Purpose of the Regional Transportation Plan Update

The Madison Area Transportation Planning Board (TPB) is responsible for the development and maintenance of the long-range Regional Transportation Plan (RTP) for the Madison Metropolitan Planning Area. The RTP must be updated every five years and provide for a minimum 20-year planning horizon. The Madison Area TPB adopted the current RTP 2030 in November 2006. A supplement was adopted in November 2007 to make the RTP fully compliant with the planning requirements in the Safe, Accountable, Flexible, Efficient, Transportation Equity Act: A Legacy for Users (SAFETEA-LU) and corresponding regulations that were finalized in February 2007.

This RTP update, which extends the planning horizon year out to 2035, is intended to serve as a minor update to the plan to account for new and modified land use plans, growth and development, new population, employment, and traffic forecasts, and other changes and trends affecting the transportation system since the RTP 2030 was adopted in 2006. The next major update of the plan is scheduled to be initiated in 2013-14 and completed by 2016.

The RTP is an integrated, multi-modal system plan that provides the overall framework for transportation planning and investment decision making in the region. It identifies transportation projects and strategies or actions to be implemented. The RTP is further refined and detailed through area or corridor studies, mode-specific plans such the bicycle transportation plan and transit development plan, and other short- to mid-range planning efforts such as the MPO’s new congestion management process. These other planning efforts provide additional detailed recommendations and improvement projects to be included in the 5-year Transportation Improvement Program (TIP), updated annually by the Madison Area TPB.

The Madison Area Transportation Planning Board

As the designated Metropolitan Planning Organization (MPO), 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. MPOs are required by federal law and regulations in all urban areas of 50,000 or more in population as a condition of spending federal highway and transit funds. 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 the region’s land use, economic, and environmental goals and plans.
The Madison Area TPB was created through an agreement between the Governor, City of Madison, and other municipalities in the Madison Urban Area making up over 80% of the population. The agreement, which became effective May 2, 2007, redesignated the MPO for the Madison Urban Area. The Madison Area TPB assumed the responsibility to conduct transportation planning and programming for the Madison Metropolitan Area from the previous MPO, the Madison Area MPO, following the MPO’s reorganization that restructured the MPO Policy Board. MPOs have served the Madison area since 1973.

Madison Metropolitan Planning Area

The Madison Metropolitan Planning Area consists of the City of Madison and the Madison Urban Area, including all or portions of 27 cities, villages, and towns that are likely to become urbanized within the next 25-year planning period (see Figure 1). In addition to areas likely to become urbanized, the planning boundary also includes other areas that are important from a transportation perspective such as corridors where potential roadway improvements are located that may have significant impacts on regional travel patterns. The planning area covers approximately 312 square miles (excluding the lakes). The 2000 Census population within the planning area was 350,247, 82% of the countywide total of 426,526. The 2010 Census population for this same area was 401,810, 82% of the countywide total of 488,073.

Within the Madison Metropolitan Planning Area lies the Madison Urban Area (also shown in Figure 1). The urban area is based on the urbanized area defined by the U.S. Census Bureau based primarily on population density. Following the delineation of the urbanized areas after each decennial Census, MPOs, in cooperation with State and local officials, make any needed adjustments to the urbanized area (e.g., to maintain continuity of peripheral transportation routes) and set new planning area boundaries. The new urban area and planning area boundaries must then be approved by the State and the Federal Highway Administration. Following the release of the new 2010 urbanized area boundaries by the U.S. Census Bureau in 2012, the Madison Area TPB will initiate the process to set the new 2010 urban area and planning area boundaries.

While the application of the federal metropolitan planning and programming requirements only applies to the Metropolitan Planning Area, the MPO plans for the Madison area have always covered the entire county and as well as accounting for commuting patterns in the larger multi-county region.

Governance Structure

The Madison Area TPB is governed by a 14-member Policy Board appointed by the local units of government within the Metropolitan Planning Area, Dane County, and the Wisconsin Department of Transportation (WisDOT). The City of Madison Mayor appoints six members, the Dane County Executive appoints three members, the mayors and presidents of the other cities and villages
appoint three members, one member is appointed by the towns, and the WisDOT Secretary appoints one member. Two-thirds of the local and county appointments must be elected officials. Any non-elected persons must be “officials of public agencies that administer or operate major modes of transportation” in the metro area (e.g., transit manager, member of local land use or transportation commission).

