

## TRANSPORTATION ADVISORY BOARD

---

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

NOTICE OF A MEETING  
of the  
PLANNING COMMITTEE  
**Thursday, Oct 10th, 2019**  
**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 July 2019 Meeting
- 4) Info Items
  - a) MnDOT Functional Class Review – Bobbi Retzlaff and Mark Nelson (MnDOT)
    - i) Handout 1, Handout 2
  - b) Regional Solicitation Changes – Joe Barbeau
  - c) Comprehensive Plans – Transportation Update – Russ Owen
- 5) Other Business
- 6) Adjournment

## Seven Metro County Functional Classification Review

DRAFT – for discussion only

### Proposed Scope of Work

Task	Activity	Estimated Timeframe
1	Update MnDOT's GIS data to reflect the Council's Minor Arterial classification.	Complete.
2	Update MnDOT's GIS data to reflect major and minor classifications identified in the comprehensive plans. When the Federal Highway Administration updated the functional classification guidelines in 2013, FHWA divided the urban collectors into major and minor categories. As part of the greater Minnesota review, MnDOT worked with the local partners to determine which collectors were major and which were minor. Currently, the majority of collectors in the seven metro counties are classified as major collectors. As part of the comprehensive plan update, communities are required to identify major and minor collectors. Additionally, the collector system of several communities is not reflected in the Council's functional classification data.	Work has begun.
3	Work with FHWA to schedule/provide functional classification training.	Work has begun.
4	Complete peer review and MPO peer review.	Work has begun.
5	Present findings to the advisory committee. Share with the advisory committee proposed process to complete the technical review.	1 week
6	Complete technical analysis and prepare draft maps.	10 weeks

Task	Activity	Estimated Timeframe
7	Work with the local partners to review the proposed changes. Based on the greater Minnesota review, there may be several versions of proposed changes until consensus is reached. It is anticipated this task will include one-on-one meetings as requested to discuss the proposed changes. Work with advisory committee in instances when consensus cannot be reached.	26 weeks
8	Prepare draft functional classification maps for final review and share maps with local partners. This review step is to verify all the agreed upon changes are reflected correctly within MnDOT's data.	5 weeks
9	Work with the Metropolitan Council to have the Council approve the changes.	4 weeks
10	Prepare final maps and documentation. Submit approval request to FHWA.	3 weeks
11	FHWA reviews and approves changes.	12 weeks
12	Update MnDOT data.	4 weeks

## Factors impacting timeline

Several factors may impact the timeline:

1. Completion of the comprehensive plans. Draft comprehensive plans were due to the Council by December 2018. For the local governments that do not yet have approved 2040 comprehensive plans, MnDOT will use functional classification information identified in draft plans when draft 2040 plans are available.
2. Depth of the technical analysis. Since the greater Minnesota review, new tools such as StreetLight have become available that may assist in the functional classification review.
3. The number of local partners that request/require a printed/electronic map of the proposed changes and availability of TDA staff to assist with map production. GIS data will also be made available.
4. The number of one-on-one meetings requested. Unlike the greater Minnesota review, it is anticipated MnDOT staff will meet with local partners to discuss the proposed changes.
5. Whether an oversight committee is formed. For the greater Minnesota review, an oversight committee was formed to provide a final decision in those instances where MnDOT and the local partner could not reach consensus. For the greater Minnesota review, the committee met twice to make final functional classification decisions.
6. Other staff work efforts such as the update to the Statewide Multimodal Transportation Plan.

## Miscellaneous

Peer review: MnDOT is comparing the Council's functional classification to other peer MPOs (such as Seattle) using HPMS data. The purpose is to determine if there are any commonalities/significant differences between the MPOs.

Minnesota MPO review: MnDOT is comparing the Council's functional classification to the other Minnesota MPOs using HPMS data. The purpose is to determine if there are any commonalities/significant differences between the MPOs.

Functional classification 101: MnDOT is working with FHWA to provide training on functional classification.

Advisory committee: MnDOT will create an advisory committee. The proposed membership is: 1) county representative, 2) city representative, 3) TAC Planning Chair, 4) MnDOT Metro District Engineer, 5) MnDOT Metro State Aid representative. The committee will serve two roles:

1. Advisory. The committee will provide guidance and feedback on the overall review process such as how to define a local trip compared to a regional trip, means for reaching out to and working with local partners, etc.
2. Oversight. There may be instances when MnDOT and the local partner cannot reach agreement on what the functional classification should be. In those instances, the steering committee will make the final decision.

