CHAPTER 4: GOALS, POLICIES, AND PERFORMANCE MEASURES Introduction

- Goals and Policies
- Performance Measures

INTRODUCTION

The Regional Transportation Plan (RTP) goals and policies are based upon the principles of sustainability. Sustainability is defined generally as meeting our current economic, community, and environmental needs without sacrificing the ability of future generations to do the same. Social equity, a healthy environment, and a prosperous economy are described as the "three Es" of sustainability.



These principles of sustainability are prominently featured and interwoven into a number of the RTP goals and the policies that support those goals.

The RTP goals and policies also build upon the vision and goals developed and approved by the Capital Region Sustainable Communities (CRSC) Consortium, of which MATPB is a member. The CRSC consortium was formed in 2011 to carry out the work of a federal Sustainable Communities Regional Planning Grant. The grant funded a number of projects, including a Bus Rapid Transit feasibility study. In addition to these projects, the Consortium forged agreement on a vision for the region of a "healthy and flourishing place for all" and a related series of broad goals:

Healthy Ecosystems

- Economic Competitiveness
- Housing Choice
- Efficient, Effective Transportation

- Healthy Food and Farms
- Efficient Utilities and Service
- Vibrant Culture
- Regional Collaboration

Livability

There is no singular definition of the term "livability," as everyone values different aspects of urban living differently. We are using the term to refer to neighborhoods and communities that are walkable and provide transportation choices, good access to jobs and services, affordable housing, quality schools, parks and other public spaces, and safe streets. By design, they are more compact and pedestrian-oriented with a mix of uses in close proximity. They support people of all ages and invest in existing neighborhoods and amenities such as art, cultural heritage, and street and development designs that create a sense of place.



Downtown Waunakee.

Complete Streets

Complete streets are streets that are designed, built, and operated to accommodate safe access for all users including pedestrians, bicyclists, transit riders, and motorists. Complete streets vary between communities because their design is based on their unique context and needs. A complete street in a highly urban environment may include bus lanes, wide sidewalks, bike lanes, median islands, and curb extensions whereas a complete street in a rural environment may have a separated path parallel to a roadway or a wide shoulder.



Downtown Madison.

GOALS AND POLICIES

The development of the Regional Transportation Plan (RTP) 2050 began by developing a set of goals that represent overarching aspirational statements about desired outcomes that the region will work towards achieving. A set of policies was then developed that support each goal. The goals and policies serve as the foundation for the plan. They will guide the selection of the projects included in the plan and the identification of the strategies and recommendations. The goals and policies will also be used by MATPB as the basis for criteria used to select projects identified in the plan for funding with federal transportation funds MATPB receives.

As part of continuing efforts to ensure coordination of regional land use and transportation planning, MATPB has made certain that the policies developed for the RTP, particularly those related to land use development and environmental protection, are consistent with the amended goals and objectives adopted by the Capital Area Regional Planning Commission (CARPC) in 2008 for the regional land use plan.

Goal 1: Create Connected Livable Neighborhoods and Communities

Create interconnected livable places linked to jobs, services, schools, shops, and parks through a multi-modal transportation system that is integrated with the built environment and supports compact development patterns that increase the viability of walking, bicycling, and public transit.

Policies supporting this goal:

- 1. Coordinate land use, housing, and transportation planning and decision making to foster compact development patterns that provide transportation and affordable, accessible location-efficient housing choices.
- 2. Promote walkable, mixed-use neighborhoods.
- 3. Encourage growth in areas of existing development that place jobs, housing, and services closer together.
- 4. Encourage the concentration of higher density and mixed-use development in activity centers and along major transit corridors.
- 5. Enhance existing retail and employment centers in transit corridors by adding residential and other complementary land uses and making them more pedestrian friendly.
- 6. Encourage street oriented, human-scaled development designs that create accessible, vibrant neighborhoods.
- 7. Build Complete Streets that are safe, convenient, and attractive for everyone, regardless of age, ability, or mode of transportation.
- 8. Provide a well-connected street network and facilities for walking and bicycling that provide transportation choices and convenient

access to daily activities.

