

ACTION TRANSMITTAL – 2018-47

DATE: October 29th, 2018

TO: Technical Advisory Committee

FROM: TAC-Planning

PREPARED BY: Cole Hiniker, Multimodal Transportation Planning Manager

SUBJECT: Draft 2040 Transportation Policy Plan Amendment to Add Riverview Modern Streetcar Locally Preferred Alternative

REQUESTED ACTION: That the draft amendment to the 2040 Transportation Policy Plan to add Riverview Modern Streetcar Locally Preferred Alternative be released for public review and comment

RECOMMENDED MOTION: Recommend that the Transportation Advisory Board recommend that the Metropolitan Council release the draft amendment to the 2040 Transportation Policy Plan for public review and comment to add Riverview Modern Streetcar Locally Preferred Alternative

BACKGROUND AND PURPOSE OF ACTION: 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. All fixed-guideway rail transit projects are considered major projects under federal guidance. These projects must be identified as funded in a region's long-range transportation plan, which for this region is the 2040 Transportation Policy Plan, in order to qualify for Federal Transit Administration capital investment grants. Transitway projects generally originate as locally led projects to recommend a locally preferred alternative (LPA) for adoption. This amendment proposes to add the Riverview Modern Streetcar LPA to the TPP's Current Revenue Scenario at the request of Ramsey County following the conclusion of its Riverview Corridor Pre-Project Development Study.

The attached text for the amendment is a new format being proposed by MTS staff to simplify how amendments are presented. Previously, amendments resulted in red-lined versions of chapters of the TPP for public comment with the final text resulting in reposting of updated chapters affected by an amendment to the Council's website. This revised approach provides all necessary information on the amendment in one document that will be posted on the website as an addition to the full Plan. The attached text also references the project website, hosted by Ramsey County, and some basic information about the Riverview Modern Streetcar LPA.

In addition, this amendment is advancing on an accelerated timeline at the request of Ramsey County. The 2040 TPP was adopted October 24th by the Metropolitan Council. This amendment would alter the recently adopted Plan.

RELATIONSHIP TO REGIONAL POLICY: The Metropolitan Council and its Transportation Advisory Board are required, under both state and federal law, to develop a multimodal long-range regional transportation plan that identifies transportation system goals, needs, and investment priorities over at least a 20-year period. All fixed-guideway

rail transit projects are considered major projects under federal guidance and must be identified as funded in a region's long-range transportation plan in order to qualify for Federal Transit Administration capital investment grants.

Transitway projects can be added to the fiscally constrained Transportation Policy Plan when the following criteria are met.

- A locally preferred alternative (LPA) designating the mode and alignment is identified and adopted by a lead agency and the LPA report is submitted to the Council documenting the planning process including a summary of the project's public input process and content
- Local affected governments adopt resolutions of support for the LPA, validating their support for the project moving forward
- A reasonable project timeline is submitted with key milestones for federal action and construction and opening dates for the project
- A reasonable financial plan is submitted documenting how the project can be built and operated with revenues in the fiscally constrained plan (or reasonable proposed additional revenues)

Ramsey County has provided the appropriate information to meet these criteria for the Riverview Modern Streetcar LPA.

STAFF ANALYSIS: This draft amendment to the 2040 TPP is proposed for review and recommendation for release for public comment. The document provides background on the relationship to the existing plan, the local project development process, and a project definition for the Plan.

The amendment also provides information on the impacts of the amendment to the Plan, particularly addressing any federal requirements for project additions. This includes an assessment of fiscal constraint, an assessment of effects on the environment and air quality conformity, an assessment of effects on equity and environmental justice populations, and an assessment of the revised Plan outcomes. An assessment of public comments will be added to the text prior to final adoption.

With these elements included, the necessary information has been provided to release an amendment of the TPP for public comment.

COMMITTEE ACTION: TAC Planning moved to recommend the amendment, contingent on the 2040 TPP being approved by the Metropolitan Council on Oct 24th. As the Council did approved the Plan, the motion proceeds as written.

ROUTING

TO	ACTION REQUESTED	DATE COMPLETED
TAC Planning	Review & Recommend	10-11-18
Technical Advisory Committee	Review & Recommend	
Transportation Advisory Board	Review & Recommend	
Metropolitan Council Transportation Committee	Review & Recommend	

Metropolitan Council	Review and Release for Public Comment	
Metropolitan Council	Review & Adopt	

2040 Transportation Policy Plan Amendment

Overview

Amendment Purpose

This 2040 Transportation Policy Plan amendment adds the Riverview Modern Streetcar transitway project to the Current Revenue Scenario.

