized boat-launching access points along the Yahara River as part of the proposed comprehensive Burr Jones Area Redevelopment Plan.	Parks Division	2nd phase – See Recommendation 4A

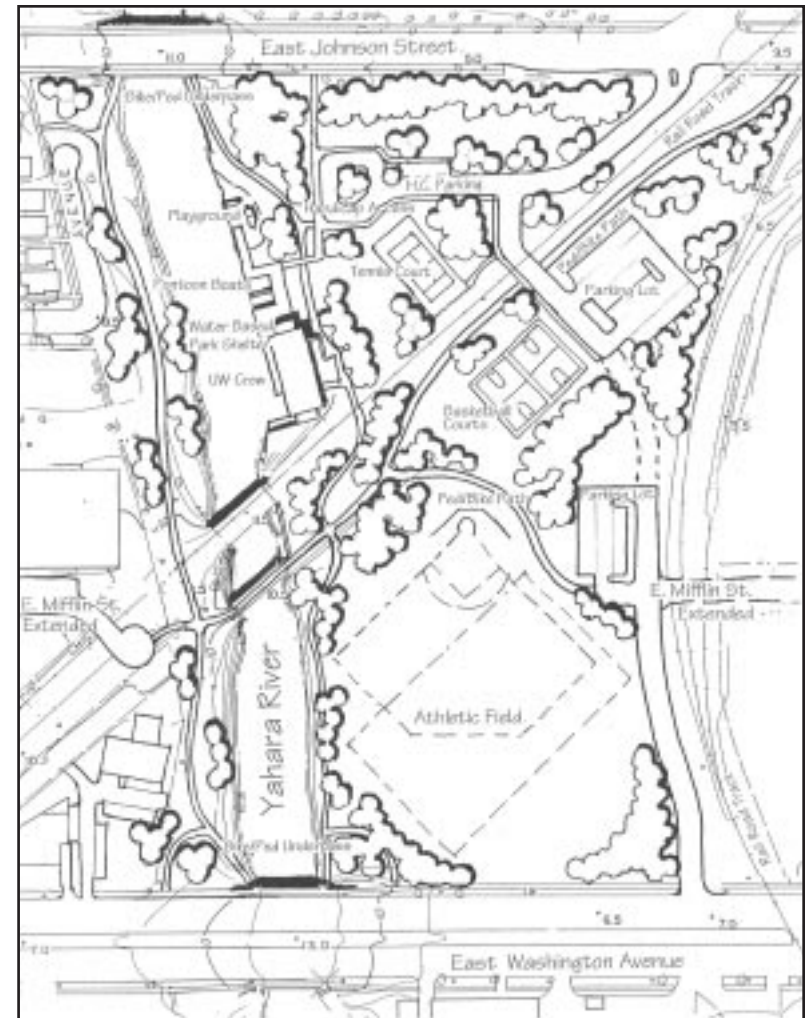
East Johnson Street Entrance. To improve park access and traffic circulation, the YRP Committee recommends a redesign of the East Johnson Street entrance to Burr Jones Field. Since the current entrance is directly across from Fordem Avenue, both entrance to and exit from Burr Jones Field is difficult due to traffic from Fordem Avenue. This situation could be improved if the entrance were relocated eastward to create a buffer zone between the entrance and the East Johnson/Fordem intersection. Another alternative is to incorporate this park entrance into the signalization at the East Johnson/Fordem intersection (see Recommendation F on page 40).

First Street/Mifflin Street Main Entrance. To improve park access and traffic circulation, the YRP Committee recommends the creation of a main entrance to Burr Jones Field by extending Mifflin Street southward across First Street, behind Fiore Shopping Center, across the railroad tracks, and into a proposed parking area at the northeastern corner of Burr Jones Field. This entrance would create direct access to Burr Jones Field and the Yahara River Parkway for Emerson East neighborhood residents and provide an alternative to heavy-traffic entrance points on East Johnson Street and East Washington Avenue.

Recommendation	Implementation	Phase Priority
<p>M. Traffic Engineering Study. Request that Traffic Engineering study the possibilities for improving access to an expanded Burr Jones Field.</p>	<p>CED Unit Planning Unit Traffic Engineering</p>	<p>3rd phase of when Fiore parcel is redeveloped.</p>
<p>N. Railroad Crossing Agreement. Establish a crossing agreement with the Railroad Company to enable safe crossing for the proposed entranceway.</p>	<p>CED Unit Planning Unit Traffic Engineering</p>	<p>2nd phase – seek access for a bike/pedestrian crossing 3rd phase – vehicular access</p>



Burr Jones General Concept Plan



Burr Jones General Alternative Concept Plan

(Features a water-based park shelter/boat house; athletic field for such uses as soccer, informal softball, ultimate frisbee, and other sports amenities; playgrounds; passive park space; and easier access to Burr Jones Park by the three adjacent neighborhoods.)

5. East Riverside Foot Trail. To increase access through the Yahara River Parkway and provide a slower-pace alternative to the proposed west riverside bike/pedestrian route, the YRP Committee proposes a low-impact, accessible, unpaved foot trail on the east side of the Yahara River extending from Lake Monona to Tenney Park. This foot trail would offer pedestrians the opportunity to enjoy the Yahara River Parkway at a leisurely pace while avoiding potential conflicts with faster-paced bicyclists, roller-bladers, and runners utilizing the west riverside bike/pedestrian route. There are also several points along the proposed foot trail that are ideal sites for educational amenities for pedestrians, such as informational signs describing environmental and historical aspects of the Parkway and adjacent sites. Presently, the east side of the river from Winnebago Street to Sherman Avenue is not accessible to people for several reasons: lack of a clear path, the land appears to be private property, the railroad tracks, and very importantly, lack of safe and convenient crossings for East Johnson Street and East Washington Avenue. A safe east riverside pedestrian foot trail is not feasible without safe crossing measures at East Johnson Street and East Washington Avenue, including underpasses and improved at-grade crossings (see specific recommendations on pages 30 and 31).



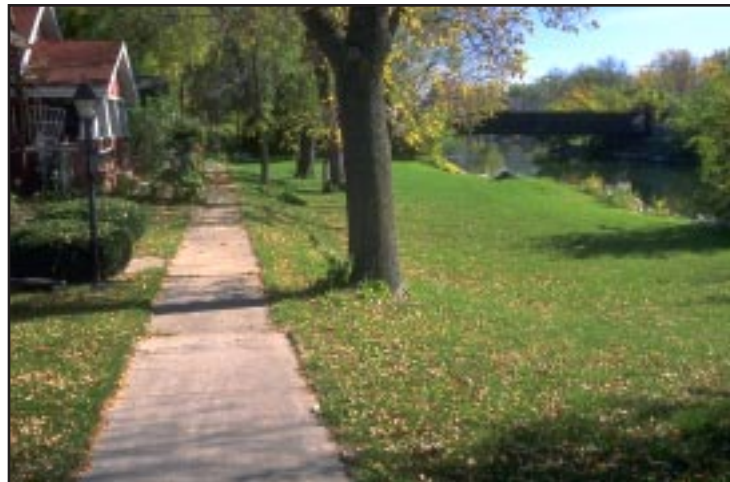
Original foot path on the east side of the Yahara River as planned by O.C. Simonds at the turn of the century

Access to Winnebago Parcels. A continuous, public, pedestrian foot trail on the east side of the Yahara River is not feasible without City easement or purchase of two privately-owned riverside parcels to the north of Winnebago Street and the railroad tracks. Old documents state that the land needed to complete the original 1906 plan was to be deeded to the City at the first sale of the land. That was not done. The portion of the land recommended for purchase has no structures on it.

Recommendation	Implementation	Phase Priority
A. Parcel Acquisition. Obtain easement of or purchase portion of parcels x and y on map z.	CED Unit Parks Division	1st phase in the 1998 budget

Footpath Implementation. As soon as purchase or easement of the Winnebago parcels is accomplished, implementation of a foot trail and landscaping should proceed from East Washington Avenue to Lake Monona and East Washington Avenue to Lake Mendota.

Recommendation	Implementation	Phase Priority
<p>B. Foot Trail Implementation. The low impact foot trail and landscaping should be developed and implemented at the same time in consultation with area residents and neighborhood associations. The trail will be approximately three to three and one-half feet wide with material (like cinder) to provide a dry and comfortable walking surface. The landscaping will be developed in the historic 'prairie spirit' of the original design.</p>	<p>Parks Division Engineering</p>	<p>Implementation of each phase will be determined at a later date.</p> <p>Winnebago to East Johnson East Johnson to Lake Mendota Rutledge to Lake Monona Rutledge to Winnebago</p>



6. Park Stewardship, Landscape, and Historic Preservation Planning. The YRP Committee feels that it is very important to follow through on O.C. Simonds' initial vision for the Yahara River Parkway and Tenney Park. At the heart of this vision is a planting and landscaping plan that emphasizes native plant species such as Viburnum, Hawthorne, Dogwood, and Elms. A comprehensive redevelopment plan for the Yahara River Parkway should utilize both Simonds' historic vision and plant species native to the Upper Midwest.

Park Stewardship. The long-term success of the Yahara River Parkway will depend on the stewardship provided by the neighborhoods and City parks. The first step is to enhance the resource value to the citizens by looking both backward and forward. The rich historical contexts which early residents enjoyed is the model for today's Master Plan, along with the modernization of the parts that deal with safety, new rules, and understandings.

Recommendation	Implementation	Phase Priority
<p>A. Undergrounding Power Lines. Request the PSC and MG&E run transmission lines and electrical lines underground with each park improvement.</p>	<p>MG&E Parks Division Engineering PSC</p>	<p>1st phase – Request MG&E and PSC to explore budgeting for undergrounding and relocation of substation off East Johnson Street</p> <p>2nd phase – Implementation</p>
<p>B. Landscape Restoration and Historic Preservation. Develop a comprehensive landscape restoration and historic preservation plan for the Yahara River Parkway, Tenney Park, and adjacent park lands.</p>	<p>Parks Division WisDOT Madison Trust for Historic Preservation Urban Open Space Foundation</p>	<p>2nd phase</p>
<p>C. Provide for Wildlife and Fish Enhancements. Consider native plants compatible with the historic landscaping plans that would enhance the wildlife habitat value of the parkway. Explore other devices to encourage the presence of wildlife habitat.</p>	<p>Parks Division DNR MMSD</p>	<p>2nd phase – The planning would be a part of 6B</p> <p>3rd phase – Implementation</p>

Park Stewardship (Continued).

