MEETING ANNOUNCEMENT
Madison Area Transportation Planning Board
A Metropolitan Planning Organization (MPO)

September 7, 2011
Madison Water Utility
119 E Olin Ave., Room A-B
7 p.m.

AGENDA

1. Roll Call
2. Approval of August 3, 2011 Meeting Minutes
3. Communications
4. Public Comment (for items not on MPO Agenda)
5. Public Hearing on Draft 2012-2016 Transportation Improvement Program (TIP) for the Madison Metropolitan Area & Dane County
   Note: Action on the 2012-2016 TIP by the MPO is anticipated Wednesday, October 5 at 7:00 p.m. in Room A-B of the Madison Water Utility Building, 119 E. Olin Avenue. Written comments on the TIP are invited through Wednesday, September 21, and should be sent to the MPO offices at 121 S. Pinckney St., Suite 400, Madison, WI 53703 or e-mailed to wschaefer@cityofmadison.com.
6. Presentation on the Congestion Management Process for the Madison Metropolitan Planning Area
8. Status Report by Madison Area TPB Members on Other Projects Potentially Involving the TPB:
   • USH 51 (USH 12/18 to I 90/94/39) Corridor Study
   • USH 51 (McFarland to Stoughton) Corridor Study
9. Discussion of Future Work Items:
   • 2012-2016 Transportation Improvement Program
   • MPO Congestion Management Process
   • Regional Transportation Plan Update
   • Transit Development Plan (TDP)
10. Announcements and Schedule of Future Meetings
11. Adjournment

Next MPO Meeting:
   Wednesday, October 5 at 7 p.m.
   Madison Water Utility Building, 119 E. Olin Ave., Room A-B

If you need an interpreter, materials in alternate formats, or other accommodations to access this meeting, contact the Planning & Development Dept. at (608) 266-4635 or TTY/TEXTNET (866) 704-2318.
Please do so at least 48 hours prior to the meeting so that proper arrangements can be made.

Si Ud. necesita un intérprete, materiales en formatos alternos, o acomodaciones para poder venir a esta reunión, por favor haga contacto con el Department of Planning & Development (el departamento de planificación y desarrollo) al (608) 266-4635, o TTY/TEXTNET (886)-704-2318.
Por favor avisenos por lo menos 48 horas antes de esta reunión, así que se puedan hacer los arreglos necesarios.
August 15, 2011

George R. Poirier  
Division Administrator  
Federal Highway Administration  
U.S. Department of Transportation  
525 Junction Rd. Suite 8000  
Madison, Wisconsin 53717

Dear Mr. Poirier:

Under the authority delegated to me by Governor Scott Walker, I am hereby approving the Madison Area Transportation Planning Board’s amendment to the 2011-2015 Transportation Improvement Program (TIP) for the Dane County Urban Area. The amendment was approved and adopted by the Madison Area Transportation Planning Board on August 3, 2011. We will reflect by reference the 2011-2014 federal aid projects covered by this approval in our 2011-2014 Statewide Transportation Improvement Program (STIP).

A copy of TIP Amendment #5 and Resolution TPB Number 53 for the Madison Area Transportation Planning Board were recently sent to the Federal Transit Administration and Federal Highway Administration respectively. This TIP amendment represents a comprehensive, continuous, and cooperative effort between the MPO, local communities, affected transit operators, and the Wisconsin Department of Transportation (WisDOT), and is designed to meet the objectives of Title 23 USC 134 and 135 and their implementing regulations 23 CFR 450 and the 2030 regional transportation system plan.

We have determined that: 1) the proposed amendment is consistent with the adopted 2030 Regional Transportation System Plan and the TIP; 2) remains fiscally constrained in that federal funding resources are sufficient to support the new or modified projects and 3) conforms to state and national air quality standards as required by the Federal Clean Air Act Amendments of 1990.

Sincerely,

Mark Gottlieb, P.E.  
Secretary

cc: William Schaefer, MPO  
Dave Jolicoeur, FHWA  
William Wheeler, FTA  
Chris Bretch, FTA  
Jeff Gust, WisDOT Southwest Region  
Aileen Switzer, WisDOT
Bill,

Didn’t the TPB formerly meet downtown in the CCB? Why are the meetings now at the Water Utility Building? It is not friendly to transit users to go there, and my guess is that everyone there drives. There is a bus, but only once an hour, and most bus riders will have to transfer to/from it. Is the message you want your transportation planning agency to convey that even in Madison, "you're supposed to drive, not take the bus?"

Susan

--
Susan De Vos
mabaa@tds.net
Madison Area Bus Advocates
http://www.busadvocates.org
Madison Area Transportation Planning Board (an MPO)
August 3, 2011 Meeting Minutes

1. Roll Call

Members present: Eileen Bruskewitz, Mark Clear, Ken Dahl, Ken Golden, Jeff Gust, Chuck Kamp, Steve King, Jerry Mandli, Al Matano (Chair), Mark Opitz, Steve Ritt, Chris Schmidt, Paul Skidmore

Members absent: None

Staff present: Bill Schaefer, Nick Vanderzwan

2. Approval of July 6, 2011 Meeting Minutes

Moved by Kamp, seconded by Skidmore, to approve the July 6, 2011 meeting minutes. Motion carried.

3. Communications

Schaefer said there were three communications in the packet: letters from WisDOT and the Federal Transit Administration approving TIP Amendment #4 to the 2011 – 2015 TIP, and a newsletter regarding the release of the Final Draft EIS for the Verona Road/West Beltline interchange project.

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

None

5. Presentation on City of Middleton Land Use and Transportation Plans and Projects

Mark Opitz provided a power point presentation on land use and transportation issues in the City of Middleton. He provided an overview of existing conditions, noting the city’s large employment base. He also reviewed the city’s land use plans and intergovernmental agreements. He highlighted some downtown redevelopment and TIF projects, and plans for additional development in the Greenway Center area. He mentioned the plans developed for the intermodal transportation center and the city’s unsuccessful attempt to secure federal TIGER grant funding for the project. He said the city was still pursuing the project. Opitz also discussed planned projects, including the Bishops Bay development, improvements to the Pleasant View Road corridor, Deming Way, and routes for the planned North Mendota Parkway and Belle Fontaine Boulevard. He highlighted the city’s bicycle plan and the planned bike lanes on Park Street and Century Avenue. He mentioned the existing transit service. He also mentioned the interest in a longer runway at the Middleton Municipal Airport, but said there are environmental and neighborhood concerns.

