



Chapter 11: Federal Requirements

This chapter responds to federal planning requirements contained in the Safe Accountable Flexible Efficient Transportation Equity Act – A Legacy for Users (SAFETEA-LU) and provides references to other sections in this policy plan or to other Council documents that address the requirements.

Eight SAFETEA-LU Transportation Planning Factors

SAFETEA-LU requires Metropolitan Planning Organizations (MPOs) to address eight planning factors through their metropolitan transportation planning process. The Metropolitan Council is the MPO for the Twin Cities metropolitan area. The planning factors are addressed in this plan and also in the Council's overall regional development plan, the *Regional Development Framework*, that guides future development in the seven county metropolitan area.

Table 11-1 cross-references each of the eight factors with relevant policies, strategies, criteria and plan sections from either the *Framework* or from the *Transportation Policy Plan*. The relevant categories and criteria used in the regional project selection process for SAFETEA-LU funds are also identified as they relate to the eight planning factors.

Table 11-1: Cross-Reference of Eight SAFETEA-LU Planning Factors with Metropolitan Council Policies, Procedures and Solicitation Criteria

SAFETEA-LU Planning Factor	Development Framework		Transportation Policy Plan		Regional SAFETEA-LU Project Selection Process/TIP	
	Policy / Action Step	Page	Policy / Strategy	Page	Category	Criteria
(1) Support the economic vitality of the metropolitan planning area, especially by enabling global competitiveness, productivity, and efficiency;	Policy 12	14	Policy 3	61	Principal Arterial and Transit Capital	Access to or capacity for economic development
			Policy 9	69		
			Policy 11	72		
			Policy 12	116		
			Policy 13	117		
			Policy 15	118		
(2) Increase the safety of the transportation system for motorized and non-motorized users;	-----	-----	Policy 9	69	Principal Arterial and "A" Minor Arterial Bike-ways and Walkways	Accident reduction forecast, Bike/ped safety improvements
			Strategy 16c	120		
			Policy 18	172		



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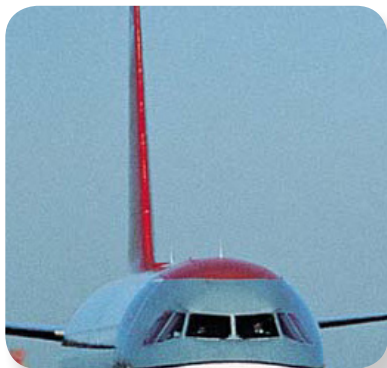
SAFETEA-LU Planning Factor	Development Framework		Transportation Policy Plan		Regional SAFETEA-LU Project Selection Process/TIP	
	Policy / Action Step	Page	Policy / Strategy	Page	Category	Criteria
(3) Increase the security of the transportation system for motorized and non-motorized users;	-----	----	Strategy 13e	117	-----	-----
(4) Increase accessibility and mobility of people and freight;	Policy 2	14	Policy 3	61	Principal Arterial, "A" Minor Arterial, and Transit Capital; Bike-ways and Walkways	Integration of modes, Integration with transit
			Policy 9	69		
			Policy 10	71		
			Policy 11	72		
			Policy 12	116		
			Policy 13	117		
			Policy 14	118		
			Policy 15	118		
			Policy 16	120		
			Policy 17	164		
			Policy 18	172		
(5) Protect and enhance the environment, promote energy conservation, improve the quality of life, and promote consistency between transportation improvements and State and local planned growth and economic development patterns;	Policy 4	18	Policy 3	61	Transit Capital, Principal and "A" Minor Arterial, Bikeways and Walkways	Reduction in CO emissions, Potential for increased use, Development Framework Implementation
			Policy 4	41		
			Policy 8	12		
			Strategy 9h	71		
			Policy 12	116		
			Policy 13	117		
			Policy 18	172		





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SAFETEA-LU Planning Factor	Development Framework		Transportation Policy Plan		Regional SAFETEA-LU Project Selection Process/TIP	
	Policy / Action Step	Page	Policy / Strategy	Page	Category	Criteria
(6) Enhance the integration and connectivity of the transportation system, across and between modes, for people and freight;	Policy 2	14	Strategy 2e	31	Principal Arterial, "A" Minor Arterial, and Transit Capital; Bike-ways and Walkways	Integration of modes (bikes, pedestrians, freight), Integration with transit
			Policy 3	61		
			Strategy 9b	69		
			Strategy 11f	73		
			Policy 12	116		
			Policy 15	118		
			Policy 17	164		
			Strategy 18b	172		
			Strategy 18d	172		
(7) Promote efficient system management and operation;	Policy 2	14	Strategy 2b	31	Principal Arterial and "A" Minor Arterial.; Transit Capital, Travel Demand Management, Transportation System Management	Solutions to problems and deficiencies; Service efficiency
			Policy 3	61		
			Policy 10	71		
			Policy 11	72		
			Policy 14	118		
(8) Emphasize the preservation of the existing transportation system.	Policy 2	14	Strategy 2a	31	Principal Arterial and "A" Minor Arterial	Corridor preservation efforts/access management
			Policy 10	71		





Other Federal Requirements

Congestion Management Process

Federal regulations (CFR 450.320) require that the transportation planning process in a TMA “address congestion management through a process that provides for safe and effective integrated management and operation of the multimodal transportation system, based on a cooperatively developed and implemented metropolitan-wide strategy, of new and existing transportation facilities through the use of travel demand reduction and operational management strategies.”