Recommendation	Implementation	Phase Priority
<p>D. Public Art. Request CitiARTS to include the Yahara River Parkway as a place to add art to the parkway infrastructure and grounds.</p> <p>Explore having public artists derive their inspiration for a public work of art from the history of the Yahara River Parkway and input from people who live there.</p>	<p>Planning (CitiARTS)</p>	<p>Ongoing – Explore creating art enhancement project in all phases</p>
<p>E. Park Safety. Ensure the plan for the parkway follows design guidelines for crime prevention (refer to the <i>Tenney Park and the Yahara River Parkway</i> report by Lance Neckar).</p>	<p>Parks Division</p>	<p>Ongoing – Review as each part of Parkway is planned and implemented</p>
<p>F. Landscape Management Plan. It is essential to have a management plan for a restoration because it requires many years to complete the work and focus attention in special areas. The development of guidelines will provide a framework for managing a historic planting and will help the financially burdened Parks Division to make the best use of scarce dollars.</p>	<p>Parks Division Urban Open Space Foundation</p>	<p>Ongoing – Review as each part of Parkway is planned and implemented</p>

Park Stewardship (Continued).

Recommendation	Implementation	Phase Priority
<p>G. River Bank Management. River bank modification can provide a more diverse environment for both plant and aquatic life. Introducing a more diverse planting at the edge of the river will help enhance wildlife habitat and recreation/education opportunities, explore streambank bioengineering techniques to stabilize banks.</p>	<p>Parks Division DNR Urban Open Space Foundation</p>	<p>Ongoing</p>
<p>H. The Americans with Disabilities Act (ADA), a comprehensive law that took effect January 26, 1992, is aimed at protecting the rights of people with disabilities. In a park setting, the level of accessibility is divided into three levels: accessible, usable and difficult. The design paradigm used will aim to include people by making places and activities available to them. It will be important to integrate into the design elements the accessibility in keeping with the natural setting. For example, a row of boulders native to the area can be equal to fences or railings as a safety barrier. The Yahara River corridor is an ideal place to provide access to the natural environment.</p>		<p>Ongoing – Review as each part of Parkway is planned and implemented</p>

7. Educational Signage and Outdoor Educational Resource. The YRP Committee recommends working with the schools to create an educational outdoor lab, located in the vicinity of Marquette/O’Keeffe Middle School, that would explain specific plants, different types of birds, and what’s in the water. The Committee also recommends utilizing the Yahara River corridor as an educational resource to reveal the geological, Native American, and early settlers’ history, and the eco-system of the river corridor. A signage system would be used to guide and inform students and residents.

A public-private partnership should be formulated to synthesize an educational program promoting the environmental and historic significance of the Yahara River Parkway. Groups that can assist in the effort include the Urban Open Space Foundation and the Madison Trust for Historic Preservation. Target audiences should focus on the school populations of Marquette, Lapham, Lowell, O’Keeffe, and East High schools. Other projects could include demonstration projects, self-guided walking tours, work parties, environmental and historic markers/displays, and seasonal clean-ups.

The Marquette/O’Keeffe School Study Area can be a focus site because of its location on the Yahara River. In order to take advantage of this unique site next to the river, replace the risky rip raps with timber palisades, thereby allowing direct access to the water. This is necessary in terms of access and aiding in the educational activities that the school could sponsor.

Educational Amenities. The proposed pedestrian foot trail could be significantly enhanced by educational amenities (such as informational signs describing environmental and historical aspects of the Parkway and adjacent parcels as well as other appropriate amenities (such as benches).

Recommendation	Implementation	Phase Priority
<p>A. Restore and enhance the landscape and wildlife habitat to make the Parkway a beneficial teaching/educational resource. Explore planning and building the area to create additional diversity.</p>	<p>Parks Division Madison Trust for Historic Preservation MMSD Other Civic Groups and Educational Institutions</p>	<p>2nd phase – ongoing</p>
<p>B. Tenney Park and Yahara Parkway. Explore the possibility of installing an educational signage (geology, eco-system, Native American history, and early Madison history) throughout the Parkway and Park to create a self-guided tour and display in the Yahara River area. Develop a Walking Tour Brochure of the history, ecology, and amenities of the Parkway.</p>	<p>Parks Division Madison Trust for Historic Preservation MMSD Other Civic Groups and Educational Institutions</p>	<p>3rd phase</p>

8. Parkway Focal Points. Several sites along the proposed bike/pedestrian path and foot trail represent potential opportunities to enhance the Yahara River Parkway with site amenities such as artwork, benches, bike racks, picnic tables, drinking fountains, educational signage, and landscaping compatible with the Yahara River Parkway.



Tenney Park. Since the Yahara River Parkway and Tenney Park were both initially designed by O.C. Simonds in the early 1900s, a comprehensive redevelopment plan for the Yahara River Parkway should include plans for Tenney Park north of the lagoon. Primary concerns include providing parking space while retaining a park-like setting, increasing green space, and implementing a landscaping and historic preservation plan as part of a similar plan for the greater Yahara River Parkway.

Recommendation	Implementation	Phase Priority
<p>A. Parking Surface Alternatives. Explore how boat trailer/vehicular parking can remain in Tenney Park while retaining a park-like setting. For example, explore the feasibility of a grass paver system (concrete grid with openings for grass to grow through).</p>	<p>Parks Division Engineering</p>	<p>2nd phase</p>
<p>B. WPS Parking Lot Alternatives. Explore the potential for using WPS parking lot adjacent to Tenney Park (until site is redeveloped) for peak-use boat trailer parking as a shared use/lease arrangement. Develop a gated lot entrance and a well-defined area for boater parking.</p>	<p>CED Unit Parks Division WPS site owners</p>	<p>1st phase</p>
<p>C. Gravel Parking Lot. Replace existing gravel parking lot on west side of river off Sherman Avenue with a paved lot including curbs and appropriate signage.</p>	<p>Engineering Parks Division</p>	<p>2nd phase</p>

Tenney Park (continued).

Recommendation	Implementation	Phase Priority
<p>D. Thornton Avenue Alternatives. Eliminate the section of Thornton Avenue between East Johnson Street and the Tenney Park Shelter parking area to create more space for the proposed west riverside bike/pedestrian route. Resurface the remaining section of Thornton Avenue in the park (see page 36 for details).</p>	<p>Traffic Engineering Engineering Parks Division</p>	<p>1st phase is in the 1998 budget</p>
<p>E. Bike/Pedestrian Bridge. In the future, consider a bike/pedestrian bridge across the Yahara River near the existing Tenney Park shelter parking lot. Create a bike/pedestrian path along the rear of WPS property line to connect with Fordem Avenue.</p>	<p>Parks Division Traffic Engineering</p>	<p>3rd phase</p>
<p>F. Non-Motorized Boat Rack Storage. Investigate the possibility of aesthetic improvements to the non-motorized boat rack storage in Tenney Park.</p>	<p>Parks Division</p>	<p>2nd phase</p>
<p>G. Wheelchair-Accessible Fishing Area. Provide a wheelchair-accessible fishing area along the west side of the Yahara River.</p>	<p>Parks Division</p>	<p>2nd phase (see sketch on page 60)</p>

Yahara River Parkway/Isthmus Bike Path. The YRP Committee recommends the development of the Yahara River Parkway/Isthmus Bike Path intersection as a trail junction/rest area potentially including benches, a drinking fountain, a shaded area, a kiosk, a bike rack, a telephone, water access, and landscaping compatible with the Parkway.

Recommendation	Implementation	Phase Priority
<p>H. Concept Plan Development. Request that the Parks Division develop a concept plan for a trail junction/rest area at the Yahara River Parkway/Isthmus Bike Path intersection. The design concept should reflect the historic nature of the Parkway.</p>	<p>Parks Division Planning Unit</p>	<p>Phase 2</p>

Filene Park Special Feature. Filene Park represents a scenic site, overlooking Lake Mendota, for public artwork (such as a piece of sculpture), lighting, public furniture (such as a bench), and/or educational signage.

Recommendation	Implementation	Phase Priority
<p>I. Concept Plan. Request that the Parks Division consider development of a concept plan for Filene Park improvements. Consider a gazebo, public art, and improved lighting and landscaping.</p>	<p>Parks Division Neighborhood Ad Hoc Plan Group</p>	<p>Phase 3</p>

Marquette School Educational Area. Study area with trees, shrubs, and perennials and create easy access to the river.

Recommendation	Implementation	Phase Priority
<p>J. Concept Plan. Invite the participation of Marquette School staff, students, and parents in the preparation and implementation of an outdoor educational area in the Yahara River Parkway near the school.</p>	<p>Parks Division Marquette/O’Keeffe School</p>	<p>Phase 2</p>

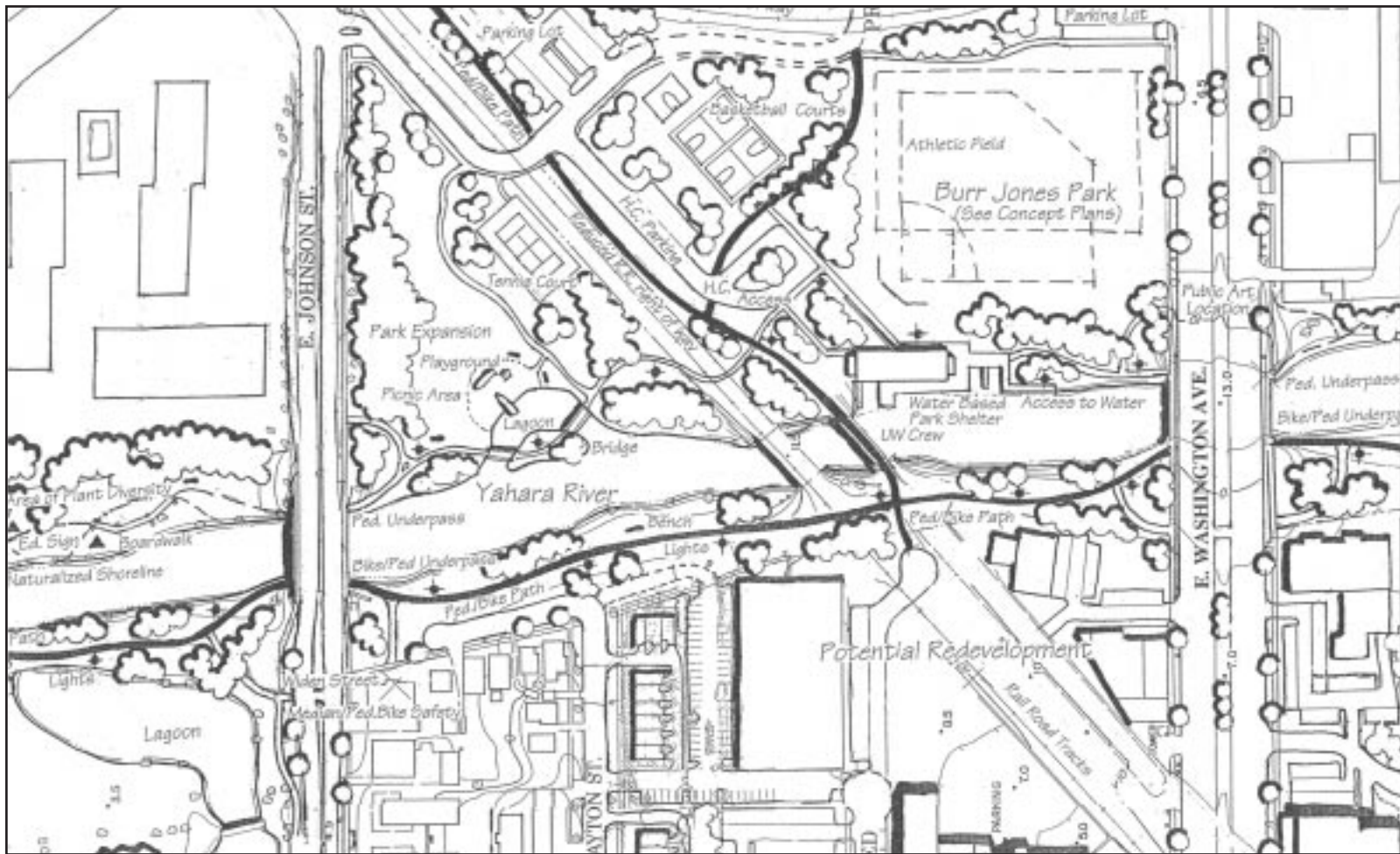
Yahara Place Park.

