

ACTION TRANSMITTAL No. 2016-15

DATE: January 14, 2016
TO: TAC Planning Committee
PREPARED BY: Steven Elmer (651) 602-1756
SUBJECT: Regional Bicycle Transportation Network (RBTN)
Change Requests
REQUESTED ACTION: Dakota County and Scott County request that specific Tier 1 and Tier 2 alignments be designated on the Met Council's on-line, interactive RBTN map for use in the 2016 Regional Solicitation.
RECOMMENDED MOTION: That TAC Planning recommend TAC accept the Met Council's on-line, interactive RBTN map with changes requested by Dakota County, for use in the 2016 Regional Solicitation.

BACKGROUND AND PURPOSE OF ACTION:

The Regional Bicycle Transportation Network (RBTN) was developed through a Regional Bicycle System Study conducted in 2013 – 2014 and later adopted by the Met Council as the official regional bicycle network in the 2040 Transportation Policy Plan (TPP). It was created through the help of a project advisory committee of city, county and state practitioners, and bicycle advocates in conjunction with input received from a series of public workshops held around the region. The goal of the RBTN is to establish an integrated seamless network of on-street bikeways and off-road trails to most effectively improve conditions for bicycle transportation at the regional level and to encourage planning and implementation of future bikeways by cities, counties, parks agencies, and the state, in support of the regional network vision.

The Met Council is the responsible government agency to designate the various corridors and alignments through the development and adoption of its TPP. In order to provide the best opportunity for local jurisdictions to implement the RBTN through the regional solicitation process, the Council notified local governments in November of this opportunity to request minor refinements to the RBTN map. The following specific types of administrative or technical change requests were accepted for consideration at this time:

- A. Designating an official alignment within an established Tier 1 or Tier 2 corridor;
- B. Establishing a designated alignment that parallels and is within ½-mile of an established Tier 1 or Tier 2 corridor;
- C. Moving a designated Tier 1 or Tier 2 alignment to a parallel location within ½-mile of the original alignment.

Other more significant changes to the RBTN (such as moving a corridor more than ½-mile from its original location, designating an alignment more than ½-mile outside an existing corridor or away from the original alignment, or adding new corridors/alignments) will be considered through the next update of the TPP to be adopted by 2018.

The Met Council received three requests for changes to the RBTN map and each is described below:

- 1) Dakota County is requesting that CSAH 38 (McAndrews Road) be designated as the official Tier 2 alignment for the RBTN Tier 2 corridor between Nicollet Avenue in Burnsville and TH 3 in Rosemount. This proposed change would be an administrative revision, as defined in the 2040

TPP, that identifies a more specific alignment within what is shown as a conceptual one-mile wide corridor in the TPP (see attached Map A).

- 2) Dakota County is requesting that a Tier 1 alignment be designated to replace the north-south RBTN Tier 1 corridor centered along Galaxie Avenue between CSAH 42 in Apple Valley and CSAH 32 in Eagan (see attached Map B). The proposed alignment would lie approximately 1/8th to 1/2-mile east of the established Tier 1 corridor; it would generally parallel the Tier 1 corridor and would follow Flagstaff Avenue and Johnny Cake Ridge Road.
- 3) Scott County is requesting that a north-south RBTN Tier 2 alignment be designated to replace the easternmost segment of an existing Tier 2 corridor in the City of Shakopee (see attached Map C). The alignment would run north-south between CSAH 21 at its southern terminus to CSAH 101 at its north terminus and would lie approximately 1/2 to 1-mile west of the existing corridor segment it would replace. The proposed alignment would align with a planned local trail corridor and with county and city plans to construct a bike/ped overpass across Highway 169 by connecting an existing trail north of the highway to a planned bikeway to the south.

RELATIONSHIP TO REGIONAL POLICY:

The Regional Bicycle Transportation Network was adopted into the 2040 Transportation Policy Plan in January 2015. The goal of the RBTN is to establish an integrated seamless network of on-street bikeways and off-road trails to most effectively improve conditions for bicycle transportation at the regional level and to encourage planning and implementation of future bikeways by cities, counties, parks agencies, and the state, in support of the regional network vision. The RBTN sets the region's priorities for bicycle planning and investment.

Requests for alignment designation were made by the agency with jurisdiction over the affected RBTN corridor or alignment. As the changes considered through this pre-solicitation process are administrative and/or technical in nature, it is appropriate that TAC Planning and the TAC, as they serve in an advisory capacity on other similar TPP-related issues, review and provide their input from their local perspectives and technical experience.

STAFF ANALYSIS:

Met Council staff reviewed each request to determine how the regional intent of the original RBTN corridor or alignment was maintained, improved, or impacted. This assessment was based on the original guiding principles (as documented in the 2040 TPP) for developing the RBTN.

The original guiding principles defined the RBTN to effectively:

- Overcome physical barriers and eliminate critical system gaps
- Facilitate safe and continuous trips to regional destinations
- Function as arteries to connect regional destinations and the transit system year round
- Accommodate a broad range of cyclist abilities and preferences to attract a wide variety of users
- Integrate and/or supplement existing and planned infrastructure
- Provide improved opportunities to increase the share of trips made by bicycle
- Connect to local, state, and national bikeway networks
- Consider opportunities to enhance economic development
- Be equitably distributed throughout the region
- Follow spacing guidelines that reflect established development and transportation patterns
- Consider priorities reflected in adopted plans

The reviews also included extensive on-site tours of the original corridors and proposed alignments.

