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Kevin Briski Madison Parks Superintendent

Madison Parks Division www.cityofmadison.com/parks

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Sycamore Maintenance Facility 4602 Sycamore Ave. East Parks, 608.246.4508 East Forestry, 608.266.4816

Olbrich Botanical Gardens 3330 Atwood Ave., 608.246.4550

Warner Park Community **Recreation Center** 1625 Northport Dr., 608.245.3690

Irwin A. & Robert D. Goodman Pool 325 Olin Ave., 608.264.9292

**Golf Madison Parks** Supervisor, 608,838,3920 Glenway Golf Course 3747 Speedway Rd., 608.266.4737 Monona Golf Course 111 East Dean Ave., 608.266.4736 **Odana Hills Golf Course** 4635 Odana Rd., 608.266.4724 Yahara Hills Golf Course 6701 E. Broadway, 608.838.3126

State Street Mall/Concourse Maintenance 211 S. Fairchild St., 608.266.6031

Forest Hill Cemetery 1 Speedway Rd., 608.266.4720



A Proud Division of the City of Madison TO:

FROM:

Kevin Briski, Parks Superintendent

DATE:

December 3, 2010

SUBJECT:

Comments on the Supplemental Draft Environmental Impact

Statement for the Verona Road/USH 18/151 Project

Larry Barta of the Wisconsin Department of Transportation (WisDOT) and their consultant presented information on the Verona Road/USH 18/151 project at the February 10, 2010, Park Commission meeting. Based on comments from members of the Park Commission regarding impacts to Britta Park, WisDOT returned to present alternatives to the Park Commission at the April 14, 2010, Park Commission meeting. Those alternatives have been incorporated into the Supplemental Draft Environmental Impact Statement (SDEIS). We are recommending that the comments below be included with the comments from other city agencies on the SDEIS.

As the SDEIS states, under Stage 1 of the project, the frontage road along the southeast quadrant of the interchange will be relocated. Option A appears to have minor impacts to Britta Park; Option B would allow Britta Park to remain untouched, so it is the preferred option from a parks perspective. If WisDOT's Frontage Road Option B is selected and the buildings abutting the existing frontage road between Whenona Drive and Niemann Place that currently provide noise and visual screening for Britta Park are removed, it is also recommended that a noise wall between the new frontage road and Britta Park be constructed to reestablish the existing screening. If this is not statutorily possible, it is recommended that a visual barrier be created (potentially earth mound and plantings).

According to WisDOT, Stage 3 of this project will be constructed when operation and safety needs warrant the infrastructure investment; it is anticipated that this will occur near the year 2030. It is recommended that the need for Stage 3 of this project, which would potentially require WisDOT to acquire more than ½ of Britta Park, be reevaluated before its implementation. The loss of any parkland is detrimental to the health and well-being of the citizens of the City of Madison, particularly in this area of the City where there is a lack of neighborhood park facilities. Both Britta Park and DeVolis Park help to fill that gap. At the April meeting where the three options for Stage 3 were presented, Park Commissioners felt that while they would prefer there would be no loss of parkland, the other alternatives identified (rerouting the frontage road on Britta Drive (essentially cutting off the park from the neighborhood), or discontinuing the frontage road which would require traffic to route through the neighborhood) could not be supported.

Sections of the SDEIS are attached; the full SDEIS can also be viewed at http://www.cityofmadison.com/planning/plan.html#USH12 18DSDEIS

Mitigation recommendations include, in addition to paying fair market value for parkland and seeking replacement parkland opportunities, adding recreational facilities to DeVolis Park. These will be based on community input and subject to



Park Commission approval. These may include, but are not limited to playground equipment and sport court (basketball and volleyball, etc.) facilities. More details regarding these improvements will be provided after community input has been obtained and evaluated, which would occur closer to the implementation of Stage 3 given the projected timing for this stage.

These recommendations are subject to Park Commission approval, both now as well as in the future.

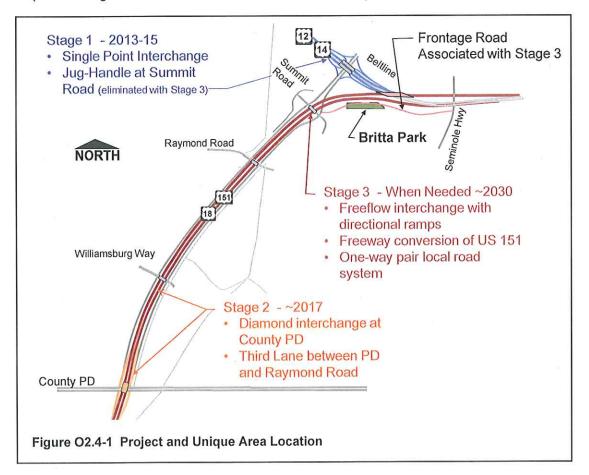
cc: Kay H. Rutledge, Parks Planning and Development Manager

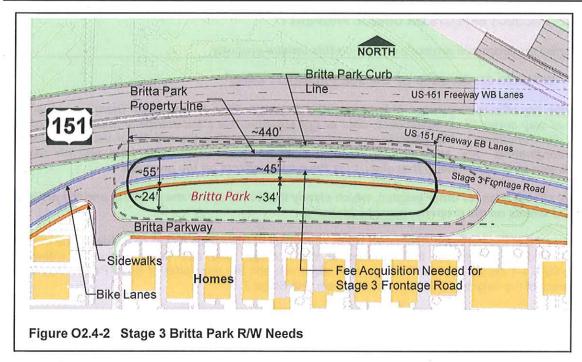
## Wisconsin Department of Transportation O2 DRAFT SECTION 4(F) EVALUATION AND UNIQUE AREA IMPACT EVALUATION

Portion of project this sheet is evaluat	ing if different from the first Basic Sheet
US 18/151 (Verona Road) Stage 3 of the	e Preferred Alternative
Is this the preferred alternative? Yes	
	an item indicates those items required for the FHWA 4(f)
evaluation but added to the W	is near indicates those items required for the PHWA 4(1) isDOT detailed evaluation sheet.
Required for the following:	Stage 3 of Preferred Alternative
Property Name	Britta Park
Location	4300 Britta Parkway
	Madison, WI 53711
Ownership or Administration	City of Madison
Use	Neighborhood green space
*Existing and Planned Activities	(no improvements)
Туре	Public Park
	Recreational Lands
	☐ Wildlife Refuge
	☐ Waterfowl Refuge
	Historic Site
	Other-identify:
Total Size (2009)	0.77 acres
*Portion possibly acquired	0.47 to 0.59 acres depending on sidewalk placement.
*Portion possibly added	Not Applicable
*Number of users per year	No number available
*Access	Pedestrian Only
	1 Oddotteri Olivy
O2.1 *CLAUSES AFFECTING LAND	TITLE
Indicate applicable clauses affecting including forfeiture.	the title, such as covenants, restrictions, or conditions,
According to the City of Madison, there are	no known clauses affecting the title.
O2.2 PROPERTY FUNDING	
Indicate whether the land or improvem	ents on the property were funded by the following:
No fundo from any coto ware ward for t	h
<ul><li>No funds from any acts were used for t</li><li>Yes−s.6(f) LAWCON (LWCF)</li></ul>	nese propenies.
Yes-Dingell-Johnson (D/J funds)	•
Yes-Pittman-Robertson (P/R funds)	
	s are treated similarly to those using s.6(f) LAWCON funds.)
1-2.140 paranaosa mui bio oi i ii tuna	o and a dated diffindity to alooe doing bio(i) EATTOOIT IUIUS.)

