



City of Madison

City of Madison
Madison, WI 53703
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Meeting Minutes - Draft LONG RANGE TRANSPORTATION PLANNING COMMITTEE

Thursday, August 20, 2009

5:00 PM

215 Martin Luther King, Jr. Blvd.
Room LL-110 (Madison Municipal Building)

1 CALL TO ORDER / ROLL CALL

Interim LRTPC Chair Mark Shahan called the 8-20-09 meeting of the Long Range Transportation Planning Committee to order.

Present: 8 -

Gary L. Poulson; Robbie Webber; Paul E. Skidmore; Eric W. Sundquist;
Michael W. Rewey; Steve King; Chris Schmidt and Mark N. Shahan

Excused: 3 -

Michael A. Basford; Melanie Hampton and James C. Boll

2 APPROVAL OF MINUTES FROM JULY 16, 2009 MEETING

A motion was made by Rewey, seconded by Skidmore, to Approve the Minutes. The motion passed by voice vote/other.

3 PUBLIC COMMENT

There were no members of the public wishing to speak in regard to future LRTPC agendas.

NEW BUSINESS

4 [15062](#)

Adopting the Northeast Neighborhoods Development Plan as a supplement to the City of Madison Comprehensive Plan and authorizing the City's applications to amend the Central Urban Service Area as required to implement the development staging recommendations in the Northeast Neighborhoods Development Plan.

Eric Sundquist/Ald. Paul Skidmore then submitted a motion to recommend adoption of Resolution ID 15062, with suggested amendments. Mike Rewey suggested a friendly amendment, modifying the language on p. 44 regarding the potential interchange to read: "It is recommended that the City of Madison not be a local sponsor of, or participate financially in an Interchange Justification Study."

Ald. Paul Skidmore/Mike Rewey then submitted a motion to suspend the rules to allow Mark Shahan (interim LRTPC Chair) to make a motion. That motion passed unanimously.

Mark Shahan/Mike Rewey then submitted a motion: “The LRTPC recommends that CTH T/TT be no more than 4 lanes wide, unless further detailed study demonstrates the need for a ‘6-lane with roundabout’ configuration”. Mike Rewey said that the “further detailed study” of this corridor should take place soon, or else the opportunity for the developer to pay for the facility could be lost.

The LRTPC then voted unanimously to pass the main motion (submitted by Eric Sundquist/Ald. Paul Skidmore) to recommend adoption of Resolution ID 15062, as amended.

A motion was made by Sundquist, seconded by Skidmore, to Return to Lead with the Following Recommendation(s) to the PLAN COMMISSION. The motion passed by voice vote/other.

David Trowbridge handed out a revised document summarizing LRTPC’s 7-16-09 meeting comments on the Northeast Neighborhoods Plan (NENH), noting that the only change from the version sent in the meeting packet was regarding early transit service (pp. 51-52). He asked for Committee comments on the suggested changes.

Robbie Webber said that, in terms of the potential new interchange along I-94, WisDOT has indicated that they are not in favor of that. She asked that the language in the Plan be strengthened to indicate a higher level of City non-support for that idea.

Eric Sundquist commented on the recommendation to create early transit service to the area after 1,000 households or employees are located in the area. He asked if development in the NENH area would not be permitted after that, in the event new transit service is not provided. Rick Roll said that this would be a policy decision, but that the NENH Plan does not make that recommendation. Robbie Webber noted similar language in the Pioneer Neighborhood Development Plan, noting that the LRTPC is focused on long range issues and needs to make strong recommendations in order to reduce emissions and conserve energy.

Sundquist asked about the Sustainable Design and Energy Committee’s (SDEC) recent discussion regarding the NENH Plan. Rick Roll said that he attended the 8-17-09 SDEC meeting and said that the Committee agreed that early transit service should be provided to the area. He said SDEC also recommended moving mixed use development nodes to the commuter rail line/station area and encouraged the use of low speed limit streets and traffic calming techniques throughout the NENH area. Roll also said that SDEC recommended exploring the “woonerf” street design concept.