The congestion management process for the region is fully described in Chapter 5: Regional Mobility.

Cooperative Revenue Forecasting

Mn/DOT and the Council have worked together to develop the highway revenue forecast used in this plan. It represents the best estimate of future available funds at this time, and includes the new transportation revenue package passed by the Minnesota Legislature in the spring of 2008. SAFETEA-LU established funding levels for the surface transportation system through 2009, but it will expire on September 30, 2009. Without any available information on the upcoming reauthorization of the transportation act, this plan assumes the federal funds will remain stable until 2015 and then will increase by 1.6 percent per year. It further assumes that state funding will remain stable until 2018, at which time the estimates of state funding sources are also increased by 1.5 percent per year. These increases are not assumed to equal the level of inflation over the plan period.

The forecast also assumes the metro area will receive approximately 44% of the federal Title I (highway) funds that come to Minnesota (after the state has set aside funds for specific items such as design and engineering services.) This percentage is based on a Mn/DOT formula that includes miles of highways, number of buses, future population, etc.

This plan will have to be adjusted if the new federal transportation bill includes significant changes in federal revenue coming to Minnesota.

ITS Applications and Regional Architecture

Mn/DOT and the Center for Transportation Studies at the University of Minnesota have been leaders in intelligent transportation systems (ITS) research and application. The Council has worked closely with Mn/DOT, ITS America and Minnesota Guidestar in their attempts to move ITS from the experimental stage to wide-scale application. ITS focuses on the management of the entire transportation network through the movement of more people and freight, in fewer vehicles, on the existing system. It is within this context that the Council supports the ITS regional architecture and will require its use in all its applications in the region.

Federal requirements include the definition of a “regional architecture” for ITS activities. In Minnesota the regional ITS architecture has been developed by Mn/DOT with wide-scale input from its partners and is used statewide. The architecture defines the functions that could be performed to satisfy user





requirements and how the various elements of the system might connect to share information. It also defines the framework around which multiple design approaches can be developed. Each approach can be tailored specifically to meet the user needs, while maintaining the benefits of a common approach.

Since its inception in 1991, Minnesota Guidestar has performed a broad range of ITS activities including needs assessments, research and development, full-scale operational testing, and deployment of ITS strategies and technologies. The success of Minnesota Guidestar has been more than advancing ITS technology. Its success is based on a strong cooperation between the public and private sectors, which has produced innovative and unique programs and projects.

Intelligent transportation systems, or ITS, encompass a broad range of wireless and wireline communications-based information, control, and electronics technologies. When integrated into the transportation system infrastructure, and in vehicles themselves, these technologies help monitor and manage traffic flow, reduce congestion, provide alternate routes to travelers, enhance productivity, and save lives, time and money.

Intelligent transportation systems provide the tools to collect, analyze, and archive data about the performance of the system. Having this data enhances traffic operators' ability to respond to incidents, adverse weather or other capacity constricting events.

Examples of Intelligent transportation systems include Advanced Traveler Information Systems, Advanced Traffic Management Systems, and Incident Management Systems, described below:

- Advanced Traveler Information Systems deliver data directly to travelers, empowering them to make better choices about alternate routes or modes of transportation. When archived, this historical data provides transportation planners with accurate travel pattern information, optimizing the transportation planning process.
- Advanced Traffic Management Systems employ a variety of relatively inexpensive detectors, cameras, and communication systems to monitor traffic, optimize signal timings on major arterials, and control the flow of traffic.
- Incident Management Systems provide traffic operators with the tools to allow quick and efficient response to accidents, hazardous spills, and other emergencies. Redundant communications systems link data collection points, transportation operations centers, and travel information portals into an integrated network that can be operated efficiently and “intelligently.”

The Council's policy concerning ITS investments is to support the inclusion of ITS improvements in the broadest spectrum of situations, from the replacement of aging signals with the latest interconnected self-programmable models, to the recent completion of the new traffic management center with the latest generation electronics.




Figure 11-3: ITS tools, like this camera, allow system monitoring.



Figure 11-2: Changeable traffic signs allow individuals to make their own travel decisions





ITS is a significant element of the region's Congestion Management Plan. Since ITS can be included as part of preservation, management, improvements, expansion and transit investments, the Council has determined that no "set-asides" or sub-targets are appropriate for ITS. Mn/DOT, Metro Transit and other agencies responsible for delivering transportation services should determine how best to maximize ITS applications and include funding for them as an integral part of larger projects.

