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Greater Madison Transportation Management Area (TMA) Planning Certification Review

SS

Madison Urbanized Area



March 4, 2022
Summary Report



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1.0 EXECUTIVE SUMMARY

On February 16-17, 2022, the Federal Highway Administration (FHWA) and Federal Transit Administration (FTA) conducted a certification review of the transportation planning process for the Greater Madison Transportation Management Area (TMA). FHWA and FTA are required to jointly review and evaluate the transportation planning process for each urbanized area over 200,000 in population at least every four years to determine if the process meets the Federal planning requirements.

Certification is based on routine FHWA and FTA interaction in day-to-day Greater Madison Metropolitan Planning Organization (MPO) operations, participation in planning studies and the development of required planning products, periodic meetings with staff, topical review activities, and a detailed quadrennial review of the overall transportation planning process. Specific review activities conducted as the basis for this determination relative to the MPO included a desk review of the MPO’s planning products and processes conducted in July-December of 2021, a virtual field review meeting with staff from the Greater Madison MPO and Wisconsin Department of Transportation (WisDOT) on February 16-17, 2022, a public comment period from February 17, 2022 to March 17, 2022, and a virtual public meeting on the evening of February 16, 2022.

Based on the findings from the certification review, the FHWA and FTA jointly notified the Greater Madison MPO and WisDOT by letter dated March 4, 2022 that the Madison TMA’s planning process met or exceeded federal requirements and was re-certified.

1.1 Previous Recommendations and Disposition

The last certification for the Madison TMA was issued by FHWA/FTA on March 21, 2018, with the site visit conducted in August 2017. The previous Certification Review findings and their disposition are summarized in the table below.

Review Area	Recommendations	Disposition
Metropolitan Transportation Plan 23 U.S.C. 134,(h)&(i) 23 CFR 450.324	In the future consider aligning and integrating CARPC's land use scenario planning effort with the MPO's transportation plan update.	The MPO is currently updating the Connect Greater Madison Regional Transportation Plan (RTP) 2050. The MPO worked closely with the Capital Area Regional Planning Commission (CARPC) to align and integrate regional planning efforts between the RTP and CARPC's Regional Development Framework (RDF). Through the Greater Madison Vision planning process, CARPC developed a series of land use scenarios, and selected a preferred growth scenario to serve as the foundation for the RDF, the regional land use plan. MPO staff worked with CARPC and city of Madison Planning staff to develop the growth scenario for the RDF and RTP using the scenario planning platform, UrbanFootprint. The 2016 base year UrbanFootprint setup, which was customized for Dane County as part of work on the city of Madison's comprehensive plan, was used by the MPO's travel model consultants to incorporate land use/urban design into the regional travel modeling process, most notably in the trip distribution and mode choice models. The UrbanFootprint future land use scenario was used to calculate and assign traffic analysis zone (TAZ) level household and employment forecasts in the travel model for travel forecasting for the RTP. An interim growth forecast year (2035) was created along with a year 2050 forecast. CARPC is developing performance measures to track progress towards implementing the RDF (e.g., percent of new development in infill/redevelopment areas and in identified centers and corridors), which the MPO will also reference and track alongside the RTP performance measures.

Review Area	Recommendations	Disposition
<p>MPO Structure and Agreements 23 U.S.C. 134(d) 23 CFR 450.314(a)</p>	<p>There was interest expressed during the review in the roles and responsibilities between the MPO and its fiscal agent, the City of Madison, being clarified and possibly modified. FHWA provided a sample governance agreement and organizational structure for consideration</p>	<p>This was not pursued. The former MPO Chair was the person who was most interested in this issue. There does not seem to be the same interest or desire now in modifying the responsibilities between the MPO and the city, but this can be discussed with the board as part of this certification review process. The current responsibilities of the MPO and city, as fiscal agent, are pretty well spelled out in the MPO's Operating Rules and Procedures. The main issues seem to center on who sets the budget (vs. the work program), who approves contracts and the MPO board's role, who hires the MPO Director/Planning Manager, and who sets the salary structure for the Director and other staff. A more independent MPO with respect to these items may not be possible given that the MPO is not a corporate entity able to enter into contracts and the arrangement for local match funding. Pursuing a more independent MPO could also have financial drawbacks with the city charging for services that are now provided free of charge. Staff believes the current arrangement is working fine.</p>
<p>Unified Planning Work Program 23 CFR 450.308</p>	<p>The MPO should continue efforts to ensure timely delivery of UPWP activities.</p>	<p>The MPO has carried over funding for the past several years and twice sought extensions of the period within which to expend the carryover funds. The reasons have varied, but one of the reasons has been waiting too long to develop a firm plan for spending discretionary/consultant funding in the budget. There is a commitment moving forward to spending this funding in a timely manner. The carryover funding has also been due in part to overly conservative budgeting in an effort to ensure the agency does not go over budget. Again, with experience gained this shouldn't be a major problem going forward. However, the MPO still must ensure it does not go over budget and believes there is nothing wrong with carrying over a reasonable amount of funding as long as it is spent in a timely fashion the following year. The carryover funding has provided flexibility to the MPO, which has been helpful for some unexpected expenses (e.g., orthophotography) and allowing the agency to extend internships.</p>

<p>Civil Rights Title VI Civil Rights Act, 23 U.S.C. 324, Age Discrimination Act, Sec. 504 Rehabilitation Act, Americans with Disabilities Act</p>	<p>Recommend coordinating with Metro Transit’s public outreach efforts to reach under-served populations. Continue evaluating and experimenting with different techniques to reach these populations.</p>	<p>The MPO’s adopted mission is to lead the collaborative planning and funding of a sustainable, equitable transportation system for the greater Madison region.</p> <p>In 2017, the MPO completed a Public Participation Plan evaluation, which recommended a number of methods to increase inclusive public participation. One of the recommendations was to rename and rebrand the organization, which the organization completed in 2020. The rebranding effort included focus groups and targeted interviews with key stakeholders, including community leaders from traditionally underserved populations in order to create a new mission, vision, and outreach strategy for the MPO to better communication and connect with community stakeholders.</p> <p>The MPO adopted an updated Public Participation Plan (PPP) in early 2021. The PPP includes a detailed overview of public involvement strategies undertaken by the MPO, seeking to supplement traditional outreach strategies with more innovative “outside the box” approaches, particularly for engaging traditionally underserved populations. Staff used the 2021 Plan to guide engagement strategies for the RTP update. More traditional outreach activities included: creating a plan website, which includes key materials in Spanish; public information meetings, and an online RTP public survey, which was available in both English and Spanish as well. The MPO also partnered with community organizations to identify focus group participants from demographic groups that are typically under-represented in the planning process. Two of the focus groups were offered in Spanish, and one group focused on the Hmong community. Staff felt the MPO received invaluable feedback from these focus groups, and several focus group participants remarked that this was the first time they had been involved in any sort of public engagement activity. Additionally, the Bayview Community Foundation recently contacted the MPO and stated that as a direct result of critical transportation needs of their residents discussed during the focus groups, that they were applying for a grant to pilot a program to provide affordable transportation to grocery stores. The MPO also asked the community organization to share social media posts and engagement opportunities with their members.</p> <p>Many other major transportation initiatives were occurring around the region concurrent with the RTP such as the city of Madison’s Complete Green Streets Initiative, Vision Zero, and the Metro Transit Network Redesign. MPO staff set up a series of coordination meetings with those project teams to identify opportunities to collaborate and share feedback and minimize the burden of asking community members to participate in several different meetings. The MPO had originally planned to use the public engagement</p>
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Review Area	Recommendations	Disposition
		opportunities for the Network Redesign to gain feedback for the Transit Development Plan (TDP), but it became clear that it made most sense to postpone work on the TDP until after the Network Redesign was completed. Feedback gained from that effort will still be useful for the TDP. The Covid-19 epidemic limited most in-person engagement opportunities over the course of RTP development, but the MPO plans to continue efforts in the future to meet and engage with community members where they are when it is safe to do so.
Resilience 23 CFR 450.300 23 CFR 450.306(b) 23 CFR 450.324(f)(7)	To facilitate the development of strategies to reduce vulnerability of existing and planned investments to climate change, recommend MPO consider utilization of FHWA’s INVEST (Infrastructure Voluntary Evaluation Sustainability Tool), which is a web-based self-evaluation tool comprised of voluntary sustainability best practices. Conducting a vulnerability assessment is another option that the MPO may consider.	The MPO has included climate change and resilience as a critical issue in the development of the RTP. The MPO will review the best practices from the INVEST tool during the development of plan recommendations. The unprecedented flooding during 2018 highlighted the importance of designing and maintaining a resilient transportation system. As a result of the flooding, the city of Madison is in the process of creating detailed flood risk maps, including roadway infrastructure, as part of their watershed planning efforts. CARPC is in the process of completing a project to develop a green infrastructure plan for the Black Earth Creek watershed. The plan will include recommendations for projects to restore wetlands and reduce flood risks. FEMA and other grant funds will be sought for implementation. There may be an opportunity in the future to partner with CARPC on a more regional assessment or projects in other priority watersheds. MPO staff have also been participating in the update to Dane County’s Natural Hazard Mitigation Plan to reduce the impact of natural hazards on people, structures, and the natural environment.
Congestion Management Process / Management and Operations 23 U.S.C. 134(k)(3) 23 CFR 450.322	Continue efforts to improve monitoring and evaluation of implemented CMP strategies and integrate the results with the TIP development process. Consider incorporating freight bottlenecks in future update of CMP.	The MPO is updating the Congestion Management Process (CMP) concurrently with the RTP. The updated CMP will closely mirror the SEWPRC example recommended by FHWA. Updated CMP performance measures will include traffic speed and volume data from Streetlight Analytics, and we are hoping Streetlight data can be used to evaluate post-congestion management project effectiveness in the future. The CMP will also include truck volume data and reference any bottlenecks identified in the State Freight Plan. System-level CMP network performance measures will be included in the TIP performance measure appendix.

1.2 Summary of Current Findings

The current review found that the metropolitan transportation planning process conducted in the Madison TMA substantially meets or exceeds Federal planning requirements.

As a result of this review, FHWA and FTA are certifying the transportation planning process conducted by WisDOT, MPO, and Metro Transit. There are no findings requiring corrective actions. This report does include recommendations that warrant close attention and follow-up, as well as areas in which the MPO is performing very well and is to be commended.

Review Area	Action	Corrective Actions/Recommendations/Commendations
Metropolitan Transportation Plan 23 U.S.C. 134(c),(h)&(i) 23 CFR 450.324	None	N/A
Financial Planning [23 CFR 450.322(f)(10) (metropolitan long-range transportation plan), 23 CFR 450.324(h) (TIP), and 23 CFR 450.216(m)(STIP)	Recommendations	<p>Recommend collecting and showing historical data on funding by mode and project type in the MPO's Transportation Improvement Program (TIP) introduction or executive summary.</p> <p>Similar to the MPO's process for identifying potential transit funding sources, the MPO should consider outlining other possible alternative financing options in planning document(s) to educate MPO's Policy Board, Technical Advisory Committee (TAC) and public. Such funding sources could include: Transportation Impact Fees (TIFs), Special Assessment Districts (SADs), Tax Increment Financing (TIF), Transportation Reinvestment Zones, Transportation Utility Fees (TUFs), Development Agreements and Other Contract-Based Value Capture Techniques, etc.;</p>
Transit Planning 49 U.S.C. 5303 23 U.S.C. 134 23 CFR 450.314	None	N/A

Review Area	Action	Corrective Actions/Recommendations/Commendations
Public Involvement 23 U.S.C. 134(i)(6) 23 CFR 450.316 & 450.326(b)	Commendations	<p>The MPO is commended for its rebranding effort and integration with public outreach and other planning activities. The effort was used as opportunity for reengagement, education, and capacity building.</p> <p>The MPO is commended for its use of focus groups during the RTP update to engage environmental justice (EJ) communities.</p> <p>The MPO is commended for incorporating virtual public involvement (VPI) techniques into its public participation plan (PPP).</p>
Civil Rights Title VI Civil Rights Act, 23 U.S.C. 324, Age Discrimination Act, Sec. 504 Rehabilitation Act, Americans with Disabilities Act	None	N/A
Consultation and Coordination 23 U.S.C. 134(g) & (i) 23 CFR 450.316, 23 CFR 450.324(g)	Recommendations	<p>The Federal Review Team recommends that the TMAs, WisDOT and FHWA Wisconsin Division work collaboratively to document how any TMA suballocated funds are managed and disbursed in compliance with 23 U.S.C. 133(e) and 134(k)(4). An initial draft of an agreement has been completed and is attached in Appendix D of this report.</p> <p>The Federal Review Team recommends that the TMA's planning partners (WisDOT, MPO, and Metro Transit) review existing STIP/TIP amendment procedures and definitions with planning partners, especially for projects receiving suballocated funding sources, and update them to ensure consistency between these two processes (as necessary and appropriate).</p>

Details of the certification findings for each of the above items are contained in this report.

