



## Chapter 1: Introduction



# Introduction

## Purpose of the Plan

### THE MADISON REGION IS GROWING

The Greater Madison Area is growing. From 2000–2020 the Dane County population grew by 32% – adding almost 135,000 people. Between 2020 and 2050, the population is forecast to grow by another 178,000 to 739,000. By 2050 the county is also expected to add around 96,000 jobs. To accommodate that growth, the region must have an

integrated, well-planned transportation network that meets the needs of all who live, work, or play here.

### THE TRANSPORTATION SYSTEM IS THE REGION'S BACKBONE

The region's transportation system provides critical connections to commerce, employment, health care, education, and recreation, as well as quick and efficient movement of goods and services. An integrated multi-modal transportation system provides multiple options for commuting, shopping, leisure, and regional travel. Transportation can have an impact on the

affordability of neighborhoods and communities and have an impact on the viability of community development. The transportation network also has a direct impact on the quality of life in the region. Safe and efficient regional transportation facilities ensure convenient business and leisure travel. An integrated, well-connected network makes traveling by all modes

convenient and enjoyable. The network can also help to foster community with streets acting as community gathering and meeting spaces. A high quality transportation system with transit and bicycling options is also important for businesses in attracting young, educated, and skilled workers. National surveys have shown this is one of the top criteria of Millennials in choosing where to live. Finally, the transportation system affects the environment both directly and indirectly, including being the second largest source of greenhouse gas emissions in Dane County. The Regional Transportation Plan provides an opportunity to carefully consider how we can leverage transportation investments to achieve our regional goals in all of these areas: community development; the economy; the environment; equity; and quality of life.

### THE TRANSPORTATION SYSTEM IS EVOLVING

The purpose of the *Connect Greater Madison* Regional Transportation Plan (RTP) for 2050 is to identify how the region intends to invest in the transportation system to accommodate current travel demands and future growth, while setting investment priorities balancing limited funds. The plan will also include strategies to begin to address important trends such as rapidly evolving transportation technology and the rise of teleworking, as well as addressing critical issues, including equity and climate change.



## How to Navigate the Plan

### Chapter 1: Introduction

Provides background, plan goals, planning requirements

### Chapter 2: Trends and Forecasts

Demographic trends and forecasts, planned land use development, and economic and travel trends

### Chapter 3: Our Transportation System Today

Inventory and performance of our existing transportation system

### Chapter 4: Our Transportation System Tomorrow

Planned future multimodal transportation network and recommendations on how we get there

### Chapter 5: Financial Analysis

How we will fund the future transportation network

## What is the Regional Transportation Plan?

The RTP sets the framework for the future of transportation in the Madison region. The RTP is an integrated, multi-modal plan that articulates how the region intends to build, manage, and operate a multi-modal transportation system (including transit, highway, bicycle, pedestrian, and other modes) to meet the region's economic, transportation, development, and sustainability goals. The RTP defines the transportation goals for the region and specifies the policies, projects, and strategies that will achieve these goals. Additionally, the plan ties goals to performance measures and sets performance goals to track the region's progress in meeting plan goals. Further, a board approved and USDOT accepted RTP is required for a metropolitan area to be eligible to receive federal funding for transportation projects.

The RTP acts as a transportation investment guide that the MPO, local jurisdictions, and the Wisconsin Department of Transportation use to ensure a unified

regional transportation network. As a “fiscally constrained” plan, the RTP must demonstrate that the projects listed in the plan can be implemented using committed, available, or reasonably available revenue sources. The RTP must be updated every five years and provide a plan that covers a minimum of 20 years. Finally, the plan will ensure eligibility of projects for federal transportation funding as the plan serves as the framework for guiding federally funded transportation investments.

<sup>1</sup> <https://www.transit.dot.gov/regulations-and-guidance/transportation-planning/financial-planning-fiscal-constraint>



## Plan Goals

In 2015 the MPO teamed up with the Capital Area Regional Planning Commission (CARPC) to conduct the Greater Madison Region Values and Priorities Survey to determine the values and priorities of area residents to ensure that planning decisions speak to and correspond with the desires of the region's residents. This extensive public engagement process informed the development of a set of goals that represent overarching aspirational statements about desired vision for the region that was established in preceding regional transportation plan, *The Regional Transportation Plan 2050: Charting Our Course*. A public survey conducted in spring 2021 showed continued support for the existing goals<sup>2</sup>, which form the foundation for the remainder of this plan.



### GOAL 1: LIVABLE COMMUNITIES

Create connected livable places linked to jobs, services, education, retail, and recreation through a multimodal transportation system that supports compact development patterns, increasing the viability of walking, bicycling, and public transit.



### GOAL 2: SAFETY

Ensure that the transportation system enables all people to get to where they need to go safely with an emphasis on enhanced protection for vulnerable roadway users through use of a safe systems approach, thereby helping to achieve the long-term goal of eliminating fatal and serious traffic injuries.



### GOAL 3: PROSPERITY

Build and maintain a transportation system that provides people with affordable access to jobs, enables the efficient movement of goods and services within the region and beyond, and supports and attracts diverse residents and businesses, creating a shared prosperity that provides economic opportunities for all.



### GOAL 4: EQUITY

Provide convenient, affordable transportation options that enable all people, regardless of age, ability, race, ethnicity, or income, to access jobs, services, and other destinations to meet their daily needs; engage traditionally underrepresented groups; and ensure that the benefits of the regional transportation system are fairly distributed, taking into consideration current inequities resulting from past decisions, and that environmental justice populations are not disproportionately impacted.



### GOAL 5: ENVIRONMENTAL SUSTAINABILITY

Minimize transportation-related greenhouse gas emissions that contribute to global climate change; avoid, minimize, and mitigate the environmental impacts of the transportation system on the natural environment and historic and cultural resources; and design and maintain a transportation system that is resilient in the face of climate change.



### GOAL 6: SYSTEM PERFORMANCE

Maximize the investment made in the existing transportation system by maintaining it in a state of good repair and harnessing technological advances; promote compact development and travel demand management to minimize the need for new roadway lane-miles and maximize mobility options; and manage the system to maximize efficiency and reliability.

<sup>2</sup> Slight modifications and restructuring were made to the new goal statements to make them easier to communicate, however the intent of each of the goals from the previous plan remains the same. A 7<sup>th</sup> goal from the previous plan, Establish Financial Viability of the Transportation System, was removed as it is embedded in many of the other goal statements.