Policy Basis

The 2040 Transportation Policy Plan presents policies and plans to guide development of the region’s transportation system. The Plan includes strategies that are organized by the Plan’s six desired goals for transportation investment, including a number of strategies that relate to investment in the transitway system, show in table 1. These strategies result in a set of planned investments in transitways that are detailed in in Chapter 6: Transit Investment Direction and Plan.

Table 1 – Transportation Policy Plan Strategies related to Transitway Investment

Goal	Strategy Number	Strategy Text
Access to Destinations	C12	“Regional transportation partners will invest in an expanded network of transitways that includes but is not limited to bus rapid transit, light rail, and commuter rail. Transitway investments will be prioritized based on factors that measure a project’s expected contributions to achieving the outcomes, goals, and objectives identified in Thrive MSP 2040 and the Transportation Policy Plan.”
Competitive Economy	D1	“The Metropolitan Council and its transportation partners will identify and pursue the level of increased funding needed to create a multimodal transportation system that is safe, well maintained, offers modal choices, manages and eases congestion, provides reliable access to jobs and opportunities, facilitates the shipping of freight, connects and enhances communities, and shares benefits and impacts equitably among all communities and users.”

Land Use and Local Planning	F3	“Local governments will identify opportunities for and adopt guiding land use policies that support future growth around transit stations and near high-frequency transit service. The Metropolitan Council will work with local governments in this effort by providing technical assistance and coordinating the implementation of transit-oriented development. The Metropolitan Council will also prioritize investments in transit expansion in areas where infrastructure and development patterns support a successful transit system and are either in place or committed to in the planning or development process.”
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Transitway corridors are often planned locally, usually by county regional railroad authorities in collaboration with cities and transit providers. When a transitway corridor identifies a specific investment through a local process (referred to as a “locally preferred alternative”), it can be considered for inclusion in the 2040 Transportation Policy Plan. Projects can be added to the Plan in either of two different funding scenarios: the current revenue scenario and the increased revenue scenario. To be included in the current revenue scenario, a project sponsor needs to provide the following information:

- A locally preferred alternative report including the details of the recommended improvement, a summary of the local process that was used to make a recommendation, and a summary of public engagement and input during that process;
- A project development schedule through the opening date for revenue service;
- A financial capacity analysis or similar documentation demonstrating that the project fits in the current revenue scenario;
- Local resolutions of support from affected local governments to affirm local support for the project and commitment to transit-supportive land use policies.

Transitways are considered regionally significant projects in this region and must be identified in the region’s long-range transportation plan (i.e. the TPP’s current revenue scenario) for air quality conformity purposes under federal law. In addition, all fixed-guideway projects (including all rail transit projects) must be identified in a region’s long-range transportation plan to qualify for federal Capital Investment Grants (e.g. New Starts funding).

The Riverview locally preferred alternative was determined through the Riverview Pre-Project Development Study, led by Ramsey County Regional Railroad Authority. The Riverview Corridor was previously listed in the 2040 Transportation Policy Plan under “Potential Current Revenue Scenario Projects,” awaiting the conclusion of the necessary steps for a locally preferred alternative (LPA) request. The information needed for the LPA request is available for the Riverview Corridor upon request. A project factsheet is attached to this amendment and is available on the [project website](#).

Project Details

Riverview Modern Streetcar This corridor connects Saint Paul with the Minneapolis-Saint Paul International Airport and the Mall of America and South Loop district in Bloomington. This project’s locally preferred alternative was adopted in 2018 as a modern streetcar alignment in a mix of dedicated and shared-use guideway from Union Depot to the Mall of America generally along West 7th Street and crossing the river at Highway 5. The project would use existing Green Line light rail tracks in downtown Saint Paul and existing Blue Line light rail tracks starting just north of Fort Snelling Station. The project will be conducting the environmental review phase and early engineering work in the next few years. The project anticipates entering the federal Capital Investment Grants (New Starts) Project Development phase in 2023, working toward a planned opening date of 2031.

Revised transitway investment maps are shown attached in the form of revised figures 6-8 and 6-9 from Chapter 6: Transit Investment Direction and Plan.

