Madison Area Transportation Planning Board (an MPO)
November 6, 2019 Meeting Minutes

Madison Water Utility, 119 E. Olin Ave, Conference Rooms A-B

Chair Opitz called the meeting to order at 6:32 PM.

1. Roll Call

Members present: Sambah Baldeh, Margaret Bergamini, Paul Esser, Steve Flottmeyer, Grant Foster (left during item #8), Patrick Heck, Tom Lynch, Jerry Mandli (arrived during item #5), Ed Minihan, Mark Opitz, Bruce Stravinski, Mike Tierney, Doug Wood

Members absent: Kelly Danner

MPO staff present: Bill Schaefer, David Kanning

Others present in an official capacity:
Brandon Lamers and Michael Hoelker (WisDOT SW Region)

2. Approval of October 2nd, 2019 Meeting Minutes

Minihan moved, Wood seconded, to approve the October 2, 2019 meeting minutes. Motion carried.

3. Communications

- Letter from Village of McFarland to WisDOT regarding concerns about the design of the USH 51 project.
- Letter from WisDOT approving the MATPB work program amendment to allow carryover funding from 2019 into next year's budget.
- Email correspondence from the public related to item No. 5, which was reviewed as part of that item.

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

None

5. Public Hearing on Amendment to the Regional Transportation Plan (RTP) 2050 and 2020-2024 Transportation Improvement Program (TIP) for the Madison Metropolitan Area & Dane County to Add Beltline Dynamic Part-Time Shoulder Use (DPTSU) Project

Opitz opened the public hearing. Three members of the public registered to speak. Alexander Harding, City of Madison resident, asked WisDOT to consider managing the proposed DPTSU lanes as HOV lanes, rather than general occupancy lanes. He said that adding HOV lanes would create an incentive for ridesharing. The HOV designation could be removed if the lanes were not used. Tom Wilson, City of Madison resident, spoke next. He disclosed that he is a member of the City of Madison's Transportation Policy & Planning Board, but that his comments were his own. Wilson expressed support for the drainage, barrier wall, and resurfacing components of the Beltline Highway project, as currently listed in the Transportation Improvement Program (TIP), but opposed the proposed amendment to include the DPTSU component. He said that DPTSU would increase vehicle miles traveled (VMT) through induced demand. He said creating a transportation system that forces people to drive is inherently inequitable. Harold Kliems spoke next. He disclosed that he is a member of the City of Madison's Transportation Commission, but that his comments were his own. Kliems said that he opposed the DPTSU project because it will increase VMT, emissions, and add pressure to local streets. He added that increasing vehicle capacity would negatively impact planned transit improvements projects. Opitz closed the public hearing.

6. Resolution TPB No. 160 Approving Amendment #1 to the Regional Transportation Plan 2050 for the Madison Metropolitan Area to Add Beltline DPTSU Project

Stravinski asked if action on this item must be deferred until the next meeting because of the public concerns expressed. Opitz said that the board could take action tonight or postpone this item until the next meeting. Bergamini asked Schaefer to explain the difference between items 6 and 7. Schaefer said that the resolution for item #6 amends the Regional Transportation Plan (RTP) 2050 to specifically add the DPTSU project, while the resolution for item #7 modifies the existing Beltline Highway project listing in the TIP to add the DPTSU component. The DPTSU project must be listed in the RTP in order to add it to the TIP. Wood clarified that the action at the last meeting was to release the proposed RTP and TIP amendments for public review and comment. Schaefer added that the board also approved the 2020-2024 TIP without the DPTSU project at that meeting.

Opitz said that he was intrigued by Harding's comment regarding how the proposed project could affect the future feasibility of adding HOV lanes on the Beltline. To what extent has WisDOT studied or considered this concept? Michael Hoelker, WisDOT SW Region, said that there would be nothing to preclude converting the part-time shoulder lanes to HOV lanes in the future. He said that if demand for the HOV lanes increased where they would operate closer to capacity, then the lanes could be converted. In this scenario, the shoulder lanes would not be taken away. Rather, their use would be altered.