2.0 INTRODUCTION

2.1 Background

Pursuant to 23 U.S.C. 134(k) and 49 U.S.C. 5303(k), the Federal Highway Administration (FHWA) and the Federal Transit Administration (FTA) must jointly certify the metropolitan transportation planning process in Transportation Management Areas (TMAs) at least every four years. A TMA is an urbanized area, as defined by the U.S. Census Bureau, with a population of over 200,000. After the 2010 Census, the Secretary of Transportation designated 183 TMAs – 179 urbanized areas over 200,000 in population plus four urbanized areas that received special designation. In general, the reviews consist of three primary activities: a site visit, a review of planning products (in advance of and during the site visit), and preparation of a Certification Review Report that summarizes the review and offers findings. The reviews focus on compliance with Federal regulations, challenges, successes, and the cooperative relationship between the MPO(s), the State DOT(s), and public transportation operator(s) in the conduct of the metropolitan transportation planning process. Joint FTA/FHWA Certification Review guidelines provide agency field reviewers with latitude and flexibility to tailor the review to reflect regional issues and needs. Consequently, the scope and depth of the Certification Review reports will vary significantly.

The Certification Review process is only one of several methods used to assess the quality of a regional metropolitan transportation planning process, compliance with applicable statutes and regulations, and the level and type of technical assistance needed to enhance the effectiveness of the planning process. Other activities provide opportunities for this type of review and comment, including Unified Planning Work Program (UPWP) approval, the Regional Transportation Plan (RTP) update, metropolitan and statewide Transportation Improvement Program (TIP) findings, air quality (AQ) conformity determinations (in nonattainment and maintenance areas), as well as a range of other formal and less formal contacts that provide both FHWA/FTA an opportunity to comment on the planning process. The results of these other processes are considered in the Certification Review process. While the Certification Review report itself may not fully document those many intermediate and ongoing checkpoints, the “findings” of Certification Review are, in fact, based upon the cumulative findings of the entire review effort.

The review process is individually tailored to focus on topics of significance in each metropolitan planning area. Federal reviewers prepare Certification Reports to document the results of the review process. The reports and final actions are the joint responsibility of the appropriate FHWA and FTA field offices, and their content will vary to reflect the planning process reviewed.

2.2 Purpose and Objective

Since the enactment of the Intermodal Surface Transportation Efficiency Act (ISTEA) of 1991, the FHWA and FTA are required to jointly review and evaluate the transportation planning process in all urbanized areas over 200,000 population to determine if the process meets the Federal

planning requirements in 23 U.S.C. 134, 40 U.S.C. 5303, and 23 CFR 450. The Safe, Accountable, Flexible, Efficient Transportation Equity Act: A Legacy for Users (SAFETEA-LU), extended the minimum allowable frequency of certification reviews to at least every four years.

The Greater Madison Metropolitan Planning Organization is the designated MPO for the Madison urbanized area. The Wisconsin Department of Transportation (WisDOT) is the responsible State agency, and Metro Transit is the responsible public transportation operator. Current membership of the MPO consists of elected officials, the County Public Works & Transportation Department Director, the City of Madison Transportation Department Director, a local Planning Department Director, and a citizen that serves on the City of Madison Transportation Planning & Policy Board. The study area includes most of Dane County, with the City of Madison as the largest population center.

Certification of the TMA planning process is a prerequisite to the approval of Federal funding for transportation projects in such areas. The certification review is also an opportunity to provide assistance on new programs and to enhance the ability of the metropolitan transportation planning process to provide decision makers with the knowledge they need to make well-informed capital and operating investment decisions.

3.0 SCOPE AND METHODOLOGY

3.1 Review Process

The last certification review was conducted in August 2017. A summary of the status of findings from the last review is provided in Section 1.1. This report details the February 16-17, 2022 review, which consisted of a virtual site visit and a public comment opportunity.

Participants in the review included representatives of FHWA, FTA, WisDOT, and MPO staffs. A full list of participants is included in Appendix A.

A desk audit of current documents and correspondence was completed prior to the site visit. In addition to the formal review, routine oversight mechanisms provide a major source of information upon which to base the certification findings.

The certification review covers the transportation planning process conducted cooperatively by the MPO, State, and public transportation operators. Background information, current status, key findings, and recommendations are summarized in the body of the report for the following subject areas selected by FHWA and FTA staff for the review:

- Regional Transportation Plan (RTP) Update
- Financial Planning
- Transit Planning
- Public Participation

- Civil Rights (Title VI, EJ, LEP, ADA)
- Consultation and Coordination
- Transportation Safety and Security Planning
- Bicycle, Pedestrian & Micromobility Planning
- Travel Demand Forecasting
- Congestion Management Process / Management and Operations
- Performance Based Planning & Programming

3.2 Documents Reviewed

The following documents were evaluated as part of this planning process review:

- Greater Madison MPO Public Participation Plan, 2021 Update
- Greater Madison MPO, Unified Planning Work Program, 2022
- Draft *Connect Greater Madison* Regional Transportation Plan 2050 (April 2022)
- RTP 2050 Public Survey
- 2050 Regional Development Framework, Capital Area Regional Planning Commission (CARPC)
- Greater Madison MPO – CARPC Webinar Series
- Greater Madison MPO 2022-2026 Transportation Improvement Plan (November 2021)
- *Pedestrian/Bicycle Facilities, Policies, and Street Standards: Review of Community Requirements in the Greater Madison MPO Planning Area and Recommended Best Practices* (Prepared by the MPO in May 2021)
- Bicycle Transportation Plan for the Madison Metropolitan Area and Dane County (2015)
- Dane County Bicycle and Pedestrian Crash Study (February 2018)
- Quick Build Guide (California Bicycle Coalition, 2020)
- teleWORKS Toolkit (Greater Madison MPO Rideshare, Etc., 2021)
- Congestion Management Process for the Madison Metropolitan Planning Area (2022)
- Greater Madison MPO Title VI Non-Discrimination Program and Language Assistance Plan (2020)
- Dane County Travel Demand Model Memorandum of Understanding (2015)
- Draft Dane County Travel Demand Model Memorandum of Understanding (2020)
- City of Madison, Department of Transportation, 2021 Annual Operation Report
- Telework in Dane County, Scoping Study Report: February - December 2021, Sustain Dane and the Greater Madison Metropolitan Planning Organization

4.0 PROGRAM REVIEW

4.1 Metropolitan Transportation Plan

4.1.1 Regulatory Basis

23 U.S.C. 134(c), (h) & (i) and 23 CFR 450.324 set forth requirements for the development and content of metropolitan transportation plans (some MPOs, including Madison, refer to the metropolitan transportation plan document as a regional transportation plan (RTP)). Among the requirements are that the RTP address at least a 20-year planning horizon and that it includes both long- and short-range strategies that lead to the development of an integrated and multi-modal system to facilitate the safe and efficient movement of people and goods in addressing current and future transportation demand.

The RTP is required to provide a continuing, cooperative, and comprehensive multimodal transportation planning process. The plan needs to consider all applicable issues related to the transportation systems development, land use, employment, economic development, natural environment, and housing and community development.

23 CFR 450.324(c) requires the MPO to review and update the RTP at least every four years in air quality nonattainment and maintenance areas and at least every five years in attainment areas to reflect current and forecasted transportation, population, land use, employment, congestion, and economic conditions and trends.

23 U.S.C. 134(g)(3) encourages MPOs to consult with officials responsible for other types of planning activities that are affected by transportation in the area (including State and local planned growth, economic development, environmental protection, airport operations, and freight movements) or to coordinate its planning process, to the maximum extent practicable, with such planning activities.

23 U.S.C. 134 (h)(1)(E) and 23 CFR 450.306(a)(5) set forth requirements for the MPO Plan to protect and enhance the environment, promote energy conservation, improve the quality of life, and promote consistency between transportation improvements and State and local planned growth and economic development patterns.

Under 23 CFR 450.324(f), the RTP is required, at a minimum, to consider the following:

- Projected transportation demand
- Existing and proposed transportation facilities

- Operational and management strategies
- Congestion management process
- Capital investment and strategies to preserve transportation infrastructure and provide for multimodal capacity
- Design concept and design scope descriptions of proposed transportation facilities
- Potential environmental mitigation activities
- Pedestrian walkway and bicycle transportation facilities
- Transportation and transit enhancements

23 CFR 450.200 & 23 CFR 450.300

Take into consideration resiliency needs.

23 CFR 450.206(a) & 23 CFR 450.306(b)

Improve the resiliency and reliability of the transportation system and reduce or mitigate stormwater impacts of surface transportation.

23 CFR 450.316(b)

Consult with agencies and officials responsible for natural disaster risk reduction when developing a MTP and TIP.

23 CFR 450.324(f)(7)

Assess capital investment and other strategies that reduce the vulnerabilities.

4.1.2 Current Status

Regional Transportation Plan (RTP) 2050 for the Madison Metropolitan Area was adopted by the MPO in April 2017. The RTP 2050 has been amended three times since adopted to add the Beltline flex lane, Bus Rapid Transit (BRT), and U.S. Highway 51 (McFarland to Stoughton) projects. Other major changes since adoption include adoption of a new Draft Regional Development Framework by the Capital Area Regional Planning Commission (CARPC), adoption of a new travel forecast model, a new household travel survey, continued development of a new Bus Rapid Transit System (BRT) project and a still ongoing Metro Transit Network Redesign study, the Beltline Flexlane project, and impacts on travel from the COVID-19 pandemic.

The updated *Connect Greater Madison* Regional Transportation Plan 2050 (2050 Plan) was adopted in May 2022. A draft of the updated RTP was provided to the public in April 2022. The current RTP expired April 5, 2022 and the MPO's TIP was frozen¹ until adoption of the updated RTP in May 2022.

