

APPENDIX F

Indirect and Cumulative Impacts Pre-Screening Worksheet

- Would the project potentially conflict with plans in the project area? (e.g., capacity expansion in areas in which agricultural preservation is important to local government(s)?)

The project does not conflict with other plans in the project area. The proposed action is consistent with local and county plans.

The Northeast Area Plan began in January 2023. Throughout the US 51 North Study, and throughout the development of the Northeast Area Plan, the project teams have shared information, attended each other's events, and conducted joint presentations at Public Involvement Meetings on December 18-19, 2023, (virtual on December 19), and April 18, 2024. This coordination assures equitable and inclusive public participation and additional opportunities for public and stakeholder comment and consistency with concepts and alternatives presented in both plans.

Although the project will not conflict with other plans in the project area it is important to continually follow the progress of and coordinate with adjacent WisDOT studies. There are two ongoing studies that impact the US 51 North Study. These studies include:

- US 51 (Stoughton Road) South Study (Voges Road in McFarland to WIS 30 in Madison)
- I-39/90/94 Corridor Study (US 12/18 Madison to US 12/WIS 16 Wisconsin Dells)

Additionally, there are several planning documents, including regional plans, neighborhood development plans, and special area plans, that have been reviewed to maintain consistency and document planned improvements in and around the US 51 North Study area. These documents include the following:

- Madison Metropolitan Area and Dane County 2023-2027 Transportation Improvement Program.
- City of Madison Comprehensive Plan
- Connect Greater Madison – Regional Transportation Plan 2050 (2022)
- Vision Zero Madison Action Plan 2020-2035
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- City of Madison – Passenger Rail Station Study (2024 in development)
- Northeast Area Plan (2024 in development)
- Hawthorne-Truax Neighborhood Plan (2023)
- Hanson Road Neighborhood Plan (2021)
- Greater East Town Area Plan (2022)

The City of Madison desires to make the US 51 corridor more pedestrian friendly and has incorporated multimodal design elements in the plans above. The US 51 North Study complies with this vision. Elements are summarized below.

The shared-use path would begin at the southern end of the study corridor where it would connect to a new bicycle and pedestrian bridge that would be constructed over US 51 just south of the WIS 30 interchange. The bicycle and pedestrian bridge would connect to the city of Madison's Marsh View Path on the west side of US 51 providing connectivity into the

US 51 and US 151 (East Washington Avenue)

The US 51 and US 151 (East Washington Avenue) intersection will remain an at-grade signalized intersection, but with improvements. The recommended existing condition improved alternative will expand the existing intersection footprint to provide additional lanes, which would improve traffic operations, and pedestrian refuge islands, which will improve pedestrian accommodation from the existing condition. This alternative also addresses a geometrically deficient skew of the intersection by realigning the roadway to improve sight distance and signal head visibility.

Impacts of this recommended alternative include a side road closure of the North Stoughton Service Road, three business relocations, 13 potential driveway closures, and potential right-of-way acquisitions at three locations (3 acres) which will result in 3 commercial property acquisitions to construct the transportation facility.

US 51 – Pierstorff Street to Rieder Road Realignment

US 51 will be realigned to address geometric deficiencies (S-Curves) between Pierstorff Street and Rieder Road. Leo Circle will also be shifted to the east, but access would be retained to the two residences in this location.

No additional thru travel lanes or bypass alternatives are proposed.

2. Project Purpose and Need

Does the project purpose and need include:

- Economic development –in part or full (i.e. improved access to a planned industrial park, new interchange for a new warehouse operation.

Economic development is not identified in the project purpose and need of the study. Access and intersection improvements are included as part of the alternatives. Protected turn lanes and acceleration lanes are proposed. However, large scale development will not be spurred by or dependent on the proposed action.

