

2040 TRANSPORTATION POLICY PLAN AMENDMENT #2

Overview

Purpose

The 2040 Transportation Policy Plan (TPP) includes a fiscally constrained list of major projects for investment in the region by 2040, known as the Current Revenue Scenario. Projects that add new lanes to a Principal Arterial Highway or construct an interchange are considered regionally significant projects. These projects must be identified as funded in a region's long-range transportation plan (i.e., the 2040 Transportation Policy Plan) in order to be included in the Transportation Improvement Program (TIP) and begin construction.

This amendment adds five highway projects to the Current Revenue Scenario of the Transportation Policy Plan:

- US Highway 10 Congestion Mitigation in Anoka County
- US Highway 169 & CSAH 59 Interchange in Scott County
- I-94 Albertville to Monticello Lane Expansion in Wright County
- MN Highway 65 & 117th Ave interchange in Anoka County
- MN Highway 13 Grade Separations in Dakota and Scott Counties

Policy Basis

Highway projects are added to the fiscally constrained TPP when the following criteria are met:

- Documentation is submitted showing how the project can be built with revenue in the fiscally constrained plan (or reasonable proposed additional revenues);
- The proposal is consistent with the goals, objectives, and strategies of the 2040 TPP; and
- Public engagement has been conducted for the projects.

This amendment adds five regionally significant projects to the Current Revenue Scenario of the 2040 TPP, as described below.

US Highway 10 Congestion Mitigation

The project area was first identified as a regional safety and congestion priority as part of MnDOT's Congestion Mitigation Safety Plan (CMSP). In September of 2019, Anoka County, in coordination with the City of Coon Rapids and MnDOT, further studied the area by completing an origin-destination study to determine the need, effectiveness, and feasibility of adding an

additional travel lane in both directions to US Hwy 10 between Hanson Blvd (CSAH 78) and Round Lake Blvd (CSAH 9). The study found that adding a third travel lane would be effective at addressing congestion on both US Hwy 10 and additionally serve to mitigate congestion on several county roadways like Hanson Boulevard and Coon Rapids Boulevard (where traffic was diverting in order to avoid US Hwy 10). The projects will also improve safety as vehicles and trucks wanting to make high-speed, regional trips use a regional facility (US Hwy 10) and are less inclined to divert to other roadways, which increases the crash exposure for all modes, including for bicyclists and pedestrians.

In December of 2019, Anoka County completed a preliminary engineering and environmental document. In January of 2022, Anoka and MnDOT entered into a Joint Powers agreement for the corridor and identified a design solution that mitigated floodplains, met MnDOT design approval, and fit within the existing right-of-way to minimize environmental impacts. The project is expected to have an approved plan set and accompanying Federal Environmental Document by the end of the 2023 calendar year. No bridges will need to be widened to accommodate the third lane.

In 2023, Anoka County received a \$30 million appropriation as part of the State's Transportation Omnibus Bill for the final design, right-of-way acquisition, construction, and construction administration of a third travel lane in each direction. This direct appropriation, along with \$8 million from Corridors of Commerce, will fully fund the project. Therefore, the project can be built with revenue in the fiscally constrained plan.

US Highway 169 & CSAH 59 Interchange

In 2023, the joint MnDOT/Met Council Interchange Planning Review Committee completed its review and approved the proposed interchange and related access changes along Highway 169 at County Road 59 (Delaware Avenue) in St. Lawrence Township. The documentation provided by Scott County satisfied the five qualifying criteria detailed in [Appendix F](#) of the Transportation Policy Plan. This improvement follows a series of improvements on the US 169 corridor in Scott County including a programmed interchange at US 169 and Highway 282 in Jordan that will complement this project.

The County Road 59 interchange is included in the City of Jordan's 2040 Comprehensive Plan, which identifies industrial and commercial highway development immediately adjacent to the interchange. The plan also notes that the area experiences high traffic volumes during peak seasons due to its proximity to entertainment and regional destinations, including Minnesota's Largest Candy Store. The project will redirect access to this destination from an at-grade intersection to an interchange with business access via a new local driveway connection. This change in access will improve safety on this high-speed corridor.

Safety has also been identified as a concern at the County Road 59 cross-street. The interchange is expected to help maintain safe highway operations and lower crashes. The county has purchased the right-of-way for the development of the interchange, and it is funded

entirely by Scott County transportation sales tax revenue. Therefore, the project can be built with revenue in the fiscally constrained plan.

I-94 Lane Expansion from Albertville to Monticello

On July 12, Governor Tim Walz announced that the Minnesota Department of Transportation (MnDOT) will allocate approximately \$380 million to fund infrastructure projects via the state's Corridors of Commerce program. Among the projects receiving funding was the I-94 Albertville to Monticello lane expansion, which received \$78 million in Corridors of Commerce funding to fully fund the project and allow for its construction. The total cost for this project is approximately \$120 million. Other funding includes direct appropriation from the state legislature and a federal Congressionally directed Community Project (i.e., earmark).

The project limits extend for approximately 8 miles between the cities of Albertville and Monticello in Wright County. It will expand I-94 to three lanes in each direction and close a gap on this highly traveled roadway (i.e., it is 3 lanes in each direction on either side of this project area, but currently reduces to two lanes within the project area). Benefits include reduced congestion, improved safety, improved access for the movement of people and freight, and economic benefits.