4.1.3 Findings

A draft of the updated *Connect Greater Madison* Regional Transportation Plan 2050 includes a wide array of recommendations concerning development in the region. Critical issues identified in the draft 2050 Plan include addressing historical racial disparities and ensuring equity; confronting climate change and improving system resiliency; and supporting healthy communities. A sample of the recommendation/actions are listed below:

- Thorough integration of land use and transportation goals and objectives focused on the development of a mixed use and multimodal environment providing affordable housing in areas with existing or planned future high-quality transit service and in multi modal centers and corridors. The RTP supports CARPC's Regional Development Framework (RDF)²;
- Promotion of the Wisconsin Salt Wise partnership and support additional research and demonstration projects, including use of emerging technologies, to provide safe roadways in the winter while minimizing chloride and sodium application;
- Incorporation of complete and green streets concepts for regional and local roadways;
- Adoption of a Safe System Approach for addressing safety needs on the regional roadway system;
- Promotion of electric vehicle charging infrastructure to reduce greenhouse gas emissions;
- Implementation of the Bus Rapid Transit System;
- Use parking management strategies to reduce congestion and parking demand, particularly in major activity centers;
- Continued development of its mature travel demand management activities, including development of a strategic TDM plan; and

¹ [23 CFR 450.330\(c\)](#) states that the TIP (and that metropolitan portion of the STIP) cannot be **amended** once the MTP "expires" (even though **administrative modifications** can still be made to the TIP (and that portion of the STIP), since these are not substantive revisions to the previously-approved TIP/STIP (i.e., not requiring an FHWA/FTA approval action)).

² <https://www.capitalarearpc.org/community-regional-development/regional-development-plan-update/>

- Recommends development of a Regional Transportation System Management and Operations Plan (TSMO) and an update of the MPO’s Regional Intelligent Transportation Systems (ITS) Strategic Plan.

Other highlights from the development of the 2050 RTP update include use of the Urban Footprint (UF) scenario planning tool, which generated data on impacts of scenarios covering numerous categories including transportation, health, equity, and the environment. The UF model was integrated with the travel forecast model and was used to develop the growth forecasts for the model. CARPC will continue to contract with the MPO for transportation planning services. This work includes primarily providing analyses of the impact of urban service area amendments on the overall transportation system, including traffic impacts, street connectivity, and pedestrian and bicycle facility and transit service considerations. Staff assess the amendments for overall consistency with the goals and policies of the Regional Transportation Plan.

Public input on the plan has been gathered through a series focus groups, an online survey, public meetings, and an interactive online map commenting tool that received over 1300 comments. The MPO Board approved the final RTP in May 2022.

4.1.4 Recommendations

None.

4.2 Financial Planning

4.2.1 Regulatory Basis

The metropolitan planning statutes state that the long-range transportation plan and TIP (23 U.S.C. 134 (j)(2)(B)) must include a "financial plan" that "indicates resources from public and private sources that are reasonably expected to be available to carry out the program." Additionally, the STIP may include a similar financial plan (23 U.S.C. 135 (g)(5)(F)). The purpose of the financial plan is to demonstrate fiscal constraint. These requirements are implemented in the transportation planning regulations for the metropolitan long-range transportation plan, TIP, and STIP. These regulations provide that a long-range transportation plan and TIP can include only projects for which funding "can reasonably be expected to be available" [23 CFR 450.322(f)(10) (metropolitan long-range transportation plan), 23 CFR 450.324(h) (TIP), and 23 CFR 450.216(m)(STIP)]. In addition, the regulations provide that projects in air quality nonattainment and maintenance areas can be included in the first two years of the TIP and STIP only if funds are "available or committed" [23 CFR 450.324(h) and 23 CFR 450.216(m)]. Finally, the Clean Air Act’s transportation conformity regulations specify that a conformity determination can only be made on a fiscally constrained long-range transportation plan and TIP [40 CFR 93.108].

4.2.2 Current Status

2022-2026 TIP for the Dane County Area Percentage of Programmed Streets/Roadway Funding **by Project Type**: Capacity Expansion, 8.5%, Safety/TSM, 15.4%, and Maintenance/Preservation, 76.1%.

2022-2026 Transportation Improvement Program for the Dane County Area Percentage of Programmed Funding **by Mode**: Transit, 45.8%, Roadways, 46.7% and Ped/Bike, 7.3%.

To stretch limited funding available over more projects, the MPO Policy Board changed the cost sharing policy for major STP Urban projects from 80/20 to 50/50 starting in 2010. In 2015, the MPO Board modified the cost share policy to 60/40 starting with newly programmed projects for 2019-2020.

4.2.3 Findings

The updated RTP assumes a 2% annual inflationary increase in federal, state, and local funding. It also assumes the continued higher federal formula program funding provided by the Bipartisan Infrastructure Bill. However, the state gasoline tax rate will need to be increased and eventually other new revenue sources (e.g., mileage-based registration fee) created in order to offset lost gas tax revenue from electrification of the fleet and inflationary increases in project costs to address long-term system preservation needs. The State Commission on Transportation Finance and Policy's report, *Keep Wisconsin Moving — Smart Investments, Measurable Results*, published back in 2013 provided recommendations for generating additional revenue, but thus far the state legislature has not addressed the long-term solvency of state transportation funding.

The MPO's financial analysis indicates that projected revenues will be sufficient to implement the local arterial roadway capacity expansion projects. However, potential major capacity improvements in two state highway corridors (Stoughton Road, Beltline) may or may not be able to be fully funded, depending in part on their scope, based on the funding for currently programmed Major Program projects carried forward into the future.

The trend in pavement condition of the state and local roadway systems is being monitored to determine whether the trend of declining condition is reversed or if the current condition can at least be maintained. This will require increased investment in roadway preservation funding. Using the current 60/40 cost share policy of the MPO, this would fund projects totaling \$582 million or 89% of the local arterial reconstruction projects (both capacity expansion and preservation) identified. State funding has been declining in constant dollars since 2006 when state gas tax indexing was eliminated.

Metro Transit capital and operating costs are funded through a combination of federal funding, state operating assistance, passenger fares, and local funds primarily derived from the property tax. Transit operational funding has been and continues to be a major challenge for Metro Transit. At one time in the mid-1990s state operating assistance covered 45% of Metro's operating budget; however, state funding has been relatively flat and in 2019 state assistance

covered just 31.5% of operating expenses for the system. A regional transit governance structure with a dedicated local source of transit funding will be required in order to make major regional service improvements such as building out the full BRT system, initiating express commuter service to outlying communities, and increasing service frequency in the core area. Lacking enabling legislation for a regional transit authority, the City of Madison in 2020 adopted a new motor vehicle registration fee (VRF), which replaces \$3.6 million/year in Metro funding that had previously come from property tax revenue, adds \$2.7 million to address increasing operational costs, and provides \$1.5 million for expanded transit service including BRT. Dane County also collects a VRF, a portion of which could conceivably be used to support the provision of transit service to areas and communities outside the current Metro service area. While regressive, VRFs have the potential to close the funding gap for incremental system growth while a long-term funding solution to regional transportation needs is secured.

The draft RTP financial chapter does identify potential types of revenue generation mechanisms that might be used to fund the expansion of the transit system including a 1/4 percent sales tax that would likely be sufficient to fund steady increases in service, while a 1/2 percent sales tax would act as a safeguard against future state and federal funding reductions and allow faster expansion of service. Neither a 1/4 nor a 1/2-percent sales tax would raise the required amount of funding over a 15-year period for full implementation of the planned system. It is important to note that a Regional Transit Authority (RTA) could be used to fund transit alone or all modes of transportation depending on the statutory language in the enabling legislation.

Local sources provide most funding used for off-street bicycle and pedestrian facilities, including Dane County's PARC & Ride grant program. Federal funding for off street bicycle and pedestrian facilities is provided primarily through the Transportation Alternatives Set-Aside Program (TAP). Under the Bipartisan Infrastructure Law (BIL), TAP funding will increase from \$617,000 to \$1.24 million. Madison area projects are also eligible for the statewide TAP funds administered by WisDOT. Off-street bicycle facilities, such as grade separated crossings and side paths, have also been included in recent years as part of street construction projects funded by the MPO through the federal Surface Transportation Block Grant (STBG, formerly Surface Transportation Program (STP)) suballocated program. However, this funding through street or highway projects has not been included as part of the MPO's revenue estimate.

New urban arterial streets and high-volume collector streets are almost universally built with bicycle facilities. Urban arterial street reconstruction projects generally include bicycle facilities, where feasible, given right of way constraints and competing demands for the space. The cost of these facilities is included in the budget for street projects. Therefore, no additional need for funding is anticipated for on-street bicycle facilities beyond that projected for the roadway system bicycle facilities, where feasible, given right-of-way constraints and competing demands for the space.

4.2.4 Recommendations

- Recommend collecting and showing historical data on Transportation Improvement Program (TIP) funding by mode and project type in TIP introduction or executive summary.
- Similar to the MPO's process for identifying potential transit funding sources, the MPO should consider outlining other possible alternative financing options in planning document(s) to educate MPO's Policy Board, Technical Advisory Committee (TAC) and public. Such funding sources could include Transportation Impact Fees (TIFs), Special Assessment Districts (SADs), Tax Increment Financing (TIF), Transportation Reinvestment Zones, Transportation Utility Fees (TUFs), Development Agreements and Other Contract-Based Value Capture Techniques³, etc.

4.3 Transit Planning

4.3.1 Regulatory Basis

49 U.S.C. 5303 and 23 U.S.C. 134 require the transportation planning process in metropolitan areas to consider all modes of travel in the development of their plans and programs. Federal regulations cited in 23 CFR 450.314 state that the MPO in cooperation with the State and operators of publicly owned transit services shall be responsible for carrying out the transportation planning process.

4.3.2 Current Status

The City of Madison's Metro Transit is the major public transportation provider in the region and provides public transit and paratransit in Madison, Middleton, Fitchburg, Verona, Sun Prairie, and the Town of Madison. The City of Monona provides peak-period commuter service (Monona Express) that makes four loops each morning and each afternoon to downtown Madison, the UW campus, and the UW, VA, Meriter and St. Mary's hospitals, and midday specialized transportation for seniors and people with disabilities. In addition to contracting with Metro for commuter service to Madison, the City of Sun Prairie provides shared-ride taxi service within the city. The City of Stoughton also has publicly subsidized shared-ride taxi service.

³ https://www.fhwa.dot.gov/ipd/value_capture/strategies_in_practice/austin_tx_transportation_user_fee.aspx

The Transit Development Plan (TDP) is a short to medium-range strategic plan intended to identify transit needs and proposed improvements for a five-year planning horizon. The Greater Madison MPO is responsible for developing and maintaining the TDP with assistance and cooperation from Metro Transit and other transit providers. The *2013-2017 Transit Development Plan for the Madison Urban Area* was adopted in Spring 2013. An update to the TDP was underway in 2019-20 but suspended until completion in early 2022 of the City of Madison/Metro Transit Network Redesign Study. That study, which MPO staff have participated in, will develop a new route network design to improve access to jobs, simplify the system, and complement the new BRT service to be implemented in 2024.

There was a large increase in Metro's capital's budget in 2022 for bus purchases, stations and roadway improvements for the planned new East-West BRT system. Some BRT system funding is also budgeted in 2023-'24. The budget also includes funding for the new satellite bus facility, largely for the BRT buses. Funds from the VW settlement will be used for regular bus replacements in 2022. After that, replacement of regular buses will be placed on hold until 2025 after the BRT goes into service.

Service was substantially reduced in spring of 2020 due to the COVID-19 pandemic. Service levels were restored back to 85% of pre-COVID levels in August 2020. Currently, a major obstacle to providing transit service is lack of drivers. But over the past several months, more drivers are being hired. By 2023, Metro hopes to be at 80% of pre-pandemic ridership.

A route re-design study began in early 2021 to evaluate major changes to the system to be implemented just prior to and in conjunction with Bus Rapid Transit (BRT) service in 2023-2024. Final design for BRT is continuing with service beginning in 2024. Infrastructure improvements for BRT (bus lanes, transit priority signals, etc.) will be made in the east-west corridor, but BRT buses will be purchased and service provided in the north-south corridor as well with infrastructure improvements to occur in the future. Metro Transit on-board passenger surveys have been conducted approximately every five years. A survey is planned to be conducted in Fall 2022 and Spring 2023 following implementation of initial service changes recommended in the network design study. The MPO will lead this project.

