MPO 2026 Resolution No. 1

Amendment No. 14 to the *2025-2029 Transportation Improvement Program for the Madison Metropolitan Area & Dane County*

WHEREAS, the Greater Madison MPO (Metropolitan Planning Organization) approved the *2025-2029 Transportation Improvement Program for the Madison Metropolitan Area & Dane County* on October 2, 2024; and

WHEREAS, federal transportation legislation (IIJA, also known as BIL) and associated federal rules (Title 23, Section 134 U.S.C.) requires that each MPO undertake a transportation planning process that provides for the establishment and use of a performance-based approach to transportation decision making to support national goals while also establishing performance targets that address the performance measures to use in tracking progress toward attainment of critical outcomes for the region; and

WHEREAS, the MPO has established the annual performance targets related to Metro's Public Transit Agency Safety Plan (PTASP) through MPO 2025 Resolution 15, adopted on November 6, 2025; and

WHEREAS, the MPO has established the annual performance targets related to Metro's Transit Asset Management (TAM) Plan through MPO 2025 Resolution 16, adopted on November 6, 2025; and

WHEREAS, the performance management elements of the federal planning rules require a discussion in the TIP and long-range Regional Transportation Plan (RTP) as to the effect of programmed and planned investments toward achieving the performance targets; and

WHEREAS, the approved 2025-2029 TIP included the required analysis of the anticipated effect of the TIP toward achieving the federal performance measure targets in Attachment E, but the analysis needs to now be revised to include the new annual PTASP and TAM performance targets adopted by the MPO; and

WHEREAS, the MPO's public participation procedures for minor TIP amendments such as this have been followed; and

NOW, THEREFORE, BE IT RESOLVED that the Greater Madison MPO approves an amendment to the *2025-2029 Transportation Improvement Program for the Madison Metropolitan Area & Dane County*, revising Attachment E to the TIP to include the adopted annual targets for safety, identified in MPO 2025 Resolutions No. 15 and 16 and documented in Attachment 1.

February 4, 2026
Date Adopted

Douglas S. Wood

Doug Wood, Chair
Greater Madison MPO

Attachment E: Analysis of Anticipated Effect of TIP Toward Achieving Federal Performance Measure Targets

Introduction

Performance-Based Planning and Programming

The most recent three federal transportation bills, MAP-21, FAST ACT, and now Infrastructure Investment & Jobs Act (IIJA), require incorporation of performance-based planning and programming into the development of Metropolitan Planning Organization (MPO) Long-Range Regional Transportation Plans (LRTP) and Transportation Improvement Programs (TIP). The goals of the new performance management process are to make the most efficient use of federal transportation funds, refocus on national goals, increase accountability and transparency, and improve decision-making.

Federal performance measures have been established to track progress in achieving national goals, which include the following:

- **Safety** - To achieve a significant reduction in traffic fatalities and serious injuries on all public roads
- **Infrastructure Condition** - To maintain the highway infrastructure asset system in a state of good repair
- **Congestion Reduction** - To achieve a significant reduction in congestion on the National Highway System (NHS)
- **System Reliability** - To improve the efficiency of the surface transportation system
- **Freight Movement and Economic Vitality** - To improve the national freight network, strengthen the ability of rural communities to access national and international trade markets, and support regional economic development.
- **Environmental Sustainability** - To enhance the performance of the transportation system while protecting and enhancing the natural environment

The Greater Madison MPO (Metropolitan Planning Organization), the MPO for the Madison Metropolitan Area, has made significant progress in the transition to performance-based planning and programming. The MPO has tracked transportation system performance measures for many years and included its first official list of measures in its 2035 Regional Transportation Plan (RTP) Update adopted in 2012. The MPO also developed a list of congestion and reliability measures in its Congestion Management Process (CMP) adopted in 2011, and tracked those for which data was readily available. That CMP has now been replaced by an updated one with a scaled back list of measures that was included as part of the *Connect Greater Madison*: 2050 Regional Transportation Plan, adopted in May 2022. The *Connect Greater Madison* Plan maintains the same core six goals from the previous RTP, which are consistent with the national goals above, and a revised set of performance measures tied to these goals. Based on both quantitative and qualitative analyses, the multi-modal set of recommended transportation facility and service investments in the *Connect Greater Madison* Plan were selected based on

these goals and measures. These performance measures will also be used to track progress in achieving the goals over time. See Appendix B: System Performance Report in the plan.

