MISSION: Strengthen the region by engaging communities through planning, collaboration and assistance.

VISION: A region where communities create exceptional quality of life for all by working together to solve regional challenges.

1. Roll Call
2. Public Comment on Matters not for Public Hearing
3. Consent Agenda (all items below in #3 are actionable items)
   a. Adoption of Minutes of the February 13, 2020 CARPC Meeting
   b. Executive Committee Recommendations
      (1) Approval of Hiring Environmental Engineer or Recruiting Environmental Resources Planner
      (2) Approval of Revised Job Description for Deputy Agency Director
      (3) Approval of March 2020 Disbursements and Treasurer’s Report for February 2020
      (4) Approval of Revisions to CARPC Personnel Policies Regarding Incentives for Opting Out of Health Insurance Coverage Provided by CARPC
      (5) Approval of Increasing the Credit Limit on CARPC’s Credit Card to $10,000
      (6) Authorization of Agency Director to Execute Contract with Distillery for Co-Branding Services with the MPO
4. Amending the *Dane County Water Quality Management Plan* by Revising the Sewer Service Area Boundary and Environmental Corridors in the Northern Urban Service Area
   a. Overview of Staff Recommendations
   b. Questions of Staff Recommendations
   c. Approval of CARPC Management Letter #2001 – Northern USA, Recommending to the Wisconsin Department of Natural Resources Amendment of the *Dane County Water Quality Management Plan* by Revising the Sewer Service Area Boundary and Environmental Corridors in the Northern Urban Service Area *(actionable item)*

5. Approval of a Management Letter from the Commission to the Village of Windsor Regarding Consistency of the Revised Urban Service Area Boundary in the Northern Urban Service Area with the *Dane County Land Use and Transportation Plan*
   a. Overview of Staff Recommendations
   b. Questions of Staff Recommendations
   c. Approval of CARPC Management Letter #2001 – Windsor LUTP citing substantial consistency between the proposed Sewer Service Area Boundary and Environmental Corridors amendment in the Northern Urban Service Area and the *Dane County Land Use and Transportation Plan* *(actionable item)*

6. City of Madison Proposed Stormwater Ordinance Updates
   a. Presentation by City of Madison Engineering Staff
   b. Approval of Resolution No. 2020-05, Supporting the City of Madison's Proposed Stormwater Ordinance Updates *(actionable item)*

7. CARPC Regional Development Plan Update
   a. Presentation – Goals and Objectives, Regional Development Framework, Participation Plan
   b. Approval of Participation Strategy for Preparation of the Regional Development Plan *(actionable item)*

8. Approval of Letter of Support for the Wisconsin Bike Federation's Application for Transportation Alternative Program Funding from the Wisconsin Department of Transportation *(actionable item)*

9. Reports
   a. Executive Chairperson and Executive Committee
      (1) Potential Revisions to CARPC Bylaws Including Execution of Contracts
      (2) Increasing Efficiency of Processing Expense Reimbursements
   b. Members of the Madison Area Transportation Planning Board
   c. Agency Director/Division Director, Community and Regional Planning
      (1) Potential CARPC Branding Activities
   d. Deputy Agency Director/Division Director, Environmental Resources Planning

10. Future Agenda Items (Next meeting is at 6pm on April 9, 2020, location to be determined)

11. Adjournment
DRAFT MINUTES
of the Capital Area Regional Planning Commission

February 13, 2020               Windsor Elementary School, 4352 Windsor Rd, Windsor, WI                 6:00 p.m.

Commissioners Present: Lauren Cnare (arrived 6:09pm), Maureen Crombie (phoned in), Grant Foster, Mark Geller, Kris Hampton, Ed Minihan, Heidi Murphy, Chair Larry Palm, David Pfeiffer, Bruce Stravinski, Caryl Terrell (phoned in at 6:15pm)

Commissioners Absent: Ken Golden; Peter McKeever

Staff Present: Linda Firestone, Sarah Fuller, Sean Higgins, Mike Rupiper, Steve Steinhoff

Others Present: Zia Brucaya (MATPB), 8 members of the public

1. Roll Call
   Chair Palm called the meeting to order at 6:05pm. Quorum was established.

2. Public Comment on Matters not for Public Hearing
   No members of the public wished to speak at this time.

3. Committee of the Whole
   Mr. Hampton moved to move into the Committee of the Whole to discuss the Agency mission statement; Mr. Minihan seconded. The motion passed on a voice vote.
   a. Consideration of Options for Agency Mission Statement (actionable item)
      The mission and vision statements as proposed by the Executive Committee:
      MISSION: Strengthen the region by engaging communities through planning, collaboration, and assistance
      VISION: A region where communities create exceptional quality of life for all by working together to solve regional challenges
      Ms. Cnare moved to approve both the mission and vision statements; Ms. Murphy seconded.
      Ms. Cnare moved to amend the mission statement by removing the Oxford comma after “collaboration”; Ms. Murphy seconded. The amendment passed on a voice vote.
      The amended motion passed on a voice vote.
      Ms. Cnare moved to leave the Committee of the Whole; Mr. Minihan seconded. The motion passed on a voice vote.

4. Presentation and Discussion on Branding Initiative from Madison Area Transportation Planning Board
   Ms. Brucaya gave a presentation on the MATPB’s rebranding initiative. Discussion ensued, including interest in exploring options for CARPC to participate in the MATPB branding effort, and the planning of a joint CARPC/MPO meeting on May 6th.

5. PUBLIC HEARINGS (7 pm)
   a. Public Hearing on Amendment of the Dane County Water Quality Plan and the Dane County Land Use and Transportation Plan by Revising the Sewer Service Area Boundary and Environmental Corridors in the Northern Urban Service Area
      (1) Applicant Presentation – Amendment Overview
         Mike Slaveley spoke briefly, then Ben Rohr gave a presentation (link to document). Commissioners then asked questions of Mr. Rohr.
Chair Palm opened the public hearing.

The following members of the public registered:
- Roy Bernards (representing DeForest Area School District) was in support and was available for questions.
- Mark Langer (from Baxter and Woodman, representing Village of Windsor) was in support and was available for questions.
- John Rauwolf (representing DeForest Area School District) was in support, wished to speak, and was available for questions.
- Ben Rohr (Planner, Village of Windsor) was in support and wished to speak.
- Jamie Rybarczyk (Deputy Administrator, Village of Windsor) was in support and was available for questions.
- Mike Slaveley (representing DeForest Area School District) was in support and was available for questions.
- Bob Wipperfurth (President of Village of Windsor) was in support, wished to speak, and was available for questions.

Mr. Wipperfurth made a statement in support of this amendment.

Commissioners sought verification that all of the amendment area was to be used by the school. Representatives of the Village of Windsor and the DeForest Area School District confirmed that this is the case. They stated that Lot 4 (the amendment area north of the intermittent stream) will be used as an agricultural lab for the school and that an environmental / natural resource theme is intended for the school, which is also planned to have a geothermal heating system and roof mounted solar panels.

Chair Palm closed the public hearing.

(3) Commissioner Questions and Discussion

Commissioners’ questions for registrants were asked previously.

b. Public Hearing on Amendment of the Dane County Water Quality Plan by Creating a Process, Policies and Criteria for Minor Amendments to Sewer Service Area Boundaries

(1) Staff Presentation

Mr. Rupiper gave a presentation (link to document), after which Commissioners asked questions.

Mr. Hampton asked if homeowners who connected to sewer without going through the proper channels first were penalized when the Madison Metropolitan Sewerage District discovered the connection. Mr. Rupiper stated that he did not know but he would investigate and report back to the Commission.

(2) Open Public Hearing to Take Testimony from Registrants; Close Public Hearing

Chair Palm opened the public hearing. There were no registrants. Chair Palm closed the public hearing.

(3) Commissioner Questions and Discussion

This was unnecessary as the discussion occurred during and after Mr. Rupiper’s presentation.
6. **ACTION ITEMS**

   a. **Consideration of Resolution No. 2020-03, Recommending to the Wisconsin Department of Natural Resources Amendment of the *Dane County Water Quality Management Plan* by Establishing Policies and Criteria for the Review of Minor Sewer Service Area Amendments (actionable item)**

   Ms. Cnare moved to adopt CARPC resolution 2020-03; Mr. Geller seconded.

   Ms. Cnare moved to amend the last sentence of Section 1.H. of the “Policies and Criteria” document; Mr. Minihan seconded. The following changes (highlighted in yellow) were made:
   
   Any opposition before or at the public hearing will be reviewed by the Commission and may result in the Commission sending the amendment through the standard process and schedule for sewer service area amendments.

   Mr. Foster moved to amend the amendment by striking the first sentence in Section 1.H., which was “Amendments must be uncontested and uncontroversial.”; Mr. Geller seconded. Mr. Rupiper reported that this sentence was one of the criteria that the WDNR listed for consideration as part of its fast-track process, although the WDNR did not define “uncontested” and “uncontroversial.” A roll call vote was requested by Ms. Cnare. Commissioners who voted aye (the first sentence would be deleted): Ms. Cnare, Mr. Minihan, Ms. Murphy, Mr. Foster, Mr. Stravinski, and Ms. Crombie. Commissioners who voted no (the first sentence would not be deleted): Mr. Hampton, Mr. Pfeiffer, Mr. Geller, and Ms. Terrell. Commissioners who were absent: Mr. Golden and Mr. McKeever. Chair Palm did not vote.

   The amended motion passed on a voice vote.

   Mr. Minihan moved to add a statement that buildings must be constructed by the date of the adoption of this policy; Ms. Cnare seconded.

   Mr. Stravinski requested clarification as to whether the date of the adoption was by the WDNR and not the date of adoption by the Commission. Chair Palm said that he assumed it was the date of adoption by the WDNR, but the reality was that, since this was a CARPC resolution, it would be our approval. However, it would probably be the effective date of implementation. The motion passed on a voice vote. The phrase “in existence as of the date of adoption of these policies” was added to the end of the sentence in Section 1.A.

   The motion to adopt the amended resolution 2020-03 passed on a voice vote.

   b. **Consideration of Resolution No. 2020-04, Adopting Fees for Minor Sewer Service Area Amendments (actionable item)**

   Mr. Hampton moved to adopt CARPC resolution 2020-04; Mr. Pfeiffer seconded. The motion passed on a voice vote.

   c. **Consideration of Supporting the Legislative Priorities of the Wisconsin Chapter of the American Planning Association (actionable item)**

   Mr. Steinhoff reviewed the information in the packet. Forbes McIntosh of Dane County Cities and Villages Association and Renee Lauber of Dane County Towns Association reviewed the information and had no concerns. Mr. Steinhoff also reported on the workforce housing bill, Assembly Bill 859, which includes many of the legislative priorities.

   Mr. Hampton moved to approve legislative priorities 1-4 of the Wisconsin Chapter of the American Planning Association; Mr. Minihan seconded. The motion passed on a voice vote.
7. Consent Agenda *(actionable item)*
   a. Consideration of Approval of Minutes of the January 9, 2020 CARPC Meeting *(actionable item)*
   b. Executive Committee Recommendations *(actionable item)*
      (1) Consideration of Adoption of CARPC Resolution 2020-02 Title VI/ADA Non-Discrimination Policy *(actionable item)*
      (2) Consideration of Options for Addressing CARPC 2020 Budget Issues *(actionable item)*
      (3) Consideration of Approval of February 2020 Disbursements and Treasurer's Report for January 2020 *(actionable item)*
      (4) Consideration of Approval of Letter of Support of Designation of U.S. Highway 151 as an Alternative Fuels Corridor *(actionable item)*
      (5) Consideration of Adoption of Revised CARPC Internal Control Procedures *(actionable item)*

Chair Palm noted that, for item 7.b.(2), the Executive Committee was recommending that the Commission authorize the 27th pay period in 2020, so that will need to be added to the budget.

Mr. Hampton moved to accept the consent agenda; Ms. Cnare seconded. The motion passed on a voice vote.

8. Presentation and Discussions
   a. Presentation and Discussion of Activities for Update of Regional Land Use (Development) Plan
      (1) Land Use Goals and Objectives Survey Results to Date
         Mr. Higgins gave a presentation. Discussion ensued.
      (2) Regional Land Use (Development) Plan Update Process – Draft Participation Plan
         Mr. Steinhoff gave a presentation. Suggestions were made by Commissioners to use high school and UW students who are focused on climate change for the public participation process, and to collaborate more with the MPO since the target audience for both entities was similar and there was already overlap with our programs.
   b. Report of the Executive Chairperson and Executive Committee
      (1) Conflict Between Deputy Agency Director Job Description and CARPC Bylaws Regarding Execution of Contracts
         Chair Palm reviewed the background of this matter. The Executive Committee suggested that the bylaws be tweaked to indicate whomever the Commission designates should have power to sign documents. Chair Palm invited Commissioners to review the bylaws and suggest revisions.
         Chair Palm also reported on his and Mr. Steinhoff’s meeting with the new Dane County Board Chair Analiese Eicher. He reported that staff will be sending her information on CARPC’s land use plan draft goals and objectives to her. We may also be presenting those land use objectives to some Dane County specific committees or to the entire Board so that there is an opportunity for the Board to understand the objectives.
   c. Report of the Members of the Madison Area Transportation Planning Board
      Mr. Stravinski and Mr. Foster reported on the safe routes to school program, which will be halted temporarily due to a lack of funding. Additionally, a resolution was passed to add funds to the Transportation Improvement Program in order to apply for federal funding to get a Metro bus facility at the old Oscar Mayer plant location. The MPO also reviewed the east-west bus rapid transit plan.

   a. Report and Discussion on Division of Community and Regional Planning Activities
      Mr. Steinhoff noted current work of the Community and Regional Planning Division.
b. Report and Discussion on Division of Environmental Resources Planning Activities

Mr. Rupiper highlighted a $10,000 grant has been approved by the WDNR for the Starkweather Creek project.

10. Future Agenda Items (Next meeting is at 6pm on March 12, 2020, location to be determined)

There will be action taken on the Windsor amendment, which may mean that members of the public will be present.

11. Adjournment

Mr. Pfeiffer moved to adjourn; Mr. Minihan seconded. The motion passed on a voice vote. The meeting adjourned at 8:55pm.

Minutes taken by Linda Firestone and reviewed by CARPC staff

Respectfully Submitted:

_________________________________________
Kris Hampton, Secretary
Re: Executive Committee Recommendations from March 9, 2020 Meeting (actionable item)

Requested Action: Approval

Background:
Article V, Section 2 of the bylaws of the Capital Area Regional Planning Commission states: “The Executive Committee is to provide advice and counsel to the Executive Director and the Commission on the operations of the Agency, including management, budget, personnel, and contracts.

“Unless delegated by the full Commission, the Executive Committee is not intended to make policy. Decisions made by the Executive Committee acting as the Personnel Committee may be appealed to the full Commission upon request by the Executive Director or employee.”

Options, Analysis, Recommendation:
The Executive Committee recommendations include the following actionable items:

1. Approval of Hiring Environmental Engineer or Recruiting Environmental Resources Planner
2. Approval of Revisions to CARPC Personnel Policies Regarding Incentives for Opting Out of Health Insurance Coverage Provided by CARPC
3. Approval of Revised Job Description for Deputy Agency Director
4. Approval of Increasing the Credit Limit on CARPC’s Credit Card to $10,000
5. Approval of March 2020 Disbursements and Treasurer's Report for February 2020
6. Authorization of Agency Director to Execute Contract with Distillery for Co-Branding Services with MPO

Additionally, the Executive Committee discussed “Potential Revisions to CARPC Bylaws Including Execution of Contracts” and “Increasing Efficiency of Processing Expense Reimbursements” which are on the CARPC agenda as part of item 9.

Materials Presented on Item:
1. Attachments may be viewed in the Executive Committee Meeting Packet (available at https://www.capitalarearpc.org/meetings/ )

Staff Contact:
Steve Steinhoff
Agency Director/Division Director
608-474-6010
steves@capitalarearpc.org

Next Steps: None
**Re:** Amending the *Dane County Water Quality Management Plan* by Revising the Sewer Service Area Boundary and Environmental Corridors in the Northern Urban Service Area

**Requested Action:**

Approval of CARPC Management Letter #2001 – Northern USA, Recommending to the Wisconsin Department of Natural Resources Amendment of the *Dane County Water Quality Management Plan* by Revising the Sewer Service Area Boundary and Environmental Corridors in the Northern Urban Service Area (*actionable item*)

**Background:**

The Village of Windsor has submitted a request for a sewer service area amendment to the *Dane County Water Quality Plan*. The proposed amendment is in the Cherokee Lake-Yahara River watershed (HUC 12: 070900020504). It includes the addition of approximately 89.1 acres of land, including approximately 11.0 acres of proposed environmental corridor and 1.2 acres of existing road right-of-way, for a net of approximately 76.9 developable acres to the Northern Urban Service Area. A public hearing was held on the proposed amendment at the February 13, 2020, Regional Planning Commission meeting.

**Options, Analysis, Recommendation:**

The staff analysis of the proposed amendment is attached. Staff’s opinion is that the proposed amendment is consistent with water quality standards under Wis. Stat. § 281.15 and the adopted Policies and Criteria for the Review of Sewer Service Area Amendments to the *Dane County Water Quality Plan*, with the conditions of approval enumerated in the attached management letter. The management letter also includes additional actions recommended to further improve water quality and environmental resource management.

Staff recommends that the Commission recommend approval of the amendment to DNR with the conditions and recommendations as enumerated in the attached management letter.

**Materials Presented on Item:**

1. Staff Analysis Report
2. Management Letter #2001 – Northern USA
3. Policies and Criteria for the Review of Sewer Service Area Amendments

**Staff Contact:**

Mike Rupiper  
Deputy Agency Director / Director of Environmental Resources Planning  
608-474-6016  
miker@capitalarearpc.org

**Next Steps:**

The Commission’s recommendation will be sent to the Wisconsin Department of Natural Resources for an administrative decision.
Staff Analysis of Proposed Amendment to the
Dane County Water Quality Plan,
Revising the Sewer Service Area Boundary and Environmental Corridors
in the Northern Urban Service Area

History of the Northern Urban Service Area

The Northern Urban Service Area (NUSA) was created in 2001 by merging the Windsor Urban Service Area and the DeForest Urban Service Area. There has been a total of 14 amendments to the NUSA since its creation totaling 1,700 acres of developable land and close to 500 acres of Environmental Corridor. The most recent amendment proposal was brought before the Commission in 2017 by the Village of Deforest.

