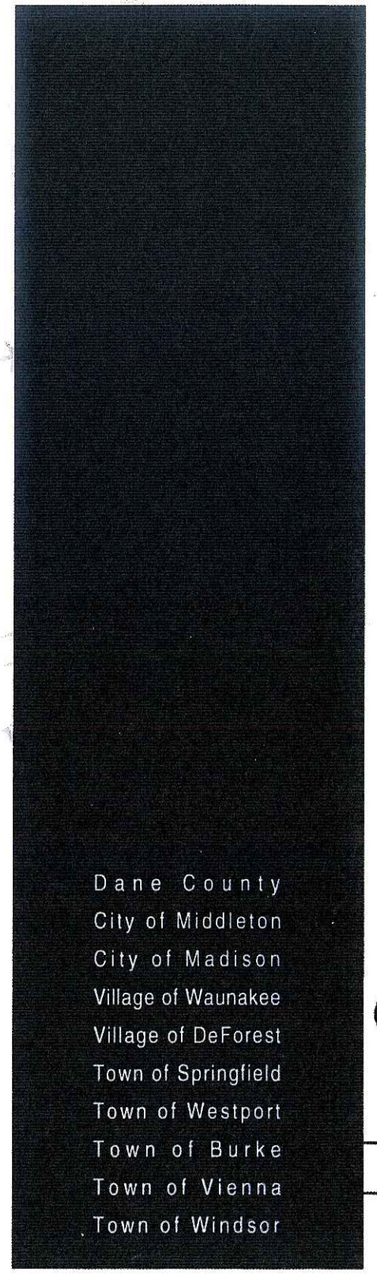
North Mendota Parkway Alternatives Study



Dane County
City of Middleton
City of Madison
Village of Waunakee
Village of DeForest
Town of Springfield
Town of Westport
Town of Burke
Town of Vienna
Town of Windsor

STRAND ASSOCIATES, INC. ENGINEERS

WILLIAM O'CONNOR

Vandewalle & Associates
Madison & Milwaukee, Wisconsin

FINAL

REPORT & RECOMMENDATIONS OF THE NORTH MENDOTA PARKWAY ADVISORY COMMITTEE FOR THE NORTH MENDOTA PARKWAY ALTERNATIVES STUDY

FINAL REPORT: OCTOBER 22, 2003

PREPARED UNDER THE DIRECTION OF

Dane County

Acknowledgements

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City of Middleton

Village of Waunakee

Town of Springfield

Town of Westport

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I. Introduction and Purpose

A. Project Description

The North Mendota Parkway Alternatives Study examines the long-range future of the area located north of Lake Mendota between USH 12 and Interstate 39/90/94. The purpose of the study is to identify strategies for balancing public objectives for land use, transportation, conservation and aesthetics—with a strong focus on the impacts of major roadway projects.

The study was funded in part by a grant from the U.S. Department of Transportation under its Transportation and Community and Systems Preservation (TCSP) Pilot Program. Established under the 1998 Federal Transportation Equity Act (TEA-21), the TCSP program is intended to study and advance "community preserving transportation alternatives" that promote economic growth while: improving transportation efficiency; reducing the negative effects of transportation on the environment; providing better access to schools, parks, jobs, services, and trade centers; reducing the need for costly future infrastructure; and revitalizing in-fill development sites.

The project was formally initiated in the fall of 2001.

B. Study Scope

The scope of the study was set forth in Dane County Board Resolution #165, 2000-2001 (see Appendix I for complete resolution) which established the following project objectives:

1. Update the recommendations of the North Ring Corridor Committee's final report (dated February 3, 1997), review the various planning activities that have occurred in the corridor area since the conclusion of that committee's work, and evaluate the 5-year safety and congestion improvement measures that are slated for the corridor area;

2. Seek to reduce congestion, preserve open space north of Lake Mendota, protect important natural resources and a continued high quality of life for residents there and in Dane County generally;

3. Study the ramifications of various alternatives for development and preservation of the North Ring Corridor in the short term, including the use of official mapping;

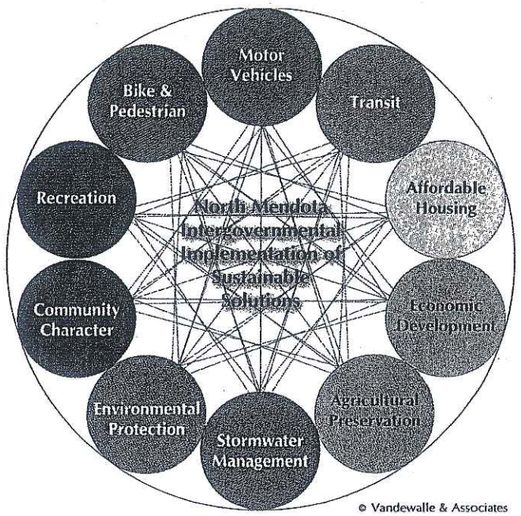
4. Evaluate alternative growth scenarios and potential community and environmental impacts of the North Ring Corridor;

5. Identify impacts of traffic on local roads from potential new highway capacity;

6. Explore the creation (and application) of transportation demand management (transportation system management, intelligent transportation systems, access control) and alternative transportation and land use options like overlay zoning districts transit-oriented-development, transit service compact residential growth, and methods for providing land owners with alternatives to development such as TDR, PDR or other mechanisms; and

7. Identify and undertake a timeline for undertaking additional planning and design activities, and provide opportunities for public input.

As the Study proceeded, its scope was fine-tuned to reflect priority issues identified by members of the public, the participating jurisdictions, and the Committee itself. At its conclusion, the Study makes recommendations that address ten inter-related areas of public policy that will lead to a sustainable growth management solution for the Study Area.



The public policy issues considered include Motor Vehicles, Transit, Bicycles & Pedestrians, Affordable Housing, Economic Development, Agricultural Preservation, Stormwater Management, Environmental Protection, Community Character, and Recreation.

This comprehensive strategy encompassing the identified public policy areas is presented in the Recommendations section of this report.

C. Relationship to Other Transportation Projects

The Study is underway concurrently with other projects balancing land use and environmental implications with the necessity of roadway improvements. The USH 12 project is similar to this Study in that both projects emerged as proactive response to traffic congestion and safety concerns, while faced with the challenges of growth and dispersed development. However, the distinctions between the North Mendota Study and the USH 12 project should be noted. The USH 12 reconstruction project is currently underway, an Environmental Impact Statement (EIS) was completed, right-of-way acquisition and design engineering is completed, project funding has been acquired, and construction is underway. In contrast, the North Mendota Parkway is still in the conceptual stages. While the study has been successful in identifying issues and opportunities, generating public discussion, and designing viable and innovative alternatives for the Study Area; there are subsequent steps that are yet to be taken before any of the recommendations can be implemented. For instance, once this preliminary Study is complete, the project is contingent on the preparation of an EIS, ROW acquisition, inclusion in the 5-Year Transportation Improvement Program (TIP), and likely a Major Investment Study.

The North Mendota Parkway Study has been conducted by Dane County, not the Wisconsin Department of Transportation. The North Mendota Parkway Study has looked at the full spectrum of growth management issues over a 50-year planning horizon, while the USH 12 Study was conducted by WISDOT under a traditional approach. Finally, the North Mendota Parkway Study has been driven by a local government Steering Committee and extensive public input, whereas the USH 12 study was not.

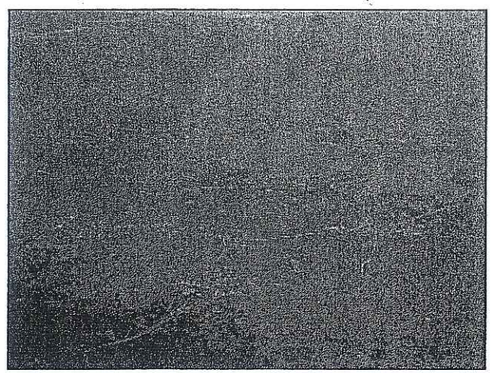
D. Participating Communities

The North Mendota Parkway Advisory Committee (NMPAC) has been selected to represent the municipalities located in the study area. These include the cities of Madison and Middleton, the Village of Waunakee, and the towns of Springfield and Westport. Representatives for Dane County are also on the Committee. At the outset of the Study, the NMPAC suggested that additional municipal coordination include the Village of De Forest, and the Towns of Vienna and Windsor.

The degree of intergovernmental cooperation and coordination on this Study has been exceptional. Given the strong tendency of growth management challenges and solutions to cross jurisdictional boundaries, a continuation of this demonstrated teamwork will be required to reach a future that meets public objectives throughout the Study Area.

E. Project Outline

Guided by the project requirements set forth in Dane County RFP # 4762, and with the oversight of the North Mendota Parkway Advisory Committee, the Study followed the following steps:



1. Inventory and Analysis of Baseline Demographic and Development Trends (Fall 2001)
   a. 50-year population projections
   b. Mapping all major land forms and natural features
   c. Mapping of existing land use
   d. Local government meetings
   e. Review and mapping of all applicable community land use plans and land use regulations
   f. Agency scoping meeting

2. Public Orientation to the Study through three Open Houses (January 2002)

3. Identification of Public Objectives through three Corridor Vision Forums (Late Winter 2002)

4. Development of 50-Year Land Use Projections and Mapped Scenarios (Spring 2002)
   a. Identification of five realistic Alternative Development Scenarios
   b. Public and NMPAC evaluation of the five Alternative Development Scenarios
   c. NMPAC selection of "Current Trends" and "Transportation Corridors" scenarios for transportation modeling

5. Transportation Modeling (Summer and Fall 2002)
   a. Selection and transportation modeling of five 50-year Transportation Alternatives for each of the two Alternative Development Scenarios
   b. Detailed analysis of transportation modeling results
   c. Selection and Refinement of three 50-Year Transportation Alternatives

6. Preliminary Recommendations (Fall 2002 and Winter 2003)
   a. Parkway Alternatives Evaluation Open Houses
   b. Identification of the recommended North Mendota Parkway alternatives and an associated strategy package

7. Presentation, Refinement and Adoption of Recommendations (Spring, Summer and Fall 2003)
   a. Presentation of Preliminary Recommendations and Draft NMPAC Report at Public Meeting
   b. Refinement and adoption of Final NMPAC Report

II. Inventory & Analysis of Baseline Demographic & Development Trends (Fall 2001)

A. Preparation of 50-year Population Projections

The North Mendota Study Area currently contains about 75,000 persons. Development over the last twenty years has focused within areas served by sanitary sewers. As a result, growth is evenly distributed between Middleton, Waunakee, De Forest and the far north side of Madison. Smaller areas experiencing consistent growth include the areas of Westport along the north side of Lake Mendota, the Springfield Corners area, and the Interstate corridor.

Population projections for the next twenty years are available for the Study Area from the State of Wisconsin and from the Dane County Regional Planning Commission (DCRPC). These projections do not reach the year 2050 as required by the Study, and have repeatedly under-projected the amount of population growth that has actually occurred. Therefore, a new set of projections was made as the first step of the Study.

Based on the limitations of available data, the project consultants prepared a series of 50-year population projections. These projections were derived from three different methods:

- A "Low Growth" extrapolation of the historically low projections made by the State and DCRPC. This projection would add about 30,000 persons to the Study Area over the next 50 years.
- A "Moderate Growth" straight line extrapolation of the actual 20-year growth trend in the Study Area. This projection would add about 50,000 persons to the Study Area over the next 50 years. This rate is approximately 1% per year. This 1% rate is also the historic trend over the last 100 years.
- A "High Growth" compounded rate extrapolation of the actual 20-year growth trend in the Study Area. This projection would add about 70,000 persons to the Study Area over the next 50 years.

After consideration, the NMPAC voted to select the Moderate Growth population scenario as the basis for land use and transportation modeling. This requires the future mapping of 50 years of growth to accommodate 50,000 more persons, and all the associated residential, commercial, industrial and institutional development necessary to meet their needs. This projection was distributed throughout the Study Area based on historic growth trends. Essentially, this scenario assigned approximately 2,000 persons each to Madison, Middleton, Waunakee, and De Forest, with an additional 2,000 persons distributed throughout the Town portions of the Study Area in each decade.

B. Preparation of Maps of All Major Land Forms and Natural Features

The Dane County Regional Planning Commission has prepared Environmental Corridor Maps for the portion of the Study Area contained within the various Urban Service Areas focused around the current sanitary sewer and public water systems. This mapping does not extend into the areas located beyond the Urban Service Area limits.

The project consultants prepared a Natural Features Map that identified all of the environmental corridor components for the entire Study Area. This map also includes

information about public and private conservation lands, sensitive habitat areas and rare species occurrences. The Natural Features map is attached at the conclusion of this section.

C. Mapping of Existing Land Use

The Dane County Planning Department mapped land use for all of Dane County based on the year 2000 aerial photo flight. This map uses general land use type categories that are not well-oriented to addressing traffic projections or community character issues.

The project consultants refined this information with a much more detailed set of land use map categories that reflect differences in development density and community character. The selected map categories are tied to specific traffic generation and attraction rates appropriate for traffic modeling. These selected categories also more effectively address community character and aesthetic concerns. The Existing Land Use Map is presented with a Future Land Use Scenario Map later in this report to facilitate comparison.