The MPO began publishing an annual Performance Measures report in 2016 for 2015 baseline data to gauge progress in achieving the RTP goals and fulfill federal performance management requirements. A link to the 2020 report for 2019 data is at https://www.greatermadisonmpo.org/trends/documents/2019PMR_FinalWeb.pdf. The report for 2019 incorporates the federal measures along with numerous other regional measures tied to RTP 2050 goals. Due to the impacts of the COVID-19 pandemic in 2020, the MPO collected and reported required data for the federal performance measures, but did not produce a Performance Measures Report for 2020. The MPO transitioned to publishing an online interactive performance measures dashboard in 2023.

The MPO revised its set of project scoring criteria for the Surface Transportation Block Grant (STBG) – Urban program in 2023 (see Appendix A of the TIP) and for the Transportation Alternatives Program (TAP) in 2021 for use in evaluating and prioritizing projects for funding the MPO receives from those federal programs. Both sets of criteria rely heavily on quantitative scoring guidelines that are tied to RTP goals.

The performance measures established by FHWA and FTA were developed to measure the effectiveness of the following federal funding programs:

Federal Transportation Performance Measures	
Performance Measure Area	Performance Measures
FHWA Highway Safety Improvement Program (HSIP)	
Number of Fatalities and Serious Injuries	Number of Fatalities
	Number of Serious Injuries
	Number of Non-Motorized Fatalities and Non-Motorized Serious Injuries
Rate of Fatalities and Serious Injuries	Rate of Fatalities per 100 Million Vehicle Miles Travelled (MVMT)
	Rate of Serious Injuries per 100 Million Vehicle Miles Travelled (MVMT)
FHWA National Highway Performance (NHPP) and Surface Transportation Block Grant (STBG) Programs	
Condition of Pavements on the Interstate System	Percentage of Pavement of the Interstate System in Good Condition
	Percentage of Pavement on the Interstate System in Poor Condition
Condition of Pavements on the National Highway System (NHS) Excluding the Interstate	Percentage of Pavement of the Non-Interstate NHS System in Good Condition
	Percentage of Pavement of the Non-Interstate NHS System in Poor Condition
Condition of Bridges on the NHS	Percentage of NHS Bridges Classified as in Good Condition
	Percentage of NHS Bridges Classified as in Poor Condition

Performance of the Interstate System	Percentage of the Person-Miles Traveled on the Interstate that are Reliable
Performance of the NHS Excluding the Interstate	Percentage of the Person-Miles Traveled on the Non-Interstate NHS that are Reliable
FHWA National Highway Freight Program (NHFP)	
Freight Movement on the Interstate System	Truck Travel Time Reliability Index
FTA Section 53 Funding (5307, 5310, 5311, 5337, 5339)	
Transit Asset Management (TAM)	Percentage of Revenue Vehicles Exceeding Useful Life
	Percentage of Non-Revenue Service Vehicles Exceeding Useful Life
	Percentage of Facilities Exceeding the Transit Economic Requirements Model (TERM) Scale
	Percentage of Track Segments Having Performance Restrictions
Public Transportation Agency Safety Program (PTASP)	Major Events
	Total Collisions
	Pedestrian Collisions
	Vehicular Collisions
	Object Collisions
	Fatalities
	Transit Worker Fatalities
	Injuries
	Transit Worker Injuries
	Assaults on Transit Workers
	System Reliability

All PTASP Targets are reported as integers as well as by Vehicle Revenue Mile.

Setting Targets for Performance Measures

Under the federally required performance management process, targets must be set for each of the federal performance measures. States must then report to the U.S. Department of Transportation (USDOT) on progress in achieving the targets on a schedule specific to each measure. At the state level, there are funding implications in cases where progress is not being made on a particular measure. State departments of transportation (DOTs) and transit agencies are to first set their performance measure targets in coordination with MPOs. In the case of DOT targets, MPOs may either choose to support the state targets or establish their own targets. In the case of the transit agency targets, MPOs may adopt the same targets or establish their own.

