

## Transportation Committee

Meeting date: September 8, 2014

For the Metropolitan Council meeting of September 24, 2014

**Subject:** 2015 Unified Planning Work Program

**District(s), Member(s):** All

**Policy/Legal Reference:** MAP-21

**Staff Prepared/Presented:** Arlene McCarthy, Director MTS, 651-602-1754

Amy Vennewitz, Dep. Dir. Finance & Planning, 651-602-1058

Connie Kozlak, Mgr. Systems Planning, 651-602-1720

Katie White, Senior Planner MTS, 651-602-1716

**Division/Department:** Metropolitan Transportation Services (MTS)

### Proposed Action

That the Metropolitan Council:

- Adopt the proposed 2015 Unified Planning Work Program (UPWP) with a budget of \$5,047,548.
- Adopt the attached resolution authorizing the filing of an application with the Minnesota Department of Transportation for a planning grant under MAP-21.
- Authorize the Regional Administrator to enter into agreement with the State of Minnesota, Department of Transportation, for distribution of FHWA and FTA planning funds.

### Background

The UPWP is a program required by federal law through which Metropolitan Planning Organizations (MPOs) receive federal funds to conduct transportation and land use planning activities. It includes work proposed by the Metropolitan Council, the Minnesota Department of Transportation (MnDOT), the Minnesota Pollution Control Agency (MPCA), and Metropolitan Airports Commission (MAC). There are six planning activities (Planning Program Support and Administration, TIP Development and Management, Comprehensive and Land Transportation Planning, Research and Travel Forecasting., Operations and Management, and Aviation Transportation Planning) in the proposed 2015 UPWP with an overall budget of \$5,047,548.

### Rationale

The main purpose of the UPWP is to serve as an application to the US DOT for federal transportation planning funds and to ensure coordination of planning activities among the various agencies involved in the transportation planning process.

### Funding

The proposed UPWP is based on the assumption that \$3,864,737 will be available in 2015 from the Federal Highway Administration and the Federal Transit Administration for the proposed Council work. If the final approved grant amounts are different, the Council reserves the right to reconsider the work program. The \$1,182,811 local match comes from the Metropolitan Council (\$1,018,786), MAC (\$91,024), MnDOT (\$13,000) and from the remainder of FTA funds for New Freedom program administration (\$60,000).

### **Known Support / Opposition**

The 2015 UPWP was reviewed by the Technical Advisory Committee and approved by the Transportation Advisory Board on August 20, 2014. There is no known opposition.

METROPOLITAN COUNCIL  
390 Robert Street North, St. Paul, Minnesota 55101-1805

RESOLUTION NO. 2014-21

RESOLUTION AUTHORIZING THE FILING OF AN APPLICATION WITH THE MINNESOTA DEPARTMENT OF  
TRANSPORTATION FOR A CONSOLIDATED PLANNING GRANT  
UNDER THE MOVING AHEAD FOR PROGRESS IN THE 21<sup>ST</sup> CENTURY  
(MAP-21)

- WHEREAS, the Secretary of Transportation is authorized to make grants for mass transportation projects and transportation planning; and
- WHEREAS, the contract for financial assistance will impose certain obligations upon the applicant, including the provision by it of the local share of project costs; and
- WHEREAS, it is required by the U.S. Department of Transportation in accord with the provisions of the Title VI of the Civil Rights Act of 1964, that in connection with the filing of an application for assistance under the Federal Transit Act of 1991, as amended, the applicant give an assurance that it will comply with the Title VI of the Civil Rights Act of 1964 and the U.S. Department of Transportation requirements thereunder; and
- WHEREAS, Title 23, U.S. Code requires that a continuing, comprehensive, and cooperative (3-C) transportation planning process be carried out between the state and local governments in urbanized areas; and
- WHEREAS, the Metropolitan Council is eligible to receive Federal Highway Administration and Federal Transit Administration grant funds for the 2015 transportation planning work program.

NOW, THEREFORE, BE IT RESOLVED:

1. THAT the Regional Administrator is authorized to file an application with the Minnesota Department of Transportation, on behalf of the Metropolitan Council, for a consolidated planning grant to aid in financing the Council's 2015 transportation work program;
2. THAT the Metropolitan Council enter into an agreement with the Minnesota Department of Transportation for distribution of Federal Highway Administration and Federal Transit Administration planning funds;
3. THAT the Regional Administrator is hereby authorized to execute the Minnesota Department of Transportation agreement(s) for Federal Highway Administration and Federal Transit Administration planning funds;
4. THAT the Regional Administrator is authorized to furnish such additional information as the Minnesota Department of Transportation or the U.S. Department of Transportation may require in connection with applications, projects, or agreements.

Adopted this \_\_\_\_\_ day of \_\_\_\_\_, 2014.

\_\_\_\_\_  
Susan Haigh, Chair

\_\_\_\_\_  
Emily Getty, Recording Secretary

# 2015 TRANSPORTATION UNIFIED PLANNING WORK PROGRAM FOR THE TWIN CITIES METROPOLITAN AREA

This document was prepared in part by a grant from the US DOT.



September 2014

Publication No. TBD

Metropolitan Council

390 Robert Street, St. Paul, Minnesota 55101

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Richard Kramer	District 13
Jon Commers	District 14
Steven T. Chávez	District 15
Wendy Wulff	District 16

**General Phone**

**651-602-1000**

**Data Center**

**651-602-1140**

**TTY**

**651-291-0904**

**Email**

**[data.center@metc.state.mn.us](mailto:data.center@metc.state.mn.us)**

**Website**

**[www.metrocouncil.org](http://www.metrocouncil.org)**

Publication No. TBD

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## ACRONYMS

3-C - Continuing, Comprehensive, Cooperative  
AA – Alternatives Analysis  
ADA – Americans with Disabilities Act  
AMPO – Association of Metropolitan Planning Organizations  
APP – Aviation Policy Plan  
ATM – Active Traffic Management  
ATP – Area Transportation Partnership  
BRT – Bus Rapid Transit  
CAA – Clean Air Act  
CAD – Clean Air Dialog  
CAM – Clean Air Minnesota  
CIMS – Corridor Investment Management Strategy  
CIP – Capital Improvement Plan  
CMP – Congestion Management Process  
CPG – Consolidated Planning Grant  
CSAH – County State Aid Highway  
CTIB – Counties Transit Improvement Board  
CTS – Center for Transportation Studies  
DBE – Disadvantaged Business Enterprise  
EA – Environmental Assessment  
EAW – Environmental Assessment Worksheet  
EIS – Environmental Impact Statement  
EPA – Environmental Protection Agency  
FAA – Federal Aviation Administration  
FHWA – Federal Highway Administration  
FTA – Federal Transit Administration  
HOT – High Occupancy Toll  
HOV – High Occupancy Vehicle  
ISTEA – Intermodal Surface Transportation Efficiency Act  
ITS – Intelligent Transportation System  
JARC – Job Access Reverse Commute  
LRT – Light Rail Transit  
LTCP – Long-term Comprehensive Plan  
MAC – Metropolitan Airports Commission  
MAP-21 - Moving Ahead for Progress in the 21<sup>st</sup> Century  
MHSIS – Metropolitan Highway System Investment Study  
MnDOT – Minnesota Department of Transportation  
MNIAQTPC – Minnesota Interagency Air Quality and Transportation Planning Committee  
MPCA – Minnesota Pollution Control Agency  
MPO – Metropolitan Planning Organization  
MTS – Metropolitan Transportation Services  
NEPA – National Environmental Policy Act  
NHS – National Highway System  
RTMC – Regional Traffic Management Center  
SAFETEA-LU – Safe, Accountable, Flexible, Efficient Transportation Equity Act – A Legacy for Users  
SAM – Safety and Mobility  
SIP – State Implementation Plan  
SPR – State Planning and Research  
STIP – State Transportation Improvement Plan  
STP – Surface Transportation Program  
TAAC – Transportation Accessibility Advisory Committee  
TAB – Transportation Advisory Board  
TAC – Technical Advisory Committee  
TBI – Travel Behavior Inventory  
TED – Transportation and Economic Development  
TH – Trunk Highway  
TIP – Transportation Improvement Plan  
TOD – Transit Oriented Development  
UPWP – Unified Planning Work Program

# I. INTRODUCTION TO THE UNIFIED PLANNING WORK PROGRAM

## A. Introduction

The Unified Planning Work Program (UPWP) is a description and documentation of proposed transportation and transportation-related planning activities in the Metropolitan Area for 2015. The Metropolitan Council jurisdiction includes seven counties (see map on next page). In addition, the 2010 Census identified developed areas of Wright and Sherburne counties (primarily along the I-94 and U.S. Highway 10 corridors) to be included in the urbanized area (UZA) for transportation planning purposes, though these areas are not otherwise a part of the Metropolitan Council's jurisdiction. Staff from the Metropolitan Council met with representatives of the newly included counties and municipalities through 2012 and 2013 and came to an agreement (formalized in a Memorandum of Understanding) on how they would interact with the MPO functions of the Metropolitan Council. For more information on how the UPWP is used in the context of the activities of the Metropolitan Council, please reference the [2012 Transportation Planning and Programming Guide](#).