3. Project Type

- What is the project document “type”?
- EIS project – a detailed indirect effects analysis is warranted.
- Many EAs will require a detailed indirect effects analysis however, it also depends on the project design concepts and other factors noted here.
- If a Categorical Exclusion applies, a detailed assessment is not generally warranted, however documentation must be provided that addresses this determination including basic sheet information.

The proposed action is being documented with an Environmental Assessment (EA).

4. Facility Function

What is the primary function of the existing facility? What is the proposed facility?

- Urban arterial
- Rural arterial

US 51 (Stoughton Road) is an Urban Principal Arterial in the Greater Madison MPO Roadway Functional Classification System – Dane County (2023).

US 51 is a primary north-south facility on the east side of Madison, providing access to numerous industrial, residential, commercial business developments, schools, medical facilities, and recreational areas. US 51 is a National Highway System (NHS) route. The number of lanes on US 51 varies throughout the corridor. There are three lanes in each direction from WIS 30 to US 151/East Washington Avenue, two lanes northbound and three lanes southbound from US 151/East Washington Avenue to Anderson Street, and two lanes in each direction from Anderson Street to I-39/90/94.

Speed limits range between 35 mph and 55 mph. Between US 151/East Washington Avenue and Anderson Street (0.3 miles), the speed limit is 35 mph. Between Rieder Road and Hoepker Road (2 miles), the speed limit is 55 mph. Everywhere else along the corridor (2.9 miles), has a 45-mph speed limit. Land use transitions from industrial uses north of Hanson Road to a more urbanized commercial corridor south of Pierstorff Street. Interchanges are located at both ends of the project, WIS 30 to the south and I-39/90/94 to the north. There are 14 at-grade intersections on US 51 in the study area, including the WIS 30 ramp terminals.

The proposed facility would retain the function of the existing facility. No additional through lanes of traffic are proposed throughout the corridor.

5. Project Location (Location can be a combination.)

- Urban (within a Metropolitan Planning Area)
- Suburban (part of larger metropolitan/regional area, may or may not be part of a metropolitan planning area)
- Small community (population under 5000)
- Rural with scattered development
- Rural, primarily farming/agricultural area

The project location is defined as Urban (within the Greater Madison MPO). US 51 (Stoughton Road) is a vital north/south principal arterial connecting the city of Madison and town of Burke within the study area. This 5.5-mile section is part of a larger US 51 highway that extends through eleven Wisconsin counties and stretches over 316 miles within Wisconsin from the city of Beloit (south) to city of Hurley (north). US 51 is a National Highway System (NHS) route.

6. Improved travel times to an area or region

- Will the proposed project provide an improvement of 5 or more minutes? (Based on research, improvements in travel time can impact the attractiveness of an area for new development.)

The proposed action would result in travel time reliability improvements, especially in the AM and PM peak hour. However, these improvements are not anticipated to improve traffic operations by five or more minutes during these times or for the non-peak hours.

The proposed project would not increase the overall roadway capacity of US 51. The project improves operations at the intersections by optimizing geometric conditions and signal timing, resulting in decreased vehicular delay for many movements at many intersections along the corridor. Though despite these intersection capacity improvements, project implementation would not result in an overall travel time improvement of five minutes or greater.

7. Land Use and Planning

- What are the existing land use types in project area?

The existing land use surrounding the US 51 North Study corridor includes a mix of commercial, industrial, institutional/governmental, transportation (Dane County Regional Airport), open space and agricultural parcels. Residential homesites back up near but are not directly adjacent to US 51 (see Figure 1: Existing Land Use – Northeast Area Plan).

- What do the local plans, neighborhood plans, and regional plans, indicate for future changes in land use?

Future land uses identified in the Northeast Area Plan call for more mixed-use development north of East Washington Avenue, low-medium residential within neighborhoods, and commercial and employment at County CV and US 51 (see Figure 2: Future Land Use – Northeast Area Plan).

