

Madison Area Metropolitan Planning Organization (MPO)
June 7, 2006 Meeting Minutes

1. Roll Call

Members present: Eileen Bruskwitz, Corey Finkelmeyer, Ken Golden, Al Matano, Chan Stroman
John Vesperman, Doug Zwank

Members absent: David Kluesner, Lisa MacKinnon, Robbie Webber

Staff present: Bob McDonald, Bob Pike, Bill Schaefer

2. Approval of the May 3, 2006 Meeting Minutes

Moved by Matano, seconded by Stroman, to approve May 3, 2006 meeting minutes. Motion carried.

3. Communications

- Memo from Mayor Cieslewicz regarding the reorganization of the Planning Department for the City of Madison.
McDonald said the reorganization is not expected to affect MPO staff.
- Notice from WisDOT Southwest Region Office concerning a local official/public information meeting about the STH 19/113 Highway Access Study.

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

None

5. U.S. Department of Transportation (USDOT) Report on Recertification of the Madison Area MPO for the Madison Urbanized Area

Dwight McComb, FHWA, distributed a summary report and reviewed the main findings. Based upon the review, the Madison Area MPO is certified as meeting the Federal transportation planning requirements subject to the following corrective actions. These actions all deal with the structure, membership, and representation of the MPO Policy Board and are included almost verbatim in the proposed agreement that will be discussed later this evening. The report will note that action has been taken by the Board to address these issues. Another key finding related to structure and representation is that the technical coordinating committee (TCC) has yet to be updated to include broader representation from jurisdictions added to the planning area in the last Census. Working with staff, it was agreed that within six months of the release of the final report this would be addressed. McDonald noted that representatives from these communities have been invited to participate on the TCC, but they're not voting members at this time. A second item in this area emerged as a result of comments received in February and deals with the empowerment that this body has in representing the County, City and other jurisdictions. USDOT is encouraging the leaders of these jurisdictions within the MPO planning area to further empower this body as a decision-making body and one that provides more leadership on regional transportation issues.

Among other issues is the requirement that MPOs serving areas with over 200,000 population implement a Congestion Management System (CMS) to provide for effective operation and management of existing and new transportation facilities. While the Madison Area MPO incorporated a CMS as part of the current plan, it is not clear if or how the demand management strategies and operational improvements have been implemented. It is recommended that projects and initiatives be identified. He said it could be thought of as a five-year operations plan. In terms of the long-range planning process, FHWA is recommending that the MPO and WisDOT be more proactive in the future in managing the plan update process to keep it on schedule. With regard to transit planning, it is

recommended that the MPO and Metro continue to coordinate with perimeter communities to foster express bus service in the Madison metropolitan area and that a comprehensive on-board, origin-destination study be conducted before or as part of the next transit development program. Golden commented that the express bus service isn't just for suburban communities. With regard to public involvement, McComb said the MPO should continue working to complete the Language Assistance Program. He said FHWA is looking forward to the MPO's evaluation of the public involvement process used for the current update of the long-range plan. The MPO should also consider more targeted outreach to minority communities. Regarding environmental justice and Title VI, the MPO should clearly document how public outreach to minority and low-income communities has been handled and received by those communities. Golden commented that Metro undertook extensive outreach efforts as part of planning for its south/west service changes to be implemented in August and like to see credit be given for that. McComb said MPOs are encouraged to utilize such opportunities for input into its planning process. On the issue of the fiscal constraint requirement for the plan, McComb said the financial analysis for the plan should document that sufficient funds are available to cover operations and maintenance of the existing transportation system as well as capital costs for new facilities. The MPO should work with FHWA, the FTA and WisDOT to build a reasonable basis for the operations, maintenance and systems preservation costs. Finally, McComb said the MPO received a commendation. MPO staff has established themselves as a valuable regional resource. WisDOT and local communities rely on the MPO for technical assistance in many areas. The MPO's role in evaluating the transportation impacts of proposed projects and neighborhood plans is key to the responsible management of growth to preserve the functionality of the existing transportation infrastructure. McComb said the final report should be available by the Board's next meeting.

6. Consideration of Draft Agreement Revising the Composition of the Madison Area MPO Board

McDonald stated that a marked up copy of the draft agreement was at members' places. The revised version reflects comments received by FHWA staff. He reviewed the suggested changes. He said it was envisioned that the appointments to the board would be two-year terms; however, to stagger the appointments, the initial appointments by the County Executive, small cities and villages, and towns would be for one year. Golden suggested staggering the appointments for each appointing authority. This would prevent a new City of Madison Mayor, for example, from appointing six new persons to the board in one year. This would guarantee continuity not only at a board level, but at a municipal or appointing authority level as well. Bruskewitz moved, Finkelmeyer seconded, to make this change to the agreement. Motion carried.

McDonald said that the process for making any further changes to the structure of the policy board would involve notification of the appointing authorities and all the units of government in the planning area and holding a public meeting. Units of government with 75% of the population within the planning area, including the City of Madison, would then need to ratify the change. The Governor's signature would not be required. McDonald said other less cumbersome alternatives had been discussed, but it was felt by some that a board appointed by other authorities shouldn't have the power to unilaterally change its composition without ratification.

