

Scope and Process for the 2024-2028 TDP

(v.5/24/2023)

The Greater Madison MPO is updating the Transit Development Plan (TDP) for Madison Metro Transit (Metro) and contracted service providers. The TDP is a five-year strategic plan designed to identify the near-term future direction of the transit system. It is intended to guide the planning activities, service and facility improvements, and budgets of Metro and other transit providers. The TDP guides transit service changes to meet the goals adopted in *Connect Greater Madison 2050* Regional Transportation Plan and transit performance measures, as well as building on the foundation of the Metro Transit Network Redesign service plan adopted in 2022, including the phased implementation of Bus Rapid Transit (BRT) beginning in 2023 (routes only, BRT infrastructure opens in East-West corridor in 2024).

RTP 2050 recommendations and supporting actions for transit begin on page A-18 of <https://www.greatermadisonmpo.org/planning/documents/Appendix-A-ConnectRTP-web.pdf> and include the development and adoption of new performance measures for transit, which will be accomplished through the TDP update. RTP goals are on page 1-4 of <https://www.greatermadisonmpo.org/planning/documents/Ch-01-ConnectRTP-web.pdf>.

Greater Madison MPO responsibilities under MPO/Metro/WisDOT cooperative agreement include:

Preparing and updating a mid-range (5 year) Transit Development Plan (TDP) in cooperation with the Transit Operator and other providers of public transit services. The TDP shall include, but not be limited to, transit system policies and an assessment of service demands, planned transit service improvements, transit fares, and transit system capital facility needs.

Planning horizon of this TDP: 2024-2028. The last TDP was adopted in 2013 for 2013-2017 but many recommendations are still relevant; the current status of 2013-2017 recommendations will be provided in the 2024-2028 TDP.

The TDP is primarily a “technical” document, in that it relates objective data such as ridership over time, or operational cost per hour, and much of its contents are not appropriate for public or stakeholder input. The primary exception to this is the Service Planning Guidelines section (Appendix A in the 2013-2017 TDP), which is the section that sets performance measures and establishes planning guidelines for future changes to service.

MPO staff have met with City of Madison Department of Civil Rights and other Racial Equity and Social Justice Initiative staff of various departments to discuss how to meaningfully engage target populations without creating unrealistic expectations for outcomes of the engagement and planning process (see below). Through multiple meetings, the staff consensus is that the most appropriate means of engaging populations of concern in the process is to hold focus groups with traditionally marginalized populations. This format will allow staff to establish realistic expectations for outcomes, while providing an opportunity for low-income, and minority individuals to relate their experiences with transit in Madison and in other places where they have lived.

TDP Development and Approval Process

TDP Development and Review

The 2013-2017 TDP was developed under the guidance of a steering committee composed of representatives of Metro, Madison Department of Transportation, and Metro Service Partners (communities and organizations that pay for Metro service in their jurisdictions). These include the Cities of Fitchburg, Middleton, Sun Prairie, and Verona, the Village of Shorewood Hills, Associated Students of Madison, Epic, Madison College, Madison Metropolitan School District, UW Health, and UW-Madison.

Often, TDPs are developed in coordination with or under the oversight of steering committees that include representatives of community and business interests, including major employers, educational institutions, and

stakeholders such as chambers of commerce and advocacy organizations. Although a steering committee composed of a wider variety of participants brings certain strengths to the project, it also requires increased stakeholder participation while offering limited opportunities for participants to effect change.

Staff recommend that the 2024-2028 TDP continue to rely on a steering committee composed of City of Madison and Service Partner staff, and that the steering committee not be expanded to include a wider variety of participants. However, as this could be construed to exclude the public and other stakeholder groups from participation, staff are seeking guidance on the composition of the steering committee from the MPO Policy Board and the City of Madison Transportation Commission.

