



MADISON'S NORTHSIDE

Active Mobility Network



FY2023 Active Transportation Infrastructure Improvement Program

Eligible Project Costs: \$920,000
2023 ATIIP Funds Requested: \$736,000

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July 10, 2024

The Honorable Pete Buttigieg
Secretary of Transportation
U.S. Department of Transportation
West Building
Office of the Secretary – Ninth Floor
1200 New Jersey Ave, SE
Washington, DC 20590

Dear Secretary Buttigieg,

I write today to ask for your support of the City of Madison's "Northside Active Mobility Network" application to the Fiscal Year 2023 Active Transportation Infrastructure Improvement Program (ATIIP).

Madison is proud to be designated as one of the nation's five Platinum-certified Bicycle Friendly Communities by the League of American Bicyclists. This designation recognizes the City for its continuing commitment to safe transportation and better bicycling for residents of all ages and abilities. We are fortunate to have miles of bikeable and walkable paths right in our own backyards, and are committed to keeping paths safe, accessible, and welcoming for everyone.

In spite of this designation, some neighborhoods in the City are not served by Platinum-level active transportation networks. Many of Madison's Northside neighborhoods are lacking transportation amenities that work for a broad range of pedestrians and bicyclists. This impacts resident's ability to reach high quality jobs, get to local businesses, easily access grocery stores, and have safe routes to our schools. The City of Madison is fully committed to remedying this disparity, and we strongly believe that our proposed ATIIP project is a vital component in ensuring Madison's Platinum-level bike network is accessible to all.

The Northside is a distinct community within Madison. set among the natural beauty and recreational assets of Lake Mendota, Warner Park and Cherokee Marsh, which includes a diverse array of commercial, employment, retail, shopping centers and the Dane County Regional Airport. Using ATIIP funding, the City will plan and design a Northside "Active Mobility Network" linking Madison's Northside to the south via Downtown Madison, and to the North Mendota Trail to the north. We are committed to engaging with the local Northside community to develop a range of active transportation network alternatives, focusing on ensuring racial equity, advancing social justice goals, working with the community to design the preferred alternative and getting the the preferred alternative built.

July 10, 2024

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Madison's Northside is also the future terminus of the upcoming North/South Bus Rapid Transit Line, a public transit investment that will connect our diverse communities on the north and south sides to Downtown Madison and the University of Wisconsin-Madison. Developing an active transportation network will facilitate community connection for Northside residents to more affordable, convenient, and safe alternative transportation modes to reach employment, recreational, and other vital destinations.

The City of Madison, in collaboration with the neighborhoods and residents of Madison's Northside, is committed to successfully carrying out the proposed project. Our staff has the track record, knowledge, and capabilities to execute this project to plan an active transportation network. Connecting Northside neighborhoods to safe, practical, and recreational active transportation networks that are currently enjoyed by other parts of the City is of utmost importance to Madison.

Sincerely,

A handwritten signature in black ink, appearing to read 'SRConway', written in a cursive style.

Satya Rhodes-Conway
Mayor

CC: Renee Callaway, Assistant Director for Traffic Engineering



MADISON'S NORTHSIDE

Active Mobility Network

Submitted by City of Madison, Wisconsin

FY2023 Active Transportation Infrastructure Improvement Program

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Active Mobility Network

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FY2023 Active Transportation Infrastructure Improvement Program

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BASIC PROJECT INFORMATION

Project Description

The City of Madison seeks \$736,000 in FY 23 funds from the federal Active Transportation Infrastructure Improvement Program (ATIIP) to plan and design the Northside Active Mobility Network, to connect from the City's northern border to the active transportation network leading into the downtown and to the network leading to neighboring communities (herein referred to as the 'Project'). The Project will develop the necessary community support for an "[All Ages and Abilities](#)" bicycle and pedestrian network that enables people to connect to places they need to go in a safe, reliable, and efficient manner. The project develops a community-bolstered active transportation network in an area comparatively unserved by active transportation infrastructure. The concept of a multimodal corridor connecting Madison's Northside to recreational amenities north of Lake Mendota, and to the amenities and services in the rest of the City is a longstanding goal for Northside neighborhoods and for Madison at large. Multiple [City and Regional plans](#) in the past two decades have called for the creation of such a facility.

The Project immediately benefits Madison's north side neighborhoods (roughly synonymous with Census Tracts 21, 22, 23.01, 23.02, and 102), creating an "All Ages and Abilities" bike corridor in the area, connecting these neighborhoods with the rest of Madison to the south and east, and to the Village of Waunakee and north Lake Mendota's amenities to the north. It will also ensure the corridor provides a safe corridor for people walking in this area with connections to the planned North-South Bus Rapid Transit (BRT) Line.

The City is committed to the principles of Vision Zero and approved a [Vision Zero Action Plan \(2021\)](#) with the goal of eliminating serious and fatal crashes by 2035. Between 2019 and 2023, three serious injuries and one fatality resulted from crashes immediately surrounding the project area, and 29 total crashes involved a pedestrian or a bicyclist. These crashes have primarily occurred along State Highway 113 (Highway 113), which is the primary corridor for bicyclists and pedestrians on the Northside due to a lack of other north-south multimodal corridors. Development of the Northside Active Mobility Network would create a viable, efficient, and safe alternative. The Project will also complement Dane County's recent work to develop the [North Mendota Trail](#), which creates a scenic multimodal spine roughly spanning the north coast of Lake Mendota and connecting to outlying communities in the Madison Urban Area, particularly Waunakee and Middleton.

Project Location

The Project is in the Madison, WI Urban Area with a population of 450,305, per the 2020 Census-designated urban areas definition. Madison (herein known as the 'City') is Wisconsin's capital city and the county seat of Dane County with a population of 269,840 per the 2020 Decennial Census. The Project connects to three neighboring municipalities: the Villages of Maple Bluff and Waunakee; and the Town of Westport. The City is a part of the Greater Madison Metropolitan Planning Organization (MPO). As the regional center for employment, education, and health care, Madison streets serve nearly three-quarters of a million residents and visitors daily. The Project roughly traces the east coast of Lake Mendota, connecting Central Madison to the recreational and multimodal network in the northern portion of the urban area.

