

Volume 2:

Goals, Policies & Actions

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Mobility & Transportation Systems



ISSUES & OPPORTUNITIES



Well-planned mobility and transportation systems play an important role in achieving an efficient, safe and high quality urban environment in Sun Prairie.

The characteristics of the City's mobility and transportation systems are described in Volume 1 of this Plan. It is critical to strategically plan for the long-range improvement of the design, construction and maintenance of these systems to promote logical and efficient community development, foster economic development, and encourage safe and efficient movement of vehicular and non-vehicular traffic.

The goals, policies and actions in this chapter are based on input from the public, City staff and various City committees and elected officials. The chapter begins with a summary of critical issues and opportunities. Several of the policies and actions are bolded to signify high priority.

The planning process includes a review of data that describe current conditions related to mobility and transportation systems (See Volume 1) and the many forms of input from stakeholders throughout the community. The following issues and opportunities stand out as most relevant to the goals, policies and actions in this chapter.

Public Transportation



Transportation and public transit services have been prominent topics of discussion in the City for the past few years. A Transportation Summit in August 2016 led to the creation of the Ad-Hoc Committee on Transportation and a report issued in 2017 that emphasized the need for public bus service. The final question in the 2018 Community Survey asked people what other improvements they desired that were not addressed in the survey. The most common answer, by far, was bus service to Sun Prairie.

This topic also came up frequently as a need within focus group discussions. Bus service between Sun Prairie and the City of Madison will begin in 2019 with the implementation of an express route during peak AM and PM commuting hours between two locations in Sun Prairie and downtown Madison. There has also been public interest in improving the City's ride-share taxi service, including more responsive pickups and service to more places, such as DeForest.

Bicycle & Pedestrian Facilities



The City has pieces of a strong walking and biking network, including sidewalks on most streets constructed or reconstructed since 2005 and about 36 miles of paved, off-street paths. However, there are still many gaps in this network and residents have identified the closing of those gaps as a high priority for the City. According to the 2018 community survey, "bicycle/pedestrian facilities" was the second most common selection for increased tax dollar spending (43%) among a list of 17 options.

HISTORY OF THE SIDEWALK POLICY

The City previously adopted sidewalk policies by resolution in 1999 and 2003, and as part of the Comprehensive Plan in 2009. The 2003 and 2009 policies included commitments to codify the same language into City ordinance, but that did not occur.

The sidewalk policy has been noncontroversial when applied to new development, resulting in sidewalks on both sides of all new streets. The requirement to install sidewalks on both sides of all reconstructed streets has sometimes been opposed by residential property owners. Exemptions have been approved in certain cases, either at staff recommendation due to unusual conditions (typically steep slopes and driveways), or as a Council decision in response to property owner objections.

When asked about a list of 22 possible neighborhood recreation improvements, survey respondents identified “off-road walking/biking trails” as the highest priority. The City’s biking network includes very little on-street infrastructure such as marked bike lanes, route signage or bike detection at signalized intersections. This shortcoming came up during focus group discussions, and the need for a policy on roadway design (including marked bike lanes) was noted in the 2017 Final Report from the Ad-Hoc Steering Committee on Transportation. In the community survey, 60% of respondents said they would feel safe using a marked bike lane on local streets, but only 30% said the same about busy streets, with a strong preference for off-street paths if along a busy street.

Regarding sidewalks, a strong majority of survey respondents supported installing sidewalks when reconstructing existing streets, both on collector streets (72% support) and local streets (55%). The City has been requiring sidewalks on both sides of all streets, including new streets and as part of reconstruction projects where sidewalks are missing, relying on a detailed policy in the comprehensive plan. However, enforcement of this policy has been inconsistent, resulting in annual controversy as property owners seek and sometimes receive waivers to this requirement. City staff and elected officials have noted a desire for greater predictability and less friction around this process, and the 2017 Final Report from the Ad-Hoc Steering Committee on Transportation calls for formal codification of the policy.

