## TRANSPORTATION ADVISORY BOARD

Metropolitan Council, 390 Robert Street North, Saint Paul, Minnesota 55101

NOTICE OF A MEETING
of the
PLANNING COMMITTEE
**Thursday, May 11th, 2017**
**1:00 PM – Metropolitan Council, Room LLA**
**390 Robert Street N, Saint Paul, MN**

AGENDA

1) Call to Order

2) Adoption of Agenda

3) Approval of the Minutes from the April 2017 Meeting

4) Info Items

    1. Hennepin County Freight Study – Jason Gottfried
    2. Ramsey County Performance Measures – Joe Lux
    3. Public Participation Plan – Mai Thor (Presentation)
    4. Regional Truck Corridors Study – Steve Elmer
    5. Appendix F – Tony Fischer
    6. Transportation System Performance Evaluation – Russ Owen

5) Other Business

6) Adjournment

Full Meeting Packet

TRANSPORTATION ADVISORY BOARD
Metropolitan Council
390 N. Robert St., St. Paul, Minnesota 55101-1805

Notes of a Meeting of the
**TAC-PLANNING COMMITTEE**
April 13, 2017

**MEMBERS PRESENT:** Patrick Boylan, Paul Czech, Bill Dermody, Lisa Freese, Jean Keely, Elaine Koutsoukos, Dan McCormick, Jason Pieper, Kevin Roggenbuck, Amanda Smith, Katie White, Rachel Wiken

**OTHERS PRESENT:** Amy Vennewitz, Mark Filipi, Steve Peterson, Tony Fischer, Mark Nelson, Bobbi Retzlaff, Hally Turner, Brad Utecht

**1. Call to Order**

The Meeting was called to order by Freese.

**2. Adoption of the Agenda**

White moved and Koutsoukos seconded adoption of the agenda. Item passed unanimously.

**3. Approval of the Minutes from the March 2017 meetings**

Dermody moved and White seconded approval of the minutes of the March 2017 meeting. Item passed unanimously.

**4. Action Items**

**2017-13 Saint Paul Functional Class Changes – Paul St Martin (#1344-1346)**

The MnDOT I-35E Cayuga Project moved I-35E access from Pennsylvania/Phalen Blvd to new Cayuga Street Interchange. This project also included realignments/removal of several other St Paul streets. Metro Council Staff asked the City of St Paul to bring functional class changes for these new and realigned roads to clean up the functional class map in this area and allow staff to publish the updated data.

Paul St. Martin from St. Paul Public Works explained the changes. The MnDOT project moved the 35E ramps from Phalen to Cayuga Street. Cayuga was expanded to connect with Phalen. The City requested Cayuga change from Local to an Other Arterial (#1344). Phalen on the East, and Jackson on the West are both Other Arterials.

Staff noted that the TPP Highway Interchange Appendix requires Principal Arterials to exit to an A-Minor or other PAs. However, because of the short length of this road, staff concluded that Other Arterial was a good designation at this time. In the future, the City could look at upgrading Cayuga and Phalen to A Minor Augmentor.

Requests #1345 and #1346 were to correct the Major Collector alignments in area. With the Cayuga project, Mississippi St to the east of 35E was removed. The City requested Westminster and Arkwright (#1345) replace Mississippi as the N/S collector in this area. The City also requested the removal of Burr Street (#1346) from the functional class system and return to local. With the completion of Phalen, Burr is no longer a through street and doesn't function as a collector anymore. Staff agreed with collector changes.

MnDOT representative Paul Czech commented that the changes made sense. He also noted that these roads would undergo the same review from MnDOT as the rest of the system (see Info Item #2) and this change did not guarantee future status.

Lisa Freese commented that the change was a house keeping item to get new roads into the functional class system, which would be incomplete without action on the new interchange.
Dan McCormick commented that because of the roads removed in the realignment, total miles of collectors are not changing or possibly going down.

Dermody moved, Boylan second. Motion Passed

## 5. Info Items

### 1. MnSHIP and the TPP- Brad Utecht

Brad Utecht presented on the Minnesota State Highway Investment Plan (MnSHIP). This is part of the MnDOT family of plans for the state. It is a fiscally constrained 20 year plan for capital investments on MnDOT roads. Updated every 4 years, its programmatic, not project level planning. The plan cover 21 billion dollars over 20 years.

MnDOT went through a long cycle of outreach state wide to guide the development of this plan. They presented three approaches for voting. The middle option, close to the "status quo" was the preferred alternative. So at a high level, this plan is very similar to the last MnSHIP. It focuses mainly on system stewardship- maintaining roads, bridges, and pavement quality. The miles of roads with poor pavement quality is expected to increase with currently level of funding.

Twin Cities Mobility only has 6 years of funds, which will be focused on increasing ADA compliance. So while included in MnSHIP, it isn't a true 20 year plan for this category.

Investment direction from MnSHIP guides the 10 year Capital Highway Improvement Program (CHIP), which is a project specific fiscally constrained program that is updated annually.

The MnSHIP aligns with mobility investment strategies laid out in the TPP and it sets the expected MnDOT capital investment for the Metro district, which is an important part of highway planning in the TPP. It also guides the CHIP, which identifies major highway projects in the next 10 years for the Metro.

### 2. MnDOT Functional Class Review – Mark Nelson and Bobbi Retzlaff (MnDOT) and Mark Filipi (Met Council)

In 2012, MAP-21 expanded the National Highway System to include all principal arterials. In 2013, FHWA issues revised functional class guidelines, including new urban / rural guidelines and revised coding. In 2015, MnDOT reviewed the functional class system of greater Minnesota. The timing was not good to include the Metro in that review. Thrive 2040 had just been adopted, and the TPP was underway.

FHWA is pushing for functional class consistency for the Metro Area. MnDOT will be starting a data driven approach to review the roads in the Metro.

Federal Guidelines give primary responsibility to functional class to the State DOT. MnDOT has worked with local partners in assigning functional class.

MnDOT staff showed example of the review for outstate cities and discussed how they assembled a diverse oversight committee to help arbitrate any issues that came out of the review. The outstate committee included reps from city, county, state, and planning districts. A similar approach was suggested for metro disputes.

Some concerns that will be addressed in the review: lack of urban minor collectors, minor arterials less than ¼ mile, low volume minor arterials, and streets with high volumes classified as local.

Lisa Freese pointed out the importance of having local functional class be the official federal functional class, as she learned while working with FEMA funding for flooded roads several years.

There were many questions from the Committee regarding the timing of this project, since cities and counties have already started the Comp Plan process. Mark Nelson agreed the timing was not ideal but that the review needed to happen. Several suggestions for how to work this review into the comp plan process were suggested. The first step was to have MnDOT do a preliminary review and come back to this committee next month with a suggested timeline for the review. (NOTE: This was moved to June because of staff time needed for review).

There were also significant concerns about the regional solicitation timeline and how this might affect projects. Elaine Koutsoukos noted that a functional class map needs to be adopted by December, which means a call for functional class changes needs to happen this summer. These two processes might have to run concurrently.

Dan McCormick asked if this would affect the region model. Mark Filipi answered it would not. Road type is not dependent on federal functional class.

Several committee members expressed interest in being on the oversight committee to review changes. Overall, there was great interest in seeing MnDOTs review and the number of changes that might be suggested.

This conversation will continue in June when MnDOT staff returns with their review and suggested changes.

**6. Other Business**

none

**7. Adjournment**

2:40pm

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Think Forward

# Hennepin County Freight Study Committee

*Final Recommendations*

***presented to***

*Hennepin County Public Works*

***presented by***

*Cambridge Systematics, Inc.*

*Elaine McKenzie*

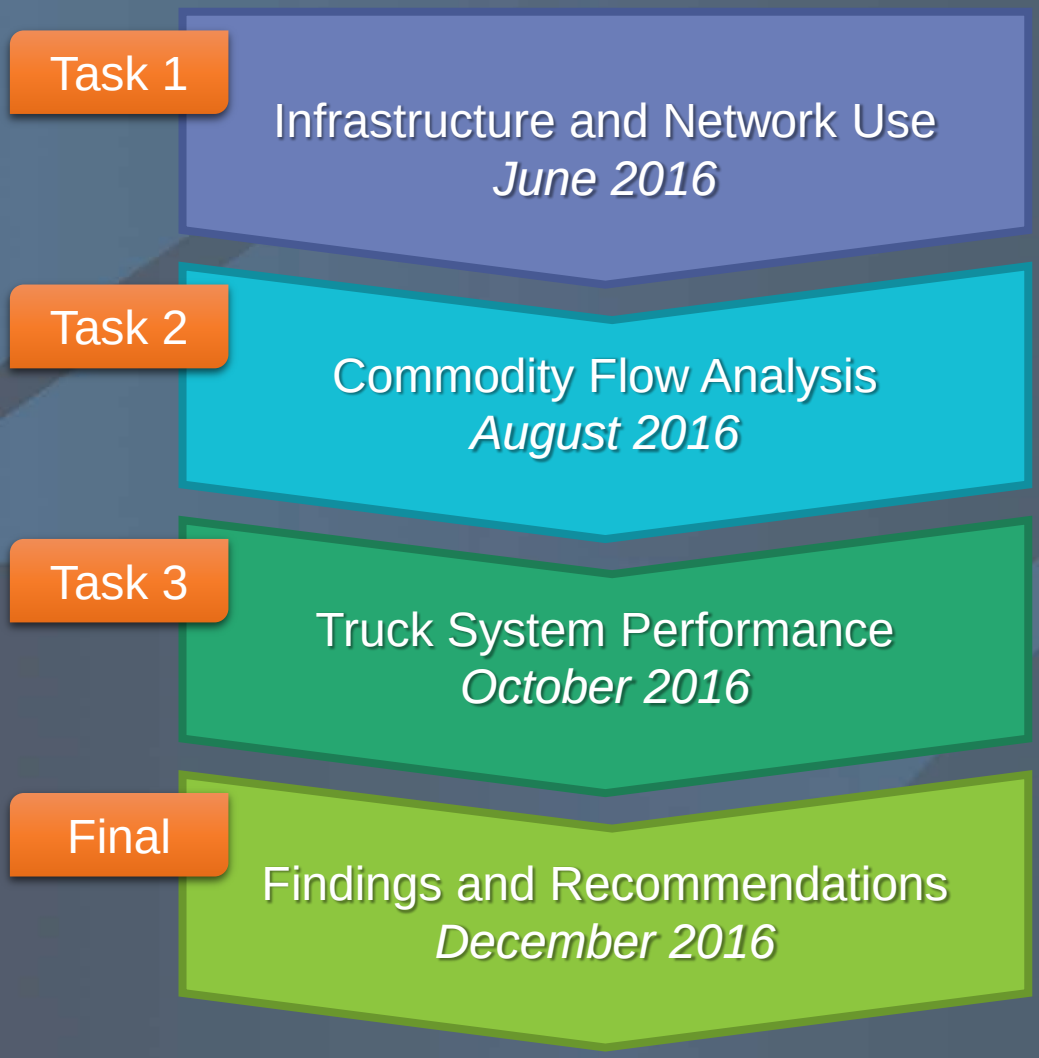
*Andreas Aeppli*

December 1, 2016

# Freight Study
## Goals

- How does freight move in Hennepin County?
  - » What are the primary origins, destinations, routes, and clusters of freight and freight-generating activity?
- What are the key freight trends?
  - » Who is using the system now, and what changes can be expected in the future?
- How does the County's freight system perform?
  - » What actions can the County take to support efficient freight movement?

# Freight Study
## Scope and Schedule



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# Stakeholder Outreach

- Public Sector
  - Metropolitan Airports Commission
  - Minneapolis Regional Chamber of Commerce
  - Greater MSP
- Motor /Integrated Carriers
  - Minnesota Trucking Association
  - Dart Transit Company
  - FedEx Ground
  - FedEx Express
- 3PLs
  - CH Robinson
  - Priority Courier Experts (Survey)
  - Midwest Motor Express, Inc. (Survey)
- Industry / Shippers
  - Target
  - Quality Bicycle Products
  - Cargill (Comments only)
- Rail
  - Minnesota Regional Rail Association
  - Twin Cities and Western Railroad

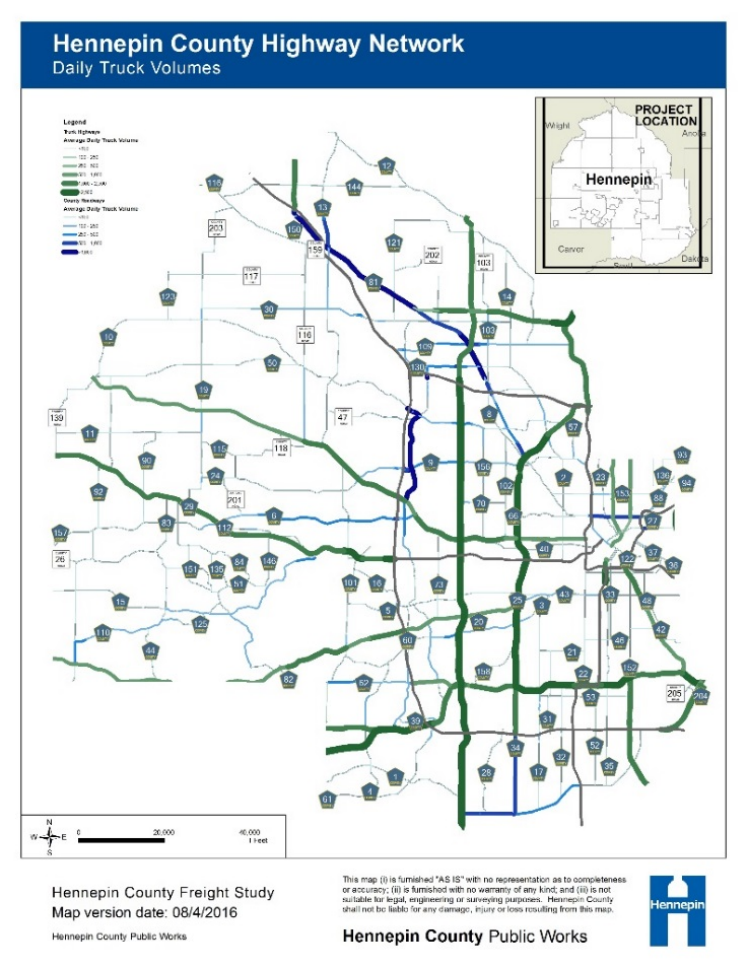
# Use of the County Freight System
## Stakeholder Policy Concerns

- Primarily national or state issues
  - » Labor shortages
  - » Safety regulations
  - » Truck size and weight limitations
  - » Truck tolling
- Key local concern is deindustrialization of the urban core
  - » Increasing development pressure
  - » “Highest and best” land use
  - » Mismatch between residents and jobs

# Collect Freight Data

- Collect and maintain freight data on the County system
  - » Future traffic counters should distinguish heavy trucks
  - » Prioritize data collection on bridge and infrastructure condition
- Coordinate with MnDOT and MetCouncil efforts
  - » Track freight performance in and around Hennepin County
  - » Supplement with County level data, as able
- Restudy the freight system on a periodic basis

# Use of the County Freight System
## Highways




- County highways provide through routes and first- and last-mile connections
- Heavy county road volumes
  - » Routes that parallel key state/interstate routes (CSAH 61 and 81)
  - » Routes near major lakes (CSAH 15, 19, and 110 – Lake Minnetonka)
  - » Routes that connect industrial and commercial centers (CSAH 1 - Old Shakopee Road)
  - » Urban routes - CSAH 153 (Lowry) and 66 (Broadway)



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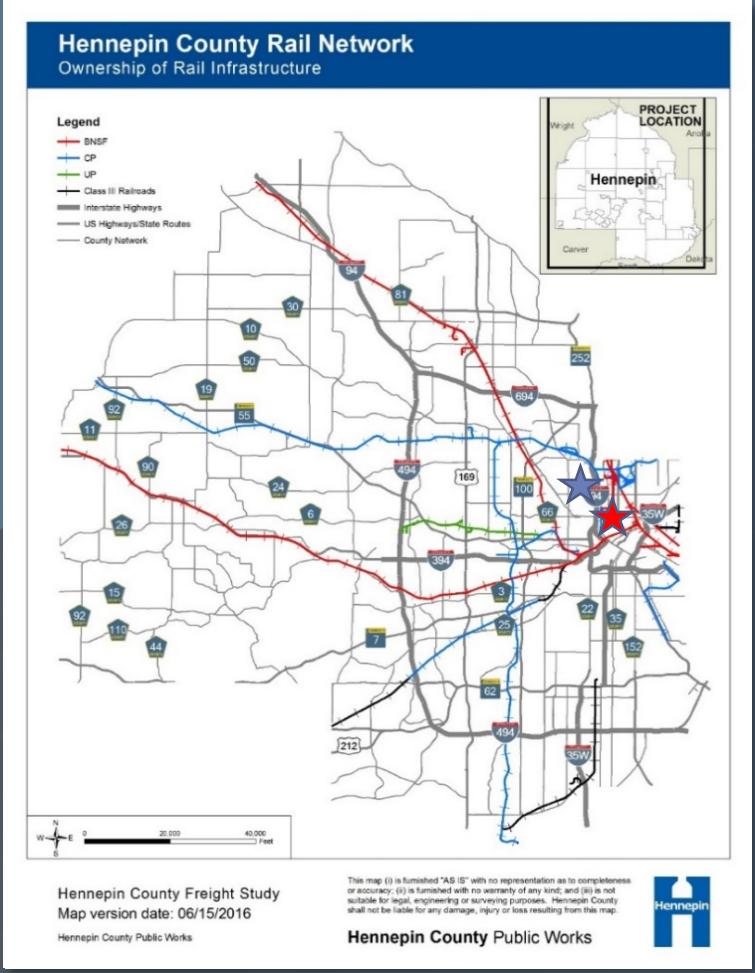
# Use of the County Freight System
## Rail




- 172 track miles of freight rail infrastructure in Hennepin County
  - » 90 percent owned by CP, BNSF, and UP
  - » Mainly through traffic
- CP's Humboldt and Shoreham railyards both served partially by County roadways
  - » Humboldt – CSAH 152, 57
  - » Shoreham – CSAH 153, 23



