



GREATER MADISON
mpo

2025
**UNIFIED PLANNING WORK
PROGRAM (UPWP)**

Greater Madison Metropolitan Planning Organization (MPO)

2025 Unified Planning Work Program

October 2024

Prepared by staff of Greater Madison MPO

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The contents of this report do not necessarily reflect the official views or policy of the U.S. Department of Transportation or WisDOT.

[Reserved for Resolution]

Table of Contents

Introduction	1
Federal Planning Factors	3
Summary of 2025 MPO Work Activities and IJJA Planning Factors	4
Detailed 2025 Work Activities	6
Work Element 2100: Transportation Administration/Service	6
Work Element 2150: Public Participation Activities	6
Work Element 2200: Long-Range Transportation Planning	7
Work Element 2250: Safe and Accessible Transportation Options	9
Work Element 2300: Data Collection Activities	10
Work Element 2400: Transportation System Management Planning & Technology	11
Work Element 2500: Short-Range Transit and Specialized Transportation Planning	12
Work Element 2600: Transportation Improvement Program (TIP)	14
Work Element 2700: Roadway and Transit Corridor and Special Area Studies	15
Work Element 2800: Ridesharing/TDM	17
Work Element 2900: Capital Area Regional Planning Commission (CARPC)	18
2025 Work Program Budget	19
Summary Tables	20
Provisional 2025 Cost Allocation Plan	22
Appendices	
A: Review of Cost Shares and Benefits to Funding Agencies	26
B: Greater Madison MPO Organization and Advisory Committees	28
C: Madison Area Transportation Planning and Programming Structure and History	31
Greater Madison MPO UPWP Self-Certification Summary	32
E: Title VI Initiatives	35



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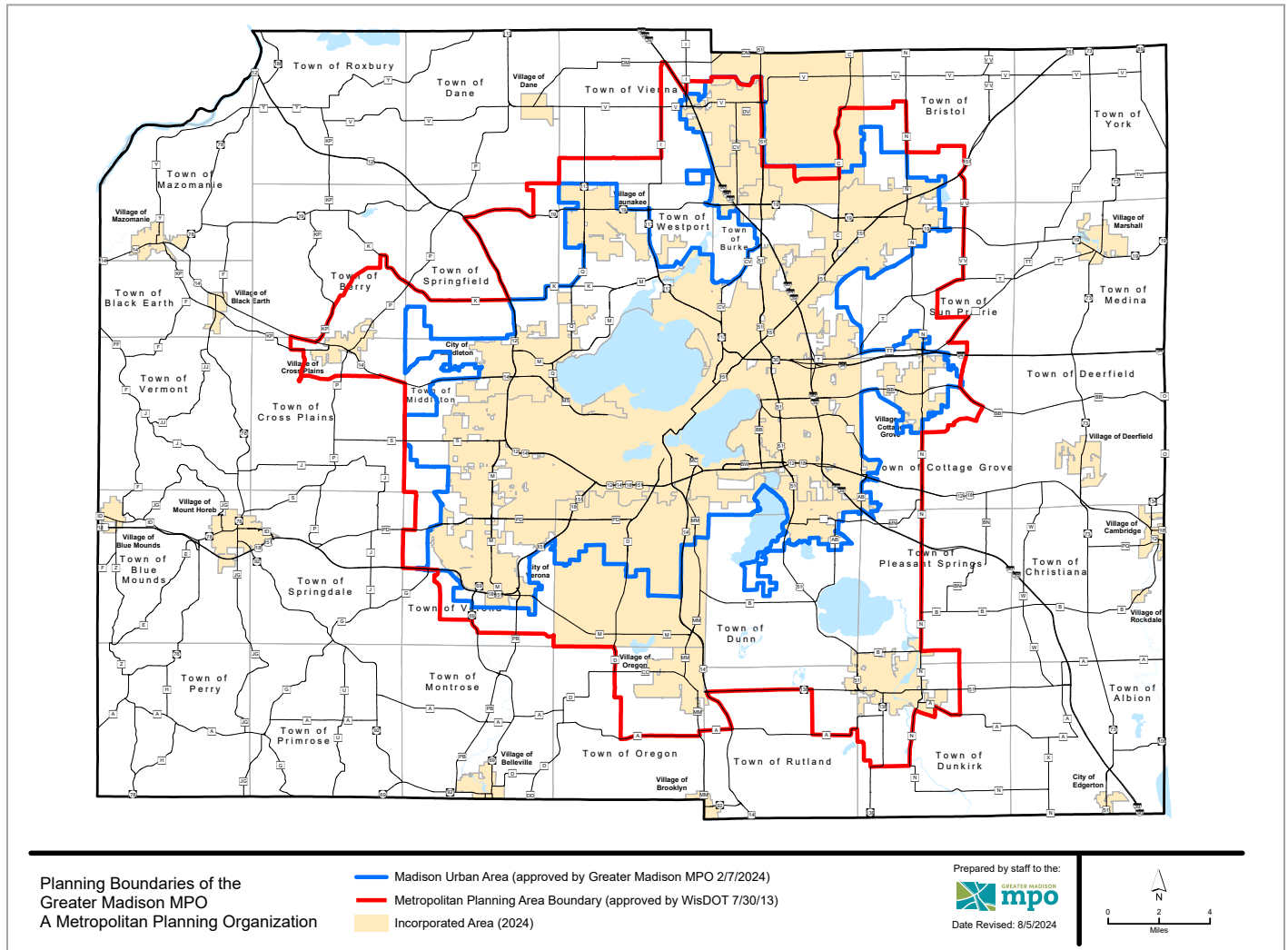
Introduction

This 2025 Unified Planning Work Program (UPWP) outlines the planning activities of the Greater Madison MPO (Metropolitan Planning Organization), the officially designated MPO and transportation planning policy body for the Madison metropolitan area.

The Greater Madison MPO work program is an annual publication that outlines major transportation planning issues, describes the planning activities the MPO will undertake and be involved in the following year, summarizes the MPO’s recent planning activities and accomplishments, and identifies how federal, state, and local transportation funding will be spent on the different planning activities. The publication of an MPO work program is required by federal law as a condition of receiving federal transportation funding.

Federal law requires that MPOs work closely and coordinate planning efforts with State Departments of Transportation and major transit operators as well as local units of government and other stakeholders. The Greater Madison MPO, Wisconsin Department of Transportation (WisDOT), and Metro Transit have a three-party Cooperative

Figure 1: MPO Planning Boundary



Agreement for continuing transportation planning for the Madison metropolitan area. [The agreement](#) is posted on the MPO's website.

Federal law also requires that MPOs maintain a public involvement plan that outlines the public participation goals and techniques to be used in the regional transportation planning and programming processes. The MPO's [current public participation plan](#) is on the agency's website.

This 2025 UPWP has been prepared with input from local municipalities, Metro Transit and other transit providers, WisDOT, Federal Highway Administration (FHWA), Federal Transit Administration (FTA), and the public through the MPO technical committee, MPO Policy Board, and other means consistent with the MPO's Public Participation Plan. The MPO has a technical advisory committee, and utilizes ad hoc committees and citizen groups, as needed, as advisory groups to the MPO.

MPOs are required to certify that the metropolitan transportation planning process is being carried out in accordance with all applicable federal requirements. Appendix 4 provides a summary of the Greater Madison MPO's self-certification with a listing of plans and activities to meet the nine requirements. A self-certification is also included in the adopting resolution for this UPWP.

As a subrecipient of FTA and FHWA funds administered by WisDOT, the Greater Madison MPO is required to comply with Title VI of the Civil Rights Act of 1964, the Civil Rights Restoration Act of 1987, and all related regulations and statutes. In addition, the MPO is required to comply with Title 49, Code of Federal Regulations, U.S. Department of Transportation, Subtitle A, Office of the Secretary, Part 21, Nondiscrimination in Federally-assisted Programs of the U.S. Department of Transportation (USDOT). The purpose of these laws and regulations is to assure that no person or groups of persons shall, on the grounds of race, color, and national origin, be excluded from participation in, be denied the benefits of, or be otherwise subjected to discrimination under any and all programs, services, or activities administered by the MPO, regardless of whether those programs and activities are federally funded or not. The Greater Madison MPO has a [Title VI Non-Discrimination Program/Language Assistance Plan](#), which was adopted in November 2023.

Federal Planning Factors

The following ten (10) planning factors are to be used to guide the MPO planning process. The planning factors are outlined in the Infrastructure Investment & Jobs Act (IIJA), also known as the Bipartisan Infrastructure Bill (BIL), signed into law in November 2021. The process shall provide for consideration of projects and strategies that:

1. Support the economic vitality of the metropolitan area, especially by enabling global competitiveness, productivity and efficiency.
2. Increase the safety of the transportation system for motorized and non-motorized users.
3. Increase the security of the transportation system for motorized and non-motorized users.
4. Increase the accessibility and mobility of people and for freight.
5. 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, housing, and economic development patterns.
6. Enhance the integration and connectivity of the transportation system, across and between modes, for people and freight.
7. Promote efficient system management and operation.
8. Emphasize the preservation of the existing transportation system.
9. Improve the resiliency and reliability of the transportation system and reduce or mitigate stormwater impacts of surface transportation.
10. Enhance travel and tourism.

The IIJA continues the required performance-based approach to transportation decision-making to support these national goals. MPOs, in cooperation with the State and major provider of public transportation, are required to establish performance targets to use in tracking progress towards attainment of critical outcomes for the region. The federal performance measures were finalized in 2017. The federal measures address roadway and transit system safety, pavement and bridge condition, performance of the National Highway System and Freight, and highway and transit asset management. The federal measures are tracked in the MPO's *Connect Greater Madison 2050* Regional Transportation Plan, annual Transportation Improvement Program update, and through the [Performance Measures Dashboard](#).

Summary of 2025 MPO Work Activities & IJA Planning Factors

Systemwide Multimodal Transportation Planning

	Planning Factors										Work
	1	2	3	4	5	6	7	8	9	10	Element
Continue tracking and analyzing RTP performance measures Coordinate with WisDOT and Metro Transit in establishment of state/MPO targets for federal measures. Complete online performance measures data dashboard.	X	X	X	X	X	X	X	X	X	X	2200, 2250, 2300
Continue to implement planning related recommendations in RTP, including study to evaluate impact of technology and policy scenarios on traffic volumes and VMT and other studies and local planning assistance.	X	X	X	X	X	X	X	X	X	X	2200, 2250, 2300
Continue to make adjustments to Madison urbanized area boundary and create and approve new MPO planning boundary.	X				X	X					2200
Assist local governments with active transportation planning, including data and analysis to assist with project prioritization. Also provide information and assistance on ADA Transition Plans as needed.	X	X	X	X	X	X				X	2250
Data collection and analysis to support system performance monitoring, MPO planning studies, congestion management process, and other studies, incl. use of StreetLight data. Complete update to Bicycle LTS methodology.	X	X	X	X	X	X	X	X	X		2250, 2300

Transportation System Management (TSM) Planning & Technology

	Planning Factors										Work
	1	2	3	4	5	6	7	8	9	10	Element
Initiate regional Transportation Systems Management and Operations (TSMO) Plan, utilizing consulting assistance.	X	X		X		X	X	X			
Continue to implement Regional Safety Action Plan, including helping communities apply for a regional Safe Streets and Roads for All safety grant.	X	X	X	X			X		X		2400
Continue to assist in implementing the Regional EV Charging Infrastructure Plan that identifies infrastructure investments and strategies to accelerate the transition to EVs in the metro area.	X			X	X				X		2400
Continue to implement Congestion Management Process (CMP), including monitoring CMP performance measures.	X	X	X	X			X		X		2400
Continue staffing support to Dane County Traffic Safety Commission, including leading preparation of traffic safety trends report and participation on emphasis area work-groups.	X	X	X	X			X		X		2400

Short Range Transit & Specialized Transportation Planning

	Planning Factors										Work
	1	2	3	4	5	6	7	8	9	10	Element
Continue support for the Metro Transit Network Redesign Study Title VI analysis, and assistance in implementing recommended service changes.	X	X	X	X	X	X	X		X		2500
Continue work on the update to the Transit Development Plan (TDP) in cooperation with Metro staff.	X	X	X	X	X	X	X		X		2500
Lead project, working with Metro staff, to hire consultant to conduct onboard passenger survey and analyze results.	X			X	X	X					2500
Update and assist agencies in implementing the Coordinated Public Transit – Human Services Transportation Plan for Dane County. Continue implementation of the Section 5310 Program Management & Recipient Coordination Plan				X	X	X					2500

Transportation Improvement Program (TIP)

	Planning Factors										Work
	1	2	3	4	5	6	7	8	9	10	Element
Annual update and amendments, including STBG Urban, TAP, CRP, and Section 5310 Program priority projects	X	X	X	X	X	X	X	X	X	X	2600

Corridor and Area Studies

	Planning Factors										Work
	1	2	3	4	5	6	7	8	9	10	Element
Continue support for E-W BRT project design and assist with planning study for N-S BRT project.	X	X	X	X	X	X	X	X	X	X	2700
Monitor, assist with WisDOT corridor studies, including Beltline, Stoughton Rd., and Interstate 39/90/94.	X	X	X	X	X	X	X	X	X	X	2700
Provide planning assistance and plan and project level traffic forecasts for local units of government upon request.	X			X	X		X		X		2700

Rideshare/TDM and other Transportation Planning

	Planning Factors										Work
	1	2	3	4	5	6	7	8	9	10	Element
TDM intergovernmental coordination, promotion of new TDM program brand and alternative transportation, TDM programs for major employers, and implement TDM program incentives. Assist Madison with TDM initiatives.	X			X	X	X		X			2800
Transportation planning assistance to Capital Area RPC.	X	X		X	X	X		X			2900

Detailed 2025 Work Activities

Work Element 2100: Transportation Administration/Service

Objective: Manage the transportation planning program and process on a continual basis, including program development, administration, and reporting, and staffing the MPO board and technical committee, and other advisory committees.