- 9. Encourage transit-supportive land uses along existing and planned transit routes and use of transit-compatible site and street designs, where appropriate.
- 10. Utilize context sensitive transportation facility design that is a product of integrated land use and transportation planning and supports community character.

Goal 2: Improve Public Health, Safety, and Security

Design, build, operate, and maintain a transportation system that enables people to get where they need to go safely and that, combined with supportive land use patterns and site design, facilitates and encourages active lifestyles while improving air quality.

Policies supporting this goal:

- 1. Address the safety and security of all users in planning, designing, building, operating, and maintaining the transportation system.
- 2. Retrofit existing transportation facilities that pose safety risks with safer, modern designs.
- 3. Seek to minimize conflicts between motorized and non-motorized traffic through lower roadway speeds where appropriate, provision of safe and convenient street crossings, and other means.
- 4. Support education and research programs and law enforcement efforts to improve safety for all transportation users, focusing on behaviors resulting in the greatest risk of serious crashes, including driving while impaired, distracted driving (in particular texting), and aggressive driving.
- 5. Encourage mixed-use development and street designs with vibrant public spaces that support a culture of walking, bicycling, use of transit, and social interaction.
- 6. Prioritize active transportation facility improvements that will improve access to jobs, schools, healthy food, and other destinations that meet daily needs and those located in areas with health disparities and under-served populations.
- 7. Promote and facilitate active transportation for short trips, including maintenance of active transportation facilities to ensure year-round availability.
- 8. Manage access to the regional roadway system to preserve and improve safety as well as operational efficiency.
- 9. Employ intelligent transportation technologies to improve safety as well as system efficiency and reliability.
- 10. Design, build, and operate the regional transportation system to support timely and safe response to emergencies.
- 11. Reduce vulnerability of the public and the region's transportation infrastructure to crime and natural hazards.

Transit Compatible Site and Street Designs

Transit compatible site designs are development configurations that enable convenient access to and from bus routes by minimizing walking distances, providing appropriate densities to support transit ridership, and providing a safe and comfortable boarding and alighting experience. Walkability is key because most transit trips begin and end with walking.

Transit compatible street designs use urban design coupled with street features that encourage safe traffic speeds and prioritize space for pedestrians, bicyclists, and transit. This could include adding bus-only lanes or installing bus bulbs for boarding and alighting as well as providing facilities that make walking or biking to or from stops easier, safer, and more enjoyable. This includes provision of frequent crossing opportunities.



Transit compatible streets and features.

Intelligent Transportation Systems (ITS)

There is no single commonly accepted definition of ITS because the discipline is still in its infancy. ITS encompasses a broad range of technologies that make transportation safer, more efficient, and more convenient by integrating communications technology into infrastructure, vehicles, and other devices. A few examples of ITS include:

- Intelligent traffic control systems that improve traffic flow by changing timing in response to traffic flows
- Traveler information systems that provide current travel time and incident information
- Advanced transit systems that provide real-time vehicle information
- Vehicle-to-vehicle communications that can prevent crashes by alerting drivers or slowing vehicles before crashes occur Automated at an illurate median action action and the statement of the statem
- Automated at-grade railroad crossing safety gates



Vehicular travel information on the Beltline. (Channel 3000)

Context Sensitive Solutions (CSS)

Context sensitive solutions take into consideration the built and natural environment ("the context") through which transportation facilities pass, attempting to fit the facility to the physical setting and preserve or complement scenic, aesthetic, historic, and environmental resources, while maintaining safety and mobility for users. The application of CSS principles recognizes that transportation is about more than just getting from Point A to Point B. Transportation facilities help shape the character of places and how we experience our daily lives.



Bridge with Madison branding within an urban context.