6. Resolution TPB No. 53 Regarding Amendment #5 to the 2011-2015 Transportation Improvement Program (TIP) for the Madison Metropolitan Area & Dane County

- W. Beltline (USH 12 Bypass) (Airport Road to Parmenter St.), Add Auxiliary Lanes [New project, const. in 2018]

Schaefer said the TIP amendment would add a WisDOT project to construct auxiliary lanes on the W. Beltline (USH 12 Bypass) from Airport Road to Parmenter Street. The amendment was being sought to permit design work to start this year. Construction isn’t scheduled until 2018. Schaefer said WisDOT has been adding auxiliary lanes between a number of interchanges on the Beltline. Gust added that auxiliary lanes are particularly beneficial where the interchanges are close together as they allow motorists more room to get on and off the freeway. They have significantly reduced crashes as well as improving traffic operation.

Moved by Bruskewitz, seconded by Skidmore, to approve Resolution TPB No. 53 regarding amendment #5 to the 2011-2015 TIP. Motion carried.
7. **Review of Draft Listing and Ranking of Candidate Projects for STP Urban Funding for 2012-2016**

Schaefer said there was only one major change to the preliminary draft being proposed, which was to move the funding for Phase 2 of the Mineral Point Road/CTH M/Junction intersection project to 2013. Construction is scheduled for 2013, but the project was included in 2012 because it was thought the funding would be obligated next year. The letting schedule has changed so the project is now in 2013. He said the change doesn’t affect the funding for any of the other projects. Schaefer said there has been discussion between City of Madison and Dane County staff about delaying one or more projects to free up some additional funding for projects that are funded at less than 50%. Increases in the cost estimates for several projects and the reduced STP-Urban funding starting in 2013 has caused a shortfall of funding totaling $2.5 million. However, in order to free up enough funding either CTH M (Cross to CTH PD) or Johnson Street would need to be pushed back from 2014 to 2015 and other projects would also need to be delayed. The City of Madison does not want to further delay those projects. The City of Verona is also participating in the CTH M project and would need to agree to change the schedule. Schaefer said one project that might be delayed is Cottage Grove Road. That is programmed now for 2015, but WisDOT has moved the project to expand the Cottage Grove Road bridge over the Interstate back to 2016. It is on WisDOT’s advanceable list if funding becomes available. The city and WisDOT projects should be done at the same time so that might necessitate moving the Cottage Grove Road project back to 2016. That would allow the project to be fully funded and free up a little funding for the other projects. Schaefer said the other change to the listings compared to the preliminary draft related to how the shortfall of funding was allocated among the projects. He said staff was proposing to allocate the funding based on the difference between the amount that the MPO had previously approved and the new required amount due to the increased cost estimate for the project. Schaefer said staff felt that was more equitable. Previously, the shortfall was allocated based on the total cost of the project. This resulted in relatively small changes in the funding amounts for the projects that are short of funding. Schaefer said the MPO technical committee didn’t meet in July, but he would review with them the changes at their next meeting. He added he hadn’t received any further comments on the draft listings.

Matano noted that he sent an email out to members regarding the City of Madison study to evaluate converting Johnson and Gorham Streets to two-way operation east of Blair Street. Schaefer apologized for not mentioning the study before, but said it was certainly something for the MPO to monitor and perhaps comment on. Depending upon the outcome of that study, he said the MPO might want to review the score for the project under the MPO’s criteria. Schaefer said he would provide updates to the Board on the study, which was expected to last 4-6 months. Golden said the idea originally came out of a neighborhood planning process many years ago. At that time, a connector street was proposed for consideration that would connect Fordem with East Washington Avenue via the rail corridor. He thought that would be of interest to the MPO if it became part of the study. King said there discussion about this and the decision was made to keep the scope of the study narrow. There was recognition, however, of the need for a study of a much broader area.

Mandli asked about the reduction of STP Urban funding by $477,000 starting in 2013. Schaefer said MPO staff received that funding level information from WisDOT staff, which administers the program for the MPO. It is formula based. The reduced STP Urban funding is the result of reduced overall STP funding coming to the state. The reduction applies to 2013-’14. Funding for 2015-’16 is unknown but assumed to remain at the lower level for now.

8. **Consideration of Release of Draft 2012-2016 Transportation Improvement Program (TIP) for the Madison Metropolitan Area & Dane County for Public Review and Comment**

Matano noted that this was on the agenda so the Board could authorize staff to release the draft TIP for public review. Matano asked about the public information meeting, and Schaefer said it was scheduled
for August 17 at 4:30 at the Dane County Highway Transportation Office. The public hearing would be held at the Board’s September meeting.

Moved by Bruskewitiz, seconded by Ritt, to approve release of the draft 2012-2015 TIP for public review and comment. Motion carried.


Schaefer said he had raised this issue last year, but then decided to wait until this year when the 2010 Census population numbers had been released. The MPO redesignation agreement calls for the City of Madison to provide staff and for the City of Madison to provide the local share of funding to support the MPO activities. However, the agreement also says that other communities are “strongly encouraged to participate in proportion to their population” in financially supporting the MPO. A formal request for a financial contribution has not been made since the MPO was originally split off from the RPC back in 2000. There have been some informal requests made through staff, but nothing formal. Schaefer said three communities have been financially supporting the MPO: Fitchburg, Monona, and McFarland. He said it would be more equitable if others contributed as well. He said it could also provide a little more sense of ownership of the MPO by those communities. Schaefer said it was entirely up to the Board whether it wanted to send out the request. He added that if a letter was sent, he’d send a slightly different letter to the three communities that are currently providing support thanking them and asking for continued support.

Skidmore asked if each letter would specify the amount of funding being requested based on the community’s population. Schaefer answered yes. Skidmore asked if a letter would be sent to the three communities currently contributing to notify them that the MPO was requesting participation from the other communities as well. Schaefer answered yes. Golden added that the funds that are allocated and used by the MPO to benefit these communities, whether they’re spent in the community or not. It could be a corridor that’s important to a community. He suggested adding some language to the letter indicating how the communities benefit from the MPO. He also suggested mentioning that each community is represented on the MPO Policy Board, which is important. Golden recommended that the Board approve sending the letter with the suggested editorial changes.

Moved by Ritt, seconded by Opitz, to approve sending a letter seeking financial support of the MPO in 2012 with the changes suggested by the Board. Motion carried.

10. Update on the Madison Area Congestion Management Process (CMP) Project and Schedule

Schaefer said the draft report was still not ready. Another Congestion Management Committee meeting has been scheduled for August 10 to discuss some unresolved issues. These mostly relate to the transportation system performance targets for acceptable levels of congestion, the data collection and analysis plan, including the schedule and responsible agency, and how will the CMP be incorporated into the planning and TIP development process. A presentation to the MPO technical committee was tentatively scheduled for August 17 with the presentation to the Board tentatively scheduled for the next Board meeting in September. The draft report will be sent out to the Board in advance for review.

11. Status Report on the Regional Transportation Plan Update

Schaefer said staff didn’t have anything yet to present to the Board. He said staff has had to put quite a bit of work in on the CMP, much more so than had been anticipated. That has slowed progress on the RTP.