Existing Conditions

Land Use

The Village of Windsor is requesting amendment to the Northern USA. The area is located west of Highway 51/North Towne Rd and north of Windsor Rd, very near the future boundary of The Village of DeForest. A mapped intermittent stream running east to west divides the area roughly in half. South of the intermittent stream, the DeForest Area School District plans to construct an intermediate school. Lots south and west of the school itself will be devoted to park/outdoor recreation uses and stormwater retention. Cropland north of the intermittent stream will remain under agricultural use for the foreseeable future as a part of the District’s agricultural education program.

Surrounding Planned Land Uses Include:

- North: Low density residential
- West: Low density residential
- South: Low density residential
- East: Residential mixed use, highway

<table>
<thead>
<tr>
<th>Existing Land Use</th>
<th>Acres</th>
</tr>
</thead>
<tbody>
<tr>
<td>Agriculture</td>
<td>71.4</td>
</tr>
<tr>
<td>Open Land</td>
<td>7.6</td>
</tr>
<tr>
<td>Recreation</td>
<td>8.7</td>
</tr>
<tr>
<td>Transportation</td>
<td>1.3</td>
</tr>
<tr>
<td>TOTAL</td>
<td>89.1</td>
</tr>
<tr>
<td>Proposed Land Use</td>
<td>Proposed Acres</td>
</tr>
<tr>
<td>--------------------------</td>
<td>----------------</td>
</tr>
<tr>
<td>Institutional</td>
<td>67.6</td>
</tr>
<tr>
<td>Natural Area</td>
<td>7.6</td>
</tr>
<tr>
<td>Parks/Outdoor Recreation</td>
<td>12.6</td>
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<tr>
<td>Transportation</td>
<td>1.3</td>
</tr>
<tr>
<td><strong>TOTAL</strong></td>
<td><strong>89.1</strong></td>
</tr>
<tr>
<td><strong>NET DEVELOPABLE</strong>(^1)</td>
<td><strong>78.1</strong></td>
</tr>
</tbody>
</table>

**Cultural and Historic Sites**

The Wisconsin Historical Society (WHS) has been contacted regarding the presence of any known archaeological sites or cemeteries within the amendment area. They have identified no previously recorded sites within the amendment area (see Attachment 1). In addition, there are no landscape features that are typical indicators of American Indian settlements present in the amendment areas.

**Natural Resources**

The proposed amendment area is in the headwaters watershed of the Yahara River, specifically the Cherokee Lake – Yahara River subwatershed (HUC 070900020504, Map 5). An intermittent stream passing through the middle of the amendment area reaches the Yahara River approximately one mile downstream. A wooded area containing some steep slopes (>20%) occurs along this drainageway. No floodplains occur in the amendment area.

Wastewater from the amendment area will be treated at the Madison Metropolitan Sewerage District Wastewater (MMSD) Treatment Facility. The treated effluent is discharged to Badfish Creek and Badger Mill Creek, bypassing the Yahara chain of lakes.

**Wetlands**

DNR’s wetland inventory shows an approximately six-acre forested wetland encompassing the intermittent stream that bisects the amendment area north and south. A wetland delineation was conducted by Kapur & Associates in May and June 2019 in the southern half of the amendment area, and DNR concurrence was given to the resulting report. The site investigation and field delineation determined there was no wetland conditions or vegetation present in the area shown on the DNR wetland inventory. However, the delineators did find some wetlands on the site as shown in the figure below. Wetland 2 is best described as a disturbed fresh (wet) meadow and covers approximately 696 square feet located at the lowest point in a stormwater detention basin. This wetland is proposed to be in environmental corridor with a 75’ buffer. Three small wetlands 1a, 1b, and 1c (together totaling 0.04 acres) were also delineated in the southern portion of the site. DNR wetlands staff has reviewed the wetland delineation report and has issued an approval (GP-SC-2019-13-04049) for wetlands 1a, 1b, and 1c to be filled under the statewide general permit due to their small size and poor quality.

\(^1\) Net Developable = Total Acreage – Existing Right-of-Way – Environmental Corridor
Intermittent Stream
Unnamed stream (WBIC 807600) is an ephemeral drainageway that runs east to west through the amendment area. In total, the waterway is about 2 miles long, with the Yahara River about one mile downstream from the amendment area. No water quality monitoring has been conducted in the intermittent drainageway. The wetland delineation report identified the vegetation adjacent to the mapped waterway to be predominantly bur oak, red oak, northern gooseberry, and nannyberry.

Yahara River
The Yahara River, between Deforest’s South Street and Windsor Road, is designated as a cold water community by Dane County Land and Water Resources. The river’s watershed is thus classified as a thermally sensitive area, requiring thermal controls for stormwater management. Urban runoff can increase water temperatures in the river, negatively impacting the sensitive cold water ecosystem. Within the Cherokee Lake – Yahara River subwatershed, though, much of the land is undeveloped with agriculture (34%) being the most common land use followed by open land (17%).

This portion of the Yahara (miles 47.02-63.02) is polluted by both phosphorus and chloride and is on the WDNR’s 303(d) list of impaired waters. USGS monitors water quality and has a stream flow gage (link to USGS Data) on the Yahara River downstream of the confluence of the unnamed stream (Map 5). This monitoring site is part of the annual USGS Cooperative Water Resources Monitoring Program coordinated by CARPC (link to program website). Chloride concentrations are sampled every few years during the growing season and are collected under baseflow conditions. Median chloride concentrations have slightly increased over the past thirty years, but are well below the state water quality chronic criteria of 395 mg/L, and the acute criteria of 757 mg/L.
Median chloride concentrations at the Yahara River at Windsor (6 samples were collected in 1990, 1998, 2002, 2006; 3 samples were collected in 2010, 2015, 2018). Samples were collected through the USGS Cooperative Water Resources Monitoring Program.

The river was assessed by WDNR in 2019. Phosphorus concentrations were high, but the biology was not impaired (no macroinvertebrate or fish Index of Biotic Integrity scored in the "poor" condition).

**Springs**
Springs represent groundwater discharge visible to the casual observer. The Wisconsin Geological and Natural History Survey (WGNHS) maintains an inventory of springs in Dane County and throughout the state based on field surveys conducted between 2014 and 2017. For the purposes of the inventory, a spring is defined as a discrete point of groundwater discharge flowing at approximately 0.25 cubic feet per second or more at the time of the survey. There are no inventoried springs in the proposed amendment area or the Cherokee Lake – Yahara River Watershed as a whole.

**Groundwater**
Groundwater modeling, using the 2016 Groundwater Flow Model for Dane County developed by the WGNHS (link to website), shows that baseflow in the Yahara River at the confluence of the intermittent stream coming from the proposed amendment area (see location on Map 5) has decreased from 12.8 cfs during pre-development conditions (no well pumping) to 11.9 cfs in 2010 (Table 4). This decrease is due to the combined impacts of high capacity well groundwater withdrawals contributing to reduced stream baseflow. By 2040, flow is modeled to decrease slightly to 11.1 cfs. This decrease is due to increased pumping to serve a growing population. The 2040 model results include withdrawals from the new Windsor well (Map 10).

In 2012, the WGNHS published a report, *Groundwater Recharge in Dane County, Wisconsin, Estimated by a GIS-Based Water-Balance Model*, (link to report) estimating the existing groundwater recharge rates in Dane County based on the soil water balance method. The study estimates that the existing groundwater recharge rate in the proposed amendment area ranges from 9 to 10 inches per year.

**Endangered Resources**
The WDNR Bureau of Endangered Resources maintains a database representing the known occurrences of rare plants, animals, and natural communities that have been recorded in the Wisconsin Natural Heritage Inventory (link to website). A screening review of this database conducted by Regional Planning Commission staff for species designated as endangered, threatened, or of special concern identified several species and a community of special concern (mammal, amphibians, plant and community) within a one-mile radius of the amendment area.
It is recommended that the Village request a complete Endangered Resources Review by the WDNR for potential impacts to endangered resources like rare plants, animals and natural communities in the amendment areas.

Soils and Geology
The amendment area is located within the Bristol Till Plain Land Type Associations of Wisconsin. The Association classifies the surficial geology of this area as undulating till plain with low drumlins and scattered wetlands and bedrock knolls.

Surface elevations within the amendment area range from around 920 feet to 960 feet. Areas of steep (>12%) and very steep (>20%) slopes exist adjacent to and within close proximity to the mapped intermittent stream sloping through the center of site from east to west. The site visit conducted for the wetland delineation report identified an incised channel varied in depth from 4 feet to less than 1 foot. The width of the channel also varied from 1-2 feet up to 4-5 feet. These steep slopes are within the environmental corridor delineated for the intermittent stream and adjoining woodland.

According to the Natural Resource Conservation Service (NRCS) Soil Survey of Dane County, the soils in amendment area are in Plano – Ringwood – Griswold association. These soils are moderately well drained and well drained, deep silt loams and loams. Tables 2 shows detailed classification for soils in the amendment area (see Map 7) while Table 3 shows important soil characteristics for the amendment area.

Hydric soils are good indicators of existing and former (drained) wetlands. There are no hydric soils within the amendment area.

According to the Soil Survey Geographic data for Dane County developed by the USDA Natural Resources Conservation Service (link to web soil survey), the Plano, St. Charles and Troxel soils (the PnA, PnB, ScB and TrB map units) are not hydric, but they can have a seasonal (April to June) zone of water saturation within 5 feet of the ground surface. All of these soils are classified as well drained. Soils with seasonal high water tables that are also classified as well drained or moderately well drained generally do not pose limitations for buildings with basements.

<table>
<thead>
<tr>
<th>Soil</th>
<th>% of Area</th>
<th>General Characteristics</th>
</tr>
</thead>
<tbody>
<tr>
<td>Dodge Silt Loam; DnB</td>
<td>14.0</td>
<td>Deep, well drained, gently sloping and sloping soils on glaciated uplands. Soils have high fertility, moderate permeability, and a moderate to severe hazard of erosion. Poses moderate limitations for development due slope and shrink/swell potential.</td>
</tr>
<tr>
<td>Griswold Loam; GwC</td>
<td>1.1</td>
<td>Deep, well-drained gently sloping to moderate steep soils on glaciated uplands. Soils have medium fertility, moderate permeability, and a severe hazard of erosion. Poses moderate limitations for development due to bearing capacity and shrink/swell potential.</td>
</tr>
<tr>
<td>McHenry Silt Loam; MdC2</td>
<td>8.3</td>
<td>Deep, well drained, gently sloping to moderately steep soils on glaciated uplands. Soils have medium fertility, moderate permeability, and a moderate to severe hazard of erosion. Poses slight to moderate limitations for development due to slopes, shrink/swell potential and low bearing capacity.</td>
</tr>
<tr>
<td>Plano Silt Loam; PnA</td>
<td>3.4</td>
<td>Deep, well drained and moderately well drained, nearly level to sloping soils on glaciated uplands. Soils have high fertility, moderate permeability, and a moderate to severe hazard of erosion. Poses moderate limitations for development due to low bearing capacity.</td>
</tr>
<tr>
<td>Plano Silt Loam; PnB</td>
<td>36.2</td>
<td>Deep, well drained and moderately well drained, nearly level to sloping soils on glaciated uplands. Soils have high fertility, moderate permeability, and a moderate to severe hazard of erosion. Poses moderate limitations for development due to low bearing capacity.</td>
</tr>
<tr>
<td>Ringwood Silt Loam; RnB</td>
<td>20.4</td>
<td>Deep, well drained, gently sloping and sloping soils on glaciated uplands. Soils have high fertility, moderate permeability, and a moderate hazard of erosion. Poses moderate limitations for development due to low bearing capacity and erodibility.</td>
</tr>
</tbody>
</table>
St. Charles Silt Loam; ScB  8.7  Deep, well drained, sloping soils to moderately steep soils on glaciated uplands. Soils have high fertility, moderate permeability, and a moderate to severe hazard of erosion. Poses moderate limitations for development due to slopes, shrink/swell potential and low bearing capacity.

Troxel Silt Loam; TrB  7.8  Deep, well drained and moderately well drained, gently sloping soils in draws, on fans, and in drainageways. Soils have high fertility, moderate permeability, and a moderate hazard of erosion. Poses moderate limitations for development due to shrink/swell potential and depth to saturated zone.

Source: Soil Survey Geographic data for Dane County developed by the USDA Natural Resources Conservation Service

<table>
<thead>
<tr>
<th>Table 3</th>
<th>Soils Characteristics</th>
</tr>
</thead>
<tbody>
<tr>
<td>Characteristic</td>
<td>Soil Map Symbols (see Map 7)</td>
</tr>
<tr>
<td>Prime Agricultural Soils</td>
<td>DnB, PnB, RnB, ScB, TrB</td>
</tr>
<tr>
<td>Hydric Soils (Indicates Potential / Restorable Wetlands)</td>
<td>None</td>
</tr>
<tr>
<td>Poorly Drained Soils with Seasonal High Water Table (&lt; 5')</td>
<td>None</td>
</tr>
<tr>
<td>Soils Associated with Steep Slopes (&gt; 12%)</td>
<td>None</td>
</tr>
<tr>
<td>Soils Associated with Shallow Bedrock (&lt; 5')</td>
<td>None</td>
</tr>
<tr>
<td>Best Potential for Infiltration in Subsoils</td>
<td>DnB, GwC, MdC2, PnA, PnB, RnB, ScB</td>
</tr>
</tbody>
</table>

Source: Soil Survey Geographic data for Dane County developed by the USDA Natural Resources Conservation Service

According to WGNHS data, bedrock within the western third of the amendment area is in the Tunnel City Group while the bedrock within the remaining amendment area is in the Trempealeau Group. Bedrock in the Tunnel City Group is medium to very fine-grained quartz sandstone, locally very glauconitic, consists of two formations including the Lone Rock and Mazomanie Formations. Thickness is up to 150 feet thick. Bedrock in the Trempealeau Group is quartz sandstone, dolomitic siltstone, silty dolomite, and sandy dolomite, consists of two formations including the Jordan and underlying St. Lawrence Formations, which were combined as one mapping unit. Thickness is about 75 feet, where not eroded. According to WGNHS data, the depth to bedrock in the amendment area ranges from less than 5 feet to greater than 150 feet, with the shallowest depths being in the southeast and deepest depths being in the northwest of the amendment area (see Map 8).

As is common throughout much of the upper Midwest, karst features such as enlarged bedrock fractures are prevalent in the local dolomite uplands. Karst features such as vertical fractures and conduits provide primary pathways for groundwater movement and can dramatically increase groundwater susceptibility when present. The location of karst features are difficult to predict, and the thickness and type of the overlying soil greatly affects how much water drains into them. Where clay soils are thick, infiltration rates are likely to be very low. However, where bedrock fractures are near the surface infiltration rates can be very high. Based on the WGNHS karst potential data, karst features may be encountered in the amendment area at depths ranging from of 10 to 100 feet. The Wisconsin Department of Natural Resources Conservation Practice Standard 1002 - Site Evaluation for Stormwater Infiltration requires field verification for areas of the development site considered suitable for infiltration. This includes a site assessment for karst features in this area. If shallow karst features are found, adequate protection measures are required to address any potential for groundwater contamination.
There is no minimum separation distance for roofs draining to surface infiltration practices. However, the Dane County ordinance requires infiltration practices to be located so that the separation distance between the bottom of the infiltration system and the elevation of seasonal high groundwater or the top of bedrock is at least 5 feet for residential arterial roads and 3 feet for other impervious surfaces. Soil test pits are required as part of the stormwater management plan to assure that infiltration practices are sited in locations that will not adversely affect groundwater quality.

**Proposed Urban Services**

**Parks and Open Space**

There are total of approximately 12.6 acres of parks, recreation, open space, and stormwater management areas proposed in the amendment Area (See Map 4). The School District and Village of Windsor has elected to not include the majority of the park, recreation, and open space in environmental corridor.

**Water System**

The amendment area is within the Village of Windsor South System and will be served by an extension of 8-inch mains from existing watermains in Windsor Road to the south and Dawn Drive to the west to create a 10-inch loop around the proposed school.

The Village of Windsor Water Utility south system currently operates two high capacity wells with a combined capacity to deliver 1,764,000 gallons per day (gpd), or 1,125 gallons per minute (gpm), per the Windsor 2018 Public Service Commission (PSC) annual report (see Map 10). The 6604 Lake Road Well, yielding 575 gpm, is 555 feet deep. The 6715 park Street Well, yielding 650 gpm, is 400 feet deep. The current firm pumping capacity (with the largest well out of service) is 575 gpm. and the current reported average peak hourly water demand is 882 gpm.

A new Well #3, is currently being built north of the amendment area, within Cradle Hill Park, based upon the recommendation for additional well capacity identified in the Water Needs Assessment Study performed by Baxter & Woodman, Inc. in September 2016. The anticipated firm well supply is to be 650 gpm and is expected to be completed in the summer of 2020.

The Windsor Water Utility South System currently operates two reservoirs for water storage: Reservoir 1 (600,000 gallons) and Tower No. 1, Well No. 1, Elevated Tank (300,000 gallons) totaling a maximum storage capacity of 900,000 gallons. The 2018 average daily water demand was approximately 324,000 gallons, or 225 gpm, and the peak daily demand in 2018 was 635,000 gallons, or 441 gpm.

The estimated average daily water demand for the amendment area will be 26,100 gallons based on 20 gpd per person and a maximum facility capacity of 1200 students, 95 school staff and 5.5 facility staff. Using a daily peaking factor of 2 and an additional hourly peaking factor of 2, the peak daily demand and peak hourly demand for the amendment area is estimated to be 36 gpm and 72 gpm, respectively. The additional demand associated with the amendment area will be accommodated based on the current pumping and storage capacity and future projected demands.

Water losses in the Village’s distribution system have remained consistent at a level of 10% of net water supplied in between 2008 and 2018. The Wisconsin Administrative Code PSC 185.85(4)(b) requires a utility with more than 1,000 customers to submit a water loss control plan to the Public Service Commission if the utility reports its percentage of water losses exceed 15%. As the rate of loss has remained constant and is below 15% of net water supplied, the Village should continue efforts to reduce breaks, leaks, and other sources of water losses within their system.
Wastewater

Sanitary sewer service will be provided to the amendment area through an extension of an existing 8-inch public sanitary sewer interceptor that is located within Windsor Road to the south. The Windsor Road main then travels south on Wolf Hollow Road prior to entering the Village’s 15-inch Runway Sewer Interceptor. The amendment area proposes to add a school building with a maximum capacity of 1200 students, 95 school staff and 5.5 facility staff. Assuming 20 gpd per person and a peaking factor of 4.0, it is estimated that the amendment area will generate a peak hourly flow of 72 gpm.

