

# Action Transmittal

Transportation Advisory Board



**Committee Meeting Date:** August 16, 2023

**Date:** August 7, 2023

## Action Transmittal: 2023-40

Draft Amendment to the 2040 Transportation Policy Plan (Amendment #2) to add Five Highway Projects

**To:** Transportation Advisory Board  
**From:** Technical Advisory Committee  
**Prepared By:** Steve Peterson, Senior Manager of Highway Planning, 651-602-1805  
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### Requested Action

MnDOT District 3, MnDOT Metro District, Anoka County, Scott County, Dakota County, Wright County, and the Cities of Andover, Coon Rapids, Blaine, Savage, Burnsville, Otsego, Dayton, St. Michael, Monticello, and Albertville request that the attached draft amendment to the 2040 Transportation Policy Plan to add five regionally significant highway projects be released for public review and comment.

### Recommended Motion

That the Transportation Advisory Board recommend the release of the attached draft 2040 Transportation Policy Plan Amendment #2, which adds five regionally significant projects, for public review and comment.

### Background and Purpose

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

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

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

This amendment adds five regionally significant projects to the 2040 TPP, as described below:

- The US 10 Highway Congestion Mitigation Project expands US Highway 10 (US 10) in Anoka County from two to three mainline travel lanes in Coon Rapids between County State Aid Highway (CSAH) 78 (Hanson Boulevard) and CSAH 9 (Round Lake Boulevard).
- The US 169/CSAH 59 Interchange Project converts an at-grade intersection on US Highway 169 in Scott County to a grade-separated interchange with CSAH 59 (Delaware

Avenue), roughly 2.5 miles southwest of the City of Jordan.

- The I-94 Albertville to Monticello Lane Expansion Project in Wright County expands approximately 8 miles of I-94 from two to three travel lanes in each direction between the cities of Albertville and Monticello.
- The MN Highway 65 Access Improvement Project converts an intersection on Highway 65 in the City of Blaine to a grade-separated interchange. The project is at 117<sup>th</sup> Avenue and will be combined with a larger project that is already in the Current Revenue Scenario.
- The MN Highway 13 Grade Separations in Dakota and Scott counties will convert at-grade intersections to grade separations between Quentin Avenue in Savage and Nicollet Avenue in Burnsville. The project at eastern project termini, MN 13 and Nicollet, is already in the Current Revenue Scenario as it was funded with the Regional Solicitation.

## Funding

All projects are fully funded through a variety of funding programs and sources. The US 10, I-94, MN 65, and MN 13 projects were awarded Corridors of Commerce funds that will fully fund the projects when combined with their existing funds. The Corridors of Commerce program was created by the Minnesota Legislature in 2013 and is administered by MnDOT. The project awards were announced by Governor Waltz on July 11, 2023. The press release reads: “We’re making historic investments in our state’s transportation system to improve the safety and connectivity of communities across the state,” said Governor Walz. “We depend on our roads and highways to safely get us to our jobs, education, child care, and businesses. These projects help grow our economy and support our goal of making Minnesota the best state to live, work, and grow up in – no matter where you live.” The Metropolitan Council wrote letters of support for the four Corridors of Commerce projects within the MPO planning area as part of the application process.

Many of the projects also received direct appropriations during the last state legislative session, won other federal discretionary funding, or were provided funding through Congressional directed Community Project Funding (formerly called earmarks). For instance, in 2023, the US 10 project received a \$30 million appropriation as part of the State’s Transportation Omnibus Bill for the project.

The US 169 project will be funded entirely with local funds from Scott County, primarily through the county’s transportation sales tax.

## Consistency with the 2040 TPP

All projects were analyzed to determine if they are consistent with the goals and strategies of the 2040 TPP. The projects were determined to be consistent with the Plan and assist the region in reaching its 2040 TPP goals in Safety and Security, Access to Destinations, and Competitive Economy, as outlined in the amendment text. Additionally, the interchange projects were also vetted by the Interchange Review Committee (Appendix F of the 2040 TPP) and met all criteria.