## The Role of the Greater Madison MPO

The Greater Madison MPO is the designated metropolitan planning organization (MPO) responsible for overseeing the continuous, comprehensive, and cooperative (3-C) transportation planning decision-making process for the Madison Metropolitan Planning Area (Map 1-a). MPOs are federally designated decision-making bodies for metropolitan areas with populations greater than 50,000, which guide decisions about how federal transportation funds for planning studies, capital projects, and services will be programed in the region. MPOs help facilitate implementing agencies (including local municipalities, transit providers, and state departments of transportation) in the planning and prioritization of their transportation investments in a continuing, comprehensive, and cooperative (3-C) process consistent with regional goals, policies, and needs, as outlined in a long-range regional transportation plan.

The goal of the MPO planning and programming processes is to build regional agreement on transportation investments that balance roadway, public transit, bicycle, pedestrian, and other transportation needs and support regional land use, economic development, and environmental goals.

The MPO is a regional transportation planning agency and approves use of federal transportation funding; the MPO is not an implementing agency that builds facilities or operates transit service. The following outlines the key responsibilities of the MPO and those that fall with other agencies and local communities.

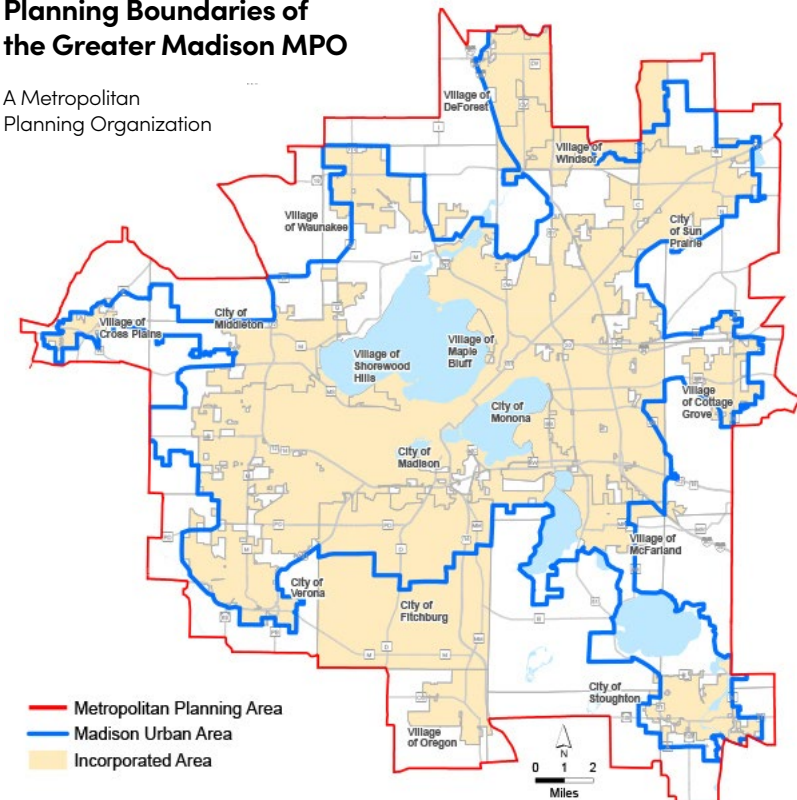
What the MPO does:

- Prepare a long range (20+ year) regional transportation plan for all modes of travel, which is updated every 5 years
- This involves:
  - Collaborating with stakeholders including WisDOT, Metro Transit, other transportation providers, Dane County, and local communities;
  - Analyzing short- and long-term transportation needs; and
  - Making policy, strategy, and project recommendations.
- Provide a forum for regional transportation decision making
- Approve Federal funding for projects in the region<sup>3</sup>
- Conduct public engagement
- Administer the RoundTrip Travel Demand Management (TDM) program

<sup>3</sup> Federally funded projects must be identified in (in the case of major capacity expansion projects) or determined to be consistent with the Regional Transportation Plan.

### Planning Boundaries of the Greater Madison MPO

A Metropolitan Planning Organization



Map 1-a Planning Boundaries of the Greater Madison MPO

What the MPO does not do:

- Design, construct or maintain roadways or multi-use paths
- Traffic control (e.g., signs and signals) and enforcement
- Operate public transit service or design and construct transit capital facilities
- Land use planning and zoning

## Federal Regional Transportation Planning Requirements

The metropolitan transportation planning process is directed by the most recent federal transportation authorization legislation, statutes codified in the United States Code of Laws (U.S.C), and regulations in the Code of Federal Regulations (CFR). 23 U.S.C and 49 U.S.C establish the continuing, cooperative, and comprehensive (3-C) metropolitan planning process that the MPO follows to ensure regional cooperation in transportation planning.

### REGIONAL TRANSPORTATION PLAN REQUIREMENTS

The MPO is required to develop a regional transportation plan<sup>4</sup> with no less than a 20-year planning horizon, which must be updated every 5 years. The plan shall include both long-range and short-range

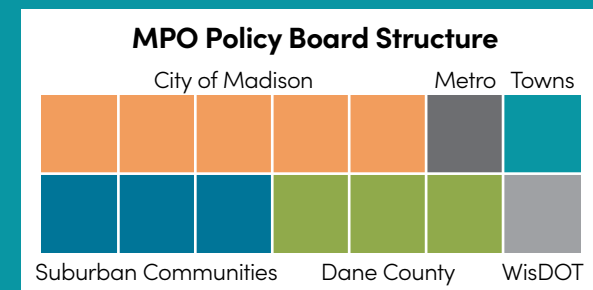
## MPO Organizational Structure

### MPO POLICY BOARD

The MPO is governed by a 14-member Policy Board appointed by the local units of government within the Metropolitan Planning Area, Dane County, and Wisconsin Department of Transportation (Figure 1-1). The Policy Board is the decision-making body for the organization. Federal law requires that the Policy Board shall consist of:

- Elected officials;
- Officials of public agencies that administer or operate major modes of transportation in the metropolitan area; and
- Appropriate State officials.

A listing of the current Policy Board members, meeting calendar, and past meeting minutes can be accessed at <https://www.greatermadisonmpo.org/meetings/tpb.cfm>.



