

Meeting of the
Greater Madison MPO (Metropolitan Planning Organization) Policy Board

June 7, 2023

[Virtual Meeting via Zoom](#)

6:30 p.m.

This meeting is being held virtually.

1. **Written Comments:** You can send comments on agenda items to mpo@cityofmadison.com.
2. **Register for Public Comment:**

- Register to speak at the meeting.
- Register to answer questions.
- Register in support or opposition of an agenda item (without speaking).

If you want to speak at this meeting, you must register. You can register at <https://www.cityofmadison.com/MeetingRegistration>. When you register, you will be sent an email with the information you will need to join the virtual meeting.

3. **Watch the Meeting:** If you would like to join the meeting as an observer, please visit <https://www.cityofmadison.com/clerk/meeting-schedule/watch-meetings-online>
4. **Listen to the Meeting by Phone:** You can call in to the **Greater Madison MPO** using the following number and meeting ID:
 - (877) 853-5257 (Toll Free)
Meeting ID: 833 3038 3398
 - If you need an interpreter, materials in alternate formats, or other accommodations to access this meeting, contact the Madison Planning Dept. at (608) 266-4635 or TTY/TEXTNET (866) 704-2318.
Please do so at least 72 hours prior to the meeting so that proper arrangements can be made.

Si usted necesita un interprete, materiales en un formato alternativo u otro tipo de acomodaciones para tener acceso a esta reunión, contacte al Departamento de Desarrollo Comunitario de la ciudad al (608) 266-4635 o TTY/TEXTNET (866) 704-2318.

Por favor contáctenos con al menos 72 horas de anticipación a la reunión, con el fin de hacer a tiempo, los arreglos necesarios.

Yog tias koj xav tau ib tug neeg txhais lus, xav tau cov ntaub ntawv ua lwm hom ntawv, los sis lwm yam kev pab kom koom tau rau lub rooj sib tham no, hu rau Madison Lub Tuam Tsev Xyuas Txog Kev Npaj, Lub Zej Zos thiab Kev Txhim Kho (Madison Planning, Community & Economic Development Dept.) ntawm (608) 266-4635 los sis TTY/TEXTNET (866) 704-2318.

Thov ua qhov no yam tsawg 72 teev ua ntej lub rooj sib tham kom thiaj li npaj tau.

如果您出席会议需要一名口译人员、不同格式的材料，或者其他的方便设施，请与 Madison Planning, Community & Economic Development Dept. 联系，电话是 (608) 266-4635 或 TTY/TEXTNET (866) 704-2318。
请在会议开始前至少 72 小时提出请求，以便我们做出安排。

AGENDA

1. Roll Call and Introductions
2. Approval of May 3, 2023 Meeting Minutes
3. Communications

- MPO Comments on Final WI State Rail Plan Draft
4. Public Comment (for items **not** on MPO Agenda)
 5. Public Hearing on Proposed Major Amendment to 2023-2027 Transportation Improvement Program to increase federal funding for East-West Bus Rapid Transit (BRT) Project
 6. MPO 2023 Resolution No. 7 Approving Amendment No. 3 to the 2023-2027 Transportation Improvement Program for the Madison Metropolitan Area & Dane County (15 Min)
 7. Amendment to the Section 5310 Program of Projects to Transfer Vehicle Ownership (5 Min)
 8. Discussion on Scope and Process Review for the Transit Development Plan (TDP) Update (15 Min)
 9. Discussion on State Restriction on MPO Suballocated Funding (10 Min)
 10. Status Report on Capital Area RPC Activities
 11. Announcements and Schedule of Future Meetings
 - Election of MPO Officers- August Meeting
 - MPO Urbanized Area Boundary Revisions
 - Other
 13. Adjournment

Next MPO Board Meeting:

Wednesday, July 5th, 2023 Meeting CANCELLED
Wednesday, August 2nd, 2023 at 6:30 p.m. IN PERSON. Location TBD

**Greater Madison Metropolitan Planning Organization (MPO)
May 3, 2023 Meeting Minutes**

[Virtual Meeting hosted via Zoom](#)

Opitz called the meeting to order at 6:30 PM.

1. Roll Call and Introductions

Members present: Richelle Andrae, Phil Caravello, John Duncan, Pam Dunphy, Paul Esser, Derek Field, Tom Lynch, Charles Myadze, Mark Opitz, Kristi Williams, Doug Wood

Members absent: Steve Flottmeyer, Barbara Harrington-McKinney

MPO staff present: Alex Andros, Colleen Hoesly, Ben Lyman

Others present in an official capacity: Colleen Harris (EXP Consulting), Frank Pritzlaff (WisDOT), Daniel Schave (WisDOT), Jerry Shadewald (HNTB), Ben Zellers (City of Madison)

2. Approval of April 5, 2023 Meeting Minutes

Williams moved, Wood seconded, to approve the April 5, 2023 meeting minutes. Motion carried.

3. Communications

None in packet. Hoesly stated that the MPO received notice this afternoon that WisDOT will be conducting a Title VI review on the MPO this year.

4. Public Comment (for items *not* on MPO Agenda)

None.

5. Presentation and Discussion on I-39/90/94 Corridor Study

Pritzlaff presented on I-39/90/94 project, design alternatives, and where WisDOT is in the planning process. Opitz asked if the increase in AADT 2021 over pre-pandemic levels correlated to decreased use of other modes, such as airline travel. Pritzlaff stated that they had not analyzed potential relationships to use of other modes. Shadewald stated that increased freight traffic was a leading cause of the increase in AADT in 2021, and more than made up for decreased commuter traffic that year.

Pritzlaff continued the presentation and discussed design alternatives for interchanges in the MPO Planning Area. Field expressed appreciation for pedestrian accommodation on the Milwaukee Street crossing of I-39/90. Opitz noted that the design alternatives are not very easy to reach from the WisDOT project web page and suggested that the link to them should be made more readily accessible to the public. Opitz asked if WisDOT staff are concerned about new interchanges (Milwaukee/East and Hoepker) leading to increased use of the interstate highways for short local trips, and those trips impacting the ability of the facilities to accommodate long-distance through-traffic. Schave responded that they are doing extensive modeling and simulation work and have not seen any indications that these interchanges would negatively effect operations. Shadewald stated that due to the existing roadway network on the far-east side of Madison, there are few alternate local routes that could have traffic diverted to the interstate, and that although some of these trips do migrate to the interstate in modelling, there are no red flags regarding an influx of these trips. Opitz stated that one of the problems

with the Beltline is that there are too few crossings of it that are not interchanges, and that care should be taken to avoid that outcome with this interstate project. Lynch stated that the Milwaukee St interchange has been in Madison's long-range plans for a long time, and planned land uses in the vicinity depend on the development of that interchange. The Hoepker Rd interchange is not in Madison's plans; however, there are entities which greatly desire better access to the American Center from the freeway, including UW Health for improved access to the hospital. Zellers stated that plans for the Milwaukee St area, which include increased housing and commercial development, are dependent upon the construction of an interchange and the access it would provide. This would allow the development of commercial and employment uses, and ultimately provide a more complete community than currently exists in the area, which is almost entirely residential in nature. Lynch mentioned that WisDOT has a cost-sharing policy and that those benefiting from the interchange(s) would likely be required to contribute to project funding. Pritzlaff stated that in the US 151 interchange alternatives, WisDOT is attempting to separate local traffic from through traffic.

6. Approval to Release for Public Review and Comment Proposed Major Amendment to 2023-2027 Transportation Improvement Program to increase federal funding for East-West Bus Rapid Transit (BRT) Project

Hoesly stated that the City of Madison had requested a Major Amendment to the 2023-2027 TIP to increase the federal Small Starts funding of the East-West Bus Rapid Transit project by \$7.6 million. This amount is over the \$7 million threshold for a Major Amendment, which requires that the MPO Policy Board authorize staff to release the notice of amendment, with action on the amendment to be scheduled for the June Policy Board meeting. Lynch mentioned that this is a "critical path" issue that could have large implications on the project, which is already under construction.

Wood moved, Field seconded, to approve release for public review and comment the proposed Major Amendment to the 2023-2027 Transportation Improvement Program to increase federal funding for the East-West Bus Rapid Transit project. Motion carried.

