



City of Madison

City of Madison
Madison, WI 53703
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Meeting Minutes PEDESTRIAN/BICYCLE/MOTOR VEHICLE COMMISSION

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Tuesday, April 26, 2016

5:00 PM

215 Martin Luther King, Jr. Blvd.
Room 260, Madison Municipal Building
(After 6 pm, use Doty St. entrance.)

Please note: Items are reported in Agenda order.

JOINT MEETING WITH LONG RANGE TRANSPORTATION PLANNING COMMITTEE FOR AGENDA ITEMS A. THROUGH D.

A. CALL TO ORDER/ROLL CALL

PBMVC Chair Michael Rewey called the PBMVC meeting to order at 5:05 PM, prior to the start of the Joint Meeting. Following consideration of Items F., G., and J., PBMVC recessed, and the Joint Meeting with LRTPC convened at 5:10 PM.

Please see the additional Roll Call at Item H. of the separate PBMVC Agenda.

B. DISCLOSURES AND RECUSALS - None.

C. INFORMATIONAL PRESENTATION

C.1. Review of various transportation projects in current (and potential future) Transportation Improvement Program (TIP) for the Dane county area

Principal Engineer Chris Petykowski and City Engineer Rob Phillips discussed major streets and pedestrian/bicycle projects contained in the 2017 Transportation Improvement Program. The lists were developed after bringing the draft lists to various committees for input; which were then used to prepare the Engineering budget request. Please see the lists attached to Leg. File 17817 for all the TIP projects; and the PowerPoint attached to Leg. File 42727 (below) for a summary of larger projects.

Following are additional staff and member comments related to the PowerPoint presentation.

- Silva cell: Proprietary name for a structural box placed under concrete, used to protect roots of trees in urban environments to allow them to grow in uncompacted soil; tree vaults were the City's version.
- 2018 Doty Street reconstruction (MLK Blvd to King) and a Bike Station would coincide with the Judge Doyle Square project.
- The Blair-John Nolen corridor study would be starting shortly, and hopefully provide some recommendations for the Wilson/Blair/Williamson intersection and Law Park, in time for the 2018 Wilson-Williamson reconstruction. As part of Hwy. 151, Blair-John Nolen had to be programmed by WisDOT.
- The study would look at proposals for Law Park, the So. Capitol and

neighborhood plans, and include committee and broad public input. Hopefully what was developed, would not preclude the possibility of building over John Nolen Drive.

- E. Johnson-First Street was 60% federally funded project (thru STP) that they hoped to begin it in 2018 to coincide with construction of Public Market at First.
- The TIP list fairly reflected what was approved in last year's budget; not much was new.
- University Avenue 2022: Could include ped/bike overpass of Univ. Bay Drive for Campus Drive side path.
- 2020 Gammon Road, from Seybold to Mineral Point: Federal funds might reduce the City's cost. As part of this, they hoped to extend West Beltline-West Towne bike path from Grand Canyon west, then travel under Gammon Road on an underpass funded thru federal TAP (bike) funds.
- WisDOT was planning to replace the bridge at High Point over the Beltline in 2018, inc. bike lanes. The bike path would cross the Beltline as a side path of the bridge as well, and travel to the Ice Age Path at Junction Road. The new east-west sections of the Beltline path would connect West Towne to future UW Research Park and westside neighborhoods.
- Connecting the bike path between Midvale and Whitney Way was being discussed with WisDOT as part of their Beltline study. Getting across the Beltline on Whitney Way would be a big improvement. The sidewalk that ran into the Segoe cul-de-sac was being widened this summer.
- McKenna Road: A median was being added for the pedestrian crossings to Elver Park.
- Mineral Point, from Pleasant View to Veritas, would be an extension of the boulevard; a good place for buffered bike lanes.
- Cty M corridor: Remaining PD and Mid-town segments would be started in Fall 2017, and completed by 2019.
- Completion of Ice Age/Junction Path would make connections to PD/Verona/Military Ridge/Epic (also to West Towne/Beltline).
- Extension of Cannonball path would run along the backside of Wright School.
- S. Park: Engineering was coordinating with WisDOT (for Olin to RR), and with Metro (being possible BRT route).
- Work here offered an opportunity to enhance bike facilities that should be balanced with BRT needs; inc. buffered bike lanes if possible. Likewise, attention to pedestrian needs were much needed here, esp. related to STP, Badger Road, Wright School, proposed re-routing of Metro Route 5. For both bike and ped issues, both Wright and Franklin schools should be kept in mind.
- Some other things to consider: The area by Wingra Creek (near PO, Labor Temple, Thorstad) had possibilities for development. Also, the Town of Madison would be dissolved/added in 2022, affecting the vision/planning for the area.
- Buckeye reconstruction: Federally funded; sidewalk network would be completed and bike lanes added.
- Milwaukee St Bridge (WisDOT): Deck would be widened to include second shoulder, but with rebuild of Badger interchange in the offing, WisDOT was not interested in investing much now.
- Capital City path-Segment 4 east of Vondron: Hoped to get permission from OCR for ped/bike crossing at RR to Wagon Trail; without it, that segment could not be done. Eventually, the City's path would meet up with DNR's path (at I-39), to travel all the way to Waukesha. Due to a rail corridor issue, a path from Cottage Grove Road just east of Stoughton Road directly south to Buckeye was not feasible at this time.

