

# Lake View Hill Park Master Plan



**Plan Adopted by the Dane County Board of Supervisors on August 6, 2009 (Res. 74, 09-10)**



## **ACKNOWLEDGEMENTS**

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**Friends of Lake View Hill Park**

**Lake View Neighborhood Association**

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**City of Madison Planning Department**

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## EXECUTIVE SUMMARY

The land that is now Lake View Hill Park has developed and evolved over the course of nearly one hundred years. In 1929 the land was purchased from John Doyle by Dane County for the development of a tuberculosis sanatorium—a treatment facility to house patients afflicted with the respiratory disease that had no cure at the time. The location high upon a hill northeast of downtown Madison afforded physical separation from society, views, fresh air, and ample land for development of a building campus and associated strolling grounds for patients. For their treatment protocol, patients were made to sleep outdoors for most of the year and encouraged to take in fresh air and exercise in moderation. With the discovery and subsequent wide-spread use of penicillin to treat tuberculosis the “natural” treatment protocols were abandoned and the sanatorium closed in 1966. Dane County retained ownership of the land and Dane County Health and Human Services Department moved into the campus buildings while the land to the north and the south of the campus came under the purview of Dane County Parks.

The natural and cultural resources within Lake View Hill Park are rich and diverse. Vegetation restoration efforts have uncovered a native vegetation seed bank and the Friends of Lake View Hill Park continue restoration efforts in Conservancy Woods and the Esch Addition. Remnants of the site's former use as a sanatorium can be seen throughout the Park and the story that they

help to interpret is unique within the context of both medicine and landscape architecture. Continued vegetation restoration and initiating more formal cultural resource interpretation are key components of the master plan.

Lake View Hill Park is intended to be a passive recreation use park, linking the neighborhood to a valuable urban green space and providing a system of low-impact trails within the site. The Park's adjacency to residential neighborhoods and schools creates opportunities to enhance the site's diverse educational potential. The 2008-2009 master planning effort marks the first formal plan created to envision the future of the Park.



## INTRODUCTION

Lake View Hill Park is a small park located in the northern part of the City of Madison. Its rich cultural history stems from the early development of the property as a tuberculosis sanatorium and many of the physical attributes of this use are still present on the property today. The park's location in the urbanized North Madison neighborhood makes it an important open space and recreational resource, particularly for residents of the Northside Community and Lake View Neighborhood. At 41.3 acres, the park includes approximately twenty-six acres of woodland and approximately fifteen acres of grassland, including the front lawn. The park contains walking trails and several cultural historical remnants. The Dane County Health and Human Services campus land is not included in this park acreage.

Lake View Hill Park is classified within the 2006 – 2011 Dane County Parks and Open Space plan as a Recreation Park. According to the Plan, “a recreation park is land specifically set aside for active and passive recreation uses. Its use is often extensive and intensive. A recreation park serves users who are attracted to outdoor recreation. It may provide facilities that offer a wide range of outdoor recreation opportunities or cater to only one predominant activity (special use), or provide a trail corridor that offers continuous, protected and safe routes of outdoor recreation. Recreation parks may be located within the boundaries of lands in a different category.”

As part of the Dane County Parks and Open Space network, the park shares common goals with the greater park system:

- **Provide sufficient park land and recreation facilities to meet the demand of Dane County residents without adversely affecting existing natural resources.**
- **Preserve for posterity the characteristics and diversity of the natural, cultural, and historical resources of Dane County.**
- **Preserve large tracts of natural and agricultural rural landscapes at urban fringe areas that will provide regional resource protection and recreation benefits.**
- **Provide environmental education programs and volunteer opportunities to County residents of all ages.**
- **Protect lakes, rivers, and streams, including shorelines, wetlands, high infiltration areas and associated vegetative buffers to maintain high water quality, manage water quantity, and sustain water-related recreation throughout Dane County.**

Friends of Lake View Hill Park have been an active participant in many of the restoration efforts, trail improvement projects, and overall land stewardship within the park boundaries. Both the Friends group and Dane County Land and Water Resources Department rely on leased water tower space to cellular phone companies as the primary revenue source for park improvement projects.



## MISSION STATEMENT

Lake View Hill Park is a conservancy-based park situated uniquely on the grounds of a former sanatorium. The master plan highlights the environmental benefits of vegetation restoration and management and the cultural significance of the historic landscape associated with the former sanatorium grounds.

## PLANNING PROCESS AND PUBLIC PARTICIPATION SUMMARY

The recommendations set forth within this Master Plan document were guided by:

- **Initial input from key stakeholders at the onset of the planning process;**
- **Environmental and cultural resources found within the park;**
- **Physical limitations of the park;**
- **Review and incorporation of other planning studies and investigations within the Park boundary including: vegetation restoration work by Applied Ecological Service and an archaeological investigation by Great Lakes Archaeological;**
- **Broad community goals and visions as determined by public meetings held during the 2008 planning process;**
- **Dane County Land and Water Resources Department staff.**

The goals and vision for the Park came out of a process that integrated public participa-

tion throughout the planning period. Initial input was given by target stakeholder groups including the Dane County Health and Human Services Employees, the Friends of Lake View Hill Park Board of Directors, the Friends of Lake View Hill Park, and the Lake View Neighborhood Association. The 2008 master planning process included 3 large-audience public meetings and presentations. A summary of Public Participation is included as Appendix A. Continued communication and dialogue between Dane County Parks and the aforementioned target groups is critical to the success of this planning effort.

Access to information during the planning process was a key objective in facilitating the dissemination of information and fostering an open ideas exchange. A website link was provided on the Dane County Parks homepage through which participants could track the planning process, view upcoming planning events, access planning diagrams, and review draft plans for Lake View Hill Park.

## RELEVANT STUDIES

Lake View Hill Park has benefited from additional planning studies which are a valuable source of background information for the master plan. Relevant planning studies and investigations include:

- *Historical, Archaeological, and Geological Features Inventory, Lake View Hill County Park, Madison, Wisconsin.* Prepared by George Christiansen, III and Robert J. Watson, Great Lakes Archaeological Research Center, Inc. September, 2008.
- *2006 - 2011 Dane County Parks and Open Space Plan.* Prepared by the Dane County Land & Water Resources Department. Adopted by the Dane County Board of Supervisors on December 7, 2006.
- *City of Madison Comprehensive Plan.* Prepared by the City of Madison. Adopted in January, 2006.
- *Restoration & Management Plan for the Esch Property.* Prepared by Susan Lehnhardt of Applied Ecological Services, Inc. March, 2004.
- *Lake View Conservancy Restoration & Management Plan.* Prepared by Susan Lehnhardt of Applied Ecological Services, Inc. May, 2003.
- *Bicycle Transportation Plan for Madison and Dane County.* Prepared by the Madison Area MPO with the help of local bicycle activists. Updated March, 2001.

- *A Phase I Environmental Audit of a Portion of the Old Lakeview Sanatorium Property in Madison, Dane County, Wisconsin.* Prepared by Philip P. Salkin of Archaeological Consulting and Services, Inc. September 1999.

- *Vegetative and Habitat Assessment for Lakeview Woods Conservancy, County of Dane Parks Commission, Madison, Wisconsin.* Prepared by Susan Lehnhardt, William W. Stoll, John L. Larson, and Steven I. Apfelbaum of Applied Ecological Services, Inc. October, 1999.

- *Dane County Land Use and Transportation Plan.* Prepared by Dane County Regional Planning Commission. Adopted June 1997.

- *Northport-Warner Park Neighborhood Plan,* 1992.

## CURRENT STUDIES AND MASTER PLANNING EFFORTS

Continued investigation of vegetation management and restoration methods and techniques performed by Applied Ecological Services via test plots within Lake View Hill Woods. Ongoing:

- *Dane County Health and Human Services Campus Master Plan.* Initiated in Summer of 2008. Anticipated completion in 2009.

- *2008 Northport-Warner Park-Sherman Neighborhood Plan.* Initiated in January, 2008. Anticipated completion in Spring of 2009.

## PARK HISTORY

### Lake View Hill Historical Timeline

1836 – Wisconsin becomes a territory and Dane County is established. The land that is now Lake View Hill Park was in the Town of Westport.

1855 – Lake View Hill Property is owned by John Doyle and house and other structures are being developed on the land adjacent the property including a quarry, Lutheran Church, and cemetery.

1929 – Property is purchased by Dane County for a tuberculosis sanatorium as part of a 36-acre parcel selected partially because of its location on a hill overlooking the lake.

1929-1930 – Sanatorium building is constructed.

1929-1930 – Power House building (now maintenance building) is constructed.

1930 – Lake View Sanatorium officially opens in June of 1930.

1934 – Dormitory for Help (Nurses' Dormitory) is constructed.

1935 – Plat of the property depicts sanatorium buildings along with a chicken coop and pig sty.

1938 – Water tower is built on property.

1938 – Water utility building is constructed.

1943-1945 – Storage building (now garage) is constructed.

1960 – Second Power House building is constructed.

1960 – Pump house is constructed.

1966 – Dane County closes the sanatorium and retains ownership of the property and buildings; property comes under the administration of the Dane County Department of Health and Human Services (DCHHS) and Public Works, the property outside of the DCHHS campus comes under the administration of Dane County Parks.

1991 – Lake View Woods (22.5-acre portion north of the Health and Human Services campus) is zoned conservancy to preserve one of the last hilltops in Madison from development.

1992 – Wisconsin Historic Review Board determines that the property is eligible for the National Register of Historic Places for significance of history and architecture.

1993 – Lake View buildings associated with former use as a tuberculosis sanatorium are listed on the National Register of Historic Places for both significance of history (function/use) and architecture.

1993 – Dane County Parks and Open Space Plan is amended to include Lake View Hill (portion south of the Health and Human Services campus) as Urban Greenspace (Sub. 1 to Res. 160, Amending the Dane County Parks and Open Space Plan to include Urban Greenspace).

1999 – Lake View Woods Vegetation Management Test Plot Program is initiated by Dane County and Applied Ecological Services.

1999 – A Phase I Environmental Audit of a Portion of the Old Lakeview Sanatorium Property is prepared by Philip H. Salkin, Archaeological Consulting and Services, Inc. to provide a literature and records search on the land use history of the site.

2004 – Dane County Board amends the 2001 – 2005 Parks and Open Space Plan to include Lake View Hill (including the “woods” and “hill”) as a Recreation Park (Res. 237, 2003-2004, Including Lake View Hill as a Recreation Park in the 2001-2005 Dane County Parks and Open Space Plan).

2005 – Lake View Hill is placed under the Dane County Parks Commission Jurisdiction (Res. 129, 05-06, Placing Lakeview Hill Under Park Commission Jurisdiction and Res. 130, 05-06, Placing Lakeview Woods Under Park Commission Jurisdiction).

2005 – Portion of the Esch Property (2.34 acres) is donated to Dane County Parks

Commission as a formal addition to Lake View Hill Park (Res. 251, 03-04, Accepting Donation of Land as the Esch Addition to Lake View Conservancy)..

2007 – Lake View Hill Park is rezoned from R-1 (Single-family Residence District) and C (Conservancy) to entirely Conservancy zoning.

2008 – Lake View Hill Park Friends Association is formally recognized as a Friends organization within Dane County Parks.

2008 – Lake View Hill Park Master Planning process initiated.

## PARK INVENTORY

### Location and Context

Lake View Hill Park is located in the City of Madison along Northport Drive/Highway 113 in the Northport-Warner Park Neighborhood District. The Lake View Hill Neighborhood is directly adjacent to the park and connects to the park property in four locations.

When the Lake View Sanatorium was constructed in the early 1900s adjacent land consisted largely of wooded lots and farm fields. The north side of Madison has seen rapid growth and development in recent history and Lake View Hill Park is now surrounded by residential, commercial, and institutional development. Residential lots abut the park on the northwestern, northern, and eastern boundaries. Institutional lots abut the park on the southwest. Existing informal pedestrian footpaths between the Park and the adjacent neighborhoods indicate additional formal connections between the Park and the neighborhood are desired.

The southern boundary of the park is formed by Northport Drive/Highway 113, a busy roadway with limited pedestrian crossings. Northport Drive separates Lake View Hill Park from Warner Park, a popular City of Madison Park. Stakeholder input indicated a strong desire to increase the permeability and pedestrian access between Lake View Hill Park and Warner Park.



*Lake View Hill Park Location: NE 1/4, NE 1/4, SW 1/4, SE 1/4, NE 1/4, SW 1/4, Sec. 25, T8N, R9E, Dane County, Wisconsin*

### Parking and Access

Two public access roads provide vehicular circulation into and out of the Park via the Dane County Health and Human Services Campus. The main access drive intersects Northport Drive/Highway 113, a heavily-travelled divided highway with no traffic signals and fairly open sightlines. A secondary access drive intersects Lake View Avenue and outlets into a residential neighborhood with narrow streets and no sidewalk. Although parking is provided along the main access drive and in parking lots on the Dane County Health and Human Services Campus, no parking is provided specifically for Park users. Parking lots are often full on weekdays with Campus employees and visitors.



## Geology and Soils

Lake View Hill Park lies in the Eastern Ridges and Lowlands Province of Wisconsin, a landscape dominated by rolling topography and dotted with ridges and lakes. Cambrian sandstone is the primary rock formation of the Province with some occurrences of dolomites and shales. The retreat of glaciers from this portion of Wisconsin left the region covered by outwash deposits and moraine features.