The amendment area sanitary network drains into progressively larger mains prior to entering into the MMSD Pump Station Number 14. Current average daily flow, as monitored by MMSD at Monitoring Manhole Q-122 southwest of Walgreen’s on Highway 19, in the 4th quarter of 2019 is 122,265 gpd, or 85 gpm. Using a peaking factor of 4 provides a peak hourly flow of 340 gpm while the MMSD 15-inch interceptor has a maximum capacity of 1,125 gpm. The projected average daily and peak flows from the addition of the amendment area are below the capacity of the interceptors. MMSD has a regular capital improvement planning process to periodically evaluate their system capacity and expanded the capacity of the system as the need is foreseen.

Wastewater Treatment Facility

MMSD will provide wastewater treatment for the amendment area. The Nine Springs Treatment Facility has a design capacity of 56 mgd and received an average influent hydraulic loading of 45.5 mgd (81.3% of design capacity) in 2018, including infiltration and inflow. It is expected to reach 90 percent of current hydraulic design capacity around 2026 based on current projected growth rate assumptions. MMSD has completed a long-range plan that evaluated various options for expanded treatment capacity to serve its current and future service area. For the 20-year planning period, service to this area is expected to remain at the existing wastewater treatment facility location with expanded capacity of the system as the need is foreseen.

Wastewater treatment at the district’s Nine Springs Treatment Facility does not remove chloride and the concentration of chloride that arrives at the Nine Springs Plant can exceed the water quality standard. In 2015, AECOM completed a study for MMSD which determined that while possible, treatment would be cost-prohibitive, energy intensive, and involve other environmental impacts (link to report). MMSD’s Wisconsin Pollutant Discharge Elimination System (WPDES) permit which requires pollution prevention and source reduction initiatives for chlorides, such as the Wisconsin Salt Wise Partnership (link to website). MMSD has not had any issues meeting its WPDES permit limits for the quality of effluent discharged to Badfish Creek according to their 2018 Annual Report (link to report). The effluent Biological Oxygen Demand quality for 2018 was excellent averaging 5.8 mg/L (30.7% of the limit) with maximums of 9.0 mg/L (47.4% of the limit) for the month of January. The effluent Total Suspended Solids quality for 2018 was also excellent averaging 4.8 mg/L (24.2% of the limit) with a maximum of 6.0 mg/L (30.0% of the limit). The effluent ammonia quality for 2018 was excellent, averaging 0.31 mg/L (17.1% of the limit) with a maximum of 0.67 mg/L (16.3% of the limit) for the month of January. The effluent phosphorus quality for 2018 was good averaging 0.3 mg/L (20.06% of the limit) with a maximum of .361mg/L, below the current 1.5 mg/L permit limit but not low enough to meet future water quality based effluent limits (WQBEL) for phosphorus. MMSD has implemented a Watershed Adaptive Management approach, leading a diverse group of partners called Yahara Watershed Improvement Network (Yahara WINs) in implementing phosphorus reducing practices in the watershed (link to website). This adaptive management approach is currently limited to the Yahara Watershed.

Stormwater Management System

The Village of Windsor has adopted the Dane County Code of Ordinance Chapter 14 – Manure Management, Erosion Control and Stormwater Management for all stormwater performance standards within the Village and contracts with Dane County for stormwater management plan review. In the initial stormwater management plan, completed by Kapur and Associates in
December of 2019, all of the proposed improvements within the amendment area will drain to a retention basin located at the amendment area low spot at the northwest corner of the site. Discharge from the retention pond will drain into the existing wetland to the north at a single proposed outfall. The stormwater facility will be located to adequately provide water quality treatment (80% TSS reduction) and provide peak discharge rate control to account for storms up to and including the 100-year rainfall event. The initial stormwater management plan claimed the entire school site was exempt from infiltration and did not intend to provide any volume control. An amended stormwater management was subsequently submitted in January 2020 to provide some infiltration.

A review of the stormwater management plan and soil boring logs by CARPC and DCLWRD staff concludes that while several borings have high groundwater and/or significantly deep deposits of clay, there are borings throughout the site with design infiltration rates equal to or greater than 0.5 in/hr, based on soil texture, that are suitable for infiltration. WDNR Conservation Practice Standard 1002 - Site Evaluation for Stormwater Infiltration requires that test pits be performed, in lieu of borings, for determination of infiltrative suitability. In addition, per NR151.124(4)(c), infiltration rate exemptions may only be taken if scientifically credible field tests result in rates less than 0.6 in/hr. There are multiple strategies that could be incorporated into the proposed design to achieve the required 90% stay-on of the average annual storm. These strategies include, but are not limited to, infiltration, bioretention, green roof, porous pavement and rainwater reuse. The stormwater management plan for the site is currently being revised to conform to all the requirements of Dane County Chapter 14, including infiltration/volume control, based on the review comments from CARPC and Dane County staff.

The WDNR Conservation Practice Standard 1002 - Site Evaluation for Stormwater Infiltration requires field verification for areas of the development site considered suitable for infiltration. This includes a site assessment for karst features on the site to locate infiltration facilities appropriately so that performance can be maximized while protecting groundwater resources. As such, the Village may require stormwater management plans that incorporation of volume reduction strategies (i.e. bioretention, porous pavement, green roofs, etc.) higher in the landscape should limiting conditions be found at the proposed stormwater management facilities locations along the edges of the site.

All stormwater facilities within the amendment area are anticipated to remain private and be maintained by the Windsor School District.

Performance Standards
The Village of Windsor proposes stormwater management performance measures to meet or exceed standards required by the State of Wisconsin (NR 151), Dane County (Chapter 14), Village of Windsor (Chapter 38) stormwater regulations, as follows:

1) Require post-construction sediment control (reduce total suspended solids leaving the site by at least 80%, with a minimum of 60% of that control occurring in a retention pond prior to infiltration) for the 1-year, 24-hour design storm. This is consistent with the standards currently required by Dane County.

2) Require post-construction peak runoff rate control for the 1-, 2-, 10-, and 100-year, 24-hour design storms to predevelopment peak runoff rates. This is consistent with the range of design storms currently required by Dane County.

3) Require post-development stay-on volume of at least 90% of pre-development stay-on volume. This is consistent with the stay-on standard for new development currently required by Dane County regulations.

4) Include provisions and practices to reduce the temperature of runoff. This is consistent with the standards currently required by Dane County.
5) Maintain predevelopment groundwater annual recharge rate of 9 to 10 inches per year as estimated by the Wisconsin Geological and Natural History Survey in a 2012 report titled “Groundwater Recharge in Dane County, Wisconsin Estimated by a GIS-Based Water Balance Model.” This is consistent with the standards currently required by Dane County.

6) Treat the first 0.5 inches of run-off using best management practices to provide oil and grease control at commercial and industrial sites. This is consistent with the standards currently required by Dane County.

**Environmental Corridors**

The Amendment Area includes 11.0 acres of environmental corridor (See Map 2). This includes the mapped intermittent stream and associated buffer in accordance with the Environmental Corridor Policies and Criteria (link to document) adopted in the Dane County Water Quality Plan. The environmental corridor includes the steep slopes and wooded area associated with the stream. Planned stormwater management areas within the amendment area have also been designated as environmental corridors. The School District and Village of Windsor has elected to not include the majority of the park, recreation, and open space in environmental corridor.

**Impacts and Effects of Proposal**

**Meeting Projected Demand**

Current projections suggest that an additional 5,870 residents and 2,860 housing units can be expected in the Northern USA between 2010 and 2040. Land demand projections in 2014 estimated that a total of 790 additional residential acres would be needed by 2040 to accommodate that growth. Approximately 435 additional acres in non-residential uses would also be required. Preliminary Department of Administration (DOA) population estimates for 2019 indicate that 18,444 call Windsor or DeForest home.

**Phasing**

The requested amendment does not exceed 100 acres. However, all development likely to happen on the site will occur within 10 years. The parcels south of the intermittent stream and the proposed Environmental Corridor are anticipated to begin developing within the next year. The parcel to the north is anticipated to remain under agricultural use for the foreseeable future as a part of the School District’s agricultural education program.

**Surface Water Impacts**

Development creates impervious surfaces (i.e., streets, parking areas, and roofs) and typically alters the natural drainage system (e.g., natural swales are replaced by storm sewers). Without structural best management practices (i.e., detention basins and infiltration basins) this would result in increased stormwater runoff rates and volumes, as well as reduced infiltration. Without structural best management practices for erosion control, development would also cause substantial short-term soil erosion and off-site siltation from construction activities. Scientific research has well documented that without effective mitigation measures, the potential impacts of development on receiving water bodies can include the following:

- Flashier stream flows (i.e., sudden higher peaks)
- Increased frequency and duration of bankfull flows
- Reduced groundwater recharge and stream base flow
- Greater fluctuations in water levels in wetlands
- Increased frequency, level (i.e., elevation), and duration of flooding
- Additional nutrients and urban contaminants entering the receiving water bodies
- Geomorphic changes in receiving streams and wetlands
Natural drainage systems attempt to adapt to the dominant flow conditions. In the absence of mitigation measures, the frequency of bank-full events often increases with urbanization, and the stream attempts to enlarge its cross section to reach a new equilibrium with the increased channel forming flows. Higher flow velocities and volumes increase the erosive force in a channel, which alters streambed and bank stability. This can result in channel incision, bank undercutting, increased bank erosion, and increased sediment transport. The results are often wider, straighter, sediment laden streams, greater water level fluctuations, loss of riparian cover, and degradation of shoreland and aquatic habitat.

Since 2002, there have been stormwater management standards in effect at the state, county, and local level to require stormwater management and erosion control plans and structural best management practices designed to address the impacts of development on water quality, runoff volumes, peak flows, water temperature, and groundwater recharge. In 2011, county and local standards for runoff volume control were increased beyond state standards to further address the potential stormwater impacts of development. Since 2010 many communities adopted even higher standards for volume control through their own ordinances or as part of USA amendment agreements. In 2017, State statute 281.33(6)(a)(1) was changed to limit the ability of local governments to adopted higher standards for runoff volume through local ordinances.

The Village of Windsor proposes to mitigate the urban nonpoint source impacts of the proposed development by requiring the implementation of various stormwater best management practices that are designed and constructed to meet current Dane County standards for pollutant reduction, runoff volumes, peak flows, water temperature, and groundwater recharge to address the potential water quality impacts of stormwater runoff from the proposed development on the receiving waters.

Regional partners including the City of Madison, MMSD, Madison Water Utility, and others, are actively working to address chlorides through the Wisconsin Salt Wise Partnership. The Village of Windsor has participated in chloride reduction trainings provided by WI Salt Wise. In order to limit the amount of chlorides being released from the site in storm water runoff, the School District is currently in talks with the Village of DeForest to develop a program to purchase liquid deicer from the Village for use on pavement and sidewalk areas during the winter months. In addition, the School District will also look at the option of having District maintenance staff attend the Winter Salt Certification Program sponsored by the City of Madison Engineering Division to learn how to use the least amount of salt necessary to maintain safe conditions. Lastly, the School District will also be encouraged to incorporate educational information about the effects of salt on vegetation, lakes, rivers and aquatic life into the curriculum.

**Groundwater Impacts**

Without effective mitigation practices, as natural areas are converted to urban development, the ground/surface water balance in streams and wetlands shifts from a groundwater-dominated system to one dominated more and more by surface water runoff, with subsequent reductions in stream quality and transitions to more tolerant biological communities.

Groundwater modeling indicates that the cumulative effects of well withdrawals have resulted in a 0.9 cfs increase in baseflow in the Yahara River at the confluence of the intermittent stream coming from the amendment area predevelopment (no pumping) and 2010 (Table 4). An additional 0.8 cfs decline compared to 2010 conditions is anticipated for the year 2040, according to modeling, reducing the baseflow to 11.1 cfs.

The loss of baseflow from the cumulative effects of well water pumping is a regional issue, beyond the boundaries of a single USA Amendment or even a single municipality. This issue is discussed along with potential management options in the updated *Dane County Groundwater Protection Planning Framework* (link to report). Maintaining pre-development groundwater
recharge by infiltrating stormwater runoff helps to replenish groundwater, maintain baseflow, and mitigate this impact.

<table>
<thead>
<tr>
<th>Table 4</th>
<th>Modeled Baseflow Results</th>
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</thead>
<tbody>
<tr>
<td>Due to Current and Anticipated Future Municipal Well Water Withdrawals (All Municipal Wells)</td>
<td></td>
</tr>
</tbody>
</table>

<table>
<thead>
<tr>
<th>Stream</th>
<th>No Pumping</th>
<th>2010</th>
<th>2040</th>
</tr>
</thead>
<tbody>
<tr>
<td>Yahara River</td>
<td>12.8 cfs</td>
<td>11.9 cfs</td>
<td>11.1 cfs</td>
</tr>
</tbody>
</table>

According to the 2014 WDNR report *Ecological Limits of Hydrologic Alteration in Dane County Streams* (link to report), the Yahara River has fish species sensitive to flow changes. Low flow conditions were predicted to alter presence of black crappie, bowfin, emerald shiner, freshwater drum, northern hog sucker, northern pike, and walleye. The modeled baseflow results do not indicate that low flow conditions will be a concern.

**Comments at the Public Hearing**

A public hearing was held on the proposed amendment at the February 13, 2020 meeting of the Capital Area Regional Planning Commission. Representatives of the Village of Windsor and the DeForest Area School District spoke in favor of the amendment. Commissioners sought verification that all of the amendment area was to be used by the school. Representatives of the Village of Windsor and the DeForest Area School District confirmed that this is the case. They stated that Lot 4 (the amendment area north of the intermittent stream) will be used as an agricultural lab for the school and that an environmental / natural resource theme is intended for the school, which is also planned to have a geothermal heating system and roof mounted solar panels.

**Conclusions and Staff Water Quality Recommendations**

There is sufficient existing treatment plant system capacity at MMSD to serve the proposed amendment area. There is also sufficient existing wastewater collection system capacity to serve the proposed amendment area.

Since 2002, there have been stormwater management standards in effect at the state, county, and local level to require stormwater management and erosion control plans and structural best management practices designed to address the impacts of development on water quality, runoff volumes, peak flows, water temperature, and groundwater recharge. In 2011, county and local standards for runoff volume control were increased beyond state standards to further address the potential stormwater impacts of development. Since 2010 many communities adopted even higher standards for volume control through their own ordinances or as part of urban service area amendment agreements. In 2017, State statute 281.33(6)(a)(1) was changed to limit the ability of local governments to adopted higher standards for runoff volume through local ordinances.

The Village of Windsor proposes to mitigate the urban nonpoint source impacts of the proposed development by requiring the implementation of stormwater best management practices that are designed and constructed to meet current Dane County standards for pollutant reduction, runoff volumes, peak flows, water temperature, and groundwater recharge to address the potential urban nonpoint source impacts of the proposed development on the receiving waters.
The Village of Windsor has been participating in trainings offered by regional partners actively working to achieve source reduction of chlorides by encouraging the responsible use of deicers and water softeners through the Wisconsin Salt Wise Partnership. In order to limit the amount of chlorides being released from the site in storm water runoff, the School District is currently in talks with the Village of DeForest to develop a program to purchase liquid deicer from the Village for use on pavement and sidewalk areas during the winter months. In addition, the School District will also look at the option of having District maintenance staff attend the Winter Salt Certification Program sponsored by the City of Madison Engineering Division to learn how to use the least amount of salt necessary to maintain safe conditions. Lastly, the School District will also be encouraged to incorporate educational information about the effects of salt on vegetation, lakes, rivers and aquatic life into the curriculum.

It is the Regional Planning Commission staff’s opinion that the proposed amendment is consistent with water quality standards under Wis. Stat. § 281.15, and the adopted Policies and Criteria for the Review of Sewer Service Area Amendments to the Dane County Water Quality Plan, with the conditions of approval identified below. Additional actions have also been recommended below to further improve water quality and environmental resource management.

**Conditions**

Regional Planning Commission staff recommends approval of this amendment, based on the land uses and services proposed, and conditioned on the continued commitment of the Village of Windsor to pursue the following:

1. Submit a detailed stormwater management plan for Regional Planning Commission staff review and approval (in conjunction with DCL&WCD staff) prior to any land disturbing activities in the amendment area. The stormwater management plan shall include the following:
   
   a. Install stormwater and erosion control practices prior to other land disturbing activities. Protect infiltration practices from compaction and sedimentation during land disturbing activities.
   
   b. Control peak rates of runoff for the 1-, 2-, 10-, and 100-year 24-hour design storms to “pre-development” levels, in accordance with the Dane County Stormwater Ordinance.
   
   c. Provide at least 80% sediment control for the amendment area based on the average annual rainfall, with a minimum of 60% of that control occurring prior to infiltration, in accordance with the Dane County Stormwater Ordinance.
   
   d. Maintain the post development stay-on volume to at least 90% of the pre-development stay-on volume for the average annual rainfall period, in accordance with the Dane County Stormwater Ordinance.
   
   e. Include provisions and practices to reduce the temperature of runoff, in accordance with the Dane County Stormwater Ordinance.
   
   f. Treat the first 0.5 inches of run-off using best management practices to provide oil and grease control at commercial and industrial sites, in accordance with the Dane County Stormwater Ordinance.
   
   g. Maintain pre-development groundwater recharge rates from the Wisconsin Geological and Natural History Survey’s 2012 report, *Groundwater Recharge in Dane County, Wisconsin, Estimated by a GIS-Based Water-Balance Model* (a range of 9 to 10 inches/year for the amendment area or by a site specific analysis, in accordance with the Dane County Stormwater Ordinance.
2. Conduct a field verification for areas of the development site considered suitable for infiltration including a site assessment for karst features as required by the Wisconsin Department of Natural Resources Conservation Practice Standard 1002 - Site Evaluation for Stormwater Infiltration.

3. Stormwater management facilities shall be designated as environmental corridor. Easements and perpetual legal maintenance agreements with the Village, to allow the Village to maintain stormwater management facilities if owners fail to do so, shall be provided for any facilities located on private property.

4. Delineate environmental corridors to include the intermittent stream, associated steep slopes and woodlands, regulated wetland, required buffers, and stormwater management areas to meet the Environmental Corridor Policies and Criteria adopted in the Dane County Water Quality Plan.