Work Activities for 2025

- Work activities for 2025 will continue functions required to develop and manage the MPO's work program and budget as well as staff oversight and development. This includes office and staff management, staff meetings and trainings, tracking time spent on work elements, quarterly reporting, accounting and invoicing, contracts with consultants, and computer software/hardware support. It also includes ensuring compliance with federal planning, Title VI, and other rules. The current MPO Title VI Program/Language Assistance Plan was adopted in 2023. Staff will continue to implement and monitor compliance with the plan. The MPO's identified EJ Priority Areas will be updated in conjunction with the City of Madison Data Team and will ensure that MPO and City of Madison EJ analyses use a consistent set of data county-wide. A strategic planning exercise was held this past summer that encouraged staff to review the agency mission, long-term goals, strategies and projects. Strategic planning work will continue into 2025.
- Staffing support will continue to be provided to the MPO policy board and technical committees, and other committees such as Dane County Specialized Transportation Commission. This includes overseeing the annual MPO policy board appointment process, updating the technical committee roster as staff changes, and providing orientation for new board and technical committee members.
- Continue participation in MPO Directors meetings to discuss planning, policy, finance, and technical issues and concerns associated with implementation of federal transportation legislation, including performance management process requirements, TIP process, financial planning, travel modeling, and other issues. Staff will also continue annual Work Program and mid-year review meetings with WisDOT and US DOT.
- Continue to participate in Association of Metropolitan Planning Organizations (AMPO) meetings, work groups, committees, and conferences to learn about best practices from other MPOs.
- Continue to participate in other transportation research and leadership roles, including those of the Transportation Research Board (TRB), the University of Texas at Arlington's Center for Transportation Equity, Decisions and Dollars (CTEDD) (of which the University of Wisconsin – Madison is a consortium member), and other organizations.

Products: Work program, progress reports, and periodic analysis papers.

Work Element 2150: Public Participation Activities

Objective: Implement the MPO's Public Participation Plan to notify and engage with the public and stakeholders in the regional transportation planning and programming process.

2024 Work Highlights: An amendment to the Public Participation Plan pertaining to public hearing notice requirements and virtual meetings was approved in October 2024 (MPO 2024 Resolution No. 19).

Work Activities for 2025

- The MPO will continue to notify and engage with the general public and stakeholders in the transportation planning and programming process by providing information on MPO planning efforts, data, and visualizations,

and soliciting input via the MPO website, social media, e-news, media outreach, public informational meetings, webinars, and presentations to communities and organizations. Staff will continue to coordinate outreach efforts with CARPC through regular joint Communications & Outreach Workgroup meetings. The MPO will continue to maintain and update its contacts list and participate in special community and organizational events that offer opportunities to educate the public about the MPO and our work.

- Staff will provide information and seek to engage with local officials and land use and transportation committees, businesses, and organizations. Significant committees include the City of Madison’s Transportation Commission, other local transportation or transit committees, Dane County Transportation Committee and Traffic Safety Commission, and the DMI Transportation Committee. Staff will also participate in and provide MPO updates and presentations at Dane County Cities & Villages Association and Dane County Towns Association meetings. MPO and CARPC staff will continue the lunch and learn webinar series started in 2021. Special meetings may also be organized targeted to local officials to provide information on MPO and CARPC planning activities and local best practices and success stories related to land use and transportation planning.
- Staff will continue to implement the Public Participation Plan and annually evaluate the effectiveness of engagement efforts. Staff will also continue to implement recommendations of the Title VI Program/LEP related to engaging EJ populations, as well as marketing strategies and tactics identified during the rebranding.

Products: Public Participation Plan, presentations, press releases, annual report, fact sheets and other materials on the MPO and its activities, e-newsletter, social media posts, webinars, annual evaluation of activities, etc.

Work Element 2200: Long-Range Transportation Planning

Objective: Develop and maintain a long-range Regional Transportation Plan (RTP) as part of the continuing, comprehensive transportation planning process in accord with federal rules. Refine the plan through special studies and adoption of sub-elements of the RTP. Track progress in achieving plan goals through transportation performance management, including adoption of performance measure targets and monitoring progress in meeting them.

2024 Work Highlights: An interim update to the regional travel forecast model is underway that will remove most of the land use inputs that were derived from Urban Footprint, since CARPC and the City of Madison no longer have access to the Urban Footprint scenario planning platform.

As part of implementation of the planning related recommendations in the [Connect Greater Madison: 2050 Regional Transportation Plan](#), a study using the travel model to evaluate the impact of various technology and policy scenarios on traffic forecasts and VMT, including CAVs, micromobility, continued high teleworking rates, and pricing strategies was completed.

MPO staff worked with WisDOT and local planning staff and officials to make adjustments to 2020 Madison urban area boundary designated by the U.S. Census Bureau and then to create and approve a new Greater Madison MPO planning area boundary based on the new urban area boundary. The next step is to update the regional functional classification system.



Work Activities for 2025

- Continue tracking and analyzing performance measures associated with RTP goals. Continue to coordinate with WisDOT and Metro Transit in establishment of the state and MPO performance targets for the federal measures. Continue to make refinements to the performance measures as needed based on available data and tools.
- Continued work to implement the planning-related recommendations in the *Connect Greater Madison: 2050 Regional Transportation Plan* includes leading or assisting in other special studies and assistance to local municipalities with their planning initiatives. One such effort already planned is assisting the Village of Waunakee with the Transportation Element of their Comprehensive Plan. MPO staff will also continue to explore creation of a local technical assistance program using consultants to assist with engineering or project design analyses to supplement staff assistance.
- Process a major amendment to the RTP that adds the I-39/90/94 (Beltline to USH 12/STH 16 near Wisconsin Dells) and Stoughton Road (Terminal Drive/Vogen Road to I-39/90/94) corridor projects. The major corridor studies are in the RTP. However, design work for future mainline and interchange/intersection improvements cannot begin until the Final EIS is completed and the improvements associated with the preferred alternative for each project are added to the RTP and TIP.
- Continue implementation of a strategic plan to improve the regional travel model and other planning analysis tools and the data to support the tools. Continue planning for the next set of improvements to the regional travel model and continue to develop the dataset for an updated model base year and horizon year. Hire a consultant to update, recalibrate, and enhance the regional travel model using 2024-'25 household travel survey data, 2024 origin/destination data, and other traffic count and speed data as necessary. An RFP for the project will likely be issued in mid- or late-2025. MPO staff will coordinate with WisDOT staff on the travel model work and work with them to update the Memorandum of Understanding related to the model. The new model will support work on WisDOT major corridor studies, the next RTP update, and other planning work.
- Make refinements to the model inputs and networks as needed in conjunction with work on travel forecasts and for the next regional travel model update
- Begin work with WisDOT to update the regional roadway functional classification system.
- Work with CARPC and city of Madison Planning staff to make any needed updates to the population, household, and employment forecasts, growth scenario, and TAZ level 2050 data as part of corridor studies or project level traffic forecasts, and any needed updates following the release of WisDOA county and municipal population and household forecasts.
- Assist WisDOT as needed with efforts to implement the [Connect 2050 Policy Plan](#), including development of technical analysis papers related to different modes to support the policy plan. Also assist WisDOT with development of the [Active Transportation Plan 2050](#), and assist with other potential planning efforts such as a Travel Demand Management (TDM) initiative.
- Assist WisDOT and/or local communities with any planning or transportation project grant applications, as needed. Explore hiring a consultant to assist the MPO and local communities in preparing federal grant applications.
- Assist WisDOT as needed to implement the [Wisconsin Rail Plan 2050](#), and monitor implementation of the plan and the [Wisconsin State Freight Plan](#).
- Provide transportation data and analyses to support preparation of the transportation related elements of local comprehensive plans and transportation studies and provide comments on these plans.
- Continue efforts to incorporate the planning rules and procedures from the new federal transportation bill, into ongoing planning efforts and programs, particularly in the areas of environmental justice and Title VI requirements and performance-based planning.

Products: Working papers and reports, maps and other visualizations, travel model files, and traffic forecasts.

Work Element 2250: Safe & Accessible Transportation Options

Objective: Plan and program bicycle and pedestrian improvements to the regional transportation system, including maintaining a long-range Bicycle Transportation Plan. Refine the active transportation component of the RTP and prioritize projects through special studies and track progress in achieving related goals through performance management. Also develop the data needed for these planning activities, including maintenance of current bicycle and pedestrian facility geodatabases and networks.

2024 Work Highlights: The MPO maintains up-to-date pedestrian and bicycle facility geodatabases and networks, including a bicycle level of traffic stress network. The pedestrian facility geodatabase and network includes data on sidewalks, crosswalks, and curb ramps. The networks were updated in 2023 based on 2022 high-resolution orthophotography. Staff has also been researching and testing different methods of acquiring data about bike and pedestrian features as part of our effort of continuous improvement.

A High Injury Network (HIN) was developed by the UW TOPS Lab for the MPO planning area in 2022, which serves as the foundation for the MPO's Regional Safety Action Plan, which was adopted in June 2024. MPO staff also supported the development of Madison's Vision Zero Action Plan, as well as continuing to provide staffing assistance to the Dane County Traffic Safety Commission.

The MPO adopted the Regional Comprehensive Safety Action Plan, and worked with partner and local communities in the development and application for the third round of Safe Streets and Roads for All (SS4A) funding.



Work Activities for 2025

- Begin development of a Regional Active Transportation Plan, which will update the Bicycle Transportation Plan and include pedestrian considerations as well.
- Provide assistance to local governments as needed in implementing the Bicycle Transportation Plan, Active Transportation Plan, and bicycle and pedestrian related RTP recommendations, including data collection and analysis, providing recommendations on best practices, prioritizing projects based on gaps and barriers, and building community support. This includes the ongoing project to assist the Village of Oregon in developing multimodal transportation recommendations. It also includes assistance to the Cities of Sun Prairie and Madison in developing Active Transportation Plans and to the City of Madison in a planned effort to refine its priority bicycle network and identify priority intersection and other improvements to the network.
- Provide assistance to communities with ADA transition planning, including identification of gaps and barriers in the accessible pedestrian network and the development of improvement prioritization metrics.
- Continue to maintain the bicycle facility, bicycle level of traffic stress, and pedestrian facility geodatabases and networks, and update them based on information from local staff on projects completed in 2024, as well as new 2024 orthophotography and, potentially, artificial intelligence tools. Update the combined pedestrian, bicycle, and transit network for conducting accessibility analyses.
- Continue to implement the MPO Complete Streets Policy.

- Continue to implement the Regional Comprehensive Safety Action Plan, including administering the SS4A grant if awarded.

Products: Active Transportation Plan, working papers and reports, maps and other visualizations, geodatabase and network files, and ArcGIS online applications.

Work Element 2300: Data Collection Activities

Objective: Monitor and analyze area travel characteristics and patterns and land use development, socioeconomic data and other factors affecting travel, as well as natural, physical, and environmental features and issues.

2024 Work Highlights: MPO staff, working with Metro Transit staff, hired a consultant to conduct an onboard passenger transit survey in spring 2024 (see also Work Element 2500). This survey collected information about transit trips and about riders, and will inform Title VI-related decision making, such as service adjustments and potentially impacted populations. Survey responses are being analyzed and geocoded in late 2024 and will continue to be analyzed and incorporated into the regional travel model in 2025.

Work Activities for 2025

- Continue to collect and analyze data for the MPO's transportation performance management process and reporting. Continue to update transportation network geodatabases needed for this data and maintain online dashboard. Staff will continue to explore potential changes or better, alternative measures for some goals as new tools and data become available.
- Collect and analyze data for the Congestion Management Process (CMP) and other planning efforts such as Transit Development Plan (TDP) updates. This includes traffic and incident data on the Beltline and Interstate system and other major arterials, travel speeds and other traffic operations data, VMT, bicycle and pedestrian count and travel data, Metro Transit boarding and passenger loading, and bus on-time performance data. It also includes data for analysis of impact of congestion mitigation projects in particular corridors. TDP related data/maps include low wage jobs and transit access to them as well as various EJ-related data.
- Continue to collect and analyze American Community Survey (ACS) and other Census data, employment data, and data collected as part of WisDOT major corridor studies for ongoing planning work. This includes new 2020 Census data and mapping. This also includes Data Axel (formerly InfoUSA) employment data and destinations data. Begin review and refinement of new base year employment database for the next travel model update.
- Continue to utilize the StreetLight Data analytics platform or a similar platform to obtain data to support MPO and local planning projects. Continue to participate in periodic trainings and meetings sponsored by StreetLight and continue to hold meetings of the StreetLight Data users group to provide peer learning on the platform.
- Continue work updating the MPO's transportation performance management process and reporting, including traffic congestion and reliability data, mode choice, VMT, various transit metrics, roadway and bridge condition, crashes, and bicycle network level of traffic stress, from a static annual document to an interactive online Performance Measures data dashboard.
- Continue to work with CARPC and local planners to track new land use plans and developments and obtain other information to be used to assist in preparing and making project-level adjustments to the TAZ level household and employment forecasts that serve as the key input to the regional travel model.
- Continue other work to implement the MPO's Strategic Work Plan for improving its planning analysis tools and the data to support them. This includes maintenance of geodatabases such as street centerlines, bicycle and pedestrian facilities, and transit routes. It also includes research on new software such as ArcGIS Image Analyst. Also continue development of enterprise GIS data stores, and ArcGIS Online maps and applications from these databases.