VOICES FROM THE COMMUNITY

Intersections

Stakeholder interviews revealed that residents have safety concerns at the following intersections:

- Hoepker/Prairie Lakes
- W. Main/Rickel
- WIS 19/Westmount

Sidewalks

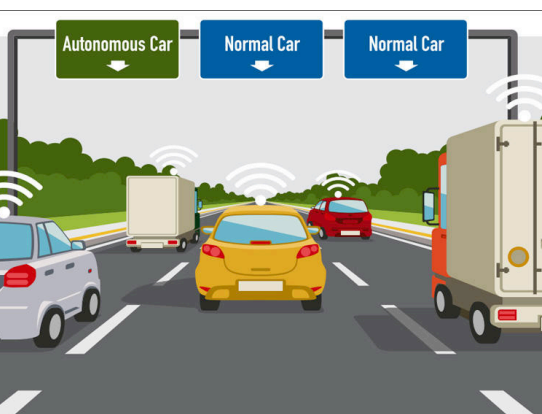
The 2018 Community Survey asked people if the City should require the installation of sidewalks when reconstructing public streets. Seventy-two percent (72%) of survey respondents said they should be required when reconstructing residential collector streets and 55% said they should be required when reconstructing local residential streets. Only 25% of respondents said sidewalks should be required when reconstructing cul-de-sac streets.

WHAT IS AN AUTONOMOUS VEHICLE?

An autonomous vehicle is one that can drive itself and does not require a human driver to take control to safely operate it. This is accomplished through lidar, which uses laser beams to generate a 360-degree image of a car's surrounding. Autonomous cars are also equipped with radar sensors to measure distance; cameras to detect objects, lights and signs; and computers to analyze data from all of these sensors.



Electric Bike



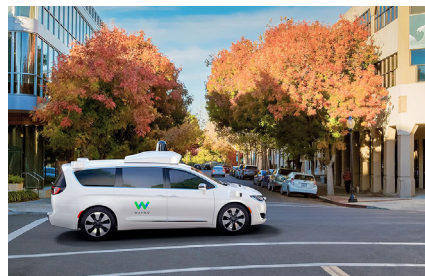
Dedicated Lane for Autonomous Cars

Traffic Congestion



The City has more than doubled in population in the past 30 years, as part of a strong growth trend throughout the region. Though the city has good access to a high-quality, high-capacity freeway system, the growth has stressed and congested certain routes and intersections within Sun Prairie. Residents have shared concerns about traffic in the community survey and in focus groups and public open houses. Primary areas of concern are the City's most prominent retail destinations: Prairie Lakes and Downtown, especially during peak travel times. A related issue is the limitations of the city's east/west travel routes – WIS 19 isn't the only way to get in, out or through the City, but from many parts of the City there are few alternatives. The City has recently engaged WisDOT in a conversation about changing where the WIS 19 route connects from Windsor St. to Main St. Focus group participants noted a desire to find an alternate route for trucks that would somehow bypass the downtown.

Shifting Transportation Technology



All communities are beginning to wrestle with the impacts of changes in technology that may change how people travel. One change that is already occurring is the growth of electric motor-assisted devices such as bikes, scooters and skateboards. These devices expand the range and speed of travel for users, but they also present a regulatory challenge – where can they be safely used? The other, more significant change on the way is the growth of autonomous vehicles. By most accounts we are on the cusp of a new era in which vehicles will gradually be able to drive themselves with limited input from riders. The first fully-autonomous vehicles are expected to be on the open market within the next ten years and this could start to change things like parking needs (less), curbside pick-up/drop-off space (more), drive lane width (less), and acceptable commute distances (longer).

GOALS, POLICIES AND ACTIONS



Leopold Way

GOAL #1

Create connected, livable neighborhoods

Provide a multi-modal transportation system that serves all residents in every neighborhood.

Policies

1. **Continually move toward the implementation of a Complete Streets network that is safe, convenient and attractive for everyone regardless of age, ability or mode of transportation.** 
2. Promote walkable neighborhoods with connected streets in existing and future sections of the City that provide transportation choices and convenient access to daily activities.
3. Cul-de-sac streets are discouraged in favor 

of connected streets that offer more transportation flexibility and increased safety in case of an obstructed street.

4. Consider improving dead-end streets (with cul-de-sacs or a site-compatible alternative) that are unlikely to be extended due to development limitations (e.g., steep slopes, wetlands, floodplain, etc.) to allow for better emergency and maintenance maneuverability. For example, Woodview Drive and Powderhorn Road.
5. Require active transportation connections to every development project. Encourage additional amenities such as bike racks, bike repair stands and hydration stations in both development projects and public spaces such as parks, plazas and other public facilities. 

6. Consistently enforce the Sidewalk and Multi-Use Path Policy (see pages 8-6 and 8-7).

WHAT ARE COMPLETE STREETS?