Goal 3: Support Personal Prosperity and Enhance the Regional Economy

Build, operate, and maintain a transportation system that provides people with affordable access to jobs and enables the exchange of goods and services within the region and to/from other regions.

Policies supporting this goal:

- 1. Provide for efficient, reliable travel on regional roadways serving major employment centers and those critical to freight movement, reducing excessive delays where possible.
- 2. Support downtown Madison as the region's largest, most important activity center through improvements to its accessibility by transit as well as other transportation modes.
- 3. Invest in transportation improvements that foster a quality of life that retains and attracts businesses and employees.
- 4. Invest in transportation improvements that support the region's role as a major tourist destination.
- 5. Provide convenient, inexpensive transportation options that allow households to go car-light or car-free, allowing more money to be spent on housing or in the local economy.
- 6. Encourage redevelopment of established employment/activity centers and major transit corridors to make efficient use of existing transportation infrastructure.
- 7. Support agricultural activities in rural areas by designing roadways that safely accommodate implements of husbandry.
- 8. Provide efficient freight access to regional roadways, railroads, and the airport.
- 9. Promote investments that enhance inter-regional transportation options.
- 10. Integrate local public transit with intercity service and facilities such as the airport.

Goal 4: Improve Equity for Users of the Transportation System

Provide an equitable level of transportation facilities and services for all regardless of age, ability, race, ethnicity, or income.

Policies supporting this goal:

- 1. Provide convenient, affordable transportation options that enable people of all ages and abilities to access jobs, services, and other destinations to meet their daily needs. Also support private sector efforts to provide complementary transportation options.
- 2. Improve transit accessibility to jobs in areas with concentrations of transit-dependent populations and support provision of affordable housing in areas with high transit accessibility to jobs.

- 3. Ensure that the interests of underrepresented groups (lowincome, minority, seniors, disabled, etc.) are considered in the transportation planning process.
- 4. Ensure that the benefits of regional transportation system investments, in terms of improved accessibility, mobility, and quality of life, are fairly distributed and that adverse public health and environmental impacts from transportation facilities do not disproportionately impact minority and low-income populations.
- 5. Retrofit existing transportation facilities to make them ADA compliant.

Goal 5: Reduce the Environmental Impact of the Transportation System

Ensure that the transportation system is designed, built, operated, and maintained in a way that protects and preserves the natural environment and historic and cultural resources, and is supportive of energy conservation.

Policies supporting this goal:

- 1. Design and build sustainable transportation infrastructure and implement operations programs that avoid or mitigate negative environmental impacts and augment positive changes.
- 2. Incorporate Green Streets elements into street construction and reconstruction, where feasible. Projects should, at a minimum, meet Dane County stormwater standards, but strive to maintain pre-development hydrology.
- 3. Pursue intelligent transportation technologies that improve traffic flow, encourage eco-driving, make transit and bicycling easier and more convenient, create new mobility services, provide traveler information, and better integrate the different modes. Projects implementing these technologies should encourage and facilitate private sector transportation innovation and integration of public and private transportation options.
- 4. Incentivize alternatives to single-occupant vehicle driving through strategic investments in alternative transportation, public and employer-based commute options programs, TDM/vehicle trip reduction ordinances, and parking policies.
- 5. Develop a transportation system that is resilient in the face of climate change and rising fuel prices in the future.
- 6. Promote the transition to low and no emission fuels for vehicles.
- 7. Consider land use impacts of transportation investments, ensuring they meet regional goals.
- 8. Promote the movement of long-distance freight by railroads, which use less fuel per ton-mile than trucks.