Products: GIS databases and networks, maps, and data for transportation working papers and reports and annual Transportation System Performance Measures reporting.

Work Element 2400: Transportation System Management (TSM) Planning & Technology

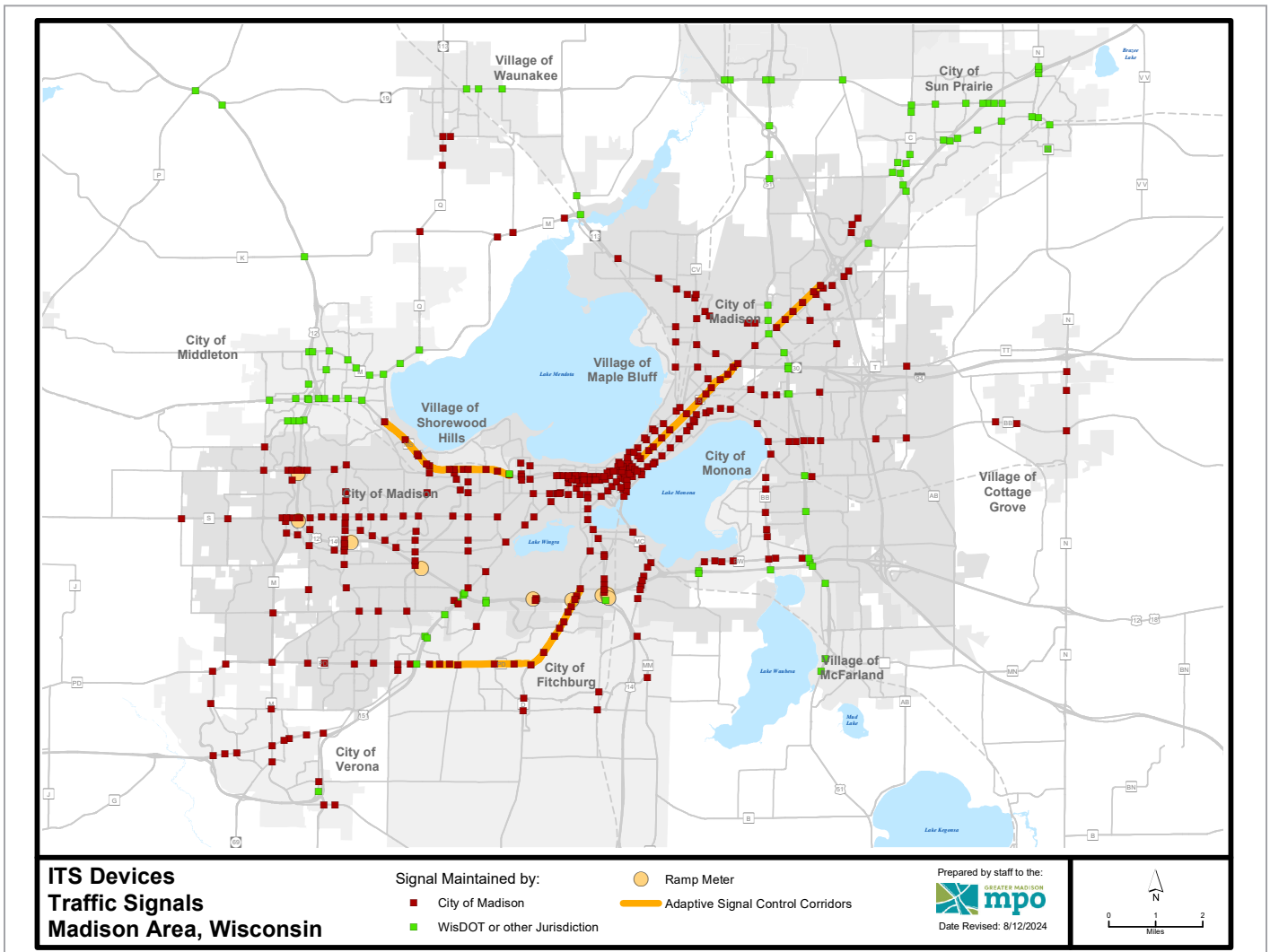
Objective: Monitor transportation system performance and plan and program improvements to improve system efficiency, reliability, and safety with an emphasis on use of technology and lower cost strategies. Also plan for electric vehicle (EV) infrastructure and promote other strategies for accelerating the transition to EVs.

2024 Work Highlights: MPO staff led the development of [the Dane County Electric Vehicle Charging Infrastructure Plan](#) in coordination with public and private market sector partners that identifies infrastructure investments, policies, and strategies to accelerate the transition to EVs in the Madison Metropolitan Area and positions the region to make effective use of new federal funding available and compete for discretionary grants. The plan was adopted in March 2024. The MPO was notified in August 2024 that a Charging and Fueling Infrastructure grant application submitted by Dane County on behalf of a coalition that included the MPO was selected for funding. The grant will provide \$13.2 million in funding for public outreach, planning, site selection, infrastructure purchase and installation, and maintenance activities to increase EV charging accessibility.

Work Activities for 2025

- Initiate a Regional Transportation Systems Management and Operations (TSMO) Plan, with consultant assistance, complimenting the Congestion Management Process and ITS plan.

Figure 2: ITS and Traffic Signals in the Madison Area



- Continue to implement the Regional Electric Vehicle Charging Infrastructure Plan, providing coordinating support for public and private market sector partners in implementing policies and strategies from the plan, and monitoring the transition to EV's in the Madison Metropolitan Area.
- Continue to support efforts of City of Madison Traffic Engineering, Metro Transit, and other agency partners to implement the [Regional Intelligent Transportation System \(ITS\) Strategic Plan for the Madison Metropolitan Area](#). This includes coordinating efforts of WisDOT, other traffic management agencies, Metro Transit, first responder agencies, and maintenance of the ITS Architecture and Plan. (Figure 2 shows the Madison area traffic signal system, the core of the ITS system for the local arterial street network).
- Continue to implement the Congestion Management Process and monitor CMP performance measures, including the impact of congestion mitigation projects implemented.
- Continue to provide data and other support for the City of Madison and City of Sun Prairie Vision Zero initiatives, including Madison's implementation of SS4A grant projects and planning initiatives.
- Provide staffing support to the Dane County Traffic Safety Commission (TSC), lead preparation of annual safety trends report for the commission, and participate in the TSC emphasis area workgroups (impaired driving, risky driving behavior, pedestrian safety, and equity) to pilot infrastructure and behavioral countermeasures in Dane County.
- Monitor and assist WisDOT as needed with special corridor studies to manage access and address safety and traffic operations along state highway corridors and at interchange areas.
- Assist Dane County in the implementation of the Charging and Fueling Infrastructure Grant.

Other activities in 2025 include WisDOT and City of Madison Traffic Engineering activities related to traffic operations and management (including traffic signal coordination/timing), intersection improvements, pedestrian and bicycle facility improvements, and safety improvements.

Products: Regional Transportation Systems Management and Operations (TSMO) Plan and other technical and working paper reports and maps.

Work Element 2500: Short-Range Transit & Specialized Transportation Planning

Objective: Plan and program improvements to the public transit system and specialized transportation services designed to meet the needs of the elderly and persons with disabilities.

2024 Work Highlights: Regular updates to the five-year [Transit Development Plan \(TDP\) for the Madison Urban Area](#) have been completed through 2013. Due to staff capacity and other planning efforts such as the Transit Network Redesign (2020) and the implementation of east-west Bus Rapid Transit (2024), the TDP was not updated again until 2024. The TDP typically includes service improvement recommendations and identifies capital facility needs and makes other recommendations on strategies to improve the effectiveness and efficiency of the transit system. Due to staff capacity at Metro, no recommendations were adopted with the 2024 Transit Development Plan; MPO and Metro staff will work with service partners and other stakeholders to develop recommendations based on the updated TDP in 2025. Metro Transit makes regular route service improvements based on the TDP recommendations, and MPO staff assists with that.

Metro Transit on-board passenger surveys have been conducted every five years or so. MPO staff led the on-board survey completed in 2015, which was used to calibrate the mode choice/transit components of the regional travel model and provide information for transit service planning and to assist Metro with its Title VI compliance activities. MPO staff led another on-board survey in 2024.

The *Coordinated Public Transit-Human Services Transportation Plan for Dane County* identifies transportation needs for the elderly, persons with disabilities, and low-income persons and makes recommendations for service improvements and coordination of the different services. The MPO—working closely with Metro and Dane County

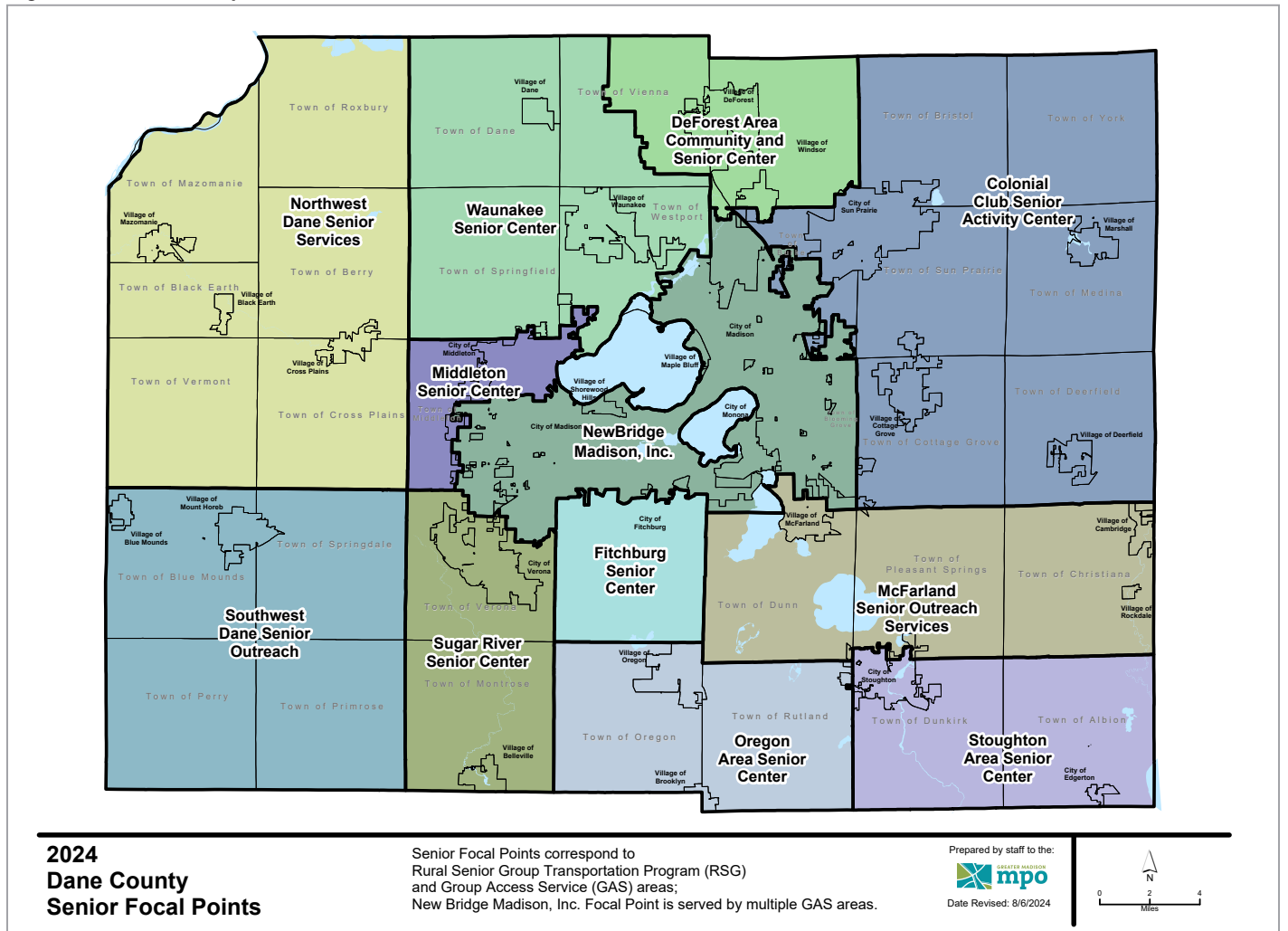
Human Services (DCHS) staff—prepares comprehensive plan updates, most recently in 2024. MPO staff has periodically provided assistance to DCHS staff with service planning efforts and assisted DCHS staff in selecting transportation providers for competitively bid group elderly and disabled transportation services.