12. Status Report by Madison Area TPB Members on Projects Potentially Involving the TPB:

- USH 51 (USH 12/18 to I-90/94/39) Corridor Study
- USH 51 (McFarland to Stoughton) Corridor Study
Schaefer said a presentation had recently been made to the Board on the McFarland to Stoughton study, and there was not anything new to report. Jeff Gust said he might be able to provide some additional information on the USH 12/18 to I-39/90/94 corridor study at the next meeting.

13. Discussion of Future Work Items:
   - 2012-2016 Transportation Improvement Program
   - Congestion Management Process (CMP)
   - Regional Transportation Plan Update
   - Transit Development Plan (TDP)

Schaefer said he had nothing additional to add on these work items.

14. Announcements and Schedule of Future Meetings

Schaefer reported that the interviews had been completed for the vacant planner position, and they had a very strong pool of candidates. Staff hoped to make a decision soon and get the person on board within a couple of months.

The next meeting is scheduled for September 7, 2011 at the Water Utility Building.

15. Adjournment

Moved by King, seconded by Schmidt, to adjourn. Motion carried. The meeting adjourned at approximately 8:05 p.m.
Re:
Presentation on the Congestion Management Process for the Madison Metropolitan Area

<table>
<thead>
<tr>
<th>Staff Comments on Item:</th>
</tr>
</thead>
<tbody>
<tr>
<td>Ayres &amp; Associates has been hired to assist MPO staff in developing an enhanced Congestion Management Process (CMP) for the Madison Metropolitan Area that remedies current deficiencies in the process and meets all Federal requirements. A newly created Congestion Management Committee is overseeing the project, and will also oversee implementation and future updates.</td>
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The Congestion Management Committee met on August 10 to review and discuss committee member responses to an initial draft of the CMP report and discuss the transportation system performance measure targets and performance monitoring plan. Presentations on the CMP were provided to the MPO’s Technical Coordinating Committee on August 17 and City of Madison Long-Range Transportation Planning Committee on August 18. MPO staff has worked with the consultant to prepare a revised draft of the report with an executive summary incorporating comments received.

The draft summary report is enclosed. A copy of the full draft report will also be provided to Board members. The full draft report is also being distributed to the Congestion Management Committee to allow members to provide any additional comments on the draft report. Ken Voigt, the project manager with Ayres & Associates, will provide a presentation at the meeting.

<table>
<thead>
<tr>
<th>Materials Presented on Item:</th>
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<tr>
<th>Staff Recommendation/Rationale:</th>
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<tbody>
<tr>
<td>For information and discussion only at this time</td>
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</table>
Introduction

The Madison Area Transportation Planning Board (TPB) is the policy body responsible for cooperative, comprehensive regional transportation planning and decision making for the Madison Metropolitan Planning Area as designated by the Governor of the State of Wisconsin under Federal law and regulations. The goal of the MPO planning process is to build regional agreement on transportation investments that balance roadway, public transit, bicycle, pedestrian, and other transportation needs and support regional land use, economic, and environmental goals and plans.

As an MPO for a Metropolitan Planning Area with a population over 200,000, the Madison Area TPB is required to maintain a congestion management process (CMP) as part of its ongoing transportation planning process. The CMP is intended to address congestion based on a cooperatively developed and implemented metropolitan-wide strategy that provides for the safe and effective management and operation of the multimodal transportation system. Strategies and projects are to be reflected in the MPO’s long-range Regional Transportation Plan and Transportation Improvement Program. Strategies that manage travel demand, reduce single occupant vehicle (SOV) travel, and improve transportation system management and operations are all to be considered, as well as those that explicitly address bicycling and walking.

The Madison Area TPB has maintained a CMP, but it has been mostly focused on:

(a) using the regional travel demand model to project 20+ year future traffic volumes and identify major roadway capacity expansion needs consistent with the MPO’s policy to accept a Level of Service (LOS) D and to explore Transportation Demand Management (TDM) and Transportation System Management (TSM) strategies first; and
(b) supporting corridor and area studies to further analyze and develop more specific project level recommendations based on more detailed traffic operations modeling.

There has not been an ongoing coordinated, systematic inter-agency process in place for examining congested corridors and intersections where TDM strategies and lower cost targeted TSM improvements could enhance operation of the current transportation system. There also has not been a coordinated process in place for assessment of the effectiveness of implemented strategies and projects.

Federal Requirements

The current MPO CMP needs to be updated to meet the current Federal requirements, which require the CMP to include the following:

(1) Methods to monitor and evaluate the performance of the multimodal transportation system, identify the causes of recurring and non-recurring congestion, and identify and evaluate alternative strategies;
(2) Definition of congestion management objectives and performance measures to assess the extent of congestion and support the evaluation of the effectiveness of congestion reduction and mobility enhancement strategies for the movement of people and goods. The measures and the system performance deemed acceptable are to be cooperatively developed by the State, MPO, and local transportation officials.

(3) Establishment of a coordinated program for data collection and system performance monitoring to define the extent and duration of congestion, to contribute in determining the causes of congestion, and evaluate the efficiency and effectiveness of implemented actions;

(4) Identification and evaluation of the anticipated performance and expected benefits of appropriate congestion management strategies that will contribute to the more effective use and improved safety of existing and future transportation systems based on the established performance measures.

(5) Identification of an implementation schedule, implementation responsibilities, and possible funding sources for each strategy (or combination of strategies) proposed for implementation; and

(6) Implementation of a process for periodic assessment of the effectiveness of implemented strategies, in terms of the area’s established performance measures.

Figure 1 illustrates the congestion management process for the Madison MPO Planning Area.
Figure 1 - Applying the Federal CMP Guidance to Madison

**IDENTIFY CONGESTED LOCATIONS**
[Requires agreement on baseline performance measures]
- Beltline and Interstate System
- Urban principal and minor arterial streets
- Metro Transit and other area transit operators
- Bicycle and pedestrian modes

**IDENTIFY CAUSES OF CONGESTION**
- Inadequate main line capacity (v/c)
- Poor incident management (lane closures and duration)
- Inadequate intersection capacity (traffic volume, geometrics, and modal conflicts)
- Transit: impact of arterial congestion, inadequate service capacity to meet demand

**DEVELOP CONGESTION MANAGEMENT STRATEGIES**
- Transportation systems management (ITS, focused improvements at bottlenecks and intersections, transit signal priority, pedestrian separation)
- Improved regional incident management
- Regional travel demand management strategies
- Add transit facilities and service
- Add pedestrian and bicycle facilities
- Construct new roadway capacity

**IMPLEMENT STRATEGIES**
- Where do they fit in the Regional Transportation Plan?
- Where do they fit in Transportation Improvement Program priorities?
- What agency is responsible for implementing the strategy?