7. Review of Scoring and Approval of Carbon Reduction Program Projects with FY 2023 Bipartisan Infrastructure Bill Funding

Hoesly described the six applications for funding received by the MPO, and explained that MPO staff are not recommending funding for the Verona project as it relates to signal operation and improving vehicle flow, and does not achieve the goals of the Carbon Reduction Program (CRP). Staff developed two different funding scenarios for the remaining projects. Since all of the projects would convert street lights to LED, they have the same impact on carbon reduction on a per-light basis and received the same scores on that metric. The differences in scores therefore arise due to the projects having different co-benefits, such as projects in MPO-identified Environmental Justice areas and projects with safety benefits. She described the two funding scenarios developed by staff. Due to scheduling issues with last year's projects, the City of Fitchburg and City of Madison projects did not proceed at that time, and they are recommended for funding at the levels approved in 2022 in both scenarios. The City of Verona project, while eligible for funding under this program, does not enhance any other modes and could induce vehicle traffic, and is not recommended for funding. Due to the different scales of the Sun Prairie, Middleton, and Monona projects, staff propose to fund only a portion of the Middleton project in both projects. Scenario 1 funds the Sun Prairie project, and Scenario 2 funds the Sun Prairie and Monona projects, and a smaller portion of the Middleton project. In both scenarios, less than the minimum of 50% of the project would be funded with federal dollars, so the project will need to be reduced in scope (number of lights) to ensure that at least 50% of the project is federally funded.

Williams moved, Duncan seconded, to approve funding scenario 2 as presented by staff. Duncan asked about the reduced scope of the Middleton project and Hoesly clarified that the number of lights to be changed in the project would be limited by the amount of funding available. Motion carried.

Hoesly related that the Wisconsin FHWA staff informed MPO staff that the FHWA General Council has determined that states have the right to restrict what types of projects can be eligible for funding through federal programs, even for projects selected for funding by TMAs such as Madison. MPO staff suggest that it would be appropriate to draft a letter explaining our position on the Joint Finance Committee's prohibition against using CRP funds for a wide variety of federally-eligible project types. Opitz stated that if staff want formal Policy Board approval of a letter to this effect, it should be brought back as an agenda item at a future board meeting.

8. Review and Approval of Draft MPO Complete Streets Policy

Lyman presented background information on what Complete Streets are, and support of Complete Streets Policies in the Regional Transportation Plan. He then described the ten elements of a Complete Streets Policy, according to Smart Growth America and the Complete Streets Coalition, as these elements were used as the basis for the proposed MPO Complete Streets Policy. Lynch clarified that the state prohibition against using eminent domain for pedestrian facilities is only for new facilities, and that where facilities already exist, eminent domain can be used to obtain enough ROW to replace that facility when the road is widened or re-aligned. Lyman stated that section 4 of the policy includes a provision that if ROW cannot be obtained for a facility, that could be grounds for an exception to the policy, with the Policy Board having the authority to grant exceptions.

Andrae asked if this policy change would have changed how the recently-discussed Village of McFarland Exchange Street project and the request to remove the proposed sidewalk from a portion of the project was handled. Lyman stated that this policy update would not change how that request for project modification had been handled. Lyman provided another example of a project that may come back to the Policy Board for a request for an exception, if the applicant determines that they do not want to include bike lanes in the project.

Field moved, Caravello seconded, to approve the MPO Complete Street Policy. Motion carried.

9. Review and Approval of Draft STBG-U Program Policy and Evaluation Criteria Recommendations

Hoesly stated that the intent is for the policy and evaluation criteria to be in effect for the STBG-U project solicitation that will occur later this year. She explained that one of the reasons for updating the policy is that the apportionment for the Madison Area will be increasing, and to increase the minimum federal cost share from 60% to 65%. The project cost share sliding scale, based on project cost, would also be updated to reflect rising project costs. Hoesly described each of the proposed changes to the policy.

Field asked when the sliding scale for federal funding percentages had last been updated. Hoesly responded that there was a comprehensive revision to the policy in 2016 or 2017, but that she thinks that the sliding scale pre-dates that revision. Opitz stated that he thinks that timeline is correct.

Williams moved, Wood seconded, to approve the changes to the STBG-U Program Policy and Evaluation Criteria recommended by staff. Motion carried.

10. Status Report on Capital Area RPC Activities

Hoesly noted that there are items listed in the packet cover sheet, and that CARPC just completed their 2022 report, which is linked in the cover sheet. The Dane County Cities and Villages Association and Dane County Towns Association are hosting a training session for new elected officials, and both the MPO and CARPC will be presenting at that.

11. Announcements and Schedule of Future Meetings

Opitz stated that he would like to meet in person, at least to some degree, although it is possible to hold hybrid meetings, and he would like feedback from the board as to meeting preferences. Andrae suggested meeting in person once this summer, but would prefer to keep the virtual option for most meetings. Wood stated that he would like to have at least one in-person meeting, but noted that it is important to have a virtual option since board members come from all over the county. Lynch stated that the City of Madison allows boards and commissions to decide whether they meet virtually or in person, but that hybrid meetings are difficult because there are only a few rooms with the technology to support those meetings. Duncan suggested quarterly in-person meetings, with the remainder held virtually. Caravello also suggested holding a single in-person meeting and then going back to virtual meetings. Esser stated that this board is well suited to virtual meetings, and although he would be supportive of a single in-person meeting, he would not support frequent in-person meetings. Williams agreed that a single in-person meeting this summer would be good but she would prefer to keep other meetings virtual. Hoesly stated that at the April meeting, it had been suggested to hold the in-person meeting in June; however, given the major TIP amendment and its public hearing on the June agenda, it would be best to keep the June meeting virtual so that it is more accessible. Regarding a potential July meeting, she did not believe that there was a need to hold a July meeting, but with the potential for new agenda items to require timely action there may be a need for a July 12 meeting. Opitz suggested that the August 2 meeting could be in person, if board members are agreeable.

Next MPO Board Meeting: Wednesday, June 7, 2023 at 6:30 p.m.

Hoesly stated that staff will be setting up new Policy Board member orientation meetings. She then noted that Dane County is leading the application effort for the Charging and Fueling Infrastructure grant, with MPO support.

12. Adjournment

Esser moved, Williams seconded, to adjourn. The motion carried. Meeting adjourned at 8:25 p.m.

Alex Gramovot
Planning Section Chief
Wisconsin Department of Transportation
Bureau of Planning and Economic Development

June 8, 2023

Dear Mr. Gramovot:

The Greater Madison MPO submits these comments on the Final Draft Wisconsin Rail Plan 2050. Thank you for the opportunity to provide this input. We appreciate the department's efforts to improve freight and passenger rail systems in the State of Wisconsin and to strengthen the communities served by rail.

The following recommendations and comments are based on our knowledge of local conditions and how the potential improvements help achieve the goals of the MPO's Connect Greater Madison 2050 Regional Transportation Plan. These include: livable communities; safety; prosperity; equity; environmental sustainability; and system performance. Most of these comments were previously submitted on March 6, 2023 on the draft Wisconsin Rail Plan 2050, but were not addressed in revisions resulting in the Final Draft Plan.

Overall:

The plan discusses CAV freight trucks, but does not mention potential electrification of transport systems at all. Electrification of rail corridors should be well underway on some if not all rail corridors by 2050.

Trespassing & Rails-with-Trails:

Should include discussion of difference between Trespassing and provision of Rails with Trails facilities where rail and non-motorized modes have parallel facilities within the ROW. Providing safe parallel facilities should be encouraged where sufficient ROW is available, especially at pinch points such as highway/freeway underpasses.

Page 2-47, Table 15: Projected Annual Passenger Rail Ridership
Why would ridership in 2037 be lower after service improvements than it would be without those improvements? This doesn't make any sense.

Page 4-1: Proposed Freight Rail Improvements and Investments

The benefit-cost analysis for passenger rail projects includes economic and environmental factors, while the analysis for freight rail projects includes transportation savings for the project sponsor.



ph: 608.266.4336
greatermadisonmpo.org

GREATER MADISON
METROPOLITAN
PLANNING ORGANIZATION
100 State St #400
Madison, WI 53703

This section should include a more detailed description of the factors included in benefit-cost analysis methods used to evaluate freight rail funding through the Freight Rail Infrastructure Improvement Program (FRIIP) and the Freight Rail Preservation Program (FRPP). It appears that these programs are evaluated based primarily on the benefits to project sponsors, as opposed to the benefit-cost analyses used to evaluate passenger rail projects, which include economic and environmental factors.