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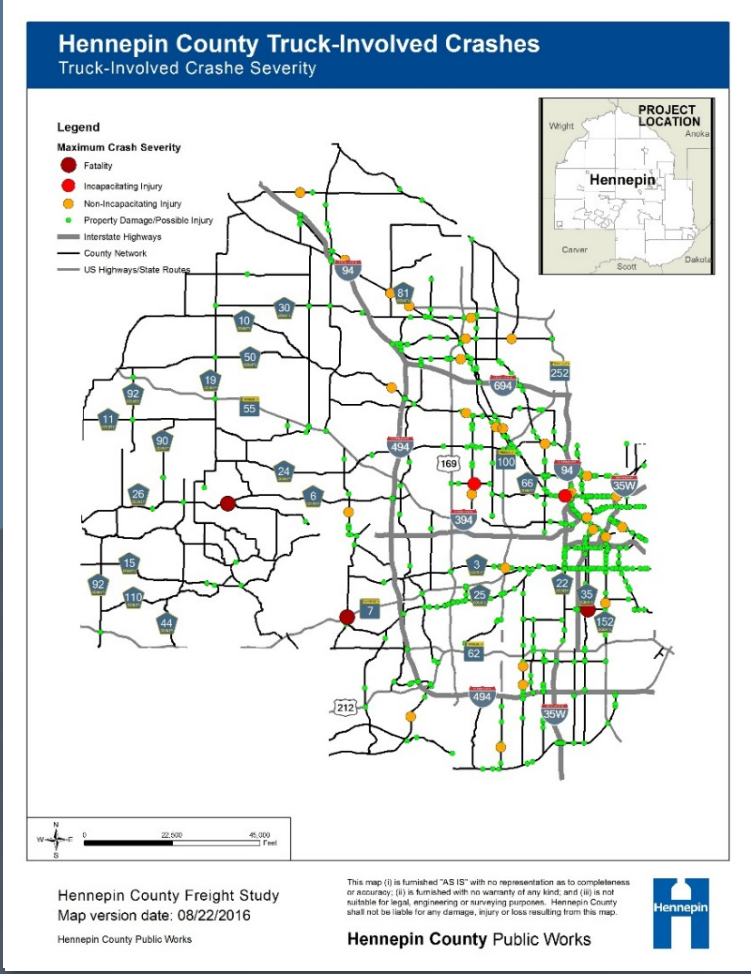
# Safety
## Truck Crashes




- 893 truck-involved crashes on County Highways (2010-2014)
  - » 4 fatalities and 208 persons injured
- Crash rates similar to the state as a whole
- Fatalities
  - » CSAH 6 (6th Ave) and 112 (Wayzata Blvd)
  - » CSAH 101 and TH 7
  - » CSAH 46 (East 46th Street) and 33 (Park Ave)



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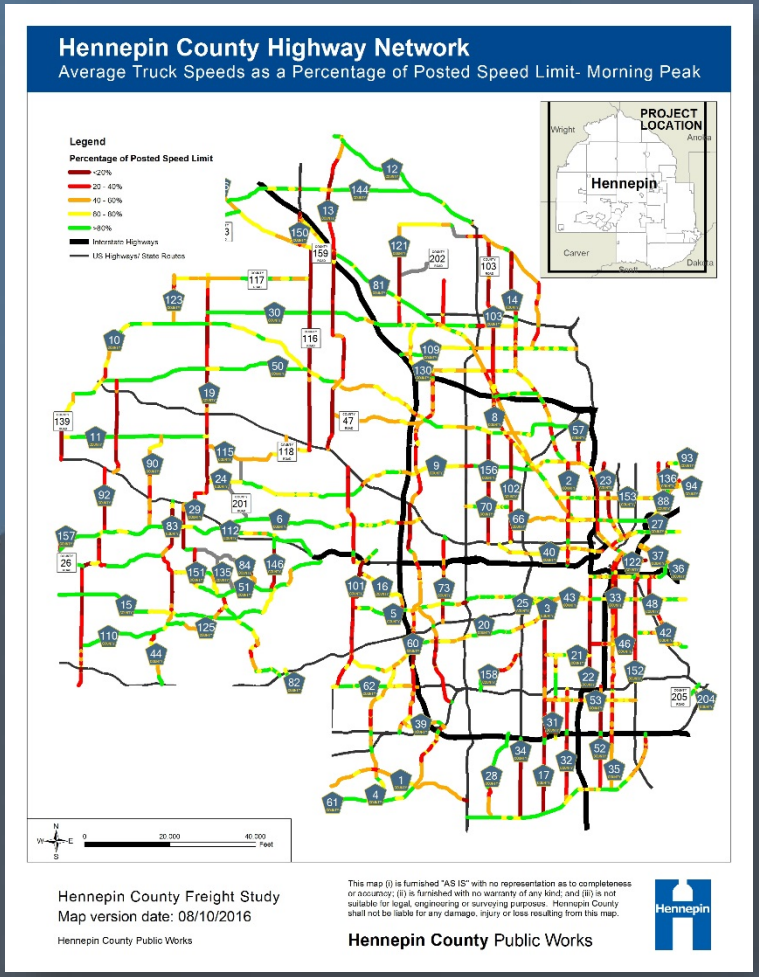
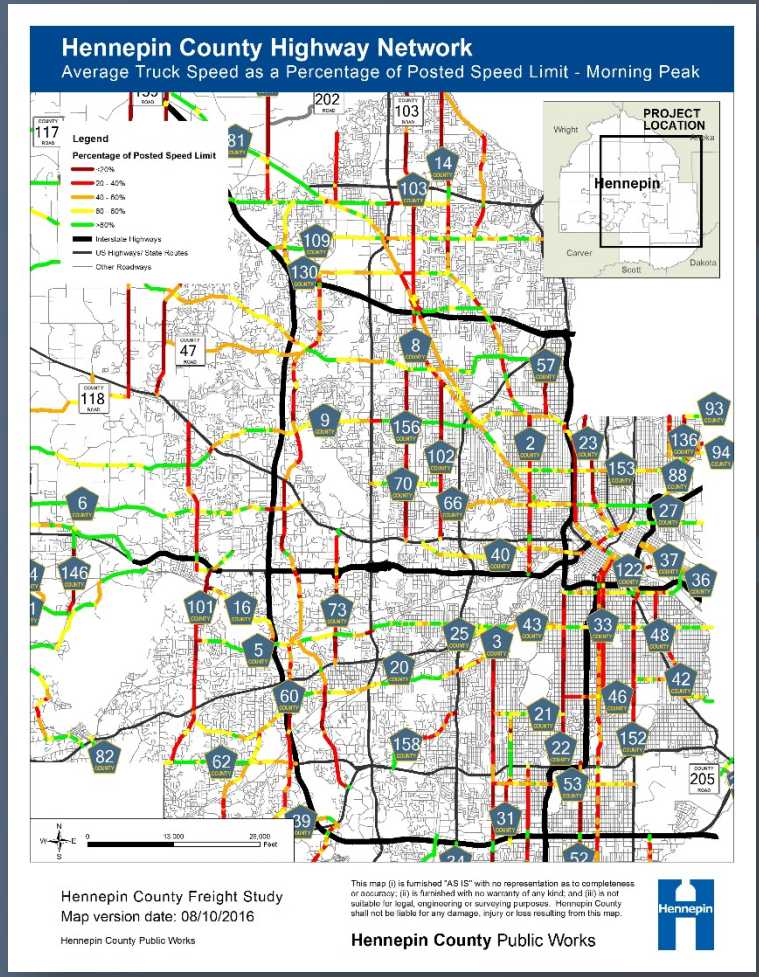
# County Highway Network
## Areas of Slow Truck Speeds



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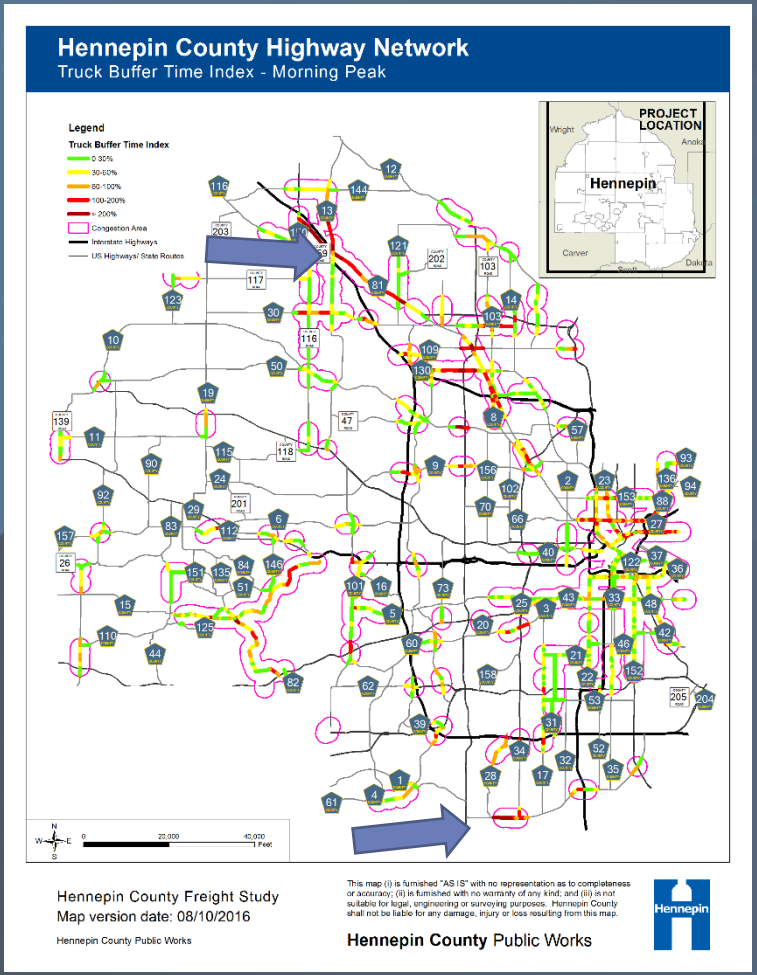
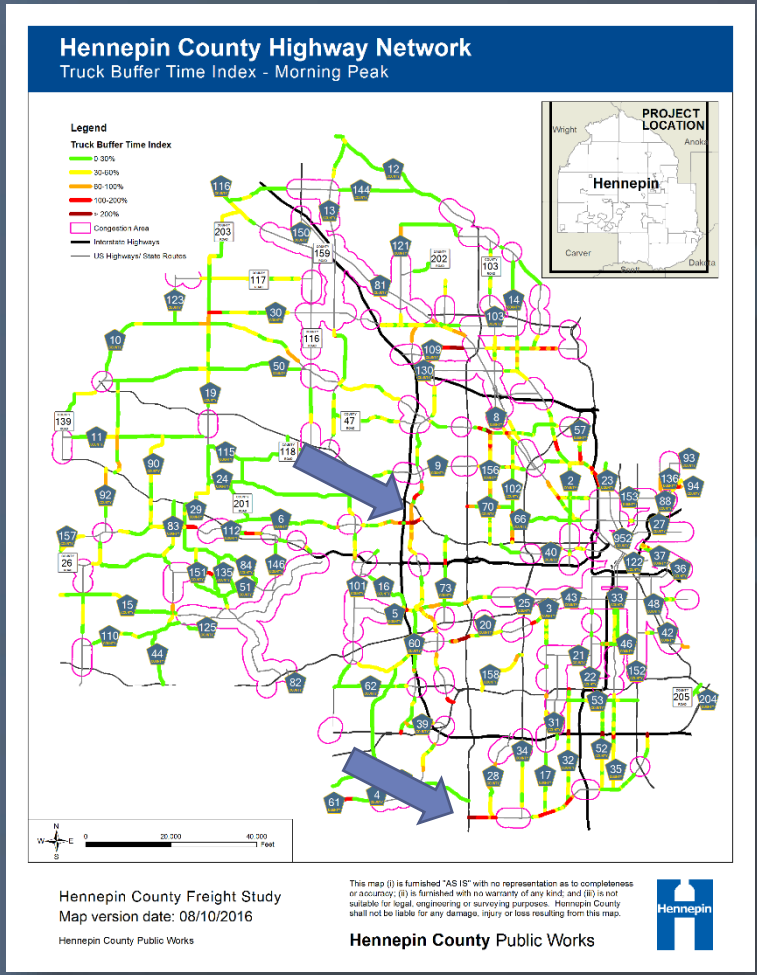
# Truck Travel Reliability
## Congested / Non-Congested Routes



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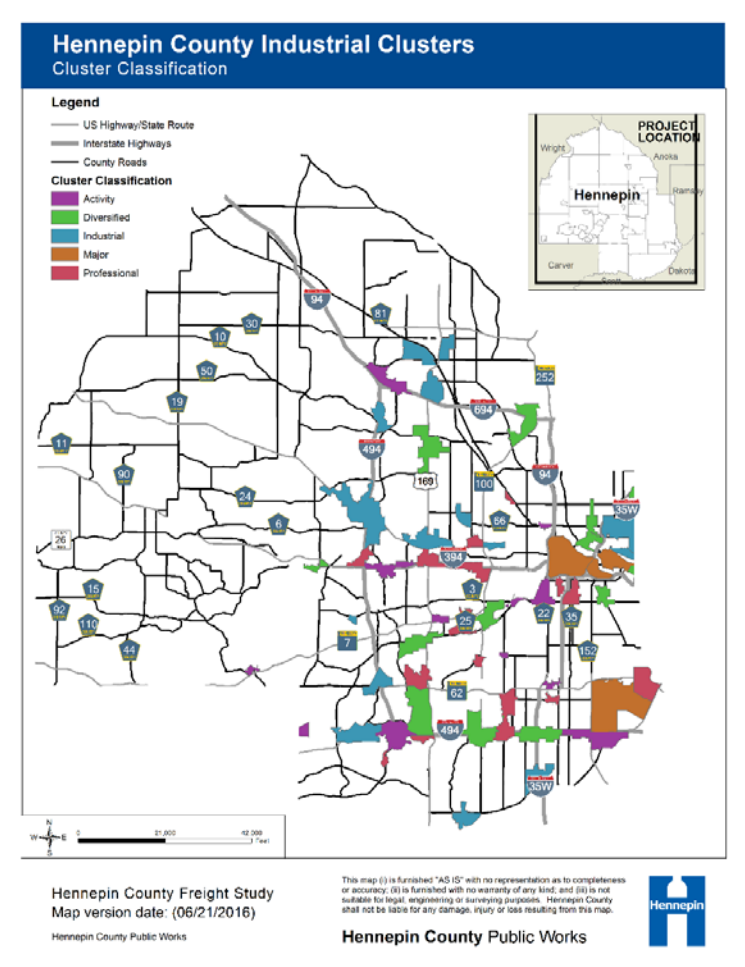
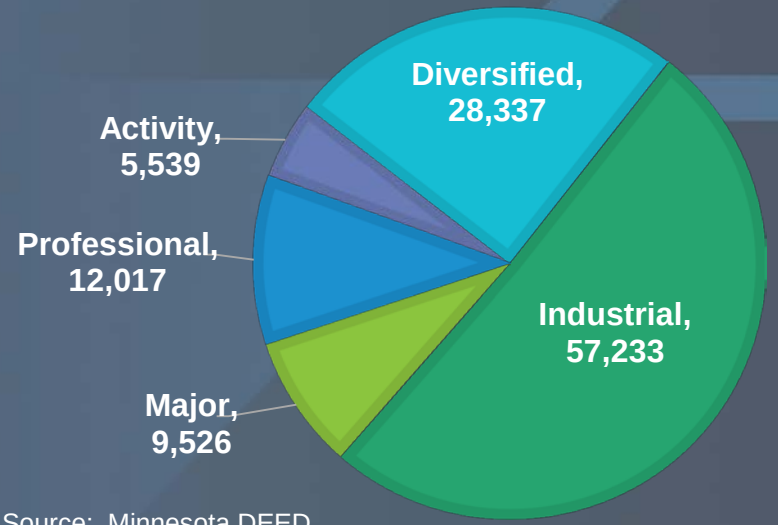
# Freight Generating Clusters




- 59 economic clusters (DEED)
- Industrial employers comprise 1,500 firms and 57,000 employees in the County

**Number of Employees by Cluster Type**




Source: Minnesota DEED.