**MONITOR RESULTS**
- Develop performance measurement framework
- Agree to enhanced performance measures
- Assign responsibility for data collection and analysis
- Assess congestion regularly
Identifying Madison’s Congested Transportation Facilities

The geographic base for the CMP is primarily the Madison Metropolitan Planning Area as defined by the MPO. While Federal funds may be spent on functionally classified collectors, it is the intent that this CMP be applied to principal arterials and minor arterial streets within the Planning Area and only principal arterials in the outer Dane County area. The geography encompasses the service area of the Madison Metro and Monona Transit systems, as well as the primary generators of bicycle and pedestrian travel, and freight demand.

The first step in the CMP development is to identify existing congested facilities and transportation elements in the MPO Planning Area. Existing congestion measures on these facilities and services are described in Table 1.

Table 1 – Existing Transportation Performance Measures and Definitions

<table>
<thead>
<tr>
<th>Modes of Transportation</th>
<th>Performance Measure</th>
<th>Definition</th>
</tr>
</thead>
<tbody>
<tr>
<td>Principal Arterial Freeways</td>
<td>V/C</td>
<td>Measures the traffic volume on a roadway segment to the theoretical capacity. The V/C Ratio corresponds to a LOS for planning purposes.</td>
</tr>
<tr>
<td>Urban Arterials</td>
<td>V/C</td>
<td>A qualitative measure describing operational conditions.</td>
</tr>
<tr>
<td>Intersection</td>
<td>LOS</td>
<td>Measures the number of bus route trips per hour in a given direction on a roadway segment.</td>
</tr>
</tbody>
</table>

Metro Transit

<table>
<thead>
<tr>
<th>Performance Measure</th>
<th>Definition</th>
</tr>
</thead>
<tbody>
<tr>
<td>Ridership</td>
<td>Measures the number boardings per bus stop.</td>
</tr>
<tr>
<td>On-Time Performance</td>
<td>Measures the frequency that a bus arrives at or leaves a time point as scheduled.</td>
</tr>
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</table>

Bicyclist

<table>
<thead>
<tr>
<th>Performance Measure</th>
<th>Definition</th>
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</thead>
<tbody>
<tr>
<td>Capacity/Conflicts</td>
<td>Measures the volume to capacity of bike facilities</td>
</tr>
<tr>
<td>Facility Continuity</td>
<td>Measures the continuity of bicycle facilities and parallel routes</td>
</tr>
</tbody>
</table>

Pedestrian

<table>
<thead>
<tr>
<th>Performance Measure</th>
<th>Definition</th>
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</thead>
<tbody>
<tr>
<td>Capacity/Conflicts</td>
<td>Measures the capacity and conflicts at intersections and along paths</td>
</tr>
<tr>
<td>Facility Continuity</td>
<td>Identifies the continuity of sidewalks and multi-use trails/paths for pedestrians</td>
</tr>
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</table>

Crash Information

<table>
<thead>
<tr>
<th>Performance Measure</th>
<th>Definition</th>
</tr>
</thead>
<tbody>
<tr>
<td>Incident Frequency/Non-Recurring Congestion</td>
<td>Measures the number of incidents that result in a lane closure on a roadway segment.</td>
</tr>
</tbody>
</table>

Existing System Performance

Figure 2 illustrates the existing arterial roadways that are currently operating at ‘congested’ or ‘very congested’ conditions based on roadway segment volume to capacity ratios. Figure 2 also identifies existing problem intersections for traffic and transit operation due to high levels of congestion and/or modal conflicts.
Figure 2 - 2006 Arterial Roadway Congestion Levels
Figure 3 highlights Metro Transit route segments with chronic passenger overloading conditions during weekday peak periods when school is in session.
Figure 3 - Metro Transit Route Segments with Chronic Passenger Overloading Conditions
System Performance Measures

In order to better identify system operating condition deficiencies it is important to identify CMP performance measures that can be quantified based on reliable existing and new data sources that are relatable to the existing measures described in Table 1 but that are also more understandable to the traveling public. Table 2 identifies the set of performance measures and update cycle recommended for the Madison CMP. Many of these measures will require new data sources and a commitment to collect the data on a regular schedule through development of a sampling process on selected corridors or area wide over a specific time frame such as 3 or 5 years. The goal is to be able to evaluate trends in system performance as well as the effectiveness of congestion mitigation strategies.
## Table 2 – Performance Monitoring Plan

<table>
<thead>
<tr>
<th>Performance Measure</th>
<th>Data Type</th>
<th>Collector</th>
<th>Analyst</th>
<th>Archive Owner</th>
<th>Update Cycle</th>
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<tbody>
<tr>
<td>Freeway LOS</td>
<td>Freeway Volume</td>
<td>WisDOT</td>
<td>MPO</td>
<td>MPO/WisDOT</td>
<td>Tri-Annually</td>
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<tr>
<td>Freeway Travel Time</td>
<td>Freeway Volume</td>
<td>WisDOT</td>
<td>MPO</td>
<td>MPO/WisDOT</td>
<td>Floating Car: 3-5 Years Automated: Quarterly</td>
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<tr>
<td>Freeway Travel Time</td>
<td>Corridor/Segment Travel Time</td>
<td>MPO/WisDOT</td>
<td>MPO</td>
<td>MPO/WisDOT</td>
<td>Floating Car: 3-5 Years Automated: Quarterly</td>
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<td>Freeway Non-Recuring Delay</td>
<td>Crash Records</td>
<td>Dane County Sheriff/Police/TOPS Lab</td>
<td>WisDOT</td>
<td>MPO/WisDOT</td>
<td>Annually</td>
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<td>Freeway Non-Recuring Delay</td>
<td>Service Patrol Records</td>
<td>Dane County Sheriff/State Patrol</td>
<td>WisDOT</td>
<td>MPO/WisDOT</td>
<td>Annually</td>
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<tr>
<td>Freeway Incident Index</td>
<td>Incident Location, duration, lane closure</td>
<td>WISDOT, Dane County Sheriff</td>
<td>WisDOT</td>
<td>MPO/WisDOT</td>
<td>Annually</td>
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<td>Urban Arterial Street LOS</td>
<td>Traffic Volume</td>
<td>City of Madison/WisDOT</td>
<td>MPO</td>
<td>City of Madison/WisDOT</td>
<td>Tri-Annually</td>
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<tr>
<td>Urban Arterial Street Travel Time</td>
<td>Corridor Travel Time</td>
<td>Floating Car: MPO Automated: Private Vendor Data Source</td>
<td>MPO</td>
<td>MPO</td>
<td>3-5 Years on Selected Corridors</td>
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<tr>
<td>Urban Arterial Street Travel Time</td>
<td>Turning Movement traffic counts, signal timings, geometrics</td>
<td>City of Madison, WisDOT</td>
<td>City of Madison/WisDOT</td>
<td>City of Madison/WisDOT</td>
<td>Selected Intersections Each Year</td>
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<tr>
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<td>Crash Records</td>
<td>Dane County Sheriff/State Patrol/TOPS Lab</td>
<td>City of Madison/WisDOT</td>
<td>City of Madison/WisDOT</td>
<td>Annually</td>
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<td>Congestion Duration</td>
<td>Hourly Traffic Volume</td>
<td>WisDOT, City of Madison</td>
<td>City of Madison/WisDOT</td>
<td>City of Madison/WisDOT</td>
<td>Tri-Annually on Selected Corridors</td>
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<td>Transit On-Time Performance</td>
<td>Schedule Time vs. Actual Time</td>
<td>Metro Transit</td>
<td>Metro Transit</td>
<td>Metro Transit</td>
<td>Semi-Annually (once automated)</td>
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<td>Transit Demand/Capacity Ratio</td>
<td>Boarding and alighting counts</td>
<td>Metro Transit</td>
<td>Metro Transit</td>
<td>Metro Transit</td>
<td>Semi-Annually (once automated)</td>
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<td>Pedestrian Volume</td>
<td>Pedestrian Counts</td>
<td>City of Madison</td>
<td>City of Madison</td>
<td>City of Madison</td>
<td>As Needed for Projects</td>
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<td>Pedestrian Facility Continuity</td>
<td>Construction Project Records</td>
<td>MPO</td>
<td>MPO</td>
<td>MPO</td>
<td>Annually</td>
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<td>Bicycle Volume</td>
<td>Bicycle Counts</td>
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<td>City of Madison</td>
<td>City of Madison</td>
<td>Selected Intersections, Annually</td>
</tr>
<tr>
<td>Bicycle Demand/Capacity</td>
<td>Bicycle Counts</td>
<td>City of Madison</td>
<td>City of Madison</td>
<td>City of Madison</td>
<td>As Needed for Projects</td>
</tr>
<tr>
<td>Bicycle Facility Continuity</td>
<td>Construction Project Records</td>
<td>MPO</td>
<td>MPO</td>
<td>MPO</td>
<td>Annually</td>
</tr>
</tbody>
</table>