Current ITS activities in the metro area include Regional Traffic Management Center, Metro Transit Control Center, 800 Mhz radio system, freeway message signs, ramp meters and bypasses, Metro Transit's web-based travel planner, signal preemption for both buses and emergency vehicles, and automatic vehicle locators on the buses.

Operations and Management

The SAFETEA-LU requires that the long-range transportation plan include operations and management strategies to improve the regional transportation system. This plan lists as its first priority the preservation of the trunk highway system. Management investments are the next highest highway priority. Management investments for highways include access management, high-technology traffic management tools such as ramp meters and changeable message signs and transit advantages like bus-only shoulders. Operations and management strategies form the basis of the highway investment strategy outlined in this plan also places priority on supporting preservation, maintenance, and replacement of the existing transit system's capital assets before considering new, expanded or enhanced capital facilities and equipment.

Coordinated Action Plan for Public Transit and Human Services

The Federal Transit Administration (FTA) is interested in assisting people who are disadvantaged in terms of their ability to obtain their own transportation. SAFETEA-LU established a new formula-based program, the New Freedoms program, to expand transportation services for the elderly and persons with disabilities beyond what is required by the Americans with Disabilities Act (ADA). It also changed the Job Access and Reverse Commute (JARC) program into a formula-based program. Along with these changes came a requirement that a coordinated action plan for public transit and human services transportation be created at the regional level. This plan is meant to document existing resources, identify gaps in the transportation system, and establish goals, strategies and criteria for delivering efficient, coordinated services to elderly, underemployed or otherwise financially disadvantaged persons and persons with disabilities. In 2007, the Metropolitan Council adopted such a plan for the region, replacing the JARC plan adopted in 2000. The FTA requires this plan to be updated at least every four years in non-attainment regions and every five years in attainment regions. The Metropolitan Council will be updating the plan in 2011.

The Metropolitan Council is working with county organizations, the region's transit providers and human service agencies to develop a set of programs that help fill gaps in transportation needs experienced by unemployed and under-employed persons. A variety of programs, including reverse commute



Figure 11-4: A successful transportation plan will benefit all of the region's residents

routes, transit beyond the ADA required distance (within $\frac{3}{4}$ mile of regular-route transit), dial-a-ride restructuring, transportation coordinators, van programs, technology improvements, and auto ownership programs, have been funded through the FTA Job Access and Reverse Commute (JARC) and New Freedoms programs.

Environmental Justice

Executive Order 12898 requires all federal agencies to define environmental justice as part of their mission and to address any adverse health and environmental effects of their programs on traditionally underserved minority and low-income populations. In response, the U.S. Department of Transportation issued an Order on Environmental Justice in Minority and Low-Income Populations, which establishes a process for integrating the goals of environmental justice into federally funded transportation activities.

Further guidance for incorporating environmental justice into the metropolitan transportation planning and implementation process was developed by the Federal Highway Administration and Federal Transit Administration. As the Council conducts federally funded plans, programs, and projects, it must comply with these orders and guidance. This update of the *Transportation Policy Plan* details the Council's compliance with the environmental justice directives within the framework of existing requirements, including the National Environmental Policy Act (NEPA), Title VI of the Civil Rights Act of 1964, SAFETEA-LU, and the Americans with Disabilities Act (ADA).

The *Transportation Policy Plan* addresses environmental justice by providing a location analysis of low-income and minority populations in relation to the planned investments in the metropolitan transportation system. This analysis includes a discussion of whether disproportionate impacts were identified, the extent and magnitude of those impacts, and how the impacts will be avoided or mitigated, if practical.

Specific strategies and programs employed by the Council to improve the transportation system to the benefit of low-income and minority populations are also described. Finally, Appendix C to the *Transportation Policy Plan* includes a detailed discussion of the public participation process, including the methods employed to involve traditionally under-served populations. The Council's process ensures that members of low income and minority communities are provided with opportunities to participate in the transportation planning process, including the development of the *Transportation Policy Plan*.

Investment Strategies Related to Low-Income and Minority Populations

The impacts of transportation improvement projects on low-income and minority populations are difficult to analyze under environmental justice at a system/policy level. Those impacts will be analyzed on an individual project basis as prescribed under federal guidance. However, it is possible to describe the impacts of these investments at a larger scale.





The planned improvements to the Regional Highway System illustrate regional priorities as established by the Council. These priorities stress the preservation and maintenance of the existing highway system over expansion of the system. The relationship between the locations of low-income and minority populations (as shown in the 2000 Census) and planned investments in the transportation system are shown on Figures 11-5 through 11-8. Low-income populations are concentrated in relatively small pockets near the downtowns of Minneapolis and St. Paul. Outside of the two central cities very few census tracts contain significant (greater than seven percent) percentages of residents in poverty. The highest proportion of minority residents correlates significantly with the locations of low-income residents - concentrated primarily in the core area - but moderate levels of minority residents are also found in inner-ring suburbs, such as the Brooklyn Park/Brooklyn Center area and Richfield/Bloomington.


