

**Information Item**

**DATE:** October 5, 2017  
**TO:** TAC-Planning  
**PREPARED BY:** Katie White, Senior Planner (651-602-1716)  
**SUBJECT:** 2018 Unified Planning Work Program (UPWP) Revisions

The 2018 Unified Planning Work Program was recommended for adoption by TAC-Planning on July 13, by TAC on August 2, and by TAB on August 16. Since then, FHWA has provided feedback that has resulted in significant changes to the narrative portions of the document. There are a variety of typo edits, substantial changes to Task B-3, and a new table on page five to tie the TMA certification review to the UPWP. The budgetary values in the UPWP have not changed. It is expected that the 2019 UPWP will contain several more changes in content, as well as structural changes.

# 2018 TRANSPORTATION UNIFIED PLANNING WORK PROGRAM FOR THE TWIN CITIES METROPOLITAN AREA



September 2017

Metropolitan Council

390 Robert Street, St. Paul, Minnesota 55101

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## ACRONYMS

3-C - Continuing, Comprehensive, Cooperative  
AA – Alternatives Analysis  
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  
CAD – Clean Air Dialog  
CAM – Clean Air Minnesota  
CIMS – Corridor Investment Management Strategy  
CIP – Capital Improvement Plan  
CMP – Congestion Management Process  
CPG – Consolidated Planning Grant  
CSAH – County State Aid Highway  
CTIB – Counties Transit Improvement Board  
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  
HOT – High Occupancy Toll  
HOV – High Occupancy Vehicle  
ISTEA – Intermodal Surface Transportation Efficiency Act  
ITS – Intelligent Transportation System  
JARC – Job Access Reverse Commute  
LRT – Light Rail Transit  
MAC – Metropolitan Airports Commission  
MAP-21 - Moving Ahead for Progress in the 21<sup>st</sup> Century  
MHSIS – Metropolitan Highway System Investment Study  
MnDOT – Minnesota Department of Transportation  
MNAQTPC – 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 Traffic Management Center  
SAFETEA-LU – Safe, Accountable, Flexible, Efficient Transportation Equity Act – A Legacy for Users  
SAM – Safety and Mobility  
SIP – State Implementation Plan  
SPR – State Planning and Research  
STIP – State Transportation Improvement Plan  
STP – Surface Transportation Program  
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  
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 2018. The Metropolitan Council jurisdiction includes seven counties (see map on next page). In addition, the 2010 Census identified 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](#).

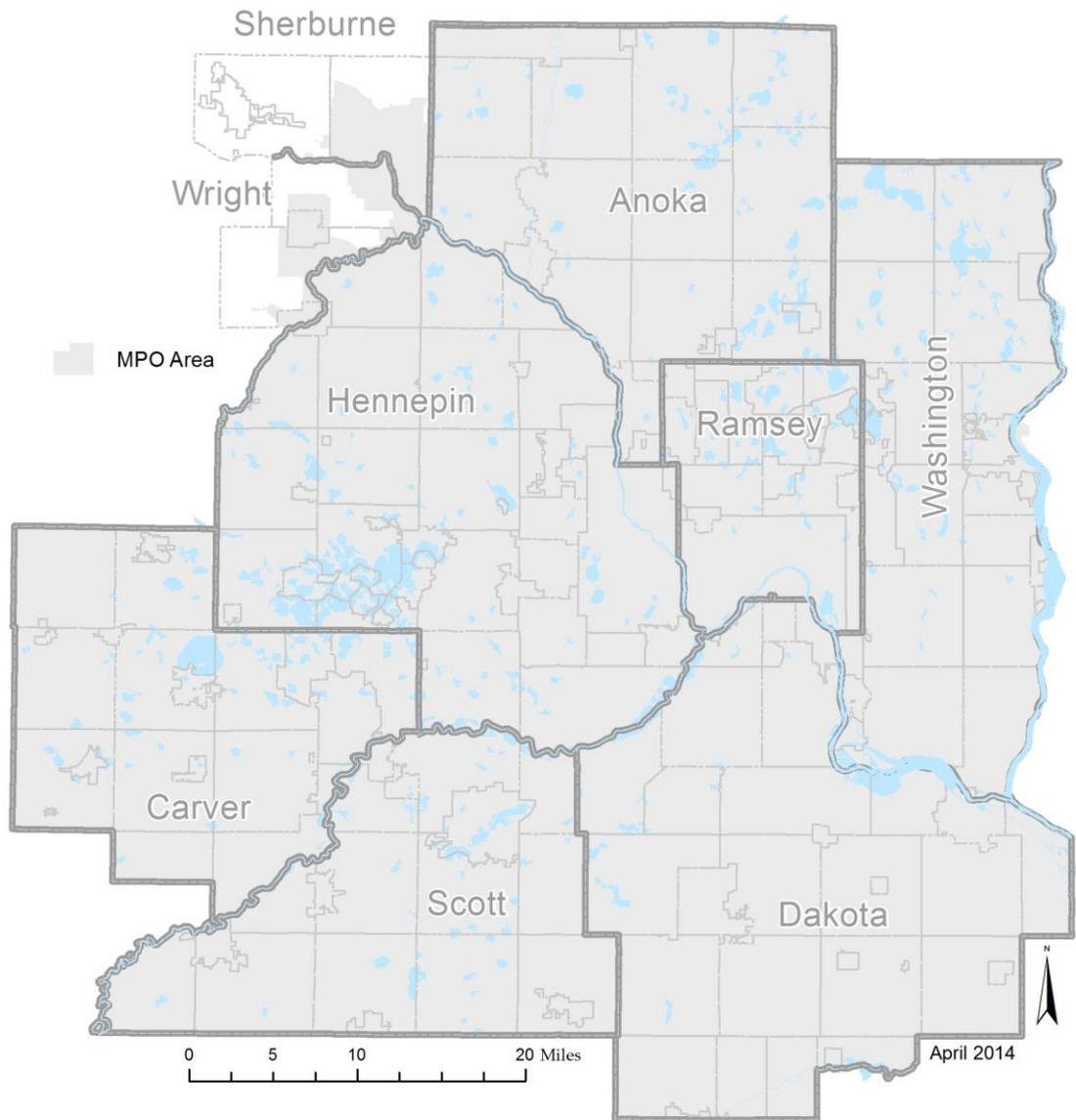
The participants in the UPWP include four agencies: the Metropolitan Council, the Minnesota Department of Transportation (MnDOT), Minnesota Pollution Control Agency (MPCA), and the Metropolitan Airports Commission (MAC). (See Appendix B for roles and responsibilities of the participants.) Since the 2018 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 \$4 million of 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. This long range transportation plan complements the region's overall development plan, the *Thrive MSP 2040*, which is mandated by state law and was updated in 2014. Much of the Council's work in 2018 will be implementation of the principles of *Thrive MSP 2040* and the *2040 Transportation Policy Plan*, and work will conclude on the 2018 update of the TPP. The UPWP projects have been reviewed for consistency with the existing Transportation Policy Plan.

Some studies that were begun in earlier years will continue into 2018, including implementation of performance based planning, as required by the FAST Act, and many corridor/AA/DEIS studies.

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 will be adopted in 2017 after two public comment periods and considerable review and feedback from FHWA and MnDOT.

## Metropolitan Council Jurisdiction



U:\UPWP\upwpw\_2014map.mxd 5/13/2014

### *B. Organization of the UPWP*

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

- Planning and Programming Process
- Comprehensive and Surface Transportation Planning
- Research and Travel Forecasting
- Operations and Management
- Aviation Transportation Planning

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

## C. 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 B-8.

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-2017.

3. Transition to Performance-Based Planning and Programming

The Metropolitan Council has continued to advance performance based planning since MAP-21 became law. 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 will be signed to formalize the cooperative process for performance based planning.

## D. 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 2018 that are not mentioned in this UPWP.

## E. 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 2018 pending funding availability. This is also true for the Right-of-way Acquisition Funds (RALF) program, which is funded with local dollars but is included in Task D-4 in order to fully describe the work undertaken by Council planning staff. These activities are included in the 2018 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.

## *F. Carryover Policy*

In a November 19, 2014, memo ("Carryover policy for Unprogrammed PL and 5303 Funds – Amended"), MnDOT transmitted the adopted policy for all MPOs to document their expectations for funds that are not budgeted in the UPWP year. As of mid-2017 MnDOT is drafting a revised policy that expects MPOs to use their allocated funds in the year appropriated rather than allowing MPOs to carry over funds.

In years that the Council doesn't spend the full balance of available federal funds, carryover funds accumulate. Previously this money had been held in reserve in order to fund the Council's largest project, the Travel Behavior Inventory (TBI). In 2016 the Council conducted a study of how best to re-organize the TBI into an ongoing program of data collection activities instead of conducting it only once every ten years (as described in Activity C of the 2018 UPWP). This balance is currently \$1.8 million and is likely to increase after the 2017~~6~~ audit by an amount under \$100,000. The resolution included in the approval of this 2018 UPWP allocates \$1 million of this money for initiating the new TBI data collection program with spending to occur through 2022. This project will get under contract in 2017 with most of the work occurring in 2018.

The Council will draw down an additional \$614,270 from the carryover funds in 2018. This will bring the total funds held in reserve to a significantly lower number than in recent years.

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 2018. The Council anticipates there will be sufficient funds to cover the local match in whichever year the UPWP funds are budgeted.

## G. Work Continuing Beyond 2018 Schedule of Ongoing Work

The Metropolitan Council anticipates that several work items listed in 2018 will continue into 2019, the largest of these being the Travel Behavior Inventory (TBI). The 2018 Update to the 2040 Transportation Policy Plan will include a Work Program with likely studies to be completed over the next four year period. At the time of this writing, the 2018 Update is currently under development and a full list of projects continuing into 2019 is not available.

The procurement process can last several months and unforeseen circumstances may affect the project timelines once the projects are underway.