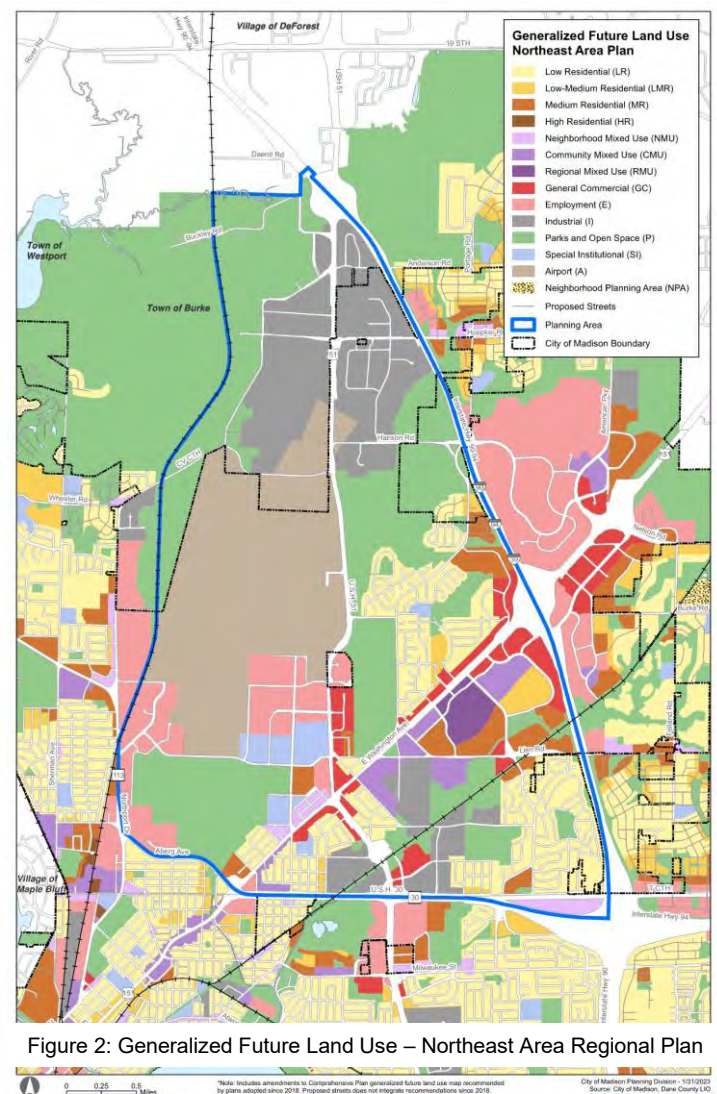
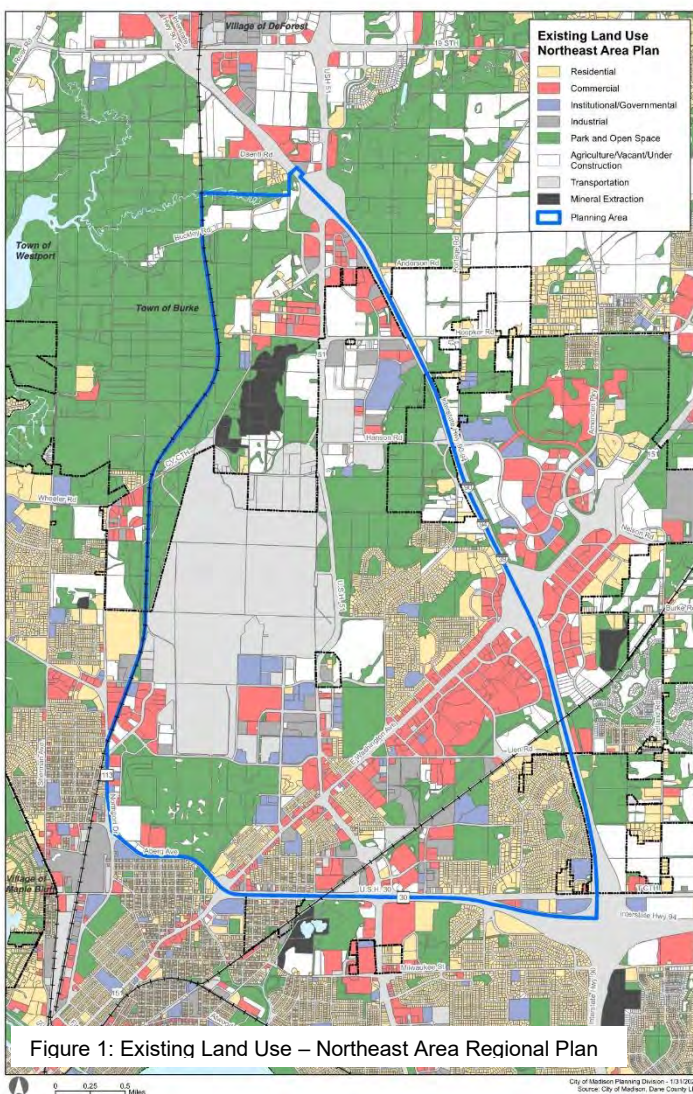