### Performance Measurement Targets

A critical step to integrate the long-range Regional Transportation Plan, Congestion Management Process, and project implementation through the Transportation Improvement Program and local Capital Improvement Programs is setting targets for each of the congestion performance measures. It is important to understand that targets do not in themselves establish priorities to guide investment in the transportation system. The MPO Plan and TIP development process will accomplish priority setting in terms of how congestion relief fits with safety, system preservation, and other modal
improvement needs in the Madison area. The CMP targets guide choices within the congestion goal area.

Targets can be adjusted over time, usually linked to updates of the long-range Regional Transportation Plan and CMP. In general, performance targets should relate directly to the priority assigned to congestion mitigation by mode and strategy. If, for example, improvement of transit service is a high priority objective, transit related performance targets would be more aggressive. The public will expect to see progress on the performance targets, so the MPO must commit to investing in the strategies and projects linked to achieving improved transportation system performance. In the future, the MPO may also choose to include a timeline with each target; for example, “reduce average incident clearance time on the Beltline by 15% within 3 years”. Each performance target may also be linked to baseline conditions, making it apparent how much progress is required to achieve the desired condition. Baselines may represent regional average or corridor-specific conditions. Regional transportation performance baselines may also be reported in terms of percent of mileage, routes, or locations at defined levels; “22% of intersections on urban arterial corridors are at LOS E”. Table 3 identifies the recommended initial performance targets for the Madison CMP performance measures.
Table 3 – Performance Targets

<table>
<thead>
<tr>
<th>Performance Measure</th>
<th>Threshold Goals</th>
<th>Monitoring Schedule</th>
</tr>
</thead>
<tbody>
<tr>
<td>Freeway LOS</td>
<td>LOS 'D'</td>
<td>Currently Implemented</td>
</tr>
<tr>
<td>Freeway Travel Time Index</td>
<td>1.25 (daily peak and non-peak travel time should not vary by more than 25 percent from average travel time due to congestion during any given time period)</td>
<td>Selected corridors beginning in 2013</td>
</tr>
<tr>
<td>Freeway Non-Recurring Congestion</td>
<td>70% of non-recurring congestion should not last longer than 30 minutes</td>
<td>Selected corridors beginning in 2013</td>
</tr>
<tr>
<td>Freeway Incident Index</td>
<td>Total lane-hours of closure/average weekday &lt; 2.0</td>
<td>Requires data tabulation beginning in 2012</td>
</tr>
<tr>
<td>Urban Arterial Street LOS</td>
<td>LOS 'D'</td>
<td>Currently Implemented</td>
</tr>
<tr>
<td>Urban Arterial Street Travel Time Index</td>
<td>1.30 (traffic speeds on 30-40 mph roadways should not experience incident related speed reductions of more than 30 percent)</td>
<td>Selected corridors beginning in 2013</td>
</tr>
<tr>
<td>Urban Arterial Street Incident LOS</td>
<td>LOS 'D' Overall</td>
<td>Selected Intersections beginning in 2012</td>
</tr>
<tr>
<td>Urban Arterial Street Non-Recurring Delay</td>
<td>Incident clearance average &lt; 1 hour</td>
<td>Requires data tabulation beginning in 2012</td>
</tr>
<tr>
<td>Congestion Duration</td>
<td>Peak hour traffic congestion should not exceed a duration of 1 hour</td>
<td>Selected corridors beginning in 2012</td>
</tr>
<tr>
<td>Transit On-Time Performance</td>
<td>Peak period bus trips for each route should leave the time points within 5 minutes of the scheduled time at least 90% of the time</td>
<td>System Wide 2013</td>
</tr>
<tr>
<td>Transit Demand/Capacity Ratio</td>
<td>Average of 125% of seating capacity (about 10 standees) over a 1 hour period. No Single trips over 150% of capacity</td>
<td>System Wide 2013</td>
</tr>
<tr>
<td>Pedestrian Volume</td>
<td>The number of pedestrians should increase by a minimum of 2% per year</td>
<td>As Needed for Projects</td>
</tr>
<tr>
<td>Pedestrian Facility Continuity</td>
<td>All arterials should have a sidewalk</td>
<td>Beginning in 2012</td>
</tr>
<tr>
<td>Bicycle Volume</td>
<td>The number of bicyclists should increase by a minimum of 2% per year at selected locations.</td>
<td>Currently implemented at 7 routes with more to be added in 2012</td>
</tr>
<tr>
<td>Bicycle Demand/Capacity</td>
<td>Bicycle paths should operate at a peak daily demand no greater than 90% of its capacity</td>
<td>Selected paths beginning in 2013</td>
</tr>
<tr>
<td>Bicycle Facility Continuity</td>
<td>All urban arterials should have bicycle accommodations and parallel routes where feasible.</td>
<td>Currently Implemented</td>
</tr>
</tbody>
</table>

Congestion Management Strategies

Transportation Demand Management (TDM) and Transportation System Management (TSM) programs encourage the use of alternative transportation modes and seek efficient public transportation systems. Transportation demand management initiatives attempt to reduce or spread out peak traffic demand patterns. These strategies and programs typically do not require large capital investments, but often require an ongoing commitment to support operation of the programs. In comparison, transportation system...
management strategies involve direct improvements to the operation or capacity of the transportations system to reduce traffic congestion and to increase efficiency of the transportation system. Implementation of TDM program initiatives and TSM strategies should generally be considered and implemented prior to major corridor capacity projects that provide additional all purpose traffic lanes and/or interchange reconstruction of existing at-grade intersections.