O2.3 APPLICABILITY OF FHV	VA SECTION 4(f) REQUIREMEN	TS
Do FHWA requirements for Sec	tion 4(f) apply to the project's ເ	se of the unique property?
<ul> <li>No–project is not federally funder</li> <li>No–Property is not on or eligible</li> <li>No–Other–explain:</li> <li>Yes–Indicate which of the Program</li> </ul>	e for the National Register of Histo	oric Places.
☐ Historic Bridge	☐ Park minor involvement	☐ Historic site minor involvement
☐ Independent bikeway o	r walkway	☐ Great River Road
☐ Yes-the following text consists draft 4(f) evaluation.	s of a combined WisDOT Unique	e Area impact evaluation and FHWA
O2.4 *PROJECT AND UNIQU	E AREA LOCATION	
Provide a map or drawing of the property. Include permanent a		involvement with the Section 4(f)

Figure O2.4-1 shows the Section 4(f) property is located in the southeast quadrant of the existing US 151/Verona Road Interchange. Figure O2.4-2 shows the portion of Britta Park that needs to be acquired in Stage 3 for R/W associated with the Beltline frontage road.





#### O2.5 UNIQUE PROPERTY IMPORTANCE

Describe the importance of the unique property. For historic and archeological sites, quote or summarize the statement of significance from the Determination of Eligibility. For national landmarks, natural or scientific areas, etc., state registry listing. For other unique areas, include or attach statements of importance of officials having jurisdiction.

\*Include relationship to other similarly used lands in the vicinity and unusual characteristics of the Section 4(f) land (flooding problems, terrain conditions, or other features that either reduce or enhance the value of portions of the area).

Discussions with the City of Madison Parks Planning indicate Britta Park serves as a small neighborhood open space with limited facilities and activities. Britta Park is a flat, landscaped open space with mowed turf and large trees. It provides for spontaneous, passive or active recreation by residents and nearby employees. It does have several picnic tables distributed at different locations in the park.

The City of Madison Parks Division has indicated that Britta Park has importance in being a neighborhood greenspace, but because of its proximity to De Volis Park (0.25 miles south of Britta Parkway), it is less important in terms of a neighborhood park. It does serve as a gathering area for adjacent residents.

The DEIS obtained an affected parkland statement of importance from the City of Madison Parks Planning Supervisor. Impacts to Britta Park have changed since the drafting of this letter and WisDOT has and is coordinating with the City of Madison over determining appropriate mitigation measures.

A second letter from the City of Madison Parks Division was received on October 30, 2009. This letter indicated the Parks Division agrees the preferred option is the most prudent. The letter also confirmed that Britta Park is still used as an open space to the Dunn's Marsh Neighborhood. The neighborhood contains multifamily and smaller single-family homes with limited commercial development. Britta Park is surrounded by a mature canopy of deciduous tress that currently provide some visual and noise separation from the existing highway.

#### O2.6 PROJECT EFFECTS ON UNIQUE PROPERTY

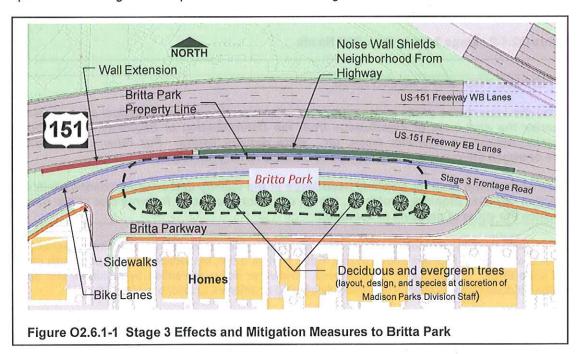
Describe the proposed project's effects on this unique property.

#### 0.6.1 EFFECTS ON OR USES OF UNIQUE PROPERTY LAND

Describe any effects on or uses of land from the property. "Use of land from" includes <u>actual</u> use (right of way acquisition, easements, etc.) or <u>constructive</u> use ("substantially impairs any of the site's vital functions"). For historic and archeological sites, give the results or status of Section 106 coordination. For other unique areas, include or attach statements from officials having jurisdiction over the property that discusses the project effects on the property.

A map, sketch, plan, or other graphic, which clearly illustrates use of the property and the project's use and effects on the property, <u>must be included</u>.

With Stage 3 of the Preferred Alternative, 60 to 75 percent of Britta Park would be needed. The majority of this land is needed for the rerouting of the frontage road and the provision of sidewalks. Figure O2.6.1-1 shows the new frontage road alignment and the remainder of Britta Park. Only 25 to 40 percent of the neighborhood park would remain with Stage 3.



By acquiring more than half of this relatively small park, its use as a neighborhood greenspace or gathering area is substantially reduced. The area still holds value as a screening element for adjacent homes to the south. These homes, which currently have Britta Park to their front and are separated from the Beltline by two rows of structures, will have much of this screening removed. The frontage road, which will carry up to 5,000 vpd, will be relocated in front of their properties. The US 151 freeway wall is located just beyond the frontage road. The Beltline, which is currently screened by several rows of buildings, will be in direct view of these homes. Therefore, Britta Park still has substantial value as a screening element to shield the interior neighborhood from highway facilities that are moved closer. Britta Park could be landscaped and mounded in a way that enhances this screening function. However, with only 25 to 40 percent of the neighborhood park remaining and the landscaping screening functions required, it will be too small to use for active recreation by the neighborhood residents.

#### **02.6.2 FEASIBLE AND PRUDENT ALTERNATIVES**

Discuss the following alternatives and describe whether they are feasible and prudent. \*Sufficient information should be given to evaluate all alternatives that would avoid the Section 4(f) property. Discussions of alternatives in the draft environmental impact statement (DEIS) may be referenced rather than repeated. However, this section should include discussions of design alternatives (to avoid Section 4(f) use) in the immediate area of the Section 4(f) property.

#### A. No Build

Based on likely traffic conditions correlating to projected Dane County population growth, the No Build Alternative would not adequately serve local, metropolitan, or regional transportation needs. In addition, this 2-mile section of US 151 from US 12/14 to County PD is the only urban roadway section for the entire 170-mile US 151 corridor from Fond du Lac, Wisconsin, to Dubuque, Iowa. The remainder of the corridor will be high-speed expressway or freeway in accordance with the Corridors 2020 State Highway Plan.

This alternative is feasible but not prudent because it does not meet the project purpose and need. US 151 traffic volumes would continue to exceed the corridor's capacity and the facility would not be consistent with a Corridors 2020/Connections 2030 Backbone Route. Additionally, few to no improvements would be made in the corridor to accommodate bicycle and pedestrian traffic.

#### B. Improvement without Using 4(f) Lands or Using Less 4(f) Land

a. Shift Frontage Road South

With this option, the frontage road is shifted south in line with the south leg of Britta Parkway. By doing so, most if not all of Britta Park can be preserved. Figure O2.6.2-1 illustrates this concept.

This option is feasible but not prudent for several reasons:

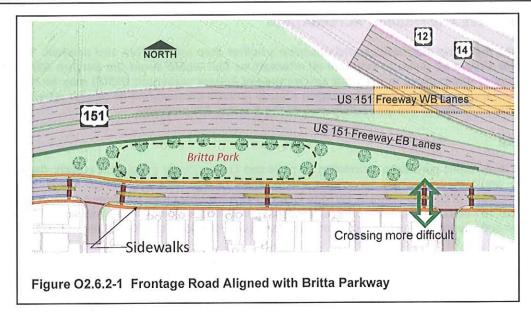
1. By aligning the frontage road in front of the Britta Parkway homes, a collector with 5,000 vpd is routed directly in front of their property on a daily basis. This creates substantial community disruption for this block of residents that the park is meant to serve.

Since Britta Park is located on the other side of the frontage road, those who want to use the park, including children, must cross a busy roadway to access the park, leading to safety concerns. The impaired access decreases the utility of the park.

3. This alternative is not favored in the City of Madison's Physical improvement plan for the Allied-Dunn's Marsh neighborhood. This plan advocates an arrangement similar to that being proposed.