D. Review and Mapping of all Applicable Community Land Use Plans and Land Use Regulations

The project consultant reviewed the Land Use Plan, Official Map, Land Division Ordinance, and Zoning Ordinance of each jurisdiction in the Study Area. Interviews with the lead local government staff were also conducted with each jurisdiction. This analysis identified several important factors to guide the remainder of the NMPAC's work. These include:

- Locally Adopted Land Use Plans are Very Consistent with One-Another. Specifically, within the entire North Mendota Study Area, only four small areas of substantive disagreement exit between local land use plans – totaling about 1 percent of the Study Area.
- Locally Adopted Plans Advocate a Consistent Set of Policy Objectives. These include strong support for environmental protection, farmland preservation, maintaining strong and clear edges between urban and rural areas (including community separation areas between Middleton, Waunakee, the urban portions of Westport, and De Forest), a focus on infill and redevelopment in older urban areas, support for pedestrian and bicycle facilities, support for trails and paths linking park systems, maintaining safe motor vehicle travel and traffic flow, providing a full range of housing in urban areas, enhancing unique community identities, development aesthetics and character, and promoting economic development strategies focused on tax base enhancement and strong employment opportunities in quality jobs.
- Municipalities within the Study Area are Achieving a High Degree of Intergovernmental Coordination. The towns, villages and cities in the North Mendota Study area have adopted a remarkable series of formal and informal intergovernmental agreements and shared planning documents. Notable agreements around the Study Area exist between Vienna and Waunakee, Waunakee and Westport, Westport and Middleton, and Middleton and Madison. An agreement between Middleton and Springfield is under discussion.

North Mendota Parkway Study

Map 1

Environmentally Sensitive Areas & Public Lands

- State/County Parks
- Natural Resource Areas
- Publicly Owned Lands
- Major Watersheds
- Slopes > 12%
- Open Space/Environmental Corridors*
- Wetlands**
- Rare Species Areas***
- Septage Disposal Sites
- Manure Storage Sites
- Oak Savannas

Note: This map is for general informational use only, and is not to be used to obtain detailed siting information.

*Mapped by the DCRPC based on the Regional Development Guide open space overlay. In August 1997, this layer was refined to reflect town plans. Environmental corridors are continuous systems of open space that include environmentally sensitive lands and natural resources requiring protection from disturbance and development, and lands needed for open space and recreational use. They are based mainly on drainageways and stream channels, floodplains, wetlands, and other resource lands and features.

**Extracted from WDNR's land cover dataset. Mapped wetlands are at least 2 acres in size. A wetland is defined as the following: an area with water at, near or above the land surface long enough to be capable of supporting aquatic or hydrophytic vegetation, and which has soils indicative of wet conditions.

***Represents known occurences of rare species and natural areas in a section, as recorded in the Wisconsin Natural Heritage Inventory. Areas represented may include terrestrial species, aquatic species, or both types of species.

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Final: Oct 22, 2003

Sources:
State/County Parks-Dane County RPC.
Natural Resource Areas-Dane County RPC.
Publicly Owned Lands-Wisconsin DNR.
Major Watersheds-Dane County RPC.
Slopes-Dane County LIO.
Open Space/Enviro. Corridors-Dane County RPC.
Wetlands-Wisconsin DNR.
Rare Species Areas-Wisconsin DNR.
Septage Disposal Sites-Dane County LCD.
Manure Storage Sites-Dane County LCD.
Oak Savannas-Dane County RPC.

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N

Spring Creek - Lodi Marsh Watershed
Lodi Marsh Area
Town of Dane
Village of Dane
Town of Vienna
Village of De Forest
Town of Windsor
Upper Yahara River Watershed
Town of Westport
Schumacher Farm
Dane Co. Range
Token Creek Area
City of Sun Prairie
Waunakee Marsh
Village of Waunakee
Sixmile Creek Watershed
Token Creek County Park
Cherokee Marsh
Town of Burke
Town of Springfield
Dorn Creek State Fisheries
Dane County Regional Airport
Pheasant Branch Creek Conservancy
Governor Nelson State Park
City of Madison
Village of Maple Bluff
Lake Waubesa Watershed
Town of Middleton
Mendota County Park
Lake Mendota
City of Middleton
Village of Shorewood Hills

North Mendota Parkway Study

Map 2

Adopted Planned Land Use

Note: This map is for general informational use only, and is not to be used to obtain detailed zoning information

- Urban Service Area Boundaries
- Municipal Boundaries
- Future Highway 12 Alignment
- Interstates
- State Highways
- Roads

Existing Planned Land Use

- Agriculture/Rural
- Single Family (on-site over 2 acres)
- Single Family (on-site 20,000 sf - 2 acres)
- Single Family (central system)
- Duplexes & Townhomes
- Multi-Family
- Rural Mixed Use
- Neighborhood Mixed Use
- Central Mixed Use
- Planned Mixed Use
- Planned Neighborhood
- Traditional Neighborhood
- Office Park
- Rural Business
- Planned Business
- General Business
- Planned Industrial
- General Industrial
- Heavy Industrial
- Landfill/Extraction
- Institutional
- Preserved Private Open Space
- Public Open Space
- Environmental Corridor - Lowland
- Environmental Corridor - Upland
- Surface Water
- Vacant
- Airport
- Conflicting Plans
- City and/or Unplanned Areas

1. Agriculture/Rural - Northwest Quadrant Study
   Single Family (on-site > 2 acres) - Springfield Comp Plan
2. Single Family (on-site > 2 acres) - Middleton/Westport Joint Planning Area
   Public Open Space - Town of Westport Land Use Plan
3. Rural Business - Village of DeForest Land Use Plan
   Ag Preservation - Town of Vienna Land Use Plan
4. Planned Business - Village of DeForest Land Use Plan
   Extraction - Town of Vienna Land Use Plan
5. Single Family (central system) - Village of DeForest Land Use Plan
   Ag Preservation - Town of Vienna Land Use Plan
6. Single Family (central system) - Village of DeForest Land Use Plan
   Single Family (on-site 20k sq ft - 2 acres) - Town of Windsor Land Use Plan

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Final: Oct 22, 2003

Sources
Dane County Land Information Office,
Dane County Regional Planning Commission,
Wisconsin DNR, & Wisconsin State Historical Society

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Town of Dane
Village of Dane
Town of Vienna
Village of DeForest
Town of Windsor
Town of Westport
Village of Waunakee
Town of Springfield
Town of Burke
Town of Middleton
City of Middleton
Village of Shorewood Hills
Village of Maple Bluff
City of Madison
City of Monona
Lake Mendota
Lake Monona

- Current Development Regulations are Inadequate to Attain the Shared Policy Objectives. With a few exceptions, the provisions of municipal and county zoning regulations are not designed to guide development in a manner sufficient to attain goals and objectives of the locally adopted plans. Most of these short-comings are of a similar nature and pertain to the following: the need for more collector roads on Official Maps, standards for traffic management, accommodating multi-modal travel, environmental protection of upland natural features, long-term stormwater management, aesthetics of commercial and industrial development, and an inadequate selection of zoning districts to effectively forward plan objectives.

- Permanent Open Space Preservation is Not Fully Addressed in Local Plans or Regulations. Although local plans call for the preservation of large scale agricultural and community separation areas, no jurisdiction has yet developed a program to implement this goal.

E. Local Government Meetings

In late 2001, the consultant team met with the planning and elected officials of all of the communities within the Study Area on an individual basis. The purpose of these meetings was to allow technical staff to review the consultant's draft maps of Existing Land Use and Adopted Plans, population projections, and to discuss the communities' plans for growth beyond the time horizon of their adopted plans. During these meetings the consultant team was also able to gain a better understanding of the intergovernmental context of the Study Area. Additional purposes of these meetings were to collect written questionnaires that had been previously sent to head appointed and elected officials of each community; collect additional planning documents that could have a possible bearing on the Study; and solicit additional staff input on a variety of planning and transportation related issues. The meetings took place in each of the respective communities and lasted anywhere from one to three hours.

These meetings yielded a number of useful insights into the land use and transportation priorities of each community. It also provided a 'hands on' opportunity for local planning staff and elected officials to voice their ideas and concerns over a range of possible land use and transportation alternatives prior to selection by the advisory committee.

F. Agency Scoping Meeting

Representatives from the Study Area communities and State and County agencies attended a project scoping meeting on December 18th 2001. These included the Wisconsin Department of Transportation, the Wisconsin Department of Natural Resources, the Wisconsin Department of Agriculture, Trade and Consumer Protection, the Dane County Parks Department, the Dane County Land Conservation Department, the Dane County Highway and Transportation Department, the Dane County Planning and Development Department, the Dane County Regional Planning Commission, the Madison Area Metropolitan Planning Organization and the Waunakee School District. Meeting participants identified their concerns related to transportation, land use, preservation and aesthetic issues. Substantial discussion focused on funding sources for transportation improvements. Broad support for the NMPAC project approach was indicated – perhaps as a model for future studies seeking to balance transportation and growth management objectives.

G. Public Orientation to the Study through three Open Houses (January 2002)

Based on the information collected in the fall of 2001, the NMPAC hosted public open houses in Middleton, Waunakee and Madison to help orient the public to the project. The purpose of the Open Houses was to update the public on data gathering activities, report on the current state of land use and planning within the corridor, present the spectrum of land use alternatives to be considered in the study, and administer a community questionnaire. Of the Open House attendees who responded, 83 percent thought that major transportation improvements were needed in the North Mendota area. A strong majority of respondents (~79 percent) felt that any new transportation facility should serve mobility over local access.

H. Identification of Public Objectives in Three Corridor Vision Forums (Late Winter 2002)

The Corridor Vision Forums provided an opportunity for members of the public to voice their concerns, expectations, and aspirations for the future of the North Mendota area. The focus of the discussions tended to center on general quality of life issues such as open space and farmland preservation, environmental protection; and public safety issues, rather than on building a particular type of road at a particular location. The two major themes that emerged from these forums were preserving and enhancing livable communities and supporting intergovernmental planning efforts.

Figure 1: The issues critical to the planning area were identified through numerous public visioning sessions and presented at the September 4, 2003 Open House.

SUMMARY

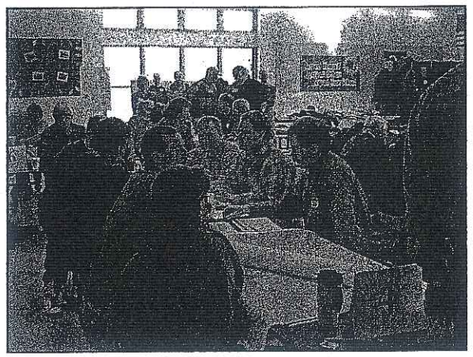
Critical Issues Identified in Public Forums

- Retain and enhance community identity and character
- Protect sensitive environmental areas and better manage stormwater quantity and quality
- Permanently protect large areas of prime farmland and community separation
- Relieve traffic congestion & safety concerns on CTH M
- Avoid attracting regional traffic into developed areas
- Promote transportation solutions that maintain / improve the quality of life, not just address congestion concerns

The overriding sentiment was that major transportation improvements are needed in the Study Area. However, it was also strongly felt that any new roads should be used to support (and not dictate) the future pattern of land use. Many participants saw the potential of a new controlled access "parkway" to improve safety and mobility, but most did not want such a road to disturb the natural features and rural ambiance that make the area such a desirable place to live. Another theme was the need to explore and expand alternative forms of transportation and land use to reduce auto dependency. Intergovernmental planning was seen as essential to realizing many of these objectives.

The Corridor Vision Forums asked participants to identify the most important issues facing the Study Area. A strong degree of consensus emerged on these matters.

Participants identified the following most important *weaknesses and threats* facing the Study Area:



- Heavy Traffic and Congestion (especially Highway M)
- Sprawl…the Loss of Farmland, Community Separation Open Space and Rural Character
- Safety Problems with Existing Network
- Too Much Low-Density Development
- Environmental Threats

Participants also identified the following most important *strengths and opportunities* in the Study Area:

- Green Space Preservation/Community Separation
- Farmland Preservation
- Transportation that Supports Community Planning/Livable Communities
- Minimize Auto Dependency
- Safety Improvements
- Preservation of Rural Character
- Controlled Access Corridor That Minimizes Loss of Features
- Intergovernmental Cooperation

III. Development of 50-Year Land Use Projections and Mapped Scenarios (Spring 2002)

The project consultant prepared a description of ten draft land use scenarios based on the comments of the NMPAC, the public and agencies in the winter of 2001/2002. During this time, the project consultant also explored and recommended a methodology to produce realistic land use projections associated with these scenarios. The basic approach used in the projections was to measure the existing per capita area of land development in each land use map category for each jurisdiction in the Study Area. An extrapolation of this established relationship between land use category and extent of development to accommodate the 50-year population projection formed the basis for developing an "Existing Trends" scenario. The remaining scenarios modified this existing trends baseline within each land use category. The scenarios also differed substantially on the location of the projected development. In early 2002, the NMPAC merged elements of the draft land use scenarios to reach five 50-Year Alternative Development Scenarios for detailed land use mapping.