- Cottage Grove Road: Buffered bike lanes would be implemented where WisDOT would allow.
- Goodman Path: Re: extending it to Sun Prairie, they had been unable to get agreement with railroad on short sections of path that encroached on RR corridor. They were looking at possibility of running the path on the east side of the RR. Blooming Grove had been cooperative.

Additional staff comments: The City was involved in key WisDOT studies. Re: the state of City streets: 73% of local streets, 81% of collector streets, 82% of arterial streets were in good to excellent condition. Bike paths were rated also, and showed if they needed to be re-done.

Members and staff discussed TIP relative to other issues.

- Policymakers might be interested in seeing data overlaid on neighborhoods.
- Engineering was part of the Neighborhood Resource Teams, where they heard about neighborhood issues (such as ped improvements McKenna/ Elver).
- The Racial Equity Tool could be applied to TIP, to develop the budget and to look at how it related to various neighborhoods.
- Squeaky wheels, often people of higher socio-economic means, tended to get more attention in City processes. When making improvements in areas where residents weren't as likely to speak up, it was important to find ways to solicit input to make sure they supported any changes that might be made.
- To do equity impact analyses properly, capacity would have to be built beyond City staff, perhaps to include volunteers from committees, who might help in this effort.
- Each committee could explore these issues as a topic of further discussion.
- \$500K identified for State Street was for an art piece.
- Re: balancing ped/bike/motor vehicle needs, the City seemed to create good automobiles environments, after which ped/bike environments were created. But no one would want to use the paths because the street environment wasn't human-oriented.
- Besides having a separate TIP list for pedestrians/bicycles, every roadway TIP contained ped/bike amenities. The City had a culture of building bike facilities. City engineers always incorporated bikes into projects. Certain main roads/streets carried a heavy load, making associated paths less comfortable.
- In 1995, ped/bike facilities had to be specifically requested. By 2000, they had automatically become part of every project.
- In City planning process (such as MIM), perhaps gaps/trouble spots for peds/bikes could be identified and prioritized.
- The ped/bike TIP also did this. Staff welcomed suggestions to add to this list.

TIP 2017-2022 PowerPoint Presentation by City Engineering - 04.27.16

D. ADJOURNMENT OF JOINT MEETING OF PBMVC AND LRTPC

At 6:28 PM, PBMVC briefly recessed. Golden/Bergamini moved to adjourn LRTPC. The motion passed by voice vote/other. Please note: Skidmore left the meeting at 6:15 PM, and Kemble left the meeting at 6:29 PM, before PBMVC reconvened at 6:30 PM and proceeded to PBMVC Agenda Item H.1.