Communication: MnDOT is identifying ways in which it will keep local partners updated on the status of the review, share the results of the technical analysis and MPO reviews, and discuss the proposed changes.

## Seven Metro County Functional Classification Review: FAQs

**DRAFT – for discussion only**

*Q: Why is a functional classification review being done in the seven metro counties?*

A: A statewide review was triggered by new functional classification guidelines issued by the Federal Highway Administration in 2013 and by new urban boundaries released by the U.S. Census Bureau in 2012. MnDOT completed the greater Minnesota functional classification review – and FHWA approved the review – in 2015. Due to timing issues with the Thrive MSP 2040 and Transportation Policy Plan updates, the Metropolitan Council requested the seven metro counties be excluded from the statewide review.

*Q: Why doesn't MnDOT wait until 2022 when the U.S. Census Bureau releases new urban boundaries? Won't another review be required?*

A: Due to the process used for the greater Minnesota review, FHWA has determined MnDOT does not have to undertake a functional classification review for greater Minnesota when the new Census urban boundaries are released. As part of the 2018-2021 STIP approval, FHWA recommended MnDOT “lead an effort to reclassify roads in the metro area in coordination with the Met Council but also work directly with cities and counties where applicable.” More recently, FHWA prohibited any changes to arterial classifications in the metro area until a functional classification review is completed. Waiting for the new boundaries to be released may also result in other timing issues.

*Q: The counties and cities follow the Metropolitan Council's functional classification guidelines. The counties are within the FHWA guidelines in system percentages. Why does MnDOT need to conduct a review?*

A: FHWA has stated a review of the seven metro counties must be completed.

Additionally, until recently, MnDOT did not realize that the Council's data does not include all functionally classified roadways. The Council does not review the collector system. While changes may be made to the collector system, it is at the local community's discretion on whether these changes are brought to the Council for review and approval. MnDOT's functional classification data will be updated to reflect the collector system. A review is required to ensure consistency in how collectors are identified.

MnDOT reports functional classification changes to FHWA annually. As part of the annual report, MnDOT compares the state's classification system to FHWA guidelines. The comparison is made at a statewide level, not a regional or county level. There are instances where a county and/or region is above/below the classification guidelines.

*Q: Why doesn't the Council – or the counties – conduct the review? What authority does MnDOT have regarding functional classification?*

A: 23 CFR 450.105(b) gives state transportation agencies the primary responsibility for functional classification. FHWA provides guidance and criteria.

*Q: Does a change in functional classification affect a county or city's state aid allocation?*

A: State aid allocations are not affected by functional classification changes.

*Q: Functional classification is a factor in the regional solicitation process, i.e., eligible projects must be classified as an A-minor arterial or higher. How will the functional classification review impact the regional solicitation process?*

A: According to 23 USC 101(a)(6), federal-aid highways are all highways except those classified as local or rural minor collector. Federal functional classification guidelines do not identify different types of minor arterials. Metropolitan Council policy has identified different types of minor arterials and limited eligibility to A-minors and principal arterials. The functional classification review will not affect the current and upcoming Regional Solicitation.

*Q: Metro counties review functional classification regularly. Counties do not expect to see major changes. If there are major changes, there will be conflict.*

A: For the greater Minnesota review, the changes from current (i.e., pre-review) to final FHWA-approved classification were:

- Interstate: No change
- Principal arterial – other freeway/expressway: Increased 83. Miles
- Principal arterial – other: Decreased 221.7 miles
- Minor arterial: Decreased 1.9 miles
- Major collector: Decreased 431.4 miles
- Minor collector: Increased 724.6 miles
- Local: Decreased 156.8

As part of the greater Minnesota review, MnDOT completed a review of the National Highway System. MnDOT identified inconsistencies in how principal arterials were identified in greater Minnesota. The review reclassified principal arterial stubs and principal arterials primarily serving local traffic to a lower classification.

As part of the greater Minnesota review, MnDOT also focused on adding minor collectors to the urban system. This resulted in the reclassification of both major collectors and local roads.