Staff's recommended composition of steering/review bodies is:

Core project team:

- Ben Lyman (MPO) – Project Manager
- Connor Mountford (Metro)

- Group A (~4 meetings, monthly or bi-monthly)
- Group B (Service Partners have requested one-on-one meetings, with potential for one or two group meetings)
- Outer Community group (1-2 meetings or one-on-one meetings)

Name	Organization
<u>TDP Review Group A</u>	
Connor Mountford	Metro Transit
Tim Sobota	Metro Transit
Mick Rusch	Metro Transit
Mike Cechvala	City of Madison (Transportation)
<u>TDP Review Group B</u>	
Dar Ward	UW-Madison (Transportation Services)
Tim Voelker	City of Fitchburg
Mark Opitz	City of Middleton
Marc Hautakker or Brad Bruun	City of Monona
Alexander Brown	City of Sun Prairie
[TBD]	City of Verona/Epic
Karl Frantz	Village of Shorewood Hills
Nathanael Brown	Dane County (Human Services)
[TBD]	Wisconsin DOT (Bureau of Transit)
[TBD]	MPO Policy Board
[TBD]	Ho-Chunk Nation*
[TBD]	City of Madison Transportation Commission (TC)
[TBD]	UW Health
[TBD]	Madison College
[TBD]	Madison Metropolitan School District
<u>Outer Community Review Group</u>	
[TBD]	City of Stoughton
[TBD]	Village of Cottage Grove
Elise Cruz and Ad Hoc Trans Comm [TBD]	Village of Oregon
[TBD]	Invite other communities as well (e.g. Cross Plains, DeForest, McFarland, Waunakee, Windsor)

cc: Sean Hedgpeth (Metro)

*Ho-Chunk Nation invited to participate at Group B level, but offer participation at any level of engagement they desire

TDP Adoption

Madison TC: Early in process; again for recommendation to Common Council

MPO Policy Board: Early in process; again for approval

Madison Common Council: Approval

TDP Timeline

- Winter 2020 – Began TDP committee meetings – suspended due to redundancy of and conflicts with Network Redesign process
- Summer 2023 – TDP committee meetings
- Fall 2023 – Finalize draft TDP
- Fall/Winter 2023 – Adopt final TDP

TDP Scope

Fixed Route Service Improvements

Route Performance and Planning Guidelines: Due to the Network Redesign Study, which resulted in a fundamentally different service network than that which has operated since 1999, there will not be historic route performance data to review in this TDP. Instead, the priorities and guidance developed during the Network Redesign will be translated into future route performance and planning guidelines.

- **Service Expansion:** Development in peripheral areas and existing travel patterns between peripheral areas are growing demand for service, which bypasses transfer-point-oriented routes. Providing this type of service will support low-income/EJ population journey-to-work patterns that already exist but are not served effectively (or at all) by Metro. In some areas, transit service could potentially be provided in future by demand-responsive micro-transit, employer-supported vanpools, or fixed-route service. MetroForward>> calls for increasing service frequency in peripheral areas, especially the south side.

The Network Redesign addresses many of the service deficiencies mentioned above, including the new peripheral routes F, G, H, and L.

Potential service extensions into planned new neighborhoods:

- Prioritize based on EJ access to jobs, ridership, cost, and coverage
- Potential express commuter service(s): Waunakee, Cottage Grove, McFarland, Stoughton, Oregon, DeForest, Windsor
- Call out emerging neighborhoods and new growth areas
- Other developing and peripheral areas: Owl Creek; Pioneer/UWRP Ph II; Fitchburg (McKee Rd, Lacy Rd); Bishop's Bay; Sprecher/Northeast; Milwaukee/Wyalusing/far east
- First/last mile connections
- Flexible/demand-response transit in areas or at times (evening, weekends) where fixed-route service is not warranted
- Access to Ho-Chunk Casino & other non-transit-accessible areas – road network connectivity, likely need for alternate service model
- Transportation/Land Use Connection – integrating land use and transit planning for successful transit
- Potential for new Owl (late- or all-night service) routes

- **Service Changes:** Metro regularly makes service adjustments to its fixed route transit system. Service adjustments focus on improving system efficiency, reducing overcrowding, providing more direct and attractive routing, and reallocating service hours based on ridership, coverage, and other factors. The TDP will not recommend specific revisions or amendments to the network approved through the Network Redesign, but will establish guidelines for potential changes in the future.

New service design guidelines will be based on Network Redesign priority for Ridership with essential Coverage.