The participants in the UPWP include four agencies: the Metropolitan Council, the Minnesota Department of Transportation (MnDOT), Minnesota Pollution Control Agency (MPCA), and the Metropolitan Airports Commission (MAC). (See Appendix C for roles and responsibilities of the participants.) Since the 2015 UPWP also serves as the Metropolitan Council's application for US DOT transportation planning funds, the projects with Metropolitan Council participation are detailed with staff hours and consultant costs to detail how \$3.8 million of federal planning money will be spent, along with 20 percent local match. The activities of the other agencies are shown in narrative form only.

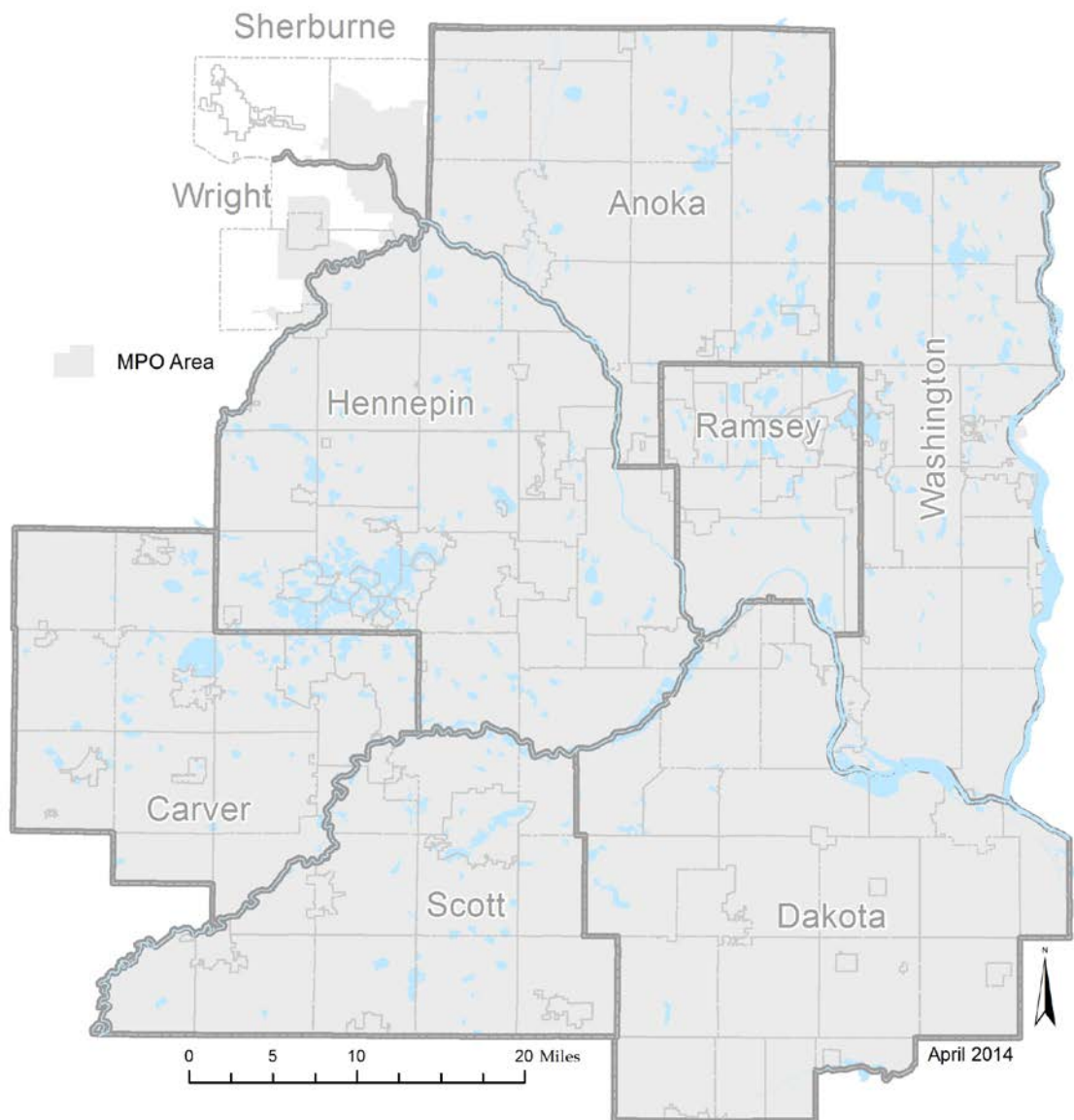
Many of the tasks are required by state or federal law, and are ongoing, including the TAC/TAB committee process and corridor studies, or repeat on an annual or biennial cycle, such as the preparation of the TIP and the regional solicitation. The Council's *Transportation Policy Plan* was adopted at the end of 2010 and updating that plan was a major focus in 2014, with adoption of the updated 2040 plan expected in December, 2014. This long range transportation plan complements the region's overall development plan, the *Thrive MSP 2040*, which is mandated by state law and was also updated in 2014. Implementation activities for both *Thrive MSP 2040* and the 2040 *Transportation Policy Plan* will be a major part of the Council's 2014 work.

Some studies that were begun in earlier years will continue into 2015, including analysis of the 2010 Travel Behavior Inventory (TBI) and implementing performance based planning, as required by MAP-21, and many corridor/AA/DEIS studies. The UPWP projects have been reviewed for consistency with the existing Transportation Policy Plan.

The Metropolitan Council is committed to a pro-active, effective public participation process, and will use a variety of internal and external strategies including newsletters, telephone comment lines, e-mail, website, on-line forum, media relations, social media, community meetings, public hearings, and public information campaigns, in carrying out all of the work program activities. An updated public participation process was adopted in 2007, following passage of SAFETEA-LU.



## Metropolitan Council Jurisdiction



### B. Organization of the UPWP

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

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

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

### *C. Related Studies*

In some years there are transportation studies underway in the region that are not included in the UPWP since the federally funded transportation staff of the planning agencies are not involved to a significant level. No major transportation studies are expected to be conducted in 2015 that are not mentioned in this UPWP.

### *D. Explanation of Fund Allocation, Indirect Costs and Local Contributions*

#### 1. Allocation of Federal Funds

Since 2002 the Federal Transit Administration (FTA) and Federal Highway Administration (FHWA) funds have come to the Metropolitan Council in the form of a "Consolidated Planning Grant" (CPG) which recognizes the intermodal nature of urban transportation and allows flexibility in planning for issues that frequently result in multimodal solutions. These CPG funds are not used for aviation planning, which is conducted almost entirely with local (nonfederal) dollars except for periodic special studies funded by Federal Aviation Administration (FAA) grants.

#### 2. Statement of Metropolitan Council Regarding Audits as required by OMB Circular A-128. U.S. DOT requires that the following statements be included in the UPWP

"Arrangements have been made for the required financial and compliance audit and the audit will be made within the prescribed audit reporting cycle. Failure to furnish an acceptable audit as determined by the cognizant federal audit agency may be a basis for denial and/or refunding of federal funds." (FHPM Vol. 1, Chap. 9, Sec. 1, Subsec. 1, #6)

#### 3. Metropolitan Council Cost Allocation Plan

Indirect costs budgeted in the Unified Planning Work Program for the Metropolitan Council activities were developed in accordance with the Metropolitan Council's cost allocation plan. The cost allocation plan is in accordance with the provision of OMB Circular A-87, "Cost Principles for State and Local Government". The Metropolitan Council's cognizant agency is the U.S. Department of Transportation, Federal Transit Administration. The Metropolitan Council annually submits a cost allocation plan.