The following description is added to Appendix C: Long-Range Highway and Transit Capital Project List

Transit Investment Category	Route	Project Description	Estimated Cost (Year of Expenditure)	Timeframe
Transitway System	Riverview Modern Streetcar	11.7-mile modern streetcar with plans to build 11 new stations primarily along West 7th Street in St. Paul from downtown St. Paul to the Mall of America in Bloomington.	\$2,066,000,000	2028-2040

Impacts to the Plan

Transportation Finance

The Riverview Modern Streetcar project impacts the current revenue scenario capital and operations portions of the “Transit – Transitway System” section in Chapter 4: Transportation Finance. The project fits within the fiscal constraint of the Plan by adding additional revenues and drawing on revenues in the Plan that were not yet designated to a specific project.

Transit – Transitway System Capital

The Riverview Modern Streetcar capital project is funded through a mix of existing and new revenues in the 2040 Transportation Policy Plan. Table 2 is a breakdown of the capital cost for the project, by source and relationship to the existing plan.

Table 2 – Riverview Modern Streetcar Capital Funding Sources

Revenue Sources	Total Current Revenue Scenario 2015-2040	Relationship to the Existing Plan
Property Tax and Other (County Regional Railroad Property Tax Levy)	\$206.6 M	New revenue that is identified as project specific
Federal Capital Investment Grants (CIG)	\$1,012.3 M	New revenue that is identified as project specific
County Sales Tax	\$847.1 M	Existing revenue net yet designated to a specific project as an expense under “Locally designated to future projects”
Riverview Modern Streetcar Capital Costs	\$2,066.0 M	\$1,218.9 M in new revenue and \$847.1 M in existing revenue

Transit – Transitway System Operations

The Riverview Modern Streetcar operations are funded through a mix of existing and new revenues in the 2040 Transportation Policy Plan. Table 3 is a breakdown of the operations cost for the project, by source and relationship to the existing plan.

Table 3 – Riverview Modern Streetcar Operations Funding Sources

Revenue Sources	Total Current Revenue Scenario 2015-2040	Relationship to the Existing Plan
Fares	\$97.2 M	New revenue that is ongoing but identified as project specific
State General Fund	\$113.4 M	New revenue that is ongoing but identified as project specific
County Sales Tax	\$113.4 M	Existing revenue net yet designated to a specific project as an expense under “Locally designated to future projects”
Riverview Modern Streetcar Operations Costs	\$324.0 M	\$210.6 M in new revenue and \$113.4 M in existing revenue

Environment and Air Quality

The Riverview Modern Streetcar project is added to the list of regionally significant projects described in Appendix E: Additional Air Quality Information. It is a *Horizon Year 2040*:

Transitway System project. It is located within the carbon monoxide (CO) maintenance area and the Plan is subject to Clean Air Act Conformity determination.

Clean Air Act Conformity Determination

The Minneapolis-Saint Paul region is within an Environmental Protection Agency (EPA)-designated limited maintenance area for carbon monoxide (CO). A map of this area, which for air quality conformity analysis purposes includes the seven-county Metropolitan Council jurisdiction plus Wright County and the City of New Prague, is included in Appendix E. The term "maintenance" reflects to the fact that regional CO emissions were unacceptably high in the 1970s when the National Ambient Air Quality Standards (NAAQS) were introduced but were subsequently brought under control. A second 10-year maintenance plan was approved by EPA on November 8, 2010, as a "limited-maintenance plan." Every Transportation Policy Plan (TPP) or Transportation Improvement Program (TIP) approved by the Council must be analyzed using specific criteria and procedures defined in the Federal Transportation Conformity Rule to verify that it does not result in emissions exceeding this current regional CO budget. The analysis described in Appendix E has resulted in a Conformity Determination that the projects included in the 2040 Transportation Policy Plan, as amended, meet all relevant regional emissions analysis and budget tests. The 2040 Transportation Policy Plan, as amended, conforms to the relevant sections of the Federal Conformity Rule and to the applicable sections of Minnesota State Implementation Plan for air quality.

Emission Test

In 2010, the EPA approved a limited maintenance plan for the maintenance area. Under a limited maintenance plan, the EPA has determined that there is no requirement to project emissions over the maintenance period and that "an emissions budget may be treated as essentially not constraining for the length of the maintenance period because it is unreasonable to expect that such an area will experience so much growth in that period that a violation of the CO NAAQS would result." No regional modeling analysis is required; however, federally funded projects are still subject to "hot spot" analysis requirements.