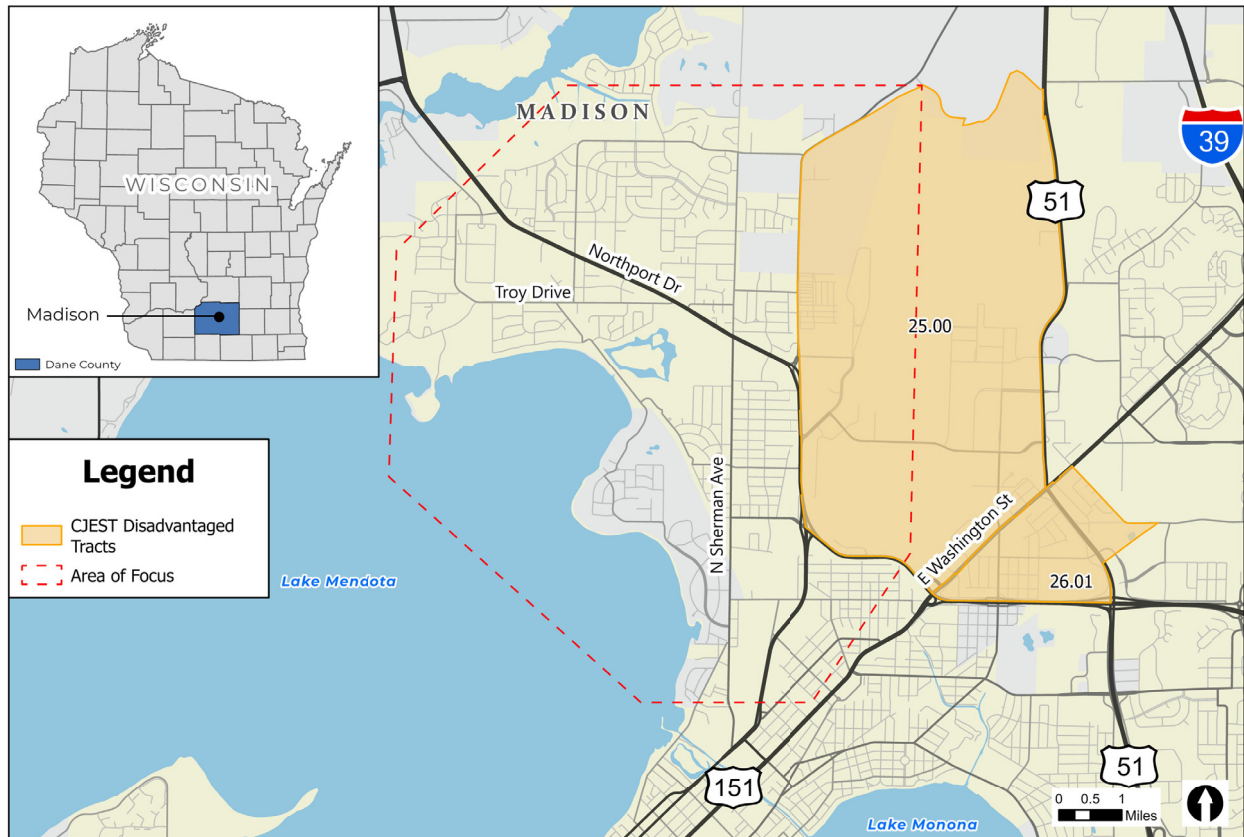


Figure 1. The Project is located along Lake Mendota in the City of Madison, in Dane County, Wisconsin

Madison’s Northside is a post-World War II suburban area set among the natural beauty and recreational assets of Lake Mendota, Warner Park, and the Cherokee Conservation Park. The Northside includes commercial, employment, and transportation-related development including the Dane County Regional Airport, scattered retail, and small shopping centers. The Northside is located just five miles from Downtown Madison and a network of raised pedestrian crossings, shared-use paths, cycletracks, and State Street (Madison’s [iconic pedestrian bicycle mall](#)).

Highway 113 is a principal arterial roadway that carries traffic from central Madison north to United States Highway (USH) 12 in Baraboo, Wisconsin. Highway 113 exists in Madison as Northport Drive and Packers Avenue, and carries 37,900 vehicles per day (per Wisconsin Department of Transportation, WisDOT Traffic Counts TCMaP [2022](#)) in the City limits, and runs through the Project Area. While the highway includes sidewalks and painted bike lanes, it does not provide an “All Ages and Abilities” corridor for bicyclists and is challenging for non-motorists to cross. The Wisconsin & Southern Railroad (herein known as ‘[WSOR](#)’) [owns and operates a rail line](#) that runs through the project corridor, beginning in east Madison and traveling northwest through Wisconsin before terminating in Reedsburg, WI. At the northern end of the Project corridor, the North Mendota Trail will terminate at the intersection of Highway 113 and Dane County Highway M. The Project Area is served by frequent transit service, most prominently by Route B which serves as the main north-to-south fixed-route transit line for the Madison urban area and is proposed to be a future BRT line. Additionally, the City boasts an extensive bike-share network (known as “[Madison BCycle](#)”), five stations of which are accessible from the Project Area.

While served by a public transportation route, the north side of Madison lacks a contiguous network of low-stress bicycle/pedestrian infrastructure. No low-stress options exist for multimodal travel between Westport/Waunakee and Madison’s north side neighborhoods. Lake Mendota itself as well as its associated wetlands provides an active transportation barrier and will be a significant design consideration during the planning process.

Lead Applicant

The City of Madison will manage the Project and as the grant recipient enter into an agreement with FHWA, upon award. The City guarantees that all necessary activities will be completed within the two-year period of performance, and that funds will be obligated no later than September 30, 2026. City staff have demonstrated extensive experience delivering, managing, and reporting federally awarded transportation projects. The City has successfully delivered numerous federal projects awarded through the Wisconsin Department of Transportation (WisDOT), and has managed multiple grants from USDOT.

GRANT FUNDS, SOURCES, AND USES OF ALL PROJECT FUNDING

The City of Madison will provide a 20 percent local match for the Project. The funds will be used for developing a range of alternative alignments, conducting robust public engagement with a focus on racial equity and social justice goals, and carrying out the preferred alternative through the NEPA process and 30 percent design plans.

Table 1. Project Budget by Component

Component	Federal Share through ATIP (80 percent)	Local (20 percent)	Total
NEPA Process	\$472,800	\$118,200	\$591,000
Draft Environmental Report	\$136,000	\$34,000	\$170,000
Monthly Progress Meetings (24)	\$32,640	\$8,160	\$40,800
Design (Conceptual & 30 percent)	\$268,800	\$67,200	\$336,000
Conceptual Relocation Plan / Right-of-way / Survey)	\$35,360	\$8,840	\$44,200
Meetings & Engagement	\$204,800	\$51,200	\$256,000
Four Equity Focus Groups (4)	\$16,000	\$4,000	\$20,000
Four Art/Design Focus Groups (4)	\$16,000	\$4,000	\$20,000
Four Business Engagement Meetings (4)	\$16,000	\$4,000	\$20,000
Four Youth Focus Groups (4)	\$16,000	\$4,000	\$20,000
Four Partner Agency Meetings (4)	\$16,000	\$4,000	\$20,000
Three Public Meetings (3)	\$28,800	\$7,200	\$36,000
Four Sustainability & Resiliency Focus Groups (4)	\$16,000	\$4,000	\$20,000
Six Pop-up Engagement Events (6)	\$24,000	\$6,000	\$30,000
Two Community Surveys (2)	\$19,200	\$4,800	\$24,000
Four City of Madison Design Meetings (4)	\$12,800	\$3,200	\$16,000
Two City Committee Presentations (2)	\$9,600	\$2,400	\$12,000
Materials & Website	\$2,400	\$600	\$3,000
Expenses & Mileage	\$12,000	\$3,000	\$15,000

Component	Federal Share through ATIP (80 percent)	Local (20 percent)	Total
Deliverables	\$58,400	\$14,600	\$73,000
Bicycle Network Plan Report (Art/Design Integration)	\$32,480	\$8,120	\$40,600
Engagement Summary	\$16,640	\$4,160	\$20,800
Progress Reports	\$9,280	\$2,320	\$11,600
Project Total	\$736,000	\$184,000	\$920,000

The City has not applied for other federal funding opportunities for this project. When completed, the constructed preferred alternative is expected to be funded through a variety of different sources. The City has implemented past multimodal projects through the [Transportation Alternatives Program \(TAP\)](#), the [Surface Transportation Block Grant Program \(STBG\)](#), and with local capital funds. The City’s Capital Budget includes numerous funding sources for bicycle and pedestrian improvements. Funding programs include the [Bikeways](#) Program, which funds bicycle-related improvements and path resurfacing as well as the [Safe Streets Madison](#) Program, which funds traffic safety improvements and active transportation network gaps.