Change Request #1: *Designate Dakota County State Aid Highway 38 as the Tier 2 alignment for the existing Tier 2 corridor between Nicollet Avenue in Burnsville and TH 3 in Rosemount.*

The review and analysis for this proposed change resulted in the following findings:

- All of the criteria were met regarding the original RBTN corridor directional orientation and proximity to the proposed alignment, and regarding support within local plans.
- All criteria were met with regard to the RBTN guidelines established in the 2040 TPP for designating RBTN corridors and alignments.

As a result of this review and analysis, staff recommends accepting the request to designate CSAH 38 as the official RBTN Tier 2 alignment between Nicollet Avenue and TH 3.

Change Request #2: Designate a Tier 1 alignment approximately 1/8th to 1/2-mile east of and generally parallel to the north-south RBTN Tier 1 corridor centered along Galaxie Avenue between CSAH 42 and CSAH 32 in Dakota County.

The review and analysis for this proposed change resulted in the following findings:

- All of the criteria were met regarding the original RBTN corridor directional orientation and proximity to the proposed alignment, and regarding support within local plans.
- All but one criteria were met with regard to the RBTN guidelines established in the 2040 TPP for designating RBTN corridors and alignments.
- One criterion, “follow spacing guidelines that reflect established development and transportation patterns” was partially met; although the original spacing of the RBTN corridors/alignments is narrowed, the proposed alignment improves direct connections to a major high school and other regional destinations that would increase potential bicycle travel compared to the expected demand within the original corridor.

As a result of this review and analysis, staff recommends accepting the request to designate a Tier 1 alignment east of and generally parallel to the existing north-south RBTN Tier 1 corridor centered along Galaxie Avenue in Dakota County.

Change Request #3: Designate a north-south RBTN Tier 2 alignment to replace the easternmost segment of an existing Tier 2 corridor in the City of Shakopee within Scott County.

The review and analysis for this proposed change resulted in a few general findings, including:

- Only a very small segment of the proposed alignment is within a 1/2-mile of the established RBTN corridor.
- Criteria were met with regard to the original RBTN corridor directional orientation and regarding support within local plans.
- Several RBTN guideline criteria were not met and several were only marginally met.

Although the proposed alignment has merit as a local bicycle route, the alignment did not meet several regional criteria. These discrepancies are as follows:

- 1) The proposed alignment does not “follow spacing guidelines that reflect established development and transportation patterns” because the established Tier 2 corridor follows a more densely developed area that includes several multi-story, multi-family townhome developments as well as a variety of neighborhood commercial uses of the type that would typically cater to bicyclists. By comparison, the proposed alignment moves away from these medium-density residential and commercial nodes (see Map C) to a more local corridor that would connect lower-density single-family homes and industrial uses. In addition, the established corridor is in close proximity to residential and commercial nodes in Savage and will afford opportunities for direct connections from the east.
- 2) The proposed alignment does not “function as an artery to connect regional destinations and the transit system” to an improved or equivalent level as the established corridor. Most significantly, the proposed alignment would move the regional network away from the Minnesota Valley Transit Authority high-use park-and-ride at Crossings Boulevard and Stagecoach Road. This 500-space lot is served by express bus routes to downtown Minneapolis and the University of Minnesota and

is easily accessible from residential neighborhoods to the east and southeast in the City of Savage in addition to residents within Shakopee. Bicycle storage lockers and bike racks are provided to cater specifically to the cyclist community.

- 3) While the proposed alignment “integrates and/or supplements existing and planned infrastructure” to some degree by incorporating an existing trail segment north of Highway 169, it does not fully take advantage of infrastructure in the form of existing grade separations. A stated TPP objective under the Transportation System Stewardship goal is to “operate the regional transportation system to efficiently and cost-effectively connect people and freight to destinations.” The reason the proposed alignment fails to meet this objective is because the established Tier 2 corridor which is centered along Stage Coach Road east of CSAH 21 would take advantage of an existing overpass (of Hwy 169) and underpass (of a ramp to CSAH 101) without the need for a costly bicycle bridge.
- 4) While the proposed alignment would connect to the Minnesota River Valley State Trail north of CSAH 101 and to regional destinations across the river in Bloomington, it does not improve upon the connection opportunity to the state trail already available in the existing Tier 2 corridor via Stagecoach Road.

Recommendation:

As a result of this review and analysis, it is determined that the proposed RBTN Tier 2 alignment would not improve, and in fact would remove some of the inherent benefits of the already established Tier 2 corridor. The proposed alignment would move access to the RBTN away from higher density, multi-family developments and community commercial retail nodes within the corridor and would remove access to a high-use transit park-and-ride that currently accommodates residents in east Shakopee and the western residential areas in the City of Savage.

The original Tier 2 corridor was the result of much public and government agency review and input both through the earlier Regional Bicycle System Study and the development of the 2040 TPP. The requested alignment change is mostly more than ½-mile outside the established corridor and is substantially different than the corridor it would replace. Therefore, that the requested change would constitute a policy change to the RBTN (rather than an administrative or technical change) which is not available through this pre-solicitation process and would require sufficient public input prior to incorporation into the RBTN. This proposed change, however, could be considered during the next TPP update process to begin in 2017.

The overall recommendation from this review is for TAC Planning to recommend that TAC accept the addition of requested changes #1 and #2 (and not change #3) to the Met Council’s on-line, interactive RBTN map for use in the 2016 Regional Solicitation.