5. Continue to encourage the responsible use of deicers and water softeners by participating in the trainings and outreach activities of the Wisconsin Salt Wise Partnership.

Recommendations

It is also recommended that the Village of Windsor and DeForest Area School District pursue the following:

1. Request a formal Endangered Resources Review by the WDNR or one of their certified reviewers for potential impacts to endangered resources like rare plants, animals and natural communities and take necessary habitat protection measures if species are found.

2. Encourage the School District’s winter maintenance employees and/or contractors to participate in available SaltWise trainings.

3. Explore the potential to integrate some of the many green stormwater infrastructure ideas for schools in EPA’s Storm Smart Schools Guide (link to document).
Map 3 – 2015 Land Use

Proposed Amendment to the Dane County Water Quality Plan, Revising the Sewer Service Area Boundary and Environmental Corridors in the Northern Urban Service Area

Date: 3/4/2020

Prepared by staff of the CARPCC.
Map 5 - Subwatersheds

Proposed Amendment to the Dane County Water Quality Plan, Revising the Sewer Service Area Boundary and Environmental Corridors in the Northern Urban Service Area

Date: 3/4/2020

Prepared by staff of the CARPC.
Map 6 - Elevation

Proposed Amendment to the Dane County Water Quality Plan, Revising the Sewer Service Area Boundary and Environmental Corridors in the Northern Urban Service Area

Date: 3/5/2020

Percent Slope
- UrbanServiceAreaPoly
- 12 - 20
- Lakes and Ponds
- 20 and greater
- Dane Buildings 2018

Prepared by staff of the CARPC.
Map 8 – WGNHS Bedrock Depth and Potential Karst Features

Proposed Amendment to the Dane County Water Quality Plan, Revising the Sewer Service Area Boundary and Environmental Corridors in the Northern Urban Service Area

Date: 2/13/2020

Potential Karst Units (ft) Depth to Bedrock (ft)
- 0 - 10
- 10 - 50
- 50 - 100
- 100 - 400

0 - 400 Feet

Prepared by staff of the CARPC.
Mr. Sean Higgins  
Capital Area Regional Planning Commission  
City-County Building, Room 362  
210 Martin Luther King Jr. Boulevard  
Madison, WI 53703-2558

RE: Amendment to the Northern Urban Service Area in the Village of Windsor, Deforest School District, Dane County, Wisconsin.

Dear Mr. Higgins:

No previously recorded archaeological sites have been recorded in the project area. A review of available evidence indicates that no wetlands, drainages, or other landscape features that are typical indicators of American Indian settlement are present in the project area or adjacent to the area. Therefore, we see no reason why the project cannot proceed as designed.

Under Wisconsin law, Native American burial mounds, unmarked burials, and all marked and unmarked cemeteries are protected from intentional disturbance. If anyone suspects that a Native American burial mound or an unmarked or marked burial is present in an area, the Wisconsin Historical Society should be notified.

If human bone is unearthed during any phase of a project, all work must cease, and the local authorities must be contacted. The police or sheriff will determine if the burial is a criminal matter or if it should be referred to the Wisconsin Historical Society at 1-800-342-7834 to be in compliance with Wis. Stat. § 157.70 which provides for the protection of all human burial sites. If we are contacted, work cannot resume until the Wisconsin Historical Society gives permission. If you have any questions concerning the law, please contact the Wisconsin Historical Society at 1-800-342-7834.

This letter does not constitute a Wisconsin Historical Society review for any project that may be governed by Federal or State Compliance laws, e.g. Section 106, Wis Stat. §44.40, Wis Stat. §66.1111, or Wis Stat. §157.70.

If you have any questions, or if you need additional information, please feel free to contact me.

Sincerely,

John H. Broihahn  
State Archaeologist  
State Archaeology and Maritime Preservation  
608-264-6496, john.broihahn@wisconsinhistory.org

Collecting, Preserving and Sharing Stories Since 1846  
816 State Street  
Madison, Wisconsin 53706  
wisconsinhistory.org
March 12, 2020

Mr. Timothy R. Asplund
Monitoring Section Chief
WDNR – Bureau of Water Quality
101 S. Webster Street
Madison, WI  53707-7921

Re: Water Quality Management Letter for Sewer Service Area Amendment Request #2001 – Northern USA

Dear Mr. Asplund,

The Village of Windsor has submitted a request for a sewer service area amendment to the Dane County Water Quality Plan. The proposed amendment is in the Cherokee Lake-Yahara River watershed (HUC 12: 070900020504). It includes the addition of approximately 89.1 acres of land, including approximately 11.0 acres of proposed environmental corridor and 1.2 acres of existing road right-of-way, for a net of approximately 76.9 developable acres to the Northern Urban Service Area. A public hearing was held on the proposed amendment at the February 13, 2020, Regional Planning Commission meeting. The Village’s application and the Commission staff's analysis report of the proposed amendment have been submitted to the Department’s Surface Water Integrated Monitoring System.

It is the Capital Area Regional Planning Commission staff’s opinion that the proposed amendment is consistent with water quality standards under Wis. Stat. § 281.15, and the adopted Policies and Criteria for the Review of Sewer Service Area Amendments to the Dane County Water Quality Plan, with the conditions of approval identified below. Additional actions have also been recommended below to further improve water quality and environmental resource management.

At our March 12, 2020 meeting, the Capital Area Regional Planning Commission voted to recommend approval of this amendment to the Wisconsin Department of Natural Resources, based on the land uses and services proposed, and conditioned on the continued commitment of the Village of Windsor to pursue the following:

1. Submit a detailed stormwater management plan for Regional Planning Commission staff review and approval (in conjunction with DCL&WCD staff) prior to any land disturbing activities in the amendment area. The stormwater management plan shall include the following:

   a. Install stormwater and erosion control practices prior to other land disturbing activities. Protect infiltration practices from compaction and sedimentation during land disturbing activities.
b. Control peak rates of runoff for the 1-, 2-, 10-, and 100-year 24-hour design storms to “pre-development” levels, in accordance with the Dane County Stormwater Ordinance.

c. Provide at least 80% sediment control for the amendment area based on the average annual rainfall, with a minimum of 60% of that control occurring prior to infiltration, in accordance with the Dane County Stormwater Ordinance.

d. Maintain the post development stay-on volume to at least 90% of the pre-development stay-on volume for the average annual rainfall period, in accordance with the Dane County Stormwater Ordinance.

e. Include provisions and practices to reduce the temperature of runoff, in accordance with the Dane County Stormwater Ordinance.

f. Treat the first 0.5 inches of run-off using best management practices to provide oil and grease control at commercial and industrial sites, in accordance with the Dane County Stormwater Ordinance.

g. Maintain pre-development groundwater recharge rates from the Wisconsin Geological and Natural History Survey’s 2012 report, Groundwater Recharge in Dane County, Wisconsin, Estimated by a GIS-Based Water-Balance Model (a range of 9 to 10 inches/year for the amendment area or by a site specific analysis, in accordance with the Dane County Stormwater Ordinance.

2. Conduct a field verification for areas of the development site considered suitable for infiltration including a site assessment for karst features as required by the Wisconsin Department of Natural Resources Conservation Practice Standard 1002 - Site Evaluation for Stormwater Infiltration.

3. Stormwater management facilities shall be designated as environmental corridor. Easements and perpetual legal maintenance agreements with the Village, to allow the Village to maintain stormwater management facilities if owners fail to do so, shall be provided for any facilities located on private property.

4. Delineate environmental corridors to include the intermittent stream, associated steep slopes and woodlands, regulated wetland, required buffers, and stormwater management areas to meet the Environmental Corridor Policies and Criteria adopted in the Dane County Water Quality Plan.

5. Continue to encourage the responsible use of deicers and water softeners by participating in the trainings and outreach activities of the Wisconsin Salt Wise Partnership.

It is also recommended that the Village of Windsor and DeForest Area School District pursue the following:

1. Request a formal Endangered Resources Review by the WDNR or one of their certified reviewers for potential impacts to endangered resources like rare plants, animals and natural communities and take necessary habitat protection measures if species are found.
2. Encourage the School District’s winter maintenance employees and/or contractors to participate in available SaltWise trainings.

3. Explore the potential to integrate some of the many green stormwater infrastructure ideas for schools in EPA’s Storm Smart Schools Guide (link to document).

If you have any questions regarding this matter, please do not hesitate to contact Mike Rupiper, the Commission’s Deputy Agency Director.

Sincerely,

Larry Palm      Kris Hampton
Executive Chairperson    Secretary

cc: Mr. Jamie Rybarczyk, Deputy Administrator, Village of Windsor
    Mr. Eric Runez, Superintendent, DeForest Area School District
June 7, 2017

Mr. Steve Steinhoff, Deputy Director
Capital Area Regional Planning Commission
City County Building, Room 362
210 Martin Luther King Jr. Blv.
Madison, WI 53703

Subject: Policies and Criteria for Review of Updates and Amendments to the Dane County WQM plan

Dear Mr. Steinhoff:

We have completed our review of the revisions to the policies and criteria for the review of urban service area updates and amendments to the Dane County WQM Plan. These changes implement the 2015 Wis. Act 55 requirements which made several changes to the Dane County Water Quality Management Plan amendment process as established in Wis. Stat. § 283.85(1m). The Department hereby approves this update to the Dane County WQM Plan.

CARPC held a public hearing on April 13th, 2017 and no comments were received at that time (CARPC resolution 2017-06 attached). This change is an update to the Dane County Water Quality Management Plan and will be forwarded to the US Environmental Protection Agency to meet the requirements of the Clean Water Act of 1987 (Public Law 92-500 as amended by Public Law 95-217), and outlined in the federal regulations 40 CFR, Part 35.

This review is an integrated analysis action under s. NR 150.20 (2) (a) 3, Wis. Adm. Code. By means of this review, the Department has complied with ch. NR 150, Wis. Adm. Code, and with s. 1.11, Stats. The approval of this update does not constitute approval of any other local, state, or federal permit that may be required for sewer construction or associated land development activities.

Appeal Rights:
Wisconsin statutes and administrative rules establish time periods within which requests to review Department decisions must be filed. For judicial review of a decision pursuant to sections 227.52 and 227.53, Wis. Stats., a party has 30 days after the decision is mailed, or otherwise served by the Department, to file a petition with the appropriate circuit court and serve the petition on the Department. Such a petition for judicial review must name the Department of Natural Resources as the respondent.

To request a contested case hearing pursuant to section 227.42, Wis. Stats., a party has 30 days after the decision is mailed, or otherwise served by the Department, to serve a petition for hearing on the Secretary of the Department of Natural Resources. All requests for contested case hearings must be made in accordance with section NR 2.055(5), Wis. Adm. Code, and served on the Secretary in accordance with section NR 2.03, Wis. Adm. Code. The filing of a request for a contested case hearing does not extend the 30 day period for filing a petition for judicial review.

Sincerely,

Timothy R. Asplund
Monitoring Section Chief
Bureau of Water Quality

DNR File No. DC-0185
cc:
Mike Szabo – WDNR – LS/8
Greg Searle - WDNR - SCR - Fitchburg
Lisa Helmut - WDNR - WQ/3
CARPC Resolution No. 2017-06

Recommending to the Wisconsin Department of Natural Resources Amendment of the Dane County Water Quality Management Plan by Revising the Policies and Criteria for the Review of Sewer Service Area Amendments

WHEREAS, In March 1975, Dane County was designated by the Governor of Wisconsin as an area having substantial and complex water quality control problems, and certified such designation to the federal Environmental Protection Agency; and

WHEREAS, the Capital Area Regional Planning Commission is a duly created regional planning commission under Wis. Stats. § 66.0309; and

WHEREAS, the CARPC has an agreement with the Wisconsin Department of Natural Resources (WDNR) to provide water quality management planning assistance to the WDNR; and

WHEREAS, the Dane County Water Quality Plan is the approved areawide water quality management plan for the Dane County region; and

WHEREAS, the Capital Area Regional Planning Commission has adopted, reaffirmed, and recommended amendment of the Dane County Water Quality Plan; and

WHEREAS, the Capital Area Regional Planning Commission’s Urban and Limited Service Area Policies, Environmental Corridor Policies, and Criteria for the Review of Urban and Limited Service Area Amendments were last updated and adopted in February 2008; and

WHEREAS, In 2015, Wis. Act 55 made several changes to the Water Quality Management Plan amendment process as established in Wis. Stat. § 283.83(1m); and

WHEREAS, the Capital Area Regional Planning Commission has revised the policies and criteria for the review of sewer service area amendments to reflect these changes; and

WHEREAS, a public hearing was held during the Regional Planning Commission meeting on April 13, 2017, to take testimony on the policies and criteria for the review of sewer service area amendments.

NOW, THEREFORE, BE IT RESOLVED that in accordance with Wis. Stats. § 66.0309, and Sec. 208 of Public Law 92–500, the Capital Area Regional Planning Commission recommends the amendment of the Dane County Water Quality Plan by revising the policies and criteria for the review of sewer service area amendments.

April 13, 2017
Date Adopted

Larry Palm, Chairperson

Kris Hampton, Secretary
Capital Area Regional Planning Commission

Policies and Criteria for the Review of Sewer Service Area Amendments to the *Dane County Water Quality Plan*

Approved by CARPC - April 13, 2017

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   3. SUBMITTAL REQUIREMENTS ........................................................................................................... 3
I. Sewer Service Area Policies

1. Planning Requirements

   A. Service area boundaries must be delineated for the provision of sewer services with a 20-year planning horizon.

   B. Delineation must be based on the official 20-year population projection for the region generated by the State DOA.

   C. The regional population projection must be allocated to individual service areas based on WDOA-approved population projection methodology, and density assumptions acceptable to the respective municipality.

   D. Service areas must be delineated in a manner to ensure adequate treatment capacity in wastewater treatment facilities that receive the expected volume of wastewater.

   E. Service areas must be delineated to ensure the cost-effective (as defined in NR 110) and environmentally sound expansion of public sewerage facilities.

   F. Creation of new service areas must meet the requirements and conditions of NR 110 regarding new treatment facilities to serve new and existing residential and non-residential development, and the state anti-degradation policy (NR 207, which prevents the unnecessary creation of new point-sources of wastewater discharge on water bodies).

   G. Service area expansion requests containing over 100 acres of developable land should include 10-year staging boundaries. Staging boundaries are also encouraged in smaller expansion requests.

   H. Amendments to service areas must be sponsored by the unit of government planning to provide the services or by the CARPC, to ensure that designated local management agencies in charge of pollution prevention (both point- and non-point source) are in support of the expansion.

   I. Plans should be prepared and adopted with meaningful public participation. A public hearing will be set for the next CARPC meeting unless the DNR determines it will hold the hearing at a time and place it deems appropriate in accordance with the contractual agreement between DNR and CARPC. The DNR may petition the circuit court for an order extending the time to act on the proposed amendment in accordance with Wis. Stat. § 283.83(1m)(c)(2). All affected local units and their respective county board supervisors will be notified by letter at least thirty (30) days prior to the public hearing. The 30-day notification period may be waived by the CARPC if the supporting unit can demonstrate that other affected units of government have been consulted and there are no unresolved issues.

   J. Requesting units of government must notify neighboring or affected units of government of their intent to expand the service area. The CARPC will notify all the units of government in the Central Urban Service Area and invite them to comment if a request within the CUSA contains more than 300 developable acres.
2. **Criteria for the Review of Sewer Service Area Amendments**

A. Additions to the Central Urban Service Area should be contiguous with existing urban service areas.

B. Contiguity to urban infrastructure.

   It is the policy of the CARPC to seek the efficient use of existing capacity in urban infrastructure (roads and streets, sewerage systems, water systems, parks and open space, etc.), and to give priority to areas that can best utilize such existing capacity of urban service areas.

C. Infill, redevelopment, density, and needs assessment.

   It is the policy of the CARPC to seek efficient use of land through higher densities of development, mixed use infill development and redevelopment within the urban cores of the region, and the use of existing vacant developable lands within urban service areas prior to expansion into new areas.

   Generally, if there is a 20-year supply of developable land in the current USA (or a portion of the USA available to the respective unit of government; this is based on official land demand calculations derived from official population projections without flexibility margins), priority should be given to developing the existing developable lands within the USA. Special consideration would be given to adding developable land for under-represented land uses (such as industrial development in a service area with inadequate industrial development or available land).

D. The minimum requirement (related to water quality planning) for services which should be provided initially in urban service area expansions are the following:

1. public sewage collection and treatment systems (layout, facilities, capacity);

2. publicly managed urban storm drainage system layout and standards. Stormwater management measures should be aimed at mitigating to the maximum extent practicable the cumulative and incremental adverse impacts of development on surface water and groundwater quality and quantity and associated ecological functions. Such impacts include, but are not limited to, increases in off-site erosion and flooding, increases in pollution, reductions in stream baseflow, reductions in groundwater recharge, lowering of groundwater levels and groundwater quality, reductions in flows to and from springs, drying up of wetlands, and reductions in the ecological health of aquatic habitats. The extent of practicability and likelihood of success of proposed mitigation measures will be determined by CARPC staff based on site specific and land use specific characteristics, in the context of the best possible management practices and technology, and in consultation with municipal, county, and WDNR technical staff and the CARPC Natural Resources Technical Advisory Committee. Any appeal of such a determination would be to the CARPC. It is understood that appropriate mitigation of some adverse impacts may require reduced levels of development, a change in the type of development, or off-site mitigation and remediation.

3. water supply and distribution system layout and facilities, for potable water.
3. **Submittal Requirements**

A. Requests for urban service area additions must be accompanied by specific plans for development and provision of urban services to the proposed addition, which include the following elements:

   1. A plan and description of proposed development, land use and major facilities in the area, which is specific enough in terms of type and densities of land use to enable the determination of long-range urban service needs and impacts of development;

   2. identification of environmental corridors and other environmentally sensitive areas, consistent with CARPC and DNR criteria, which are to be protected from urban development, and a description of local policies, ordinances and other measures to protect such areas;

   3. a specific plan for providing sanitary sewer services to the area;

   4. an analysis of the infill and redevelopment potential in the existing urban service area and a description of the need for the urban service area expansion.
Re: Approval of a Management Letter from the Commission to the Village of Windsor Regarding Consistency of the Revised Urban Service Area Boundary in the Northern Urban Service Area with the *Dane County Land Use and Transportation Plan*

**Requested Action:**

Approval of *CARPC Management Letter #2001 – Windsor LUTP* citing substantial consistency between the proposed Sewer Service Area Boundary and Environmental Corridors amendment in the Northern Urban Service Area and the *Dane County Land Use and Transportation Plan* (actionable item)

**Background:**

The Village of Windsor has submitted a request for a sewer service area amendment to the *Dane County Water Quality Plan*. The proposed amendment is in the Cherokee Lake-Yahara River watershed (HUC 12: 070900020504). It includes the addition of approximately 89.1 acres of land, including approximately 11.0 acres of proposed environmental corridor and 1.2 acres of existing road right-of-way, for a net of approximately 76.9 developable acres to the Northern Urban Service Area. A public hearing was held on the proposed amendment at the February 13, 2020, Regional Planning Commission meeting.