E. CALL TO ORDER/ROLL CALL OF PBMVC

As noted above at Item A., Rewey called the PBMVC to order at 5:05, at which time PBMVC proceeded to Items F., G., and J.1. and J.2. on their separate Agenda. Crandall arrived after PBMVC completed these items, during the Joint Meeting to review TIP. Please see the roll call at Item H. for attendance when PBMVC resumed its separate meeting.

F. APPROVAL OF MINUTES

A motion was made by De Vos, seconded by Kemble, to Approve the Minutes of the March 22, 2016 meeting. The motion passed by voice vote/other.

G. PUBLIC COMMENT - None.

Please note: At this point, PBMVC proceeded to the items under J.

H. NEW BUSINESS ITEMS

Please note: There is one vacancy on the Commission in the position of Citizen Member, which is in the process of being filled.

H.1. Approving plans and specifications and authorizing the Board of Public Works to advertise and receive bids for Dempsey Rd Traffic Calming.

Please note: Having previously completed Agenda Items F., G., and J.1. and J.2., PBMVC took up consideration of this item following adjournment of LRTPC.

Joined by Traffic Engineer Tom Mohr, City Traffic Engineer David Dryer gave a brief history of the project, which had been approved by PBMVC. Surveys were sent out, 12 of 18 were returned, with 7 of 12 in favor = 58%. Though not quite 60%, Alder Ahrens felt that a majority supported the project, and it proceeded to the Council. Some neighbors came to the Council to raise concerns, so the Council separated the project out of the package to bring it back to PBMVC.

Rewey called registrants forward.

1) Carrie Ezzell, 3534 Richard Street, 53714, spoke in opposition to speed bumps: Speaking for 20, many neighbors didn't want more speed bumps. People zig-zagged through the neighborhood to avoid those on Schenk. A collector street, Dempsey was the main connection between Cottage Grove and Milwaukee Street to Woodman's. Something else was needed. At a neighborhood meeting, Alder Ahrens was told by all that they didn't want speed bumps.

2) Amy Rose Acker, 701 Dempsey Road, 53714, spoke in opposition to speed bumps: Communication had been poor. The surveys returned were not the 60% needed. The residents spoke; speed bumps lost. For Alder Ahrens to disregard them was wrong. Dempsey was a primary route for emergency services. MFD didn't favor them. Bumps would damage her family's camper. She had gathered 60+ surveys from owners who used Dempsey to go anywhere: ~30 opposed humps, and ~30 were against humps but wanted slowing measures. Far more people were impacted than the 18 on Dempsey. Other methods should be used to prevent speeding.

3) Tom Moore, 706 Dempsey Road, 53714, spoke in opposition to speed bumps: Many emergency vehicles used Dempsey, a major route into the neighborhood. Their response shouldn't be slowed. More drivers were using Dempsey since Cottage Grove construction. To deter them, other alternatives could be tried: a 3-way stop at Dempsey-Dennett, or a solar-powered ped light.

4) Kathryn Soukup, 3717 Dawes Street, 53714, President of East Moreland Neighborhood Assn., spoke in opposition to speed bumps: The principal at St. Dennis School wanted a crossing light. Speeding was more of a problem at the Milwaukee Street end of Dempsey. The previous alder had met with the whole neighborhood before surveys were done. Input from the neighborhood was needed before work was done, rather than having to undo it later.

5) Patrick Soukup, 3717 Dawes Street, 53714, spoke in opposition to speed bumps: Speed humps won with a quarter of the vote. Neighbors were angered when the Alder declared it a win and moved ahead. Speed was an issue, as was the safety of children crossing to St. Dennis. Like the school principal, he preferred a flashing light, stop sign or crossing guards.