4.3.3 Findings

The planned implementation of Bus Rapid Transit (BRT) service in 2024 will build on a planning foundation going back many years. The MPO completed a Madison Transit Corridor Study in 2013, and the Madison Common Council authorized staff to begin planning for BRT in the east-west corridor in 2018. A Locally Preferred Alternative was adopted by the Common Council in March 2020 and revised in December of that year. The FTA authorized the City of Madison to enter Project Development in July 2020. Madison's BRT project has been recommended to receive \$80 million in Small Starts funding and is projected to begin full operation in 2024.

To maximize BRT's benefits as a backbone for Metro's system, the entire Metro route network – which currently operates on a timed-transfer system around five primary points – is being

redesigned. The last system redesign took place in 1998. This process will allow Metro to adjust to current community preferences, serve new development and travel patterns, and improve travel times, particularly for those who must currently transfer buses for a single one-way journey. Metro released an Alternatives Report that compares two potential “extremes” of transit network design: a Ridership Alternative, which focuses service in high-frequency corridors serving dense residential and employment areas; and a Coverage Alternative, which disperses service geographically to ensure that a bus route is close to nearly all residents and jobs – although a bus may only run on that route once an hour. The MPO continues to provide data and other support for the Metro Transit Network Redesign Study, which is expected to be completed in 2022.

The Alternatives Report and a public survey (in English and Spanish) on how Metro’s network should balance the competing goals of ridership and coverage are available at www.mymetrobus.com/redesign. Based on public input, a draft service redesign plan will be developed and shared for public feedback and finalized in the summer. Implementation of the new service is anticipated over two years beginning in August 2023.

4.3.4 Recommendations

None.

4.4 Public Involvement

4.4.1 Regulatory Basis

Sections 134(i)(5), 134(j)(1)(B) of Title 23 and Section 5303(i)(5) and 5303(j)(1)(B) of Title 49, require a Metropolitan Planning Organization (MPO) to provide adequate opportunity for the public to participate in and comment on the products and planning processes of the MPO. The requirements for public involvement are detailed in 23 CFR 450.316(a) and (b), which require the MPO to develop and use a documented participation plan that includes explicit procedures and strategies to include the public and other interested parties in the transportation planning process.

Specific requirements include giving adequate and timely notice of opportunities to participate in or comment on transportation issues and processes, employing visualization techniques to describe metropolitan transportation plans and TIPs, making public information readily available in electronically accessible formats and means such as the world wide web, holding public meetings at convenient and accessible locations and times, demonstrating explicit consideration and response to public input, and periodically reviewing the effectiveness of the participation plan.

4.4.2 Current Status

The MPO conducted and published a Public Participation Evaluation Study in 2017 to assess the efficacy of the 2015 Public Participation Plan (PPP) and the various techniques used in outreach and involvement. One key finding of the Evaluation related to lack of name recognition of the MPO (then “Madison Area Transportation Planning Board”) in the community, which generated confusion and hampered public involvement efforts. To meet the need for improved public awareness, a more accurate representation of the MPO’s work, and a modern look, the MPO launched a rebranding effort culminating in renaming the organization “Greater Madison MPO” in 2020. The rebranding effort is discussed further below in Section 4.4.3.

The MPO published its current Public Participation Plan (PPP) in 2021.

The MPO’s Citizen’s Advisory Committee (CAC) was disbanded in 2021, with the Board citing the challenge of recruiting new members overall and recruiting new members who reflect the diversity of the community. The Board felt that the CAC was neither citizen-representative nor effective at disseminating information to diverse stakeholder and community groups. The CAC was disbanded in favor of engaging directly with stakeholder groups representing community interests in the form of ad hoc focus groups and other methods of direct outreach.

The MPO actively maintains a website: <http://www.greatermadisonmpo.org/>. The MPO also has an active social media presence including a Facebook page⁴ and a YouTube channel⁵ for connecting with community members, disseminating information, hosting events, and linking the community to virtual resources.

4.4.3 Findings

The MPO’s Public Participation Plan was updated in January 2021. The previous plan was adopted in 2015. The MPO seeks to balance traditional, in-person engagement, with innovative digital methods. The Greater Madison MPO routinely evaluates the effectiveness of its public engagement methods in order to optimize outreach strategies, identify opportunities to expand or improve outreach and engagement methods, and refine or replace outreach strategies that are ineffective. The most recent comprehensive public participation plan evaluation was conducted in 2017, which resulted in the MPO undertaking a comprehensive renaming and rebranding initiative, which was completed in 2020. The rebranding effort included extensive outreach to gather feedback to develop a new name, mission and vision statement, preferred engagement methods, visual style guide to boost awareness about the MPO, and an implementation plan to

⁴ www.facebook.com/GreaterMadisonMPO

⁵ <https://www.youtube.com/channel/UCLGiA4SLTwt2MiltSJ3IPAg>

help the MPO target public engagement efforts. In July 2020, the MPO Policy Board voted to adopt “Greater Madison Metropolitan Planning Organization” as the MPO’s new name, vision and mission statements, and key messages. The MPO effectively used the rebranding effort as an opportunity for reengagement, education, and capacity building in the community.

The update of the *Connect Greater Madison: Regional Transportation Plan 2050* was coordinated with the Capital Area Regional Planning Commission’s (CARPC) 2050 Regional Development Framework (RDF). The Greater Madison MPO and CARPC are partner agencies working together to align transportation, land use, and natural resource planning in the greater Madison region. The MPO and CARPC jointly conduct online public webinars to educate the public and gather input. Public input on the plan has also been gathered through a series of focus groups, an online survey, and interactive online maps⁶ of draft roadway, transit, and bicycle plan facilities which allowed for public comment. The MPO focus groups were organized with the Bayview Foundation, Sun Prairie Neighborhood Navigators, and the Latino Academy community groups in the Spring 2021 to address transportation needs, barriers, and goals for future. The focus groups resulted in constructive feedback for the RTP process and educated community members in the workings of the MPO. The RTP update’s public survey gathered feedback on perceptions of the transportation system, as well as views on priorities and important transportation issues. Results were summarized in a presentation⁷ that provided an overview of trends in responses and highlights of how people experience the transportation system in the Madison area. The MPO Board approved the final 2050 RTP update in May 2022.

4.4.4 Commendations

The MPO is commended for its rebranding effort and integration with public outreach and other planning activities. The effort was used as opportunity for reengagement, education, and capacity building.

The MPO is commended for its use of focus groups during the RTP update to engage environmental justice (EJ) communities.

The MPO is commended for incorporating virtual public involvement (VPI) techniques into its public participation plan (PPP).

⁶ [Connect Greater Madison | Regional Transportation Plan 2050 \(konveio.com\)](https://www.konveio.com/Connect-Greater-Madison-Regional-Transportation-Plan-2050)

⁷ [PowerPoint Presentation - RTP_public_survey_pres.pdf \(konveio.com\)](https://www.konveio.com/PowerPoint-Presentation-RTP-public-survey-pres.pdf)

4.5 Civil Rights (Title VI, EJ, LEP, ADA)

4.5.1 Regulatory Basis

Title VI of the Civil Rights Act of 1964, prohibits discrimination based upon race, color, and national origin. Specifically, 42 U.S.C. 2000d states that “No person in the United States shall, on the ground of race, color, or national origin, be excluded from participation in, be denied the benefits of, or be subjected to discrimination under any program or activity receiving Federal financial assistance.” In addition to Title VI, there are other nondiscrimination statutes that afford legal protection. These statutes include the following: Section 162 (a) of the Federal-Aid Highway Act of 1973 (23 U.S.C. 324), Age Discrimination Act of 1975, and Section 504 of the Rehabilitation Act of 1973/Americans with Disabilities Act (ADA) of 1990. ADA specifies that programs and activities funded with Federal dollars are prohibited from discrimination based on disability.

Executive Order #12898 (Environmental Justice) directs federal agencies to develop strategies to address disproportionately high and adverse human health or environmental effects of their programs on minority and low-income populations. In compliance with this Executive Order, USDOT and FHWA issued orders to establish policies and procedures for addressing environmental justice in minority and low-income populations. The planning regulations, at 23 CFR 450.316(a)(1)(vii), require that the needs of those “traditionally underserved” by existing transportation systems, such as low-income and/or minority households, be sought out and considered.

Executive Order # 13166 (Limited-English-Proficiency (LEP)) requires agencies to ensure that limited-English proficiency persons are able to meaningfully access the services provided consistent with and without unduly burdening the fundamental mission of each federal agency.

4.5.2 Current Status

The 2020 minority population within the Greater Madison MPO Planning Area was approximately 121,300 or 24% of the total population of 505,954. The 2020 Hispanic or Latino population was nearly 39,700 or 7.8% of the planning area population.

Autoless households in cities and villages within the planning area were an estimated total of nearly 16,000 households - about 8.5% - that were without an automobile according to 2015-2019 Census American Community Survey (ACS) data. About 79% of these households resided in the City of Madison.

There is an estimated total of over 21,000 households, 11.5% of the total population, that were below the poverty level. About 77% of these households were in the City of Madison.

According to 2012-2016 ACS estimates, 12% (61,555) of Dane County’s population was aged 65 and over; 5% (23,365) were aged 75 and over. These populations are expected to increase

substantially, with the over-65 population doubling from 10% of the population in 2010 to 20% in 2040. The 2016 5-year ACS also estimated that 9% of Dane County’s non-institutionalized population experienced a disability; 29% of the population 65 or older experience a disability.

According to the 2014-2018 ACS five-year data, around 5% of the Madison urban area’s population state that they speak or understand English less than “very well,” and of those, over 40% speak Spanish. The MPO adopted an updated Language Assistance Plan on October 7, 2020 that outlines the policies and procedures that will be used to address the needs of Limited English Proficiency (LEP) persons. This includes provision of interpretive services upon request.

4.5.3 Findings

One of the seven RTP goals is to improve equity for users of the transportation system. Accomplishing this goal requires providing convenient, affordable transportation options, and ensuring that the benefits of transportation investments are distributed equitably, while the burdens do not disproportionately impact minority and low-income populations. The MPO’s EJ analysis demonstrates that the projects included in the RTP, TIP and other activities support this goal.

For the RTP, a qualitative transportation project analysis was conducted by comparing the location of planned projects in relation to mapped areas with concentration of environmental justice (EJ) populations. The MPO defined two tiers of EJ Priority Areas based on the concentration of low-income and racial/ethnic minority residents. While these two measures do not encompass the full range of potential EJ populations, they include the largest EJ categories, and data about minority and low-income populations is widely available and relatively reliable. There is also a high degree of correlation between minority and low-income populations and other EJ indicators, including Limited English Proficient (LEP) and zero-car households. Additional points were only awarded to zones with a high proportion of students eligible for free and reduced-price school lunch.

The MPO Environmental Justice Areas Maps were overlaid with recommended major roadways and high-capacity transit (Bus Rapid Transit or BRT) projects and studies, roadway preservation and TSM/safety projects, programmed and planned bicycle facility projects and capacity reduction projects/studies. Other EJ analysis efforts included:

- A map showing pedestrian barriers and intersection density throughout the MPO Planning Area. Most of the identified EJ areas have medium- to high-intersection densities, indicating a well-connected street network that offers multiple routes through the area.
- A Map illustrating the improved access for EJ populations to jobs resulting from the draft Transit Network Redesign study as compared to the existing network.
- A Map of the primary and secondary bicycle network showing level of traffic stress (LTS) faced by bicyclists. The LTS on regional bicycle routes in Tier 1 and Tier 2 EJ areas is lower (better) than in other parts of the MPO area.