The new construction and expansion projects planned for in the *Transportation Policy Plan* should not create disproportionate adverse effects on low-income or minority populations, and in fact should create a benefit to them in the form of improved mobility and expanded transit service. Historically, the greatest harm done to minority and low-income populations as a result of transportation system investment decisions was caused by new highway construction or realignment projects that encroached upon, divided or even displaced neighborhoods. Mitigation techniques will be employed in all projects to minimize and mitigate the construction impacts on all affected populations.

Many of the Metropolitan Council's strategies and programs are aimed at improving and preserving the transportation system in the core area of the Twin Cities, especially through significant investments in the transit system. As Figures 11-5 through 11-8 illustrate, the core area is home to a significant portion of the region's low-income and minority residents. The focus of investment in this document's Transit System Plan is on transit markets and their potential for transit usage. Because the core area (Market Area I, as defined in Chapter 4) is where the greatest number of people who are transit dependent reside, the focus of investment will continue to be on the core area. As stated in Chapter 7, the Council supports the provision of sufficient transit services and alternative modes of transportation in Market Area I to allow its residents to live without the need to drive an automobile.

Key Transit System Plan improvements in the core area include faster service (with dedicated transitways, signal preemption for buses and limited stop operation), expanded service frequencies (15-minute frequencies for 18 hours a day), and enhanced security and pedestrian amenities within one-quarter mile of stations and stops. Other investments and policies of this plan that will benefit core-area minority and low-income populations include continued expansion of transit centers and stations, continued marketing of regional transit and rideshare services and incentives, enhanced safety and security, and continued development of the regional network of transitways on dedicated rights of way and bus rapid transit.

The transit system will also serve as a magnet for other types of investments, such as new commercial and residential development, that will benefit those populations. Additional investment in Access to Jobs programs will provide increased economic and career opportunities for low-income residents, many of whom do not have access to a private vehicle. Transit-oriented development policies will promote land





uses that improve access to transit, make bicycle and pedestrian travel safer and more convenient, and create common open and green spaces.

After analyzing the distribution of programs and projects identified in this *Transportation Policy Plan*, and the location of low-income and minority populations in the region, it can be concluded that any benefits or adverse effects associated with implementing the plan are not distributed to these populations in a manner significantly different than to the region's population as a whole. During the project development process, individual programs and projects will be further evaluated for potential adverse effects on these population groups in order to make a determination of no adverse effects or to identify mitigation for any adverse effects that are found.

Americans With Disabilities Act (ADA)

The Americans With Disabilities Act requires that all pedestrian facilities and transit facilities that are constructed be accessible to users with all levels of functional ability. Policy 16 of the Transportation Policy Plan assures that this goal is pursued for the entire transit system including pedestrian access to that system. Chapter 9 also includes a discussion of the requirement that all owners of pedestrian facilities should strive to make them accessible and that all public entities with 50 or more employees are required by law to develop an ADA Transition Plan that will detail steps to make their public rights of way accessible.