Recommendation	Implementation	Phase Priority
K. Wheelchair-Accessible Fishing Pier. Locate on east side of river near Lake Monona.	Parks Division	2nd phase (see sketch on page 60)
L. Tenney Lock Navigational and Open/Close Lights. Upgrade the Tenney Lock open/close and navigational lights.	Parks Division Dane County Sheriff Public Works	2nd phase (see sketch on page 58)





Illustrative Concept Plan for Yahara River Parkway



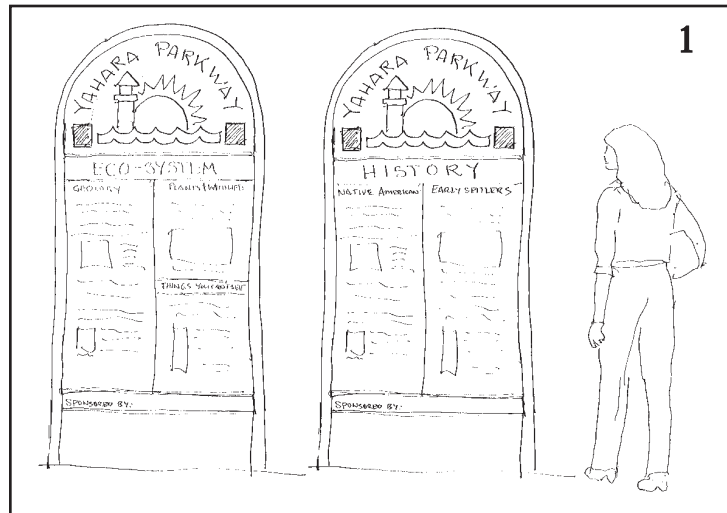




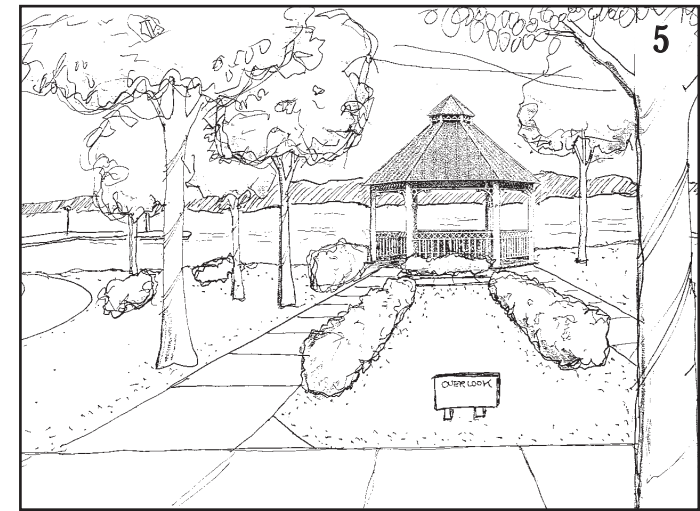
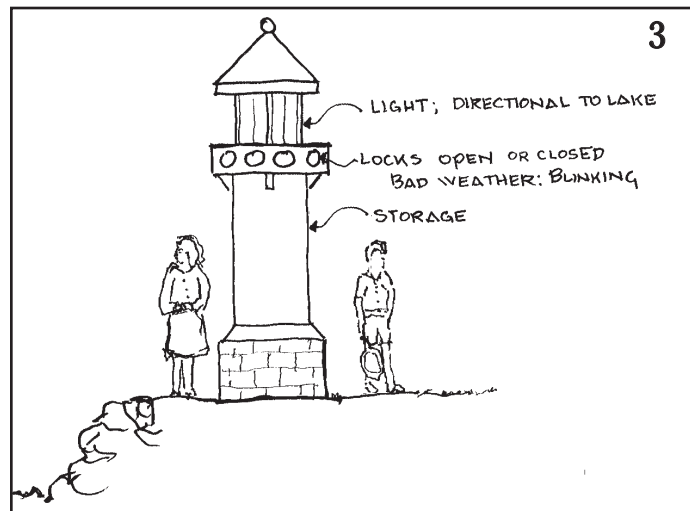
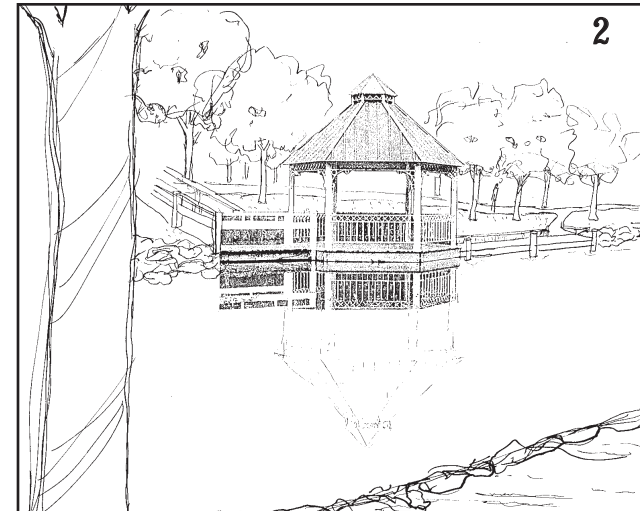
Lake Monona

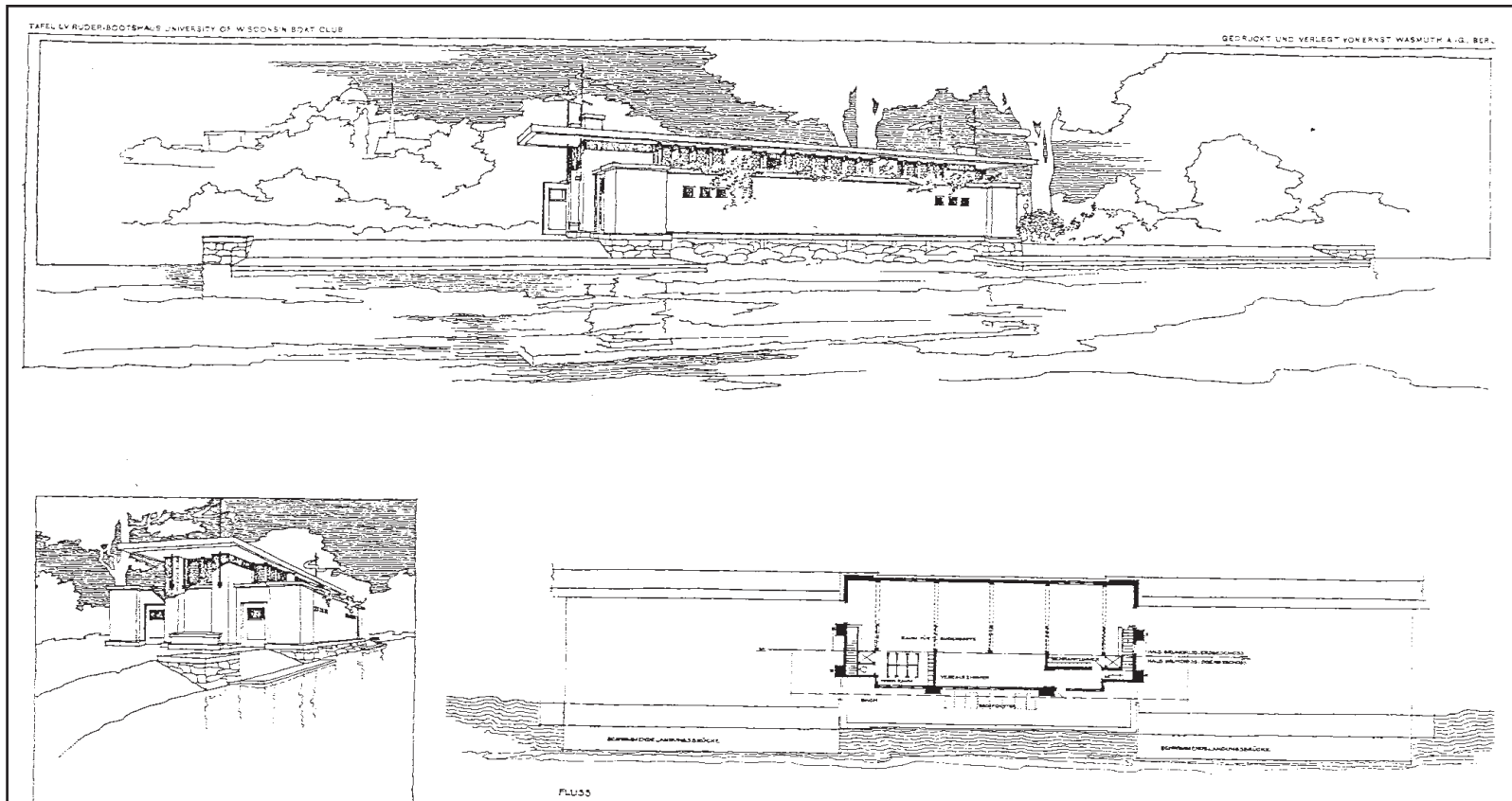
Establishing the Design Vocabulary

The most important feature of this area is the Yahara River. The river has an attraction and fascination for people of all ages. The design vocabulary and concepts have evolved from the interest and power of the river. The other significant parts of this corridor are the bridges, landscaping, and associated wildlife. The design elements have been crafted to take advantage of this main feature. The drawing below shows some of the possibilities for the Yahara River Parkway, starting at the mouth of the Yahara at Lake Monona and moving to the mouth of the Yahara at Lake Mendota.