- A Map showing the location and access to low-cost grocery stores with the Draft Transit Network Redesign. The transit redesign analysis also considered other populations of concern, including seniors, youth, the location of designated affordable housing, and the locations of specific housing types such as emergency shelters, transitional housing, senior living facilities, and licensed supportive services.
- A map showing missing linkages in the bicycle network that can provide EJ populations with better access to employment zones.
- The MPO conducted a household travel survey in 2016-17 that over-sampled areas with EJ population concentrations to better understand their travel patterns and needs. It also Purchased StreetLight Data, a travel analytics platform, which provided origin/destination and other data to further analyze travel patterns and identify needs of EJ populations.

In order to ensure the involvement of traditionally under-represented populations in the RTP update, the MPO hired three community organizations to organize focus groups composed of low-income, minority, LEP, and zero-car households. Participants received \$50 gift cards for their involvement in the focus groups, which recognized the time and effort of community organizations and focus group participants and made participation more attractive to populations who are generally not able to participate in public planning processes. The MPO's Public Participation Plan (PPP) includes other outreach strategies to traditionally underserved and limited-English populations (LEP), which is periodically evaluated by the MPO for effectiveness. Other EJ populations outreach strategies include use of minority-focused media, seeking representation on advisory committees, making translators available upon request, and utilizing available resources such as neighborhood and minority organizations. The 2021 Dane County Bicycle Map was published with both English and Spanish text, making it one of the few bi-lingual bicycle maps published. Finally, the MPO maintains a list of minority organizations and individuals that work with minority populations or lower income neighborhoods to send notices and information.

The MPO has integrated equity into its project selection criteria. The Transportation Alternatives Set-Aside Program (TA or TAP) project selection criteria were revised in 2019, and the Surface Transportation Block Grant – Urban (STBG-U) criteria were revised in 2021. Changes to project scoring criteria for both funding programs included increased weight for projects improving safety and transportation access for MPO-identified Environmental Justice Areas.

The MPO complies with ADA requirements through the policies and actions identified in MPO's Title VI Non-Discrimination Program/Language Assistance Plan that was approved by the MPO Policy Board on October 7, 2020. The MPO's offices and all public meeting locations are ADA compliant and most meeting locations are transit accessible. The MPO's RTP includes recommendations to provide pedestrian facilities that facilitate safe, efficient, and accessible pedestrian travel, including addressing gaps in the pedestrian network through connections to regional off-street bicycle paths, transit, and major destinations. The plan recommends that new facilities be constructed in accordance with ADA and its implementing regulations and that local

communities prepare and implement ADA transition plans to retrofit non-conforming facilities to ADA standards. The plan also recommends that accessible pedestrian signal systems and other ADA accessibility treatments be installed where necessary. The MPO has developed a detailed pedestrian facility geodatabase⁸ and network to allow analysis of pedestrian accessibility, including ADA accessibility to bus stops and key destinations. The database with an interactive map has been posted online and the MPO has offered assistance to local communities in development of their ADA transition plans.

4.5.3 Recommendations

None.

4.6 Consultation and Coordination

4.6.1 Regulatory Basis

23 U.S.C. 134(g) and (i)(5)-(6) and 23 CFR 450.316(b-e) set forth requirements for consultation in developing the RTP and TIP. Consultation is also addressed specifically in connection with the RTP in 23 CFR 450.324(g)(1-2) and in 23 CFR 450.324(f)(10) related to environmental mitigation.

In developing the RTP and TIP, the MPO shall, to the extent practicable, develop a documented process that outlines roles, responsibilities, and key decision points for consulting with other governments and agencies as described below:

- Agencies and officials responsible for other planning activities (State, local, economic development, environmental protection, airport operations, or freight)
- Other providers of transportation services
- Indian Tribal Government(s)
- Federal land management agencies (FLMAs)

23 U.S.C 134(k), Transportation Management Areas.

(4) Selection of projects—

(A) In general—

⁸ [Pedestrian Facilities \(arcgis.com\)](http://arcgis.com)

All Federally funded projects carried out within the boundaries of a metropolitan planning area serving a transportation management area under this title (excluding projects carried out on the National Highway System) or under chapter 53 of title 49 shall be selected for implementation from the approved TIP by the metropolitan planning organization designated for the area in consultation with the State and any affected public transportation operator.

(B) National highway system projects—

Projects carried out within the boundaries of a metropolitan planning area serving a transportation management area on the National Highway System shall be selected for implementation from the approved TIP by the State in cooperation with the metropolitan planning organization designated for the area.

23 CFR § 450.104 - Definitions.

Consultation means that one or more parties confer with other identified parties in accordance with an established process and, prior to taking action(s), considers the views of the other parties and periodically informs them about action(s) taken. This definition does not apply to the “consultation” performed by the States and the Metropolitan Planning Organizations (MPOs) in comparing the long-range statewide transportation plan and the metropolitan transportation plan, respectively, to State and tribal conservation plans or maps or inventories of natural or historic resources (see section 450.216(j) and sections 450.324(g)(1) and (g)(2)).

Cooperation means that the parties involved in carrying out the transportation planning and programming processes work together to achieve a common goal or objective.

23 U.S. Code § 133 - Surface transportation block grant program

(e) Obligation Authority—

(1) In general. —A State that is required to obligate in an urbanized area with an urbanized area population of over 200,000 individuals under subsection (d) funds apportioned to the State under section 104(b)(2) shall make available during the period of fiscal years 2016 through 2020 an amount of obligation authority distributed to the State for Federal-aid highways and highway safety construction programs for use in the area that is equal to the amount obtained by multiplying—

(A) the aggregate amount of funds that the State is required to obligate in the area under subsection (d) during the period; and

(B) the ratio that—

(i) the aggregate amount of obligation authority distributed to the State for Federal-aid highways and highway safety construction programs during the period; bears to

(ii) the total of the sums apportioned to the State for Federal-aid highways and highway safety construction programs (excluding sums not subject to an obligation limitation) during the period.

(2) Joint responsibility—

Each State, each affected metropolitan planning organization, and the Secretary shall jointly ensure compliance with paragraph (1). Under BIL, the requirements of 23 U.S.C. 133(e) were extended to TMA TA Set-Aside suballocated funds.

4.6.2 Current Status

The current Madison MPO Public Participation Plan (PPP) was last updated in January 2021. The MPO's public participation activities and coordination efforts are summarized in the PPP.

4.6.3 Findings

There has been disagreement between the MPO, including the other TMAs in the state, and WisDOT as to how the obligation authority associated with suballocated funds to TMAs are managed or accounted for in documentation. The laws and regulations cited in Section 4.6.1 above describe the decision-making authority for suballocated funds and how the management of the funds should be documented. In other states, the state departments of transportation and TMAs have developed memorandums of understanding or other written agreements specifying how management of the suballocated obligation authority will occur. Copies of sample agreements have been provided to WisDOT and the TMAs for their consideration in the development of an agreement concerning suballocated funding or other items the parties may wish to address. For even more transparency and accessibility, the Texas Department of Transportation satisfies these requirements with an online accounting of suballocated funds to TMAs.⁹

4.6.4 Recommendations

The Federal Review Team recommends that the TMAs, WisDOT and FHWA Wisconsin Division work collaboratively to document how any TMA suballocated funds are managed and disbursed in compliance with 23 U.S.C. 133(e) and 134(k)(4). An initial draft of an agreement has been completed and is attached in Appendix D of this report.

The Federal Review Team recommends that the TMA's planning partners (WisDOT, MPO, and Metro Transit) review existing STIP/TIP amendment procedures and definitions with planning

⁹ [Metropolitan Planning Organizations \(MPO\) - Federal Funds \(txdot.gov\)](https://www.txdot.gov/programs-and-services/planning-and-program-development/metroplanning-organizations/metroplanning-organizations-federal-funds.html)

partners, especially for projects receiving suballocated funding sources, and update them to ensure consistency between these two processes (as necessary and appropriate).

4.7 Transportation Performance Management/Performance-Based Planning and Programming (PBPP)

4.7.1 Regulatory Basis

Section 1203 of the Moving Ahead for Progress in the 21st Century Act (MAP-21) mandated the development of performance measures to increase accountability and transparency of the Federal-aid highway program and improve project decision-making through performance-based planning and programming. 23 CFR 490 specifies the federal performance rules and their associated requirements. The planning regulation (23 CFR 450) also address requirements applicable to MPOs.

4.7.2 Current Status

The MPO published Performance Measures Reports annually between 2016 and 2019. The Performance reports were organized around seven listed goals and 25 related measures. The reports showed the desired trend direction for the individual measures and the direction or trend currently indicated by the latest data. Measures included both federally required measures and additional MPO developed measures particularly around bike/ped and alternative transportation. The Reports were filled out with visuals and maps that made the data and measures accessible and appealing to follow. Data can be accessed at <https://www.greatermadisonmpo.org/trends/>. The MPO has not published annual reports for 2020 or 2021 citing the difficulty of collecting reliable data during the COVID-19 pandemic and time needed to properly analyze new measures and data. The MPO intends to develop a new online version of the Performance Measures report with an automatically updated dashboard and interactive maps.

Recent federal requirements for implementing new performance measures in relation to Transit Asset Management (TAM) and Public Transportation Agency Safety Plan (PTASP) have been met by Madison Metro Transit, which certified its TAM Plan in 2018 and the PTASP in 2020. Those Plans are reviewed annually by Metro Transit; however, targets have not been changed to date. The MPO incorporated and adopted Metro Transit's targets for TAM and PTASP without change. The MPO and Metro Transit cooperate on accurately reflecting the transit performance measures and related investment priorities in MPO documents, however there is currently no formal interagency agreement in place standardizing procedures and timeframes for data collection, information sharing, and cooperative target setting and investment priorities. The MPO anticipates discussions with Metro Transit related to the 2022 TAM Plan update to occur this year.

Progress toward achieving the 2019-22 Metro Transit TAM targets related to vehicle condition have been set back in recent years due to the deferral of bus replacements in anticipation of major upcoming BRT project-related changes and additions to the fleet. The BRT project will be

the largest factor impacting the system's performance and investment prioritization over the next 5 years. Additionally, Metro Transit has planned a major facility renovation project (1101 E. Washington Maintenance Facility), which will have a significant impact on performance toward both TAM and PTASP targets.

4.7.3 Findings

Given the limited amount of historical data for most of the national performance measures and the uncertainty in what trends the data may show as more years are collected, the Greater Madison MPO has elected to support the state/transit agency targets for national performance measures and to plan and program projects to contribute towards meeting these targets.

Federal Performance Measures and RTP/TIP Analysis included HSIP projects and non-HSIP roadway projects to be funded that will add capacity or will improve safety through intersection improvements such as addition of turn lanes and signalization, addition of bike facilities, improved pedestrian crossings, and/or other safety enhancements that improve safety. A similar type of analysis was conducted for pavement condition, bridges, travel time reliability, freight movement, transit asset management and Metro Transit's Public Transportation Agency Safety Plan.

The NHS system travel time reliability performance measures exceeded the four-year targets. However, the relatively high percentage of the Madison area system that meets the reliability measure is skewed by the 4-hour peak periods used for the federal measures. For the size of the Madison area, use of a 2-hour peak period is considered by the MPO to be more appropriate.

The updated 2050 RTP System Performance Report is divided into two sections: the first includes analysis and discussion of locally developed performance measures to evaluate the RTP's performance towards achieving plan goals; and the second includes analysis and evaluation of the plans impacts on achieving the MPO's adopted targets for the federally required transportation performance measures. Locally adopted performance measures include:

- New Development in Centers and Along Multimodal Transportation Corridors;
- New Development in Already-Developed Areas;
- Vehicle Miles Traveled (per Household);
- Vehicle Hours of Delay/Vehicle Hours of Travel;
- Mode of Transportation (Home-Based Work/University Trips);
- Mode of Transportation (Other Trips);
- Transit Ridership;
- Frequent Transit and BRT Access;
- Low Stress Bicycle Network;

The MPO revised its set of project scoring criteria for the Surface Transportation Block Grant (STBG) – Urban program in 2021 (see Appendix A of the TIP) and for the Transportation Alternatives Program (TAP) in 2020 for use in evaluating and prioritizing projects for funding

the MPO receives from those federal programs. Both sets of criteria rely heavily on quantitative scoring guidelines that are tied to RTP goals and policies.