Responsibilities

As the MPO for the Madison Metropolitan Area, the Madison Area TPB is charged with carrying out a cooperative, continuous, and comprehensive planning process for setting transportation policy and making transportation investment decisions. To maintain the federally-certified planning process required by the USDOT in order to receive federal transportation funding, the MPO must at a minimum produce and maintain three major products:

1. Long-Range Regional Transportation Plan (RTP)

   The RTP provides a 20-year perspective of existing and projected transportation system capabilities, needs, and associated objectives, as well as recommended policies and actions to meet these objectives. The RTP serves as a framework for guiding federally-funded transportation planning and investment decision making. It must be updated every five years.

2. Unified Planning Work Program (UPWP)

   This document programs federally-funded transportation planning activities to further develop the policies and actions contained in the RTP into concept-level projects and programs. The UPWP allocates funding for both specific planning projects (e.g., corridor studies, strategic plans for public transportation, etc.) and ongoing programmatic activities (e.g., travel demand modeling, transportation planning assistance, etc.). The UPWP is updated annually.

3. Transportation Improvement Program (TIP)

   The TIP identifies and schedules specific transportation improvements and programs that will receive federal transportation funding over the next four years. Projects included in the TIP are based on the RTP and typically emerge from recommendations identified in studies and programs in the UPWP and infrastructure needs identified by member agencies. The TIP must be four years and must be updated every two years. The Madison Area TPB prepares a 5-year TIP (with the last year informational) and updates it annually.

In addition to completing these three major products, the Madison Area TPB also undertakes various other USDOT-mandated activities and programs. Examples include development and implementation of a Public Participation Plan and a Congestion Management Process (CMP). (See page 67 for more information on the CMP, which was adopted by the Madison Area TPB in October 2011.) The MPO also provides assistance to local units of government in areas such as travel demand forecasting and bicycle and pedestrian planning.

All MPO activities are responsive to mandates and guidelines including, but not limited to, the Americans with Disabilities Act, Title VI of the Civil Rights Act of 1964, and environmental justice considerations.

The framework established in this RTP Update, the selection of planning activities carried out through the UPWP, the investment decisions programmed in the
TIP, and all other activities and programs conducted by the MPO are wholly consistent with the MPO’s goals and objectives. These goals and objectives reflect local and regional objectives within the context of the eight major transportation planning factors established by the federal Safe, Accountable, Flexible, Efficient Transportation Equity Act: A Legacy for Users (SAFETEA-LU).

Federal Transportation Legislation and Transportation Planning Requirements

Safe, Accountable, Flexible, Efficient Transportation Equity Act: A Legacy for Users (SAFETEA-LU)

The current federal transportation legislation – SAFETEA-LU – was enacted in 2005. With guaranteed funding for highways, highway safety, and public transportation totaling $244.1 billion, SAFETEA-LU represented the largest surface transportation investment in U.S. history. SAFETEA-LU built on the foundation of the prior two surface transportation bills, ISTEA and TEA-21, providing funding and a refined programmatic framework for investments needed to maintain and enhance transportation infrastructure. ISTEA, which was passed in 1991, significantly changed transportation planning and policy, presenting an intermodal approach to highway and transit funding with collaborative planning requirements. The legislation gave significant additional powers to MPOs. It also established a variety of new programs for funding transportation improvements and substantially increased the flexibility of federal transportation funds to be used for all modes of transportation. TEA-21, which was adopted in 1998, maintained the same policies, planning process, and funding programs established in ISTEA. SAFETEA-LU expired in 2009 and is under extension until new federal transportation legislation is approved by Congress.

SAFETEA-LU Planning Factors

The SAFETEA-LU legislation outlines the requirements for the regional transportation planning process including the designation of Metropolitan Planning Organizations (MPOs) to oversee this process in metropolitan areas. The SAFETEA-LU legislation expanded the planning factors MPOs and states should consider when developing their RTPs to include two new additional factors: transportation security and the environment. The security factor is now a stand-alone factor where before it had been combined with another planning factor. The scope of the environmental factor was expanded to include integration of transportation planning with planned growth and development of metropolitan areas.