Work Activities for 2025

- Work with Metro, Metro Service Partners, and other stakeholders to develop recommendations based on the 2024 Transit Development Plan. Continue to analyze the 2024 onboard passenger survey results (see also Work Element 2300).
- Assist and support Village of Oregon in identifying transit needs and working with the Ad Hoc Transportation Committee and village staff to identify and plan desired services. This will likely include assistance with a consultant to identify and plan appropriate services. Also assist other suburban communities as needed in planning and applying for funding for shared-ride taxi, vanpool, on-demand transit, or other transit service.
- Support Metro Transit efforts as needed to identify important transit priority improvements and implement recommendations of the bus stop improvement study.
- Continue to assist Metro Transit in processing and analyzing passenger boarding and alighting, passenger loading, and on-time performance data for use in transit service planning, Title VI compliance, and for performance monitoring.
- Continue to implement the [Program Management & Recipient Coordination Plan for the Section 5310 \(Enhanced Transportation for Seniors and Persons with Disabilities\) Program](#) with the MPO selecting projects and preparing the Program of Projects and Metro administering the projects funded.
- Continue to provide assistance to Metro Transit and Dane County Dept. of Human Services (DCHS) staff in implementing the [2024-2028 Coordinated Public Transit-Human Services Transportation Plan](#).
- Monitor construction and use of a new intercity bus terminal built in conjunction with reconstruction of the Lake Street garage. Also monitor and assist as needed with a consultant led study sponsored by City of Madison to evaluate station options, programming and budgeting, and other actions needed for bringing passenger rail service to Madison as proposed in Amtrak's Connect U.S. plan.
- Continue planning assistance to DCHS staff and coordination efforts to improve specialized transportation services, as needed. This includes collecting and analyzing ACS and other data for use in service planning.
- Assist the Dane County Specialized Transportation Coordinator in working with local governments, senior centers, and other service agencies to improve the efficiency and equity of rural elderly group transportation service, as needed (Figure 3 showing boundaries of Focal Points for elderly and disabled group transportation services).
- Assist DCHS staff in selecting transportation providers for competitively bid services, as needed.
- Support Metro and City of Madison efforts to plan for regional transit service, including participation in a proposed Regional Transit Plan for which Metro is seeking WisDOT Section 5304 funding. Support the development and implementation of a Regional Transit Authority if allowed by state law.
- Support Metro and other public transit providers in planning, design, construction, and operations through coordination, outreach, and other means as needed, including projects funded through federal and state programs including sections 5303, 5304, 5305, 5307, 5310, 5311, 5312, 5314, 5324, 5337, 5339, 20005, earmarks, Accelerating Innovative Mobility, Advanced Driver Assistance Systems, All Stations Accessibility Program, Areas of Persistent Poverty, BUILD, Carbon Reduction Program, Enhancing Mobility Innovation, CMAQ, Innovative Coordinated Access and Mobility, Integrated Mobility Innovation, LoNo-CAP, Mobility, Access & Transportation Insecurity, Reconnecting Communities, Safety Research and Demonstration, Standards Development, Transit Worker and Rider Safety, Transportation Alternatives, STBG-U, 85.20, 85.21, and WETAP.

Other 2025 specialized transportation planning activities include continued administration by Metro Transit of its paratransit service; MPO monitoring of Metro in meeting ADA requirements throughout the service area; contin-

Figure 3: Dane County Senior Focal Points



ued efforts by DCHS to provide transportation services for older adults and people with disabilities throughout the county; and continued support from WisDOT and DCHS in the form of grants and assistance programs.

Note: In addition to FTA Planning funds, Work Element 2500 is also supported by a small amount of Dane County funding for specialized transportation planning and coordination.

Products: Transit Development Plan, Coordinated Plan, and other plan reports, studies, and working papers.

Work Element 2600: Transportation Improvement Program (TIP)

Objective: Program anticipated transportation improvements needed for the metro area and outer portions of the county for all modes over a five-year period with annual updating. Provide for coordination of implementation efforts where needed. Develop criteria for selection of projects with MPO suballocated funding and assist WisDOT in managing implementation of the projects.

2024 Work Highlights: Project evaluation criteria for the new Carbon Reduction were developed in 2023 and updated in June 2024. A draft MOU with WisDOT and FHWA regarding the programming of suballocated funds under the STBG Urban, TAP, and Carbon Reduction programs was developed in 2023. In October 2024, the 2025-2029 Transportation Improvement Program was adopted, including the revised 2025-2029 priority project listings for STBG-Urban funding for the Madison urban area. In late 2024, EcoInteractive will begin working with MPO staff to develop an eTIP platform that contains 2025-2029 TIP projects.

Work Activities for 2025

- Year 2025 activities continue the annual updating of the TIP in accordance with federal requirements with assistance from the interagency TIP staff committee and implementing agencies. This includes analysis to document how TIP projects will help achieve federal performance measure targets. The 2025 update to the TIP includes the annual soliciting of applications under the Section 5310 program. Carbon Reduction Program projects will be added to the TIP in 2025. The TIP also includes coordination of complex inter-jurisdictional projects, including recommendations of the Regional Transportation Plan. The TIP update with the update to the FTA Program of Transit Projects includes opportunities for review and participation by the public as well as private transportation providers.
- Work will continue with WisDOT SW Region staff to monitor and manage the approved STBG – Urban, TAP, and Carbon Reduction Program projects to ensure projects remain on schedule, and if necessary, make adjustments to the program. A new solicitation for STBG-U and TAP projects and possibly CRP projects will occur in late spring. Staff will implement the draft MOU with WisDOT and FHWA regarding the programming of suballocated funds under the STBG Urban, TAP, and Carbon Reduction programs. Staff will also continue working with Metro Transit to implement the Program Management Plan for the Section 5310 (Enhanced Mobility of Seniors & Individuals with Disabilities) Program.
- Staff will continue to work with EcoInteractive to develop an eTIP platform that contains 2025–2029 projects.

Other 2025 activities include participation by WisDOT and local staff on TIP committee, implementing agency initiation of anticipated projects and priorities, and participation in project implementation coordination.

Products: TIP update report and working paper reports as needed. An interactive eTIP platform containing all projects in the TIP.

Work Element 2700: Roadway Transit Corridor and Special Area Studies

Objective: To undertake planning of roadway and transit corridor and special area studies that provide for detailing and refinement of the long-range Regional Transportation Plan (RTP).

2024 Work Highlights: Ongoing WisDOT major corridor studies for which the MPO has provided assistance include the Stoughton Road Studies, Beltline Planning & Environmental Linkages Study, and [Interstate 39/90/94 \(Beltline in Madison to USH 12/STH 16 in Wisconsin Dells\) Study](#). MPO staff worked with consultants on the new time of day regional travel model and improvements to the calibration of auto speeds in the model, later improvements to the peak period model calibration, year 2050 growth forecasts to be used for travel forecasts for the EIS studies, and analysis of multi-modal transportation improvements in the Stoughton Road and Beltline corridors.

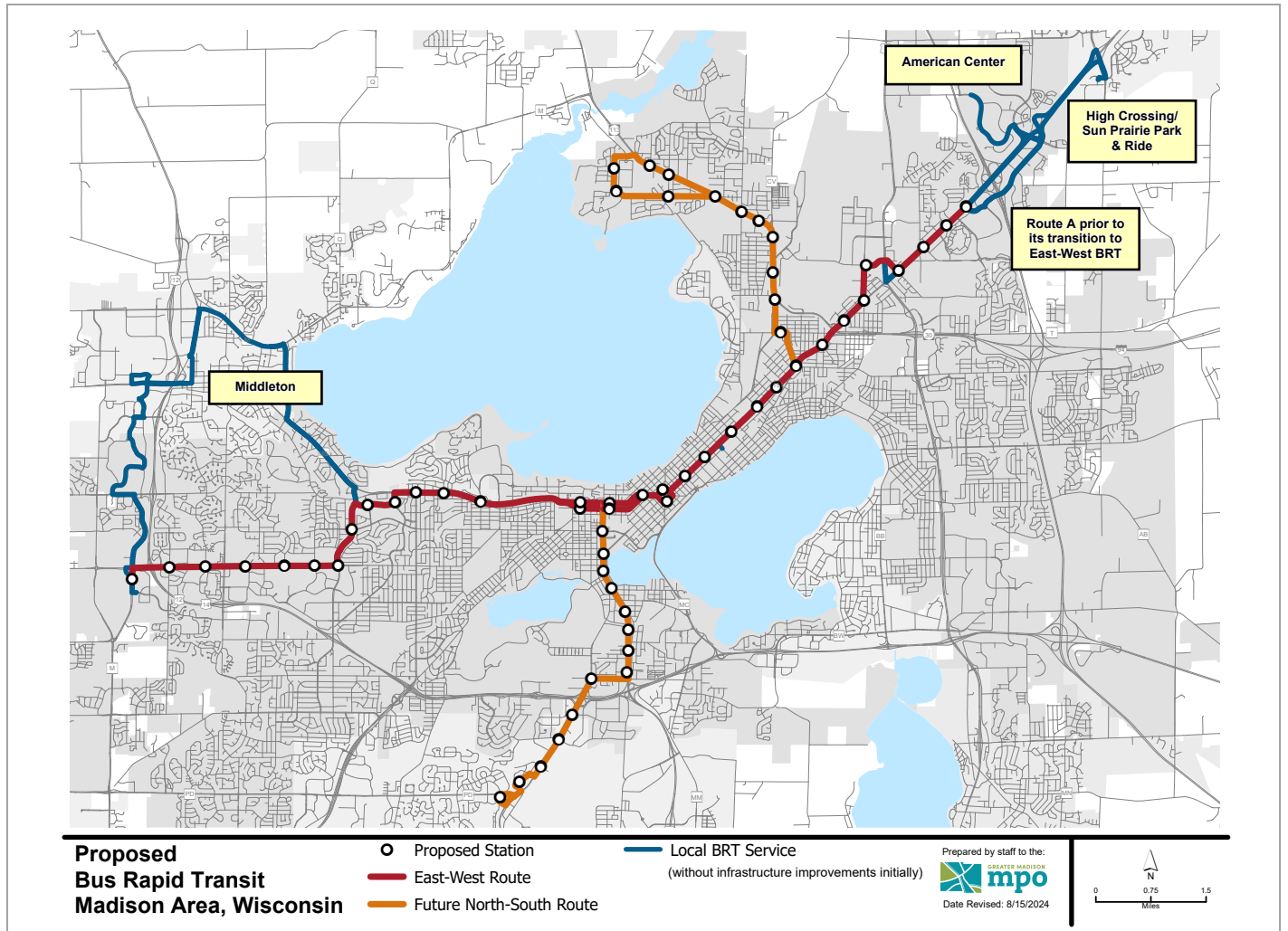
MPO staff led a Madison Transit Corridor (Bus Rapid Transit) Study in 2012–13, which evaluated the feasibility of BRT in four arterial corridors. Detailed BRT project design began in 2020, which led to a successful Small Starts construction grant application to FTA in 2021 with construction underway in 2023–2024. In September 2024, the East–West BRT line opened, with MPO staff providing support for Metro’s roll-out of the service. MPO staff provided travel demand model assistance with the North–South BRT planning effort earlier this year.

Staff provides traffic forecasts for projects on local roadways and assists WisDOT staff as needed on forecasts for state highway projects.

Work Activities for 2025

- Continue to provide data and other support for interagency staff team working with consultant to complete detailed design for the Bus Rapid Transit (BRT) project in the north–south corridor.

Figure 4: Proposed Bus Rapid Transit (BRT) Routes



- Provide transportation planning assistance as needed (e.g., travel forecasts) for large-scale developments, neighborhood and comprehensive plans, and corridor plans. This includes assistance as needed to city of Madison Planning staff in completing area plans.
- Continue preparation of small area or project-level traffic forecasts for Dane County, City of Madison, and other units of government upon request.
- Continue to provide travel model and data support and planning/technical review assistance on major WisDOT-sponsored Alternatives Analysis/EIS type studies. This includes participation on technical advisory committees and progress and special meetings to address specific issues such as consideration of multi-modal transportation improvements in the corridors. The currently ongoing studies include the [Stoughton Road/USH 51 \(USH 12/18 to I-39/90/94\) EIS Study](#), [USH 51 \(Stoughton Road\) North Study](#), [USH 51 \(Stoughton Road\) South Study](#), [Beltline \(USH 14 to CTH N\) Study](#), and [Interstate 39/90/94 \(Beltline in Madison to USH 12/STH 16\) EIS Study](#). New studies include the [Dodgeville to Verona Freeway Conversion Study \(USH 151 in Dodgeville to CTH G\)](#) and the [Verona Bypass/Expansion Study \(CTH G to CTH PD\)](#).
- Provide assistance as needed to city of Madison Planning and Transportation staff with follow up planning activities to implement study recommendations from the city's Madison in Motion Transportation Plan.
- Monitor and provide assistance as needed to WisDOT with corridor preservation studies focused on access management, safety and traffic operations.

- Continue to monitor and coordinate efforts among private and public groups concerned with rail corridors and their use, such as the old Union Pacific line from the City of Madison to Evansville and the Wisconsin River Rail Transit Commission’s efforts to continue rail service in the Prairie du Chien-Madison-Fox Lake corridor.
- Assist the City of Madison and WisDOT in planning for future Amtrak passenger rail service.
- Assist local units of government with other inter-jurisdictional land use/transportation planning issues and/or projects, as needed, and with local comprehensive plans or studies.

Additional 2025 work activities by city of Madison staff include supporting the planning and design phase of the north-south BRT corridor project, follow-up planning efforts from the Madison in Motion Transportation Master Plan, and other corridor planning efforts.

Products: WisDOT study reports, other reports and working papers.

Work Element 2800: Ridesharing/Transportation Demand Management (TDM)

Objective: Provide planning, coordination, public information, outreach and encouragement to promote sustainable transportation options and increase the use of transit, car/vanpooling, bicycling, walking, and teleworking in the region.

2024 Work Highlights: In 2024, RoundTrip increased its capacity with help from the new MPO Communications and Outreach Specialist position, hosting two transportation challenges for the region and participating in more local events as a community resource and presenter.