## Staff Analysis

The projects assist in helping the region reach the outcomes articulated in the 2040 TPP while simultaneously not affecting the fiscal constraint of the plan. The TPP amendment will include a public comment period.

## Committee Comments and Action

At its July 13, 2023, meeting the TAC Planning Committee voted to recommend that an amendment to the Transportation Policy Plan to add two regionally significant highway projects (the US 10 and US 169/CSAH 59 Projects) be released for public review and comment. Around the time of the TAC Planning meeting, Governor Waltz released the list of Corridors of Commerce awards. This list included the US 10 project, and an additional three projects within the MPO Planning Area. Given the construction timelines for the projects, especially the I-94 project that is

starting in 2024, it is recommended that the additional three Corridors of Commerce projects also be included in this TPP Amendment.

At its August 2, 2023, meeting the Technical Advisory Committee voted to recommend that an amendment to the Transportation Policy Plan to add five regionally significant highway projects (US 10, US 169/CSAH 59 Projects, I-94, MN 65, and MN 13) be released for public review and comment.

## Routing

To	Action Requested	Date Completed (Scheduled)
TAC Planning	Review & Recommend	July 13, 2023
Technical Advisory Committee	Review & Recommend	August 2, 2023
Transportation Advisory Board	Review & Recommend	<i>August 16, 2023</i>
Metropolitan Council Transportation Committee	Review & Recommend	<i>August 28, 2023</i>
Metropolitan Council	Review & Release for Public Comment	<i>September 13, 2023</i>
Transportation Advisory Board	Information Only	<i>November 15, 2023</i>
Metropolitan Council Transportation Committee	Accept Public Comments & Recommend	<i>November 27, 2023</i>
Metropolitan Council	Accept Public Comments & Approve	<i>December 13, 2023</i>