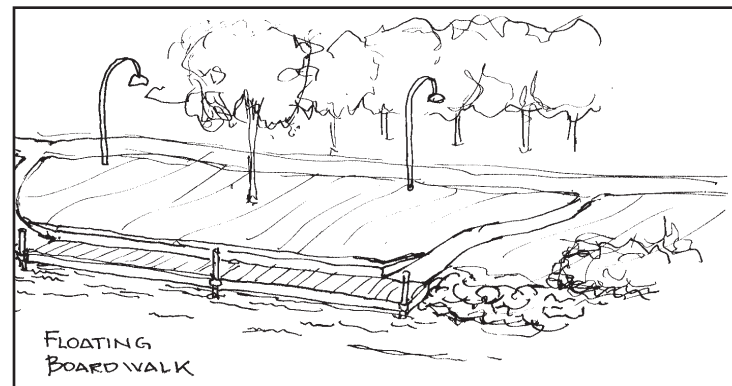
1. The educational signage with history on one side and environmental information on the other.
2. A concept for the Williamson Street focus area along the river.
3. Upgraded navigational aid at the mouth of the Yahara River and Lake Monona to replace the signal shown in photo 4. The look will reflect the lighthouse at Tenney Locks.
4. Existing navigational aid
5. Overlook gazebo on Lake Mendota in Filene Park.



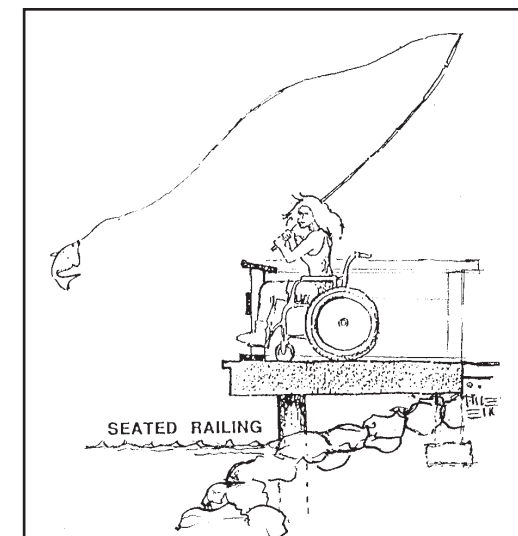
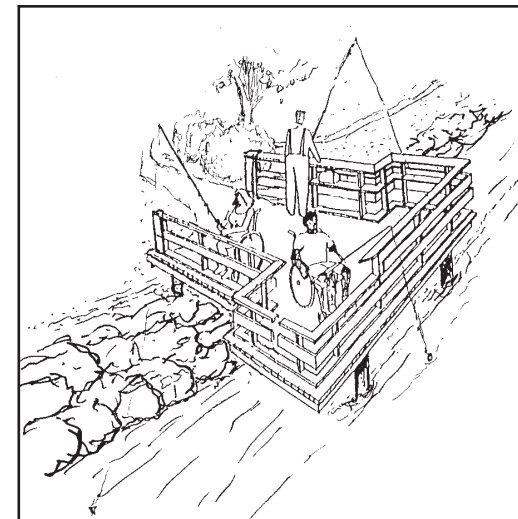


1905 Yahara River Boathouse (unbuilt) as published in the Wasmuth Portfolio in 1911

The YRP Committee is interested in reviving the plans for a boat house for the UW Crew and pontoon boats along with creating a water-based park shelter inspired by the FLW original design. Bruce Brooks Pfeiffer, the Wright architect, noted that “Mr. Wright singled out this Yahara project as a most seminal work.” In sum, the architect, his successors at Taliesin, and the scholarly community all have regarded the Yahara project as a landmark in modern American architecture.

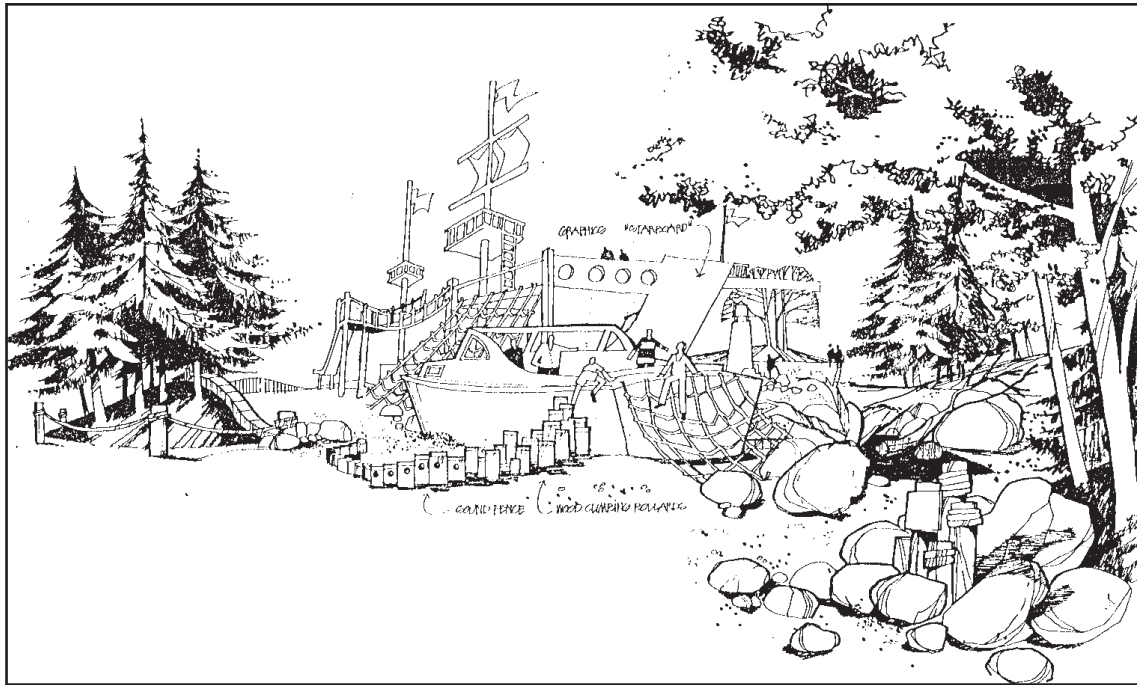


Near the Williamson Street focus area, a floating boardwalk would provide both access to the water by pedestrians and a place for boaters to stop briefly



Handicap access at each end of the Parkway will be provided and coordinated with neighborhood and fishing groups

Create a water-based playground at Burr Jones Park
(Sample plan provided by Ed Sanborn & Associates - modified for this plan)

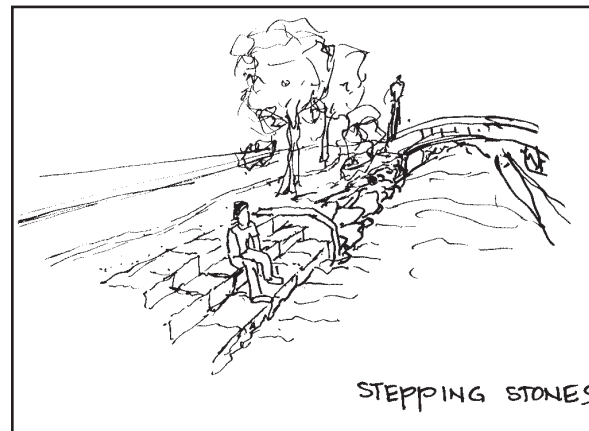


Concept of a water-based playground (modified sketch provided by Sanborn & Associates)

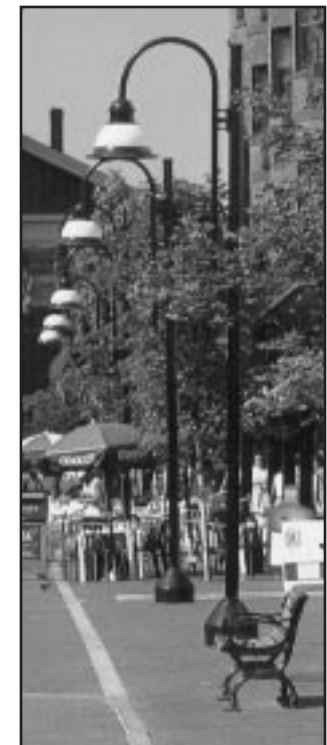


An example of a light standard for pedestrians

Lumel Product Catalog – Domus Series



*Presently, these areas along the Yahara River are barriers to the water edge.
By replacing the timbers with stepping and sitting stones, the Parkway provides easier access to the water and a place to sit.*



The YRP Committee strongly recommends light standards that illuminate the ground and obscure the light source.

Lumel Product Catalog – Domus Series



Concept drawing of the bike/pedestrian path along the Yahara River crossing Main Street, looking towards East Washington Avenue (replaces Thornton Avenue)

A grayscale photograph of a park scene. In the foreground, a large, textured tree trunk stands on the left. A paved path leads from the left towards the background, where a person is walking. In the middle ground, a stone bridge with a metal railing spans across a body of water. The background is filled with various trees and a building is visible on the right side. The overall scene is bright and clear.

Part III

Privately Owned Lands

The YRP Committee's mission was to study not only ways to improve the Yahara River Parkway itself, but also ways to increase open space in a park-deficient area and enhance the Parkway's visual and social integration with the surrounding neighborhoods. The predominant land uses are manufacturing and commercial sites with large and barren parking lots facing the Parkway. To encourage a more socially and aesthetically inviting development pattern along the Parkway, the YRP Committee recommends that the City of Madison encourage residential, mixed commercial/residential, and open space redevelopment.

Private Development Guidelines. The Yahara River is a treasure for eastside neighborhoods, yet many properties adjacent to the river are under-utilized, including many warehouse-type structures. Many parkway-adjacent sites hold great potential for redevelopment into housing, mixed residential/commercial, and/or additional City park land. The Isthmus 2020 planning effort has also looked at this area to help provide for projected growth in the upcoming years. In redeveloping key sites adjacent to the Yahara River Parkway, it will be important to build on the existing strengths of the neighborhoods surrounding these sites. Common existing elements that are significant to enhance include a strong pedestrian emphasis, a mixture of uses and housing types, and a sense of community with places to live, work, and enjoy leisure and cultural activities. A pedestrian friendly design and amenities are necessary to help reduce the dependence on the automobile. Utilizing these common elements, the overriding goal is to integrate these key sites into the surrounding neighborhoods.

With sensitive and proper redevelopment, the land adjacent to the Yahara River Parkway could become a much stronger asset for the surrounding neighborhoods and the City of Madison as a whole. Key redevelopment sites for the three parkway-adjacent neighborhoods include the following:

Marquette-Schenk-Atwood. A primary part of the Marquette-Schenk-Atwood neighborhood's charm is the Williamson Street business district, in particular the 1100, 1200, and 1300 blocks. These blocks provide a strong commercial anchor for the

neighborhood. Located close to this commercial core are the DOA/TCI and Lindsey Paint/Army Reserve sites (refer to map on page 65), which could be redeveloped, as opportunities arise, into new mixed use and housing sites that are more harmonious with existing Williamson Street uses.