Transportation Control Measures

Pursuant to the Conformity Rule, the Council certifies that the 2040 Transportation Policy Plan as amended conforms to the State Improvement Plan and does not conflict with its implementation. All Transportation System Management (TSM) strategies that were the adopted Transportation Control Measures (TCM) for the region have been implemented or are ongoing and funded. There are no TSM projects remaining to be completed. There are no fully adopted regulatory new TCMs, nor any fully funded non-regulatory TCMs that will be implemented during the programming period of the TIP. There are no prior TCMs that were adopted since November 15, 1990, nor any prior TCMs that have been amended since that date. Details on the status of adopted Transportation Control Measures can be found in Appendix E.

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Equity and Environmental Justice

The Riverview Modern Streetcar project will result in slight increases (mostly less than one percent) in accessibility to jobs and other community amenities (shopping, colleges and universities, hospitals, and libraries) for the Current Revenue Scenario. These increases apply to travel by both transit and automobile for both people of color and the total population. Overall transit investments in the Current Revenue Scenario will continue to provide higher percentage increases in accessibility for every destination type for people of color compared to the total population.

The Riverview corridor is an existing high-frequency transit corridor that serves two regional job concentrations and areas of concentrated poverty along Highway 5 in Saint Paul and around the Minneapolis-Saint Paul International Airport. The proposed project would provide an enhanced customer experience and additional transit capacity in this corridor.

Performance Outcomes

The Riverview Modern Streetcar project will change some projected long-range performance outcomes for the Current Revenue Scenario. Only performance measures with associated future year forecasted outcomes change. The Increased Revenue Scenario is unchanged, and no performance outcomes are affected. Only performance outcomes that change a meaningful amount are reported in Table 4. Unlisted performance outcomes have no or negligible change due to the amendment.

Table 4 – Updated Performance Measures

Performance Measure	Description		2040 Current Revenue Scenario (as amended)	Change from Previous 2040 Current Revenue Scenario
Transit Ridership (Table 13-4)	Increase in Daily Transit Ridership		+150,300 over No Build	+5,300
On-Road Mobile Source Emissions (Table 13-6)	Amount of Carbon Monoxide (CO), Nitrogen Oxides, Sulfur	CO (Pounds)	288,404	-11,596
		Nitrogen Oxides (Pounds)	16,527	-573