## H. 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.

<u>Recommendation</u>	<u>Status</u>	<u>UPWP Location</u>
<u>Improve and update the MOU between the Council and MnDOT</u>	<u>Updated language has been agreed upon and should be approved by the Council and MnDOT by December 2017.</u>	<u>As this activity is concluding in 2017, there is no reference in the 2018 UPWP.</u>
<u>Evaluate and recognize the UPWP is a critical planning document by making significant changes.</u>	<u>A significant revision to the 2019 UPWP is expected.</u>	<u>Task A-1</u>
<u>Collaboratively develop the required performance metrics/targets with the planning partners for inclusion in the updated MTP.</u>	<u>This is underway as part of the TPP Update.</u>	<u>Performance-based planning is Task B-2. Work related to the TPP Update is in Task B-1.</u>
<u>Integrate scenario planning into the MTP for investments, projects, and/or population/employment distribution alternatives.</u>	<u>The TPP Update will continue to include a fiscally constrained scenario and an increased revenue scenario. Forecasted demographics will remain the same.</u>	<u>Work related to the TPP Update is in Task B-1.</u>
<u>The parameters for major capital project selection are unclear. Improve procedures and transparency of rating/selecting capital projects.</u>	<u>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</u>	<u>Work related to the TPP Update is in Task B-1.</u>

	<u>mobility improvement projects.</u>	
<u>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.</u>	<u>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.</u>	<u>Work related to the TPP Update is in Task B-1.</u>
<u>Move projects that do not have federal funding committed from years one and two of the TIP to years three or four.</u>	<u>This was complete in the first quarter of 2017.</u>	<u>As this activity is complete in 2017, it will not appear in the 2018 UPWP.</u>
<u>The TIP lacks clarity on change procedures and year of expenditure dollars.</u>	<u>This was complete in the second quarter of 2017.</u>	<u>As this activity is complete in 2017, it will not appear in the 2018 UPWP.</u>
<u>Complete a system-level assessment to determine the level of performance/investment need for the Regional Solicitation.</u>	<u>The Council, MnDOT, and FHWA will meet on this issue.</u>	<u>A Regional Solicitation Evaluation is listed in Task A-3 to address this.</u>
<u>Update and enhance the Public Participation Plan.</u>	<u>This was complete with the assistance of FHWA in 2017.</u>	<u>As this activity is complete in 2017, it will not appear in the 2018 UPWP.</u>
<u>Analyze TPP impacts on disadvantaged communities, overall regional populations in terms of travel distances, and times &amp; air quality by mode.</u>	<u>The Metropolitan Council will work with the USDOT to identify best practices and examples from other MPOs to meet this recommendation.</u>	<u>Task B-1 contains work related to the TPP, and Task B-9 contains additional work on equity and environmental justice concerns.</u>
<u>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.</u>	<u>This work is underway in 2017 and will be completed in 2018 with the new TPP.</u>	<u>Task B-1 contains work related to the TPP Update.</u>
<u>Follow the PA Intersection Conversion Study by more</u>	<u>The Council will continue to work with local partners and</u>	<u>Council work on local highway corridor projects is</u>

<p><u>detailed corridor planning studies that look at lower-cost alternatives. Explore options that can be quickly and realistically funded and constructed.</u></p>	<p><u>MnDOT on corridor studies as they are initiated. In 2017 FHWA deemed this recommendation to be completed.</u></p>	<p><u>described in Task B-4 and Highway Planning in Task B-5.</u></p>
<p><u>Improve the CMP to fully comply with 23 CFR 450.322 and the 8-step federal process.</u></p>	<p><u>A CMP Advisory Committee has been formed and will direct this work.</u></p>	<p><u>Task B-3 contains significant new information in the 2018 UPWP with regard to this recommendation.</u></p>

## II. WORK ACTIVITIES

### A. PLANNING AND PROGRAMMING PROCESS

#### TASK A-1 PLANNING PROGRAM SUPPORT AND ADMINISTRATION

**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:** The transportation planning process provides a forum for regional decision making and produces 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. The Transportation Advisory Board (TAB) and its Technical Advisory Committee (TAC) are the main forums where the various transportation agencies and interests participate in regional transportation discussions, as well as transportation plan preparation and implementation. The Transportation Advisory Board usually meets monthly on the 3<sup>rd</sup> Wednesday at 12:30 p.m. and TAC on the first Wednesday at 9:00 a.m. 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](#).

Agency staffs are in daily contact on issues, actions proposed by their own agencies, and on upcoming agendas. Key facilitators for coordination are the TAC subcommittee chairs who carry out formal and informal coordination. The responsibilities of the TAB Coordinator, who staffs the Transportation Advisory Board (TAB), are part of this activity. The coordinator advises the TAB chair on the Board's agenda and follows through on Board decisions, prepares background materials, and monitors the transportation planning process. The Metropolitan Council provides staff support and technical input to TAC committees and other special technical advisory committees and task forces. Staff also provides necessary assistance to the TAB Coordinator.

Council staff will prepare the 2019 UPWP in cooperation with MnDOT, [FHWA](#), MPCA, and MAC. It is expected that several structural changes will be made to meet FHWA expectations with regard to clarity, prioritization, and the relationship to the MPO's goals. Other products prepared by the Metropolitan Council and MnDOT under this activity include state or federally mandated reports such as Title VI, project approvals and quarterly UPWP progress reports. Staff will attend the quarterly statewide MPO Directors meetings and the annual Minnesota MPO conference.

**RELATIONSHIP TO PREVIOUS WORK:** In 2017 agency staff participated in meetings of TAC, TAB and their subcommittees, as well as work on the other routine products and activities noted above.

**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 plays a major role in administering and managing the federal planning funds that finance a majority of the planning work done by the Council. MnDOT staff also provides guidance to ensure that federal planning requirements are met. The 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 2016 (Consolidated Planning Grant) Fund Statements  
 Annual Update of Title VI and DBE Goals  
 2019 Unified Planning Work Program  
 UPWP Progress Reports to MnDOT  
 UPWP Midyear Meeting  
 TMA Certification Quarterly Reports

**COMPLETION DATES**

Ongoing  
 Ongoing  
 April  
 July  
 September  
 Quarterly  
 Q2  
 January, April, July, October

**TASK A-2 TIP DEVELOPMENT AND MANAGEMENT**

**PURPOSE:** Federal law requires preparation and approval of the four-year Transportation Improvement Program (TIP), including projects selected through the regional solicitation process.

**APPROACH:** In 2018 a 2019-2022 TIP will be prepared, beginning in March to allow time for air quality conformity analysis and stakeholder input prior to adoption in the third quarter. The TIP also fulfills the FTA requirement for a Program of Projects (POP). The TIP will be recommended for adoption by the Technical Advisory Committee (TAC) to the TAB, adopted by the Transportation Advisory Board (TAB), and approved by the Metropolitan Council. Any TIP amendments received during the year are processed in a similar manner. In 2018, an annual listing of obligated projects will be published showing projects with federal funds obligated in the previous year. The TIP itself includes a list of projects authorized in the previous fiscal year, in compliance with federal law.

Staff will work with agencies requesting assistance with exchanging federal funds between projects. After federal funds are removed from a project, staff will monitor the project to assure that it is developed per the work scope in the Regional Solicitation application.

In 2018, the TAB is scheduled to select projects from the regional solicitation to be funded with federal funds in 2022 and 2023, contingent upon available federal funding.

The 2018 air quality planning activities related to this task will focus on the regional process for conformity determination of the 2019-2022 TIP (see Task B-10 for more information). The latest EPA regional air quality model will be used.

**RELATIONSHIP TO PREVIOUS WORK:** The 2019-2022 TIP preparation will build on the 2018-2021 TIP.

**RELATIONSHIP TO OTHER AGENCY WORK:** MnDOT staff works cooperatively with Council staff and TAB/TAC to develop revenue assumptions. Staff from the Metropolitan Council, MnDOT, MPCA, TAC and TAB representatives were involved in the 2014/2015 TAB Regional Solicitation Design Process and the more recent 2016 Regional Solicitation. MnDOT coordinates and monitors TIP data for all federally funded projects, and MnDOT Trunk Highway projects. MnDOT has a significant role in the development of the TIP providing at least one full time position devoted to the coordination and management of data and fiscal analysis of the document. In addition, MnDOT staff plays an active role in the development and presentation of amendment requests at the TAC Funding and Programming Committee. MnDOT also administers STIP amendments, as needed. MPCA will continue to attend committee meetings of TAC and TAB, assist in TIP development reviews, evaluate projects for federal funding, and participate in project selection and air quality conformity analysis.

**PRODUCTS**

Prepare Draft 2019-2022 TIP

**COMPLETION DATES**

March

Adopt TIP Incl. Certification of 3-C Process, Major Projects Completed/Obligated in Previous Year, and an Air Quality Conformity Analysis	September
Annual Listing of Obligated Projects	December
Process TIP amendments	As needed
TIP Annual Report	October
Federal Funds Exchange	As needed

### TASK A-3 REGIONAL SOLICITATION

**PURPOSE:** The Regional Solicitation for federal transportation project funding is part of the Metropolitan Council’s federally-required continuing, comprehensive, and cooperative transportation planning process for the Twin Cities Metropolitan Area. The funding program and related rules and requirements are established by the USDOT and administered locally through collaboration with the FHWA, FTA, and MnDOT. Projects are selected for funding as part of two federal programs: Surface Transportation Block Grant Program ([STBGP](#)) and Congestion Mitigation and Air Quality Improvement ([CMAQ](#)).

**ACTIVITIES:** A Regional Solicitation for federal funds will be released in spring 2018 for 2022-2023 STBGP and CMAQ funds, with final project selection in late 2018 or early 2019. Projects selected will be programmed for inclusion in the 2020-2023 TIP, for approval in fall 2018. A Regional Solicitation Project Evaluation will be prepared to review the performance of completed projects.

**RELATIONSHIP TO PREVIOUS WORK:** A Regional Solicitation Evaluation Study was concluded in 2014, and solicitations were released in late 2014 for STP, CMAQ, and TAP projects for 2017-2019 and in mid-2015 for TDM projects for 2015-2017 using the revised criteria. A new regional solicitation was released in 2016 with projects selected in early 2017. A Regional Solicitation Project Evaluation was prepared to review and revise the measures for the 2018 Solicitation. Staff created a summary of the final products of previously funded projects and an online mapping tool showing the funded projects.

#### PRODUCTS

2018 Regional Solicitation Project Selection  
 Regional Solicitation Project Showcase  
 Regional Solicitation Project Summaries  
 Regional Solicitation Project Evaluation

#### COMPLETION DATES

2018/2019  
 2018  
 2018  
 201~~8~~

### TASK A-4 RESPOND TO REVISIONS IN FEDERAL TRANSPORTATION LAW

**PURPOSE:** Respond to revised funding levels and policy direction in the FAST Act federal transportation law concerning funding eligibility and roles and responsibilities of MPOs, which affect how MnDOT, the Council, and TAC/TAB function in the future.

**ACTIVITIES:** Council staff will continue to work with MnDOT, TAC/TAB and the Council on interpreting and implementing any changes resulting from the FAST Act, as well as reviewing and responding to any new proposed legislation to replace the FAST Act.

**RELATIONSHIP TO PREVIOUS WORK:** Council staff has worked with MnDOT, federal agencies, and organizations such as AMPO on an ongoing basis to analyze changes in federal transportation law and in subsequent draft guidance produced by US DOT.

#### PRODUCTS

Revise Policies/Procedures

#### COMPLETION DATES

As needed

## TASK A-5 TRANSPORTATION FINANCE

**PURPOSE:** To research and implement funding options to implement the Transportation Policy Plan and to provide financial oversight for transportation planning activities.