#### 4. Local Support

The local match shown with the activity descriptions in the following sections refer to dollar contributions of the Metropolitan Council to match the federal CPG grant. The UPWP budget does not include the contributions made by counties, cities and other agencies that regularly participate in the 3-C process through the TAB and TAC advisory committees. Staff, elected officials and citizen members of the TAB and TAC committees number more than 150 persons, most of whom meet monthly in regular committee working sessions. Such representatives put in additional hours dealing with written material prepared for their review and response. It is impossible to accurately calculate the hundreds of thousands of dollar value thus contributed to state and federal project planning for the region. The participation of such persons has been freely given by their respective employers as their contribution to local-regional cooperation. Because these local contributions of time and consultation help to advance federal and state funded highway and transit projects, it is appropriate to acknowledge this further contribution to the 3-C process for the region.

## *E. Carryover Policy*

In a June 4, 2013, memo (“Carryover policy for Unprogrammed PL and 5303 Funds – Amended”), MnDOT transmitted the adopted policy for all MPOs to document their expectations for funds that are not budgeted in the UPWP year.

Typically the Council has budgeted \$3.6 million to \$3.8 million of its PL and 5307 funds per year for the past few years based on the work program needs. In years that the Council doesn’t spend the full balance, carryover funds accumulate. Prior to 2010, this carryover was deliberately accumulated for the Travel Behavior Inventory (TBI) conducted every 10 years, due to the high cost of the consultant contract exceeding available annual funding. The Council anticipates continuing to accumulate a portion of its annual federal planning funds to be used for large periodic data collection efforts such as the TBI. Upon the completion of a data collection assessment study in 2015, outlined in Activity D of this 2015 UPWP, the Council will be prepared to allocate the carryover funds (as of June 5, 2014, estimated to be \$800,000) to the activities recommended by the study.

The local match required to meet the carryover funds will be readily available since the Council has dedicated revenue sources from year to year from local taxes and MVST revenues. The Council anticipates there will be sufficient funds to cover the local match in whichever year the UPWP funds are budgeted.

## II. 2015 WORK ACTIVITIES

### A. TRANSPORTATION PLANNING PROCESS

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

**PURPOSE:** To provide planning and administrative support to the metropolitan transportation planning process of the Council, MnDOT, and others pursuant to state and federal statutes and regulations. The process is required to certify the region for continued federal transportation funding.

**APPROACH:** The transportation planning process provides a forum for regional decision making and produces plans and programs for all transportation modes. Process participants are the Metropolitan Council, the Minnesota Pollution Control Agency (MPCA), and the Minnesota Department of Transportation (MnDOT), the Metropolitan Airports Commission (MAC), local units of government, transit providers and private citizens. The Transportation Advisory Board (TAB) and its Technical Advisory Committee (TAC) are the main forums where the various transportation agencies and interests participate in regional transportation discussions, as well as transportation plan preparation and implementation. The Transportation Advisory Board usually meets monthly on the 3<sup>rd</sup> Wednesday at 1:30 p.m. and TAC on the first Wednesday at 9:00 a.m. For specific information of the TAB, TAC, or Transportation Committee meetings, go to [www.metrocouncil.org/Council-Meetings/Committees](http://www.metrocouncil.org/Council-Meetings/Committees). Details on roles and responsibilities are further spelled out in the [Transportation Planning and Programming Guide](#).

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

Other products prepared by the Metropolitan Council and MnDOT under this activity include state or federally mandated reports such as Title VI, project approvals and quarterly UPWP progress reports. Council staff is in the process of implementing a new digital grants management software. This project will improve efficiency, simplify the Regional Solicitation grant application process, enhance grant reporting, and allow better grants management. Council staff will prepare the 2016 UPWP in cooperation with MnDOT, MPCA, and MAC. Staff will attend the quarterly statewide MPO Directors meetings and the annual MPO Conference.

Council staff will continue to work to integrate transportation planning for portions of Wright, Sherburne, and St Croix counties into the Twin Cities MPO plans and programs.

**RELATIONSHIP TO PREVIOUS WORK:** Ongoing: In 2014 agency staff participated in meetings of TAC, TAB and their subcommittees, as well as work on the grants management software and expanded MPO area planning as noted above.

**RELATIONSHIP TO OTHER AGENCY WORK:** MnDOT is involved in the planning process as an ongoing participant. MnDOT staff provides technical input, serves as committee members on several TAB and TAC committees, and is in frequent contact with Council staff regarding many issues. MnDOT plays a major role in administering and managing the federal planning funds that finance a majority of the planning work done by the Council. MnDOT staff also provides guidance to ensure that federal planning requirements are met. The MPCA staff participates in the ongoing

interagency coordination activities to administer the Clean Air Act and MAP-21 by participating in the review of the TPP, TIP and the UPWP; participating in the work of the TAB and TAC; serves as committee members on TAB and TAC committees; by providing needed technical assistance; and categorizing projects for air quality conformity purposes.

**PRODUCTS**

Committee Agendas, Minutes, Reports  
 TAC and TAB Progress Reports  
 Submittal of Functional Classification Changes  
 Audited 2014 (Consolidated Planning Grant) Fund Statements  
 Annual Update of Title VI and DBE Goals  
 2016 Unified Planning Work Program  
 UPWP Progress Reports to MnDOT

**COMPLETION DATES**

Ongoing  
 Monthly  
 Ongoing  
 April  
 July  
 October  
 Quarterly

**TASK A-2 RESPOND TO REVISIONS IN FEDERAL TRANSPORTATION LAW**

**PURPOSE:** Respond to revised funding levels and policy direction in the MAP-21 federal transportation law concerning funding eligibility and roles and responsibilities of MPOs, which affect how MnDOT, the Council, and TAC/TAB function in the future.

**APPROACH:** Council staff will continue to work with MnDOT, TAC/TAB and the Council on interpret and implementing any changes resulting from MAP-21, as well as reviewing and responding to any new proposed legislation to replace MAP 21.

**RELATIONSHIP TO PREVIOUS WORK:** Council staff has worked with MnDOT, federal agencies, and organizations such as AMPO since the second half of 2012 to analyze changes in MAP-21 and in subsequent draft guidance produced by US DOT.

**PRODUCTS**

Revise Policies/Procedures

**COMPLETION DATES**

Ongoing

**TASK A-3 TRANSPORTATION FINANCE**

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

**APPROACH:** Constraints placed on the TPP and the TIP are more demanding on the planning process than ever. Council transportation staff will undertake programming and budgeting activities, as well as activities necessary to obtain additional funding sources as needed for implementation of the the 2040 TPP to be adopted in December 2014.

Staff will continue to collaborate with the Counties Transportation Improvement Board (CTIB), coordinating with counties and regional rail authorities for transit planning, visioning, and financing. The Board’s vision is a network of interconnected transitways that allows users to move efficiently and safely, while mitigating congestion, enhancing economic development and improving environmental stability for the region.

**RELATIONSHIP TO PREVIOUS WORK:** The Council prepares an operating budget and 6-year transit CIP annually. Council staff also has been working with MnDOT on studying and planning for alternative roadway financing such as HOT lanes and congestion pricing for many years.

**RELATIONSHIP TO OTHER AGENCY WORK:** The Council is the lead agency. Council staff works with the transit operating agencies and Suburban Transit Providers on transit capital

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

**PRODUCTS**

Internal Financial Statements  
 Analysis of Financing Methods  
 Selection of Projects for Regional Transit Capital Funding  
 Unified Operating Budget  
 Unified Capital Budget  
 Implement New Digital Application Procedures for Grants  
 Management Software

**COMPLETION DATES**

Monthly  
 2<sup>nd</sup> Quarter  
 December  
 December  
 December  
 Ongoing

<b>Activity A</b>	<b>2015 Budget</b>
ACTIVITY STAFF WEEKS:	312
TOTAL ESTIMATED EXPENDITURES:	\$1,055,206
<b>SOURCES OF FUNDS:</b>	
FEDERAL: (CPG)	\$844,165
LOCAL:	\$211,041
TOTAL	\$1,055,206

## B. TIP DEVELOPMENT AND MANAGEMENT

### TASK B-1 TIP DEVELOPMENT AND MANAGEMENT

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

**APPROACH:** In 2015 a 2016-2019 TIP will be prepared, beginning in March to allow time for air quality conformity analysis and citizen input prior to adoption in August/September. The TIP also fulfills the FTA requirement for a Program of Projects (POP). The TIP will be recommended for adoption by the Technical Advisory Committee (TAC) to the TAB, adopted by the Transportation Advisory Board (TAB), and approved by the Metropolitan Council. Any TIP amendments received during the year are processed in a similar manner. A streamlined TIP amendment process was adopted by the TAC and TAB in 2014. In 2015, an annual listing of obligated projects will be published showing projects with federal funds obligated in the previous year. The TIP itself includes a list of projects authorized in the previous fiscal year, in compliance with federal law.

