



2022 SYSTEM STATEMENT

Empire Township

September 30, 2022



2022 SYSTEM STATEMENT FOR EMPIRE TOWNSHIP

System Statement Issue Date: September 2022

Regional Development Plan Adoption

The Metropolitan Council recently revised and updated the *2040 Transportation Policy Plan* and the *2040 Regional Parks Policy Plan*. The Metropolitan Council is now issuing system statements pursuant to State statute. Receipt of this system statement and the metropolitan system plans triggers a community's obligation to review and, as necessary, amend its comprehensive plan within the next nine months.

System Statement Definition

Metropolitan system plans are long-range comprehensive plans for the regional systems – transit, highways, and airports; wastewater services; and parks and open space – along with the capital budgets for metropolitan wastewater services, transportation, and regional recreation open space. System statements explain the implications of metropolitan system plans for each individual community in the metropolitan area. They are intended to help communities prepare or update their comprehensive plan, as required by the Metropolitan Land Planning Act:

Within nine months after receiving a system statement for an amendment to a metropolitan system plan, and within three years after receiving a system statement issued in conjunction with the decennial review required under section [473.864, subdivision 2](#), each affected local governmental unit shall review its comprehensive plan to determine if an amendment is necessary to ensure continued conformity with metropolitan system plans. If an amendment is necessary, the governmental unit shall prepare the amendment and submit it to the council for review.

Local comprehensive plans, and amendments thereto, will be reviewed by the Council for conformance to metropolitan system plans, consistency with Council policies, and compatibility with adjacent and affected governmental units.

What is in this System Statement

The system statement contains an overview of the plan updates for both the *2040 Regional Parks Policy Plan* and the *2040 Transportation Policy Plan* in separate sections, including specific system changes that affect your community.

This system statement does not include or propose any changes to the *2040 Water Resources Policy Plan*, the *Housing Policy Plan*, forecasted growth for communities, or community designations.

Dispute Process

If your community disagrees with elements of this system statement, or has any questions about this system statement, please contact your Sector Representative, Patrick Boylan, at 651-602-1438 or patrick.boylan@metc.state.mn.us, to review and discuss potential issues or concerns.

The Council and local government units and districts have usually resolved issues relating to the system statement through discussion.

Request for Hearing

If a local governmental unit and the Council are unable to resolve disagreements over the content of a system statement, the unit or district may by resolution request that a hearing be conducted by the Council's Land Use Advisory Committee or by the State Office of Administrative Hearings for the purpose of considering amendments to the system statement. According to Minnesota Statutes section 473.857, the request shall be made by the local governmental unit or school district within 60 days after receipt of the system statement. If no request for a hearing is received by the Council within 60 days, the statement becomes final.

After receiving the System Statement

After you receive this system statement and the changes adopted by the Council in the metropolitan system plans, state law requires your community to review and, if necessary, amend your comprehensive plan within the next nine months. Review the section titled "System Plan Considerations Affecting your Community" to aid in this determination and identify your next steps.

If necessary, submit a comprehensive plan amendment using the Online Submittal on your Community Page (<https://lponline.metctest.state.mn.us/commportal>) in the Local Planning Handbook (<https://metro council.org/Handbook.aspx>). Include in the amendment a description and map of any system changes identified within this system statement. The Council system statement maps enclosed are acceptable for this purpose.

For your reference, the Council's website has available the complete text of:

- the current regional development guide, Thrive MSP 2040, which provides general policy direction for the system plans (<https://metro council.org/Planning/Thrive-2040/Thrive-MSP-2040-Plan.aspx>), and
- the recently adopted metropolitan system plan for regional parks ([https://metro council.org/Parks/Publications-And-Resources/POLICY-PLANS/2040-REGIONAL-PARKS-POLICY-PLAN-\(2020-version\)/2040-Regional-Parks-Policy-Plan.aspx](https://metro council.org/Parks/Publications-And-Resources/POLICY-PLANS/2040-REGIONAL-PARKS-POLICY-PLAN-(2020-version)/2040-Regional-Parks-Policy-Plan.aspx)), and
- the recently adopted metropolitan system plan for transportation (<https://metro council.org/Transportation/Planning-2/Key-Transportation-Planning-Documents/Transportation-Policy-Plan.aspx>).