MERIT CRITERIA

Criterion 1: Mobility and Community Connectivity

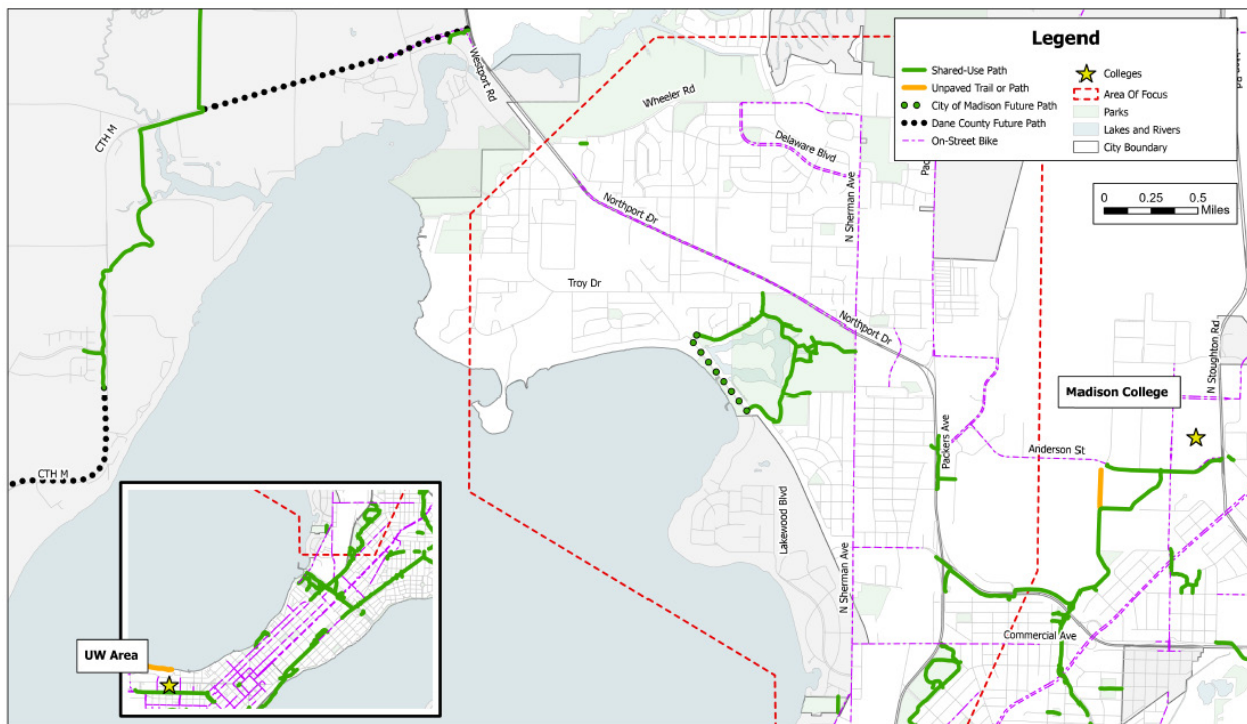


Figure 2. Map showing multimodal transportation amenities in and around the Project Area.

The long-planned Project develops a new active transportation network that connects the Northside to other Madison jobs, schools, recreational opportunities, and the Downtown. Depending on the selected preferred alternative, the Project when constructed may include a shared-use path,

protected bike lanes, sidewalks, low-volume and low-speed bicycle boulevards, or a combination thereof. The project addresses a current gap in the system and will provide a connection to schools (Lindbergh and Mendota Elementary Schools, Sherman Middle School/Shabazz Alternative High School, Madison East High School, recreational areas (Warner Park, Cherokee Marsh Conservation Park, Governor’s Island); and Madison Area Technical College); major employment centers (Central Wisconsin center, Mendota State Hospital, and the Dane County Job Center); community gathering spaces (Warner Park Community Recreation Center, Troy Gardens, Vera Court Neighborhood Center, and Kennedy Heights Community Center); and numerous single-family and multi-family residences. The Project will also connect surrounding areas such as the Village of Maple Bluff, the Town of Westport, and the Village of Waunakee.

An estimated 9,751 people live within a walkable distance of the Project (defined as a ¼-mile buffer), and 37,956 people live within a bikeable distance of the Project (defined as a one-mile buffer).

Integration with Public Transit

The Project integrates active transportation facilities with Madison Metro Transit’s current Route B. In late 2027, the City proposes to upgrade Route B to a North-South BRT Line through the Federal Transit Administration’s [Small Starts Construction Grant](#).