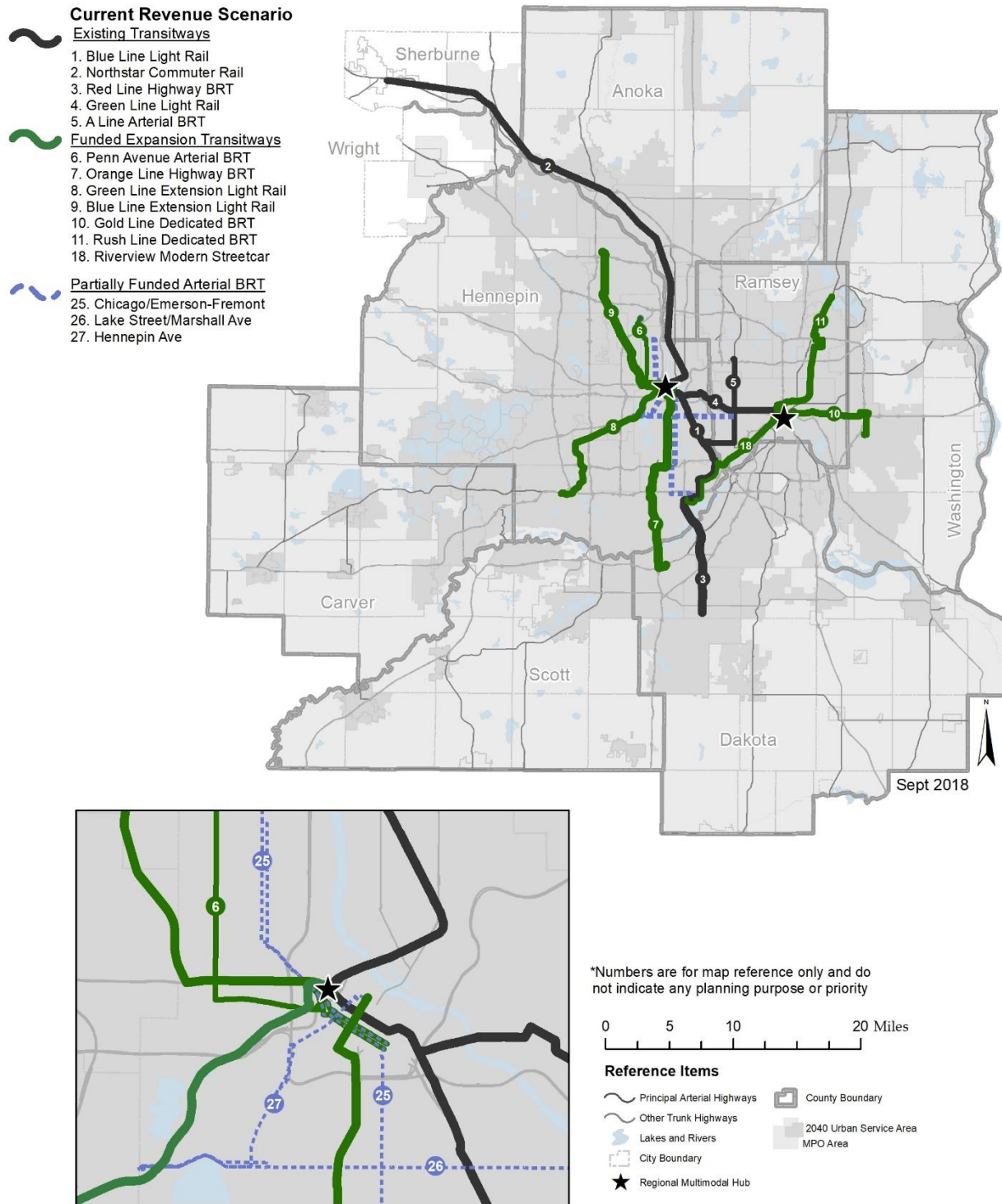
	Dioxide (SO ₂), Volatile Organic Compounds (VOCs), and Carbon Dioxide (CO ₂), emissions	SO ₂ (Pounds)	340	-12
		VOCs (Pounds)	5,841	-259
		CO ₂ Equivalent (Pounds)	49,026,384	-1,793,616

Public Involvement Summary

To be filled out after public comment period.

Revised Figure 6-8: Map of Existing Transitways and Current Revenue Scenario Expansion Transitways