Eric Sundquist felt that, on pp. 46-47, the street cross-section for CTH T/TT is too wide and shows too much pavement. He said that it looks too much like a frontage road system and should be redesigned. Mark Shahan said that 6 lanes likely would not be needed, at least not in the near term.

Eric Sundquist/Ald. Paul Skidmore then submitted a motion to recommend adoption of Resolution ID 15062, with suggested amendments. Mike Rewey suggested a friendly amendment, modifying the language on p. 44 regarding the potential interchange to read: “It is recommended that the City of Madison not be a local sponsor of, or participate financially in an Interchange Justification Study.”

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rules to allow Mark Shahan (interim LRTPC Chair) to make a motion. That motion passed unanimously.

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5 [15282](#)

Adopting the *Northport-Warner Park-Sherman Neighborhood Plan* as a supplement to the City of *Madison Comprehensive Plan*.

Mark Shahan also said that, on page 34 (#2), the language should be made clear to note that these improvements recommended "along Northport Drive". He also said that, on page 36 (#15), he wanted to know where the connection would be located. Ms. Horvath replied that it is a general recommendations to provide a more direct connection, but that a specific location could be looked into after further evaluation.

Mike Rewey/Ald. Paul Skidmore then submitted a motion to adopt Resolution ID 15282, with specific comments and amendments (to be considered). Rewey then handed out numerous written comments and recommended Plan amendments, the majority were considered friendly to the makers and not separated out for Committee discussion. Immediately below are the recommended amendments to the Plan, submitted by Mr. Rewey and agreed to by Committee members. Two recommendations (p. 35, re: TWLTL on Sherman Avenue; and p. 29 re: STH 113 resurfacing project) were discussed and acted upon separately, and are described separately.

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Theme 4

Improve Safety and Efficiency of Walking, Biking, and Driving
There are short-term and long-term recommendations to improve safety and efficiency for pedestrians, bicyclists and public transit riders, while also improving movement and safety of motor vehicles. Areas of focus are North Sherman Avenue, Northport Drive (STH 113), STH 113, and Packers Avenue (STH 113 and CTH CV).

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Conceptual Redevelopment and Development Designs
Area Two: Airport Gateway

Concept B: Eliminate the cul-de sac onto Packers Avenue. Cul-de-sacs onto arterials become very problematic since it is a sole ingress or egress.

Concept C: Add the existing configuration as a viable alternative. It can be tweaked to make it function better. One example is the southbound merge from CTH CV. Another example is better lane continuity.

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Recommendation i (Area Two) Request that WisDOT, Traffic Engineering, and Engineering explore improvements to the Packers Avenue/CTH CV/Northport Drive intersection as a separate project from the long-term reconstruction of STH 113 to aid in redevelopment of this gateway area.

Long-term is nebulous. The request should stand on its own.

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Area Three: Troy-Northport
Concept A Map

In addition to the path shown, provide a direct connection to Hanover Street in order to create better neighborhood access to Warner Park.

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Area Three: Troy-Northport
Recommendations

c. Utilize existing planting easement located behind the future UW Credit Union site to construct a pedestrian/bicycle connection from the northwest corner of Warner Park to southeast corner of Lake View Hill Park to be built with neighborhood and County input. In addition construct a direct connection to Hanover Street and Troy Drive (east) to better connect the north neighborhoods to Warner Park and the commercial area.

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Area Four: Raemisch Property
Recommendations

I. Bicycle and pedestrian route through the property linking to other proposed pathways north to the Cherokee Marsh Conservation Park and south to existing and proposed bicycle routes.

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Chapter Five:

Improve Safety and Efficiency of Walking, Biking and Driving

Comment: Throughout this chapter the words “consider and explore” are used extensively for recommendations. This makes for very weak, non-committal recommendations – drop the words “consider and explore” from most recommendations and re-write. Ask the NWS Steering Committee and staff to consider new language to be more firm.

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Short-Term Recommendations
(0 to 3 years)

5. Add language that makes reference to the “Safe Routes to School (SRTS)” program, for Lakeview School, Mendota School, Sherman Middle School and Lindbergh School.