Other infrastructure improvements will be completed during this project. Such improvements include the replacement of the westbound bridge over County Road 19 in Albertville, the widening of the westbound bridge over County Road 75 in Monticello, repairing or replacing underground pipes, and the reconstruction of pavement in the project area, which will serve to extend the life of the roadway.

With the Corridors of Commerce funding, the project is now entirely funded. Therefore, the project can be built with revenue in the fiscally constrained plan.

MN Highway 65 & 117th Avenue Interchange Project in Anoka County

MnDOT, in coordination with the City of Blaine and Anoka County, have identified significant safety, congestion, and non-motorized safety issues along the Highway 65 corridor from 97th Avenue to 117th Avenue in the City of Blaine. This corridor is a vital connection for commuters, serves many businesses, events (e.g., at National Sports Center, 3M Open), and is important for freight movement.

The overall project calls for the conversion of four intersections to grade-separated interchanges. Three of the four intersections (99th Avenue, 105th Avenue, and 109th Avenue) are already in the current revenue scenario. The overall project includes a variety of funding sources such as MnDOT's TED program, federal RAISE discretionary funding program, funds directed by the state legislature, and the Regional Solicitation. The project was recently awarded \$30 million in Corridors of Commerce funds, allowing the last intersection (117th Avenue) to be fully funded and added to the current revenue scenario.

As part of the Planning and Environmental Linkages (PEL) environmental process, project sponsors received a number of public comments and identified the need for grade-separated interchanges to accommodate vehicle safety, significant congestion, and bicycle and walking accommodations for individuals attempting to cross the corridor. Fatal and severe injury crash rates are 8 times higher on this corridor than the state average.

With Corridors of Commerce funding, the project is now entirely funded. Therefore, the project can be built with revenue in the fiscally constrained plan.

MN 13 Grade Separations in Dakota/Scott Counties

The MN 13 corridor in the cities of Savage and Burnsville is an important route for both vehicles accessing both I-35W and US 169 and freight traffic to and from the Ports of Savage. The project will benefit the area between Quinton Avenue in Savage to Nicollet Avenue in Burnsville by converting intersections along this route to grade-separated interchanges or overpasses. This project was recently awarded \$96 million in Corridors of Commerce funds. The total project cost is \$166 million.

A number of improvements are programmed to occur as part of this project, including a conversion of Quentin Avenue to a High T intersection, Lynn Avenue to a half diamond intersection, Chowen Avenue to an interchange, and Washburn Avenue as an overpass. These conversions will improve turning movements and reduce traffic buildup as well as improve safety along this corridor. Additionally, the project will include a realignment of South Frontage Road and the addition of a new north-side frontage road to connect Dakota and Yosemite avenues.

Benefits include a reduction of congestion and improvement of traffic flow, greatly improved accessibility to the Ports of Savage to accommodate freight traffic, improved safety, and a more effective frontage road and local street system. The project will also improve the roadway surface, update the drainage and utility infrastructure, and enhance water quality.

With the Corridors of Commerce funding, the project is now entirely funded. Therefore, the project can be built with revenue in the fiscally constrained plan.

Consistency with the 2040 TPP

The 2040 TPP presents strategies to assist in guiding the development of the transportation system towards achieving the region's goals and objections in the Plan. The Plan lists strategies in [Chapter 2](#) and are organized around six transportation system goals. The five projects show consistency with the Plan as shown with the following goals and strategies (see Table 1).

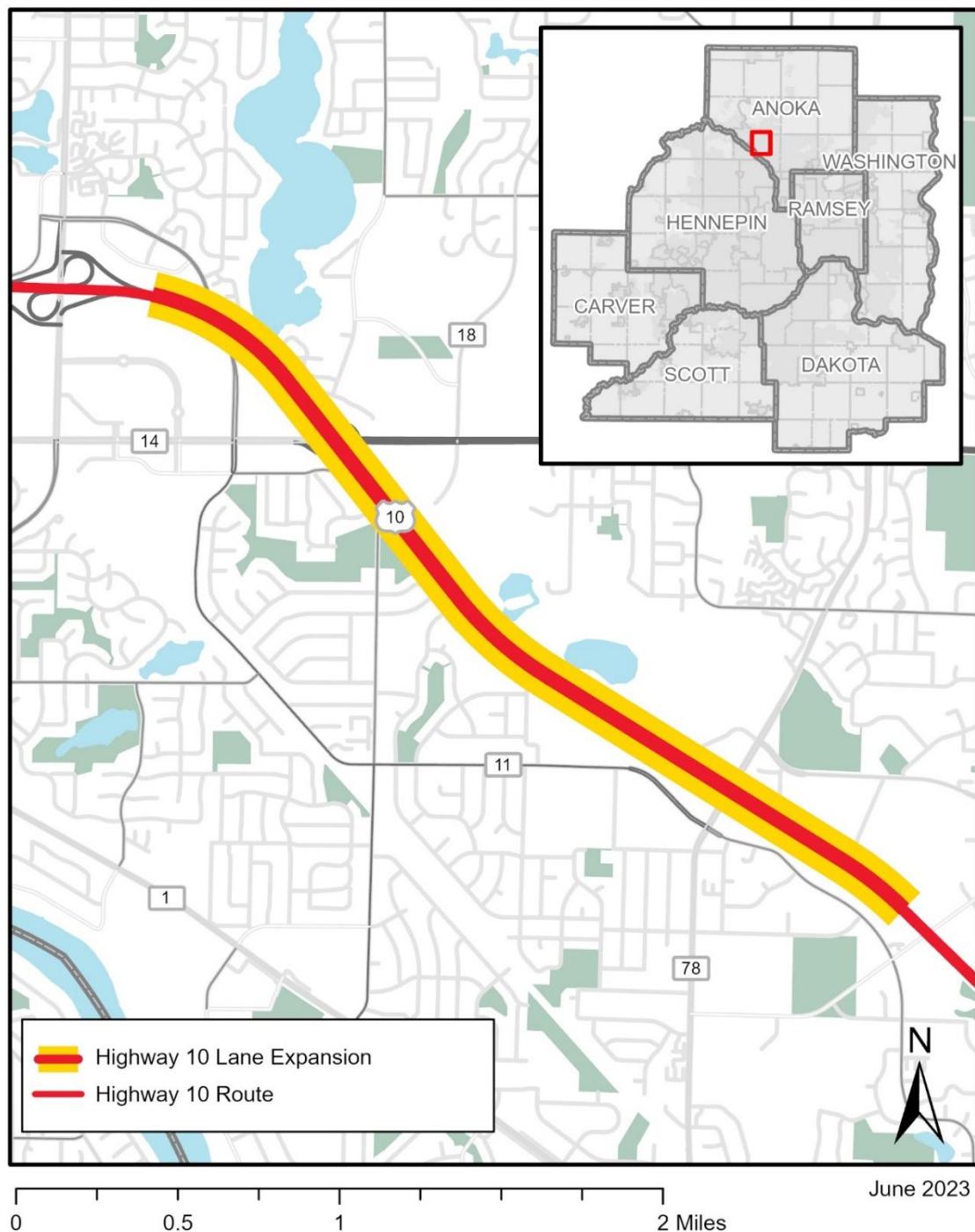
Table 1 – Transportation Policy Plan Strategies related to Highway Investment

