

**ACTION TRANSMITTAL 2018-40**

**DATE:** August 1, 2018  
**TO:** Transportation Advisory Board  
**FROM:** Technical Advisory Committee  
**PREPARED BY:** Katie White, Senior Planner, 651-602-1716  
**SUBJECT:** 2019 Unified Planning Work Program (UPWP)  
**REQUESTED ACTION:** Request that the Metropolitan Council adopt the draft 2019 Unified Planning Work Program and recommend adoption to the Metropolitan Council.  
**RECOMMENDED MOTION:** Recommend adoption of the 2019 Unified Planning Work Program (UPWP) for the Twin Cities Metropolitan Area.

**BACKGROUND AND PURPOSE OF ACTION:** The Unified Planning Work Program (UPWP) serves as the Council's application for USDOT transportation planning funds. The UPWP is prepared annually and describes metropolitan-area transportation planning activities being undertaken by four agencies. Participants in the UPWP include the Metropolitan Council, the Minnesota Department of Transportation, Minnesota Pollution Control Agency, and the Metropolitan Airports Commission.

The UPWP includes activities required by federal regulation that address planning priorities of the metropolitan area. The document identifies budgeted expenditures, funding sources, and allocation of staff resources for transportation planning activities of many participants. Projects with Metropolitan Council participation are detailed with staff hours and consultant costs that detail how the estimated \$4.2 million of federal planning money will be spent, along with a 20 percent local match. In 2019 the Council is committing to overmatching the federal grant to approximately 35 percent in order to support a robust transportation planning program.

New this year is a more detailed listing of consultant projects with estimated dollar values and staff hours attached. Many of the tasks are required by state or federal law and are ongoing, including the TAC/TAB committee process and corridor studies, or they repeat on an annual or biennial cycle, such as the preparation of the TIP and the regional solicitation.

As the UPWP goes through the review process there may be changes from one committee to the next as edits are incorporated at the request of the committee, or as new budgeting information is made available by the Metropolitan Council.

**RELATIONSHIP TO REGIONAL POLICY:** The UPWP is a federally required description and documentation of proposed transportation and transportation-related planning activities in the metropolitan area.

**COMMITTEE COMMENTS:** There were no questions at TAC-Planning. The committee approved the recommended motion. Questions at the Technical Advisory Committee focused on the list of projects in the Corridors section and the amount of federal funds awarded to the region. The committee approved the recommended motion.

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**ROUTING**

| <b>TO</b>  | <b>ACTION REQUESTED</b> | <b>DATE COMPLETED</b> |
|--|-------------------------|-----------------------|
| TAC Planning Committee                           | Review & Recommend      | 7-12-2018             |
| Technical Advisory Committee                     | Review & Recommend      | 8-1-2018              |
| Transportation Advisory Board                    | Review & Recommend      |                       |
| Metropolitan Council<br>Transportation Committee | Review & Recommend      |                       |
| Metropolitan Council                             | Review & Adopt          |                       |

# 2019 TRANSPORTATION UNIFIED PLANNING WORK PROGRAM FOR THE TWIN CITIES METROPOLITAN AREA



August 1, 2018

Metropolitan Council

390 Robert Street, St. Paul, Minnesota 55101

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## ACRONYMS

3-C - Continuing, Comprehensive, Cooperative  
ADA – Americans with Disabilities Act  
AMPO – Association of Metropolitan Planning Organizations  
APP – Aviation Policy Plan  
ATM – Active Traffic Management  
ATP – Area Transportation Partnership  
BRT – Bus Rapid Transit  
CAA – Clean Air Act  
CAM – Clean Air Minnesota  
CIP – Capital Improvement Plan  
CMP – Congestion Management Process  
CPG – Consolidated Planning Grant  
CSAH – County State Aid Highway  
CTS – Center for Transportation Studies  
DBE – Disadvantaged Business Enterprise  
EA – Environmental Assessment  
EAW – Environmental Assessment Worksheet  
EIS – Environmental Impact Statement  
EPA – Environmental Protection Agency  
FAA – Federal Aviation Administration  
FAST Act – Fixing American’s Surface Transportation Act  
FHWA – Federal Highway Administration  
FTA – Federal Transit Administration  
HSIP – Highway Safety Improvement Program  
HOT – High Occupancy Toll  
HOV – High Occupancy Vehicle  
ITS – Intelligent Transportation System  
LRT – Light Rail Transit  
MAC – Metropolitan Airports Commission  
MnDOT – Minnesota Department of Transportation  
MNIAQTPC – Minnesota Interagency Air Quality and Transportation Planning Committee  
MPCA – Minnesota Pollution Control Agency  
MPO – Metropolitan Planning Organization  
MTS – Metropolitan Transportation Services  
NEPA – National Environmental Policy Act  
NHS – National Highway System  
RTMC – Regional Transportation Management Center  
SIP – State Implementation Plan  
SPR – State Planning and Research  
STIP – State Transportation Improvement Plan  
STPBG – Surface Transportation Program Block Grant  
TAAC – Transportation Accessibility Advisory Committee  
TAB – Transportation Advisory Board  
TAC – Technical Advisory Committee  
TBI – Travel Behavior Inventory  
TED – Transportation and Economic Development  
TH – Trunk Highway  
TIP – Transportation Improvement Plan  
TMA – Transportation Management Area  
TOD – Transit Oriented Development  
UPWP – Unified Planning Work Program

# I. INTRODUCTION TO THE UNIFIED PLANNING WORK PROGRAM

## A. Introduction

The Unified Planning Work Program (UPWP) is a description and documentation of proposed transportation and transportation-related planning activities in the Twin Cities metropolitan area for 2019. The Metropolitan Council jurisdiction includes seven counties (see map on next page). In addition, the 2010 Census identified the developed areas of Wright and Sherburne counties (primarily along the I-94 and U.S. Highway 10 corridors) and a small portion of Houlton, Wisconsin to be included in the urbanized area (UZA) for transportation planning purposes, though these areas are not otherwise a part of the Metropolitan Council's jurisdiction. For more information on how the UPWP is used in the context of the activities of the Metropolitan Council, please reference the [2012 Transportation Planning and Programming Guide](#).

The participants in the UPWP include four agencies: the Metropolitan Council, the Minnesota Department of Transportation (MnDOT), Minnesota Pollution Control Agency (MPCA), and the Metropolitan Airports Commission (MAC). (See section C below for roles and responsibilities of the participants.) Since the 2019 UPWP also serves as the Metropolitan Council's application for US DOT transportation planning funds, the projects with Metropolitan Council participation are demonstrated with staff hours and consultant costs to detail how the federal planning money will be spent, along with 20 percent local match. The activities of the other agencies are shown in narrative form only.

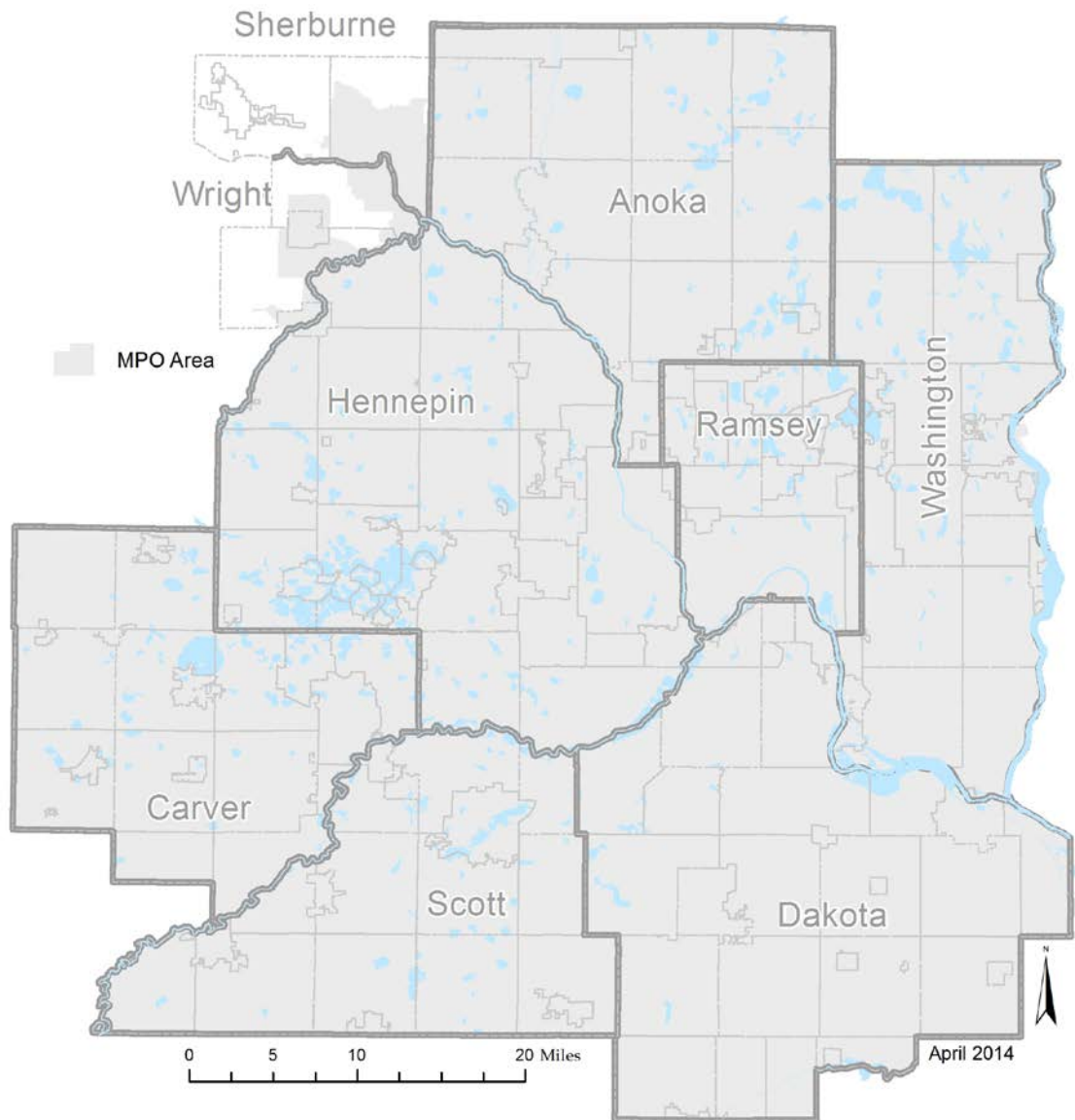
Many of the tasks are required by state or federal law, and are ongoing, including the TAC/TAB committee process, or repeat on an annual or biennial cycle, such as the preparation of the TIP and the regional solicitation. The Council's [2040 Transportation Policy Plan](#) was adopted in January 2015, with an update scheduled for completion in October 2018. This long-range transportation plan complements the region's overall development plan, [Thrive MSP 2040](#), which is mandated by state law and was updated in 2014.