9. Consider removing the free-flow right turn lane from Northport Drive onto North Sherman Avenue and replace with a dedicated right turn lane. In addition add a pedestrian crossing on the west leg (Northport Drive) of the intersection. (none exists now.)

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Add:

16. Place bicycle lanes on all arterial and collector streets. Immediate examples, in addition to recommendation 15, are Aberg Avenue, Fordem Avenue, North Sherman Avenue north of Northport Drive, Troy Drive (west), and Commercial Avenue.

17. Place sidewalks on the north side of Aberg Avenue to Shopko Drive and South on Fordem Avenue to East Johnson Street (outside of area but with northside neighborhood impacts), Brentwood Parkway, and a sidewalk from Monterey Drive to Monterey Drive/Warner Park playground. Encourage the neighborhood to discuss adding sidewalks in other places where they do not exist.

18. Improve the path system through Warner Park by bringing the paths up to current standards and improving and creating new street connections. In addition develop a more extensive path system around the park's periphery. Connect existing pedestrian gaps and install specific feeder paths to connect with the existing path system.

Long-Term Recommendations
(more than 3 years)
(or less than 3 years when opportunities arise)

Long term Overall

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4. Work with WisDOT to consider options to reconstruct the intersection of Northport Drive/Packers Avenue/CTH CV with a roundabout or T-intersection or improved lane continuity and merging with the existing configuration that incorporates high visibility pedestrian crossings, wide sidewalks and bike facilities.

10. From Packers Avenue to North Sherman Avenue or Troy Drive (west) consider: a) reducing all or part of Northport Drive from three lanes to two lanes in each direction; b) widen terrace, and plant street trees and other landscaping; c) mark bike lanes.

14. Connect Pankratz Street to Shopko Drive. Include bicycle lanes. Create a pedestrian/bicycle connection to the Pancratz Street employment area either from the Aberg Avenue interchange or across Packers Avenue.

Add:

19. Place bicycle lanes on all remaining arterial and collector streets. Examples are Northport Drive from just west of Knutson Drive to Packers Avenue and the entire length of Packers Avenue.

20. Consider Constructing a bicycle/pedestrian path (The Sherman Flyer) from the Yahara River Path to Warner Park and beyond to the Town of Westport along the railroad corridor.

21. For improved bicycling, place directional/distance signing at key

path-path, street-street and path-street intersections.

On the main motion (as submitted by Mike Rewey/Ald. Paul Skidmore): “to recommend adoption of Resolution ID 15282, with specific comments and amendments”, the LRTPC voted in favor of the motion (6-1, Mike Rewey voted ‘no’).

Excused: 3 -

Michael A. Basford; Melanie Hampton and James C. Boll

Ayes: 6 -

Gary L. Poulson; Robbie Webber; Paul E. Skidmore; Eric W. Sundquist; Steve King and Chris Schmidt

Noes: 1 -

Michael W. Rewey

Non Voting: 1 -

Mark N. Shahan

Linda Horvath (Planning Division) provided an overview of the key Northport-Warner Park-Sherman Neighborhood Plan (NWS) components, including land use and transportation recommendations. She said that there are 12 individual neighborhoods represented in the NWS Plan, and that the planning process included an extensive public outreach effort. She said that the NWS Steering Committee included 23 members that attended 37 separate meetings during the preparation of the Plan. Ms. Horvath said that the Planning Division’s goal is for Common Council adoption of the Plan at its October 6th meeting.

Paul Van Rooy (NWS Steering Committee) summarized the key transportation components of the Plan. He said that improved pedestrian crossings of major arterials in the area are recommended throughout the Plan, as are numerous improvements to streets intersections. He said that crossing improvements to provide safer access to major commercial areas and Warner Park were especially important. He also said that the Steering Committee recommended a comprehensive review of the Northport Drive and Sherman Avenue corridors, which could include future bicycle facilities.

Mike Rewey asked if any new commercial areas were planned for the NWS area. Paul Van Rooy said that the Plan recommendations focus on improving existing commercial areas.