Additional Information

You can find more information about system statements on the Council's website, including previously issued system statements and guidance for online submittal of comprehensive plan amendments (www.metro council.org/Communities/Planning/Local-Planning-Assistance/System-Statements.aspx?source=child).



2022 TRANSPORTATION SYSTEM STATEMENT FOR EMPIRE TOWNSHIP

The *2040 Transportation Policy Plan* (TPP) is the metropolitan system plan for highways, transit, and aviation. Local comprehensive plans must conform to identified system investments in this plan. This system statement summarizes changes to the system since 2015, highlights the changes that apply to your community, and provides guidance to ensure local comprehensive plans conform to regional system plans, as required by State law. Find the complete text of the 2040 Transportation Policy Plan on the Council's website: <https://metro council.org/Transportation/Planning-2/Key-Transportation-Planning-Documents/Transportation-Policy-Plan.aspx>.

Since the last system statement release in 2015, there have been two adopted updates to the TPP, along with several administrative modifications and adopted amendments. The TPP was updated in October 2018 and November 2020, administratively modified in September 2021 and February 2022, and amended in March 2022. The TPP updates also included changes to policies that communities are encouraged to respond to in their comprehensive plans, such as policies identifying and describing investment priorities for the Regional Bicycle Transportation Network (RBTN).

Federal Requirements

The TPP must respond to requirements outlined in state statute, as well as federal law, including some new requirements in federal law. Metropolitan transportation plans must now be performance based, so the TPP includes an expanded discussion of performance measures for this plan in Chapter 13: Performance Outcomes. This chapter identifies targets for federally required and regionally desired performance measures. Federally required performance measures and targets include safety, pavement and bridge conditions, highway system and freight reliability, air quality, transit asset management, and transit safety performance.

Federal law requires the TPP to identify regionally significant transportation investments expected to be made over the next two decades, and to demonstrate that these planned investments can be afforded under the plan's financial assumptions. Both costs and available revenues have changed since the last plan was adopted in 2015, resulting in many changes. Federal law allows the plan to provide a vision for how an increased level of transportation revenue might be spent if more resources become available, but the programs or projects identified in this scenario are not considered part of the approved plan. The TPP includes two funding scenarios for the metropolitan highway and transit systems, the "Current Revenue Scenario" and the "Increased Revenue Scenario:"

- The **Current Revenue Scenario** represents the fiscally constrained regional transportation plan, which assumes revenues that the region can reasonably expect to be available based on past experience and current laws and allocation formulas.
- The **Increased Revenue Scenario** represents an illustration of what might be achieved with a reasonable increase in revenues for transportation.

Under the Metropolitan Land Planning Act, local comprehensive plans are expected to conform to the Current Revenue Scenario, which is the official metropolitan system plan. Potential improvements

included in the TPP Increased Revenue Scenario can be identified separately in local plans as unfunded proposals. A more detailed description of how to handle the various improvements in this category is included under Other Plan Considerations.

Key Changes in the 2022 update to the 2040 Transportation Policy Plan

This section generally describes changes to the TPP since the 2015 System Statements. A complete list of the changes impacting your community can be found in the “System Plan Considerations Affecting Your Community” section.

General Plan Changes

The format of the TPP is slightly different from past Transportation Policy Plans. The following were added to the current TPP: an introductory Overview; Chapter 1: Transportation System Visioning and Planning; Chapter 11: Environment and Air Quality; Chapter 12: Congestion Mitigation Process; and Chapter 13: Performance Outcomes. The discussion of existing conditions previously in Chapter 1 was moved within the individual modal system chapters (Chapters 5-9). The discussions in Chapters 11, 12, and 13 were developed by expanding content previously in Chapter 12. There were also modifications to the appendices.