**Options, Analysis, Recommendation:**

The management letter attached finds the proposed amendment generally consistent with the *Dane County Land Use and Transportation Plan*.

Staff recommends that the Commission approve transmittal of the attached management letter to the Village of Windsor.

**Materials Presented on Item:**

1. Management Letter #2001 – Windsor LUTP
2. MPO Recommendation Letter

**Staff Contact:**

Sean Higgins  
Senior Community Planner  
608-474-6018  
SeanH@CapitalAreaRPC.org

**Next Steps:**

The Commission’s recommendation will be sent to the Village of Windsor. The amendment area will be considered along with other 2020 amendment applications during an annual update to the *Dane County Land Use and Transportation Plan*. (CARPC meeting date TBD)
March 5, 2020

Village of Windsor
Attn: Bob Wipperfurth
4084 Mueller Road
DeForest, WI 53532

RE: Sewer Service Area Amendment Request

Dear Mr. Wipperfurth:

In the interest of greater planning integration, the Capital Area Regional Planning Commission reviews all development proposals that are submitted as Sewer Service Area amendment requests for consistency with the Dane County Land Use and Transportation Plan. Updates to this plan are carried out independently of the Sewer Service Area Amendment process.

It is the staff’s opinion that the proposed expansion is substantially consistent with the goals of the Dane County Land Use and Transportation Plan.

Consideration by the Commission to amend the Northern Urban Service Area boundaries will take place later in the year. A staff analysis will consider the impact of the amendment on the Northern Urban Service Area with respects to achieving the Dane County Land Use and Transportation Plan objectives and implementation steps. No further action is required of the Village of Windsor. If you have any questions regarding this matter, please do not hesitate to contact CARPC staff.

Sincerely,

Larry Palm  Kris Hampton
Executive Chairperson  Secretary
February 28, 2020

Bob Wipperfurth, Village President  
Village of Windsor  
4084 Mueller Road  
DeForest, WI 53532

Re: Sewer Service Area Amendment Request

Dear Mr. Wipperfurth,

At the request of the Capital Area Regional Planning Commission (CARPC), Madison Area Transportation Planning Board (MATPB) staff have reviewed the 89.1-acre Sewer Service Area Amendment request affecting property located generally east of Dawn Drive, south of Gray Road, north of Windsor Road, and west of North Towne Road.

In the interest of greater planning integration, MATPB and CARPC staff review all development proposals that are submitted as Sewer Service Area Amendment requests for consistency with regional planning documents, including MATPB’s Regional Transportation Plan (RTP) 2050 and CARPC’s Dane County Land Use and Transportation Plan. Preparation of those plans and their updates are carried out by the respective agencies independently of the Sewer Service Area Amendment process.

The proposed amendment is generally consistent with the goals and policies of MATPB’s RTP 2050. We do offer some comments. Please note that they apply generally to the adjacent neighborhood, located outside of the amendment area. The comments relate to sidewalk and path connections, and address the RTP policy to provide a well-connected street network and facilities for walking and bicycling that provide transportation choices and access to daily activities. This policy addresses the goal of providing connected livable neighborhoods and communities.

1. Although outside of the amendment area, MATPB staff suggest adding a sidewalk along the south side of Windsor Road (North Towne Road west to Windsor Ridge Lane) and in conjunction with that adding a crosswalk where the existing trail intersects Windsor Road. This will enhance connectivity and facilitate safer pedestrian crossings for residents living south of Windsor Road. Consideration should also be given to filling the missing segment of sidewalk on the north side of Windsor Road from just west of the Wolf Hollow Road intersection to the existing trail to the east.

2. Both MATPB’s Bicycle Transportation Plan for the Madison Metropolitan Area and the Village of DeForest’s Park & Open Space Plan identify a planned shared-use path along the west side of North Towne Road from Windsor Road to North Street. Map 3b shows a planned path along North Towne Road.
Road, which would then head west along the south side of the new school (Lot 2), connecting to the existing north-south trail. MATPB staff suggest the path also be continued further north along North Towne Road to the north edge of the school to allow for extension further north as development occurs. MATPB’s Bicycle Plan also proposes a path through the south side of the agricultural education area, parallel to the intermittent waterway, connecting North Towne Road to the existing north-south path on the west side of amendment area, which could be considered in the future.

3. With the increase in pedestrian and bicycle travel from the new school, improvements to the existing crossing of Windsor Road just west of Wolf Hollow Road might be considered such as a rectangular rapid flashing beacon sign or even just use of pedestrian crossing flags.

Sincerely,

William Schaefer, Transportation Planning Manager
### Re: City of Madison Proposed Stormwater Ordinance Updates

**Requested Action:** Approval of Resolution No. 2020-05, Supporting the City of Madison’s Proposed Stormwater Ordinance Updates *(actionable item)*

**Background:**

Climate change is increasing the frequency of wetter conditions, more severe storms, and threats to public health, safety and public and private property. Since 2000 the region has experienced a large number of extreme storm events, with significant flood events occurring in 2000, 2006, 2007, 2008, and 2018. The result of these events has been both flash flooding in the areas directly affected by the storms, flooding of low-lying areas, and elevated lake levels.

Rainfall statistics research by U.W. Madison Professor Dan Wright has demonstrated that large rainfall events are occurring more frequently than accounted for by current stormwater management design standards.

The City of Madison has proposed changes to the design standards for new development and redevelopment in its stormwater ordinance for the purpose of reducing the threat to residences, businesses, and the environment by damage from stormwater and flooding events. City of Madison engineering staff will present an overview of the proposed changes in Madison General Ordinance Chapter 37. The proposed changes are available for public comment until April 10, 2020.

**Staff Comments:**

Greater flood resilience, particularly utilizing green infrastructure, was identified as a top priority for the region through the Greater Madison Vision process. Commission staff has participated in several meetings regarding the proposed changes to the City of Madison Ordinance and supports the proposed changes as a reasonable effort to increase flood resiliency in our communities. Stormwater management and flooding are regional, watershed, issues that are best addressed by the widespread adoption of consistent minimum standards throughout the region. Staff recommends that the Commission support the City of Madison’s adoption of the proposed stormwater ordinance updates and encourage Dane County and the other cities, villages, and towns throughout the region to adopt comparable minimum standards.

**Materials Presented on Item:**

1. Resolution No. 2020-05, Supporting the City of Madison’s Proposed Stormwater Ordinance Updates

**Staff Contact:**

Mike Rupiper  
Deputy Agency Director  
608-474-6016  
miker@capitalarearpc.org

**Next Steps** *(If adopted by the Commission):*

Distribute the adopted resolution to elected officials at Dane County and regional municipalities.
CARPC Resolution No. 2020-05
Supporting the City of Madison’s Proposed Stormwater Ordinance Updates

WHEREAS, in March 1975, Dane County was designated by the Governor of Wisconsin as an area having substantial and complex water quality control problems, and certified such designation to the federal Environmental Protection Agency; and

WHEREAS, the Capital Area Regional Planning Commission is a duly created regional planning commission under Wis. Stats. § 66.0309, and has an agreement with the Wisconsin Department of Natural Resources to provide water quality management planning assistance; and

WHEREAS, the Dane County Lakes and Watershed Commission has been created under Wis. Stats. § 33.42, with the authority to propose to the Dane County Board minimum standards to protect and rehabilitate the water quality of the surface waters of the County; and

WHEREAS, climate change is increasing the frequency of wetter conditions, more severe storms, and threats to public health, safety and public and private property; and

WHEREAS, since 2000 the region has experienced a large number of extreme storm events, with significant flood events occurring in 2000, 2006, 2007, 2008, and 2018; and

WHEREAS, the result of these events has been both flash flooding in the areas directly affected by the storms, flooding of low-lying areas, and elevated lake levels; and

WHEREAS, rainfall statistics research by U.W. Madison Professor Dan Wright has demonstrated that large rainfall events are occurring more frequently than accounted for by current stormwater management design standards; and

WHEREAS, greater flood resilience particularly utilizing green infrastructure was identified as a top priority for the region through the Greater Madison Vision process; and

WHEREAS, the City of Madison has proposed changes to the design standards for new development and redevelopment in its stormwater ordinance for the purpose of reducing the threat to residences, businesses, and the environment by damage from stormwater and flooding events; and

WHEREAS, City of Madison engineering staff presented an overview of the proposed changes in Madison General Ordinance Chapter 37 to the Regional Planning Commission on March 12, 2020; and
WHEREAS, stormwater management and flooding are regional, watershed, issues that are best addressed by the widespread adoption of consistent minimum standards throughout the region; and

NOW, THEREFORE, BE IT RESOLVED that the Capital Area Regional Planning Commission supports the adoption of the City of Madison’s proposed stormwater ordinance updates.

BE IT FURTHER RESOLVED that the Capital Area Regional Planning Commission supports the widespread adoption of consistent minimum standards throughout the region and encourages Dane County and the other cities, villages, and towns throughout the region to adopt comparable minimum standards to the City of Madison.

BE IT FURTHER RESOLVED that, the Capital Area Regional Planning Commission offers its assistance with these efforts, if desired.

March 12, 2020
Date Adopted

Larry Palm, Executive Chairperson

Kris Hampton, Secretary
Requested Action:

Approval of Participation Strategy for Preparation of the Regional Development Plan
(actionable item)

Background:

At the December 2019 CARPC meeting Commissioners reviewed and provided input to the draft work plan (“plan to plan”) for updating the regional land use (development) plan. The work plan included short-term activities of preparation and approval of regional land use goals and objectives, and a participation plan.

Commissioners developed draft goals and objectives for the regional development plan in the Fall of 2019. CARPC surveyed local community officials to obtain feedback on those draft goals and objectives. Staff presented survey results to Commissioners at the February 2020 meeting. Survey results showed strong support for the goals and objectives. Comments generally expressed the views that objectives should be more focused on land use and development, and that CARPC’s role should be made clearer relative to the roles of others.

The Commission received a presentation on the draft participation plan for the regional development plan at its February 2020 meeting. The draft plan was generally favorably received and no changes were suggested.

Staff Comments:

Land Use Goals and Objectives – To address survey comments staff prepared a framework that asks the following questions:
1. What is the nexus between broad goals and land use and development?
2. In what way could changes to land use and development address the areas of nexus?
3. What objectives best capture those land use and development influences?
4. What indicators might best measure progress towards objectives (need to be evaluated with SMART criteria: Specific, Measurable, Assignable, Relevant and Timely)
5. What else should we consider?

The attached framework table shows the application of these questions to the draft goals developed by the Commission and supported by local officials.

Participation Plan – The attached participation plan is submitted for Commission consideration and approval. Staff recommends approval.

Other updates related to the preparation of the regional development plan are included in the combined Directors Report.

Materials Presented on Item:
1. CARPC Regional Development Planning: Connecting Regional Goals to Land Use and Development Influence, Objectives and Indicators: February 2020
2. CARPC Draft Regional Land Use (Development) Participation Plan
Staff Contact:

Steve Steinhoff  
Agency Director  
SteveS@CapitalAreaRPC.org  
608-474-6010

Sean Higgins  
Senior Community Planner  
SeanH@CapitalAreaRPC.org  
608-474-6018

Next Steps:

Action to approve draft goals and objectives; action to adopt participation plan.
The purpose of this table is to identify a framework for responding to feedback provided by local officials on CARPC’s draft goals and objectives survey. Comments recommended clarifying the land use and development connection to the draft goals and focusing objectives on CARPC’s role and responsibilities (regional land use and development). The columns in the draft table ask:

1. What is the nexus between broad goals and land use and development?
2. In what way could changes to land use and development address the areas of nexus?
3. What objectives best capture those land use and development influences?
4. What indicators might best measure progress towards objectives (need to be evaluated with SMART criteria: Specific, Measurable, Assignable, Relevant and Timely)
5. What else should we consider?

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<th>Goals</th>
<th>Nexus Between Goals and Land Use &amp; Development</th>
<th>Land Use &amp; Development Influences</th>
<th>Land Use &amp; Development Objectives</th>
<th>Indicators</th>
<th>Considerations</th>
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</table>
| 1. Climate Change Resilience | a. Mitigation | • Transportation emissions  
• Tree canopy  
• Building emissions | • Compact, mixed, transit-oriented, walkable areas reduce VMT and emissions  
• Increased tree canopy absorbs carbon and reduces building energy use for cooling  
• Compact areas reduce avg. house sizes and energy/emissions | • Increase percent of development that is compact, mixed, transit-oriented, walkable  
• Increase the tree canopy | • Developed area per person  
• Transportation mode share  
• Percent tree canopy  
• Walkscore | • Clean fuel vehicles  
• Marginal impact of new development on goal  
• Demand for compact, mixed, transit-oriented, walkable |
| | b. Adaptation | • Land use changes including increasing impervious surfaces and destruction of wetlands increase flood risks from increased precipitation and severe weather events | • Urban green infrastructure that reduces stormwater runoff  
• Increased tree canopy/root horizon acts to prevent rainwater from falling to the ground and keep some of the rainwater that does out of the storm sewers through evapotranspiration  
• Wetland protections and restoration that maximize infiltration | • Increase infiltration of precipitation and reduce stormwater runoff | • Volume of stormwater runoff in each watershed | • Watershed level planning  
• Challenges of reducing runoff from existing development |
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<th>Land Use &amp; Development Influences</th>
<th>Land Use &amp; Development Objectives</th>
<th>Indicators</th>
<th>Considerations</th>
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<td>2. Access to Opportunity</td>
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<td>a. Housing</td>
<td>* Housing production and prices</td>
<td>* Increased availability of developable sites can allow increased production, reducing price escalation</td>
<td>* Housing production meets growing demand</td>
<td>* Vacancy rates for owner and renter housing</td>
<td>* Market rate production will not by itself create housing affordable to low-income households; subsidies are also required</td>
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<td>* Mixed residential development includes smaller, lower-cost units</td>
<td>* Mix of housing types produced meets full range of demand and need</td>
<td>* Housing production by types</td>
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<td>* Percent of households paying greater than 30% of income for housing</td>
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<td>b. Jobs, services, resources</td>
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<td>* Transit-supportive, compact, mixed-use development can increase access by transit and active modes, reduce household transportation costs, and improve roadway efficiencies</td>
<td>* Increase percent of development that is compact, mixed, transit-supportive, walkable and bikeable</td>
<td>* Housing + Transportation affordability (Percent of households paying greater than 45% of income for housing and transportation)</td>
<td>* Transit improvements should increase access by low-income persons</td>
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<td>* Physical access</td>
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<td>* Business, job and workforce development</td>
<td>* Land availability and development design can enable growth of targeted economic sectors and quality jobs</td>
<td>* Business and job growth in targeted sectors</td>
<td>* Jobs accessible by 45-minute transit ride</td>
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<td>* Jobs in target sectors</td>
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<td>3. Conservation</td>
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<td>a. Natural areas</td>
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<td>* Increased development density decreases conversion of or pressure on natural areas</td>
<td>* Increase development density</td>
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<td></td>
<td>* Development density and location</td>
<td>* Increased buffers from development protect ecosystem services of natural areas</td>
<td>* Direct growth away from important natural areas</td>
<td></td>
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</tr>
<tr>
<td>b. Water resources</td>
<td></td>
<td>* Development with greater infiltration allows better functioning of hydrologic and biologic systems</td>
<td>* Increase stormwater infiltration to improve water quality</td>
<td>[TO BE COMPLETED]</td>
<td></td>
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<tr>
<td></td>
<td>* Impervious surfaces</td>
<td></td>
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<tr>
<td></td>
<td>* Drainage and channeling</td>
<td></td>
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<tr>
<td>Goals</td>
<td>Nexus Between Goals and Land Use &amp; Development</td>
<td>Land Use &amp; Development Influences</td>
<td>Land Use &amp; Development Objectives</td>
<td>Indicators</td>
<td>Considerations</td>
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<tr>
<td>c. Farmland</td>
<td>• Development density and location</td>
<td>• Increased density reduces development pressure on farmland • Location of development outside of identified farmland protection areas preserves agricultural production</td>
<td>• Designation of regional farmland preservation areas • Increase development density • Direct development away from farmland preservation areas</td>
<td>[TO BE COMPLETED]</td>
<td></td>
</tr>
<tr>
<td>d. Fiscal</td>
<td>• Development density and location</td>
<td>• Increased density, and development adjacent to existing development, decreases infrastructure and municipal service (fire, garbage, etc.) per person</td>
<td>• Increase development density • Ensure good connectivity among developments</td>
<td>[TO BE COMPLETED]</td>
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</table>
INTRODUCTION
Preparation of the Regional Development Plan follows the work of A Greater Madison Vision (AGMV). As outlined in Appendix A, the AGMV process involved extensive outreach and engagement over a four-year period. AGMV participation activities included Steering Committee engagement, an initial “values survey”, outreach and presentations, focus groups, workshops, an extensive public survey including significant outreach and marketing, media campaigns, and further outreach to communicate key survey findings. These activities primarily focused on engaging stakeholders and the public, especially those who stand to be affected by regional planning processes.

Building on the engagement achieved during the AGMV process, additional outreach to inform the Regional Development Plan will focus on local officials and staff whose buy-in and support will be needed to implement the plan. RDP participation will also include follow up with AGMV participants to let them know how their input is being used.

PARTICIPATION GOALS
Many of the RDP participation goals are inspired by goals established during the AGMV process.

As part of the AGMV process, the Steering Committee adopted an AGMV Community Engagement Strategy prepared by CARPC staff in partnership with the AGMV Community Engagement Work Group. The Engagement Strategy guided AGMV outreach activities according to the following principles:

- Employ a mix of engagement techniques in a variety of learning styles and adapted to the needs of each phase and audience.
- Go to where people are and use trusted messengers as intermediaries.
- Emphasize how planning for future growth and change impacts people on a personal level.
- Engage traditionally underrepresented groups, including but not limited to: people of color, young people, and low-income residents.
- Facilitate mutual learning and develop long-term strategies for participants to be empowered and active in crafting an authentic, local vision and strategy for growth.