# 2040 TRANSPORTATION POLICY PLAN AMENDMENT #2

## Overview

### Purpose

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

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

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

### Policy Basis

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

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

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

#### *US Highway 10 Congestion Mitigation*

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

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

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

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

### ***US Highway 169 & CSAH 59 Interchange***

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

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

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

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

### ***I-94 Lane Expansion from Albertville to Monticello***

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

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

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

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

### ***MN Highway 65 & 117<sup>th</sup> Avenue Interchange Project in Anoka County***

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

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

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

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

### ***MN 13 Grade Separations in Dakota/Scott Counties***

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

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

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

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

## **Consistency with the 2040 TPP**

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

**Table 1 – Transportation Policy Plan Strategies related to Highway Investment**

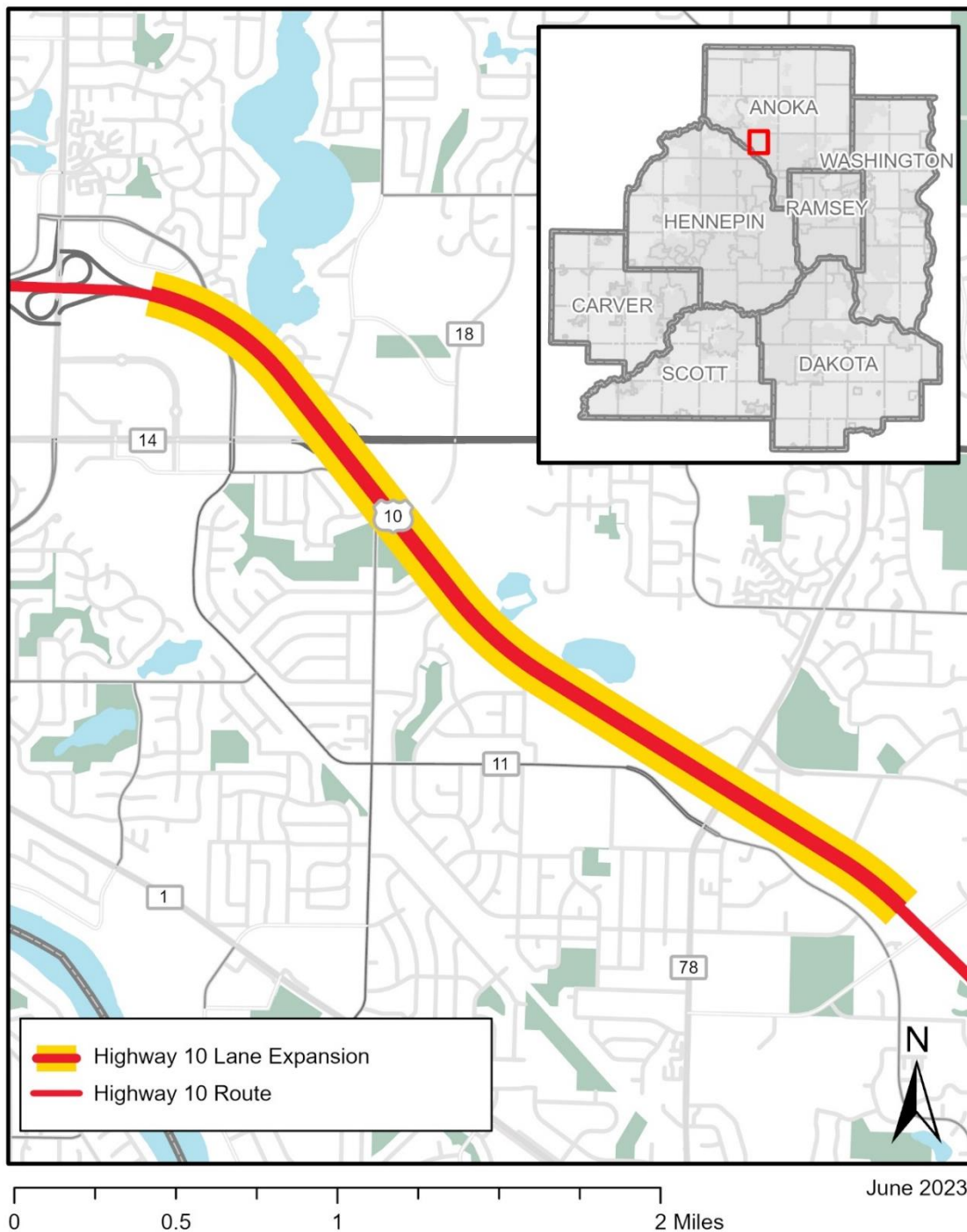
Goal	Strategy Number	Strategy Text
Safety & Security	B1	“Regional transportation partners will incorporate safety and security considerations for all modes and users throughout the processes of planning, funding, construction, and operation.”
Access to Destinations	C3	“The Metropolitan Council, working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



