



City of Madison

City of Madison
Madison, WI 53703
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Meeting Minutes - Approved LONG RANGE TRANSPORTATION PLANNING COMMISSION

Thursday, October 16, 2008

5:00 PM

215 Martin Luther King, Jr. Blvd.
Room LL-110 (Madison Municipal Building)

1 CALL TO ORDER / ROLL CALL

LRTPC Chair Mark Shahan called the 10-16-08 meeting of the Long Range Transportation Planning Commission to order.

Present: 10 -

Michael A. Basford; Eric W. Sundquist; Melanie Hampton; Kevin L. Hoag;
Mark N. Shahan; Paul E. Skidmore; Tim Gruber; Robbie Webber; Satya V.
Rhodes Conway and Robert J. Schaefer

Excused: 1 -

Michael W. Rewey

2 APPROVAL OF MINUTES FROM SEPTEMBER 18, 2008 MEETING

Michael Basford submitted an amendment to some comments he made at the 9-18-08 meeting, clarifying his comments about the East Washington BUILD process and the development of a central area multimodal transportation plan.

The Minutes of the 9-18-08 LRTPC meeting were then unanimously approved, as amended, on a motion submitted by Bob Schaefer/Eric Sundquist.

3 PUBLIC COMMENT

There were no members of the public wishing to speak in regard to future LRTPC agendas.

4 [09964](#)

MINERAL POINT/JUNCTION ROAD INTERSECTION IMPROVEMENTS ALTERNATIVES ANALYSIS: REVIEW OF ALTERNATIVES BY ROB PHILLIPS, DEPUTY CITY ENGINEER

Rob Phillips presented some slides that summarized the draft preferred intersection improvement alternative for CTH M and CTH S (termed the "modified jug handle" intersection). He pointed out how all of the traffic movements (including bicycle and pedestrian) would be made with the redesigned intersection. He also noted that Commerce Drive (which provides access to Menard's) would be allowed to stay open with this design alternative.

Mark Shahan said that the at-grade pedestrian/bicycle crossing on the south side of the jug handle could be re-examined. Ald. Satya Rhodes-Conway

said that some people do not feel safe in pedestrian underpasses and many are underutilized because of that. Ald. Robbie Webber said that retrofitted pedestrian underpasses are worse, noting that newer underpass designs feel more open and feel more safe. Rob Phillips said that using an underpass and an at-grade crossing gives people more options. Ald. Tim Gruber pointed out that southbound auto traffic turning right into the jug handle could do so at relatively high speeds, and that this could be unsafe for pedestrians crossing at that point.

Eric Sundquist said that the design of the intersection may not need to be as extensive, given that future auto traffic volumes may not be as large as anticipated. Rob Phillips said that existing plans call for a good deal of development in this area. Ald. Tim Gruber asked about highway level of service (LOS) and congestion conditions in the area, not considering future development. Brian Smith (Traffic Engineering) said that current traffic conditions at this intersection are bad, more so for certain turning movements and at certain times of the day.

Eric Sundquist said that highway LOS measures are only guidelines based on the judgment of people. He said that decisions could be made to accept current congestion in the area and limit future development. He also felt that a grade-separated intersection will not allow for an urban-type intersection in the future, even if driving is reduced. He said that an at-grade design would be better. Rob Phillips reminded members that there are several goals for the intersection design that need to be balance - including vehicular traffic, ped/bike movements and a desire to not use too much land. He said that an at-grade intersection would be very difficult for pedestrians, in particular. Bob Schaefer recalled that 12 lanes would be needed to handle the traffic, if the intersection were to remain at-grade.

Kevin Hoag asked if a roundabout had been considered, noting that he travels to London often and there are very large roundabouts that carry very high volumes of traffic. Rob Phillips said that the traffic volumes are too high to accommodate a roundabout design, and that too much land would be needed to make it function.

Ald. Gruber asked if a grade-separated roundabout could be considered. Rob Phillips felt that it would not function better, and would still require significant amounts of land to be taken. Michael Basford asked what the current budget estimate was for the intersection. Phillips said that it is \$16 million.