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# Freight Performance Measures

- Identify and track freight performance on the County system
  - » Safety (truck crashes and fatalities/injuries)
  - » Mobility (truck volumes/congestion)
  - » System Performance (pavement condition/ obstacles)
  - » Economic Indicators (volumes/value of goods shipped)
- Specific County measures should
  - » Align with ongoing work by MnDOT and MetCouncil
  - » Track performance on County-owned roadways
  - » Provide information to support local decision-making

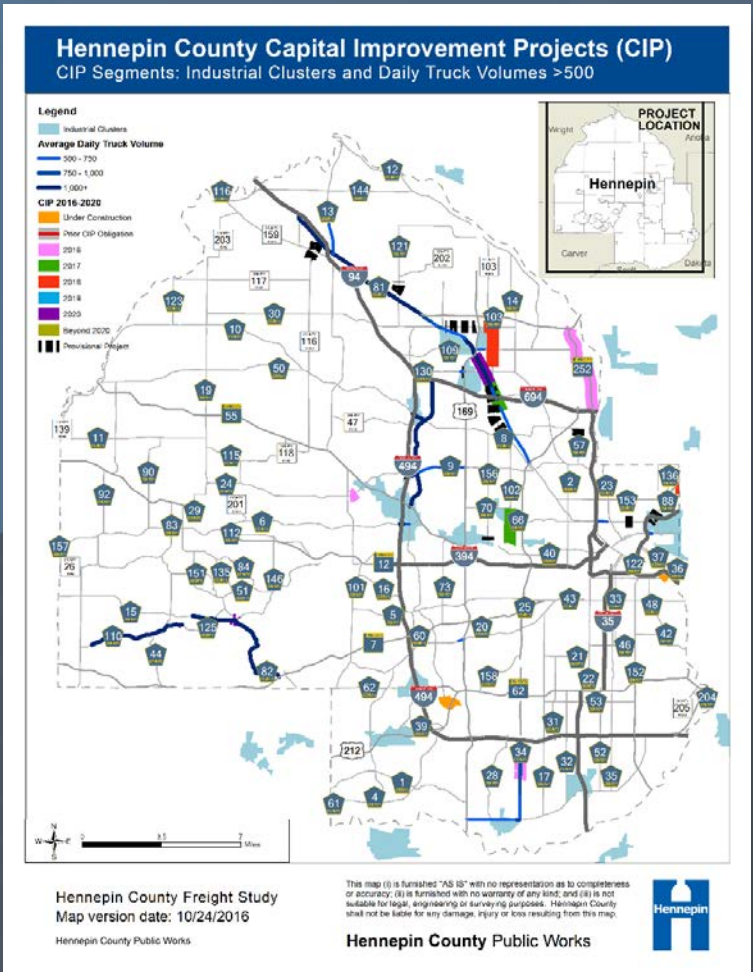
# Freight Performance Measures (continued)

- Draft U.S. DOT Freight Performance Measures
  - Percent of the Interstate System Mileage providing for Reliable Truck Travel Times
  - Percent of the Interstate System Mileage Uncongested
- MnDOT Freight Performance and Economic Indicators
  - Annual Hours of Truck Delay (AHTD)
  - Truck Reliability Index (RI80)
  - Heavy Commercial Average Annual Daily Traffic (HCAADT), by corridor
  - Truck/Rail/Port/Airport volumes and container lifts
- MetCouncil Priority Performance Measures for TPP (April 2016)
  - Key truck corridors (10 ton corridors)
  - Truck travel time index
  - Access of rail-accessible industrial land
  - Bridge and pavement condition

# Key Freight Study Themes

- **Ensure safety** of both freight and passenger transportation within and through the County through targeted policies and investments
- **Integrate freight** into County planning and project development, creating a culture that promotes efficient, effective, and safe movement of goods
- **Monitor performance** of the freight transportation system in a way that supports performance-based planning and effective investments
- **Cultivate partnerships** with public-sector agencies on freight and transportation related issues, creating a vehicle to advocate for the County's needs and contribute to projects benefiting Minnesotans in and out of the County
- **Support economic vitality** in Hennepin County through continued outreach, partnership, and support to businesses

# Identify and Prioritize Freight Projects




- 19 upcoming and 4 completed "freight" projects in 2016-2020 CIP
  - Within 1 mile of an industrial cluster
  - Truck AADT > 500



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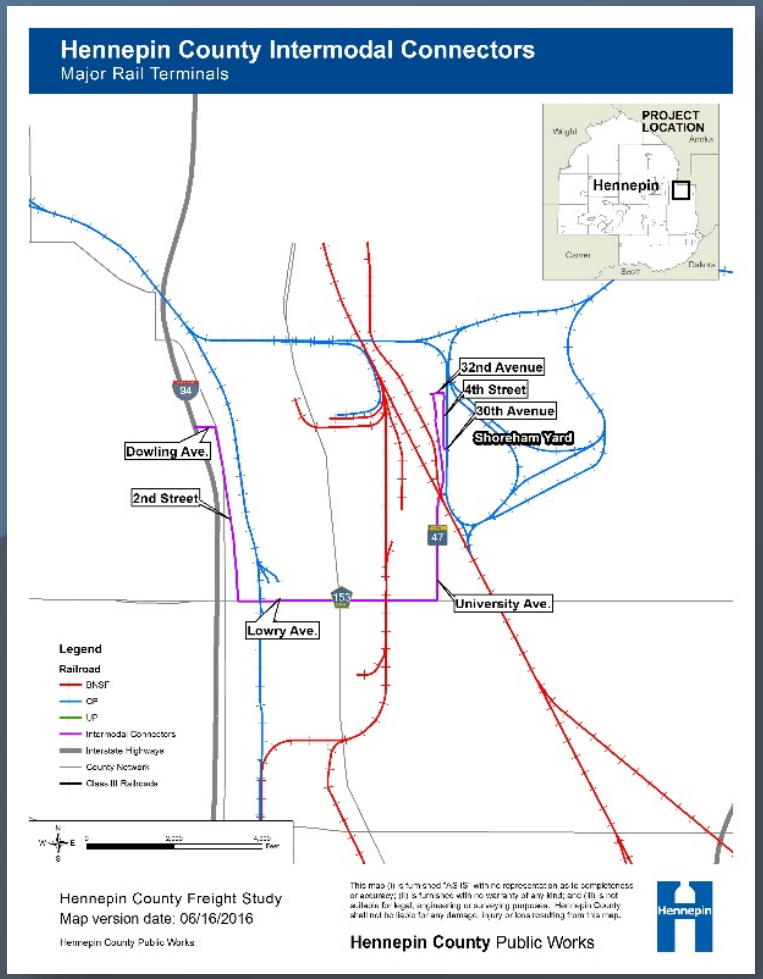
# Advocate for Freight Projects




- Articulate and support County priorities in MnDOT, MetCouncil planning and programs
- NHS Intermodal Connectors
  - » Shoreham Yard
    - N 2nd Street – N Lowry-University Avenue



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# Develop County Growth Strategy

- Freight intensive uses are moving out of the urban core into peripheral regions
  - » Can cause difficult policy decisions when development forces unplanned infrastructure improvements
  - » Increases congestion, truck and passenger VMT
  - » Disconnect between workers and jobs
- Top 10 freight bottlenecks are in Hennepin County (MnDOT)
- Hennepin County should work with its partner agencies to develop a comprehensive strategy to address these issues

# Design for Safe Freight Movement

## Land Use Conflicts

- "Good neighbor" policies
- Plan for increasing truck traffic in growing areas

## Design/ Streetscape Conflicts

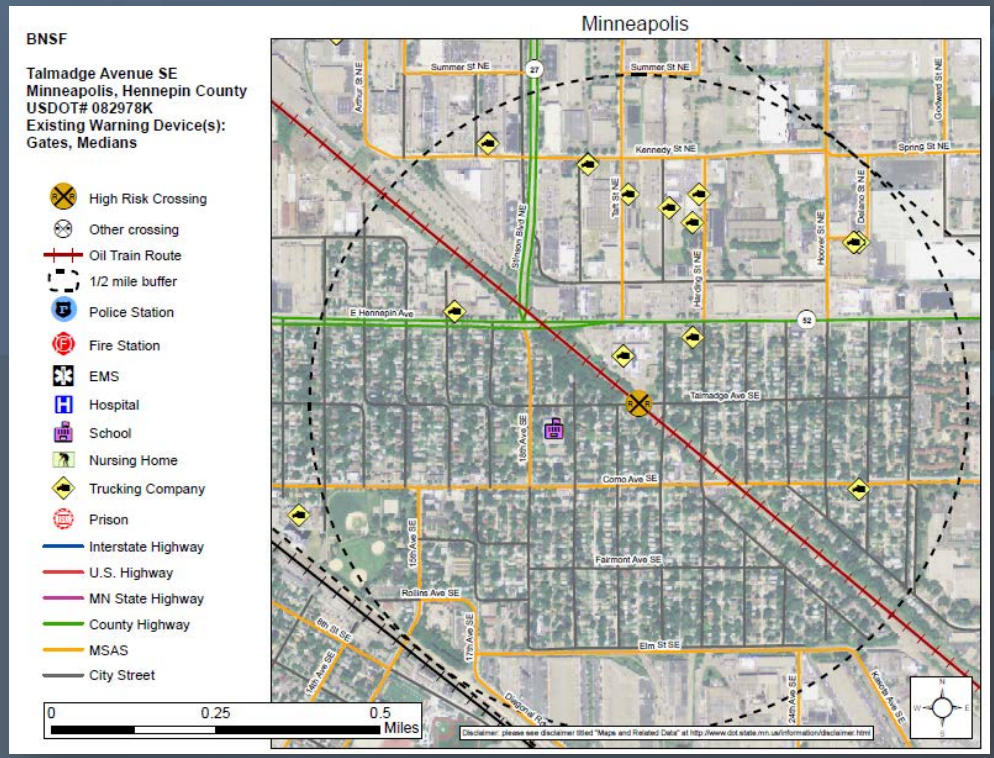
- Intersections that allow safe truck movements
- Rumble strips, center guardrails, wider shoulders/ turn lanes


## Transportation Operations Conflicts

- Designated loading zones and parking
- Signage and signal timing

# Upgrade Road/Rail Crossings

- Inventory road/rail crossings on County roadways with high freight volumes for truck mobility/safety issues, e.g., lane geometry and clearances
- Partner with MnDOT and MetCouncil to advance priority road/rail crossing improvements



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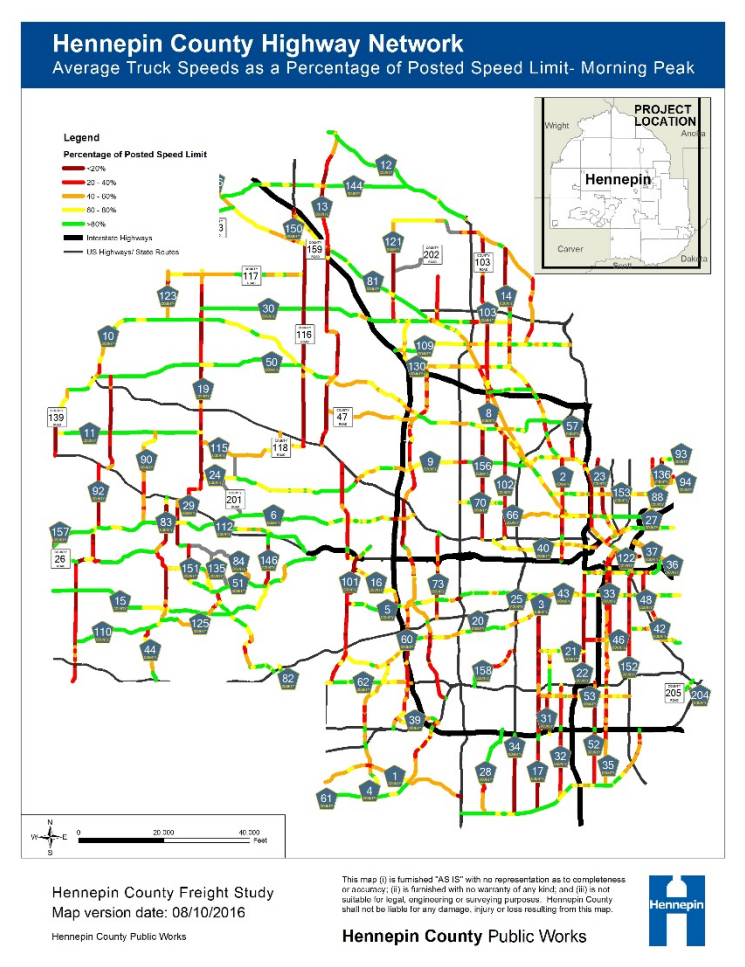
# Identify Areas for Future Study




- Corridor-level freight studies
  - » County 61 in Brooklyn Park
  - » County 116 (Rogers to Medina)
  - » State Route 100
    - MnDOT construction nearing completion
  - » US 169
    - Connects to major industrial clusters
  - » Bridge, clearance, and sign inventories
- Align freight with other planning efforts (within/outside County)
- Periodically update freight study



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# Concluding Thoughts

- Existing industry and freight-related growth provide both economic opportunity and strain transportation resources
- Dealing with freight will continue to be a challenge for all transportation agencies
- This study provides a foundation for Hennepin County to
  - Plan for and integrate freight into overall processes
  - Ensure safe and efficient freight transportation
  - Prioritize freight-related investments and programs necessary to support future economic growth
  - Increase data collection and monitoring of County roadways
  - Coordinate with MnDOT, MetCouncil, and County stakeholders on freight-related issues

# Metropolitan Council
# TRANSPORTATION PUBLIC PARTICIPATION PLAN

*Draft (updated May 2017)*

## Introduction

Public participation is an essential element of transportation planning in the Twin Cities metropolitan region. Because the region is growing and the people are changing, public participation will need to be more coordinated and deliberate. The Metropolitan Council's public engagement framework is outlined in *Thrive MSP 2040*, the Council's Public Engagement Plan, and the Transportation Policy Plan. Together, these policy documents set the tone and give overall policy direction for public participation in transportation planning.

This Transportation Public Participation Plan establishes a framework for the region's stakeholders to influence both long-term transportation policy development and short-term transportation programming. It details the methods and strategies that the Metropolitan Council will use to engage the wide range of stakeholders, from policymakers, to business interests, to residents of the region. It also identifies specific ways those stakeholders can connect to the decision-making process for transportation in the Twin Cities region.

This plan is also responsive to the guidance provided in federal law (23 §CFR450.316).

## Regional Policy Guidance

### *Thrive MSP 2040*

With *Thrive MSP 2040,* the Council has not only laid out a foundation on how programs and services will be administered to maintain the region's growth and prosperity, but also how engagement supports this with an outcomes-based approach. Required by state law, *Thrive MSP 2040* underwent a rigorous vetting process by the public through a comprehensive public participation process. Efforts to create the regional plan engaged a broad range of stakeholders, including community organizations and advocacy groups. The result of this engagement are the five outcomes and three principles of *Thrive MSP 2040*:

**5 Outcomes for the Twin Cities Region**

- **Stewardship** advances the Council's longstanding mission of orderly and economical development by responsibly managing the region's natural and financial resources and making strategic investments in our region's future.

- **Prosperity** is fostered by investments in infrastructure and amenities that create regional economic competitiveness, thereby attracting and retaining successful businesses, a talented workforce, and consequently, wealth.
- **Equity** connects all residents to opportunity and creates viable housing, transportation, and recreation options for people of all races, ethnicities, incomes and abilities so that all communities share the opportunities and challenges of growth and change.
- **Livability** focuses on the quality of our residents' lives and experiences in our region, and how places and infrastructure create and enhance the quality of life that makes our region a great place to live.
- **Sustainability** protects our regional vitality for generations to come by preserving our capacity to maintain and support our region's well-being and productivity over the long term.

**3 Principles to Guide the Metropolitan Council's Work**

- **Integration** is the intentional combining of related activities to achieve more effective results, leveraging multiple policy tools to address complex regional challenges and opportunities.
- **Collaboration** recognizes that shared efforts advance our region most effectively toward shared outcomes.
- **Accountability** includes a commitment to monitor and evaluate the effectiveness of our policies and practices toward achieving shared outcomes and a willingness to adjust course to improve performance.

The three principles are also significant to the Public Participation Plan in helping to guide regional transportation planning. Specifically, they are integrated throughout the participation plan to support the approach that:

- Reflects the interests and priorities of the diverse stakeholders of the Twin Cities transportation planning area – including residents, employers, policymakers, local government officials and staff, developers, and other interested stakeholders.
- Engages a cross-section of the transportation planning area's residents, including residents from all parts of the area and from a representative range of demographic characteristics (race/ethnicity/nationality, age, and income level).
- Transcends political differences and transitions by assuring robust participation by partners, stakeholders, and constituents.
- Promotes a regional approach to economic growth and competitiveness.

More information about *Thrive MSP 2040* can be found at http://www.metrocouncil.org/Planning/Projects/Thrive-2040/Thrive-MSP-2040-Plan.aspx.

### ***Public Engagement Plan***

Among the new elements called out in *Thrive MSP 2040* is the need for a more inclusive approach to engaging community – both individuals and the broader community at-large. In response, the Council created and implemented a Public Engagement Plan to establish principles and guidance for all Council outreach and engagement activities as a specific way to address equity in the region.

This Public Engagement Plan refocuses participation activities on the people of the region, rather than just the infrastructure we're planning for and building, or the traditional processes that may be commonplace, but don't necessarily engage certain communities effectively. It sets the tone for the Council on how to do business with the people throughout the region – namely the notion that the Council will come to the people, not make the people come to the Council.

Specifically, the policy sets the expectation that constituencies will be consulted prior to any outreach activities, to assure greater effectiveness in those efforts. Success will be measured against those expectations and plans that result from consulting with constituencies.

Transportation planning is not only about transit, roads, infrastructure and government. It also involves people — the involvement of the individuals who use regional transportation programs and services, and experience the impact of the transportation system; the people who live, work and enjoy recreation throughout the region. By facilitating this change, the public is empowered to rightfully take ownership of their communities. This knowledge of people's experiences with the system is gathered in an ongoing and iterative manner – conversations happen all the time, and sometimes informally, rather than being isolated to specific projects. As we gather information and learn, we work that knowledge and experience into the next effort.

In response, this Transportation Public Participation Plan focuses on building long-term relationships, which also include the expectation of ongoing communication (rather than self-contained projects that lack connection to the bigger picture). It is flexible to leverage opportunities for shared agenda-setting and meaningful engagement that might pop up in-between significant planning efforts.

The Public Engagement Plan has influenced the nuances of the participation plan by reinforcing the Council's commitment to engagement in all of its regional planning and to support outcomes that are equitable for all the region's constituencies. A key purpose

of the Council's engagement plan is to encourage change in how planning is perceived and shaped. The Council partners with people to jointly make decisions that impact the region.

The following principles are front and center when approaching outreach and engagement:

- Equity
- Respect
- Transparency
- Relevance
- Accountability
- Collaboration
- Inclusion
- Cultural Competence

The principles within the Council's engagement plan provide guidance to public participation in the transportation context to ensure that the region's diverse communities are represented and included in a meaningful way. These principles are simultaneously guided by *Thrive MSP 2040,* the state-required comprehensive regional plan.

The Public Engagement Plan was created collaboratively with community stakeholders. Community members wrote and structured significant portions of the plan and vetted related sections with community partners. Dozens of meetings with hundreds of comments led to the Council's policy. Constituencies in the public fundamentally influenced the content in the plan, and that policy significantly influences this Transportation Public Participation Plan, as well. Every day Council outreach staff are adapting methods to be responsive to community needs. That influence will continue throughout the process to implement the participation plan, as well.

For more information about the Public Engagement Plan, and to read more about the community members who participated in creating it, refer to http://www.metrocouncil.org/About-Us/Publications-And-Resources/Public-Engagement-Plan.aspx.

### ***Transportation Policy Plan***

The Transportation Policy Plan echoes the outcomes and principles that are outlined in *Thrive MSP 2040* and the Public Engagement Plan, and it serves as a building block for transportation planning for the metropolitan region. Participation from the public is essential to transportation planning and to the Transportation Policy Plan specifically. Together in partnership, the Council and the people of the region can build a

transportation system that provides a strong foundation for access and efficiency, yet also encourages flexibility as the region continues to change and grow.