Given the limited amount of historical data for most of the measures, impact of COVID-19 on travel and uncertainty in what trends the data may show moving forward, and the limited amount of funding the MPO controls, the Greater Madison MPO has elected to support the

state/transit agency targets for these measures, and to plan and program projects to contribute towards meeting these targets. The MPO adopted WisDOT's 2025 safety targets on November 6, 2024, through Greater Madison MPO 2024 Resolution No. 23. The MPO adopted WisDOT's 2023 and 2025 targets for interstate pavement condition, non-interstate NHS pavement condition, bridge condition, Interstate Reliability, non-interstate NHS reliability, and freight reliability measures through Greater Madison MPO 2023 Resolution No. 4. While the MPO supports the state targets, the MPO reports annually the Madison Metropolitan Area or Dane County data for all of the federal measures and the prior year performance and overall trend as part of its annual Performance Measures monitoring process.

The MPO intends to continue to support the Metro Transit targets for transit asset management (TAM) and for the Public Transportation Agency Safety Plan (PTASP) since Metro is the agency with expertise to best manage its assets in light of funding challenges and addressing safety. The MPO adopted the 2023 TAM and PTASP targets in November 2022 through Greater Madison MPO 2022 Resolution No. 13 and again by 2024 Resolution No. 3 in April 2024. 2024 PTASP and TAM targets were adopted in November 2025 by MPO 2025 Resolutions No. 15 and 16, respectively; the MPO will continue to adopt updated targets after Metro updates theirs.

Linkage of Investments to Performance Measures

The federal rules for metropolitan transportation planning require that the RTP and TIP shall include, to the maximum extent practicable, a description of the anticipated effect of the RTP and TIP toward achieving the federal transportation system performance measure (see 23 CFR 490) targets established, thereby linking investment priorities to those performance targets (23 CFR 450.326(d)).

The following section outlines the federal performance measures and current performance at the state and Madison Metropolitan Area/Dane County level, and then discusses how the projects programmed in the TIP and supporting regional transportation planning activities will assist in achieving the federal measure targets. It is anticipated that this analysis will evolve over time as methods are developed to better quantify the impacts of projects on the federal performance measures.

Federal Performance Measures and TIP Analysis

Safety

[No changes to this section]

Bridge Condition

[No changes to this section]

Pavement Condition

[No changes to this section]

Travel Time Reliability and Freight Movement

[No changes to this section]

Transit Asset Management

Performance Measures and Conditions Data

Metro Transit completed and certified its initial Transit Asset Management (TAM) Plan in December 2018. The plan is considered a "living document" with reviews and revisions planned on an annual basis. The initial plan incorporated Metro's initial 2019 TAM performance measure targets for the applicable measures, which relate to the different assets, including equipment (non-revenue vehicles), rolling stock (revenue vehicles), and facilities. 2020 TAM targets were adopted in 2019 in TPB Resolution 163, 2021 targets were adopted in MPO 2020 Resolution No. 5, and 2022 targets were adopted in MPO 2021 Resolution No. 12. The MPO adopted the 2023 TAM targets in November 2022 through Greater Madison MPO 2022 Resolution No. 13, 2024 Resolution No. 3 in April 2024, and 2025 Resolution No. 16 in November 2025 and will continue to adopt updated targets after Metro updates theirs. 2025 TAM targets will remain unchanged from 2024 targets.

The table below shows the 2025 Metro/ MPO targets, 2024 performance, and 2020 baseline conditions for Metro Transit for the three TAM performance measures related to buses, non-revenue service vehicles, and facilities, which for purposes of the TAM plan are Metro's bus maintenance facilities at 1 South Ingersoll (formerly 1101 E. Washington Avenue) and 3829/3901 Hanson Road.