Many of the projects in this UPWP have been reviewed for consistency with the existing *2040 Transportation Policy Plan*. Other projects listed have emerged as priorities from stakeholders as the *TPP Update* has been developed over the past year and a half. The *TPP Update* has been informed by enthusiastic feedback and input from local agency partners, which has in turn provided direction to the Council on what issues need to be studied. The projects in the *TPP Update* can be found in the Work Program chapter and have therefore been incorporated into this document for execution. This cycle of project feedback and inclusion from TPP to UPWP is part of the continuous process of regional transportation planning.

Some studies that begun in earlier years will continue into 2019, including work on congestion management, implementation of performance-based planning, and a before-and-after study on the impacts of the Regional Solicitation.

The Metropolitan Council is committed to a proactive, effective public participation process, and will use a variety of internal and external strategies including newsletters, telephone comment lines, e-mail, website, on-line forum, media relations, social media, community meetings, public hearings, and public information campaigns, in carrying out all of the work program activities. An updated [public participation process](#) was adopted in 2017 after two public comment periods and considerable review and feedback from the Federal Highway Administration (FHWA) and MnDOT.

## Metropolitan Planning Organization Jurisdiction



### *B. Organization of the UPWP*

The individual work activities and projects are divided into six major activities. They are:

1. Planning and Programming Process
2. Modal System Planning
3. Long Range System Planning
4. Travel Forecasting and Model Development
5. Short Range Planning and Performance Monitoring
6. Non-UPWP Planning Activities

A comparison of the federal planning factors that apply to each element of the Unified Planning Work Program is located in Appendix D.



### *C. Related Studies*

In some years there are transportation studies underway in the region that are not included in the UPWP since there are no federal transportation funds expended on the study, or federally funded transportation staff of the Metropolitan Council are not involved to a significant level. No major transportation studies are expected to be conducted in 2019 that are not mentioned in this UPWP. Council staff will continue to work with local partners on work impacting the region.

### *D. Roles and Responsibilities of Participants*

As the Metropolitan Planning Organization for the Twin Cities area, the Council is the lead agency responsible for administering and coordinating the activities of participants carrying out the required tasks of the transportation planning process.

Participants in the transportation planning process include the Metropolitan Council; the Minnesota Department of Transportation (MnDOT); the Minnesota Pollution Control Agency (MPCA); the Metropolitan Airports Commission (MAC); transit operators; counties and municipalities; tribal nations; local officials; residents of the region; and U.S. Department of Transportation (U.S. DOT).

Transportation agency staff from the agencies, counties and municipalities are involved in the policy-making process through the Technical Advisory Committee (TAC), which advises the Transportation Advisory Board. Other subcommittees and task forces of the TAC deal with specific transportation issues. Refer to Figure 2 in the [Transportation Planning and Programming Guide](#) for a flow-chart that delineates transportation committees of the TAB and TAC involved in the 3-C (continuing, comprehensive, cooperative) transportation planning process.

### *E. Work Continuing Beyond 2019*

The draft 2040 TPP update is currently available for public comment. The update includes a Work Program with studies to be completed over the next four-year period prior to the next TPP update. Many of these studies will require consultant assistance and will begin in late 2018 or sometime during 2019 in order that they be complete prior to the next update. In most instances these are major studies that require two to three years to complete and hence carry through into subsequent UPWPs. Specifically, the Travel Behavior household survey work was begun in 2018 and will continue into 2019 and beyond with related work tasks. Other consultant work to begin in 2019 and carry into subsequent years includes the Transit Service Allocation Study; Interchange System Study and model update work.

## II. WORK ACTIVITIES

### A. PLANNING AND PROGRAMMING PROCESS

The Tasks and Activities in this section support the management of the MPO functions including the work of the Council and Transportation Advisory Board, creation of the annual Transportation Improvement Program and UPWP and Regional Solicitation for federal funds.

#### TASK A-1 PLANNING PROGRAM PROCESS SUPPORT

**PURPOSE:** To provide planning and administrative support to the metropolitan transportation planning process of the Council, MnDOT, and others pursuant to state and federal statutes and regulations. The process is required under federal law to certify the region for continued federal transportation funding.

**ACTIVITIES:**

- Provide a forum and input process for regional transportation decision making and review of plans and programs for all transportation modes. Process participants are the Metropolitan Council, the Minnesota Pollution Control Agency (MPCA), the Minnesota Department of Transportation (MnDOT), the Metropolitan Airports Commission (MAC), local units of government, transit providers and residents.
- Draft Action Items and move necessary actions through the regional transportation planning process, with recommendation actions by the Transportation Advisory Board (TAB) and its Technical Advisory Committee (TAC), followed when necessary by action from the Council Transportation Committee and full Council.
- Provide training opportunities and information items and presentations for new Council, TAB and TAC members due to membership changes.
- For specific information of the TAB, TAC, or Transportation Committee meetings, go to [www.metrocouncil.org/Council-Meetings/Committees](http://www.metrocouncil.org/Council-Meetings/Committees). Details on roles and responsibilities are further spelled out in the *Transportation Planning and Programming Guide*.
- Prepare the 2020 UPWP in cooperation with MnDOT, FHWA, MPCA, and MAC
- Attend the quarterly statewide MPO Directors meetings and the annual Minnesota MPO workshop.

**RELATIONSHIP TO OTHER AGENCY WORK:**

- MnDOT is involved in the planning process as an ongoing participant. MnDOT staff provides technical input, serves as committee members on several TAB and TAC committees, and is in frequent contact with Council staff regarding many issues.
- MnDOT administers the federal planning funds that finance a majority of the planning work done by the Council and provides guidance to ensure that federal planning requirements are met.
- MPCA staff participates in the ongoing interagency coordination activities to administer the Clean Air Act and the FAST Act by participating in the review of the TPP, TIP and the UPWP; participating in the work of the TAB and TAC; serves as committee members on TAB and TAC committees; by providing needed technical assistance; and categorizing projects for air quality conformity purposes.

**PRODUCTS**

Committee Agendas, Minutes, Reports  
Submittal of Functional Classification Changes  
Audited 2018 (Consolidated Planning Grant) Fund Statements  
Annual Update of Title VI and DBE Goals  
2020 Unified Planning Work Program  
UPWP Progress Reports to MnDOT

**COMPLETION DATES**

Ongoing  
Ongoing  
April  
July  
September  
Quarterly

## TASK A-2 TIP DEVELOPMENT AND MANAGEMENT

**PURPOSE:** Federal law requires preparation and approval of the four-year Transportation Improvement Program (TIP).

**ACTIVITIES:**

- Prepare the 2020-2023 TIP.
- Review and process requests for TIP amendments.
- Prepare the Annual Listing of Obligated Projects showing projects with federal funds obligated in the previous fiscal year (2019).

**RELATIONSHIP TO OTHER AGENCY WORK:**

- MnDOT staff works cooperatively with Council staff and TAB/TAC to develop revenue assumptions.
- MnDOT coordinates and monitors TIP data for all federally funded projects, along with MnDOT Trunk Highway projects.
- MnDOT also processes the STIP and administers STIP amendments to reflect the TIP and TIP amendments, respectively.
- MPCA participates in air quality conformity analysis.

**PRODUCTS**

2020-2023 TIP  
Annual Listing of Obligated Projects  
TIP amendments

**COMPLETION DATES**

September  
December  
As needed

## TASK A-3 REGIONAL SOLICITATION

**PURPOSE:** The Regional Solicitation for federal transportation project funding selects projects as part of two federal programs: Surface Transportation Block Grant Program (STBGP) and Congestion Mitigation and Air Quality Improvement (CMAQ).

**ACTIVITIES:**

- Select Regional Solicitation projects in early 2019 for 2022 and 2023.
- Showcase project successes of completed projects funded through the Regional Solicitation.
- Update online mapping tool and database of past funded projects.
- Review the performance of completed projects through a before-and-after study.
- Propose changes for the 2020 Regional Solicitation based on stakeholder feedback and other regional prioritization efforts such as the Congestion Management Process Plan.