Both state and federal law require the Council to draft and adopt the Transportation Policy Plan which is the regional vision for planning and developing the region's transportation system. The Transportation Policy Plan is updated at least every four years. It lays out a course of action to maintain and enhance our existing facilities, better connect people and communities, and provide more transportation choices that will make the region stronger and a better place to live, through six goals:

- Transportation System Stewardship
- Safety and Security
- Access to Destinations
- Competitive Economy
- Healthy Environment
- Leveraging Transportation Investments to Guide Land Use

## Guiding Principles for Public Participation

The following values and principles comprise the core of the participation plan and have helped shaped and guide both *Thrive MSP 2040* and the Public Engagement Plan.

- Regional planning and transportation planning are about people – we're building better communities for all of our region.
- People, businesses, and the broader community have a stake in the region's transportation decisions.
- Participation processes should facilitate discussion and dialogue about transportation impact on the natural and built environments.
- Participation in policy discussions and decisions should be meaningful and have impact in the appropriate contexts.
- Participation opportunities should be inclusive and assure groups traditionally underrepresented in regional policymaking are engaged.
- A variety of participation activities should be used to assure the process can be responsive to the needs of affected audiences and groups.
- Multiple methods will be used to capture public comments, including traditional methods (mail, phone) and emerging methods (email, online forums, and related opportunities).
- Information submitted will be summarized and communicated to participants and the general public, and its impact on the planning process will be tracked.
- Whenever possible, public meetings will be scheduled at times and in locations that are accessible by transit riders and people with disabilities, to avoid potential

conflicts with opportunities hosted by other units of government, in locations throughout the region to provide convenient/nearby access to the process, and at different times during the day and evening hours to accommodate a variety of work schedules.
- Opportunities will be promoted widely, both through the Metropolitan Council's channels, and also through organizations and agencies partnering with the Council on various planning and outreach efforts.

Public participation includes a broad range of activities geared to inform stakeholders, interested parties, and the public about a topic and to provide opportunities for the public at-large, as well as specific stakeholders, to participate and engage in the processes used to create policies. Technology is increasingly used to connect with audiences, and the rapidly changing nature of technology means new methods and communications channels become available regularly. Processes will use technology methods and capture emerging technologies when appropriate, including visualization techniques. However, technology will not replace in-person engagement methods, though it may be used to enhance in-person engagement.

## Transportation Public Participation Process and Strategies

The Council strategically approaches public participation to meet the needs of the region. It is important to reach out to stakeholders from all backgrounds and perspectives to have well thought out policies that benefit everyone. Public participation is done holistically and comprehensively with the practice of collaboration and inclusion (both are principles of the Public Engagement Plan, as stated above).

### *Stakeholder Engagement*

Partners in local and state government have a key role in helping to shape the work of the Council and are pulled in at early stages of engagement – especially to help plan and shape participation methods. Specific constituencies include:

- Residents of the region – including drivers, bicyclers, pedestrians, and transit users
- Elected officials and staff of counties, cities, the state and other relevant public agencies (Minnesota Department of Transportation, Minnesota Pollution Control Agency, Metropolitan Airports Commission)
- Freight interests (including ports, shippers, freight transportation services)
- Business interests (employers and employees)
- Organizations that represent public transportation employees, private transportation, and commuting programs (carpooling, vanpooling, parking and transit benefit programs, telework, etc.)

- Interests historically underrepresented in regional planning efforts (communities of color, cultural communities, the disability community)

When applicable, the Council will also engage agencies that represent rural parts of the region, as well as urban centers. Agencies with expertise in areas such as land use and multi-modal solutions, identified in the Transportation Policy Plan as regional goals, are also engaged.

Constituencies who have not been historically engaged in policy dialogues with the Council will be intentionally included in engagement. Outreach activities actively seek out the involvement of underrepresented communities to open up opportunities for involvement and giving feedback. This can be done by targeting public information toward these groups and conducting special outreach to invite more participation in the future.

Building new relationships in non-traditional groups for the Council is an ongoing effort. At the same time, it is important to leverage the relationships that are already established in order to cultivate long-lasting connections. One example of this kind of partnership is the Council's Community Engagement Steering Committee, where work is being done to improve community engagement with ELL and immigrant populations. A second example is the Council's Equity in Place initiative where the focus is place-based equitable development.

## ***Strategies***

The strategies identified below reflect commonly used public participation methods in transportation planning. Outreach and public involvement are valuable activities that can engage stakeholders, underrepresented constituencies and newer audiences in shaping the region-wide transportation system.

1. Creating background information for posting on web sites, and for use in fact sheets, handouts, and other materials.
2. Convening stakeholders for discussion around large topics of regional scale.
3. Sponsoring listening sessions, workshops or conferences to feature policy aspects and promote topic-based policy discussions on plan content.
4. Using social media to connect constituencies to planning efforts and promote involvement – both for two-way discussion and one-way push marketing. Includes using interactive techniques (such as crowd-sourcing and visual wiki-mapping) to gather data and facilitate feedback.
5. Designing and disseminating informal surveys – use social media, electronic mailing lists, idea-gathering platforms and websites to ask questions and promote discussion spaces.

6. Utilizing online interactive engagement tools with abilities to crowdsource or generate surveys; interactive online maps and visualization which support features such as layering, videos, creating markers and providing feedback. (Related to social media methods.)
7. Offering forums, including online forums, to elicit stakeholders' and communities' ideas and perspectives on regional issues, projects and initiatives.
8. Developing special events to announce, highlight or kick-off an issue, discussion, project, initiative or news event.
9. Offering open opportunities to learn about the project, through open houses, meetings/tours/receptions specific to locations that interest the public, or other experience in order to highlight an initiative, project or facility.
10. Soliciting in-depth information by hosting focus groups or small-group discussions about issues, activities or public perceptions from stakeholders.
11. Update existing foundational planning documents (including the Transportation Planning and Programming Guide and the Transportation Policy Plan) to reflect lessons learned through engagement strategies.
12. Include engagement guidance in Work Program for the Transportation Policy Plan, and specific expectations for items funded through the Unified Planning Work Program.

A mixture of several or all of these strategies will be used in every effort, as is appropriate for the specific audiences and constituencies. A specific plan of activities will be created for each effort that reflects the broader goals, strategies, and tactics of this Public Participation Plan. Those plans will be posted online and communicated widely to clarify for constituencies how and when they can participate.

## ***Public Comment and Promotion***

State and federal law require formal public comment processes for specific short-term and long-term planning efforts. The public comment period is designed to more formally involve people in the transportation planning process. These formal comment processes generally occur at the end of an effort, as a final opportunity to lend voice and feedback to decisions.

When a public hearing is involved in the process, it unfolds as follows:

- Council policy requires Council action to set hearing dates at least 45 days before a public hearing occurs. State law requires 30 days notice, and this accounts for that time.

- A public notice is placed on the Council's website, and in a newspaper of regional circulation to formally announce public meetings/hearings and how to comment.
- A news release is issued to the following major and niche outlets:
    - Major metro-wide circulation daily newspapers/related daily Web news outlets
    - Public policy websites and news sites
    - All television stations in the metro area
    - All radio stations in the metro area
    - Online and printed publications with non-daily production schedules
    - Ethnic news organizations (newspapers, online sites, radio)
    - Other niche audience publications
- Other optional promotional activities are also used:
    - Paid Web advertising
    - Paid Facebook advertising
    - Earned promotion through various partner organization newsletters, websites, and publication channels (typically community organizations that represent a specific, hard-to-reach or general audience).
    - An informational news article is posted on the Council's website that includes the nature of the decision and how people can get involved. This article is distributed through the Council's online and print newsletter, as well as social media channels.
- Proactive engagement with key constituencies to assure they are aware and can participate in the process – this is broad for large-scale regional discussions and more targeted for specific, smaller-scale conversations.
- The Council collects public comment through the Website, via email, via traditional mail, and via recorded phone message. Oral and written testimony is received via public hearing. A report is created at the close of the process, and that information is shared publicly and with the Council for decision-making.
- State law requires a public comment process to remain open for 10 days after a public hearing. Public comment processes are never closed on a weekend day.

Specific efforts, identified in the tables below, may have slightly different public processes. They are noted there.

### ***Effort-Specific Strategies for Transportation Plans and Programs***

| **Transportation Policy Plan** |
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| The Transportation Policy Plan sets policies and investment guidance for the regional transportation system, based on the goals and objectives in Thrive MSP 2040, the region's |

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| development guide. The transportation plan is one of three major systems plans that result from Thrive MSP 2040. It also responds to federal planning guidance provided in the Moving Ahead for Progress of the 21st Century Act, known as MAP-21.<br><br>The Transportation Policy Plan reflects a combination of technical analysis and policy discussion. The plan builds on Thrive MSP 2040 and its extensive public engagement process, on previous regional transportation plans, studies of significant regional transportation issues, discussion and feedback from policymakers throughout the region, and ideas and feedback from other regional stakeholders. | |
| Public Participation Strategies | Every transportation-related planning study has an engagement component. That feedback and guidance also influences any updates to the regional transportation policy plan.<br><br>The standard Council public comment/promotion process identified above applies to the Transportation Policy Plan update process. In addition, the Council will do the following:<br><br>1. Include any transportation-related feedback and guidance from other regional planning activities, including Thrive MSP 2040 (regional development guide) and transportation corridor planning and implementation. Utilize this information in creating any public participation plans<br>2. Develop outreach and engagement plan for the region, in consultation with stakeholders<br>• Create interactive web-based engagement tool that will allow users to provide feedback and discussion<br>• Conduct stakeholder meetings that target a broad swath within the community including businesses, council districts and community based coalitions; conduct one-on-one meetings if necessary<br>• Partner with research groups, transportation experts and urban planners within government and the community to gather information and data on needs assessments and current trends<br>• Performance-based workshops<br>• Focus groups and/or listening sessions<br>3. Promote the plan using the Metropolitan Council's website, Twitter, Facebook, and printed materials; include online information and notices, interactive online visualization and mapping tools (for illustration and facilitating tradeoff discussion), opportunities for public comment, media releases, web and media strategies<br>4. Engage TAC/TAB members, council members and other stakeholders early in and throughout the process of preparing a draft plan for public review to provide guidance to the existing plan |

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| | 5. Engage TAC/TAB, council members and representatives from local government during the execution of engagement plan<br>6. Create specific stakeholder/policy-maker advisory groups to guide policy development in the plan, where necessary<br>7. Include engagement plan with Work Program to establish expectations for upcoming planning studies.<br>8. Identify key issues, provide context to them, and communicating progress toward related policy to stakeholders, such as those for the 2018 update:<br>• Autonomous vehicles<br>• Performance measurement<br>• Investment (rehab) and mobility in developed urban highway corridors (I-94 project)<br>• Equity and environmental justice<br>• Investment strategy (all modes) |
| Decision-making Roles | Technical Advisory Committee (Planning), Transportation Advisory Board, Equity Advisory Committee, Transportation Accessibility Advisory Committee, the Metropolitan Council |

| **Regional Solicitation**<br>The Regional Solicitation is a process that allocates federal transportation funds to locally initiated projects to meet regional transportation needs. The Council, as Metropolitan Planning Organization, works with the Transportation Advisory Board to review and allocate these funds, using an objective, data-driven, transparent process. Project selected through the Regional Solicitation also end up in the Transportation Improvement Program (TIP). Funds are typically awarded on a two-year cycle. Specific constituencies include the Minnesota Department of Transportation, counties, school districts, and cities in the region. | |
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| Public Participation Strategies | 1. Promote availability of Regional Solicitation funds via the Web, newsletters, email distribution lists, social media.<br>2. Provide general information about Regional Solicitation process and types of projects included.<br>3. Create informational news articles for the Council's website on projects chosen through the Regional Solicitation process.<br>4. Use online mapping and visualization techniques to display projects and illustrate scope and type of project.<br>5. Coordinate media outreach, in collaboration with local officials, to media outlets that cover specific geographic areas throughout the metro area. The goal of this outreach is to highlight projects throughout the region, educate about the federal funding processes, and provide an opportunity for local communities to share their projects. |

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| | **Future process work**<br><br>The Council will collaborate with the Transportation Advisory Board and its Technical Advisory Committee to more actively engage communities in the region around the projects chosen through the Regional Solicitation process.<br><br>1. Gather information from local communities about their engagement processes related to projects submitted for funding through the Regional Solicitation.<br>2. Provide technical assistance for engaging local constituencies about projects.<br>3. Investigate including engagement-related elements to a future Regional Solicitation application process. Create related performance measures for assessment.<br>4. Integrate this work with the potential workgroup identified in the TIP section below.<br><br>In addition, the Council will highlight completed projects funded through the Regional Solicitation process. The Council will use visualization techniques on its website. It will also create a standard template to highlight each project in a way that can be printed. |
| Decision-making Roles | Minnesota Department of Transportation, Metropolitan Pollution Control Agency, Technical Advisory Committee (Funding), Technical Advisory Committee (Planning), Transportation Advisory Board, Metropolitan Council |

| **Transportation Improvement Program**<br>The TIP is a staged, four-year, multimodal program of highway, transit, bicycle, pedestrian and transportation enhancement projects and programs proposed for federal funding throughout the seven-county metropolitan area. The TIP is a federally required document that reflects funding available and reasonably anticipated (fiscally constrained). The Metropolitan Planning Organization is required to prepare the TIP as a short-range programming document that complements the long-range transportation plan. The Council prepares the TIP in cooperation with the Minnesota Department of Transportation. The TIP includes federal funds allocated through the regional solicitation process, and federal formula funds programmed by the Minnesota Department of Transportation, the Council and transit providers. | |
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| Public Participation Strategies | The standard Council public comment process applies to the Transportation Improvement Program. A standard 45-day comment process applies. A 21-day comment process is used for any proposed amendments to the TIP. The following additional items will take place for the next few cycles: |

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| | 1. Investigate what engagement process works best for the Transportation Improvement Plan. Tactics include but are not limited to:<br>• Ask applicants from the Regional Solicitation why a project was chosen to be included<br>• Ask local agencies about project engagement at the local level<br>• Recommend support for project engagement at local level and for TIP<br>2. Conduct in-depth discussions among Council Communications and MTS staff regarding engagement strategies for the Transportation Improvement Plan<br>3. Create a work group consisting of Technical Advisory Committee/Transportation Advisory Board members, members of partnering agencies and other key stakeholders with the purpose of developing an engagement plan during the next Regional Solicitation revision<br>4. In publishing the TIP, use accompanying resources to visualize projects and region-wide impact. |
| Decision-making Roles | Minnesota Department of Transportation, Metropolitan Pollution Control Agency, Technical Advisory Committee (Funding), Technical Advisory Committee (Planning), Transportation Advisory Board, Metropolitan Council |

| **Unified Planning Work Program** The Unified Planning Work Program is a federally required program that details and describes proposed transportation and transportation-related planning activities in the metropolitan area. The UPWP is a critical document in the planning and policy work of the Council as it also serves as the application for transportation planning funds from the U.S. Department of Transportation. The UPWP is prepared annually and describes metropolitan-area transportation planning activities being undertaken by four agencies: the Metropolitan Council, the Minnesota Department of Transportation, the Minnesota Pollution Control Agency and the Metropolitan Airports Commission. | |
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| Public Participation Strategies | 1. Work with the Minnesota Department of Transportation, Pollution Control Agency, Metropolitan Airports Commission and Transportation Advisory Board about the process of the Unified Planning Work Program; develop an outreach and engagement plan with help from partners and constituencies.<br>2. Include guidance for anticipated engagement strategies for projects included in the work program.<br>3. Develop online tool to obtain feedback from the public on what priorities the Met Council as an MPO should include in their work plan.<br>4. After draft of budget and work plan is completed, open up for public comments. |

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| | 5. Apply standard promotional process to work plan. |
| Decision-making Roles | Technical Advisory Committee, Transportation Advisory Board, Equity Advisory Committee, Metropolitan Council |

| **Air Quality Conformity Determination**<br>The Federal Clean Air Act Amendments passed in 1990 stipulate that transportation plans, programs, and projects in non-attainment and maintenance areas must undergo an air quality conformity analysis. The U.S. Environmental Protection Agency designates the seven-county metropolitan area and a developed portion of Wright County adjacent to the metropolitan area (along U.S. Highway 10 and I-94), as a maintenance area for carbon monoxide emissions. Therefore, transportation plans, projects, and programs are subject to air quality analysis. | |
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| Public Participation Strategies | 1. Recruit air quality and environmental experts onto the Minnesota Interagency Air Quality and Transportation Planning Committee; identify key issues, providing context to them, and communicating progress toward related policy to stakeholders, interested parties, and the general public<br>2. Analysis<br>3. Conduct public comment<br>4. Apply standard promotional process |
| Decision-making Roles | Technical Advisory Committee (Planning), Transportation Advisory Board |

| **Transportation Public Participation Plan (and effort-specific plans)**<br>This Transportation Public Participation Plan establishes a framework for the region's stakeholders to influence both long-term transportation policy development and short-term transportation programming. It details the methods and strategies that the Metropolitan Council will use to engage the wide range of stakeholders, from policymakers, to business interests, to residents of the region.<br><br>Plans for specific planning studies and related transportation planning efforts will also be created, consistent with this plan. | |
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| Public Participation Strategies | 1. Engage affected constituencies in determining specific goals, strategies, and effectiveness measures<br>2. Create draft for feedback from constituencies (including advisory committees identified below)<br>3. Publish draft and release for public comment; a standard 45-day comment process applies<br>4. Apply standard promotional process<br>5. Compile public comment and revise; conduct second public comment review if revisions are significant |

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| | 6. Conduct annual evaluation of plan effectiveness; Include specific evaluation of effort-specific plans |
| Decision-making Roles | Technical Advisory Committee (Planning), Transportation Advisory Board, Equity Advisory Committee, Metropolitan Council |

## Evaluation of Effectiveness

Public participation in transportation planning is measured against the outcomes, goals and principles of *Thrive MSP 2040*, the Transportation Policy Plan and the Public Engagement Plan in order to evaluate their effectiveness and ultimately, their impact on how planning and policy will be shaped. Methods that satisfy these measurements are the ultimate goal of public participation in transportation planning.