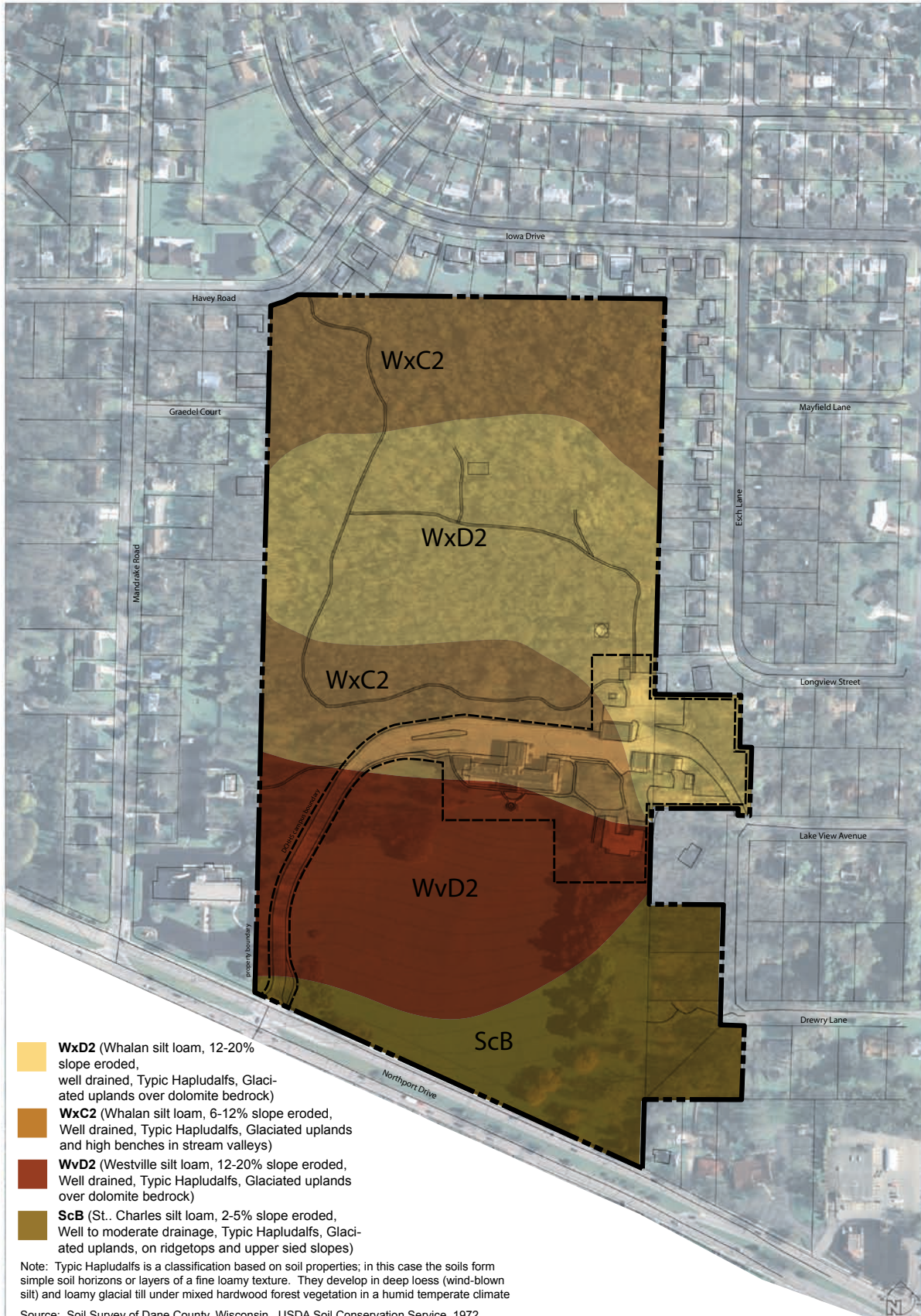
The Park occupies one of the highest hill-tops in Dane County and the Park's terrain is characterized by sloping hillsides in both the northern and southern portion of the site. Historical narratives tell of a cave system located just outside of the western boundary of the Park in the former quarry escarpment. There is no existing visible entrance to the cave system at present. A crescent-shaped outcropping of rocks located north of the water tower was most likely the result of human use and activity associated with the construction and maintenance of the sanatorium; large boulders of varying rock type along with varying amounts of fill form a level shelf that drops off steeply toward the northern boundary of the Park.

The topographic uplands and slopes generally characterize where the major soil types are found. The USDA soil classification maps indicate three predominant soil types found within the site:

- **Whalan silt loam, 6-12% slopes, eroded – well-drained soils found on middle side slopes of dolomite-controlled uplands; formed in moderately deep glacial till over dolomite bedrock under a cover of mixed hardwoods (Glocker and Patzer 1978: 73)**
- **Whalan silt loam, 12-20% slopes, eroded – well-drained soils found on the lower side of slopes of dolomite-controlled uplands; formed in moderately deep glacial till over dolomite bedrock under a cover of mixed hardwoods (Glocker and Patzer 1978: 73)**
- **Westville silt loam, 12-20% slopes, eroded – well-drained soil found on glaciated uplands; formed in very thin loess and deeply weathered loamy glacial till under a cover of mixed hardwoods (Glocker and Patzer 1978: 73)**

The recent history of human use and disturbance within the park has likely affected the soil characteristics in a number of locations. Deposits of clinkers (coal-fired power plant byproducts resembling volcanic rocks) can be found scattered throughout the site, with a concentrated pile located in the northeast portion of the Park. Filling, grading, and excavation operations for buildings and structures have changed the soil profile of the park in some areas.





- WxD2** (Whalan silt loam, 12-20% slope eroded, well drained, Typic Hapludalfs, Glaciated uplands over dolomite bedrock)
- WxC2** (Whalan silt loam, 6-12% slope eroded, Well drained, Typic Hapludalfs, Glaciated uplands and high benches in stream valleys)
- WvD2** (Westville silt loam, 12-20% slope eroded, Well drained, Typic Hapludalfs, Glaciated uplands over dolomite bedrock)
- ScB** (St. Charles silt loam, 2-5% slope eroded, Well to moderate drainage, Typic Hapludalfs, Glaciated uplands, on ridgetops and upper sided slopes)

Note: Typic Hapludalfs is a classification based on soil properties; in this case the soils form simple soil horizons or layers of a fine loamy texture. They develop in deep loess (wind-blown silt) and loamy glacial till under mixed hardwood forest vegetation in a humid temperate climate  
 Source: Soil Survey of Dane County, Wisconsin. USDA Soil Conservation Service, 1972.

## Lake View Hill Park - Existing Soils



## Slopes and Hydrology

Lake View Hill Park remains one of the last undeveloped hilltops in Madison; the apex of the hill occurs in the north-central portion of the site and natural slopes vary between 1-20% across the site. Human use has resulted in some moderately steep slopes prone to erosion. Portions of the park north of the hill's apex drain north to Cherokee Marsh; portions to the south, including the Dane County Health and Human Services campus, drain south to Northport Drive and eventually into Lake Mendota.

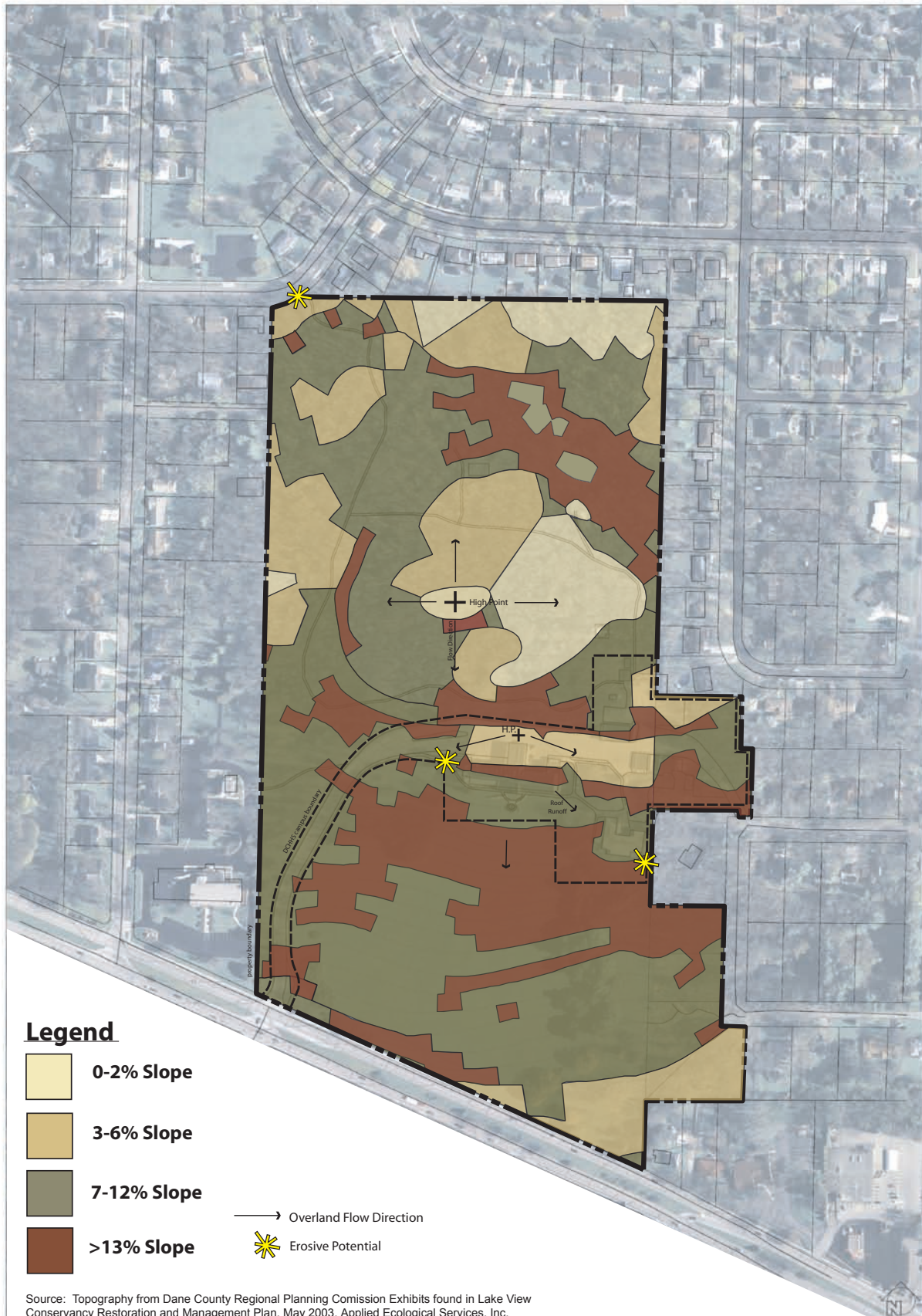
Erosion and on-site hydrology were identified in the initial stages of the master planning process as a concern both at the site-scale and within the context of the larger neighborhood. Vegetative restoration efforts that restore the native ground layer of vegetation have increased infiltration in those areas of the site.

## Watersheds

The watershed boundary that separates Cherokee Marsh and Lake Mendota runs through Lake View Hill Park. The northern portion of the Park, including Conservancy Woods, drains north to Cherokee Marsh. The southern portion of Lake View Hill Park including the Great Lawn and the Dane County Health and Human Services campus and building complex drains south to Lake Mendota.

Both of these watersheds suffer from degraded water quality due to high runoff rates from adjacent land uses which carry sediment and nutrients to the receiving water bodies. As an urban park, Lake View is uniquely situated to improve down-stream stormwater quality by reducing or completely eliminating the amount of stormwater that leaves the site.





**Legend**

- 0-2% Slope
- 3-6% Slope
- 7-12% Slope
- >13% Slope
- Overland Flow Direction
- Erosive Potential

Source: Topography from Dane County Regional Planning Commission Exhibits found in Lake View Conservancy Restoration and Management Plan, May 2003, Applied Ecological Services, Inc.

# Lake View Hill Park - Existing Slopes





**Vegetation**

Extensive vegetation inventory and evaluation was performed by Applied Ecological Services in 1999 as part of the “Vegetative and Habitat Assessment for Lakeview Woods Conservancy”. The study presented the historic vegetation composition of the Park according to Ellarson as predominantly “oak opening, characterized by widely spaced, fire-resistant burr and white oaks with an understory of oak and hazel brush, prairie grasses and forbs...oak woods, dominated by more densely spaced and taller white and black oaks with associates such as aspen, hickory, cherry, white ash, black walnut, and occasionally basswood.” (Lehnhart, 1999) The report surmises that the cessation of fire in the years following the settlement of Dane County and Madison caused a gradual shift from oak-opening species to more mesic tree species and the introduction of invasive, exotics which drastically altered the character of both the ground layer and mid-story shrub layer.

In 2007, options for lowering mowing costs were explored by Dane County Parks and the Friends of Lake View Hill Park, which resulted in the concept of managed meadows. Managed meadows are areas within the Park that are mowed once a year, prior to Rhythm and Booms. Mowing also occurs in these areas as needed to control noxious weeds and woody vegetation, particularly on the east side of the front slope under the pines.



*Managed Meadow with Wildflowers*



*Conservancy Woods in June*



*Mowed Lawn and Managed Meadow*

The existing vegetation of Lake View Woods is varied in composition and location:

- **Mesic Young-Growth Woods** with occasional large red and white oaks, white ash, and boxelder in the northern segment of Lake View Woods;
- **Dry-Mesic White Oak-Red Oak Woods** (including black cherry, ash, buckthorn, dogwood, honeysuckle, woodbine, and Jack-in-the-pulpit) in the central portion of Lake View Woods;
- **Dry-Mesic White Oak-Hickory** (black cherry, dogwood, honeysuckle, woodbine, and wild geranium) in the southern portion of Lake View Woods;
- **Estimated 100 woody and herbaceous understory plant species** in Lake View Woods;
- **Widespread invasion by non-native aggressive species** including common buckthorn and Tatarian honeysuckle within Lake View Woods;
- **Mixed conifers, oaks, and other hardwoods** southwest of the Dane County Health and Human Services campus;
- **A mixed conifer border** southeast of the Dane County Health and Human Services campus;
- **Mowed bluegrass lawn** south of the Dane County Health and Human Services campus stretching to Northport Drive;
- **Managed meadow** flanking the bluegrass lawn south of the Dane County Health and Human Services complex on both the east and the west sides of the slope;

- **Test plots as part of on-going restoration research** by Applied Ecological Services;
- **Emerging population of butternuts** transplanted by the Friends of Lake View Hill Park;
- **Vegetation massings** linked to the historic use of the property as a tuberculosis sanatorium.