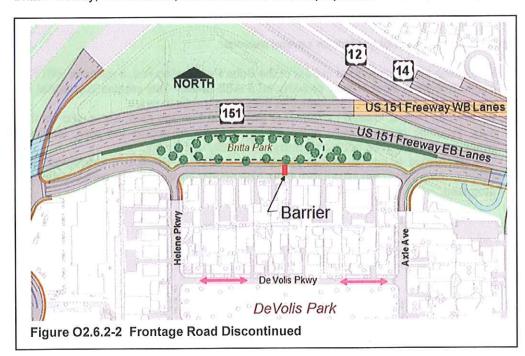
The US 151 backbone route does not follow US 151 through downtown Madison. Instead, the US 151 backbone route bypasses downtown Madison on Interstate 90/94 and US 12 (the Beltline) between the 90/94-151/East Washington Avenue and Verona Road interchanges.





#### b. Eliminate Frontage Road Continuity

For this option, the frontage road would stop once it reaches Helene Parkway. The frontage road would resume on the east side of Axle Avenue. This concept is illustrated in Figure O2.6.2-2. Britta Parkway, with a barrier, would remain to access properties.



This is a feasible option but not prudent for the following reasons:

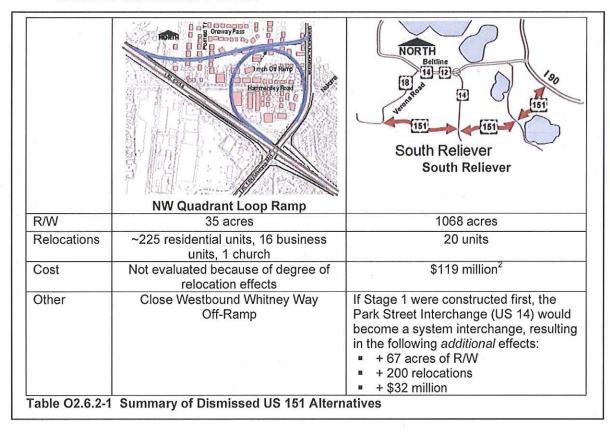
- This option would substantially increase neighborhood cut-through traffic. De Volis Parkway, which also has a neighborhood park, would likely see a substantial increase in traffic.
- This option separates the west portion of the neighborhood from the east portion of the neighborhood. This area already has poor connectivity. Eliminating the frontage road would further decrease connectivity.

#### c. Alternatives on New Location

The project team explored many alternatives in addition to the US 151 Urban Roadway and Freeway alternatives discussed in the DEIS. Alternatives were first discussed and evaluated during the Alternatives Analysis phase of the project. The results of this study phase are available from WisDOT in the *Verona Road/West Beltline Alternative Analysis*. Also, information on the South Reliever is contained in the *South Reliever Analysis Summary Report*, available from WisDOT or at the following web address:

#### http://www.dot.wisconsin.gov/projects/d1/verona/environment.htm.

The alternatives put forward from the Alternative Analysis and requiring additional study have been considered in this EIS document. Appendix A gives detailed explanations of the alternatives evaluated during the EIS phase and the reasons they were put forward or dismissed. These alternatives were dismissed for a variety of reasons including the displacement of a much greater number of homes and businesses, a much greater monetary cost, and the loss of large amounts of agricultural, open space, or natural areas. Table O2.6.2-1 gives a summary of general alternatives considered and estimates of effects.



The Northwest Quadrant Loop Ramp is feasible but not prudent because of the high number of residential relocations required. The South Reliever is also feasible but not prudent because it has a very large R/W need and does not fulfill the project purpose and need.

#### **02.6.3 SUMMARY OF FEASIBLE AND PRUDENT EVALUATION**

Table O2.6.3-1 summarizes the analysis and results of the feasible and prudent 4(f) land use determination.

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<sup>&</sup>lt;sup>2</sup> In 2002 dollars. Current costs likely to be greater with construction inflation and anticipated greater costs associated with interchanges.

#### **Effects Alternative** Section 4(f) property impacts. Britta Parkway (Road) character change. Remaining greenspace helps screen NORTH neighborhood homes from frontage road. Added recreational facilities at De Volis Park. Consistent with City neighborhood Physical Plan recommendations. Feasible and Prudent Britta Park Da Volis Phon De Volis Park De Votes Plany Proposed Britta Parkway Frontage Road Alignment No 4(f) property impacts. Britta Park and local road character change-high 1 A volume road in front of neighborhood homesconsiderable community disruption. Separates parkland from users with high volume US 151 Freeway EB Lanes 151 frontage road-creates safety concerns. Not consistent with City's Physical Plan recommendations. Feasible but not Prudent Reroute Frontage Road on Britta Drive No 4(f) property impacts. Access to adjacent properties more difficult. [4] Separates west side of neighborhood from east side of neighborhood. Increases traffic on De Volis Parkway. US 151 Freeway EBLane Feasible but not Prudent Barrier DeVolis Park **Discontinue Frontage Road** No 4(f) property impacts. Considerable impacts outside of corridor. Does not meet project purpose and need. Feasible but not Prudent South Reliever Concept Alternatives on New Location Table O2.6.3-1 Section 4(f) Feasible and Prudent Evaluation-Stage 3

#### 02.7 MEASURES TO MINIMIZE ADVERSE OR ENHANCE BENEFICIAL EFFECTS

Describe all reasonable and practicable measures available to minimize the impacts of the proposed action on the Section 4(f) property. Discussions of alternatives in the DEIS may be referenced rather than repeated. Indicate which measures would minimize adverse effects or enhance beneficial effects:

Initially, the WisDOT proposed the alternative of placing the frontage road on the south side of Britta Parkway, between the greenspace and the nearby housing units. This alternative would not require the use of Section 4(f) lands. Figure O.6.2-1 shows this initial alignment proposal.

Today, a one-way street with very low traffic volumes runs between Britta Parkway and the nearby housing. The Allied-Dunn's Marsh Physical Improvement plan points out that residents would sense a large effect if the little-used, one-way street were replaced with a high volume, two-way frontage road. This alternative would separate the parkland from the users it is intended to serve and convert the R/W portion of the greenspace's south side into a frontage road. Table O.6.3-1 summarizes the effects of this proposal.

For these reasons, the Allied-Dunn's Marsh Physical Improvement Plan recommended realigning the frontage road on the north side of Britta Parkway. WisDOT accepted the Physical Improvement Plan's recommendation in the DEIS. Since the drafting of the Physical Improvement Plan and the release of the DEIS, design refinements focusing on providing sufficient sight distance have required the shifting of the frontage road farther to the south, creating a much larger impact than what was originally anticipated.

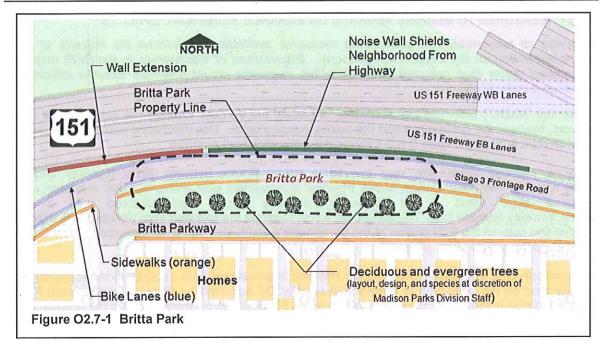
WisDOT has met with officials from Madison Parks and Madison Planning. Comments indicate a preference for keeping the frontage road to the north, even if it requires more of the park.

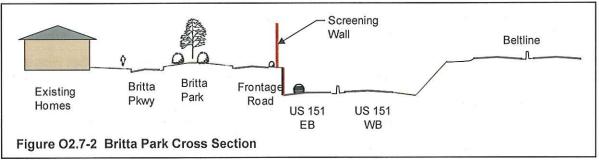
Additionally, the City of Madison recommended the following measures to reduce and offset impacts to Britta Park. All measures must be approved by the Parks Commission.