The public participation activities for transportation planning should achieve the following outcomes:

1. Provide policy details consistent with the overall vision included in the *Thrive MSP 2040* plan and the Transportation Policy Plan where relevant.
2. Employ practices consistent with the *Thrive MSP 2040* Outreach and Engagement Plan.
3. Build upon relationships and partnerships identified in the *Thrive MSP 2040* Outreach and Engagement efforts.
4. Support the key goals identified in the *Thrive MSP 2040* Outreach and Engagement Plan (as stated in this document).
5. Engage transportation stakeholders as identified in the Transportation Policy Plan.

It's also important to note that evaluation and engagement are ongoing activities. Evaluation will take place after each effort – and aggregate review will take place semi-annually. Typically evaluation will take place through participant survey. Results are iterative and built into the next relevant engagement effort. While there are baseline measures of effectiveness and satisfaction with transportation efforts, the results of those measures should support the integration into future planning and participant ownership of the process, rather than merely using volume as a measure of success or reporting quantities of participants.

All public planning efforts are relevant to an audience. Public outreach and engagement efforts identify those key audiences and the methods that will be used to authentically convene and include voices from those audiences. Authenticity requires providing space for all feedback – whether perceived as positive or negative – to support the

ultimate decision-making process. Relevance sometimes stirs controversy and it is the role of government to provide opportunities for all viewpoints to be raised and included. Particularly where controversy exists, effectiveness will be measured in terms of whether the range of viewpoints were included and individuals felt respected and valued.

Authentic engagement is an evolving cycle that will lead to success when lessons are learned and the opportunity to foster involvement occurs. Below are some methods (which can either be qualitative or quantitative) for evaluating the effectiveness of public participation in transportation planning in order to achieve the goals stated above:

| Goal/Outcomes | Policy | Method of Evaluation of Effectiveness |
|---|---|---|
| Consistency with overall vision, outcomes and goals | *Thrive MSP 2040*, Transportation Policy Plan | • Final reports that include data on the process of public participation<br>• Case studies or project overviews are included in the Transportation Policy Plan to highlight the work that achieves these goals<br>• Staff evaluation of data to compile a "lessons learned" narrative of the overall engagement method |
| Engagement was executed using practices and principles that are collaborative in nature and includes many perspectives of the region | *Thrive MSP 2040*, Public Engagement Plan | • Method engaged underrepresented communities throughout the region<br>• All meetings are scheduled to meet the needs of community<br>• Online engagement tools and other products are accessible to everyone |
| Building new relationships and leveraging existing ones | *Thrive MSP 2040*, Public Engagement Plan | • Existing relationships with partners and stakeholders are deepened with the Council<br>• New relationships are formed within transportation and other sectors |
| Augment and amplify outreach and engagement goals | *Thrive MSP 2040*, Public Engagement Plan | • Integrate outreach and engagement goals into public participation plans that are measurable and transferrable to other transportation policies |
| Stakeholders are integrated with | Transportation Policy Plan | • Local government, other planning agencies and community-based |

| Goal/Outcomes | Policy | Method of Evaluation of Effectiveness |
|---|---|---|
| deliberation in engagement | | transportation organizations are involved in engagement planning and determining specific measures by creating work groups or subcommittees<br>• Local government, other planning agencies and community-based transportation organizations take a more interactive role in facilitating and participating in participation and engagement opportunities |

Other measures that may be used to evaluate the effectiveness of public participation are:

- Number of people participating in public involvement activities
- Number and diversity of organizations participating in transportation planning efforts
- Number of individuals who participate in transportation-related online discussions; depth of participation in discussions (based on measurable activities)
- Percentage of county, city and township governments whose staff and/or policymakers participated in transportation planning efforts
- Earned media related to transportation planning efforts (and comparisons, as available)

***Advisory Bodies***

The Council's advisory bodies provide key opportunities for stakeholder participation. They allow members, representing a cross-section of key stakeholder groups in the region, to help shape regional transportation plans and policies. The Council appoints members of the general public, local elected officials, professionals with technical knowledge and experience, or representatives of statute-identified groups, according to the responsibilities of particular advisory bodies. Advisory bodies may conduct studies, recommend action to the Council's standing committees, and/or provide expert advice.

1. **Transportation Advisory Board (TAB)**: The TAB works in conjunction with the Council to distribute federal transportation funds and set regional transportation policy. The TAB consists of 34 members: 10 elected city officials; 1 member from

each county board in the metropolitan area; the Commissioner of the Department of Transportation; the Commissioner of the Pollution Control Agency; one member of the Metropolitan Airports Commission; one member from the Suburban Transit Association; one person appointed by the Council to represent non-motorized transportation, one member representing the freight transportation industry, two members representing public transit, one “citizen” representative from each Council district (for a total of eight), and one Council member. The TAB chair is appointed by the Council from among the 34 members. The TAB works closely with the Council, reviewing, commenting on and coordinating transportation planning and programming activities. A key responsibility of the Council’s TAB is to solicit and evaluate project applications for federal funding programs.

2. **Technical Advisory Committee (TAC) to the TAB**: The TAC also works closely with the TAB and the Council. Composed of professional staff from city and county governments and the agencies involved in transportation in the seven-county region, the TAC provides technical expertise to the TAB. The TAC has two standing committees, the Funding and Programming Committee and the Planning Committee as well as ad hoc multimodal task forces
3. **Transportation Accessibility Advisory Committee (TAAC)**: The TAAC was created by the legislature and consists of 16 members including a chair appointed by the Council – seven members chosen by disability and senior groups in the metro area, and eight others, also selected by the Council, who represent districts that are combinations of the Council's 16 districts.
   At least half TAAC members must be certified as eligible for paratransit services under the Americans with Disabilities Act and be active users of public transportation in the metro area.
4. **Equity Advisory Committee:** In late 2015, the Metropolitan Council created an advisory committee to advise the Council on issues related to the equity commitments in Thrive MSP 2040 and other Council equity-related policy issues. The ultimate goal of the committee’s work is to create more equitable outcomes for people who live and work in the Twin Cities region.

# Transportation Public Participation Plan

TAC Planning Committee

May 11, 2017

METROPOLITAN COUNCIL

# Federal Requirement

- Responds to the federal requirement under 23 §CFR450.316.
- Serves as a framework for:
  - Public involvement
  - Outreach and engagement
  - How we do participation and what the goals are

# What Guides Participation

- Thrive MSP 2040
- Public Engagement Plan
- Transportation Policy Plan

Key principles:

- Transportation is about people
- Participation (or engagement) should:
  - be meaningful, facilitate discussion, be inclusive , underrepresented communities
- Use multiple method, be accommodating, provide many opportunities

METROPOLITAN COUNCIL

# Goals and Outcomes

Measured against:

- Thrive
- Transportation Policy Plan
- Public Engagement Plan

If participation and engagement efforts:

  - Are consistent with the vision, outcomes and goals of Thrive and the TPP
  - Are collaborative and includes perspectives form all parts of the region
  - Amplify the outreach and engagement goals of Thrive and the Public Engagement Plan
  - Elevate the involvement of our stakeholders in participation and engagement as identified in the TPP

….Then we've achieved our goals and will continue to make improvements

METROPOLITAN COUNCIL

# Transportation Management Area (TMA) Planning Certification Review

Recommendations about the Transportation Public Participation Plan from the USDOT – additional detail on:

- Defining and clarifying methods to engage stakeholders and the public
- Visualization techniques
- Clear processes for public comment
- Detail for evaluating the Transportation Public Participation Plan's overall effectiveness

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# Next Steps:

- Second 45-day comment period
- Final approval
- Transportation Policy Plan process (reflects plan)
- Implementation

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# Thank You!

Mai Thor
Outreach Coordinator
mai.thor@metc.state.mn.us
651-602-1588

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# Memorandum

**DATE:** May 4, 2017

**TO:** TAC Planning

**FROM:** Tony Fischer, Planning Analyst

**SUBJECT:** Proposed Changes to Appendix F of the 2040 Transportation Policy Plan

Appendix F of the 2040 Transportation Policy Plan (TPP) describes the planning considerations for where on the principal arterial system an interchange may be a beneficial highway enhancement.

As you are aware MnDOT and the Council recently completed a study of interchange needs on the non-freeway principal arterial system, the Principal Arterial Intersection Conversion Study. For the first time this study provided a region wide prioritization of these types of investments. With this study, it was anticipated that an update to Appendix F would be needed and attached is the resulting proposed update.

In addition, interest in this approval process was heightened as it is the intent of several competitive funding programs (i.e., the Regional Solicitation, MnDOT's Transportation Economic Development Program (TED), and federal funds programmed through MnDOT's Freight Investment Plan) to use this interchange approval as a qualifying criterion.

Due to the significant reordering of text and the number of changes proposed, a red lined Microsoft Word document would be difficult to follow. Therefore, the changes are summarized here:

- Incorporate results of the Principal Arterial Intersection Conversion Study,
- Define coverage area as the MPO boundary, seven counties plus the urbanized portion of Wright and Sherburne Counties,
- Define which types of interchange improvements should seek approval (changes to access with mainline grade separation),
- Clearly define which types of interchange improvements should NOT seek approval (interchange or cross street safety and mobility investments that

do not affect access where mainlines are grade separated, and local connections to interchanges),
- Connect the process to approved regional policy, including Thrive MSP 2040 Outcomes and the TPP Goals,
- Move List of Successfully Completed Proposals from Increased Revenue Scenario to Appendix F,
- Remove engineering and operations language to focus on planning questions, and
- Clarify and consolidate text where possible (including consolidated criteria for existing and developing freeways).

In the months to come, input from a variety of stakeholders will be sought to further refine the document as part of the 2040 Transportation Policy Plan update.

For any questions related to this work please contact Tony Fischer (tony.fischer@metc.state.mn.us, 651-602-1703) or Steve Peterson (steven.peterson@metc.state.mn.us, 651-602-1819).

Appendix F: Preliminary Interchange Approval Process

**Background**

The Preliminary Interchange Approval process is the first of several required approvals that may be needed as part of the project development process. The process is intended to be a planning-level assessment completed several years prior to construction. Its purpose is to demonstrate that the proposed project is consistent with the region's long range plans and that its location is generally suitable for an interchange based on general transportation planning principles. Years later once the final designs and environmental process are complete, projects must demonstrate that they continue to show consistency with regional policy by completing a Controlled Access Request to the Metropolitan Council.

Preliminary Interchange Approval is needed before applying for several competitive funding programs including the Regional Solicitation for Transportation Projects, MnDOT's Transportation Economic Development Program (TED), and federal funds programmed through MnDOT's Freight Investment Plan.

This approval process is based on work originally done in 1979 by a joint committee of the Transportation Advisory Board and the Metropolitan Council. It has been revised and simplified over time to reflect policy changes, revised state and federal laws and regulations, and experience with applying the criteria. The rational for requiring this approval comes from strategy 10 within the Access to Destinations Goal:

> "Regional transportation partners will manage access to principal and A-minor arterials to preserve and enhance their safety and capacity."

For this approval process, an interchange is defined as a location with grade-separated roadways and one or more adjacent access connections between the two roadways. However, it is important to note that some types of interchange improvement projects must go through this approval process and other types do not.

Types of interchange projects needing approval through this process:

- Addition (or removal) of an interchange on a Principal Arterial
- Addition (or removal) of an interchange access to a Principal Arterial

Types of interchanges projects not needing approval through this process:

- Preservation, safety, or mobility investments not described above (e.g., new turn lanes)
- Modifications to the existing ramp(s), interchange design, or configuration not described above
- New local roadway connections to an interchange ramp or ramp terminal

**Evaluation Criteria**

A proposer begins the review by submitting materials addressing each of the evaluation criteria described below to the Interchange Planning Review Committee. The Committee is comprised of staff from the Metropolitan Council and MnDOT. In cases of the Interstate System, Federal Highway Administration staff will also participate. The relevant boundary is federally recognized, designated planning boundary for the Metropolitan Planning Organization which includes the counties of Anoka, Hennepin, Ramsey, Carver, Scott, Dakota and Washington, and the urbanized portion of Wright and Sherburne counties.

The Committee will review the proposal for consistency with these criteria. In many cases a conversation between the proposer and the committee will be needed to reach a common understanding of how the proposal is or is not consistent with the region's long term plans. The review process is completed when the committee provides a letter of findings to the proposer. The approval process is intended to be a planning-level assessment and detailed traffic modeling is not required.

**1. Consistency with Local and Regional Planning** – Interchange access should be considered only when it supports local comprehensive plans approved by the Metropolitan Council, as well as Minnesota GO, Thrive MSP 2040 and the 2040 Transportation Policy Plan.

Thrive MSP 2040 is the long-term development guide for the Twin Cities region. Its desired outcomes include:

- **Stewardship** advances the Council's longstanding mission of orderly and economical development by responsibly managing the region's natural and financial resources, and making strategic investments in our region's future.
- **Prosperity** is fostered by investments in infrastructure and amenities that create regional economic competitiveness, thereby attracting and retaining successful businesses, a talented workforce, and, consequently, wealth.
- **Equity** connects all residents to opportunity and creates viable housing, transportation, and recreation options for people of all races, ethnicities, incomes and abilities so that all communities share the opportunities and challenges of growth and change.
- **Livability** focuses on the quality of our resident's lives and experiences in our region, and how places and infrastructure create and enhance the quality of life that makes our region a great place to live.
- **Sustainability** means protecting our regional vitality for generations to come by preserving our capacity to maintain and support our region's well-being and productivity over the long term.

The region's 2040 Transportation Policy Plan guides the development of the region's transportation system. Its goals are:

- **Transportation Stewardship** – Sustainable investments in the transportation system are protected by strategically preserving, maintaining, and operating system assets.
- **Safety and Security** – The regional transportation system is safe and secure for all users.

- **Access to Destinations** – People and businesses prosper by using a reliable, affordable, and efficient multimodal transportation system that connects them to destinations throughout the region and beyond.
- **Competitive Economy** – The regional transportation system supports the economic competitiveness, vitality, and prosperity of the region and state.
- **Healthy Environment** – The regional transportation system advances equity and contributes to communities' livability and sustainability while protecting the natural, cultural, and developed environments.
- **Leveraging Transportation Investments to Guide Land Use** – The region leverages transportation investments to guide land use and development patterns that advance the regional vision of stewardship, prosperity, equity, livability, and sustainability.

Questions:

a. How does this proposal optimize the pursuit of the Thrive MSP 2040 outcomes and 2040 Transportation Policy Plan goals?
b. How are negative impacts to any of these outcomes or goals balanced against the others?
c. What opportunities for public input on the project have occurred at this early stage?
d. Is this proposal identified in any local plans or studies?
e. Is the land use in local comprehensive plans consistent with this proposal (comprehensive plans are required to coordinate local land uses and regional systems such as transportation) or are any amendments to local comprehensive plans anticipated?

**2. Project Need** – The need for an additional interchange or access at an existing location must be demonstrated and documented before consistency with the long-range plans can be found. The Principal Arterial Intersection Conversion Study was completed in 2017 and prioritized future grade-separation projects into three tiers (High Priority, Medium Priority, and Low Priority) by the magnitude of the problem at each at-grade intersection. The results of this regional study can help build a case for the project. Projects classified as High Priority have larger documented problems and a larger investment such as an interchange may be needed.

In most cases, new interchanges should be built in a logical sequence when they are a part of a conversion of an arterial to a freeway. If the long-term goal is not a freeway, then non-traditional designs should be considered to match the scale of the solution to the scale of the problem and to be consistent with plans for the corridor. With few exceptions, a new interchange should be within the Metropolitan Urban Service Area.

Questions:

a. Is the need for this project documented in any past plans or studies?
b. If the location was studied as part of the Principal Arterial Intersection Conversion Study, how is this proposal consistent with the general level of priority and investment need described in the study?

c. Please attach a figure showing the existing and future (2040) traffic volumes for the interchange area, along with any congestion, safety, or other data that demonstrates the basic need for the project.
d. Is the project a logical extension of an existing freeway (for arterial projects only)? If not, please explain how the proposal fits in the context of the corridor.
e. Is the project located within the Metropolitan Urban Service Area? If not, please explain any anticipated timeline for this or extenuating circumstances that support this level of interchange access.

**3. Functional Classification** – Interchanges should only connect principal arterials or a principal arterial to an A-minor arterial. The purpose of the principal arterial system is to serve regional trips, not to substitute for inadequate local access and circulation capacity. Principal arterials emphasize mobility. A-minor arterials provide a high level of mobility but can also provide a land access function. Collectors and local roads provide more of the land access function.

Questions:

a. Is the cross-street of the proposed project a principal arterial or A-minor arterial? If not, are there plans to change the cross streets functional class to a principal arterial or an A-minor arterial?

**4. Local Roadway Network and Access Management** – Interchange access is not to be provided if the need is justified only as a convenience for short trips; to compensate for lack of a planned adequate complementary minor arterial or collector system; to compensate for deficient minor arterial or frontage road capacity; or to correct collector or minor arterial capacity deficiencies caused by poor design or excessive access to adjacent parcels. Regional travel demand for the principal arterial system will take precedence over local or land parcel development and related access needs.

When an interchange is proposed on an arterial, the project should at a minimum include the removal of all access within one-half a mile of the center of the proposed interchange and any at-grade full-access intersections within one mile. It is recommended that access needs should be evaluated as part of an overall corridor plan or sub area plan

Questions:

a. Please describe the existing and planned local road network?
b. Could improvements be made to this local system to better serve local trips instead of the constructing the proposed project?
c. Will the project remove all access within one-half mile of the center of the proposed interchange and any median openings within one mile of the center of the proposed interchange?
d. Describe any frontage road or other access changes that will be needed along with the project?

**5. Interchange Spacing** – Interchanges should be spaced at a minimum of one mile apart (center to center). Interchanges spaced less than one mile apart will require justification and may require special design features such as auxiliary lanes to maintain safety and efficiency. If it is determined that it is appropriate to locate an interchange at less than one mile spacing or to modify an existing interchange, the safe operation of the main roadway must be maintained. Outside of the Metropolitan Urban Service Area, interchanges are typically not needed within two miles of each other due to the lack of intense development.

Questions:

a. Is the project at least one mile from an existing interchange within the Metropolitan Urban Service Area or two miles from an existing interchange in rural areas?
b. How is the proposed project consistent with the future vision for the corridor?
c. From a planning-level perspective, what are the upstream and downstream impacts of the project?