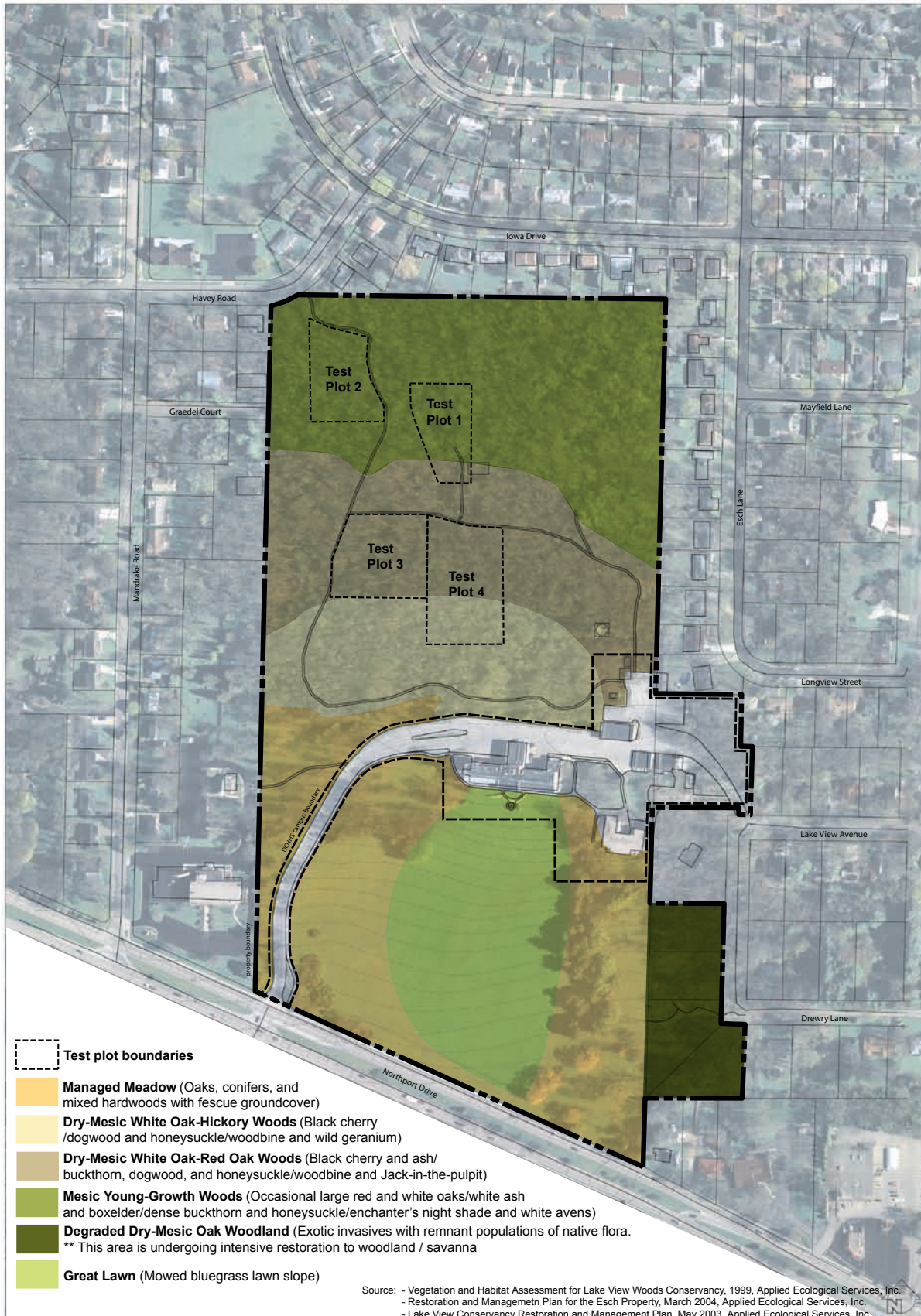
There is a small population of yellow giant hyssop (*Agastache neptoides*) located within the Park; the species is on the State of Wisconsin Threatened and Endangered Species List. Other known plant populations of special interest within the park include tall milkweed (*Asclepias exaltata*) and Hellebore (*Epipactis helleborine*).



*Left: Butternut Plantings in the Managed Meadow are Marked and Protected*

*Right: Research Test Plots are Monitored and Marked by Applied Ecological Services*





## Lake View Hill Park - Existing Vegetation





## Wildlife

Lake View Hill Park is home to a number of common urban wildlife species including white tailed deer, squirrels, and raccoons.

Avian surveys have been conducted in Lake View Woods, including a survey performed by Applied Ecological Survey during the Spring and early Summer 1999 breeding season and Audubon surveys performed by Friends of Lake View Hill Park on an annual basis. The study by Applied Ecological Services used four study points throughout Lake View Woods and a total of 57 species of birds were recorded. The dominant species were listed as crow, black capped chickadee, eastern wood pewee, and cardinal.

Residents and employees of the Dane County Health and Human Services buildings relay stories of sandhill cranes and red-tailed hawks that frequent the front lawn and managed meadow areas to the south of the Dane County Health and Human Services campus.



*Urban Wildlife Abounds at Lake View Hill Park*

## Viewsheds

Lake View Hill Park occupies one of the highest points in Madison. Views to the south from the Dane County Health and Human Services campus stretch over the Village of Maple Bluff, across Lake Mendota, and to the University of Wisconsin-Madison campus and the State Capitol. Likewise the Park and associated buildings can be seen from the Memorial Union and other key points along the southern shore of Lake Mendota.



*The Administration Building (Main Sanatorium Building) as Seen from Northport Drive / Highway 113*

## Archaeological, Cultural, and Historical Resources

The parcel of land that is now Lake View Hill Park was initially developed as a tuberculosis sanatorium because of its physical isolation from the City of Madison and its location northeast of the City's boundary in the early 1900s. The main sanatorium building was constructed to house patients afflicted with the incurable disease. The

Nurses' Dormitory housed doctors and nurses who lived on the property and made their way from the main treatment building to their living quarters through underground tunnels and passageways. The landscape associated with the facility included water features, strolling paths, purposefully planted vegetation massings, a decorative fountain, and a wishing well. A working landscape provided the facility with fresh food: a hog pen, orchard, bee hives, and vegetable gardens.



*A Decorative Metal Arch East of the Administration Building (former Sanatorium) is a Remnant from the Sanatorium Building Complex and Strolling Grounds and Frames a View of Lake Mendota*



The history of the Park as a tuberculosis sanatorium is an incredibly unique component of the Park property. On April 15, 1993 contributing buildings were listed on the National Register of Historic Places both for architecture and their historical significance as a medical facility. The five contributing buildings include the Administration Building (Sanatorium Building), the Nurses' Dormitory, the Power House, the Water Utility Building, and the Water Tower. The full listing documentation, included as an appendix to the report prepared by Great Lakes Archaeological Consulting and Services, Inc. (2008), describes in detail the historical political, social, and medical environment during the time period that the sanatorium was constructed.

Initial archaeological investigation and documentation of the property began in 1998 when Archaeological Consulting and Services, Inc was hired to perform a field inventory of archaeological resources on the Lake View Property. "*A Phase I Environmental Audit of a Portion of the Old Lakeview Sanatorium Property in Madison, Dane County, Wisconsin*" (1999) contains information on land use history and presents the findings of three field visits. The report suggested that additional analysis be conducted and that any projects be coordinated with the Wisconsin Burial Site Preservation Office and the Compliance Section of the Wisconsin Historic Preservation Division.

Great Lakes Archaeology was hired in spring of 2008 to conduct a follow-up study of key features and to construct a land use history of Lake View Hill Park. No prehistoric archaeological sites were identified during these more recent field investigations; the single earthen mound north of the water towers was identified as an embankment for an ice rink used by sanatorium employees and patients, not a pre-European mound grouping. Extant cultural features documented on the grounds of Lake View Hill Park were all associated with the use of the property as a former tuberculosis sanatorium including:

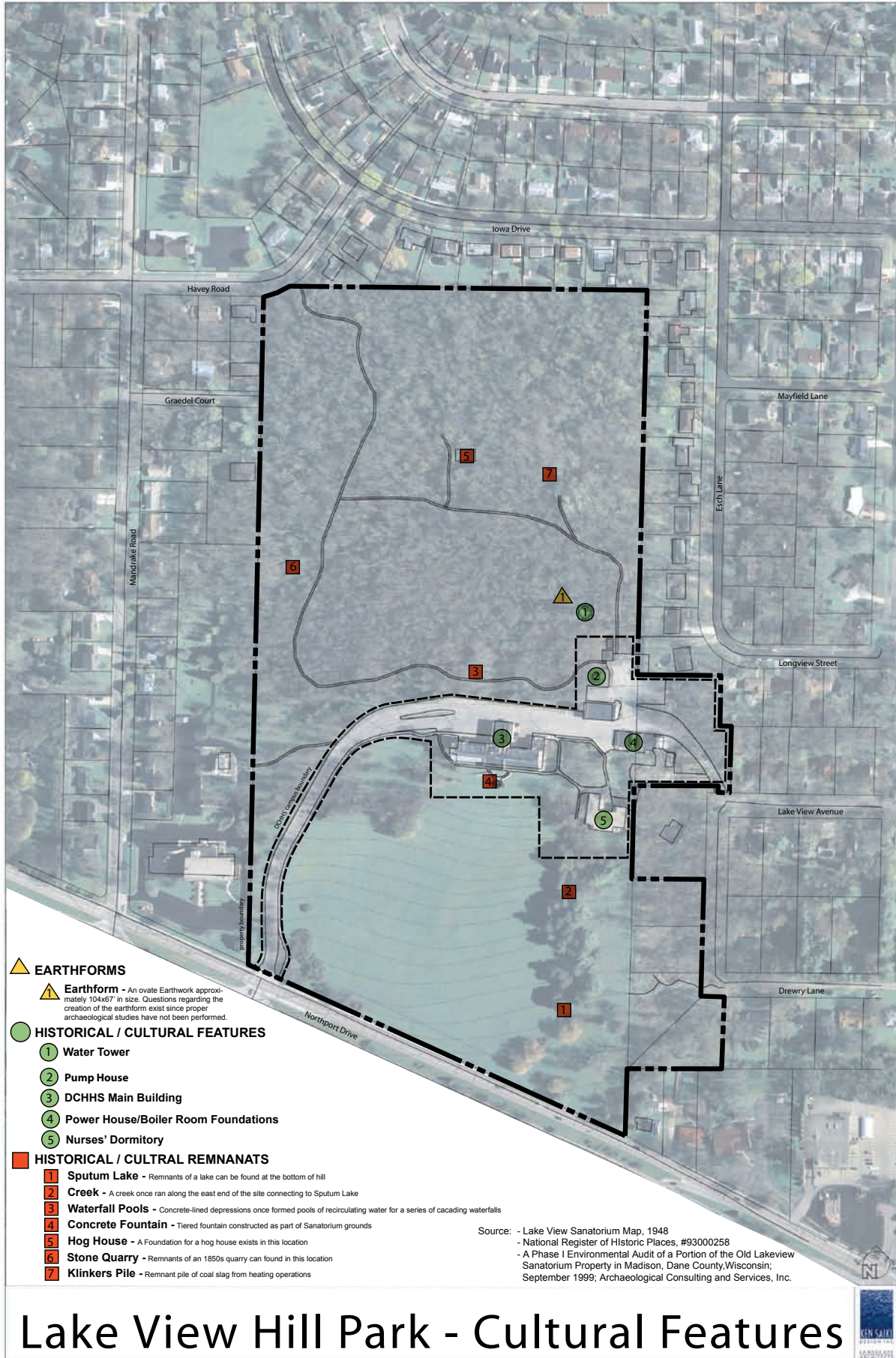
- **Sanatorium building complex listed on the National Register of Historic Places**
- **Fountain**
- **Wrought iron gateway/arch**
- **Hog pen foundation**
- **Cinder pile**
- **Ice rink earth form**
- **Concrete waterfall pools**
- **Concrete and earth form watercourse south of the Nurses' Dormitory**
- **Rock wall grotto**
- **Sputum Pond depression**

Non-contributing buildings on the property include a pump house, newer power house, garage and maintenance building, and associated cooling buildings for the cell tower service providers.