The current text does not adequately describe the factors taken into account when evaluating rail projects for state funding through FRIIP and FRPP.

Page 5-6, Objective and Policy 7: Policy: Long-Term Viability of Rail Corridors

Should include clear statement that transportation modes other than trains may be appropriate within rail corridors, such as separated paths and pedestrian connections.

Add action: WisDOT will work with the Department of Natural Resources, Surface Transportation Board, and local and county governments to support the use and development of publicly-owned rail corridors as multi-modal corridors (Rails-with-Trails) where sufficient ROW exists for safe non-motorized use parallel to rail line and tracks, with appropriate rail crossings.

Page B-50: Governance

WisDOT should encourage the Legislature to consider enabling RTAs in order to operate multi-jurisdictional transit service

Page 5-21, Figure 5-1: Wisconsin 2050 Potential Intercity Passenger Rail System

Essentially just Amtrak Connects US (2035 plan), should be more ambitious in this 2050 plan.

Recommend including intercity/commuter rail route between Chicago, Janesville, and Madison.

Pages A-12 and C-59: Statewide Passenger Rail Buffer Analysis

Currently states: "For this analysis, population access to intercity passenger rail facilities was defined as those living within 30 miles of an intercity passenger rail station, or within 15 miles of a Thruway bus stop. These distances were used because they capture suburban or outlying communities around a municipality with a station, **reflect a distance where those who cannot drive or choose not to drive to the station can reasonably access...**"

This is incorrect. If a person does not or cannot drive, how can they reasonably access a bus stop or rail station that is 15 or 30 miles away? Most of these suburban and outlying communities do not have public transit service between each other, taxi or other hired ride is likely to be cost-prohibitive, and those distances are not reasonable for walking or biking access.

Final Draft Plan still uses the same buffers and same justification and includes entire population of Census blocks with ANY portion of block within buffer.

Page B-10, Table B-2, Policy 1: Rail Crossings

Discussion is focused on closing crossings. Should also state that where railroads create barriers through communities, new crossings should be considered and approved where they would improve access to jobs, services, education, etc.

Recommendation: Page C-63 WisDOT Freight Rail Programs

Freight rail assistance programs (FRIIP and FRPP) should be contingent on either keeping crossings open or only closing them after public involvement process and determination that benefits of closing outweigh costs to community. Rail ROW receiving these funds should, wherever feasible, be made available for rails-with-trails and other public use as appropriate and safe.

Pages B-12 and B-13, Table B-5, Policy 1: Long-Term Viability of Rail Corridors

Should include clear statement that transportation modes other than trains may be appropriate within rail corridors, such as separated paths and pedestrian connections.

Add action: WisDOT will work with the Department of Natural Resources, Surface Transportation Board, and local and county governments to support the use and development of publicly-owned rail corridors as multi-modal corridors (Rails-with-Trails) where sufficient ROW exists for safe non-motorized use parallel to rail line and tracks, with appropriate rail crossings.

Table 18 (starts on page 5-4): Policy: Both Intercity and Commuter Rail

Add action: WisDOT will work with the legislature to adopt enabling legislation for regional transportation authorities in order to provide cross-jurisdictional intercity and commuter rail services funded in an equitable manner by participating jurisdictions.

Page C-44: Equity

Fitchburg should be added to Minority lists for Freight Rail.

Pages C-65 and C-66: MPO Plans

Add Greater Madison MPO's *Connect Greater Madison* 2050 Regional Transportation Plan:

"Map 3-u on page 3-32 shows pedestrian barriers [including railroads] throughout the MPO Planning Area... Pedestrian barriers... are frequently adjacent to EJ areas and restrict access to and from these areas." (page C-15)

<https://www.greatermadisonmpo.org/planning/documents/Appendix-C-RTP-EJ.pdf> and <https://www.greatermadisonmpo.org/planning/documents/Ch-03-ConnectRTP-web.pdf>

MPO Agenda Cover Sheet

June 7, 2023

Item No. 5

Re:

Public Hearing on Amendment to the 2023-2027 Transportation Improvement Program to increase federal funding for East-West BRT Project.

Staff Comments on Item:

After receiving approval from the board at the May meeting, the notice of the hearing and opportunity to comment on the TIP amendment for the East-West BRT project was sent out to our contact list and the memo sent to chief elected officials posted on the MPO website (see link to memo below).

Staff has not received any comments to date on the amendments for the project. Written comments may be submitted up through June 7 at 4pm, the day of the MPO Board meeting. Staff will share any comments received at the meeting.

Materials Presented on Item:

1. [Memo providing notice of the public hearing on the Major TIP Amendment](#)

Staff Recommendation/Rationale: N/A

Memorandum

TO: All Mayors, Village Presidents, and Town Chairs in the MPO Planning Area and Dane County Executive

FROM: Alexandra Andros, Transportation Planning Manager/Director
Alexandra Andros

DATE: May 5, 2023

RE: Notice of Public Hearing on Proposed Amendment to the 2023-2027 Transportation Improvement Program (TIP) to Increase Federal Funding for the East-West BRT Corridor Project

This is to notify you of a proposed amendment to the Greater Madison MPO's [2023-2027 Transportation Improvement Program \(TIP\)](#) for the Madison Metropolitan Area & Dane County. The amendment would add \$7.6 million in federal Small Starts program funding to the City of Madison's East-West BRT Line project, increasing program funding from \$103 million to \$110.6 million. Madison's local share for the Small Starts program would increase from \$11.387 million to \$39.368 million, although \$24.115 million of that increase is due to including the BRT bus maintenance facility, which was previously listed as its own project, in the overall project listing. Total cost would increase from \$114.387 million to \$149.968 million.

In addition, the City is receiving additional Section 5307/5337/5339 federal funding for the purchase of 60' articulated buses. Total federal funding for those programs would increase \$2.798 million from what is identified in the 2023-2027 TIP. The local share contribution would increase \$698,000 from what is identified in the 2023-2027 TIP.

Lastly, the amendment would re-list \$24.115 million in local design funding for the BRT bus maintenance facility since funding for that facility will be addressed through the Small Starts program, and add \$1 million in local funding for the Restoring Community Connectivity program. The City of Madison will seek federal funding for that program through the Reconnecting Communities grant.

The City of Madison is building a Bus Rapid Transit (BRT) system as part of an effort to provide better access to jobs, reduce travel times, and improve transit equity throughout the region. The east-west BRT line will extend from Junction Rd. to East Towne through the downtown and campus area. Construction of dedicated bus lanes, passenger stations, and implementation of larger all-electric articulated buses will last into next year. The system is expected to go officially online in the fall of 2024.

The following is the date of the public hearing on the amendment to the 2023-2027 TIP that would increase federal funding for the East-West BRT Line project, which provides an opportunity to provide oral comments to the board.



ph: 608.266.4336
greatermadisonmpo.org

GREATER MADISON
METROPOLITAN
PLANNING ORGANIZATION

100 State St #400
Madison, WI 53703

Public Hearing

Wednesday, June 7 at 6:30 p.m.

at MPO Policy Board Virtual Meeting hosted via Zoom

[Note: See agenda when posted [here](#) and on city of Madison and Dane County websites for information on how to register to speak]

Written comments or concerns regarding the amendment to the 2023-2027 TIP for the increase in federal funding to the East-West BRT Line project must be submitted in writing by 4 p.m. on Wednesday, June 7. Please email comments to MPO staff at mpo@cityofmadison.com or mail them to the Greater Madison MPO office at 100 State Street, #400, Madison, WI 53703.

The MPO anticipates taking action on TIP amendment following the public hearing unless the board receives comments expressing concerns prior to or at the hearing in which case action could be delayed.