**<Insert Table of Completed Proposals Here>**

METROPOLITAN COUNCIL

2040 Thrive MSP | TRANSPORTATION POLICY PLAN

# TPP Update: Appendix F

TAC Planning

May 11, 2017

# What is Appendix F?

- Highway Interchange Request Criteria and Review Procedure
  - First Developed in 1979
- Early Review of Interchange Proposals by Council, MnDOT, FHWA (in cases of Interstate Highways) to ensure:
  - Consistency with regional plans
  - Location is suitable for type of improvement
- Anticipated to be Qualifying Criteria for Competitive Funding
  - Freight Solicitation 2017
  - Transportation Economic Development (TED) 2017
  - Regional Solicitation in 2018

# Clarify When Appendix F Applies

- Define Boundary as MPO (7 Counties + Urbanized Wright & Sherburne)
- Define “Interchange”
  - Grade separated highways with adjacent access connection(s)
- Applies to:
  - Addition or removal of an interchange on a PA
  - Addition or removal of interchange access to a PA
- Does not apply to:
  - Preservation, safety, or mobility investments not described above (e.g., new turn lanes or thru lanes)
  - Modifications to the existing ramp(s) or interchange design
  - New local roadway connections to an interchange ramp or ramp terminal

# Other Proposed Changes

- Incorporate Thrive MSP 2040 and 2040 TPP Language
- Incorporate Results of Principal Arterial Intersection Conversion Study
- Move List of Successfully Completed Proposals from Increased Revenue Scenario to Appendix F
- Remove Engineering/Operations Language to Focus on Planning Questions
- Clarify & Consolidate Text

# Draft Evaluation Criteria

1. Consistency with Local and Regional Planning
2. Need for Interchange
3. Functional Classification of Cross Street
4. Supporting Local Roadway Network and Access Management
5. Interchange Spacing

# New Website

- Contact Information
- Table of Past Proposals
- THRIVE Examples
- Point Proposers Toward Next Steps

# Schedule for Soliciting Feedback

- 5/1 Council TPP Work Group
- ***5/11 TAC Planning***
- 5/12 Capital Improvements Committee
- 5/18 TAC Funding & Programming
- 6/7 TAC
- 6/21 TAB

# Questions

Tony Fischer, Highway Planner
651-602-1703 or tony.fischer@metc.state.mn.us

Steve Peterson, Manager of Highways and TAC/TAB Process
651-602-1819 or steven.peterson@metc.state.mn.us

# 2016
# Transportation System Performance Evaluation

METROPOLITAN COUNCIL

Note to Met Council: Please provide us with the acknolwedgement information that must be included here -- federal funding used, Council Members, etc.

Prepared by:

METROPOLITAN COUNCIL

Kimley»Horn

ES

# Executive Summary

This report is a comprehensive review of the Twin Cities transportation system as prepared by Metropolitan Council in 2016. The Minnesota State Legislature adopted statutes in 1996 requiring the Metropolitan Council to produce this report (previously called the Transportation System Audit). This report was prepared to inform the 2018 update of the region's long-range transportation plan, the *2040 Transportation Policy Plan* (*2040 TPP*).

*This report was prepared to inform the 2018 update of the region's long-range transportation plan, the 2040 Transportation Policy Plan (2040 TPP).*

need this twice on this page??

# 2040 Transportation Policy Plan: Updated Regional Transportation Benchmarks

*The 2040 TPP advances this philosophy and identifies six goals for the regional transportation system, including a framework for how to achieve them.*

Minnesota has a long and respected history of performance-based transportation planning, operations, and decision-making. The *2040 TPP* advances this philosophy and identifies six goals for the regional transportation system, including a framework for how to achieve them. The goals identified in the *2040 TPP* include:

- Transportation system stewardship
- Safety and security
- Access to destinations
- Competitive economy
- Healthy environment
- Leveraging transportation investment to guide land use

*The 2040 TPP goals and objectives respond to Thrive's policy direction and tie to the regional outcomes it identifies.*

These goals can directly contribute to the vision in *Thrive MSP 2040*, the Metropolitan Council's long term comprehensive development guide for the seven-county Twin Cities area that provides the vision for our region's future. The *2040 TPP* goals and objectives respond to *Thrive's* policy direction and tie to the regional outcomes it identifies. The *2040 TPP* links each goal with one or more of the Thrive outcomes:

- Stewardship
- Prosperity
- Equity
- Livability
- Sustainability

Consistent with Minnesota practice and U.S. Department of Transportation requirements, the Council is also working to develop performance measures and targets to evaluate the effectiveness of our region's actions on achieving these goals and outcomes. When relevant, these performance measures are now incorporated into the Transportation System Performance Evaluation.

## Scope of this Report

This document reviews the changing demographics of the region, focusing on population and employment changes from 2000 to 2015. The review of demographics includes 2000 and 2010 US Census data, as well as 2015 American Community Survey data. The various modes of transportation (highways, transit, freight, bicycle and pedestrian, aviation) are reviewed within their own chapters. Comparisons to peer regions are made where applicable. Each modal chapter includes an existing system description, a review of the system performance where data is available, and a discussion of issues and trends for that system, called Findings and Conclusions.

*Each modal chapter includes an existing system description, a review of the system performance where data is available, and a discussion of issues and trends for that system, called Findings and Conclusions.*

Change to "Conclusions"

# Findings and Trends

## The Region

The Twin Cities region has been gaining population and households steadily since 1970, as shown in **Figure ES-1**. Growth in population has outpaced growth in households leading to a slight increase in average household size.

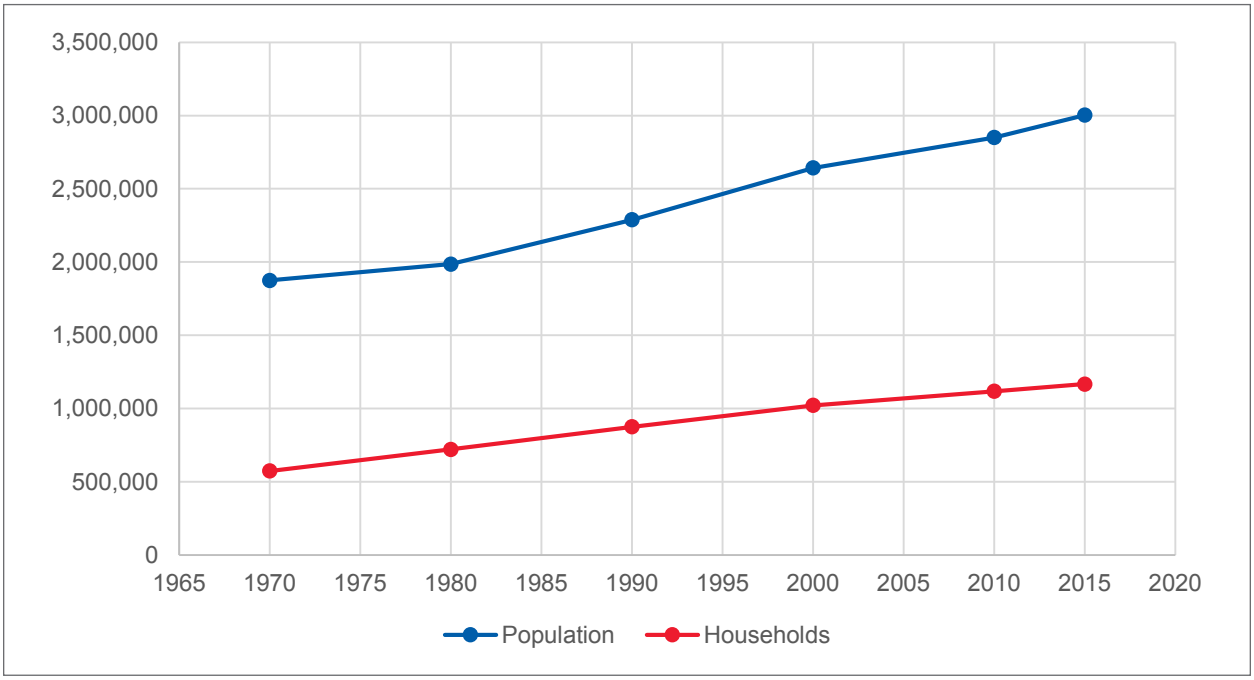


**Figure ES-1: Population and Households in Twin Cities Region**

Population in the central cities has remained steady, but the regional percentage of households located there has dropped as new households formed or moved to the developing areas over the last 45 years. **Figure ES-2** shows this trend slowed starting in the year 2000, and Minneapolis and Saint Paul added nearly 45,000 people since 2010.

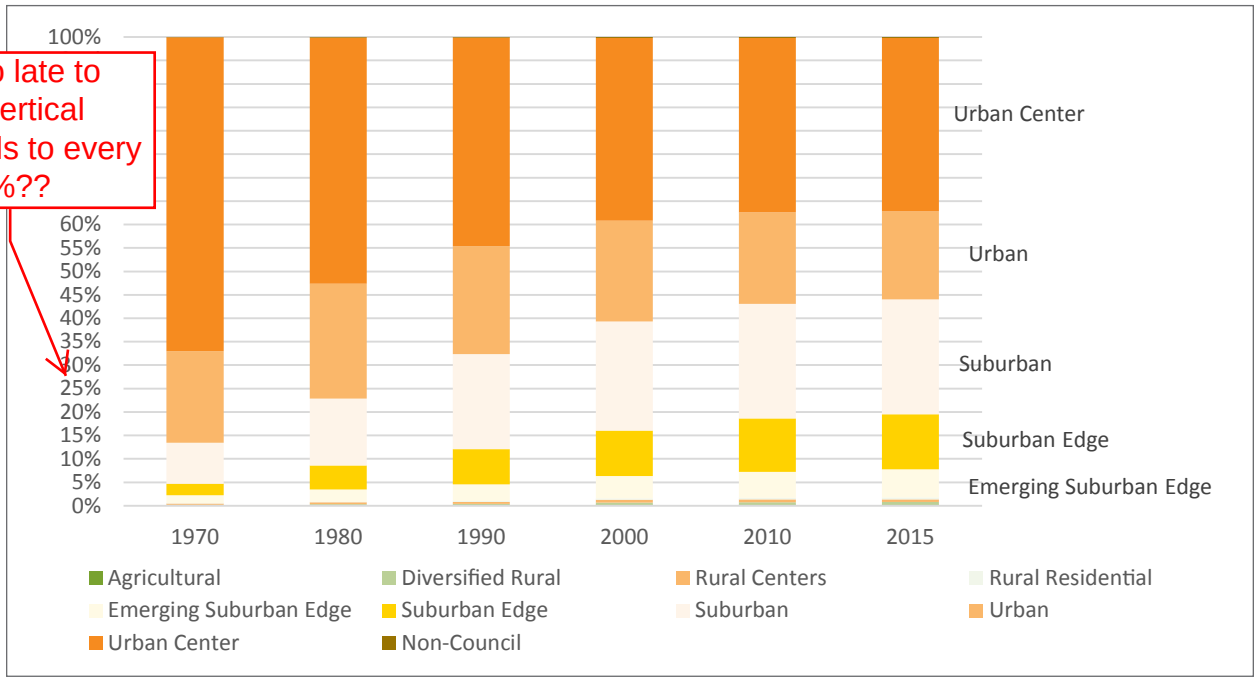


**Figure ES-2: Percent Households by Framework Area**

With recent high-rise multi-family and infill development, the downtown areas of Minneapolis and St. Paul have the densest areas of population in the region. The central cities are more densely developed than the suburbs. There are pockets of dense development in the outer-ring suburbs, but **Figure ES-3** shows overall, density falls dramatically while moving outward from the downtown areas and central cities.

*With recent high-rise multi-family and infill development, the downtown areas of Minneapolis and St. Paul have the densest areas of population in the region.*

When analyzed by community designation, there is also an inverse relationship between population density and vehicle miles traveled. As population density decreases by community designation, average vehicle miles traveled per household increases (except in rural centers). In a related fashion, transit commute percentages by community designation increase as population density increases. There is more information on this in Chapter 2.

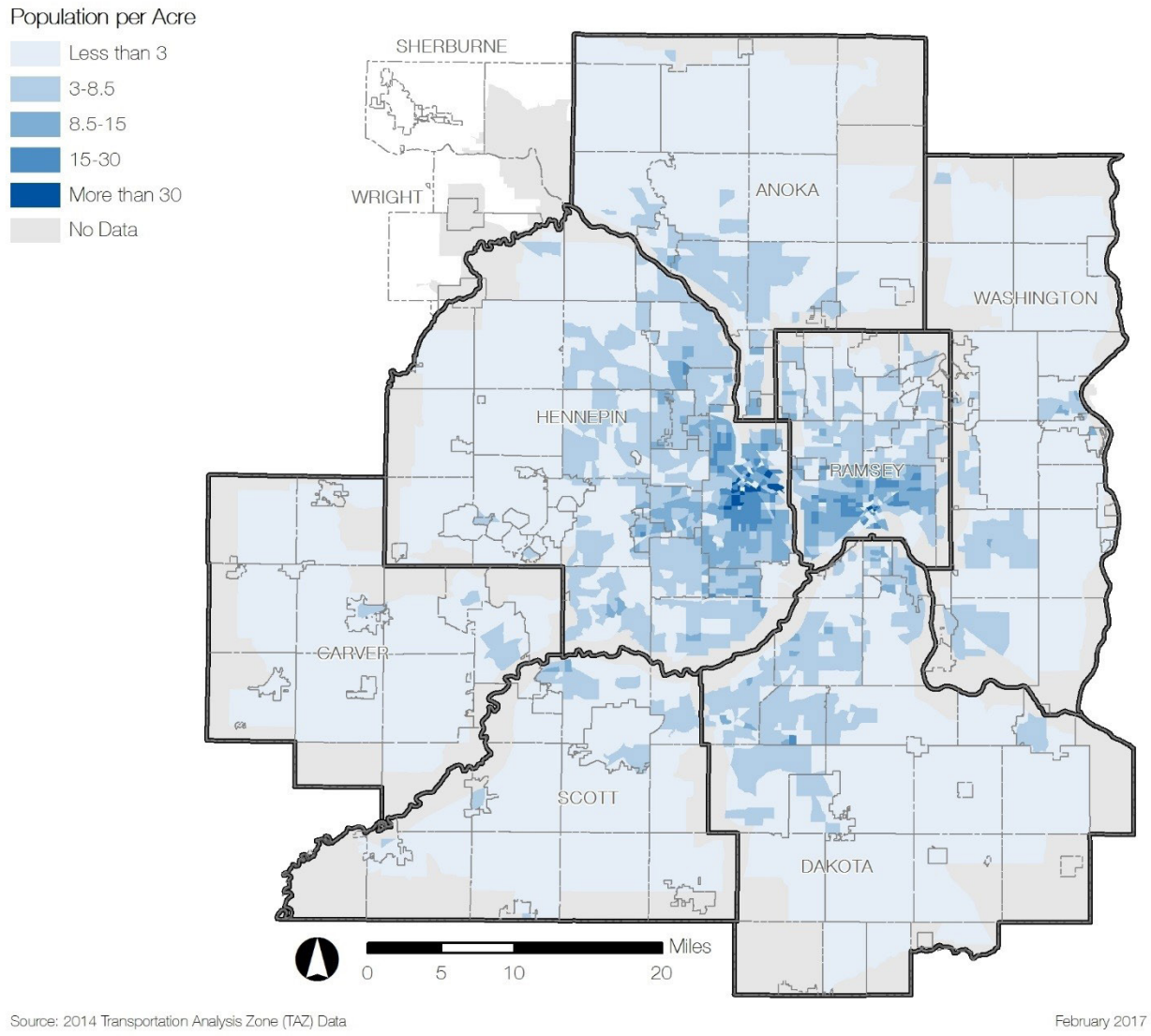


**Figure ES-3: 2014 Population Density of Twin Cities Region**

The downtown areas of Minneapolis and St. Paul have the highest concentrations of jobs in the Twin Cities region. **Figure ES-4** also shows that outside of the downtown areas, employment density varies greatly. There are several other large job clusters located along major highway corridors, especially in the southwest quadrant of the region.

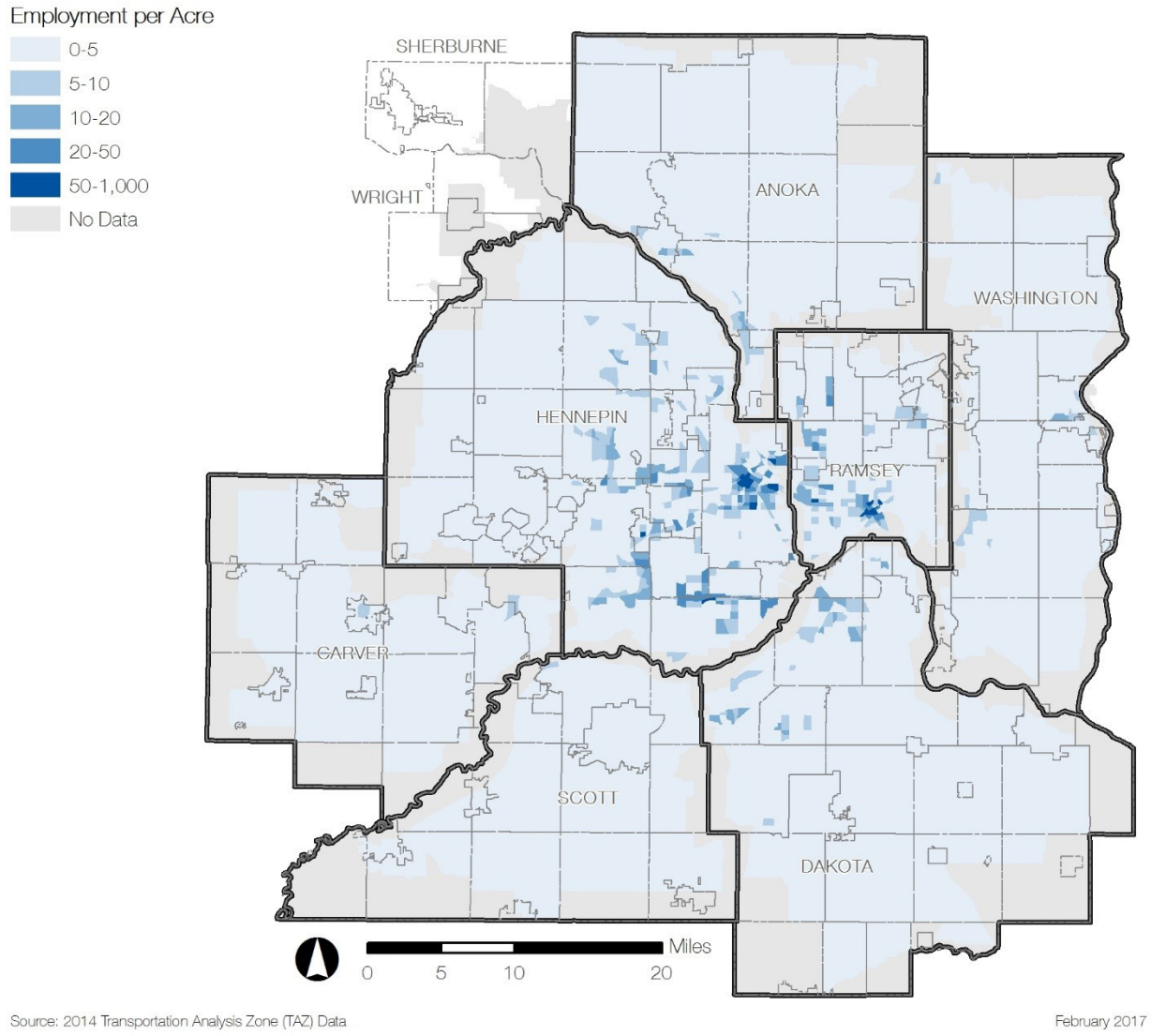


**Figure ES-4: Employment Density of the Twin Cities Region**

Employment growth has been strong in the region over the last 15 years, especially when acknowledging the impacts from for two economic recessions. However, the recovery has not been geographically balanced. **Figure ES-5** shows from 2000 to 2015, employment fell 3 percent in urban centers, while increasing more than 2 percent in the suburban edge and emerging suburban edge. Over 49 percent of jobs in the region are in suburban areas, compared to just below 46 percent in urban areas.