## Lake View Hill Park - Existing Features





## Lake View Hill Park - Cultural Features



## SITE ANALYSIS

### General

#### Opportunities

Increase communication among a diversity of key stakeholders including, but not limited to:

- Dane County Land and Water Resources Department
  - Dane County Health and Human Services Department
  - Friends of Lake View Hill Park
  - Lake View Neighborhood Association
  - Northport-Warner Neighborhood
- 
- Increase awareness of park within the Dane County Park system through enhanced trailheads and wayfinding signage
  - Increase awareness of park boundaries through trailhead enhancements and boundary markers
  - Increase the perception of linkages between numerous Dane County Natural and Cultural Resources through public awareness and signage within park

#### Constraints

- Communication among a diversity of stakeholders and governmental departments is often challenging

### Location and Context

#### Opportunities

- Linkages to City of Madison bicycle and pedestrian trails could enhance access to the Park
- Service along Northport Drive by Madison Metro Bus Routes provides alternative transportation options to the site

- Physical location of Lake View Hill Park between Warner Park (south) and Cherokee Marsh (north) provides a potential for connecting greenspaces or trail systems within the City's infrastructure
- Location within the Lake View Neighborhood allows a unique blend of conservation and recreation opportunities
- Location surrounding Dane County Health and Human Services provides nearby picnic areas and walking trails for office employees

#### Constraints

- Potential for over-use by growing population could affect the physical park infrastructure

### Geology and Soils

#### Opportunities

- Diversity of terrain offers opportunities for various levels of trail types
- Past soil disturbances provide insight on historic land uses and offer educational potential

#### Constraints

- Highly erodible soils found throughout the park could constrain trail development or other infrastructure

### Topography and Hydrology

#### Opportunities

- Hill-top terrain offers vantage points to other area cultural and natural resources
- Site has an ample vegetative buffer and area to retain more stormwater on-site



## Constraints

- Steep slopes in some places exacerbate stormwater runoff and erosion
- Providing accessibility on all trails may not be possible due to steep slopes and impacts on key vegetation communities

## Vegetation

### Opportunities

- Areas of park have continued restoration potential
- Plantings associated with property use as sanatorium complex have added historical and cultural education potential
- Continued management and test plots by Applied Ecological Services provides an educational tool related to urban restoration and conservation management
- Managed meadow provides opportunities for education, low-cost maintenance, and research into best stormwater management practices.
- Mowed lawn provides a designated area for active recreation and larger community gatherings
- Mowed lawn maintains historical context of Health and Human Services grounds
- Butternut plantings provide an opportunity for a study of a potentially resistant strain of plants to butternut canker disease
- Areas of special interest plant communities on-site are an education and seed-bank resource
- Exotic invasive understory can be replaced with native understory vegetation to

maintain privacy into backyards and homes of adjacent properties

- Vegetation restoration along park edges provides an opportunity for educating neighbors about native plant species and conservation measures in an urban setting

## Constraints

- Invasive species often dominate the understory layer of Lake View Woods
- Continued management and restoration is costly and labor intensive
- Mowing bluegrass lawn uses fossil fuel resources and is costly
- Oak regeneration within Lake View Woods is low
- Managed meadow weed control is difficult
- Vegetation management along park edges may create conflicts with adjacent landowners who perceive park land as an extension of their property as screening or buffering

## Wildlife

### Opportunities

- Wildlife and bird watching opportunities abound
- Abundant wildlife provides an opportunity for species monitoring and environmental interpretation of wildlife habitat in an urban setting
- Enhanced bird and wildlife opportunities can occur through continued vegetation restoration

## Constraints

- Deer population is having an impact on existing vegetation, in particular some of the native flora restoration activities
- Bird and wildlife populations may shift as vegetation restoration efforts clear out exotic invasive understory in some areas
- Birds using trees or shrubs as roosting areas will continue the spread of invasive species through seed dispersal

## Viewsheds

### Opportunities

- Lake View Hill provides incredible views across Lake Mendota to the Isthmus
- The Health and Human Services office building and water tower would provide elevated views to even more surrounding cultural and natural resources

### Constraints

- Construction of cell-tower equipment and associated cooling facilities at the base of the water tower detract from the historical cultural setting
- High level of security in the Health and Human Services office building limits opportunities for elevated views
- Use of water tower for elevated views could increase the presence of undesirable users and be a high risk liability

## Archaeological, Cultural, and Historical Resources

### Opportunities

- Explore and expose the history of the site as a sanatorium grounds and an early example in our society of the use of nature and natural environments in healing
- Create interpretive/educational displays or informational materials related to the history of the site and some of the features still present
- The Nurses' Dormitory could provide a location for a central welcome and interpretation center
- Historic buildings could be renovated to provide more access to the general public

### Constraints

- Restoring and maintaining historic buildings can be extremely costly
- The interface between the private areas of the Dane County Health and Human Services work and the public has to be carefully planned

## PLAN RECOMMENDATIONS

### Designation

The master plan recommends that Lake View Hill Park be reclassified as a Historical/Cultural Site within the Dane County Parks classification system. This designation would highlight the importance of the site's history as a sanatorium, while supporting the restoration/conservation and passive recreation uses within the site.

The plan proposes to retain the name Lake View Hill Park, yet formally name the wooded area north of the Dane County Health and Human Services complex Lake View Conservancy Woods, or simply Conservancy Woods. The naming of this particular area of the Park conveys its management as a focus area with the Park's boundary for natural areas conservation and vegetation restoration. Trail development and expansion within Conservancy Woods is limited.

### Recreation

The master planning process identified a number of recreational and educational uses that would be appropriate to develop within the Park:

- Walking
- Nature walks and study
- On leash dog walking
- Picnicking

### Walking

Existing walking trails provide opportunities for users to explore Lake View Hill Park and connect the Park to the adjacent neighbor-

hoods. The master plan proposes minimal expansion of trails in Conservancy Woods; trail expansion only serves to provide access from the main trail to unique cultural-historical remnants such as the Hog Pen Foundation or the Cinder Pile and escarpment overlook.

Trail development in the southern portion of the site is increased, providing looping routes for users to walk and also providing direct access to areas of cultural-historical significance. Trail development in the southern half of the site occurs primarily at the perimeter of the Park, leaving the Great Lawn open and undeveloped and preserving the view from Northport to the Administration Building (Sanatorium Building).

The Park would benefit from a handful of strategically located benches placed adjacent to existing and proposed trails. The placement could take advantage of spectacular views, interpretive features, and particularly interesting open spaces.



*Benches can be Formal or Informal*



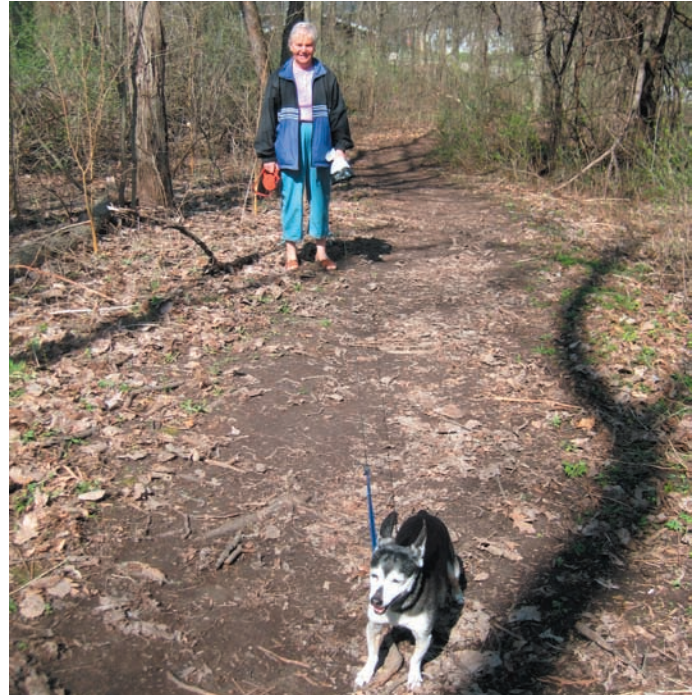
## **Nature Walks and Study**

The Friends of Lake View Hill Park have worked with Applied Ecological Services to restore and manage test plots within Conservancy Woods. A small population of butternut trees is being managed within the Park boundary and additional restoration efforts are underway in the Esch Addition. These restoration efforts are valuable educational tools, providing users with the opportunity to view and study vegetation restoration over the course of months and years. As invasive exotic species are removed and natural flora is restored, an increased diversity of fauna may also provide educational viewing and study opportunities.

The Friends of Lake View Hill Park have undertaken bird inventory and monitoring activities within the Park. Continued monitoring is a valid and informative activity for a diversity of potential users and partners.

## **Dog Walking**

Dog walking in Lake View Hill Park is a particularly popular existing use. Dog walkers are required by Dane County Ordinances to purchase a Dane County Park Permit for their Dog to be in a County Park and maintain their pets on a leash and be under control at all times. This activity appears to have little impact on park infrastructure and natural resources at this scale; dog walkers constitute a strong support group for the preservation of the Park and dog walking will continue to be an appropriate use within the park provided a respectful relation-



*Dog Walking is a Popular Activity within the Park*

ship between all users can be maintained.

Adding small, strategically placed dog litter containers at park gateways would encourage users to continue to use the park appropriately. Containers should only be provided if they are maintained by the Friends of Lake View Hill Park.

## **Picnicking**

The Park is often used for informal picnicking and small group gatherings, particularly by Dane County Health and Human Services employees and Friends of Lake View Hill Park. A designated gathering area around the fountain south of the main building with added seating could provide a formal space for some of these low-impact uses. The front lawn and benches could provide additional informal picnicking opportuni-

ties. Trash receptacles should only be provided if the Department of Health and Human Services or the Friends of Lake View Hill Park agree to accept responsibility for trash pick-up.

## Environmental Education

The location of the park within the urban context of Madison and close proximity to a number of public and private schools offers the unique opportunity for the park to provide an educational outlet and resource for these groups. Likewise, community service groups could also benefit from educational programs and projects within the Park's boundary.

## Historical-Cultural Resource Interpretation

The story of the creation and use of Lake View Sanatorium as a medical healing facility for patients inflicted with tuberculosis imparts a unique historical perspective for this valued piece of land. Originally selected for its views, outdoor location, and mixture of woodland and savanna, the park continues to be a green jewel in the urban fabric because of these same physical attributes.

The master plan supports the role of the Park in providing information and interpretive opportunities that highlight the history of the site as an early example of the connection between healing and restorative landscapes.

Interpretive opportunities related to the site's use as a healing facility include:

- **Administration Building (Sanatorium Building)**
- **Nurses' Dormitory**
- **Passageway between the main sanatorium building and the Nurses' Dormitory**
- **Rock wall grotto**
- **Wishing Well**
- **Historic watercourse from upper waterfalls to Sputum Pond**
- **Sputum Pond**
- **Historic roadway at entrance from Northport Drive**
- **Sanatorium vegetable gardens**
- **Lake View Neighborhood Cemetery (adjacent the Park to the west)**
- **Stone quarry**
- **Limestone stacked wall**
- **Waterfall pools**
- **Great Lawn Fountain**
- **Gateway Arch**
- **Ice Rink earthworks**
- **Sanatorium beehives**
- **Sanatorium Hog Pen**
- **Cinder (Klinkers) Piles**



*The Great Lawn Fountain is Currently Used as a Planter for Flowering Perennials*



Other historical perspectives and events can also be highlighted and interpreted including:

- **John Muir's fabled visit to Lake View Hill for a view of Madison before departing to Portage**
- **Potential pre-European significance**

The master plan recognizes the significance and importance of the landscape and grounds as part of the historical-cultural resources of the site and supports the recommendation in the 2008 "Historical, Archaeological, and Geological Features Inventory, Lake View Hill Park, Madison, Wisconsin" report that a Landscape Architectural Historian specializing in health care environments be retained to investigate the extant landscape features in further detail.

The physical manifestation of the interpretive information could be achieved in a variety of ways, or a combination thereof:

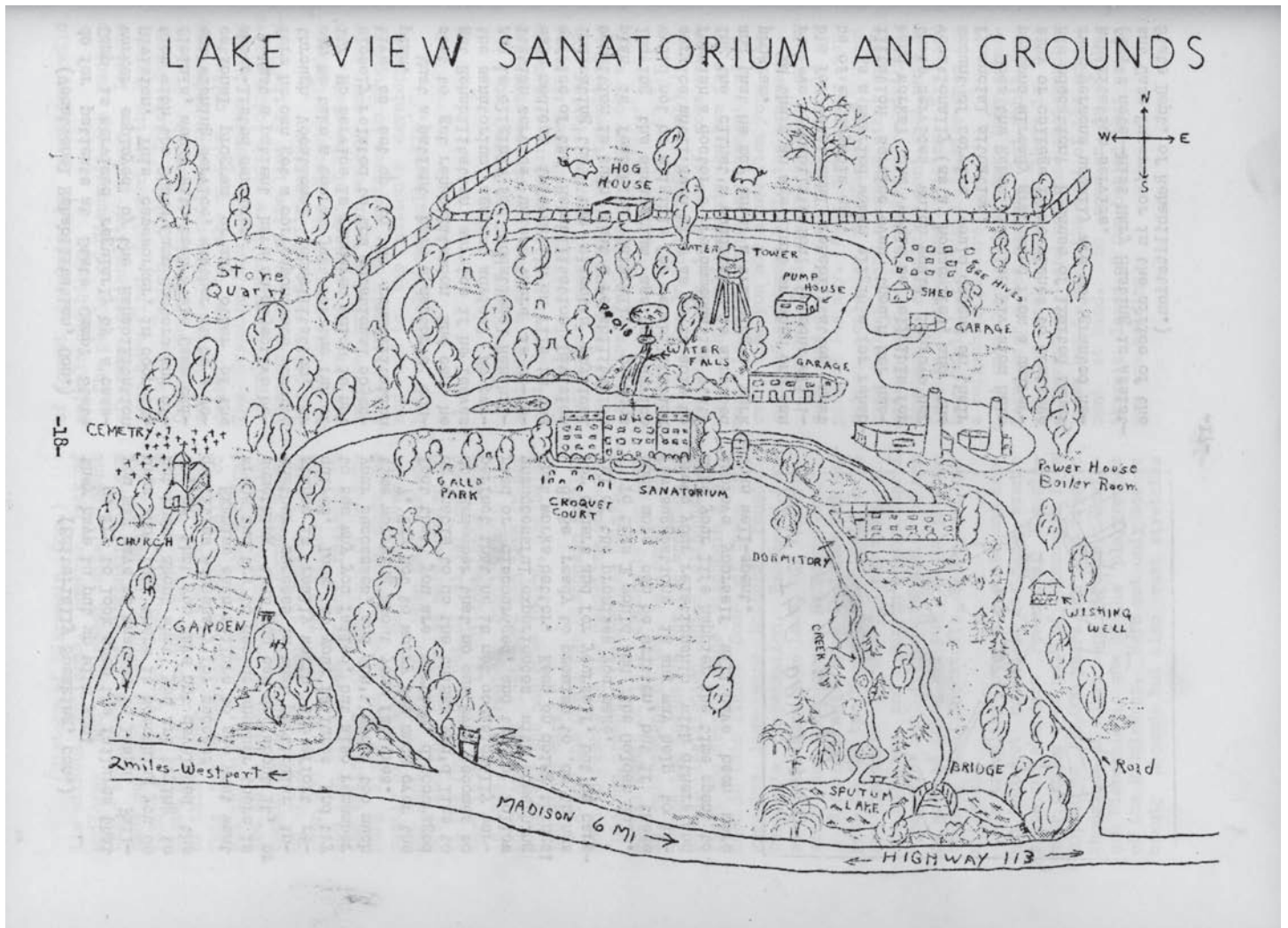
- **Creation of an interactive digital archive on the history of the Lake View Sanatorium and self guided tour of historical landscape features on the Dane County Parks website;**
- **Unobtrusive signage located at major site and architectural features that tell the story of the site's former use as a tuberculosis sanatorium;**
- **A self-guided tour of the architectural and site features along with the site's story and excerpts from The Wheeze, a patient-published newsletter;**

- **A self-contained mini-museum dedicated to the history of the site and located within or nearby the Park's boundary;**
- **A workshop or educational series open to the public with guided tours of individual aspects of the healing landscape and the site as a whole.**



*Remnants of Landscape Features Associated with the Sanatorium are Discernable in the Early Spring Before Leaves Appear on the Vegetation that Encroaches on these Cultural Historical Features*

*Top: Concrete Pools for Historic Waterfall  
Bottom: Concrete Ramp , Hog Pen Foundation*



*Hand-Sketch by a Sanatorim Patient Circa 1948 Depicting Many of the Sanatorium's Landscape and Garden Features*







**Community Interface**

The master plan recommends that Lake View Hill Park continue to explore greater connectivity to adjacent land uses at a neighborhood scale. The Plan proposes additional trail connections from the Park to the Longview Street/Esch Lane intersection and from the southeast corner of the Park to Northport Drive/Highway 113. The location of these proposed connections corresponds to the existing patterns of human use that have already created informal narrow, rutted footpaths between the Park and the Lake View Neighborhood.