Cc (via email):

Jim Kuehn, WisDOT Planning
Jennifer Schiller & Scott Korth, Metro (Transit projects)
State Historical Society (email)
Dane Co. PW & Transp. Committee (email)
Dane Co. Supervisors (email)
City of Madison Transp. Commission (email)
City of Madison Transp. Policy & Planning Board (email)
Local Transp. / Public Works Committees (email)
City of Madison Neighborhood Associations (email)
Private Transp. Providers (Transit projects) (email)
MPO Policy Board (email)
MPO Technical Committee (email)

Arthur Sommerfield, WisDOT Southwest Region (email)
Robert Winterton, WisDOT Southwest Region (email)
Tom Koprowski, WisDOT Southwest Region (email)
Chris Petykowski, City of Madison Engineering (email)
Eric Heggelund, WisDNR S Central Region (email)
Dreux Watermolen, Cami Peterson, David Bizot, WisDNR (email)
Marilyn Weiss & Alice Halpin, WisDATCP (email)
Rebecca Graser & Simone Kolb, U.S. ACE (email)
Kenneth Westlake, Michael Sedlacek, Mike Leslie U.S. EPA (email)
Paul Mazzeno, US Army Corps of Engineers (email)
Bill Quackenbush, Dan Brown, Ho-Chunk Nation (email)
Steve Steinhoff, CARPC (email)

5/3/23

NOTE: Funds Key page 9.

¹ Project programming shown in 2027 is for informational purposes only.

(x) = Major project with capacity expansion. (*) = MPO action required. Shading denotes those projects programmed for Federal funding.

NOTE: Funds Key page 9.

Starts in 2024



MPO Agenda Cover Sheet

June 7, 2023

Item No. 6

Re:

MPO 2023 Resolution No. 7 Approving Amendment No. 3 to the 2023-2027 Transportation Improvement Program for the Madison Metropolitan Area & Dane County

Staff Comments on Item:

The TIP Amendment adds and revises multiple projects. First, the amendment adds \$7.6 million in federal Section 5309 Small Starts program funding to the City of Madison's East-West BRT Line project, increasing program funding from \$103 million to \$110.6 million. Because the East-West BRT Bus Maintenance facility, previously listed as its own project, is being merged with the 5309 Small Starts-funded BRT project, Madison's local share for the Small Starts program is increasing from \$11.387 million to \$39.368 million. Total cost of the Small Starts project will increase from \$114.387 million to \$149.968 million.

In addition, the City is receiving additional Section 5307/5337/5339 federal funding for the purchase of 60' articulated buses. Total federal funding for those programs will increase \$2.798 million from what is identified in the 2023-2027 TIP. The local share contribution will increase \$698,000 from what is identified in the 2023-2027 TIP.

The amendment also adds \$1 million in local funding for the Restoring Community Connectivity program. The City of Madison will seek federal funding for that program through the Reconnecting Communities grant.

The East-West BRT project changes are subject to the requirements of a major amendment. An official notice has been posted. The 30-day public comment period ends at 4pm on June 7, 2023. Staff will present the written comments at the June 7, 2023 Policy Board meeting. A public hearing is scheduled prior to this item.

Second, the amendment removes the federal Section 5310 Dane County Accessible Taxi Service Driver Incentive program from the TIP, since funds were not spent prior to the official end of the pandemic (May 2023).

Third, the amendment adds the federal Section 5311 SWCAP Vehicle Loans and Mobility Management Program listing (WETAP Project).

Fourth, the amendment revises the YW Transit Job Ride Program listing, adding federal Section 5311 funding and local funding (WETAP Project).

Fifth, the amendment adds five Carbon Reduction Program (CRP) LED Streetlight conversion projects, approved by the Policy Board at their meeting on May 3, 2023, to the TIP. Those projects are sponsored by Fitchburg, Madison, Middleton, Monona, and Sun Prairie.

Lastly, the amendment adds federal HSIP safety funding to the Vinburn Road (N. Town Road Intersection) project, sponsored by the Village of DeForest. Federal earmark funding is no longer being sought, and traffic signals will be constructed, rather than a roundabout. Construction is planned for 2027.

Additionally, this amendment formally adds the previously adopted federal performance measures for PM 1,2, and 3 which were adopted during the February 2023 Board Meeting into the TIP.

Materials Presented on Item:

1. MPO 2023 Resolution No. 7 (with attachments)

Staff Recommendation/Rationale: Staff recommends approval.

MPO 2023 Resolution No. 7

Amendment No. 3 to the 2023-2027 Transportation Improvement Program for the Madison Metropolitan Area & Dane County

WHEREAS, the Greater Madison MPO (Metropolitan Planning Organization) approved the 2023-2027 Transportation Improvement Program for the Madison Metropolitan Area & Dane County on October 12, 2022; and

WHEREAS, the Greater Madison MPO adopted MPO 2023 Resolution No. 2 on February 1, 2023, approving Amendment No. 1, and adopted MPO 2023 Resolution No. 5 on April 5, 2023, approving Amendment No. 2; and

WHEREAS, the Madison Metropolitan Planning Area transportation projects and certain transportation planning activities to be undertaken using Federal funding in 2023–2026 must be included in the effective TIP; and

WHEREAS, an amendment is needed to increase federal Section 5309 Small Starts program funding for the City of Madison’s East-West BRT Line project and to increase federal Section 5307/5337/5339 funding for the purchase of 60’ articulated buses; and

WHEREAS, an amendment is needed to remove the federal Section 5310 Dane County Accessible Taxi Service program; and

WHEREAS, an amendment is needed to add the federal Section 5311-funded SWCAP Vehicle Loans and Mobility Management program and to add federal Section 5311 funding to the YW Transit Job Ride Program; and

WHEREAS, an amendment is needed to add the approved Carbon Reduction Program (CRP) LED streetlight fixture conversion projects sponsored by the cities of Fitchburg, Madison, Monona, Middleton, and Sun Prairie; and

WHEREAS, an amendment is needed to add federal HSIP funding to the Village of DeForest Vinburn Road (N. Town Road Intersection) project, removing the roundabout component, and adding traffic signals; and

WHEREAS, federal transportation legislation (MAP-21 and now Infrastructure Investment and Jobs Act) and associated federal rules (Title 23, Section 134 U.S.C.) require states and MPOs to undertake a transportation planning process that provides for the establishment and use of a performance-based approach to transportation decision making to support national goals, which includes establishing performance targets for the measures to use in tracking progress toward attainment of desired outcomes for the regional transportation system; and

WHEREAS, the MPO has now established the annual performance targets related to (1) safety and (2) pavement and bridge condition and NHS system performance and freight performance through MPO 2023 Resolutions No. 3 and 4, adopted on February 1, 2023; and

WHEREAS, the performance management elements of the federal planning rules (Title 23, Section 134 U.S.C.) require a discussion in the TIP and long-range Regional Transportation Plan (RTP) as to the effect of programmed and planned investments toward achieving the performance targets; and

WHEREAS, the approved 2023-2027 TIP included the required analysis of the anticipated effect of the TIP toward achieving the federal performance measure targets in Attachment E, but the analysis needs to now be revised to include the new annual targets adopted by the MPO in order to be approved by WisDOT and USDOT and amended, if necessary; and

WHEREAS, the TIP amendment will not affect the timing of any other programmed projects in the TIP and the TIP remains financially constrained as shown in the attached revised TIP financial table (Table B-2); and

WHEREAS, the MPO's public participation procedures for TIP amendments have been followed, including an official notice and comment period and holding a public hearing on June 7, 2023 for the East-West BRT project, which constitutes a major amendment, and listing the projects on the board agenda for the other projects; and

WHEREAS, the new and revised projects are consistent with *Connect Greater Madison: Regional Transportation Plan 2050*, the long-range regional transportation plan for the Madison Metropolitan Planning Area as adopted on May 11, 2022:

NOW, THEREFORE, BE IT RESOLVED that the Greater Madison MPO approves Amendment No. 3 to the *2023-2027 Transportation Improvement Program for the Madison Metropolitan Area & Dane County*, revising Attachment E to the TIP to include the adopted annual targets for (1) safety and (2) pavement and bridge condition and NHS system performance and freight performance, identified in MPO 2023 Resolution Nos. 3 and 4 and documented in Attachments 1 and 2, and making the following project additions and revisions as shown on the attached project listing table:

1. **REVISE** the City of Madison's East-West BRT Corridor project on page 29 of the Transit Capital Projects section, increasing federal Section 5309 Small Starts E-W BRT project funding and local funding, merging the separate BRT Bus Maintenance Facility project with the Section 5309 Small Starts E-W BRT project, increasing federal Section 5307/5337/5339 funding and local funding for the purchase of 60' articulated buses, and adding local funding for the Restoring Community Connectivity program.
2. **REMOVE** the federal Section 5310 Dane County Accessible Taxi Service Driver Incentive program from page 34 of the Transit Operating Projects section.
3. **ADD** the federal Section 5311 SWCAP Vehicle Loans and Mobility Management Program to page 34 of the Transit Operating Projects section.
4. **REVISE** the YW Transit Job Ride Program on page 34 of the Transit Operating Projects section, adding federal Section 5311 funding and local funding.
5. **ADD** the City of Fitchburg's LED Streetlight Fixture Conversion project to page 44 of the Street/Roadway Projects section.
6. **ADD** the City of Madison's LED Streetlight Fixture Conversion project to page 48 of the Street/Roadway Projects section.
7. **ADD** the City of Middleton's LED Streetlight Fixture Conversion project to page 49 of the Street/Roadway Projects section.