Local partner feedback influenced the final classifications. Based on local partner feedback, the classification originally proposed by MnDOT changed as follows:

- Interstate: No change
- Principal arterial – other freeway/expressway: Increased 2.1 miles
- Principal arterial – other: Increased 59.2 miles
- Minor arterial: Increased 148.8 miles

- Major collector: Increased 48.1 miles
- Minor collector: Decreased 117.5 miles
- Local: Decreased 140.7 miles

MnDOT’s review of greater Minnesota focused on data and what the data showed. MnDOT knew there were instances where the data was either missing or incorrect. Local partners added their knowledge of what was actually occurring on the ground when they review the proposed changes. The partners identified segments/areas where a change was needed and explained why the change was needed. Comments were shared between MnDOT and the local partner until consensus was reached.

*Q: If the review identifies the need for a Principal Arterial, will MnDOT add the Principal Arterial?*

A: Yes, as long as the road is currently functioning as a principal arterial.

*Q: How will MnDOT review the functional classification?*

MnDOT will perform a desk review of the functional classification. This review is imperfect which is why MnDOT will draft “proposed” changes and look to its local partners to review those proposals.

Two key components of the desk review are traffic volume and spacing. There are instances where traffic volume data is either missing or incorrect. For example, road construction may have influenced a traffic count resulting in either under- or over-reporting of typical volumes. Likewise, new development/redevelopment may have occurred along or near the roadway since the last count.

In terms of spacing, MnDOT will look to see that the system is balanced. As noted in the FHWA’s *Highway Functional Classification Concepts, Criteria and Procedures (2013)*, assigning the same functional classification to parallel routes should be avoided whenever possible. The more important route should be assigned the higher classification while the other route(s) should be assigned a lower classification. There are exceptions to spacing, particularly in central business districts.

MnDOT will also look for:

- Instances when functional classification changes at municipal boundaries. Functional classification does not automatically change at a boundary.
- System continuity. In general, this means avoiding “stubs.” Not all stubs are eliminated. System continuity is important, however, roadway segments should not be over-classified for the sole reason of system continuity.

# **Regional Solicitation for Transportation Projects: Key Changes out for Public Comment**

Transportation Committee  
October 10, 2019





# What is the Regional Solicitation?

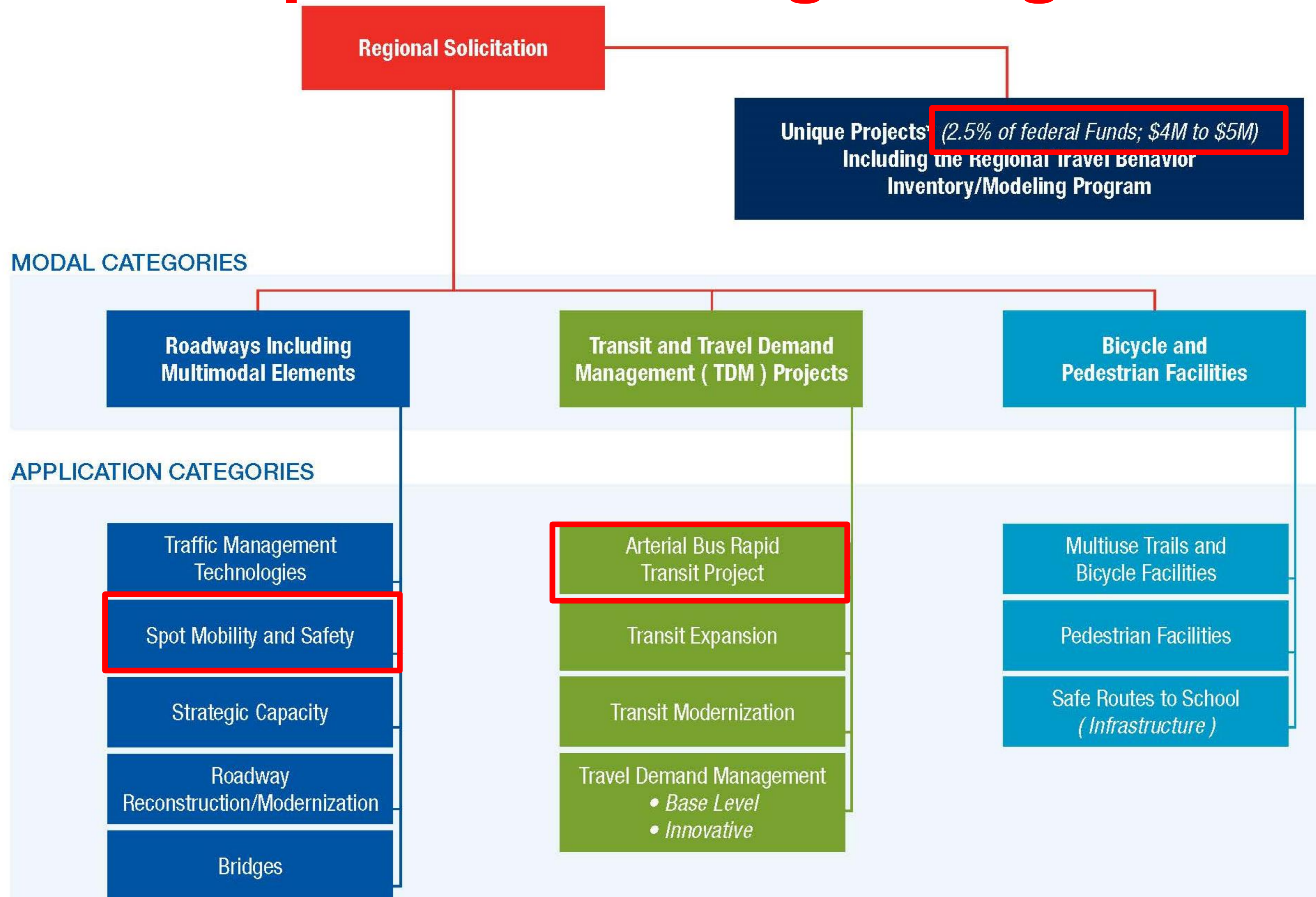
The process to allocate federal Surface Transportation Block Grant Program (STBGP) and Congestion Mitigation and Air Quality (CMAQ) funds to locally-initiated projects that meet regional transportation needs.