### TECHNICAL COORDINATING COMMITTEE

The Technical Coordinating Committee (TCC) is a multi-modal planning advisory and coordinating committee. It includes members representing various agencies or facets of transportation planning and consists of 14 voting members, 6 alternate voting members, and 2 non-voting members representing the U.S. Department of Transportation. While the MPO Board serves as the policy body for the MPO, the TCC reviews, coordinates, and advises on transportation planning matters. MPO staff reviews all draft plans, policies, project recommendations, TIPs, and other documents with the TCC, which then makes recommendations to the MPO Board. The TCC also plays an important information sharing and coordinating role.

A listing of the current TCC members, meeting calendar, and past meeting minutes can be accessed at <https://www.greatermadisonmpo.org/meetings/tcc.cfm>.

<sup>4</sup> 23 CRF 450.324

strategies and actions that provide for the development of an integrated multimodal transportation system. The plan must include:

- Analysis of the current and future transportation demand of persons and goods in the region
- Inventory of existing and proposed transportation facilities (including roadways, public transit facilities, pedestrian walkways, and bicycle facilities)
- Performance measures and targets used in assessing the performance of the transportation system
- A system performance report evaluation the condition and performance of the transportation system
- Operational and management strategies to improve the performance of existing transportation facilities to relieve vehicular congestion and maximize the safety and mobility of people and goods
- Assessment of capital investment and other strategies to preserve the existing and projected future metropolitan transportation infrastructure, provide for multimodal capacity increase based on regional priorities and need, and reduce the vulnerability of the existing transportation infrastructure to natural disasters.
- Transportation and transit enhancement activities
- A discussion of types of potential environmental mitigation activities and potential areas to carry out these activities, including activities that may have the greatest potential to restore and maintain the environmental functions affected by the transportation plan
- A fiscally constrained financial plan that demonstrates how the adopted transportation plan can be implemented

## The Infrastructure Investment and Jobs Act (IIJA)

The Infrastructure Investment and Jobs Act (IIJA, also known as the Bipartisan Infrastructure Law), signed into law on November 6, 2021, is the most recent surface transportation infrastructure planning and investment legislation. The IIJA represents a historic investment in the nation's infrastructure, adding around \$550 billion in new Federal infrastructure investment, including \$350.8 billion for highway programs and \$89.9 billion for public transit. Priorities include focusing on climate change mitigation, resilience, equity, and safety for all users, as well as ensuring every American has access

## National Transportation Planning Factors

- **Economic Vitality:** Support the economic vitality of the metropolitan area, especially by enabling global competitiveness, productivity, and efficiency.
- **Safety:** Increase the safety of the transportation system for motorized and non-motorized users.
- **Security:** Increase the security of the transportation system for motorized and non-motorized users.
- **Accessibility & Mobility:** Increase the accessibility and mobility of people and freight.
- **Environment & Quality of Life:** Protect and enhance the environment, promote energy conservation, improve the quality of life and promote consistency between transportation improvements and planned growth patterns.
- **Connectivity:** Enhance the integration and connectivity of the transportation system, across and between modes, for people and freight.
- **Efficiency:** Promote efficient system management and operation.
- **Preservation:** Emphasize the preservation of the existing transportation system.
- **Resiliency & Reliability:** Improve the resiliency and reliability of the transportation system and reduce or mitigate stormwater impacts of surface transportation.
- **Travel & Tourism:** Enhance travel and tourism.

to reliable high-speed broadband internet. The IIJA maintains the same requirements for MPOs from previous authorizations, including the FAST- Act most recently and Moving Ahead for Progress in the 21<sup>st</sup> Century (MAP-21), while adding an increased emphasis in coordinating transportation planning with housing, complete streets, and encouraging MPOs to use social media and other web-based tools to drive public participation.

### HOW TRANSPORTATION PROJECTS GET FUNDED

Most major transportation projects are funded through a mix of federal, state, and

local funding. Likewise, projects can have a variety of lead agencies that are responsible for planning, construction, and maintenance, including communities, counties, and states. To ensure a unified metropolitan transportation planning process, FHWA's Metropolitan Planning Program provides funding for MPOs to act as a coordinating agency. The MPO works with all stakeholders involved on projects to ensure a seamless transportation network and logical timing of project construction, and to eliminate duplicity between communities. Agreed upon projects must first be identified in the RTP and are then added to the Transportation Improvement Program (TIP). Projects that are not in the TIP cannot receive federal transportation funding.

### A PERFORMANCE-BASED APPROACH

In 2012, MAP-21 introduced a requirement for MPOs to take a performance-based approach to planning and programming to address challenges facing the national transportation system, including safety, infrastructure condition, and system reliability. The IIJA continues this transition towards a performance-based, outcome-driven approach. This performance-based approach will produce measurable outcomes that can influence future funding decisions.

Figure 1-b illustrates the MPO's performance-based planning and programming framework. The MPO began tracking performance

measures in 2016 in an annual Performance Measures Report, which the MPO will be transitioning into an interactive online data dashboard. The measures include all federal performance measures as well as additional measures aligned to the RTP goals. The federal measures are tracked in the RTP System Performance Report in Appendix B, as well as in the TIP along with an evaluation of projects that will help achieve the MPO federal measure targets.

## The Planning Process

The *Connect Greater Madison 2050* Regional Transportation Plan was developed over a two-year time period beginning in late 2020. Work to prepare for the planning process started well before this, including a household travel survey conducted in 2017 and development of an updated, improved regional travel forecast model in 2019-'21. The planning process concluded in the spring of 2022 following a phased approach, with the public engagement process occurring concurrently. MPO staff regularly consulted the Policy Board and TCC on plan development activities throughout the whole process.