Figure 11-5: Population in Poverty & Major Plan & TIP Projects

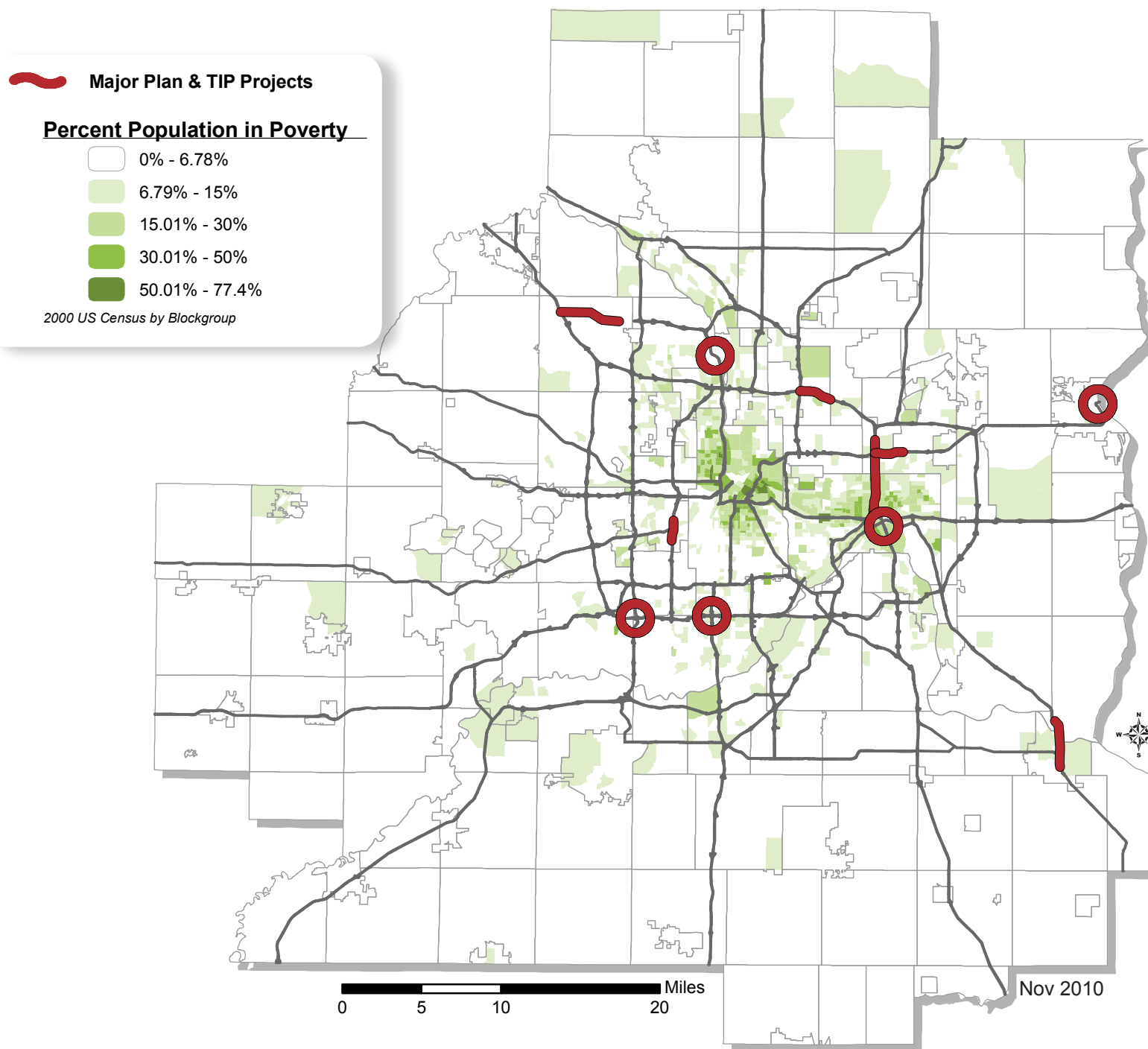
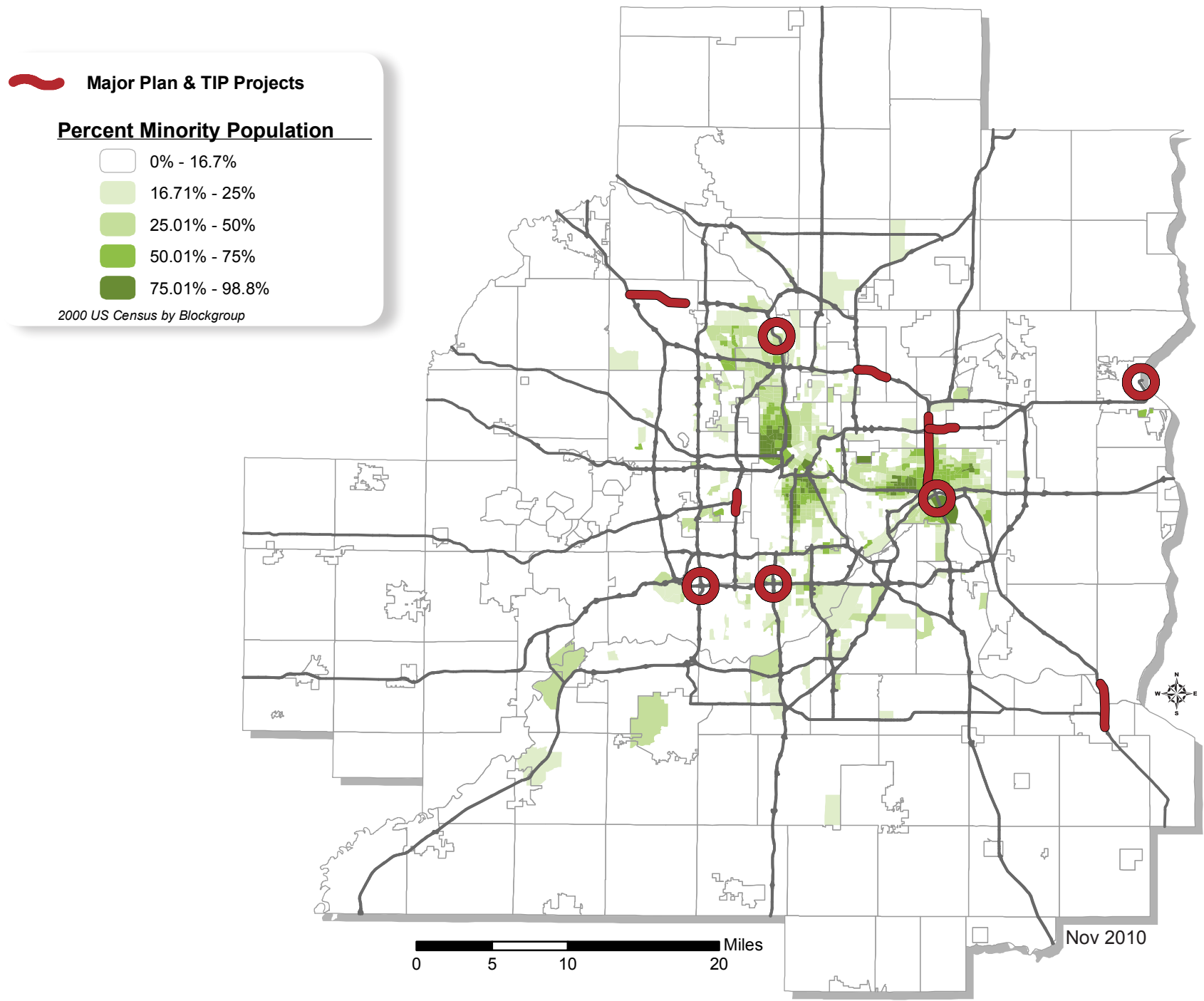