In 2015, the TAB is scheduled to select projects from the regional solicitation to be funded with federal funds in 2017, 2018, and 2019, contingent upon available federal funding.

The 2015 air quality planning activities related to this task will focus on the regional process for conformity determination of the 2016-2019 TIP. The latest EPA regional air quality model will be used.

**RELATIONSHIP TO PREVIOUS WORK:** The 2016-2019 TIP preparation will build on the 2015-2018 TIP. A Regional Solicitation Evaluation Study was concluded in 2014, and solicitations were released in early 2014 for TDM, TAP, and CMAQ Transit Capital projects for 2017. A full Regional Solicitation was released in fall 2014 for 2017 STP and CMAQ Transportation System Management funds and all 2018 and 2019 federal transportation funds.

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

#### PRODUCTS

Prepare Draft 2016-2019 TIP  
Regional Solicitation Project Selection  
Adopt TIP Incl. Certification of 3-C Process, Major Projects  
Completed/Obligated in Previous Year, and an Air Quality Conformity  
Analysis  
Annual Listing of Obligated Projects  
Process TIP amendments  
Incorporate MAP-21 Requirements into Regional Solicitation Grant  
Application Process and Enhance Reporting Capabilities

#### COMPLETION DATES

March  
May  
September  
  
December  
As needed  
Ongoing

<b>Activity B</b>	<b>2015 Budget</b>
ACTIVITY STAFF WEEKS:	47
CONSULTANT:	\$0
TOTAL ESTIMATED EXPENDITURES:	\$104,908
<b>SOURCES OF FUNDS:</b>	
FEDERAL: (CPG)	\$83,926
LOCAL:	\$20,982
TOTAL	\$104,908



## C. COMPREHENSIVE AND SURFACE TRANSPORTATION PLANNING

### TASK C-1 LONG RANGE TRANSPORTATION PLAN/ THRIVE MSP 2040

**PURPOSE:** To ensure implementation of the Council's long-range transportation policy plan and Thrive MSP 2040, both chapters in its overall metropolitan development guide.

**APPROACH:** The Metropolitan Council will adopt the 2040 Transportation Policy Plan in December 2014. This is the first TPP since the passage of MAP-21 and is the first performance-based plan for the region. Implementation of the 2040 TPP will be conducted by the Council and its partners, including TAC/TAB. Transportation planning staff implementation activities in 2015 will include:

- Prepare system statements for use by communities in updating their comprehensive plans by 2018 in a manner consistent with the TPP.
- Participate in interdepartmental implementation teams for Thrive MSP 2040, to conduct additional work in equity analysis, such as studying transportation expenditures, including preservation and maintenance spending, for potential disparities by race and income and examining safety outcomes by race and income. Work being done by the two Thrive teams is covered under freight (Task number C-) for economic competitiveness, such as preparing an inventory of available rail and river accessible land for economic development; and under Task xxx for climate and sustainability.
- Staff will continue to work with MnDOT on alternative roadway financing issues including the I-35E Value Pricing grant project and other MnPASS and dynamic shoulder pricing projects. Consistent policy and design decisions are needed as the region implements more managed lane MnPASS projects.
- Transportation planning staff works with other Council staff to ensure transportation policy is considered in ongoing planning and grant activities of other departments, such as parks, natural resources, and the Livable Communities grant program.
- Staff will continue to review Comprehensive Plan Amendments and environmental documents when submitted by cities and counties.
- Staff will continue to evaluate requests for additional interchanges as submitted.
- Staff will also review and approve changes to controlled access highways, as required by state law.
- Staff will continue to work with University of Minnesota researchers on Center for Transportation Studies (CTS) and Hubert H. Humphrey Institute activities in transportation research.
- Transportation planning staff will continue to work with other Council staff on transit-oriented development policy and guidance activities.

A major joint study with MnDOT will be examination of non-freeway principal arterials to examine feasibility and priorities for intersection conversions into interchanges.

The Council will provide opportunities to the public for participation in the planning process through the Council website, open houses, public hearings, citizen advisory committees, and other means listed in the citizen participation process in Appendix C.

**RELATIONSHIP TO PREVIOUS WORK:** The regional development framework, known as Thrive MSP 2040, was adopted in May 2014; the Transportation Policy Plan will be updated December 2014. The long-range transportation plan must be updated every four years to meet federal requirements; the RDF is typically updated once every 10 years. Transportation staff reviews updates and amendments to local comprehensive plans, which must be prepared by local units of government under state law, to ensure consistency of local comprehensive plans with regional land use and transportation plans.

**RELATIONSHIP TO OTHER AGENCY WORK:** Council staff will continue to work closely with MnDOT to provide metro area perspective on a number of statewide studies and plans, such as updates of the Statewide Multimodal Transportation Plan, MnSHIP, HIP, Asset Management Plan, Highway Safety and Operations Plan. MnDOT serves as the lead agency for Intelligent

Transportation Systems (ITS) activities in Minnesota, including the Regional ITS architecture; Council staff continues to participate in MnDOT ITS activities. Council staff will contribute efforts to the University of Minnesota Center for Transportation Studies Transitways Impacts Research Program and participate on research on Traffic, Parking, and Travel Behavior Impacts; Land Use Impacts; and Economic and Business Impacts.

**PRODUCTS**

2040 TPP portion of System Statements  
 Various Managed Lane Implementation Studies  
 Local Comprehensive Plan Reviews  
 Participate in Various Team Activities (Including Livable Communities, Referrals and Sector Reps)  
 Review of Livable Communities Demonstration Grants  
 Equity Analysis Study  
 Principal Arterial Intersection Conversion Study  
 TOD Policy and Guidance Activities

**COMPLETION DATES**

December 2015  
 Ongoing  
 As Needed  
 As Appropriate  
 Semi-annually  
 2016  
 2015  
 2015

**TASK C-2 TRANSPORTATION CORRIDOR STUDIES**

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

**APPROACH:** Metropolitan Council, regional rail authorities, and MnDOT staffs participate on corridor study management teams, advisory committees, and task forces for many trunk highway and transit corridors. The scale of each corridor study will be consistent with the investment priorities identified in the TPP and MnDOT’s Highway Investment Plan. For instance, some studies may focus primarily on access management and operational activities, while other corridors will be considered for additional investments, such as managed lanes and strategic capacity. Metropolitan Council is the lead agency for design, engineering of, and applications for funding of light rail transit (LRT) in the Southwest Transitway. Metropolitan Council is the lead agency for studies in the Midtown Greenway and West Broadway in Minneapolis. Council planning staff also provides input on transit corridor studies and station area land use planning lead by other agencies, primarily the county regional rail authorities. For each corridor study, the lead agency assumes responsibility for public participation, which typically includes newsletters, meetings, open houses, special outreach to affected businesses and communities and websites. Studies will also consider environmental justice impacts at a corridor level. Staff will also provide data and modeling information to municipalities and agencies upon request to support ongoing planning and environmental studies. This may include travel forecasts or review of forecasts prepared by others. Specific corridor studies known in June 2014 are included in the product list.