Goal	Strategy Number	Strategy Text
Safety & Security	B1	“Regional transportation partners will incorporate safety and security considerations for all modes and users throughout the processes of planning, funding, construction, and operation.”
Access to Destinations	C3	“The Metropolitan Council, working with MnDOT through their efforts, and other relevant jurisdictions, will continue to maintain a Congestion Management Process for the region’s Principal and A-minor arterials to meet federal requirements. The Congestion Management Process will incorporate and coordinate the various activities of MnDOT, transit providers, counties, cities and transportation management organizations to increase the multimodal efficiency and people-moving capacity of the regional roadway network.”
Access to Destinations	C7	“Regional transportation partners will manage and optimize the performance of the Principal Arterial system as measured by person throughput.”
Access to Destinations	C10	“Regional transportation partners will manage access to Principal and A-minor arterials to preserve and enhance their safety and capacity. The Metropolitan Council will work with MnDOT to review interchange requests for the Principal Arterial system. The Metropolitan Council, MnDOT and regional partners will invest in prioritized non-freeway Principal arterial intersections in accordance with the Principal Arterial Intersection Conversion Study.”
Competitive Economy	D2	“The Metropolitan Council will coordinate with other agencies planning and pursuing transportation investments that strengthen connections to other regions in Minnesota and the Upper Midwest, the nation, and world including intercity bus and passenger rail, highway corridors, air service, and freight infrastructure.”
Competitive Economy	D5	“The Metropolitan Council and MnDOT will work with transportation partners to identify the impacts of highway congestion on freight and identify cost-effective mitigation.”

Project Details and Funding

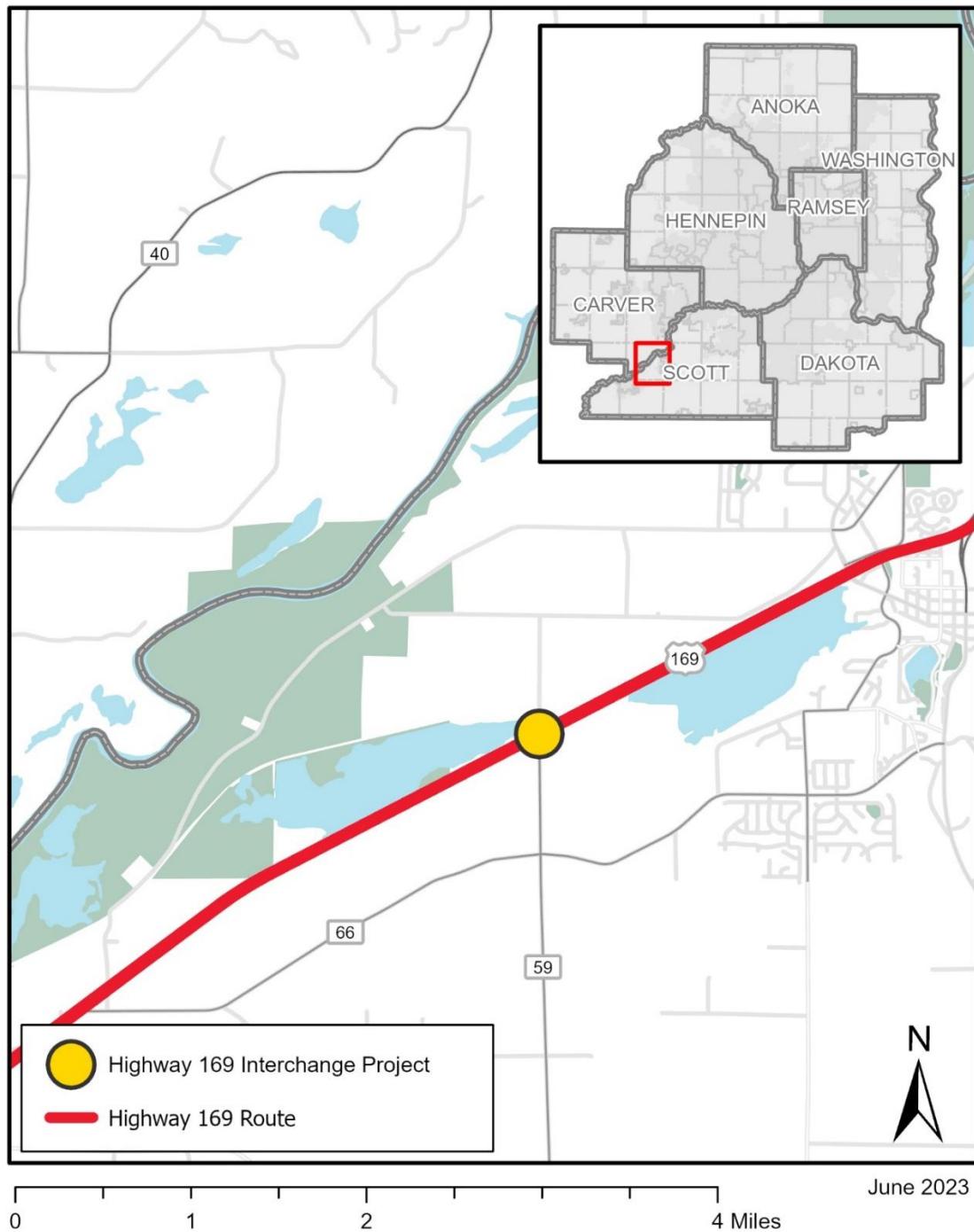
The **US 10 Highway Congestion Mitigation Project** expands US Highway 10 (US 10) in Anoka County from two to three mainline travel lanes in Coon Rapids between County State Aid Highway (CSAH) 78 (Hanson Boulevard) and CSAH 9 (Round Lake Boulevard). See Figure 1.