Staff also worked with the UW TOPS Lab to conduct an intersection safety study, utilizing a network screening process to identify problem intersections for further analysis. Performance measures used for the analysis included crash frequency, crash rate, and crash severity using crash costs and equivalent property damage only weights. The level of safety service (i.e., observed vs. predicted crashes) for each intersection was also identified.

4.7.4 Commendation

The MPO is commended on its performance-based planning and programming (PBPP) as reflected in its use of data and the consideration of equity in its STBG and Transportation Alternative (TA) Set-Aside program scoring criteria.

4.7.5 Recommendation

The MPO should consider developing and adopting an interagency agreement or MOU with transit provider(s), and WisDOT as applicable, which sets out defined roles, responsibilities, and timeframes for performance measurement data sharing, target setting and reporting processes.

4.8 Transportation Safety and Security

4.8.1 Regulatory Basis

23 U.S.C. 134(h)(1)(B) requires MPOs to consider safety as one of 10 planning factors. As stated in 23 CFR 450.306(a)(2), the planning process needs to consider and implement projects, strategies, and services that will increase the safety of the transportation system for motorized and non-motorized users.

In addition, SAFETEA-LU established a core safety program called the Highway Safety Improvement Program (HSIP) (23 U.S.C. 148), which introduced a mandate for states to have Strategic Highway Safety Plans (SHSPs). 23 CFR 450.306 (d) requires the metropolitan transportation planning process to be consistent with the SHSP, and other transit safety and security planning.

23 U.S.C. 134(h)(1)(C) requires MPOs to consider security as one of 10 planning factors. As stated in 23 CFR 450.306(a)(3), the Metropolitan Transportation Planning process provides for consideration of security of the transportation system.

The regulations state that the degree and consideration of security should be based on the scale and complexity of many different local issues. Under 23 CFR 450.324(h), the MTP should include emergency relief and disaster preparedness plans and strategies and policies that support homeland security, as appropriate.

4.8.2 Current Status

Safety is addressed as a factor in the RTP 2050 and is incorporated as a selection criterion for STBG funded projects in the TIP. Safety and security are also addressed in the MPO's Regional ITS (Intelligent Transportation Systems) Strategic Plan (January 2016). The MPO has adopted the Safe Systems Approach¹⁰ in its safety planning efforts.

4.8.3 Findings

The MPO completed an intersection safety analysis in 2018 with the help of the UW Madison Traffic Operations & Safety (TOPS) Lab for all arterial and collector roadway intersections in Dane County. Performance measures used for the analysis included crash frequency, crash rate, and crash severity using crash costs and equivalent property damage only weights. The level of safety service (i.e., observed vs. predicted crashes) for each intersection was also identified. A second phase of this analysis was completed in 2021 with an updated crash prediction model, updated ranking of intersections based on 2017-2020 data, and a diagnostics tool to identify potential countermeasures. The UW Madison TOPs Lab will also be developing a High Injury Network (HIN) for the MPO planning area in 2022

The MPO is an active member of the Dane County Traffic Safety Commission (TSC). The TSC meets quarterly to review traffic crash data in order to enhance the level of safety on all public roadways in Dane County for all roadway users. The TSC is comprised of representatives including planners and engineers, law enforcement, medical professionals, and other interested community participants to foster a coordinated effort to address the "4 E's" of road safety: Education, Enforcement, Engineering, and Emergency Care. The MPO assists with compiling crash statistics and facilitating the crash incidence review. The MPO is currently assisting with a project to develop recommendations for how the TSC reviews and acts on crash trends and to develop a coordinated 4 E program to address identified problem safety issues.

Metro Transit completed and certified its initial Public Transportation Agency Safety Plan (PTASP) in July 2020. The plan is considered a "living document" with reviews and revisions planned on an annual basis. The initial plan incorporates Metro's initial 2020 PTASP performance measure targets for the applicable measures. The MPO adopted the same 2020 targets that Metro adopted in the above referenced resolution.

Improvements to the transit transportation system includes surveillance, monitoring, and customer information. ITS transit elements include bus locator system, real-time bus information, automatic passenger counters, and security cameras. Real-time traffic data now available via apps, 511 site, and cameras. Major technology system upgrades implemented

¹⁰ https://safety.fhwa.dot.gov/zerodeaths/docs/FHWA_SafeSystem_Brochure_V9_508_200717.pdf

beginning in 2021, including real-time fleet communications, and related systems to improve scheduling and fleet maintenance. Since the pandemic Madison Metro installed plexiglass as a barrier between bus drivers and passengers, and enhanced cleaning of buses.

4.8.4 Recommendation

None.

4.9 Bicycle, Pedestrian, and Micromobility

4.9.1 Regulatory Basis

23 U.S.C. 217(g) states that bicyclists and pedestrians shall be given due consideration in the comprehensive transportation plans developed by each MPO under 23 U.S.C. 134. Bicycle transportation facilities and pedestrian walkways shall be considered, where appropriate, in conjunction with all new construction and reconstruction of transportation facilities.

23 CFR 450.306 sets forth the requirement that the scope of the metropolitan planning process "will increase the safety for motorized and non-motorized users; increase the security of the transportation system for motorized and non-motorized users; and protect and enhance the environment, promote energy conservation, improve the quality of life.

4.9.2 Current Status

An estimated 71% of resident county workers drive alone to work. That percentage is 10% less (61%) for city of Madison workers due to higher percentages of transit, bicycle, and walk trips. Work trip mode shares haven't changed much over the past 20+ years.

Although the Madison urban area ranked as the second safest among the 100 largest US metropolitan areas in the 2021 Dangerous by Design report, more than 50 pedestrians were killed locally in crashes between 2010 and 2019. Additionally, the Greater Madison MPO's (MPO) 2019 Performance Measures Report found a 9.1% increase in crash-related fatalities and serious injuries suffered by bicyclists and pedestrians during the 2015-2019 period compared to the 2014-2018 period.

4.9.3 Findings

The Bicycle Transportation Plan for Madison Metropolitan Area & Dane County (adopted by the MPO in September 2015) is intended to provide a policy framework and facilities and program planning guide. The plan is considered a supplement to the 2050 Regional Transportation Plan. Bike plan performance measures include crash rates, bicycle counts, commute mode share, documented connectivity gaps, user satisfaction, bicycle useability or level of service, population served by premium bikeway access (equity), relative commute mode share of women, minorities,

and income levels, Bicycle Friendly Community status, communities with dedicated funding for cyclists, proportion of facilities that are plowed in winter and path pavement quality.

The plan includes an existing and planned bikeway functional classification route system, planned off-street facilities, including regional priority paths, map of on-street facility needs, and non-facility related recommendations. In 2018, an analysis and report were completed identifying and mapping the bicycle level of traffic stress (LTS) for the bikeway network. An accessibility analysis was conducted of the low traffic stress network and gaps and barriers in the network identified. The existing LTS network has continued to be updated since then annually for the MPO's online low stress bike route finder.

In 2021, the MPO created guidance entitled *Pedestrian/Bicycle Facilities, Policies, and Street Standards: Review of Community Requirements in the Greater Madison MPO Planning Area and Recommended Best Practices*¹¹ (May 2021). The report details locally adopted requirements along with national recommendations and best practices to help local planning and engineering staff and elected officials make informed decisions regarding development and design standards, and to give them tools to make roadways safer for all users. Recommendations for policies and design elements (e.g., Complete Streets, Vision Zero, street network design, cost sharing policies, equity considerations, etc.) and design speed, are from the Institute of Transportation Engineers (ITE), the National Association of City Transportation Officials (NACTO), the Federal Highway Administration (FHWA), and topic-specific organizations such as the National Complete Streets Coalition and U.S. Access Board. MPO policy is to support the adoption of complete streets policies by local communities, and to require that streets funded through the STBG-Urban program be designed and constructed as complete streets.

The MPO approved revised STBG – Urban program policies and project screening and scoring criteria for evaluating project applications in 2021. The scoring criteria utilize the following seven categories: (1) importance to the regional transportation system and supports regional

¹¹

https://www.greatermadisonmpo.org/planning/documents/PedestrianFacilityRequirementsandPoliciesandStreetStandards_FINAL_5_25_21.pdf. FHWA has Guide for Maintaining Pedestrian Facilities for Enhanced Safety (2013) that is currently being updated and will add Micromobility, asset management, etc.

development framework; (2) system preservation; (3) congestion mitigation/TSM; (4) safety enhancement; (5) enhancement of multi-modal options; (6) environment; and (7) equity.

The MPO updated its TAP program policies and project scoring criteria in 2020. The Madison area received a sub-allocation of \$1.99 million for the FY 2016-2020 program cycle, \$847,000 for the FY 2018-2022 cycle, \$1.15 million for the FY 2020-2024 cycle.

MPO staff have developed tools to measure multi-modal accessibility to jobs, services, and other destinations. This includes the development and continued maintenance of a low stress bikeway network for bike accessibility analysis (and the MPO's bicycle routing tool) and completion and maintenance of a pedestrian facility geodatabase¹² and network for pedestrian accessibility analysis, including ADA accessibility. MPO staff is continuing to look at enhanced tools for accessibility analysis, which is a high priority measure of performance of the transportation system.

BCycle, the Madison area's bike sharing program, recently converted to an electric fleet and is looking to expand its network focusing on equity. The MPO monitors the bike-share network for access gaps between BCycle stations and uses data from the bike sharing program for future planning.

4.9.4 Commendation

The MPO is commended for creating its guidance entitled *Pedestrian/Bicycle Facilities, Policies, and Street Standards: Review of Community Requirements in the Greater Madison MPO Planning Area and Recommended Best Practices (May 2021)*.

4.10 Travel Demand Forecasting

4.10.1 Regulatory Basis

23 CFR 450.324(f)(1) requires that the metropolitan transportation plan (MTP) include the projected transportation demand of persons and goods in the Metropolitan Planning Area (MPA) over the period of the MTP. Travel demand forecasting models are used in the planning process to identify deficiencies in future year transportation systems and evaluate the impacts of alternative transportation investments. In air quality nonattainment and maintenance areas, they are also used to estimate regional vehicle activity for use in mobile source emission models that support air quality conformity determinations.

¹² <https://www.greatermadisonmpo.org/maps/onlineMapping.cfm>

4.10.2 Current Status

A major consultant-led project was completed in 2021 to update, recalibrate, and make improvements to the regional travel forecast model. The model now has a 2016 base year and a future year of 2050 and has just been started to be used by WisDOT and the MPO. New model features include expanded trip purposes, incorporation of land use/building type as a variable for mode choice and trip distribution, addition of a bike network, and a new destination choice model with time-of-day trip distribution. In 2020-'21 MPO staff worked with CARPC and City of Madison Planning staff to update the county, USA/municipal, and TAZ level forecasts for the RTP 2050 update. The TAZ forecasts were based on a growth scenario prepared for CARPC's Regional. The MPO has a MOU with WisDOT that defines roles and responsibilities for development and maintenance of the MPO's travel demand model, which WisDOT and the MPO are looking to update soon.