COMMITTEE ACTION:

ROUTING

TO	ACTION REQUESTED	DATE COMPLETED
TAC Planning Committee	Review and Recommend to Accept	
Technical Advisory Committee	Review and Accept	
Transportation Advisory Board	Adopt for Use in 2016 Regional Solicitation	

DAKOTA COUNTY

RBTN Change Request A: Designate CSAH 38 (McAndrews Road) as an RBTN 2 official alignment

The proposed designation of CSAH 38 as a Tier 2 Alignment addresses the following. (See Attachment 2)

Proposed Change Map

- Aligns with both Apple Valley and Rosemount Bicycle Pedestrian Plans
- Aligns with Dakota County Regional Trail System Plan
- Connects Regional Destinations including Minnesota Zoo, Lebanon Hills Regional Park, Burnsville Center, Cedar BRT, North Creek Regional Greenway, Rosemount Regional Greenway

Map A

Attachment C

BURNSVILLE

EAGAN

Lebanon Hills Regional Park

Minnesota Zoo

ROSEMOUNT

APPLE VALLEY

Eastview HS

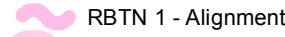




North Creek Regional Greenway

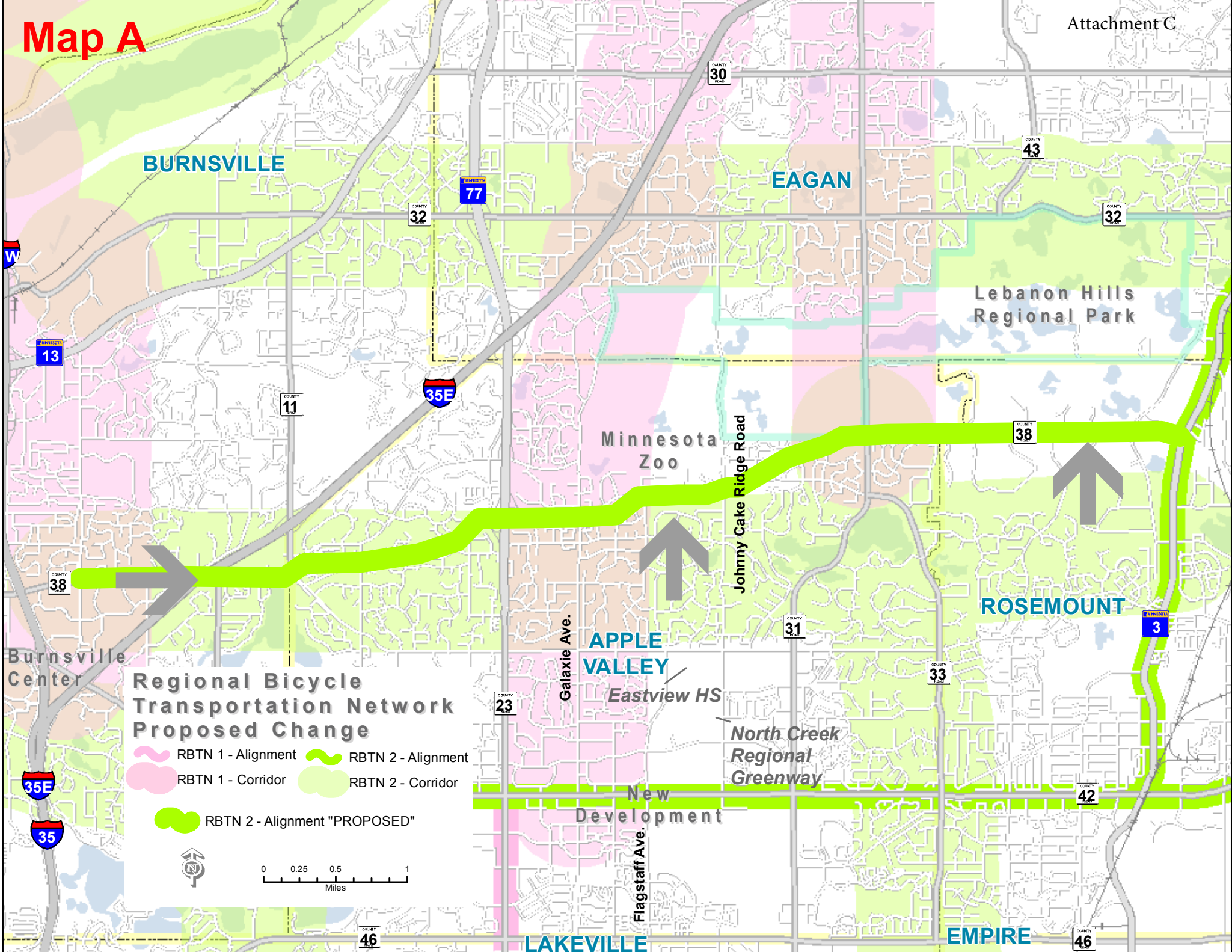
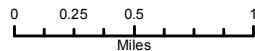
New Development