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

**RELATIONSHIP TO OTHER AGENCY WORK:** MnDOT is usually the lead agency for highway corridors. MnDOT has developed a planning prioritization process to help in the identification and prioritization of Metro District studies. MnDOT will also be leading an analysis of MnPASS options along I-494 and TH 62, which the Council will follow and participate in. For many transit corridors, the regional rail authorities are the lead agencies for feasibility, AA or NEPA studies although

responsibility is usually transferred to the implementing agency when preliminary engineering commences. Council staff participates in station land use planning activities lead by counties or cities along transit corridors (e.g., a Southwest LRT Community Works project has been formed by Hennepin County; and Council leadership and staff are participating in a Steering Committee and Technical Implementation Committee, in addition to leading a Southwest LRT Management Committee). MnDOT also works on transit studies, especially where the corridor utilizes a MnDOT highway, such as Cedar Avenue/Highway 77 or I-35W BRT; or commuter rail projects, where MnDOT has responsibilities under state law. MPCA staff will provide input regarding the applicability of MAP-21 and CAA air quality requirements, and state noise rules during environmental document development by reviewing and commenting on proposed highway and transit construction and/or reconstruction projects. The majority of corridor study costs are typically incurred by the leading agency for both staff and consultant work and are reflected in their own agency budget.

**PRODUCTS**

**COMPLETION DATES**

Review Highway Interchange Additions	As Needed
Review EAs and EISs	As Needed
Review Controlled Access Highway Revisions	As requested
Participate in ITS and CTS Activities	Ongoing
Rush Line Pre-Project Development Study	2015
Gateway (I-94 East) Corridor DEIS	2015
I-35W Transit Access Study	2015
Riverview Pre-Project Development Study	2015
Robert Street Alternatives Analysis	December
Nicollet/Central Avenue Corridor	2015
West Broadway Alternatives Analysis	2015
I-35E Corridor Management Team	Ongoing
TH 212 Corridor/Safety Study	2015
TH 169 Access Management Study	2015
TH 169 Managed lane and Transitway Study	2015
Highspeed Rail between Twin Cities and Milwaukee EIS	Ongoing
ZipRail Tier 1 EIS	Ongoing

**TASK C-3: FREIGHT PLANNING**

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

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

The Metropolitan Council and MnDOT will continue ongoing work activities in 2015 to:

- Identify and support integration of freight considerations into land use and transportation planning activities at the Metropolitan Council, including implementation of Thrive MSP 2040, updates to the regional solicitation, and other planning efforts underway to integrate freight planning;
- Council staff participation in freight transportation planning at MnDOT, including the updates of the Statewide Freight Plan and the Statewide Freight & Passenger Rail Plan and other planning efforts underway to integrate freight planning;

- Draw on the expertise and contributions of members of the Minnesota Freight Advisory Committee. Metropolitan Council will continue to participate in MFAC and its Executive Committee;
- Participate, as appropriate, in the Mid-America Freight Coalition;
- Coordinate freight data collection and analysis within and between partner organizations.

**RELATIONSHIP TO PREVIOUS WORK:**

In 2011 and 2012 the Metropolitan Council worked with MnDOT (Metro District and the Office of Freight and Commercial Vehicle Operations) to develop a Twin Cities Metropolitan Area Regional Freight Study to identify freight-related trends and issues and to develop solutions for the high priority freight issues. The summary report of this study, completed in 2013, was used in preparing the TPP update in 2014, and other study reports, posted on the MnDOT website, will continue to be used as needed to coordinate freight planning in the region.

**RELATIONSHIP TO OTHER AGENCY WORK:** MnDOT includes an Office of Freight and Commercial Vehicle operations that specializes in and conducts freight planning statewide. This office informs and works closely with MnDOT metro district planners and Metropolitan Council staff on metro area freight planning activities.

**PRODUCTS**

Regional Freight and Industrial Manufacturing Lands Assessment  
 Metro Freight Initiative Implementation

**COMPLETION DATES**

2016  
 Ongoing

**TASK C-4 TRANSIT SYSTEM POLICY PLANNING**

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

**APPROACH:** Activities in this category include short-, mid- and long-range transit planning and implementation conducted by the Council's MTS planning staff which is not related to a specific corridor.

- These include coordinating with Metro Transit staff and other transit operators and communities on specific studies, implementing completed studies, and participating in joint agency and community projects including community based transit redesign and restructuring.
- Council staff will continue to participate with MnDOT and transit operators in the multi-agency Team Transit which has been identifying and expediting bus related road improvements to improve the multimodal capability of the region's highways for almost 20 years.
- Technical assistance will also be provided to communities on development and implementation of transit and TDM elements of comprehensive plan amendments, pedestrian and bicycle friendly land use coordination, transit-oriented development and other transit related activities as appropriate.
- Metropolitan Council staff maintains a regional park-and-ride database, which keeps track of the capacity, usage, and physical features of each lot and analyzes whether changes are needed to the park-and-ride system.
- During 2015 cooperative activities will continue with the counties and other social service providers on transportation assistance to clients. Although the JARC program was not included in MAP-21, efforts will continue to disburse JARC funds granted in previous years.

**RELATIONSHIP TO PREVIOUS WORK:** This activity implements several activities of past years such as the Transportation Policy Plan, Transit Redesign, TOD Technical Assistance, Public Transit/Human Services Coordination Plan, the Highway Transitway Corridor Study, the Arterial Transitway Corridor Study, and other ongoing area-specific projects. In 2010 the 2030 Park-and-Ride Plan was completed. LRT, BRT, and commuter rail feasibility studies are related to this activity but fall under Task C-2, “Corridor Studies.”

**RELATIONSHIP TO OTHER AGENCY WORK:** MnDOT, Met Council, Metro Transit, other transit providers, and local governments work jointly on the Team Transit effort. MnDOT has dedicated one staff person to coordinate the Team Transit responsibilities for the agency. Team Transit provides planning and coordination on bus shoulder lanes, park-and-ride lots, and HOV by-pass lanes on the Trunk Highway system, as well as the mitigation of highway construction impacts. Council staff participates in a regional TOD Advisory Group, made up of multiple jurisdictions, agencies, and nonprofits, and assisted by Center for Transit Oriented Development/Reconnecting America. MnDOT will continue to work cooperatively with the Council to provide planning and coordination on bus shoulders, and park-and-ride lots on the Trunk Highway system. The Transportation Advisory Board to the Metropolitan Council continues to implement the federally-funded regional travel demand management program, which includes promotion of transportation alternatives including bicycling and walking. Council staff will work with TDM partners at Metro Transit and the Transportation Management Organizations in the region to develop this program.

**PRODUCTS**

**COMPLETION DATES**

Project Review and Referral Memoranda Related to Transit	As Needed
Technical Assistance to Communities Regarding Transit-Oriented Development	Ongoing
Access to Jobs Implementation	Ongoing
Proposals for Development Of Bus Shoulder Lanes and Other Transit-Supportive	Ongoing
Measures in Conjunction with the Trunk Highway System	
Further Defining the Process for Setting Transitway Priorities	2015
Update Park-and-Ride Database	Ongoing
Update of Regional Service Improvement Plan	2015

**TASK C-5 TRANSPORTATION PLANNING FOR PEOPLE WITH DISABILITIES**

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

**APPROACH:** Coordinate the specialized transportation services throughout the Region including Metro Mobility, other ADA transit services and community based paratransit services. Participate with review of MnDOT 5310 capital funding requests for paratransit vehicles. Provide staff support to the Transportation Accessibility Advisory Committee (TAAC). Cooperative activities will continue with the counties and other social service providers on transportation assistance to clients.

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

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

**PRODUCTS**

Coordination of Regional Specialized Transportation Services  
Coordinate TAAC Meetings

**COMPLETION DATES**

Ongoing  
Monthly

**TASK C-6 AIR QUALITY AND CLIMATE CHANGE PLANNING**

**PURPOSE:** To implement long-term air quality planning required by federal law including the integration of congestion management, transportation, land use, and air quality planning with the requirements of the Clean Air Act (CAA).

**APPROACH:** During 2015, the Council, MnDOT and the MPCA will continue the regional and state air quality planning and coordination activities with through the interagency air quality and transportation committees and work groups formed to address the CAA conformity requirements.