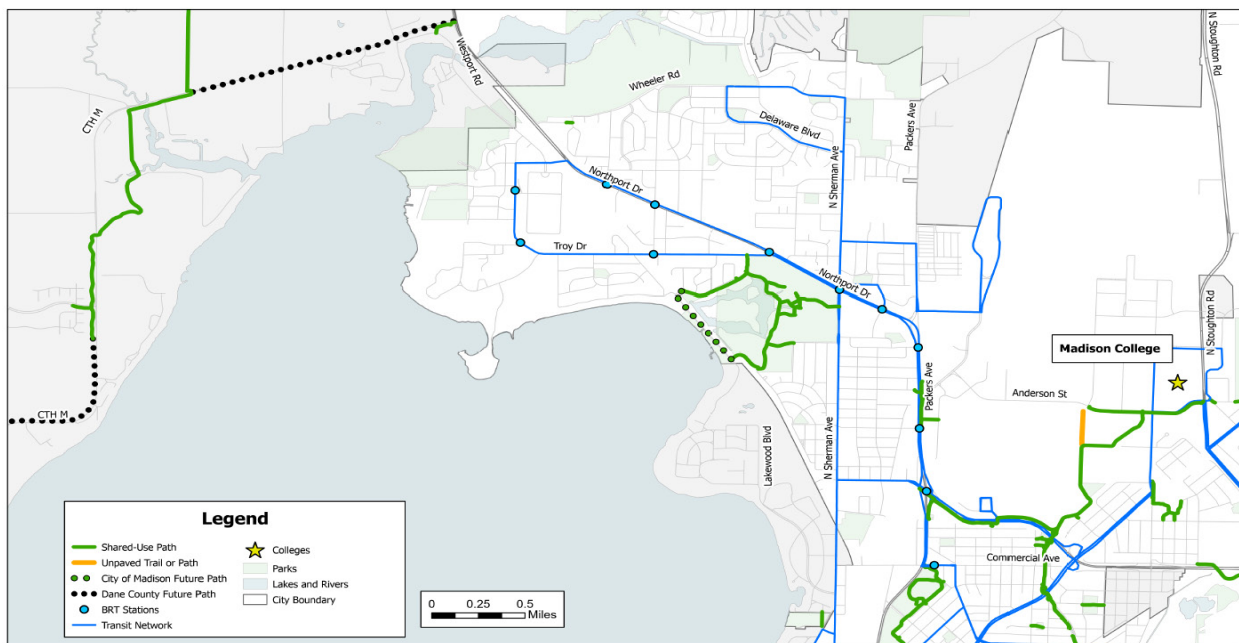


Figure 3. Tentative Stations for the North Segment of the North-South BRT Line

The North-South BRT Line will service Northside residential communities along Highway 113 and adjacent to the former Oscar Meyer facility (a former meat processing plant and major employer, now envisioned for high-density, mixed-use development). In tandem with the [East-West BRT Line](#) opening in Fall 2024, Northside residents will be able to reach the Wisconsin States Capital, the University of Wisconsin-Madison, and other areas of the City. The development of the Northside Active Mobility Network will create more efficient routes for pedestrians and cyclists to reach both local transit routes and the North-South BRT Line and make critical connections to the rest of the urban area.

Criterion 2: Community Support

Planning History

The [North Mendota Parkway Alternatives Study](#) first identified the need for a transportation corridor on the north shore of Lake Mendota to connect Madison, Waunakee, Middleton, De Forest, and various townships along Lake Mendota in 2003. Informed through individual meetings with all municipalities in the study area, seven open houses, and three “Corridor Vision Forums,” the Study explored alternatives for a vehicular corridor between USH 12 and Interstate Highway 39/90/94 and introduced the vision for a contiguous multi-use path alongside the Parkway in multiple scenarios.

The 2009 [Northport-Warner Park-Sherman Neighborhood Plan](#) explicitly supports both the planning and construction of a shared-use path, as well as any interim bike connections connecting Madison’s north side through a contiguous active transportation network. The Plan specifically suggests the right-of-way of the rail corridor as an ideal route. Coordination with the railroad was identified as a key obstacle. In 2020, the [Oscar Mayer Special Area Plan](#) built upon this previous work with more detailed planning at the southern edge of the approximate Project Area. One focus of the Plan was also consideration of the potential route for a shared-use path. The Plan focuses on the redevelopment of the former Oscar Mayer facility, which was the dominant industrial employer on Madison’s north side from the early 1900s to its closure in 2017. The [Waunakee-Westport Comprehensive Bicycle, Pedestrian, and Outdoor Recreation Plan 2023-2027](#) also draws a more granular-level concept of how the proposed shared-use path and the North Mendota Trail could connect the three municipalities.

Much of the North Mendota Trail is already completed, currently extending from Governor Nelson State Park to Woodland Drive, and current construction extending the trail east to Yahara Heights County Park at Highway 113, which will be completed by the end of 2024. Future phases will connect the Trail to Mendota County Park and the City of Middleton. Completing the North Mendota Trail is a long-standing recommendation in both the current MPO [Regional Transportation Plan \(RTP\)](#) and County [Parks & Open Space Plan \(POSP\)](#), and their predecessor plans since the adoption of the Alternatives Study.

Public Involvement in the Planning Process



Figure 4. The Northside has been the subject of numerous planning efforts in the past two decades.

Robust public involvement processes have been a part of all these planning projects. The [MPO conducted public involvement](#) virtually due to the planning process’s concurrence with the height of the COVID-19 Pandemic, and consisted of four “Community Focus Group Conversations,” a public survey gathering 274 responses, three public involvement meetings

via Zoom, three public information meetings, a crowd-sourced map that gathered 1,275 individual

comments across transportation modes, and a final public hearing. The POSP began with three different kickoff meetings across Dane County, and subsequent meetings were advertised to an email list of over 10,000 recipients. The County also provided electronic methods of public input.

Smaller area plans – while less specifically concerning pedestrian and bicycle facilities – nevertheless explicitly support the Project and were bolstered by healthy and equitable public input. The 2009 Northport-Warner Park-Sherman Neighborhood Plan was informed through four open houses throughout the planning process, facilitated discussions and presentations with neighborhood associations, interviews with community groups and centers of worship, several public Steering Committee meetings, stakeholder meetings, an interactive webpage for public input, multiple newsletters, and other modes of input. The 2020 Oscar Mayer Special Area Plan was similarly informed through an especially great amount of public input through all phases of the Plan, made more effective through a “Key Constituent Advisory Group” to connect the project to populations often underrepresented in planning processes.

Throughout the [engagement process](#) for the North-South BRT Line locally preferred alternative, the public asked questions about the types of active transportation accommodations being planned to facilitate safe and efficient transit connections, and provide sustainable transportation options.

Until recently, planning efforts have focused on placing a shared-use path parallel to the railroad corridor. However, the WSOR is in active use and the City lacks the necessary right-of-way along the corridor to construct this path. Wisconsin state law (2017-19 Biennial Budget: Wisconsin Act 59) [prohibits the use of eminent domain for establishing bicycle and pedestrian infrastructure](#). The Project will develop alternatives that are feasible for construction within these constraints.

Criterion 3: Commitment to Increasing Walking, Biking, and Other Types of Active Transportation

As one of USA’s five [Platinum-rated Bicycle Friendly Communities](#) by the League of American Bicyclists, Madison continues to be a national leader in substantively improving active transportation throughout the City through improvements in policy, regulations, design policies, and approaches to traffic safety. The City is also a [Gold Friendly Walk Community](#) and continues to make improvements for pedestrian travel. For example, the City recently revised its ordinances to ensure that sidewalk additions are not subject to special assessments.

The City has been a “Vision Zero” community since 2020 and has taken many concrete actions to eliminate traffic fatalities and severe injuries on all roadways, bikeways, and sidewalks. The City adopted a [Vision Zero Action Plan](#) that sets a goal to eliminate serious and fatal crashes by 2035. The Vision Zero Action Plan and its subsequent implementation directly follow the “Safe System Approach” endorsed in USDOT’s [National Roadway Safety Strategy](#) and its five principles: (1) humans make mistakes; (2) humans are vulnerable; (3) responsibility is shared; (4) safety is proactive; and (5) redundancy is crucial. [From 2020 to 2022](#), the City implemented numerous Vision Zero-oriented improvements, such as:

- Implementation of the “20 is Plenty” campaign on 11 miles of streets to reduce residential speed limits in two neighborhoods.
- Installation of 31 Rectangular Rapid Flashing Beacons (RRFBs).

- Completion of the City’s first parking-protected bike lane.
- Construction of 11.4 miles of new or improved bike lanes.
- Construction of 6.2 miles of new sidewalk, shared-use path, and protected bike lanes,
- Speed limits reductions on over 31 miles of roadways across the City.

The High Injury Network (HIN) developed as part of the Vision Zero Action Plan reflects the need for safer options as most of Highway 113 is part of the HIN as are many of its intersections.