### PHASE 1: EXISTING CONDITIONS ANALYSIS, GROWTH FORECASTS, AND GOAL DEVELOPMENT

In late 2020 MPO staff began to collect data and analyze existing conditions. Data trends related to demographics, the economy, land use development, travel,





## Performance-Based Planning and Programming Framework

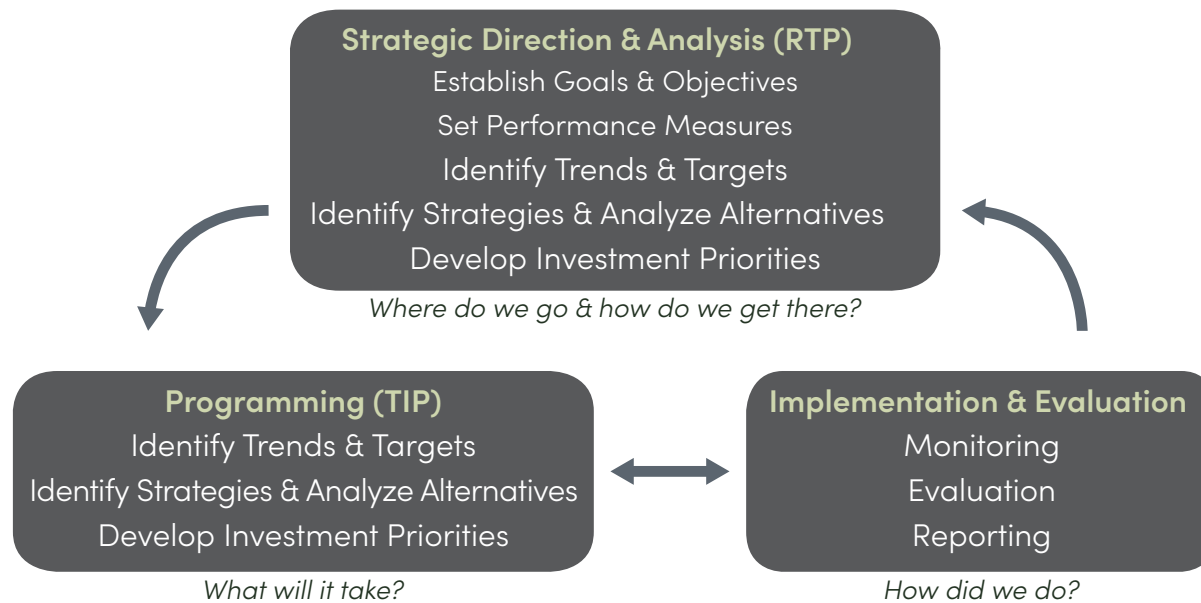


Figure 1-b Performance-Based Planning and Programming Framework

and transportation system performance were examined and their relationship to plan goals and performance measures established. These baseline conditions formed the foundation for the rest of the RTP. Local municipal staff completed a survey to identify their community's top short- and long-term transportation priorities, future planning activities, and biggest transportation challenges or concerns. MPO staff worked with Capital Area Regional Planning Commission (CARPC) staff to prepare county and municipal population, household, and employment forecasts. The MPO then coordinated the work of CARPC and City of

Madison planning staff in preparing future year 2035 and 2050 growth scenarios, which were used to forecast future traffic zone level households and employment by general type used in the regional travel model. The first round of public involvement activities during this phase included a public survey, focus group discussions with traditionally underrepresented populations, and online public involvement meetings which in turn helped refine the plan goals and begin identifying critical needs. A dedicated RTP website was launched during this time to publish data and other findings, as well as to provide opportunities for public comment.

## Federal Performance Measures

The federal performance measures established in 23 CFR 490 and 49 CFR 625 and 630 include:

- Highway Safety Performance Measures (PM1)
- Pavement and Bridge Performance Measures (PM2)
- System Performance Measures (PM3)
- Transit Asset Management Plan (TAM)
- Public Transportation Agency Safety Plan (PTASP)

## PHASE 2: DEVELOPMENT AND PRIORITIZATION OF IMPROVEMENT PROJECTS AND STRATEGIES

Beginning in late summer of 2021, MPO staff analyzed the existing conditions in combination with traffic forecasts to conduct gap and need analyses. These analyses were used to develop improvement strategies and projects consistent with plan goals, and determine the capital requirements, operational strategies, and land use policy changes that may be needed in combination with these strategies and projects. An online interactive map commenting tool was launched to allow the public to identify

specific needs, barriers or concerns, as well as aspects of the current transportation system that they thought were doing well, followed by a second round of online public involvement meetings presenting draft facility recommendations. The public involvement meetings sought feedback on the recommendations that MPO staff developed, as well as suggestions for additional projects. Feedback from these activities helped inform the prioritization of projects and strategies.

### PHASE 3: FINANCIAL CAPACITY ANALYSIS AND DRAFT PLAN

In early 2022 staff completed a financial capacity analysis. This analysis determined which projects and strategies from the prioritized list would be included in the plan based on available funding, ensuring that any recommendations made in the RTP could be completed between now and 2050 using cost and revenue estimates. Once prioritized, the draft RTP was completed. During this same period environmental justice and environmental analyses of the draft RTP were completed to evaluate the impacts of the RTP on minority, low-income, and autoless households and screen major projects for potential environmental impacts. It should be noted that environmental justice (EJ) analysis was conducted and equity considered throughout the planning process with projects identified and prioritized based on their importance in serving the Tier 1 and 2 EJ areas identified at the beginning of the process. A final round of online public meetings was

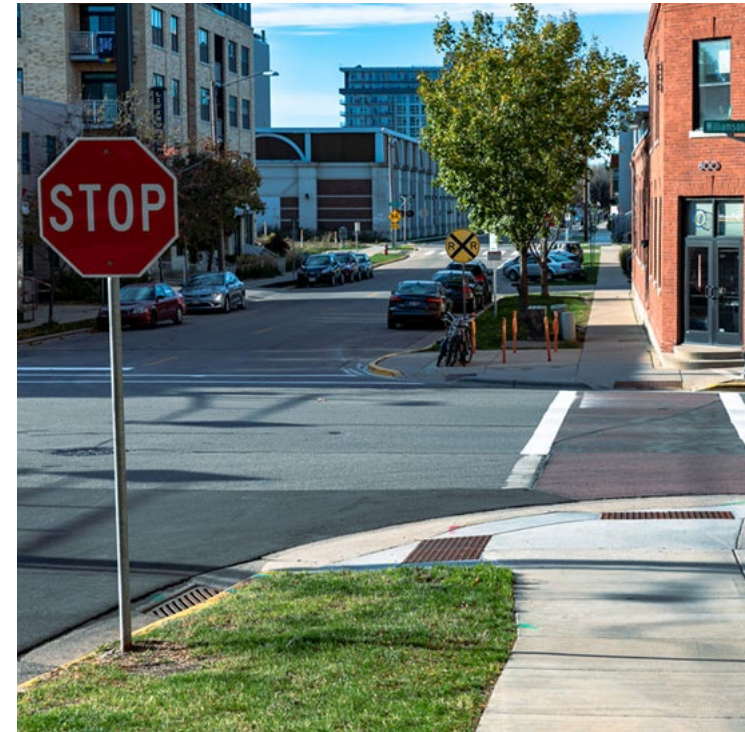
held. The draft RTP was presented to the TCC and the MPO board and made available for public comment. Feedback from the TCC, board, and public was incorporated into the final RTP, which was approved by the MPO board on May 11, 2022 following an official public hearing.