Foster suggested postponing the decision on this item so the board had an opportunity to ask questions and obtain follow-up information prior to making a decision. Stravinski requested that staff review the major points that were made from WisDOT's prior presentation on the project at the next board meeting and compare those points to the public comments – i.e., how the project would affect drive time, emissions, volumes on other arterial roads, and safety.

Schaefer said that most of the public comments were related to induced demand. He explained the different types of induced demand. One component is the idea that if driving is made more attractive (e.g., reduced travel time, etc.), people will make more trips. That is generally a very small percentage, especially for this kind of project. Some people might shift travel times or make non-work trips during peak periods, but again the impacts are likely to be small. Another component is traffic diversion as more vehicles would be attracted to the Beltline that are currently using alternate roads. This is not induced demand (i.e., increase in the number of vehicle trips). An additional component relates to the long-term impact of a project on people's decisions on where to live and what jobs to take, because the increased capacity would make it more convenient to travel longer distances. He said the project could have some marginal impact on people's locational decisions, but there were many other factors that determine where people choose to live. Some oppose any increase in roadway capacity simply because it makes it easier to drive. The board has not taken this position, since the board voted to award federal funding to two capacity expansion projects this application cycle.

Baldeh asked if a decision would be further postponed if there were still concerns expressed at the next meeting. Schaefer responded that the reason to delay action would be to request information that has not been presented or allow more time to discuss the item. Foster suggested that the board not get into a substantive discussion about the merits of the project at this meeting if the intent is to defer action. Foster requested information about induced demand and possible VMT impacts of the project. He also asked how this project relates to other recommendations from the Beltline study and why those aren't moving forward as well (e.g., ped/bike crossings of the Beltline). Finally, he asked how the project would impact development of regional transit. Heck requested information on the HOV lane option and whether the impacts of that had been studied. Wood also requested information on induced demand, including any objective studies.

Esser said that the timing of the shoulder running project is related to the drainage and repaving project – that is why we WisDOT is proposing it now. He added that there is a need for improvements to all types of transportation. It is reasonable to expect that over time it will be necessary to increase capacity on the

Beltline. There is an opportunity now for a capacity increase during peak use periods because of the other work that will be done. Tierney said that he lives close to the Beltline, and that he often sees significant congestion. He added that it would be beneficial to see where traffic is coming from and going to. Opitz said that WisDOT conducted an origin-destination (O-D) study a few years ago. Schaefer added that the MPO also has the ability to get O-D data now with its Streetlight Insight subscription. Tierney commented on the difficulty of using the auxiliary lanes, and suggested that perhaps more could be done with signs, markings, and barriers so vehicles make their exits and entries at appropriate points. This could help address congestion issues.

Foster asked for additional information on the operating and maintenance cost of the lanes, including snow removal and technology components. Bergamini asked if a final draft of the Beltline Study was ever released, and what alternatives were considered in the Beltline Study. Schaefer said that a final draft of the Beltline PEL study had not been released because it was suspended. Only an assessment of existing conditions was released. Opitz said that it would be interesting to see how the project would affect emergency vehicle access. Lamers said that WisDOT can provide information on occupancy of different sections of the Beltline.

Foster moved, Bergamini seconded, to postpone items 6 and 7 until the December Board meeting. Motion carried.

7. Resolution TPB No. 161 Approving Amendment No. 1 to the 2020-2024 Transportation Improvement Program for the Madison Metropolitan Area & Dane County

Item deferred.

8. Resolution TPB No. 162 Adopting Annual Federal Highway Safety Improvement Program Performance Measure Targets

Schaefer said that federal transportation legislation has established a transportation system performance management framework that requires state DOTs to track performance measures related to federal goals and set targets for them. DOTs must set targets, while MPOs can set their own targets or choose to support the state targets. Safety is one of the performance measure categories with five different measures established. In addition to setting targets, MPOs must analyze the TIP and long-range regional transportation plan when they are updated, indicating how the projects and policies in those documents will help achieve the targets. Schaefer noted that the analysis for the 2020-2024 TIP was included in the packet.