Madison also recently updated its Transportation Demand Management (TDM) policy. While the City has long practiced best practices regarding TDM, such as including bike parking and direct pedestrian access to all new developments, the [City’s newest ordinance](#) now mandates a TDM plan be submitted for all new and expanding developments seeking building permit applications, with varying requirements determined by the project’s land use, size, proposed parking capacity, location, and proximity to alternative transportation. Since its inception, the new TDM policy has applied to 25 new building permits received by the City.



Figure 5. View of a Route B stop on Green Street, on the future North-South BRT Line

Madison’s new [Complete Green Streets Guide](#) provides specific guidance for accommodating all modes of travel on all road typologies throughout the public right-of-way. The Guide follows a modal hierarchy following street values of (1) “Putting People First”; (2) “Fostering Sustainability”; and (3) “Supporting Community.” The modal hierarchy is as follows, from highest to lowest priority: (1) pedestrians; (2) public transit; (3) bicyclists; (4) automobiles; and (5) on-street

parking. Using this hierarchy, the Guide classifies streets by type, and applies any relevant overlays (ranging from equity priority areas to tree canopy areas to an all ages and abilities bike network) to assign appropriate road designs that comfortably accommodate active transportation users, by default.

Criterion 4: Financial Completeness

Any additional costs would be covered by the City’s [Capital Budget](#). Funds would be available from various budget items including the Bikeways program, Safe Streets Madison, the Traffic Safety Infrastructure budget, and other capital projects. The City has an established history of funding pedestrian and bicycle infrastructure projects, including unforeseen costs.

Criterion 5: Equitable Development

The completion of the Northside Active Mobility Network will provide north Madison’s first contiguous, low-stress active transportation network connecting residents to amenities, employment, educational opportunities, and recreation both in downtown Madison and north of the City. Within ¼-mile of the Project, there were 3,525 jobs in 2021, especially concentrated around the Central Wisconsin Center (a medical center providing short-term and residential services to assist people with

intellectual disabilities) and through a concentration of employment around the south of the Project site. The Census Bureau recorded 4,307 workers living within a ¼-mile of the Project. Within a ½-mile of the Project is the Mendota Mental Health Institute (MMHI), one of Wisconsin’s largest psychiatric hospitals and a major employer. MMHI primarily provides services to people with a mental illness and previous involvement with the criminal justice system. About 38 percent of the population living within a ¼-mile of the Project identifies as a Black, Indigenous, and Other People of Color (BIPOC). Mendota and Lindbergh Elementary Schools are immediately accessible from the project area, as is Madison East High School, Sherman High School, Malcolm Shabazz City High School, and the Commercial Avenue Branch of Madison Area Technical College.

[Data from the Wisconsin Department of Health Services](#) reveals significant racial and ethnic disparities for bicyclist and pedestrian fatality rates; specifically, pedestrian injury rates for black residents are over four times higher than the state average, and across the board injury and death rates for all crashes are significantly higher for both Black and Latino(a) residents. During the public engagement process for Madison’s Vision Zero Action Plan, people of color were three times as likely to report that “it is never easy to get around”. In the context of the Project, the bulk of bicyclist and pedestrian injuries (including the one pedestrian fatality) between 2019 and 2023 have been concentrated along Northport Road (i.e., Highway 113), heavily suggesting that a viable north-south pedestrian and bicyclist alternative would have a meaningful impact on reducing these crashes, especially for people of color.

Measuring Progress

While acknowledging that it is an imperfect measure that does not capture the great majority of actual active transportation or public transportation trips, the City will also closely monitor commuting characteristics on the Census Tract level through the American Community Survey (ACS). The City expects to see higher percentages of the population commuting via active and public transportation being reflected in the ACS, and transportation cost burden dropping across the lifecycle of the Project.

The City heavily relies on partnership with the Wisconsin Traffic Operations and Safety Laboratory (TOPS Lab) in synthesizing police reports from crashes into mediums suitable for data analysis, as do most communities across Wisconsin. Through data from the TOPS Lab and in cooperation with the Madison Police Department, the City will continue to measure trends in bicycle and pedestrian fatalities, both in raw number and in proportion to the general population of crashes to determine whether trends in crash disparities show growing or shrinking gaps.

The City routinely conducts [bike counts](#) at various trail and major bicycle thoroughfares across Madison. The City anticipates using a bike count station to measure the success of the Northside Active Mobility Network and will be able to compare the Project with other similar infrastructure in neighborhoods throughout the City.

The City also will monitor community input with a focus on the [City’s Neighborhood Resource Team](#) that works specifically to foster goals around racial equity and social justice. The Team working in the Brentwood Northport Corridor will be a critical partner in the ongoing evaluation of the project.

Connecting Disadvantaged Communities to Resources

Census Tract 23.01 is considered “cost-burdened” with nearly half (48 percent) of its population living at 200 percent or less of the federal poverty level and a median household income of \$49,524. The average household in this tract also spends just over 28 percent of their household income on housing costs. Census Tract 23.01 is also outside a 15-minute walk to medical facilities, adult education, and grocery stores.

The Tract – along with Tracts 102 and 23.02 – is also sparsely connected to frequent transit services in comparison with the majority of Madison. The Northside Active Mobility Network, in conjunction with the development of the North-South BRT Line, will substantially lessen this service deficiency for the residents of these communities.

Any alternative ultimately selected will create new multimodal network linkages to major employers and community amenities such as the Central Wisconsin Center, the Northside Shopping Center, the Commercial Avenue branch of Madison Area Technical College, two community centers, and four public school buildings.

Criterion 6: Other DOT Goals and Priorities

Complete Streets Design Model

The Project will establish a dedicated and clearly marked network of pedestrian and bicycle infrastructure. The preferred alternative from this Project will follow the standards established in the Complete Green Streets Guide, and the [Complete Streets Design Model](#) endorsed by the Federal Highway Administration (FHWA). The planning phase of the Project will remain true to the adopted principles, goals, and objectives established in the Complete Green Streets Guide and the Vision Zero Action Plan by prioritizing the safety of all users, especially pedestrians and bicyclists, whether the preferred alternative is an on-street option, an off-street option, or a mix of both.

Access to Schools, Jobs, and Key Destinations



Figure 6. Participants in the Warner Park Bike Club

The following educational institutions are within walking and/or biking distance to the Project: Mendota Elementary School and the Commercial Avenue branch of Madison Area Technical College (<0.1 miles); Sherman Middle School and Malcom Shabazz City High School (0.4 miles); Lindbergh Elementary School (0.5 miles); and Madison East High School (0.6 miles).

The following community destinations are within walking and/or biking distance to the Project: Hartmeyer Ice Arena, Warner Park and the future Madison Public Market (>0.1 miles); Demetral Park and Yahara Heights County Park (0.1 miles); Tenney Park and Troy Gardens (0.3 miles); Cherokee Marsh Conservation Park (0.5 miles); and the Madison Mallards Baseball Team stadium (0.8 miles).

As previously noted in [Criterion 5](#), there are over 3,500 jobs within a quarter mile of the Project, as well as several significant employers.