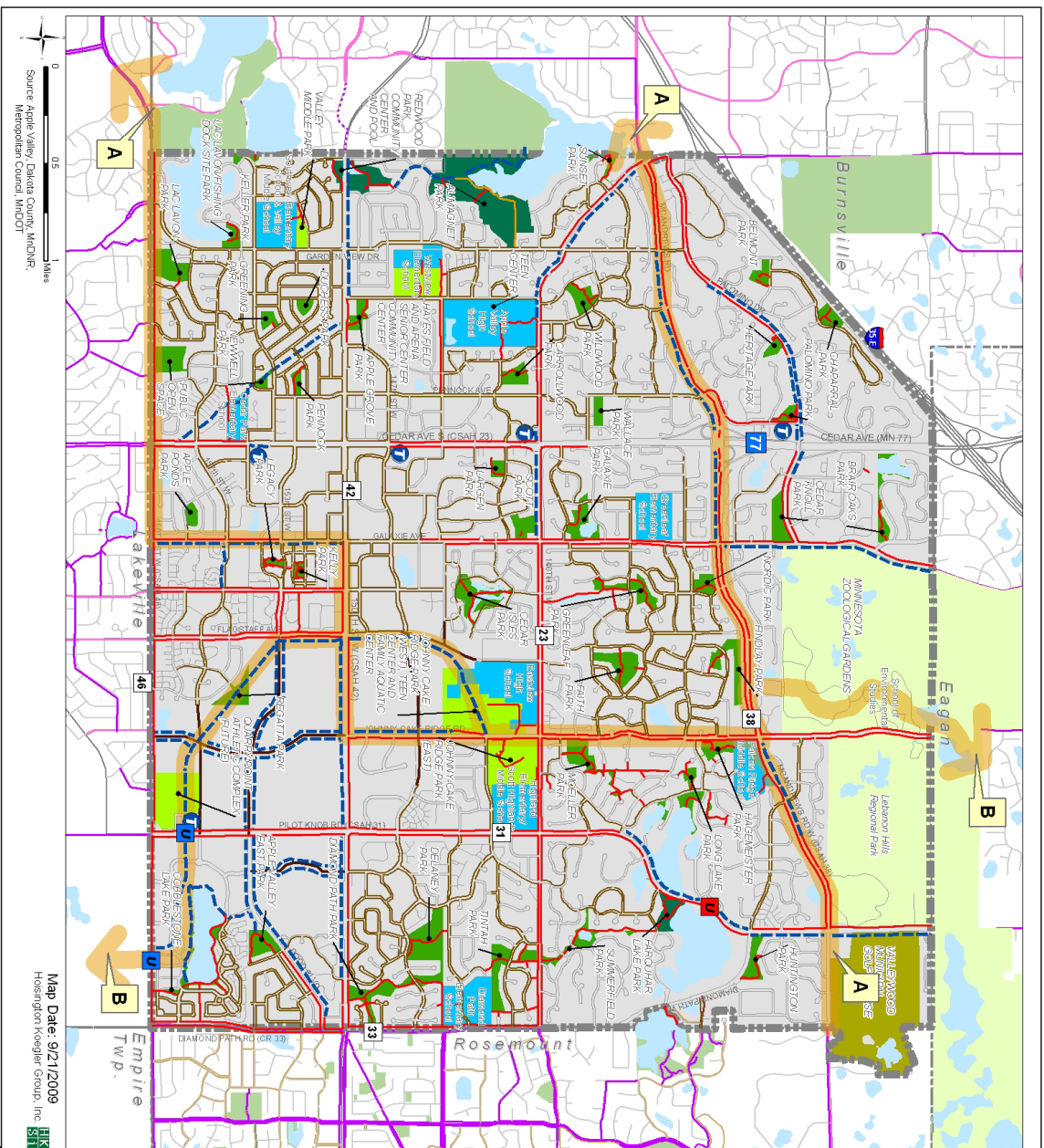
LAKEVILLE

EMPIRE

Regional Bicycle Transportation Network Proposed Change

-  RBTN 1 - Alignment
-  RBTN 1 - Corridor
-  RBTN 2 - Alignment
-  RBTN 2 - Corridor
-  RBTN 2 - Alignment "PROPOSED"





Potential Regional Trail Alignments
 A = Dakota County South Urban Regional Trail
 B = North Creek Greenway Trail

- Planned Trails**
 - Potential Trail Alignments
 - Conceptual Future City Trails
 - Proposed Pedestrian/Bike Underpass
- Existing City Parks and Trails & Sidewalks**
 - Community Park
 - Community Playfield
 - Neighborhood Park
 - Special Use Park
 - Existing Gravel Path
 - Existing Trail
 - Existing Sidewalk
 - Pedestrian/Bike Underpass
- Non-City Parks, Recreation & Schools**
 - Regional Parks and Minnesota Zoo
 - Existing Parks
 - Schools
- Recreation in Adjacent Cities**
 - Existing Paved Trail
 - Existing Bike Lane
 - Proposed Paved Trail
 - Existing Sidewalks
- Other Information**
 - Transit Connections
 - Future Street

Future People Movement Plan
 Figure 7.4

Elmer, Steven

From: Chatfield, Kurt <KURT.CHATFIELD@CO.DAKOTA.MN.US>
Sent: Monday, January 04, 2016 4:26 PM
To: Elmer, Steven; Vessel, David
Cc: Stwora, Erin; Brian Sorenson; Bernstein, Barry
Subject: RE: Dakota Co Request for Changes to the Reg Bicycle Transportation Network
Attachments: 2015_RBTN_Change_AV_revised.pdf

Follow Up Flag: Flag for follow up
Flag Status: Flagged

Hi Steve,

Thank you for the voicemail and follow-up email. Here is Dakota County's revised request to move the RBTN alignment which we believe is consistent with a minor change request:

1.) Change Request B: Establish a Tier 1 alignment of a Tier 1 Corridor that is parallel and proximal to an established Tier 1 corridor.