## Project Details and Funding

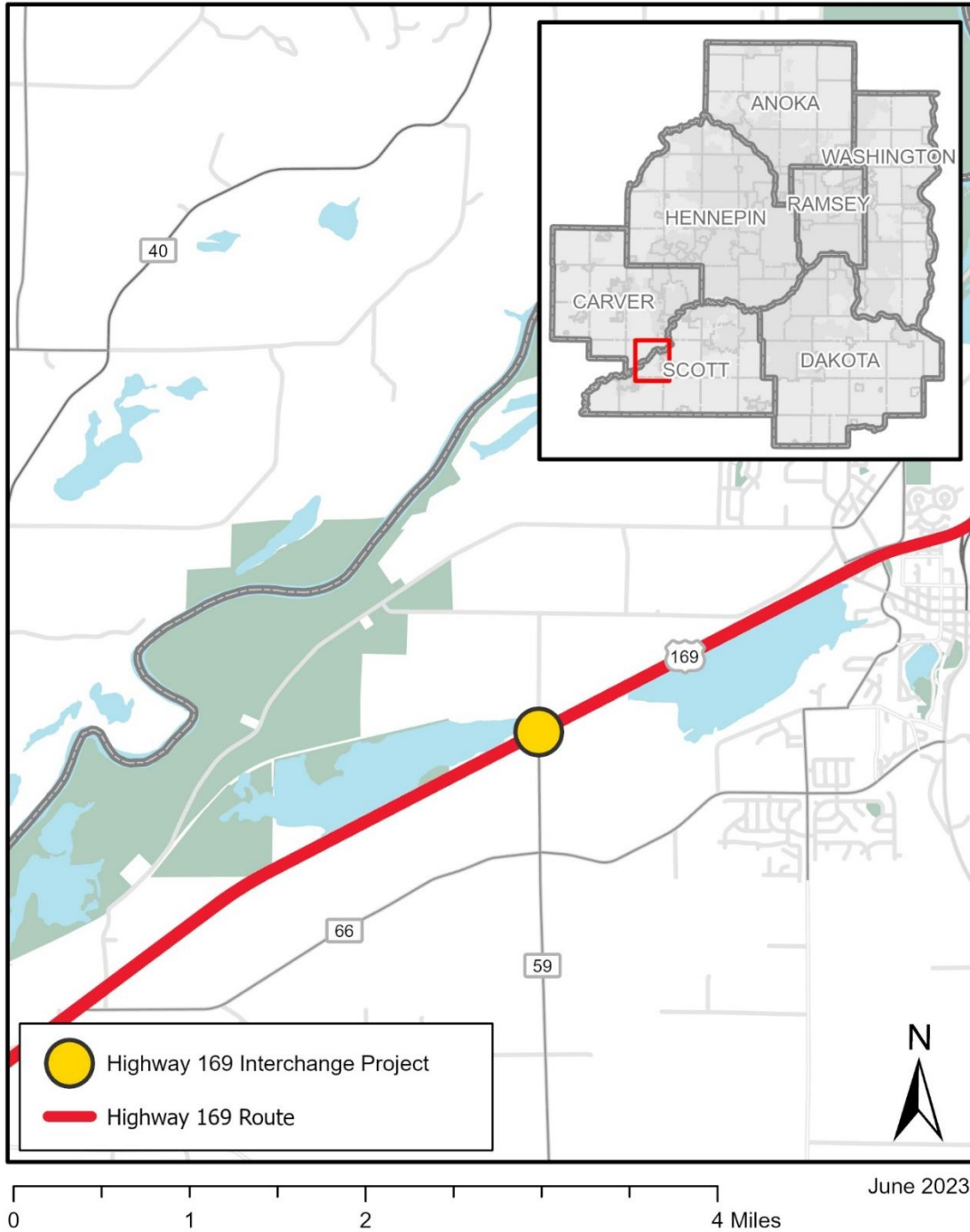
The **US 10 Highway Congestion Mitigation Project** expands US Highway 10 (US 10) in Anoka County from two to three mainline travel lanes in Coon Rapids between County State Aid Highway (CSAH) 78 (Hanson Boulevard) and CSAH 9 (Round Lake Boulevard). See Figure 1.