**Transportation Demand Management** (TDM) programs can be classified into two distinct but related activities: land use management and travel demand management. These strategies or programs help manage congestion by reducing the need to travel or the number of peak period trips on arterials by encouraging commuters to shift to shared-ride or other modes of travel or to trips that occur at a more efficient time, route or place.

**Land Use Planning Polices and Development Practices:** Land use, the spatial location of residential, employment, and other trip ends, is the primary controlling factor in transportation movement. Low density, single use development patterns increase dependence on cars, resulting in longer trip lengths, more vehicle-miles of travel, and ultimately traffic congestion. More compact development combined with mixed uses and connected streets can reduce trip length and frequency, offering at least a portion of the population an opportunity to live near where they work, shop, or meet other needs. This creates an environment supportive of travel by modes other than the automobile. The benefits of land use planning policies and pedestrian and transit supportive development do not result in short-term improvements, but require extensive time periods to realize the benefits as development occurs over time.

**Demand Management Programs:** Demand management programs provide information and incentives to reduce travel during peak periods. These include rideshare programs like Madison's Rideshare/Etc, parking policies such as preferential parking for people using car/vanpools, parking “cash out”, and provision of covered bicycle parking; free or reduced price transit passes; transportation allowances for transit; and guaranteed ride home programs.

It is understood that TDM programs are regional in nature, and that the impact on mitigating congestion on a specific corridor may be difficult to measure. They are still an important component of a congestion management program, because working to influence the travel behavior of individuals can have a long term impact.

**Transportation System Management** (TSM) involves actively managing the regional transportation system to effectively mitigate corridor congestion problems. These actions often require less capital investment than constructing new roadway capacity. Not only is constructing new lanes costly, it adds capacity that may be used for only a short time each day. It can also induce additional travel and negatively impacts the pedestrian and bicyclist level of service. Active management utilizes technology in a way that facilitates communication between drivers, vehicles, and the roadway environment to maximize the available physical capacity of the corridor. While the techniques differ between signalized urban arterial streets, freeways, and transit systems, the goal is the same. The more efficient the vehicle flow is, the better the existing corridor capacity is utilized. When travelers have good information about congested conditions, for example with respect to non-recurring congestion, they can make better decisions. Those individual decisions can collectively have a meaningful impact on congestion, particularly on
certain corridors such as the radial arterials leading to the downtown/UW campus area or through traffic in the Madison Planning Area. Transportation system management includes the use of intelligent transportation system technologies and operational system improvements.

Intelligent Transportation System (ITS) technology can be implemented on the following three systems:

- Freeway Management System
- Traveler Information System
- Public Transportation System

A freeway management system monitors traffic flow conditions on freeways, manages traffic entering the freeway system with ramp meters and during incident related traffic delays assists in reducing incident clearance time and provides information to motorists using message board systems so they divert their trip to alternative routes. A traveler information system can provide real-time guidance on route operating conditions via the internet. A public transportation system can use an automatic vehicle locator system to identify to bus passengers bus arrival times and allow dispatchers to adjust routes and schedules if necessary to minimize transit service delays.

Operational Improvements are implemented to decrease congestion and travel delays and includes the following strategies:

- Access Management
- Parking Modifications
- Traffic Signal Improvements
- Transit Priority Signal Operation
- Hard Shoulder Running
- Interchange and Intersection Improvements

Transportation Service Areas

To effectively plan for transportation improvements, it is necessary to understand the existing system performance based upon an evaluation of the agreed upon system performance measures. Each congested transportation corridor in the Madison area has been inventoried and its performance summarized based on its transportation characteristics with the corridors grouped into the following seven transportation service areas which are shown in Figure 3:

- East Isthmus
- Central/Near West
- North/Northeast
- West/Southwest
- Northwest
- East/Southeast
- South

Each area is comprised of several arterial corridors that have been identified as currently experiencing congested or very congested peak hour traffic operating conditions. The
CMP report describes each corridor’s traffic, transit, and pedestrian and bicycle operation and facility characteristics and any current programmed or planned transportation improvements.

**Figure 3 – Transportation Service Areas**

Monitor Strategy Effectiveness

A critical step in maintaining the Congestion Management Process is development of a system performance monitoring plan that all of the participating agencies agree upon. Performance measurement is not a one-time event, but rather an ongoing activity. This is how the MPO will monitor not only the ongoing performance of the region’s transportation system, but also the effectiveness of the strategies and projects that are put in place. By conducting performance updates on a regular schedule, the MPO and its member agencies can determine which strategies worked the best in mitigating specific types of congestion, and which had the least impact. This will in turn identify the best actions in subsequent CMP, Transportation Improvement Program, and Long Range Plan updates.
Establishing Project Priorities

The Congestion Management Process does not in itself establish priorities for the Madison MPO or its member agencies as projects are selected for inclusion in the Transportation Improvement Program or local capital improvement programs. Nor does the CMP require that a certain proportion of available federal or state funds be spent on congestion mitigation. What the CMP does provide is a credible framework for weighing congestion relief projects against one another in terms of effectiveness. It also provides a more level playing field on which to compare these projects to those that are primarily safety or state of good repair. While there are longstanding data collection and performance measures for pavement and bridge sufficiency, as well as a crash record system, congestion is more difficult to measure and most often addressed on a project specific basis. Having regional performance measures and targets can make it easier for decision makers to direct their investment choices.

As with each element of the CMP, establishing priorities must reflect the goals and objectives of the MPO's long range regional transportation plan. The Madison MPO's Transportation Plan 2030 states explicitly that managing roadway operations should be addressed first through improved transportation system operation and transportation demand management, with construction of new roadway capacity considered only as a last option. There is also strong support in the 2030 Plan for improving public transit service, and for bicycling and walking as important modes of travel. This is important, since the CMP is required to include a multi-modal perspective of the region's transportation needs.

The following is the MPO’s general hierarchy of congestion management strategies

1. Strategies that eliminate peak period vehicle trips through land use changes or other actions like flexible work hours or telecommuting.
2. Strategies that eliminate peak period vehicle trips by causing a mode change from auto to transit, cycle, or pedestrian mode.
3. Strategies that increase auto occupancy by encouraging ridesharing.
4. Strategies that improve the operation of the existing roadway system, making it more efficient for all users.
5. Strategies that add roadway capacity, primarily at bottlenecks or other strategic locations.