**ACTIVITIES:** Funding constraints placed on the TPP and the TIP are more demanding on the planning process than ever. Council transportation staff will undertake programming and budgeting activities. Staff will work with MnDOT and policy makers to identify funding needs and potential funding scenarios to implement the increased revenue scenario of the *2040 TPP*.

As of 2017 the Counties Transportation Improvement Board (CTIB) has been dissolved. Staff will continue to collaborate with the counties that formally consisted of that group, coordinating with counties and regional rail authorities for transit planning, visioning, and financing. As of 2017 all seven counties now administer a sales tax for transportation improvements, and the Council will incorporate the anticipated revenues and expenditures into the TPP. Some counties are able to provide more information than others at this time.

**RELATIONSHIP TO PREVIOUS WORK:** The Council prepares an operating budget and 6-year transit CIP annually.

**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 capital planning. MnDOT works in cooperation with the Council on alternative roadway financing such as HOT lanes and congestion pricing.

### PRODUCTS

Analysis of Transportation Funding  
Selection of Projects for Regional Transit Capital Funding  
Unified Operating Budget  
Unified Capital Budget

### COMPLETION DATES

Ongoing  
December  
December  
December

<b>Activity A</b>	<b>2018 Budget</b>
ACTIVITY STAFF WEEKS:	314
CONSULTANT:	\$10,000
TOTAL ESTIMATED EXPENDITURES:	\$1,309,703
<b>SOURCES OF FUNDS:</b>	
FEDERAL: (CPG)	\$1,047,762
LOCAL: Met Council	\$261,941
TOTAL	\$1,309,703

## B. COMPREHENSIVE AND SURFACE TRANSPORTATION PLANNING

### TASK B-1 LAND USE AND GENERAL TRANSPORTATION PLANNING

**PURPOSE:** To ensure implementation of the Council's long-range *2040 Transportation Policy Plan* and *Thrive MSP 2040*, both chapters in its overall metropolitan development guide, and to begin complete the update for the next *Transportation Policy Plan*.

**APPROACH:** The Metropolitan Council adopted the *2040 Transportation Policy Plan* in January 2015. This plan is the first TPP since the passage of MAP-21 ~~and is the first plan for the region~~ to incorporate a ~~performance~~performance-based planning framework and evaluation process. ~~Implementation of the 2040 TPP is conducted by the Council and its partners, including TAC/TAB. In 2017, the Council has begun began major work tasks to develop new content and proposed changes outreach and engagement activities for the 2018 update to the 2040 TPP, as well as developing content for the update. Significant outreach and engagement activities have taken place through the TAB/TAC committees and also directly with regional transportation partners and stakeholders. The major TPP updates changes will include: further detail identifying regional transportation performance measures to support performance-based planning; updating fiscal projections and adjusting the likely forecasting performance outcomes under the various scenarios under development two funding scenarios, providing more detail to the financial inputs used in the Plan; incorporating the results of completed planning studies including the Principal Arterial Intersection Conversion Study, Regional Truck Highway Corridor Study and the Regional Bicycle Barriers Study among others; and providing more detail updated status on the various major highway and transit projects to be completed during the timeframe of the Plan. As part of its on-going engagement efforts, the Council will coordinate and document discussions with the Shakopee Mdewakanton Sioux community as part of the TPP Update process, and will analyze the Plan's impact on disadvantaged communities, document procedures for environmental mitigation, and will update the natural and historic resources inventory.~~

Transportation planning staff implementation activities in 2018 will include:

- Participate in interdepartmental implementation teams for *Thrive MSP 2040* including the equity implementation, economic competitiveness and climate and sustainability teams. ~~Conduct additional work in equity analysis, such as examining safety outcomes and studying transportation expenditures, including preservation and maintenance spending, for potential disparities by race and income. More information can be found in Tasks B-5, B-9 and B-10. Work being done by the two Thrive implementation teams is covered under Task B-5 for freight economic competitiveness, such as preparing an inventory of available rail and river accessible land for economic development, and under Task B-10 for climate and sustainability.~~
- Transportation planning staff works with other Council staff to ensure transportation policy is considered in ongoing planning and grant activities of other departments, such as parks, natural resources, and the Livable Communities grant program.
- Staff will continue to work with other Council staff in the preparation of guidance such as *PlanIt* that directs the Comprehensive Plan updates to be submitted by local governments by December 2018. Optional Preliminary Plan Reviews by staff will be offered as a resource to local governments in early 2018 and staff will review final local comprehensive plan as submitted throughout 2018.
- Staff will continue to review Comprehensive Plan Amendments and environmental documents when submitted by cities, counties, and agencies.
- Staff will continue to work with University of Minnesota researchers on Center for Transportation Studies (CTS) and Humphrey School of Public Affairs activities in transportation research.
- Transportation planning staff will continue to work with other Council staff on transit-oriented development policy and guidance activities.
- Council staff participates in a regional TOD working group made up of multiple jurisdictions, agencies, and nonprofits, and assisted by other staff at the Council.
- The Council will Release a draft 2018 update to the *2040 TPP* in late 2017 for review by regional transportation partners including the TAB and TAC committees throughout early 2018. Revisions will

be made based upon comments provided by the planning partners and the draft will be released for public comment in early spring 2018. Final revisions based upon the comments provided will be incorporated, a public comment report produced, and ~~adopt~~ the final plan adopted by autumn 2018.

In addition to the public comment period, ~~T~~the Council will provide opportunities to the public for participation in the planning process through the Council website, open houses, public hearings, resident advisory committees, and other means listed in the citizen participation process in the Public Participation Plan ~~(pending adoption of an updated plan in mid-2017)~~.

**RELATIONSHIP TO PREVIOUS WORK:** The regional development guide, known as *Thrive MSP 2040*, was adopted in May 2014; the *2040 Transportation Policy Plan* was updated in January 2015. The long-range transportation plan must be updated every four years to meet federal requirements; the development guide is typically updated every 10 years. A March 13, 2015 letter to MnDOT Commissioner Charlie Zelle from FHWA set the first quarter of 2019 as the latest date for adopting the next TPP. It is expected that the next plan update will occur in late summer or fall of 2018. Transportation staff reviews updates and amendments to local comprehensive plans, which must be prepared by local units of government under state law, to ensure consistency of local comprehensive plans with regional land use and transportation plans.

**RELATIONSHIP TO OTHER AGENCY WORK:** MnDOT serves as the lead agency for Intelligent Transportation Systems (ITS) activities in Minnesota, including the Regional ITS architecture; Council staff continues to participate in MnDOT ITS activities. Council staff will contribute efforts to the University of Minnesota Transitways Impacts Research Program and participate in research on Traffic, Parking, and Travel Behavior Impacts; Land Use Impacts; and Economic and Business Impacts.

#### PRODUCTS

Reviews of Local Comprehensive Plans, EAs, and EIS's (including amendments)

Participate in Various Team Activities (Including Local Planning Handbook, Livable Communities, Referrals, and Sector Reps)

Review of Livable Communities Grants

Participate in ITS and CTS Activities

TOD Policy and Guidance Activities

TPP Engagement Activities

Gold Line Station Area Planning

Blue Line Extension Station Area Planning

2040 Transportation Policy Plan Update

#### COMPLETION DATES

As Needed

As Appropriate

Semi-annually

Ongoing

Ongoing

2018

2019

2019

2018

## TASK B-2 PERFORMANCE-BASED PLANNING AND MEASUREMENT

**PURPOSE:** Respond to federal requirements that MPOs use a performance-based approach and develop performance measures for their long range transportation plan. To develop, maintain, and disseminate information on the performance of the Twin Cities transportation system to inform policy decisions and funding allocations and to comply with state law. To 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:** Council staff will work with MnDOT, county, and city staff to identify and incorporate recommended performance measures in the next-2018 TPP update. Throughout 2017 staff met with modal work groups, the TAB/TAC committees and Council members to finalize a list of regional performance measures. Engagement with policymakers is underway to determine the level of detail and expected outcomes from determining the performance measures. Work in 2018 will include analyzing performance outcomes for the identified measures under existing, current revenue and the increased revenue scenarios in the TPP, setting required targets for federally

required performance measures and engaging partners to identify potential targets for the locally identified performance measures.

In 2008 state legislation was updated to require the Council to conduct a comprehensive evaluation of the transportation system (the Transportation System Performance Evaluation or TSPE) every four years in the year prior to the revision of the Transportation Policy Plan. This evaluation was produced in 2017 and results are being used in the 2018 TPP update. #Teh legislation also requires that on the intervening two years, the Council conduct an evaluation of the transit system. Collection of data for this-these evaluations allows the Council to maintain a wide variety of historical and current data on an on-going basis, which is used for other-many planning studies and activities as well as presented for informational purposes through a wide variety of venues. The system-developed TSPE measures and benchmarks that assess the operational performance of the transportation system along with using access, sustainability and livability measures relating to transportation as well as identifying and benchmarking additional performance measures for use in the Council's and MnDOT's on-going planning and programming activities that relate to regional outcomes identified in Thrive MSP 2040. preparation for anticipated changes in federal transportation funding reauthorization legislation.

**RELATIONSHIP TO PREVIOUS WORK:** The Metropolitan Council adopted the *2040 Transportation Policy Plan* in January 2015. This is the first TPP since the passage of MAP-21 and is the first performance-based plan for the region. The performance measures in the adopted TPP are placeholders. The performance management work described here is looking to build off of previous efforts and solidify and adopt performance measures for the next TPP.

In 1997, 2001, 2005, 2013, and 2016<sup>67</sup> the Council conducted transportation system performance audit evaluations, and in 1999, 2003, 2007, 2009, and 2016 transit evaluations.

This element also represents a continuation of transit planning and implementation formerly conducted by the Metropolitan Council, Regional Transit Board, and Metropolitan Transit Commission and other providers. This work also includes participation in evaluation efforts associated with the operations divisions of the Metropolitan Council, which may not be directly funded through the CPG.

**RELATIONSHIP TO OTHER AGENCY WORK:** MnDOT and the Metropolitan Council will work closely to develop performance measures and targets for the state and regional highway regional transportation system that follow-meet federal guidelines requirements, and align with Thrive MSP 2040 MnSHIP and Minnesota Go, the statewide multimodal transportation plan and are incorporated into the TPP update and TIP evaluation.

#### PRODUCTS

Refine Performance Measures for Future TPP Updates

#### COMPLETION DATES

Ongoing

### TASK B-3 CONGESTION MANAGEMENT PROCESS

**PURPOSE:** Federal law requires Transportation Management Areas (MPOs serving metropolitan areas with populations greater than 200,000) to develop 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 reduce congestion on the transportation system. This results in the establishment of updated multi-modal performance measures and strategies which will be included in the Transportation Policy Plan (TPP) and used as a component in the project selection process.