Other changes since the 2015 System Statements include:

- Updated regional population and job growth projections to 2040 were reduced from 824,000 new residents to 803,000 new residents and 550,000 new jobs to 472,000 new jobs;
- New content on COVID-19 and impacted behaviors, revenues, and regional disparities;
- Updated Regional Transportation Challenges and Opportunities to reflect changing travel patterns, technology impacts, and a new focus on equity in the Healthy and Equitable Communities goal;
- Updated investment scenarios and planned investments to reflect expected funding availability;
- A new section added to Chapter 10: Equity and Environmental Justice evaluating the proximity of people living near the regional highway system by race and poverty level compared to their overall percentages in the region's population.

Existing strategies in Chapter 2: Transportation Policy Plan Strategies were revised and new strategies were added since the 2015 System Statements.

Metropolitan Highway System – Chapter 5

Substantial regional highway planning has occurred since 2015. These efforts have broadened the region's understanding of the system and the issues it faces. Many of the studies were regionwide prioritization efforts of a specific highway investment type. The results of these efforts are being used to inform investment decisions in both the Current Revenue Scenario and the Increased Revenue Scenario.

- Studies:
 - TPP Figure 5-13 reflects lower cost highway improvements as a result of the MnDOT Congestion Management Safety Plan 4
 - TPP Figures 5-14 and 5-18 reflect changes to planned EZ Pass (formerly called MnPASS) system investments as a result of the MnDOT MnPASS System Study 3
 - TPP Figure 5-20 reflects prioritized interchange conversions as a result of the Metropolitan Council/MnDOT Principal Arterial Intersection Conversion Study
 - TPP Figures 5-13 (lower cost improvements) and TPP Figure 5-20 reflect changes to the TPP as a result of the Metropolitan Council/MnDOT Freeway System Interchange Study
- The TPP now includes a more direct discussion of aging highway pavements and the costs to maintain these given the proportion of the system that has reached the end of its useful life. Approximately 60% of principal arterials were constructed in the 1950's and 1960's. TPP Figure 5-3 and TPP Table 5-2 show these aging facilities.

- MnDOT has moved to performance-based funding decisions as its pavement and bridges continue to age. Given the greater proportion of highway lane-miles and bridges that exist outside of the Twin Cities metropolitan area, a decreasing percentage of MnDOT funds are being spent in the Twin Cities. The past and anticipated future MnDOT funding pattern is shown in TPP Figure 5-7.
- The region has completed many important mobility projects since 2015, led by both MnDOT and local units of government, as shown in TPP Figure 5-4.

Transit System – Chapter 6

The implementation of the transitway network planned for in the 2015 TPP has progressed significantly. Since the adoption of the 2015 TPP several transitways have gone into operation including METRO A and C lines and METRO Orange Line. Some planned transitways have had alignment changes as they progress through the planning process. As additional funding has been identified to build out the regional transitway network, some transitways have shifted from the “Increased Revenue Scenario”, which includes projects for which there is no identified funding, to the “Current Revenue Scenario”, which includes projects with identified funding sources.

Updates to the Transit chapter also include the identification of new transitways. Metro Transit’s Network Next planning document identified new corridors as candidates for arterial bus rapid transit (ABRT) service in the region. New transitways have also been identified through corridor planning efforts undertaken by counties, cities, and other regional stakeholders.

Amendments have also resulted in the elimination of some transitways that were included in the 2015 TPP. Since 2015, the County Transportation Improvement Board (CTIB) disbanded, which removed the CTIB Phase I Program of Projects from the Current Revenue Scenario. Network Next’s arterial bus rapid transit network also reconsidered the prioritization of BRT corridors in the region, resulting in the elimination of some arterial BRT corridors for consideration for implementation in the plan.