Ald. Paul Skidmore said that the problems at this intersection are old, and that this is a regional problem. He also pointed out that a great deal of development is going to occur into the foreseeable future. He said that he supports the design being presented and noted that a roundabout will not meet all of the needs at this intersection. Kevin Hoag felt that a roundabout, if signalized and designed properly, could meet the needs. Rob Phillips replied that the approaches to the roundabout need to be designed properly, and that would require a great deal of land. He also said that such a design would not be pedestrian-friendly.

Mark Shahan noted that this intersection, which handles regional traffic, should have significant Dane County participation. Sup. Melanie Hampton said that she and Sup. Dianne Hesselbein recognize the importance of this intersection, on a regional level, and have lobbied the County Executive's

office for participation. She also said that developers should be asked to help pay for this improvement, given that they will benefit from it. Rob Phillips said that the intent has been for the developers to pay a portion of the project costs (approx. \$2 million in assessments).

Ald. Robbie Webber said that she is generally against big intersections, but that this design did the best it could to accommodate all of the modal needs (given the current situation). She said that the problems in this area occurred because of a circular thinking pattern that should be broken. She said that development patterns may change if the transportation system is not allowed to accommodate poor land use decisions. Ald. Webber felt that a roundabout could be considered at this time, and if travel conditions change in the future you may or may not need a large grade-separated facility.

Ald. Paul Skidmore said that there is a great deal of development and traffic coming to this area, far beyond the current traffic problems that exist now. He felt that a roundabout will not work, given the situation in that area, noting that it would not be a safe design.

Ald. Satya Rhodes-Conway said that a large grade-separated facility is not good urban development. She wondered if the pedestrian and bicycle movements could be separated out. Rob Phillips walked through the various ped/bike movements and indicated that current design removed those ped/bike movements from traffic conflicts as best they could. Bob Schaefer said that neighborhoods should be provided transit service before they fully develop, so that transit users will move there in the beginning and not be locked into auto-oriented travel patterns.

Sup. Melanie Hampton said that she appreciated the good work on this intersection design, and as a civil engineer, she felt that this is a good design. She said that emergency vehicle movements in this area might suffer with a roundabout design, compared with the design being presented this evening.

Kevin Hoag noted that, as an engineer himself, he felt that English roundabouts have some positive attributes. he said that these designs accommodate 6-8 travel lanes, utilize traffic signals and appear to be highly functional - even at peak travel periods where heavy volumes of traffic are present.

Ald. Tim Gruber said that alternative travel corridors on the west side of the City need to be considered as well. He said that too much traffic is forced to go through this intersection. Mark Shahan agreed, and noted that limitations for traffic were created by the form of development that occurred over time. he said that street patterns had been compromised, and helped to create these conditions.

Eric Sundquist pointed out that a failure in planning has created the need for an engineering solution at this location. He said that additional highway capacity in Atlanta (where he has lived) did not solve traffic problems and has created additional safety problems in that region. He referred to initiatives in Chattanooga, TN, where one-way streets were converted to two-way streets and freeways were removed. He said that the results were favorable.

Sundquist felt that the current intersection design is not good for pedestrian access. He said that the pedestrian movements are too circuitous and the

heavy auto traffic volumes make the area feel unsafe and undesirable for pedestrians. He said that additional capacity is the wrong solution for this area.

Ald. Paul Skidmore said that the current problems (and future challenges) in this area are a culmination of many factors. He said that this area on the west side is very desirable for development and that neighborhood plans are in place to guide it. He wished to thank City Engineering staff for developing a very good design that accomplishes numerous transportation goals, in a very challenging environment.

Rob Phillips thanked the Commission for its comments and said that a formal resolution approving the design would be coming back to LRTPC at some point in the future, likely within the next couple of months.

5 [11560](#)

Creating and implementing a comprehensive, multi-modal transportation and parking design for central Madison.

A motion was made by Rhodes Conway, seconded by Schaefer, to Refer to the LONG RANGE TRANSPORTATION PLANNING COMMISSION. The motion passed by voice vote/other.

Ald. Satya Rhodes-Conway/Ald. Tim Gruber submitted a motion to recommend approval of Resolution ID 11560, with the following amendments (see Legistar attachment for strikeouts and added text):

- add a new "Be It Further Resolved" clause, inserted after the first BIFR clause:

BE IT FURTHER RESOLVED that it is the desire of the Common Council to provide guidance both to neighborhoods as they develop and implement neighborhood plans and to any future development in the plan area with respect to transportation access and accommodation.