The performance measures targets for the safety and transit asset management (the following item) categories must be established annually. MATPB staff is once again recommending that the MPO support the state safety targets. The primary reason for this is that the MPO does not program projects with federal safety funding and unlike for the state there are no funding consequences at the MPO level if the targets are not met. The value in the exercise is not so much about the target, but monitoring how the region is doing while working with implementing agencies to make progress. If the MPO did set its own targets, staff would need to develop a way to calculate vehicle miles traveled (VMT) for the urban area, which would be challenging. Currently, the MPO tracks crashes and uses VMT to calculate crash rates at the county level.

Lynch said he was fine with supporting the state targets this year, but said that that most city of Madison alders wanted to take a more targeted and aggressive approach to reducing fatalities and Type A serious injuries. Lynch said consideration should be given to making safety a larger weight safety when considering projects in capital programs. Schaefer said that safety was a factor in the MPO's evaluation and scoring of STBG Urban projects, and increasing the weight will be considered for the next application cycle. Foster concurred with Lynch's comments and suggested that a timeframe be developed for considering having the MPO adopt more aspirational targets. Schaefer said that he would add this item to a future meeting agenda within a suitable timeframe that would allow staff to do that if the board desired. Bergamini said that there is city support for implementing a Vision Zero initiative, and she was interested in whether other communities have this goal. She suggested a regional approach to Vison Zero would be good. Lynch said that the county

indicators for safety were moving in the wrong direction. Schaefer said that a discussion was needed with WisDOT staff to re-evaluate how they score and rank safety projects. Lynch said that safety can be addressed in everyone's capital budgets. He added that the intersections of Millpond Road and CTH AB with USH 12 have the second highest critical injury rates in the city. There was a recent fatality at the Millpond Road/USH 12 intersection. The cost of a grade-separated interchange at that location is about $35 million, but WisDOT may be willing to use a significant amount of HSIP funds to construct the project. Esser said that the MPO can set difference targets, but there needs to be a way to make improvements to meet those targets.

Esser moved, Baldeh seconded, to approve Resolution TPB No. 162 adopting Annual Federal Highway Safety Improvement Program Performance Measure Targets. Motion carried.

9. Resolution TPB No. 163 Adopting Annual Transit Asset Management Performance Measure Targets

Schaefer said that transit asset management performance targets must be set every year. This relates to assets that Metro Transit owns, including buses, non-revenue vehicles, and major facilities (i.e., Metro's main maintenance facility). As part of the federal performance management requirements, transit agencies must prepare a transit asset management plan. Metro's plan was completed at the end of 2018. Metro Transit established initial measures in that plan. The first measure relates to buses. The target is to have no more than 11% of buses exceed their useful life (i.e., 14 years). Currently, 13% of Metro's fleet currently exceeds its useful life, but Metro expects to meet the 11% target by 2020 based upon their bus purchase schedule (15 buses per year). That could change if service expands with the planned satellite bus facility and revenue boost from vehicle registration fee, requiring a larger fleet. The goal for non-revenue service vehicles is 38%, and Metro has not reached that goal yet. There is a multi-year plan to renovate the Metro garage facility so that it meets the rating that FTA uses. Lynch said that there are five phases for improving the bus facility, but two of the phases could be delayed. Schaefer suggested that the board support Metro Transit's targets, which are based on financial constraints and other considerations.

Esser moved, Minihan seconded, to approve Resolution TPB No. 163 adopting Annual Transit Asset Management Performance Measure Targets.

10. Presentation on Annual Transportation Performance Measures Report and Approval to Release

Schaefer provided an overview of MATPB's fourth annual Transportation Measures Report. The report tracks and publicizes trends in key metrics that indicate whether progress is being made in achieving national and regional transportation plan goals. Schaefer reviewed the data and trends for some of the measures in the report.