Green Streets

Green Streets refers to best management practices that minimize the environmental impact of the transportation system. The streets are designed in a way in which they mimic local hydrology prior to development. A number of treatments can be considered including:

- Narrower street pavements to minimize impervious surfaces
- Swales or vegetated open channels for stormwater storage and runoff
- Bioretention curb extensions, planters, and tree boxes to incorporate stormwater management within the right of way
- Permeable pavement, asphalt, and pavers that can reduce pollutant runoff through built-in filtering to decrease the volume of water diversion into neighboring streams, rivers, and lakes
- Street trees to reduce heat island effects, increase the aesthetic quality of streets, improve air quality, and provide shade for cooling on warm days







Permeable pavement (top), prairie swale (middle), street trees (bottom).

Activity Centers

Activity centers are areas in which there is a concentrated mix of land uses (residential, retail, office, institutional). They are generally bicycle and pedestrian friendly and transit supportive. They serve as a hub of daily activity, allowing those who live there and in surrounding neighborhoods to accomplish multiple activities in a single trip. Activity centers come in different types and sizes from a regional center serving as a center of commerce, to suburban downtown districts, to small neighborhood centers with shopping and restaurants. Activity centers can serve new peripheral development or be created through infill or redevelopment of existing areas. A unique sense of place should be created by attention to the scale, placement, and design of buildings and ensuring adequate public spaces.



Mixed-use activity center concepts in Madison, Waunkee, and Sun Prairie.

Goal 6: Advance System-wide Efficiency, Reliability, and Integration Across Modes

Design, build, operate, and maintain an efficient transportation system with supportive land use patterns that maximize mobility, minimizes unexpected delays, and provides seamless transfers between all modes.

Policies supporting this goal:

- 1. Encourage compact, mixed-use development patterns, which reduce reliance on the automobile, improving the efficiency and safety of the transportation system.
- 2. Encourage development in identified transportation and transit corridors and activity centers where adequate transportation facilities and efficient transit service can be provided.
- 3. Utilize transportation systems management and operations strategies, such as incident, special event, and work zone management, traffic signal coordination, and transit priority treatments, to maximize efficiency and reliability for all transportation modes.
- 4. Manage access to the regional roadway system to preserve and improve operational efficiency.
- 5. Provide for a well-connected roadway system with proper roadway spacing that efficiently distributes traffic.
- 6. Implement policies and programs to manage travel demand on congested corridors in order to maximize system capacity and multi-modal system performance.
- 7. Promote parking management strategies that make efficient use of facilities and encourage alternative transportation modes while meeting user needs and supporting retail/service businesses.
- 8. Seek to provide and maintain an acceptable level of service for all travel modes, considering the land use context of the facility and environmental impacts of potential improvements.
- 9. Utilize intelligent transportation technologies to make travel by all modes more reliable and convenient.
- 10. Prioritize capacity investments on critical bottlenecks and corridors that serve regional employment centers, particularly those where alternative modes cannot effectively and cost-efficiently serve travel needs.

Goal 7: Establish Financial Viability of the Transportation System

Achieve and maintain a state of good repair for the existing transportation system, invest in cost-effective projects, and ensure adequate, reliable funding to meet current and future needs.

Policies supporting this goal:

- 1. Make the most efficient use of limited public resources through cost-benefit analyses and consideration of the life cycle costs of projects, including operations and maintenance.
- 2. Utilize designs, construction techniques, and materials that minimize maintenance costs over time.
- 3. Promote asset management practices that minimize maintenance costs over time.
- 4. Prioritize maintenance of existing transportation facilities, strategies to manage travel demand, and improvements to transportation operations over new facilities and capacity expansion projects.
- 5. Support compact, transportation-efficient development that makes use of existing transportation system capacity.
- 6. Preserve transportation corridors and other needed land for future travel uses.
- 7. Support inter-jurisdictional coordination in planning and project delivery.
- 8. Leverage federal and state funding for large-scale projects that will provide significant benefits to the regional transportation system.
- 9. Support sustainable funding options beyond the state gas tax and local property tax, and a regional transit governance structure such as a regional transit authority.
- 10. Foster innovative financing and public-private partnerships for projects.