- This will include participating in the update of the State Implementation Plan (SIP) through the update and implementation of the Minnesota Conformity SIP’s Memorandum of Agreement.
- Air conformity analysis will be carried out for the 2016-2019 TIP.
- The roles and responsibilities of the interagency committee and work groups are defined in the interagency consultation procedures developed collaboratively.
- MPCA and the Council will continue to participate in activities of Clean Air Minnesota (CAM), a non-profit organization that promotes public and private partnerships to reduce emissions from criteria pollutants.
- The MNIAQTPC will continue to implement the EPA approved Limited Maintenance Plan for carbon monoxide. The MNIAQTPC will work with the MPCA in coming up with possible control strategies for PM2.5 and ozone due to potential non-attainment with current and future PM2.5 and ozone standards. The MPCA is the lead agency in these activities.
- The Council will continue to participate in the Climate Strategies and Economic Opportunities forum, as well as other climate change mitigation discussions. The Council will provide technical assistance to local governments in quantifying and reducing greenhouse gas emissions.
- The Council working with MPCA will develop effective strategies to address the greenhouse gas emissions reduction goals of the 2007 Next Generation Energy Act and integrate them into the transportation planning process.

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

In 2015, the MPCA and Environmental Initiative will continue to facilitate a conversation among leaders in the business, government and nonprofit sectors to seek new opportunities for emissions reduction, lay groundwork for future collaboration to improve air quality in Minnesota, and prepare for potential nonattainment designations. A Work Group named “Minnesota Clean Air Dialogue” (CAD) was formed and tasked with identifying the most efficient and effective ways to meet or exceed potential new federal standards through a process of collective problem solving

and consensus decision-making. The Work group members included among others, the MPCA, MnDOT, Council, and assisted by additional technical experts, developed and came to consensus on a set of complementary initiatives to voluntarily reduce emissions associated with ozone and fine particle pollution. The MPCA in coordination with Environmental Initiative is working proactively to develop, fund, and implement some of the projects that were recommended by CAD. The MPCA is also leading a Work Group with Partner Agencies including: the Council, MnDOT, Commerce, DNR, Agriculture and Health called “The Climate Solutions and Economic Opportunity “. The work group is evaluating policy options from across Minnesota’s major economic sectors for their potential to grow our economy and to reduce greenhouse gases that contribute to climate change.

**RELATIONSHIP TO PREVIOUS WORK:** The Council annually prepares a conformity determination of the TIP, and as needed for regionally significant amendments and prepared the most recent conformity determination of the TPP in 2014. The Conformity SIP MOU was signed by the Metropolitan Council in 2014.

**RELATIONSHIP TO OTHER AGENCY WORK:** The MPCA, Council, and MnDOT will play key roles in the development of a regional response strategy to reduce the anticipated increases in the formation of greenhouse gases, ozone and PM 2.5. The Council staff will provide assistance in travel demand and air emissions modeling. Council planning staff also works with other council divisions on this effort, such as Metro Transit staff to increase transit and carpool usage, and Environmental Services staff, who monitor air pollution from waste water treatment plants.

**PRODUCTS**

SIP Revision for Minnesota  
 Implement SIP Limited Maintenance Plan  
 PM2.5/Ozone Emissions Reduction Strategies Effort  
 Environmental Initiatives Clean Air Dialogue Work Group  
 Minnesota Climate Solutions and Economic Opportunities (CSEO)  
 Conformity Analysis of 2016-2019 TIP  
 Conformity Analysis of regionally significant TIP and TPP amendments

**COMPLETION DATES**

Ongoing  
 Ongoing  
 Ongoing  
 Ongoing  
 Ongoing  
 April  
 As needed

**TASK C-7 BICYCLE AND PEDESTRIAN TRANSPORTATION PLANNING**

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

**APPROACH:** The Council’s 2040 TPP supports and encourages bicycle and pedestrian planning and staff provides regional coordination and technical assistance. For the first time this update of the TPP includes a Regional Bicycle Transportation Network (RBTN), with a subset of Priority Regional Bicycle Transportation Corridors and a definition for Critical Bicycle Transportation Links. The defined RBTN corridors are intended to serve as the “backbone” arterial system for biking in the region and to encourage planning and implementation of this regional network by cities, counties, parks agencies, and the state. Refinement and implementation of the RBTN, will be ongoing, with corridor refinement into specific alignments being a major effort in 2015,.

Metropolitan Council staff will continue to coordinate Cycloplan use and outreach. Verification of the regional system inventory with cities and counties is ongoing, and Metropolitan Council staff is collaborating with MnDOT and other agencies to maintain the regional bikeway map. . A process to refine the Cycloplan inventory database will be undertaken in 2015, leading to a “roll-out” of the Cycloplan tool to local agency planners and engineers for use in uploading city and county planned bikeways to the Cycloplan regional map database.

**RELATIONSHIP TO PREVIOUS WORK:** The Regional Bicycle System Study was completed in 2014 to develop a more complete understanding of how the region’s on-street bikeways and off-street trails interface and how the on and off-road systems work together to serve regional transportation trips by bicycle. Results of this study, including the RBTN, were incorporated into the 2040 TPP during 2014. In 2011 and 2012, the Council contracted with the University of Minnesota to develop a planning tool called Cycloplan that used data from the trip-planning and bicycle forum geowiki program known as Cylopath. A regional bicycle system inventory using Cycloplan was done in 2012

**RELATIONSHIP TO OTHER AGENCY WORK:** MnDOT’s Bicycle and Pedestrian staff works cooperatively with the Council by providing data and technical information, participating on the TAC Funding and Programming Subcommittee, and providing technical assistance and technical training for local governments on ADA and other elements of bike and pedestrian design, planning and operations. Minneapolis, St. Paul, and some suburban municipalities have formal bicycle and pedestrian advisory groups which include Council and MnDOT staff. Metropolitan Council staff continues to participate on MnDOT’s State Non-Motorized Transportation Advisory Committee.

MnDOT is continuing the development of their ADA transition plan addressing services, policies, and programs to meet the needs of persons with disabilities, including pedestrian facilities on public rights-of-way. In 2010, the Minnesota legislature and governor passed a Complete Streets law. Metropolitan Council staff serves on the advisory committee for policy development surrounding this law, which is being coordinated by the MnDOT Office of State Aid.

MnDOT began a Statewide Pedestrian Plan in 2014. Council staff will work with MnDOT staff to provide input from the region’s perspective to the statewide plan. Council staff also works with Active Living groups in Hennepin and Ramsey Counties and serves on several county-level bicycle and pedestrian planning advisory committees.

**PRODUCTS**

Maintain Bike/Pedestrian Facility Map on MetroGIS  
 Cycloplan Implementation  
 Regional Bicycle Transportation Network implementation  
 MnDOT Metro District Bicycle Plan  
 MnDOT Statewide Pedestrian Plan

**COMPLETION DATES**

Ongoing  
 Ongoing  
 Ongoing  
 2015  
 2015

**TASK C-8 CONGESTION MANAGEMENT PROCESS**

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

**APPROACH:** Council staff will work with MnDOT, TAC, and TAB on implementing the Council’s CMP.

**RELATIONSHIP TO PREVIOUS WORK:** MnDOT and Metropolitan Council prepared a Congestion Management Planning Study Phase I in 2007 which was used to help establish the policy basis for the CMP in the revised TPP. Phase II was developed following adoption of the 2009 TPP revision. MnDOT completed CMP III in 2012. The 2040 TPP includes a CMP that incorporates performance-based planning elements.

**RELATIONSHIP TO OTHER AGENCY WORK:** MnDOT was instrumental in the development of the 1997 Congestion Management System and will continue to provide the Council congestion mapping based on ongoing data collection done by the Regional Traffic Management Center, project design, and evaluation data. MnDOT Metro District will cooperatively work with the Council to determine any revisions necessary based on MAP-21 and FHWA Guidance. Also MnDOT will



provide funding for this effort. TAC/TAB assistance is anticipated in this task through standing committees (such as TAC Planning) or possibly a special task force.