Lynch said that the City of Madison experienced 40 roadway fatalities between 2014 and 2018. He added that the city experiences about eight fatalities per year and about 100 critical injuries per year. The city has about one-half of the Dane County population, but about three-quarters of all fatalities in Dane County occurred outside the city. Suburban communities should be concerned about this. Lynch said that 2012 – 2014 was a high point for transit ridership throughout the nation. With the rebound from the recession, more people purchased vehicles, contributing to Metro Transit's ridership decrease since then. Metro's ridership decreased less than the national trend from a percentage standpoint. Schaefer said that national surveys show that vehicle ownership and lower fuel prices have contributed to lower transit ridership. Opitz asked what the modal share is for Uber and Lyft. Schaefer said that the data wasn't available, but he thought the mode share for Uber and Lyft, particularly for work trips, was very small. MATPB's household survey will have some data on that, but it is a small sample.

Bergamini asked if transit on-time figures include campus route 80. Schaefer said that the transit performance measures includes all regular routes, including route 80. Bergamini said that it would be helpful to see transit on-time performance for weekend and holiday service. She said that transfers are more challenging during those times, because service levels are low. Lynch did not think there would be as many late-service challenges during the weekends, except on football Saturdays. Opitz asked if the travel time reliability data is

in relation to posted travel speeds. Schaefer said that the index relates peak period speeds to speeds throughout the day. However, roads with higher posted speed limits will show greater differences in travel time reliability.

Wood moved, Minihan seconded, to authorize approval to release the draft Performance Measures Report. Motion carried.

11. Resolution TPB No. 164 Approving the 2020 MATPB Work Program

Schaefer said that there are no proposed changes to the draft work program.

Minihan moved, Wood seconded, to approve Resolution TPB No. 164 approving the 2020 MATPB Work Program. Motion carried.

12. Resolution TPB No. 165 Authorizing the City of Madison to Enter into an Agreement with Dane County for MATPB to Provide Specialized Transportation Coordination Services to Dane County in 2020.

Schaefer said that this was the annual agreement MATPB enters into with the Dane County. MATPB's services include support for Dane County's Specialized Transportation Commission and assistance to Dane County's Human Services staff. It also covers the MPO's work related to the Section 5310 program management plan. The same agreement provides funds to Metro Transit to support their transit information and promotion efforts, since the city is the fiscal agent for the MPO.

Stravinski moved, Bergamini seconded, to approve TPB Resolution No. 165. Motion carried.

13. Resolution TPB No. 166 Authorizing the City of Madison to Enter into an Agreement with the Capital Area Regional Planning Commission (CARPC) for MATPB to Provide Transportation Planning Work Activities to CARPC and CARPC to Provide Demographic and Employment Forecasts to MATPB in 2020

Schaefer said that this is an annual agreement that covers the services that MATPB provides to CARPC using pass-thruough funds from WisDOT. Our main work is preparing transportation analyses of Urban Service Area amendment applications. For next year, MATPB is contracting with CARPC for demographic and employment forecasts for our regional transportation plan update.

Esser moved, Heck seconded, to approved TPB Resolution No. 166. Motion carried.

14. Status Report on Capital Area RPC Activities

Stravinski said that CARPC met at the City of Fitchburg Community Center, where city staff gave a presentation on their comprehensive plan. CARPC also discussed staff's new office location and issues pertaining to safety. Schaefer said that a neighborhood police officer would be meeting with staff.

15. Announcements and Schedule of Future Meetings

Schaefer said that staff moved into their new office. The deadline for the second round of Section 5310 applications is next week. Changes to the scoring criteria for the Transportation Alternatives program will be presented at the next board meeting. Applications are due early next year, and about $1.2 million in funds are expected to be available. Baldeh suggested that items where little or no discussion is expected be placed on a consent agenda. Schaefer said that could done, but that this meeting had an unusually high number of resolutions due to the annual agreements.

16. Adjournment

Baldeh moved, Wood seconded, to adjourn. Motion carried. The meeting adjourned at 7:58 PM.