Figure 1:US Highway 10 Project in Coon Rapids (Anoka County)



The US 169/CSAH 59 Interchange Project converts an at-grade intersection on US Highway 169 in Scott County to a grade-separated interchange with CSAH 59 (Delaware Avenue), roughly 2.5 miles southwest of the City of Jordan. See Figure 2.

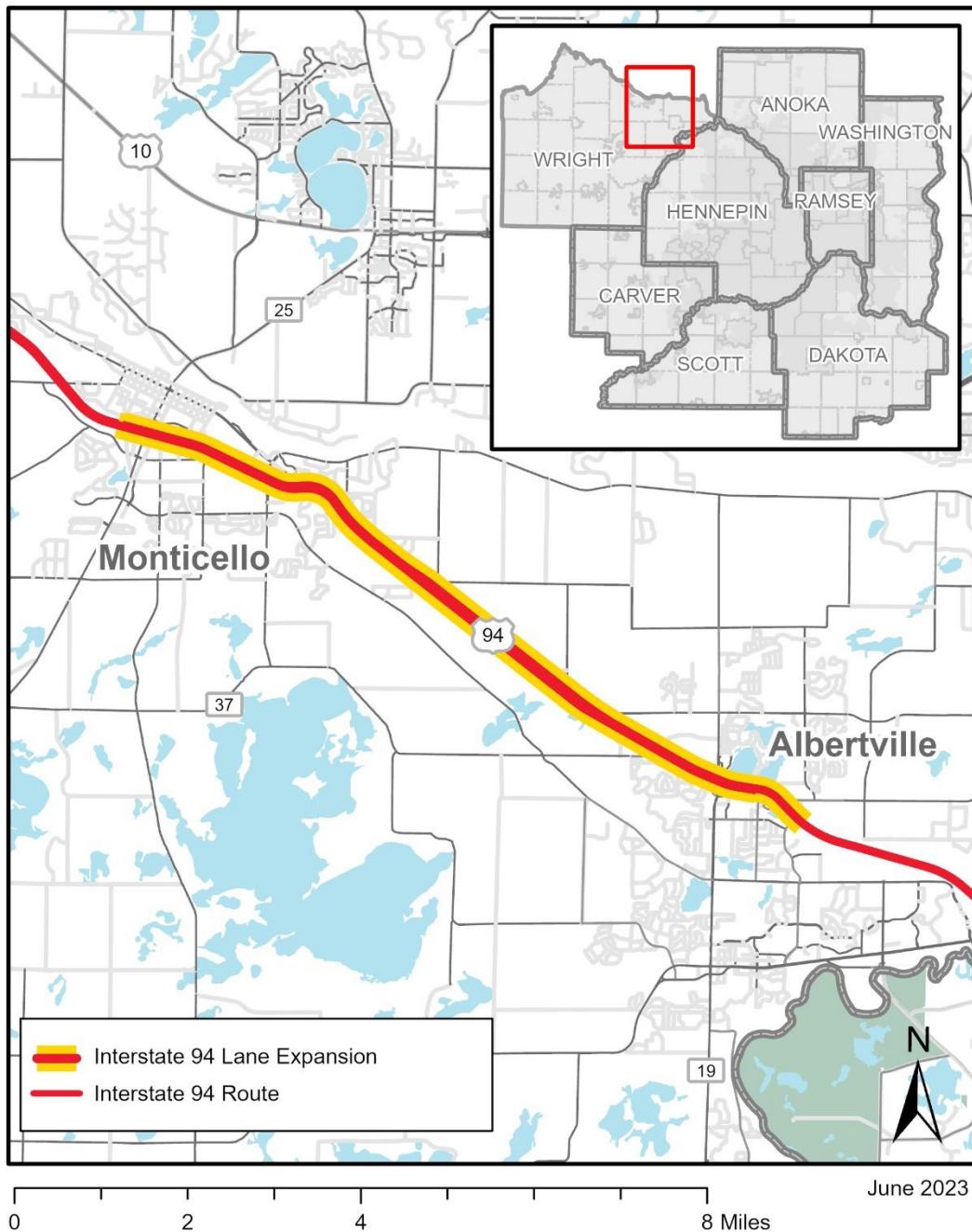
Figure 2: Location of US 169 Interchange in Jordan (Scott County)