**PRODUCTS**

2018 Regional Solicitation Project Selection  
Regional Solicitation Project Showcase  
Regional Solicitation Project Before-and-After  
Study

**COMPLETION DATES**

2018/2019  
2020  
2019

|                       |                    |
|-----------------------|--------------------|
| <b>Activity A</b>     | <b>2019 Budget</b> |
| ACTIVITY STAFF WEEKS: | 280                |

|                               |             |
|-------------------------------|-------------|
| Before/After Study            | 14          |
| CONSULTANT TOTAL:             | \$45,000    |
| Before/After Study            | \$45,000    |
| TOTAL ESTIMATED EXPENDITURES: | \$1,681,855 |
| <b>SOURCES OF FUNDS:</b>      |             |
| FEDERAL: (CPG)                | \$1,093,842 |
| LOCAL: Met Council            | \$588,013   |
| TOTAL                         | \$1,681,855 |

## *B. Modal System Planning*

Metropolitan Council staff work closely with MnDOT and other agency partners to further plan and implement all modes within the regional transportation system. The tasks and activities within this section are meant to further refine the investment philosophy and direction for each mode and identify modal system investment priorities for the region.

### **TASK B-1 HIGHWAY SYSTEM PLANNING**

**PURPOSE:** To work with agency partners to plan a regional highway system that is consistent with the goals and objectives in the 2040 Transportation Policy Plan. Lead and participate in regional studies that inform highway investments decisions.

#### **ACTIVITIES:**

- Council staff will lead system studies and contribute to corridor studies or statewide efforts led by partner agencies.
- Participate in MnDOT’s update of their State Highway Investment Plan (MnSHIP)
- Contribute to MnDOT’s metro area functional classification review
- Participate in the Wright County Long-Range Transportation Plan
- Implement recently completed studies such as the Principal Arterial Intersection Conversion Study, County Arterial Preservation Study, MnPASS System Study 3, and Congestion Management Safety Plan 4.
- Continue to examine the feasibility of “superstreets”
- Help to prioritize bridge replacements based, in part, on other identified needs on the bridge besides its condition
- Participate in the development of MnDOT’s Capital Highway Investment Plan (CHIP)
- Assist with the implementation of MnDOT’s Project Selection Policy
- Track approved highway performance measures.
- Assist with Highway Safety Improvement Program (HSIP) project selection and any updates to the selection process.

#### **RELATIONSHIP TO OTHER AGENCY WORK:**

- The Council works closely with MnDOT partners in both the Central office and Metro District office to coordinate planning activities for roadways across the region. These MnDOT offices lead planning studies from the statewide level through a corridor or interchange level and the Council engages where appropriate.
- The Council works closely with local regional partners, commonly the counties but also including the areas in region 7W and the Shakopee Mdewakanton Sioux Community, on roadway needs connecting and through these jurisdictions.

#### **PRODUCTS**

Highway Interchange Approvals (Appendix F)

#### **COMPLETION DATES**

As Needed

## TASK B-2 FREIGHT PLANNING

**PURPOSE:** To continue an integrated regional freight planning program for the Twin Cities Metropolitan Area that is implemented by MnDOT, Metropolitan Council, and public and private sector transportation partners.

### ACTIVITIES:

- Represent the Council on the Minnesota Freight Advisory Committee (MFAC) and its Executive Committee
- Inform and consult MFAC members on regional freight transportation policies and initiatives
- Coordinate with MnDOT on regional and state freight policy directives and Metro Freight Initiative strategies implementation.
- Develop a regional truck data collection framework in collaboration with MnDOT and city/county transportation staff.
- Create performance measure(s) specific to regional truck corridors.
- Provide assistance and resources on the Council's Thrive Economic Competitiveness Implementation Team to guide the implementation of economic competitiveness policies of Thrive MSP 2040.
- Provide technical assistance to MnDOT in freight project programming and selection processes.
- Support integration of freight needs in land use and transportation planning work of the Council, including updates to Regional Solicitation scoring criteria and technical assistance to local agencies, as needed.

### RELATIONSHIP TO OTHER AGENCY WORK:

- Metropolitan Council staff work closely with MnDOT's Office of Freight and Commercial Vehicle Operations on regional and statewide freight planning effort including collaborating in planning MFAC meetings and events, coordination in regional and state policy directives and technical review and assistance in state freight project solicitation process
- Council staff worked closely with Counties and key cities in developing Regional Truck Freight Corridors which are used in the state freight project funding solicitations, the Regional Solicitation and in the development of regional truck data collection framework and performance measures.

### PRODUCTS

Metro Freight Initiative implementation  
*Thrive MSP 2040* economic competitiveness initiatives  
Regional truck data collection framework  
Regional truck freight corridor performance measures

### COMPLETION DATES

Ongoing  
Ongoing  
2019  
2019

## TASK B-3 TRANSIT PLANNING

**PURPOSE:** To work with partners to plan a regional transit system that is consistent with the goals and objectives in the *2040 Transportation Policy Plan (TPP)*. To conduct the short-, mid- and long-range regional transit studies, policy, and planning activities that inform transit corridor and transit system implementation activities consistent with the *2040 TPP*.

### ACTIVITIES:

- Activities in this category include short-, mid- and long-range transit planning and implementation conducted by the Council's MTS planning staff which is not related to a specific corridor, as described below in Products.
- Lead or partner on regional planning studies that inform investment opportunities and priorities for the regional transit system
- Develop technical planning resources and planning guidance to help implementation of regional plans by transit agencies and other implementing partners
- Provide technical expertise on transit planning for coordination with other planning efforts including other modal efforts and local government comprehensive planning.

**RELATIONSHIP TO OTHER AGENCY WORK:**

- The Council works closely with regional transit providers that plan and implement local transit improvements to coordinate the evaluation and planning of the regional transit system.
- The Council works closely with local governments (primarily counties) on corridor-specific work to ensure consistency with regional system planning and development. This includes coordination with cities, counties, and transit providers that may be leading specific efforts or be affected by plans through their own land use planning or implementation activities.
- MnDOT, the Council, Metro Transit, other transit providers, and local governments work jointly on various ad hoc committees to coordinate the planning and implementation of the regional transit system (e.g. Team Transit for transit advantages and Regional Solicitation review subcommittees).
- The Transportation Advisory Board to the Metropolitan Council continues to invest in the federally-funded regional travel demand management program, which includes implementation efforts for the promotion of transportation alternatives such as transit, bicycling, and walking.

**PRODUCTS**

Bus Service Allocation Study  
 Speed and Reliability Initiative Summary  
 Arterial Bus Rapid Transit Corridors Study  
 Transportation Policy Plan Appendix G Refinements

**COMPLETION DATES**

2020  
 2019  
 2019  
 2019

**TASK B-4 BICYCLE AND PEDESTRIAN PLANNING**

**PURPOSE:** Participate in bicycle and pedestrian planning in the region and provide technical assistance to and coordination with transportation agency partners.

**ACTIVITIES:**

- Coordinate with and provide technical assistance to state and local agencies on variety of bicycle/pedestrian planning issues, studies, and initiatives.
- Regional Bicycle Transportation Network implementation and updates.
- Participate on key bicycle and pedestrian planning committees, as appropriate; these have included standing and ad hoc committees such as:
  - o Minneapolis Pedestrian Advisory Committee
  - o Minneapolis Bicycle Advisory Committee
  - o Dakota County Bicycle and Pedestrian Plan TAC
  - o Ramsey County Bicycle Plan TAC
  - o Statewide Non-motorized Transportation Committee
- Provide technical assistance on Regional Solicitation scoring committees for bicycle and pedestrian project grant applications.
- Refine regional bicycle barrier crossing areas and incorporate into regional planning processes.
- Coordinate with local agencies on Regional Bicycle System Inventory update.

- Participate on studies, such as on a Technical Advisory Panel for MnDOT research project on pedestrian crossings.

**RELATIONSHIP TO OTHER AGENCY WORK:**

- Coordination, review and advisement on state and local bicycle and pedestrian plan updates such as:
  - o MnDOT Statewide Bicycle System Plan
  - o MnDOT Metro District Bicycle Plan
  - o Bicycle and pedestrian elements of local comprehensive plans
  - o Active transportation plans
  - o Regional Trail Master Plans
- Review draft regional bike and pedestrian transportation policies and RBTN implementation issues with following groups and committees:
  - o Bicycle-Pedestrian Peer Discussion Group
  - o TAC Planning
  - o TAC/TAB
  - o County Boards/Commissions
  - o City Councils, as appropriate
  - o Council’s Land Use and Transportation Accessibility Advisory Committees, as needed
- Present at local and regional conferences on Council studies and planning work to inform local and state agencies and other MPOs on current planning issues.

**PRODUCTS**

**COMPLETION DATES**

|  |         |
|--|---------|
| Regional Bicycle System Inventory updates              | Ongoing |
| Regional Bicycle Transportation Network implementation | Ongoing |
| Bicycle and Pedestrian Data Development                | Ongoing |
| RBTN Refinement Concept Progression                    | 2020    |
| Pedestrian Safety and Crash Analysis                   | 2019    |

**TASK B-5 CORRIDOR STUDIES AND WORK LED BY PARTNER AGENCIES**

**PURPOSE:** To participate in major corridor studies to ensure implementation of the regional transportation and development policies of the Council.