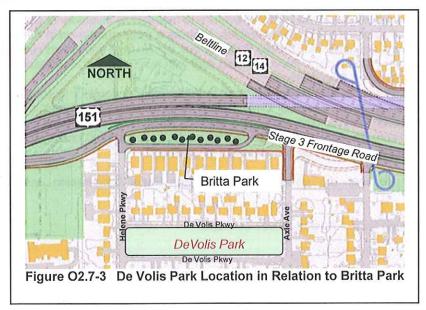
- a. Providing a surface berm with screening elements to provide a noise/visual barrier between the homes fronting Britta Park and the frontage ramp. A screening wall should be placed to separate the relocated frontage road. The wall could be planted with vertical species, such as columnar trees/shrubs and vines. The wall could also present a "canvas" for public art.
- b. Payment of fair market value for the property. The City prefers the pursuit of opportunities for a one-to-one replacement of the land that will help to maintain its inventory of parkland.
- c. Installation of neighborhood park amenities, such as a three-quarter-court basketball, volleyball, and playground equipment in DeVolis Park. Layout, design, and equipment selection should be at the discretion of the Madison Parks Division staff with purchase and installation according to City of Madison Standard Specifications.
- d. Add quality deciduous and evergreen trees to the existing understory to supplement the canopy lost to construction and potential Emerald Ash Borer infestation. Layout, design, and species selection should be at the discretion of the Madison Parks Division staff and installed according to City of Madison Standard Specifications. Phased planting should occur early in the project to ensure a maximum canopy by completion of the project.

These measures have been discussed with the Madison Parks Commission and some expressed reservations.

Figures O2.7-1 through O2.7-4 illustrate these concepts.







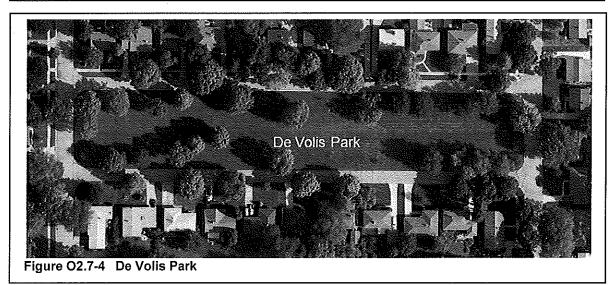


Table O2.7-1 summarizes possible 4(f) land mitigation measures for Stage 3.

Apart from the 4(f) issue but relating to the area where Britta Park is located, recent studies indicate noise barriers would be feasible and reasonable in the area. The feasible and reasonable determination is based on the number of residential receptors in the area. If added, the noise barriers would reduce noise levels in the area and improve the park experience.

Further coordination with City of Madison Parks staff in the spring of 2010 provided these requests for consideration if Frontage Road Option B is selected:

- a. WisDOT should consider extending the proposed noise wall beyond Nieman Place to the limits of Britta Park to provide a visual barrier and screening.
- b. WisDOT should consider extensive landscaping and public art in the open areas.

Stage 3-Preferred Alternative	Britta Park
Replacement of lands used with lands of reasonably equivalent usefulness and location and of at least comparable value.	Possibly
Replacement of facilities impacted by the project including sidewalks, paths, lights, trees, and other facilities.	Yes
Restoration and landscaping of disturbed areas.	Yes
Incorporation of design features and habitat features where necessary to reduce or minimize impacts to the Section 4(f) property.	Yes
Payment of the fair market value of the land and improvement taken or improvements to the remaining 4(f) site equal to the fair market value of the land and improvements taken.	Yes
Such additional or alternative mitigation measures as may be determined necessary based on consultation with officials having jurisdiction over the 4(f) property - explain: With only 25 to 40 percent of Britta Park remaining, the park will be too small to use for active recreation. Therefore, mitigation measures such as providing recreational facilities at De Volis Park are needed.	Providing recreational facilities at De Volis Park
Property is a historic property or an archeological site. The conditions or mitigation stipulations are listed or summarized below.	Not Applicable

Separate from the 4(f) issues but affecting Britta Park, noise barriers would be feasible and reasonable for the areas. The feasible and reasonable determination is based on number of residential receptors in the area.

Table O2.7-1 Summary of Possible 4(f) Land Mitigation in Stage 3

#### O2.8 AGENCY COORDINATION

Briefly summarize the results of coordination with other agencies that were consulted about the project and its effects on the unique property. For historic and archeological sites, include the signed Memorandum Of Agreement and letter from the Advisory Council on Historic Preservation. For other unique areas, attach correspondence from officials having jurisdiction over the 4(f) land that illustrates concurrence with impacts and mitigation measures, and \*with regional (or local) offices of Department of Interior and, as appropriate, the regional (or local office or U.S. Department of Agriculture and U.S. Department of Housing and Urban Development).

For Stage 1 of the Preferred Alternative, coordination with the City of Madison Parks Division led to the following conclusions. If Frontage Road B is selected:

- a. WisDOT should consider extending the proposed noise wall easterly beyond Niemann Place to the limits of Britta Park or at minimum, providing a visual barrier and screening.
- b. WisDOT should use landscaping and public art in the open areas.

For Stage 3 of the Preferred Alternative, coordination with the City of Madison Parks Division led to the following conclusions:

- a. At Britta Park, moving the frontage road north of the greenspace is reasonable and practicable.
- b. To mitigate the effect of land acquisition at Britta Park, enhancements should be made to the improvements at De Volis Parks.
- Britta Park should be reconfigured to buffer interior neighborhood homes from the frontage road and Beltline.
- d. A noise wall (and/or screening wall) should be erected north of the frontage road to block the Beltline from the interior neighborhood.
- A landscaped terrace should be included between the screening wall and the relocated frontage road.

Further coordination with the Madison Parks Commission is ongoing.

#### O2.9 \*FEASIBLE AND PRUDENT ALTERNATIVES DETERMINATION

The determination that there are no feasible and prudent alternatives is not normally addressed at the DEIS stage until the results of the formal coordination have been completed. When appropriate, include the following concluding statement: "Based upon the above considerations, it is determined that there is no feasible and prudent alternative to the use of the land from the [name of the Section 4(f) property] and that the proposed action includes all possible planning to minimize harm to the [name of the Section 4(f) property] resulting from such use."

The basis for the determination of feasible and prudent alternatives is being obtained through interaction with Madison Parks and Planning departments. This information has also been shown to community residents, yet because the affect will not occur for 10 to 20 years, it is difficult to obtain community input. Coordination with Madison Parks Commission is ongoing. A future neighborhood public involvement activity is likely to include improvement planning for DeVolis Park.

Based on the above considerations, it is determined that there is no feasible and prudent alternative to the use of the land from Britta Park and that the proposed action includes all possible planning to minimize harm to Britta Park resulting from such use.

#### O2.10 \*BASIS FOR NO FEASIBLE AND PRUDENT ALTERNATIVES DETERMINATION

Discuss the basis for the determination that there are no feasible and prudent alternatives to the use of the Section 4(f) land. The supporting information must demonstrate that there are unique problems or unusual factors involved in the use of the alternatives and that the cost, environmental impact, or community disruption resulting from such alternatives reaches extraordinary magnitudes.

The basis for the determination of feasible and prudent alternatives is being determined through interaction with Madison Parks and Planning departments.

#### 02.11 \*BASIS FOR COMPLETION OF ALL PLANNING TO MINIMIZE HARM DETERMINATION

Discuss the basis for the determination that the proposed action includes all possible planning to minimize harm to the Section 4(f) property.

The basis for the determination of completing all planning to minimize harm to 4(f) properties will be included in the Final Environmental Impact Statement.

#### O2.12 \*SUMMARY OF APPROPRIATE FORMAL FEDERAL COORDINATION

Summarize the appropriate formal coordination with the Washington Offices of the Department of Interior, and as appropriate, the Washington Offices of U.S. Department of Agriculture and U.S. Department of Housing and Urban Development.