Figure 3: Former Neighborhood Plans Superseded by the Northeast Area Plan

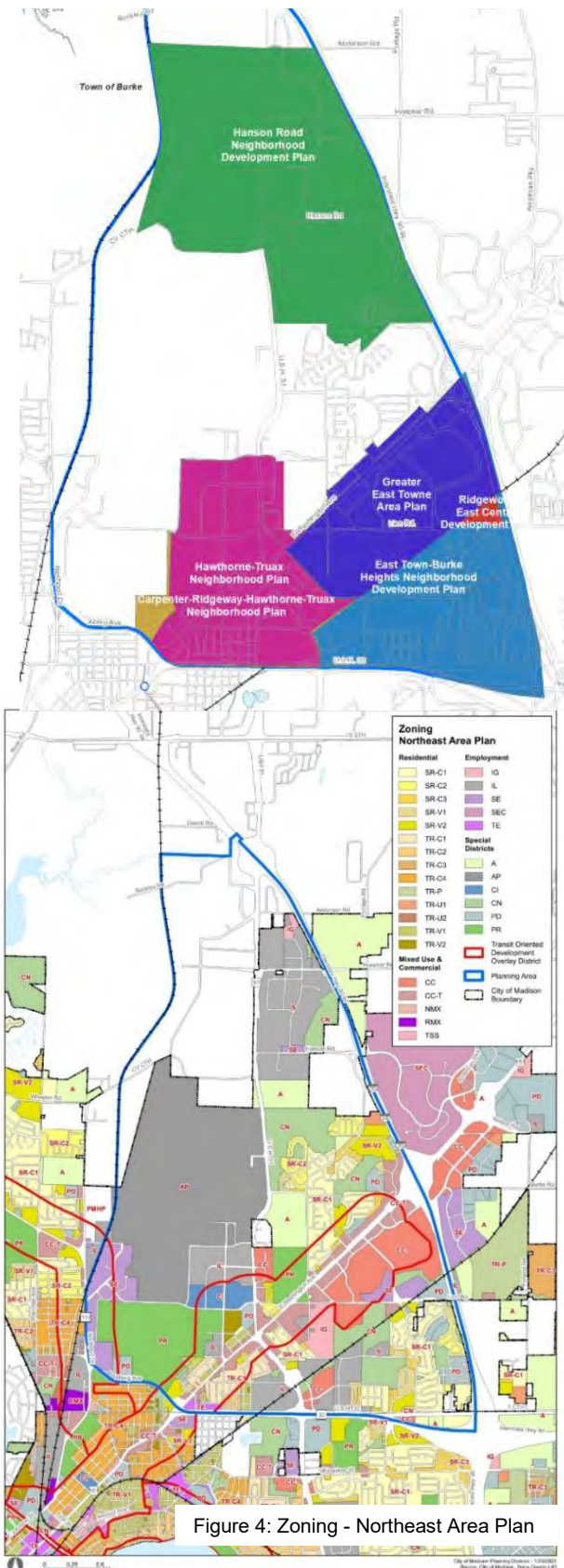


Figure 4: Zoning - Northeast Area Plan

Former neighborhood plans for Hanson Road Neighborhood Development Plan, Hawthorne-Truax Neighborhood Plan, Carpenter-Ridgeway Neighborhood Plan, Greater East Towne Area Plan, East-Town Burke Heights Neighborhood Plans have now been archived with the adoption of the Northeast Area Plan. See Figure 3: Former Neighborhood Plans Superseded by the Northeast Area Plan.

- What types of permitted uses are indicated in the local zoning?

Permitted uses indicate fourteen residential categories, five mixed-use and commercial classifications, and five permitted employment categories within the boundaries of the Northeast Area Plan. Six special districts are also identified. See Figure 4: Zoning – Northeast Area Plan.

Residential Districts (14)

- SR-C1 Suburban Residential - Consistent 1
- SR-C2 Suburban Residential - Consistent 2
- SR-C3 Suburban Residential - Consistent 3
- SR-V1 Suburban Residential - Varied 1
- SR-V2 Suburban Residential - Varied 2
- TR-C1 Traditional Residential - Consistent 1
- TR-C2 Traditional Residential - Consistent 2
- TR-C3 Traditional Residential - Consistent 3
- TR-C4 Traditional Residential - Consistent 4
- TR-P Traditional Residential - Planned
- TR-U1 Traditional Residential - Urban 1
- TR-U2 Traditional Residential - Urban 2
- TR-V1 Traditional Residential - Varied 1
- TR-V2 Traditional Residential - Varied 2

Mixed-Use and Commercial Districts (5)

- CC Commercial Center
- CC-T Commercial Corridor
- NMX Neighborhood Mixed-Use
- RMX Regional Mixed-Use
- TSS Traditional Shopping Street

Employment Districts (5)

- IG Industrial – General
- IL Industrial – Limited
- SE Suburban Employment
- SEC Suburban Employment Center
- TE Traditional Employment