**ACTIVITIES:**

- Participate in transitway studies or transit area studies that evaluate and/or prioritize transit improvements for recommended implementation, typical on a corridor or subregional level for the following:
  - o Ford Site Redevelopment Area transit study
- Participate in ongoing work for transitway corridor development including environmental review, engineering, station-area planning, and other implementation-related planning work for the following corridors:
  - o Green Line Extension
  - o Blue Line Extension
  - o Orange Line
  - o Gold Line
  - o Red Line Future Stages
  - o Rush Line Dedicated Bus Rapid Transit
  - o Riverview Modern Streetcar
  - o Nicollet-Central Modern Streetcar
- Participate in highway corridor studies and interchange work that guide investments to improve mobility and safety for all users:



- o MnDOT's Rethinking I-94 Study
- o MnDOT's Highway 65 Study
- o City of Ramsey's Highway 10 Study
- o MnDOT's I-94 from I-494 to Highway 101 Study
- o MnDOT's I-494/Highway 62 Study
- o Hennepin County's Highway 252/I-94 Study
- o MnDOT's I-35W Gap Study (Ramsey County Road C to Mississippi River)
- o MnDOT's I-94/I-494/I-694 Study
- o Washington County Highway 36/Manning Avenue Study
- o MnDOT's Highway 13/Dakota Avenue interchange improvements
- Participate in corridor studies for intercity passenger rail including environmental review, engineering, and other implementation-related planning work for the following corridors:
  - o Twin Cities to Milwaukee-Chicago Passenger Rail Service Improvements
  - o Northern Lights Express Passenger Rail

**RELATIONSHIP TO OTHER AGENCY WORK:**

- MnDOT is usually the lead agency for state highway corridors. MnDOT has developed a planning prioritization process to help in the identification and prioritization of Metro District studies and projects.
- For transit corridors, the regional railroad authorities are often the lead agencies for feasibility, alternatives analysis or environmental studies, although responsibility is usually transferred to the implementing agency when project development or engineering commences. The cities of Minneapolis and Saint Paul, Metro Transit, and MnDOT have also led a limited number of corridor and subsystem transit studies in the past. MnDOT typically leads when transit analyses are coordinated as part of a highway corridor study.
- Local governments collaborate on transit corridors work by coordinating with or leading land use planning efforts. These efforts are often station- or corridor-specific where a county or transit agency is leading the transportation project but the authority for land use implementation falls on cities.

**PRODUCTS**

Gold Line Station Area Planning  
 Blue Line Extension Station Area Planning

**COMPLETION DATES**

2019  
 2019

| <b>Activity B</b>                    | <b>2019 Budget</b> |
|--------------------------------------|--------------------|
| <b>ACTIVITY STAFF WEEKS:</b>         | <b>410</b>         |
| Freeway System Interchange Study     | 20                 |
| Bus Service Allocation Study         | 20                 |
| RBTN Refinement and Concept Program  | 15                 |
| Best Practices Research (tbd)        | 2                  |
| <b>CONSULTANT:</b>                   | <b>\$450,000</b>   |
| Freeway System Interchange Study     | \$200,000          |
| Bus Service Allocation Study         | \$200,000          |
| RBTN Refinement and Concept Prog.    | \$25,000           |
| Best Practices Research (tbd)        | \$25,000           |
| <b>TOTAL ESTIMATED EXPENDITURES:</b> | <b>\$2,462,716</b> |
| <b>SOURCES OF FUNDS:</b>             |                    |
| FEDERAL: (CPG)                       | \$1,601,698        |
| LOCAL: Metropolitan Council          | \$861,019          |



## C. Long Range System Planning

This work relates to planning policies, studies and federal and state requirements for regional transportation planning that cross all modes including preparing and implementing the region's long range plan, land use planning activities, equity and environmental justice planning, environmental and air quality planning activities and transportation finance.

### TASK C-1 TRANSPORTATION POLICY PLAN

**PURPOSE:** To coordinate with MnDOT and other partners on TPP investment changes and as necessary, move amendments through a public review and participation and adoption process; incorporate any necessary administrative changes to the TPP; and ensure implementation of the Council's long-range *2040 Transportation Policy Plan*.

#### ACTIVITIES:

- The Metropolitan Council adopted the *2040 Transportation Policy Plan* in January 2015 and as of this writing the update is expected to be adopted in October 2018.
- Significant outreach and engagement activities have taken place through the TAB/TAC committees and also directly with regional transportation partners and stakeholders. After adoption staff will continue presentations and work with regional partners to communicate the new TPP investments and other changes.
- Process necessary plan amendments for major investments including the Riverview corridor LPA.
- Incorporate any needed administrative amendments to the TPP
- As part of its on-going engagement efforts, the Council coordinated and documented discussions with the Shakopee Mdewakanton Sioux community and will continue meeting with the tribe after adoption.
- The Council analyzed the Plan's impact on disadvantaged communities, documented procedures for environmental mitigation, and updated the natural and historic resources inventory.
- In 2019 the priority will focus on implementing the policies from the *2018 TPP Update* and working on studies that the Work Program recommended.

**RELATIONSHIP TO OTHER AGENCY WORK:** The *2018 TPP Update* was created with significant input from local and regional partners. Collaboration with counties and MnDOT on roadway spending is one example. Meetings with local jurisdictions and MnDOT were crucial to the Plan's development.

#### PRODUCTS

Continuing TPP Engagement Activities  
Riverview Corridor LPA Amendment Adoption

#### COMPLETION DATES

On-going  
Spring 2019

### TASK C-2 LAND USE PLANNING

**PURPOSE:** To ensure land use planning and development activities are supported by and consistent with the Council's *Thrive MSP 2040*, the region's metropolitan development guide, and the Transportation Policy Plan.

#### ACTIVITIES:

- Review of the transportation chapters and components of comprehensive plan updates (these were due 12/31/2018 but many communities had this deadline extended in 2019),

comprehensive plan amendments, and environmental review documents for major developments

- Participate in the review and scoring of Livable Communities grant program applications and other funding opportunities that support development and have a transportation relationship
- Participate in the development of best practices and guidance related to land use planning for use by local governments and other regional partners
  - o Transit-Oriented Development Guide ongoing updates
  - o Best practices for transportation inclusion in local planning (e.g. bike parking, walkable neighborhood design)
- Support Community Development Division in initial work leading up to the update of *Thrive MSP 2040*, leading efforts related to the transportation elements.

**RELATIONSHIP TO OTHER AGENCY WORK:**

- Local governments implement land use policies and strategies through their comprehensive plans and other land use implementation tools. These are reviewed by the Council for consistency with regional policies and systems, such as *Thrive MSP 2040* and the Transportation Policy Plan.
- The Metropolitan Council works with other cabinet-level state agencies to implement the wide-ranging impacts of *Thrive MSP 2040*.

**PRODUCTS**

Reviews of Local Comprehensive Plans, Comprehensive Plan amendments, and environmental review requests  
Reviews of Livable Communities Grants

**COMPLETION DATES**

As Needed, significant in Q1  
Semi-annually

**TASK C-3 ENVIRONMENTAL JUSTICE AND EQUITY**

**PURPOSE:** To ensure planning addresses the needs of people who have been historically underrepresented, including people with disabilities, communities of color, and low-income residents, and to coordinate specialized transportation services in accordance with the Americans with Disabilities Act (ADA).

**ACTIVITIES:**

- Participate in internal organization-wide and division equity committees to change policies, practices, and procedures to implement the Council's Racial Equity Work Plan.
- Coordinate the specialized transportation services throughout the region including Metro Mobility, other ADA transit services and community-based paratransit services.
- Participate with review of MnDOT 5310 capital funding requests for paratransit vehicles.
- Provide staff support to the Transportation Accessibility Advisory Committee (TAAC).
- Continue to coordinate on cooperative activities with the counties and other social service providers on transportation assistance to clients.
- Continue to study the likely increase in demand for Metro Mobility services.
- Update the Human Services Coordination Plan with assistance from the Metropolitan Transportation Services operations department in 2019; this was last updated in 2013.

**RELATIONSHIP TO OTHER AGENCY WORK:**

- As part of the I-94 corridor study between the downtowns, Metropolitan Council staff will work with MnDOT project leaders to enhance the engagement activities for users of and residents near the corridor.
- Provide support to other agencies in learning best practices and capacity building for outreach and engagement.
- Work with other agencies on achieving equitable outcomes related to transportation.

**PRODUCTS**

Coordination of Regional Specialized Transportation Services  
 Coordinate TAAC Meetings  
 Human Services Coordination Plan  
 Review MnDOT 5310 Awards  
 Equity Analysis of Performance Measures  
 Access to Jobs Implementation  
 Participate in Equity Implementation Team and Subcommittees

**COMPLETION DATES**

Ongoing  
 Monthly  
 2019  
 Ongoing  
 2018  
 Ongoing  
 Ongoing

**TASK C-4 AIR QUALITY AND CLIMATE CHANGE PLANNING**

**PURPOSE:** To implement long-term air quality planning required by federal law including the integration of congestion management, transportation, land use, and air quality planning with the requirements of the Clean Air Act (CAA). CAA conformity planning is done collaboratively through the Minnesota Interagency Air Quality and Transportation Planning Committee (MNAIQTTPC), consisting of technical staff from the Council, MnDOT, MPCA, FHWA, FTA, and EPA. The roles and responsibilities of the MNAIQTTPC are defined in the interagency consultation procedures developed collaboratively.