Northport Drive/Highway 113 separates Lake View Hill Park from other parks and greenspaces and also from the neighborhoods to the south. The Plan proposes that Dane County Land and Water Resources Department begin a dialogue with the City of Madison and the State of Wisconsin Department of Transportation to address safe pedestrian access across Northport Drive/Highway 113. The possibility of a pedestrian overpass or land bridge connecting the park to the south was a common discussion during the master planning process. The master plan depicts an implied connection between Lake View Hill Park and Warner Park in the southeast corner.

The existing uncoated chain link fence at the base of the southern slope of Lake View Hill Park serves the singular purpose to prevent winter sledders from crossing onto Northport Drive. It is a physical and visual

separation between the Park and the Neighborhood and could serve to enhance rather than detract from the view to the Administration Building (Sanatorium Building). The master plan recommends replacing existing chain link fence at the base of the Great Lawn with a black vinyl coated fence or painting the existing fence black. It also recommends a gateway location at the southeast corner of the park to invite users into the park from the Northport Drive/Highway 113.



*The Chain Link Fence along the Northport / Highway 113 Corridor Contains a Gate and a Pedestrian "Cow Path" Through Longer Meadow Vegetation, Indicating a Desire by Users to Connect to the Park in this Location*

## STORMWATER MANAGEMENT

Areas of highest infiltration occur in Conservancy Woods, where a canopy layer and mid-layer of vegetation already exist. Additional vegetation management efforts in Conservancy Woods are restoring a native ground layer of sedges and other flora capable of holding additional soil and nutrients on-site. Areas of lowest infiltration occur on the paved surfaces and rooftops of the Dane County Health and Human Services building complex. These areas of low infiltration capacity should receive priority when addressing site-specific stormwater management opportunities which include:

- **The use of porous pavement types for parking lots when resurfacing becomes necessary**
- **Downspout locations on facilities within the Dane County Health and Human Services Campus could be disconnected from City stormwater infrastructure or directed differently to empty into alternative conveyance and storage systems like site-scale rain gardens or Park-scale bioretention swales;**
- **Strategically locate areas of native vegetation or other stormwater management measures at the perimeter of the parking lot to directly and immediately capture stormwater runoff from paved surfaces;**

- **Restoration of the historic watercourse south of the Nurses' Dormitory as a bioretention swale to accept roof drainage from the Administration Building and portions of the campus parking lot with native plantings and pedestrian access for environmental education purposes;**
- **Areas of managed meadow along the flanks of the Great Lawn;**
- **Continuation of current efforts to remove invasive species in the Esch addition and focus initial vegetation efforts on restoring ground layer vegetative species.**

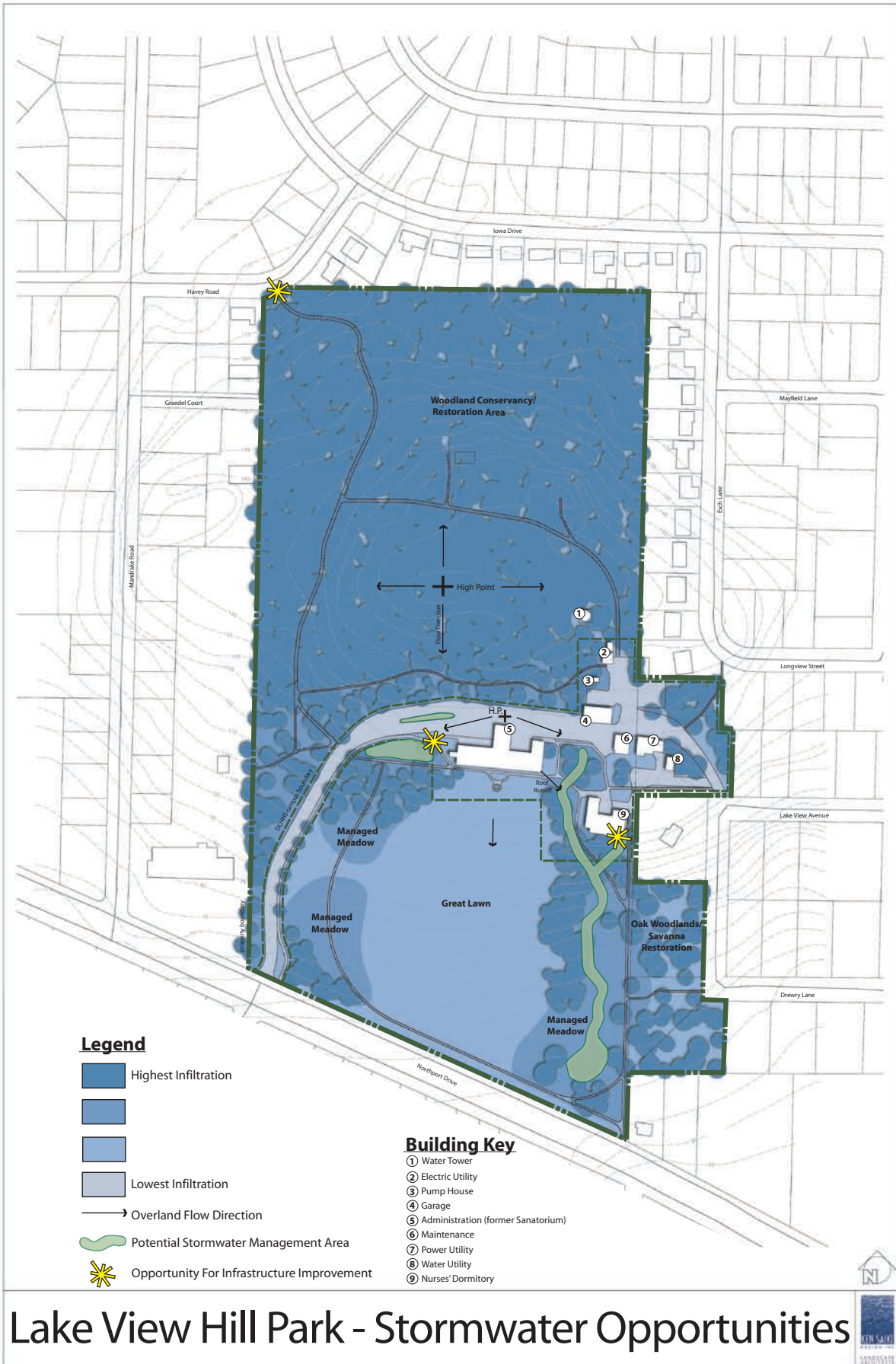


*Erosion from Stormwater Runoff is an Issue*

*Top: East of Nurses' Dormitory*

*Bottom: North Entrance to Lake View Hill Park*







## VEGETATION MANAGEMENT

Vegetation management and restoration efforts within Lake View Hill Park have followed the procedures and guidelines outlined in the *Restoration & Management Plan for the Esch Property* (2004) and the *Lake View Conservancy Restoration & Management Plan* (2003) prepared by consultant Susan Lehnhardt of Applied Ecological Services, Inc. The overall restoration and management objectives of the plans are to restore and achieve a healthy woodland setting resembling the native biodiversity and ecological functions of the oak woodland/savanna community that early records suggest were present within the Park at the time of settlement; and to enhance habitat features to attract and sustain wildlife.

The Friends of Lake View Hill Park have dedicated significant amounts of time and energy removing invasive and exotic species including European Buckthorn, Tatarian Honeysuckle, and Garlic Mustard. In addition, Dane County Land and Water Resources Department has contracted directly with Applied Ecological Services to perform site-scale restoration and invasive species removal services within the Park boundary. Native plantings and the removal of invasive species has mostly occurred in the southern portion of the Conservancy Woods. Over 50 ground layer plant species were planted throughout this area and are expected to flourish with ongoing management. The removal of invasive species is a priority throughout the site.

The master plan supports continued efforts to expand vegetation restoration in specific areas of the site and continue management techniques in areas already under management. The plan also supports ornamental plantings or landscaping linked to the historic use of the property as a tuberculosis sanatorium or its current use as the Dane County Health and Human Services Department office building, if maintained by the Friends of Lake View Hill Park or other outside entity.

Key recommendations include:

- **Maintain lawn-like character at southern slope (oval-shaped area), purposefully named Great Lawn, to convey the significance and historical contextual reference to the Administration Building;**
- **Explore low-maintenance options for ornamental plantings within the campus area, particularly near the Administration Building and fountain gathering area that are in character with the historical and architectural setting;**
- **Increase the area and extent of managed meadow / shortgrass prairie along the east and west flanks of the Great Lawn;**
- **Prepare a management plan and recommendations for the specific managed meadow / shortgrass prairie similar to the existing plans for the Esch Addition and Conservancy Woods;**

- Continue restoration of the Esch Addition to an oak savanna as outlined in the Restoration and Management Plan for the Esch Property (2004);
- Continue restoration in the Conservancy Woods as outlined in the Lake View Conservancy Restoration & Management Plan (2003).
- Continue to rely on the Friends of Lake View Hill or professional services to coordinate and carry out restoration activities.

**FACILITY DEVELOPMENT**

The master planning process identified a number of facilities or structures that would be appropriate to develop within the Park:

- Gateways and Trailheads
- Trails
- Gathering Areas and Structures
- Roads and Parking
- Signage

**Gateways and Trailheads**

Gateways and trailheads work in conjunction with one another to assist Park uses in identifying access points, providing users with information specific to the Park, and increasing the visibility of the Park from outside the Park boundaries. Gateways act as thresholds, suggesting the transition between non-park land and park land. Trailheads typically mark the beginning of a primary trail segment and provide a sign or

kiosk-type structure that contains instructional and/or informational resources for park users such as:

- Park hours
- Rules and regulations
- Emergency contact information
- Self-guided historic resource maps and tours
- Information on vegetation management efforts
- Park history and background
- Friends group contact information
- Dane County Parks logo and contact information

The master plan recommends historic-based arched gateways at each major entrance to the park, similar to the existing arched gateway east of the Administration Building, signifying the use of the site as a healing landscape and tying the greater Park boundary to the Dane County Health and Human Services campus. The master plan also recommends upgrading existing trailheads by providing visually unobtrusive Dane County Parks signs or standard kiosks with information specific to Lake View Hill Park. Kiosks would be provided at one or two key locations, not necessarily at all four primary trailheads.

**Trails**

The master plan recommends upgrading existing trail systems to have a minimal impact on vegetation and wildlife and to address existing small-scale erosion issues. It also recommends modest expansion of the trail system, concentrated primarily in the

southern portion of the Park, to provide increased access and connectivity to historical interpretive areas and greater flexibility in walking routes and “loops” within the Park boundaries. Specific upgrades to the existing trail system include:

- **Realign any existing trails to avoid all steep slopes, take advantage of all areas with minimal slopes, and mitigate existing erosion issues;**
- **Create a trail resurfacing program that considers ADA accessibility standards, historical settings, volunteer activity, and annual trail maintenance to support community-wide access and prevent trail degradation and erosion issues that occur over time from frequent use;**
- **Investigate acquisition of property or an easement to facilitate a trail connection to the Park from the Lakeview Neighborhood at the intersection of Esch Lane and Longview Street;**
- **Coordinate sidewalk and path development between Lake View Avenue and proposed primary trailhead east of Lakeview Lutheran’s historic chapel with Dane County Health and Human Services Facilities Manager;**
- **Coordinate stairway and path restoration along Nurses’ Dormitory building with Dane County Health and Human Services Facilities Manager and Dane County Public Works Department;**
- **Create mowed path system through managed meadow areas east and west of Great Lawn oval;**

- **Reinvestigate trail connectivity and use patterns throughout the park if a pool is developed at Warner Park;**
- **Create self guided historical interpretation trail.**

## Gathering Areas and Structures

Lake View Hill Park does not provide any designated gathering areas for current users. To support the master plan recommendation of programmatic use of the park for study, field trips, projects, and other environmental and historical education efforts the master plan recommends adding a small group gathering area in conjunction with the historic fountain south of the Administration Building (Sanatorium Building).

Dane County Land and Water Resources Department should coordinate directly with Dane County Health and Human Services Facilities Department to renovate the fountain structure and the area around the existing fountain structure. The intent is not to restore the fountain to a working condition but rather create a low-profile patio area surrounding the fountain to function as a gathering area. The site takes advantage of proximity to both parking and restrooms located in the lobby of the Administration Building as well as the incredible views across Maple Bluff to Lake Mendota and the Isthmus. A site-scale design should be prepared for this area to address pavement extents, sidewalk access, seating, fountain restoration, and site-scale stormwater management.



The master plan does not support the addition of any covered shelters within the Park.

## Roads and Parking

Existing park users arrive primarily on foot from adjacent residential neighborhoods and access the park via the existing trail system. However, as the north side of Madison continues to develop, increasing pressure for urban greenspaces may increase the number of park visitors arriving from distances of greater than one mile by vehicle. The existing parking lot provides informal, shared parking opportunities during non-business hours i.e. evenings and weekends. However, parking usage by Dane County Health and Human Services employees and visitors during daytime business hours is often very high and shared parking opportunities may not be available. Dane County Parks should investigate the creation of a small designated parking area. Additional site scale examination of a parking area for slopes, impacts on existing vegetation, and visual buffering should be undertaken before any development occurs.