The Existing Land Use Map and the 50-Year map for the Extension of Current Trends are show at the end of this section.

A. Identification of a range of five realistic Alternative Development Scenarios

Five Alternative Development Scenarios were produced for NMPAC and public review. Each scenario used maps, images and text to depict a different way the communities north of Lake Mendota could develop and change over the next fifty years. The scenarios are intended to be a detailed, but conceptual, glimpse of the future – not alternative land use *plans*. Each of the five scenarios was produced in discrete ten-year increments to further assist in evaluation of trends over time.

1. Alternative Development Scenario 1: Extension of Current Trends

This scenario assumes that the historic trends of land use types, densities and locations will continue over the next fifty years. The majority of single-family residential development will occur on public water and centralized sanitary sewer systems, adjacent to already developed areas. Rates of rural residential development reflect historic trends. Although modest amounts of downtown and outlying commercial redevelopment will occur, the majority of new non-residential development will occur around busy intersections adjacent to existing commercial and industrial development. Adopted community plans guide all development until their designated growth areas become full (which generally occurs between 2020 and 2030).

2. Alternative Development Scenario 2: Dispersion of Non-Residential Development

This scenario assumes that the historic trends of land use types, densities and locations will continue over the next fifty years, except that *non-residential* development will be more strongly attracted to high access intersections and interchanges as compared to Scenario 1. The majority of these non-residential development nodes are located at, or beyond, the edges of planned development in Middleton, Waunakee and De Forest. The USH 14 and 12 corridors will experience strong growth west and north of the existing City of Middleton limits. The STH 19 and STH 113 corridors will experience strong growth east of Waunakee. The USH 51, STH 19 and CTH V corridors will experience

strong growth around the northern, eastern and southern edges of De Forest. Adopted community plans guide all *residential* development until their designated growth areas become full (which generally occurs between 2020 and 2030).

3. **Alternative Development Scenario 3: Dispersed Residential Development**
This scenario assumes that the historic trends of land use types, densities and locations will continue over the next fifty years, except that the amount of *rural residential development* occurring in rural subdivisions (served by on-site sanitary systems) will more than double over the historic rates. The majority of these areas are located in, and beyond, areas designated for rural residential development in the adopted community plans of the Towns of Springfield, Westport, Vienna and Windsor. Notable areas of such growth include the Springfield Corners area and CTH P corridor in the Town of Springfield, the Dorn Creek valley and River Road corridor in the Town of Westport, the hilly upland areas in the Town of Vienna, and the Token Creek valley in the Town of Windsor. Adopted community plans guide all *non-residential and sewered residential* development until their designated growth areas become full (which generally occurs between 2030 and 2040).

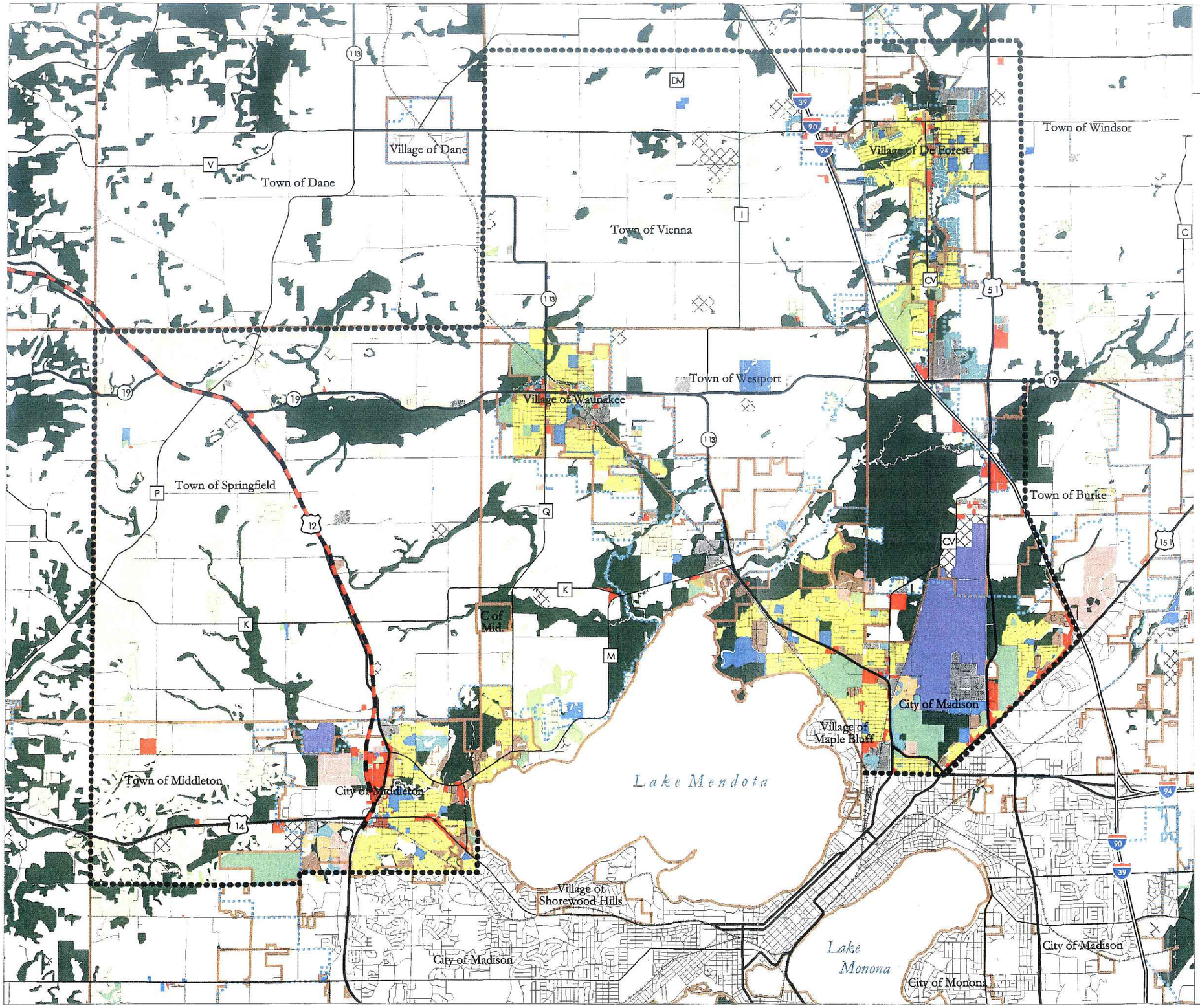
4. **Alternative Development Scenario 4: Compact Residential Development**
This scenario assumes that the historic trends of land use types, densities and locations will continue over the next fifty years, except that the amount of *urban residential development* occurring in subdivisions served by centralized sanitary systems will increase, and that the density of such neighborhoods will also increase by about one dwelling unit per acre. (This is the historic trend of densification experienced in the Cities of Sun Prairie, Fitchburg and Middleton between 1970 and 2000. It results from a combination of slightly smaller lot sizes, narrower street rights-of-way, and slightly higher multi-family densities.) This is shown on the map by expanding the area of the "Traditional Neighborhood" category and reducing the area of the "Planned Neighborhood" category. The amount of development in the "Rural Residential" category is reduced by fifty percent. Adopted community plans guide all development until their designated growth areas become full (which generally occurs between 2030 and 2040).

5. **Alternative Development Scenario 5: Transportation Corridors**
This scenario assumes that the historic trends of industrial development will continue over the next fifty years, but that the historic range of other land use types will be arranged in a more compact pattern that uses slightly smaller average lots, slightly more dense multi-family projects and more multi-floor office projects. This development alternative also assumes that more mixed-use development will occur and locate in areas with both convenient road access and proximity to transit corridors. These clusters of more intense development are shown in the "Planned Mixed Use" category. The amount of development in the "Rural Residential" category is reduced by seventy-five percent. Adopted community plans guide industrial and rural residential development until their designated growth areas become full (which generally occurs between 2040 and 2050). Because of the higher concentration of development, this scenario preserves the largest area of farmland and the widest community separation areas.

To further illustrate each Alternative Development Scenario, each Scenario Map was supplemented by a collection of representative ground level and aerial photos, and charts depicting the resulting mix of land uses and acreage consumption.

North Mendota Parkway Study

Map 3



Existing Land Use (2001)*

- New USH 12 Alignment
- Interstates
- State Highways
- County Highways
- Roads
- Railroad Lines
- Urban Service Area Boundaries
- Municipal Boundaries

Existing Land Use

- Agriculture/Rural
- Single Family (on-site over 2 acres)
- Single Family (on-site 20,000 sf - 2 acres)
- Single Family (central system)
- Duplexes & Townhomes
- Multi-Family
- Rural Mixed Use
- Neighborhood Mixed Use
- Central Mixed Use
- Planned Mixed Use
- Planned Neighborhood
- Traditional Neighborhood
- Office Park
- Rural Business
- Planned Business
- General Business
- Planned Industrial
- General Industrial
- Heavy Industrial
- Landfill/Extraction
- Institutional
- Private Open Space
- Public Open Space
- Environmental Corridor - Lowland
- Environmental Corridor - Upland
- Surface Water
- Vacant
- Airport

Note: This map is for general informational use only, and is not to be used to obtain detailed siting information.

*Update of 1990 Dane County Land Use Inventory based on aerial photography taken in 2000.

8000 0 8000 Feet

Final: Oct 22, 2003

Sources:
Dane County Land Information Office,
Dane County Regional Planning Commission,
Wisconsin DNR, & Wisconsin State Historical Society.

Vandewalle & Associates
Madison, Wisconsin
Planning - Creating - Rebuilding

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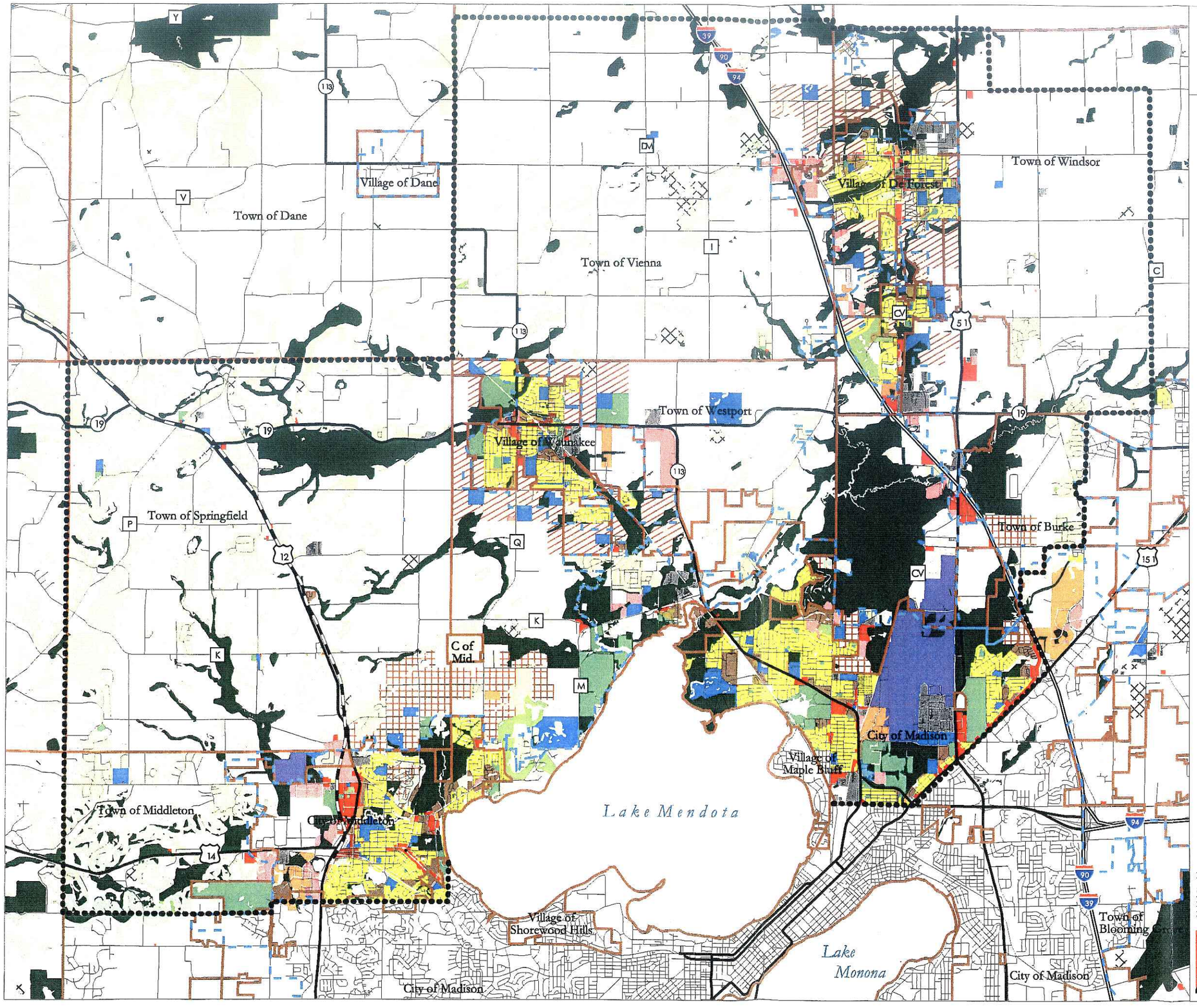
North Mendota Parkway Study

Map 4

Alternative Development Scenario 1: Extension of Current Trends 2050



Land Use

- Urban Service Area Boundaries
- Municipal Boundaries
- Future Highway 12 Alignment
- Interstates
- State Highways
- Roads

Land Use

- Agriculture/Rural
- Single Family (on-site over 2 acres)
- Single Family (on-site 20,000 sf - 2 acres)
- Single Family (central system)
- Duplexes & Townhomes
- Multi-Family
- Rural Mixed Use
- Neighborhood Mixed Use
- Central Mixed Use
- Planned Mixed Use
- Planned Neighborhood
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- Office Park
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Note: This map is for general informational use only, and is not to be used to obtain detailed siting information.