PERFORMANCE MEASURES

The *Moving Ahead for Progress in the 21st Century Act* (MAP-21) transformed the way that MPOs develop transportation policies and plans and changed the way that they make funding decisions and program new projects. MAP-21 required that a performance-based approach be taken to transportation planning and programming to achieve local, state, and national performance goals. The current transportation bill, the Fixing America's Surface Transportation (FAST) Act, continues this approach. MPOs are now required to:

- incorporate performance management systematically into regular ongoing processes;
- provide key information to help decision makers understand the consequences of investment decisions across multiple markets;
- improve communications between decision makers, stakeholders, and the traveling public; and
- ensure that targets and measures are developed in cooperative partnerships based on data and objective information.

The national performance goals included in FAST Act did not change:

- Safety To achieve a significant reduction in traffic fatalities and serious injuries on all public roads
- Infrastructure Condition To maintain the highway infrastructure asset system in a state of good repair
- <u>Congestion Reduction</u> To achieve a significant reduction in congestion on the National Highway System, which includes all major or principal arterial roadways
- <u>System Reliability</u> To improve the efficiency of the surface transportation system
- <u>Freight Movement and Economic Vitality</u> To improve the national freight network, strengthen the ability of rural communities to access national and international trade markets, and support regional economic development
- <u>Environmental Sustainability</u> To enhance the performance of the transportation system while protecting and enhancing the natural environment
- <u>Reduced Project Delivery Delays</u> To reduce project costs, promote jobs and the economy, and expedite the movement of people and goods by accelerating project completion through eliminating delays in the project development and delivery process, including reducing regulatory burdens and improving agencies' work practices





National Performance Goals are set in a variety of transportation topic areas.

MATPB has demonstrated its commitment to performance-based planning by releasing its first annual <u>Performance Management Report in 2016</u>. Based upon the goals of RTP 2050, the Performance Measures Report links measures to goals in an effort to quantify outcomes. For the first year of the report the following measures, organized around the goals, were selected:

Create Connected Livable Neighborhoods and Communities

- Miles of Pedestrian Facilities
- Miles of Bicycle Facilities
- B-Cycle Utilization
- Active Living Index Scores

Improve Public Health, Safety, and Security

- Number and Rate of Motor Vehicle Crash Fatalities and Serious Injuries
- Number and Rate of Non-Motorized Fatalities and Serious Injuries
- County-wide Five-year Rolling Average Rates of Crashes, Injuries, and Fatalities

Support Personal Prosperity and Enhance the Regional Economy

- Airline Passenger Traffic
- Freight Exports and Imports
- Housing + Transportation Costs
- Transit Access to Jobs

Improve Equity for Users of the Transportation System Transit Ridership

- Fixed-Route Transit Service Area
- Transit Access to Employment
- Transit Coverage for Underrepresented Groups



Reduce the Environmental Impact of the Transportation System

- Vehicle-Miles Traveled
- Mode of Transportation to Work
- Air Quality

Ensure System-Wide Efficiency, Reliability, and Integration Across Modes

- Transit On-time Performance
- Percent of Key Destinations Served by Transit
- Roadway Congestion and Reliability

Ensure Financial Viability of the Transportation System

- Bridge Condition
- Roadway Pavement Condition
- Metro Vehicle On-Road Service Calls
- Buses At or Past Replacement Age

The performance measures selected were not intended to be exhaustive. Rather, the list includes key measures that allow annual tracking of meaningful progress towards achieving plan goals and for which accurate, easily obtainable data is available. Some measures are applicable to more than one goal but have been organized under the goal that fits best. Some aspects of the plan goals are not addressed by the measures due to unavailable, incomplete, or inaccurate data. It is anticipated that the list of performance measures will evolve over time as new data and measurement techniques become available. Targets for the measures will be set in concert with WisDOT, following the release of final federal rules for some of these measures.

To learn more about performance management requirements and how they fit into the overall planning process, refer to <u>Chapter 1</u>.