**PURPOSE:** Federal law requires MPOs with populations of 200,000 or greater to prepare, adopt, and maintain a congestion management process.

**ACTIVITIES:** Pursuant to 23 CFR 450.322, the Metropolitan Council established a CMP Advisory Committee in 2017, which is composed of partners and stakeholders representing transportation agencies and operators throughout the metro area. This Committee coordinates efforts and performs a number of activities in order to develop strategies that mitigate congestion on the transportation system. For 2018, the Committee will concentrate on the following issues:

- Determine the extent of the CMP network;
  - Develop a methodology for and then analyze congestion levels on the non-freeway principal and minor arterials systems;
  - Define strategies to reduce congestion on these systems;
  - Propose strategies to incorporate prioritized CMP corridors into the project selection process;
  - Assess the effectiveness of previously implemented strategies; and
  - Discuss a comprehensive and coordinated program for collecting data used to assess system performance and determining both the extent and causes of congestion along the transportation principal and minor arterial systems. It is expected that StreetLight Insight, a software service package with the ability to monitor speed, travel time, and delay on roadways throughout the metropolitan area, will be heavily utilized in this endeavor.
- The Use the resulting data and resulting analyses will be used to define congestion mitigation objectives and help establish performance measures and targets to assess and monitor system congestion.

Additionally, the Council has set aside \$200,000 in federal CPG monies that will be used in 2018 for a consultant-led study, specifically addressing congestion issues on the minor arterial system. The specific scope and objectives of the project will be determined in cooperation with the CMP Advisory Committee in early 2018.

In 2018, the Council will also utilize the results of the Principal Arterial Intersection Conversion Study, along with arterial speed data as scoring measures in the Regional Solicitation. This is the first step in integrating arterial CMP activities into the project selection process.

**ACTIVITIES:** The Metropolitan Council will continue to monitor and evaluate the RTMC activities and active traffic management applications.

**RELATIONSHIP TO PREVIOUS WORK:** The Metropolitan Council had its quadrennial Transportation Management Area Certification Review in November 2016 which identified several improvements that are necessary in order for the Council to be in full compliance with 23 CFR 450.322. As a result, the Council and FHWA hosted a peer exchange in May 2017. This exchange provided staff with valuable information from CMP activities performed by peer MPOs, and in part forms the basis for some of the activities programmed within the 2018 UPWP. In 2017 the Council finalized the formation of the CMP Advisory Committee, which will work collaboratively with the Council to ensure the 8-step Federal CMP process is fully addressed and that CMP objectives and strategies are integrated into project funding and implementation.

The Council's currently identified CMP network consists of principal arterials within the region. In 2018 the Council, in coordination with the CMP Advisory Committee, will expand the network by analyzing and assessing both non-freeway principal arterials and minor arterials (the A-minor system). In addition, as identified in the Certification Review, the Council will provide clarity on the relationship between the established performance measures and how they specifically factor into the congestion management process .

The Council has implemented a number of regional congestion mitigation strategies that ensure transportation investments are focused on reducing congestion and managing travel demand.

One such effort, performed in conjunction with the MnDOT Metro District, was the establishment of the MnPASS program. This program is directly aimed at decreasing the number of single-occupant vehicles and implementing a congestion pricing procedure along key corridors within the metro area.

As a result of increased on-going funding allocated throughby the Regional Solicitation, the Council, and MnDOT, the Travel Behavior Inventory (TBI) will beginning in 2018 be conducted on a rolling every-other year basis and has dramatically improving the breadth and frequency of data collected and ultimately used to make decisions. The program -provides the data necessary to monitor and assess the performance of the transportation system, including thesedata related to congestion. The TBI provides the Council and its stakeholders with a wealth of information including commuting patterns, mode choice, speed, and traffic patterns throughout the metro area. These data, in conjunction with the newly-acquired StreetLight data, serve as the base of the Council's data collection program.

Over the past number of years, the Council has performed a number of studies aimed at assessing and identifying high-priority areas for improvement along the transportation system and integrating these results into the project selection process. Such activities include the Principal Arterial Intersection Conversion Study, which identified priority intersections for conversion to interchanges and project selection and helps prioritize the expenditure of federal funds allocated through the Regional Solicitation Process and MnDOT's Transportation and Economic Development (TED) Program. In addition, the Congestion Management Safety Plan IV was completed by MnDOT in 2017 and -the analysis expanded beyond the freeway system to include the arterial system. The program aims to identify low-cost projects that reduce congestion and improve safety and travel time reliability on MnDOT's system.

**RELATIONSHIP TO PREVIOUS WORK:** The Metropolitan Council had its quadrennial Transportation Management Area Certification Review in November 2016 which highlighted the importance of a comprehensive Congestion Management Process. A peer exchange was hosted by the Council and FHWA in May 2017. The Council committed to creating a regional stakeholder group which will provide guidance on how best to implement the CMP across the Council's activities. MnDOT and the Metropolitan Council prepared a Congestion Management Planning Study Phase I in 2007 which was used to help establish the policy basis for the CMP in the TPP. Phase II was developed following adoption of the 2009 TPP revision. MnDOT completed CMP III in 2012. The 2040 TPP includes a CMP that incorporates performance-based planning elements, which will be updated by the first quarter of 2018.

**RELATIONSHIP TO OTHER AGENCY WORK:** Since the development of the Congestion Management System in 1997, the Council has coordinated closely with MnDOT on mapping congestion through the data provided by the Regional Traffic Management Center. In addition, many of the previously identified programs were established cooperatively with the MnDOT Metro District and designed to reflect the processes identified in 23 CFR 450.322. Finally, through the CMP Advisory Committee, the Council has established a coordinated and transparent process for systematically addressing congestion in a manner that allows for all regional stakeholders and transportation officials to be informed and have a forum for input.

**RELATIONSHIP TO OTHER AGENCY WORK:** MnDOT was instrumental in the development of the 1997 Congestion Management System and will continue to provide the Council congestion mapping based on ongoing data collection done by the Regional Traffic Management Center, project design, and evaluation data. MnDOT Metro District will cooperatively work with the Council to determined any revisions necessary based on federal law and FHWA Guidance. Also MnDOT will provide funding for this effort. TAC/TAB assistance is anticipated in this task through standing committees or possibly a special task force.

**PRODUCTS**

**COMPLETION DATES**

Gather key data to monitor congestion and system performance through the Regional Traffic Management Center, Travel Behavior Inventory, and through the use of StreetLight Insight. These data and the resulting analyses will be shared with the CMP advisory committee and other key operational and transportation stakeholders Ongoing

Monitor Congestion Management Activity (RTMC)

Revised Congestion Management Plan chapter in 2040 TPP

2018

Evaluation of Active Traffic Management (ATM) Applications

Ongoing

Consultant-led CMP Study on Arterial Network

TBD

Identification of minor Arterial Mobility Issue Allocations

TBD

## TASK B-4 CORRIDOR STUDIES

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

**ACTIVITIES:** Metropolitan Council, regional rail authorities, and MnDOT staffs participate on corridor study management teams, advisory committees, and task forces for many trunk highway and transit corridors. The scale of each corridor study will be consistent with the investment priorities identified in the TPP and MnDOT's Highway Investment Plan (MnSHIP). For instance, some studies may focus primarily on access management and operational activities, while other corridors will be considered for additional investments, such as managed lanes and strategic capacity enhancements. Metropolitan Council is the lead agency for design, engineering, and submitting funding applications for light rail transit (LRT) in the Southwest and Bottineau Transitways. Council planning staff also provides input on transit corridor studies and station-area land use planning lead by other agencies, primarily the county regional railroad authorities. For each corridor study, the lead agency assumes responsibility for public participation, which typically includes newsletters, meetings, open houses, special outreach to affected businesses and communities and websites. Studies will consider environmental justice impacts at a corridor level. Staff will also provide data and modeling information to municipalities and agencies upon request to support ongoing planning and environmental studies. This may include travel forecasts or review of forecasts prepared by others. Specific corridor studies known in June 2017 are included in the product list. The Council is the local joint lead agency on the Gateway (Gold Line) Draft Environmental Impact Statement with the Washington County Regional Railroad Authority. The DEIS is evaluating bus rapid transit alternatives that would run on a dedicated guideway between downtown St Paul and Woodbury. The DEIS was completed in early 20172019.

**RELATIONSHIP TO PREVIOUS WORK:** This is part of the ongoing effort to implement regional plans at the corridor level. Most corridor studies take several years and may progress from feasibility studies to alternative analysis, environmental documentation/preliminary engineering, and land use planning. Council planning staff is typically involved through many early stages and may continue until final design and construction of a project, while staff from other agencies such as MnDOT may transition from planning to other departments after preliminary engineering begins. Council transportation planning staff involvement in transit corridors like Green Line Extension and Blue Line Extension is minimal once a project office is opened to begin implementation, although land use coordination may continue.

**RELATIONSHIP TO OTHER AGENCY WORK:** MnDOT is usually the lead agency for highway corridors. MnDOT has developed a planning prioritization process to help in the identification and prioritization of Metro District studies and projects. MnDOT is also leading an analysis of MnPASS options along I-494 and TH 62 and combined highway and transit option on TH 169, which the Council follows and participates in. For many transit corridors, the regional railroad authorities are the lead agencies for feasibility, AA or environmental studies, although responsibility is usually

transferred to the implementing agency when project development or design commences. The cities of Minneapolis and Saint Paul are exploring modern streetcar systems and have completed system studies leading to specific corridors. The City of Minneapolis is moving forward on a specific recommendation of streetcar in the Nicollet-Central corridor and Council staff is assisting on early environmental work. Council staff participates in station land use planning activities lead by counties or cities along transit corridors (e.g., a Southwest LRT Community Works project has been formed by Hennepin County; and Council leadership and staff are participating in a Steering Committee and Technical Implementation Committee, in addition to leading a Southwest LRT Management Committee). MnDOT also works on transit studies, especially where the corridor utilizes a MnDOT highway, such as Cedar Avenue/Highway 77 or I-35W BRT; or commuter rail projects, where MnDOT has responsibilities under state law. MPCA staff will provide input regarding the applicability of FAST Act and CAA air quality requirements, and state noise rules during environmental document development by reviewing and commenting on proposed highway and transit construction and/or reconstruction projects. The majority of corridor study costs are typically incurred by the lead agency for both staff and consultant work and are reflected in their own agency budget.