### PHASE 4: PLAN IMPLEMENTATION

The MPO adoption of the RTP demonstrates regional agreement on the transportation vision for the metropolitan area. Upon adoption, the RTP implementation and performance measurement will begin. Implementation can include building new facilities, adding transit service, implementing traffic and transit operational improvements, adding new trails, adopting policies, and completing further studies to refine improvements or strategies recommended in the plan.

### A COORDINATED APPROACH TO TRANSPORTATION AND LAND USE PLANNING

One of the greater Madison region's key challenges is growth. With Dane County's population projected to grow by 178,000 between 2020 and 2050, our choices about how and where people live, work, and travel set the stage for future quality of life and achievement of other regional goals. This requires the coordination and integration of transportation and land use planning. The Capital Area Regional Planning Commission (CARPC) is the MPO's partner



agency charged with regional land use and areawide water quality management planning. CARPC developed a Regional Development Framework (RDF) to serve as an advisory resource and guide for local planning and development. The framework addresses regional challenges and aligns local plans and policies with shared regional goals. It also fulfills statutory requirements for RPCs to prepare and adopt a master plan for the physical development of the region. This framework was developed in coordination with the RTP process, with the recommended growth scenario taking into consideration RTP goals and policies



along with local comprehensive plans. The recommended growth scenario developed for the RDF informed the travel forecasts the RTP relies on for the facility, service, and other recommendations to accommodate that future travel demand. As a result, the RDF and RTP are mutually supportive.

### THE COVID-19 GLOBAL PANDEMIC AND ITS POTENTIAL LONG-TERM IMPACT ON TRAVEL TRENDS

The outbreak of the COVID-19 global pandemic began just prior to the official start of the RTP planning process. The pandemic has introduced much uncertainty due to its potential long-term impact on land use development and travel trends. While nationally vehicle miles of travel (VMT) has almost returned to pre-pandemic levels, traffic volumes on many major roadways in the Madison area are still down around 10%. In addition, travel has become more spread out throughout the day with weekday peak period volumes down to 60%–70% of pre-pandemic levels on some roadways. A major factor in this is the continued high level of part-time and full-time teleworking, which employers expect to continue according to a survey conducted by the MPO in 2021. Because roadways are designed to meet peak demand, this could impact capacity needs in the future. At the same time, transit service demand may be more spread out through the day. In addition, there are new technologies such as connected, autonomous vehicles and shared mobility services that

are likely to have significant impacts on travel and the transportation system in the future. This highlights the importance of updating the RTP every five years and conducting scenario planning to take into account the uncertainty regarding the future. The MPO intends to use its regional travel forecast model, which was developed based on pre-pandemic household travel characteristics and regional travel patterns, to modify inputs to test the potential impacts of scenarios such as continued high levels of teleworking, more online shopping, shared mobility services, and driverless vehicles.



## Relationship to Other Plans, Reports, and Studies

Transportation planning is a continuous process. The *Regional Transportation Plan 2050* (RTP) builds upon a number of prior and current planning efforts, studies, reports, and already programmed transportation projects. Where applicable, recommendations and policies are incorporated from current plans including (but not limited to):

### MPO PLANS

#### 2050 Regional Transportation Plan (2017)

The MPO's previous RTP. The 2050 Regional Transportation Plan was a major update to the 2035 RTP update, extending the planning horizon to 2050 and accounting for new and modified land use plans, growth and development, new household, employment and traffic forecasts, and other changes and trends affecting the system since the RTP 2035 Update was adopted in 2012. As with all RTPs, it is an integrated, multi-modal system plan that provides the overall framework for transportation planning and investment decision making in the region. The 2050 RTP was amended three times to add the Beltline Flex Lanes project, the East-West Bus Rapid Transit (BRT) project, and the reconstruction of U.S.H. 51 between Stoughton and McFarland to the official, financially constrained plan.

#### Bicycle Transportation Plan (2015)

The Bicycle Transportation Plan for the Madison Metropolitan Area and Dane

County is a comprehensive bicycle plan to serve as a blueprint for continuing to improve bicycling conditions and increase bicycling levels throughout Dane County. The planning horizon is 2050. It provides a framework for cooperation between state agencies, Dane County, and local governments in planning for and developing bicycle facilities and programs. It is intended to educate citizens and policy makers on bicycle transportation issues and the needs of bicyclists as well as present resources for planning, designing, and maintaining bicycle facilities. The plan is a component of the the MPO's RTP. The facility plans have been updated as part of the RTPs.

### **2022-2026 Transportation Improvement Program (2021)**

The Transportation Improvement Program (TIP), which the MPO updates annually, is a coordinated listing of short-range transportation improvement projects anticipated to be undertaken in the next five-year period. The TIP is the mechanism by which the long-range RTP is implemented, and represents the transportation improvement priorities of the region.

Projects within the MPO Planning Area must be included in the TIP in order to be eligible to receive federal funding assistance. Outer county area projects are also listed for information and coordination purposes. The list is multi-modal. In addition to streets/roadways, it includes transit, pedestrian and bicycle, parking, and rideshare/transportation demand management projects.

### **The MPO Performance Measures Report (2019)**

The Performance Measures Report (PMR) analyzes progress towards meeting regional transportation goals by assigning measures to RTP goals. The report, which is released annually, is used along with the TIP and RTP in the new performance-based planning process. The annual performance measures report was temporarily paused in 2020 due to the disruption of the COVID-19 pandemic; monitoring will resume in 2022 and be moved to an online platform.

### **2013-2017 Transit Development Plan (2013)**

The Transit Development Plan (TDP) for the Madison Urban Area is a short- to medium-range strategic plan intended to identify transit needs and proposed improvements and studies over a five-year planning horizon. The MPO is responsible for developing and maintaining the TDP. The MPO works in close cooperation with Metro Transit and other transit providers, funding partners, and jurisdictions in the Madison area to develop the plan. The TDP is developed within the overall framework of the long-range RTP. An update to the TDP was put on hold due to the Metro Transit Network Redesign Study, but work on an update will resume in late 2022.