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city of Madison's Marsh View Path on the west side of US 51 providing connectivity into the existing network and to the new 10-foot shared-use path that would be constructed on the east side of US 51. From the bicycle and pedestrian bridge just south of WIS 30, the path would continue north to US 151. At US 151, a second bicycle and pedestrian bridge would be constructed on the east side of the intersection.

The path would then continue north to Kinsman Boulevard before transitioning to on-street bicycle accommodations. This section would have 5-foot paved shoulders with no marked bicycle lanes. North of Pierstorff Street to Hoepker Road an 8-foot paved shoulder would provide bicycle accommodations. A shared-use path would also be constructed from Hoepker Road through the County CV/Anderson Road intersection on the east side of US 51 where it would connect to a shared-use path proposed as part of the I-39/90/94 Corridor Study.

In addition to the shared-use path, dedicated crosswalks would be provided for all four legs at the following US 51 intersections:

- Commercial Avenue/Lexington Avenue
- US 151
- Anderson Street
- Kinsman Boulevard
- Hoepker Road
- County CV (crosswalk on east leg only for shared-use path)

8. Population/Demographic Changes

- Have the population changes over past 5, 10 and 20 years been high, medium, low growth rate vs. state average over same period? (i.e. USDA defines high growth in rural areas as greater than annual population growth of 1.4 %.)

The proposed action lies within the city of Madison and the town of Burke. The growth rate in the town of Burke has been consistently lower than that of the State of Wisconsin as a whole and experienced a decline using the 5-Year and 10-Year datasets (as shown in Table 1: Project Area Growth Rates, 2000-2022). The growth rate in the town of Burke can be considered medium growth rate. The growth rate in the city of Madison has always greatly exceeded the State's growth rate using 5-Year, 10-Year, and 20-Year datasets. The growth rate in the city of Madison is high.