**PRODUCTS**

**COMPLETION DATES**

Rush Line Pre-Project Development Study and Environmental Work  
[Gateway Corridor DEIS](#)  
 Riverview Pre-Project Development Study  
 Nicollet/Central Avenue Corridor Post-EA  
 Red Rock Monitoring  
 I-94 Between the Downtowns Project  
 TH 169 Mobility Study  
 Highspeed Rail between the Twin Cities and Milwaukee EIS  
 Highway 252 Conversion Study

2019  
2019  
 2018  
 Ongoing  
 Ongoing  
 2019  
 2018  
 Ongoing  
 2018

**TASK B-5 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.

**ACTIVITES:** Council staff will work with agency partners on a number of highway issues including the following:

- Staff will continue to co-lead a project with MnDOT to examine non-freeway principal arterials. It will assess the feasibility and priorities for intersection conversions into interchanges and other grade-separation solutions.
- Staff will continue to work with MnDOT on alternative roadway financing issues including the I-35E Value Pricing grant project and other MnPASS and dynamic shoulder pricing projects. Consistent policy and design decisions are needed as the region implements more managed lane MnPASS projects.
- Staff will begin work on identifying and prioritizing strategic capacity expansion projects for the Increased Revenue Scenario of the next TPP.
- Staff will begin discussion on the feasibility and potential need for a regional approach to managing the non-freeway arterial roadway system.
- Staff will continue to examine the feasibility of “superstreets” for the region.
- Staff will continue to evaluate requests for additional interchanges as submitted.
- Staff will review and approve changes to controlled access highways, as required by state law.
- Staff will continue to work closely with MnDOT to provide metro area perspective on a number of statewide studies and plans, such as updates of the Capital Highway Investment Plan (CHIP) and Asset Management Plan.

**RELATIONSHIP TO PREVIOUS WORK:** Metropolitan Council staff have worked closely with MnDOT and other agency partners to further plan the regional highway system. Some of these

efforts include updates of the Congestion Management and Safety Plan and MnPASS studies. The A-Minor Arterial System Evaluation also assessed the past performance of this functional class of roadway and made recommendations to improve it in the future.

**RELATIONSHIP TO OTHER AGENCY WORK:** Metropolitan Council staff will devote a significant amount of time to supporting MnDOT’s Rethinking I-94 Project. This is a large project requiring input and feedback from all partner agencies. Staff will be provided to assist in the technical contract as well as in substantial engagement activities throughout the duration of the study.

**PRODUCTS**

Various Managed Lane Implementation Studies  
 Review Highway Interchange Additions  
 Review Controlled Access Highway Revisions  
 TH 36 Corridor Study  
 Strategic Capacity Expansion Study  
 Spending on the Regional Highway System

**COMPLETION DATES**

Ongoing  
 As Needed  
 As Needed  
 2018  
 2019  
 2018

**TASK B-6 FREIGHT PLANNING**

**PURPOSE:** To continue to develop an integrated regional freight planning program for the Twin Cities Metropolitan Area, to be implemented by MnDOT, Metropolitan Council, and our partners in the public and private sectors.

**ACTIVITIES:** The Twin Cities Metropolitan Area is the hub of many freight transportation supply chains in the Upper Midwest not only for goods produced and consumed here, but for freight moving through the region to other areas. Freight issues include highway and rail traffic congestion, conflicts between freight rail and passenger rail, aging infrastructure, local land use conflicts and community acceptance. Freight planners will continue to work on teams implementing the economic competitiveness aspects of *Thrive MSP 2040*.

The Metropolitan Council will continue ongoing work activities in 2018 to:

- Identify and support integration of freight considerations into land use and transportation planning activities of the Council, including implementation of *Thrive MSP 2040*, updates to the regional solicitation, and technical assistance to local government on freight planning as they prepare their 2018 comprehensive plan updates.
- Participate in freight transportation planning at MnDOT including efforts underway to implement new freight planning provisions of federal law.
- Participate in Minnesota Freight Advisory Committee (MFAC) and its Executive Committee and draw on the expertise and contributions of members of the MFAC as needed for metro area transportation planning.
- Coordinate freight data collection and analysis with partner organizations.

**RELATIONSHIP TO PREVIOUS WORK:** In 2011-2013 the Metropolitan Council worked with MnDOT (Metro District and the Office of Freight and Commercial Vehicle Operations) to prepare a Twin Cities Metropolitan Area Regional Freight Study to identify freight-related trends and issues and to develop solutions for the high priority freight issues. The summary report of this study was used in preparing the *2040 Transportation Policy Plan*, and other study reports, posted on the MnDOT website, will continue to be used as needed to coordinate freight planning in the region. In 2014-15 staff participated in MnDOT’s update of the state freight plan. In 2016 the Council completed the Regional Truck Freight Corridor Study to identify which highways are most important for trucks.

**RELATIONSHIP TO OTHER AGENCY WORK:** MnDOT includes an Office of Freight and Commercial Vehicle operations that conducts freight planning statewide and oversees the Minnesota Freight Advisory Committee (MFAC). This office informs and works closely with Metropolitan Council staff on metro area freight planning activities.

**PRODUCTS**

Metro Freight Initiative Implementation

**COMPLETION DATES**

Ongoing

## TASK B-7 TRANSIT PLANNING

**PURPOSE:** To conduct the mid- and long-range regional transit studies, policy, planning, and implementation activities. To develop short-range implementation plans to carry out regional transit policy and ensure, through a comprehensive and coordinated review process, that proposed development plans or implementation programs are consistent with the Council's *2040 Transportation Policy Plan* and other transportation policy documents. To participate in regional transportation projects to ensure that transit alternatives are adequately addressed and considered.

**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.

- Council staff coordinate with Metro Transit staff, other transit operators, and local communities on specific studies of transit policy issues and assist with the implementation of completed studies, when applicable.
- Council staff will continue to participate with MnDOT and transit operators in the multi-agency Team Transit, which has been identifying and expediting bus-related road improvements to improve the multimodal capability of the region's highways for almost 30 years.
- Council staff will provide technical assistance to communities on development and implementation of transit and travel demand management (TDM) elements of comprehensive plan amendments, pedestrian and bicycle friendly land use coordination, transit-oriented development and other transit-related activities as appropriate. Council will also coordinate with TDM implementers on the relationship between their activities and regional long-range planning efforts.
- The Council is leading policy efforts that will inform future updates of the Transit Investment Direction in the *2040 TPP*. One effort is to further define possible criteria for setting regional transitway priorities. This will build off the performance-based planning framework in the *2040 TPP* and provide a direct linkage between performance measures and potential system investments. Another effort is studying the possible policy implications of the introduction of modern streetcar into the transitway system. This effort is looking at peer regions and key questions surrounding the funding and expansion of streetcar system, which is being explored and has been recommended by some local partners for consideration in the 2040 TPP update. Additional efforts will analyze regional transit demand for non-regular route transit services, which may services such as dial-a-ride, employer shuttles, and van programs.
- ~~The Council is working with Metro Transit to evaluate potential updates to the 2030 Park and Ride Plan and implementation guidelines around bus stops. These efforts will guide regional and local implementation of transit projects when they are being funded or designed.~~
- The Council has developed an updated model for park-and-ride demand estimation and will begin implementing the results of the model in 2018. The model will guide regional and local implementation of transit projects when they are being funded or designed and assist regional planning for park-and-ride demand.

- The Council works with all regional transit providers to update the Regional Service Improvement Plan, a document that informs potential investments in the expansion of the transit system. This is updated every two years with a call for project ideas and the involvement of all public transit providers.

**RELATIONSHIP TO PREVIOUS WORK:** This activity implements several activities of past years, such as the *2040 Transportation Policy Plan*, the Highway Transitway Corridor Study, the Arterial Transitway Corridor Study, and other ongoing policy or system analyses. LRT, BRT, and commuter rail feasibility studies are related to this activity but fall under Task B-3, “Corridor Studies.”

**RELATIONSHIP TO OTHER AGENCY WORK:** The Council works closely with the county regional railroad authorizes on corridor-specific work to ensure consistency with system planning and development. Any efforts to address policies related to regional transit investments require the Council to coordinate with cities, counties, and transit providers that may be leading specific efforts or be affected by policies through land use planning or implementation activities. MnDOT, Met Council, Metro Transit, other transit providers, and local governments work jointly on the Team Transit effort that provides planning and coordination on bus shoulder lanes, park-and-ride lots, and HOV by-pass lanes on the Trunk Highway system, as well as the mitigation of highway construction impacts. With the dissolution of the Counties Transit Improvement Board it is expected that counties will provide their own sales tax revenues to some transit projects, with which the Council will coordinate. 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.

<b>PRODUCTS</b>	<b>COMPLETION DATES</b>
Project Review and Referral Memoranda Related to Transit	As Needed
Development of Bus Shoulder Lanes and Other Transit-Supportive Measures in Conjunction with the Regional Highway System	Ongoing
Further Defining the Process for Setting Transitway Priorities	2018
Update of Regional Service Improvement Plan	Ongoing
Modern Streetcar Policy Study	Ongoing
Last Mile Employer Transit Connections Study	2018
Transit Service Allocation Study	2019

## **TASK B-8 BICYCLE AND PEDESTRIAN PLANNING**

**PURPOSE:** To participate in bicycle and pedestrian planning in the region and provide technical assistance and coordination to other government units.

**ACTIVITIES:** The Council’s *2040 TPP* supports and encourages bicycle and pedestrian planning and staff provides regional coordination and technical assistance. The *2040 TPP* established a Regional Bicycle Transportation Network (RBTN), with prioritized regional bicycle corridors and general alignments. The defined RBTN corridors are intended to serve as the backbone arterial system for biking in the region and to encourage planning and implementation of this regional network by cities, counties, parks agencies, and the state. Refinement and implementation of the RBTN is ongoing and corridor refinements and specific alignment designations will continue in 2018. ~~Closely related to this effort will be the forthcoming Regional Bicycle Barriers Study intended to highlight deficiencies in crossing opportunities along physical regional barriers and to identify locations with high potential for barrier crossing project development.~~

Metropolitan Council staff is developing a new tool for updating the regional bicycle system inventory. Metropolitan Council staff will be collaborating with local agencies to update and maintain the regional bicycle system inventory map. The new mapping tool will allow local

agencies to upload their local bike plan networks to a regional map database. This regional database will be managed by Council staff and then made exportable to agencies and the general public via the Metro GIS datafinder.

In 2017 staff will continue purchasing automated bicycle and pedestrian count equipment for use in collecting count data for regional planning. MnDOT has been leading the development of automated bicycle and pedestrian count data collection in the state, and Council staff participate in MnDOT's Bicycle and Pedestrian Count Task Force. A regional count program pilot will enable staff to collect data for locations appropriate for regional planning uses, such as (but not limited to) identifying usage trends, determining exposure for safety analyses, and model calibration.

**RELATIONSHIP TO PREVIOUS WORK:** The Regional Bicycle System Study was completed in 2014 to develop a more complete understanding of how the region's on-street bikeways and off-street trails interface and how the on and off-road systems work together to serve regional transportation trips by bicycle. The study culminated with a proposed RBTN, which was later incorporated into the *2040 TPP*. In 2017 a Regional Bicycle Barriers Study was complete to analyze major gaps in the regional bicycle network.