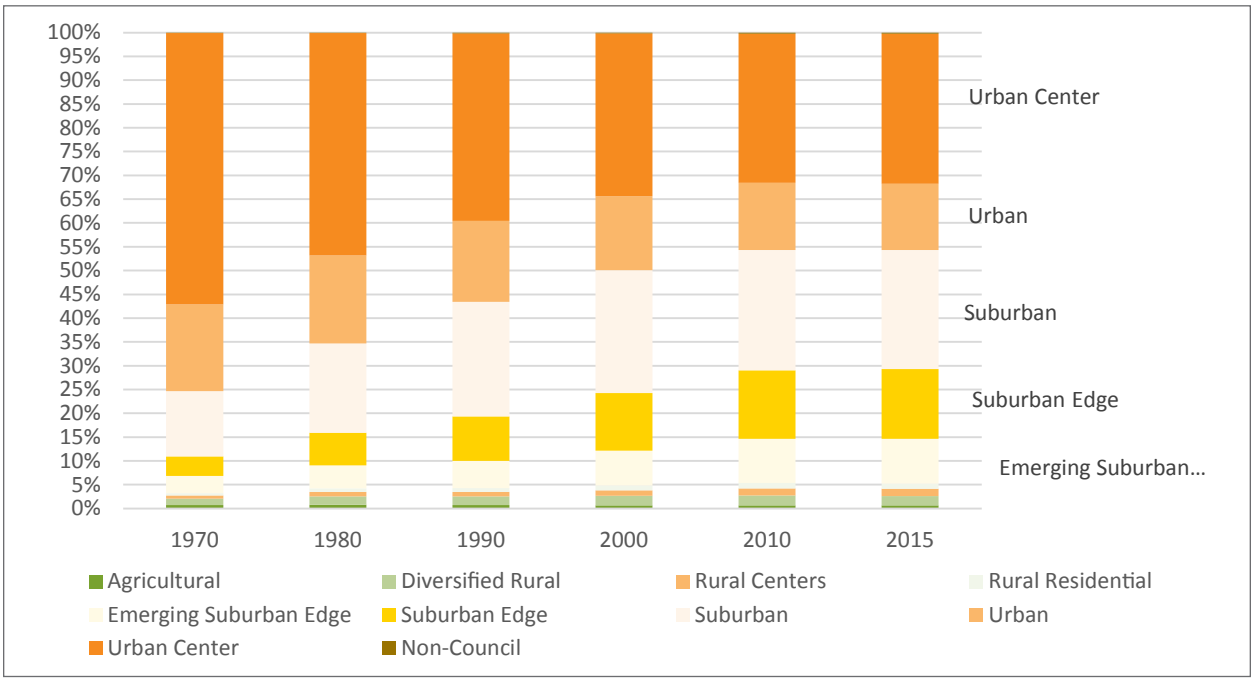


**Figure ES-5: Percent Employment by Framework Area**

## The Highway System

Although the number of peak period commuters has steadily increased, system management strategies such as MnPASS lanes and ramp meters have allowed the region to maintain consistent levels of highway system performance reliability without a significant increase in roadway lane-miles.

Roadway pavement quality in the Twin Cities Region has generally not met Ride Quality Index (RQI) targets since around 2001. However, the percentage of regional principal and non-principal arterials with a good or very good rating has increased slightly since 2009. Additionally, as illustrated in **Figure ES-6**, the percentage of regional principal and non-principal arterials with a poor or very poor rating has generally decreased since 2009. More information is available in the Highway chapter.

*Roadway pavement quality in the Twin Cities Region has generally not met Ride Quality Index (RQI) targets since around 2001.*

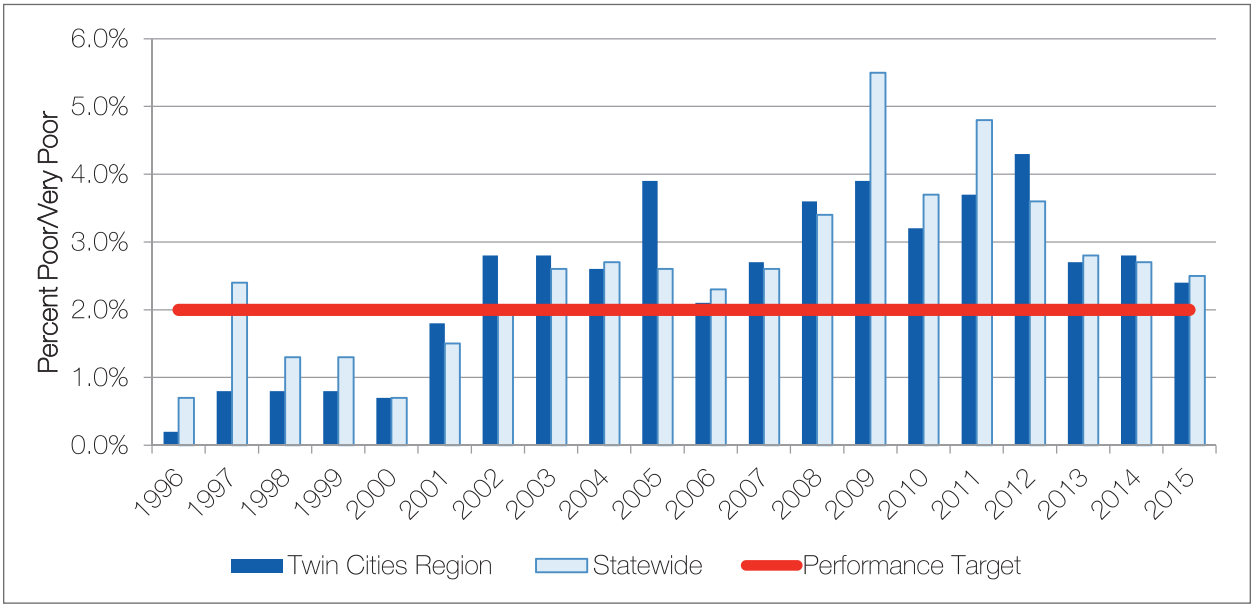


**Figure ES-6: Principal Arterials - RQI in Poor/Very Poor Category**

*The percentage of non-principal arterial bridge area in poor condition increased to a 10-year high in 2015, reaching approximately 7 percent and this trend should be monitored by MnDOT and Metropolitan Council.*

In 2015, all MnDOT targets for bridge condition were met for both principal and non-principal arterial bridges in the Twin Cities Region, demonstrating better performance than the statewide averages. The percentage of non-principal arterial bridge area in poor condition increased to a 10-year high in 2015, as shown in **Figure ES-7**, reaching approximately 7 percent and this trend should be monitored by MnDOT and Metropolitan Council. More information is available in the Highway chapter.

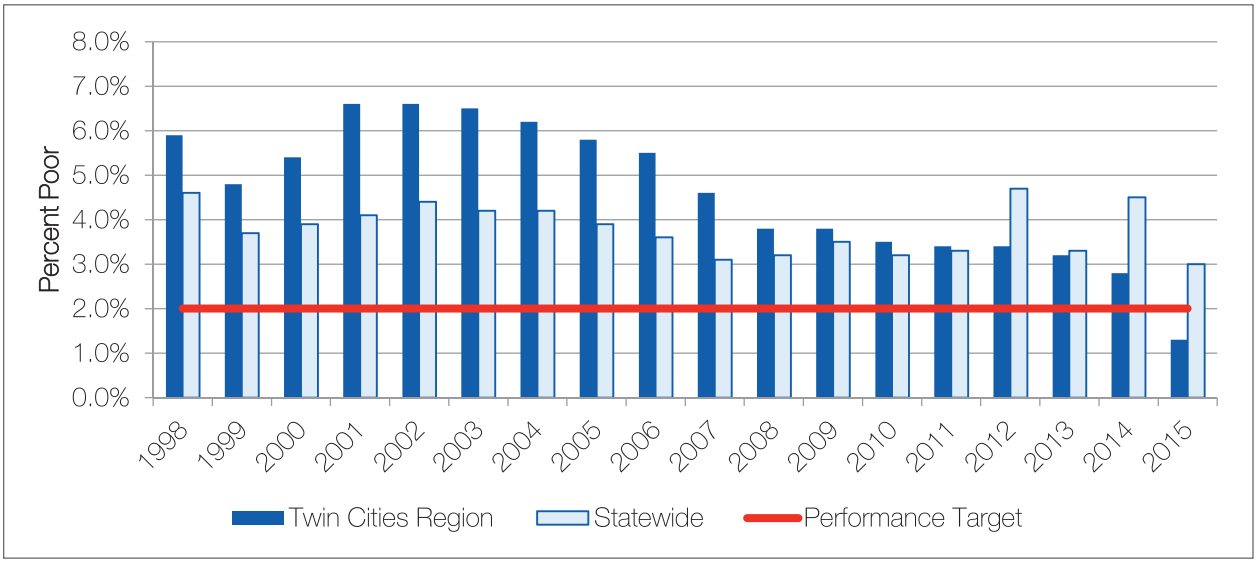


**Figure ES-7: Percent Principal Arterial Bridge Area in Poor Category**[1]

Annual VMT has generally increased each year, with the exception of a slight reduction in 2012. Figure ES-8 also shows that since 2000, VMT has increased at a much slower pace compared to the 1990s. VMT per person in the Twin Cities generally exceeds the average for peer cities.

1 Source: Texas Transportation Institute

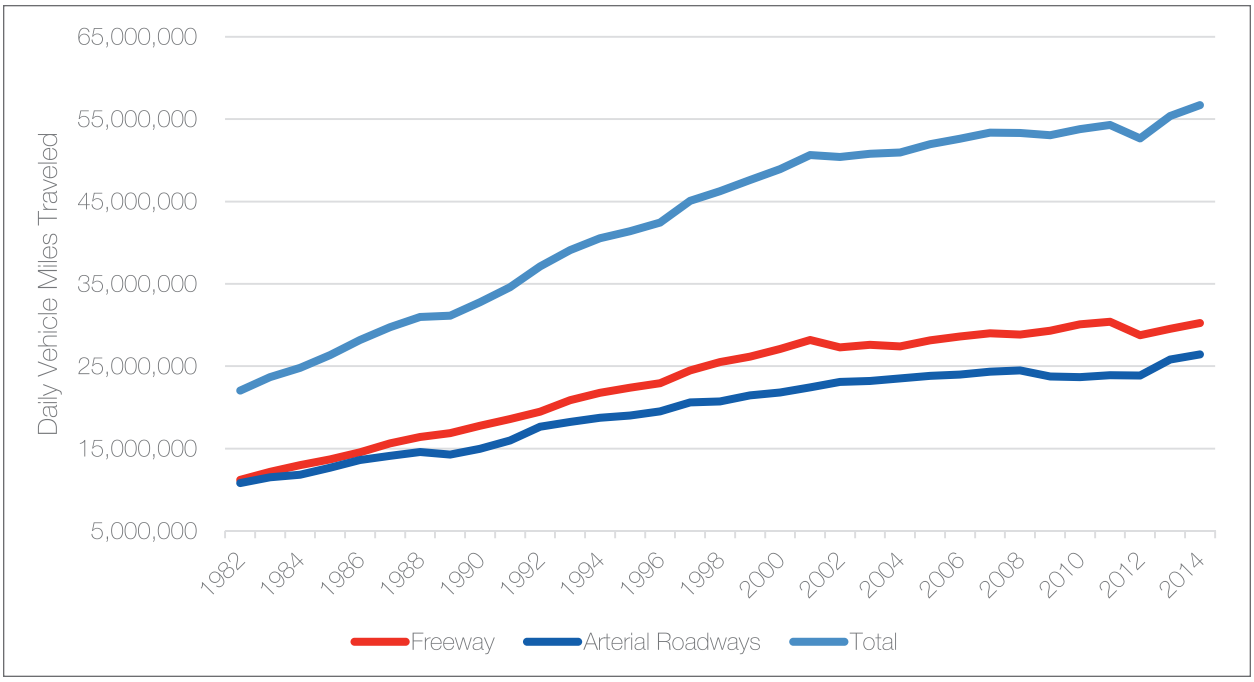


**Figure ES-8: Daily Vehicle Miles Traveled – Twin Cities Region**

## The Transit System

*The Twin Cities is home to five public transit providers, and the University of Minnesota Twin Cities transit service.*

There are currently six modes of public transit service in the Twin Cities area: commuter rail, light rail transit, bus rapid transit (BRT), regular-route bus, dial-a-ride, and vanpool. The Twin Cities is home to five public transit providers, and the University of Minnesota Twin Cities transit service.

System ridership has increased over time as additional transit options have been added to the system. However, as illustrated in Figure ES-9, bus ridership has been on a decline both in absolute numbers and percentage of system ridership. There are several likely reasons for declining bus ridership. These include:

- Restructuring of the bus network connecting to the METRO Green Line in 2014, resulting in a shift of riders from bus to rail that becomes particularly pronounced in 2014 and 2015 (see **Figure ES-9**)
- Lower fuel prices, creating less of a cost incentive to ride transit
- Growth in the express bus market that occurred during significant regional park-and-ride expansion has tapered off in the last few years
- Construction on the Nicollet Mall and the temporary relocation of bus routes that resulted in a less convenient option for some riders

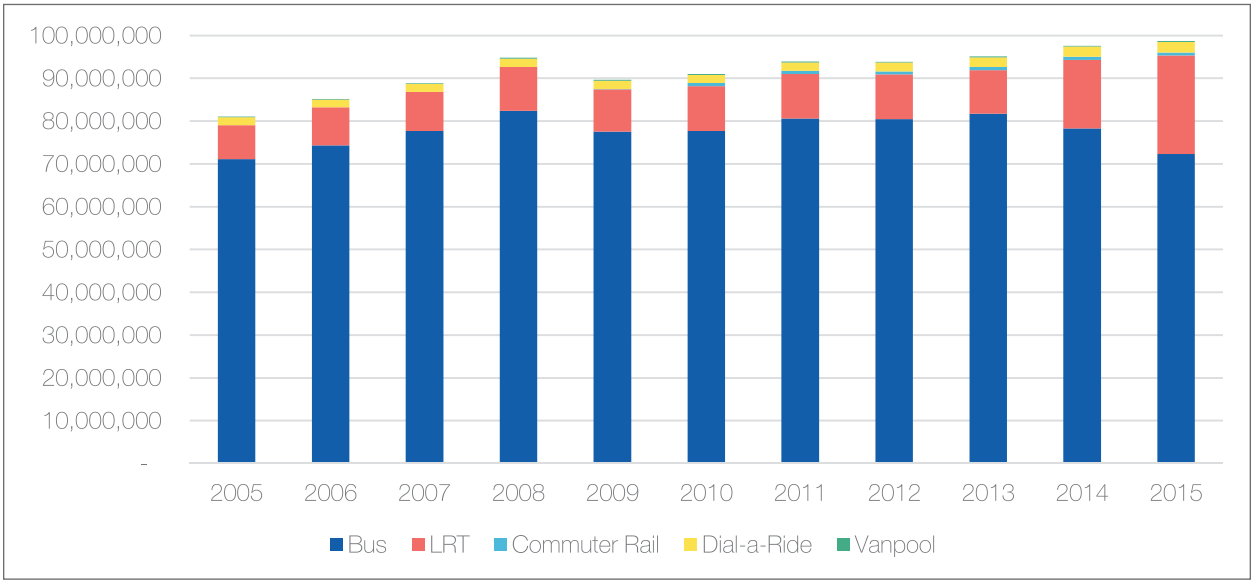


**Figure ES-9: Twin Cities Annual Ridership by Mode (2005-2015)**

Despite some of these challenges, there have also been a number of success stories in transit where investments result in improved transit performance. The transit chapter includes a more thorough discussion of the following case studies:

- The A Line bus rapid transit project, complete with enhanced stations with off-board fare collection, improved customer information, fewer stops and new buses, opened in 2016 and immediately experienced a 33 percent increase in ridership in the corridor over 2015 levels.
- The METRO Green Line light rail project open in 2014 as the region's second light rail line and ridership is already exceeding ridership projections out 15 years. The line as also experienced over $5 billion of urban development by the end of 2016.
- The METRO Red Line bus rapid transit project opened in 2013 but a major improvement is under construction with plans to open in 2017. The Cedar Grove Transit Station currently a requires a significant detour off Cedar Avenue for the Red Line buses. A new center-median station with skyway connection will save an estimated 10 percent of the cost and attract an estimated 15 percent more riders by providing a significantly faster travel time for riders.
- On the local bus system, the Route 11 was recently upgraded to high-frequency service from south Minneapolis through downtown to northeast Minneapolis. Early indications are that ridership on this route has increased 20 percent over the same time the previous year.