Eric Sundquist referred to Michael Basford’s written comments (handed out) and asked about his comments regarding a potential two-way left turn lane (TWLTL) on Sherman Avenue. He quoted Basford as stating “a loud minority of neighborhood residents representing some business interests attempt to shut down the discussion (of the TWLTL) ...”. Sundquist asked Linda Horvath/Committee members to comment on this. Ms. Horvath said that consensus currently does not exist within the neighborhood, and that it seems like residents and businesses are split down the middle on this issue.

Sundquist asked about Basford’s comment to move the Metro North Transfer Point (NTP), citing the relative isolation of the existing location and the need for a safe facility. Sundquist also acknowledged the positive aspect of the NTP being located on the existing rail line, where potential future commuter rail service could be in operation.

Mike Rewey referred to the TWLTL “pilot project” and said that the test

was flawed, particularly in areas of transition between the TWLTL and different lane configurations.

Robbie Webber expressed concern about some of the language in the recommendations (such as “explore” and “consider”), and she felt this was too weak. Linda Horvath said that some of the recommendations were deliberately left vague. She said that Traffic Engineering asked that problems be stated clearly, but that specific improvements and designs not be included in the Plan (as more detailed analysis than is typically undertaken in a neighborhood plan is needed). Webber also said that sidewalks leading to and from the entrance of Warner Park are needed. Linda Horvath said that this recommendation was included in other parts of the Plan. Mark Shahan asked that these types of recommendations also be listed in the Transportation Section. Ald. Satya Rhodes-Conway said that this terminology was used in many of the recommendations because the NWS Steering Committee truly felt that there should be more evaluation before there could be agreement on specific designs or improvement recommendations.

Mark Shahan also said that, on page 34 (#2), the language should be made clear to note that these improvements recommended “along Northport Drive”. He also said that, on page 36 (#15), he wanted to know where the connection would be located. Ms. Horvath replied that it is a general recommendations to provide a more direct connection, but that a specific location could be looked into after further evaluation.

Gary Poulson asked if the listing of recommendations were in the Steering Committee’s priority order. Linda Horvath said that they were. Mike Rewey felt that the LRTPC should not get into commenting on the priority of recommendations. Poulson agreed with that.

Mike Rewey/Ald. Paul Skidmore then submitted a motion to adopt Resolution ID 15282, with specific comments and amendments (to be considered). Rewey then handed out numerous written comments and recommended Plan amendments, the majority were considered friendly to the makers and not separated out for Committee discussion. Immediately below are the recommended amendments to the Plan, submitted by Mr. Rewey and agreed to by Committee members. Two recommendations (p. 35, re: TWLTL on Sherman Avenue; and p. 29 re: STH 113 resurfacing project) were discussed and acted upon separately, and are described after the following.

The LRTPC agreed that the following recommendation, submitted by Mr. Rewey, be discussed and acted upon separately.

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Add:

15. Change the lane configuration on North Sherman Avenue south of Northport Drive to three (3) lanes and two (2) bicycle lanes. The middle lane would be a two way left turn lane (TWLTL) except at high at high volume intersections where it would be a dedicated left turn lane.

Comment: In addition to creating a smoother traffic flow with no lane changing, better ingress and egress from driveways, improved bicycle access and mobility, uniform traffic flow, it also creates much safer pedestrian

crossings of the street with only one through lane in each direction.

Mike Rewey/Robbie Webber submitted a motion to include the recommendation (above) in the main motion.

Robbie Webber said that bicyclists will be using Sherman Avenue, given the need to access residents and businesses along that corridor. She said that, even with a path system in the area, there are needs for safe bike facilities along Sherman Ave. Furthermore, she said that it is the City's policy to have bicycle lanes on all arterial and collector streets (of which Sherman is a minor arterial). She felt that the TWLTL is an appropriate recommendation to make, given the long-range nature of transportation planning.

Ald. Paul Skidmore said that he is very concerned about the safety aspects of this corridor, for all modes of transportation, and that he needs to be sure that an engineering perspective is needed (in addition to the neighborhood perspective).