The Proposed change would establish a Tier 1 alignment east approximately 1/8 to 1/2 mile of the Tier 1 Corridor that follows Galaxie Ave. in Apple Valley. The proposed alignment would follow Flagstaff Ave. and Johnny Cake Ridge Road. In addition the alignment would parallel important sections of the master planned North Creek Regional Greenway. Establishing the tier 1 alignment to utilize Flagstaff and Johnny Cake Ridge Roads provides a more complete pedestrian opportunity and aligns better with adopted city and county plans (see attached map).

The proposed alignment change addresses the following:

- Better aligns with 2010 City of Apple Valley Bicycle Pedestrian Plan
- Better aligns with City of Apple Valley Comprehensive Plan
- Better aligns with Metro Council Regional Parks and Trails System Plan
- Connects to more schools and parks
- Aligns with planned road design of Johnny Cake Ridge Road that includes bike lanes
- Parallel to existing designated Tier 1 corridor centered on Galaxie Ave
- Proposed alignment is safer for all bicyclists:
 - o Provides grade separated crossing opportunities at major roads
 - o Follows lower volume/speed parallel roads
 - o Includes roads with bike friendly shoulder opportunities
- Provides direct connection to regional destination including downtown Apple Valley, Minnesota Zoo, and Lebanon Hills Regional Park.
- Provides connections to regional transit facilities along Pilot Knob Rd. & Cedar Ave via multiple local roads and trails
- The proposed alignment accommodates a broader range of cyclists:
 - o Includes multiple on-road and off-road facilities
 - o Includes multiple existing, funded and planned grade separated crossing
- Proposed corridor better addresses physical barriers of high speed/volume arterials

Attached is a map representing the revised request. Please feel free to call if you have any questions.

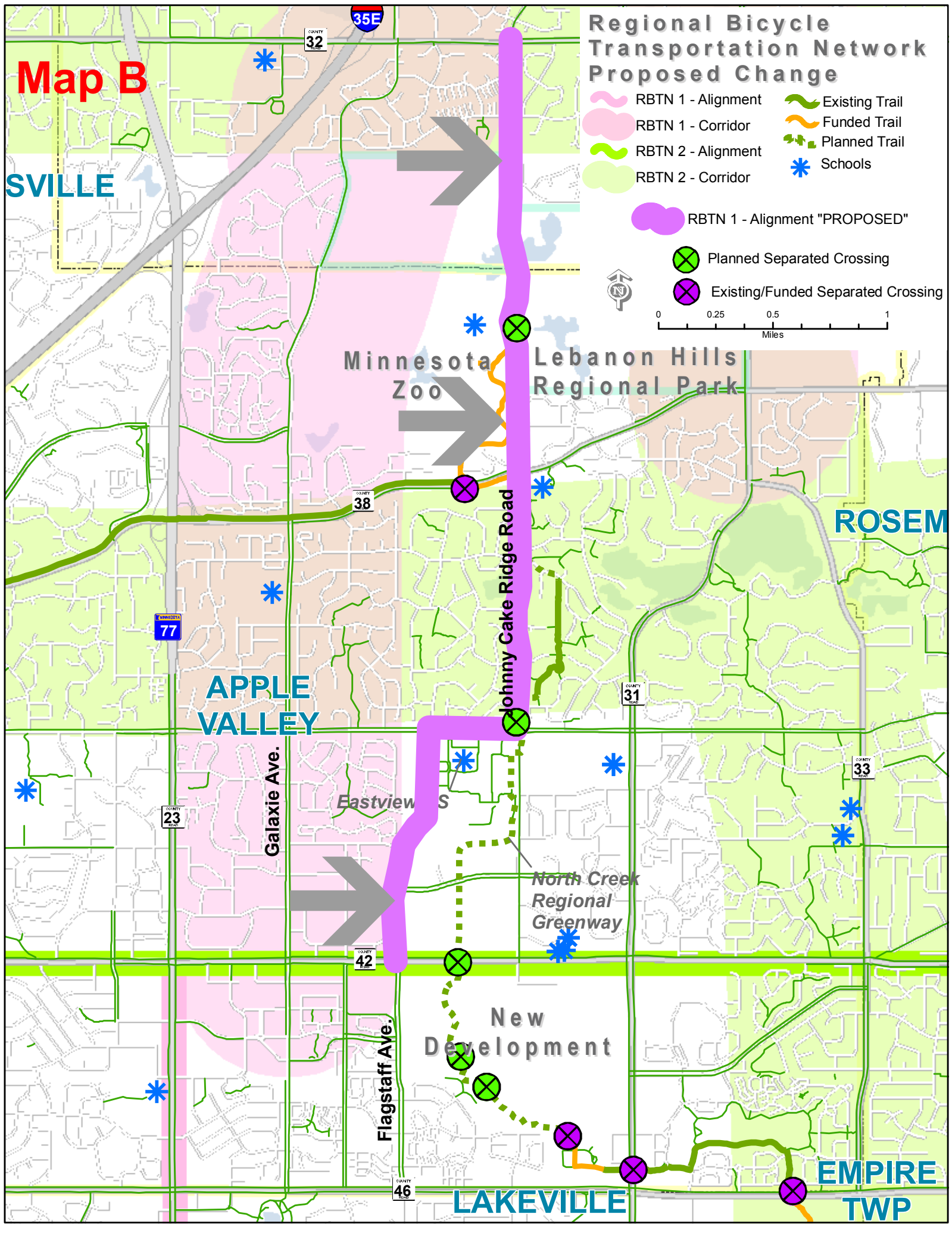
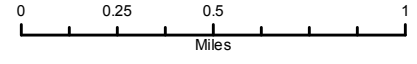
Sincerely,
Kurt Chatfield