4000 0 4000 8000 Feet

Final: Oct 22, 2003

Sources:
Dane County Land Information Office,
Dane County Regional Planning Commission,
Wisconsin DNR, & Wisconsin State Historical Society.

Vandewalle & Associates
Madison, Wisconsin
Planning - Creating - Rebuilding

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B. Public Open Houses and NMPAC Evaluation of the Five Alternative Development Scenarios

The NMPAC hosted two public open houses to present and review the five Alternative Development Scenarios. The open houses were held at the Saint Benedict Center on CTH M, in March and April of 2002. Approximately 50 persons attended each of the open houses.

Public comments generally indicated that the scenarios provided a reasonable range of possible development futures.

C. NMPAC Selection of Two Development Scenarios for Traffic Modeling

Following the two open houses, the NMPAC selected Scenario 1: Extension of Current Trends and Scenario 5: Transportation Corridors for traffic modeling. The Committee felt that these two scenarios represented the ends of a spectrum of potential future results, and that the scenarios that modeled dispersed residential and dispersed non-residential development were neither planned for by communities, nor supported by the majority of the public. The Committee recognized that Scenario 4: Compact Residential Development will occur if urban development increases in density in Middleton, Waunakee and De Forest as it historically has in Sun Prairie and Fitchburg. However, the Committee noted that Scenario 1 is actually planned for, that Scenario 5 may occur if the regional rail initiative is implemented. Together, they provide broader range of possibilities than would be achieved if Scenarios 1 and 4, or 4 and 5, were compared to one-another.

Figure 2: The Alternative Development Scenarios range in the acreage required to accommodate population growth, extent of municipal expansion, density, and access to transportation linkages.

SUMMARY

Findings of Alternative Development Scenarios

- 50,000 more people + employment = 6,100 to 9,700 acres needed to accommodate development – for about 50 years
  - Minimal increases in density, and about 60 acres of compact development, produce this substantial conservation result
    - Middleton from 4.4 to 5.1 du/ac
    - Waunakee & DeForest from 3.3 to 4.8 du/ac
- Main areas of difference are in:
  - Distance of northward expansion of City of Middleton
  - Distance of northeast & southward expansion of Waunakee
  - Distance of northward expansion of DeForest
- These growth areas will likely block the routes of new east-west roads in Study Area without Official Mapping

A comparison of Scenario 1 with Scenario 5 is worth considering. The slight increase in density of the neighborhoods served by centralized sanitary sewer systems, the development of several infill and redevelopment areas within Middleton, Waunakee and De Forest, and the reduction in the amount of rural subdivision development results in a substantial difference in land conversion. Specifically, Transportation Corridors Scenario 5 requires the

conversion of approximately 6,000 acres to accommodate the 50,000 additional persons projected for the Study Area by 2050, while the Extension of Current Trends Scenario 1 requires the conversion of approximately 9,000 acres in the same period. This is roughly the area of Lake Mendota. This difference preserves approximately 3,000 acres of land, in particular farmland and wildlife habitat, thereby reducing the need for extensive stormwater management facilities.

IV. TRANSPORTATION MODELING (SUMMER AND FALL 2002)

Following the NMPAC's selection of the two alternative development scenarios, the project consultant and Dane County staff worked with the staff of the Metropolitan Planning Organization (MPO) to run traffic demand models (TRANPLAN). This effort involved updating the regional traffic model's land use base to accommodate the two 50-year development scenarios, and then selecting a series of six transportation network improvement alternatives to apply to each of the development scenarios. Therefore, twelve traffic models were developed in total. Each of the twelve models included the regional transportation model's assumptions for a high level of transit use. This assumption was developed as part of the Vision 2020 Plan for Dane County, and is used for all transportation analysis in Dane County.

A. Selection of Six Transportation Network Alternatives

Six transportation network alternatives were recommended by the project staff and endorsed for modeling by the NMPAC. These included:

1. Programmed Roadway Improvements Only

This Alternative includes all already programmed spot to the County Highway facilities in the Study Area. These improvements include:

- Adding a traffic signal and intersection improvements at CTH Q and CTH K
- Lengthening the curves on CTH K between CTH Q and USH 12
- Adding turn lanes and improving intersections on CTH M west of STH 113
- Adding turn lanes and short extensions of CTH M Four-Lanes near Bishop's Bay

This is essentially a "no-build" alternative.

2. Complete the Local Roadway Network Grid

This Alternative includes all Programmed Roadway Improvements listed above, and the extension of several existing Town roads to form a more complete local roadway network grid. These new roadway segments include:

- Extending Meffert Road east to Woodland Road south of Waunakee
- Adding a new town road running from Waunakee due south to CTH K midway between Woodland Road and CTH Q
- Adding a new town road running from Woodland Road east to Kennedy Road and STH 113, south of Waunakee
- Extending Greenbriar Road west to Pheasant Branch Road north of Middleton
- Extending Schneider Road west to High Road north of Middleton

3. Low-Speed New Parkway

This Alternative includes all Programmed Roadway Improvements listed above, and a new low speed (35 mph) Four-Lane roadway connecting Old USH 12 near Greenbriar Road north of Middleton to CTH M south of Dorn Creek. This road would be designed to wind through the large neighborhood that the City of Middleton is planning between USH 12 and the north end of the Bishop's Bay golf course. This Four-Lane roadway concept would be extended northeasterly along CTH M to STH 113 to STH 19 to the

interchange at Interstate Highway 39/90/94. Access to this low speed parkway would be limited to about one intersection every ¼ mile. No direct driveway access would be permitted.

4. **Moderate-Speed New Parkway**
This Alternative includes all Programmed Roadway Improvements listed above, and a new moderate speed (45 mph) Four-Lane roadway connecting Old USH 12 near Greenbriar Road north of Middleton to CTH M south of Dorn Creek. This road would be designed to run along the north edge of the large neighborhood that the City of Middleton is planning between USH 12 and the north end of the Bishop's Bay golf course. This Four-Lane roadway concept would be extended northeasterly along CTH M to STH 113 to STH 19 to the interchange at Interstate Highway 39/90/94. Access to this moderate speed parkway would be limited to about one intersection every ½ mile. No direct driveway access would be permitted.

5. **Expansion of CTH K**
This Alternative includes all Programmed Roadway Improvements listed above, and the modification of CTH K to a new moderate speed (45 mph) Four-Lane roadway. This Four-Lane roadway concept would be extended northeasterly along CTH M to STH 113 to STH 19 to the interchange at Interstate Highway 39/90/94. Access to this moderate speed parkway would be limited to about one intersection every ½ mile. No direct driveway access would be permitted. This alternative is essentially the recommendation of the previous North Ring County Committee

6. **High-Speed New Parkway**
This Alternative includes all Programmed Roadway Improvements listed above, and a new high speed (55 mph) Four-Lane roadway connecting with a free-flow interchange to new USH 12 north of Middleton and running easterly north of Dorn Creek and along side the CTH M corridor between CTH K and STH 113. This road would be designed to run along the north edge of the Dorn Creek environmental corridor. This provides separation from the large neighborhood that the City of Middleton is planning between USH 12 and the north end of the Bishop's Bay golf course. This Four-Lane roadway concept would be extended northeasterly along CTH M to STH 113 to STH 19 to the interchange at Interstate Highway 39/90/94. Access to this moderate speed parkway would be prohibited for both driveways and local roads. Interchanges would be located at USH 12, CTH Q, CTH M, STH 113, STH 19 and IH 39/90/94.

B. Analysis of Preliminary Transportation Modeling Results

The MPO staff provided the NMPAC with the results of its modeling of the six preliminary transportation alternatives. The modeling results demonstrated that there were negligible differences between the two land use scenarios on any of the transportation alternatives. Essentially, the minimal differences in the location of development, and the exact similarity in the amount of development, far outweighed the influence of the higher densities of the Transportation Corridors Alternative as compared to the Current Trends Alternative. The general conclusions of the preliminary modeling follow.

Regardless of the transportation alternative selected:

- [Over time] All roadways [in the study area] will need to be upgraded (expanded shoulders, wider cross sections, and access control) to safely handle future traffic demands.
- The interstate will experience substantially greater traffic demands.
- Freeway capacity will be fully used.
- Different land use development patterns (e.g. compact vs. existing trends) do not alter traffic volumes enough to reduce the need for roadway improvements (3 to 7 percent). They do make transit options and alternate modes more viable/feasible.
- Relief provided to any local collectors by the alternatives will be absorbed by local growth.

The conclusions of the traffic modeling also show general differences between the alternatives. For instance:

- Freeway alternatives will draw small traffic amounts (5 to 10 percent) off the Isthmus and South Beltline. Therefore, congestion remains.
- Excess capacity provided to Century Avenue by some alternatives will be absorbed by local growth. Traffic volumes will remain similar to what exists today.
- The CTH M section from STH 113 to CTH Q is the greatest capacity constraint in the corridor. The largest traffic moving capabilities are observed when capacity is added to this segment.
- Low built alternatives have heavy intersection volumes that require higher level intersection improvements.

Some substantial differences, however, emerged in comparing the six transportation alternatives. These are demonstrated through the following specific results:

1. Neither the Programmed Improvement Alternative nor the Local Roadway Network alternatives supply enough traffic handling capacity to meet the travel demands of the 50-year study period. Congestion reaches gridlock on all State and County highways in the Study Area under these alternatives. However, provision of the more complete local network provides substantial benefits to the traffic volumes on the local roads within the Study Area, as more choices are available and local traffic becomes more dispersed.

2. The Low Speed Parkway is projected to draw approximately 39,000 trips per day to CTH M between CTH K and STH 113. Although it accommodates the traffic in the planned neighborhood north of Middleton, it does not fully relieve congestion on existing CTH M between CTH K and USH 12. Four lane improvements to CTH M, STH 113 and STH 19 accommodate high traffic volumes, but enlargement to four lanes is needed sooner than would be necessary with higher speed limits.

3. The Moderate Speed Parkway is projected to draw approximately 43,000 trips per day to CTH M between CTH K and STH 113. It does a slightly better job of relieving congestion on existing CTH M between CTH K and USH 12 than does the Low Speed Parkway. Four lane improvements to CTH M, STH 113 and STH 19 accommodate high

traffic volumes, but enlargement to four lanes is needed sooner than would be necessary with higher speed limits.

4. The Expansion of CTH K is projected to draw approximately 40,000 trips per day. It northerly location is not as attractive to local traffic as the Moderate Speed Parkway. Four lane improvements to CTH M, STH 113 and STH 19 accommodate high traffic volumes, but enlargement to four lanes is needed sooner than would be necessary with higher speed limits.

5. The High Speed Parkway is projected to draw approximately 70,000 trips per day to its new route running between USH 12 and STH 113. It does the best job of relieving congestion on existing CTH M. However, MPO staff suspects that it also will draw a substantial amount of regional traffic to the Study Area. The four lane improvements to STH 113 and STH 19 also accommodate higher traffic volumes, delaying the necessary enlargement to four lanes because of the capacity benefits of higher speed limits.

The NMPAC acknowledged the need to provide the Study Area with sufficient roadway improvements to meet the travel demands created by projected development. The Committee further acknowledged the desirability to provide for the most cost-effective roadway network by completing the grid of local roads. The Committee asked the project consultant to explore the details of this strategy further with the local governments in the Study Area. The NMPAC did not view the alternative of expanding CTH K to four lanes as the best choice. Specifically, the Committee noted that CTH K already has numerous driveways that reduce the effectiveness of a travel corridor, and that a four lane highway tends to attract development (especially one with numerous driveways) – something that is not desired along the CTH K corridor.

Figure 3: All transportation options results in a need for more lane miles, mitigation of Interstate congestion, and general improvements.