8. **ADD** the City of Monona's LED Streetlight Fixture Conversion project to page 50 of the Street/Roadway Projects section.
9. **ADD** the City of Sun Prairie's LED Streetlight Fixture Conversion project to page 53 of the Street/Roadway Projects section.
10. **REVISE** the Village of DeForest's Vinburn Road (N. Town Road Intersection) project on page 55 of the Street/Roadway Projects section, adding federal HSIP construction funding and design funding to 2023, adding local design and construction funding to 2023, removing local design and construction funding from 2027, removing the roundabout component, adding traffic signalization, and scheduling construction for 2027

Date Adopted

Mark Opitz, Chair, Greater Madison MPO

Attachment 1: WisDOT's 2023 Targets for the five Highway Safety Improvement Program (HSIP) Performance Measures

- Number of motor vehicle crash fatalities – 587.2 or less (2% reduction from 2017-'21 average)
- Rate of fatalities per 100 million vehicle miles traveled – 0.937 or less (2% reduction from 2017-'21 average)
- Number of serious injuries – 3,044.3 or less (2% reduction from 2017-'21 average)
- Rate of serious injuries per 100 million vehicle miles traveled – 4.857 or less (2% reduction from 2017-'21 average)
- Number of non-motorized fatalities and serious injuries – 364.0 or less (2% reduction from 2017-'21 average); and

Attachment 2: WisDOT's Performance Period Targets for Infrastructure Condition (PM2) and System Performance (PM3) Measures

Performance Measure	2-Year Target (2023)	4-Year Target (2025)
Subpart C: Interstate Pavement Condition (Percent of Pavement in "Good" Condition)	>60%	>60%
Subpart C: Interstate Pavement Condition (Percent of Pavement in "Poor" Condition)	<4%	<4%
Subpart C: Non-Interstate NHS Pavement Condition (Percent of Pavement in "Good" Condition)	>30%	>30%
Subpart C: Non-Interstate NHS Pavement Condition (Percent of Pavement in "Poor" Condition)	<10%	<10%
Subpart D: Bridge Condition (Percent of NHS Bridges by Deck Area in "Good" Condition)	>49%	>48%
Subpart D: Bridge Condition (Percent of NHS Bridges by Deck Area in "Poor" Condition)	<3%	<3%
Subpart E: Interstate Reliability (Percent of Reliable Person-Miles Traveled on the Interstate)	92.5%	93%
Subpart E: Non-Interstate NHS Reliability (Percent of Reliable Person-Miles Traveled on the Non-Interstate NHS)	91%	89.5%
Subpart F: Freight Reliability (Truck Travel Time Reliability Index)	1.30	1.30

6/7/23

(x) = Major project with capacity expansion. (*) = MPO action required. Shading denotes those projects programmed for Federal funding.
NOTE: Funds Key page 9.

(x) = Major project with capacity expansion. (*) = MPO action required. Shading denotes those projects programmed for Federal funding.

NOTE: Funds Key page 9.

PROJECT LISTINGS FOR AMENDMENT NO. 3 TO THE 2023-2027 TRANSPORTATION IMPROVEMENT PROGRAM

6/7/23

Primary Jurisdiction/ Project Sponsor	Project Description	Cost Type	Jan.-Dec. 2023				Jan.-Dec. 2024				Jan.-Dec. 2025				Jan.-Dec. 2026				Jan.-Dec. 2027				Comments
			Fed	State	Local	Total	Fed	State	Local	Total	Fed	State	Local	Total	Fed	State	Local	Total	Fed	State	Local	Total	
STREET/ROADWAY PROJECTS																							
CITY OF FITCHBURG NEW * 111-23-026	STREETLIGHT FIXTURE CONVERSION Convert approximately 105 streetlight fixtures to LED fixtures.	PE UTL CONST TOTAL	 68 68 CRP	 17 17 F	 85 85																	5849-00-21	
CITY OF MADISON NEW * 111-23-027	STREETLIGHT FIXTURE CONVERSION Complete the conversion of the City's streetlight fixtures to LED fixtures.	PE UTL CONST TOTAL	 707 707 CRP	 601 601 M	 1308 1308																	5992-11-34, -35	
CITY OF MIDDLETON NEW * 111-23-028	STREETLIGHT FIXTURE CONVERSION Convert approximately 394 streetlight fixtures to LED fixtures.	PE UTL CONST TOTAL	 125 125 CRP	 125 125 MI	 250 250																	5993-02-08	
CITY OF MONONA NEW * 111-23-029	STREETLIGHT FIXTURE CONVERSION Convert approximately 250 residential streetlight fixtures to LED fixtures.	PE UTL CONST TOTAL	 80 80 CRP	 20 20 MO	 100 100																	5994-02-18	
CITY OF SUN PRAIRIE NEW * 111-23-030	STREETLIGHT FIXTURE CONVERSION Convert approximately 297 streetlight fixtures to LED fixtures.	PE UTL CONST TOTAL	 120 120 CRP	 30 30 SP	 150 150																	3996-00-20	
VILLAGE OF DEFOREST * - 111-23-031	VINBURN ROAD N. Towne Road Intersection Construct Roundabout and urbanize Vinburn road adding curb and gutter, multimodal transportation alternatives, and stormwater facilities. Intersection reconfiguration. Traffic Signal installation through HSIP.	PE UTL CONST TOTAL	123 799 922 MS30	14 89 103 DeF	137 137	Continuing Continuing					Continuing Continuing				Continuing Continuing	208 208 DeF	208			Continuing Continuing	486 3,396 6,102 DeF	486 3,396 6,102 DeF	Seeking federal earmark funding. Not currently programmed. 6992-00-06, -76 Construction authorized in 2023, scheduled for 2027.

¹ Project programming shown in 2027 is for informational purposes only.
(x) = Major project with capacity expansion. (*) = MPO action required. Shading denotes those projects programmed for Federal funding.
NOTE: Funds Key page 9.

Table B-2
Summary of Federal Funds Programmed (\$000s) and Those Available in Year of Expenditure Dollars
in the Madison Metropolitan Planning Area

Funding Source		Programmed Expenditures					Estimated Available Funding				
Agency	Program	2023	2024	2025	2026	2027	2023	2024	2025	2026	2027
Federal Highway Administration	National Highway Performance Program	2,812	1,168	62,248	37,482	9,962	2,812	1,168	62,248	37,482	9,962
	Bridge Replacement and Rehabilitation	1,353	547	0	2,391	1,738	1,353	547	0	2,391	1,738
	Surface Transp. Block Grant Program - Madison Urban Area	16,708	3,378	3,654	12,191	210	16,708	3,378	3,654	12,191	210
	Surface Transp. Block Grant Program - Small Urban Area	0	0	0	621	0	0	0	0	621	0
	Surface Transp. Block Grant Program - State Flexibility	7,183	2,912	7,610	36	0	7,183	2,912	7,610	36	0
	Surface Transp. Block Grant Program - Transp. Alternatives	1,137	1,853	600	1,198	0	1,137	1,853	600	1,198	0
	Carbon Reduction Program	1,100	unknown	unknown	unknown	unknown	1,100	unknown	unknown	unknown	unknown
	Highway Safety Improvement Program	6,479	2,106	2,749	0	1,636	6,479	2,106	2,749	0	1,636
Federal Transit Administration	Section 5307 Urbanized Area Formula Program	37,155	4,057	8,025	30,303	30,825	37,155	4,057	8,025	30,303	30,825
	Section 5309 Small Starts	110,600	0	0	0	0	110,600	0	0	0	0
	Sec. 5339 Bus & Bus Facilities	17,894	1,502	2,004	2,042	2,080	17,894	1,502	2,004	2,042	2,080
	Sec. 5337 State of Good Repair	3,987	1,350	934	952	970	3,987	1,350	934	952	970
	Sec. 5310 E/D Enhanced Mobility Program	500	0	0	0	0	500	489	499	509	519
	Sec. 5311 Rural Area Formula Program	2,745	1,505	1,533	1,562	1,592	2,745	1,505	1,533	1,562	1,592
	Sec. 5314 NRP, Sec. 5339 Alt. Analysis Program	0	0	0	0	0	0	0	0	0	0
	Areas of Persistent Poverty	670	0	0	0	0	670	0	0	0	0
	CARES/ARPA	19,679	0	0	0	0	19,679	0	0	0	0

* Fifth year of funding (2027) is informational only.