The I-94 Albertville to Monticello Lane Expansion in Wright County Project expands I-94 from two to three travel lanes in each direction for approximately 8 miles between the cities of Albertville and Monticello in Wright County, along with additional improvements. See Figure 3.

Figure 3: Albertville to Monticello Lane Expansion

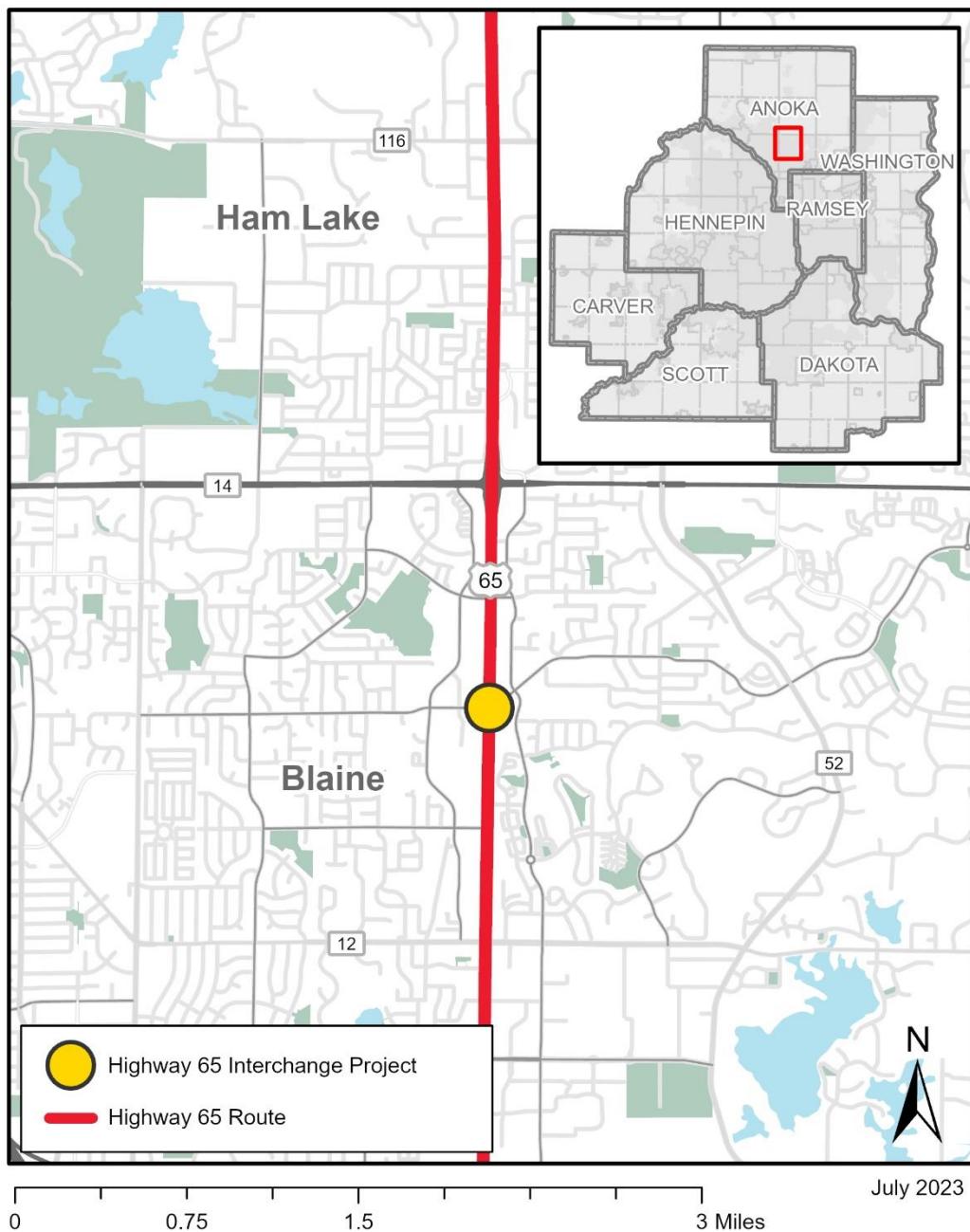
Interstate 94, Lane Expansion, Monticello to Albertville



The MN Highway 65 & 117th Avenue Interchange Project in Anoka County converts an at-grade intersection at Highway 65 and 117th Avenue in the City of Blaine to a grade-separated interchange. See Figure 4.