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



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

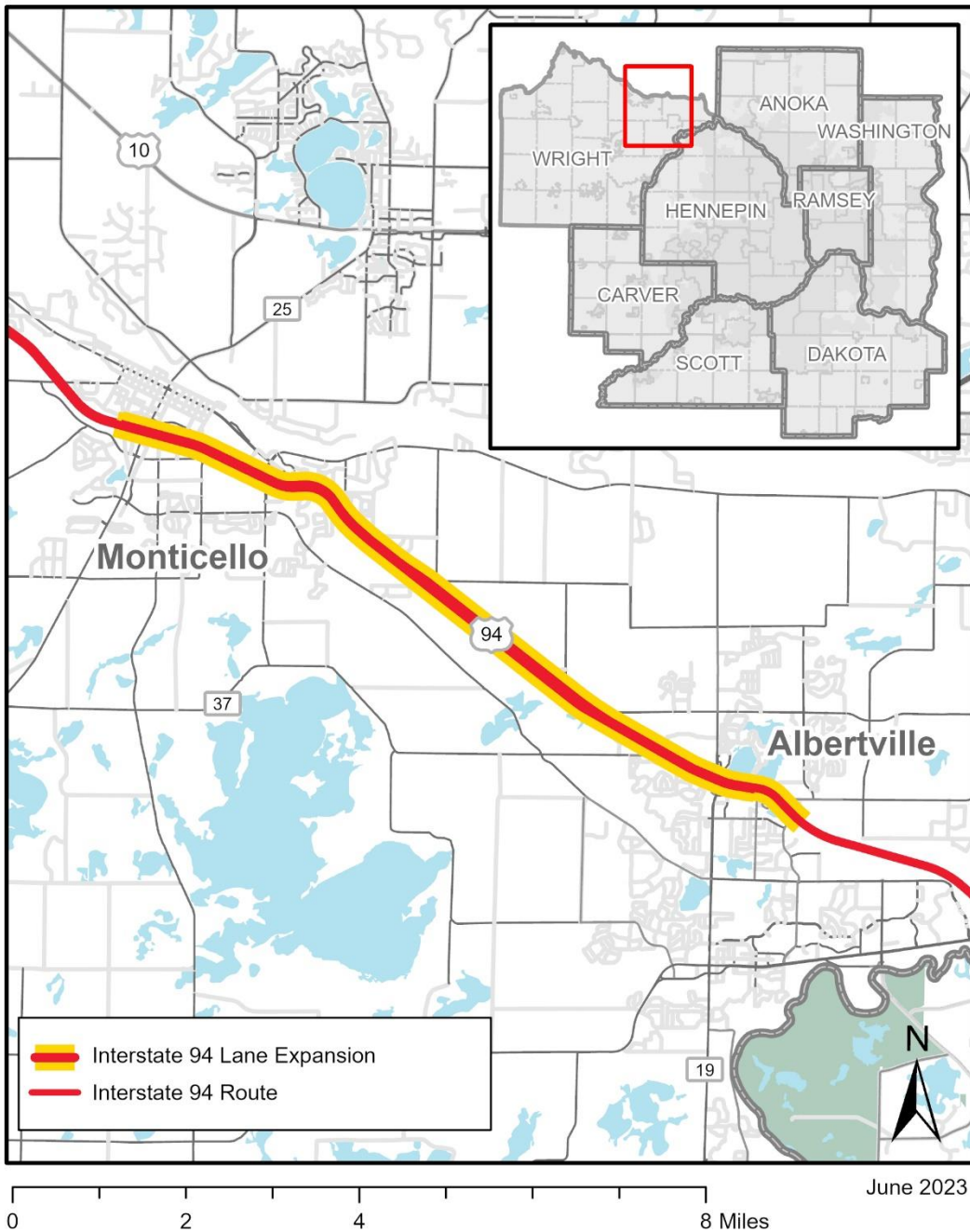
**Figure 2: Location of US 169 Interchange in Jordan (Scott County)**