Results of Transportation Modeling

Under All Development & Transportation Combinations:

- A doubling of area population & employment (+/- 50 yrs) will require substantially more lane miles of roadway
- Traffic growth on the Interstate will be very high
- All existing mile+ roads in Study Area will need expanding (At minimum: expanded shoulders, access controls & turn lanes. Four lanes likely in some areas.)
- The CTH M corridor from STH 113 to CTH Q is the most critical traffic constraint (a "North Isthmus")

C. Selection and Refinement of Three 50-Year Transportation Alternatives

The NMPAC determined to examine the three Parkway Alternatives more closely. The Committee specifically wanted to explore several important factors:

- The trip-end origins and destinations associated with each Parkway Alternative
- The land requirements and costs of each Parkway Alternatives
- The growth management implications of each Parkway Alternative
- The cross-section appearance and likely adjacent development pattern of each Parkway Alternative
- Local government reaction to the local road network concepts
- The ability to implement a sustainable transportation and growth management solution

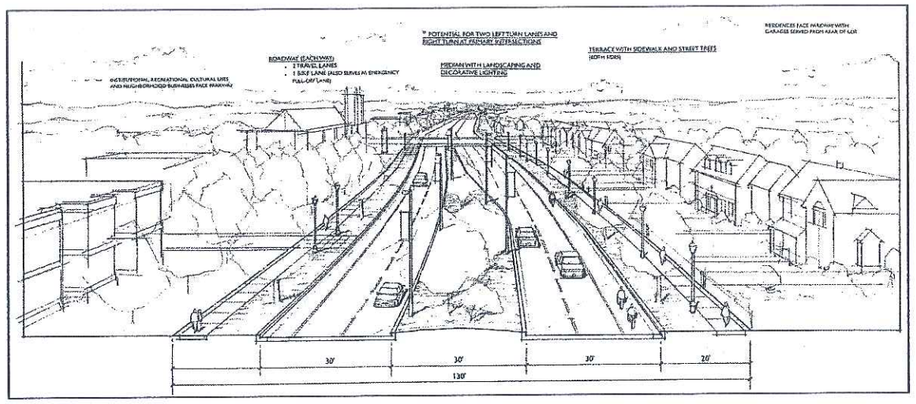
In response, the project staff and MPO staff worked to refine and detail the three Parkway Alternatives.

1. **Trip-End Analysis:**
   First the MPO staff conducted a Select Link Analysis to determine trip end origins and destinations for each of the Parkway Alternatives. Not surprisingly, the MPO staff demonstrated that the Low Speed Parkway Alternative drew a smaller volume of traffic from outside the Study Area, and from shorter distances outside of the Study Area. The High Speed Parkway Alternative drew the largest volume of traffic from outside the Study Area, and from longer distances beyond the Study Area.

2. **Land Requirements and Development Costs:**
   The project consultants examined the proposed alternative Parkway routes in detail. They determined that the Low Speed Parkway Alternative would require approximately 318 acres of right-of-way, and would cost approximately $28 million. They determined that the Moderate Speed Parkway Alternative would require approximately 312 acres of right-of-way, and would cost approximately $28 million. Finally, they determined that the High Speed Parkway Alternative would require approximately 484 acres if right-of-way, and would cost approximately $46 million.

3. **Growth Management Implications:**
   The project consultants indicated that the Low Speed Parkway Alternative would have few adverse implications for growth management – given its sinuous route that largely traverses Middleton's planned north neighborhood. The consultants indicated that the Moderate Speed Parkway Alternative would also have few adverse implications for growth management, if the route were kept south of Dorn Creek – on the north edge of Middleton's planned north neighborhood. In contrast, the consultants were concerned that the CTH K alternative would be a growth management risk because of its location within an area planned for agricultural preservation. Finally, the consultants indicated that the High Speed Parkway Alternative would have more significant growth management risks than the other alternatives, because of its ability to draw much more regional traffic, reliance on interchanges that tend to draw big box development, and location within the agricultural preservation area located north of Dorn Creek.

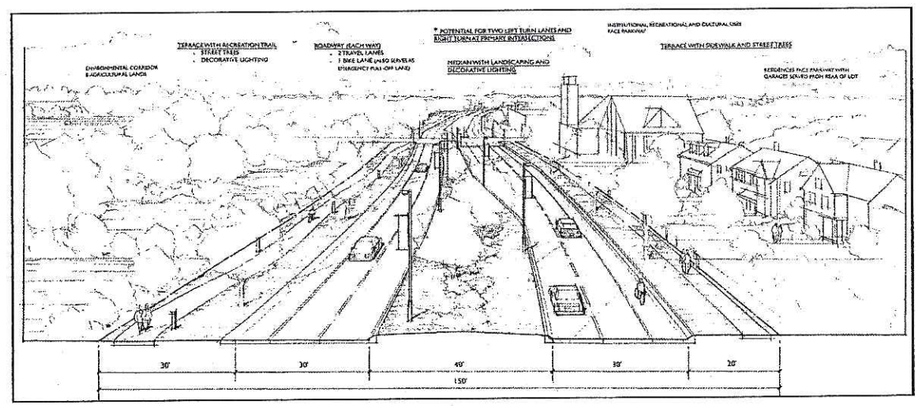
4. **Cross Section Appearance and Likely Adjacent Development Pattern:**
   The project consultants prepared cross section drawings and aerial perspective concept drawings of the three Parkway alternatives.



a) Low Speed Parkway

This roadway would be designed with two through travel lanes and an on-street bike lane in each direction. Turn lanes would be provided at intersections, which would be spaced no closer than one-quarter mile intervals. Sidewalks would be provided on both sides of the Low Speed Parkway. A central boulevard and side terraces would feature generous landscaping and calm illumination with decorative street lights.

Adjacent development, including homes, institutional uses and open space facilities, would face the Low Speed Parkway, with access to garages provided from the rear via courts or alleys. In neighborhood commercial nodes planned by the City of Middleton, the Low Speed Parkway would become more urban in character, with narrower boulevard and reduced building setbacks containing office, service and commercial land uses.

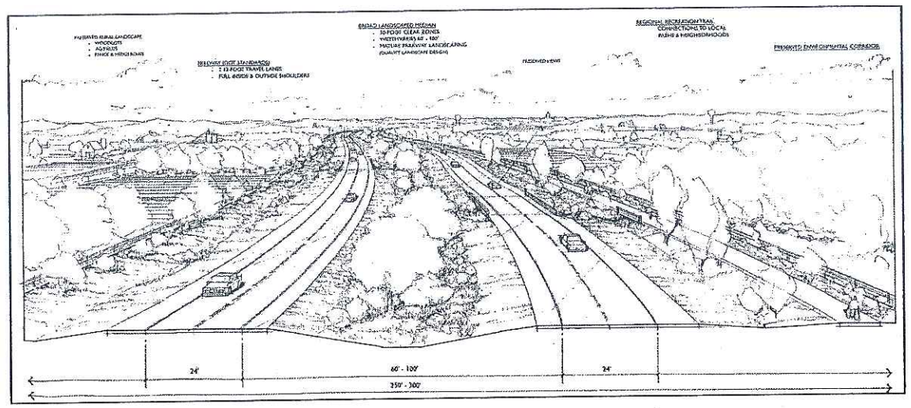


b) Moderate Speed Parkway

This roadway would be designed with two through travel lanes and an on-street bike lane in each direction. Turn lanes would be provided at intersections, which would be spaced no closer than one-half mile intervals. Sidewalks would be provided on both sides of the Moderate Speed Parkway in developed areas. Where permanent

open space abuts the Parkway, a multi-purpose path would be located winding along the edge of the open space (typically on the north side of the Parkway, with a sidewalk being provided on the south side). Some grade-separated crossings of the Parkway could be provided to help this multi-purpose path connect to other bicycle and pedestrian facilities in the area. A wide central boulevard and side terraces would be generously landscaped and calmly illuminated with decorative street lights. Efforts would be made to preserve significant views into and over open space areas.

Adjacent development, including homes, institutional uses and open space facilities, would face the Moderate Speed Parkway, with access to garages provided from the rear via courts or alleys. A larger setback, or landscaped buffer, would be used to help separate this development from Parkway noise.

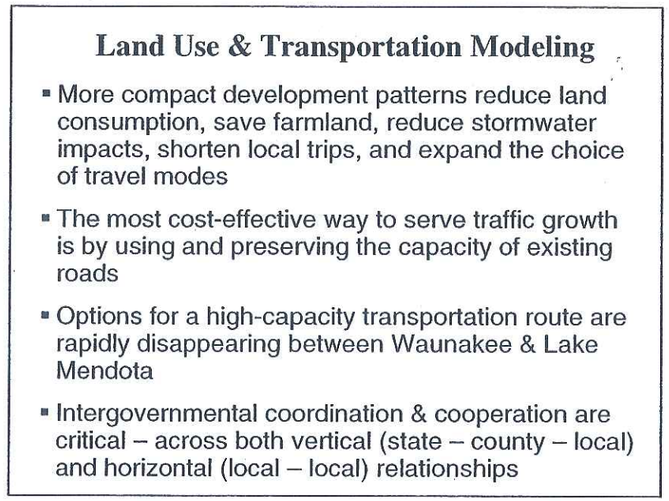


c) High Speed Parkway

This roadway would be designed as a Four-Lane freeway with two through travel lanes. This Parkway would be designed with a wider median and side terraces than is typical, so as to accommodate generous central and edge landscaping. Efforts would be made to preserve significant views into and over open space areas.

Adjacent development to this High Speed Parkway would primarily be permanent open space uses including natural areas protecting environmental corridors, and agricultural lands. A multi-purpose path would be located winding along the edge of the open space (typically on the south side of the Parkway). Some grade-separated crossings of the Parkway could be provided to help connect this path to other bicycle and pedestrian facilities in the area.

Figure 4: A summary of the results of the joint land use and transportation modeling process.



D. Local Government Reaction to the Local Road Network Concepts:

The project consultants met with municipal staff representatives in the City of Middleton, Village of Waunakee, and Town of Westport to discuss the local road network enhancements identified by the project staff team. The City of Middleton indicated that it is working on plans for an easterly extension of Schneider Road under the new USH 12 Bypass and across old USH 12 to High Road and perhaps beyond. They generally endorsed the extension of Greenbriar Road easterly to Pheasant Branch Road. They also agreed upon the desirability to align Balzer and Oncken Roads.

The Town of Westport indicated its opposition to a potential central and easterly extension of the low speed parkway northeasterly from the intersection of CTH M and Lake Road to the Kennedy Road crossing of the rail line STH 113 to STH 19 along a new route located roughly in-between STH 113 and River Road. The Town indicated its intention to keep this area in agricultural uses.

The Village of Waunakee indicated that it is working on plans for a new east-west collector road running just south of current development from west of CTH Q to STH 113 at the River Road intersection. Given support for this route, the Village requested that the Meffert Road extension and the new north south road between Woodland Road and CTH Q be eliminated from the local road network advocated by the Parkway study.

E. Implementation of Sustainable Transportation and Growth Management Solutions:

As the Parkway Study progressed, it became increasingly evident that the Committee was supportive of an aggressive approach to providing a comprehensive solution for transportation and growth management challenges by building on the strong base of intergovernmental cooperation already existing in the Study Area. Therefore the project consultants recommended a strategy based on four complementary initiatives:

1. Coordinated Area-Wide Planning Initiative:
   - Development of a complete local roadway network across jurisdictional boundaries
   - Coordination and development of long-range transit routes and facilities
   - Coordination and development of long-range bicycle and pedestrian facilities
   - Reservation of sites for future economic development nodes and corridors and a commitment to the infill development and redevelopment along transit corridors
   - Provision and dispersion of affordable housing
   - Commitment to maintaining intergovernmental harmony
2. Enhanced Regulation of Development Initiative:
   - Coordinated Official Mapping of transportation, stormwater management and community facilities
   - Expansion of environmental corridor protection for sensitive upland areas including drainageways, woodlands, prairies, savannas and rare habitats
   - Comprehensive stormwater management regulations specific to the unique challenge of the North Mendota Watershed
   - Coordinated overlay zoning to protect community character along highways. Zoning should address big box development, building materials, building orientation, landscaping, site and street lighting, signage, outdoor display, outdoor storage and vista preservation
   - Commitment to maintaining open space protection zoning
3. Open Space Acquisition Initiative.

   Calls for the identification and protection of:
   - Agricultural preservation areas
   - Community separation areas
   - Supplemental stormwater infiltration, quality enhancement and storage areas
   - North E-Way habitat and recreation corridor
4. Sustainability Initiative.