The following changes have occurred in the Transitway System Investment Plan:

- Three transitways, METRO A, C, and Orange lines, have been completed and have entered operation
- Seven transitways now have identified funding, mode, and alignment and have been added to the Current Revenue Scenario
 - Purple Line Dedicated BRT (Rush Line)
 - Riverview Modern Streetcar
 - B Line Arterial BRT (Lake/Marshall/Selby)
 - D Line Arterial BRT (Chicago/Fremont)
 - E Line Arterial BRT (Hennepin/France)
 - F Line Arterial BRT (Central)
 - G Line Arterial BRT (Rice/Robert)
- The alignment for METRO Gold Line has been updated
- Red Rock Highway BRT has identified a mode and alignment and been moved to the Increased Revenue Scenario from the Current Revenue Scenario
- Six transitways in the Increased Revenue Scenario have updated modes and/or alignments
 - Midtown Rail
 - Highway 169 Highway BRT
 - Orange Line Extension Highway BRT
 - I-35W North
 - Nicollet Ave Arterial BRT
 - West Broadway/Cedar Arterial BRT
- Ten transitways and corridors under study have been added to the Increased Revenue Scenario:
 - H Line Arterial BRT (Como/Maryland)
 - Johnson/Lyndale Arterial BRT

- Randolph/East 7th Arterial BRT
- 63rd Avenue/Zane Arterial BRT
- Grand Ave Arterial BRT
- Lowry Ave Arterial BRT
- Nicollet-Central Modern Streetcar
- West Broadway Modern Streetcar
- Highway 55
- I-94 West
- American Blvd corridor changed from planned arterial BRT to corridor under study in the Increased Revenue Scenario
- Two projects have been removed from the TPP
 - A Line Extension
 - East 7th Arterial BRT

Other changes in the Transit Chapter of the TPP include new policy direction for the regional park-and-ride system. The TPP acknowledges that while opportunities still exist to expand park-and-ride capacity in certain locations, the system is not expected to expand as dramatically and quickly as past decades. The chapter references the creation of the Metropolitan Council's park-and-ride demand forecasting model which is used to assist in park and ride location decisions.

The transit chapter acknowledges the introduction of on-demand shared mobility services by regional transit providers and identifies mobility hubs as an emerging area of focus.

Aviation System – Chapter 9

Three airport long term comprehensive plans (LTCP) have been completed since the 2015 System Statements including Lake Elmo Airport, Airlake Airport, and Crystal Airport. Flying Cloud Airport and Minneapolis-St. Paul International Airport are in the process of updating their plans with estimated completion dates in 2023. There were also modifications to the appendices.

Other Plan Changes

Regional Bicycle Planning – Chapter 7

Regional Bicycle Transportation Network (RBTN)

The RBTN is updated about every two years and ahead of each Regional Solicitation cycle. The prioritized RBTN corridors and alignments are used as one criterion in the Regional Solicitation to distribute federal transportation funds for multi-use trails and on-road bicycle facilities. For more information about this formal update process, see the RBTN Updates page on the Council's website: <https://metrocouncil.org/Transportation/Planning-2/Key-Transportation-Planning-Documents/Bike-Pedestrian-Plans/RBTN/Network-Updates.aspx>.

Regional Bicycle Barriers

Regional bicycle barriers are established in the TPP as the region's most significant physical barriers to everyday bicycle travel which include freeways and expressways, railroad corridors, and secondary rivers and streams. They were developed and analyzed through the 2017 Regional Bicycle Barriers Study ([https://metrocouncil.org/Transportation/Planning-2/Reports/Bike-Pedestrian-Planning/Regional-Bikeways-\(1\).aspx](https://metrocouncil.org/Transportation/Planning-2/Reports/Bike-Pedestrian-Planning/Regional-Bikeways-(1).aspx)) and further refined in a 2019 RBBS Technical Addendum ([https://metrocouncil.org/Transportation/Planning-2/Reports/Bike-Pedestrian-Planning/Regional-Bikeways-\(1\)/RBBSTechMemoUpdate.aspx](https://metrocouncil.org/Transportation/Planning-2/Reports/Bike-Pedestrian-Planning/Regional-Bikeways-(1)/RBBSTechMemoUpdate.aspx)).

In addition, bicycle barrier crossing improvement areas were included in the Technical Addendum and added to the TPP in 2020. Regional bicycle barriers are updated about every two years and ahead of each Regional Solicitation cycle. These prioritized (tiered) regional bicycle barriers and crossing improvement areas are used as one criterion in the biannual Regional Solicitation to distribute federal transportation funds for multi-use trails and on-road bicycle facilities. For more information about this formal update process, see the Regional Bicycle Barriers Update page on the Council's website:

<https://metro council.org/Transportation/Planning-2/Key-Transportation-Planning-Documents/Bike-Pedestrian-Plans/RBTN/Barrier.aspx>.