Tenney-Lapham/Old Market Place. A major focal point for Tenney-Lapham/Old Market Place residents is Tenney Park and adjacent lands. Near Tenney park along the Yahara River, there are two large sites with high potential for housing development: the WPS site and the Trachte site (refer to map).

Emerson East-Eken Park. Fiore Shopping Center, which formerly had a drug store and grocery store as major tenants, served as an important resource for Emerson East-Eken Park neighborhood residents. As redevelopment opportunities arise, neighborhood residents would like to see neighborhood-commercial development of this site. This site offers the potential, as future opportunities arise, to create a mixed commercial and residential development that retains the site's role as a shopping center but also takes advantage of its key residential location near Burr Jones Field, the Yahara River Parkway, and primary Madison Metro bus routes.

Site Redevelopment Recommendation Criteria. Key focus questions for appropriate redevelopment goals include the following. How, where, and what type of development should occur along the Yahara River corridor as future opportunities arise? What should be the character and quality of development as it relates to the

existing land uses in this part of the Isthmus? Recommendations for each site should give attention to each of the three following criteria:

1. **Appearance Standards.** New construction should reflect the overall character, scale, and aesthetic attributes of the surrounding neighborhoods and the Yahara River Parkway. Appearance standards like appropriate scale, facade material, and roof shapes are vital factors in creating seamless redevelopment that fits into existing neighborhoods.

2. **Type and Location of Commercial and Mixed Use Redevelopment.**

Where commercial and/or mixed-use development is recommended, it is



necessary to clarify the type of commercial development and the physical relationship between residential and commercial uses (i.e. “neighborhood commercial on first floor with x density residential on second floor” or “residential on east side and commercial on west side of parcel”).

3. **Housing Types and Densities.** New residential construction should create housing types and densities that are consistent with the existing housing adjacent to each redevelopment site. Each new housing development should have an affordable housing component. To identify feasible redevelopment scenarios, an estimate of the density potential for each site is necessary. The higher the land cost, the more critical it is to calculate per-unit costs based on conceptual site design. Relatively high land costs near the Yahara River Parkway require careful attention to recommended densities in order to identify recommendations that are reasonable to implement.

Listed below are the basic density choices for building housing units. Combinations of these density choices may be possible at any given site and may be optimal at some sites in order to meet the key goals of diversity in housing types and redevelopment that is consistent with the existing aesthetic character of the surrounding neighborhoods.

Single-Family Detached Houses: 5-10 units/acre. In order to achieve similar densities to surrounding area, single-family detached homes adjacent to the Yahara River Parkway would need to be lot sizes of 5,000 sq. ft. and under. 5000 sq. ft. lot sizes translate into approximately 5-7 units/acre. 3000-4000 sq. ft. lot sizes translate into approximately 8-10 units/acre. Lot sizes would be in the range of: 50’x100’; 44’x100’; 40’x100’; or 44’x80’.

Two-Three Flats: 8-15 units/acre. Two or three-flats reflect the existing style of development in Yahara area neighborhoods and the most ideal units for many sites in this area. The difficulty is the cost of land compared to the density-related economic feasibility, making it hard to use this style of housing.

Attached Townhouses/Rowhouses: 16-25 units/acre. Attached townhouses or rowhouses (side-by-side attached) are usually two to three stories high. They offer more privacy than apartments at lower prices than single-family houses. This balance between



privacy and affordability makes this housing style desirable for the Yahara area. If the design incorporates features like front porches facing sidewalks, gabled bay windows, gabled roof lines, alleys for direct-access garages, and other characteristics of the existing neighborhood, this housing style could be ideal for many Yahara area sites.

Multifamily Structures: 26-40 units/acre. Stacking units vertically is the most efficient way to create more units on a given amount of land. Depending on site characteristics, potentially appropriate multi-family housing structures in the Yahara area include four to eight-unit structures and higher-density apartment buildings. Building design – including matching roof styles, window openings, entrances, and building materials – is important to create a style that relates to the existing neighborhoods. Amenities could include parking garages, courtyards, and balconies/porches.



Mid-Rise to High-Rise Structures: 41+ units/acre. These are buildings over three stories in height. Taller buildings can help create a sense of place if located at appropriate sites. A taller building creates amenities such as views of the Yahara River, Burr Jones Field, and the State Capitol. These amenities, along with density-related financial feasibility, outweigh the ground-level benefits associated with townhouse-style development. Therefore, a townhouse or lower-height apartment building is not as attractive in certain locations. Underground parking is preferable with higher density developments to help reduce the impact of vehicle parking consuming land.



Housing Density Benchmarks

<u>Housing Density</u>	<u>Units/acre</u>	<u>Description</u>
Very High	61+	high-rise building
High	41-60	mid-rise building
Med-High	26-40	6-8 unit building
Medium	16-25	Infill row house, 2 1/2-3 stories
Low-Medium	8-15	4-unit duplex/2-unit flat
Low	4-7	Single-family homes

Recommendations by Site



WPS (Site 1 on map): This site is appropriate for a more dense townhouse/apartment or condominium development toward the (east/west) end of the site and a transition into a smaller-scale



housing building facing the Yahara River. If converting existing office building to medium-high density housing is not possible, then razing the building will create more options. Increase the buffer between development and the Parkway along with having the City Parks Division improve the function and appearance of the boat parking area.

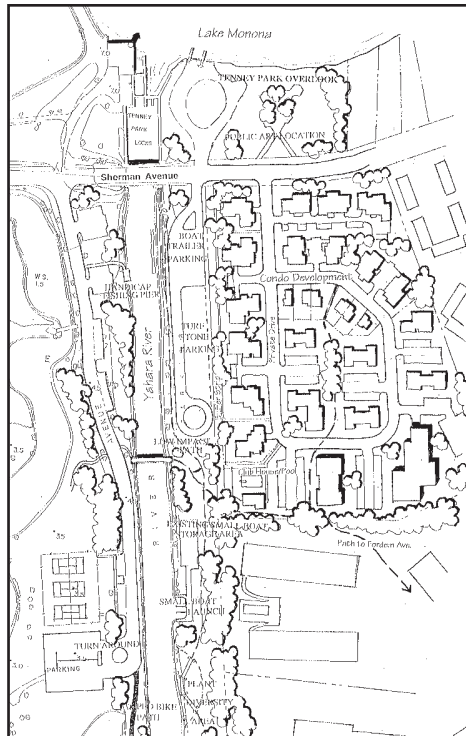
Current Use: office building on an 8.5 acre site (C2)

Potential Future Use: medium-high density housing (R6)

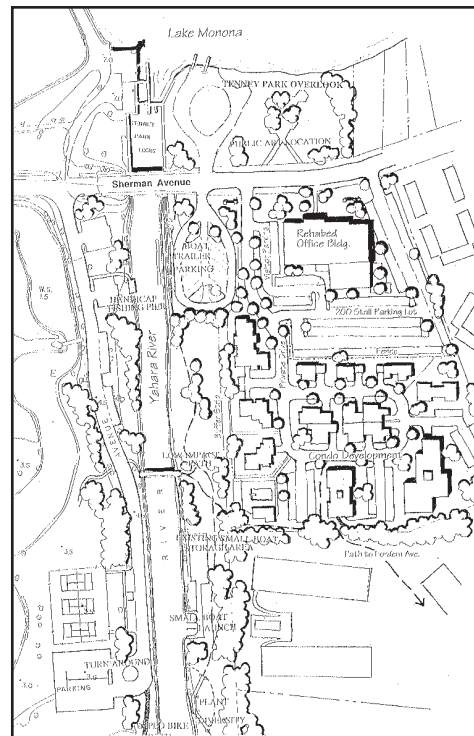
Recommended Future Housing Density: 16-25 dwelling units per acre (du/acre) for most of site, with selected areas higher at 26-40 du/acre.

Specific Recommendations:

- Explore using the existing WPS parking lot for weekend boat trailers and vehicle parking by establishing a temporary gate until property is redeveloped.
- Have City Parks Division explore reducing the hard surface boat parking lot to 10-15 stalls and use a turf stone to create an overflow lot for weekends.
- Rezone from C2 to R6.
- Foot trail/foot bridge over the Yahara River.

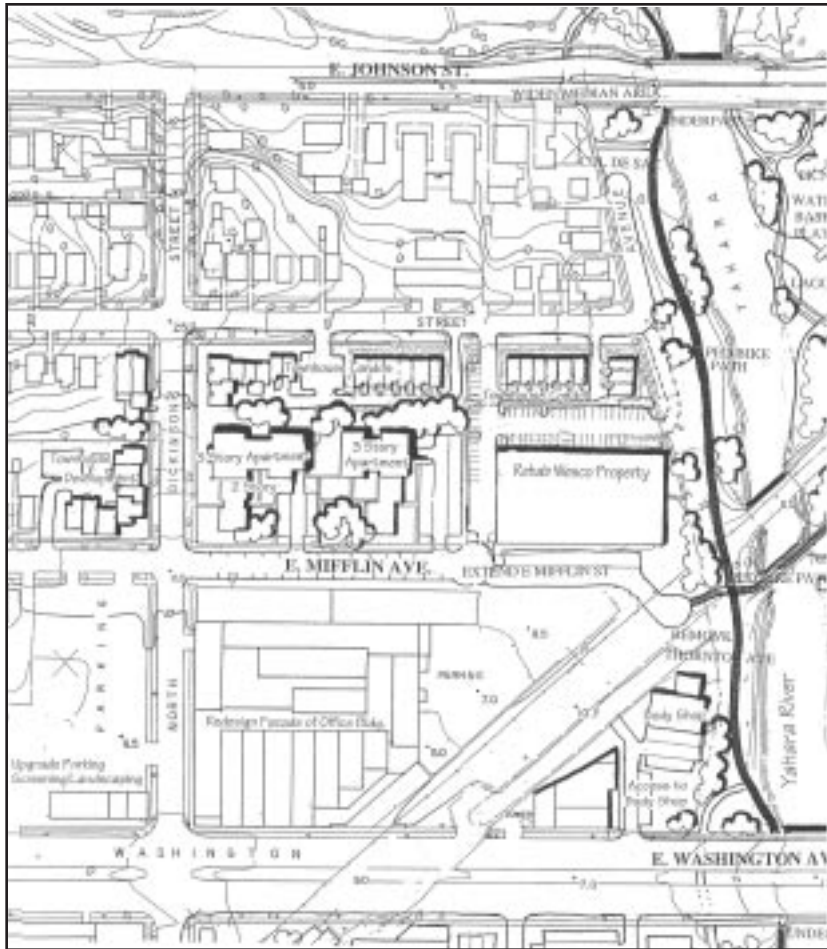


WPS Site - Option A



WPS Site - Option B

Trachte/WESCO (Site 2 on map): The Trachte parcel is suited for medium-low density housing with low-density facing East Dayton Street (to relate to existing neighborhood) and medium density facing East Washington Avenue (to relate to Washington structures). Recommend improving parking lot screening and possibly painting the Trachte buildings. The WESCO site has a long range goal for housing but the WESCO Building could be rehabilitated and the area along Dayton Street converted into housing to integrate the parcel into the neighborhood.