** Funding shown in calendar year versus state fiscal year.

Note: All state roadway projects using applicable funding sources (e.g., NHPP, STBG State Flexible, BR) are programmed through 2027. Local BR, STBG (BR), and STBG Rural projects are programmed through 2026. HSIP (other than annual small HES program) projects are programmed through 2026. Local STBG -Transp. Alternatives projects are programmed through 2025. Local STBG-Urban (Madison Urban Area) projects are programmed through 2026. Transit funding is not yet programmed and is based on needs and anticipated future funding levels (See also Table B-4 Metro Transit System Projected Expenses and Revenues). Programmed transit funding for 2023 excludes carryover projects for which the Federal funding is already obligated. Roadway and transit inflation rate @ 1.89% per year applied to expenses, except for the STBG-Urban program. Fiscal constraint for this project is being handled at the state level.

MPO Agenda Cover Sheet

June 7th, 2023

Item No. 7

Re: Amendment to the Section 5310 Program of Projects to Transfer Vehicle Ownership

Staff Comments on Item:

The Section 5310 Program of Projects (POP) for the Madison Urbanized Area – 2021 included the purchase of an accessible vehicle by Capitol Express. Capitol Express was subsequently purchased by Van Go Taxi, a subsidiary of Mobile22, which went bankrupt and closed its doors in November 2022. The vehicle purchased with Section 5310 funds has subsequently been stored at Metro Transit until a new eligible operator can be identified.

A new Non-Emergency Medical Transportation provider, Fico Skye Transportation LLC, is owned and operated by former Capitol Express and Mobile 22 employees, and desires to put this vehicle back into service. Per [FTA C 9070.1G](#), a vehicle purchased with Section 5310 funding may be transferred to another eligible operator and put into eligible service by showing the transfer in a POP for an active grant. (Chapter VI 5.c)

Materials Presented on Item:

1. 2023 Section 5310 Program of Projects for the Madison Urbanized Area - Amended

Staff Recommendation/Rationale: Staff requests that the Policy Board approve the amendment to the 2023 Section 5310 Program of Projects for the Madison Urbanized Area to include this accessible vehicle with Fico Skye Transportation as the subrecipient.

DRAFT - Section 5310 Program of Projects for the Madison Urbanized Area - AMENDMENT										
Subrecipient	Service Area	Service Area Urban/Rural	Sub Type ¹	Project Type	Project Description/ALI	FTA Amount	Local Amount	Total Amount	Coordination Plan Page	Project Type ²
<u>Category A Projects</u> - Certified as having met federal requirements and approved for funding.										
Fico Skye Transportation	Madison Area	Urban	PO	Capital	Accessible Vehicle (Traditional)	\$0	\$0	\$0	33	14a
Total						\$0	\$0	\$0		
<u>Category B Projects</u> - Pending federal requirements and/or pending approval for funding.										
Total						\$0	\$0	\$0		

¹ DR - Direct Recipient, PNP - Private Non-Profit, LG - Local Governmnet, PO - Private Operator receiving indirect funds

² Project type defined in FTA C 9070.1G:

12 - Administration expenses

14a - Rolling stock and related activities (meeting the 55% requirement)

14b - Passenger facilities (meeting the 55% requirement)

14c - Support facilities and equipment (meeting the 55% requirement)

14d - Lease of equipment (meeting the 55% requirement)

14e - Acquisition of transportation services under a contract, lease, or other arrangement, including user-side subsidies (meeting the 55% requirement)

14f - Support for mobility management and coordination programs (meeting the 55% requirement)

15a - Public transportation projects (capital and operating) planned, designed, and carried out to meet the special needs of seniors and individuals with disabilities

15b - Public transportation projects that exceed the requirements of the ADA

15c - Public transportation projects that improve access to fixed route service and decrease reliance by individuals with disabilities on ADA complementary paratransit service

15d - Alternatives to public transportation that assist seniors and individuals with disabilities with transportation

All projects are within Dane County, Madison, WI; Wisconsin Congressional District 2; and consistent with the 2019 Coordinated Public Transit-Human Services Transportation Plan for Dane County.

MPO Agenda Cover Sheet

June 7th, 2023

Item No. 8

Re: Discussion on Scope and Process Review for the Transit Development Plan Update

Staff Comments on Item:

The Transit Development Plan (TDP) was last updated in 2013 for the 2013-2017 period. Since 2018, updating the TDP has been postponed several times for a variety of reasons, most recently to prevent duplication of efforts between the Metro Transit Network Redesign and the Transit Development Plan Update. This TDP Update will build on the foundation of the Transit Network Redesign, as well as on other recent transportation planning efforts, to develop service planning guidelines and performance standards* that will be appropriate for both the new transit system and a region that has grown and changed significantly in the last decade.

Materials Presented on Item:

1. Transit Development Plan Update memo dated June 1, 2023
2. Scope and Process for the 2024-2028 TDP (v.5/24/23)
3. *2013-2017 TDP at https://www.greatermadisonmpo.org/planning/documents/TDP_Final_Web.pdf, see Appendix A (.pdf pages 104-117) for service planning and design guidelines

Staff Recommendation/Rationale: Staff requests that the Policy Board concur with the TDP update process and public involvement outlined in the Transit Development Plan Update memo and the Scope and Process for the 2024-2028 TDP.

June 1, 2023

To: City of Madison Transportation Commission, and
Greater Madison MPO Policy Board

From: Ben Lyman, Transportation Planner, Greater Madison MPO

Re: Transit Development Plan Update

The Greater Madison MPO (MPO) is updating the Transit Development Plan (TDP) for Madison Metro Transit (Metro) and contracted service providers. The TDP is a five-year strategic plan designed to identify the near-term future direction of the transit system. The TDP is intended to guide the planning activities, service and facility improvements, and budgets of Metro and other transit providers. The TDP guides transit service changes to meet the goals adopted in *Connect Greater Madison 2050* Regional Transportation Plan and transit performance measures, as well as building on the foundation of the Metro Transit Network Redesign service plan adopted in 2022, including the phased implementation of Bus Rapid Transit (BRT) beginning in 2023 (routes only, BRT infrastructure opens in East-West corridor in 2024).

The Greater Madison MPO, Metro Transit, and the Wisconsin Department of Transportation's (WisDOT) cooperative agreement states that the Greater Madison MPO's responsibilities include:

Preparing and updating a mid-range (5 year) Transit Development Plan (TDP) in cooperation with the Transit Operator and other providers of public transit services. The TDP shall include, but not be limited to, transit system policies and an assessment of service demands, planned transit service improvements, transit fares, and transit system capital facility needs.

The last TDP, adopted in 2013 for the 2013-2017 period, is outdated and does not account for many critical changes in the region and in society as a whole that have subsequently occurred. These changes include: new development, including redevelopment, infill, and greenfield development; the impacts of the COVID-19 pandemic on travel patterns; the redesigned Metro transit network; BRT; or the growing awareness of the impacts of systemic racism on minority populations which have followed the murder of George Floyd and nationwide protests against institutional racism.

The City of Madison's Racial Equity and Social Justice Initiative (RESJI) was adopted after the last TDP was adopted, making this the first TDP to require use of an equity lens in its development. However, as a largely technical document (i.e. documenting how many buses provide how much service at what cost), the adopted RESJI processes and tools are ill suited to guiding public involvement in the TDP update. MPO staff have met with RESJI staff



ph: 608.266.4336
greatermadisonmpo.org

GREATER MADISON
METROPOLITAN
PLANNING ORGANIZATION

100 State St #400
Madison, WI 53703

from other departments, including the Department of Civil Rights and the Planning Division, to discuss how best to incorporate the RESJI process into the TDP update. Staff's consensus is that the TDP should make use of one or more focus groups of individuals who are familiar with the transit system, including BIPOC individuals and persons experiencing disabilities, to gather feedback on the subjective portions of the TDP, namely recommendations for future service planning guidelines.