The metropolitan transportation planning process is required to provide for consideration and implementation of projects, strategies and services that will:

1. Support the economic vitality of the United States, the states, non-metropolitan areas, and metropolitan areas, 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 and economic development patterns;

6. Enhance the integration and connectivity of the transportation system across and between modes through the state, for people and freight;

7. Promote efficient system management and operation; and

8. Emphasize the preservation of the existing transportation system.

SAFETEA-LU New Emphasis Areas

SAFETEA-LU resulted in some changes to the transportation planning process. The more significant changes include:

Change from a Public Involvement Plan to a Participation Plan

Since the enactment of ISTEA in 1991, MPOs have been required to develop and utilize a proactive public involvement process that provides complete information, timely public notice, full public access to key decisions, and supports early and continuing involvement of the public in developing metropolitan transportation plans. SAFETEA-LU expands the public involvement provisions by requiring MPOs to develop and utilize “participation plans” that are developed in consultation with an expanded list of “interested parties.” The previous requirement for a “Public Involvement Plan” was introduced through the rulemaking process; the new requirement for a “Participation Plan” is now in law.

Previously existing requirements were largely retained. Additional emphasis was placed on extensive stakeholder “participation” to:

- Hold public meetings at convenient and accessible locations and times;
- Employ visualization techniques to describe long range regional transportation plans and Transportation Improvement Programs; and
- Make public information available in electronically accessible formats and means (like the Internet).

The Madison Area TPB’s Public Participation Plan was adopted in 2007. In 2012 an evaluation of the current public involvement process will conducted and an update of the plan will be prepared.

Consider environmental mitigation in transportation planning

SAFETEA-LU requires that the adopted metropolitan transportation plan contain a discussion of potential environmental mitigation activities (area-wide, not project specific). This is a new requirement and should be developed in consultation with federal, state, and tribal regulatory agencies responsible for land management, wildlife, and other environmental issues. The interaction with other agencies to achieve environmental mitigation is a logical part of the larger “consultation” effort discussed in the next section.
Increased consultation with agencies and officials responsible for other planning activities affected by transportation

Metropolitan planning under SAFETEA-LU requires increased consultation with a diverse array of agencies and officials responsible for other planning activities affected by transportation. It is suggested that state and local governments, Indian tribes, and private agencies responsible for the following areas be contacted:

- Economic growth and development
- Environmental protection
- Airport operators
- Freight movement
- Land use management
- Natural resources
- Conservation
- Historical preservation
- Human services transportation providers

Changing from a Congestion Management System/Plan to a Congestion Management Process

This planning process change requires making the Congestion Management Process (CMP) in MPO areas of greater than 200,000 people (like the Madison MPO region) a more integral part of developing the long-range Regional Transportation Plan (RTP) and Transportation Improvement Program.

The steps toward integration include a common set of goals and objectives and performance measures between the CMP, the RTP, and the transportation system operational and management strategies for a region. Items such as the regional Intelligent Transportation System (ITS) architecture and the prioritization process for improvement to be included in the RTP and TIP should be consistent and seamless with the CMP. As part of developing the CMP, planners should be working in collaboration with others in the region, including public transportation operators, and state and local operations staff.

The Madison Area TPB adopted a new CMP meeting all federal requirements in October 2011.

Other Significant Recent Federal Legislation and Programs


In February 2009, Congress passed the American Recovery and Reinvestment Act of 2009 (ARRA), which was signed into law by President Obama. The Act, which was intended to be a direct response to the national economic crisis, provided tax cuts and benefits to citizens and businesses; increased funding for education, health care and entitlement programs (e.g., unemployment benefits); and billions of dollars for federal contracts, grants and loans. For transportation projects, the Recovery Act provided $27 billion to states, local communities and transit agencies to repair roads and bridges, enhance transit services, and support non-motorized transportation projects.