Current Use: WESCO office use (1.8 acre site) and Trachte warehouse (2.5 acre site).

Potential Future Use: Housing

Desired Housing Density: 16-25 du/acre maximum on East Dayton Street side; 26-40 du/acre on Washington Square side

Specific Recommendations:

- Improve parking lot screening.

- Possibly paint Trachte buildings.
- Easement for bike path on southeast property line
- Explore reopening East Mifflin Street to create a buffer between uses and easier access to the new bike path bridge over river.

Washington Square (Site 3 on map): The long term recommendation is for more intense office development by creating a 5-6 story building possibly with underground parking and to integrate the triangle parcel into an effective redesign of East Washington Avenue bridge.

Current Use: Commercial/Retail on a 3.5 acre site

Potential Future Use: Retail/Office

Recommended Future Housing Density: not applicable

Specific Recommendations:

- Improve the building facade with attractive architectural treatment.
- Improve the parking area with landscaping and screening including the site across Dickinson Street in the 1300 block of East Washington Avenue.
- Easement for bike path on northeast property line
- Triangle area (0.8 acre site): The recommendation of the Committee is to remove Thornton Avenue. With the preliminary results of the bridge study, this site becomes difficult to use. The recommendation is to use the front to provide access to the Auto Body Shop located on the back half of the lot.

Lindsey Paint/Army Reserve (Site 4 on map): Because this site faces East Washington Avenue, a more intense development and structure would be



appropriate (to complement buildings facing East Washington Avenue). The long-term goal for this site is a 5-6 story structure on the Washington corner stepping down to a 2-3 story structure facing the southeast corner (to complement character of neighborhood). Retail-office on the first floor; residential on upper floors. Underground parking recommended.

Current Use: Paint wholesale and manufacture and Army Reserve Offices (site is approximately 5.3 acres).

Potential Future Use: C-3, mixed residential/retail

Recommended Future Housing Density:

- East Washington Avenue can handle larger scale buildings
- If housing is on site, the view to the river and toward Williamson Street would be more suitable to housing than the Avenue.
- Densities up to R5 are suggested with three story heights near the river and toward Williamson Street, and possibly five to six story heights on East Washington Avenue.

TCI/DOA (Site 5 on map): These two sites are considered together because only in combining them would the proposed



TCI/DOA, Lindsey Paint/Army Reserve

housing redevelopment be more likely. Create housing with higher density on the TCI site and an integrated density reflecting the existing character of the neighborhood on the DOA site. By using

small-scale units, like row houses and three-flats, a financially feasible density can be achieved while complementing the existing character of the neighborhood. The City and State should continue a dialogue on the DOA site and work towards moving the various activities to a new location. Explore the possibility of removing half of the building facing the river and phase in a housing project.

Current Use: Fleet storage for State DOA and TCI; State DOA bulk mailing and printing services (DOA site is 5.0 acres, TCI site is 2.0 acres).

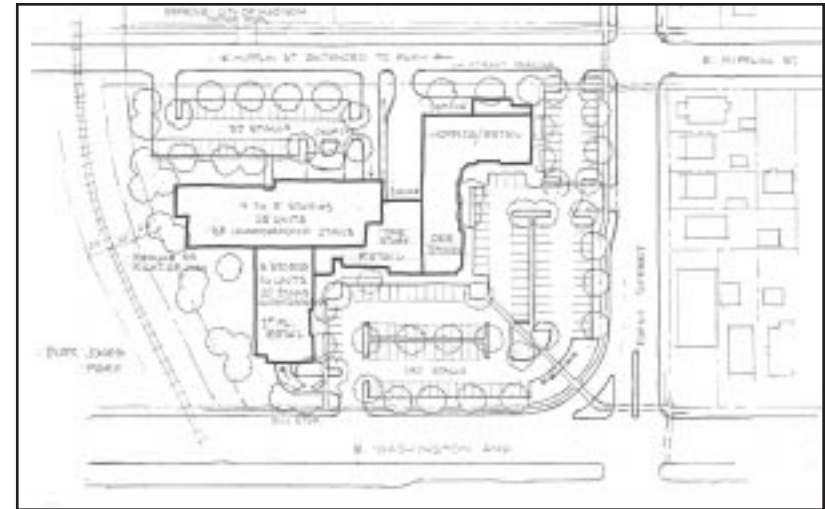
Potential Future Use: R5 or (PUD)Housing, mixture of housing types

Recommended Housing Density: Average 16-25 du/acre

Specific Recommendations:

- Improve screening of parking areas.
- Provide landscaping to parking areas.
- Explore moving MG&E electrical substation to new location or screen appropriately for residential development.
- Explore dividing DOA site into two halves as a means to phase housing development, with the riverside site to be first.
- Request the State and City to work together to create relocation options for the uses in the DOA building.

Fiore (Site 6 on map): Fiore site attributes include excellent access, high visibility, adjacent to improved Burr Jones Area and Yahara River Parkway, and close to Madison Metro stops. With the recommended improvements to the Parkway and the Burr Jones area, this site could be an excellent opportunity for mixed-use development, possibly a four to five story structure with office/retail on the first floor and residential on upper floors. This offers many amenities such as open space, shopping, and pedestrian/bicycle/bus/vehicle access.



Current Use: Fiore Shopping Center (7.7 acre site)

Potential Future Use: Mixed residential/retail

Recommended Housing Density: 25-41 du/acre

Specific Recommendations:

- Use building in a way that will allow future site development
- Look at rezoning the site from C2 to C3 to allow for more retail options
- Fiore access to the Parkway – easement at the rear of site. This would be the main entrance to Burr Jones Park with an extension of East Mifflin Street.

Note on Marling Lumber (Site 7 on map): YRP Committee members, neighborhood residents, and charette participants have identified Marling Lumber as a valuable asset to the community. The YRP Committee recommends helping Marling Lumber stay at its current site.

Short-term: Increase screening of parking areas and provide landscaping to parking areas.

Long-term: If in the future the Marling Lumber occupancy of this site ends, the recommendation is for housing at this site to strengthen the remaining housing in the area.

Rezoning recommendation for parcels adjacent to river: The Committee is recommending the Plan Commission rezone parcels to assist in the goal of providing housing and mixed use for the neighborhood along the river corridor. Presently the East Washington Avenue corridor and First Street corridor between East Washington Avenue and Johnson Street is a part of Urban Design District 4. The designation of this district occurred because of its importance as a gateway to downtown.

1. For reasons similar to those for designating the Urban Design District, the Committee is recommending the M-1 zoning be changed to C2 along the 1400 block of East Washington Avenue. This will encourage an appropriate type of development along this significant gateway corridor.
2. Change the zoning on the TCI/DOA site to a residential zoning of R5. Rezone the Trachte site from M-1 to R5, along with rezoning the parcel across the street with the Trachte building on it from M1 to R4.

These issues need to be addressed to assure the infill project fits in well with existing neighborhoods in the area. Zoning changes would need to include relaxation of standards and regulations concerning parking requirements for office/retail. Building setbacks and side yard requirements will be critical to maintain the urban fabric of the area.



Part IV

Implementation and Finance Plan

Implementation and Finance Plan

The following matrix summarizes the essence of the plan. It contains the objectives, policies, and action items that will guide the future development of the Yahara River corridor over the next decade. It addresses the areas of concern as delineated in the executive summary.

Money which a city spends for parks and for adornment is by no means to be credited to the charity account. It is a wise investment."

*Madison Park and Pleasure Drive Association Report
May 1904*

Budget and financing strategy. As the implementation budget depends largely on governmental funding mechanisms, the budget must be flexible. Over the next five years, however, a sequence of items needs to be in the Capital Budget program to successfully implement the plan. The priority and timing of the bike/pedestrian path, in particular, has funding implications for several years. Based on the premise that this will remain a City-driven endeavor, the City will need to budget and seek funding from a variety of sources to ensure success in this phase.

1. The City of Madison designates funds for the Capital Budget to implement the major projects, studies, and programs identified in the plan.
2. The City forms partnerships with private organizations, landowners, and developers, as well as state and federal government, to assist in funding appropriate projects, programs, and studies.
3. The operating budgets of City departments should reflect the plan's recommendations to avoid future maintenance problems.

This partnership can more effectively use public and private sector funds.

Time Frame. Each action has a time frame, either immediate (1-3 years), short term (4-6 years), long term (6 years or more) or ongoing. Some actions may be shown as having a specified time frame and then becoming ongoing activities or programs. The time frames assigned in the chart are tentative and may require adjustment after action by the Common Council.

Funding Resources: After the plan is formally adopted by the City of Madison, the next essential step is to seek funding for the proposed project. Evaluating the corridor's phasing with the budgetary constraints of the City requires exploring other sources of funds. The goal is to create partnership with other agencies, governmental bodies, non-profit groups, and civic and neighborhood organizations to maintain an ongoing development of the Parkway.

Some of the possible funding sources to consider are:

- Funds from the Parks Division, Engineering, and Transportation Department budgets.
- City's Capital Improvement budget.
- ISTEA (Wisconsin DOT).
- STP Discretionary Program (Wisconsin DOT).
- Wisconsin Stewardship Program (DNR) has a variety of programs like: Urban River Ways Grant, Urban Green Space Program, Stream Bank Protection Program, and State Aids for the Acquisition and Development of Local Parks.
- Explore DNR-Land Recycling Outreach for funds and assistance.
- Metropolitan Planning Area under the Transportation Network Program.
- Dingle-Johnson (Federal).

- Various local community service groups and community-minded corporations.

By developing and implementing manageable projects, the goal is to create successes and momentum which will be indispensable in completing the sequencing of the Yahara River Parkway Master Plan.

Action. The actions are identified in the following categories:

Studies. Studies involve research, analysis, and other activities required as initial action before proceeding on a program or project. They may include negotiations, basic research, design plans, or other similar activities.

Projects. Projects will typically require capital program commitments with budget allocations for such components as planning, design, acquisition, and construction.

Events and Programs. Programs focus on such needs as signage, educational outreach, etc. Programs generally involve many different agencies and groups and may not initially entail capital spending.

Participating Agencies. Although an agency may be identified as lead implementing agency, most actions require cooperation between a number of organizations.