**RELATIONSHIP TO OTHER AGENCY WORK:** MnDOT's bicycle and pedestrian staff works cooperatively with the Council by providing data and technical information, participating on the TAC Funding and Programming Subcommittee, and providing technical assistance and technical training for local governments on ADA and other elements of bike and pedestrian design, planning and operations. Minneapolis and Hennepin and Ramsey counties have formal bicycle and pedestrian advisory committees which include Council and MnDOT staff. Metropolitan Council staff continues to participate on MnDOT's State Non-Motorized Transportation Advisory Committee. The Council is represented on Minneapolis' Pedestrian Advisory Committee.

MnDOT and the Minnesota Department of Health (MDH) began a Statewide Pedestrian Plan in 2014. Council staff continues to work with MnDOT and MDH staff to provide input from the region's perspective to the statewide plan and serves on the Project Advisory Committee.

**PRODUCTS**

Compile Regional Bicycle System Inventory/Public via Metro GIS  
Regional Bicycle Transportation Network implementation  
Bicycle and Pedestrian Count Program  
Pedestrian Safety and Crash Analysis

**COMPLETION DATES**

Ongoing  
Ongoing  
Ongoing  
2018

**TASK B-9 ENVIRONMENTAL JUSTICE AND EQUITY**

**PURPOSE:** An important consideration for the *2040 Transportation Policy Plan* is its impact on all populations in the region, particularly those who have been historically underrepresented in regional planning efforts, including communities of color, low-income residents, people with disabilities, and people with limited English proficiency. This UPWP adheres to federal requirements for environmental justice and further responds to additional aspirations for equity set forth in *Thrive MSP 2040*. Equity connects all residents to opportunity and creates viable transportation options for people of all races, ethnicities, incomes, and abilities so that all communities share the opportunities and challenges of growth and change.

During 2018 cooperative activities will continue with the counties and other social service providers on transportation assistance to clients. Although the JARC program was not included in the FAST Act, efforts will continue to disburse JARC funds granted to the region in previous years.

**ACTIVITIES:** Council staff participates in the Equity Implementation Team and the departmental Equity Change Team within the Metropolitan Council and will begin work in 2017 on a Racial Equity Work Program. The Metropolitan Council has also hired a full time staff member in the Communications department who focuses on transportation issues in order to effectively engage the public, including traditionally underrepresented communities, in transportation planning efforts. Title VI activities are referenced under Task A-1 and transportation services for people with disabilities can be found under Task D-2. This section is intended to highlight work that goes beyond minimum federal requirements for environmental justice.

**RELATIONSHIP TO PREVIOUS WORK:** The Council has operated in accordance with executive order 12898 since the order was issued. In 2015 the TAB and Council members participated in a workshop to provide a common understanding of equity and its application to regional transportation policy and making policy-driven investments. Council staff has participated in the Council's Equity Implementation Team and the Metropolitan Transportation Services Equity Change Team since 2015.

**RELATIONSHIP TO OTHER AGENCY WORK:** The Council is a recognized leader in the area of outreach and engagement after the construction and launch of the Green Line transitway. Staff is approached by other agencies to learn best practices and to build capacity at all levels. 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.

**PRODUCTS**

Equity Analysis Study  
Access to Jobs Implementation

**COMPLETION DATES**

2018  
Ongoing

## **TASK B-10 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).

**ACTIVITIES:** During 2018, the Council, MnDOT and the MPCA will continue the regional and state air quality planning and coordination activities with through the interagency air quality and transportation committees and work groups formed to address the CAA conformity requirements.

- Council staff will organize and work with the Minnesota Interagency Air Quality and Transportation Committee (MNIAQTPC) to consult on air quality issues and State Implementation Plan (SIP) updates as necessary.
- Air conformity analysis will be carried out for the 2019-2022 TIP.
- The roles and responsibilities of the interagency committee and work groups are defined in the interagency consultation procedures developed collaboratively.
- MPCA and the Council will continue to participate in the activities of Clean Air Minnesota (CAM), a public-private partnership that works to achieve measurable, voluntary emissions reductions.
- The MNIAQTPC will continue to implement the EPA approved Limited Maintenance Plan for carbon monoxide. If the area were to enter nonattainment with either the current or future National Ambient Air Quality Standards, the MNIAQTPC will assist in developing possible control strategies to reduce ambient concentrations of the pollutant of concern.
- The Council will work with the MNIAQTPC to transition the planning process under expected air quality attainment status in 2019.

- The Council will continue to collaborate on inter-agency efforts to address climate change. The Council will provide technical assistance to local governments in quantifying and reducing greenhouse gas emissions.
- The Council working with MPCA will develop effective strategies to address the greenhouse gas emissions reduction goals of the 2007 Next Generation Energy Act and integrate them into the transportation planning process.
- The Council will continue to work on internal climate change and sustainability initiatives.
- The Council will create a CMAQ plan to evaluate the effectiveness of regional activities, pending the release of the requirements for the CMAQ plan from the USDOT.

A regional component of a proactive strategy to avoid a nonattainment designation by reducing the formation of ozone and fine particulate matter needs to be prepared and coordinated with the regional planning and implementation processes. The strategy must be prepared in partnership with the MPCA, MnDOT, Council and other stakeholders. Modeling work underway by the MPCA on the regional ozone and fine particulate matter issue will provide direction on appropriate and the most effective control measures to reduce precursor emissions from transportation sources. If the area is designated nonattainment, the Council and MnDOT will assist the MPCA in developing appropriate control measures for inclusion in the SIP. The increases in air toxics in the region as studied by the MPCA also remain a concern. The Federal Highway Administration and EPA have developed guidance for addressing mobile sources air toxics in environmental review process for transportation projects.

In 2018, the MPCA and Environmental Initiative will continue to facilitate a conversation among leaders in the business, government and nonprofit sectors to seek new opportunities for voluntary emissions reduction, lay the groundwork for future collaboration to improve air quality in Minnesota, and prepare for potential nonattainment designations. In 2013 a work group named “Minnesota Clean Air Dialogue” (CAD) was formed and tasked with identifying the most efficient and effective ways to meet or exceed potential new federal standards through a process of collective problem solving and consensus decision-making. The Work group members included among others, the MPCA, MnDOT, Council, and assisted by additional technical experts, developed and came to consensus on a set of complementary initiatives to voluntarily reduce emissions associated with ozone and fine particle pollution. The MPCA and its contractor Environmental Initiative are now working to coordinate the next phase of this effort, called Clean Air Minnesota, which aims to bring together partners across multiple sectors to proactively develop, fund, and implement some of the projects that were recommended by CAD. Over the past several years, the Environmental Quality Board has been leading a Work Group with Partner Agencies including: the MPCA, the Council, MnDOT, Commerce, DNR, Agriculture and Health called “The Climate Solutions and Economic Opportunity.” The work group evaluated policy options from across Minnesota’s major economic sectors for their potential to grow our economy and to reduce greenhouse gases that contribute to climate change. The draft of this report included recommendations in the proposed legislation. The Council also has an on-going Climate Change and Environmental Sustainability work group that focuses on internal activities at the Council to reduce the carbon footprint of the agency as a whole. Many of the initiatives coordinated by this group also impact and benefit the cities and other agencies of the region through activities such as urban forestry, solar gardens, and energy management.

**RELATIONSHIP TO PREVIOUS WORK:** The Council annually prepares a conformity determination of the TIP, and as needed for regionally significant amendments and prepared the most recent conformity determination of the *2040 Transportation Policy Plan* and 2018-2021~~0~~ TIP in 2016. The Council signed the Transportation Conformity SIP, which lays out interagency roles and responsibilities in conformity determination in 2014- this was approved by USEPA in 2015

**RELATIONSHIP TO OTHER AGENCY WORK:** The MPCA, Council, and MnDOT will play key roles in the development of a regional response strategy to reduce increases in the formation of

greenhouse gases, ozone and PM 2.5. The Council staff will provide assistance in travel demand and air emissions modeling. Council planning staff also works with other council divisions on this effort, such as Metro Transit staff to increase transit and carpool usage, and Environmental Services staff, who monitor air pollution from waste water treatment plants.

**PRODUCTS**

SIP Revision for Minnesota  
 Implement SIP Limited Maintenance Plan  
 PM2.5/Ozone Emissions Reduction Strategies Effort  
 Environmental Initiatives Clean Air Minnesota Work Group  
 Conformity Analysis of 2019-2022 TIP  
 Conformity Analysis of regionally significant TIP and TPP amendments

**COMPLETION DATES**

As needed  
 Ongoing  
 Ongoing  
 Ongoing  
 April  
 As needed

<b>Activity B</b>	<b>2018 Budget</b>
ACTIVITY STAFF WEEKS:	612
CONSULTANT:	\$420,000
TOTAL ESTIMATED EXPENDITURES:	\$2,325,937
<b>SOURCES OF FUNDS:</b>	
FEDERAL: (CPG)	\$2,280,938
LOCAL: Met Council	\$570,234
TOTAL:	\$2,851,172

**C. RESEARCH AND TRAVEL FORECASTING**

**TASK C-1 TRAVEL FORECASTING AND TECHNICAL SUPPORT**

**PURPOSE:** To support Council staff in other divisions who provide data and technical products to transportation planning division.

**ACTIVITIES:** Metropolitan Council transportation planning staff relies on the support of staff in other divisions of the Council, including GIS, Research, and Community Development. Research staff provides land use and socio-economic data and forecasts for use in the regional travel model and other analyses. GIS division maintains the regional geographic database.

**RELATIONSHIP TO PREVIOUS WORK:** This is an ongoing effort to provide data and technical products to support a variety of transportation activities.

**RELATIONSHIP WITH OTHER AGENCY WORK:** The Council’s research division works with the Census Bureau and State Demographer. The Council’s GIS division works with the Metro GIS, regional geographic information systems initiative serving the seven-county Minneapolis-St. Paul metropolitan area, to provide a regional forum to promote and facilitate widespread sharing of geospatial data. The Council and MnDOT share GIS, data, and modeling information when possible.

**PRODUCTS**

GIS Database  
 Demographic Forecasts  
 Land use/Transportation Model

**COMPLETION DATES**

Ongoing  
 Ongoing  
 December

## TASK C-2 URBAN TRAVEL RESEARCH AND FORECASTING

**PURPOSE:** To maintain and apply the travel forecast models to support planning for the orderly development and operation of transportation facilities. To maintain socio-economic, travel and traffic data, and to monitor, revise and update travel forecasts to 2040 and beyond. To provide the projections of traffic demand, greenhouse gas and air pollutant emissions and allied data needed to evaluate regional transportation investment alternatives. To continue a program of travel and employment data research such as the Travel Behavior Inventory. This work coordinates travel behavior data with population and economic data and forms the factual basis for forecasting models.