Ald. Satya Rhodes-Conway hoped that the LRTPC would not get into a debate about whether or not a TWLTL is a good idea or not, noting that there is currently not consensus within the neighborhood. She said that forcing such a recommendation into the NWS Plan would not be helpful. She said that the NWS Steering Committee did not make a recommendation on this issue, but that discussions are ongoing. She said that this is a very controversial issue in the neighborhood.

Eric Sundquist said that numerous studies have shown that TWLTLs are safer than traditional street designs, especially in corridors where left turn movements are a concern. He felt that LRTPC should make the recommendation for the TWLTL.

Mike Rewey said that arterial and collector streets function far beyond the neighborhoods they serve and travel through. He said that commercial district access would be better served by TWLTL, bicycle safety would be enhanced (with lanes and getting bikes off sidewalks), improves links to T-intersections, improves pedestrian safety (and allows for center pedestrian refuge islands), helps with traffic calming, and is also safer for automobiles.

Ald. Steve King said that he would be voting 'no', noting that he supports the neighborhood consensus-building process and does not want to re-create such a process here. Ald. Paul Skidmore also said that he would vote 'no'. Ald. Chris Schmidt noted that he would also vote 'no' on the motion to include the TWLTL, and that it may take some time to generate sufficient neighborhood support for that concept.

Mark Shahan said that he has been involved in the evaluation of a TWLTL on Sherman Avenue since 1994 and that more support exists for the idea the further away from Sherman Avenue you go. He felt that LRTPC should exercise its judgment, even when it disagrees with the neighborhood. As Chair, Shahan said that he cannot vote (unless to break a tie), but if he were asked to he would vote 'yes'.

The LRTPC then voted 4-3 that the comment re: TWLTL on Sherman Avenue, submitted by Mr. Rewey, NOT be included in the main motion (i.e., motion failed 4-3).

Voting Aye: Sundquist, Rewey, Webber

Voting No: Skidmore, Poulson, Schmidt, King

Chair (not Voting): Shahan

The LRTPC agreed that the following recommendation, submitted by Mr. Rewey, be discussed and acted upon separately.

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Chapter 5: Transportation and Major Corridors (pp. 26 to 31) has some items that may be critical.

One example is the **State Highway 113 Resurfacing Project** (page 29). WisDOT has both Packers Avenue and Northport Drive programmed for 2013, but advanceable. Resurface sounds innocent, but WisDOT is actually planning a full pavement replacement including curb and gutter. Most of the existing pavement was placed in 1963 (46 years) so the upcoming resurface project will likely set the existing footprint for Packers and Northport for the next 40 plus years.

Action should be taken now on this project to ensure that the NWS Neighborhood Plan for Northport and Packers is implemented in a timely manner.

Even though "Complete Streets" was passed as part of the state budget, WisDOT will likely try to avoid the requirement on this project because they call it a resurface and not a reconstruction. In my opinion it is better to delay this project and do it right.

Paul Van Rooy said that Larry Nelson told him that STH 113 was planned for a pavement replacement, and that the curb and gutter were not being replaced. Mike Rewey replied that a pavement replacement project would last up to 40 years (if concrete) and 20 years (if asphalt). He felt that the street cross-section should be changed now (even if it means delaying the pavement repair for some time), rather than wait several years to reconstruct the street with the desired cross-section.

Ald. Satya Rhodes-Conway said that the Steering Committee, after much discussion, would not agree with that recommendation. She said that pedestrian crossing issues would be addressed with the pavement replacement and that changing the lane configuration was not supported at this time. Rhodes-Conway said that, based on the initial plans for the street, significant progress has been made with WisDOT on the design possibilities for the street. Paul Van Rooy pointed out that Larry Nelson said that the use of asphalt would make future changes (such as adding bike lanes) more feasible (as opposed to concrete). Ald. Paul Skidmore asked if other boards and commissions were involved in the design process for STH 113. Ald. Rhodes-Conway said that the Board of Public Works would be involved. Mike Rewey reiterated that the design is not consistent with the City's "Complete Streets" policy and that bicycle lanes are needed on Northport Drive (from Sherman Street to the west).