Figure 4: Highway 65 & 117th Avenue Interchange, Anoka County

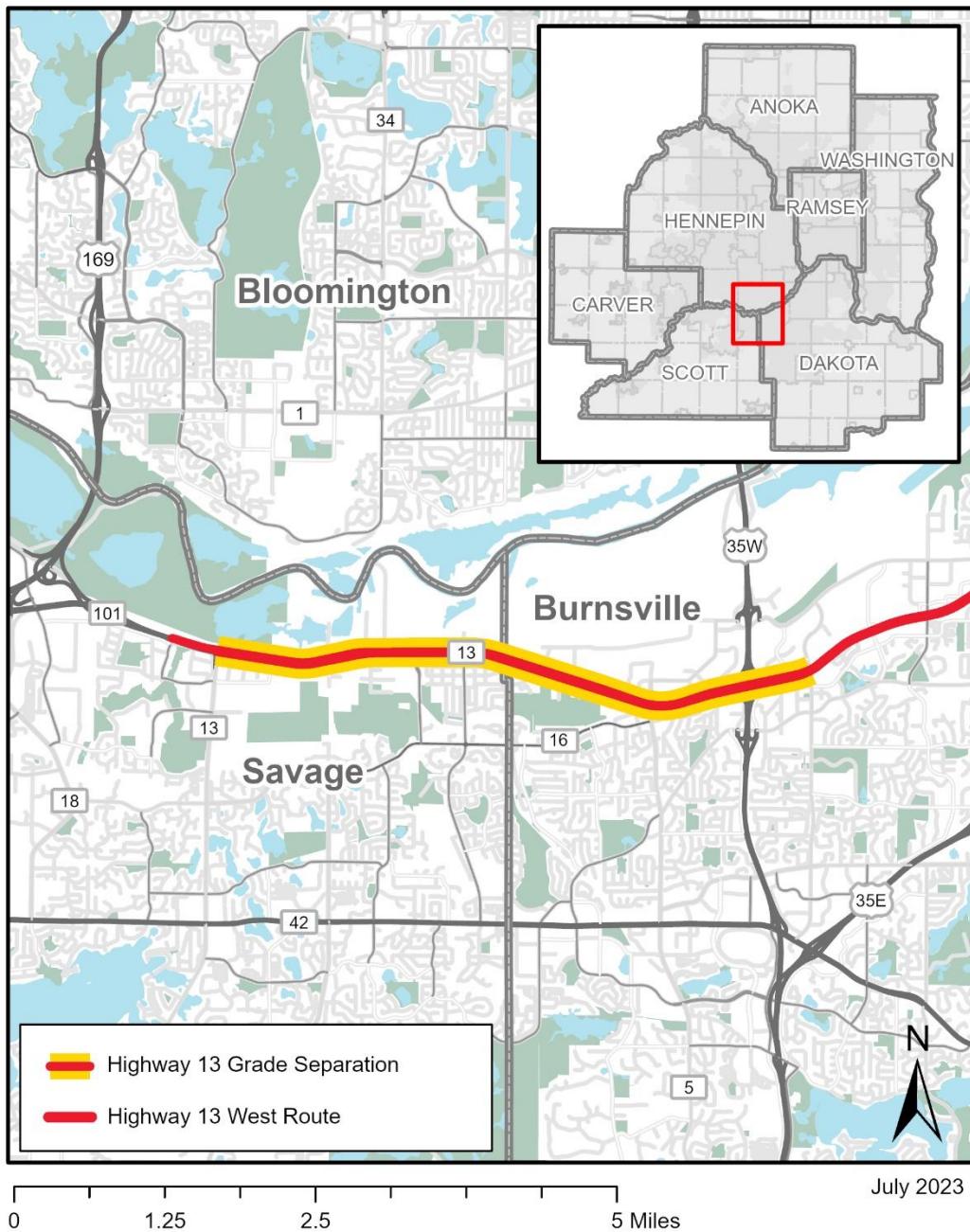
Highway 65, New Interchange, Blaine



The MN Highway 13 Grade Separations Project in the cities of Burnsville and Savage converts existing intersections to grade separations from the area between Quentin Avenue and Nicollet Avenue. See Figure 5.

Figure 5: Grade Separation Project, Scott County and Dakota County

Highway 13, Grade Separation, Savage and Burnsville



Chapter 5 is amended to add the following project descriptions and maps (Figure 5-15) for the five projects in this amendment.

Added lanes along US 10 between CSAH 78 and CSAH 9. The additional lanes will help alleviate traffic congestion in Coon Rapids near major commercial and industrial uses. The project will extend the third through lane where it currently terminates at Hanson Boulevard (CSAH 78) to Round Lake Boulevard (CSAH 9) in both directions. The project is anticipated to begin construction in 2025.

Add interchange on US 169 at CSAH 59. This new interchange is in Scott County, southwest of Jordan. This segment of US 169 serves as an important freight and mobility connection between the Twin Cities metro area and southwest Minnesota. The project includes converting the existing intersection to a grade separated facility. This improvement will assist in mitigating safety concerns along US 169. The project is anticipated to begin construction in 2024.

Add lanes along I-94 between the cities of Albertville and Monticello. The additional lanes for an approximately 8 mile stretch along I-94 will help alleviate congestion, improve safety, and extend the life of this important corridor in Wright County. The project is anticipated to begin construction in 2024.

Add interchange on MN 65 in Blaine at 117th Avenue. The new interchange in Anoka County will complete an overall corridor project that will convert four existing intersections to grade-separated interchanges. The overall project will improve safety, reduce congestion, and better accommodate cyclists and pedestrians. This project is anticipated to begin construction in 2025.