4.10.3 Findings

Below is a summary of the review's findings concerning the MPO's travel demand model and traffic forecasting activities:

- A major consultant led project was completed in 2021 to update, recalibrate, and make improvements to the regional travel forecast model, which has a 2016 base year. New model features include expanded trip purposes, incorporation of land use/building type as a variable for mode choice and trip distribution, addition of a bike network, and a new destination choice model with time-of-day trip distribution. In 2020-21 MPO staff worked with CARPC and City of Madison Planning staff to update the county, USA/municipal, and TAZ level forecasts for the RTP 2050 update. The TAZ forecasts were based on a growth scenario prepared for CARPC's Regional Development Framework.
- The model is being set up to include more post processing options to evaluate the impacts of plans, projects on performance measures such as VMT, congestion, and accessibility (auto, transit).
- MPO staff assisted with a project to develop the Urban Footprint (UF) scenario planning tool, which generates data on impacts of scenarios covering numerous categories including transportation, health, equity, and the environment. The UF model was integrated with the travel forecast model and was used to develop the growth forecasts for the model.
- The Regional Development Framework (RDF) was developed using building and land use types in the platform UrbanFootprint. The growth scenario was developed based on RDF and RTP goals and strategies.

- The MPO continues to provide data, modeling, and other support for interagency staff team working with consultant to conduct detailed design for the Bus Rapid Transit (BRT) project in the east-west corridor.
- The MPO provides travel model and data support and planning assistance on major WisDOT-sponsored corridor studies, including Stoughton Road/USH 51 (USH 12/18 to STH 19), Beltline (USH 14 to CTH N), and Interstate 39/90/94 (Madison to Portage).
- The MPO also provides transportation planning assistance (e.g., traffic forecasts) for large-scale developments, neighborhood and comprehensive plans, and corridor plans as needed.

4.10.4 Commendation

The MPO is commended on the development and capability of its travel demand model.

4.11 Congestion Management Process/Management and Operations

4.11.1 Regulatory Basis

23 U.S.C. 134(k)(3) and 23 CFR 450.322 set forth requirements for the congestion management process (CMP) in TMAs. The CMP is a systematic approach for managing congestion through a process that provides for a safe and effective integrated management and operation of the multimodal transportation system. TMAs designated as nonattainment for ozone must also provide an analysis of the need for additional capacity for a proposed improvement over travel demand reduction and operational management strategies.

23 CFR 450.324(f)(5) requires the MTP include Management and Operations (M&O) of the transportation network as an integrated, multimodal approach to optimize the performance of the existing transportation infrastructure. Effective M&O strategies include measurable regional operations goals and objectives and specific performance measures to optimize system performance.

4.11.2 Current Status

Congestion Management Process for the Madison Metropolitan Planning Area was updated as part of the RTP update in May 2022. The CMP will be re-evaluated every five years concurrent with the development of the updated RTP.

The *2016 Regional Intelligent Transportation Systems (ITS) Strategic Plan for the Madison Metropolitan Area* was adopted by the MPO in January 2016.

The MPO employs an extensive array of travel demand management (TDM) activities in the region which is briefly discussed below.

4.11.3 Findings

The MPO completed an update of its congestion management process (CMP) in April 2022. Congestion management objectives and performance measures are developed, reviewed, and refined as part of the development of the regional transportation plan updates. The recently adopted CMP meets regulatory requirements and follows the eight-step process referenced in the Federal Highway Administration's (FHWA) Congestion Management Process guidebook (2011).

Below are some of the highlights for the new CMP:

- Prioritizes alternatives to single-occupancy vehicle (SOV) travel to reduce roadway demand, increase equity, and minimize environmental impacts;
- Supports the Capital Area Regional Planning Commission's Regional Development Framework goals, objectives, and strategies;
- Roadway capacity enhancements will generally be considered only after implementing both travel demand management (TDM) and transportation system management (TSM) strategies and not achieving anticipated or desired congestion reduction;
- The CMP includes performance measures for recurring and non-recurring roadway congestion, transit performance, bicycle and pedestrian activity, and land use.
- The updated RTP recommends the development of a regional Transportation Systems Management Operations plan (TSMO), which would focus on shorter term solutions to improve system reliability. TSMO improvements may include traffic signal coordination, integrated corridor management, work zone management, traffic incident management, transit signal priority and more; and
- The MPO will be using StreetLight Analytics location based services data along with other data to attempt to evaluate the impact of major congestion mitigation projects such as adaptive signal systems and capacity projects through a before/after data collection analysis efforts.

The Regional Intelligent Transportation System (ITS) Strategic Plan for the Madison Metropolitan Area was completed and adopted in January 2016. The plan includes an integrated set of multi-year, multiagency ITS strategies and project recommendations. The ITS plan served as a foundation for the city of Madison's Smart Cities Challenge grant application in 2016. The city wasn't selected, but efforts are ongoing to initiate some pilot projects, including the Park Street Corridor Connected Vehicle Project.

MPO staff continue to administer an extensive regional TDM program, including incentives, bus passes, and coordination of TDM program efforts among area agencies. A new regional TDM website was created, and the new program brand, RoundTrip, was rolled out. RoundTrip is a

Transportation Options Program, (<https://www.roundtripgreatermadison.org/rp2/Home/Home>) (formerly called Ridesharing, Etc.) that coordinates the activities of various governmental agencies to encourage use of alternative transportation modes (car/vanpool, public transit, bicycling, walking). The MPO's TDM Program Manager works with large employers to set up ridesharing programs, which include an e-newsletter, on-site visits for special events, and name-matching services. Information and advertising to build interest and awareness supports the Program, which features the 266-RIDE telephone help line. The program also has a computerized database of all transit and vanpool routes and carpoolers for personal assistance in identifying commuting options.

The MPO partnered on a scoping study led by Sustain Dane that seeks to understand best practices for institutionalizing long-term support for telework among Dane County businesses to reduce vehicle miles traveled (VMT) in Dane County. The purpose of the study, which was completed in late 2021, is to help meet the Dane County Climate Action Plan goal to reduce total VMT in the county by 15% by 2050. The MPO has contributed to this project through a regional survey of telework attitudes and trends, conducted July 20-August 16, 2021, which will build upon the findings of the Madison Region Remote Work Survey: COVID-19 Impact (June 2020) and inform the study's final recommendations. Earlier this year, findings from the 2020 survey were used to develop a TeleWORKS Toolkit¹³ as part of the MPO's TDM program

Below are other elements of TDM efforts in the region:

- Continue to work with WisDOT and TripSpark to maintain and improve WisDOT's ride-matching website (RIDESHARE), including coordinating on announcements and database administration; improving the user experience; and exploring alternative ride-matching platforms. RoundTrip continues to be connected to the statewide Rideshare database for ride-matching;
- Continue annual TDM ad campaign jointly funded and coordinated with the University of Wisconsin, Dane County and Madison Metro;
- State vanpool program;
- Downtown parking management: carpoolers have first priority for monthly permits at city-owned lots; Dane County employees who carpool receive free parking in the county ramp. Leased parking policy required employer TDM program, but city now works with employers on voluntary basis; and

¹³ https://www.roundtripgreatermadison.org/rp2/Custom/MAMPO/Documents/teleWORKS_Toolkit_2021.pdf

- Assist City of Madison with TDM initiatives, including ongoing development of a citywide TDM ordinance and program.¹⁴

4.11.4 Commendation

The MPO is commended on its extensive travel demand management (TDM) program (Roundtrip Greater Madison, City of Madison TDM program, etc.).

5.0 CONCLUSION AND RECOMMENDATIONS

By letter dated March 4, 2022, the FHWA and FTA jointly notified the MPO that the review found that the metropolitan transportation planning process area met or exceeded Federal planning requirements. The conclusions of the review are discussed below.

5.1 Commendations

The following are noteworthy practices that the MPO is doing very well in the transportation planning process:

1. The MPO is commended on its performance-based planning and programming (PBPP) as reflected in its use of data and the consideration of equity in its STBG and Transportation Alternative (TA) Set-Aside program scoring criteria;
2. The MPO improved its public involvement and outreach through it recently completed rebranding effort and used the process as an opportunity for reengagement, education, and capacity building in the community;
3. The MPO is commended for its effective use of focus groups during the RTP update to engage EJ communities;
4. The MPO is commended for incorporating virtual public involvement (VPI) techniques into its public participation plan (PPP);
5. The MPO is commended for its extensive travel demand management (TDM) program (Roundtrip Greater Madison, City of Madison TDM program, etc.);
6. The MPO is commended for creating its *Pedestrian/Bicycle Facilities, Policies, and Street Standards: Review of Community Requirements in the Greater Madison MPO Planning Area and Recommended Best Practices* (May 2021); and
7. The MPO is commended on the development and capability of its travel demand model.

¹⁴ <https://www.cityofmadison.com/transportation/initiatives/transportation-demand-management>

5.2 Corrective Actions

None.

5.3 Recommendations

The following are recommendations that would improve the transportation planning process:

1. Recommend collecting and showing historical data on funding by mode and project type in TIP introduction or executive summary;
2. Similar to the MPO's process for identifying potential transit funding sources, the MPO should consider outlining other possible alternative financing options in planning document(s) to educate MPO's Policy Board, Technical Advisory Committee (TAC) and public. Such funding sources could include Transportation Impact Fees (TIFs), Special Assessment Districts (SADs), Tax Increment Financing (TIF), Transportation Reinvestment Zones, Transportation Utility Fees (TUFs), Development Agreements and Other Contract-Based Value Capture Techniques, etc.;
3. The Federal Review Team recommends that the TMAs, WisDOT and FHWA Wisconsin Division work collaboratively to document how any TMA suballocated funds are managed and disbursed in compliance with 23 U.S.C. 133(e) and 134(k)(4). An initial draft of an agreement has been completed and is attached in Appendix D of this report;
4. The Federal Review Team recommends that the TMA's planning partners (WisDOT, MPO, and Metro Transit) review existing STIP/TIP amendment procedures and definitions, especially for projects receiving suballocated funding sources, and update them to ensure consistency between these two processes (as necessary and appropriate); and
5. The MPO should consider developing and adopting an interagency agreement or MOU with transit provider(s), and WisDOT as applicable, which sets out defined roles, responsibilities, and timeframes for performance measurement data sharing, target setting, and reporting processes.

APPENDIX A - PARTICIPANTS

The following individuals participated in the MPO's virtual review:

- Mary Forlenza, Karl Buck, and Mitch Batuzich (FHWA Wisconsin Division) and Larry Anderson (FHWA Office of Planning)
- Bill Wheeler and Evan Gross (FTA Region 5)
- Bill Schaefer, MPO Planning Manager; Colleen Hoesly, Transportation Planner; Bill Holloway, Transportation Planner; David Kanning, Transportation Planner; Ben Lyman, Transportation Planner; and Zia Brucaya, Transportation Options Program Manager / Transportation Planner (Greater Madison MPO)
- Jim Kuehn, Diane Paoni, Alex Gramovot, Chuck Wade and Tom Koprowski, Brian Porter (Wisconsin Department of Transportation)

APPENDIX B – PUBLIC COMMENTS

The certification review's public meeting was held virtually due to the risk of COVID-19 spread. The virtual public involvement event was held on February 16, 2022 at 5:30 PM. In the meeting's notice and in information disseminated at the public meeting, the public was advised that public comments could also be submitted in writing via mail or e-mail to the Federal Review Team thru March 17, 2022. While 17 people had registered to attend the virtual meeting, nobody from the public chose to provide verbal comments. Written comments submitted during the virtual public meeting indicated support for the MPO's congestion management process (CMP) and its emphasis on travel demand management and system management strategies prior to considering capacity expansion; support for regional rail service and bus rapid transit; and concern about the Metro transit network redesign.