**ACTIVITIES:** The Metropolitan Council and MnDOT will continue joint efforts in developing and implementing data collection programs to support transportation behavior analysis and forecast model development. In 2010-2015, the decennial Travel Behavior Inventory (TBI) was conducted and disseminated. In 2015, the Council performed the TBI program evaluation, looking at the uses of new technology, new survey methods, and the practice of the composition and timing of travel surveys. In 2017, the Council began implementing a new TBI program for the next decade, which will include more frequent household travel surveys using new technologies and methods, third party data purchases, and other ancillary data collection. In 2016 the Council performed its quinquennial transit on board survey to provide data to update forecast models following several major transit service changes. The Council will continue to analyze and distribute on-board survey data, as well as begin to plan for the next survey.

-In 2017, the Council initiated the 2018 TBI household travel survey. Data collection for the household travel survey will occur in 2018 and analysis and distribution will continue into 2019. Planning for the 2020 household travel survey will begin in late 2018. The Council will continue to perform and support research on regional travel based on the TBI. The TBI data will be used to update the Regional Travel Demand Forecast Model. In 2015, the Council completed development of an activity-based model based on the 2010 TBI. Refinement, testing, application, and release of the new model will continue through 2018. Development and refinement of base highway, transit, freight, and pedestrian/bicycle networks will continue.

-The Council will continue to perform additional data collection as needed to support model development and improvement. The Council will work with MnDOT to explore integrating dynamic traffic assignment into the forecast model. The Council will continue to investigate additional model improvements such as more detailed bicycle/pedestrian forecasting. The Council will take advice from and potentially collaborate with peer agencies locally and nationally in understanding the need for and implementing model improvements. The Council will cooperate with research into regional travel forecasting conducted at the University of Minnesota or other research institutions as appropriate.

-The Council will work with a local Travel Forecasting Technical Committee to plan for and oversee the TBI program and modeling and forecasting needs. The Council will also provide technical assistance and satisfy data requests from other agencies, local units of government and consultants for regional studies, emissions inventories, comprehensive plans, corridor studies, or project planning. It is anticipated that the Council will experience an increase in requests for data and technical assistance as new corridor studies and comprehensive plan updates are initiated. The Council will continue to provide technical assistance and review of major highway and transit corridor and project forecasting.

-Council forecast staff also reviews the reasonableness of forecasts in local plans, environmental documents, etc. that are transmitted to the Council. Staff will continue to review and analyze information from federal data sources such as the Census Transportation Planning Package, the American Community Survey, the National Household Travel Survey, and other data sources.

Staff will work with MnDOT and other potential local partners to coordinate assessment and purchasing of third-party transportation data where appropriate.

**RELATIONSHIP TO PREVIOUS WORK:** Travel demand forecasting is an ongoing activity of the Council and region since 1967.

**RELATIONSHIP TO OTHER AGENCY WORK:** The Council is the lead agency. MnDOT and the Council have a Memo of Understanding on forecasting responsibilities. MnDOT will continue to collaborate with the Council regarding any revisions to the regional model. Also, Metro District and/or its consultants will provide project level, and system level forecasts to support development of Trunk Highway projects, as well as the planning activities of the district. MnDOT will also involve the Council in Metro District’s review and approval of travel demand forecasts developed by consultants for Trunk Highway projects. The Council will partner with MnDOT and local jurisdictions in acquiring data on speed and congestion for the non-freeway arterial and collector system.

**PRODUCTS**

**COMPLETION DATES**

Distribute Travel Forecast Model and Provide Needed Training and Documentation	As Needed
Provide Traffic Forecasts in Support of Council and MnDOT Studies	As Needed
Provide Technical Assistance, Support, and Review for -Traffic Forecasts performed by regional partners	As Needed
Continued Model Development and Enhancement	Ongoing
TBI Survey Reports, Data Distribution and Data Analysis	Ongoing
Other Data Collection	As Needed
TIP Forecast (for Use in Air Quality Conformity Finding)	April and as needed
TPP Forecast (for Use in Conformity Finding and Scenario Analysis)	As Needed

**TASK C-3 TRAFFIC MONITORING AND EVALUATION**

**PURPOSE:** The purpose of this program is to provide appropriate traffic data as needed to determine annual average daily traffic (AADT) on trunk highways and state aid highways and indicate travel trends and patterns. Data is also used for analysis of transportation caused air pollution and noise.

**ACTIVITIES:** MnDOT, working through the Office of Transportation System Management, the State Aid for Local Transportation Division, Traffic Management Center and District Traffic Engineer in the Metro District, has established a cooperative counting program with the counties and municipalities. This cooperative program was undertaken for efficiency, convenience and to prevent duplication of vehicle counts, and is part of the overall statewide traffic monitoring program. Special counts will be taken as the need is identified. This work provides a database for identifying trends, and evaluating system performance.

**RELATIONSHIP TO PREVIOUS WORK:** Traffic counting is conducted in the seven-county metropolitan area on a 2 year cycle for all Trunk Highways, County Roads, County State Aid Highways (CSAH), and a few Municipal State Aid Streets (MSAS). Most MSAS’s are counted on a 4 year cycle. There are about 9000 sites where traffic counts are collected. MnDOT’s Metro District personnel conduct the counts on almost all of the 1000 Trunk Highway locations. Metro county field staff collects data on all 2850 County and CSAH locations, and municipal field staff collects data on the remaining 5150 MSAS locations. Traffic volumes representing Annual Average Daily Traffic (AADT) are shown on traffic volume maps available online in pdf format. These maps cover the seven-county metropolitan area and include individual municipal maps showing the volumes on the Trunk Highway, County, and MSAS systems. All of these AADT

estimates including Heavy Commercial AADT (HCADT) estimates are available through the interactive basemap or by using the GIS shape file product. More information about the program as well as all of the available data is located on the web: [http://www.dot.state.mn.us/traffic/data/http://www.dot.state.mn.us/traffic/data/html/volume\\_program.html](http://www.dot.state.mn.us/traffic/data/http://www.dot.state.mn.us/traffic/data/html/volume_program.html)

**RELATIONSHIP TO OTHER AGENCY WORK:** There is no Metropolitan Council time or funding in this activity although it is essential to the 3C process. MnDOT will continue to provide vehicle count data to the region. This work provides a database for identifying trends and evaluating system performance. This data is used by Metropolitan Council to calibrate the regional travel demand forecast model, and by many implementing agencies for STP applications on the criteria for “traffic volumes served.”

**PRODUCTS**

Seven-county Metro Area Traffic Volume Maps (2016 volumes)  
 Seven-county Metro Area Flow Map (2016 volumes)

**COMPLETION DATES**

July  
 September

<b>Activity C</b>	<b>2018 Budget</b>
ACTIVITY STAFF WEEKS:	155
CONSULTANT:	\$305,000
TOTAL ESTIMATED EXPENDITURES:	\$944,831
<b>SOURCES OF FUNDS:</b>	
FEDERAL: (CPG)	\$755,865
LOCAL: Metropolitan Council	\$188,966
TOTAL	\$944,831
<b>TRAVEL BEHAVIOR INVENTORY:</b>	
FEDERAL: (non-CPG)	\$900,000
LOCAL: Met Council, MnDOT, and Other	\$220,000
TOTAL	\$1,120,000

## D. OPERATIONS AND MANAGEMENT

### TASK D-1 TRANSIT IMPLEMENTATION & EVALUATION

**PURPOSE:** To 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:** Review and develop service and capital plans to assure consistency with the Transportation Policy Plan; selection of capital projects, monitoring of system performance and financial status, and other activities to ensure coordination and review between the activities of the Metropolitan Council and its operating entities. Apply service-planning guidelines to determine service areas and types best suited for various areas of the region. Apply performance standards to existing services to determine which services are performing well and which are not. This includes the development of an annual Route Analysis that evaluates all routes in the regional transit system against regional performance standards. The routes that are not performing well should be the focus of restructuring or elimination. Formulate proposed service changes (enhancement, restructure, or reduction) to take to the community for their reaction and input prior to final implementation.

**RELATIONSHIP TO PREVIOUS WORK:** The Council has routinely supported the planning of transit implementation and evaluation of those activities. The Council works closely with transit providers and partners to accomplish this work.

**RELATIONSHIP TO OTHER AGENCY WORK:** The Council is the lead agency.

#### PRODUCTS

Monitor provider performance and financial status  
Transit Implementation assistance and activities

#### COMPLETION DATES

Ongoing  
Ongoing

### TASK D-2 TRANSPORTATION PLANNING FOR PEOPLE WITH DISABILITIES

**PURPOSE:** To formulate plans for the coordination of specialized transportation services in compliance with the Americans with Disabilities Act (ADA) throughout the Metropolitan Area. To conduct public policy research, identify policy issues and recommend policy actions for regional specialized transportation services. To ensure public participation of this community in the transit planning process.

**ACTIVITIES:** 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). Cooperative activities will continue with the counties and other social service providers on transportation assistance to clients.

The Council will continue to study the likely increase in demand for Metro Mobility services. [The Human Services Coordination Plan will be updated with assistance from the Metropolitan Transportation Services operations department in 2018.](#)

**RELATIONSHIP TO PREVIOUS WORK:** These work activities are a continuation of past responsibilities carried out by regional government, including the Public Transit/Human Services Coordination Plan. The Human Services Coordination Plan was last updated in 2013.

**RELATIONSHIP TO OTHER AGENCY WORK:** The Council is the lead agency.

**PRODUCTS**

Coordination of Regional Specialized Transportation Services  
 Coordinate TAAC Meetings  
 Human Services Coordination Plan

**COMPLETION DATES**

Ongoing  
 Monthly  
 2018

**TASK D-3 RIGHT OF WAY ACQUISITION LOAN FUND**

**PURPOSE:** To administer the Right of Way Acquisition Loan Fund (RALF)

**ACTIVITIES:** In 1982 the Minnesota legislature established a revolving loan fund program to acquire undeveloped property located within an officially-mapped metropolitan highway right-of-way that is threatened by development. Council staff are responsible for administering this program. This work is not federally funded. This includes reviewing RALF loan applications and processing loan repayments. Staff also consults with interested cities to determine the eligibility of specific parcels for RALF loans. The Council has the ability to levy property tax for the RALF program. Each year, the Council decides whether a levy is necessary to support the program. In addition, the Council is required to report on the status of the RALF program each year. This activity is not eligible for federal planning funding but is included here to fully illustrate the work of the Council’s planning department. This work is funded locally.

**RELATIONSHIP TO PREVIOUS WORK:** In 2014 the Council concluded an assessment of the program which showed long-term savings occurred because development of the land and its appreciated costs have been preempted. Some eligibility modifications were made at that time. Over the last 20 years loans have been made to acquire right of way parcels for TH 10, TH 52, TH 169, TH 212, TH 610, I-494,I-694, I-35W and I-35.