6) Alison Downey, 3646 Tulane Avenue, 53715, spoke in support of installing speed bumps: The response of Dempsey residents came in just shy of 60%. But as others had said, the ballots didn't take into account all the other neighbors off of Dempsey, inc. hundreds of students/families crossing Dempsey every day. As it was presented, the budget/plan called for speed bumps. Though he preferred a ped light, the school principal said he was in favor of any kind of traffic calming, inc. speed bumps if that was what was budgeted. That was her position as well. She supported any method available to slow traffic down. Middle-schoolers were used there as crossing guards (not City guards).

7) Bryan Kreiter, 705 Dempsey Road, 53714, spoke in opposition to speed bumps: At first, he supported the idea because it was the only option offered. After talking to neighbors, he felt there were better solutions, like stop signs or a flashing light. Something was needed for speeding. The majority of neighbors didn't support speed humps. They were inconvenient for emergency vehicles. The small island there was not effective.

Members and TE staff discussed the issue further.

- (Dryer) Unless traffic circles were placed at every intersection, they weren't as effective as speed bumps. Also they didn't work on T intersections like those on Dempsey. Only one traffic circle could be used, at Anchor, a 4-legged intersection. Stops signs didn't work except in their immediate vicinity.
- (Dryer) At an informational meeting about reconstruction, a request was made for TE to look at speed bumps, the most effective speed control device in their tool box. The Alder wanted to proceed and they did.
- (Dryer) The speed bump in the section being reconstructed could be installed before/after work was done, with no difference in method or cost. There would be very little impact on cost to delay, exc. speeding would continue. 4,000 vehicles/day traveled this stretch. Cottage Grove construction had diverted traffic.
- (Foster) His family lived off Dempsey on Anchor. Communication was a problem; though it might not have changed the outcome. It seemed neighbors wanted to control speeding but using other devices; knowing about other options would have helped. As a PBMVC'er, he knew there weren't a lot of

effective methods to reduce speeding.

- (Foster) High speeds on Dempsey were an issue, for bikers as well, who used the parking lane, making for a mixed situation. Cars parked on the corner of Anchor had been hit by speeders coming off of Dempsey. Being a key north-south route, it wasn't likely traffic could be diverted; it could only be slowed.

- (Foster) Who was impacted and who was highly impacted was an important question. As a resident, he hoped more thorough discussion/public meeting could still occur. With a project as big as this, perhaps 18 votes wasn't enough. While he supported the project, he was uncomfortable with the lack of communication. He wasn't sure the speakers were representative either.

- (Lehner) Besides speeding, the safety of the children crossing to school was a big concern. Kids were vulnerable to high speeds; kids under 11 didn't see cars traveling faster than 20 mph. Perhaps a combination of other options might be used. With speeds reported to be 50-60 mph, she didn't want to wait a year. She wanted more neighborhood engagement to discuss options.

- (Rewey) Staff followed NTMP procedure; except the Alder said to go ahead. (Dryer) The 60% approval rate in NTMP was a recommendation (to better assure a majority), not an ordinance.

- (Dryer) Ped flashers helped peds cross a street, but they didn't affect speeds, which is what TE was asked to address. The speed study showed speeds between 29-32 mph. Dempsey ranked #2 on the traffic calming list. Raised crosswalks (tables) didn't give enough discomfort to speeders to reduce speeds significantly. However, being a school zone, a radar board could be placed by the school; probably after construction on Dempsey was completed.

- (Rewey) Even if a neighborhood meeting could be quickly scheduled, at this point, to properly reexamine the issue and options would take time; and any changes (other than speed bumps) were not likely to occur until next year, because of bid process, etc.

After further discussion, a motion was made by Crandall, seconded by De Vos, to **RECOMMEND TO COUNCIL TO PLACE ON FILE WITHOUT PREJUDICE -REPORT OF OFFICER**, with the following additional recommendations: TE staff was directed to look at available alternatives for traffic calming on Dempsey Road (inc. speed humps), in preparation for a neighborhood meeting that would be coordinated either with the alder or with the neighborhood association. The motion passed by voice vote/other.

H.2.