The master planning process facilitated repeated discussions regarding vehicular access control to and from the Park, particularly during after-hours periods. The ability for after-hours employees to access both entry and exit points for safety and security outweighed thoughts on limiting access to the main access drive by gating off the secondary access drive. If crime and vandalism within the Park and Campus continues to

be an issue, Dane County Parks and Dane County Health and Human Services departments should consider submitting a joint request for increased patrolling during after-hours time periods.

## Signage

Very little signage exists within the Park; existing signage is limited to:

- **A large, wooden identification sign near Northport Drive/Highway 113;**
- **Three smaller, wooden identification and regulatory signs at existing trailheads at Havey Road, the southwest access point to Conservancy Woods, and the southeast access point to Conservancy Woods;**
- **An informational sign identifying the restoration efforts underway in the Esch Addition**



*Existing Lake View Hill Park Signage at the Entrance from Northport Drive / Highway 113*

Signage can be utilized in conjunction with gateway and trailhead information to increase visibility and sense of place for Lake View Hill Park. The master plan supports enhancing identification and wayfinding, increasing the amount of information provided to park users and artfully identifying special or unique vegetative or historical features with unobtrusive signage.

A unified, cohesive signage design project for the park should be pursued by Dane County Parks to explore signage design and layout options that are appropriate for this specific site, gather information to be included on signage, and produce the specifications necessary for the production and installation of the signs. The project should address:

- **A desired typology and hierarchy of signs (identification, wayfinding, trailhead)**
- **Strategic locations for wayfinding and informational signs**
- **Specific signage design and information content**
- **Suggestions for temporary information signage**
- **Suggestions for any historical/cultural signage**
- **Graphic design services, if necessary for interpretive signage**
- **Construction document design for signage**



*Existing Signage At Park Entry Points and within the Park*

*Top: Restoration Signage in the Esch Addition  
Center: Signage at Entry to Conservancy Woods  
Bottom: Signage at Entry to Conservancy Woods*



## **HISTORICAL/CULTURAL RESOURCE MANAGEMENT**

Extant remnants associated with the historic use of the site as a tuberculosis sanatorium reflect the treatment protocol of the period, which entailed fresh air and a nutritious diet. Paths were constructed to allow patients to exercise and get fresh air and the landscape development around the buildings reflected the integration of landscapes as a critical element of the healing process. They also indicate a level of self-sufficiency as evidenced by the hog pen and a patient sketch indicating a large garden plot, bee hives, and a fenced pasture. While stakeholder input indicated some interest in reviving gardening on the property, further evaluation is needed to determine whether public garden plots would be suitable and feasible for the site.

The Sanatorium closed in 1966 and the landscape elements began to degrade in their natural environment. A degraded concrete foundation with metal bars is all that remains of the hog pen; waterfalls exist only as shallow concrete pools overgrown with vegetation. Aside from basic building maintenance and upkeep, historical/cultural resource management of the property has not received any attention or concerted efforts.

The master plan recommends a Landscape Architectural Historian specializing in healing landscapes or medical landscapes be retained to conduct a study of the site's significance as a sanatorium and provide

recommendations for interpretation, preservation and management of the extant historical and cultural resources. The landscape history plan should also provide specific recommendations for adding features to the property's National Register status and how those features should be maintained. It should also give guidance on the materials and distances that would provide appropriate landscape transitions and/or buffers between cultural remnants and adjacent vegetation or infrastructure elements.

## **PARK OPERATIONS AND MAINTENANCE**

Buildings, parking lots, drives, and walks within the Campus boundary are maintained by Dane County Health and Human Services Facilities Management Department. In Fall of 2008 Dane County Health and Human Services hired a master planning consultant, Dorscher Associates, to conduct a facilities use analysis and master plan. The plan focuses heavily on existing buildings, internal space layouts, future personnel expansion, and records storage capacity. The plan also provides general recommendations which speak to the integration of the two plans (Appendix C). The campus master plan is scheduled for completion in 2009.

Operations and maintenance of Lake View Hill Park has been a joint effort of Dane



County Parks, Dane County Health and Human Services, and Friends of Lake View Hill Park. Many of the Friends members live adjacent or near the park and have been active in annual maintenance including mulching trails and repairing erosion prone areas. Most of the grounds maintenance work is contracted out on a yearly basis and typically includes leaf collection and mulching, turf mowing, vegetation management (mowing for managed meadows), and pruning of hedges and shrubs around the buildings. Maintenance contracts are coordinated and overseen by Dane County Parks and Dane County Health and Human Services. Alliant Energy maintains a mowed utility easement along the former boundary of the park and the Esch property. Dane County Health and Human Services Facilities Department maintains all pavement surfaces including sidewalks, parking lots, exterior stairs and access drives within the Campus boundary. Continued coordination among all parties to manage and maintain the site is critically important.

Special events at the Park are managed jointly by Dane County Parks and Dane County Health and Human Services. Rhythm and Booms, an annual fireworks display, takes place in Warner Park and the Great Lawn at Lake View Hill Park sees a significant amount of use for the event. There is no special permit or fee for users of the park for this event and Dane County Parks provides portable toilets and trash containers and controls for damage to the vegetation by

regulating blanket placement on the slope. While the master plan does not provide any additional infrastructure to accommodate this event, it generally supports the community function the park provides for one evening per year.

Overall, facility maintenance is based on County policies, guidelines, and budgets. All County rules and regulations, including regulations for dogs, will apply within Lake View Hill Park unless specifically noted and posted. Any change in policy or park ordinances will require County approval.

## ACQUISITION

Lake View Hill Park is essentially landlocked by adjacent residential and institutional development to the west, north, and east and by Northport Drive/Highway 113 to the south. Acquisitions for increased acreage are not probable or recommended in this master plan.

Acquisition of an easement between Longview Street and the secondary access drive is recommended as part of the plan. An existing pedestrian footpath has been created between the neighborhood and the park in this location, suggesting a desire for a formal and recognized connection at this location. Dane County Land and Water Resources can coordinate with their real estate team to explore the possibility of this easement acquisition.



## Lake View Hill Park - Master Plan

## ACTION PLAN

Implementation of the recommendations set forth in this plan will require both monetary inputs and time. The Park currently benefits from approximately \$30,000 to \$40,000 in annual revenue that's received from a cellular phone antenna located on the top of the water tower. Revenues are currently used for general maintenance and upkeep, hiring consultants for planning efforts, and hiring contractors for specific vegetative management projects. The cellular phone revenue will continue to provide a source of funding for park improvement projects, but the limited revenue will necessitate additional revenue generation from groups like the Friends of Lake View Hill Park and by securing grants.

The master plan seeks to list a facilities development schedule for Lake View Hill Park that will assist Dane County Land and Water Resources Department and the Friends of Lake View Hill in preparing annual work plans and strategically allocating resources for current and future projects. Actions that are listed as "immediate" are tasks that could be carried out in the next 1-2 years. "Pending" actions should occur within a 3-5 year timeframe. "Future" actions should be carried out as funds and/or volunteer labor becomes available. "Ongoing" actions are actions that could be carried out on a yearly basis for an indefinite period of time or until a specific outcome is achieved.



<b>TASK</b>	<b>PRIORITY</b>	<b>*RESPONSIBLE PARTY</b>	<b>PROJECT SCOPE</b>	<b>ESTIMATED COST</b>
Continue and expand vegetation restoration and management	Ongoing	<b>DCP/FOLVHP</b>	- Contract services for vegetation restoration: conservancy woods, Esch addition, and managed meadows	\$15,000 annually
Continue and expand contracted services for grounds maintenance	Ongoing	<b>DCP/FOLVHP/ DCHHS</b>	- Update current and future contracts to reflect larger managed meadow area and mowed trails	\$12,000 annually
Develop and implement a signage plan	Immediate	<b>DCP/FOLVHP</b>	- Develop a plan for wayfinding, identification, interpretive, and trailhead signage. - Install and fabricate signs	DCP will develop signage plan. Cost of Signs: \$10,000
Upgrade trailheads and park entrances	Immediate	<b>DCP/FOLVHP</b>	- Fabricate and install 1 central kiosk - Fabricate and install 5 gateway arches	Kiosk: \$4,000 Arches: \$15,000
Develop gathering area	Immediate	<b>DCP/FOLVHP/ DCHHS</b>	- Design and construct group gathering area around the fountain in front of the main office building	\$20,000

Evaluate historic landscape features	Immediate	<b>DCP/FOLVHP</b>	<ul style="list-style-type: none"> <li>- Hire a landscape historian to evaluate the significance of remnant landscape features and provide recommendations for preservation and management</li> </ul>	\$10,000
Develop and improve sidewalk/path connections	Pending	<b>DCP/FOLVHP/ DCHHS</b>	<ul style="list-style-type: none"> <li>- Develop sidewalk and path between Lake View Avenue and primary trailhead east of Lakeview Lutheran’s historic chapel</li> <li>- Restore stairway and path west of Nurses’ Dorm</li> </ul>	Sidewalk/path: \$6,000  Stairway: \$5,000
Design and construct stormwater management practices	Pending	<b>DCP/FOLVHP/ DCHHS</b>	<ul style="list-style-type: none"> <li>- Prepare and implement site scale designs for stormwater bioretention swale south of Nurses’ Dorm</li> <li>- Coordinate with DCHHS on stormwater management improvements for parking lot and buildings</li> </ul>	Pending development of plan.
Develop parking area for park visitors	Pending	<b>DCP/FOLVHP/ DCHHS</b>	<ul style="list-style-type: none"> <li>- Design and construct or improve small parking area to accommodate 5 – 10 stalls.</li> </ul>	\$15,000

Design a brochure and website for a self-guided interpretive walking tour	Pending	<b>FOLVHP/DCP</b>	- Hire professional services to design brochure and website to interpret and highlight cultural/historical aspects of park	\$10,000
Restore remnant historic landscape features	Future	<b>DCP/FOLVHP/DCHHS</b>	- Restore historic landscape remnants (i.e. waterfalls, rock wall grotto) if deemed appropriate by landscape historian	Unknown
Upgrade and improve shared amenities	Future	<b>DCP/FOLVHP/DCHHS</b>	- Refinish fence at bottom of hill to improve aesthetics and blend with character of gateway arches - Coordinate with DCHHS to restore and reconstruct stone wall north of parking lot	Fence: \$5,000

*\* Responsible party indicated in bold type is the project leader for the task.*



## SUMMARY

In 1991 a developer proposed a condominium-type development on a portion of the Lake View Hill Park property. Neighbors and citizens rallied, lobbied, and worked together to express to the City and County the value of the land as a community greenspace. These stakeholders fought for the parcel of land because it was a place that they had frequently explored, come to understand the value of, and ultimately loved.

Lake View Hill Park is a precious greenspace resource that provides passive recreation opportunities to all users, and especially for those in the Northport-Warner Neighborhood on Madison's north side. The Park's intriguing history as a County-run tuberculosis sanatorium in the mid-1900s remains an untapped resource for cultural and historical interpretation and education. It may be one of the few facilities in the entire country that has been able to retain remnants of the landscape's role in healing. Reclassifying the site to a Historical/Cultural Site will highlight the historical significance of the Park and connect visitors to its unique function as a sanatorium.

The master plan does not propose drastic changes to the Park as it exists today. Instead, it seeks primarily to highlight the educational potential of the site as a historical/cultural resource, a model for native vegetation restoration in an urban setting, and a resource to explore varied stormwater management techniques and technologies. Modest trail expansion and the addition of a few

low-impact facilities seek to address user preferences without negatively impacting existing historical or vegetative resources.

Because of the efforts of a small group of citizens that began in 1991, Lake View Hill Park will remain protected within the Dane County Parks System for future generations to frequently explore, begin to understand, and ultimately love as a valued resource and community asset.







# **APPENDIX**

## APPENDIX A -- PUBLIC PARTICIPATION SUMMARY

The following is a list and brief summary of meetings held with stakeholder groups and the general public during the 2008 master planning process.

### Stakeholder Input Meetings

Dane County Land and Water Resources worked with Ken Saiki Design to identify target user or stakeholder groups and small group meetings were held with each of the stakeholder groups. A list of prompting questions were provided to help spur thoughts on stakeholder’s dreams and vision for the park; their hopes and fears; and their general experience as users and stakeholders from the community.

Input meetings included:

- Dane County Health and Human Services Employees; April 10, 2008
- Friends of Lake View Hill Park Board of Directors; April 10, 2008
- Friends of Lake View Hill Park; May 3, 2008
- Lake View Neighborhood Association; May 17, 2008

Prompting Questions distributed to attendees were as follows:

- What is your overall perception of The Park? Has your perception changed over the years? If so, in what way(s)?
- How do you use The Park as individuals and how do you interact with The Park?

- What, if any, facilities do you find inadequate or missing within The Park?
- Have you experienced difficulties or conflicts with others in The Park? How do you resolve conflicts related to The Park?
- Are there uses within The Park or on adjacent lands that you see as enhancements to The Park? Are there uses within The Park or on adjacent lands that you see as conflicting with The Park?
- Do you have any key goals for The Park that you would like to share?
- What is your vision for the park in 5 years? 10 years? 25 years?
- Do you have a story or an anecdote about The Park that you would care to share?
- Is there anything specific you feel we should know about The Park that we may not be able to pick up from the previous planning efforts and/or studies?

### Public Meeting – Number One

The first of three public meetings was held on **June 18, 2008** in the Warner Park Community Recreation Center. The purpose of the meeting was to provide background on the project; describe and define the site and provide site analysis information; and gather general input from a wider audience. The meeting was noticed in local newspapers including the Northside News and a direct mailing was provided to area residents. An e-mail notice was also sent to participants of previous meetings, public officials, City of Madison Parks Department, City of Madison Planning and Development Department,

and the Northside Planning Council. E-mails were also distributed to the Friends of Lake View Hill Park, the Lake View Neighborhood Association, and the Dane County Health and Human Services employees by their individual boards or master plan contacts.