MPO staff propose to conduct the TDP update with support from Metro and City of Madison Department of Transportation staff. Metro Service Partners (UW-Madison, UW-Health, and partner communities) will be involved on both one-on-one and group consultations throughout the update process. Other stakeholder groups, including area communities not currently served by Metro (e.g. City of Stoughton, Village of Waunakee, Village of Cottage Grove), Dane County Dept. of Human Services, WisDOT, and the Ho-Chunk Nation will be involved through one-on-one meetings and larger meetings upon request.

The TDP is adopted by both the MPO Policy Board and by the City of Madison Common Council, upon recommendation by the Transportation Commission (TC). The MPO Policy Board and TC will both be provided with project updates to ensure policy-maker support of recommended changes to the TDP.

As noted above, the majority of the TDP is composed of analysis of past performance and projecting future trends, and is largely a technical document that does not warrant a large public involvement effort. Goals established through other recent public processes, including the City of Madison's Let's Talk Streets, Vision Zero, and Complete and Green Streets, and the MPO's Connect Greater Madison 2050 Regional Transportation Plan, will be incorporated into the TDP and no new goals will be established as part of this update. Individual service changes, such as route realignments and schedule changes, are subject to public review and comment on a case-by-case basis, and no such specific changes will be proposed as part of the TDP. The route and service performance guidelines and standards, as well as the bus stop amenities guidelines and standards, however, directly impact how service will change in the future and will be the subject of review by stakeholder groups and the RESJI focus group(s).

The TDP update will be completed during the summer and fall of 2023, with adoption of the updated plan anticipated in winter 2023.

Scope and Process for the 2024-2028 TDP

(v.5/24/2023)

The Greater Madison MPO is updating the Transit Development Plan (TDP) for Madison Metro Transit (Metro) and contracted service providers. The TDP is a five-year strategic plan designed to identify the near-term future direction of the transit system. It is intended to guide the planning activities, service and facility improvements, and budgets of Metro and other transit providers. The TDP guides transit service changes to meet the goals adopted in *Connect Greater Madison 2050* Regional Transportation Plan and transit performance measures, as well as building on the foundation of the Metro Transit Network Redesign service plan adopted in 2022, including the phased implementation of Bus Rapid Transit (BRT) beginning in 2023 (routes only, BRT infrastructure opens in East-West corridor in 2024).

RTP 2050 recommendations and supporting actions for transit begin on page A-18 of <https://www.greatermadisonmpo.org/planning/documents/Appendix-A-ConnectRTP-web.pdf> and include the development and adoption of new performance measures for transit, which will be accomplished through the TDP update. RTP goals are on page 1-4 of <https://www.greatermadisonmpo.org/planning/documents/Ch-01-ConnectRTP-web.pdf>.

Greater Madison MPO responsibilities under MPO/Metro/WisDOT cooperative agreement include:

Preparing and updating a mid-range (5 year) Transit Development Plan (TDP) in cooperation with the Transit Operator and other providers of public transit services. The TDP shall include, but not be limited to, transit system policies and an assessment of service demands, planned transit service improvements, transit fares, and transit system capital facility needs.

Planning horizon of this TDP: 2024-2028. The last TDP was adopted in 2013 for 2013-2017 but many recommendations are still relevant; the current status of 2013-2017 recommendations will be provided in the 2024-2028 TDP.

The TDP is primarily a “technical” document, in that it relates objective data such as ridership over time, or operational cost per hour, and much of its contents are not appropriate for public or stakeholder input. The primary exception to this is the Service Planning Guidelines section (Appendix A in the 2013-2017 TDP), which is the section that sets performance measures and establishes planning guidelines for future changes to service.

MPO staff have met with City of Madison Department of Civil Rights and other Racial Equity and Social Justice Initiative staff of various departments to discuss how to meaningfully engage target populations without creating unrealistic expectations for outcomes of the engagement and planning process (see below). Through multiple meetings, the staff consensus is that the most appropriate means of engaging populations of concern in the process is to hold focus groups with traditionally marginalized populations. This format will allow staff to establish realistic expectations for outcomes, while providing an opportunity for low-income, and minority individuals to relate their experiences with transit in Madison and in other places where they have lived.

TDP Development and Approval Process

TDP Development and Review

The 2013-2017 TDP was developed under the guidance of a steering committee composed of representatives of Metro, Madison Department of Transportation, and Metro Service Partners (communities and organizations that pay for Metro service in their jurisdictions). These include the Cities of Fitchburg, Middleton, Sun Prairie, and Verona, the Village of Shorewood Hills, Associated Students of Madison, Epic, Madison College, Madison Metropolitan School District, UW Health, and UW-Madison.

Often, TDPs are developed in coordination with or under the oversight of steering committees that include representatives of community and business interests, including major employers, educational institutions, and

stakeholders such as chambers of commerce and advocacy organizations. Although a steering committee composed of a wider variety of participants brings certain strengths to the project, it also requires increased stakeholder participation while offering limited opportunities for participants to effect change.

Staff recommend that the 2024-2028 TDP continue to rely on a steering committee composed of City of Madison and Service Partner staff, and that the steering committee not be expanded to include a wider variety of participants. However, as this could be construed to exclude the public and other stakeholder groups from participation, staff are seeking guidance on the composition of the steering committee from the MPO Policy Board and the City of Madison Transportation Commission.

Staff's recommended composition of steering/review bodies is:

Core project team:

Ben Lyman (MPO) – Project Manager

Connor Mountford (Metro)

- Group A (~4 meetings, monthly or bi-monthly)
- Group B (Service Partners have requested one-on-one meetings, with potential for one or two group meetings)
- Outer Community group (1-2 meetings or one-on-one meetings)

Name	Organization
<u>TDP Review Group A</u>	
Connor Mountford	Metro Transit
Tim Sobota	Metro Transit
Mick Rusch	Metro Transit
Mike Cechvala	City of Madison (Transportation)
<u>TDP Review Group B</u>	
Dar Ward	UW-Madison (Transportation Services)
Tim Voelker	City of Fitchburg
Mark Opitz	City of Middleton
Marc Hautakker or Brad Bruun	City of Monona
Alexander Brown	City of Sun Prairie
[TBD]	City of Verona/Epic
Karl Frantz	Village of Shorewood Hills
Nathanael Brown	Dane County (Human Services)
[TBD]	Wisconsin DOT (Bureau of Transit)
[TBD]	MPO Policy Board
[TBD]	Ho-Chunk Nation*
[TBD]	City of Madison Transportation Commission (TC)
[TBD]	UW Health
[TBD]	Madison College
[TBD]	Madison Metropolitan School District
<u>Outer Community Review Group</u>	
[TBD]	City of Stoughton
[TBD]	Village of Cottage Grove
Elise Cruz and Ad Hoc Trans Comm [TBD]	Village of Oregon
[TBD]	Invite other communities as well (e.g. Cross Plains, DeForest, McFarland, Waunakee, Windsor)

cc: Sean Hedgpeth (Metro)

*Ho-Chunk Nation invited to participate at Group B level, but offer participation at any level of engagement they desire

TDP Adoption

Madison TC: Early in process; again for recommendation to Common Council

MPO Policy Board: Early in process; again for approval

Madison Common Council: Approval

TDP Timeline

- Winter 2020 – Began TDP committee meetings – suspended due to redundancy of and conflicts with Network Redesign process
- Summer 2023 –TDP committee meetings
- Fall 2023 – Finalize draft TDP
- Fall/Winter 2023 – Adopt final TDP

TDP Scope

Fixed Route Service Improvements

Route Performance and Planning Guidelines: Due to the Network Redesign Study, which resulted in a fundamentally different service network than that which has operated since 1999, there will not be historic route performance data to review in this TDP. Instead, the priorities and guidance developed during the Network Redesign will be translated into future route performance and planning guidelines.

- **Service Expansion:** Development in peripheral areas and existing travel patterns between peripheral areas are growing demand for service, which bypasses transfer-point-oriented routes. Providing this type of service will support low-income/EJ population journey-to-work patterns that already exist but are not served effectively (or at all) by Metro. In some areas, transit service could potentially be provided in future by demand-responsive micro-transit, employer-supported vanpools, or fixed-route service. MetroForward>> calls for increasing service frequency in peripheral areas, especially the south side.