- Solicit projects every two years for roughly four-to-five years into the future (e.g., 2020 Regional Solicitation will fund projects in 2024 and 2025)
- Use a transparent and technically-driven scoring system to select projects
- Federal awards pay for up to 80% of total project cost

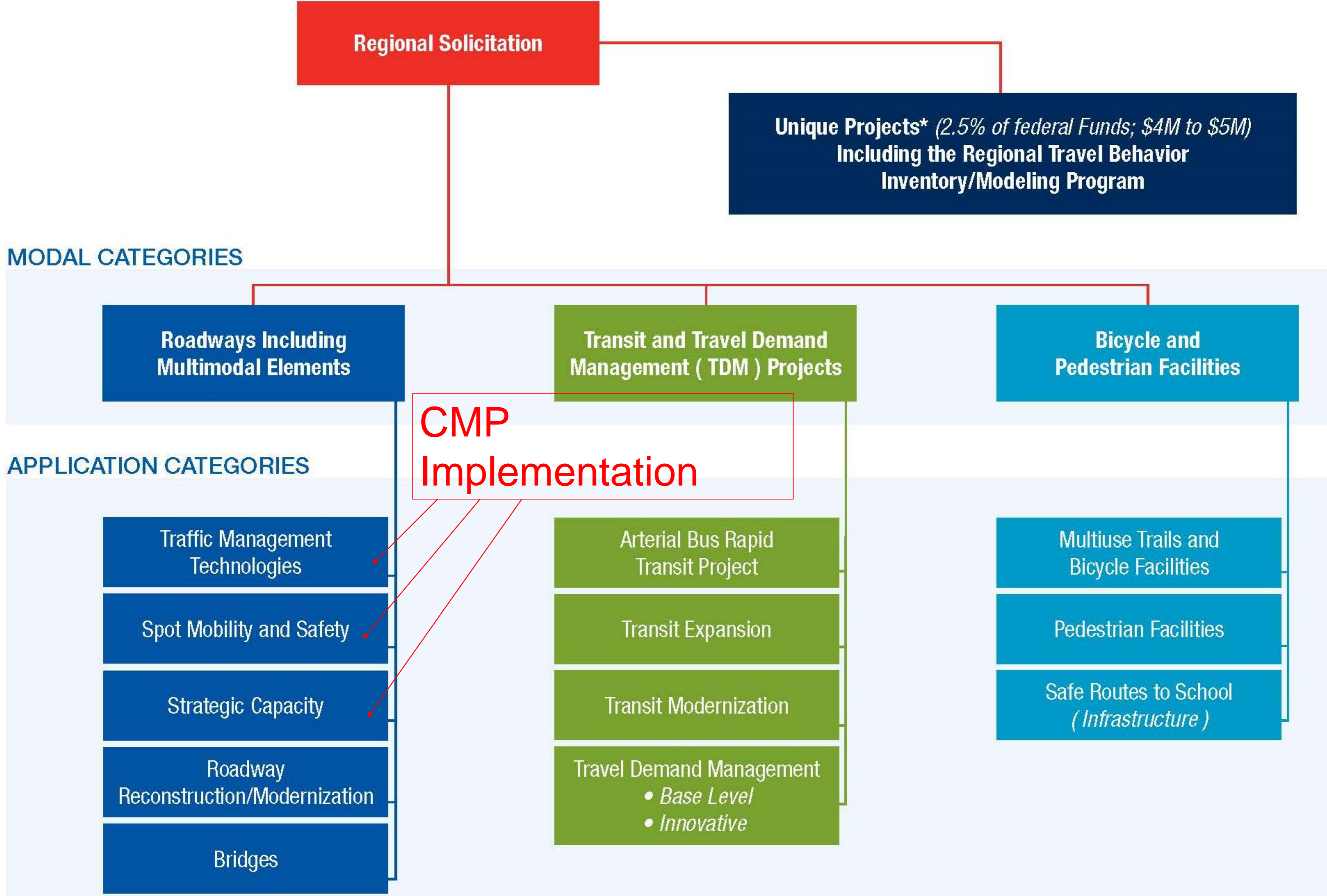
# 2020 Regional Sol. Public Comment Period