This coordination will be completed and included in the Final Environmental Impact Statement.

#### 02.13 \*RESPONSE TO FORMAL FEDERAL COORDINATION COMMENTS RECEIVED

Include copies of all formal coordination comments received, including an analysis and response to any issues identified.

Again, this coordination and appropriate responses will be completed after the release of the SDEIS and prior to publishing the Final Environmental Impact Statement (FEIS). This coordination and appropriate responses will be included in the FEIS.

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### WISCONSIN FEDERAL HIGHWAY ADMINISTRATION DRAFT SECTION 4(f) DETERMINATION IN ACCORDANCE WITH 23 CFR 774

**Description of Project:** Federal Project Number:

WISDOT ID:

1206-07-03

Route:

United States Highway 18/151 (Verona Road)

Termini:

County PD to USH 12/14 (Beltline)

Whitney Way to Todd Drive

County:

Dane County

Name of Resource:

Britta Park

Consult the Section 4(f) Evaluation criterion as it relates to the following items. Supporting information is attached to this determination as supplemental information in subject property

	Criteria	YES	NO
1.	Does the amount and location of the land to be used impair the use of the remaining Section 4(f) lands, in whole or in part, for its intended purpose?	х	
2.	Are there any proximity impacts which would impair the use of the 4(f) lands for their intended purpose?	Х	·
3.	Have the officials with jurisdiction over the Section 4(f) lands agreed in writing with the assessment of impacts of the proposed project on, and the proposed mitigation for the Section 4(f) lands?	In Progress	÷
4.	Have Federal funds been used in the acquisition or improvements of the 4(f) site?		Х
	If yes, has the land conversion/transfer been coordinated with the appropriate Federal agency, and are they in agreement with the land conversion or transfer?	N/A	N/A
5.	The scope of the project is one of the following: (indicate one in Yesbox)		
	a. Improved Traffic Operations	X	
	b. Safety Improvements	X	
	c. 4R		Х
	d. Bridge Replacement on Essentially the Same Alignment		Х
	e. Addition of Lanes	X	

Alternatives Considered		YES	NO
1.	The "Do Nothing" alternative has been evaluated and is considered not to be feasible and prudent?	Х	
2.	An alternative has been evaluated which improves the highway without the use of the adjacent 4(f) land and it is considered not the be feasible and prudent?	Х	
3.	An alternative on new location avoiding the use of the 4(f) land has been evaluated and is considered not to be feasible and prudent?	Х	

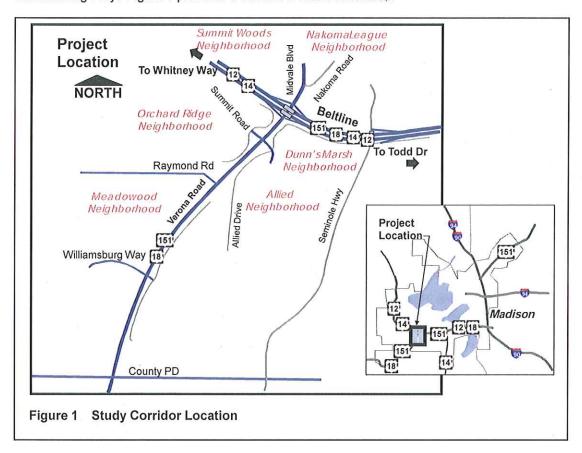
		Measures to Minimize Harm	YES	NO
1.	The harm	proposed action includes all possible planning to minimize n?	Х	
2.	_	ation measures include one or more of the following: eck applicable mitigation measures.)		
	a.	Replacement of lands used with lands of reasonably equivalent usefulness and location, and of at least comparable value?		x
	b.	Replacement of facilities impacted by the project including sidewalks, paths, benches, lights, trees, and other facilities?	Х	
	C.	Restoration and landscaping of disturbed areas?	Х	
	d.	<ul> <li>Special design features? (Briefly describe.)</li> <li>Planting features to provide screening</li> <li>Screening wall to shield neighborhood from transportation facilities.</li> <li>Enhancing recreational equipment in nearby DeVolis Park</li> </ul>	X	
	e.	Payment of the fair market value of the land and improvements taken?	Х	
	f.	Improvements to the remaining 4(f) site equal to the fair market value of the lands and improvements taken?		Х
	g.	Other measures? (describe briefly) - Construction of a sound/transportation buffer that will shield the neighborhood greenspace from regional traffic and substantially enhance the atmosphere Enhancing recreational equipment in nearby DeVolis Park	X	

	Coordination	YES	NO
1.	The proposed project has been coordinated with the Federal, State, and/or local officials having jurisdiction over the 4(f) lands?	Х	
2.	In the case of non-Federal 4(f) lands, the official jurisdiction has been asked to identify any Federal encumbrances and there are none?	Х	

#### SUPPLEMENTAL INFORMATION FOR THE DRAFT SECTION 4(f) DETERMINATION

#### Project Location and Purpose and Need

The project addresses the US 18/151 (Verona Road) corridor in the southwest quadrant of the Madison metropolitan area in Dane County, Wisconsin. The study corridor is bounded by US 12/14 (Beltline) to the north and County PD to the south. The study also addresses portions of the Beltline that influence the Verona Road interchange, which includes the Beltline section from Todd Drive to Whitney Way. Side-road intersections that connect with Verona Road include Summit Road, Raymond Road, and Williamsburg Way. Figure 1 presents a corridor location schematic.



#### The purpose of this project is to:

- Enhance the mobility of motorized travel in the US 151 backbone corridor to operation levels that are consistent with a Corridors 2020/Connections 2030 Backbone Route.
- Improve travel safety on the Verona Road corridor to levels consistent with US 151's classification as a Corridors 2020/Connections 2030 Backbone Route.
- Preserve the mobility of motorized travel in the US 12/14 (Beltline) corridor near the US 18/151 (Verona Road) interchange to levels that are consistent with a Corridors 2020/Connections 2030 Connector Route.
- Enhance nonmotorized travel accommodations and connectivity in the Verona Road and Beltline corridors.

Primary components of the Purpose and Need for the Verona Road corridor include:

 US 151 (Verona Road) System Continuity and Consistency with the Corridors 2020/Connections 2030 State Highway Plan

US 151 (Verona Road) is classified as a Backbone Route in the Corridors 2020/Connections 2030 State Highway Plan. This is the same classification as the Interstate Highways and shows the route's importance. In 2008, the US 151 Backbone Route became a full four-lane expressway/freeway facility from Fond du Lac, Wisconsin, to Dubuque, Iowa, except for the 2-mile section that is a focus of this study (see note about Backbone bypass around Madison).

Verona Road Capacity

WisDOT policy states:

"The highest level of service thresholds are applied to the Corridors 2020/Connections 2030 system in recognition of its importance from a mobility and economic development perspective. On Corridors 2020/Connections 2030 routes, only 'minimal' congestion is allowed, except on Connectors within urbanized areas, where slightly higher congestion levels are permitted." Increasing traffic volumes and associated congestion are compromising the mobility of the corridor. The Verona Road/Beltline interchange already operates at extremely congested conditions during the evening and morning peak hours with average intersection delays exceeding 100 seconds per vehicle, corresponding to level of service (LOS) F.<sup>1</sup>

Safety

As traffic volumes on the Verona Road corridor grow, congestion-related crashes are increasing. These crashes are a product of the vehicle conflict points inherent with the six signalized intersections in this corridor.