   Integrates several elements that address the long-term maintenance of intergovernmental relations including:
   - Annual North Mendota Intergovernmental Workshop
   - Annual North Mendota Implementation Report addressing objectives of progress, uniformity, equity and predictability
   - Intergovernmental Agreements between municipalities, and including county and state as appropriate

F. Role of Stormwater Management in Transportation and Growth Management Solutions

Given the proximity of the Study Area to Lake Mendota, and therefore the potential impacts of development to the entire Yahara Lakes watershed, the issue of stormwater management has been of primary concern throughout the Study. Initiatives relative to watershed and stormwater management therefore permeate all of the above initiatives. The committee solicited the input of hydrology and water quality experts from the Department of Natural Resources and the University. UW-Madison's Professor Ken Potter reported that "if the entire watershed is developed so as to increase the percent of impervious area by about 10 percent (low density development), maximum lake levels would increase by about 1.5 feet." Lake levels will continue to increase as a result of excess storm runoff resulting from the introduction of impervious surfaces. Detention storage delays the excess water, but does not eliminate it. Based on this and other potentially adverse effects of growth, several initiatives were proposed that directly address water quality. In order to minimize runoff, protect groundwater quantity and quality, minimize eutrophication, protect native ecosystems and cold water streams, any new development should:

1. Manage stormwater as not to increase runoff (given the cumulative impact of flooding from past land use changes in the watershed).
   - Incorporate maximum infiltration measures (e.g. minimizing new pavement on new corridors, reducing road width, using sunken terraces and medians for filtration, minimizing new storm sewer)
   - Minimize connected impervious areas through land use planning.
   - Encourage the utilization of small-scale infiltration practices. Examples include avoiding and mitigating compaction on a site-by-site basis; routing runoff from roofs, driveways, and sidewalks onto pervious surfaces; constructing rain gardens; and constructing grass swales and infiltration trenches along streets.
   - Prevent of treat roadway runoff that would adversely affect water quality and wetland vegetation.
2. Compensate for pumped water that is diverted from the watershed.
3. Manage stormwater so as to meet the County's goals for phosphorus delivery to Lake Mendota.
4. Contribute toward the restoration of streams, wetlands, and other valued ecosystems.
5. Prevent thermal pollution of cold-water streams.

V. Preliminary Recommendations (Fall 2002 and Winter 2003)

A. Parkway Alternatives Evaluation Open Houses

With three Parkway Alternatives in-hand, and preliminary consensus on a complementary growth management package, the North Mendota Parkway Alternatives Committee hosted three public open houses in November of 2002. These were held in Middleton, Waunakee and Madison. Attendance at each open house was between 75 and 125 persons.

The open houses provided displays of the:

- Study's history
- Existing natural features, land use and adopted plans
- Population projections and the alternative development scenarios
- Travel demand modeling and select link analysis
- Three Parkway Alternatives
- Parkway Alternatives' impacts
- The Sustainable Transportation and Growth Management Solutions Initiatives

The project consultants provided two 30-minute presentations about the Study's findings to-date, and then fielded comments and questions from the floor. Open house attendees were provided with a questionnaire that specifically asked about their favored Parkway alternative.

These open house meetings generated little controversy and substantial thoughtful comments. Attendees slightly favored the High Speed Parkway Alternative but there was no clear favorite. Attendees identified many positive and negative aspects of each alternative.

In summary, attendees strongly supported finding a solution to growing congestion and safety concerns, but only if the Parkway was paired with the sustainable solutions initiatives.

B. Identification of the Recommended North Mendota Parkway and an Associated Strategy Package

In December of 2002, and January and February of 2003, the North Mendota Parkway Advisory Committee (NMPAC) met to discuss the results of the public open houses and to make Study recommendations.

At its February 6th meeting, Committee members came to a preliminary agreement on some recommendations to take to the local governments, the general public and the County Board.

The following "consensus items" identified at the meeting formed the basis for the draft recommendations:

- Initiate an environmental study to identify critical natural resources
- Officially Map the "North Mendota E-way" (pending results of the environmental study.
- Complete and officially map all currently program transportation improvements
- Implement interim improvements to alleviate congestion on CTH M.

- Officially map a broader right-of-way swath along the existing corridor running west from the Interstate on STH 19, south on STH 113, and west on CTH M up to Oncken Road.
- Implement several facility features, including Four-Lane parkway, accomodations for multi-modal transportation, prohibit private driveway access, space intersections at least ½ mile apart, limit speeds to 45 mph on CTH M (bewteen CTH K and STH 113) and 55 mph on STH 113 and 19, add improvements to intersections at CTH M and STH 113 and STH 113 and STH 19.

Following this meeting, these consensus items were analyzed and refined by project consultants and County staff to reflect the Committee's recommendations in their most logical implementation sequence.

VI. Draft Recommendations Presented at Four Public Open Houses (Fall 2003)

Identification of the Recommended North Mendota Parkway and an Associated Strategy Package

In December of 2002, and January and February of 2003, the North Mendota Parkway Advisory Committee (NMPAC) met to discuss the results of the public open houses and to make Study recommendations.

At its February 6th meeting, Committee members came to a preliminary agreement on some recommendations to take to the local governments, the general public and the County Board. Following this meeting, these consensus items were analyzed and refined by project consultants and County staff to reflect the Committee's recommendations in their most logical implementation sequence. At its May 29th meeting, Committee members endorsed the a Draft Agreement, agreed to seek the review and comment of participating municipalities; the Dane County Board, Executive, and agencies; and directed the project staff to seek public review and comment over the summer of 2003.

On October 22, 2003 the Committee considered local government and general public input in drafting the Final Recommendations (presented in the following section, VII Project Conclusion, Part C Final Recommendations). After considering the views of the public and local government, the Committee agreed upon the following minor amendments to the Draft Recommendations:

- The Intergovernmental Agreement should delineate the precise duration and area for the development moratorium. (Recommendations 2 and 3)
- The terminology "Interim Reliever Road" should be amended to "Improved Two-Lane Collector" linking CTH M and Old USH 12. (Recommendations 4 and 6)
- Specific improvements to the Improved Two-Lane Collector should include not only wider travel lanes, smoothed curves, and paved shoulders, but also include on-street bicycle lanes and a range of pedestrian facilities. (Recommendations 4 and 6)
- The proposed Four-Lane from CTH M to STH 113 should be extended only as far as CTH K, rather than Oncken Road. (Recommendation 4)
- "South Waunakee Collector" planning to include the Town of Westport as well as the Village of Waunakee. (Recommendation 4)
- The Adoption of a Formal North Mendota Area Plan should clarify the intent of this Plan to extend the planning time frame beyond the typical 20-year horizon to 50-years, and to not circumvent existing plans. (Recommendation 7)

VII. PROJECT CONCLUSION

A. Public Input at Open Houses

The public had the opportunity to comment on the proposed implementation strategies at four Open Houses held in September 2003. The public response to the proposed implementation strategies varied in the overall sentiment toward the project and concern about the specific effects of the project. Overall comments ranged from "We need a safe regional road now!" to "it is discouraging to me that we continue to accommodate the automobile at every turn." Specific areas of concern included:

- The safety impacts of increasing traffic volumes and travel speeds to cyclists, walkers, joggers, especially on the Improved Two-Lane Collector Road.
- Questions regarding why CTH K's role is not expanded and why a high-capacity road is not proposed further to the north.
- The potential expansion of CTH M to four lanes.
- Wide-reaching support for expanded bicycle and pedestrian facilities throughout the study area.
- The expansion of alternative transportation options.
- Concerns over stormwater management, environmental degradation, and loss of farmland.

In addition to general public concerns, various groups representing special interests shared their perspectives on the Draft Recommendations.

- Black Earth Creek Watershed Association urged that large and continuous natural areas be protected, particularly the area in the Town of Springfield that recharges the Pheasant Branch watershed, which also includes very high quality agricultural lands.
- Natural Heritage Land Trust promoted conservation, agricultural preservation and community separation via: expanding the proposed moratorium area; developing criteria for establishing connections between habitat areas; tying construction of a parkway to the dedication of resources; and suggesting that construction of a parkway be contingent upon demonstration of the need after the interim steps are completed.
- Friends of Pheasant Branch shared three specific suggestions:
  1. Protect the Pheasant Branch Springs primary groundwater recharge area that extends into the Town of Springfield: "If designed with care, a North Parkway route through the primary spring recharge area would have minimal impact on recharge;"
  2. Keep the potential Parkway as close as possible to the City of Middleton; and
  3. Connect Pheasant Branch with Dorn Creek via a 300-ft. corridor.

Further comments suggested that the actual construction of a Parkway (Step 10) be contingent on the demonstration of need for additional transportation capacity. Others advocated for creating connections for pedestrians, bicyclists and wildlife movement within

the study area over significant barriers (e.g. expressways/freeways). Finally, many expressed opposition to an "interim reliever road" (IRR) concept. This idea, by far, generated the greatest number of comments and concerns. In response to this, the committee refined the concept of "interim reliever road," clarifying that the idea essentially was to make improvements to existing roads such as wider lanes, smoother curves and paved shoulders for a Two-Lane Collector, rather than creating a high-capacity arterial road.

B. Local Government Input Following Open Houses

The following individual municipalities also weighed in with the following comments and suggestions.

- **City of Middleton**
  1. The development moratorium area is too large and the timeframe needs to be shortened.
  2. The environmental study should proceed immediately, as currently outlined in Step 5.
- **Town of Westport & Village of Waunakee**: Passed Identical Resolutions including the following:
  1. Moratorium area is too large; area south of Section 29 in the Town of Westport is not necessary (too far removed from corridor).
  2. Moratorium time period should be more specific; should sunset when Parkway is placed on Dane County's Official Map, or within 18 months, whichever occurs sooner.
  3. South Waunakee Collector location representation should be modified on map.
  4. Regarding the Improved Two-Lane Collector Road:
     a. Step 4.b.i.a. to be revised to state that the Four-Lane improvements to CTH M end at CTH K (instead of at Oncken).
     b. Improvements noted in 4.b.i.b-h. are meant to create collector streets and not a thoroughfare option, which improvements will be developer driven and paid.
  5. North Mendota Area Plan (Step 7) should not duplicate current intergovernmental comprehensive planning efforts and products. Current plans could be supplemented with additional information.
  6. Step 10 should be completed within 15 years of mapping the corridor.
- **Town of Springfield**
  1. Moratorium area is too large; area north of K should be excluded. Current development limitations of 1 unit/35 acres is sufficient.
  2. Consider impacts of reliever road/ improvements on residential areas, schools. Suggest that K would be more effective reliever road.
  3. Concern about funding of improvements
  4. Protection of agricultural land.

5. Suggest the ultimate location for the parkway should be a "limited access highway as close as possible to Middleton."

C. Public Input at Final Hearing

The following reflect the concerns of individuals from the public presented at the October 22, 2003 meeting:

- Location of the proposed Parkway and roadway improvements
  7. The location of the Parkway should avoid as many farms, businesses, houses, etc.
  8. The location of the Parkway should be considerate of the ecological character of the area, including Dorn Creek
  9. The capacity of the interchange of new USH 12 and old USH 12 near Greenbriar will not accommodate the traffic generated by the Parkway
- Duration and area of the moratorium
- Abatement of impacts
  10. Address safety on feeder roads, particularly those proximate to schools
  11. Incorporate noise abatement measures- trees, architecture, etc, that are effective and aesthetically appealing
  12. Consider stormwater management

D. Final Committee Recommendations

The Committee met on October 22nd, 2003 to review the Draft North Mendota Parkway Alternatives Study document and the associated implementation recommendations. The committee considered the public input from the four open houses (presented in A, above), local government input (presented in B, above), and public comments given at the meeting (presented in C, above) in amending the Draft Implementation Recommendations. After minor amendments (summarized in previous Section VI), the committee voted to approve the Final Implementation Sequence.

The implementation strategies are laid out both on maps and in a recommended order. Both are illustrated on the Implementation Sequence Map that follows. Immediate and Short-Term items are necessary to address existing problems and challenges. Mid-Term items are prerequisites to Long-Term items.

Note that Steps 1-7 must be completed before the Parkway route is finalized and placed on Official Maps in Step 8. Also note that construction of the Parkway will occur as Step 10, when funding is available. These recommendations are depicted on the map that follows Step 10. This map shows the complete implementation sequence outlines as Steps 1-10 in the legend.

FINAL NORTH MENDOTA PARKWAY ADVISORY COMMITTEE RECOMMENDATIONS

OCTOBER 22, 2003

1) **Dane County Completes Currently Programmed County Highway Improvements in the MPO / Dane County TIP (Transportation Improvement Program)**
   - *On-Going*
   - *By Dane County*

   a) Intersection of CTH K and CTH Q *(now complete)*
   b) Curves in CTH K
   c) CTH M:
      - Two-Lane improvement on CTH M between Middleton and Willow Road, including the intersection of CTH K and CTH M, the intersection of CTH M and Westport Road, and the intersection of CTH M and Woodland
      - CTH M from Willow Road east to STH 113
      - CTH M (east side of Middleton)

2) **Adopt a Binding North Mendota Intergovernmental Agreement with City of Madison, City of Middleton, Village of Waunakee, Town of Springfield, Town of Westport, Dane County and State of Wisconsin that Includes:**
   - *Immediately*
   - *By Madison, Middleton, Waunakee, Springfield, Westport, Dane County and State*

   a) Commitment to Proceed Per Following Items 3-10
   b) Could consider including Village of DeForest and Town of Vienna in agreement
   c) Establish a North Mendota Implementation Committee to Coordinate the Implementation of this Package (Steps 3-10)
   d) Establish this Agreement as a 20-year agreement with a cycling renewal period every five years in order to extend the Agreement through the 50-year planning period identified in Step 7)b), below.
   e) The precise duration and area of the Short-Term Development Moratorium in 3)c) below, would be determined by the Intergovernmental Agreement.