Table 1 lists the ARRA funded projects in the Madison Metropolitan Planning Area.
### Table 1
Projects Approved for American Recovery and Reinvestment Act (ARRA) Funding

<table>
<thead>
<tr>
<th>Primary Jurisdiction/Project Sponsor</th>
<th>Project Description</th>
<th>Fed. Cost Est. ($000s)</th>
<th>Federal Funding Program</th>
</tr>
</thead>
<tbody>
<tr>
<td><strong>Transit Projects</strong></td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td>Metro Transit (City of Madison)</td>
<td>Section 5307 Urbanized Area Formula Program Grants Projects</td>
<td>$8,807</td>
<td>s. 5307</td>
</tr>
<tr>
<td></td>
<td>40-foot Low Floor Buses (up to 19)</td>
<td></td>
<td></td>
</tr>
<tr>
<td></td>
<td>30-foot Low Floor Buses (up to 4)</td>
<td>$480</td>
<td></td>
</tr>
<tr>
<td></td>
<td>ITS Equipment (Security Cameras)</td>
<td>$150</td>
<td></td>
</tr>
<tr>
<td></td>
<td>Transit Enhancements (Electronic Display Signs)</td>
<td>$30</td>
<td></td>
</tr>
<tr>
<td></td>
<td>Accessible Vehicle (1) (for City of Stoughton)</td>
<td>$35</td>
<td></td>
</tr>
<tr>
<td></td>
<td>Shared -Ride Taxi Service</td>
<td></td>
<td></td>
</tr>
<tr>
<td></td>
<td>Total $9,502</td>
<td></td>
<td></td>
</tr>
<tr>
<td>Metro Transit (City of Madison)</td>
<td>Section 5309 fixed Guideways Program Grant Projects</td>
<td>$243</td>
<td>s. 5309</td>
</tr>
<tr>
<td></td>
<td>40-foot Low Floor Buses</td>
<td></td>
<td></td>
</tr>
<tr>
<td><strong>Bicycle Project</strong></td>
<td>West Branch Starkweather Creek Path II</td>
<td>$2,640</td>
<td>EN</td>
</tr>
<tr>
<td>City of Madison</td>
<td>Construct path from Commercial Ave. to Aberg Ave. and ped/bike overpass of Aberg Ave.</td>
<td></td>
<td></td>
</tr>
<tr>
<td><strong>Roadway Projects</strong></td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td>City of Madison</td>
<td>Mineral Point Road/CTH S (Pleasant View Rd. Intersection) and Pleasant View Rd. Extension</td>
<td>$3,075</td>
<td>STP-U</td>
</tr>
<tr>
<td></td>
<td>Construct roundabout at intersection and extend Pleasant View Rd. south 0.7 miles</td>
<td></td>
<td></td>
</tr>
<tr>
<td>City of Madison</td>
<td>CTH M (Valley View Rd./Pleasant View Rd. ext. Intersection) and Pleasant View Rd. Extension</td>
<td>$3,500</td>
<td>STP-U ($2,012 in ARRA $)</td>
</tr>
<tr>
<td></td>
<td>Construct roundabout at intersection and extend Pleasant view Rd. north 0.05 miles</td>
<td></td>
<td></td>
</tr>
<tr>
<td>City of Madison and Dane County</td>
<td>University Avenue/CTH MS (Segoe Rd. to Shorewood Blvd.) Pavement Replacement</td>
<td>$3,495</td>
<td>STP-U</td>
</tr>
<tr>
<td>Dane County</td>
<td>CTH K (CTH M to CTH Q) Resurfacing with paved shoulders</td>
<td>$590</td>
<td>STP-R</td>
</tr>
<tr>
<td>Dane County</td>
<td>CTH N (Bridge over Yahara River) Bridge Replacement</td>
<td>$816</td>
<td>BR</td>
</tr>
<tr>
<td>City of Middleton</td>
<td>Allen Blvd./CTH Q (Lake St. to Century Ave./CTH M) Improve Intersection Area, Realigning Lanes and Widening Median</td>
<td>$280</td>
<td>STP-U</td>
</tr>
<tr>
<td>City of Verona</td>
<td>N. Nine Mound Road (Acadia Way to Meister Rd.) Reconstruction to Urban Cross-Section w/ Bike Lanes</td>
<td>$935</td>
<td>STP-U</td>
</tr>
<tr>
<td>WisDOT</td>
<td>Interstate 94 (I-39/90 ti CTH N) Reconstruction and expansion to 6 lanes. Includes expansion of Sprecher Rd. to 4 lanes from Milwaukee St. to CTH T, widening Sprecher Rd. and CTH N bridges, and adding new underpass for Milwaukee St. extended, and PNR lot off CTH N.</td>
<td>$49,582</td>
<td>NHS</td>
</tr>
<tr>
<td>WisDOT</td>
<td>CTH N (Bridge over Yahara River) Bridge Replacement</td>
<td>$650</td>
<td>NHS</td>
</tr>
</tbody>
</table>
In addition to the formula funding provided for transportation projects and services under the Recovery Act mentioned above, Title XII of the Recovery Act appropriated an additional $1.5 billion for Supplementary Discretionary Grants for a National Surface Transportation System. These grants were awarded to state and local governments and transit agencies on a competitive basis for capital investments in surface transportation projects that would have a significant impact on the nation, a metropolitan area or a region. All TIGER funds from the first round of this discretionary program need to be expended by September 30, 2011. No Madison-area projects were awarded a TIGER grant under the first round of funding.