**ACTIVITIES:**

- Provide data and technical assistance to partner agencies to assist in air quality and travel demand analyses and modeling.
- Organize and work with the MNAIQTTPC to consult on air quality issues and State Implementation Plan (SIP) updates as necessary.
- Conduct air quality conformity analysis for the TIP and TIP amendments and for any TPP amendments.
- Participate in the activities and leadership of Clean Air Minnesota (CAM), a public-private partnership that works to achieve measurable, voluntary emissions reductions.
- Implement the EPA approved Limited Maintenance Plan for carbon monoxide
- Prepare for transitioning the planning process under expected air quality attainment status in 2019, which may require a SIP revision to comply with the anti-backsliding provisions of the CAA.
- Collaborate on internal climate change and sustainability initiatives.
- Collaborate on inter-agency efforts to address climate change.
- Provide technical assistance to local governments in quantifying and reducing greenhouse gas emissions.
- Develop and integrate transportation planning strategies to address the greenhouse gas emissions reduction goals of the 2007 Next Generation Energy Act and the Statewide Multimodal Transportation Plan.
- Adopt a CMAQ Performance plan to fulfill federal requirements

**RELATIONSHIP TO OTHER AGENCY WORK:**

The Council, MPCA, MnDOT, FHWA, FTA, and EPA all play key roles in the development of regional response strategies to reduce formations of greenhouse gases, ozone, and PM2.5. The Council, in consultation with MnDOT and MPCA, makes conformity determinations that are approved by FHWA and FTA. Council staff works with other council divisions on emissions reduction planning efforts.

**PRODUCTS**

SIP Revision  
 Conformity Analyst for TIP, TPP, and amendments

**COMPLETION DATES**

Ongoing  
 Ongoing

## TASK C-5 TRANSPORTATION FINANCE

**PURPOSE:** To track and coordinate estimates of projected revenues and expenditures for the regional highway and transit systems with MnDOT, Metro Transit and other transit providers, counties and cities to assure that the planned major investments in the TPP and TIP meet the requirement of fiscal constraint and to research and prepare information on transportation funding and spending within the region.

### ACTIVITIES:

- Maintain and update as necessary a regional 20-year spreadsheet of expected highway and transit revenues and expenditures for the region.
- Work with MnDOT on Metro District funding levels and allocation of available funding to major highway projects
- Participate in the MnDOT Program Update Workgroup to provide input on MnDOT agency wide funding allocations
- Review and comment on MnDOT plans and financial estimates including MnSHIP and other modal plans and the Project Selection report.
- Work with Metro Transit and counties on funding plans for major transitway investments
- Review Council transit capital and operating budget plans and assure consistency with the TPP

### RELATIONSHIP TO OTHER AGENCY WORK:

- The Council is the lead agency. Council staff works with the transit operating agencies and suburban transit providers on transit operating and capital planning.
- MnDOT works in cooperation with the Council on estimating metro area revenues and spending and developing alternative roadway financing such as HOT lanes and congestion pricing.
- The Council staff work with county transportation staff to estimate local transportation revenues and spending and track local contributions to regional highway and transit investments.

### PRODUCTS

Analysis of Transportation Funding  
Transit Financial Capacity Analysis Report  
Transit Unified Operating Budget  
Transit Unified Capital Budget

### COMPLETION DATES

Ongoing  
October  
December  
December

## TASK C-6 CONNECTED AND AUTOMATED VEHICLES

**PURPOSE:** Support national and state research and collaboration on CAV technologies; analyze anticipated impact of CAV implementation on the region's transportation system and work with MnDOT and local transportation entities to share knowledge and prepare for CAV implementation.

### ACTIVITIES:

- Participate in development of and implementation of MnDOT State CAV Strategic Plan
- Participate on Association of MPO national work in developing an MPO Planning Framework for CAV
- Continue work on tasks and issues identified by the Governor's CAV Task Force in their 2018 work
- Identify research and scenario planning opportunities to investigate various potential impacts of CAV
- Provide information and educational materials on CAV to new Council members

- Cooperate and coordinate on research activities related to CAV with CTS and other partners

**RELATIONSHIP TO OTHER AGENCY WORK:**

- In 2018, Governor Dayton convened a Task force to identify CAV related opportunities and implementation issues for MnDOT and its public and private partners to address. In addition, MnDOT is in the process of preparing a State CAV Strategic Plan. In 2019 the Council will work closely with MnDOT and other regional partners to address activities identified in the state plan.

**PRODUCTS**

Governor’s CAV Advisory Council Work

AMPO CAV Framework  
Modeling of CAV Scenarios

**COMPLETION DATES**

December 2018 and ongoing  
Early 2019  
Ongoing

| <b>Activity C</b>             | <b>2019 Budget</b> |
|-------------------------------|--------------------|
| ACTIVITY STAFF WEEKS:         | 202                |
| CONSULTANT:                   | \$0                |
| TOTAL ESTIMATED EXPENDITURES: | \$1,213,338        |
| <b>SOURCES OF FUNDS:</b>      |                    |
| FEDERAL: (CPG)                | \$959,149          |
| LOCAL: Metropolitan Council   | \$424,209          |

***D. TRAVEL FORECASTING AND MODEL DEVELOPMENT***

This work area focuses on tasks and activities that provide research and survey data for the regional travel model primarily through the Travel Behavior Inventory; technical work to maintain and update the regional model as needed and also research work on travel changes, behavior and tools and methods that can be used for modeling travel.

**TASK D-1 TRAVEL BEHAVIOR AND RESEARCH**

**PURPOSE:** To continue a program to travel and socio-economic data research including the Travel Behavior Inventory (TBI). The TBI has been transitioned to a continuing program including a biennial household travel survey, and every-five-year transit on board survey, and additional travel behavior data collection. The work forms the factual basis for forecasting models. The scope of the TBI program is managed in consultation with a regional travel forecasting technical committee.

**ACTIVITIES:**

- Implement Travel Behavior Inventory Program
- Coordinate regional travel forecasting technical committee
- Analyze and distribute TBI data, including the 2016 transit on board survey
- Conduct first wave of TBI household travel survey from Oct 2018 to Sep 2019. Analyze and publish data.
- Plan for future waves of TBI household travel survey and transit on board survey
- Conduct special generator survey
- Perform and support research on research on regional travel
- Perform additional data collection as needed to support model development and improvement

- Cooperate with research into regional travel forecasting conducted at the University of Minnesota and other research institutions as appropriate
- Provide technical assistance to and satisfy data request from other agencies, local units of government, and consultants.
- Review and analyze information from federal data sources such as the Census Transportation Planning Package, and American Community Survey, the National Household Travel Survey, and other data sources.
- Work with MnDOT and other partners to coordinate assessment and purchase of third-party transportation data where appropriate.
- Collaborate with peer agencies on best practices for data collection and analysis
- Work with the UMN Accessibility Observatory to participate in the National Accessibility Pooled Fund and other accessibility research.

**RELATIONSHIP TO OTHER AGENCY WORK:**

The Council coordinates closely with MnDOT, WisDOT in public and local government outreach related to transportation data collection. Council staff works closely with other Council divisions, including Community Development and Metro Transit, and with suburban transit providers and the University of Minnesota to plan data collection work. Data is shared with partner agencies and with local governments.

**PRODUCTS**

2018-2019 TBI Household Travel Survey  
 Special Generator Survey  
 Third Party Data Purchase

**COMPLETION DATES**

2020  
 2020  
 2019

**TASK D-2 TRAVEL MODEL DEVELOPMENT AND FORECASTING**

**PURPOSE:** To maintain and apply travel forecast models to support planning for orderly development and operation of transportation facilities. To maintain model inputs and to monitor, revise, and update travel forecast to 2040 and beyond. To provide projections of travel demand, greenhouse gas and air pollution emissions, transit ridership, and other data needed to evaluate regional transportation investments. The scope of the forecasting program is managed in consultation with a regional travel forecasting technical committee.

**ACTIVITIES:**

- Work with Community Development to produce land use and socio-economic forecasts for the region and with GIS to receive regional GIS databases.
- Work with MnDOT to further explore integration of dynamic traffic and transit assignment into the regional model
- Investigate and implement additional model improvements such as more detailed bicycle/pedestrian forecasting
- Take advice from and collaborate with peer agencies, federal partners, and industry organizations locally and nationally in understanding the need for and implementing model improvements.
- Provide technical assistance to other divisions, other agencies, and local units of government in travel forecasting.
- Provide technical assistance and review of major highway and transit corridor and project forecasting
- Distribute socio-economic forecasts, regional transportation forecasting networks, and the regional model to partners as needed
- Produce forecasts in support of Council and MnDOT plans and studies



- Model development, enhancement, and re-calibration considering recent sensitivity testing and new survey data
- Rebuild model input networks
- Development and implementation of alternative and/or backup modeling approaches
- Review reasonableness of forecasts in local plans, environmental documents, etc. that are submitted to the Council
- Improve methods for developing forecast model inputs, including networks
- Explore and implement, as appropriate, alternative and/or backup methods for conducting travel forecasts.

**RELATIONSHIP TO OTHER AGENCY WORK:**

The Council coordinates closely with MnDOT in development and operation of forecasting models and techniques. Through the Regional Travel Forecasting Committee, the council coordinates with local and partner agency stakeholders in the forecasting process.