3) **Municipalities Adopt an Interim North Mendota Transportation Policy**
   - *Immediately*
   - *By Madison, Middleton, Waunakee, Springfield, Westport, and Dane County*
   - *Required by the Intergovernmental Agreement in Step 2, above.*

   a) A Uniform Interim Right-of-Way Dedication Policy of:
      - 120 feet for all US, State and County highways
      - 100 feet for all local roads that exceed one mile in length

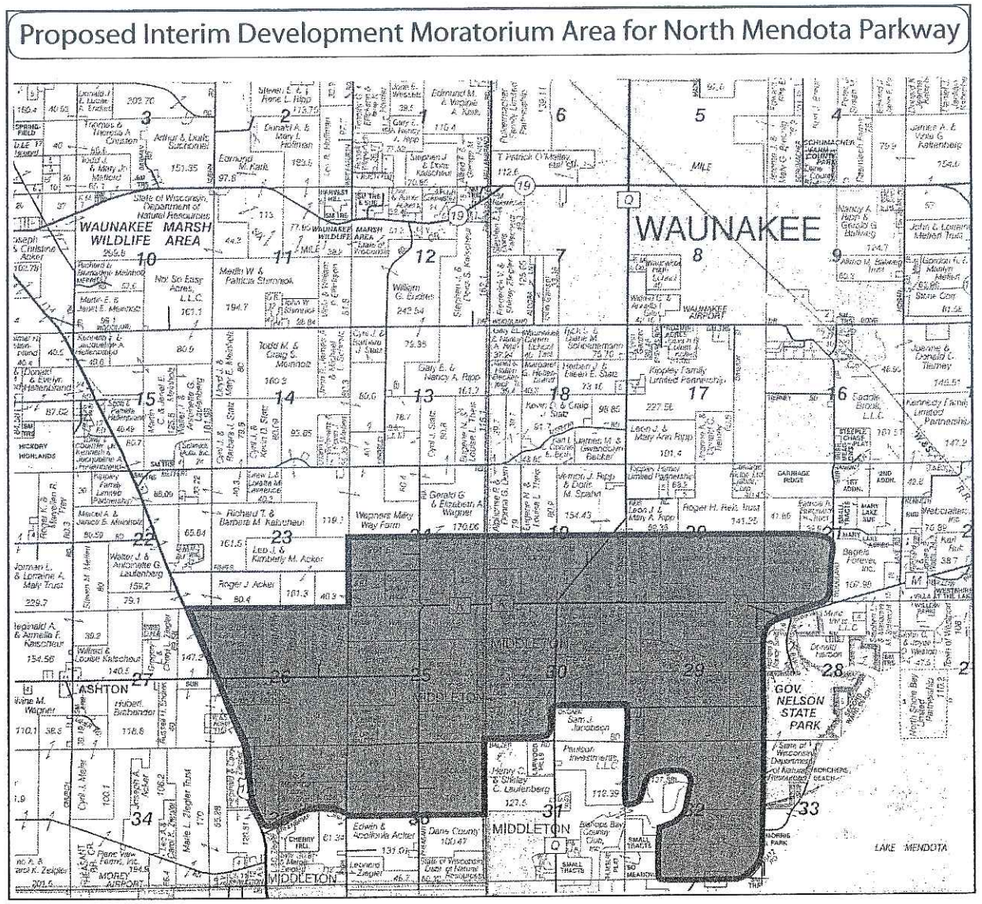
   b) A Uniform Access Control Policy to:

- Prohibit new driveway access for newly created lots to any road officially mapped for a right-of-way of 100 feet or more;
- Limit road intersections to one per one-quarter mile for any road mapped for a right-of-way of 100 feet;
- Limit road intersections to one per one-half mile for any road mapped for a right-of-way of 120 feet or more.

c) Adopt a Short-Term Development Moratorium on a band of land covering the potential routes of the Parkway from ½ mile north of CTH K on the north to the Oncken Road/ Greenbriar Road corridors on the south; and from USH 12 on the west to CTH M and Woodland Drive on the east. (See attached Map.) The precise area of the Moratorium will be established by the Intergovernmental Agreement (Step 2, above).

- The moratorium would reserve available Parkway route options until the actual route is placed on the Official Map in Step 9. It would cover land divisions, subdivisions, rezonings and conditional use permits. It would not cover building permits, which would proceed at their own risk.
- The moratorium would sunset when the Parkway is placed on the Official Map (Step 9) or as otherwise determined by the Intergovernmental Agreement.
- The moratorium could have an "escape valve" via the conditional use process to review and potentially allow certain development projects to proceed, if they can demonstrate no harm to the potential routes of the Parkway nor to environmental resources.
- Moratorium to be adopted by the City of Middleton, Village of Waunakee, Town of Springfield, Town of Westport and Dane County

See Map of the Proposed Interim Development Moratorium Area on Following Page



4) **Municipalities and County Adopt Interim Intergovernmental Official Maps that include:**
   - *Immediately*
   - *By Madison, Middleton, Waunakee, Springfield, Westport and Dane County*
   - *Required by the Intergovernmental Agreement in Step 2, above.*

   a) A General "North Mendota E-Way" to preserve potential open space system sites between USH 12 and IH 39/90/94, Lake Mendota and STH 19:
      - Establish buffer areas around sensitive natural features
      - Link the Dorn Creek environmental corridor with the Pheasant Branch Conservancy, Governor Nelson State Park, and Six Mile Creek Wetlands area and the Cherokee Marsh/Token Creek open space systems

b) A Complete Local Roadway Grid, including:
   - An improved Two-Lane Collector that links CTH M with Old USH 12 via improvements (e.g. wider travel lanes, on-street bicycle lanes, paved shoulders, and pedestrian facilities) to the existing Two-Lane roadway network including:
     (a) Four-Lane existing CTH M from STH 113 to CTH K, phased as needed
     (b) Improved Two-Lane Oncken Road
     (c) New Two-Lane "Balzer/Oncken Link" with cross intersection at CTH Q
     (d) Improved Two-Lane Balzer Road to High Road
     (e) New gentle curve at Balzer Road intersections with High Road
     (f) Improved Two-Lane High Road to Greenbriar Road
     (g) New gentle curve at High Road intersection with Greenbriar Road
     (h) Improved Two-Lane Greenbriar Road to Old USH 12
   - A "North Middleton Collector" per City of Middleton between Old USH 12 and Oncken Road, dependent on the City of Middleton's decision to design, fund, and construct.
   - A "South Waunakee Collector" per Village of Waunakee and Town of Westport between CTH Q and STH 113 at River Road, dependent on the Village of Waunakee's and Town of Westport's decision to design, fund, and construct.

c) A North Mendota Parkway Corridor (containing the roadway and the bicycle/pedestrian path) connecting USH 12 with CTH M at CTH K, plus the reservation of the route from CTH M at CTH K to STH 113 to STH 19 to IH 39/90/94

d) Include these Recommendations in the North Mendota Communities Comprehensive Plans

5) County Conducts an Environmental Study of the North Mendota Area

- *Initiate Immediately and Complete in Short Term*
- *By Dane County*
- *Required by the Intergovernmental Agreement in Step 2, above.*

a) Identify and map sensitive natural resources in the area of potential North E-Way and North Mendota Parkway routes (generally bounded by CTH K on the north, CTH M on the east and south, and USH 12 on the west, plus the CTH M "isthmus" area)
   - Recommend appropriate mitigation and protections strategies for these resources
   - Recommend appropriate buffer areas around these areas
   - Identify locations appropriate for stormwater management facilities

b) Add to the North Mendota Interim Official Map (4, above) a recommended North E-Way that includes and connects areas of environmental concern, productive agricultural areas and existing open space areas such as the Dorn Creek Natural Area, Pheasant Branch Conservancy, North Fork of Pheasant Branch, Waunakee Marsh, Governor Nelson State Park, and the Cherokee Marsh/Token Creek open space systems;

c) Detail the impacts of potential North Mendota Parkway alignments on these resources

6) **Construct an Improved Two-Lane Collector via improvements to the existing roadway network between CTH M and Old USH 12**

- *Short Term*
- *Required by the Intergovernmental Agreement in Step 2, above.*

a) Route described in 4) b), above. (This is the "beefed up" Two-Lane Collector roadway work on Greenbriar, High, Balzer, CTH Q and Oncken.)

b) Construct road with wider travel lanes, paved shoulders, on-street bike lanes, pedestrian facilities, and gentle curves

7) **Adopt a Formal North Mendota Area Plan that extends the planning time horizon to 50 years and considers the following elements:**

- *Intermediate*
- *By Madison, Middleton, Waunakee, Springfield, Westport and Dane County*
- *Required by the Intergovernmental Agreement in Step 2, above.*

a) A North Mendota Area Open Space Preservation Policy

- Continue to use existing agricultural preservation zoning, environmental corridor preservation, and related techniques
- Use a method per appropriate state statutes or via statutory intergovernmental agreement to fund and preserve permanent open space in fee simple or partial interest (conservation easement)
- Prioritize acquisition of the areas identified as "Permanent Open Space Preservation Areas" on the North Mendota Area Long-Range Development Plan Map in 7)b), below

b) A North Mendota Area Long-Range Development Plan Map:

- Depict "Existing Development Areas"
- Depict "50-Year Development Areas"
- Depict "Permanent Preservation Areas"
  - (a) Areas identified for preservation or protection in adopted federal, state, county or local open space, agricultural or natural resource plans, including the North Mendota Environmental Study listed in 5), above
  - (b) Existing private conservation areas
  - (c) Existing traditional lowland environmental corridor components
  - (d) Additional sensitive environmental areas:
    - Steep slopes over 12%
    - Woodlands (limited to a maximum 30% clearing)
    - Prairie and Oak Savannas
  - (e) Planned Stormwater Facilities and Infiltration Areas (to serve b above)
  - (f) Planned Permanent Farmland Protection Areas
  - (g) Planned Permanent Community Separation Areas
  - (h) Planned North E-Way
  - (i) Identified Significant Historic and Cultural Resources
- Depict "Indefinite Future Areas" that could evolve into development or preservation areas

- Depict "Key Redevelopment Nodes"
- Depict "Key New Development Nodes" to reserve for major tax base development
- Depict "Key Community Character Nodes and Corridors" along highways and entry routes

c) A North Mendota Area Long-Range Transportation Plan Map
- Depict future rights-of-way per 3a) and Local Roadway Grid per 4b), above
- Depict future North Mendota Parkway route per 4c), above
- Depict recommended park-and-ride facility locations
- Depict recommended express bus routes
- Depict recommended reserved transit corridors along all existing rail lines
- Depict recommended regional bike routes per municipal and county plans
- Depict recommended regional trail network per municipal and county plans, including a link to the Ice Age Trail

d) A North Mendota Area Community Character Overlay Zoning District
- Adopt an Overlay Zoning District addressing travel corridor and development node aesthetics similar to that be considered for USH 12 in northwest Dane County
- District would apply to all non-residential and multi-family development
- District would address exterior lighting, building orientation, exterior display, exterior storage and signage

e) A North Mendota Area Affordable Housing Policy
- Adopt a Regional Fair Share Affordable Housing Commitment for each municipality (as a minimum percentage of new housing)
- Distinguish several appropriate housing types and affordability levels to ensure an appropriate range of availability

f) Implement the North Mendota Sustainability Program
- Hold an annual North Mendota Area Intergovernmental Workshop to check progress on this implementation strategy
- Identify key challenges and potential adjustments to keep them vital
- Produce a short annual progress report describing tasks above

8) Select a Route for the North Mendota Parkway
- *Intermediate*
- *By Consensus of Dane County and North Mendota Area Municipalities*
- *Required by the Intergovernmental Agreement in Step 2, above.*

a) Parkway route between CTH M and USH 12 to be determined by the findings of the Environmental Study from 5), above, with a western terminus at the under-construction interchange of new USH 12 with old USH 12.

b) Add the Parkway route to the Interim North Mendota Official Map (4, above) immediately upon study completion

c) Parkway would have the following characteristics:
   - Route connecting from IH 39/90/94 at STH 19 westerly along STH 19 corridor to STH 113 at Waunakee; southerly along STH 113 corridor to CTH M at Westport; westerly along CTH M corridor to selected new alignment connecting to a free flow interchange with USH 12
   - Four-Lane configuration
   - 55 mph speed limit between IH 39/90/94 and STH 113/CTH M interchange; 45 mph speed limit between STH 113/CTH M interchange and USH 12
   - Public road intersections no closer than ½ mile spacing and controlled by an access management plan and restrictions that would also restrict access to streets that intersect the Parkway, within a ¼ mile or more of the Parkway.
   - No intersecting driveways
   - Wide and attractive central median, where space allows
   - Accommodations for transit and park-and-ride facilities
   - Parallel recreation path with appropriate grade-separated connections across Parkway
   - Generous landscaping and calm lighting
   - advanced stormwater quantity and quality management facilities

d) Determine appropriate funding for the North Mendota Parkway

9) Municipalities and County Update their Official Maps

- *Intermediate*
- *By Madison, Middleton, Waunakee, Springfield, Westport and Dane County*
- *Required by the Intergovernmental Agreement in Step 2, above.*

a) Incorporate the recommendations of the Interim North Mendota Official Maps (4, above), the North E-Way (5)b), above), the North Mendota Parkway route (8, above), the community facility components of the North Mendota Area Long-Range Development Plan Map (7)b)(e), above), and the North Mendota Area Long-Range Transportation Plan Map (7)c), above)

10) Contingent upon available funding and all necessary steps outlined above being completed, fund, design and construct the North Mendota Parkway.