Complete Streets are streets that provide safe, convenient, and comfortable routes for all users, regardless of age, ability, or mode of transportation. A network of complete streets makes the transportation network safer and more efficient for everyone, including pedestrians, bicyclists, motorists and transit riders of all ages and abilities. A "Complete Street" right-sizes infrastructure based on functional classification and traffic volumes and may include the following features: sidewalks, multiuse paths, bicycle lanes, automobile lanes, street trees, public transportation facilities, and traffic calming devices.



Indicates a policy or action that supports community sustainability

*Policies and actions in **bold text** indicate high priority*

SIDEWALK AND MULTI-USE PATH POLICY

A. PURPOSE STATEMENT

1. This policy is established to help the City meet the transportation needs of current and future residents throughout the year. The long-term objective is a complete and connected active transportation network that maximizes mobility and safety for all residents, including those with disabilities and those that are unable or choose not to drive.
2. The policy is further established to comply with the Federal Americans with Disabilities Act of 1990 enacted to facilitate the access of disabled persons to public rights-of-way (sidewalks, curb ramps, crossing controls, etc.). The act requires that pedestrian routes leading to streets, transit stops, and accessible parking areas be designed and constructed to accommodate persons with disabilities.
3. Sidewalks in street rights-of-way are primarily intended to serve pedestrian traffic. Bicyclists are strongly encouraged to ride on city streets and multi-use paths; however, bikes may be used on sidewalks anywhere not explicitly prohibited (see ordinance 10.32.060). Multi-use paths shall serve both pedestrian and bicycle traffic.
4. The provisions of this policy that reference multi-use paths apply to the use of such facilities in lieu of sidewalks within the public right of way. The location of an off-road multi-use path behind lots or within nearby parks or open spaces does not eliminate the need for sidewalks within the right-of-way.

B. DESIGN SPECIFICATIONS

1. Sidewalks and multi-use paths shall be located as far from the traffic lane as is possible, but not closer than six inches to the right-of-way line. Sidewalks and multi-use paths constructed at street intersections or within five feet of a legal crosswalk shall include provisions for curb ramping as required by Wisconsin Statutes (66.616), and in accordance with City standards.
2. In all cases where the grades of sidewalks or multi-use paths have not been specifically fixed by ordinance, the sidewalks and multi-use paths shall be laid to the established grade of the street, consistent with Wisconsin Statutes (66.615(2)).
3. Sidewalks shall be the default active transportation facility type installed within the right of way parallel to streets, roads, and boulevards, except in cases where an approved bike system plan or map(s) indicates that a multi-use path is the preferred facility type, or where the City Engineer and City Planner determine that a multi-use path is most appropriate.

C. CONSTRUCTION STANDARDS

1. Sidewalks shall be five feet (5') in width and constructed of concrete.
2. Multi-use paths shall be a minimum of ten feet (10') in width and constructed of bituminous pavement. Where located in areas with frequent driveway crossings, the City Engineer may require multi-use paths to be constructed of concrete. Include center line striping on off-street multi-use paths and directional arrows if path is only on one side of the street, or on paths 12' and wider. All active transportation facilities shall be constructed in accordance with the current edition of the Sun Prairie Standard Specifications.

D. REQUIRED LOCATIONS

1. On both sides of all new and reconstructed public streets, excluding cul-de-sac bulbs.
2. On one or both sides of rehabilitated streets (pavement replacement only), when it is determined to be in the public interest by the City Engineer and City Planner.
3. Along private streets, when it is determined to be in the public interest by the City Engineer (or designee).

SIDEWALK AND MULTI-USE PATH POLICY

E. TRIGGERING EVENTS

1. The following events will result in the construction of sidewalks or multi-use paths:
 - a. Construction of a new roadway.
 - b. Reconstruction of an existing roadway when it involves installation and/or replacement of curb and gutter.
 - c. Development or redevelopment of a property along a roadway that does not currently have sidewalks, except redevelopment involving low-density residential uses, even when this will result in a temporary dead-end sidewalk that does not connect to another sidewalk or bike path.
 - d. When determined by the City Engineer and City Planner, during the annual Capital Improvement Planning (CIP) process, that a sidewalk or multi-use path installation along a roadway proposed for pavement rehabilitation will provide a key link in the City's active transportation network.
 - e. When the City Council approves construction of a sidewalk or multi-use path to fill a gap in the City's network of bike and pedestrian routes.
2. Rehabilitation (pavement replacement) of an existing roadway will trigger a *review* by the City Engineer and City Planner to determine if there is a compelling public interest to install a sidewalk or multi-use path.