**PRODUCTS**

**COMPLETION DATES**

|  |      |
|--|------|
| Travel Behavior Inventory: Household Travel Survey | 2020 |
| Zephyr Foundation                                  | 2019 |
| Multimodal Network Design                          | 2019 |
| Fast Trips Transit Assignment                      | 2019 |
| ABM Recalibration                                  | 2019 |
| CityCast   | 2019 |
| AMPO Activity Sim                                  | 2019 |
| UMN CTS Transitway Impacts Research Program        | 2019 |
| UMN CTS Accessibility Observatory                  | 2019 |

|  |                    |
|--|--------------------|
| <b>Activity D</b>                              | <b>2019 Budget</b> |
| <b>ACTIVITY STAFF WEEKS:</b>                   | <b>180</b>         |
| Model Improvements                             | 20                 |
| Zephyr Foundation                              | 1                  |
| Multimodal Network Design                      | 5                  |
| Fast Trips Transit Assignment                  | 5                  |
| ABM Recalibration                              | 5                  |
| CityCast                                       | 2                  |
| AMPO Activity Sim                              | 1                  |
| UMN CTS Transitway Impacts<br>Research Program | 2                  |
| UMN CTS Accessibility Observatory              | 1                  |
| <b>CONSULTANT:</b>                             | <b>\$300,000</b>   |
| Model Improvements                             | \$200,000          |
| Zephyr Foundation                              | \$10,000           |
| CityCast                                       | \$20,000           |
| AMPO Activity Sim                              | \$35,000           |
| UMN CTS Transitway Impacts<br>Research Program | \$15,000           |
| UMN CTS Accessibility Observatory              | \$20,000           |
| <b>TOTAL ESTIMATED EXPENDITURES:</b>           | <b>\$1,081,193</b> |
| <b>SOURCES OF FUNDS:</b>                       |                    |
| FEDERAL: (CPG)                                 | \$703,185          |
| LOCAL: Metropolitan Council                    | \$378,008          |
| <b>TOTAL</b>                                   | <b>\$1,081,193</b> |

## *E. Short Range Planning and Performance Monitoring*

This work in this area relates to regional transportation system modal performance monitoring; evaluation; comparison to adopted regional measures and targets; and subsequent reporting on regional performance. There is a special emphasis on the Congestion Management Process and monitoring and evaluating the impacts of congestion in the region.

### **TASK E-1 CONGESTION MANAGEMENT PROCESS**

**PURPOSE:** Federal law requires Transportation Management Areas (MPOs serving metropolitan areas with populations greater than 200,000) to develop and coordinate the implementation of a comprehensive Congestion Management Process (CMP). The CMP is a cooperative, multi-faceted process that includes establishing objectives; measuring and closely monitoring system performance; identifying causes of both recurring and non-recurring congestion; and implementing strategies to mitigate congestion on the transportation system. This results in the establishment of regional multi-modal performance measures and strategies which inform both long and short range planning activities and can be used as a component in project selection processes.

#### **ACTIVITIES:**

- Host meetings of the CMP Advisory Committee, which is composed of partners and stakeholders representing transportation agencies and operators throughout the metro area. This Committee coordinates efforts and performs several activities in order to develop strategies that mitigate congestion on the transportation system.
- Develop methodologies for analyzing congestion levels on the entire transportation system, including non-freeway principal and minor arterials systems;
- Define strategies to mitigate congestion on the regional system;
- Identify mechanisms to incorporate prioritized CMP strategies/corridors into the project selection process;
- Regularly assess the effectiveness of previously implemented strategies;
- Coordinate a comprehensive and coordinated program for collecting data used to assess system performance and determining both the extent and causes of congestion in the metro area.
- Implement regionally-identified performance measures and targets to report upon and monitor system congestion.

#### **RELATIONSHIP TO OTHER AGENCY WORK:**

- The Council coordinates closely with MnDOT on identifying freeway congestion through the data provided by the Regional Traffic Management Center and other agency sources. Through the CMP Advisory Committee, the Council has established a coordinated and transparent process that allows for all regional stakeholders and transportation officials to be informed and have a forum for input into the region's CMP.

#### **PRODUCTS**

Congestion Management Process Plan

#### **COMPLETION DATES**

Spring 2019

### **TASK E-2 TRANSPORTATION SYSTEM PERFORMANCE**

**PURPOSE:** Develop, maintain, and disseminate information on the performance of the Twin Cities transportation system to inform policy decisions and funding allocations and adopt and maintain transportation system performance targets and measures in accordance with state and federal requirements.



**ACTIVITIES:**

- Adopt and Update federally required safety and other performance targets as necessary in response to MnDOT annual revision of state targets.
- Utilize Streetlight or similar data to track travel time impacts of congestion on travel speeds, producing reports and maps illustrating congestion on the region’s A minor arterial system and non-instrumented principal arterials.
- Develop and implement a performance dashboard to illustrate performance levels on the region’s transportation system.

**RELATIONSHIP TO OTHER AGENCY WORK:**

- Council staff works closely with MnDOT and other MPOs to coordinate on statewide performance targets. Additionally, staff works with regional partners on defining congestion, identifying areas of concern on the system, and producing maps that highlight congestion hot spots. The Council will continue to work closely with regional and federal partners as it develops a performance dashboard for the region.

**PRODUCTS**

A Minor Arterial and Non-Instrumented  
Principal Arterial Congestion Report  
Twin Cities Regional Performance Dashboard  
Updated Safety Performance Measure Targets  
Update Other Performance Measure Targets

**COMPLETION DATES**

Ongoing  
Summer 2019  
Fall 2019  
February 2019  
As Needed

**TASK E-3 SYSTEM MONITORING AND DATA COLLECTION**

**PURPOSE:** Monitor the transportation system performance and condition in keeping with the criteria in the 2016 Transportation System Performance Evaluation. Evaluate the application of transit service planning guidelines and performance standards, achieving a regional consensus on equity and service priorities in the allocation of transit resources, and instituting service changes.

**ACTIVITIES:**

- Prepare the Transit System Evaluation.
- Develop annual Route Analysis that evaluates all routes in the region transit system against regional transit performance standards.
- Coordinate with regional transit providers on transit asset management performance management, evaluation, and planning.
- Evaluate the performance of the regional transit system with trend analysis, peer region comparisons, and on-request data analysis.

**RELATIONSHIP TO OTHER AGENCY WORK:**

- Council staff monitors MnDOT’s regular report on congestion, the Annual Congestion Report. The Council also works with MnDOT to develop the required data needed for the federal performance measures. Depending on study needs, data is derived from other various sources such as the Minnesota Crash Mapping Analysis Tool (MnCMAT), Data Extract/Data Plot, Streetlight, and PEMS.

**PRODUCTS**

Route Analysis

**COMPLETION DATES**

Q4 2019

| <b>Activity E</b>             | <b>2019 Budget</b> |
|-------------------------------|--------------------|
| ACTIVITY STAFF WEEKS:         | 126                |
| CMP Study                     | 35                 |
| CONSULTANT:                   | \$110,000          |
| CMP Study                     | \$110,000          |
| TOTAL ESTIMATED EXPENDITURES: | \$756,835          |
| <b>SOURCES OF FUNDS:</b>      |                    |
| FEDERAL: (CPG)                | \$492,229          |
| LOCAL: Metropolitan Council   | \$264,606          |

## **F. NON-UPWP PLANNING ACTIVITIES**

The activities in this work area are components of the work performed by the MPO, however federal planning dollars are not used. These activities are included as part of the narrative of the whole body of work that the department produces. The Council has been involved in this work for several decades and this work relates to the efficient operation of the region’s transportation system.

### **TASK F-1 RIGHT OF WAY ACQUISITION LOAN FUND**

**PURPOSE:** The Metropolitan Council administers the Right of Way Acquisition Loan Fund (RALF), established by the Minnesota legislature in 1982, to give loans to cities and counties for advance acquisition of property located within an officially-mapped metropolitan highway right-of-way. This work is funded locally since it is not eligible for federal planning funds, but it is included here to more fully illustrate the work of the Council’s transportation planning department.

#### **ACTIVITIES:**

- Council staff consults with interested cities and MnDOT to determine the eligibility of specific parcels for RALF loans, prepares reviews of RALF loan applications for Council approval and if approved, processes loan documents and check requisitions.
- Staff processes loan repayments after the property is sold to the road building authority, which is generally MnDOT.
- Staff reports to the Council on the status of the RALF program and the available balance in the revolving loan fund each year.
- The Council originally levied a property tax to fund this program, but loan repayments made into the revolving fund when the highway is constructed have been sufficient to support the program for many years without the need for an annual levy.

**RELATIONSHIP TO OTHER AGENCY WORK:** Council staff works with MnDOT to determine whether parcels proposed for acquisition are needed for future state highway expansions.

#### **PRODUCTS**

Potential System Plan (pending FAA Grant)

#### **COMPLETION DATES**

As needed/2019

### **TASK F-2 AVIATION TRANSPORTATION PLANNING**

**PURPOSE:** To maintain the long-term viability of the regional aviation system by ensuring compatible land use planning, development, system efficiency, and project effectiveness. To

develop and implement long-range regional aviation policy, monitor and periodically review and update the TPP, which includes the Aviation Policy Plan. To ensure aviation plan consistency with current and anticipated technical, economic and political conditions. To provide for review and coordination of aviation planning activities among agencies and municipalities. The Council is the lead agency on metro airport system planning and works closely with Metropolitan Airports Commission, who owns and operates most of the region's public airports and MnDOT Office of Aeronautics for statewide air system planning and airport project funding. Other cities and agencies participate in planning activities through the Council's TAC/TAB process.

**ACTIVITIES:**

- Continue an aviation system planning program including an aviation database, identification of needs, and evaluation of system performance.
- Coordinate activities with MnDOT Aeronautics, Metropolitan Airports Commission (MAC), other airport sponsors, communities, and users on the various metro aviation activities.
- Review/approval of individual airport long-term comprehensive plans (LTCPs) and LTCP amendments, airport project environmental evaluations, airport annual capital improvement programs, and land use (noise, safety, and infrastructure) compatibility planning.
- Include ongoing reviews of the aviation elements of local comprehensive plans and comprehensive plan amendments.
- Coordinate a review of projects to implement the MSP 2030 Long-Term Comprehensive Plan.
- Special efforts will be made in 2019 to assist local governments in updating aviation elements of their comprehensive plans due in 2019.