The following comments were recorded:

- **Vegetation restoration and management is a good thing, though we need to view it within the context of the human use component of the park; for example with re-planting red oaks, we may want to consider very specific and purposeful locations rather than just scattering acorns because we have human infrastructure within the park to also consider.**
- **In what way will the mater plan address the edge between the park and the neighborhood?**
- **Can the master plan give guidance for residents whose property is adjacent the park for plantings that they might do both for screening/privacy and for wildlife?**
- **How can the park establish itself as a county park and not just a neighborhood park?**
- **A desire for trails to be slightly expanded, but within the framework of the park as part conservancy and within the framework of the vegetation restoration work.**
- **Hog pen foundation and associated trail should be more of a “pass through” space rather than a gathering space.**
- **Desire to draw people to the park to enjoy wildlife, natural, and cultural features.**
- **Desire to reduce the amount of mowed lawn at the southern slope**
- **Can we obtain photos/pictures of the managed meadow to use as educational tools for people who may not be familiar with the benefits or aesthetics of these areas?**
- **Can “no mow” areas be seeded heavily to support more native prairie plants and reduce maintenance costs similar to Madison City Parks?**
- **One participant envisioned most of the park as passive and nature-oriented**
- **Desire for more benches possibly placed in the Esch Addition, managed meadows, or by views.**
- **Can we call the wooded area “conservancy?”**
- **Discussion of providing facilities for users of the site i.e. restrooms, a warming house for sledders in the winter.**
- **Chris James from Dane County Parks indicated that a warming house would not be part of the park since sledding is a use that occurs but is not promoted by parks because of associated liability issues.**
- **There is a lack of pedestrian connection from the neighborhoods south of Northport/113 to the park because of the busy roadway. Is there a way to enhance/ make safer this connection?**
- **The chain link fence is ugly and limits views; it is a visual and physical barrier**



- Are there other alternatives that still function to protect sledders from going across Northport but that would be more visually appealing or fit with the character of the park?
- Chris James from Dane County Parks indicated his support to make the fenced area more visually appealing and provide more of a gateway for the park.
- There are regional connections to many other cultural and educational jewels like Troy Gardens and other attractions throughout Dane County
- Rail corridors form the connections that connect these cultural educational dots
- The master plan will not provide a regional study but may make some mention of these regional connections
- Can we (master planners) provide meeting minutes so people can see others comments and input?
- Master planning team will post a summary of all input on the website within the next week and a half and members of the public will be able to review and comment on those along with additional information as provided in the power point presentation
- Is there an opportunity to provide dog waste containers?
- Native plant nursery on Esch Addition?
- Natural/native planting area on slope above parking lot?
- Possible “park theme” could be a therapeutic park.
- Reuse of nurses dorm building as park museum.
- Can parking areas be looked at to possibly make better use of the pavement/stripping and thereby reduce the overall amount of pavement?
- Dane County Parks will not pay for this investigation as part of this master plan
- Recollections were that the Dane County Health and Human Services RFP for the campus master plan was focused on buildings and did not include any specific requests for parking studies or parking lot re-design
- Dane County Parks can bring up the issue to Dane County Health and Human Services (DCHHS) contacts but it would ultimately be in their court to pursue both financially and physically
- One participant asked if there would be any public input for the DCHHS master plan.
- Master planners for Lake View Hill Park did not know how the campus master plan would be organized in terms of public participation and input.
- There should be more dialogue with the other campus master planning efforts
- Master planners agreed but stressed that since the campus master plan has not been awarded we’re really ahead of the campus master plan process; if that comes on-line soon we will work to interface with the campus master planning consultants.

- **Public water utility may be willing to provide an overlook from the new water-tower, which will most likely have to be built in the next five years**
- **The water tower location can also move within the site as long as it's located on the water line.**

## **Public Meeting – Number Two**

The second of three public meetings was held on **October 15, 2008** in the Warner Park Community Recreation Center. The purpose of the meeting was to showcase three master plan concepts which depicted a range of park uses (see Appendix B). The concepts were developed to illicit feedback from stakeholders in order to inform the design of a single, preliminary master plan. The meeting was noticed in local newspapers including the Northside News and a direct mailing was provided to area residents. An e-mail notice was also sent to participants of previous meetings, public officials, City of Madison Parks Department, City of Madison Planning and Development Department, and the Northside Planning Council. E-mails were also distributed to the Friends of Lake View Hill Park, the Lake View Neighborhood Association, and the Dane County Health and Human Services employees by their individual boards or master plan contacts.

The following comments were recorded:

- **Have fire rings been considered for some of the public gather spaces?**

- **Chris James from Dane County Parks indicated that several parks in Dane County also have fire rings and this is something that could be implemented at Lake View Hill Park.**
- **Consider John Muir's visit to Lake View Hill as part of the historical significance of the site.**
- **Desire to preserve the willows and evergreens that exist on the site.**
- **Will the addition of more trails impact restoration efforts?**
- **The northern portion of the site is Mesic and would most likely be more densely vegetated than shown in the rendered concept plans.**
- **The park could feature parts of all three concepts presented by implementing conservation efforts in the northern half of the site, creating a prairie community in the southern half of the site, and then transitioning between the two using a horse shoe of cultural and urban elements.**
- **Could access be granted to the third floor of the building for elevated viewing and educational room?**
- **Desire to reduce frequency of mowing the large grassy slope.**
- **Create a condition where there is prairie surrounding an oval of managed meadow. The managed meadow could be allowed to grow until mowed for Rhythm and Booms, then allowed to grow until late fall and mowed once more to provide an appropriate surface for winter sledding.**

- Infrastructure related to the DCHHS campus has still not been addressed by either planning effort—there is a large concern that elements like the parking lot, which have been brought up repeatedly as a concern, will continue to be overlooked by both planning processes. Is there some way to get action on this through some Dane County department?
- A desire to seek recognition as a historic site on the National Register of Historic Places in order to protect the site.
- The path to the hog pen was not intentionally created but was a byproduct of the access needed in the restoration efforts.
- Not sure about the cinder pile and remnant skating rink serving as cultural features.
- Too much disturbance is caused by the paths that surround the interpretive nodes in the “Cultural Park” concept; more comfortable with simply dead-ending the trails by each node.
- Concern expressed that interpretive signage would be vandalized.
- Chris James from Dane County Parks explained of a different system that could be used: small brochures could contain a map of the park with the locations of the various cultural features. Individuals could then use the map to navigate to the cultural node, where a simple post with a number would indicate the location of the cultural feature.
- Community gardening in the SW corner of the site does not seem practical.
- Could there be a plant nursery for restoration?
- Desire to strengthen the link to Warner Park.
- Expressed a long-term idea to create a land bridge over HWY 113
- Conflict between wanting trails in the woodland conservancy and impacting the land and not eliminating trails in the woodland conservancy area and no one being able to enjoy it.
- In the “Urban Park” concept, make the trail in the woodland conservancy end before it meets the bottom of the steep slope.
- The end of the trail could make a small loop.
- Allowing the trail to continue up the steep slope could cause erosion.

## Public Meeting – Number Three

The third of three public meetings was held on **November 18, 2008** in the Warner Park Community Recreation Center. The purpose of the meeting was to present the preliminary master plan and to elicit additional feedback from stakeholders. The meeting was noticed in local newspapers including the Northside News and a direct mailing was provided to area residents. An e-mail notice was also sent to participants of the previous meetings, public officials, City of Madison Parks Department, City of Madison Planning and Development Department, and the Northside Planning Council. E-mails were also distributed to the Friends of



Lake View Hill Park, the Lake View Neighborhood Association, and the Dane County Health and Human Services employees by their individual boards or master plan contacts as well as the list of stakeholders who attended the first two public meetings.

The following comments were recorded:

- **A land bridge across Hwy 113/Northport should be shown on the master plan diagram**
- **The rationale for the Great Lawn (mowed vs meadow or prairie) in terms of maintenance and overall cost to upkeep is weak; it would be beneficial to see the actual cost analysis**
- **Security at the exit from the park to Longview Street (i.e. long metal arm/post) would be good**
- **Response from DCHHS Laura Huttner was that closing off an entrance might create some issues for after-hours staff using the building and may create its own security issues**
- **Trails shown flanking the southern slope / Great Lawn should meander to decrease erosion and runoff**
- **At the site-implementation these trails would meander and work with the existing contours; they would also be mowed paths vs a surface**
- **Look at nature-based, themed ornamental community art fence vs chain link at bottom of hill**
- **Response from DC Parks was that chain link provides a barrier for sledders but is flexible enough minimize risk of injury if sledders were to hit it**
- **Give John Muir a spot on the master plan (physically, not just in the text) i.e. a statue of John Muir looking out over the lakes and isthmus**
- **Emphasize the water tower as an educational tool and potential viewing platform if/when it is rebuilt**
- **More emphasis should be given to the campus as a historical/cultural landscape**
- **This may be further explained and/or expanded in the written recommendations of the master plan**
- **Dane County Health and Human Services (DCHHS) is looking at enhancing / restoring water fountain at the top of the Great Lawn**
- **DC Parks can hopefully work with DCHHS on this project to also create a group gathering area with nice benches, slightly expanded pavement area, etc**
- **DCHHS does provide some level of security on the campus (security cameras, removal of visual obstructions)**
- **Access to the main building roof is very dangerous to get to (steep stairways); the idea of a viewing platform is out of the question; the best view may still be from the fountain area on the ground**

- Access to the building itself is very limited and there is highly confidential information contained within; DCHHS gives tours to specific individuals every once in awhile for special circumstances but having access to a room within the building is out of the question with its current use.
- Two participants expressed the feeling that the preliminary master plan is a good compromise
- One participant had issues with the AES burns: what have they accomplished? they seem to be burning wildflowers in the spring
- Build a tower in the woods to take advantage of the views
- DCHHS and DC Parks should coordinate on safety issues
- What will happen to the Nurses' Dorm building? It should be utilized.
- Dignify John Muir on the plan in a physical manner
- The Great Lawn could be mowed to 4" instead of 2"; it seems like mowings on the hill are still too frequent
- Concern expressed about the Nurses' Dorm and the amount of work and \$ it would take to fix it up but using it as a museum or educational opportunity would be great
- The DCHHS campus master plan will take a much more in-depth look at the existing structure and make recommendations
- The fountain could be a great centerpiece to a group gathering area at the top of the Great Lawn
- Concern expressed for the aesthetic of the chain link fence
- Provide waste bags and containers for dogs
- Additional restoration efforts are needed in the degraded area at the entrance to the park from Longview Street
- Some concept of signage would be nice to include in the master plan, or at least basic language about the aesthetic parameters and values
- We are missing a lot of the history of the site with just the physical locations identified on the plan
- This may be further explained and/or expanded in the written recommendations of the master plan
- In the future vegetation removals around buildings for security purposes should be more thoughtful and informed
- The trail loop in the northern area of the park that was part of one of the concept alternatives (removed in this preliminary master plan iteration) would help to sustain an investment in the restoration of this area of the woodland and would be a good idea
- DC Parks thinks that this might be a safety issue in introducing a dead-end trail in an area that is not very open or visible

- **The potential for a bike route through the park was discussed as a result of the potential for a pool in Warner Park; right now kids already ride bikes and walk down the grass path along the power line on the eastern edge of the park to get from the neighborhoods to Northport and back.**
- **The master plan will remain silent on this issue for the time being and will re-visit it if/when the pool becomes a reality.**
- **More coordination on parking use, issues, storm water management, and potential expansion would be good**
- **It would be nice to see the end of antennas being erected on the main building and should be addressed in the DCHHS campus (building) master plan**
- **There should be more communication and collaboration between the Parks plan and the Campus plan; frustration was expressed for the lack of parallel timing tracks for the two plans**
- **There are no restrooms recommended in the preliminary master plan**
- **Restrooms in the waiting room of the main building, which is open during normal business hours, can be available for public use but providing after-hours access to restrooms in the buildings will not happen because of confidentiality and security issues.**

Meeting minutes from all of the public meetings were provided via a weblink from the Dane County Land and Water Resources Department website. Power Point presentations and master plan graphics were also uploaded to the website throughout the planning process. In addition, the website provided contact information for project managers to continue an open dialogue and allow users to submit feedback at any stage of the master planning process.



## **APPENDIX B – CONCEPT ALTERNATIVES**

Concept alternatives for Park development and character were formulated based on initial input from stakeholder groups and the general public. Concept alternatives were used as a tool to help stakeholders visualize the impacts of their initial inputs and as a method of comparison between options. The alternatives were meant to elicit strong feedback from stakeholders about their likes and dislikes.

## Conservancy Park

Lake View Hill Park is a Conservancy Park and would benefit from the environmental implications of vegetation restoration and management of the entire property as a collection of natural vegetation communities.