Economic Competitiveness

Construction of the Project will create a pipeline of good-paying jobs incorporating strong labor standards by training existing and developing future workforce opportunities. This will be achieved through apprenticeship and internship programs offered through the City’s Traffic Engineering Division. The workforce development program will also provide opportunities for historically underrepresented groups, in alignment with the goals of USDOT and the City of Madison.

Environmental Protection

The Project furthers the goals in the [Wisconsin Emissions Reduction Roadmap](#), the guiding strategy of the Wisconsin Office of Sustainability & Clean Energy (OSCE). The OSCE was created through Governor Tony Evers’ Executive Order #38, charging the agency to partner with state agencies and utilities to ensure all electricity consumed within Wisconsin is 100 percent carbon-free by 2050. Priority Action 4.1 is to “enable mode shifting to alternative forms of transportation and expand public transit,” which is expected to reduce greenhouse gas emissions by 100,000 metric tons in Wisconsin by 2050.

To confirm this, the Consultant compared the Project Area¹ with two comparable areas in Madison in terms of public transit access, but that have active transportation networks such as what is illustrated in the Project. These areas are: (1) along the far eastern segment of the Capital City Trail² and (2) along the University Avenue Path west of the UW-Madison Campus and Hospital.³ While commuting data from the U.S. Census Bureau’s ACS far from captures the totality of total active transportation trips, it provides the best “apples to apples” comparison for active transportation utilization, both in a time series and in comparison, to other geographies.

Table 2. Means of Transportation to Work, 2022 ACS Five-Year Estimates

	Project Area	East Capital City Trail	West University Avenue Path
Walking	1.5%	3.8%	6.2%
Biking	2.8%	4.7%	2.2%
Total Active Transportation	4.3%	8.5%	8.4%

The above table demonstrates that there is potential for active transportation trips to double due to the construction of the Project. The East Capital City Trail and West University Avenue Path each generate 98 percent and 95 percent more active transportation trips respectively, most likely due to the presence of a strong multimodal corridor in the form of a shared-use path.

The City has also completed a [community-wide greenhouse gas inventory](#) with community-wide emissions showing a decrease of eight percent from 2018-2022. However, the City is seeing the impacts of climate change: the next steps in meeting emissions reduction goals are (1) reducing vehicle miles traveled through additional public transit infrastructure and (2) improving bicycle and pedestrian facilities.

1 Synonymous with Census Tracts 102, 21, 22, 23.01, and 23.02.
 2 Synonymous with Census Tracts 20 and 27.
 3 Synonymous with Census Tracts 1, 101, and 111.01.

Quality of Life

A foundational aspect of the Project is “Placemaking.” In past engagement efforts, the City has received significant public desire for bicycle and pedestrian spaces that support community building allowing not only for efficient multimodal travel, but as a destination for recreation. Residents desire features such as art, benches, trees, and natural plantings from the start of these projects as they are critical to supporting community and creating welcoming spaces. The Project includes a focus on ensuring that its deliverables incorporate the elements that will make the Northside Active Mobility Network both an active transportation corridor and a hub of the Northside community.

The Project, when constructed, will meet ADA regulations and exceed them whenever possible so that the Project network may be accessible and enjoyable for all users, people with disabilities, older adults, and younger children at all skill and comfort levels. While this is a planning and not a construction project, the design elements completed as part of the Project will identify opportunities to follow Universal Design whenever possible. Examples of Universal Design are easily applicable to the Project and include, but are not limited to, the following: (1) clear and consistent wayfinding signage; (2) barriers in elevated areas; (3) low-grade or level slopes in the path; and (4) regular opportunities for seating, among others.

PROJECT READINESS

The Project will comply with all applicable Federal requirements including but not limited to ADA regulations and Title VI of the Civil Rights Act. A contingency amount of 10 percent of total project costs are included, which is appropriate for up to 30 percent design.

The City has successfully delivered numerous federal projects awarded through WisDOT including critical active transportation projects that must meet NEPA requirements and conform to standards. The City also has experience with being a USDOT direct recipient through the [Safe Streets for All Program](#). Staff in both the City’s Transportation and Engineering Departments have experience with the management and delivery of federal transportation projects and will work collaboratively to ensure the successful completion of this critical Project.

Assumptions of costs pertaining to [Table 1](#) above are illustrated below:

Cost Assumptions

- **NEPA Process** – From a relatively high-level view, SRF Consulting Group (herein referred to as the ‘Consultant’ on behalf of the City assumes 10 percent of \$1,000,000 per project mile when budgeting for the NEPA process. From past projects, the Consultant assumes \$170,000 for the completion of the Environmental Report; \$336,000 for design of the preferred alternative up to 30 percent; and 24 monthly City/Consultant progress meetings budgeted at \$1,700 each (for a total of \$40,800).
- **Public Meetings & Engagement** – In general, the Consultant assumes a unit price of \$4,000 per internal design meeting, \$6,000 per City Committee meeting, \$5,000 per focus group, \$12,000 per public meeting, and \$12,000 for conducting a community survey.

- **Bicycle Network Plan Report** - \$40,600 is budgeted toward compiling the report. This is assumed to take 180 staff hours, at a fully burdened staff wage rate of about \$156.25, as well as an additional 80 hours of senior staff review at a fully burdened staff wage rate of \$200.00.
- **Engagement Summary** - \$20,800 is budgeted toward compiling the findings of 41 meetings throughout the planning process. This is assumed to take roughly 111 hours, at a fully burdened staff wage rate of about \$156.25, as well as an additional 16 hours of senior staff review at a fully burdened staff wage rate of \$200.00.
- **Progress Reports** - \$11,600 is budgeted toward completing the Project's progress reports, which would include quarterly reports and a grant agreement over a period of about two years. This combination of activities is assumed to take 74 hours, at a fully burdened staff wage rate of \$156.25.

ADMINISTRATION PRIORITIES AND DEPARTMENTAL STRATEGIC PLAN GOALS

Safety



Figure 7. It is likely that crossing improvements will be a component of the Project, as many roads such as Troy Drive currently lack low-stress bike facilities.

pose safety challenges and developing countermeasures to make these intersections safe for users of the Network. The City intends to make use of appropriate proven safety countermeasures throughout the Network.

While this Project is only for planning and design purposes, one of the primary goals of the Northside Active Mobility Network is to improve safety for people walking and biking. The Project is intended to improve mobility while also ensuring that people have safe options. This will include analyzing options to ensure that preferred alignment for all segments of the Project provide the safest possible design including identifying potential crossings that

Climate Change & Sustainability

The Project will bring the Northside Active Mobility Network, which will provide a prime opportunity for modal shift in Madison’s north side, to a shovel-ready status, as demonstrated in [Criterion 6](#) of the Project Narrative. As a planning exercise, the Project includes funding for the entirety of the National Environmental Policy Act (NEPA) Process to ensure maximum possible avoidance of adverse environmental impacts to air and water quality, wetlands, and endangered species.

The [Wisconsin Emissions Reduction Roadmap](#) identifies ATIP as a key federal funding intersection for combating the disproportionately negative effects of Climate Change on disadvantaged communities. The Roadmap identifies “Transportation Access” as one of six metrics used to measure the impact of countermeasures to Climate Change regarding low-income and disadvantaged communities. The Project increases resident mobility, access to essential services, and economic opportunities, which will prove to be an effective response measure as the effects of Climate Change become more apparent.