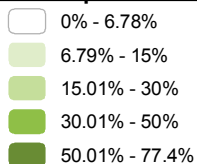


Figure 11-6: 2000 Minority Populations & Major Plan & TIP Projects



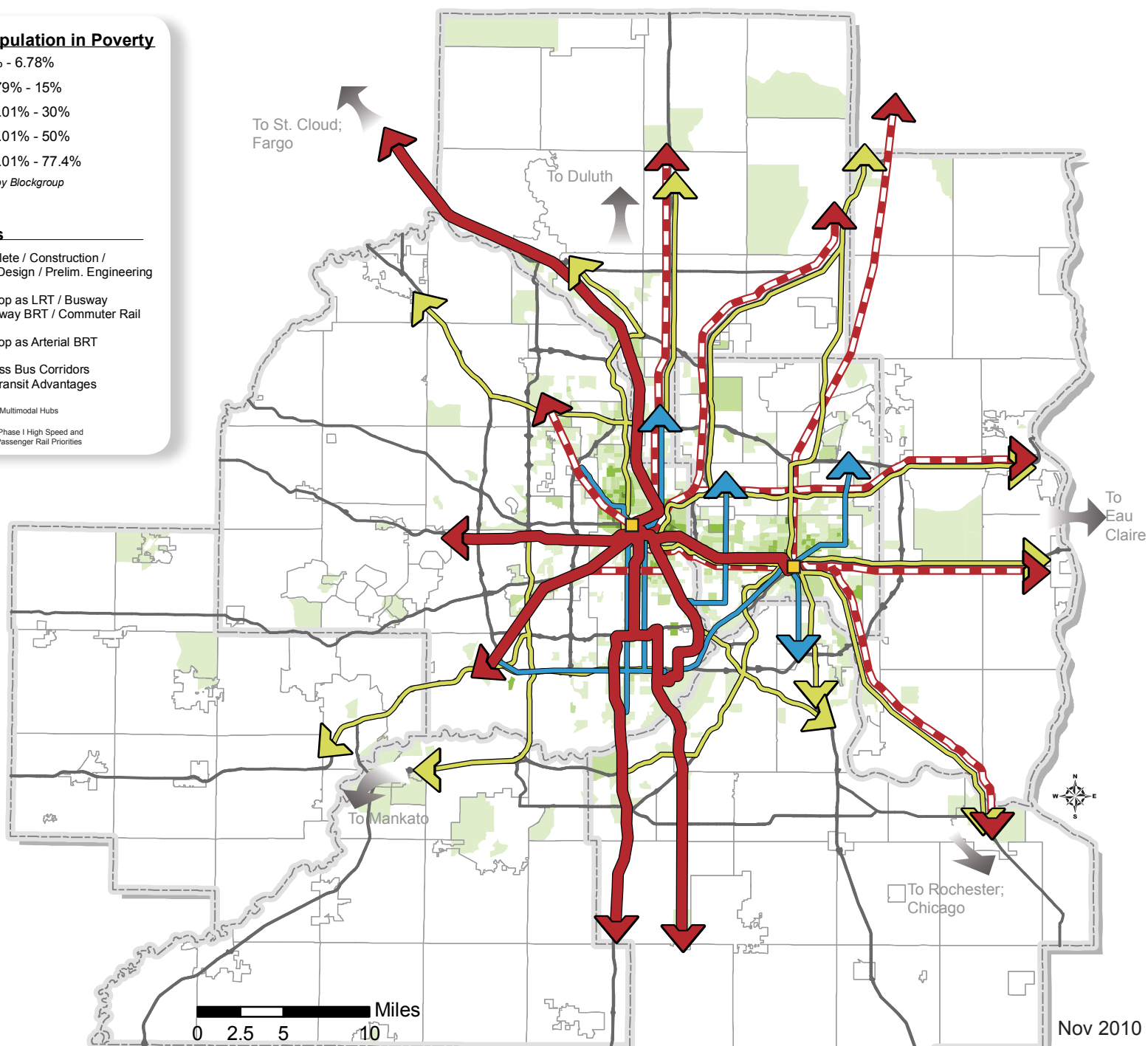
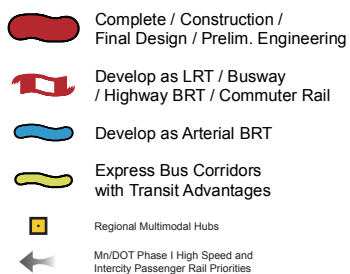