Physical implications include:

- **Restoration efforts focused on upland woodland restoration of Lake View Woods, specifically removal of invasive exotic understory and select canopy species and restoration of ground-layer native seed bank per AES Plan (2003).**
- **Restoration efforts focused on prairie restoration in the south-facing sloped lawn area.**
- **Removal of mowed bluegrass lawn outside of DCHHS campus boundary.**
- **Removal of existing evergreen stand and willow trees associated with the original sanatorium grounds.**
- **Restoration efforts focused on Esch addition as oak woodland / oak savanna.**
- **Continue managed meadow boundary between mowed lawn of DCHHS campus and Conservancy / prairie restoration area.**
- **Re-alignment of trails within Lake View**
- **Woods Conservancy to avoid all steep slopes, take advantage of all areas with minimal slopes, and mitigate existing erosion issues.**
- **Re-configuration/relocation of trailheads as indicated.**
- **Addition of trails as indicated.**
- **No additional trails in Conservancy Woods; additional trails through prairie as mowed trails only.**
- **Addition of trail heads as indicated. No additional trailheads to Conservancy Woods; additional trailheads to prairie via mowed trails.**
- **Removal of man-made remnants within Conservancy Woods and Prairie.**
- **Removal of hog pen foundation (see box #5, cultural features diagram).**
- **Removal of cinder pile (see box # 7, cultural features diagram).**
- **Removal of any and all debris (fencing, un-natural boulder piles, etc) scattered throughout Conservancy.**
- **Removal of waterfall concrete foundation; re-filled with soil and planted (see box #3, cultural features diagram).**
- **Removal of creek flume (see box #2, cultural features diagram).**
- **Provide no additional amenities for Conservancy users other than simple benches along trails.**



- Legend**
- Existing Trail
  - Proposed Trail
  - Implied Trail Connection
  - Primary Trailhead
  - Secondary Trailhead

## Lake View Hill Park - "Conservancy Park"





## Cultural Park

Lake View Sanatorium and associated grounds within Lake View Hill Park has significant value as a cultural historical site, serving as an example early connections between outdoor spaces and emotional and physical healing and as such should be preserved, interpreted, and restored, where appropriate. Physical implications include:

- **Cultural / historical interpretation nodes installed along pathways throughout Park documenting the previous use of the site as a sanatorium grounds and associated landscape features / structures / working landscapes.**
- **Listing on National Register highlighted in interpretive information. Contributing buildings include: Administration Building (Sanatorium Building), Nurses' Dormitory, Maintenance Building (original power house), Water Utility Building, and Water Tower.**
- **Chain link fence removed along Northport / Hwy 113 and black metal decorative fence with period "arches" (similar to existing just E of Administration Building) installed along southern boundary of park in (2) locations—central and east.**
- **Boundary markers installed along entire boundary of park consistent with historical character of site and buildings.**
- **Trailheads take on arch-like characteristics.**
- **Connection to park from Northport / Hwy 113 restored in the location of the old roadbed (along E boundary) with arch at southern boundary.**
- **Trails from historical strolling grounds restored in approximate locations, taking**

**into account slopes and existing mature vegetation.**

- **Connection to adjacent church and cemetery maintained and enhanced to serve as additional cultural / historical interpretation area.**
- **Vegetation removals near historical remnants to open up views and provide locations for small benches or clusters for small group gatherings.**
- **Vegetation restoration efforts continue in Lake View Woods to open up views throughout site and to restore character to 1930s to 1950s time periods (see historical aerial photographs of vegetation density and location).**
- **Administration Building rooftop viewing area and Madison area / Dane County viewshed interpretive area installed as part of DCHHS building upgrades.**
- **Picnic areas provided near base of great lawn / historical Sputum pond area.**
- **Tree-lined entry drive from Northport / Hwy 113 restored within managed meadow area.**
- **Esch addition restored as an oak savanna / oak woodland with interpretive nodes immediately adjacent trails.**



## Urban Park

Lake View Hill Park serves a variety of purposes and accommodates multiple users; it is a diverse landscape and a valuable community education, recreation, and open space amenity. Physical implications include:

- Modest expansion of trail system to accommodate access to larger “looped” trails and create a system of interconnected walking trails.
- Vegetation restoration and management continue within Lake View Woods and Esch Addition in accordance with AES Restoration and Management Plans (2003, 2004 respectively).

Trailheads are enhanced within aesthetic

- of Dane County Parks standard wayfinding and signage vocabulary; new secondary trailheads added.
- Incrementally expand managed meadow across southern slope, allowing for a mowed grass transition between the DCHHS buildings and managed meadow.
- Encourage continued use of the park for events like Rhythm and Booms; evaluate mowing the managed meadow areas prior to event(s) for user comfort.
- Create neighborhood garden plots within the park
- Provide small, simple ancillary structures associated with gardening activities.
- Highlight a variety of techniques for stormwater management including planted infiltration areas (rain gardens / bioswales) and utilize these as educational opportunities.

- Viewing access and opportunities to be explored as water tower on-site is re-built.
- Provide portable amenities for users of the park (toilets; trash cans; dog litter bins).
- Add small group gathering area(s) for use by DCHHS, Boy Scouts, school groups, or other small groups.
- Create and maintain modest picnic grounds.
- Increase density of benches throughout park along trails.
- Identify buildings listed on National Register. Contributing buildings include: Administration Building (Sanatorium), Nurses’ Dormitory, Maintenance Building (original power house), Water Utility Building, and Water Tower.
- Allow cultural historical remnants (hog pen foundation, cinder pile) to remain and artfully degrade.
- Increase access and connection across Northport / Hwy 113 to Warner Park.





## **APPENDIX C – DANE COUNTY HUMAN SERVICES LAKEVIEW CAMPUS STUDY**

### **PROGRAM STATEMENT 05.01.09**

#### **Section I. D. Integration with the Lake View Hill Park**

##### ***Circulation and Parking Background***

Vehicular access drives connect the project site to Northport Drive/Highway 113 and to the adjacent Lake View Hill Neighborhood via Lake View Avenue. The asphaltic drives vary in width and parking is provided along the periphery of the entry drives as well as a series of designated parking lots adjacent the Dane County Health and Human Services building complex.

The existing parking lot contains 192 parking stalls, including six accessible parking stalls. According to City of Madison General Ordinances Zoning Code, one parking space shall be provided for each 400 square feet of gross floor area (MGO Sec. 28.11(3)(1)3.h. Business and professional Offices). The Administration Building includes 63,313 gross square feet (GSF), thereby requiring 158 parking stalls, including six accessible parking stalls to comply with the Zoning Code. In addition, the Garage and Boiler House buildings fall under storage and warehouse establishments in the Zoning Code, requiring one parking space for each two employees.

The Nurses' Dormitory building is currently vacant and is not utilized for office space or records storage therefore additional parking capacity does not need to be provided at this time. If the Nurses' Dormitory building (17,555 GSF) is converted to an office use, it would fall under the same Zoning Code requirements as the Administration Building

and the parking capacity of the site would need to increase by 44 parking spaces to accommodate this office use. Accessible parking would also need to be provided for the building. A change in use to any other non-office function would require additional research into parking capacity for the specific intended use.

Dane County Health and Human Services Department employees working in the Administration Building are frequently required to use personal vehicles for transportation to and from client appointments. The building also functions as a meeting space for clients and visitors who arrive to the site by car. Therefore, parking capacity fluctuates significantly and it is difficult to determine the maximum desired parking capacity.

Madison Metro Bus Service provides three bus lines that operate near the Dane County Health and Human Services Campus. Route 21 operates as a loop from the North Transfer Point every 30 minutes from 6:00 a.m. to 12:00 a.m. on weekdays and every hour from 7:00 a.m. to 10:00 p.m. on weekends. Route 22 operates as a loop from the North Transfer Point every 30 minutes from 5:00 a.m. to 12:00 a.m. on weekdays and every hour from 6:30 a.m. to 10:30 p.m. on weekends. Both Routes 21 and 22 have stops located along Northport Drive/Highway 113 directly adjacent Lake View Hill Park. Route 29 operates as a peak commuter route from the Lake View Neighborhood to the University of Wisconsin-Madison campus via the Capitol Square two times in the morning and two times in the evening; it does not operate on the weekends. The nearest stop for Route 29 is at the intersection of North Sherman Avenue and Lake View Avenue, approximately four blocks west of Lake View Hill Park.

Pedestrian access to the Administration Building is via a concrete sidewalk which connects the Dane County Health and Human Services to Northport Drive/Highway 113. Other trails within the adjacent Lake View Hill Park connect the Dane County Health and Human Services campus to the Lake View Neighborhood. Accessible routes

are provided from accessible parking stalls to the existing main entry of the building; an accessible route to the lower portion of the Boiler House is proposed. If the Nurses' Dormitory building changes in use, accessibility to the building entrances on the south and west sides of the building will need to be examined.

## ***Circulation and Parking Recommendations***

The Dane County Health and Human Services Campus contains well over the minimum 162 stalls of parking (including 6 accessible stalls) required by Zoning Code for current building use and capacity. Because of the topographic challenges and desire to have a minimal impact on the natural environment, the addition of parking stalls is not recommended. Any additional capacity needed on-site may require changes in operational or organizational culture i.e. promotion of the existing bus services to and from campus or access to State fleet vehicles or a car share program like "Community Car" to allow employees to leave their vehicles at home and still attend off-campus meetings and conduct client visits.

Consideration should be given to examining a reconfigured parking lot layout that maximizes the stall potential of existing pavement areas, provides tree islands to break up the expanse of un-shaded pavement surfaces, incorporates stormwater management strategies, and accommodates safe pedestrian and vehicular access and circulation. Extending the limestone retaining wall along the northern edge of the existing parking lot to the west might allow efficient reconfiguration of the parking stalls, drive aisles, and planted island in the bottleneck area of the entry drive. The wall extension could act as a retaining wall, effectively taking up the grade difference that the splitter island currently accommodates, thus allowing perpendicular parking, a central drive lane, and the opportunity for green parking islands to be added along the periphery of the lot.

## ***Stormwater Management***

The Dane County Health and Human Services Campus contains a significant amount of impervious surfaces in the form of roadways, parking stalls, and building rooftops. The existing stormwater system conveys water across impervious parking and roadway surfaces to inlets in the greenspace adjacent the access drive from Northport Drive.

Impervious surface area of the existing parking lot creates excess stormwater runoff, erosion prone areas where stormwater discharges from paved surfaces, and contributes to larger community-wide issues related to stormwater runoff and nearby Lake Mendota.

The 2009 Lake View Hill Park Master Plan identifies key areas for stormwater management, including the parking lot itself and two greenspace areas to the south of the existing parking lot. The Dane County Health and Human Services department should conduct a site survey and parking lot study to examine the most effective layout of parking stalls, explore ways to mitigate the urban heat island effect, and research effective permeable pavement strategies to address site-specific stormwater management issues.

Rooftop drainage presents another opportunity to manage stormwater as a resource rather than a byproduct of development. The 2009 Lake View Hill Park Master Plan identifies a linear stormwater management collection and conveyance system that traces the historic path of the watercourse feature that was originally part of the Sanatorium Campus strolling grounds. Adapted for a modern-day purpose, the swale can accept water from both the western portion of the main parking lot as well as roof drainage from campus buildings. Currently the roof water from the Administration Building discharges by a pipe that connects the downspouts and daylight onto the lawn of the southern slope of Lake View Hill. The Nurses' Dormitory and other storage and maintenance buildings outlet their roof drains onto the ground surface adjacent the downspouts.



Dane County Health and Human Services staff should coordinate with Dane County Parks Staff for all projects of this scale which have an impact both on employees and other users and visitors to the site.

## ***Campus Character and Opportunities***

The Dane County Health and Human Services Campus is situated uniquely within the boundary of Lake View Hill Park. The site is an early example of the connection between healing and restorative landscapes when originally designed as a tuberculosis sanatorium. Employees now benefit from the physical connection to the park's infrastructure including existing trails for walking, benches from which to take in spectacular views, and cultural historical resources awaiting interpretation.

The 2009 Lake View Hill Park Master Plan supports maintaining an oval-shaped lawn-like character on the southern slope to convey the significance and historical contextual reference to the Main Sanatorium building, currently the Administration Building. The Plan also recommends preparation of a management plan to address areas of managed meadow flanking the oval shaped lawn where the formal character of the historical building complex transitions to areas within Lake View Hill Park focused on restoration and vegetation management. The invisible boundary between the Dane County Health and Human Services Campus and Lake View Hill Park requires coordination and open communication between Dane County Health and Human Services Facilities Management and Parks staff. Enhancing existing planting beds, shrub borders, and carefully placing trees adjacent the buildings should be designed in support of the goals of the 2009 Lake View Hill Park Master Plan to integrate the more formal character of the landscape adjacent the buildings with the remainder of the site.

Historically appropriate treatment of the landscape on the Health and Human Services campus

adjacent the buildings should remain a priority when evaluating future building or site upgrades, maintenance projects, and/or repairs. The use of historic photographs, original construction drawings, and/or patient correspondence specific to landscape or site features immediately adjacent the buildings should be utilized for interpretation and/or restoration purposes. A landscape and maintenance plan for the campus should include an inventory of existing vegetation, evaluation of vegetation for historic character, a planting plan for the property, and maintenance recommendations for plantings. The 2009 Lake View Hill Park Master Plan includes recommendations on the role of the park and landscape providing information and interpretive opportunities that highlight the history of the site.

The 2009 Lake View Hill Park Master Plan recommends several additional walkway connections within the campus boundary to facilitate movement and connection between the campus and Lake View Hill Park. On the western end of the campus south of the Administration Building, a proposed sidewalk extension connects the existing concrete sidewalk to a primary Park trailhead and a subsequent system of natural surfaced trail loops within the Park. On the eastern end of the campus south of the Pump House, a proposed sidewalk extension connects the campus to the access drive that exits on Lake View Avenue and subsequently to the larger Lake View neighborhood. These infrastructure improvements allow improved access for both Park users and Dane County Health and Human Service employees and visitors and opportunity for additional seating areas. The improvements will require coordination between County Departments as they move forward into site design and construction documents.

The historical fountain at the southern boundary between the Dane County Health and Human Services Campus and Lake View Hill Park present a unique opportunity to restore or interpret a highly visible historical feature, provide additional upgraded seating areas with views of Lake Mendota

and the Isthmus, and repair existing pavements and walks surrounding the fountain. Projects like the fountain renovation represent a significant partnership opportunity. They also become the starting point for shared dialogue between the departments that should include discussion of existing resources and opportunities, future challenges and constraints, and site specific projects within the larger context of the campus and park.

There are a number of additional aesthetic enhancements that the Dane County Health and Human Services Department should consider as part of an overall grounds and landscape plan. Selective and purposeful placement of all utilities, including electrical transformers, cellular phone antennae, and air intakes/exhausts should take into account their impact on the campus character. All utilities should be placed to minimize visual impacts on the building and grounds. Dumpster locations and screening should also be considered, especially where there is close proximity to historic features, buildings, or main/visitor entrances.

Reuse of the historic main entrance of the Administration Building provides opportunities for interpretation and adds to the historical context of the visitor and employee experience. Restoration of the historic main entrance is indicated in Space Plan Option 2. The integration of a ramp and modifications to the porch would be required to provide accessibility to the historic entrance. This addition could also assist in resolving the wayfinding challenges with the location of this entrance on the east end of the building with visitors typically approaching from the west. If the entrance added in 1994, which currently serves as the main entrance for visitors and staff, continues to serve as a staff entry, the appearance should be studied to better integrate the entrance with the historical context and to enhance wayfinding to the restored historic entrance.