Add interchanges on MN 13 in Dakota and Scott Counties between Quentin Avenue and Nicollet Avenue. The new grade separations will reduce congestion, improve safety, and increase accessibility for vehicles and freight along Highway 13 near the Ports of Savage.

Table 2 - Project descriptions are added to Chapter 5, Table 5-10: Highway Strategic Capacity Enhancements 2018-2025

Amendment Language	Road	Location	Project Description
Added	US 10	CSAH 78 to CSAH 9	Added Lane in Each Direction
Added	US 169	CSAH 59	Added Interchange
Added	I-94	Albertville to Monticello	Added Lane in Each Direction
Added	MN 65	117 th Avenue	Added Interchange
Added	MN 13	Quentin Avenue to Nicollet Avenue	Added Interchanges

Figure 6 – Updated Current Revenue Scenario Map (shown as Figure 5-15 in TPP)

Current Revenue Scenario Highway Projects 2020-2029

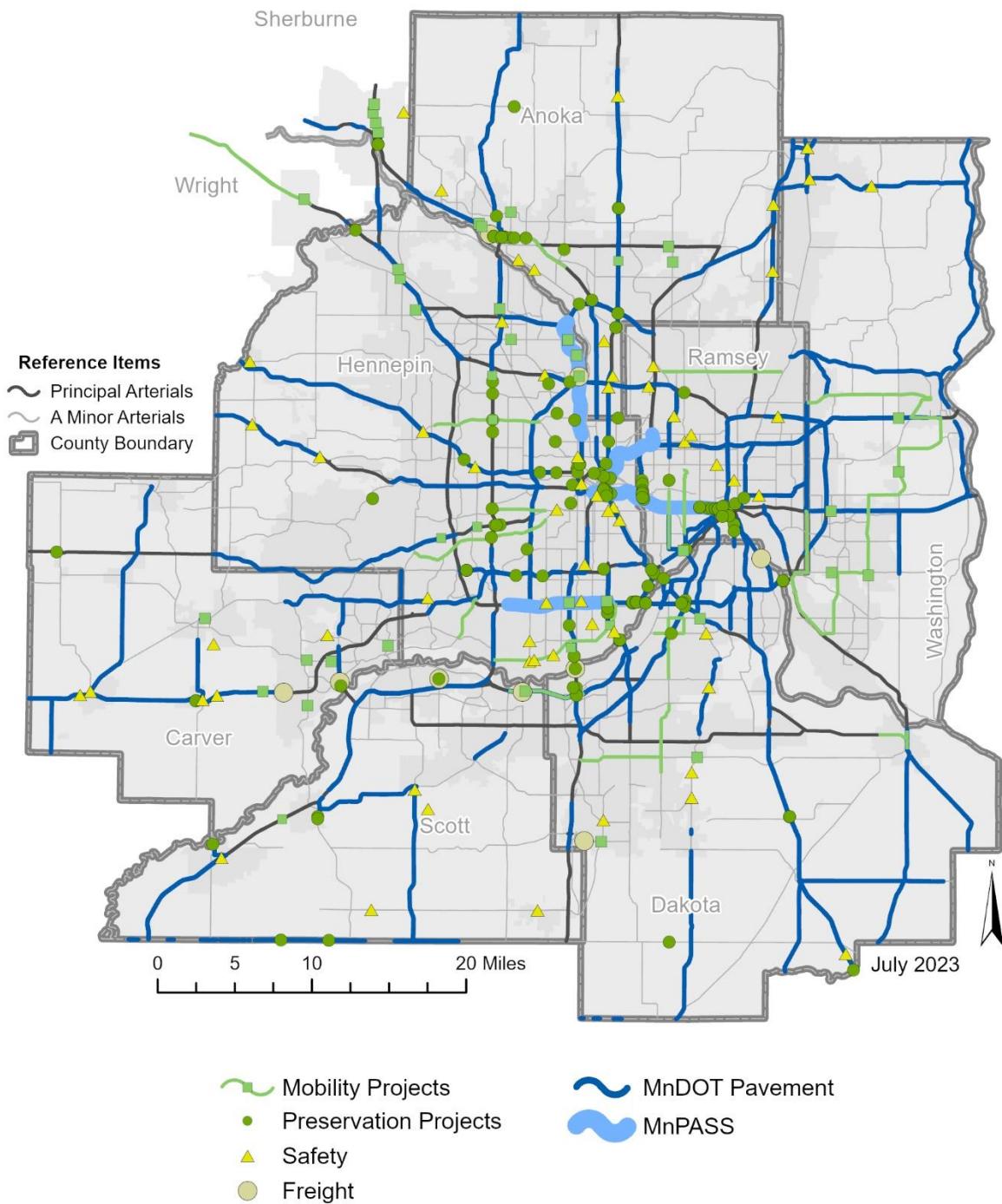


Table 3 – Projects added to Appendix C: Long-Range Highway Project List

Amendment Language	Highway	Route	Project Description	Estimated Cost (Year of Expenditure)	Timeframe
	Investment Category				
Added	Regional Mobility	US 10	Construct third lane on US 10 between Hanson Blvd and Round Lake Blvd in both directions.	\$38,000,000	2024-2029
Added	Regional Mobility	US 169 at CSAH 59	Construction of grade separated interchange.	\$14,400,000	2024-2029
Added	Regional Mobility	I-94	Construct third lane on I-94 between Albertville and Monticello in both directions.	\$120,000,000	2024-2029
Added	Regional Mobility	MN 65 at 117 th Avenue in Blaine	Construction of grade separated interchange.	\$196,000,000 (4 interchanges)	2024-2029
Added	Regional Mobility	MN 13 between Quentin Avenue and Nicollet Avenue	Construction of grade separated interchanges.	\$166,000,000	2024-2029