Percent Population in Poverty



2000 US Census by Blockgroup

Transitways



Nov 2010

Figure 11-7: Population in Poverty & Proposed 2030 Transitways





Figure 11-8: 2000 Minority Populations & Proposed 2030 Transitways

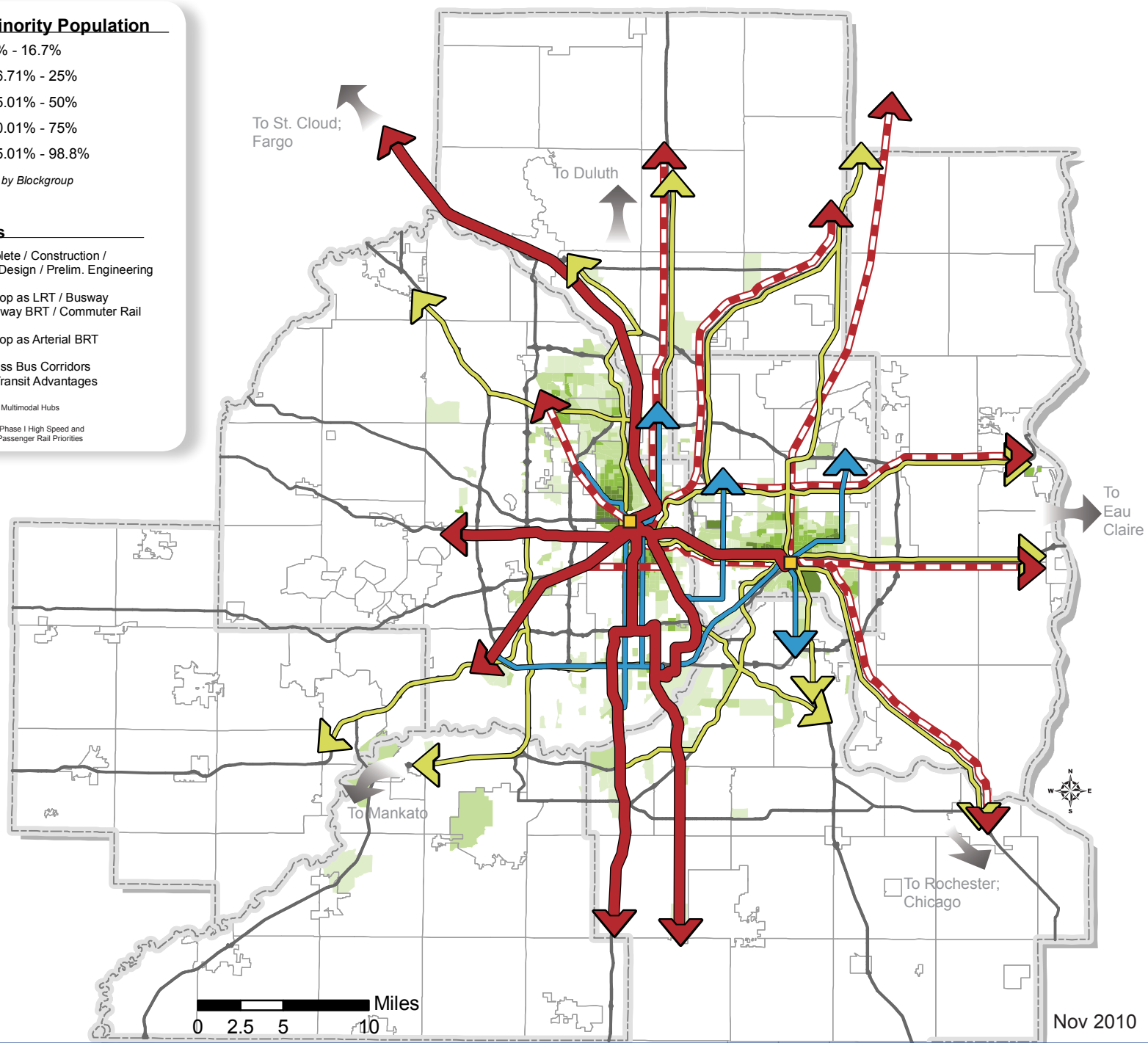
Percent Minority Population

- 0% - 16.7%
- 16.71% - 25%
- 25.01% - 50%
- 50.01% - 75%
- 75.01% - 98.8%

2000 US Census by Blockgroup

Transitways

- Complete / Construction / Final Design / Prelim. Engineering
- Develop as LRT / Busway / Highway BRT / Commuter Rail
- Develop as Arterial BRT
- Express Bus Corridors with Transit Advantages
- Regional Multimodal Hubs
- Mn/DOT Phase I High Speed and Intercity Passenger Rail Priorities



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Environmental Streamlining – Planning and Project Development Linkage

The Council is committed to the protection and enhancement of the environment. The Council promotes the planning, project development, implementation and operation of transportation services and facilities in an environmentally sensitive manner.