Work Activities for 2025

- Promote and administer the Dane County Employee Bus Pass Program and Dane County Emergency Ride Home (ERH) Program.
- Coordinate with WisDOT and SEWRPC TDM staff on initiatives including administration and promotion of the statewide ride-matching platform.
- Provide ride-matching services and promote alternatives to driving alone through presentations, tabling, commuter challenges, employer engagement, and other activities.
- Work with partners including Dane County, UW-Madison, local communities, Downtown Madison Inc., Sustain Dane, Destination Madison and others to expand employer engagement and raise awareness of resources such as the Employer Commute Options Program Toolkit. Support employer-sponsored commute programs, conduct employee outreach, and increase employer use of the rideshare platform for ride-matching and incentives.
- Coordinate with UW-Madison, Dane County and Metro Transit to implement and continuously improve the jointly funded annual rideshare advertising campaign.
- Implement the RoundTrip marketing strategy via tactics including print and digital materials, advertising, presentations, tabling, and partnerships with local organizations. Work with the Marketing and Communications Specialist to increase outreach to employers and individuals, expand social media and earned media, and develop new communication tools.
- Work with Commute with Enterprise to support the State of Wisconsin Vanpool Program.



- Convene quarterly regional TDM Coordinating Committee meetings to engage regional partners and facilitate intergovernmental coordination of TDM programs and initiatives.
- Assist area communities with TDM initiatives including the City of Madison TDM Program, workforce transportation, and TDM during development and redevelopment. Assist with surveys, presentations, research and strategy development as needed.
- Plan and implement TDM incentives, including transportation challenges and targeted promotions for transit, carpooling, bicycling, walking, and telework, to increase engagement with non-drive-alone transportation options.
- Work with area communities and organizations to raise awareness about initiatives related to TDM, including National Week Without Driving, National TDM Week, and Walk/Bike to School/Work days Assist active living groups and initiatives in the region such as the Dane County Safe Routes to Schools program, Madison Age-Friendly Community Workgroup, and others.
- Support the redesign, production and distribution of the Dane County Bicycle Map.
- Maintain program databases and track key performance indicators.
- Explore opportunities to grow the TDM program through strategic planning, employer-based incentive partnerships, and targeted outreach to new residents and movers.

Note: Funded with federal STBG – Urban funds and local matching funding.

Products: RoundTrip website and ride-matching platform; transportation challenges; marketing and communication materials; presentations and reports; survey tools; program databases.

Work Element 2900: Capital Area Regional Planning Commission (CARPC)

Work Activities for 2025

The MPO will continue to contract with CARPC for transportation planning services. This work has historically included providing analyses of the impact of sewer service area amendments on the overall transportation system, including traffic impacts, street connectivity, and pedestrian and bicycle facility and transit service considerations, and an assessment of overall consistency of the amendment with the goals and policies of the Regional Transportation Plan. At the request of CARPC staff, the MPO conducts their review of transportation impacts outside of CARPC’s review process. CARPC has eliminated the land use/transportation review of amendments and replaced that with assistance with and reviews of comprehensive plans. MPO staff will provide assistance to CARPC staff in preparing the transportation element of comprehensive plan updates for communities or providing other transportation related local planning assistance. MPO staff will also assist CARPC staff in preparing RTP and RDF consistency reviews of comprehensive plans and may participate on CARPC’s Proactive Planning committee. Work will also continue with CARPC staff to integrate regional land use and transportation planning generally and coordinate performance measure tracking and outreach efforts.

Note: Work Element 2900 is funded by CARPC with pass-through FHWA funds and local matching funds.

2025 Work Program Budget

Proposed 2025 Unified Greater Madison MPO (Metropolitan Planning Organization) Budget

A summary table of the proposed 2025 Greater Madison Metropolitan Planning Organization (MPO) budget is located on page 20. This table summarizes costs and anticipated funding sources for each of the previously discussed work elements.

For planning staff costs shown, a uniform cost per person-month of \$12,735 was used which reflects direct costs plus indirect costs. Direct costs per person-month are the average salary and fringe benefits of the MPO and MPO planning support personnel. Indirect costs include all administrative support staff costs and other costs incurred (e.g., office rent, computer hardware and software, copying, printing, travel/training, etc.) in support of the direct time spent, and is added as a percent of direct costs. It does not include non-staff direct costs for the purchase of the StreetLight data/analytics platform subscription and consulting services. This is reviewed at the end of 2024, and adjustments will be made in billings as needed. The employee benefits are included in the direct and indirect rates. These provisional rates are approved by the Wisconsin Department of Transportation.

The MPO staff currently consists of eight (8) people: a Director/Planning Manager; four other Transportation Planners (one of whom is primarily responsible for managing the MPO's TDM Program); a GIS Specialist; a Marketing and Communications Specialist, and a part-time Administrative Clerk. The MPO is currently in the process of hiring one more Transportation Planner. All MPO positions are full-time except for the Administrative Clerk.

All MPO staff, with the exception of the Marketing and Communications Specialist, work 100% on MPO planning activities. The MPO's Marketing and Communications Specialist splits their time with the Capital Area Regional Planning Commission.

A small percentage (10%) of the time of the City of Madison Planning Division Director, the Planning Division's Program Assistant (5%), and a Finance staff person (7%) are billed to MPO planning activities and included as part of indirect costs along with the MPO's Administrative Clerk (See the detailed Cost Allocation Plan on page 22).

Staff and Indirect Costs

Work Element	Budget	Funding Source									
	\$	FHWA \$	%	Wis-Dot \$	%	MPO/Local \$	%	ST-BG-U \$	%	Other \$	%
2100: Transportation Admin/Service	\$124,546	\$99,637	80%	\$6,037	4.85%	\$18,873	15.15%	-	-	-	-
2150: Public Participation Activities	\$112,092	\$89,673	80%	\$5,433	4.85%	\$16,985	15.15%	-	-	-	-
2200: Long-Range System-wide Transportation Planning	\$161,910	\$129,528	80%	\$7,848	4.85%	\$24,534	15.15%	-	-	-	-
2250: Safe & Accessible Transportation Options ¹	\$213,948	\$213,948	100%	-	-	-	-	-	-	-	-
2250: Complete Streets (Safe and Accessible Transportation Options) Related Activities -2.5%	\$22,447	\$22,647	100%	-	-	-	-	-	-	-	-
2300: Data Collection Activities	\$149,455	\$119,564	80%	\$7,244	4.85%	\$22,647	15.15%	-	-	-	-
2400: TSM Planning & Technology	\$87,182	\$69,746	80%	\$4,226	4.85%	\$13,211	15.15%	-	-	-	-
2500: Short Range Transit & Specialized Transportation Planning	\$62,273	\$49,818	80%	\$3,018	4.85%	\$9,436	15.15%	-	-	-	-
2600: Transportation Improvement Program (TIP)	\$166,162	\$132,930	80%	\$8,054	4.85%	\$ 25,179	15.15%	-	-	-	-
2700: Roadway and Transit Corridor & Special Areas Studies	\$37,364	\$29,891	80%	\$1,811	4.85%	\$5,662	15.15%	-	-	-	-
2800: Ridesharing/TDM (Staff)	\$102,625	-	-	-	-	\$20,525	20%	\$82,100	80%	-	-
2900: Capital Area RPC: MPO Planning Services	\$5,457	-	-	-	-	\$546	10%	-	-	\$4,911	90%
¹ SATO Staff & Indirect Costs											

Other Direct Costs

Work Element	Budget	Funding Source									
	\$	FHWA \$	%	Wis-Dot \$	%	MPO/Local \$	%	ST-BG-U \$	%	Other \$	%
2150: Public Participation Activities	\$5,400	\$4,320	80%	\$262	4.85%	\$818	15.15%	-	-	-	-
2200: Long-Range System-Wide Transportation Planning	\$3,600	\$2,880	80%	\$174	4.85%	\$546	15.15%	-	-	-	-
2250: Safe and Accessible Transportation Options ¹	\$50,000	\$50,000	100%	-	-	-	-	-	-	-	-
2800: Ridesharing/TDM - Ad, Consultant Services, Materials, Etc. ²	\$42,000	-	-	-	-	\$9,000	21.43%	\$24,000	57.14%	\$9,000	21.43%
4030: StreetLight Data Analytics Platform Subscription ³	\$12,000	\$9,600	80%	\$582	4.85%	\$1,818	15.15%	-	-	-	-
4050: Misc. Consulting Services, potentially including TSMO plan & Active Transportation plan ³	\$143,078	\$114,463	80%	\$6,935	4.85%	\$21,681	15.15%	-	-	-	-
4060: Fly Dane county-wide imagery ⁴	\$20,000	\$16,000	80%	\$969	4.85%	\$3,031	15.15%	-	-	-	-
¹ Other SATO Direct Costs ² Three partners give \$3,000/each, which the MPO matches. ³ Data Software and Consultant Services ⁴ MPO contribution to Dane LIO. City & others also contribute											

Total

	Budget	Funding Source				
	\$	FHWA \$	WisDot \$	MPO/Local \$	STBG-U \$	Other \$
Consulting Services/Data Software	\$276,078	\$197,263	\$8,922	\$36,894	\$24,000	\$9,000
Staff	\$1,245,462	\$957,183	\$43,670	157,598	\$82,100	\$4,911
Total	\$1,521,540	\$1,154,446	\$52,592	\$194,491	\$106,100	\$13,911

Provisional 2025 Cost Allocation Plan

This Unified Planning Work Program (UPWP) report presents the detailed work elements to be undertaken in 2024 and presents the extent of staff time and anticipated costs and funding anticipated to be devoted to each work element.

The following paragraphs provide detail on the cost breakdowns for direct costs, indirect costs, and other expenses, which were used in the preparation of the UPWP.

The UPWP programming of costs uses a uniform cost per person month (\$12,884) throughout the UPWP report, which reflects direct staff costs plus indirect costs. Direct costs per person month are the average salary and fringe benefits of the planning and planning support (GIS) staff. Indirect costs include all administrative services and indirect costs incurred (such as administrative staff, office rent and supplies, software services, printing, etc.) in support of the direct time spent and are added as a percent of direct costs for programming and billing purposes.

Billings are based upon actual costs. The direct costs are recorded for each work element by time spent. Billings are based upon actual costs of direct salaries, fringe benefits, and leave additive, plus the actual indirect costs incurred. Costs are accumulated and accountable to the work elements.

2025 Direct MPO Staff Costs

The following positions on the MPO planning staff are included as Direct Costs, which are charged to the respective work elements shown in the Unified Planning Work Program report.

Position	Persons	Salary	Benefits
Transportation Planning Manager	1	\$135,960	\$42,240
Planner 2	1	\$99,058	\$37,060
Planner 2	1	\$105,819	\$25,250
Planner 2	1	\$96,255	\$36,433
Planner 3	1	\$105,819	\$24,630
Planner 2	1	\$96,255	\$14,053
GIS Specialist	1	\$126,358	\$28,014
Marketing/Communications Specialist*	1	\$48,290	\$9,970
Total	8	\$833,814	\$217,651
Hourly Wages (Interns)	0.75	\$19,000	\$0
Salary Savings	-	\$4,596	\$0
Total	8.75	\$828,218	\$0
* This is a 75% full time equivalency for MPO. 25% is dedicated to CARPC			

2025 Other Direct Costs

In addition to direct staff costs, the MPO has budgeted the following additional direct cost for data/software and consulting services:

Expense	Cost
Consulting Services	
Public Participation Activities	\$5,400
Long-Range System-Wide Transportation Planning	\$3,600
Safe & Accessible Transportation Options (SATO)	\$50,000
Ridesharing/TDM	\$30,000
Fly Dane County-wide Imagery	\$20,000
Misc. Consulting Services	\$143,078
Advertising Services	
Ridehsaring/TDM	\$12,000
System and Software Maintenance	
StreetLight Data Analytics Platform Subscription	\$12,000

Total Direct Costs

Expense	Cost
Direct Staff Costs	\$1,045,869
Other Direct Costs	\$276,078
Total	\$1,321,948

2025 Indirect Costs

This table reflects indirect costs that relate to the entire planning program of activities and are accounted on a proportionate basis to direct costs.

Indirect Salaries of Support Staff

Category	FTE	Cost	Benefits
Planning Division Director	0.10	\$16,138	\$4,671
Admin Clerk 1 (Vacant)	0.50	\$28,696	\$8,771
Program Assistant 2	0.05	\$3,636	\$551
Finance	0.07	\$8,134	\$2,800
Total	0.72	\$56,603	\$16,794

Other Indirect Costs

Category	Cost
Office Supplies	\$1,500
Copy Printing Supplies	\$1,800
Furniture	\$750
Hardware Supplies	\$1,000
Software Licenses & Supplies	\$29,830
Postage	\$750
Books & Subscriptions	\$250
Telephone	\$750

Facility Rental	\$59,698
Equipment Improvement/Repair/Maintenance	\$500
Recruitment	\$250
Mileage	\$50
Conferences and Training	\$8,000
Memberships	\$4,000
Consulting Services	\$16,519
Interpreters Signing Services	\$150
Transcription Services	\$150
Catering Vending Services	\$250
Total	\$126,197

Total Indirect Costs

Expense	Cost
Indirect Staff Costs	\$73,397
Other Indirect Costs	\$126,197
Total	\$199,593

Provisional 2025 Cost Allocation Rate

Based upon the Direct Staff Cost and Indirect Cost tables, the Provisional 2025 Cost Allocation rate can be calculated as follows:

$$\text{Total Indirect Costs } \$199,593 = 19.08\%$$

$$\text{Total Direct Staff Costs } \$1,045,869$$

Thus, the 2025 staff time costs can be summarized as follows for each person month of direct staff time:

$$\text{Direct cost per month } \$10,694$$

$$\text{Indirect cost @ 19.08\% } \$2,041$$

$$\text{Total Direct Plus Indirect } \$12,735 / \text{ month}$$

Actual Billing Procedure

The preceding paragraphs have presented the basis for programming of the Provisional 2025 Cost Allocation Plan with the Indirect Cost rate calculated at 19.08% of Direct Staff Costs. Billings are based upon *actual costs* of direct salaries and benefits and leave additive, plus the actual indirect costs incurred.