Performance Measure	Baseline (2020)	Performance (2024)	Target (2025)	Trend
Percentage of Rolling Stock (Buses) that Have Met or Exceeded their Useful Life	14%	14%	11%	Stable, does not meet target
Percentage of Non-Revenue Service Vehicles that Have Met or Exceeded their Useful Life	55%	63%	38%	Away from target, does not meet target
Percentage of Facilities with a Condition Rating Below 3.0 on the FTA Transit Economic Requirements Model (TERM) Scale.	100%	0%	0%	Stable, meets target
TERM rating for Ingersoll Street facility	2.0	3.7	4.0	Toward target, does not meet target

TERM rating for Hanson Road facility	3.8 (2022)	4.1	4.0	Toward target, meets/exceeds target

For buses, a 2024 target was set of having 11% of Metro's inventory exceed the useful life benchmark (ULB) of 14 years. As of December 2024, 19% of Metro's 40-foot bus fleet exceeded the ULB, and 0% of the 60-foot bus fleet exceeded the ULB. Metro uses 14 years as the ULB rather than the federal minimum of 12 years because Metro uses the oldest buses for school and other peak period only service and as reserves, thus limiting the number of miles on buses as they age. ULB performance improved from 2020-'21 because fleet transition to include new 60' articulated buses involves disposing of five additional 40' buses each year. The bus replacement plan calls for the annual replacement of 15 buses based on age and condition. With BRT and the Route Redesign projects, a fleet analysis was conducted, and Metro will require fewer 40' buses in the future so the inventory reduction process continued in 2023 with the disposal of 23 buses. The new bus delivery was delayed until 2024, so even with these disposals, the performance measure target was not met. Bus disposal proceeded in 2025 and the TAM performance of Metro's rolling stock will change dramatically as older buses are removed from the fleet in 2025 and 2026.

In 2022, Metro lengthened the ULB for non-revenue trucks from eight years to ten based on historic use and longevity of this vehicle type. Although two new vehicles were purchased in 2022, they were not delivered that year, and Metro did not meet their 38% of vehicles beyond their ULB target in 2022. Based on a 2023 inventory analysis, there will be at least two non-revenue vehicles replaced annually, which will aid in complying with the performance targets. The replacement of non-revenue vehicles occurred in 2023 with the addition of 16 vehicles and due to late deliveries, the four vehicles scheduled for disposal in 2023 were delayed until early 2024.

For TAM performance measure purposes, Metro's maintenance facilities are located at 1 South Ingersoll (formerly 1101 East Washington Avenue) and at 3829/3901 Hanson Road. Metro has adopted a TAM target of a TERM rating of 4, with 0% of facilities rated under 3. Facility TAM targets did not change in 2023, but the addition of the new Hanson Road facility and continued upgrades at the Ingersoll facility (formerly East Washington) improved performance to a TERM rating of 3.7 for the Ingersoll facility and of 4.1 for the Hanson Road facility in 2024.

Project Analysis

Metro Transit has programmed funds to continue adhering to its current bus replacement schedule of 15 buses per year. If Metro had been able to maintain this schedule, the percentage of buses at or past their ULB would have met or dropped below the 11% target by 2021; however, Metro was not able to add new electric buses as scheduled in 2020 and retained a bus scheduled for disposal to use in the interim. Increasing the fleet size by retaining a vehicle past its ULB negatively affected this performance measure in 2020 and exacerbated the measure in 2021 as the entire fleet aged, but the 2022 bus replacement brought this measure under the 11% target to 8%. The fleet transition plan for BRT and the Network Redesign will result in reducing the number of older 40' buses, and replace them with 60' articulated buses, which will

further reduce the percentage of the fleet beyond their ULB once older buses have been disposed of.

Metro's replacement plan for service vehicles is more flexible with funding allocated each year and a decision made annually on which vehicles to replace based on age, repair history, and any anticipated major repairs. It is less certain whether Metro will be able to meet its performance target for service vehicles based on the funding currently programmed. Due to the combined need to make facility repairs and the unexpected costs associated with the COVID-19 pandemic, these purchases have not taken place since 2020.

Metro's maintenance facility at 1 South Ingersoll (formerly 1101 E. Washington Avenue) has been in need of major renovation. It was operated over capacity, having been designed to serve 140 buses, but servicing as many as 220 buses in 2021. The facility had had no significant upgrades since it was built 40 years ago, until renovations began in 2018. Investment in the facility was delayed for years in anticipation of a relocation, but a full relocation of the facility is no longer being considered. Facility and functional issues included: inadequate ventilation, heating, and cooling; an open-air wash line creating air quality problems; needed upgrades to emergency egress lighting; confined number of work bays and poor space layout; and right-turn vs. desired left-turn circulation for buses.