Yahara Parkway & Environs Action and Implementation Matrix

Action Item	Action Type	Time Frame				Lead Agency(ies)
		Immediate	Short-Term	Long-Term	Ongoing	
1A. West Riverside Bike/Pedestrian and East Riverside Pedestrian Underpass.	P	✓				Design input: Engineering Traffic Engineering Planning
1B. West Riverside Bike/Pedestrian and East Riverside Pedestrian Underpass.	P	✓				Design input: Engineering Traffic Engineering Planning
1C. Improved At-Grade Crossing Measures	P	✓				Engineering Traffic Engineering
2A. Size, location, and type of path	P		✓			Parks Division Transportation Engineering Planning
2B. Historic lighting	P		✓			Traffic Engineering Planning
2C. Trachte property easement	S/P			✓		CED Unit Traffic Engineering Planning
2D. Bike route extensions	S/P		✓			Traffic Engineering Parks Division Planning
2E. Bridge lighting	P		✓			Traffic Engineering

Action Item	Action Type	Time Frame				Lead Agency(ies)
		Immediate	Short-Term	Long-Term	Ongoing	
3A. Traffic study	S	✓				Traffic Engineering Engineering
3B. Create two-way Thornton Avenue	P*	✓				Traffic Engineering Engineering
3C. Thornton Avenue reconfiguration	P		✓			Traffic Engineering Engineering
4A. Burr Jones Area redevelopment plan	S	✓				Parks Division Ad Hoc Committee
4B. Site acquisition	P	✓				CED Unit MG&E
4C. Substation and transmission line relocation	P		✓			Parks Division MG&E Public Service Commission
4D. UW boat storage relocation	S		✓			UW Athletic Dept. Parks Division
4E. New facility design	S		✓			Parks Division Planning Engineering
4F. Railroad right-of-way reduction	P	✓				CED Unit Parks Division Railroad Company
4G. Landscaping improvements	P		✓		✓	Parks Division
4H. Foot trail enhancements	P		✓			Parks Division
4I. Foot trail landscaping	P		✓		✓	Parks Division

* Budgeted for 1998

Action Item	Action Type	Time Frame				Lead Agency(ies)
		Immediate	Short-Term	Long-Term	Ongoing	
4J. Site/facility plan request for proposal			✓			Parks Division
4K. Non-motorized boat launch access			✓			Parks Division
4L. Boat launch access point(s)			✓			Parks Division
4M. Traffic Engineering study	S			✓		CED Unit Planning Unit Traffic Engineering
4N. Railroad crossing agreement	S/P		✓	✓		CED Unit Planning Unit Traffic Engineering
5A. Parcel acquisition	P*	✓				CED Unit Parks Division
5B. Foot trail implementation	P			✓		Parks Division Engineering
6A. Undergrounding power lines	S/P	✓	✓			MG&E Parks Division Engineering PSC
6B. Landscape restoration and historic preservation	P		✓		✓	Parks Division WisDOT Madison Historic Trust Urban Open Space Foundation
6C. Provide for wildlife and fish enhancements	S/P		✓	✓	✓	Parks Division DNR MMSD

* Budgeted for 1998

Action Item	Action Type	Time Frame				Lead Agency(ies)
		Immediate	Short-Term	Long-Term	Ongoing	
6D. Public art	P/E				✓	Planning
6E. Park safety					✓	Parks Division
6E. Landscape management plan	P				✓	Parks Division Urban Open Space Foundation
6G. River bank management	P				✓	Parks Division DNR Urban Open Space Foundation
6H. The Americans with Disabilities Act	P				✓	
7A. Restore and enhance the landscape and wildlife habitat	S/P		✓	✓	✓	Parks Division Madison Historic Trust MMSD Other civic groups and educational institutions
7B. Tenney Park and Yahara Parkway	S/P			✓		Parks Division Madison Historic Trust MMSD Other civic groups and educational institutions

* Budgeted for 1998

Action Item	Action Type	Time Frame				Lead Agency(ies)
		Immediate	Short-Term	Long-Term	Ongoing	
8A. Parking surface alternatives	S/P		✓			Parks Division Engineering
8B. WPS parking lot alternatives	S/P	✓				Parks Division Engineering WPS
8C. Gravel parking lot	P		✓			Engineering Parks Division
8D. Thornton Avenue alternatives	P*	✓				Traffic Engineering Engineering Parks Division
8E. Bike/pedestrian bridge				✓		Parks Division Traffic Engineering
8F. Non-motorized boat rack storage			✓			Parks Division
8G. Wheelchair-accessible fishing area			✓			Parks Division
8H. Concept plan development - Yahara River Parkway/Isthmus bike path	S		✓			Parks Division Planning Unit
8I. Concept plan - Filene Park	S			✓		Parks Division Neighborhood Ad Hoc Group
8J. Concept plan - Marquette School educational area	S		✓			Parks Division Marquette/O'Keefe School
8K. Wheelchair-accessible fishing pier	P		✓			Parks Division
8L. Tenney Locks navigational and open/close lights	P		✓			Parks Division Dane County Sheriff Public Works

* Budgeted for 1998

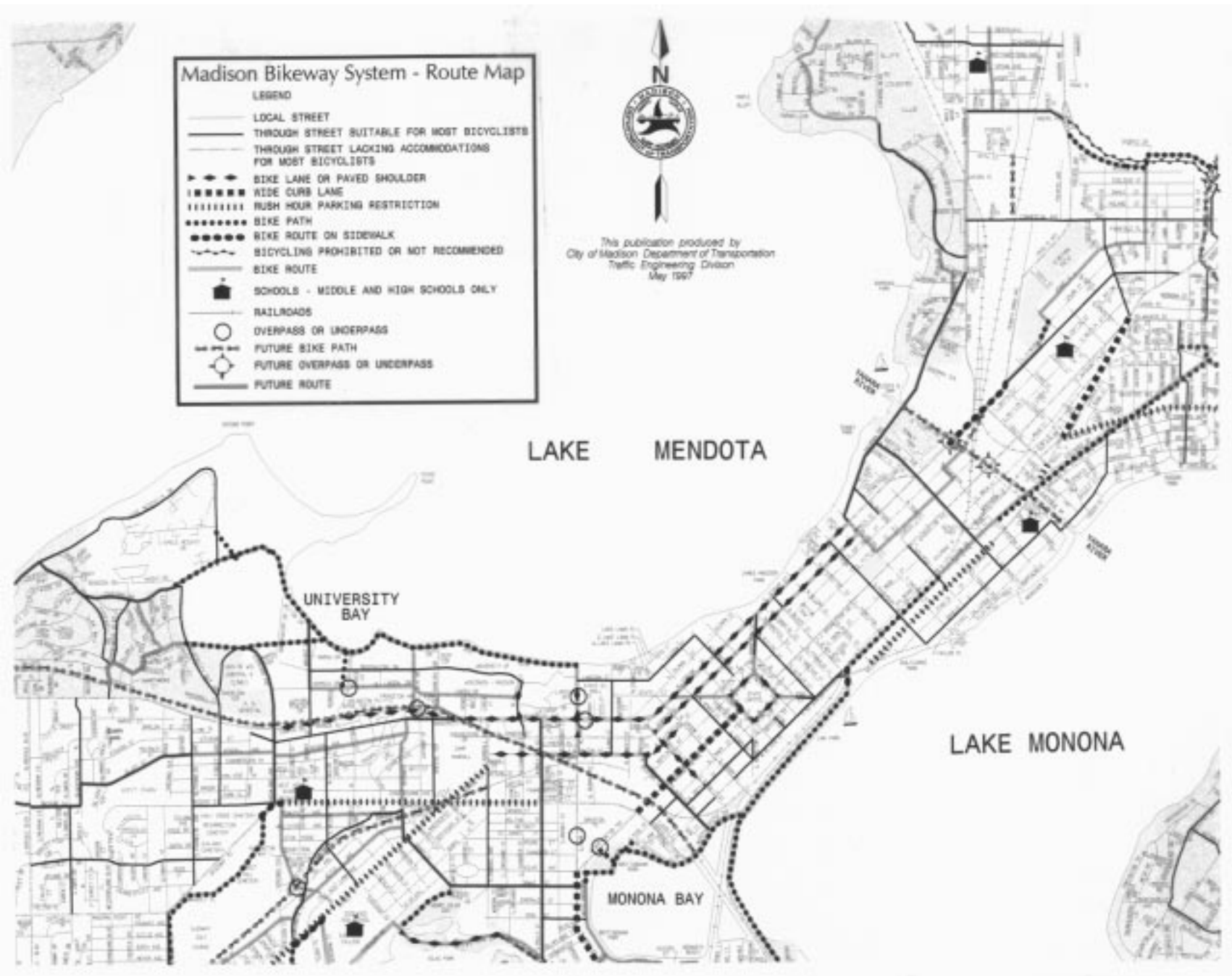


Appendices

Map 8 Yahara River Parkway Type of Structure



The goal is to maximize the river for housing and expand the neighborhood housing options for ownership, the elderly, social, and ethnic groups to continue to build on existing diversity.



Boat Totals for Tenney Locks (1976-1997)								
Year	April	May	June	July	August	September	October	TOTAL
1976	195	2,221	4,527	5,395	3,786	1,241	376	17,741
1977	822	3,476	3,333	4,767	2,188	1,422	179	16,187
1978	147	2,408	3,295	4,437	4,047	2,343	227	16,904
1979	18	1,830	3,409	5,526	2,591	2,167	193	15,734
1980	4	2,867	3,223	5,040	2,869	1,054	133	15,190
1981	21	2,120	3,104	4,885	4,137	1,553		15,820
1982	19	2,347	3,516	5,326	3,633	1,096	238	16,175
1983		845	4,819	6,551	4,569	1,993	485	19,262
1984	12	1,771	3,994	6,268	5,395	1,506	73	19,019
1985	42	2,140	4,546	6,303	4,068	1,776	169	19,044
1986	4	2,480	4,216	5,848	4,667	1,312	124	18,651
1987	13	3,208	5,937	6,560	3,924	2,219	81	21,942
1988	38	5,039	6,164	7,725	4,711	2,545	306	26,727
1989	38	2,598	5,638	7,650	4,725	2,940	632	24,221
1990	144	2,366	4,014	5,818	4,899	2,815	209	20,265
1991	256	2,444	5,884	5,679	5,098	1,668	72	21,101
1992		2,543	4,044	4,273	4,497	1,192	76	16,625
1993		1,311	3,591	1,558	2,781	1,117	9	10,367
1994		2,317	4,062	4,485	2,834	1,820	53	15,571
1995		1,566	5,186	5,602	3,796	2,124	101	18,375
1996		708	2,031	4,040	4,915	1,784	808	13,686
1997		965	3,968	5,105	3,618	1,710	268	15,634

Prepared by Dane County

Average for the last 20 years for boats going through lock is 18,825.