F. EXCEPTIONS

For street reconstruction projects, the City Engineer may recommend that neither a sidewalk nor multi-use path is constructed if one or more of the following conditions exists:

1. The street abuts a limited access highway and has a sidewalk or path on the other side of the street.
2. The street is not a collector or arterial street and installation of a sidewalk or multi-use path would require retaining walls of excessive heights and/or driveways with unreasonably steep grades due to existing topography.
3. The street abuts an environmental corridor where a sidewalk or path may result in significant permitting requirements.



5' Wide Sidewalk



10' Wide Multi-Use Path

7. Identify areas prime for transit oriented development. Create incentives to encourage such development patterns in these areas.

Actions

1. Continue to implement a program to identify and repair broken and substandard sidewalks.
2. Reach out to WisDOT to seek funding support for a USH 151 overpass in this area when development is proposed on either side of the highway (i.e., along S. Thompson Rd and/or McCoy Rd).

WHAT IS ACTIVE TRANSPORTATION AND HOW DO WE PLAN FOR IT?

Active transportation is any self-propelled, human-powered mode of transportation, such as walking and biking.

The City can facilitate more active transportation with an **Active Transportation Plan** that identifies and promotes improvements needed throughout the City to make walking and biking safer and quicker as a means of transportation. Such a plan could address:

- Designated bike routes
- Street design standards for bike routes, including guidance on when to use an off-street, multi-use path
- Signage and marking standards
- Identification of high-priority sidewalk and trail projects

GOAL #2

Link the City to regional transportation networks



Link City residents to jobs, services, and other regional amenities through a multi-modal transportation system.

Policies

8. **Work to improve multi-modal transportation connections between the City of Sun Prairie and its neighborhoods and surrounding communities. Integrate local public transit with inter-city service and facilities.**
9. Maintain the safety and efficiency of regional transportation corridors while also seeking safe and efficient travel within the City for residents.

Actions

3. **Work with WisDOT to re-route WIS 19 through the City of Sun Prairie to reduce congestion at the Bristol/Main intersection.**
4. **Build a park-and-ride facility at Cremer and O'Keeffe.**
5. **Implement a successful launch of express transit service to and from Madison.**
6. Evaluate the City's transit system annually. Work with Metro Transit to expand transit options in and to the City. This includes both local routes and inclusion in a Bus Rapid Tran-

sit (BRT) system if/when it is created.

7. Consider steps on an annual basis to complete connections in the regional bikeway network. Work with neighboring jurisdictions, WisDOT, Wisconsin DNR and other key stakeholders to plan, study and fund expansion of the regional network.
8. Collaborate with WisDOT to provide paved shoulders of at least five (5) feet in width on rural highways where appropriate and economically feasible.
9. Work with Dane County, the Town of Sun Prairie, the Village of Cottage Grove, and Wisconsin DNR to develop a multi-use trail that connects Sun Prairie to the Glacial Drumlin Trail either via CTH N or Town Hall Road.
10. Implement the 2018 West Main Street Traffic Study by bringing its recommendations forward for consideration.

GOAL #3

Improve public health and safety through an integrated public transportation network



Design, build, and maintain a transportation system that enables people to get where they need to go safely and encourages active lifestyles.

Policies

10. **Seek to minimize conflicts between motorized and non-motorized traffic through improved street crossings, use of off-street paths or protect-**

ed bike lanes on arterial and collector streets, and other means.

11. Review and approve infrastructure improvements based on consistency with an *Active Transportation Plan* to guide bike and pedestrian investments.
12. Prioritize investments in trails and sidewalks where they will serve the daily transportation needs of residents by improving walking and/or biking access to daily destinations such as jobs, schools, groceries, medical services, and restaurants.
13. Promote and facilitate active transportation for short trips, including maintenance of active transportation facilities to ensure year-round availability.
14. Promote biking as a means of transportation and provide convenient safe-biking training opportunities. The City should conduct routine (e.g. annual or biannual) safety assessments at busy crossings.