Neighborhood Connectivity—Transit/Nonmotorized Travel

Verona Road, the Verona Road/Beltline interchange, and the Beltline separate the Allied-Dunn's Marsh neighborhood from other Madison neighborhoods north and west. There is one entrance to the neighborhood on Verona Road and two entrances on Seminole Highway. The Verona Road corridor and its heavy traffic volumes contribute to the physical isolation of the neighborhood

Metropolitan Traffic Movements and Local Access

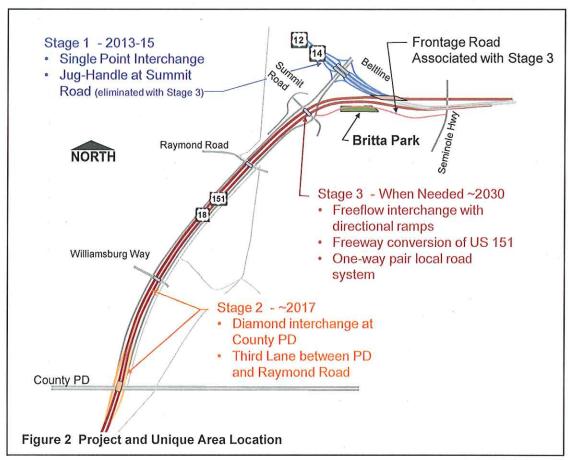
Verona Road regularly experiences congestion during the morning and evening rush hours. This congestion affects not only regional traffic but also metropolitan traffic that originates and ends within the Madison metro area. Because of this congestion, many metropolitan trips are diverted to local and neighborhood streets. Area residents regularly express concerns over nonlocal traffic cutting through neighborhoods to avoid the Beltline and Verona Road. Fish Hatchery Road and Seminole Highway both regularly experience diverted traffic that would ordinarily be on Verona Road.

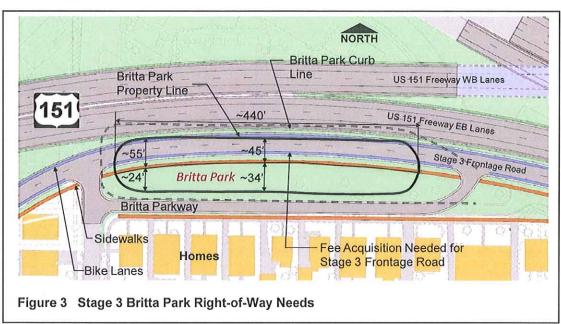
#### Preferred Alternative and Section 4(f) Resource

The Preferred Alternative is made up of Stage 1, Stage 2, and Stage 3. Construction for Stage 1 is planned for 2013 to 2015 and includes a single-point interchange at the Verona Road/Beltline connection and a jug-handle at the Verona Road/Summit Road intersection. Construction for Stage 2 is planned for 2017 or later and includes a County PD interchange and adding a third lane on Verona Road from County PD to Raymond Road. Stage 3 includes a freeway conversion for US 151 backbone traffic, including freeflow directional ramps to and from the south Beltline and the creation of a pair of one-way roadways paralleling the freeway for Verona Road local traffic. Stage 3 will be constructed when operation and safety needs warrant the infrastructure investment. It is anticipated Stage 3 will occur near the year 2030. With this stage, Verona Road will continue alongside the US 151 freeway as a one-way-pair local road system. The directional ramps associated with Stage 3 will travel across a

Levels of Service are measures that describe the operation of a roadway and its congestion levels. They range from A (not congested) to F (very congested).

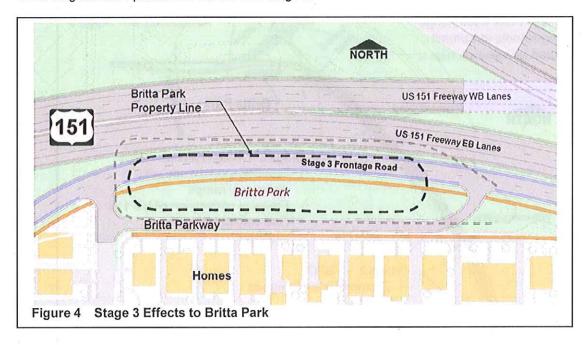
neighborhood park called Britta Park, which is a Section 4(f) resource owned and managed by the City of Madison. Figure 2 illustrates the three stages of the Preferred Alternative. Figure 3 shows the portion of Britta Park that needs to be acquired in Stage 3 for right-of-way associated with the Beltline frontage road.





#### Direct Impacts to Section 4(f) Resource

Stages 1 and 2 do not impact Britta Park. Stage 3 of the Preferred Alternative requires the acquisition of about 60 to 75 percent of Britta Park, or 20,400 to 25,000 square feet. The majority of this land is needed for the rerouting of the frontage road and the provision of sidewalks around the perimeter of the park. Figure 4 shows the new frontage road alignment and the remainder of Britta Park. Only 25 to 40 percent of the neighborhood park would remain with Stage 3.



#### Type of Section 4(f) Resource, Activities, and Users

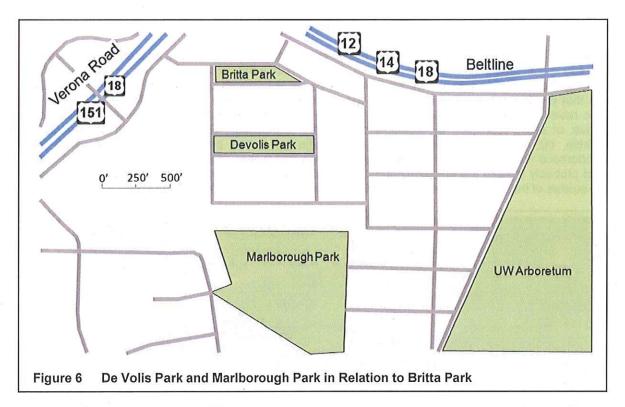
Discussions with the City of Madison Parks Planning indicate Britta Park serves as a small neighborhood open space with limited facilities and activities. Britta Park is a flat, landscaped open space with mowed turf, large trees, and no formal park facilities. The parcel is bounded by a mature canopy of deciduous trees that provide some visual and noise separation from the existing highway. The park has several picnic tables distributed at different locations in the park. The park is mostly used for spontaneous, passive, or active recreation by residents and nearby employees. The exact number of users is not available, but the approximately 60 households adjacent to the park are all potential users. This neighborhood includes households with lower incomes and higher minority populations, so many users would probably fall into the environmental justice category. This greenspace is unlikely to attract users from outside of the immediate area. Figure 5 shows an aerial photograph of Britta Park.



Figure 5 Aerial Photograph of Britta Park

#### Relationship to Other Similarly Used Lands

The City of Madison Parks Department has indicated that Britta Park has importance in being a neighborhood greenspace and gathering space but less importance for recreation. It is close to De Volis Park, which is 0.25 miles south of Britta Park. Marlborough Park, a larger greenspace and park, is located approximately 0.35 miles south of Britta Park. Figure 6 shows the location of these parks in relation to each other. Neighborhood residents can access Britta Park by foot and parking is available on adjacent streets.



#### Ownership, Title and Unusual Characteristics

Britta Park is currently owned by the City of Madison. According to the City of Madison, there are no known clauses affecting the title. There are no unusual characteristics of Britta park regarding Section 4(f) land

#### Probable Increase or Decrease in Environmental Impacts

The acquisition of more than half of this relatively small park would substantially reduce its use as a neighborhood green space or gathering area. But the remaining park area would still hold value as a screening element for adjacent homes to the south. These homes currently have existing Britta Park and two rows of structures north of the park separating them from the frontage road and the Beltline. The frontage road, which will carry up to 5,000 vehicles per day (vpd), will be relocated along the north side of the remainder of the park. The US 151 free flow ramps to and from the Beltline will be located just beyond the frontage road. Mounding and replacement of lost vegetation could improve the screening function of the remaining portion of Britta Park, thereby reducing the overall environmental impact because of reducing the size of the Britta Park and moving highway facilities closer to existing residence.

### Description of Reasonable and Practicable Alternatives that Avoid Impacts on the Section 4(f) property.

Within the SDEIS alternatives, there are three alternatives that would fully avoid Section 4(f) impacts to Britta Park. They are described briefly below.