These principles are also relevant to the Regional Development Plan participation process.

Additionally, A Greater Madison Vision touted a purpose of “creating a vision and strategy for growth so inclusive and compelling that the public and private sectors use it and the people feel ownership and commit to achieving it.” The AGMV Steering Committee reinforced this purpose when they developed a final set of goals and actions for regional growth. Drawing from survey findings, they set a goal to “ensure equitable and inclusive planning and participation” to make sure outcomes result in broad-based benefits.

The same purpose also applies to the Regional Development Plan. Thus, the RDP process aims to include participation that is sufficiently robust and inclusive that people will feel ownership over the resulting plan, want to use it, and commit to achieving it.
Drawing from AGMV experiences and a general understanding of best practices, participation goals for the Regional Development Plan are:

1. To build widespread support for achieving plan goals and objectives by meaningfully engaging local officials and staff

2. To hear from those who will be affected by the plan, including vulnerable and disadvantaged groups and communities

**RDP PARTICIPATION FRAMEWORK**

**Spectrum of Participation**
The International Association for Public Participation (IAP2) is a well-known nonprofit membership organization that supports and advocates for effective public participation. The IAP2 Spectrum of Participation describes a range of roles for the public in a decision process.

**IAP2 Spectrum of Public Participation**

**Methods of Participation**
Participation methods are the means used to engage with people. While various methods of participation can be employed at any point along the IAP2 spectrum, some methods are particularly suited for certain levels. CARPC will generally emphasize the following methods along the spectrum:

- **Collaborate** – person to person, small group meetings
- **Involve** – meetings, workshops, focus groups
- **Consult** – meetings, surveys, social media
- **Inform** – media (social, traditional), newsletter, website, email, events
RDP PARTICIPATION PLAN
To achieve the goals of building widespread support for the plan and obtaining input from those who will be affected by it, participation will draw from the IAP2 Spectrum of Public Participation in the following methods:

- **Collaborate** with local government officials (elected, appointed and key staff) who are the primary decision-makers who will implement the regional development plan, and are also key constituents of the Capital Area Regional Planning Commission.

- **Involve** partners (state and regional agencies and organizations) with whom CARPC directly works on regional issues.

- **Consult** with stakeholder groups (business and non-profit organizations) who represent people and interests that could be affected by a regional development plan.

- **Inform** the general public.

At each of these levels, efforts will be made to apply the participation plan’s established principles and goals.

Many people from groups mentioned above – local government officials, partners, stakeholder groups, and the general public – participated on some level with AGMV. AGMV participants included:

- Local government officials (Madison, Sun Prairie, Middleton)
- Steering Committee members and their organization
- Business organizations (e.g. Chambers, DMI)
- Environmental groups
- Community and service organizations
- Educational institutions
- Religious organizations
- Development groups (builders, realtors, developers)
- General public

Participation efforts in the RDP will include looping back to those people to update them on current activities and invite their continued participation.

**Participation for Plan Preparation Stages**
The participation outlined above will need to occur at varying levels throughout the preparation of the RDP. Plan preparation steps, which are described in the RDP “Plan to Plan” document, include:

1. Participation plan
2. Goals and objectives and indicators
3. Data and trends review
4. Regional development factors – how they will/should shape growth
5. Regional development concepts – evaluation, prioritization
6. Regional development plan drafting and adoption
7. Implementation
RDP participation is envisioned to occur in three phases based on deliverables associated with the above steps. The phases align with those of common regional development planning efforts identified in AGMV best practice research. They are:

1. **Laying the Groundwork** – April to August 2020  
   a. Goals, objectives and indicators  
   b. Adopted plan growth scenario  
   c. Regional development growth factors and concepts

2. **Exploring Regional Development Plan Options** – September 2020 to March 2021  
   a. Regional development framework  
   b. Mapping and evaluation

3. **Plan Preparation** – April to September 2021  
   a. Draft  
   b. Final

Participation activities during each phase will include:

- Identify plan preparation activities  
- Identify people and groups to emphasize for each activity  
- Identify general level of participation along spectrum for each group for each activity  
- Identify, plan for and execute participation methods and activities

**Technical Advisory Committee**
A Technical Advisory Committee includes experts who can provide technical input and support needed during the preparation of the Regional Development Plan. Technical support is needed for preparation of indicators, projections, growth concepts, and development mapping.

Experts are needed in fields including planning, economic development, housing, environment, transportation and agriculture. The TAC will meet approximately six times over the course of one to two years during the process.

**Evaluation**
Upon completion of the Regional Development Plan, an evaluation of the process, including participation activities and results, should be conducted.
APPENDIX A

A Greater Madison Vision
The work of preparing a Regional Development Plan began with the initiative A Greater Madison Vision. The goal of AGMV was to build support and agreement among area leaders from the public and private sectors for goals and actions related to regional development. CARPC identified this goal through research into best practices nationally. This research included bringing the President and CEO of Envision Utah, a national regional planning model, to Madison to present to and meet with area leaders and members of the public. Envision Utah also consulted with CARPC on preparation for our Regional Development Plan process.

Over the course of 2015-2019, AGMV completed the following activities:

- Organized a steering committee of diverse leaders from the public and private sectors, including an executive committee and other committees to guide AGMV activities
- Commissioned a “values study” consisting of focus groups and a scientific survey to assess public priorities and associated core values as they relate to growth and development
- Prepared and accepted a marketing and community engagement strategy focused on inclusive participation, drawing from the findings of the values study
- Completed trend research and produced a Regional Baseline Assessment report
- Conducted an outreach and awareness campaign that included more than 40 presentations to various groups
- Conducted “driving forces” focus groups and workshops to identify forces likely to drive impactful change in the region over the next couple decades
- Prepared four alternative future scenarios for the greater Madison region in the year 2050 as a means of exploring potential changes, strategies for responding or preparing for them, and options for growth and development
- Prepared a regional scenario survey to gauge public priorities for strategies to address likely change and preferences for growth options
- Conducted an extensive marketing campaign that generated almost 9,200 completed surveys and 2,100 comments from people of diverse backgrounds from across the region
- Conducted an outreach campaign to promote the key findings from the scenario survey
- Developed goals and key actions for adoption and implementation by the steering committee

The AGMV Community Engagement Strategy
Principles:

- Employ a mix of engagement techniques in a variety of learning styles and adapted to the needs of each phase and audience.
- Go to where people are and use trusted messengers as intermediaries.
- Emphasize how planning for future growth and change impacts people on a personal level.
- Engage traditionally underrepresented groups, including but not limited to people of color, young people, and low-income residents.
- Facilitate mutual learning and develop long-term strategies for participants to be empowered and active in crafting an authentic, local vision and strategy for growth.
AGMV Engagement Strategy used IAP1 Spectrum of Public Participation and how it relates to engaging audiences (generally):

- Inform to move people from Unaware to Observers
- Consult to move people from Observers to Supporters
- Involve to move people from Supporters to Advocates

AGMV Engagement Strategy Steps
1. Establish a core group – recruit leaders and form a steering committee
2. Enlist a broader group of supporters
3. Public outreach

AGMV Engagement Outcomes
2017
- 38 presentations on “How we Grow Matters” and AGMV
- 20 workshops – iPlan and Driving Forces
- Presentations + workshops = 1,000+ people reached
- 9 events – tabling, posters, displays, talking to people – 600 – 850 people reached

2018
- Scenario survey – 9,200 people reached; 8,700 in Madison region, 8,200 in Dane County

2019
- 16 presentations of survey findings – estimated 300 people reached
- Media coverage on “For the Record” and WVOM – reach?
Re: Approval of Letter of Support for the Wisconsin Bike Federation’s Application for Transportation Alternative Program Funding from the Wisconsin Department of Transportation (actionable item)

Requested Action: Approval

Background:
A change in the eligible entities was put into place with the FAST Act federal transportation bill being passed ahead of this Transportation Alternatives Program (TAP) cycle. This added nonprofits to the list of eligible sponsors. WisDOT will allow nonprofits to be fiscal sponsors and apply for TAP funds, but they are requiring a Resolution of Support from an organization that oversees the geographical borders, or in their words, the project termini.

Staff Comments:
The Bike Fed’s is applying for TAP funding for their Safe Routes to School program. TAP funding would be used for a SRTS Coordinator who will: partner and collaborate with schools to increase walking and biking access in Dane County schools and neighborhoods; provide educational resources, encouragement strategies, technical support and programmatic support to identified schools; convene and coordinate the SRTS Steering Committee; and develop a communication plan and materials related to safe biking and walking in Spanish and other languages. The SRTS program will also identify recommended walk and bike routes by engaging students, staff, families and others with walk/bike audits and “participatory photo-mapping.” The program will also work to: improve facilities for walking and biking; work with MMSD community schools; and provide biking and pedestrian safety education.

Support does not require a money match by the organization supporting. Support shows agreement that the goals of the TAP programs are being supported by Bike Federation.

Materials Presented on Item:
1. Letter of CARPC support for Wisconsin Bike Federation’s TAP funding request for its Safe Routes to School (SRTS) program.
2. Wisconsin Bike Federation’s Application for TAP Funding from WisDOT

Staff Contact:
Steve Steinhoff
Agency Director
608-474-6010
SteveS@CapitalAreaRPC.org

Next Steps:
Track progress with the WI Bike Fed’s Safe Schools to Work program.
MEMORANDUM

March 12, 2020

TO: Travis Houle, Statewide Local Program Manager

FROM: Larry Palm, CARPC Executive Chairperson

RE: Wisconsin Bike Fed TAP SRTS Application 2021-2022

CC: Michael Erickson, Ben Lyman, Thomas Koprowski

Dear WisDOT Representatives:

The Capital Area Regional Planning Commission submits this letter as support for the Wisconsin Bike Fed’s Non-Infrastructure Safe Routes to School TAP application. The CARPC vision states “a region where communities create exceptional quality of life for all by working together to solve regional challenges.” CARPC acknowledges the goals stated in the application, as well as the overall guiding principles of the Safe Routes to School program, will help communities build toward that vision.

The ability for the Safe Routes to School programs, if awarded, to positively impact communities as the Madison area prepares for growth is one piece of the large puzzle. Providing residents with services working to increase the safety and number of families choosing to take more trips by foot and bike will be vital to meeting goals for environmental improvements and sustainability.

Wisconsin’s regional planning commissions are statutorily charged to “prepare and adopt a master plan for the physical development of the region.” Beyond the legal requirements, regional plans help communities work together and align their plans and policies towards shared regional goals. Regional coordination and intergovernmental collaboration will be particularly important as our region expands to accommodate an estimated 160,000 additional people over the next 20 years. The Safe Routes to School committees and the partnership with the Wisconsin Bike Fed, among many others, will help us to meet these needs.

The Capital Area Regional Planning Commission submits this letter in support of The Bike Fed to implement the program fully and, as the federal FAST Act states, Bike Fed is an eligible fiscal sponsor of the project. This letter does not bind CARPC to financial oversight or local match requirements.
WisDOT 2020-2024
Transportation Alternatives Program (TAP) Application

Review and utilize TAP guidelines and application instructions when completing this document.

As discussed in the WisDOT TAP Guidelines, this application will go through a two-step process. The first step will be an assessment by the region as to eligibility and whether or not the project will be able to meet the rigorous, statutorily mandated commencement deadline. The second step will be an assessment of the relative merits of the application compared to other eligible applications. Applicants will be notified if their application is found ineligible.

**Application Type**

Select one and only one box for the application type. Please note that projects which are within the boundaries of a TMA will need to either compete locally within the MPO or as part of the Statewide solicitation. Refer to this map (http://wisconsindot.gov/Documents/doing-bus/local-gov/plning-orgs/map.pdf) for more information about the TMA areas.

- Appleton Area Metropolitan Planning Organization (MPO) –
- Green Bay MPO
- Madison Area MPO
- Southeastern Wisconsin Regional Planning Commission (Milwaukee OR Round Lake Beach)

If none of the above, project application is from:

- Area with population between 5,000 and 200,000
- Area with population of 5,000 or less
- Region-wide: % of population within a TMA area
- % of population between 5000 and 20000, &
- % of population between 5000 and 20000

**Project Applicant**

Name, Location of Public Sponsor and Sponsor Type:

Sponsor Name: Bicycle Federation of Wisconsin Education Foundation, Inc
Sponsor Type (Check appropriate box):
- Local government (check one): X Non Profit Agency
- County
- City
- Village
- Town
- Regional transportation authority
- Transit agency
- State or federal natural resource/public land agency
- School district or school(s)
- Tribal Nation

Project Title: Dane County Safe Routes to School
Describe location, boundaries and length of the project: Dane County
County: Dane County
Street Address of Project (if located on a highway or road):

Note: For infrastructure projects, attach a project location map on one sheet of paper, size 8½ by 11.
### Project Contact

**Primary Public Sponsor Agency Contact Information:**

<table>
<thead>
<tr>
<th>Name</th>
<th>Jake Newborn</th>
<th>Title</th>
<th>Assistant Director</th>
<th>Street Address</th>
<th>187 E Becher St</th>
<th>Phone: (414)253-3331</th>
</tr>
</thead>
<tbody>
<tr>
<td>Municipality</td>
<td>Milwaukee</td>
<td>State:</td>
<td>WI</td>
<td>Zip:</td>
<td>53207</td>
<td></td>
</tr>
</tbody>
</table>

**Secondary E-mail:** jake.newborn@wisconsinbikefed.org

**Public Sponsor Agency or Private Organization Contact Information (if applicable):**

<table>
<thead>
<tr>
<th>Organization / Agency Name</th>
<th>Name</th>
<th>Title</th>
<th>Street Address</th>
<th>Phone:</th>
<th>Municipality</th>
<th>State</th>
<th>Zip:</th>
</tr>
</thead>
<tbody>
<tr>
<td>Bicycle Federation of Wisconsin Education Foundation, Inc</td>
<td>Kirsten Finn</td>
<td>Executive Director</td>
<td>187 E Becher</td>
<td>(414) 253-3154</td>
<td>Milwaukee</td>
<td>WI</td>
<td>53207</td>
</tr>
</tbody>
</table>

**E-mail:** Kirsten@wisconsinbikefed.org

### MPO, if applicable

Select one, if applicable,

- [ ] Bay Lake RPC (Sheboygan)
- [ ] Brown County Planning Commission (Green Bay)
- [ ] Chippewa-Eau Claire MPO (WCWRPC – Eau Claire)
- [ ] Dubuque Metropolitan Area Planning Study
- [ ] Duluth/Superior Metropolitan Interstate Committee (Superior)
- [ ] East Central Wisconsin RPC (Appleton, Oshkosh)
- [ ] Fond du Lac MPO (Fond du Lac)
- [ ] Janesville MPO (Janesville)
- [ ] La Crosse Area Planning Committee (La Crosse)
- [ ] Madison Area MPO (Madison)
- [ ] Marathon County MPO (Wausau)
- [ ] Southeastern Wisconsin RPC (SEWRPC - Waukesha)
- [ ] Stateline Area Transportation Study (Beloit)


### MPO Project Prioritization

If an MPO is submitting more than one project in an urbanized area within an MPO, the sponsor must rank each project in priority order, e.g., 1 (highest priority) to 5 (lowest), for the local priority among five projects. Local ranking will be used as a guide in project selection. **Project Priority:**

**Please Note:** MPO Project Prioritization is due by April 17, 2020.
Project Activity

**TAP Eligibility Category:**
Indicate which **ONE** of below categories **best** identifies the proposed project:

- Bicycle-Pedestrian Facilities: construction, planning, and design of on-road and off-road trail facilities for pedestrians, bicyclists and other non-motorized forms of transportation (this category includes on-road bicycle lanes, sidewalks, etc.)
- Safe routes for non-drivers, including children, older adults, and individuals with disabilities
- Conversion and use of abandoned railroad corridors for trails for pedestrians, bicyclists, or other non-motorized transportation users
- Construction of turnouts, overlooks, and viewing areas
- Historic preservation and rehabilitation of historic transportation facilities
- **Safe Routes to School (SRTS)** (this category includes infrastructure and non-infrastructure activities)

**NOTE:** Applicants proposing a project within the SRTS eligibility category MUST complete the ‘School Demographics’ and ‘Safe Routes to School Plan’ sections on page A-5 below.

**Project Summary** (400 words or less). Please copy and paste your response from a Word Document. Applicants must fill out the project summary field below. This summary is also the first question in the narrative section.

The Dane County SRTS program was launched in 2017 as an expansion of the former Madison Metro School District SRTS program. Initially a partnership between Healthy Kids Collaborative & the Wisconsin Bicycle Federation, the program developed an equity-based tier system to prioritize & steadily grow school-based walking & biking activities within communities most at-risk of adverse health, safety, & environmental outcomes over the last 3 years. The project scope, developed in collaboration with partners, schools, & the SRTS Steering Committee, is as follows: **1. Coordinate SRTS Programming, Resources, Communication.** SRTS coordinator will partner & collaborate with schools to increase walking & biking access in Dane County schools & neighborhoods, prioritizing tier one & two schools using the Dane County SRTS equity-based tier system. Provide educational resources, encouragement strategies, technical support, & programmatic support to identified schools. Convene & coordinate the Dane County SRTS Steering Committee, an interdisciplinary group consisting of community members & program stakeholders. Develop a communication plan & materials related to safe biking & walking in Spanish & other languages to be disseminated in schools & community centers.

**2. Identify Recommended Walk & Bike Routes.** Conduct walk/bike audits with students, staff, families, elected officials, & community members. Use “Participatory Photo-Mapping” with student & community groups to identify hazards or barriers & document them in digital mapping software. Develop recommended safe biking & walking routes based on audits & stakeholder feedback. Create neighborhood maps linking the school to...
commonly visited neighborhood sites. **3. Improve Facilities for Walking & Biking.** Develop School Traffic Safety Plans with targeted schools that request assistance or lack an updated plan. Work with city entities (traffic engineering, planning, law enforcement) to ameliorate identified barriers. **4. Safe Routes Community School Programs.** Recruit & provide ongoing assistance to school-based SRTS “champions” at MMSD community schools. Work with community schools to launch or maintain Walking School Bus routes to increase student active transportation along these paths, promote attendance, & engage the broader community through route leader volunteer opportunities & walk-to-school events. **5. Biking & Pedestrian Safety Education.** Implement bicycle & pedestrian safety education classes in schools using SRTS curricula. Deliver professional development for teachers in target schools on SRTS curricula, use of the bicycle fleet. Repair and maintain educational bike fleet & storage trailer used in program. Implement lessons supporting walking that can be inserted into the core learning objectives of target schools. Continue professional development, training for project staff. **6. Program Evaluation.** Program evaluation activities will include annual student travel tallies, parent surveys & focus groups, teacher surveys for pedestrian safety & bicycle education classes, & a Dane County SRTS Project Report.