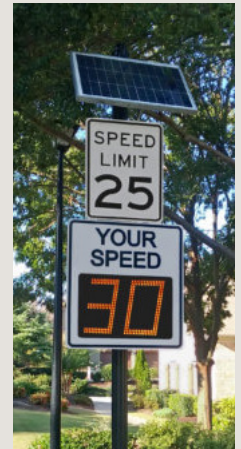
43%

of all survey respondents think the City should invest more tax dollars to improve bike/ped facilities

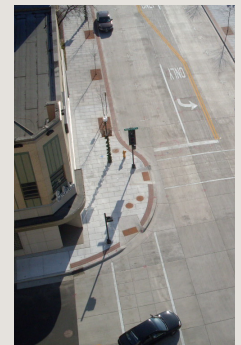
WHAT IS TRAFFIC CALMING?

Traffic calming is the use of physical solutions to reduce traffic speeds and/or cut-through traffic with the goal of increasing safety for motorists, bicyclists, and pedestrians. Common methods include:

- **Striping Drive Lane Edge:** Painted solid line to reduce the perceived lane width and separate it from parking or biking space.
- **Tree-lined Streets:** Streets with landscaped center medians and/or perimeter trees can affect driver perceptions of lane width, inducing lower speeds.
- **Speed Display Sign:** Street sign with radar that displays actual speed and prompts motorists to slow down (via blinking or flashing lights).
- **Bump-out (bulb-out, neck-downs):** Curb extensions into the road section (outside travel lanes) that narrows the road and length of pedestrian crossings.
- **Speed Hump / Lump / Table:** A vertical device with a raised surface in the road, extending across the road at right angles to the traffic. A “hump” is parabolic in shape over entire road section. A “lump” is a modified hump with no raised section in typical locations for emergency or large vehicles tires. A “table” is an extended hump with a flat section in the raised surface that is typically less jarring than a hump.
- **Raised Crossing / Intersection:** Speed table across the entire crossing/intersection.
- **Raised Median / Crossing Refuge:** Placement of a raised island in the middle of the roadway to narrow the vehicle travel lanes.
- **Chicanes and Traffic Circles:** Features that shift the path of traffic horizontally within the right-of-way. Chicanes do this mid-block and traffic circles do this within intersections.



Speed Display Sign



Bump-out



Raised Median / Crossing Refuge,
Plus Speed Table



Chicane



Example Bike Route Signage



Example Off-Road Multi-Use Path

15. Manage access to existing and future major arterials (per Sun Prairie's Official Map) to maintain safety and operational efficiency.
16. Design, build, and operate the City's transportation system to support timely and safe response to emergencies.
17. Design and retrofit local streets with traffic calming features. In places where speeding and cut-through problems persist on existing streets, consider adding speed tables (extended speed bumps) as a solution of last resort only if other techniques prove ineffective.
18. Collaborate with Sun Prairie Area School District on safe transportation for students, including walking, biking, and bussing, both in the neighborhoods and near each school site.

19. Bike facilities will be added to any street identified on the Official of Future On-Street Bicycle Facilities Map if that street is reconstructed, and should be consider when re-surfaced or restriped.

Actions

- 11. Create and adopt an Active Transportation Plan that includes policies and standards for bicycle and pedestrian infrastructure. Prior to the creation of the Active Transportation Plan, adopt into ordinance stopgap measures, including an ordinance mandating bicycle facilities on all collector and arterial streets, where feasible.**



- 12. Provide complete bicycle facilities (e.g., bike lane markings and signage, wayfinding signage, bicycle detection systems at signals, off-street paths) in key urban arterial corridors and collector streets, where feasible.**



13. Reach out to WisDOT to seek funding support for a USH 151 pedestrian bridge overpass connecting Bond Road and Hart Road.
14. Explore the opportunity to extend a public street from Clarmar Drive to Bailey Road. At a minimum, maintain a railroad crossing for a multi-use path to Bailey Road. Should it be determined Clarmar Drive cannot be extended,

improve the dead-end to allow for better emergency and maintenance maneuverability (e.g., cul-de-sac, turnaround, etc.).

15. Conduct detailed planning for new collector and arterial streets, focusing on streets that provide alternatives for travel through Sun Prairie. See Figure 8-2 for recommended future streets and road classifications.
16. Update the Official Map annually.
17. Prepare conceptual neighborhood plans in areas slated for growth prior to development in order to ensure good street connectivity, adequate bicycle accommodations and efficient transit routes.
18. Continue to work with Sun Prairie School District to provide bicycle education in grade schools and middle schools every year.
19. Work with the Sun Prairie Area School District to refine bus stop locations with a focus on safety for students.
20. Work with local bicycle advocacy groups to support and expand education/encouragement programs that promote safety and encourage all residents to bicycle for commuting and other trips.
21. Install trees and other plantings along arterial and collector streets to reduce vehicle speeds and promote community character, with care to preserve visibility near intersections and pedestrian



crossings. Consider planting trees in existing central medians along Grand Avenue, Bird Street and S. Thompson Road.