#### 1. No Build

This alternative would not affect Britta Park, but it does not fulfill any of the purpose and need objectives. It does not provide a connection that is consistent with US 151's designation as a backbone in the State Highway Plan. It does not address capacity or safety needs on Verona Road. It would not improve neighborhood connectivity for transit and non-motorized travel. For these reasons the No Build Alternative is not a reasonable and practicable measure to avoid impacts to Britta Park.

#### 2. Build Stage 1 Improvements Only

This alternative would only build the improvements associated with Stage 1 of the Preferred Alternative, which consist of a single-point interchange at the Beltline/Verona Road interchange and a jug-handle at Summit Road. This alternative fulfills some components of the project purpose and need yet does not fully satisfy them. It does not provide a connection consistent with US 151's designation as a backbone in the State Highway Plan. And, while Stage 1 does address capacity and safety issues on Verona Road, portions of the corridor still fall below acceptable service levels in the 2030 design year. Greater and more substantial improvements are needed to address these future traffic needs.

3. Build the Preferred Alternative without Impacting Britta Park.

The primary impacts to Britta Park are associated with the frontage road in Stage 3. There are several options that were explored that have different and sometimes smaller affects to Britta Park. These options include:

- a. Routing Frontage Road north of Britta Park (current Preferred Alternative).
- b. Routing Frontage Road south of Britta Park.
- c. Discontinuing Frontage Road.
- d. Routing US 151 to a New Location.

Table 1 summarizes these options and their feasibility and prudence.

#### **Alternative**



Routing Frontage Road north of Britta Park (Current Preferred Alternative)

#### Effects

- Section 4(f) property impacts requires 20,400 square feet of Park.
- Britta Park character change limited use as a neighborhood gathering place.
- Remaining greenspace would help screen neighborhood homes from frontage road.
- Recreational facilities would be added at DeVolis Park to offset Britta Park impacts.
- Frontage Road connectivity consistent with City neighborhood Physical Plan recommendations.

#### Feasible and Prudent



Route Frontage Road South of Britta Park

- No 4(f) property impacts.
- Britta Park and local road character change-high volume road in front of neighborhood homesconsiderable community disruption.
- Separates parkland from users with high volume frontage road—creates safety concerns.
- Not consistent with City's Physical Plan recommendations.

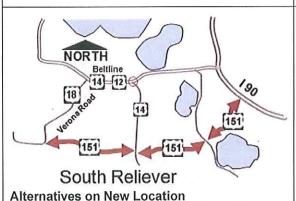
#### Feasible but not Prudent



Discontinue Frontage Road

- No 4(f) property impacts.
- Access to adjacent properties more difficult.
- Separates west side of neighborhood from east side of neighborhood.
- Increases traffic on DeVolis Parkway substantially.

#### Feasible but not Prudent



2 N. V. F. S

No 4(f) property impacts.

- Considerable impacts outside of corridor.
- Does not satisfy several components of the project purpose and need, including relieving congestion and improving neighborhood connectivity.

#### Feasible but not Prudent

Table 1 Section 4(f) Feasible and Prudent Evaluation

Routing the frontage road south of Britta Park was the original proposal considered for this area. Currently a one-way street with very low traffic volumes runs between Britta Park and the nearby housing to the south. The Allied-Dunn's Marsh Physical Improvement Plan states that with this option, residents would sense a large effect if the little-used one-way street were replaced with a high-volume two-way frontage road. This alternative would also separate the parkland from the users it is intended to serve. For these reasons, the Allied-Dunn's Marsh Physical Improvement Plan recommends realigning the frontage road on the north side of Britta Park. Since the drafting of the Physical Improvement Plan and the release of the DEIS, design refinements focusing on providing sufficient sight distance and avoiding impacts to the SPUI constructed in Stage 1 have required the shifting of the frontage road farther to the south, creating a much larger impact than what was originally anticipated.

Discussions with City of Madison Park and Planning staff in the summer of 2009 indicate that even with the reduced park size, they do not feel routing the frontage road south of Britta Park is a reasonable option. They continue to support the recommendations of the Physical Improvement Plan. Additionally, they seemed to agree that fully discontinuing the frontage road is not a feasible option.

#### Measure to Minimize Impacts on the Section 4(f) Property

There have been numerous discussions with City of Madison Park staff. Several measures will be applied to the park to offset and minimize impacts to residences adjacent to the park. Mitigation elements being explored include:

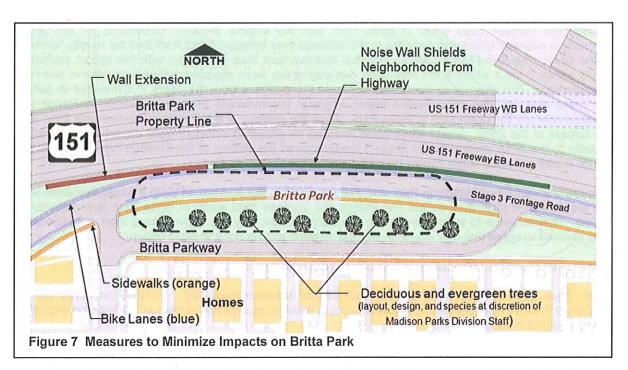
a. Maintaining the Britta Park greenspace and landscaping it to provide a screening element for adjacent homes. These homes were previously screened from both the frontage road and freeway by a row of commercial buildings being relocated in Stage 3.

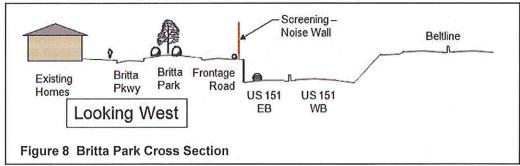
b. Providing a screening wall that separates the relocated frontage road from the US 151 freeflow ramps as well as the Beltline. This screening wall will also function as a noise mitigation barrier. The noise barriers will reduce noise levels in the area. Britta Parkway will remain as a one-way with new sidewalk and mounding to maintain existing tree canopy and understory.

c. Paying the fair market value for the land needed.

d. Enhancing recreational equipment in nearby DeVolis Park (discussed later in Preliminary Coordination).

Figure 7 illustrates the measures that will be employed at Britta Park to minimize impacts on the property and to adjacent residents. Figure 8 illustrates the typical cross section through the park, frontage road, US 151, and Beltline. Figure 9 provides an aerial photograph of DeVolis Park, which is located 500 feet south of Britta Park.





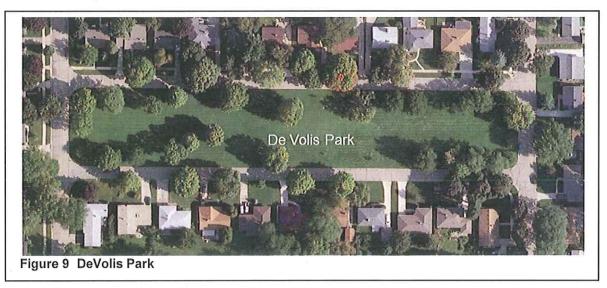


Table 2 summarizes the Preferred Alternative's Section 4(f) measures to minimize/offset impacts.

Stage 3-Preferred Alternative	Britta Park
Replacement of lands used with lands of reasonably equivalent usefulness and location and of at least comparable value.	Possibly
Replacement of facilities impacted by the project including sidewalks, paths, lights, trees, and other facilities.	Yes
Restoration and landscaping of disturbed areas.	Yes
Incorporation of design features and habitat features where necessary to reduce or minimize impacts to the Section 4(f) property.	Yes
Payment of the fair market value of the land and improvement taken or improvements to the remaining 4(f) site equal to the fair market value of the land and improvements taken.	Yes
Such additional or alternative mitigation measures as may be determined necessary based on consultation with officials having jurisdiction over the 4(f) property - explain:	Providing recreational facilities at DeVolis Park
Property is a historic property or an archeological site. The conditions or mitigation stipulations are listed or summarized below.	Not Applicable
Other - Describe:	
Separate from the 4(f) issues but affecting Britta Park, noise barriers area feasible installed adjacent to the frontage road in Stage 3.	and reasonable and wi

Results of Preliminary Coordination with the Public Officials having jurisdiction over the Section 4(f) property.