A facility renovation plan was developed with the assistance of an engineering firm, Mead & Hunt, with improvements to be implemented in four phases starting in 2019 through 2025. Roof repairs were already made. Because of the need to use its federal formula funding for buses and capital maintenance, the facility renovation was 100% locally funded.

Implementation of the programmed facility renovation plan has allowed the facility to meet the federal performance measure target. An inventory and condition assessment completed in 2022 reflects the impact of ongoing repairs and upgrades on meeting the facility TAM performance target, with the TERM rating increasing from 1.0 to 2.0 in 2019, to 2.5 in 2020, to 3.6 in 2022, and 3.7 in 2023 and 2024.

Public Transportation Agency Safety Plan

Performance Measures and Conditions Data

Metro Transit completed and certified its initial Public Transportation Agency Safety Plan (PTASP) in July 2020. The plan is considered a "living document" with reviews and revisions planned on an annual basis. The initial plan incorporated Metro's initial 2020 PTASP performance measure targets for the applicable measures. The MPO adopted the same 2020 targets that Metro adopted in TPB Resolution No. 163, which remained unchanged in 2021, adopted in MPO 2020 Resolution No. 5. Metro updated its PTASP performance measure targets for 2022 in MPO 2021 Resolution No. 12. The MPO adopted the 2023 PTASP targets in November 2022 through Greater Madison MPO 2022 Resolution No. 13, 2023 targets with the 2023-2027 TIP in October 2022 by 2022 Resolution No. 8, 2024 targets in November 2025 by 2025 Resolution No. 15, and will continue to adopt updated targets after Metro updates theirs.

The Metro/MPO Safety Performance Targets for 2022 included reductions in the Bus Transit targets for Injuries and Safety Events, as well as modifying the way the System Reliability/State of Good Repair measurement is reported to improve consistency with other measures. The 2025 targets are shown in the table below, with actual 2024 performance. 2025 PTASP targets are updated to include IIJA-required changes to PTASP targets. The new performance measures are: Collision Rate, Pedestrian Collision Rate, Vehicular Collision Rate, Transit Worker Fatality Rate, Transit Worker Injury Rate, Assaults on Transit Workers, and Rate of Assaults on Transit Workers. These additions are consistent with the Bipartisan Infrastructure Law's increased focus on bus collisions and transit worker safety. Targets for these new measures must be based on the three-year rolling average for each of these measures; since 2023 was the first year in which this information was collected, targets could not be set until data became available for 2024 and 2025. Additionally, BRT has its own targets, as a separate mode of transit in addition to Bus Transit and Paratransit.

Transit Safety Performance Targets 2024 – Actual vs Target								
Mode of Service	**Fatalities** (total)	**Fatalities** (per 100,000 VRM)	**Injuries** (total)	**Injuries** (per 100,000 VRM)	**Safety Events** (total)	**Safety Events** (per 100,000 VRM)	**System Reliability/ State of Good Repair** (per 100,000 VRM)	**Major Events** (total)
Bus Transit Baseline (2022)	0	0	6	.12	293	5.77	6.05	NA
Bus Transit Actual	0	0	8	.18	471	10.66	2.08	2
Bus Transit Targets	0	0	10	.23	300	6.79	4	0
Bus Trends	Stable, meets target	Stable, meets target	Increa-sing, meets target	Increa-sing, meets target	Increa-sing, exceeds target	Increa-sing, exceeds target	Decreasing, meets target	NA
Paratransit Baseline (2022)	0	0	0	0	8	.97	0	NA
Paratransit Actual	0	0	1	.15	3	.35	0	0
Paratransit Targets	0	0	1	.15	20	3.07	1.82	0
Paratransit Trends	Stable, meets target	Stable, meets target	Increa-sing,	Increa-sing,	Decrea-sing,	Decrea-sing,	Stable, meets target	NA

			meets target	meets target	meets target	meets target		

Fatalities = Any fatal accident involving a Metro Transit vehicle regardless of fault
Injuries = Any occurrence resulting in a person transported from the bus via ambulance
Safety Events = any accident, incident, or occurrence
VRM = vehicle revenue miles
System Reliability = VRM between on-road, mechanical failure

In addition to updating safety-related performance measure targets, Metro's 2022 PTASP Annual Review addressed new requirements included in the BIL/IIJA. As a result of these new requirements, Metro's safety planning team, management team and the Teamsters Union Local No. 695 created a new safety committee composed of frontline employees and management. The new team is responsible for identifying, recommending, and analyzing the effectiveness of risk-based mitigations or strategies to reduce consequences identified in the agencies' safety risk assessment.