Golden commented that he would like the agreement to be more specific about the composition of the board. Specifically, he wanted more detail on the definition of "public agencies." He said a city committee was different than an agency. He also wanted to spell out what City of Madison commissions it would be appropriate to draw board members from. He suggested using the language "municipal commissions, boards or committees that have a focus on land use, public works or transportation." He also was unclear on the meaning of "administer or operate" a major mode of transportation. Most commissions are advisory to the city council. McComb said he was torn on whether to include more specific language. Finkelmeyer suggested using the term "entity" rather than "agency." Bruskewitz suggested perhaps adding language about drawing members from commissions that have an advisory role. McComb said he would be reluctant to change the wording because it is

from the statute, which is subject to interpretation but not changes. Some additional language could be added below that, but he was concerned about ending up with a board that had too many citizen appointees who had no implementation authority. Golden commented that a citizen member of the Transit Parking Commission could implement route and schedule changes, whereas the Common Council can't. Golden said that the goal was to have the flexibility to not only have managers, but also persons on various commissions that have been delegated to be the advisors on land use and transportation.

Matano said he supported drawing members from boards and commissions because this avoids a bias in favor of the executive branch of local government versus the legislative. Zwank said he felt that the board representatives should be elected officials, preferably mayors and village presidents, because they can introduce initiatives. McComb commented that the federal rulemaking refers to getting the direct involvement of local elected officials who are the predominant local decision makers and he is worried that the board will have too many citizen members. Golden responded that the City of Madison has a culture that emphasizes citizen involvement and he thought there was agreement to allow appointees who were not elected officials and not staff, but involved in transportation policy making. He said some citizen members of commissions have more influence on planning issues than some council members. McComb responded that when the issue had come up he was thinking of the airport or Madison Metro, but not a situation where the board was made up entirely of citizen appointments. He said a citizen appointee who was a member of a commission, such as the Madison Transit & Parking Commission, would be acceptable but the board should be predominately elected officials.

Discussion followed concerning what was an acceptable maximum number of citizen appointments. Bruskevitz asked if USDOT needed to ratify whatever decision is made on this issue. McComb said no, but it is subject to review again as part of the next MPO certification review in four years. McComb added that in his research of other MPOs, all of their boards consisted entirely of elected officials. In discussions with FWHA headquarters, it was agreed that they cannot prohibit citizen appointments, but that the number of elected officials must be maximized to carry the weight that is intended of the MPO in terms of leadership and decision-making. Golden said that in some cities aides to mayors are called vice-mayors and he asked if a mayor's aide would be an acceptable appointee. This would open up four more possible appointees for the City (one of the Mayor's staff currently oversees Metro). McComb answered that if they were officials of public agencies that administer or operate major modes of transportation, he would be comfortable with such an appointment. In response to comments by Golden, McComb confirmed that if the mayoral aides oversee a major mode of transportation, then they could be considered city officials who administer or operate a major mode of transportation and thus eligible for appointment to the board. Zwank commented that the City of Madison situation was unique and that he anticipated the towns and small cities and villages appointments to be all elected officials. Bruskevitz said she would like to see the language in the agreement kept more general (e.g., require a "preponderance" of elected officials) to provide flexibility on the issue. Golden agreed, but said he wanted some language in the agreement that indicated a minority of appointees can be citizen members of commissions or boards. He said city or village administrators would also be appropriate appointees as well.

Golden asked McComb if he could agree to a requirement that 2/3's of the appointments by the appointing authorities be elected officials and McComb said yes. Golden then summarized the proposed changes: (1) a., b., and c. on page 3 are not changed because the language is from the statute; (2) the appointing language for Madison, Dane County, and Small Cities and Villages state that 2/3's of the members appointed shall be elected officials; and (3) language be added on page 3 that says appointees can include citizen members of local boards and commissions with a focus on transportation or land use, or representatives of the mayor's or representatives of the chief executive officer of any city or village. Moved by Zwank, seconded by Bruskevitz, to approve these changes to the agreement. Motion carried. It was agreed that McDonald would work out the specific wording with Golden.

7. Continued Review of Preliminary Results from the New Regional Travel Demand Model for the Regional Transportation Plan Update.

McDonald said staff didn't have any new modeling results to present. Staff found some errors in the capacities of the arterial roadways, particular rural arterials. Changes needed to be made and the roadway scenarios needed to be run again. The changes are not expected to significantly change the results. Work also needs to be finished up on the modeling of the Verona Rd/West Beltline project scenario. McDonald said staff is working on the draft report and he passed around drafts of the pedestrian, bicycle, and transit background sections. He said an additional meeting might need to be scheduled later this summer. Golden suggested possibly scheduling it for the fifth week of a month to avoid meeting conflicts.

8. Status Report by MPO Board Members on Projects Potentially Involving the MPO

- **Transport 2020 Implementation Task Force**
McDonald said that the Finance and Governance Committee has met a couple of times and they're going through an analysis of the potential financing mechanisms and governance structures that are realistically available to us. They will be releasing their findings relatively soon. He also mentioned that a public scoping meeting had been held.
- **USH 51 (USH 12/18 to I 90/94/39) Corridor Study**
Finkelmeyer said there was nothing new to report.
- **North Mendota Parkway Implementation Oversight Committee**
Bruskewitz said that the previous night's meeting was a good one. Negotiations between the local communities and the County Executive's office were ongoing and many issues of contention in the intergovernmental agreement had been worked out. They are now trying to put together the funding for the environmental study.
- **USH 51 (McFarland to Stoughton)**
McDonald said there was nothing new to report.

9. Discussion of Future Work Items

- **Development of Alternatives and Recommendations for the Regional Transportation Plan 2030 Update**
Discussed under item 7.
- **Preparation of the Draft 2007-2011 Transportation Improvement Program (TIP)**
McDonald said staff has begun work on the draft, and that a preliminary list of priority STP Urban projects was being put together for presentation to the board at its July meeting.
- **Preparation of the Draft Unified Planning Work Program**
Nothing started yet.

10. Announcements and Schedule of Future Meetings

Golden suggested that because the next meeting falls on the day after a holiday, McDonald may want to do a quorum check early. Vesperman and Finkelmeyer both said that the date is not going to work for them.

11. Adjournment