Because the CMP is a process, priorities can also evolve through subsequent cycles of long-range plans that may change the governing goals and objectives, or through modification of the TIP development process, as the MPO Board reassesses the importance of congestion mitigation against other investment priorities.

The analysis of current conditions demonstrates that congestion is an issue in much of the Madison metropolitan area. Within each of the transportation corridor areas, there are a number of roadway corridors that have been identified by the MPO as congested or very congested. Based on sample transit on-time performance data it is clear that arterial street congestion is having a significant impact on bus operations. Transit schedules have been adjusted over the years to factor in the increased congestion with longer travel times. The transit system itself has capacity issues, which Madison Metro addresses by assigning extra buses to routes on either a predetermined or as needed basis to respond to high passenger loads. Bicycling and walking comprise a larger percentage of travel in Madison than in most metropolitan areas, and there is potential
for continuing to increase their mode through provision of more continuous facilities. This will also reduce conflicts with motorized transportation modes. Finally, based on classification counts, there are a significant percentage of trucks, particularly on the Interstate highways. Whether they are related to regional commerce or are through movement, Interstate and other principal arterial roadway congestion is affecting the efficiency of freight movement.

**Recommended Actions**

Based on the analysis of current conditions and the MPO's goals and objectives and hierarchy of strategies, the following actions for travel demand management, transportation system management and operations, and new capacity construction are proposed for consideration:

**Travel Demand Management (TDM):** Managing travel demand to reduce peak period automobile travel is important in the Madison MPO's CMP priorities. TDM strategies are generally regional in nature, making the impact on congestion in a specific corridor hard to measure. There is no question, however, that TDM is an important part of the overall congestion mitigation package.

- **Coordination of Transportation Investments and Land Use**
  Coordinate regional transportation investments with land development to promote mixed use infill and (re)development, particularly along transit corridors, to maximize accessibility to jobs and services;

- **Promotion of Alternatives to SOV Travel**
  The MPO’s Rideshare/Etc works in partnership with the City of Madison, Dane County, Metro Transit, the State Vanpool program, and major employers. It is a truly comprehensive TDM program, encompassing carpool and vanpool matching, guaranteed ride home, park & ride, and related services. A continuing commitment to the program is important, including being responsive to changing conditions like fuel and parking prices that may make people more amenable to ridesharing. Opportunities to expand the region’s TDM initiatives should be explored and evaluated by the MPO from successful examples in other communities. Local units of government should also be encouraged to adopt TDM requirements for large commercial developments.

- **Enhancing Metro Transit Service**
  Like transit operations nationwide, Metro Transit struggles with finding budgetary resources to operate as much service as is needed. Major transit enhancement needs include the addition of suburban commuter and express services and higher service frequencies in high volume corridors. Finding the funding for improving service and developing a truly regional system is extremely difficult, if not impossible, under the existing transit finance and governance system. A dedicated source of transit funding is needed, and until that is implemented through a regional transit authority or other means, only modest incremental improvements to the system will likely be possible.

- **Providing Safe and Convenient Bicycle Travel**
  Another way to reduce automobile travel is to make bicycle travel more attractive. It is noted in the corridor analysis that there are a number of congested corridors with incomplete bicycle accommodations and/or no good parallel route. Bicycle facilities have been provided as part of almost all urban arterial street projects for many years
with the exception of some capacity constrained corridors. Efforts should be continued to create a continuous bicycle facility network and implement the MPO’s regional bikeway plan with an emphasis on congested corridors.

**Transportation Systems Management and Operations (TSM):** Active operation of the regional transportation system is already recognized in the Madison LRTP objectives as an important strategy to mitigate congestion. Making this a high priority demonstrates the understanding that good operations can increase the capacity of roadway-based modes without constructing new lanes.

**Roads:**

- **Transportation Operations Infrastructure Plan (TOIP) Implementation.** By creating this plan, WisDOT has demonstrated an understanding that deploying a very robust system of ITS devices in the Madison region is important. Since this forms the backbone of improved operations, improved traveler information, and provision of data for performance measurement, implementation is a high priority. It is understood that TOIP project elements must compete with other needs for funding.

- **Enhanced Regional Incident Management Plan.** The National Traffic Incident Management Coalition has adopted a National Unified Goal for managing roadway incidents. The goal encompasses responder safety, quick clearance, and interoperable communications. Reducing the number and duration of lane closures reduces the amount of congestion caused by a roadway crash or other incident, as well as the likelihood of a secondary crash when unsuspecting motorists come upon the back of a queue. Having the response agencies, including police, fire, EMS, WisDOT and local transportation agencies, and towing all sharing a standard protocol that emphasizes quick clearance without compromising responder safety, can do a great deal to accomplish this goal at very little cost.

- **Traffic Signal Operations.** The City of Madison should be recognized for the excellent job they do to continually optimize the operation of its traffic signals. There may be room for significant improvement only in terms of working with other outlying jurisdictions and WisDOT. However, additional data through travel time and delay studies and corridor and intersection analyses may assist in identifying opportunities for spot improvements and fine tuning signal operations.

**Transit:**

- Transit operations will be helped by employing strategies that will improve on-time performance of buses on routes along congested arterial streets. The first strategy involves transit signal priority at key intersections, in which buses that are running behind schedule can be given extended green time to clear the intersection. This can be combined with queue-jumper lanes, where space is available. These permit the bus to approach an intersection in a special lane so it can bypass congestion and also take full advantage of the priority signal timing. ITS technology is available, using the on-board AVL to match the bus to its schedule at predetermined time points, so only buses running late will be granted priority. Because Madison does such a good job optimizing signals, it must be
understood that transit priority is a trade off in which there will be slightly less capacity for auto movement.

**Constructing New Capacity:** Adding general purpose travel lanes to a roadway or other major capacity expansion projects is the lowest in the MPO’s hierarchy of strategies to address congestion. It is general policy to consider such projects only after implementing TDM and TSM strategies. However, to the extent that bottleneck relief can be provided through focused construction, for example at interchanges or intersections, it is reasonable to include this as a higher priority action.

This is not taken to mean that construction of new capacity is something that will not be considered unless there is a severe congestion problem. There are contexts other than congestion management that influence decision making as projects are developed. Changing land use patterns, for example, that influence demand may properly lead to widening of two lane roads as they begin to serve traffic from developing areas.

**Implementing Priority Actions**

As the Madison MPO and its member agencies that own and operate transportation facilities select projects, programs, and strategies from among the priority action lists, the MPO must be cognizant of issues of schedule, funding, and responsible agency. Those actions which are selected for Federal funding will become candidates in subsequent rounds of updating the Transportation Improvement Program. Other actions may be progressed by local, regional, and state agencies without Federal aid; while the MPO may not have direct decision making authority over these actions, they are still an important part of the CMP.