- revise the (now) third BIFR clause to read:

BE IT FURTHER RESOLVED that, understanding that such an endeavor must be undertaken in phases, the Common Council directs the Long Range Transportation Planning Commission (LRTPC) to review all current land use and transportation plans covering the plan area for areas of disagreement or conflict and to consider:

- a. Policies, principles and mechanisms that will govern transportation investment decisions within the study area,**
- b. Design principles for transportation facilities and services in the study area.**

The LRTPC shall report back to the Common Council on these issues and make a recommendation whether or not to proceed to an RFP to continue this work.

- revise the final BIFR clause to read:

BE IT FURTHER RESOLVED that the LRTPC shall consult with representatives from central City neighborhood associations, Downtown Madison Inc., major

property and business owners, the University of Wisconsin, Madison Metro, the Downtown Coordinating Committee, the Transit and Parking Commission and the Pedestrian/Bicycle/Motor Vehicle Commission.

The Commission unanimously approved the motion to make these edits.

The Commission then voted unanimously to refer Resolution ID 11560 to the next meeting, and asked staff to revise the text as recommended (on a motion submitted by Ald. Satya Rhodes-Conway/Bob Schaefer).

Ald. Brenda Konkel provided Commission members an overview of the original intent of the resolution. She said that there are numerous neighborhood plans and transportation plans affecting the central area and that there needed to be better coordination among them. She said that some of them may be in conflict with others and that this needs to be addressed. She also said that the idea to create a new committee to guide the process was to ensure that adequate representation would be afforded to the numerous stakeholders in the area.

Chair Mark Shahan said that staff have identified a large planning effort and are recommending the development of a request for proposals (RFP) for consultant services to help with the effort. He also noted that the LRTPC could lead the development of policies and a scope of work for a future detailed effort.

Ald. Rhodes-Conway said that it is important to include the many stakeholders in this effort, including business representatives, Downtown Madison Inc., and neighborhood representatives. She said that the planning initiative should address how neighborhood plans affect one another and that one over-arching document can deal with that. She felt that reviewing one development at a time does not allow for broader goals to be achieved in the area.

Bob Schaefer said that enhancing the quality of life for central neighborhoods is important, but that the plan's effects on the rest of the community need to be considered as well.

Ald. Tim Gruber said that the study area should be broadened, noting the importance of the UW Campus and the street approaches to the downtown. He said that he would like to review the 1955 City of Madison Transportation Plan and also the 1979 Isthmus Traffic Redirection Study. He also said that the current Downtown Plan effort should be coordinated with and inform this new planning initiative's activities.

Ald. Satya Rhodes-Conway/Ald. Tim Gruber then submitted a motion to recommend approval of Resolution ID 11560, with the following amendments (see Legistar attachment for strikeouts and added text):

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- b. Design principles for transportation facilities and services in the study area.

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The Commission unanimously approved the motion to make these edits.

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With the approved Staff and LRTPC edits incorporated, the entire text of the recommended draft Resolution ID 11560 is below:
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Title

Creating and implementing a comprehensive, multi-modal transportation and parking plan for central Madison.

Body

WHEREAS, central Madison - an area bounded by First Street Lake Monona, Lake Mendota, Proudfit Street, Regent Street and Park Street (*note*: study area may need to be expanded) - continues to be an important regional center for business, culture, government, and academia, as well as a growing high-density residential area; and;

WHEREAS, continued future employment and residential growth in central Madison, as recommended in adopted City plans, will generate increased demand for travel to, through and around this part of the City, such demand originating both from an increasing number of local residents and from the ever-growing metropolitan region; and;

WHEREAS, Madison has recently completed, or will soon complete, a number of mode-specific studies including the Ad Hoc Long Range Metro Transit Plan, the Platinum Bike Study, the Parking Utility Strategic Plan and Policies, the Streetcar Study, the Regional Transportation Plan 2030 (Madison Area MPO), the Madison Comprehensive Plan and Transport 2020 that identify opportunities for increased utilization of various transportation modes in addition to the automobile; and;