The LRTPC agreed that the comment re: the STH 113 resurfacing project, submitted by Mr. Rewey, NOT be included in the main motion.

On the main motion (as submitted by Mike Rewey/Ald. Paul Skidmore): "to

recommend adoption of Resolution ID 15282, with specific comments and amendments”, the LRTPC voted in favor of the motion (6-1, Mike Rewey voted ‘no’).

6 [15498](#)

Adopting the Royster-Clark Special Area Plan as a supplement to the City of Madison Comprehensive Plan.

Mike Rewey/Ald. Paul Skidmore then submitted a motion: “The LRTPC recommends adoption of Resolution ID 15498, and asks that LRTPC Minutes be forwarded to the Plan Commission for their consideration of LRTPC comments”. That motion carried unanimously.

This Resolution was Return to Lead with the Following Recommendation(s) to the PLAN COMMISSION

The LRTPC agreed unanimously to suspend the rules to continue the meeting past 7:00 p.m.

Michael Waidelich and Heather Stouder (Planning Division) provided an overview of the key components of the Special Area Plan, summarizing the primary land use and transportation recommendations. Waidelich pointed out that the Comprehensive Plan recommended a change in land use for this area, should the industrial use (at that time) cease operation. Heather Stouder summarized the potential new streets and key entry points into the Royster-Clark Site, noting that specific alignments shown in the redevelopment concepts could be modified to fit a future development proposal consistent with plan recommendations. She briefly summarized recommended improvements to existing transportation infrastructure in the Plan Area.

Dane County Supervisor Tom Stoebig (District 17) noted that he was a member of the Royster-Clark Planning Team and supported the Plan. He said that, at 32 acres, this is the largest infill opportunity in the City of Madison and he asked that LRTPC also support the Plan. Ald. Larry Palm (City of Madison, District 15) also urged support for the Plan.

Robbie Webber commented on “Concept B”, and said that bicycle/pedestrian connections are needed at the southern end of Royster Avenue, if there is not a full street connection. Mark Shahan said that, on p. 63 (#27), some language could be added to encourage this, such as “for example, as shown in Concept B...”.

Gary Poulson agreed that transit service should be improved in this area, and added that it is particularly important for access to the East Transfer Point to be improved.

Mike Rewey said that bicycle lanes may be needed on interior streets of the development, especially if intense commercial development is proposed. He said that this is not shown at this time.

Ald. Chris Schmidt asked about the potential cost to bury power lines along Cottage Grove Road, noting that it would improve the development and transportation opportunities. Heather Stouder replied that a ballpark

estimate is in the neighborhood of \$3 million. Mike Rewey said that the power lines could be moved and that this should be considered.

Mark Shahan submitted a number of comments on the Plan. He said that some language should be added to encourage the use of traffic calming techniques along some streets to discourage cut-through traffic. He also said that any reconstruction of Cottage Grove Road in the future should consider changes to the street cross-section.

Mark Shahan also asked about the existing rail spurs into the development, whether or not those were recommended to remain or not. Michael Waidelich replied that the rail spurs would likely be removed, as they are generally not consistent with the future land use vision. He said that rail spurs of this type are typically associated with relatively heavy industrial and distribution land uses, not generally compatible with the vision for this site.

Mike Rewey/Ald. Paul Skidmore then submitted a motion: "The LRTPC recommends adoption of Resolution ID 15498, and asks that LRTPC Minutes be forwarded to the Plan Commission for their consideration of LRTPC comments". That motion carried unanimously.

7 [08484](#) **INFORMATION AND ANNOUNCEMENTS BY CHAIR AND COMMISSION MEMBERS**

- Note: No Discussion of Specific Items

There were no announcements or information submitted by the Chair or Committee members.

8 [08486](#) **SCHEDULE OF FUTURE MEETINGS**

David Trowbridge noted that the September 17th meeting agenda (5:00 p.m., Room LL-110 MMB) would, at a minimum, include the annual LRTPC Organizational Meeting.

9 **ADJOURNMENT**

The Committee adjourned its meeting at 8:40 p.m.