**RELATIONSHIP TO OTHER AGENCY WORK:** Council staff works with MnDOT Aeronautics and the Metropolitan Airports Commission to coordinate and review aviation system needs throughout the region. The MAC is responsible for planning and development for the region's aviation system.

**PRODUCTS:**

Potential System Plan (pending FAA Grant)  
 Review MAC's Capital Improvement Program  
 Review of Local Plan Amendments and EAs  
 LTCP for Reliever Airports

**COMPLETION DATES:**

As needed/2019  
 January  
 As needed  
 2019

| <b>Activity F</b>             | <b>2019 Budget</b> |
|-------------------------------|--------------------|
| ACTIVITY STAFF WEEKS:         | 65                 |
| CONSULTANT:                   | \$0                |
| TOTAL ESTIMATED EXPENDITURES: | \$0                |
| <b>SOURCES OF FUNDS:</b>      |                    |
| FEDERAL:                      | \$0                |
| LOCAL:                        | \$233,029          |
| LOCAL: MAC                    | \$109,000          |
| TOTAL                         | \$342,029          |

### III. APPENDICES

#### A. 2019 UNIFIED PLANNING WORK PROGRAM BUDGET

| Task                       | Task Title                          | Staff Weeks 2019 | Salary Cost        | Consultant Cost  | Overhead & Expenses | Total Cost         | UPWP Federal       | Local Match        | "Banked" Federal | Local Overmatch    | Local MAC        | Total              | Percent Local |
|----------------------------|-------------------------------------|------------------|--------------------|------------------|---------------------|--------------------|--------------------|--------------------|------------------|--------------------|------------------|--------------------|---------------|
| A                          | Planning and Programming Process    | 280              | \$635,393          | \$45,000         | \$897,357           | \$1,577,750        | \$988,667          | \$247,167          | \$105,175        | \$340,846          | \$0              | \$1,681,855        | 35%           |
| B                          | Modal System Planning               | 410              | \$826,568          | \$450,000        | \$1,313,986         | \$2,590,554        | \$1,447,691        | \$361,923          | \$154,007        | \$499,096          | \$0              | \$2,462,716        | 35%           |
| C                          | Long Range System Planning          | 202              | \$484,646          | \$0              | \$647,379           | \$1,132,024        | \$713,253          | \$178,313          | \$75,876         | \$245,896          | \$0              | \$1,213,338        | 35%           |
| D                          | Research and Travel Forecasting     | 180              | \$417,779          | \$300,000        | \$576,872           | \$1,294,651        | \$635,572          | \$158,893          | \$67,613         | \$219,115          | \$0              | \$1,081,193        | 35%           |
| E                          | Short Range Planning and Monitoring | 126              | \$87,147           | \$110,000        | \$403,810           | \$600,957          | \$444,900          | \$111,225          | \$47,329         | \$153,381          | \$0              | \$756,835          | 35%           |
| <b>Federal Funding</b>     |                                     | <b>1,072</b>     | <b>\$2,364,386</b> | <b>\$905,000</b> | <b>\$3,435,594</b>  | <b>\$7,195,937</b> | <b>\$4,230,082</b> | <b>\$1,057,520</b> | <b>\$450,000</b> | <b>\$1,458,335</b> | <b>\$0</b>       | <b>\$7,195,937</b> | <b>35%</b>    |
| F-1                        | RALF                                | 9                | \$18,033           | \$0              | \$28,844            | \$46,877           | \$0                | \$46,877           | \$0              | \$0                | \$0              | \$46,877           | 100%          |
| F-2                        | Aviation Transportation Planning    | 56               | \$115,681          | \$0              | \$179,471           | \$295,152          | \$0                | \$186,152          | \$0              | \$0                | \$109,000        | \$295,152          | 100%          |
| <b>Non-federal Funding</b> |                                     | <b>65</b>        | <b>\$133,714</b>   | <b>\$0</b>       | <b>\$208,315</b>    | <b>\$342,029</b>   | <b>\$0</b>         | <b>\$233,029</b>   | <b>\$0</b>       | <b>\$0</b>         | <b>\$109,000</b> | <b>\$342,029</b>   | <b>100%</b>   |
| <b>Total Planning</b>      |                                     | <b>1,137</b>     | <b>\$2,498,100</b> | <b>\$905,000</b> | <b>\$3,643,909</b>  | <b>\$7,537,966</b> | <b>\$4,230,082</b> | <b>\$1,290,549</b> | <b>\$450,000</b> | <b>\$1,458,335</b> | <b>\$109,000</b> | <b>\$7,537,966</b> | <b>100%</b>   |

| Task | Task Title                        | Staff Weeks 2019 | Salary Cost | Consultant Cost | Overhead & Expenses | Total Cost  | UPWP Federal | Local Met C | Other Federal | Other Local | Local MAC | Total       | Percent Local |
|------|-----------------------------------|------------------|-------------|-----------------|---------------------|-------------|--------------|-------------|---------------|-------------|-----------|-------------|---------------|
| D    | Travel Behavior Inventory Program |                  |             | \$1,775,508     |                     | \$1,775,508 | \$0          | \$411,302   | \$1,364,206   | \$0         | \$0       | \$1,775,508 | 30%           |

## 2019 UPWP Program Budget -- Salary Portion

| UPWP Category | Project Title                              | Federal Funding Amount | Local Funding Amount | Total Funding Amount |
|---------------|--|------------------------|----------------------|----------------------|
| <b>A</b>      | <b>Planning and Programming Process</b>    |                        |                      | <b>\$635,393</b>     |
| A-1           | Planning Program Support                   | \$254,117              | \$63,529             | \$317,646            |
| A-2           | Transportation Improvement Program         | \$45,748               | \$11,437             | \$57,185             |
| A-3           | Regional Solicitation                      | \$50,831               | \$12,708             | \$63,539             |
| <b>B</b>      | <b>Modal System Planning</b>               |                        |                      | <b>\$826,568</b>     |
| B-1           | Highway                                    | \$231,439              | \$57,860             | \$289,299            |
| B-2           | Freight                                    | \$13,225               | \$3,306              | \$16,531             |
| B-3           | Transit                                    | \$119,026              | \$29,756             | \$148,782            |
| B-4           | Bicycle and Pedestrian                     | \$119,026              | \$29,756             | \$148,782            |
| B-5           | Corridors and Work Led by Partner Agencies | \$13,225               | \$3,306              | \$16,531             |
| <b>C</b>      | <b>Long Range System Planning</b>          |                        |                      | <b>\$484,646</b>     |
| C-1           | Transportation Policy Plan                 | \$96,929               | \$24,232             | \$121,161            |
| C-2           | Land Use                                   | \$135,701              | \$33,925             | \$169,626            |
| C-3           | Environmental Justice & Equity             | \$38,772               | \$9,693              | \$48,465             |
| C-4           | Air Quality                                | \$38,772               | \$9,693              | \$48,465             |
| C-5           | Transportation Finance                     | \$38,772               | \$9,693              | \$48,465             |
| C-6           | Connected and Autonomous Vehicles          | \$38,772               | \$9,693              | \$48,465             |
| <b>D</b>      | <b>Research and Travel Forecasting</b>     |                        |                      | <b>\$417,779</b>     |
| D-1           | Travel Behavior & Research                 | \$86,422               | \$21,606             | \$108,028            |
| D-2           | Model and Forecasting                      | \$133,689              | \$33,422             | \$167,112            |
| <b>E</b>      | <b>Short Range Planning and Monitoring</b> |                        |                      | <b>\$87,147</b>      |
| E-1           | Congestion Management Process              | \$34,859               | \$8,715              | \$43,573             |
| E-2           | Traffic Monitoring & Evaluation            | \$17,429               | \$4,357              | \$21,787             |
| E-3           | System Monitoring and Data Analysis        | \$17,429               | \$4,357              | \$21,787             |
| <b>F</b>      | <b>Non-UPWP Activities</b>                 |                        |                      | <b>\$133,714</b>     |
| F-1           | Right of Way Loan Acquisition Fund         |                        | \$18,033             | \$18,033             |
| F-2           | Aviation Transportation Planning           |                        | \$115,681            | \$115,681            |

## B. Explanation of Fund Allocation, Indirect Costs and Local Contributions

### 1. Allocation of Federal Funds

Since 2002 the Federal Transit Administration (FTA) and Federal Highway Administration (FHWA) funds have come to the Metropolitan Council in the form of a “Consolidated Planning Grant” (CPG) which recognizes the intermodal nature of urban transportation and allows flexibility in planning for issues that frequently result in multimodal solutions. These CPG funds are not used for aviation planning, which is conducted almost entirely with local (nonfederal) dollars. The exception to this would be periodic special studies funded by Federal Aviation Administration (FAA) grants, which may occur in 2019 pending funding availability. This is also true for the Right-of-way Acquisition Funds (RALF) program, which is funded with local dollars. These activities are included in the 2019 UPWP to illustrate the full work completed by the Metropolitan Council; however the money spent on these activities is excluded from federal funding as shown in the budget table.

### 2. Statement of Metropolitan Council Regarding Audits as required by 2 CFR 200.501 (b),

*A non-Federal entity that expends \$750,000 or more during the non-Federal entity’s fiscal year in Federal awards must have a single audit conducted in accordance with § 200.514 Scope of audit except when it elects to have a program-specific audit conducted in accordance with paragraph (c) of this section.*

### 3. Metropolitan Council Cost Allocation Plan

Indirect costs budgeted in the Unified Planning Work Program for the Metropolitan Council activities were developed in accordance with the Metropolitan Council’s cost allocation plan. The cost allocation plan is in accordance with the provisions of 2 CFR 200. The Metropolitan Council’s cognizant agency is the U.S. Department of Transportation, Federal Transit Administration. The Metropolitan Council annually submits a cost allocation plan.