Regional Freight Planning – Chapter 8

Regional Truck Freight Corridors

Regional truck freight corridors are a new plan element since the 2015 System Statements. The corridors were developed through the 2017 Regional Truck Highway Corridor Study ([https://metro council.org/Transportation/Publications-And-Resources/FREIGHT/Regional-Truck-Freight-Corridors-Study-\(1\).aspx](https://metro council.org/Transportation/Publications-And-Resources/FREIGHT/Regional-Truck-Freight-Corridors-Study-(1).aspx)) and incorporated into the TPP through the 2018 update. Regional truck freight corridors are the set of Twin Cities' major highways most heavily relied upon by the trucking industry for delivering the region's freight and goods.

The truck corridors are used as one criterion in the biannual Regional Solicitation to distribute federal transportation funds for highway and bridge projects. The datasets used to define the original regional truck corridors were updated and re-analyzed in 2020 using the most recently available data from before the COVID-19 pandemic. Regional truck freight corridors and regional freight facilities (also used in prioritizing regional truck corridors) are updated about every two years and ahead of each Regional Solicitation cycle. For more information about the most recent (2021) update process and results, see the Regional Truck Freight Corridor Updates on the Council's website:

<https://metro council.org/Transportation/Planning-2/Reports/Highways-Roads/Truck-Freight-Corridor-Study.aspx>.

System Plan Considerations Affecting Your Community

To meet the needs of the region in 2040, the updated 2040 Transportation Policy Plan includes the following changes that impact your community.

Metropolitan Highways

Highway System Plan Changes Since 2015

- Future improvements
 - Major Projects
 - Dakota CR 46 - MN 3 to MN 52: 2 to 4 Lanes

Next Steps

There are no next steps for your community at this time.

If you want to discuss

Please contact the Council's Sector Representative for your community if you disagree with parts of this system statement, if you have any questions about this system statement, or if you would like to review and discuss potential issues or concerns. Your Sector Representative is Patrick Boylan (651-602-1438, patrick.boylan@metc.state.mn.us).



2022 REGIONAL PARKS SYSTEM STATEMENT FOR EMPIRE TOWNSHIP

The Regional Parks System includes 64 regional parks, park reserves, and special recreation features, plus 415 miles of regional trails open to the public that showcase the unique landscapes of the region and provide year-round recreation. The Regional Parks System is well-loved by our region's residents and attracted over 63 million annual visits in 2019.

The organizational structure of the Regional Parks System is unique, built upon a strong partnership between the Council and the ten regional park implementing agencies that own and operate Regional Parks System units. The regional park implementing agencies are:

Anoka County	Ramsey County
City of Bloomington	City of St. Paul
Carver County	Scott County
Dakota County	Three Rivers Park District
Minneapolis Park and Recreation Board	Washington County

The 2020 update to the 2040 Regional Parks Policy Plan was developed based on furthering the Thrive MSP 2040 outcomes of Stewardship, Prosperity, Equity, Livability, and Sustainability. Thrive MSP 2040 states that the Council will collaborate with the Metropolitan Parks and Open Space Commission, the regional park agencies, and state partners to:

- Expand the Regional Parks System to conserve, maintain, and connect natural resources identified as being of high quality or having regional importance, as identified in the 2040 Regional Parks Policy Plan.
- Provide a comprehensive regional park and trail system that preserves high-quality natural resources, increases climate resiliency, fosters healthy outcomes, connects communities, and enhances quality of life in the region.
- Promote expanded multimodal access to regional parks, regional trails, and the transit network, where appropriate.
- Strengthen equitable usage of regional parks and trails by all our region's residents, such as across age, race, ethnicity, income, national origin, and ability.