22. Enable winter biking on commuter transportation corridors. Identify policies and practices in the Active Transportation Plan to support this (see Action #11).

23. Evaluate pedestrian safety improvement needs at major street crossings and imple-

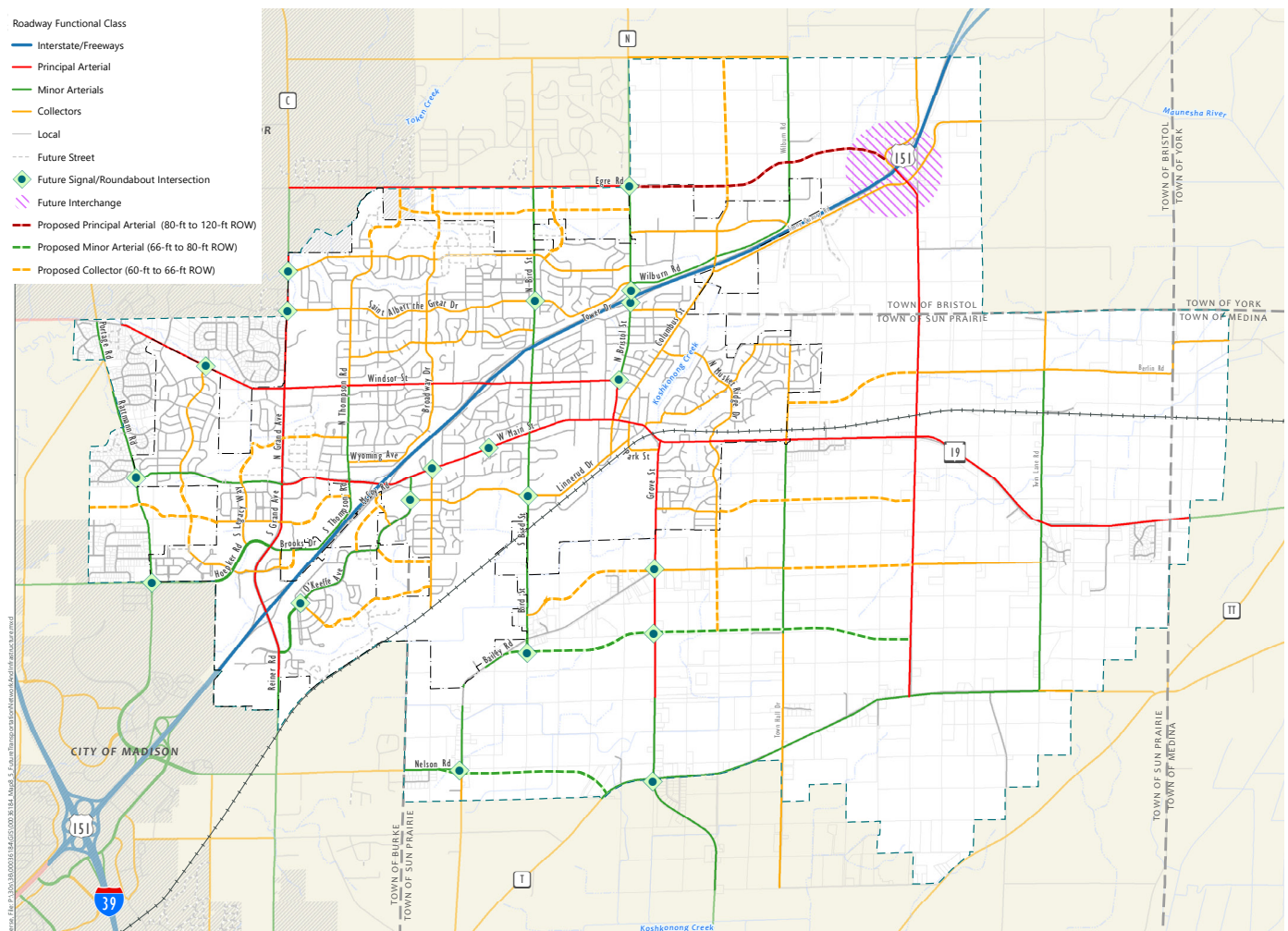
ment improvements as opportunities are available. The recommended short-term solutions in the 2018 West Main Street Traffic Study should be a top priority.