- *Long Range*
- *Required by the Intergovernmental Agreement in Step 2, above.*

a) Per 8, above

Please find a map of these ten recommendations on the next page.

North Mendota Parkway Study

Map 5

Implementation Sequence

Current Land Use

Projected Edge of 2050 Development (Current Trends Extrapolated)

Immediate Implementation:

1. Build Currently Programmed County Highway Improvements
   - Roads
   - Intersections
2. Adopt Binding Intergovernmental Agreement
   - Jurisdiction Name
3. Adopt Interim North Mendota Transportation Policy
   - Adopting Jurisdiction
   - 120' Right-of-Way Mapping
   - 100' Right-of-Way Mapping
   - Interim Development Moratorium Area *(Sunset at Step 9)*
4. Adopt Interim North Mendota Official Map
   - Interim North Mendota E-Way
   - Complete Local Road Grid Additions
5. Conduct Environmental Study of North Mendota Area
   - Study Area

Short Term Implementation:

6. Improvements to Existing 2-Lane Network to Provide an Improved Two-Lane Collector
   - Route (Greenbriar, High, Balzer, Q, Oncken)

Intermediate Implementation:

- Adopting Jurisdictions for 7 - 9, below:

7a. Adopt Open Space Preservation Policy
7b. Adopt Long-Range Development Plan Map
7c. Adopt Long-Range Transportation Plan Map
7d. Adopt Community Character Overlay Zoning District
7e. Adopt Affordable Housing Policy
7f. Initiate North Mendota Sustainability Program
8. Select & Officially Map Route of the North Mendota Parkway
   - Generalized Parkway Route Alternatives
9. Adopt Update of Local & County Official Maps

Long Range Implementation:

10. Construct the North Mendota Parkway

8000 0 8000 Feet

Final: Oct 22, 2003

Sources:
Dane County Land Information Office,
Dane County Regional Planning Commission,
Wisconsin DNR, & Wisconsin State Historical Society.

Vandewalle & Associates
Madison & Milwaukee, Wisconsin
Planning - Creating - Rebuilding

N

Note: This is a conceptual map only

Town of Dane
Village of Dane
Town of Vienna
Town of Windsor
Village of De Forest
Windsor Rd
Egre Rd
Town of Westport
River Rd
Village of Waunakee
South Waunakee Collector
Town of Springfield
CTHs K & Q
CTHs K & M
CTH M: STH 113 to Willow
CTH M & Westport
CTH M & Woodland
CTH K Curves
Oncken
Balzer
High
Improved Two-Lane Collector
Greenbriar
Schneider
North Middleton Collector
CTH M: East Side of Middleton
Town of Middleton
City of Middleton
Village of Maple Bluff
City of Madison
Lake Mendota
Village of Shorewood Hills
State of Wisconsin
Dane County
Lake Monona
City of Madison
City of Monona
Town of Burke

APPENDIX I: DANE COUNTY RESOLUTION #165

SUB. 2 TO RES. 165, 1999-2000

ADVANCING PLANNING TO ADDRESS LAND USE AND TRANSPORTATION CONCERNS NORTH OF LAKE MENDOTA

Traffic volumes north of Lake Mendota along County Trunk Highways (CTH) K and M and adjacent roadways are growing, reflecting the residential and commercial development that is steadily occurring in western and northern Dane County.

Dane County residents are concerned about these traffic and safety issues. Residents are also increasingly concerned about secondary land use impacts and minimizing urban sprawl, protecting farmland and rural character, and preserving the environment, including the quality of Dane County's lakes and groundwater. These concerns have been expressed in recent community meetings, local municipal plans and policy statements, and the "Vision 2020" and "Design Dane" planning processes. To address traffic and safety issues, several communities in the corridor area have recognized the potential for a "North Ring" travel corridor to extend along and/or parallel to Highways K, M, 113, and 19 between Highway 12 and Interstate 39/90/94.

Dane County has received significant funding from the United States Department of Transportation's (USDOT) Federal Highway Administration (FHWA) under the Transportation and Community and Systems Preservation (TCSP) Pilot Program to study various solutions to traffic congestion problems in key transportation corridors. However, because the development of any new major highway facility would be a state project, planning, funding, and construction of such a facility would be the primary responsibility of the state Department of Transportation and involve the Madison Area Metropolitan Planning Organization.

NOW, THEREFORE, BE IT RESOLVED that the County recognizes the need for integrated land use and transportation planning to address the traffic, development, farmland protection and environmental issues in the area north of Lake Mendota.

BE IT FURTHER RESOLVED that the County anticipates any "North Ring" roadway improvement to have a multi-modal "parkway" design that blends the roadway into the topography and natural features; preserves historic sites, views and vistas; screens or buffers undesirable views or uses; preserves environmental and natural resources such as wetlands and native woodlands; has limited access points; maintains the integrity of the local road and trail network; and endeavors to keep parcels intact so as to minimize disruption to adjoining property owners and land uses.

BE IT FURTHER RESOLVED that there is hereby created a North Mendota Parkway Advisory Committee whose charge will be to:

- Update the recommendations of the North Ring Corridor Committee's final report (dated February 3, 1997), review the various planning activities that have occurred in the corridor area since the conclusion of that committee's work and evaluate the 5 year safety and congestion improvement measures that are slated for the corridor area;
- Seek to reduce congestion, preserve open space north of Lake Mendota, protect important natural resources and a continued high quality of life for residents there and Dane County generally;
- Study the ramifications of various alternatives for development and preservation of the North Ring Corridor in the short term, including the use of official mapping;
- Evaluate alternative growth scenarios and potential community and environmental impacts of the North Ring Corridor, including the Lake Mendota watershed;
- Identify impacts of traffic on local roads from potential new highway capacity;
- Explore the creation of transportation demand management and alternative transportation and land use options like overlay zoning districts, transit oriented development, transit service, compact residential growth, and methods for providing landowners with alternatives to development such as TDR, PDR or other mechanisms;

- Develop recommendations for achieving regional consistency for transportation and land use planning in the corridor area;
- Identify and develop a timeline for undertaking additional planning and design activities;
- Provide for opportunities for public input.

BE IT FURTHER RESOLVED that the TCSP pilot program will select the North Ring Corridor as a primary study focus and allocate funding and staff to conduct transportation planning and analysis;

BE IT FURTHER RESOLVED that the County Executive and County Board will seek additional funding from WisDOT for additional technical assistance needed for land use and transportation planning for the North Ring Corridor;

BE IT FURTHER RESOLVED that membership of the North Mendota Parkway Advisory Committee will be comprised of 11 members: 2 members (one of whom shall reside in the corridor area) appointed by the County Executive, 2 members (one of whom shall reside in the corridor area) appointed by the County Board Chair, 2 members appointed by the Madison Area Metropolitan Planning Organization, 1 member appointed by the Mayor of Madison, 1 member appointed by the City of Middleton, 1 member appointed by the Village of Waunakee, 1 member appointed by the Town of Westport, 1 member appointed by the Town of Springfield. For purposes of this section, the "corridor area" is defined as the seven County Supervisory Districts that border Highways K, M, 113, and 19 north of Lake Mendota, between USH 12 and Interstate 39/90/94;

BE IT FURTHER RESOLVED that staffing for the North Mendota Parkway Advisory Committee will come from Dane County Planning & Transportation Departments in cooperation with technical staff from the Madison Area Metropolitan Planning Organization;

BE IT FURTHER RESOLVED that the North Mendota Parkway Advisory Committee will report their findings to the County Executive, County Board and Madison Area Metropolitan Planning Organization by September 1, 2001.

BE IT FURTHER RESOLVED that a copy of this resolution be sent to the Wisconsin Department of Transportation, the Dane County Regional Planning Commission, the Madison Area Metropolitan Planning Organization, the Cities of Middleton and Madison, the Villages of Waunakee and DeForest, and the Towns of Springfield, Vienna, Westport, and Windsor.

Adopted by the Dane County Board of Supervisors June 15, 2000.
Approved by the County Executive June 21, 2000.

RES. 245, 03-04

APPROVING THE FINAL REPORT AND RECOMMENDATIONS OF THE NORTH MENDOTA PARKWAY ADVISORY COMMITTEE

The North Mendota Parkway Advisory Committee was created via Substitute 2 to Resolution 165, 1999-2000, which was approved by the Dane County Board of Supervisors on June 15, 2000. The 11-member committee was comprised of appointments by the County Executive, the County Board Chair, the Madison Area Metropolitan Planning Organization (MPO), the Cities of Madison and Middleton, the Village of Waunakee, and the Towns of Westport and Springfield. The study boundary was generally defined by the sub-region of Dane County north of Lake Mendota between the Interstate Highway corridor on the east and USH 12 on the west.

The Committee was charged with formulating an integrated strategy for how to simultaneously improve transportation in the area while minimizing the potential secondary land use impacts of transportation improvements (e.g. suburbanization, loss of farmland and rural character, compromised air and water quality, loss of wildlife habitat, etc.). The Committee was additionally responsible for: studying various alternative development scenarios for the area and their ramifications in terms of land use and transportation; developing recommendations for achieving regional land use and transportation planning consistency among jurisdictions; identifying a timeline for future activities; and providing opportunities for public input.

The North Mendota Parkway Alternatives Study was completed under contract by a private-sector collaborative led by the local planning firm of Vandewalle & Associates, in partnership with the local engineering firm of Strand Associates. The $140,000 in project funding was provided entirely by grants from the United States Department of Transportation and the Wisconsin Department of Transportation. Staffing for the Committee and administration of the project was provided by the Dane County Planning and Development Department in concert with the Dane County Highway and Transportation Department and staff from the MPO.

As outlined in the final report, under the oversight of the North Mendota Parkway Advisory Committee, the study was comprised of the following activities:

1. Inventory and analysis of baseline demographic and development trends (Fall 2001);
2. Public orientation to the study through three open houses (January 2002);
3. Identification of public objectives through three corridor vision forums (Late Winter 2002);
4. Development of 50-year land use projections and mapped scenarios (Spring 2002);
5. Transportation modeling (Summer and Fall 2002);
6. Preliminary recommendations (Fall 2002 and Winter 2003); and
7. Presentation, refinement, and adoption of recommendations (Spring, Summer and Fall, 2003).

On October 22, 2003, the North Mendota Parkway Advisory Committee unanimously approved its final report and recommendations after slightly revising them in response to public and jurisdictional comments received over summer and early fall of 2003. A black-and-white copy of the full final report, which includes the recommendations, has been provided to every County Board supervisor, and an original color copy of the report is available for review in the County Clerk's Office upon request. The report and additional project information is also available on the Committee website (which is accessible through the Dane County homepage by clicking on "Committees, Boards, and Commissions" and scrolling down to the North

Mendota Parkway Advisory Committee; the final report and recommendations are located at the bottom of the page). The Committee work over the past couple of years has been a model of intergovernmental cooperation, consensus based decision-making, and constructive problem solving. To the greatest extent possible, the Committee has attempted to outline a balanced, comprehensive strategy and sequence of activities that address the many issues and concerns presented by involved stakeholders over the course of the project. The project term coincided with other cooperative intergovernmental planning efforts by North Mendota area jurisdictions, all of which together culminated in an underlying atmosphere of constructive synergy. As presented at the Committee's final meeting and outlined on page 41 of the final report, the Towns of Springfield and Westport, the Village of Waunakee, and the City of Middleton have all provided input conditionally supporting the Committee recommendations: The conditions associated with the approval of these jurisdictions were addressed by the jurisdictions' respective representatives on the Committee and endorsed by them as evidenced by the unanimous 10-0 vote (one member absent) approving these recommendations.

NOW, THEREFORE, BE IT RESOLVED that the Dane County Board of Supervisors approves the North Mendota Parkway Advisory Committee Final Report and recommendations contained therein.

BE IT FURTHER RESOLVED that the Dane County Board of Supervisors thanks all Committee members, involved jurisdictions, interested citizens, active agency staff, and the consultant team for their time and commitment to the project.

BE IT FINALLY RESOLVED that the Dane County Planning and Development Department have the full final report copied and distributed with this resolution and a cover letter to the Madison Area Metropolitan Planning Organization, the Wisconsin Department of Transportation, the Wisconsin Department of Natural Resources, and to each of the following jurisdictions: Towns of Springfield, Westport, Windsor, and Vienna; Villages of Waunakee and DeForest; and the Cities of Madison and Middleton.

Introduced January 22, 2004

Res. 245, 03-04 – Approving the Final Report and Recommendations of the North Mendota Parkway Advisory Committee. Submitted by Supervisors Bruskewitz, Opitz, Ripp, Wiganowsky, Hendrick, Matano, Erickson, McDonell, Eggert, Lowe, Hulsey, Nelson, Richmond, Mohrbacher, Rollins, O'Loughlin, Erickson, Martz, M. Blaska, Graf Salov, Brown, Heiliger, and Hanson. Referred to TRANSPORTATION and STRATEGIC GROWTH.

Adopted by Dane County Board of Supervisors on 03/04/04.
Signed by Dane County Executive on 03/08/04.