Table 1: Project Area Growth Rates, 2000-2022

| | 5-Year Growth Rate <i>(2017-2022 5-Year ACS Estimates)</i> | 10-Year Growth Rate <i>(2010-2020 Decennial Censuses)</i> | 20-Year Growth Rate <i>(2000-2020 Decennial Censuses)</i> |
|------------------|--|---|---|
| C Madison | 7.9% | 15.7% | 29.7% |
| T Burke | -3.9% | -0.6% | 9.2% |
| Wisconsin | 1.5% | 3.6% | 9.9% |

- What are the projections for the future for population? (Use Wisconsin DOA projections.)

Wisconsin Department of Administration (WDOA) has not provided an updated population projection at the municipal level since the Vintage 2013 dataset. These projections are outlined in Table 2: Household Projections for Wisconsin Minor Civil Divisions, 2010-2040.

Table 2: Household Projections for Wisconsin Minor Civil Divisions, 2010-2040

| Household Projections for Wisconsin Minor Civil Divisions: 2010 - 2040 | | | | | | | | | | | | |
|--|---------------|-----------------|-----------------|-------|-------------|----------------------|-----------------|-----------------|-----------------|-----------------|-----------------|-----------------|
| vintage 2013 | | | | | | Household Population | | | | | | |
| DOA Code | Census CoCode | Census MuniCode | MCD Type & Name | Split | County Name | 2010 Census | 2015 Projection | 2020 Projection | 2025 Projection | 2030 Projection | 2035 Projection | 2040 Projection |
| 13014 | 025 | 11150 | T Burke | | Dane | 3,237 | 3,314 | 3,448 | 3,575 | 3,687 | 3,758 | 3,814 |
| 13251 | 025 | 48000 | C Madison | | Dane | 222,469 | 230,639 | 240,554 | 249,910 | 257,978 | 263,107 | 266,989 |

Between 2025 and 2035, the town of Burke is expected to grow at a rate of 18.3 residents per year, from a projected population of 3,575 (2025) to 3,758 (2035). This equates to a growth rate of approximately 0.5 percent. The town of Burke will be annexed to the village of DeForest, city of Madison, and city of Sun Prairie in 2036, and the population growth shown between 2035 and 2040 in the town will be distributed among these three municipalities.

Recent [2023 DOA population estimates](#) indicate that the city of Madison is experiencing much faster growth since the 2013 dataset was published and determined that the city of Madison's population grew by 2.8 percent (7,773 residents) from 279,012 (2022) to 286,785 (2023).

Between 2025 and 2040, the city of Madison is expected to grow at a rate of 1,139 residents per year, from a projected population of 249,910 (2025) to 266,989 (2040). This equates to a growth rate of approximately 0.5 percent.

- Have there been considerable changes for population demographics and employment over the past 10 – 20 or more years?

The proposed action lies within the city of Madison and the town of Burke. As shown in Table 3: Project Area Demographic Growth Rate, 2000-2022, the growth rate of minority populations in the city of Madison has consistently exceeded the State's growth rate. The town of Burke exceeded the State's growth rate of minority populations for the 10- and 20-year timeframes. The city of Madison has consistently exceeded the growth rate of below poverty level population. Information about below poverty level populations is not available for the town of Burke due to the unavailability of data for any municipalities with populations under 65,000 people.