### **Congestion Management Process (2022)**

Metropolitan Planning Organizations with planning area populations over 200,000 are designated as Transportation Management Areas (TMA) by FHWA. In these areas, a Congestion Management Process (CMP) is

required to be developed and implemented as an integral part of the metropolitan planning process. The CMP is an 8-step process, as follows:

- Develop Congestion Management Objectives;
- Identify Area of Application;
- Define System or Network of Interest;
- Develop Performance Measures;
- Institute System Performance Monitoring Plan;
- Identify and Evaluate Strategies;
- Implement Selected Strategies and Manage Transportation System; and
- Monitor Strategy Effectiveness.

The MPO developed its first CMP in 2011 with the intent to address congestion based on a cooperatively developed and implemented metropolitan-wide strategy that provides for the safe and effective management and operation of the multimodal transportation system. Strategies from the CMP are incorporated into the RTP and TIP. Strategies that manage travel demand, reduce single occupant vehicle (SOV) travel, and improve transportation system management and operations are all to be considered, as well as those that explicitly address bicycling and walking.

### **Madison Bus Rapid Transit**

The City of Madison is working to implement a Bus Rapid Transit (BRT) system (Metro Rapid) as part of an effort to improve its



existing transit system and reduce travel times across the region. The first phase of Metro Rapid will consist of corridor that will operate east/west through Madison's downtown and the University of Wisconsin campus areas connecting the West and East Towne areas; a north/south second phase is planned to follow the implementation of phase 1 in 2023-24.

### **Metro Transit Network Redesign (Anticipated plan completion 2022)**

The Metro Transit Network Redesign will design a route system that will better meet the needs of Madison area residents



and businesses by increasing access and frequency, decreasing travel times, and improving the quality of transit riders' experience. The Network Redesign will also eliminate routes that will become redundant with the implementation of Metro Rapid, and is planned for implementation in summer 2023.

### **Public Participation Plan (2021)**

This plan outlines the public participation goals and techniques to be used in the Greater Madison MPO's transportation planning and programming processes. This plan reflects the MPO's ongoing commitment to actively evaluate and improve the public involvement process and to ensure compliance with updated Federal requirements.

## **STATE DOT PLANS AND STUDIES**

### **Connect 2050 (2022)**

Connect 2050 is WisDOT's long-range transportation policy plan for the state of Wisconsin, which will guide WisDOT's decision-making about changes to and investments in our statewide system for the next 30 years. It sets goals and objectives that apply to all the modes and means of transportation in Wisconsin including roads, transit, biking, walking, rail, aviation and water transport. Connect 2050 is intended to set the long-range vision for the state's transportation system, while WisDOT's other plans (as partially listed below) and technical reports will identify how Connect 2050's goals will be met.

### **Wisconsin State Freight Plan (2018)**

The State Freight Plan provides a vision for multimodal freight transportation and positions the state to remain competitive in the global marketplace. The Freight Plan links transportation investments to economic development activities, places Wisconsin within the national and global context, and guides implementation.

### **Wisconsin Rail Plan 2050 (Anticipated Early 2022)**

The Wisconsin State Rail Plan 2050 will include policies for railroad crossings, freight rail, Wisconsin's state-owned rail system, long distance passenger rail, intercity rail, and commuter rail. The plan will specifically discuss rail data trends, existing and possible future service levels, rail system conditions, and commodity freight movements.

### **Transportation Asset Management Plan (2019)**

The TAMP outlines WisDOT's investment strategy over the next ten years (to 2029) to keep the National Highway System safe, efficient and in a state of good repair.

### **WisDOT SW Region Park-and-Ride System Study (2015)**

The Wisconsin Department of Transportation (WisDOT) Southwest Region initiated the Southwest Region Park-and-Ride System Study to create more efficient and sustainable commuting choices and reduce traffic volumes on the state highway system. Park-and-ride system planning work begins with

a location evaluation tool. The first step in the location selection process is identifying areas where park-and-ride lots may be practical, with potential to attract users and meet WisDOT's park-and-ride program goals. The purpose of this report is to present the screening methodology for assessing the most efficient locations for future park-and-ride facilities in the sixteen county study area of the Southwest Region.

### Major Corridor Studies

Major highway development projects are generally the most complex and costly projects initiated by the Wisconsin Department of Transportation (WisDOT). They are intended to identify long-term solutions to the most serious deficiencies on highly traveled segments of the highway system. They are currently shown in the RTP as studies, however when the final design concepts and construction funding is approved they will be amended into the RTP.

- **I-39/90 Study** - The Interstate study will analyze the existing and future conditions of the I-39/90/94 corridor, testing several possible transportation improvements and their impact on future corridor conditions.
- **Madison Beltline Study (ongoing)** - The Madison Beltline Planning and Environmental Linkages (PEL) Study is a planning-level analysis of the effectiveness of all possible solutions to the Madison Beltline's current and long-term needs; in particular, determining to what extent possible solutions would address the

existing safety, capacity and geometric issues as well as meet identified study objectives. In addition to improvements to the physical Beltline or crossings of the Beltline, changes or improvements to alternate modes of travel, other area transportation corridors, and existing Beltline connections to the adjacent road network are being analyzed. Following the completion of the PEL Study in 2023 the environmental study process under NEPA will be initiated to further analyze and refine the highest priority improvement concepts selected as part of the preferred strategy package. Following selection of a preferred alternative project and approval of funding final design will begin.

- **US 51 Stoughton Road Corridor Study (ongoing)** - The study limits extend from Terminal Drive/Voges Road in the village of McFarland to the State Trunk Highway (STH) 19 interchange in the village of DeForest. The study passes through the city of Madison, the city of Monona, and the town of Blooming Grove in Dane County. This study will develop and evaluate long-term alternatives to address the safety, congestion, and gaps in the bicycle and pedestrian facility network along this corridor.

### REGIONAL PLANS

#### CARPC Regional Development Framework

CARPC has prepared an update, known as the Regional Development Framework (RDF),

to the *Vision 2020: Dane County Land Use and Transportation Plan*. The Framework draws on public priorities, local government input, and growth projections to establish goals, objectives, and strategies for accommodating future growth in the Dane County region.