WHEREAS, the use of the automobile for meeting both local and commuter travel demand is becoming increasingly problematic for economic, environmental, and social reasons; and;

WHEREAS, a number of adopted City plans, including the Comprehensive Plan, the East Washington Capitol Corridor Gateway Plan, and neighborhood plans have recommended that the City update the 1979 Isthmus Traffic Redirection Study or to develop a comprehensive, multi-modal transportation plan and parking strategy for the Isthmus,

NOW, THEREFORE, BE IT RESOLVED that it is the desire of the Common Council to develop a comprehensive, multi-modal transportation and parking plan for central Madison. The plan shall include near-term and long-term multi-modal transportation and parking management implementation strategies. Strategies will include both Transportation System Management (TSM) and Transportation Demand Management (TDM) components. The comprehensive transportation plan shall work in conjunction with and support the land use objectives for the area.

BE IT FURTHER RESOLVED that it is the desire of the Common Council to provide guidance both to neighborhoods as they develop and implement neighborhood plans and to any future development in the plan area with respect to transportation access and accommodation.

BE IT FURTHER RESOLVED that, understanding that such an endeavor must be undertaken in phases, the Common Council directs the Long Range Transportation Planning Commission (LRTPC) to review all current land use and transportation plans covering the plan area for areas of disagreement or conflict and to consider:

- a. Policies, principles and mechanisms that will govern transportation investment decisions within the study area,
- b. Design principles for transportation facilities and services in the study area

The LRTPC shall report back to the Common Council on these issues and make a recommendation whether or not to proceed to an RFP to continue this work.

BE IT FURTHER RESOLVED that the LRTPC shall ensure that the comprehensive plan shall build upon and integrate adopted and soon-to-be-adopted mode-specific plans noted above and will:

- a. Establish policies and principles for balancing transportation investment across all modes - pedestrian, bicycle, automobile, bus and rail,
- b. Focus on strategies to achieve increased consumer inter-operability among present and future transportation modes,
- c. Use transportation investments to support economic development (business and job growth) and land use objectives for the downtown and the central urban neighborhoods
- d. Improve the residential quality of life for central urban neighborhoods and improve mobility/access options for all Madison area residents and visitors to the central City.
- e. Support Madison's regional role as the economic and cultural center that is accessed via the larger regional transportation system.
- f. Promote a culture of mutual respect and entitlement among all transportation consumers - pedestrians, drivers, bicyclists, and transit riders - and ensure that the engineered environment embodies those values for all users.
- g. Include other values and principles as determined appropriate.

BE IT FURTHER RESOLVED that the LRTPC shall consult with representatives from central City neighborhood associations, Downtown Madison Inc., major property and business owners, the University of Wisconsin, Madison Metro, the Downtown Coordinating Committee, the Transit and Parking Commission and the Pedestrian/Bicycle/Motor Vehicle Commission.

Fiscal Note

Staff resources from the Planning, Traffic Engineering and Engineering agencies will be reallocated to support the efforts of the Long Range Transportation Planning Commission to develop a scope of work, a budget, and an RFP. No appropriation is anticipated during this phase, but this project will compete for staff resources with commitments made to other projects. There are no cost estimates at this time regarding implementation of specific recommendations; any such expenditures will require future Common Council consideration and approval.

6 [08484](#) **INFORMATION AND ANNOUNCEMENTS BY CHAIR AND COMMISSION MEMBERS**

- Note: No Discussion of Specific Items

Ald. Paul Skidmore noted that he was hosting an information meeting on the City's budget on October 22nd, at the Johnson Bank (525 Junction Road).

Michael Basford indicated that he would not be in attendance at the November 20th meeting.

There were no other announcements or information submitted by the Chair or Commission members.

7 [08486](#) **SCHEDULE OF FUTURE MEETINGS**

David Trowbridge noted that the November 20th meeting (5:00 p.m., Room 300 MMB) would include continued discussion of Resolution ID 11560, a review of the Madison Area MPO's 2009 Unified Planning Work Program and would include two guests to speak about air quality in Dane County and how the City of Madison might approach the issue.

8 ADJOURNMENT

The Commission adjourned its meeting at 7:35 p.m.