Table 3: Project Area Demographic Growth Rate, 2000-2022

| | Population Demographic % | 5-Year Growth Rate (2017-2022 5-Year ACS Estimates) | 10-Year Growth Rate (2010-2020 Decennial Censuses) | 20-Year Growth Rate (2000-2020 Decennial Censuses) |
|------------------|--------------------------|---|--|--|
| C Madison | Minority | 5.2% | 11.3% | 22.2% |
| | Below poverty level* | -0.4% | -7.1% | 35.3% |
| T Burke | Minority | -5.6% | 5.8% | 12.7% |
| | Below poverty level** | -- | -- | -- |
| Wisconsin | Minority | 2.3% | 5.5% | 10.8% |
| | Below poverty level | -3.5% | -15.1% | 25.5% |

* 2000 Decennial Census; 2010 ACS 1-Year Estimates S1701; and 2017, 2020, and 2022 ACS 5-Year Estimates S1701

** Town of Burke Excluded as 1 Year ACS is unavailable for geographies under 65,000 in population.

As illustrated in Table 4: Total Jobs in Project's Area of Potential Effect (APE), 2005-2020, the total number of observed jobs available increased from 2005 to 2015. In 2020 the total number of jobs decreased; this is in keeping with the COVID-19 pandemic's effect on the regional economy.

Table 4: Total Jobs in Project's Area of Potential Effect (APE), 2005-2020

| | 2005 | 2010 | 2015 | 2020 |
|-------------------|-------|-------|-------|-------|
| Total Jobs | 4,023 | 4,090 | 4,969 | 4,810 |

Data from the U.S. Census Bureau, LEHD "OnTheMap"

9. Rate of Urbanization

- Does the project study area contain proposed new developments?

Figure 5: Generalized Future Land Use at Hoepker Road and Anderson Road



The Northeast Area Plan's generalized future land use maps display locations within the project area that are expected to develop. This includes additional industrial infill development and employment and general commercial development occurring on the north end of the project corridor near Anderson Road and around the Hoepker Road area west of US 51.

- What are the main changes in developed area vs. undeveloped areas over the past 5, 10 and 20 years?

Significant industrial infill occurred on the east side of US 51 within the last ten years between Anderson Road and Hanson Road. Most of the corridor was developed prior to 2000.

- Have there been significant conversions of agricultural land uses to other land use types, such as residential or industrial?

Historical imagery between 1985 and 2024 was reviewed to determine significant conversions of agricultural land to other land uses.

The US 51 corridor between WIS 30 and Hanson Road began to experience land conversions from agricultural use to industrial between 2000-2004. Between Hanson Road and County CV on the east side of US 51, industrial development and infill has been ongoing over the last 20 years with more significant build out conditions occurring since 2017. Today, industrial development has reached build-out conditions in this area except for an agricultural parcel at the northeast quadrant of US 51 and Hanson Road (currently owned by Dane County Regional Airport).

The Northeast Area plan generalized future land use map identifies industrial infill, general commercial, and employment redevelopment opportunities in the future west of US 51. These opportunities will convert current uses and not agricultural land uses unless the

current solar farm parcel is redeveloped to industrial.

Currently, west of US 51 and north of County CV, there is approximately 27 acres of agricultural land that is identified to be redeveloped into employment. This is part of a larger parcel of land (30.4 acres) that currently has a residential homesite on it.

10. Public, State and/or Federal Agency Concerns

- Have local officials, federal and/or state agencies, property owners, stakeholders or others raised concerns related to potential indirect effects from the project? (e.g., land use changes, “sprawl”, increase traffic, loss of farmland, etc.)

Monthly meetings began in June 2022 and to date, over two dozen design specific meetings have occurred and will occur until study completion. Representatives from Federal Highway Administration, and the city of Madison have participated in and provided feedback at the concept and alternative development stages throughout the study. Three committees, including a Citizens Advisory Committee (CAC), Technical Advisory Committee (TAC), and Local Officials Advisory Committee (LOAC) also provided input opportunities throughout the process.

The CAC gives the WisDOT team an avenue to share study information and obtain feedback from businesses along the corridor. This committee provided a setting for members to provide feedback about the study’s communications approach, design needs, corridor issues, and environmental concerns and needs. The CAC is comprised of numerous agencies, residents, local officials, businesses representatives. These included FHWA, Greater Madison Chamber of Commerce, Madison Black Chamber of Commerce, Wisconsin Latino Chamber of Commerce, Wisconsin Clean Cities, Madison Area Technical College, Neighborhood Associations, and numerous businesses located in and around the US 51 corridor. Four meetings were held at various points throughout the project.