Because Congress has not acted to reauthorize the programs of the Federal Highway Administration and Federal Transit Administration, there is a great deal of uncertainty about the ability of the MPO to add projects to its TIP in forthcoming updates. Recognizing uncertainties regarding available funding, the CMP proposes the following general implementation schedule for projects and strategies: Ongoing, short-term actions (1-5 years) and mid-term actions (6-10 years). While longer term strategies may be identified in upcoming and subsequent updates of the long range plan, these can be incorporated through the CMP updating process. Since the Madison MPO has an adopted TIP covering the years 2011-2015, the short term element of the CMP are projects programmed in the TIP that have congestion mitigation elements along with ongoing area-wide TDM programs and TSM strategies. The CMP report includes an implementation schedule table that lists of these projects, programs, and strategies.

Other implementation considerations for the CMP include:

1. Adoption of a target goal that 10 percent of the total cumulative funds for TIP roadway projects be utilized for TSM/Safety projects and project elements.
2. All congestion mitigation projects should include a before/after data collection analysis effort to measure their effectiveness on CMP performance. A small portion of overall project resources should be allocated for this analysis.
3. MPO staff and funding resources shall be dedicated to collect data on a prescribed schedule to provide performance measure information required for the Madison CMP as part of its annual Work Program.
4. The CMP Committee should investigate the feasibility, benefits and costs of developing an urban arterial street incident response program that involves coordination with EMS, fire, police, traffic engineering staffs and an arterial traffic control response team to mitigate traffic congestion problems related to incidents on capacity constrained arterial street segments.

Integration into the Regional Plan

Once the Congestion Management Process is adopted, it will be directly linked to the MPO’s long-range Regional Transportation Plan (RTP). The current Regional Transportation Plan 2030 was cited previously as the source of the goals and objectives of this CMP. While it is the intent of the MPO that the Regional Transportation Plan 2035 is a minor update, the timing is such that the CMP can be incorporated by reference. Subsequent RTP updates will offer the opportunity to thoroughly review the Madison MPO’s approach to multi-modal congestion mitigation. The next update will have the benefit of a number of years of experience with the CMP and the outcomes of implemented strategies and potential new data sources.

This entire approach fits well with the new national focus on outcome-oriented, performance based planning. As noted throughout, congestion mitigation is amenable to the application of performance measurement in a way that requires the MPO and its member agencies to shift their attention from agency oriented outputs to user oriented outcomes. The CMP can form the basis for looking at other elements of transportation investment in the same way.

Update Process

Once adopted, it becomes the responsibility of the MPO in cooperation with member agencies to implement the Congestion Management Process, which in turn means that there must be a regular update cycle. First, using the Performance Monitoring Plan, the MPO is expected to periodically share with its Board members and the public the state of the regional transportation system. This will be done through the MPO’s website and an annual trends report. Each performance measure is reported, as it is updated, which may range from quarterly to annually. An annual CMP report should be issued, which documents not only performance, but also the projects that have been completed that were identified in the CMP, and the congestion mitigation strategies that have been put in place, have been maintained, or have been rescinded because they were determined to be ineffective. This annual update should also identify the following year’s list of projects and strategies.

The Transportation Improvement Program (TIP) is another important MPO action that is linked to the CMP. Because the Madison MPO updates its TIP every year as a rolling five-year capital program, there is an opportunity to match projects identified in the CMP with programming opportunities in the TIP. As reviewed earlier in the report, the TIP includes all projects to be funded under programs of the FTA and FHWA. Consequently, the TIP provides the vehicle for implementing transit and roadway improvements, including ITS deployments, identified in the CMP.

The Madison MPO should adopt a procedure in which an annual CMP update is completed prior to and coordinated with the annual TIP update.
While the Madison MPO will generate a CMP report each year, and coordinate implementation with TIP development, it is most appropriate to link a full update of the CMP with the update of the long-range Regional Transportation Plan. The CMP must incorporate the goals and objectives of the Plan. The Plan includes land use, economic, and travel baseline data and forecasts, which are updated with each cycle. Each Plan update also provides an opportunity for decision makers to consider modifications to the goals and objectives for the regional transportation system. Once all of this is in place, it is appropriate to revisit the CMP so that it will continue to reflect what the MPO expects to accomplish in terms of congestion mitigation. As such, the MPO should program funds to update the CMP in the year following the Plan update.

**Conclusion**

The Madison MPO has the responsibility to satisfy Federal planning regulations that require an updated congestion management process. The current Madison CMP focuses on identifying existing and future LOD ‘D’ operating deficiencies in the existing Planning Area transportation system which includes freeway and arterial streets, transit, freight, pedestrian and bicycle systems. The Federal regulations require an updated CMP to include development of congestion management performance measures and mitigation strategies for these transportation system elements that allow for regular evaluation of the effectiveness of the implemented congestion mitigation strategies. Each performance measure is required to have a target goal that can be refined in successive CMP updates. The CMP performance measures have been developed based on the need for operational characteristics that are easily understood by the public and provide consistency with existing MPO goals and objectives and national practice.

This report presents a preliminary set of performance measures and target goals based on existing Madison area transportation related data sources. In many cases, the data collection will require additional efforts for data tabulation and analysis as well as data collection resources to expand existing sample data information developed for this report. It will be necessary for the MPO and its partner agencies to increase their efforts in data collection required by each performance measure.

It is important that the adopted performance measure evaluation be considered as an additional information source in the setting of project priorities in the selection of TIP projects. The Madison MPO should adopt a procedure in which an annual CMP report is completed prior to the annual TIP update. The mitigation strategies in this report reflect both demand management (TDM) including land use development goals of the long-range plan and transportation system management (TSM) initiatives. The next update of this CMP will have the benefit of a number of years of experience with the CMP and the outcomes of implemented strategies and potential new data sources. Subsequent long-range plan updates will provide an opportunity to review the MPO’s approach to congestion mitigation.
Re:

**Staff Comments on Item:**
A presentation on the draft CMP will be made to the MPO Board at the meeting. The draft CMP report is also being provided to the Board for review. The draft report has been developed with the oversight and assistance of the newly created Congestion Management Committee, which includes staff representatives from FHWA, WisDOT Central Office and SW Region Offices, Dane County, City of Madison Traffic Engineering and Engineering, and Metro Transit. It reflects the comments of the committee as well as comments received at presentations to the MPO’s Technical Coordinating Committee and City of Madison Long-Range Transportation Planning Committee.

It is anticipated that the draft report will be sent out for public review and comment on September 12 or 13. A public information meeting will be scheduled for late September. A public hearing will be held at the Board’s October 5 meeting. Depending upon comments received, the Board could choose to adopt the CMP report at that meeting or wait until the November meeting to take action.

**Materials Presented on Item:**
None

**Staff Recommendation/Rationale:**
Staff recommends approval to release the draft Congestion Management Process report for public review and comment.