Impacts to the Plan

Transportation Finance

The US 10 project is funded by the state's 2023 Transportation Omnibus Bill with trunk highway bond proceeds, as well as funding from the Corridors of Commerce program. The US 169 interchange is funded entirely with Scott County local option sales tax funds. The I-94 project is funded by a combination of Corridor of Commerce, National Highway Performance Program, Bridge Formula Program, federal Congressionally directed Community Project funding, and

state bonding. The MN 65 project is funded by state Transportation Economic Development, Local Partnership Program, General Obligation, Trunk Highway, Corridors of Commerce, and Regional Solicitation funds. The MN 13 project is funded by local transportation sales tax, Regional Solicitation, and Corridors of Commerce. Due to these factors, the fiscal constraint of the Plan is maintained.

Environment and Air Quality

No air quality determination is necessary as the region is in air quality attainment.

Equity and Environmental Justice

This amendment will not result in any significant changes in accessibility to jobs and other community amenities (shopping, colleges and universities, hospitals, and libraries) for the Current Revenue Scenario for both people of color and the total population.

Performance Outcomes

In order to better understand the effect of these five projects on the regional transportation performance outcomes, Council staff used the Tourcast Activity Based Model (ABM). The ABM is used to forecast how the construction of the projects may affect performance measures such as daily average vehicle miles travelled for a metro area resident, total weekday miles traveled, and the number of jobs accessible within thirty minutes by automobile.

Council staff created a new No Build network based on the Transportation Policy Plan's Current Revenue Scenario network. The No Build network was revised to include future projects that were previously in the Current Revenue Scenario but have subsequently been funded through the Council's Regional Solicitation. The Current Revenue Scenario was revised to build off the No Build network and include the five additional projects that are part of this amendment. The addition of the funded Regional Solicitation projects to the No Build network allowed staff to better isolate the forecasted changes from the five amendment projects. After completion of the networks, staff modeled the performance outcomes from the five amended projects. The models used the same 2040 land use and socio-economic data that was used in the 2040 Transportation Policy Plan Amendment #1.

Council staff also used the Environment Protection Agency's Mobile Emissions Vehicle Simulation (MOVES) model to forecast the differences in emissions resulting from the amended projects. Staff ran the MOVES model for each scenario using outputs from the regional travel model such as vehicle miles traveled and average speeds. Results were obtained by subtracting the Build Scenario model results from the No Build model results. The percent change was calculated using the difference from the additional five projects in this amendment to the previous Current Revenue Scenario results.

Results

The table below summarizes the forecasted changes the five amendment projects will have on performance measures.

Table 4: Modeled Effect of Amended Projects to the Current Revenue Scenario

Measures	2040 TPP Amendment #1	Forecasted Changes Due to Amendment	% Difference from CRS Amendment #1
Daily average vehicle miles travelled for a metro area resident	24.6	0	0%
Regional Vehicle Miles Traveled - Total Weekday*	91,887,400	11,000	0.01%
Number of jobs accessible within 30 minutes – Driving*	1,200,000	4,500	0.38%

Note: numbers in the table are in percentages and are small, e.g. a value 0.01% means the measure changed 1/100th of 1 percent.

* - indicates values that were not included in the 2040 Transportation Policy Plan Amendment #1.

These results are consistent with expectations that adding capacity to a highway in the region would increase measures such as vehicle miles traveled and accessibility by automobile. The magnitude of these increases, however, are very small – all are lower than one percent at the regional level.

The changes in motor vehicles emissions resulting from the amendment projects are similarly small – all are fractions of one percent. The change in forecasted emissions is listed in the table below.

Table 5: Modeled Emissions Changes Due to Amendment

Measures	2040 TPP Amendment #1	Forecasted Changes Due to Amendment	% Difference from CRS Amendment #1
CO (Pounds)	335,600	140	0.04%

Oxides of Nitrogen (Pounds)	19,200	9	0.05%
Sulfur Dioxide (Pounds)	380	0.02	0.006%
VOC (Pounds)	6,460	0.03	0.0004%
CO2 Equivalent (Pounds)	54,864,000	3,500	0.006%

Transportation models have a degree of uncertainty. This uncertainty may be especially apparent when using a regional model to detect potentially small changes due to the addition of a few projects. Forecasted changes may also reflect changes in behavior captured in the model or simply a degree of "noise" when projects are modeled at a regional level.

Public Involvement Summary

The Metropolitan Council sought public comments on the Transportation Policy Plan (TPP) Amendment 2 for a 45-day period. The public comment period opened on September 13, 2023 and comments were received until October 31, 2023. The Council also held a public hearing for input on October 9, 2023. The Met Council proactively promoted availability of the comment draft and public hearing, advertising them through social media and other means.

A total of 26 comments during the public comment period. This includes 16 comments expressing support for the I-94 expansion project; two comments in support of the US 169 & CSAH 59 interchange; one comment in support of the Highway 65 & 117 Street interchange; and two comments in support of the Highway 13 grade separations project. Additionally, there were a total of five comments expressing opposition to the projects. These commenters were opposed to highway expansion and how it contributes to induced demand.

The TPP Amendment 2 Public Comment Report contains all written comments and the response by Council staff.