*There have also been a number of success stories in transit where investments result in improved transit performance.*

The region has also spent a significant amount of time and resources expanding the park-and-ride system over the last 10+ years and the result was increased demand for much of the last decade. However, demand growth has tapered off in the last few years, as seen in **Figure ES-10**, and the percent of spaces that are full on an average day has been nearly constant since 2010. The current capacity was built to support population growth for 2030, but tweaks to the system will still likely need to occur to adapt to changing demographics over time.

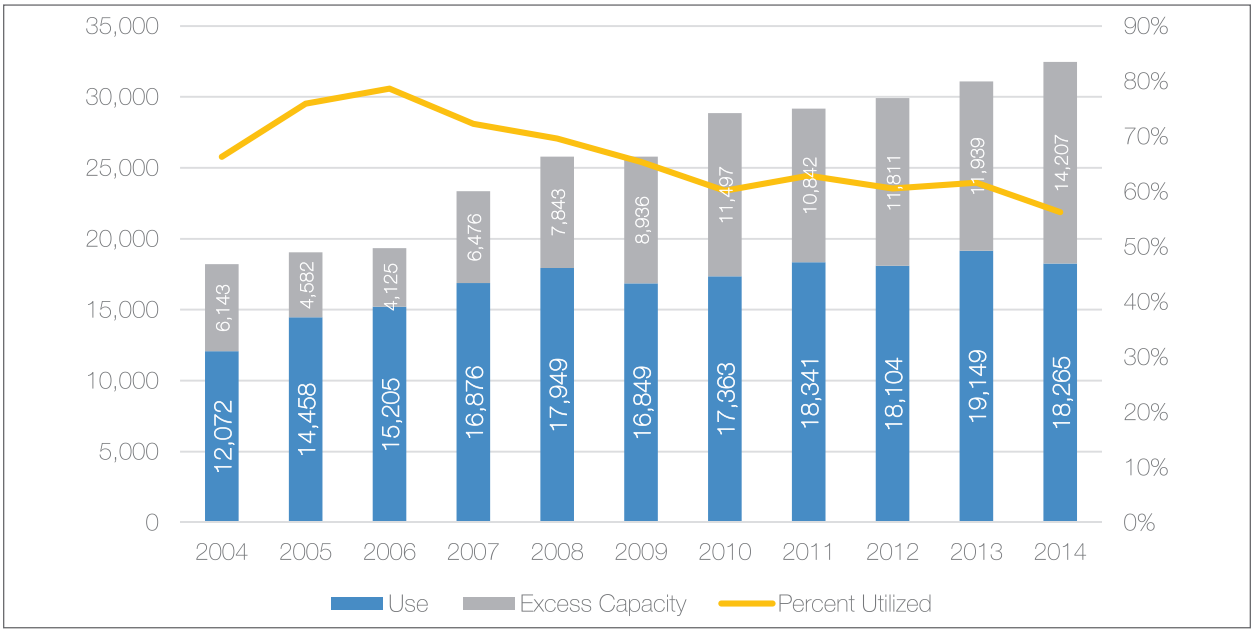


**Figure ES-10: Twin Cities Transit System Park-and-Ride Utilization**

Regional fare recovery has been declining over time leading to increasing subsidies per passenger as shown in **Figures ES-10** and **ES-11**. A few major contributing factors to this trend include:

- Increasing Metro Mobility ridership driving up its share of regional subsidy
- Declining bus ridership
- Increasing costs without increasing fares (have not had a fare increase since 2008)

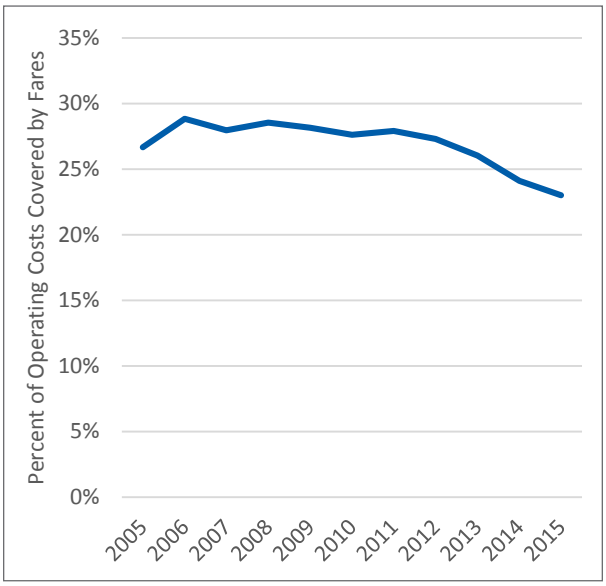


**Figure ES-11: Fare Recovery (2005-2015)**

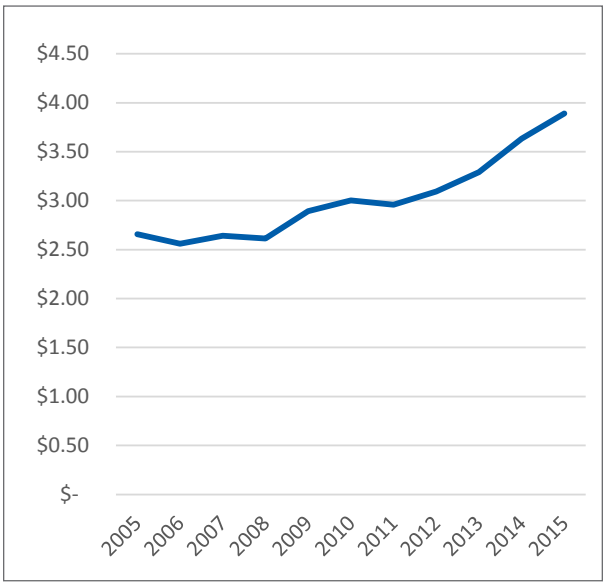


**Figure ES-12: Subsidy per Passenger (2005-2015)**

## The Freight System

*Rail continues to carry a significant percentage of freight, moving approximately 25 percent of all freight tonnage into and out of the region in 2012.*

Freight shipments to and from the region have recovered from recession levels, and **Figure ES-13** shows total tons of freight shipping to and from the region in 2012 exceeded 2007 levels by 6 percent. Growth in total value has exceeded the growth of freight over those same five years, growing at 13.2 percent. Trucking remains the dominant mode for freight, with trucks carrying 87 percent of total freight value into and out of the region in 2012. Rail continues to carry a significant percentage of freight, moving approximately 25 percent of all freight tonnage into and out of the region in 2012.

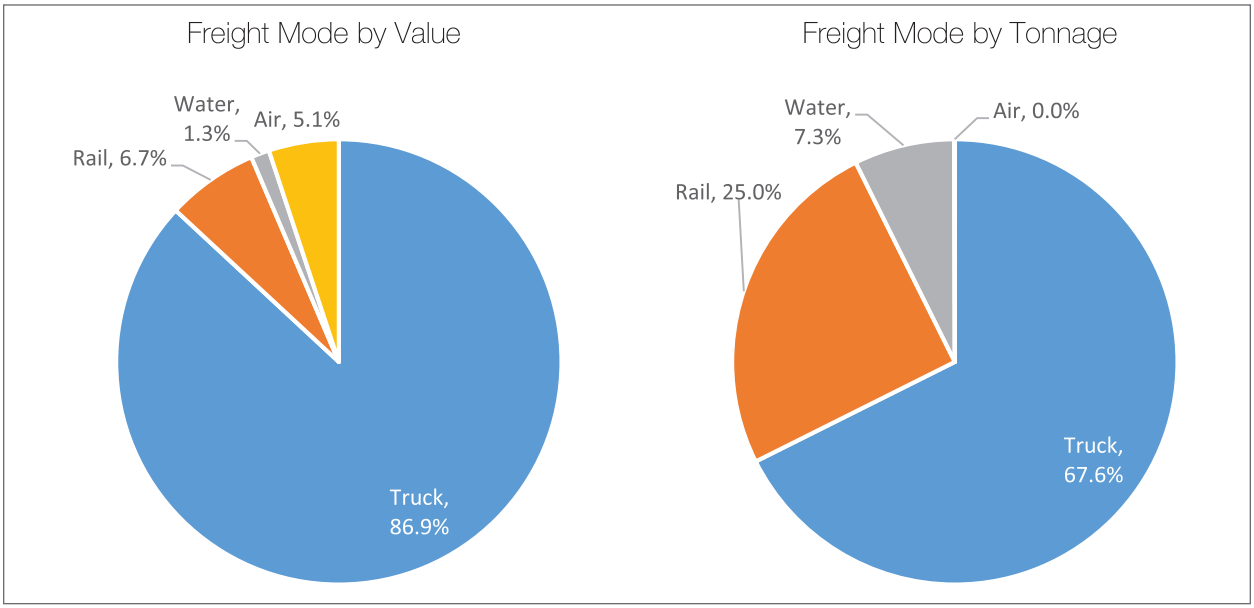


**Figure ES-13: 2012 Regional Freight Modal Split by Value and Tonnage (Estimates Based on Multiple Data Sources)**

## The Bicycle and Pedestrian System

Bicycling and walking have become increasingly important in the Twin Cities for commuting to work or school, running personal errands, and traveling to entertainment and activity venues. The region has a strong infrastructure and policy foundation on which the regional bicycle and pedestrian systems are based, and the potential to further expand biking and walking in the region for transportation is significant.

*The region has a strong infrastructure and policy foundation on which the regional bicycle and pedestrian systems are based, and the potential to further expand biking and walking in the region for transportation is significant.*

According to the 2010 TBI, 6.1 percent of all trips made within the seven-county region are done by walking, and 1.6 percent of all trips are made by bicycle. Between 2000 and 2010, the share of walking trips within the region increased 0.4 percentage points and the share of bicycling trips in the region increased by 0.5 percentage points.

The Regional Bicycle Transportation Network shown in **Figure ES-14** consists of more than 1,300 miles of existing, planned, or anticipated on- and off-road bicycle facilities.

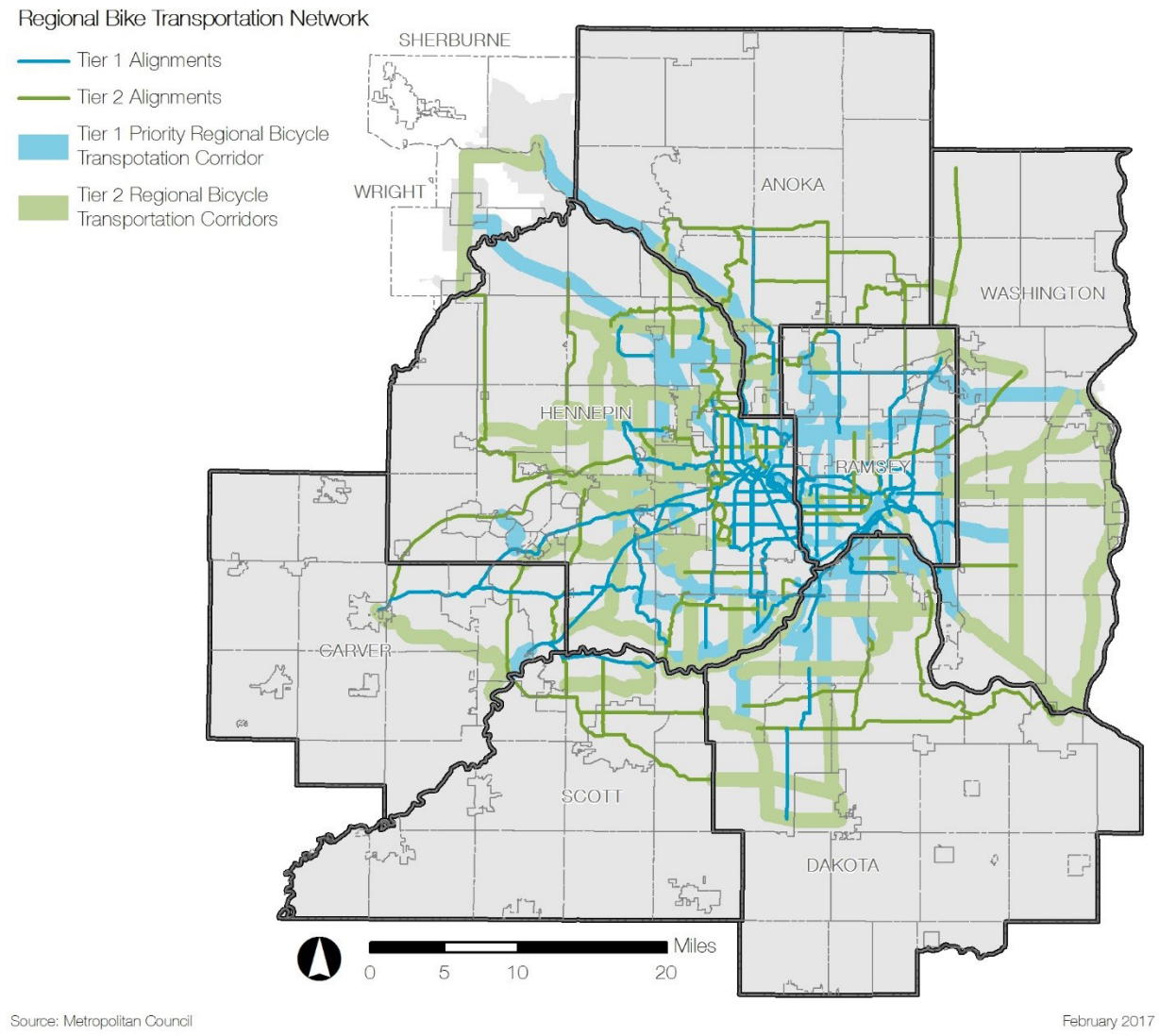


**Figure ES-14. Regional Bicycle Transportation Network**

## The Aviation System

The Twin Cities region aviation system is shown in **Figure ES-15** and consists of eleven airports, one commercial airport and ten general aviation airports, that provide aviation services to the region.

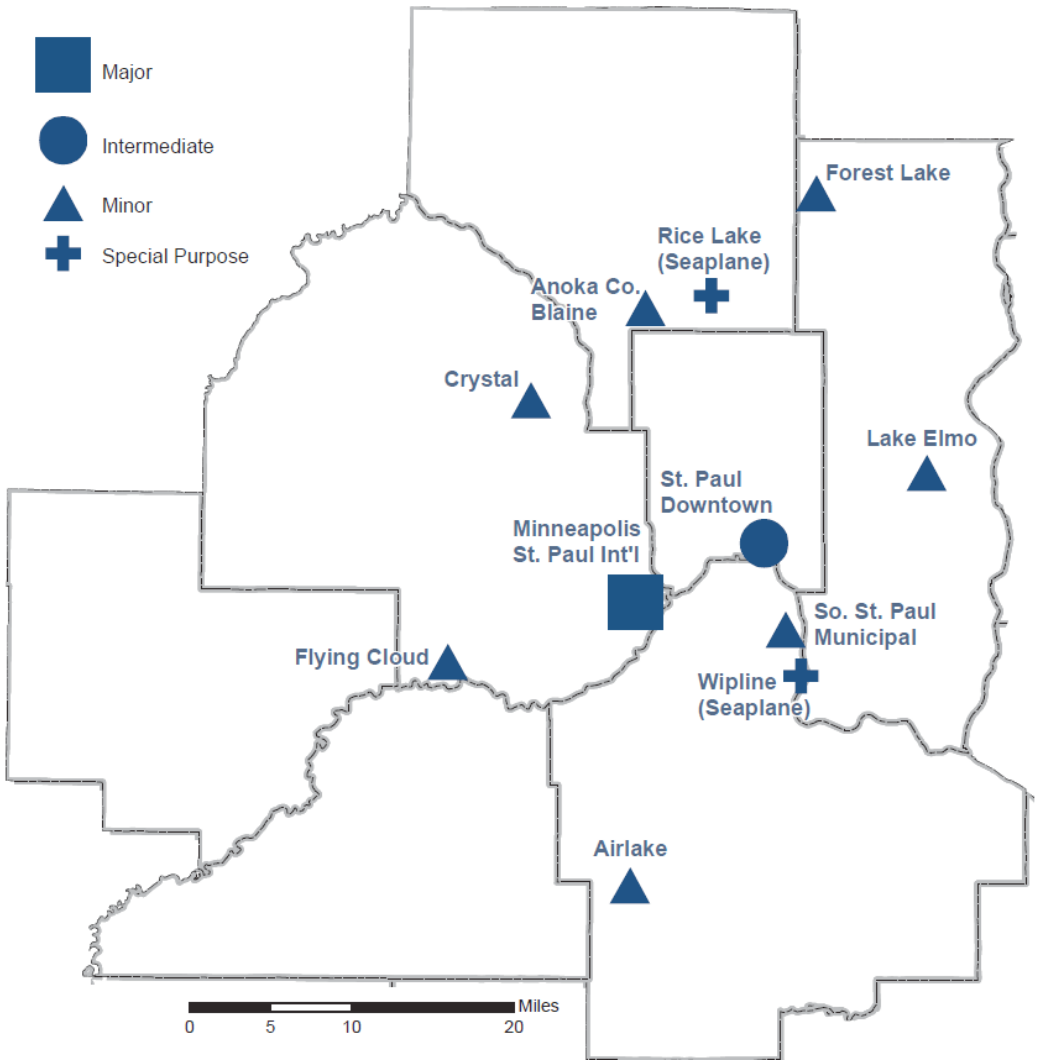


**Figure ES-15: Regional Airports by System Role**

Since 2010, MSP has experienced a steady increase in passenger enplanements (14 percent) with a corresponding decrease in aircraft operations (7 percent). This trend is consistent with the airline industry trend to focus on productivity and use fewer flights with greater capacity (larger airplanes or simply putting more seats on existing airplanes) to serve major destinations.

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