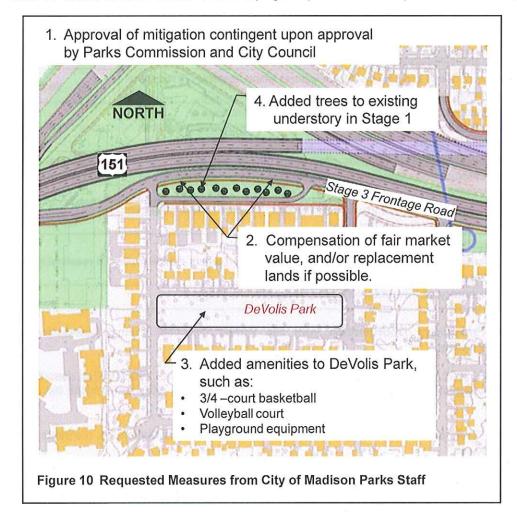
On October 30, 2009, the City of Madison Parks Division sent a letter to WisDOT that describes the park, its uses, and suggested measures for offsetting impacts to the park. Key items in the letter include the following:

- a. Britta Park provides for spontaneous, passive or active recreation by residents and nearby employees.
- b. Routing the frontage road south of the park is not a preferred option because it affects the ability to access the park.
- c. Discontinuing the frontage road is not desirable because of the increased residential traffic.
- d. The current preferred option appears to be most prudent, despite the impacts to Britta Park.
- e. A screening wall may be an acceptable option. The wall could be planted with vertical species to soften its appearance, with a surface that is not conducive to graffiti. The wall could present a "canvas" for public art and this opportunity should be explored further.
- f. There are several measures and requirements to offset impacts to the park. These include:
  - Compensation for the fair market value of the land. Opportunities to provide a one-to-one replacement are preferred if possible.
  - Adding some neighborhood park amenities to nearby DeVolis Park, such as a three-quarter basketball court, a volleyball court, and playground equipment.
  - Adding quality deciduous and evergreen trees to the existing Britta Park understory to supplement the canopy that will be lost to construction. This addition should occur early in the process to ensure a maximum canopy upon project completion.
- g. Approval of all mitigation measures for Britta Park is contingent on the approval of the Parks Commission and well as the City Council.

Figure 10 illustrates measures requested by the City of Madison Parks staff, while Figures 11a and 11b show the letter from the City of Madison Parks Division. These measures have been discussed with the Madison Parks Commission with some expressing reservations. Coordination is ongoing.

Further discussions with City of Madison Parks staff in the spring of 2010 provided these requests for consideration if Frontage Road Option B is selected:

- a. WisDOT should consider extending the proposed noise wall beyond Nieman Place to the limits of Britta Park to provide a visual barrier and screening.
- b. WisDOT should consider extensive landscaping and public art in the open areas.





#### **Parks Division**

Kevin Briski, Parks Superintendent

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Madison, Wisconsin 53703-3345
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October 30, 2009

Mr. Larry J. Barta WisDOT – System Development Southwest Region 2101 Wright Street Madison, WI 53704-2583

Re: US 18 / 151 (Verona Road)

Project ID 1206-07-03 Britta Park Impacts

Thank you for giving us the opportunity to review impacts to parkland under the current proposed design for the Verona Road corridor. As part of the Supplemental Draft Environmental Impact Statement that WisDOT is preparing for this project, the project is proposed to be constructed in three stages. Stage 1 improvements, which do not impact parkland, are to be constructed in 2013 through 2015. Stage 2 improvements are scheduled for 2017, and Stage 3 in 2030 or so, depending on the nature and extent of worsening safety and congestion issues. The long-term improvements (Stage 3), will address congestion and safety problems for 20 or more years by converting the corridor to a freeway. It is likely that the Stage 3 improvements will be mapped when the Stage 1 improvements are constructed. Stage 3 will require R/W from Britta Parkway.

Currently Britta Parkway serves as open space to the Dunn's Marsh neighborhood which is comprised of multi-family and modest single-family homes with minimal commercial development on the periphery. The Britta Parkway area provides for spontaneous, passive or active recreation by residents and nearby employees. The parcel area is bounded by a mature canopy of deciduous trees which provide some visual and noise separation from the existing highway.

Shifting the frontage road south of Britta Parkway as noted in the information you sent would adversely affect the ability for park users, especially children, to access the open space for park purposes. This option was not preferred, as it would segregate the park from its potential users. As in the second option to "eliminate the frontage road continuity", this would increase traffic on an existing residential street as it would become a heavily used cut through route, thereby cutting off park access from its users once again. This would also decrease connectivity between the neighborhood to the east and the neighborhood to the west. Therefore, your preferred option does appear to be the most prudent, despite the impacts to Britta Parkway.

The frontage road relocation leaves little remaining land area for a functional park or to create the necessary surface berm and planting area to provide a sufficient noise/visual barrier for the remaining neighborhood. A screening wall separating the relocated frontage road may be an acceptable option; this wall could be planted with vertical species, such as columnar trees/shrubs, vines, etc. to soften its appearance, and the surface face of the wall should be specified as a coarse surface, not conductive to graffiti. The proposed wall could also present a 'canvas' for public art; the Madison Arts Commission has long been searching for such a project as this. It is suggested that an opportunity be provided for the neighborhood and city staff to commission an art project that could provide a signature 'wall' and supporting design elements for this trafficway.

Figure 11a City of Madison Parks Division Letter

Larry J. Barta
October 30, 2009
Page 2

Following are a list of requirements and options to provide some form of mitigation for the impacts from this project to Britta Parkway:

- Approval of the mitigation required for the impacts to Britta Parkway is contingent on the approval of the Parks Commission as well as the City Council. A presentation regarding this project should be scheduled with the Parks Commission as soon as possible to further refine the mitigation required.
- Compensation for the fair market value of the land taken will be negotiated at the appropriate time.
   Any opportunities for a one-to-one replacement of land that will help to maintain our inventory of parkland are preferred; potential exchange properties will be reviewed by the Madison Parks Division staff with final approval contingent on concurrence by the Parks Commission and City Council.
- With the Dunn's Marsh neighborhood deficient in 'Neighborhood' park facilities (Mariborough Park is an Area Park located a ¼ mile away and Belmar Park is a City of Fitchburg Park located more than a ½ mile away), some neighborhood park amenities such as ¾-court basketball, volleyball, and playground equipment could be included as mitigation for these impacts and sited in De Volls Parkway, located a block to the south of Britta Parkway. Layout, design, and equipment selection should be at the discretion of the Madison Parks Division staff with purchase and installation as per City of Madison Standard Specifications.
- Add quality deciduous and evergreen trees to the existing understory to supplement the canopy lost
  to construction and potential Emerald Ash Borer Infestation. Layout, design, and species selection
  should be at the discretion of the Madison Parks Division staff and installed as per City of Madison
  Standard Specifications. Phased planting should occur early in the project to ensure a maximum
  canopy by completion of the project.

These are some potential ideas for mitigation of the impacts to Britta Parkway. During your presentation regarding this project to the Parks Commission, mitigation requirements may be further refined. Please contact me at 703-266-4714 or <a href="mailto:krutledge@cityofmadison.com">krutledge@cityofmadison.com</a> to schedule a time to discuss this project with the Parks Commission.

Sincerely,

Kay H. Rutledge, P.E.

Parks Planning and Development Manager

cc: Kevin Briskl, Parks Superintendent Bill Bauer, Project Manager

11/67009-F-Paroof PARKS Britta Fackway 101009 Letter to Larry Barta WDOT doc

Figure 11b City of Madison Parks Division Letter