- October 5, 2022 – 10 attendees signed in
- May 31, 2023 – 16 attendees signed in
- September 13, 2023 – 9 attendees signed in
- April 3, 2024 – 13 attendees signed in

This TAC provides technical input on study aspects including needs, alternatives development and screening, and any information specific to the jurisdictions that members represent. The TAC is comprised of local representatives from FHWA, Capital Area Regional Planning Commission (CARPC), Greater Madison MPO, Dane County, City of Madison, Village of DeForest, Towns of Blooming Grove and Burke, Dane County Regional Airport, and Wisconsin Department of Natural Resources (WDNR) Four meetings were held at various points throughout the project.

- September 29, 2022 – 8 attendees signed in
- May 24, 2023 – 14 attendees signed in (joint meeting with LOAC)
- September 12, 2023 – 24 attendees signed in (joint meeting with LOAC)
- April 3, 2024 – 26 attendees signed in (joint meeting with LOAC)

The LOAC provides an opportunity for local leadership input on study aspects, including the need for the study, alternatives development and environmental impacts and benefits. The committee also provides valuable information about the study that local officials can share with their constituents and stakeholders.

The LOAC is comprised of Local and elected officials from the state, tribes, counties, cities, villages, other municipalities, and government agencies within the corridor. Four meetings were held at various points throughout the project.

- September 27, 2022 – 30 attendees
- May 24, 2023 – 14 attendees (joint meeting with TAC)
- September 12, 2023 – 24 attendees signed in (joint meeting with TAC)
- April 3, 2024 – 26 attendees signed in (joint meeting with TAC)

The project team has been in constant and consistent coordination with the city of Madison through design meetings over the past two years. In lockstep with the development of the Northeast Area Plan, the US 51 North Study team has considered and incorporated feedback from the public and stakeholders and were developed with the city of Madison's goals in mind.

Three PIMs were held to share relevant project information with stakeholders and the public. Events were designed to solicit feedback and encourage the public to be part of the planning and design of the project.

Through these events, there have been no known concerns related to indirect effects from the project. The Northeast Area Plan (neighborhood plan and future land use maps) will serve as a guide for future development.

11. Conclusion

Identify whether or not the results of this prescreening of potential indirect effects indicates a detailed indirect effects analysis is required.

a. No – Through screening analysis using WisDOT's pre-screening for indirect effects procedure and FDM guidance on indirect effects, it is concluded that the factors of the project, its location and other conditions do not warrant further detailed analysis of the potential for indirect effects. The project design does not include additional thru travel lanes (expansion), bypass alternatives, and will not improve traffic operations by more than five minutes. The project will not have the likelihood to result in *significant* indirect effects as defined by NEPA. This conclusion was based on the evaluation of [the preceding](#) 10 pre-screening factors including project design concepts and scope; project purpose and need; project type; facility function (current and planned); project location; improved travel times to an area; local land use and planning considerations; population and demographic considerations; rate of urbanization; and public/agency concerns. Therefore, further evaluation of indirect effects in a detailed analysis is not warranted. If changes are made to the project design and alternatives, this screening will be re-examined for sufficiency.

Documenting Prescreening

The results of prescreening require documentation both in the project file and within the document itself. In the documentation, it is important to include various data sources used and summarize the rationale for determining level of analysis required.

Some projects, especially EAs may need additional analysis, but will not reach the level required in an EIS project. The analysis should be catered to the level of project indirect impacts anticipated.

If the Study Team is uncertain what level of analysis the project will need or if the results

of the screening are appropriate, the Study Team should not make an assumption. Contact the region environmental coordinator for more assistance.