An example of the number of boats per day in:

July 1995

21 - 296 trips
22 - 134
23 - 429
24 - 83
25 - 85
26 - 44 trips
27 - 42 trips
28 - 129 trips
29 - 528 trips
30 - 469 trips (Sunday)
31 - 31 trips

August 1995

1 - 16 trips
2 - 18
3 - 32
4 - 73
5 - 343 trips
6 - 319 trips (Sunday)
7 - 58 trips
8 - 53 trips
9 - 29 trips
10 - 84 trips

YAHARA RIVER AREA NEIGHBORHOODS: 1990 CENSUS INFORMATION

	NEIGHBORHOOD		Tenney-Lapham/ Old Market Place		Marquette- Schenk-Atwood		Eken Park- Emerson East		Yahara Area Total		City Total	
	CENSUS TRACT		CT 18		CT 19		CT 21		CT's 18, 19, & 21		All Census Tracts	
AGE	Number	Percent	Number	Percent	Number	Percent	Number	Percent	Number	Percent	Number	Percent
Total Persons	5,785		5,906		5,223		16,914		191,262			
0 to 4	296	5.1	324	5.5	338	6.5	958	6.2	11,863	6.2		
5 to 9	169	2.9	271	4.6	304	5.8	744	4.9	10,387	5.4		
10 to 14	122	2.1	205	3.5	191	3.7	518	3.4	8,527	4.5		
15 to 19	201	3.5	215	3.6	279	5.3	695	4.3	16,297	8.5		
20 to 24	1,367	23.6	630	10.7	446	8.5	2,443	12.6	30,670	16.0		
25 to 34	1,916	33.1	1,917	32.5	1,259	24.1	5,092	28.6	38,997	20.4		
35 to 44	871	15.1	1,302	22.0	986	18.9	3,159	19.6	29,381	15.4		
45 to 54	257	4.4	362	6.1	387	7.4	1,006	6.3	15,469	8.1		
55 to 64	189	3.3	206	3.5	289	5.5	684	4.3	11,840	6.2		
65+	397	6.9	474	8.0	744	14.2	1,615	9.9	17,831	9.3		
SCHOOL ENROLLMENT												
Total Persons	5,785		5,906		5,223		16,914		191,262			
Pre-Primary	76	1.3	152	2.6	112	2.1	340	2.0	3,744	1.9		
Elementary-High School	318	5.5	618	10.5	557	10.1	1,493	8.8	21,066	11.0		
College	1,772	30.6	501	8.5	452	8.7	2,725	16.1	44,601	23.3		
TRANSPORTATION TO WORK												
Total Workers Age 16+	3,701		3,825		1,536		9,062		105,887			
Car	2,177	58.8	2,145	56.1	1,240	80.7	5,562	61.4	77,062	72.8		
Bus	550	14.9	626	16.4	164	10.7	1,340	14.8	8,131	7.7		
Walk, Bike, or Other	904	24.4	953	24.9	115	7.5	1,972	21.8	17,850	16.9		
Worked at home	70	1.9	101	2.6	17	1.1	188	2.1	2,844	2.7		
RESIDENCE IN 1985												
Total Persons	5,785		5,906		5,223		16,914		191,262			
Same House	1,257	21.7	1,865	31.6	2,399	45.9	5,521	32.6	68,661	35.9		
City of Madison	1,620	28.0	2,063	34.9	1,372	26.3	5,055	29.9	44,019	23.0		
Balance of Dane County	304	5.3	282	4.8	291	5.6	877	5.2	9,655	5.0		
Outside Dane County	2,127	36.8	1,326	22.5	764	14.6	4,217	24.9	51,453	26.9		
Abroad	191	3.3	46	0.8	51	1.0	288	1.7	5,643	3.0		
HOUSING TENURE												
Total Occupied Housing Units	2,855		2,880		2,062		7,797		77,361			
Owner-Occupied	579	20.3	1,061	36.8	1,157	56.1	2,797	35.9	36,332	47.0		
Renter-Occupied	2,276	79.7	1,819	63.2	905	43.9	5,000	64.1	41,029	53.0		

YAHARA RIVER AREA NEIGHBORHOODS: 1990 CENSUS INFORMATION CONTINUED

NEIGHBORHOOD	Tenney-Lapham/ Old Market Place		Marquette- Schenk-Atwood		Eken Park- Emerson East		Yahara Area Total		City Total	
CENSUS TRACT	CT 18		CT 19		CT 21		CT's 18, 19, & 21		All Census Tracts	
HOUSING UNITS IN STRUCTURE	Number	Percent	Number	Percent	Number	Percent	Number	Percent	Number	Percent
Total Housing Units	2,999		2,976		2,556		8,531		80,047	
1 Unit	624	20.8	964	32.4	1,436	56.2	3,024	35.4	38,492	48.1
2 Units	504	16.8	823	27.7	456	17.8	1,783	20.9	5,565	7.0
3 to 4 Units	469	15.6	753	25.3	289	11.3	1,511	17.7	7,059	8.8
5 to 9 Units	493	16.4	236	7.9	223	8.7	952	11.2	8,049	10.1
10 to 19 Units	190	6.3	104	3.5	70	2.7	364	4.3	6,645	8.3
20 to 49 Units	559	18.6	65	2.2	67	2.6	691	8.1	7,524	9.4
50+ Units	141	4.7	0	0.0	0	0.0	141	1.7	5,355	6.7
Mobile Home	0	0.0	3	0.1	0	0.0	3	0.0	785	1.0
Other	19	0.6	28	0.9	15	0.6	62	0.7	573	0.7
HOUSING: YEAR STRUCTURE BUILT										
Total Housing Units	2,999		2,976		2,556		8,531		80,047	
1939 or earlier	1,569	52.3	2,299	77.3	971	38.0	4,839	56.7	17,028	21.3
1940-1949	293	9.8	254	8.5	661	25.9	1,208	14.2	6,758	8.4
1950-1959	225	7.5	143	4.8	509	19.9	877	10.3	13,078	16.3
1960 or later	912	30.4	280	9.4	415	16.2	1,607	18.8	43,183	53.9

Yahara River Corridor Priority List

Following are the priorities established by the 10 member Ad Hoc Yahara Parkway Committee for the development on the Concept Plan. The items are listed in the order of importance for each grouping (developed July 1996).

Pedestrian Access

Pedestrian access to Parkway	14
Safe crossing at East Washington Avenue, East Johnson Street, and First Street.	
There are safety concerns for the crossing at East Johnson and East Washington.	
Need for safe crossing at East Washington Avenue/East Johnson Street is most important way to create access.	
There should be a yellow warning light to alert Johnson Street traffic of stopped traffic ahead due to railroad crossing.	
Way for Emerson neighborhood to get to river and cross over	5
Correct ramp on median on Thornton and East Washington Avenues	1

Traffic

Pursue Neighborhood Plan goal of limiting traffic on Thornton Avenue	11
Thornton Avenue is now used little by cars. We should work toward permanent limiting of auto use.	
Railroad crossing bike safety	4
First Street/East Washington Avenue intersection changes	4
Traffic lights rather than tunnels for safety/bridge approaches.	

Process

Maximum community input	8
Architectural competition for new facilities.	7
Need for non-adversarial planning process	2
Interact with Vision 2020.	

Amenities and Aesthetics

Expand space on west side, rethink Thornton Avenue along river.	27
Native plantings, Prairie School of Landscape Architecture should be emphasized.	16
As a general notion (with exceptions) attempt to visually open and link the parkway as much as possible, especially at current raised railroad crossings	13

The size and use of Thornton Avenue should be reevaluated. Consider one way status, abandonment, etc.	7
More facilities along river like: 1) picnic tables, 2) trash/recycle bins, and 3) benches	7
Improve/provide lighting at access points and paths	6
Provide new landscaping along the parkway	6
Improve aesthetics along corridors, period lighting, underground utilities.	5
Paint the metal bridges	3
No more lights	2
Research original planting plan.	
Natural landscaping.	
More lighting should be installed along river. (Thick brush provides habitats for many transients – especially along/near Burr Jones.)	

Redevelopment

Consider higher density housing other than just single family	19
Need to look long-range to interaction between parkway and eventual infill development.	18
Develop parkway in a way that does not preclude but encourages adjacent land use plans	12
New development for Fiore Center.	10
A block or two of restaurants and coffee shops, etc. that overlook the river. A European Concept	9
Consider historic characteristics and status of parkway	4
Development of neighborhood center at Curling Club or Fiore.	3
Diversity of housing for mixed incomes.	
Redevelopment projects should be compatible with neighborhood plans and architecture.	
Traffic congestion seems to be a problem – again more single family – and close off North Thornton to East Johnson (cul-de-sac).	
Remove Trachte buildings and clean up area south of East Johnson.	
Concentrate on single family home in the Trachte Area.	
Trachte site should be first redevelopment priority for the City.	
Encourage mixed use.	

Burr Jones

Improve recreational opportunities at Burr Jones Field	12
Improve access and uses of Burr Jones Field	11
Restrooms along park area are currently very limited	4
Reuse/rethink curling rink area	2
Burr Jones Park – more picnic tables and benches.	

Bike/Pedestrian Path

Bike path should utilize existing corridors where pavement exists-i.e. on or adjacent to Thornton Avenue	13
Keeping maximum amount of green space intact	11
A very tastefully designed walking path along the entire corridor	11
South Isthmus area needs more space and this plan should aim at creating it	9
Most narrow, natural looking path	8
Underpasses at Johnson and East Washington.	7
Encourage public access to both sides of river – but not necessarily for transportation	7
No off-leash dog areas along parkway	6
Location of bike path should have least impact possible on existing green space	5
Top priority should be to construct pedestrian and bike paths along the river.	5
Keep bike path and pedestrian path separate.	5
Bike and pedestrian paths may need to be separated	5
Provide additional pedestrian bridge(s) to link east/west shore lines	4
Will people really use a tunnel?	2
Create more quiet "pocket parks" area along the river corridor	2
Making pedestrian access to both sides a goal is more important than bicycle access. Use existing pavement as much as goes for bike path.	
Concerns at private properties located along path.	
One bike path or bike and pedestrian paths.	

Boat Use, Access, Storage, Docking

Provide public/private rental of non-motorized craft similar to Knickerbocker and Wingra Boat House.	19
Non-motorized boat access emphasized	10
De-emphasize access by motorboats	9
Get rid of old ugly boathouses - 1996 they will be removed	9
Improve canoe storage	5
Improve community recreational boat facility	2
Consider small non-motorized boat access along river. Conflict with motorized boats.	1
Enhance the boat storage area or remove existing structures and rebuild boat houses at same or different location.	
The old boathouses should be replaced with new ones.	
Keeping boathouse opportunities – new structure.	

**The rest of the appendices are not available
at this time.**