Kurt Chatfield
Planning Supervisor
Dakota County

Map B

Regional Bicycle Transportation Network Proposed Change

- RBTN 1 - Alignment
- RBTN 1 - Corridor
- RBTN 2 - Alignment
- RBTN 2 - Corridor
- RBTN 1 - Alignment "PROPOSED"
- Existing Trail
- Funded Trail
- Planned Trail
- Schools
- Planned Separated Crossing
- Existing/Funded Separated Crossing



SVILLE

ROSEM

APPLE VALLEY

LAKEVILLE

EMPIRE TWP

Minnesota Zoo

Lebanon Hills Regional Park

Johnny Cake Ridge Road

Galaxie Ave.

Flagstaff Ave.

North Creek Regional Greenway

New Development

Eastview S



SCOTT COUNTY COMMUNITY SERVICES DIVISION

PHYSICAL DEVELOPMENT • 600 COUNTRY TRAIL EAST • JORDAN, MN 55352-9339
(952) 496-8346 • Fax: (952) 496-8365 • www.co.scott.mn.us

TONY WINIECKI
COUNTY ENGINEER

December 7, 2015

Steven Elmer
Metropolitan Council
390 Robert Street North
St. Paul, MN 55101

Re: RBTN Alignment Request

Dear Mr. Elmer:

Scott County and the City of Shakopee request an alignment designation to the Metropolitan Council's RBTN Map concerning an existing Tier 2 Corridor in the City of Shakopee. The City of Shakopee has been planning a safe pedestrian/trail crossing of the US169 freeway barrier for some time. When the RBTN Tier 2 corridor was established, both the City and County felt the corridor was broad enough to meet the intent of the planned trail crossing location of US169 shown in both the County and City adopted Comprehensive Plans.

Attached you will find the County's 2009 Comprehensive Plan which calls for a future regional trail alignment and crossing of US169. You will also find a map of the requested alignment for the crossing of US169 for the Tier 2 trail and a map of existing trail system. The existing RBTN corridor appears to follow and cross the CH 21/US169 freeway system interchange, which would prohibit a trail crossing location. The revised US 169 corridor crossing location and alignment would be approximately 1.5 miles east of CSAH 83 which is the next existing pedestrian/bike/ADA crossing of US169 within the City of Shakopee.

Defining the alignment to take advantage of existing trail infrastructure north of US169 would provide for the eventual non-motorized connection of residents in Shakopee, Savage, and Prior Lake south of US 169 to destinations such as Valleyfair, the 7,000 jobs within one mile of a future US 169 crossing alone, and a connection to the existing Hwy 101 Tier 1 MN Valley State Trail. The MN Valley State Trail provides an existing non-motorized connection to employment and other destinations across the Minnesota River in the City of Bloomington.

Thank you for the opportunity to request this alignment on the RBTN. Please contact Craig Jensen, Scott County Transportation Planner (952) 496-8329, with any questions or require additional information.

Sincerely,

Tony Winiecki, P.E.
Scott County Engineer

C: Bruce Loney, City of Shakopee
Patricia Freeman, Three Rivers Parks General Manager – Scott County
Lisa Freese, Transportation Planning Director