Equity

One component of the Project is the completion of an Environmental Assessment, which will include an Environmental Justice Analysis of all potential alternatives to ensure the Northside Active Mobility Network will reduce transportation-related disparities, rather than exacerbate them. Public engagement will occur throughout the entirety of the planning process of the project, with public engagement opportunities **bolded in blue text**.

1. Monthly consultant meeting with City staff team throughout 24-month process
2. City data review and gathering of any additional data
3. Initial Alternatives development
4. Meeting with relevant partner agencies
5. Refinement of options for public engagement
6. Materials for City-managed website
7. **Public Meeting #1**
8. **Community Survey**
9. **Pop-up Engagement (Up to six events)**
10. **Youth Engagement Focused Meetings (Up to four meetings)**
11. **Equity Focus Groups (Up to Two)**
12. Additional meeting with relevant partner agencies
13. Development of Preferred Alternative
14. **Public Meeting #2**
15. **Business Engagement**
16. **Additional Equity Focus Groups (Up to Two)**
17. **Art/Design Engagement with Youth (Up to Four Instances)**
18. **Presentations at up to two City Committee meetings**
19. Engagement Summary prepared at conclusion of Project

The Project will achieve an effective synergy with the development of the North-South BRT Line – which will affordably and efficiently connect residents in the Project Area to good-paying jobs and other resources in Downtown Madison, the University of Wisconsin, south Madison, and the City of Fitchburg. As demonstrated in the [Merit Criteria](#), the Project is anticipated to improve multimodal safety, and lead to a reduction in emissions, aiding the national fight against Climate Change.

Workforce Development, Job Quality & Wealth Creation

The Project will create a pipeline of good-paying jobs incorporating strong labor standards by training existing and developing future workforce opportunities. This will be achieved through apprenticeship and internship programs offered through the City. The City offers a variety of [internships and training programs](#) that could be involved with this Project. The City offers internships for both high school and college students, and the Transportation Division has historically offered opportunities to work on walking and biking projects. The City also has an Infrastructure Training program where trainees learn the skills to have a career in Public Works. The workforce development program would also provide opportunities for historically underrepresented groups, in alignment with the goals of USDOT and the City of Madison.



Madison Bikes

Eleanor Conrad
President
Madison Bikes
madisonbikes.org

Jun 7, 2024

Federal Highway Administration
U.S. Department of Transportation
1200 New Jersey Avenue, SE.
Washington, DC 20590

To the Grant Review Committee,

I am writing on behalf of Madison Bikes to offer our strong support for the City of Madison Traffic Engineering's grant application for the Active Transportation Infrastructure Investment program for the planning and design of a project to create all ages and abilities active transportation routes from the north boundary of the City of Madison to the current path networks that lead to the downtown area.

Madison Bikes is a 501C3 volunteer-run non-profit organization with the mission to make Madison a city where anyone can ride a bicycle conveniently and comfortably to any place in the city and neighboring communities year round. Madison has been awarded the status of "Platinum Bicycle Friendly Community" by the League of American Bicyclists, but there is still a lot of work to do. Intersections and busy roads that leave people on bikes feeling exposed can make trips to work, shopping, school, or social events difficult or intimidating for many people who would like to have an alternative to driving. A major focus for us is closing the gaps in Madison's existing bicycle network, ensuring equitable access to high-quality bike infrastructure in all parts of the city.

Madison's north side is the location of many of these gaps in our city network. According to the [Dane County Bicycle Map](#), in addition to multiple private businesses, the north side grocery store, the library, and at least four schools are currently without all ages and abilities access routes. This is an area in desperate need of safe routes for pedestrians and cyclists.

The City's proposal to identify feasible routes, determine the one that is preferred by the north side community, and get the design in place for implementation will help to close many of the gaps in our city network and ensure that more people will be able to safely choose active transportation.

We are strongly supportive of the City of Madison's proposal and request for funding to make Madison a safer place for active transport.

Sincerely,

Eleanor Conrad
President
Madison Bikes
madisonbikes.org



June 13, 2024

Dear Grant Review Committee:

I am writing in support of the City of Madison's application to the Active Transportation Infrastructure Investment Program (ATIIP) to fund the planning and preliminary design of this project focused on improving connections on the north side of Madison. The need for an all ages and ability bicycle connection and pedestrian improvements is reflected in numerous neighborhood, City and regional plans and is a clear gap in access for a city that is recognized for being a Platinum Bicycle Friendly city and a Gold Walk Friendly city.

The proposed project to develop alternatives, undertake engagement, develop a preferred alternative and create preliminary design plans is necessary to provide the connections that are needed to ensure the north side has viable transportation options. This project will help fill a critical gap in the City's existing pedestrian and bikeway network, connecting many neighborhoods to jobs, schools, shopping and recreation. The project will act in synergy with ongoing work done by the City's Metro Transit to develop a north-south Bus Rapid Transit line and this project will include consideration of needed connections for people to the route. The project will also help to connect the north side of the city to Downtown Madison, an important connect for our organization.

The award of this grant will allow the City of Madison and its residents to conduct the critical planning and design for one of the most needed connections in the City's active transportation network. I offer my strong support for the award of this application. Please let me know if you have any questions. Thanks in advance and have a great day.

Sincerely,

A handwritten signature in black ink that reads "Jason Ilstrup". The signature is written in a cursive, flowing style.

Jason Ilstrup
President
Downtown Madison, Inc. (DMI)

Federal Highway Administration
U.S. Department of Transportation
1200 New Jersey Avenue, SE.
Washington, DC 20590

Dear Grant Review Committee:

I am writing in support of the City of Madison's application to the Active Transportation Infrastructure Investment Program (ATIIP) to fund the planning and preliminary design of this project focused on improving bicycle and pedestrian connections on the north side of Madison. The need for an all ages ability bicycle connection and pedestrian safety improvements is reflected in numerous neighborhood, City and regional plans and is a clear gap in access for a City that is recognized for being a Platinum Bicycle Friendly city and a Gold Walk Friendly city.

The proposed project to develop alternatives, undertake engagement, develop a preferred alternative, and create preliminary design plans is necessary to provide the needed connections to ensure the north side has viable transportation options. This project will help fill a critical gap in the City's existing pedestrian and bikeway network, connecting many neighborhoods to jobs, schools, shopping and recreation. The project will act in synergy with ongoing work done by the City's Metro Transit to develop a north-south Bus Rapid Transit line.

The award of this grant will allow the City of Madison and its residents to conduct the critical planning and design for one of the most needed connections in the City's active transportation network. I offer my strong support for the award of this application.