24. Identify, prioritize, and implement corridor and intersection projects to improve traffic operations and pedestrian safety on the roadway system.

25. Monitor safety and access issues around personal mobil-

ity devices with electric assist motors, such as scooters, skateboards, and bikes. Draft policies to regulate these devices if and when appropriate, with attention to the work of other communities on the same topic. Make appropriate distinctions between different types of devices and recognize the important transportation value of bikes.

Figure 8-1: Future Streets & Road Classifications (See Map 8-5 in Appendix D)



Indicates a policy or action that supports community sustainability

Policies and actions in **bold text** indicate high priority

GREEN STREETS

A green street is a stormwater management approach that incorporates vegetation (perennials, shrubs, trees), soil, and engineered systems (e.g., permeable pavements) to slow, filter, and cleanse stormwater runoff from impervious surfaces (e.g., streets, sidewalks). Green streets are designed to capture rainwater at its source, where rain falls. Whereas, a traditional street is designed to direct stormwater runoff from impervious surfaces into storm sewer systems (gutters, drains, pipes) that discharge directly into surface waters, rivers, and streams. (epa.gov)



INTELLIGENT TRANSPORTATION SYSTEMS

An Intelligent Transportation System is the application of sensing, analysis, control and communications technologies to ground transportation to improve safety, mobility and efficiency. This could include innovations such as traffic signal coordination, signal prioritization for transit, transit arrival information, traveler message systems, transit arrival information and more.

GOAL #4

Improve transportation equity for Sun Prairie residents

Provide facilities and services that enable daily mobility for all residents of any age, ability, race, ethnicity or income.

Policies

20. Improve employment mobility for residents with less access to personal vehicles. Prioritize transit service to areas with higher-density housing and support the creation of transit-oriented development with an affordable housing component. Prioritize pedestrian improvements in these areas.

21. Provide convenient, affordable transportation options that enable people of all ages and abilities to access jobs, services and other destinations to meet their daily needs. This should include options for people without access to a personal vehicle.
22. Ensure that transportation planning processes in the City include and consider the interests of residents who are less likely to participate or more difficult to reach, such as low income, minority, seniors, and disabled people.
23. Seek compliance with the requirements of the Americans with Disabilities Act (ADA) whenever an existing facility is reconstructed.

Actions

26. Reorganize the transportation-related committees and commissions to place equal emphasis on all modes.

27. Consider expanding the shared-ride transit service area.



28. Prepare and implement ADA compliance plans to retrofit sidewalks in pedestrian-oriented districts and corridors, especially within the downtown.

GOAL #5

Reduce the environmental impact of the transportation system

Ensure that the transportation system is designed, built and maintained to conserve existing natural resources, both locally and globally.

Policies

24. Consider the use of “green street” principles in new and reconstructed streets to mitigate the stormwater runoff impact of the street.

25. Leverage new technology, especially intelligent transportation systems, to improve safety and reduce the environmental impact of the City’s transportation system.
26. Promote alternatives to single-occupant vehicle use through stra-



Indicates a policy or action that supports community sustainability

*Policies and actions in **bold text** indicate high priority*

tegic investments in alternative transportation, public- and employer-based commuting programs (e.g., Wisconsin's RIDESHARE program and vanpools) and other similar programs.

27. Consider establishment of a bike rental, bike share or free bike program to encourage biking in Sun Prairie. See Madison BCycle and the Red Bike Program as examples.



28. Monitor and plan for new technologies in future street projects, where appropriate.



Actions

29. Evaluate the potential impacts of new technologies in street and development projects. For instance, consider the likelihood that ride-hailing services and autonomous vehicles will increase the need for pickup and drop-off space near building entrances.

30. Review the City's off-street parking requirements periodically (at least every two years) to assess their effectiveness in making efficient use of land for vehicle parking. When appro-

priate, reduce minimums and consider enacting maximums to avoid excess parking spaces.

31. Evaluate the potential of funding and installing plug-in outlets for electric vehicles in City parking lots.



EVgo Electric Car Charging Station in Downtown Sun Prairie