Scott County Request: RBTN Tier 2 Alignment

Regional Bicycle Transportation Network

Alignments

Tier 1

Tier 2

Proposed Tier 2 alignment

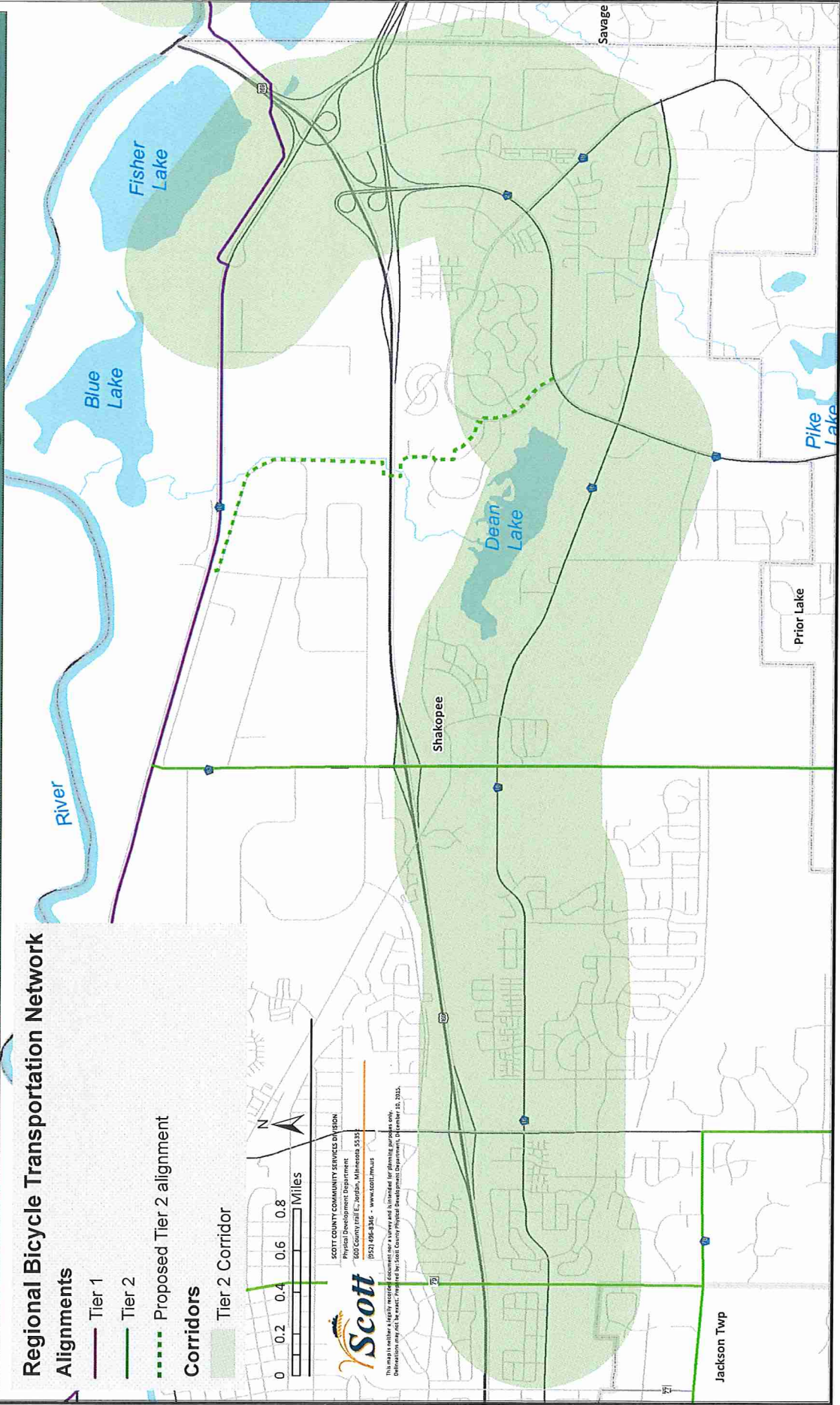
Corridors

Tier 2 Corridor



SCOTT COUNTY COMMUNITY SERVICES DIVISION
Physical Development Department
500 County Trail E., Jordan, Minnesota 55351
(952) 496-8365 • www.scottcountymn.us

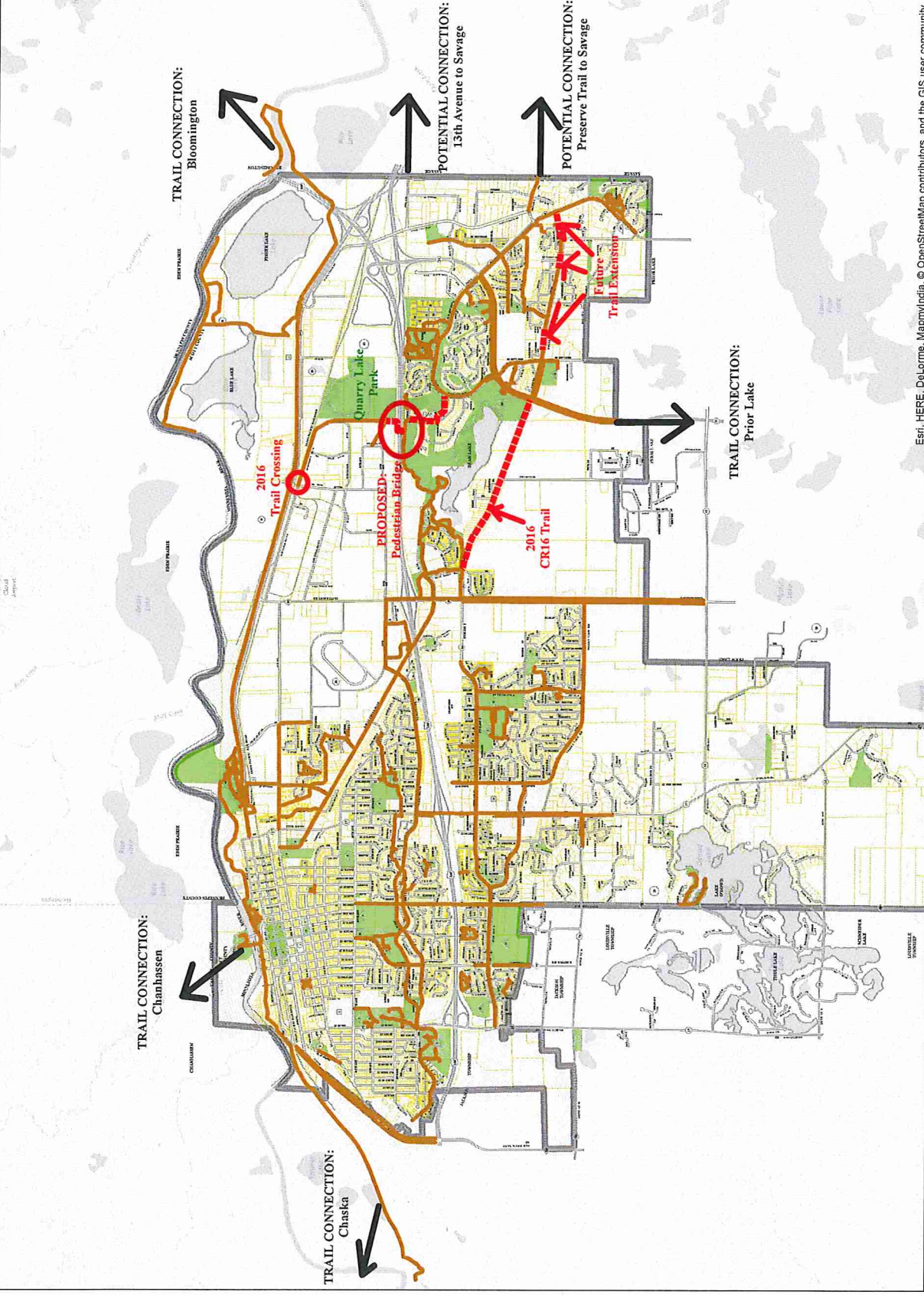
This map and the information contained herein are intended for planning purposes only. Other uses of the information contained herein are not intended. Scott County does not warrant the accuracy of the information contained herein.