The Framework is designed to serve as a guide for incorporating big picture goals into individual decisions about where and how to grow. The strategies outlined in the Framework will promote growth that:

- Reduces greenhouse gas emissions and fosters community resilience to climate change
- Increases access to jobs, housing and services for all people
- Conserves farmland, water resources, natural areas, and fiscal resources

#### Dane County's North Mendota Parkway Study (2009)

The North Mendota Parkway Study helped develop a series of recommended study areas for a future north-metro parkway route:

- An Eastern Corridor Area between County Trunk Highway (CTH) M and CTH Q;
- A broader Western Corridor Area between the Town of Westport / Town of Springfield line and U.S. Highway 12, and;
- A transition area to connect the Eastern Corridor and Western Corridor areas.

Additionally, the study recommended a natural resource area boundary to protect the environmental, water, scenic, and recreation



resources in the North Mendota area. The plan was adopted and incorporated into the Dane County Parks and Open Space Plan. The county has moved forward with the eastern corridor on existing alignment with a project to reconstruct and expand that section of CTH M to a four-lane divided cross-section with associated bicycle/pedestrian improvements. That project, funded by the MPO, is scheduled for construction in 2023-'24. No further work has been completed on the western corridor on new alignment due in part to the very large cost and difficult issues for such a project.

#### **Dane County Climate Action Plan (2020)**

Dane County has created a science-based plan to achieve “deep decarbonization” that is consistent with the latest recommendations from the [Intergovernmental Panel on Climate Change \(IPCC\)](#). Under the CAP Dane County aims to reduce greenhouse gas emissions (GHG) 50% county-wide by 2030 and put the county on a path to be carbon-neutral by 2050. Visit the Climate Action Plan web page [here](#).

#### **Dane County Natural Hazard Mitigation Plan (2017; currently being updated)**

The plan outlines a strategy with specific programs and policies that can be implemented by Dane County and local units of government within Dane County to reduce the impact of natural hazards on people, structures and infrastructure, and the natural environment. A wide

range of hazard mitigation projects are being considered, from small individual actions to large-scale community projects. This plan is recognized by the Federal Emergency Management Agency (FEMA) as the County’s official plan, enabling the County to apply for grants to implement projects and programs identified in the plan.

#### **Madison Region Economic Partnership (MadREP) Advance Now 2.0 (2019)**

The Advance Now 2.0 strategy represents a refreshed blueprint to ensure that the Madison Region continues its trajectory as a national community of choice. The

process will also serve as MadREP’s five-year update to the Comprehensive Economic Development Strategy (CEDS) process as required by the U.S. Economic Development Administration (EDA). The report notes “when asked to name the Madison Region’s top competitive issue, a surprising number of top leaders identified the need for regional transit as their number one concern.”

#### **LOCAL PLANS**

Local reports, documents, and other studies relevant to transportation, land use, and economic development in the region were also reviewed during the development of the RTP. These documents include community comprehensive plans, land use plans, corridor plans, and more.

#### **Madison in Motion – Sustainable Madison Transportation Master Plan (2017)**

*Madison in Motion*, the City of Madison’s Sustainable Madison Transportation Master Plan, is intended to guide future transportation decisions in Madison, in order to help make Madison a more walkable, bikeable and transit-oriented city. *Madison in Motion* builds on adopted transportation and land use plans to improve coordination, connectivity and transportation choice while establishing a framework to strengthen neighborhoods with context-appropriate future development.



## What We Heard: Stakeholder Involvement and Public Outreach

The intent of the RTP is to offer a vision and blueprint for the future of the transportation network in the Madison area. To develop this vision and find consensus between competing interests, it is important to have a robust dialogue between the community, stakeholders, and local officials. The MPO staff worked to facilitate opportunities for all interested parties to participate in the planning process and attempted to make that process more inclusive for those that may not feel comfortable or have the time for traditional forms of participation. The public involvement process was broken down into three phases

- Phase One: Introduction to the Planning Process
- Phase Two: Review of Existing Conditions
- Phase Three: Presentation of the Draft Plan and Recommendations

Due to Covid-19 safety precautions, all public involvement was conducted virtually. Key public involvement activities are summarized below. In addition to the activities described below, the MPO posted RTP updates frequently through social media, in the MPO Newsletter, as well as press releases at key RTP development stages. Specific materials delivered during the involvement process can be found in Appendix E.



### CONNECT GREATER MADISON RTP WEBSITE

At the start of the planning process, the MPO worked with a consultant to create an interactive website for the RTP in an effort to increase public participation and interest in the planning process. The website, [greatermadisonmpo.konveio.com](http://greatermadisonmpo.konveio.com), provided project news, descriptions of the plan development process, a listing of RTP related boards and committees and corresponding membership, a timeline of public engagement activities and meetings, links to related plans and studies, information about the MPO, and interactive tools at

specific points in the planning process. The website also included Spanish translation of key plan information.

### ONLINE SURVEY

An online public survey was launched in June of 2021 to kick off Phase One of public involvement for the RTP. The survey asked participants to rate current conditions of the transportation system, identify improvement needs, important transportation issue faction the region, and support for different policies and funding options. A total of 274 participants completed the survey, which was available in both English and Spanish. Key themes from the responses include:

- A need for greater connectivity; the region is well accessed by automobile, but responses indicated a need for expanding public transit service and additional the bike and pedestrian infrastructure.
- Prioritize maintaining and improving existing infrastructure.
- Improve safety for all users of the transportation system.
- Reduce the impact of climate change.

### FOCUS GROUPS

The MPO partnered with area community organizations, including the Bayview Community Foundation, Latino Academy of Workforce Development, and Sun Prairie's Neighborhood Navigators to identify focus



group participants from demographic groups that are typically under-represented in public participation on plan development. MPO staff heard a lot about the affordability, convenience, and reliability of transportation options during these focus group discussions, including:

- The trade-off between greater accessibility by personal vehicle and the high expense of car ownership.

**“My car payment is my biggest expense. Having a car for regular use means that I have to sacrifice a lot of things in the rest of my life. The money we spend to have that car so that we can have flexibility means that we do not have money to spend on other things. For example, we can’t go on trips, spend money on meals, or do fun extra activities.”**

- The need for more frequent, accessible, and convenient public transit.

**“The bus is not much available at night and during the weekends. [The Latino community] does not work from 9 am to 5 pm. Our community works from 4 am to 1 pm, 1 pm to 8 pm, 8 pm to 3 am and there is no public transportation to meet those different schedules.”**

- Transportation barriers make it difficult to meaningfully engage with family and community.