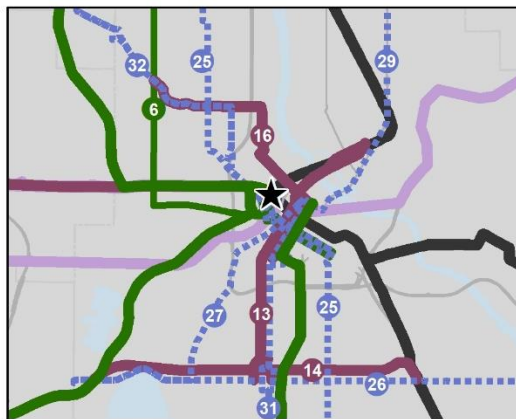
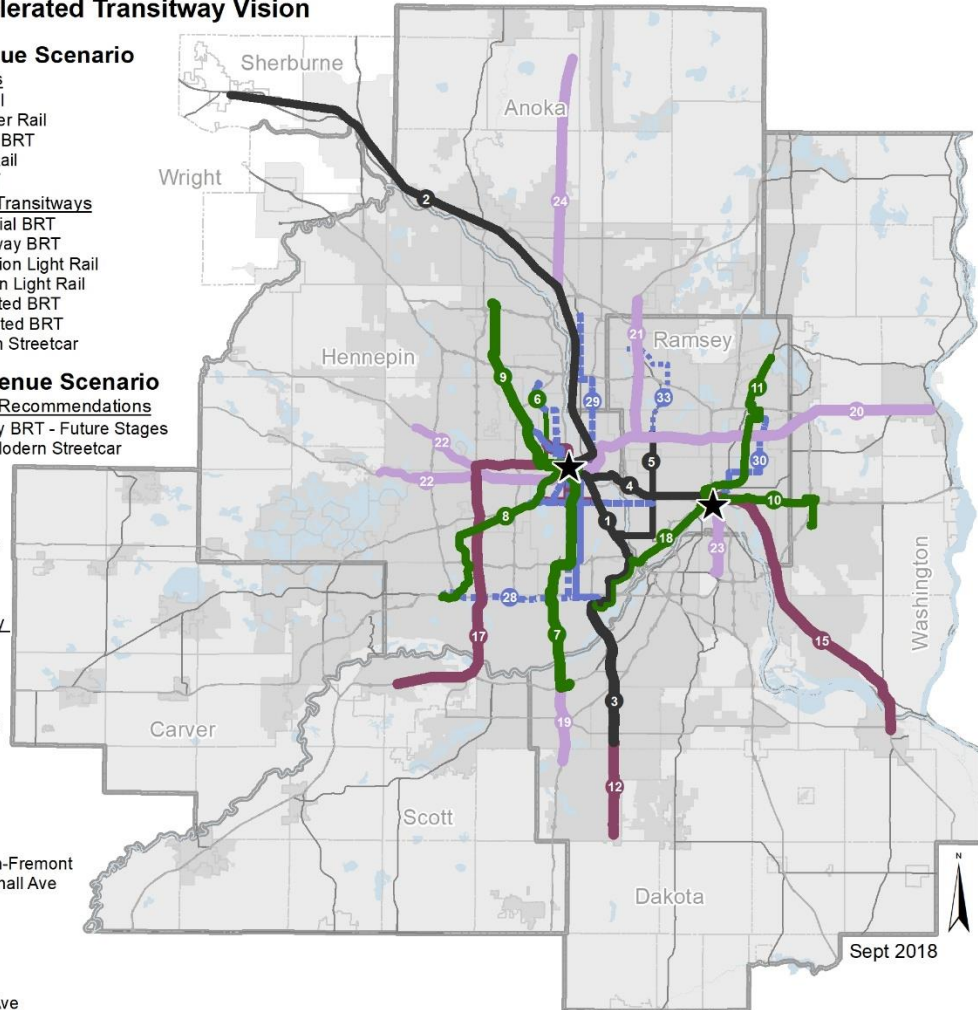
Existing Transitways and Expansion Transitways



Revised Figure 6-9: Map of Transitway System in an Increased Revenue Scenario – Building an Accelerated Transitway Vision

**Transitway System in the Increased Revenue Scenario
Building an Accelerated Transitway Vision**

- Current Revenue Scenario**
- Existing Transitways**
 - 1. Blue Line Light Rail
 - 2. Northstar Commuter Rail
 - 3. Red Line Highway BRT
 - 4. Green Line Light Rail
 - 5. A Line Arterial BRT
- Funded Expansion Transitways**
 - 6. Penn Avenue Arterial BRT
 - 7. Orange Line Highway BRT
 - 8. Green Line Extension Light Rail
 - 9. Blue Line Extension Light Rail
 - 10. Gold Line Dedicated BRT
 - 11. Rush Line Dedicated BRT
 - 18. Riverview Modern Streetcar
- Increased Revenue Scenario**
- Projects with Study Recommendations**
 - 12. Red Line Highway BRT - Future Stages
 - 13. Nicollet-Central Modern Streetcar
 - 14. Midtown Rail
 - 15. Red Rock Highway BRT
 - 16. West Broadway Modern Streetcar
 - 17. Highway 169 Highway BRT
- Projects Under Study or to be Studied**
 - 19. Orange Line Ext.
 - 20. Highway 36
 - 21. I-35 W North
 - 22. I-394/Highway 55
 - 23. Robert St
 - 24. North Central
- Accelerated Arterial BRT**
 - 25. Chicago/Emerson-Fremont
 - 26. Lake Street/Marshall Ave
 - 27. Hennepin Ave
 - 28. American Blvd
 - 29. Central Ave NE
 - 30. East 7th St
 - 31. Nicollet Ave
 - 32. West Broadway Ave
 - 33. A Line Extension



Increased Revenue Scenario would also include at least 1% average annual bus expansion.

*Numbers are for map reference only and do not indicate any planning purpose or priority



Reference Items

- Principal Arterial Highways
- Other Trunk Highways
- Lakes and Rivers
- City Boundary
- Regional Multimodal Hub
- County Boundary
- 2040 Urban Service Area MPO Area