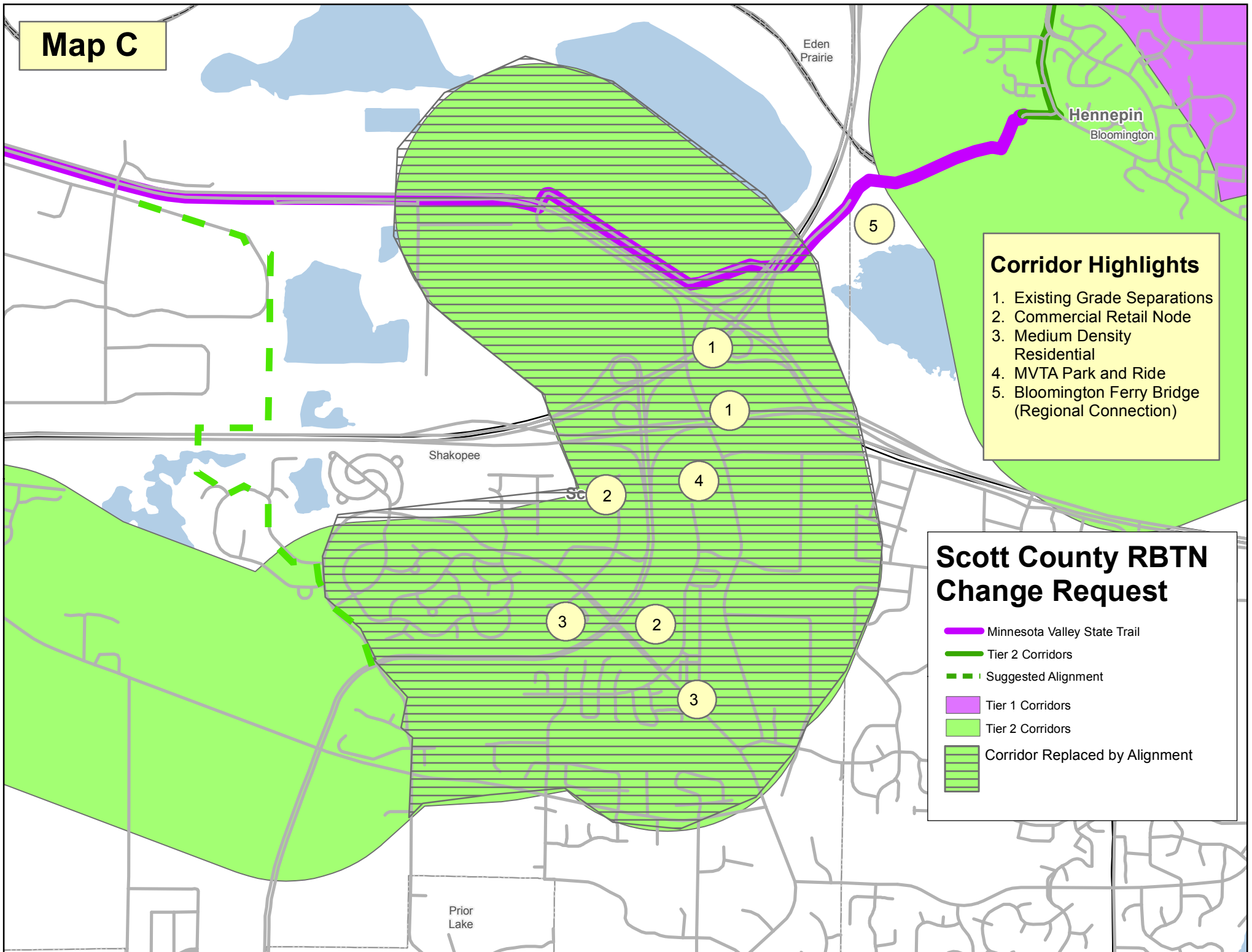
City of Shakopee Proposed Trail Improvements

- Legend
- Future Trail Improvements
 - Existing Trails
 - Parks, Schools and Open Space
 - Shakopee Parcels



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Map C



- ### Corridor Highlights
- 1. Existing Grade Separations
 - 2. Commercial Retail Node
 - 3. Medium Density Residential
 - 4. MVTA Park and Ride
 - 5. Bloomington Ferry Bridge (Regional Connection)

- ### Scott County RBTN Change Request
- Minnesota Valley State Trail
 - Tier 2 Corridors
 - Suggested Alignment
 - Tier 1 Corridors
 - Tier 2 Corridors
 - Corridor Replaced by Alignment