**RELATIONSHIP TO OTHER AGENCY WORK:** Met Council staff works with MnDOT to determine which parcels are needed for future state highway expansions. Staff also coordinates with MnDOT to process RALF repayments and transfer ownership from the Council to MnDOT for highway construction.

<b>Activity D (excluding RALF)</b>	<b>2018 Budget</b>
ACTIVITY STAFF WEEKS:	156
CONSULTANT:	\$0
TOTAL ESTIMATED EXPENDITURES:	\$683,834
<b>SOURCES OF FUNDS:</b>	
FEDERAL: (CPG)	\$547,067
LOCAL:	\$136,767
TOTAL ESTIMATED EXPENDITURES:	\$683,834
<b>RALF ONLY</b>	
ACTIVITY STAFF WEEKS:	9
CONSULTANT:	\$0
<b>SOURCES OF FUNDS:</b>	
FEDERAL: (CPG)	\$0
LOCAL:	\$34,988
TOTAL ESTIMATED EXPENDITURES:	\$34,988

## E. AVIATION TRANSPORTATION PLANNING

### TASK E-1 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 now includes the APP). To also ensure aviation plan consistency with current and anticipated technical, economic and political conditions. Provide for review and coordination of aviation planning activities among agencies and municipalities.

**ACTIVITIES:** This activity will continue an aviation system planning program including an aviation database, identification of needs, and evaluation of system performance. Coordination activities continue with MnDOT Aeronautics, Metropolitan Airports Commission (MAC), other airport sponsors, communities, and users on the various metro aviation activities. Other activities include reviews/approvals 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. This task also includes ongoing reviews of the aviation elements of local comprehensive plans and comprehensive plan amendments. Continued coordination will occur on review of projects to implement the MSP 2030 Long-Term Comprehensive Plan. Special efforts will be made in 2018 to assist local governments in updating aviation elements of their comprehensive plans due in 2018.

**RELATIONSHIP TO PREVIOUS WORK:** This work is a continuance of legislatively directed responsibility for the Council to develop and update a regional transportation systems plan which includes aviation. The *2040 Transportation Policy Plan* was completed in 2015 with the major work effort to incorporate new information from the 2030 System Plan Technical Update, updates of all seven reliever airport LTCPs, and the ten-year updates of all metro communities and county comprehensive plans. This work is locally funded outside of the annual UPWP funding.

**RELATIONSHIP TO OTHER AGENCY WORK:** 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.

#### PRODUCTS

Coordination Activities (including implementation of joint airport ordinances)  
 Potential System Plan (pending FAA Grant)  
 Review MAC's Capital Improvement Program  
 Review of Local Plan Amendments and EAs  
 Plan Updates/Amendments for general aviation  
 LTCP for Reliever Airports

#### COMPLETION DATES

Ongoing  
 As needed/2018  
 January  
 As needed  
 Ongoing  
 2018

Activity E	2018 Budget
ACTIVITY STAFF WEEKS:	56
CONSULTANT:	\$0
TOTAL ESTIMATED EXPENDITURES:	\$221,763
<b>SOURCES OF FUNDS:</b>	
FEDERAL:	\$0
LOCAL:	\$115,363
LOCAL: MAC	\$106,400
TOTAL	\$221,763

### III. APPENDICES

#### A. 2018 UNIFIED PLANNING WORK PROGRAM BUDGET

Task	Task Title	Staff Weeks 2018	Salary Cost	Consultant Cost	Overhead & Expenses	Total Cost	UPWP Federal	Local Met C	Local MAC	Other Federal	Total	Percent Local
A	Planning and Programming Process	314	\$687,651	\$10,000	\$612,052	\$1,309,703	\$1,047,762	\$261,941			\$1,309,703	20%
B	Comprehensive & Land Transp PI	612	\$1,238,256	\$420,000	\$1,192,917	\$2,851,172	\$2,280,938	\$570,234			\$2,851,172	20%
C	Research & Travel Forecasting	155	\$337,703	\$305,000	\$302,128	\$944,831	\$755,865	\$188,966			\$944,831	20%
D	Operations and Management	156	\$379,757	\$0	\$304,077	\$683,834	\$547,067	\$136,767			\$683,834	20%
<b>Federal Funding</b>		<b>1,237</b>	<b>\$2,643,366</b>	<b>\$735,000</b>	<b>\$2,411,173</b>	<b>\$5,789,539</b>	<b>\$4,631,632</b>	<b>\$1,157,908</b>	<b>\$0</b>	<b>\$0</b>	<b>\$5,789,539</b>	<b>20%</b>
E	Aviation Transportation Planning	56	\$112,607	\$0	\$109,156	\$221,763	\$0	\$115,363	\$106,400	\$0	\$221,763	100%
D-4	RALF	9	\$17,445	\$0	\$17,543	\$34,988	\$0	\$34,988	\$0	\$0	\$34,988	100%
<b>Non-federal Funding</b>		<b>65</b>	<b>\$130,053</b>	<b>\$0</b>	<b>\$126,699</b>	<b>\$256,751</b>	<b>\$0</b>	<b>\$150,351</b>	<b>\$106,400</b>	<b>\$550,000</b>	<b>\$256,751</b>	<b>100%</b>
<b>Total UPWP</b>		<b>1,302</b>	<b>\$2,773,419</b>	<b>\$735,000</b>	<b>\$2,537,872</b>	<b>\$6,046,291</b>	<b>\$4,631,632</b>	<b>\$1,308,259</b>	<b>\$106,400</b>	<b>\$550,000</b>	<b>\$6,046,291</b>	<b>100%</b>

Task	Task Title	Staff Weeks 2018	Salary Cost	Consultant Cost	Overhead & Expenses	Total Cost	UPWP Federal	Local Met C	Local MAC	UPWP Remainder	Total	Percent Local
B/C	Travel Behavior Inventory (TBI) Study			\$1,120,000		\$1,120,000		\$220,000		\$900,000	\$1,120,000	20%
<b>Council Funding</b>		<b>-</b>	<b>-</b>	<b>\$1,120,000</b>	<b>-</b>	<b>\$1,120,000</b>	<b>\$0</b>	<b>\$220,000</b>	<b>\$0</b>	<b>\$900,000</b>	<b>\$1,120,000</b>	<b>100%</b>
<b>Total Transportation Planning/Administration</b>		<b>1,302</b>	<b>\$2,773,419</b>	<b>\$1,855,000</b>	<b>\$2,537,872</b>	<b>\$7,166,291</b>	<b>\$4,631,632</b>	<b>\$1,528,259</b>	<b>\$106,400</b>	<b>\$1,450,000</b>	<b>\$7,166,291</b>	<b>100%</b>

**2018 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>\$687,650.51</b>
A-1	Planning Program Support and Administration	\$254,116.96	\$63,529.24	\$317,646.20
A-2	TIP Development and Management	\$49,510.84	\$12,377.71	\$61,888.55
A-3	Regional Solicitation	\$55,012.04	\$13,753.01	\$68,765.05
A-4	Respond to Revisions in Federal Transportation Law	\$16,503.61	\$4,125.90	\$20,629.52
A-5	Transportation Finance	\$110,024.08	\$27,506.02	\$137,530.10
<b>B</b>				<b>\$1,238,255.58</b>
B-1	Land Use and General Transportation Planning	\$346,711.56	\$86,677.89	\$433,389.45
B-2	Performance-Based Planning and Measurement	\$19,812.09	\$4,953.02	\$24,765.11
B-3	Congestion Management Process	\$178,308.80	\$44,577.20	\$222,886.00
B-4	Corridor Studies	\$178,308.80	\$44,577.20	\$222,886.00
B-5	Highway System Planning	\$19,812.09	\$4,953.02	\$24,765.11
B-6	Freight Planning	\$39,624.18	\$9,906.04	\$49,530.22
B-7	Transit Planning	\$99,060.45	\$24,765.11	\$123,825.56
B-8	Bicycle and Pedestrian Planning	\$69,342.31	\$17,335.58	\$86,677.89
B-9	Environmental Justice and Equity	\$19,812.09	\$4,953.02	\$24,765.11
B-10	Air Quality and Climate Change Planning	\$19,812.09	\$4,953.02	\$24,765.11
<b>C</b>	<b>Research and Travel Forecasting</b>			<b>\$337,703.25</b>
C-1	Travel Forecasting and Technical Support	\$159,395.93	\$39,848.98	\$199,244.92
C-2	Urban Travel Research and Forecasting	\$102,661.79	\$25,665.45	\$128,327.24
C-3	Traffic Monitoring and Evaluation	\$8,104.88	\$2,026.22	\$10,131.10
<b>D</b>	<b>Operations and Management</b>			<b>\$379,756.73</b>
D-1	Transit Implementation & Evaluation	\$86,422.16	\$21,605.54	\$108,027.70
D-2	Transportation Planning for People with Disabilities	\$115,810.61	\$28,952.65	\$144,763.27
D-3	Right of Way Acquisition Loan Fund		\$17,445.43	\$17,445.43
<b>E</b>	<b>Aviation Transportation Planning</b>			<b>\$112,607.30</b>
E-1	Aviation Transportation Planning		\$112,607.30	\$112,607.30

## B. ROLES AND RESPONSIBILITIES OF PARTICIPANTS

### OVERVIEW OF THE ON-GOING 3-C PLANNING PROCESS BY THE MPO

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; local officials; private citizens; 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, adopted June 2012, (<https://metro council.org/Transportation/Publications-And-Resources/Transportation-Planning-and-Programming-Guide-2013.aspx> <http://www.metro council.org/Transportation/Publications-And-Resources/TransportationPlanningGuide-pdf.aspx>) for a flow-chart that delineates transportation committees of the TAB and TAC involved in the 3-C (continuing, comprehensive, cooperative) transportation planning process.

Detailed information about the roles and responsibilities of agencies and local units of government in the transportation planning process are included in the Transportation Planning and Programming Guide. The Guide also includes information on adopted planning documents and web links for the documents.

### C. FEDERAL FACTORS CONSIDERED BY PROGRAM ELEMENT

On August 10, 2005, Congress signed in law PL 109-50, the Safe, Accountable, Flexible, Efficient Transportation Equity Act – A Legacy for Users, which is referred to as SAFETEA-LU. This law required, under Section 6001 (h), that plans and programs address the eight elements listed below. These same elements were retained in the FAST Act.

- 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.

FEDERAL FACTORS	A	B	C	D	E	F	G	H	I	J
<b>Planning and Programming Process</b>	X	X	X	X	X	X	X	X		
<b>Comprehensive and Surface Transportation 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>Operations and Management</b>	X	X	X	X	X	X	X	X	X	
<b>Aviation Transportation Planning</b>	X	X	X	X	X	X	X	X	X	X



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