A resolution directing staff from Planning, Transit, Traffic Engineering and Engineering to study potential options for the future use and design of the 200 Block of Martin Luther King Jr. Blvd including possible closure of the street to motorized vehicles.

Dryer said the resolution called for a study by staff to identify and quantify the impacts of closing MLK Blvd. to traffic, inc. impacts to: Parkers/visitors to City and County; Metro Transit; Judge Doyle Square construction and access to new Gov East ramp; increase to vehicle miles traveled. A trial closure might be done. A motion was made by Crandall, seconded by De Vos, to **Return to Lead with the Recommendation for Approval to the BOARD OF PUBLIC WORKS**. The motion passed by voice vote/other. [Please note: Crandall left at 7:40, at this point in the meeting.]

I. INFORMATIONAL PRESENTATIONS AND DISCUSSION ITEMS

I.1. Street Occupancy Permits and Sidewalk Closures, presented by Traffic Engineer Tom Mohr - PBMVC 04.26.16

Zellers discussed her concern about pedestrian safety related to sidewalk closures around construction sites. Instead of crossing the street to safely get around the sites, she saw vast numbers of pedestrians in the downtown area walking in bike/traffic lanes, hugging jersey barriers put up along the sites.

Dryer and Mohr talked about the issue, and responded to member comments/questions.

- Each operation was reviewed individually, based on street size and many other variables.
- With zero-outline construction, it was virtually impossible to keep the sidewalk open. In other cases where there was space, a covered walkway could be used.
- If an entire lane were used to provide walkways, esp. on major arterials on the Isthmus, it led to back-ups and lots of complaints from citizens and alders.
- TE tried to get contractors to do the right thing. The process had been changed: They now paid much more for their space, which provided an incentive to reduce the space they used and get out of it faster.
- Staff hated to see street spaced used for storage or employee parking. Yet if space was needed, they had to accommodate so as not to impede the development.
- TE had an inspector who monitored situations on a daily basis, to keep contractors in line. No more space was given than was absolutely needed. Staff met multiple times with contractors to discuss each foot of street. TE watched construction and staged changes accordingly.
- For example, the James on Univ/Bassett was 10 feet off the curb. Initially, they had to dig 30 feet straight down. This required a delivery zone for the dump trucks coming/going. In this first stage, they needed all the space they had from the shoring to the jersey barriers, to use for storage and to set up their materials to pour concrete floors. But once they got up to the 2nd floor, they could use the floors for storage, and a covered walkway would be required.
- Occasionally, like the instance on Williamson, two different projects fell at the same time, and should have been coordinated better.
- Jersey barriers were required when walkways were put out into a street, which were hard for contractors to put up/down every day. TE could investigate other options.
- Smaller contractors had less equipment and resources to accommodate pedestrians, and often needed more space.
- The Council's transfer of the permit program from Building Inspection to TE had really helped. TE was training contractors too. Citations were issued when needed.
- The project at 600 State Street didn't require excavation, so the work could be done from the inside out and the sidewalk could be kept open.
- It was surprising what builders could do with the limited space they were given.
- Street arrangements to maintain traffic flow was essential to ped safety and emergency services. In traffic back-ups, crosswalks got blocked forcing peds to walk among slow-moving or stopped cars. Lots of impacts were associated with how this was done.
- With the transfer of the permit and inspection program to TE and with the

addition of cameras/TVs for Traffic Engineers to see most of the downtown, operations had improved.

I.2. Pedestrian Safety Campaign, presented by Pedestrian/Bicycle Coordinator Arthur Ross - PBmvc 04.26.16

Dryer and Ped/Bike Coordinator Arthur Ross discussed the ad campaign. (Please see the attachment to File 42940 to view the ads.)