A second round of TIGER discretionary funding, known as the TIGER II program, was authorized by the USDOT as part of the FY 2010 federal Appropriations Act (Pub. L. 111-117, Dec. 16, 2009). This appropriation, which awarded $600 million in grant funds, is similar but not identical to the appropriation for the “TIGER Discretionary Grant” program authorized and implemented under the Recovery Act of 2009. As with the TIGER program, funds for the TIGER II program were awarded on a competitive basis for transportation projects that will have a significant impact on the nation, a metropolitan area or a region.

In October 2010, the City of Madison was awarded a TIGER II discretionary grant for a planning project in the southeast part of the CBD, which will place an emphasis on transit-oriented development. The project will develop a master plan for the larger 12-block area and also develop a conceptual and schematic development design, architecture, engineering, and an environmental assessment for the Block 105 area where the Government East parking ramp is located. The ramp, which is falling apart, is planned to be replaced with underground parking under Block 105, Pinckney Street, and Block 88, where the MMB is located, allowing for mixed-use development on the two blocks. Potential uses include a hotel, office, retail, affordable housing, and a bike center/station. The planning process had originally included the high-speed rail station which was to be located in the State Dept. of Administration building across Wilson Street from Block 105, but Governor Walker’s decision to refuse the federal funding for the high-speed rail project put plans for high-speed rail on hold. The master plan will also evaluate opportunities for improving links to existing transportation facilities, the bus system, and the Monona Terrace Convention Center.

A third round of TIGER grants totaling $527 million was authorized by the USDOT as part of the FY 2011 federal Appropriations Act (Pub. L. 112-010, April 15, 2011). WisDOT applied for funding to help fund the Verona Road (USH 18/151)/West Beltline interchange project. The funding would
have been used for the planned jug handle intersection at Summit, the grade-separated crossing of Verona Road, and the pedestrian/bike underpass south of the Beltline interchange. The City of Middleton applied for funding for the first phase of a proposed multi-modal transportation center southwest of the USH 12 and USH 14/University Avenue interchange. Neither project was awarded funding.

**Sustainable Communities Regional Planning Grants**

In the Consolidated Appropriations Act, 2010 (Public Law 111-117), Congress provided a total of $150 million to the Department of Housing and Urban Development (HUD) for a Sustainable Communities Initiative to improve regional planning efforts that integrate housing and transportation decisions, and increase state, regional, and local capacity to incorporate livability, sustainability, and social equity values into land use plans and zoning. Of that total, $100 million was made available for the Sustainable Communities Regional Planning Grant Program. This program will support metropolitan and multi-jurisdictional planning efforts that integrate housing, land use, economic and workforce development, transportation, and infrastructure investments. The program is being conducted in close cooperation with the USDOT and the EPA, which are co-leaders with HUD in the national Partnership for Sustainable Communities.

The Capital Area Regional Planning Commission (CARPC) served as the lead agency for a consortium of 25 governmental, non-profit, educational and business organizations that submitted an application to this program. The region was awarded almost $2 million for a 3-year project that includes a number of activities including the following:

- Prepare local plans for sustainable urban growth and natural resource protection consistent with CARPC’s Future Urban Development Area (FUDA) planning;
- Conduct studies and planning for enhanced regional transit and transit-oriented development; and
- Close sustainability gaps in existing plans for regional housing, social equity, and air quality and greenhouse gas emissions.

More information on the region’s Sustainable Communities Initiative grant project can be found at [http://www.capitalarearpc.org/grant.html](http://www.capitalarearpc.org/grant.html).