- TAB approved the application to go out for public review on 9/18
- Public comment period closes on 11/6.
- Comments considered at the 11/18 TAB meeting and then application approved and sent to Council for approval.

# Proposed Funding Categories



# Congestion Management Process



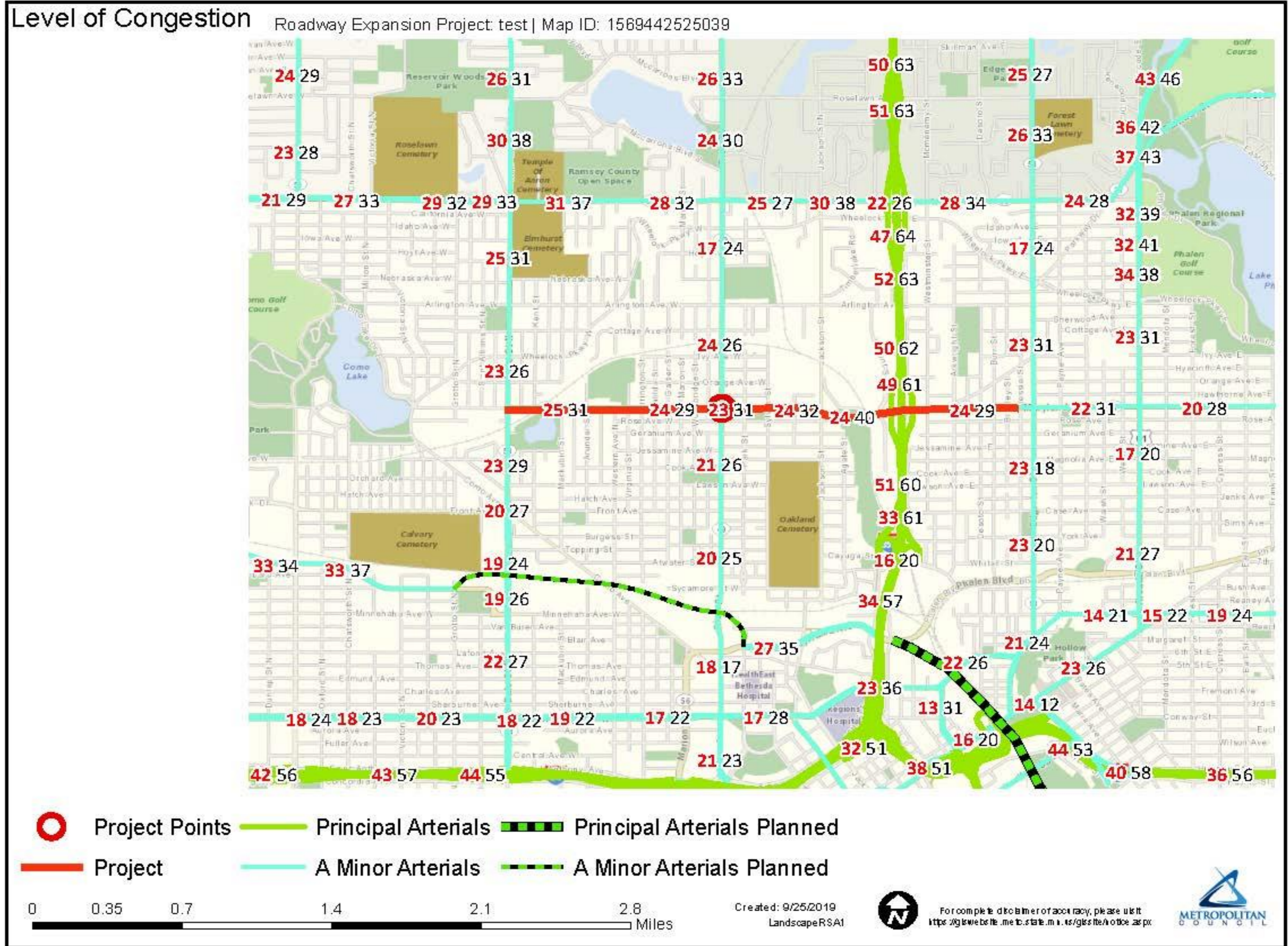
# CMP Implementation

Example:

Traffic Management Technologies: 150 pts/1,100 points total based on the intensity of congestion in the project area using Streetlight data

Peak hour speed (whatever hour of the day has the slowest speeds) compared to the reference speed

# Congestion Management Process Implementation



# Transit Recommendations

1. Increase the mid-point of the modal funding range for the Transit application category by \$5M (from \$49M to \$54M) and proportionately reduce the modal funding ranges for the Roadway (\$4M) and Bicycle and Pedestrian (\$1M) application categories.

\$54M for Transit

-\$7M for TMOs/TDM

-\$25M for ABRT

\$22M remaining for transit expansion and modernization categories  
(for 3+ large transit projects @ \$7M each or a higher number of smaller projects)

# Transit Recommendations

2. Allow for only one Arterial BRT project to be awarded in the Transit Expansion and Transit Modernization categories along with up to \$25M for a full Arterial BRT project.
3. All other BRT projects (on existing BRT lines, highway BRT, and dedicated or New Start BRT projects) will compete in the Transit Expansion or Transit Modernization categories (maximum funding amount of \$7M).
4. To assure that non-BRT transit projects continue to compete and receive funding, no more than \$32M will be allocated to BRT projects in total, including the selected ABRT project and any other high scoring BRT projects in the other categories.