APPENDIX C - LIST OF ACRONYMS

ADA: Americans with Disabilities Act
BRT: Bus Rapid Transit
CAA: Clean Air Act
CARPC: Capital Area Regional Planning Commission
CFR: Code of Federal Regulations
CIG: Capital Investments Grant program
CMP: Congestion Management Process
DMS: Dynamic Message Signs
DOT: Department of Transportation
EJ: Environmental Justice
FAST: Fixing America’s Surface Transportation Act
FHWA: Federal Highway Administration
FTA: Federal Transit Administration
FY: Fiscal Year
GIS: Geographic Information Systems
HAR: Highway Advisory Radio
HSIP: Highway Safety Improvement Program
IJA/BIL: Infrastructure Investment and Jobs Act of 2021/Bipartisan Infrastructure Legislation
ITS: Intelligent Transportation Systems
LEP: Limited-English-Proficiency
LPA: Locally Preferred Alternative
M&O: Management and Operations
MATPB: Madison Area Transportation Planning Board
MAP-21: Moving Ahead for Progress in the 21st Century
MOU: Memorandum of Understanding
MPA: Metropolitan Planning Area
MPO: Metropolitan Planning Organization
MTP: Metropolitan Transportation Plan
NEPA: National Environmental Policy Act
NHTS: National Household Travel Survey
NPMRDS: National Performance Management Research Data Set
PEL: Planning and Environment Linkages
PPP: Public Participation Plan
RTP: Regional Transportation Plan
SHSP: Strategic Highway Safety Plan
SOV: Single Occupancy Vehicles
STBG: Surface Transportation Block Grant Program
STIP: Statewide Transportation Improvement Program
STOC: State Traffic Operations Center

TDM: Travel Demand Management
TERM: Transit Economic Requirement Model
TIP: Transportation Improvement Program
TMA: Transportation Management Area
TSM: Transportation Systems Management
ULB: Useful Life Benchmark
U.S.C.: United States Code
UPWP: Unified Planning Work Program
WisDOT: Wisconsin Department of Transportation

APPENDIX D – Draft MOU Concerning Administration of TMA Suballocated Funding.

Intergovernmental Agreement by and between Brown County (Green Bay Metropolitan Planning Organization), City of Madison (Greater Madison Metropolitan Planning Organization), East Central Wisconsin Regional Planning Commission (Appleton Metropolitan Planning Organization), and Southeastern Wisconsin Regional Planning Commission (Milwaukee/Round Lake Beach Metropolitan Planning Organization), and the Wisconsin Department of Transportation (WisDOT) and Federal Highway Administration (FHWA) – WI Division

This Memorandum of Agreement establishes the relationship, roles, and responsibilities regarding the distribution and utilization of certain federal transportation funds between the Federal Highway Administration (FHWA), Brown County Planning Commission (Green Bay Metropolitan Planning Organization), City of Madison (Greater Madison Metropolitan Planning Organization), East Central Wisconsin Regional Planning Commission (Appleton Metropolitan Planning Organization), Southeastern Wisconsin Regional Planning Commission (Milwaukee/Round Lake Beach Metropolitan Planning Organization), and the Wisconsin Department of Transportation (WisDOT).

Federal Laws and Regulations

The purpose of this memorandum of agreement is to identify the roles and responsibilities for cooperatively carrying out the transportation programming process in a comprehensive, continuous manner, as required under 23 United States Code (U.S.C.) 134 and 23 Code of Federal Regulations (CFR) 450, with respect to the programming of funds suballocated to urbanized areas having a population over 200,000 under 23 U.S.C. 133, 23 U.S.C. 175, and additional suballocated FHWA funding identified through other appropriations enacted by the U.S. Congress. It is a joint responsibility of each state, each affected metropolitan planning organization (MPO), and the FHWA Division Administrator to ensure compliance with this requirement.

Per 23 CFR 450, urbanized areas having populations over 200,000 are defined as Transportation Management Areas (TMAs). The urbanized areas designated as TMAs, and the organizations designated as their MPOs, covered under this agreement are as follows:

- Green Bay Urbanized Area (Brown County Planning Commission)
- Appleton Urbanized Area (East Central Wisconsin Regional Planning Commission)
- Madison Urbanized Area (Greater Madison MPO)
- Milwaukee Urbanized Area (Southeastern Wisconsin Regional Planning Commission)
- Wisconsin Portion of the Round Lake Beach Urbanized Area (Southeastern Wisconsin Regional Planning Commission)

Communication and cooperation are essential in the State of Wisconsin when leveraging and utilizing federal funding for transportation. This agreement demonstrates the commitment and collaboration of the WisDOT, FHWA, Brown County Planning Commission, Greater Madison Metropolitan Planning Organization, East Central Wisconsin Regional Planning Commission,

and Southeastern Wisconsin Regional Planning Commission to coordinate suballocated funds and promote transportation planning in the following programs:

1. Surface Transportation Block Grant (STBG) funds (23 USC 133(e))
2. Transportation Alternatives Program (TAP) funds (23 USC 133(h))
3. Carbon Reduction Program (CRP) funds (23 USC 175(e))
4. Additional funding suballocated to the TMAs from other appropriations enacted by the U.S. Congress.

Under 23 U.S.C. 133 and 23 U.S.C. 175, states are required to make available to urbanized areas with populations over 200,000 their suballocated portion of STBG, TAP, and CRP funds for eligible projects and programs within the specified urbanized areas over the five-year period of the Infrastructure Jobs and Investment Act (IIJA) /Bipartisan Infrastructure Law (BIL) along with any continuing resolutions of the federal transportation bill and subsequent federal transportation bills, as verified by the TMA Suballocation Worksheet (attached to this agreement).

Surface Transportation Block Grant funds, Transportation Alternatives Program funds, Carbon Reduction Emissions Program funds, and any other FHWA funding suballocated to urbanized areas over 200,000 in population by the U.S. Congress will be referred to as suballocated funds through the remainder of this agreement.

Roles and Responsibilities

Wisconsin Department of Transportation

The Wisconsin Department of Transportation (WisDOT) is tasked with effectively managing federal resources entrusted to it and maximizing the use of these federal resources. In doing this, WisDOT will:

- Coordinate with the MPOs party to this agreement on and communicate with, via virtual or in person meetings, the timeline for project solicitation for the suballocated funds prior to the funding program cycle opening. This includes seeking input from these MPOs to ensure the schedule works for them and that materials identify the roles of WisDOT and these MPOs in the project selection process.
- Provide FHWA – WI Division and the MPOs party to this agreement a copy of the updated TMA Suballocation Worksheet (attached to this agreement), which will include the federal appropriation, the obligation limitation, any currently scheduled projects and the fund balance remaining for the current program solicitation for each TMA prior to the program solicitation opening.
- Coordinate and collaborate with MPO staff to discuss the status of projects programmed for suballocated funds within the TMAs and work with communities and MPOs to ensure that projects are completed on schedule.

Shortfalls in the availability of funding for projects for any given FFY (e.g. FFY 2022) will be reflected in the TMA Suballocation Worksheet.

The TMA Suballocation Worksheet will be updated annually by WisDOT for each of the urbanized areas listed below with the funding program data required for calculating the obligation limitation targets. This worksheet will also be provided to FHWA – WI Division at the beginning of each program cycle.

Metropolitan Planning Organizations for the designated Transportation Management Areas

The roles and responsibilities of MPOs that are designated as TMAs are outlined in 23 U.S.C. 133 regarding suballocated funds and additional funding allocated to the urbanized areas they serve and include the following:

- The MPOs that are designated as TMAs will exercise their programming authority over funds suballocated under the Surface Transportation Block Grant Program (STBG), Transportation Alternatives Program (TAP), Carbon Reduction Program (CRP), and additional suballocated FHWA funding as outlined in 23 U.S.C. 134(k)(5).
- Projects utilizing the suballocated funds allocated to each TMA will be selected and programmed by each respective MPO in accordance with their established metropolitan planning processes.
- Proposed revisions to projects within each TMA that are funded with suballocated funds will be reviewed, processed, and approved or denied by the applicable MPO's Policy Board utilizing their individual TIP amendment process.
- The MPOs designated as TMAs will coordinate and collaborate with WisDOT to monitor and discuss the status of projects and work with local project sponsors and WisDOT to ensure that projects are completed on schedule and that all of the suballocated federal funding is used (e.g. transferring funding from one project to another within the same fiscal year if necessary).

Shortfalls in the programming of projects for any given FFY (e.g. FFY 2022), will be included in the following year's suballocation of the affected funding program for the impacted MPO and will be reflected on the TMA Suballocation Worksheet.

If there are any shortfalls in the MPOs (as the designated TMAs) programming their full apportionments over the federal transportation bill within the STBG, TAP, CRP, or additional suballocated FHWA funding, projects will be proposed and discussed with the MPOs to fill the gap and will be subject to the approval of the MPO Policy Board in which the project is located via their TIP amendment process.

Federal Highway Administration – WI Division

The role of the Federal Highway Administration – WI Division (FHWA) office is to enforce the federal regulations as outlined within the Infrastructure Jobs and Investment Act (IIJA)/Bipartisan Infrastructure Law (BIL) and ensure adherence to associated guidance issued by FHWA. In addition, FHWA will ensure that all parties as outlined by this agreement collaborate and communicate in writing on the suballocation funding amounts as outlined in federal transportation bills.

Should a shortfall over the life of a federal transportation bill occur in programming the full amount of suballocated funds within each urbanized area, FHWA – WI Division will identify any corrective actions necessary to address the identified shortfall.

Shared Roles and Responsibilities

All parties to this agreement will agree to meet regularly - no less than biennially - each year to discuss issues related to the selection, programming, and implementation of projects for the funding suballocated to the TMAs. Such meetings would be held for the discussion and resolution of issues or disagreements. In particular, concurrence should be reached between all parties on the interpretation and implementation of applicable federal laws. Meetings may also include bringing in WisDOT, staff from other divisions as appropriate or DOT staff from other states, to discuss different topics such as budgeting or projects selection. Meetings with all parties will be held virtually or in person, and the discussions documented with meeting notes provided to each entity within a week of the meeting.

Effective Date, Duration and Amendments

This agreement shall become effective upon approval by Federal Highway Administration – Wisconsin Division, Brown County Planning Commission (Green Bay Metropolitan Planning Organization), City of Madison (Greater Madison Metropolitan Planning Organization), East Central Wisconsin Regional Planning Commission (Appleton Metropolitan Planning Organization), Southeastern Wisconsin Regional Planning Commission (Milwaukee/Round Lake Beach Metropolitan Planning Organization), and the Wisconsin Department of Transportation (WisDOT).

This agreement may be amended upon written request from any party to this agreement, and any amendment of this agreement will require the approval of each of the parties.

The WisDOT, TMA, and FHWA roles and responsibilities established in this agreement shall remain effective until an amended or revised agreement is approved by each of the parties.

FEDERAL HIGHWAY ADMINISTRATION:

Glenn Fulkerson, Administrator

Date

Federal Highway Administration – WI Division

WISCONSIN DEPARTMENT OF TRANSPORTATION:

Craig Thompson, Secretary
Wisconsin Department of Transportation

Date

METROPOLITAN PLANNING ORGANIZATIONS:

Norbert Dantine Jr., President
Brown County Planning Commission/ Green
Green Bay MPO

Cole Runge, Planning Director/ MPO
Director, Brown County/Green Bay MPO

Jeff Nooyen, Chair
East Central Wisconsin Regional Planning
Commission

Melissa Kraemer Badtke,
Executive Director/MPO Director
East Central WI Regional Planning
Commission

Mark Opitz, Chair
Greater Madison MPO

William Schaefer, MPO Director
Greater Madison MPO

, Chair
Southeastern WI Regional Planning Commission

Kevin Muhs, Executive Director
Southeastern WI Regional Planning
Commission





Report prepared by:

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