- **Overcrowding:** During peak commute times, Metro buses have experienced overcrowding and pass-ups in busy corridors. To address this problem, service frequency was increased for Route 10, which serves core areas on the isthmus (where overcrowding is worst) as far northeast as Union Corners (to North St. at E. Washington and E. Johnson) and the UW campus as far west as University Row (Whitney Way at University).

Given the abrupt and presumably long-lasting decline in ridership that accompanied the Covid-19 pandemic, overcrowding has become much less common. Initiation of E/W BRT routes and frequency will further address potential overcrowding through improvements to service frequency where overcrowding has historically been the worst, and in fall 2024 by using larger articulated buses with greater passenger capacity.

- **On-Time Performance (OTP):** OTP will not be reviewed in detail, as performance of pre-Network Redesign routes would be a waste of effort given that entirely new routes will begin operation in 2023.

Although OTP itself will not be reviewed in detail, the OTP goals in Appendix A of the 2013-2017 TDP need to be revised to be realistic: “Relatively little existing on-time performance data was available to establish these goals, they should be revised if real-world data collection proves that they are inappropriate.” Only 24.2% of Peak routes and 27.9% of Off-Peak routes met those goals in 2018.

Public Participation

The Greater Madison MPO’s Public Participation Plan¹ specifies appropriate Public Engagement Methods for the Transit Development Plan. Primary engagement methods to be used include: Posting information on the MPO website; email notifications to stakeholders and interested parties; the use of an Advisory Committee; posting to the MPO Facebook page; and inclusion in the MPO newsletter. Supplemental methods include: fact sheets and brochures; focus groups and workshops; surveys; presentations to local committees, civic groups, and organizations; community event tabling and information booths; and other emerging public engagement tools. Supplemental methods are used based on need and requests.

There is limited ability for the public to influence outcomes as this is just a technical update and has limited specific new recommended service changes. It is critical to keep expectations reasonable.

Actual service changes will require public involvement prior to implementation, but for general TDP recommendations (i.e. “work to provide peripheral journey-to-work service for low-wage jobs”), general public input not needed at this point beyond RESJI integration as described above.

Racial Equity and Social Justice Initiative

“The mission of the City of Madison Racial Equity and Social Justice Initiative (RESJI) is to establish racial equity and social justice as core principles in all decisions, policies and functions of the City of Madison. RESJI aims to eliminate racial and social inequities in municipal government and, in partnership with the community, throughout the city by addressing institutional racism.” (<http://www.cityofmadison.com/civil-rights/documents/RESJstrategy.pdf>)

As transit may be the primary or even the only motorized transportation mode available to lower-income individuals, and lower-income individuals are disproportionately people of color and other disadvantaged populations, and as the 2024-2028 TDP is the first TDP to be undertaken since the adoption of RESJI in 2014, the development of this TDP should utilize the RESJI lens, if not the toolkit. **It is important to keep realistic expectations of what changes can be recommended in the TDP.** Furthermore, neither the short- nor the long-form RESJI process are designed or appropriate

¹ https://www.greatermadisonmpo.org/planning/documents/PPP2021_forWeb.pdf, page 8, Figure 2

for use in a process such as the TDP, which is essentially a technical document reflecting recommendations based on public input received through other efforts (e.g. RTP Update, BRT, Network Redesign, Let's Talk Streets, Sun Prairie local service planning, etc.).

After discussing this with City of Madison Transportation Dept. & Metro staff (1/8/20) it was determined that convening an EJ/RESJI focus group to meet with during TDP development would be the most appropriate method of ensuring that the TDP is developed with EJ groups and the RESJI process in mind. City of Madison Dept. of Civil Rights (DCR) staff offered to assist in organizing a Racial Equity/Social Justice Focus Group or other appropriate means of ensuring EJ population involvement and consideration in planning process (MPO and DCR staff met 2/18/20). Met with Madison Planning Div. RESJI staff (11/2/22) to discuss applying RESJI lens to this type of planning process; recommended establishing realistic expectations & meeting with focus groups.

Staff will work with Dept. of Civil Rights to identify appropriate means of ensuring EJ population involvement and consideration.