Accounting for the MPO is accomplished through the City of Madison’s centralized accounting system (MUNIS) in the following steps: (1) direct staff charge to work elements based on their salaries and benefits; (2) an additive leave rate is applied to the direct salary costs; (3) indirect costs are applied to the work elements based on the percentage of total cost budgeted for each work element; (4) indirect staff costs, including salaries, benefits, and leave costs when taken, are also applied to the work elements based on the percentage of total cost budgeted for each work element; and (5) total work element expenditures are allocated to the funding sources based on actual expenditures.

The features of the City of Madison's computer accounting system aggregate actual costs incurred by work element shown in the Unified Planning Work Program and include the following:

1. A leave additive rate is maintained for all direct staff based upon holiday time taken, accrued vacation time earned, and sick time used. This is estimated for 2025 to be 12.33% of Regular Direct staff costs.

Paid Holiday \$46,117

Earned Vacation \$41,172

Earned Sick Leave \$41,641

$\$128,929 \div \$1,045,869 = 12.33\%$ of direct staff costs

$\$128,929 \div \$1,521,540 = 8.47\%$ of total direct staff and indirect costs

2. Fringe benefits are calculated for each employee and added up to calculate an average rate for all employees, which is 26.28%.

Indirect costs incurred are computed and compared to total direct costs to determine indirect cost rate.

The computer system then computes in the following manner by work element:

Regular Direct Salary Cost x (1 + Leave Additive Rate) = Direct Salary

Regular Salary x Fringe Benefit Rate = Benefit Costs

Direct Salary + Benefit Cost = Total Direct Cost

Total Direct Cost x Indirect Rate = Indirect Cost

Total Direct Cost (Direct Salary + Benefit Cost) + Indirect Cost = Total Direct & Indirect Costs

Total Direct and Indirect Costs + Other Costs = Total Billable Cost

The billable cost is billed to funding agencies in accord with approved contracts. Costs are audited at the end of the year as part of the CPA audit with adjustments made to 2025 billings, if needed.

APPENDIX A

Cost Shares & Benefits to Funding Agencies

The Greater Madison Metropolitan Planning Organization (MPO) receives federal Planning program funding from the Federal Highway Administration (FHWA) and the Federal Transit Administration (FTA), federal Surface Transportation Block Grant (STBG) Urban funding for the MPO's TDM program, state funding from WisDOT used as partial match to the federal Planning funds, and local funding from the City of Madison, Dane County, and some of the other participating local units of government within the metropolitan planning area. The funding is used to support the diversity of transportation planning program activities included as part of this Unified Planning Work Program.

In general, funds for transportation planning activities are split between FHWA and FTA with WisDOT and local matching funds, with variations due to their funding priorities and due to additional special funds. For example, Dane County and the Capital Area Regional Planning Commission (CARPC) provide funding to support planning activities outside the metropolitan planning area. As noted, STBG (formerly STP) Urban funds are used to support the MPO's Transportation Demand Management (TDM) Program, called RoundTrip.

With respect to the proposed 2025 program of transportation planning activities, the following comments summarize the funding shares and allocation of costs, and note benefits to be received for each of the Work Elements.

Work Elements 2100, 2150, 2200, 2250, and 2300 cover long-range multi-modal system-wide transportation planning activities, including maintaining the Regional Transportation Plan and sub-elements such as the Bicycle Transportation Plan with data collection, monitoring, and analysis, growth and associated travel forecasting, and functions required to manage the work program, provide staffing support, and engage and service the public. These activities are funded 80% with FHWA and FTA Section 5303 Planning funds with WisDOT and local matching funds. A portion of 2250 is 100% federally under the Complete Streets planning waiver.

Work Element 2400 covers Transportation System Management (TSM) Planning and Technology to improve transportation system efficiency, effectiveness, and safety with emphasis on technology and lower cost strategies such as intersection improvements. This includes maintenance of the MPO's Congestion Management Process. It also covers planning for electric vehicle (EV) infrastructure and promotion of other strategies for accelerating the transition to EVs. These activities are also funded 80% with FHWA and FTA Planning funds with WisDOT and local matching funds.

Work Element 2500 covers short-range transit and specialized transportation planning activities. This includes working with Metro Transit and other transit providers to develop and implement the 5-year Transit Development Plan for the Madison Urban Area and working with Metro Transit and Dane County Department of Human Services to develop and implement the Coordinated Public Transit – Human Services Transportation Plan. Activities are funded 80% with FTA Section 5303 Planning funds, plus local matching funds, including a small amount of Dane County funding for specialized transportation planning and coordination.

Work Element 2600 is for transportation project programming through the Transportation Improvement Program (TIP), including MPO selection of projects with its suballocated funding. Activities are funded 80% with FHWA and FTA Section 5303 Planning funds with WisDOT and local matching funds.

Work Element 2700 is for roadway and transit corridor and special area studies. This includes assistance with WisDOT roadway corridor studies, local corridor or area studies, and major transit corridor studies such as for Bus Rapid Transit. This is funded 80% with FHWA and FTA Section 5303 Planning funds with WisDOT and local matching funds.

Work Element 2800, Ridesharing/TDM, supports promotion of alternative transportation and general transportation demand management (TDM) activities, and is funded 80% with STBG Urban funds and local matching funds.

Work Element 2900, CARPC, covers transportation planning and analysis work for that agency, and is funded with pass-through FHWA/FTA funds from CARPC and local matching funds.

APPENDIX B

Organization & Advisory Committees

The Greater Madison MPO (Metropolitan Planning Organization) is the designated policy body responsible for comprehensive, cooperative transportation planning and decision-making for the Madison metropolitan area. The MPO, formerly named the Madison Area Transportation Planning Board (MATPB), was created through an agreement between the Governor, the City of Madison, and those units of government having more than 75% of the population in the MPO Planning Area effective May 2, 2007, redesignating the MPO for the Madison urbanized area in accordance with federal law. MATPB assumed the responsibility to conduct transportation planning and programming for the metropolitan area from the previous MPO, the Madison Area MPO, following a change in the structure of the MPO Policy Board after the 2000 Census and expansion of the Madison urbanized area. The MPO was renamed to Greater Madison MPO in 2020.

Organization of MPO Policy Board

The MPO has a fourteen (14)-member policy board appointed by the units of local government within the metropolitan planning area. The appointments, which all serve two-year terms, are made as follows:

- The Mayor of Madison appoints six (6) members. Four of the six appointees must be elected officials. One must be an official representative of Metro Transit as the major transit provider.
- The Dane County Executive appoints three (3) members. Two of the three appointees must be elected officials.
- Three (3) members are appointed to represent other cities and villages in the metropolitan area. The appointments are done through a majority vote of the chief elected officials of these cities and villages. Two of the three appointees must be elected officials.
- One (1) member is appointed to represent towns in the metropolitan area. The appointment is by a majority vote of the chairpersons of the towns with land area within the metropolitan planning area. The appointee must be an elected official.
- The Secretary of the Wisconsin Department of Transportation (WisDOT) appoints one (1) member to represent the department.

Of the fourteen (14) appointed MPO policy board members, nine (9) are elected officials, including one mayor, six (6) city alderpersons, one county supervisor, and one town board member. The members represent a variety of interests, backgrounds, geographic areas, and views.

The MPO policy board generally meets monthly on the first Wednesday of the month, where action is taken on matters brought before it. Officers are elected to one-year terms. These include a Chair and Vice Chair. Meetings are currently held virtually. Meetings begin at 6:30 p.m.

As of now, the MPO Policy Board will meet on:

- Wednesday, January 8
- Wednesday, February 5
- Wednesday, March 5
- Wednesday, April 2
- Wednesday, May 7
- Wednesday, June 4
- Wednesday, July 2
- Wednesday, August 6
- Wednesday, September 3
- Wednesday, October 1
- Wednesday, November 5
- Wednesday, December 5

Greater Madison MPO Policy Board Members

Name	Represented or Appointed By	Local Government Office & Affiliations
Charles Myadze	City of Madison Mayor	City of Madison Alder
Liz Callin	City of Madison Mayor	City of Madison Transportation Planner
Derek Field	City of Madison Mayor	City of Madison Alder
Barbara Harrington-McKinney	City of Madison Mayor	City of Madison Alder; City of Madison Transportation Commission
John Duncan	City of Madison Mayor	City of Madison Alder
Tom Lynch	City of Madison Mayor	City of Madison Department of Transportation Director
Richelle Andrae	Dane County Executive	Dane County Board Supervisor
Paul Esser	Dane County Executive	Mayor of Sun Prairie
Clement Abongwa	Dane County Executive	Dane County Highway Commissioner
Mark Opitz, Chair	Small Cities and Villages	City of Middleton Planner & Zoning Administrator
Phil Caravello	Small Cities and Villages	City of Stoughton Alder
Doug Wood, Vice Chair	Small Cities and Villages	City of Monona Alderperson & Council President
Kristi Williams	Town Chairs in the MPO Planning Area	Supervisor, Town of Cottage Grove
Art Sommerfield	WI Department of Transportation	Planning Supervisor for the WI Department of Transportation

Advisory Committee Structure

The MPO policy board has established an advisory intergovernmental Technical Coordinating Committee to assist in carrying out its responsibilities. The MPO board also utilizes a number of other local and county committees and commissions as part of its role in serving as a forum for cooperative decision making on transportation planning issues.

MPO Technical Coordinating Committee (TCC)

This committee, composed of fourteen (14) voting members, six (6) alternate members, and two (2) non-voting members representing various agencies or facets of land use and transportation planning, is a multi-modal planning advisory and coordinating committee established by the MPO as its official technical advisory committee. While the MPO board serves as the policy body, the MPO Technical Coordinating Committee reviews, coordinates, and advises on transportation planning matters. This committee generally meets monthly on the fourth Wednesday of the month. Meetings are currently being held virtually. Meetings start at 2 p.m.

As of now, the MPO Technical Coordinating Committee will meet on:

- Wednesday, January 22
- Wednesday, February 26
- Wednesday, March 26
- Wednesday, April 23
- Wednesday, May 28
- Wednesday, June 25
- Wednesday, July 23
- Wednesday, August 27
- Wednesday, September 24
- Wednesday, October 22
- Wednesday, November 26
- Wednesday, December 17

Greater Madison Technical Committee Members

Name	Title	Employed By
Davis Clark	Public Works Director	Village of Windsor
Charlene Schmid	Highway Engineer	Dane County Public Works & Transportation Department
Judd Blau	Director of Public Services	Village of DeForest
Connor Mountford	Planning Manager	Metro Transit
Matt Schreiber	Transportation Planner	WisDOT Southwest Region
Sara Husen	Transportation Planner	WisDOT Bureau of Planning & Economic Development
Chris Petykowski	Principal Engineer	City of Madison Engineering Department
Lucas Sivertsen	Planning Director	City of Verona
Chris Munz-Pritchard	Planning Director	City of Stoughton
Shawn Stauske	Public Works Director	City of Middleton
Brad Bruun	Public Works Director	City of Monona
Meagan Tuttle	Planning Director	City of Madison Planning Division
Yang Tao	Traffic Engineer	City of Madison Traffic Engineering Division
Todd Violante	Planning Director	Dane County Planning & Development
JJ Larson (Alternate 1)	Public Works Director	Village of Cottage Grove
Kong Thao	Associate Planner	Village of McFarland
Tom Veith (Alternate 2)	Engineering Director	City of Sun Prairie
Ross Kahler (Alternate 3)	Senior Project Engineer	City of Fitchburg
Lee Igl (Alternate 4)	Public Works Director	Village of McFarland
Lauren Dietz (Alternate 5)	Community Development Director	Village of Waunakee
Elise Cruz (Alternate 6)	Planning Director	Village of Oregon
Mary Forlenza (non-voting)	PL & Program Team Leader	Federal Highway Administration, WI Division
Bill Wheeler (non-voting)	Transportation Program Specialist	Federal Transit Administration, Region V

Other Activities

In addition to the TCC and the other advisory committees with which MPO staff have regular contact, MPO staff also utilize a variety of committees and advisory groups including: ad hoc study and plan committees; interagency staff coordinating groups; and continuing contacts with local commissions and governing bodies and various private organizations.

Staff also participates in MPO Directors planning meetings/forums with WisDOT, FHWA, and other MPO directors and staff to discuss planning, policy, financial, and technical issues and concerns. Staff also meet with WisDOT and USDOT staff for the mid-year review in May/June and for the fall draft work program review in September.

Madison Area Transportation Planning and Programming Structure and History

Area wide transportation planning in the Madison metropolitan area has been officially in progress since 1961 under the original title “Madison Area Transportation Study (MATS).” In 1970, the Madison Area Transportation Plan was approved by each of the participating governmental units, and the Transportation Study entered the “continuing phase” and reorganized to be part of the Dane County Regional Planning Commission (DCRPC), under the title of the Dane County Transportation Study (DCTS). In November 1999, following a reorganization of the DCRPC, the Governor redesignated the Metropolitan Planning Organization for the Madison urbanized area by agreement with the City of Madison. The redesignation established a new Madison Area Metropolitan Planning Organization (MPO) to conduct transportation planning and programming for the metropolitan area, transferring this function from the DCRPC to this newly created entity. The Madison Area MPO went through another redesignation in May 2007 to bring the structure and membership into compliance with Federal regulations. The name of the MPO was changed to the Madison Area Transportation Planning Board (MATPB). The name of the MPO was subsequently changed again to Greater Madison MPO in 2020.