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

Figure 3: Albertville to Monticello Lane Expansion

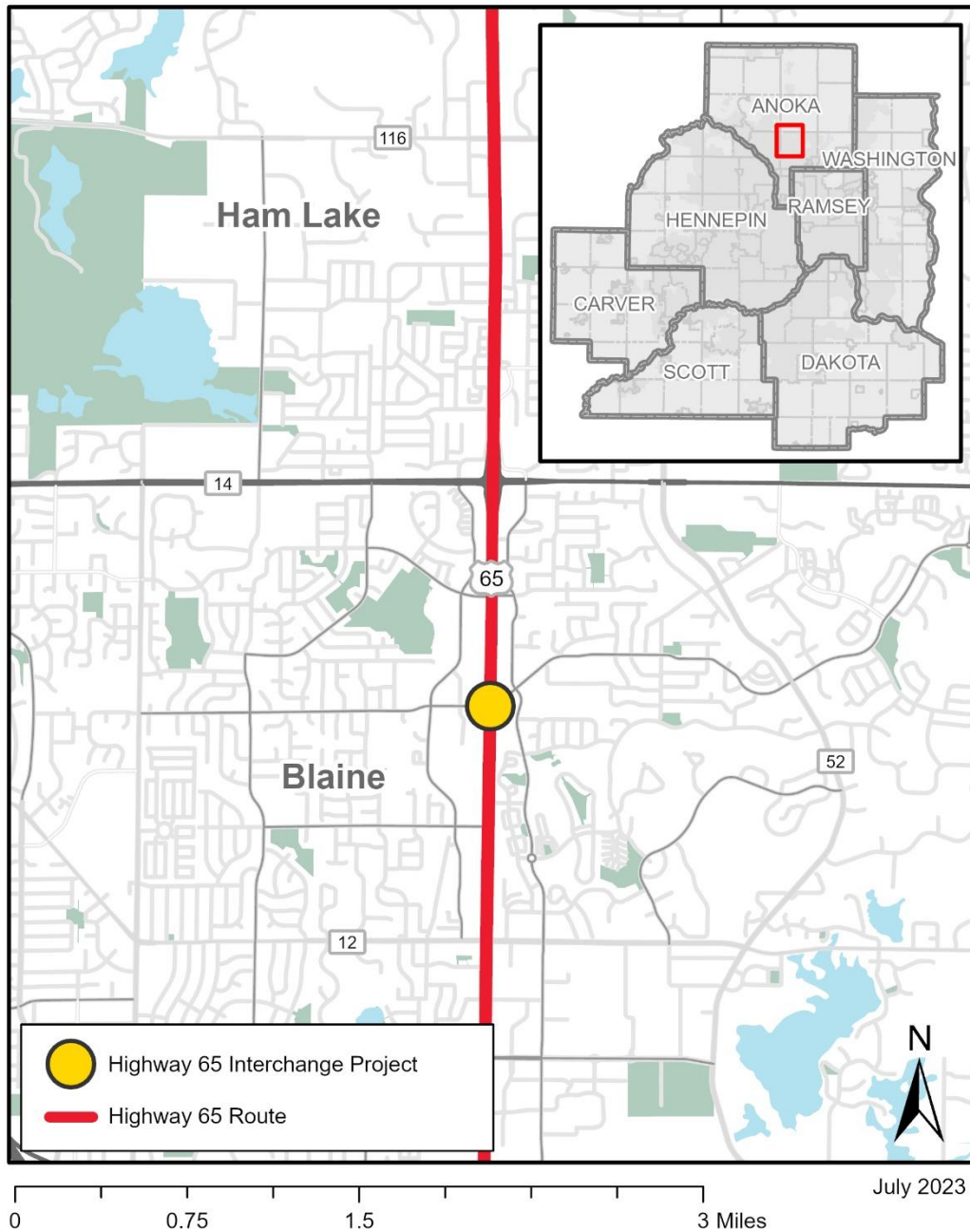
### Interstate 94, Lane Expansion, Monticello to Albertville