**PRODUCTS**

Monitor Congestion Management Activity (RTMC)  
 Evaluation of Active Traffic Management (ATM) Applications

**COMPLETION DATES**

Ongoing  
 Ongoing

<b>Activity C</b>	<b>2015 Budget</b>
ACTIVITY STAFF WEEKS:	626
CONSULTANT:	\$1,569,770
TOTAL ESTIMATED EXPENDITURES:	\$3,137,488
<b>SOURCES OF FUNDS:</b>	
FEDERAL: (CPG)	\$2,461,990
FEDERAL: (New Freedom)	\$60,000
LOCAL: Met Council	\$615,498
TOTAL	\$3,137,488

## F. RESEARCH AND TRAVEL FORECASTING

### TASK D-1 TECHNICAL SUPPORT

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

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

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

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

#### PRODUCTS

GIS Database

Demographic Forecasts

Land use/Transportation Model

Technical Assistance to Land Use Planners

TIP Forecast (for Use in Air Quality Conformity Finding)

TPP Forecast (for Use in Conformity Finding and Scenario Analysis)

Satisfy Data Requests

Analyze Traffic Impacts of Transportation Projects and Development Proposals

#### COMPLETION DATES

Ongoing

Ongoing

December

Ongoing

April

As Needed

As Needed

As Needed

### TASK D-2 URBAN TRAVEL RESEARCH AND FORECASTING

**PURPOSE:** To maintain and apply the travel forecast models to support planning for the orderly development and operation of transportation facilities. To maintain socio-economic, travel and traffic data, and to monitor, revise and update travel forecasts to 2040 and beyond. To provide the projections of traffic demand, greenhouse gas and air pollutant emissions and allied data needed to evaluate regional transportation investment alternatives. To continue a program of travel and employment data research such as the Travel Behavior Inventory undertaken at least every 10 years. This work coordinates travel behavior data with population and economic data and forms the factual basis for forecasting models.

**APPROACH:** The Metropolitan Council and MnDOT will continue joint efforts in developing and implementing travel forecasts and forecasting tools. During 2010-2012 the decennial Travel Behavior Inventory (TBI) surveys were conducted with model development, estimation, calibration, and validation continuing through 2014. TBI data is being gathered and analyzed in cooperation with U of M researchers. The Council will continue to perform and support research on regional travel based on the TBI. This research includes the "Travel Behavior Over Time" study conducted by U of M from 2013-16. The TBI data will be used to update the Regional Travel Demand Forecast Model. In 2014, the Council completed initial development of an activity-based model based on the 2010 TBI. Refinement, testing, and application of the new model will continue through 2015. Development and refinement of base highway, transit, freight, and

pedestrian/bicycle networks will continue. The Council will continue to perform additional data collection as needed to support model development and improvement. The Council will begin planning for and conduct a transit on-board survey in 2015 or 2016. The Council will work with MnDOT to explore integrating dynamic traffic assignment into the forecast model. The Council will continue to investigate additional model improvements such as more detailed bicycle/pedestrian forecasting. The Council will also provide technical assistance and satisfy data requests from other agencies, local units of government and consultants for regional studies, emissions inventories, comprehensive plans, corridor studies, or project planning. It is anticipated that the Council will experience an increase in requests for data and technical assistance as new corridor studies are initiated. The Council will continue to provide technical assistance and review of major highway and transit corridor and project forecasting. Council forecast staff also reviews the reasonableness of forecasts in local plans, EAWs, etc that are transmitted to the Council. The Council will plan for a post-2015 data collection and model improvement program to continue to improve the credibility of forecasts and the ability to answer policy questions of increasing complexity. This will include planning for Travel Behavior Inventory and potentially increasing the frequency of data collection. Staff will continue to review and analyze information from federal data sources such as the Census Transportation Planning Product, the American Community Survey, the National Household Travel Survey, and other data sources. Staff will work with MnDOT to coordinate assessment and purchasing of third-party transportation data where appropriate.

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

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

**PRODUCTS**

Distribute New Model Set and Provide Needed Training  
 Provide Traffic Forecasts in Support of Council and MnDOT Studies  
 Continued Model Development and Enhancement  
 TBI Survey Reports, Data Distribution and Data Analysis  
 Model Development Reports  
 Model Validation Reports  
 CTPP Trends Analysis

**COMPLETION DATES**

As Needed  
 As Needed  
 Ongoing  
 Ongoing  
 2015  
 2015  
 2<sup>nd</sup> Quarter

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

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

**APPROACH:** MnDOT, working through the Office of Transportation Data Analysis, the State Aid for Local Transportation Division, Traffic Management Center and District Traffic Engineer in the Metro District, has established a cooperative counting program with the counties and municipalities. This cooperative program was undertaken for efficiency, convenience and to

prevent duplication of vehicle counts, and is part of the overall statewide traffic monitoring program. Special counts will be taken as the need is identified. This work provides a database for identifying trends, and evaluating system performance. The Council will work with MnDOT and the University of Minnesota to expand this program to include more robust counts of trucks, bicycles, and pedestrians, and to provide better speed/operational data on roadways.

**RELATIONSHIP TO PREVIOUS WORK:** Traffic counting is conducted in the seven-county metropolitan area on a 2 year cycle for all Trunk Highways, County Roads, County State Aid Highways (CSAH), and a few Municipal State Aid Streets (MSAS). Most MSAS's are counted on a 4 year cycle. There are about 9000 sites where traffic counts are collected. MnDOT's Metro District personnel conduct the counts on almost all of the 1000 Trunk Highway locations. Metro county field staff collects data on all 2850 County and CSAH locations, and municipal field staff collects data on the remaining 5150 MSAS locations. Traffic volumes representing Annual Average Daily Traffic (AADT) are shown on traffic volume maps available online in pdf format. These maps cover the seven-county metropolitan area and include individual municipal maps showing the volumes on the Trunk Highway, County, and MSAS systems. All of these AADT estimates including Heavy Commercial AADT (HCADT) estimates are available through the interactive basemap or by using the GIS shape file product. More information about the program as well as all of the available data is located on the web:

[http://www.dot.state.mn.us/traffic/data/html/volume\\_program.html](http://www.dot.state.mn.us/traffic/data/html/volume_program.html)

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

**PRODUCTS**

Seven-county Metro Area Traffic Volume Maps (2013 volumes)  
 Seven-county Metro Area Flow Map (2013 volumes)

**COMPLETION DATES**

July  
 September

<b>Activity D</b>	<b>2015 Budget</b>
ACTIVITY STAFF WEEKS:	90
CONSULTANT:	\$325,000
TOTAL ESTIMATED EXPENDITURES:	\$547,248
<b>SOURCES OF FUNDS:</b>	
FEDERAL: (CPG)	\$427,398
LOCAL: Metropolitan Council	\$106,850
LOCAL (MnDOT):	\$13,000
TOTAL	\$547,248

## *E. OPERATIONS AND MANAGEMENT*

### **TASK E-1 TRANSPORTATION/TRANSIT SYSTEM PERFORMANCE MEASUREMENT**

**PURPOSE:** To develop, maintain, and disseminate information on the performance of the Twin Cities transportation system to inform policy decisions and funding allocations and to comply with state law.

**APPROACH:** In 2008 state legislation was updated to require the Council to conduct a comprehensive evaluation of the transportation system every four years in the year prior to the revision of the Transportation Policy Plan. It also requires that on the intervening two years, the Council conduct an evaluation of the transit system. Collection of data for this evaluation allows the Council to maintain a wide variety of current data on an on-going basis, which is used for other planning activities as well as presented for informational purposes through a wide variety of venues. In the 2013 iteration, the system developed measures and benchmarks that assess sustainability and livability relating to transportation as well as identifying and benchmarking additional performance measures for use in the Council's and MnDOT's on-going planning and programming activities in preparation for anticipated changes in federal transportation funding reauthorization legislation. The 2015 transit evaluation will build on this work.

**RELATIONSHIP TO PREVIOUS WORK:** In 1997, 2001, 2005, and 2013 the Council conducted transportation performance audits, and in 1999, 2003, 2007, and 2009 transit evaluations. In 2010 the 2009 transit evaluation was updated to include the most recent transit operating statistics.

**RELATIONSHIP TO OTHER AGENCY WORK:** The Council is the lead agency. MnDOT Metro District, Metro Transit and the Suburban Transit Providers provide data upon request by the Council.

### **TASK E-2 TRANSIT IMPLEMENTATION & EVALUATION/PROGRAM ADMINISTRATION**

**PURPOSE:** To implement the transit service recommendations from the TPP and Sector Studies Redesign, including application of service planning guidelines and performance standards, achieving a regional consensus on equity and service priorities in the allocation of transit resources, and instituting service changes.

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

**RELATIONSHIP TO PREVIOUS WORK:** This element represents a continuation of transit planning and implementation formerly conducted by the Metropolitan Council, Regional Transit Board, and Metropolitan Transit Commission and other providers. This work represents the implementation phase of Sector Study Redesign undertaken by the Metropolitan Council and Metro Transit since 1999 and ongoing through 2009. In 2010 Council staff implemented Transit Link, a restructuring of the metro area dial-a-ride programs.