**Project Benefit**

Check all applicable project benefits, then describe in application narrative:

- **ENVIRONMENTAL**
  - Increases likelihood of modal shift to biking, walking or transit from utilitarian car travel.
  - Increases access and connection to the natural environment.

- **PUBLIC HEALTH -** Project would have a demonstrable impact upon public health of applicant community.

- **ECONOMIC JUSTICE -** Project would go beyond community enhancement to address a specific “communities of concern,” including elderly, disabled, minority, and low-income population? The project within ½ mile of affordable housing complex(s). The project improves low income access to transit, jobs, education, and essential services.

- **SAFETY -** Project addresses a specific safety concern. The project contains or addresses:
  - Collision data
  - Lack of adequate safe crossing or access
  - Lack of separated facility
  - High speed/volume
  - Provides sidewalk or pathway, with curb-cuts
  - Provides bike lanes, markings, and signage
  - Implements traffic calming measures
  - Signage and/or markings directed to safety concern
  - Provides crosswalk enhancement (striping, refuge island, signal, etc.)

For SRTS Projects there is:

- Documented bike/pedestrian crash involving school age children or crossing guard at arrival/dismissal times near the school.
- Crossings of state highways, main arterial roads or other high speed or high traffic volume roads.
- Lack of bicycle and pedestrian facilities or lack of connectivity of facilities that do exist.
Local Resolution of Support

There is or there will be a local resolution of support for the proposed project, executed by a governing body that has the authority to make financial commitment on behalf of the project sponsor (i.e., County Board, City Council, or Regional Planning Commission Policy Board).

☐ Yes  ☐ No

Please note that a resolution will be required for an application to be eligible, which means a copy of the resolution should be submitted to the Region Local Program Manager no later than 5:00 PM April 17, 2020.

WisDOT History of the Project Area

Is the proposed project on a State Highway?

☐ Yes  ☐ No

Name of State Highway:

Does the proposed project intersect a State Highway?

☐ Yes  ☐ No

Name of State Highway:

Has there been, or will there be a road improvement project in this project area?

☐ Yes  ☐ No

If yes, year:

If yes, describe project:  ☐ State Highway Project  ☐ STP  ☐ Local Bridge  ☐ LRIP  ☐ Pavement Replacement  ☐ Reconstruction  ☐ New Construction

Describe:

Existing Facilities & Projects that Impact the Proposed Project

Rail Facilities:

☐ Yes  ☐ No

If yes, specify:  Choose an item.

☐ Yes  ☐ No

If yes, does the project physically cross a rail facility?

Will an easement from OCR be required?

☐ Yes  ☐ No

Is the proposed project location in an area with known safety issues?

☐ Yes  ☐ No

If yes, specify:  and (consider applying for Highway Safety Improvement Program (HSIP) funds if applicable)

Is this project on or parallel to a local road or street?

☐ Yes  ☐ No

If Yes, provide the name of the road or street:

Does this project cross a state or federal highway?

☐ Yes  ☐ No

Does this project run parallel to a state or federal highway?

☐ Yes  ☐ No

If Yes to any of these questions attach an existing typical cross-section of the roadway, showing right of way, travel lanes, shoulder and sidewalk (if applicable). Examples are available in FDM15-1-5 attachment 5.3 of the WisDOT facilities Development Manual.

Will this project be constructed as part of another planned road project?

☐ Yes  ☐ No

If Yes, specify if this is a state, county, or local project and when the road project is scheduled for construction:

Will any exceptions to standards be requested?

☐ Yes  ☐ No
If Yes, provide a brief description of the exceptions that may be requested:

**Real Estate (RE) /Right of Way (ROW)**

<table>
<thead>
<tr>
<th>Question</th>
<th>Yes</th>
<th>No</th>
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<tbody>
<tr>
<td>Was any real estate acquired or transferred in anticipation of this project?</td>
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<td>If yes, please explain.</td>
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<td>List any other funding (past or present) used within the proposed project limits (i.e. DNR Stewardship)</td>
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<tr>
<td>Is the project on an existing right of way (ROW)?</td>
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<td>(NOTE: It is recommended that local funds be used to acquire right of way)</td>
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<tr>
<td>If Yes, have you obtained a permit from the WisDOT Regional Office Maintenance Section to conduct work on the right of way?</td>
<td>Yes</td>
<td>No</td>
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<tr>
<td>Check all boxes that apply to ROW acquisition for this project:</td>
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<tr>
<td>None</td>
<td></td>
<td></td>
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<td>Less than ½ acre</td>
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<tr>
<td>More than ½ acre</td>
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</tr>
<tr>
<td>Parklands</td>
<td></td>
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<tr>
<td>Large parcels</td>
<td></td>
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<tr>
<td>Temporary interests</td>
<td></td>
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<tr>
<td>List any other funding (past or present) used within the proposed project limits (i.e. DNR Stewardship)</td>
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If **right of way was acquired in anticipation of this project**, attach a detailed list of available, completed project and parcel acquisition documentation. Refer to Section 11.2, Records Management, found in the **LPA MANUAL for RIGHT OF WAY ACQUISITION**


If right of way was acquired in anticipation of this project, did the acquisition contain any buildings or relocation?

- [ ] Yes
- [x] No

If yes, Please read Section 6.2, Relocation Assistance, found in the **LPA MANUAL for RIGHT OF WAY ACQUISITION** to determine if relocation assistance was properly offered and documented


If right of way is required, acquisition will occur through a transfer of an adequate interest in real property.

- [ ] Yes
- [x] No

FHWA has determined that an adequate real property interest excludes licensing agreements (LA), which agreements will not be considered. **NOTE: License Agreements are an acceptable real property interest and will be considered**

For real estate questions, please contact Kerry Paruleski, WisDOT Local Public Agency Real Estate Statewide Facilitator, at (414) 220-5461 or kerry.paruleski@dot.wi.gov.

---

**Environmental/Cultural Issues**

<table>
<thead>
<tr>
<th>Question</th>
<th>Yes</th>
<th>No</th>
<th>Not Investigated</th>
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</thead>
<tbody>
<tr>
<td>Agriculture</td>
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<td>Archaeological sites</td>
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10/18/2019
<table>
<thead>
<tr>
<th><strong>Historical sites</strong></th>
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<tbody>
<tr>
<td><strong>Designated Main Street area</strong></td>
<td>□ Yes □ No □ Not Investigated</td>
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<tr>
<td><strong>Lakes, waterways, floodplains</strong></td>
<td>□ Yes □ No □ Not Investigated</td>
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<td><strong>Wetland</strong></td>
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<td><strong>Storm water management</strong></td>
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<td><strong>Hazardous materials sites</strong></td>
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<td><strong>Upland habitat</strong></td>
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<td><strong>Endangered/threatened/migratory species</strong></td>
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<td><strong>Section 6(f)</strong></td>
<td>□ Yes □ No □ Not Investigated</td>
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<tr>
<td><strong>Through/adjacent to tribal land</strong></td>
<td>□ Yes □ No □ Not Investigated</td>
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</table>

### Miscellaneous Issues

**Construction Schedule Restrictions** (trout, migratory bird, local events):

**Local Force Account (LFA):** Will the proposed project utilize municipal employees to complete any portion of the construction activities? □ Yes □ No

If yes, explain the desired LFA portion of the project.

**Note:** LFA work must include labor, equipment and materials. The purchase of materials only is not considered to be a legitimate project.

**Note:** Please review WisDOT TAP Guidelines for restrictions on certain LFA work as of July 1, 2015.

**Maintenance** (only complete this section if project application involves a trail project):

Will the facility be snowplowed in the winter? □ Yes □ No

Comment:

If no to the above question, will the trail allow snowmobile use in the winter? □ Yes □ No

Comment:

Anticipated fee for trail use: □ Yes □ No

Comment:

Anticipated equestrian use on trail: □ Yes □ No

Comment:

**Other Funding Sources:** Has the municipality anticipated, requested or been approved for other federal or state funding from WisDOT for the improvement? □ Yes □ No

If yes, please indicate all of the other funding sources that are anticipated, have been requested or approved with the associated project ID(s):
Highway Safety Improvement Program (HSIP) ☐ Anticipated ☐ Requested Approved ID:
Local Roads Improvement Program (LRIP) ☐ Anticipated ☐ Requested Approved ID:
Railroad Programs ☐ Anticipated ☐ Requested Approved ID:
Surface Transportation Program – Rural ☐ Anticipated ☐ Requested Approved ID:
Surface Transportation Program - Urban ☐ Anticipated ☐ Requested Approved ID:
CMAQ ☐ Anticipated ☐ Requested Approved ID:
Transportation Enhancements Program Approved ID:
Bicycle & Pedestrian Facilities Program Approved ID:
Safe Routes to School Approved ID:
Transportation Economic Assistance Program ☐ Anticipated ☐ Requested Approved ID:
Flood Damage Aids ☐ Anticipated ☐ Requested Approved ID:
State Funding (Describe): ☐ Anticipated ☐ Requested Approved ID:
Other: ☐ Anticipated ☐ Requested Approved ID:

Is project identified in a long-range transportation plan? ☒ Yes ☐ No If Y, link to plan:
Is project identified in a bicycle-pedestrian plan? ☒ Yes ☐ No If Y, link to plan:
Is project identified in an outdoor recreation plan? ☒ Yes ☐ No If Y, link to plan:
Is project identified in a comprehensive plan? ☒ Yes ☐ No If Y, link to plan:
Is project identified in any other planning document? ☐ Yes ☐ No If Y, link to plan:

Other Concept Notes: Provide any additional relevant project information that has not been covered in another section of the application.

School Demographics (Complete ONLY if submitting a project within the SRTS Programming / Planning eligibility category)

What are the name(s) and demographics for each school affected by the proposed program or project?

Optional: Alternatively, SRTS project applicants may submit a narrative response/attachment 1 detailing school demographics provided that all fields below are answered in such attachment.

School name: Dane County Schools School population: 68,810 Grades of students at school: k-8
Estimated number of students currently walking to school (if known): varies see attachments
Estimated number of students currently biking to school (if known): varies see attachments
Does the school have any policies related to walking or biking? Most of them, see attachment
Distance eligibility for riding a bus: varies Number of children not eligible for busing: varies
Number of students eligible for busing because of a hazard situation: varies see attachments
Percentage of students living within one mile of the school: varies see attachments
Percentage of students living within two miles of the school: varies see attachments
Percentage of students eligible for free or reduced-cost school meals: varies see attachments
Community(s) served by school: Dane County Community(s) population: 536,000

Safe Routes to School Infrastructure (Complete ONLY if submitting a project within the SRTS eligibility category)
Does your school or community have a Safe Routes to School plan? ☒ Yes  ☒ No
If yes, can it be viewed online? ☒ Yes, the website address is  ☒ No, it is attached with the application

If no, please describe, in no more than 400 words, any SRTS-related planning efforts undertaken by the school or community. From 2012 – 2014, the Madison Metropolitan School District conducted a Safe Routes to School program. During this time, the program coordinator conducted walking and biking assessments of each Madison elementary school. Staff of the current Dane County SRTS program, in place since 2017, reviewed these plans alongside school and community-level data safety, health, environmental, and academic data with district and school leaders in order to clearly identify active transportation-related opportunities and needs in each of the 6 Es (education, engineering, encouragement, enforcement, equity, and evaluation). Next, Dane County SRTS selected 4 schools from tier 1 of its equity-based tier system to partner with in order to provide comprehensive SRTS programming using 6Es strategies in order to address the safety, physical fitness, and attendance concerns identified in the data review. Dane County SRTS is continuing to pilot this approach across the 4 MMSD community schools in 2020 and hopes to update assessments and create action plans based on findings and improvements since implementation in order to scale the best practices from it to other schools falling under tiers 1 and 2 starting in FY2021.

These and other planning efforts are guided by the input of the Dane County SRTS Steering Committee which contains representatives from the Madison Metropolitan School District, Oregon School District, Middleton Cross Plains School District, UW Health, Healthy Kids Collaborative, Public Health Madison/Dane County, Madison Police Department, City of Madison Traffic Engineering Department, City of Madison Bicycle/Pedestrian Department, and City of Madison Community Development Department.

Additionally, the current Dane County SRTS Program Coordinator helped to form a school traffic safety workgroup in January 2020 with the goals of a) having all MMSD schools update their school traffic safety plans by September 2020; and b) reforming an MMSD-led body to develop systems and protocol related to school traffic safety. This group contains representatives from the MMSD central office operations and school security teams, Madison Police Department Traffic Enforcement and Safety Team (TEST), City of Madison Traffic Engineering, and the Healthy Kids Collaborative. They hope to re-establish a formal "School Traffic Safety Committee" during the 2020-21 school year.

CONFIDENTIAL INFORMATION

Project Costs, Priorities, and State Fiscal Years:

NOTE: do not include pages A-7 and A-8 in the Concept Definition Report (CDR) for approved TAP projects.

Complete the table below for the appropriate fiscal years of the application/project cycle (2020-2024). If a sponsor proposes to construct a project in phases throughout multiple years, schedule the project costs as appropriate and provide further details in the project description.

In addition to the table below, attach a detailed breakdown of project costs in Microsoft Excel. This detailed breakdown must clarify assumptions made in creating the budget such that a third-party reviewer would be able to substantiate the assumptions.
Submit a separate application and budget for each project or stand-alone project segment for which you are willing to accept funding, or for a bike trail section that could function as a separate facility. Project requests are not considered for partial funding.

Applicants may work with the Local Program Manager within their region for assistance to more accurately estimate costs. All estimates will be reviewed by WisDOT Region staff for consistency with current practices and approaches. Also, WisDOT Region staff may revise estimates in these categories due to the complexity of the project or other factors. WisDOT will notify the sponsor of any changes to estimates within the application and determine whether the sponsor wishes to continue with the application with the revised estimate.

**NOTE: Requesting design and construction projects in the same fiscal year is not allowed.**

**Project Prioritization**
If a sponsor is submitting more than one project the sponsor must rank each project in priority order, e.g., 1 (highest priority) to 5 (lowest), for the local priority among five projects. Local ranking will be used as a guide in project selection.

- **Construction:**
  - Basis for Construction Estimate:  
    - Itemized
    - Per Square Foot
    - Past Projects
  - Other, please specify:
  - Schedule Preference:  
    - FY 2023
    - FY 2024
  - Construction (minimum $200,000):
    - Federal Share of the Participating Construction Cost (80%) $
    - Local Share of the Participating Construction Cost (20%) $
    - Non-Participating Construction Cost (100% Local) $
  - A. Subtotal Construction Costs $
  - B. State Review for Construction (Contact WisDOT Region) Percentage: % $
    - Construction with State Review Cost Estimate (sum lines A and B) $

- **Design:**
  - 100% Locally Funded (state review is required to be included as 100% locally funded) OR
  - 80% Federally Funded (“state review only” projects are not allowed)
  - FY 2021
  - FY 2022
  - FY 2023
  - A. Plan Development (Contact WisDOT Region) Percentage: % $
  - B. State Review for Design (Contact WisDOT Region) Percentage: % $
  - Design with State Review Cost Estimate (sum lines A and B) $

- **Real Estate:** (Recommend funding with local funds.)
  - FY 2021
  - FY 2022
  - FY 2023
  - FY 2024
  - Total Real Estate Cost (round to next $1,000) $

- **Utility:** (Compensable utility costs must be $50,000 minimum per utility. Recommend funding with local funds.)
  - FY 2021
  - FY 2022
  - FY 2023
  - FY 2024
  - Total Utility Cost (round to next $1,000) $
Narrative Response

Provide a narrative response attachment answering questions 1 through 3, making sure to provide information in response to each sub-question. Please limit the response to (6) six pages, using a minimum 11-point font size. NOTE: Narrative Response/Attachment 3 may be up to 6 pages of 11-Pt Font, Double Spaced

1. PROJECT DESCRIPTION AND OVERVIEW

This is the summary from page A-3 of the application. It is a general overview of the project, including type of facility or project, location (please attach a location map or maps) and any other information about the project. It is brief. Limited to about 400 words.

2. PROJECT PLANNING & PREPARATION & LOCAL SUPPORT

Describe the degree to which this project was planned for and the local support and commitment for the project. If this project is part of a plan, describe that plan and the project’s priority in that plan. If this is a planning project describe how this project will be integrated into other efforts. For SRTS projects, describe walk/ bike audits, parent surveys and data on crashes that support the selection of this project.

3. HISTORY OF SPONSOR SUCCESS, DELIVERABILITY AND COMMITMENT TO MULTIMODAL

How will the project be implemented on time? What obstacles or problems must be overcome to implement this project, and in light of project obstacles, describe how the project sponsor will comply with state law and policy requiring project commencement within four years of the award date, and project completion within approximately six years? Please describe prior experience with other multimodal projects and success in delivering those projects in the year in which they were scheduled. For example, were you able to deliver the project in the year it was programmed? Have you ever had to turn back awarded federal funds? Please explain. If problems were experienced in the past, what will be done on this project to ensure successful completion? Describe the project sponsor’s commitment to multimodal programs and facilities generally like a complete streets ordinance, advisory committees, or inclusion of multimodal accommodations in any other local program projects.

4. PROJECT UTILITY & CONNECTIVITY

For Infrastructure Projects

Describe the degree to which this project serves utilitarian rather than recreational purposes and how, if at all, the project adds connectivity to the state’s multi-modal transportation network, including bicycle, pedestrian and transit facilities. Describe how, if at all, the proposed project would connect to these existing land uses: park, school, library, public transit, employment and/or retail centers, residential areas, other. Describe how this project fills a multimodal gap or serves as a backbone to a local multimodal network.