- For years, TE had requested money in their supplemental budget for a pedestrian awareness safety campaign. Last year, with the help of Alder Bidar-Sielaff, \$40K was included in the 2016 budget.
- The request allocated money for the cost of printing/running the ads, as well as for developing the ads. Money was budgeted for only the former.
- As a result, staff contacted WisDOT's Bureau of Transportation Safety and tapped into their program called Zero Wisconsin, which paid for creating the ads that would be used here and across the state.
- Ad space was bought from Metro Transit at non-profit rates. Staff had hoped to run them on the back of the buses, but grates prevented this. So they would be shown on the sides of buses.
- Four ads would run on 32 buses for nine months, some on the curbside and some on streetside. The ads were pasted on.
- The main message was to remind drivers to look for and yield to pedestrians, using eye contact, hand gestures and courtesy.
- The ads focused on major crash types: Drivers turning and not watching both streets for peds coming from behind; drivers in second lanes not watching for slowing/stopped cars, due to a ped, emergency vehicle, etc.
- Another message was that not all crosswalks were marked. By law, whether marked or not, a crosswalk was an extension of a sidewalk across the street at an intersection (whether the sidewalk continued on the other side or not).
- The State website linked to the City of Madison website, which currently contained info about walking in Madison. Ross was developing additional info for the website about the ads and their messages, and would be working on publicity and alerting local orgs.

Members appreciated the campaign and thanked Ross, and offered suggestions: Perhaps money could be requested for a bike safety campaign. A message affecting bikes and peds could be added: When turning right, remember to look right.

Pedestrian Safety Ad Campaign, presented by Ped/Bike Coordinator Arthur Ross - PBmvc 04.26.16

I.3. PBmvc Annual Work Plan Discussion - PBmvc 04.26.16

Rewey asked members to send any additions to the Work Plan to Dryer. Ross said this was a working document; changes could be made. Zellers asked staff to suggest items to PBmvc and to Council members that would be helpful to staff in their effort to reach ped/bike goals. Rewey said that PBmvc also needed to back up staff when they supported tough decisions. The work plan would be discussed further at the May meeting.

J. REPORTS OF OTHER GROUPS (for information only; not for discussion)

J.1. Bicycle Facility Maintenance Workgroup update

[Please note: This item followed Item G.] Foster reported that the Workgroup had collected feedback on their draft recommendations for bike facility maintenance, which would be revised and brought to the PBMVC.

J.2. Reports of other Committees/Commissions (verbal updates may be given as available)

- Plan Commission: Rewey had talked to staff about the bike parking ordinance; and pedestrian vision at parking garages.
- LRTPC: Had received a report on the Beltline from WisDOT.
- Jt SE Campus Committee: Had received a report on the Campus planning process, which inc. items related to pedestrian flow, parking, bikes. Several public meetings were being planned, which people could attend.
- Madison in Motion: Members were asked to review the draft recommendations and to work on performance measures.

[Please note: PBMVC recessed at this point, at 5:10 PM, and the Joint Meeting convened to consider Items A. through D.]

K. ANNOUNCEMENTS AND FUTURE AGENDA ITEMS

K.1. General Announcements by Executive Secretary

Starting in July, PBMVC would be meeting in Room GR-27 City-County Building, the Police Conference Room. When asked, Dryer said the crosswalk at Bayview and W. Washington would be painted this year, and a ped flasher installed.

K.2. General Announcements by Chair

1. Members whose terms had run out in April were allowed to serve three months beyond their terms, i.e., to July, until either they were reappointed or replaced.
2. Regarding NTMP, Lehner brought up the new Racial Equity Impact Analysis Tool and how it might be applied to their review of the NTMP process. Foster and Lehner suggested that staff arrange a presentation about the Tool, before they started their review.

K.3. Commission member items for future agendas

DeVos asked that the pedestrian/sidewalk missing link map be brought to the group. Rewey thought this would likely be part of the Madison in Motion update.

K.4. Potential Future Meeting Topics - PBMVC

- * NTMP Revisions
- * Madison in Motion Update

- * Bike Equity Report
- * Discussion of pedestrian zone on Library Mall

ADJOURNMENT

A motion was made by Foster, seconded by Zellers, to Adjourn at 8:26 PM. The motion passed by voice vote/other.