The Network Redesign addresses many of the service deficiencies mentioned above, including the new peripheral routes F, G, H, and L.

Potential service extensions into planned new neighborhoods:

- Prioritize based on EJ access to jobs, ridership, cost, and coverage
- Potential express commuter service(s): Waunakee, Cottage Grove, McFarland, Stoughton, Oregon, DeForest, Windsor
- Call out emerging neighborhoods and new growth areas
- Other developing and peripheral areas: Owl Creek; Pioneer/UWRP Ph II; Fitchburg (McKee Rd, Lacy Rd); Bishop's Bay; Sprecher/Northeast; Milwaukee/Wyalusing/far east
- First/last mile connections
- Flexible/demand-response transit in areas or at times (evening, weekends) where fixed-route service is not warranted
- Access to Ho-Chunk Casino & other non-transit-accessible areas – road network connectivity, likely need for alternate service model
- Transportation/Land Use Connection – integrating land use and transit planning for successful transit
- Potential for new Owl (late- or all-night service) routes

- **Service Changes:** Metro regularly makes service adjustments to its fixed route transit system. Service adjustments focus on improving system efficiency, reducing overcrowding, providing more direct and attractive routing, and reallocating service hours based on ridership, coverage, and other factors. The TDP will not recommend specific revisions or amendments to the network approved through the Network Redesign, but will establish guidelines for potential changes in the future.

New service design guidelines will be based on Network Redesign priority for Ridership with essential Coverage.

- **Overcrowding:** During peak commute times, Metro buses have experienced overcrowding and pass-ups in busy corridors. To address this problem, service frequency was increased for Route 10, which serves core areas on the isthmus (where overcrowding is worst) as far northeast as Union Corners (to North St. at E. Washington and E. Johnson) and the UW campus as far west as University Row (Whitney Way at University).

Given the abrupt and presumably long-lasting decline in ridership that accompanied the Covid-19 pandemic, overcrowding has become much less common. Initiation of E/W BRT routes and frequency will further address potential overcrowding through improvements to service frequency where overcrowding has historically been the worst, and in fall 2024 by using larger articulated buses with greater passenger capacity.

- **On-Time Performance (OTP):** OTP will not be reviewed in detail, as performance of pre-Network Redesign routes would be a waste of effort given that entirely new routes will begin operation in 2023.

Although OTP itself will not be reviewed in detail, the OTP goals in Appendix A of the 2013-2017 TDP need to be revised to be realistic: “Relatively little existing on-time performance data was available to establish these goals, they should be revised if real-world data collection proves that they are inappropriate.” Only 24.2% of Peak routes and 27.9% of Off-Peak routes met those goals in 2018.

Public Participation

The Greater Madison MPO’s Public Participation Plan¹ specifies appropriate Public Engagement Methods for the Transit Development Plan. Primary engagement methods to be used include: Posting information on the MPO website; email notifications to stakeholders and interested parties; the use of an Advisory Committee; posting to the MPO Facebook page; and inclusion in the MPO newsletter. Supplemental methods include: fact sheets and brochures; focus groups and workshops; surveys; presentations to local committees, civic groups, and organizations; community event tabling and information booths; and other emerging public engagement tools. Supplemental methods are used based on need and requests.

There is limited ability for the public to influence outcomes as this is just a technical update and has limited specific new recommended service changes. It is critical to keep expectations reasonable.

Actual service changes will require public involvement prior to implementation, but for general TDP recommendations (i.e. “work to provide peripheral journey-to-work service for low-wage jobs”), general public input not needed at this point beyond RESJI integration as described above.

Racial Equity and Social Justice Initiative

“The mission of the City of Madison Racial Equity and Social Justice Initiative (RESJI) is *to establish racial equity and social justice as core principles in all decisions, policies and functions of the City of Madison*. RESJI aims to eliminate racial and social inequities in municipal government and, in partnership with the community, throughout the city by addressing institutional racism.” (<http://www.cityofmadison.com/civil-rights/documents/RESJstrategy.pdf>)

As transit may be the primary or even the only motorized transportation mode available to lower-income individuals, and lower-income individuals are disproportionately people of color and other disadvantaged populations, and as the 2024-2028 TDP is the first TDP to be undertaken since the adoption of RESJI in 2014, the development of this TDP should utilize the RESJI lens, if not the toolkit. **It is important to keep realistic expectations of what changes can be recommended in the TDP.** Furthermore, neither the short- nor the long-form RESJI process are designed or appropriate

¹ https://www.greatermadisonmpo.org/planning/documents/PPP2021_forWeb.pdf, page 8, Figure 2

for use in a process such as the TDP, which is essentially a technical document reflecting recommendations based on public input received through other efforts (e.g. RTP Update, BRT, Network Redesign, Let's Talk Streets, Sun Prairie local service planning, etc.).

After discussing this with City of Madison Transportation Dept. & Metro staff (1/8/20) it was determined that convening an EJ/RESJI focus group to meet with during TDP development would be the most appropriate method of ensuring that the TDP is developed with EJ groups and the RESJI process in mind. City of Madison Dept. of Civil Rights (DCR) staff offered to assist in organizing a Racial Equity/Social Justice Focus Group or other appropriate means of ensuring EJ population involvement and consideration in planning process (MPO and DCR staff met 2/18/20). Met with Madison Planning Div. RESJI staff (11/2/22) to discuss applying RESJI lens to this type of planning process; recommended establishing realistic expectations & meeting with focus groups.

Staff will work with Dept. of Civil Rights to identify appropriate means of ensuring EJ population involvement and consideration.

MPO Agenda Cover Sheet

June 7, 2023

Item No. 9

Re: Discussion on State Restriction on MPO Suballocated Funding

Staff Comments on Item:

The Bipartisan Infrastructure Bill (BIL) created several new funding programs. One of them is the Carbon Reduction Program (CRP), which is for projects designed to reduce CO2 emissions from on-road sources. It is a formula program with funds distributed to states by formula. 65% of the funding must be allocated to different areas of the state based on population, including MPO areas.

The law provides a list of eligible types of projects, which include:

- Public transportation projects;
- Bicycle/pedestrian projects;
- Congestion management technologies;
- Energy-efficient street lighting and traffic control devices; and
- Projects that support deployment of electric or other alternative fuel vehicles (e.g., electric vehicle charging infrastructure).

Last June the MPO selected four projects to fund using our Federal Fiscal Year 2022 apportionment (a little over \$1 million). Shortly after the MPO selected these projects, WisDOT issued a memo that “the Federal Expenditure Plan submitted to the Joint Committee on Finance last year did not properly articulate how the CRP funding would flow through the state process; therefore, the plan as approved by the Committee does not provide WisDOT with authority to use FFY 2022 CRP funding on local projects.” MPO staff were notified in mid-February that Joint Finance Committee approved the Federal Expenditure Plan, however they placed restrictions that CRP funding “may only be used for lighting and traffic control improvements, deployment of advanced transportation management technologies, or right-of-way projects to improve traffic flow that do not involve new capacity.”

In response to both staff and Board member concerns with these restrictions, MPO staff asked FHWA staff whether the State can limit what the MPO’s suballocated funding can be spent on; the response from FHWA’s General Counsel is that states do have the right to be more restrictive. Staff is seeking Board feedback on desired next steps, if any, to address the concerns that the State can place restrictions on the MPO’s suballocated funding.

Materials Presented on Item:

None

Staff Recommendation/Rationale: For Review/Discussion Only

MPO Agenda Cover Sheet
June 7, 2023

Item No. 10

RE: Status Report on Capital Area RPC Activities

Staff Comments on Item:

- Prepared Preliminary 2024 Budget for Consideration at June 8 Commission meeting
- Recommended amendment of the Waunakee Urban Service Area to the DNR
- Held a public hearing on removing a prior condition of approval in the Waunakee Urban Service Area
- Hosting a webinar at noon on June 15, Intro to SolSmart: How our Region is Working Toward Solar Best Practices <https://www.capitalarearpc.org/6-15-webinar-intro-to-solsmart/>
- Alder Bill Tishler was appointed to CARPC by Mayor Satya Rhodes-Conway

Materials Presented on Item:

None

Staff Recommendation/Rationale: For Review/Discussion Only