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

Figure 4: Highway 65 & 117<sup>th</sup> Avenue Interchange, Anoka County

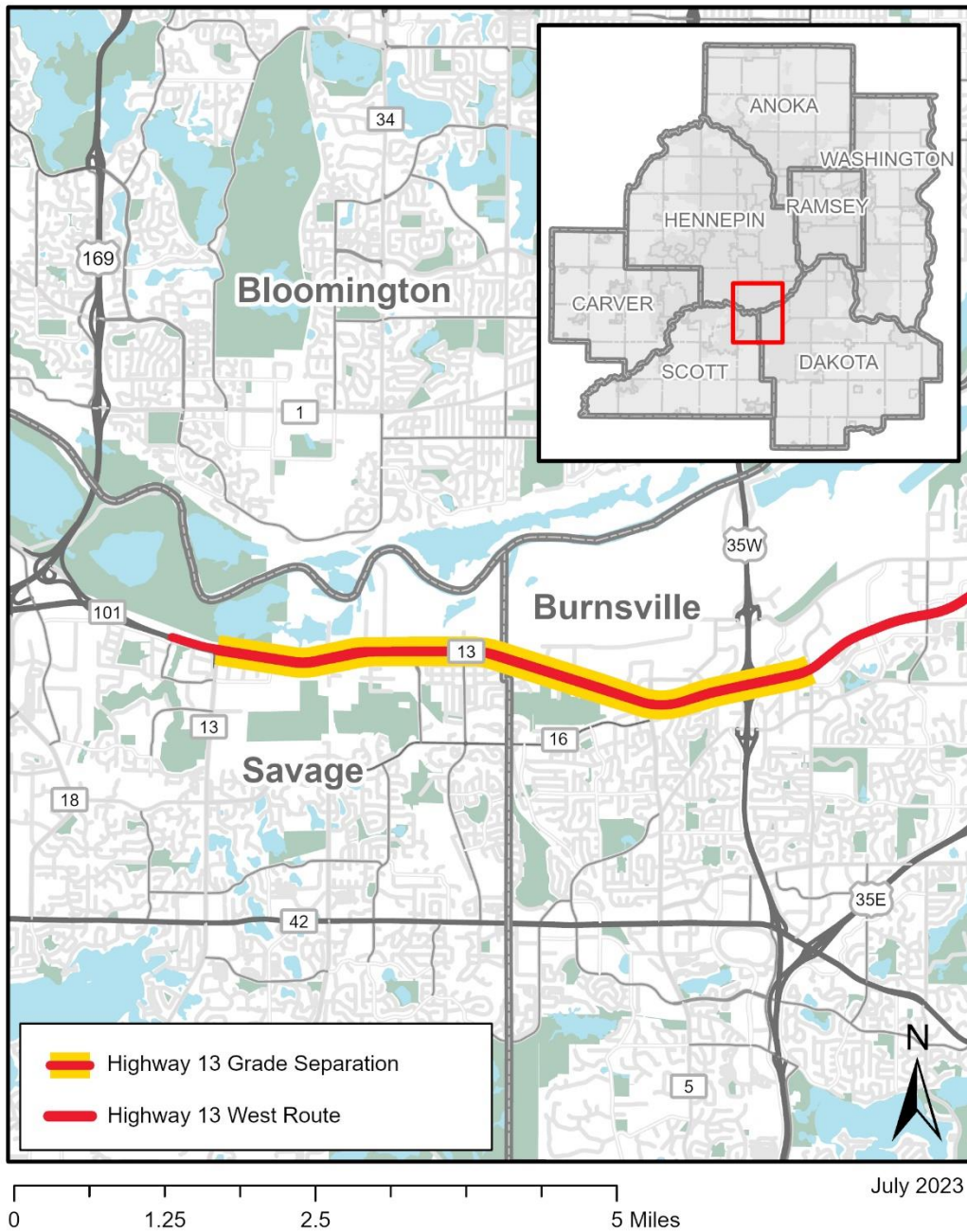
### Highway 65, New Interchange, Blaine



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

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

### Highway 13, Grade Separation, Savage and Burnsville



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

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

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

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

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

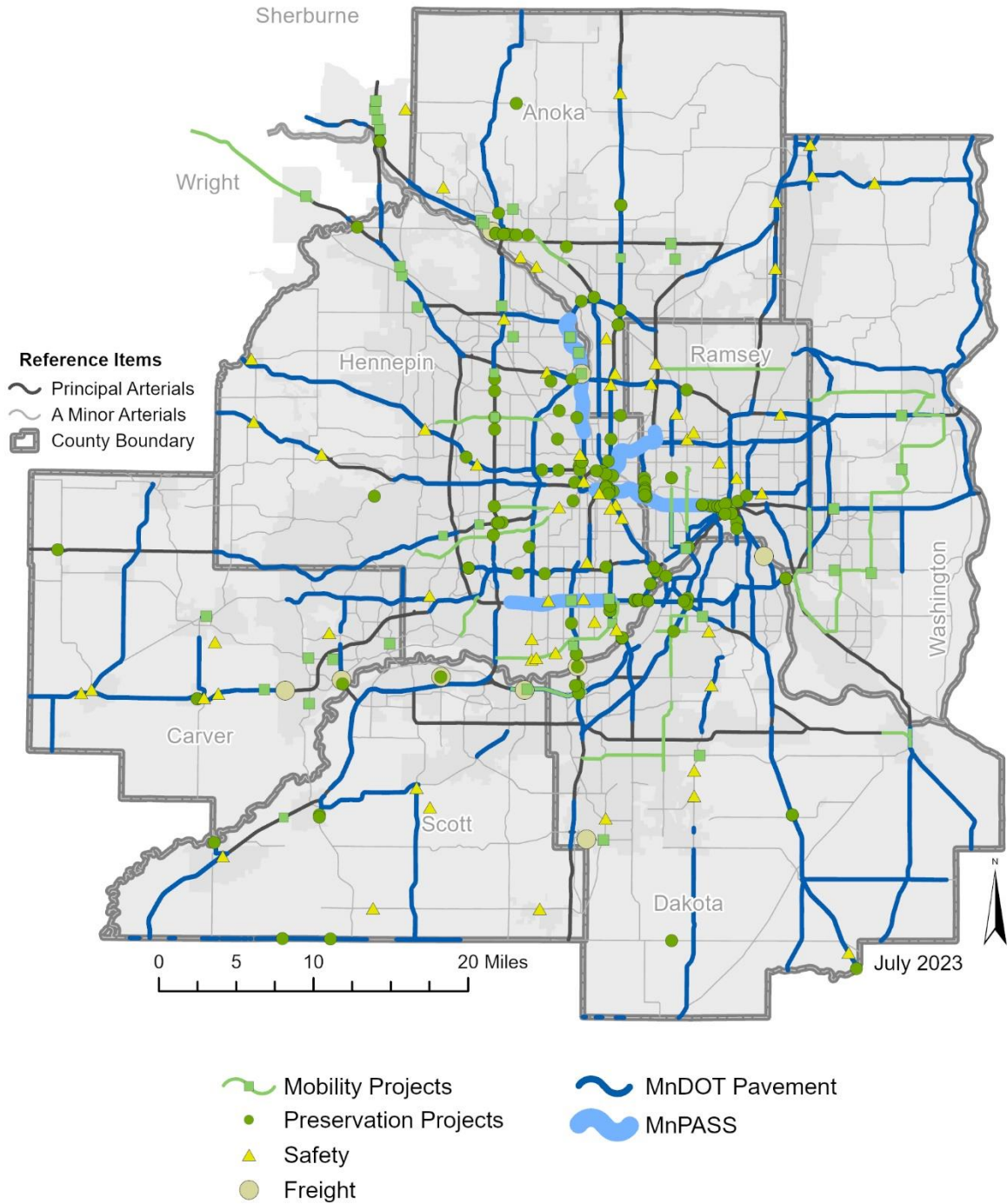
**Add interchanges on MN 13 in Dakota and Scott Counties between Quentin Avenue and Nicollet Avenue.** The new grade separations will reduce congestion, improve safety, and increase accessibility for vehicles and freight along Highway 13 near the Ports of Savage.

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

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

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

Current Revenue Scenario Highway Projects 2020-2029





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

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

## Impacts to the Plan

### Transportation Finance

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

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

## **Environment and Air Quality**

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

## **Equity and Environmental Justice**

This amendment will be updated with an equity and environmental justice section prior to adoption.

## **Performance Outcomes**

This amendment will be updated with an analysis of the performance outcomes prior to adoption.

## **Public Involvement Summary**

To be filled out after public comment period.