### 4. Local Support

The local match shown with the activity descriptions in the following sections refer to dollar contributions of the Metropolitan Council to provide a 20% local match the federal CPG grant. The UPWP budget does not include the contributions made by counties, cities and other agencies that regularly participate in the 3-C process through the TAB and TAC advisory committees. Staff, elected officials and citizen members of the TAB and TAC committees number more than 150 persons, most of whom meet monthly in regular committee working sessions. Such representatives put in additional hours dealing with written material prepared for their review and response. It is impossible to accurately calculate the hundreds of thousands of local dollars thus contributed to state and federal project planning for the region. The participation of such persons has been freely given by their respective employers as their contribution to local-regional cooperation. Because these local contributions of time and consultation help to advance federal and state funded highway and transit projects, it is appropriate to acknowledge this further contribution to the 3-C process for the region.

## C. Carryover Policy

In 2017 MnDOT revised its policy related to carryover funds. MPOs are expected to use their allocated funds in the year appropriated. If an MPO does not allocated all of its funds in the UPWP for the year appropriated, MnDOT will make the unused funds available to other MPOs on a project-specific basis. The policy change did not apply to funds already held in reserve (i.e., carryover).

The Council has committed \$1 million towards the funding of the first six years of the new TBI. As of this writing, \$500,000 of reserve/carryover has been signed into a master contract with MnDOT for this work. Another \$500,000 will be added at a future date. The Council will draw down an additional \$450,000 from the reserve/carryover funds in 2019. Availability of these funds for this purpose was confirmed by MnDOT staff.

The local match required to meet the carryover funds will be readily available since the Council has dedicated revenue sources from year to year from local taxes and MVST revenues. The Council is committed to matching the 20% requirement in order to best meet planning needs in 2019. The Council anticipates there will be sufficient funds to cover the local match in whichever year the UPWP funds are budgeted.

**D. Federal Factors Considered by Program Element**

Federal law requires, under 23 USC §134(h), that plans and programs address the eight elements listed below.

- 1) In general. – The metropolitan transportation planning process for a metropolitan area under this section shall provide for consideration of projects and strategies that will –
  - A. Support the economic vitality of the metropolitan area, especially by enabling global competitiveness, productivity and efficiency;
  - B. Increase the safety of the transportation system for motorized and nonmotorized users;
  - C. Increase the security of the transportation system for motorized and nonmotorized users;
  - D. Increase the accessibility and mobility of people and for freight;
  - E. 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;
  - F. Enhance the integration and connectivity of the transportation system, across and between modes, for people and freight;
  - G. Promote efficient system management and operation;
  - H. Emphasize the preservation of the existing transportation system;
  - I. Improve resiliency and reliability of the transportation system and reduce or mitigate stormwater impacts of surface transportation; and
  - J. Enhance travel and tourism.

The factors that apply to each element of the Unified Planning Work Program are listed below.

| <b>FEDERAL FACTORS</b>                  | <b>A</b> | <b>B</b> | <b>C</b> | <b>D</b> | <b>E</b> | <b>F</b> | <b>G</b> | <b>H</b> | <b>I</b> | <b>J</b> |
|---|----------|----------|----------|----------|----------|----------|----------|----------|----------|----------|
| <b>Planning and Programming Process</b> | X        | X        | X        | X        | X        | X        | X        | X        |          |          |
| <b>Modal System Planning</b>            | X        | X        | X        | X        | X        | X        | X        | X        | X        | X        |
| <b>Long Range System Planning</b>       | X        | X        | X        | X        | X        | X        | X        | X        | X        | X        |
| <b>Research and Travel Forecasting</b>  | X        | X        | X        | X        | X        | X        | X        | X        | X        | X        |



|  |   |   |   |   |   |   |   |   |   |   |
|--|---|---|---|---|---|---|---|---|---|---|
| <b>Short Range Planning and Monitoring</b> | X | X | X | X | X | X | X | X | X | X |
| <b>Non-UPWP Planning Activities</b>        | X | X | X | X | X | X |   | X |   | X |

### E. Planning Emphasis Areas

The USDOT issued guidance in March 2015 requesting regional transportation planning to place special attention on Planning Emphasis Areas. Various work tasks in the following sections address these areas. A summary of each is below.

1. **Models of Regional Planning Cooperation**  
The Metropolitan Council will continue to use the 3-C process to work with regional and statewide partners in the development of plans and policies. The Metropolitan Council works in coordination with the agencies listed above, as well as MnDOT’s Central Office, MnDOT’s Metro District, and MnDOT’s District 3 through the Region 7W ATP process. There are no other MPOs within the Twin Cities urbanized area.
2. **Access to Essential Services**  
The Metropolitan Council has provided direction through *Thrive MSP 2040* to work on issues of equity, which include access to jobs and essential services. This goes beyond the environmental justice executive order 12898 requirements that have traditionally been used as a baseline. For more information on the background and intent of this direction, see Task C-3.

The Metropolitan Council will also continue to advance the goals of the Americans with Disabilities Act through its work with local government partners, which was underway in mid-2018.

3. **Transition to Performance-Based Planning and Programming**  
The Metropolitan Council has continued to advance performance-based planning. The *2040 Transportation Policy Plan* will be updated and adopted in 2018 and will include information relevant to the most recent rulemaking available. An updated MOU with MnDOT and public transit providers was signed in 2018 to formalize the cooperative process for performance-based planning. The Council will continue this work as new deadlines and targets are required.

### F. TMA Certification Review

The MPO functions of the Metropolitan Council are reviewed by FHWA and FTA every four years through a Transportation Management Area (TMA) Certification Review. This was last completed in November 2016 and fourteen recommendations were provided in the final report to the Council. The recommendations are listed below along with where to find work associated with each item in this document, and with a brief status update.

| <b>Recommendation</b>                                    | <b>Status</b>   | <b>UPWP Location</b>             |
|--|---|----------------------------------|
| Improve and update the MOU between the Council and MnDOT | Updated language has been agreed upon and should be approved by the Council and MnDOT by December 2017. | This activity concluded in 2018. |



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| Evaluate and recognize the UPWP is a critical planning document by making significant changes.  | A significant revision to the 2019 UPWP is expected.  | This document is anticipated to fulfill this recommendation.                         |
| Collaboratively develop the required performance metrics/targets with the planning partners for inclusion in the updated MTP.   | This is underway as part of the TPP Update.   | Performance-based planning is Task E. Work related to the TPP Update is in Task C-1. |
| Integrate scenario planning into the MTP for investments, projects, and/or population/employment distribution alternatives.   | The TPP Update will continue to include a fiscally constrained scenario and an increased revenue scenario. Forecasted demographics will remain the same.  | This work was part of the 2018 TPP Update.   |
| The parameters for major capital project selection are unclear. Improve procedures and transparency of rating/selecting capital projects.   | The TPP Update will seek to more clearly identify and describe how the Council's investment studies relate to one another and are used to select the region's major mobility improvement projects.          | This work was part of the 2018 TPP Update.   |
| The MTP Financial Plan does not identify regionally significant projects and categories of projects in the year of expenditure throughout the 20 years of the plan. Improve procedures and transparency of rating/selecting capital projects. | The TPP Update will more clearly identify major highway preservation projects along with mobility projects and will provide the expected expenditures for these projects in the first 10 years of the plan. | This work was part of the 2018 TPP Update.   |
| Move projects that do not have federal funding committed from years one and two of the TIP to years three or four.  | This was complete in the first quarter of 2017.   | This activity was completed in 2018.   |
| The TIP lacks clarity on change procedures and year of expenditure dollars.   | This was complete in the second quarter of 2017.  | This activity was completed in 2018.   |
| Complete a system-level assessment to determine the level of performance/investment   | The Council, MnDOT, and FHWA will meet on this issue.   | A Regional Solicitation Evaluation is listed in Task A-3 to address this.            |

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| need for the Regional Solicitation.   |   |   |
| Update and enhance the Public Participation Plan.   | This was complete with the assistance of FHWA in 2017.  | This activity was completed in 2018.  |
| Analyze TPP impacts on disadvantaged communities, overall regional populations in terms of travel distances, and times & air quality by mode.   | The Metropolitan Council will work with the USDOT to identify best practices and examples from other MPOs to meet this recommendation.                              | This work was part of the 2018 TPP Update. Task C-3 contains additional work on equity and environmental justice concerns.                                |
| Improve the documentation of consultation with federally recognized tribes, documenting procedures for environmental mitigation and coordination in support of the TPP, and updating natural and historic resources in the TPP. | This work is underway in 2017 and will be completed in 2018 with the new TPP.   | This work was part of the 2018 TPP Update.  |
| Follow the PA Intersection Conversion Study by more detailed corridor planning studies that look at lower-cost alternatives. Explore options that can be quickly and realistically funded and constructed.                      | The Council will continue to work with local partners and MnDOT on corridor studies as they are initiated. In 2017 FHWA deemed this recommendation to be completed. | Council work on local highway corridor projects is described in Task B-5 and Highway Planning in Task B-1.  |
| Improve the CMP to fully comply with 23 CFR 450.322 and the 8-step federal process.   | A CMP Advisory Committee has been formed and will direct this work.   | Task E-1 contains significant information in the 2019 UPWP with regard to this recommendation. A consultant study is anticipated to be completed in 2019. |



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