Madison metropolitan area transportation planning and programming now has an organizational structure that provides for the Greater Madison MPO to serve as the policy body. The MPO Technical Coordinating Committee (TCC) advises the MPO on transportation planning issues. Various other ad hoc project or study committees assist with particular transportation planning studies.

The overall management structure of the planning work program activities is that of a Director/Planning Manager and Transportation Planning staff members, in carrying out the policy directions of the MPO. Transportation planning staff is provided by the City of Madison, and located in the City’s Planning Division within the Planning & Community & Economic Development Department. The necessary interagency and intergovernmental coordination of planning work program activities is coordinated by planning staff contacts with appropriate agencies and by the input of the MPO Technical Coordinating Committee.

The management of the existing transportation system is vested with the governing bodies of each local unit of government within the metropolitan area, and WisDOT. Coordination efforts are achieved through the Madison Area Transportation Planning and Programming organizational structure, through the annually prepared Transportation Improvement Program (TIP), and other means. Coordination in the City of Madison is through its Transportation Policy and Planning Board and Transportation Commission, which have responsibility for roadways, transit, parking, bicycle and pedestrian facilities, traffic engineering activities, and long-range city transportation planning. Coordination in the 3rd/4th class cities within the metropolitan planning area is by their appropriate city committees, such as planning commissions, public works committees, and transportation committees. Coordination within the governmental structure of Dane County is through the County Public Works and Transportation Committee, which in turn coordinates many of the town government transportation improvements.

The transportation planning agreement to this Unified Planning Work Program, updated to reflect current federal transportation planning regulations, is available on the MPO’s website at: <https://www.greatermadisonmpo.org/about/documents/msnmposignedcoopagreement.pdf>. It is a three-party Cooperative Agreement for Continuing Transportation Planning between WisDOT, the Madison Area Transportation Planning Board (now called Greater Madison MPO), and the City of Madison (as the transit operator) as executed on July 11, 2017.

Greater Madison MPO UPWP Self-Certification Summary

The Greater Madison MPO (Metropolitan Planning Organization), the MPO for the Madison Metropolitan Area, is charged with implementing the metropolitan transportation planning process in accordance with applicable requirements of federal laws, including federal transportation legislation, Clean Air Act, Civil Rights Act, and Americans with Disabilities Act. All agencies involved in the transportation planning process must also be held accountable to these federal requirements.

By federal law, agencies providing transportation services and/or receiving federal money must adhere to the requirements as listed in the MPO's adopted self-certification resolution. Concurrent with submittal of the proposed Transportation Improvement Program (TIP) and Unified Planning Work Program (UPWP) to the Federal Highway Administration (FHWA) and Federal Transit Administration (FTA) MPOs are required to certify that the metropolitan transportation planning process is being carried out in accordance with all federal requirements.

The nine (9) requirements for self-certification and MPO activities to comply are summarized below.

(1) 23 U.S.C. 134, 49 U.S.C. 5303, and this subpart.

These citations summarize the metropolitan planning requirements, which include a compliant planning process; current approved Transportation Improvement Program, Long-Range Transportation Plan, Unified Planning Work Program, Public Participation Plan, and Congestion Management Process; current interagency agreements; approved metropolitan area boundaries; and annual listing of obligated projects using federal funds. As a large TMA MPO, the Greater Madison MPO also needs a current certification from USDOT, FHWA and FTA.

MPO Documentation of Compliance:

Transportation Plan	<i>Connect Greater Madison</i> : 2050 Regional Transportation Plan, adopted May 11, 2022
TIP	2024-2028 Transportation Improvement Program for the Madison Metro Area and Dane County, approved October 2, 2024
UPWP	2024 Unified Planning Work Program for the Greater Madison MPO, adopted November 6, 2024
PPP	MPO Public Participation Plan, adopted January 6, 2021 and amended October 2, 2024
CMP (TMA)	Congestion Management Process, adopted May 11, 2022 in conjunction with RTP 2050
MPO Cooperative Agreement	Executed July 11, 2017
Metropolitan Planning Area Boundary	Approved by MPO on April 3, 2013 and by WisDOT on July 30, 2013
Annual Listing of Obligated Projects	2024 annual listing of projects posted on TIP page of the MPO website
FHWA-FTA Certification (TMA)	March 2022 certification of planning process
All of these documents can be found on the MPO's website. The MPO Policy Board will have met nine times during 2024.	

(2) Title VI of the Civil Rights Act of 1964, as amended (42 U.S.C. 2000d-1) and 49 CFR Part 21.

Title VI prohibits exclusion from participation in, denial of benefits of, and discrimination under federally assisted programs on the grounds of race, color, or national origin.

MPO Documentation of Compliance:

The MPO complies with this requirement through the policies and actions identified in the MPO's Title VI Non-Discrimination Program/Language Assistance Plan that was approved by the MPO Policy Board on November 1, 2023. Activities include conducting Environmental Justice (EJ) analyses of the existing transportation system and projects proposed in the RTP (including elements of the RTP such as the Bicycle Transportation Plan and Transit Development Plan) and TIPs, as well as analyses for studies such as Bus Rapid Transit. The MPO Public Participation Plan includes outreach strategies to traditionally underserved and limited-English populations (LEP), which is periodically evaluated for effectiveness. EJ populations outreach strategies include use of minority-focused media, seeking representation on advisory committees, use of focus groups, making translators available upon request, and utilizing available resources such as neighborhood and minority organizations. The MPO also conducted a household travel survey in 2016-17 that over-sampled areas with EJ population concentrations to better understand their travel patterns and needs. The MPO has also purchased a subscription to StreetLight Data, a travel analytics platform, that has provided origin/destination and other data to further analyze travel patterns and identify needs of EJ populations.

(3) 49 U.S.C. 5332, prohibiting discrimination on the basis of race, color, creed, national origin, sex, or age in employment or business opportunity.

MPO Documentation of Compliance:

The MPO complies with this requirement through the policies and actions identified in the MPO's Title VI Non-Discrimination Program/Language Assistance Plan that was approved by the MPO Policy Board on November 1, 2023. The current Title VI Non-Discrimination Agreement between WisDOT and the MPO, as a WisDOT sub-recipient, was executed on October 29, 2024.

(4) Section 1101(b) of the MAP-21 (Pub. L. 112-141) and 49 CFR Part 26 regarding the involvement of disadvantaged business enterprises (DBEs) in USDOT-funded projects.

The DBE program ensures equal opportunity in transportation contracting markets, and in the statute Congress established a national goal that 10% of federal funds go to certified DBE firms.

MPO Documentation of Compliance:

The MPO has and will continue to follow WisDOT's federally approved DBE program when soliciting contractors to complete MPO planning projects using federal planning funds. For projects bid through an RFP a goal of 10-15% DBE participation goal has typically been used.

(5) 23 CFR Part 230, regarding the implementation of an equal employment opportunity program on federal and federal-aid highway construction contracts.

MPO Documentation of Compliance:

This requirement does not directly apply to the MPO because it is not involved in federal or federal-aid highway construction contracts. However, the MPO follows and makes use of the City of Madison's Affirmative Action Policies and Program for Equal Employment Opportunities.

(6) The provisions of the Americans with Disabilities Act of 1990 (42 U.S.C. 12101 et seq.) and 49 CFR parts 27, 37, and 38.

Programs and activities funded with federal dollars are prohibited from discrimination based on disability.

MPO Documentation of Compliance:

The MPO complies with this requirement 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 November 1, 2023. 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 compliance 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 geodatabase 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.

(7) The Older Americans Act, as amended (42 U.S.C. 6101), prohibiting discrimination on the basis of age in programs or activities receiving federal financial assistance.

MPO Documentation of Compliance:

The MPO complies with this requirement through the policies identified in the MPO's Title VI Non-Discrimination Program/Language Assistance Plan that was approved by the MPO Policy Board on November 1, 2023, and Title VI Non-Discrimination Agreement executed October 29, 2024. The MPO also follows the City of Madison's non-discrimination policies because the MPO staff are housed within the city's Planning Department and the city is the MPO's administrative and fiscal agent. The MPO's public involvement activities target elderly populations and organizations advocating for their interests, including having representatives on advisory committees.

(8) Section 324 of title 23 U.S.C. regarding the prohibition of discrimination based on gender.

MPO Documentation of Compliance:

The MPO complies with this requirement through the policies identified in the MPO's Title VI Non-Discrimination Program/Language Assistance Plan that was approved by the MPO Policy Board on November 1, 2023, and Title VI Non-Discrimination Agreement executed October 29, 2024. The MPO also follows the City of Madison's nondiscrimination policies because the MPO staff are housed within the City's Planning Department and the City is the MPO's administrative and fiscal agent. For the Bicycle Transportation Plan, an analysis was conducted and recommendations made to address the gender gap in people bicycling.

(9) Section 504 of the Rehabilitation Act of 1973 (29 U.S.C. 794) and 49 CFR Part 27 regarding discrimination against individuals with disabilities.

MPO Documentation of Compliance:

The MPO complies with this requirement through the policies identified in the MPO's Title VI Non-Discrimination Program/Language Assistance Plan that was approved by the MPO Policy Board on November 1, 2023, and Title VI Non-Discrimination Agreement executed October 29, 2024. Other activities are addressed in #6 above.

APPENDIX E

Title VI Initiatives

Title 49, CFR part 21 (U.S. Department of Transportation (USDOT) Regulations for the implementation of Title VI of the Civil Rights Act of 1964) requires assurances from States that no person in the United States shall, on the grounds of race, color, or national origin, be excluded from participation in, be denied the benefits of, or be otherwise subjected to discrimination under any program or activity for which the recipient receives Federal assistance from the USDOT, including the FHWA and the FTA. Title VI of the Civil Rights Act of 1964 (42 U.S.C. 2000d) provides that: “No person in the United States shall, on the grounds 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.” The scope of Title VI was expanded by the Civil Rights Restoration Act of 1987 (P.L. 100–209) to include all of a recipient’s and contractor’s programs or activities whether federally assisted or not.

President Clinton’s 1994 Executive Order 12898 on Environment Justice adds low-income to minority and requires that disproportionately high and adverse impacts must be identified and addressed. Environmental justice applies to all programs, policies and activities of the transportation program. Environmental justice is consistent with Title VI of the Civil Rights Act of 1964. EO 12898 requires involving the public and requires that transportation agencies ensure there is no exclusion from participation, no denial of benefits and no discrimination.

In 2021, President Biden issued Executive Order 13985, which established a “whole of government” approach to advancing equity and opportunity. This order was followed by Executive Order 14008, which established the “goal that 40 percent of the overall benefits of certain federal investments flow to disadvantaged communities that are marginalized, underserved, and overburdened by pollution.”

To address the increased federal emphasis on environmental justice, the Federal Highway Administration (FHWA) and the Wisconsin Department of Transportation (WisDOT) recommend MPOs include work program activities to:

- Identify how the current transportation system services minority, low-income, elderly and disabled populations;
- Continue developing improved strategies for engaging minority, low-income, elderly and disabled populations through public involvement;
- Continue developing or enhancing analytical capability for assessing the impacts of transportation programs, policies, and activities established in the transportation plan and the TIP on EJ populations compared to all other residents; and
- Continue to evaluate the overall effectiveness of existing public involvement processes.

Previous Work

Evaluating the environmental justice (EJ) impacts of transportation infrastructure and policies is a critical part of the Greater Madison MPO’s planning activities. Mapping EJ populations in relation to existing and planned transportation infrastructure, jobs, and other destinations is one of the primary screening tools that planning agencies use to assess whether the transportation needs of EJ residents are being adequately served, and whether the costs and benefits of transportation projects and policies are fairly distributed. However, because EJ populations include a wide variety of potentially vulnerable groups—racial and ethnic minorities, people with low incomes, people with disabilities or other health-related challenges, zero-car households, etc.—they can be difficult to map. Data about these populations can be unreliable or unavailable, and different data types and sources makes them difficult to combine.

Planning agencies often display different EJ population data separately, either by showing available race, income, and other measures overlaid on a single map or individually across a series of maps. This is how the MPO mapped EJ populations in relation to planned and programmed projects in the past. It is difficult, however, for readers to discern the highest priority EJ areas when viewing several different types of demographic information. In order to simplify EJ analysis, 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. Furthermore, there is a high degree of correlation between minority and low-income populations and other EJ indicators, including Limited English Proficient (LEP) and zero-car households, so the EJ Priority Areas correspond to concentrations of those populations as well.

The MPO's Tier 1 EJ Priority Areas were first identified based on their concentration of minority (non-White and/or Hispanic) and low-income residents (those with household incomes below 150% of the federal poverty level). Each 2010 block group in the MPO area received an EJ index score of up to 8 points; block groups could receive up to 4 points each for their concentration of minority and low-income residents, according to the scoring system below.

Minority Score: Points were awarded based on percentage of minority (Hispanic and/or non-white) residents in 2010 Census block group. 23.5%-31% (1.5-2x MPO Average) = 2 pts; 31-38.75% (2-2.5x MPO Average) = 3 pts; 38.75%+ (>2.5x MPO Average) = 4 pts.

Poverty score: Points were awarded based on the percentage of residents with household incomes below 150% of poverty level based on American Community Survey (ACS) 2013-2017 block group data. 28.5%-38% (1.5-2x MPO Average) = 2 pts; 38-47.5% (2-2.5x MPO Average) = 3 pts; 47.5%+ (>2.5x MPO Average) = 4 pts.