5. Include a New Transit Market Project Guarantee to assure that at least one project that is outside of transit market areas 1 and 2 for at least one end of the project receives funding. (A funded BRT transit expansion or modernization project could fulfill this guarantee.)



# Modal Funding Ranges

Existing	Roadways	Transit and TDM	Bicycle/Ped	Unique	Total
Modal Funding	48%-68% \$86M-\$122M	22%-32% \$40M-\$58M	10%-20% \$18M-\$36M	2.5% \$4M-\$5M	100% \$180M

TAB Rec	Roadways	Transit and TDM	Bicycle/Ped	Unique	Total
Modal Funding	46%-65% \$83M-\$117M Midpoint: \$100M	25%-35% \$45M-\$63M Midpoint: \$54M	9%-20% \$16M-\$34M Midpoint: \$26M	2.5% \$4M-\$5M Midpoint: \$4.5M	100% \$180M

# Minimum and Maximum Awards

Modal Categories	Application Categories	Minimum Federal Award	Maximum Federal Award
Roadways Including Multimodal Elements	Traffic Management Technologies	\$250,000	<del>\$7,000,000</del> \$3,500,000
	Spot Mobility and Safety	\$1,000,000	\$3,500,000
	Strategic Capacity	\$1,000,000	<del>7,000,000</del> \$10,000,000
	Roadway Reconstruction/Modernization	\$1,000,000	\$7,000,000
	Bridge Rehabilitation/Replacement	\$1,000,000	\$7,000,000
Transit and TDM Projects	Arterial Bus Rapid Transit Project	N/A	25,000,000
	Transit Expansion	\$500,000	\$7,000,000
	Transit Modernization	<del>\$100,000</del> \$500,000	\$7,000,000
	Travel Demand Management (TDM)	<del>\$75,000</del> \$100,000	\$500,000
Bicycle and Pedestrian Facilities	Multiuse Trails and Bicycle Facilities	\$250,000	<del>\$5,500,000</del> \$4,000,000
	Pedestrian Facilities	\$250,000	\$1,000,000
	Safe Routes to School	\$150,000	\$1,000,000

# Minimum and Maximum Awards: Multiuse Trail Funding Options

TAB requested that options be brought back to them regarding about the possibility of funding a small number of large multiuse trail projects.