For Planning Projects

Implementation of plan would serve a broad geographic area and adds connectivity to the state’s multimodal transportation network. Describe how this project fills a multimodal gap or serves as a backbone to a local multimodal network.
For Safe Routes to School Programming Projects
Will the project get a higher percentage of children walking and biking to school - addresses clear safety problems for children already walking/biking. Address the following desired outcomes: reduction in parent concerns that keep them from allowing children to walk/bike; potential for changes in hazard busing; change in policy limiting walking/biking to school; increased school commitment to promoting walking/biking; improved driver behaviors in the school zone; making it more appealing for children to walk/bike; more law enforcement participation in walking/biking issues

5. PROJECT BENEFIT—ENVIRONMENTAL, LIVABILTY, ECONOMIC JUSTICE, PUBLIC HEALTH, HISTORICAL PRESERVATION, & SAFETY

NOTE: A TAP project should contribute to a community benefit. No applicant’s project is expected to contribute to all the benefits listed on A-3 of the application, but a project that contributes to more than one benefit or has significant impact on a particular benefit will receive more points.

Describe the benefits likely derived from the proposed project, this description should correspond to the project benefit section on page A-3.

6. PROJECT CAPITALIZES ON, SUPPLEMENTS OR AUGMENTS AN EXISTING ROAD IMPROVEMENT PROJECT

There is a way to tie the multimodal project to an existing road improvement project that allows the project sponsor to take advantage of the resources of a larger project.

• For SRTS projects: The project addresses safety and education issues of walking and biking to school due to a recent or anticipated road improvement project.

Key Program Requirements Confirmation

Please confirm your understanding of the following project condition by typing your name, title and initials at the bottom of this section. A Head of Government/Designee with fiscal authority for the project sponsor must initial this section and sign this application. Sponsor consultant(s) should not initial or sign project applications.

WisDOT will deem ineligible any application that does not provide confirmation to this section.

a. Private organizations proposing projects must have a public project sponsor such as a local government unit.

b. The project sponsor or private partner must provide matching dollar funding of at least 20% of project costs.

c. This is a reimbursement program. The project sponsor must finance the project until federal reimbursement funds are available.

b. The project sponsor will pay to the state all costs incurred by the state in connection with the improvement that exceed federal financing commitments or other costs that ineligible for federal reimbursement. In order to guarantee the project sponsor’s foregoing agreements to pay the state, the project sponsor, through its duly executed officers or officials, agrees and authorized the state to set off and withhold the required reimbursement amount as determined by the state from any monies otherwise due and payable by the state to the municipality.

e. The project sponsor must not incur costs for any phase of the project until that phase has been authorized for federal charges and the WisDOT Region has notified the sponsor that it can begin incurring costs. Otherwise, the sponsor risks incurring costs that will not be eligible for federal funding.

f. The project sponsor will follow the applicable federal and state regulations required for each phase of the project. Some of these are described in the Guidelines. The requirements include, but are not limited to, the
following: a Qualifications Based Selection (QBS) process for design and engineering services (Brooks Act); real estate acquisition requirements of the Uniform Relocation Assistance and Real Property Acquisition Policies Act of 1970 and amendments; competitive procurement of construction services; Davis-Bacon wage rates on federal highway right-of-way projects; WisDOT FDM & Bicycle Facilities Handbook; ADA regarding accessibility for the disabled; MUTCD regarding signage; U.S. Department of the Interior standards for historic buildings. Each WisDOT Region can provide copies of the current Sponsor’s Guide to Non-Traditional Transportation Project Implementation, and references for sections of the Facilities Development Manual (FDM) and other documents necessary to comply with federal and state regulations. Applicants who plan to implement their projects as Local Let Contracts using the Sponsor’s Guide must become certified that they are capable of undertaking these projects.

g. If applying for a bicycle facility, it is understood that All Terrain Vehicles (ATVs) are not allowed. Snowmobile use is only allowable by local ordinance. Trail fees may only be charged on a facility if the fees are used solely to maintain the trail. WisDOT reserves the right to require that facilities be snowplowed as part of a maintenance agreement where year-round use by bicyclists and pedestrians is expected.

h. The project sponsor agrees to maintain the project for its useful life. Failure to maintain the facility, or sale of the assets improved with FHWA funds prior to the end of its useful life, will subject the sponsor to partial repayment of federal funds or additional stipulations protecting the public interest in the project for its useful life.

i. If the project sponsor should withdraw the project, it will reimburse the state for any costs incurred by the state on behalf of the project.

j. The project sponsor agrees to state delivery and oversight costs by WisDOT staff and their agents. These costs include review of Design and Construction documents for compliance with federal and state requirements, appropriate design standards, and other related review. These costs will vary with the size and complexity of the project. The sponsor agrees to add these costs to the project under the same match requirements 80% / 20% match requirements.

k. Projects that are fully or partially federally funded must be designed in accordance with all applicable federal design standards, even if design of the project was 100% locally funded.

l. As the project progresses, the state will bill the project sponsor for work completed that is ineligible for federal reimbursement. Upon project completion, a final audit will determine the final division of costs as between the state and the project sponsor. If reviews or audits reveal any project costs that are ineligible for federal funding, the project sponsor will be responsible for any withdrawn costs associated with the ineligible work.

m. ***For 100% locally-funded design projects, costs for design plan development and state review for design are 100% the responsibility of the local project sponsor. Project sponsors may not seek federal funding only for state review of design projects.

n. The project sponsor acknowledges that the requisite project commencement requirement and that failure to comply with the applicable commencement deadline will jeopardize federal funding. Commencement is within four years of the date of the project award. The project must be commenced within four (4) years of the project award date according to Sec. 85.021, Wis. Stats. For construction projects, a project is commenced when construction is begun. For planning projects, a planning project is commenced when the planning study is begun. For non-infrastructure projects that do not fall within any of the above categories, a project is considered commenced on the date that WisDOT receives the first reimbursement request from the project sponsor, as noted on form DT1713 in the ‘Date Received’ field.

o. The project sponsor acknowledges that the requisite project completion timeline for approved TAP projects will be memorialized in a state-municipal agreement, and failure to comply with the applicable project timeline will jeopardize federal funding.
p. Federally-funded transportation construction projects, with the exception of sidewalks, are likely improvements that benefit the public at large. Improvements of this type cannot generally be the basis of levying a special assessment pursuant to Wis. Stat. § 66.0703. Municipalities who wish to obtain project funding via special assessment levied against particular parcels should seek advice of legal counsel. See Hildebrand v. Menasha, 2011 WI App. 83.

Please confirm your understanding of the following project condition by typing your name, title and initials at the bottom of this section. A Head of Government/Designee with fiscal authority for the project sponsor must initial this section and sign this application. Sponsor consultant(s) should not initial or sign project applications.

I confirm that I have read and understand project conditions (a) through (o) above:

Name: Kirsten Finn  Title: Executive Director

Accepted (please initial here): KF

Fiscal Authorization and Signature

Application prepared by a consultant? ☑ Yes  ☒ No

If yes, consultant information and signature required below.

Consultant Company Name:  
Company Location (City, State):

Consultant Signature (electronic only):  
Date:

NOTE: On Local Program projects, it is not permissible for a consultant to fill out applications gratis (or for a small fee) for a municipality and then be selected to do the design work on a project. A municipality could start their consultant selection process early enough and make the application part of the scope of services with the understanding that all costs incurred prior to authorization will be the responsibility of the local municipality. See FDM 8-5 for additional information.

Sponsor Agency: Bicycle Federation of Wisconsin Educational Foundation, Inc

Contact Person: Kirsten Finn  (Note: must be Head of Government or Designee)

Title: Executive Director

Address: 187 E Becher St, Milwaukee WI 53207

Telephone: 414-253-3154

Email: Kirsten@wisconsinbikefed.org

Only one project sponsor is allowed per project. As a representative of the project sponsor, the individual that signs below is confirming that the information in this project application is accurate. A local official, not a consultant, must sign the application. I understand that completion of this application does not guarantee project approval for federal funding.

Head of Government/Designee Signature (electronic only): Kirsten Finn  Date: 1/23/2020

Application and Attachments

Submit applications and attachments utilizing the contact information contained in the corresponding TAP Pre-Scoing Application Instructions. Applicants must submit eligible applications on or before 5PM on January 24, 2020, and must include the following documents:

☑ A completed application in Microsoft Word format
☑ Narrative Response/Attachment 3: maximum of one double-spaced page, minimum 11-point font size

NOTE: Narrative Response/Attachment 3 may be up to 6 pages of 11-Pt Font, Double Spaced
- Cost Estimate Detail as required in the ‘Project Costs and Dates’ section of this application
- For infrastructure projects, a project map printed in black & white, on one sheet of 8½ by 11 paper
- If available, a local resolution of support for the proposed project
- If right of way was acquired in anticipation of this project, attach a detailed list of available, completed project and parcel acquisition documentation (see page A-2)

**OPTIONAL Attachment**

- If proposed project crosses or runs parallel to a local road, street, or state or federal highway, attach an existing typical cross-section of the roadway, showing right of way, travel lanes, shoulder and sidewalk (if applicable) (see page A-2).
- SRTS School Demographics Information

**NOTE:** Do not include additional attachments (photos, letters of support, etc.)

**WisDOT Information – Shaded area to be completed by WisDOT staff only.**

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<th>FOR WISDOT USE ONLY – This information must be entered on the spreadsheet and on the application.</th>
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<tr>
<td>WisDOT Region comments on application, including eligibility concerns:</td>
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<th>Region Reviewer’s Name:</th>
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<tbody>
<tr>
<td>Reviewer’s Title:</td>
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Re: Report of Directors (Report and Discussion on Division Activities)

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<th>Requested Action:</th>
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<th>Background:</th>
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<th>1. Combined Director’s Report</th>
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| Staff Contact:                     | Steve Steinhoff               |
|-------------------------------------| Agency Director/CRDP Division Director |
|                                     | Mike Rupiper                   |
|                                     | Deputy Agency Director/ERP Division Director |
|                                     | 608-474-6010                   |
|                                     | steves@capitalarearpc.org     |
|                                     | 608-474-6016                   |
|                                     | miker@capitalarearpc.org      |

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<th>Next Steps:</th>
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Division Directors’ Update to CARPC Commissioners
Thursday, March 12, 2020

Regional Water Quality Planning
• Water Quality Plan Coordination
  o Summary Plan Update – Completed development of a website for this information.
  o Watershed Based Planning – $10,000 DNR River Planning Grant received to study/plan for chlorides in the Starkweather Creek watershed. The first Steering Committee meeting was held February 17th.
  o Clean Lakes Alliance – Member of their Community Board and Strategic Implementation Committee. Participating in the Yahara CLEAN Compact as a Collaborator. DCCVA and DCTA are also participating as Collaborators.
  o Dane County Lakes & Watersheds Commission – DCLWC has made several budget recommendations to advance the volume trading recommendations of the joint Stormwater Technical Advisory Committee, as a result of the joint DCLWC – CARPC work group discussions.
  o WI Salt Wise Partnership – Collaboration with other members of the partnership to provide education and best practices to reduce salt pollution in our lakes, streams and drinking water.
• Water Quality Plan Amendment –
  o Expecting SSA Amendment applications from the Village of Cambridge, Village of Cross Plains (April), Village of Cottage Grove (May), Village of McFarland (May), Village of Waunakee, City of Fitchburg, and City of Middleton.
• Water Quality Plan Consistency - 12 sewer extension reviews (5 new construction, 2 reconstructions, and 5 commercial building lateral extensions)

Regional Flood Resilience Planning
• Wetlands by Design
  o Identified potential wetland restoration sites for flood mitigation throughout the region. The results will be summarized in CARPC’s 2019 Annual Report. Working with Groundswell Conservancy and the U.W. Madison CEE Capstone to further evaluate several sites in 2020. Working with Dane County and The Nature Conservancy to prioritize sites.
• Black Earth Creek Green Infrastructure Plan
  o Expecting notification on the FEMA grant application for this project in June. Working with US Army Corps of Engineers and other stakeholders to develop a Silver Jacket project for watershed modeling to support the green infrastructure planning.

Cooperative Water Resources Monitoring
• Annual agreements with Madison and Middleton currently going through the local approval process.
Regional Development and Land Use Planning

- **Regional Development Plan Preparation**
  - Draft goals and objectives - objectives and indicators being revised based on survey input.
  - Draft participation plan prepared for adoption
  - Future Land Use Map updated
  - Trend data being updated
  - Creating a “Planned Growth” scenario in UrbanFootprint – initial efforts
  - Exploring examples of future growth allocation methods in other regions
  - Examining regional development implications of other regional plans
  - Reviewing MadREP’s sector-based economic development strategy

- **A Greater Madison Vision**
  - Work underway on inventory of existing efforts, identification of gaps, and identification of AGMV role in filling gaps.
  - Executive Committee meeting scheduled for Thursday, April 9, noon to 1:30pm, CARPC conference room. No Steering Committee meetings scheduled for 2020; members invited to attend Executive Committee meetings to stay engaged.

- **Dane County Housing Initiative** – Steering Committee to consider playing a role in a regional housing study/strategy that would support CARPCs Regional Development Plan work.
  - Attended February Steering Committee meeting
  - Attended Housing Innovation Lab session
  - CARPC staff analyzing Housing Affordability Reports issued by 8 Dane County municipalities with populations over 10,000 as required by law. Analysis looking at sum totals of items such as plats and permitted buildings, and at common strategies identified to reduce housing development costs and increase supply of affordable housing. This information will also inform preparation of the regional development plan.

- **Planning Data** – Recently updated 2019 building permit data and 2019 rental vacancy data. Created two Facebook posts and one newsletter article covering those updates. Staff will continue creating weekly content for Facebook and monthly newsletters. Forthcoming edition of newsletter will feature a whitepaper on housing affordability. The annual development review is scheduled for April.

Regional Transportation Planning

- CARPC reviewing methodology for population and household forecast services as part of contracted services for the MPO.
- Joint CARPC-MPO Commission/Board meeting scheduled for April 6 at 6:30 at Madison Water Utility to discuss branding and check in on status of implementation of recommendations made by the Joint CARPC-MPO Work Group and accepted by each body in 2018.
- CARPC and MPO 2020 Work Programs include activities to integrate land use, transportation and environmental planning
- CARPC and MPO staff coordinating marketing through annual report, newsletter and branding.

Community Assistance Planning

- Village of Mazomanie – working with CCL Consulting to provide data, mapping and document production portion of comprehensive plan update.
• Village of Blue Mounds – Providing initial guidance to Comprehensive Plan Update Committee while developing scope of services for CARPC assistance for update in 2020.
• Towns of Bristol, Springfield, Blue Mounds, Sun Prairie, Westport and Berry mapping services – ongoing.
• Village of Rockdale – initial meeting regarding CARPC support for comprehensive plan update later in 2020.
• Pending and prospective assistance projects - Towns of Bristol, and Springfield. Village of Rockdale

Commission and Administration
• Adopted new mission and vision. Goals to follow as part of preparation for the 2021 Work Program
• Environmental Engineer recruitment
• Document digitalization in progress
• Financial audit for 2019 started (audit is scheduled to take place on March 30-31)
• 2019 Cost allocation plan update (including indirect cost rate) complete and submitted to WisDOT for approval
• Outreach and Communication – February newsletter published, updates to CARPC website
Re:
Review of Feedback Received to Inform MPO and Rideshare Etc. Program Rebranding Efforts and Review and Discussion on Draft Agency Name Ideas and Mission and Vision Statements

Staff Comments on Item:
Staff has been working with Distillery, our consultant for the MATPB and Rideshare Etc. program rebranding project, to gather input to guide the rebrand and marketing strategies for both. The input has included consultant led focus groups and interviews with key stakeholders and staff led discussion with the MPO’s technical and citizen committees along with the input received from the board at the January meeting. It has also included a public survey, which will close on March 1.

At the meeting, staff will review with the board key takeaways from all of this input. Staff will also review some agency name ideas and draft mission and vision statements for initial feedback from the board. Based on the feedback, staff will present to the board at the April meeting a recommended agency name and mission and vision statements for approval. The consultant will then work to develop three alternative “visual systems”, including logo ideas, to present to the board at the May meeting. That meeting will be a joint meeting with CARPC to also get their feedback. While ultimately it will be the MPO board’s decision on the logo, etc., staff thought a joint meeting would be helpful since one of the purposes of the MATPB rebrand was to seek ways to market the MPO and CARPC as partner or sister agencies.

According to the consultant, the following are some of the key themes that emerged from the focus groups and interviews that they led. Additional information will be provided at the meeting.

MATPB
1. The biggest concern related to transportation and quality of life is access to employment. There is an overall sentiment that a current crisis exists in transportation and development in the greater Madison region. Employers are unable to access a potential employment base and people are unable to access jobs due to a lack of available and reliable transportation. There is a strong belief that this is the crux of equity and quality of life within the community (a disparity that also affects housing, social opportunities, etc.) and a belief that the crisis will only become worse over time if actions are not taken.
2. There is an overall consensus that biggest value the MPO offers is data and analysis. The MPO’s data and mapping is needed to make the right investments and provide a larger regional perspective.
3. There is a consensus that the MATPB name is confusing. If people are familiar with the organization at all they tend to know it by “MPO” and not “MATPB”. There is a consensus that most people in the region do not know about MATPB or Rideshare, etc. unless they are closely related to it (department of transportation, etc) and even those close to it feel they do not know everything about the organization and what it offers.
Rideshare, Etc.
1. There is a consensus that the website is difficult and confusing.
2. There is an overall concern with lack of information and a desire for greater communication explaining the “how”, e.g. how Rideshare, etc. works, where are the routes, how to access the rides themselves (does one need to get to a park & ride?), what is the reliability, etc.
3. There has been a common theme of comparing Rideshare, Etc. to existing rider sharing platforms such as Uber and Lyft and a recommendation for Rideshare, Etc. to have a personality and brand that appeals to people like those from private sector.
4. Of all the terms, “multimodal” was determined to be not commonly understood or accessible for the general public.

A big takeaway from all of the meetings with individuals, officials, and businesses has been a desire for greater outreach from both the MPO and Rideshare, Etc. All parties stated they wanted the MPO and Rideshare, Etc. to reach out to them more often and reach out to the public.

Additionally, opportunities to leverage partnerships was an idea that was mentioned with frequency in our interviews. Partnerships included CARPC, employers, elected officials, and chambers, among others. Outreach opportunities mentioned included marketing opportunities such as literature, town hall meetings, educational presentations, social media, and media opportunities (magazines, local tv).

Finally, many groups and individuals expressed a desire to have more interaction with one another via group meetings. The general feeling was that they are under-resourced or trying to advocate for better transportation and development in a silo. The overall interest in greater group interaction was the potential to share resources, learn from one another, and work on collective planning.

Materials Presented on Item:
1. None. Materials will be provided at the meeting.

Staff Recommendation/Rationale:
For discussion purposes only.