Sincerely,



Elsa Caetano
Executive Director
Kennedy Heights Community Center
199 Kennedy Heights
Madison, WI 53704



(608) 244-0767

www.khcommunitycenter.org

[Like Us on Facebook](#)

MARK POCAN

2ND DISTRICT, WISCONSIN

COMMITTEE ON APPROPRIATIONS

SENIOR WHIP



UNITED STATES
HOUSE OF REPRESENTATIVES

June 12, 2024

10 EAST DOTY STREET, SUITE 405

MADISON, WI 53703

(608) 258-9800

1026 LONGWORTH HOUSE OFFICE BUILDING

WASHINGTON, DC 20515

(202) 225-2906

POCAN.HOUSE.GOV

The Honorable Pete Buttigieg
Secretary of Transportation
U.S. Department of Transportation
1200 New Jersey Avenue SE
Washington, DC 20509

Dear Secretary Buttigieg,

I write to you on behalf of the City of Madison and its application to the U.S. Department of Transportation (DOT) Active Transportation Infrastructure Investment Program (ATIIP) funding opportunity. The Grant Opportunity ID Number is 693JJ324NF00012.

The City of Madison recently adopted the Lake Monona Waterfront master plan, setting a new vision for one of the city's primary transportation corridors. The planning area serves as a central connection for cyclists and pedestrians, and it provides access to Madison's downtown, west, east, and southside communities. The first implementation phase includes path and lakeshore improvements to create a compelling, environmentally focused waterfront experience.

I understand this effort will encourage greater use of active multi-modal transportation within the city. The proposed path improvements include boardwalks, scenic overlooks, and access piers to draw path users along the shore. By providing attractive path connections, the city seeks to reduce dependence on fossil fuels and lower greenhouse gas emissions. The project is also focused on enhancing the native waterfront and aquatic habitats. The shoreline improvements will support natural ecosystems through biodiversity and habitat restoration for greater climate resiliency. I am supportive of this and other efforts that enable Wisconsin communities to provide safe and efficient multi-modal transportation. This innovative project will reimagine the Lake Monona waterfront corridor and improve connective pathways for residents.

I respectfully request that this application receive full and fair consideration for a funding award from the Department of Transportation. Please keep Ms. Audra Cohen-Plata in my Madison office updated on the progress of this application. She may be reached at (608) 258-9800 or Audra.Cohen-Plata@mail.house.gov. Thank you for your time and attention to this matter.

Sincerely,

A handwritten signature in blue ink, appearing to read 'Mark Pocan', with a stylized flourish at the end.

Mark Pocan
Member of Congress

willy street co-op

June 13, 2024

Federal Highway Administration
U.S. Department of Transportation
1200 New Jersey Avenue, SE.
Washington, DC 20590

Dear Grant Review Committee,

I am writing in support of the City of Madison's application to the Active Transportation Infrastructure Investment Program (ATIIP) to fund the planning and preliminary design of this project focused on improving bicycle and pedestrian connections on the north side of Madison.

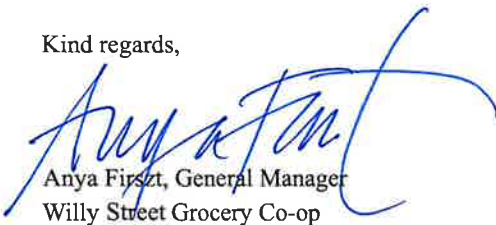
The need for an all ages ability bicycle connection and pedestrian safety improvements is reflected in numerous neighborhood, City and regional plans, and is a clear gap in access for a City that is recognized for being both a Platinum-level Bicycle Friendly and a Gold-level Walk Friendly city.

The proposed project to develop alternatives, undertake engagement, develop a preferred alternative, and create preliminary design plans is necessary to provide the needed connections to ensure the north side of Madison has viable transportation options. This project will help fill a critical gap in the City's existing pedestrian and bikeway network, connecting neighborhoods to jobs, schools, shopping, and recreation. The project will act in synergy with ongoing work done by the City's Metro Transit to develop a north-south Bus Rapid Transit line.

The award of this grant will allow the City of Madison with its residents to conduct the critical planning and design for one of the most needed connections in the City's active transportation network.

On behalf of the Willy Street Co-op, I offer my support for the award of this application.

Kind regards,



Anya Firsz, General Manager
Willy Street Grocery Co-op

Business Offices: 1457 E. Washington Ave., Madison, WI 53703  www.willystreet.coop



Northside Planning Council



Dear Grant Review Committee:

June 12, 2024

I can't overstate how beneficial this proposed grant project would be for the many thousands of residents who live on the Northside of Madison. Our nonprofit is intimately connected to the Northside of Madison since our inception in 1993 and our stated mission is to "improve the quality of life and foster equity on the Northside of Madison through community organizing and economic development."

We are proud of the Northside and the many assets, resources, and projects we have been part of catalyzing, facilitating and/or supporting but there is still a critical need for bicycle transportation improvements in this often-underserved part of the city.

Therefore, I am writing in strong support of the City of Madison's application to the Active Transportation Infrastructure Investment Program (ATIIP) to fund the planning and preliminary design of this project focused on improving connections on the north side of Madison. The need for an all-ages and ability bicycle connection and pedestrian improvements is reflected in numerous neighborhood, City and regional plans and is a clear gap in access for a city that is recognized for being a Platinum Bicycle Friendly city and a Gold Walk Friendly city.

The proposed project to undertake engagement, develop a preferred alternative and create preliminary design plans is necessary to provide the connections that are needed to ensure the north side has viable transportation options. This project will help fill a critical gap in the City's existing pedestrian and bikeway network, connecting many neighborhoods to jobs, schools, shopping, and recreation. The project will act in synergy with ongoing work done by the City's Metro Transit to develop a north-south Bus Rapid Transit line and this project will include consideration of needed connections for people to the route.

The award of this grant will allow the City of Madison and its residents to conduct the critical planning and design for one of the most needed connections in the City's active transportation network. I offer my strong support for the award of this application.

I welcome any opportunity to provide further insights or rationale for why this investment would be so valuable to improving the quality of life and fostering equity for tens of thousands of Northside residents. Thanks for your time and consideration of this project.

Justin Markofski

~Justin Markofski | Executive Director | 608.444.6640 | director@northsideplanningcouncil.org





Federal Highway Administration
U.S. Department of Transportation
1200 New Jersey Avenue, SE.
Washington, DC 20590

Dear Grant Review Committee:

We are writing in support of the City of Madison's application to the Active Transportation Infrastructure Investment Program (ATIIP). This will fund the planning and preliminary design of this project which is focused on improving bicycle and pedestrian connections on Madison's north side.

The proposed project to study alternatives, seek public engagement and feedback, and create preliminary design plans is necessary to provide the needed connections so that the north side has viable transportation options in the future.

This will increase biking access for many residents of Madison, a city which is recognized for being a Platinum Bicycle Friendly city and a Gold Walk Friendly city.

It will fill a critical gap in Madison's current pedestrian and bikeway network, connecting diverse north side neighborhoods to jobs, schools, shopping and recreational opportunities.

The north side of is often the last part of Madison to have its public transportation needs met and this type of planning is very important to many people of all backgrounds and abilities.

There's a need to offer more bicycle connections and pedestrian safety improvements to help connect Madison's north side to other established bike trails and routes.

We offer our strong support for the award of this application.

Brentwood Village Residents

David Meyer
Jane Allen-Jauch
Bobby Borman
Mary Lacy
Michael Shinnars
Barbara Weitz