Because of the large margin of error in the ACS household income data, some block groups were awarded additional points to correct what MPO staff believed to be underestimates of their low-income population. Adjustments were only made to zones that initially scored below six - the minimum threshold for designation as an EJ Priority Area - in cases where a higher estimate within the margin of error would result in a score of at least six. Additional points were only awarded to zones with a high proportion of students eligible for free and reduced-price school lunch. Zones receiving additional points in their adjusted index score were awarded the minimum number of points to reach a score of six. No scores were adjusted downward. Because of the imprecision inherent in the estimates and adjustments used to define Tier 1 EJ Priority Areas, it is advised that they not be compared to one another based on their index scores.

Tier 2 EJ Priority Areas have at least 1.5 x the MPO area average percentage of minority (non-White and/or Hispanic) residents based on the 2010 Census (>23.5%) and/or at least 1.5 x the MPO area average percentage of low-income (household income less than 150% of the federal poverty level) residents based on 2013-2017 5-year ACS data (>28.5%), and which have not been identified as Tier 1 Areas. Tier 2 Areas are based on US Census block group geographies but have been adjusted to exclude non-residential uses where practicable.

After the EJ Priority Areas were identified, block group geographies were adjusted to generally exclude non-residential land uses, with the exception of some schools and parks. EJ Priority Areas do not necessarily encompass all residential portions of their 2010 census block group. In one case, the residential portion of a block group has been divided between two separate EJ Priority Areas. In other cases, where higher income residential areas are located within the same block group but are not contiguous with lower income areas, EJ Priority Areas include only the lower income areas.

The EJ Priority Areas are superimposed on maps showing the proposed roadways and bicycle facilities in the Transportation Improvement Program (TIP) to determine if there are disproportionate impacts to persons in these areas, as well as to evaluate the potential impacts of transit service area changes. These Priority Areas are also used to review the locations of proposed Transportation Alternatives-funded and STBG-U-funded projects, the scoring metrics for which consider whether projects serve EJ Priority Areas.

The 2013–2017 Transit Development Plan (TDP) analyzed the socioeconomic and demographic aspects of transit dependent populations within the Madison urban area and examined current and future transit service to these populations and to future growth areas. The 2020 TDP update was postponed due to a high degree of redundancy with the Metro Transit Network Redesign project. The analysis in the TDP highlights Metro’s current fixed-route service standards, service quality/policies, fare equity policy, and equity of service and fare changes since the last plan was adopted. The policies and analysis help ensure that the level of service and location of routes, age/quality of vehicles assigned to routes, and stop and other facilities are being provided in a non-discriminatory manner, and that the fare structure is also equitable. The draft conclusions resulting from this analysis found this to be the case in 2020, and the Transit Network Redesign was conducted so as to consider and improve transit access for EJ populations. The Metro Transit Network Redesign set out to address many of the long-standing inequities of the existing system, which included longer travel times and more transfers for lower-income and minority riders than for more affluent and white riders. The [Title VI Service Equity Analysis](#) for the Network Redesign found that:

- There is no evidence of a disproportionate impact on minority populations. People of color will benefit at similar or higher rates as White non-Hispanic people.
 - The amount of service within 1/4-mile (people-trips) of minority populations will increase by 30%, compared to a 26% increase for non-minority populations.
 - 56% of Asian residents, 52% of Hispanic residents, and 45% of Black residents will experience a significant increase in access to destinations (+10,000 jobs or better) by transit within 45 minutes, compared to 45% of White non-Hispanic residents.
 - 2% of Asian, 2% of Hispanic, and 2% of Black residents will experience a reduction in access to destinations (-1,000 jobs or worse) by transit within 45 minutes, compared to about 3% for White non-Hispanic residents.
- There is no evidence of disproportionate burden on low-income populations. Low-income residents will experience a smaller increase in service quantity (people-trips) than the average resident, but they will be far more likely to experience more useful service (improved destination access).
 - The amount of service near low-income populations will increase by 20%, compared to a 32% increase for non-low-income populations. This is primarily because service near the transfer points is duplicative and double counted by the methodology.
 - Nonetheless, low-income residents are far more likely to benefit from increased frequency and directness of service in the redesigned network. 67% of low-income residents would experience a significant increase in access to destinations (+10,000 jobs or better), compared to 40% of non-low-income residents.
 - Conversely, only 2% of low-income residents will experience a reduction in access to destinations (-1,000 jobs or worse) by transit within 45 minutes, compared to about 3% of non-low-income residents.

The 2024 Draft Transit Development Plan process included focus groups held with minority and low-income populations between October 2023 and March 2024. These focus groups were organized and hosted by Community-Based Organizations (CBOs) and were tailored to the population participating in the discussion. A two-session focus group was hosted by the Latino Academy of Workforce Development in Spanish; a focus group with the Vera Court Neighborhood Center was held in English with two Spanish interpreters for Spanish-speaking participants; the Madison Area Chinese Community Organization opted to conduct their focus group remotely with paper surveys and prompts in Chinese; the Wisconsin Hmong Association hosted a focus group in Hmong; and Access to Independence hosted two separate discussions with ASL interpreters available. Although over 300 people indicated that they wanted to participate in the Access to Independence discussions, only one participant showed up at one of the discussions and none participated in the other. MPO staff developed an online survey focused on the experiences of people with disabilities in using the Metro transit system and received 42 responses to that survey. Responses to a separate survey of the general population were also analyzed by demographic groups. Survey results are included in the 2024 Draft Transit Development Plan that will be released for review in late 2024. Organizations

hosting focus groups were provided monetary compensation for their work, and participants received gift cards as compensation for their time.

For recent long-range plans, including the *Connect Greater Madison: 2050 Regional Transportation Plan*, staff superimposed recommended major capacity expansion roadway projects and major studies to evaluate whether there were disproportionate adverse impacts to low-income and minority populations. Staff also superimposed roadway preservation and bicycle facility projects to evaluate the impacts of these projects, which are typically positive other than construction impacts. The transit service analysis in the most recent RTP referenced the analysis conducted for the network redesign study. The analysis also evaluated how the recommended regional transit system would benefit EJ areas.

The MPO maintains a list of minority organizations and those individuals that work with minority populations or lower income neighborhoods to send notices and information. In addition, the MPO maintains a list of neighborhood organizations throughout the City of Madison that have higher minority populations within them for providing notices and information. The notices regarding the RTP and TIP are emailed to these organizations. Similarly, the MPO maintains a current list of media sources, including minority ones. Special notices are sent to this list.

The MPO adopted its own Title VI Non-Discrimination Program/Limited English Proficiency Plan (LEP) in 2014. Prior to that, the MPO had its own Language Assistance Plan for persons with limited English proficiency, but relied on the City of Madison for its Title VI Program. The Title VI Program/LEP was updated in 2017 incorporating aspects of the city's Language Access Plan, and again in 2020 with the MPO's own Language Assistance Plan. The MPO's Title VI Program/LEP was updated in 2023.

In 2023, staff created a new [interactive TIP project map](#) showing both MPO-identified EJ areas and the federal government's [Climate & Economic Justice Screening Tool](#) (CEJST) layers.

The MPO incorporates an equity analysis in just about all of its planning activities. For example, MPO staff conducted an equity analysis as part of a corridor feasibility analysis that identified the east-west corridor as the most suitable one to move forward for a phase 1 Bus Rapid Transit project.

The MPO completed a WisDOT Title VI Review in 2023, which found all but one of the MPO's actions to be Commendable, with a single Recommendation to begin collecting demographic data of meeting participants.

Accomplishments in 2024

Identify how the current transportation system services minority, low-income, elderly and disabled populations, and develop or enhance analytical capability for assessing impact distributions of transportation programs, policies, and activities:

- Staff completed the Section 5310 (Elderly/Disabled Transportation Services) Program application process for 2025 projects. Projects awarded included continuation of the county's mobility management program and Metro's paratransit eligibility assessment program and funding the purchase of accessible vehicles for private non-profits.
- Staff completed the [Draft 2024-2028 Coordinated Public Transit - Human Services Transportation Plan for Dane County](#), which is anticipated to be adopted in late 2024.
- Staff used LBS and CAV data from StreetLight to identify travel patterns to and from identified EJ areas for use in the Transit Development Plan update.
- Staff continued to conduct an annual EJ analysis of the Transportation Improvement Program (TIP). The TIP analysis includes an assessment of how Metro transit service changes have impacted EJ areas, and an analysis of the benefits and impacts of programmed major bikeway and roadway improvement projects on EJ areas.

- Staff worked with an inter-departmental team led by the City of Madison’s Data Team to develop a new set of EJ priority areas using methodology that can be applied within each municipality, within/out the MPO’s Planning Area, and county-wide as appropriate. This data set was finalized late in the summer of 2024, too late to be adopted and used in the EJ analysis of the 2025–2029 TIP.
- Staff assisted with the development of the City of Madison’s updated ADA Transition Plan’s Transportation sections, including providing data on accessibility in the pedestrian network and the presence of curb cuts.
- Staff participated in the City of Madison’s Planning Department Equity Team, including development of Plain Language guidance and translation prioritization.
- Make special efforts to engage minority, low-income, elderly and disabled populations in the transportation planning process through public involvement strategies:
- Staff continued to maintain and update its list of minority and other EJ organizations and those individuals that work with minority populations or lower income neighborhoods. In addition, the list of contacts of city of Madison neighborhood organizations that encompass EJ areas was also updated. MPO staff have partnered with the Capital Area RPC to enhance relationships with some of these organizations, with a joint CARPC and MPO staff meeting with advocacy and neighborhoods groups representing BIPOC communities to start dialogue and better understand the needs and desires of members of these communities. Notices regarding draft TIP, RTP, and similar meetings are emailed to these organizations. Special notices continue to be sent to minority newspapers and other media sources.
- Until in-person meetings were suspended due to COVID-19, all MPO Policy Board meetings were held at the Madison Water Utility Building on Olin Avenue on the south side of Madison in close proximity of a large EJ population concentration. For both in-person meetings and after Policy Board meetings resumed virtually, meeting notices include information in Spanish, Hmong, and Traditional Chinese on how to request translation service
- The MPO continued efforts to implement the recommendations in its Title VI Program/LEP Plan. The RTP project web site included a Spanish page with links to vital documents and other translated documents, as well as providing links and phone numbers to request translation services for other materials and languages.
- The 2024 Dane County Bicycle Map was published with both English and Spanish text, making it one of the few bi-lingual bicycle maps published for an entire U.S. County; to the knowledge of MPO staff, the 2020 edition was the first bi-lingual bicycle map published for any community or county in Wisconsin.
- Analysis of O/D data for areas with concentrations of EJ populations was completed using StreetLight Data; the data was used to identify important transit service and bicycle facility improvements to aid people residing in these areas.
- MPO staff continued to assist Metro in processing and analyzing passenger boarding and alighting, passenger loading, and on-time performance data for use in service planning and Title VI compliance.
- MPO staff held focus groups with minority and low-income populations in the fall of 2023 through the spring of 2024. Organizations hosting focus groups were provided monetary compensation for their work, and participants received gift cards as compensation for their time. Host organizations and accommodations made for each group are discussed in greater detail in the Past Activities section.

Work Activities for 2025

- Adopt updated EJ areas based on 2020 Census data and updated ACS data using the methodology developed by the City of Madison Data Team in 2024.
- Continue to implement the MPO’s Public Participation Plan with a focus on efforts to engage EJ populations. This includes implementing marketing/outreach strategies identified as part of the MPO and TDM/Rideshare program rebranding project. The Marketing Specialist position will continue to facilitate and improve the MPO’s ability to engage EJ populations.

- Continue to assist Metro in processing and analyzing passenger boarding and alighting, passenger loading, and on-time performance data for use in service planning and Title VI compliance.
- Analyze and conduct expansion of Metro Transit 2024 on-board passenger survey results, one of the primary purposes for which is to gather data on routes EJ populations use and destinations they frequently go, which is used for Title VI analysis.
- Provide support for the city/Metro Transit’s planning study of the north–south BRT project, including an EJ analysis evaluating the impact on transit accessibility for EJ areas.
- Continue to implement the *Section 5310 (Enhanced Mobility for Elderly/Disabled Persons) Program Management and Recipient Coordination Plan*.
- Review the [Section 5310 Program Management and Recipient Coordination Plan](#) and update as needed following the adoption of the updated Coordinated Public Transit – Human Services Transportation Plan in late 2024.
- Continue to serve as a representative on the Dane County Human Services (DCHS) Specialized Transportation Commission (STC).
- Continue to map and analyze impacts of major roadway and bicycle enhancement projects in the TIP on low-income and minority populations.
- Keep lists of minority organizations, contacts, and media sources up to date, and continue to provide information and notices to these organizations and contacts.
- Continue to hold MPO any in-person Policy Board or other meetings in locations in close proximity to EJ populations and/or convenient for such populations, and make special efforts to engage EJ populations.
- Continue to implement recommendations of the Title VI Program/LEP Plan, including translation of MPO documents into Spanish and enhancing the Spanish page on the MPO website. This includes providing information in Spanish on the RoundTrip program.
- Support area communities’ efforts to develop or update local ADA Transition Plans.
- Conduct analysis of High Injury Network (HIN) and the pedestrian and bicycle crash study as they relate to MPO-identified Environmental Justice areas to enable prioritization of projects addressing safety concerns disproportionately impacting low-income and minority populations.
- Update and expand the [Pedestrian and Bicycle Facility Requirements, Policies, and Street Standards](#) report to include laws that create barriers to walking, biking, and e-scooter use by BIPOC people and communities, as modeled in Equitable Cities’ [Arrested Mobility](#) report. This work is part of the development of an Active Transportation Plan.



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