Key Concepts in the 2020 update to the 2040 Regional Parks Policy Plan

The 2020 update to the 2040 Regional Parks Policy Plan includes the following policies, each with specific associated strategies:

- **Siting and Acquisition Policy:** Identify lands with high-quality natural resources that are desirable for Regional Parks System activities and put these lands in a protected status so they will be available for recreational uses and conservation purposes in perpetuity.
- **Planning Policy:** Promote master planning and help provide integrated resource planning across jurisdictions.

- **System Protection Policy:** Protect public investment in acquisition and development by assuring that every component in the system is able to fully carry out its designated role as long as a need for it can be demonstrated.
- **Recreation Activities and Facilities Policy:** Provide a regional system of recreation opportunities for all residents and visitors while conserving the integrity of the natural resource base within the Regional Parks System on which these opportunities depend.
- **Finance Policy:** Provide adequate and equitable funding for the Regional Parks System units and facilities in a manner that provides the greatest possible benefits to the people of the region.

The *2040 Regional Parks Policy Plan* is the metropolitan system plan for regional recreation open space with which local comprehensive plans must conform. This system statement summarizes changes to the system since 2015, highlights the changes that apply to your community, and provides guidance to ensure local comprehensive plans conform to regional system plans, as required by State law. Find the complete text of the *2040 Regional Parks Policy Plan* on the Council’s website: [https://metro council.org/Parks/Publications-And-Resources/POLICY-PLANS/2040-REGIONAL-PARKS-POLICY-PLAN-\(2020-version\)/2040-Regional-Parks-Policy-Plan.aspx](https://metro council.org/Parks/Publications-And-Resources/POLICY-PLANS/2040-REGIONAL-PARKS-POLICY-PLAN-(2020-version)/2040-Regional-Parks-Policy-Plan.aspx).

Key Changes in the 2020 update to the 2040 Regional Parks Policy Plan

Adopted by the Metropolitan Council in December 2020, the 2020 update to the *2040 Regional Parks Policy Plan* incorporates the following changes:

Regional designations: The Council convened an evaluation process where implementing agency proposals were considered within a larger regional context. As a result of this process, 26 new regional designations are recommended, including four regional park search areas; 17 regional trails, regional trail search corridors or search corridor extensions; one special recreation feature – bridging facility search area; and four park expansions (boundary adjustments). These elements have been added to the Regional Park System map changes as shown in the next line item.

Regional Parks System map changes: Updated Regional Parks system maps and system totals, including the following facts about the Regional Parks System units open to the public:

- 44 Regional Parks (no change)
- 12 Park Reserves (no change)
- 8 Special Recreation Features (no change)
- 55 Regional Trails (increase of 6)
 - Carver County’s Highway 5
 - Saint Paul’s Robert Pira Regional Trail
 - Scott County’s Spring Lake Regional Trail
 - Three Rivers Park District’s Baker/Carver Regional Trail
 - Three Rivers Park District’s Crow River Regional Trail
 - Three Rivers Park District’s CP Rail Regional Trail Segment A
 - 2 Planned Regional Parks (no change)
- 1 Planned Park Reserves (no change)
- 8 Planned Regional Trails (2 less than 2018)
- 5 Boundary Adjustments (increase of 4)
- 7 Regional Park Search Areas (increase of 4)
- 1 Special Recreational Feature - Bridging Facility Search Area (increase of 1)
- 53 Regional Trail Search Corridors (increase of 8)

System Plan: Policy refinement to describe the “desirable” services that regional parks and park reserves provide to regional trails.

Regional Trails Open to the Public: Name change of Dakota County’s Mississippi River Regional Trail to Mississippi River Greenway Regional Trail.

Planned Regional Trails: Name change of Rich Valley Regional Trail to Veterans Memorial Greenway Regional Trail.

Regional Park Search Areas: Added clarifying language to describe regional park search areas as general areas and locations that will be defined through future master planning.

Special Recreation Features Search Area: Clarified that the number of future bridging facilities will be determined through public engagement and master planning for the Three Rivers Parks District First-Ring Cities Bridging Facility.

System Plan Considerations Affecting Your Community

None of the changes to the *2040 Regional Parks Policy Plan* impact your community.

If you want to discuss

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