1. Allow for different maximums for projects with barriers and those without.
2. Create two different trail categories (big and small projects).
3. Allow for only one project to be awarded up to \$5.5M, the rest at the maximum of \$4M.
4. Use the \$4M maximum
5. Leave at \$5.5M maximum

**TAB Recommendation– Reflected in public review document**

# Scoring Measure Changes

- New pedestrian safety measure in the roadway applications (Spot Mobility & Safety, Strategic Capacity, and Reconstruction/ Modernization)
- Inclusion of the Regional Bicycle Barriers Study and Major River Barrier Crossings in the scoring based on TAC feedback in August
- Ability to reduce outside competitive funding secured from the total project cost when determining the cost effectiveness score (Roadways only)

# Scoring Measure Changes: Equity & Housing

- Reduce Housing Performance total score from 70 points to 50 points across all application categories
- Include a new measure on Affordable Housing Access
  - Qualitative measure describing how the project improves access to affordable housing within 1/2 mile of the proposed project
  - 10 out of 50 points
- Increase Equity score by 20 points shifted from Housing Performance
  - 40% of Equity points for demonstrated engagement and outreach
  - 60% of Equity points for identified benefits and mitigation of negative impacts

# Scoring Measure Changes: Equity & Housing

- Replace the multiplier for Areas of Concentrated Poverty with Bonus points
  - Bonus points only for projects scoring at least 80% on Equity measures
  - 25 points for Areas of Concentrated Poverty with 50% people of color
  - 20 points for Areas of Concentrated Poverty
  - 15 points for census tracts above regional average for poverty or people of color
  - 10 points for all other areas
- Provide applicant workshops and learning sessions on Equity, engagement and identifying project needs and solutions
- Convene a regional policy work group on Transportation and Equity
  - Council and Equity Advisory Committee, TAB, MnDOT, cities and counties
  - Investigate expanding beyond transportation issues

# Policies, Qualifying, And Eligibility

- Applicant must have a completed ADA Transition Plan
- Eliminate the \$10M minimum set-aside for Bridges
- Letter committing to snow and ice control on Multiuse Trail and Bicycle Facility projects
- Policy Work Group recommendation to limit total funding to all BRT projects in Transit modal category to \$32 million
- Continue guarantee to fund at least one project from each of the five eligible roadway functional classifications
- Transit New Market guarantee

# RBTN Changes

Received administrative change requests from Minneapolis, Dakota County, and South St. Paul in these categories:

- Minor corridor centerline shifts (3)
- Corridor extension of ½-mile or less (1)
- Minor alignment shift (1)
- Alignment extensions of ½-mile or less (2)
- Minor alignment corrections (4)

All change requests were accepted as proposed or modified with agreeable adjustments.



# Highway Safety Improvement Program Proposed Changes from MnDOT

- Increase the maximum award from \$1.8M to \$2M.
- Include a new pedestrian/bicycle safety measure similar to the Reg. Sol.
- Require that ADA Transition Plans must be completed similar to the Reg. Sol.
- Remove previous target of awarding 70% of the total funds to reactive safety projects and 30% of the funds to proactive safety projects to provide more flexibility in project selection.
- Application deadline of June 1<sup>st</sup>, TAB approval in Nov/Dec.

# 2020 Regional Solicitation Schedule

- September 2019: Application released for public review
- Nov/Dec 2019: Application packet finalized
- Jan/Feb 2020: Application released
- April 2020: Applications due
- Nov/Dec 2020: Projects approved

# Questions

Steve Peterson, Manager of Highway Planning and TAB/TAC Process

651-602-1819

[Steven.Peterson@metc.state.mn.us](mailto:Steven.Peterson@metc.state.mn.us)

Elaine Koutsoukos, TAB Coordinator

651-602-1717

[Elaine.Koutsoukos@metc.state.mn.us](mailto:Elaine.Koutsoukos@metc.state.mn.us)

Joe Barbeau, Senior Planner

651-602-1705

[joseph.barbeau@metc.state.mn.us](mailto:joseph.barbeau@metc.state.mn.us)