Early integration of project planning and the environmental review and approval process improves the likelihood that projects and services can be implemented in a timely and environmentally sensitive manner. SAFETEA-LU stresses the need for integrating the planning and environmental process, and thereby promotes a streamlined process for reviews and permitting.

The *Regional Development Framework* – the development plan for the region – and other policy documents of the Council strongly support the protection and enhancement of the environment. In developing the region's *Transportation Policy Plan* and other system plans the Council closely followed the direction established in the *Regional Development Framework*. The Metropolitan Council, together with the DNR, has developed the Natural Resources Inventory and Digital Atlas that is made available to local governments and other stakeholders involved in planning and implementing transportation investments. The Natural Resources Inventory provides comprehensive information about environmental resources throughout the seven-county metropolitan area.

The integration of the planning and development process will vary for projects included in the 2030 Regional Transportation Plan and for those already in the design phase. For many projects, the planning and environmental processes have progressed to such a stage that little will change based on this policy plan update.

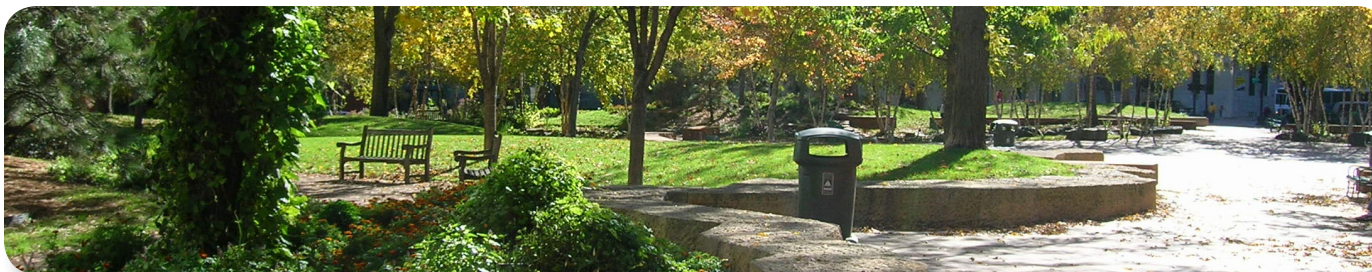


Figure 11-9: Environmental considerations are an important part of the planning for any transportation project

Most highway projects consist of the widening or reconstruction of existing facilities and have been in the plan for a number of years. Environmental approvals will be necessary but are significantly different than if the projects were proposed on new rights-of-way.

All of the transitways included in this revision of the plan have also

been shown in previous regional plans. Most of the corridors follow existing road or railroad rights-of-way. Many of the corridors are already undergoing detailed analysis and environmental review, and in some corridors, such as Central, environmental documentation has already been completed. This plan has and will continue to help focus the analysis and shorten the process by defining the number of corridors and the types of transit technologies to be studied.



Environmental Mitigation

This Plan has a “fix it first” policy in highway development meaning that preservation, operations and management take priority before investing in any highway expansion. The plan proposes no highways on new alignment, except completion of TH 610. The emphasis in the Plan is on multimodal investment including transitway expansion and investments in bicycle and pedestrian infrastructure and programs.

Policy 8 in the Plan states that “transportation planning and investment decisions will consider and seek to minimize impacts on the environment” and includes several strategies for doing so. In addition, the highway plan includes Strategy 9i supporting Context-Sensitive Design in highway projects that requires projects to be planned and designed in a way that protects and enhances the environment.

The *Regional Development Framework* emphasizes the protection and enhancement of environmental quality. The Metropolitan Council supports work toward this end through application of the Natural Resources Inventory which is a tool made available to local government units and agencies such as Mn/DOT who are responsible for planning and implementing transportation investments. The Natural Resources Inventory provides comprehensive information about environmental resources throughout the seven-county metropolitan area.

Consultation and Cooperation

The Metropolitan Council regularly involves local and state agencies in development of its plans and programs. This Plan was developed in consultation with technical staff and policy makers of local and state agencies represented on the Technical Advisory Committee and Transportation Advisory Board. In addition, local and state historic and natural resource protection agencies were given opportunities for public input. The Metropolitan Council has recently developed a new Memorandum of Understanding (MOU) on Metropolitan Transportation Planning Responsibilities for the Twin Cities Metropolitan Area with the Minnesota Department of Transportation. This MOU replaces and updates the previous *Prospectus*.

Public Participation

SAFETEA-LU significantly increased the emphasis on improving public participation in the transportation planning and programming process. In response to SAFETEA-LU, the Council adopted a new Public Participation Plan (PPP) for transportation planning included as Appendix C in this *Transportation Policy Plan*. This Plan was developed under the guidance of the PPP.



Figure 11-10: Transportation decisions are made with an emphasis on public participation