**“It is hard to be involved with kids’ after school activities and things like parent-teacher conferences due to transportation limitations.”**

**“I would like to be a part of the community and go to farmers markets, make trips to Madison and go to other events, but I cannot due to limited bus service.”**

- Focus group participants with mobility limitations expressed challenges to accessing public transit and using sidewalk networks due to physical challenges or discomfort/lack of knowledge about options.

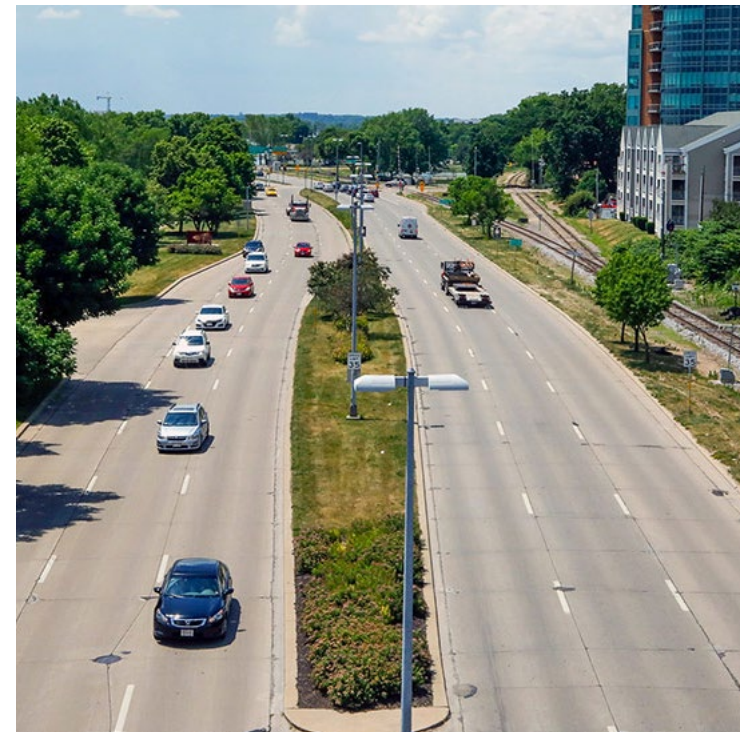
### INTERACTIVE ONLINE MAPS

As part of Phase Two of public participation for the RTP update, the MPO invited the public to provide feedback through interactive maps on the existing transportation system in the greater Madison area. The interactive mapping tool allowed participants to post comments on the network, identifying specific needs, barriers, or concerns, as well as facilities that work particularly well that should be duplicated elsewhere. Over 1,300 map comments were received, identifying connectivity, safety, operational, and maintenance comments and concerns for all modes of transportation.

As part of Phase Three an interactive map including all recommended future transportation improvements was made available for public comment. The public was invited to comment on how well the proposed future transportation network would serve their needs and the needs of future growth as we work toward regional livability goals. Over 160 comments were submitted on the future network.

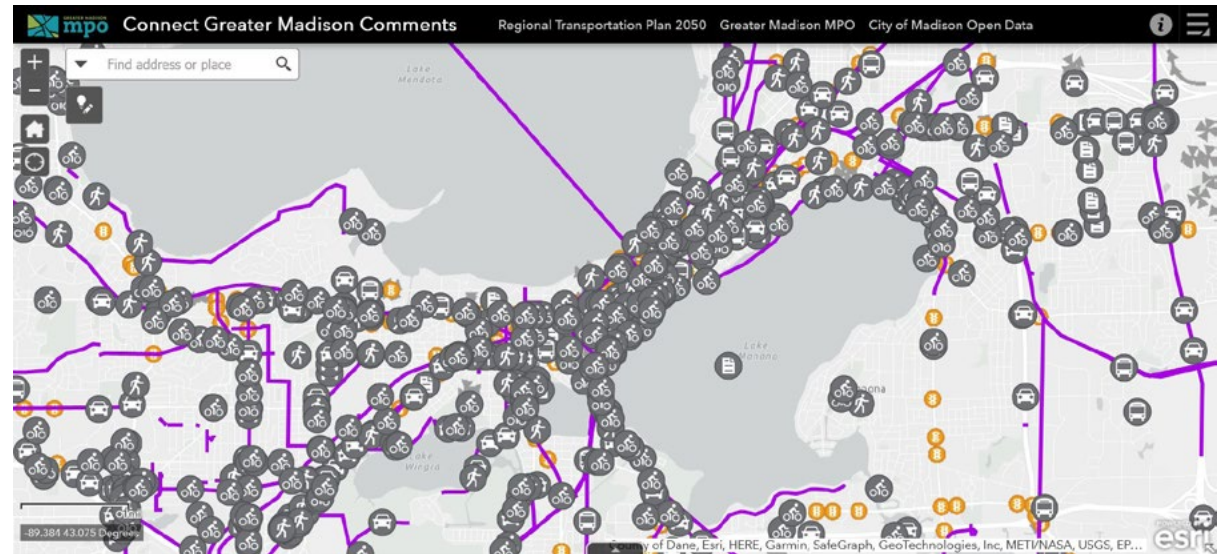
### PUBLIC INVOLVEMENT MEETINGS

A series of three Public Involvement Meetings (PIMs) were held at key points in the RTP development process. The PIMs allowed MPO staff to present and illustrate information, alternatives, and plan recommendations, answer questions, and are a key method for receiving public comment. Each PIM series included a lunchtime and evening presentation. The meetings were recorded and posted on the RTP website along with all meeting materials so anyone who could not attend the live meetings could watch later. Press releases were developed to announce each PIM, notice was emailed



out to the entire MPO contact list and with a request that community organizations share the announcement with their members, and the PIMs were posted through social media.

- Phase One: Introduction to the Planning Process- June 17<sup>th</sup> and 24<sup>th</sup>, 2021
- The June 17<sup>th</sup> meeting included a joint presentation on the CARPC Regional Development Framework planning process to emphasize the regional transportation and land use planning connections.
- Phase Two: Existing Conditions- November 11<sup>th</sup> and 16, 2021
- Phase Three: Recommendations- April 7<sup>th</sup> and 12<sup>th</sup>, 2022
- Public Hearing on Draft RTP- May 11<sup>th</sup>, 2022



Screenshot of Interactive Online Comment Map