Metro's safety coordinator developed safety training for Maintenance employees which includes the required topic of de-escalation. Metro already has a comprehensive new hire and refresher staff training program for its bus operators. De-escalation training was added to this program in November of 2021.

The FTA has updated the National Public Transportation Safety Plan to provide additional information on how agencies can meet the new requirement for safety performance targets. However, performance targets for a risk reduction program are required to be based on three-year rolling averages, so targets could not be set until 2024 data became available.

Due to supply change issues and problems with the new 2022 fleet, Metro had a large number of newer buses that had to sit waiting for parts and repairs, therefore they were running older buses on main routes at times, which contributed to the higher number of break downs that caused service interruptions. Metro added fifteen new buses to its fleet in 2022 and retired fifteen older buses. Continued fleet replacement in 2023 and 2024—in which 62 new buses were received—has reduced the System Reliability/State of Good Repair measure below the target. Although disposal of older vehicles has been delayed, it is anticipated that 2025 and 2026 will see further improvements due older vehicles being retired from the fleet.

<u>Project Analysis</u>
Safety-related projects in the Transit Capital and Transit Operating categories include preventative maintenance of transit vehicles, which is fundamental to meeting the System Reliability target, and facility renovations at Metro's maintenance facility at 1 South Ingersoll (formerly 1101 E. Washington Avenue), which has been in need of major renovation. For many years, it operated over capacity, having been designed to serve 140 buses but servicing as many as 220 buses in recent years. Until 2019, the facility had no significant upgrades since it was built 40 years previously. Investment in the facility was delayed for years in anticipation of a relocation. Prior to recent upgrades, facility and functional issues included: inadequate ventilation, heating, and cooling; an open-air wash line creating air quality problems; needed upgrades to emergency egress lighting; confined number of work bays and poor space layout; and right-turn vs. desired left-turn circulation for buses.

A facility renovation plan was developed with the assistance of an engineering firm, Mead & Hunt, with improvements to be implemented in 6 phases starting in 2019 through 2024. Because of the need to uses its federal formula funding for buses and capital maintenance, the facility renovation was 100% locally funded. Metro determined that final phases needed to be delayed due to funding needed to implement the planned east-west BRT route and other needs. Implementation of the programmed facility renovation plan improved safety for Metro staff and will help Metro continue to meet or exceed the performance targets for Fatalities, Safety Events, and System Reliability; the performance targets for Injuries relate to riders of vehicles in service, and will not be impacted by safety improvements at the maintenance facility.

The renovation will have positive impacts on system reliability. Employees will be provided a better, more modern, and healthier place to work. A new, proper, environment will enable employees to be more productive without compromising their safety. This could improve the number of vehicles inspected on a daily basis which would improve the spare ratio and overall road failure rate.

The 3B phase includes the operations unit areas. The biggest impact will be new driver amenities, including a break room that is the proper size to accommodate all drivers, quiet spaces and rooms to rest, kitchen amenities, and new furniture. Well-rested drivers are safe drivers. The current environment for them is sub-optimal. Operations will have a larger dispatch office and supervisor amenities to improve their working environment. This will have positive impacts to service delivery and safety. A more organized and properly sized workspace will enable supervisors to work with a lower rate of error. If an operations supervisor makes a mistake, it often has an impact on service delivery. For example, when a supervisor takes a sick call from a driver but forgets to assign the work to a standby driver. That bus doesn't run or is heavily delayed which as a domino effect on the system with passenger overloads, potential safety issues with passengers or students waiting outdoors for a longer period of time, etc. A better work environment will reduce the likelihood of this type of mistake.

The federal 5307/5337/5339-funded annual bus purchases in this TIP will help reduce the age of the Metro transit revenue vehicle fleet and should result in a lower number of System Reliability/State of Good Repair incidents.