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

**PRODUCTS**

**COMPLETION DATES**

Monitor provider performance and financial status  
Transit System Evaluation  
Transit Implementation assistance and activities

Ongoing  
2015  
Ongoing

<b>Activity E</b>	<b>2015 Budget</b>
ACTIVITY STAFF WEEKS:	32
TOTAL ESTIMATED EXPENDITURES:	\$59,072
<b>SOURCES OF FUNDS:</b>	
FEDERAL: (CPG)	\$47,258
LOCAL:	\$11,814
TOTAL	\$59,072

## F. AVIATION TRANSPORTATION PLANNING

### TASK F-1 AVIATION TRANSPORTATION PLANNING

**PURPOSE:** To maintain the long-term viability of the regional aviation system by ensuring compatible land use planning, development, system efficiency, and project effectiveness. To develop and implement long-range regional aviation policy, monitor and periodically review and update the TPP (which now includes the APP). To also ensure aviation plan consistency with current and anticipated technical, economic and political conditions. Provide for review and coordination of aviation planning activities among agencies and municipalities.

**APPROACH:** This activity will continue an aviation system planning program including an aviation database, identification of needs, and evaluation of system performance. Coordination activities continue with MnDOT Aeronautics, Metropolitan Airports Commission (MAC), other airport sponsors, communities, and users on the various metro aviation activities. Other activities include reviews/approvals of individual airport long-term comprehensive plans (LTCPs) and LTCP amendments, airport project environmental evaluations, airport annual capital improvement programs, and land use (noise, safety, and infrastructure) compatibility planning. This task also includes ongoing reviews of the aviation elements of local comprehensive plans and comprehensive plan amendments. Continued coordination will occur on review of projects to implement the MSP 2030 Long-Term Comprehensive Plan.

**RELATIONSHIP TO PREVIOUS WORK:** This work is a continuance of legislatively directed responsibility for the Council to develop and update a regional transportation systems plan which includes aviation. The TPP was updated in 2010 with the major work effort to incorporate new information from the 2030 System Plan Technical Update, updates of all seven reliever airport LTCPs, and the ten-year updates of all metro communities and county comprehensive plans.

**RELATIONSHIP TO OTHER AGENCY WORK:** The Council is the lead agency on metro airport system planning and works closely with Metropolitan Airports Commission, who owns and operates most of the region's public airports and MnDOT Office of Aeronautics for statewide air system planning and airport project funding. Other cities and agencies participate in planning activities through the Council's TAC/TAB process.

#### PRODUCTS

Coordination Activities (including implementation of joint airport ordinances)

Potential System Plan FAA Grant Application

Review MAC's Capital Improvement Program

Review of Local Plan Amendments and EAs

Plan Updates/Amendments for general aviation

LTCP for Reliever Airports

#### COMPLETION DATES

Ongoing

As needed/2015

January

As needed

Ongoing

2015

Activity F	2015 Budget
ACTIVITY STAFF WEEKS:	58
CONSULTANT:	\$0
TOTAL ESTIMATED EXPENDITURES:	\$143,626
<b>SOURCES OF FUNDS:</b>	
FEDERAL:	\$0
LOCAL:	\$67,308
LOCAL: MAC	\$91,024
TOTAL	\$143,626

### III. APPENDICES

#### A. 2015 UNIFIED PLANNING WORK PROGRAM BUDGET

	Staff Weeks 2014	Salary Cost	Consult- ant Cost	Overhead & Expenses	Total Cost	UPWP Federal	Local Met C	Local MAC	Local MnDOT	New Freedom	Total
A Planning Program Support & Admin	312	\$666,801		\$388,405	\$1,055,206	\$844,165	\$211,041				\$1,055,206
B TIP Development & Management	47	\$81,321	\$0	\$23,587	\$104,908	\$83,926	\$20,982				\$104,908
C Comprehensive & Land Trans PI	626	\$1,215,238	\$1,569,770	\$352,479	\$3,137,488	\$2,461,990	\$615,498			\$60,000	\$3,137,488
D Research & Travel Forecasting	90	\$172,279	\$325,000	\$49,969	\$547,248	\$427,398	\$106,850		\$13,000		\$547,248
E Operations and Management	32	\$45,790		\$13,281	\$59,072	\$47,258	\$11,814				\$59,072
<b>Federally Funded</b>	1,107	\$2,181,429	\$1,894,770	\$827,723	\$4,903,922	\$3,864,737	\$966,184	\$0	\$13,000	\$60,000	\$4,903,922
F Aviation Transportation Planning	58	\$111,334		\$32,292	\$143,626		\$52,602	\$91,024			\$143,626
<b>Locally Funded</b>	58	\$111,334	\$0	\$32,292	\$143,626	\$0	\$52,602	\$91,024			\$143,626
<b>Total</b>	1,165	\$2,292,763	\$1,894,770	\$860,015	\$5,047,548	\$3,864,737	\$1,018,786	\$91,024	\$13,000	\$60,000	\$5,047,548



## **B. ROLES AND RESPONSIBILITIES OF PARTICIPANTS**

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

As the Metropolitan Planning Organization for the Twin Cities area, the Council is the lead agency responsible for administering and coordinating the activities of participants carrying out the required tasks of the transportation planning process.

Participants in the transportation planning process include the Metropolitan Council; the Minnesota Department of Transportation (MnDOT); the Minnesota Pollution Control Agency (MPCA); the Metropolitan Airports Commission (MAC); transit operators; counties and municipalities; local officials; private citizens; and U.S. Department of Transportation (U.S. DOT).

Transportation agency staff from the agencies, counties and municipalities are involved in the policy-making process through the Technical Advisory Committee (TAC), which advises the Transportation Advisory Board. Other subcommittees and task forces of the TAC deal with specific transportation issues. Refer to Figure 2 in the Transportation Planning and Programming Guide, adopted June 2012, (<http://www.metrocouncil.org/Transportation/Publications-And-Resources/TransportationPlanningGuide-pdf.aspx>) for a flow-chart that delineates transportation committees of the TAB and TAC involved in the 3-C (continuing, comprehensive, cooperative) transportation planning process.

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

### C. FEDERAL FACTORS CONSIDERED BY PROGRAM ELEMENT

On August 10, 2005, Congress signed in law PL 109-50, the Safe, Accountable, Flexible, Efficient Transportation Equity Act – A Legacy for Users, which is referred to as SAFETEA-LU. This law required, under Section 6001 (h), that plans and programs address the eight elements listed below. These same elements were retained in MAP-21, Section 1201 – 134 (h)(1).

- 1) In general. – The metropolitan transportation planning process for a metropolitan area under this section shall provide for consideration of projects and strategies that will –
  - A. Support the economic vitality of the metropolitan area, especially by enabling global competitiveness, productivity and efficiency;
  - B. Increase the safety of the transportation system for motorized and nonmotorized users;
  - C. Increase the security of the transportation system for motorized and nonmotorized users;
  - D. Increase the accessibility and mobility of people and for freight;
  - E. Protect and enhance the environment, promote energy conservation, improve the quality of life, and promote consistency between transportation improvements and State and local planned growth and economic development patterns;
  - F. Enhance the integration and connectivity of the transportation system, across and between modes, for people and freight;
  - G. Promote efficient system management and operation; and
  - H. Emphasize the preservation of the existing transportation system.

The factors that apply to each element of the Unified Planning Work Program are listed below.

<b>FEDERAL FACTORS</b>	<b>A</b>	<b>B</b>	<b>C</b>	<b>D</b>	<b>E</b>	<b>F</b>	<b>G</b>	<b>H</b>
<b>Transportation Planning Process</b>			X			X		
<b>TIP Development and Management</b>	X	X	X	X	X	X	X	X
<b>Comprehensive and Surface Transportation Planning</b>	X	X	X	X	X	X	X	X
<b>Research and Travel Forecasting</b>	X	X	X	X	X	X	X	X
<b>Operations and Management</b>	X	X	X	X	X	X	X	X
<b>Aviation Transportation Planning</b>	X	X	X	X	X	X	X	X



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390 Robert Street North  
St Paul, MN 55101-1805

651.602.1000  
TTY 651.291.0904  
[public.info@metc.state.mn.us](mailto:public.info@metc.state.mn.us)  
[metro council.org](http://metro council.org)